

WORK PROGRESS PROGRAM (WPP)

Final Report

PREPARED FOR:

The Mayor's Office for Economic Opportunity (NYC Opportunity)
and NYC Human Resources Administration (HRA)



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Evaluation of the Work Progress Program**

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Young people, particularly those who are not employed or attending school, face many barriers to attaining gainful employment, often due to lack of work experience. The hurdles are even higher for those who have justice system involvement, experience housing instability, and/or hold marginalized identities. Young people with little to no job experience and few academic credentials are at higher risk of long-term economic hardship.

NYC Human Resources Administration (HRA) and the Mayor's Office of Economic Opportunity (NYC Opportunity) partnered in 2012 to launch the Work Progress Program (WPP) as one new strategy to address the needs of the city's young adults. WPP was designed to complement the work of community-based organizations (CBOs) working with young people by funding an add-on subsidized job component to their existing programming. The goal is to introduce young people to work experiences that might be hard to obtain without a work history, build their professional skills, and support them during their engagement with the program. Through WPP, HRA reimburses providers for wages or stipends paid to low-income young adults (aged 16-24) who have been placed in short-term work experiences that typically last 12 weeks. Currently, the WPP program works with over 50 CBOs throughout New York City and has a special emphasis on serving out of school and out of work youth, NYCHA residents, young people who identify as LGBTQI+, and runaway, homeless, and/or in shelter youth. In Fiscal Year 2022, the program connected over 1,400 young people to subsidized employment experiences.

In 2022, McClanahan Associates, Inc. published its report on the Work Progress Program (WPP), which analyzed quantitative and qualitative data from a sample of sites during 2012-2019. The report presents findings from both an implementation study and an outcomes study, combining in-depth interviews with staff at 15 CBOs with participant-level data collected by CBOs and the New York State Department of Labor. The report describes both the broader picture of the benefits and challenges of WPP for participating CBOs, as well as the outcomes for program participants. The research team found that:

- WPP supports and improves CBOs' work with young people, facilitating career exploration, career exposure, and learning how to work.
- Participating CBOs reported satisfaction with WPP and greatly value the funding it provides.
- While CBOs said WPP was a valued source of funding, a challenge raised is that it only can be used to reimburse for participant wages, so CBOs incur costs administering the program that have to be covered by their own budgets.
- About one-half of participants completed their subsidized job hours; however, at youth development-focused CBOs, completion was nearly universal. Participants at youth development-focused CBOs comprised 14% of the study sample.¹

¹ CBOs self-identified as a youth development-focused or workforce development-focused organization. While services vary between organizations, youth development typically focuses on providing holistic supports to young people, whereas workforce development primarily focuses on preparing participants for the workforce and connecting people to employment. However, these labels are not determinative of the services a CBO provides; a youth development-focused CBO could provide some of the services/supports of a workforce development-focused CBO, and vice versa.

- A majority (82%) of program participants experienced employment at some point during the year following their subsidized job. A third of participants (33%) experienced employment in all four quarters in the year following WPP.
- In the four quarters following WPP, average earnings were \$8,355² for participants who experienced employment. [Note that some portion of young people in WPP are in school and not working]³
- Participants who completed their WPP work experiences were statistically more likely to be employed following WPP and earn more in the year following WPP.

Though the study provided new insights into the program, it has some key limitations. The onset of the COVID-19 pandemic caused a significant delay in receiving the employment and earnings data used in the outcomes study. As a result, the outcome findings may be less applicable to the program as it exists today, as the data for this study represents outcomes for the Fiscal Year 2013-2017 cohorts. Since the study period, the program has implemented several changes, including more rigorous data collection, reporting, and review. In addition, there are concerns with the representativeness of the CBOs available for data sharing. As the quantitative study period was before the WPP team implemented stronger data protocols, the analysis was restricted to providers who captured and maintained individual-level data, which could have biased the study towards larger, more mature organizations with more resources for internal data and evaluation work.

Though the WPP program has changed in the years since the study period, this evaluation presents findings around both provider experience and participant outcomes that should be explored in future program years. This evaluation is one place that the WPP team will look to for program model changes - another source of new ideas is the Youth Experience Advocates (YEA-Interns), a peer-led evaluation initiative launched by the WPP team in 2021. A small cohort of former WPP participants are brought on as YEA-Interns to conduct focus groups with current participants, review and aggregate their feedback, and present their recommendations for program enhancements to the WPP team and the provider network. In addition, WPP is one of several programs within NYC Opportunity's workforce development portfolio focusing on young people, especially opportunity youth, and these findings will be used to support iteration to existing programs and the development of new interventions.

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² Earnings were adjusted to 2021 dollars.

³ WPP serves young people aged 16-24, and a portion of WPP's population is in school. However, whether a participant was in school was not recorded for 74% of the participant sample and could not be factored into the analysis.

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Introduction

Subsidized employment is an evidence-based employment solution that can quickly put large numbers of unemployed individuals to work (Schnur et al., 2021). Random assignment evaluations of subsidized employment strategies implemented by federal and state governments have shown positive immediate impacts (Dutta-Gupta et al., 2016). Perhaps most notably, Schnur et al. (2021) found that subsidized employment programs can effectively connect people to employment who would not otherwise be working. The success of these programs shows that many people who are not currently participating in the workforce would be earning income if structural barriers to employment were removed. These structural barriers are rooted in inequitable policies and systems in criminal justice, housing, education, health care, and other resources people need to thrive (Schnur et al., 2021). Further, research shows that subsidized employment is especially beneficial for people with minimal work experience—including youth and young adults (Hossain & Bloom, 2015). There is evidence from some studies examining youth-focused subsidized employment programs that such programs can improve employment, earnings, and other non-employment outcomes under some circumstances in the short-term, but there is mixed evidence related to their long-term impacts.

According to the Pew Research Center (Fry & Barroso, 2020), as many as 10 million young people in the United States need the opportunity that a subsidized job offers. Even as the United States experienced record low unemployment between 2016 and early 2020, young people experienced unemployment rates twice as high as the national average (Bird, 2021).

Employment programs are critical for youth and young adults, and particularly for young adults of color, because the staggering rates of joblessness they face could, without intervention, have lifelong negative consequences for their earnings (Bashay, 2021). Subsidized employment and transitional jobs have been shown to support and develop pathways to employment, which are particularly critical for individuals affected by the criminal legal system (Bashay, 2021; Pham & Young, 2021). In addition, the COVID-19 pandemic has devastated economic opportunities for youth and young adults, particularly Black, Indigenous, and other youth of color; individuals affected by the criminal legal system (Bird, 2021); and “opportunity youth,” defined by the Aspen Institute (2022) as young people ages 16 to 24 who are neither working nor in school, creating even more need for these types of programs.

The Work Progress Program (WPP) was launched in 2012 as a partnership between the NYC Human Resources Administration (HRA) and the Mayor’s Office for Economic Opportunity (NYC Opportunity). These organizations recognized an opportunity to supplement the work of community-based organizations (CBOs) with young people ages 16 to 24 by funding an add-on subsidized job component to their existing youth programming. Each year, WPP service providers apply and are selected to receive reimbursement for paid work experiences they provide to participants in their youth services programs. The intention of the program is to provide participating young people with an introduction to real-life work experiences that might be hard to obtain without a work history, and to support their material needs while they are engaging in other programs and services. Participating CBOs prepare young people to be job-ready and identify short-term internal or external work opportunities. The typical placement is 20 hours per week for 12 weeks, with the flexibility to shape the program around

other services in which young people participate. Because the position is funded through WPP, participating employers avoid the financial risks of taking a chance with a less experienced job candidate. Participants obtain valuable job experience, and barriers to their subsequent job-seeking efforts are reduced.

Focus of Current Study

WPP was the focus of an implementation study conducted in summer 2013 by Branch Associates when the program was in its infancy. The current study, initiated several years later and conducted by McClanahan Associates, Inc. (MAI), had two distinct but complementary foci. First, the study intended to provide a broader picture of the benefits and challenges of WPP for participating CBOs. Second, the study was designed to explore the outcomes for program participants.

The study explored the following research questions about the benefits and challenges of WPP for participating CBOs:

1. How does WPP fit within participating CBOs' mission and goals?
2. How does WPP improve the work of participating CBOs?
3. What are the benefits of WPP to participants and CBOs?
4. What are the key challenges of implementing WPP?
5. What funding strategies do organizations rely upon, given that WPP covers only wages and fringe benefits?
6. What implementation strategies can participating CBOs share to inform best practices for other providers with respect to selecting participants, developing subsidized jobs, providing any necessary wraparound services, and identifying the level of supervision or mentorship participants need during the subsidized job placement?
7. What considerations surround the decision to select wage-based subsidies versus stipends for participants?

The study explored the following research questions about outcomes for program participants:

1. What percentage of young adults complete WPP? What participant and program characteristics are associated with completing WPP?
2. What percentage of WPP participants are employed during the following year?
3. What earnings do young adults receive during the year following participation in WPP?
4. Do participants who complete WPP have better employment and earnings outcomes than participants who do not complete WPP?
5. What participant and program characteristics are associated with better employment and earnings outcomes following WPP?

About this Study

An organizational survey of CBOs participating in WPP was administered via a Survey Monkey web link to all CBOs who had received funding between 2012 and 2016 from NYC Opportunity (then NYC Center for Economic Opportunity) for subsidized WPP jobs. The survey link was sent to 45 organizations. Of these, 34 organizations completed the online survey between June 29 and August 23, 2016. The goals of the survey were to gather information about the programs within which the WPP subsidized jobs were embedded and, most importantly, to identify a subset of grantees from whom to collect fuller qualitative and quantitative data.

Studying Benefits and Challenges of WPP for Participating CBOs

Qualitative Data Site Selection

The goal was to conduct in-depth interviews with 15 CBOs that were roughly representative of the various CBOs administering WPP to understand their perspectives on the benefits and challenges of participating in WPP. All selected CBOs were placing youth in WPP subsidized jobs in 2016 when the organizational survey was completed. Specific service providers were selected for interview, in consultation with HRA and NYC Opportunity, to capture important variation across five variables reported on the organizational survey. The goal was to include both programs focused on workforce and youth development, a range of years of initial WPP participation, variation in reliance on internal versus external job placements, and a range of organizational budgets and number of participants served. Appendix Table A1 presents the CBOs that participated in interviews together with their classification on the characteristics that were considered to select them into the interview sample.

Interviewees and the Interview Process

We conducted one-on-one and multi-person telephone interviews from December 2018 to February 2019 with staff that supervise WPP subsidized jobs at the subset of 15 CBOs selected into the interview sample. Which staff members we interviewed depended upon how responsibilities were structured in the CBO. At some organizations, a single individual could address questions about both how WPP fit into the organization's mission and how WPP funding complemented other funding streams. At other organizations, responsibilities and institutional knowledge were more segregated; in that case, we conducted multi-person interviews. We chose the best approach in consultation with NYC Opportunity and the CBO's staff. Interviewees held a range of positions within participating CBOs, including front line staff, program points of contact, division directors, management, vice presidents, and executive directors.

We conducted multi-person interviews with nine WPP CBOs and individual interviews with the remaining six providers. All key informants received an email from NYC Opportunity announcing the project. We then contacted key informants to schedule the interviews. All telephone interviews lasted about 90 minutes and were conducted by an MAI staff member. We analyzed all interview data qualitatively through coding and analysis procedures using NVivo, a qualitative software package, to highlight broad patterns and themes in the data.

Studying Outcomes for Program Participants

Quantitative Data Site Selection

The goal was to identify a subset of CBOs who would be able to share participant-level data on the subsidized jobs to link to subsequent employment histories in order to study participant outcomes. Responses to the organizational survey identified which organizations had collected participant-level records that included information on the timing of the subsidized job placement, maintained these records across the intervening years, and did not have consent forms that prohibited data sharing. Twenty-three of the CBOs that completed the organizational survey were deemed eligible to share participant-level data, and 18 ultimately provided the data outlined in the next section for youth who had participated in WPP between fiscal year (FY) 2013 and FY 2017.¹

Because this part of the study focuses on the labor market experiences of WPP participants in the period immediately following their subsidized job, we restricted the study sample to participants whose data included hours worked in the subsidized job together with a valid start date for the subsidized job in FY 2013 to FY 2017. Where these data points were missing or were outside of a plausible range, the post-subsidized job observation window could not be identified, so the participant was excluded from the study sample.

In early discussions with HRA and NYC Opportunity, we considered the possibility of conducting analyses using the larger sample of all subsidized job participants whose Social Security numbers service providers supplied to HRA each year.² However, these data had no associated demographic characteristics at the individual level. More importantly, this data set did not indicate the start date of the subsidized job or how many hours the individual worked in the subsidized job. These data therefore could not add value to the analyses of the more detailed data shared by the sample of 18 service providers.

This data, for 2,012 participants, forms the study sample used to address the questions about outcomes for participants. Appendix A2 lists the CBOs that shared participant level data.

Individual-Level Data Requested from CBOs

Beginning in July 2019, CBOs began to share individual level demographic data for WPP participants with HRA, but for the time period referenced in this study, that policy was not in place. Instead, all service providers contributing to the study sample were asked to share their individual-level data with the evaluation team using an Excel template. The goal of the template was to gather comparable data across CBOs. However, some providers disabled the drop-down options or were unable to share data for all of the requested variables, so some variables are not known for all participants in the study sample. In addition to participants' Social Security numbers, which were required to link WPP participants to their subsequent job history, providers were asked to share the demographic and program variables listed below.³

¹ For New York City, the fiscal year runs from July 1 to June 30. The calendar year referenced in the fiscal year refers to the latter six months of the fiscal year. For example, FY 2017 refers to the period between July 1, 2016 and June 30, 2017.

² As of July 2018, WPP required providers to share only the final four digits of participants' Social Security Numbers.

³ All participant level data points, including Social Security Numbers, were considered sensitive and were shared and maintained through secure encrypted processes.

Demographic variables

- Date of birth
- Gender
- Race
- Ethnicity
- Zip code at enrollment
- Residence in NYCHA housing at enrollment
- Prior legal system involvement⁴
- Educational attainment at enrollment
- In school at enrollment⁵
- Working at enrollment

Program-related variables

- Date of enrollment
- Start date of subsidized job
- Internal or external job placement
- Number of potential hours for subsidized job
- Number of hours worked in subsidized job

Data Shared by the New York State Department of Labor

The final data source used for the current project is wage record data captured by the New York Department of Labor (NYSDOL) for all employees who are covered under the state unemployment insurance (UI) law. The state estimates that approximately 97 percent of non-farm work is covered by this law. NYSDOL requires employers to submit documentation of earnings for every employee each quarter. These data may be shared with government entities and their subcontractors for research purposes following execution of a data sharing agreement, as specified by UI Data Sharing Bill (S5773A), when the data are being used for evaluation of program performance.

For purposes of evaluating employment and earnings in the year following participation in the WPP subsidized job, we shared the list of the 2,012 participants with NYSDOL. In return, we received a file that included quarterly earnings for each individual on the list for whom NYSDOL had record of employment since FY 2013. All data transfers and warehousing used encrypted software to maintain data security.

We linked the individual-level demographic and subsidized job variables from the CBOs to the wage records from NYSDOL. This linkage enabled us to address the research questions concerning levels of employment and earnings in the year following participation in the WPP subsidized job.

⁴ Although this variable was requested, it was shared for only 35% of the sample and so is not included in the analyses that follow.

⁵ Although this variable was requested, it was shared for only 26% of the sample and so is not included in the analyses that follow.

Limitations

Interview Study of Benefits and Challenges of WPP for CBOs

With respect to the qualitative analyses, a key limitation is that MAI staff conducted interviews with a targeted subset of participating CBOs. These CBOs were selected intentionally in consultation with HRA and NYC Opportunity to capture the range of experiences. However, their perspectives may have been different from those of CBOs that were not selected. In addition, some selected CBOs had undergone staff changes. Staff members who were available to participate in interviews were sometimes unable to answer historical questions about decisions to participate in WPP or how funding challenges were addressed over time.

Study of Outcomes for Program Participants

Scope of Post-WPP Employment Data

For the quantitative analyses, an important limitation is that a small part of employment in New York State is not captured in NYSDOL wage records. NYSDOL suggests that 97 percent of non-farm employment is captured. However, it notes that, in addition to agricultural workers, the records do not include railroad, private household, student, self-employed, and unpaid family workers. WPP participants who worked exclusively in these types of positions in the year after their subsidized job would be wrongly classified as not employed in our analyses, as they would not appear in the wage records data for any quarter.

Similarly, because we reference data only from New York and not from other states, we may have underestimated actual levels of post-WPP employment, as some participants may have been employed in other states.

Representativeness of CBOs Available for Data Sharing

Another limitation of the quantitative analyses stems from the nature of the sample. Some CBOs that participated in WPP during the target fiscal years are not included in the data we analyzed. By necessity, the analysis sample was restricted to CBOs that captured individual-level data and maintained the data for a year or more following an individual's completion of the subsidized job. WPP did not require participating CBOs to maintain the data after program completion. Organizations that did so may be different from organizations that did not: They had more thorough data practices in place, so they be biased toward larger, mature organizations with access to more resources to support internal data and evaluation work.

A single large CBO is highly overrepresented in the quantitative sample, contributing 36 percent of the sample. We explore the impact of this sample limitation by conducting a subset of analyses both across the full sample, and without this organization included.

Project Delays

A final limitation of the quantitative analyses is that they are less timely than desired due to both contracting challenges and delays obtaining access to the individual level employment data. The initial lead contractor on the project retired, and the contracting process to allow reassignment to MAI took time. UI Data Sharing Bill (S5773A) gives government entities and

their subcontractors permission to apply for access to individual-level wage data for program evaluation. However, the approval process takes time. For this project, the process took far longer than usual due to the onset of the COVID-19 pandemic, closure of government offices, and move to remote work, all of which took place after we applied for data sharing but before approval.

Program Changes

Since the study period, several important changes have been made to WPP including allowing participants to engage in a second WPP internship with a different CBO, HRA collecting individual-level data on participants' demographics and outcomes, and conducting more rigorous reviews of the reports submitted by CBOs to document the experience of participants. In FY21, WPP launched a peer-led evaluation initiative, the Youth Experience Advocates (YEA) internship, to bring on recent WPP alumni to develop and lead focus group sessions with current WPP participants. The YEA interns synthesize the feedback they hear from participants and present their findings and recommendations to HRA, NYC Opportunity, and CBOs.

Qualitative Study Findings: Voices of the Providers

This section focuses on the following seven research questions:

- How does WPP fit within participating CBOs' mission and goals?
- How does WPP improve the work of participating CBOs?
- What are the benefits of WPP to participants and CBOs?
- What are the key challenges of implementing WPP?
- What funding strategies do organizations rely upon, given that WPP covers only wages and fringe benefits?
- What implementation strategies can participating CBOs share to inform best practices for other providers with respect to selecting participants, developing subsidized jobs, providing any necessary wraparound services, and identifying the level of supervision or mentorship participants need during the subsidized job placement?
- What considerations surround the decision to select wage-based subsidies versus stipends for participants?

Qualitative Study: Key Findings Overview

- **Overall, WPP fits within participating CBOs' mission and goals.** Interviewees reported that WPP and its funding aligned with their organizational missions, programming, and target populations. Specifically, many interviewees stated that WPP funding allowed them to give opportunity youth and young adults much-needed employment opportunities.
- **WPP funding improved the work of participating CBOs.** Interviewees reported four ways that WPP funding affected their programming. It enhanced existing subsidized job and/or internship programming; expanded the population eligible for subsidized jobs; introduced a new subsidized job component; and improved internal organizational processes.
- **CBOs perceived that the key benefits of WPP to participants were career exploration, career exposure, and learning how to work.** The most commonly reported benefits by CBOs were exploring varied careers, being informed about particular types of jobs, and learning how to work.
- **Participating CBOs reported satisfaction with WPP and greatly value the funding it provides.** Chief among the benefits to CBOs cited by interviewees was the value of the funding. All interviewees reported that they would continue to apply for WPP and indicated their satisfaction with the program. They also reported that WPP enabled their organizations to create pathways to employment and self-sufficiency that would be difficult for participants to access otherwise.
- **WPP provides many benefits to both organizations and program participants, however, it is not without its challenges.** Interviewees reported several limitations related to WPP's application and contract: the amount of funding, what that funding covers, the length of WPP subsidized jobs, eligibility criteria, and reporting requirements. Other reported challenges were identifying and managing relationships with employers, participant retention, and other contextual challenges.
- **All participating CBOs shared that their organizations incurred costs associated with paying participant wages or stipends through WPP.** Since WPP only provides funding for

- wages for youth, CBOs were responsible for administrative expenses, staffing, training, transportation, food, and supplies and equipment costs. However, many interviewees also thought that the benefits to program participants outweighed the costs. Most indicated that their organizations relied on resources from private donations, foundations, and government sources to cover these unreimbursed costs
- **Two-thirds of interviewed providers placed youth in jobs both within the CBO as well as jobs with other employers.** Specific placements were determined through a combination of informal assessment, conversation, interview, and résumé assessment.
- **The most cited factor for job placement was youth interest.** All interviewees, regardless of organization size and focus or whether they placed WPP participants in jobs within or outside of their organizations, reported youth interest as the most reported consideration for job placement.
- **CBOs placed participants in a wide range of fields.** Interviewees reported offering a range of diverse job placement opportunities in fields such as childcare, construction, healthcare, retail, and administrative office positions.
- **CBOs faced challenges establishing and maintaining relationships with employer partners.** Some interviewees shared that the amount of time it takes to establish employer partner relationships was a challenge. Others reported that establishing and maintaining “trusting” relationships with partners could be a barrier to retaining subsidized job placements.
- **CBOs successfully engaged youth and young adults residing in NYCHA developments in WPP programming.** The most successful strategies were participant and alumni referrals, strong community partnerships, relationships with NYCHA development staff, and direct community outreach where CBOs were operating in or located near NYCHA housing.
- **CBOs most commonly paid participants hourly wages rather than stipends.** The most commonly reported reason for choosing hourly wages over stipends was the perception that hourly wages teach participants more responsibility by requiring showing up to work on time and working the scheduled number of hours in order to get paid.

Qualitative Question 1

How does WPP fit within participating CBOs' mission and goals?

We asked interviewees a series of questions related to their overall perceptions of how WPP fits within their organizations' mission and goals. Interviewees said that they applied for WPP funding to enhance their organizations' programming, provide incentives to participants, and enable their young adult populations to develop proficiency in several employment sectors. Interviewees reported that NYC Opportunity and HRA are valued funders who ensure that WPP providers connect young adults to employment opportunities and wraparound services, while offering participants work in internal (within the CBO) and external (outside of the CBO) positions. The CBOs accomplished these goals through:

- Partnerships
- Payment
- Work readiness and educational training before participants enter the unsubsidized workforce

Interviewees shared that WPP and its funding aligned with their organizational missions, programming, and target populations. Specifically, many interviewees stated that WPP funding allowed them to give opportunity youth and young adults much-needed employment opportunities. Interviewees from less well-funded organizations especially appreciated this opportunity. WPP funding also gave organizations flexibility in working with a broad range of participants. For instance, one interviewee shared that the organization applied for WPP funding because it was seeking seed funding to pilot a program to place young adults who were out of school and work in the CBO's own workforce. This organization chose WPP because of its funding for training and internship hours — an aspect of programming that was perceived by many interviewees as both desirable and aligned with their organizations' goals. Another interviewee said that, because of WPP funding, the organization was able to support its young adult population with work readiness training and access to employment. Many of this provider's young adults were struggling because they didn't have work experience, were young, and were no longer in school. WPP funding was perfectly aligned with the CBO's mission and with its goals to provide the necessary supports for employment.

Some interviewees emphasized the fact that they, as providers, need to recognize and place a greater emphasis on the struggles of their communities. Some WPP providers work in congressional districts with the lowest socio-economic status in the city whose young adults need economic support, education, and skills training. These interviewees said that WPP enabled CBOs to provide these needed supports.

Qualitative Question 2

How does WPP improve the work of participating CBOs?

Most of the WPP providers we interviewed reported that they did not offer subsidized jobs or internships prior to WPP funding, but some did. Interviewees reported one of four ways WPP funding affected their programming.

- It enhanced existing subsidized job and/or internship programming.
- It expanded the population eligible for subsidized jobs.
- It introduced a new subsidized job component.
- It improved internal organizational processes.

Enhanced Existing Subsidized Job and/or Internship Programming

Several providers indicated that, since they started participating in WPP, they had expanded the educational components of their programming that was offered to young adults. For instance, some shared that they expanded their job readiness and development curricula to support participants in undertaking the subsidized job, which was for many their first job or internship experience. One interviewee said that the organization developed a tailor-made community-focused curriculum focused on transferable skills, such as communication, conflict resolution, and time management—skills participants would need when they moved to unsubsidized work. Another provider shared that the CBO used WPP funding to bolster its supports for young people in the areas of conflict resolution and cultural differences in the workplace.

Expanded Populations Eligible for Subsidized Jobs

Other interviewees said that WPP enabled their organizations to expand programming to serve new populations. For example, one provider opened up WPP to young women when it had previously served only young men. Another provider, who primarily serves young adults who have recently been incarcerated or are supervised through probation or parole, shared that because of WPP funding, the CBO also serves young adults who have criminal legal contact without mandated supervision.

Introduced a New Subsidized Job Component

For some CBOs, WPP funding introduced a new subsidized job component. Like those providers who shared that WPP allowed them to serve new populations, some interviewees shared that the introduction of WPP enabled their organization to establish a new subsidized job program that was specific to young adults, having an already established program that served adults only.

Improved Internal Organizational Processes

Some interviewees stated that implementing WPP resulted in “staffing up” their programs and others with renewed WPP contracts added support staff and new internship sites to better serve participants. Another provider streamlined their HR processes to be less burdensome on participants, for example, by eliminating an additional HR interview since participants were already being interviewed for the WPP opportunity. Others shared that the need to place interns on their payroll spurred improvements to payroll processes. CBOs also improved internal processes to prepare both employers and employees for job placement. (See also [Qualitative Question 6.](#))

Some interviewed providers reported that they had built stronger and more reliable data systems while participating in WPP. Some purchased new data systems, which they used to track WPP data. These providers needed new data systems for many purposes, not only WPP.

Still, having these structures in place helped providers align the data they tracked with data required for WPP reporting. They not only could use data to better serve participants generally, but also could more easily populate data for WPP monthly and quarterly reporting. One interviewee reported that the CBO set up its new data system with WPP-specific categories, such as a drop-down menu to report that a participant left the subsidized job placement for an unsubsidized job.

Qualitative Question 3

What are the benefits of WPP to participants and CBOs?

Perceived Benefits to Participants

We asked interviewees their perceptions of what they see as the benefits of WPP to participants. Many interviewees seemed to agree with the sentiment expressed by one respondent who said that the benefits of WPP programming to participants were “endless.” The most commonly reported benefits were exploring varied careers, being informed about particular types of jobs, and learning *how* to work. Of course, the financial support of a paying job was important to participants as well. WPP also provided young adults with opportunities and experiences they may not have had without the program. Interviewees’ perceptions of the benefits of WPP for youth participants, as outlined below, correspond to those cited in the 2014 implementation study.

- **Career exploration.** Exploring careers and becoming informed about different types of jobs was reported as a major WPP benefit for participants. Interviewees shared several examples. WPP influenced the career and educational interests and goals of some participants who pursued post-secondary education based on their WPP work experience. Additionally, many of the interviewed providers shared that subsidized jobs often became unsubsidized work for participants, though not always at the WPP site.
- **Job-related soft skills.** As was the case in the 2014 implementation study, many interviewees noted that their organizations tried to make the subsidized work experience feel as much like a “real job” as possible, but with more “structures” and “scaffolding” in place to support participants holistically. According to interviewees, participants gained workforce experience and learned to:
 - Deal with different teams of co-workers and supervisors
 - Communicate effectively and resolve conflicts
 - Show up on time
 - Manage different roles and responsibilities
 - Quit a job properly and maintain a relationship with the employer

Interviewees noted that these skills are transferable once participants leave WPP. In addition, some providers reported increases in participants’ vocabulary and open-mindedness, and less aggressive behavior exhibited by participants as a result of WPP participation.

- **Job-related hard and technical skills.** The hard and technical skills WPP participants learned, as interviewees noted, are also transferable. WPP participants learned varied skills

in fields such as construction, boat building, environmental surveying, design, media production, and childcare.

- **Pay.** Interviewees expressed that the financial support provided through WPP helped many participants by providing income they needed.
- **Self-esteem and confidence.** Interviewees saw participant gains in self-esteem and confidence as a major benefit of WPP subsidized work. One interviewee shared that they saw “social transformations” in some participants.
- **Career and job readiness training and development.** Interviewees reported that WPP training and, in some programs, credentials earned, positioned WPP participants to obtain unsubsidized work.

Benefits to CBOs

Provider CBOs also benefited from WPP. Chief among the benefits cited was the value of the funding. All interviewees reported that they

“[WPP funding] helps us level the playing field for our participants while providing an incentive for employers. Without WPP, we would not be able to create these effective employment opportunities.”

would continue to apply for WPP and indicated their satisfaction with the program. Interviewees shared that WPP enabled their organizations to create pathways to employment and self-sufficiency that would be difficult for participants

to access otherwise. For instance, one provider’s participants are primarily young men of color, who face numerous barriers to employment including racial and age discrimination, stigma around legal system involvement, and lack of access to work experience and training. The interviewee indicated that WPP funding helped to “level the playing field” for these participants.

Interviewees reported that, in addition to providing wages, WPP funding enabled providers to enhance the training, programming, and services they provide to participants.

Interviewees said that their organizations were better able to engage participants, serve new populations, and spend more time helping participants figure out their next steps. WPP funding enabled them to provide these services in part because they did not also have to pay wages to participants in subsidized jobs.

“WPP ... money [is] being used to help something happen in this neighborhood that doesn't happen in any way frequently enough for the most vulnerable people in the neighborhood.... WPP creates an extraordinary opportunity not because of the money, [but] it gives money that allows this set of relationships to be formed that ultimately are the greatest source of transformation in someone's life.”

Other organizational benefits interviewees cited were the ability to be creative when providing employment, to engage more young adults, and to offer work opportunities within the organization. For instance, one provider shared that, with WPP funding, the organization engaged participants in cleaning a pond situated in a park in the Bronx. This unique and

gratifying work had the added benefit of enabling participants to have an impact on the community.

Interviewees reported that WPP's wage subsidy gave organizations the opportunity to engage more young adults. All WPP providers we interviewed work with some of the most vulnerable young people in the five boroughs. The wage subsidy offered them the means to serve these youth at scale and raise other resources to provide other support services.

Additionally, as was found in the 2014 study, interviewees whose organizations placed WPP participants internally saw the benefit of the additional labor resource coming from the

community. The subsidized jobs not only enhanced their services to their clients but also provided program participants with an entryway to potential career paths.

Another organizational benefit interviewees shared is that WPP "is created for the people who are using it." In other words, the program was created for organizations with small staff to provide a direct subsidy to young people by creating a "clear [and]

user-friendly process [to utilize the resources]." Additionally, interviewees reported that NYC Opportunity staff were extremely responsive to providers' needs and understood each provider's mission.

Interviewees also reported that WPP allows providers to remain nimble, "unlike other non-WPP funders," who provide a template for the work or impose criteria on how to perform services. Such restrictions can limit what organizations can do. Interviewees expressed that, in addition to capturing the work they do related to their individual missions, WPP programming was significant in other ways as well. For instance, some interviewees reported that WPP helped them establish partnerships with employers and collaborate with them for external job placements, leading to positive outcomes for participants.

Other organizational benefits include increased communication and collaboration with other CBOs, including other WPP providers. Some providers mentioned access to data, provider training, and consistent and "patient" support on the part of HRA and NYC Opportunity as invaluable benefits to their organizations. One interviewee provided an example of a WPP provider training where providers were given citywide data related to the WPP target population. Such data-sharing events, along with peer networking opportunities and best practice sharing, were recognized as beneficial ways in which providers could learn from one another.

"The main benefit of [WPP] is being able to provide ... opportunities for students to develop their employment competencies. [WPP] definitely speaks to our mission of improving the quality of life of the people we serve through education, training, and employment. So, it's right in line with our mission. One of the things we've learned is a great deal of our participants are low-income, but also, there are [other needs]. We are talking from a literacy standpoint, from a skill-set standpoint, and we're operating in one of the poorest congressional districts in America. There are so many needs that our students come in and present with, and WPP..provides an opportunity for students to ... get.....job training and a little income that helps to develop their confidence and competencies [which is] right in line with our mission. "

Interviewees representing providers that placed participants in external subsidized jobs said that their organizations engaged in community outreach and collaborations with small local and large businesses. These relationships benefit providers because the businesses learn about the providers; their programming, participants, and needs; and how they contribute to the community. Furthermore, interviewees reported that, through these collaborations, the rest of the community also learns about the WPP program, its benefits, and how it can benefit employers.

Several providers shared that following WPP participation, participants gained unsubsidized employment or graduated from school, thus creating a “pipeline” of individuals who are making an impact and paving the way for future opportunities in their communities. Providers reported that these successes have supported external employer partner recruitment. When potential employers see WPP

participants succeed, they are more likely to volunteer to become WPP employer partners. Additionally, interviewees said that WPP participants who were also engaged in other organizational programming shared their WPP experiences with staff and other youth, serving as “credible messengers” for the program.

"I can't express how important that is. It's really just how we do our work, and I don't know that we would work under some ... government contract that said 'you have to do it this way' as many others do. I think that WPP provides us nimbleness that is important to us as an organization. So, ... my chief program officer, operating officer, [and executive director] are all committed to ... remaining a nimble organization. I think it is imperative that we are able to [work with] our young adults in ways that they can help lead and guide their own outcomes. And WPP-specific support of participant reimbursement is ideal for us, especially at this time. I mean where we'll be in the future, I don't know but at least the time that we've been with them has been an ideal method for being funded."

Qualitative Question 4

What are the key challenges of implementing WPP?

Though interviewees all agreed that WPP has many benefits for both organizations and program participants, they also reported challenges. Several challenges relate to the WPP application contract: the amount of funding, what that funding covers, the length of WPP subsidized jobs, eligibility criteria, and reporting requirements. Other reported challenges were identifying and managing relationships with employers, participant retention, and other contextual challenges.

WPP Application Challenges

The challenges interviewees described with the WPP application were logistical. For instance, one interviewee noted that the calculator set up to determine the request amount was not a perfect fit for the organization because it was no longer using “hourly rate times hours” to determine reimbursements. However, this CBO made the tool work. Interviewees were also asked if their organization submitted proposals for New York City requests for proposals (RFPs) other than WPP. We asked those who said yes whether they found the application process manageable or taxing and how it compared to other NYC RFPs they had submitted. “Straightforward” was the word used most often by interviewees to describe the WPP

application; all agreed that the application was manageable. Compared to other application processes, interviewees reported that the WPP application was less burdensome, especially after it was streamlined for returning applicants; one said it was “easier by far.”

Funding Challenges

The foremost challenge interviewees cited was related to WPP funding. Although all interviewees appreciated the support, many indicated that the administrative, operational, and payroll costs associated with running WPP were challenging. WPP funding is specifically tied to the subsidized work; organizations get reimbursed only for the hours participants work, and not for the staff needed to operate the program. These restrictions put a strain on organizations to cover those costs. In addition, the minimum wage increase led some organizations to serve fewer participants, interviewees reported, even though there were more young people who could have benefitted. Other providers responded to the minimum wage increase by lowering the number of hours offered for the subsidized work, and two providers moved from an hourly wage to a stipend for subsidized jobs. WPP worked to minimize the adverse effects of the increase in the minimum wage by providing additional funding. From FY13 to FY17, the amount of WPP funding available doubled from \$1.5 million to \$3.1 million. WPP’s FY22 budget is \$4 million.

Several interviewees also reported challenges with the notification of the funding award and when the funds were released. One interviewee mentioned that the contract year had changed, for reasons the interviewee did not know. The change did create a slight challenge in the consistency of the organization’s services. One provider mentioned that, at the time of the interview, the funds had been released later than in the past, saying the CBO was in a “bit of a waiting game” to receive its approved funds.

Challenges with the Length of WPP Subsidized Job

Some interviewees said that the length of the subsidized job opportunity was a challenge. They suggested that 12 weeks is not enough to accommodate all the work, such as case management, required to maximize the benefit participants can get from WPP. As one provider shared, “Participants don’t just walk in and are able to focus on work. There are a lot of other wraparound services and supports that are needed from the staff to be able to properly assist the population that is targeted through WPP.” Since FY16, providers have been permitted to request funding for over 240 hours and/or over 12 weeks of subsidized work on a case-by-case basis with appropriate rationale. However, it appeared that some interviewees were unaware that WPP allowed for exceptions to be granted for internships longer than 12 weeks.

Participant Eligibility Challenges

Interviewees also shared challenges with eligibility factors. Many noted that they would like to see the age range of eligible young adults expanded to at least 26. Another eligibility criterion interviewees cited as a challenge was that participants could only do the program once.⁶ In both cases, interviewees reported that more young people could benefit if these eligibility restrictions were relaxed.

⁶ Changes to WPP eligibility now allow young people to complete a second internship, provided the second internship is with a different WPP-funded provider.

Reporting Challenges

Some interviewees shared that the monthly and quarterly reporting requirements could be burdensome. Some recognized that reporting enables the organization to examine how the program is performing. They said that providers can communicate the benefits of WPP as a result of fulfilling the data reporting requirements. Some also noted that HRA supports providers by answering their questions about reporting. HRA conducted presentations to enhance provider understanding of the reporting requirements. Interviewees found these presentations extremely beneficial. One recommended producing a webinar outlining the reporting requirements that provider staff can access on their own time.

Challenges Identifying and Managing Relationships with Employer Partners

One challenge was finding and agreeing on a diverse set of external employer partners whose locations are convenient for the CBO's WPP participants. For example, one interviewee shared that the organization needed to find employers located close to the schools their WPP participants attended so that students could go from school directly to their internships without

"Ninety-nine percent of the student population here receive free or reduced lunch. And, out of those participants, they have also experienced some kind of hunger at home. As a result of that, they've had to work part-time jobs after school. A lot of our participants are ... 2nd or 3rd generation immigrants, or they come from single-parent households. So, they [must] take on additional responsibilities [to] help their families thrive and survive. We [are in] the South Bronx, which is one of the poorest congressional districts in the country, so, the need for financial support, mentoring, and coaching goes far beyond what we can provide. But because of WPP, we [can] support these students through financial, social-emotional, and academics."

having to spend time traveling that could be invested in working their required hours. Another challenge mentioned by some was building and maintaining trust with external employer partners. One interviewee shared that, although the organization had robust strategies for recruiting employers and for preparing youth for work, still, sometimes youth "fall a little short of expectations." For example, if young employees call out absent for "silly reasons," the

relationship between the employer partner and the CBO can be hurt. Another provider indicated that some employer partners were not used to employing young people who were still in high school which posed challenges in terms of accommodating their schedules. This provider reported that this was a challenge they needed to negotiate to ensure students weren't scheduled in a way that required them to miss school.

Participant Retention Challenges

Issues with participant retention were another area of challenge, though reasons for non-retention were not always negative. Some interviewees reported participant retention issues due to poor attendance at their job site or conflicts with supervisors or other workers. However, in data provided by HRA, participants also exited WPP because they were returning to education, had gained unsubsidized employment (either full-time or part-time), or for other non-specified reasons.

Contextual Challenges

Between December 2018 and February 2019, at the time of the interviews, the hiring market in New York State and City was robust. In light of the contextual barriers that deny opportunities

to young adults, especially young adults of color, we asked interviewees if there were aspects of the local neighborhood or other contextual issues that affected WPP implementation or participant retention in subsidized jobs. Specifically, we were interested in what providers would say about the level of free-market employment opportunities for youth in the neighborhood and whether that level affected participants' ability to complete the 12-week subsidized job.

Regarding the levels of free-market employment opportunities for WPP participants, the results varied. Some interviewees shared that there were opportunities in their neighborhoods for youth to find work at minimum wage (\$15 per hour at the time of the interview), such as fast-food restaurants. However, they said that there were few opportunities for young people to hone their soft skills. Interviewees said that these other opportunities did not negatively affect participant retention in their WPP programming. One provider shared that, even if participants did choose free-market labor opportunities over WPP, the organization would consider that outcome "a win." However, other interviewees said that minimum wage job opportunities in their neighborhoods did sometimes affect participant retention because young people could make the same amount of money at a retail store or restaurant as they could in WPP. Still, other interviewees stated that free-market employment opportunities were scarce in the low-income areas in which their organizations operate, so participant retention was not affected.

One interviewee discussed specific geographical factors that affect the organization's WPP programming. The CBO is situated in an industrialized location that is disconnected from the rest of the city and not well served by public transportation. The provider was therefore limited in its capacity to provide diverse employment opportunities. The interviewee said that these factors affected both participant interest and retention in the WPP subsidized jobs.

In addition, several interviewees opined that the workforce system must do a better job of bringing young adults into the workforce. This effort would require targeted and smart investments, flexible funding to help providers better meet the needs of young adults, and support for institutional capacity so providers can continuously work to remove the systemic barriers that deny or limit young people's access to the labor market. Stronger collaboration among government, providers, and communities is also needed. Interviewees mentioned other city-supported employment opportunities like the Mayor's Action Plan (MAP) for Neighborhood Safety initiative, Probations' young adult work, and the growth of Credible Messenger/Transformative Mentoring as efforts that lay a foundation for improved outcomes for young adults.

Qualitative Question 5

What funding strategies do organizations rely upon, given that WPP covers only wages and fringe benefits?

All interviewees shared that their organizations incurred costs associated with paying participant wages or stipends through WPP: CBOs paid out of their funds for administrative expenses, staffing, training, transportation, food, supplies and equipment, and more. However, many interviewees agreed that the benefits to program participants outweighed the costs. Most

indicated that their organizations relied upon resources from private donations, foundations, and government sources to cover the unreimbursed costs. Specific government funding streams that were mentioned as helpful complements to WPP included city council funding, Department of Education funding, Full-Service Community Schools (FSCS) Grants, Department of Probation funding, and AmeriCorps. Most providers we interviewed used these funding sources to cover staff time, the administrative costs of running WPP, and other services they offered to WPP participants. Still, a common recommendation of interviewed providers was to provide more funding to cover the costs of operating the program.

Qualitative Question 6

What implementation strategies can participating CBOs share to inform best practices for other providers with respect to selecting participants, developing subsidized jobs, providing any necessary wraparound services, and identifying the level of supervision or mentorship participants need during the subsidized job placement?

As shown in Table 1, two-thirds of interviewed providers relied on a combination of internal (within their organization) and external subsidized job placements.

Table 1. Subsidized Job Placements

Location of Subsidized Job Placements	Focus of CBO		
	Youth Development	Workforce Development	Other
Within CBO only	1	2	0
External only	0	1	1
Both	6	4	0

Placement Considerations

All interviewees, regardless of organization size and focus or whether they placed WPP participants in jobs within their organization or in external placements, reported using informal assessment, conversations, interviews, and résumés to place participants in appropriate work sites. Factors they mentioned considering for job placement include the following:

- Participant's interests (cited most often)
- Age
- Assessment of skills
- Legal classifications (i.e., on parole or probation)
- Prior experience
- Recommendations from staff
- Risk (e.g., some participants not being able to handle having a manager)
- Schedule and availability
- Short and long-term career goals
- Strengths and weaknesses
- Travel time to the work site
- In-school and program factors and benchmarks: attendance, grades, demographics, and so on

In addition to these factors, interviewees who place externally reported other factors they consider important like the capacity and need of external employer partners and the long-term potential of the employment sector.

Subsidized Job Opportunities

Even organizations that offered youth job placements within their own organizations only, provided a range of job opportunities. One organization, which focused on developing social enterprise opportunities, employed participants in a silk-screening business; participants printed and sold t-shirts while also performing regular shop upkeep including maintenance and painting. Another organization that relied exclusively on job placements within their organization employed youth in the work of the organization; youth served as apprentice boat builders, environmental researchers, and camp instructors. The third organization that placed youth in internal jobs provided youth with the opportunity to train as certified nursing assistants and home health aides.

In terms of establishing external job placements and preparing external employer partners to work with WPP participants, several interviewees discussed long-standing relationships with their employer partners and networks they could call upon to place participants. However, some interviewees said that organization staff had recruited employer partners by literally going door to door, obtaining contact information for hiring managers, and then following up with them via email or phone to describe WPP and its benefits to participants and employers.

Once participants were placed in external positions, all interviewed providers stressed regular communication with supervisors at the external job sites to check in on participants' performance and hours as a best practice. Interviewees reported having prepared external employer partners by providing them with job descriptions and with WPP program descriptions and requirements, including descriptions of working with opportunity youth. Other examples of preparation included creating "contracts" or "worksite agreements" that site supervisors and interns sign to ensure that all are clear on program goals and their own responsibilities. This step could help to alleviate any tensions arising down the line about participant performance or employer supports.

For providers that focused exclusively on external job placements, the positions varied. However, common employment types were maintenance (e.g., college campus maintenance, supplemental maintenance, and street cleaning), construction, security, foodservice, dog daycare, and food pantry work in other social service agencies.

The remaining 10 interviewed WPP providers offered both subsidized job experiences within their organizations and outside of their organizations with external employer partners. Many of these jobs were administrative in nature, but interviewees reported other diverse fields, such as:

- Afterschool programming
- Child care, daycare
- Building maintenance
- Clerical work
- Coaching, tutoring, or serving as teaching assistants
- Construction
- Foodservice
- Reception
- Media and digital technology
- Manufacturing and warehouse work
- Healthcare (nursing assistants or home health aides)
- Personal care services
- Retail
- Technology
- Youth work and outreach

Several interviewees in this group reported challenges with establishing and maintaining relationships with employer partners. Some interviewees shared that the amount of time it takes to establish employer partner relationships was a challenge. Others reported that establishing and maintaining “trusting” relationships with partners could be a barrier to subsidized job placement. For instance, several interviewees shared that managing the expectations of employers was difficult when partners expected participants to have a certain amount of professional experience or to work hours that conflicted with their school schedules. Therefore, some interviewees reported having to “reel back” some of their employer partners to understand what expectations were reasonable and unreasonable.

Relatedly, finding employer partners that understood the challenges and barriers experienced by the WPP participant population (such as stigma related to criminal legal involvement) was also a reported challenge to partnerships. Similarly, providers reported challenges with finding employer partners that could provide a supportive environment sensitive to the needs of participants, such as survivors of gender-based violence. Several interviewees reported struggles with finding employer partners who weren’t looking to “fill a quota” to connect to community members as a particular challenge to placing participants in subsidized work.

Wraparound Services and Support

In addition to connecting participants to subsidized work, WPP providers also supported participants through wraparound services such as education, mentorship, case management, work readiness, and job placement services each of which was supported by other funding streams separate from WPP funding. Several interviewees described training opportunities including job and career readiness and soft-skills training, along with financial literacy and educational workshops. Some credential-earning opportunities afforded to participants included Occupational Safety and Health Administration (OSHA), food handling, construction, and home health aide certifications. Interviewees who offered training opportunities to participants as part of the WPP experience were asked what they thought could facilitate the process of identifying appropriate opportunities, paying for them, and/or delivering them. Some interviewees were interested in training staff at their organizations to deliver training themselves. Interviewees discussed the desire for more funding to deliver training opportunities to WPP participants and wanted HRA and NYC Opportunity to play a larger role in identifying qualified training partners. Several interviewees shared that they would like more funding for staff professional development to enhance the training provided to participants.

As noted in the 2014 implementation study, supervisors play a vital role in WPP; they serve as mentors, coaches, and advocates for participants. All interviewees reported that continuous and consistent communication with participants to make sure that they receive the supports and supervision they need is a must. The majority of interviewees reported that the necessary level of supervision or mentorship can vary by participant, but that meeting with participants at least weekly is critical. Several interviewees reported that they gave participants evaluation forms to gather data on WPP areas of strength and weakness for continuous improvement. Sample questions asked participants what they learned while participating in WPP, what they learned each week through work, what they believe the provider could improve upon, and what they think they need to learn to be successful in the future.

NYCHA Resident Outreach

Encouraged as part of the WPP application and built into the program, interviewees reported that many CBOs recruited youth living in NYCHA residences.⁷ For some, meeting this goal required targeted outreach, while for others it was a natural byproduct of their geographic location. For instance, one organization reported not needing to conduct direct outreach because it is located very close to NYCHA developments and already receives many NYCHA participants. Three providers shared that they do not conduct direct outreach to young adults living in NYCHA because the organizations' WPP programming and/or recruitment strategies were conducted in high schools. Interviewees reported that the most successful strategies, the ones that resulted in a substantial number of youth and young adults residing in NYCHA developments joining WPP programming were

- Participant and alumni referrals
- Strong community partnerships
- Relationships with NYCHA development staff
- Direct community outreach, for organizations located near or operating in NYCHA housing

Qualitative Question 7

What considerations surround the decision to select wage-based subsidies versus stipends for participants?

At the inception of WPP, all participants were paid an hourly wage for their subsidized jobs. The wage was set at the current minimum wage in New York City and was adjusted each year that the official minimum wage shifted. In 2018, NYC Opportunity introduced another payment structure that CBOs could select: offering a stipend rather than an hourly wage. This alternative was launched to be responsive to CBOs who were expressing interest in and requesting this payment structure. Through the interviews, we learned that the 15 participating organizations were using the following payment structures with their current participants:

- 13 organizations provided hourly wages
- 2 organizations offered stipends
- 0 offered both stipends and hourly wages⁸

We were interested in learning what influenced participating providers' decision to offer a stipend rather than an hourly wage and what impact that decision had on participant interest in job placement. Interestingly, one interviewee shared that the organization decided to offer a stipend rather than an hourly wage because, as much as it wanted the subsidized job to "be as close to a real job experience," the point of the work is to "learn" as opposed to making money. In addition, this organization found that most WPP participants did not go into unsubsidized work following their WPP participation, but instead attended college or a trade school; this observation also influenced their choice to provide stipends instead of an hourly wage. This interviewee did not believe that the switch to stipends affected participant interest in participating in the subsidized jobs.

⁷ The WPP application also encourages outreach to other key groups in addition to NYCHA residents, which is regularly updated to be responsive to changing needs.

⁸ In FY22, WPP has 52 providers who offer hourly wages, 6 providers who offer stipends and 2 that offer both stipends and wages.

Another provider who had offered stipends in the past but switched to hourly wages shared that, although they found stipends to be “far easier” from an administrative standpoint, their organization thought that stipends, from a legal perspective, were not appropriate unless the internships did not “resemble a job” — as many internships did. Another interviewee reported that stipends have fewer limitations than hourly wages. However, providing an hourly wage accurately represents the elements of a real-world job experience such as having participants fill out hiring paperwork, file for taxes, pay into Social Security, and so on. The organization preferred this realistic experience because it better equipped participants for the conversion into an unsubsidized job.

None of the CBOs that participated in the interviews offered both stipends and hourly wages. However, two organizations had offered this structure in the past, but instead, had since moved to hourly wages in one case and stipends in the other.

Indeed, the most commonly reported reason for choosing hourly wages over stipends was the perception that hourly wages teach participants more responsibility: showing up to work on time and working the required number of hours in order to get paid. Again, interviewed providers stressed the importance of providing subsidized jobs that mirror real life to equip participants for the next step after their WPP experience. In their view, that meant providing hourly wages.

Quantitative Study Findings: Outcomes of the Participants

This section focuses on the five quantitative research questions:

- What percentage of young adults complete WPP? What participant and program characteristics are associated with completing WPP?
- What percentage of WPP participants are employed during the following year?
- What earnings do young adults receive during the year following participation in WPP?
- Do participants who complete WPP have better employment and earnings outcomes than participants who do not complete WPP?
- What participant and program characteristics are associated with better employment and earnings outcomes following WPP?

These questions are addressed using individual-level data shared by 18 CBOs for a sample of 2,012 WPP participants as presented in Appendix Table A2 and linked with employment data shared by NYSDOL for these same individuals.

Quantitative Study: Key Findings Overview

Across the detailed analyses that follow to address the five quantitative research questions outlined above, these key findings emerge:

- **Approximately one-half of WPP participants completed their subsidized job hours.**
 - Completion was near universal for participants from CBOs with a youth development focus.
 - Within CBOs with a workforce development focus, 43 percent of participants completed their subsidized job.
 - Within this group, completion is higher among participants who were younger than 21, females and those who graduated high school prior to enrollment.
- **Post-WPP employment rates were high with 82 percent employed at some point during the following year.**
 - Completing the subsidized job boosted employment in the subsequent year to 88 percent for participants in CBOs with a workforce development focus.
- **Thirty-three percent of participants were employed in all four quarters of the year following WPP.**
 - Completing the subsidized job boosted all-quarter employment in the subsequent year to 41 percent for participants in CBOs with a workforce development focus.
 - Within CBOs with a youth development focus, 40 percent of participants were employed in all four subsequent quarters.
- **Average earnings in 2021 dollars across the four quarters following WPP was \$8,355 for those with any employment in the period.**
 - Full-year earnings are not significantly different by CBO focus on youth or workforce development.
 - Completing the subsidized job boosted average earnings by \$977 in the subsequent year for participants in CBOs with a workforce development focus.

- **Participation in WPP did not erase advantages that were present at enrollment.** Those who were already working at enrollment and those with more education at enrollment were more likely than peers to be employed at any point in the year after WPP, to be employed in all four quarters, and also had higher earnings across the year.
- **On average, female participants fared better than males** with higher employment at any point in the subsequent year, employment in all quarters in the subsequent year, and higher earnings across the four quarters following WPP.
- **Higher age was associated with both more likely four-quarter employment and higher earnings,** but not related to ever being employed in the year following WPP.
- While they were equally likely to be employed at some point in the year, **participants from CBOs with a non-industry-specific focus were more likely to be employed in all four quarters and to have higher earnings.**

Characteristics of the Quantitative Study Sample

To better understand the population available for analysis, we begin by presenting the demographic data available for the analysis sample of 2,012 WPP participants from 18 CBOs. As shown in Table 2, the individuals in the analysis sample began their subsidized jobs in FY 2013 to FY 2017. The sample is evenly divided between those who were 21 and above⁹ when their subsidized job began and those who were younger, with more male participants (56 percent) than female (44 percent). At the time of enrollment, about 30 percent of participants were living in the Bronx, with another 30 percent in Brooklyn. Residence in Manhattan (22 percent) and Queens (16 percent) was less common. All of these variables were available for a substantial portion of the analysis sample. The remaining variables, however, include large amounts of missing data, and so are presented in an exploratory way.

Race and ethnicity data were available for about three-quarters of the sample. Among those with valid data, 63 percent were Black and non-Hispanic, 33 percent were Hispanic, and the remaining 4 percent included small numbers across several backgrounds.

NYCHA residence at enrollment was reported for only 40 percent of the sample. Among those with valid data, a little less than half (46 percent) were living in NYCHA housing at the time of enrollment.¹⁰

The final variable, educational attainment at the time of enrollment, was reported for 70 percent of the sample. Among those with valid data, 45 percent had less than a high school degree, 12 percent had a GED or other equivalency diploma, 34 percent were high school graduates, and the remaining 10 percent had at least some college at the time of enrollment.¹¹

⁹ The intention of WPP is to serve participants age 16-24. Ages at the job start were calculated using the reported participant birth date and start date of the WPP job. The sample includes 95 individuals who were 25 at the job start, 10 who were 26, and 1 who was 29 years old.

¹⁰ As of FY20, all CBOs are required to report NYCHA residence at enrollment. At the individual level, since FY20, fewer than 20 percent of participants chose not to disclose this information.

¹¹ Whether or not participants were actively engaged in formal education at the time of WPP enrollment was a requested data point, but was shared for only 26 percent of participants, and so cannot be included in these analyses.

Table 2. Demographic Data for WPP Participants in Study Sample

Characteristic	Percentage of Participants ^a
Fiscal Year During Which Subsidized Job Began (n = 2,012)	
FY 2013	5.7%
FY 2014	21.1%
FY 2015	24.3%
FY 2016	33.7%
FY 2017	15.2%
<i>Missing data on this variable</i>	0%
Age at Start of Subsidized Job (n = 1,982)	
Less than 21	49.5%
21 through 24	45.2%
25 and above ¹⁰	5.3%
<i>Missing data on this variable</i>	1.5%
Gender of Participant (n = 2,000)	
Female	43.8%
Male	56.2%
Transgender/Gender non-conforming ^b	0%
<i>Missing data on this variable</i>	0.6%
Borough at Enrollment (n = 1,983)	
Bronx	30.8%
Brooklyn	30.0%
Manhattan	21.5%
Queens	15.9%
Staten Island	1.2%
Other specified zip code	0.7%
<i>Missing data on this variable</i>	1.4%
Race/Ethnicity of Participant (n = 1,516)	
Black, non-Hispanic	63.0%
Hispanic	33.0%
Other race/ethnicity	4.0%
<i>Missing data on this variable</i>	24.7%
NYCHA Residence (n = 797)	
No	53.8%
Yes	46.2%
<i>Missing data on this variable</i>	60.4%
Working at Enrollment (n = 1,566)	
No	93.2%

Characteristic	Percentage of Participants ^a
Yes	6.8%
<i>Missing data on this variable</i>	22.2%
Educational Attainment at Enrollment (n = 1,408) ^c	
Less than high school	44.6%
GED or equivalent	11.7%
High school graduate	33.7%
Some college	10.0%
<i>Missing data on this variable</i>	30.0%

^a The percentages for missing data are calculated across all 2,012 participants. The percentages in each category are calculated across the non-missing number of cases for each variable.

^b Although response options beyond male and female were offered on the dropdown menu, none of the providers chose these options when sharing participant level data.

^c Although we requested data regarding whether participants were in-school at enrollment, this information was missing for 74 percent of the sample, and so was deemed not usable.

In addition to the demographic characteristics for the analysis sample, we also highlight the context within which these participants experienced WPP by presenting the distribution of the participants across three important program characteristics: focus of the CBO on youth development versus workforce development, focus of the CBO's subsidized job placement as general versus industry specific, and whether the CBO actively recruited participants from the criminal legal system.

As shown in Table 3, participants in the analysis sample were concentrated in CBOs that focused their efforts on workforce development. Only 14 percent were from programs that cited youth development as their primary focus. About one-half of participants were in CBOs that did not have an industry-specific focus for their subsidized job placements. For those with an industry-specific focus, these included construction, healthcare, foodservice, retail, boat construction and environmental survey work.¹²

One of the individual-level variables we attempted to collect from providers was prior connection with the criminal legal system. Unfortunately, few providers were able to share that information at the individual level. The closest approximation we have available is a program-level variable that identifies whether a program actively recruits participants from the criminal legal system. For this analysis sample, just over one-half of the participants were associated with CBOs that actively recruit from the criminal legal system.

Table 3. Distribution of WPP Participants in Study Sample by CBO Characteristics

Characteristic	Number of CBOs	Percentage of Participants
Focus of CBO (n = 2,012)		
Youth development	4	14.0%
Workforce development	14	86.0%

¹² Construction was the most common industry-specific focus: 42 percent of participants in the sample worked with two CBOs with placements concentrated in that industry. About 5 percent of participants worked with a CBO focusing on placements in healthcare, and another 4 percent included small numbers focused in industries including foodservice, retail, boat construction, and environmental survey work.

Characteristic	Number of CBOs	Percentage of Participants
Industry Focus of Subsidized Job Placements (n = 2,012)		
Non-industry-specific focus	12	49.7%
Industry-specific focus	6	50.3%
CBO Actively Recruits from Criminal Legal System (n = 2,012)		
Yes	8	52.9%
No	10	47.1%

Quantitative Question 1

What percentage of young adults complete WPP?

Just over half of all participants completed their WPP subsidized job. Across all service providers, the default maximum number of subsidized job hours allowed for each WPP participating individual was 240 hours during the study period.¹³ In some organizations, subsidized jobs were of shorter duration. Service providers reported the numbers of potential hours and of completed hours in the subsidized job for each participant in the study sample. Where the completed hours met or exceeded 80 percent of the potential hours, the participant was coded as having completed the WPP subsidized job. By this definition, 51 percent of participants in the study sample completed their WPP subsidized job.

Table 4 presents the percentage of subsidized job completers together with the distribution of hours worked among non-completers across all participants in the study sample. Non-completers spent a wide range of hours in the subsidized job, with about one-half completing less than 65 hours and one-half completing between 65 and 191 hours.

Table 4. WPP Participants in Study Sample by Completion and Hours Worked in Subsidized Job

Number of WPP Participants	Participants Completing WPP Placement	Hours Non-Completers Worked in WPP Subsidized Job					
		< 20	20 to 39	40 to 64	65 to 89	90 to 124	125 to 191
2,012	51%	8%	8%	8%	8%	9%	9%

Almost 100 percent of participants from CBOs with a youth development focus completed their subsidized job, compared to less than half of those from CBOs with a workforce development focus. Table 5 explores completion of the WPP job hours by focus of the CBO on youth development or workforce development. Completion was near universal for participants from CBOs with a youth development focus.

Within CBOs with a workforce development focus, 43 percent of participants completed their subsidized job. Among those who did not complete the subsidized job, about one-half completed less than 65 hours and one-half completed between 65 and 191 hours. Appendix

¹³ Since FY16, WPP providers have been permitted to request funding for over 240 subsidized job hours on a case-by-case basis with appropriate rationale. This restriction on the number of allowable subsidized job hours is no longer a rule for WPP.

Table A3 presents the rates of completion of subsidized job hours by CBO.

Table 5. Completion of WPP Subsidized Job Hours by CBO Focus

CBO Focus	Participants Completing WPP Placement	Non-Completers Worked in WPP Subsidized Job		N
		< 65	65+	
Youth development	99.3%	0.4%	0.4%	281
Workforce development	43.0%	27.0%	30.0%	1731

Table 6 presents the relationship between completion of the subsidized job hours and the available participant-level characteristics by focus of the CBO on youth or workforce development. For the workforce development participants, we also include chi-square tests of significance between each characteristic and level of completion. We performed this test to highlight whether participants with certain characteristics were more likely to complete the subsidized job. Completion of the subsidized job differs by fiscal year with the highest level of completion in FY2013 and the lowest in FY14 and FY15. Females were more likely than males, and participants who were younger than 21 were more likely than their older peers in the workforce development CBOs to complete the available WPP hours. Completion rates are significantly different by borough with rates above 50 percent in both Brooklyn and Queens and lowest in Staten Island at 20 percent. Although NYCHA residence is reported for only 35 percent of the workforce development focused sample, within this subset we see higher rates of completion of WPP hours at 63 percent. Finally, we see a relationship between education and completion of subsidized job hours with participants who are high school graduates at enrollment more likely to complete subsidized job hours. Where data were available, neither race/ethnicity nor having been employed at the time of enrollment were related to completion.

Table 6. Completion of WPP Subsidized Job by Participant Characteristics

Characteristic	Participants Completing WPP Placement	
	CBOs with Youth Development Focus	CBOs with Workforce Development Focus
Fiscal Year During Which Subsidized Job Began	(n = 281)	(n = 1,731)
FY 2013	N/A	61.4%
FY 2014	100%	32.8%
FY 2015	100%	37.5%
FY 2016	99.1%	47.4%
FY 2017	96.2%	47.1%
<i>Statistically significant difference</i>	N/A	***
Age at Start of Subsidized Job	(n = 273)	(n = 1,709)
Less than 21	98.8%	47.4%
21 and above	100%	38.5%

Characteristic	Participants Completing WPP Placement	
	CBOs with Youth Development Focus	CBOs with Workforce Development Focus
<i>Statistically significant difference</i>	N/A	***
Gender of Participant	(n = 280)	(n = 1,720)
Female	99.4%	46.3%
Male	99.2%	40.4%
<i>Statistically significant difference</i>	N/A	*
Borough at Enrollment	(n = 268)	(n = 1,701)
Bronx	100%	31.3%
Brooklyn	98.6%	51.2%
Manhattan	90.0%	39.7%
Queens	100%	50.8%
Staten Island	100%	21.0%
<i>Statistically significant difference</i>	N/A	***
Race/Ethnicity of Participant	(n = 257)	(n = 1,259)
Black, non-Hispanic	98.8%	36.2%
Hispanic	99.3%	40.6%
Other race/ethnicity	100%	34.4%
<i>Statistically significant difference</i>	N/A	n.s.
NYCHA Residence	(n = 195)	(n = 602)
No	99.4%	48.0%
Yes	97.3%	63.4%
<i>Statistically significant difference</i>	N/A	***
Working at Enrollment	(n = 280)	(n = 1,286)
No	99.3%	39.2%
Yes	100%	46.2%
<i>Statistically significant difference</i>	N/A	n.s.
Educational Attainment at Enrollment	(n = 277)	(n = 1,131)
Less than high school	99.5%	40.3%
GED or equivalent	N/A	38.2%
High school graduate	98.9%	53.0%
Some college	100%	51.8%
<i>Statistically significant difference</i>	N/A	***

Note: The asterisks denote statistical significance using a chi-square test as follows: * p<.05; ** p<.01; *** p<.001

Next, we explored the relationships between program variables and completion of the subsidized job. The first panel in Table 7 presents the percentage of participants who completed the subsidized job by the industry focus of the CBO's subsidized jobs. **In workforce development programs, completion was higher (60 percent) when job placements were not focused on a particular industry.** Completion rates were lower when subsidized jobs were focused in a specific industry (29 percent). Recognizing that having a large subset of participants (36 percent) from a single CBO might have a strong influence on these results, we conducted a sensitivity analysis by exploring the relationships only for the other 13 providers focused on workforce development. Although the completion rate was higher among participants in industry-specific focused programs when the large CBO was excluded, it remained significantly lower than the completion rates for CBOs without an industry-specific focus at 38 percent.

The second panel of the table presents the relationship between completion of the subsidized job and whether a CBO actively recruits participants from the criminal legal system. There is no relationship between these variables for youth development programs, where completion was nearly universal. For workforce development programs, whether or not the large CBO was included, completion rates were higher for participants at CBOs that do not actively recruit participants from the criminal legal system.

Table 7. Completion of WPP Subsidized Job by Program Characteristics

Characteristic	Participants Completing WPP Placement	
	CBOs with Youth Development Focus	CBOs with Workforce Development Focus
Industry Focus of Subsidized Job Placements	(n = 281)	(n = 1,731)
Non-industry specific focus	99.1%	60.5%
Industry-specific focus	N/A	29.0%
<i>Statistically significant difference</i>	N/A	***
CBO Actively Recruits from Criminal Legal System	(n = 281)	(n = 1,731)
Yes	98.7%	30.0%
No	100%	57.2%
<i>Statistically significant difference</i>	N/A	***

Note: The asterisks denote statistical significance using a chi-square test as follows: * p<.05; ** p<.01; *** p<.001

The data we reviewed from Table 6 and Table 7 explored the relationship between one participant or program characteristic at a time and the rate of completion of the subsidized job. Because each participant is simultaneously experiencing each of these characteristics, looking at one characteristic at a time does not give us the full picture of which characteristics might be most strongly related to the completion of the subsidized job. Regression analysis is a way to mathematically sort out which characteristics are most strongly related to completion. Because

each participant is engaged with WPP within the umbrella of a specific CBO, we use a specific kind of regression analysis to account for the fact that participants experience WPP within a CBO, just like students experience their education within a specific classroom.¹⁴ What we learned from these analyses was that once we considered which CBO each participant was working with, none of the participant-level variables in the model were significant predictors of completion except for the year the subsidized job began.¹⁵ Neither gender nor age appeared to be significantly related to completion when the analysis was done in this way. This does *not* mean that females and younger participants were not more likely to complete their subsidized jobs. What it suggests is that females and younger participants were concentrated in CBOs that had higher rates of completion, and it was actually the CBOs rather than the gender or the age of the participant that was more responsible for driving completion.

Quantitative Question 2

What percentage of WPP participants are employed during the following year?

Methods

In order to address Quantitative Question 2, we first linked the study sample data to quarterly wage records data from NYSDOL. NYSDOL data presents earnings by quarter for each individual. Where earnings exceed \$0 in a quarter, the participant is coded as employed in that quarter. The next step is to identify the relevant window of observation within the NYSDOL data for each participant. The CBO data include start dates for WPP subsidized jobs but no end dates. To compensate, we estimated the quarter in which the subsidized job ended using the start date and hours worked in the subsidized job, assuming that individuals were contracted to work 20 hours per week in their placement.

The quarter following the one in which the subsidized job is estimated to have ended begins the observation window. Then we extend the analysis into a series of questions referencing progressively longer windows of interest to ask what percentage of WPP participants were employed:

- In the quarter after their WPP subsidized job ended
- Within the two quarters after their WPP subsidized job ended
- Within the three quarters after their WPP subsidized job ended
- Within the four quarters after their WPP subsidized job ended
- In both quarters after their WPP subsidized job ended
- In all three quarters after their WPP subsidized job ended
- In all four quarters after their WPP subsidized job ended

Table 8 outlines how we determined the appropriate observation window for the NYSDOL data, using hypothetical participant data varying by start date and hours worked.

¹⁴ Models are estimated using SAS GLIMMIX, which can accommodate both the nesting of participants within programs and the dichotomous dependent variable. Participants working with youth development programs were omitted from this analysis because there was no variation in rate of completion of the subsidized job in those programs.

¹⁵ As calculated by the intraclass correlation coefficient (ICC), 35 percent of the variation in completion of the subsidized job exists at the level between CBOs. This difference by CBO is highlighted in Appendix Table A3. Models included only those variables that were available for most of the sample: FY, age, gender, industry focus and borough.

Table 8. Determination of Quantitative Observation Window Based on Hypothetical WPP Start Dates and Hours Worked

Hypothetical Given Data		Calculated Assuming 20 Hours per Week in WPP Subsidized Job			
WPP Job Start Date	WPP Hours Worked	Calculated Weeks Worked	Calculated WPP End Date	Days Before Window Begins	Quarter 1 Post-WPP
7/1/13	100	5	8/5/2013	56	FY14 Q2
8/1/13	100	5	9/5/2013	25	FY14 Q2
9/1/13	100	5	10/6/2013	86	FY14 Q3
9/29/13	100	5	11/3/2013	58	FY14 Q3
7/1/13	240	12	9/23/2013	7	FY14 Q2
8/1/13	240	12	10/24/2013	68	FY14 Q3
9/1/13	240	12	11/24/2013	37	FY14 Q3
9/29/13	240	12	12/22/2013	9	FY14 Q3

There are several possible points of error in this approach. It is possible that participants did not work 20 hours per week in the subsidized job. If they worked more hours per week, their subsidized job ended earlier than we estimated. Our post-WPP observation window then could start later than necessary if the actual end date shifted into an earlier quarter than the predicted end date. The problem is similar if participants worked less than 20 hours per week. In that case, the end date of the subsidized job would be later than we calculated. Again, this difference would result in an error in the observation window, coding a participant as employed when they were actually still completing WPP hours, only if it shifted the end date into a later quarter than predicted.

Because NYSDOL employment data are reported on a quarterly basis, there is also the possibility that participants were employed after the WPP job, but in the same quarter that the WPP job ended. If that employment either did not continue into the next quarter or was not replaced with a new job in the next quarter, that participant would be wrongly classified as not working in the initial window after the end of the subsidized job. Given that NYSDOL data are reported quarterly, this potential source of error is unavoidable. However, our expansion of the research question into a series of seven related questions is intended to minimize the importance of this error.

Another potential source of error is a difference between provider-reported hours completed in the subsidized job and the maximum allowed through WPP. Some CBOs reported on participants who completed more hours than the 240 the WPP contract allows. If this reporting is accurate, and these participants were participating in subsidized work longer than expected, we might have wrongly coded them as participating in free-market employment when they were not. Because we did not have a way to know whether these reports were accurate, we conducted a sensitivity analysis, first capping the hours in the subsidized job at the 240 hours recognized by WPP, and then using the number of hours reported by the provider, even when it

exceeded 240. Through this sensitivity analysis, we assessed the impact of the different numbers of hours in the subsidized job, noting specifically how many of the participants in the analysis sample were affected and whether the difference results in substantively different findings on post-WPP employment and earnings outcomes.

Table 9 highlights the differences in the definition of the first post-WPP reference quarter between using reported hours in the subsidized job versus capping hours at the maximum of 240. For 93 percent of the sample, the difference in the definition of hours worked does not impact the subsequent calculation of the first post-WPP reference quarter. For 7 percent of the sample (132 participants), using reported hours shifts the reference quarter to one quarter later; for five participants it shifts two quarters, and for one it shifts three quarters.

Table 9. Difference in Calculation of First Quarter Post-WPP by Use of Reported or Capped Hours in Subsidized Job

Difference Produced by Using Reported Rather Than Capped Hours	Percentage	N
Equal	93.1%	1,874
1 quarter later	6.6%	132
2 quarters later	0.2%	5
3 quarters later	0.05%	1
Total	100%	2,012

Findings

Table 10 explores post-WPP employment across the series of reference periods outlined above. A sensitivity analysis presented in Appendix Table A4 confirms there is little difference in the results whether we define the first quarter post-WPP using capped or reported hours, so we present the results here using subsidized job hours capped at a maximum of 240 hours. Defined in this way, 65 percent of participants were employed in the first quarter following participation in the subsidized job. As the reference window expands to include employment at any point in the year following the subsidized job, 82 percent of participants were employed at some point during the four quarters that followed WPP participation, and 33 percent were employed in all four quarters following the subsidized job.

Table 10. Employment Across Post-WPP Quarters by Use of Reported or Capped Hours in Subsidized Job

Reference Period	Percentage of Participants Employed in New York State
	Defining Q1 Post-WPP Using Hours Capped at 240
Employed during Q1	64.9%
Employed during Q1 or Q2	72.8%
Employed during Q1, Q2, or Q3	77.0%

Reference Period	Percentage of Participants Employed in New York State
	Defining Q1 Post-WPP Using Hours Capped at 240
Employed during Q1, Q2, Q3, or Q4	81.6%
Employed during Q1 and Q2	48.7%
Employed during Q1, Q2, and Q3	39.1%
Employed during Q1, Q2, Q3, and Q4	33.2%

Because the rates of completion of the subsidized job were so different for youth development and workforce development programs, we explored whether subsequent employment similarly differed by program focus, as shown in Table 11. The differences are not statistically significant except for the last two lines, where WPP participants in a youth development CBO were more likely than those in a workforce development CBO to be employed in all three and in all four quarters following completion of their subsidized job.¹⁶

Table 11. Employment Across Post-WPP Quarters by CBO Focus

Reference Period	Percentage of Participants Employed in New York State Using Hours Capped at 240	
	CBOs with Youth Development Focus	CBOs with Workforce Development Focus
Employed during Q1	64.4%	64.9%
Employed during Q1 or Q2	70.5%	73.2%
Employed during Q1, Q2, or Q3	75.1%	77.3%
Employed during Q1, Q2, Q3, or Q4	79.0%	82.0%
Employed during Q1 and Q2	50.2%	48.5%
Employed during Q1, Q2, and Q3	44.1% ⁺	38.2%
Employed during Q1, Q2, Q3, and Q4	39.5% [*]	32.1%

⁺ Marginally different from the workforce development participants at the $p < .10$ level in a paired t-test

^{*} Significantly different from the workforce development participants at the $p < .05$ level

Quantitative Question 3

What earnings do young adults receive during the year following participation in WPP?

As with Question 2, we addressed Quantitative Question 3 by linking the CBO study sample data to NYSDOL quarterly wage records data, and used the post-WPP earnings windows outlined in the discussion of Quantitative Question 2. We define the first post-WPP quarter by capping the maximum number of hours in the subsidized job at 240, using the reported WPP subsidized job start date and the assumption that participants worked 20 hours per week to calculate when the subsidized job should have ended.¹⁷ Using this definition of the first post-

¹⁶ Differences in employment rates by industry focus are presented later in Table 16. There is no difference in the likelihood of ever being employed in the year following WPP between youth participating with a CBO with placements focused on a specific industry or not. Youth participating in a CBO with a non-industry-specific focus are more likely (36 percent) to be employed in all four quarters following WPP than youth who participated in a CBO with an industry-specific-focus (30 percent).

¹⁷ A sensitivity analysis comparing the impact on earnings calculations of using this definition of quarter 1 post-WPP to using reported hours is presented in Appendix Table A5. This is comparable to the sensitivity analysis presented with respect to employment in Appendix Table A4.

WPP quarter, we set the observation window to ask what the total earnings of WPP young adults were:

- In the quarter after their WPP subsidized job ended
- In the two quarters after their WPP subsidized job ended
- In the three quarters after their WPP subsidized job ended
- In the four quarters after their WPP subsidized job ended

As with Quantitative Question 2, the potential drawback of this approach is that it does not capture employment or associated earnings that were acquired later in the same quarter as the calculated end of the WPP subsidized job.

The minimum wage changed dramatically in New York City during the study period from \$7.25 in FY13 to \$11.00 in FY17. To adjust for this change, and to make the numbers more meaningful for readers today, all earnings have been converted to 2021 values.¹⁸ Table 12 presents the average post-WPP earnings in each of the reference periods in 2021 dollars for participants with some earnings during the reference period. **Participants who were employed at any point in the four quarters following their WPP subsidized job earned an average of \$8,355 across those four quarters.**

Table 12. Average Post-WPP Earnings Through Subsequent Four Quarters, Including Only Participants with Earnings in the Period

Reference Period	Average Post-WPP Earnings in New York State	N
	Defining Q1 Post-WPP Using Hours Capped at 240	
Q1	\$2,306	1,305
Q1 and Q2	\$4,312	1,465
Q1, Q2, and Q3	\$6,317	1,549
Q1, Q2, Q3, and Q4	\$8,355	1,642

As in the analyses for the first two quantitative questions, we looked for differences in post-WPP earnings for young people who participated in youth development versus workforce development CBOs. Table 13 presents these comparisons over the subset of participants who were employed at some point in each reference period. When the reference period spans the full year following completion of the subsidized job, the differences in earnings for participants in youth development programs are not statistically different from earnings for participants in workforce development programs. For each of the shorter reference periods, however, participants in workforce development programs earned more, on average, than participants in youth development programs. Even in this last period, the average is \$1,000 higher for those in CBOs with a workforce development focus, but the difference is not statistically different due to the variation in earnings within each group.

¹⁸ Earnings throughout the report have been converted to 2021 values using the conversions at the following website: <https://www.officialdata.org/us/inflation/2013?amount=100>

Table 13. Average Post-WPP Earnings Through Subsequent Four Quarters by CBO Focus

Reference Period	Average Post-WPP Earnings In New York State		
	Participants with Earnings in the Period		
	CBOs with Youth Development Focus	CBOs with Workforce Development Focus	N
Q1	\$1,917	\$2,368*	1,305
Q1 and Q2	\$3,657	\$4,414+	1,465
Q1, Q2, and Q3	\$5,380	\$6,464*	1,549
Q1, Q2, Q3, and Q4	\$7,488	\$8,491	1,642

* Significant at the $p < .05$ level in a paired t-test

+ Marginally significant at the $p < .10$ level in a paired t-test

In addition to exploring the average earnings, we also explored the distribution of earnings across the full year following participation in WPP in order to learn what subset of WPP participants had been able to maintain the level of employment they had experienced during WPP across the subsequent year. Table 14 presents the percentage of participants in each of four earnings categories. The upper category, \$14,400 and above, represents employment at the 2021 minimum wage of \$15 per hour for 20 hours per week across 48 weeks, the level of pay experienced by WPP participants who were paid an hourly wage while in the subsidized job.

As shown in Table 14, we estimate that 18 percent of participants with earnings in the year following WPP were able to maintain the level of employment they had experienced during WPP across the subsequent year.

In addition to the distribution across all participants with employment during the year, we explored whether there was a difference in the distribution of earnings by focus of the CBO on youth development versus workforce development. The distribution of participants across the four earnings categories was not statistically different by CBO focus on youth or workforce development.

Table 14. Distribution of Full-Year Earnings Overall and by CBO Focus

Earnings	All Participants with Earnings Employment in Year Following WPP (n=1,642)	By Focus of CBO	
		Youth Development (n=222)	Workforce Development (n=1,420)
Less than \$5,000	49.5%	51.4%	49.2%
\$5,000 to less than \$10,000	19.8%	21.2%	19.6%
\$10,000 to less than \$14,400	13.1%	14.0%	13.0%
\$14,400 and above	17.6%	13.5%	18.2%

Quantitative Question 4

Do participants who complete WPP have better employment and earnings outcomes than participants who do not complete WPP?

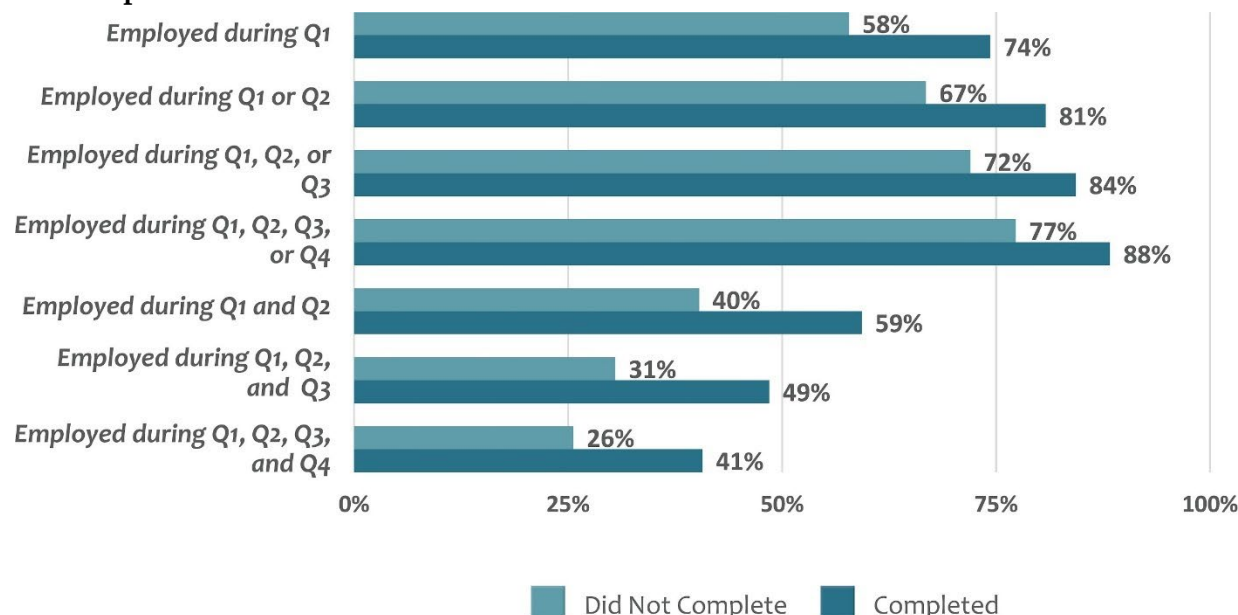
This question explores whether completing the subsidized job is predictive of higher employment and earnings in each reference period. We used the same approaches as for the previous quantitative questions. Since virtually all participants working with youth development programs completed their subsidized job, any variation in employment could not be dependent upon completion of the subsidized job for this subgroup. For this reason, we only explore if participants who complete WPP have better employment and earnings outcomes than participants who do not complete WPP for the subgroup of participants in workforce development CBOs.

Employment

Figure 1 (on the next page) presents a comparison in levels of employment in each reference period between WPP participants in workforce development CBOs who did and did not complete the available subsidized job hours. **Across each of the reference periods, participants who completed the subsidized job hours had higher rates of employment than participants who did not complete the subsidized job hours.**

In the first post-WPP quarter, 74 percent of those who completed the available subsidized job hours and only 58 percent of those who did not were employed. When the reference period is extended to employment at any point in the four quarters following the subsidized job, these figures rise to 88 percent for completers and 77 percent for non-completers. Much lower percentages of participants were employed in all four post-WPP quarters. The final three comparisons in Figure 1 present the subset employed in the first two quarters, the first three quarters, and all four quarters. In each case, those WPP participants who completed the available subsidized job hours were employed at a higher rate than those who did not complete the available hours. For the final comparison, 41 percent of those who completed the subsidized job were employed in all four quarters, as compared with only 26 percent of those who had not completed their subsidized job.

Figure 1. Post-WPP Employment Among Completers and Non-Completers in Workforce Development CBOs



Note: All comparisons are statistically significant at the $p < .001$ level as measured by a two-sample t-test

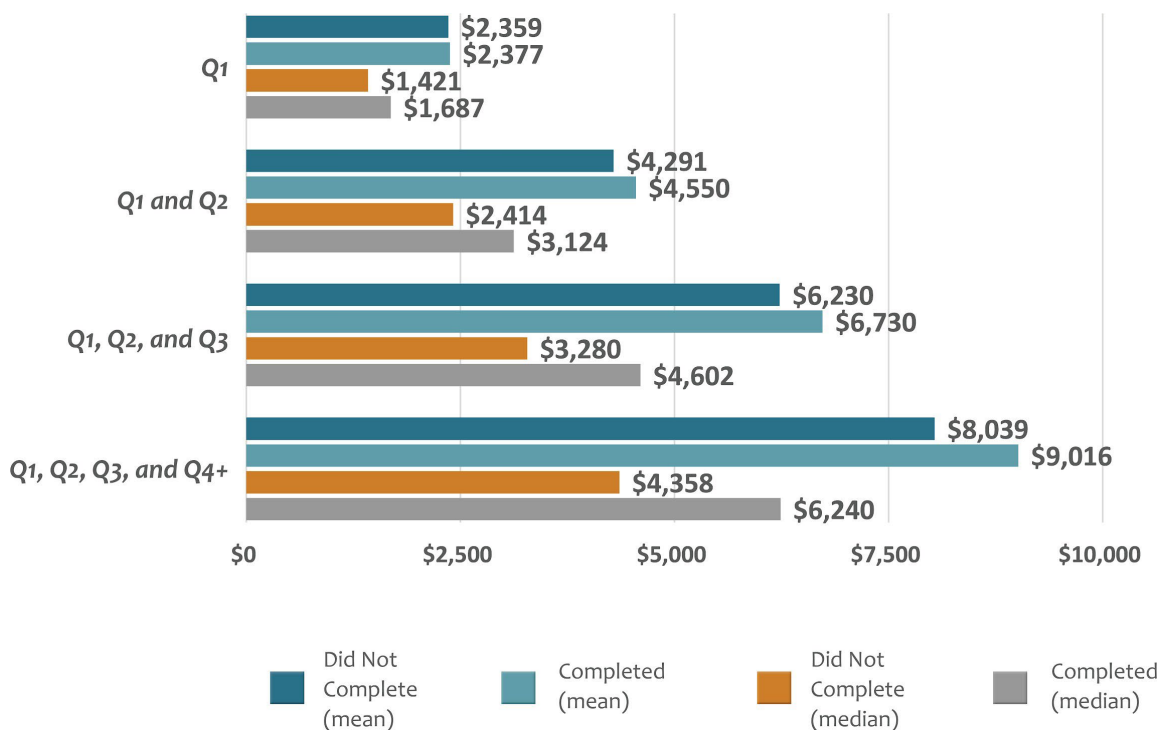
Earnings

Figure 2 explores whether completion of the WPP subsidized job hours was related to differences in earnings in the four quarters after the end of the subsidized job for participants in workforce development CBOs who were employed during each reference period. In this figure, the two darker bars compare *average* earnings in the specified quarter for participants who did and did not complete the available subsidized job hours. The gold and gray bars compare the *median* earnings rather than the average earnings across the same period. When looking at a variable like income that could include some high values that are very different from the values for most of the sample, exploring the median can be useful. The median marks the dollar amount at which one-half of participants earn more and one-half of participants earn less. Unlike the average, the median is not affected by the presence of a few participants with unusually high earnings.

Completion of the WPP hours is associated with higher average earnings after four quarters following WPP. For shorter reference periods, completers are more likely to have been employed, but there is no additional boost to *average* income as compared to non-completers who were also able to secure employment. In the comparison of median earnings, differences between the two groups remain significant across all four reference periods. This finding suggests that completing the subsidized job hours may offer an important boost to participants in the middle of the earnings distribution, a difference that is masked when averages are the focus. We cannot be certain, however, that completing the subsidized job is causing the higher wages. It is possible that the completers and non-completers have different levels of motivation which affects both their willingness to complete the subsidized job and their willingness to work hard to retain a better paying job. At the same time, it is possible that motivation is

comparable across the two groups, after all, both completers and non-completers were similarly motivated at the start to participate in WPP.

Figure 2. Post-WPP Earnings Among Completers and Non-Completers in Workforce Development CBOs Who Were Employed During the Reference Period



Note: T-tests explored differences in means and one is marginally significant + $p < .10$. The Mann-Whitney non-parametric test was used for medians because the earnings distributions are highly skewed. The first median comparison is significant at the $p < .05$ level. The three remaining median comparisons are significant at the $p < .001$ level.

Quantitative Question 5

What participant and program characteristics are associated with better employment and earnings outcomes following WPP?

Question 5 explores whether employment and earnings in the four quarters following the subsidized job differ by participant or program characteristics. Here we present the relationships for the full-year reference period only but detailed tables in Appendix Tables A6 through A11 present these relationships across all of the post-WPP reference periods.

Employment and Earnings Outcomes by Participant Characteristics

Table 15 shows the relationship between participant characteristics and the three full-year post-WPP outcomes: employment at any point in the following year, employment during all quarters in the following year, and earnings across the year where the participant was employed at some point. For each of the participant characteristics, we include a test of significance to measure whether the level of employment or earnings differs across the presented values of the participant characteristic. So, for age, the test of significance for employment at any point in the following year is answering the question, is the level of employment at any point in the following year different for participants who were younger than 21 as compared to those who

were over 21. For both employment outcomes, we present the results of a chi-square test of significance. Because it is more appropriate given the presence of some extreme values, or outliers, at the upper end of the observed earnings distribution, we present the results of a Kruskal-Wallis test of significance instead of a chi-square statistic when testing whether earnings are significantly different across the values of each characteristic.

Employment following WPP is high, with approximately 80 percent of participants employed in New York State at some point during the four quarters following the youth's completion of the subsidized job. As shown in the first column of Table 15, four characteristics – gender, race/ethnicity, working at enrollment, and education at enrollment – were associated with any-quarter employment in the year following WPP.

- **Gender.** We see that female participants were more likely to be employed (84 percent) than males (80 percent) during the year following WPP. The magnitude of the difference is small, but it is statistically different.
- **Race/ethnicity.** There is a statistically significant difference in any-quarter employment by participant race/ethnicity.¹⁹ Both Black and Hispanic participants were more likely to be employed (83 percent and 81 percent) in the reference period than the remaining subset of participants from all other races combined (66 percent).
- **Working at enrollment.** Those who were working at enrollment were more likely to be employed (98 percent) in any-quarter in the following year than those who were not working (81 percent).
- **Education at enrollment.** Those who enrolled with at least a high school equivalent were more likely to be working during the year (88 percent) than those who enrolled with less than a high school diploma (79 percent).²⁰

The middle column of Table 15 shows the relationship between participant characteristics and employment during all quarters in the following year. While only four characteristics were associated with employment in *any* post-WPP quarter, the central column of Table 15 shows that, except for race/ethnicity, all participant characteristics are significantly related to maintaining employment across all four post-WPP quarters.

- **Fiscal year.** Participants who began their subsidized job in more recent fiscal years were more likely to be employed during every quarter in the following year than were participants in the earlier years of WPP. This may suggest that the implementation of WPP had strengthened across the study period, but we can only note associations, and not assume causality between variables.
- **Age.** Participants aged 21 and older were more likely (36 percent) than younger participants (30 percent) to be employed in every quarter.
- **Gender.** Females (37 percent) were more likely than males (30 percent) to be employed every quarter.
- **Borough.** Participants living in the Bronx were most likely to be consistently employed (38 percent), while those living in Staten Island (17 percent) were least likely.

¹⁹ The variable is missing for one-quarter of the sample, and 96 percent of those for who race/ethnicity was reported are classified as Black or Hispanic.

²⁰ Neither employment nor education status at enrollment are available for the full sample. Comparisons are made across the sample with available data.

- **NYCHA residence.**²¹ Participants living in NYCHA facilities were more likely (41 percent) than those who did not (33 percent) to have employment across all four quarters.
- **Working at enrollment.** Those who were working at enrollment were more likely to be employed (71 percent vs. 30 percent).
- **Education at enrollment.** Those with higher levels of education at enrollment were more likely to be employed in all four quarters following WPP.

The final column of Table 15 shows the relationship between participant characteristics and earnings across the four quarters following WPP for participants who were employed at some point during the year. All earnings are presented in 2021 dollars. As was the case when exploring the relationship between participant characteristics and all-quarter employment, most participant characteristics are significantly related to earnings across all four post-WPP quarters.

- **Fiscal year.** Earnings were highest for participants who began their subsidized job in FY 2016 (\$9,695) and lowest for those who began the subsidized job in FY 2013 (\$6,859).
- **Age.** Participants who were at least 21 had higher earnings (\$9,498) than those who were younger (\$7,182).
- **Gender.** Females had higher earnings (\$8,826) than males (\$7,966).
- **Borough.** Earnings were highest for those living in Manhattan at enrollment (\$9,524) and lowest for those living in Queens (\$6,447).
- **Working at enrollment.** Those who were working at enrollment had higher post-WPP earnings (\$14,532) than those who were not (\$7,826).
- **Education at enrollment.** Earnings were positively correlated with education meaning those with higher education at enrollment typically earned more across the four post-WPP quarters than those with less education.

Table 15. Post-WPP Employment and Earnings by Participant Characteristics

Characteristic	Employed Q1, Q2, Q3, or Q4	Employed Q1, Q2, Q3, and Q4	Earnings Q1, Q2, Q3, and Q4
FY Job Began	(n = 2,012)	(n = 2,012)	(n = 1,642)
FY 2013	83.3%	27.2%	\$6,859
FY 2014	80.7%	27.4%	\$7,510
FY 2015	78.9%	30.5%	\$7,943
FY 2016	83.9%	39.0%	\$9,695
FY 2017	81.4%	34.6%	\$7,660
<i>Statistically significant difference</i>	n.s.	***	***
Age	(n = 1,982)	(n = 1,982)	(n = 1,618)
Less than 21	80.3%	29.6%	\$7,182
21 and above	82.9%	36.4%	\$9,498
<i>Statistically significant difference</i>	n.s.	**	***
Gender	(n = 2,000)	(n = 2,000)	(n = 1,618)

²¹ NYCHA residence, educational attainment, and employment at enrollment data are not available for the full sample; however, for the subset with available data, these characteristics show significant relationships to consistent employment across all four quarters following the subsidized job.

Characteristic	Employed Q1, Q2, Q3, or Q4	Employed Q1, Q2, Q3, and Q4	Earnings Q1, Q2, Q3, and Q4
Female	84.1%	37.4%	\$8,826
Male	79.8%	30.0%	\$7,966
<i>Statistically significant difference</i>	*	***	*
Borough	(n = 1,969)	(n = 1,969)	(n = 1,630)
Bronx	81.1%	37.7%	\$8,753
Brooklyn	82.7%	33.3%	\$8,212
Manhattan	85.4%	32.9%	\$9,524
Queens	79.0%	28.3%	\$6,447
Staten Island	87.0%	17.4%	\$7,316
<i>Statistically significant difference</i>	n.s.	*	*
Race/Ethnicity	(n = 1,516)	(n = 1,516)	(n = 1,240)
Black, non-Hispanic	83.2%	31.2%	\$8,002
Hispanic	81.0%	35.0%	\$9,125
Other race/ethnicity	65.6%	24.6%	\$7,873
<i>Statistically significant difference</i>	**	n.s.	n.s.
NYCHA Residence	(n = 797)	(n = 797)	(n = 662)
No	81.4%	33.1%	\$9,039
Yes	85.1%	41.3%	\$10,086
<i>Statistically significant difference</i>	n.s.	*	n.s.
Working at Enrollment	(n = 1,566)	(n = 1,566)	(n = 1,293)
No	81.4%	30.4%	\$7,826
Yes	98.1%	71.0%	\$14,532
<i>Statistically significant difference</i>	***	***	***
Education	(n = 1,408)	(n = 1,408)	(n = 1,177)
Less than high school	79.3%	30.3%	\$7,102
GED or equivalent	87.9%	34.5%	\$8,083
High school graduate	86.3%	44.6%	\$10,786
Some college	88.6%	47.1%	\$12,869
<i>Statistically significant difference</i>	**	***	***

Note: The asterisks denote statistical significance as follows: * p<.10; * p<.05; ** p<.01; *** p<.001. The two columns with employment variables use a chi-square test of significance and the final column with the earnings variable uses a Kruskal-Wallis test as explained in the text at the top of page 42.

Across each of the full-year employment and earnings outcomes, there are three important takeaways. **Participation in WPP did not erase advantages that were present at enrollment. Those who were already working at enrollment and those with more education at enrollment were more likely than peers to be employed at any point in the year after WPP, to be employed in all four quarters, and also had higher earnings across the year.** Additional supports may be needed for those not already employed and for those with lower educational

attainment in order to confer added income benefits to all participants.

While differences were not large, on average, **female participants fared better than males with higher ever-employment, all-quarter employment and higher earnings across the four quarters following WPP.**

Higher age was associated with both more likely four-quarter employment and higher earnings, but not related to ever being employed in the year following WPP. This may be explained by concurrent differences in educational enrollment across the two age groups. Few CBOs were able to share data on whether participants were in-school at enrollment. If that data were available, we could explore if the younger participants might have been less available for all-quarter employment and the higher earnings it could bring because of concurrent commitments to their ongoing education.

Employment and Earnings Outcomes by Program Characteristics

Table 16 shows the relationship between program characteristics and the same three full-year post-WPP outcomes explored in the previous table. As shown in the first column, none of the three program characteristics are associated with differences in the likelihood of ever being employed in the four quarters following WPP. Levels of employment during the following year were comparable whether participants were affiliated with CBOs with a youth or workforce development focus, whether the CBO offered placements that were focused in a specific industry or not, and whether CBOs actively recruited participants from the criminal legal system or not.

The central column of Table 16 shows the relationship between program characteristics and all-quarter employment in the following year. All three variables are associated with the likelihood of employment in all four quarters post-WPP.

- **Focus of CBO.** Participants in youth development CBOs were more likely (40 percent) to be employed in all four quarters than those in a workforce development CBO (32 percent).
- **Industry focus of subsidized job placement.** Employment across all four quarters was higher for participants in CBOs offering placements that were not industry-specific (36 percent versus 30 percent).
- **CBO with active recruitment from criminal legal system.** All-quarter employment was higher for participants in CBOs that did not actively recruit from the criminal legal system (39 percent) than for those who did (28 percent). While we do not know if individual participants had a criminal history, it is likely that more did among participants at a CBO that actively recruited such participants. It is important to stress that this active recruitment was not associated with lower levels of employment at any point in the year post-WPP, but only with maintaining employment across all four quarters.

The final column of Table 16 shows the relationship between program characteristics and earnings in 2021 dollars across the four quarters following WPP for participants who were employed at some point during the year. The difference in earnings of participants in youth and workforce development focused CBOs is not statistically significant.

- **Industry focus of subsidized job placement.** Earnings are higher for participants at CBOs

with a non-industry-specific focus of their job placements (\$9,988) than at CBOs with an industry-specific focus (\$6,738).

- **CBO with active recruitment from criminal legal system.** Earnings are higher among participants at CBOs that do not actively recruit from the criminal legal system (\$9,305 versus \$7,483).

Across each of the three employment and earnings outcomes, the biggest takeaway with respect to program characteristics is that **while they were equally likely to be employed at some point in the year, participants from CBOs with a non-industry-specific focus were more likely to be employed in all four quarters and to have higher earnings.** While it may be more challenging for programs to identify placement opportunities across many different industries, this finding suggests that participants may benefit from having placement options across industries, increasing their likelihood of longer-term employment and the associated higher earnings.

Table 16. Post-WPP Employment and Earnings by Program Characteristics

Characteristic	Employed Q1, Q2, Q3, or Q4	Employed Q1, Q2, Q3, and Q4	Earnings Q1, Q2, Q3, and Q4
Focus of CBO	(n = 2,012)	(n = 2,012)	(n = 1,642)
Youth development	79.0%	39.5%	\$7,488
Workforce development	82.0%	32.1%	\$8,491
<i>Statistically significant difference</i>	n.s.	*	n.s.
Industry Focus of Subsidized Job Placements	(n = 2,012)	(n = 2,012)	(n = 1,642)
Non-industry-specific focus	81.7%	36.4%	\$9,988
Industry-specific focus	81.5%	29.9%	\$6,738
<i>Statistically significant difference</i>	n.s.	**	***
CBO Actively Recruits from Criminal Legal System	(n = 2,012)	(n = 2,012)	(n = 1,642)
Yes	80.5%	27.9%	\$7,483
No	82.9%	39.0%	\$9,305
<i>Statistically significant difference</i>	n.s.	***	***

Note: The asterisks denote statistical significance as follows: * p<.10; * p<.05; ** p<.01; *** p<.001. The two columns with employment variables use a chi-square test of significance and the final column with the earnings variable uses a Kruskal-Wallis test as explained in the text at the top of page 42.

Regression Analyses

For readers who are interested in more technical analyses, Appendix Tables A12 through A15 present the results of regression analyses which extend the work presented in Table 15 and Table 16. In these appendices, using variables that are available for most of the sample, we mathematically sort out which participant characteristics are most strongly related to employment and earnings outcomes while also taking account of which CBO each participant was working with and, if in a workforce development focused CBO, whether or not they completed their subsidized job. The main takeaways are the following:

- **Young people who completed their subsidized job hours with a workforce development focused CBO are more likely to be ever-employed and employed in all four quarters following WPP than those who did not complete their subsidized job hours.** Once you

have taken account of the number of quarters of employment, however, completion is no longer associated with higher earnings.

- **Young people who are 21 and older are more likely to be employed in all four quarters following WPP than those who are younger.** Once you have taken account of the number of quarters of employment, those 21 and older do not have higher earnings than those who are younger.

Discussion and Recommendations

Research shows that subsidized employment is especially beneficial for people with minimal work experience—including youth and young adults (Hossain & Bloom, 2015). There is evidence from some studies examining youth-focused subsidized employment programs that such programs can improve employment, earnings, and other non-employment outcomes under some circumstances in the short-term.

WPP supplements the work of CBOs with young people ages 16 to 24 by funding an add-on subsidized job component to their existing youth programming. Each year, WPP service providers apply and are selected to receive reimbursement for paid work experiences they provide to participants in their youth services programs. The intention of the program is to provide participating young people with important soft skills through an introduction to real-life work experiences that might be hard to obtain without a work history, and to support their material needs while engaging in other programs and services.

This study analyzed data from interviews with CBO staff to provide a broad picture of the benefits and challenges of WPP for participating CBOs. First and foremost, all interviewees were enthusiastic about continuing to participate in WPP. Interviewees reported that they considered NYC Opportunity and HRA to be effective funders that work to enable providers not only to connect young adults to employment opportunities and wraparound services but also to offer the necessary foundation of experience before youth and young adults enter the unsubsidized workforce.

Interviewees also reported that WPP and its funding align with their organizational missions, programming, and target populations. Benefits to participants cited by interviewees included:

- Exploring careers,
- Becoming better informed about particular types of jobs,
- Learning how to work
- Payment

One possible area for expansion recommended by interviewed providers is support in building or enhancing the credentialing opportunities provided to youth. Some of the interviewed CBOs already offer credentialing opportunities, and having more CBOs with such certifications can improve participants' long-term job prospects. In terms of supporting CBOs in this regard, interviewees shared several recommendations they felt would be helpful. Some providers reported it would be helpful if there were additional WPP funding to support credentialing and additional resources to help providers identify qualified training partners to engage in their credentialing efforts. Some interviewed CBOs requested support in building their own capacity to deliver training and credentials in order to enhance youth experience and professional development.

Challenges interviewees cited the most were related to the amount of WPP funding allocated, the 12-week limit on subsidized employment, the definition of youth, and provider reporting requirements. In addition, interviewees also described challenges with maintaining trusting relationships with external employer partners. While participating CBOs reported that the

benefits of the program outweighed the challenges, several recommendations emerged from the interviews. First, providers would never turn down increases in funding, especially monetary resources to help provide credentialing opportunities. Second, many noted that they would like to see the age range of eligible young adults expanded to at least 26. A third recommendation, allowing young people to complete a second WPP internship, has been implemented since the interviews occurred, and a second internship is now permitted, provided the second internship is with a different WPP-funded provider.

One of the most often requested modifications to the implementation of WPP is the addition of funding to cover some of the costs associated with identifying employer partners, fulfilling reporting requirements, and processing payment to participants. MAI recommends that HRA and NYC Opportunity consider making this shift together with a concurrent increase in reporting responsibilities for CBOs. Historically, CBOs shared with HRA only summary data on participants. More recently, CBOs have shared individual-level data including participant characteristics, date of placement in the subsidized job, and hours worked. MAI recommends also collecting data regarding characteristics of the job placement. Availability of each of these types of data would facilitate future exploration of whether CBOs increase rates of completion of the subsidized job opportunity, for whom, and whether completion is more likely in certain types of placements.

Through analysis of data shared by providers and NSYDOL for the current study, we learned about the level of WPP completion for participants and their subsequent employment and earnings outcomes in the year following WPP. Just over 50 percent of participants completed their subsidized jobs. Virtually all participants in youth development CBOs completed their subsidized jobs. The CBOs focused on workforce development had a wide range of completion rates. Further exploration of why participants do not complete this available opportunity would be valuable. HRA records suggest that some leave for unsubsidized work, to return to education, or for other unspecified reasons. Through the analyses presented here, we learned that employment outcomes in the year following WPP were better, however, for young people who complete the subsidized job, on average, than for those who do not, so understanding more about those who leave would be useful to develop appropriate supports to allow more participants to complete the experience. CBOs with lower completion rates may benefit especially from additional support in identifying good candidates for the subsidized job opportunity, developing employer partners that can support employees who are new to the labor market, and maintaining contact with participants while they are in their subsidized job placement. Support in these areas may enable greater numbers of participants at more CBOs to complete their subsidized job hours and ultimately attain the benefits the jobs were designed to confer.

In the meantime, there are many positive outcomes for youth who have completed the subsidized job. For WPP participants in workforce development CBOs, completing the subsidized job hours was associated with a greater likelihood of obtaining employment, being employed for more quarters, and being employed in all four quarters in the following year. After controlling for the number of quarters employed, however, completing the subsidized job hours was not associated with higher earnings. The young people who had completed their

subsidized job hours *did* earn more, on average, than their peers who had not completed their subsidized job, but further exploration revealed that this difference in earnings was related to the fact that the subsidized job completers were both employed in *more* quarters and more likely to be employed in *all four* quarters.

Two promising findings from the data analysis centered on race/ethnicity and fiscal year. Among participants, there were no differences by race/ethnicity in the likelihood of being employed for all four quarters following WPP or in total earnings across the same time period. This suggests that all participants are able to benefit similarly irrespective of their racial/ethnic background. Also potentially promising is the fact that participants who began their subsidized job in more recent years are more likely to be employed in all four quarters following WPP, and to have higher earnings, after all wages have been converted to 2021 values. This may indicate a strengthening of the associated programs CBOs offer and the job placements that have been made available to participants in recent years.

It is important to note that participation in WPP did not erase all advantages that were present at enrollment, however. Those who were already working at enrollment and those with more education at enrollment were more likely than peers to be employed at any point in the year after WPP, to be employed in all four quarters, and also had higher earnings across the year. Additional supports may be needed for those not already employed and for those with lower educational attainment in order to confer greater added income benefits to all participants.

Summary of Findings

For ease of reference, the key findings from the qualitative and quantitative sections of the report are repeated below.

Qualitative Study: Key Findings Overview

- **Overall, WPP fits within participating CBOs' mission and goals.** Interviewees reported that WPP and its funding aligned with their organizational missions, programming, and target populations. Specifically, many interviewees stated that WPP funding allowed them to give opportunity youth and young adults much-needed employment opportunities.
- **WPP funding improved the work of participating CBOs.** Interviewees reported four ways that WPP funding affected their programming. It enhanced existing subsidized job and/or internship programming; expanded the population eligible for subsidized jobs; introduced a new subsidized job component; and improved internal organizational processes.
- **CBOs perceived that the key benefits of WPP to participants were career exploration, career exposure, and learning how to work.** The most commonly reported benefits by CBOs were exploring varied careers, being informed about particular types of jobs, and learning how to work.
- **Participating CBOs reported satisfaction with WPP and greatly value the funding it provides.** Chief among the benefits to CBOs cited by interviewees was the value of the funding. All interviewees reported that they would continue to apply for WPP and indicated their satisfaction with the program. They also reported that WPP enabled their organizations to create pathways to employment and self-sufficiency that would be difficult for participants to access otherwise.
- **WPP provides many benefits to both organizations and program participants, however, it is not without its challenges.** Interviewees reported several limitations related to WPP's application and contract: the amount of funding, what that funding covers, the length of WPP subsidized jobs, eligibility criteria, and reporting requirements. Other reported challenges were identifying and managing relationships with employers, participant retention, and other contextual challenges.
- **All participating CBOs shared that their organizations incurred costs associated with paying participant wages or stipends through WPP.** Since WPP only provides funding for wages for youth, CBOs were responsible for administrative expenses, staffing, training, transportation, food, and supplies and equipment costs. However, many interviewees also thought that the benefits to program participants outweighed the costs. Most indicated that their organizations relied on resources from private donations, foundations, and government sources to cover these unreimbursed costs.
- **Two-thirds of interviewed providers placed youth in jobs both within the CBO as well as jobs with other employers.** Specific placements were determined through a combination of informal assessment, conversation, interview, and résumé assessment.
- **The most cited factor for job placement was youth interest.** All interviewees, regardless of organization size and focus or whether they placed WPP participants in jobs within or outside of their organizations, reported youth interest as the most reported consideration for job placement.

- **CBOs placed participants in a wide range of fields.** Interviewees reported offering a range of diverse job placement opportunities in fields such as childcare, construction, healthcare, retail, and administrative office positions.
- **CBOs faced challenges establishing and maintaining relationships with employer partners.** Some interviewees shared that the amount of time it takes to establish employer partner relationships was a challenge. Others reported that establishing and maintaining “trusting” relationships with partners could be a barrier to retaining subsidized job placements.
- **CBOs successfully engaged youth and young adults residing in NYCHA developments in WPP programming.** The most successful strategies were participant and alumni referrals, strong community partnerships, relationships with NYCHA development staff, and direct community outreach where CBOs were operating in or located near NYCHA housing.
- **CBOs most commonly paid participants hourly wages rather than stipends.** The most commonly reported reason for choosing hourly wages over stipends was the perception that hourly wages teach participants more responsibility by requiring showing up to work on time and working the scheduled number of hours in order to get paid.

Quantitative Study: Key Findings Overview

- **Approximately one-half of WPP participants completed their subsidized job hours.**
 - Completion was near universal for participants from CBOs with a youth development focus.
 - Within CBOs with a workforce development focus, 43 percent of participants completed their subsidized job.
 - Within this group, completion is higher among participants who were younger than 21, females and those who graduated high school prior to enrollment.
- **Post-WPP employment rates were high with 82 percent employed at some point during the following year.**
 - Completing the subsidized job boosted employment in the subsequent year to 88 percent for participants in CBOs with a workforce development focus.
- **Thirty-three percent of participants were employed in all four quarters of the year following WPP.**
 - Completing the subsidized job boosted all-quarter employment in the subsequent year to 41 percent for participants in CBOs with a workforce development focus.
 - Within CBOs with a youth development focus, 40 percent of participants were employed in all four subsequent quarters.
- **Average earnings in 2021 dollars across the four quarters following WPP was \$8,355 for those with any employment in the period.**
 - Full-year earnings are not significantly different by CBO focus on youth or workforce development.
 - Completing the subsidized job boosted average earnings by \$977 in the subsequent year for participants in CBOs with a workforce development

focus.

- **Participation in WPP did not erase advantages that were present at enrollment.** Those who were already working at enrollment and those with more education at enrollment were more likely than peers to be employed at any point in the year after WPP, to be employed in all four quarters, and also had higher earnings across the year.
- **On average, female participants fared better than males** with higher employment at any point in the subsequent year, employment in all quarters in the subsequent year, and higher earnings across the four quarters following WPP.
- **Higher age was associated with both more likely four-quarter employment and higher earnings**, but not related to ever being employed in the year following WPP.
- While they were equally likely to be employed at some point in the year, **participants from CBOs with a non-industry-specific focus were more likely to be employed in all four quarters and to have higher earnings.**

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Appendix A.1 Service Providers in Interview Sample

Table A1 presents the CBOs that participated in interviews together with their classification on the characteristics that were considered to select them into the interview sample.

Table A1. Characteristics of WPP Service Providers in the Interview Sample

Service Provider	Organizational Characteristics Reported on 2016 Organizational Survey				
	Self-Identified Focus	First Year of WPP Participation	Internal or External Subsidized Job Placements	2016 Organizational Budget	Number of WPP Participants in 2016
Brooklyn Bureau of Community Service	Workforce development	2014	Both	< \$1 million	31–50
Center for Employment Opportunities	Workforce development	2013	External	\$6–20 million	51+
Committee for Hispanic Children & Families	Youth development	2012	Both	Not reported	20–30
East Side House	Youth development	2013	Both	\$6–20 million	20–30
Exodus Transitional Community	Youth development	2016	Both	\$1–5 million	20–30
Good Shepherd Service	Youth development	2013	Both	\$20+ million	31–50
Getting Out and Staying Out, Inc.	Other	2013	Both	\$1–5 million	51+
Hudson Guild	Youth development	2015	Internal	Not reported	20–30 ^a
Jewish Home Lifecare	Workforce development	2014	Internal	\$20+ million	51+
Lutheran Family Services	Youth development	2013	Both	\$1–5 million	31–50
Rocking the Boat	Youth development	2013	Internal	\$1–5 million	20–30
Re-CONNECT	Workforce development	2013	Internal	< \$1 million	< 20
Red Hook Initiative	Workforce development	2013	Both	\$1–5 million	51+
Sanctuary for Families	Workforce development	2012	External	\$6–20 million	< 20
South Bronx Overall Economic Development Corporation (SoBRO)	Workforce development	2015	Internal	\$6–20 million	< 20

^a 2015 reported number of participants. The 2016 figure was unreported.

Appendix A.2 Service Providers Sharing Participant-Level Data

The following 18 CBOs shared participant-level data to address the research questions about outcomes for participants:

- Center for Employment Opportunities
- Drive Change
- East Side House
- Good Shepherd Services
- Goodwill Industries
- Henry Street Settlement
- The HOPE Program
- Jewish Home Lifecare
- Lutheran Family Health Centers
- Re-CONNECT
- Red Hook Initiative
- Rocking the Boat
- Sanctuary for Families
- SoBRO
- Stanley M. Isaacs Neighborhood Center
- STRIVE
- Sunnyside Community Services
- Youth Action YouthBuild

Appendix A.3 CBOs Ordered by Percentage of Participants Completing WPP Hours

Table A3 orders all organizations by the percentage of participants completing their subsidized job, defined as working 80 percent of available hours. For three organizations, less than 30 percent of participants completed the available hours. For another four organizations, between 30 and 50 percent of participants completed the available hours. For the remaining 11 organizations, over 50 percent of participants completed the available hours. Six of these organizations reported universal or near universal completion (over 95 percent) of subsidized job hours for their participants; two more were over 85 percent. All CBOs with a youth development (YD) focus are in this latter group, with universal or near universal completion of the subsidized job hours.

Table A3. WPP Service Providers by Percentage of Participants Completing Subsidized Job

Service Provider	Participants Completing WPP Placement	Hours Non-Completers Worked in WPP Subsidized Job		N
		< 65	65+	
Less than 30 Percent of Participants Completed Subsidized Job				
CBO #1	20.0%	11.4%	68.6%	35
CBO #2	25.9%	45.1%	29.0%	718
CBO #3	28.6%	35.7%	35.7%	14
Between 30 and 50 Percent of Participants Completed Subsidized Job				
CBO #4	33.3%	42.4%	24.2%	33
CBO #5	34.5%	29.3%	36.2%	116
CBO #6	35.4%	16.3%	48.3%	147
CBO #7	38.3%	12.1%	49.5%	107
Over 50 Percent of Participants Completed Subsidized Job				
CBO #8	57.5%	15.7%	26.9%	134
CBO #9	62.3%	11.8%	25.9%	212
CBO #10	69.7%	0%	30.3%	33
CBO #11	85.7%	7.1%	7.1%	14
CBO #12	87.5%	0%	12.5%	16
CBO #13	95.1%	2.1%	2.8%	143

Service Provider	Participants Completing WPP Placement	Hours Non-Completers Worked in WPP Subsidized Job		N
		< 65	65+	
CBO #14 (YD)	98.7%	0%	1.3%	78
CBO #15 (YD)	98.8%	1.2%	0%	80
CBO #16	100%	0%	0%	9
CBO #17 (YD)	100%	0%	0%	75
CBO #18 (YD)	100%	0%	0%	48

Appendix A.4 Sensitivity Analysis of Definition of Q1 Post-WPP on Employment

Table A4 presents a sensitivity analysis to explore the potential impact on employment of the process used to define quarter 1 post-WPP. We define the first post-WPP quarter in two ways, first capping the maximum number of hours in the subsidized job at 240, and then using the hours reported by the CBO. Because of the substantial overlap in the definition of the first post-WPP reference quarter shown in Table 9, the percentages of participants employed in each of the reference periods are similar whether we use reported or capped hours to determine the first reference quarter.

Table A4. Employment Across Post-WPP Quarters by Use of Reported or Capped Hours in Subsidized Job

Reference Period	Percentage of Participants Employed in New York State	
	Defining Q1 Post-WPP Using Hours Capped at 240	Defining Q1 Post-WPP Using Reported Hours
Employed during Q1	64.9%	63.5%
Employed during Q1 or Q2	72.8%	71.9%
Employed during Q1, Q2, or Q3	77.0%	76.1%
Employed during Q1, Q2, Q3, or Q4	81.6%	80.8%
Employed during Q1 and Q2	48.7%	47.7%
Employed during Q1, Q2, and Q3	39.1%	38.4%
Employed during Q1, Q2, Q3, and Q4	33.2%	32.9%

Appendix A.5 Sensitivity Analysis of Definition of Q1 Post-WPP on Earnings

Table A5 presents a sensitivity analysis to explore the potential impact on earnings of the process used to define quarter 1 post-WPP. We define the first post-WPP quarter in two ways, first capping the maximum number of hours in the subsidized job at 240, and then using the hours reported by the CBO. Participants with no earnings in the reference period across both definitions are excluded from the calculation of the average earnings. None of the differences in earnings in any of the four reference periods are significantly different across the two definitions of quarter 1 post-WPP.

Table A5. Average Post-WPP Earnings Through Subsequent Four Quarters by Use of Reported or Capped Hours in Subsidized Job, Including Only Participants with Earnings in the Period

Reference Period	Average Post-WPP Earnings in New York State		N
	Defining Q1 Post-WPP Using Hours Capped at 240	Defining Q1 Post-WPP Using Reported Hours	
Q1	\$2,297	\$2,300	1,310
Q1 and Q2	\$4,303	\$4,336	1,468
Q1, Q2, and Q3	\$6,317	\$6,367	1,549
Q1, Q2, Q3, and Q4	\$8,350	\$8,368	1,643

Appendix A.6 Post-WPP Any-Quarter Employment by Participant Characteristics

Table A6 presents the relationship between post-WPP employment in any quarter in the reference period and participant characteristics.

Table A6. Post-WPP Any-Quarter Employment by Participant Characteristics

Characteristic	Employed Q1	Employed Q1 or Q2	Employed Q1, Q2, or Q3	Employed Q1, Q2, Q3, or Q4
Fiscal Year During Which Subsidized Job Began (n = 2,012)				
FY 2013	64.9%	71.1%	76.3%	83.3%
FY 2014	59.7%	69.6%	75.2%	80.7%
FY 2015	61.6%	69.5%	73.6%	78.9%
FY 2016	69.1%	76.9%	80.7%	83.9%
FY 2017	68.0%	74.2%	76.8%	81.4%
<i>Significance of χ^2</i>	**	*	+	n.s.
Age at Start of Subsidized Job (n = 1,982)				
Less than 21	60.4%	69.3%	74.1%	80.3%
21 and above	69.0%	76.1%	79.7%	82.9%
<i>Significance of χ^2</i>	***	***	**	n.s.
Gender of Participant (n = 2,000)				
Female	66.5%	74.9%	78.7%	84.1%
Male	63.7%	71.3%	75.7%	79.8%
<i>Significance of χ^2</i>	n.s.	+	n.s.	*
Borough at Enrollment (n = 1,969)				
Bronx	66.4%	74.6%	78.0%	81.1%
Brooklyn	65.5%	73.8%	78.7%	82.7%
Manhattan	70.2%	78.4%	82.4%	85.4%
Queens	57.8%	64.8%	69.2%	79.0%
Staten Island	47.8%	52.2%	65.2%	87.0%
<i>Significance of χ^2</i>	**	***	***	n.s.
Race/Ethnicity of Participant (n = 1,516)				
Black, non-Hispanic	65.4%	74.3%	78.6%	83.2%
Hispanic	68.2%	74.8%	78.8%	81.0%
Other race/ethnicity	44.3%	50.8%	59.0%	65.6%
<i>Significance of χ^2</i>	**	***	**	**
NYCHA Residence (n = 797)				
No	64.3%	73.2%	77.6%	81.4%
Yes	70.7%	76.1%	80.7%	85.1%
<i>Significance of χ^2</i>	+	n.s.	n.s.	n.s.
Working at Enrollment (n = 1,566)				

Characteristic	Employed Q1	Employed Q1 or Q2	Employed Q1, Q2, or Q3	Employed Q1, Q2, Q3, or Q4
No	64.2%	73.0%	77.6%	81.4%
Yes	94.4%	95.3%	96.3%	98.1%
<i>Significance of χ^2</i>	***	***	***	***
Educational Attainment at Enrollment (n = 1,408)				
Less than high school	62.1%	70.4%	75.0%	79.3%
GED or equivalent	72.1%	80.6%	84.2%	87.9%
High school graduate	72.2%	79.6%	83.8%	86.3%
Some college	74.3%	80.7%	85.0%	88.6%
<i>Significance of χ^2</i>	***	***	***	**

Note: The asterisks denote statistical significance as follows: * p<.10; * p<.05; ** p<.01; *** p<.001

Appendix A.7 Post-WPP Any-Quarter Employment by Program Characteristics

Table A7 presents the relationship between post-WPP employment in any quarter in the reference period and program characteristics.

Table A7. Post-WPP Any-Quarter Employment by Program Characteristics

Characteristic	Employed Q1	Employed Q1 or Q2	Employed Q1, Q2, or Q3	Employed Q1, Q2, Q3, or Q4
Focus of CBO (n = 2,012)				
Youth development	64.4%	70.5%	75.1%	79.0%
Workforce development	64.9%	73.2%	77.3%	82.0%
<i>Significance of χ^2</i>	n.s.	n.s.	n.s.	n.s.
Industry Focus of Subsidized Job Placements (n = 2,012)				
Non-industry-specific focus	64.0%	71.1%	75.7%	81.7%
Industry-specific focus	65.7%	74.5%	78.3%	81.5%
<i>Significance of χ^2</i>	n.s.	+	n.s.	n.s.
CBO Actively Recruits from Criminal Legal System (n = 2,012)				
Yes	65.3%	72.4%	76.6%	80.5%
No	66.4%	73.3%	77.4%	82.9%
<i>Significance of χ^2</i>	n.s.	n.s.	n.s.	n.s.

Note: The asterisks denote statistical significance as follows: * p<.10, * p<.05; ** p<.01; *** p<.001

Appendix A.8 Post-WPP Multiple-Quarter Employment by Participant Characteristics

Table A8 presents the relationship between post-WPP employment in multiple quarters in the reference period and participant characteristics.

Table A8. Post-WPP Employment Across Multiple Quarters by Participant Characteristics

Characteristic	Employed Q1 and Q2	Employed Q1, Q2, and Q3	Employed Q1, Q2, Q3, and Q4
Fiscal Year During Which Subsidized Job Began (n = 2,012)			
FY 2013	44.7%	36.0%	27.2%
FY 2014	45.0%	34.2%	27.4%
FY 2015	46.8%	35.8%	30.5%
FY 2016	53.3%	44.2%	39.0%
FY 2017	48.0%	40.8%	34.6%
<i>Significance of χ^2</i>	*	**	***
Age at Start of Subsidized Job (n = 1,982)			
Less than 21	46.0%	34.9%	29.6%
21 and above	51.0%	42.6%	36.4%
<i>Significance of χ^2</i>	*	***	**
Gender of Participant (n = 2,000)			
Female	52.9%	42.7%	37.4%
Male	45.5%	36.3%	30.0%
<i>Significance of χ^2</i>	**	**	***
Borough at Enrollment (n = 1,969)			
Bronx	49.5%	42.8%	37.7%
Brooklyn	48.4%	40.0%	33.3%
Manhattan	50.7%	39.9%	32.9%
Queens	47.9%	32.4%	28.3%
Staten Island	34.8%	26.1%	17.4%
<i>Significance of χ^2</i>	n.s.	*	*
Race/Ethnicity of Participant (n = 1,516)			
Black, non-Hispanic	46.6%	37.6%	31.2%
Hispanic	48.8%	40.8%	35.0%
Other race/ethnicity	37.7%	29.5%	24.6%
<i>Significance of χ^2</i>	n.s.	n.s.	n.s.

Characteristic	Employed Q1 and Q2	Employed Q1, Q2, and Q3	Employed Q1, Q2, Q3, and Q4
NYCHA Residence (n = 797)			
No	44.8%	36.4%	33.1%
Yes	57.1%	49.2%	41.3%
<i>Significance of χ^2</i>	***	***	*
Working at Enrollment (n = 1,566)			
No	45.2%	36.5%	30.4%
Yes	82.2%	77.6%	71.0%
<i>Significance of χ^2</i>	***	***	***
Educational Attainment at Enrollment (n = 1,408)			
Less than high school	43.0%	36.5%	30.3%
GED or equivalent	54.5%	43.6%	34.5%
High school graduate	58.1%	50.1%	44.6%
Some college	62.1%	55.0%	47.1%
<i>Significance of χ^2</i>	***	***	***

Note: The asterisks denote statistical significance as follows: * p<.05; ** p<.01; *** p<.001

Appendix A.9 Post-WPP Multiple-Quarter Employment by Program Characteristics

Table A9 presents the relationship between post-WPP employment in multiple quarters in the reference period and program characteristics.

Table A9. Post-WPP Employment Across Multiple Quarters by Program Characteristics

Characteristic	Employed Q1 and Q2	Employed Q1, Q2 and Q3	Employed Q1, Q2, Q3, and Q4
Focus of CBO (n = 2,012)			
Youth development	50.2%	44.1%	39.5%
Workforce development	48.5%	38.2%	32.1%
<i>Significance of χ^2</i>	n.s.	+	*
Industry Focus of Subsidized Job Placements (n = 2,012)			
Non-industry-specific focus	51.1%	41.3%	36.4%
Industry-specific focus	46.3%	36.9%	29.9%
<i>Significance of χ^2</i>	*	*	**
CBO Actively Recruits from Criminal Legal System (n = 2,012)			
Yes	43.9%	34.0%	27.9%
No	54.1%	44.7%	39.0%
<i>Significance of χ^2</i>	***	***	***

Note: The asterisks denote statistical significance as follows: + p<.10; * p<.05; ** p<.01; *** p<.001

Appendix A.10 Post-WPP Earnings by Participant Characteristics

Table A10 presents the relationship between post-WPP earnings and participant characteristics for participants who were employed at some point in the reference period.

Table A10. Post-WPP Earnings by Characteristics of Participants Employed During the Reference Period

Characteristic	Earnings Q1	Earnings Q1 and Q2	Earnings Q1, Q2, and Q3	Earnings Q1, Q2, Q3, and Q4
FY Job Began	(n = 1,305)	(n = 1,465)	(n = 1,549)	(n = 1,642)
FY 2013	\$2,015	\$3,620	\$5,265	\$6,859
FY 2014	\$2,243	\$3,987	\$5,711	\$7,510
FY 2015	\$2,240	\$4,136	\$6,061	\$7,943
FY 2016	\$2,569	\$4,872	\$7,242	\$9,695
FY 2017	\$1,986	\$3,955	\$5,762	\$7,660
<i>Significance of Kruskal-Wallis test</i>	*	**	***	***
Age	(n = 1,284)	(n = 1,442)	(n = 1,525)	(n = 1,618)
Less than 21	\$2,075	\$3,783	\$5,486	\$7,182
21 and above	\$2,511	\$4,805	\$7,107	\$9,498
<i>Significance of Kruskal-Wallis test</i>	***	***	***	***
Gender	(n = 1,284)	(n = 1,442)	(n = 1,525)	(n = 1,618)
Female	\$2,259	\$4,409	\$6,648	\$8,826
Male	\$2,340	\$4,231	\$6,049	\$7,966
<i>Significance of Kruskal-Wallis test</i>	n.s.	n.s.	+	*
Borough	(n = 1,297)	(n = 1,454)	(n = 1,538)	(n = 1,630)
Bronx	\$2,265	\$4,284	\$6,391	\$8,753
Brooklyn	\$2,350	\$4,298	\$6,209	\$8,212
Manhattan	\$2,621	\$4,864	\$7,208	\$9,524
Queens	\$1,781	\$3,487	\$5,030	\$6,447
Staten Island	\$2,545	\$5,272	\$6,883	\$7,316
<i>Significance of Kruskal-Wallis test</i>	*	n.s.	n.s.	*
Race/Ethnicity	(n = 993)	(n = 1,115)	(n = 1,181)	(n = 1,240)
Black, non-Hispanic	\$2,305	\$4,226	\$6,111	\$8,002

Characteristic	Earnings Q1	Earnings Q1 and Q2	Earnings Q1, Q2, and Q3	Earnings Q1, Q2, Q3, and Q4
Hispanic	\$2,487	\$4,529	\$6,694	\$9,125
Other race/ethnicity	\$2,175	\$3,978	\$5,920	\$7,873
<i>Significance of Kruskal-Wallis test</i>	n.s.	n.s.	n.s.	n.s.
NYCHA Residence	(n = 536)	(n = 594)	(n = 630)	(n = 662)
No	\$2,448	\$4,527	\$6,672	\$9,039
Yes	\$2,796	\$5,255	\$7,631	\$10,086
<i>Significance of Kruskal-Wallis test</i>	*	**	*	n.s.
Working at Enrollment	(n = 1,038)	(n = 1,167)	(n = 1,235)	(n = 1,293)
No	\$2,175	\$3,994	\$5,855	\$7,826
Yes	\$3,549	\$7,045	\$10,900	\$14,532
<i>Significance of Kruskal-Wallis test</i>	***	***	***	***
Education	(n = 956)	(n = 1,066)	(n = 1,127)	(n = 1,177)
Less than high school	\$1,969	\$3,513	\$5,254	\$7,102
GED or equivalent	\$2,386	\$4,308	\$6,143	\$8,083
High school graduate	\$2,821	\$5,501	\$8,087	\$10,786
Some college	\$3,375	\$6,647	\$9,777	\$12,869
<i>Significance of Kruskal-Wallis test</i>	***	***	***	***

Note: The asterisks denote statistical significance as follows: * p<.10; * p<.05; ** p<.01; *** p<.001

Appendix A.11 Post-WPP Earnings by Program Characteristics

Table A11 presents the relationship between post-WPP earnings and program characteristics for participants who were employed at some point in the reference period.

Table A11. Post-WPP Earnings by Program Characteristics for Participants Employed During the Reference Period

Characteristic	Earnings Q1	Earnings Q1 and Q2	Earnings Q1, Q2, and Q3	Earnings Q1, Q2, Q3, and Q4
Focus of CBO	(n = 1,305)	(n = 1,465)	(n = 1,549)	(n = 1,642)
Youth development	\$1,917	\$3,657	\$5,381	\$7,488
Workforce development	\$2,368	\$4,414	\$6,465	\$8,491
<i>Significance of Kruskal-Wallis test</i>	*	*	n.s.	n.s.
Industry Focus of Subsidized Job Placements	(n = 1,305)	(n = 1,465)	(n = 1,549)	(n = 1,642)
Non-industry-specific focus	\$2,773	\$5,266	\$7,581	\$9,988
Industry-specific focus	\$1,855	\$3,411	\$5,108	\$6,738
<i>Significance of Kruskal-Wallis test</i>	***	***	***	***
CBO Actively Recruits from Criminal Legal System	(n = 1,305)	(n = 1,465)	(n = 1,549)	(n = 1,642)
Yes	\$2,170	\$3,886	\$5,625	\$7,483
No	\$2,451	\$4,783	\$7,086	\$9,305
<i>Significance of Kruskal-Wallis test</i>	+	***	***	***

Note: The asterisks denote statistical significance as follows: + p<.10; * p<.05; ** p<.01; *** p<.001

Appendix A.12 Multivariate Model Predicting Post-WPP Any-Quarter Employment

Quantitative Question 5 explored the participant and program characteristics that were associated with the post-WPP employment and earnings outcomes. In the body of the report, we explored the relationship between each outcome together with one participant or program characteristic at a time. In order to see if a specific characteristic continued to be statistically associated with the outcome once variation in multiple characteristics was considered simultaneously, we use regression techniques. These analyses are restricted to the subset of variables that were previously identified as associated, and also available for a large part of the participant sample, and therefore, do not include race/ethnicity, employment or education at enrollment.

A very high percentage of participants found employment at some point in the four quarters after their WPP job ended (82 percent). Table A12 presents the final model from a series of logistic regressions testing whether gender continues to help predict employment across the period when considered jointly with CBO focus on youth or workforce development, and whether or not the participant completed the subsidized job hours.²²

Understanding the Information Presented in the Regression Table

A few highlights will help readers understand the main points in the regression tables in this appendix and those that follow.

- **Model Coefficients.** In the right-hand column, the first number in each cell is the model coefficient. If this number has asterisks next to it, it means that the participants with the characteristic identified in the left-hand column are significantly different than the participants they are being compared to in their likelihood of being employed at some time in the four quarters following the subsidized job. If the model coefficient is negative, they are less likely than the group they are being compared with, and if the model coefficient is positive, they are more likely than the group they are being compared with to be employed.
- **Standard Error.** This number is a measure of how precisely the model coefficient has been estimated. This number relative to the model coefficient and considered together with the sample size determine if the variable is significantly related to the outcome. Because the asterisks have been presented where coefficients are significant, this number is not a primary focus, and is presented just for reference.
- **CBO Focus/Completion of WPP Job Hours.** This part of the table presents two implicit comparisons.
 - The first, on the line labeled “Youth development focus” compares the likelihood of being employed at some point in the year following WPP for youth who participated in CBOs with a youth development focus to those who participated in CBOs with a workforce development focus, but did not complete their subsidized job.
 - The second implicit comparison is on the line labeled “Workforce development, completers” and compares the likelihood of being employed at some point in the

²² This distinction regarding completion is not made for participants in youth development CBOs because only two participants in youth development programs did not complete the WPP subsidized job hours.

year following WPP for youth who participated in CBOs with a workforce development focus who completed their subsidized job and those who also participated in CBOs with a workforce development focus, but did not complete their subsidized job.

- **Gender.** The line labeled “Female” is an implicit comparison in the likelihood of being employed at some point in the year following WPP for females as compared to males.

Takeaways from the Regression Table

As shown in Table A12, the coefficients on “Workforce development, completers” and “Female” both have asterisks indicating that participants with these characteristics are significantly different in their likelihood of being employed in the year following WPP than the participants they are being compared with.

- **Workforce development, completers.** The model coefficient here is positive and significant. This means that even after considering differences in which CBO youth participate with, and their gender, those who participate with workforce development focused CBOs and complete their subsidized job are more likely than those who do not complete the subsidized job to gain employment in the next year.
- **Youth development focus.** Because the coefficient on youth development focus is not significant (no asterisk) this indicates that there is no difference between participants in youth development programs and those with workforce development programs who did not complete their subsidized job in obtaining employment.
- **Female.** The coefficient on female is positive and significant. Because we are exploring this relationship at the same time as the CBO focus and whether or not the participant completed the subsidized job, the significant coefficient for females means that the likelihood of being employed is higher for females than males beyond the already discussed impact of completing the subsidized job. Among participants in workforce development focused CBOs who completed the subsidized job, females would be even more likely than males to be employed at some point in the following year. Similarly, among participants in youth development focused CBOs, females would be more likely than males to complete the subsidized job.

Table A12. Logistic Regression Model Predicting Likelihood of Being Employed at Any Point During Four Quarters Post-WPP

Variable	Model Coefficients (Standard Error)
CBO Focus/Completion of WPP Job Hours (compared to workforce focus/non-completers)	
Youth development focus	.0837 (.2620)
Workforce development, completers	.8131*** (.1489)
Gender (compared to males)	
Female	.3072* (.1294)
Intercept	1.1620*** (.1539)

N	2,000
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Note: The model is estimated using SAS GLIMMIX, accommodating both the nesting of participants within programs and the dichotomous dependent variable. As calculated by the ICC, only 3 percent of the variation in being employed for all four quarters following the subsidized job exists at the level between CBOs. This is marginally significant ($p < .10$). The asterisks in the table denote statistical significance as follows: * $p < .05$; ** $p < .01$; *** $p < .001$.

Appendix A.13 Multivariate Model Predicting Post-WPP All-Quarter Employment

Table A13 presents the final model from a series of logistic regressions testing whether the participant and program characteristics that were previously identified as related to employment in all quarters remain significantly related to employment in all quarters when considered simultaneously with the specific CBO the participant worked with, the CBO focus on youth or workforce development, and whether or not the participant completed the subsidized job hours.

Takeaways from the Regression Table

As shown in Table A13, completing the subsidized job within a workforce development focused CBO, gender, age and fiscal year all remain significant predictors of being employed in all four quarters post-WPP when considered jointly in a regression model that accounts for the nesting of participants within specific CBOs.

- **Workforce development, completers.** The model coefficient here is positive and significant. This means that even after considering differences in which CBO youth participate with, and the other variables included in the model (gender, age, industry focus and fiscal year) those who participate with workforce development focused CBOs who complete their subsidized job are more likely than those who do not complete the subsidized job after participating with a workforce development focused CBO to be employed in all four quarters in the year following WPP.
- **Female.** The coefficient on female is positive and significant. Because we are exploring this relationship at the same time as controlling for all of the other variables in the model, the significant coefficient for females means that the likelihood of being employed in all four quarters following WPP is higher for females than males no matter what their characteristics are on all the other variables that are included in the model.
- **Age.** The coefficient on Age 21+ at the start of the WPP job is positive and significant. This means that participants who are 21 and older are more likely than participants who are younger to be employed in all four quarters following WPP.
- **Fiscal Year.** Participants who began their subsidized job in FY16 or FY17 are more likely than those who began in FY13 to be employed in all four quarters following WPP.

Table A13. Logistic Regression Model Predicting Likelihood of Being Employed All Four Quarters Post-WPP

Variable	Model Coefficients (Standard Error)
CBO Focus/Completion of WPP Job Hours (compared to workforce focus/non-completers)	
Youth development focus	.6035+ (.3193)
Workforce development, completers	.6252*** (.1198)
Industry Focus of Subsidized Jobs at CBO (compared to industry-specific focus)	
Non-industry-specific focus	-.1847 (.2955)

Variable	Model Coefficients (Standard Error)
Gender (compared to males)	
Female	.2426* (.1084)
Age (compared to participants younger than 21)	
Age 21+ at start of WPP job	.3911*** (.1104)
Fiscal Year During Which Subsidized Job Began (compared to FY 2013)	
FY 2014	.3386 (.2702)
FY 2015	.4822+ (.2673)
FY 2016	.7335** (.2561)
FY 2017	.6758* (.2732)
Intercept	-1.6959*** (.3620)
N	1,976

Note: The model is estimated using SAS GLIMMIX, accommodating both the nesting of participants within programs and the dichotomous dependent variable. As calculated by the ICC, 8 percent of the variation in being employed for all four quarters following the subsidized job exists at the level between CBOs. This is significant ($p < .05$). The asterisks in the table denote statistical significance as follows: * $p < .10$; + $p < .05$; ** $p < .01$; *** $p < .001$.

Appendix A.14 Post-WPP Quarters Employed by CBO Focus

Table A14 presents the number of quarters participants were employed by their affiliation with CBOs focused on youth development or workforce development. Across the full sample, the average number of quarters employed was 2.30; this result does not differ significantly by CBO focus.

Table A14. Post-WPP Quarters Employed by CBO Focus on Youth Development or Workforce Development

Quarters Employed	Percentage of Participants	
	CBOs with Youth Development Focus	CBOs with Workforce Development Focus
0	21.0%	18.0%
1	14.9%	17.1%
2	12.8%	15.0%
3	11.7%	17.8%
4	39.5%	32.1%
Average	2.34 ^a	2.29 ^a
N	281	1,731

^a The difference in means is not statistically significant.

Appendix A.15 Multivariate Model Predicting Post-WPP All-Quarter Earnings

Because the earnings distribution was highly skewed, we normalized it through a log transformation before conducting the multivariate analyses.²³ Table A15 presents the final model from a series of regressions testing whether the participant and program characteristics that were previously identified as related to earnings in the four quarters following WPP remain significantly related to earnings when considered simultaneously with the specific CBO the participant worked with, the CBO focus on youth or workforce development, and whether or not the participant completed the subsidized job hours.

Takeaways from the Regression Table

As shown in Table A15, participating with a youth development focused CBO, industry focus of the CBO and number of quarters employed all remain significant predictors of earnings in the four quarters post-WPP when considered jointly in a regression model that accounts for the nesting of participants within specific CBOs.

- **Youth development focus.** The model coefficient here is negative and significant. This means that even after considering differences in which CBO youth participate with, and the other variables included in the model (gender, age, industry focus, number of quarters employed and fiscal year) those who participate with a youth development focused CBO earn less than those who participate with a workforce development focused CBO, but do not complete their subsidized job.
- **Non-industry-specific focus.** Young people who participate in WPP with a CBO with a non-industry-specific focus have higher earnings than those participating with CBOs with an industry-specific focus.
- **Number of quarters employed.** Participants who were employed more quarters in the year following WPP earn more than those who were employed fewer quarters.
- **Workforce development, completion.** In separate analyses not presented here, we learned that participants who worked with CBOs with a workforce development focus and completed their subsidized job hours worked more quarters in the year following WPP than their peers who did not complete their subsidized job hours. Because the coefficient on this variable is not significant in this model, however, it indicates that once we have controlled for the number of quarters worked, there is no additional benefit to earnings for those who complete their subsidized job.

Table A15. Regression Model Predicting Log-Earnings in All Four Quarters post-WPP, for Participants Employed During the Reference Period

Variable	Model Coefficients (Standard Error)
CBO Focus/Completion of WPP Job Hours (compared to workforce focus/non-completers)	
Youth development focus	-.3771** (.1269)

²³ To facilitate readability, we will refer to "earnings" when discussing the interpretation of the model coefficients, but the estimated model is specified with log-earnings as the dependent variable.

Variable	Model Coefficients (Standard Error)
Workforce development, completers	-.0575 (.0510)
Industry Focus of Subsidized Jobs at CBO (compared to industry-specific focus)	
Non-industry-specific focus	.4875*** (.1149)
Gender (compared to males)	
Female	-.0453 (.0469)
Age (compared to participants younger than 21)	
Age 21+ at start of WPP job	.0767 (.0469)
Fiscal Year During Which Subsidized Job Began (compared to FY 2013)	
FY 2014	-.0166 (.1062)
FY 2015	-.0899 (.1062)
FY 2016	.1059 (.1016)
FY 2017	.0000 (.1094)
Length of Employment	
Number of quarters employed in year	.9283*** (.0187)
Intercept	5.4532*** (.1472)
N	1,612

Note: The model is estimated using SAS MIXED, which accommodates the nesting of participants within programs. As calculated by the ICC, 6 percent of the variation in log-earnings in the year following the subsidized job exists at the CBO level. This is significant ($p < .05$). The asterisks in the table denote statistical significance as follows: * $p < .05$; ** $p < .01$; *** $p < .001$.