The Social Security Administration's Youth Transition Demonstration Projects: Interim Report on the City University of New York's Project

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Thomas Fraker
Alison Black
Joseph Broadus
Arif Mamun
Michelle Manno
John Martinez
Reanin McRoberts
Anu Rangarajan
Debbie Reed

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Submitted to:
Social Security Administration
Office of Program Development and Research
500 E St., SW, Room 905
Washington, DC 20254
Telephone: (202) 358-6509
Facsimile: (202) 358-6505
Project Officer: Joyanne Cobb

Submitted by:
Mathematica Policy Research
600 Maryland Avenue, SW
Suite 550
Washington, DC 20024-2512
Telephone: (202) 484-9220
Facsimile: (202) 863-1763
Project Director: Thomas Fraker

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TABLES

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FIGURES

ACRONYMS

AWIC = area work incentives coordinator

BLS = Bureau of Labor Statistics

BPQY = benefits planning query

CAT = Creative Arts Team

CDB = Childhood Disability Benefits

CDR = continuing disability review

CPI-W = consumer price index for urban wage earners and clerical workers

CUNY = City University of New York

DI = Social Security Disability Insurance

DOE = (New York City) Department of Education

EIE = earned income exclusion

ETO = Efforts-to-Outcomes, a management information system

GED = general educational development (or general equivalency diploma)

IDA = individual development account

IEP = individualized education program

ISY = In-School Youth (program)

ITT = intent to treat

MEF = Master Earnings File

LEADS = Linking Employment, Academics, and Disability Services (program)

NBS = National Beneficiary Survey

OLS = ordinary least squares

OMRDD = (New York State) Office of Mental Retardation and Developmental Disabilities

PASS = plan for achieving self-support

PCP = person-centered planning (or plan)

RA = random assignment

SEIE = student earned income exclusion

SNAP = Supplemental Nutrition Assistance Program

SSA = Social Security Administration

SSI = Supplemental Security Income

SYEP = Summer Youth Employment Program (NYC Department of Youth and Community Development)

TANF = Temporary Assistance for Needy Families

TOT = treatment on the treated

TRF = Ticket Research File

VESID = (New York State) Vocational and Educational Services for Individuals with Disabilities

WIPA = Work Incentives Planning and Assistance (grant or project)

YTD = Youth Transition Demonstration

YTDP = Youth Transition Demonstration Project

EXECUTIVE SUMMARY

The Youth Transition Demonstration (YTD) is a large-scale demonstration and evaluation sponsored by the Social Security Administration (SSA) to improve understanding of how to help youth with disabilities reach their full economic potential. In particular, SSA is interested in developing and testing promising approaches for helping young people with disabilities become more self-sufficient and less reliant on disability benefits. The YTD conceptual framework, which is based on best practices in facilitating youth transition, specifies that the six projects participating in the evaluation provide employment services (emphasizing paid competitive employment), benefits counseling, links to services available in the community, and other assistance to youth with disabilities and their families. Additionally, participating youth are eligible for SSA waivers of certain benefit program rules, which allow them to retain more of their disability benefits and health insurance while they work for pay. Using a rigorous random assignment methodology, the YTD evaluation team is assessing whether these services and incentives are effective in helping youth with disabilities achieve greater independence and economic self-sufficiency.[1] The earliest of the evaluation projects began operations in 2006 and ended in 2009. The latest started in 2008 and will end in 2012.

In this report, we present first-year evaluation findings for the City University of New York (CUNY) Youth Transition Demonstration Project (YTDP), which served youth ages 14 through 19 in Bronx County, New York from August 2006 to May 2010. While it will take several more years before we fully observe the transitions that youth participants make to adult life, early data from the evaluation provide rich information on how the YTDP operated and the differences it made in key outcomes for youth. Specifically, the report includes findings from our process analysis of the YTDP, including a description of the program model, how the project was implemented and services were delivered, and the project's fidelity to the YTD model. The report also includes impact findings, based on data collected 12 months after youth entered the evaluation, on the use of services, paid employment, participation in education, income from earnings and benefits, and attitudes and expectations.

In brief, we learned that the YTDP was well implemented and had statistically significant impacts on several important outcomes during the year following random assignment. The project as implemented closely conformed to the local design for the intervention and included all major components of the YTD program model. Through the process analysis, we found that the project enrolled 79 percent of eligible youth and provided all enrollees with at least some services, many of which were delivered through Saturday morning workshops. Approximately half of the enrollees had paid summer work experiences through the project. The impact analysis found that youth who had been given the opportunity to participate in the YTDP were more likely to have used services to promote employment and been employed for pay than in the absence of the intervention. However, the project had no impacts on income, expectations, or a composite measure of school enrollment or high school completion.

[1] In 2005, under SSA contract #SS00-05-60084, Mathematica Policy Research, a nonpartisan firm that conducts policy research and surveys, and its partner organizations, MDRC and TransCen, Inc., were awarded a contract to design and conduct the YTD evaluation and provide technical assistance to projects as they developed and implemented their interventions. The evaluation is advised by a technical working group consisting of young adults with disabilities, providers of services to teenagers and young adults with disabilities, policy researchers, academics, and representatives of federal agencies other than SSA.

The Youth Transition Demonstration Evaluation

The target population for the YTD evaluation is youth ages 14 through 25 who are either receiving SSA disability benefits or are at risk of receiving them in the future. The evaluation is based on a rigorous random assignment design. Youth who agree to participate in the evaluation are assigned at random to a treatment or control group. Youth in the treatment group are eligible to receive YTD services in addition to the SSA waivers, while those in the control group may receive only those services available in their communities, independent of the YTD initiative. The evaluation seeks to enroll approximately 880 youth in each of the six project sites.

We gathered information from a variety of sources to inform the findings in this report. We obtained information about project operations and the service environment through reviews of project documents, site visits, interviews with managers and staff, and focus group discussions with participating youth and their parents. We also examined data on enrollment of youth and service provision in the YTDP's management information system. Data for the impact analysis came from a 12-month follow-up survey and SSA administrative records. The survey focused on outcomes such as service use, employment, earnings, education, and attitudes and expectations. SSA administrative records provided data on benefits and the use of SSA work incentives and waivers. We also collected baseline data prior to random assignment through a survey and SSA administrative records. The comprehensive final report on the YTD evaluation, scheduled for 2014, will use data from a survey conducted 36 months after random assignment and SSA administrative records to assess more completely the transition process and the extent to which the YTDP and the other five random assignment YTD projects improved transition outcomes.

The CUNY Youth Transition Demonstration Project

CUNY's John F. Kennedy, Jr. Institute for Worker Education administered the YTDP project on two of the university's college campuses in the Bronx. It sought to maximize economic self-sufficiency and independence for youth with severe disabilities by improving their educational and employment outcomes. A distinguishing feature of the project was that, while serving youth, it also engaged their parents and other family members. Services for youth included Saturday recreation and other group activities, as well as workshops on self-determination, career development, and benefits counseling. Project staff also provided individualized services, such as person-centered planning, benefits counseling, and referrals for additional services. Furthermore, summer employment was guaranteed for all interested participants. The intervention also offered parents workshops on benefits planning, advocacy, and the availability of services in the community.

The deputy director of the Institute was the director of the YTDP. Additional administrative staff were the project manager and the administrator of the project's management information system. Two campus-based teams, composed of eight key line staff and more than fifty auxiliary staff, delivered YTDP services. The key staff were three benefits advisors who divided their time between CUNY's Work Incentives Planning and Assistance project and the YTDP, two full-time and one part-time career development specialists, and two full-time parent advocates. Most of these individuals resided in the Bronx, were demographically representative of the families of the YTDP target population, had children with disabilities or had disabilities themselves, and were well integrated into their communities. Many of the auxiliary staff were CUNY students who served as "buddies" to the youth participating in the Saturday activities. They also served as job coaches for the youth. Older auxiliary staff members served as parent peer mentors.

Mathematica identified youth satisfying YTDP eligibility criteria by using lists of Social Security beneficiaries. We conducted outreach to those youth and recruited them into the study in three yearly cohorts, starting in July 2006 and ending in November 2008. After the initial outreach, completion of the baseline interview, and provision of written consent, we admitted the youth into the evaluation's research sample. Mathematica randomly assigned members of the research sample to the evaluation's treatment or control group at a six-to-five ratio, resulting in a treatment group of 492 youth and a control group of 397.

All of the youth in the research sample were current or recent recipients of Supplemental Security Income (SSI). They ranged in age from 14 to 19 at the time of random assignment, with an average age of 16. A total of 68 percent of the study participants were male, 70 percent were Hispanic, and learning disabilities and cognitive or developmental disabilities were the primary disabling conditions for 67 percent. More than 94 percent of the youth were enrolled in school at the time of random assignment, and about one in five reported having worked for pay during the year prior to random assignment.

YTDP staff obtained signed application forms for 79 percent of the treatment group members, which meant that those youth were formally enrolled in project services. The initial enrollment was in August 2006 and the final in January 2009. Enrollees were eligible for 11 months of core services following a structured curriculum and nine months of limited follow-on services.[2] The project ended all services in May 2010.

Implementation Findings for the YTDP

The YTDP operated on a pilot basis for two years prior to joining the YTD national random assignment evaluation in 2006. Changes in the project design for the national evaluation included targeting only SSI beneficiaries (as opposed to a mix of beneficiaries and special education students at risk of becoming beneficiaries), expanding to a second CUNY campus as a service delivery site to accommodate a larger scale of operations and enhancing the career development and benefits counseling components of the intervention. In addition, the sequence and mode of service delivery were modified substantially. Previously, a summer institute constituted the core of the intervention, providing recreational activities, self-determination skills training, vocational assessment, and work experiences in a college campus setting. It was replaced with a two-semester series of Saturday recreational activities and workshops (on self-determination, benefits planning, and career development), complementary individualized services, and a culminating paid summer work experience, followed by additional individualized services upon request by the youth.

Although the YTDP changed over time, the goal of the project remained to "achieve maximum independence and economic self-sufficiency" among participating youth (CUNY, JFK, Jr. Institute 2003). Another stable aspect of the project was its emphasis on engaging and empowering parents to advocate for and support the transition efforts of their youth.

The YTDP succeeded in enrolling 387 (79 percent) of the 492 treatment group members and providing them with services designed to promote their independence and economic self-sufficiency. The services were delivered with a high degree of fidelity to the YTDP program model, which emphasized self-determination, family involvement, and career development, culminating

[2] Youth who enroll in YTD project services are eligible for the SSA waivers for four years following random assignment, or until age 22, whichever comes later. All wavier eligibility is scheduled to cease in September 2013.

with paid work experience. All of the intervention components in the YTD conceptual framework were manifested in YTDP services. The YTDP was well integrated with the community it served, which was critical to its ability to achieve high rates of participation. A staffing plan that targeted well-networked community members, combined with the use of workshops and other group activities as the primary service-delivery mechanism, led to high levels of family involvement, which was key to achieving and sustaining a high degree of youth engagement.

All of the youth who enrolled in the YTDP received some type of service and their participation in the Saturday workshops was notable. On average, the enrollees attended 9 of the 19 scheduled workshops and received 43 hours of services. Employment services were especially well utilized, with 92 percent of youth receiving some type of employment service and half participating in summer employment. While the amount of services delivered was noteworthy, the 11-month core service-delivery period was short relative to the service-delivery periods of the other YTD projects. Furthermore, several aspects of the summer work experience, including its brief duration (seven weeks), may have limited its potential to influence longer-term employment outcomes positively.

First-Year Impact Findings for the YTDP

We estimated the impacts of the YTDP on outcomes in five domains: (1) employment-promoting services, (2) paid employment, (3) education, (4) youth income, and (5) attitudes and expectations. Within each domain, we analyzed one primary outcome and a number of secondary outcomes. The results for the primary outcomes are the basis for our principal conclusions regarding the project's impacts in the year following random assignment.

Impacts on the Use of Services

Consistent with the YTD conceptual framework, the YTDP increased the use of *employment-promoting services* by youth with disabilities. More than two-thirds of treatment group youth reported having used any employment-promoting service in the year following random assignment (Table 1). We estimated that, in the absence of the YTDP, slightly more than half of these youth would have used any such service. The impact of the YTDP was a 16-percentage point increase in the use of employment-promoting services. This overall impact was a product of impacts on the use of a number of specific types of employment services. The largest of these impacts were on support for resume writing and job search activities (22 percentage points) and benefits counseling (29 percentage points).

Services not directly related to employment were widely available for the YTDP target population through schools and other providers, such that the project had no impact on their use. Eighty-four percent of treatment group members used non-employment services, but we estimated that almost as many (81 percent) would have used them even in the project's absence (Table 1). The high rate of use of non-employment services meant that there was little room for the YTDP to increase the use of services overall; in fact, we found that the intervention had no impact on the share of youth who used any type of service (employment or non-employment).

The previously mentioned positive impact of the YTDP on the use of benefits counseling services appears to have been reflected in greater knowledge of SSA work incentives and requirements among treatment group members. We estimated that the YTDP significantly increased awareness of each of six work incentives and requirements by between 5 and 25 percentage points (Table IV.3). This translated into greater understanding that benefits and medical coverage do not end as soon as a beneficiary begins working for pay.

Table 1. Estimated Impacts of the YTDP on the Use of Services (percentages)

	Treatment Group				
	Observed Mean	Est. Mean w/o YTDP	Impact		P-Value
Domain: Employment-Promoting Services					
Primary outcome: used any employment-promoting service	**68.0**	**51.9**	**16.2**	*******	**0.00**
Used employment-promoting services:					
Career counseling	44.2	35.4	8.8	**	0.02
Support for resume writing and job search	45.2	23.7	21.5	***	0.00
Job shadowing, apprenticeship/internship	11.3	4.9	6.4	***	0.00
Other employment-focused services (basic skills training, computer classes, problem solving, and social skills training)	5.1	5.0	0.1		0.97
Counseling on SSA benefits and work incentives	39.2	10.7	28.5	***	0.00
Additional Service-Use Outcomes					
Used any non-employment service	83.9	80.6	3.3		0.24
Used any service (employment or non-employment)	88.4	84.8	3.5		0.15

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates. We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response. The analysis sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for the sample sizes for all outcomes.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

Impacts on Paid Employment and Other Key Outcomes

The YTDP sought to improve economic self-sufficiency and independence among youth receiving SSA disability benefits by providing employment-promoting services, including work-based experiences and enhanced SSA work incentives. Because summer jobs were integral to the intervention, its effective implementation would be expected to increase paid employment directly. Our primary outcome in the domain of *paid employment* was whether a youth was ever employed in a paid job during the year following random assignment. We found that 31 percent of treatment group youth worked for pay sometime during the year,[3] whereas we estimated that only 22 percent would have done so in the absence of the YTDP (Table 2). The estimated impact of nine percentage points is statistically significant. Additional analyses (Figure V.1) revealed that the impact on paid employment was concentrated in the summer months, confirming that the impact mainly reflects the jobs arranged by the project. We also estimated the impact on earnings, a supplementary

[3] Seventy-nine percent of treatment group members enrolled in the YTDP. Half of the enrollees, or 39.5 percent of the treatment cases, were placed in summer jobs. The discrepancy between this rate and the 31 percent employment rate reported in Table 2 may be explained by the difference in the follow-up periods. The implementation analysis covers 15 months after random assignment and the impact analysis covers 12 months after random assignment. In addition, there may be recall error in the study's 12-month follow-up survey.

Table 2. Estimated Impacts of the YTDP on Employment and Other Key Outcomes in the Year Following Random Assignment (percentages, unless otherwise noted)

	Treatment Group				
	Observed Mean	Est. Mean w/o YTDP	Impact		P-Value
Domain: Paid Employment					
Primary outcome: ever employed in paid job	**30.5**	**21.5**	**9.0**	***	**0.00**
Total earnings[a, b]	$544	$529	$14		0.88
Domain: Education					
Primary outcome: ever enrolled in school, or had completed high school by the end of the year	**90.7**	**88.9**	**1.7**		**0.43**
Domain: Youth Income					
Primary outcome: total income (earnings and SSA benefits)[a, b]	**$7,148**	**$7,173**	**-$24**		**0.85**
Number of months of benefit receipt	10.9	11.1	-0.2		0.30
Total SSA benefit amount	$6,562	$6,605	-$43		0.64
Domain: Attitudes and Expectations					
Primary outcome: youth agrees that personal goals include working and earning enough to stop receiving Social Security benefits	**68.0**	**73.4**	**-5.4**		**0.13**

Sources: YTD 12-month follow-up survey and SSA administrative records.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates. We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response. The analysis sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for the sample sizes for all outcomes.

[a]For these outcomes, item non-response occurred conditionally, depending on the values of other measures in the follow-up survey. The rate of missing data is 7.1 percent for both earnings and income. We used a "multiple imputations" procedure to assign values when they were missing. See Appendix A, Section E, for more information on this procedure.

[b]The average includes youth not employed during the year following random assignment.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

outcome of considerable policy interest in this domain, but found no impact on total earnings during the year following random assignment. The summer jobs were brief and the earnings modest, so it is not surprising that we did not find an impact on annual earnings.

The YTDP provided education services to youth who had education goals or expressed a need for such services. For this reason, we estimated the impacts of the intervention on outcomes in the domain of *education*. Our primary outcome in this domain was whether a youth was ever enrolled in an educational institution during the year following random assignment or had successfully completed high school by the time of the 12-month survey. Table 2 shows that more than 90 percent of the treatment group members had either completed high school by the time of the survey or had been enrolled in school during the previous year, and that the YTDP was not a significant determinant of that percentage.

In the domain of *youth income*, we found that the YTDP had no impact on the primary outcome: total youth income from earnings and SSA benefits during the year following random assignment. Furthermore, although youth in the treatment group were more knowledgeable about SSA work incentives and requirements, that did not translate into their receiving more disability benefits. We found no impact on two supplementary outcomes: the number of months of benefit receipt during the year following random assignment and the total amount of benefits received during that year.

Finally, we found that the YTDP had no impact on the primary outcome in the domain of *attitudes and expectations*. Table 2 shows that nearly seven in ten treatment group youth agreed that their personal goals included working and earning enough to stop receiving disability benefits. However, we estimated that this proportion essentially would have been essentially the same in the absence of the intervention.

Conclusion

The YTDP delivered a statistically significant supplement to the services that youth with disabilities in the Bronx could receive from other sources. On average, participants in the intervention received 43 hours of YTDP services of all types, or about one hour per week over the project's 11-month core curriculum. In addition, the YTDP provided half of its participants with paid work experiences, a core component of the YTD intervention design, although those experiences were rarely in competitive employment. While CUNY faithfully implemented its design for the YTDP, the intervention proved to be less than what was envisioned in the YTD conceptual framework. However, it did shift services in the desired direction—toward emphasizing a successful transition to employment and adult life. Whether the intervention was sufficient to improve transition outcomes to a meaningful degree will be assessed in subsequent analyses under this evaluation.

It is important to recognize that this report has presented interim impact estimates based on data pertaining to the first year in the evaluation's multiyear follow-up period. Almost all members of the research sample were still in school during that period and so had limited opportunities to work and achieve other milestones of independence. Furthermore, the YTDP enrollees still were eligible to receive follow-on project services at the time they completed the 12-month interview. Interim evaluation findings from the other five random assignment YTD projects will enable us to extend the initial assessments presented in this report. Interim reports on two of those projects, along with this report on the YTDP, will be completed in 2011, while the interim reports on the remaining three projects will be completed in 2012. As was planned, the projects vary in the mix and intensity of services while broadly adhering to the YTD program model. Therefore, we expect that the full set of six interim evaluation reports will provide SSA with a better understanding of the challenges that youth with disabilities face in making transitions and the specific types of interventions that might assist more of them to succeed. Furthermore, the YTD evaluation's comprehensive final report will present impact estimates based on 36 months of follow-up data from all six of the random assignment projects. Our analyses of those data may reveal longer-term impacts of the YTDP in addition to the short-term impacts reported here.

I. INTRODUCTION

Youth with disabilities often face a particularly difficult transition to adulthood. In addition to the host of issues facing all transition-age youth, those with disabilities face special challenges related to health, social isolation, service needs, and lack of access to supports. These challenges complicate their planning for education, work, and adult life in general. Many of these youth experience poor educational and employment outcomes, high risk of dependency on public benefits, and a lifetime of poverty. Despite broad recognition of these challenges and poor outcomes (Loprest and Wittenburg 2005, 2007), little is known about how best to help transitioning youth with disabilities improve their employment and earnings opportunities in adulthood.

To understand more fully how to help youth with disabilities reach their economic potential, the Social Security Administration (SSA) initiated the Youth Transition Demonstration (YTD) evaluation. The purpose of the evaluation is to find and test the most promising service strategies for helping youth with disabilities maximize their economic self-sufficiency as they transition from school to work. The SSA is also interested in testing the effectiveness of altering certain benefit program rules as an incentive to encourage youth with disabilities to initiate work or increase their work activity to increase earnings. The target population for YTD is youth ages 14 to 25 who currently receive SSA disability benefits or are at risk of receiving such benefits.[4]

Using a rigorous random assignment methodology, the YTD evaluation examines the extent to which the various work-promoting services and incentives help youth with disabilities achieve greater economic self-sufficiency as they transition to adulthood.[5] Under YTD, SSA (with input from the evaluation contractor) selected six project sites for evaluation based on their adoption of promising strategies to support youth with disabilities. The YTD projects focus on youth empowerment, self-sufficiency, employment, and earnings, and provide employment services, benefits counseling, links to services in the broader community, and other family and youth supports. In addition, SSA has provided special waivers for YTD to improve work incentives by allowing participating youth to retain more of their disability benefits and health insurance in the short term while they work or engage in work-based experiences.

As part of the YTD evaluation, Mathematica Policy Research and its subcontractors are conducting site-specific interim studies to examine implementation of the intervention and assess the short-term impacts during the year after youth were offered demonstration services. In this report, we present the first set of findings for the City University of New York (CUNY) Youth Transition Demonstration Project (YTDP) in Bronx County, New York. We provide both a detailed explanation of the YTDP intervention and an in-depth discussion of how the project was

[4] The SSA disability population eligible for YTD includes beneficiaries of the following programs: child and adult Supplemental Security Income (SSI), Social Security Disability Insurance (DI), and Childhood Disability Benefits (CDB). SSI is a means-tested program in which eligibility is based on severe functional limitations (for child SSI benefits) or a medically determined disability that prevents substantial gainful employment (for adult SSI benefits). DI beneficiaries are individuals with an earnings history and a disability that prevents substantial gainful employment. CDB beneficiaries must be under age 25, have a disabling condition with an onset before age 22, and a parent receiving Social Security benefits (see Rangarajan et al. 2009a, pp. 18-19).

[5] Under SSA contract #SS00-05-60084, Mathematica Policy Research, a non-partisan firm that conducts policy research and surveys, assembled a multidisciplinary team, including key partner organizations MDRC and TransCen, Inc., to design and conduct the YTD evaluation and to provide technical assistance to the projects as they develop and implement their YTD interventions. The YTD project is advised by a technical working group that has reviewed the evaluation design (Rangarajan et al. 2009a).

implemented, including its fidelity to the intended demonstration model. We also provide estimates of the impacts of the project on the receipt of services by youth and on short-term outcomes, such as increased participation in paid employment, advancement in education, higher income from earnings and benefits, and a stronger sense of self-efficacy. In this evaluation's comprehensive final report, we will assess the longer-term effects of this project and the other five random assignment YTD projects on the transition to adult life, particularly in terms of improved employment and income.

We begin the report with an introduction to the YTD initiative, the YTDP, and the YTD evaluation. In Chapter II, we describe our approach to conducting the process and impact analyses, including data sources, samples, key measures, and our analytic methodology. In Chapter III, we present the analysis of program implementation. In Chapters IV through IX, we present the short-term impacts on outcomes such as service use, employment, educational experiences, income, and youths' expectations about the future. We present our conclusions from this interim research in Chapter X. In Appendices A through C, we present technical discussions and supplementary analyses.

A. The YTD Conceptual Framework

The YTD evaluation tests whether the provision of services and new work incentives to youth with disabilities can help young people overcome the barriers they face during their transition to adulthood. Many youth with disabilities, particularly those whose impairments are sufficiently severe to qualify them for SSA disability benefits, do not reach their full potential and instead experience high rates of unemployment, poverty, and incarceration (Loprest and Wittenburg 2007).

In designing the YTD intervention, we identified several barriers to successful transitions and then drew on the existing evidence to determine promising means of addressing those barriers. In particular, earlier demonstration projects provided evidence about what has worked for serving people similar to YTD youth.[6] We also drew on the Guideposts for Success, developed by the National Collaborative on Workforce and Disability for Youth (2005). In the YTD evaluation design report (Rangarajan et al. 2009a), we summarize the research evidence that forms the basis of the demonstration.

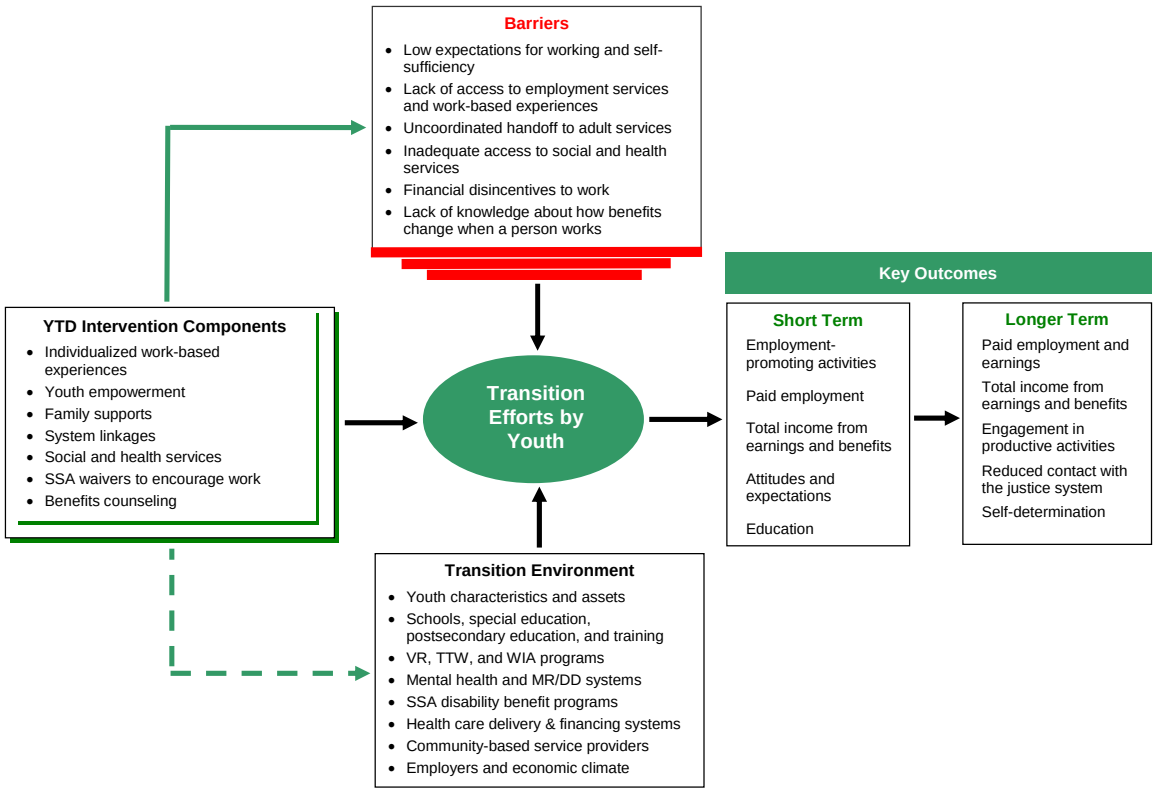
The YTD intervention design and evaluation are guided by a conceptual framework (Figure I.1) based on the research evidence and informed by SSA's goals for the intervention. The transitions to adulthood made by youth with disabilities are shaped by the youths' characteristics and their social, educational, and employment environment. However, several barriers may inhibit those transitions. The YTD intervention is intended to address the barriers and work within the environment of each demonstration site to facilitate better transitions. The evaluation assesses whether youth offered YTD services achieve improved short- and longer-term outcomes relative to youth not offered the services. In the short term, as examined in this interim report, we assess whether the planned intervention was delivered, the impact of YTD on service use, and short-term outcomes in employment, earnings, education, income, and expectations. In the longer term, we will examine whether YTD affected the key markers of a successful transition to adult life: employment, earnings,

[6] The U.S. Department of Labor's Structured Training and Employment Transitional Services demonstration and SSA's Transitional Employment Training Demonstration provided valuable evidence for the design of the YTD intervention (Rangarajan et al. 2009a).

income, engagement in productive activities, reduced contact with the justice system, and self-determination.

Youth with disabilities face many barriers that can affect the success of their transition to adulthood. Some of these are the product of youths' perceptions of their impairments and opportunities, which can lead to low expectations about working and self-sufficiency. Low expectations, in turn, can lead to marginalization, isolation, and diminished expectations about a youth's abilities among family members, teachers, and employers. Other barriers arise because youth do not identify or obtain appropriate support services, and a lack of high-quality employment services and opportunities for work-based experiences can create barriers to successful entry into the adult labor market (Mank et al. 2003; Wehman 2006). Furthermore, youth with disabilities may have to deal with school support systems that have significant gaps in both student services and critical linkages to adult services. The latter can lead to an uncoordinated handoff to adult services. Program rules that often reduce cash benefits with a rise in earnings or result in possible redetermination of a youth's status as disabled may create financial disincentives to work. Finally, lack of knowledge about work incentives in SSA benefit programs and the interaction of work experiences, benefits, and SSA incentives can inhibit beneficiaries' interest in pursuing employment. Together, these barriers can lead to significant challenges in navigating the transition to adulthood successfully.

Figure I.1. Conceptual Framework for SSA's YTD Projects



As shown in Figure I.1, the YTD projects were designed to address each of these barriers by directly providing services and financial incentives to youth with disabilities and their families. As described in the conceptual model, the key components of the projects—services and incentives—included work experiences, youth empowerment, family support, system linkages, social and health

services, SSA waivers to encourage work, and benefits counseling. Some projects, including the YTDP, also provided education services. Although the YTD projects were not intended to bring about systems change, the projects may have improved the transition environment indirectly. For example, the YTD projects may have helped local service providers learn how better to meet the needs of youth with disabilities. The YTD evaluation does not test this potentially indirect effect (shown by the dotted arrow in the conceptual framework).

YTD was intended to help youth become as economically self-sufficient as possible as they transitioned to adulthood. Work-based experiences were a core component of the YTD intervention, and the YTD model stressed the importance of paid employment experiences. The projects offered a range of work-based service options, including career exploration, job shadowing, volunteer work, internships, apprenticeships, and paid employment. These experiences helped youth learn workplace skills, identify career preferences, and identify the workplace supports and accommodations that may be essential to employment success. The YTD intervention's various options were designed to address the lack of access to employment services and paid work experiences faced by youth with disabilities. In addition, recognizing that education is an important determinant of future work success, some YTD projects, including the YTDP, supported educational goals such as completing high school, obtaining a General Educational Development (GED) credential, and enrolling in postsecondary education.

By emphasizing youth empowerment—the acquisition of skills and knowledge that enable youth to control their life choices—the YTD intervention addressed youths' low expectations associated with working and self-sufficiency. Empowerment is critical to choices about participation in services that will influence youths' education, employment, and career directions. The YTD projects facilitated empowerment by involving youth in developing person-centered plans for services that promote success in future goals. Through this process, the YTD projects identified the key barriers relevant to each youth and specified steps for addressing them.

Other important components of the YTD intervention included supporting the family with training and information to help youth make appropriate choices and navigate the service environment. Such support helped families address the barriers of low expectations and inadequate access to social and health services. In addition, to address the barriers resulting from uncoordinated service environments and inadequate access to services, the intervention emphasized linkages between systems, particularly those between academic coursework and work-based experiences and effective coordination of social and health services after school exit.

To enhance work incentives, the YTD projects also provided SSA waivers of disability program regulations. One barrier faced by youth is the disincentive to work due to SSA program rules that reduce benefits as earnings rise, effectively reducing the extent to which employment financially benefits youth with disabilities. In response, the waivers for YTD encouraged paid employment by allowing youth to keep more of their earnings while continuing to pursue education and asset accumulation.

- Under the earned income exclusion (EIE), SSI benefits are reduced by $1 for every $2 earned above a base amount. An important SSA waiver for YTD made the EIE more generous, so that benefits were reduced by only $1 for every $4 earned above a base amount.
- For the student earned income exclusion (SEIE), which disregards up to $1,640 per month (in 2009) of a student's earnings for those age 21 and younger, a waiver extended

the earnings exclusion to all youth participating in YTD who attended school, regardless of age.

- For youth who were determined ineligible for disability insurance for medical reasons based on a continuing disability review (CDR) or age-18 medical redetermination, a waiver delayed the cessation of benefits for the duration of the other waivers.

In addition to the above waivers, SSA provided YTD participants with enhanced incentives for investing in self-sufficiency goals and accumulating savings. For youth with approved plans for achieving self-sufficiency goals (known as the plan for achieving self-support, or PASS), SSA disregarded the funds used for the PASS from eligibility determination and adjusted benefits to compensate partially for these expenses. The YTD waiver expanded eligible PASS activities to include postsecondary education and career exploration. Finally, SSA encouraged asset accumulation in federally-funded individual development accounts (IDAs) by not including any beneficiary deposits in the calculation of earned income that would reduce benefits and disregarding matching deposits, account balances, and interest earned from eligibility determinations. For YTD participants, these exclusions were extended to IDAs that are not federally funded. In Appendix C, we provide more complete descriptions of the five SSA waivers for YTD.

Finally, the YTD intervention provided benefits counseling to compensate for the lack of information about benefits and clarify the relationship between benefits and work. YTD benefits counseling assisted youth and their families in understanding the complexity of work incentives under SSA program rules.

The YTD evaluation team identified the key intervention components deemed best practices and required all projects to consider these components as part of their service models. TransCen, Inc., a subcontractor to Mathematica on the evaluation, provided the projects with training and technical assistance on the implementation of the components. However, each project enjoyed flexibility to customize its approach to service delivery in the manner determined most effective in improving outcomes for youth. It also should be noted that the components were delivered within the existing transition environment, and the projects, to varying degrees, leveraged services available in their communities. For these reasons, the projects differed in their service models and implementation, which in turn may have led to differential impacts on youth outcomes.

B. The YTD Evaluation

The YTD evaluation design called for six projects to be selected for participation in the national impact evaluation. The projects were required to meet four key criteria. First, they had to offer high-quality intervention services expected to improve self-sufficiency. Second, as a group, the sites had to reflect a mix of service strategies and target populations. Third, they had to demonstrate the ability and willingness to participate in a random assignment evaluation. Finally, they had to be sufficiently large to serve 400 youth over a two- to three-year period.

In 2003, SSA entered into cooperative agreements with seven organizations to implement YTD projects that emphasized employment and youth empowerment. In 2006, SSA selected three of the seven projects for the random assignment evaluation.[7] The choice of projects, based on

[7] Among the four original YTD projects that did not participate in the random assignment evaluation, two (located in Iowa and Maryland) ceased operations in 2007 and two others (in California and Mississippi) continued providing services through 2009. Descriptions of the seven original YTD projects can be found in Martinez et al. (2010).

recommendations from the evaluation team, included those with the capacity to serve the large number of youth required by the evaluation and a willingness to use a random assignment design. The projects were the Youth WINS project in four counties in Colorado; the Transition WORKS project in Erie County, New York; and the YTDP project in Bronx County, New York.

Also in 2006, the evaluation team conducted a nationwide search for potential new YTD projects by reaching out to organizations that were either operating strong transition programs or had the capacity to do so and met the evaluation requirements of an adequately sized target population and a willingness to implement random assignment. That search resulted in the selection of five organizations in fall 2006 to run pilot programs in 2007. Based on recommendations from the evaluation team, in November 2007 SSA selected three of the five organizations to implement their interventions fully and participate in the national impact study: The three organizations were Abilities, Inc. in Miami-Dade County, Florida; St. Luke's House in Montgomery County, Maryland; and the Human Resources Development Foundation, Inc. in 19 counties in West Virginia.[8] Descriptions of all six random assignment YTD projects can be found in Martinez et al. (2008).

The YTD evaluation is based on a multicomponent design to provide strong evidence on the extent to which the intervention led to intended changes in the transition outcomes of youth. The process analysis examines the implementation of YTD in the six projects and considers how well the intended intervention was delivered. The impact analysis is based on a rigorous random assignment design. The target number of voluntarily enrolled youth for each site was 880, with 480 randomly assigned to a treatment group and the remainder assigned to the control group. Youth in the treatment group could receive YTD services as well as the SSA waivers, while youth in the control group could receive only those services available in their communities, independent of the YTD initiative. Finally, the evaluation's cost analysis examines the costs of the intervention components so as to assess the potential benefits and costs of scaling up implementation of the intervention.

Information for the evaluation comes from a wide range of data sources. We rely on program documents, site visits, interviews with managers and staff, and focus groups with youth and parents to examine the program service model, implementation, and participation. We also examine service provision data from the evaluation's management information system, which was used by each project. Data for the impact analysis come from baseline and follow-up surveys and SSA administrative records. The follow-up surveys gather information on youth and family characteristics, as well as outcome measures such as service use, employment, earnings, and attitudes and expectations. They are conducted at one year and three years following random assignment. The administrative records provide information on earnings and benefits and on a small number of individual characteristics, covering a period ranging from one year before to three to four years after random assignment.

C. The CUNY Youth Transition Demonstration Project

The John F. Kennedy, Jr. Institute for Worker Education (JFK, Jr. Institute or "the Institute"), located in CUNY's Office of the University Dean for Health and Human Services, administered the YTDP. The Institute supports workforce development initiatives in health, education, and human services, and was designated by CUNY to administer the YTDP due to its workforce development expertise. Project services included Saturday group activities and workshops on self-determination,

[8] SSA funding for the two pilot projects (located in Vermont and Washington) not selected into the random assignment evaluation ceased on December 31, 2007.

career development, and benefits counseling. Workshops for parents addressed benefits counseling, advocacy, and the availability of community services. Individualized services included person-centered planning, benefits counseling, and referrals. Summer employment was guaranteed for all interested participants. The YTDP served youth ages 14 to 19 who received SSA disability benefits and lived in Bronx County. (Although the YTD demonstration targeted youth ages 14 to 25, sites were given the option of targeting a subset of the full range.)

In 2003, SSA selected CUNY to operate a YTD project. The Institute successfully piloted the YTDP in 2004 and 2005. In 2006, SSA selected the YTDP to participate in the national impact evaluation. The project made significant adjustments to the service delivery model for the national evaluation. In addition, the Institute increased its capacity, expanded career development and benefits counseling, and added the series of Saturday sessions. The evaluation includes three cohorts of youth who began receiving project services in October 2006, October 2007, or October 2008.

In Bronx County, as in four of the other five YTD sites, Mathematica used lists of Social Security beneficiaries provided by SSA to draw a random sample of youth eligible for the YTDP. Mathematica conducted outreach to and recruited sample members for the study. The recruitment process extended from July 2006 through November 2008, by which time we had obtained 918 baseline interviews and written consents for participation in the evaluation. After initial outreach, the baseline interviews, and grants of consent, Mathematica randomly assigned youth to the treatment or control groups. The YTDP began enrolling treatment group youth in project services in August 2006 and completed enrollment in January 2009. Services terminated in May 2010, with the project scheduled to end formally in September 2010.

Following random assignment, the staff of the YTDP reached out to each youth in the treatment group and invited youth and parents to individualized or group orientation sessions. The curriculum-based program began each year in early October on two CUNY campuses, with weekly activities on Saturdays for 9 weeks in the fall semester and 10 weeks in the spring semester. Saturday mornings began with group activities such as recreation, multimedia art, and drama. Group activities were followed in the fall by youth workshops focused on self-determination, preparation for employment, and benefits and, in the spring, workshops on career development and benefits. Parent workshops focused on advocacy skills, supporting youth through the transition to adulthood, benefits counseling, and community resources. During the break between the fall and spring sessions, youth and parents engaged in person-centered planning regarding the youth's interests and goals. The person-centered plan provided the YTDP career development specialists with the information they needed to place participating youth in summer employment positions, mainly on the two CUNY campuses. Following the work experience, youth and parents engaged in a second person-centered planning session, which was the final curriculum activity. After completing the curriculum, youth were encouraged to contact YTDP staff for post-curriculum support for up to nine months of individualized services.[9] In Chapter III, we provide a fuller description of the YTDP, the intended sequence of services for a youth who enrolled in the curriculum, the roles of the JFK, Jr. Institute staff members and their partners, and services actually provided by the project.

[9] Youth who enrolled in YTD project services are eligible for the SSA waivers for four years past random assignment or until youth reach age 22, whichever comes later. All waiver eligibility ceases after September 2013.

D. Research Objectives for This Report

In this interim report, we examine the services that the YTDP provided, assess how they were delivered and their fidelity to the proposed service model, and identify the successes and challenges associated with implementation. This analysis, known as process analysis, provides critical information for future replication or adoption of promising practices and informs policy by providing evidence of what is needed to implement programs similar to the YTDP. The process analysis also improves our understanding of major impacts (or the lack thereof) by examining factors such as the fidelity of implementation to the proposed design, who participated in project activities, the intensity of services received, and challenges faced by the project.

Building on the process analysis, we examine whether the YTDP improved short-run outcomes for youth 12 months after random assignment. If the project succeeded in engaging youth in services, we would expect that youth randomly selected to have the opportunity to participate in the YTDP (treatment group members) would have higher levels of service use than youth ineligible for the YTDP (control group members). Engaging youth in work-related activities through employment services is of particular importance for YTD, and we would expect to find an impact of the YTDP on receipt of such services. We also would expect youth to take advantage of at least some of the SSA waivers within the first year. Furthermore, all YTD sites emphasized youth empowerment and individual goal setting; thus, we would expect some measures of youth empowerment, such as future expectations, to improve within the first year.

Given that the YTD program model emphasized paid employment and that all YTD project sites were required to adopt an employment focus, it is important to examine short-term impacts on paid employment, earnings, and benefits. All YTD projects made some effort to place youth in employment. The emphasis on job placement was particularly strong for the YTDP, where staff placed participating youth in subsidized summer employment positions. In light of this, the short-run impacts on employment-related measures reflect both participation in the YTD projects and the outcomes resulting from that participation, especially for the YTDP. Indeed, more substantial employment impacts beyond project placements may not be subject to immediate influence, especially for youth who are under age 18 or in school. Hence, while we examine employment outcomes as part of this interim report, we will focus more attention on them in subsequent reports.

The YTDP was among a subset of YTD projects that also provided education services. For youth seeking to pursue education, the YTDP provided support for graduating from high school, entering a GED preparation program, enrolling in vocational training that included GED and job preparation activities, and participating in tutoring programs. Since education services are a component of the YTDP service model, we also examine the short-term impact on educational progress.

Before turning to the process and impact analyses, we describe our evaluation approach in Chapter II, including key outcome measures, data sources and analysis samples, and our approaches to conducting the process and impact analyses.

II. STUDY DESIGN, METHODS, AND DATA SOURCES

Rigorous assessment of the impacts of the YTD projects is a central component of the YTD evaluation. An experimental design, often considered the gold standard for evaluations, allows us to infer with a high degree of certainty whether project services lead to any impacts on youth. As important as it is to estimate project impacts, it is also critical to describe the process by which YTD services were delivered so that others considering the development of similar interventions will benefit from an understanding of both the context for interpreting project impacts and the information on project implementation successes and challenges. In this chapter, we describe our approach for conducting the impact and process analyses.

A. Impact Analysis

One of the hallmarks of the YTD evaluation is that it is based on a rigorous random assignment design. Youth identified as eligible for the evaluation are randomly assigned to the treatment or the control group; the treatment group is eligible to receive YTD services, while the control group has no access to YTD services but may use other services available in the community. Random assignment may lead to the creation of two groups with virtually identical pre-intervention experiences and characteristics. As a result, any observed differences in outcomes for the two groups after random assignment may be attributed with a known degree of certainty to the effects of the program.

It should be noted that participation by youth in the YTD evaluation was voluntary. Therefore, we expect that youth particularly interested in receiving employment-related services were more likely to have volunteered to participate. As a result, youth assigned to the control group and not eligible for YTD services might have been likely to seek similar types of services elsewhere in the community. Hence, the impacts of interest to the evaluation are the effects of the YTD interventions relative to other services in the community that youth may have used, not a counterfactual environment that lacked any services. The impact analysis in this interim report examines whether the YTDP was effective in improving the short-term outcomes of the youth who were offered project services, covering the period up to one year following random assignment.

1. Outcome Measures

As described in the conceptual framework in Chapter I, by providing expanded services and waiving certain disability program rules, the YTDP was expected to promote work and improve other outcomes for youth. If the project succeeded in implementing YTD services and work incentives, we would expect to observe greater use of employment-related services and better outcomes among youth randomly assigned to the treatment group versus youth in the control group. If the YTDP proved effective, the most immediate impacts of the interventions should be reflected by treatment group youth through increased use of employment-focused services and more work-related experiences, more paid employment, greater income resulting from increased employment, more use of SSA work incentives as a consequence of the waivers, greater educational progress, and more positive attitudes and expectations about the future.[10]

[10] In the intermediate and longer terms, we would expect treatment group youth to increase their employment and earnings, have higher income, reduce risky behaviors, demonstrate greater self-determination and self-efficacy, and move toward independent living. The longer-term outcomes will cover a period from three to four years following random *(continued)*

Information on these short-term impacts is based on data from the YTD evaluation's 12-month follow-up survey as well as administrative data on benefit receipt and use of SSA work incentives. In the 12-month survey, we gathered a large volume of information on outcomes for different aspects of youths' lives, particularly participation in a variety of services, educational progress, work-related experiences, understanding of work incentives, and expectations about the future.

While all of the above outcomes are important and it is useful to assess the intervention's impacts on each one, we must be mindful of the statistical problem of "multiple comparisons."[11] This problem arises when we estimate impacts on a large number of outcomes such that at least a few of the estimates likely will be statistically significant by chance, even if no true impacts occurred. We addressed the problem by specifying, a priori, a small number of domains or areas in which we expected to see program impacts and identifying a primary outcome to be tested in each domain.[12] Our goal was to be as parsimonious as possible in defining the domains and primary outcomes while capturing the major areas in which the intervention might produce impacts. The primary outcomes were the basis for the tests of our main hypotheses. In addition, we examined several supplementary outcomes to help explain impacts on the primary outcomes. We highlighted the findings for the supplementary outcomes only if we found statistically significant impacts on the primary outcomes.

Guided by the conceptual framework in Figure I.1, our evaluation design report identified the primary domains and outcomes to be examined in our impact analyses (Rangarajan et al. 2009a). In Table II.1, we show the domains for which we expected the YTDP to have short-term impacts and describe the primary outcomes examined as part of each domain. Also in this table, we describe the supplementary outcomes related to these domains.

Employment-Promoting Services. Through workshops on employment and career development and a summer employment experience, the YTDP was expected to improve youths' employability. The primary outcome measure in the domain of employment-promoting services is whether a youth received any such services. This composite measure indicates whether the youth received career counseling, support for resume writing and job search activities, job shadowing and apprenticeships, other employment services, and counseling on SSA benefits and work incentives during the year following random assignment.

Paid Employment. One of the core components of the YTD initiative was to help youth find paid employment in the short term and put them on a path to consistent paid employment in the longer term. Hence, paid employment was an important domain for the evaluation. The primary outcome in the domain is whether a youth was ever employed on a paid job in the year following random assignment. Paid employment in the year following random assignment is, in part, a

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(continued)
assignment for youth in the study and will be based on data from the 36-month follow-up survey and administrative records.

[11] This discussion and our approach to addressing the multiple comparisons problem are summarized from Schochet (2008).

[12] We specified all outcomes a priori in an analysis plan (Rangarajan et al. 2009b). However, we determined the specific measures for some outcomes after examining distributions in the data and the extent of missing information (with treatment and control groups combined). For example, we specified in the analysis plan that we would examine the degree of employment. Subsequently, based on preliminary data analysis of the full sample (treatment and control cases combined), we determined that ever employed on a paid job in the year following random assignment was the best measure of the degree of employment.

Table II.1. Primary and Supplementary Outcomes

Outcome Measure	Description of Measure
Employment-Promoting Services	
Primary outcome	Receipt of any employment-promoting services (including career counseling, support for resume writing and job search activities, job shadowing and apprenticeships, benefits and waivers counseling, and other employment services)
Supplementary outcomes	Receipt of individual employment-promoting and non-employment services, knowledge of SSA work incentives, type of service provider, amount of service utilization (number of months of services received, total number of contacts, total hours of services, number of providers), and unmet service needs
Paid Employment	
Primary outcome	Ever employed on a paid job in the year following random assignment
Supplementary outcomes	Employment status at the time of the 12-month survey, ever employed in a paid or unpaid job in the year following random assignment, percent of weeks employed, number of jobs held, time pattern of employment by month after random assignment, hours worked per week, total hours worked, annual earnings, earnings per month, and job characteristics
Educational Progress	
Primary outcome	Ever enrolled in school in first year following random assignment or completed high school by the time of the 12-month survey
Supplementary outcomes	Enrolled in school in first year following random assignment, completed high school by the time of the 12-month survey, type of school attended, number of months in school
Youth Income	
Primary outcome	Total income from earnings and benefits during first year following random assignment
Supplementary outcomes	Fraction of annual income from earnings, number of months of benefit receipt in the year following random assignment, amount of SSA benefits, use of SSA work incentives, health insurance coverage, and receipt of public assistance
Attitudes and Expectations	
Primary outcome	Youth agrees that personal goals include working and earning enough to stop receipt of SSA benefits
Supplementary outcomes	Independent living expectations, educational expectations, employment expectations, internal and external locus of control, independent activities, decision making, and social interactions
Exploratory Analysis: Training and Productive Activity	
Primary outcome	None
Supplementary outcomes	Ever enrolled in a training program in the first year following random assignment, number of months in a training program, and participation in any productive activity in the year after random assignment

measure of receipt of services, as the YTD interventions are intended to emphasize experiences in paid employment. Particularly for the YTDP, where staff placed participating youth in subsidized summer employment positions, the short-run impacts on employment-related outcomes represent a combined measure of YTD program participation and employment outcomes.

Educational Progress. The YTDP provided education services to youth who sought to further their education. Thus, one of the important outcomes for examination is a composite measure of enrollment in school at any time during the year following random assignment or completion of high school by the time of the 12-month survey.

Youth Income. The YTD initiative was expected to improve the income of participants by increasing earnings and offering work incentives that permitted youth to retain more of their benefits as their earnings increased. Thus, one of the important outcomes for examination is total income received by youth from earnings and SSA disability benefits in the first year following random assignment.

Attitudes and Expectations. Group activities to improve youth self-determination were an important component of the YTDP. Project staff provided self-determination workshops and developed a person-centered transition plan for each youth. Thus, the YTDP was expected to improve outcomes related to youths' attitudes and beliefs about themselves. The primary outcome for the attitudes and expectations domain was whether youth agreed with the statement that their "personal goals include working and earning enough to stop receiving SSA benefits."

Exploratory Analysis: Training and Any Productive Activity. As a supplementary analysis, we explored whether the YTDP had an impact on job training activities. We also estimated the impact on a composite measure of productive activities, including enrollment in school, job training, paid employment, and unpaid employment.

2. Sample Selection and Recruitment

The YTDP targeted youth ages 14 through 18 who received SSI. The sampling frame for the YTD evaluation was SSI beneficiaries who were in the target age range and lived in Bronx County.[13] All youth in the sampling frame (and in the research sample that we drew from the sampling frame) were on the SSA benefit rolls at the time of data extraction, however a small percentage of them were not in "current pay" status. Subsequent analysis of benefit records showed that four percent of youth in the research sample did not receive benefits in the year prior to random assignment. These youth were considered to be at high risk of returning to "current pay" status in the future. With this caveat, we refer to the members of the research sample as "beneficiaries."

Mathematica conducted outreach and recruited eligible youth into the study. During a 29-month recruitment period from July 2006 through November 2008, Mathematica randomly selected 4,843 youth from beneficiary rolls provided by SSA.[14] Mathematica attempted to contact these youth

[13] At the time of sampling, all sampled youth were age 18 or under. At the time of the baseline survey, one youth had reached age 19. Over the course of the service period, several youth reached age 19. Thus, the YTDP actually served youth ages 14 through 19.

[14] SSA provided Mathematica with lists of youth who were disability beneficiaries in the program catchment areas. The lists, which constituted the sampling frame for the evaluation, were updated periodically to capture new entrants. Mathematica randomly sorted the lists into survey replicates containing 10 eligible beneficiaries each. Each replicate was a random sample of the frame. We gradually released the replicates for purposes of baseline interviewing and gathering written informed consent to participate in the evaluation.

for baseline interviewing and gathering of written informed consent until 918 youth completed these steps and were enrolled in the evaluation (Figure II.1). After receiving informed consent orally, we conducted baseline interviews with 29 percent of the youth (1,412). Of the 3,431 youth with whom we could not conduct interviews, about 13 percent refused to participate in the survey. The rest were "unlocatable" (57 percent; we were unable to reach them by using the information in SSA files or additional contact information drawn from publicly available sources); found to be ineligible (8 percent; they had moved out of the target county, were no longer age-eligible, or were deceased); or still in a stage of contact attempts when the survey concluded (23 percent). Of the youth who completed the baseline interview, 78 percent returned completed consent forms (guardian consent was required for minor youth). Among youth with signed consent forms, 83 percent agreed to participate in the evaluation for a total enrollment of 918 youth in the evaluation.

Overall, we were able to enroll a broad group of disability beneficiaries who were similar to those who did not enroll on several baseline characteristics (based on data from administrative records; Appendix A, Table A.1).[15] In particular, although we anticipated that the YTDP would be most attractive to youth expecting to work, we observed no substantial differences in employment and earnings in the year before random assignment for the evaluation enrollees compared with non-enrollees. However, not unexpectedly, we did observe some differences between the two groups.[16] In particular, compared with youth who did not enroll in the evaluation, those who did enroll were slightly older on average and somewhat more likely to speak Spanish. They also were somewhat more likely to receive their benefit payments through a relative other than their parent(s) as representative payees. While these differences are small and do not suggest a strong pattern of self-selection into the study, we hypothesize that youth who chose to enroll in the evaluation may have self-selected based on unobserved characteristics such as motivation to work in the future.

Of the 918 youth recruited into the evaluation, 492 were randomly assigned to a treatment group whose members were eligible to enroll in the YTDP; 397 were randomly assigned to a control group. The remaining 29 youth who provided written consent had siblings already in the evaluation and were automatically assigned to the groups (18 treatment and 11 control) that matched the status of their siblings and were not part of the research sample for the YTDP evaluation.

Following random assignment, YTDP staff were responsible for enrolling treatment group members in the project and providing them with services. The enrollment target was 83 percent, or 409 of the 492 youth randomly assigned to the treatment group. As described more fully in Chapter III, the YTDP fell somewhat short of that target, ultimately enrolling 79 percent, or 387 of treatment group youth.[17] The youth entered project services in three cohorts: October 2006, October 2007, and October 2008.[18]

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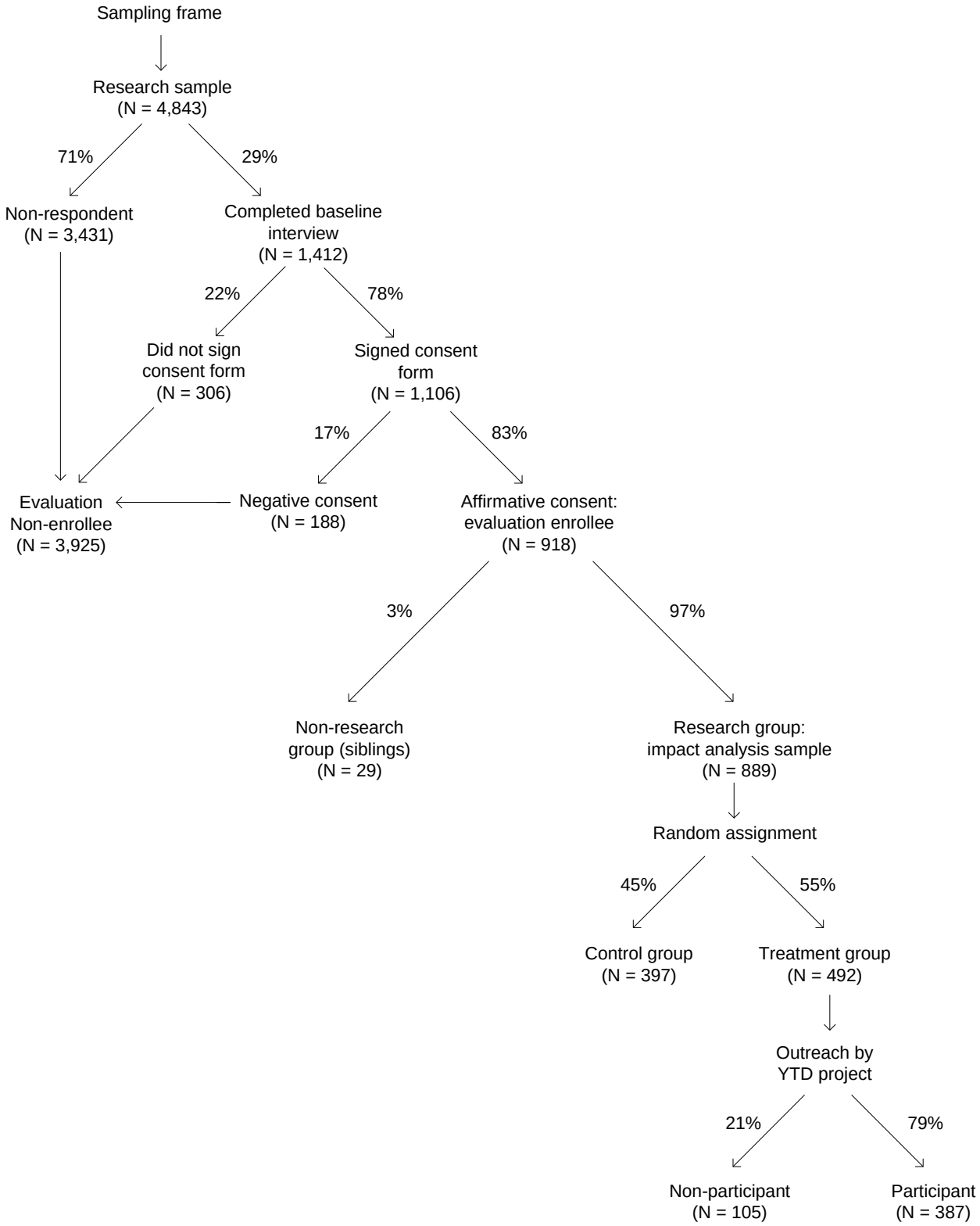
[15] Youth were considered "enrolled" in the evaluation once they completed the baseline survey and signed a consent form agreeing to participate in the evaluation.

[16] Baseline differences between youth who enrolled in the evaluation and those who did not do not lead to bias in the impact estimates, as both treatment and control group youth enrolled in the evaluation.

[17] The YTDP also enrolled 16 of the 18 non-research treatment group youth, for a total enrollment of 403.

[18] For the first cohort, Mathematica required that youth be willing and available to participate in Saturday sessions as a condition for their enrollment in the evaluation. For later cohorts, however, this requirement was lifted to ease the task of enrolling youth in the evaluation. This meant that YTDP staff faced a somewhat greater challenge in enrolling treatment group members in the latter two cohorts in project services. This shift of responsibilities seemed appropriate, as we expected that YTDP staff would be better than Mathematica staff at convincing youth to agree in principle to set aside their Saturday mornings for project activities.

Figure II.1. Intake Flow Diagram for the YTDP



3. Data Sources and Analytic Sample

Data Sources. The impact analysis relied on both survey data and administrative data from SSA records. We collected survey data at baseline (just before random assignment and the receipt of written consent for enrollment in the evaluation) and at 12 months following random assignment. We collected the data primarily through interviews with the youth, although we obtained some information from both the youth and the parent or guardian (satisfaction with YTD services and future expectations).[19] In addition, for youth under age 18 (who represent a large share of the youth enrolled in the YTDP evaluation), we obtained some information only from the parent or guardian (school enrollment, service utilization, knowledge of SSA waivers). If the youth was unable to respond to questions, we asked the parent or guardian for the relevant information. Below, we briefly discuss the various data sources used in this interim impact report; we provide a more detailed discussion of these sources in the evaluation's data collection and survey plan (Rangarajan et al. 2007).

The baseline survey was conducted as part of the evaluation's sample intake process over the period July 2006 through August 2008. The survey consistently collected data on demographic characteristics and personal and family background for all youth enrolled in the evaluation (treatment and control groups). The baseline survey was the principal source of the control variables in the regression models used to improve the precision of impact estimates and control for any observable pre-existing differences between the two groups. It also was a source for variables that identified subgroups of youth for examination.

The first of two follow-up surveys of evaluation enrollees began in December 2007.[20] We collected follow-up data through January 2010 for 436 of the 492 youth in the treatment group and 353 of the 397 youth in the control group (response rate of 89 percent for each group).[21] The follow-up survey gathered information on outcomes for the year following random assignment that may have been affected by participation in the YTDP, such as receipt of work-related services, understanding of SSA work incentives, employment, education, and measures reflecting youth attitudes and expectations. For some outcomes, such as employment and receipt of services, the survey information covers the entire period following random assignment. For other outcomes, such as living arrangements and educational attainment, the survey information is specific to the time of the follow-up interview.

In addition to survey data, we relied on data from SSA administrative files for the impact analysis. SSA benefits and use of work incentives are of particular interest to the agency for understanding program implementation and assessing program savings. We obtained benefit

[19] In the impact analysis chapters, we provide details on the sources of information for outcome variables.

[20] The follow-up survey began 17 months after random assignment of the first evaluation enrollee. A delay in approval from the Office of Management and Budget for the 12-month follow-up survey caused us to field the survey five months later than planned. Despite the delay for the first enrollees in the evaluation, almost half of respondents were interviewed in the 12th month after random assignment to the treatment or control group, and more than 80 percent of respondents were interviewed by the end of the 13th month after random assignment.

[21] As discussed in Section 6 of this chapter, we found that follow-up survey non-respondents differed from respondents to some extent. However, given high overall response rates, we found almost no differences in conclusions based on impact estimates for the respondent sample relative to the full sample when we examined impacts on benefits and work incentive outcomes for these groups based on administrative sources, which are available for all youth (Appendix A, Table A.9). The one exception was for the distribution of annual benefits in the year after random assignment. For this outcome the impact estimates are similar in the respondent and full samples, but the impacts are statistically significant only in the full sample (at the 10 percent level; see Appendix A, Section D).

information from the Ticket Research File (TRF) (Hildebrand et al. 2010),[22] which includes information on receipt of any disability benefits, type of benefits received, and monthly dollar amount of benefits received. We also used information on work participation and use of SSA work incentives from SSA records. In addition, we used data from the SSA Master Earnings File (MEF) to assess earnings of various sample groups in the year before random assignment.[23] Finally, for all evaluation enrollees, we used administrative information on gender, age, language, primary disabling conditions, and representative payee type.

Analytic Sample. We treated as our main analytic sample for the interim impact analysis the 789 evaluation enrollees who completed the 12-month follow-up survey, which provided information on many of our primary outcomes. However, we have a larger sample of randomly assigned evaluation enrollees for whom we have data on benefits and use of SSA work incentives from administrative records. To make use of the best available sample, we report impact analysis results for the full sample of *all* randomly assigned youth for the benefits and work incentive use outcomes measured in administrative records.[24] For these outcomes, we found no meaningful differences in the impact analysis results when we limited the analysis to the sample of 12-month survey completers (Appendix A, Table A.9).

We compared the baseline characteristics of treatment and control group members in the analytic sample to assess their equivalence at the time of random assignment. In all, we examined 48 characteristics. (We report 28 characteristics in Table II.2 and the rest in Appendix A, Table A.2.[25]) Overall, we found that the two groups were highly similar, but we did observe some differences. These were small and not statistically significant for most characteristics, including race, school attendance, highest grade completed, living arrangements, health status, expectations for the future, duration of benefit entitlement, and earnings in the year before random assignment. The most notable difference between the two groups was that the treatment group included a somewhat higher share of 16-year-olds (51 versus 41 percent), whereas the control group included more youth who were younger and older than age 16. The difference in the age distributions is statistically significant at the five percent level. However, there was no difference in average age between the treatment and control groups. Also of note, the treatment group was more likely to have worked for pay in the month before random assignment (9 compared with 6 percent; significant at the

[22] For disability benefit information from SSA records, we used an enhanced version of the TRF 2008, which includes benefit data through November 2009 (one year following the last random assignment for the YTDP). From October 2004 onward, the TRF was expanded to include SSI beneficiaries as young as 10 years old. Previously, the minimum age for inclusion in the file was 18.

[23] Post–random assignment data from the MEF were not available for the research sample in time to be analyzed for this interim report. We will present estimates of impacts on earnings as measured in the MEF in the comprehensive final report on all of the random assignment YTD projects.

[24] The full research sample for the impact analysis of outcomes measured in administrative records consisted of the 889 youth who enrolled in the evaluation and were randomly assigned to treatment or control status, less four youth who had died as of the one-year anniversary of their random assignment, for a total 885 youth (491 treatment and 394 control cases).

[25] Table II.2 reports all key baseline characteristics, plus any characteristics we examined that showed a statistically significant difference between the treatment and control groups at baseline. One characteristic, SSI receipt at baseline, was 100 percent by design and thus is not included in the count of 48 characteristics we examined for baseline equivalence. Table A.2 in Appendix A reports no statistically significant difference between treatment and control group members in the total amount of disability benefits received in the year before random assignment. In Section F of Appendix A, we provide additional details on benefit amounts before random assignment.

Table II.2. Baseline Characteristics of Analytic Sample (percentages, unless otherwise noted)

	All	Treatment	Control	Difference		P-Value
Baseline Survey Data						
Demographic Characteristics						
Race						0.53
White	32.8	33.4	31.9	1.5		
Black	42.3	41.0	44.0	-3.1		
American Indian/AK/HI/Pacific Islander	2.9	2.5	3.3	-0.8		
Asian	0.5	0.2	0.9	-0.6		
Other or unknown	21.6	22.9	19.9	3.0		
Hispanic[a]	70.1	72.2	67.5	4.6		0.16
Primarily speaks English at home	72.5	72.4	72.6	-0.2		0.96
Education						
School Attendance						0.41
Does not attend school	6.4	6.5	6.3	0.2		
Attends regular high school	49.7	47.4	52.5	-5.1		
Attends special high school	33.2	34.0	32.2	1.8		
Attends other school	10.7	12.1	9.0	3.1		
Attainment—highest grade completed						0.20
Grade 9 or lower[a]	39.8	37.3	43.0	-5.6		
Grade 10 or 11	45.7	48.2	42.5	5.6		
Grade 12	5.2	4.2	6.6	-2.4		
College or technical school	0.1	0.2	0.0	0.2		
Other	9.2	10.1	7.9	2.2		
High school diploma, GED, or certificate of completion[a]	0.3	0.2	0.4	-0.2		0.62
Employment						
Received job training in last year	21.0	23.0	18.5	4.5		0.13
Worked as volunteer in last year	11.3	13.4	8.7	4.7	**	0.04
Worked for pay in last year[a]	18.6	19.5	17.5	2.0		0.48
Worked for pay in last month[a]	7.6	9.0	5.8	3.2	*	0.09
Never worked for pay at baseline	68.0	67.7	68.3	-0.6		0.86
Living Arrangements and Household Composition						
Living Arrangements						0.57
Two-parent family[a]	18.4	18.1	18.8	-0.7		
Single-parent family	79.9	80.3	79.4	0.9		
Group home	.	.	.	.		
Other institution	0.8	0.5	1.2	-0.7		
Lives alone or with friends	0.8	1.1	0.5	0.6		
Average number of people in household	4.0	4.0	4.1	-0.1		0.25
Lives with others with disabilities	47.2	48.8	45.1	3.8		0.30
Family Socioeconomic Status						
Annual income						0.55
Less than $10,000	41.9	43.3	40.2	3.1		
$10,000–$24,999	43.7	43.4	44.0	-0.6		
$25,000 or more	14.4	13.3	15.8	-2.5		
Parents' education						
Mother high school graduate[a]	46.2	45.9	46.6	-0.6		0.86
Father high school graduate	48.1	45.1	52.0	-6.9		0.15
Self-Reported Health Status[a]						0.23
Excellent	20.9	18.9	23.3	-4.4		
Very good/good	61.3	61.7	60.7	1.0		
Fair/poor	17.9	19.4	16.0	3.4		
Expectations About Future						
Expects to live independently (w/ or w/o help)[a]	70.9	71.0	70.8	0.3		0.94
Expects to continue education	96.5	97.0	95.9	1.1		0.43
Expects to work at least part-time for pay	95.3	95.6	95.0	0.6		0.72

	All	Treatment	Control	Difference		P-Value
Administrative Data						
Demographic Characteristics						
Male[a]	67.7	68.1	67.1	1.0		0.77
Age in Years[a]					**	0.03
14–15	20.0	18.0	22.4	-4.4		
16	46.4	50.7	41.1	9.5		
17–19	33.6	31.3	36.4	-5.1		
Average age (years)	16.2	16.2	16.2	0.0		0.92
Benefits						
SSA Beneficiary Status						.
CDB or DI only	.	.	.	.		
SSI (only or concurrent with CDB or DI)	100.0	100.0	100.0	0.0		
Duration of benefit entitlement (years)[a]	8.7	8.8	8.7	0.1		0.77
Health Status						
Primary Disabling Condition (SSA data)[a]						0.71
Mental illness	12.8	13.8	11.6	2.2		
Cognitive/developmental disability	32.6	30.7	34.9	-4.2		
Learning disability/ADD	23.9	24.8	22.9	1.9		
Physical disability	17.7	17.4	18.2	-0.8		
Speech, hearing, visual impairment	13.0	13.4	12.5	0.9		
Duration of disability (years)	9.2	9.3	9.2	0.1		0.76
Earnings in prior year ($)	113	119	106	12		0.69
Sample Size	**789**	**436**	**353**			

Sources: YTD baseline survey and SSA administrative records.

Notes: We weighted statistics to adjust for non-response to the 12-month survey. Baseline survey non-response may have resulted in smaller sample sizes for some characteristics than indicated at the bottom of the table. Missing information on primary disabling condition resulted in a smaller sample size for this characteristic than shown at the bottom of the table.

[a]We included these characteristics in the regression models for the impact analysis. In addition, the regression models include indicators for whether the youth required assistance with primary care needs and year of random assignment.

*/**/***Treatment-control difference is statistically different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

10 percent level) and to have done volunteer work in the year before random assignment (13 versus 9 percent; significant at the five percent level).[26]

The degree of difference between the treatment and control groups was about what we would expect based on chance alone. For example, of the 48 baseline characteristics we investigated, we would expect two or three to be statistically different at the five percent significance level or lower and about five characteristics to be statistically different at the 10 percent significance level or lower. We found statistically significant differences for two characteristics at the five percent level and three at the 10 percent level.

[26] We also compared the baseline characteristics of the treatment and control groups in the full research sample regardless of whether youth responded to the 12-month survey (Appendix A, Table A.3). The analysis was based on all 889 youth randomly assigned to the treatment or control groups, including the four youth who died during the year following random assignment. In general, the patterns were largely similar to those in Table II.2. In the full research sample, the treatment group was eight percentage points less likely to report that their father is a high school graduate (difference significant at the 10-percent level).

4. Estimating Overall Impacts

Although random assignment ensures that a simple comparison of mean values of outcomes will yield unbiased estimates of program impacts, we estimated regression-adjusted impacts to increase the precision of the estimates. In addition, the regression-adjustment approach controls for the few chance differences in characteristics between treatment and control group members observed at baseline, which may be correlated with outcome measures. We estimated ordinary least squares regression models for continuous outcome measures, logistic regressions for binary outcomes, and multinomial logit models for categorical outcomes. We estimated impacts for all youth in the analytic sample. In particular, we included all treatment group members in the analytic sample, regardless of whether they enrolled in the YTDP. The evaluation literature refers to the resulting estimates as the intent to treat (ITT) impact estimates.

Estimates of ITT impacts address the policy question: "What are the effects of a YTD project on eligible youth who were interested and consented to participate in YTD and subsequently were offered the opportunity to do so?" The ITT impacts reflect both the decisions of those who declined to participate in project services and the effects of the YTD intervention on those who accepted the offer of services. Youth in the treatment group who declined to participate are a self-selected subset of treatment group youth likely to have different baseline characteristics, on average, than YTD participants. If these youth were excluded from the analysis, the control group would no longer provide a valid basis for comparison with the participant subsample.[27]

Our regression models used 14 distinct variables or sets of related variables to control for baseline characteristics believed to be correlated with the outcomes of interest.[28] An important consideration in selecting the control variables was the need to adjust for any pre-existing differences at baseline between the treatment and control groups. We also used as controls (1) variables believed or known to have strong behavioral relationships with the outcome measures (for example, work experience or education); (2) variables that could be used to target intervention services to youth for whom they would have the greatest impacts (for example, age and school enrollment); and (3) variables related to the enrollment cohort or timing of random assignment (for example, year of random assignment).[29]

To provide context for interpreting the impact estimates, we reported the estimates and observed means for the treatment group. We decided to report the treatment group means (rather

[27] Bloom (1984) shows that, under some additional assumptions, ITT estimates can be adjusted to estimate the impact of an intervention on those who actually participated. These estimates are known as the impact of the treatment on the treated (TOT).

[28] We list the control variables in the impact regression models in Table A.4 of Appendix A. Most of the variables also appear in Table II.2, where they are designated by an "a" superscript. In addition to the control variables in Table II.2, the regression models include indicators for whether the youth required assistance with primary care needs and year of random assignment. To keep Table II.2 brief, we present these and additional baseline characteristics in Table A.2 of Appendix A.

[29] We excluded from the regression model one variable with statistically significant treatment-control differences in Table II.2. We excluded "worked as a volunteer last year" because we believed that work experiences were better captured by the two included variables "worked for pay in last year" and "worked for pay in last month." As a robustness check, we verified that inclusion of "worked as a volunteer last year" in the regression model did not alter any findings related to the statistical significance of impact estimates for primary outcomes. We also verified that the magnitudes of the estimates were essentially unchanged for primary outcomes with statistically significant impact estimates. In addition, we considered controlling for paternal rather than for maternal education because of the larger treatment-control difference, but 42 percent of youth had no information on paternal education (compared with less than five percent of youth with no information on maternal education).

than the observed control group means) because we judged them to be of greater interest to readers; furthermore, our discussions of findings begin with them.[30] To illustrate the expected treatment group experience in the absence of the YTDP, we showed the observed treatment group means less the regression-adjusted impact estimates and refer to these as the "estimated treatment group means in the absence of the YTDP." Where we observed significant program impacts and wanted to describe their magnitudes in proportional terms, we used the estimated treatment group means in the absence of the YTDP as our base; however, if these means differed by a meaningful amount from the observed control group means, we also reported the proportional impacts using the observed control group means as our base (Appendix A, Section C).

We tested the sensitivity of the estimated impact on the primary outcome in each domain to the use of either the regression adjustment or a comparison of simple means (Appendix A, Table A.6) and found that the impact estimates were robust with respect to the particular estimation approach. The absolute sizes and proportional magnitudes of statistically significant impact estimates were very similar when we estimated using regression adjustment or simple means. In some instances, the signs and sizes or magnitudes of the estimated impacts varied with the estimation method, but in all of those instances, the estimated impacts are not statistically significant. Hence, the choice of estimation methodology did not affect our conclusions about the impacts of the YTDP.

5. Estimating Subgroup Impacts

In addition to the impacts of the YTDP on outcomes for all eligible youth, we were interested in estimating whether the project had different impacts on different types of youth. The subgroup analysis examined whether the intervention worked better for some youth versus others. Subgroup analysis can inform decisions about targeting scarce resources to specific groups. However, the limited size of the analytic sample (789 youth) meant that, for some subgroups, the sample sizes were insufficient to test for meaningful differences between them. Further, to be responsive to the multiple comparisons problem, we had to minimize the number of subgroups for which we would estimate impacts on primary outcomes and identify them upfront.

In our design report, which we prepared before conducting the impact analysis, we identified several baseline characteristics defining the subgroups that might be expected to experience different impacts of YTD: youth under age 18, youth enrolled in school, and youth experienced in working for pay (Rangarajan et al. 2009a). For example, we might expect to see larger employment impacts on older or out-of-school youth—as opposed to younger or in-school youth—and youth with at least some paid work experience. In addition, the expectations of youth who did not work for pay in the year before random assignment might have been more malleable than those of older youth and those with work experience. For the YTDP, given that only a small share of youth was age 18 or older at baseline, we divided age subgroups into those under age 17 and those age 17 or older. Because nearly all youth were enrolled in school at baseline, we did not examine this subgroup for the YTDP.[31] In Section G of Appendix A, we discuss impact estimates for additional exploratory subgroups.

[30] We show the observed control group means for all outcomes in each domain in Table A.5 of Appendix A, along with the observed treatment group means.

[31] We considered using grade attainment in place of school enrollment. However, for a substantial share of youth, we do not have a measure of highest grade completed at baseline (15 percent), primarily because many youth reported they attended an ungraded school or a school with a non-traditional grade system or were homeschooled.

In Table II.3, we describe the sample sizes of the subgroups selected for analysis. To estimate subgroup impacts, we modified the regression models to include the interaction of the treatment status indicator with specific subgroup indicator variables. For each subgroup, we conducted tests to determine the statistical significance of the subgroup impact estimates and whether the impact estimates across the subgroups differed significantly from each other.[32]

6. Other Analytic Considerations

As noted, the response rate to the 12-month follow-up survey was quite high and fairly similar for the treatment and control groups (89 and 90 percent, respectively). Even with relatively high response rates, if respondents differed systematically from non-respondents and we did not account for the differences, the estimated impacts could be biased in the sense that they would not represent all youth enrolled in the evaluation.

We found that respondents did differ from non-respondents on several baseline characteristics. For example, respondents were more likely to have been age 16 at baseline, to have completed grade 10 or higher, and to have had health insurance, and less likely to have reported that their mother was employed at baseline and to expect to live independently in the future (Appendix A, Table A.7). To account for the differences between the respondent and non-respondent samples, we used survey weights that adjusted the estimated impacts for survey non-response in all of our impact analyses for outcomes measured in survey data. The weights made the respondent cases more representative of the original sample of youth enrolled in the evaluation and reduced the potential for non-response bias. To calculate the weights, we used logistic models to estimate the propensity for a sample member to respond. In Section D of Appendix A, we describe the calculation of survey weights.

In addition, the availability of administrative data on some important outcomes for all evaluation enrollees during the year following random assignment allowed us to assess whether non-respondents experienced any changes since random assignment that may have led them to become non-respondents (Appendix A, Table A.8). Using administrative data on SSA disability benefit receipt and benefit amount, we estimated impacts for both the 12-month survey respondents and the full evaluation sample (Appendix A, Table A.9).[33] We found little difference in the estimated impacts for the two samples; all statistically significant impact estimates were roughly the same in magnitude for both samples. Overall, the results suggest that use of non-response weights eliminated any potential bias in the estimated impacts attributable to non-response to the 12-month follow-up survey.[34]

For most of the control variables in our regression models, few observations had missing information, and we replaced any missing information with the mean value from the non-missing observations. For three control variables with a larger share of observations with missing information, we used dummy variables to indicate that the information was missing: completion of

[32] In our design report (Rangarajan et al. 2009a), we noted that the estimates would have sufficient power to detect impact differences between subgroup pairs for pairs balanced in sample size (that is, with at least 40 percent of youth in the smaller group of the pair). We decided to report impact estimates for subgroup pairs that were not balanced because these estimates are of interest and may be statistically significant, particularly for the larger group of the subgroup pair.

[33] We were not able to estimate impacts on earnings using the MEF administrative data because the data are not yet available for the follow-up period. We will examine this issue in future reports.

[34] We did find a higher average benefit amount in the year following random assignment among respondents relative to non-respondents (Appendix A, Table A.8). The difference did not affect the estimated impact of the YTDP on average annual benefits when we weighted the analysis to adjust for survey non-response (Appendix A, Table A.9).

Table II.3. Sample Size by Subgroup

	Number	Percentage of Sample
Age		
Under age 17 at baseline	527	67
Age 17 or over at baseline	262	33
Paid Work Experience		
Worked for pay in year before random assignment	148	19
Did not work for pay in year before random assignment	641	81
Total	**789**	**100**

Sources: YTD baseline survey and SSA administrative records.

Notes: We did not weight percentages to account for non-response to the 12-month survey.

ninth grade or lower (five percent missing), primary disabling condition (five percent missing), and expects to live independently in the future (18 percent missing). For outcome measures, we typically excluded observations with missing information for an outcome from any analysis of that outcome. However, for some outcome measures for which missing information was not random, we used a multiple imputation procedure.[35] In Section E of Appendix A, we provide a full description of our treatment of missing information for control variables and outcome measures.

B. Process Analysis

In the process analysis, we addressed the question: Did the demonstration test the service intervention that SSA wanted to test? We also provided descriptive information essential to any program replication efforts. In particular, we described the major aspects of service delivery, along with background on the YTDP and the local context and service environment in which the YTDP operated. In addition, we examined the enrollment process, project implementation, service utilization, and youth satisfaction with services. Below, we describe our broad analytic approach to conducting the process analysis, followed by the data sources for the analysis.

1. Analytic Approach

Our approach to the process analysis was theory-driven and relied on the conceptual framework for YTD depicted in Chapter I. The analysis examined whether the YTDP intervention included all of the core components shown in the conceptual framework and emphasized particular components of the design. We examined the extent to which YTDP staff members were able to deliver services related to the core components and the successes and challenges they faced in doing so. We considered whether the barriers to successful transition in Bronx County differed from those in the conceptual framework and how the intervention interacted with the environment and community service providers to shape youth transitions.

[35] We used a multiple imputation procedure for measures of the` amount of services used, paid and unpaid employment, employment intensity, earnings, income, and expectations of future employment. For nearly all of these variables, less than 9 percent of observations had missing data. The only exceptions were measures of the amount of services used (up to 19 percent missing) and future employment expectations (15 percent missing for youth responses and 16 percent missing for parent responses; see Chapter VIII). In Section E of Appendix A, we provide details on the multiple imputation procedure.

To ensure that we captured several perspectives on key issues, we used a systematic approach to gather information from a variety of sources. We started by identifying the key domains or areas in which we wanted to obtain information and the types of information we needed for each domain. We then developed a source grid that identified the sources that could provide reliable information for each domain of interest. The sources included interviews with program operators, direct service staff, program managers, and staff at other related community organizations. They also encompassed published statistics about the local environment (such as the unemployment rate) and administrative data from the YTDP management information system (Efforts-to-Outcomes or ETO), program observations, and case file reviews. In addition, we gathered information from youth via focus group discussions. We developed a set of standard protocols to ensure that we covered all key items, collected data in a uniform fashion, and collected consistent information. The protocols included open-ended sections to capture information about unexpected challenges or successes. (For a detailed description of our analytic approach to conducting the process analysis, see Rangarajan et al. 2009a.)

The use of more than one perspective on key domains was a central element of our process analysis. To verify and analyze key questions, we assessed the extent to which multiple respondents suggested the same types of input and insights and how often they reported different experiences. The different perspectives might reflect information obtained from (1) different sources by the same informants (information provided by staff during site visit interviews versus information staff entered into ETO while delivering services); (2) staff in different agencies (for example, project versus school district staff); or (3) staff at different levels within an organization. The different perspectives provided a fuller understanding of implementation issues.

2. Data Sources and Sample

We tapped a wide range of qualitative and quantitative data sources to inform the process analysis, gathering qualitative data from interviews and focus groups during site visits to the project and obtaining quantitative data primarily from ETO. Project document reviews and ongoing communications with project management also informed the analysis.

The analysis of the YTDP implementation relied primarily on qualitative data collected during site visits. The evaluation team assigned to the YTDP made three research-related site visits to Bronx County to study the project and interview staff and partners. The first visit, in August 2007, supported an early assessment of YTDP enrollment activities and the implementation of services (Grossman et al. 2008). The team made subsequent visits in 2008 and 2009. During all visits, the team conducted individual interviews with YTDP staff and reviewed participant case files. In 2009, the evaluation team interviewed key community partners and conducted four focus group discussions. Specifically, in May 2009, the team conducted a focus group discussion with youth in the cohort that began services in October 2007 and another with parents of youth in that cohort. In August 2009, the team conducted a focus group discussion with youth in the cohort that had begun services the previous fall and had just completed their summer employment experience. It also conducted a discussion with parents of youth in that cohort. In addition, the team conducted in-depth telephone interviews with 20 YTDP participants to learn more about their service use. Finally, the evaluation team engaged in monthly telephone conversations with the assistant project director and reviewed project documents, such as quarterly reports to SSA.

As mentioned in Chapter I, given that SSA wanted to ensure that all YTD projects delivered strong services, it provided funding through the evaluation contract for a technical assistance provider, TransCen, Inc., to help the projects design and implement services and make certain that

all recommended components were included in the projects' service approaches. As an integral part of the evaluation, TransCen helped the YTDP implement the core employment-focused components and integrate them into the project's intervention; it delivered other technical assistance as needed. The evaluation team met regularly with the TransCen team to learn about project-specific issues and challenges. Information obtained from TransCen through regular team meetings also fed into the process analysis and helped the evaluation team understand the project's successes and challenges.

The process analysis relied heavily on quantitative data from the YTDP's management information system. As part of the YTD evaluation, each project was provided with ETO, which served as a case management tool for project line staff and a management tool for project managers, and provided information for the evaluation on services delivered. Data on enrollment activities and service utilization for the process analysis came from ETO. Staff members used ETO to record outreach efforts related to enrolling youth in the YTDP and information related to the provision of services to or on behalf of enrolled youth. Services included individualized direct services, such as person-centered planning, and group direct services, such as the Saturday sessions. Staff also entered information on services provided on behalf of youth, such as contacting an employer to arrange a summer work experience for a specific youth.

Our analysis of ETO data suggests that, in some cases, some direct and indirect services were improperly omitted from ETO by YTD project staff (for YTDP and other sites).[36] In addition, staff time on the project not directed to helping specific youth was omitted from ETO by design (for example, meeting with employers to discuss the design of the summer employment experience). Finally, staff time on behalf of youth not related to service provision was intentionally omitted from ETO (for example, time spent travelling to meet with a youth).

We used the ETO data to address critical questions related to enrollment efforts, participant take-up of project services, type and level of services, and other service delivery issues. The sample for analysis of enrollment included all youth randomly assigned to receive an offer of YTDP services (that is, all treatment group members), while the sample for the analysis of service utilization included just those treatment group youth who enrolled in the YTDP (about 79 percent of all treatment group youth). We had 15 months of ETO data available (through January 2010). As part of the process analysis, we also assessed the use of ETO by project staff and addressed its strengths and limitations for tracking services.

The process analysis relied on ETO to describe service utilization among youth in the treatment group who had participated in the YTDP. In contrast, the impact analysis of service utilization used data from the 12-month follow-up survey to compare service utilization among treatment and control group youth. For several reasons, data from the survey are not directly comparable to ETO

[36] The entry of data on YTD services into ETO was a problem to some degree at all six of the random assignment sites. Problems occurred despite the evaluation team's delivery of substantial technical assistance to site staff on the use of ETO. That technical assistance took the form of (1) an initial in-person training on ETO for the staff of each site; (2) occasional refresher trainings conducted either in-person or through the Internet, combined with telephone conferencing; (3) a bi-monthly meeting of selected evaluation staff with the ETO administrators from the project sites (each site was required to designate an ETO administrator); and (4) formal feedback to project managers approximately one year after the start of random assignment on the quality of ETO data entry through site-specific early assessment reports. We believe that the quality of ETO data entry at the CUNY site was relatively strong. The workshop-based format for delivering most YTDP services facilitated accurate data entry and the CUNY ETO administrator was very competent. Our early assessment report on the YTDP (Grossman et al. 2008) noted the generally high quality of ETO data entry; whereas the early assessment reports for some of the other sites flagged concerns in this area.

data. For example, the latter are entered by program staff at the time of service delivery, whereas the follow-up data rely on youths' recall of services used. Furthermore, ETO data reflect staff time spent on services with or on behalf of a specific youth. In contrast, youth reports in the survey data do not include efforts on behalf of youth when the efforts did not directly involve them (such as calls to a potential employer). Perhaps most important, youth reports of service receipt include services provided by organizations or programs other than the YTDP, whereas ETO data capture YTDP services only.

We used data from the baseline survey to provide information on the characteristics of the youth the project intended to serve, allowing us to develop useful descriptions of the target population and those who enrolled in project services. We compared the baseline characteristics of treatment group youth who participated in the YTDP with the baseline characteristics of treatment group youth who did not, using the baseline survey and SSA administrative data on earnings and benefits. Finally, data from the 12-month follow-up survey provided information on participants' satisfaction with project services.

III. IMPLEMENTATION OF THE CUNY YOUTH TRANSITION DEMONSTRATION PROJECT

The YTDP sought to maximize economic self-sufficiency and independence for youth disability beneficiaries by improving their educational and employment outcomes. The project was designed to respond to gaps in transition services for youth, including the need for early intervention in the transition process, and to promote self-determination and self-advocacy by the youth and their parents.[37] Over a three-year period, the YTDP served 387 Bronx County youth ages 14 through 19 who had a wide range of disabilities and received SSI benefits. A distinguishing feature of the project was that, while serving youth, it also engaged their parents and other family members. Services for youth included recreation and other group activities, as well as workshops on self-determination, career development, and benefits counseling. The project also provided individualized services, such as person-centered planning (PCP), benefits counseling, and referrals for additional services. Furthermore, summer employment was guaranteed for all interested participants. Parents were offered workshops on benefits planning, advocacy, and the availability of services in the community.

In this chapter, we begin with an overview of the sponsoring and partner organizations for the YTDP and continue with a description of the service environment in which the project operated and details on project services, including challenges. We then present findings from interviews with program staff and other stakeholders and review analysis of service receipt, as recorded in the project's management information system. We end the chapter with conclusions and lessons that may be applicable to other current or future projects that provide employment-related services to youth with disabilities.

In brief, staff and administrators implemented the YTDP with a high degree of fidelity to the locally developed design and implemented program features to address each of the core components outlined in the conceptual framework described in Chapter I. Individualized work-based experiences included career exploration through PCP and vocational assessments, as well as paid summer work experiences. Saturday self-determination workshops helped youth identify goals, learn about available resources, and advocate for themselves; they furthered their goal identification through PCP. Parents attended Saturday workshops, where they learned about benefits, community resources, and how to advocate for their youth. Parent advocates and other staff provided linkages to community-based organizations. The project made general case management and support services available as needed, including through Saturday recreation sessions and referrals by career development specialists and parent advocates. Finally, through the Saturday group activities and individualized services with benefits advisors, participants received information about SSA waivers and benefits counseling.

Through Saturday workshops and other group activities, complemented by individualized services, YTDP staff engaged in project services 387 of the 492 youth who had been randomly assigned to the treatment group. These youth were organized into three cohorts recruited and enrolled in the spring and summer of each program year and then actively served by the project for 11 months. On average, participants attended nine of the nineteen workshops offered to each cohort, 62 percent participated in at least one individualized PCP session, 92 percent received employment-related services, and nearly half were placed in paid summer jobs.

[37] Mueller (2005) describes the gaps in services for transition-age youth with disabilities in New York City.

Based on the analysis of the YTDP implementation, the following lessons can be drawn:

- A strategic approach to staffing can be critical to successful program implementation.
- Family involvement can be essential to the success of a transition intervention.
- An intervention providing services in a workshop setting for a relatively short period of time can be valued by participants.
- Summer youth employment programs can be an effective means of leveraging outside funds to provide youth with work experiences.
- Not building on summer youth employment experiences may be a missed opportunity.

We will address each in this chapter and summarize the key lessons learned in the conclusion.

A. Overview of the Sponsoring Organization and its Partners

Although the YTDP was its first direct service project, the JFK, Jr. Institute was able to draw on a variety of existing programs and services at CUNY, as well as external resources, to meet the needs of the YTDP participants. Most notably, the project benefited from the facilities and resources of the two CUNY colleges where services were delivered: Lehman College (a four-year institution) and Hostos Community College (a two-year institution). In 2006, three years after it was selected to implement a YTD project, the Institute also was awarded a grant to administer a Work Incentives Planning and Assistance (WIPA) project in the Bronx. WIPA projects are operated by SSA grantees to provide benefits counseling services to SSA beneficiaries of all ages in specified service areas. Initially, there was no working relationship between the CUNY WIPA project and the YTDP because the managers of the YTDP felt that its benefits advisors could address the needs of its participants. However, at the suggestion of one of the YTDP benefits advisors, arrangements were made for the routine handoff of departing YTDP participants to the WIPA project for continuing benefits counseling.

1. Project Staff

The deputy director of the JFK, Jr. Institute was the administrative director of the YTDP. Additional administrative staff included the project manager, who had significant experience in working with youth with disabilities and who directed the day-to-day operations of the program, and the administrator of the project's management information system. Eight key line staff for the project from both campuses met with the administrative staff once a week to plan curriculum and discuss general project issues. Outside of this meeting, there was frequent cross-campus communication and collaboration, primarily by telephone and email. The project also relied heavily on part-time auxiliary staff, most of whom worked primarily on Saturdays to run the workshops. The auxiliary staff met weekly with the key staff at the respective campuses before or after the workshops to discuss participant-specific issues.

Two campus-based teams comprising the eight key line staff (seven of whom were full time) and more than fifty auxiliary staff delivered most YTDP services. The key staff were three **benefits advisors,** who divided their time between CUNY's WIPA project (which meant that they were SSA certified) and the YTDP; two full-time and one part-time **career development specialists**; and two

full-time **parent advocates**.[38] These individuals worked cooperatively to deliver services and often contributed to efforts outside of their specific areas of expertise. They considered YTDP to be a community-based effort. Consistent with this view, the key staff, all of whom had significant prior experience with this population, were demographically representative of the families of the YTDP target population, most resided in the Bronx, and most had children with disabilities or themselves had disabilities. Several had long-term relationships with one another, dating back 20 years or more in some cases. Furthermore, the key staff were well integrated into their communities; their involvement in local committees and organizations facilitated access to additional services by YTDP participants. The cultural and other connections between the YTDP staff and participants were a notable strength of the YTDP and the result of a thoughtfully designed and well-implemented hiring plan.

The YTDP relied heavily on paid part-time and temporary auxiliary staff, many of whom were CUNY students who either had disabilities themselves or other connections with the disability world. Like the key staff, these individuals had close ties to the community, reflected the cultural mix of the youth, and were dedicated to the YTDP participants. The student auxiliary staff served as "student buddies" to the youth who participated in the Saturday workshops, assisting them in workshops and other activities.[39] They also served as job coaches for YTDP participants while they were in the Summer Youth Employment Program (SYEP). Older auxiliary staff members served as parent peer mentors. These staff called their assigned families each week to remind them of upcoming Saturday workshops, assisted the parent advocates in conducting the workshops for parents, and facilitated and recorded youth PCP sessions. The auxiliary staff also included the instructors who ran Saturday workshops on self-determination. In addition, these individuals supported the PCP sessions and conveyed information on youth participants to the career development specialists.

There was little turnover in key staff over the life of the YTDP and even many of the auxiliary staff remained with the project for several years. Several project staff were promoted to more senior positions during their tenure with the YTDP. For example, a parent peer mentor was promoted to the position of parent advocate. Also, a student auxiliary staff member who started out assisting youth in recreational activities on the Lehman campus later became the instructor for all student auxiliary staff.

2. Project Partners

The Institute had no formal partners in the YTDP, but it did have a number of critical informal partners.[40] The partnerships were based on existing relationships between the Institute with CUNY colleges and programs, as well as long-standing relationships of YTDP administrators and staff with organizations in their communities and local and state agencies. The YTDP worked with several agencies to facilitate project participants' access to existing opportunities or services. The New York City Department of Youth and Community Development provided much of the infrastructure and funding for the SYEP, and the New York City Department of Education (DOE) served as one of

[38] The parent advocates were parents of youth with disabilities who worked primarily with the parents of YTDP participants to improve their self-advocacy skills.

[39] At Lehman College, other students worked with youth for the recreation component. This is discussed in more detail in section C.2.a.

[40] The JFK, Jr. Institute had no formal partners in the YTDP in the sense that it had no memoranda of understanding with other organizations specifying their roles on the project and associated compensation.

two SYEP intake sites for YTDP youth.[41] The Mosholu Montefiore Community Center was the other summer employment intake site for YTDP participants. It also made its other programs available to project participants, who typically would not have qualified for them. The WIPA program, also run by the JFK, Jr. Institute, provided benefits counseling to YTDP participants and their families following their exit from the project. Finally, the CUNY LEADS (Linking Employment, Academics, and Disability Services) program facilitated referrals of YTDP participants for vocational rehabilitation services. We provide additional information on these partners and other services available to YTDP participants in the next section.

The Institute formed an advisory committee for the YTDP when developing the pilot. The committee included stakeholders and experts from various CUNY units, community-based organizations that serve individuals with disabilities, several city and state agencies, and SSA's local and regional offices. The committee last met in April 2007.

B. Local Context and Infrastructure

1. County Socioeconomic Characteristics

Bronx County, NY (commonly referred to as "the Bronx") is one of the most disadvantaged urban areas in the country. Nearly 1.4 million people live in the county's 42 square miles and, as Table III.1 shows, a little more than one-quarter of them (27.6 percent) live below the federal poverty line. The Bronx's relative level of disadvantage is clear in nearly every measure shown in the table: the median household income in 2008 was $35,033 (compared with the national median of $52,029); the unemployment rate was 40 percent higher than for the country as a whole (9.0 percent versus 6.4 percent), with the percentage of the population employed in manufacturing being lower than the national average and the percentage in services higher.

Various studies have shown that the recent economic recession has hit teens and low-skilled workers particularly hard.[42] In addition to being among the first groups to lose their jobs, these groups also have been the slowest to find new employment. Participants in the YTDP program fell into both of these categories and, although teen employment rates are not shown in Table III.1, our interviews with staff members suggested that the recession did create an added barrier in those cases when participants sought after-school or weekend jobs or looked for employment beyond the SYEP. Given the high rates of poverty, low education attainment, and disproportionate representation of low-skill employment in the Bronx, it could be expected that these youth would face greater competition for traditional "teen-age" jobs than youth in other areas of the country. YTDP staff suggested that this was indeed the case and that participants encountered difficulty competing for jobs with adults who had more experience in the labor market. In one case, presented in Timothy's story (see page 42), a YTDP partner, Mosholu Montefiore Community Center, arranged for several applicants to interview for competitive summer positions at the Bronx Zoo.

[41] The New York City Department of Youth and Community Development contracts with agencies and community-based organizations to serve as SYEP "intake sites." They organize and manage the application and placement process. The YTDP partnered with two of these organizations to manage the process for its participants. Typically, the intake sites develop job placements for youth selected into the SYEP. However, the YTDP developed all of the job placements for its own participants.

[42] Sum et al. 2009, 2010a, and 2010b.

Table III.1. Characteristics of the Service Environment for the YTDP (percentages, unless otherwise noted)

	Bronx County	New York	United States
Demographic and Economic Characteristics			
Population (number)	1,391,903	19,490,297	304,059,728
Population density (number per square mile)[a]	33,064.7	413.6	86.1
Median annual household income ($)	35,033	56,033	52,029
Residents below the federal poverty level	27.6	13.6	13.2
Residents with disabilities below the federal poverty level	35.7	23.1	20.6
Language other than English spoken at home	55.9	29.0	19.7
High school graduate, over age 25[b]	68.1	84.1	85.0
Bachelor's degree or higher, over age 25	18.1	31.9	27.7
Unemployment rate, 2008	9.0	6.3	6.4
Percentage of employed population in manufacturing[c]	4.0	7.4	11.2
Percentage of employed population in services[c]	31.3	19.4	17.1
Percentage of employed population in retail[c]	11.0	10.8	11.6
Public transportation use[d]	55.3	26.7	5.0
SSI Beneficiaries			
Number under 18 years old	15,656	77,369	1,153,844
Percentage of population under age 18	4.0	1.8	1.6
Number age 18 and older	83,466	579,599	6,366,657
Percentage of population age 18 and older	8.3	3.8	2.1
Other Disability Beneficiaries (all ages)			
Number of recipients of Childhood Disability Benefits[e]	NA	63,613	871,466
Percentage of total population	NA	0.3	0.3
Number of SSI/DI concurrent beneficiaries	27,014	218,682	2,612,560
Percentage of total population	1.9	1.1	0.9

Sources: U.S. Census Bureau, 2008 American Community Survey; U.S. Census Bureau 2009; Social Security Administration 2008a, 2008b.

[a]Population density calculations as of July 1, 2008.

[b]Includes high school equivalency.

[c]These measures refer to civilian workers age16 and over.

[d]The percentage of all workers, age 16 and over, who use public transportation (excluding taxicabs) to travel to work.

[e]Published data on the number of recipients of Childhood Disability Benefits are not available at the county level.

SSI = Supplemental Security Income; DI = Social Security Disability Insurance

NA = not available

Although the staff thought their participants would be at an advantage due to their YTDP preparation, several hundred people applied for the positions, among them many adults and teens without disabilities.

The average high school graduation rate among adults over age 25 is lower than for the entire United States (68 percent versus 85 percent), and only 18 percent of adult residents of the Bronx holds a Bachelor's degree, compared with 28 percent nationwide. In addition, 89 percent of the housing in the Bronx is in multiunit structures. The population is 42 percent black and 51 percent Hispanic, and a language other than English is spoken in 56 percent of the homes.[43] Furthermore,

[43] U.S. Census Bureau: State and County QuickFacts. Data derived from Population Estimates, Census of Population and Housing, Small Area Income and Poverty Estimates, State and County Housing Unit Estimates, County Business Patterns, Nonemployer Statistics, Economic Census, Survey of Business Owners, Building Permits, Consolidated Federal Funds Report. Last revised: Wednesday, January, 2 2008. Available at [http://quickfacts.census.gov].

according to program staff, residents of the Bronx tend to be transient, frequently moving or sharing apartments with friends or family, and residents with telephones or cellular phones may not always have service.

Given this environment of economic hardship, it is not surprising that the rate of receipt of disability benefits is considerably higher for the Bronx than the country as a whole. The proportion of the population under age 18 who are SSI beneficiaries is more than twice as large for the Bronx as it is for the entire country (4.0 percent versus 1.6 percent), and the proportion of the population age 18 and older who are SSI beneficiaries is more than three times larger for the Bronx (8.3 percent versus 2.1 percent). The rate of receipt of concurrent benefits (SSI and DI) is also higher in the Bronx than the country as a whole.

2. Existing Services for People with Disabilities

An array of transition services is available for youth with disabilities who reside in the Bronx but, as in much of the country, many of these services are duplicative, fractured, inadequately staffed and funded, and difficult to access. Studies examining the use of transition services for youth and families in New York City, including the Bronx, have found that most families that include youth with disabilities neither participate in, nor are knowledgeable about, transition services and adult services and benefits (Mueller 2005; Silverman 2007). Through interviews with YTDP participants and their families, project staff, and the staff of other local service providers, we confirmed that a variety of providers and programs exist to assist youth and families struggling with disabilities and economic hardship in the Bronx. However, we also learned that access to these organizations and use of their services is limited by lack of awareness, bureaucratic barriers, and skepticism regarding their usefulness.

Consistent with its mission to empower the parents of YTDP participants, project staff provided parents with information about existing programs and assistance in accessing them. In particular, staff used prior relationships with existing programs to facilitate youth connections to them. Two examples illustrate the range of parental responses to programs available in the community. During a Saturday session, a representative from Federated Employment and Guidance Services, a non-profit social services provider, introduced the parents to a family reimbursement program that provides financial assistance to pay for assistive equipment or therapies (examples included a humidifier, day camp attendance, and equine therapy) for a family member with a disability. The parents were not familiar with this program but very interested in it. YTDP staff sought to build on that interest by offering to help the parents obtain answers to their follow-up questions and apply for the assistance. In contrast, parents responded to a presentation by a different provider with considerable skepticism about the service being described. In this case, many of the parents had experience with the service, had not been satisfied, and voiced their concerns. The families' reactions to these two presentations reflected two primary themes that we observed repeatedly regarding existing services: a lack of awareness of many relevant services and widespread dissatisfaction with the administration of services.

The New York City public schools play an important role in the lives of city students with disabilities (although YTDP never developed a formal relationship with the school system during the national evaluation). Special education students in the city access school services in one of two ways, depending on the severity of their disability. Students with milder disabilities can access a traditional array of in-school counseling, therapy, and customized instruction while attending traditional schools. These students often divide their school days between classes (mainstream and remedial)

and meetings with speech and physical therapists, tutors, and special education counselors. During most of the period when YTDP was serving youth as part of the YTD national evaluation (2006 through 2009), students with milder disabilities could pursue local diplomas or Regents' diplomas, depending on their capabilities.[44] Only the latter signified readiness for college.

Students with more severe disabilities typically attend specially designated "District 75" schools. These schools, which make up a virtual special education district, serve approximately 23,000 of New York's 145,000 special education students. Most of these schools are separated physically from traditional schools, but in some instances both types of schools are co-located in the same buildings. As the instructional programs in District 75 schools focus primarily on life skills and job preparation and cover only the most basic academic subjects, attendance does not generally lead to a regular high school diploma (the Regents' diploma or the now-defunct local diploma). Instead, District 75 students receive an "Individualized Education Program (IEP) diploma," which merely affirms that they attended four years of high school.

In both traditional and District 75 schools, a transition linkage coordinator assists special education students in accessing services for vocational rehabilitation, developmental disabilities, and mental health. One or more staff in these schools work full time in this position, while in the traditional high schools this position often is staffed part time by a teacher or guidance counselor. Over the course of the YTDP evaluation, parents and project staff reported deficiencies with in-school transition services. One such problem was inadequate communication by school officials with parents regarding the limitations that an IEP diploma places on a youth's postsecondary education options. Another problem was delays in referring students for vocational rehabilitation services. Below, we provide details on this issue.

Another important service provider is the Vocational and Educational Services for Individuals with Disabilities (VESID), in the New York State Education Department (the state vocational rehabilitation agency). Its services for adults and transitioning youth include vocational assessments, funding for assistive equipment, job training and supported employment, and educational placement and funding. VESID identifies transitioning youth who may be eligible for its services through referrals from schools' transition linkage coordinators. Those referrals are supposed to be made two years before graduation from high school; in practice, however, they often are not made until graduation is imminent (Mueller 2005). In many cases, when VESID schedules an appointment with a youth, he or she has already graduated, so school staff are not present to encourage the youth to show up for the appointment or assist them. YTDP staff noted that when a referral is not made or an appointment is not kept, VESID shifts the responsibility to the youth to set up an appointment with the agency. YTDP staff told us that, as a consequence of these practices, many youth in special education fall through the cracks and never receive VESID services during the critical transition period. Overall, the percentage of youth on VESID caseloads is below the state average in four of New York City's five boroughs, including the Bronx (Mueller 2005).

The YTDP responded to this systemic problem during the last year of the project. Because the YTDP was considered to be a CUNY adult and continuing education program, project participants

[44] Prior to 2009, New York City high school students had the option of pursuing a local diploma, which was less rigorous than the Regents' diploma. To graduate with a Regents' diploma, students must meet all attendance and credit requirements and score 65 or higher on five graduation exams (in English, math, global history and geography, science, and U.S. history and government). The local diploma allowed students to score as low as 55 on one or more of these exams. Local diplomas were eliminated for students who entered high school in 2008 or after.

were eligible to access CUNY LEADS, a partnership between CUNY and VESID that provides VESID services to eligible students. Beginning in late 2008, YTDP participants were able to access VESID through the LEADS counselor, who provided vocational rehabilitation counseling services. Interviews with project staff indicated that this partnership was successful, and the LEADS counselor estimated that YTDP participants accounted for 25 percent of her caseload by spring 2009.

Community-based organizations in the Bronx also provide services to youth. One organization that provides services to school-aged youth, the Mosholu Montefiore Community Center, operates an In-School Youth (ISY) program for Bronx high school juniors and seniors. Serving about 150 youth, all of whom are economically disadvantaged, the program aims to increase students' readiness for higher education and the workforce through after-school and Saturday tutoring, college planning, and individualized educational and employment planning. In addition, youth who participate in the program obtain an internship, enroll in the SYEP, and receive incentive payments for consistent attendance at school and ISY activities.

Due to a long relationship between one YTDP staff member and the ISY program manager, the YTDP and the Mosholu Montefiore Community Center formed strong ties and shared resources (the Center also was an intake site for the SYEP). YTDP staff regularly referred participants to the ISY program and the ISY program provided two tutors to work with YTDP participants on the Lehman campus following each Saturday session, starting in spring 2008. By the summer of the following year, approximately one-quarter of the youth in the ISY program were YTDP participants. Absent the strong ties between the two programs, most YTDP participants would not have qualified for the ISY program because it typically serves only youth planning to receive local or Regents' diplomas.

Finally, the New York State Office of Mental Retardation and Developmental Disabilities (OMRDD) provides comprehensive, long-term services, including day treatment and habilitation programs, Medicaid service coordination, supported employment opportunities, adaptive equipment, and rehabilitation services to individuals with mental retardation or developmental disabilities. The agency serves about 140,000 people throughout the state. Residents of the Bronx access OMRDD through the Metro New York Developmental Disabilities Services Office, with locations in lower Manhattan and the east Bronx. OMRDD provides its services through referrals to vendors, such as YAI/National Institute for People with Disabilities (formerly Young Adult Institute), Lifespire, and The Association for the Help of Retarded Children.

Although YTDP staff introduced parents to OMRDD during parent workshops, there was no regular interaction between the two organizations during the course of the evaluation. Also, it was not clear from our observations how much coordination existed between OMRDD and the school system, but a study conducted by the Advocates for Children of New York (2005) suggested that transition linkage coordinators did not rely heavily on OMRDD when making referrals: out of 264 IEP transition plans they reviewed, not one listed OMRDD as a partner or referral.

C. YTDP Services

As previously noted, the YTDP operated successfully on a pilot basis for two years prior to joining the YTD national random assignment evaluation. Changes in the project design for the national evaluation included targeting SSI beneficiaries only (as opposed to a mix of beneficiaries and special education students at risk of becoming beneficiaries), adding Hostos Community College

as a service delivery site to accommodate a larger scale of operations, and expanding the career development and benefits counseling components of the intervention. In addition, the project substantially modified the sequence and mode of service delivery; most notably, the summer institute and associated work experience were dropped. The YTDP replaced them with a two-semester series of Saturday workshops, complementary individualized services, and a culminating summer work experience, potentially followed by nine months of additional individualized services.[45]

Although the YTDP changed over time, the goal of the project remained constant. The JFK, Jr. Institute's proposal to SSA for a cooperative agreement to implement the intervention stated that its goal was to "achieve maximum independence and economic self-sufficiency" among participating youth (CUNY, JFK, Jr. Institute 2003). Project staff strongly embraced this goal. In interviews with them during our field research, we repeatedly heard the same message: the project's objective was to foster independence and self-sufficiency so the participants could have more productive working lives. This is illustrated by two staff members' statements: "(the project is) all about self-sufficiency…teaching (the participants) discipline, work, finding a job, standing up for themselves in everyday life…;" and "…helping to make the young people more self-sufficient. The ultimate goal is employment, but empowerment is seen as both the road to that goal and an end in itself."

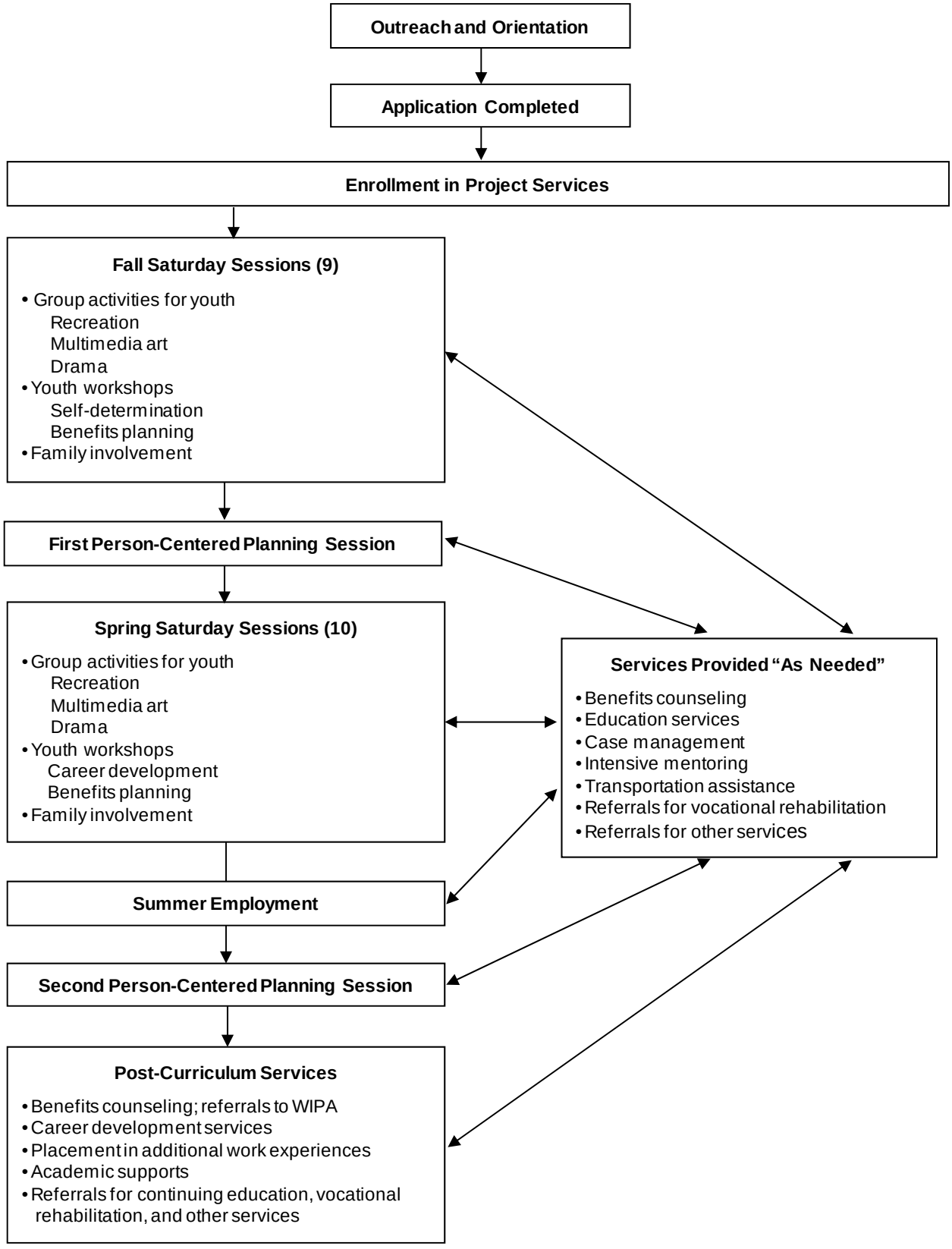
1. Overview of Services

The YTDP implemented all of the intervention components in the conceptual framework for YTD projects (see Figure I.1). At Saturday workshops, youth participants and their families learned about SSA benefits and rules, social and health services available to them, and self-empowerment. YTDP staff also provided individualized PCP as well as benefits counseling, which included information on how to take advantage of the SSA waivers for YTD. Parent peer mentors and other project staff provided support for parents and families. Through the YTDP's partnerships, participants were linked to other organizations, such as VESID, for additional services. The YTDP career development specialists facilitated the placement of project participants in paid summer jobs through the SYEP.

The YTDP curriculum-based program began in early October of each year for a new cohort of project enrollees. As shown in Figure III.1, fall Saturday sessions provided youth with a variety of group recreational and social activities, which were followed by workshops on self-determination, benefits planning, and preparation for employment. Concurrently, their parents attended workshops on advocacy skills, supporting youth in their transition to adulthood, benefits planning, and community resources. To encourage participation on Saturdays, the YTDP reimbursed all family members for the public transportation costs of attending the Saturday sessions, provided food for all participants, and made child care available for siblings of participating youth. During the break between the fall and spring Saturday sessions, the YTDP staff, youth participants, and their families engaged in PCP to explore the youths' lives, interests, and goals, with an eye toward summer employment. These planning meetings allowed staff to further develop trust and rapport with the youth and their families. The spring Saturday sessions featured youth workshops focused on career development. Using information gathered through the PCP process, career development specialists placed participants in summer jobs that matched their interests. These were primarily in CUNY operations on the Lehman and Hostos campuses. Following their summer employment, the youth participated in additional PCP to reassess the youths' goals. This was the final structured activity in

[45] CUNY staff attempted to engage families in Saturday workshops. Those not attending workshops were eligible to receive information and one-on-one services on occasion, as needed.

Figure III.1. Participant Flow Through YTDP Services



the YTDP curriculum for each cohort. Subsequently, each youth had to seek YTDP follow-up services proactively, if needed, rather than respond to the staff's solicitations, as was the case up to that point. In October, a new cohort of participants began project services and repeated this cycle.

We provide more details about the YTDP services in the remainder of this section.

2. Saturday Sessions

Following enrollment in project services, YTDP participants and their families began attending Saturday sessions. These were held for a nine-week fall semester from October through December and a ten-week spring semester from February through May.[46] For the youth participants, each of these four-hour sessions was divided equally between group recreational/social activities and participation in workshops. Parents and other family members spent this time in workshops specially designed for them and consulting one-on-one with YTDP staff.

a. Group Activities for Youth

Each Saturday session began with two hours of group activities for youth. These were designed primarily to promote social interactions but also accomplished other objectives. During our field research, the YTDP staff told us that social isolation was a significant problem for many youth with disabilities. This was confirmed by the participants themselves through the descriptions of their daily activities during the PCP sessions we observed. The program designed each group activity to foster socialization, develop teamwork, and promote choice, all of which complemented the YTDP self-determination curriculum. Furthermore, CUNY student buddies were involved in all group activities, which provided them with numerous mentoring opportunities. The large number of participants at Lehman College necessitated that each youth choose one of three group activities at the beginning of each semester: recreation, multimedia art, or drama. Because there were fewer YTDP participants at Hostos Community College, all youth initially participated in recreation activities only. In fall 2008, however, staff added drama as a second group activity to accommodate the growth in the number of participants at that site.

Recreation. The recreation program encouraged social development and decision making and promoted physical fitness among the YTDP participants. Project staff and faculty in the Recreation Department of Lehman College developed the program jointly.[47] It included a wide range of recreation activities, such as aerobics, martial arts, racquet ball, basketball, swimming, weight training, tennis, and volleyball. At the Lehman campus, students who were enrolled in a three-credit Recreation Department undergraduate course with formal links to the YTDP led these activities and received support from "super buddies"—graduate or undergraduate student mentors who already had completed the course. At the Hostos campus, paid YTDP staff led the recreation activities. One of the super buddies described the purpose and importance of the recreation component of the Saturday sessions as follows, "Rather than thinking 'I have a disability and I stay home all the time,'

[46] Each Saturday participant (youth and family members) received free MetroCards for the New York City bus and subway system as an incentive and to cover the cost of travel to participate in YTDP.

[47] The Lehman College Recreation Department's course, "Inclusive Recreation for Teens with Developmental Disabilities," met on Saturdays during each semester. The students enrolled in this course designed and implemented the recreation program for the YTDP participants as part of the course requirements and were awarded academic credits for completing the course successfully. Since Hostos Community College did not have a recreation department, paid part-time YTDP staff implemented the recreation program on that campus.

[the youth] are engaging people and being urged on. It opens them up. This translates into self-confidence."

Multimedia Art. The multimedia art component of the Saturday sessions provided opportunities for the YTDP participants on the Lehman campus to use various media (for example, computers, audio recorders, digital cameras, and digital video recorders) to express their creativity. In the fall 2007 semester, the goal of this component was for the youth to retell Homer's *Odyssey* through pictures and sounds from their own lives to create a "real-world interpretation of what they heard in the story." In the spring 2008 semester, this component was designed to prepare the youth for travel to their summer jobs. They charted routes of travel across the Bronx and on the Lehman campus and shared their methodologies, symbols, and terminologies with each other. In the fall 2009 semester, participants were "commissioned" by the Lehman College daycare facility to design and create a mural.

Drama. The Creative Arts Team (CAT) is a unit within CUNY that uses educational theatre as a medium to promote social, emotional, and intellectual growth in communities throughout New York City. The YTDP contracted with CAT to work each Saturday—initially only with project participants at Lehman College and subsequently with participants at Hostos Community College also. The CAT staff enacted live dramatic scenes to portray thematic and interpersonal issues important to the youth and encouraged their feedback and reflection in a group setting. For example, the CAT staff would enact a challenging work-related situation, such as sexual harassment, and then ask the youth to discuss appropriate ways to handle it. In addition, once per semester on each campus, members of CAT facilitated a special session with all participating youth and their families on a topic such as empowerment, informed choice, disclosure of disabilities to employers, and communicating with the local SSA office.

b. Youth Workshops

Following the completion of group activities during a Saturday session, youth participated in workshops, each of which focused on a particular topic, typically either self-determination, career development, or benefits planning. For the workshops, youth were divided into three groups, based on their intellectual functional levels, as determined by the project staff. The lower-functioning youth responded best to instruction delivered through demonstrations and discussions, whereas the higher-functioning youth were able to use worksheets and other written materials effectively. The YTDP staff generally did not view the workshops for lower-functioning youth as being more difficult to run; one instructor commented that it could be more challenging to work with the higher-functioning youth if they became combative or disagreeable.

Self-Determination. Most of the fall workshops focused on self-determination, with an emphasis on socialization and self-discovery. During these workshops, youth identified goals, learned about available community services, and developed skills to advocate for themselves. The self-determination curriculum, which was developed by the project staff and expert consultants, featured frequent role playing and public speaking. The instructors conveyed the breadth of life possibilities after high school, including employment, vocational school, college, and independent living.

Career Development. The curriculum for the spring workshops emphasized career development and was linked closely to the upcoming summer work experience. All participants completed a career interest profile using CareerZone, a web-based career exploration and planning

system for students. The YTDP staff conducted vocational assessments for youth who had not completed them in school as part of their IEPs. Staff used information gleaned from these activities about the interests and abilities of the youth, along with the contents of their PCPs, in the job development process for the SYEP. Additional topics covered in the career development workshops included grooming, presenting oneself in a workplace, interviewing, getting ready for work, and workplace "dos and don'ts."

Benefits Planning. The YTDP provided participating youth and their families with information on SSA disability and other types of benefits at several different times and through various service-delivery modes during their participation in the project: during outreach and orientation, in Saturday workshops, and in one-on-one meetings. This multidimensional approach allowed the project to be proactive about future benefits-related issues while dealing with current concerns. Two Saturday workshops (one in the fall and one in the spring) provided group benefits planning services separately to youth and their parents. The workshops for youth included practice on budgeting and spending money on rent, food, games, and other items. The benefits-planning curriculum also included games, written exercises, role-playing, and parent participation. In addition to providing youth with information about SSA benefits, these workshops gave them details on the SSA waivers for YTD, thus complementing the overview of the waivers provided during outreach and orientation.

c. Family Involvement

While the youth participated in Saturday group activities and workshops, their parents and other family members attended specially designed workshops or consulted with project staff on their specific issues. Recognizing the importance of ensuring that monolingual Spanish-speaking parents were able to participate actively in workshop sessions, YTDP invested in headset communicators; bilingual staff would translate presentations in real time. Parents requiring translation could listen to the translation via the headset. Observations suggest that translating did not adversely affect the monolingual Spanish-speaking parents or keep them from engaging fully in the workshop sessions.

Each family received a YTDP support guide during the initial fall session. This was a binder that included a list of transition resources, the workshop schedule, materials for the workshops, a description of the PCP process, and information on the SSA waivers for YTD. Several of the family workshops addressed SSA benefits, the SSA waivers for YTD, and other state and federal benefits. The SSA Area Work Incentives Coordinator (AWIC)[48] was present during some of these workshops to educate parents and answer their questions. The youth joined the workshops on benefits that took place later in a semester to learn about this topic along with their parents. In other workshops, CAT taught parents mediation skills to prepare them for meetings with the staff of schools, SSA, and other agencies. There was also a workshop to help families negotiate the transition from a parent being the SSA payee to the youth assuming that role. Most of the parents who participated in the workshops that we observed were enthusiastic about them. One parent told us, "If it wasn't for this program to show me and teach me how to fight for myself, I'd still be getting tossed around."

[48] AWICs are SSA staff who provide outreach services and information to the public on employment support programs and work incentives.

3. Person-Centered Planning

YTDP participants and their families engaged with project staff in two PCP sessions. The first session, typically 60-90 minutes in duration, occurred in January or February, and the second immediately followed the summer work experience. PCP was the primary vehicle for goal setting; it gave youth an opportunity to express their interests and dreams. It also promoted self-advocacy on the part of the youth by emphasizing their input into the development of educational, career, and quality-of-life goals. The YTDP's approach to PCP was built around the "quality-of-life vision" of the youth, rather than diagnostic or professional criteria. The activity involved the use of wall charts to display a youth's current situation and where he or she hoped to be in the future. The planning covered key personal relationships, interests, abilities, challenges, school, work and daily activities, goals, and next steps. Facilitators detailed the next steps clearly to show how the youth could move systematically toward his or her goals.

A trained facilitator (typically a parent peer mentor, self-determination instructor, parent advocate, or benefits advisor) led each PCP session, while a designated recorder, often the youth's student buddy, took notes on the wall charts. In addition to family members, youth were encouraged to bring friends and other service providers. Family involvement tended to be greatest for youth with the most severe disabilities. The facilitator spoke directly to the youth even when parents were present. The facilitator was guided by a list of standard questions prepared by the career development specialists, thus ensuring that the planning would produce all of the information (on interests and job-related skills, for example) needed to place the youth in an appropriate summer job. Although the discussion focused on employment, it also addressed education and general life goals. Examples of goals that youth set for themselves included getting a job, traveling independently, going to college, obtaining a driver's license, and finding a girlfriend or boyfriend. Families appreciated PCP because it revealed interests on the part of their youth of which they were previously unaware and it opened their eyes to broader horizons for their youth. Among the youth themselves, we observed that some were indifferent or even resistant to PCP, while others, including nonverbal youth and those with the most severe disabilities, embraced it and were very engaged in the process.

The product of a youth's first PCP session was a written plan specifying the action steps and deadlines for achieving the established goals; a copy of the plan was given to each youth and his/her transition linkage counselor in the school. In addition to this plan, the youth also received a checklist of required documents for summer employment.[49] A career development specialist met briefly with the youth to confirm his or her summer work interests, as specified in the plan. Having thus obtained a clear understanding of the youth's situation and interests, the career development specialist was prepared for the job development and placement activities that were precursors to summer employment.

A second PCP session was held following the summer employment experience. It began with a discussion of what the youth had learned from the work experience. Then the youth revised his/her goals and action steps, as appropriate. The focus was broader than the initial session because the youth had greater awareness of the world of work, their job interests, and the challenges they might encounter. The youth themselves were responsible for accomplishing the goals developed during this session, such as finding work related to their summer experience or finishing school. This was

[49] The required documents included a Social Security card, working papers (if under age 18), proof of address, two 1"x1" photographs, a selective service form (males 18 years and older), a birth certificate, and a copy of the youth's IEP.

the last formal activity in the YTD curriculum before youth moved into the post-curriculum phase of the project.

4. Summer Employment

After completing PCP and the spring Saturday workshops, YTDP youth participated in paid summer employment through the SYEP, which offered seven-week, minimum-wage jobs to selected youth.[50] The project accessed the employment program through established intake sites, primarily the New York City DOE and the Mosholu Montefiore Community Center. Although the SYEP was a lottery-based program, the YTDP guaranteed a job to all interested project participants, consistent with the program's philosophy of participant choice; the handful of youth who were not selected through the lottery each summer were placed in comparable jobs and paid the same wage by the YTDP. Timothy's story on page 42 illustrates how the SYEP fits into the YTDP program model.[51]

YTDP staff, particularly the career development specialists, helped participants navigate the complex SYEP application process and developed the jobs in which most of them were placed. The specialists sought to identify an ample number of jobs, which they assigned to particular youth based on their broad preferences, such as to work in an office, with children, or outdoors. (The youth had revealed their preferences through the PCP process, the self-determination workshops, and other communications between themselves and staff.) To facilitate job coaching, most of the jobs were with CUNY units on the Lehman and Hostos campuses, but the job developers also used their connections with other employers to make placements at Home Depot, daycare centers, and local health agencies. A few participants found jobs through their own connections. Many employers were receptive to hiring YTD participants through the SYEP. Because the project had screened the youth and offered post-placement job coaching to help with their training and ensure their proper comportment in the workplace, interviews rarely were required.

YTDP student buddies served as job coaches for those youth participating in summer jobs through YTDP. They conducted job site orientations, addressed participant issues (such as tardiness and disagreements with coworkers), and relieved employers of some training and supervisory burdens. One student buddy was a job coach for eight youth who had been placed in jobs on the Hostos campus. From Monday through Thursday, he rotated among their work sites to check in with them and offer hands-on training as they performed their jobs. He also met with their supervisors to determine if there were any problems. Every two weeks, the job coach received feedback forms rating their performance completed by the youths' supervisors. The youth themselves completed daily assessments in the form of journal entries documenting their satisfaction and frustration on their jobs. The job coach reviewed those entries and discussed any issues with the youth.

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[50] The SYEP has been in operation since 2003 and has provided subsidized employment to thousands of New York City youth 14–24 years old. In 2009, SYEP's largest year, the program served more than 52,000 youth, nearly 4,000 of whom had self-identified as having a disability. Participants worked in approximately 9,000 job sites throughout the city and earned $7.25 an hour for seven weeks of employment. Wages were deposited into bank accounts, for which participants were given ATM cards.

[51] Note that Timothy's story (and Monica's story on page 44) is presented to illustrate the various services provided by YTDP. To ensure that we supplied enough information to present a comprehensive picture of youth experiences, we selected youth who were active participants in YTDP. These vignettes thus are not representative of a typical YTDP youth's experiences or outcomes.

Timothy's Story

Timothy was an 18-year-old student in 11th grade at a District 75 special education high school in Yonkers, a city in Westchester County, just north of the Bronx. He lived in the south Bronx with his mother and sister and suffered from speech delays and emotional and behavioral problems.

Like many participants, Timothy was shy when he started attending Saturday sessions at the CUNY Hostos campus. He began to open up to other participants and staff members after participating in the CAT group activity and completing his PCP. Timothy told staff members about his goal to go to college and move out on his own, his interest in theatre and writing, and his desire to become more outgoing. YTDP staff were impressed by the determination behind his shy demeanor, commenting that "he really knows his likes, he knows his dislikes…he gets to the point and gets things done." To develop his interpersonal skills, CAT activity leaders encouraged his interaction with other participants and were amazed at how quickly he opened up. He became more vocal and active and, toward the end of the fall workshops, a staff member who worked with Timothy in CAT even spoke to Timothy's parents about having him audition for a teen theatre to which the staff member was connected. "I was shocked," said one parent peer mentor, "this is a kid that was very sheepish when he first arrived, very shy, very withdrawn…and now this is a young man that has changed in just a few short weeks!"

Meanwhile, other staff members worked with Timothy on more tangible goals. They quickly referred him to the ISY program at the Mosholu Montefiore Community Center, which he attended consistently. ISY arranged a job interview for him at the Bronx Zoo. Unlike most of the summer jobs YTDP facilitated, this was a competitive position and Timothy was competing against adults and other teens without disabilities. After two rounds of interviews, he did not get hired, but going through the process made the idea of applying and interviewing for work less intimidating to him. As his mother told YTDP staff, he began talking at home about his resume and asking her questions about what path he should try to pursue. Both she and YTDP staff also noticed improvements in his presentation: he started looking people in the eye and speaking more confidently.

Even though he did not get the zoo job, Timothy did get a job through the SYEP. He worked for a company that set up alarm and security systems, going along with employees to learn how to install cameras, run wires, and use a variety of technical tools. With the summer job completed, Timothy went back to YTDP for a final PCP session. There were some goals he still had to work toward, but both he and YTDP staff recognized the strides he had made in becoming more responsible and more thoughtful about his future. As he left the program, one year after beginning Saturday workshops, he was on track to graduate from high school in spring 2010 with a local diploma. He acknowledged that he was still struggling with his history examinations, so YTDP staff encouraged him to speak with staff at the ISY program about enrolling in an after-school internship and tutoring program. Staff noted about Timothy: "he's blossomed…but now is the time when the real work begins. We laid the foundation, and the door's open for him, so now the process begins."

Although they were not competitive jobs, the summer employment experience exposed YTDP participants to the world of work—often for the first time—and gave them the opportunity to earn money. Given that most of these youth were still in high school, the project staff and administrators considered the summer work experience to be an appropriate first step into the world of work, as many parents and youth preferred to focus on education during the school year. Furthermore, during interviews with us, the career development specialists discussed the difficulty of arranging after-school and weekend jobs consistent with both employers' and participants' schedules.

5. Post-Curriculum Services

As previously mentioned, the second PCP session denoted the end of the YTDP's 11-month core curriculum. After this point, youth were eligible to receive nine additional months of individualized services (for a total of 20 months of services) including, but not limited to, benefits counseling; career development services; placement in additional work experiences; academic supports; and referrals for continuing education, vocational rehabilitation, and other services. Participants who needed these services were expected to contact the YTDP staff proactively and request them.[52] Also during this period, participants were welcome to receive tutoring from staff of the Mosholu Montefiore Community Center at the Lehman College campus on Saturdays after the workshops adjourned.

6. Services Provided "As Needed"

Project staff delivered most YTDP services within the framework of the project's structured curriculum, as described above and represented in Figure III.1; however, they also provided additional services on an "as-needed" basis. These included benefits counseling, education services, general case management, transportation assistance, and referrals for vocational rehabilitation and other services. They delivered these services on an individual basis, rather than in workshops, during both the curriculum and post-curriculum phases. Although these services were not a primary focus of YTDP, they were an important part of the overall service mix. Below, we highlight the two categories of as-needed services used most frequently: benefits counseling and referrals for education services. Our vignette about one YTDP participant, Monica, on the following page, includes a number of examples of additional services the project provided to youth on an as-needed basis.

a. Benefits Counseling

In conjunction with the benefits planning workshops, each participant and his or her family were invited to schedule an individual benefits assessment with the YTDP benefits advisors, during which the youth's current and potential benefits were documented and reviewed. Benefits staff requested a benefits planning query (BPQY) from the SSA local office prior to the assessment meeting and provided a summary to the family. Also, prior to the summer work experience, the advisors checked with SSA to determine how working would affect participants' benefits and then conveyed their findings to the youth. In addition to scheduled benefits discussions, the YTDP benefits advisors provided advice on benefits and finances in response to telephone calls and

[52] An analysis of ETO data (not shown) showed that just over half of participants received post-curriculum services, and such services were related primarily to benefits planning or education. We did not include case management services in this analysis.

Monica's Story

Monica came to YTDP in fall 2008 with clear challenges and clear strengths. Described by staff as "bright," "focused," and possessing "a strong sense of who she is," she also struggled with anger, "hung around the wrong crowd," and hated her school for its overly restrictive atmosphere. When she first came to the program, Monica had been getting into fights at school often and was generally frustrated with her circumstances. She benefitted greatly from the "therapeutic environment" of the Hostos campus.

Monica struggled with borderline intellectual functioning and speech and language delay. She also grew up in a home with very little money, and her mother was murdered when she was young. In addition, Monica had to deal with disadvantages springing from the economic and social dynamics in the Bronx, as did many of the other YTDP participants. One staff member said, "she has a lot of pain; she's gone through a lot. A lot of the problems she's having come from her losses." At the same time, Monica benefitted from a supportive and resourceful grandmother, who raised her and her older brother after their mother was killed. Her grandmother arranged for Monica to attend a Catholic school on scholarship and was generally good at keeping on top of Monica's coursework and following through on opportunities for additional services for which she qualified. Monica expected to graduate from high school in 2011 with a Regents' diploma after completing all required testing and coursework.

Throughout her participation in YTDP, Monica showed up to Saturday sessions at the Hostos campus on her own, unlike most participants, who were accompanied by their parents. The program staff were impressed by this initiative and reliability, and noted that Monica exceeded their expectations particularly when it came time for career exploration and job searches. During her initial PCP, in which she took part enthusiastically, she identified an interest in working with children or trying an office job. She then took advantage of her time at CUNY to log into CareerZone and explore what kinds of jobs might be available. By the next summer, the staff had arranged for her to work at Hostos as an office assistant through the SYEP. She performed her job well and at the time of her exit meeting at the end of the summer was expressing interest in securing an after-school job for the upcoming semester.

In addition to the summer employment and the Saturday workshops, YTDP staff also assisted Monica through a referral to the ISY program at Mosholu Montefiore Community Center. YTDP staff also provided more general mentoring and encouragement for the family. A primary figure in this capacity was the parent peer mentor. On and off campus, she became a trusted resource to the family and sought to keep them engaged with YTDP and their other productive activities. One such activity was a cancer support group. Monica's grandmother, who had been diagnosed with breast cancer, began attending the meetings regularly. The parent peer mentor also encouraged Monica to attend the group in support of her grandmother. The parent peer mentor regularly checked in with both of them to be sure they were keeping up their attendance with the support group. In a like manner, the parent-peer mentor worked to ensure that Monica maintained her participation in the Big Brother Big Sister program, an activity set up through her school, through which Monica met with a husband and wife "Big Brother Big Sister" every few weeks to go to the theatre and other cultural events and practice traveling more independently.

inquiries during the Saturday sessions. They also spent considerable time solving problems related to benefits issues and advocating for participants with SSA.

Although the benefits advisors' day-to-day work primarily involved benefits planning issues, when appropriate, they also provided information about the SSA waivers for YTD that went beyond what was provided during the workshops and was tailored to a youth's particular circumstances.[53] For example, the advisors reached out to 17-year-olds to make sure that they understood the CDR/age-18 redetermination waiver prior to their 18th birthday. To ensure accurate representation of waiver utilization (primarily the CDR waiver) and benefits status in SSA's data system, YTDP benefits advisors met with the AWIC several times over the duration of the intervention to review each participant's status. This often resulted in discovery of unresolved issues, such as a CDR waiver not having been applied or errors in benefits cessation. Benefits advisors also worked with the local PASS cadre (an SSA employee who is an expert in handling PASS applications) to provide additional support to families interested in developing a PASS plan.

CUNY's status as the WIPA grantee for Bronx County gave the YTDP easy access to SSA-funded training resources and staff for benefits counseling. The CUNY WIPA grant ensured that YTDP participants would have ongoing access to benefits counselors who were familiar with the waivers even after they exited the project.

b. Education Services

While there was no education component in the Saturday workshops or elsewhere in the YTDP's structured curriculum, the project provided education counseling, testing, and referrals for education services to many participants. For youth who had identified education goals, typically during the PCP sessions, staff responded with services and referrals tailored to those goals. Since most participants were 15 to 17 years old at random assignment, the most common education goal was to graduate from high school; however, some of the youth were interested in GED classes, vocational training, and college. The YTDP staff initiated education services by administering a standard assessment appropriate to a youth's goals to gain an understanding of his or her reading and math skills and make appropriate recommendations and referrals.[54]

Although there were several agencies in the Bronx that could provide education services, Mosholu Montefiore Community Center and YTDP enjoyed a particularly close relationship. Sixteen to 20 YTDP youth per week benefitted from drop-in tutoring provided by ISY program staff at Lehman College during and after the Saturday sessions. Some YTDP participants also were referred to Mosholu Montefiore Community Center's ISY program for more comprehensive education services. Only students pursuing a Regents' or local diploma typically qualified for ISY, but ISY staff made exceptions to admit YTDP students pursuing an IEP certificate.

Other education services also were available by referral. Depending on their interests and assessment scores, YTDP referred out-of-school youth to CUNY Prep, a GED preparation program operated by CUNY. The program referred other out-of-school youth to the Department of

[53] Once a treatment youth enrolled in YTDP, he or she was eligible for all of the SSA waivers for YTD for four years following the provision of informed consent, or until age 22, whichever came later, notwithstanding continued receipt of YTDP services.

[54] Project staff administered the Test of Adult Basic Education to youth focused on completing high school and the Stanford-10 test to youth interested in enrolling in GED classes or going to college.

Youth and Community Development's Out-of-School Youth program, which is operated by a number of community-based organizations, including the Mosholu Montefiore Community Center. It offered GED preparation, job training, and employment services. Parent peer mentors frequently checked in with all participants who had expressed education goals, as well as their parents, to ensure that they were continuing to make progress toward those goals.

7. Implementation Issues

The findings from our field research presented in this section document that the YTDP was implemented in a manner consistent with its program model, which emphasized services aimed at developing self-determination in the short run and promoting economic self-sufficiency in the longer run. The project as implemented also included activities and services that addressed every component in the conceptual framework for the YTD projects and evaluation: individualized work-based experiences, youth empowerment, family supports, system linkages, social and health services, and SSA waivers and benefits counseling. However, there were two respects in which the intervention either did not conform fully to the YTD conceptual framework or had other notable limitations. We discuss these below.

a. Short Duration of the Core Curriculum

Under the YTDP service model, staff delivered the project's curriculum to annual cohorts of participants and their families through Saturday workshops and individualized services for 11 months, from October through August. Following the summer employment experience and the subsequent second PCP session, the provision of services to members of the outgoing cohort was strictly limited, as it was necessary for most staff resources to be devoted to serving the incoming cohort. During the nine-month post-curriculum phase of the project, participants were eligible for individualized services but had to request them, as the project's staffing plan could not accommodate active engagement with all members of the outgoing cohort.

The 11-month period of active service delivery under YTDP was short relative to the service-delivery periods of other YTD projects. It is an open question whether the limited duration of core services for participating youth was sufficient to generate impacts on outcomes targeted by the YTD evaluation. In subsequent chapters in this report, we address whether the YTDP achieved short-term impacts on key outcomes; later reports will shed light on whether YTDP's programmatic approach led to longer-term impacts on those and other outcomes.

b. Limitations of the Summer Work Experience

As we will discuss in Section E, half of all YTDP participants had a work experience through the SYEP or a similar summer job. However, certain aspects of the summer work experience may have limited its potential to positively influence longer-term employment outcomes. The YTDP career development specialists generally did not have specific youth in mind when they were recruiting employers and identifying summer job slots. Youth and jobs were matched only to the extent that the jobs satisfied broad preferences expressed by the youth during or after the PCP process, such as for office or outdoor work. Furthermore, the jobs were of fixed, limited duration (seven weeks) and the youth were paid by either the SYEP or the YTDP; they did not receive paychecks from the employers. While the summer work experience offered potential benefits to participating youth, its impact on longer-term employment is unlikely to be as strong as direct-hire

jobs in which both the youth and the employers are more invested in successful outcomes.[55] To some degree, these limitations of the summer work experience were necessitated by the relatively young ages of the project participants.

D. Enrollment in the YTDP

Three cohorts of youth were recruited into the YTDP random assignment evaluation: the Vanguards in 2006, the Navigators in 2007, and the Voyagers in 2008. In response to the challenges encountered in recruiting the Vanguard cohort, outreach to eligible youth commenced earlier for the later two cohorts. Recruitment began in July for the Vanguard cohort and in April for the Navigator and Voyager cohorts. The goal was to complete recruitment into the evaluation by late September of each year, but it was necessary to extend the process into November in both 2006 and 2008. The project recruited only a handful of youth after September in those years. In total, the recruitment effort yielded 918 youth who consented to participate in the evaluation, of whom 492 were randomly assigned to the evaluation's treatment group. The YTDP staff enrolled 387, or 79 percent, of these youth in project services.[56]

1. Overview

In the spring and/or summer of each recruiting year, Mathematica survey professionals conducted baseline interviews with YTDP-eligible youth randomly selected from the SSI rolls. Youth who completed the interview were mailed a form to be signed by themselves and their parents or guardians, consenting to participate in the evaluation and acknowledging that the opportunity to receive YTDP services would be determined by a random lottery. While most of the consent forms were signed and returned to Mathematica within a reasonable period of time, many were not. Mathematica and YTDP staff shared responsibility for gathering outstanding consent forms. This time-consuming activity entailed contacting youth and their families, often through home visits, to obtain the signed forms. YTDP staff believed that their familiarity with the culture and geography of the Bronx equipped them well for this task but many were reluctant to become involved in it because gathering the consent forms entailed personal interaction with youth who might be assigned to the control group and so would be ineligible for services.

Once youth had consented to be in the evaluation and had been randomly assigned either to the treatment or control group, the next step was to enroll the treatment group members in project services. Mathematica assisted in this process by (1) providing YTDP staff with contact information on treatment group members via ETO and (2) mailing letters to the treatment group members letting them know they were eligible for YTDP services and inviting them to attend any of several

[55] Support for the hypothesis that summer youth employment promotes longer-term employment can be found in the existing literature. In a study that did not specifically target youth with disabilities, McLaughlin et al. (2006) found that youth who had been employed during the summer following their graduation from high school were much more likely to be employed during the subsequent October and May than were graduates who had not been employed during the summer. Some of the limitations of the YTDP's summer work experience noted in this section may not have been present in the summer jobs held by the youth in the McLaughlin et al. study.

[56] In addition, Mathematica intentionally assigned 18 youth who consented to participate in the evaluation to the treatment group because the youth were siblings of previously assigned treatment group members. They were not part of the research sample and were not included in this study. The YTDP enrolled 16 of these youth in services. Mathematica also intentionally assigned 11 youth to the control group.

project orientation sessions.[57] The YTDP staff, primarily parent advocates and parent peer mentors, also contacted treatment group members by telephone, mail, and e-mail to invite them to the one-hour orientation sessions, which were held at Lehman College. During these sessions, project staff introduced the YTDP services and explained that the youth or their families would need to complete and sign an application form so the youth could be enrolled formally in the project. The staff assisted families in completing the form, occasionally making home visits for that purpose.[58]

2. Enrolling Youth in Project Services

Table III.2 presents our analysis of quantitative data on the efforts of YTDP staff to enroll treatment group members in project services, as recorded by the staff in ETO. The staff made more than 5,000 enrollment contact attempts in total, averaging more than 10 attempts with youth who eventually enrolled in services ("participants") and nearly 9 attempts with youth who did not enroll ("non-participants"). These contact attempts typically were brief, with half lasting only 10 minutes or less. Many attempts were required per youth; the average staff time devoted to enrolling treatment group members was 4.1 hours per participant and 2.2 hours per non-participant. Although staff made more than three-fourths of their enrollment efforts by telephone or mail, face-to-face contacts, primarily during orientation sessions, accounted for nearly two-thirds of staff enrollment time per youth (Appendix Table B.1).[59]

In Table III.2, we show that the median elapsed time between random assignment and staff members' first attempted contact to enroll treatment group youth in services was eight days for participants and nine days for non-participants. Staff attempted to contact 46 percent of youth during the first week following random assignment and another 35 percent during the second week. Following the initial contact attempt, it typically required about two-and-a-half weeks to enroll a youth in services; for youth who eventually enrolled, the median time from the first attempted contact to completion of the YTDP application form was 18 days. The entire process, from random assignment to enrollment in services, usually required less than a month; the median number of days from random assignment to enrollment was 26.

Despite the efforts by the YTDP staff to enroll treatment group members in services, the project ultimately fell short of its enrollment goal of 83 percent (or 408 enrolled youth). The shortfall was most pronounced for the first cohort, for which the enrollment rate was only 75 percent. In this, their initial enrollment effort, the project staff were surprised by the difficulty of contacting treatment group members and their families; contact information obtained by Mathematica during the recruitment process often was outdated, given the transient nature of the target population. Staff also suspected the heavy use of caller ID to avoid telephone calls originating from CUNY. Furthermore, enrollment success for the initial cohort was hampered by the small number of orientation sessions and lack of variation in their timing, and by a requirement that all enrollees be available to participate in the Saturday workshops. Based on these experiences, the YTDP improved its enrollment process for the latter two cohorts, including setting an earlier

[57] Mathematica also mailed letters to members of the control group, informing them of their assignment to that group, thanking them for agreeing to participate in the evaluation, and encouraging them to complete the two planned follow-up surveys.

[58] Active efforts to enroll treatment group youth in project services typically ended in October; however, small numbers of members of each cohort enrolled later. The latest enrollment from the Voyager cohort was in January 2009.

[59] In Appendix Table B.1, we show that only 14.2 percent of face-to-face enrollment contacts were home visits; the others were orientation sessions.

Table III.2. Staff Efforts to Enroll Treatment Group Members in the YTDP

	All	Participants	Non-Participants	Difference		P-Value
Staff Enrollment Efforts						
Number of outreach contacts						
Total	5,042	4,106	936			
Average per youth	10.2	10.6	8.9	1.7	***	0.01
Median per youth	8.0	8.0	7.0			
Staff time per contact						
Average (minutes)	21.8	23.4	15.1	8.3	***	0.00
Median (minutes)	10.0	10.0	5.0			
Staff time per youth						
Distribution of hours (%)					***	0.00
Less than 1	11.8	5.4	35.2	-29.8		
1 to less than 3	31.1	30.2	34.3	-4.1		
3 to less than 5	25.4	27.4	18.1	9.3		
5 or more	31.7	37.0	12.4	24.6		
Average (hours)	3.7	4.1	2.2	1.9	***	0.00
Median (hours)	3.7	4.2	1.3			
Duration of Enrollment Efforts						
Number of days from random assignment to first attempted contact						
Distribution of days (%)					***	0.00
1 or 2	23.4	24.0	21.0	3.1		
3 to 7	22.6	24.8	14.3	10.5		
8 to 14	35.4	36.4	31.4	5.0		
15 or more	18.7	14.7	33.3	-18.6		
Average (days)	11.4	8.6	21.6	-13.0	***	0.00
Median (days)	8.0	8.0	9.0			
Number of days from first attempted contact to project enrollment						
Distribution of days (%)						
1 to 7	n.a.	23.5	n.a.			
8 to 14	n.a.	14.7	n.a.			
15 to 30	n.a.	30.2	n.a.			
31 to 60	n.a.	18.9	n.a.			
More than 60	n.a.	12.7	n.a.			
Average (days)	n.a.	30.0	n.a.			
Median (days)	n.a.	18.0	n.a.			
Number of days from random assignment to project enrollment						
Average (days)	n.a.	35.7	n.a.			
Median (days)	n.a.	26.0	n.a.			
Sample Size	**492**	**387**	**105**			

Source: The YTDP ETO management information system.

Notes: The sample includes all youth who were randomly assigned to the treatment group for the evaluation of the YTDP. Random assignment began on August 3, 2006 and ended on November 25, 2008. The first treatment group youth enrolled in the YTDP on August 19, 2006; the last enrolled on January 30, 2009.

*/**/***The difference between participants and non-participants is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

n.a. = not applicable

starting date, making adjustments to the number and timing of orientation sessions, and lifting the Saturday participation requirement. The rationale for lifting this requirement was that CUNY staff could then attempt to engage families in Saturday workshops and, in the worst case, occasionally provide information and one-on-one services as needed while not discouraging any families from enrolling if Saturday attendance could not be guaranteed.

3. Characteristics of Participants and Non-Participants

Treatment group members who officially enrolled in YTDP services (participants) were similar in most respects to those who agreed to be in the study but did not enroll (non-participants). In Table III.3, we compare the 387 participants and the 105 non-participants on a number of demographic, socioeconomic, and programmatic characteristics. The descriptive statistics on these characteristics are based on pre-random assignment data from the evaluation's baseline survey and SSA administrative files. Participants and non-participants were not significantly different with respect to race/ethnicity, language spoken, school attendance, employment, living arrangements, family socioeconomic status, self-reported health status, expectations about the future, gender, age, disability benefit type and amount, duration of benefit entitlement, or earnings in the year preceding random assignment. However, one noteworthy finding is that more than 90 percent of participants and non-participants were attending school at the time of the baseline survey.

There were two notable, but not surprising, areas in which the two groups did differ, which may help explain the self-selection to participate in services. Participants were 10 percentage points more likely than non-participants to have received special education services, which could signal either greater need for services or greater self-awareness of disability and comfort with participating in services. There were also differences between the two groups in the primary disabling condition, as identified during the SSA disability determination process: participants were less likely to have been diagnosed with mental illness but more likely to have cognitive/developmental disabilities or speech, hearing, or visual impairments. We can only speculate that mental illness may have been an impediment to project enrollment. On the other hand, perhaps youth with mental illness tended not to self-identify as having a disability and so were less likely to perceive potential benefits from their participation in the project, whereas youth with cognitive/developmental disabilities or speech, hearing, or visual impairments were more likely to self-identify as having a disability and see potential benefits from their participation. Furthermore, youth who have trouble interacting in groups would be expected to get less from YTDP than more social youth.

E. Service Use

Through workshops, other group activities, and one-on-one interactions with project staff, every YTDP participant received at least some project services. In this section, we use quantitative data from ETO to explore the services that participating youth received (i.e., the 79 percent of treatment group youth who enrolled in YTDP services). We first examine workshop attendance and then document the specific types of services received and their timing and intensity. For the purpose

Table III.3. Baseline Characteristics of Treatment Group Members Who Did/Did Not Participate in the YTDP (percentages, unless otherwise noted)

	All	Participants	Non-Participants	Difference		P-Value
Baseline Survey Data						
Demographic Characteristics						
Race						0.13
White	33.3	33.3	33.3	0.0		
Black	40.9	41.1	40.0	1.1		
HI/Pacific/American Indian/American Native	2.4	2.8	1.0	1.9		
Asian	0.4	0.0	1.9	-1.9		
Other or unknown	23.0	22.7	23.8	-1.1		
Hispanic	72.1	73.1	68.3	4.9		0.33
Primarily speaks English at home	72.2	72.4	71.4	0.9		0.85
School Attendance						0.13
Does not attend school	6.6	6.0	8.7	-2.7		
Attends regular high school	47.3	45.7	53.4	-7.7		
Attends special high school	33.9	36.5	24.3	12.2		
Attends other school	12.2	11.8	13.6	-1.8		
Ever Received Special Education	87.5	89.6	79.4	10.2	***	0.01
Employment						
Received job training in last year	23.2	24.1	19.6	4.5		0.34
Worked as a volunteer in last year	12.9	12.7	13.7	-1.0		0.78
Worked for pay in last year	18.9	18.9	19.0	-0.2		0.97
Worked for pay in last month	8.9	9.0	8.6	0.5		0.88
Never worked for pay	68.0	69.5	62.1	7.4		0.15
Living Arrangements						0.62
Two-parent family	17.7	16.8	21.2	-4.4		
Single-parent family	80.4	81.4	76.9	4.5		
Other institution	0.6	0.8	0.0	0.8		
Lives alone or with friends	1.2	1.0	1.9	-0.9		
Family Socioeconomic Status						
Annual Income						0.42
Less than $10,000	43.2	41.8	48.4	-6.6		
$10,000 - $24,999	43.6	45.2	37.6	7.6		
$25,000 or more	13.2	13.0	14.0	-1.0		
Mother is a high school graduate	46.9	47.6	44.4	3.2		0.58
Self-Reported Health Status						0.73
Excellent	19.1	18.7	20.6	-1.9		
Very good/good	61.6	61.3	62.7	-1.4		
Fair/poor	19.3	20.0	16.7	3.3		
Expectations About the Future						
Expects to live independently (with or without help)	72.3	71.7	74.2	-2.4		0.64
Expects to continue education	97.2	97.6	96.0	1.6		0.39
Expects to work at least part-time for pay	95.9	95.4	97.8	-2.4		0.31
Administrative Data						
Demographic Characteristics						
Male	68.3	68.7	66.7	2.1		0.69
Average age (years)	16.2	16.2	16.2	-0.1		0.38
Benefits						
SSA Beneficiary Status						1.00
CDB or DI	0.0	0.0	0.0	0.0		
SSI (only or concurrent with CDB or DI)	100.0	100.0	100.0	0.0		
Duration of benefit entitlement (years)	8.8	8.9	8.3	0.6		0.23
Benefit amount in 12 months before month of RA	$6,465	$6,429	$6,601	-$173		0.49
Health Status						
Primary Disabling Condition					**	0.03
Mental illness	13.6	11.3	22.2	-11.0		
Cognitive/developmental disability	30.5	31.6	26.3	5.3		
Learning disability/ADD	25.5	25.3	26.3	-1.0		
Physical disability	17.7	17.6	18.2	-0.6		
Speech, hearing, visual impairment	12.7	14.3	7.1	7.2		
Duration of disability (years)	9.3	9.4	8.8	0.6		0.23
Earnings in Prior Year	$119	$109	$156	-$47		0.27
Sample Size	**492**	**387**	**105**			

Sources: The baseline survey for the YTD evaluation, SSA program administrative files, SSA's Master Earnings File.

Notes: The sample includes all youth who were randomly assigned to the evaluation's treatment group.

*/**/***The difference between participants and non-participants is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

of this analysis, service receipt is restricted to the first 15 months after random assignment.[60] Also, to limit the analysis to substantial contact only, we exclude contacts lasting two minutes or less.[61] The tables presented in this section summarize findings from the analysis of the ETO data; please see the tables in Appendix B for more detailed results.

Project staff were expected to enter into ETO any service provided to or on behalf of a youth, as well as the time spent during the service contact. The staff were trained to record separately each type of service provided during one contact. For example, if a career development specialist discussed summer employment options with a youth for 20 minutes and provided general case management for another 30 minutes, the staff member would record each of these services and the associated time in its own category. ETO was not intended to be a staff timesheet system, meaning that the information recorded in ETO was not expected to reflect all of the work staff did in a day. For example, time spent doing general job development was not recorded in ETO because it was not attributable to a specific youth. Moreover, as is the case with any MIS, it is likely that staff did not enter all contacts with youth, resulting in underreporting of service contacts and time spent with youth. Although the staff of the YTDP received extensive training on ETO and project managers monitored the quality of data entered, the staff may not have input complete data on the services provided.

1. Workshop Attendance

Saturday workshops were the primary service delivery mechanism for the YTDP. The project held workshops for each cohort in nine sessions from October to December and ten sessions from February to May.[62] Staff encouraged families to attend the sessions along with their youth and offered separate workshops for family members. Attendance was not mandatory for either group; youth could attend sessions without their families and vice versa. However, our field research revealed that youth typically were accompanied to the sessions by a parent or other family member. As presented in Table III.4, 87 percent of youth attended at least one workshop during their tenure in the YTDP. On average, youth attended 9 workshops, and nearly one-quarter attended 16 or more.

Our analysis of workshop attendance by primary topic addressed revealed that 71 percent of youth attended at least one career development workshop, 67 percent attended one or more on SSI benefits, and 79 percent attended at least one on self-determination.[63] More than half of the YTDP participants attended four or more workshops on career development, and nearly 60 percent

[60] To ensure a uniform follow-up period for YTDP participants, we limited our analysis of service use to the first 15 months following random assignment. One participant was randomly assigned in November 2008, two months after the next-to-last participant was randomly assigned. We did not have the full 15 months of post-random assignment data for that case but still included it in the analysis. Based on our implementation research and understanding of the YTDP model, we are confident that almost all services were delivered during the first 15 months following random assignment. Participants received few services following their completion of the 11-month structured curriculum.

[61] In our analysis, service-related contacts were limited to those lasting longer than two minutes ("substantial" contacts), thereby excluding attempted contacts (i.e., unsuccessful attempts to reach youth). In addition, all letter, text, and e-mail contacts were excluded, with the exception of benefits planning-related contacts. Benefits-related mailings were included because staff used them to provide important information and advisement on benefits.

[62] One additional Saturday session was held for the third cohort, which meant that youth in the Voyager cohort could participate in as many as 20 workshops, rather than the usual 19.

[63] Our discussions with YTDP management and staff revealed that, unless specified as having a focus on benefits planning, fall workshops focused on self-determination and spring workshops focused on career development.

Table III.4. Youth Attendance at YTDP Workshops (percentages, unless otherwise noted)

	YTDP Participants
Any Workshop Attendance	86.6
Number of workshops attended	
0	13.4
1 - 5	21.4
6 - 10	20.4
11 - 15	21.4
16 or more	23.3
Average number attended	9.1
Median number attended	10.0
Any Career Development Workshop Attendance	71.1
Number of workshops attended	
0	28.9
1 - 3	17.1
4 - 5	16.3
6 - 7	19.4
8 or more	18.3
Any Benefits Planning Workshop Attendance	66.9
Number of workshops attended	
0	33.1
1	30.5
2	36.4
Any Self-Determination Workshop Attendance	79.1
Number of workshops attended	
0	20.9
1 - 3	20.4
4 - 5	17.8
6 - 7	24.8
8 or more	16.0
Sample Size	**387**

Source: The YTDP ETO management information system.

Notes: All statistics are based on 387 participants. Parental attendance at workshops is not shown in this table.

attended four or more on self-determination. The YTDP offered only two workshops on SSI benefits, with 36 percent of the youth attending both of them. The information on benefits provided in these workshops was supplemented and individualized through one-on-one benefits counseling available to both YTDP participants and their families.

2. Types of Services Received

Our analysis of the types of services that YTDP participants received encompasses services delivered via workshops as well as those delivered in individualized meetings with project staff. We include workshop services in our analysis because of their centrality to the YTDP program model. Furthermore, YTDP staff carefully planned the sequence of workshops to cover a well-defined topic each week. We present the findings from our analysis of the types of services received in Table III.5. One of the most notable findings is that 100 percent of YTDP participants received some type of service, reflecting the project's commitment to engage every youth in some capacity.

Table III.5. Receipt of YTDP Services (percentages)

	YTDP Participants
Any YTDP Service	100.0
Any Benefits Planning Service	92.8
Any waiver or work incentive discussion	87.1
Benefits analysis and advisement	82.7
Benefits assessment	71.8
Additional discussions of YTD waivers (beyond general overview)[a]	59.9
Benefits overview	55.6
Additional discussions of non-YTD SSA work incentives (beyond general overview)	21.4
Discussions of non-SSA benefits and work incentives (e.g., TANF and SNAP)	8.3
Other	27.4
Any Person-Centered Planning	61.8
PCP in winter	59.7
PCP in summer	23.0
Both PCP sessions	20.9
Any Education-Related Service	71.3
Academic testing	37.5
Assistance with accommodations or student support services	23.5
Education counseling and academic advisement	19.1
Retention activities	9.0
Registration or enrollment assistance	7.2
Preparing for or attending IEP or transition meetings	1.6
Other	48.1
Any Employment-Related Service	91.7
Direct employment services[b]	73.1
Career exploration and job search	72.9
Placement in summer employment, primarily through the SYEP	49.4
Other	46.3
Any Case Management Service	99.5
General check-in	98.5
Family support	20.2
Benefits programs (non-SSA)	8.5
Mental health	2.1
Housing	1.3
Life skills	1.0
Other	38.2
Sample Size	**387**

Source: The YTDP ETO management information system.

Notes: We excluded contacts of less than two minutes from this analysis. Within each service group, more than one type of service may have been recorded in ETO. The service types displayed within a group may not be exhaustive. All percentages are based on 387 participants.

[a]"Additional discussions of YTD waivers" includes only focused discussions of specific individual waivers or all five waivers. It does not include discussions that may have taken place during an enrollment meeting or a benefits assessment.

[b]"Direct employment services" includes development of work experiences, job coaching, job placement, and followup.

a. Benefits Planning

Although two workshops covered benefits planning for each cohort, these services were delivered primarily by YTDP benefits advisors in one-on-one meetings with the participants, often accompanied by family members. Typically, these meetings occurred in response to requests by the youth or their families, rather than as a result of staff reaching out. The benefits advisors told us that

out-of-school youth were more likely than in-school youth to request individualized benefits planning services. A common issue for these youth was the transfer of payee status from parent to youth. Embedded in this issue was confusion about the implications of earnings for benefits and the ramifications of unreported income.

Almost all YTDP participants received benefits planning services, but there was considerable variation in the specific nature of those services. Table III.5 shows that 93 percent of participants received any type of benefits planning service. The types of these services they received most frequently were discussions of SSA work incentives and the waivers for YTD (87 percent), benefits analysis and advisement (83 percent), which included review of BPQYs, and completion of a benefits assessment (72 percent). Nearly 60 percent of participants received in-depth discussions of the YTD waivers, but a much smaller proportion (21 percent) received in-depth discussions of the non-YTD SSA work incentives. YTDP staff discussed benefits and work incentives in non-SSA programs such as TANF and SNAP with just 8 percent of participants. Other benefits planning services were received by 27 percent of YTDP participants. (Examples included telephone contact with the SSA field office or the AWIC on behalf of the youth, writing letters to SSA on their behalf, and responding to specific questions from the youth and their families.)

These rates of participation in the intervention's various benefits planning services are consistent with the YTDP model, under which the waivers and work incentives were introduced in workshops, but in-depth discussions of them with individual youth occurred when a waiver or work incentive was directly relevant. Given the relatively young ages of the YTDP participants (the average age was 16.2 years), most were focused on completing school and school-related issues and activities, rather than employment. Thus, the waivers and work incentives were not immediately relevant to many of them. These priorities of the YTDP participants are substantiated by their low rates of utilization of the waivers, as discussed below.

Focus group discussions that we conducted separately for youth and parents in May and August 2009 confirmed that the project provided general information about the work incentives and waivers. The youth displayed some understanding of the rules pertaining to earnings and SSI benefits, and several were familiar with the waivers. Parents, especially those who spoke English, appeared to have a good understanding of these rules and credited the workshops and the project's support guide for giving them that information. However, several of the Spanish-speaking parents were confused about the implications of their children's summer earnings for their SSI benefits. Even more telling for the YTDP's delivery of benefits planning services, and its programmatic approach more generally, was that many of the youth voiced their preference for working over receiving aid. Several expressed agreement with one youth who commented, "I need to better myself…You need to find a way to grow up. You can be spoiled by SSI. I can actually go into the workplace and be on my own—independent." Another youth said of SSI: "I don't care for it. You're living on a month-to-month check—$700. You can make that in two weeks (working)…They can cut me off right now. Go ahead."

Another important aspect related to benefits counseling was implementation of the SSA work incentives and YTD waivers for YTDP participants. Table III.6 presents participant usage rates of SSA waivers and work incentives (see Appendix C for a description of the waivers). Overall, 15 percent of YTDP participants reported any earnings to SSA over the course of the intervention (many of the SSA work incentives and YTD waivers are triggered by earned income). A somewhat larger percentage, 19 percent, used any SSA work incentive in the same period. The most common,

Table III.6. Percentage of YTDP Participants Who Used SSA Work Incentives and Waivers

	YTDP Participants
Reported any earnings to SSA	14.8
Used any SSA work incentive	18.9
Used SEIE (waiver or standard)	9.8
SEIE waiver only	0.0
Standard SEIE only	9.8
Used EIE (waiver)	8.3
Used PASS (waiver or standard)	0.0
Used IDA (waiver or standard)	0.0
Used Section 301 waiver	15.8
Sample Size	**386**

Source: Calculations based on SSA administrative extracts on waiver and work incentive usage.

Notes: We excluded one deceased participant from this analysis.

SEIE = student earned income exclusion
EIE = earned income exclusion
IDA = individual development account
PASS = plan for achieving self-support

the CDR/age-18 redetermination waiver (also known as the Section-301 waiver), was used by 16 percent of participants, which is consistent with staff reports that it was the one most heavily emphasized in their consultations with participants. YTDP participants also made use of the standard SEIE work incentive (10 percent) and the EIE (8 percent). All participants who used the EIE automatically received the waiver version of that incentive. It is not surprising that there was no usage of the SEIE waiver among YTDP participants, since it applies only to YTD participants over the age of 21; as noted, the YTDP concentrated its efforts on youth ages 14 to 19. As expected, there was no use of either the PASS or IDA work incentives. IDAs were not a part of the CUNY intervention and, in most cases, staff did not focus on PASS plans since participants did not have, and were not able to save, the funds needed to pursue PASS plans.

b. Person-Centered Planning

Somewhat fewer than two-thirds of YTDP participants took advantage of at least one of their two opportunities to receive PCP services. Table III.5 shows that 60 percent of the youth had a PCP session in January or February, prior to the start of the spring workshops. However, only 23 percent participated in the second round of PCP in August, following the summer work experience. For the 21 percent of youth who had two PCP sessions, the YTDP staff observed positive changes from the first session to the second. During our field research, the staff told us that many of those youth could not state clear goals during their initial PCP session; however, their goals were better formulated, and some had changed considerably, by the second session. Despite the apparent progress made between the two PCP sessions, few of the youth or parents who participated in our focus group discussions remembered the PCP process or the goals they had set. This may be because PCP occurred infrequently and in the context of a busy schedule of workshops and services, and the PCPs were rarely updated or referenced outside of the PCP sessions.

c. Education-Related Services

Education services were an important component of the YTDP program model but were not its central focus. Most of the participants were still in high school, which greatly influenced the types of education services they needed and received. Staff delivered many of those services via referrals and partnerships, rather than directly, so we do not deal with them here. In addition, since many YTDP youth were in school, it is likely that they received school-based services, which also are not reflected in this analysis.

As Table III.5 shows, more than 70 percent of the YTDP participants received some type of YTDP-provided education-related service from YTDP staff during their tenure with the project. Earlier, we described how the YTDP staff used formal testing to inform decisions regarding education services. Here we document that they administered either the Test of Adult Basic Education or the Stanford-10 test to 38 percent of the participants. The results of these tests, which assessed reading and math skills, helped YTDP staff make appropriate referrals for education services, such as to the ISY program at the Mosholu Montefiore Community Center or the CUNY Prep GED program. ETO captured the actual referrals in the category "other" education services, which also included such services as assistance with financial aid applications and referrals to the Saturday tutoring program. Nearly half of the YTDP participants received such services. Roughly a quarter of the participants received assistance with accommodations or student support services, which typically involved a YTDP staff member making significant efforts (beyond a referral) to troubleshoot or facilitate a youth's participation in an education program. Approximately one participant in five received education counseling or academic advisement, which consisted primarily of conversations with youth and parents regarding education programs or expectations for graduation and long-term education plans.

d. Employment-Related Services

The fundamental goal of the YTDP was to help its participants achieve maximum independence and economic self-sufficiency. To achieve this, the project delivered services designed to empower the participants and their families and enhance the participants' employment prospects. The focus on employment is confirmed by our analysis of the ETO data on project services. Table III.5 shows that 92 percent of the YTDP participants received employment-related services from the project. Almost all of these youth received those services on an individual basis as well as in workshops (not shown in table).

The most common categories of employment-related services were career exploration/job search and direct employment services; nearly three-fourths of the project participants received both. The former included staff assistance for youth in using web-based resources to explore career options (CareerZone), preparing resumes, and researching and applying for jobs. The latter included job placement (other than placement activities related to the summer employment experience), preparation for summer employment, job coaching (although not for summer employment), and other post-employment services. In addition, the YTDP staff facilitated the placement of more than 49 percent of youth in summer jobs, primarily through the SYEP. Other employment-related services, including vocational assessments, referrals to VESID, and pre-employment training, were received by about 46 percent of the youth.

The summer work experience was the first exposure to the formal world of work for most of the YTDP participants. During a focus group discussion, one of these youth said of the experience:

"I finally felt like a grownup. It felt good, getting up early and sitting in the office, like damn, I could do this." He had done some off-the-books construction work before, but his summer work experience was formal and something he could put on a resume. In interviews with us during our field research, the project staff expressed their opinion that the arrangements they made and the supplemental services they offered greatly increased the likelihood of participation in the SYEP by YTDP youth relative to other youth, given the complicated nature of applying for an SYEP slot, and also enhanced the quality of the work experience.

Project staff did not spend much time helping participants find jobs apart from the summer work experience and placed in summer employment only those youth who had expressed interest in that activity. This was partly due to the young ages of the participants and the fact that most of them were still in school, but also reflects the structure of the intervention. The YTDP curriculum specified a single work experience that would occur during the summer. The project's staffing model could not support the delivery of direct employment services to significant numbers of youth after they had completed that experience. Some staff expressed frustration that they could not proactively serve these youth on an ongoing basis. However, the consensus among them was that they were helping the participants to develop a solid foundation for their futures by cultivating their interpersonal skills, exposing them to the world of work, and fostering the abilities of the youth and their families to navigate bureaucracies and service providers. The staff believed that this foundation would promote self-sufficiency among the participants in the long run.

e. Case Management Services

Case management was not central to the YTDP program model; however, virtually all of the youth (more than 99 percent, Table III.5) who participated in the project received some case management services. One type dominated all others: weekly calls by the parent peer mentors to each participant or family. Their ostensible purpose was to remind the recipients to attend the Saturday sessions; however, these calls also gave mentors an opportunity to identify and begin addressing emerging issues that might require additional support. The calls were classified as a "general check-in" in ETO.[64] More than 98 percent of participants received general check-in services. Staff delivered many family support services during these calls but did not explicitly record them as such in ETO. The families of about 20 percent of the YTDP participants received support services independently from the weekly calls. Nearly 40 percent of youth received "other case management services," which included staff completing paperwork with or for youth, making follow-up telephone calls to or on behalf of youth (for example, to arrange referrals), and discussing the logistics of accessing referral services with youth and their families. However, staff did not focus a great deal of time in actively following up on referrals.

Overall, our analysis of the receipt of services by YTDP participants has confirmed the project's commitment to engage every enrolled youth in some way. The findings regarding specific types of services received are consistent with the program model, especially with respect to its emphasis on self-determination, independence, and economic self-sufficiency among youth, and engaging parents

[64] We included general check-in calls in the analysis because of the substantive services that often were provided during those calls. However, we excluded calls that lasted less than two minutes, under the assumption that substantive services could not have been provided in such a short time period. (We also applied the two-minute threshold to the other services analyzed in Table III.5.) If all general check-in calls were excluded from the analysis of service receipt, the share of YTDP participants who received some type of service would remain at 100 percent.

and families in the transition process. The following analysis of the intensity of services provides further insight.

3. Timing and Intensity of Services

The YTDP Saturday sessions began in October of each year, several months after most youth enrolled in the project. However, our analysis of the timing of project services relative to the enrollment date indicates that most participants received a service contact prior to the start of the Saturday sessions. Those contacts tended to be light. They were typically in the form of a telephone call from a parent peer mentor, introducing herself, welcoming the youth and family to the project, informing them of the schedule for Saturday sessions, and possibly discussing issues that the youth or family were facing. The average number of days between enrollment and the first service contact was about 25 and the median was 13 (Table III.7). The first service contact occurred within 30 days of enrollment for two-thirds of participants.[65] Since enrollment occurred as early as May and almost all participants were enrolled by late September, these findings show that YTDP staff generally engaged youth in at least one service prior to the start of the fall Saturday sessions.

The results of our analysis of ETO data on the intensity of YTDP services confirm findings from our analysis of service receipt and field research that the project provided services primarily through workshops. In Table III.8, we present statistics on the intensity of services in the categories of self-determination, benefits planning, PCP, education, employment, and case management.[66] This analysis includes time the youth spent in workshops on self-determination, benefits planning, and career development, as well as in receiving individualized services.[67] Overall, participants received an average of 42.8 contacts for any type of YTDP service. The combined duration of those contacts was nearly 43 hours, on average.

Self-determination was the only category of YTDP services that was addressed wholly in workshops. Empowerment was promoted in the workshops through role playing and other activities that focused on socialization, self-discovery, professionalism, and independence. Nearly 80 percent of youth received self-determination services by attending one or more of the workshops for that purpose. On average, youth participated in 5.2 self-determination workshops for a total of 15.5 hours.

YTDP participants and their families received the greatest number of contacts from project staff for the delivery of employment-related and case management services. Table III.8 shows an average of 11.2 contacts for the former purpose and 13.8 for the latter. However, the duration of these contacts differed dramatically by type of service. Contacts for employment-related services were a mix of attending career development workshops and one-on-one interactions with staff. Because much of this type of service occurred at workshops, the average duration of employment contacts was 113 minutes. As noted in the previous section, contacts for case management services

[65] A very small number of YTDP participants enrolled in the project during the summer but, due to scheduling conflicts with the fall Saturday sessions, deferred their participation in services until the following winter. These youth account for the 0.3 percent of participants in Table III.7 for whom the initial service contact was more than 180 days after enrollment.

[66] If several different categories of services were delivered during a single workshop or meeting, YTDP staff were instructed to make multiple data entries into ETO, providing the estimated time spent on each type of service. In our analysis, each entry constitutes a service contact.

[67] In Appendix Tables B.1-B.6, we provide additional statistics on timing and intensity for six categories of YTDP services.

Table III.7. Timing of YTDP Services

	YTDP Participants
Ever Received Service (%)	**100.0**
Timing of Service Receipt	
Time between enrollment and first service contact	
Average number of days	25.3
Median number of days	13.0
First service contact occurred within:	
30 days of enrollment (%)	65.6
180 days of enrollment (%)	99.7
Sample Size	**387**

Source: The YTDP ETO management information system.

Notes: We excluded service contacts of less than two minutes from this analysis.

consisted primarily of weekly telephone calls by parent peer mentors to the participants and their families. Those contacts lasted an average of nine minutes each. Because employment contacts were longer, on average, than case management contacts, the total service time per participant was much greater for employment-related services, even though the average number of contacts was about the same.

Benefits planning services complemented the employment-related services. The project delivered them via two workshops and, more importantly, through individualized meetings of the participants and their families with the YTDP benefits advisors. On average, participants and/or their families received seven contacts from project staff for benefits planning services; the average total duration of those contacts was six hours.

PCP and education-related services were among the YTDP's less intensive service offerings in terms of the number of service-delivery contacts and the service time per participant. The YTDP curriculum specified two individualized PCP sessions per youth but, as indicated earlier, most youth participated in only one. Table III.8 shows that, on average, the number of service contacts per youth for PCP was 1.3 and the cumulative duration of those contacts was slightly longer than two hours. Education-related services were not part of the project's formal curriculum, but staff provided them on an individualized basis to youth who needed them. On average, YTDP participants received education-related services through 4.2 service contacts that lasted a total of 3.4 hours. These statistics do not reflect school-based education-related services or services that some participants received through referrals to partner organizations, such as the ISY program at the Mosholu Montefiore Community Center.

In summary, the YTDP engaged virtually all of the youth who had enrolled in the project. Most began receiving services on a one-on-one basis prior to the commencement of the project's structured series of Saturday sessions, which were the primary service-delivery mechanism. Participants received a total of 43 hours of services, on average, of which approximately half were employment related and a third were focused on self-determination.

Table III.8. Intensity of YTDP Services

	Any YTDP Service[a]	Self-Determination	Benefits Planning	Person-Centered Planning	Education-Related	Employment-Related	Case Management
Ever Received Service (%)	100.0	79.1	92.8	61.8	71.3	91.7	99.5
Intensity of Service Use							
Number of service contacts per participant							
Average	42.8	5.2	7.0	1.3	4.2	11.2	13.8
Median	42.0	6.0	6.0	1.0	2.0	10.0	14.0
Service time per participant							
Average (hours)	42.8	15.5	6.0	2.1	3.4	20.7	2.2
Median (hours)	43.6	18.0	6.1	2.0	1.3	20.2	1.8
Service time per contact							
Average (minutes)	60.1	180.0	55.0	91.6	44.0	113.0	9.4
Median (minutes)	20.0	180.0	20.0	90.0	40.0	180.0	5.0
Percentage of contacts lasting longer than 30 minutes	38.4	100.0	26.3	98.4	50.4	62.0	1.6
Sample Size	**387**	**387**	**387**	**387**	**387**	**387**	**387**

Source: The YTDP ETO management information system.

Notes: We excluded contacts of less than two minutes from this analysis. We calculated percentages of youth who ever received services based on all 387 YTDP participants. We calculated the statistics on the intensity of services based on those participants who actually received the services in question. The intensity measures include time spent in workshops, where applicable (any YTD service, benefits planning, and employment-related).

[a]We capped the "number of service contacts per participant" at one per day per youth for the analysis of any YTDP service.

F. Youth Satisfaction with Services

Most YTDP participants were satisfied with their overall experience in the project and felt that it had fostered their development in a number of important respects. Table III.9 presents findings on satisfaction with the YTDP from the evaluation's 12-month follow-up survey, which was conducted about the time youth were finishing their summer employment experiences. Of those surveyed, 18 percent did not recall receiving YTDP services.[68] Nearly 60 percent of participants felt that the project had helped them to develop in each of the six specific dimensions identified in the top panel of the table. The YTDP curriculum included components designed to address each of these dimensions. The survey results range from 56.3 percent of the participants feeling that the project had helped them to gain information about career opportunities to 61.6 percent feeling that it had improved their ability to work effectively with others.

The bottom panel of the table shows that even higher proportions of participants had positive views of the project as a whole. Nearly three-quarters believed that the YTDP services had been very or somewhat useful. Almost seven in ten considered their overall experience with the project to have been either very good or good. These survey-based findings of general participant satisfaction with the project are corroborated by findings from our focus group discussions with participants and their parents, as summarized below.

In the focus groups, youth enthusiastically spoke of the positive effects of the Saturday sessions, coupled with the seven-week summer work experience, on their lives. Several mentioned that they initially felt that the Saturday sessions were a waste of time but went on to say how much they eventually had learned from attending them. "It taught me social skills. I socialized. It was a benefit. It helped a lot," one youth said. Another appreciated learning skills that would help him become independent. Members of the youth focus groups also expressed positive feelings about the summer work experience, stating that it had made them feel accepted and part of something bigger. One youth said, "It opened my eyes to ideas other than my set goals. It was inspirational. I see now that I have a lot of other talents that I could embrace." Another said, "I used to be nothing; now I'm working…Starting school soon…Moving on." Many of the youth also spoke of how the experience had changed their perceptions of the jobs they could do; as one said, "In some ways I feel spoiled now. I'm in an office, so why demote myself? Work in a supermarket? Nah, I want the same or better." The summer work experience raised expectations for future employment options for many of the focus group participants.

The feedback from the parent focus groups was equally positive. The parents felt that not only had their children benefitted from the Saturday sessions, but that some of the activities and workshops had also helped them. One said, "Lots of us have gone through this for years, and what we learned in just a few months is more valuable than what we have learned in our children's lifetimes." They also appreciated the opportunity that the project provided for them to interact and network with other parents of youth with disabilities: "It was therapy and a support group all wrapped into one," according to one parent. Similarly, the parents appreciated the socialization opportunities the project provided for their children: "I liked that they showed the kids that other kids were doing something…so they saw that, hey, if they could do that, I could do that too. That

[68] As noted earlier, all youth who agreed to enroll in YTDP received some type of service from the project. This includes the 20.8 percent of participants who reported they did not recall receiving services. The minimum number of contacts received by any member of this latter group was two and the minimum total service time recorded in ETO was about 50 minutes.

Table III.9. Satisfaction with YTDP Services Among Participants (percentages)

	YTDP Participants
The YTDP was "Somewhat Helpful" or "Very Helpful" in Assisting Participant with:	
Working effectively with others	61.6
Acquiring job- or work-related knowledge and skills	60.7
Developing a sense of confidence in abilities	59.0
Understanding self	57.0
Developing clearer career goals	56.9
Gaining information about career opportunities	56.3
Sample Size	**361**
Participant's Overall Experience with the YTDP	
Very good	34.6
Good	33.3
Fair	8.9
Poor	2.4
Don't know	0.0
Did not recall receiving services	20.8
Usefulness of YTDP Services	
Very useful	47.1
Somewhat useful	24.8
Not very useful	2.1
Not at all useful	4.3
Don't know	0.9
Did not recall receiving services	20.8
Sample Size	**327**

Source: YTD 12-month follow-up survey.

Notes: This analysis is based on 361 treatment group youth who enrolled in the YTDP and completed the 12-month interview. In this group, 68 youth did not mention having received YTDP services. The analysis of the helpfulness of the YTDP (top panel) assumes that those who did not recall receiving services did not find those services to have been somewhat or very helpful. Data are missing for between five and seven cases, depending on the measure of helpfulness. We excluded cases with missing data from the calculations. The sample size for the analyses of the participant's overall experience with the YTDP and the usefulness of YTDP services (bottom panel) is smaller because questions on these topics were not asked of 34 proxy respondents.

was comforting to hear," one of them said. They cited the Saturday recreation program, travel training, and a money game that the participants had played as examples of activities that had helped their children improve their social skills and become more independent. The parents were very happy that the YTDP had been able to find jobs for their sons and daughters because many of them thought that their children with disabilities would never work.

G. Implementation Lessons and Challenges

The implementation analysis of the YTDP has documented that the project enrolled a large number of youth with significant disabilities and provided them with services designed to promote their independence and economic self-sufficiency. Through a variety of group and individualized services, YTDP staff worked with youth and their families to promote self-determination and self-advocacy, with an ultimate objective of employment. The project staff delivered services with a high degree of fidelity to the YTDP program model. Utilizing a carefully designed and implemented

workshop-based approach, the project focused on developing self-determination skills in the fall and shifted the focus to employment preparation in the spring. Mixed in were workshops on benefits and individualized PCP sessions. Paid summer employment was the capstone activity in the program for many of the participants. All of the intervention components in the YTD conceptual framework were manifested in the YTDP services, as described earlier in this chapter; however, the core service-delivery period was shorter than that envisioned in the conceptual framework. Furthermore, several aspects of the summer work experience may have limited its potential to positively influence longer-term employment outcomes.

The YTDP was well integrated with the community it served, which was critical to its ability to achieve high rates of participation and deliver large amounts of services. A staffing plan that targeted well-networked community members, combined with the use of workshops and other group activities as the primary service-delivery mechanism, led to high levels of family involvement, which was key to achieving and sustaining a high degree of youth engagement. All youth who enrolled in the project received some type of service, and nearly half of them participated in more than half of the scheduled workshops. Participants received an average of 43 hours of services. The YTDP utilized employment services and experiences, a key focus of the YTD conceptual framework, with 92 percent of youth receiving some type of employment service and half participating in summer employment.[69]

We conclude this chapter by discussing five key implementation lessons and challenges that we identified through our process analysis of the YTDP.

1. **A strategic approach to staffing can be critical to successful program implementation.** A significant strength of the YTDP was its approach to staffing. The project administrators recruited and hired individuals who had personal and professional experience with youth with disabilities and ties to the Bronx disabilities community. Many of these individuals knew each other prior to joining the YTDP staff. Most were Bronx residents and bilingual in English and Spanish, which was comforting to the project's largely Hispanic target population of youth and their families. By leveraging their long-standing relationships with other service providers in the community, YTDP staff were able to facilitate referrals to programs that otherwise might been unavailable to project participants. Another benefit of the strategic staffing policy was a very low rate of staff attrition, which is unusual for programs like YTDP. These byproducts of the YTDP staffing strategy combined to make for a comfortable, inviting environment for youth and their families.
2. **Family involvement can be essential to the success of a transition intervention.** The designers, administrators, and staff of the YTDP strongly believed that family involvement is essential to the successful implementation of a transition program and successful outcomes of the transition process for youth with disabilities. This was grounded in the recognition that project staff would not be available to assist youth in the long term, so parents and other family members needed to be engaged and educated to facilitate their transition process. The Saturday sessions were structured to encourage family participation. For example, YTDP reimbursed all family members for the transportation costs of attending these sessions, provided food for all participants, and

[69] As noted earlier, only those youth who expressed interest in a summer work experience were placed in summer employment. In other words, summer employment was not a mandatory component of the YTDP.

made daycare available for siblings of participating youth. Management designed the parent-focused workshops to be engaging, informative, and accessible, even for monolingual Spanish speakers. These arrangements seemed to work, as youth participation in YTDP was high and once-jaded parents told us that they felt better prepared to help their youth transition to adulthood.

3. **An intervention providing services in a workshop setting for a relatively short period of time can be valued by participants.** The launch of the YTDP was accompanied by uncertainty as to whether intensive services delivered primarily through workshops over a relatively brief period (11 months of core services) could constitute a meaningful intervention. The full answer to this question awaits results from the evaluation's analysis of both short- and long-term impacts. However, the findings from the implementation analysis presented in this chapter support the conclusion that the participants themselves found the intervention to be meaningful. Had they not, it is unlikely that so many of them would have devoted so many of their Saturday mornings to participating in project activities. On average, the youth participants attended nine of the Saturday sessions and received 43 hours of services. Our field research suggests that both the youth and their families found the services transformative. This conclusion is supported by our observations of workshops and PCP sessions, statements made by youth and parents during focus group discussions, and their responses to questions on program satisfaction in the evaluation's 12-month follow-up survey. The key was that YTDP staff provided fun opportunities for youth to socialize prior to the workshops and chose topics for both the youth and parent workshops that were relevant and engaging.

4. **Summer youth employment programs can be an effective means of leveraging outside funds to provide youth with work experiences.** In recent years, the availability of federal and other funding has resulted in greater capacity of summer youth employment programs nationwide. Those who designed and administered the YTDP recognized the opportunity that New York City's SYEP presented to leverage external resources. While the YTDP was responsible for developing job placements and providing job coaching for its participants, the SYEP covered the substantial cost of the wages received by youth on their summer jobs. This creative leveraging allowed the YTDP to provide participants with valuable exposure to the world of work while freeing up project funds for other areas of programming.

5. **Not building on summer youth employment experiences may be a missed opportunity.** The YTDP's core services ceased shortly after youth completed their summer employment experiences. The project did offer a second PCP session in August, during which some youth reflected on their work experiences and reconsidered the goals and plans they had developed the previous winter. However, the YTDP curriculum did not include the provision of assistance to youth in leveraging their summer work experiences to obtain their next jobs. Project staff could provide limited assistance in that regard, but it was up to the youth to request it. Some of the staff told us that the youth would have benefitted from their structured, proactive assistance in finding follow-up employment opportunities. Future interventions should consider a staffing model that would allow for some structured—albeit not as intensive—job development for youth as they consider their next work opportunity; for example, programs could facilitate placements in after-school or future summer jobs.

IV. IMPACTS ON THE USE OF EMPLOYMENT SERVICES AND OTHER SERVICES

The YTD initiative was designed to help youth with disabilities maximize their economic self-sufficiency as they transition from school to work. Given that paid employment is critical to the achievement of economic self-sufficiency, employment-promoting services are a core component of the initiative, as described in the conceptual framework (Figure I.1), and participation in those services constitutes one of the five outcome domains for the impact analysis. Employment-promoting services are intended to increase work-related experiences in the short term. Short-term participation in employment, an outcome examined in the next chapter, is pivotal to improving the potential for long-term employment.

The locally developed design for the YTDP was consistent with the YTD program model; it emphasized economic self-sufficiency and independence for youth receiving SSA disability benefits. Services delivered under the YTDP included workshops on self-determination, career development, and benefits planning, as well as such individualized services as person-centered transition planning, benefits counseling, and referrals to other service providers. All participants interested in working were guaranteed a paid summer work-based experience. In addition, parents were offered workshops on such employment-related topics as benefits planning. As described in Chapter III, the YTDP was able to engage all participants in at least some services and provided significant doses of services with a strong emphasis on employment.[70]

In this chapter, we begin with a discussion of the findings pertaining to the primary outcome measure in the domain of employment-promoting services—the use of any such service. Based on our analysis of this measure, we answer the following question: During the year following random assignment, did the YTDP lead to treatment group youths' use of more employment-promoting services than if the project had not been initiated? In Chapter III, we used data from the YTDP's management information system to show that 92 percent of treatment group youth participating in the project indeed received employment-promoting services from project staff. However, in this chapter, to answer the above question, we use information from survey data collected from both treatment and control group youth approximately 12 months after random assignment.[71,72] It is important to note that this analysis captures the use of services delivered by the YTDP and other providers. Because the project provided referrals to local service providers, it could have increased the use of services beyond those provided directly by the YTDP. On the other hand, YTDP services could have displaced some services that other organizations otherwise would have provided.

We found that the YTDP increased the proportion of youth who used any employment-promoting service and several specific types of such services, including career and benefits counseling, as well as in direct work experiences, such as summer employment. In contrast, we

[70] In Section D of Chapter III, we reported that the YTDP enrolled 79 percent of treatment group youth in services. Those youth constituted the project participants. In Section E, we reported that the YTDP delivered some type of service to every project participant and delivered employment-promoting services to 92 percent of them.

[71] For youth under age 18 at the time of the 12-month survey, we gathered information on service utilization from a parent or guardian. For ease of reference, we term the responses "youth reports."

[72] The estimates of YTDP impacts presented in this and subsequent chapters are based on data for all youth in the analytic sample, including members of the treatment group who declined the offer of YTDP services. Thus, as discussed in Chapter II, Section A.4, these are ITT impact estimates.

found that the project did not affect the proportion of youth who used any non-employment services. While the intervention increased the number of providers used by youth, our estimates suggest that it had no statistically significant impact on the number of months or hours of overall service use.

Not surprisingly, given the project's provision of extensive information on benefits through both group and individualized sessions, we found that the YTDP produced an improved understanding of the relationship between benefits and employment and of specific SSA work incentives. In addition, the YTDP reduced the use of transition services delivered by schools or school districts and increased the use of services from VESID, the state vocational rehabilitation agency. All of these service utilization measures cover the period between random assignment and the evaluation's 12-month follow-up survey; we may find additional impacts based on data for later periods.

A. The YTDP Increased the Use of Employment Services

Consistent with the intent of the YTD program model, the YTDP increased the use of any employment-promoting service by youth with disabilities. More than two-thirds (68 percent) of treatment group youth reported using any employment-promoting service in the year following random assignment (Table IV.1). We estimated that, in the absence of the YTDP, only 52 percent of these youth would have used any such service. The project thus had a positive impact of 16 percentage points on the primary outcome measure in the domain of employment-promoting services (reflecting a relative impact of 31 percent).[73]

The YTD 12-month follow-up survey asked about the use of specific employment-promoting services, including career counseling, support for resume writing and job search activities, job shadowing and apprenticeships/internships, and other employment-focused services (such as basic skills training, computer classes, problem solving, and social skills training). Given that SSA benefits-related work incentives are integral to the YTD initiative, counseling on SSA benefits also is considered an employment-promoting service. The YTDP service model emphasized the provision of employment-promoting services, including workshops on career development and benefits planning. Consistent with this model, we found that the project increased the use of career counseling services (by 9 percentage points, an increase of 25 percent); support for resume writing and job search (by 22 percentage points, an increase of 91 percent); job shadowing and other work-based experiences (by 6 percentage points, an increase of 131 percent); and benefits counseling (by 29 percentage points, an increase of 266 percent).[74]

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[73] As noted in Chapter II, Section A.4, the estimated impacts presented in this and subsequent chapters are regression adjusted. To provide context, in Table IV.1 and subsequent tables we report observed mean values for the treatment group, estimates of what the treatment group means would have been in the absence of the YTDP, and regression-adjusted impact estimates. A regression-adjusted impact estimate is the difference between the treatment and control group means after adjusting for differences in baseline characteristics. The "estimated mean without YTDP" is calculated as the observed treatment group mean less the regression-adjusted impact estimate. We report unadjusted mean impacts in Table A.5 for all outcomes.

[74] In Chapter III, Section E, we reported that our analysis of ETO data revealed that the YTDP delivered benefits planning services to 92.8 percent of the treatment group youth who had enrolled in the project. The enrollment rate was 79 percent, so it follows that the project delivered benefits planning services to 73 percent of all treatment group members (.028 x .79 = .733). The difference between this rate, computed from ETO data, and the 39 percent rate of use of benefits planning services computed for treatment group members from the 12-month survey data (Table IV.1) can be explained by two factors: (1) Per instructions given by the YTD evaluation team, project staff recorded in ETO even very brief discussions with youth about SSA benefits at the time they occurred. (2) The survey respondents were asked *(continued)*

Table IV.1. Use of Employment-Promoting Services and Non-Employment Services (percentages)

	Treatment Group				
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value
Primary Outcome					
Any Employment-Promoting Service	68.0	51.9	16.2	***	0.00
Supplementary Outcomes					
Employment-Promoting Services					
Career counseling	44.2	35.4	8.8	**	0.02
Support for resume writing and job search activities	45.2	23.7	21.5	***	0.00
Job shadowing, apprenticeship/internship	11.3	4.9	6.4	***	0.00
Other employment-focused services (basic skills training, computer classes, problem solving, and social skills training)	5.1	5.0	0.1		0.97
Counseling on SSA benefits and work incentives	39.2	10.7	28.5	***	0.00
Non-Employment Services					
Any non-employment service	83.9	80.6	3.3		0.24
Discussions about youth's general interests, life, and future plans	75.7	71.7	4.1		0.21
Life skills training	40.4	33.6	6.8	*	0.05
Help getting into a school or training program	18.9	17.5	1.4		0.62
Help with accommodations	20.6	23.9	-3.3		0.28
Referrals to other agencies	1.5	1.3	0.1		0.91
Transportation services	1.1	1.4	-0.3		0.74
Health services	9.6	8.6	0.9		0.66
Case management services	3.2	1.0	2.2	**	0.04
Other non-employment services	8.9	6.0	2.9		0.15
Overall Service Use					
Any employment or non-employment service	88.4	84.8	3.5		0.15

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In the table, we report observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment by using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response. The analysis sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for sample sizes for all outcomes.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

While important, the receipt of benefits counseling was not the primary factor underlying the increase in overall use of employment services. To assess whether the impact on the use of any employment-promoting service mainly was attributable to the increase in benefits counseling, we conducted an impact analysis that excluded benefits counseling from the definition of "any employment-promoting service." With this change, the estimated impact fell slightly, to 15

(continued)
to recall benefits planning services that they may have used over the entire preceding 12 months. Especially if those services consisted of a single brief discussion, the youth may have forgotten about them.

percentage points (from 16 percentage points), but still was relatively large and statistically significant at the one percent level.

We also examined whether the YTDP led to more youth using non-employment services. It is likely that general case management services were more readily available than employment-promoting services in the Bronx, such that control group youth also would have had access to them. In fact, we found higher levels of use of non-employment services relative to employment-promoting services among members of both the treatment and control groups. Our estimates show that the YTDP had no statistically significant impact on the overall use of non-employment services. In other words, the overall rate of use of non-employment services among treatment group members would have been the same even in the absence of the intervention. However, we did find significant impacts on the use of two specific types of non-employment services: utilization of life skills training increased by a statistically significant seven percentage points (reflecting a relative increase of 20 percent), and the use of case management services increased by a statistically significant two percentage points (a relative increase of 200 percent).

Finally, we found that the YTDP had no impact on the share of youth using any service. Looking at overall service use (employment-promoting or non-employment), we found that 88 percent of treatment group members used any service at all. In the absence of the YTDP, 85 percent of them would have used services. The difference is not statistically significant. Thus, while the project increased the use of employment-related services, it did not lead to an increase in the combined use of employment and non-employment services.

In sum, we found that the YTDP resulted in greater use of employment-promoting services. In the next chapter, we examine whether the increased employment services under the YTDP, combined with other aspects of the intervention, were sufficient to produce a significant impact on employment. However, an impact on employment also depends on the amount of services used. In the next section, we address the impact of the YTDP on the amount of services.

B. The YTDP Did Not Increase the Amount of All Services Used

In addition to examining the proportion of youth who used services, we examined the amount of all services (employment and non-employment) used.[75] If control group youth were able to access services from other providers, they may have used a similar amount of services as did members of the treatment group. On the other hand, if the YTDP succeeded in helping treatment group youth access services from other local providers, its overall impact on the amount of services could have been greater than just the amount provided by the project itself.

Our measures of the amount of all services used are subject to considerable error because they are based on youth recall over a one-year period. However, there is no reason to believe that the measurement error differs between treatment group and control group members. This means that, while the measurement error may reduce the precision of our impact estimates, it does not cause them to be biased. The 12-month survey asked each youth about the starting and ending dates for services from each provider that the youth had reported using. Our principal measure of the intensity of services is the number of months during which a youth reported using services from any provider. We estimated that treatment group members used services for 8.4 months, which is not

[75] Our data from the 12-month survey did not allow us to analyze the intensity of employment services separately from the intensity of all services.

significantly different from the duration of services they would have used in the absence of the intervention (Table IV.2). In addition, based on information about the typical frequency of service contacts (for example, weekly or monthly), we estimated that the project had no impact on the number of contacts that youth had with providers.

The survey-based measure of hours of services is especially problematic. For each service provider reported by a youth, we used information on the starting and ending dates of service, the frequency of visits, and the typical length of each visit (in minutes). We multiplied these components together to calculate the total hours of services for each provider and then summed across the providers to calculate the grand total of service hours. We thus constructed our measure of service hours from three measures that are themselves difficult to measure accurately, based on recall over an entire year.

We estimated that the treatment group members used a total of 371 hours of services, on average, which is not significantly different from what they would have used in the absence of the YTDP (415 hours). The result may seem surprising in light of the finding from the process analysis showing that youth participating in the YTDP received an average of 43 hours of services from the project (Table III.8). One potential explanation is that treatment group youth who received substantial services from the YTDP substituted those services for services available at school or in the community. If YTDP services were more effective than other services, the project could potentially have positive impacts on employment and other outcomes even with a high degree of substitution of other services. Substitution of YTDP services for other services is consistent with the finding in Table IV.1 that, even though the YTDP increased use of employment services, the project did not have an impact on use of services overall (combining employment and non-employment services).[76]

In collaboration with other service providers in the Bronx, the YTDP used referrals to meet the needs of its participants, perhaps leading to the expectation that the project would have increased the total number of service providers used. On the other hand, given that the project provided youth with a number of services directly, and that control group youth may have had to rely on several providers for the services they wanted, the project could have had the opposite effect on the number of service providers used. We estimated that the YTDP increased the number of service providers used by youth. On average, treatment group members received services from 2.1 providers (including the YTDP), and we estimated that they would have used just 1.8 providers had they not had the opportunity to participate in the project (a relative increase of 17 percent). The difference is statistically significant at the one percent level.

[76] The average hours of services reported by treatment group members (371 hours) in the 12-month survey greatly exceeds the average hours of services delivered to YTDP participants (43 hours) as recorded by project staff in ETO). The most likely explanation for this difference is that the survey-based measure reflects services received from other providers, such as schools and personal care providers, as well as from the YTDP. The average value of this measure includes some very high values for individual youth who received personal care or other services on a daily basis. To understand this measure better, we examined hours of services for youth who used fewer than 1,000 hours over the one-year recall period. The 1,000-hour level is roughly equivalent to four hours of services every weekday over the year. Eighty five percent of treatment group members and 84 percent of control group members used fewer than 1,000 hours of services. Among these youth, the average amount of services used was 185 hours for those in the treatment group and 197 hours for those in the control group youth (the difference is not statistically significant).

Table IV.2. Amount of Services Used and Unmet Service Needs

	Treatment Group				
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value
Supplementary Outcomes					
Amount of Services Used[a]					
Average number of months of service use[b]	8.4	8.0	0.4		0.28
Average number of contacts with providers[b]	137.8	156.4	-18.6		0.12
Average number of hours of service[b]	370.8	415.3	-44.4		0.28
Average number of providers	2.1	1.8	0.3	***	0.00
Unmet Service Needs (%)					
Any unmet service need	25.8	21.2	4.6		0.14
Type of unmet service need					
Help finding a job	6.0	7.5	-1.5		0.43
Other employment services	10.9	12.6	-1.7		0.48
Basic skills training	3.8	6.1	-2.3		0.16
Other unmet needs	16.0	13.0	3.1		0.23

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In the table, we report observed means or percentages for the treatment group, estimates of the treatment group means or percentages in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment by using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response. The analysis sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for sample sizes for all outcomes.

[a]The average values include youth who did not use any (employment or non-employment) services.

[b]For these outcomes, item non-response occurred conditionally, depending on the values of other measures in the follow-up survey. The rate of missing data ranges from 13.8 to 19.0 percent. We used a "multiple imputations" procedure to assign values when they were missing. See Appendix A, Section E for more information on the procedure.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

The YTDP did not reduce the share of youth with unmet service needs. Among youth in the treatment group, 26 percent reported any unmet need (Table IV.2).[77] We estimated that the share would have been similar in the absence of the project. Examining unmet service needs by type, we also found no project impacts.

C. The YTDP Increased Understanding of the Relationship Between Benefits and Employment

Our process analysis found that the YTDP offered participants two workshops on SSA benefits and an opportunity to receive individualized benefits counseling. This focus of the project was borne out by our previously reported finding that it increased the proportion of youth who received benefits counseling by 29 percentage points (Table IV.1). Given these results, it is not surprising that

[77] Specifically, the evaluation's 12-month follow-up survey asked if the youth "needed any (other) help or services preparing for work or school" that they had not received. One possible explanation for the absence of an impact on unmet service needs is that the YTDP may have increased youth awareness of needs. The increased awareness of needs could have offset any potential reduction in unmet service needs due to the intervention.

we found that the YTDP increased understanding of the relationship between benefits and employment and increased knowledge of SSA requirements and work incentives.

We analyzed two measures that capture whether youth understood that, when they started working, they would not lose (1) all of their SSA benefits or (2) their related medical insurance.[78, 79] About 58 percent of treatment group youth understood that the entire cash benefit is not lost once work begins (Table IV.3). We estimated that, in the absence of the YTDP, about 49 percent of youth would have understood the relationship between work and SSA benefits. The difference of nine percentage points is statistically significant at the one percent level. Regarding the relationship between work and medical insurance, 82 percent of the treatment group understood it correctly, which is five percentage points higher than the proportion of youth who would have understood the relationship in the absence of the project. The difference is statistically significant at the 10 percent level. In other words, we found evidence that the YTDP led to significant improvement in the understanding of the relationship between work and SSA benefits and between work and medical coverage.[80] However, despite the availability of benefits counseling from the YTDP for treatment group members, there was room for improvement in the group's understanding of the relationship between work and SSA benefits.

In addition to determining whether youth understood the basic principle that all benefits are not lost when they start working, we examined whether the YTDP increased their awareness of specific SSA requirements and work incentives. Awareness among treatment group youth was not as great as might have been expected, given the project's emphasis on benefits counseling; however, it was significantly greater than what it would have been in the absence of the project. The 12-month survey asked youth whether they had ever heard of each of the following six requirements or work incentives for disability beneficiaries:[81]

1. The earned income exclusion (EIE)
2. The student earned income exclusion (SEIE)
3. The continuing disability review (CDR) or age-18 medical redetermination requirement
4. The plan for achieving self-support (PASS)
5. Individual development accounts (IDA)
6. Medicaid-while-working or continued Medicaid eligibility

[78] We collected information on knowledge of SSA benefits from a parent (or guardian) for youth under age 18 for most of the measures reported in this section. For ease of reference, we refer to the measures as "youth reports." For knowledge of the continuing disability review or age-18 medical redetermination, for which we collected information from both the youth and a parent, we used the parent report because the information was more complete: about half of the records were missing youth responses, whereas fewer than five percent were missing parent responses. For knowledge of IDAs, for which we collected information from both the youth and a parent, we report both measures: only about 12 percent of records were missing youth responses and fewer than five percent were missing parent responses.

[79] These measures report the share of youth who (correctly) disagreed with the statements, "As soon as people start working, they stop getting their Social Security benefits" and "As soon as people start working, they lose their medical coverage."

[80] Understanding of these relationships was slightly higher among treatment group youth who had worked for pay during the year following random assignment. Of these youth, 64 percent understood the relationship between work and SSA benefits and 88 percent understood the relationship between work and medical coverage.

[81] The survey questions provided both the name and a brief description of each requirement or work incentive.

Table IV.3 shows that two-thirds of treatment group youth were aware of the CDR/age-18 medical redetermination requirement but only about one-third or less were aware of each of five work incentives.[82] Their awareness would have been lower had the youth not had the opportunity to participate in the YTDP. We estimated that the YTDP significantly increased youth awareness of each requirement or work incentive by 5 to 25 percentage points (relative increases ranged from 24 to 363 percent).[83]

The project led to a shift away from SSA and toward the YTDP as a potential source of information on how working might affect benefits. Among treatment group members, 31 percent told us that they would seek such information from the YTDP (Table IV.3).[84] This estimate is statistically significant. The ability of some treatment group members to rely on the project for information on work and benefits may have reduced their expected reliance on local SSA offices. We estimated that the YTDP reduced by 10 percentage points the share of youth who would have obtained such information from SSA offices. In addition, the share of youth who would have used the Internet as a source of information on work and SSA benefits decreased by six percentage points.

D. The YTDP Had Mixed Impacts on the Types of Service Providers Used

The YTDP service philosophy was to provide group and individualized transition services directly to participants and to leverage those services, when possible, through referrals to other providers. This philosophy did not lead to strong expectations regarding project impacts on the types of providers of transition services—other than the YTDP—used by youth with disabilities in the Bronx.

Among youth in the treatment group, 45 percent reported using services from the YTDP (Table IV.4). Not surprisingly, this is smaller than the share receiving services as recorded by project staff in ETO: 79 percent of treatment youth enrolled in the YTDP, of whom 100 percent used project services (Chapter III, Sections D and E). That the share of treatment group members reporting project services is smaller than the share derived from ETO data is probably attributable to the youths' inability to recall either (1) the services they used or (2) that the YTDP was the provider.

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[82] Knowledge of SSA requirements and work incentives among treatment group youth who had worked for pay during the year following random assignment was similar to what we observed for all treatment group youth: 36 percent had heard of EIE, 68 percent had heard of CDR, 26 percent had heard of PASS, 36 percent had heard of SEIE, 18 percent had heard of IDAs (20 percent of their parents had heard of IDAs), and 41 percent had heard of continued Medicaid eligibility.

[83] Awareness of SSA work incentives was substantially higher among youth in this evaluation versus a nationally representative sample of all working-age beneficiaries from the National Beneficiary Survey (NBS). In the NBS from 2006, 16 percent of beneficiaries were aware of continued Medicaid coverage, and smaller shares were aware of EIE, PASS, and SEIE (percentages calculated as a share of the population eligible for the benefit; see Livermore et al. 2009b, Exhibit 16). Even among work-oriented beneficiaries in the NBS from 2004, only 20 percent were aware of continued Medicaid coverage, and only 16 percent were aware of PASS (Livermore et al. 2009a, Exhibit 17). Data from the National Survey of Children and Families 2001, a nationally representative survey of current and former child SSI recipients, also suggest a low level of knowledge of SSA work incentives, as only 22 percent of the survey respondents reported that they had ever heard of SSA work incentives (Loprest and Wittenburg, 2005, Table 8).

[84] Specifically, the 12-month survey asked, "If you wanted information about how working would affect your Social Security benefits, where would you get that information?" We collected the information from each youth and a parent or guardian. For a sample member, we coded each source as a potential source of information if either the parent or youth mentioned it.

Table IV.3. Knowledge and Sources of Information on SSA Requirements and Work Incentives (percentages)

	Treatment Group				
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value
Supplementary Outcomes					
Knowledge of SSA Requirements and Work Incentives					
Understands relationship between work and SSA benefit receipt	57.9	48.5	9.3	**	0.01
Understands relationship between work and medical coverage	82.4	77.6	4.8	*	0.09
Ever heard of EIE	31.4	9.2	22.1	***	0.00
Ever heard of SEIE	32.4	7.0	25.4	***	0.00
Ever heard of CDR/age-18 medical redetermination requirement	66.7	44.6	22.1	***	0.00
Ever heard of PASS	27.2	9.1	18.2	***	0.00
Ever heard of IDA (parent report)	23.3	6.2	17.0	***	0.00
Ever heard of IDA (youth report)	14.5	9.7	4.8	**	0.05
Ever heard of Medicaid-while-working or continued Medicaid eligibility	36.9	29.7	7.2	**	0.04
Potential Sources of Information on Work and SSA Benefits					
The YTDP	30.8	0.0	30.8	***	0.00
SSA office	72.7	82.5	-9.8	***	0.00
SSA web site	4.4	5.2	-0.8		0.57
Friends and family	10.5	13.3	-2.8		0.21
Internet	12.2	18.3	-6.1	**	0.02
Other	14.7	13.6	1.1		0.66

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In the table, we report observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment by using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response. The analysis sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for sample sizes for all outcomes.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

Aside from the YTDP, we found significant impacts of the intervention on the use of services from two other types of providers—schools and the state vocational rehabilitation agency. About 57 percent of treatment group youth reported using transition services provided by their schools or school districts. We estimated that, in the absence of the YTDP, 69 percent of the youth would have used services from that source. The project thus reduced the youths' reliance on transition services from their schools. This result suggest that, because the YTDP provided services in the areas of self-determination, career development, and benefits planning, treatment group youth (and their parents) were less likely to use the transition services available through the schools. In contrast, we found that YTDP increased the use of services from VESID, the state vocational rehabilitation agency, by three percentage points (representing a large relative increase of 242 percent). The increase was likely attributable to YTDP participants' enhanced access to VESID through the CUNY LEADS counselor (Chapter III, Section B). We found no project impacts on the use of services from other

Table IV.4. Use of Transition Services by Type of Provider (percentages)

	Treatment Group				
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value
Supplementary Outcomes					
Type of Service Provider					
The YTDP	44.7	0.0	44.7	***	0.00
Schools or school districts	57.3	69.3	-12.0	***	0.00
Vocational rehabilitation agency	4.0	1.2	2.9	**	0.02
Work-related, sheltered workshop, employment agency, job training	3.2	2.1	1.1		0.40
SSA office	2.6	4.5	-1.9		0.17
Health services providers	7.8	10.5	-2.7		0.24
Other providers serving primarily people with disabilities	9.1	9.5	-0.4		0.86
All other providers	9.6	7.1	2.4		0.25

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In the table, we report observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment by using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response. The analysis sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for sample sizes for all outcomes.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

work-related service providers, SSA, health service providers, or other providers serving primarily people with disabilities.

Nearly 10 percent of treatment group members reported the use of services from providers not explicitly categorized in Table IV.4 (that is, "other providers"). Other providers included such entities as churches, group homes, and community centers. No single provider type in this residual category provided services to more than five percent of the youth. Owing to the small shares of youth using services from each of these other providers, we did not examine service use separately for each provider type. We estimated that, in the absence of the YTDP, the share of treatment group members who would have used services from other providers would have been seven percent, but the difference relative to the observed share for the treatment group is not statistically significant. Our estimate thus suggests that the project had no impact on the share of youth using services from all other types of service providers combined.

E. Impacts on the Use of Employment Services Did Not Vary Across Subgroups

Reasonable arguments can be advanced for why the impacts of the YTDP on the use of employment-promoting services might have been different for some subgroups of youth than others. For example, youth age 17 or older at baseline might have been more interested in employment and so more receptive than younger youth to employment services. Alternatively, with relatively few transition services in the Bronx focused on youth under age 17, the introduction of the YTDP might have led to a significant increase in the use of employment-promoting services among younger youth. To investigate whether such differences in impacts on service use actually occurred,

we estimated impacts on the primary outcome measure in the domain of employment-promoting services—use of any employment-promoting service—for subgroups of youth defined by age and work experience at baseline.

Overall, we found that the impact of the YTDP on the use of employment-promoting services was positive and statistically significant for all subgroups defined by baseline age and paid work experience and that the impact was consistent across those subgroups. Table IV.5 shows that, although the estimated impact was greater for younger than older youth, the difference is not statistically significant. Similarly, the estimated impact for youth with paid work experience was greater than for youth without work experience, but that difference also is not statistically significant.

Table IV.5. Use of Any Employment-Promoting Service, by Subgroup (percentages)

	Treatment Group						
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value	Treatment Group Size	Control Group Size
Age							
Under age 17 at baseline	66.4	47.8	18.7	***	0.00	287	212
Age 17 or over at baseline	71.6	60.1	11.5	*	0.05	131	122
(P-value of difference in impacts)					(0.44)		
Paid Work Experience							
Worked for pay in prior year	79.6	57.6	22.0	***	0.01	81	61
No work for pay in prior year	65.3	50.4	14.9	***	0.00	337	273
(P-value of difference in impacts)					(0.30)		

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In the table, we report observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment by using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response. Survey item non-response may have resulted in smaller sample sizes, as indicated in the table

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

V. IMPACTS ON EMPLOYMENT AND EARNINGS

The YTDP sought to improve economic self-sufficiency and independence among youth receiving SSA disability benefits by providing intensive services, including work-based experiences, and the waiver of certain disability program rules. Because paid summer work experiences were integral to the intervention, its effective implementation could be expected to lead to increased employment and earnings within the first year of service receipt. In this chapter, we examine the short-term impacts of the YTDP on employment, earnings, and job characteristics.

We found that the YTDP had a modest positive impact on paid employment during the year after youth enrolled in the evaluation. The magnitude and the timing of the employment effect suggest that it mainly represents the summer jobs arranged by the project.

A. The YTDP Increased Paid Employment

Maximizing self-sufficiency through work was a central goal of the YTD interventions; consequently, we identified employment as a key domain for the analysis of the short-term impacts of the YTDP and the other YTD projects. The primary outcome in this domain is the share of youth who were ever employed in a paid job during the year after random assignment. This measure is preferred to a measure of the intensity of employment, such as the number of weeks worked during the year, because the youth in the evaluation were mostly students ages 18 and younger who would not be expected to work intensely over the course of the year. Consistent with this expectation, the YTDP summer employment experience was limited to seven weeks. We constructed the primary outcome measure based on youth reports of paid employment during the period between random assignment and the 12-month follow-up interview.

While we are treating employment as an outcome measure in this analysis, it should be noted that employment through the SYEP was an integral service component of the YTDP intervention. Given this, along with the evidence presented in Chapter III that the project was well implemented, we would fully expect to find a positive impact of the intervention on employment during the year following random assignment, which largely coincided with the period when project participants were receiving services. Future analyses under this evaluation, based on data that will be collected several years after random assignment, will reveal whether the intervention had positive impacts on employment subsequent to the period of active service delivery.[85]

The YTDP significantly increased the share of youth with paid employment during the year following random assignment. About one-third (31 percent) of the treatment group youth were ever employed in a paid job during the follow-up period (Table V.1). In the absence of the YTDP, we estimated that 22 percent of the youth would have ever been employed in a paid job during that period. The estimated impact of 9 percentage points (a relative increase of 42 percent) is statistically significant at the one percent level.[86]

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[85] As previously noted, McLaughlin et al. (2006) found a positive relationship between summer employment and subsequent post-high school employment for a study sample that did not specifically include youth with disabilities.

[86] Our process analysis found that 79 percent of treatment group youth participated in the YTDP and 49 percent of the participants received paid summer work through the project. This implies that about 39 percent of the treatment group received summer work through the project. The 31 percent employment level for the treatment group is based on youth reports in the 12-month follow-up survey. Two factors may have contributed to the difference between the measure of employment in the process analysis and the survey-based measure used for impact analysis. First, because

(continued)

Table V.1. Employment and Number of Jobs (percentages, unless otherwise noted)

	Treatment Group				
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value
Primary Outcome					
Ever employed in paid job during the first year after random assignment (RA)	30.5	21.5	9.0	***	0.00
Supplementary Outcomes					
Employment During the First Year After RA					
Ever employed in any (paid or unpaid) job	31.5	22.5	9.0	***	0.00
Ever employed in unpaid job (but not in paid job)	0.7	0.6	0.0		0.95
Extent of Employment During First Year After RA[a]					
Percentage of weeks employed in any (paid or unpaid) job since RA	9.6	7.8	1.9		0.20
Percentage of weeks employed in paid jobs since RA	9.0	7.5	1.5		0.29
Percentage of weeks employed in unpaid jobs since RA	0.3	0.2	0.1		0.66
Employment Status at the Time of the Follow-up Survey					0.89
Employed in paid job	8.2	9.5	-1.4		
Employed in unpaid job	1.0	1.2	-0.2		
Not employed, looking for work	3.8	3.5	0.4		
Not employed, out of the labor force	87.0	85.8	1.2		
Number of Jobs Held During the First Year After RA[a]					
Number of jobs (paid and unpaid)				**	0.02
0	69.7	78.6	-9.0		
1	25.6	17.9	7.8		
2 or more	4.7	3.5	1.2		
(average, paid and unpaid)[b]	0.35	0.25	0.10	**	0.01
Average number of jobs (paid)[b]	0.35	0.24	0.10	***	0.01
Average number of jobs (unpaid)[b]	0.00	0.01	0.00		0.62

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In the table, we report observed means or percentages for the treatment group, estimates of the treatment group means or percentages in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment by using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response. The analysis sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for sample sizes for all outcomes.

[a]For these outcomes, item non-response occurred conditionally, depending on the values of other measures in the follow-up survey. The rate of missing data ranges from 0.3 percent to 5.7 percent. We used a "multiple imputations" procedure to assign values when they were missing. See Appendix A, Section E for more information on this procedure.

[b]The average includes youth who were not employed during the year following random assignment.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

To enhance our understanding of the impact on the primary employment outcome, we conducted supplementary analyses of other employment-related outcomes. Table V.1 presents the

(continued)
some youth were randomly assigned before July, the employment outcomes measured by the survey do not include all of the summer employment provided by the project. Second, the survey-based measure is subject to recall error.

estimated impacts on these outcomes, including the prevalence of employment in any (paid or unpaid) job and in solely unpaid jobs. Hardly any youth (less than one percent) were employed in unpaid jobs, so the impact results for any jobs nearly duplicate those for paid jobs. We estimated that the YTDP significantly increased the share of youth ever employed in any job by nine percentage points. We found no impact on the share of youth employed in unpaid jobs.

Although the YTDP increased the prevalence of paid employment, it had no effect on the extent of employment, as measured by the percentage of weeks employed in any job during the year following random assignment. We constructed this measure by first identifying a respondent's employment status in each week following random assignment and then aggregating that information over the 52-week follow-up period. Youth in the treatment group were employed in any (paid or unpaid) job for about 10 percent (roughly five weeks) of the 52 weeks following random assignment. In the absence of the YTDP, they would have been employed for eight percent of the 52 weeks. The estimated impact of two percentage points is not statistically significant. The project also had no significant impact on the extent of paid employment only, or unpaid employment only. These findings are not surprising, given the brief duration of the summer employment experience.

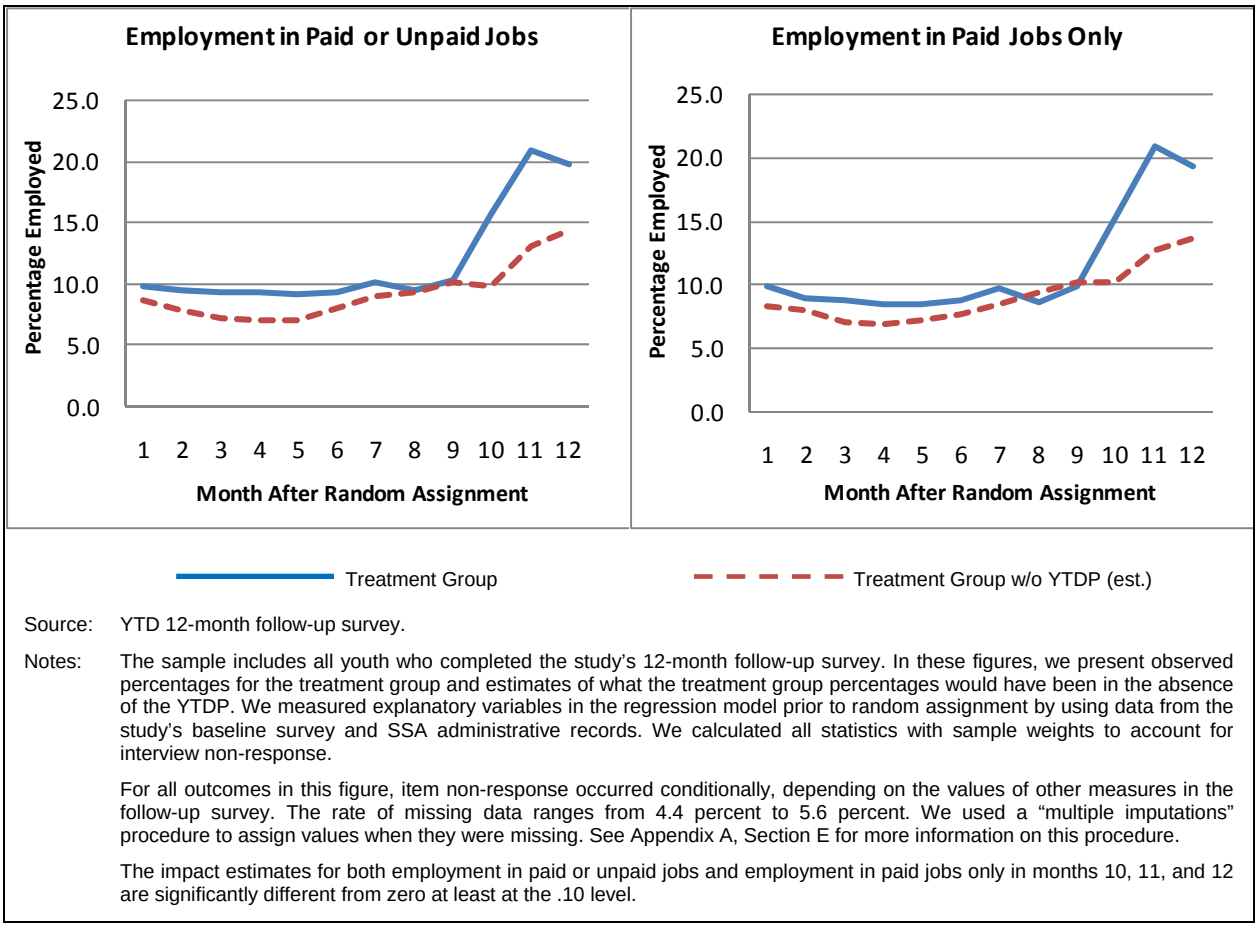
In addition, the YTDP had no effects on employment status at the time of the follow-up survey. Youth could have been in any one of four employment statuses when they completed the survey: employed in a paid job; employed in an unpaid job only (no paid employment); not employed but in the labor force (that is, actively looking for work); and not employed and out of the labor force. To identify the impact of the project, we conducted a test of the difference between the observed distribution of treatment group youth across these employment statuses and our estimate of what that distribution would have been in the absence of the project. The results in Table V.1 show no significant evidence that the project had an effect on employment status at the time of the follow-up survey. This result is not surprising if the employment impact was driven by the seven-week employment experience the project provided. Only a small share of the treatment group members would have been interviewed for the 12-month survey during their period of summer employment.

The project did increase the number of jobs (paid and unpaid combined) held during the year following random assignment. We found that the YTDP decreased the share of youth who had no job and increased the share with one job. Accordingly, the YTDP increased the average number of jobs held by youth during the year. The average number of (paid or unpaid) jobs held by treatment group youth was 0.35, which was 0.10 more (a relative increase of 40 percent) than the number of jobs they would have held without the intervention. This impact is statistically significant at the five percent level. The results in Table V.1 show that the project had a similar positive impact on the number of paid jobs only but did not significantly change the number of unpaid jobs that youth held during the year.

The YTDP also had significant impacts on the timing of employment following random assignment. We used youth reports from the 12-month follow-up survey on the starting and ending dates of each job to construct monthly measures of employment. Figure V.1 presents the rates of employment for youth in any job and in paid jobs only for each month during the year following random assignment.[87] The figure shows the observed employment rates for treatment group

[87] We interviewed a small proportion (19 percent) of the analysis sample before the end of the 12th month following random assignment; consequently, employment outcomes measured for month 12 may reflect some underlying censoring in the data. Because there were no significant treatment-control differences in the timing of responses to the 12-month follow-up survey, we do not anticipate any bias in the estimated impacts for month 12.

Figure V.1. Employment Rate by Month Following Random Assignment



Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In these figures, we present observed percentages for the treatment group and estimates of what the treatment group percentages would have been in the absence of the YTDP. We measured explanatory variables in the regression model prior to random assignment by using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response.

For all outcomes in this figure, item non-response occurred conditionally, depending on the values of other measures in the follow-up survey. The rate of missing data ranges from 4.4 percent to 5.6 percent. We used a "multiple imputations" procedure to assign values when they were missing. See Appendix A, Section E for more information on this procedure.

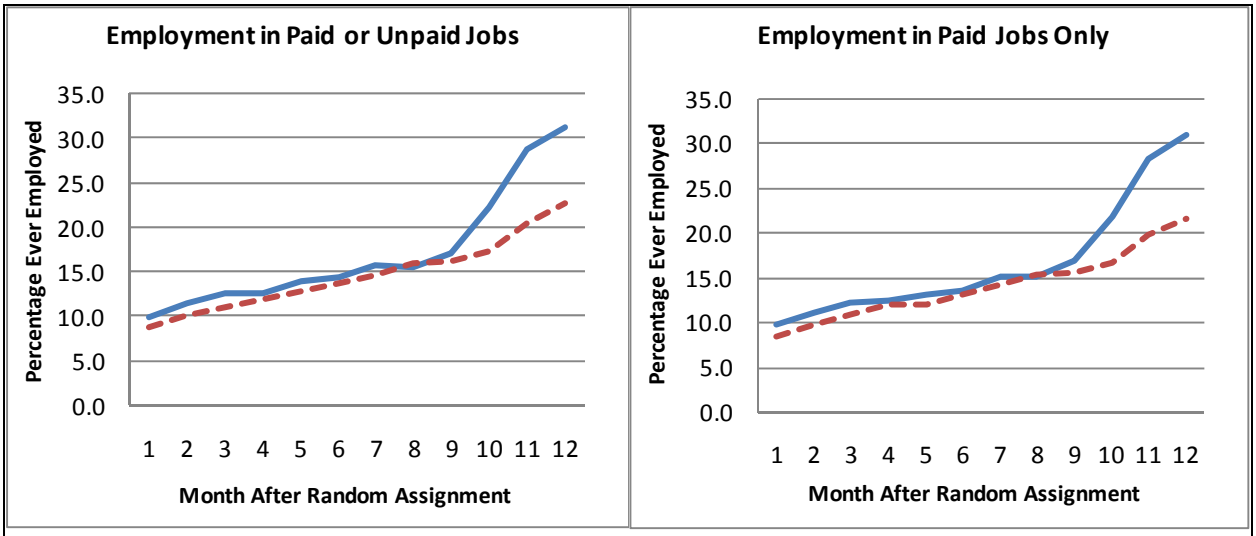
The impact estimates for both employment in paid or unpaid jobs and employment in paid jobs only in months 10, 11, and 12 are significantly different from zero at least at the .10 level.

members and our estimates of what the rates would have been if they had not had the opportunity to participate in the project. In the figure, the vertical difference between the two plotted employment rates for any month is a graphical representation of the estimated impact. The monthly rates of employment in paid and unpaid jobs and in paid jobs only for treatment group youth increased gradually during months 1 through 9 and then spiked upwards in months 10 through 12. The estimated impacts are significant for the latter three months. This means that the treatment group youth experienced higher monthly employment rates than they would have in the absence of the YTDP in the last quarter of the year following random assignment.

The significant increase in the employment rate during the last quarter of the year following random assignment was driven primarily by the participants' engagement in the summer employment experience. Most of the YTDP participants went through random assignment during the summer and received project services on self-determination, career development, person-centered planning, and benefits planning in October through June. For most of them, the seven-week summer employment experience in July and August fell within months 10 through 12 after random assignment; hence, our finding of significantly higher employment rates among treatment group youth during those months.

Figure V.2 displays the proportion of youth who had ever been employed since random assignment for each month during the year following random assignment. Similar to employment status by month, the cumulative employment rate for treatment group youth in paid and unpaid jobs

Figure V.2. Cumulative Employment Rate by Month Following Random Assignment



Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In these figures, we present observed percentages for the treatment group and estimates of what the treatment group percentages would have been in the absence of the YTDP. We measured explanatory variables in the regression model prior to random assignment by using data from the study's baseline survey and SSA administrative records. We calculated statistics with sample weights to account for interview non-response.

For all outcomes in this figure, item non-response occurred conditionally, depending on the values of other measures in the follow-up survey. The rate of missing data ranges from 3.8 percent to 5.4 percent. We used a "multiple imputations" procedure to assign values when they were missing. See Appendix A, Section E for more information on this procedure.

The impact estimates for both employment in paid or unpaid jobs and employment in paid jobs only in months 10, 11, and 12 are significantly different from zero at least at the .10 level.

combined and in paid jobs only increased gradually during months 1 through 9 and then sharply thereafter, resulting in cumulative employment rates in months 10 through 12 that were significantly higher than they would have been in the absence of the intervention.[88] These results confirm that the intervention succeeded in changing the trajectory of employment for treatment group youth during the last few months of the follow-up period. The timing of the employment impacts suggests that they mainly represent the summer jobs arranged by the YTDP.

B. The YTDP Had Some Impacts on Hours of Work and Earnings

If the impact of the YTDP on employment was driven primarily by the summer jobs arranged by the project, we would expect to find only a small impact, if any, on hours of work over the year following random assignment and on earnings from work. Consistent with this, we found that the project increased the number of hours worked in paid and unpaid jobs by a small amount, particularly in months 10, 11, and 12 after random assignment. We estimated that the YTDP did not have impacts on average earnings over the year or on average earnings per month worked. However,

[88] The cumulative employment rate in paid or unpaid jobs in the 12th month following random assignment for treatment group members in Figure V.2 (31.3 percent) does not equal the percentage of those youth employed on any paid or unpaid job during the year following random assignment in Table V.1 (31.5 percent). This deviation is a result of our use of the "multiple imputations" procedure in Stata to assign employment status by month to youth who reported in the follow-up survey that they had worked but did not report the start and/or end dates for their jobs. This procedure imputed a status of *not employed* to a handful of these youth.

Table V.2. Total Hours Worked (percentages, unless otherwise noted)

	Treatment Group				
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value
Supplementary Outcomes					
Total Hours Worked in All Jobs During First Year After Random Assignment					
Total Hours Worked in Paid and Unpaid Jobs				*	0.05
Not employed	68.5	77.7	-9.2		
>0 to 260 hours	21.2	12.8	8.3		
>260 to 1,040 hours	8.5	7.7	0.8		
>1,040 hours	1.8	1.8	0.0		
(Average total hours in all jobs)[a]	79.9	67.3	12.5		0.34
Total Hours Worked in Paid Jobs Only				*	0.06
No paid employment	69.5	78.3	-8.8		
>0 to 260 hours	20.9	12.2	8.8		
>260 to 1,040 hours	8.1	7.7	0.3		
>1,040 hours	1.5	1.8	-0.3		
(Average total hours in paid jobs)[a]	74.1	66.9	7.2		0.57

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In the table, we report observed means or percentages for the treatment group, estimates of the treatment group means or percentages in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment by using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response. The analysis sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for sample sizes for all outcomes.

260 and 1,040 hours per year correspond, respectively, to 5 and 20 hours per week for 52 weeks.

For all outcomes in this table, item non-response occurred conditionally, depending on the values of other measures in the follow-up survey. The rate of missing data is 5.8 percent. We used a "multiple imputations" procedure to assign values when they were missing. See Appendix A, Section E for more information on this procedure.

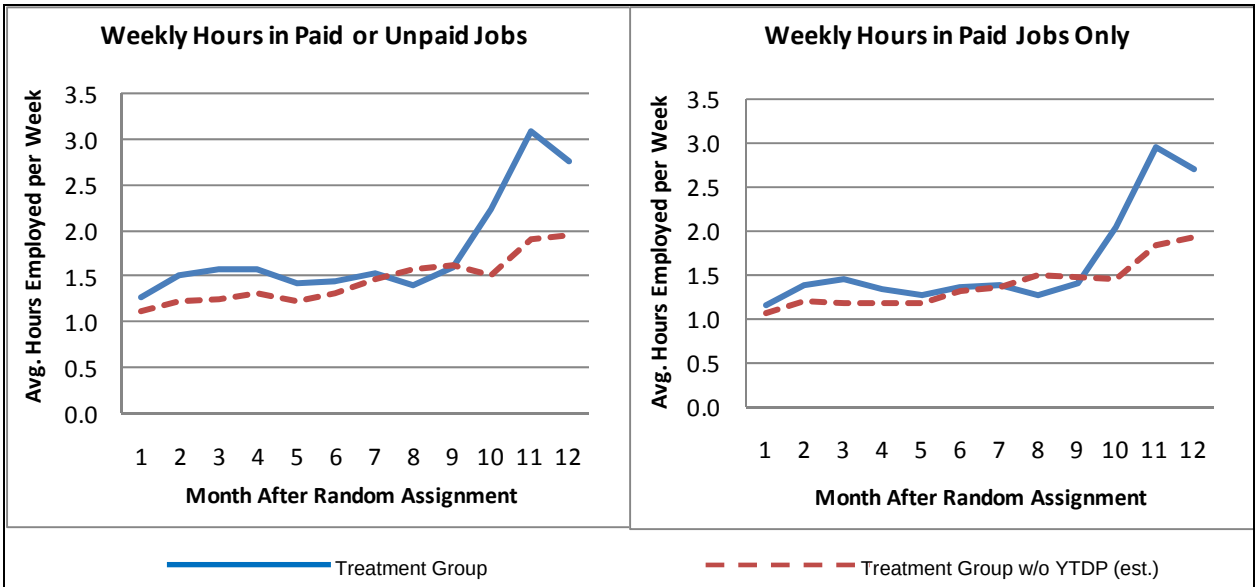
[a]The average includes youth who were not employed during the year following random assignment.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

it did reduce the share of youth with no paid employment and increased the share who had earnings of $1,000 or less over the year.

We estimated the impact of the project on total hours worked in any (paid or unpaid) job and paid jobs only during the year following random assignment. On average, youth in the treatment group were employed for a total of 80 hours in paid and unpaid jobs and 74 hours in paid jobs only (Table V.2). We found no significant impact of the YTDP on these measures of average hours, indicating that those youth would have worked about the same number of hours even if they had not had the opportunity to participate in the project. To better understand this finding, we investigated the impact on the distribution of total hours. We found that the YTDP had a statistically significant impact on the distribution of total hours of work in paid and unpaid jobs (combined) by reducing the share of youth who were not employed over the year and increasing the share who were employed for a total of less than 260 hours. Our estimates show similar impacts on the distribution of total hours of work in paid jobs only.

Figure V.3. Average Hours Worked per Week by Month Following Random Assignment



Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In these figures, we present observed means for the treatment group and estimates of what the treatment group means would have been in the absence of the YTDP. We measured explanatory variables in the regression model prior to random assignment by using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response.

For all outcomes in this figure, item non-response occurred conditionally, depending on the values of other measures in the follow-up survey. The rate of missing data ranges from 5.6 percent to 5.8 percent. We used a "multiple imputations" procedure to assign values when they were missing. See Appendix A, Section E for more information on this procedure.

The impact estimates for hours worked in paid or unpaid jobs in months 10, 11, and 12 and for hours worked in paid jobs only in months 11 and 12 are significantly different from zero at least at the .10 level.

We also estimated the impacts of the intervention on average hours worked per week for each month during the year following random assignment. Among treatment group youth, the average hours worked per week in paid and unpaid jobs combined was about one and a half for the first nine months following random assignment (Figure V.3). The average is low because we include non-workers (with zero hours) and most youth were not working during these months (Figure V.1). We estimated that in the absence of the YTDP, the average hours worked per week in each of the first nine months would not have been significantly different. However, treatment group members worked an average of over two hours per week in month 10 and about three hours per week in months 11 and 12. For these months, we estimated that the treatment group would have worked about one hour less per week in the absence of the intervention. In light of the small amount of unpaid employment (discussed in the previous section), it is not surprising that the monthly pattern of average hours worked per week is essentially the same for paid jobs only as for paid and unpaid jobs combined. As we found for employment rates by month, the significant increase in weekly hours worked in the final quarter of the follow-up period is a reflection of the engagement of YTDP participants in summer employment.

We estimated that the YTDP had no impact on average annual earnings from employment during the year following random assignment (Table V.3). Combining youth reports of their hours and wage rates on each paid job during the follow-up period, we calculated their earnings for the entire year.[89] On average, youth in the treatment group had earnings of $544 during the year following random assignment, which was only $14 more than our estimate of their earnings absent the intervention; the impact is not statistically significant. However, the YTDP did impact the distribution of yearly earnings by reducing the share of youth who were not employed and increasing the share who had earnings of $1,000 or less over the year.

Similarly, we found an impact of the YTDP on the distribution of earnings per month worked. The intervention reduced the share of youth not employed for pay and increased the share with earnings (Table V.3). However, the estimated impact on average earnings per month worked ($34) is not statistically significant.[90]

Figure V.4 presents the estimated average monthly earnings and average cumulative earnings for each month during the year following random assignment. We found that the average monthly earnings for treatment group youth is statistically significantly higher in months 10 and 11. Given that the intervention had positive impacts on the rate and extent of employment in the last three months of the year following random assignment, it is not surprising that the impact on monthly earnings is also concentrated in those months. However, we estimated that the intervention had no impacts on cumulative earnings by month following random assignment. The timelines for cumulative earnings (as presented in Figure V.4) show that the average values of cumulative earnings by month for treatment group members were very similar to what they would have been in the absence of the intervention.

C. The YTDP Had Small Impacts on Job Characteristics

The YTDP had small impacts on the characteristics of jobs held by the target population, and those impacts appear to have been influenced heavily by the summer employment component of the intervention. We analyzed impacts on the characteristics of the primary jobs held by youth during the year following random assignment.[91] We found that the YTDP had small impacts on the distribution of job tenure, average hours worked per week, and the distribution of hourly wage. The YTDP also reduced the share of youth who were not employed and increased the share who were employed without health benefits.

[89] We adjusted the earnings measures for inflation using the consumer price index for urban wage earners and clerical workers (CPI-W) created by the U.S. Bureau of Labor Statistics (BLS). We chose this index because SSA uses it to adjust benefits. The earnings measures thus represent real earnings in 2008 dollars. For the yearly measure of earnings, we used the annual average of the CPI-W (as is the convention for SSA and BLS). For the monthly measures of earnings, we used the monthly CPI-W (not seasonally adjusted).

[90] Youth not employed in a paid job during the one-year period following random assignment had zero earnings per month worked. On average, treatment group youth employed in a paid job during the follow-up period worked about three months and earned $541 per month worked.

[91] For youth who had more than one job during the follow-up period, we defined the primary job to be the one that generated the most earnings.

Table V.3. Earnings from Employment (percentages, unless otherwise noted)

	Treatment Group				
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value
Supplementary Outcomes					
Earnings During First Year After Random Assignment					
Annual Earnings				*	0.05
No paid employment	69.5	78.2	-8.7		
$1 to $1,000	15.7	8.5	7.2		
$1,001 to $5,000	11.4	8.6	2.8		
More than $5,000	3.4	4.6	-1.2		
(Average earnings) ($)[a]	544	529	14		0.88
Earnings per Month Worked During First Year After Random Assignment					
Earnings per Month Worked				**	0.04
No paid employment	69.9	77.9	-8.0		
$1 to $500	11.9	8.7	3.2		
More than $500	18.2	13.4	4.7		
(Average earnings per month worked) ($)[a]	165	131	34		0.11

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In the table, we report observed means or percentages for the treatment group, estimates of the treatment group means or percentages in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment by using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response. The analysis sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for sample sizes for all outcomes.

For all outcomes in this table, item non-response occurred conditionally, depending on the values of other measures in the follow-up survey. The rate of missing data is 7.1 percent. We used a "multiple imputations" procedure to assign values when they were missing. See Appendix A, Section E for more information on this procedure.

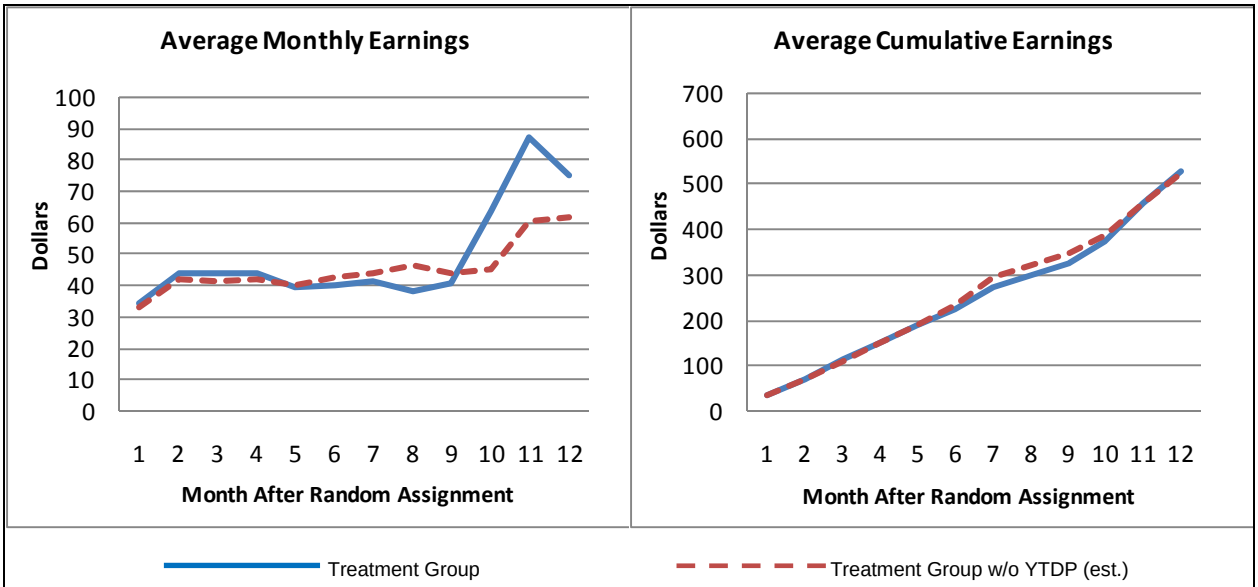
[a]The average includes youth who were not employed during the year following random assignment.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

We defined the measures of job characteristics in a manner that allowed us to retain all sample members in the analysis, regardless of whether they had been employed during the follow-up period.[92] This maintained the integrity of the evaluation's experimental design and allowed us to generate reliable estimates of whether the intervention resulted in better jobs for treatment group youth.

[92] Job characteristics are observed only for youth who were ever employed during the year following random assignment. Since employed youth are a self-selected group, comparing the job characteristics of employed treatment group youth with those of employed control group youth would not provide an unbiased estimate of impacts of the YTDP on job characteristics. Hence, to estimate impacts on job characteristics reliably, the analysis must maintain the experimental nature of the evaluation sample by using measures of job characteristics defined to include youth who were never employed as well as those who were ever employed.

Figure V.4. Earnings by Month Following Random Assignment



Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In these figures, we present observed means for the treatment group and estimates of what the treatment group means would have been in the absence of the YTDP. We measured explanatory variables in the regression model prior to random assignment, using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response.

For all outcomes in this figure, item non-response occurred conditionally, depending on the values of other measures in the follow-up survey. The rate of missing data ranges from 5.7 percent to 6.6 percent. We used a "multiple imputations" procedure to assign values when they were missing. See Appendix A, Section E for more information on this procedure.

Earnings are measured in 2008 dollars.

The impact estimates for monthly earnings in months 10 and 11 are significantly different from zero at least at the .10 level. None of the impact estimates for cumulative earnings are significantly different from zero at the .10 level.

As shown in Table V.4, the average tenure in the primary job for youth in the treatment group was one month (all averages include values of zero for youth who did not work). We estimated that the average tenure would have been the same even if the youth had not had the opportunity to participate in the project; however, the YTDP reduced the share of youth who were not employed and increased the share who were employed six months or less. Although the YTDP had no significant impact on the overall distribution of usual hours worked per week, it did increase the average usual hours worked per week by a small amount. On average, treatment group youth worked just over six hours per week on the primary job, and we estimated that they would have worked a little less than five hours in the absence of the intervention. The estimated impact of less than two hours per week is statistically significant at the 10 percent level. In addition, the YTDP reduced the share of youth who were not employed and increased the share earning $9 or less per hour.

Very few treatment group members were employed in jobs with health insurance benefits (five percent) or paid vacation or sick leave benefits (four percent). We found that the YTDP shifted the distribution of health insurance benefits on the primary job mainly by reducing the share of youth not employed and increasing the share of youth employed in jobs without health insurance. This finding is consistent with the nature of the project's summer work experience. The estimated impact of the YTDP on the distribution of the availability of paid vacation or sick leave benefits on the

Table V.4. Job Tenure, Hours of Work, Hourly Wage, and Benefits for the Primary Job (percentages, unless otherwise noted)

	Treatment Group				
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value
Supplementary Outcomes					
Tenure				*	0.09
Not employed	69.5	78.3	-8.8		
1 month or less	7.5	4.8	2.7		
More than 1 month to 6 months or less	16.5	11.4	5.1		
More than 6 months to 11 months or less	4.6	2.8	1.8		
More than 11 months	1.9	2.7	-0.7		
(Average months of tenure)[a]	1.0	0.8	0.2		0.27
Usual Hours Worked per Week					0.40
Not employed	69.5	78.1	-8.6		
10 hours or less	6.7	5.9	0.8		
More than 10 hours to 20 hours or less	7.7	4.1	3.5		
More than 20 hours	16.2	11.9	4.3		
(Average hours per week)[a]	6.3	4.8	1.6	*	0.05
Hourly Wage Rate (in 2008 dollars)				*	0.08
Not employed	69.5	78.2	-8.7		
Less than $7	8.8	5.6	3.2		
$7 to $9	15.1	10.1	5.0		
More than $9	6.7	6.1	0.6		
Health Insurance Benefit				**	0.02
Not employed	69.5	78.2	-8.8		
Employed without health insurance	25.3	17.4	7.9		
Employed with health insurance	5.2	4.4	0.8		
Paid Vacation/Sick Leave Benefit					0.30
Not employed	69.5	78.2	-8.7		
Employed w/o paid vacation/sick leave	26.7	17.3	9.4		
Employed with paid vacation/sick leave	3.8	4.5	-0.7		

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In the table, we report observed means or percentages for the treatment group, estimates of the treatment group means or percentages in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment by using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response. The analysis sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for sample sizes for all outcomes.

For all outcomes in this table, item non-response occurred conditionally, depending on the values of other measures in the follow-up survey. The rate of missing data ranges from 6.0 percent to 8.9 percent. We used a "multiple imputations" procedure to assign values when they were missing. See Appendix A, Section E for more information on this procedure.

[a]The average includes youth who were not employed during the year following random assignment.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

primary job was similar to that for health insurance coverage (namely, an increase in the share of youth employed in jobs without paid vacation or sick leave), but in this case the estimate is not statistically significant.

D. The Impact on Employment Was Consistent Across Subgroups

We investigated whether the impact of the YTDP on employment varied with the baseline characteristics of youth. That investigation revealed that the impact on the primary outcome in the employment domain—the share of youth who were ever employed in a paid job during the year after random assignment—was consistent across subgroups defined by baseline age and paid work experience. We found positive and significant impacts of the YTDP on paid employment for youth who were less than 17 years old at baseline and those who were 17 or older (Table V.5). Similarly, we found positive and significant impacts of the intervention for youth who had worked for pay in the year prior to random assignment and those who had not worked for pay. The differences in the impact estimates by age and prior work experience are not statistically significant.

E. Descriptive Analysis of Job Characteristics and Job Search Activities

To provide context for the findings from the analysis of impacts on employment-related outcomes, we present descriptive information for the primary paid jobs held by treatment group youth during the follow-up period. Among youth in the treatment group who were employed in paid jobs at some time during the year following random assignment, the three most common types of jobs, as shown in Table V.6, were office assistant and secretarial tasks (20 percent), janitorial work (11 percent), and child care (10 percent). Other frequently reported jobs were assembly work (7 percent) and store cashier (about 6 percent). These types of jobs are similar to those of youth in the

Table V.5. Ever Employed in Paid Job During the First Year After Random Assignment, by Subgroup (percentages)

	Treatment Group						
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value	Treatment Group Size	Control Group Size
Age							
Younger than 17 at baseline	28.2	20.8	7.4	*	0.05	300	226
Age 17 or older at baseline	35.6	23.6	12.0	**	0.03	136	126
(P-value of difference in impacts)					(0.56)		
Paid Work Experience							
Worked for pay in prior year	53.7	36.6	17.1	**	0.05	85	63
No work for pay in prior year	24.9	17.8	7.2	**	0.03	351	289
(P-value of difference in impacts)					(0.49)		

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. In the table, we report observed means or percentages for the treatment group, estimates of the treatment group means or percentages in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment by using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response. Survey item non-response may have resulted in smaller sample sizes, as indicated in the table.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

Table V.6. Types of Paid Jobs Most Frequently Reported by Treatment Group Members with Paid Employment

Treatment Group Youth	Percent
Office assistant and secretarial tasks	19.6
Janitorial work	11.1
Child care	10.4
Assembly work	6.7
Store cashier	6.1
Sample Size	**136**

Source: YTD 12-month follow-up survey.

Notes: We calculated all statistics using sample weights to account for interview non-response.

general population (Wagner et al. 2003; Herz and Kosanovich 2000). About two-thirds of the ever-employed treatment group youth learned about their primary jobs from the following four sources (results not shown in the table): the YTDP (33 percent), a school job placement office (11 percent), directly from the employer (11 percent), and friends or relatives (10 percent).[93]

The average tenure in the primary job by the ever-employed treatment group members was about three months. The 70 percent of youth who had left their primary jobs by the time of the follow-up survey cited many reasons for having done so, but the most common was reaching the end of a temporary job. Other reasons included returning to school, low pay, not liking the job, and health-related issues. Notwithstanding this high job turnover, an overwhelming majority of the ever-employed youth in the treatment group reported that they had been happy with their primary jobs; only about eight percent reported that they had been unhappy.

Among the treatment group members who did not work for pay during the year following random assignment, the three most common reasons given were waiting to finish school or a training program, inability to find the jobs they wanted, and health problems. Other reasons included lack of reliable transportation, apprehension about losing disability benefits, having had discouraging experiences when previously attempting to work, and concerns about accessibility. These reasons for not working are very similar to those mentioned by a national cross-section of all SSA disability program beneficiaries in the 2006 National Beneficiary Survey (Livermore et al. 2009c). Among youth in the treatment group, 9 percent had not been involved in either paid employment or education/training in the year following random assignment and, of those, about 13 percent reported that they had looked for work during the four weeks preceding the interview. Those who had looked for work indicated that their search typically involved contacting VESID, checking job advertisements in a newspaper or on the Internet, asking friends or relatives about jobs, and contacting employers directly.

[93] Among the subset of ever-employed treatment group youth who actually participated in the YTDP (120 youth), 38 percent reported that they had learned about their primary jobs through the project. Some participants may not have understood that the employment services they had received had been provided by the YTDP.

VI. IMPACTS ON EDUCATION

Education is an investment that can improve employment opportunities and increase the potential for self-sufficiency. It is a key short-term outcome in the YTD evaluation conceptual framework (Figure I.1) and some YTD projects, including the YTDP, provided education services. For the YTDP, education services may have been particularly valuable because a large share of the population it aimed to serve was enrolled in school; about 94 percent of treatment and control group youth were enrolled in school at baseline (see Table II.2).

The YTDP sought to provide education services to youth who identified education goals or expressed a need for such services. Since most participants were 15 to 17 years old at the time of random assignment, the most common goal was to graduate from high school. Other goals included interest in GED classes, vocational training, and college. The YTDP staff provided referrals to education services tailored to meet those goals, such as to after-school tutoring or GED preparation programs. Our process analysis revealed that the YTDP provided some type of education service to more than 70 percent of youth who participated in project services, with an average of 3.4 hours of such services (Table III.8).

In light of the age of youth in the YTDP and the importance of completing high school, the primary outcome in this domain is either that the youth (1) was enrolled in an educational institution at any time during the year following random assignment, or (2) had completed high school by the time of the 12-month follow-up survey (including youth who had completed high school at baseline). High school completion includes attainment of a high school diploma, GED, or certificate. We found that treatment group members were no more likely to enroll in school or complete high school than they would have been in the absence of the YTDP. However, examining these two outcomes separately, we found that the YTDP did increase enrollment but had a negative impact on completion of high school, as defined above. Analysis of the detailed results suggests that the YTDP may have encouraged youth to enroll in school and invest in attaining a high school diploma or a GED rather than pursuing the quicker route of obtaining a high school certificate. The certificate is easier to obtain than the diploma but provides fewer options for postsecondary enrollment.

A. The YTDP Increased School Enrollment but Decreased High School Completion

Among treatment group youth, 91 percent either were enrolled in school during the year after random assignment or had completed high school by the time of the 12-month follow-up survey (Table VI.1).[94] We estimated that the share either enrolled in school or with high school completed would have been about the same in the absence of the YTDP.

[94] For youth under the age of 18, education information was collected from the parent or guardian. Respondents were asked to report any education or training activity and, for youth with such an activity, the type of school or training program. We coded youth as enrolled in an education program if the type of program was school, college, GED, adult education, or home schooling. Among treatment group youth in the analytic sample, about 94 percent were reported to be enrolled in school at the time of the baseline survey (conducted prior to random assignment). Interestingly, in this same sample, only 89 percent of treatment group youth were reported to be enrolled in the year following random assignment or to have completed high school by the time of the follow-up survey. These findings suggest that some treatment group youth who were enrolled at baseline discontinued their enrollment for reasons other than finishing high school. The survey does not provide information on whether these youth "dropped out" versus temporarily discontinuing enrollment. In addition, enrollment statistics from the baseline and follow-up surveys are not directly

(continued)

Table VI.1. Educational Progress (percentages)

	Treatment Group				
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value
Primary Outcome					
Ever enrolled in school in the year following random assignment or completed high school by the time of the 12-month follow-up survey	90.7	88.9	1.7		0.43
Supplementary Outcomes					
Ever enrolled in school in the year following random assignment	88.9	84.0	4.9	**	0.04
Attained high school diploma/GED/certificate or higher	6.0	9.9	-3.8	**	0.03
Type of School Attended				*	0.07
Did not attend school	11.2	16.5	-5.4		
Elementary/middle/regular high school	47.3	44.5	2.8		
Special school for the disabled or home school	34.5	35.0	-0.5		
Postsecondary institution	5.6	3.3	2.3		
GED/Adult continuing education	1.4	0.7	0.8		
Intensity of Educational Activity					
Number of months in school				***	0.00
None	11.2	16.3	-5.1		
Less than nine months	13.4	5.0	8.4		
Nine to twelve months	75.4	78.7	-3.3		

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response. The analytic sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for the sample sizes for all outcomes.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

In contrast, examining these two outcomes separately, we found statistically significant impacts of the YTDP. We estimated that 89 percent of treatment group youth were enrolled in school in the year following random assignment and that the YTDP increased enrollment by five percentage points (significant at the five percent level). On the other hand, we estimated that only six percent of treatment group youth had completed high school by the time of the follow-up survey and that the YTDP reduced high school completion by four percentage points (significant at the five percent

(continued)
comparable. The baseline survey asked about enrollment at the time of the survey or, if the interview was conducted during a summer month, asked if the youth would be returning to school in the fall (if affirmative, the youth was considered to be enrolled). The follow-up survey asked about enrollment during the year since random assignment; if the interview was conducted during a summer month, it did not probe about fall enrollment.

level).[95] The two impacts counteract each other in the composite primary outcome. The negative impact of the YTDP on the share of youth who had attained a high school diploma, GED, or a certificate of high school completion at the time of the follow-up survey is surprising.[96] One possible explanation is that the YTDP may have provided information, advice, or services that encouraged youth to invest in attaining a high school diploma or GED rather than the high school certificate. This would account for the intervention's positive impact on enrollment and negative impact on completion. Consistent with this theory, in focus groups conducted for our process analysis, we learned from staff and parents that, prior to participation in the YTDP, many families were unaware that the IEP diploma (also known as a "certificate") merely affirms attendance in four years of high school and does not provide the same options for postsecondary education as does a high school diploma or GED (see Chapter III).[97]

About half of the treatment group members were enrolled in an elementary, middle, or traditional high schools and one-third were enrolled in special schools for students with disabilities or were home-schooled.[98] We estimated that the YTDP impacted the distribution of school type, primarily by reducing the share not attending school and increasing the shares in traditional schools and postsecondary institutions. We found that the YTDP reduced the share of youth who were not enrolled in school during the year and increased the share who were enrolled, but for less than nine months.[99]

B. YTDP Impacts on Education Varied by Age

The impact of the YTDP on the primary education outcome, enrollment in school or completion of high school, might be expected to vary across subgroups of youth. For example, the intervention might be expected to have had a greater impact on enrollment for youth who were younger because they may not have formed educational attainment goals previously. In addition, decisions and goals related to high school completion may be different for youth who worked in the year prior to baseline. We investigated whether the intervention had significant impacts on the composite measure of enrollment or completion for groups of youth defined by baseline characteristics: under age 17 and worked for pay in prior year.

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[95] The baseline and follow-up surveys used the same question when asking about high school completion. The question asked specifically about a high school diploma, GED, or certificate of completion.

[96] The negative impact estimate for high school completion does not appear to be caused by differences in baseline characteristics. Although treatment youth were slightly less likely to be in the main age range for high school completion (ages 17-19), they were more likely to have completed grades 10 and 11 of high school at baseline (see Table II.2). The regression controlled for baseline age and grade completion (using an indicator of "9th grade or less" and an indicator of "no grade reported," which primarily reflects students in schools without grade levels). In addition, for the subgroup of youth ages 17 to 19 at baseline, we estimated a strong negative impact of the YTDP on high school completion (as discussed in Section B of this chapter).

[97] To explore this further, we considered estimating a logistic model on attainment with four outcomes: high school diploma, GED, certificate, or none of these. However, the results would be difficult to interpret if treatment youth were more likely to distinguish between certificates and diplomas, as suggested by our process analysis.

[98] For this measure, we created mutually exclusive categories by using only the most recently attended institution.

[99] We calculated months of enrollment in school based on information in the follow-up survey on the start and end dates for attendance in each school attended during the year following random assignment. For the start and end dates, the survey gave no special instructions regarding how to report extended breaks in attendance, such as any summer break. For this reason, we do not separately measure the months of enrollment beyond nine months or calculate the average months of enrollment.

We found statistically significant differences in the estimated impacts by age. For younger youth, those less than age 17 at baseline, the share of treatment group youth enrolled in school in the year following random assignment or that had completed high school by the time of the follow-up survey was 96 percent (Table VI.2). We estimated that the YTDP caused this share to be five percentage points higher than it otherwise would have been (significant at the five percent level). In contrast, for older youth, we estimated that the share enrolled in school or that had completed high school (79 percent) would have been about the same in the absence of the YTDP. The difference in estimated impacts for younger and older youth is significant at the five percent level. The difference in estimated impacts appears to be driven by differences in the impacts on the two components of the composite outcome measure: enrollment in school and high school completion (estimates not shown in table).[100] For younger youth, we estimated a strong positive impact of the YTDP on enrollment—six percentage points (significant at the five percent level) and no impact on high school completion. For older youth, we found no impact on enrollment and a strong negative impact on completion (estimate of negative 11 percentage points, significant at the five percent level).

We found no statistically significant differences in the impact estimates for subgroups defined by whether the youth worked for pay in the prior year.

Table VI.2. School Enrollment or Completion of High School, by Subgroup (percentages)

	Treatment Group						
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value	Treatment Group Size	Control Group Size
Age							
Under age 17 at baseline	96.2	91.5	4.7	**	0.03	283	215
Age 17 or over at baseline	78.8	82.5	-3.8		0.45	131	119
(P-value of difference in impacts)				**	(0.03)		
Paid Work Experience							
Worked for pay in prior year	89.3	86.2	3.0		0.57	82	61
No work for pay in prior year	91.0	89.6	1.4		0.54	332	273
(P-value of difference in impacts)					(0.81)		

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response. Survey item non-response may have resulted in smaller sample sizes, as indicated in the table.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

[100] Although the estimated impacts of the YTDP on the composite measure of school enrollment or high school completion were different for younger versus older youth, the differences in estimated impacts for these age groups are not statistically significant for enrollment (p-value of 0.13) or completion (p-value of 0.24).

VII. IMPACTS ON YOUTH INCOME, SSA BENEFITS, AND RELATED OUTCOMES

Greater income for youth with disabilities is a critical indicator of success for the YTD initiative, as described in the conceptual framework (Figure I.1). This initiative is expected to increase income through greater earnings and, in the short run, greater benefits as a result of the special SSA waivers for YTD participants. As discussed in Chapter V, the YTDP had a modest impact on paid employment but none on average annual earnings during the year following random assignment. In principle, the waivers would have allowed the project participants to retain more of their benefits at most levels of earnings. Through greater benefits, the YTDP thus could have increased participants' income during the year following random assignment.

The estimates presented in this chapter show that, for youth in the treatment group, the project did not have any impact on SSA benefits or total income during the year following random assignment. However, we found that the project did have positive impacts on the use of SSA work incentives.

A. The YTDP Had No Impact on Youth Income

The YTDP had no impact on the primary outcome measure in the domain of youth income—total income from earnings and SSA disability benefits during the year following random assignment. We constructed this measure by combining earnings information from the 12-month follow-up survey with information on benefit amounts from SSA administrative records.[101] The first row of Table VII.1 shows that, on average, youth in the treatment group had total income of $7,148 in the year following random assignment. On average, about 93 percent of this income came from SSA disability benefits. We estimated that the YTDP had no impact on youth's total income. In other words, we estimated that the average total income of treatment group youth would have been similar even in the absence of the project.[102]

To enhance our understanding of the estimated impact on total annual income, we conducted supplementary analyses of the distribution of total annual income and the share of income from earnings. The results shown in Table VII.1 provide no evidence that the YTDP had an impact on the distribution of total income, which is consistent with our finding of no impact on average total income. We found that the share of total income from earnings among treatment group members was seven percent and estimated that this share would have been nearly the same in the absence of the project.

[101] We used monthly data on SSA benefits obtained from an enhanced version of the TRF 2008. For a detailed description of the TRF data, see Hildebrand et al. (2010).

[102] In addition to the 14 control variables used in the regression model for estimating impacts (see Appendix Table A.4), we also included the amount of SSA benefits youth received in the month before random assignment as a control variable for estimating impacts on outcomes in the income domain (in Chapter VII). Analysis of benefit records showed that there was a small but statistically significant difference between treatment and control group members in the average benefit amount received in the month before random assignment (see Appendix Table A.10). Since the benefit amount is most relevant for outcomes in the income domain, we added this variable to the regression model to control for the pre-existing difference.

Table VII.1. Youth Total Income

	Treatment Group			
	Observed Mean	Estimated Mean w/o YTDP	Impact	P-Value
Primary Outcome				
Total annual income (earnings and SSA benefits) ($)	7,148	7,173	-24	0.85
Supplementary Outcomes				
Distribution of Total Annual Income (%)				0.58
Less than $5,000	15.0	14.9	0.1	
$5,000 to less than $7,000	16.0	19.5	-3.4	
$7,000 to less than $10,000	62.2	59.3	3.0	
$10,000 or more	6.7	6.4	0.4	
Percentage of total annual income from earnings	7.0	6.2	0.8	0.50

Sources: YTD 12-month follow-up survey and SSA administrative records.

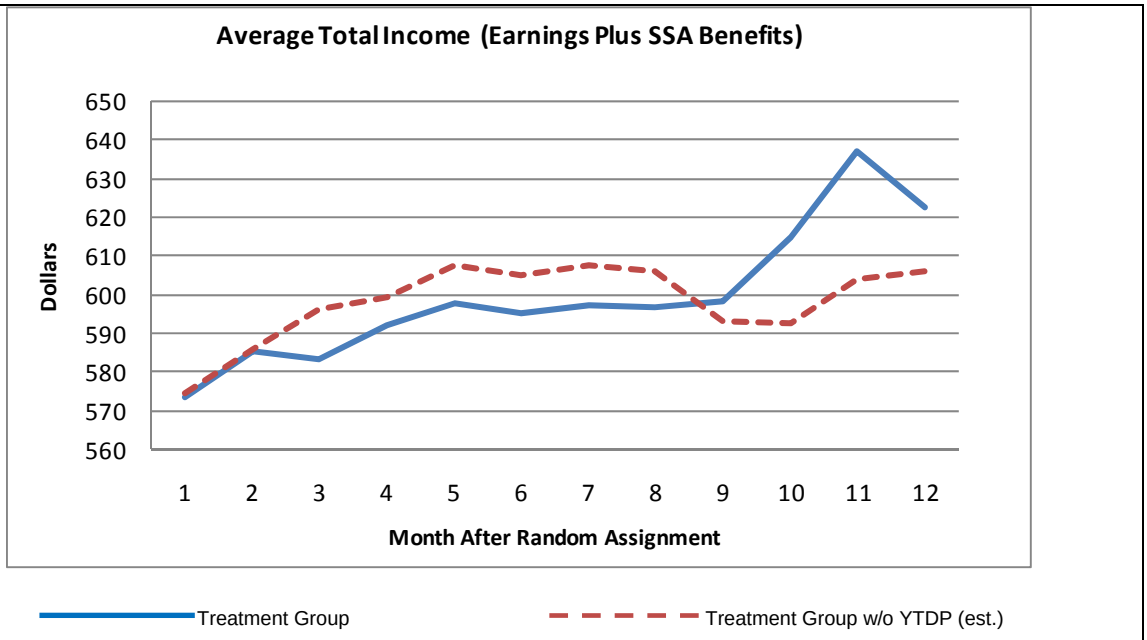
Notes: The sample includes all youth who completed the study's 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response. The analysis sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for the sample sizes for all outcomes.

For all outcomes in this table, item non-response occurred conditionally in measuring the earnings component of total income, depending on the values of other measures in the follow-up survey. The rate of missing data in the annual earnings and annual income measures is 7.1 percent. We used a "multiple imputations" procedure to assign earnings when they were missing. See Appendix A, Section E, for more information on this procedure.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

In addition, the YTDP had only a minimal impact on the total income of youth by month. In Figure VII.1, we present average values of earnings plus SSA benefits for each month in the year following random assignment. The timelines in this figure show the observed average income amounts for youth in the treatment group, as well as estimates of what their average income amounts would have been if they had not had the opportunity to participate in the YTDP. The vertical difference between the plotted timelines in any month represents the estimated impact of the intervention in that month. Only the impact in month 11, with an estimated $33 increase in income (a relative increase of five percent), is statistically significant. Since the project was successful in increasing earnings among treatment group youth in month 10 and 11 of the follow-up period (as discussed in Chapter V), the impact on total income in month 11 is indicative of the positive influence of increased earnings. (Furthermore, as shown in Figure VII.2, SSA benefits were not higher for the treatment group in this month.) However, given that the impact on income in month 11 was fairly small, and that the impacts on income in the other months during the follow-up period are not statistically significant, the totality of the evidence suggests that the YTDP had little effect on monthly income during the year following random assignment.

Figure VII.1. Youth Income by Month Following Random Assignment



Sources: YTD 12-month follow-up survey and SSA administrative records.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. The figure presents observed means for the treatment group and estimates of what the treatment group means would have been in the absence of the YTDP. We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response.

For all outcomes in this figure, item non-response occurred conditionally in measuring the earnings component of total income, depending on the values of other measures in the follow-up survey. The rate of missing data in the monthly earnings measure ranges from 5.8 percent to 6.6 percent. We used a "multiple imputations" procedure to assign earnings when they were missing. See Appendix A, Section E, for more information on this procedure.

The impact estimate for month 11 is significantly different from zero at the .10 level.

Given the SSA waivers for YTD, we had no expectation that the YTDP would reduce either the rate of receipt or the average amount of disability benefits in the near term. In fact, we thought the waivers would increase benefits in the short run. In Table VII.2, we show that the project had no impact on the share of youth who received any SSA benefit during the year following random assignment.[103, 104] We also show that treatment group youth received SSA disability program benefits for an average of 11 months of the year following random assignment. Our estimates show that the

[103] A small proportion of youth in the research sample were not in "current pay" status (i.e., they were not active disability beneficiaries) when their data were extracted from SSA files prior to the baseline interview and random assignment. The most common reasons why sample members were in not in current pay status were cessation of disability and family income in excess of the allowable amount. These cases account for the approximately four percent of treatment group members who received no SSA benefits during the year following random assignment (Table VII.2).

[104] At the time we conducted the impact analysis, a full 12 months of post-random assignment data on DI and CDB benefit amounts were not available for all members of the CUNY research sample; consequently, our measure of SSA benefits included SSI benefits only. We believe that the absence of DI and CDB benefits from this measure has no implications for our findings because (1) there were no youth in the CUNY research sample who were DI-only or CDB-only beneficiaries prior to random assignment, and (2) among the 885 members of the research sample who were still living one year after random assignment, only three had been SSI/CDB concurrent beneficiaries prior to random assignment and none had been SSI/DI concurrent beneficiaries.

Table VII.2. Receipt and Amount of SSA Benefits (percentages, unless otherwise noted)

	Treatment Group				
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value
Supplementary Outcomes					
Receipt of SSA Benefits (SSI, DI, or CDB)					
Any benefit receipt during the year following random assignment	96.3	95.8	0.6		0.61
Number of months of benefit receipt during the year following random assignment	10.9	11.1	-0.2		0.30
Annual Benefit Amount					
Distribution of Annual Benefit Amount				*	0.09
None	3.7	5.4	-1.8		
$1 to $6,500	24.2	27.8	-3.6		
$6,501 to $8,000	58.2	57.3	1.0		
More than $8,000	13.8	9.5	4.3		
Average annual benefit amount ($)[a]	6,562	6,605	-43		0.64

Source: SSA administrative records.

Notes: The sample includes all youth in the research sample, less four youth identified as deceased at the time of the 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. The sample includes 491 treatment group youth and 394 control group youth.

[a]The average includes youth who did not receive benefits during the year following random assignment.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

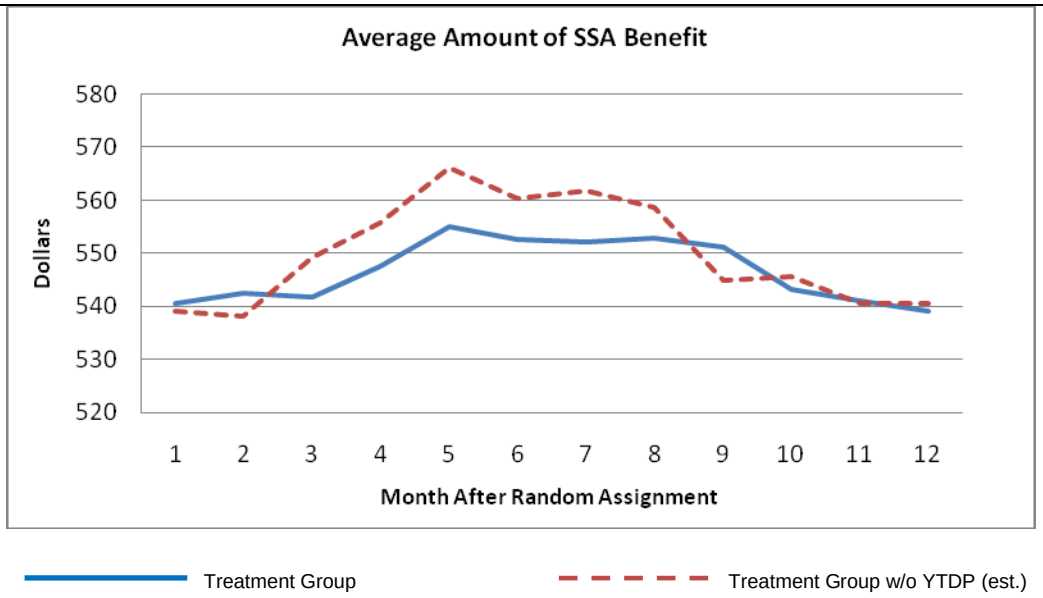
duration of benefit receipt would not have been different in the absence of the project.[105] The YTDP thus had no impact on the receipt of SSA benefits during the year following random assignment. Furthermore, we estimated that, on average, treatment group members received $6,562 in benefits during the follow-up year and that the intervention had no impact on the annual benefit amount. To flesh out this finding, we analyzed the distribution of the annual benefit amount.[106] We found that treatment group members were somewhat more likely to fall in the highest benefit category with benefits over $8,000 annually and less likely to fall in the lower benefit category with benefits of $6,500 or less (the difference in the distribution of benefits is statistically significant at the 10 percent level; see Table VII.2).[107] The YTDP may have increased modestly the share of treatment group youth in the highest benefit category by providing benefits counseling (Table IV.1), increasing the knowledge of SSA work incentives (Table IV.3), and increasing the use of SSA work

[105] In Table VII.2, we report the estimated impacts on receipt and amount of SSA benefits for the full research sample. We also estimated impacts for the analytic sample (youth in the research sample who completed the study's 12-month follow-up survey), and the estimates are very similar to those for the full research sample. Table A.9 provides benefit impact estimates for both samples.

[106] We identified the categories of annual benefit amount by considering the natural break points in the distribution of the annual benefit amount for the combined sample from the three original random assignment YTD projects (Youth WINS, Transition WORKS, and the CUNY YTDP).

[107] The average annual benefit amount for the treatment group is actually lower than the estimated average in the absence of the YTDP (the difference is not statistically significant). This difference is due to a small number of youth in the control group who had particularly high annual benefits (two youth with benefits over $9,000).

Figure VII.2. SSA Benefit Amount by Month Following Random Assignment



Source: SSA administrative records.

Notes: The sample includes all youth in the research sample, less four youth identified as deceased 12 months following random assignment. The figure presents observed means for the treatment group and estimates of what the treatment group means would have been in the absence of the YTDP. We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records.

None of the impact estimates shown in the figure are significantly different from zero at the .10 level.

incentives (as described in the next section, Table VII.3). The finding is consistent with our hypothesis that due to the greater generosity of the YTD waivers relative to other SSA work incentives, YTD could increase benefit amounts in the short run (Rangarajan et al. 2009a).

We found no impact of the YTDP on the monthly pattern of SSA disability benefit amounts. Figure VII.2 depicts the average benefit amount received by youth in each month during the year following random assignment. Impacts are shown in the figure by the difference between the average benefit received by treatment group members and our estimate of what would have been the average benefit in the absence of the project. We found that none of the estimated impacts are statistically significant.[108] Thus, on average, the treatment group members would have received similar monthly amounts of SSA disability program benefits even if they had not been given the opportunity to participate in the YTDP.

B. The YTDP Had Positive Impacts on the Use of SSA Work Incentives

Treatment group youth who enrolled in the YTDP had the opportunity to use the five SSA waivers for YTD (see Appendix C for a description of these waivers).[109] Since each of the waivers

[108] The Social Security benefit amount is the only outcome for which we have monthly values for the period before random assignment. The differences in the average monthly benefit amount between the treatment and control groups are small in the year prior to random assignment. Only in the month prior to random assignment and the month of random assignment are the differences statistically significant (see Appendix A, Section F).

[109] Some of the SSA work incentives are applied automatically to disability program beneficiaries who meet the criteria for receiving the incentives: the EIE applies automatically to all SSI beneficiaries, and the Section-301 waiver applies automatically to youth participating in the YTDP. For these work incentives, we apply the term "use" of SSA work incentives loosely to indicate that youth were benefitting from them.

enhanced an SSA work incentive available to the control group, we were able to analyze the impact of the YTDP on use of the specific incentives. For a number of reasons, the treatment group youth may have been more likely to use these work incentives as participants in the YTDP than in its absence. First, the project provided intensive benefits counseling; second, it led to increased awareness of the SSA work incentives and understanding of the relationship between benefits and employment (as discussed in Chapter IV); and third, the waivers were more generous than the work incentives alone. Using data from SSA administrative records, we constructed five supplementary outcome measures that captured the use of each incentive (namely, the EIE, SEIE, Section-301 waiver, PASS, and IDA, as described in Appendix C). We also constructed a composite outcome measure of the use of any of these incentives.

We found that the YTDP increased the use of the collective SSA work incentives under consideration during the year following random assignment. Table VII.3 shows that almost 17 percent of treatment group youth used at least one of the five work incentives.[110] We estimated that these youth would have had about a seven percent overall rate of work incentive use if they had not had the opportunity to participate in the project. The difference of nine percentage points is statistically significant at the one percent level.[111]

The positive impact of the YTDP on the use of any work incentive was driven by the project's statistically significant positive impacts on the use of the SEIE, the EIE, and the Section-301 work incentives (Table VII.3). We estimated that the project increased the use of the SEIE by six percentage points, from three percent to nine percent, and increased the use of EIE by three percentage points, from four percent to seven percent.[112] In addition, we estimated that the project increased the use of the Section-301 incentive by 10 percentage points, from two percent to 12 percent. The use of the Section-301 incentive is unrelated to employment status and earnings because it allows beneficiaries to continue receiving SSA program benefits as long as they are participating in a qualified program, such as YTD, if they are determined to be ineligible for medical reasons.[113]

Because the YTDP had modest but positive impacts on youth's paid employment and earnings in the final months of the first year after random assignment (as discussed in Chapter V), it is not surprising that the project had positive impacts on the use of the SEIE and the EIE. Since nearly 31 percent of the treatment group youth reported holding a paid job during the year following random assignment (Chapter V), however, the overall rate of SSA work incentives usage at 17 percent appears to be relatively low. SEIE is applied first among all of the income exclusion incentives. With about three-quarters of the treatment group youth reporting full-time school enrollment during the year following random assignment (as discussed in Chapter VI), any substantial earnings reported to SSA for these youth would have led to use of SEIE. The low use of the SEIE (9 percent among

[110] We provide statistics on the use of the YTD waivers by YTDP participants in Table III.6.

[111] The estimated impact on the overall use of SSA work incentives for youth who completed the study's 12-month follow-up survey is similar to that for the full research sample in the YTDP. In Table A.9, we provide work incentive impact estimates for both samples.

[112] Among treatment group youth who reported any earnings to SSA, 64 percent used the SEIE and 40 percent used the EIE. Among control group youth who reported any earnings to SSA, 32 percent used the SEIE and 48 percent used the EIE. Differences between treatment group youth and control group youth in these measures do not reflect impact estimates because the calculations are limited to those who reported earnings to SSA.

[113] For YTD, the Section-301 waiver applies for any treatment group youth who enrolled in project services, regardless of whether the youth continues to participate in these services.

Table VII.3. Use of SSA Work Incentives (percentages)

	Treatment Group				
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value
Supplementary Outcomes					
Use of SSA Work Incentives					
Used at least one SSA work incentive	16.5	7.2	9.3	***	0.00
Used the SEIE	8.8	3.3	5.5	***	0.00
Used the EIE	7.1	4.4	2.8	*	0.08
Used the Section-301 waiver	12.4	2.1	10.3	***	0.00
Established a PASS	0.0	0.0	0.0		1.00
Opened an IDA	0.0	0.0	0.0		1.00
Reported any earnings to SSA	13.7	8.5	5.1	***	0.01

Source: SSA administrative records.

Notes: The sample includes all youth in the research sample, less four youth identified as deceased 12 months following random assignment. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. The sample includes 491 treatment group youth and 394 control group youth.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

treatment group youth), appears to be driven by a low level of reporting earnings to SSA (14 percent; final row of Table VII.3).[114] Reporting of earnings to SSA was also low among control group youth, of whom almost 22 percent reported paid employment in the follow-up survey but only 8 percent reported earnings to SSA (control group statistics not regression-adjusted).

Two factors may have contributed to this relatively low rate of reporting of earnings to SSA despite the fact that project staff informed treatment group youth who participated in the YTDP of the need to report their summer earnings—and even provided training and assistance in doing so. First, the YTDP target population as a whole was relatively young and comprised mostly of students; these characteristics may have affected the youths' (or parents') motivation and willingness to report earnings to SSA. For these youth, reported earnings has few or no real implications for the amount of benefits received, since they are likely to be eligible for the SEIE and possibly the EIE incentives, which would render their countable earnings to zero. Second, most YTDP participants received payments resulting from their summer employment via direct deposits into their bank accounts. (Employers usually did not provide physical pay stubs for each pay period.) The absence of physical pay stubs may have contributed to low reporting of earnings to SSA among treatment group youth. The low rates of reporting earnings to SSA in turn resulted in relatively low usage of SSA work incentives, particularly the SEIE.[115]

[114] We estimated that the share of treatment group youth who reported earnings to SSA was five percentage points higher than what would have occurred in the absence of the project (Table VII.3). The impact is statistically significant at the one percent level.

[115] We observed a similar tendency to not report earnings to SSA among the younger subgroups in the Colorado Youth WINS and Erie County Transition WORKS interim evaluations (statistics are not yet available for the other evaluation sites). For treatment group youth in the Youth WINS evaluation, we found that 15 percent of those younger than 18 at baseline reported paid employment in the follow-up survey but only 9 percent reported earnings to SSA. For *(continued)*

The same factors that led to low usage of the SEIE also could have contributed to low usage of the EIE. In addition, for student beneficiaries, the EIE is applied after the SEIE. For the YTDP target population, who were mostly students, many may not have earned enough to have any countable earnings for taking advantage of the EIE after the SEIE already had been applied.[116]

Finally, no treatment group youth used the PASS and IDA work incentives and we estimated the YTDP had no impact on their use. This is not surprising, as IDAs were not a part of the YTDP intervention and project staff were not called upon to provide guidance on the development of PASS plans. In addition, the broader beneficiary population rarely uses these work incentives.

C. The YTDP May Have Had a Modest Positive Impact on Health Insurance Coverage

To understand whether the YTDP had any impact on broader indicators of the economic status of the youth in the study and their households, we analyzed measures of health insurance coverage and receipt of public assistance at the time of the 12-month follow-up survey. Looking first at self-reported health insurance coverage, we found that 96 percent of the treatment group youth were covered by public health insurance (Table VII.4).[117] We estimated that, in the absence of the project, the public health insurance coverage rate would have been 94 percent. The two percentage point difference is not statistically significant, indicating that the project had no impact on public health insurance coverage for youth.

We also considered self-reported private health insurance coverage, which included insurance provided by employers or unions (either those of the youth or the parents) and policies purchased by the youth or their parents. About nine percent of the treatment group members were covered by private health insurance and we estimated that the coverage rate would have been the same in the absence of the project. We also found no significant impact on coverage when we looked at *both* public and private health insurance.

When we examined the share of youth who reported any form of health insurance, we found that almost all members of the treatment group, about 98 percent, were covered by some form of health insurance, either public or private. We estimated that the project increased this coverage rate

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(continued)
treatment group youth in the Transition WORKS evaluation, we found that 36 percent of those younger than 18 at baseline reported paid employment in the follow-up survey and only 24 percent reported earnings to SSA. Thus, the share of young treatment group youth reporting earnings to SSA in both of these projects was roughly two-thirds of the share reporting earnings in the follow-up survey. For YTDP, in which most youth were under age 18 at baseline, the overall share reporting earnings to SSA (14 percent) was just less than half of the share reporting earnings in the follow-up survey (31 percent).

[116] For youth regularly attending school in 2008, the SEIE incentive would disregard up to $1,550 of earned income per month (with a maximum annual exclusion of $6,240). Treatment group youth who had summer jobs earned, on average, about $720 in the months they were employed. Thus, if the SEIE were applied for an eligible youth, he or she would not have any countable earnings to take advantage of the EIE. In addition, the EIE is applied after the first $65 ($85 if an additional $20 unearned income exclusion is applicable) of a beneficiary's monthly earned income has been excluded. Hence, many YTDP youth with paid jobs may not have had countable monthly earnings that exceeded the $65 threshold (particularly, if they had used the SEIE).

[117] Most treatment and control group youth were covered by public health insurance at the time of the follow-up survey because nearly all of them were SSI recipients at baseline and SSI recipients in New York are categorically eligible for Medicaid. Several of the sample members were receiving CDB concurrently with SSI and may have been dually eligible for Medicaid and Medicare. As explained in a footnote in Section A of this chapter, a small proportion of sample members were not receiving any disability benefits at baseline and, assuming no change in their status, they may not have been eligible for public health insurance at the time of the follow-up survey.

Table VII.4. Health Insurance Coverage and Receipt of Other Public Assistance (percentages)

	Treatment Group			
	Observed Mean	Estimated Mean w/o YTDP	Impact	P-Value
Supplementary Outcomes				
Youth Health Insurance Coverage				
Public health insurance	96.2	93.8	2.4	0.13
Private health insurance	8.5	9.4	-0.9	0.67
Both public and private health insurance	6.0	6.5	-0.5	0.76
Either public or private health insurance	98.4	96.6	1.8 *	0.10
Household Receipt of Public Assistance				
SNAP (food stamps)	49.6	54.3	-4.7	0.18
TANF	11.3	13.7	-2.4	0.32

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response. The analysis sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for the sample sizes for all outcomes.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test test.

by two percentage points. The estimated impact is statistically significant at the 10 percent level; however, because we have estimated impacts of the YTDP on a large number of supplementary outcomes, we expect to find some statistically significant impacts due to chance.[118] The estimated impact on health insurance coverage, therefore, may be spurious.

The YTDP had no impact on the receipt of public assistance, despite the fact that its benefits counselors tried to connect participants and their families to any additional public assistance for which they were possibly eligible. Table VII.4 shows that 50 percent of treatment group members lived in households that received benefits from the Supplemental Nutrition Assistance Program (SNAP, formerly the Food Stamp Program) during the year following random assignment and 11 percent lived in households that received Temporary Assistance for Needy Families (TANF). The efforts of the project benefits counselors notwithstanding, we found no statistically significant evidence that the intervention influenced these measures of public assistance receipt.

D. The YTDP Had No Impact on Youth Income for Any Subgroup

Similar to the results for the overall sample, we found that the YTDP had no significant impact on total income for any of the subgroups of the target population we considered (Table VII.5). We estimated impacts on youth total income for the same subgroups as in our analyses of the other outcome domains, defined by whether the evaluation enrollees were age 17 or older versus under 17

[118] The impact of the YTDP on health insurance is the sum of a positive estimated impact on public health insurance and a negative estimated impact on private health insurance, although neither of these separate impacts is statistically significant. Because a large share of treatment group youth had health insurance (98 percent), the variance of the impact estimate is low and even the small estimated impact of two percentage points is statistically significant.

at baseline and had or had not worked for pay in the year before the baseline survey. In addition to finding no significant impact on total income for any of the subgroups, we also found that the difference in the estimated impacts between the pairs of subgroups is not statistically significant for either of the subgroup pairs.

Table VII.5. Youth Total Income—Earnings and SSA Benefits, by Subgroup ($)

	Treatment Group					
	Observed Mean	Estimated Mean w/o YTDP	Impact	P-Value	Treatment Group Size	Control Group Size
Age						
Under age 17 at baseline	7,081	6,991	90	0.55	300	227
Age 17 or over at baseline	7,296	7,536	-240	0.29	136	126
(P-value of difference in impacts)				(0.23)		
Paid Work Experience						
Worked for pay in prior year	7,680	7,775	-96	0.78	85	63
No work for pay in prior year	7,019	7,028	-9	0.95	351	290
(P-value of difference in impacts)				(0.82)		

Sources: YTD 12-month follow-up survey and SSA administrative records.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response.

Item non-response occurred conditionally in measuring the earnings component of total income, depending on the values of other measures in the follow-up survey. The rate of missing data is 7.1 percent. We used a "multiple imputations" procedure to assign earnings when they were missing. See Appendix A, Section E, for more information on this procedure.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

VIII. IMPACTS ON ATTITUDES AND EXPECTATIONS

The YTDP, like all of the YTD projects, sought to provide youth who had severe disabilities with services and experiences that would instill in them a belief in their ability to succeed in life. The conceptual framework for the YTD evaluation (Figure I.1) thus posits near-term improvements in youths' expectations for their futures and sense of self-efficacy. The YTDP staff had a particularly strong commitment to fostering independence and self-sufficiency among the project participants. Most of the fall workshops focused on self-determination, with an emphasis on socialization and self-discovery. Program staff designed Saturday recreation, art, and drama sessions to complement the workshops with activities to foster socialization and promote choice (Chapter III).

The overarching goal of the YTD initiative is to promote economic self-sufficiency and independence. Accordingly, we specified the primary outcome in the domain of "attitudes and expectations" as whether a youth's goals included working and earning enough money to stop receiving disability benefits. The supplementary outcomes in this domain include additional measures of youth expectations and self-determination. If the YTDP was successful in empowering youth and fostering positive expectations, we should anticipate that treatment group members would demonstrate greater independence in daily activities, decision making, and social interactions. The supplementary outcomes thus also include measures of independence and social interactions.

Attitudes and expectations might be expected to be more malleable and subject to influence by the YTDP than many of the other outcome measures considered in this report. For example, aside from the summer employment provided by the project, employment and income might be slow to respond to the intervention, given that most of the youth in the research sample were under age 18 and attending school at baseline. On the other hand, finding positive impacts on attitudes and expectations could foreshadow positive impacts on these and perhaps other outcomes in the longer run.

Attitudes and expectations are difficult to measure, however. Responses to survey questions on these topics are clearly subjective and research on the stability of self-reports indicates that the same person answering on different days may respond differently.[119] In addition, youth may feel pressure to respond in a way they feel is expected or socially accepted. Due to the difficulty in accurately measuring attitudes and expectations, some studies find no impacts on these measures, even when an objective outcome of interest (such as employment) shows an impact. The YTD follow-up survey was designed to include the best available measures used in other surveys. Nevertheless, even with widely used measures, the concepts of self-efficacy and future expectations are difficult to measure.

In addition, with respect to the primary outcome, it is possible for an intervention that successfully provides benefits counseling or paid work experience to have an unintentional adverse impact on whether a youth's goals included working and earning enough money to stop receiving disability benefits. Indeed, the YTDP actively promoted the compatibility of work and benefits to its participants. We showed in Chapter IV that the YTDP increased awareness that the entire cash benefit and medical insurance would not be lost once work begins. This awareness may have

[119] Research finds evidence of low-to-moderate stability in self-reports of social skills (Gresham and Elliott 1990) and self-concept (Marsh et al. 1983). Also, for youth with developmental disabilities, stability likely would be lower. Stability is related to cognitive rather than chronological age. Younger children have more difficulty differentiating discrete areas of self-worth (Harper 1990).

resulted in fewer youth agreeing that their goals include working and earning enough to stop receiving disability benefits.

Although the YTDP placed an emphasis on fostering self-sufficiency, we found no impact on our primary measure of attitudes and expectations—youth goals for future work and earnings. We also found no pattern of impacts on the supplementary measures in this domain. The absence of impacts is surprising, as our process analysis found that the YTDP emphasized youth empowerment and that almost 80 percent of youth who participated in project services attended at least one self-determination workshop and almost 60 percent attended four or more. (Table III.4). We caution that the lack of estimated impacts may reflect the difficulty of measuring these outcomes precisely.

A. The YTDP Had No Impact on Goals for Future Work and Earnings

Our primary outcome measure in this domain is goals for future work and earnings. This measure is based on youth responses to the statement in the follow-up survey, "Your personal goals include someday working and earning enough to stop receiving Social Security disability benefits."[120] This is particularly relevant to the YTD evaluation because it measures whether youths' goals align with the goal of the YTD initiative for youth to maximize their economic self-sufficiency.

We found no impact on goals for future work and earnings. Among youth in the treatment group, 68 percent agreed with the statement that their goals included working and earning enough to stop receiving disability benefits (Table VIII.1).[121] In the absence of the YTDP, we estimated that 73 percent of those youth would have agreed with the statement. The estimated impact of negative five percentage points is not statistically significant at the 10 percent level. As discussed in the introduction to this chapter, the YTDP could have had an unintentional negative impact by increasing awareness that benefits do not necessarily cease when paid work begins. Because the impact estimate is not statistically significant, we conclude that there is no evidence of an unintentional negative impact. However, the lack of an impact on this outcome may reflect a combination of a positive impact for some treatment youth and an unintended negative impact for others.

We also found no impacts of the YTDP on plans for going further in school and expectations for employment. At baseline, about 97 percent of treatment group youth reported that they planned

[120] Youth were asked to respond to this statement in one of four categories: agree a lot, agree a little, disagree a little, and disagree a lot. We combined the first two categories to create a measure of whether the youth agreed with the statement. As a robustness check, we verified that there were no impacts of the YTDP on the share of youth responding "agree a lot" or on the distribution of responses across all four categories. Information on most of the measures of attitudes and expectations reported in this chapter were collected from youth only. In particular, the primary measure and the locus of control measures were not asked of parents (or guardians). The three expectations measures (regarding independent living, employment, and education) were asked of parents and youth. For these three measures, we report both youth and parent responses.

[121] Information on plans for the future and self-efficacy was missing for a large share of cases—between nine percent and 17 percent, depending on the measure. For youth responses, missing information for many cases occurred due to skip patterns in the survey for proxy respondents: 11 percent of youth had a proxy respondent for the follow-up survey; most of the proxy respondents were parents of the youth. Regarding plans for the future, proxy respondents who were parents provided information for the parent response only and proxy respondents who were not parents provided information for the youth response only. For self-efficacy, proxy respondents were not asked to provide any information. For parent responses, missing information mainly occurred when the parent (or guardian) was unavailable to respond to the survey.

Table VIII.1. Expectations and Self-Efficacy (percentages, unless otherwise noted)

	Treatment Group			
	Observed Mean	Estimated Mean w/o YTDP	Impact	P-Value
Primary Outcome				
Youth agrees that personal goals include working and earning enough to stop receiving Social Security benefits	68.0	73.4	-5.4	0.13
Supplementary Outcomes				
Plans and Goals for the Next Five Years				
Plans to go further in school, youth response	90.4	91.3	-0.9	0.71
Plans to go further in school, parent response	84.1	86.5	-2.4	0.35
Expectations for Employment, Youth Response[a]				0.83
Working for pay at the time of the follow-up survey	7.6	8.8	-1.1	
Plans to start working for pay	85.7	85.2	0.5	
No plans to start working for pay	6.7	6.0	0.6	
Expectations for Employment, Parent Response[a]				0.69
Working for pay at the time of the follow-up survey	7.6	8.8	-1.2	
Plans to start working for pay	76.2	73.5	2.6	
No plans to start working for pay	16.2	17.6	-1.4	
Plans to live on own (with or without help), youth response	71.9	77.2	-5.3 *	0.10
Plans to live on own (with or without help), parent response	37.6	37.0	0.6	0.64
Internal locus of control (4-point index)[b]	3.3	3.3	0.0	0.95
External locus of control (4-point index)[b]	2.7	2.7	0.0	0.54

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response. The analytic sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for the sample sizes for all outcomes.

[a]For these outcomes, item non-response occurred conditionally, depending on the values of other measures in the follow-up survey. The rate of missing data is 15.3 percent for youth responses on employment expectations and 15.8 percent for parent responses. We used a "multiple imputations" procedure to assign values when they were missing. See Appendix A, Section E for more information on this procedure.

[b]See text for further discussion of the measures of internal and external locus of control.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

to go further in school in the next five years (Table II.2).[122] In the follow-up survey, a somewhat smaller share, about 90 percent, reported that they planned to go further in school in the next five years (Table VIII.1). The reduction in the share with plans for further schooling may reflect that

[122] For most outcome measures, we do not have similar measures at baseline. However, the baseline and follow-up survey used similar questions to ask about plans for the next five years for living independently, further schooling, and working for pay. The biggest difference between the surveys was that the follow-up survey did not ask youth who were working full time about plans for work.

some youth attained their education goals during the year (or more) between the surveys. We estimated that the YTDP had no impact on educational goals—in the absence of the YTDP, an estimated 91 percent of treatment group would have planned to go further in school at the time of the follow-up survey. Similarly, about seven percent of treatment group youth reported no plans to work for pay in the five years after the follow-up survey (this share is a few percentage points higher than the share at baseline, four percent).[123] We estimated that, in the absence of the YTDP, roughly the same share would have had no plans for future paid work at the time of the follow-up survey. We also found no impacts of the YTDP on parent responses about youth plans for going further in school and youth expectations for paid employment.

Unexpectedly, we found a negative impact of the YTDP on expectations for independent living. About 72 percent of treatment group youth reported that they expected to live on their own (with or without help) in the five years following the 12-month survey (the share was roughly the same, 71 percent, at baseline). We estimated that, in the absence of the project, this share would have been 77 percent. The estimated impact of a reduction of five percentage points just passes the test for statistical significance at the 10 percent level. This estimate is surprising because independent living was covered in the self-determination workshops (Chapter III, Section C). However, given that we found no impact on the primary outcome in this domain and no pattern of impacts across the entirety of the supplementary outcomes, we note that the marginally significant estimated impact on expectations for living independently may be spurious. That is, because we planned to analyze a large number of supplementary outcomes, we expected to find some statistically significant estimates due to random chance. In addition, we found no impact of the YTDP on parent responses regarding youth expectations to live independently. The three-year follow-up survey will provide further evidence on whether this impact was due to random chance. Based on the 12-month follow-up, and taking into account all of the estimates presented in this section, the totality of the evidence suggests that the YTDP had no impacts on attitudes and expectations.

To investigate the effects of the intervention on youths' feelings of self-efficacy, we created composite measures from a series of questions in the follow-up survey. The self-efficacy measures are based on a battery of questions that includes the Pearlin Mastery Scale (Pearlin and Schooler 1978). After analyzing the degree of correlation between these measures and the concepts measured, we determined that the measures could be combined into an "internal locus of control" and an "external locus of control." See Appendix A, Section H for further information on the creation of these measures.

In this evaluation, the internal locus of control reflects whether youth believe their life outcomes result primarily from their own behaviors and actions. The average value of this index for treatment group youth was 3.3, and we estimated that, in the absence of the YTDP, the average would have been the same. The external locus of control reflects the degree to which youth believe that others, fate, or chance primarily determine their life outcomes. The average value of this index for treatment group youth was 2.7. We estimated that these youth would have had essentially the same average value even if they had not been given the opportunity to participate in the YTDP.[124]

[123] In the follow-up survey, youth who already were working full time were not asked about their plans for paid employment. We included all youth who were working for pay (part time or full time) at the time of the follow-up survey in a separate category in the analysis reported in Table VIII.1.

[124] Appendix A, Section H presents separate impact estimates for each of the 11 questions used to create the two indices. These additional impact estimates are consistent with the findings reported here that the YTDP did not have an impact on youth self-efficacy.

The findings of no impact of the YTDP on the primary outcome in this domain and no pattern of impacts on the supplementary outcomes suggest that the project did not affect the expectations, plans, or self-efficacy of youth in the treatment group. This conclusion is surprising, given that the self-determination workshops were designed to increase independence and self-sufficiency, and a substantial share of the treatment group participated in them. Although it may be the case that the YTDP indeed had no impact on expectations and attitudes, we caution that the findings may be due to the difficulty of measuring these outcomes. An alternative interpretation of the findings is that any impacts of the YTDP on expectations and self-efficacy faded over time. The self-determination workshops occurred in the first few months of each cohort's participation in the project (in the fall) and the follow-up survey was administered beginning in the 12th month after random assignment (typically in the late summer of the following year).

B. The YTDP Had No Impacts on Decision Making, Social Interactions, and Most Independent Activities

In principle, feelings of greater self-efficacy for youth could lead them to display more independence in daily activities, play a bigger part in decision making, and engage in higher levels of social interaction. We examined measures of these outcomes as a supplementary analysis in the attitudes and expectations domain. However, the previous finding of no impact of the YTDP on self-efficacy suggests that the project was unlikely to have had impacts on these additional measures, even though the self-determination workshops and recreational and social activities were designed to influence these outcomes.

Consistent with our finding of no impact on self-efficacy, we also found no impacts of the YTDP on most independent activities, decision making, or social interactions (Table VIII.2).[125] We found that 91 percent of treatment group youth made snacks on their own and 92 percent picked the clothes they wore each day. About 78 percent of treatment group members decided how to spend their own money and 89 percent decided how to spend their free time. About 74 percent of treatment group youth reported that they got together with friends "to have fun or hang out." We estimated that none of these percentages would have been statistically different in the absence of the YTDP.[126]

[125] We collected the measures of independence in daily activities, decision making, and social interaction from youth only. For the first five measures in Table VIII.2, we asked youth how often they do the activity by themselves. We combined "most of the time" and "some of the time" in a single category, which we interpreted as being indicative of the youth doing the activity on their own. The alternative response was "none of the time." As a robustness check, we verified that there were no impacts of the YTDP on the distribution of responses across all three categories for each activity except riding public transportation alone. For this activity, we found that the YTDP decreased it using the measure reported in Table VIII.2; however, we did not find a statistically significant impact on the full distribution of responses. The lack of robustness of the impact finding suggests that the estimated impact of the YTDP on riding transportation alone may be spurious. For social interaction, youth were asked how often they get together with friends "to have fun or hang out." We combined "sometimes" and "often" in a single category to measure having social interaction. The alternative responses were "never," "hardly ever," and "does not have friends." As a robustness check, we verified that there was no impact of the YTDP on the distribution of responses across all five categories.

[126] We asked the same battery of questions about independent activities and decision making in the baseline and follow-up surveys. The levels of independent activity and decision making reported in Table VIII.2 are very similar to baseline levels (Tables II.2 and A.2). For each activity or decision making area, the baseline level for the treatment group was within three percentage points of the follow-up level.

Table VIII.2. Independent Activities, Decision Making, and Social Interactions (percentages)

	Treatment Group			
	Observed Mean	Estimated Mean w/o YTDP	Impact	P-Value
Supplementary Outcomes				
Independent Activities and Decision Making				
Make snacks or sandwiches (most or some of the time)	90.5	90.3	0.2	0.94
Ride public transportation alone (most or some of the time)	75.2	79.6	-4.4 *	0.09
Pick clothes to wear (most or some of the time)	91.6	93.0	-1.4	0.41
Decide to spend own money (most or some of the time)	78.2	78.4	-0.1	0.96
Decide how to spend free time (most or some of the time)	88.8	88.3	0.5	0.83
Social Interactions				
Get together with friends (often or sometimes)	73.9	75.9	-2.0	0.51

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response. The analytic sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for the sample sizes for all outcomes.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

In contrast, we found that the YTDP had a negative impact on riding public transportation alone. About 75 percent of treatment group youth reported that they did this on their own most or some of the time. We estimated that the share would have been nearly 80 percent in the absence of the project. The impact estimate of a reduction of four percentage points is statistically significant at the 10 percent level. Upon first consideration, this result is surprising, because travel training was a YTDP activity and parents had mentioned specifically during focus group discussions that it had helped their children to become more independent. Given the absence of a pattern of impacts on independent activities, the negative impact on the independent use of public transit may be spurious. Alternatively, the result might be expected due to the project's emphasis on family participation. Specifically, the YTDP provided vouchers for all family members to travel on public transportation to the Saturday sessions. For some youth, this may have been their main experience with public transit. For them, even if the project instilled greater confidence in travelling alone, its immediate impact would have been to decrease the share of public transit trips they actually took alone. The three-year follow-up survey will provide further evidence on the impact of the YTDP on this outcome.

C. The YTDP Had No Impact on Goals for Future Work and Earnings for Any Subgroup

Although the YTDP had no impact on the primary outcome in the domain of attitudes and expectations—goals for future work and earnings—for the entire target population, it nevertheless

could have had impacts for certain subgroups. For example, the goals for work and earnings of youth who had not worked for pay in the year prior to random assignment might have been more malleable than those with work experience. Accordingly, we estimated the impacts of the YTDP on the primary outcome measure in this domain for the two pairs of subgroups of the target population defined by baseline age and paid work experience. We found that the estimated impacts are statistically insignificant for these subgroups and do not vary significantly across the subgroups within each pair (Table VIII.3).

Table VIII.3. Goals Include Working and Earning Enough to Stop Receiving Social Security Benefits, by Subgroup (percentages)

	Treatment Group					
	Observed Mean	Estimated Mean w/o YTDP	Impact	P-Value	Treatment Group Size	Control Group Size
Age						
Under age 17 at baseline	68.0	72.2	-4.2	0.36	244	184
Age 17 or over at baseline	68.0	75.7	-7.7	0.20	116	110
(P-value of difference in impacts)				(0.62)		
Paid Work Experience						
Worked for pay in prior year	70.1	79.7	-9.6	0.20	80	59
No work for pay in prior year	67.4	71.8	-4.4	0.29	280	235
(P-value of difference in impacts)				(0.51)		

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response. Survey item non-response may have resulted in smaller sample sizes, as indicated in the table.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

IX. EXPLORATORY ANALYSES OF IMPACTS ON TRAINING AND PRODUCTIVE ACTIVITIES

While training is an investment that can improve employment and earning opportunities, it is not a key component of the YTD intervention. The YTD projects, including the YTDP, have not emphasized training as either a service input or an outcome. However, the YTDP may have improved training outcomes through referrals to the Mosholu Montefiore Community Center and more generally through its support for developing and pursuing life goals and emphasis on self-sufficiency. Specifically, some youth may have been motivated to obtain training as an important step on the path to those objectives stressed by the YTDP. Because of the importance of training for future employment and earnings and the potential for the YTDP to have influenced training, in this chapter we explore the project's impacts on training outcomes.

As a precursor to our planned longer-term analysis, our second exploratory analysis examines the impact of the YTDP on a composite measure of participation in productive activities during the year following random assignment—specifically, participation in education, training, and paid and unpaid employment. Participation in productive activities is a key longer-term outcome in the YTD conceptual framework.

In light of the high level of school enrollment among youth in the treatment and control groups (89 percent and 84 percent, respectively), it is not surprising that we found a very low level of participation in training and no impact of the YTDP on training. Although we found positive impacts of the YTDP on school enrollment and paid employment, the composite measure of productive activities showed no impact.

A. The YTDP Had No Impact on Participation in Training

Although the YTDP did not emphasize enrollment in training programs, its focus on self-sufficiency possibly could have induced some of its participants to enroll in training. However, we found no impacts of the intervention on training-related outcomes. A very small share of treatment group youth, somewhat less than four percent, was enrolled in a training program during the year following random assignment (Table IX.1).[127] We estimated that the proportion enrolled would have been about the same in the absence of the YTDP.

[127] At baseline, 23 percent of treatment group youth reported having received job training during the past year (Table II.2). The difference in the rate of receipt of training between the baseline and follow-up surveys may be due largely to differences in the way the surveys asked for this information. The baseline survey asked a very broad question about training in job skills, vocational education, career counseling, and help in finding a job. This measure of "job training" includes activities that fell in the employment services domain in the follow-up survey (as described in Chapter IV). That survey asked whether youth were "currently in a training program or taking classes to help you learn job skills or get a job?" If youth currently were not participating in training, the survey asked, "Did you go to school, attend a training program, or take any classes?" following the date of random assignment. We distinguished between schooling and training based on a follow-up question about the program type for each program reported. We coded educational institutions as schooling. We coded the remaining categories as training: "job skills training, job training, interviewing skills, computer skills, on the job training, assistance with finding a job"; "life skills, college preparation, transition programs, YTD"; and "day habilitation, day programs." Although some of these categories could be considered employment services, youth specifically were asked to report training programs and classes to learn job skills or get a job, whereas the service section of the survey asked more broadly about "services or training." For youth under the age of 18, we collected information on participation in training programs from parents or guardians.

Table IX.1. Participation in Training Programs (percentages, unless otherwise noted)

	Treatment Group			
	Observed Mean	Estimated Mean w/o YTDP	Impact	P-Value
Supplementary Outcomes				
Enrollment in Training				
Ever enrolled in a training program in the year following random assignment	3.7	2.7	1.0	0.47
Intensity of Training				
Number of Months in a Training Program				0.65
None	96.9	97.9	-1.1	
Less than nine months	1.4	1.0	0.3	
Nine to twelve months	1.8	1.0	0.7	
(Average number of months in a training program)	0.3	0.2	0.1	0.34

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response. The analytic sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for the sample sizes for all outcomes.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

The intervention also had no impact on the intensity of training activities, as measured by the number of months that youth were enrolled in training programs during the year following random assignment. Treatment group youth were enrolled in training for about one-third of a month, on average. We estimated that they would have experienced essentially the same duration in training in the absence of the intervention. Additionally, the distribution of months of enrollment in training was unaffected by the intervention.[128]

B. The YTDP Had No Impact on a Composite Measure of Participation in Productive Activities

As a final exploratory analysis, we estimated the impact of the YTDP on a composite measure of participation in productive activities—specifically, participation in education, training, and paid and unpaid employment.[129] Youth who participated in any of these activities during the year following random assignment are considered to have participated in productive activities. In

[128] We calculated months of training from reported enrollment dates. The average months of training includes youth who did not participate in training (that is, zero months of training). We chose to group months of training in the same categories used for school enrollment (which were chosen to distinguish between a full academic year and less than an academic year). The training intensity measures do not include a small number of youth who participated in training but did not report information on the number of months of training. We chose not to use the multiple imputation procedure (see Appendix A, Section E) for the training intensity measures in this chapter due to the very small number of youth with missing information on these measures.

[129] For youth under the age of 18, we collected information on participation in education and training programs from parents (or guardians). We collected employment information directly from youth of all ages.

principle, if an intervention had positive impacts on several of the components of the composite measure, then the anticipated impact on the composite measure could be larger and potentially more statistically significant than the component impacts. Alternatively, an intervention's significant impacts on one or two components could be diluted in a composite measure that combines that component with others on which the program had no impacts.

We found that the YTDP had no impact on the composite measure of participation in productive activities. More than 91 percent of treatment group youth participated in productive activities during the year following random assignment (Table IX.2).[130] We estimated that the YTDP did not increase this percentage significantly.[131]

Table IX.2. Composite Measure of Participation in Productive Activities (percentages)

	Treatment Group			
	Observed Mean	Estimated Mean w/o YTDP	Impact	P-Value
Supplementary Outcome				
Ever participated in school, training, unpaid employment, or paid employment in the year after random assignment	91.4	89.2	2.2	0.31

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model prior to random assignment using data from the study's baseline survey and SSA administrative records. We calculated all statistics using sample weights to account for interview non-response. The analytic sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Appendix Table A.5 for the sample sizes for all outcomes.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

[130] The overall level of productive activity may seem high—more than 90 percent of treatment group youth as measured by the composite measure. However, we note that this measure includes participation in school, training, paid work, or unpaid work at any time throughout the entire year following random assignment, even if only for one day. A measure of activity at a point in time (for example, at the time of the 12-month survey) would show lower levels of activity. In addition, this measure includes school enrollment and over 90 percent of treatment group youth were enrolled in school at baseline (Table II.2).

[131] We did find that the YTDP increased the composite measure of participation in productive activities for youth under age 17 (an estimated increase of five percentage points, significant at the five percent level).

X. CONCLUSION

This interim report has presented findings from a process analysis and an initial impact analysis of the Bronx County, New York YTD project: the CUNY YTDP. Through the process analysis, we found that the YTDP was implemented successfully and well-integrated with the community it served, resulting in significant engagement by the participants and their families. Primarily through Saturday workshops, it delivered an array of transition services consistent with the YTD program model. The impact analysis revealed that youth randomly assigned to the study's treatment group (and who thus had the opportunity to participate in the YTDP) were more likely to have received services designed to promote employment than they would have been in the absence of the program. Furthermore, we estimated that the project increased participation in paid employment during the year following random assignment. The timing of this increase suggests that it occurred because many treatment group members participated in summer employment through the YTDP. We found no impacts of the project on other key outcome measures. Planned analyses of data that are now being collected may reveal impacts that take up to three years to manifest themselves.

Five distinctive features of the YTDP set it apart from the other projects participating in the YTD random assignment evaluation:

1. YTDP enrollees were relatively young at baseline (ages 14 to 19) and nearly all of them were still in school.
2. The project leveraged diverse resources from the university that housed it.
3. Parental and family involvement was central to the YTDP program model.
4. Most YTDP services were delivered through workshops and other group activities, which were held on Saturdays to accommodate student schedules and facilitate parental involvement.
5. The YTDP partnered with the New York City Summer Youth Employment Program to provide its enrollees with paid work experiences.

These features of the YTDP should be considered when comparing the interim impact estimates in this report with those for the other YTD projects. They also will be critical to interpreting cross-project differences in estimates of longer-term impacts that will be presented in future reports.

The YTDP succeeded in enrolling 79 percent of the treatment group members, and all of the enrollees received some type of service. Participation in the Saturday workshops was significant; on average, the enrollees attended 9 of the 19 scheduled workshops and received 43 hours of services. Employment services, a key focus of the YTD conceptual framework, were well utilized, with 92 percent of enrollees receiving some type of employment service and half participating in the project's paid summer work experience. While participation in services was noteworthy, the core service-delivery period (11 months) was relatively brief and follow-on services (available for an additional nine months) were limited. Furthermore, several aspects of the summer work experience, including its brief duration (seven weeks), may have limited its potential to positively influence longer-term employment outcomes.

We estimated the impacts of the YTDP during the year following random assignment on outcome measures in five domains. Within each domain, we based our principal conclusions on statistical results for a single primary outcome measure:

- Employment-promoting services
  - *Primary outcome*—receipt of any employment-promoting services
- Paid employment
  - *Primary outcome*—ever employed on a paid job
- Education
  - *Primary outcome*—ever enrolled in school during the year following random assignment, or had completed high school by the end of the year
- Youth income
  - *Primary outcome*—total income from earnings and benefits
- Attitudes and expectations
  - *Primary outcome*—goals include working and earning enough money to stop receiving SSA benefits

We found that the YTDP increased by 16 percentage points the proportion of treatment group youth who received any employment-promoting services. It also increased by nine percentage points the share of treatment group members who worked for pay during the year following random assignment. Findings from supplementary analyses strongly suggest a link between the latter impact and the project's summer work experience. We found no significant impacts on the primary measures in the other outcome domains: education, youth income, and attitudes and expectations. Even when we expanded the analysis to include supplementary outcome measures in these domains, we found no consistent patterns of impacts. The absence of impacts on attitudes and expectations is particularly notable, given that the project designed many of the Saturday workshops and recreational/social activities to engender a stronger sense of self-determination and stimulate thinking about careers. Attitudes and expectations are challenging to measure, which may have contributed to the absence of impacts; nevertheless, this finding raises questions about the prospects for impacts on certain key outcomes in the longer run.

It is important to recognize that this report has presented interim impact estimates based on just one of the six random assignment YTD projects and on data pertaining to the first year in the evaluation's multiyear follow-up period. Almost all members of the research sample still were in school during that period, so their opportunities to work and achieve other milestones of independence were limited. Furthermore, the YTDP enrollees still were eligible to receive follow-on project services at the time they completed the 12-month interview. Interim evaluation findings from the other five random assignment YTD projects will enable us to extend the initial assessments presented in this report. As planned, the projects vary in the mix and intensity of services while broadly adhering to the YTD program model. We therefore expect that the full set of six interim evaluation reports will provide SSA with a better understanding of the challenges that youth with disabilities face in making transitions and the specific types of interventions that might assist more of them to succeed. Furthermore, the YTD evaluation's comprehensive final report will present impact estimates based on 36 months of follow-up data from all six of the random assignment projects. Our analyses of those data may reveal longer-term impacts of the YTDP in addition to the short-term impacts reported here.

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APPENDIX A

ADDITIONAL ANALYSES AND TECHNICAL DISCUSSION

In this appendix, we provide a detailed discussion of some of the analytic issues raised in Chapter II. We begin by examining baseline characteristics of youth who enrolled in the evaluation relative to those who did not, and of youth in the treatment group relative to those in the control group. We also provide simple unadjusted means for all outcome measures and compare impacts based on simple and regression-adjusted means for the primary outcomes. We then discuss response and non-response to the 12-month survey and our treatment of missing information for dependent and independent variables. In the final sections, we present monthly average benefit amounts for the annual periods before and following random assignment, examine outcomes for exploratory subgroups, and provide impact estimates for the component outcomes of the composite locus of control measures.

A. Characteristics of Youth Who Enrolled in the Evaluation

Although we attempted to contact a representative sample of youth in Bronx County, only about 18 percent of those we attempted to contact were recruited into the study and randomly assigned to the treatment or control groups. Those not randomly assigned, and thus not in the study, included (1) youth we were unable to reach, (2) youth we reached but who were not interested in participating and did not complete a baseline interview, (3) youth who completed a baseline interview but did not return a signed consent form, and (4) youth who returned a signed consent form but did not want to participate in the study.

To understand more fully the characteristics of study participants compared to those of the project's full target population, we used SSA administrative data to compare the characteristics of those recruited into the study to those who were not (Table A.1). Relative to youth who did not enroll, those who did enroll in the evaluation were slightly older on average and somewhat more likely to speak Spanish. A greater share of enrollees had a relative other than the parent(s) as representative payee.

Although differences between enrollees and non-enrollees are statistically significant for several baseline characteristics, the overall differences are not large. The comparisons suggest that, among eligible youth in Bronx County, the YTD program enrolled a broad group of disability beneficiaries and not merely a distinctive subset. Moreover, enrollees and non-enrollees did not differ in terms of the amount of benefits received, the share with earnings in the year before random assignment, or the average amount of those earnings.[132] We thus found no evidence that enrollees were a highly self-selected group. However, we suspect that the YTDP proved most attractive to youth motivated to work in the future; therefore, some self-selection on unobserved characteristics, such as motivation, likely occurred.[133]

The share of youth with earnings in the year before random assignment was just over 10 percent for enrollees and non-enrollees (based on administrative records, Table A.1). The rates do

[132] There were no significant differences between enrollees and non-enrollees in employment or average earnings two years prior to random assignment. The share of youth with earnings three years prior to random assignment was three percent among enrollees and two percent among non-enrollees. The difference of one percentage point is statistically significant at the 10 percent level. However, the difference between enrollees and non-enrollees in the average annual earnings three years prior to random assignment was only $26 and not statistically significant. (Values for two and three years prior to random assignment based on administrative records from the MEF; not shown in Table A.1.)

[133] In future years, we can use administrative data to examine trends in work and earnings for enrollees and non-enrollees. At the time of this writing, administrative data on earnings are not available for the period after random assignment.

Table A.1. Youth Characteristics by Enrollment in the Evaluation (percentages, unless otherwise noted)

	All	Enrollees	Non-Enrollees	Difference		P-Value
Administrative Data						
Demographic Characteristics						
Male	67.7	68.0	67.7	0.3		0.86
Age in Years					**	0.04
14–15	24.7	23.2	25.0	-1.8		
16	47.9	46.0	48.3	-2.3		
17–19	27.5	30.8	26.7	4.1		
Average age (years)	16.0	16.1	16.0	0.1	**	0.03
Language					***	0.00
English	71.0	69.2	71.4	-2.3		
Spanish	22.0	25.7	21.1	4.6		
Other	0.1	0.0	0.1	-0.1		
Unknown/missing	6.9	5.1	7.3	-2.2		
Benefits						
SSA Beneficiary Status						0.77
CDB or DI	0.0	0.0	0.1	-0.1		
SSI (only or concurrent with CDB or DI)	100.0	100	99.9	0.1		
Duration of benefit entitlement (years)	8.9	8.7	8.9	-0.2		0.17
Representative Payee Type					**	0.02
None	0.7	1.0	0.6	0.4		
Natural/adoptive/step-parent	86.0	83.7	86.5	-2.9		
Other relative	11.7	14.2	11.1	3.1		
Other	1.7	1.2	1.8	-0.6		
Benefit amount in prior year ($)	6,495	6,463	6,502	-39		0.65
Health Status						
Primary Disabling Condition (SSA data)						0.31
Mental illness	12.4	12.4	12.4	0.0		
Cognitive/developmental disability	29.7	32.4	29.1	3.3		
Learning disability/ADD	26.5	24.7	26.9	-2.2		
Physical disability	19.0	17.8	19.3	-1.5		
Speech, hearing, visual impairment	12.3	12.6	12.3	0.4		
Duration of disability (years)	9.3	9.2	9.3	-0.2		0.28
Earnings						
Positive earnings in prior year	10.2	10.4	10.2	0.16		0.89
Amount of earnings in prior year ($)	128.5	143.0	125.1	17.9		0.57
Sample Size	4,843	918	3,925			

Sources: SSA administrative records. Most measures are from the TRF. Earnings are measured in MEF.

Notes: Missing information resulted in a smaller sample sizes for some characteristics than indicated at the bottom of the table. The table includes all youth randomly selected from the sample frame. The enrollees include all youth who enrolled in the evaluation, including 29 youth who were not in the research sample because they were assigned to the treatment or control group to match the status of their siblings.

*/**/***Difference is significantly different from zero at the 0.10/0.05/0.01 level using either a two-tailed t-test or a chi-square test.

not seem remarkably high for young people. For comparison, we examined national employment rates for youth age 16 to 20 with a disability and found overall employment rates of 28 percent.[134]

B. Baseline Equivalence

We examined the baseline characteristics of the treatment and control groups to assess the equivalence of the samples before youths' participation in the evaluation. Most important, we assessed baseline equivalence in the analytic sample, which is the sample of all respondents to the 12-month follow-up survey and the source of most outcome measures. In Chapter II (Table II.2), we discuss the baseline equivalence for the analytic sample for several characteristics. In Table A.2, we show that the treatment and control groups were similar at baseline for several additional characteristics.[135]

We also examined baseline characteristics for the research sample, which is the full sample of youth randomized into the treatment and control groups, including those who did not respond to the 12-month follow-up survey.[136] We found that the two groups were highly similar at baseline, with one additional statistically significant difference relative to what we found for the analytic sample (Table A.3). For the research sample (but not for the analytic sample), we found that youth in the treatment group were eight percentage points less likely to report that their father is a high school graduate (the difference is significant at the 10 percent level). Similar to the analytic sample, in the research sample, we found that the treatment group was more likely to be age 16, to have worked for pay in the month before random assignment, and to have worked as a volunteer in the year before random assignment. Unlike the analytic sample, in the research sample we observed no difference between treatment and control youth in the average number of people living in the household.

The degree of difference between the treatment and control groups is about what we would expect due to chance. For example, of the 48 baseline characteristics we investigated, we would expect about five characteristics to be statistically different at the 10 percent significance level or lower. We found four statistically significant differences at this level in both the analytic and research samples.

[134] The national employment rate reported here is from the American Community Survey, as reported by Bjelland et al. (2008). Compared to the YTDP, we found higher employment rates for YTD youth in Colorado and Erie (31 percent in the overall sample in both projects), perhaps reflecting the greater share of youth age 18 and older in those projects. We have not yet analyzed baseline employment for the other three YTD projects.

[135] In addition, for the analytic and research samples, we found no statistically significant differences between treatment and control group youth in employment or earnings for each of the three years before random assignment (based on administrative records from the MEF; not shown in Tables A.2 and A.3).

[136] For the research sample, which includes non-respondents to the 12-month follow-up survey, we can estimate impacts only for outcomes in administrative data (Appendix A, Section D).

Table A.2. Additional Baseline Characteristics of the Analytic Sample (percentages, unless otherwise noted)

	All	Treatment	Control	Difference	P-Value
Baseline Survey Data					
Ever received special education	86.9	87.2	86.4	0.8	0.74
Health Insurance Coverage					
Public health insurance	96.7	96.3	97.1	-0.7	0.59
Private health insurance	8.5	7.6	9.5	-1.8	0.36
Either public or private health insurance	98.3	98.4	98.2	0.3	0.77
Both public and private health insurance	6.7	5.5	8.1	-2.6	0.16
Family Socioeconomic Status					
Public Assistance					
TANF/family assistance	16.2	16.7	15.5	1.2	0.65
SNAP (food stamps)	47.8	45.5	50.6	-5.1	0.16
Parents' Employment Status					
Mother currently employed	38.8	36.5	41.7	-5.3	0.14
Father currently employed	58.8	58.7	58.8	-0.1	0.98
Assistance					
Reading, hearing, speaking, or walking aids	11.3	11.7	10.7	1.0	0.67
Help with personal care needs	11.9	12.2	11.6	0.6	0.79
Independent Activities and Decision Making					
Make snacks or sandwiches (most or some of the time)	89.8	90.8	88.6	2.2	0.31
Ride public transportation alone (most or some of the time	75.5	72.2	75.2	-3.0	0.35
Pick clothes to wear (most or some of the time)	92.6	93.7	91.4	2.3	0.23
Decide how to spend own money (most or some of the time)	81.1	80.1	82.4	-2.2	0.44
Decide how to spend free time (most or some of the time)	90.2	90.2	90.3	-0.1	0.95
Random Assignment Cohort					0.68
Year 1 cohort	18.7	19.7	17.4	2.3	
Year 2 cohort	41.5	40.5	42.8	-2.3	
Year 3 cohort	39.8	39.9	39.8	0.1	
Administrative Data					
Language of Communication with SSA					0.55
English	68.3	67.8	68.9	-1.0	
Spanish	27.0	26.7	27.4	-0.6	
Other	0.0	0.0	0.0	0.0	
Unknown/missing	4.7	5.4	3.8	1.7	
Benefits					
Representative Payee Type					0.15
None	0.8	1.2	0.3	1.0	
Natural/adoptive/step-parent	84.2	83.1	85.5	-2.4	
Other relative	13.9	15.0	12.5	2.5	
Other	1.2	0.7	1.8	-1.1	
Benefit amount in prior year ($)	6,495	6,485	6,507	-22	0.89
Sample Size	789	436	353		

Sources: YTD baseline survey and SSA administrative records.

Notes: We weighted statistics to adjust for non-response to the 12-month survey. Baseline survey non-response may have resulted in smaller sample sizes for some characteristics than indicated at the bottom of the table.

*/**/***Difference is significantly different from zero at the 0.10/0.05/0.01 level using either a two-tailed t-test or a chi-square test.

Table A.3. Baseline Characteristics of the Research Sample (percentages, unless otherwise noted)

	All	Treatment	Control	Difference		P-Value
Baseline Survey Data						
Demographic Characteristics						
Race						0.70
White	32.5	33.3	31.6	1.8		
Black	42.3	40.9	44.2	-3.3		
American Indian/AK/HI/Pacific Islander	2.7	2.4	3.0	-0.6		
Asian	0.6	0.4	0.8	-0.4		
Other or unknown	21.8	23.0	20.5	2.5		
Hispanic	69.8	72.1	67.0	5.1		0.10
Primarily speaks English at home	72.9	72.2	73.8	-1.6		0.59
Education						
School Attendance						0.29
Does not attend school	6.4	6.6	6.1	0.5		
Attends regular high school	49.8	47.3	52.8	-5.5		
Attends special high school	33.1	33.9	32.1	1.7		
Attends other school	10.7	12.2	8.9	3.3		
Attainment—Highest Grade Completed						0.14
Grade 9 or lower	39.8	37.2	43.0	-5.8		
Grade 10 or 11	45.5	48.2	42.2	6.0		
Grade 12	5.4	4.3	6.7	-2.4		
College or technical school	0.1	0.2	0.0	0.2		
Other	9.2	10.1	8.1	2.0		
High school diploma, GED, or certificate of completion	0.2	0.2	0.3	-0.1		0.88
Employment						
Received job training in last year	21.2	23.2	18.8	4.4		0.11
Worked as a volunteer in last year	11.2	12.9	9.1	3.8	*	0.07
Worked for pay in last year	18.3	18.9	17.6	1.3		0.63
Worked for pay in last month	7.2	8.9	5.0	3.9	**	0.03
Never worked for pay at baseline	68.0	68.0	68.0	-0.1		0.99
Living Arrangements and Household Composition						
Living Arrangements						0.60
Two-parent family	18.2	17.7	18.9	-1.2		
Single-parent family	80.1	80.4	79.6	0.9		
Group home	.	.	.	.		
Other institution	0.8	0.6	1.0	-0.4		
Lives alone or with friends	0.9	1.2	0.5	0.7		
Average number of people in household	4.0	4.0	4.1	-0.1		0.29
Lives with others with disabilities	47.2	49.0	44.9	4.1		0.23
Family Socioeconomic Status						
Annual Income						0.48
Less than $10,000	41.9	43.2	40.4	2.8		
$10,00–$24,999	43.6	43.6	43.6	0.0		
$25,000 or more	14.5	13.2	16.0	-2.8		
Parents' Education						
Mother high school graduate	46.5	46.9	45.9	1.1		0.75
Father high school graduate	48.2	44.7	52.7	-8.0	*	0.09
Self-Reported Health Status						0.18
Excellent	21.1	19.1	23.5	-4.4		
Very good/good	61.2	61.6	60.6	1.0		
Fair/poor	17.8	19.3	15.9	3.4		
Expectations About the Future						
Expects to live independently (w/ or w/o help)	72.2	72.3	72.1	0.2		0.96
Expects to continue education	96.7	97.2	96.2	1.0		0.43
Expects to work at least part-time for pay	95.4	95.9	94.9	1.0		0.52

	All	Treatment	Control	Difference		P-Value
Administrative Data						
Demographic Characteristics						
Male	67.6	68.3	66.8	1.5		0.63
Age in Years					**	0.03
14–15	20.8	19.1	22.9	-3.8		
16	44.9	48.8	40.1	8.7		
17–19	34.3	32.1	37.0	-4.9		
Average age (years)	16.2	16.2	16.2	0.0		0.89
Benefits						
SSA Beneficiary Status						.
CDB or DI	.	.	.	.		
SSI (only or concurrent with CDB or DI)	100.0	100.0	100.0	0.0		
Duration of benefit entitlement (years)	8.7	8.8	8.7	0.2		0.61
Health Status						
Primary Disabling Condition (SSA data)						0.61
Mental illness	12.6	13.6	11.3	2.3		
Cognitive/developmental disability	32.4	30.5	34.7	-4.3		
Learning disability/ADD	24.4	25.5	23.2	2.3		
Physical disability	18.1	17.7	18.7	-1.0		
Speech, hearing, visual impairment	12.5	12.7	12.1	0.6		
Duration of disability (years)	9.2	9.3	9.1	0.2		0.59
Earnings in prior year ($)	113	118	105	13.0		0.65
Sample Size	889	492	397			

Sources: YTD baseline survey and SSA administrative records.

Notes: The research sample includes respondents and non-respondents to the 12-month survey. The table includes the four research sample youth who were deceased at the time of the 12-month survey. We did not weight statistics for non-response to the 12-month survey. The table includes all of the main baseline characteristics (all those included in Table II.2). There were no additional baseline characteristics for which differences between the treatment and control groups are statistically significant at the .10 level. Baseline survey non-response may have resulted in smaller sample sizes for some characteristics than indicated at the bottom of the table. Missing information on primary disabling condition resulted in a smaller sample size for this characteristic than shown at the bottom of the table.

*/**/***Treatment-control difference is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

C. Comparison of Means and Regression-Adjusted Means

In the text, we report regression-adjusted impact estimates. We estimated the regressions by using ordinary least squares (OLS) for continuous variables, logistic regression for binary variables, and multinomial logistic regression for categorical variables.[137] The regression adjustments control for small differences in baseline characteristics between the treatment and control groups. In addition, the regression-adjusted approach tends to yield more precise estimates—that is, estimates with smaller standard errors—thereby providing greater statistical power to detect small impacts. In Table A.4, we list the variables in the regression models.[138, 139]

Some recent concern has suggested that the use of OLS multivariate regression models may not always be justified for impact estimation, even with the availability of control variables with significant power to explain the variation in outcome measures (Freedman 2006). Freedman's argument is that multivariate models, under some circumstances, may lead to biases in the standard errors of impact estimates. Schochet (2010) examined data from several large-scale random assignment evaluations and found that, in practice, regression adjustments did not lead to biases in the standard errors of impact estimates. In general, as long as there is a fairly even split in the sample between treatment and control groups, the regression-adjusted estimates do not lead to biases in the standard errors of impact estimates. The YTDP analytic sample is only slightly unbalanced (55 percent treatment group) and so should not introduce significant issues with respect to regression-based standard errors.

[137] For the logistic and multinomial logistic regressions, we compute the estimated impact as the difference between the estimated outcome if all sample youth were in the treatment group (that is, the predicted value with the treatment dummy equal to one) less the estimated outcome if all sample youth were in the control group (that is, the predicted value with the treatment dummy equal to zero). The reported p-value for the estimated impact is the p-value on the treatment dummy in the regression model.

[138] The control variables in the regression model were chosen, in part, to include characteristics for which the baseline difference between treatment and control groups was substantial and/or statistically significant. The regression model used here for the YTDP is largely the same as the models used for the interim analysis of Colorado Youth WINS and Erie Transition WORKS. For the YTDP, we used different age categories because youth in the YTDP were younger than youth in other projects. We replaced the race indicator (white) with an indicator for Hispanic ethnicity because of the large share of Hispanic youth. With nearly all youth enrolled in school at baseline, we controlled for grade attainment rather than enrollment. We added an indicator for working for pay in the last month to reflect the almost four percentage point higher value among control youth compared to treatment youth (the difference is statistically significant at the 10 percent level in the analytic sample).

[139] In estimating regression-adjusted impacts on the distribution of total hours worked in any jobs and in paid jobs, we excluded 2 of the 14 control variables from the regression model: whether the youth worked for pay in the month before random assignment and an indicator variable for missing information on primary disabling conditions. We excluded these control variables due to near-perfect collinearity which resulted in STATA not being able to estimate standard errors for these control variables. For the distribution of total hours worked, the magnitudes of the impact estimates were virtually unchanged when the two collinear control variables were excluded from the model. The collinearity can occur in the multiple imputation procedure because the control variables are used to impute the outcome variable. We examined the robustness of all outcomes for which we applied the multiple imputation procedure by excluding the control variable indicating whether the youth worked for pay in the month before random assignment. The results indicate that the point estimates of the impacts and the corresponding p-values (and standard errors) remain stable across model specifications. Thus, for all other outcomes for which we used the multiple imputation procedure, the regression-adjusted impacts are based on the original specification of the regression model.

Table A.4. Control Variables for Regression-Adjusted Analysis of Impacts

Characteristics	Control Variables
Demographic	Male Age: 16 years, 17–18 years (reference: 14–15 years) Ethnicity: Hispanic
Education and employment	Highest grade completed: grade 9 or lower Worked for pay in month before random assignment Worked for pay in year before random assignment
Disability benefit	Duration of benefit entitlement: less than 3 years, 3 years to Less than 10 years (reference: more than 10 years)
Health	Self-reported health status: good/very good/excellent Primary disabling conditions: mental illness, cognitive/developmental disability, learning disability/ADD, physical disability (reference: speech, hearing, visual impairment) Requires help with personal care needs
Family resources	Living arrangement: two-parent family High school graduate mother
Expectations	Expects to live independently
Project-specific factors	Cohort of random assignment: 2006, 2007 (reference: 2008)

Notes: All control variables are categorical. For variables with more than two categories, the table shows the reference category in parentheses.

To provide a relevant reference point for understanding the regression-adjusted impact estimates, we report the observed mean (or percentage) for the treatment group in the text tables.[140] This provides a reference mean (or percentage) for the outcome for youth who had the opportunity to participate in the YTDP. We also report the estimated mean (or percentage) for the treatment group in the absence of the YTDP. We computed this estimated mean as the observed treatment group mean less the estimated regression-adjusted impact. For most important outcome measures, the unadjusted control group means (Table A.5) do not differ substantially from the estimated means for the treatment group in the absence of the YTDP (Chapters IV through IX). In reporting impact estimates, we provide a note whenever a statistically significant impact would differ substantially in proportional terms if considered relative to the observed control group mean rather than to the estimated mean for the treatment group in the absence of the YTDP. In Table A.5, we provide the simple mean impact estimates for all outcomes.

[140] All continuous variables without a specified range (for example, earnings has no specified range, but number of months of service receipt has a range of 0 to 12) were top-coded by assigning to the highest two percent of observations the value of the 98th percentile.

Table A.5. Descriptive Statistics on Outcomes by Treatment Status and Unadjusted Estimated Impacts (percentages, unless otherwise noted)

	Treatment Group			Control Group			Unadjusted		
Outcome	N	Mean	Standard Deviation	N	Mean	Standard Deviation	Impact (Treatment -Control)		P-Value
Service Utilization Domain									
Received any employment-promoting service	418	68.0	49.6	334	52.4	52.9	15.7	***	0.00
Received career counseling	414	44.2	52.8	333	35.4	50.6	8.8	**	0.02
Support for resume writing and job search activities	414	45.2	52.9	333	24.1	45.3	21.1	***	0.00
Job shadowing, apprenticeship/internship	413	11.3	33.7	332	4.8	22.5	6.5	***	0.00
Received other employment-focused services (basic skills training, computer classes, problem solving, and social skills training)	413	5.1	23.4	332	4.3	21.6	0.8		0.63
Received counseling on SSA benefits and work incentives	416	39.2	51.9	332	11.0	33.1	28.2	***	0.00
Received other (non-employment) services	418	83.9	39.0	339	80.5	42.0	3.4		0.22
Received services related to discussion about youth's general interest, life, and future plans	416	75.7	45.5	337	70.9	48.1	4.8		0.14
Received life skills training	415	40.4	52.1	334	34.5	50.3	5.9		0.10
Received help getting into a school or training program	414	18.9	41.6	333	16.9	39.7	2.0		0.48
Received help with accommodations	413	20.6	43.0	333	23.3	44.7	-2.7		0.39
Received referrals to other agencies	413	1.5	12.7	332	1.4	12.4	0.1		0.95
Received transportation services	413	1.1	11.0	332	1.7	13.8	-0.7		0.45
Received health services	413	9.6	31.3	332	8.1	28.9	1.4		0.50
Received case management services	413	3.2	18.6	332	1.2	11.6	1.9		0.08
Other non-employment services	413	8.9	30.2	332	5.9	24.9	3.0		0.13
Received any employment or non-employment service	421	88.4	34.1	339	84.6	38.2	3.8		0.13
Months of service (average)[a]	379	8.4	4.5	301	8.0	4.7	0.4		0.25
Number of contacts with providers (average)[a]	373	137.8	146.8	294	153.9	155.8	-16.1		0.17
Hours of service (average)[a]	362	370.8	472.5	277	421.2	549.8	-50.4		0.24
Number of providers (average)	415	2.1	1.55	335	1.8	1.41	0.3	***	0.00
Any unmet service need	431	25.8	46.5	343	21.8	43.7	4.0		0.20
Unmet service need: help finding a job	431	6.0	25.3	343	8.0	28.7	-2.0		0.29
Unmet service need: other employment services	431	10.9	33.1	343	12.7	35.2	-1.8		0.44
Unmet service need: basic skills training	431	3.8	20.4	343	5.8	24.9	-2.0		0.19
Unmet service need: other	431	16.0	39.0	343	13.4	36.1	2.6		0.31

	Treatment Group			Control Group			Unadjusted		
Outcome	N	Mean	Standard Deviation	N	Mean	Standard Deviation	Impact (Treatment -Control)		P-Value
Understands working does not stop Social Security benefits immediately	436	57.9	52.5	352	48.0	52.8	9.8	***	0.01
Understands working does not stop medical coverage immediately	436	82.4	40.5	353	77.0	44.5	5.4	*	0.06
Ever heard of EIE	436	31.4	49.3	353	9.2	30.6	22.1	***	0.00
Ever heard of SEIE	436	32.4	49.7	353	6.7	26.4	25.8	***	0.00
Ever heard of CDR/Age-18 medical redetermination	421	66.7	50.1	342	45.0	52.6	21.7	***	0.00
Ever heard of PASS	435	27.2	47.3	353	9.4	30.9	17.8	***	0.00
Ever heard of IDA (parent report)	421	23.3	44.9	342	5.9	25.0	17.3	***	0.00
Ever heard of IDA (youth report)	387	14.5	37.4	307	9.1	30.3	5.5	**	0.03
Ever heard of Medicaid-while-working or continued Medicaid eligibility	436	36.9	51.3	353	30.0	48.5	6.9	**	0.04
Potential source of information on work and benefits: YTDP	436	30.8	49.0	353	0.0	0.0	30.8	***	0.00
Potential source of information on work and benefits: Social Security office	436	72.7	47.4	353	81.8	40.8	-9.1	***	0.00
Potential source of information on work and benefits: Social Security website	436	4.4	21.8	363	5.3	23.7	-0.9		0.56
Potential source of information on work and benefits: Friends and family	436	10.5	32.6	353	12.4	34.9	-1.9		0.41
Potential source of information on work and benefits: Internet	436	12.2	34.8	353	18.2	40.8	-5.9	**	0.02
Potential source of information on work and benefits: Other	436	14.7	37.6	353	12.7	35.2	2.0		0.42
Type of service provider: YTDP	405	44.7	52.8	330	0.0	0.0	44.7	***	0.00
Type of service provider: Schools or school districts	405	57.3	52.6	330	68.2	49.3	-10.9	***	0.00
Type of service provider: vocational rehabilitation agency	405	4.0	20.9	330	1.4	12.6	2.6	**	0.04
Type of service provider: Work-related, sheltered workshop, employment agency, job training	405	3.2	18.7	330	2.3	15.9	0.9		0.46
Type of service provider: Social Security Administration office	405	2.6	17.0	330	4.6	22.2	-2.0		0.15
Type of service provider: Health services providers	405	7.8	28.5	330	10.0	31.7	-2.2		0.31
Type of service provider: Other providers serving primarily people with disabilities	405	9.1	30.5	330	9.6	31.3	-0.6		0.79

	Treatment Group			Control Group			Unadjusted		
Outcome	N	Mean	Standard Deviation	N	Mean	Standard Deviation	Impact (Treatment -Control)		P-Value
Type of service provider: All other providers	405	9.6	31.3	330	7.2	27.4	2.4		0.30
Employment Domain									
Ever employed on paid jobs	436	30.5	48.9	352	20.3	42.6	10.2	***	0.00
Ever employed on any (paid or unpaid) job	436	31.5	49.3	353	21.4	43.4	10.1	***	0.00
Ever employed on unpaid jobs (but not on paid jobs)	436	0.7	8.7	352	0.9	9.7	-0.2		0.79
Percentage of weeks since RA employed on any (paid or unpaid) jobs [a]	414	9.6	20.6	344	7.2	19.9	2.5		0.11
Percentage of weeks since RA employed on paid jobs [a]	415	9.0	19.9	344	6.9	19.7	2.1		0.15
Percentage of weeks since RA employed on unpaid jobs [a]	435	0.3	4.6	352	0.2	3.7	0.1		0.86
Employment status at time of survey									0.99
Employed on paid job	409	8.2		328	8.8		-0.6		
Employed on unpaid job	409	1.0		328	0.9		0.1		
Not employed, looking for work	409	3.8		328	4.1		-0.3		
Number of jobs (paid and unpaid) [a]								**	0.01
0	403	69.7		341	79.3		-9.7		
1	403	25.6		341	17.4		8.3		
2 or more	403	4.7		341	3.3		1.4		
Number of jobs (average, paid and unpaid) [a]	403	0.4	0.5	341	0.2	0.5	0.1	***	0.00
Number of paid jobs (average) [a]	404	0.3	0.5	340	0.2	0.5	0.1	***	0.00
Number of unpaid jobs (average) [a]	435	0.0	0.1	352	0.0	0.1	0.0		0.50
Employment rate on paid and unpaid jobs by month after RA: Month 1 [a]	406	9.8	21.3	341	8.1	24.3	1.7		0.41
Employment rate on paid and unpaid jobs by month after RA: Month 2 [a]	404	9.5	19.9	341	7.2	24.3	2.3		0.27
Employment rate on paid and unpaid jobs by month after RA: Month 3 [a]	405	9.3	21.7	341	6.9	23.4	2.3		0.26
Employment rate on paid and unpaid jobs by month after RA: Month 4 [a]	405	9.3	24.3	341	6.6	23.4	2.7		0.19
Employment rate on paid and unpaid jobs by month after RA: Month 5 [a]	406	9.1	17.8	342	6.6	23.8	2.6		0.22
Employment rate on paid and unpaid jobs by month after RA: Month 6 [a]	406	9.2	25.5	342	7.0	24.5	2.2		0.27
Employment rate on paid and unpaid jobs by month after RA: Month 7 [a]	406	10.1	23.7	342	7.7	23.6	2.4		0.26

	Treatment Group			Control Group			Unadjusted		
Outcome	N	Mean	Standard Deviation	N	Mean	Standard Deviation	Impact (Treatment -Control)		P-Value
Employment rate on paid and unpaid jobs by month after RA: Month 8 [a]	406	9.5	18.1	342	8.3	23.6	1.2		0.59
Employment rate on paid and unpaid jobs by month after RA: Month 9 [a]	406	10.3	22.2	342	9.0	26.1	1.4		0.55
Employment rate on paid and unpaid jobs by month after RA: Month 10 [a]	408	15.7	29.4	341	8.5	24.4	7.2	***	0.00
Employment rate on paid and unpaid jobs by month after RA: Month 11 [a]	411	20.9	33.9	343	12.0	30.1	8.9	***	0.00
Employment rate on paid and unpaid jobs by month after RA: Month 12 [a]	410	19.7	34.6	343	14.1	34.3	5.6	**	0.04
Employment rate on paid jobs by month after RA: Month 1 [a]	406	10.0	14.3	340	7.7	19.3	2.3		0.35
Employment rate on paid jobs by month after RA: Month 2 [a]	404	9.0	18.1	341	7.3	24.3	1.7		0.42
Employment rate on paid jobs by month after RA: Month 3 [a]	404	8.8	22.8	341	6.6	20.1	2.2		0.30
Employment rate on paid jobs by month after RA: Month 4 [a]	404	8.5	18.4	341	6.3	23.4	2.2		0.27
Employment rate on paid jobs by month after RA: Month 5 [a]	405	8.6	24.4	342	6.6	22.9	2.0		0.32
Employment rate on paid jobs by month after RA: Month 6 [a]	405	8.9	20.7	342	6.7	23.4	2.2		0.29
Employment rate on paid jobs by month after RA: Month 7 [a]	405	9.8	21.2	342	7.2	23.6	2.5		0.22
Employment rate on paid jobs by month after RA: Month 8 [a]	405	8.6	23.2	342	8.3	24.4	0.4		0.86
Employment rate on paid jobs by month after RA: Month 9 [a]	405	9.9	23.9	342	8.8	27.4	1.1		0.61
Employment rate on paid jobs by month after RA: Month 10 [a]	407	15.3	26.7	341	8.6	27.5	6.6	***	0.01
Employment rate on paid jobs by month after RA: Month 11 [a]	410	20.9	36.1	343	11.4	31.3	9.4	***	0.00
Employment rate on paid jobs by month after RA: Month 12 [a]	409	19.4	36.2	343	13.3	32.1	6.0	**	0.03
Cumulative employment rate on paid and unpaid jobs by month following RA: Month 1 [a]	406	10.0	21.4	341	8.2	23.4	1.8		0.42
Cumulative employment rate on paid and unpaid jobs by month following RA: Month 2 [a]	406	11.6	20.0	341	9.3	27.9	2.3		0.32
Cumulative employment rate on paid and unpaid jobs by month following RA: Month 3 [a]	407	12.7	26.9	341	10.3	27.7	2.4		0.32
Cumulative employment rate on paid and unpaid jobs by month following RA: Month 4 [a]	407	12.8	20.1	341	11.1	30.5	1.6		0.51
Cumulative employment rate on paid and unpaid jobs by month following RA: Month 5 [a]	408	14.1	32.5	342	11.8	31.6	2.4		0.34
Cumulative employment rate on paid and unpaid jobs by month following RA: Month 6 [a]	408	14.6	29.5	342	12.5	31.6	2.0		0.43

	Treatment Group			Control Group			Unadjusted		
Outcome	N	Mean	Standard Deviation	N	Mean	Standard Deviation	Impact (Treatment -Control)		P-Value
Cumulative employment rate on paid and unpaid jobs by month following RA: Month 7[a]	408	15.8	28.3	342	13.2	31.2	2.5		0.35
Cumulative employment rate on paid and unpaid jobs by month following RA: Month 8[a]	408	15.6	34.1	342	14.6	35.0	0.9		0.73
Cumulative employment rate on paid and unpaid jobs by month following RA: Month 9[a]	408	17.3	30.0	342	14.5	34.3	2.8		0.32
Cumulative employment rate on paid and unpaid jobs by month following RA: Month 10[a]	410	22.3	37.1	342	15.9	34.9	6.4	**	0.03
Cumulative employment rate on paid and unpaid jobs by month following RA: Month 11[a]	414	28.9	44.9	344	19.2	38.7	9.7	***	0.00
Cumulative employment rate on paid and unpaid jobs by month following RA: Month 12[a]	415	31.3	45.6	344	21.7	41.5	9.6	***	0.00
Cumulative employment rate on paid jobs by month following RA: Month 1[a]	406	9.6	18.5	340	7.7	24.6	1.9		0.37
Cumulative employment rate on paid jobs by month following RA: Month 2[a]	406	10.9	26.9	340	8.9	26.2	2.0		0.37
Cumulative employment rate on paid jobs by month following RA: Month 3[a]	406	12.1	27.3	340	10.1	26.3	2.0		0.40
Cumulative employment rate on paid jobs by month following RA: Month 4[a]	406	12.3	27.3	340	10.9	28.2	1.3		0.57
Cumulative employment rate on paid jobs by month following RA: Month 5[a]	407	13.1	28.1	341	11.0	30.8	2.1		0.38
Cumulative employment rate on paid jobs by month following RA: Month 6[a]	407	13.5	20.3	341	11.8	32.2	1.7		0.51
Cumulative employment rate on paid jobs by month following RA: Month 7[a]	407	14.9	33.8	341	12.7	31.5	2.2		0.39
Cumulative employment rate on paid jobs by month following RA: Month 8[a]	407	14.9	27.2	341	13.8	32.3	1.1		0.68
Cumulative employment rate on paid jobs by month following RA: Month 9[a]	407	16.7	29.2	341	13.9	31.5	2.8		0.30
Cumulative employment rate on paid jobs by month following RA: Month 10[a]	409	21.7	38.9	341	15.2	34.4	6.5	**	0.03
Cumulative employment rate on paid jobs by month following RA: Month 11[a]	413	28.2	44.3	343	18.4	38.7	9.8	***	0.00
Cumulative employment rate on paid jobs by month following RA: Month 12[a]	414	30.9	45.7	344	20.4	40.4	10.5	***	0.00

	Treatment Group			Control Group			Unadjusted		
Outcome	N	Mean	Standard Deviation	N	Mean	Standard Deviation	Impact (Treatment -Control)		P-Value
Total hours worked on paid and unpaid jobs [a]								**	0.01
Not employed	402	68.5		341	78.6		-10.1		
>0 to 260 hours	402	21.2		341	12.4		8.8		
>260 to 1,040 hours	402	8.5		341	7.2		1.4		
>1,040 hours	402	1.8		341	1.9		-0.1		
Total hours worked on paid and unpaid jobs (average) [a]	402	79.9	169.9	341	65.6	179.3	14.3		0.30
Total hours worked on paid jobs [a]								***	0.01
No paid employment	403	69.5		340	79.4		-10.0		
>0 to 260 hours	403	20.9		340	11.7		9.2		
>260 to 1,040 hours	403	8.1		340	7.0		1.1		
>1,040 hours	403	1.5		340	1.9		-0.3		
Total hours worked on paid jobs (average) [a]	403	74.1	160.0	340	64.1	178.8	10.0		0.45
Average hours worked per week in paid or unpaid jobs, by month following RA: Month 1 [a]	402	1.3	3.1	341	1.1	3.8	0.2		0.53
Average hours worked per week in paid or unpaid jobs, by month following RA: Month 2 [a]	402	1.5	4.4	341	1.1	4.0	0.4		0.22
Average hours worked per week in paid or unpaid jobs, by month following RA: Month 3 [a]	402	1.6	4.2	341	1.2	4.5	0.4		0.24
Average hours worked per week in paid or unpaid jobs, by month following RA: Month 4 [a]	402	1.6	4.1	341	1.2	4.8	0.3		0.33
Average hours worked per week in paid or unpaid jobs, by month following RA: Month 5 [a]	402	1.4	3.8	341	1.1	4.3	0.3		0.37
Average hours worked per week in paid or unpaid jobs, by month following RA: Month 6 [a]	402	1.4	4.5	341	1.2	4.4	0.3		0.43
Average hours worked per week in paid or unpaid jobs, by month following RA: Month 7 [a]	402	1.5	4.5	341	1.3	4.8	0.2		0.51
Average hours worked per week in paid or unpaid jobs, by month following RA: Month 8 [a]	402	1.4	3.4	341	1.5	5.0	-0.1		0.83
Average hours worked per week in paid or unpaid jobs, by month following RA: Month 9 [a]	402	1.6	2.9	341	1.5	4.9	0.1		0.72
Average hours worked per week in paid or unpaid jobs, by month following RA: Month 10 [a]	402	2.2	4.0	341	1.3	4.5	0.9	**	0.02

	Treatment Group			Control Group			Unadjusted		
Outcome	N	Mean	Standard Deviation	N	Mean	Standard Deviation	Impact (Treatment -Control)		P-Value
Average hours worked per week in paid or unpaid jobs, by month following RA: Month 11 [a]	402	3.1	6.2	341	1.8	5.1	1.3	***	0.00
Average hours worked per week in paid or unpaid jobs, by month following RA: Month 12 [a]	402	2.8	4.6	341	2.0	5.6	0.8	*	0.07
Average hours worked per week in paid jobs, by month following RA: Month 1 [a]	404	1.2	3.1	341	1.0	3.3	0.1		0.68
Average hours worked per week in paid jobs, by month following RA: Month 2 [a]	404	1.4	3.8	341	1.1	3.7	0.3		0.41
Average hours worked per week in paid jobs, by month following RA: Month 3 [a]	404	1.5	3.8	341	1.1	4.4	0.3		0.34
Average hours worked per week in paid jobs, by month following RA: Month 4 [a]	404	1.3	4.0	341	1.1	4.2	0.2		0.45
Average hours worked per week in paid jobs, by month following RA: Month 5 [a]	404	1.3	4.1	341	1.1	4.0	0.2		0.57
Average hours worked per week in paid jobs, by month following RA: Month 6 [a]	404	1.4	4.0	341	1.2	4.1	0.2		0.57
Average hours worked per week in paid jobs, by month following RA: Month 7 [a]	404	1.4	4.3	341	1.2	4.5	0.2		0.62
Average hours worked per week in paid jobs, by month following RA: Month 8 [a]	404	1.3	3.9	341	1.4	4.7	-0.1		0.70
Average hours worked per week in paid jobs, by month following RA: Month 9 [a]	404	1.4	3.7	341	1.4	4.7	0.0		0.91
Average hours worked per week in paid jobs, by month following RA: Month 10 [a]	404	2.0	4.5	341	1.3	4.2	0.8	**	0.04
Average hours worked per week in paid jobs, by month following RA: Month 11 [a]	404	3.0	5.5	341	1.7	4.9	1.3	***	0.00
Average hours worked per week in paid jobs, by month following RA: Month 12 [a]	404	2.7	4.3	341	1.9	5.7	0.8	*	0.08
Annual earnings [a]								***	0.01
No paid employment	396	69.5		337	79.4		-9.9		
$1 to $1,000	396	15.7		337	8.4		7.2		
$1,001 to $5,000	396	11.4		337	7.8		3.6		
More than $5,000	396	3.4		337	4.3		-0.9		
Annual earnings (average, $) [a]	396	544	1188	337	493	1392	50.9		0.61
Earnings per month worked [a]								**	0.01
No paid employment	396	69.9		337	79.5		-9.5		
$1 to $500	396	11.9		337	7.8		4.2		
More than $500	396	18.2		337	12.8		5.4		
Earnings per working month (average, $) [a]	396	165	245	337	126	241	39.4	*	0.08

	Treatment Group			Control Group			Unadjusted		
Outcome	N	Mean	Standard Deviation	N	Mean	Standard Deviation	Impact (Treatment -Control)		P-Value
Average monthly earnings by month following RA: Month 1 ($)[a]	402	34	59	340	31	106	3.3		0.70
Average monthly earnings by month following RA: Month 2 ($)[a]	403	44	106	340	39	134	4.9		0.64
Average monthly earnings by month following RA: Month 3 ($)[a]	403	44	136	340	38	145	5.6		0.60
Average monthly earnings by month following RA: Month 4 ($)[a]	403	44	127	340	39	147	5.1		0.64
Average monthly earnings by month following RA: Month 5 ($)[a]	403	39	120	340	36	136	2.9		0.77
Average monthly earnings by month following RA: Month 6 ($)[a]	403	40	121	340	38	140	2.6		0.80
Average monthly earnings by month following RA: Month 7 ($)[a]	403	41	105	339	38	140	2.8		0.78
Average monthly earnings by month following RA: Month 8 ($)[a]	403	38	110	339	43	146	-4.6		0.66
Average monthly earnings by month following RA: Month 9 ($)[a]	403	41	99	339	40	130	1.2		0.90
Average monthly earnings by month following RA: Month 10 ($)[a]	403	64	158	339	40	136	24.0	**	0.03
Average monthly earnings by month following RA: Month 11 ($)[a]	399	87	144	340	55	154	32.3	**	0.02
Average monthly earnings by month following RA: Month 12 ($)[a]	398	75	149	339	60	171	15.3		0.24
Cumulative earnings by month following RA: Month 1 ($)[a]	402	34	101	340	31	108	3.3		0.68
Cumulative earnings by month following RA: Month 2 ($)[a]	403	71	187	340	64	215	6.4		0.70
Cumulative earnings by month following RA: Month 3 ($)[a]	403	112	340	340	101	337	11.0		0.66
Cumulative earnings by month following RA: Month 4 ($)[a]	403	148	382	340	140	459	8.5		0.81
Cumulative earnings by month following RA: Month 5 ($)[a]	403	187	547	340	177	597	10.2		0.81
Cumulative earnings by month following RA: Month 6 ($)[a]	404	222	627	340	215	710	6.4		0.90
Cumulative earnings by month following RA: Month 7 ($)[a]	404	272	832	340	267	890	4.5		0.94

	Treatment Group			Control Group			Unadjusted		
Outcome	N	Mean	Standard Deviation	N	Mean	Standard Deviation	Impact (Treatment -Control)		P-Value
Cumulative earnings by month following RA: Month 8 ($)[a]	404	297	849	340	294	963	3.0		0.96
Cumulative earnings by month following RA: Month 9 ($)[a]	404	325	914	340	320	1027	4.9		0.95
Cumulative earnings by month following RA: Month 10 ($)[a]	404	370	923	340	356	1099	14.2		0.86
Cumulative earnings by month following RA: Month 11 ($)[a]	404	452	1078	340	422	1250	30.5		0.74
Cumulative earnings by month following RA: Month 12 ($)[a]	404	524	1155	340	487	1412	37.3		0.71
Tenure on primary job [a]								**	0.03
Not employed	402	69.5		340	79.4		-9.9		
1 month or less	402	7.5		340	4.5		3.0		
More than 1 month to 6 months or less	402	16.5		340	11.0		5.5		
More than 6 months to 11 months or less	402	4.6		340	2.8		1.8		
More than 11 months	402	1.9		340	2.3		-0.3		
Months of tenure (average)[a]	402	1.0	2.0	340	0.8	2.2	0.2		0.14
Usual hours per week on primary job [a]								**	0.02
Not employed	396	69.5		337	79.4		-10.0		
10 hours or less	396	6.7		337	5.3		1.3		
More than 10 hours to 20 hours or less	396	7.7		337	3.5		4.2		
More than 20 hours	396	16.2		337	11.7		4.5		
Hours per week on primary job (average) [a]	396	6.3	9.7	337	4.6	9.8	1.7	**	0.04
Hourly wage rate on primary job [a]								**	0.02
Not employed	396	69.5		337	79.4		-9.9		
Less than $7	396	8.8		337	5.7		3.1		
$7 to $9	396	15.1		337	9.4		5.6		
More than $9	396	6.7		337	5.5		1.2		
Health insurance coverage on primary job [a]								***	0.01
Not employed	393	69.5		326	79.4		-10.0		
Employed without health insurance	393	25.3		326	16.6		8.8		
Employed with health insurance	393	5.2		326	4.0		1.2		
Paid vacation/sick leave on primary job [a]								***	0.00
Not employed	393	69.5		336	79.4		-9.9		
Employed w/o paid vacation/sick leave	393	26.7		336	16.3		10.4		
Employed with paid vacation/sick leave	393	3.8		336	4.3		-0.5		

Outcome	Treatment Group N	Treatment Group Mean	Treatment Group Standard Deviation	Control Group N	Control Group Mean	Control Group Standard Deviation	Unadjusted Impact (Treatment -Control)		P-Value
Education Domain									
Ever enrolled in school in the year following random assignment or completed high school by the time of the 12-month follow-up survey	414	90.7	30.9	334	88.8	33.3	1.8		0.41
Ever enrolled in school	417	88.9	33.4	335	84.5	38.2	4.5	*	0.07
High school diploma/GED/certificate or higher	435	6.0	25.3	353	9.8	31.5	-3.8	*	0.05
Type of School Attended									0.19
Did not attend	414	11.2		333	15.7		-4.5		
Elementary/middle/ regular high school	414	47.2		333	45.9		1.4		
Special school for the disabled or home school	414	34.5		333	34.6		0.0		
Postsecondary institution	414	5.6		333	3.4		2.2		
GED/Adult continuing education	414	1.4		333	0.6		0.9		
Number of months in school								***	0.00
None	413	11.2		333	15.7		-4.5		
Less than nine months	413	13.4		333	5.3		8.0		
Nine or more months	413	75.4		333	79.0		-3.5		
Income Domain									
Annual income from earnings and SSA benefits (average, $)[a]	396	7148	2550	337	6928	2540	219.7		0.23
Distribution of total annual income[a]								*	0.10
Less than $5,000	396	15.0		337	17.7		-2.7		
$5,000 to $7,000	396	16.0		337	21.8		-5.8		
$7,000 to $10,000	396	62.2		337	54.7		7.6		
$10,000 or more	396	6.7		337	5.8		0.9		
Percentage of total annual income from earnings[a]	396	7.0	16.6	337	6.5	18.4	0.6		0.65
Youth income by month following RA: Month 1 ($)[a]	402	574	197	340	552	228	21.6		0.19
Youth income by month following RA: Month 2 ($)[a]	403	585	228	340	562	232	22.8		0.19
Youth income by month following RA: Month 3 ($)[a]	403	584	241	340	575	241	8.5		0.63
Youth income by month following RA: Month 4 ($)[a]	403	592	235	340	578	248	14.1		0.43
Youth income by month following RA: Month 5 ($)[a]	403	598	242	340	585	237	13.0		0.46
Youth income by month following RA: Month 6 ($)[a]	403	596	249	340	583	241	12.9		0.47
Youth income by month following RA: Month 7 ($)[a]	403	598	248	339	588	238	10.0		0.58
Youth income by month following RA: Month 8 ($)[a]	403	597	250	339	588	249	8.7		0.63
Youth income by month following RA: Month 9 ($)[a]	403	599	245	339	575	249	23.9		0.19

	Treatment Group			Control Group			Unadjusted		
Outcome	N	Mean	Standard Deviation	N	Mean	Standard Deviation	Impact (Treatment -Control)		P-Value
Youth income by month following RA: Month 10 ($)[a]	403	615	276	339	572	266	43.2	**	0.03
Youth income by month following RA: Month 11 ($)[a]	399	637	257	340	582	272	54.7	***	0.01
Youth income by month following RA: Month 12 ($)[a]	398	623	261	339	590	275	32.3		0.10
Any benefit receipt during the year following random assignment[b]	491	96.3	18.8	394	95.2	21.5	1.2		0.39
Number of months of benefit receipt during the year following RA (average)[b]	491	10.9	2.9	394	10.8	3.0	0.1		0.66
Distribution of annual benefit amount[b]									0.14
None	491	3.7		394	4.8		-1.2		
$1 to $6,500	491	24.2		394	28.4		-4.2		
$6,501 to $8,000	491	58.2		394	57.1		1.1		
More than $8,00	491	13.8		394	9.6		4.2		
Annual benefit amount (average, $)[b]	491	6,562	2,245	394	6,362	2,311	200.0		0.19
SSA benefit amount by month following RA: Month 1($)[b]	491	541	197	394	515	214	25.1	*	0.07
SSA benefit amount by month following RA: Month 2 ($)[b]	491	542	197	394	515	217	27.6	**	0.05
SSA benefit amount by month following RA: Month 3 ($)[b]	491	542	203	394	527	210	14.2		0.31
SSA benefit amount by month following RA: Month 4 ($)[b]	491	548	201	394	534	209	13.6		0.33
SSA benefit amount by month following RA: Month 5 ($)[b]	491	555	211	394	544	215	11.5		0.42
SSA benefit amount by month following RA: Month 6 ($)[b]	491	553	216	394	538	215	14.2		0.33
SSA benefit amount by month following RA: Month 7 ($)[b]	491	552	221	394	544	215	8.5		0.56
SSA benefit amount by month following RA: Month 8 ($)[b]	491	553	218	394	541	220	11.5		0.44
SSA benefit amount by month following RA: Month 9 ($)[b]	491	551	216	394	528	228	23.3		0.12
SSA benefit amount by month following RA: Month 10 ($)[b]	491	543	221	394	529	223	14.4		0.34
SSA benefit amount by month following RA: Month 11($)[b]	491	541	217	394	522	232	18.7		0.22
SSA benefit amount by month following RA: Month 12 ($)[b]	491	539	218	394	524	230	14.7		0.33
Used at least one SSA work incentive[b]	491	16.5	37.2	394	6.3	24.4	10.2	***	0.00
Used the SEIE[b]	491	8.8	28.3	394	2.5	15.7	6.2	***	0.00
Used the EIE[b]	491	7.1	25.8	394	4.3	20.3	2.8	*	0.08
Used the Section-301 waiver[b]	491	12.4	33.0	394	2.3	15.0	10.1	***	0.00
Established a PASS[b]	491	0.0	0.0	394	0.0	0.0	0.0		
Opened an IDA[b]	491	0.0	0.0	394	0.0	0.0	0.0		
Reported any earnings to SSA[b]	491	13.6	34.4	394	7.9	27.0	5.8	***	0.01

	Treatment Group			Control Group			Unadjusted		
Outcome	N	Mean	Standard Deviation	N	Mean	Standard Deviation	Impact (Treatment -Control)		P-Value
Public health insurance coverage	434	96.2	20.4	352	93.2	26.6	2.9	*	0.07
Private health insurance	423	8.5	29.7	349	9.3	30.7	-0.8		0.70
Covered by both public and private health insurance	422	6.0	25.2	349	6.6	26.2	-0.6		0.74
Either public or private health insurance	435	98.4	13.3	352	95.9	20.9	2.5	**	0.04
Household receipt of SNAP	435	49.6	53.1	349	53.9	52.7	-4.3		0.23
Household receipt of TANF	430	11.3	33.6	348	13.0	35.6	-1.7		0.46
Attitudes and Expectations Domain									
Youth agrees that personal goals include working and earning enough to stop receiving Social Security benefits	360	68.0	49.6	294	71.9	47.4	-3.9		0.29
Plans to go further in school, youth response	368	90.4	31.2	301	90.4	31.0	0.0		1.00
Plans to go further in school, parent response	393	84.1	38.8	324	85.5	37.2	-1.4		0.60
Expectations for employment, youth response[a]									0.81
Working for pay at the time of the follow-up survey	371	7.6		297	8.2		-0.5		
Plans to start working for pay	371	85.7		297	86.5		-0.8		
No plans to start working for pay	371	6.7		297	5.4		1.3		
Expectations for employment, parent response[a]									0.84
Working for pay at the time of the follow-up survey	369	7.6		295	8.2		-0.5		
Plans to start working for pay	369	76.2		295	74.2		1.9		
No plans to start working for pay	369	16.2		295	17.6		-1.4		
Plans to live on own (with or without help), youth response	367	71.9	47.7	299	76.9	44.5	-5.0		0.15
Plans to live on own (with or without help), parent response	378	37.6	51.5	309	36.6	51.0	1.0		0.78
Internal locus of control (average of index)	371	3.3	0.64	301	3.3	0.6	0.0		0.71
External locus of control (average of index)	371	2.7	0.74	298	2.7	0.7	0.0		0.58
Make snacks or sandwiches (most or some of the time)	431	90.5	31.2	343	89.3	32.7	1.2		0.59
Ride public transportation alone (most or some of the time)	431	75.2	45.9	343	78.3	43.6	-3.2		0.31
Pick clothes to wear (most or some of the time)	432	91.6	29.5	344	91.9	28.9	-0.3		0.90
Decide to spend own money (most or some of the time)	431	78.2	43.8	343	77.8	44.0	0.4		0.89

Outcome	Treatment Group N	Treatment Group Mean	Treatment Group Standard Deviation	Control Group N	Control Group Mean	Control Group Standard Deviation	Unadjusted Impact (Treatment -Control)	Unadjusted P-Value
Decide how to spend free time (most or some of the time)	430	88.8	33.5	343	87.3	35.2	1.5	0.52
Get together with friends often or sometimes	413	73.9	46.6	344	75.4	45.6	-1.4	0.65
Exploratory Analysis								
Ever enrolled in training in the year following random assignment	435	3.1	18.5	349	2.2	15.6	0.9	0.45
Number of months in a training program	435			348				0.61
None		96.9			98.0		-1.2	
Less than nine months		1.4			0.9		0.5	
Nine or more months		1.8			1.1		0.7	
Number of months in a training program (average)	435	0.3	1.76	348	0.2	1.44	0.1	0.44
Participated in any productive activity	422	91.4	29.9	338	88.8	33.3	2.6	0.24
Analytic Sample Size	436			353				
Research Sample Size	491			394				

Sources: YTD 12-month follow-up survey and SSA administrative records.

Notes: We weighted statistics to adjust for non-response to the 12-month survey.

[a]Indicates outcome measures for which we used a multiple imputation procedure for missing information. See Section E of this appendix.

[b]Indicates outcomes based on SSA administrative records. For all outcomes from administrative records, we used the full research sample and did not weight to adjust for non-response to the 12-month survey.

RA = random assignment

We compared results from the simple mean and regression-adjusted mean differences for the primary outcomes (Table A.6). For receipt of employment services, both methods produced an estimated impact of about 16 percentage points (statistically significant at the one percent level). For employed in a paid job in the year after random assignment, both methods produced an impact of about 10 percentage points (statistically significant at the one percent level). For the other primary outcomes, the estimated impacts differ, but in no case do they differ statistically from zero. For total income, the estimate based on the simple mean difference ($220) is much larger than the estimate with the regression adjustment (-$24). The regression adjustment reduced the magnitude of the estimated impact because youth in the treatment group had baseline characteristics associated with greater income: they were more likely to have worked for pay in the last month. Adjusting for these differences improved the estimate of the impact but, under either method, the conclusion remains that the YTDP had no statistically significant impact on income.

Table A.6. Difference in Simple Means Versus Regression-Adjusted Means for Primary Outcomes (percentages, unless otherwise noted)

	Simple Mean Difference	P-Value	Adjusted Mean Difference	P-Value
Received any employment-promoting service	15.7***	0.00	16.2***	0.00
Ever employed on a paid job during first year after random assignment	10.2***	0.00	9.0***	0.00
Ever enrolled in school in the year following random assignment or completed high school by the time of the 12-month follow-up survey	1.8	0.41	1.4	0.53
Total annual income (earnings and SSA benefits) ($)[a]	220	0.23	-24	0.85
Youth agrees that personal goals include working and earning enough to stop receiving Social Security benefits	-3.9	0.29	-5.4	0.13

Sources: YTD 12-month follow-up survey and SSA administrative records.

Notes: The sample includes all youth who completed the study's 12-month follow-up survey. We measured explanatory variables in the regression model before random assignment, using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response. The analytic sample includes 436 treatment group youth and 353 control group youth. Survey item non-response may have resulted in smaller sample sizes for specific outcomes. See Table A.5 for sample sizes for all outcomes.

[a]For this outcome, item non-response occurred conditionally, depending on values of other measures in the follow-up survey. The rate of missing data is 7.1 percent for average total income. We used a multiple imputation procedure to assign values when they were missing. See Section E of this appendix for more information on this procedure.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

D. Non-Response to the 12-Month Follow-Up Survey and Survey Weights

For the 12-month follow-up survey, if respondents differed systematically from non-respondents in terms of characteristics that also were correlated with the outcomes of interest, the estimated impacts could be biased if we did not account for the differences. We found that respondents did differ from non-respondents on several baseline characteristics; for example, respondents were more likely to have been age 16 at baseline, to have completed grade 10 or higher, to have had health insurance, and to have a relative other than a parent as a representative payee, and less likely to have reported that their mother was employed at baseline and to expect to live independently in the future (Table A.7).

Nearly all youth received SSA benefits during the year before baseline, and the annual benefit amount received by respondents is not statistically different from that received by non-respondents (Table A.8).[141] In the year following baseline, however, non-respondents received a lower average annual benefit amount relative to respondents. One reason for the difference is that youth no longer receiving benefits were more difficult to locate through SSA records using the most recent beneficiary contact information. Thus, youth who did not receive benefits at some point during the year were more likely to be non-respondents. Even though the results showed some selectivity in who responded, we did not find that the estimated impact of the YTDP on the average annual benefit receipt differed between the respondent sample and the full research sample (Table A.9). For the distribution of annual benefit amount, we found similar impact estimates in the respondent and full research samples, but the impacts are statistically significant only for the full research sample (at the 10 percent level). Furthermore, across all outcomes measured in administrative records, we found little difference in levels or estimated impacts between the respondent and full research samples.

In our analysis, we used weights that adjust for survey non-response to make respondent cases more representative of the original sample and reduce the potential for non-response bias. For the weight adjustments, we used forward and backward stepwise logistic models to estimate the propensity for a sample member to respond. We used the inverse of the propensity score as the non-response weight. We computed the models separately for treatment and control observations within Bronx County. To select variables in the logistic model, we included variables with a statistical significance level of 0.30 or lower (instead of the standard 0.05) because the purpose of the model was to improve estimation of the propensity score, not to identify statistically significant factors related to response. For both the control group and treatment groups, the explanatory variables included race, duration of disability, duration of benefit entitlement, school attendance, highest grade completed, lived with others with disabilities, and number of people in the household. Additional characteristics for the control group included age, gender, representative payee type, primary disabling condition, family income level, and receipt of TANF or family assistance. For the treatment group, additional characteristics included receipt of SNAP benefits and use of reading, hearing, speaking, or walking aids.

[141] All youth in the research sample were on the SSA benefit rolls at the time data were extracted for the sample; however, a small percentage of them were not in "current pay" status. Subsequent analysis of benefit records showed that four percent of youth in the research sample did not receive benefits in the year prior to random assignment. These youth were considered to be at high risk of returning to "current pay" status in the future.

Table A.7. Baseline Characteristics for Respondents and Non-Respondents (percentages, unless otherwise noted)

	All	Respondents	Non-Respondents	Difference		P-Value
Baseline Survey Data						
Demographic Characteristics						
Race						0.77
White	32.7	32.5	34.4	-1.9		
Black	42.3	42.9	37.5	5.4		
American Indian/AK/HI/Pacific Islander	2.7	2.8	2.1	0.7		
Asian	0.6	0.5	1.0	-0.5		
Other or unknown	21.7	21.3	25.0	-3.7		
Hispanic	69.9	69.7	71.9	-2.2		0.66
Primarily speaks English at home	73.0	73.0	72.9	0.1		0.99
Education						
School Attendance						0.50
Does not attend school	6.3	6.1	8.3	-2.3		
Attends regular high school	49.8	50.5	43.8	6.8		
Attends special high school	33.3	33.1	34.4	-1.3		
Attends other school	10.7	10.3	13.5	-3.2		
Attainment—Highest Grade Completed					**	0.02
Grade 9 or lower	39.9	38.7	50.0	-11.3		
Grade 10 or 11	45.5	46.6	36.0	10.5		
Grade 12	5.4	4.8	10.5	-5.6		
College or technical school	0.1	0.1	0.0	0.1		
Other	9.1	9.8	3.5	6.3		
High school diploma, GED, or certificate of completion	0.2	0.3	0.0	0.3		0.63
Employment						
Received job training in last year	21.2	21.1	22.3	-1.3		0.77
Worked as a volunteer in last year	11.3	11.5	9.5	2.0		0.56
Worked for pay in last year	18.3	18.8	14.6	4.2		0.32
Worked for pay in last month	7.2	7.6	4.2	3.4		0.22
Never worked for pay at baseline	68.1	67.9	69.5	-1.6		0.76
Living Arrangements and Household Composition						
Living Arrangements						0.99
Two-parent family	18.2	18.3	17.9	0.4		
Single-parent family	80.1	80.1	80.0	0.1		
Group home	.	.	.	.		
Other institution	0.8	0.8	1.1	-0.3		
Lives alone or with friends	0.9	0.9	1.1	-0.2		
Average number of people in household	4.0	4.0	4.0	0.0		0.84
Lives with others with disabilities	47.3	48.0	41.5	6.5		0.24
Health Insurance Coverage						
Public health insurance	96.8	96.7	97.9	-1.2		0.52
Private health insurance	7.9	8.6	2.1	6.4	**	0.03
Either public or private health insurance	98.4	98.3	99.0	-0.6		0.66
Both public and private health insurance	6.1	6.7	1.1	5.7	**	0.03
Family Socioeconomic Status						
Annual Income						0.90
Less than $10,000	41.8	41.6	43.7	-2.1		
$10,000–$24,999	43.7	43.9	41.4	2.6		
$25,000 or more	14.5	14.5	14.9	-0.5		
Parents' Education						
Mother high school graduate	46.3	46.3	46.1	0.2		0.97
Father high school graduate	48.3	48.5	43.8	4.7		0.71
Parents' Employment Status						
Mother currently employed	39.8	38.9	48.3	-9.5	*	0.08
Father currently employed	58.7	58.6	62.5	-3.9		0.75
Self-Reported Health Status						0.92
Excellent	21.0	21.2	20.0	1.2		
Very good/good	61.2	61.0	63.2	-2.2		
Fair/poor	17.7	17.9	16.8	1.0		
Expectations About the Future						
Expects to live independently (w/ or w/o help)	72.2	71.0	81.9	-11.0	**	0.04
Expects to continue education	96.7	96.6	97.7	-1.1		0.60
Expects to work at least part-time for pay	95.4	95.3	96.3	-1.0		0.68

	All	Respondents	Non-Respondents	Difference		P-Value
Administrative Data						
Demographic Characteristics						
Male	67.6	68.3	66.8	1.5		0.63
Age in Years[a]					**	0.03
14–15	20.8	19.1	22.9	-3.8		
16	44.9	48.8	40.1	8.7		
17–19	34.3	32.1	37.0	-4.9		
Average age (years)	16.2	16.2	16.2	0.0		0.89
Benefits						
Representative Payee Type					*	0.09
None	1.0	0.8	3.1	-2.4		
Natural/adoptive/step parent	84.2	83.8	87.5	-3.7		
Other relative	13.7	14.2	9.4	4.8		
Other	1.1	1.3	0.0	1.3		
SSA Beneficiary Status						.
CDB or DI	.	.	.	.		
SSI (only or concurrent with CDB or DI)	100.0	100.0	100.0	0.0		
Duration of benefit entitlement (years)	8.7	8.8	8.7	0.2		0.61
Health Status						
Primary Disabling Condition (SSA data)						0.61
Mental illness	12.6	13.6	11.3	2.3		
Cognitive/developmental disability	32.4	30.5	34.7	-4.3		
Learning disability/ADD	24.4	25.5	23.2	2.3		
Physical disability	18.1	17.7	18.7	-1.0		
Speech, hearing, visual Impairment	12.5	12.7	12.1	0.6		
Duration of disability (years)	9.2	9.3	9.1	0.2		0.59
Earnings in prior year ($)	113.4	114.8	101.1	13.8		0.77
Sample Size	885	789	96			

Sources: YTD baseline survey and SSA administrative records.

Notes: The table includes all of the main baseline characteristics (all of those included in Table II.2) and any baseline characteristics for which differences between respondents and non-respondents are statistically significant at the .10 level. The analysis does not include the four research sample youth who were deceased at the time of the 12-month survey. Baseline survey non-response may have resulted in smaller sample sizes for some characteristics than indicated at the bottom of the table. Missing information on primary disabling condition resulted in a smaller sample size for this characteristic than shown at the bottom of the table.

*/**/***Difference is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

Table A.8. Annual SSA Benefit Receipt for Respondents and Non-Respondents

	All	Respondents	Non-Respondents	Difference		P-Value
Benefit Receipt (%)						
Any SSA benefits in year before random assignment[a]	95.8	96.1	93.8	2.3		0.28
Any SSA benefits in year after random assignment	95.8	96.1	93.8	2.3		0.28
Benefit Amount ($)						
SSA benefits in year before random assignment	6,472	6,513	6,139	374		0.12
SSA benefits in year after random assignment	6,473	6,541	5,913	628	***	0.01
Sample Size	885	789	96			

Source: SSA administrative records.

Notes: We adjusted all benefit amount variables for inflation to 2008 dollars using the average wage index. We defined the previous year as the 12 months preceding the date of random assignment (not including the month in which the key date falls). We defined the year following random assignment as the 12 months following the month of random assignment, which includes the date of random assignment. The analysis does not include the four research sample youth who were deceased at the time of the 12-month survey.

[a]All youth in the research sample were on the SSA benefit rolls at the time data were extracted for the sample; however, a small percentage of them were not in "current pay" status. Subsequent analysis of benefit records showed that some youth in the research sample did not receive benefits in the year prior to random assignment.

*/**/***Difference is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

Table A.9. Impacts on Outcomes Measured with Administrative Records, Respondent and Full Sample (percentages, unless otherwise noted)

	12-Month Survey Respondent Sample					Full Randomly Assigned Sample				
	Treatment Group					Treatment Group				
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value
Receipt of SSA Benefits (SSI, DI, or CDB)										
Any SSA benefits	96.1	95.5	0.6		0.58	96.3	95.8	0.6		0.61
Number of months of benefit receipt in the year following random assignment	11.0	11.2	-0.2		0.13	10.9	11.1	-0.2		0.30
Annual Benefit Amount										
Distribution of annual benefit amount					0.20				*	0.09
None	3.9	4.5	-0.6			3.7	5.4	-1.8		
$1–$6,500	23.0	23.3	-0.3			24.2	27.8	-3.6		
$6,501–$8,000	59.0	62.4	-3.4			58.2	57.3	1.0		
More than $8,000	14.0	9.8	4.2			13.8	9.5	4.3		
Annual benefit amount ($)	6,605	6,649	-45		0.61	6,562	6,605	-43		0.64
Use of SSA Work Incentives										
Used at least one SSA work incentive	17.2	6.7	10.5	***	0.00	16.5	7.2	9.3	***	0.00
Used the EIE	9.0	3.0	6.0	***	0.00	8.8	3.3	5.5	***	0.00
Used the SEIE	7.5	3.9	3.6	**	0.03	7.1	4.4	2.8	*	0.08
Used the Section-301 waiver	12.9	2.1	10.9	***	0.00	12.4	2.1	10.3	***	0.00
Established a PASS	0.0	0.0	0.0		1.00	0.0	0.0	0.0		1.00
Opened an IDA	0.0	0.0	0.0		1.00	0.0	0.0	0.0		1.00

Source: SSA administrative records.

Notes: The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates. We measured explanatory variables in the regression model before random assignment, using data from the study's baseline survey and SSA administrative records. For the respondent sample, we calculated all statistics using sample weights to account for interview non-response. The 12-month survey respondent sample (also referred to as the analytic sample) includes 436 treatment group youth and 353 control group youth. The full randomly assigned sample (also referred to as the research sample) includes 491 treatment group youth and 394 control group youth.

We adjusted all benefit amount variables for inflation to 2008 dollars using the average wage index. This analysis does not include four research sample youth who were deceased at the time of the 12-month survey.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using either a two-tailed t-test or a chi-square test.

E. Missing Information for Independent and Dependent Variables

For most of the explanatory characteristics (independent variables) used in our regression models, we had few observations with missing information. For these variables, generally with far fewer than five percent of observations missing information, we replaced the missing information with the mean value from the non-missing observations. For three variables with a larger share of missing observations, we used dummy variables to indicate that the information was missing: completion of ninth grade or lower (five percent missing), primary disabling condition (five percent missing), and expects to live independently in the future (18 percent missing). For the subgroup analysis, we omitted observations if the subgroup information was missing.

We typically excluded observations with missing information on an outcome measure (dependent variable) from any analysis of that outcome. For some outcome measures, however, the elimination of missing observations would produce potential bias. Specifically, the potential for bias occurs when the outcome is known to have a specific value for some observations conditional on another outcome. For example, for youth reporting that they did not work for pay in the year following random assignment, earnings in that year are known to be zero. Missing information thus arises only for observations of youth who worked for pay during the year. In this example, the elimination of missing observations would imply elimination only of observations for youth who worked for pay, resulting in an underestimate of average earnings. The degree to which the earnings estimate is too low could differ by treatment status (for example, if treatment youth were more likely to work for pay and just as likely to respond to questions on earnings). For almost all outcome measures with conditionally missing data, fewer than 9 percent of observations were missing. The only exceptions are measures of the intensity of service utilization (up to 19 percent missing) and expectations for future work (15 percent missing for youth responses and 16 percent missing for parent responses). In Table A.5, we provide the sample sizes for all outcome measures.

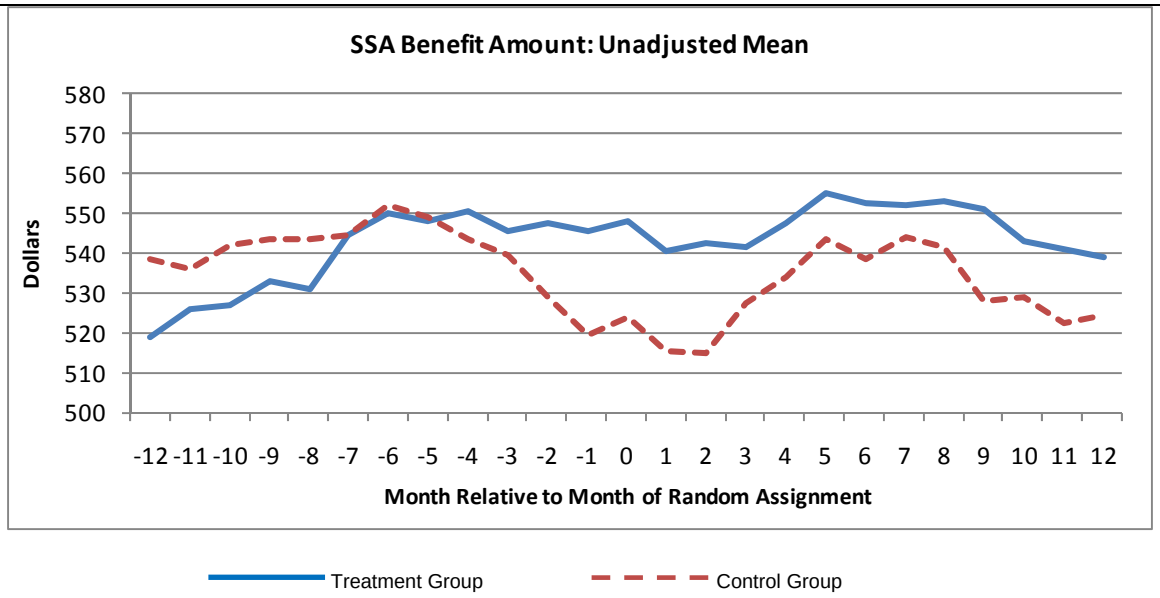
For outcome measures for which information was missing conditional on another outcome, we used a multiple imputation procedure, as described in Puma et al. (2009). Here, we provide a conceptual description of the imputation process. We first imputed the missing values by using a stochastic regression model. The imputation model included all variables in our impact analysis model plus key outcome measures and a stochastic residual term to match the observed variance in the sample. We performed the process 10 times to create 10 separate analytic data sets. We then conducted the impact analysis separately on each of the 10 data sets. The impact estimate was computed as the simple average of the impact estimates across the 10 data sets. The standard error of the combined impact estimate was calculated from within-imputation variance and between-imputation variance components. To implement the analysis, we used Stata procedures written by Royston (2007), Carlin et al. (2008), and Royston et al. (2009).[142]

F. Monthly SSA Benefit Amount Before and After Random Assignment

In Figure A.1 and Table A.10, we present the unadjusted average monthly benefit amount for youth in the treatment and control groups before and after random assignment. The differences in

[142] Impact estimates for outcomes with conditionally missing data would be biased if we did not adjust for missing information. However, when we calculated the biased impact estimates by dropping observations with missing outcome information, we found results very similar to those of the multiple imputation procedure. The impact estimates were slightly different, but the pattern of statistical significance was the same. The similarity in the findings is not surprising, given the relatively small share of observations with missing outcome information.

Figure A.1. Average SSA Benefit Amount by Months Before and After Random Assignment



Source: SSA administrative records.

Notes: The analysis includes all youth who were randomly assigned, with the exception of four youth who were deceased at the time of the 12-month survey. The figure presents observed means for the treatment and control groups.

The estimated differences between the treatment and control groups at one month before random assignment, at the month of random assignment, and at the first and second month after random assignment are statistically significant at the .10 level. All other differences are not statistically different from zero at the .10 level.

the average monthly benefit amount between the two groups were small and statistically significant only around the time of random assignment. The pattern of results does not suggest an impact of the YTDP on SSA benefits because the result is driven by a temporary decline in benefits for the control group beginning in the month before random assignment.

G. Exploratory Subgroups

In the evaluation design report (Rangarajan et al. 2009a), we hypothesized the potential for differential impacts across a number of subgroups. To be responsive to the multiple comparisons problem, we limited the main subgroups discussed in the text to those with the strongest conceptual reasons for likely differential impacts: pairs of subgroups defined by age and work experience. In this section, we examine differential impacts for several exploratory subgroups. For these subgroups, we hypothesized the potential for differential impacts but decided before the analysis that the potential was lower than for the main subgroups discussed in the text.

We conducted exploratory analysis of the impact of the YTDP on the primary outcomes for six exploratory subgroup pairs:

- **Enrollment cohort.** Impacts may differ between early and later cohorts because project services differ over time (attributable, for example, to differences in staff experience or turnover) and because other conditions differ over time (for example, job availability in the labor market). To divide the sample somewhat evenly, we considered youth

Table A.10. Average SSA Benefit Amount by Months Before and After Random Assignment ($)

Month Relative to Random Assignment	Treatment Group	Control Group	Difference		P-Value
12 months before	519	538	-19		0.18
11 months before	526	536	-10		0.48
10 months before	527	542	-15		0.28
9 months before	533	544	-10		0.45
8 months before	531	543	-12		0.40
7 months before	544	544	0		0.99
6 months before	550	552	-2		0.89
5 months before	548	549	-1		0.93
4 months before	550	543	7		0.59
3 months before	545	539	6		0.66
2 months before	548	529	19		0.16
1 month before	545	519	26	*	0.06
Month of random assignment	548	524	24	*	0.08
1 month after	541	515	25	*	0.07
2 months after	542	515	28	**	0.05
3 months after	542	527	14		0.31
4 months after	548	534	14		0.33
5 months after	555	544	12		0.42
6 months after	553	538	14		0.33
7 months after	552	544	9		0.56
8 months after	553	541	11		0.44
9 months after	551	528	23		0.12
10 months after	543	529	14		0.34
11 months after	541	522	19		0.22
12 months after	539	524	15		0.33
Sample Size	491	394			

Source: SSA administrative records.

Notes: The analysis includes all youth who were randomly assigned, with the exception of four youth who were deceased at the time of the 12-month survey. The table reports observed means for the treatment and control groups and the difference between the observed means for the two groups.

*/**/***Difference is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

randomly assigned by September 2007 as the early cohort.[143] The early cohort comprised about 60 percent of the youth.[144]

- **Time between baseline survey and consent.** To examine whether impacts differed for hard-to-enroll youth, we estimated impacts separately for youth who provided written consent to enroll within 28 days of completing the baseline survey versus youth who took longer than 28 days. The youth who enrolled within 28 days made up 50 percent of the sample.

[143] In Chapter III, we described the YTDP service provision in three cohorts according to the period of enrollment in project services. For the impact analysis, we based the definition of cohorts on the date of random assignment, which applied to all treatment and control youth (whereas date of enrollment in services was defined only for youth in the treatment group who participated in services). The early cohort for the impact analysis, youth who were randomly assigned by the end of September 2007, includes all treatment group youth in the first two cohorts who were offered the opportunity to participate in project services (and their control group counterparts). We combined the first two cohorts because of the relatively small size of the initial cohort (only 18 percent of youth in the analytic sample).

[144] We set the cut-off date between the early and later cohorts to yield a relatively even share of youth in each cohort. By making the two groups similar in size, we maximized the statistical power for detecting differences between groups in the estimated impact. We followed this approach for all exploratory subgroups defined by a continuous variable: enrollment cohort, time between baseline survey and consent, duration on SSA benefits, and time between random assignment and the 12-month follow-up survey.

- **Duration on SSA benefits.** To examine whether impacts differed for youth who had received SSA benefits for a shorter period, we estimated impacts separately for youth who had received benefits for nine years or less (50 percent) versus those who had received them for more than nine years.
- **Physical primary disabling condition.** Impacts may differ for youth with a physical primary disability, including speech, hearing, and visual impairment (34 percent), compared to those with a mental, cognitive/developmental, or learning disability (66 percent).
- **Mother's education.** To examine whether impacts differed by socioeconomic status, we estimated separate impacts for youth whose mother had completed high school (46 percent) and those whose mother had not completed high school (54 percent). We chose this measure of socioeconomic status because of the likelihood of a high degree of error in our measure of family income and the relatively uneven sample split based on living arrangement (only about 18 percent of youth lived with both parents and about 82 percent lived with a single parent).
- **Time between random assignment and 12-month follow-up survey.** Ideally, the 12-month follow-up survey would have occurred exactly 12 months after random assignment for all youth. In practice, 53 percent of respondents completed the survey in the 12th or 13th month; the remaining 47 percent completed the survey in a later month.[145] To examine whether the timing of the follow-up survey affected impact estimates, we estimated separate impact estimates for youth interviewed by the end of the 13th month and those interviewed later. The purpose of this subgroup analysis is to examine the fidelity of the research approach; this analysis is the only subgroup pair for which the defining characteristics were not measured at baseline.

In general, we found no consistent patterns of differential impacts (Tables A.11 through A.15). We found only 5 cases (out of 30 total cases) for which the difference in impacts between the subgroup pairs is statistically significant. The findings suggest that the YTDP may have had a larger impact on paid employment and income for youth who completed the survey after the 13th month following random assignment. Because many youth were randomly assigned in the summer, their summer employment experience may have occurred during the 13th month after random assignment. Youth who completed the survey after the 13th month would have been more likely to include paid employment and income that occurred in the 13th month. The findings also suggest that for youth who were harder to enroll in the evaluation (those who took longer than 28 days to consent to enroll), the YTDP may have increased the composite measure of school enrollment or high school completion. In addition, for youth who were easier to enroll in the evaluation (those who took no more than 28 days consent to enroll), the YTDP may have had a negative impact on goals for future work and earnings. For youth who received benefits for less than nine years, the YTDP may have had a larger impact on income. However, given that we have conducted 30 tests of the exploratory subgroup pairs (six subgroups for each of five primary outcomes), we would have expected to find some statistically significant differences attributable to chance. In light of the lack of a pattern of differences for any subgroup, we conclude that there is no evidence that any impacts differed meaningfully for the subgroups.

[145] The earliest completion occurred at 11.1 months, 50 percent of youth completed before 12.8 months, 83 percent of youth completed by the end of the 16th month, and the latest completion occurred at 22.4 months.

Table A.11. Impact on Use of Employment Services for Additional Subgroups (percentages)

	Treatment Group						
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value	Treatment Group Size	Control Group Size
Enrollment Cohort							
Enrolled by September 2007	70.2	55.4	14.8	***	0.00	252	202
Enrolled after September 2007	64.8	46.5	18.3	***	0.00	166	132
(p-value of difference in impacts)					(0.74)		
Time Between Baseline Survey and Consent							
No more than 28 days	70.7	52.1	18.6	***	0.00	206	173
More than 28 days	65.4	51.8	13.7	***	0.01	212	161
(p-value of difference in impacts)					(0.46)		
Duration on SSA Benefits							
No more than 9 years	68.7	49.9	18.8	***	0.00	203	169
More than 9 years	67.3	53.8	13.5	***	0.01	215	165
(p-value of difference in impacts)					(0.46)		
Primary Disabling Condition							
Physical disability (including speech, hearing, and visual)	66.0	48.6	17.5	***	0.01	122	96
Mental illness, cognitive/ developmental, and learning disability	68.4	54.4	14.0	***	0.00	273	225
(p-value of difference in impacts)					(0.70)		
Mother's High School Completion							
Completed high school	71.3	56.0	15.2	***	0.00	193	152
Did not complete high school	65.3	50.4	14.9	***	0.00	213	174
(p-value of difference in impacts)					(0.87)		
Time Between Random Assignment and Follow-Up Survey							
Completed survey by the end of 13th month	67.8	48.9	18.9	***	0.00	227	174
Completed survey after 13th month	68.3	55.5	12.9	**	0.01	191	160
(p-value of difference in impacts)					(0.45)		

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment, using data from the study's baseline survey and SSA administrative records. We calculated all statistics by using sample weights to account for interview non-response. Data on the outcome measure were available for 418 of the 436 treatment cases and 334 of the 353 control cases in the analytic sample. Survey item non-response may have resulted in smaller sample sizes for specific sets of subgroups, as indicated in the table.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

Table A.12. Impact on Ever Employed on a Paid Job for Additional Subgroups (percentages)

	Treatment Group						
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value	Treatment Group Size	Control Group Size
Enrollment Cohort							
Enrolled by September 2007	35.0	23.4	11.6	***	0.00	263	211
Enrolled after September 2007	23.7	18.6	5.1		0.25	173	141
(p-value of difference in impacts)					(0.27)		
Time Between Baseline Survey and Consent							
No more than 28 days	31.7	20.2	11.4	***	0.01	211	186
More than 28 days	29.4	23.2	6.2		0.14	225	166
(p-value of difference in impacts)					(0.38)		
Duration on SSA Benefits							
No more than 9 years	28.7	21.2	7.5	*	0.07	211	181
More than 9 years	32.4	21.7	10.6	**	0.02	225	171
(p-value of difference in impacts)					(0.61)		
Primary Disabling Condition							
Physical disability (including speech, hearing, and visual)	35.5	20.0	15.4	***	0.01	127	101
Mental illness, cognitive/ developmental, and learning disability	29.2	22.3	7.0	*	0.06	283	237
(p-value of difference in impacts)					(0.22)		
Mother's High School Completion							
Completed high school	32.8	22.1	10.7	**	0.02	198	157
Did not complete high school	28.5	20.5	8.0	*	0.06	226	187
(p-value of difference in impacts)					(0.67)		
Time Between Random Assignment and Follow-Up Survey							
Completed survey by the end of 13th month	24.3	22.4	1.9		0.64	234	183
Completed survey after 13th month	37.7	20.5	17.2	***	0.00	202	169
(p-value of difference in impacts)				**	(0.01)		

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment, using data from the study's baseline survey and SSA administrative records. We calculated all statistics by using sample weights to account for interview non-response. Data on the outcome measure were available for all of the 436 treatment cases and 352 of the 353 control cases in the analytic sample. Survey item non-response may have resulted in smaller sample sizes for specific sets of subgroups, as indicated in the table.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

Table A.13. Impact on Ever Enrolled in School or Has Completed High School for Additional Subgroups (percentages)

	Treatment Group					
	Observed Mean	Estimated Mean w/o YTDP	Impact	P-Value	Treatment Group Size	Control Group Size
Enrollment Cohort						
Enrolled by September 2007	87.7	86.9	0.7	0.82	249	198
Enrolled after September 2007	95.2	92.6	2.6	0.34	165	136
(p-value of difference in impacts)				(0.46)		
Time Between Baseline Survey and Consent						
No more than 28 days	87.5	89.6	-2.1	0.50	199	174
More than 28 days	93.7	88.4	5.2 *	0.08	215	160
(p-value of difference in impacts)				* (0.07)		
Duration on SSA Benefits						
No more than 9 years	89.4	87.3	2.0	0.53	203	176
More than 9 years	92.0	91.4	0.6	0.83	211	158
(p-value of difference in impacts)				(0.82)		
Primary Disabling Condition						
Physical disability (including speech, hearing, and visual)	93.7	93.0	0.8	0.79	117	97
Mental illness, cognitive/ developmental, and learning disability	89.7	88.5	1.2	0.68	271	225
(p-value of difference in impacts)				(0.99)		
Mother's High School Completion						
Completed high school	94.2	93.4	0.8	0.77	192	150
Did not complete high school	87.9	85.7	2.3	0.51	210	178
(p-value of difference in impacts)				(0.88)		
Time Between Random Assignment and Follow-Up Survey						
Completed survey by the end of 13th month	92.5	93.3	-0.8	0.76	220	170
Completed survey after 13th month	88.6	85.6	2.9	0.42	194	164
(p-value of difference in impacts)				(0.46)		

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment, using data from the study's baseline survey and SSA administrative records. We calculated all statistics by using sample weights to account for interview non-response. Data on the outcome measure were available for 414 of the 436 treatment cases and 334 of the 353 control cases in the analytic sample. Survey item non-response may have resulted in smaller sample sizes for specific sets of subgroups, as indicated in the table.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

Table A.14. Impact on Income for Additional Subgroups ($)

	Treatment Group						
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value	Treatment Group Size	Control Group Size
Enrollment Cohort							
Enrolled by September 2007	7,143	7,175	-32		0.85	263	211
Enrolled after September 2007	7,156	7,169	-13		0.95	173	142
(p-value of difference in impacts)					(0.94)		
Time Between Baseline Survey and Consent							
No more than 28 days	7,037	6,674	363		0.18	211	186
More than 28 days	7,254	7,224	30		0.90	225	167
(p-value of difference in impacts)					(0.36)		
Duration on SSA Benefits							
No more than 9 years	7,298	6,771	527	**	0.03	211	181
More than 9 years	6,999	7,096	-97		0.71	225	172
(p-value of difference in impacts)				*	(0.08)		
Primary Disabling Condition							
Physical disability (including speech, hearing, and visual)	7,070	6,972	98		0.76	127	101
Mental illness, cognitive/ developmental, and learning disability	7,273	6,891	382	*	0.09	283	238
(p-value of difference in impacts)					(0.47)		
Mother's High School Completion							
Completed high school	6,787	6,806	-18		0.95	198	158
Did not complete high school	7,502	6,961	542	**	0.02	226	187
(p-value of difference in impacts)					(0.13)		
Time Between Random Assignment and Follow-Up Survey							
Completed survey by the end of 13th month	6,749	6,978	-229		0.34	234	183
Completed survey after 13th month	7,609	6,849	760	***	0.00	202	170
(p-value of difference in impacts)				***	(0.01)		

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment, using data from the study's baseline survey and SSA administrative records. We calculated all statistics by using sample weights to account for interview non-response.

For the outcome in this table, item non-response occurred conditionally, depending on the values of other measures in the follow-up survey. The rate of missing data is 7.1 percent for total income. We used a multiple imputations procedure to assign values when they were missing. See Section E of this appendix for more information on this procedure. As indicated in the table, survey item non-response may have resulted in sample sizes for specific sets of subgroups that were smaller than the 436 treatment cases and 353 control cases in the full analytic sample.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

Table A.15. Impact on Goals Include Working and Earning Enough to Stop Receiving Social Security Benefits for Additional Subgroups (percentages)

	Treatment Group						
	Observed Mean	Estimated Mean w/o YTDP	Impact		P-Value	Treatment Group Size	Control Group Size
Enrollment Cohort							
Enrolled by September 2007	66.7	71.2	-4.5		0.32	224	183
Enrolled after September 2007	70.1	77.1	-7.0		0.23	136	111
(p-value of difference in impacts)					(0.70)		
Time Between Baseline Survey and Consent							
No more than 28 days	66.5	78.9	-12.5	**	0.01	178	159
More than 28 days	69.5	66.7	2.8		0.61	182	135
(p-value of difference in impacts)				**	(0.03)		
Duration on SSA Benefits							
No more than 9 years	69.7	75.3	-5.6		0.25	184	159
More than 9 years	66.1	71.3	-5.2		0.32	176	135
(p-value of difference in impacts)					(0.92)		
Primary Disabling Condition							
Physical disability (including speech, hearing, and visual)	72.9	75.9	-3.0		0.63	107	84
Mental illness, cognitive/ developmental, and learning disability	65.1	73.3	-8.2	*	0.07	236	198
(p-value of difference in impacts)					(0.27)		
Mother's High School Completion							
Completed high school	69.9	75.9	-5.9		0.26	162	128
Did not complete high school	66.1	72.6	-6.5		0.21	187	161
(p-value of difference in impacts)					(0.98)		
Time Between Random Assignment and Follow-Up Survey							
Completed survey by the end of 13th month	68.0	74.6	-6.6		0.18	196	149
Completed survey after 13th month	68.0	72.5	-4.5		0.40	164	145
(p-value of difference in impacts)					(0.76)		

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates (see Chapter II, Section A.4). We measured explanatory variables in the regression model before random assignment, using data from the study's baseline survey and SSA administrative records. We calculated all statistics by using sample weights to account for interview non-response. Data on the outcome measure were available for 360 of the 436 treatment cases and 294 of the 353 control cases in the analytic sample. Survey item non-response may have resulted in smaller sample sizes for specific sets of subgroups, as indicated in the table.

*/**/***Impact estimate is significantly different from zero at the .10/.05/.01 level using a two-tailed t-test.

H. Additional Self-Efficacy Outcomes

In Chapter VIII, we reported that the YTDP did not have statistically significant impacts on either the internal or external locus of control. We created these composite measures from a series of questions in the follow-up survey. The self-efficacy measures are based on a battery of 12 questions that includes the Pearlin Mastery Scale (Pearlin and Schooler 1978). We selected one of these questions, on goals for future work and earnings, as the primary outcome in this domain because of its relevance to the YTD initiative. We used factor analysis to determine that the remaining 11 questions could be aggregated into two factors based on the high degree of correlation of the measures within the two groupings. After examining the concepts in each group of questions, we labeled the first group "internal locus of control" and the second group "external locus of control."[146]

It is preferable to use the two composite outcomes instead of estimating impacts separately for each question because the questions are meant to assess the same underlying concept (self-efficacy) and the responses are highly correlated within two factors. The composite measures have lower random variation than the separate measures, and the approach addresses the multiple comparisons problem (Chapter II). Specifically, with 11 outcomes, we would expect to find one statistically significant impact because of random variation even if the YTDP had no impact on self-efficacy.

In this evaluation, the internal locus of control reflects whether youth believe their life outcomes result primarily from their own behaviors and actions. Our measure of the internal locus of control is an index based on the degree to which youth agreed with the following five statements:

- What happens to you in the future mostly depends on you.
- You can do just about anything you really set your mind to.
- You tell other people how you feel when they upset you or hurt your feelings.
- You know how to get the information you need.
- You have a good sense of the path you want to take in life and the steps to get there.

The index for the internal locus of control runs from 1 to 4, with 1 signaling strong disagreement with the statements and 4 signaling strong agreement. The average value of this index for treatment group youth is 3.3, and we estimated that, in the absence of the YTDP, the average would have been the same.

The external locus of control reflects the degree to which youth believe that others, fate, or chance primarily determine their life outcomes. Our measure of the external locus of control is an index based on the degree to which youth agreed with the following six statements:

- You have little control over the things that happen to you.
- There is really no way you can solve some of the problems you have.
- There is little you can do to change many of the things in your life.

[146] The factor analysis showed that the questions in each group had a high degree of correlation, so it is appropriate to combine the separate questions in a single measure for each group. Furthermore, the results of the factor analysis are consistent with grouping the questions conceptually, based on whether they affirm or suggest a lack of self-efficacy.

- You often feel helpless in dealing with the problems of life.
- Sometimes you feel like you are being pushed around in life.
- Your job opportunities will be limited by discrimination because of your gender, race, or disability.

This index also runs from 1 to 4, with 1 signaling strong agreement with the statements and 4 signaling strong disagreement. The average value of this index for the external locus of control for treatment group youth is 2.7. We estimated that these youth would have had essentially the same average value of this index even if they had not been given the opportunity to participate in the YTDP.

As a robustness check for the findings from the two composite measures, we also estimated the impact estimates for each question separately. Consistent with the findings for the composite outcomes, we found no statistically significant impacts for any of the 11 questions (Table A.16).

Table A.16. Self-Efficacy (percentages)

	Treatment Group			
	Observed Mean	Estimated Mean w/o YTDP	Impact	P-Value
Supplementary Outcomes				
Internal Locus of Control				
What happens to you in the future mostly depends on you				0.97
Agree a lot	70.5	70.3	0.2	
Agree a little	15.3	14.3	1.0	
Disagree a little	8.4	9.3	-0.9	
Disagree a lot	5.8	6.1	-0.3	
You can do just about anything you really set your mind to				0.20
Agree a lot	77.0	71.7	5.3	
Agree a little	11.2	16.6	-5.4	
Disagree a little	5.5	6.4	-0.9	
Disagree a lot	6.4	5.3	1.1	
You tell other people how you feel when they upset you or hurt your feelings				0.76
Agree a lot	49.4	49.5	-0.2	
Agree a little	19.5	20.9	-1.4	
Disagree a little	10.3	11.7	-1.4	
Disagree a lot	20.8	17.9	2.9	
You know how to get the information you need				0.85
Agree a lot	49.1	47.3	1.7	
Agree a little	26.0	28.8	-2.9	
Disagree a little	15.1	13.7	1.4	
Disagree a lot	9.9	10.1	-0.2	
You have a good sense of the path you want to take in life and the steps to get there				0.96
Agree a lot	61.4	61.1	0.4	
Agree a little	24.1	24.9	-0.8	
Disagree a little	7.9	8.4	-0.5	
Disagree a lot	6.5	5.6	0.9	
External Locus of Control				
You have little control over the things that happen to you				0.38
Agree a lot	16.9	20.4	-3.5	
Agree a little	27.5	29.2	-1.8	
Disagree a little	25.1	25.5	-0.4	
Disagree a lot	30.5	24.9	5.6	
There is really no way you can solve some of the problems you have				0.56
Agree a lot	20.2	17.4	2.8	
Agree a little	23.7	22.0	1.7	
Disagree a little	23.0	22.3	0.6	
Disagree a lot	33.1	38.2	-5.1	
There is little you can do to change many of the important things in your life				0.43
Agree a lot	33.8	32.0	1.7	
Agree a little	22.2	18.4	3.7	
Disagree a little	15.8	19.6	-3.8	
Disagree a lot	28.3	29.9	-1.7	

	Treatment Group			
	Observed Mean	Estimated Mean w/o YTDP	Impact	P-Value
You often feel helpless in dealing with the problems of life				0.55
Agree a lot	21.1	16.7	4.4	
Agree a little	21.7	23.9	-2.2	
Disagree a little	20.8	22.1	-1.3	
Disagree a lot	36.5	37.4	-0.9	
Sometimes you feel like you are being pushed around in life				0.19
Agree a lot	21.1	24.8	-3.7	
Agree a little	21.2	15.6	5.7	
Disagree a little	21.5	19.8	1.7	
Disagree a lot	36.1	39.9	-3.7	
Your job opportunities will be limited by discrimination because of your gender, race, or disability				1.00
Agree a lot	20.9	20.7	0.2	
Agree a little	19.0	19.1	0.0	
Disagree a little	20.2	20.3	-0.1	
Disagree a lot	39.9	39.9	0.0	

Source: YTD 12-month follow-up survey.

Notes: The sample includes all youth who completed the 12-month follow-up survey. The table reports observed means or percentages for the treatment group, estimates of what the treatment group means or percentages would have been in the absence of the YTDP, and regression-adjusted impact estimates. We measured explanatory variables in the regression model before random assignment, using data from the study's baseline survey and SSA administrative records. We calculated all statistics with sample weights to account for interview non-response. The analytic sample includes 436 treatment group youth and 353 control group youth. For the outcomes in this table, survey item non-response resulted in smaller sample sizes that varied by a few observations across outcomes: 367 to 373 treatment group youth and 297 to 301 control group youth.

None of the estimated impacts are significantly different from zero at the .10 level.

APPENDIX B

SUPPORTING TABLES FOR CHAPTER III

Table B.1. Receipt of Case Management/Support Services and Referrals (percentages, unless otherwise noted)

	YTDP Participants
Ever Received Service	
Any case management or support services	99.5
Type of case management or support service	
General check-in	98.5
Other	38.2
Family support	20.2
Benefits programs (non-SSA)	8.5
Mental health	2.1
Housing	1.3
Life skills	1.0
Timing of Service Use	
Number of days between enrollment and first service contact	
Distribution of days	
0	1.6
1-30	34.8
31-90	44.7
91-180	17.4
181 or more	1.6
Average (days)	54.8
Median (days)	46.0
First contact occurred within 30 days	36.4
First contact occurred within 180 days	98.4
Intensity of Service Use	
Number of contacts per participant	
Distribution of contacts	
0	0.0
1-5	14.8
6-10	19.5
11-15	24.7
16-20	22.6
20 or more	18.4
Average (contacts)	13.8
Median (contacts)	14
Hours of services per participant	
Distribution of hours	
0	0.0
Less than 1	24.4
1 to less than 2	29.9
2 to less than 4	32.2
4 or more	13.5
Average (hours)	2.2
Median (hours)	1.8

Table B.1. (continued)

	YTDP Participants
Minutes of services per contact	
Average (minutes)	9.4
Median (minutes)	5.0
Percent of contacts lasting longer than 30 minutes	1.6
Referrals to Other Service Providers	
Any referral	82.2
Type of referral	
Education and trainings services	70.9
Developmental Disability Services	34.3
Transportation services	19.5
Social Services	17.7
State vocational rehabilitation services	13.0
One-Stop/Workforce Center	1.6
Housing Services	0.3
Community rehabilitation providers	0.3
Respite/day providers	0.3
Legal services	0.3
Other	15.6
Sample Size	**387**

Source: The YTDP ETO management information system.

Notes: We excluded service contacts of less than two minutes from this analysis. The sample size for the results in the section "ever received service" is 387. The sample size for other results is 385, which is the number of sample members who received any case management services.

Table B.2. Receipt of Benefits Planning Services (percentages, unless otherwise noted)

	YTDP Participants
Ever Received Service	
Any benefits planning service	92.8
Type of benefits planning service	
Benefits overview	55.6
Benefits analysis and advisement	82.7
Benefits assessment	71.8
Any waiver or work incentive discussion	87.1
Additional waiver or work incentive discussions	
Additional discussions of YTD waivers (beyond general overview)[a]	59.9
Additional discussions of non-YTD SSA work incentives (beyond general overview)	21.4
Discussions of non-SSA benefits and work incentives (e.g., TANF and SNAP)	8.3
Other benefits planning service	27.4
Timing of Service Use	
Number of days between enrollment and first service contact	
Distribution of days	
0	40.1
1-30	7.0
31-90	32.3
91-180	9.7
181 or more	10.9
Average (days)	
Median (days)	
First contact occurred within 30 days	47.1
First contact occurred within 180 days	89.1
Intensity of Service Use	
Number of contacts per participant	
Distribution of contacts	
0	0.0
1-4	39.3
5-10	38.2
11-15	16.7
16 or more	5.9
Average (contacts)	7.0
Median (contacts)	6.0
Hours of services per participant	
Distribution of hours	
0	0.0
Less than 8	67.7
8 to less than 12	28.1
12 to less than 16	3.3
16 or more	0.8
Average (hours)	6.0
Median (hours)	6.1
Minutes of services per contact	
Average (minutes)	48.1
Median (minutes)	20.0
Percent of contacts lasting longer than 30 minutes	26.3
Sample Size	**387**

Source: The YTDP ETO management information system.

Notes: We excluded service contacts of less than two minutes from this analysis. The sample size for the results in the section "ever received service" is 387. The sample size for other results is 359 which is the number of sample members who received any benefits planning services.

[a]"Additional discussions of YTD waivers" includes only focused discussions of specific individual waivers or of all five of the waivers. It does not include general discussions that may have taken place during an enrollment meeting or a benefits assessment. See Table B.3 for details on additional waiver discussions.

Table B.3. Receipt of Additional Discussions About the SSA Waivers for YTD (percentages, unless otherwise noted)

	YTDP Participants
Ever Received Service	
Additional discussions of the SSA waivers for YTD (beyond general overview)[a]	59.9
Type of additional YTD waiver discussions	
EIE (earned income exclusion)	45.7
IDA (individual development account)	42.4
PASS (plan for achieving self-support)	43.4
CDR (continuing disability review)	57.9
SEIE (student earned income exclusion)	44.4
Timing of Service Use	
Number of days between enrollment and first service contact	
Distribution of days	
0	60.8
1-30	3.9
31-90	21.1
91-180	7.3
More than 181	6.9
Average (days)	37.9
Median (days)	0.0
First contact occurred within 30 days	64.7
First contact occurred within 180 days	93.1
Intensity of Service Use	
Number of contacts per participant	
Distribution of contacts	
0	0.0
1-5	28.4
6-10	42.7
11-15	20.7
15 or more	8.2
Average (contacts)	8.5
Median (contacts)	8.0
Sample Size	**387**

Source: The YTDP ETO management information system.

Notes: Discussions of the SSA waivers for YTD were recorded in ETO without time measurements, so the hours of services per participants and the minutes of services per contact could not be calculated. We excluded service contacts of less than two minutes from this analysis. The sample size for results in the section "ever received service" is 387. The sample size for other results is 232, which is the number of sample members who received any additional waiver discussions.

[a]"Additional discussions of the SSA waivers for YTD" includes only focused discussions of specific individual waivers or of all five waivers. It does not include general discussions of the waivers that may have taken place during an enrollment meeting or a benefits assesement.

Table B.4. Receipt of Employment- Related Services (percentages, unless otherwise noted)

	YTDP Participants
Ever Received Service	
Any employment-related service	91.7
Type of employment-related service	
Career exploration and job search	72.9
Direct employment services	73.1
Summer employment	49.4
Other	46.3
Timing of Service Use	
Number of days between enrollment and first service contact	
Distribution of days	
1 to 30	0.8
31 to 90	5.6
91 to 180	38.9
181 or more	54.6
Average (days)	184.9
Median (days)	184.0
First contact occurred within 30 days	0.8
First contact occurred within 180 days	45.4
Intensity of Service Use	
Number of contacts per participant	
Distribution of contacts	
0	0.0
1-8	41.1
9-10	9.3
11-15	20.8
16-20	16.3
21 or more	12.4
Average (contacts)	11.2
Median (contacts)	10.0
Hours of services per participant	
Distribution of hours	
0	0.0
Less than 21	49.9
21 to less than 27	14.9
27 to less than 31	10.1
31 to less than 36	9.6
36 to less than 45	10.4
45 or more	5.1
Average (hours)	20.7
Median (hours)	20.2
Minutes of services per contact	
Average (minutes)	102.3
Median (minutes)	60.0
Percent of contacts lasting longer than 30 minutes	62.0
Sample Size	**387**

Source: The YTDP ETO management information system.

Notes: We excluded service contacts of less than two minutes from this analysis. The sample size for results in the section "ever received service" is 387. The sample size for other results, except those pertaining to second contacts, is 355 which is the number of sample members who received any employment services.
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Table B.5. Receipt of Education- Related Services (percentages, unless otherwise noted)

	YTDP Participants
Ever Received Service	
Any education-related service	71.3
Type of education-related service	
Academic testing	37.5
Assistance with accommodations or student support services	23.5
Education counseling or academic advisement	19.1
Retention activities	9.0
Registration or enrollment assistance	7.2
Preparing for or attending IEP or transition meetings	1.6
Other	48.1
Enrolled in New Education Program Since Random Assignment	19.9
Timing of Service Use	
Number of days between enrollment and first service contact	
Distribution of days	
0	0.7
1-30	1.4
31-90	24.6
91-180	32.6
181 or more	40.6
Average (days)	152.6
Median (days)	145.5
First contact occurred within 30 days	2.2
First contact occurred within 180 days	59.4
Intensity of Service Use	
Number of contacts per participant	
Distribution of contacts	
0	0.0
1	35.1
2	26.1
3-4	18.1
5-10	10.9
10 or more	9.8
Average (contacts)	4.2
Median (contacts)	2.0
Hours of services per participant	
Distribution of hours	
0	0.0
Less than 1	13.4
1 to less than 2	46.4
2 to less than 7	29.7
7 or more	10.5
Average (hours)	3.4
Median (hours)	1.3
Minutes of services per contact	
Average (minutes)	44.0
Median (minutes)	40.0
Percent of contacts lasting longer than 30 minutes	50.4
Sample Size	**387**

Source: The YTDP ETO management information system.

Notes: We excluded service contacts of less than two minutes from this analysis. The sample size for results in the sections "ever received service" and "enrolled in new education program since random assignment" is 387. The sample size for other results is 276, which is the number of sample members who received any education services.

Table B.6. Receipt of Person- Centered Planning Services (percentages, unless otherwise noted)

	YTDP Participants
Ever Received Service	
Any services resulting in a person-centered plan	61.8
Services resulting in multiple person-centered plans	20.9
Timing of Service Use	
Number of days between enrollment and first service contact	
Distribution of days	
0	0.4
1 - 90	2.5
91 - 180	55.6
181 or more	41.4
Average (days)	174.8
Median (days)	168.0
First contact occurred within 30 days	0.4
First contact occurred within 180 days	58.6
Intensity of Service Use	
Number of contacts	
Distribution of contacts	
0	0.0
1	66.1
2	33.5
3 or more	0.4
Average (contacts)	1.3
Median (contacts)	1.0
Hours of services per participant	
Distribution of hours	
0	0.0
Less than 1	6.3
1 to less than 2	60.3
2 to less than 3	25.1
3 or more	8.4
Average (hours)	2.1
Median (hours)	2.0
Minutes of services per contact	
Average (minutes)	91.6
Median (minutes)	90.0
Percent of contacts lasting longer than 30 minutes	98.4
Sample Size	**387**

Source: The YTDP ETO management information system.

Notes: We excluded service contacts of less than two minutes and those made on the day of enrollment from this analysis. The sample size for results in the section "ever received service" is 387. The sample size for other results is 239, which is the number of sample members who received any person-centered planning services.

Table B.7. Enrollment Contacts, by Mode (percentages)

	All Enrollment Contacts
Mode of Contact (all contacts)	
Face-to-face	17.5
Phone	55.2
Mail	24.9
Other	2.5
Location of Contacts (face- to- face contacts only)	
In youth's home	14.2
Not in youth's home	85.8
Distribution of Total Enrollment Contact Time, by Mode of Contact	
Face-to-face	52.5
Mail	19.5
Phone	26.2
Other	1.7
Sample Size	**5,042**

Source: The YTDP ETO management information system.

APPENDIX C

THE SSA WAIVERS FOR YTD

An important element of YTD is the modification of selected SSA program rules for project participants. These modifications, or waivers, have been designed to encourage and reward the efforts of youth to begin working, increase their earnings, or continue their education.

Student Earned Income Exclusion (SEIE). Under the SEIE, Social Security disregards up to $1,460 per month of a student's earnings, subject to a cap of $5,910 for the year (in 2006—the monthly and yearly amounts are adjusted for inflation each year.) Normally, the SEIE applies only to students who are age 21 or younger. For YTD participants, the SEIE applies regardless of age. As long as a YTD participant regularly attends school, he or she is eligible for the SEIE.

Earned Income Exclusion (EIE). For all SSI recipients who work, Social Security disregards $65 plus half of any earnings over that amount when it determines eligibility for SSI. For YTD participants, Social Security disregards $65 plus three-fourths of any additional earnings. This waiver allows YTD participants to keep more of their SSI benefits when they work. (The EIE is applied to earnings in addition to all other applicable exclusions, including the SEIE.)

Plan for Achieving Self-Support (PASS). Normally, a PASS must specify a particular employment or self-employment goal, list the steps that will be taken to achieve the goal, and identify the income and/or assets (other than SSI benefits) that will be used to meet the plan's expenses. YTD participants may specify postsecondary education or career exploration as the goal of a PASS.

If Social Security approves a PASS, it disregards the funds used to pursue the plan when it determines eligibility for SSI. Such funds may include, for example wages, SSDI benefits, childhood disability benefits, or deemed parental income. If the individual is eligible for SSI without the PASS, SSI benefits replace all of the funds used for PASS expenses. If the PASS creates eligibility for SSI (which generally conveys eligibility for Medicaid, as well), SSI benefits replace part of the funds used for PASS expenses.

Individual Development Accounts (IDAs). This waiver expands the options for YTD participants to acquire certain kinds of assets. IDAs are trust-like savings accounts. For each dollar of earnings the account holder deposits, a participating nonprofit organization sets aside a matching contribution of 50 cents to four dollars (the average is one dollar). In IDA programs that involve federal funds, a federal match also is set aside. Federally funded IDAs must be used to help buy a home, pay for postsecondary education, or start a small business. All IDA participants undergo financial literacy training.

Under current rules, Social Security deducts account-holder deposits from countable earned income and disregards matching deposits, IDA account balances, and any interest earned by the account when determining SSI eligibility for someone who has a federally funded IDA. For YTD participants, these disregards also apply to IDAs that do not involve federal funds, including those that may be used for purposes other than the purchase of a home, postsecondary education, or a business startup. The IDA may be part of an existing state or local program, or a program established by a YTD project for its participants.

Continuing Disability Review (CDR) or Age-18 Medical Redetermination. YTD participants will receive coverage under Section 301 that will allow for continued benefit eligibility throughout the project, regardless of the outcome of a continuing disability review (CDR) or age-18 medical redetermination. Under existing SSA rules, a CDR is scheduled to determine whether there has been an improvement in a disabling condition. Moreover, when an SSI recipient turns 18, there is a medical redetermination in which the SSI recipient must meet the adult criteria for disability. While this coverage does not eliminate these reviews, YTD participants who are determined ineligible for benefits for medical reasons can continue to receive SSI benefit payments under Section 301.

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