

HOW TO MAKE UNIVERSAL SUMMER JOBS A REALITY IN NEW YORK CITY

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LESSONS FROM MODEL PROGRAMS

**Community
Service
Society** | Fighting Poverty
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New York



About the Author

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The Community Service Society of New York (CSS) is an informed, independent, and unwavering voice for positive action representing low-income New Yorkers. CSS addresses the root causes of economic disparity through research, advocacy, and innovative program models that strengthen and benefit all New Yorkers.

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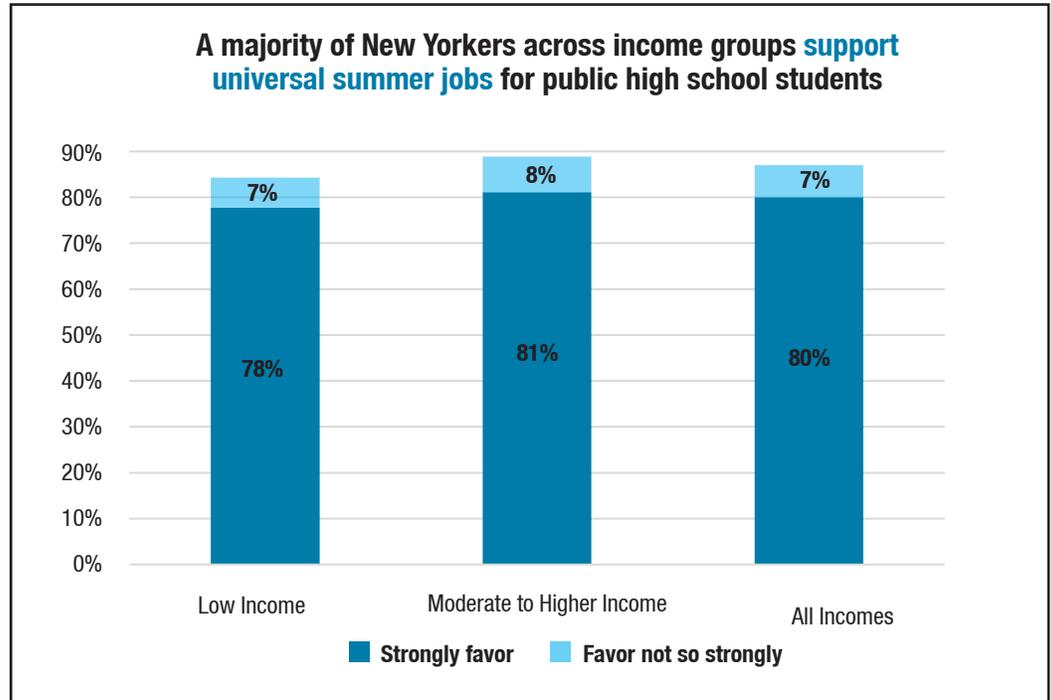
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New Yorkers Intensely Support Universal Summer Jobs...

In rigorous polling conducted during the summer of 2016, an **overwhelming majority—87 percent**—of New Yorkers, across incomes, support the idea of universal summer jobs for New York City high school students. The intensity of their support is reflected in that fact that 80 percent of respondents “strongly favor” the idea.

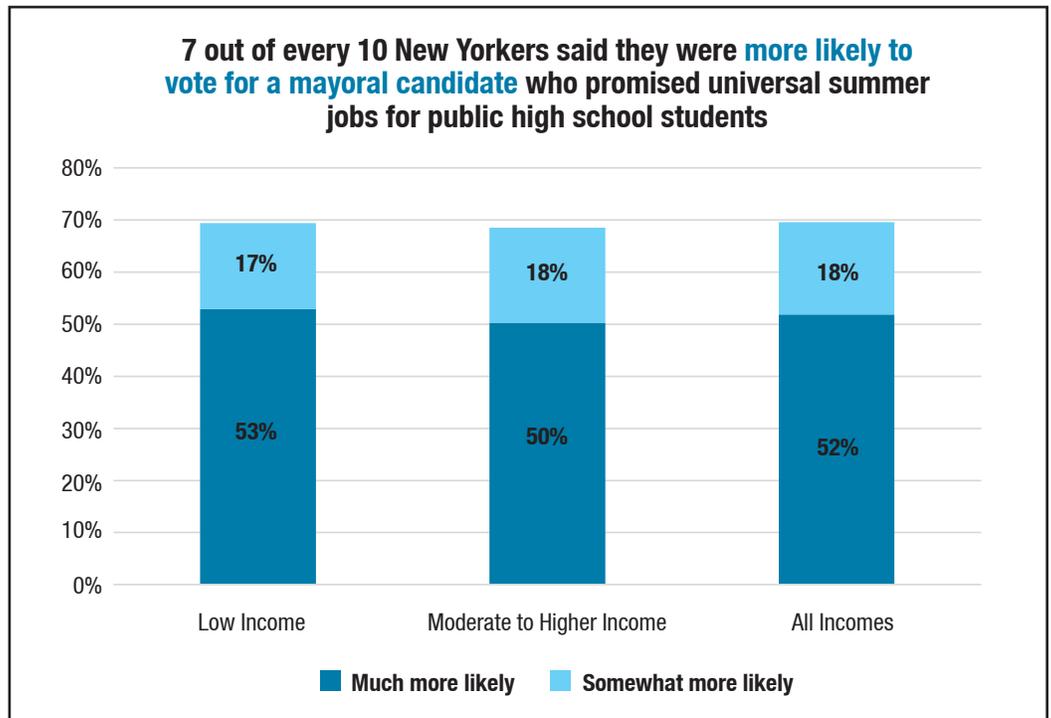


Source: The Unheard Third 2016

... And Are Willing to Vote for Them in the Next City Elections

What’s more, a **strong majority—70 percent**—of New Yorkers said they were more likely to vote for a mayoral candidate who promised universal summer jobs for public high school students.

The current mayor and City Council have shown leadership in expanding and seeking to enhance the city’s summer youth employment program. New Yorkers are calling for them to take the next step to develop and implement a system of universal summer jobs. This report offers guidance on how to do so.



Source: The Unheard Third 2016

EXECUTIVE SUMMARY

This report is a follow-up to the Community Service Society's universal summer jobs proposal, in which we called for New York City to offer every high school student a paid summer job, as an optional extension of their academic year. This follow-up report seeks to build on that momentum, presenting lessons learned from model programs that we documented this past summer, and guidance on how the city can enhance the existing Summer Youth Employment Program (SYEP).

Why Summer Jobs Matter

As we presented in our initial proposal, there is a dire need to increase the career preparation opportunities for young people in New York City. Youth unemployment, which research shows to be one of the strongest predictors of lifetime success, has increased dramatically. At the same time, career and technical education and other work-based learning programs have shown to provide strong benefits to young people.

New York City's Summer Youth Employment Program (SYEP), which served 60,000 youth in 2016, has the potential to be expanded and enhanced to ensure that every New York City youth receives a structured workforce learning experience as part of their education. The discussion and case studies in this report seek to illustrate the urgency for the city to move its investments in summer youth employment in this direction, and offer guidance on how to do so.

Our Recommendations

- **Make summer jobs universal (but optional) for all high school students.** We believe that it is time for New York City to offer every high school student the option to extend each high school year through a paid summer internship, that will allow them to apply what they learn during the school year, develop new skills and relationships, familiarize themselves with a variety of workplaces, and develop deeper understanding of the college and career pathways beyond high school. Offering every young person a summer job provides the opportunity to tailor their experiences to each year of their high school experience and personal development.
 - **If universal must wait, use a mixed enrollment methodology in the short term.** If the funding environment does not permit universal service levels immediately, **the city should continue to use the lottery for no more than half of program slots, while targeting half of program slots on demonstrations of universal service** to specific age groups, groups of schools, and neighborhoods of high need. The city could then study and learn from these demonstrations as it works to create the political will for universal service levels.
- Specifically, we believe the city should offer two broad types of contracts to prospective SYEP program providers as it moves toward making universal summer jobs a reality:
- **School-based partnerships**, in which organizations would propose to partner with one or more schools to offer summer experiences to every student in each school. The city could initially target a given number of schools—in specific neighborhoods, and/or in the CTE, Renewal, or Community School portfolios, for example—and later scale up. Within each school partnership, the organizations that provide summer employment would develop services that align with school activities, tailored to the skills, interests, and stages of development of each student.
 - **Citywide and community-based contracts**, through which organizations would offer specialized programs to young people for whom school-connected experiences are not preferred or as yet available. These programs could be focused on training and placement in specific job sectors; exposure to unique environments, such as college campuses; or targeted at particular neighborhoods. Young people could apply to these programs separately from any school-connected options that were available to them. Older youth, not in high school, would also be able to participate in SYEP through this service option.

WHO WOULD BENEFIT FROM UNIVERSAL SUMMER JOBS

We believe that this idea, if implemented, would benefit a range of New York City stakeholders, including:

- **Young people** – evaluations of the existing SYEP already show clear gains to young people in academic, mortality, and criminal justice areas. Expanding and enhancing SYEP to universal levels, along the lines discussed here, would provide those gains to the tens of thousands of youth that are currently turned away each year from SYEP due to lack of funding. It would also allow for repeat participation, almost impossible now, but which evaluations have shown to multiply the effect of participant benefits. In addition, as we discuss later in this report, we believe there is strong reason to believe that the enhancements we suggest would broaden the scope of benefits enjoyed by participants to include future employment and earnings gains.
- **High schools** – as the voices of the school principals and staff in our case studies present, schools would see strong benefits from being able to offer every student a positive summer work experience. Those include the academic gains shown in evaluations, as well as the ability to deepen schools’ connections and engagement with students through real world experiences, fortifying their work in the classroom.
- **Community-based organizations** – the dozens of community-based organizations (CBOs) that currently provide SYEP suffer from an uncertain fiscal and program calendar that makes their jobs more difficult than they should be, and in some cases prevents them from offering program practices—such as in-depth assessment and individually-based job-matching—that are fundamental to any jobs program. Making the program universal and offering school-based contracts would allow CBO providers much more time and resources to plan and administer higher quality programs.
- **Employers** – for the most part, employers in the current SYEP agree to host participants without actually meeting them, or knowing whether the young person has skills related to or interest in working in their company. The additional time, assessment, and job-matching our proposal would allow, as well as the chance for employers to offer repeat participation to successful participants, would significantly increase their ability to benefit from SYEP and enhance their willingness to serve as job sites.
- **Colleges** – as a CUNY staff member highlighted in one of our case studies, many of the skills that young people gain in summer jobs, including the abilities to navigate formal institutions, stay on task, and handle paperwork, are those necessary to perform well in college. And, young people with a variety of work experiences are more likely to know why they want to attend college and what they want to study, making their success there more likely.
- **Our economy and civic infrastructure** – adding tens of thousands of young people, engaged in meaningful community service projects, as well as public, private and nonprofit sector jobs will provide a powerful boost to the city each summer, and ensure that our workforce is more skilled for the jobs we need to fill in the future.
- **New York City’s standing as a national civic innovator** – becoming the first city to implement universal summer jobs would present us as a leader in developing new approaches to address youth and education challenges.

1. Introduction and Background

In February 2016, CSS published *Extending the High School Year through Universal Summer Jobs for New York City Youth*, a proposal for the city to offer a paid summer internship to every high school student, as a way to address critically low levels of youth employment, massive excess demand for existing summer jobs programs, and the need to better integrate career development in our schools. The proposal called on the city to make two connected policy reforms:

1. Offer a paid summer job experience to every high school

student. Extensive and growing research shows the benefits of career development programming for youth in high school, and the specific value of summer employment. Recent labor market data also show that summer jobs are harder than ever for teenagers to obtain on their own. Our proposal called on the city to address these challenges by reimagining high school as an optional 12-month program, where each academic year could be extended through a paid summer internship that further develops each student's skills and interests in a hands-on, real world setting. Summer job experiences would be sequenced to correspond to each year of high school, with freshmen and sophomores participating in activities—such as service learning and community projects—that will expose them to the skills they need to develop to succeed in more formal job experiences in which they would participate as juniors. Seniors could seek to repeat their junior year job placements—with the possibilities of increased responsibilities—or explore other fields to broaden their resumes. Although not all young people would choose to participate, those that do so will likely come from those families most in need of additional income, and will have fewer opportunities to engage in a positive summer experience on their own.

- ### 2. Use the promise of universal service delivery to refashion New York City's existing Summer Youth Employment Program (SYEP), so that summer experiences are more connected to the rest of young people's lives.
- This refashioned SYEP could offer more meaningful summer experiences for youth by building off of ongoing school-year academic interests or extracurricular activities, or exploring other developmental opportunities not available to youth during the rest of the year.

New York City currently offers publicly-funded jobs through the Summer Youth Employment Program (SYEP); in 2016, about 60,000 slots were provided to nearly 140,000 applicants. Rigorous evaluations of SYEP have shown benefits to participants, particularly as related to academic and criminal justice outcomes, with a notable lack of impact on any earnings or employment benefits after program participation.

We believe that SYEP, as currently designed, can be improved to better serve participants and provide meaningful career development outcomes. First, due to a lack of universality, students compete for the chance to participate via an applicant lottery, and are often not notified until days before the program is set to begin, significantly hindering the program's potential to develop customized programs that will lead to long-term employment and earnings benefits. Making the program universal would remove the uncertainty about who gets into the program, allowing providers more time to develop deeper student relationships with youth participants before the summer, and leading to higher quality job development, matching, and support.

The second major area of growth for SYEP is to connect to young people's year-round experiences. Currently, the program is a six-week experience that is completely disconnected from school activities, skills, and interests that students engage in during the rest of the year. This is a significant missed opportunity to create programming that will allow participants to realize some of the career development benefits that they have not demonstrated in the program's current model. Our original proposal argued that the best way to enhance the program along these lines would be to have the organizations that provide SYEP work in direct partnership with high schools to offer programs that are tailored to their students.

Under our proposal, out of school youth seeking a summer job would be served in a separate service option in the program, more targeted at their needs and stage of development as older youth. Currently, individuals as old as 24 participate alongside those as young as 16 in the same programs; despite clear research that the needs of young people at such different stages of their development require distinct programming.¹

We believe that these two reforms—universality and connection to schooling—are interrelated. The uncertainty about participation that is part of the current SYEP's inability to meet demand significantly hinders the program from being as beneficial as possible. Only universal service will allow us to fully reap the benefits of connecting to year-round schooling.

Our initial proposal was met with widespread support, including an endorsement in *The New York Times*. We were pleased to see the Mayoral administration and City

Council work to increase SYEP funding and program slots to their highest levels in the subsequent city budget, along with a commitment to reviewing the program through a joint task force. Private funders also committed significant resources to the ideas in our proposal, supporting a range of pilot programs that sought to implement the components of our proposal this past summer. At the national level, the Brookings Institution released a comprehensive new study on summer jobs, nationally, calling for major new federal investment in such programs.²

We are excited about the growing momentum for the concept of universal summer jobs, but more work needs to be done to build support for the significant investment that moving to universal service levels would require, as well as the effort necessary to reform and enhance the existing SYEP program model.

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This follow-up report

This document seeks to build on that momentum, and offer tangible guidance on how the city can work toward developing and implementing the vision of universal summer jobs into a robust system of programs that will fundamentally reshape the New York City high school experience for tens of thousands of young people every year. Our findings are largely based on documentation we conducted at five programs that we believe should serve as models for the future of summer youth employment programming in New York City. Our analysis and recommendations consist of:

1. **Model Programming: what summer employment programs should look like in order to provide the maximum possible benefits to youth, schools, and employers.** Through documentation of several unique programs that took place in the summer of 2016, we present ideas on how the city can create the strongest possible experiences for youth. Specifically, we present descriptions of five programs that are examples of the two broad sets of models that we believe should be offered to youth:
 - a. School-based models – partnerships with local organizations allowing for deeper connections between summer and year-round experiences, so that jobs can build off of other activities, skills, and interests of high school students. We believe these should eventually comprise the majority of SYEP programs.
 - b. Citywide and community-based models – the city should offer a limited set of specialized programs, which young people across the city with interests in those specific areas could apply to, including industry sector-specific internships and programs on college campuses. For young people seeking a summer experience in their home neighborhoods, the city should offer a limited set of community-based programs similar to the current SYEP model. This could also include service to older youth, who are out of high school.

- **Guidance for Implementation: what steps the city can take to make this level of programming a reality.** This section includes recommendations about how the city can use its procurement mechanisms so that SYEP can realize its maximum potential.



Challenges and Opportunities

Inability to meet demand

The clearest challenge SYEP faces is its inability to meet demand, despite the fact that the city has increased its investment to summer jobs in each of the past several years. Youth unemployment remains extremely high, having never fully recovered from the last recession, despite growth in other areas of the economy. In 2016, the city funded 60,000 slots in SYEP, but nearly 140,000 youth applied for the program, a new high. At least 80,000 young people who were seeking a positive summer experience were turned away. This is a clear missed opportunity, given the research that shows the benefits that would accrue to them, our schools, and our neighborhoods from their participation. The overwhelming majority of the young people we spoke to this summer told us that had they not participated in their summer jobs program, they would have been idle—this includes even those youth who were notified just days before their program was set to begin.

Funding shortfalls and uncertainty about participation hinder program design

In addition to having to turn away interested youth, SYEP faces other challenges as a result of its limited funding. The program begins on the first Monday of July, which is also the first Monday of the New York City fiscal calendar. The city's final budget is often not agreed upon until the last weeks or days of the previous fiscal year, and SYEP has not enjoyed the fiscal certainty offered to initiatives that are baselined in the city's executive budget, which is announced much earlier. In most years, a large share of the program's slots are provided by funding advocated by the City Council, a part of the budget that is not enacted until weeks or days before the program is set to begin. This has led to as much as half of program activity—student assessment,

job identification, and placement—happening over an extremely compressed period of time, leading to sub-optimal outcomes for all those involved. Every summer jobs provider we spoke to, for this report and previous research, emphasized that the ability to start the program earlier, with a knowledge of the specific youth who would participate, was the primary way to improve their program.

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Current SYEP yet to demonstrate career development benefits

Currently, most publicly-funded summer youth employment programs are supported through SYEP, which offered slots to approximately 60,000 youth, ages 14 to 24,³ in 2016.⁴ Through the city's continued efforts to improve the program, SYEP has evolved over the years from a program principally designed to prevent negative outcomes—specifically, keeping kids off the streets and reducing violence—to one that is designed to promote positive behaviors. Evaluations of the program have shown that participants accrue statistically significant benefits in the areas of improved academic results when they return to school in the fall, and a decreased likelihood of negative behaviors, most notably in the area of criminal justice and mortality. And while the program does put money in their pockets in the summer, SYEP, as currently offered, has not shown in evaluations to provide any employment-related benefits to youth in the years subsequent to their participation.⁵

We believe that the lack of positive employment outcomes are a direct result of how the SYEP is currently funded, designed, administered, and provided, and offers hope for

how refashioning the program can enhance its participants' outcomes, particularly as it related to career development. Research in the fields of workforce and youth development is clear about the importance of in-depth assessment and programming that is tailored specifically to the needs of participants.⁶ But even the best SYEP providers are not given the time or resources to do such work; any reforms of the program should seek to incorporate those opportunities.

Opportunities for improvement

This year's city budget agreement, in addition to increasing slots for SYEP, also included two significant policy additions. First, the mayor announced that this year's increased funding level would be "baselined" into next year's executive budget, meaning that it will be the starting point for negotiations for next year's program. This represents a hugely important advance for SYEP administrators at DYCD, the CBOs that serve as program providers, and youth participants, who will all benefit from significantly more lead time for a majority of program slots.

Another notable part of the budget agreement included a commitment by the mayor's office to establish a citywide task force to review and offer recommendations for how SYEP can be enhanced. This represents a unique opportunity for the city to reconsider the program's design, particularly in advance of the issuance of the next Request-for-Proposals (RFP) for the program. For programs like SYEP, which are operated by external organizations, not the city itself, RFPs are the city's primary method of shaping how programs will be provided.

Baselining a higher level of funding for SYEP is a step in the right direction, but still leaves the City dealing with two challenges. The first is that there will still likely be a certain amount—although fewer than in previous years—of program slots that are funded via the City Council,

meaning that program providers, employers, and young people will be left scrambling to identify and match summer jobs in weeks or days.

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Second, any budget agreement that falls short of universal funding will, for the sake of transparency, likely require some use of the program lottery, by which applicants are selected to participate. And while the lottery provides the simplest route to completely fair allocation of slots, it leaves many young people who are not awarded slots without the opportunity to improve their lives with a valuable summer experience. It also means that service providers do not know who is in the program until all program lotteries have been conducted—each step in the annual budget negotiations can mean a new lottery for additional program slots—leaving them without the time to create summer experiences that are truly tailored to each young person.

Why universal?

Universal service delivery would solve both of these challenges, and allow for a range of other enhancements that the city cannot currently offer via limited service delivery. If participation was guaranteed—as with other universal programs, such as pre-K—the lottery would be unnecessary. Programs could be designed well in advance and with much more planning, allowing providers much more time to assess students, develop job placements, make appropriate matches, and develop connections between the summer and year-round experiences of each young person.

Moving to universal service levels will entail a major increase in the funding required to add new slots to meet the full demand for summer jobs. But universality will also significantly enhance the existing, already-funded program slots. Full service will also allow for repeat participation, and evaluations of SYEP have shown that some of the program's benefits to participants triple if they participate in consecutive summers. But in the current system, participants have an extremely small chance of being able to do so.⁷

We believe that the city, and the SYEP task force, should set the goal of moving to a system of universal summer jobs. Even if reaching the scale required to serve every young person is not possible immediately, there are clear steps the city can take to enhance programming and prepare for increased service levels. This report seeks to offer specific guidance on how to achieve universality to the city, the task force, and other parties interested in summer youth employment.

The big picture: increasing career development opportunities for all NYC youth

At a broader level, this proposal is about how we can ensure that every student has a structured workforce learning experience as part of their high school education. Publicly-funded summer jobs, which are already serving over 60,000 youth per year, offer the most straightforward mechanism for doing so, at the largest possible scale. By offering every high school student a summer job, and connecting those jobs to the year-round academic experience, New York City can not only offer career development, but also increase the relevance of and thus enhance the high school experience itself, allowing young people to apply what they learn in the classroom in real-world settings.

We view this proposal as part of a larger series of efforts to increase career development programming for young people in New York City. A range of public and private sector actors are engaged in this work, including:

- The Mayor's Office of the City of New York, through the office of Deputy Mayor Richard Buery; the Center for Youth Employment; and the Mayor's Office of Workforce Development; which have led efforts to expand and enhance career development opportunities for youth, citywide;
- The Department of Youth and Community Development (DYCD), which administers a broad range of youth employment initiatives, some of which were developed in partnership with the Center for Economic Opportunity;
- The New York City Council, which has successfully championed annual increases in the City's funding commitment to youth employment programming;
- CTE programming at the New York City Department of Education (DOE), led by the DOE but with the support of a range of partners, including the Partnership for New York City; and
- A range of important initiatives being supported by private philanthropic leaders and partners, who are too numerous to name here.

Young people in New York City are diverse, and will always require a range of programming types to support their success. But we believe that SYEP, as the largest youth employment program, can be the primary vehicle for the integration of career development into how we prepare our young people to succeed, particularly if we connect it to the rest of their year-round experiences. No public program offers as much potential to do so, and by reimagining SYEP as a universally-available internship program for

every high school student, we have the opportunity to fundamentally transform the education of every young person in the city.

In the 1970s, 80s, and 90s, New York City's summer jobs programs were largely about reducing crime. In the early 2000s, the focus of the program was shifted from preventing negative outcomes to offering youth positive

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summer experiences, and research on the current SYEP shows that young people enjoy limited but real benefits from participation. The time has come, however, to yet again renew the goal of the program, toward producing positive outcomes in the areas of college and career preparation that will allow participants to succeed as adults. New York City already makes a significant investment in publicly-funded summer jobs—it should seek to maximize that investment.

2. Model Programming

Over the years, the city has made continued efforts to improve its youth employment programming. SYEP has benefitted from various reforms and enhancements, which are largely reflected in the guidance provided by the Department of Youth and Community Development (DYCD) in its Request for Proposals (RFP) process. The agency outlines the requirements for the program in its RFPs, asking prospective service providers to present proposals that integrate research and best practices with the applicant’s organizational capacity. The RFP released in 2004 required a new set of positive youth development program components, an educational curriculum, and introduced a new debit card system of payment, which not only eliminated the complications of paper checks and check-cashing, but also provided many young people with their first experiences with electronic banking. The subsequent SYEP RFP for 2013 was the first to require differentiated services to “younger youth,” 14- and 15-year-old participants, who largely engage in service learning projects; SYEP activities for “older youth” consist of more traditional job placements.

With a new SYEP RFP set to be released in the next year, we view this as an ideal time to consider the next set of ways to improve the program. During the summer of 2016, we examined five programs that we believe can support the city’s ongoing efforts to enhance the SYEP program model. Three of these programs are examples of the school-connected programming that we believe should guide how most publicly-funded summer jobs programs should eventually be offered. But the overarching characteristic of New York City and its young people is diversity, and no “one-size-fits-all” approach will be able to meet the needs of all young people, schools, or communities. We also studied two programs that provide examples of how and why the city can complement school-connected contracts with a

set of citywide initiatives, to ensure a broad portfolio of options that will meet the needs of the wide range of our young people.

The programs we studied include **school-connected models** and **citywide and community-based models**:

- A partnership between PENCIL and the Health Education and Research Occupations (HERO) High School
- A partnership between the Children’s Aid Society and Fannie Lou Hamer High School
- A partnership between Cypress Hills Local Development Corporation and the Academy of Innovation and Technology High School
- LaGuardia Community College’s Center for Workforce Development SYEP program—based on a college campus, a more traditional citywide SYEP program
- ExpandedED Schools’ Options program, based at Grand Street Settlement, and in partnership with The Sylvia Center—a community-based program that combines SYEP with specialized training in a specific job sector

Some of the programs we documented had funding to support costs higher than those reimbursed by SYEP. However, we believe that the increased administrative fee we recommend, along with the in-kind benefits from school partnerships, will allow for such programming.

School-connected programming

The most powerful change that can be made to the current SYEP is to offer young people a chance to connect year-round academic efforts with applied work during the summer. For all of its benefits, the current SYEP offers no formal way for this to happen. This represents an area of incredible potential growth for the program, and perhaps a way for its participants to gain the range of job skills that will allow them to realize some of the employment and earnings benefits that have not been demonstrated in the SYEP evaluations that have been conducted to date.

A student may have a strong interest and aptitude in science and technology, but it is unlikely that their SYEP provider, in the current system, will be able to take advantage of this to offer them a related summer job. Due to the current nature of the program, in most cases, the assessment between the SYEP participant and provider happens over a period of just a few minutes, which are largely focused on ensuring that the prospective participant has the appropriate paperwork. Most SYEP providers have identified their job sites long before they have met their participants, and most assessment and job matching is based on whatever sites were identified prior to meeting the young person, along with the few minutes of assessment that happens at the initial meeting. The primary method by which job matching happens in the real world—a job interview—does not happen for the vast majority of program participants. Not only are youth denied this valuable learning experience, but the organizations that serve as job sites are unable to determine the best fit for their summer employees.

Longer timeline, deeper relationships with students will enable tailored job placements

A school-based partnership has the opportunity for a much richer process of assessment, job development, and matching, particularly if offered universally, without uncertainty about which youth will win the chance to

participate. SYEP providers with a contract to serve every student in a given school could have the chance to get to know their students and their schools' academic programs before they create job opportunities, and thus have the time to find job sites that are based on this deeper knowledge of the students, as well as the academic programming or extracurricular activities offered by their schools.

If, for instance, students were able to notify the SYEP provider of their interest to participate in the program by December, the contractor would have the winter and spring months to work with and assess those students, develop job sites, and create opportunities for them to apply for specific jobs. It seems likely that employers would be more interested in participating in the program if they have a chance to meet prospective employees in advance—as they currently do not, for the most part—allowing for a greater array of participating employers and job sites. Under a universal system where participation was guaranteed, employers could even request repeat participation from previously successful participants, perhaps even offering them chances to be promoted and expand their responsibilities.

Schools could also see significant benefits from such a model. Teachers and staff could work with each school's SYEP provider to create projects that build into or off of summer jobs experiences, offering teachers and students a chance to put classroom learning in action. By having summer job experiences as part of their tool kit, schools can help students develop new interests and skills that will keep them engaged on track for graduation. Summer jobs can also point young people lacking clarity about college with a more tangible understanding of how postsecondary education will allow them to climb the career ladder. Young people will also gain experience for their resume, and a new network of connections that they can build on in the future.

The school-connected programs we studied this summer provide tangible illustrations of these ideas, including:

- **Sector-specific internship programs that align with school-year activities and themes: PENCIL, CUNY, and the Health Education and Research Occupations (HERO) High School.** Given HERO High's clear focus on preparing students for health occupations, Pencil and HERO staff worked to identify and support internship opportunities across the range of jobs in healthcare. For some students, this involved working in a clinic, while others worked in the fundraising department of a major hospital. Teachers and staff at HERO view the summer internships as clear extensions of their year-round classroom work. They believe that these summer experiences not only prepare students for careers, but also give them the skills they will need to navigate and succeed in college.
- **Cypress Hills LDC and the Academy for Innovation and Technology High School (AOITHS).** Cypress Hills LDC has been a presence on the AOITHS campus for years, and was able to leverage its existing relationships with the school and its students to create programming that created a seamless extension of their school year. For juniors and seniors, Cypress Hills used their existing knowledge of each student and the certainty of their participation (as afforded by the pilot program) to find jobs for them that expanded on what they had been working on in the school year. In prior years, when AOITHS students were lucky enough to gain entry into SYEP, confirmation of their participation was so late in the year that their job site would have already been identified, without consideration of their interests. Our case study presents the example of one student who had enjoyed learning to code at AOITHS, and was able to participate in a summer internship where he learned and used two new programming languages. For freshmen and sophomores, service learning programs engaged young people in technology-related community projects, where they were able to apply some of the skills they learned during the school year.
- **Segmented, diverse programming allowing students to explore a range of interests: Big Picture Learning, Children's Aid Society, and Fannie Lou Hamer High School.** Teachers and staff at Fannie Lou worked with partner organizations to create summer experiences in a range of areas that would allow students to self-select the types of programming that most interested them. Students interested in technology could learn coding and build websites, whereas those more interested in getting out of the classroom could build boats on the Bronx River or work as camp counselors. Younger students participated in service learning projects about solar energy and environmentalism.
- **Strong partnerships between school staff and partners: HERO High, Fannie Lou Hamer, and AOITHS.** At the core of the programming at HERO High, Fannie Lou, and AOITHS were deep relationships between the school staff and the partner organizations, allowing for the creation of summer experiences that engaged students according to their specific interests, but that will also provide material for the school to use in the subsequent school year. Teachers and staff at the schools were encouraged by their principals to help think of summer job experiences that would expand on their classroom activities, and engage students in exciting new ways.

Non-school based opportunities: citywide and community-based models

We believe that every high school student should have the option of participating in a summer internship that is connected to their year-round activities in school. However, no singular model of service will be right for every young person, and there will be a number of students who may benefit from a different type of experience. Some students may see the summer as a chance to develop relationships with new sets of peers outside their school community. Many young people now travel to attend schools outside their neighborhoods, and some may seek summer opportunities based in their home neighborhoods. Additionally, the city may be able to offer a limited set of specialized programs that may not be available through—nor should be required of—every school-based summer jobs partnership, but could be offered at a citywide level.

The city should explore how a select group of organizations can provide a specific, separate set of summer opportunities, including:

- **College-based programs:** colleges offer a unique opportunity for high school students to visualize themselves in a postsecondary environment, potentially giving them the confidence and self-belief that college is possible. Many of the participants in the current SYEP program offered by LaGuardia Community College reflected this in their comments, remarking that they now felt more confident about applying to and enrolling in college after attending programs on the campus. Colleges can also offer a wide array of physical and programmatic resources that can benefit students. The LaGuardia program is remarkable in the physical infrastructure—from computer labs to

classrooms—that allow it to operate a high-end service learning program for younger participants, and provide its older youth with a broad range of other supports.

- **Other citywide, specialized programs:** there may be a set of organizations that can offer specialized programs to limited sets of students with unique interests. This could include a range of sector-based employment programs such as those we documented in the Expanded Options program partnership with the Sylvia Center, an organization that offers culinary programs to young people, giving participants the opportunity to learn and then teach healthy eating and cooking.
- **Community-based programs:** the city is home to many comprehensive community-based organizations with deep connections to individuals and resources within specific neighborhoods. For those young people seeking summer experiences not connected to their schools, programs that are open to any young person from a specific community might be an alternative. The Expanded Options program we visited at Grand Street Settlement in East Williamsburg offered a valuable experience for one participant to teach younger children in his own neighborhood.

The attached case studies provide examples of these and other ideas that emphasize the promise of enhanced summer jobs programming. But nothing speaks louder than the voices of the youth engaged in these programs, which we have highlighted in each case study.

3. Guidance for Implementation

As we have argued here and in our original proposal, we believe that every young person in New York City should have the option of participating in a paid summer internship, particularly during the formative high school years before they make the difficult transition to college and careers. Creating a system of universally available programs—and generating the support for such an investment—may take time, but the City should begin to create the foundation for a successful move in that direction. We believe that this means piloting universal service delivery in a limited context as early as the summer of 2017. This could include targeting several schools, districts, or neighborhoods for universal service delivery, in advance of any citywide universal commitment.

A road to universal service could include:

- **Do not use the lottery for half of program slots in 2017.** Until the funding and political will becomes available for universal service levels, pull half of program slots out of the lottery, and use them to model and learn how universal service could work. This could happen through targeted, intentional programming to:
 - **Specific schools:** Our original proposal called for the identification of 20 high schools where every student who applied would be offered a summer internship in a first year of implementation. We believe that this minimum level would provide a useful demonstration of how universal summer internships can fundamentally alter a school, and provide lessons for scaling up to more schools and in subsequent years.
 - **Neighborhoods:** The city may also want to identify one or more neighborhoods for universal services via the school and/or community-based contracting options. Targeting one or more of the areas with

some combination of the lowest rates of youth employment, highest rates of household poverty and incidence of crime in the summer might also provide a powerful example of how an entire neighborhood can be transformed by fully available summer youth employment.

- **Age levels:** the city could experiment with offering all students of one age or specific stage an initial work-based learning experience. This could be along the lines of some of the service learning efforts documented as case studies, or in the CareerCLUE model, designed specifically for rising high school sophomores that was piloted this summer through the NYC Center for Youth Employment--which comprised part of the portfolio of services at Fannie Lou Hamer HS' summer program.

Each of these options offer the city a strong rationale for which to bypass use of the lottery for a given portion of program funds and slots, particularly as they help make the case for expansion to universal service levels.

Contracting: school-based, community-based, and citywide

In order to meet the diverse needs of New York City's youth, we recommend that the city offer two types of summer youth employment contracts to prospective providers:

- a. **School-based partnerships:** we believe that school-based programs should eventually become the predominant model for most high school youth;
- b. **Citywide initiatives and community-based programs:**

a limited set of programs, on college campuses, in specialized internship settings, or in community-based program environments, may be a useful complement for students seeking other types of experiences, as well as young people seeking to stay close to home. These programs may also include those available to older, out-of-school youth, and be more in line with the current SYEP service model.

School-based partnerships

We believe that the first step the city can take to significantly enhance SYEP is to offer school-based contracts, much as it does with other programs. These contracts would serve to attach an outside organization to a school, thus enhancing the school's resources and at once improving the ability of the external organization to know the participants in its programs. Under this scenario, a prospective contractor would propose to be the provider of SYEP programming to young people in one or more schools. Their application would require the consent of each school's leadership, and could present the ways in which the SYEP contractor can serve the students while connecting to the mission and enhancing the year-round programming of the school. This would be similar to the way other programs are administered in the city, including the Learning to Work contracts of the NYCDOE, in which external organizations provide year-round internships to students in danger of dropping out of high school, or Beacons, in which community-based organizations offer comprehensive afterschool and community programming.

In an ideal relationship, the SYEP provider could have a year-round presence at the school as the youth employment coordinator, working alongside staff and teachers to create the best opportunities for students to bridge each academic year. Schools would see clear benefits from an expansion

of their ability to influence students, and SYEP providers would gain the stability of a set group of participants, any resources of space offered by the school, and significantly more advance time and knowledge of their participants enabling them to develop the best possible summer experiences for them.

Citywide initiatives and community-based programs

There may also be an opportunity for the city to offer a set of contracts to serve young people citywide in specialized programming. In addition to school-based contracts, the city should continue to offer a number of citywide contracts to accommodate young people seeking another type of service. As in the case of LaGuardia Community College, presented above, college campuses provide a unique opportunity for students to visualize themselves in a postsecondary education environment. Other programs that could fit into this model include specialized internships that may only be able to offer a limited set of program slots.

Students could decide whether they wanted to participate in the internship program in their school, or if they wanted to apply for a defined set of citywide programs, each of which might have separate criteria for acceptance, including age/school grade, prior summer experience, and/or any other requirements.

Young people who are not interested in a school-based program or a specialized citywide initiative could also participate in a version of the program that is more similar to the current model. Community-based organizations would offer summer jobs and community service projects to young people within their community or neighborhood. This service option might include a set-aside program for older youth who are not in high school.

Financing

The reforms called for here—universal service to high school students, with a more limited program for older, out-of-school youth—will require significant new investment. In our original proposal, we estimated an initial take-up rate of about 35 percent of public high school students (this figure is over two times the percentage of 14- to 18-year-olds—not all youth—in New York City who currently apply to SYEP). Thirty-five percent take-up among the nearly 280,000 high school students would require 100,000 slots in a first year (we also advocated a separate 10,000 slots to serve older, non-high school aged youth, who would presumably be selected through other mechanisms). The program enhancements that we suggest—particularly the added assessment and job-matching—also entail their own costs. Our original proposal called to increase the administrative fee given to providers from \$325 to \$500 per participant, although we do believe that program providers will gain a range of efficiencies and cost savings resulting from greater certainty about participants, as well as opportunities to use school resources and space. Our experiences this summer have led us to believe that this fee should increase to \$700 per participant.

With wages currently constituting about \$1,500 per summer and an administrative fee of \$700, \$2,200 per participant for 110,000 participants would cost the city \$242 million, more than double of what it currently spends. But all SYEP participants currently receive the minimum wage, which will gradually increase to \$15 for all jobs in 2019, and the program's costs would rise until then under the current model.

We believe that there are some ways to mitigate the cost increase, particularly by offering the youngest

participants—ninth and tenth graders, who participate in service learning/community service projects rather than more formal jobs—stipends that are less than what they would make in hourly wages. This would be similar to what is paid to participants in AmeriCorps and other service programs. A wage of \$15 an hour is a significant amount, and the program could offer a \$750 stipend for younger participants, while spending just half of a full summer of hourly wages. Another possibility is to require that employers who want to rehire participants finishing their senior year who they had employed as juniors to provide a portion of program wages. This may be of interest to those employers who would benefit from a participant with the advanced skills they had gained the previous year.

The city has already found funding to offer universal services to young children and middle schoolers—\$300 million for universal Pre-K and \$200 million for afterschool programs. We believe that it is time for a corresponding investment in our teenagers as they make the complicated transition to adulthood.

What universal summer jobs would mean for New York City

New York City has the opportunity to become the first city in the country to fundamentally reimagine high school, by offering every student a hands-on employment experience. The benefits would be enjoyed by young people, through money in their pockets, new skills, and a foothold in the labor market; families, who would gain the security of knowing that their children were engaged in a positive summer experience; and businesses and communities, which would gain from the talents and energy of tens of thousands of youth. We cannot afford to wait.

CASE STUDIES: School-Based Programs

Fannie Lou Hamer Freedom High School • Children’s Aid Society • Big Picture Learning

Best practices/lessons for replication:

- Deep involvement of principal and school staff
- A range of internship opportunities based on the diverse interests of students
- Hands-on work that allows students to visualize the next steps in their college and career pathways

The Fannie Lou Hamer Freedom High School (Fannie Lou) works with a broad set of partner organizations that help provide its students with enriching summer employment opportunities.⁸ Fannie Lou is supported as a Community School by the Children’s Aid Society (Children’s Aid), which is itself a long-term SYEP provider. For its summer internships the school is working with groups including Big Picture Learning (BPL), an organization dedicated to providing “authentic learning experiences outside of school.”⁹ In 2016, Fannie Lou was able to offer all of its students a summer job experience. Some gained entry to SYEP through the lottery; many of those that were turned away were paid wages through private funds raised by the school.¹⁰

Fannie Lou Principal Jeff Palladino explains his interest in summer internships: “we believe you learn inside and outside the classroom. Work experience helps students learn the non-cognitive skills that are so important.” Moreover, “we know that when kids leave our doors in June a lot of things can happen; summer is a time when kids slide.” Principal Palladino laments how “This is the poorest congressional district in the country—the majority of the youth here want to work.”¹¹

At Fannie Lou, Jeff encourages “teachers and advisers to act as ‘brokers’ of opportunity with kids as a way

of developing and exploring their interests. They don’t know what they don’t know, and a summer job will open them up.” Teachers, he claims, are trained to prioritize classroom time, but, he says, “once the teachers see the effects summer jobs they start thinking of how to connect their students to opportunities.” He agrees that SYEP should be universal: “If you could give every kid SYEP, why wouldn’t you do it? Kids want to work—they’re doing something that is valuable to them, their communities and the school.” Dana Luria, Regional Director for Big Picture Learning agrees: “All kids regardless of grades in school or whatever metric we use can benefit from summer employment.” She also sees summer jobs as creating opportunities for youth beyond the skills and monies they earn, pointing out that “middle-class kids have networks through their parents and neighbors, so part of this is helping kids at Fannie Lou to build a social network that will help them in the future.”

Working with the school and its partners, Children’s Aid developed a range of tailored job sites and service learning programs for participants, and were able to enlist many of the organizations where students already fulfill their Fannie Lou community service requirements. For example, over 30 ninth and tenth graders learned about renewable energy and energy efficiency through their work with Solar One, a green energy education group. Other students were placed at the Knowledge House, a nonprofit that teaches “technology for social change”; Stone Barns, a farm in Tarrytown, NY; the Beam Center, an industrial design company; and as camp counselors for elementary and middle-school students through Children’s Aid.

One of the most popular internship sites is Rocking the Boat (RTB), a nonprofit that teaches environmental studies, boatbuilding, and sailing to youth on the Bronx River. This year, four Fannie Lou students were hired for the summer.



Principal Palladino sees the appeal of RTB for his students, noting, “they’re being kids, they’re having fun, and they’re learning new words like ‘Egrets.’ But we also see the work as academic preparation; [such as] when they are doing habitat mapping in the Bronx River, which is academic.” Palladino notes that kids working for Rocking the Boat realize the impact of littering, “that bottle is going to end up in the Bronx River.”

CSS researchers visited Rocking the Boat and interviewed Francisco Cabrera, 16, a rising junior.¹² Francisco started at RTB last summer, volunteered there during his entire sophomore year and was hired this summer as a “job skills” counselor. During the school year the focus is on environmental studies and Francisco claims it has “helped me with my grades because I now know more about the subject.” He also became a stronger swimmer by taking the lessons offered by RTB through the local YMCA. He describes his progression: “The first time I got in the water, I was so scared. I didn’t know how to row. Now, basically, I am a professional rower,” he laughs.

This summer, Francisco built and repaired boats, which he enjoyed: “I love it here. This is my family. The love I have for Rocking the Boat is something else. I would be here even without money.” His enthusiasm is infectious: “Most of the Fannie Lout kids are here because of me. I’m a leader to them now. They know me as the boat-builder.” He has refined technical skills like planking, riveting, and painting. He praises the program for keeping him out of trouble, since it “definitely get kids of the street. Now I go from here, home, school, here, home, repeat.” Francisco wants to be a mechanical engineer, he says, “so this is great, to work with tools. I love engines.” Because of RTB, “I have a new love for boats.” Building that first boat was the “first real accomplishment of my life. The first time I saw it go in the water I wanted to cry.”

CASE STUDIES: School-Based Programs

Cypress Hills LDC • Academy of Innovative Technology High School

Best practices/lessons for replication:

- Sequenced experiences differentiated for lower and upper classmen
- School-based, allowing for a deeper connection between the interests and skills students show in school and their summer jobs

Inspired by CSS's proposal to better connect SYEP to schooling, the Cypress Hills Local Development Corporation (Cypress Hills) piloted an integrated summer program with students from The Academy of Innovative Technology High School (AOITHS) in East New York, Brooklyn.¹³ With funding from the Siegel Family Endowment Cypress Hills offered an enhanced version of SYEP to 42 AOITHS students this summer.

Cypress Hills has worked with the schools on the Franklin K. Lane campus for many years, operating a Student Success Center that aims to improve students' college readiness. Cypress Hills has also long been an SYEP provider, and Lowell Herschberger, Director of Career and Education Programs, is well aware of the limitations of SYEP as a standalone program where students "enter with a brief orientation and leave without adequate follow-up services." When the opportunity to pilot a new school-based model arose, Cypress Hills saw the possible benefits immediately, but emphasized that it would have not been possible without the strong support of school leadership and DYCD. It was "not a hard sell—the school's principal cried with joy when we told her" about the pilot.

Participants were divided into two cohorts, with younger students doing a service-learning program at AOITHS for

20 hours per week and older youth working at formal, mostly off-site internships for 25 hours per week, all over six weeks, with portion of the older youth working as mentors for younger youth. Unlike a typical SYEP program where only an initial orientation is required for older youth, Cypress Hills added reflection and assessment check-ins throughout the summer for all participants. Cypress Hills also hired three staff from school for the summer to work with younger students participating in the service-learning program, allowing for greater continuity between those students' school-year and summer experiences. Students in both the younger and older youth cohorts also completed weekly journaling and a photo essay to document and reflect on their learning. These materials will be available to AOITHS staff to use with students in the upcoming school year.

It was "not a hard sell—the school's principal cried with joy when we told her" about the pilot.

AOITHS is a career and technical education (CTE) school focused on technology, so Cypress Hills staff targeted summer job placements in that sector. Jonathan Cordero, a 16-year-old rising junior, studied web design at AOITHS during the school year.¹⁴ Knowing Jonathan's interests in advance, Cypress Hills placed him at The Studio, an animation and video editing company that has worked with Disney and major pharmaceutical companies to produce commercials and public service announcements. At The Studio, he and a classmate worked on a website for a popular video game.



Jonathan had learned how to code using DreamWeaver and JSBin during the school year, and through his summer job was able to add SquareSpace and Photoshop to his skill set: “There is never a limit as to how much you can learn

when it comes to technology,” he noted. But he was quick to stress other skills he gained over the summer: “Most importantly, I’ve learned about the work environment, deadlines, and teamwork.”

CASE STUDIES: School-Based Programs

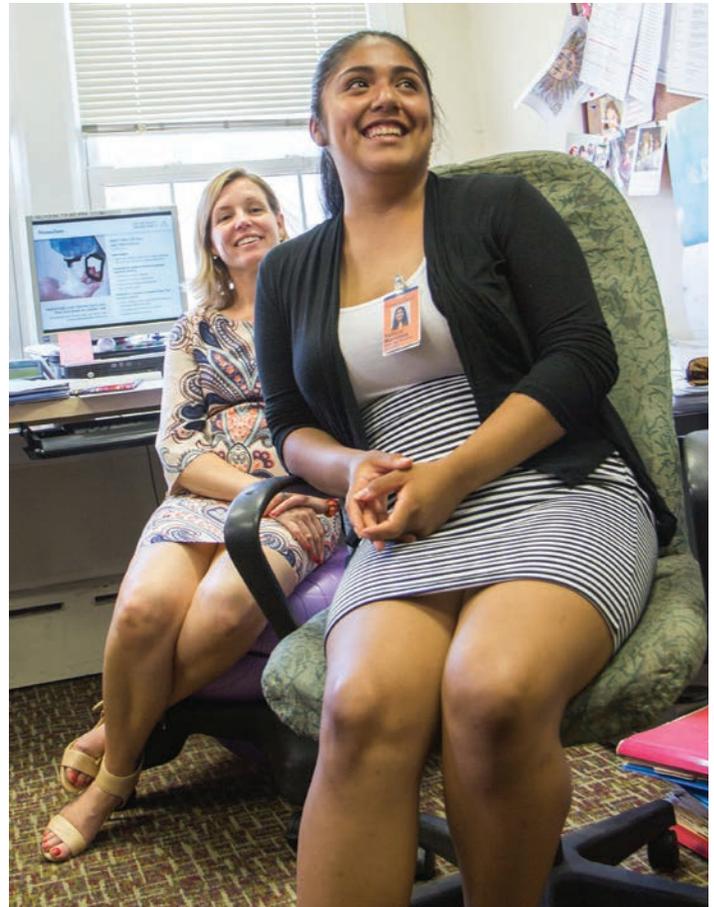
PENCIL • HERO High School

Best practices/lessons for replication:

- Summer job placements that build off of the school's academic program
- Deep relationships between school and local employers
- Opportunity for school staff and principal to connect to students in summer

The partnership between PENCIL, a non-profit organization dedicated to expanding summer internship opportunities for youth, the Health, Education and Research Opportunities High School (HERO) also demonstrates what is possible with a focused, school-connected program.¹⁵ HERO is a CTE high school that enables students to graduate in six years with an associate's degree in nursing or community health from Hostos Community College, developed with the assistance of the Early College Initiative at the City University of New York (CUNY). Using PENCIL's contract with the Ladders for Leaders program, a small subset of SYEP that allows for more targeted services, the school was able to provide students with a rich set of paid summer internships in a variety of healthcare sector jobs.

School leadership at HERO believes in summer internships as part of its commitment to work-based learning. Kim Smith explains how her fellow teachers at HERO “want their students to get hands-on experience with doctors and nurses.” Although HERO arranges weekly visits to area hospitals during the school year, “there is nothing like actually working in a hospital, with patients” to teach students what a career in medicine entails. “Everything is not written in a book,” Ms. Smith insists.



Montefiore Medical Center is a long-term partner, but HERO also works with Jacobi Medical Center and the Bronx Wellness Community Center. Stephanie Gilman of CUNY, who works with HERO, credits the success of the internship program to the dedication of teachers like Smith, the principal Kristin Cahill, and a strong partner in Montefiore. “The key to this model,” she explains “is for the partners to understand how to work with high school students.”

During their summer internships, students not only learn medical skills, but the kind of “soft” or interpersonal skills that are necessary for success in any career. Gilman stressed the importance of mentorship: “There is no way youth are ready to enter the workforce and do well at that job without someone to mentor them...these jobs you’re getting mentoring with it, here’s what it means to be a healthcare professional, to be a middle-class professional.” Youth learn college readiness skills like time management, writing, or communication over e-mail, and “internships would only enhance these skills.”

According to Kim Smith, internships give her students independence and teach them time management. “They’re not going to have me at their internships,” she says, and have to learn to navigate the subway and job-related paperwork on their own. “These are life skills that some grown-ups don’t even have.” Gilman sees the internship as preparation for college. “Participants will learn how to ask questions and advocate for themselves,” building their confidence to navigate post-secondary education. “Such self-advocacy is crucial, especially at a large bureaucracy like CUNY.”

PENCIL staff provided students with pre-employment training, collaborated with school staff to match students to their internships, operated payroll, and provided support to school staff, students, and employers throughout the internship period. Shanae Edwards, 17, enjoys the hospital setting where her internship takes place, saying, “I feel respected, I feel needed. It’s the setting I want to be in: I want to be in a hospital. There’s nothing like hands-on experience in a field you care about. It’s a great opportunity for any kid that wants that experience.”

On a follow-up visit to Montefiore, we interviewed, Yulissa Martinez, 16, and her supervisors, Sheila Wolfinger and

Linda Smith of the Office of Development for Montefiore Hospital.¹⁶ Wolfinger explains how “it’s helpful to have interns. They definitely fill a need—we put projects away for them in advance.” Yulissa works Monday to Thursday, 8:30 a.m. to 3 p.m., and her tasks include administrative work like, stamping, data entry, organizing files, and labeling for fundraising mailings. Wolfinger also emphasized the importance of soft skills, noting that this internship “gives them a foundation to continue schooling. I understand what it takes to be in the workforce, on time, interpersonal skills, social skills. And college, too: less anxiety about approaching professors, other adults.”

This internship has also allowed Yulissa to explore her career options. When Yulissa expressed interest in becoming a surgeon, the staff at the Development Office arranged for her to witness a heart surgery. But they want their interns to know that “there are other careers in health other than doctor and nurse” and that “if they are going to be doctors, they should know what else happens at a hospital. They have choices” when choosing a career in healthcare.

The importance of connecting summer employment to youths’ schools is highlighted by the fact that Yulissa communicates regularly with her teacher, Ms. Smith, about work and credits her with helping her ease into her first paid job. Yulissa is already confident that “I will be better at my next job.” PENCIL also partners with Santander Bank to provide a workshop on financial planning and literacy for participants. Yulissa says using her debit card makes her “feel grown” and that she’s “definitely saving up. I don’t know how to use my money yet, but I don’t want to waste it.”

CASE STUDIES: Non School-Based Programs

LaGuardia Community College • SYEP

Best practices/lessons for replication:

- Scale and resources allow them to provide a wide range of internship options
- Setting allows students to visualize themselves as college students

CSS researchers spoke with Adjoa Gzifa, Director of the Workforce Development Center, and Claudia Baldonado, Director of Youth Workforce Initiatives, two of the managers of the SYEP program at LaGuardia Community College.¹⁷ For the summer of 2016, LaGuardia received over 6,000 applications for its 2,700 slots. Most youth apply to LaGuardia’s SYEP because they live nearby or hear about it from peers. Approximately 1,000 younger youth—ages 14 to 15—were placed in one of ten “service-learning programs,” while participants 16 and older work at dozens of job sites.

Service-learning activities mainly take place on LaGuardia’s campus, although one program works closely with the Queens Hall of Science. Other programs, like one focusing on veterans and military service, take frequent trips, for example, to visit memorials in Washington, DC and to participate in a “youth legislative day” in Albany, NY. Adjoa argued that although service learning “may seem like a classroom setting,” the programs strive to make youth understand that “this is your job, you have to be on time.” The goal is to “reinforce work ethic but allow participants to use their creativity.”

The service-learning participants we spoke to emphasized the value of being on a college campus every day. “You can see yourself going to college here—it makes it seem more like that it would be something you could actually do,”

said Kevin, 15. “I have never known anyone who went to college, so I was nervous but excited to see what it would be like here.”

Older youth are typically placed in jobs such as daycare centers, summer camps, government and corporate offices, public parks, and retailers including Burlington’s, Modell’s, and TJ Maxx. Youth chose their placements from a large menu of options. As a large SYEP provider guaranteed to have thousands of SYEP slots, LaGuardia is able to start discussions with employers about potential internships much earlier than most SYEP providers who typically do not know how many youth they will have to match with employers. In addition to the recommendations made by LaGuardia staff, some employers prefer to interview and screen SYEP candidates. For example, as Baldonado noted, some employers like the MTA want to ensure that interns “look a certain way, dress a certain way, and act professionally.”

“I have never known anyone who went to college, so I was nervous but excited to see what it would be like here.”

LaGuardia attributes its success as due to dedicated staff, the wide range of employment options, and the resource advantages of being at a community college. It employs a full-time curriculum developer for its service learning programs, and is able to offer youth a larger menu of options for service learning and workplaces to suit youths’ interests than most SYEP providers. Gzifa described the benefits of being on a college campus as “space, resources,



access to computer labs,” which means that “enrollment, placement, counselling, it’s all centralized here.”

The LaGuardia program demonstrates what is possible under the current SYEP structure, particularly with a very large contractor that can offer young people a wide range of options. Nevertheless, each youth’s summer experience at LaGuardia remains separate from their schooling or other workforce development activities. Although it is within walking distance to four different high schools, the LaGuardia program currently has no formal mechanism nor incentive in their contract to reach out to those students. Connections to nearby schools could improve matching between students and employers since school staff

could also advise on a student’s strengths and interests. Although LaGuardia staff try their best “to pay attention to each individual” participant, this is difficult to do given the fact that youth are only involved with LaGuardia for several weeks and there are thousands of participants. Staff try to attenuate this by doing “smaller” orientations of 100–120 youth by age cohort. “More time and clear knowledge of who is participating in advance is the best way we could improve our program,” says Gzifa.

CASE STUDIES: Non School-Based Programs

ExpandedED • Grand Street Settlement • the Sylvia Center

Best practices/lessons for replication:

- A community-based program allowing youth to give back to their own communities
- Specialized training in a specific industry
- Chance to earn high school credits

As part of ExpandedED Options, ExpandedED Schools administered ten apprenticeship programs serving 160 teens in New York City who interned during the summer of 2016. High school student participants receive 60-80 hours of training during the spring semester, and then teach the skills they learn to younger children at 40 summer programs operated by community-based organizations, many of whom are also SYEP providers. Those participants that win the SYEP lottery are paid by SYEP—those that do not are instead paid by private funds from ExpandedED Schools and the internship host’s summer funding for staff.

ExpandedED Options is a significantly more intensive version of summer youth employment particularly in the substantial training that participants receive in the spring semester prior to their participation. Students can even receive high school credits for that training. But this may represent a clear longer-term goal for the enhancement of SYEP, once its programming is more directed into the school environment. A natural next step for schools, once summer jobs are a part of the opportunities they can offer students, is to take advantage of their own resources to further advance the possibilities of those efforts.

On August 2, we met Manny Lopez, at Grand Street Settlement, where he was teaching a group of children to prepare Asian noodles with cucumber.¹⁹ Manny did his



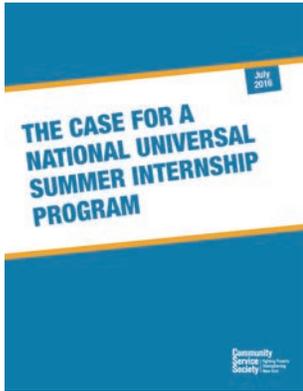
apprenticeship with ExpandedED Options for two hours, twice a week during the spring semester, where he received training from The Sylvia Center, an organization that teaches low-income families about healthy eating. “I like cooking and I love this job. Last summer, I was working outdoors in an SYEP job that was definitely not for me.” This summer, he and his coworkers give cooking lessons to groups of 8–10 elementary school students, three times a week, as part of his ExpandedED internship at Grand Street Settlement, which runs the summer camp where he works. As he sees it, “I’m doing something that I like and getting paid for it, so why not?” He enjoys “seeing kids’ faces when they eat something good.” As a result of his experience, he now wants to pursue a career as chef. Before, “I wasn’t sure I wanted to go to college but cooking is so easy for me. I now know I can do college. I want to go to culinary school.”

NOTES

1. “Community Programs to Promote Youth Development,” National Research Council, Institute of Medicine, National Academy Press, Washington, D.C., January 2002.
2. Martha Ross and Richard Kazis, “Youth Summer Jobs: Aligning Ends and Means.” Metropolitan Policy Program, Brookings Institute, July 2016.
3. Our original proposal discussed how SYEP’s 14–24 age range was not the result of intentional planning, but rather the artifact of having once accepted funds from a federal initiative that required that age eligibility.
4. Although SYEP funds most public summer employment, the city supports a limited set of other programs, including CareerCLUE, CTE Summer Scholars, and others, which offer more narrowly designed programs, to meet the needs of more specific subgroups of youth. Although not studied as part of this report, those programs can provide lessons about differentiation that could be offered within the SYEP portfolio. CareerCLUE programs, which offer rising sophomores in high school a blend of academics, career exploration, personal development, and service learning, present a strong model for what younger youth in SYEP should receive.
5. Leos-Urbel, J. (2014) “What is a summer job worth? The impact of summer youth employment on academic outcomes.” *Journal of Policy Analysis and Management*, 33(4), 891-911.
Schwartz et al. (2014) “Making Summer Matter: The Impact of Youth Employment on Academic Performance.” Working Paper #03-14. New York University Institute for Education and Social Policy.
6. Jacquelynne Eccles and Jennifer Appleton Gootman, Editors; “Community Programs to Promote Youth Development.” National Research Council, 2002.
7. If we use 2015 and 2016 as a rough example, approximately 54,000 of 130,000 (42%), and 60,000 of 140,000 (43%) of applications were funded, meaning a likelihood of 18 percent (.42*.43) of repeat applications being funded in two consecutive years.
8. We are grateful to the following individuals for their support and cooperation: Jeff Palladino, Principal and Nathan Larsen, Assistant Principal, of Fannie Lou; Dana Luria of Big Picture Learning; Sandino Sanchez of the Children’s Aid Society; and Abby Jo Sigal of the James and Judith K. Dimon Foundation.
9. Interview with Dana Luria, July 21, 2016. All other quotes attributed to Dana Luria came from this interview.
10. Here to Here, supported by the James and Judith K. Dimon Foundation, identifies and enhances multiple pathways to rewarding employment, specifically for young people growing up in low income neighborhoods and businesses seeking talent for promising careers. Here to Here connects educators, employers and community-based organizations with the goal of making best practice common practice. The Dreamyard Project and Big Picture Learning have teamed up to launch Here to Here in the Bronx.
11. Interview with Jeff Palladino, July 21, 2016. All other quotes attributed to Jeff Palladino came from this interview.
12. All quotes attributed to Francisco Cabrera come from an interview on August 8, 2016.
13. We are grateful to Lowell Herschberger and Emily van Ingen for their assistance and cooperation. This program would not have been possible without the support of the Siegel Family Endowment and the timely assistance of Jessica Traynor.
14. All quotes from and information about Jonathan Cordero come from an interview with him on August 9, 2016.
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16. Interviews conducted on July 28, 2016.
17. Interviews conducted on July 25, 2016.
18. We are grateful to Saskia Traill and Candace Brazier-Thurman of Expanded Schools, Inc. for their assistance and cooperation with our documentation. For more on the Expanded Options program, see <http://www.expandedschools.org/tags/expanded-options>
19. Interview with Manny Lopez, August 2, 2016.

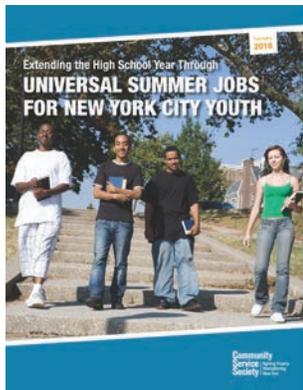
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