

DEVELOPING A YOUNG ADULT WORKFORCE PARTNERSHIP ON STATEN ISLAND

A JobsFirstNYC Working Paper



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About JobsFirstNYC

JobsFirstNYC is a neutral intermediary and a champion for the workforce needs of out-of-school, out-of-work young adults in New York City. Our mission is to improve the system for young adults by bringing together—effectively and efficiently—all available community, corporate, private, and public resources to accelerate the connection of out-of-school, out-of-work young adults with the economic life of New York City.

FOREWORD

When developing our strategic plan in 2012, JobsFirstNYC made a commitment to intentionally document the progress of our new projects as we work to positively affect out-of-school and out-of-work young adults in New York City. In service to our mission, we endeavor to support and strengthen the workforce development field and to share our effective practices, data and research, and systems-level work. This and other working papers, as well as our *Innovations in the Field* series, are among the ways we document the development and implementation of our initiatives. We believe that place-based partnership strategies are among the most promising approaches for improving the situation of jobseekers and employers alike.

This working paper chronicles the design and implementation of an unprecedented young adult workforce partnership on Staten Island. The effort, which was carried out with careful consideration of current and projected market demand and economic development, is aimed at creating thousands of job opportunities for out-of-school and out-of-work young adults on Staten Island. Known as the Youth Workforce Initiative of Staten Island, or Youth WINS, it is the first formal partnership in the borough to articulate a systemic goal of reducing the overall population of out-of-school and out-of-work 18- to 24-year-olds on Staten Island.

Like many of JobsFirstNYC's innovative efforts, the genesis of this partnership was not ours. Though our preexisting workforce models—such as the Lower East Side Employment Network—influenced the impetus for this work, credit for beginning this process is due to the leadership of The Staten Island Foundation. Upon seeing the results that we published regarding the North Shore neighborhoods of Staten Island in our *Unleashing the Economic Power of the 35%* report in 2014, the Foundation asked us to conduct a situational analysis and to offer subsequent recommendations for reducing the number of young people disconnected from school and work on Staten Island. However, it is the organizational partners themselves—which are described in this paper—that have successfully built a mechanism for addressing young adult disconnection.

This paper describes our collaboration with The Staten Island Foundation and other organizations to develop Youth WINS. We will keep the field abreast of the results and impacts of the partnership's work. We welcome your thoughts and questions about this initiative, and we hope that you find it helpful for your own practice.

INTRODUCTION

Long-term changes in the US economy—and more recently, the impact of the Great Recession of 2008—have disproportionately affected young people. Today, about 5.5 million 18- to 24-year-olds in the United States are out of school and not working.¹ According to the Center on Education and the Workforce, the overall labor force participation rate among young adults has been declining for more than two decades and is now the same as it was in 1972.²

New York City's 18- to 24-year-old population has grown nearly 10 percent in the past decade, yet there are 8 percent fewer young people employed, driven partially by a larger percentage of young people in school. While significant progress has been made in raising high school graduation rates (which climbed from 46.5 percent in 2005 to 70.5 percent in 2015³), only 42.6 percent of high school graduates in the city meet career and college readiness standards based on New York State's aspirational performance measures.⁴ High school graduation rates are also notably lower in low-income neighborhoods.

Currently, an estimated 172,000 young adults aged 18–24 are out of school and out of work in New York City.⁵ Despite the city's greater focus on workforce services, the existing set of local services for young adults is insufficient, particularly in low-income areas. New York City's current workforce development plan, documented in *Career Pathways: One City Working Together*,⁶ does not adequately address the out-of-school, out-of-work young adult population or the lack of services in many parts of the city. As the Annie E. Casey Foundation outlines in its 2012 *Kids Count* report,⁷ young people need multiple and flexible pathways to achieve credentials, employment, and economic success—pathways that combine work experience, education, training, employer engagement, and social supports.

The most promising approach for addressing the challenge of young adult unemployment in New York City is a collaborative structure that caters to both the workforce and employers by building and maintaining better pipelines into the workforce. Support for this approach is described in a McKinsey Global Institute report that states, "Instead of leaving it to government to transform education and training systems to meet their

needs, more companies will make the strategic decision to take a direct role in creating the skilled workforces and talent pipelines they need.”⁸ The key to successfully implementing such an approach is an effective intermediary that brings key players together as they develop strategies to deliver better outcomes.⁹

Over the past ten years, JobsFirstNYC has addressed this need among 18- to 24-year-old out-of-school and out-of-work young adults. As a neutral intermediary, we work to eliminate the gap between young adult jobseekers and employers. We accomplish this through collaborative initiatives that (1) identify specific problems faced by young people in the labor market and (2) implement strategies to help these young people reach their full economic potential. Our current initiatives that follow this model include the Young Adult Sectoral Employment Project,^a the Lower East Side Employment Network,^b and the Bronx Opportunity Network.^c We are currently exploring opportunities to develop similar initiatives in other neighborhoods with high rates of out-of-school, out-of-work young adults. The first of these initiatives, detailed in this working paper, is the partnership on Staten Island, Youth WINS.

STATEN ISLAND OVERVIEW

Staten Island has an estimated 468,730 residents,¹⁰ making it the least populous of New York City’s five boroughs. The island consists of three defined areas: the North Shore (Community District 1), Mid-Island, which is sometimes divided into the East and West Shores (Community District 2), and South Shore (Community District 3). It is the only borough with a non-Hispanic white majority (64 percent); the remaining demographic makeup is 17.3 percent Hispanic/Latino, 10.4 percent black, and 7.5 percent Asian. There are more than 9,000 businesses on Staten Island, and like New York City as a whole, the borough has a high concentration of jobs in the healthcare and social assistance subsectors.¹¹

This paper focuses on the education and employment conditions among Staten Island’s young adults aged 18–24, who comprise over 45,600 people, or nearly 10 percent of the island’s population. Of this group, nearly 20,000 (43 percent) live in the North Shore, an area north of the Staten Island Expressway (a portion of Interstate 278) that includes the neighborhoods of Mariners Harbor, Port Richmond, West Brighton, New Brighton, St. George, Tompkinsville, Stapleton, Clifton, and Rosebank. The North Shore has a markedly higher poverty rate than that of Mid-Island and South Shore¹² and is home to large populations of black and Latino residents—34.5 percent of North Shore residents are Latino, and 23.6 percent are black.¹³ Moreover, the North Shore—particularly the St. George, Tompkinsville, Clifton, and Stapleton neighborhoods—has the highest concentration of the island’s out-of-school and out-of-work young adults. High school graduation rates for public schools in North Shore neighborhoods are as low as 62 percent, well below the citywide average of 70.5 percent, while schools in Mid-Island and the South Shore have rates as high as 100 percent (Staten Island Tech located in the Mid-Island neighborhood of New Dorp).¹⁴

Though Staten Island has lower overall unemployment rates and higher median incomes than most of New York City, these economic indicators vary greatly by neighborhood, with wealthier neighborhoods in the South Shore and Mid-Island skewing much of the data. The disparities in educational attainment, employment, and income levels between young adults in wealthy Staten Island neighborhoods and their low-income counterparts in the North Shore are alarming. Moreover, when compared to the other four New York City boroughs, the entire island—often called “the forgotten borough”—suffers from a lack of viable public transportation, low levels of public investment, and a scarcity of high-quality jobs.¹⁵ Moreover, Staten Island has very few large employers—businesses with fewer than five employees account for two thirds of the borough’s businesses overall.¹⁶ This makes it particularly difficult for low-income young adults, who generally cannot afford the commute to other areas of the city, to find work in their communities.

^a The Young Adult Sectoral Employment Project is the first effort of its kind nationally to create effective, employer-driven programs by using a sectoral approach to improving employment outcomes for young adults.

^b The Lower East Side Employment Network is an innovative collaboration of eight workforce development agencies that strives to efficiently meet business hiring demands by preparing and supporting candidates to succeed on the job.

^c The Bronx Opportunity Network is a collaborative effort of seven leading nonprofits in the Bronx focused on systemically supporting young people who would not otherwise go to or stay in college.

THE STATEN ISLAND FOUNDATION

The Staten Island Foundation is a long-time philanthropic partner of many local community-based organizations on the island, working since 1997 to improve the quality of life on Staten Island, especially for its least advantaged residents. In addition to its robust, results-driven grantmaking, the Foundation has been deeply engaged in collective impact efforts related to healthcare and education since 2011. Fueled by concerns about the high rates of out-of-school, out-of-work 18- to 24-year-olds on Staten Island, the Foundation sought the help of JobsFirstNYC to assess the education and employment conditions of these young adults. The Foundation also set out to examine the existing service capacity, resources, and promising practices available on Staten Island to develop a community-based, demand-driven strategy that could create successful education and employment pathways that lead to economic sustainability for young adults. In doing so, it asked JobsFirstNYC to assist with conducting a situational analysis and, upon its findings, work with The Foundation and other critical actors in the borough to create a mechanism that would expressly address the educational, training, and employment needs of out-of-school and out-of-work young adults. The efforts detailed in this working paper were completed in collaboration with The Staten Island Foundation, whose strong ties to community leaders and understanding of the borough's community-based organizations proved invaluable.

SCOPE OF WORK

The primary goal of JobsFirstNYC's research, analysis, and development work with The Staten Island Foundation was to inform the design of an employer-driven workforce partnership aimed at serving non-college-bound high school graduates and high school dropouts from low-income areas of Staten Island. The mission of this partnership, known as Youth WINS, is for all young adults on Staten Island to be meaningfully employed in order to become financially secure and economically mobile. The partnership's three-year goal is to reduce the number of out-of-school and out-of-work young adults borough-wide by 3 percent (approximately 550 young adults).

METHODOLOGY

We collected data through a series of meetings, focus groups, design labs, workgroup meetings, and other convenings, as well as through a quantitative data analysis. The quantitative data was collected by the Community Service Society of New York and the NYC Labor Market Information Service at the CUNY Graduate Center from three sources: the United States Census Bureau, the NYC Department of Education, and the New York State Department of Labor. The data was organized into supply-side data (data on young adults and workforce service providers) and demand-side data (data on economic and labor market trends and opportunities) using the NYC Labor Market Information Service's internal analysis of the Quarterly Census of Employment and Wages from the New York State Department of Labor for 2011–2015.

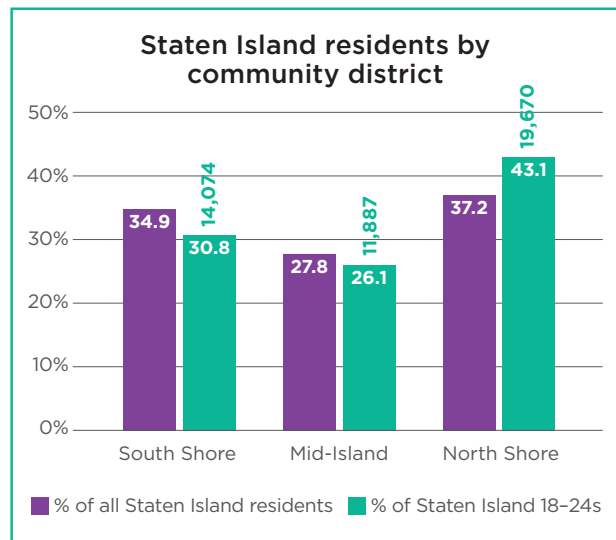
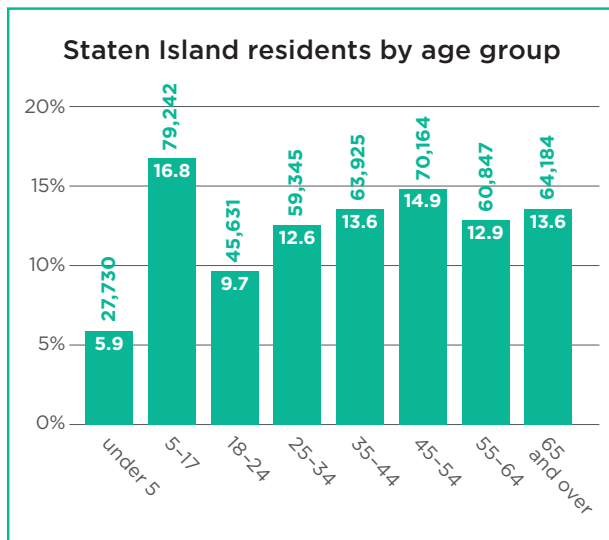
We conducted the supply-side analysis to understand the demographics of Staten Island's young adults and to locate potential labor force talent. We conducted the demand-side analysis to determine which industries employ young adults and to explore where there may be potential for career-track jobs. In our demand-side analysis, we gathered information on occupations and career tracks for young adults; identified sectors for job growth and sectors receptive to young adult workers; and identified economic development opportunities. We also conducted a focus group with local employers to gain insights into their experiences with young adults, and we worked with the Staten Island Chamber of Commerce to better understand how businesses and business organizations on the island are involved with younger workers and institutions serving young adults. In addition, we conducted analyses of public and private funding for workforce services on Staten Island and of the structure of the island's labor market, with an emphasis on the North Shore. This included gathering direct employer input and key labor market intelligence specific to occupations and jobs that may be appropriate for younger workers.

YOUNG ADULTS ON STATEN ISLAND

OVERALL DEMOGRAPHICS

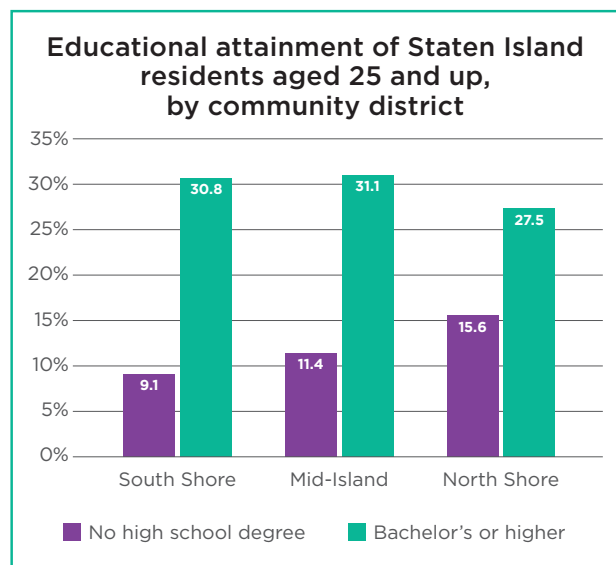
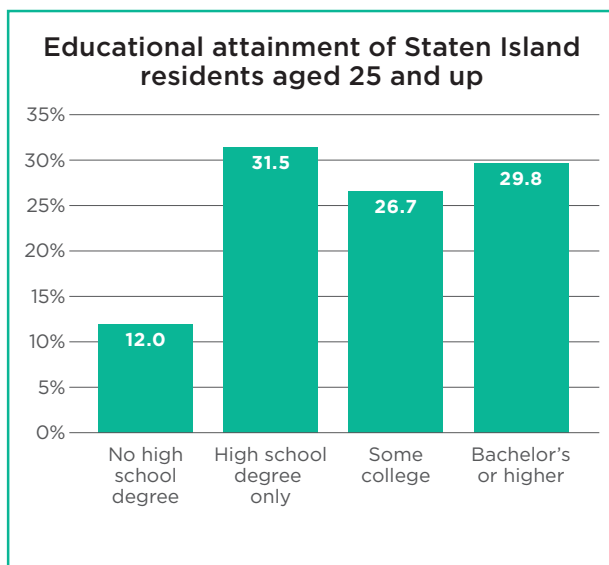
(all data is from January 2015)

Nearly one-third of Staten Island residents are 24 years of age or younger. This includes over 45,600—or nearly 10 percent—people between the ages of 18 and 24. This share of young people is roughly equal to that of other boroughs, with the exception of the Bronx, which has the highest share of young adults. Nearly 20,000—or 43 percent—of Staten Island’s 18- to 24-year-olds live in the North Shore, compared to 31 percent in the South Shore and 26 percent in Mid-Island.



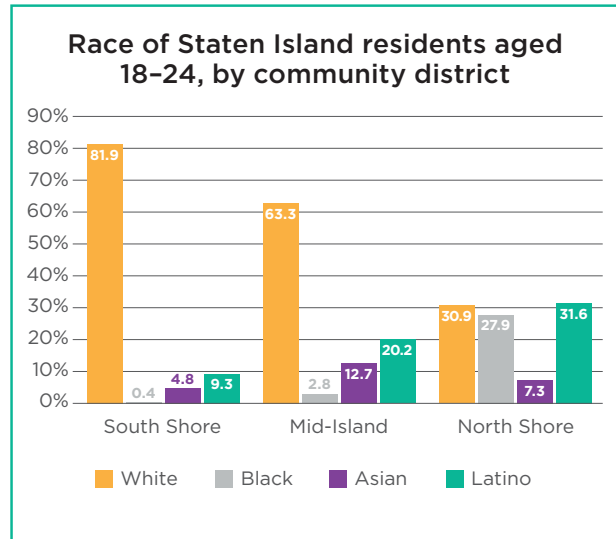
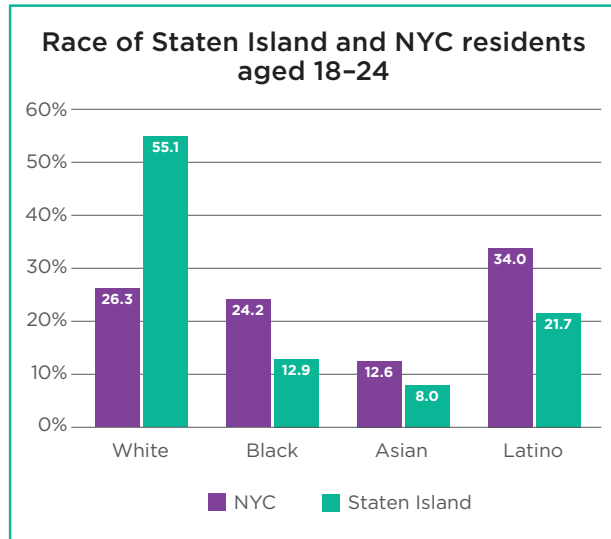
EDUCATION

More than half of Staten Island residents aged 25 and older have attended at least some college. Thirty percent have a bachelor’s degree or higher. Of all the city’s boroughs, Staten Island has a smaller share of residents who lack a high school diploma; however, it falls far below Manhattan in its share of residents with a bachelor’s degree or higher. Residents in the North Shore are less likely to have a high school degree compared to those in other Staten Island areas. However, they are still more likely to have completed high school than those in New York City as a whole. Also, Staten Island’s 18- to 24-year-olds have a higher rate of school attendance than their counterparts in the other boroughs (six out of ten are in school).



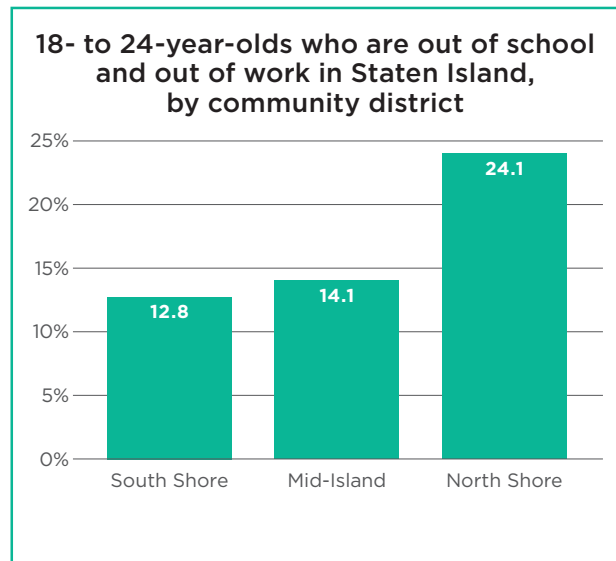
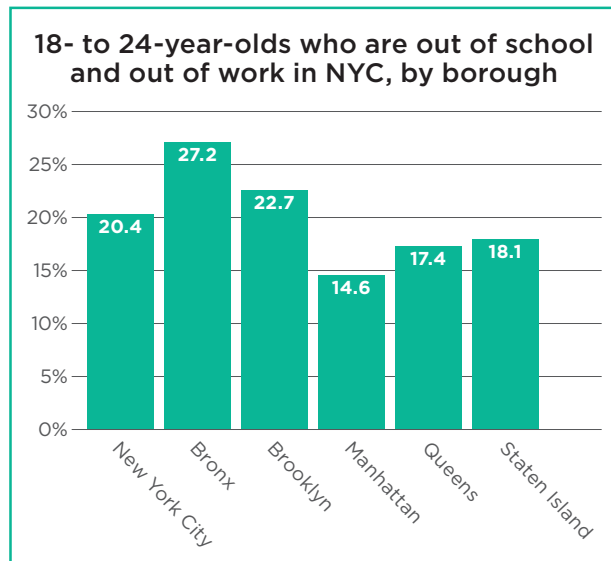
RACE AND ETHNICITY

Staten Island is predominantly white. Compared to the city as a whole, Staten Island's young adults are far more likely to be white and less likely to be black, Asian, or Latino. Over half (55 percent) of the island's young adults are white, compared to 21 and 24 percent who are black and Latino, respectively. In the South Shore, over 80 percent of young adults are white, as are nearly two-thirds in Mid-Island. The racial composition of the North Shore is closer to that of New York City as a whole, where white, black, and Latino young adults each make up about a third of the 18- to 24-year-old population. One-third of Staten Island's young adults have either Italian or Irish ancestry. There are also significant shares of Mexican and Puerto Rican young adults and smaller shares of Russian, Polish, Chinese, and Albanian young adults.

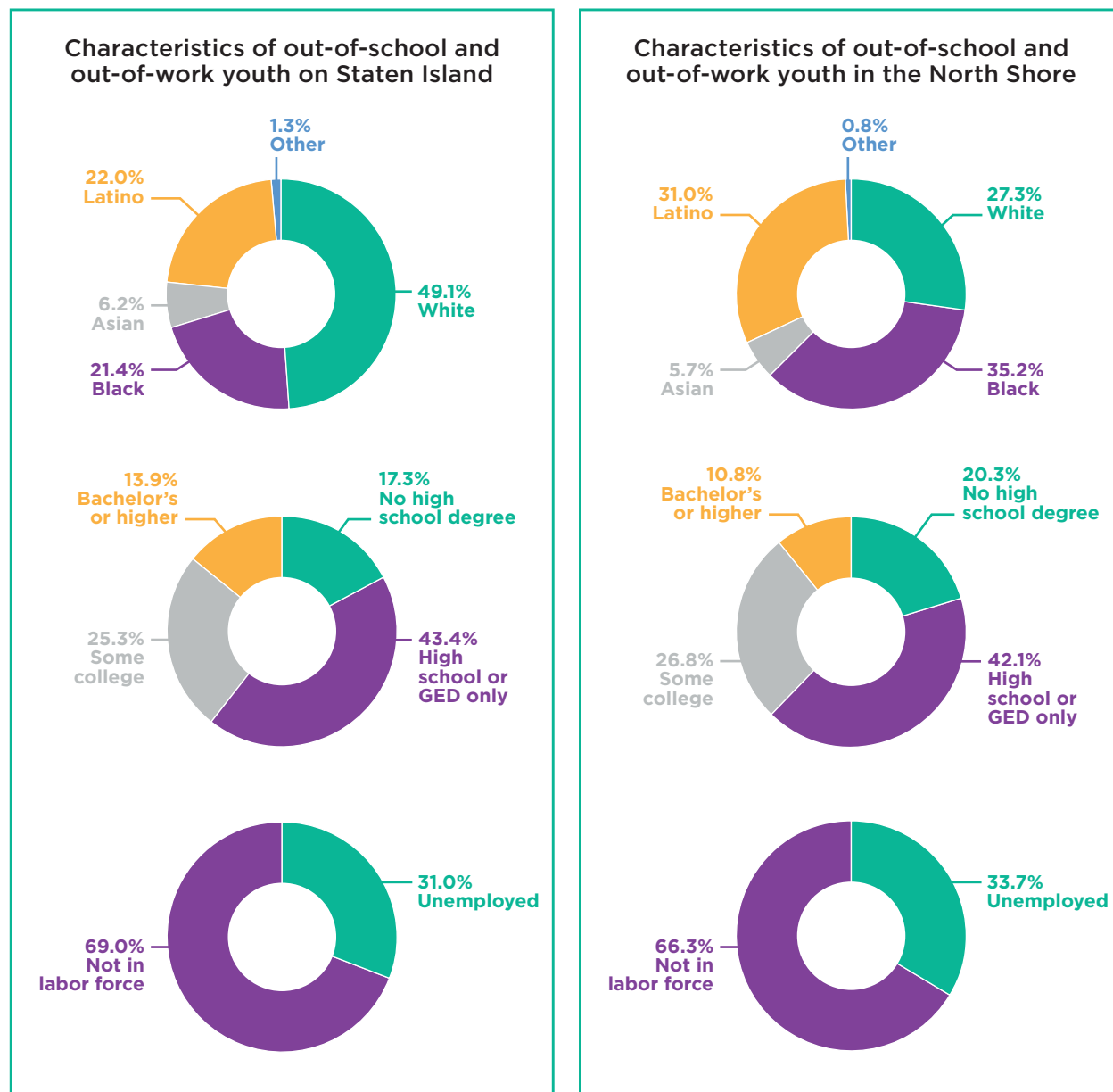


OUT OF SCHOOL AND OUT OF WORK

Nearly one in five 18- to 24-year-olds on Staten Island are out of school and out of work, close to the citywide rate. Residents in the North Shore are more likely to be out of school and out of work compared to other Staten Island areas and most of the other four boroughs. The North Shore has a higher rate of out-of-school, out-of-work young adults (just over 24 percent) than does any other borough except for the Bronx.

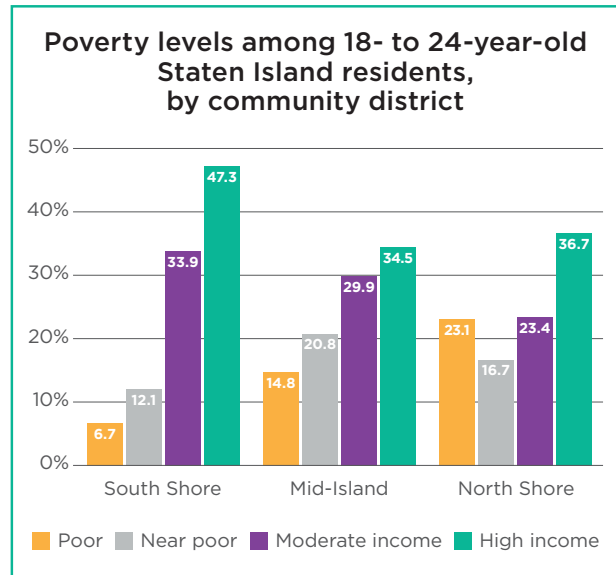
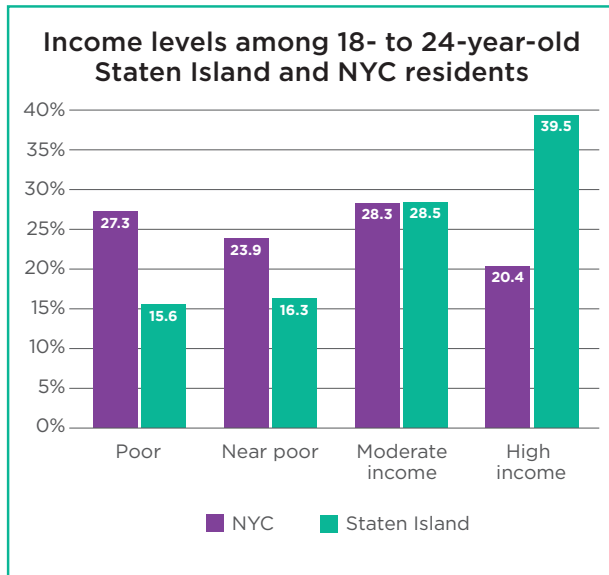


Nearly half of Staten Island's out-of-school, out-of-work 18- to 24-year-olds are white. Although blacks make up only 13 percent of all 18- to 24-year-olds on Staten Island, they represent 21 percent of its out-of-school, out-of-work young adults. Out-of-school, out-of-work 18- to 24-year-olds in the North Shore are much more likely to be black or Latino, in line with the city's overall young adult population. Rates of educational attainment and labor force status among North Shore residents are roughly similar to those among Staten Island's out-of-school, out-of-work 18- to 24-year-olds overall.



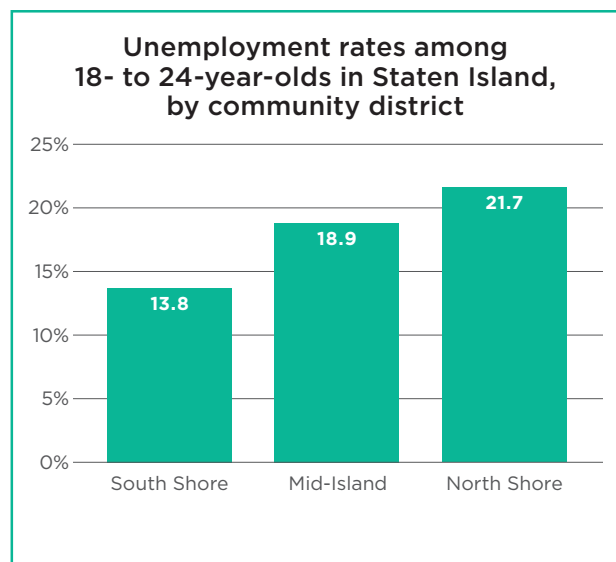
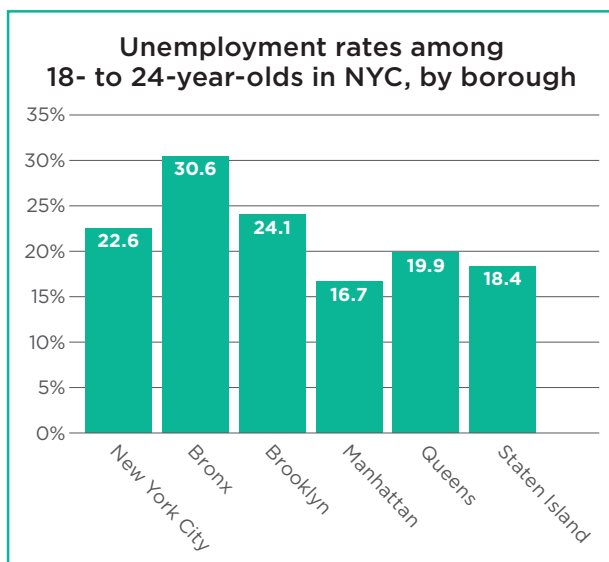
HOUSEHOLD INCOME AND POVERTY

Nearly one-third of Staten Island's young adults live at or near the poverty level, compared to over half of young adults in the city as a whole. Staten Island's young adults are far more likely to be in higher-income households than are young adults in the city overall. However, income levels vary among Staten Island's areas. Young adults in the North Shore are nearly 3.5 times more likely to live in poverty than are their counterparts in the South Shore. Only 7 percent of young adults in the South Shore live in poverty, compared to 23 percent in the North Shore.

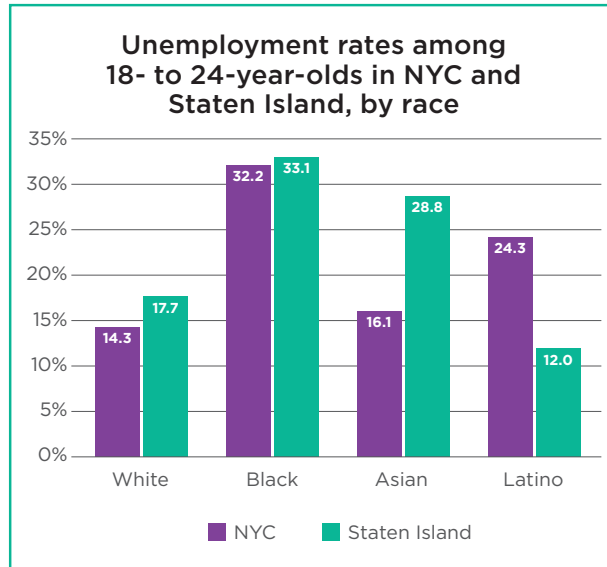


EMPLOYMENT

Nearly one out of five young people on Staten Island is unemployed. This rate is lower than that of any other borough except Manhattan. Residents in the North Shore are more likely to be unemployed compared to those in other Staten Island areas, where over 21 percent are unemployed.

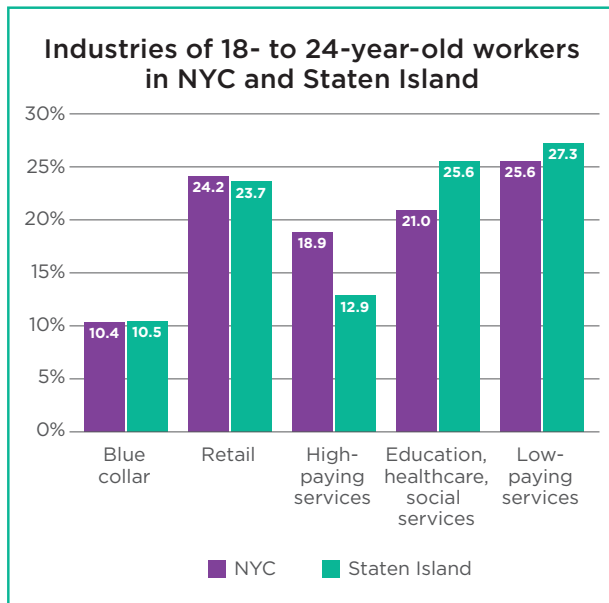


Blacks have the highest rate of unemployment on the island, at over 33 percent, which is higher than the citywide rate. For Asian young adults, the unemployment rate on Staten Island is much higher than it is citywide, and for Latino young adults, it is much lower. Compared to the city as a whole, young workers on Staten Island are less likely to work in high-paying occupations and more likely to work in education, healthcare, and social services.



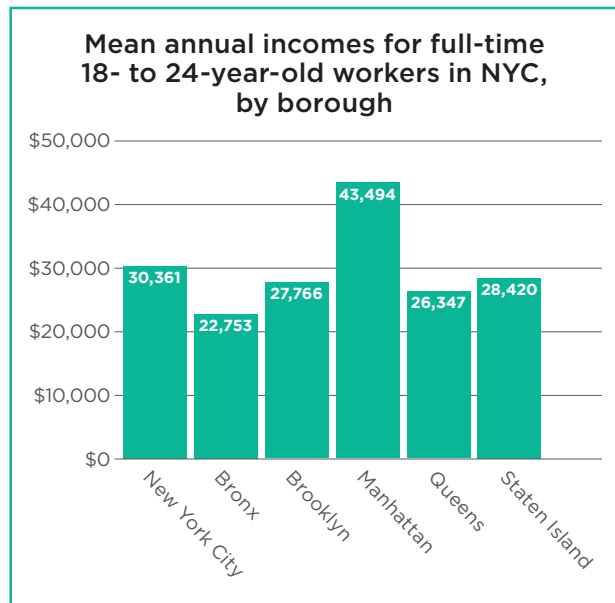
MOST COMMON INDUSTRIES FOR EMPLOYMENT

Most young adults on Staten Island work in education, healthcare, social services, and retail, similar to their counterparts across New York City.



INCOME

The mean salary on Staten Island for a full-time 18- to 24-year-old worker is higher than it is in any other borough except Manhattan. However, it is still \$15,000 less per year than in Manhattan and barely above Brooklyn and Queens.



SERVICE AND INDUSTRY CONDITIONS FOR YOUNG WORKERS ON STATEN ISLAND

JobsFirstNYC worked with The Staten Island Foundation to convene employers, community leaders, practitioners, and other stakeholders to better understand the education and employment conditions among young adults on the island. Community leaders and practitioners came together for a series of meetings throughout the first year of planning and development, and employers met for a focus group and informational session.

THE SERVICE PROVIDER CONVENING

JobsFirstNYC contacted more than 60 community-based organizations, schools, public agencies, and other institutions serving young adults on Staten Island (see appendix A). Representatives from these organizations gathered together to discuss the conditions on Staten Island and to explore their interest, capacity, and commitment to work collaboratively to find a solution for the borough's young adults. They also discussed whether there is a need—based on young people's current educational and employment conditions—to develop a young adult workforce initiative. Local experts presented demographic and employment data related to young adults on Staten Island, as well as workforce development funding and policy trends at the local, state, and federal levels.

These meetings served as a forum for Staten Island organizations to learn about one another's respective services, develop a better understanding of where services are available, and form relationships to collectively provide better service to their populations. These meetings were noteworthy in the sense that they marked the first formal gathering of young-adult-serving workforce providers to discuss the development of a plan of action to better serve young adults who are out of school and out of work.

Outcomes from the Service Provider Convening

Staten Island is underserved and underfunded.

- **Service/resource coordination:** There is a need for more services targeted toward young adults, better and more intentional coordination among these services, and a "no wrong door" approach to entry.
- **Employer connections:** Education and training providers must develop stronger connections to the business community in order to better understand the needs of employers and market demands.
- **Partnerships:** Strong partnerships should be created across service delivery systems, education, employment, and healthcare.
- **Transportation:** There is a need to improve transportation systems to increase young people's access to work and education.

Transportation challenges: The issue of unemployment due to the lack of readily available and accessible public transportation and the need for a broader discussion with public officials around improvements to the transit system is critical. Thoughtful and engaged discussions and brainstorming on this issue formed a substantial part of the early planning process, and JobsFirstNYC and The Staten Island Foundation will continue to work with the partnership to develop specific strategies to address this concern over time.

Staten Island suffers from limited public resources and limited private funding for education and training.

Staten Island lacks adequate funding opportunities. The public funding landscape has changed in recent years, and workforce funding has been cut significantly. For example:

- New York City's funding allocation under the Workforce Innovation and Opportunity Act declined from \$96.6 million in 2000 to \$65.3 million in 2016.
- New York City's youth funding under the Workforce Innovation and Opportunity Act declined from \$43.3 million in 2000 to \$24.5 million in 2015.¹⁷

- Of the 139 New York City Department of Youth and Community Development contracts for the City's main young adult workforce programs—Ladders for Leaders, Out-School-Youth Program (OSY), Summer Youth Employment Program (SYEP), Young Adult Internship Program (YAIP)—13 are on Staten Island.¹⁸

Although private workforce funding has increased notably in New York City, most of this funding is not directed toward Staten Island. According to the 2015 annual survey of private funding for workforce services conducted by the New York City Workforce Funders:

- Private funding increased from \$18.4 million in 2004 to \$71.7 million in 2015.
- Private funding for youth and young adults increased from \$4.8 million in 2004 to \$34.6 million in 2015.¹⁹

Moreover, in reviewing the results of the 2015 workforce funders survey, Bret Halverson, staff consultant for the New York City Workforce Funders, reported that with the exception of Staten Island-based foundations, Staten Island-based youth organizations have not shared in the very significant growth in private giving for youth and young adult workforce services.

According to the Online Foundation Directory (a product of the Foundation Center, a nonprofit that gathers and analyzes private foundation data), of the 1,569 grants made to New York City metro area programs for workforce, training, employment, and youth services in 2015, only nine were made to programs on Staten Island (five of which were made by The Staten Island Foundation). Grants made to Staten Island programs accounted for only 2.6% of the total dollars granted by private foundations to New York City programs in these grant areas.²⁰

Staten Island needs coordinated services for young adults.

The service provider meetings revealed a need to provide more coordinated services that offer young adults better access to educational and employment pathways. In particular, meeting participants identified four working groups to craft an inclusive strategy based on specific service needs:

1. **Customized training and education workgroup** to explore opportunities for building on-ramps to education and skills training and to identify market demands for training.
2. **Wrap-around services workgroup** to examine how to strengthen the current network and create seamless pathways of supportive services for young adults.
3. **Employer workgroup** to identify and engage with employers seeking to build their own talent pipelines and to educate employers on opportunities for hiring local, well-trained young adults.
4. **Community outreach workgroup** to locate and recruit out-of-school, out-of-work young adults who need the partnership's services and to grow the partnership by engaging additional local stakeholders.

These working groups have since been formed, and they include key representatives from community-based organizations, education and training providers, and employer organizations.

ECONOMIC DEVELOPMENT: STATEN ISLAND “RENAISSANCE” AND THE INFLUX OF DEVELOPMENT

In an effort to further evaluate employment conditions for young adults on Staten Island, the partnership's members worked with JobsFirstNYC and The Staten Island Foundation to identify economic development opportunities on the island. From the outset, the partners agreed on the need to take advantage of large development projects planned for the island. These projects will include opportunities in a variety of employment sectors, including construction, hospitality, management, retail, and technology. Examples of specific economic development opportunities on the horizon include the following^d:

- **Lighthouse Point—668 construction jobs and 374 permanent jobs.** Triangle Equities is developing a \$200 million mixed-use facility in St. George. The development will include 62,000 square feet of retail space, a restaurant and entertainment space, a 12-story residential building and 180-room hotel, a communal-style workspace, an urban beach, and a series of outdoor recreational areas.

^d All economic development project data was provided by the Staten Island Chamber of Commerce.

- **Broadway Stages—1,500 jobs within two years.** Located on 69 acres on Arthur Kill Road, this \$27 million development will tear down a former state prison to make way for a production facility for film, television, and music videos.
- **New York Wheel—350 construction jobs and 300 permanent jobs.** This 630-foot-tall observation wheel is a \$500 million project on the St. George waterfront that is expected to draw 3.5 million tourists each year and generate \$127 million in annual revenue.
- **Empire Outlets—800 construction jobs and 700 permanent jobs.** This multimillion-dollar project in St. George will include 340,000 square feet of retail space, a 1,250-space parking garage, 20,000 square feet of event space, and 40,000 square feet of food and beverage facilities.
- **Ironstate Development—1,100 construction jobs and 250 permanent jobs.** This \$150 million project will include 900 rental units in two five-story buildings with ground-floor retail, parking spaces, and a public plaza at the former US Navy homeport in Stapleton.
- **Bayonne Bridge raising²¹—6,300 jobs, including 2,500 construction jobs.** This \$1.3 billion project will raise the Bayonne Bridge by more than 60 feet to allow for larger, more modern ships to pass. The project will also widen the bridge to include bigger lanes, new road shoulders, and a 12-foot bike and pedestrian path.
- **Goethals Bridge Replacement Project²²—2,250 construction jobs.** This project will replace the original bridge, built in 1928. The new bridge will connect Staten Island to Elizabeth, New Jersey, and will include innovative technologies, such as a Road Weather Information System and a traffic detection system.
- **Corporate Park expansion—no job projection data available.** The Nicotra Group is in the final phases of constructing a three-story, 40,000-square-foot medical building on the corner of South Avenue and Lois Lane. It is also developing a 240,000-square-foot commercial space for office and medical use at the former Teleport site.
- **Staten Island Mall expansion—200 construction jobs and 1,300 permanent jobs.** Chicago-based General Growth Properties is redeveloping its 1.2-million-square-foot property in New Springville. The new development will include a 53,000-square-foot cinema, a public piazza, and an expansion of anchor store Macy's.
- **Riverside Galleria—no job projection data available.** This 457,000-square-foot retail complex on the shoreline of the Arthur Kill waterway, near the Outerbridge Crossing, will include a multiplex cinema and waterfront dining. It will also preserve the eighteenth-century Captain Abram and Ruth Dissosway Cole House.

With guidance from the Staten Island Chamber of Commerce, the partnership will continue to identify new economic development projects on the island, ensuring its ability to respond to new initiatives that promise job opportunities for young adults.

THE EMPLOYER CONVENING

JobsFirstNYC and The Staten Island Foundation hosted a focus group with executives and middle managers from Staten Island businesses. The employers represented several industries, including finance, construction, legal services, security, and the food and beverage industry. Employers shared their experiences working with younger employees and discussed their goals and concerns around engaging a future millennial workforce.

Outcomes from the Employer Convening

- **Technical training and workplace readiness.** Employers expressed their concerns about younger workers' frequent lack of technical training and workplace readiness.
- **Pros/cons of hiring younger workers with less experience.** According to employers, younger workers are usually quick learners and technologically savvy. However, employers also noted that these workers, including those with little experience, have high and often unrealistic salary expectations, which are generally related to their large amounts of student loan debt.

- **Current high-demand occupations.** Employers identified several high-demand jobs well suited for younger workers, including those of auto mechanic, construction laborer, accountant, and electrician.
- **Experience with nonprofits and educational institutions.** When recounting their experiences working with nonprofits and with career and technical education programs to hire, train, and retain workers, most employers reported positive experiences. However, *some employers noted that some of the candidates referred by nonprofits struggled with literacy.* The focus group also revealed that many employers were unaware of public and nonprofit workforce programs.
- **Required services for younger workers.** According to employers, *the services that are needed to retain and promote young people include ongoing training and professional development, coaching and mentoring from colleagues and peers, robust benefits packages, and essential skills training on workplace etiquette and communication.*

In addition to the information gathered from the employer convening, we relied on information from the Staten Island Chamber of Commerce’s 2015 Business Outlook Survey, which offers employer-centered insight into the issue of creating efficient talent pipelines on Staten Island. According to the survey, 41 percent of respondents answered yes to the question, “Have you encountered any problems finding/hiring skilled employees for open positions?” Among the reasons cited by employers were transportation challenges, applicants’ salary expectations, applicants’ low levels of experience, competition with the Manhattan and Brooklyn markets, and applicants’ lack of work readiness (including issues related to punctuality and levels of education and training).

ENGAGING THE GOVERNMENT AND PHILANTHROPY

During the first year of planning and development, JobsFirstNYC, The Staten Island Foundation, and partnership members engaged potential public and private funding sources. In particular, JobsFirstNYC and The Staten Island Foundation met with a group of funders from the local philanthropic community, hosted by the New York Community Trust, to share the early development of the partnership and cultivate relationships.

In addition, we engaged several government agencies at various stages of the partnership’s research and development. These agencies included the NYC Department of Probation, NYC Center for Economic Opportunity, NYC Department of Small Business Services, NYC Housing Authority, NYC Department of Youth and Community Development, and NYC Department of Education.

THE ROAD TO IMPLEMENTATION: FROM DEVELOPMENT TO LAUNCH

Over the last year, JobsFirstNYC has worked with the partnership to convene a series of model development design labs; results-based leadership trainings; and partnership and steering committee meetings.

PARTNERSHIP MODEL DEVELOPMENT

While the partnership puts the final touches on its development and partner commitment, member organizations have made significant progress in developing their individual roles as partners, as well as identifying the mission and goals for the partnership as a whole. The partnership has been designed with employer perspectives in mind and within the context of current and future economic development activities on Staten Island. Member organizations will continue to solicit employer input and adapt to economic shifts as the partnership is implemented and begins to grow and evolve over time.

Figure 1 below depicts an early theory-of-change model outlining the process of the partnership’s creation, and **figure 2** shows an early model developed to demonstrate the service model of the partnership.

Figure 1: **Staten Island Young Adult Workforce Partnership (Youth WINS) Theory of Change**

THE PROBLEM

- 18% of all Staten Islanders aged 18–24 are neither in school nor working.
- 24% of young people aged 18–24 living in the North Shore of Staten Island are neither in school nor working; this group accounts for 58% of out-of-school, out-of-work (OSOW) young adults on the island.
- The greatest contributor to OSOW status is unemployment. Residents of the North Shore are more likely to be unemployed than those in other parts of the island.
- Young adults with no more than a high school diploma (43%) represent the greatest share of OSOW youth.
- Within the 18–24 age group, 33% of blacks are unemployed; 17.7% of whites are unemployed; and 28.8% of Asians are unemployed.

PROPOSED SOLUTION

Develop a place-based young adult workforce initiative: the Staten Island Young Adult Workforce Partnership (Youth WINS)

PHASE I: Tasks, Convening, and Workgroups

<p>Raise consciousness</p> <ul style="list-style-type: none"> • Convene service providers, government, religious institutions, nonprofits, philanthropy, and education to discuss and develop strategies for resolving the high unemployment rate among young adults • Convene employers and employer intermediaries to assess talent development needs, their experiences with public workforce systems, and their interest in working with youth 	<p>Develop a framework and map resources</p> <ul style="list-style-type: none"> • Identify and map resources across institutions to include programs, public and private funding, and other available resources • Work with interested groups to identify education and training availability, as well as needs of OSOW young adults • Identify institutions necessary to developing and implementing a strategy to reduce OSOW rates • Identify other collaborative groups 	<p>Explore the development of a young adult workforce partnership</p> <ul style="list-style-type: none"> • Explore and create working groups by targeted areas: education, workforce, and other needs • Participate in results-based leadership training as a learning tool for the partnership and other collaboratives of providers on Staten Island
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PHASE II: Program Design Labs

<p>Workgroups, employer follow-up, and other groups</p> <ul style="list-style-type: none"> • Schedule workgroup meetings • Schedule follow-up with employer intermediary • Meet with other working collaborative groups 	<p>Mission and service</p> <ul style="list-style-type: none"> • Develop and define mission of the partnership • Identify and develop the service structure • Identify partners’ roles • Define membership criteria • Determine alignment with other collaborative groups 	<p>Partners and structure</p> <ul style="list-style-type: none"> • Identify partners • Identify lead partners for funding and reporting purposes • Finalize core services/partner structure and roles • Finalize service/program model • Draft a common partnership plan • Draft a memorandum of understanding among partners • Define marketing/website/social media
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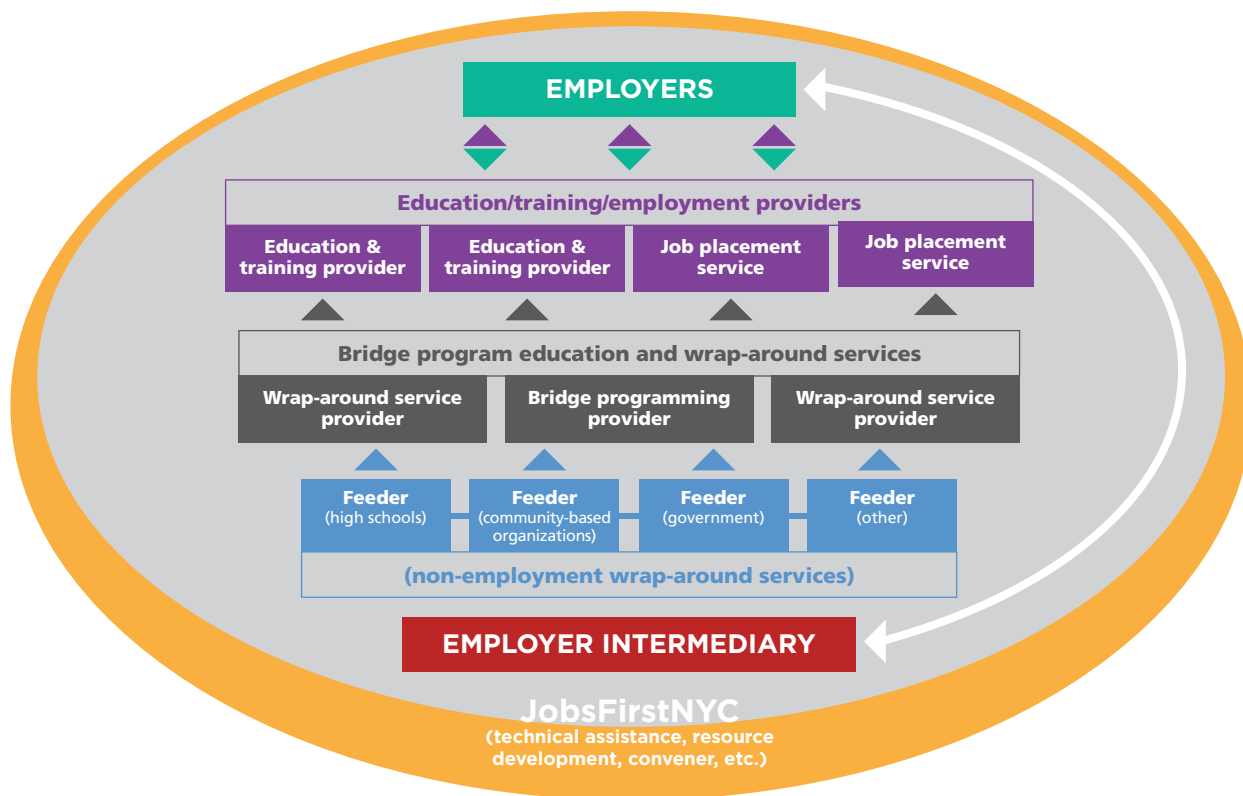
PHASE III: Funder Presentations and Project Launch

- Present the partnership to Staten Island Foundation
- Present the partnership to other funders

PHASE IV: Project Launch and Implementation

<ul style="list-style-type: none"> • Partners establish and adopt a framework and goals 	<ul style="list-style-type: none"> • Partnership launched with three critical elements: (1) community-based organizations, (2) training institutions, and (3) employers (see attached framework) 	<ul style="list-style-type: none"> • 150 young people per year receive academic and occupational training, occupational certifications, job placement, wrap-around social service support, and integrated follow-up support for one year after training
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Figure 2: **Framework for a Staten Island Young Adult Workforce Partnership (Youth WINS) Model**



RESULTS-BASED LEADERSHIP TRAINING

Throughout the first year of planning, The Staten Island Foundation invited a group of partnership members to participate in a series of results-based leadership workshops with the Annie E. Casey Foundation and NYU instructor Angela Hendrix Terry.²³ The series included several daylong workshops designed to teach participants how to develop, lead, and maintain effective, results-based partnerships. During the sessions, partnership members worked alongside leaders from The Staten Island Foundation to build valuable skills for partnering and goal development.

PARTNERSHIP AND STEERING COMMITTEE DEVELOPMENT

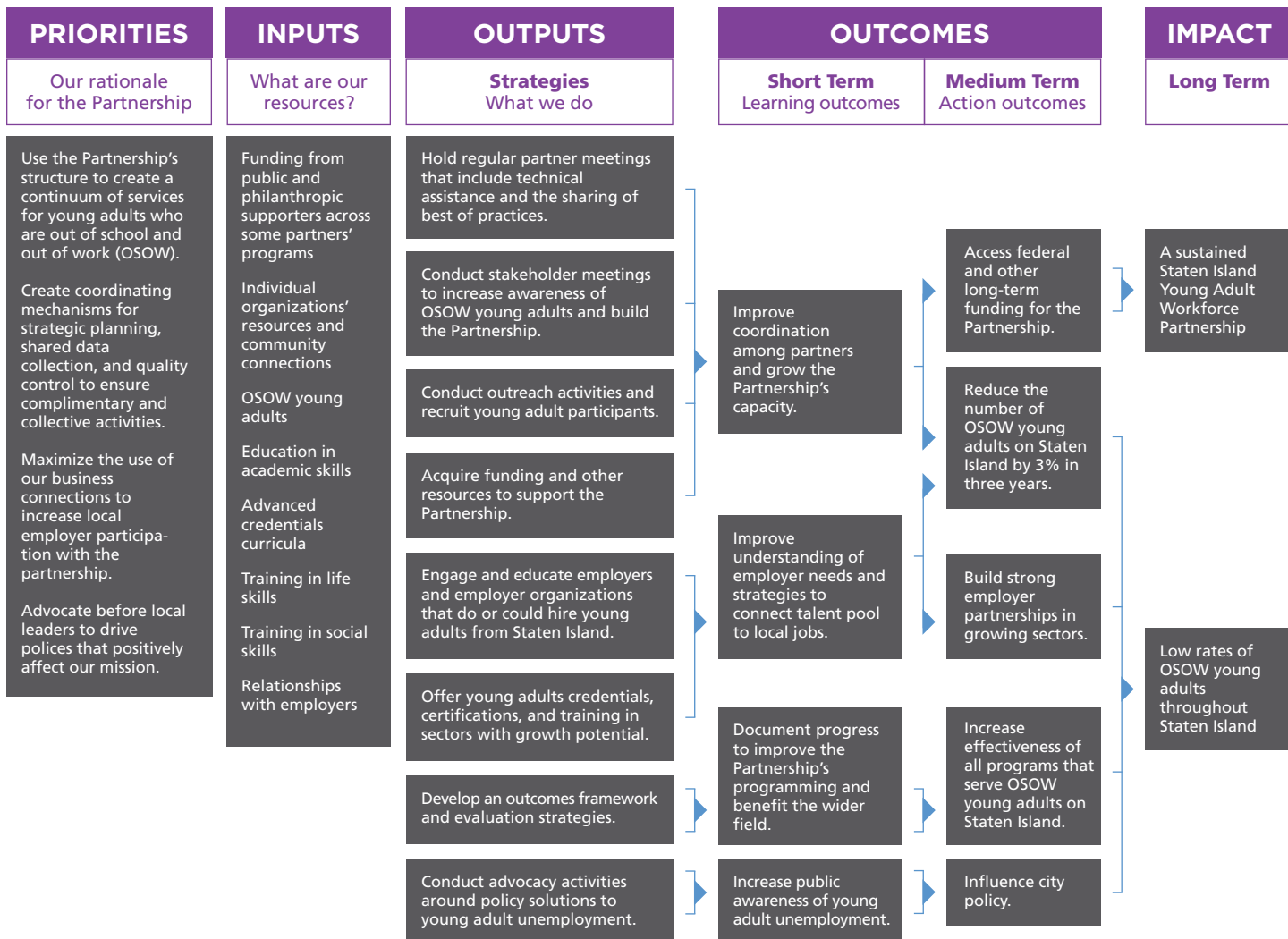
JobsFirstNYC and The Staten Island Foundation convened all interested member organizations for design labs aimed at organizing the specific activities and goals for the partnership in preparation for an October 2016 launch. At these labs, partners heard presentations from other New York City young adult workforce partnership leaders, determined the criteria for membership, developed a logic model and service delivery model, identified and refined service needs, and began creating a governance framework for the partnership.

Moreover, over the past year, a dedicated group of Staten Island service providers and community leaders emerged as leaders of the partnership to drive its development and sustainability. This group includes the College of Staten Island, the largest provider of education and training on the island; the Staten Island Chamber of Commerce, the largest business organization and the only chamber of commerce on the island; the New York Center for Interpersonal Development, one of the largest nonprofits on the island, serving thousands of young adults each year; and the following community based organizations serving out-of-school, out-of-work young adults and families on the island: African Refuge, Empowerment Zone, Parent to Parent NY, Inc., Salvation Army, Staten Island Education and Employment Consortium, Staten Island Mental Health Society, and United Activities Unlimited. Using information gathered from the design labs, this group led the development of a logic model (**figure 3**) and service model (**figure 4**) to guide the partnership's implementation and evaluation.

Figure 3: **Staten Island Young Adult Workforce Partnership (Youth WINS) Logic Model**

Mission: All young adults (ages 18–24) on Staten Island will be meaningfully employed in order to become financially secure and economically stable.

Situation: The fact that 18% of all Staten Islanders—and 24% of North Shore residents—between the ages of 18 and 24 are neither in school nor working presents a worrying socioeconomic problem. The solution requires a multipartnered approach that provides emotional and behavioral support services; essential skills training; basic and advanced credentialing; and long-term, full-time employment placements with true career pathways.



LOGIC ASSUMPTIONS

Extensive “wrap-around” services are proven to increase the success rate of OSOW youth in earning high school diplomas, high school equivalencies, and advanced certificates. Multipartnered service providers using data-driven, results-based strategies and programs enriched with employers’ input increase the likelihood of hiring.

EXTERNAL FOCUS

JobsFirstNYC’s focus on bringing Staten Island into alignment with the rest of the city. The restructuring of public workforce programs and grants suggests that innovative partnerships are more likely to succeed in addressing the obstacles faced by the OSOW population.

EVALUTION FOCUS—OUTPUTS

What needs to be evaluated?

- Employer satisfaction
- Partnership’s resource development
- Participant satisfaction
- Partnership’s policy impact

EVALUTION FOCUS—OUTCOMES AND IMPACT

Which outcomes need to be evaluated?

- Extent to which bridge program is creating a talent pool for employers
- Extent to which program implementation is having an effect on the target population
- Extent to which the Partnership is growing and sustaining resources

Figure 4: **Draft Proposed Service Model**
Staten Island Young Adult Workforce Partnership (Youth WINS)

Staten Island Young Adult Workforce Partnership		
Phase One: Recruitment, Assessment, and Referrals; Post-Secondary Education and Training		
Programming Description		Notes/Questions
<p><i>Recruitment/Assessment/Referral</i></p> <p>Leads:</p> <ul style="list-style-type: none"> • Community-based organization partners <p>Major activities:</p> <ul style="list-style-type: none"> • Marketing • Information sessions • Interviews • Initial advisement 	<p><i>Post-Secondary Education and Training</i></p> <p>Leads:</p> <ul style="list-style-type: none"> • Education provider partners <p>Major activities:</p> <ul style="list-style-type: none"> • Refine and develop curriculum in collaboration with community-based organizations, employer organization partners, and employers 	<ul style="list-style-type: none"> • Essential skills training • High school equivalency completion as needed • Initial skills assessment for customized educational and training bridge programming
Phase Two: Bridge Programming		
Programming Description		Notes/Questions
<p>Leads:</p> <ul style="list-style-type: none"> • Community-based organization partners <p>Major activities:</p> <ul style="list-style-type: none"> • Various bridge educational and training program models to meet needs of targeted population • Transition to programs matching students with individual interest • Transition to employment 		<ul style="list-style-type: none"> • Crafted with program collaborators • Post-secondary transition • Transition to employment
Phase Three: Post-Secondary Training		
Programming Description		Notes/Questions
<p>Leads:</p> <ul style="list-style-type: none"> • Education provider partners <p>Major activities:</p> <ul style="list-style-type: none"> • Orientation with community-based organization partners • Certificate training programs in healthcare, technology, hospitality/tourism, and others • On-site wrap-around services, including academic support, career preparation, crisis management, and external referrals as needed • Workshops and seminars with community-based organization partners, employers, and employer organizations 		<ul style="list-style-type: none"> • Community-based organizations and social service agencies for referrals and collaboration in areas such as housing, financial literacy, and food security • Workforce training opportunity in the trades? Other sector training opportunities? • Additional training providers? • Other post-secondary training providers?

Continued...

Phase Four: Internships, Supported Employment, and Job Placement	
Programming Description	Notes/Questions
<p>Leads:</p> <ul style="list-style-type: none"> • Staten Island Chamber of Commerce and other partners with strong employer connections <p>Major activities:</p> <ul style="list-style-type: none"> • Secure internships, explore job placements, and manage feedback provided by employers 	<ul style="list-style-type: none"> • New, dedicated staff person in Chamber of Commerce as employer/program liaison • Collaborative efforts will vary depending on direct partner/role • Modified approaches depending on completion of trade-based programs or academic certificate programs
Phase Five: Retention and Evaluation	
Programming Description	Notes/Questions
<p>Leads:</p> <ul style="list-style-type: none"> • Partnership steering committee <p>Major activities:</p> <ul style="list-style-type: none"> • Follow up on student outcomes in tracking database (employment, education) • Offer employers and participants post-placement supports • Convene student focus groups regarding experiences and qualitative learning • Convene employers and hold individual meetings to obtain data on overall employer experience • Make adjustments based on data for new programming 	<ul style="list-style-type: none"> • Need common outcome indicators for enrollment, program completion, credentialing, and employment milestones

These planning documents, which will guide the implementation and evaluation for the pilot years of the partnership, emphasize the collective value proposition of the organizations that have come together in an effort to create systemic change for young adults on Staten Island. With an eye toward Staten Island's specific issues of transportation and business capacity, as well as its unique politics and culture, partners will pursue a borough-wide effort that is inclusive and responsive to the needs of each of the island's three geographic areas while paying special attention to the North Shore, where unemployment rates are high, educational attainment rates are low, and more young adults live in poverty than anywhere else on the island.

LOOKING AHEAD

After a full year of development, during which JobsFirstNYC conducted labor market research, convened service providers and employers, presented the model to the philanthropic community, and held several design labs in collaboration with The Staten Island Foundation, the partnership is prepared to move toward implementation. As illustrated by the logic and service models, participating community-based organizations and public partners will work with the College of Staten Island and other education and training providers to offer bridge programs, customized skills training, and wrap-around support services to out-of-school, out-of-work young adults on Staten Island. They will also work with the Chamber of Commerce to help young adults secure quality jobs in in-demand sectors on the island and elsewhere. Divided into four subgroups—customized training and education, wrap-around services, employer, and community outreach—the partners have developed a model that emphasizes the long-term career readiness needs of young adults as well as the business needs of employers by weighing educational attainment, certification, labor market intelligence, and the immediate needs of jobseekers. The partnership is scheduled to officially launch in the fall of 2016.

JobsFirstNYC will continue to work with The Staten Island Foundation and partnership members during the implementation phase. As a supportive intermediary, we will do the following:

1. Support and promote the partnership, helping strengthen its position in the workforce development field.
2. Assist with resource development to ensure that the partnership's first two years are fully funded, and help develop a sustainability strategy for the long term.
3. Work with the partnership to formalize an outcomes framework and share its results with stakeholders and the wider field. We will also help ensure that the partnership understands and uses the data it is generating to implement effective course corrections as it transitions from a pilot to a full-fledged endeavor.
4. Provide ongoing technical support and training to the partnership. We will also help connect the partnership to the wider community of practice that has been fostered by JobsFirstNYC (e.g., the Young Adult Sectoral Employment Project and the Lower East Side Employment Network), as well as to other local and national efforts in the field.
5. Work closely with the Staten Island Chamber of Commerce to refine the partnership's employer services component so that the partnership can effectively meet the demand of participating employers, while preparing for job creation and economic development opportunities that may arise.

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APPENDIX A

Organizations with Varying Levels of Participation in the Planning or Development of the Staten Island Young Adult Workforce Partnership

49 Strong Saving Lives
After School Corporation
African Refuge
Casey Family Programs
Center for Alternative Sentencing and Employment
College of Staten Island
Community Health Action of Staten Island
Community Service Society of New York
El Centro del Inmigrante
Families on the Move
First Central Baptist Church
Fund for the City of NY/Center for Court Innovation
Giant Cleaning Service and Building Maintenance
Global Kids
Historic Tappen Park Community Partnership
Island Voice
Jewish Community Center of Staten Island/Avis/South Shore
Jewish Community Center
Junior Achievement of New York
Make the Road New York
McKee Vocational and Technical High School
Neighborhood Trust Financial Partners
New York Alliance for Careers in Healthcare
New York Center for Interpersonal Development
NYC Department of Education
NYC Department of Education Office of Safety and Youth Development
NYC Department of Probation
NYC Department of Small Business Services
NYC Department of Youth and Community Development
NYC Housing Authority Office of Resident Economic Empowerment and Sustainability
NYC Human Resources Administration
NYC Labor Market Information Service
NYC Office of Workforce Development
Office of the Staten Island Borough President
Parent to Parent NY, Inc.
Police Athletic League
P.S. 14 and 78—Community Learning Schools
Salvation Army
Seamen's Society for Children and Families
Stapleton Union American Methodist Episcopal Church
Staten Island Chamber of Commerce
Staten Island Community Board Number 1
Staten Island Community Job Center
Staten Island Foundation
Staten Island Jobs Plus operated by Rescare
Staten Island Mental Health Society
Staten Island Workforce 1 Career Center; Upper Manhattan Workforce 1 Career Center; Far Rockaway Workforce 1 Career Center
Staten Island YMCA
Staten Island Youth Justice Center
United Activities Unlimited
YMCA of Greater New York
Youth Action YouthBuild

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Lazar Treschan, Community Service Society of New York
Lesley Hirsch, NYC Labor Market Information Service at the CUNY Graduate Center
New Millennium Training Center
New York Center for Interpersonal Development
Parent to Parent NY, Inc.
Richmond County Savings Bank
Richmond Group Wealth Advisors
RPM Insurance Agency
Salvation Army
Staten Island Education and Employment Consortium
Staten Island Foundation
Staten Island Mental Health Society
Staten Island Security Services
Tekie Geek
United Activities Unlimited

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