



FORGING A PATH

Final Impacts and Costs of New York City's Young Adult Internship Program

OPRE Report 2018-75

August 2018

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Overview

Introduction

This report presents 30-month impact results from a random assignment evaluation of the Young Adult Internship Program (YAIP), a subsidized employment program for young people in New York City who have become disconnected from school and work. Operated by various provider agencies, YAIP offers disconnected young people between the ages of 16 and 24 a temporary paid internship, as well as various support services.

The YAIP evaluation was part of the larger Subsidized and Transitional Employment Demonstration, sponsored by the Administration for Children and Families in the U.S. Department of Health and Human Services. From July 2013 to March 2014, program staff assigned nearly 2,700 young people at random to either a program group, which was offered YAIP services, or to a control group, which was not offered those services. The YAIP evaluation measured outcomes for both groups over time to assess whether YAIP services led to better outcomes for the program group compared with those of the control group.

This report, the second of two from the YAIP evaluation, examines whether the program improved young people's outcomes 30 months after study enrollment. An analysis of youth outcomes indicates that young people in the program and control groups were faring similarly after 30 months, with program group members slightly more likely to report employment on a survey administered roughly 30 months after random assignment. However, administrative data did not show employment effects, suggesting that the program may have increased informal or independent employment. A cost analysis found that the program cost \$5,431 per participant, which is at the lower end of the spectrum of costs of similar programs.

Primary Research Questions

This study seeks to answer the following research questions:

- How was YAIP designed and operated?
- What impact did YAIP have on employment and earnings, education and training, and well-being relative to what would have happened in the absence of the program? Did YAIP appear to be more effective for certain subgroups of young people?
- What were the costs of YAIP's services?

Purpose

For many young people, the time between one's late teenage years and early twenties encompasses several important milestones, including graduating from high school, attending college, entering the workforce, and beginning to establish economic independence. However, 12.3 percent of young people in the United States between the ages of 16 and 24 — 4.9 million people in total — are neither in school nor working. These “disconnected youth” or “opportunity youth” face serious challenges to achieving labor market success and self-sufficiency in adulthood.

YAIP is intended to help reengage young people who have fallen off track, thereby reducing their risk of long-term economic hardship. MDRC conducted a random assignment evaluation of YAIP to determine whether the program makes a difference in the lives of the young people it serves.

Key Findings

As expected, YAIP's offer of subsidized employment led to large improvements in employment and earnings during the first year of follow-up, more than doubling earnings and increasing employment by nearly 30 percentage points compared with the control group. Further, findings suggest that the program group worked in slightly better jobs than the control group for over a year after most people had left the program. However, at the end of the 30-month follow-up period, program group members had not successfully made the transition into one of YAIP's key outcomes — education, employment, the military, or training — at a higher rate than they would have in the absence of the program. The program group also earned about the same amount of money as the control group. YAIP did increase survey-reported employment at the end of the follow-up period, but not employment as measured by administrative employment records, indicating that program group members may have been more likely to hold jobs in the informal economy or as independent contractors. YAIP did not lead to any statistically significant effects in the domains of education or well-being.

Long-term program effects did not vary much across different populations and locations. Subgroups of participants that benefited the most from YAIP's services in the short term did not retain many long-term benefits. During the one-year follow-up period, populations with larger barriers to employment at study enrollment (namely, those without a high school credential or those who were disconnected for longer) benefited the most from the program, but those benefits did not last through 30 months of follow-up. Further, program group members in the YAIP locations that provided the strongest contrast of services relative to their local alternatives, as measured by earnings in the first year of follow-up, did not perform better on key outcomes than their control group counterparts 30 months after the program began.

Methods

The evaluation included an implementation study, an impact study, and a cost analysis. This report presents 30-month impact findings and results from the cost analysis. Implementation findings and shorter-term impact findings (after 12 months) were presented in a report released in April 2017.

The implementation study described YAIP's design and how the program operated. Main data sources for the implementation study included staff interviews, observations, and participation data.

The impact study used a randomized controlled trial design in which individuals eligible for and interested in YAIP were randomly assigned to either a program group, which was offered YAIP services, or to a control group, which was not offered those services. The study evaluated impacts on employment and earnings, education and training, and well-being. Data sources for the impact study included administrative records on wages and postsecondary enrollment, subsidized employment payroll records, and surveys conducted approximately 4, 12, and 30 months after participants entered the study.

The cost study assessed the cost of the program per program group member and compared this value with similar programs and programs serving a similar population. To determine the cost of the program, the research team examined operating costs, costs of support services, and wages and payroll costs recorded in Fiscal Year 2014 — the period when all sample members received the majority of their services — using data supplied by YAIP providers and oversight organizations.

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The Authors

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Chapter 1

Introduction

For many young people, the time between one’s late teenage years and early twenties encompasses several important milestones, including graduating from high school, attending college, entering the workforce, and beginning to establish economic independence. For some, however, staying engaged in education or employment during the transition to adulthood can be difficult: 12.3 percent of young people in the United States between the ages of 16 and 24 — 4.9 million young people in total — are neither in school nor working. This group is commonly referred to as “disconnected youth” or “opportunity youth.” As a result of low levels of educational attainment and limited work experience, many disconnected youth face serious challenges to achieving labor market success and self-sufficiency in adulthood.¹

New York City’s Young Adult Internship Program (YAIP) is intended to help reengage young people who have fallen off track, thereby reducing their risk of long-term economic hardship. YAIP offers young people various services, including job-readiness workshops and activities; individual support, counseling, and assessments; case management; and follow-up services. However, the central program component is a 10- to 12-week paid internship. The Mayor’s Office for Economic Opportunity (NYC Opportunity, formerly the New York City Center for Economic Opportunity) and the New York City Department of Youth and Community Development (DYCD) oversee the program, and community-based provider organizations throughout the city deliver it.²

This report presents final impact and cost study findings through 30 months from a random assignment evaluation of YAIP, which studied the program’s implementation, costs, and impacts. The evaluation was funded by the Administration for Children and Families in the U.S. Department of Health and Human Services and was conducted by MDRC. In sum, although YAIP led to substantial increases in employment and earnings during the program, it did not have statistically significant effects on the two primary long-term outcomes assessed: (1) earnings in the last year of follow-up and (2) engagement in YAIP’s target activities of employment, education, or training at the end of the 30-month follow-up period. The program had long-term effects on a few other measures of employment, but no long-term effects on education and well-being. Effects did not vary much by participant or location characteristics.

¹Burd-Sharps and Lewis (2017).

²NYC Opportunity provided initial funding for YAIP, and the New York City Young Men’s Initiative provided additional funding to expand the program in 2011. The two groups continue to fund the program today.

Background

Many young people in the United States are neither enrolled in school nor participating in the labor market. The detachment of these young people from society's larger structures of school and work poses serious costs to their future well-being, their communities, and to the country as a whole.³ In recent years, concern about at-risk, out-of-school, and out-of-work young people has grown among policymakers, service providers, and other key stakeholders. This concern has generated new policies and initiatives to better serve and reconnect this population to education, training, and employment. Disconnected youth are a heterogeneous group in terms of the causes of their disconnection, educational backgrounds, length of disconnection, and so on; thus, appropriate service models vary considerably. A number of programs targeted to this population have been rigorously evaluated, with some showing positive, statistically significant effects, primarily on employment and earnings (for example, Job Corps and National Guard Youth ChalleNGe).⁴

YAIP is unique among disconnected youth programs in a few respects: It is a relatively simple model focused on work experience, it targets a more job-ready subset of disconnected youth, and it operates at large scale.⁵ Thus, learning about the effectiveness of YAIP will contribute to the existing research evidence regarding what works to reengage low-income disconnected youth in education and work.

The Young Adult Internship Program (YAIP)

Introduced in 2007, YAIP is a workforce development program designed for young New York City residents living in poverty who are neither in school nor working, but who are believed to have the potential to benefit from a relatively brief, non-intensive intervention.

YAIP is a multiphase program that enrolls young adults in cohorts, with a new cohort starting every four months. Participants in a particular cohort move through the program together. Each community-based YAIP provider is responsible for enrolling and serving a portion of the full cohort, usually about 30 young adults each. The program's three phases are as follows:

- **Phase 1:** The first 2 to 4 weeks of the program (duration varies by provider) are referred to as the orientation phase, wherein young people are expected to attend daily job-readiness workshops facilitated by program staff at provider

³Burd-Sharps and Lewis (2017).

⁴Treskon (2016); Hossain and Bloom (2015).

⁵In the 2015 fiscal year (July 1, 2014, through June 30, 2015), 18 YAIP providers across New York City served 1,821 young people.

offices. Young people are paid minimum wage for 25 hours per week,⁶ and workshops are typically five hours per day. The goal of orientation is to prepare participants for the workplace.

- **Phase 2:** During the 10 to 12 weeks of this phase, young people are expected to work 20 hours a week in their internship placement and continue to earn minimum wage. Their earnings are fully subsidized. Once a week, young people are required to return to the provider offices to attend five-hour educational workshops, for which they are also paid minimum wage.
- **Phase 3:** The nine months following participants' completion of their internship is the follow-up phase of YAIP. During this time, providers are expected to help participants secure and maintain an "outcome placement." DYCD-approved outcome placements include participation in unsubsidized employment, education, training, or the military. Providers also offer support services during this phase.

The YAIP Evaluation

The YAIP evaluation was part of the Subsidized and Transitional Employment Demonstration (STED), a national study of subsidized employment programs. Funded by the U.S. Department of Health and Human Services, and designed to advance the field's understanding of subsidized employment, STED is studying eight different subsidized employment program models in six cities across the country. Each model, including YAIP, was evaluated independently in a randomized controlled trial.

The evaluation included 12 independent YAIP providers that delivered the program at 13 different locations across Brooklyn, the Bronx, Manhattan, and Queens.⁷ YAIP providers targeted individuals between 16 and 24 years of age who were neither in school nor working, among other

⁶The minimum wage increased from \$7.25 to \$8 per hour in New York during the study period. As of this report's publication, the minimum wage in New York City was \$13 per hour for employers of 11 or more employees and \$12 for employers of 10 or fewer employees.

⁷At the time of the study, 17 providers were operating YAIP. In a joint decision, NYC Opportunity, DYCD, and the research team excluded YAIP providers that also operated programs very similar to YAIP because of the high likelihood that young adults assigned to the control group would access those services. In addition, the team excluded a small number of providers because NYC Opportunity and DYCD determined that those providers would be unable to comply with the study requirements and run the YAIP program effectively during the study period. One provider, Opportunities for a Better Tomorrow, served two YAIP cohorts in each cycle from different locations. Thus, 12 agencies operated 13 programs in the STED evaluation of YAIP.

eligibility criteria.⁸ YAIP providers were required to enroll at least 80 percent of participants from targeted high-need community districts, characterized by high poverty rates. Figure 1.1 shows a map of YAIP provider locations and high-need community districts, as well as the distribution of types of provider agencies.

The YAIP evaluation enrolled a total of 2,678 young people in three consecutive cohorts, beginning with the July 2013 cohort, followed by the November 2013 cohort, and concluding with the March 2014 cohort.⁹ YAIP program staff randomly assigned 60 percent of the sample to the program group and 40 percent to the control group except when another ratio was needed to fill open program slots. Ultimately, 61 percent of study participants were randomly assigned to the program group.¹⁰

- **The program group.** The 1,638 individuals who were randomly assigned to this group were offered YAIP program services, including a paid internship, job-readiness training, case management, and follow-up services.
- **The control group.** The 1,040 individuals who were randomly assigned to this group were not offered YAIP program services but were able to access other services that were available in the community including, in some cases, other non-YAIP services offered at YAIP provider agencies.

The YAIP evaluation has three components: an implementation study, an impact study, and a cost study. The goal of the implementation study was to describe the design of the YAIP program and how it operates. Findings from the implementation study were presented in the interim report. The impact study addresses the question of whether YAIP improves key outcomes of interest for disconnected youth. One-year impact results were presented along with implementation findings in the interim report.¹¹ The cost study analyzed the price of delivering YAIP services. This report presents analyses of the 30-month impacts of YAIP, as well as results of the cost study.

⁸YAIP provider staff obtained parental consent for minors participating in the evaluation.

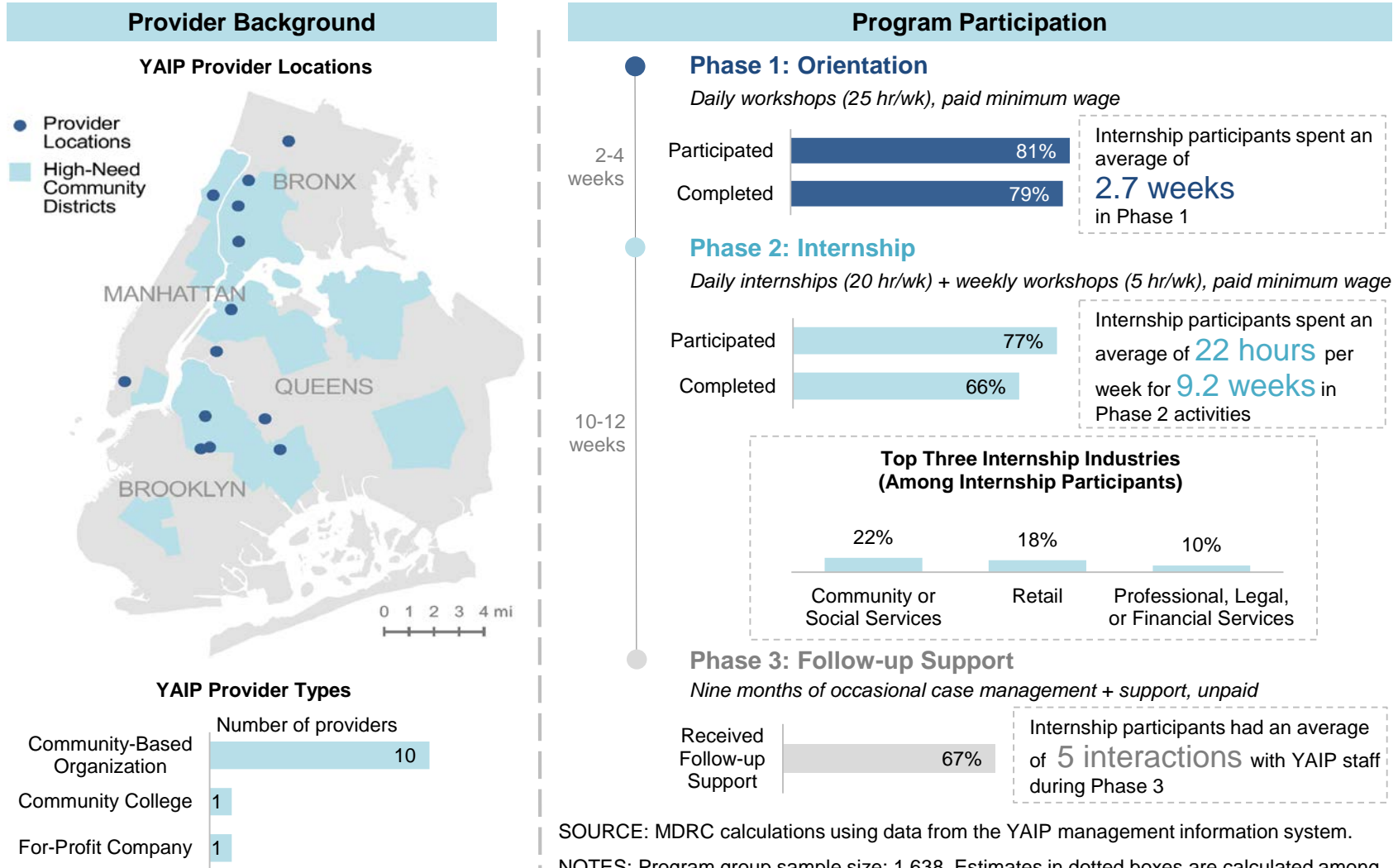
⁹YAIP serves three cohorts of young people each year, enrolling participants in March, July, and November. Young people enrolled in a cohort move through the program together.

¹⁰In order to ensure that all open program slots were filled during the evaluation, the research team occasionally shifted the random assignment ratio to allow for a higher proportion of applicants to be assigned to the program group. For this reason, the final proportion of young people assigned to the program group is slightly above 60 percent. To adjust for small variations in random assignment ratios and sample size between providers and cohorts, the team applied proportional weights to the impact analyses. These weights ensure that estimated impacts are not biased by differences across cohorts or providers in the proportion assigned to the program group.

¹¹Skemer, Sherman, Williams, and Cummings (2017).

Figure 1.1

Review of Provider Background and Program Participation



SOURCE: MDRC calculations using data from the YAIP management information system.

NOTES: Program group sample size: 1,638. Estimates in dotted boxes are calculated among internship participants; all other estimates are calculated among all program group members.

Twelve YAIP providers implemented the program in 13 locations.

30-Month Impact Analysis Data Sources and Methods

The research team estimated the program’s effects on key outcomes by measuring them approximately 30 months after participants enrolled in the study (unless otherwise specified). Outcomes were calculated based on the following data sources:

- **Employment and earnings records.** The National Directory of New Hires (NDNH) contains data collected by state workforce agencies for jobs covered by unemployment insurance. Although this database includes most formal employment, there are gaps in unemployment insurance coverage for independent contract employment, which are estimated to be 13 percent or higher.¹² In addition to NDNH records, DYCD provided data from its management information system on young people’s subsidized earnings.
- **Survey data.** The survey firm Decision Information Resources fielded a survey instrument at approximately 30 months after study enrollment. The survey was fielded to the full study sample and was completed by 2,031 members of the full study sample of 2,678, resulting in a response rate of 76 percent. The survey contained questions about employment, education, training, and personal and economic well-being.
- **Postsecondary enrollment records.** The National Student Clearinghouse (NSC) includes data on enrollment in most two- and four-year postsecondary institutions in the United States. In 2016, the NSC covered 97 percent of enrollments in United States postsecondary institutions, with the largest gaps in coverage among private, for-profit two- and four-year institutions (71 percent and 81 percent coverage, respectively).¹³

The outcomes assessed in this report were selected based on a review of YAIP background materials and disconnected youth literature and fall into three domains: employment and earnings, education and training, and personal and economic well-being. This report divides impact findings into two categories: confirmatory and exploratory. Confirmatory findings provide conclusive evidence of the program’s effects, while exploratory findings provide suggestive evidence. Box 1.1 defines and explains these two categories of findings, along with information about the methodological considerations and approaches used for selecting confirmatory outcomes.

¹²Hotz and Scholz (2002).

¹³Dundar and Shapiro (2016).

Box 1.1

Confirmatory and Exploratory Analyses

This study was designed to provide credible evidence about YAIP's long-term effects on employment and education. To ensure the most rigorous results, the study includes two types of analysis: (1) a confirmatory analysis to determine the overall effectiveness of the programs, and (2) an exploratory analysis designed to offer additional insight and generate hypotheses for future research.

Confirmatory analysis uses a high standard of evidence for deciding whether an intervention has had its intended effect in order for its findings to be considered conclusive rather than merely suggestive. In particular, it is designed to avoid the statistical problem induced by testing multiple hypotheses at the same time, often referred to as the "multiple comparisons" problem. In brief, when many statistical tests are performed simultaneously, the overall probability of a spurious finding (that is, one due to chance rather than a true program effect) can be substantially higher than the reported p-value for each individual test. The confirmatory analysis in this report mitigates the multiple comparisons problem by designating two outcomes that best measure YAIP's progress toward its primary long-term program goal of "facilitat[ing] the long-term employment and self-sufficiency of youth." These outcomes were specified before any data analysis.

Exploratory analysis looks for *suggestive* evidence of the program's impacts on other outcomes and on subgroups of interest. Findings from exploratory analyses, which are viewed as the best available evidence on potential program effects in secondary areas, can help inform policy but should not be taken as definitive. In the exploratory analysis, formal adjustments for multiple comparisons are not made when reporting on statistical significance. In this report, the language used to describe exploratory results is weaker than the language used for confirmatory findings.

As discussed in the interim report, YAIP achieved its short-term goal of employing many young people who would not otherwise have worked. The confirmatory analysis presented in this report assesses whether these short-term improvements translate into longer-term effects on two primary outcomes that YAIP was designed to affect:

- **Currently employed, in school, or in vocational training.** The research team chose this measure for the confirmatory analysis because it reflects current activity in any of YAIP's key program outcome areas: employment, education, vocational training, and military service.¹⁴ Program architects designed YAIP to encourage involvement in these activities, with the belief that engagement

¹⁴Although military enlistment is not specifically accounted for in this measure, it would be captured by the employment measures.

in any of these activities would improve long-term economic prospects. Thus, this measure is a proximal outcome, and it may reflect progress toward YAIP's primary distal outcome of sustained employment with continual growth in earnings. This measure is composed of data from the 30-month follow-up survey, the NSC, and the NDNH.¹⁵

- **Earnings in the final year of follow-up**, which begins in the sixth quarter after the quarter of random assignment and ends after the ninth quarter after the quarter of random assignment. The research team chose this follow-up period because it reflects a period after which nearly all program group members have left subsidized employment and is therefore a clean measure of post-program employment. The confirmatory analysis uses the earnings outcome because it reflects several aspects of employment: levels of employment, consistency of employment, hours worked, and wages paid. This measure is calculated based on data from the NDNH.

In addition to these confirmatory analyses, this report presents exploratory analyses, which provide additional insight on the program, but should not be considered definitive. Exploratory analyses include (1) impacts on additional employment and education measures, as well as impacts on measures of economic and personal well-being, (2) impacts for subgroups of young people, defined by age, length of disconnection, gender, and cohort, and (3) variation in impacts by location and a key location-level characteristic.

Cost Analysis Data Sources and Methods

The cost study assessed the cost of the program per program group member and compared this value with similar programs and programs serving a similar population. In order to determine the cost of the program, the research team examined operating costs, costs of supportive services, and wages and payroll costs recorded in the 2014 fiscal year, the period when all three cohorts received the majority of their services. The cost analysis uses the following data sources:

- **NYC Opportunity and the Young Men's Initiative (YMI) cost reports.** NYC Opportunity and YMI, a public-private partnership created to address increasing disparities among black and Latino men between the ages of 16 and 24, funded the YAIP programs. These reports list the payroll processing fees,

¹⁵This measure was constructed such that engagement on any measure at the time of the survey would indicate overall engagement.

workers' compensation, and payroll taxes for clients who received their funding.

- **Provider budget reports and salary information.** The research team collected budget reports and salary information from the individual program providers for the 2014 fiscal year (July 2013 through June 2014). The budget reports included the funds provided to the contracted providers from NYC Opportunity and YMI, including staff salaries and benefits; costs of overhead allocated to the program, which included rent, utilities, equipment, and supplies; other direct costs, such as travel, training, and liability insurance; and the costs of support services. Salary information captured information on actual salaries paid to each YAIP staff member.
- **New York City Department of Youth and Community Development (DYCD) cost estimates.** DYCD staff oversaw the YAIP program. DYCD estimated how much staff time was spent administering YAIP and the costs of administering the program.
- **Staff time study.** A staff time study was administered to all YAIP program staff at two points in time: June 1 through June 7, 2014, and August 3 through August 9, 2014. YAIP staff recorded how they spent their time during these periods.
- **Program participation data.** Data from DYCD's management information system captured program group members' participation in YAIP and participants' subsidized earnings.

Sample Member Characteristics

The diversity of the disconnected youth population is reflected in the YAIP sample. As shown in Table 1.1, the YAIP sample was 21 years of age, on average, at the time of study enrollment and was divided about evenly between men and women.¹⁶ The vast majority of sample members were black, non-Hispanic (58 percent) or Hispanic (36 percent). Sixty-two percent of the sample had earned a high school diploma or equivalency certificate and nearly three-fourths of the sample had previous work experience. The median length of time since young people in the study were last in school, enrolled in a high school equivalency program, or working was nine months. In addition to their limited educational and employment histories, 42 percent of sample members faced at least one other significant barrier to employment, including limited literacy or math skills,

¹⁶Table 1.1 is a condensed version of the baseline table displayed in the interim report. Please see the YAIP interim report for a more detailed list of baseline measures.

Table 1.1
Characteristics of Sample Members at Baseline

Characteristic	Total
Average age (years)	20.7
Male (%)	49.1
Race (%)	
Hispanic	36.2
Black, non-Hispanic	58.1
Other	5.7
Highest degree achieved ^a (%)	
No degree	38.3
GED certificate	7.3
High school diploma	32.7
Some postsecondary education, but no postsecondary degree	21.3
Bachelor's degree or higher	0.4
Ever employed (%)	71.7
Median months since last in school, enrolled in GED program, or working	9.1
Has a child (%)	20.0
Receives public assistance ^b (%)	26.3
Ever arrested (%)	26.0
Has any of the following barriers to employment (%)	45.7
Limited literacy or math skills	13.0
Ever a runaway, homeless, or lived in temporary or emergency housing	5.9
Ever in foster care	8.9
Pregnant or has child	21.6
Has a mental or physical disability	4.3
Ever convicted of a crime	8.2
Sample size	2,678

SOURCES: MDRC calculations based on data from MDRC's random assignment system and the YAIP management information system.

NOTES: GED = General Educational Development.

^aStudents who obtained a high school certificate of completion but not a high school diploma or GED certificate are shown as having no degree.

^bThis measure includes food stamps (Supplemental Nutrition Assistance Program), family assistance (Temporary Assistant for Needy Families), disability (Supplemental Security Income), safety net assistance, unemployment compensation, and other unspecified sources of income.

housing instability, parenting responsibilities, a disability, or a criminal record. Young people in the study sample compare favorably with the broader population of disconnected youth in New York City on various socioeconomic indicators, suggesting that YAIP providers successfully targeted a more job-ready subset of disconnected youth.¹⁷

Implementation and Early Impacts of YAIP

The interim report described findings from the implementation study. Overall, the implementation of YAIP aligned with the program model and was consistent across providers, allowing for a good test of the program’s effects. As shown in Figure 1.1, the program had fairly strong retention: More than three-quarters of the program group worked in a DYCD-subsidized internship, and, among this group, 86 percent completed their internship.¹⁸ YAIP participants generally believed they gained important “world of work” skills as a result of the program, though many were skeptical that the program adequately prepared them for future employment. Indeed, although YAIP was developed as a “light-touch” intervention to help reengage a mostly job-ready subset of disconnected youth, many involved with YAIP, including provider staff, supervisors at internship sites, and young people themselves, believed that YAIP participants required both a higher level of support and a longer intervention to improve their educational and labor market outcomes.

The interim report also assessed one-year impacts on a number of key outcomes to examine treatment contrast — or the difference between services received by the two research groups — as well as the program’s shorter-term effects. Control group members were free to seek out and receive assistance from other programs and organizations in the community, and indeed they received many services during the first year of follow-up: Over half (53 percent) reported receiving help finding or keeping a job, and nearly half (46 percent) reported receiving advice or support from a staff member at an agency. Still, program group members were much more likely than control group members to report receiving these services, with 85 percent reporting having received help finding or keeping a job, representing a substantial increase in receipt of employment-related services for program group members.

Consistent with prior research on subsidized and transitional jobs, YAIP increased employment during the program, but this employment effect dissipated by the end of the one-year follow-up period.¹⁹ However, program group members had higher earnings than control group

¹⁷YAIP sample baseline characteristics were compared with characteristics of disconnected youth in New York City, presented in Burd-Sharps and Lewis (2017).

¹⁸The program group includes all individuals who enrolled in the study and were offered program services, including those who never returned to the program after random assignment and those who never completed orientation.

¹⁹Redcross et al. (2016); Glosser, Barden, and Williams (2016); Walter, Navarro, Anderson, and Tso (2017).

members throughout the one-year follow-up period. In fact, YAIP more than doubled earnings in the first year of follow-up, and the earnings increase was more than double the YAIP subsidy, indicating that the program group had higher unsubsidized earnings than the control group during that period. Considered together with survey results that showed positive impacts on permanent and full-time current employment, these results suggest that program group members found slightly better jobs after participating in YAIP. Program and control group members had similar outcomes during the first year of follow-up in all other key domains.

Roadmap to the Report

Chapter 2 presents 30-month impact findings. Chapter 3 summarizes an analysis of the variation in findings across subgroups and provider locations. Chapter 4 presents findings from the cost analysis, and Chapter 5 discusses conclusions and policy implications.

Chapter 2

30-Month Impacts

The interim report presented impacts covering a 12-month follow-up period. This follow-up period included the time when the majority of program group members were engaged in a YAIP subsidized internship; thus, the early impacts discussed in that report were not necessarily indicative of the longer-term effects of the program. This chapter presents YAIP's longer-term effects on two confirmatory measures — earnings and current engagement in work, school, or training — as well as the program's suggestive effects on other measures of employment, education, and well-being.

In sum, the 30-month analysis found that YAIP did not have statistically significant effects on earnings or engagement in work, school, or training at the end of the follow-up period. The program improved some survey-based measures of employment and job quality, but there were no statistically significant impacts on measures related to education or well-being.¹

Impacts on Confirmatory Outcomes

YAIP's primary goal is to reconnect participants to the workforce, education, the military, or training programs, in hopes that engagement in these activities will ultimately improve participants' long-term economic prospects. The confirmatory outcomes analyzed in this report assess whether YAIP was achieving this goal at the end of the 30-month follow-up period.

- **Program and control group members were engaged in work, school, or training at similar levels at the end of the follow-up period, and the groups had similar earnings in the last year of follow-up.**

As shown in Table 2.1, program group members were slightly more likely than control group members to be employed or enrolled in an educational or training program at the end of the follow-up period, but the difference was not statistically significant.² Similarly, the program

¹All estimates adjust standard errors for the following participant baseline characteristics: age; gender; race; whether the participant had a high school diploma or equivalency credential, had a disability, received food stamps, had limited literacy, had a child, was pregnant, or had impregnated someone at the time of study enrollment; whether or not the participant had ever been in foster care, been employed, enrolled in college, been arrested or convicted of a crime, run away from home, or been homeless before study enrollment; the number of months since previous job ended; and the cohort in which sample members were enrolled.

²This measure combines survey and administrative data. Point-in-time survey measures were combined with administrative data reflecting activity in the quarter in which participants were surveyed, which ranged from 10 to 12 quarters after the quarter of random assignment. If a sample member had any activity in the quarter of

Table 2.1
Confirmatory Impact Measures

Outcome	Program Group	Control Group	Difference (Impact)	90 Percent Confidence Interval
<u>Employment and education outcome (combined data sources)</u>				
Currently employed, enrolled in school, or participating in vocational training ^a (%)	84.2	81.5	2.7	[-0.1, 5.5]
Sample size (total = 2,031)	1,272	759		
<u>Administrative employment outcome</u>				
Total earnings during last year of follow-up ^b (\$)	8,131	7,637	494	[-84, 1,071]
Sample size (total = 2,678)	1,638	1,040		

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires, postsecondary education data from the National Student Clearinghouse, and responses to the Subsidized and Transitional Employment Demonstration 30-month survey.

NOTES: Rounding may cause slight discrepancies in sums and differences.

Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

^aMeasure includes self-reported current employment and current enrollment in high school equivalency, college, or vocational training courses from the 30-month survey, and employment and postsecondary education in the quarter of survey administration from administrative data. Measure is restricted to the survey response sample.

^bMeasure is based on administrative data from the National Directory of New Hires.

group earned slightly more than the control group in the last year of follow-up, but the difference was not statistically significant. The program group earned about \$500 more than the control group, but the likely range of effects is from around -\$80 to as much as about \$1,070.³ Although this predicted range of effects suggests that YAIP likely had a somewhat positive long-term impact on earnings, quarterly earnings results presented below show that the difference between program and control group earnings fades over time and disappears entirely in the final quarters of the follow-up period.

This confirmatory analysis provides an overall assessment of YAIP's performance relative to two key program outcomes. However, an analysis of YAIP's effects on other measures

survey administration in the administrative data sources, or the sample member indicated current participation in education, employment, or training on the survey, they were considered currently engaged in this measure.

³This measure is based on National Directory of New Hires data.

can provide useful insights for future program planning and policymaking. The following sections present YAIP's impacts on measures of employment, education, and well-being after 30 months.

Impacts on Employment and Earnings

This section presents YAIP's 30-month impacts on employment and earnings using administrative data from the National Directory of New Hires (NDNH), supplemented by subsidized earnings records from YAIP's management information system and data from the 12-month and 30-month surveys of study participants. This combination of administrative and self-reported data sources provides a broad picture of YAIP's effects on employment. NDNH data reflect jobs that were reported to the unemployment insurance system, as well as federal agency and state workforce agency employment; YAIP subsidized earnings records reflect participation in YAIP subsidized internships; and survey data reflect all jobs that participants reported, which may have included jobs that were not captured by administrative data sources.

- **Program group members had higher earnings than control group members for several months after the end of the program's internship period.**

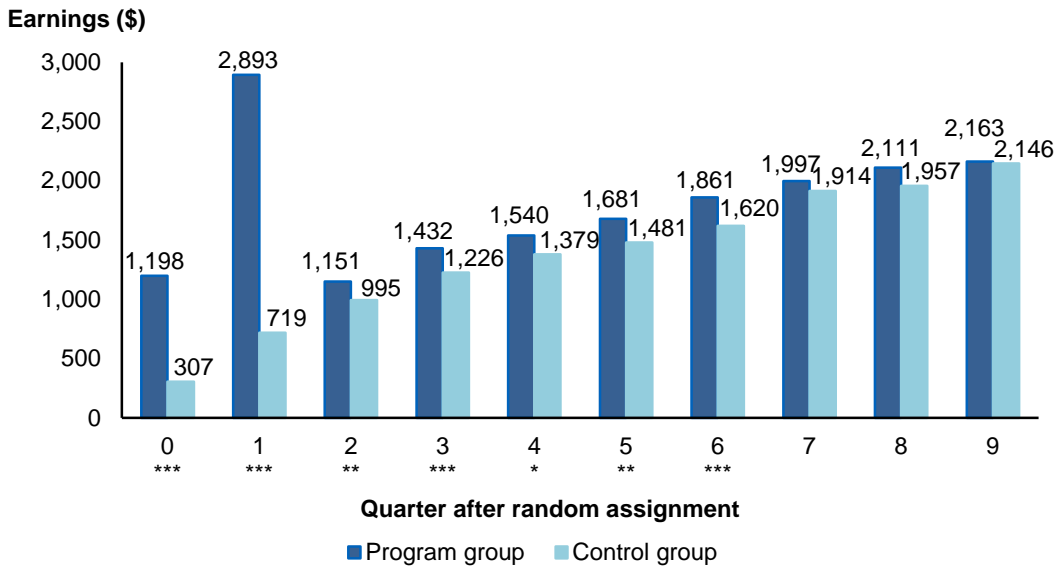
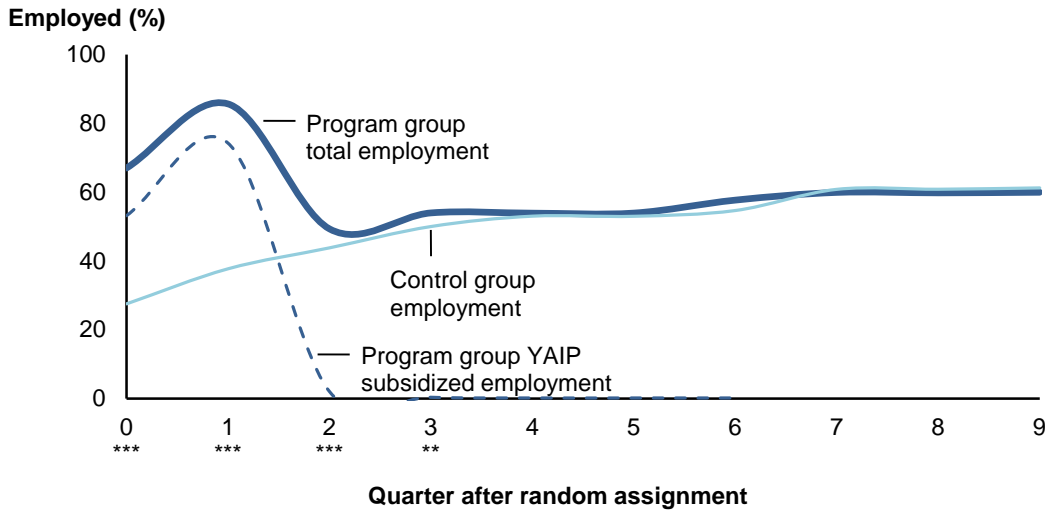
Figure 2.1 shows quarterly employment and earnings during the evaluation period. Throughout the evaluation period, control group employment and earnings rose steadily. There were employment and earnings impacts in the early quarters of the follow-up period, during which program group members were most likely to be working in subsidized YAIP internships. However, employment effects faded in the fourth quarter after random assignment, and earnings effects faded in the seventh quarter after random assignment. The sustained earnings impact for three quarters after the employment impact faded suggests that, for several months after participating in YAIP, program group members may have (1) earned higher wages, (2) worked more hours, or (3) been employed in jobs that were more stable, resulting in more consistent employment. In other words, although YAIP did not lead to higher levels of employment, it may have led to higher-quality jobs for the period immediately following YAIP.

- **Survey results suggest that YAIP improved some measures of employment at the end of the follow-up period, and this improvement appears to have been driven by an increase in employment that was not covered by administrative data.**

Table 2.2 presents additional measures of employment and earnings from administrative (top panel) and survey (bottom panel) data sources. The top panel of the table highlights differences between impacts during the first year after random assignment (corresponding to Quarters

Figure 2.1

Employment and Earnings Over Time



SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and YAIP management information system subsidized earnings records.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

Table 2.2
30-Month Impacts on Employment and Earnings

Outcome	Program Group	Control Group	Difference (Impact)	90 Percent Confidence Interval
<u>Administrative employment outcomes</u>				
Employment ^a (%)				
First year of follow-up	95.2	66.4	28.8 ***	[26.6, 31.0]
Last year of follow-up	78.2	78.7	-0.4	[-3.1, 2.2]
Number of quarters employed				
First year of follow-up	2.6	1.6	1.0 ***	[0.9, 1.0]
Last year of follow-up	2.4	2.4	0.0	[-0.1, 0.1]
Employed in all quarters (%)				
First year of follow-up	28.1	13.7	14.4 ***	[11.9, 17.0]
Last year of follow-up	38.8	36.9	1.9	[-1.1, 4.9]
Total earnings (\$)				
First year of follow-up	6,674	3,247	3,428 ***	[3,109, 3,746]
Last year of follow-up	8,131	7,637	494	[-84, 1,071]
<hr/>				
Sample size (total = 2,678)	1,638	1,040		
<hr/>				
<u>Self-reported employment outcomes (based on survey data)</u>				
Ever employed (%)				
First year of follow-up	81.9	75.2	6.7 ***	[3.7, 9.7]
Last year of follow-up	87.3	85.3	1.9	[-0.6, 4.5]
Currently employed (%)				
At time of 12-month survey	53.9	51.5	2.5	[-1.2, 6.1]
At time of 30-month survey	65.0	60.5	4.5 **	[0.9, 8.1]
Type of employment at 30-month survey ^b (%)				
Not currently employed	37.6	42.7	-5.1 *	[-10.0, -0.2]
Permanent	52.3	47.1	5.2 *	[0.5, 10.0]
Temporary, including day labor and odd jobs	10.0	10.1	0.0	[-0.3, 0.3]
Other	0.1	0.2	-0.1	[-1.1, 0.9]

(continued)

Table 2.2 (continued)

Outcome	Program Group	Control Group	Difference (Impact)	90 Percent Confidence Interval	
Hours worked per week at 30-month survey (%)					
More than 20 hours	52.5	49.0	3.5		[-0.3, 7.2]
More than 34 hours	35.1	30.6	4.5 **		[0.9, 8.1]
Hourly wage at 30-month survey (%)					
More than \$8.00	55.7	49.9	5.8 **		[1.9, 9.7]
More than \$10.00	34.3	30.0	4.3 *		[0.6, 7.9]
More than \$12.00	19.3	15.9	3.4 *		[0.4, 6.4]
Among those currently employed at 30-month survey ^c					
Hours worked per week	33.0	32.7	0.3 --	--	--
Hourly wage (\$)	12.0	12.0	-0.1 --	--	--
Sample size					
12-month survey (total = 2,122)	1,325	797			
30-month survey (total = 2,031)	1,272	759			

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires, YAIP management information system subsidized earnings records, and responses to the Subsidized and Transitional Employment Demonstration (STED) 12-month and 30-month surveys.

NOTES: Rounding may cause slight discrepancies in sums and differences.

Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

^aEmployment rates and earnings include both STED subsidized jobs and all other jobs covered by unemployment insurance.

^bTo account for correlations between statistical tests of individual categories of a categorical outcome, significance for this measure was calculated using a Westfall-Young procedure.

^cThese measures are calculated among those employed at the time of the survey; they are therefore considered nonexperimental and are not tested for statistical significance.

0 through 3 in Figure 2.1) and during the last year of the full 30-month follow-up period (corresponding to Quarters 6 through 9 in Figure 2.1). During the first year of follow-up, YAIP increased employment by nearly 30 percentage points and increased earnings by \$3,428 (a 106 percent increase in earnings compared with the control group).⁴ Program group members were also employed for more quarters and more likely to be employed in all four quarters of the first

⁴Just as YAIP earnings were not reported to the NDNH, it is possible that control group members participated in subsidized employment programs that did not report subsidies to the NDNH. Thus, it is possible that control group earnings were underestimated.

year of follow-up than their control group counterparts. In the last year of follow-up, there were no significant differences between groups on any administrative data-based measures. Although the administrative data found no earnings or employment impacts in the last year of follow-up (as shown in Table 2.2) or in the final quarter of the follow-up period (as shown in Figure 2.1), survey results suggest that program group members were more likely to be employed, working in permanent jobs, working more hours per week, and earning higher wages at the end of the 30-month follow-up period.⁵

However, sample members in both research groups who were employed at the time of the survey worked an average of 33 hours per week and earned \$12 per hour, suggesting that the differences in hours worked and wages among the full survey sample are primarily due to more program group members working rather than differences in hours worked or wages earned by working participants. Notably, there was not a statistically significant increase in program group members working over 20 hours per week, only in their working over 34 hours per week, suggesting that the difference stems from more program group members working in full-time rather than part-time jobs.

The administrative and survey findings tell different stories about sample members' employment at the end of the follow-up period. While administrative findings suggest that the program had no long-term employment and earnings effects, survey findings suggest that the program had modest, positive effects on several measures of employment. An analysis of survey response bias shows little evidence of differences in response patterns between research groups, which suggests that YAIP increased employment that is detected by the survey but not captured by the NDNH.⁶ Indeed, an analysis of occupations reported on the survey reveals that program group members are slightly more likely to report being employed in jobs that are not generally covered by the NDNH, such as domestic work, day labor, and babysitting. It is unclear what mechanism would increase uncovered employment for program group members, but many recent evaluations of employment programs have found a similar pattern, including evaluations of Family Rewards, Work Rewards, Enhanced Transitional Jobs programs, and YouthBuild.⁷ So, it seems that, in many cases, employment programs are increasing the proportion of participants who find employment in independent or informal work arrangements, a phenomenon that bears further investigation.

⁵P-values for categorical variables such as type of employment were adjusted for multiple comparisons using a Westfall-Young procedure.

⁶See Appendix A for a review of the survey response bias analysis.

⁷Miller et al. (2016); Verma, Yang, Nuñez, and Long (2017); Redcross et al. (2016); Miller et al. (forthcoming).

Impacts on Other Outcomes

There were no statistically significant impacts on outcomes in any other domains. Nonetheless, results from this analysis provide a glimpse of the experiences of young people in the sample. Most measures discussed in this section were calculated based on survey responses, with the exception of measures of postsecondary education, which were calculated based on administrative data from the National Student Clearinghouse.

Education

In the education domain, as shown in Table 2.3, about 16 percent of each research group was enrolled in high school equivalency or vocational training courses at the end of the follow-up period, and just under one-quarter of sample members had enrolled in a postsecondary institution since random assignment. Over one-fifth of the sample earned a high school diploma or equivalency certificate since random assignment. Notably, as shown in Table B.1, nearly half of sample members who did not have a high school credential at baseline earned one in the 30 months after study enrollment, with the program group slightly more likely to earn a credential.

- **Control group members enrolled in postsecondary education at higher rates during the program period, but enrollment rates leveled out after the program ended.**

As noted in Chapter 1, postsecondary enrollment is one of YAIP's key program outcomes, along with employment, military enlistment, and advanced training. Figure 2.2 shows postsecondary enrollment over the course of the evaluation, calculated based on administrative records. Control group members enrolled in postsecondary courses at statistically significantly higher rates than program group members during Quarters 0 and 1 (that is, the program period), as well as Quarter 2, the quarter directly after most program group members had stopped participating in YAIP. In Quarters 3 through 9, postsecondary enrollment levels were similar in the program and control groups, with slightly more program group members enrolled in all but one quarter. In some ways, this trend is a less extreme inverse of the employment trend presented in Figure 2.1: It seems that, in the absence of YAIP, some control group members opted to enroll in college. However, the early statistically significant decrease in program group postsecondary enrollment did not lead to differences in enrollment or degree receipt during the full follow-up period.

Notably, both groups' postsecondary enrollment rates trend upward throughout the follow-up period, just as control group employment rates trend upward throughout the first eight quarters of the follow-up period. This finding is further evidence of two important points discussed in the interim report: (1) disconnectedness is often a temporary and inconstant state, and (2) by taking the step to seek out YAIP services, members of both research groups were likely

Table 2.3
30-Month Impacts on Education and Training

Outcome (%)	Program Group	Control Group	Difference (Impact)	90 Percent Confidence Interval
<u>Self-reported education outcomes (based on survey data)</u>				
Currently participating in education and training	16.5	15.5	1.1	[-1.6, 3.8]
GED or high school diploma classes ^a	6.0	6.5	-0.4	[-2.2, 1.3]
Vocational training	11.6	10.1	1.5	[-0.9, 3.9]
Earned a high school diploma or equivalency certificate since random assignment	22.0	21.7	0.3	[-2.5, 3.1]
Has a professional license or certification	31.7	31.0	0.7	[-2.7, 4.2]
Sample size (total = 2,031)	1,272	759		
<u>Administrative education outcomes</u>				
Enrolled in a postsecondary institution since random assignment	22.7	24.8	-2.1	[-4.7, 0.4]
Enrolled in four-year college	8.3	8.4	-0.1	[-1.8, 1.7]
Enrolled in two-year college	16.2	17.6	-1.4	[-3.7, 1.0]
Earned a postsecondary degree since random assignment ^b	2.7	2.0	0.6	[-0.4, 1.6]
Sample size (total = 2,678)	1,638	1,040		

SOURCES: MDRC calculations based on responses to the Subsidized and Transitional Employment Demonstration 30-month survey and postsecondary education data from the National Student Clearinghouse.

NOTES: Rounding may cause slight discrepancies in sums and differences.

Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

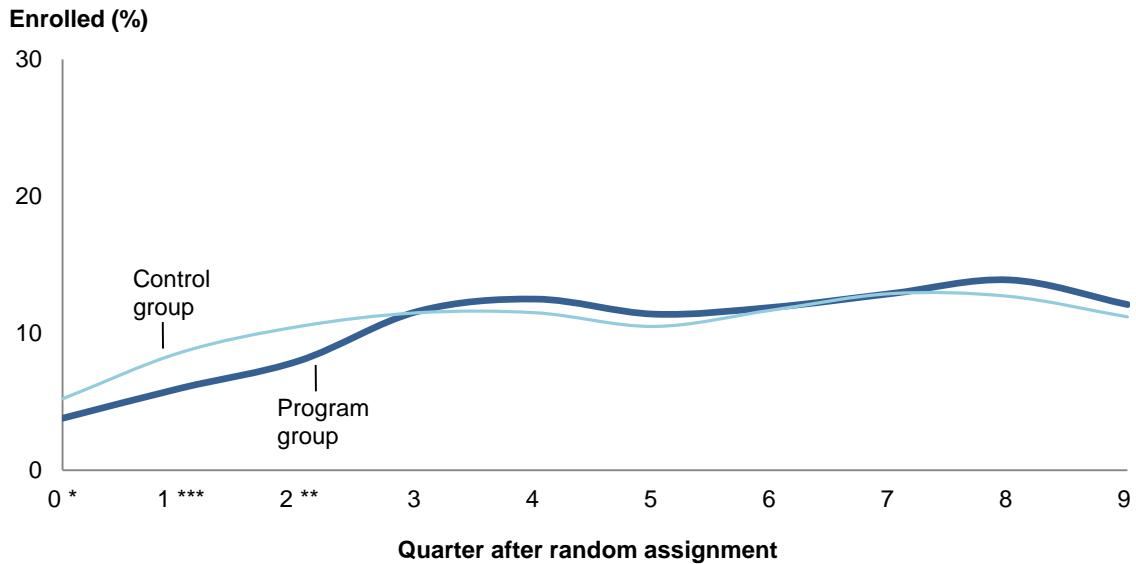
Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

^aGED = General Educational Development.

^bMeasure includes associate's, bachelor's, and master's degrees.

motivated at the time of study enrollment to make a change in their lives. For these reasons, one would expect to see growth in levels of engagement in work and school for both groups over time.

Figure 2.2
Postsecondary Enrollment Over Time



SOURCES: MDRC calculations based on postsecondary education data from the National Student Clearinghouse.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

Well-Being

- **Sample members mirror the general population on measures of personal well-being, despite being worse off on most measures of economic well-being.**

In the economic well-being domain, as shown in Table 2.4, about one-third of sample members experienced a financial shortfall in the final year of follow-up, and one in six sample members experienced food insufficiency in the month before the 30-month follow-up survey. The sample fared poorly on various measures of economic well-being compared with the general population. For example, the sample’s rate of health insurance coverage is much lower than that of the general population: 67 percent of the sample had health insurance at the end of the follow-up period, whereas 87 percent of adults ages 19 to 25 had health insurance coverage in 2016,

Table 2.4

30-Month Impacts on Economic and Personal Well-Being

Outcome	Program Group	Control Group	Difference (Impact)	90 Percent Confidence Interval
<u>Economic well-being outcomes (%)</u>				
Experienced financial shortfall in past 12 months	32.0	31.8	0.2	[-3.3, 3.6]
Could not pay rent or mortgage	20.8	18.0	2.8	[-0.1, 5.8]
Evicted from home or apartment	3.1	2.3	0.8	[-0.5, 2.0]
Utility or phone service disconnected	15.8	16.3	-0.4	[-3.2, 2.4]
Could not afford prescription medicine	9.0	10.9	-2.0	[-4.2, 0.3]
Experienced food insufficiency in prior month	17.8	16.3	1.5	[-1.4, 4.3]
Homeless or lived in a shelter in prior month	3.8	4.4	-0.7	[-2.1, 0.8]
Had health insurance coverage in prior month	67.0	67.1	-0.1	[-3.6, 3.4]
Health insurance coverage was employer based	12.5	12.9	-0.4	[-2.9, 2.2]
<u>Personal well-being outcomes</u>				
Currently in good, very good, or excellent health (%)	86.9	88.1	-1.3	[-3.8, 1.3]
Experienced serious psychological distress in prior month ^a (%)	8.4	8.5	-0.1	[-2.2, 2.1]
Score on self-esteem scale ^b	3.3	3.3	0.0	[0.0, 0.0]
Score on social support scale ^c	4.0	3.9	0.0	[-0.1, 0.1]
Overall happiness ^d (%)				
Very happy	26.8	26.3	0.4	[-2.7, 3.6]
Pretty happy	59.4	61.0	-1.7	[-7.3, 3.9]
Not too happy	13.9	12.7	1.2	[-2.9, 5.3]
Sample size (total = 2,031)	1,272	759		

(continued)

Table 2.4 (continued)

SOURCE: MDRC calculations based on responses to the Subsidized and Transitional Employment Demonstration 30-month survey.

NOTES: Rounding may cause slight discrepancies in sums and differences.

Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

^aA score of 13 or higher on the Kessler-6 Scale (K-6) is used here to define serious psychological distress. Response categories range from 1 to 4, where higher scores indicate higher levels of psychological distress. As a result of minor differences between the scale used to administer the K-6 in the survey and the standard K-6, the percentages presented in this table may slightly underestimate the incidence of serious psychological distress among the YAIP sample.

^bThe Rosenberg Self-Esteem Scale is a 10-item scale that assesses feelings of self-esteem. Response categories range from 1 to 4, where higher scores indicate higher levels of self-esteem. The 10 items are averaged.

^cThe Medical Outcomes Study Social Support Survey is a seven-item scale that assesses the types of social support available to respondents. Response categories range from 1 to 5, where higher scores indicate higher levels of social support. The seven items are averaged.

^dTo account for correlations between statistical tests of individual categories of a categorical outcome, significance for this measure was calculated using a Westfall-Young procedure.

when most follow-up surveys were fielded.⁸ Sample members with health insurance were covered by a variety of private and public providers and were often covered by more than one form of health insurance. Notably, three-quarters of sample members with health insurance coverage are covered, at least in part, by public insurance, compared with 23 percent of adults ages 19 to 25.⁹

Measures of personal well-being, shown in Table 2.4, reveal that the sample is about as healthy and happy as the overall population. Nearly 90 percent of the sample reported being in good, very good, or excellent health and being very or pretty happy at the time of the 30-month follow-up survey. Assessments of health and happiness in this sample are comparable to a national sample of 18- to 34-year-olds who responded to the General Social Survey in 2014.¹⁰ Under 9 percent of the YAIP sample experienced serious psychological distress in the month before the survey. This result is consistent with other studies using the Kessler-6 measure of psychological distress.¹¹ Thus, despite experiencing more economic hardship, the sample is similar to the general population on measures of mental and physical health.

⁸Barnett and Berchick (2017).

⁹Barnett and Berchick (2017).

¹⁰Smith, Marsden, Hout, and Kim (2014).

¹¹Prochaska et al. (2012); Shafer, Koenig, and Becker (2017).

Conclusion

The results presented above tell the story of a group of young people who are motivated to make a change in their lives and a program that facilitates substantial short-term employment improvements that diminish over time. There were modest differences in survey-based employment measures at the time of the 30-month follow-up survey, including current employment and the type of job worked. These improvements appear to be driven by an increase in employment in jobs not covered by the NDNH. Although uncovered jobs can range from low-wage, inconsistent jobs such as day labor to higher-wage, relatively consistent jobs such as independent consulting, the types of uncovered jobs reported by survey respondents tend to be on the low-wage end of the spectrum, specifically jobs such as babysitting and domestic work. Quarterly employment and postsecondary enrollment rates suggest that some participants may have opted out of postsecondary classes because they were participating in YAIP, a trade-off effect typical of youth employment programs. However, enrollment rates evened out after the program ended, and there were no lasting, negative postsecondary enrollment effects during the study period. Finally, sample members mirror the larger population on measures of personal well-being, despite being worse off on many measures of economic well-being.

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Chapter 3

Impact Variation

Chapter 2 describes the overall effects of YAIP, across all participants and locations in the study. However, YAIP may work better for some types of participants or in some sites than others, and these differences would not be reflected in the overall effects. This chapter summarizes an analysis of how YAIP’s effects may vary across participant subgroups — specifically, gender, education level, length of disconnection, and cohort — program locations, and program characteristics. A more detailed description of the analysis can be found in Appendix B.

Variation by Participant Characteristics

Findings from the interim report showed some differences in impacts across types of young people, with larger effects on employment for male and less-educated sample members, members of Cohorts 1 and 2, and sample members who had been disconnected longer.

- **YAIP’s longer-term effects do not vary much across different types of young people.**

As shown in Appendix Tables B.1 to B.4, at 30 months, there was not much variation in effects across types of young people. Most differences observed were in education-related outcomes, which was not where the program had its effects. However, effects on earnings in the last year of follow-up were larger for women.

Variation by Location

Just as impacts may vary according to sample members’ sociodemographic characteristics, it is possible that some YAIP locations performed better than others relative to their counterfactual alternatives. Therefore, it is useful to (1) estimate the amount of impact variation across locations and (2) examine the cross-location distribution of program effects to understand the range of impacts YAIP can expect to produce.¹ This analysis tested variation in location-level impacts for

¹Twelve providers administered YAIP in 13 locations. This analysis assesses variation across individual locations rather than individual providers, as contextual factors, treatment contrast, and participant characteristics are expected to vary across locations.

both confirmatory measures, as well as for earnings in the first year of follow-up, in order to examine variation in earnings across locations during the program period.²

- **Despite statistically significant cross-location variation in impacts on Year 1 earnings, there was little variation in impacts on confirmatory outcomes at the end of the follow-up period.**

Program effects on earnings varied widely across locations during the program period but did not vary during the last year of follow-up. As shown in Appendix Figure B.1, during the program period, impact estimates ranged from \$2,194 to \$4,684 in magnitude — a \$2,490 range of impacts across locations — and there was a large, statistically significant effect on earnings at each location during the program period. These results corroborate the implementation study finding that each site implemented the model with fidelity and confirm that, although treatment contrast varied significantly across locations, each site significantly increased earnings compared with local alternatives. At the end of the follow-up period, each location had the same estimated effect on earnings of about \$500. Similarly, current employment or enrollment in education and training did not vary across locations: Each location had a 2.7 percentage point estimated effect on this measure.³

Variation by a Key Program Characteristic

YAIP's effectiveness may be associated with factors related to the way the program was implemented in each location; thus, measures of location characteristics may help explain variability in effects, even when a statistical test of variation shows no differences in cross-location impacts. Therefore, this analysis tested whether one characteristic — the presence of a job developer on staff — was associated with program effects.⁴ The presence of a full-time unsubsidized job developer on staff at a YAIP location was not associated with program impacts.

²Year 1 earnings impacts can serve as a measure of treatment contrast, capturing both the amount of subsidized employment a participant worked and the relative quality of a participant's job following YAIP, which may have been a result of strong job placement services. See Appendix B for a description of analytical methods and further discussion of results.

³There was not enough variation in effects on earnings in the last year of follow-up or engagement in employment, education, or training at the end of the follow-up period to calculate location-level effects. In other words, the best estimate of program effects at each location was equal to the estimate of effects across all locations.

⁴This analysis only examined one program characteristic because of statistical power considerations. Provider staff considered this measure to be one of the most important location-level factors that varied across locations.

Conclusion

YAIP's long-term effects were fairly consistent across types of participants and types of provider locations, and effects did not vary by whether programs employed a full-time job developer. However, impacts on earnings during the first year of follow-up varied significantly across locations, suggesting that even under the best circumstances (that is, when the services a location provides contrast most starkly with local alternatives), YAIP may not lead to long-term improvements in key outcomes.

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Chapter 4

Cost Analysis

As described in Chapter 1, the 12 YAIP providers that participated in the study offered program group members a 10- to 12-week paid internship, along with various other services, including job-readiness workshops and activities; individual support, counseling, and assessments; case management; and follow-up services.

This chapter presents the costs of YAIP services and the wages provided to program group members who participated in YAIP. It begins with a review of the data sources, followed by a description of the methodology used to estimate the costs. It then presents an estimate of the costs of YAIP per program group member and compares these costs to those of other programs offering comparable services.

Data Sources

The following data sources, described in Chapter 1, were used to calculate the cost estimates: Mayor’s Office for Economic Opportunity (NYC Opportunity) and Young Men’s Initiative (YMI) cost reports, provider budget reports and salary information, New York City Department of Youth and Community Development cost estimates, staff time study data, and program participation data.

Methodology

The research team selected the 2014 fiscal year for examining the costs of the program because it was a period when all three cohorts received services.¹ All three study cohorts completed Phases 1 and 2 (orientation and internship) services during this year. Two of the three study cohorts also received Phase 3 (nine-month follow-up) services during this period; Cohort 3 began Phase 3 at the beginning of the 2015 fiscal year. All costs were inflated to 2016 dollars.

Operating Costs

Operating costs are the day-to-day costs of operating the program and include expenditures on staff salaries, fringe benefits, overhead, and administration.

The research team collected YAIP staff salary information and used results from the staff time study — in which YAIP staff recorded how they spent their time during two separate weeks

¹The New York City budget cycle runs from July 1 to June 30.

in 2014 — to allocate their salaries to the YAIP program. While most staff members were assigned full time to the YAIP program, some staff worked on other programs. For those who worked part time on YAIP, a percentage of their salary was allocated to YAIP based on the percentage of their time they spent on YAIP activities. The YAIP salaries were further allocated to specific YAIP activities based on the staff time study results. The activities included application and outreach, case management, workshops, internship placements, worksite management, post-internship placements, job search assistance, and administrative activities (for example, payroll review, program administration, and staff meetings). For case management and job search, staff members further distinguished their time between working with clients currently active in Phases 1 and 2 and those receiving follow-up services (Phase 3).

The staff salaries were marked up to include fringe benefits, overhead, and other administrative costs as estimated from the provider budget reports.

The research team used the YAIP costs during the 2014 fiscal year and results from the staff time study to calculate the average monthly cost of providing YAIP services to clients active in Phases 1 and 2 and the average monthly cost of providing Phase 3 services. Each of these monthly unit costs was multiplied by the average number of months that program group members spent in the respective phases, as recorded in the program’s management information system, to obtain the average cost per program group member in Phases 1 and 2 and the average cost per program group member in Phase 3.

Support Services

Support services provided to YAIP participants were listed separately in the provider budgets. These costs included transportation and other support services. A similar methodology that was used to estimate operating costs was used to estimate support services, first estimating the monthly cost of support services per program group member and multiplying this cost by the average number of months spent in the program.

Wages and Payroll Costs

Data on participants’ subsidized earnings came from the YAIP management information system. Information on payroll costs — payroll processing fees, workers’ compensation, and payroll taxes — came from NYC Opportunity and YMI reports. The subsidized earnings were marked up to include the payroll costs paid by the program.

YAIP Program Costs

The costs of providing YAIP program services are divided into three types: (1) the operating costs of YAIP, which includes all staff salaries, fringe benefits, overhead, and administrative costs; (2)

Table 4.1
Estimated YAIP Costs per Program Group Member
(in 2016 dollars)

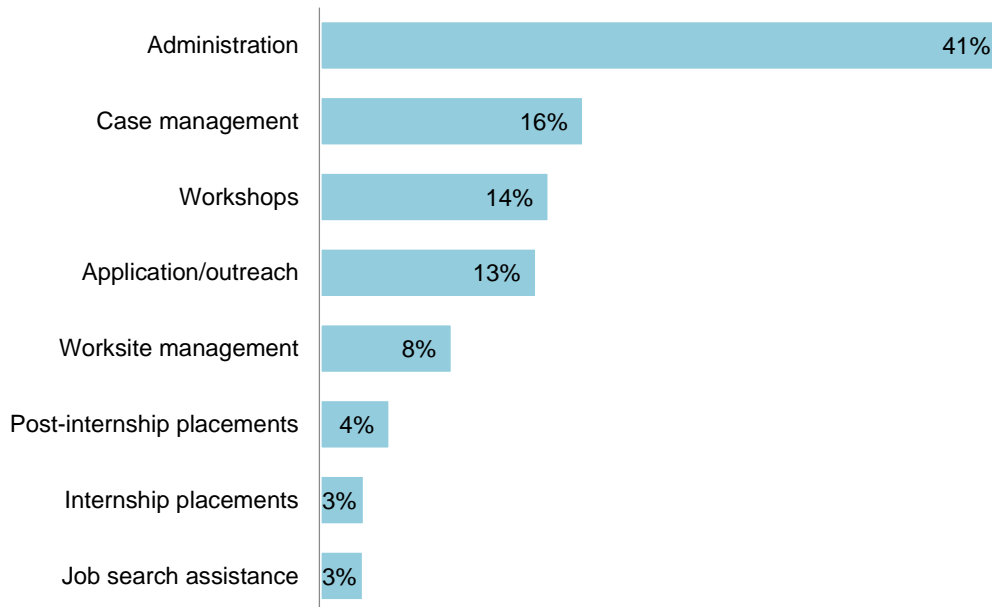
Services	Total
<u>Operating costs</u>	
Phases 1 and 2	
Cost per month of service (\$)	805
Average months of service	3.0
Program service cost per program group member (\$)	2,447
Phase 3	
Cost per month of service (\$)	306
Average months of service	3.0
Program service cost per program group member (\$)	927
Operating cost per program group member (\$)	3,374
<u>Support service costs</u>	
Cost per month of service (\$)	19
Average months of service	6.1
Support service cost per program group member (\$)	115
<u>Wages and payroll costs (\$)</u>	
Subsidized wages per program group member	1,741
Payroll costs per program group member	201
Wages and payroll costs per program group member	1,942
Total cost per program group member (\$)	5,431

SOURCE: MDRC calculations based on YAIP program cost data.

the support services provided to program group members; and (3) the subsidized wages and payroll costs. As shown in Table 4.1, the cost of providing the YAIP program services averaged \$3,374; \$2,447 per program group member in Phases 1 and 2 (orientation and internships) and \$927 per program group member for Phase 3 follow-up services. The program paid for transportation and other work-related costs to help participants attend the program, which averaged \$115 per person. The subsidized wages and payroll costs averaged \$1,942 per person. The total cost per program group member was \$5,431.

Figure 4.1

YAIP Service Costs by Component



SOURCE: MDRC calculations based on YAIP program cost data.

About 62 percent of the total costs were spent on program operations. Figure 4.1 shows the distribution of these costs, based on how staff members spent their time from the staff time study. As this figure shows, 41 percent of these costs were spent on administrative functions, 16 percent on case management, 13 percent on application and outreach activities, and 14 percent on educational workshops. The remaining 18 percent was related to job search, job development, worksite management, and post-internship placements.² While most staff members were not administrative, they did record time on administrative functions such as attending staff meetings, collecting documentation and outcome information, reviewing time sheets, and other program administration activities.

YAIP Compared with Other Programs

New York City has a number of employment programs for young people, so it is not surprising that over half (53 percent) of control group members reported receiving help finding or keeping

²Distributions may not sum to 100 percent due to rounding.

a job. Included in this measure, 11 percent of control group members reported receiving help finding unpaid work experience or internships. Almost half (46 percent) of control group members reported receiving advice or support from a staff member at an agency.

Though the participant survey captured information on the extent to which control group members received services similar to program group members, it was not known where control group members received their services. Thus, the analysis could not estimate the cost of services provided to control group members and the net cost of YAIP — the amount over and above what was spent on the control group.

It is useful to compare the cost of YAIP with other programs that have been evaluated. Table 4.2 provides estimates of other programs, some of which served young people, though with a different range of services, and others that may have provided similar services (transitional jobs or internships), though to a different population.

The programs that provided similar services — transitional employment and job placement assistance — but to a different population include the Transitional Jobs Reentry Demonstration, which targeted men who had recently been released from prison in Chicago, Detroit, Milwaukee, and St. Paul, and the Transitional Work Corporation, which served recipients of Temporary Assistance for Needy Families in Philadelphia. The costs for these programs, \$4,805 and \$4,201 (in 2016 dollars), respectively, were similar to or a little lower than the cost per person of YAIP.³ Similar to YAIP, these programs spent more on program operations than wages and support services. The costs of the Enhanced Transitional Jobs Demonstration, which also served an older population but provided more services than YAIP, averaged \$8,204 across the seven sites.⁴ Programs that served a similar population — disconnected youth — but provided more education and training or enhanced services, included Jobstart, Project Rise, and Youth Transition Demonstration. The costs of these programs were significantly higher, ranging from \$6,854 to close to \$10,000.⁵

³Redcross et al. (2010); Bloom et al. (2009).

⁴Barden et al. (Forthcoming).

⁵Cave, Bos, Doolittle, and Toussaint (1993); Manno, Yang, and Bangser (2015); Fraker et al. (2014).

Table 4.2
Comparison of YAIP Costs to Other Programs (in 2016 dollars)

Program	Services	Sample	Program Operations (\$)	Wages and Support Services (\$)	Total (\$)
YAIP	Job-readiness workshops, internships, and job placement assistance	Low-income young people between ages 16 and 24 who were neither in school nor working	3,374	2,057	5,431
Enhanced Transitional Jobs Demonstration	Subsidized jobs, case management, work-related supports, job placement assistance, and enhanced services depending on site (for example, enhanced support, child support incentives)	Individuals recently released from prison or noncustodial parents who owed child support	5,449	2,755	8,204
Transitional Jobs Reentry Demonstration	Transitional jobs, support services, and job placement assistance	Men over 18 years of age who had been released from state prison	2,639	2,166	4,805
Transitional Work Corporation	Subsidized jobs, case management, work-related supports, job placement assistance	TANF recipients in Philadelphia	3,199	1,002	4,201
Jobstart	Education and training, support services, job placement assistance	Low-income young people between ages 17 and 21 who lacked basic skills and who dropped out of school	8,459	1,500	9,959
Project Rise	Classroom education, part-time internships, assistance with transitioning into unsubsidized employment or postsecondary education	Young people between ages 18 and 24 who lacked a high school degree	5,131	1,723	6,854
Youth Transition Demonstration (average across six sites)	Paid employment and enhanced work incentives, youth empowerment, family supports, benefits counseling	Young people with disabilities between ages 14 and 25	7,818	344	8,162

SOURCES: MDRC calculations from YAIP, Enhanced Transitional Jobs Demonstration, Transitional Jobs Reentry Demonstration, Transitional Work Corporation, Jobstart, Project Rise, and Youth Transition Demonstration program cost data.

Chapter 5

Conclusion

This report presents final impact and cost analysis findings from a random assignment study of New York City’s Young Adult Internship Program (YAIP), one of several programs being evaluated as part of the Subsidized and Transitional Employment Demonstration (STED). This chapter summarizes the final (30-month) impacts of the program and offers some considerations for the design of programs similar to YAIP based on these findings.

Summary of Findings

The research team assessed YAIP’s impacts using data from three key sources: employment and earnings data from the National Directory of New Hires, 30-month survey data, and postsecondary enrollment data from the National Student Clearinghouse. This report tracked study participants’ outcomes for 30 months after random assignment to assess differences in outcomes between program and control group members.

- **YAIP led to large improvements in employment and earnings during the program period. At the end of the follow-up period, however, participants did not engage in YAIP’s key outcomes — education, employment, the military, or training — at a higher rate than they would have in the absence of the program, and they did not earn more money.**

As shown in the interim report, YAIP increased annual earnings by about \$3,400 in the first year of follow-up, more than doubling the annual income of program group members compared with their control group counterparts. For low-income young people living in a city with a high cost of living, this increase in income is substantial, and it is indicative of YAIP’s success in achieving its primary short-term goal of getting out-of-work young people rapidly employed in temporary jobs. However, employment and earnings effects diminished over time, and even groups that benefited the most from YAIP’s services in the short term did not retain many long-term benefits. During the program period, populations with larger barriers to employment at study enrollment (that is, those without a high school credential or those who were disconnected for a longer period) benefited the most from the program, but those benefits did not last through 30 months of follow-up. Further, program group members in the YAIP locations that provided the strongest contrast of services relative to their local alternatives, as measured by earnings, did not perform better on key outcomes than their control group counterparts 30 months after the program began. However, YAIP increased survey-based employment at the end of the follow-up period, indicating that program group members may have been more likely to hold jobs in the informal

economy or as independent contractors. YAIP did not lead to any statistically significant effects in the education or well-being domains.

- **YAIP struggled to connect young people to unsubsidized employment or postsecondary education after the program ended, and both research groups were employed or enrolled in school at similar rates throughout the remainder of the follow-up period.**

After the program ended, the program group's overall employment level dropped to that of the control group. The program group's quarterly employment rate grew slowly in lockstep with control group employment rates for the next five quarters before both groups leveled out at about 61 percent employment for the final three quarters of the follow-up period. Importantly, this trend means that the control group doubled their quarterly employment rate in two years, supporting the hypothesis that people seek out programs such as YAIP when they are motivated to work. Quarterly postsecondary enrollment rates were similar between the two research groups after the program ended.

Though the evaluation did not reveal much in the way of long-term impacts, the results tell a fascinating story about the resilience of a relatively job-ready subset of disconnected youth and the job market prospects for young adults with barriers to employment. Recall that 77 percent of the program group participated in a YAIP subsidized internship, and an impressive 95 percent of the program group worked during the first year of follow-up, suggesting that most of those who turned down the opportunity to participate in a YAIP internship were able to find jobs on their own. Two-thirds of the control group worked during the same period, either finding jobs on their own or, less often, through another subsidized employment or workforce development program. These figures depict a group of young people who are highly motivated to work but can have trouble finding and holding jobs on their own.

- **YAIP is at the lower end of the spectrum of costs for programs serving disconnected youth or providing transitional employment services.**

This report also includes a cost analysis, which used program budget, staff time, and participation data to estimate the cost of YAIP per program group member. The cost analysis found that YAIP costs a total of \$5,431 per program group member, including subsidized wages, which is at the lower end of a group of similar programs ranging in cost per program group member from about \$4,200 to \$10,000.

Program and Policy Implications

The findings from this study show that, despite YAIP's success in connecting young people to internships, the YAIP model may need to change in order to improve participants' long-term

economic prospects. The findings presented in this report offer some insight on where YAIP and programs similar to it may choose to focus their resources.

- **This evaluation builds on evidence from previous evaluations that suggests that providing light-touch employment and personal development services alongside temporary subsidized jobs that are unlikely to turn into permanent positions is not enough to improve participants' long-term employment prospects.**

YAIP is not unique in its struggle to help participants make the transition into unsubsidized employment or postsecondary education; few rigorously evaluated subsidized employment programs have met this challenge. Many subsidized employment programs are designed based on a similar theory of change: Through job-readiness training and temporary work experience, participants will get the jumpstart they need to reconnect to the world of work, or in the case of youth programs to the worlds of work and school. However, this theory of change is based on a set of assumptions that are not supported by results from this evaluation — specifically, that there are jobs in the economy for young people with limited work experience and educational attainment, and that short-term employment programs can help participants gain the experience to qualify for, motivate them to apply for, and provide them with the work skills to maintain these jobs. This evaluation shows that, even with high levels of participation throughout the program, the program group gained few longer-term employment advantages over the control group, which belies the theory of change and raises the question: What works to improve employment prospects for more job-ready disconnected youth?

Perhaps the diversity of the disconnected youth population calls for a variety of approaches to reconnecting young people to school and work. Perhaps a three-month intervention is not long enough to promote long-term employment gains. Perhaps there is a mismatch between the skills and experience young people gain from a program such as YAIP and the skills and experience in demand in the workforce. If so, new approaches to workforce development programs — such as apprenticeships and demand-driven training — may offer a solution. However, these approaches have not been tested with disconnected youth populations, who may need a program such as YAIP to prepare them for and connect them to these more rigorous programs. Perhaps participants lack the motivation, time, or support needed to apply for unsubsidized work or education programs while they are working in a subsidized job. Or, perhaps YAIP does not provide adequate tools for participants to engage in job searches on their own after the program ends, in which case programs should consider a different approach to unsubsidized job development and enrollment in education and training.

- **A stronger focus on the transition from subsidized work to employment or school might help sustain the program’s short-term advantages in the long term.**

As evidenced by the steep drop in employment after the program ends and the lack of many longer-term impacts on employment or education, YAIP struggles to connect its participants with work or school after the program ends beyond what these young people would have engaged in on their own. The transition from YAIP to potential unsubsidized employment or education is a crucial one for participants, as a failure to capitalize on the momentum that participants gain over the course of the program leads to a new period of disengagement for some participants, which could reduce the benefits, both economic and psychological, associated with the program.

In order for YAIP to help participants in the longer term, the program might consider strengthening its focus on facilitating successful transitions from subsidized employment to unsubsidized employment or quality education and training programs. As a first step, given the fact that only 16 percent of those who worked in a subsidized internship were hired for permanent positions by their worksites, YAIP might consider making the possibility of post-internship hire a firmer criterion when developing worksites. Further, the lack of an association between the presence of a job developer on staff and employment impacts indicates that job developers may need more training and resources to do their jobs effectively.

On the education and training front, YAIP might consider further developing relationships with postsecondary institutions and community-based organizations that provide high school equivalency credential preparation and certificate training to facilitate a seamless transition between a YAIP internship and education and training programs. However, getting students enrolled is only half the battle: Disconnected youth face steep barriers to persistence in these programs and may need support to remain enrolled. Connecting YAIP participants with training programs that have strong support services and evidence-based student retention programs — such as the City University of New York’s Accelerated Study in Associate Programs — may increase their odds of persisting, graduating, and ultimately gaining the job market benefits associated with a college degree or industry-recognized credentials.¹

Where Is YAIP Now?

In recent years, the Department of Youth and Community Development (DYCD) has made changes to YAIP in line with many of the recommendations discussed above. First, DYCD has

¹Scrivener et al. (2015).

encouraged providers to broaden their approach to education and training, including incorporating credential training into the subsidized portion of the program and adjusting participants' schedules to accommodate high school equivalency programming. Second, DYCD has integrated more career exploration activities, such as career panels, employer visits, and mentoring, in order to help shift the focus from getting jobs to building careers. Finally, recognizing the need to provide additional support to participants with steeper barriers to employment, DYCD launched a pilot program for young adults with experience in the foster care or juvenile justice systems that includes intensive case management.

Next Steps

This report is the final one in the YAIP evaluation, but a future report will further analyze findings across 13 transitional jobs programs evaluated by MDRC as part of the STED evaluation and the Enhanced Transitional Employment Demonstration, funded by the U.S. Department of Labor. This future report will synthesize findings across these 13 programs to determine what cross-cutting lessons can be learned to inform the development of future employment programs.

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Appendix A

Survey Response Bias Analysis

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This analysis examines the survey response for the last of three surveys administered as part of the YAIP evaluation, which was administered at roughly 30 months post-random assignment.¹ A subset of the full research sample completed each survey; therefore, it is possible that those who participated in the surveys are not representative of the full research sample, which could introduce bias into the estimates produced from the survey data. It is likely that the survey response sample differs slightly from the full research sample in terms of socio-demographic characteristics, as certain characteristics such as age, gender, and stability are generally associated with survey response. The main concern is differences between program and control group respondents: If there are differences between the type of program group member who responds to the surveys and the type of control group member who responds to the surveys, impact estimates based on the surveys may be biased.

Overall, the administration of the survey was fair, with a response rate of about 76 percent, and most interviews were completed on time (that is, within the survey fielding window of four months). There are a few small differences in the socio-demographic characteristics of the survey respondents compared with nonrespondents, which, for the reasons described above, is a typical finding of survey response analysis. However, the baseline characteristics of the members of the two research groups are similar within the survey response sample. In addition, program impacts on administrative outcomes among survey respondents are comparable to those estimated for the full research sample, though some differences did arise, indicating that there was limited survey response bias.

Response Differences

To test whether survey respondents differed from nonrespondents, the research team compared the socio-demographic characteristics of these two groups. As shown in Appendix Table A.1, 30-month survey respondents differed significantly from nonrespondents on a few characteristics. Specifically, respondents were more likely to be female, to be black, or to have had a limited work history and were less likely to be Hispanic or “Other, non-Hispanic,” to have had a serious barrier to employment, or to have ever been arrested. Respondents were also slightly younger. These response patterns are similar to response patterns for the 12-month survey.

¹The two other surveys used in this evaluation, administered at roughly 4 and 12 months after random assignment, showed few signs of response bias.

Appendix Table A.1

Selected Baseline Characteristics of Survey Respondents and Nonrespondents, 30-Month Survey

Characteristic	Respondents	Nonrespondents
Average age (years)	20.6	20.8 *
Female (%)	53.0	44.4 ***
Race/ethnicity (%)		**
Hispanic	35.3	39.1
Black, non-Hispanic	59.5	53.7
Other, non-Hispanic	5.2	7.1
Ever employed (%)	72.1	70.5
Worked in last three months (%)	28.9	33.8 **
Has children (%)	20.0	19.8
Has high school diploma or GED certificate (%)	62.5	59.1
Serious barrier to employment ^a (%)	41.1	45.9 **
Receives public assistance (%)	26.4	25.9
Ever arrested (%)	24.1	32.4 ***
Sample size	2,031	647

SOURCES: MDRC calculations based on data from MDRC's random assignment system and the YAIP management information system.

NOTES: Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

^aThis measure includes ever having run away from home, been homeless, or lived in unstable housing; history of foster care; limited literacy or math skills; mental or physical disability; previous criminal conviction; and pregnancy or having a child.

Because comparison of a series of characteristics is susceptible to false positives, the research team conducted a global test of the relationship of these characteristics to response status. This test is conducted by estimating a regression model predicting survey response, and the test statistic reported for each characteristic indicates whether that characteristic has a statistically significant association with survey response, controlling for the other characteristics. The joint test indicates whether the characteristics collectively have a statistically significant association with

survey response. A few characteristics — specifically, gender, race, limited work history, ever arrested, and age — have significant effects. The overall joint test is also statistically significant, indicating that response status for this survey can be predicted by these characteristics. These associations may indicate some level of response bias, but this bias would primarily affect outcome estimates rather than impact estimates, as the bias affects both program and control group members.

Of primary concern in an impact analysis are differences between research groups within the respondent sample. If respondents' socio-demographic characteristics vary by research group, the impact estimates may not reflect true differences between groups. Thus, the research team compared socio-demographic characteristics of survey respondents by research group. As shown in Appendix Table A.2, survey respondents were similar across research groups, and the joint test of the association between socio-demographic characteristics and research groups for survey respondents was not significant. Thus, the impact estimates presented in the report are unbiased in terms of socio-demographic characteristics.

Impact Differences

Another way to assess possible bias from survey response is to examine differences in impacts measured with administrative data between the survey respondent sample and the full research sample. If the differences between the program and control groups in the survey respondent sample are not similar to those observed for the full research sample, it would indicate that the survey response sample is not representative; thus, survey-based impacts may be biased. Appendix Table A.3 presents selected 30-month impacts based on administrative data for the research and survey respondent samples. Though the magnitude of impacts varies slightly between samples, the overall pattern is generally the same. When there are multiple outcomes tested, the results are susceptible to false positives, so the research team performed a joint test to assess differences in multiple outcomes simultaneously. This test found that impacts on the two earnings and employment outcomes differ significantly between the full sample and the survey respondent sample (p -value = 0.099). This result indicates that there may have been some differences between research groups on employment and earnings outcomes.

Sensitivity Tests

Two sensitivity tests further assess whether impact estimates are biased due to survey nonresponse. The first sensitivity test involves predicting the probability of survey response based on sample members' baseline characteristics, then using these predicted probabilities to create weights that are then used in the impact model. The weighted results reflect the composition of the research sample, based on the sample's observed baseline characteristics.

Appendix Table A.2

Selected Baseline Characteristics of 30-Month Survey Respondents, by Research Group

Characteristic	Program Group	Control Group
Average age (years)	20.6	20.6
Female (%)	53.1	52.8
Race/ethnicity (%)		
Hispanic	34.4	36.8
Black, non-Hispanic	60.2	58.3
Other, non-Hispanic	1.5	1.3
Ever employed (%)	71.8	72.6
Worked in last three months (%)	28.4	29.7
Has children (%)	19.4	21.1
Has high school diploma or GED certificate (%)	61.5	64.1
Serious barrier to employment ^a (%)	40.6	42.1
Receives public assistance (%)	25.8	27.3
Ever arrested (%)	23.1	25.7
Sample size	1,272	759

SOURCES: MDRC calculations based on data from MDRC's random assignment system and the YAIP management information system.

NOTES: Statistical significance levels are indicated as follows: ***=1 percent; ** = 5 percent; * = 10 percent.

^aThis measure includes ever having run away from home, been homeless, or lived in unstable housing; history of foster care; limited literacy or math skills; mental or physical disability; previous criminal conviction; and pregnancy or having a child.

The second test, called multiple imputation, uses statistical modeling to predict survey responses for sample members who did not participate in the survey. Multiple predictions are generated to simulate the distribution of responses from which full sample estimates are produced. In other words, this analysis provides an estimate of survey-based impacts if the full research sample had participated in the survey.

Appendix Table A.3

Selected 30-Month Impacts on Administrative Outcomes for the Research and Survey Respondent Samples

Outcome	Program Group	Control Group	Difference (Impact)	90 Percent Confidence Interval
Employed in the last year of follow-up (%)				
Research sample	78.2	78.6	-0.4	[-3.0, 2.2]
Respondent sample, 30-month survey	80.8	79.1	1.6	[-1.2, 4.6]
Total earnings in the last year of follow-up (\$)				
Research sample	8,125	7,585	539	[-38, 1,117]
Respondent sample, 30-month survey	8,327	7,585	742 *	[74, 1,411]
Enrolled in postsecondary institution (%)				
Research sample	22.7	24.8	-2.1	[-4.7, 0.4]
Respondent sample, 30-month survey	24.5	25.1	-0.6	[-3.6, 2.4]
Sample size				
Research sample (total = 2,678)	1,638	1,040		
Respondent sample, 30-month survey (total = 2,031)	1,272	759		

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and postsecondary education data from the National Student Clearinghouse.

NOTES: Results in this table are regression-adjusted, controlling for pre-random assignment characteristics. Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent. Employment rates and earnings include both YAIP subsidized jobs and all other jobs covered by unemployment insurance.

Appendix Table A.4 shows results from both sensitivity tests for two outcomes: employment in the last year of follow-up and employment at the time of the 30-month survey.² Respondent sample rows show unweighted program impact estimates on employment. Weighted respondent sample rows apply response probability weights to the impact model. Research sample rows present program impact estimates for the full research sample as estimated via multiple imputation. As shown in the table, impact estimates are virtually the same for both outcomes among

²Only two outcomes are shown in the table to conserve space, but both tests produced impacts similar to those of the respondent sample across all outcomes.

Appendix Table A.4

Estimated Program Impacts on Selected Survey Outcomes for the 30-Month Survey Respondent Sample Compared with Two Sensitivity Tests

Outcome (%)	Program Impact
Employed in the last year of follow-up	
Respondent sample	2.1
Respondent sample, weighted to reflect full sample composition	2.1
Research sample, with outcomes multiply imputed for nonrespondents	2.3
Employed at time of 30-month survey	
Respondent sample	4.8 **
Respondent sample, weighted to reflect full sample composition	4.5 **
Research sample, with outcomes multiply imputed for nonrespondents	4.6 **
Research sample	2,678
30-month survey sample	2,031

SOURCES: MDRC calculations based on data from MDRC's random assignment system, the YAIP management information system, and responses to the Subsidized and Transitional Employment Demonstration 30-month survey.

NOTES: Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent. The weighted results weight survey responses so that they reflect the composition of the research sample. The multiple imputation results estimate program impacts on survey-based outcomes including probable responses for survey nonrespondents generated via multiple imputation.

all samples, both in terms of size and statistical significance, suggesting little difference in program impacts between survey respondents and nonrespondents.

Survey and National Directory of New Hires (NDNH) Employment Differences

The results described above indicate that the difference between the self-reported current employment and NDNH Quarter 10 employment impact estimates are only partially due to survey response bias. In order to investigate other sources of this difference, the research team compared various survey and administrative measures among the survey respondent sample, shown in Appendix Table A.5. First, the team created a measure that captured whether survey respondents were working in the quarter of their survey interview, according to NDNH data.³ There was a 0.8

³Not all survey respondents completed their survey in Quarter 10 after random assignment.

Appendix Table A.5

Employment and Earnings Impacts Based on Administrative Records and 30-Month Survey Data Among Survey Respondents

Outcome (%)	Program Group	Control Group	Difference (Impact)
Currently working, according to survey	65.0	60.5	4.5 **
Working in quarter of survey interview, according to administrative records	61.9	61.2	0.8
Currently working, according to survey, or working in quarter of survey interview, according to administrative records	75.9	72.6	3.4 *
Self-employed, according to survey	5.8	6.7	-0.9
Sample size (total = 2,031)	1,272	759	

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and responses to the Subsidized and Transitional Employment Demonstration 30-month survey.

NOTES: Rounding may cause slight discrepancies in sums and differences.

Results in this table are regression-adjusted, controlling for pre-random assignment characteristics.

Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

percentage point impact on this measure, which is not statistically significant and is much smaller than the survey-based current employment impact of 4.5 percentage points. Next, the team created a measure that captured whether survey respondents were currently working according to the survey *or* working in the quarter of the survey interview according to NDNH data. There was a statistically significant 3.4 percentage point impact on this measure. Taken together, these results indicate that the survey-based current employment impact is primarily driven by jobs that are not covered by the NDNH. The team also tested differences in survey-reported self-employment and found a small, insignificant decrease in self-employment. Thus, the difference between self-reported and NDNH employment was not due to an increase in self-employment; rather, it appears that YAIP may have increased employment in the informal economy.

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Appendix B

Impact Variation

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Chapter 3 presents an analysis of how impacts varied across subgroups, program locations, and program characteristics. This appendix provides more detail on the theories underlying these analyses, as well as the analytical approaches used in each analysis.

Variation by Participant Characteristics

The research team tested differences in program effects across four subgroups: educational status at baseline, length of disconnection from work and school at baseline, gender, and cohort of YAIP participation. The theoretical basis for these subgroups, as well as a summary of results, is described below.

Educational Status at Baseline

Jobseekers with high school equivalency credentials fare better in the job market, on average, than those without a high school credential. Further, most colleges and many vocational schools require applicants to have a high school equivalency credential in order to enroll in classes. To explore whether the YAIP model works differently for participants who would have access to more or fewer employment and educational options in the absence of YAIP, the research team tested whether impacts differed by educational status at baseline. Appendix Table B.1 shows that, among those without a high school credential at baseline, YAIP increased high school credential receipt by 6 percentage points since random assignment, which, unsurprisingly, is significantly different from the null impact on those with a credential at baseline.

Length of Disconnection from Work and School at Baseline

As discussed in Chapter 1, disconnected youth are a heterogeneous group. For many, disconnectedness is a temporary and inconstant state, but the longer one is disconnected from the worlds of work and school, the more difficult it is to reengage. The evaluation tested whether YAIP works better for participants who had spent a longer (nine months or more) or shorter (less than nine months) amount of time away from work or school in the period immediately before study enrollment. As shown in Appendix Table B.2, there were no significant differences between groups in impacts by length of disconnection, suggesting that YAIP works equally well for more and less disconnected participants.

Gender

Nationally, disconnected young women are nearly four times as likely as connected young women to have children, and women are more likely to be the primary or sole caretakers of children in young families. Disconnected young men face their own challenges, including increased likelihood of living with a disability and lower educational attainment than both connected young men and disconnected young women.¹ These and other factors may limit one group's ability to take advantage of YAIP or access employment and educational opportunities relative to the other. As shown in Appendix Table B.3, female program group members earned \$1,221 more in the last year of follow-up than their control group counterparts, which is statistically significantly different from the impact among male sample members. Female program group members were also statistically significantly less likely to enroll in a two-year college than

¹Burd-Sharps and Lewis (2017).

Appendix Table B.1

30-Month Impacts on Primary Outcomes, by Educational Status at Baseline

Outcome	Has High School Diploma or GED Certificate		Does Not Have High School Diploma or GED Certificate				Difference Between Subgroup Impacts ^a		
	Program Group	Control Group	Difference (Impact)	90 Percent Confidence Interval	Program Group	Control Group		Difference (Impact)	90 Percent Confidence Interval
Currently employed or enrolled in school or training at time of 30-month survey (%)	86.1	84.3	1.8	[-1.6, 5.2]	80.6	76.5	4.1	[-1.0, 9.2]	
Education since random assignment (%)									
Earned high school diploma or equivalency certificate (based on survey) ^b	7.9	9.4	-1.5	[-4.1, 1.1]	46.3	40.0	6.3 *	[0.3, 12.3]	†
Enrolled in a postsecondary institution	31.4	33.3	-1.9	[-5.6, 1.8]	9.1	10.7	-1.6	[-4.7, 1.5]	
Enrolled in four-year college	11.5	11.5	0.1	[-2.5, 2.7]	2.7	2.9	-0.3	[-2.0, 1.5]	
Enrolled in two-year college	22.6	23.4	-0.8	[-4.2, 2.6]	7.1	8.4	-1.3	[-4.1, 1.5]	
Employment and earnings in last year of follow-up									
Employment (%)	82.6	81.1	1.4	[-1.7, 4.6]	71.9	73.6	-1.8	[-6.5, 3.0]	
Average total earnings (\$)	9,521	8,788	733	[-30, 1,496]	5,896	5,636	260	[-623, 1,143]	
Average number of quarters employed	2.6	2.6	0.1	[-0.1, 0.2]	2.0	2.1	-0.1	[-0.2, 0.1]	
Average quarterly employment (%)	65.8	64.0	1.8	[-1.3, 4.9]	49.5	51.4	-1.9	[-6.0, 2.2]	
Currently employed (based on survey) (%)	68.9	65.7	3.1	[-1.3, 7.6]	58.2	52.7	5.5	[-0.7, 11.6]	
Sample size (total = 2,666)	988	656			644	378			

(continued)

Appendix Table B.1 (continued)

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires, postsecondary education data from the National Student Clearinghouse, and responses to the Subsidized and Transitional Employment Demonstration 30-month survey.

NOTES: Rounding may cause slight discrepancies in sums and differences.

Program impacts were calculated separately for each subgroup, using an ordinary least squares model and adjusting for pre-random assignment characteristics. Impact estimates were then examined for statistically significant differences across subgroups.

Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

^aWhen comparing impacts between two subgroups, an H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as follows: ††† = 1 percent; †† = 5 percent; † = 10 percent.

^bThere are some discrepancies in reported educational status at baseline and reported high school credential receipt on the 30-month survey, resulting in reports of credential receipt during the study period among those who had a credential at baseline. This is likely due to a combination of recall issues and instances of people earning high school diplomas after already having a GED.

Appendix Table B.2

30-Month Impacts on Primary Outcomes, by Length of Time Disconnected from Work and School at Baseline

Outcome	Nine Months or More				Less Than Nine Months				Difference Between Subgroup Impacts ^a
	Program Group	Control Group	Difference (Impact)	90 Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	90 Percent Confidence Interval	
Currently employed or enrolled in school or training at time of 30-month survey (%)	81.1	75.7	5.5 **	[1.1, 9.8]	86.8	86.7	0.1	[-3.6, 3.9]	
<u>Education since random assignment (%)</u>									
Earned high school diploma or equivalency certificate (based on survey)	20.9	19.5	1.4	[-2.5, 5.4]	22.9	26.5	-3.6	[-7.8, 0.5]	
Enrolled in a postsecondary institution	18.7	21.5	-2.8	[-6.3, 0.7]	26.9	26.9	0.0	[-3.9, 3.9]	
Enrolled in four-year college	7.9	6.9	1.1	[-1.4, 3.5]	8.8	9.1	-0.3	[-2.9, 2.3]	
Enrolled in two-year college	12.6	15.1	-2.5	[-5.6, 0.6]	19.8	19.7	0.1	[-3.5, 3.7]	
<u>Employment and earnings in last year of follow-up</u>									
Employment (%)	72.5	72.9	-0.4	[-4.5, 3.7]	83.8	84.4	-0.7	[-4.1, 2.8]	
Average total earnings (\$)	6,933	6,498	435	[-318, 1,188]	9,274	8,604	670	[-237, 1,577]	
Average number of quarters employed	2.1	2.1	0.0	[-0.2, 0.1]	2.6	2.6	0.0	[-0.1, 0.1]	
Average quarterly employment (%)	52.5	53.3	-0.8	[-4.4, 2.8]	65.3	65.3	0.1	[-3.3, 3.5]	
Currently employed (based on survey) (%)	59.7	53.6	6.2 *	[0.9, 11.5]	70.0	67.6	2.5	[-2.6, 7.6]	
Sample size (total = 2,605)	788	521			810	486			

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires, postsecondary education data from the National Student Clearinghouse, and responses to the Subsidized and Transitional Employment Demonstration 30-month survey.

NOTES: Rounding may cause slight discrepancies in sums and differences.

Program impacts were calculated separately for each subgroup, using an ordinary least squares model and adjusting for pre-random assignment characteristics. Impact estimates were then examined for statistically significant differences across subgroups.

Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

^aWhen comparing impacts between two subgroups, an H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as follows: ††† = 1 percent; †† = 5 percent; † = 10 percent.

Appendix Table B.3

30-Month Impacts on Primary Outcomes, by Gender

Outcome	Female				Male				Difference Between Subgroup Impacts ^a
	Program Group	Control Group	Difference (Impact)	90 Percent Confidence Interval	Program Group	Control Group	Difference (Impact)	90 Percent Confidence Interval	
Currently employed or enrolled in school or training at time of 30-month survey (%)	84.4	83.1	1.3	[-2.5, 5.1]	84.3	78.8	5.5 **	[1.3, 9.7]	
<u>Education since random assignment (%)</u>									
Earned high school diploma or equivalency certificate (based on survey)	20.3	19.4	0.9	[-2.8, 4.6]	24.6	24.2	0.3	[-3.9, 4.6]	
Enrolled in a postsecondary institution	24.3	27.6	-3.4	[-7.1, 0.4]	20.6	20.9	-0.4	[-3.9, 3.2]	
Enrolled in four-year college	10.2	9.2	0.9	[-1.7, 3.6]	6.2	7.8	-1.6	[-3.9, 0.8]	
Enrolled in two-year college	15.8	19.9	-4.1 **	[-7.4, -0.7]	16.2	14.0	2.2	[-1.0, 5.5]	††
<u>Employment and earnings in last year of follow-up</u>									
Employment (%)	81.0	81.0	0.0	[-3.5, 3.5]	75.2	76.0	-0.9	[-4.8, 3.1]	
Average total earnings (\$)	8,420	7,199	1,221 **	[439, 2,003]	7,801	7,999	-199	[-1,049, 652]	††
Average number of quarters employed	2.5	2.4	0.1	[-0.1, 0.2]	2.2	2.3	-0.1	[-0.2, 0.1]	
Average quarterly employment (%)	62.4	60.9	1.4	[-2.0, 4.8]	55.8	57.5	-1.8	[-5.3, 1.8]	
Currently employed (based on survey) (%)	65.8	61.3	4.6	[-0.3, 9.5]	65.2	59.0	6.2 *	[0.9, 11.6]	
Sample size (total = 2,669)	833	526			799	511			

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires, postsecondary education data from the National Student Clearinghouse, and responses to the Subsidized and Transitional Employment Demonstration 30-month survey.

NOTES: Rounding may cause slight discrepancies in sums and differences.

Program impacts were calculated separately for each subgroup, using an ordinary least squares model and adjusting for pre-random assignment characteristics. Impact estimates were then examined for statistically significant differences across subgroups.

Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

^aWhen comparing impacts between two subgroups, an H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as follows: ††† = 1 percent; †† = 5 percent; † = 10 percent.

female control group members, which is significantly different from the impact among male sample members. It is possible that the success female program group members experienced in the labor market discouraged them from enrolling in school. Interestingly, males experienced more employment benefits from the program in the short term, while females benefited slightly more in the long term.

Cohorts

As described in Chapter 1, the YAIP evaluation enrolled participants in three cohorts: July 2013, November 2013, and March 2014. Providers believed that each of these cohorts had unique characteristics, and engagement in employment and education can be cyclical. The implementation study found that there was high staff turnover among YAIP staff, suggesting that implementation may have varied across cohorts. Thus, the evaluation tested differences in impacts across cohorts. As shown in Appendix Table B.4, July Cohort (Cohort 1) program group members experienced an 8 percentage point decrease in college enrollment relative to their control group counterparts, which was significantly different than the program's effects in the other cohorts. This result appears to primarily be the result of a decrease in two-year college enrollment, which is also a significantly different impact from the other cohorts. Enrollment in four-year colleges did not differ significantly by cohort. This result might be related to the timing of the July Cohort: Participants might have been so engaged in YAIP that they chose not to enroll in the fall 2013 school semester — the most common time of year to start college — potentially leaving them behind their control group counterparts in the college enrollment cycle. Additionally, November Cohort (Cohort 2) program group members were significantly more likely to have been employed or enrolled in school or training at the time of the 30-month survey than control group members, which is significantly different from the impact among sample members in the other two cohorts.

Variation by Location

As described in Chapter 3, this analysis tested variation in location-level impact estimates for both confirmatory measures, as well as for earnings in the first year of follow-up in order to examine variation in impacts across locations during the program period.² Using an approach developed by researchers Bloom, Raudenbush, Weiss, and Porter, this analysis estimated adjusted empirical Bayes location-level program effects for each location, as well as the cross-location standard deviation of program effects.³ The research team then computed a Q-statistic, which tests whether the estimated standard deviation of location-level impact estimates is statistically significant. Put another way, the Q-statistic tests whether program effects varied significantly across program locations. To produce the location-level estimates, this analysis uses a two-level hierarchical linear model with fixed location-specific intercepts and random location-specific program assignment effects. The model also controls for the individual baseline covariates used in the full sample impact model, as well as for an indicator of whether individuals enrolled in YAIP after the beginning of the program.

²Year 1 earnings impacts can serve as a measure of treatment contrast, capturing both the amount of subsidized employment a participant worked and the relative quality of a participant's job following YAIP, which would be a result of strong job placement services.

³Bloom, Raudenbush, Weiss, and Porter (2017).

Appendix Table B.4

30-Month Impacts on Primary Outcomes, by Cohort

Outcome	Program Group	Control Group	Difference (Impact)	90 Percent Confidence Interval	Difference Between Subgroup Impacts ^a
<u>Cohort 1</u>					
Currently employed or enrolled in school or training at time of 30-month survey (%)	81.5	81.0	0.4	[-4.7, 5.6]	†
<u>Education since random assignment (%)</u>					
Earned high school diploma or equivalency certificate (based on survey)	25.9	23.9	2.0	[-3.0, 7.0]	
Enrolled in a postsecondary institution	17.0	24.7	-7.7 ***	[-12.2, -3.3]	††
Enrolled in four-year college	6.5	8.3	-1.8	[-4.7, 1.1]	
Enrolled in two-year college	12.2	17.1	-4.9 **	[-8.9, -1.0]	††
<u>Employment and earnings in last year of follow-up</u>					
Employment (%)	77.4	77.2	0.2	[-4.5, 4.9]	
Average total earnings (\$)	8,390	7,579	811	[-228, 1,851]	
Average number of quarters employed	2.4	2.3	0.0	[-0.1, 0.2]	
Average quarterly employment (%)	59.5	58.6	0.9	[-3.5, 5.3]	
Currently employed (based on survey) (%)	63.5	55.4	8.1 **	[1.7, 14.5]	
Sample size (total = 868)	534	334			
<u>Cohort 2</u>					
Currently employed or enrolled in school or training at time of 30-month survey (%)	86.4	78.6	7.8 ***	[3.0, 12.5]	†
<u>Education since random assignment (%)</u>					
Earned high school diploma or equivalency certificate (based on survey)	20.3	23.6	-3.3	[-8.1, 1.5]	
Enrolled in a postsecondary institution	24.5	21.4	3.1	[-1.4, 7.5]	††
Enrolled in four-year college	7.7	7.6	0.1	[-2.8, 3.1]	
Enrolled in two-year college	19.0	15.5	3.6	[-0.5, 7.7]	††
<u>Employment and earnings in last year of follow-up</u>					
Employment (%)	78.2	75.7	2.5	[-2.2, 7.1]	
Average total earnings (\$)	7,613	7,084	529	[-425, 1,482]	
Average number of quarters employed	2.3	2.2	0.1	[-0.1, 0.3]	
Average quarterly employment (%)	58.1	55.9	2.2	[-2.1, 6.5]	
Currently employed (based on survey) (%)	64.7	62.4	2.2	[-3.9, 8.4]	
Sample size (total = 900)	551	349			

(continued)

Appendix Table B.4 (continued)

Outcome	Program Group	Control Group	Difference (Impact)	90 Percent Confidence Interval	Difference Between Subgroup Impacts ^a
Cohort 3					
Currently employed or enrolled in school or training at time of 30-month survey (%)	84.7	85.4	-0.7	[-5.5, 4.1]	†
<u>Education since random assignment (%)</u>					
Earned high school diploma or equivalency certificate (based on survey)	19.8	17.4	2.4	[-2.5, 7.3]	
Enrolled in a postsecondary institution	26.4	27.9	-1.5	[-6.0, 3.1]	††
Enrolled in four-year college	10.8	8.7	2.1	[-1.2, 5.4]	
Enrolled in two-year college	17.1	20.3	-3.2	[-7.3, 1.0]	††
<u>Employment and earnings in last year of follow-up</u>					
Employment (%)	78.9	83.2	-4.3	[-8.7, 0.0]	
Average total earnings (\$)	8,241	8,442	-202	[-1,204, 801]	
Average number of quarters employed	2.4	2.6	-0.2	[-0.3, 0.0]	
Average quarterly employment (%)	60.1	64.0	-3.9	[-8.0, 0.3]	
Currently employed (based on survey) (%)	67.0	63.8	3.2	[-3.1, 9.6]	
Sample size (total = 910)	553	357			

SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires, postsecondary education data from the National Student Clearinghouse, and responses to the Subsidized and Transitional Employment Demonstration 30-month survey.

NOTES: Rounding may cause slight discrepancies in sums and differences.

Program impacts were calculated separately for each subgroup, using an ordinary least squares model and adjusting for pre-random assignment characteristics. Impact estimates were then examined for statistically significant differences across subgroups.

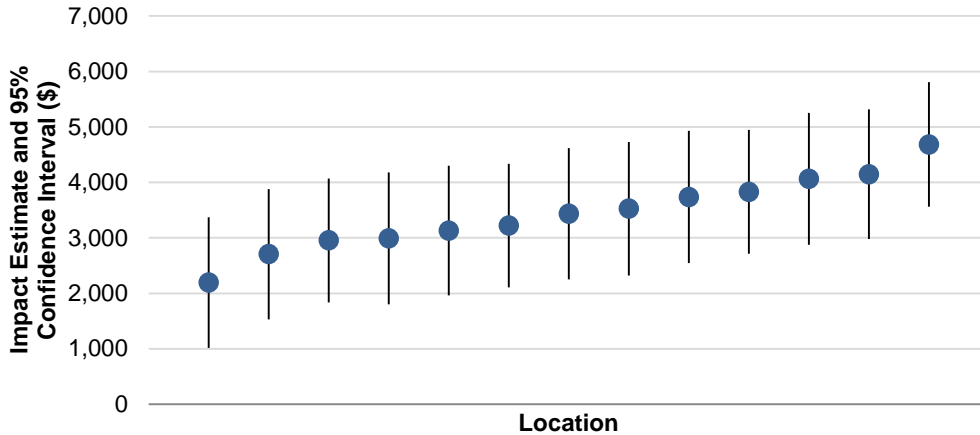
Statistical significance levels are indicated as follows: *** = 1 percent; ** = 5 percent; * = 10 percent.

^aWhen comparing impacts between two subgroups, an H-statistic is used to assess whether the difference in impacts between the subgroups is statistically significant. Statistically significant differences between subgroups are indicated as follows: ††† = 1 percent; †† = 5 percent; † = 10 percent.

This analysis found that program effects on confirmatory outcomes did not vary significantly across locations, but effects on Year 1 earnings varied significantly across locations. Appendix Figure B.1 shows location-level estimates of program effects on Year 1 earnings. The estimated cross-location standard deviation of program effects on Year 1 earnings was \$642 (p-value = 0.002). There was not enough variation in effects on earnings in the last year of follow-up or engagement in employment, education, or training at the end of the follow-up period for the model to calculate adjusted Empirical Bayes location-level effects. In other words, the best estimates of program effects at each location were equal to the estimates of effects across all locations, which are presented in Table 2.1.

Appendix Figure B.1

Location-Level Adjusted Empirical Bayes Impact Estimates of Earnings in the First Year of Follow-up



SOURCES: MDRC calculations based on quarterly wage data from the National Directory of New Hires and YAIP management information system subsidized earnings records.

NOTES: Sample size = 2,678.

Each circle represents the adjusted empirical Bayes impact estimate for one of the 13 YAIP locations (location names masked), and the lines surrounding the circles represent the 95 percent confidence interval for each estimate. If the confidence interval crosses zero, the location-level impact estimate is not significant. Adjusted empirical Bayes impact estimates were obtained by using a two-level hierarchical linear model with fixed location-specific intercepts and random location-specific program assignment effects. The model also controls for individual baseline covariates.

Variation by a Key Program Characteristic

As described in Chapter 3, this analysis tested whether the presence of a job developer moderates program impacts. Although a number of factors might be associated with differences in impacts across programs, the analysis focuses on just one program characteristic due to statistical power. YAIP locations were typically staffed with the equivalent of five full-time employees, but providers were left to determine how responsibilities would be distributed among program staff. Some locations had a designated unsubsidized job developer who spent the majority of time developing relationships with potential employers and referring YAIP participants to jobs through these connections. Other locations did not have a job developer, so YAIP staff members would share job development responsibilities, generally squeezing this work in whenever there was time. Providers believed that the latter arrangement led to a less-focused job development effort and that the presence of a designated job developer on staff was one of the location characteristics most strongly associated with improved employment outcomes for YAIP participants. Additionally, past implementation evaluations of transitional jobs have emphasized the importance of a strong focus on transitioning participants to unsubsidized placements, and the presence of a job developer on staff serves as a

proxy for a general focus on this program component. The analysis found that the presence of a job developer is not associated with impacts on either key outcome (results not shown in a table).

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