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# NYC Center for Economic Opportunity Independent Evaluation

November 2009

## Evaluation of NYC Justice Corps

Final Report of Year One of NYC Justice Corps  
Program Implementation

SUBMITTED TO:  
NYC Center for Economic Opportunity



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**Evaluation of the NYC Justice Corps**

**Final Report of Year One**  
**of NYC Justice Corps Program Implementation**

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**WESTAT/METIS**

## Acknowledgements

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# Executive Summary

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## Introduction

Young people with criminal records face many challenges when they return to their communities. With limited skills and work experience, and often without a high school diploma, they are at high risk for further criminal involvement and a life of poverty. The NYC Justice Corps has been designed to address the needs of these young adults, ages 18-24, in New York City. A program such as the NYC Justice Corps was recommended by the NYC Commission for Economic Opportunity in 2006. The recommendation was adopted and the NYC Justice Corps was developed by John Jay College of Criminal Justice (the College) and the NYC Department of Correction (DOC), with funding for the program as well as the evaluation provided by the NYC Center for Economic Opportunity (NYC CEO), a unit of the Office of the Mayor established to implement innovative poverty-reduction programs in New York City.

The NYC Justice Corps is based on a civic justice corps model that emphasizes partnerships between community organizations, justice agencies, and employers and that has its roots in programs that re-engage young people with past criminal involvement in their communities through community service – civic engagement – projects. Youth and community development, crime prevention, and workforce development strategies provide the framework for the program model. The NYC Justice Corps aims to improve the short- and long-term employment, education, and recidivism outcomes of Corps members, improve the capacity of organizations to serve this population, and provide benefits to the community.

The NYC Justice Corps was established in 2008 in two NYC communities – Bedford-Stuyvesant in Brooklyn and the Melrose, Mott Haven and Morrisania sections of the Bronx. The program has been implemented by Bedford Stuyvesant Restoration Corporation (BSRC) in Brooklyn and Phipps Community Development Program (Phipps) in the Bronx. The Center for Employment Opportunities (I-CEO), an organization that provides employment services to formerly incarcerated individuals, has served as an intermediary organization, providing technical assistance and capacity-building services, as well as data and start-up fund management and performance monitoring. The program is administered by John Jay College with the involvement of the NYC Department of Correction, and support from staff of the NYC Center for Economic Opportunity.

The evaluation of the NYC Justice Corps conducted by Westat and Metis has been designed to assess the implementation and effect of the program on participants and on the target communities. This implementation evaluation, which relied on multiple evaluation methods (interviews, focus groups, observations, and analysis of program data and documentation) covers the period through the program's first year that ended on June 30, 2009 during which four cohorts at each site moved through the program. A fifth cohort was recruited in the Bronx toward the end of June; as this occurred after data collection for this report was concluded, information about this cohort is not presented.

The outcome evaluation, which will assess short- and long-term outcomes, including the program's effect on employment, education, and recidivism, utilizes a rigorous random assignment design. The outcome evaluation also includes an assessment of program costs and impact on the NYC Justice Corps communities.

This report covers the origins, development, and implementation of the various aspects of the program. Implementation topics include the program's structure, strategies and services provided, characteristics and views of Corps members, views of community stakeholders, and an assessment of fidelity to the program model, convener capacity and role of the intermediary, challenges and lessons learned, and whether the program is on-track to achieve its outcomes.

Key findings are summarized below in the following sections: development of the model, program start-up and development, recruitment and enrollment, characteristics of participants, program implementation, and assessment.

## **Development of the NYC Justice Corps Model**

**The NYC Justice Corps model builds on the work of civic justice corps that has developed around the country over the past decade.** Building on this work, program planning was conducted over an 18-month period that involved meetings with city agencies, advocacy groups and other organizations, and formerly incarcerated individuals. Additional changes to the model were made based on lessons learned from an initial unsuccessful competitive bidding process, as well as from a second bidding process. This latter process resulted in contracts with two convener organizations to implement the program in designated communities of Brooklyn and the Bronx, and a third organization to serve as intermediary. The program was not implemented in the third community (Jamaica, Queens), as planned, because of a lack of interest on the part of community organizations.

**The program model consists of recruiting and enrolling young people ages 18-24 year olds, who had been involved in the criminal justice system within the past year, and providing them with a six-month program experience.** Criminal justice involvement was defined as being on parole or probation, in an alternative to incarceration program, or released from prison or jail within the past year. It is important to note that conviction of a crime was not a condition of program enrollment and an individual may be acquitted after spending time on Rikers Island (New York City's jail facility) or referred by an alternative to incarceration program without having been convicted. Program phases were defined as orientation and life skills/job readiness training (1 month), community benefit service projects (3 months), internships (6 weeks), and placement in unsubsidized employment and/or education.

**The program was designed to serve Corps members in cohort groups.** The evaluation included a rigorous random assignment design in which individuals were randomly assigned either to a group which received program services (JCP) or a referral (JCR) group which did not receive any services but was provided with a list of other potential programs. The cohorts were designed so that the young people entered and moved through the program as a group, in order to promote positive interactions and relationships among Corps members.

## Start-up and Development

**The basic guidelines and features of the program model were set prior to beginning services, but many aspects continued to be developed, and this first program year should be considered a year of program development as well as implementation.** Policy guidelines, for example, concerning eligibility and random assignment, were developed by the College in consultation with DOC over the summer of 2008, before Corps members were recruited. Guidelines continued to be developed as issues surfaced during the year. I-CEO, with the support of the College and DOC developed protocols related to various aspects of the program and each convener developed its own operational policies and program materials. The College and DOC continued to closely oversee and guide all aspects of the program and the evaluation throughout the year.

**Delays in contracting resulted in a postponement of the original program start dates from the spring to the fall of 2008 and resulted in a compressed time frame for site hiring, training and planning.** The compressed planning period also resulted in the postponement of random assignment in Brooklyn until the second cohort but also meant that the Bronx began recruiting its first cohort with the added burden of random assignment. In addition, although the program was always designed to serve a rolling set of cohorts, the shortened program year meant that, at times, site staff had to serve Corps members from two cohorts in the same phase at the same time, which strained staff supervision and space.

## Characteristics of Participants

**The Corps members were a demographically diverse group.** Participants were about equally divided into under and over 21 age groups, with some cohorts skewing toward the higher age group. Each cohort was majority male, but the percentage of females was just over 20% in one cohort. Black, non-Hispanic youth were the large majority at the Brooklyn site, but Hispanics/Latinos represented 30-40% of Bronx participants. With only a few exceptions, the Corps members resided in the program's catchment areas.

**The large majority of Corps members had not completed high school or earned a GED.** The proportion of high school completers (diploma or GED) ranged from just under a fourth to one-third of each cohort.

**Across the cohorts, a majority of Corps members are under parole or probation supervision.** While most participants reported at the time of enrollment that they had been convicted of a crime once, some had never been convicted. As noted above, conviction was not a requirement for program eligibility.

## Program Implementation

**After experience with their initial cohorts, both conveners arrived at effective recruitment strategies and an optimum interval between recruitment and program enrollment.** With the exception of Cohort 1 in Brooklyn, program staff were required to recruit more than double the number of eligible applicants for the random assignment process, and they were largely

successful. In fact, BSRC exceeded recruitment and enrollment targets for three of the four cohorts, and was just shy of the targets in the remaining cohort. The random assignment process was modified mid-year to provide for the assignment to the two groups in proportion to the number referred by source: probation, parole, and all other (including alternative-to-incarceration program referrals, community referrals, etc.). This change eliminated initial disparities between the number of individuals referred by a particular source and the number enrolled in the program, and helped to keep these channels open for future referrals. At the same time, a two-week interval was determined to leave sufficient time to reach out to referral sources and ensured that referral data were current. Community referrals and word-of-mouth increased as the program became better known.

**Phipps and BSRC followed the program model yet they modified how they implemented various phases as the first cohorts reached each new phase and as staff gained experience working with subsequent cohorts.** Phase 1 activities, including orientation, life skills, job readiness and service learning, became more interactive. And, as it became apparent that Corps members would not be job-ready after three or four weeks, they shortened this phase and added job readiness activities so that participants could have a better transition from community benefit service projects to internships and so that they would be better prepared for their internships.

**A belated emphasis (in the start-up phase) on greater youth involvement in the process of identifying community benefit service projects created challenges for program implementation; it limited staff's ability to plan ahead and required staff to learn how to temper participants' expectations when their project ideas were not selected for presentation or did not work out.** It took time for the sites to achieve a process that balanced a desire to engage and empower the youth while also developing viable projects and keeping to a tight schedule. Using guidelines and a process developed by the College and DOC, the sites also developed community advisory boards and implemented a process for engaging board members in project selection.

**It took time for the conveners to understand and develop the technical skills that were required to plan and scope the community benefit service projects.** I-CEO senior site supervisors were critical to the development of this aspect; they provided technical assistance to conveners' staff on how to estimate the resources (cost and materials) needed, and determine the feasibility of projects, and added the supervision of the projects to the work they did for their own organization. To maintain an acceptable staff to participant ratio on projects, the sites supplemented their own staff with consultants, such as supervising artists for the mural projects.

**Implementation challenges encountered in the sequencing and duration of the community benefit project and internship phases have led to some changes to the program model for the second year.** The changes provide the option to provide a shortened community benefit project phase in order to provide Corps members with more intensive job readiness services before the start of internships.

**The sites addressed the need for educational services first by referring Corps members to GED programs and, when that was not successful, by bringing such services on-site, although that was not part of the NYC Justice Corps model.** As this is a significant barrier to

successful employment, the College has added educational services to the program model in Year Two.

**Data on the first two cohorts indicate that it was a challenge for Corps members to be placed in and complete internships, and/or graduate from the program (which required either completion of an internship or placement in postsecondary education or employment).** Staffs of both programs reported that Corps members needed more preparation and support than the model initially anticipated. BSRC and Phipps used somewhat different strategies for developing internships and job placements, with BSRC striving to identify internships that would convert into permanent job placements, viewing internships as an opportunity for Corps members to try out a job they might like on a permanent basis, while this was not a strategy used by Phipps.

**Program retention was high: just over 70% of the Corps members who began the program in Cohorts 1 and 2 completed six months of engagement, a rate that is higher than the average rate of retention in other youth corps programs that serve a demographically similar population, and not necessarily one with criminal justice system involvement.**

**Many performance targets were met or exceeded.** At the time of this report, data on post-program placement was available only for the first two cohorts at each site and none met this target. The recent downturn in the economy should not be ignored as an obstacle to permanent job placement.

## **Convener Capacity**

**The conveners and their staff brought a variety of experiences that were applicable to elements of the program, but were faced with the enormous complexity of the program model.** And while the conveners may have served some individuals with criminal justice history, neither had experience with the criminal justice system nor with a program targeted exclusively to this group. Learning about the NYC Justice Corps model and about the needs of the target population had to occur while in the process of providing each phase of the program. Refinements of each phase of the program continued over the course of the program year while post-program retention strategies were still being developed.

**BSRC and Phipps each took different approaches to organizing and staffing the program, with Phipps developing a “contained” program with staff assigned full-time and its own program space and BSRC developing a “blended” structure that used full-time staff as well as staff from other units assigned part-time or as needed.** While staff assignments by Phipps were clear, the amount of time that various BSRC staff were spending on the program was difficult to assess since this varied over the year and was described differently by different staff. It is too early to say whether, in the long run, the blended staffing model offers advantages in terms of sustainability, but it did create challenges for the Brooklyn site this first year.

## Role of the Intermediary

**I-CEO, serving as an intermediary organization between the contract administrator (the College) and the conveners, had multiple responsibilities for the NYC Justice Corps, including coordinating services, providing technical assistance and capacity-building services, auditing performance, managing start-up funds, working with referral sources, sharing information, and coordinating data management and ensuring reporting.** Guided by the College and DOC, they worked on the development of every aspect of the program. Yet, the many hats worn by I-CEO staff, in particular their management and auditing functions, created a barrier to being readily accepted by convener staff as a TA provider.

**I-CEO staff played an important role in shaping the implementation of community benefit service projects.** This included defining the types of projects that were acceptable, gauging their feasibility, estimating the resources that would be needed, and providing support to convener staff.

**A combination of time pressure and various decisions led to compromises in program data that impacted the timely availability and quality of the data for cross-site analysis and use in the implementation evaluation.** A reliance on two different data systems, each with different system limitations, and a disparity in how various data fields were defined by each site, made cross-site comparisons difficult. Furthermore, although Phipps, with in-house support, was able to maintain quality control, there were internal inconsistencies in the BSRC data. These challenges have led the College to assume responsibility for data management in Year Two.

## Assessment

**Within the flexibility that was offered to conveners during this first program year, the main features of the NYC Justice Corps have been implemented as planned.** The conveners, with the support of the College, DOC, I-CEO and NYC CEO, have implemented a brand new program in two communities with great needs. They have successfully recruited a significant number of participants – more than twice the number of eligible applicants they could serve. The conveners have developed staff capacity through training and technical assistance provided by I-CEO and other organizations. With the assistance of I-CEO and DOC they have developed relationships with criminal justice agencies. They have developed and implemented curricula, identified community benefit projects with Corps member and community input, and provided Corps members with useful training and work experiences.

**The NYC Justice Corps also incorporates best practices identified in the literature.** Notably, the conveners have developed relationships with their respective communities and have established relationships with local justice agencies (parole, probation and alternative-to-incarceration programs); they offer case management and other services to help in the personal development of participants, and positive role models. The program offers a staged experience of job readiness, community benefit projects, and internships, the implementation of which has been refined for the program's second year.

**Corps members gained valuable experience on community benefit service projects and made visible contributions to their communities.** Corps members who participated in focus groups wanted a better future for themselves and their children. They appreciated that their project would have longevity in the community and that the work would be attributed to the NYC Justice Corps.

**Interviews with community stakeholders also indicated the positive opinions these individuals held about the program and the participants.** These stakeholders viewed the community benefit service projects as a constructive and positive addition to their communities and were very supportive of the work. Internship sponsors also expressed satisfaction.

**Many of the initial program performance targets have been met (e.g., recruitment, Phase 1 and Phase 2 completion for a majority of the cohorts for which data are available). And, although initial findings point to challenges in meeting internship and graduation goals, a high percentage (over 70%) of Corps members nevertheless remained engaged in the program as indicated by program (service) completion results for the first two cohorts.** Data on post-program placement outcomes are only available for the first two cohorts, but if these data are indicators of future performance, substantial challenges lie ahead in meeting program targets, especially in light of the current economic downturn. Improving and streamlining data collection and reporting remain challenges that are being addressed in Year Two. With the program entering its second year, attention will need to focus on sustainability for the long term and identification of additional funding sources.

## **Recommendations**

Based on this evaluation of the first year of implementation, we offer the following recommendations:

- *As the policy guidelines developed for the program were quite detailed and often were clarified in subsequent updates, they should be reviewed and consolidated in order to ease future implementation and program replication.*
- *The BSRC program's blended staffing configuration should be reviewed and a full-time program manager should be hired.<sup>1</sup> Lines of supervision should be clear. Further analysis of the advantages and disadvantages of the two different types of staffing plans employed by the two conveners should be explored.*
- *Further analysis of the effectiveness of internship, placement, and post-placement retention strategies, should be conducted after additional cohorts have completed these phases.*
- *Data on each cohort and on the activities/services of each phase should be cleaned, analyzed, and reported back to the project partners on an ongoing basis and discussed in relation to program staff's self-assessment of implementation in order to provide*

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<sup>1</sup> It should be noted that BSRC hired an Operations Director was hired at the beginning of the second program year.

*information for continuous improvement and data-driven decision-making about the model.*

## **Summary of Lessons Learned and Program Revisions for Year Two**

Many lessons have been learned about how best to engage Corps members, involve the community, and meet the needs of referral sources. Some of these lessons already have led to changes that were implemented over the course of the year, while others have been incorporated by the College into program design changes for Year Two. Notable lessons and resulting program modifications are summarized below.

- A two-week interval between recruitment and participant enrollment was considered to be the optimum time frame for these initial aspects of the program.
- Ongoing communication with probation and parole officers and their departments is critical to maintaining positive relationships with these major referral sources.
- Activities need to be interactive and hands-on in order to engage Corps members.
- Attendance policies need to be clear and disciplinary policies should be progressive.
- Rather than being considered a three-week phase that leads to the other project components, job readiness became recognized as a process that occurs throughout the program. Recognizing the amount of time and effort that members needed to become job ready led to a program modification in Year Two that allows Corps members to decrease their time on community benefit service projects after ten weeks in order to prepare for internships.
- Over the course of the year the conveners learned how to balance Corps member decision-making and community input into the development and selection of community benefit service projects with the need to select projects that were feasible and within the time and resources available. Effective communication strategies (how best to communicate the purpose of these projects and the types of projects that could be accomplished so that Corps members would not be disappointed when their ideas were not selected) and a technical capacity (how to “scope” the projects to determine the skills, materials, cost, and time needed to accomplish the work) were both required and developed. Having a pipeline of projects that could be drawn upon if a particular project could not move forward and having indoor projects, in case of inclement weather, were other lessons learned.
- Even the minimal \$1 per hour contribution that was required from host internship placements was deemed a barrier to hosts’ participation, especially for government agencies. In Year Two, the contribution became an option that conveners could use to promote host buy-in but was not required.

- The initial plan of meeting the educational needs of Corps members through referrals was not successful because of scheduling conflicts, transportation issues, and issues related to participants' motivation. Pre-GED and GED classes initiated by the conveners and offered during part of the year were more effective in attracting participants. As a result, the College planned to include this important service in the conveners' operations for Year Two.
- In response to the data management issues that occurred during the first year, the College moved to take over the role of primary data manager and work toward a more centralized data collection and management approach that would more effectively meet program reporting and performance management needs.
- To create a more effective relationship for technical assistance and knowledge sharing between the conveners and the intermediary, the College planned to hire an independent auditor.
- The level at which stipends were set (\$8-9.50 per hour) and the effect they might have on Corps members' willingness to accept jobs that paid a lower wage or resulted in a lower income after taxes was a topic for discussion during the year. In consideration of these factors, the College set the stipend for the second year at between \$7.15 and \$8.50 per hour.

More will be learned as the conveners apply these lessons to the new cohorts in Year Two and continue to refine their services, as the program modifications instituted by the College take effect, and as outcome results become available.

## I. Introduction

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The New York City Justice Corps is a community-based reentry program for young people ages 18-24 who have been involved in some way with the criminal justice system, though not necessarily convicted of a crime. The program aims to improve the education and employment outcomes of Corps members, keep them out of the criminal justice system, and support community development in specific New York City neighborhoods through work readiness and life skills activities, community service, internships, job placement and post-placement support. The program is the result of the vision of the NYC Commission for Economic Opportunity appointed by Mayor Bloomberg and planning by the NYC Center for Economic Opportunity in the Office of the Mayor, the New York City Department of Correction, and John Jay College of Criminal Justice. Funding for the program as well as the evaluation comes from the NYC Center for Economic Opportunity.

The NYC Justice Corps began in 2008 and has been implemented by two community organizations, Bedford Stuyvesant Restoration Corporation in Brooklyn and Phipps Community Development Corporation in the Bronx, under the guidance and administration of John Jay College and the Department of Correction, and with technical assistance from an intermediary organization, the Center for Employment Opportunities.

The evaluation of the NYC Justice Corps is designed to assess the implementation and effect of the program on participants and on the target communities. The implementation evaluation used multiple methods, including interviews, focus groups, observations, and analysis of program data and documentation, conducted over the course of the first program year which began July 1, 2008 and ended June 30, 2009. This report covers the program's origins, development, and implementation during this first year and addresses the program's structure, strategies, and services; characteristics and views of participants; views of community stakeholders; and assessment of fidelity to the program model, challenges and lessons learned, and whether the program is on-track to achieve its outcomes.

The outcome evaluation, which is expected to continue through June 30, 2012 and is not a focus of this report, utilizes a rigorous random assignment design to assess the short- and long-term employment, education and recidivism outcomes of the program on young adults who have been randomly assigned to the program group as compared to those in a referral group. The outcome evaluation also includes an assessment of program costs and impact on the NYC Justice Corps communities. Further details regarding the evaluation design are included in Appendix A.

The report begins with a discussion of the origins of the NYC Justice Corps, a review of relevant research literature, a description of the theoretical program model, and an introduction to the project partners.

### **The Origins of the NYC Justice Corps**

The NYC Justice Corps has its roots in research on prisoner reentry, workforce development, welfare reform, and youth and community development, and combines features and lessons

learned from each of these fields. The immediate origins of the NYC program lay within the Commission for Economic Opportunity (the Commission), appointed by Mayor Michael R. Bloomberg to make recommendations on strategies to reduce poverty. In its report, the Commission identified three target populations – working poor adults, young children five years old and younger, and young adults aged 16-24 of whom more than 200,000 live in poverty. It is a segment of this last group of young people, specifically those ages 18-24, who have returned to their communities after incarceration or with a recent history of involvement in the criminal justice system that is the focus of the NYC Justice Corps. Each year, the Commission noted, more than 3,500 youth return to their communities from youth detention, and this age group accounts for 28,000 jail stays each year (NYC Commission 2006). Low education levels, limited skills, and weak ties to the workforce as well as to their communities leave these young adults at high risk for further criminal involvement and a life of poverty.

To address this serious need, the Commission recommended the creation of “transitional jobs for ex-offenders” as a strategy to support vulnerable young adults, and identified a civic justice corps as a promising program (NYC Commission 2006, p. 34). Guided by the recommendations of the Commission, in December 2006 Mayor Bloomberg established the NYC Center for Economic Opportunity (NYC CEO), a unit of the Office of the Mayor, to implement innovative poverty-reduction programs in New York City. With City funding as well as private donations, NYC CEO, in collaboration with City agencies, non-profits, and the private sector, and in support of the Mayor’s anti-poverty strategy, has implemented more than 40 programs for young adults at risk or disconnected, working poor, and families with young children. The NYC Justice Corps is one of these programs.

Nationally, 2% of white males, 7% of Hispanic males and 15% of Black males have been incarcerated by the time they are 25 years old (Network, 2009). Furthermore, a Black male born in 1991, turning 18 in 2009, has a 28.5% likelihood of being imprisoned during his lifetime. (Urban Institute, 2001) The geographic distribution and concentration of these re-entering individuals have a profound impact on the neighborhoods they return to, and on their likelihood of personal success or recidivism (Center for Urban Research and Policy at Columbia University, 2007).

The development of the concept of the NYC Justice Corps model reaches back to a program piloted by the Community Justice Department for Deschutes County, Oregon, which organized workforce teams of persons on parole and probation to undertake community projects, thus learning new skills and making a visible contribution to their community. In this pilot, it was posited, participation in community service – civic engagement – helps formerly incarcerated individuals become law-abiding and productive citizens, helps rebuild relationships between ex-offenders and community members, and helps to re-establish trust and the positive status of ex-offenders in the community (Travis, 2005). Programs such as the NYC Justice Corps reflect contemporary research on civic engagement, and also reflect evidence-based theories on youth development (how to engage disconnected youth), crime prevention (in particular the reduction of recidivism rates), and workforce development.

## *Review of the Literature on Best Practices*

In the 1980s and 1990s, there was a consensus among criminal justice experts that “nothing works” to facilitate re-entry into the community. This perspective has more recently been reversed, and based on the findings of researchers examining current programs, the following set of potentially beneficial practices has been identified.

- **Civic engagement requires the active participation of the surrounding community, as community members have to eventually “give permission” for an individual (or community of individuals) to reconnect.** Recent research suggests that a community’s willingness to extend a relationship stems, in part, from the creation of *restorative, reciprocal*, actions on behalf of the disconnected. Because of this, experts suggest, a key goal of re-entry programs should be to foster this process of reconnection. One researcher notes that critical to re-entry is a “willingness of community to *endorse* a releasee’s return” (Bazemore, 2004a). Community service, as a component of a re-entry program, therefore, is not only a dynamic tool for fostering individual psychosocial development (i.e., the act of serving will “change an individual”), but is equally an impactful, symbolic, public act. Voluntary service, community involvement in selection of projects, visibility of projects, and opportunity for communities to reflect on the “built linkages” (Bazemore, 2004a) are key to this aspect of civic engagement. It is also critical that the programs themselves are successfully embedded into the communities in which they are serving re-entering youth. In a report by MDRC, the authors note that organizations should “gain public support for programs via respected messengers” and “work with local officials to develop clear and compelling goals” (MDRC, 2003).
- **Youth development and re-entry programs should recognize that participants require comprehensive personal development.** Young adults should feel confident in the process and their future so that they can complete their program with the skills and aptitudes necessary to succeed. Practices that promote personal development include: individualized treatments (case management), the provision of positive role models, and the development of new, and strengthening of existing, positive social networks (Brown & Krane, 2000). These practices help to develop self-esteem and dignity, which have significant long-term impacts on participant success (Bazemore, 2004b). Re-entering youth face a complex combination of issues associated with their criminal justice involvement simultaneous to their age-related psychosocial development. Research suggests that maturation includes “mastery and competence (e.g., developing skills that permit successful participation in the workforce and independent living)”; “interpersonal relationships and social functioning (e.g., interacting appropriately with others, behaving responsibly towards the larger community)”; “and self-definition and self-governance (e.g., developing a positive sense of self-worth and an ability to set and achieve personal goals)” (Steinberg, Chung, & Little, 2004 as cited in Travis & Mears, 2004).
- **Workforce development should be individualized and empowering.** Clearly, obtaining gainful employment is a key component of preventing recidivism, however, studies suggest that the training and preparation process itself is critical to its overall success. Employers are often hesitant to hire individuals previously in the criminal justice

system, and as a result, usually require “evidence” of an individual’s potential. Two personal characteristics that employers look for are indicators of motivation and indicators of reliability, which are best “demonstrated by high attendance [in youth development programs] and short stays in transitional work” (Public/Private Ventures [P/PV], 2000). Even these indicators, however, are not assured, since attrition in programs is usually very high. To combat overall attrition, increase day-to-day attendance, and increase the likelihood that participants will commit to temporary employment, the following practices have been identified: the provision of stipends and guaranteed jobs (allowing youth to forgo immediate employment to participate in programming) (MDRC, 2003); the “individualized clarification of career goals and plans, and the provision of accurate and up-to-date information on employment trends” (Brown & Krane, 2000); education that is tied to real-world experiences (i.e., applied skills) and opportunities to learn about a wide variety of jobs, the opportunity to gain workforce connections (NYC Commission, 2006); and finally, the “pathway to employment should be straightforward, transparent, and focused on satisfying and lucrative jobs” (P/PV, 2008).

- **A good working relationship between service-providers and the criminal justice system is key to successfully working with disconnected youth.** Research suggests that a “continuity of services between the inside and outside of prisons” is helpful (P/PV, 2000), and by extrapolation, between any component of the criminal justice system and a program such as the NYC Justice Corps.
- **Education should be a focus of programs serving disconnected youth.** Having a high school diploma increases one’s prospects for employment – and for steady employment. According to an analysis conducted by the Editorial Projects in Education Research Center (2009), an adult in the New York City metropolitan area has a 36.5% increase in employment if they have a high school diploma. Furthermore, the opportunity for *steady* employment also increases substantially with a diploma—while only 38.9% of adults ages 25-64 that have not graduated from high school have steady employment (full-time and year-round) in NYC, 53.1% of those with high school diplomas have steady employment. Although research on the value of a GED (as opposed to a diploma) is less clear, the absence of either credential precludes the opportunity to enroll in college. More than 50% of the employment openings between 2004 and 2014 are expected to require a post-secondary education (Pathways to College Network, 2007).

The process of civic *engagement* therefore, facilitates beneficial growth in all three areas – youth development, crime prevention, and workforce development – by providing the framework by which individuals can become re-integrated into their communities. This is an especially important process for youth because they face a number of risky choices that threaten their economic (and life) success.

Nationally, civic justice corps have been developed and supported in a partnership of the Corporation for National and Community Service, the US Department of Labor, the Open Society Institute, the JEHT (Justice, Equality, Human dignity and Tolerance) Foundation, the Cascade Center for Community Governance, and The Corps Network, an organization that

represents the nation's Service and Conservation Corps and administers national projects. Currently there are 13 model civic justice corps sites around the country that feature local sites in partnership with justice agencies and connections to high-growth employers. As yet, none of these programs has undergone a rigorous evaluation.

### *Initial Program Development*

The NYC Justice Corps was developed, funded and launched by the NYC Center for Economic Opportunity (NYC CEO), in partnership with the City University of New York, New York City Department of Correction, New York State Division of Parole, and community organizations. The NYC Department of Correction (DOC), and John Jay College of Criminal Justice (the College) of the City University of New York, and their staffs, led the efforts to design the program which was planned for the three communities targeted by NYC CEO for their high rates of poverty: Bedford-Stuyvesant (Brooklyn); Melrose, Mott Haven and Morrisania (Bronx); and Jamaica (Queens).

The program was developed, refined, competitively bid, and contracted over the course of about 18 months. During this time, DOC convened a series of meetings with city agencies, advocacy groups, other organizations working in the field, and formerly incarcerated individuals to discuss the program concept. Planning also included a review of other civic justice corps programs around the country.

The result of this planning process was a Request for Proposals, issued in July, 2007, that solicited bids from organizations that would serve both as intermediary between the College and the provider "convener organizations" and have oversight of the program through subcontracts with the conveners. With insufficient responses to the proposal solicitation, however, the program designers surveyed the field in order to understand what had prevented organizations from submitting proposals and, in consultation with NYC CEO, subsequently revised the proposal requirements. Key changes included separate contracts for the intermediary and the convener organizations; a revised payment plan that included a mix of performance-based payments and line-item reimbursements; specification of the role of Parole, DOC, and Probation in participant recruitment; elimination of the high school diploma/GED as a requirement for program eligibility; and an increase in age of eligibility from 16 to 18. The new RFP also specified that

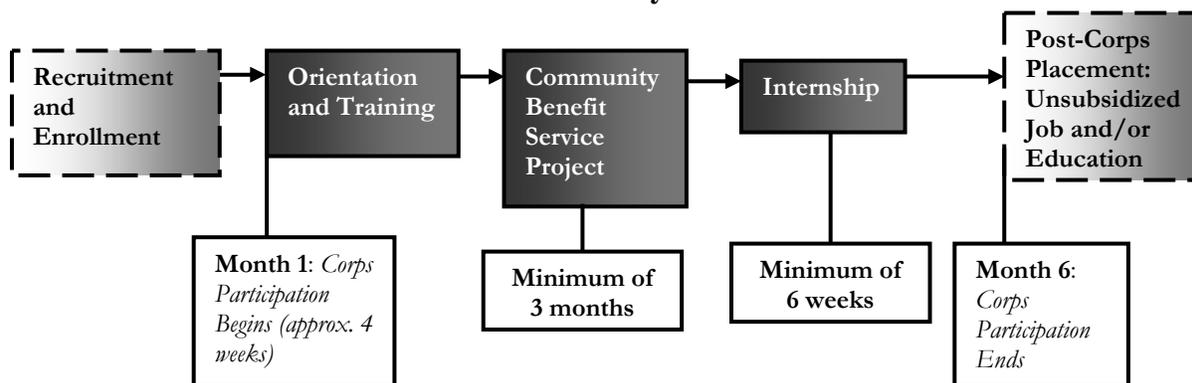
#### Program Developers

- **NYC Center for Economic Opportunity** (NYC CEO), established to implement the Mayor's programs to reduce poverty, provides funding as well as policy direction for the NYC Justice Corps. NYC CEO identified the need for a program for young people with criminal records and also was integrally involved in the development of the program.
- **John Jay College of Criminal Justice** (the College) is the contract administrator for the NYC Justice Corps. Working through the Prisoner Reentry Institute, their mission is to promote innovation and improve the field of reentry. Institute staff have been very active in developing Justice Corps policies and procedures both in the start-up period and throughout program implementation. Going well beyond the typical role of contract manager, the College was highly involved in guiding, shaping, and supporting all aspects of the program, including the work of the intermediary organization. They also planned and coordinated cross-site activities for Corps members.
- **NYC Department of Correction** (DOC) has collaborated and worked actively with the College staff on program policy and procedure development. In addition, DOC assisted with participant recruitment and helped to gain access to administrative data for the evaluation. The College and DOC staff also served as liaison to the Mayor's Office.

participants enroll and participate as part of a cohort, rather than on a rolling basis, in order to promote team-building.

Although the contracting provisions changed, the basic design and components of the six-month program were not altered in this second solicitation. The program model included approximately four weeks of orientation, life skills, and job readiness training; a three-month community benefit service (CBSP) phase; and a six-week internship phase followed by job placement, as illustrated in Figure 1. The final design was outlined in a Request for Proposals for Intermediary and Conveners issued by CUNY on behalf of the College in December, 2007.

**Figure 1 – NYC Justice Corps Service Delivery Model<sup>2</sup>**



Several proposals from potential intermediaries and convener organizations in Brooklyn and the Bronx were submitted to the College. Two convener organizations, Bedford Stuyvesant Restoration Center (BSRC) in Brooklyn and Phipps Community Development Corporation (Phipps) in the Bronx, were selected, as was an intermediary, the Center for Employment Opportunities (I-CEO). There were no proposals from any organizations in Queens despite outreach efforts by DOC to solicit interest. Therefore, the program proceeded with two conveners in two neighborhoods – Bedford Stuyvesant in Brooklyn and Melrose, Mott Haven, and Morrisania in the Bronx<sup>3</sup> – and contracts were negotiated with BSRC and Phipps. The contracts were executed toward the end of June, 2008. The evaluation contract, also the result of a competitive process, was finalized in August, 2008.

Funding for the first program year (including participant stipends) was allocated in the amount of \$1,944,564 to Phipps (which was expected to enroll five cohorts of program participants) and \$1,525,149 to BSRC (for four cohorts). Funding to I-CEO totaled \$300,508. I-CEO also managed start-up funds for the project’s one-time needs in the amount of \$511,250. Most of these funds were used to cover community benefit service project-related costs such as supplies and equipment.

<sup>2</sup> As defined at program start-up. Changes made to the model, and the reasons for the changes, are discussed in Chapter II.

<sup>3</sup> Some characteristics of these communities are described in Appendix B.

The remainder of this section of the report describes these three organizations.

### *The Conveners*

Both Bedford-Stuyvesant Restoration Corporation and the Phipps Community Development Corporation are large multi-service not-for-profit organizations with long histories of providing a wide range of services to their respective communities. As Community Development Corporations (CDCs), both organizations are focused on increasing the financial and social strength of a geographic community. CDCs succeed through a combination of three strategies: community capacity building, project and neighborhood planning (often through the funding and development of retail and housing), and individual empowerment (Urban Institute, 2005). These three strengths highlight the advantages of utilizing a CDC for the implementation of the NYC Justice Corps – which also focuses on community engagement and increasing social capital, neighborhood revitalization (through community benefit service projects), and individualized support to program participants.

**Bedford Stuyvesant Restoration Corporation**, the country’s oldest community development corporation (established in 1967), serves as an economic, cultural, and educational catalyst for central Brooklyn. The organization’s neighborhood revitalization efforts range from the cultivation and management of the neighborhood’s sole major supermarket to the development and sale of affordable housing. BSRC has also facilitated over \$300 million of reinvestment in the community and provides financial assistance to local businesses and improvement districts. Additionally, BSRC offers social services to community residents, including employment and training, youth development, financial services, and comprehensive social work/case management.

<b>Bedford Stuyvesant Restoration Corporation</b>	
Established:	1967
Budget (2009):	\$12.7 million
Staff :	71 full-time, 2 part-time
Number Served:	4,750 per year
Other Youth Development Programs:	Work and College Readiness, Leadership Development, Artistic & Cultural Programming

<b>Phipps CDC</b>	
Established:	1972
Budget (2009):	\$16.8 million
Staff:	176 full-time, 239 part-time
Number Served:	8,000 per year
Other Youth Development Programs:	Bridge to College, Young Adult Literacy Program, Summer Youth Employment Program, Teen ACTION Service Learning program

**Phipps Community Development Corporation** was established in 1972 as the human services affiliate of Phipps Houses, a non-profit developer of affordable housing since 1905. The organization, headquartered in Manhattan, helps individuals and families access academic, economic, and civic opportunities that enhance their ability to succeed at school and work, raise healthy families, and become engaged members of their communities. Over 8,000 people in the

West Farms, Melrose, Morrisania, and Mott Haven neighborhoods of the Bronx and in Manhattan (Bellevue South) receive services from more than 40 programs ranging from early childhood education to supportive senior services.

## *Intermediary and Technical Assistance*

**The Center for Employment Opportunities (I-CEO)** provides employment services to individuals with recent criminal history. Services include pre-employment job readiness training, transitional work, placement services, and post-placement support. As the NYC Justice Corps intermediary organization, I-CEO is responsible for coordinating services across the sites, providing technical assistance and capacity-building services to both conveners, auditing the conveners' performance, managing start-up funds, working with government agencies and referral sources, communication and information sharing, and collecting and reporting participant data.

<b>Center for Employment Opportunities</b>	
Established:	1978
Area of Service:	Citywide
Staff:	140 full-time
Number Served:	Over 2,000 per year

## **The NYC Justice Corps Model**

The NYC Justice Corps model, including the program's resources, target populations, and goals is summarized in a logic model – or theory of action – in Figure 2. According to theory, if the logic is correct and the program is implemented as planned, the short- and long-term outcomes included in the model should be achieved.

In a logic model, each activity is linked to an output (e.g., the number of individuals expected to participate in the different activities, the number of different services provided). For the NYC Justice Corps, the inputs or resources include city funding through the NYC Center for Economic Opportunity; organizations involved in program development, management, technical assistance; and convener organizations that provide the program services. In the model, the conveners are organizations with roots in the target communities that have the ability to help rebuild relationships between program participants and the community, including potential employers. Community stakeholders serving on community advisory boards as well as serving in other roles are an additional input to the program model, as are the program evaluators.

It is also important to note that the NYC Justice Corps model aims to affect more than the young adult program participants. Also impacted are the target communities that are expected to benefit from the participants' civic engagement and contributions to their community, as well as a decrease in crime, and the convener organizations, themselves, that are expected to build their capacities to better serve youth with a history of criminal justice involvement.

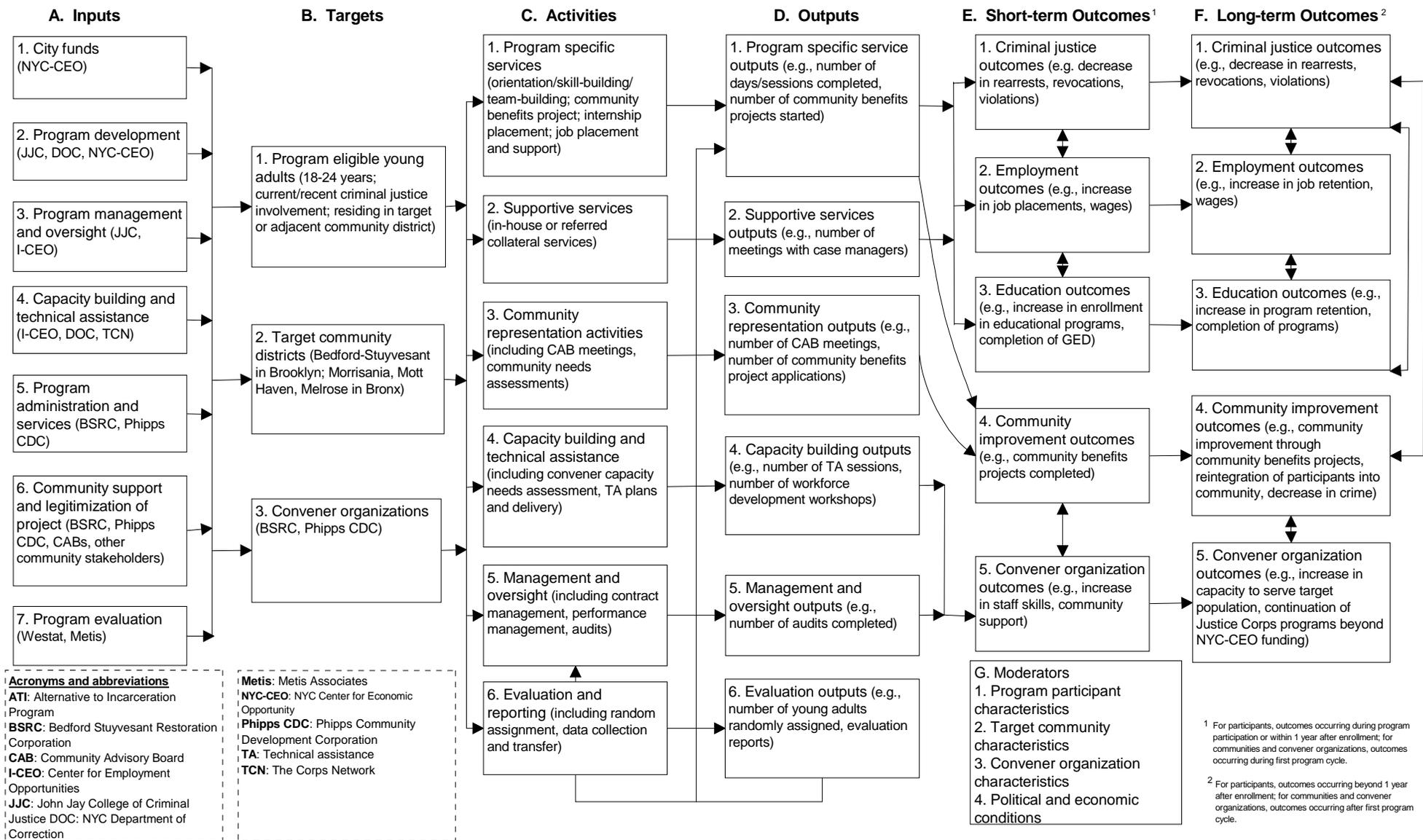
One additional organization, The Corps Network (TCN), is included in the logic model. As the national technical assistance provider to civic justice corps throughout the country, TCN promotes service and service learning as strategies to achieve positive youth development, educational advancement, and career preparation. TCN, which was consulted by the College and DOC during the design of the NYC Justice Corps, was contracted by I-CEO to provide additional technical assistance on the civic justice corps model.

NYC Justice Corps activities include the program components and services provided by program staff (orientation, skills building, community benefit projects, internships, and job placement) or through referrals for education and other services; activities involving the community such as

needs assessments and obtaining community advisory board input; technical assistance and management activities provided by the intermediary organization or others; and activities related to the evaluation. As noted above, each activity produces outputs which are aspects of program delivery that can be quantified.

The final two columns in the logic model identify the short- and long-term outcomes for program participants, communities, and the convener organizations. Listed at the bottom of the logic model are external factors (moderators) that may also affect program outcomes, such as participant, community, or convener characteristics, and political and economic conditions.

**Figure 2 – NYC Justice Corps Logic Model**



## Organization of the Report

The report is organized into ten chapters. Following this introduction, the next three chapters cover start-up and development, recruitment and enrollment, and characteristics of participants. The succeeding five chapters cover the different phases (or services) of the program. The final chapter presents an assessment of implementation and conclusions. Here are brief descriptions of the chapters to follow:

- **II. Program Start-Up and Development** describes the start-up activities that occurred once the contracts were signed up to the point of participant recruitment and enrollment, as well as program development (e.g., formulation of policy in key aspects of the program, technical assistance, development of community representation) that continued throughout the first program year.
- **III. Participant Recruitment and Enrollment** describes the strategies used and the results of these efforts.
- **IV. Characteristics of Participants** presents demographic characteristics and information about the criminal justice backgrounds of the young adults who were enrolled in the program.
- **V. Phase 1: Orientation and Training** describes the components of this phase (orientation and assessment, life skills/job readiness/service learning, including changes made over the year and the perspectives of Corps members who participated in focus groups.
- **VI. Phase 2: Community Benefit Service Projects** describes the process used by conveners to develop these projects, the projects that were developed, Corps members' experiences, and community perspectives based on interviews with selected members of the community that have been involved with the program at each site.
- **VII Phase 3: Internships** describes how the conveners implemented this phase of the program and presents Corps members' and community stakeholders' perspectives.
- **VIII. Support Services** discusses the implementation of case management, GED preparation, and critical interventions.
- **IX. Program Completion and Post-Program Placement** presents an analysis of program completion and placement outcomes, and performance against targets, based on the data available for this report.
- **X. Program Assessment and Conclusions** synthesizes the implementation findings in response to implementation evaluation questions about fidelity of implementation, convener capacity, Corps member benefits and benefits to the community, and presents recommendations, lessons learned, and modifications that have been made to the program for Year Two.

## **II. Program Start-Up and Development**

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The initial program development which led to project contracts specified many aspects of the program (eligibility, payment provisions, etc.), but many policy and operational aspects of the program still needed to be developed and put into place. These activities took place over the summer of 2008 but also continued to be developed or refined by the College, assisted by I-CEO, and by each convener, throughout the entire first year as each new phase of the program was implemented for the first time and later as lessons learned from serving each cohort were applied to subsequent cohorts.

The contracts included fundamental changes in the size and schedule of the program at each site to account for a later than expected program start date and the fact that there were two, rather than three, conveners. Initial plans had called for the program to begin in April, 2008 with a pilot cohort of 23 participants at each of three sites, followed by full-scale launch involving random assignment of participants into participant and non-participant groups beginning in July 2008 with the second cohorts. Each of the envisioned three conveners had been expected to enroll four cohorts of 23 participants each for a total of 276 participants by the end of the first program year. However, with only two conveners, the number of participants per cohort was increased and the Bronx agreed to serve one additional cohort, for a total of 273 participants between the two organizations. Furthermore, as contracts were not in place until July, both sites had a shorter time to develop their programs and the pilot cohort (without random assignment) was eliminated in the Bronx. Under random assignment, the conveners were responsible for recruiting about twice as many young people as would be served by the program and were required to follow strict enrollment and notification procedures, which add substantially to the challenges encountered when implementing any new program.

During the summer start-up period, I-CEO provided technical assistance and training, and the conveners readied their program space, hired and oriented staff, developed curriculum and operational procedures, and began to develop community advisory boards.

### **Start-Up Technical Assistance and Training**

I-CEO was responsible for “technical assistance, capacity-building, and central-coordination services to the two convener contractors...”<sup>4</sup> These services included an assessment of each convener to identify technical assistance and capacity needs in the areas of intake and assessment materials and procedures; recruitment challenges; identifying, designing and executing community benefit service projects and developing community advisory boards; workforce development services; and data collection for program administration, and performance and fiscal management. As already noted, I-CEO also sub-contracted with The Corps Network for additional technical assistance on the justice corps model. I-CEO worked closely with and under the direction of the College and DOC, which had the best knowledge and understanding of the program design and a vision of the intent of the NYC Justice Corps. Although I-CEO had

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<sup>4</sup> Contract for The New York City Justice Corps Intermediary Contractor between The City University of New York on behalf of John Jay College of Criminal Justice and Center for Employment Opportunities, as of June 23, 2008.

experience with serving a criminal justice population and with operating large-scale employment programs (including one that involved random assignment), many of the aspects of the NYC Justice Corps model were new to them as well.

I-CEO conducted two site visits to BSRC and three site visits to Phipps in July, 2008, first to learn about the organizations and then to discuss data collection and financial reporting requirements. I-CEO suggested curricula, shared information on the web-based TABE (Test of Adult Basic Education) for use in participant screening, and shared best practices. The initial activities also led to the development of training sessions and various protocols. A schedule of activities for each organization was developed for the start-up period. However, the compressed program launch schedule left little time for team-building, program development and training for conveners. Therefore, toward the end of August, representatives of the conveners, I-CEO, the College and DOC staff visited New Orleans for training and team-building activities, and to observe other programs affiliated with The Corps Network.

#### Key Start-Up Dates

- Convener and Intermediary contract date; beginning of start-up period: June 23, 2008
- Kick-off meeting: June 25, 2008
- I-CEO site visits to conveners: July, 2008
- New Orleans Corps Network site visit and trainings: August 19-22, 2008
- Monthly convener meeting: August 28, 2008

The New Orleans visit heightened awareness of the important role of participants in identifying community benefit service projects (unlike traditional job training programs which assign participants to worksites) and of the need to define the process for identifying and approving such projects. Targeted workshops were arranged to brainstorm ideas and work out these details. Subsequently, a variety of documents were developed by the College and DOC to guide the selection and budgeting of community benefit service projects.

#### I-CEO Start-Up Training and TA

- Workshops on:
  - Recruitment and Intake
  - Community Benefit Service Projects (CBSP) – site integrity, liability, safety, supervision, staff training
  - Shadowing I-CEO work crews (Phipps)
  - Workforce Development
- Data collection process and data elements
- Financial reporting policies and procedures
- Development of Justice Corps website

Also during this time period, I-CEO worked with the College, DOC and the conveners on developing contacts with referral sources and facilitated introductions to DOC (Rikers Island), Department of Probation, Division of Parole, and Alternative to Incarceration (ATI) programs. Referral forms were developed, and borough-specific and DOC Rikers Island meetings and presentations were held, in August and September.

I-CEO offered a series of workshops and shared materials on the different aspects of the NYC Justice Corps program and on working with young adults with criminal justice backgrounds. I-CEO staff prepared a curriculum outline that specified the required elements for the job readiness component as well as a list of principles for engaging participants. The stated goals of the curriculum were to incorporate the principles of service learning,

develop a set of skills to prepare participants to work on community benefit service projects, and develop skills for successful employment. I-CEO also drafted a document that offered

suggestions for the evaluators on cultural competency and communicating with program staff and participants.

Each site also undertook their own activities to prepare and train staff. With the first cohort scheduled to start in mid-September, BSRC had little time for formal training of staff. Instead, staff that began their assignments at different times were trained individually in “mini-sessions” by the project manager; BSRC’s resident case manager provided case management training. BSRC staff also reviewed materials and did research to prepare for the program; in particular, they used The Corps Network website as a resource.

The Bronx site, projected to begin services to its first cohort in mid-October, had a little more time to prepare (but they were also expected to start off with random assignment). By the beginning of September, the majority of the staff were on-board. Hour-long staff meetings were held two to three times per week to share experiences and challenges, reflect on their work, and to help develop the team. Trainings also were scheduled daily on topics including child abuse, domestic violence, conflict resolution, and first aid. The NYC Police Department provided training on area gangs. Staff learned about the criminal justice system and terminology, and the criminal justice population and their legal rights, over two days of training provided by WPTI (Workforce Professionals Training Institute).

Phipps staff continued their program development efforts by dividing into work groups that focused on the different program components. Case managers worked as a group to develop a resource guide to all South Bronx resources and developed program forms. The director and job developer worked on curriculum and created a schedule for life skills, job readiness, and service learning. Some of the initial curricular materials were borrowed from the Phipps-operated Teen ACTION program, another NYC CEO-funded program of the NYC Department of Youth and Community Development that involves service learning. The community outreach coordinator and community benefit coaches worked on creating a community advisory board and began to research potential projects. A code of conduct for participants was developed. During this time, staff also met together each morning to map out the program schedule and present their work to the whole team. In October, Phipps program staff held a team-building retreat at which I-CEO staff provided training in Peacemaking Circles, a communication tool used for sharing issues in an atmosphere of respect and concern for everyone. This method was adopted for ongoing use by the Phipps program.

Regular forums for communication were established during the start-up period. They included monthly convener meetings as well as regular conference calls between the College and I-CEO; between I-CEO and the conveners; and between the College, I-CEO, and the evaluators. These regularly scheduled contacts were supplemented with many additional telephone and e-mail contacts. The College consulted with DOC and NYC CEO regularly to ensure that program policies were consistent with the goals and mission of Center for Economic Opportunity initiative as a whole.

The monthly convener meetings, attended by lead staff from the convener organizations, the College, DOC, I-CEO and the evaluators, began with a kick-off meeting toward the end of June; a second meeting during the start-up period was held at the end of August. These initial meetings

were facilitated by College staff and served as a forum to introduce the organizations and program personnel, and to address a variety of timely topics, including the evaluation and the random assignment protocol; program requirements (e.g., target geographic areas, payment process and schedules, and data collection needs); referral sources; and program marketing.

## **Development of Policy Guidelines**

Throughout the year, the College and DOC developed policies and protocols for site operations. Some of these aspects of the program were determined by the NYC CEO as the funder, or by the design work conducted by DOC and the College prior to the solicitation of contracts (eligibility criteria, stipends), but others (catchment areas, random assignment, phase implementation) resulted from discussions with the conveners, I-CEO, and the evaluators. In addition, Westat, in collaboration with the College, DOC, NYC CEO, I-CEO, and both convener organizations, developed policies and procedures to guide the random assignment of individuals for the outcome evaluation.

The process of learning and determining what worked best continued through the end of the year and in planning for the second year. Many key policy guidelines were updated by the College and DOC after discussions with I-CEO and the conveners, sometimes even after the phase they guided had already begun. Some of the policy guidelines provided additional clarification; others addressed topics that had not been fully thought out. From an implementation perspective, however, the policy guidelines could be confusing because they were both very specific yet tried to be flexible. For example, the guidelines on internship placement stated that “Corps members must complete an average of 28-35 hours per week and internship placement must extend over a six-to-eight week period (six weeks is the minimum),” yet a minimum number of hours required was not stated.

Key overarching policies are described below; policies related to the different program phases (e.g., community benefit service projects, internship placements) are discussed in the chapters of the report that address those phases.

## ***Program Eligibility***

The criteria for program eligibility were generally set in advance of program start-up, but some issues related to eligibility and re-enrollment of participants arose during that time period. New policies were set by the College in August, 2008, including:

- age – eligible age (18-24) was as of the date of program intake;
- duration of time since criminal justice involvement – currently under probation or parole supervision, currently enrolled in an alternative-to-incarceration (ATI) program, or released from jail or prison or enrolled in an ATI program within one calendar year from the date of program intake;
- residence – reside in targeted Zip Code as of the date of intake;
- re-enrollment (at conveners’ discretion) – participants who withdraw may re-enroll one time within a program year, starting at the beginning of a future cohort (however the participant is counted only once toward any performance-based milestones); and

- re-enrollment and random assignment – participants who are assigned to the NYC Justice Corps Referral group may not be admitted to the NYC Justice Corps until the completion of the random assignment evaluation.

Further definition of the eligibility criteria occurred in October. These defined the participants’ criminal history, including the clarification that individuals may be eligible “as a result of being released from jail or prison without being convicted of a crime...” and also specified requirements for verifying program eligibility.<sup>5</sup>

While the program RFP indicated that 80% of participants were required to be recruited from the targeted community districts and 20% from adjacent areas, the particular Zip Codes were not initially specified. The specific geographic catchment areas, designated as priority and adjacent Zip Codes, were formalized by the College in consultation with DOC and the NYC CEO in July, 2008. The 13 Brooklyn and 12 Bronx Zip Codes center on the Bedford-Stuyvesant and Melrose, Mott Haven, and Morrisania neighborhoods, but also include parts of other neighborhoods. These geographic areas are displayed in Table 1, below, and shown on the map that follows.

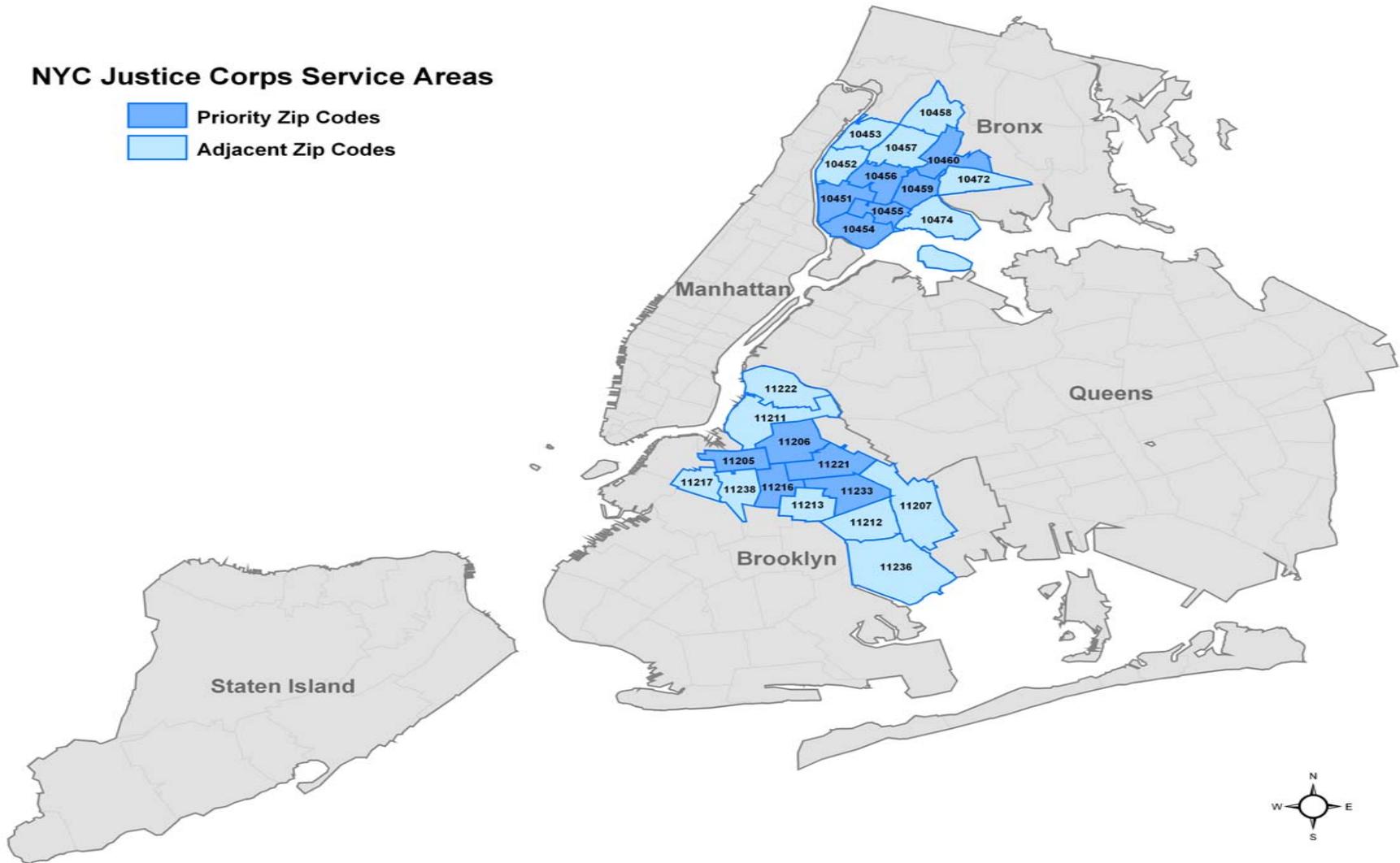
**Table 1 – NYC Justice Corps Catchment Areas**

<b>Geographic Area</b>	<b>Brooklyn</b>	<b>Bronx</b>
Targeted Community Districts (CD)	Brooklyn CD 3 (Bedford Stuyvesant)	Bronx CD 1 (Melrose, Mott Haven) and CD 3 (Morrisania)
Priority Zip Codes (80%)	11205, 11206, 11216, 11221, 11233	10451, 10454, 10455, 10456, 10459, 10460
Adjacent Community Districts (CD)	Brooklyn CD 1, 2, 4, 8, 16	Bronx CD 2, 4, 5, 6, 9
Adjacent Zip Codes (20%)	11207, 11211, 11212, 11213, 11217, 11222, 11236, 11238	10452, 10453, 10457, 10458, 10472, 10474

<sup>5</sup> John Jay College of Criminal Justice, NYC Justice Corps Amendment to Program Enrollment Policy UPDATED, memorandum dated October 15, 2008.

### NYC Justice Corps Service Areas

- Priority Zip Codes
- Adjacent Zip Codes



## *Random Assignment*

The random assignment protocol was a major topic for discussion during program development and it continued to be discussed after the selection of the first cohort in the Bronx and the second cohort in Brooklyn.<sup>6</sup> As proposed by Westat, the random assignment procedure included a method for matching the control (referral) and treatment (program) groups on background characteristics to reduce differences between the two groups. However, this procedure would have lengthened the time between recruitment and enrollment, such that it was believed could possibly contribute to potential participants' losing interest in the program. To reduce this time, it was determined that it was possible, without adverse consequences for the evaluation, to eliminate the matching method, and notify participants about their status within 24 hours of screening and enrollment. A detailed random assignment protocol document, developed by Westat, outlined the objectives, training, enrollment process, and notification procedures. As convener staff have an important role in this process, the protocol included instructions to convener staff about the information they should convey about the program and the random assignment process to potential participants: eligibility screening procedures; informed consent; and referral information for non-participants.

The random assignment protocol was further revised in January, 2009 in response to the concerns of the conveners about disparities in the proportion of individuals assigned to the Program and Referral groups from probation and parole referral sources. Convener staff feared that their relationships with these officers would be negatively affected by these disparities and that the officers would be reluctant to continue to recommend individuals if most or all could be assigned to the Referral group. To address these concerns, a method was adopted to randomly assign eligible youth by type of referral source (probation, parole, and "other"), still without lengthening the time between eligibility screening and notification.

## *Participant Stipends*

Also during this period, the College clarified the status of the payments to program participants after obtaining legal opinion. Based on this advice, the payments were considered incentives for participation, rather than wages which would require the payment of income taxes.

Several memos were issued regarding payment protocols. These memos outlined the required documentation and schedules for payments to the conveners, including line item reimbursement and performance-based payments. Stipends for participation were set in the convener contracts at \$8-\$9.50 per hour. Within this range, conveners were allowed to increase the amount of the stipend, based on participants' education (high school diploma, GED or certifications), phase of the program, and performance in the program, in order to incentivize and reward participant accomplishments. The maximum total stipend amount a Corps member may receive over the six months of the program was set at \$7,140.

The stipends were believed to be a strong incentive for participation, yet concerns were raised during the year that the level at which they were set would negatively affect Corps members'

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<sup>6</sup> As already noted, the first BSRC cohort was not subject to random assignment because enrollment began before procedures were adopted.

willingness to take a permanent job that paid less or that resulted in lower pay after taxes. That concern, along with the current state of the local economy, resulted in a decision to lower the stipend in Year 2 of the program to between \$7.15 and \$8.50 per hour, depending on education attainment, phase completion and performance.

### ***Marketing***

The College also developed a process for review and approval of all NYC Justice Corps marketing materials used with the press, a protocol for responding to press inquiries, and a protocol for the use of public service announcements, in order to ensure that any information that was disseminated by the individual conveners was consistent with the justice corps model and that there was also consistency between the two sites. All materials were required to be reviewed and approved by the City Hall press office prior to their release, and press inquiries were to be directed to a NYC CEO representative. Representatives of the conveners, I-CEO, the College, DOC, and NYC CEO formed a Marketing Committee to develop these materials and discuss marketing strategies.

### **Ongoing TA and Training, Communication and Knowledge-Sharing**

Protocols related to various aspects of the program were developed by the College, DOC and I-CEO throughout the year. Each convener organization developed its own operational policies and program materials as they implemented their program at their site.

Once services to Corps Members began, technical assistance by I-CEO to the conveners focused mainly on the scoping and supervision of community benefit service projects, which they had responsibility for approving. I-CEO staff observed members working on the various projects (as well as other program activities) and observed every community advisory board meeting. As the program progressed, the role of I-CEO, while continuing to support convener capacity-building in all program areas, tilted more toward its responsibility as auditor of the quality of program operations and program performance. This shift emanated both from I-CEO's contract requirements (i.e., fulfilling an audit function, responsible for data management and reporting) as well as concerns that some of the performance targets that had been set at the beginning might be falling short.

The process for selecting and approving community benefit service projects that was outlined early in the year was updated in April, 2009 to provide more specific guidance about project eligibility, supervision, and costs. A flow chart of the process, a project selection rubric, scope sheet, and proposal form were also revised. Thus, by the spring of the program year, this process was well-defined. Following these guidelines, I-CEO staff provided a substantial amount of assistance to both conveners on the implementation of these projects, specifically, training in the management of work crews (managing, scheduling, working in public areas, health and safety, time and attendance) and in the scoping and rolling out of projects. One of I-CEO's senior project supervisors also provided project supervision at the Bronx site until Phipps hired staff with the necessary experience and trade skills. While the BSRC site supervisor had such experience, I-CEO's staff nevertheless visited both sites' projects about twice a week to help

build the conveners' capacity in an aspect of the program that was completely new to each organization.

To serve as a repository for NYC Justice Corps program documents, provide a central calendar for program events, and facilitate real-time communication, I-CEO developed a password-protected website with an accompanying manual. However, except as a repository for some program documents, it was not often used as program partners found it easier to schedule events and share information through e-mail.

Monthly convener meetings served as a regular forum at which all of the program partners met to discuss program and evaluation activities, policies, strategies and challenges. The meetings began to be facilitated by I-CEO beginning in October, but the College continued to play a strong role in shaping the agenda and discussions. Later in the year, as data issues surfaced and as the College became more concerned about the conveners meeting their performance targets, the focus of the meetings shifted toward reviewing each convener's performance data and their progress toward meeting the targets.

Several meetings also included presentations by other organizations for consideration of potential partnerships or to share knowledge, including the Community Service Society's Retired and Volunteer Services Program (mentoring), StoryCorps (oral histories), Youth Represent (legal services for youth with criminal justice backgrounds), and Young Adult Internship Programs (a NYC CEO initiative funded through the Department of Youth and Community Development). As a result of these presentations, Phipps staff arranged for Youth Represent lawyers to present a workshop on barriers to employment, provide individual consultations, and help participants obtain a copy of their rap sheet. Phipps staff also reached out to StoryCorps so that Corps members could participate in this oral history project. In addition to coming together at these meetings to share information, there was some convener-to-convener communication although this occurred less often after the departure of BSRC's program director at the end of December, 2008.

To learn how other programs engaged youth, I-CEO organized a site visit to an established civic justice corps program (Camden Youth Corps) in January, 2009. Staff from both sites, as well as I-CEO and College representatives, also participated in the Annual Corps Network Forum in February, where they learned about the potential for "green" jobs development. The director of The Corps Network also made a site visit to each program. As described by one convener staff member, the relationship with The Corps Network offered a link to a wider world of programs: *"the biggest thing is to feel a part of a national movement – connected."*

In support of the program's goals and Corps members' development, the College facilitated other types of connections – between the programs and to the opportunities available through postsecondary education. In December, College staff organized a holiday party at the College for members and staff of both sites to socialize and get to know one another. In February, they organized a trip to a College theater performance. And in June, 65 Corps members participated in the NYC Justice Corps First Annual College Fair that presented panel discussions on the benefits of returning to school from the perspective of formerly incarcerated persons and employers, and on the college admission process and services to support the transition to college.

The Fair also including opportunities for Corps members to meet with representatives of various colleges and programs.

Toward the end of the year, the College facilitated two planning meetings with the conveners and I-CEO to discuss recommendations for changing aspects of the program model in the second year, specifically, changes in Corps members' stipends, the sequence and duration of program phases, the provision of education services, random assignment, milestones and data management.<sup>7</sup> The College also solicited written feedback (Progress Surveys) from each convener and from I-CEO which assessed the conveners' capacity as well as their own services.

### *Data Development and Management*

The initial plan placed responsibility for the development of a database for recording information about NYC Justice Corps participants and participation with I-CEO. However, as start-up time was condensed and each convener already had its own management information system or was in the process of developing one, compromises were made and it was decided to continue to use the conveners' systems and add or standardize data elements. Initially, responsibility at I-CEO for data management was lodged with their in-house evaluator, but when that position was eliminated in an internal reorganization, responsibility shifted, in large part, to the same I-CEO staff that was responsible for providing technical assistance and training to the conveners.

I-CEO developed a list of required data elements in September, 2008 that included a very large number of data fields and sub-fields, in order to meet program management and monitoring, case management, and evaluation needs. The data elements included basic identifying and contact information, indications that documentation required for program enrollment was obtained, demographic characteristics, information about receipt of benefits, work history, criminal history (including arrests, convictions, parole/probation contact information), substance abuse, referral source, information about certification and licenses, service data for each phase of the program, and information about post-program placements and outcomes. At that time, no distinction was made between data fields that were required and those that were optional, nor were the elements clearly defined.

Each convener incorporated these data fields in their own management information systems. In the process of doing this, some consistency between the conveners was lost as they defined some of the data fields in different ways or used different response choices. Phipps used their existing software and the organization's full-time evaluator provided substantial support throughout the year that included training site staff and conducting quality control. At the start of the NYC Justice Corps program, BSRC was using two information systems for capturing client data for an initial period of time. Transferring data to a single system resulted in delays in data entry and BRSC also had to work with their vendor to make requisite changes to their database.

The data elements, which numbered in the hundreds, were not revised and finalized until April, at which time some of the elements were designated as required fields, while others were optional. Data entry protocols and quality assurance procedures were also issued at that time. It was not required, and conveners did not have the staff capacity, to backfill past data, however.

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<sup>7</sup> The evaluators also were present at these meetings.

As a result, the two conveners' databases are not consistent with each other, making them difficult to compare. Some inconsistencies also occurred because the data elements included multiple fields for some information, e.g., participation could be recorded in hours, days, and weeks. In addition, data capacity and quality issues continued at BSRC throughout the year, despite ongoing and frequent discussions between that organization, I-CEO and the College. Toward the end of the year, in an effort to improve the data quality and consistency, the College decided that the responsibility for data management would be transferred to the College for the second year of the program.

To compensate for differences in how data are reported by the conveners as well as inconsistencies in the BSRC databases, depending on the topic, the participant and program performance data presented in this report include a mix of individual-level data derived from the convener databases (as of June 19, 2009) and analyses conducted by I-CEO and reported by them (as of July 21, 2009) in the aggregate for each cohort.

## **Development of Convener Capacity**

Each site took a different approach to staffing and situating the program. BSRC used a blended staffing model that consisted of staff assigned full- or part-time to the program as well as staff provided on an in-kind basis. In contrast, Phipps deployed a staff that was assigned solely to the NYC Justice Corps.

BSRC chose to house the program in its headquarters office building, setting aside some fourth floor space exclusively for the program, but also using space on other floors. Dedicated space includes a reception area; a large open room with staff cubicles; an adjacent classroom for group activities and computer use; and a room for case managers to meet with Corps members. The offices of senior staff are located on a separate floor.

The Phipps program has its own space on the basement floor of a Phipps apartment building in the Morrisania section of the Bronx.<sup>8</sup> Formerly a day care center, the space required renovation before enrollment could begin and, as a result, staff met off-site until the work could be completed. The space has offices and meeting rooms, including a large, open room for case managers and coaches; a large program room that can be divided with movable partitions; another program space that serves as a computer lab; and several smaller offices for the program director, senior case manager, and program coordinators. Phipps offers other programs at a location several miles away as well as in other parts of the Bronx.

An analysis of program staffing included in proposals and budget revision documents reveals a diffuse chain of responsibility for the BSRC program with separate reporting lines for case management and other aspects of the program, positions assigned on a part-time basis and/or allocated in-kind positions and several vacancies, making it difficult to assess staff resources. In contrast, the Phipps staffing plan shows a clear line of responsibility, and positions assigned to the program full-time. (See Appendix C for each site's staff organization.) Both sites added staff during the year, as additional cohorts of participants began to be recruited and served.

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<sup>8</sup> Phipps Houses Group manages residential and commercial property throughout the Bronx and in other boroughs.

The BSRC site began with a staff of 8.5 positions and two senior staff with other organization responsibilities (Chief Program Officer and the Managing Director of the Workforce Development Division) who provided program direction. At program's start, about half of the staff in the Brooklyn program were new to BSRC and were in place by September; the others were already employed by the organization. For the first half of the year, all line staff reported to a project director. However, after the project director left at the end of 2008, the organization was reconfigured so that staff responsible for different aspects of the program (case management, community benefit service projects, and internships/job placement) reported to different immediate supervisors (i.e., Program Manager, Senior Case Manager, and the vacant Assistant Director position). The supervisors reported to BSRC's Managing Director of the Workforce Development Division who has had to fill the gap created by the vacancy. Line staff positions include Community Benefit Service Project Site Supervisors, Intake Specialists/Receptionists and Case Managers, and Job Developers and a Career Coach. As the program added cohorts, BSRC has pulled in staff from other parts of the organization and the number of these positions (full-time, part-time and in-kind) increased to 23 (including the two BSRC senior administrators). Although turnover has been low, the key position of program director/assistant director remained vacant from February to June. Interviews with BSRC staff assigned to the program also revealed differences in perceptions about some staff's responsibilities or the amount of time they were assigned to the program.

The Phipps program, which used the local name "Turning Point," started off with a staff of 10 full-time staff, including a Program Director, Community Outreach Coordinator, Senior Case Manager, Case Managers, Community Benefit Coaches, Job Readiness Coordinators, and an Office Manager. Most staff were new to the agency, having been hired in August and September; a few had been employed in other Phipps programs. By mid-year, a better understanding of the program's staffing needs led to the termination of the community outreach coordinator position, whose responsibility had been to establish the community advisory board and supervise the community benefit coaches. Instead, the positions of Senior Job Readiness Coordinator and Senior Site Supervisor were created, and the community benefit coaches became site supervisors. Responsibility for the community advisory board was transferred to the program director, and a senior site supervisor was recruited who had the technical expertise to scope and supervise the implementation of community benefit service projects.

By the spring, the number of staff had grown to 14, as additional case managers and site supervisors were brought on board to serve the additional cohorts. Although not on the project budget or shown on the staff organization chart, the Director of Program Development and Phipps' full-time evaluator (Senior Program Development Associate), from the Phipps central office, have been very involved throughout the year. The Bronx Program Director reports to Phipps' Associate Executive Director.

The staff at each site had substantial experience working with at-risk youth and low-income populations, and some had worked with formerly incarcerated youth or adults. Examples of previous jobs include lead teacher in a charter high school for detained and post-release youth, youth counselor, secure detention group home worker, recreation coordinator and case manager in a family shelter, and work in alternative sentencing programs, workforce development, child welfare and prevention services, and community relations. Phipps held three off-site staff retreats

during the year, including one overnight, for team-building and planning activities as part of their efforts to build a cohesive team of staff. Phipps also arranged for outside organizations to provide staff training, including WPTI on understanding the criminal justice system and job development for formerly incarcerated individuals, and the Institute for Mediation and Conflict Resolution.

The policy guidelines defined many aspects of the program, but planning for day-to-day operations required the conveners to develop their own operational policies, procedures, and materials. Because of the short start-up period, these were largely developed during program implementation and were refined with each cohort, as staff gained more experience and learned what was most effective.<sup>9</sup>

### *Development of Community Representation*

An aspect of the program model is community representation through the development of a community advisory board (CAB). The development of a CAB was a contracted responsibility of each convener and was seen as part of the CBSP process; the board was designed to play an important role in the selection of community benefit service projects, as well as facilitate the re-entry of Corps members into the community in other ways. CAB members were expected to be individuals with strong ties to the community, who would be able to speak knowledgeably about whether a project reflected a community need, and representing diverse sectors of the community. CAB members were expected to generate project ideas for Corps members to assess and scope. They were expected to be present for Corps members' presentations of proposed projects and, following a project selection rubric, to rate the projects based on set criteria.

Each convener formed a CAB in the fall. Staff at the Brooklyn site reported that they contacted key community stakeholders and invited them to participate. In the Bronx, the community outreach coordinator developed the CAB through his own community contacts. After this position was terminated, the program director re-established and expanded the CAB through outreach to a variety of community organizations.

Membership on each CAB changed over the course of the year, as the conveners developed new relationships and as some of the original members became unable to attend meetings. The initial 14-member Brooklyn CAB included representatives of community organizations, private sector employers, local elected or appointed officials, and BSRC convener staff. By the end of the year, four of the original members had been replaced with new organizations, one of which was a CBSP/internship host organization. The initial 9-member Bronx CAB included elected or appointed officials, local residents, a borough arts organization, a foundation, and Phipps convener staff. Mid-year, the Bronx CAB expanded to 13 members, including 7 original members and 6 new members, representing a CBSP host organization, the office of an elected official, NYC Police Department Community Affairs, the District Attorney's Crime Victims Assistance Unit, and a local resident.

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<sup>9</sup> See chapters on implementation of each component/phase of the program for a discussion of these aspects of program development.

Community Advisory Board members were interviewed for the evaluation about the role of the board and their involvement.<sup>10</sup> They were also given the opportunity to share their perspectives on the effectiveness of their advisory board’s contributions to the program.

CAB members saw themselves as serving as role models for Corps members by providing tangible and relevant examples of what positive community involvement can accomplish. CAB members described themselves and their fellow members as “*community leaders and elders*” who “*represent various interests*” within the community. One member asserted that the advisory board “*has become a place where participants can see [people] who are involved and engaged in the community, and that they can also be part of that.*”

Stakeholder comments pertaining to the advisory board were overwhelmingly positive in both sites, and there were no notable differences between the responses provided by Phipps and BSRC stakeholders. For the most part, respondents exhibited a deep understanding of the role and responsibilities of the CAB. They reported having attended multiple meetings, including Corps member presentations and brainstorming sessions with other CAB members. The only exception was a stakeholder who reported having attended only one CAB meeting and, thus, had little knowledge or understanding of the advisory board. One respondent summed up the perspectives of all in the following comment.

*“[CAB members] are doing what they can, in any way they can, to help the NYC Justice Corps program. They advertise and increase awareness of the program in the community, identify and refer youth who are eligible for and in need of the program’s services, and provide networking opportunities for CBSPs and internships.”*

## Program Implementation Schedule

The following tables present the start dates for each phase of the program for each site and cohort, as the program was implemented. The complete schedule (start and end dates of each phase and the schedule for the different types of activities that comprised Phase 1) is included in Appendix D.

**Table 2a – Brooklyn Site Enrollment and Start Dates by Cohort (1-4) and Phase**

Cohort	Random Assignment	Phase 1: Orientation and Training	Phase 2: Community Benefit Support Projects	Phase 3: Internship	Post-Corps Placement Start
1		Sep 15, 2008	Oct 13, 2008	Jan 5, 2009	Feb 19, 2009
2	Oct 28-29, Nov 6, 13, 19, 2008	Nov 17, 2008	Dec 29, 2008	Mar 23, 2009	May 4, 2009
3	Jan 27-29, Feb 3, 2009	Feb 9, 2009	Mar 23, 2009	Jun 15, 2009	Jul 27, 2009
4	Apr 28-30, May 5, 2009	May 11, 2009	Jun 22, 2009	Sep 14, 2009	Oct 26, 2009

<sup>10</sup> Of the 18 stakeholders that were interviewed, ten identified themselves as members of the CAB. This included six Brooklyn stakeholders and four Bronx stakeholders. The interviews were conducted from late February through the end of March 2009.

**Table 2b – Bronx Site Enrollment and Start Dates by Cohort (1-5) and Phase**

<b>Cohort</b>	<b>Random Assignment</b>	<b>Phase 1: Orientation and Training</b>	<b>Phase 2: Community Benefit Support Projects</b>	<b>Phase 3: Internship</b>	<b>Post-Corps Placement Start</b>
1	Oct 6, 8, 14, 2008	Oct 15, 2008	Nov 10, 2008	Feb 2, 2009	Mar 23, 2009
2	Dec 9-11, 16, 2008	Dec 17, 2008	Jan 12, 2009	Apr 6, 2009	May 25, 2009
3	Feb 18-20, Mar. 4, 2009	Feb 25, 2009	Mar 16, 2009	Jun 8, 2009	Jul 27, 2009
4	Apr 14-17, 20-21, 2009	Apr 22, 2009	May 11, 2009	Aug 3, 2009	Sep 28, 2009
5 <sup>a</sup>	Jun 9-12, 2009	Jun 17, 2009	Jul 6, 2009	Sep 28, 2009	Nov 30, 2009

<sup>a</sup> Cohort 5 is included here because their start date is before the end of the first program year. However, Cohort 5 data are not presented in this report.

### **III. Participant Recruitment and Enrollment**

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This chapter of the report discusses the process of recruitment and enrollment, including strategies used by the conveners to recruit participants and random assignment practices, and the results of these efforts for Cohorts 1-4. As noted earlier, Cohort 5 in the Bronx had only begun to be served at the time this report was being written, and all data collection activities (i.e., interviews and observations) occurred prior to their recruitment and enrollment.

#### **Recruitment**

Recruitment strategies included scheduled presentations to potential referral sources and ongoing outreach and word-of-mouth in the community. They included establishing relationships with local probation and parole offices, utilizing contacts established through DOC, recruiting at the City's Rikers Island jail, presenting at community events, and posting flyers in the community.

Because the NYC Justice Corps was being implemented with a rigorous evaluation design that used random assignment, with the exception of the first Brooklyn cohort, the conveners were responsible for recruiting double the number of young people, only about half of whom would be enrolled in the program. This was an added challenge to program implementation. Staff at both sites reached out to community stakeholders to request assistance establishing referral agreements in the community. The College, DOC, and I-CEO also worked closely with the referral sources to ensure that a large enough pool of individuals was referred to both sites. DOC also facilitated a connection with staff at the Rikers Island jail in order to access that potential source of referral.

As each site learned more about what was effective in the process of recruitment and enrollment, there was a shift in the length of time they devoted to these activities. Thus, while Phipps staff initially reached out to referral sources about two weeks prior to their enrollment date, they realized they needed more time and so they moved their recruitment of later cohorts up by one week. In contrast, staff at BSRC had initially conducted recruitment over a five-week period, which led to losing contact with some recruits, so they shortened the length of time to two weeks. They also had expected to be able to establish a waiting list of applicants from Cohort 1 that could be drawn upon for the next cohort; however, by the time the program was ready to recruit for the second cohort, the contact information obtained earlier was out of date.

BSRC advertised in the local newspaper, included the program in the organization's widely disseminated catalog, and conducted outreach to local clergy. The program was also featured on NY12, a local news station. The program manager reached out to the community through email blasts and meetings with the community advisory board and the neighborhood community associations. After her departure, these responsibilities were continued by a case manager and program coordinator who have continued to work with the community affiliates, probation and parole.

In the Bronx, responsibility for recruitment was shared initially among all program staff who made presentations about the program, met with groups of probationers, and also talked

individually with potential participants to explain the program. After the first cohort, to free up staff time to provide program services, this responsibility was transferred to the senior case manager and case management staff, who also used this opportunity to become the primary contact with the referral sources. Throughout the program, there have been discussions about including current participants in recruitment efforts; thus far, their role has consisted mainly of distributing flyers to local businesses and spreading the word about the program to their peers, however Brooklyn Corps members also have spoken at community association and advisory meetings about their experiences which has helped build awareness about the program.

The need for close communication between each site and probation and parole referral sources was a topic at the initial monthly convener meetings and staff at both sites reported increasing the frequency of communication as the program continued.

## Random Assignment

Youth recruited by site staff, after eligibility was confirmed, were randomly assigned by the evaluator either to the treatment (Program) group or to the control (Referral) group.<sup>11</sup> The process by which this was accomplished, which included obtaining informed consent to participate in the evaluation, as well as completing a contact information form and a baseline survey, was detailed in a random assignment protocol. Individuals who were assigned to the Justice Corps Program (JCP) group became program participants, while those assigned to the Justice Corps Referral (JCR) group were provided with a list of existing alternate programs at the time of notification of their assignment. In the Bronx, beginning with Cohort 2, the evaluator distributed this list of existing programs at the screening and enrollment session.

Evaluator and convener staff at both sites cooperated in conducting the screening and enrollment sessions, which took place over several days for each cohort. Evaluation staff informed convener staff of random assignment results on the day following each session. Beginning with Cohort 3, to help ensure equivalent distribution based on referral source to the JCP and JCR groups across the entire cohort, random assignment was conducted using a "blocking" method based on three types of referral sources, i.e. separately for individuals with referral source of probation, parole, or "other" (community organization, ATI program, self, and other).

Tables 3a and 3b present the target numbers for overall recruitment and participation in the program (program enrollment). Each site had a "program enrollment" target for each cohort of 30 participants, which was just under half the *total* number of individuals to be recruited for each cohort (to allow for a higher anticipated rate of attrition of the JCR group). As already noted, Brooklyn's first cohort was not required to participate in random assignment. As shown in these tables, recruitment and enrollment targets were exceeded or came close to being reached with the exception of Cohort 2 in the Bronx. It should be noted that for both sites, recruitment and enrollment of the second cohort was the first time that program staff had to both serve and recruit participants simultaneously, and the first time that Brooklyn staff experienced the random assignment process.

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<sup>11</sup> This term was agreed upon by the project partners in response to Institutional Review Board comments about how the term "Control" might be perceived by young adults with criminal justice background.

**Table 3a – Brooklyn Recruitment and Program Enrollment by Cohort**

	Cohort 1			Cohort 2			Cohort 3			Cohort 4		
	Target	Actual	%	Target	Actual	%	Target	Actual	%	Target	Actual	%
Recruitment	30	35	117%	63	61	97%	63	66	105%	63	70	111%
Program Enrollment	30	35	117%	30	29	97%	30	30	100%	30	35	117%

**Table 3b – Bronx Recruitment and Program Enrollment and Cohort**

	Cohort 1			Cohort 2			Cohort 3			Cohort 4		
	Target	Actual	%	Target	Actual	%	Target	Actual	%	Target	Actual	%
Recruitment	63	66	105%	63	53	84%	64	64	100%	64	64	100%
Program Enrollment	30	32	107%	30	23	77%	31	30	97%	31	30	97%

## Referral Sources

Three main “sources” of referral are being tracked: referrals from probation officers, from parole officers, and from other sources. Over the four cohorts, the percentages of young adults enrolled in the evaluation (JCP and JCR groups) coming from these sources varied widely, so that some cohorts had a higher proportion of young adults referred by Probation or Parole than other cohorts. These results are shown in Tables 4a-4b. These tables also show the outcomes of the changed random assignment policy beginning with Cohort 3, by which assignment was made within these three referral groups rather than on the total number of referred individuals. The results show a more equal distribution between JCP and JCR groups starting with Cohort 3 than was achieved before.

Parole represented a large share of the referral sources at the Brooklyn site after the first cohort, while the percentage of youth referred by the community and self-referral fluctuated from one cohort to the next. In the Bronx, while Probation remained a referral source for a large percentage of youth, the proportion that had been referred by Parole declined over time and community referral sources, including alternative to incarceration programs but also other community organizations, community members, other Corps members, and self-referrals increased.

**Table 4a – Distribution of Brooklyn Evaluation Participants and Brooklyn Cohort 1 by Referral Source, Cohort and Program/Referral Group**

Referral Source	Cohort 1 <sup>a</sup>	Cohort 2		Cohort 3		Cohort 4 <sup>b</sup>	
	JCP (n=35)	JCP (n=29)	JCR (n=32)	JCP (n=31)	JCR (n=35)	JCP (n=34)	JCR (n=36)
Probation	48.6%	20.7%	18.8%	25.8%	25.7%	32.4%	33.3%
Parole	2.9%	37.9%	62.5%	32.3%	31.4%	41.2%	38.9%
Other	48.5%	41.4%	18.8%	41.9%	42.9%	26.5%	27.8%

<sup>a</sup> Cohort 1 was not included in the evaluation.

<sup>b</sup> Includes one participant who was informed, in error, that he was assigned to the JCP group; services were provided but the individual has been excluded from the outcome evaluation.

Source: BSRC database for Cohort 1; Westat for all other Cohorts.

**Table 4b – Distribution of Bronx Evaluation Participants by Referral Sources, Cohort and Program/Referral Group**

Referral Source	Cohort 1		Cohort 2		Cohort 3		Cohort 4	
	JCP (n=32)	JCR (n=34 <sup>a</sup> )	JCP (n=25)	JCR (n=28)	JCP (n=30)	JCR (n=34)	JCP (n=31)	JCR (n=33)
Probation	50.0%	44.1%	36.0%	50.0%	43.3%	38.2%	41.9%	39.4%
Parole	46.9%	44.1%	28.0%	10.7%	10.0%	14.7%	16.1%	15.2%
Other	6.3%	11.8%	36.0%	39.3%	50.0%	47.1%	41.9%	45.5%

Source: Westat.

Convener staff identified several challenges to recruitment, some of which could be attributed to the challenges of starting a completely new program, such as developing the initial recruitment plan and understanding the documentation needed. The larger number of participants needed to be recruited in order to meet the requirements of the evaluation also was a challenge, and convener staff spent time at the beginning of the program getting comfortable with the idea that participants who applied and could benefit from the program could not be served.

Staff at both sites also had to address the disappointment of parole and probation officers whose referrals ended up in the JCR group and who, as a result, were reluctant to continue to make referrals. This situation, however, was addressed through the revised method of random assignment that ensured an equivalent distribution to the JCP and JCR groups based on referral source. The College also developed a list of alternative programs to which individuals in the JCR group could be referred for services comparable in design to the NYC Justice Corps. This list, which included other NYC CEO programs and other services in the respective boroughs of each site, was provided to each individual in the JCR group by the evaluators, parole and probation officers (for those on community supervision), and in some cases, by convener staff.

It should be noted that the conveners faced their own challenges to serving this population. In both cases, neither organization had ever run a program exclusively targeted at a criminal justice population, and both needed to learn how best to navigate the criminal justice system to identify appropriate referral partnerships, and how best to understand the complexities of the system to identify eligible individuals. Since neither site had served this population exclusively in this way, each site needed to establish itself as a legitimate provider to criminal justice referral agencies in the community (i.e., community and borough-based alternative-to-incarceration programs and local parole and probation offices).

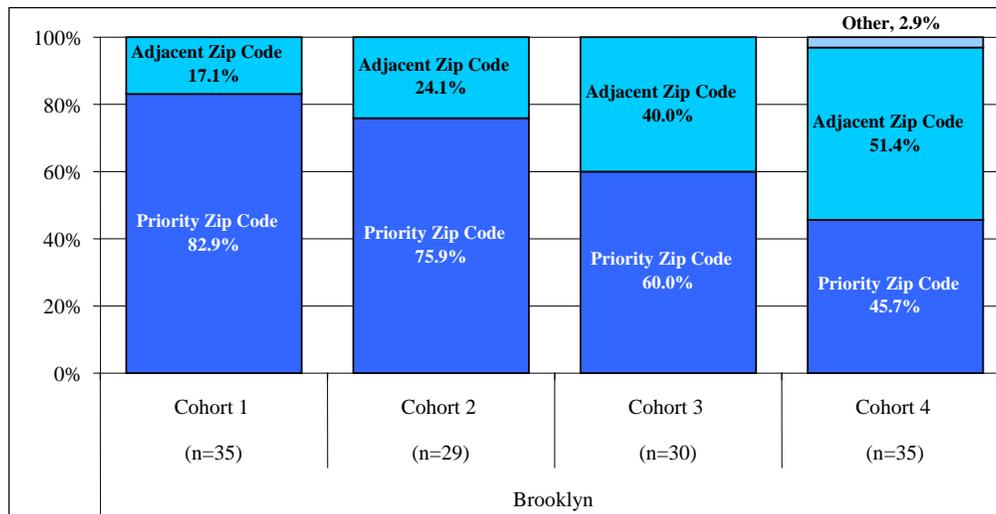
## IV. Characteristics of Participants

This section of the report provides a description of the NYC Justice Corps participants including demographic characteristics and criminal justice background. The data presented in this and subsequent sections of the report are based on the number of participants who met the program enrollment criteria of having attended a full week of program activities. Five individuals (two in Brooklyn and three in the Bronx) who were enrolled at the time of random assignment did not meet this criterion; their numbers are not presented in the reporting of program data.<sup>12</sup>

### Demographic Characteristics

Nearly all participants reside within the NYC Justice Corps catchment areas and most live in a priority area (Figures 3a-3b). The results show that a few Corps members did not meet the stated geographic eligibility criteria and only one cohort met the program’s requirement that 80% live within a priority Zip Code. In fact, in Brooklyn, there has been a steady decrease in the percentage of participants living within the program’s priority zip codes (-37.2 percentage points from Cohort 1 to Cohort 4), while the Bronx has improved over time (+10.6 percentage points from Cohort 1 to Cohort 4). Across all four cohorts, about two-thirds of Corps members at each site are residents of the priority Zip Codes.

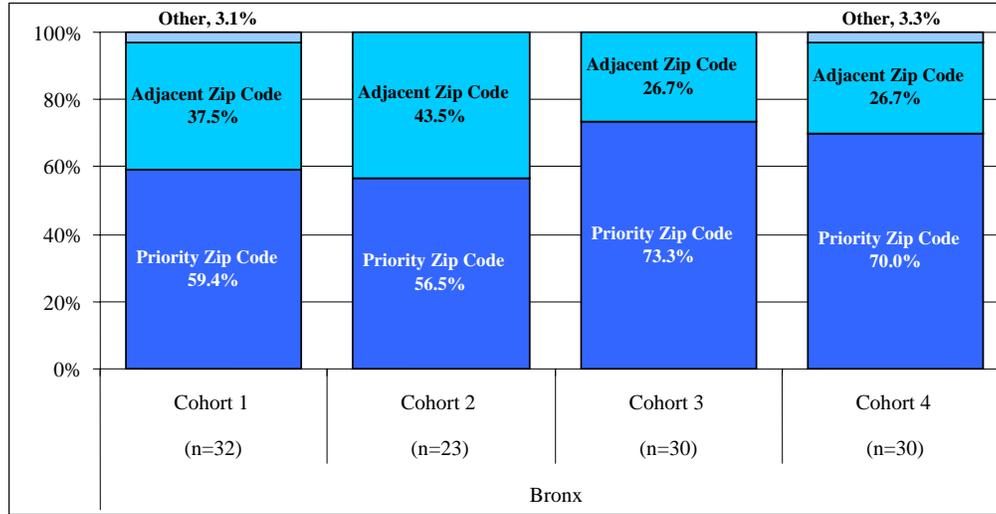
**Figure 3a – Geographic Distribution of Brooklyn Participants by Cohort**



Source: Convener database.

<sup>12</sup> These youth include three Black and one Hispanic single male without dependents between 18 and 20 years of age. None had graduated from high school or have a GED.

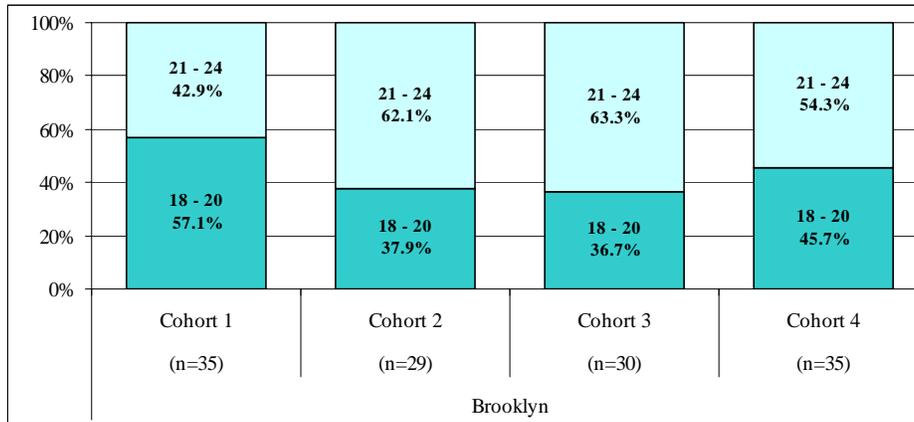
**Figure 3b – Geographic Distribution of Bronx Participants by Cohort**



Source: Convener database.

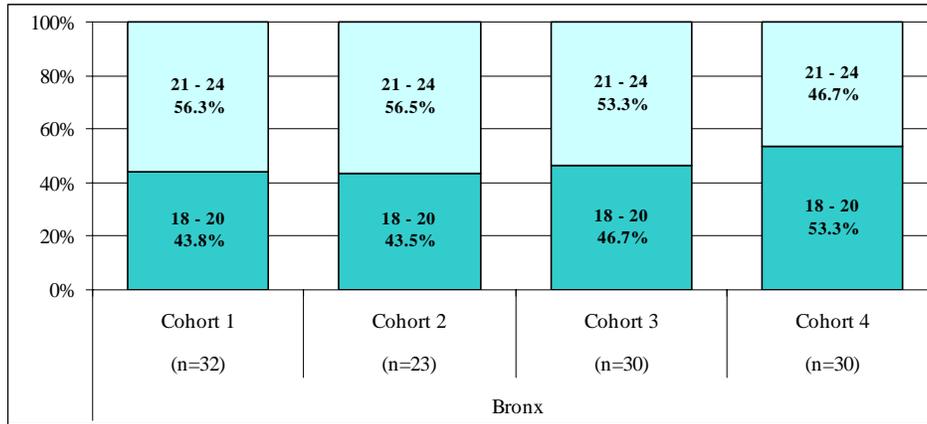
The ages of participants at enrollment are presented in Figures 4a and 4b. Across all cohorts, there are a relatively equal number of individuals under 21 and over 21, with some cohorts skewing towards the higher age range. Overall, at both sites, more than half of participants are ages 21-24.

**Figure 4a – Brooklyn Participants’ Age at Program Enrollment by Cohort**



Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

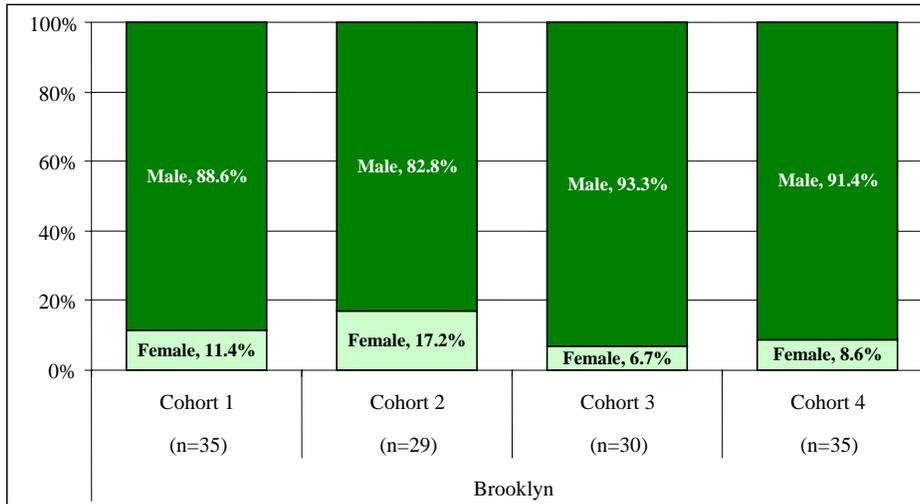
**Figure 4b – Bronx Participants’ Age at Program Enrollment by Cohort**



Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

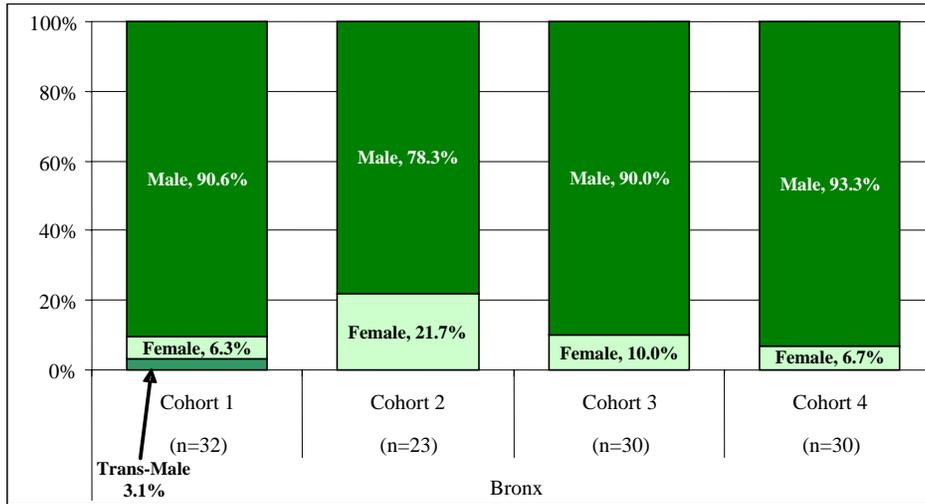
Figures 5a and 5b present the gender distribution of program participants. At the Brooklyn site, all four cohorts are predominantly male, with the percentage of males by cohort ranging between 86.2% and 93.3%. The population of females is also the minority in the Bronx program (21.7% at its peak). As a point of comparison, in 2007 11.5% of individuals released from NYC DOC were female (John Jay College, 2008).

**Figure 5a – Brooklyn Participants’ Gender Identity by Cohort**



Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

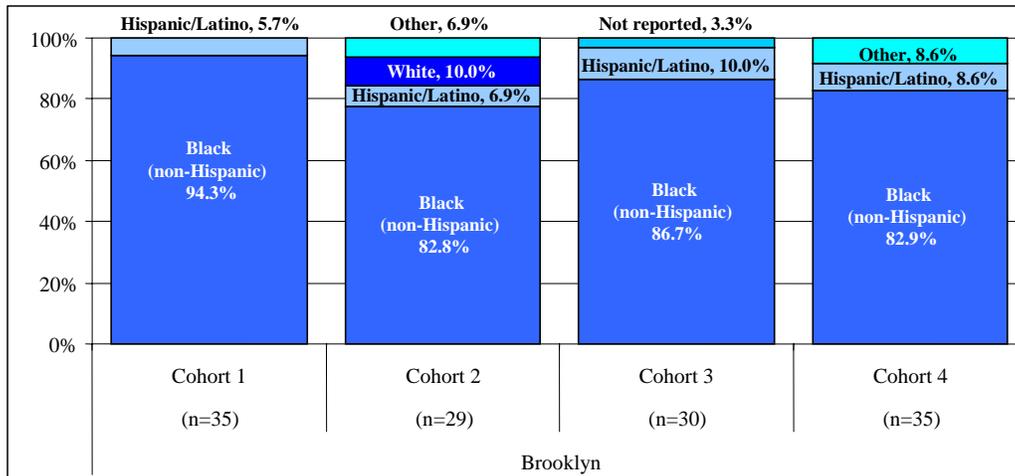
**Figure 5b – Bronx Participants’ Gender Identity by Cohort**



Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

At least 80% of all Brooklyn participants and at least half of all Bronx participants are Black, non-Hispanic (Figures 6a-6b). Hispanic/Latinos make up a substantial share – at least one-third of each Bronx cohort.<sup>13</sup>

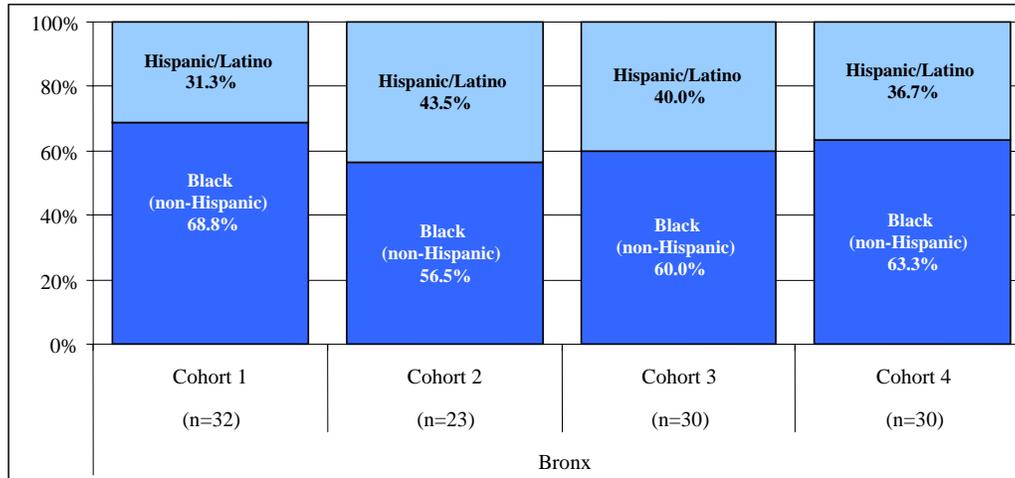
**Figure 6a – Brooklyn Participants’ Race/Ethnicity by Cohort**



Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

<sup>13</sup> Each convener reported on different racial/ethnic categories which were recoded by I-CEO.

**Figure 6b – Bronx Participants’ Race/Ethnicity by Cohort**



Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

The large majority of each cohort across convener sites had not completed high school or earned a GED at the time of program intake (Table 5). The proportion of high school completers (diploma or GED) ranged from just under a fourth to one-third of each cohort. The percentage of participants that had not completed eighth grade (less than high school) varied widely from a low of about 3% in two Brooklyn cohorts to a high of 23% in Bronx Cohort 3.

**Table 5 – Participants’ Educational Level at Program Enrollment by Site and Cohort**

Educational Level	Brooklyn				Bronx			
	Cohort 1 (n=35)	Cohort 2 (n=29)	Cohort 3 (n=30)	Cohort 4 (n=35)	Cohort 1 (n=32)	Cohort 2 (n=23)	Cohort 3 (n=30)	Cohort 4 (n=30)
College Degree	-	-	-	-	-	-	-	-
Associates Degree	-	-	-	2.9%	-	-	-	-
Some College/Vocational	-	-	-	0%	-	-	-	3.3%
HS Diploma	14.3%	3.4%	13.3%	5.7%	12.5%	8.7%	23.3%	6.7%
GED	5.7%	17.2%	20%	25.7%	15.6%	17.4%	10%	16.7%
Some High School	68.6%	75.9%	60%	54.3%	62.5%	56.5%	43.3%	60%
Less than High School	11.4%	3.4%	3.3%	11.4%	9.4%	17.4%	23.3%	13.3%
<i>Not reported</i>	-	-	3.3%	-	-	-	-	-

Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

Household status of Brooklyn participants is presented in Table 6. Cohort 4 members were more likely to be living with their extended family. Comparable information on the household status of Bronx participants was not included in the Phipps convener database.

**Table 6 – Household Status at Enrollment by Cohort, Brooklyn**

Household Status	Cohort 1 (n=35)	Cohort 2 (n=29)	Cohort 3 (n=30)	Cohort 4 (n=35)
Parent(s)	60.0%	79.3%	50.0%	40.0%
Extended Family	22.9%	-	16.7%	42.9%
Friend or Unrelated Person(s)	2.9%	3.4%	-	-
Marital Spouse	2.9%	-	3.3%	-
Girlfriend/Boyfriend	-	3.4%	10.0%	8.6%
Residential Program <sup>a</sup>	2.9%	10.3%	16.7%	5.7%
Self/On Own	5.7%	3.4%	-	-
<i>Not reported</i>	2.9%	-	3.3%	2.9%

<sup>a</sup> Information was not available on type of residential program.  
Source: Convener database.

The majority of participants across cohorts and sites have no dependents (Table 7). Among those who do (and for whom this information was reported), most have only one dependent.

**Table 7 – Participants’ Dependents by Site and Cohort**

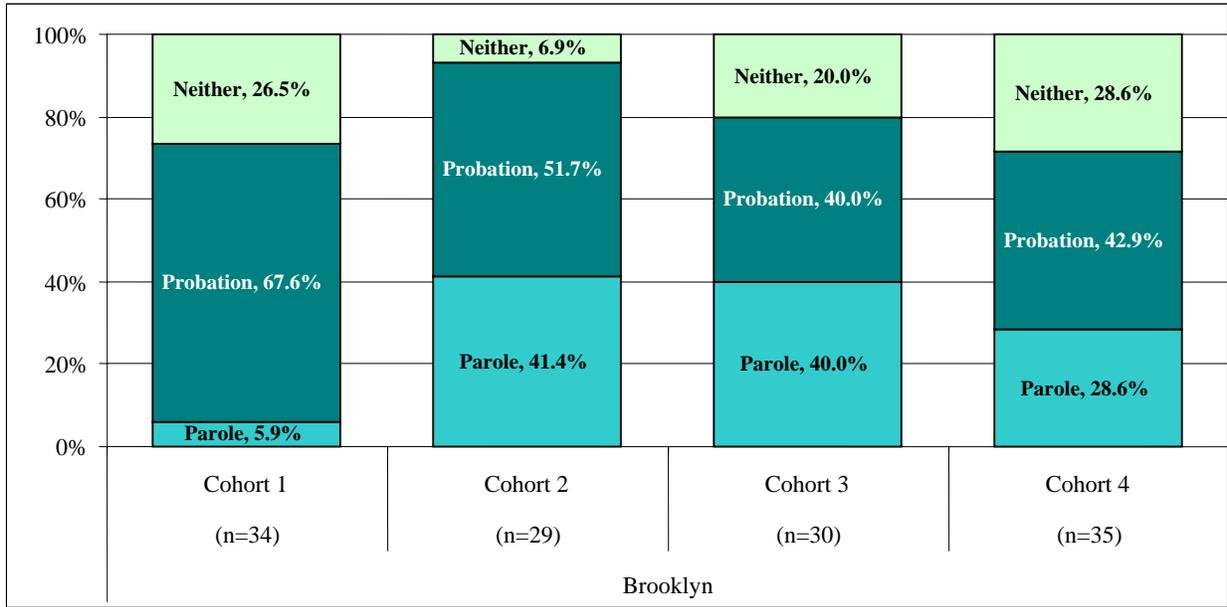
Number of Dependents	Brooklyn				Bronx			
	Cohort 1	Cohort 2	Cohort 3	Cohort 4	Cohort 1	Cohort 2	Cohort 3	Cohort 4
	(n=35)	(n=29)	(n=30)	(n=35)	(n=32)	(n=23)	(n=30)	(n=30)
0	40%	65.5%	76.7%	57.1%	75%	100%	80%	80%
1	22.9%	27.6%	20%	22.9%	25%	-	10%	13.3%
2	5.7%	3.4%	-	2.9%	-	-	-	6.7%
3 or more	-	3.4%	-	5.7%	-	-	-	-
<i>Not reported</i>	31.4%	-	3.3%	11.4%	-	-	-	-

Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

## Criminal Justice Background

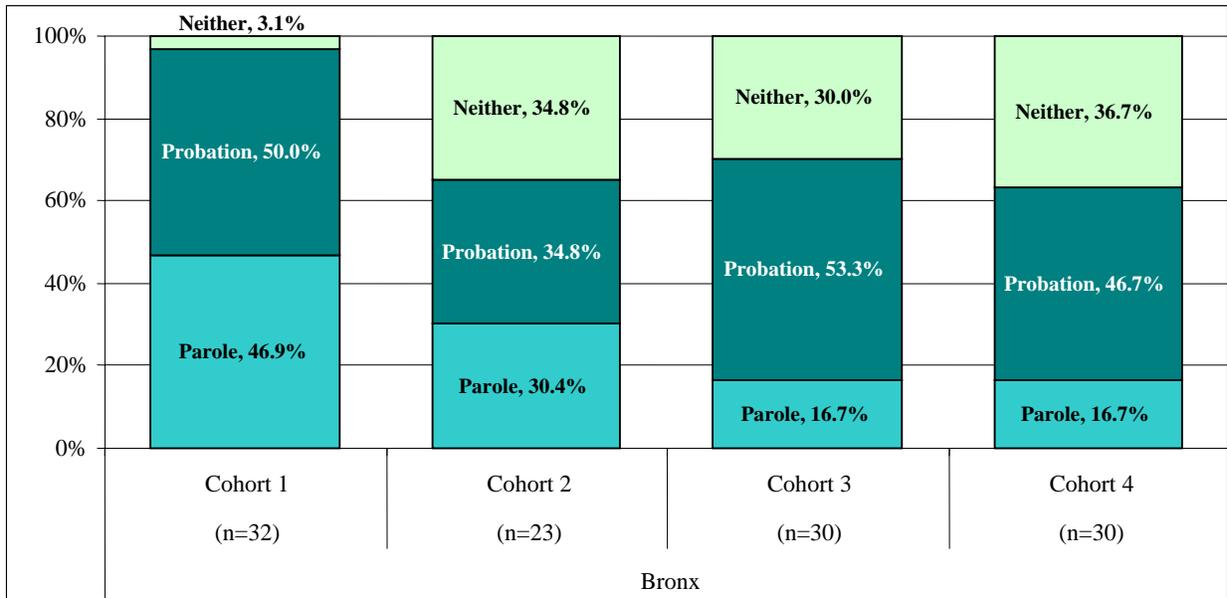
Figures 7a and 7b present the probation and parole status of Corps members. They show that, across all cohorts, a majority of participants are under the supervision of one of these authorities. For both sites, the percentage of Corps members not on parole or probation is largest in Cohort 4.

**Figure 7a – Probation or Parole Status of Brooklyn Participants**



Source: Convener database. Information was not reported for one Cohort 1 participant. Information on ATI programs was not reported by BSRC.

**Figure 7b – Probation or Parole Status of Bronx Participants**



Source: Convener database. Additional information provided by Phipps shows that 8.7% of Cohort 2, 10% of Cohort 3, and 16.7% of Cohort 4 were in an ATI program.

Most participants reported at the time of their enrollment that they had been convicted once, while some had never been convicted. A few individuals reported as many as five or more convictions; multiple convictions could have occurred over time or at the same time (Table 8). As already noted, a criminal justice conviction is not a requirement of program eligibility.

**Table 8 – Number of Convictions at Program Enrollment by Site**

Number of Convictions at Program Enrollment	Brooklyn (n=129)	Bronx (n=115)
None	15.0%	8.7%
One	62.5%	51.3%
Two	17.5%	20.0%
Three	2.5%	8.7%
Four	-	2.6%
Five	0.8%	5.2%
Six	0.8%	-
Seven	-	1.7%
Eight	-	-
Nine	-	-
Ten	0.8%	1.7%

Source: Convener databases.

### *Immediate Criminal Offenses*

Tables 9a and 9b summarize more than twenty different offenses for which Corps members were most recently incarcerated (Brooklyn) or arrested (Bronx) prior to enrolling in the program. (The conveners reported these data differently.) Based on the categories reported, assault, narcotics possession/sale, and robbery (when all three types are combined into one) are the most frequently reported offenses. The interpretation of these data is limited as the categories do not distinguish between misdemeanors or felonies, nor do they conform to the state penal code. It should also be noted that the data are based on self-reporting by Corps members who might not have known the actual charge for which they were eventually convicted.

**Table 9a –Crimes for Which Brooklyn Participants were Most Recently Incarcerated**

Crime	Brooklyn (n=129)
Assault	16.3%
Attempted Burglary	-
Attempted Robbery	9.3%
Auto Theft	-
Burglary	3.9%
Conspiracy	0.8%
Criminal Contempt	0.8%
Drug Possession	17.8%
Drug Sale	9.3%
Forgery	0.8%
Fraud	2.3%
Grand Larceny	4.7%
Gun Possession/Weapons Charges	9.3%
Petty Larceny	1.6%
Possession of Stolen Property	-
Robbery 1	11.6%

Crime	Brooklyn
	(n=129)
Robbery 2	8.5%
Robbery 3	3.9%
Sexual Offense	-
Trafficking	1.6%
Trespassing	2.3%
Violation (Parole or Probation)	-
<i>Not reported</i>	7.0%

Source: Convener database. Multiple responses reported.

**Table 9b – Crimes for Which Bronx Participants were Most Recently Arrested**

Crime	Bronx
	(n=115)
Assault	19.1%
Attempted Burglary	0.9%
Attempted Robbery	3.5%
Auto Theft	0.9%
Burglary	-
Conspiracy	0.9%
Criminal Contempt	-
Drug Possession	19.1%
Drug Sale	9.6%
Forgery	0.9%
Fraud	-
Grand Larceny	1.7%
Gun Possession/Weapons Charges	8.7%
Petty Larceny	2.6%
Possession of Stolen Property	0.9%
Robbery 1	14.8%
Robbery 2	7.8%
Robbery 3	1.7%
Sexual Offense	0.9%
Trafficking	-
Trespassing	0.9%
Violation (Parole or Probation)	3.5%
<i>Not Reported</i>	1.7%

Source: Convener database. Multiple responses reported.

## V. Phase 1: Orientation and Training

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The first phase of the program was designed to orient Corps members to the NYC Justice Corps model and to provide them with the knowledge and skills to help them to be successful in their community benefit projects and internships and in reaching successful program outcomes. The implementation of these activities is discussed in this section, along with staff and Corps members' perspectives.

### Orientation and Assessment

#### Orientation (Bronx, Cohort 2)

This session began with two icebreaker activities which incorporated teamwork and problem-solving strategies. The purpose of the activity, Two Circles, was to help participants to get to know each other. In this "speed interviewing" activity, changing pairs of participants asked and responded to a series of 10 questions, with 10 seconds per question allotted to each pair. The activity sparked many personal conversations among participants who seemed comfortable discussing personal topics, e.g., parenting, interpersonal relationships, and sharing their experiences with one another. The participants were highly engaged in this activity, which lasted more than an hour.

At each site, the program began with an orientation that lasted either two days (Brooklyn) or three days (Bronx). During this time, participants were introduced to the various aspects and components of the program and expectations, learned about their site's policies and procedures (e.g., lateness, stipends), completed forms, met individually with program staff, and participated in ice breaker activities to get to know one another.

An assessment of participant service needs also began at orientation and continued in subsequent weeks. At the Brooklyn site, the assessment of Cohort 1 focused initially on participants most in need, based on the staff's judgment at the time,

while, for subsequent cohorts, the assessments began at orientation for all participants.<sup>14</sup> BSRC also used the *Single Stop* benefit screening program, a program developed by the Robin Hood Foundation, to assess participants' eligibility for entitlement and other programs. At this site, initial assessments were completed by a team of staff including a social work intern and three case managers. As part of the assessment, service plans were developed for each participant and the goal was for the senior case manager to review progress notes on a biweekly basis.

At the Bronx site, case managers met individually with each participant during the first three days of orientation to assess for services and collect documentation, and then the plan was to meet at least once a week for case planning during the Job Readiness phase. The *EarnBenefits* program

#### Orientation (Brooklyn, Cohort 3)

The session began with an introduction to BSRC, staff introductions, and information about how they would be helping the participants through the program. A short review of the program phases was given, along with an explanation of the community benefit service projects, and a presentation by the Director of the Weatherization Program about internships at the site and jobs in this field. Two participants from a previous cohort discussed their experiences and answered participants' questions. Participants also took part in two icebreaker activities. Both staff and participants showed high levels of enthusiasm for the day's activities and participants seem interested in the information about the program and each other.

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<sup>14</sup>While participants most in need were assessed first, other participants were later assessed.

was used to screen for eligibility for various programs. Similar to the Brooklyn site, individualized service plans were developed and reviewed by the senior case manager. These plans identified participants' immediate needs as well as short and long term goals. Bronx staff also met once a week for case conferences to discuss each participant.

### **Life Skills/Job Readiness/Service Learning**

The main focus of Phase 1 was to help Corps members learn skills that would prepare them for the world of work as well as skills such as budgeting and opening bank accounts that would help them live independently. This phase also involved planning for the community benefit service projects, including canvassing the respective neighborhoods to identify community needs and potential projects, conducting Internet research to learn about the community, determining the scope of the work, developing proposals, and making presentations to the program's community advisory board. Activities included whole group, half-group and team activities, as well as one-on-one sessions with staff coaches and case managers. While this component was initially planned to be delivered over three weeks, the plan changed as the community benefit service project process changed (described in greater detail in Chapter VI).

In the Bronx, this component, initially called Life Skills/Service Learning and currently referred to as the Justice Corps Institute, began with one week of Life Skills, one week of Job Readiness (how to prepare a resume, how to interview, how to keep a job, and how to dress for an interview/job), and one week of Service Learning. Beginning with Cohort 3, Phase 1 was shortened to two weeks in order to provide an additional week of Job Readiness at the end of Phase 2 to provide Corps members with a "refresher" of work-readiness skills, as staff recognized that resumes needed to be updated and that Corps members needed more preparation before they could be placed in internships or jobs. The Bronx implementation schedule indicates that Phase 1 lasted for about three weeks for all five cohorts.

Changes to the schedule were also made at the Brooklyn site. Initially, the schedule called for two weeks of Job Readiness followed by one week of Skills Training/Service Learning activities. For reasons similar to the Bronx, staff at Brooklyn changed the schedule to move one of the three weeks of Job/Life Readiness to the end of Phase 2. Although the implementation schedule lists clearly defined dates for the end of Phase 1, and for different types of activities within Phase 1, the boundary between the end of Phase 1 and the start of Phase 2 was fluid and depended on when the projects were ready to start. Additional training activities to prepare Corps members for their projects took place at the beginning of Phase 2. According to Brooklyn's implementation schedule, Phase 1 lasted about five weeks (30 days) for Cohorts 2-4, and about four weeks (20 days) for Cohort 1.

Service learning at both sites involved volunteering in the community as well as preparing for the community projects. Brooklyn Corps members helped out at various community events and Cohort 3 and 4 members also volunteered to work alongside Barclay Bank volunteers at CityYear's Barclay Service Day which involved landscaping and painting at Restoration. Bronx Corps members volunteered at neighborhood food pantries.

There was a great deal of flexibility with the use of curricula. Both sites adapted and utilized parts of the WAVE (Work, Achievement, Values & Education) Job Readiness Curriculum, focusing on topics such as decision-making and problem-solving, teamwork, time management, and financial literacy.<sup>15</sup> This curriculum, identified by BSRC which shared it with Phipps, was designed for use with adults in a classroom setting and is widely-used. The ASPIRE (service learning) curriculum and components of the Teen ACTION<sup>16</sup> service learning curriculum also guided the assessment of projects and proposals for the community benefit service projects.

Throughout the year, both sites continued to adapt and develop their curriculum to add more interactive activities in order to more effectively engage participants. Both sites recognized that these groups of participants, many of whom had not succeeded in formal education settings, needed more hands-on and physical activities and fewer classroom lectures and written materials. While the two sites followed their own sequence of sessions, they essentially covered the same topics. In the Bronx, members received a portfolio which included a schedule of all phases, life skills lessons, resources and curriculum assessments, and the member handbook.

At one site, the job readiness staff reported that she appreciated being able to teach the participants about life skills, job readiness and service learning. *“...it (the curriculum) allows me to help them see something in themselves. It allows me to help them realize that they can be*

#### *Job Readiness (Bronx, Cohort 2)*

A lecture was conducted on short-term goal setting focusing on topics such as employment, housing, education, and personal finances. The lecture was structured around the acronym SMART, a goal setting framework that suggests goals should be specific, measurable, achievable, realistic, and timely. Corps members were provided with strategies and advice for setting goals. For example, the facilitators asked participants to provide information about their own experiences, and used their responses to illustrate goal setting strategies. To illustrate the concept of budgeting, a scenario was outlined for the goal of purchasing a car and explaining how someone would budget for such a purchase. The instructor referenced her personal experiences with employment, education, and family to highlight important points about goal setting. Most participants were engaged during the activity; they listened intently and asked thoughtful questions.

#### *Job Readiness (Brooklyn, Cohort 3)*

Presentations were conducted by a financial counselor and the program’s staff. The finance counselor focused his discussion on preparing financial goals, the importance and building of a good credit score, and living within one’s means. Program staff provided participants with an overview of the organization’s role in the community and the resources available to Cohort 3 members. The importance of behavior and setting an example were also discussed. Participants were focused on the presentations throughout the session.

*leaders, that they can come up with great ideas and that they can plan them out and that they can execute them and people won’t shut them down.”*

As the program developed, assessment tools were developed by the staff at each site to try to gauge how much Corps members were learning. By the end of the year, Bronx Corps members

<sup>15</sup>The WAVE curriculum consists of 120 lessons that are designed to be delivered by educators and youth workers to youth who have dropped out of school.

<sup>16</sup> Teen Action is another program of the Mayor’s anti-poverty initiative for 13-21 year old youth at risk of becoming disconnected that is being implemented by neighborhood providers funded through the NYC Department of Youth and Community Development.

were asked to complete daily assessments during the life skills component, and in Brooklyn, participants were reported to have completed assessments on an ongoing basis.

In the Bronx, lessons were incorporated on conflict resolution, sexual harassment, workplace etiquette, leadership development, financial management, and “elevator pitch training,” a concept that focuses on the importance of marketing oneself and the program in a positive light. Bronx staff also worked with the borough’s Workforce1 Career Center staff who conducted mock job interviews and provided pointers for job searches.

Toward the end of the year, staff from Phipps newly-funded Financial Empowerment Center<sup>17</sup> offered workshops on budgeting, financial institutions, and credit. Follow up appointments with individual Corps members were also arranged on an as needed basis. Lawyers from Youth Represent facilitated a workshop entitled, *Barriers to Employment*, and one-on-one meetings were provided to Corps members to discuss any questions they may have had about the legal system. Members also requested their current rap sheets so that they could be reviewed. In Brooklyn, workshops were offered in areas such as budgeting, savings, investing and credit repair; one-on-one counseling was also provided. All Corps members were expected to participate in these sessions.

The Brooklyn site set up “career days” to help participants learn effective ways to address employers’ questions about their criminal justice history and how to conduct themselves in an interview or job. They also took participants to a local clothing shop where they learned how to dress for job interviews and they also received items of clothing. Both sites sent Corps members into the community to ask for job applications and identify job prospects.

In general, both sites felt that job readiness needed to be incorporated throughout the various phases of the program because, for this population, becoming job ready is a gradual process that may require serious transformation on the part of the Corps member. Job readiness skills also need continual reinforcement and should build on participants’ experiences on community benefit service projects and internships.

**Life-Skills (Bronx, Cohort 3)**

The session focused on navigating complicated workplace situations and sexual harassment was the topic of discussion. In groups of three, participants took turns reading and working through a scenario to determine how to appropriately respond to a variety of situations. Scenarios included situations where one is given the opportunity to drink with coworkers or where a female co-worker is not receptive to being approached. Takeaway points included the importance of clear communication and documenting and reporting information. Despite the small number of female participants, the entire cohort eventually reached a high level of participation, with male participants role-playing as needed.

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<sup>17</sup> Another initiative of the NYC CEO, using private funds. Phipps and BSRC each began to implement a Financial Empowerment Center this past spring.

## *Corps Members' Perspectives*

Corps members' motivations for wanting to be (and stay) in the program were very similar between convener sites and across cohorts. They included the prospect of a job, wanting a better future for themselves and their children, and getting training.

*"...what made me stay in the program is that the program offers us a lot...get a GED for those who don't have it, employment opportunities; we learn different experiences and different work skills, so that's what kept me in the program."*

*"It's a learning experience. Right now we're at a site working on a project, getting a lot of experience in different fields, such as electrician, carpentry. And then they plan on hiring a couple of us after the program is completed, so good things..."*

*"...Now I'm ready to get a job, I'm not even going to do the stuff I used to do..."*

Participants from focus groups at BSRC also wanted to join the program because it gave them something to do and a way to stay out of trouble.

*"And, like it could keep me off the streets a little bit cause all of that free time, what else am I going to be doing besides getting in trouble."*

Most of the focus group participants said they had heard about the program through their parole or probation officer (or from program staff who made a presentation); some said they were mandated to participate or that their parole/probation officer had signed them up for the program.<sup>18</sup> A few had heard about the program from a family member or friend, while one walked in looking for a GED program.

Asked about the importance of the stipend as a motivation to participate, the focus group participants offered a mixed response. Some said they would not have participated without the stipend, while others indicated that that they would have participated regardless. Convener staff, on the other hand, maintained that members would not have been retained without offering monetary support and that they attend more regularly because of the stipend. The sites also instituted the practice of paying Corps members at the end of the week to promote better attendance. One staff member commented, *"the hourly stipend reflects the real world and helps us to reinforce our work-readiness expectations."*

When asked to describe their experiences with orientation, participants from focus groups conducted with Cohorts 1 and 2 at both convener sites described their dislike with being in a classroom all day, *"too long and boring all day..."* and thought the activities were disorganized. One participant felt that he still did not know what the program was or what he would gain. *"...after 1 or 2 weeks I still didn't know what the program was about and now they painted a different picture of the program."* Yet by Cohort 3, participants at both sites expressed a much more positive view of this part of the program. At the Bronx site, participants thought that the

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<sup>18</sup> It is important to note that because of the random assignment protocol young adults could not be guaranteed a slot in the program and therefore no one could be mandated to participate.

staff was very helpful and that the hours were similar to a real-world job. One Brooklyn participant thought the orientation was very clear and that there were no surprises, while two others also felt that orientation made them feel hopeful about the program.

*“The orientation to me, it was motivating to be honest. It gave me something to look forward to other than being in the streets. It gave me a positive outlook on things.”*

At that point in the program, based on focus group findings, participants felt that they had a good sense of what to expect in the program (from orientation) and an understanding of each phase. *“They took us through, pretty much the four steps of the program.”*

As noted above, staff learned from their experiences with the first cohorts that they needed to offer activities that were more engaging, that provided for more interaction among participants and physical activities, and that combined classroom with outdoor experiences. The focus group conducted with Cohort 1 participants at the Bronx site agreed with the staff’s views. Many of these participants believed that the instructors were not prepared with sufficient activities or topics for discussion and that the activities were disorganized. There were comments about changes in the schedule, unoccupied time, and activities that seemed too long or repetitive.<sup>19</sup> Nevertheless, the sessions on budgeting and the mock interview practice were singled out by a number of participants.

*“I know what to say when I go for a job. I know exactly what to say, like I wasn’t stuck like last time.”*

*“...We also did kind of a role playing. And the role playing was where we not only, one of us as one of the Cohort members was the interviewee but one was also the interviewer. So it was more, like, so we get both sides of the fence.”*

Some Bronx Cohort 2 felt that they already were familiar with most of the information covered in the job readiness sessions already; they did not like being told how to dress for an interview or apply for a job. Others who had never had a job appreciated the review.

A few Brooklyn focus group participants in Cohort 1 also found the time spent on this phase slow, but many commented that it had helped them learn to communicate and get to know each other, and provided opportunities to work on their resumes. One participant in Brooklyn Cohort 1 suggested, and several others agreed, that job readiness should come after the community benefit service projects and just before the internships, because,

*“...Two weeks<sup>20</sup> of job readiness and the community benefits together is not preparing some people who never had a job to go on the interview, so they need to like give them two weeks of refreshing before they even send them out on the interview ...”*

As noted above, changes in the program schedule were made to address this issue.

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<sup>19</sup>Phipps also conducted its own focus groups for program planning and was reported to have received similar responses.

<sup>20</sup> Although this participant stated that the job readiness phase lasted two weeks, it was, in fact, longer than that.

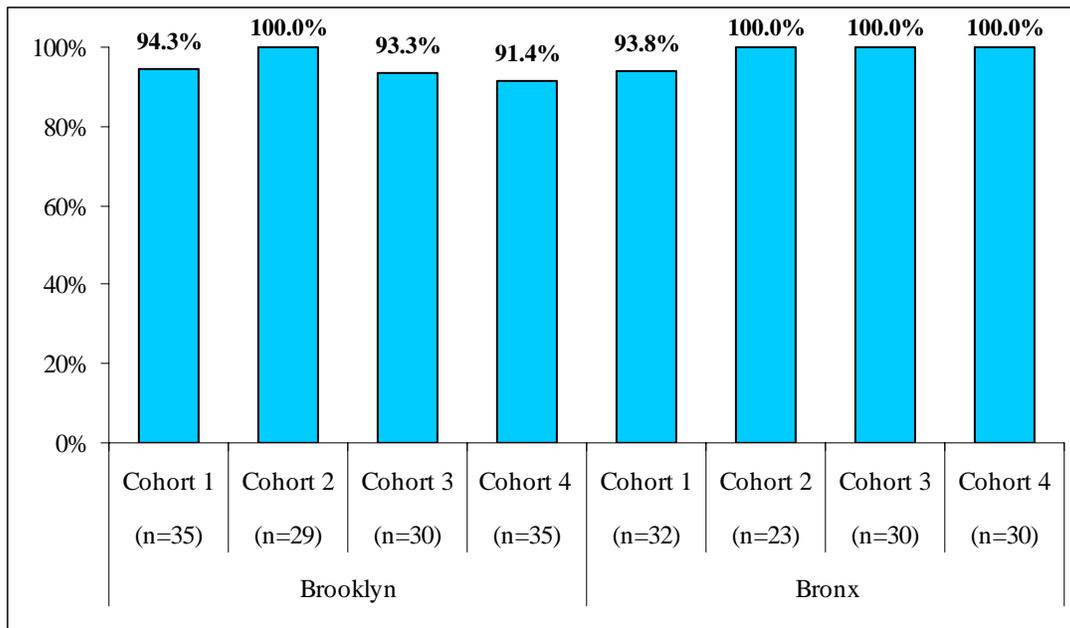
Two Brooklyn participants also commented on their enjoyment in trying out their new skills in the community, “*It even went as far as going outside and going to get job applications from stores and other places to see how that feels because there’s a lot of people that never did that...It was fun! We went on a hunt.*”

### Phase 1 Completion

To move from Phase 1 to Phase 2, members had to complete the recruitment and enrollment process, complete the job readiness/life skills/service learning training activities, and be considered ready to work on a community benefit service project. In the Bronx, members also had to complete all curriculum assessments to be able to move on to Phase 2.

Most of the Corps members at each site completed Phase 1 (Figure 8).

**Figure 8– Percent of Corps Members that Completed Phase 1 by Site and Cohort**



Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

The difference in the length of Phase 1 at each site (three weeks in the Bronx, and four or five weeks in Brooklyn) is reflected in the average number of hours that Corps members (who completed this phase) were present, as reported by the conveners. As shown in Table 10, Brooklyn Corps members averaged more than 100 hours in this phase, while Bronx participants averaged in the 66-80 hour range.

**Table 10 –Hours Present in Phase 1 by Site and Cohort**  
(for participants who completed Phase 1)

Phase 1	Cohort 1	Cohort 2	Cohort 3	Cohort 4
<b>Brooklyn</b>	(n=32)	(n=29)	(n=28)	(n=33)
Average Number of Hours	124.8	112.3	109.3	109.7
Range	86-173	26-140	18-135	28-140
<b>Bronx</b>	(n=31)	(n=23)	(n=30)	(n=29)
Average Number of Hours	75.3	80.4	66	74.9
Range	12.5-91	56-91	23-91	14-91

Source: Convener databases.

Brooklyn Corps members were absent an average of three to four days during Phase 1, while Bronx Corps members averaged about two days absent. Table 11 presents these findings which combine excused and unexcused absences. During Phase 1, Corps members were allowed to be absent from the program in order to obtain needed documents, meet with their parole or probation officer, or follow through with referrals for other services.

**Table 11 –Days Absent in Phase 1 by Site and Cohort<sup>21</sup>**  
(for participants who completed Phase 1)

Phase 1	Cohort 1	Cohort 2	Cohort 3	Cohort 4
<b>Brooklyn</b>	(n=32)	(n=29)	(n=28)	(n=33)
Average Number of Days Absent	3.4	3.29	4.36	n/a
Range	0-8	0-10	1-15	n/a
<b>Bronx</b>	(n=31)	(n=23)	(n=30)	(n=29)
Average Number of Days Absent	2.3	1.9	2.7	2.1
Range	1-5	1-5	1-10	1-5

Source: Convener databases.

Performance targets were set by the College and the sites were monitored against these targets. The performance of the sites against these targets is presented at the end of Chapter IX on Program Completion and Post-Program Placement.

<sup>21</sup> Program engagement indicators such as attendance will be evaluated to determine their effect on program outcomes as part of the outcome evaluation.

## VI. Phase 2: Community Benefit Service Projects

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The second phase of the NYC Justice Corps program – Community Benefit Service Projects – has several goals. It is intended to provide Corps members with opportunities to learn to work together as a group, to learn and practice skills that would prepare them for jobs, to reconnect with other community residents, and to give back to and create a visible, tangible benefit to their communities.

This component of the NYC Justice Corps program was completely new to the conveners and, although the technical aspects of estimating the work and resources needed were well within the capacity of I-CEO (as they needed these skills for their own programs), the process of involving the youth and the community in decision-making was new to them as well. To guide this process and ensure that the projects and process adhered to the program model, the College and DOC worked closely with I-CEO and the conveners to develop a variety of materials, including a proposal form to describe the goals, cost and benefits of the project; a project selection rubric and scoring guide; and guidelines for managing community advisory boards which had a key role to play in this process. These materials were first developed in the fall of 2008 and updated in April, 2009 after each site had already worked with two cohorts.

Projects were expected to meet an unmet and valued community need; be visible, meaningful, and have a lasting impact; provide skills to participants, be achievable, and be environmentally sound. Changes to the guidelines that were made in the Spring included specifying project costs, formalizing project approval by I-CEO, and defining adequate supervision (a recommended ratio of no more than 10 participants to 1 staff member). The proposal form was revised to conform to these new criteria. The final criteria for acceptable projects included the following:

- Project costs should range between \$3,000 and \$5,000 per project or less with a maximum of three projects per cohort<sup>22</sup>
- Must meet Scope of Work criteria
  - They should fill an unmet and valued community need;
  - Have an educational dimension, apply service learning principles, and provide introductory skills training;
  - Provide long-term benefits to the community;
  - Be environmentally sound;
  - Should not displace, but supplement, other Convener Contractor's staff or the staff of other organizations; and
  - Be visible, tangible, meaningful and achievable;
- Work can't benefit host organization;
- Within target Zip Codes (priority and adjacent);
- Must be endorsed by community advisory boards; and
- Brief rubric/narrative to assess and prioritize projects.

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<sup>22</sup> Initially this criterion was stated as: *can't spend more than 50% of the start-up funds for CBSP supplies on the first two cohorts.*

Program contract documents indicated that participants should be placed in projects for a minimum of three months, and the ability to complete a project within one cohort cycle also was included as a consideration in proposed projects. Over time, some projects were so large in scale that they overlapped multiple cohorts; in these instances, conveners were responsible for including achievable milestones for cohorts to meet by the end of the three months.

Another notable change was the inclusion of social service projects, a change that came about from the Bronx site's identification of these types of opportunities as well as some Corps members' interest in acquiring different sets of skills. The new policy stated, "Recognizing certain social service projects may offer powerful service learning opportunities for Corps members, Conveners may consider social service projects as community benefit service projects in the community such as volunteering at an afterschool center, a senior center, or a soup kitchen)..." The policy also discussed supervision of such projects and the need to conduct a risk assessment of such projects. As with all other projects, social service projects had to offer substantive opportunities for Corps members to develop life and employment skills, appropriately engage Corps members, and be achievable with clearly identified goals.

As outlined in the convener contracts, community benefit service projects were expected to be identified by the convener organizations with the input and support of the community, while ensuring that program participants had input into the design and execution of the projects. After the visit to the New Orleans Corps Network site, in which TCN highlighted the importance of participant decisions and choice in projects as a means of empowering and engaging the youth, the program emphasized this aspect of participant involvement. This meant that decisions about projects had to wait for participants to be enrolled and prepared, yet it was also expected that conveners have projects ready for Corps members to work on when they reached this phase.

Corps members at both sites spent time starting in Phase 1 exploring their communities and identifying potential projects for review by the Community Advisory Boards and I-CEO. Each convener took essentially the same approach to planning for projects, but BSRC staff initially solicited written applications from community organizations to identify potential projects, while this strategy was not used in the Bronx. In Brooklyn, Corps members interviewed organizations and residents of the community; Community Advisory Board members also identified potential projects. Several projects were identified early on. Teams of participants reviewed the scope of the projects, selected projects for presentation to the advisory board, and made presentations to the advisory board.

**Preparation for Projects (Bronx, Cohort 3)**

Presentations of CBSP proposals were conducted by Cohort 3 members at the Community Advisory Meeting. The forum provided participants the opportunity to present their conceptual ideas to the board and additional community members in the audience. In response, they were given valuable critique by board members as each proposal was appraised in turn. Within the context of a reminder by staff that CBSPs are to be "*visible, achievable and teaching valuable skills,*" four teams of participants described projects ranging from the renovation of a local Police Athletic League center to a school outreach program where participants would act as role models and educate on topics such as teen pregnancy and prevention. Members of the CAB were pleased by the effort that some of the teams had made, especially how they planned to capitalize on each other's skills and experiences.

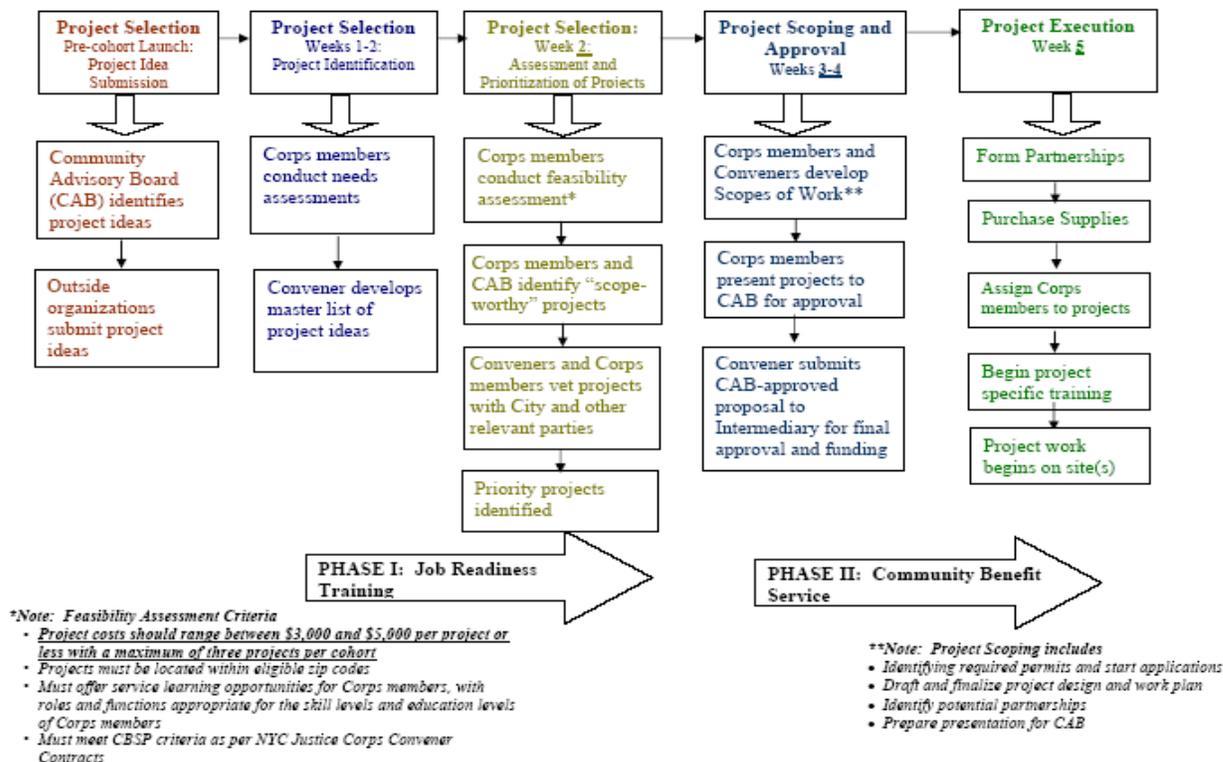
In the Bronx, teams of participants conducted Internet research and community walk-throughs, but the first project identified turned out to be larger in scope than was feasible within the time available, and also could not be accomplished during the winter months. The process of identifying additional projects continued, but the site needed to provide alternate activities for Cohort 1 members. Staff identified one-day community service activities that involved helping out in food pantries and senior citizen centers that were deemed important in their own right and that provided an opportunity for participants to learn about different kinds of services in their community. As Phipps staff realized that the process was taking too long, that projects needed to be scoped and ready for Corps members earlier in this phase, as they learned more about the types of projects that were feasible, and developed relationships with other community organizations, the process became more efficient. By the time the Bronx Cohort 2 was ready for this phase, the projects were better defined. By Cohort 3, the CAB, whose membership had changed by this time, had become more involved with the identification of projects, and in collaboration with program staff, had developed lists of projects that the members could choose from to present to the board. Corps members still researched and presented projects, but staff had a better understanding of this phase of the program and about the types of projects that were feasible and could provide more guidance to participants.

Mid-year through the program, both sites had better understanding of what was needed to implement this phase of the program. They had a pipeline of projects for Corps members to engage in and they also understood that they needed projects that could be done indoors in case of inclement weather. The Bronx also streamlined the process by which Corps members prepared and presented their projects to the CAB.

Figure 9 presents the selection and approval flow chart for the NYC Justice Corps Community Benefit Service Projects. The figure shows that in April 2009 the amount of time allocated to project planning was reduced from six to five weeks, with project selection occurring in the second week instead of waiting to week 3, and project scoping and approval occurring in the third and fourth week instead of weeks 4 and 5. Project execution was to occur in week 5, one week earlier than initially planned. However, it should be noted that the initial weeks in this process were to occur as part of job readiness training in Phase 1. In reality, the boundary between these phases was fluid and shifted as the program developed and depending on how quickly projects could be developed and executed.

**Figure 9 – Community Benefit Service Project Selection and Approval Flow Chart**

**NYC JUSTICE CORPS COMMUNITY BENEFIT SERVICE PROJECTS SELECTION AND APPROVAL PROCESS FLOW CHART UPDATED**  
*(Changes are underlined> and in **bold font** for easy visibility)*



Version: April 2009

Staff at both convener sites identified the Community Benefit Service Project phase as an effective component of the program because it has created community awareness, helped community partners, and provided an opportunity for participants to give back to their community. There were challenges, however, including keeping members occupied until projects could be started or when inclement weather prevented work on an outside project, and managing Corps members’ expectations as staff were working out the details.

As staff at both sites further developed this phase, these challenges were addressed. As staff understood better what this phase would entail, they were better able to communicate with members about the projects and anticipate the disappointments that arose when a Corps member’s project was not selected. Alternate activities were developed to fill the gap between the phases and more projects were developed for participants to work on if there was bad weather, or a project was determined not to be feasible, or if there were other delays.

Another challenge was structural and resulted from an overlap of cohorts in the program schedule. Although there was an overlap in other phases, it had the most impact on phase 2 which required a sufficient amount of project work to occupy members of more than one cohort and enough staff for adequate supervision. Negotiating group dynamics of the different cohorts

and teams within cohorts was an added pressure. At the Bronx site, which had less flexibility in adjusting schedules because of having to serve five cohorts during the year, the overlap ranged from three to five weeks, most of which impacted Phase 2. The Brooklyn site, serving only four cohorts this year, had a similar overlap during Cohorts 1 and 2, but was able to make schedule adjustments that avoided an overlap in Cohorts 3 and 4.

To address the challenge of overlapping cohorts, both sites increased staff supervision, though in different ways. BSRC relied on staff of the organizations hosting the projects (or on a consultant artist in the case of a mural project) to increase the staff to participant ratio, while Phipps hired additional site supervisors. To smooth and improve relationships between the cohorts, Phipps encouraged members of each cohort to help other cohort members complete and/or start new projects. The site also developed activities involving members of the overlapping cohorts. For example, they organized a symbolic “passing of the torch” ceremony in which Cohort 1 members presented their projects and handed off their sweatshirts to Cohort 2.

## The Projects

At the time of this report, the Brooklyn site had developed eight community benefit service projects, while the Bronx had developed eleven. These projects differed in scope and size, thus, the number of projects should not be interpreted as an indicator of effective implementation.

The Brooklyn projects consisted of:

- restoring the railing around the perimeter of Von King Park;
- painting and renovating the fourth floor of the Bedford Stuyvesant Multi-Service Center, a City-owned building that houses various non-profit agencies that provide services to Brooklyn residents;
- beautifying and renovating the New Bedford Stuyvesant Boxing Center;<sup>23</sup>
- renovating an apartment and areas of building maintenance at four housing facilities operated by the Black Veterans for Social Justice organization;
- beautifying two city blocks, including renovation of a community garden, graffiti removal at seven locations, and weatherization of 25 nearby homes;
- renovating and installing furniture at the Tompkins Residents Association office; and
- repairing and beautifying the Magnolia Tree Earth Center including the meeting room, garden, basement, and stairs; and
- removing graffiti from the Bed-Stuy Gateway Business District.<sup>24</sup>

In the Bronx, projects consisted of:

- restoring a zone of Crotona Park (2 projects);
- restoring rooms in a family shelter as well as landscaping the grounds;
- courtyard clean-up and painting at the William Hodson Senior Center;
- repainting areas of the Claremont Neighborhood Center, replacing lounge floorboards, and creating two murals at the space (2 projects);
- re-plastering and painting a room at the Betances Senior Center;

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<sup>23</sup>This project was found to be too extensive (and expensive) and the project was terminated after the first task, restoration of a gate, was completed.

<sup>24</sup>This project had not yet been implemented; the application was resubmitted for Cohort 4.

- replacing the floor and building a stage in the basement of the Police Athletic League, as well as repainting the basketball courts;
- refurbishing the security gates at Iglesia Adventista;
- painting a hopscotch area and “mile markers” for walkers in the courtyard of Women’s Housing and Economic Development Corporation’s new housing – Intervale Green – in support of a health and fitness campaign; and
- creating three gardens in an open space at the Melrose Houses.<sup>25</sup>

### *Brooklyn Projects*

**Railing Restoration at H. Von King Cultural Arts Center:** The railing restoration project included Cohort 1 painting the iron railing around the 951 square foot area of Tompkins Park. The old paint was stripped and new, lead-free black enamel was painted onto the railings as part of the beautification of the area.

**Bedford Stuyvesant Multi-service Center:** The fourth floor of the Bedford Stuyvesant Multi-service Center was the site for this restoration project and included tasks such as removing carpeting and light fixtures, installing floor tile, painting walls, and installing a drop ceiling so that the space could be rented to various community-based organizations. Cohort 1 members learned skills associated with all tasks from the Center’s experienced maintenance staff.

**Multi-service Center Project**  
**(Brooklyn Cohort 1)**

During the observation at the Bedford Stuyvesant Multi-service Center, 15 Cohort 1 participants were involved with installing wiring and lighting in the newly constructed ceilings of the fourth floor and assisting each other on ladders. Others were preparing construction materials for the floor tile replacement as the next step of the project. Participants already had painted and installed an “Exit” sign near the doorway. An electrician teacher, construction and demolition teacher, and construction site manager were present to supervise and provide guidance on the various tasks.

**Black Veterans for Social Justice/HPD Housing Project:** Corps members at the Black Veterans for Social Justice (BVSJ) project worked to renovate the apartments at four nearby housing facilities by painting the hallways and vacant apartments, as well as ensuring that various heating and electrical systems were functional. Through training and supervision from BVSJ staff, Cohort 2 participants may become certified in areas of painting, carpentry, boiler and sprinkler functioning, along with other areas of building maintenance.

**Tompkins Residents Association:** The Tompkins Residents Association (TRA) provides various services to Tompkins Housing residents including tax preparation, referrals to social services, and residents’ rights advocacy. Cohort 2 participants renovated the TRA office to allow them to expand their services and operate more efficiently. The space was plastered and painted, and eight donated cubicles were installed.

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<sup>25</sup>At the time of this report, this project had not started.

**Weatherization and Beautification Project:** The project focused on two city blocks and included graffiti removal at seven locations, community garden renovation, and the weatherization of 25 homes whose owners have been approved for benefits under the federal Weatherization Assistance Program, a program designed to reduce energy bills by making homes more energy efficient. Through a partnership with a local landscaping business, Cohort 3 participants learned how to design and renovate a garden that can be used to grow produce by community residents. Another group of Cohort 3 participants completed a mural on a wall of the garden that depicted scenes from the community. For the weatherization project, Corps members will install weather-stripping, water-saving showerheads, and pipe insulation.

**Beautification Project (Brooklyn Cohort 3)**

This project was renovated by 15-20 Cohort 3 members. One team worked on tasks such as laying down cement for the picnic area, preparing the soil for planting, and refurbishing the garden plots and planters. A second team painted a vibrant mural showing a community barbeque and a subway train with “Justice Corps” written along its side. Participants reported using various tools in their work and collaborated on the identification of project tasks. Participants were enthusiastic about and eagerly discussed the transformation of the garden, noting as well the particular dedication of the site supervisor who had to orchestrate extended weekend hours on this project.

**Magnolia Tree Earth Center:** The Magnolia Tree Earth Center helps to foster urban beautification efforts and environmental awareness among Bedford-Stuyvesant residents. Cohort 4 Corps members repaired the meeting room, art gallery, basement, kitchen, stairwells and hallways at the Center. Participants also worked to beautify the community garden at the site.

***Bronx Projects***

**The Next Step Initiative:** Cohort 1 Corps members renovated the rooms at the Morris Family Shelter; they replaced furniture, painted and performed other clean-up tasks. Between projects, participants also restored the courtyard areas. The work of the Corps members decreased the time families needed to wait to move into the shelter, which would help to decrease homelessness in the community. On this project, Corps members learned about the shelter system, and learned skills in painting, plastering, furniture repair, landscaping from the shelter staff.

**Crotona-Zone Five Winter Renovation:** The Crotona Park project included preparing “Area 5” for planting and to prevent erosion, building a fence around newly installed flowerbeds, and other maintenance activities including graffiti and garbage removal. Additional projects for these Cohort 1 and 2 participants included painting the inside of the pool house and raking leaves.

**William Hodson Senior Center Redevelopment:** Cohort 1 and 2 participants completed a large clean-up project in the courtyard of the senior center which was filled with debris from adjacent apartment buildings. The project also included refurbishment of the stage area in the center, and repainting the entire auditorium. Through this work, participants gained skills in painting and flooring techniques, learned about the health and environmental consequences of littering, and reconnected with elderly residents of the community.

**Claremont Neighborhood Center:** At the Claremont Neighborhood Center, Cohort 2 participants repainted the upstairs rooms, basement, cafeteria, and gym walls. Cohorts 3 and 4

completed murals in the gym and cafeteria which showed scenes that reflect the community. Each project focused on teaching skills related to carpentry and maintenance. The project intended to make the center more inviting and to provide a long overdue revitalization.

**Betances Senior Center Renovation:** At the Betances Senior Center, Cohort 2 participants focused on the sewing room to repair water damage and repaint the ceilings to provide a more uplifting color scheme. Skills learned include priming, painting, and plaster repair.

**Iglesia Adventista-Cosmetic Renovation:** Cohort 3 participants working on this project focused on refurbishing three exterior security gates by removing rust and old paint and repainting them, along with the surfaces around the gates and entryway. A new partition was installed and painted in the basement in preparation for a community food pantry space. The skills taught in this project were painting, cleaning, carpentry, and demolition.

**Police Athletic League/Webster-Giannone Center:**

The gymnasium and recreation room at the Police Athletic League were the focus of the work of Cohort 3 and 4 participants at this site. Participants cleaned out the basement, dismantled an unused boxing ring, and repainted the walls. The floor was completely replaced and a dance stage was constructed for use by youth programs at the site. The next goal was to paint the walls of the upstairs basketball court and replace two of the basketball hoops. After the project's completion, it was hoped that participants will become involved with youth who attend the center as basketball coaches or tutors.

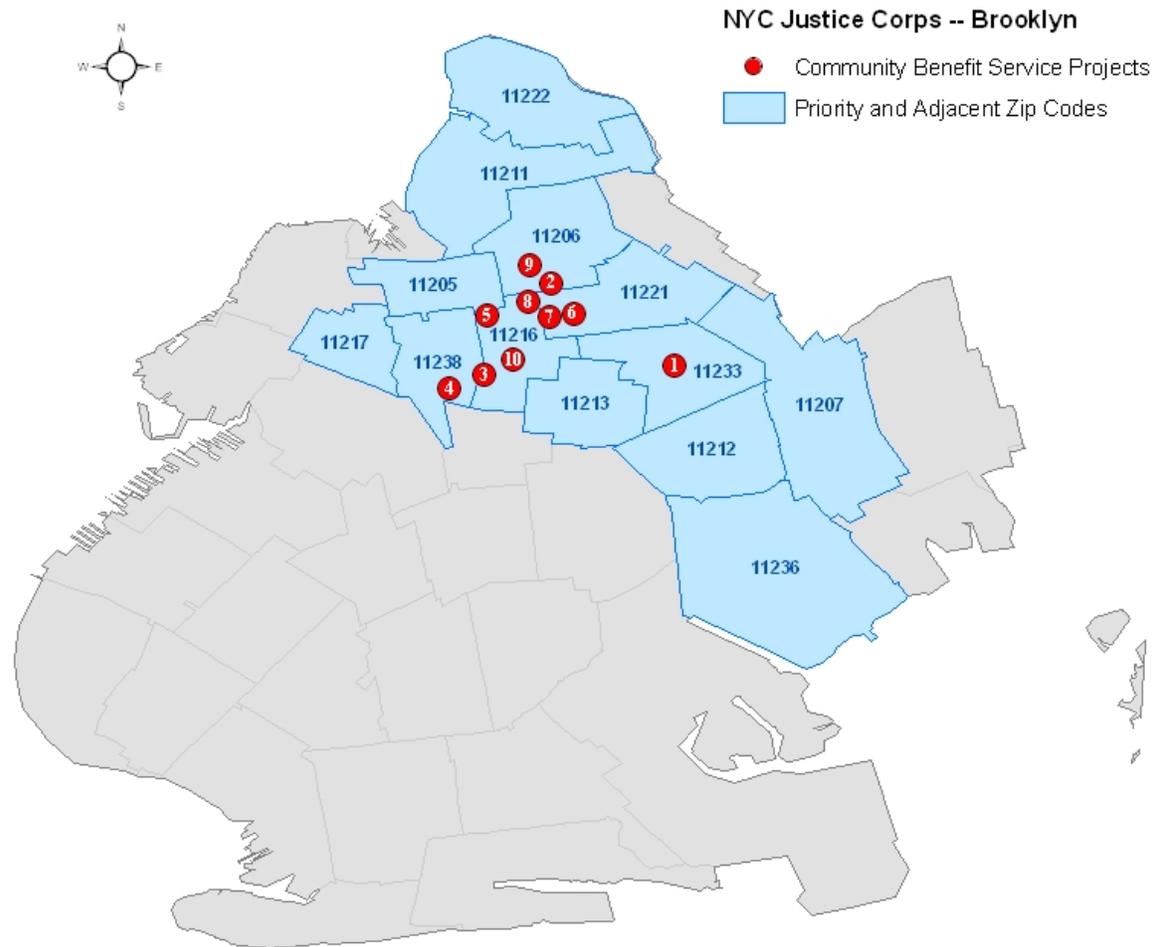
*PAL Project (Bronx Cohorts 3 and 4)*  
The project observed was located at the PAL site where five Corps members (Cohort 4) were working to re-tile the basement floor. The project was started by six members of Cohort 3 who deconstructed and removed the boxing ring and flooring. Next steps for the project included clearing out the basement space of old furniture and materials, and constructing a dance stage and theater space to hold performances for youth who attend PAL. (The room already had a mirrored wall and ballet dance bar.) Cohort 3 participants had already painted the walls of the upstairs basketball court and stage area. At the time of the observation, the site supervisor and two PAL staff demonstrated to members how to lay the floor tiles.

**Crotona Park:** The initial project for Team “Green Scene” participants of Cohort 3 was to complete a proposal by Cohort 1 to repaint a basketball court and playground area of the park. The next project was to design and prepare soil for new flowerbeds by the Tennis House, in collaboration with the park’s gardeners. Sprinklers and fences around the new flowerbeds will also be installed. All projects were intended to make the urban garden more welcoming for families to enjoy and to develop a relationship that may allow the park to serve as an internship site in the future.

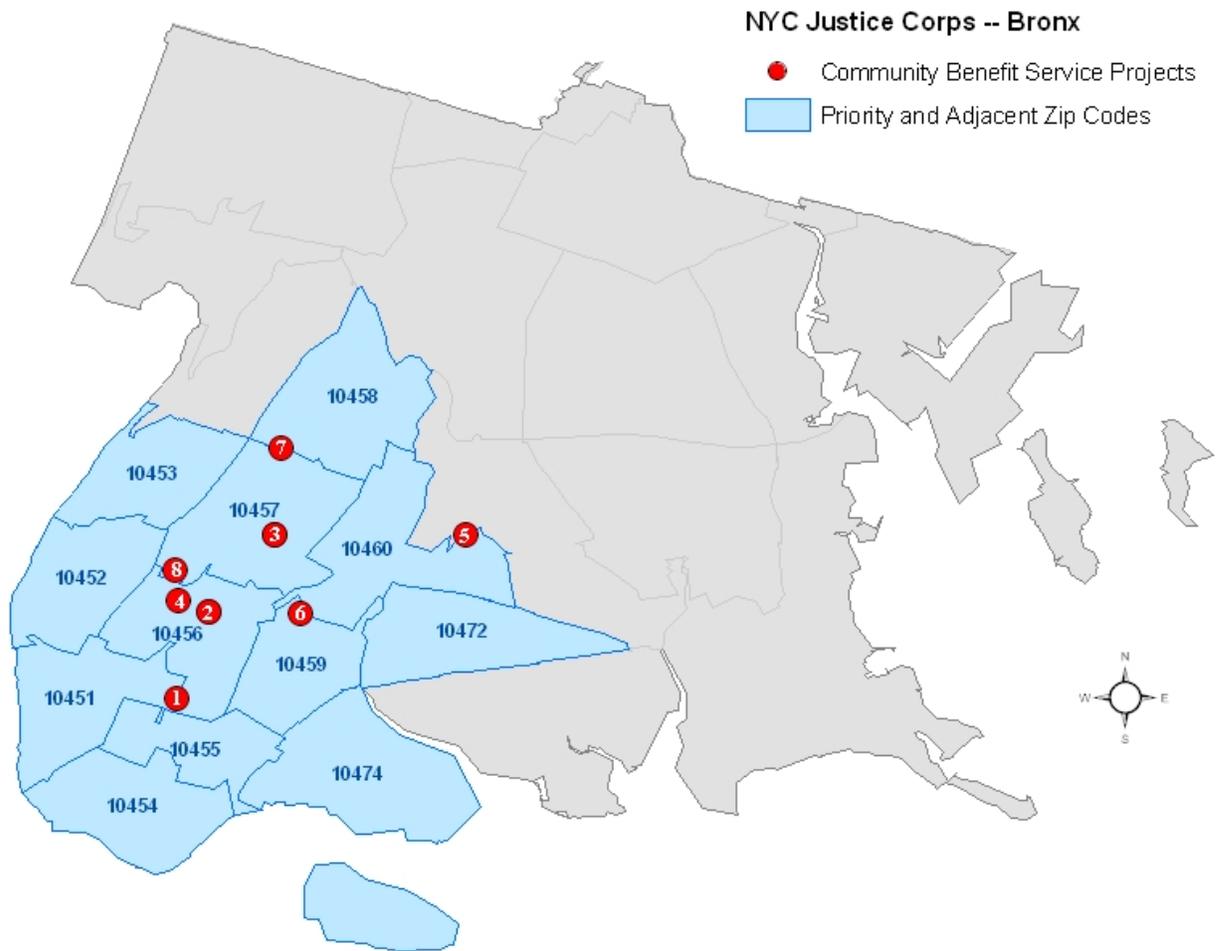
**Intervale Green/WHEDCo:** Cohort 4 participants worked with the staff of Women’s Housing and Economic Development Corporation on their new energy efficient low-income housing project, Intervale Green. The tasks were focused on health and fitness campaign as Corps members painted a hopscotch area in the courtyard and marked lap distance indicators. Participants also learned about the aspect of “green” living that were incorporated into the building and functioning of the building.

**Mural at Claremont Neighborhood Center:** Renovations at the Claremont Neighborhood Center took place in the cafeteria/lounge area that is used as a common meeting space for community-based organization and children's programs. The walls were repainted, floorboards replaced, and a large scale mural was designed for one wall. Cohort 4 members were trained in painting, scraping, and baseboard installation.

The location of these projects is presented on the following maps for each borough.



ID	COMMUNITY BENEFIT SERVICE PROJECTS
1	Bedford Stuyvesant Multi-Service Center
2	Black Veterans for Social Justice/ HPD Housing Project
3	Black Veterans for Social Justice/ HPD Housing Project
4	Black Veterans for Social Justice/ HPD Housing Project
5	Black Veterans for Social Justice/ HPD Housing Project
6	Graffiti Removal on the Bed-Stuy Gateway Business District
7	Magnolia Tree Earth Center
8	Railing Restoration at H. Von King Cultural Arts Center
9	Tompkins Residents Association
10	Weatherization and Beautification Project



ID	COMMUNITY BENEFIT SERVICE PROJECTS
1	Betances Senior Center Renovation
2	Claremont Neighborhood Center (2 Projects)
3	Crotona Park (2 Projects)
4	Hodson Senior Citizen Center Redevelopment
5	Iglesia Adventista
6	Intervale Green / WHEDCo
7	P.A.L. Renovation
8	The Next Step Initiative

## Corps Members' Project Participation

Data were provided on the number of projects Corps members were assigned to work on, the types of projects they worked on, and the amount of time they spent. These aspects of the phase are presented below, followed by a discussion of what the Corps members and community stakeholders said (in focus groups and interviews) about these projects, about the benefits to Corps members, and about the benefit to the communities.

In Brooklyn, where projects tended to be bigger in scope and longer, most participants worked on only one project. In contrast, Bronx Corps members were more likely to work on more than one project, and some members of Bronx Cohort 3 worked on as many as three projects (Figure 10).

**Figure 10 – Number of Projects Per Corps Member, by Site and Cohort**  
(for participants that worked on at least one project)



Source: Convener databases. Percentages are based on participants that worked on at least one project.

Table 12 presents the different types of projects the Corps Members worked on, based on categories developed by Metis from activities reported in the conveners' databases. The largest percentages of Corps members worked on projects that involved manual labor, including maintenance, construction, and revitalization/restoration activities. Others worked on landscaping (both its design and implementation) and creative endeavors such as the neighborhood murals. Some Bronx participants in each cohort worked in food services and a few from Cohort 3 did office or social service work.

**Table 12 – Corps Members’ Participation in Types of Project Tasks by Site and Cohort**  
*(for participants that completed Phase 1)*

Types of Tasks <sup>a</sup>	Brooklyn			Bronx		
	Cohort 1 (n=32)	Cohort 2 (n=29)	Cohort 3 (n=28)	Cohort 1 (n=31)	Cohort 2 (n=23)	Cohort 3 (n=30)
Construction	25%	55.2%	17.9%	-	-	16.7%
Maintenance	34.4%	48.3%	-	77.4%	95.7%	60%
Food Service (e.g., prep, waiter, food pantry, host)	-	-	-	32.3%	21.7%	13.3%
Office (e.g., clerical, reception)	-	-	-	-	-	3.3%
Social Service Project	-	-	-	-	-	13.3%
Revitalization (BSRC)/Park Restoration (Phipps)	-	-	57.1%	22.6%	-	30%
Creative Services (Mural)	3.1%	-	25%	-	4.3%	26.7%
Landscaping	43.8%	3.4%	10.7%	-	-	30%

Multiple responses reported. <sup>a</sup>Project types developed by Metis from details reported in convener databases; “social services project” from Phipps database; revitalization includes demolition and weatherization; park restoration includes landscaping, graffiti removal, construction, and gardening.

### *Perspectives on Corps Members’ Participation on Projects*

Interviews with program staff indicated that the tasks involved in these projects provided opportunities for participants to learn how to use various equipment, trade skills (painting techniques), as well as seemingly elementary skills such as knowing when to change the water when mopping floors. Many participants were described as wanting and willing to work, although some were said to be disruptive and unprepared (not wearing appropriate uniforms and boots), and had “attitudes.”

Focus group participants provided a lot of feedback about their involvement in the Community Benefit Services Projects. There was agreement across the sites about the benefit of the planning process, but also different perspectives on the projects themselves or how they were implemented.

*“You get to see a lot of different personalities and attitudes at the same time. Personally, it helped me learn about a lot of different attitudes.”*

*“Different people came together with different personalities; we’re still cohesive.”*

- Bronx Cohort 1 participants

Most Bronx focus group participants (Cohort 2) found the planning process helpful in team-building, and that knowing each other enabled the groups to work well together. Most Brooklyn focus group participants (Cohort 1) agreed that researching and canvassing the community showed them how to work as a team. Two of these participants were particularly

impressed with what they learned about BSRC itself and about the surrounding community that they had not known.

Focus group respondents from both sites gave positive feedback about their work preparing for the presentation of their projects to the CABs, such as putting together a proposal, learning useful presentation skills, preparing a PowerPoint, and speaking before a panel. The seriousness

of the effort was recognized however, as Brooklyn Cohort 1 participants described the experience as “scary” or “nerve-racking,” with one of these youth commenting:

*“To prepare the presentation, I can’t really speak too much on that, but it was hard. It was hard. It’s the whole thing, the introduction. It’s just speaking, period. You’re speaking to people like they’re gonna...they’re financing the project, but they’re putting money, they got to approve it, so it was intimidating. You don’t want to say the wrong thing...you could think you said something good but to them, I mean, they think you said something good, but you’re thinking to yourself, ‘Damn, I messed up, I shouldn’t have said that.’”*

There were frustrations from participants at both convener sites about the approval process and the fact that some of their projects had not been selected, frustrations which convener staff acknowledged having to learn how to manage better with successive cohorts. Some Brooklyn participants perceived this as an indication of disorganization within the program. “*We didn’t have the supplies and we started late already. So it was pressure from the start.*” Similarly, one Phipps Cohort 3 participant felt that the timeframe to complete the projects was too short, and that his project started a month and a half into this phase due to the long approval process and weather delays. Convener staff were aware of these concerns and have worked with I-CEO to shorten the timeline for approval as well as develop projects that offer indoor as well as outdoor work.

Some groups were nevertheless pleased with the alternative projects that they were assigned, but many comments still reflected the participants’ desire to carry out their own project. For example, a Cohort 1 group was not happy with raking leaves in the park when they had wanted to create a mural. Two Brooklyn Cohort 2 participants did not mind the work they were doing but were unhappy that they were not working on the project they had researched. A few focus group participants also felt that they were doing the work of the host organization’s staff (clearing apartments of furniture and appliances) rather than the skills they had expected to learn (installing sheetrock).

Overall, Bronx participants appreciated that their project would have longevity in the community and that the work would be attributed to NYC Justice Corps members. One Bronx Cohort 2 participant described the value of the group’s work to the community as, “*Like a rose blooms not to show off, but people walk by and say it’s a beautiful rose.*” Another Bronx Cohort 3 participant was impressed with the improvement he saw at his site and felt that the community appreciated the progress that had been made. Brooklyn focus group participants described how they had learned carpentry and electrician’s skills, and how to install drop ceilings and frame walls at the Multi-Service Center.

*“I can’t believe we’re learning how to do stuff like that. They really let us do all the work, so like if we look at it, we can say, ‘We really did this.’”*

At Von King Park, “*we painted the rails, we emptied garbage cans, raked leaves, moved furniture inside the park...we also learned how to buff floors...so we received a certificate for that as well, so the experience was pretty good.*”

- Brooklyn Cohort 1 participants

*“They gave us like an area to scope, certain areas to walk around in, and then like, certain people would see certain things that they would want to fix like a yard or something like an abandoned building, or they see like a business that they might want to help out. And then we just took it from there, like asked questions about whether they would need any help or anything.”*

*“They gave us a whole pamphlet and you had to learn the history and the statistics and stuff in the community, and like certain stuff I learned that I didn’t know-all the program and all the historical places in Bed-Stuy, and like how the Restoration was created and stuff like that...”*

*“I only knew about my area. I only knew about Bed Stuy. But only a little bit of Bed Stuy. I never knew about as many opportunities...I walked by Restoration so many times and never knew what was in here.”*

- Brooklyn Cohort 2 participants

While most of the opinions about the value of the construction project were very positive, there was an individual viewpoint expressed by one female participant in a single focus group who was not interested in construction and who believed that there should be other acceptable ways to give back to the community, for example, by working in a soup kitchen. This participant expressed that community service in a soup kitchen should be considered a legitimate community benefit service project since one could learn cooking skills. Her comment raises an issue about how projects have been defined in terms of being tangible and providing long-term benefits to the community. The data indicate that the large majority of projects met these criteria but a few may not have. It also raises, however, a separate issue about the extent to which the types of projects should reflect the desires or interests of Corps members.

### ***Community Stakeholders’ Perspectives on Corps Members’ Project Participation***

Of the 18 community stakeholders interviewed, 13 were familiar with the community benefit service projects, including six of the nine Brooklyn respondents and seven of the nine Bronx respondents. Among these respondents were organizations hosting a project, CAB members, and internship providers. Predictably, respondents’ knowledge and understanding of the projects varied according to the nature of their relationship to the program. For example, project sponsors possessed extensive knowledge of the projects that have taken place within their own organizations, while CAB members had a more comprehensive understanding of project selection and planning processes.

For the most part, these stakeholders agreed that Corps members may not have been prepared for the work they were expected to complete initially, but they were able to acquire the necessary skills and knowledge as they worked. They attributed this improvement to the Corps members’ positive attitudes: they were *“eager, excited, and enthusiastic,” “willing to learn,”* and *“grateful for the opportunity.”*

The stakeholders also felt that the projects provided positive and rewarding experiences for Corps members. They described the work as *“encouraging”* and *“life-changing”* and identified a number of positive outcomes that they attributed to Corps members’ participation in the projects, including improvements in the following areas: work ethic and professionalism; self-confidence; awareness of the needs of their community; understanding of the impact their actions have on the community. One CAB member articulated the changes he/she observed among Corps members since they began work on their project:

*“From what I’ve seen they have developed skills that they...had but never really used because they didn’t realize that they were that good with those skills. They have developed more knowledge of the needs of their communities and have...learned how to speak for themselves, ask questions, and voice their opinions without feeling like no one is going to listen to them.”*

As previously stated in this report, an important goal of the projects is to provide Corps members with opportunities to actively impact their community in a positive way by addressing unmet and valued community needs. Stakeholders commented on community members’ support for, involvement in, and perception of the projects, and shared their own thoughts on the benefits the work of the Corps members has had within the two communities.

While a few respondents felt the program is too new to have benefitted the community in a substantial way, most agreed that the program has already had a positive impact. One stakeholder commented that the program *“addresses the needs of the community that have not been addressed before. There is a high concentration of young ex-offenders in this community that are unable to obtain work because of their prior convictions...This program has given them a second chance to get a job that, in the past, was not available to them.”* Another stakeholder concurred, noting that the program is *“having a very positive impact. Everyone that comes in contact with it is saying ‘this is great’ instead of having these kids just fend for themselves it’s really putting them to good use.”* One respondent suggested that the program protects community members from becoming victims of crimes that the participants may have committed had they not been in the program. Another predicted that *“the work [of the Corps members] will have a tremendous long-term positive impact on the community.”*

Furthermore, stakeholders reported that residents of Bedford-Stuyvesant and the South Bronx view the projects as a constructive and positive addition to their communities and have been extremely supportive of the work thus far. As one stakeholder commented, *“Those in the community that know about [the projects] are excited about it. People are supportive of anything that can bring a positive change to their community.”* Comments were also provided about community members’ perceptions of the Corps members themselves:

*“[NYC Justice Corps] has had a positive impact on the community’s perception of young people. They are not used to seeing young people in the community working in a productive, positive way.”*

*“The program gives the community more confidence in the youth. These are the youth that, at one time, community members – especially the elderly – were afraid of.”*

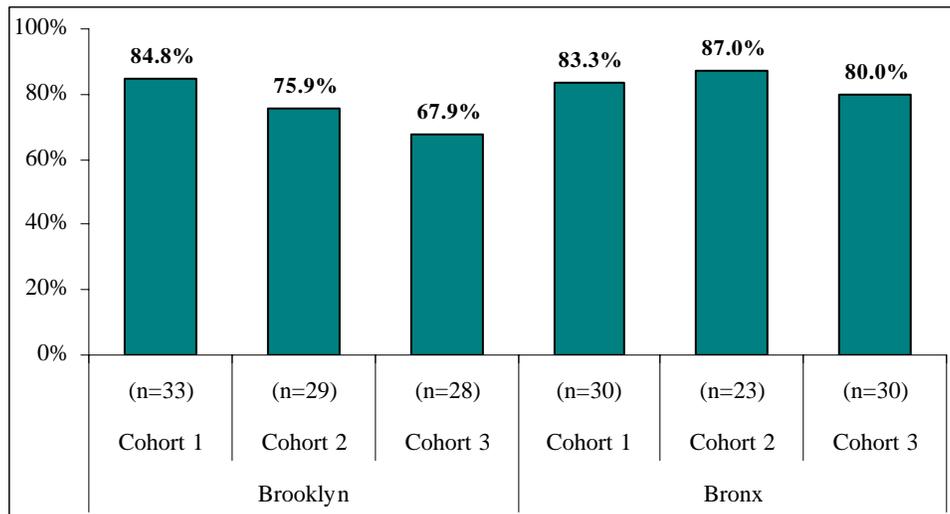
Community stakeholders also identified some of the challenges associated with developing and implementing projects. Several felt that, since NYC Justice Corps was still a relatively new presence within these communities, the conveners should focus on increasing awareness of the program and community projects through outreach and publicity efforts. They also urged conveners and their CABs to be mindful of the size and scope of the proposed projects and to try

to approve projects that Corps members realistically would be able to complete within the allotted time.

## Phase 2 Completion

The majority of Corps members who started the Community Benefit Service Project phase completed it. With the exception of Cohort 3 in Brooklyn, at least 75% of these Corps members completed this phase. The lowest completion rate was for Brooklyn’s Cohort 3 (67.9%) while the highest was for Bronx Cohort 2 (87%), as shown in Figure 11.

**Figure 11 – Percent of Corps Members that Completed Phase 2 by Site and Cohort**  
(for participants who completed Phase 1)



Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

There were some differences by site and cohort in the amount of time spent by Corps members who completed this phase (Tables 13a-13b). While the average number of days ranged from 43 to 52 days, the number of days Bronx members spent in this phase increased with each cohort, while the number of days declined in Brooklyn.

There were also some small differences between the sites when looking at the range of days that Corps members spent. All of the Bronx Corps members spent between 31 and 60 days on projects, while small percentages of Brooklyn Corps members spent either fewer or more days.

**Table 13a – Time Spent by Brooklyn Corps Members in Phase 2 by Cohort**  
*(for participants who completed Phase 2)*

<b>Metrics</b>	<b>Cohort 1 (n=26)</b>	<b>Cohort 2 (n=23)</b>	<b>Cohort 3 (n= 18)</b>
Average Number of Days	51	52	43
Minimum–Maximum Number of Days	39-69	26-65	26-59
# of participants with 30 or fewer days	-	8.7%	22.2%
# of participants with 31-40 days	3.8%	8.7%	16.7%
# of participants with 41-50 days	34.6%	13%	27.8%
# of participants with 51-60 days	53.8%	60.9%	33.3%
# of participants with 61-70 days	7.7%	8.7%	-

Note: The number of days was calculated from hours reported by the convener, based on a 7-hour day.  
 Source: Convener database.

**Table 13b – Time Spent by Bronx Corps Members in Phase 2 by Cohort**  
*(for participants who completed Phase 2)*

<b>Metrics</b>	<b>Cohort 1 (n=26)</b>	<b>Cohort 2 (n=21)</b>	<b>Cohort 3 (n=22)</b>
Average Number of Days	46	49	52
Minimum–Maximum Number of Days	31-57	31-60	40-59
# of participants with 30 or fewer days	-	-	-
# of participants with 31-40 days	30.8%	19.1%	9.1%
# of participants with 41-50 days	38.5%	28.6%	27.3%
# of participants with 51-60 days	30.8%	52.4%	63.6%
# of participants with 61-70 days	-	-	-

Note: The number of days was calculated from hours reported by the convener, based on a 7-hour day.  
 Source: Convener database.

Performance targets were set by the College and the sites were monitored against these targets. The performance of the sites against the targets for Phase 2 is presented at the end of Chapter IX on Program Completion and Post-Program Placement.

## VII. Phase 3: Internships

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After Corps members complete their community benefit service projects, the next phase of the program is internships which are designed to provide participants with an individualized workplace experience, including providing them with an opportunity to expand individual professional networks and world of work experience; develop skills in an identified area of professional interest; develop soft and hard workforce skills; and be exposed to appropriate work environments. It was an acceptable (and positive) outcome, however, for Corps members to move directly into a job, if they were offered one (and this has occurred in a few cases).

Policy guidelines that defined this phase and outlined how conveners should implement internships in order to meet the program's performance-based benchmarks for completion (as well as for graduation, post-Corps placements, and post-Corps retention) were issued by the College in January 2009 and updated the following month. The guidelines focused on ensuring an experience that was individualized, authentic, intensive, and materially different from the CBSP phase. Changes in the guidelines, developed as a result of discussions with the conveners and I-CEO (and in response to issues raised by them) addressed two main areas: principles of practice regarding placing Corps members in internships at organizations that also host a CBSP site; and clarification on how the timing for internship placements and/or post-Corps placements affect Corps members' ability to graduate from the program. The guidelines for internships included the following key provisions:

- The internship phase is “designed to expand Corps members’ individual professional networks and world-of-work experience while developing skills in an identified area of professional interest.”
- Internship placements must be paid, professional opportunities at private, public and non-profit host organizations, with private sector placement preferred.
- Corps members must complete an average of 28-35 hours per week over a six to eight-week period (minimum six weeks).
- Stipends must be comparable to rates provided for participation in the CBSP phase, with \$1 per hour subsidized by the host organization (paid to the convener to offset program costs).
- One day per week or up to seven out of the total 35 hours per week can be used for Corps members to continue their education.
- Corps members may be placed in internships at organizations that are subsidiaries of the conveners provided that the location is separate from the NYC Justice Corps program site, with separate staff. However, no more than six Corps members per cohort, or 20% (whichever is less) may be placed in these situations, and no more than three Corps members per cohort may be placed at any one organization.
- Internship sites should be different from CBSP sites; organizations should not host both unless it can be shown that the responsibilities of interns are different from the Corps members participating in the CBSP.

Lapses between Phase 2 and Phase 3 were highly discouraged and were expected to not exceed one week in order for the program to maintain momentum. While initially, this gap in time was

difficult to fill, by Cohort 3 the conveners incorporated job readiness skills training and other work-readiness activities to fill any time between phases. A recognition that Corps members' need more time to develop their job readiness skills has led to a change to the program model for Year Two in which hours on CBSPs can decrease after nine weeks in order to prepare for internships.

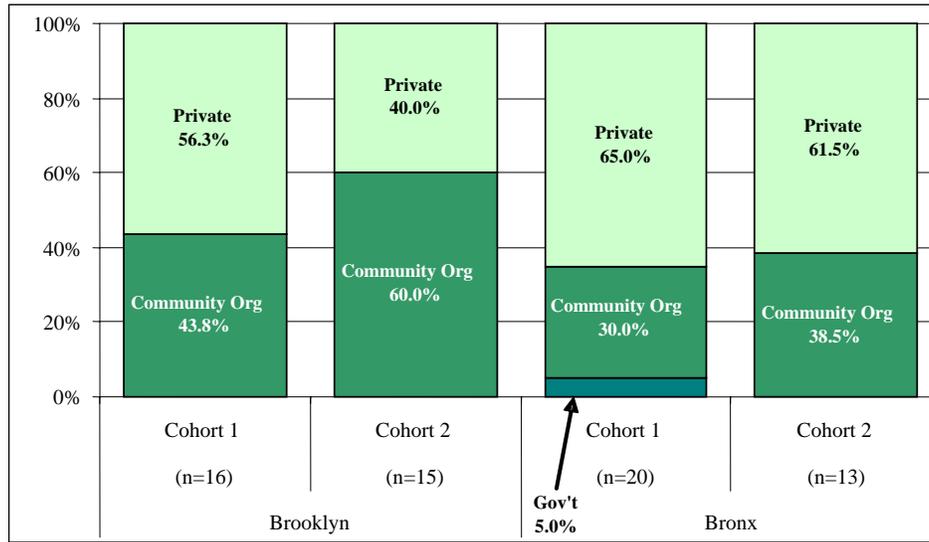
Each convener took essentially the same approach to identifying internship placements, using their internships that matched member's interests and long-term goals. Staff at the Brooklyn site used an explicit strategy of trying to identify internship sites that would turn into permanent job placements based on the premise that internships provided an opportunity for employers to "try out" potential employees.

Both convener sites had staff responsible for identifying internship placements who utilized their contacts in the community and outside the community to support this effort. Phipps employed two job readiness coordinators while BSRC, using its blended staffing model, had the resources of two job developers (one in-kind) and a career coach. While initially, conveners were slow to identify organizations that would take an intern (and be willing to contribute even the minimal amount of funding required), by Cohort 3 both sites reported having more success securing placements. In fact, Phipps staff reported that by Cohort 3 there were more internship slots than interns. Nevertheless, the requirement that internship hosts contribute \$1 per hour toward the participant stipend was viewed as a barrier, especially for government agencies for whom this represented a bureaucratic obstacle. Recognizing the effect of this requirement, the College and DOC have changed the policy for Year Two, and the \$1 contribution will be an option that conveners may use as a strategy to promote buy-in on the part of internship hosts.

A total of 31 Brooklyn Corps members (16 from Cohort 1 and 15 from Cohort 2) were placed in an internship, as were 33 Bronx Corps members (20 from Cohort 1 and 13 from Cohort 2). Private sector placements made up the majority of three of the cohorts. As shown in Figure 12, only Brooklyn's Cohort 2 had a majority of their placements in community organizations.

Private sector placements in the Bronx included painting/decorating and construction firms, while the Brooklyn sites included local small businesses as well as store-front franchises of national for-profit companies. Community organization placements at both sites included internships at the convener organization or their affiliates, as well as other organizations.

**Figure 12 – Auspice of Internship Placement by Site and Cohort**  
(for participants placed in an internship)



Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

The predominant type of work in these internships was construction, maintenance, and office/clerical work (Table 14). Between 20% and 30% of each cohort was placed into office positions as clerical workers primarily.

**Table 14 – Internship Type of Work by Site and Cohort**

Type of Work	Brooklyn		Bronx	
	Cohort 1 (n=16)	Cohort 2 (n=15)	Cohort 1 (n=20)	Cohort 2 (n=13)
Construction	50%	26.7%	55%	53.8%
Maintenance	-	20%	15%	7.7%
Food Service	-	33.3%	-	7.7%
Customer Service	12.5%	-	-	-
Hospitality	6.2%	-	-	-
Office/Clerical	25%	20%	30%	23.1%
Other	-	-	-	-
Not reported	6.2%	-	-	7.7%

Source: Convener databases.

## Corp Members' Perspectives on Internships<sup>26</sup>

Bronx participants in focus groups viewed the internship experience very positively, “*I love mine. They keep me busy all day,*” and felt that the office skills that they learned would be useful in the future. One Cohort 2 participant mentioned that the case managers know what areas each participant is interested in and will work to get you a relevant placement. And while many participants did not have an internship placement at the time of the focus group, one reported that

<sup>26</sup> The participation in evaluation focus groups of Corps members who had an internship experience was limited because they were already off-site.

he was still learning from the process and had gained confidence in how to present himself. Participants without a placement reported that they worked on their resumes or looked for jobs during this time.

Focus group participants from Brooklyn held similar positive views about their internship experience with one participant noting, *“I learned a lot. That’s where I think I learned the most.”* Similar to the Bronx, multiple participants in the Brooklyn focus groups felt that the skills gained during their community benefit service projects had prepared them well for their internship placement, and for future jobs. Participants had placements at sites such as a catering hall or the BSRC art gallery and noted the opportunity to learn about new fields that they may want to pursue further. Others were able to remain at their community benefit service project sites and continue their learning in weatherization or construction skills. Even participants who remained at a CBSP site for their internship felt that the experience was different as now behavior and attendance mattered more.

*“You don’t miss no days in your internship because they going to look at that, and they don’t want [somebody] that’s not coming to work or somebody that’s not working hard.”*

Yet, one participant noted a negative experience where she felt disrespected at her site and asked to be re-located. *“I went in there with a clear head like, okay, I’m going to do this. This will be a great opportunity for me. But, it’s just like, you know, certain people who know that you have a record, they think they can treat you any type of way.”* This feeling was not expressed elsewhere though, and this participant still said that she had learned new people skills and how to act in a professional environment through the experience.

## **Community Stakeholders’ Perspectives on Internships**

Ten of the 18 stakeholders who were interviewed were aware of the program’s internship component (five from each convener organization). Of those ten, four provided internship placements (three from BSRC; one from Phipps). Respondents also included CBSP sponsors, CAB members, and probation officers.

These stakeholders felt that Corps members entered into their placements with a certain level of preparedness. This is most likely due to the fact that they were matched to internships based on pre-established criteria, which varied across placement sites. According to respondents, internship providers had specific criteria for selecting interns, which included motivation, personal interests, work experience, literacy level, and/or success in the NYC Justice Corps. One respondent, who has been a CBSP sponsor as well as an internship provider, felt it was advantageous to sponsor a CBSP prior to the selection of interns because they were able to get to know the Corps members and the quality of their work, which allowed them to match the youth to internships according to their strengths and interests.

Overall, respondents expressed satisfaction with the internships and acknowledged some of the successful outcomes they have witnessed. One stakeholder felt the experience *“helps participants learn money management, allows them to make a fair, legal dollar, and may lead to them consider higher education.”* Similar statements were made by others, including the following:

*“[The NYC Justice Corps interns] have gained knowledge and experience...they have had the opportunity to interact closely with professionals and clients. They have become more responsible and learned workplace protocol [such as] getting to work on time and dressing appropriately for the workplace. Overall, they have matured.”*

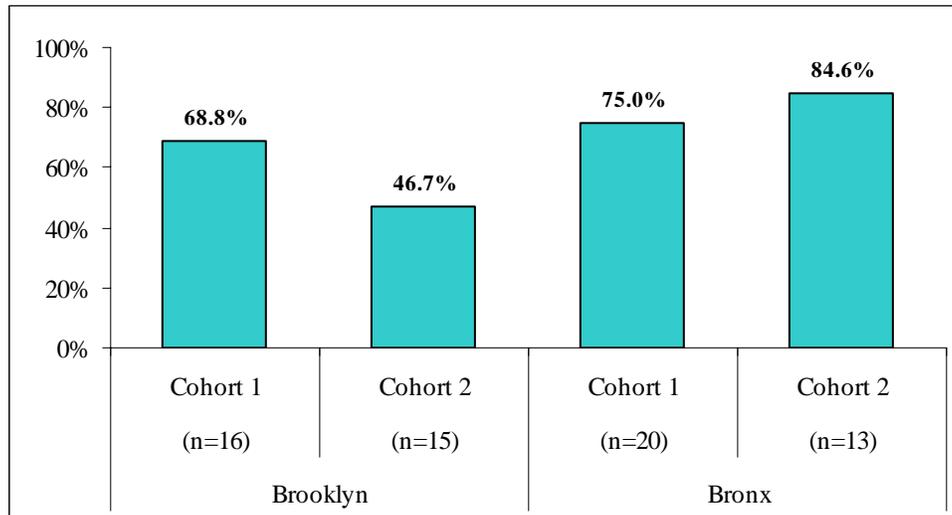
*“[Our NYC Justice Corps intern] has become more motivated. At the beginning of the internship, this participant told me that [he/she] was a hands-on person and was not going to go to college. Three weeks into the internship, [the intern] decided [he/she] wants to go to college and now has plans to take the GED. [This Corps member] has turned a personal corner.”*

While the stakeholders who were interviewed believe that the internships have been successful so far, and were generally pleased with the number of placements that were made in the early stages of the program, some noted that it has been a challenge to find businesses within the Bedford-Stuyvesant and South Bronx communities that possess the resources to supplement an internship. (It should be noted that internship placements did not need to be in the target communities and, in fact, the College encouraged the development of internships throughout the metropolitan area.) The current economic downturn that has reduced the number of job openings and increased the number of unemployed, is an added challenge. However, they believed that as more people in the community become aware of the NYC Justice Corps program, opportunities for internships will expand, which will benefit both the participants and the community.

### **Phase 3 Completion**

With the exception of Cohort 2 in Brooklyn, the majority of Corps members that were placed in an internship completed it (Figure 13). This placement rate reached a high (84.6%) among the members of Bronx Cohort 2.

**Figure 13 –Percent of Participants Placed that Completed Internships by Site and Cohort**  
*(for participants placed in an internship)*

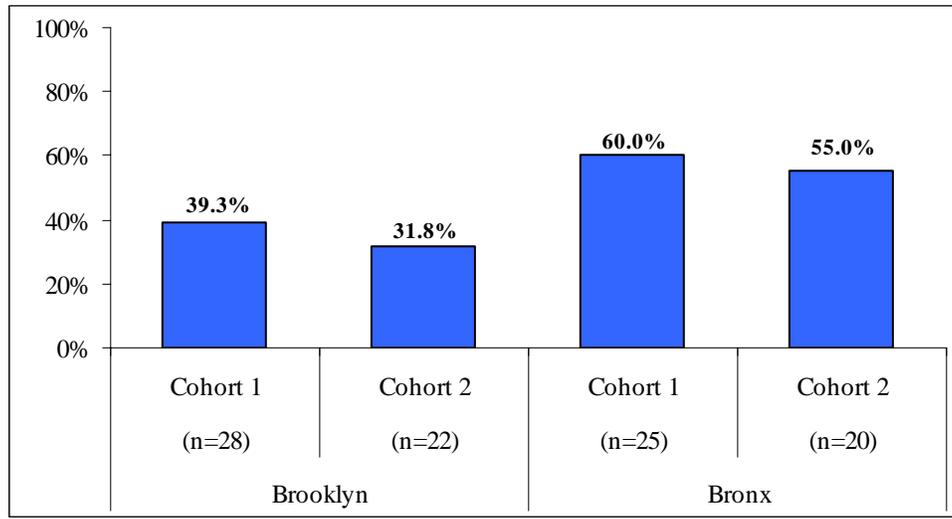


Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

A different type of metric regarding internships is presented in Figure 14. This table presents the percentage of participants that completed an internship based on those who had completed the previous phase, not just those placed in an internship. Using this metric, more than half of the Bronx participants who completed the previous phase also completed this phase of the program. The comparable percentage for Brooklyn participants was about one-third (39.3% for Cohort 1 and 31.8% for Cohort 2).

It should be noted, however, that it was an acceptable outcome for Corps members to move from community benefit projects directly to job placement, and this was a specific strategy used by BSRC. Thus, as will be seen in the data presented on program completion in Chapter IX, higher proportions of Brooklyn Corps members, as well as Bronx participants, graduated from the program than completed internships.

**Figure 14 – Percent of Participants that Completed Phase 3 by Site and Cohort**  
*(for participants who completed Phase 2)*



Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

No performance targets were established for Phase 3 because completion of this phase and graduation were conceived as synonymous events and targets had been established for graduation. However, as discussed in the next section of the report, the conveners were able to place some Corps members in jobs without their having participated in an internship. Thus, they met the graduation requirement without the benefit of an internship. In response to these situations, the College has established performance targets for internship placements in Year Two.

## VIII. Support Services

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The NYC Justice Corps model includes support services that are expected to be provided throughout the program experience and program staff includes case managers to provide these services and make referrals, as needed. This section of the report describes the implementation of case management, GED preparation referrals and services, and also presents information about critical interventions taken in response to Corps member behaviors. Mentoring, an optional service in the NYC Justice Corps program model, was not implemented at either site.

### Case Management

Each site's staff included a senior case manager and line case managers who met regularly with participants initially to assess their needs and subsequently to continue to support or refer them to outside services. BSRC's senior case manager had other responsibilities within the organization and was assigned to the program about half-time (55%). At both sites, staff worked closely with Corps members to develop individualized career/educational plans. These plans incorporated members' interests, goals, and needs and reflected job readiness, community benefit service project and long-term placements options. At both sites, staff reported to have met one-on-one weekly during Phase 1, and one-on-one and in a group setting in Phase 2. Once Corps members entered Phase 3, meetings were biweekly while they were expected to be monthly once a participant had been placed. During these later phases case managers discussed information related to the program, requirements for graduation, and next steps. For those members who were not placed in an internship or job, case managers continued to meet with them more frequently to help them get placed. Individual plans were reviewed at these meetings.

Both sites emphasized the importance of the case manager relationship in assisting in identifying the particular needs of each participant, facilitating disciplinary action as necessary, and working with the youth throughout their enrollment in the NYC Justice Corps program. Case management staff reported that they met regularly as a team to discuss the needs of individual participants and there were required meetings with individual members to address attendance or behaviors. According to staff in the Bronx, *"...we allow participants to discuss reasons for inappropriate behavior, such that a participant who will receive a formal warning for poor attendance must meet with the case manager to discuss not only the reason for the absence but also to develop an action plan to resolve the problem."*

According to data reported by the conveners,<sup>27</sup> as shown in Table 15, the average number of individual meetings with case managers, for participants in the cohorts that had graduated (Cohorts 1-2) at the time these data were reported, ranged from 7 to 9 in Brooklyn and from 12 to 13 in the Bronx. (These data also include participants that had left the program.) The averages for Cohort 3 members, who would have been in the internship phase at this time, were slightly lower (6 for Brooklyn and almost 8 for the Bronx). Looking only at the first two cohorts, one sees that Bronx participants had substantially more individual meetings with case managers than

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<sup>27</sup> Data reported for Brooklyn should be interpreted with caution as additional meetings may have been recorded separately in case notes which were not included in this analysis.

Brooklyn participants, as more than half of Bronx Cohorts 1 and 2 had more than 10 meetings, while this was true for none of the Brooklyn Corps members.

**Table 15 – Participant Meetings with Case Managers by Site and Cohort**

Number of one-on-one meetings	Brooklyn			Bronx		
	Cohort 1 (n=34)	Cohort 2 (n=29)	Cohort 3 (n=25)	Cohort 1 (n=32)	Cohort 2 (n=23)	Cohort 3 (n=30)
Average # of Meetings	9.2	7.2	6	12.8	11.7	7.7
Minimum-Maximum	2-15	4-10	2-11	2-22	5-16	2-15
1-10	70.6%	100%	96%	28.1%	30.4%	90%
1	-	-	-	-	-	-
2	2.9%	-	4%	3.1%	-	3.3%
3	2.9%	-	12%	-	-	3.3%
4	5.9%	10.3%	12%	-	-	3.3%
5	-	17.2%	12%	-	4.3%	6.7%
6	2.9%	10.3%	8%	3.1%	4.3%	10%
7	5.9%	13.8%	32%	6.3%	8.7%	6.7%
8	5.9%	6.9%	12%	9.4%	-	40.0%
9	26.5%	34.5%	4%	-	-	13.3%
10	17.6%	6.9%	-	6.3%	13.0%	3.3%
11-15	29.4%	-	4%	50%	60.9%	10%
16-20	-	-	-	18.8%	8.7%	-
21-25	-	-	-	3.1%	-	-

Source: Convener databases. Data reported for Brooklyn should be interpreted with caution.

<sup>a</sup> Cohort 3 was participating in internships at the time this data was reported and thus has had less time in the program than the previous cohorts.

The program model recognizes that participants needed time to collect documentation (and advice and support on how to collect these), meet with parole/probation officers, and follow through on referrals or obtain other services, and sites accommodated these needs. While members in the Bronx were initially paid for the time they spent on these activities, they were later scheduled for after-program hours. In Brooklyn, parole/probation officers were flexible with appointments and worked with the Corps members to make these appointments after program hours.

Referrals for housing and medical benefits were the most frequent types of services sought by (and referrals made for) Brooklyn Corps members, but referrals were also reported for food stamps, financial counseling, GED programs, and computer training. In the Bronx, referrals were made most often for substance abuse treatment, fatherhood support groups, housing assistance, GED programs, and counseling.<sup>28</sup> Phipps case managers organized a social service fair for Cohorts 3 and 4 where Corps members were offered information on local medical professionals, banking, and public assistance; HIV testing was also provided and condoms were distributed. Brooklyn reported offering a case management social work service group on Fridays.

<sup>28</sup> This information was obtained from staff interviews as convener databases did not report referrals.

## GED Preparation

Both sites assessed participants' education levels and made referrals to GED programs and testing and worked with participants to develop their individualized plans to help them achieve their goals. In Brooklyn, the College of New Rochelle, which had space in the BSRC building, provided testing on the Test of Adult Basic Education (TABE), while Phipps staff did this in-house.

Originally, each site referred Corps members to local providers that offered GED preparation. However, as a result of scheduling conflicts and transportation issues, Corps members they referred did not follow through or attend consistently. To address this need, beginning with Cohort 3, Phipps hired a part-time educational instructor to provide on-site GED preparation, which was expected to continue with subsequent cohorts. At the time of this report, pre-GED classes were offered five hours per week and GED classes were offered six hours per week. Similar to what occurred in the Bronx, services shifted from being offered off-site (at New Horizons and New Leadership of Medgar Evers College). In the spring, BSRC received a one-time grant which allowed them to provide GED services on-site for their Cohort 3 participants. Pre-GED and GED classes were offered on-site twice a week for three hours each. This opportunity enabled over 20 members to receive on-site GED preparation, but could not be continued.

Focus group participants in Brooklyn's Cohort 2 reported that it was "*way better*" having the GED course offered on-site and that they were much happier with the teacher that replaced their original instructor. Time spent in these classes was part of the seven weekly hours allotted for education-related programs, an amount of time that staff at both sites agreed should be increased. In fact, both conveners believed that additional educational training opportunities should be built into the NYC Justice Corps program model.

Data reported by the conveners indicate that two Brooklyn Corps members (one from Cohort 1 and another from Cohort 2) received their GED while in the program; none of the Bronx Corps members received a GED during program participation.

The importance of obtaining a GED, and the difficulties of arranging attendance at off-site programs, has led to the addition of education services to the NYC Justice Corps program model in Year Two. Although plans were not specified at the time of this report, the conveners are expected to integrate this service into their operating plan. Also, the number of hours Corps members are required to be in an internship can be decreased for individuals enrolled in education programs.

## Critical Interventions

Each site developed their own policies on attendance, codes of conduct, and discipline and these became stricter as the program progressed. Staff at both sites described their policy as "loosely" followed at the beginning of the program when they were still learning how to develop effective relationships with members. Later, the policies became more formalized, with the objective of

making participants' experiences similar to what they would encounter when they entered the workforce.

The progressive disciplinary policy developed by Phipps staff including a tiered system that began with a verbal warning, followed by a written warning, and a two-day expulsion. Immediate expulsion was used for a very serious violation. To document this process, a database system was developed which allows staff to share information about members. Brooklyn's interventions began with one-on-one meetings with a participant's case manager and could include written warnings, docking of pay, suspensions, and discharges.

The conveners reported critical interventions disciplinary actions differently in their databases. Phipps categorized them as critical interventions (1, 2, or 3). Across all four cohorts, a major cause of a first critical intervention was excessive tardiness or absence of participants: this included missing classes, days, and being late in the morning and after lunches and breaks. In Cohort 4, where 18 individuals have initially received critical interventions, 12 of these cases were for violations of the code of conduct. Secondary interventions, which took place subsequent to the first but which may have taken place at anytime during the program, were also primarily caused by excessive tardiness or absence, with an increased number of interventions due to violating the code of conduct in later cohorts. In each subsequent cohort, the number of interventions has consistently increased, suggesting a tightening of program rules, as indicated in staff interviews.

Phipps data report four suspensions across all the Cohorts, one for a primary infraction and three for a secondary infraction. Furthermore, 25 Bronx participants have been discharged across the cohorts: nine in Cohort 1, five in Cohort 2, seven in Cohort 3, and four in Cohort 4. Primary reasons for discharge include participant arrests and incarceration (9), as well as family/personal issues that required self-removal from the program (2) and individuals "dropping out" of Phase 1 (10). Only one participant was discharged for "disciplinary" reasons (poor punctuality), although others were discharged because they failed to attend. Individuals who left the program for personal reasons could re-enroll in the program.

In their database, Brooklyn recorded initial, secondary and tertiary interventions undertaken with participants. Overall, there were 52 initial interventions, 13 secondary interventions, and five tertiary interventions. The most frequent reasons for initiating critical interventions were disruptive behavior, attendance and punctuality issues, and personal/procedural issues that included missing paperwork, arrest or incarceration, and homelessness. Secondary and tertiary interventions were caused by the same issues, with the frequency of personal/family issues decreasing over time. Information on disciplinary discharges could not easily be discerned from the BSRC database as discharge information was provided in a descriptive format as part of the outcomes of each critical intervention and there was no "discharged from program" data field.

## **Corps Members' Perspectives on Support Services**

Most participants across all of the focus groups conducted at each site provided positive feedback about the support services they had received from program staff and about the case managers. *"They got me doing more stuff in a year than I did in the last five years. To me, the program works."* Most of them viewed the case managers as having an open door policy –

always having time to talk – and down to earth. One Brooklyn participant (a parent) mentioned that case managers will always seek you out to tell you about new services being offered, particularly around children. As another participant commented, they “*go all out.*”

*“If they see what you’re lacking, they’ll help you get it, like if you don’t have your GED, they’ll keep telling you. ‘You basically got to get your GED.’ If you don’t got your ID, they’re gonna keep telling you ‘You need to get this.’ If you don’t do it when they tell you, our staff member’s always there on top of us about certain things that we need.”*

*“I feel like the case managers, they really care about us and our future. I feel like they really care because they...just make sure we do our job and get paid. They make sure that we have a nice future and we be successful, and I appreciate that a lot because there’s not too many people out there that’s like that, that’s got that kind of heart, so for them to give us that...and respect us....”*

Participants reported meeting with their case managers with varying frequency. Many participants at both sites said that they would meet everyday just to check-in while others met bi-weekly which was often enough, “*Got to give it a chance for something to happen.*”

*“Everybody has their own personal relationship with their case manager. I guess you’re going to be, I mean, among them as much as you need. I’m not really, I got problems but they’re not unbearable where I can’t deal with them on my own...”*

There were a few individuals (at one site) who felt that their particular case manager was too demanding and did not understand them. Only three participants out of the 75 that participated in a focus group reported that they were not aware that case managers could help with housing needs or thought, mistakenly, that housing needs had to be urgent in order to ask for help.

## **Community Stakeholders’ Perspectives**

Community stakeholders were asked whether their perception of the Corps members has changed as a result of the program. Of the 18 stakeholders who were interviewed, ten provided responses to this question, including six of the nine Brooklyn respondents and four of the nine Bronx respondents. The respondents included CAB members, community benefit service project host organizations, internship providers, and a probation officer.

Some respondents felt that their experiences with NYC Justice Corps did have an impact on how they perceived the young participants. According to one stakeholder, “*the program shatters stereotypes about ex convicts.*” This respondent went on to comment that it has been “*really great working with these young people.*” Another stakeholder commented that the participants are “*a lot more aware. [I am] pretty happy with the participants because they are realizing what they did and see [NYC Justice Corps] as an opportunity to change.*”

A probation officer who was interviewed discussed how he/she initially only referred individuals who he/she felt were responsible enough to take the program seriously. Recently this probation officer decided to refer one of his/her most challenging probationers to NYC Justice Corps, and the participant wound up “*doing amazing.*” As a result of this success story, this probation officer said he would now refer anyone who is interested.

Others said that they held a positive opinion of the youth before becoming involved with NYC Justice Corps, and did not believe the program had any impact on their views. According to one respondent, *“I have always loved them and seen their potential. I am always elated when they are presented with opportunities like this.”* Another stated, *“They are all good kids...I don’t see any people that can’t be reached or don’t want anything in life. They want to express themselves and want to do something positive.”* A different stakeholder came to a similar conclusion after talking with participants about their experiences. This individual believes the Corps members *“regret what happened in the past and don’t want to go back to jail. They are very glad that they have NYC Justice Corps as an option.”*

## **IX. Program Completion and Post-Program Placement**

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There are several different benchmarks for completing the NYC Justice Corps. To graduate, a Corps members must complete the first two phases and either complete an internship (Phase 3) or be placed in a job, post-secondary education or vocational program before the end of six months. However, an individual who remains in the program for the full six months, without having completed an internship, or having been placed in a job or education program, but continues to prepare for work and conduct job searches, is considered to have completed the program.

Post-Corps placement in employment or post-secondary education is the goal of the NYC Justice Corps, while placement in vocational programs also is an acceptable outcome. The policy on post-Corps placement defined the benchmarks for a successful employment placement as unsubsidized permanent employment at or above the New York State minimum wage, an average of at least 20 hours per week, and remaining on the job for five days, a benchmark consistent with workforce development program practices. Successful placement in an educational program was defined as being full-time and matriculated in an accredited program, and remaining enrolled beyond the early-withdrawal period. Up to 25% of the total targeted placements for the program year could be in a GED program.

Conveners were expected to make at least 50% of their targeted post-Corps placement benchmarks for a given cohort within the first two weeks of program completion, and all placements were to be made within 45 days of program completion in order to count toward benchmark targets. However, placements after that period of time could still be counted toward overall performance.

Convener staff reported using strategies similar to those used to identify internship placements. At Phipps, a third job readiness staff person was added to their team, but all staff assisted in this effort. A tracking sheet was being developed to log job search activities and a job bulletin board was created for job postings. Members who had not been placed in an internship were required to be at the program site three mornings each week to undertake job search activities and be ready to go on an interview. In the afternoon, these Corps members would conduct independent job searches and were required to complete four job applications.

### **Program Completion Results**

Based on data available for the first two cohorts at each site, over 70% of Corps members (88 individuals) stayed engaged in the program (“service completion”) for the full six months of the program. This means that after completing the job readiness/life skills and the community benefit service project phases, they either: completed an internship; were placed in a job, post-secondary education or vocational program; or continued to attend the program (to conduct job searches and go on interviews) up to the end of their allotted time.

In comparison, program completion rates for other youth corps programs, lasting between 6 and 12 months and serving primarily educationally or economically disadvantaged youth who were

mostly between 17 and 26 years old (though not with explicit criminal justice background), ranged from 30% to 59% (Abt Associates, 1997), which is lower than the rates obtained so far for the NYC Justice Corps.

Graduation rates, indicating the percentage of Corps members that completed an internship or that were placed in a job or post-secondary/vocational education program before the end of their six months, were substantially lower, however. As shown in Table 16a, graduation rates for the Brooklyn site were 40% for Cohort 1 and 31% for Cohort 2. Graduation rates for the Bronx site, shown in Table 16b, were higher: 43.8% for Cohort 1 and 65.2% for Cohort 2. Altogether, 52 Corps members (29 in the Bronx and 23 in Brooklyn) had graduated at the time of this report.

As already reported, across all four cohorts at both sites, there has been over a 90% completion rate for Phase 1 of the program. The completion rates based on the number of participants that began each cohort decreased somewhat for the second phase of the program, and to a greater extent in Brooklyn than in the Bronx. For example, 63.3% of Brooklyn Cohort 3 completed the Phase 2, while this was the case for 80% of Bronx Cohort 3.

By reviewing the phase-specific percentages in these tables, one sees the relative difficulty that each phase presents to participants—and the role that each phase has in the attrition of program participants—leading up to their potential service completion or graduation from the NYC Justice Corps.

**Table 16a – Brooklyn Phase and Program Completion by Cohort**

Completion	Cohort 1		Cohort 2		Cohort 3		Cohort 4	
	% of Cohort (n=35)	% Completing Previous Phase	% of Cohort (n=29)	% Completing Previous Phase	% of Initial Cohort (n=30)	% Completing Previous Phase	% of Cohort (n=35)	% Completing Previous Phase
Phase 1 Completion	94.3%		100%		93.3%		91.4%	
Phase 2 Completion	80%	84.8%	75.9%	75.9%	63.3%	67.9%		
Phase 3 Completion	31.4%	39.3%	24.1%	31.8%				
Service Completion <sup>a</sup>	77.1%		72.4%					
Graduated	40%		31%					

<sup>a</sup>Service completion occurs when an individual has completed Phase 2 and either completed an internship, was placed in a job or educational program after Phase 2, or continued to attend the program for the full six months. To be considered a graduate, an individual must have completed an internship or been placed in a job or educational program before the end of six months.

Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

**Table 16b – Bronx Phase and Program Completion by Cohort**

Completion	Cohort 1		Cohort 2		Cohort 3		Cohort 4	
	% of Cohort (n=32)	% Completing Previous Phase	% of Cohort (n=23)	% Completing Previous Phase	% of Cohort (n=30)	% Completing Previous Phase	% of Cohort (n=30)	% Completing Previous Phase
Phase 1 Completion	93.8%		100%		100%		100%	
Phase 2 Completion	78.1%	83.3%	87%	87%	80%	80%		
Phase 3 Completion	46.9%	60%	47.8%	55%				
Service Completion <sup>a</sup>	71.9%		73.9%					
Graduated	43.8%		65.2%					

<sup>a</sup>Service completion occurs when an individual has completed Phase 2 *and* either completed an internship, was placed in a job or educational program after Phase 2, or continued to attend the program for the full six months. To be considered a graduate, an individual must have completed an internship or been placed in a job or educational program before the end of six months.

Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

### Post-Corps Placement

Conveners are expected to make at least 50% of their targeted post-Corps placement benchmarks for a given cohort within the first two weeks of program completion, but all placements must be made within 45 days of program completion. Placements could continue to occur but did not count toward program benchmarks. Both conveners felt strongly that it was unrealistic to place all of the members in permanent jobs or education/vocational programs within 45 days and believed that six months was a more reasonable timeframe. In response to this concern, a decision was made by the College to extend the placement window to 90 days in Year Two and a retroactive change to year one’s requirement was being considered.

Conveners also were responsible for providing retention services, including career counseling and guidance, job site modification or accommodation, and/or referrals to other service providers for at least six months post-graduation. Corps members who successfully completed all aspects of the program, who were placed in unsubsidized employment or a post-secondary educational/vocational program post-Corps, and who completed six consecutive months in these placement (or a combination of them), were considered to have achieved Post-Corps retention at six months benchmark.

Among the cohorts that, at the time of this reporting, have had time to complete the program (Cohorts 1 and 2), Brooklyn placed 16 individuals in jobs, all full-time, and Bronx placed 7, including 6 full-time and 1 part-time. Two Bronx Corps members entered a training or educational program (one in a technical school and one in a community college). Six Brooklyn Corps members (5 from Cohort 1 and 1 from Cohort 2) were placed in GED programs. It should be noted that education and training programs have program semesters or cycles that may not be aligned with graduation dates, so the number of these placements may increase in the fall (though they would not fall within the 45-day time limit). Table 17 presents these results in terms of the percentage of participants who began in each cohort. The starting wage categories for Corps members who were working are presented in Table 18.

**Table 17 – Post-Program Services and Placements by Site and Cohort**  
(all participants)

Post-Program Placements	Brooklyn		Bronx	
	Cohort 1 (n=35)	Cohort 2 (n=29)	Cohort 1 (n=32)	Cohort 2 (n=23)
Receiving Follow-up Services	42.9%	20.7%	15.6%	17.4%
Placed in GED Program	14.3%	3.4%	-	-
Placed in Secondary Education	-	-	3.1%	-
Placed in Advanced Job Training	-	-	3.1%	-
Placed in Full-time Job	31.4%	17.2%	6.2%	17.4%
Placed in Part-time Job	-	-	3.1%	-

Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

**Table 18 – Wages of Post-Program Jobs by Site and Cohort**  
(for participants placed in jobs)

Starting Wage of Post-Program Jobs	Brooklyn		Bronx	
	Cohort 1 (n=11)	Cohort 2 (n=5)	Cohort 1 (n=3)	Cohort 2 (n=4)
< Minimum Wage	-	-	-	-
Minimum Wage	-	-	-	50%
\$7.16-\$8.99	-	-	-	-
\$9.00-\$10.49	81.8%	40%	66.7%	50%
\$10.50-\$11.99	-	40%	-	-
\$12.00-\$15.99	18.2%	20%	33.3%	-
\$16.00-19.99	-	-	-	-

Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

### ***Program Performance in Relation to Targets***

In light of the data presented above and the reference to the results for comparable programs, it is useful to present program completion data in comparison to targets developed for the program. These are presented in Tables 19a and 19b for Cohorts 1-4, as available. It should be noted that no targets were set for service completion, described above. One can see in these tables the attrition that was expected (and built into program targets) at each phase, and the result, that despite the attrition that occurred at each site, many targets were met or exceeded. One also can see the impact in the Bronx of not having met the initial recruitment target for Cohort 2. Also important to consider is that graduation targets were set at about 60% of enrollment targets, which is just above the high end of the retention rates cited in the literature for youth corps programs. At the time of this report, none of the cohorts had met the post-Corps placement target.

**Table 19a – Brooklyn Program Completion and Targets by Phase and Cohort**

Brooklyn	Cohort 1		Cohort 2		Cohort 3		Cohort 4		Total	
	Target/ Actual	%								
Recruitment	30/35	116.7%	63/61	96.8%	63/66	104.8%	63/70	111.1%	219/232	105.9%
Enrollment	30/35	116.7%	30/29	96.7%	30/30	100.0%	30/30	100.0%	123/129	104.9%
Phase 1 Completion	25/33	132.0%	25/29	116.0%	26/28	107.7%	26/32	123.1%	102/122	119.6%
Phase 2 Completion	21/28	133.3%	21/22	104.8%	22/19	86.4%	22/	n/a		
Graduation	18/14	77.8%	18/9	50.0%	18/	n/a	19/	n/a		
Post-Corps Placement	15/11	73.3%	16/6	37.5%	16/	n/a	16/	n/a		

Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

**Table 19b – Bronx Program Completion and Targets by Phase and Cohort**

Bronx	Cohort 1		Cohort 2		Cohort 3		Cohort 4		Total	
	Target/ Actual	%	Target/ Actual	%	Target/ Actual	%	Target/ Actual	%	Target/ Actual	%
Recruitment	63/66	104.8%	63/53	84.1%	64/64	100.0%	64/64	100.0%	254/247	97.2%
Enrollment	30/32	106.7%	30/23	76.7%	31/30	96.8%	31/30	96.8%	122/115	94.3%
Phase 1 Completion	26/30	115.4%	26/23	88.5%	26/30	115.4%	26/30	115.4%	104/113	108.7%
Phase 2 Completion	22/25	113.6%	22/20	90.9%	22/24	109.1%	22/	n/a		
Graduation	18/14	77.8%	18/15	83.3%	19/	n/a	19/	n/a		
Post-Corps Placement	15/5	33.3%	16/4	25%	16/	n/a	16/	n/a		

Source: NYC CEO Quarterly Report July 23, 2009, prepared by I-CEO.

## **X. Program Assessment and Conclusions**

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Although a full assessment of the effectiveness of the program model is not possible until the outcomes for the JCP and JCR groups can be compared, many challenges and lessons can be identified and learned from the program's experiences so far. An assessment of this first year of implementation, lessons that have already led to program modifications for Year Two, and additional recommendations, are discussed in this chapter.

### **Start-Up and Development**

The first year of the NYC Justice Corps was a year of development. The basic features of the program model had been set prior to beginning services, but many aspects of the program continued to be developed as the first cohort reached each phase of the program and as staff modified their strategies, based on what they had learned, with subsequent cohorts. In turn, the College and DOC watched closely and actively responded to these experiences by engaging the convener and intermediary organizations, and the evaluators, in discussions which resulted in revisions that further shaped the program.

The initial program design called for each site to begin the program in the spring of 2008 with participant cohorts that were not part of the rigorous evaluation, thus allowing time for the program to develop without the added burden of double recruitment for random assignment. However, since contracts were finalized later than expected, and the sites needed time to hire staff and ready their facilities, program start was delayed until the fall. As a result, both sites began program implementation in the fall and Brooklyn's first cohort did not involve random assignment.

The adjusted and compressed schedule had other implications as well. It affected the ability of the convener organizations to fully prepare and train staff before the program started to provide services. For example, at the Bronx site, staff positions were being filled right up to and after the program began to recruit and enroll participants; not having all staff on board a month before the program started meant that all staff did not receive the full complement of trainings. Although initial trainings at the Brooklyn site were less formal than in the Bronx, it remained a challenge to orient all staff to the complexities of the program and educate them about the ways that this program was different from other BSRC programs within the start-up timeframe.

Not wanting to turn eligible applicants away, some program staff had initial concerns about random assignment, but they overcame these after further discussions and with the support of I-CEO. However, the burden that staff faced in recruiting the larger number of individuals in order to fulfill enrollment in the Program and Referral groups remained. The disparities that were encountered in the proportions of recruits referred by parole and probation that were randomly assigned to the JCP and JCR groups was successfully addressed at the beginning of 2009. The revised policy randomly assigned individuals to the two groups in proportion to the numbers that were referred by each of these and "other" sources. The result was an equitable distribution that also helped to smooth the relationship between the conveners and parole and probation officers so that they would continue to make referrals to the program.

Each aspect of the program had policies that the College and DOC continued to refine throughout the year in an effort to further define the program model, address issues that arose, provide consistency between implementation across the two sites, and ensure compliance with contract provisions.

## Convener Capacity

In general, many of the program strategies were not fully developed until the point at which the third cohorts were ready to begin, which was early February 2009 in Brooklyn and late February in the Bronx. The conveners and their staff brought a variety of experiences that were applicable to elements of the program, but were faced with the enormous complexity of the program model. And while the conveners may have served some individuals with criminal justice history, neither had experience with the criminal justice system nor with a program targeted exclusively to this group. Learning about the NYC Justice Corps model and about the needs of the target population had to occur while in the process of providing each phase of the program. Refinements of each phase of the program continued over the course of the program year while post-program retention strategies were still being developed.

BSRC and Phipps each took different approaches to organizing and staffing the program. Phipps developed a “contained” program with staff assigned full-time and its own program space. Lines of responsibility and authority were clearly delineated, and staff were clear about their roles. Guidance and support for data development, quality, and reporting were provided by Phipps’ headquarters staff.

In contrast, BSRC developed a “blended” structure in which, in addition to some full-time staff, staff from other units were assigned part-time or brought in as needed, and multiple reporting lines for different program functions were created. The organization’s senior staff retained major responsibilities for the program in addition to their other responsibilities after the project director resigned at the end of 2008. Although a new staff member was hired to assume some management responsibilities, the key program manager position remained vacant during the last half of the program year,<sup>29</sup> and some staff had different perceptions about their program responsibilities. The amount of time that various staff were spending on the program was difficult to assess since this varied over the year and was described differently by different staff. It is too early to say whether, in the long run, the blended staffing model offers advantages in terms of sustainability, but it did create challenges for the Brooklyn site this first year.

With a long history in a readily-defined community and existing ties to many organizations, BSRC was able to easily form a community advisory board. Although they have a presence in the area, Phipps faced a greater challenge in developing their board. For one, the program’s boundaries span several Bronx neighborhoods which are not as well-defined as the Bedford-Stuyvesant community in Brooklyn. However, once the community benefit service project phase became better defined and staff responsibilities were adjusted, Phipps drew on existing relationships between their other Bronx offices and community organizations to develop an effective advisory board. Also, at both sites, as projects were completed, representatives of some

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<sup>29</sup> It should be noted that BSRC hired an Operations Director was hired at the beginning of the second program year.

of the host organizations joined the boards, and inactive members were replaced with new members.

## Program Implementation

**Recruitment and Enrollment:** Over time, both conveners arrived at what they felt was an optimum time of about two weeks from recruitment to program enrollment, leaving sufficient time to reach out to referral sources but not too much time so that the list became outdated. Maintaining contact with referral sources (parole, probation) was recognized as an important means of keeping the channel open for future referrals.

As expected, community referrals and word-of-mouth have increased as the program has become better known. With just a few exceptions, nearly all participants live within the program's catchment areas, and overall, about two-thirds live in the priority Zip Codes. While a majority, this falls short of the 80% target set for the program.

**Phase 1:** It took working with several cohorts for the conveners to develop activities were engaging to participants and designed to fully occupy the available time. Phase 1 activities became more interactive and, as it became apparent that Corps members would not be job-ready after three or four weeks, additional job preparation activities were inserted after the community benefit service projects. Staff realized that a task as (seemingly) straightforward as completing a resume needed to wait until after Corps members completed their projects so that these activities could be included. Corps members also needed more support from staff, in job interviewing, learning how to talk with employers about their past criminal experiences, and gaining self-confidence, than could be provided over a three- or four-week period. And they also needed to learn to transition from the more structured Phase 1 time to the less structured and less predictable community benefits project schedule.

**Phase 2:** The belated emphasis (in the start-up phase) on greater youth involvement in the process of identifying community benefit service projects created challenges for program implementation; it limited staff's ability to plan ahead and required staff to learn how to temper participants' expectations when their initial project ideas were not selected for presentation or did not work out. At the same time, the sites realized they needed a pipeline of projects to make the most of Corps members' time in the program as well as to respond to external situations such as inclement weather (for outdoor projects). It took time for the sites to achieve this balance, while also involving community advisory board members.

It also took time for the conveners to understand and develop the technical capacity that was required to plan and scope the community benefit service projects. I-CEO senior site supervisors were critical to the development of this aspect; they provided technical assistance to conveners' staff on how to estimate the resources (cost and materials) needed and determine the feasibility of projects, and provided oversight of some of the projects. This continued in Brooklyn throughout the program year and in the Bronx until Phipps hired their own experienced senior site supervisor. To maintain an acceptable staff to participant ratio on the projects, the sites supplemented their own staff with consultants, such as supervising artists for the mural projects.

Once Cohort 2 was enrolled, each site also faced the challenge of learning how best to serve two cohorts at the same time while still refining their program delivery. The overlap in cohorts created challenges regarding the availability of program space and the development of staff-Corps member relationships in the Bronx, as well as the assignment and supervision of participants on community benefit service projects at both sites. Phipps, which, as noted previously, was contracted to serve five cohorts over the year, responded to this challenge in part by realigning staff responsibilities and giving responsibility for recruitment to case management staff.

**Phase 3:** Convener staff had recommendations for changing the number of hours per week and/or the length of time that Corps members should have to spend working on community benefit service projects as well as in internships. Staff noted that it can be challenging for an employer to effectively utilize an intern 35 hours each week, and it may be possible to obtain as good results with shorter community projects, which could also reduce cohort overlap and streamline the amount of time spent in developing the projects.

Data on the first two cohorts indicate that it was a challenge for Corps members to complete internships and/or graduate from the program. Both staffs reported that Corps members needed more preparation and support than the model initially anticipated.

BSRC and Phipps used somewhat different strategies for developing internships and job placements, with BSRC striving to identify internships that would convert into permanent job placements, viewing internships as an opportunity for Corps members to try out a job they might like on a permanent basis, while this was not a strategy used by Phipps. Further analysis of the effectiveness of internship and placement strategies should be conducted after additional cohorts have completed these phases.

Many performance targets were met or exceeded. At the time of this report, data on post-program placement, available only for the first two cohorts at each site, show that none of the cohorts had met this target. The recent downturn in the economy should not be ignored as an obstacle to permanent job placement.

Nevertheless, just over 70% of the Corps members who began the program in Cohorts 1 and 2 completed six months of engagement, a rate that is higher than the average rate of retention in other youth corps programs that serve a demographically similar population, and not necessarily one with criminal justice system involvement.

**Support Services:** As most Corps members did not have a high school diploma or GED upon enrollment, and referrals to off-site programs were not successful, changes and additions have been made to the program model for the second year that address these concerns. To support the further development of this aspect of the program, the College began to review research on best educational practices and identify the educational services that would meet the needs of the NYC Justice Corps population.

## **Role of the Intermediary**

I-CEO was assigned multiple responsibilities for the NYC Justice Corps, including coordinating services across the sites, providing technical assistance and capacity-building services, auditing performance, managing start-up funds, working with referral sources, communication and information sharing, and data management and reporting. Guided by the College and DOC, they worked on the development of every aspect of the program. Interviews with program staff suggested that the contributions of I-CEO to program development and start-up were appreciated, but their ongoing role was not always clear. The compressed start-up time frame meant that the process of conducting full convener needs assessments was truncated. Training workshops were offered as I-CEO saw particular needs (e.g., job development, data management) based on their site visits or observations. As already noted, I-CEO staff played an important role in the implementation of community benefit service projects, in particular gauging the feasibility of projects, estimating the resources that would be needed, and providing support to convener staff.

Monthly convener meetings facilitated by I-CEO, with substantial involvement of College staff, provided opportunities for the sites to share some of their strategies and for invited organizations to share information about their programs or services. Later in the year, as focus shifted to program performance, a greater proportion of time was spent reviewing and clarifying program data, although presentations by outside organizations continued as well.

The many hats worn by I-CEO staff, and, in particular their management and auditing functions, created a barrier to being readily accepted as a TA provider, a role that would benefit from staff feeling free to openly discuss shortcomings and brainstorm solutions. Based on this experience, a separation of these roles, if not by different organizations, then at least by different staff within a single organization, has been recommended; this recommendation is being implemented in Year Two with the hiring of an independent auditor.

## ***Data Management***

A combination of time pressure and various decisions led to compromises in the management, availability and quality of program data. The decision to maintain separate convener systems, the different needs these systems were attempting to meet, the amount of time it took to finalize data elements and quality control protocols, and the large number of data fields and disparities in definitions across the sites, all impacted the availability and quality of the data, and made it difficult to conduct cross-site analyses for the implementation evaluation. Phipps, with in-house evaluation support, was able to maintain quality control. However, BSRC, which at the start of the NYC Justice Corps was transferring its client data from two information systems to one, experienced data entry delays and ongoing internal inconsistencies. As noted previously, in response to these challenges and to improve data quality and consistency between the sites, a decision was made to transfer data management to the College in the program's second year.

## **Corps Members and Community Benefits**

Corps members gained valuable experience on community benefit service projects and made visible contributions to their communities. Corps members held similar opinions to convener staff about aspects of the program that needed to be improved. Observations of project presentations revealed the pride Corps members took in their research. Interviews with community stakeholders also indicated the positive opinions these individuals held about the program and the participants. The participation of community stakeholders and the impact of the program on each community will be further explored in the outcome evaluation.

## **Conclusion**

This evaluation of implementation indicates that, within the flexibility that was offered to conveners during this first program year, the main features of the NYC Justice Corps have been implemented as planned. The conveners, with the support of the College and DOC, and the involvement of I-CEO, have implemented an innovative and complex program in two communities with great needs. They have successfully recruited a significant number of participants – more than twice the number of eligible applicants they could serve. The conveners have developed staff capacity through training and technical assistance provided by I-CEO and other organizations. With the assistance of DOC and I-CEO they have developed relationships with criminal justice agencies. They have developed and implemented curricula, identified community benefit projects with Corps member and community input, and provided Corps members with useful training and work experiences.

The NYC Justice Corps also incorporates best practices identified in the literature. Notably, the conveners have developed relationships with their respective communities and have established relationships with local justice agencies (parole, probation and ATI programs); they offer case management and other services to help in the personal development of participants; and they serve as positive role models. The program offers a staged experience of job readiness, community benefit projects, and internships, the implementation of which is still being refined for the program's second year.

Many of the initial program performance targets have been met (e.g., recruitment, Phase 1 and Phase 2 completion for a majority of the cohorts for which data are available). And, although initial findings point to challenges in meeting internship and graduation goals, a high percentage (over 70%) of Corps members nevertheless remained engaged in the program as indicated by program (service) completion results for the first two cohorts.

Data on post-program placement outcomes are also only available for the first two cohorts, but if these data are indicators of future performance, substantial challenges lie ahead in meeting program targets, especially in light of the current economic downturn. With the program entering its second year, attention also will need to focus on sustainability for the long term and identification of additional funding sources.

## Recommendations

Based on this evaluation of the first year of implementation, we offer the following recommendations:

- *As the policy guidelines developed for the program were quite detailed and often were clarified in subsequent updates, they should be reviewed and consolidated in order to ease future implementation and program replication.*
- *The BSRC program's blended staffing configuration should be reviewed and a full-time program manager should be hired.<sup>30</sup> Lines of supervision should be clear. Further analysis of the advantages and disadvantages of the two different types of staffing plans should be explored.*
- *Further analysis of the effectiveness of internship, placement, and post-placement retention strategies, should be conducted after additional cohorts have completed these phases.*
- *Data on each cohort and on the activities/services of each phase should be cleaned, analyzed, and reported back to the project partners on an ongoing basis and discussed in relation to program staff's self-assessment of implementation in order to provide information for continuous improvement and data-driven decision-making about the model.*

## Summary of Lessons Learned and Program Revisions for Year Two

Many lessons have been learned about how best to engage Corps members, involve the community, and, even, meet the needs of referral sources. Some of these lessons already have led to changes that were implemented over the course of the year, while others have been incorporated by the College into program design changes for Year Two. Notable lessons and resulting program modifications are summarized below.

- A two-week interval between recruitment and participant enrollment was considered to be the optimum time frame for these initial aspects of the program.
- Ongoing communication with probation and parole officers and their departments is critical to maintaining positive relationships with these major referral sources.
- Activities need to be interactive and hands-on in order to engage Corps members.
- Attendance policies need to be clear and disciplinary policies should be progressive.
- Rather than being considered a three-week phase that leads to the other project components, job readiness became recognized as a process that occurs throughout the

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<sup>30</sup> It should be noted that BSRC hired an Operations Director was hired at the beginning of the second program year.

program. Recognizing the amount of time and effort that members needed to become job ready led to a program modification in Year Two that allows Corps members to decrease their time on community benefit service projects after ten weeks in order to prepare for internships.

- Over the course of the year the conveners learned how to balance Corps member decision-making and community input into the development and selection of community benefit service projects with the need to select projects that were feasible and within the time and resources available. Effective communication strategies (how best to communicate the purpose of these projects and the types of projects that could be accomplished so that Corps members would not be disappointed when their ideas were not selected) and a technical capacity (how to “scope” the projects to determine the skills, materials, cost, and time needed to accomplish the work) are both required. Having a pipeline of projects that could be drawn upon if a particular project could not move forward and having indoor projects, in case of inclement weather, were other lessons learned.
- Even the minimal \$1 per hour contribution that was required from host internship placements was deemed a barrier to hosts’ participation, especially for government agencies. In Year Two, the contribution became an option that conveners could use to promote host buy-in but was not required.
- The initial plan of meeting the educational needs of Corps members through referrals was not successful because of scheduling conflicts, transportation issues, and issues related to participants’ motivation. Pre-GED and GED classes initiated by the conveners and offered during part of the year were more effective in attracting participants. As a result, the College planned to include this important service in the conveners’ operations for Year Two.
- In response to the data management issues that occurred during the first year, the College moved to take over the role of primary data manager and work toward a more centralized data collection and management approach that would more effectively meet program reporting and performance management needs.
- To create a more effective relationship for technical assistance and knowledge sharing between the conveners and the intermediary, the College planned to hire an independent auditor.
- The level at which stipends were set (\$8-9.50 per hour) and the effect they might have on Corps members’ willingness to accept jobs that paid a lower wage or resulted in a lower income after taxes was a topic for discussion during the year. In consideration of these factors, the College set the stipend for the second year at between \$7.15 and \$8.50 per hour.

More will be learned as the conveners apply these lessons to the new cohorts in Year Two and continue to refine their services, as the program modifications instituted by the College take effect, and as outcome results become available.

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## **Appendix A: Evaluation Design**

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The evaluation of the NYC Justice Corps is designed to assess the implementation and effect of the program on participants and on the target communities. The evaluation began July 1, 2008 and is expected to continue through June 30, 2012. The key questions that the evaluation is expected to address are the following:

- What are the issues and challenges in implementing and operating the NYC Justice Corps? Is the NYC Justice Corps implemented as planned, and if not, is it a design or implementation problem? What are the lessons learned (particularly with regard to replicating or expanding the program)?
- Is the NYC Justice Corps successfully recruiting its target population? Are participants successfully completing the program?
- What are the expected short- and long-term outcomes for the program? Are the Convener Contractors on track to achieve their outcomes based on their current service levels and program performance? What are the effects of the NYC Justice Corps on participants' education, employment, and recidivism outcomes?
- What is the effect of the NYC Justice Corps on the target areas?
- What are the costs and benefits of the intervention?

Both Westat, as the primary evaluation contractor, and Metis, as subcontractor, have worked closely with the program's administrators at John Jay College, with staff of the intermediary (I-CEO), and with the program directors at the convener organizations, to plan and conduct the evaluation. Since the project's inception, weekly conference calls have occurred between the College, I-CEO, Westat, and Metis to report on progress and address any issues or needs. Separate weekly conference calls also have been held between Westat and Metis to share information and plan evaluation activities. In addition, the evaluators have attended and actively participated in every monthly meeting of the conveners, intermediary, and program administrators.

The evaluation draws on a variety of data sources, including:

- Baseline and follow-up surveys of participants and non-participants;
- administrative/cost data;
- convener management information systems;
- interviews with project partners and program staff;
- interviews with community stakeholders;
- focus groups with program participants;
- observations of program activities; and
- document review.

The evaluation design and protocols were approved by the Institutional Review Boards of Westat and John Jay College of Criminal Justice, to ensure the protection of human subjects.

## **Evaluation of Outcomes**

The outcome evaluation utilizes a rigorous outcome evaluation design to assess the short- and long-term outcomes of the program on a randomly assigned sample of program participants' (and non-program participants') employment, education and recidivism outcomes, as well as a host of secondary indicators.

The hypotheses that the outcome evaluation will test include:

- (a) the rate of employment will be higher for the program group;
- (b) the rate of arrests/incarcerations will be lower for the program group;
- (c) sites for which quality/fidelity of implementation is higher will achieve more positive outcomes;
- (d) program participants with fewer risk factors at intake will achieve more positive outcomes; and
- (e) the achievement of initial outcomes will mediate the achievement of longer-term outcomes.

In collaboration with the project partners, Westat developed a random assignment protocol, that is, a method for determining "cause and effect" relationships. With the exception of the first cohort in Brooklyn, random assignment is a condition for application to the NYC Justice Corps.

## **Evaluation of Implementation**

The evaluation of implementation covers the period from program development and start-up through June 30, 2009. Implementation evaluation questions, sources of data and data collection methods are presented in Table A-1. A list and schedule of interviews conducted is presented in Table A-2. A list of focus groups and observations is presented in Tables A-3 and A-4.

Individual-level data (as of June 19, 2009) were obtained from convener databases and analyzed by Metis. The files included a BSRC data file obtained from I-CEO and Phipps data (two files) obtained directly from them. Aggregate data as of July 21, 2009 from the NYC CEO Quarterly Report (dated July 23, 2009) which is based on analyses of convener data conducted by I-CEO, are also presented in this report.

**Table A-1**  
**Matrix of Research Questions, Sources of Data and Data Collection Methods**

Research Questions	Sources of Data and Data Collection Methods							
	Participant focus groups	Convener interviews	Intermediary interviews	Community stakeholder interviews <sup>a</sup>	Observations	Fidelity assessment	Convener MIS	Document review & project
How do conveners engage potential participants and conduct recruitment? What recruitment, intake and enrollment procedures are used? What are the sources of referral? How long is the wait between recruitment and enrollment?		X	X				X	X
Are the conveners successfully recruiting and enrolling the target population?		X				X	X	X
What services are provided by the intermediary to each of the conveners? How does the intermediary's TA differ by convener? To what extent is TA tailored to each site?		X	X			X		X
To what extent did program development stay on schedule? What factors facilitated or hindered program development and start-up?		X	X			X		X
What are the characteristics of the recruits, including demographics, background, and criminal justice history?		X					X	X
What services are provided at orientation, and how are they provided? How do conveners conduct participant assessment, skill and team building, and job readiness training in preparation for community service?	X	X	X		X			X
What is the nature of the community service projects? How are community service projects selected and developed? How are participants placed in community service projects?	X	X		X	X	X		X
To what extent do community stakeholders support the projects, and what is their involvement in the projects?				X				
What internship opportunities are developed? How are participants placed in internships? To what extent do employers support the project?	X	X		X				X
What job development strategies are used, and how effective are they?	X	X	X	X	X			X
What other support services are provided, such as mentoring, case management, referrals to educational services and vocational training, and how effective are they?	X	X		X	X			X
What are the participants' views of the different components of the program? What have participants learned? To what extent are participants satisfied with the project?	X				X			

Research Questions	Sources of Data and Data Collection Methods							
	Participant focus groups	Convener interviews	Intermediary interviews	Community stakeholder interviews <sup>a</sup>	Observations	Fidelity assessment	Convener MIS	Document review & project
What is the relationship, if any, to other Center for Economic Opportunity programs in the community?		X		X				X
What is the quality and fidelity of implementation? What changes are made in program implementation? Is the NYC Justice Corps implemented as planned? If not, is it a design or implementation problem? To what extent are the data collection requirements manageable?		X	X	X		X		X
Is program implementation consistent across the two sites? If not, how does it differ?		X	X		X	X		X
What are the issues and challenges in implementing and operating the NYC Justice Corps?		X	X	X		X		X
What are the lessons learned from the first full year of implementation?	X	X	X	X	X	X	X	X
Are participants attending and successfully completing the program?	X	X					X	X
Are the conveners on track to achieve their outcomes based on their current service levels and program performance? Is the intermediary on track to achieve their outcomes?		X	X				X	X
Is I-CEO coordinating and helping foster knowledge sharing between the conveners? How has implementation knowledge sharing helped the conveners with the enrollment and service provision?		X	X					X

<sup>a</sup> Includes community members and employers.

**Table A-2  
List and Schedule of Individuals Interviewed**

Name	Title	Timeline		
		Fall	Winter	Spring
<b>John Jay College of Criminal Justice</b>				
Jeremy Travis	President and Member, NYC Commission on Economic Opportunity	X		
Deborah Mukamal	Director, Prisoner Reentry Institute	X		
Ali Knight	Project and Finance Administrator, NYC Justice Corps, Prisoner Reentry Institute	X		
<b>NYC Department of Correction</b>				
Martin Horn	Commissioner	X		

Name	Title	Timeline		
		Fall	Winter	Spring
Vaughn Crandall	Assistant Deputy Chief of Staff	X		
Brent Cohen	Policy Analyst	X		
<b>NYC Center on Economic Opportunity</b>				
Kristin Morse	Director of Evaluation	X		
<b>Center for Employment Opportunities</b>				
Mindy Tarlow	Chief Executive Officer/Executive Director and Member, NYC Commission on Economic Opportunity	X		
Tani Mills	Chief Program Officer	X		X
Lily Joy Sembrano	Grants Manager	X		
Loy Mulyagonja	Chief Financial Officer	X		
Marta Nelson	Director of Policy and Planning	X		
Tim Williams	Director of Transitional Employment	X		X
Jennifer Bryan	Director of Research	X		
Mick Munoz	Director of Community Relations	X		X
Desmond Ming	Senior Site Supervisor	X		
Robert Gordon	Senior Site Supervisor	X		
<b>Tracey Capers</b>				
Tracey Capers	Senior Vice President, Programs and Organizational Development	X		X
<b>John Edwards</b>				
John Edwards	Managing Director, Workforce Development and Assets	X	X	X
<b>Oma Holloway</b>				
Oma Holloway	Program Manager	X		
<b>William Smith</b>				
William Smith	Case Manager	X		
<b>Iris Blackman</b>				
Iris Blackman	Case Manager	X		
<b>Kizzie Brown</b>				
Kizzie Brown	Manager, Intake and Case Management	X	X	X
<b>Gerome Day</b>				
Gerome Day	Site Supervisor	X		
<b>Stephen Sardinna</b>				
Stephen Sardinna	Site Supervisor	X		
<b>Jay Mobley</b>				
Jay Mobley	Program Manager		X	X
<b>Donna Hooker</b>				
Donna Hooker	Career Coach/Education Specialist		X	X
<b>Avia Elliot</b>				
Avia Elliot	Job Developer		X	X
<b>Lisa Lin</b>				
Lisa Lin	Apprentice/Intern	X		
<b>Phipps Community Development Corporation</b>				
<b>Rosemary Ordonez-Jenkins</b>				
Rosemary Ordonez-Jenkins	Assistant Executive Director	X		
<b>Talia Nagar</b>				
Talia Nagar	Director of Program Development	X		X
<b>Libby McCabe</b>				
Libby McCabe	Sr. Program Development Associate	X		X
<b>Dorick Scarpelli</b>				
Dorick Scarpelli	Director, The Turning Point	X	X	X
<b>Angela George</b>				
Angela George	Senior Case Manager	X	X	X
<b>Angelo Fortune</b>				
Angelo Fortune	Job Readiness Coordinator	X		
<b>Winford Hall</b>				
Winford Hall	Job Readiness Coordinator	X		X
<b>Michael Smith</b>				
Michael Smith	Community Outreach Coordinator	X		
<b>Cheryle Hooper</b>				
Cheryle Hooper	Case Manager	X		
<b>Reginald Richardson</b>				
Reginald Richardson	Case Manager	X		
<b>Iris Gonzalez</b>				
Iris Gonzalez	Case Manager		X	
<b>Shaquieta Boyd</b>				
Shaquieta Boyd	Job Readiness Coordinator		X	
<b>Taron Brown</b>				
Taron Brown	Community Benefit Coach	X		

Name	Title	Timeline		
		Fall	Winter	Spring
Yolanda Dekine	Community Benefit Coach	X		
Lamek Logan	Community Benefit Coach	X	X	
Carlyle Dey	Senior Site Supervisor			X
Judith Castillo	Fiscal			X
<b>Community Stakeholder Interviews-Bronx</b>				
Jennie Bonilla	Police Athletic League			X
Dwayne Brown	West Farms Career Center, Phipps CDC			X
Steven Cain	Crotona Park-Park Administrator			X
Officer Lisa Faro	Probation Officer			X
Yves Filius	Community Liaison, Assemblyman Michael Benjamin			X
Officer Fox	Parole Officer			X
Leon Hymes	Counselor/Community Organizer			X
Clinton Johnson	NYC Parks Dept.			X
Rita Jones	Community Resident			X
Amy Sanaman	Groundswell Community Mural Project			X
<b>Community Stakeholder Interviews-Brooklyn</b>				
Joel Dabu	Fulton Nostrand Merchant Association			X
Wayne Devonish	Bed-Stuy Multi-Service Center			X
Wendy Fleisher	Pratt Center for Community Development			X
Leora Keith	Tompkins Resident Association			X
Carl Luciano	Council Member Al Vann			X
Bernice McRae	Tax Prep Plus			X
Charlene Phillips	Community Board #3			X
Shawn Williams	Black Veterans for Social Justice			X
Jacqui Woods	NYC Housing Authority			X

**Table A-3  
Schedule of Participant Focus Groups**

Cohort	Program Phase of Participants	Number of Participants per Group	Date
<b>Brooklyn</b>			
1	Community Benefit Service Project	6; 6	Dec 12, 2008
1	Internship <sup>a</sup>	4; 1	Feb 13, 2009
2	Internship <sup>a</sup>	7; 2	Apr 23, 2009
3	Community Benefit Service Project	11	Jun 4, 2009
<b>Bronx</b>			
1	Community Benefit Service Project	7; 7	Dec 12, 2008
1	Internship <sup>a</sup>	7	Feb 20, 2009
2	Internship <sup>a</sup>	8	Apr 9, 2009
2	Internship	--	May 15, 2009
3	Community Benefit Service Project	7; 2	Jun 3, 2009

<sup>a</sup> Participants had either begun internship or were awaiting placement.

**Table A-4**  
**Schedule of Program Observations**

Cohort	Component	Date
<b>Brooklyn</b>		
1	Community Benefit Service Project	Dec 22, 2008
1 and 2	Graduation	Jun 10, 2009
2	Job Readiness	Dec 2, 2008
2	Community Benefit Service Project	Mar 19, 2009
3	Orientation	Feb 11, 2009
3	Job Readiness	Feb 27, 2009
--	Community Advisory Board Meeting (Cohort 3 CBSP presentation)	Mar 13, 2009
--	Community Advisory Board Meeting	May 8, 2009
3	Community Benefit Service Project	Jun 2, 2009
<b>Bronx</b>		
1	Presentation of Community Benefit Service Projects (special event)	Jan 30, 2009
1	Graduation	Mar 20, 2009
2	Orientation	Dec 19, 2008
2	Life Skills	Dec 22, 2008
2	Graduation	May 21, 2009
3	Life Skills	Mar 4, 2009
--	Community Advisory Board Meeting (Cohort 3 CBSP presentation)	Mar 13, 2009
--	Community Advisory Board Meeting (Cohort 4 CBSP presentation)	May 15, 2009
3	Community Benefit Service Project	Jun 3, 2009

## **Appendix B: The NYC Justice Corps Communities**

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Demographic characteristics of the two communities served by the NYC Justice Corps and trends in the re-entry of incarcerated individuals are presented as background to the program in this Appendix.

### **Bedford-Stuyvesant**

Bedford-Stuyvesant (Brooklyn Community District 3) encompasses almost three square miles (NYCDCP, 2007a) and has a population of 132,658 (US Census, 2008) residing within 2.9 square miles. In the 1930's, the area attracted many African-American families and became one of the "oldest middle class African-American communities in the United States" (NYCDCP, 2007b). Since World War Two, the neighborhood has changed dramatically, with a period of significant decline in community investment and land utilization along with substantial increases in crime and poverty, followed by a period of considerable revitalization (slowing in 2008 due to the broader economic downturn). The neighborhood today remains a largely Black community, with 72.4% of the residents self-reporting as Black or African-American (and 17.3% defining themselves as Hispanic or Latino). One out of every five individuals was born out of the United States, with 11% of the total population identifying as having West-Indian ancestry (US Census, 2008). The majority (62.8%) of household units consists of families and 32.5% of them have a child under the age of 18. Of the neighborhood's population, 31.5% are under 18 and 16.2 are between the ages of 15 and 24. The median age for community residents is 29.6 years old. Seventy percent of residents over age 25 have a high school diploma, but only 17.2% have completed a four-year college.

Bedford-Stuyvesant residents are significantly impoverished: 37% of the population lives below the poverty line and the median household income is just over \$31,000. The unemployment rate in 2007 was 8.8% (Furman Center, 2009). Crime in Bedford-Stuyvesant has been decreasing steadily over the past decade, from 1998 to 2008 there was a reduction of over 25%, consistent with (though smaller) than the overall City trend (-44.7%) for the same period. Despite this trend however, in 2008 there were still, for example, 676 aggravated assaults, and 924 robberies across the two precincts that Bedford-Stuyvesant straddles (NYPD, 2009a; NYPD, 2009b).

### **Melrose, Mott Haven and Morrisania**

Melrose and Mott Haven (Bronx Community District 1) have a combined population of 82,159 (US Census, 2000) and a 2007 unemployment rate of 13.2%. Furthermore, 40.7% of the community's population is below the federal poverty line (Furman Center, 2009). The majority of the population is Hispanic (70%, with 27% of the remaining population identifying as African-American/Black) and 52% of the population "doesn't speak English well." Like Bedford-Stuyvesant, the neighborhood consists overwhelmingly of families, with 70% of the household units identified as such (US Census, 2000). The median age for community residents is 29 years old, and 30.8% of the residents are under 18, while 18.4% are between 15 and 24

(NYDCP, 2009).<sup>31</sup> Slightly over 56% of residents of 25 years old have not graduated from high school.

Morrisania's (Bronx Community District 3) indicators are equivalent to Melrose and Mott Haven, with a population of 68,574 (US Census, 2000), a 2007 unemployment rate of 13%, and a poverty rate of 40.9%. Fewer residents are Hispanic (52.9%, with 44% African-American/Black) but almost the same percentage (48.8%) report that they "don't speak English well." Slightly over 68% of the household units consist of families and 43.4% of the households in the community have children under 18. The median age is 27, and 34.3% of the community is under the age of 18 while 18.9% are between the ages of 15 and 24 (NYPCP, 2009).<sup>32</sup> Only 50% of those 25 or older have graduated from high school in Morrisania.

Altogether, in the precincts covering these three neighborhoods, there have been 887 robberies and 675 felony assaults. Despite these high rates of crime, criminal activity has been decreasing significantly, with an over 33% reduction in the last decade (1998 to 2008) (NYPD, 2009c; NYPD, 2009d).

Finally, a 2008 study of New York City neighborhoods by the Citizen's Committee on Children shows that children living in the NYC Justice Corps neighborhoods are at significantly higher risk than children being raised in the majority of other areas of New York City. Assessing risk levels across eight factors, including poverty, community life, safety, and environment, these neighborhoods were placed into the highest risk category for seven factors. "Four or more risks increases the chance of damaging outcomes by ten." While the same assessment in 2005 showed Morrisania as a less at-risk neighborhood than the others, by 2008, the three areas are generally equivalent according to these indicators (NYC-CCC, 2008)

## **Disconnected Youth**

The following table presents the distribution of disconnected youth, defined as not having a high school diploma, not in school and unemployed, for the Brooklyn and Bronx community districts with the highest percentages. The NYC Justice Corps communities are among the five top-ranking districts, including Community District 3 (Bedford-Stuyvesant), with 8.75% of youth, and Bronx Community Districts 1 and 3, with 11.64% and 9.63%, respectively.

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<sup>31</sup> These data available reflect the composition of both Bronx Community District One and Two, which is not part of the Justice Corps catchment area.

<sup>32</sup> These data available reflect the composition of both Bronx Community District Three and Four, which is not part of the Justice Corps catchment area.

**Table B-1**  
**Brooklyn and Bronx Community Districts**  
**with Highest Rates of Disconnected Youth**

Community District	Percentage of Disconnected Youth <sup>a</sup> (ranking variable)
Brooklyn CD 4	10.69%
Brooklyn CD 16	10.14%
Brooklyn CD 7	8.96%
<b>Brooklyn CD 3</b>	<b>8.75%</b>
Brooklyn CD 1	7.96%
<b>Bronx CD 1</b>	<b>11.64%</b>
Bronx CD 5	11.47%
Bronx CD 4	9.83%
Bronx CD 6	9.69%
<b>Bronx CD 3</b>	<b>9.63%</b>

<sup>a</sup> Defined as youth ages 16 to 19 that do not have a high school diploma, are not in school, and are unemployed.  
Source: Data excerpted from Justice Mapping Project, 2006

## Re-Entry Trends

The selected neighborhoods are among those in New York City with some of the highest concentrations of formerly incarcerated individuals and have rates of re-entry disproportionate to the resident populations, available social services, and potential places of employment (Center for Urban Research and Policy at Columbia University, 2007). The Bronx, for example, represents 16.5% of the NYC population but is the destination for 27.98% of the 40,684 inmates released from the City’s Department of Corrections in 2008. To measure these spatial disparities, a recent study conducted by John Jay College of Criminal Justice (2007) identified the community districts that have received the highest proportion of individuals released from DOC custody. As the following table depicts, the NYC Justice Corps communities were ranked among the top seven community districts, each with about 14 out of every 1000 residents having been released from DOC.

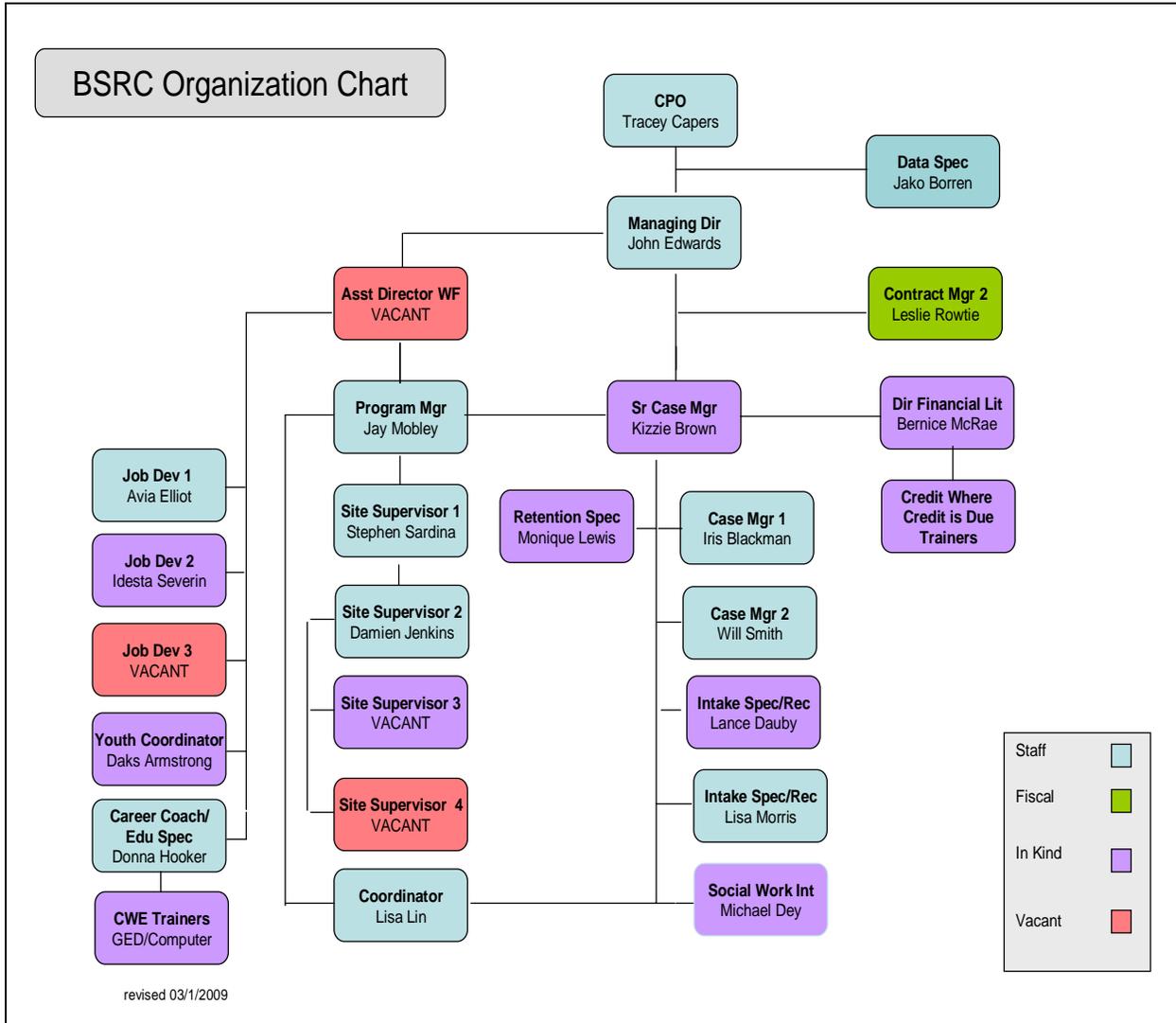
**Table B-2**  
**Rate of DOC-Released Individuals, Top Seven Community Districts, 2005**

Community District	Number of Released Inmates	Rate per 1,000 Residents
Manhattan CD 10	1,772	16.5
Brooklyn CD 16	1,388	15.7
<b>Brooklyn CD 3</b>	<b>2,076</b>	<b>14.4</b>
<b>Bronx CD 3</b>	<b>982</b>	<b>14.3</b>
Bronx CD 2	660	14.1
Manhattan CD 11	1,617	13.7
<b>Bronx CD 1</b>	<b>1,110</b>	<b>13.5</b>

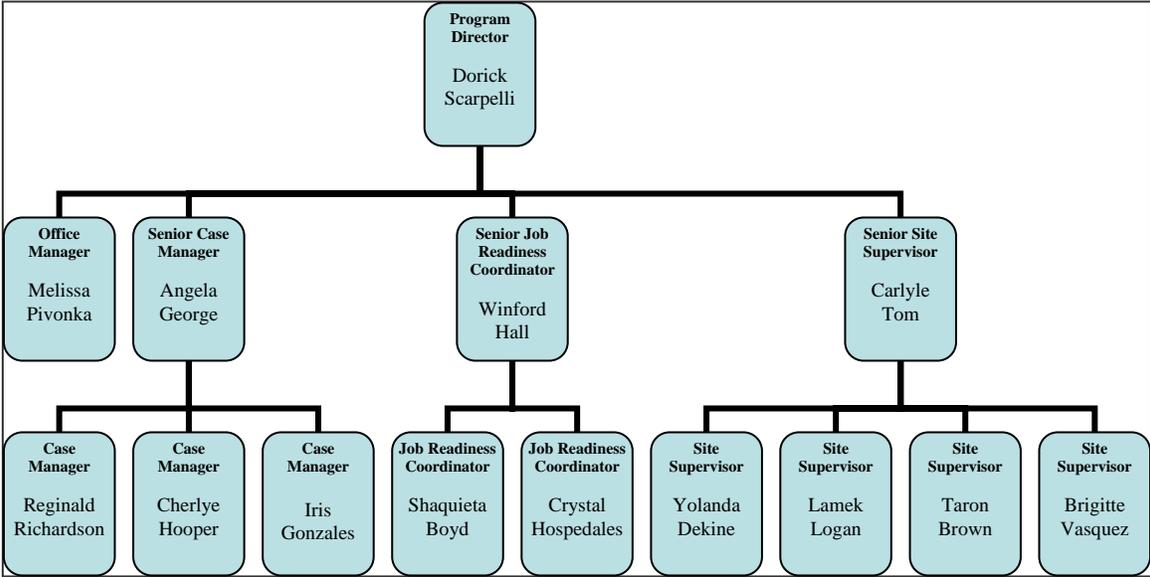
Source: John Jay College (2007).

## Appendix C: Site Staffing Charts

**Figure C-1**  
**BSRC Justice Corps Staff Organization, Spring 2009**



**Figure C-2**  
**Phipps Justice Corps Staff Organization, Spring 2009**



**Table D-1**  
**Phase 1 Orientation and Training Schedule by Site, Cohort and Activity**

Cohort	Brooklyn		Bronx	
	Activity	Date	Activity	Date
1	Orientation	Sep 15-16, 2008	Orientation	Oct 15-17, 2008
	Job Readiness	Sep 17-Oct 2, 2008	Life Skills/Service Learning	Oct 20-Nov 7, 2008
	Skills Training/Service learning	Oct 6-9, 2008		
2	Orientation	Nov 17-19, 2008	Orientation	Dec 17-19, 2008
	Job/ Life Readiness	Nov 19-Dec 12, 2008	Life Skills/ Service Learning	Dec 22-Jan 16, 2009
	Service Learning	Dec 15-24, 2008		
3	Orientation	Feb 9-11, 2009	Orientation	Feb 25-27, 2009
	Job/ Life Readiness	Feb 16-Mar 5, 2009	Life Skills/ Service Learning	Mar 2-13, 2009
	Service Learning	Mar 9-20, 2009		
4	Orientation	May 11-13, 2009	Orientation	Apr 22-24, 2009
	Job/ Life Readiness	May 18-Jun 4, 2009	Life Skills/ Service Learning	Apr 27-May 8, 2009
	Service Learning	Jun 8-18, 2009		

**Table D-2**  
**Phase 2 Community Benefit Service Project Schedule by Site and Cohort**

Cohort	Brooklyn	Bronx
1	Oct 13-Dec 31, 2008	Nov 10-Jan 30, 2009
2	Dec 29-Mar 19, 2009	Jan 19- Apr 10, 2009
3	Mar 23-Jun 11, 2009	Mar 16-Jun 5, 2009
4	June 22-Sep 10, 2009	May 11-Jul 31, 2009

**Table D-3**  
**Phase 3 Internship Schedule by Site and Cohort**

Cohort	Brooklyn	Bronx
1	Jan 5-Feb 12, 2009	Feb 2-Mar 27, 2009
2	Mar 23-Apr 30, 2009	Apr 13-Jun 5, 2009
3	Jun 15-July 23, 2009	Jun 8-Jul 24, 2009
4	Sep 14-Oct 22, 2009	Aug 3-Sep 25, 2009

**Table D-4**  
**Graduation and Post-Program Placement Schedule by Site and Cohort**

Cohort	Activity	Brooklyn	Bronx
1	Graduation	Feb 13, 2009	Mar 27, 2009
	Job Placement	Feb 19, 2009	Mar 30, 2009
2	Graduation	May 1, 2009	Jun 5, 2009
	Job Placement	May 4, 2009	Jun 8, 2009
3	Graduation	Jul 24, 2009	Jul 24, 2009
	Job Placement	Jul 27, 2009	Jul 27, 2009
4	Graduation	Oct 23, 2009	Sep 25, 2009
	Job Placement	Oct 26, 2009	Sep 28, 2009