



**Holistic, Collaborative Workforce Development
Programming for Public Housing Residents:
Learning from Jobs-Plus**

National Association for Welfare Research and Statistics

July 30, 2019

The Mayor's Office for Economic Opportunity (NYC Opportunity) helps the City apply evidence and innovation to reduce poverty and advance equity.

Research

Produce annual reports measuring poverty and inequality: NYCgov Poverty Measure and Social Indicators Report. Conduct rapid research on a variety of topics to drive evidence-based policy making.

Evaluation

Manage 8 backdrop contracts used to conduct a variety of evaluation activities from focus groups to randomized control trials.

Design

Develop solutions rooted in insights about the experiences of those affected by public services and facilitate collaboration with stakeholders.

Data Integration

Facilitate inter-agency data sharing and integration through established enterprise technologies, data standards and legal frameworks.

Program Management

Design, implement and manage performance and fiscal monitoring for over 70 programs designed to reduce poverty and meet the needs of low-income New Yorkers programs.

Digital Products

Develop and manage best in class digital products that are beautiful, easy-to-use, and work on any device.

What makes NYC's implementation of Jobs-Plus unique and what lessons does it hold for other jurisdictions?

- Management structure
- Stakeholder engagement
- Potential lessons for other jurisdictions

NYC's "Jobs-Plus Collaborative" of four City agencies has met regularly to oversee the program since 2011



NYC's first Jobs-Plus site opened in 2009

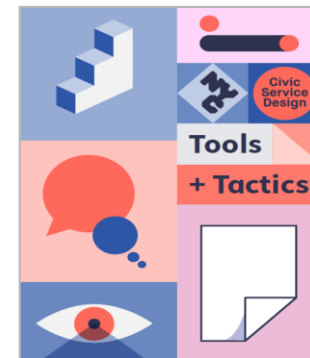
- Membership model, open to residents of targeted NYCHA communities
- 7,666 NYCHA residents served in FY18
- FY19 budget: \$10.7M (\$10.2M CTL from YMI and HRA + \$500k HUD)
- \$1M cost per site



Stakeholder engagement practices were informed by two guides developed by NYC Opportunity and partner agencies

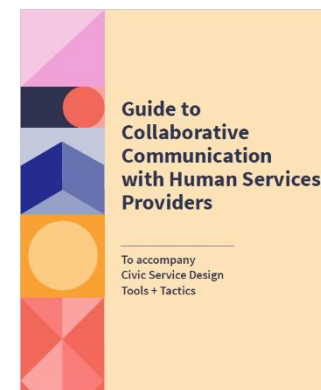
Tools + Tactics supports civic service design

- Service Design Studio to support agency design projects
- Templates and guidance materials and website



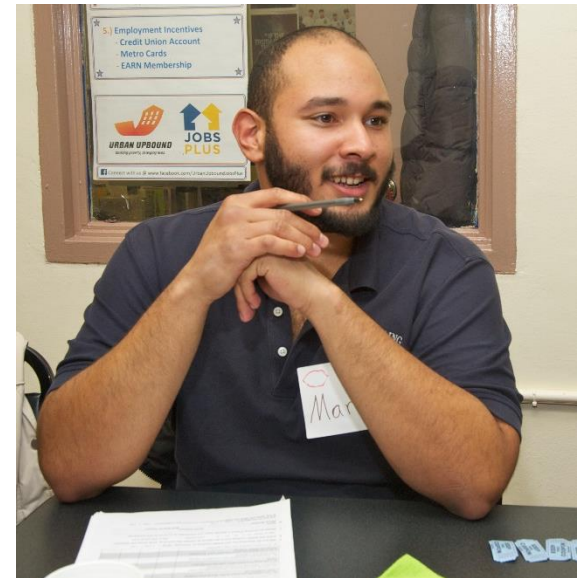
Guide to Collaborative Communications helps agencies engage with providers while complying with procurement guidelines

- Strategies for focus groups, surveys, outreach, etc.
- Working closely with agencies on current procurements



Jobs-Plus is a member-driven program, and, consistent with that philosophy, the Collaborative conducted significant stakeholder engagement activities

- NYCHA and HRA surveyed 421 NYCHA residents at 13 locations across the five boroughs
- HRA surveyed 97 Jobs-Plus vendor staff
- Feedback sessions with 46 staff members of affiliated and unaffiliated NYC workforce, training, and education providers
- Urban Institute evaluation (held focus groups with residents)
- Feedback sessions with city agencies and representatives from City Hall: Mayor's Office, YMI, SBS, DMHHS, DMSPI, WKDEV, DYCD, DOP
- HRA and NYCHA participate in HUD's Jobs-Plus learning collaborative



NYC's implementation holds lessons for what other cities and PHAs can do

- Engage stakeholders during program design and service provider procurement
- Partner with other government agencies or nonprofits to provide wraparound services Jobs-Plus members need
- If using performance-based contracting, align incentives with goals of local residents and leaders

NYC
Opportunity

nyc.gov/servicedesign
nyc.gov/opportunity

APPENDIX

History of Jobs-Plus in NYC

- 1. Jefferson Houses (2009-2013):** NYC Opportunity supports first City-funded Jobs-Plus program in NYC.
- 2. South Bronx/SIF (2011-present):** NYC Opportunity and the Mayor's Fund replicate Jobs-Plus in the South Bronx through a federal Social Innovation Fund grant.
- 3. YMI Expansion (2013-present):** The City expands Jobs-Plus through the Young Men's Initiative to 7 new sites, with HRA support to continue the Jefferson Houses program (8 sites total).
- 4. HUD Expansion (2016-present):** The City receives funding from HUD to expand Jobs-Plus to a new site in East New York, with HRA support to expand and continue Jefferson Houses and SIF South Bronx programs.

Jobs-Plus at a glance

- **Total Jobs-Plus sites in NYC: 10**
- **Number of City-funded sites: 9**
- **Annual budget per City-funded site: \$1.05 million**
- **Number of HUD-funded sites: 1**
- **Annual budget per HUD-funded site: \$500,000**
- **Total Number of NYCHA developments served: 27** (each site serves a cluster of nearby developments)

NYCHA serves a diverse population of New Yorkers in all five boroughs. Residents' employment rates and household incomes suggest need for targeted employment services

176,066 public housing apartments in 2,462 buildings in 326 developments are spread throughout the five boroughs

47% of NYCHA's 170,254 working-age residents without disabilities do not report income from employment.

47% of NYCHA households have at least one worker.

\$24,336: Average public housing family income (all households)

92% of households earn below NYC's median income

2011 NYCHA analysis: low engagement of NYCHA residents with employment/financial services through SBS, DOE/ACE, OFE, and HRA.

Evidence on impact and implementation (1/4)

Promoting Work in Public Housing: The Effectiveness of Jobs-Plus

Evaluator	MDRC
Publication Date	2005
Study Period	1998-2003
Type	Impact study; Random Assignment of program to developments
Findings	<p>Four of the six study sites implemented full Jobs-Plus programs, but this took over two years to accomplish.</p> <p>Once Jobs-Plus was in place at the four sites, it markedly increased the earnings of residents relative to the comparison group. There was no program effect on earnings at the two sites that did not fully implement Jobs-Plus.</p> <p>The effects of Jobs-Plus on employment were positive at the sites that substantially implemented the program but were smaller and less consistent than the effects on earnings.</p> <p>The large positive earnings effect of Jobs-Plus in the stronger implementation sites held for a wide range of residents. However, there were especially large impacts for immigrant men.</p>

Evidence on impact and implementation (2/4)

Seven Year Findings from the Jobs-Plus Demonstration

Evaluator	MDRC
Publication Date	2010
Study Period	1998-2006
Type	Impact study; Random Assignment of program to developments
Findings	Jobs-Plus increased average earnings for residents of the target developments by 16% over a comparison group in developments in which Jobs-Plus was fully implemented. Interestingly, the effects of Jobs-Plus on earnings were sustained 3 years after the program ended and even grew somewhat.

Evidence on impact and implementation (3/4)

The Second Generation of Jobs-Plus Programs (SIF)

Evaluator	MDRC
Publication Date	2015
Study Period	2011-15
Type	Implementation and Cost Study
Findings	<p>Providers found it difficult to coordinate service delivery of the three main components of Jobs-Plus to development residents.</p> <p>Providers often placed people in low-wage work and found it difficult to serve people who were already employed.</p> <p>Earned Income Disallowance receipt was low.</p> <p>NYC’s Jobs-Plus Collaborative, which includes NYCHA, HRA, NYC Opportunity, and DCA/OFE, was important to advancing successful implementation in the Bronx.</p>

Evidence on impact and implementation (4/4)

Forthcoming Urban Institute Evaluation Report

Evaluator	Urban Institute
Publication Date	2018
Study Period	2011-15
Type	Implementation and Impact Study; Quasi-experimental methodology
Findings	<p>Members were typically satisfied with the services they received.</p> <p>Using a methodology that compared people who had received a year of Jobs-Plus services to those who would enter the program one year later, there were large, significant impacts on employment and wages.</p> <p>Using a methodology that compared all on-lease residents of developments that had Jobs-Plus to all on-lease residents at developments that did not have Jobs-Plus, no notable, significant impacts on employment or wages were found.</p>



July 30, 2019

Evaluation of New York City's Jobs-Plus Program

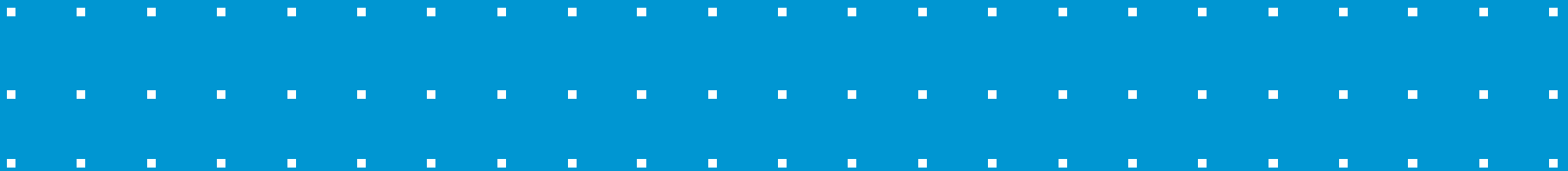
Josh Leopold, Senior Research Associate, Urban Institute



URBAN

· I N S T I T U T E · E L E V A T E · T H E · D E B A T E

Evaluation Design and Research Questions



- Urban Institute: social policy research firm located in Washington, DC
- Evaluation period: Spring 2015—Spring 2019
- Analysis period: 2007-2016
- Multi-discipline research team with a mixed-methods design

- # Research Questions
- Has Jobs-Plus shown employment and earnings gains for program participants?
 - Has Jobs-Plus affected employment and earnings for all working-age, nondisabled adults living in the targeted public housing developments at implementation?
 - What might contribute to Jobs-Plus's successes or challenges in accomplishing its goals? What lessons can we draw from the expansion?

- Interviews with key stakeholders and program staff
- Focus groups with Jobs-Plus members
- Jobs-Plus program data (Efforts-to-Outcomes)
- New York State Unemployment Insurance data on employment and wages
- New York City Housing Authority data on public housing residents in Jobs-Plus and comparison developments

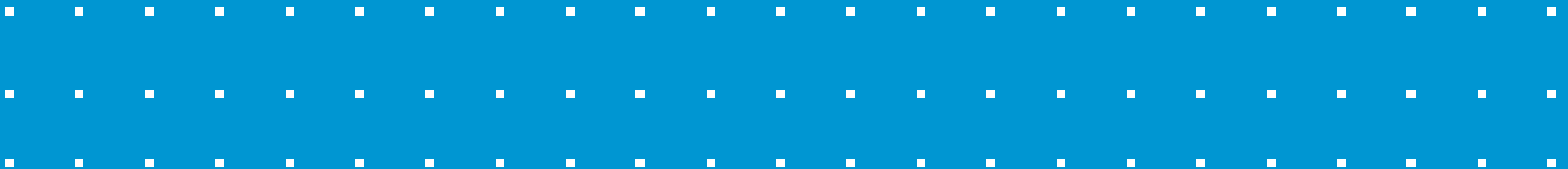
- Effects of Jobs-Plus on members
 - Cross-cohort analysis of members' earnings and employment status based on time of enrollment
- Effects of Jobs-Plus on public housing residents
 - Trends in employment rates and wages in Jobs-Plus and comparison developments using Difference-in-Differences and Comparative Interrupted Time Series models



URBAN

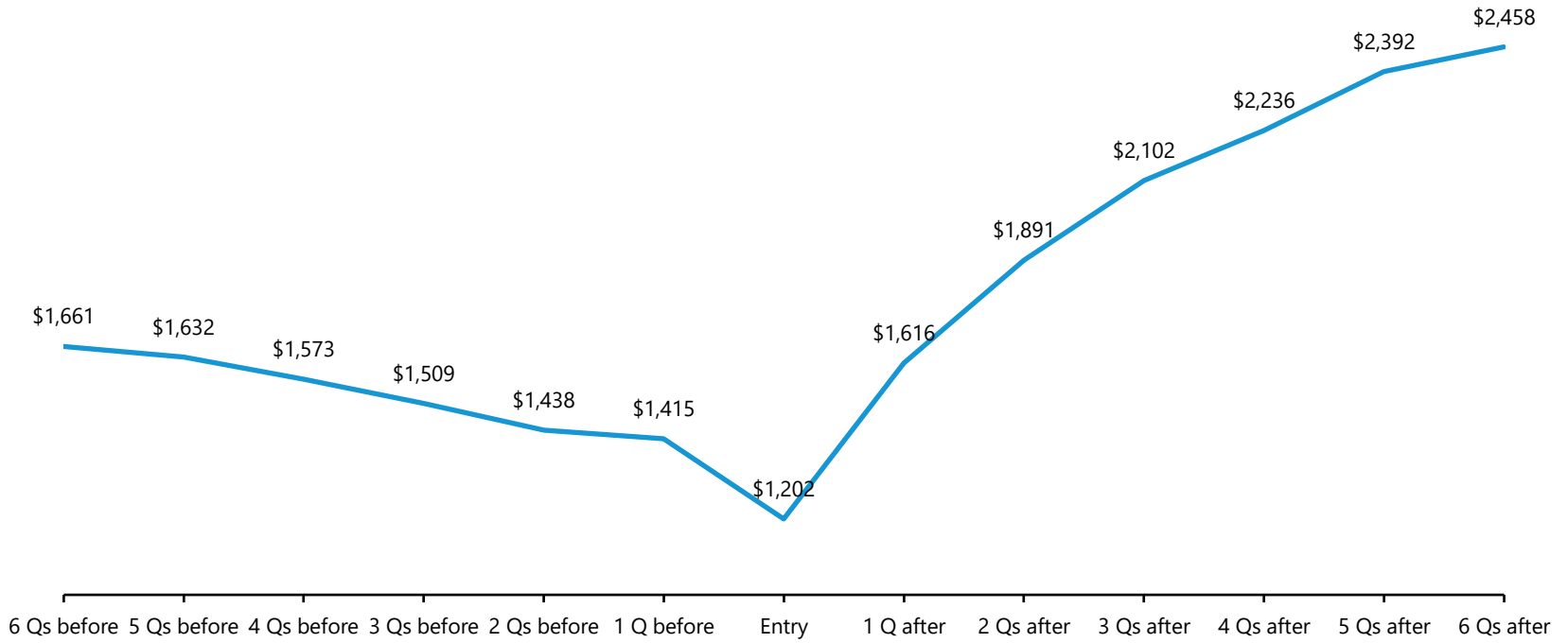
INSTITUTE · ELEVATE · THE · DEBATE

Findings



Impact on Jobs-Plus Members

Enrollment in Jobs-Plus associated with significant improvement in employment rates and earnings



Significant increases in employment and

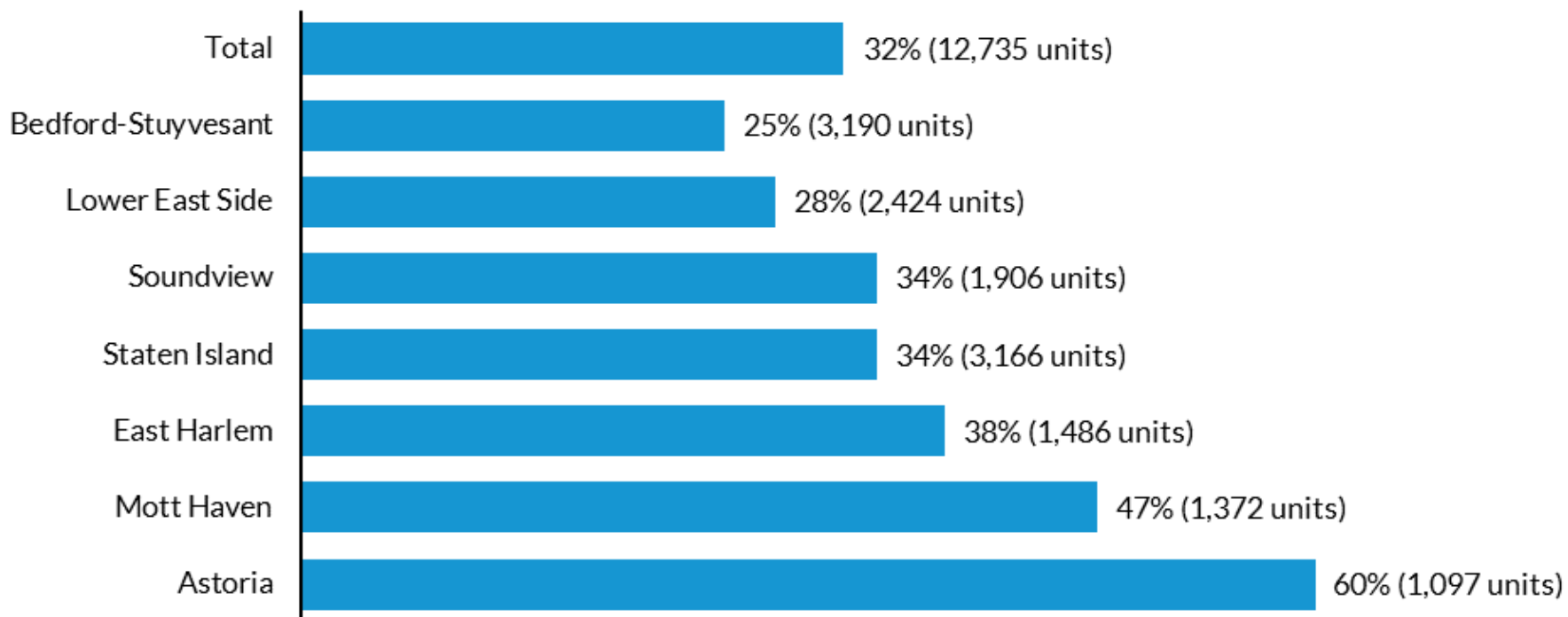
	Earnings	Employment
Intercept	-135.32 (169.24)	.214*** (0.027)
Enrollment	496.81*** (92.9)	0.120*** (0.015)
Participant ages 25–50	578.84*** (121.17)	-0.037* (0.019)
Participant ages 51+	617.95*** (189.86)	-0.071** (0.030)
Any employment 1 year prior	1,519.76*** (97.61)	0.288*** (0.015)
<i>N</i>	6,225	6,234

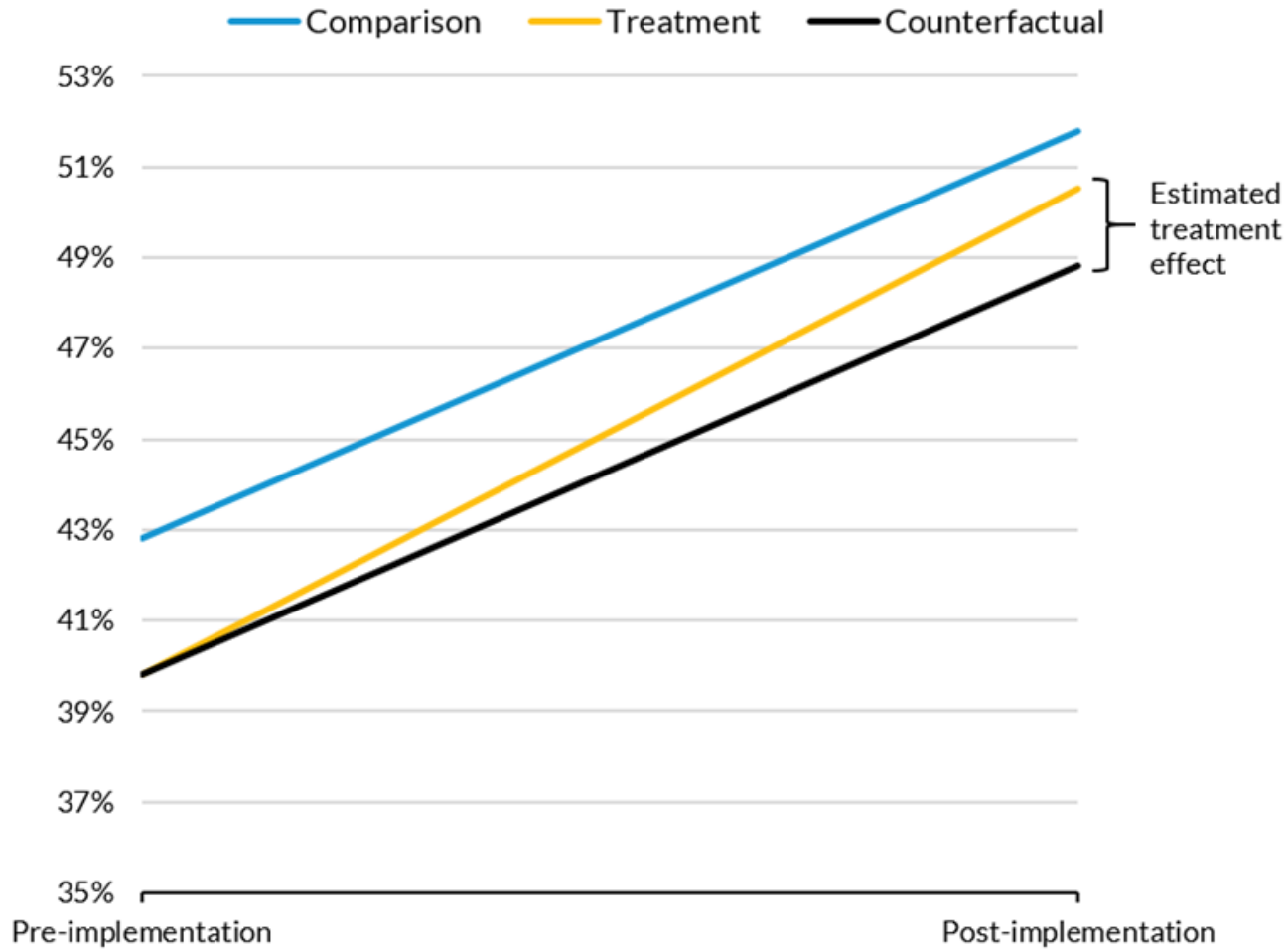
* p<0.1, ** p<.01 *** p<.001

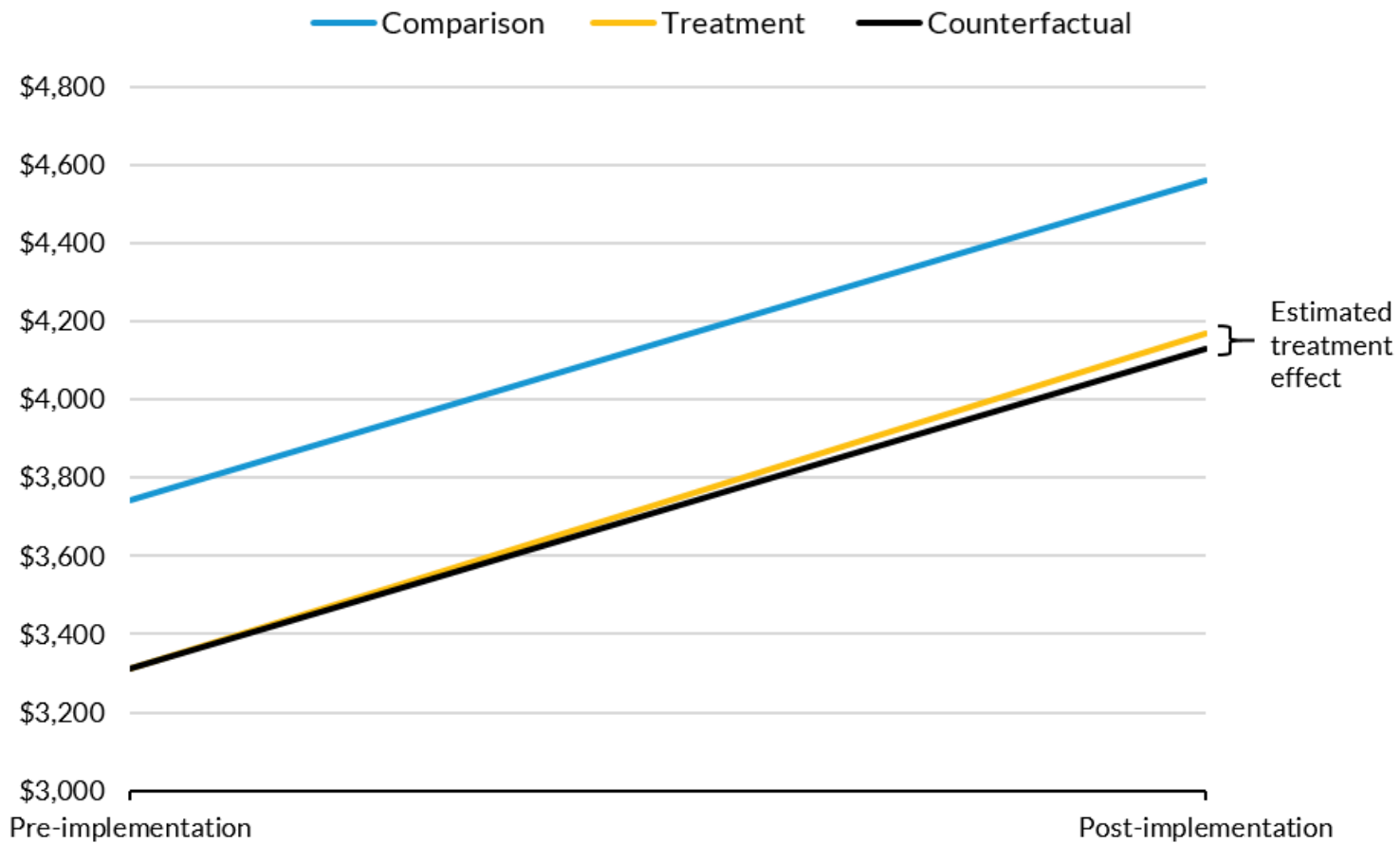
- More personal than other workforce programs
- Voluntary and free
- Balancing job placement and building a career
- Programs hired staff from the community who “felt like family”
- Staff practiced “tough-love”, held participants to high standards

Impact on Public Housing Residents

Some evidence that Jobs-Plus improved employment rates for all working age, non-disabled adults in Jobs-Plus developments. No evidence it increased average earnings.







- Evidence supports continued implementation of the program
- Tension between placement-focused performance measures and city's career pathways framework
- Development-level impacts require either smaller target developments or larger programs