

Young Adult Internship Program (YAIP) A Program of the New York City Department of Youth and Community Development (DYCD)

PROGRAM REVIEW SUMMARY

This overview of the New York City Department of Youth and Community Development's (DYCD's) Young Adult Internship Program (YAIP) is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The evaluation team collected program review data between February and July 2008 through interviews with key staff from CEO; DYCD; and TATC¹ Consulting (TATC), the technical assistance provider. Additional data collection activities included a review of program documents, monthly data reports through May 2008, the YAIP online data system, and DYCD monitoring and data reports for Cycles 2 and 3 of fiscal year (FY) 2008². Site visits were also conducted at four of the 15 service provider sites to interview provider staff, observe program activities, conduct focus groups with program participants ages 18 to 24, and review program documentation.

- Sponsoring Agency:** New York City Department of Youth and Community Development (DYCD)
- Provider Agencies:** Arbor E&T, Citizens Advice Bureau, Child Center of NY, Federation Employment and Guidance Service, Good Shepherd Services, Henkels & McCoy, Henry Street Settlement, Italian American Civil Rights League, Mosholu Montefiore Community Center, New York State Association for Retarded Children, Opportunities for a Better Tomorrow, Supportive Children Advocacy Network, Southern Queens Park Association, Vanguard Urban Improvement Association, and Wildcat
- Start Date:** November 19, 2007
- CEO Budget:** The total funding for this initiative in FY 2008 was \$7,434,240. Funding for FY 2009 is expected to be \$9,471,900.³
- Target Population:** Disconnected young adults (out of school and out of work)
- Statement of Need:** There are approximately 165,000 young people ages 16 to 24 in New York City who are not in school, not working, and not looking for work.⁴ Without targeted opportunities for increased education and skill development, these disconnected young adults are at risk for long-term joblessness and economic hardship. In New York City, African American and Hispanic youth have higher disconnected rates than non-Hispanic White and Asian youth. Areas with particularly high concentrations of disconnected youth and high rates of poverty include several community districts in Brooklyn, Queens, and the Bronx.
- Goal and Services:** The goal of the program is to reduce the risk of long-term economic hardship among disconnected youth in New York City by increasing their educational opportunities, career preparation, labor force participation, wage earnings, job retention, and educational attainment. YAIP is designed to reach young adults who are already equipped with the basic skills needed to enter the labor market and need only a short-term intervention to

¹ TATC Consulting (TATC) is an employee-owned company that provides management consulting services to government agencies and private sector organizations. TATC's expertise includes technical assistance and training to facilitate youth program development.

² When fully operational, YAIP will operate with three 14-week cycles per fiscal year beginning in July of each fiscal year. However, the program had only two cycles in FY 2008.

³ The funding estimate for FY 2009 accounts for three cycles, an increase over the two cycles included in the budget for FY 2008.

⁴ Levitan, M. (2005). *Out of School, Out of Work....Out of Luck? New York City's Disconnected Youth*. New York: Community Service Society.

connect to sustainable employment or educational or training opportunities to advance their career potential. YAIP consists of three phases of services and offers job readiness workshops and activities; individual support, counseling, and assessments; paid internships (at NYC’s minimum wage of \$7.15/hour); case management; and follow-up.

Eligibility Criteria: The YAIP target population includes young adults ages 16 to 24 with at least a 6th-grade reading level who are not enrolled in school and not working. In addition, the program targets youth who live in CEO- and DYCD-designated communities with high rates of poverty and high concentrations of disconnected youth. Each provider is allowed to select one or two community districts from which to target recruitment. The community districts include:

- Brooklyn: 1, 3, 4, 5, 12, 16 (Williamsburg/Greenpoint, Bedford-Stuyvesant, Bushwick, East New York, Brownsville);
- Bronx: 1, 2, 3, 4, 5, 6 (Mott Haven and Morrisania, Hunts Point/Longwood, Highbridge/Concourse, University Heights/Fordham, East Tremont/ Belmont);
- Manhattan: 3, 10, 11, 12 (Lower East Side/Chinatown, Central Harlem, East Harlem, Washington Heights/Inwood);
- Queens: 1, 3, 4, 7, 12 (Astoria/Long Island City, Jackson Heights, Elmhurst/Corona, Flushing, Jamaica); and
- Staten Island: 1 (St. George).

Targets/Outcomes: YAIP is designed to operate with three 14-week cycles per fiscal year. At full scale, the program will serve approximately 1,350 participants in a year. For FY 2008, the program met its total enrollment target of 906. Both FY 2009 and FY 2010 will have three cycles with an annual enrollment target of 1,359. The targets and actual numbers for the categories per FY 2008 cycle are presented in Table 1, as well as the percentage of each target obtained as of July 2008.

Table 1. YAIP Milestones and Outcomes for FY 2008 Cycles 2 and 3

Category	Cycle 2			Cycle 3			FY 08 Target	% of FY Target Met
	Target	Verified	% of Target Met	Target	Verified	% of Target Met		
Enrolled	453	453	100%	453	453	100%	906	100%
Placement in internship of all who complete orientation	441	435	98.6%	448	448	100%	889	99.3%
Successful completion of internship	347	340	97.9%	347	385	111%	694	104.5%
Verified post-internship placement	317	251	79.2%	317	a	Not available	634	Not available
Retention in 3rd quarter after internship	272	Not yet available	Not yet available	272	Not yet available	Not yet available	544	Not yet available

^a Not yet verified by DYCD

Selected Key Findings

Fidelity to the Program Model. Program review findings indicate that YAIP providers are adhering to the program model. The YAIP model is based on DYCD's Summer Youth Employment Program (SYEP) and Out-of-School Youth (OSY) program, which offer employment preparation, educational services, and support services while teaching life and work readiness skills. In addition, both OSY and YAIP target disconnected youth. However, YAIP offers a longer internship period than SYEP, and does not require income verification for eligibility as does the OSY program. All providers started on time and implemented the orientation phase (which ranges from 2 to 4 weeks) and the internship and education phase (10 to 12 weeks), although they have initiated the 9-month follow-up phase with varying degrees of intensity and success.

Characteristics of the Clients Served in Comparison to the Target Population. As part of their contractual agreements, providers are required to enroll at least 80 percent of their participants from the community districts the providers represent. In Cycle 2, only one provider successfully met this goal, and in Cycle 3, a total of eight providers met this goal. Preliminary data for FY 2009 Cycle 1 indicated that 13 of the 15 providers were on track to meet the community district enrollment goal. Additional data should be collected to determine whether participants meet the other eligibility criteria, particularly those related to their "disconnectedness" prior to enrolling in the program.

Service Delivery. Program review findings suggest that between Cycle 2 and Cycle 3 of FY 2008, providers improved their delivery of services, including orientation activities, educational workshops, case management, and internship matching and monitoring. Key elements of effective service delivery include informative, interactive, and engaging activities and workshops; an established rapport between and among staff and participants; and compatible matches between participants and internship worksites. The follow-up phase appears to be the most challenging of the program to implement because already hard-to-retain participants become more difficult to engage once structured daily internship and program activities end. Service providers noted that in many cases participants became unresponsive, moved away, changed contact information, or just "disappeared into the streets."

Provider Capacity. The providers are 15 established community-based organizations (CBOs), many of which have had long-term relationships with the communities they serve. Program review findings indicate that provider capacity in FY 2008 has been adequate to serve Cycle 2 and Cycle 3 participants and provide CEO monitoring data. Limited physical facility space and inappropriate staffing were issues during Cycle 2 for a few providers. By the next cycle, these issues appeared to be resolved or in the process of being resolved. Some providers altered or expanded their physical space or made staffing changes, including the replacement of some project directors. Providers have the capacity to collect and report CEO performance monitoring data through the use of DYCD's online data system. To facilitate user proficiency, DYCD staff and the agency's software developer, Corporate Staffing Services (CSS), conducted group and individual training sessions for providers. One issue most relevant to follow-up data appears to be ensuring that all providers enter data consistently, completely, and in a timely manner so that DYCD can effectively monitor follow-up activity.

Agency Management. DYCD takes an active approach to managing the implementation of YAIP, and manages YAIP through a project director supported by a deputy director, three program managers, and a program assistant. The program managers are the direct points of contact between the agency and the 15 providers, and they monitor the providers. DYCD also maintains an online data system for individual-level data. DYCD staff provide training on the data system, monitor data entry, visit the providers, and review case notes and time sheets. DYCD also contracted with TATC to provide technical assistance to the 15 providers for each program phase. In addition, DYCD convenes the 15 service providers on a monthly basis to offer an opportunity to share experiences and best practices. DYCD also sends program updates to providers via weekly email correspondence.

Early Outcomes. The program is meeting its internship attendance goals; overall attendance improved in FY 2008 from 75 percent in Cycle 2 to 85 percent in Cycle 3 due in part to improved staff and participant relations and improved recruitment and selection of participants by providers. The post-internship placement performance for FY 2008 Cycle 2 was slightly below target. However, providers are taking steps to ensure better placement performance in FY 2008 Cycle 3 and FY 2009 Cycle 1, such as a more concerted effort to enroll youth who meet the eligibility criteria and require only a short-term intervention to prepare for employment, educational, or training opportunities. DYCD has also emphasized the importance of having stronger verification rates through properly documenting placements.

Conclusions and Recommendations

As implemented, DYCD's YAIP is in alignment with the CEO mission and is generally meeting key CEO criteria. With each new cycle, DYCD and the providers are gaining new insights into the operation of the program and the need to make appropriate adjustments. Based on program review findings:

- Providers are adhering to the YAIP program model.
- DYCD has an active management approach and is providing strong oversight and technical assistance to YAIP providers.
- There are challenges associated with recruiting the required percentage of eligible participants from the designated community districts, and more research is needed to determine the extent to which participants were truly disconnected prior to enrollment.
- The program needs to strengthen and standardize its approach to retaining and providing services to participants during the follow-up phase.

Young Adult Internship Program (YAIP)
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PROGRAM REVIEW REPORT

1. Introduction

The Center for Economic Opportunity (CEO) has funded approximately 40 initiatives across some 20 sponsoring agencies aimed at reducing the number of working poor, young adults, and children living in poverty in New York City. CEO is committed to evaluating its programs and policies and is developing a specific evaluation plan for each of its initiatives. For example, several major new initiatives will implement random assignment evaluations or other rigorous designs. Some programs are slated to receive implementation and outcome evaluations, while others may be evaluated using readily available administrative data. This differentiated approach reflects the varied scale of the CEO interventions, data and evaluation opportunities, and finite program and evaluation resources. Westat and Metis Associates are evaluating many of these programs on behalf of CEO. The purposes of the evaluations are to collect and report data on the implementation, progress, and outcomes of the programs in the CEO initiative to inform policy and program decision-making within CEO and the agencies that sponsor the programs.

The first phase of the Westat/Metis evaluation is to conduct a systematic review of selected CEO programs. The program reviews involve Westat/Metis staff reviewing program documents, obtaining available implementation and outcome data, interviewing program administrators, and, where appropriate, going on-site to observe program activities and interview direct service staff and participants. The results are used to assess the program design and implementation, develop a logic model to represent the underlying theory of each program, determine the extent to which the program meets key CEO criteria, examine the measurement and information systems for the program, and provide options for next steps.

The Young Adult Internship Program (YAIP) is an innovative employment internship program designed to re-engage youth who are disconnected from school and work. The program is intended to reach young adults who are already equipped with necessary skills to enter the labor market and need only a short-term intervention to connect to sustainable employment or educational and training opportunities to advance their career potential. The New York City Department of Youth and Community Development (DYCD) Interagency Coordinating Council's subcommittee on disconnected youth developed the concept of YAIP. The YAIP design draws upon the program elements of two existing DYCD programs, the Out-of-School Youth (OSY) program and the Summer Youth Employment Program (SYEP).

Information and data for this Program Review Report are based on interviews conducted by Westat/Metis staff between February and July 2008 with relevant staff of the CEO, DYCD, and TATC Consulting (TATC),¹ the technical assistance provider; a review of program documents;

¹ TATC Consulting (TATC) is an employee-owned company that provides management consulting services to government agencies and private sector organizations. TATC analyzes business and operational issues, identifies problem areas, and implements solutions with its clients. TATC includes expertise in youth program development and is committed to enhancing opportunities for young people to further their education, obtain meaningful jobs, and engage in full and productive lives and careers. TATC provides

monthly data reports providers submitted to DYCD through May 2008; the YAIP online data system; and DYCD monitoring and data reports for Cycle 2 and Cycle 3 participants (November 2007 through July 2008). Additionally, the evaluators conducted site visits to four of the 15 service provider sites, during which they observed educational workshops, interviewed key staff members, conducted focus groups with YAIP participants ages 18 to 24, and reviewed program documentation.

This Program Review Report provides an overview and assessment of the program on several dimensions, including its goals, fidelity to the program model, target population and clients served thus far, program services, and agency management. CEO and the relevant sponsoring agency were invited to identify specific questions of interest to be included as part of these standardized program reviews.

A key analytic tool in the Program Review is development of a logic model that serves as a visual representation of the underlying logic or theory of a program. The program logic model details the program's context, assumptions, and resources and their relationships to one another. By examining the program's internal logic and external context, the evaluation team and reader are able to determine if the program design is consistent with overall goals and capable of achieving its intended outcomes. Toward this end, this Program Review Report focuses on early outcomes and the challenges faced in achieving them.

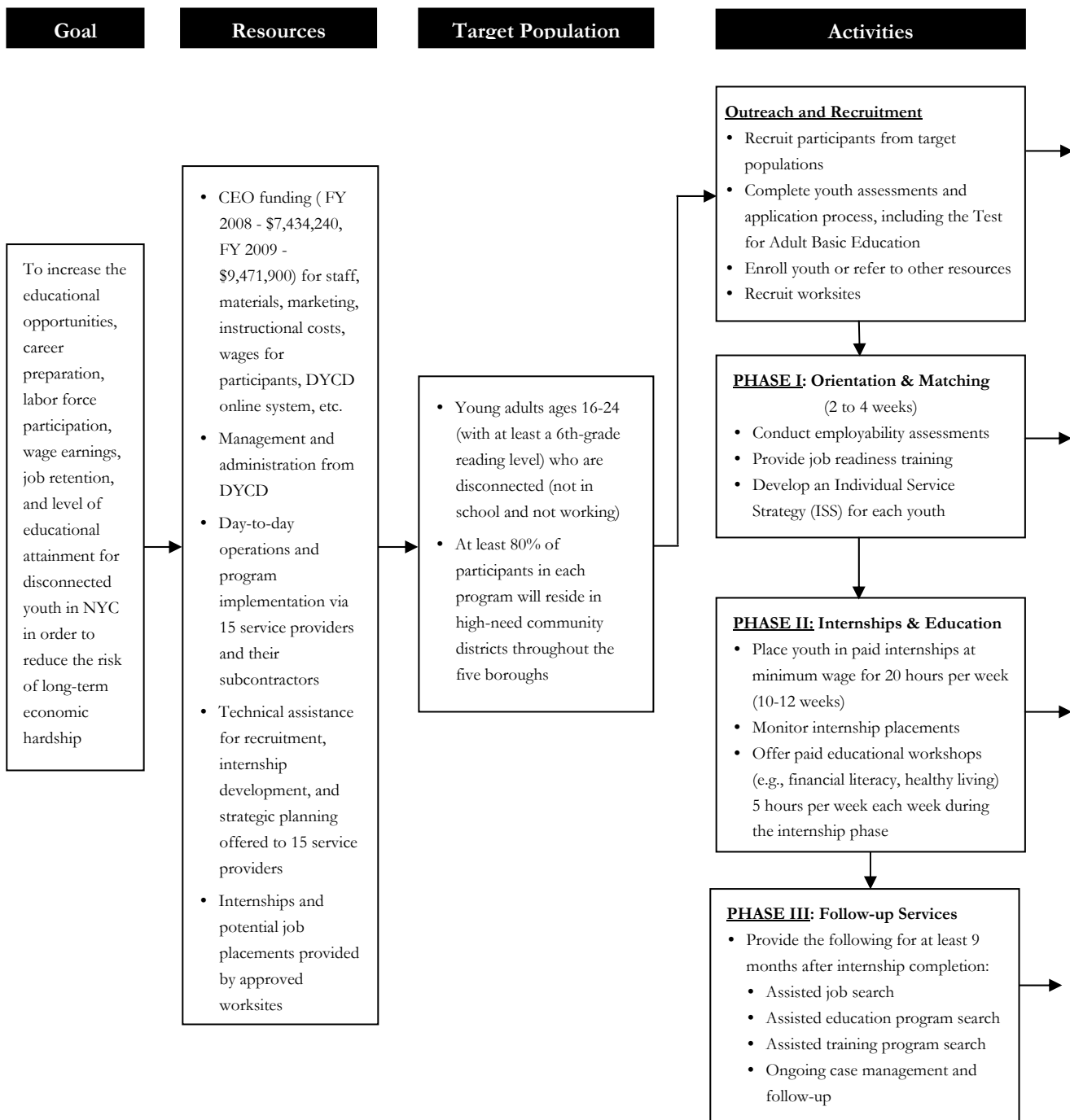
2. Overview and Assessment of the Program

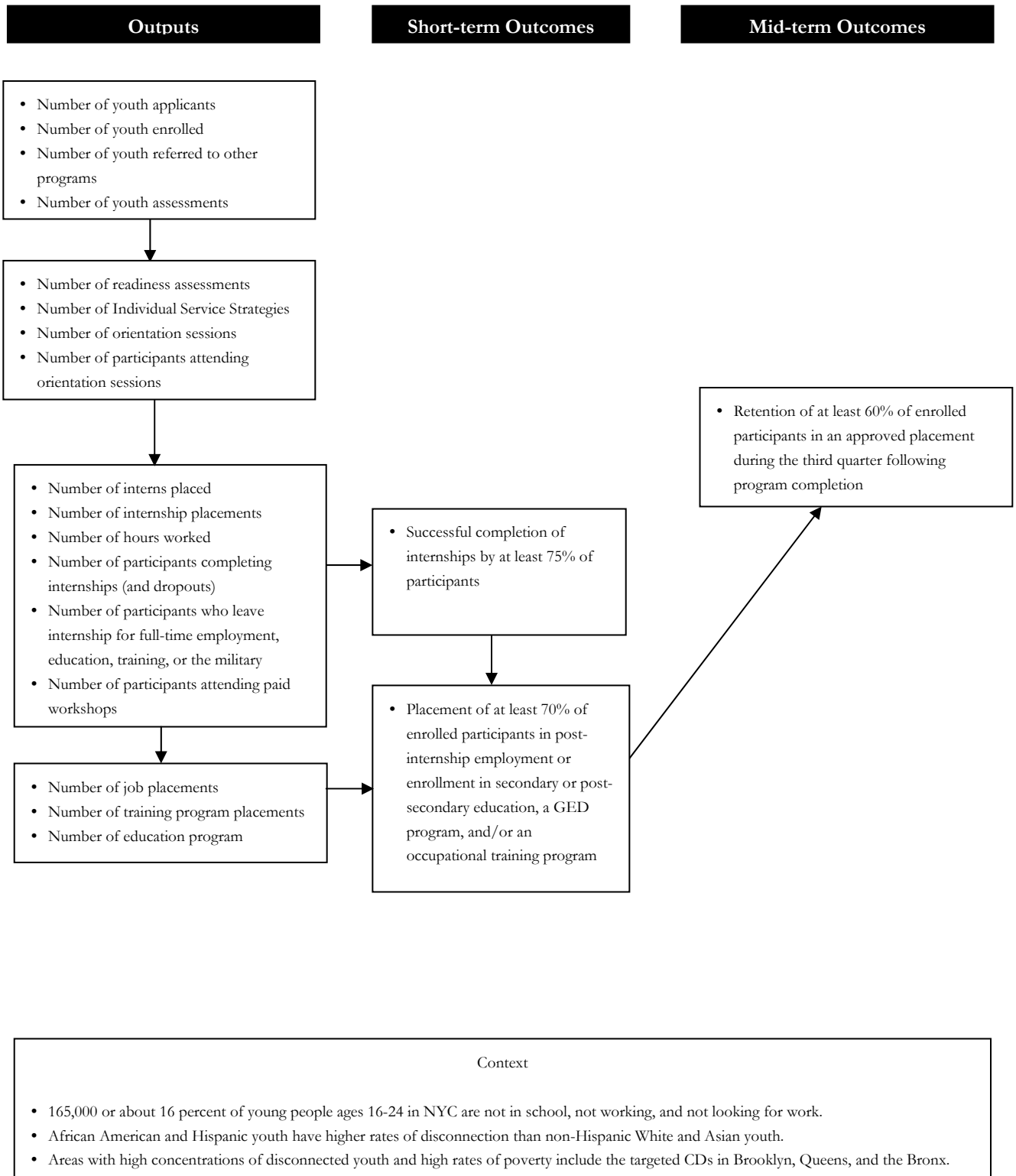
Program Goal. The goal of YAIP is to reduce the risk of long-term economic hardship among disconnected youth in New York City by increasing their educational opportunities, career preparation, labor force participation, wage earnings, job retention, and level of educational attainment.

The YAIP model is displayed in a logic model—or theory of action—format on the following two pages. The logic model includes the program's context, assumptions, and resources. Each activity is linked to the number of individuals targeted to participate in the different activities (outputs), as well as short- and long-term participant outcomes.

technical assistance and training to youth programs in the areas of strategic planning, building community linkages and partnerships, staff development, case management, management/leadership coaching, peer-to-peer training programs and workshops, and web-based career development resources.

Young Adult Internship Program (YAIP) Logic Model





Fidelity to the Program Model. Program review findings indicate that YAIP providers are adhering to the program model. The YAIP model is based on DYCD's SYEP and OSY programs, which offer employment preparation, educational services, and support services while teaching life skills and work readiness skills. YAIP incorporates elements of both programs. Both OSY and YAIP target disconnected youth. YAIP also incorporates OSY's Individual Service Strategy (ISS) and intensive follow-up services. YAIP is similar to SYEP in that both programs offer participants time-limited, publicly subsidized internships and educational services to support participants in the workplace. However, YAIP offers a longer period of internship than SYEP, and it does not require income verification for eligibility as does OSY.

YAIP consists of three phases of services: the orientation phase, the internship and education phase, and the follow-up phase. All providers started on time and implemented the core orientation phase and the internship and education phase. The follow-up phase has been initiated with varying degrees of intensity and success across the providers. These three programmatic phases are described in the service delivery section of this report.

Resources. The total budget for YAIP in FY 2008 was \$7,434,240. The budget estimate for FY 2009 is \$9,471,900, covering three cycles rather than the two cycles covered in FY 2008. Each total budget includes funds for contracts with service providers, participant wages, technical assistance, data system implementation and support, and personnel services.

DYCD anticipated that its funding levels to service providers would allow for a per-participant cost range of \$3,200 to \$3,800 (not including participant wages). The budget allocation assumed 30 participants for each of the 15 service providers for two cycles in FY 2008. Participant wages were paid directly by DYCD based on submitted timesheets and a debit card system.

The payment structure for the providers is a line item budget reimbursement. Providers submit monthly billing invoices to DYCD, who closely monitors the providers. So far, no service provider has exceeded its budget. As of July 2008, DYCD approved funding for all 15 of the providers for FY 2009.

Target Population and Clients Served. The YAIP target population includes young adults ages 16 to 24 with at least a 6th-grade reading level who are not enrolled in school and not working. In addition, the program targets youth who live in CEO- and DYCD-designated communities with high rates of poverty and high concentrations of disconnected youth. The program's recruitment goal is to enroll at least 80 percent of participants from targeted community districts, which include:

- Brooklyn: 1, 3, 4, 5, 12, 16 (Williamsburg/Greenpoint, Bedford-Stuyvesant, Bushwick, East New York, Brownsville),
- Bronx: 1, 2, 3, 4, 5, 6 (Mott Haven and Morrisania, Hunts Point/Longwood, Highbridge/Concourse, University Heights/Fordham, East Tremont/Belmont),
- Manhattan: 3, 10, 11, 12 (Lower East Side/Chinatown, Central Harlem, East Harlem, Washington Heights/Inwood),
- Queens: 1, 3, 4, 7, 12 (Astoria/Long Island City, Jackson Heights, Elmhurst/Corona, Flushing, Jamaica), and
- Staten Island: 1 (St. George).

Each provider is allowed to select one or two community districts from which to target recruitment. As part of their contractual agreements, providers are required to enroll at least 80 percent of their participants from the targeted community district(s) they select. Providers are also required to be physically located in their targeted community district (except for Henkels & McCoy). They can recruit the remaining 20 percent of participants from anywhere including other boroughs and community districts. Table 1 lists the 15 YAIP providers along with their site location and targeted community district(s) (CDs).

Table 1. YAIP Providers, Locations, and Target Community Districts (CDs)^a

Provider	Borough	Provider Location CD	Provider Target CD(s)
Arbor E & T	Brooklyn	3	3
Federation Employment and Guidance Service, Inc. (FEGS) Health and Human Services System	Bronx	1	1 and 3
Good Shepherd Services	Brooklyn	4	4
Henkels & McCoy, Inc.	Queens	2	1
Henry Street Settlement	Manhattan	3	3
Italian American Civil Rights League	Brooklyn	5	5
Mosholu Montefiore Community Center	Bronx	7	7
New York State Association for Retarded Children, NYC Chapter	Staten Island	1	1
Opportunities for a Better Tomorrow	Brooklyn	1	1 and 4
Southern Queens Park Association-NY	Queens	12	12
Supportive Children Advocacy Network (SCAN)-NY	Manhattan	11	11
The Child Center of NY, Inc.	Bronx	12	12
The Citizens Advice Bureau	Queens	1	1 and 3
Vanguard Urban Improvement Association	Brooklyn	3	3
Wildcat Service Corporation	Bronx	2	2

^a Providers were allowed to choose one or two CDs from which to recruit at least 80 percent of their participants. Providers were also required to be physically located in the target CD, except for Henkels & McCoy, Inc., which is located just over the border of its target CD.

When fully operational, YAIP operates with three 14-week cycles per fiscal year, beginning in July. At full scale, the program will serve approximately 1,350 participants in a year (30 participants x 3 cycles x 15 providers = 1,350 served with the exception that one provider enrolls 33 participants per cycle). In FY 2008, there were only two cycles: the Cycle 2 participants started YAIP in November 2007 and the Cycle 3 participants started in March 2008. For FY 2008, the target enrollment was 906; all providers met their enrollment target. Both FY 2009 and FY 2010 will have three cycles and an annual enrollment target of 1,359. The program design provides about 3 weeks between cycles for transitional activities. Table 2 shows the cycles for each fiscal year and the target enrollment for each cycle.

Table 2. YAIP Target Enrollment by Fiscal Year and Cycle^a

	Cycle 1 Target Enrollment (July to October)	Cycle 2 Target Enrollment (November - February)	Cycle 3 Target Enrollment (March – June)	Fiscal Year Total Enrollment
FY 2008	^b	453	453	906
FY 2009	453	453	453	1359
FY 2010	453	453	453	1359

^a De-enrollment of participants in YAIP without penalty to the provider is allowed in limited situations, modeled on similar exceptions in the OSY program. These exceptions include the participant’s death, incarceration, placement in foster care out of the area, or call into active military duty, as well as long-term medical/health issues of the participant or a family member. With proper documentation, de-enrollment for any of these reasons reduces the target enrollment along with the milestone and outcome targets for the cycle.

^b There was no target enrollment in Cycle 1 of FY 2008; the program began in Cycle 2 of FY 2008.

While all providers met their overall enrollment target, in Cycle 2 of FY 2008 (the initial 14-week cycle of YAIP implementation) only one provider successfully met the goal of enrolling at least 80 percent of participants (24 of 30) from its targeted CD. In Cycle 3, a total of eight providers met this goal. Preliminary data for FY 2009 Cycle 1 indicated that 13 of the 15 providers were on track to meet the CD enrollment goal. According to program review findings, the increase over time may be attributed in part to new and/or improved outreach and recruitment strategies in the targeted communities and recruitment over a longer period of time.

Program review evidence suggests that additional data should be collected to determine whether participants meet the other eligibility criteria, particularly those related to their “disconnectedness” prior to enrolling in the program. For example, at one provider site there was a possibility that some participants quit their jobs in order to participate in the program. At another site, program staff expressed concern that some applicants might claim to be high school dropouts when in fact they are merely out of school for a brief period with plans to return. To address this type of issue, DYCD recently created a new parental consent form for youth ages 16 and 17 that requires notarization. The form asks parents to confirm that their children are not enrolled in school and to provide permission for their participation in YAIP.

The demographic profile presented in Table 3 combines participants from both Cycle 2 and Cycle 3 of FY 2008. The data were compiled from DYCD’s quarterly performance report to CEO and the YAIP online system.

Table 3. Demographic Profile of YAIP Participants for FY 2008 Cycles 2 and 3

Demographics	Number of Participants	Percent of Participants
GENDER		
Male	440	48.6%
Female	466	51.4%
RACE/ETHNICITY		
Asian	8	0.9%
Black	510	56.3%
White	16	1.8%

Demographics	Number of Participants	Percent of Participants
Hispanic	322	35.5%
Other	42	4.6%
Unreported	8	0.9%
AGE		
0-17	159	17.5%
18-20	474	52.3%
21-24	273	30.1%
BOROUGH OF RESIDENCE		
Manhattan	115	12.7%
Bronx	249	27.5%
Brooklyn	312	34.4%
Queens	174	19.2%
Staten Island	56	6.2%

Outreach and Recruitment. Primary outreach and recruitment strategies include the distribution and posting of YAIP fliers in neighborhoods and facilities; outreach to community organizations, churches, schools, and public agencies; advertisements in local media and on provider websites; and word-of-mouth referrals. Program staff members use a combination of strategies to reach their recruitment target. For example, one provider explained that it recruited most of its Cycle 3 participants through referrals from community organizations, fliers in neighborhoods and tenements, and word-of-mouth informal referrals. During focus groups, YAIP participants indicated that they learned of the program through fliers posted in their neighborhood or that they were referred by a friend or relative who learned of the program via outreach, a flier or advertisement, or prior participation in YAIP. When asked to suggest effective recruitment strategies, participants recommended a YAIP MySpace page; flier postings; and word-of-mouth referrals, particularly from YAIP participants.

Interviews with program staff revealed challenges associated with the recruitment process. Recruiting youth who meet all of the eligibility requirements is sometimes difficult. In some cases, staff discover that prospective enrollees are either too young or too old for the program. In other instances, prospective enrollees meet the demographic eligibility criteria but live outside the targeted area. While these youth are eligible to participate as part of the 20 percent that providers can recruit from any CD, they are not part of the 80 percent required to meet their target area recruitment goal. In addition, some prospective enrollees meet the basic eligibility criteria but face major personal challenges (e.g., alcoholism, drug addiction, severe mental and emotional problems) that would be difficult to address in the context of a relatively short-term program. Therefore, perhaps the greatest recruitment challenge is to identify and recruit youth who meet the eligibility criteria and require only a short-term intervention to prepare them for sustainable employment, education, and training opportunities. In most cases, YAIP program staff appropriately refer youth they are unable to serve to other programs and agencies.

Program Services. Providers deliver individual and group services in the context of three phases: (1) the orientation phase, (2) the internship and education phase, and (3) the follow-up phase. All phases of the program are fully operational. As previously described, the YAIP program operates in 14-week cycles. The YAIP program cycles are tightly structured, and all providers begin and end

their cycles at the same time. However, based on provider preference, the orientation phase may range from 2 to 4 weeks, and the internship and education phase may range from 10 to 12 weeks, correspondingly, for a total of 14 weeks. The phase 3 follow-up extends at least 9 months following the completion of the internship and education phase.

During the orientation phase, providers offer individual support counseling and assessments, and group activities such as workshops and job readiness activities. Participants engage in discussions and activities to learn about and bond with their peers, and attend workshops that focus on job readiness skills such as successful interviewing and resume writing. Providers select and/or develop their orientation curricula and facilitation methods, often with assistance from the technical assistance provider, TATC. Providers use the activities during the orientation period to enhance skills, establish rapport, and encourage self-investigation and esteem building. Through case management, program staff also seek to identify and address barriers to program participation and completion, such as personal circumstances related to housing, child care, and involvement in the court system, among others. Program staff create an ISS for each participant during this period and work to identify participants' interests and skills to facilitate the most appropriate internship matches. Program staff continue to use each participant's ISS into and through the 9-month follow-up phase of the program. Participants may be de-enrolled during the first 2 weeks of the orientation period if program staff believe that they will not be successful in the program. Programs either overfill or backfill placements to ensure full enrollment.

Following the orientation phase, participants engage in the 10- to 12-week internship and education phase. Providers match participants to appropriate internship worksites based on participant skills, interests, goals, and internship preferences. Some providers conduct a worksite "job fair" each program cycle so that participants and worksite representatives can meet and discuss internship opportunities. Internship worksites include restaurants, hospitals, retail stores, child care centers, senior centers, telecommunications companies, community organizations, public agencies, auto repair shops, and other employers. To help ensure that providers offer participants a variety of worksite choices, DYCD established and continually reinforces the rule of a maximum of five internship work slots per worksite. Providers established relationships with many of the worksites prior to implementation of YAIP. The recruitment of new worksites is an ongoing process and primarily the responsibility of the job developer at each provider site. Job developers target worksites that offer entry-level positions, opportunities for both skill and character development, and, ideally, prospects for post-internship employment.

YAIP pays participants the NYC minimum wage (\$7.15/hour) to work 20 hours per week at their internship sites. Program staff members collect timesheets from employers and observe participants at their worksites at least once every two weeks. Staff members also review employer evaluations and maintain close contact with the participants to learn their perceptions of the success of the internship match. Program staff reported that internships work well when they provide instruction, mentorship, and close oversight of the intern's specific tasks and hours of attendance. In some cases, to ensure that participants engage in appropriate learning opportunities, staff reassign them to alternative internship worksites. For example, program staff reassigned two participants to a second worksite because the first worksite required that they sweep and clean bathrooms instead of learning silk screening and sales-related skills as originally planned. When worksite issues arise, program staff attempt to resolve them and to resume their relationship with the employer. However, in this case, staff chose not to assign participants to the worksite during the next cycle. Providers maintain the primary responsibility of determining suitable worksites across program cycles.

The internship and education phase also requires that participants attend educational workshops at their provider sites 1 day per week.² As with orientation workshops, providers select and/or develop their curricula and facilitation methods, often with assistance from TATC. The education workshops offer participants the opportunity to continue to develop job readiness skills and to improve their financial literacy (e.g., budgeting, saving, taxes) and life skills (e.g., health and nutrition, substance abuse, career and education exploration). Participants are paid for their attendance at the workshops.

During the program review focus groups, participants expressed overall satisfaction with program components, including internships and educational workshops. When asked to provide recommendations for program changes, participants most commonly recommended that providers offer a broader selection of worksites for internship opportunities.

After the internship and education phase, participants begin the 9-month follow-up phase of the program. Providers attempt to maintain ongoing contact with participants to assist with job, education, or training placement. Program staff deliver individual case management services and enhance ongoing engagement through group meetings and activities. Program review findings suggest that this is the most challenging phase of the program to implement because participants are no longer required to attend weekly workshops and are no longer in regular contact with program staff. Program staff and participants must make concerted efforts to maintain contact during this phase. Program staff noted that in many cases, participants became unresponsive, moved away, changed contact information, or just “disappeared into the streets.”

DYCD has established service-level guidelines or requirements for service providers to follow during phase 3 and recently communicated these standards to providers. The minimum qualification for a follow-up service is that direct communication must have occurred between provider and participant. An email, phone call, or letter without any response from the participant will not be considered a follow-up service. Participants who remain unresponsive to attempts to contact them are excluded from DYCD’s monthly reporting of the number of participants receiving follow-up services.

DYCD’s stipulation that at least 10 percent of YAIP funding will be used for follow-up activities, combined with job placement and retention targets, ensures that providers take this portion of the program seriously.

Outputs and Outcomes. DYCD specified the following as milestones and outcomes for YAIP:

Milestones

- Placement in an internship of all cycle participants who complete orientation, and
- Successful completion of an internship by at least 75 percent of enrolled participants.

Outcomes

² At one provider site, Mosholu, for Cycle 1 of FY 2009 the 5-hour weekly workshop attendance requirement has been modified to include 2 hours on a specific day and 3 additional hours on that day or any other day or days that week. This modification, while more administratively complex, provides greater flexibility and customization based upon participant preferences.

- Post-internship placement of at least 70 percent of enrolled participants in post-internship employment or enrollment in secondary or post-secondary education, a GED program, and/or occupational skills training program; and
- Retention of at least 60 percent of enrolled participants in an approved post-internship placement, or a second approved post-internship placement during the third quarter after program completion.

Regarding the first milestone, the total enrollment for each cycle of FY 2008 was 453. A total of 441 enrolled participants completed orientation in FY 2008 Cycle 2, 435 (98.6%) of whom were placed in an internship. During Cycle 3, of the 448 participants who completed orientation, all (100%) were placed in an internship.

During the course of implementation, DYCD realized that it needed to clarify the second milestone, and it did so based on the attendance performance of Cycle 2 participants. To count a participant as successfully completing the internship, the participant must:

- Achieve at least 50 percent cumulative attendance, and
- Complete at least 10 weeks of program phases 1 and 2 (minimum of 125 hours).

Participants who remain in the program for the entire 14 weeks must have cumulative attendance of at least 175 hours. For all service providers except the New York State Association of Retarded Children (NYSARC), meeting the milestone (successful completion of an internship by at least 75 percent of enrolled participants) means having 23 participants complete their internship.³

Without the clarification of milestone 2, there would have been confusion as to what constituted internship completion. Some Cycle 2 participants obtained employment or educational placements after the 10th week but before the end of the internship period. Without the clarification, they would not have been considered internship completers if expected to complete all 14 weeks.

Table 4 provides a summary of the YAIP internship completion by service providers for Cycle 2 and Cycle 3 FY 2008. As shown, six of the providers reached the target of 75 percent for Cycle 2, representing 340 of the 453 enrollees. For Cycle 3, 12 of the 15 providers reached the target, and 385 (85%) of total participants completed their internships.

³ NYSARC enrolls 33 participants per cycle, thus requiring 25 for a 75-percent completion rate.

Table 4. YAIP Internship Completion in FY 2008, by Cycle^a

Service Provider	FY 2008 Cycle 2 Internship Completion		FY 2008 Cycle 3 Internship Completion	
	Number	Percentage	Number	Percentage
Arbor E & T	22	73%	20	67%
Federation Employment and Guidance Service, Inc., Health and Human Services System	19	63%	24	80%
Good Shepherd Services	21	70%	27	90%
Henkels & McCoy, Inc.	22	73%	23	77%
Henry Street Settlement	19	63%	24	80%
Italian American Civil Rights League	23	77%	28	93%
Mosholu Montefiore Community Center	22	73%	28	93%
New York State Association for Retarded Children, NYC Chapter	26	79%	28	85%
Opportunities for a Better Tomorrow	21	70%	28	93%
Supportive Children Advocacy Network (SCAN)-NY	29	97%	28	93%
Southern Queens Park Association-NY	24	80%	29	97%
The Child Center of NY, Inc.	20	67%	27	90%
The Citizens Advice Bureau	26	87%	20	67%
Vanguard Urban Improvement Association	18	60%	27	90%
Wildcat Service Corporation	28	93%	24	80%
TOTAL	340	75%	385	85%

^a The definition of what constitutes completion of the internship was made available to providers during Cycle 3 of YAIP implementation; therefore, the internship completion numbers indicated in Table 4 for Cycle 2 are less than those the providers' self reported. DYCD and CEO have accepted verified outcomes for all Cycle 2 participants.

Table 5 summarizes YAIP performance on milestones and outcomes for FY 2008. For Cycle 2, DYCD verified 79 percent of 317 post-internship placements. Among the 251 participants with verified post-internship placements in that cycle, 109 had placements into employment; 90 had placements into pre-GED or GED programs; 27 had placements into advanced training; 27 had placements into secondary or post-secondary education; and 1 had placement into the military. Because two participants had multiple placements, the identified placements total to 254 rather than 251. For Cycle 2, five of the 15 providers met the 70-percent goal for verified post-internship placements. For Cycle 3, it is too early to obtain the number of verified post-internship placements from DYCD.

Table 5. YAIP Milestones and Outcomes for FY 2008 Cycles 2 and 3

Category	Cycle 2			Cycle 3			FY 08 Target	Percent of FY Target Met
	Target	Verified	Percent of Target Met	Target	Verified	Percent of Target Met		
Enrolled	453	453	100%	453	453	100%	906	100%
Placement in internship of all who complete orientation	441	435	98.6%	448	448	100%	889	99.3%
Successful completion of internship	347	340	97.9%	347	385	111.1%	694	104.5%
Verified post-internship placement	317	251	79.2%	317	a	NA	634	NA
Retention in third quarter after internship	272	b	NA	272	c	NA	544	NA

^a Not yet verified by DYCD

^b The data are not yet available; the third quarter will not be reached until 09-11/08.

^c The data are not yet available; the third quarter will not to be reached until 01-03/09.

It also is too early to measure retention in the third quarter following completion of internship. DYCD has not yet made a clarification of this outcome, but is expected to stipulate how providers must document “retention” and over what period of time in the third quarter to measure the retention. DYCD will also need to clarify situations in which the post-internship placement was time-limited (such as enrollment in a GED program) and the participant completes the placement prior to the third quarter. The participant should then be involved in further education or placed in employment, training, or the military.

Provider Capacity. Program review findings indicate that provider capacity in FY 2008 has been adequate to serve Cycle 2 and Cycle 3 participants and provide CEO monitoring data. However, providers may need additional resources to meet program targets because the number of participants in the follow-up phase increases with each newly completed cycle.

The providers are 15 established community-based organizations (CBOs), many of which have had long-term relationships with the communities they serve. Limited physical facility space and unsuitable staffing were issues during Cycle 2 for a few providers. By the next cycle, these issues appeared to be resolved or in the process of being resolved. Some providers altered or expanded their physical space or made staffing changes, including the replacement of some project directors.

Typically, the provider staff includes a program director and staff members who lead or coordinate responsibilities for outreach and recruitment, orientation and assessment, case management and counseling, educational workshops, and job development for internships and post-internship placements. Program review findings suggest that provider staff perform multiple tasks and support each other to facilitate program implementation.

Based upon budget summaries submitted by providers as part of their proposals, providers have three to five full-time staff members, as well as one to five part-time staff members. Most of the part-time staff members work less than 50 percent of a full-time equivalent. The total number of staff ranges from four to 10 across providers, with a total staff size of five or six in 10 of the 15 providers. Staff size becomes more of a challenge with each new cycle. The biggest challenge is providing follow-up services while starting a new cycle. As the number of participants in the follow-up phase increases, the day-to-day demands increase as well. When Cycle 1 of FY 2009 began, providers became responsible for overseeing nearly 90 participants, and that may be a very challenging task for current staff configurations. Therefore, providers should anticipate the increased workload associated with the addition of each new cycle and appropriately assign staff responsibilities to meet the demand.

Providers have the capacity to collect and report CEO performance monitoring data through the use of DYCD's online data system. DYCD's system has the ability to track its key internship (phase 2) and follow-up (phase 3) outcomes. DYCD provided training in the use of the system for providers. DYCD staff, and the agency's software developer, Corporate Staffing Services (CSS), jointly delivered eight training sessions to the group of 15 providers. In addition, to facilitate user proficiency, DYCD staff conducted one-on-one training sessions with 12 of the 15 providers.

There is room for improvement in the phase 3 follow-up recordkeeping. Some YAIP providers are more organized and focused than others in their participant follow-up activity. This unevenness is apparent in the extent to which providers vary in their data entry of follow-up case notes on the online system, as shown in Table 6. In May 2008, four providers entered 30 or more follow-up activities on the system, while two providers did not enter any follow-up information at all. It is not clear whether the providers had no activity or they had activity and did not report it. DYCD should emphasize the importance of documenting follow-up activity on the online system.

Table 6. Number of Follow-up Services Provided

Service Provider	Month 1	Month 2	Month 3
	Mar-08	Apr-08	May-08
Arbor E & T	6	6	0
Federation Employment and Guidance Service, Inc., Health and Human Services System	48	33	30
Good Shepherd Services	2	12	16
Henkels & McCoy, Inc.	8	12	24
Henry Street Settlement	31	29	30
Italian American Civil Rights League	76	40	32
Mosholu Montefiore Community Center	1	0	0
New York State Association for Retarded Children, NYC Chapter	40	34	27
Opportunities for a Better Tomorrow	0	0	30
Supportive Children Advocacy Network (SCAN)-NY	32	29	29
Southern Queens Park Association-NY	3	1	24
The Child Center of NY, Inc.	15	7	4
The Citizens Advice Bureau	0	0	16
Vanguard Urban Improvement Association	26	26	29
Wildcat Service Corporation	1	0	15

Source: Excerpt of YAIP Online System, Follow-Up Case Notes Report, June 23, 2008.

Agency Management. DYCD takes an active approach to managing the implementation of YAIP. DYCD manages YAIP through a project director supported by a deputy director, three program managers, and a program assistant. The program managers are the direct points of contact between the agency and the 15 providers, and they monitor the providers. DYCD maintains an online data system for individual-level data. DYCD staff provide training on the data system, monitor data entry, visit the providers, and review case notes and time sheets. DYCD convenes the 15 service providers on a monthly basis to introduce resources, clarify program rules and policies, review performance data, and offer an opportunity for provider staff to share experiences and best practices with one another. DYCD also sends program updates and additional resources to providers via weekly email correspondence.

In addition, as noted earlier, DYCD contracts with TATC to provide technical assistance to the 15 providers for each program phase. A team of five TATC coaches maintain regularly scheduled in-person appointments as well as ongoing phone and email communication with their assigned providers. When providers experience specific challenges, coaches increase their contact. The amount and type of technical assistance varies across providers. In FY 2008, TATC provided technical assistance on all program components to help providers recruit participants, design and facilitate the orientation program and educational workshops, recruit internship worksites, match participants with suitable internship worksites, and plan and provide follow-up services. A great deal of technical assistance focused on selecting and/or developing orientation and educational workshop curricula aimed at successfully engaging and retaining participants. Preliminary findings suggest that TATC's involvement has enhanced program implementation. DYCD plans to offer more technical assistance via TATC in the second fiscal year of YAIP.

DYCD recommended several changes for FY 2008 Cycle 3 to address issues identified during Cycle 2. DYCD recommendations and the extent to which they were incorporated are as follows:

- Improve assessments of applicants and new enrollees. Interviews with providers indicate that they recognize the need to identify particular challenges that applicants have that may hinder their participation and to address those challenges early for those who are enrolled.
- Provide more work sites for participants to facilitate necessary reassignments during the internship and education phase. Providers indicated that as the program continues, more employers and work sites are identified and secured through outreach efforts or through organizations learning about YAIP and the providers.
- Teach providers how to properly use the online data system and avoid data entry problems. This is an ongoing process that has not yet been fully achieved, but progress has been made.
- Recruit youth earlier since there will be more time for recruitment in Cycle 3 than in Cycle 2. Interviews with providers indicate that recruitment occurred earlier in Cycle 3 than in Cycle 2, and the additional time was used to improve the assessment of applicants.
- Use monthly provider meetings to share best practices, discuss issues, and propose solutions. DYCD has been conducting these meetings on a monthly basis.

Conclusions. As implemented, the DYCD's YAIP is in alignment with the CEO mission and is generally meeting key CEO criteria. With each new cycle, DYCD and the providers are gaining new insights into the operation of the program and the need to make appropriate adjustments. Based on program review findings:

- Providers are adhering to the YAIP program model.
- DYCD takes an active management approach and is providing strong oversight and technical assistance to YAIP providers.
- The program is meeting its internship attendance goals. Overall attendance improved in FY 2008 from 75 percent in Cycle 2 to 85 percent in Cycle 3 due in part to improved staff and participant relations and improved recruitment and selection of participants by providers.
- The post-internship placement performance for FY 2008 Cycle 2 was slightly below target. However, providers are taking steps to ensure better placement performance in FY 2008 Cycle 3 and FY 2009 Cycle 1, such as a more concerted effort to enroll youth who meet the eligibility criteria and require only a short-term intervention to prepare for employment, educational, or training opportunities. DYCD has also emphasized the importance of having stronger verification rates through properly documenting placements.
- There are challenges associated with recruiting the required percentage of eligible participants from the designated community districts, and more research is needed to determine the extent to which participants were truly disconnected prior to enrollment.
- The program needs to strengthen and standardize its approach to retaining and providing services to participants during the follow-up phase.

3. Programmatic Recommendations

The YAIP program review identified a few recommendations for program improvement. To enhance the program, DYCD should:

- Consider offering a standard orientation period of 3 weeks. Program review findings suggest that it is difficult for participants to remain focused for 4 weeks, in part because they become eager to begin their internships. In addition, an orientation of 2 weeks seems to be too short, requiring participants to absorb a lot of material quickly.
- Ensure that participants meet all eligibility criteria, particularly being out of school and out of work.
- Provide closer monitoring of the entry of online case note reports. Not all providers enter these reports consistently. This issue might be addressed by DYCD's planned revision of the online data system that will transform some optional reporting fields into mandatory reporting fields.
- Develop and disseminate a systematic and consistent approach to follow-up activities across providers, including establishing a standard level of expected services for the follow-up phase.
- Assess the resource and staffing needs of providers, especially in the context of meeting program targets and providing follow-up services for each cycle of participants.
- Require that providers enter follow-up phase data into the online system completely and consistently.
- Promote more interaction among the providers beyond regular monthly meetings, as they report benefiting from the opportunities to hear from others experiencing the same challenges and to share best practices.