

COORDINATION

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MOBILIZATION

INTEGRATION

DELIVERING COORDINATED, COMMUNITY-BASED SERVICES BY PUTTING NETWORKS INTO ACTION

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THIS BRIEF is the third in a series documenting the implementation of an economic mobility initiative supported by New York City’s Change Capital Fund (CCF).¹ CCF is a consortium of New York City donors formed to invest in local nonprofits that undertake data-driven antipoverty strategies integrating housing, education, and employment services. CCF donors believe that an integrated approach to service delivery is an important way to “saturate” areas of persistent poverty with intensive, comprehensive services, cultivating multiple pathways toward neighborhood-level change.

One of the bedrocks of CCF is that **community organizations are well positioned to coordinate multiple services to underserved low-income populations.** However, they often do not receive funding to build their capacity to execute coordinated work. **For this reason, CCF has devoted resources not just to fund individual programs but also to help groups develop their ability to coordinate services to meet the multiple, overlapping needs of low-income families.** This brief describes how CCF grantees’ service coordination efforts have helped to place individuals without extensive work histories in higher-wage jobs, to encourage first-generation college students to enter school and stay enrolled, and to get academically struggling students back on track, among other outcomes. Besides drawing on interviews with the grantees (see Table 1) and quantitative data on out-

¹ The first brief, *The Promise of a Community-Based Approach to Economic Opportunity: New York City’s Change Capital Fund*, introduced the CCF initiative’s grantees and their work plans in detail. The second brief, *Addressing Challenges in Community-Based Service Coordination*, discussed challenges to service coordination and the ways grantees have responded to them.

TABLE 1
CHANGE CAPITAL FUND GRANTEES AND INTERVENTIONS

GRANTEE	INTERVENTION
St. Nicks Alliance	NABE 3.0 initiative integrates St. Nicks Alliance's outcomes-driven strategies in housing, employment, and education through one-on-one "coaching" to individuals and their households. Priority area: 11206 zip code (Williamsburg, Brooklyn)
Fifth Avenue Committee (FAC)	Stronger Together (FAC in partnership with Brooklyn Workforce Innovations, Red Hook Initiative, and Southwest Brooklyn Industrial Development Corporation) is helping local, low-income public housing residents gain access to adult education, support services, and job training and employment opportunities. Priority area: New York City Housing Authority's Red Hook and Gowanus developments in Brooklyn
New Settlement Apartments (NSA)	NSA is further developing its Community School model, as well as improving the coordination among and efficacy of its affordable housing organizing, Community School, College Access and Success Center efforts, and young adult employment services in order to ensure greater continuity and intensity of program participation. Priority area: Mount Eden neighborhood of the Bronx
Cypress Hills Local Development Corporation (CHLDC)	CHLDC is using real estate development strategies to increase affordable housing; offering neighborhood students a continuum of educational services that starts with school readiness and continues through college; and connecting local residents with jobs through its sectoral employment initiative. Priority area: Cypress Hills/East New York, Brooklyn

Note: The Change Capital Fund invested in the Brownsville Partnership, a project of Community Solutions, for three years. Since the partnership is pursuing a different model from that of the other CCF grantees, it is no longer participating in the CCF initiative and is not included in this brief.

comes from the grantees' reports to the funders, this brief uses an analytic tool called social network analysis whose basic unit is the relation, rather than an individual or organization.²

COORDINATING AND MOBILIZING SERVICE NETWORKS

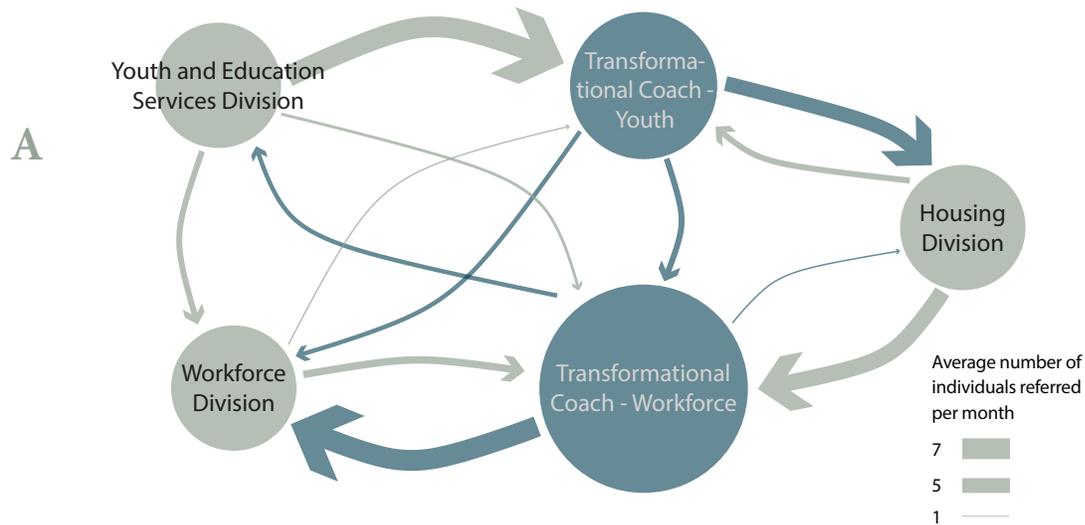
As illustrated on the following pages, **grantees have started to develop internal and external connections to deliver multipronged services to populations identified as being in particular need of them.**³ According to their different models of coordination, these networks have allowed multiple services to be delivered rapidly and simultaneously to families in need of special support; have developed pathways by which individuals with lower levels of education and less stable work histories can prepare for higher-wage jobs; or have realized ways to enrich the offerings of individual programs.

ST. NICKS ALLIANCE

Connecting Services for Higher-Need Families

As described in Table 1, St. Nicks Alliance's NABE 3.0 initiative coordinates workforce, education, and housing services to meet the needs of low-income parents and children within the 11206 zip code, a particularly disadvantaged area in north Brooklyn. St. Nicks Alliance is especially focused on the families of about 50 children who participate in its after-school programs and who receive emotional, social, and behavioral support to help them thrive in school. These families, who may face multiple challenges, receive services from a "transformational coach," a position created with CCF funding to provide more intensive services to a subset of individuals and families. Figure 1 illustrates how transformational coaches serve as bridges between divisions, coordinating and delivering intensive education, housing, and workforce services for a subset of the population living in the 11206 zip code.

- 2 For this brief, the researchers use social network analysis to better understand how community groups coordinate services internally among programs and divisions and externally with partners. Working closely with grantees, MDRC collected information on the frequency, nature, and intensity of service coordination with internal and external partners through a paper-and-pencil survey. After analyzing the data, MDRC discussed the findings with grantees to enlist their help in interpreting service networks and to give them information that could be used to improve internal management of their programs.
- 3 Figures 1-4 reflect data from the social network survey fielded in January and February 2016. Cypress Hills Local Development Corporation (CHLDC) is not included in these social network analysis figures. At the time of survey fielding, CHLDC was building its capacity to document service referrals internally and externally, a project that required a high level of effort. Given the demands on its staff, the organization chose not to participate in the survey.

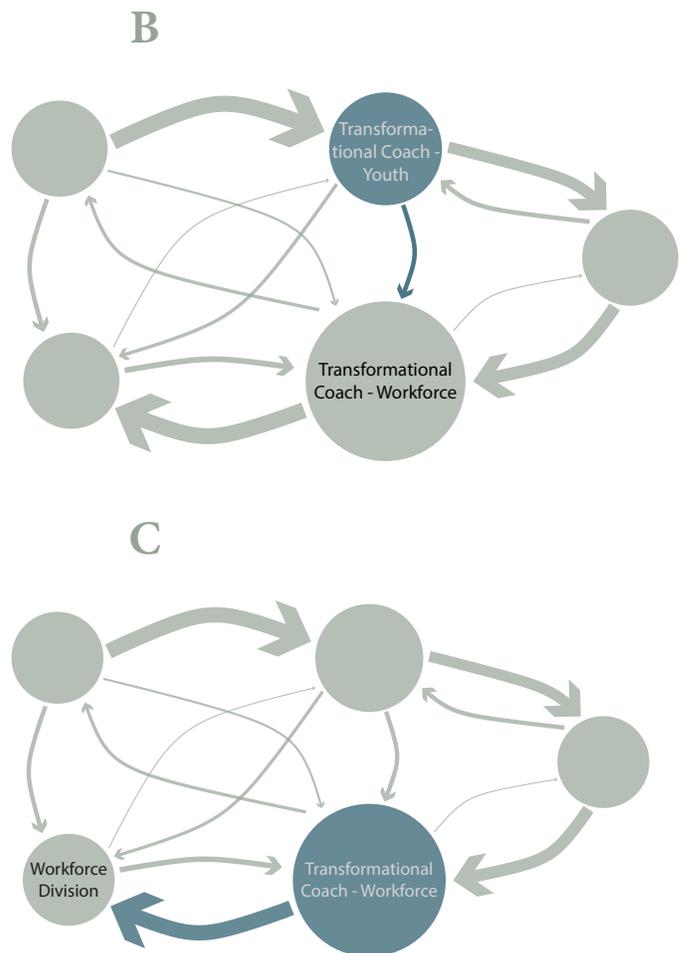
FIGURE 1 TRANSFORMATIONAL COACHES SERVE AS BRIDGES AT ST. NICKS ALLIANCE

Arrows indicate the pattern of referrals to and from transformational coaches and divisions within St. Nicks Alliance. Larger circles represent divisions that play a key role as brokers; line thickness reflects the volume of referrals.

A. Highlighted in dark blue, the transformational coaches — one serving the workforce division and one serving the youth and education services division — act as bridges between the workforce, youth and education, and housing divisions. (St. Nicks also intends to establish a housing coach.) The coach position is designed both to supplement services for each division and to provide a point of contact between divisions, as families whose children receive intensive case management also receive help around their housing or employment needs.

B. For example, a transformational coach in a St. Nicks Alliance after-school program met a student whose parent was unemployed and searching for work with little success. The youth coach shared this information with the workforce coach, who then visited the community center at parent pickup time, met the student's parent, and explained the services St. Nicks offers to help people find work.

C. After scheduling an intake session and learning of the parent's interest in becoming a home health aide, the workforce coach referred the parent to St. Nicks' home health aide training, as illustrated by the arrow from St. Nicks' workforce transformational coach to its workforce division. The parent has been employed as an aide since completing the training. Meanwhile, the student continued to make progress in school.



The example in Figure 1 shows how this coordinated service network can help individual families with concurrent needs, and these efforts have contributed to St. Nicks' Year 2 outcomes: St. Nicks reported serving 492 children and young adults through its education services and providing employment services to 194 adults (of which 108 were placed in jobs) through its CCF-related work.

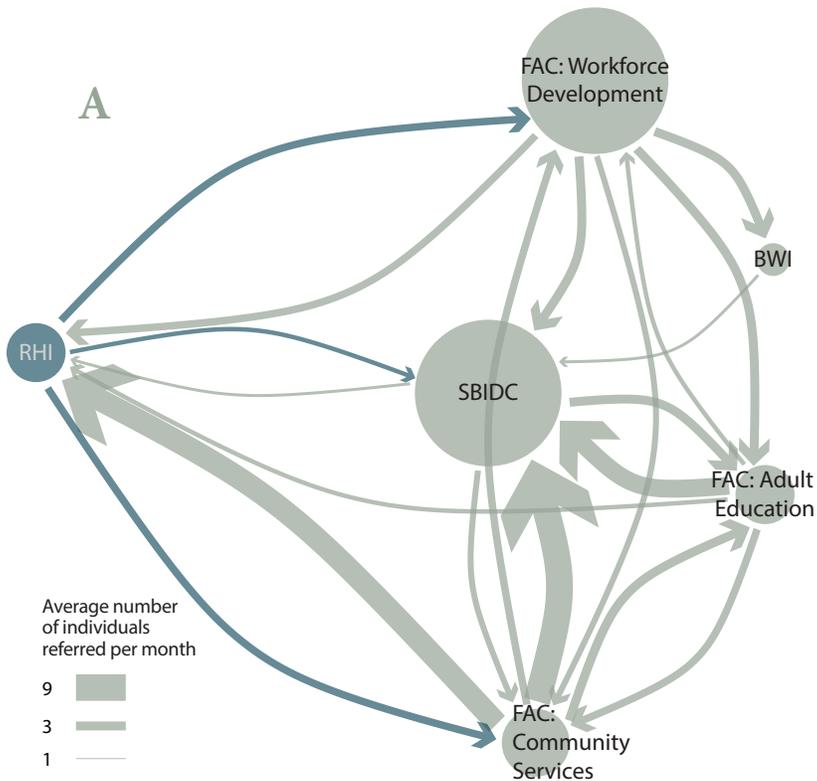
STRONGER TOGETHER

Developing Pathways for Public Housing Residents to Higher-Skilled Careers

The Fifth Avenue Committee (FAC) leads Stronger Together, a partnership with Brooklyn Workforce Innovations (BWI), the Red Hook Initiative (RHI), and the Southwest Brooklyn Industrial Development Corporation (SBIDC). Stronger Together's goal is to deliver services over time to a group of public housing residents in Red Hook and Gowanus Houses to help prepare them for higher-wage, career-track jobs. The partnership involves resident outreach and support for high school graduation and college access through RHI; adult education, job readiness and placement, and access to individual and community support services through the three divisions of FAC; sectoral training and job placement through BWI;⁴ and placement in industrial and manufacturing jobs through SBIDC.

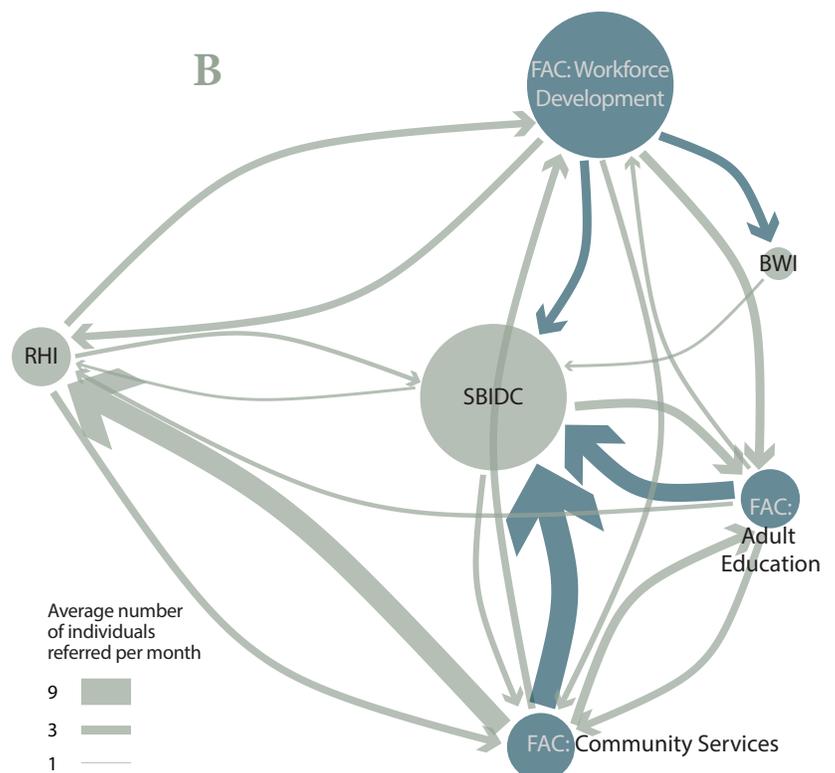
Across the network, in Year 2 of CCF, 183 adults participated in education and training programs, and 87 obtained employment at an hourly wage between \$8.75 for young adults (18 to 24 years old) and \$14.19 for older adults (25 years and older). Figure 2 illustrates how the pathways to achieving these outcomes operated in practice, as of February 2016.

⁴ Sectoral training programs focus on jobs with career pathways, requiring that service providers respond and adapt to the staffing needs and skill requirements of employers and offer demand-driven skills training to their participants.

FIGURE 2 STRONGER TOGETHER USES A PATHWAY MODEL

A. RHI is often the beginning of the career path, both helping students to graduate from high school and prepare for college and referring adults to the other partners who can connect adults to benefits and workforce training and assist them in obtaining employment.

B. FAC (workforce development, adult education, and community services) refers participants to both BWI (sectoral training) and SBIDC (placement in industrial and manufacturing jobs).



Links between Stronger Together's partners — the Fifth Avenue Committee (FAC), Red Hook Initiative (RHI), Brooklyn Workforce Innovations (BWI), and Southwest Brooklyn Industrial Development Corporation (SBIDC) — create pathways for public housing residents to receive adult education services, benefits advocacy, and the preparation necessary for higher-skills training programs and employment. Larger circles represent partner organizations that play a key role as brokers; line thickness reflects the volume of referrals between Stronger Together's partner organizations.

Not all individuals follow the same path between organizations. In Stronger Together, both FAC and SBIDC place Red Hook and Gowanus residents in jobs. SBIDC's jobs tend to be ones in manufacturing that require training first; FAC works with an entirely different set of employers, helping place residents who cannot participate in job training because they need income immediately. FAC also connects residents with public benefits, another way to meet residents' pressing financial needs while they participate in an adult education class or job training that could lead to a higher-skilled and higher-paying job. In these ways, Stronger Together's network is meant to be responsive to the varying economic needs of public housing residents while also working with them toward their long-term employment goals.

As one example, Stronger Together's network of services was able to help a 30-year-old public housing resident without a high school diploma who had only irregular and seasonal employment. Previously unable to earn a high school equivalency credential, the individual came to FAC to try again. Through support provided by the adult education division as well as benefits counseling and workforce services, the resident earned his high school equivalency credential, received guidance on preparing a résumé, was given interview attire, and received help filing back taxes. FAC then referred the individual to SBIDC, which helped the client secure job interviews and prepare for them. Today, the client is employed and, for the first time, has a job with benefits.

NEW SETTLEMENT APARTMENTS

Enhancing Opportunities for Young People

New Settlement Apartments' programs reported that 2,936 young people received education services, 317 students from college access programs newly enrolled in college, and 56 adults participated in education and training programs in Year 2 of CCF. New Settlement aims to enhance the quality of such programming by finding synergies, or ways that different initiatives can work together for the benefit of participants. Figures 3 and 4 show how participants move from one division to another at New Settlement and take part in more than one program.

FIGURE 3 NEW SETTLEMENT'S COMMUNITY CENTER SERVES AS A HUB FOR SHARED WORK

New Settlement's divisions work together to enhance programming. Larger circles represent divisions that play a key role as brokers; line thickness reflects the number of residents moving between two programs per month. At right, dark blue highlights Community Center connections.

The Community Center provides space to New Settlement's many divisions. For example, New Settlement's housing and tenant organizing group, CASA, holds meetings with residents in Community Center classrooms, and the Communities for Healthy Food program facilitates residents' access to nutritious food by using the Community Center as a community-supported agriculture pickup location. (YAOI = Young Adult Opportunity Initiative.)

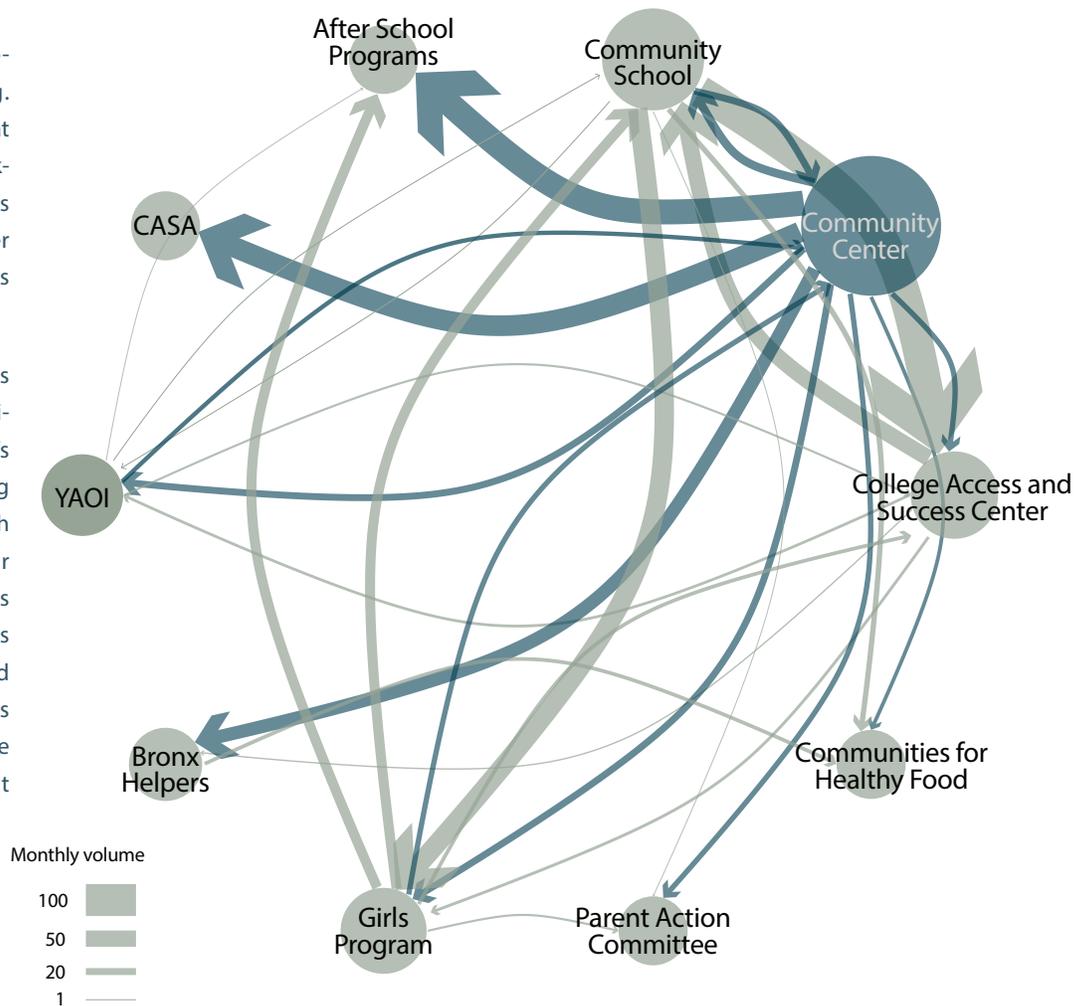
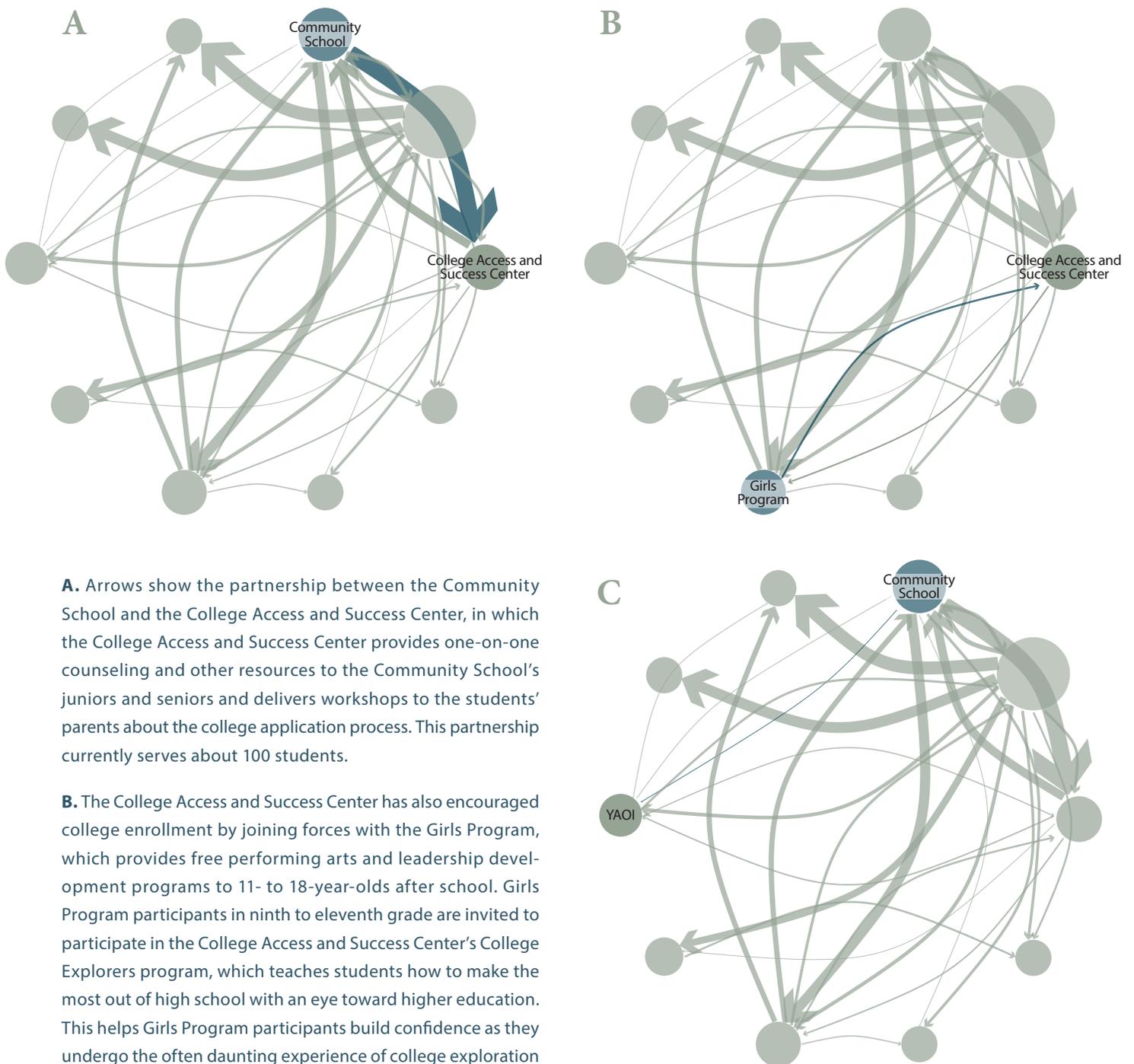


Figure 3 also illustrates how New Settlement's Community Center acts as a hub for shared work by offering space to New Settlement's many divisions for various activities. As residents are invited into the Community Center by one New Settlement program, they can learn about the organization's multiple services through pamphlets displayed on an information table; program and event fliers; Community Center calendars that show monthly programming for which they can sign up; and front desk staff members, hired from the community, who greet guests and answer program questions on the spot.

Figure 4 highlights some of the collaborations that serve students.

FIGURE 4 NEW SETTLEMENT'S COLLABORATIONS CONNECT STUDENTS TO MORE SERVICES

first graduating senior class, and while most students will attend college this fall, some need to delay college and work full-time. Accordingly, the Community School referred these students to YAOI.

CYPRESS HILLS LOCAL DEVELOPMENT CORPORATION

Serving the Neighborhood “from Cradle to Career”

In contrast to the other CCF groups, Cypress Hills Local Development

Corporation (CHLDC) is not currently focused on coordinating different kinds of services to individuals at the same time.⁵ Rather, it is developing “cradle to career” programs to provide a continuum of services to neighborhood residents at different points in their lives. These offerings include school readiness for preschoolers, academic enrichment, after-school and summer camps for elementary and middle school students, programs to help middle school students find good matches with higher-quality high schools, college access and success programs for high school students, employment services for adults, and programs addressing affordable housing, community development, and organizing to serve a broad variety of residents.

In Year 2, CHLDC reported serving more than 4,000 individuals, the majority of which were children or young adults receiving education services. More than half these young people were served through CHLDC’s college success programs, which help high school students apply to and enter college and persist once they get there. The others received education services through CHLDC’s Youth and Family Services division, which provides recreational activities and family counseling.⁶ CHLDC also runs a Middle School Student Success Center that helps students and their families navigate the high school choice process in New York City by coordinating visits to high schools, training middle school students to counsel their peers through the choice process, and providing test preparation workshops, among other resources. CHLDC staff members report being better able to track these outcomes because of the data infrastructure built during CCF work plan implementation.

HOW SERVICE COORDINATION CONTRIBUTES TO OVERALL OUTCOMES

The instances of coordination described above have enhanced services, provided rapid and more targeted services to the families who need them, and supported individuals over time as they move through training programs and enter the job market. But to what degree does service coordi-

⁵ Coordinating services to individuals who might take advantage of multiple CHLDC programs is a goal for Year 3 of the organization’s participation in CCF.

⁶ Out of 4,108 individuals served by CHLDC, 3,755 were young people receiving education services. Of these, 2,021 participated in college success programs, and 1,734 were served by Youth and Family Services.

nation show up when measuring outcomes? During the first year of the CCF initiative, community groups spent considerable effort defining their interventions and developing cross-program data systems with the capacity to track individuals over time. In Year 2, the four grantees reported what they learned: They saw greater participation in programs, collectively engaging almost 8,600 individuals through their CCF-related efforts, and more completed referrals.⁷

Overall (including services provided outside the CCF initiative), in Year 2 grantees served 7,183 children and young adults through education services (a 16 percent increase from Year 1),⁸ supported 361 students in obtaining their high school diplomas,⁹ and developed 75 affordable housing units for local residents.¹⁰ Additionally, grantees achieved better outcomes in college access and persistence and employment. Figures 5 and 6 show grantees' Year 2 reported outcomes.

Figure 5 shows the breakdown of college access and persistence outcomes reported by FAC (on behalf of Stronger Together partners), CHLDC, and New Settlement Apartments in Year 2.¹¹ In Year 2, a total of 556 students started college, nearly a 5 percent increase from the 532 newly enrolled in Year 1. The grantees report 844 previously enrolled students persisting in college in Year 2.

As shown in Figure 4, New Settlement's College Access and Success program partners with its Community School and other young adult programs to identify students in need of college-related services. In Year 2, these partnerships produced a service flow of about 460 individuals to the College Access and Success program, which means that roughly 56 percent of the students receiving college access and persistence support (834 students) were

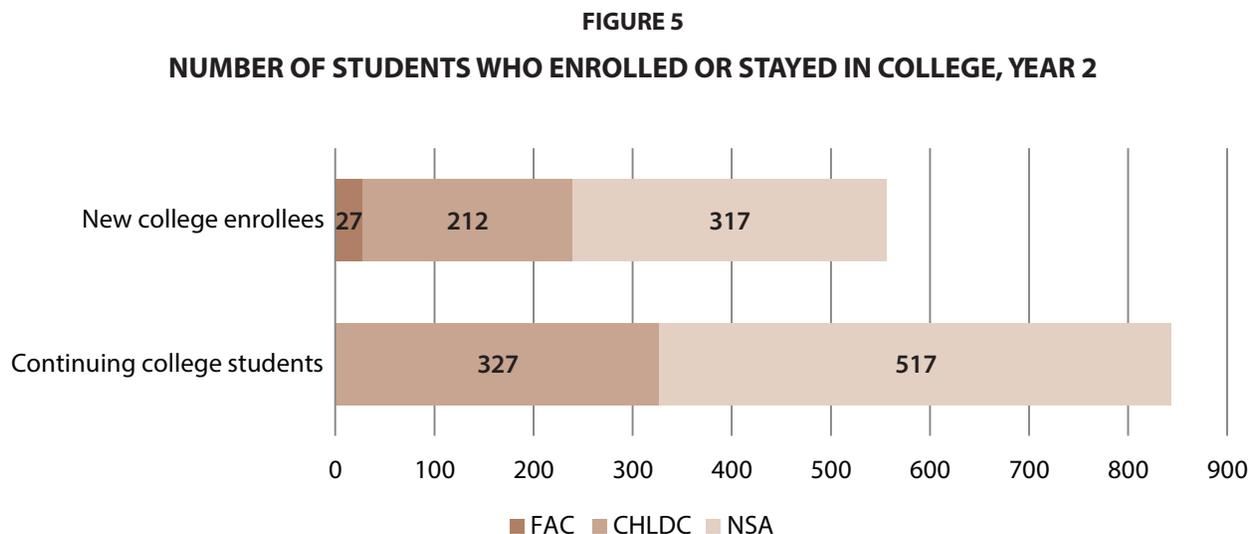
⁷ The number of program participants amounts to a 59 percent increase from Year 1 (5,413 Year 1 participants). The breakdown of individuals served by grantees in Year 2, according to their reports to CCF, is as follows: St. Nicks, 1,140; FAC, 333; CHLDC, 4,018; and New Settlement, 3,107, for a total of 8,598. In Year 2, grantees reported 343 completed referrals, compared with 102 in Year 1.

⁸ In Year 1, 6,189 children and young adults were served through education services.

⁹ This represents a 17 percent increase from Year 1, when 308 students obtained high school diplomas.

¹⁰ This represents a 15 percent increase from Year 1, when 65 affordable housing units were developed.

¹¹ College access outcomes show the number of students from college access programs who newly enrolled in college within the reporting period. College persistence refers to the cumulative number of students who previously enrolled in college through a college access program and are still actively enrolled in college. St. Nicks Alliance does not report on these measures.



Source: Change Capital Fund Grantee Year 2 Common Measures Report; data collected and prepared by Public Works Partners.

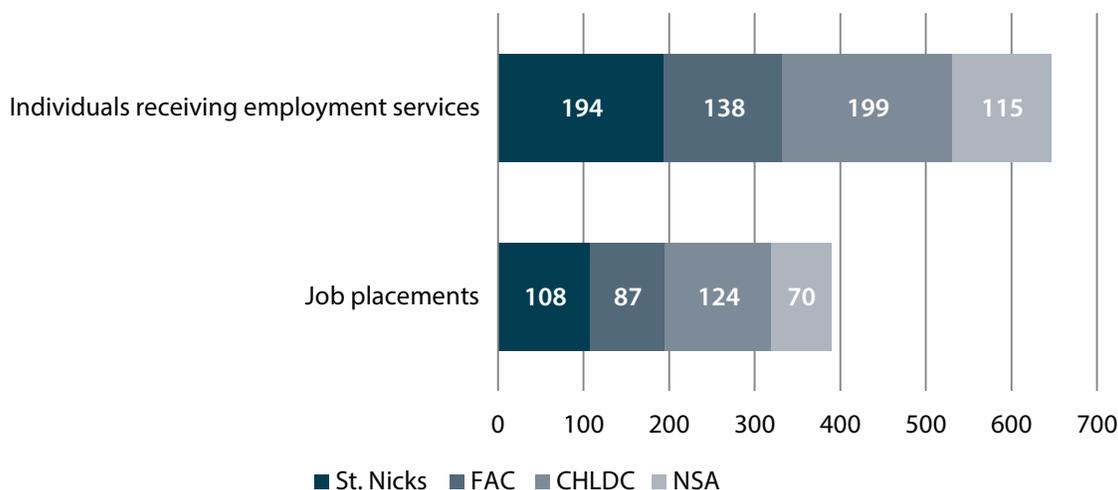
Note: College access is measured by the number of students from college access programs who newly enrolled in college within the reporting period (a total of 556 from grantees reporting on the metric). College persistence is measured by the cumulative number of students who previously enrolled in college through a college access program and are still actively enrolled in college (a total of 844 from grantees reporting on the metric). St. Nicks Alliance does not report on these measures.

referred there by other parts of the agency and were receiving additional support as they explored college through those programs.

Figure 6 shows employment services participation and job placement outcomes reported across the grantees, and how each grantee contributed to the total in Year 2. In the case of New Settlement Apartments, 115 young people received employment services and 70 were placed in jobs through the Young Adult Opportunity Initiative (YAOI) program. According to the service coordination survey, YAOI received a flow of 120 participants from College Access and Success, the Community Center, the Community School, and an after-school program (as shown in Figure 4C). This means that 65 percent of the young people who received employment services or job placement were also receiving services from another part of New Settlement.

St. Nicks Alliance served 194 individuals through employment services and placed 108 in jobs in Year 2. As shown in Figure 1, the workforce division and workforce transformational coach coordinated services with staff members in St. Nicks' youth and education services and housing divisions, resulting in 132 referrals flowing toward the workforce staff. In total, internal referrals accounted for about 44 percent of cases in which residents received employment services or were placed in a job in Year 2.

FIGURE 6
NUMBER OF INDIVIDUALS WHO RECEIVED EMPLOYMENT SERVICES OR JOB PLACEMENTS, YEAR 2



Source: Change Capital Fund Grantee Year 2 Common Measures Report; data collected and prepared by Public Works Partners.

Note: Across grantees reporting on each metric, a total of 646 individuals received employment services and 389 were placed in jobs.

FAC’s Stronger Together network is different from the other grantees, because services are provided by multiple organizations. In Year 2, the Stronger Together network served 138 individuals through employment services and placed 87 individuals in jobs, a 63 percent job placement rate. This employment service network — comprising FAC’s workforce division, SBIDC, and BWI — shared a total of 384 referrals in Year 2, meaning that the same client could receive up to four referrals, addressing financial, housing, and family circumstances, as needed.

LOOKING FORWARD

This brief describes how CCF grantees are bringing multiple interventions to individuals and families in an effort to promote education and employment outcomes. The next brief in the series, scheduled for 2017, will cover an increasingly important issue in comprehensive community-based approaches — the use of data management systems to improve program implementation. The brief will show how CCF has supported the grantees’ ability to use such data to inform and improve their work.

[Read more about MDRC’s approach to the evaluation](#)

[Learn more about CCF and the grantees](#)

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