

**New York City Council Committee on Contracts and the
Committee on Community Development Hearing
*Meeting Self Sufficiency Standards for Workers on Human Service Contracts***

Testimony Submitted by
Loren Miller, Associate Vice President, Policy and Capacity Building
United Way of New York City
November 2, 2015

Thank you Chairperson Rosenthal and Chairperson Del Arroyo for the opportunity to testify today. I appreciate the efforts of the New York City Council and the Administration to address the important issue of income adequacy among social service workers contracted by the City. I look forward to today's hearing as an opportunity to identify clear and operational steps for putting New York City's human and social service sector workforce on a pathway to self-sufficiency.

My name is Loren Miller. I serve as Associate Vice President at the United Way of New York City. For almost 80 years, my organization has worked to alleviate the effects of poverty throughout the five boroughs. Our goal is to solve intractable social problems and create systems-level change so that all individuals and families have access to quality education and the opportunity to lead healthy and financially secure lives. To get there, we partner across the business, government, non-profit and philanthropic sectors. Our community-level change efforts are organized around education, income security, hunger prevention, and nutrition assistance programs and policies – all interconnected and critical for moving low-income New Yorkers from poverty to financial stability.

Social and Human Service Workers

Our City looks to social service workers to deliver the programs that support vulnerable New Yorkers. From after-school enrichment to early childhood education to homelessness prevention, these are services that play an instrumental role in the lives of countless of New Yorkers every year. Human and social service workers are on the front lines, daily working to help fill the gaps for those individuals and households who do not earn enough to meet their basic needs.

As we know, the social service industry is a major economic engine. The City of New York annually contracts \$5 billion in social services to not-for-profit organizations that employ over 125,000 workers. The complex and critical work of the social and human service sector requires a skilled and sustainable workforce. Raising the wage floor and enacting an appropriate COLA that is automatically indexed to inflation will keep nonprofit wages competitive and ensure the recruitment and retention of skilled workers. However, half of the current social and human service workforce themselves earns less than \$14 per hour and 40 percent make less than \$12 per hour. That is not a self-sufficiency wage and not nearly enough to provide for basic family needs. As a result, the people we depend on to help advance the City's equity agenda are themselves on the edge of requiring social services.

Income Adequacy in NYC – the Self-Sufficiency Standard

The Self-Sufficiency Standard measures income adequacy based on a survival budget. It is a nuanced measure of the income a household needs in order to afford basics without turning to public or private assistance. Unlike the federal poverty level, it accounts for variability based on the number of people in the household, their ages, geographic location and a specific point in time. The 2014 New York City Self-Sufficiency Standard report shows that a single adult living in the Bronx - constituting the least expensive neighborhoods across the City's five boroughs - must earn at least \$12.76 hourly, or \$26,951 annually, to afford basic, minimal expenses. If that single adult lived in Queens, the hourly wage would need to go up to \$15.36 and the annual to \$32,432. If that adult in the Bronx were a parent, the hourly wage floor would go up to \$24.99, to pay for the child's expenses and to afford the high cost of childcare so that he or she could work.

The Self-Sufficiency budget is bare bones. It is the most conservative estimate of the income needed to afford a household's minimal expenses. It includes costs for housing, childcare, food, health care, transportation, taxes, one time emergency savings and a small percentage of items that includes things like clothes, phone and cleaning supplies. It does not include the costs of paying off debt or saving for a child's college fund or retirement.

The current wage floor for Social Service workers is inadequate for even the least costly household in New York City. And low-wage social service workers are disproportionately women and people of color, coming from neighborhoods of concentrated poverty. But social service workers are not alone. According to the 2014 Self-Sufficiency Standard report, more than two in five New York City households do not meet the standard of self-sufficiency. Moreover, 83% of these households below self-sufficiency have at least one working adult. This translates to more than two million people who must turn to public or private assistance to make ends meet.

The Public Cost of Income Inadequacy

The gap between wages and cost of living has ballooned since 2000. In the last 14 years we've seen a 17% average rise in wages against a cost of living that has on average increased by 59%. A worker – like the social service workers at the heart of this hearing – has no choice but to turn to a public safety net to just get by.

Across all industries in NYC, 24% of workers have family incomes that place them below 200% of the federal poverty line; in social services, 34% of workers have family incomes below 200% of federal poverty. In addition to the risk of needing public assistance to scrape by and the more serious trend of homelessness, the public cost of underpaying the social service workforce undermines our ability to deliver on the very missions we look to them to achieve. How can we retain staff with the appropriate training and experience when they themselves can not make ends meet?

Call to Action

The City Council and the Administration clearly share the will to ensure income adequacy for our city's workforce. The challenge is how to get there. Work - in the social service industry as in all sectors – must serve as a pathway out of poverty. Beyond ensuring a higher wage floor, we need a sector-wide

investment in professional development for nonprofit human and social service workers. Ongoing investment in workers who deliver critical services will increase the quality and sustainability of services provided as well as establish career ladders towards their own income stability.

I urge the City to increase contract funding to establish a \$15 an hour wage floor and include automatic COLAs in New York City's contracts. Both serve to more closely approximate a self-sufficiency wage. I ask these committees to work with your colleagues in the City Council and the Administration to find actionable solutions within this budget year. A phased plan could include a public hearing to review research on what it would cost the City to raise human service contracts to providers and assess the range of implications, build consensus around where the funds would originate from, and develop a sequenced implementation timeline.

Conclusion

I thank these Committees for giving the issue of self-sufficiency among social service workers the attention it deserves and applaud the City for the progress it has made towards the agenda of income adequacy. This hearing provides an opportunity for the City Council and the Administration to collaborate towards a comprehensive and operational plan to move New York workers to greater self-sufficiency. Thank you.



Meeting Self-Sufficiency Standards for Workers on New York City Human Services Contracts

November 2, 2015

Testimony before the New York City Council
Committee on Contracts and Committee on Community Development
by James A. Parrott, Ph.D., Deputy Director and Chief Economist
Fiscal Policy Institute

Madame Chairs and Members of the Committees on Contracts and Community Development, thank you for the opportunity to testify today. My name is James Parrott, Deputy Director and Chief Economist of the Fiscal Policy Institute (FPI), a nonpartisan nonprofit education and research organization focused on New York economic and fiscal policy issues.

City budget funding for an \$11.50 human services wage floor is an important first step

Implementing the funding for a first-ever wage floor in City human service contracts, as the City's FY 2016 Adopted budget does, is an important first step. We applaud the Mayor and the Council for taking this first step this past June. We are particularly pleased to see that in implementing the wage floor, a wide net was cast that extends even to human service contracts managed by the Department of Education.

This is in sharp contrast to how thousands of low-paid human service contract workers were treated in City contracts for many years when their pay and fringe benefits were a subject of total indifference, at best. Up to this point, the City has never compiled systematic data about the pay and compensation of its human services contract workforce. It's as if the City were buying widgets and the only thing that mattered was to minimize the cost of widgets as much as possible.

We estimate that 15,000-18,000 full- and part-time human service contract workers will see their average pay increase by 17 percent, retroactive to this past July 1. Another 50,000 or so workers in this sector will benefit from a 2.5 percent COLA, the first since 2008. This workforce is overwhelmingly female and persons of color, and many live in some of the poorest neighborhoods in the City.

It has always been clear to the advocates pushing for a meaningful human services wage floor that we needed to reach a living wage level of \$15 in relative short order, and that it needed to be indexed from that point on. We are working toward that end, and toward the companion goal of instituting a sector-wide education and training fund so that human service workers will be able to acquire additional education, skills and credentials in order to move up a career ladder, further enhance their earnings, and to help contribute to improved quality of service delivery.

We are heartened by, and have been integrally involved in, the establishment of a \$15 minimum wage for fast-food workers, and the Governor's recent proposal for a statewide \$15 minimum wage across all sectors of the state's economy. Considering the societal, not to mention the long-run economic and fiscal importance of the human services provided under government contract by the nonprofit sector, compensation in the human services sector should be higher than the state's overall minimum wage standard. That is our ultimate direction and goal.

We need to invest more in high quality human services in New York to more effectively help the vulnerable and to make sure that families that temporarily fall on hard times receive timely assistance. These investments will yield a fiscal payoff as well as both short- and long-term economic benefits, benefits that will matter the most in our low-income communities.

The Self-Sufficiency Standard family budgets for New York City are an important tool for understanding how far our economy and its system of rewards are from where we should be. A worker working hard and playing by the rules should be able to support her/himself and family without reliance on public assistance or private charity. Inadequate earnings for New York City workers are a pervasive problem:

- The cost of meeting basic family budget needs in New York City has risen nearly three times as fast as median earnings since 2000 (48% vs. 17%);
- In 2014, 42 percent of working-age households (nearly a million households overall) have earnings that fall short of what's needed to meet basic, bare-bones family budget needs;
- More than 3 out of every 4 families whose earnings fall short of budget adequacy are Latino, black or Asian.¹

These staggering numbers reflect the real cost of our pronounced income polarization. If we had something like a broad sharing of the fruits of economic growth, poverty would be much, much lower and every family would have the earnings it takes to meet family budget needs. We've had the growth but not the sharing of the benefits of growth.

We will not get to self-sufficiency overnight, but we should be ever-mindful of that goal and act to make sure that private and public policies are put on a path toward self-sufficiency. The recent Self-Sufficiency report provides specific recommendations in 14 areas that were developed by a number of policy advocate groups working together.²

The establishment of a funded wage floor for human service contract workers points in the direction of self-sufficiency, as does a \$15 statewide minimum wage.

Thank you for the opportunity to testify today.

#

¹ Diana M. Pearce, *Overlooked and Undercounted. The Struggle to Make Ends Meet in New York City*, December 2014, Prepared for Women's Center for Education and Career Advancement, with support from The United Way of New York City, The New York Community Trust, and City Harvest.

² See, *ibid*, pp. 42-49.



TESTIMONY
New York City Council Oversight Hearing
Meeting Self Sufficiency Standards for Workers on Human Service Contracts
Monday, November 2, 2015
Presented by Michelle Jackson

Good afternoon, Chair Arroyo, Chair Rosenthal, and members of the Committees on Community Development and Contracts. My name is Michelle Jackson, and I am Associate Director and General Counsel of the Human Services Council of New York ("HSC"), and I am very grateful for the opportunity to testify today. Thank you for holding this hearing on the important issue of self-sufficiency among human services workers. Your timing is impeccable, as we await the disbursement of funds to human services providers for the first City-funded human services wage increase in six years.

About the Human Services Council of New York

HSC is a membership association representing nearly 200 of New York State's leading nonprofit human services organizations, including direct service providers and umbrella and advocacy groups. Our members are involved in such areas as early childhood education, youth development, health, mental health, employment services, and services for seniors, immigrants, and individuals involved in the justice system, and the vast majority of them deliver services in New York City. The government relies heavily on such organizations to deliver essential supports to individuals and communities in need. Through advocacy, training, and sector organizing, we strengthen the not-for-profit human services sector's ability to improve the lives of New Yorkers in need.

The Human Services Workforce: A Critical Piece of the Economic Puzzle

As both service providers and employers, human services organizations are an economic engine for New York City. In Fiscal Year 2015, the City's eight human services agencies registered human services contracts totaling **\$2.315 billion dollars**.¹ This number represents 68 percent, by value, of these agencies' registered contracts and 17 percent of all City procurements.² According to a data analysis by the Fiscal Policy Institute, there are 107,600 private sector social service workers in the City.³

The human services sector drives the economy in two critical ways. First, by delivering services that empower individuals to overcome major life challenges, human services providers improve

¹ Mayor's Office of Contract Services. *Agency Procurement Indicators: Fiscal Year 2015*.

² Other procurements included contracts for professional services (22 percent) and standardized services (9 percent).

³ Fiscal Policy Institute. "Low-wage New York Social Service Workers: comparisons to other sectors and demographic characteristics." New York: 2015. See also *Fiscal Policy Institute Data Brief, June 17, 2014*: "Over one-third of New York City employees are paid less than \$14 an hour; workers of color are twice as likely to be low-wage." This number does not include individuals working for organizations that are primarily health care providers.

community health, safety, and economic outcomes. These organizations are the City's first line of defense in the fight against poverty, helping New Yorkers work toward self-sufficiency. Second, as an employer of more than 100,000 workers throughout the City, they contribute to wages, thereby increasing individual economic activity and City, State, and Federal tax revenue. Workers who earn more than a poverty wage are able to participate in the economy without relying on public assistance. Accordingly, ensuring that these workers are adequately compensated is critical not only to the success of the sector and its clients, but also to the strength of our City as a whole.

Makeup of the Human Services Workforce

Who are the City's human services workforce? Most simply stated, the average human services worker is a woman of color who makes less than \$14 per hour. She probably does not have a college degree, and there is a good chance that she receives some form of public assistance. The statistics paint a bleak portrait of inequality:

- Of the City's 107,600 human services workers, **85 percent are women.**⁴
- The majority of the City's human services workers, **75 percent, are people of color.**⁵
- Of the City's female human services workers, **52 percent are paid less than \$14 per hour, while 44 percent of the City's male human services workers are paid less than \$14 per hour.**⁶
- According to preliminary data, **44 percent of the City's human services workers have at least a 2-or 4-year college degree.**⁷

Despite working full-time in often challenging environments, many human services workers find themselves in the same precarious financial situation as the clients they serve. More of our agencies are reporting that their workers qualify for safety net programs or are looking to enroll in services provided at their own organization. Continued devaluation of the caring sector through suppression of wages compromises the quality of caring services and perpetuates inequality.

The Fiscal Policy Institute explains:

The New York City economy is growing, but most city residents are not sharing in the gains. The city's real per capita GDP (that is, economic output per resident) grew nearly 60 percent from 1990 to 2012, yet inflation-adjusted median family income declined 15 percent, and median hourly wages dropped 10 percent;

Fully 95 percent of all income gains in the city over the past two decades went to the richest 10 percent of households, while almost half of city residents were left poor (*i.e.*, living in poverty) or near-poor.⁸

By "saving money" on human services contracts, the City is merely increasing the numbers of "working poor" who need public assistance to get by.

⁴ *Id.*

⁵ *Id.*

⁶ *Id.*

⁷ Fiscal Policy Institute. "Preliminary Chart Pack: NYC Social Services Career Ladder Project." New York: 2014. New York: 2014.

⁸ Fiscal Policy Institute. *Raising the Floor: How Wage Standards Protect Workers, Build Communities and Strengthen our City*. New York: 2014.

Cost-of-living Adjustments (COLAs)

The cost of living in New York City is exorbitant and continues to rise. *The New York Times* reported in February that “New York City rents rose faster than inflation over the past three years, continuing a housing squeeze that has been particularly felt by lower-income tenants and shows no signs of abating, new figures from the Census Bureau show.”⁹ In addition to nearly \$1 billion in funding cuts since 2009, the human services sector saw no cost-of-living adjustments (COLAs) from the State for five consecutive years and none from the City for six consecutive years. The table below shows the history of City human services COLAs beginning in 2003.

Year	COLA
2003	None
2004	None
2005	None
2006	14 percent (plus \$1,000 bonus per employee) ¹⁰
2007	None
2008	None
2009	3 percent ¹¹
2010	None ¹²
2011	None ¹³
2012	None
2013	None
2014	None
2015	None
2016	2.5 percent ¹⁴ (plus \$11.50 wage floor)

Through the concerted advocacy efforts of HSC and the Federation of Protestant Welfare Agencies (FPWA), the City’s nonprofit human services sector received its first City COLA since the financial crisis. The Fiscal Year 2016 COLA is the broadest in City history, covering more workers than have been covered before. Additionally, the City provided funding to establish an \$11.50 per hour wage floor (the “living wage” championed by FPWA and the Fiscal Policy Institute) for the sector, which will make a significant difference in the lives of thousands of workers. This is a welcome and substantial investment in our sector, and we applaud the Mayor for this commitment to our workforce.

While we are pleased that the City has finally acknowledged the dire need within our workforce, we regret that this year’s COLA does not account for the losses of the previous six years and that there is no system in place to ensure that the sector is not forgotten again. Unfortunately, there was also a delay in implementing the COLA and living wage. Implementation was supposed to happen July 1st, but it was not until this month that details were released to providers, who were given only eight days to submit the necessary documentation to receive their funding. HSC hopes to work with the Administration and the Council to systematize the COLA for future years.

⁹ Navarro, M. “New York Rents Outpaced Inflation Over 3 Years, Census Data Say.” *The New York Times*. Feb. 24, 2015.

¹⁰ This COLA mirrored the 1707 agreement and was the sector’s first COLA in five years.

¹¹ HSC negotiated a three-year agreement with the City.

¹² The agreement called for 2 percent, based on productivity and contingent on identifying savings. It was never implemented due to the fiscal crisis.

¹³ The agreement called for 4 percent, based on productivity and contingent on identifying savings. It was never implemented due to the fiscal crisis.

¹⁴ HSC advocated for a 10 percent increase spread over two years to parallel the DC 37 agreement. The City decided on 2.5 percent for one year, along with funding for an \$11.50/hour wage floor.

Minimum Wage Increase

HSC is pleased that the Governor and many State and City lawmakers have voiced their support for a higher minimum wage. Raising the minimum will improve the quality and outcomes of human services by helping organizations retain qualified workers. It will also reduce the number of New Yorkers who, despite their hard work, still need public assistance to meet their basic needs. Without opining as to what that wage should be, we caution that without additional government funding to cover the cost of higher wages, many human services organizations will be forced to reduce their services, leaving thousands of New Yorkers without the services they need. Human services organizations need funding not only to cover the cost of increasing wages for those who are currently below the proposed minimum, but also to maintain the difference between the lowest-paid workers and those who are currently at a wage level above them. What we do not want is an exemption from any wage increase mandate, as this will reduce our sector's ability to compete with other industries.

Assembly Bill 8143/Senate Bill 5838, introduced during this past legislative session by Assembly Member Ortt and Senator Gunther, respectively, would ensure that human services organizations under contract with government receive the funds necessary to retain their trained and tenured staff. This is a more sensible approach that we would like to explore further in the coming legislative session.

Recommendations

HSC urges the Council and the Administration to continue to fund COLAs for the human services sector. In addition, we recommend that future increases compensate for the six-year "drought" during which many providers were forced to make difficult decisions, such as laying off staff, freezing or reducing salaries, reducing contributions to health insurance plans and other benefits, drawing on reserves, and forgoing much-needed investments in training and infrastructure. Furthermore, in order to avoid another long-term COLA drought, HSC recommends that human services COLAs be indexed to a reasonable anchor. Historically, the sector's COLAs were tied to those of the public workers' union DC 37. Some type of indexing will help to stabilize the sector and obviate the need for providers to devote their time to an annual COLA advocacy campaign. By making smart, equitable investments in the human services sector, the City can ensure that services are being delivered efficiently and effectively to those who need them. HSC looks forward to working with you to make this happen.

Michelle Jackson
Associate Director and General Counsel
Human Services Council of New York
Phone: 212-836-1230
Email: jacksonm@humanservicescounsel.org



FEDERATION OF PROTESTANT WELFARE AGENCIES

**TESTIMONY
of
The Federation of Protestant Welfare Agencies**

**Before the
New York City Council
Committee on Contracts
and
Committee on Community Development**

**Oversight Hearing on
Meeting Self Sufficiency Standards for Workers on Human Service Contracts**

November 2, 2015

Prepared By:

**Emily Miles
Director of Policy, Advocacy and Research**

Submitted By:

**Jennifer Jones Austin
Executive Director/CEO**

40 Broad Street, 5th Floor
New York, New York 10004
Phone: (212) 777-4800
Fax: (212) 414-1328

My name is Emily Miles, and I am the Director of Policy, Advocacy, and Research at the Federation of Protestant Welfare Agencies (FPWA). I would like to thank Chair Rosenthal, Chair Arroyo, and the members of the Committees for the opportunity to testify before you today and for your leadership on these important issues.

FPWA is an anti-poverty, policy and advocacy nonprofit with a membership network of nearly 200 human service and faith-based organizations. FPWA has been a prominent force in New York City's social services system for more than 92 years, advocating for fair public policies, collaborating with partner agencies, and growing its community-based membership network to meet the needs of New Yorkers. Each year, through its network of member agencies, FPWA reaches close to 1.5 million New Yorkers of all ages, ethnicities, and denominations. FPWA strives to build a city of equal opportunity that reduces poverty, promotes upward mobility, and creates shared prosperity for all New Yorkers.

In this testimony, we will outline our recommendations for improving the economic self-sufficiency of human services workers, including a further increase of the social service wage floor to \$15, codifying the wage floor to ensure its continued funding, and encouraging the Council to lend its support to state advocacy around increasing the living wage for contracted social service employees.

Background

The non-profit social service sector in New York State provides a variety of vital supports necessary for the continued success of our communities. In New York City alone, over \$5 billion is contracted annually for social services, employing over 116,000 workers. From providing educational opportunities for our youngest residents to comfort and assistance to our oldest, from connecting families in need to housing and employment supports to lending a helping hand to youth in need of safe homes and mentorship, these workers keep our city running and looks out for the most vulnerable among us.

Unfortunately, a majority of front line workers providing essential social services are underpaid and without real opportunities for career advancement. 52 percent of these employees, a majority of whom are women of color, earn less than \$14 per hour. Over a third of such workers have poverty or near-poverty living standards, placing them all-too-close to the economic situations of the client populations they serve. From our member agencies, we have heard stories of low wage workers standing in the same food pantry lines as their clients, having to apply for the very housing assistance their own organization provides, or having difficulty performing their job due to their inability to afford eye glasses.

The historic inadequate funding of New York City and State social services contracts is the primary cause of low nonprofit social service sector wages. In addition, neither the City nor State has traditionally provided adequate financial support for professional development investments that

would lead to real career ladder opportunities in the social services sector. Career pathways are not adequately defined, and there is limited financial support available to those workers who would attempt to advance themselves from entry-level positions into middle- and higher-tier, higher paying positions.

City and State Advocacy

In the fall of 2014, the Federation of Protestant Welfare Agencies, in partnership with the Fiscal Policy Institute, launched the Career Ladder Project, a campaign that sought to:

1. Increase the base pay of social service contracts to \$15 an hour (on a phased-in basis) for the lowest-paid nonprofit social service employees through the provision of additional funding in city contracts to support this living wage without diminishing the contracted amount for OTPS and administrative costs.
2. Develop a comprehensive workforce development strategy that addresses barriers to success for current career ladder opportunities and that creates opportunities for advancement for social service sector employees.

In May 2015, thanks in large part to the advocacy of a coalition of over 60 social service agencies and the leadership of Mayor deBlasio, the City announced a \$59 million investment in the social service sector comprised of three components: a wage floor of \$11.50 for social service contracts, with funding to also cover costs associated with increased fringe rates, a Cost of Living Adjustment (COLA) of 2.5% for social service employees earning above \$11.50, and funding to create a centralized education and training fund for social service employees.

Recommendations and Next Steps

The \$11.50 wage floor was a huge step forward as we move toward a more equitable New York, but it is important to note that this is just a first step. **FPWA looks forward to continuing our work with the City to ensure the wage floor is increased, with a goal of reaching \$15 by FY18.** We will continue to assist the City in the implementation of the wage floor and career ladder system.

Additionally, FPWA recommends the Council move to codify this wage floor to ensure the longevity of these wage increases beyond the current mayoral administration. To do this, we recommend amending the City's existing living wage ordinance in two ways:

1. Include language to establish the City's responsibility to fund the wage floor,
2. Outline the specific social service program areas included in the wage floor,
3. Index the wage floor to ensure the wages of social service employees are adjusted with the rate of inflation.

FPWA also urges the Mayor deBlasio and the City Council and to support the increase in social service wages beyond New York City. On a state level, the social service wage levels are equally as low, with an estimated 48 percent of social service employees, a majority of which are women, earning less than \$14 per hour, 38 percent earn less than \$12 per hour¹. As the State take steps to increase the minimum wage to \$15 for all workers, we must ensure that state contracts are amended to ensure the appropriate funding of those wage increases. New York State must move to follow New York City's lead in addressing these low wages, and we look forward to working with the Council to amplify this issue on the state level.

Conclusion

We thank the Committee members for the opportunity to testify and provide recommendations for next steps in ensuring the successful phasing in of a \$15 wage floor for all social service employees. Additionally, we also want to take this opportunity to once again thank Mayor deBlasio for his leadership in moving to correct the pervasive wage inequities in the social service sector and for his commitment to further increase the wage floor in upcoming years.

¹ Fiscal Policy Institute analysis of 2010-2014 Current Population Survey Outgoing Rotation Group data provided by Economic Policy Institute.

Testimony before the City Council Committee on Community Development and Contracts

Meeting Self-Sufficiency Standards for Workers on Human Services Contracts

November 2nd 2015, 250 Broadway, Committee Room, 14th Floor, 1PM

Introduction

Good afternoon Chair Arroyo and Chair Rosenthal, I am PV Anantharam, Deputy Director at the New York City Office of Management and Budget. It is my pleasure to speak to you today at this oversight hearing on Self-Sufficiency Standards for Workers on Human Services Contracts. My testimony today will provide information regarding the de Blasio administration's client service provider wage adjustment and the corresponding implementation by the applicable City agencies.

Overview

For most of the last decade, client services providers working under contract with City agencies have asked for increased funding to reimburse them for increased wages for their employees.. These dedicated professionals work in programs that the City and its residents rely on each day for essential services in the areas of aging, safety, education, health, housing, and youth development. They care for and provide safety net services to some of the City's most vulnerable populations.

This Administration heard their pleas and made a major commitment to addressing this situation. The Mayor's 2016 Executive Budget provided \$54 million for an \$11.50, or 2.5%, Cost of Living wage adjustment. And we want to thank the City Council for their support in this effort. This wage adjustment will affect more than 50,000 employees working for non-profit agencies providing vital services for the City of New York through direct client services contracts with ACS, DFTA, DOC, DOE, DOHMH, DOP, DYCD, HPD, HRA, MOCJ, and SBS. Significant effort was taken to ensure that we captured all eligible employees, and as a result many more programs and providers are receiving this adjustment than were eligible in 2008, the last time this adjustment was given by the city.

This is a long and overdue step in support of employees doing important work.

Development of Implementation Process

Over the course of three months, this Administration worked with stakeholder organizations to develop a streamlined process for implementation of this wage adjustment. This was a significant undertaking involving rigorous technical, legal, administrative and internal communications coordination among the 11 affected agencies, which oversee more than 4,000 eligible contracts with more than 800 eligible providers - altogether representing more than 50,000 employees. Perhaps most importantly, given the complex nature of implementation, providers can make the wage increases retroactive to July 1, 2015 for all impacted employees.

Considerable efforts were taken to ensure that an efficient and effective process would be put in place so that every single eligible vendor is able to obtain the funding from the City for the wage increase for their employees and that every single eligible employee can take advantage of the adjustment. Implementing this wage adjustment requires every eligible provider to amend its existing contract with the City. This is an enormous endeavor for the City and the providers. As a result of the comprehensive and intensive development process the City undertook, City agencies and providers will work off of a new standardized two-page contract amendment that will work for every single one of the different arrangements providers have with the City. As part of the process providers are required to submit documentation of their eligible employees' payroll data.

This information will allow the City to accurately budget for the wage adjustment, reflect the numbers in the new contracts and submit those contracts to the Comptroller for prompt approval. Recognizing that this reporting requirement places a new burden on providers, the City has created a template for providers to use and they can submit their information using the HHS Accelerator program, which is a familiar streamlined system aimed at making it easier for providers who contract with multiple city agencies.

As you can see, the implementation process that I am about to describe in greater detail is the result of tremendous inter-agency coordination and collaboration with relevant stakeholders and providers, and every effort has been made to streamline and simplify what would otherwise be an enormous and complex undertaking for all involved.

Process Overview

I will now describe the process used to implement the wage adjustment.

Each eligible worker will receive the greater of \$11.50 per hour and the 2.5% increase. This wage adjustment may be given anytime within FY2016 and can be retroactive to July 1. As I have said, as part of the wage adjustment, service providers must meet certain requirements. The funds must be used solely to provide wage increases to employees and providers will need to submit payroll and benefit information prior to initiating contract amendments, and then annually. Every effort will be made to make compliance with this requirement simple and fast, while still ensuring the new funds all go toward the wage increases these workers deserve.

The Administration decided to use the HHS Accelerator as the vehicle for vendors to communicate with their respective agencies about the wage adjustment. As you know, the HHS Accelerator is a centralized on-line portal that aids the procurement process for direct client services providers and they are all familiar with it. On October 1st, eligible providers received an email from the HHS Accelerator team. This e-mail included a cover letter, a draft of the standardized contract amendment, and the simple, easy-to-use Excel template for submitting payroll information with instructions on how to report information and share it with the appropriate City agencies using the HHS Accelerator. The specific instructions ask providers to fill out information on the template. The information includes listing all active and vacant budgeted positions, current salary or hourly wage, proportion funded under the contract being amended, and any State or Federal cost of living adjustments provided over the last two years.

In order to give providers fast and accurate answers to any questions they might have, the Administration has requested they contact the HHS Accelerator team via a central email address. The Accelerator team will then answer the questions or route them to the appropriate City agency staff as necessary.

In order to implement the adjustment and get the additional wages into the hands of deserving employees as quickly as possible, providers were asked to return their completed templates as soon as they can. Once a provider submits its template, the appropriate City agency will review it and contact the provider with any questions or corrections, before entering into a contract amendment and registering it with the Comptroller. Every effort is being made to streamline this process, including expedited review by oversight agencies. Follow up outreach to providers occurred last week both through HHS Accelerator and through our partners such as the Human Services Council.

Closing:

Once again, thank you for the opportunity to share the details of the service provider wage adjustment. I now look forward to answering any questions that you may have on the contents of my testimony.



**Testimony of
VIP Community Services, Inc.**

**Joint Hearing of the New York City Council Committees
on Community Development and Contracts
November 2, 2015**

Chairs Rosenthal and Arroyo, thank you for the opportunity to provide testimony on the important topic of self-sufficiency standards for workers on government-funded human service contracts. My name is Carmen Rivera and I am the AVP of Community and External Affairs at VIP Community Services.

Established in 1974, VIP Community Services is dedicated to changing lives and transforming our community in the Bronx. We offer a continuum of residential and out-patient services to individuals with histories of chemical dependency, serving approximately 10,000 clients each year. We develop affordable housing for families and single adults, currently maintaining 18 sites that provide affordable, supportive and transitional housing. We provide high quality comprehensive healthcare services to low-income and uninsured individuals, including primary care at our Federally Qualified Health Center – with a specialty in HIV treatment and prevention – and mental health services through a licensed Article 31 clinic. We also offer vocational and education support services to help clients build the skills and self-esteem to grow and succeed. VIP's client-centered approach empowers our clients to take charge of their lives and discover their personal paths to self-sufficiency.

VIP's most important resource is our trained and dedicated staff. We employ a total of 250 staff across our sites, including 57 whose compensation is covered by New York City human service contracts. These staff provide a range of health care and social services to our clients, including social workers, health care workers, counselors, care coordinators, residential aides, administrative staff etc. Just as our clients seek to gain self-sufficiency through the services provided by VIP, so too do our staff rely on the compensation and benefits they receive from us in order to survive in our community and gain self-sufficiency for themselves and their families.

While employees in human service fields provide critical – sometimes life-saving – support to communities most in need, their salaries are often barely enough to cover basic cost-of-living expenses, particularly in New York City. In fact, those who make the least are often the staff who have the most contact and direct impact on client care and outcomes. For this reason, VIP is thankful that Mayor de Blasio and this Council approved a 2.5% cost-of-living adjustment and, even more importantly, an \$11.50/hour wage floor for city human service contracts in the fiscal year 2016 budget. These adjustments recognize that, for too long, wages for workers in our field have been stagnant despite the continually rising cost of living in our city.

The recent COLA and establishment of a wage floor are consistent with the Mayor's and Council's commitment to reducing homelessness and better managing the mental health needs of New Yorkers by investing in a social service approach. It was an important first step and one that we hope you will build on. It is still a great financial challenge for VIP to operate our programs, some of which operate at a loss. Part of the challenge is attracting and retaining qualified staff with the current salary levels and the added costs associated with constant turnover in low-paying positions. Additionally, VIP incurs higher overtime costs when we have vacancies, as we cannot go without coverage in certain service areas.

Beyond the financial burden, staff turnover due to low wages also leads to instability for VIP's programs and our clients. Clients are able to most effectively achieve their goals when they can develop strong, ongoing relationships with the staff in our programs. Turnover negatively impacts continuity of care and, therefore, client outcomes.

For these reasons, VIP encourages the Council and the Mayor to build on the recent gains by considering regular cost-of-living adjustments that keep human service providers' salaries on pace with inflation and competitive with other low-wage industries that are starting to see increased wage floors. The outcome will be a more stable human service community in New York City and will enable organizations like VIP to help more New Yorkers achieve healthy and successful lives.



70 West 36th Street, 5th Floor, New York, NY 10018-8007
Phone: (212) 967-0322 Fax: (212) 967-0792
www.unhny.org

**Testimony of United Neighborhood Houses
Before the New York City Council
Committee on Contracts
Honorable Helen Rosenthal, Chair
and
Committee on Community Development
Honorable Maria del Carmen Arroyo, Chair**

Meeting Self-Sufficiency Standards for Workers on Human Services Contracts

**Presented by Gregory Brender, Co-Director of Policy & Advocacy
November 2, 2015**

Good afternoon Chair Rosenthal and Chair Arroyo and thank you for the opportunity to testify. My name is Gregory Brender and I am here on behalf of United Neighborhood Houses, New York City's federation of settlement houses and community centers. UNH member agencies work in partnership with government to provide a wide range of services including early childhood education, after school, youth employment opportunities, adult literacy education and services for older adults. New York City is the primary funder of most UNH member agencies and CBO programs like those provided in settlement houses and community centers are the main way that New Yorkers have access to core human services.

Nonprofit human service providers including the 38 settlement houses and community centers that are part of UNH are an indispensable part of Mayor de Blasio's agenda to address inequality. In the last two years, CBO human services providers have:

- Expanded Pre-Kindergarten providing the majority of the new seats available as part of the Pre K for All expansion.
- Increased the number of middle school after-school slots to provide near universal access for this age range.
- Provided over 54,000 SYEP jobs in one summer with less than a week's notice for more than 20% of the slots.

- Provided nighttime and weekend activities in the summer for young people living in public housing.

Yet most of the staff in these community based organizations, the very people who are responsible day in and day out for making New York City a better place for its low-income residents, have not yet seen a change in their own lives and many continue to struggle to make ends meet on appallingly low wages. It is too often the case that those who are caring for children, running programs for youth or providing for older adults, cannot afford to care for their own children or aging parents with what they earn at their jobs. For example, a recent survey of staff in 11 child care centers for example found that over 50% of the staff was on Medicaid and 17% of the staff received food stamps.

The City is taking some steps to address these issues. The FY 2016 Budget contains funding for three initiatives to improve working conditions for the nonprofit workforce overall and one aimed specifically at staff in community based Pre-Kindergarten programs:

- A 2.5% Cost of Living Adjustment- the first COLA for this sector since 2006.
- An \$11.50/hr. wage floor.
- Investments in professional development through a career ladder project.
- \$2,500 hiring bonuses and \$3,500 retention bonuses for certified teachers classrooms for 4 year olds in community-based early childhood programs.

While we look forward to the implementation of these initiatives, we also recognize that they do not go far enough. In fact, it will leave many employees struggling to escape poverty. Nearly 10,000 employees will have their wages raised to the \$11.50 wage floor when it is implemented. But if they are working full-time hours, that brings them to only \$23,000 per year- below the federal poverty threshold of \$24,250 for a family of four. A worker earning \$30,000 per year currently will only see their wages increase by \$750 per year due to the COLA.

These issues are particularly stark for the staff in Early Learn programs. These are the child-care centers that provide early-childhood education under contracts with the New York City Administration for Children's Services. For low-income, working families who need more hours of care than a school day program offers, Early Learn programs are the only viable option for early childhood education. Yet, the staff in these programs—whose qualifications are on par with teachers in the public schools—are paid significantly less than public-school teachers. For example, a newly certified teacher with a Master's degree teaching a class of three-year-olds earns \$16,000 less than her counterparts teaching a class of seven-year-olds or even a class of 4 year olds in in a public school. If current contracts are not changed, this disparity will grow even wider. Due to increases in the UFT contract that do not exist for staff in community based early childhood programs, after 15 years, a teacher in an Early Learn classroom for three-year-olds will be earning \$30,000 less than a teacher in the public school; in fact, her salary would still be lower than the starting salary of a teacher in a Department of Education classroom.

Moreover, since New York City ended the Central Insurance Program for staff of many nonprofits, nonprofit employers have been forced to come up with their own health insurance plans—policies with employee co-pays that are too expensive for most of the staff. We now have

a situation in many child care programs where more than half of the staff has opted not to purchase health insurance because they just cannot afford to cover the employee contribution.

The low wages of staff impacts program quality by draining staff, who despite being passionate about the work they do, simply cannot afford not to earn more. Staff turnover, a frequent issue when salaries are so low, impedes a healthy relationship that is important for programs like the Supportive Services in Naturally Occurring Retirement Communities for which a participant's familiarity with the staff is a key part of engagement. Many adult literacy programs can only afford to have teachers for part-time jobs and senior center directors are also often part-time employees. Early Learn programs have been unable to retain certified teachers. In a survey of conducted by the Day Care Council of New York, we learned that:

- 69% of surveyed agencies lost a certified teacher to the DOE in the last two years with an average loss of 2.7 teachers per center.
- 76% of centers have vacancies for certified teachers.
- Certified teacher positions remain vacant for three to six months.

Community based organizations have been and want to continue to be part of the challenging work of providing high-quality services to low-income New Yorkers. For this to be done correctly, the nonprofit human-services workforce itself needs to be paid adequate wages and benefits so that they themselves are not struggling just to get by. Nonprofits, working through government contracts, carry out essential services that New Yorkers rightly expect their City to deliver. The staff in nonprofit human-service agencies work hard every day to make the lives of low-income New Yorkers better. The City must take immediate action to ensure that their pay reflects the important work that they do.

We thank you for holding this hearing and are glad to take any questions.

Campaign for Children

Honorable Mayor Bill de Blasio
City Hall
New York, NY 10007

Dear Mayor de Blasio:

We write to you as advocates for early childhood education and as leaders of programs working under contract with the Administration for Children's Services. We were heartened to see that the New York City Early Care and Education Task Force that former Deputy Mayor Lilliam Barrios-Paoli convened called for a plan to address compensation across all early childhood settings receiving public funding. We were also encouraged and thank you for your support of the non-profit workforce through important reforms such as the Cost of Living Adjustment, the wage floor, and the signing and retention bonuses for Pre-K teachers in community settings.

However, as a community of providers and advocates, we continue to be deeply concerned about the lack of progress made in addressing compensation for the educators and support staff in EarlyLearn programs. Disparities between similarly qualified teachers and support staff in EarlyLearn and Pre-Kindergarten programs have grown, and left unchecked will continue to exacerbate the inequities and hardships faced by thousands of low-paid early childhood education employees – as evidenced by the steady flow of certified teachers out of EarlyLearn NYC programs.

We urge you to take immediate action to achieve salary parity for the early childhood workforce. As you know, the early childhood educators in community based programs are paid significantly less than their counterparts in the Department of Education. In addition, equally credentialed educators teaching children younger than four years old earn even less than their colleagues in classrooms for four-year-olds. The impact of the salary differentials on staff is staggering, and affects the ability of providers to maintain quality staff and programs for the children and families we serve, who deserve no less than our best.

The inequalities in compensation often mean the difference between living in poverty or not, and many staff in EarlyLearn programs depend on food stamps, Medicaid and other government programs to fill the gaps caused by inadequate wages. Assistant teachers and other support staff currently work for significantly lower wages than the \$15 per hour guidelines established for the fast food industry. We ask that your Administration immediately move forward to ensure adequate and fair compensation comprehensively throughout the early childhood education system, including for those staff serving children younger than four years old.

2

Your administration made meaningful progress settling the vast majority of the expired labor contracts you inherited on taking office. However, unionized staff in EarlyLearn programs are currently working without a contract and have not had a contract with a pay increase since 2006. We believe that a simple step to address this issue would be to direct the Office of Management and Budget (OMB) and Office of Labor Relations (OLR) to immediately proceed with negotiations and to work with both management and labor to adequately fund a contract for EarlyLearn staff.

Community based providers currently operate the majority of the city's programs and want to continue to be part of the city's vision to establish high-quality early childhood education. We stand committed to providing quality programs to ensure that our children have the necessary foundation to become thriving adults. However, salary parity for the early childhood workforce stands in the way of our ability to deliver the services that are critical for New York City's children and families.

We thank you in advance for your attention to this issue and look forward to hearing from you.

Cc:

Anthony Shorris, First Deputy Mayor
Richard Buery, Deputy Mayor
Gladys Carrion, Commissioner, Administration for Children's Services
Lorelei Vargas, Deputy Commissioner, Early Care & Education
Dean Fuleihan, Director, Office of Management & Budget
Robert Linn, Commissioner, Office of Labor Relations

Signed,

1332 Fulton Avenue Day Care Center
Advocates for Children
Alpha Kappa Alpha Day Care Center
Arab-American Family Support Center
Atled, Inc.
Bank Street Head Start/Bank Street College of Education
BDC Early Childhood Services
Bellevue Day Care Center
Bethel Mission Station Church, Inc.
Billy Martin Child Development Center
Blanch Community Progress
Blondell Joyner Early Learn Center
Broadway Housing Communities
Bronxdale Tenants League
BronxWorks
Brooklyn Kindergarten Society
The Campaign for Children
Catholic Charities Brooklyn and Queens
Children's Aid Society
Children's Defense Fund

Chinese-American Planning Council
Clifford Glover Day Care Center
Citizens Care Day Care Center
Citizens' Committee for Children
Claremont Neighborhood Centers
Coalition of Asian-American Children and Families
Colony South Brooklyn Houses
Cypress Hills Child Care Center
Cypress Hills Local Development Corporation
Day Care Council of New York
East Calvary Day Care
East Harlem Block Nursery
East Side House Settlement
Escuela Hispana Early Learn Center
Federation of Protestant Welfare Agencies
Flatbush Development Corp
Friends of Crown Heights Education Centers
Goddard Riverside Community Center
Graham Child Care Center
Grand Street Settlement
Greater Ridgewood Youth Council
Hamilton - Madison House
Harlem RBI
Hartley House
Henry Street Settlement
Highbridge Advisory Council Family Services
Hudson Guild
Human Services Council
I Have a Dream Foundation of New York Metro
Jacob A. Riis Neighborhood Settlement House
Labor Bathgate Community Child Care
La Peninsula Community Organization
Labor and Industry for Education (LIFE)
Lincoln Square Neighborhood Center
Lucille Rose Day Care Center
Mabel Barrett Fitzgerald Daycare
Magical Years Early Childhood Center
Marc Academy and Family Center
Martin Luther King Jr. Day Care Center
Neighborhood Family Services Council
New Life Child Development Center
Nicholas Cardell Day Care Center
North Bronx NCNW Child Development Center
Northeast Bronx Day Care Center
Northern Manhattan Improvement
Nuestros Ninos Child Development School
Omega Psi Phi Fraternity Inc. Nu Omicron Chapter Early Childhood Education Ctr.
Open Door Child Care Center
Police Athletic League
Prince Hall Day Care
Promesa Head Start

1

Rena Child Care Center
Rockaway Artists Alliance
Rockaway Child Care Center
SCAN-New York
SCO Family of Services
Seaman's Society for Children's Services
Sharon Baptist Head Start
Sheltering Arms Children and Family Services
Shirley Chisholm Day Care Center
Southeast Bronx Neighborhood Centers
St. John's Place Family Center Day Care Corporation
St. Nick's Alliance
Strong Place Day Care Center
Sunnyside Community Services
Sunset Bay Community Services
The Child Center of NY
Tolentine Zeiser Early Learn Program
Tremont Crotona Day Care Center
Tremont Monterey Day Care Center
Union Settlement Association
United Federation of Black Community Organizations
United Activities Unlimited
United Community Day Care Center
United Neighborhood Houses
UJA-Federation of New York
University Settlement Society of New York
Urban Strategies
Utopia Children's Center
Washington Heights Child Care Center
Westchester Tremont Day Care Center
Women's Housing and Economic Development Corporation
Williamsbridge NAACP Early Childhood Education Center
Yeshiva Tifereth Moshe Day Care Center
YMCA of Greater New York
YWCA of the City of New York
Zion Day Care Center



Women's Center for Education and Career Advancement

**Testimony Prepared for the New York City Council
Committee on Community Development
and
Committee on Contracts**

**Presented by the
Women's Center for Education and Career Advancement**

Monday, November 2, 2015

"Meeting Self Sufficiency Standards for Workers on Human Service Contracts"

My name is Amina Rouse and I am presenting this testimony today on behalf of Merble Reagon, Executive Director of the Women's Center for Education and Career Advancement. We would like to thank the New York City Council and the Committees on Contracts and Community Development for this opportunity to testify today on the topic of "Meeting Self Sufficiency Standards for Workers on Human Service Contracts." We would also like to thank the Committees for their commitment to addressing issues affecting low-wage working New Yorkers.

How much income do families need to cover their costs? How do we know if public policies help or hurt families' chances of meeting their basic needs? Which jobs pay high enough wages to cover work-related expenses such as child care, taxes and transportation along with other basic needs?

These critical questions can be answered by using an innovative resource called the Self-Sufficiency Standard. The Standard measures how much income is needed for a family of a given composition, in a given place, to meet its basic needs adequately—without public or private assistance. This tool has many uses in the current climate that largely ignores the needs of the working poor. The Self-Sufficiency Standard can be used as a benchmark to measure welfare and workforce development policy outcomes.

Our testimony will address what it costs today to make ends meet for working families in New York City. Over the years, the Women's Center has developed programs that served more than 40,000 entry level clerical workers, women transitioning from welfare to work, immigrant women, displaced homemakers, new entrepreneurs and older women who needed help finding work that enabled them to meet their families' basic needs – or, said another way – to make ends meet.

Since 2000, we have developed two vital resources: ***The Self-Sufficiency Standard for New York City***, a report that documents the costs faced by working families in New York City and the wages they must earn to meet their basic needs; and ***The NYC Self-Sufficiency Calculator***, an online tool that counselors use to screen income eligibility and estimate dollar amounts for income supports, public benefits and tax credits that working families need to supplement low wages. We have trained more than 4,000 caseworkers and counselors at 400+ New York City social service agencies to use the Self-Sufficiency Calculator to enable low-wage working families to better access the income supports that enable them to take care of their families.

The fourth and most recent NYC Self-Sufficiency Standard report, “Overlooked and Undercounted: The Struggle to Make Ends Meet In New York City” charts the actual costs of living and working in New York City today. It measures how much income a family needs to pay for housing, food, childcare, healthcare, transportation and taxes—if they do not receive any help from relatives, friends or the government—based on the ages, as well as number, of children in each household, and the NYC borough in which the family lives.

Even without job loss or home foreclosure, the great Recession impacted the lives of American households across the economy in many ways. The United States entered the economic crisis with stagnating wages and widening income inequality, and these trends continue. As a result, millions find that even with full-time jobs they are unable to stretch their wages to pay for basic necessities. Indeed, in many places in New York City the gap between income and expenses has continued to widen as the costs of food, housing, transportation, health care, and other essentials rose even during the great Recession.

To properly describe the growing gap between sluggish wages and ever increasing expenses requires an accurate measure of income adequacy, one that is consistent over time and across space. The Self-Sufficiency Standard represents such a benchmark measure. The Self-Sufficiency Standard calculates the true cost of living facing American families, illuminating the economic “crunch” experienced by so many families today. Moreover, over the last 18 years, calculation of the Self-Sufficiency Standard has documented the continuing increase in the real cost of living, even during the recession.

The Self-Sufficiency Standard measures how much income a family of a certain composition in a given place needs to adequately meet their basic needs—*without public or private assistance*.

The Self-Sufficiency Standard for New York City 2014 defines the amount of income necessary to meet the basic needs of New York City families, differentiated by family type and where they live. The Standard calculates the cost of six basic needs plus taxes and tax credits. It assumes the full cost of each need, without help from public subsidies (e.g., public housing, Medicaid, or child care assistance) or private /informal assistance (e.g., unpaid babysitting by a friend or relative, food from food banks, or shared housing). Additionally, for the first time, the 2014 report calculates the cost of emergency savings.

The *Standard* is a bare bones measure with no frills or extras – in this budget there is no fast food, no restaurants, no savings, no vacation, no debt repayment, no cable TV, no birthday parties, no recreation, and no entertainment. The Self-Sufficiency Standard calculates just enough to cover basic expenses with no outside help. It assumes an adequate standard of living – nothing fancy – but enough.

Over our four decades of work with low-income women and families, we've learned that just raising their income above the poverty level rarely leads to long-term economic stability. Therefore, we encourage the New York City Council Committees to examine the actual distance from poverty to economic self-sufficiency for our working families. The Women's Center defines self-sufficiency as being able to pay for one's basic needs without public or private support. Focusing on what New Yorkers need to be economically self-sufficient will help us design policies and programs that truly move people out of poverty and into long-term economic self-sufficiency.

We believe that looking at living wages should begin with an estimation of what working families actually need to survive and move ahead – not a multiple of a poverty measure. It should be clear that looking at where families stand in relation to poverty is not a reasonable basis for what working families need since many NYC families whose incomes rise above the poverty measure are still a very long way from being able to make ends meet with their very low wages.

So, what does the 2014 Standard show us that working NYC families need to earn today to make ends meet? This is a quick overview comparison:

By borough, a family of a single adult and two children, ages three and nine years,

In North Manhattan needs to earn **\$67,444**, annually, or **\$31.93**, an hour.

The same family in the **Bronx** needs **\$65,411, annually, or \$30.97** an hour.

In **Northwest Brooklyn**, this family needs **\$75,115** annually and **\$35.57** an hour;

in the rest of **Brooklyn**, **\$67,427, annually, or \$31.93 an hour;**

in Staten Island, **\$67,989, annually, or \$32.19 an hour;**

in Queens, **\$71,878, annually, or \$34.03 an hour;**

and, in **South Manhattan**, **\$96,414, annually, or \$45.65, an hour.**

Now, let's look at an actual budget:

According to the 2014 *Standard*, a family of three with one adult and two children – 3 and 8 years of age, living in the Bronx, needs to earn an annual income of \$65,411 to be self-sufficient. This includes costs for housing (\$1,214/month), childcare (\$1,538/month), food (\$650/month), transportation (\$112/month – at the time the report was issued), health care (\$540/month), miscellaneous at 10%, for everything else (\$405/month), and taxes (\$1,258/month).

Keep in mind, also, that this is a barebones budget with none of the “extras” that many of us take for granted.

This Standard report shows clearly that \$15.00, an hour, today, falls far short of what working New York City families actually need to sustain their families.

You have copies of both the full and shorter “Key Findings” Self-Sufficiency Standard reports. There you will see the data sources and methodology used to develop the report and you can access the charts for 152 different family types for each borough.

You will see that while NYC median earnings have increased by 17% since 2000, basic costs over the same 14 years have increased an average of 48% across New York City boroughs. You will see that it is largely inadequate wages, not inadequate work effort, which characterizes the great majority of households with income below the Standard. “The NYC Self-Sufficiency Standard report demonstrates why New York City’s polices should address the need to fill the income gaps for working families in our City. Our working families need help.

We want to send a strong message to decision-makers in the public sector, the education and business sectors and to our community-based organizations that we now know what it takes for families to make ends meet in every county in New York City and that our policies should reflect those economic realities.

Across the United States, the Self-Sufficiency Standard and new measures like the BEST have been used to improve wages and decrease expenses for low-income working families. Large gaps between the incomes families need to meet their basic needs and the wages available to many point to two clear challenges: raising the income of low- and moderate-income families and reducing their expenses by increasing the availability, access and support levels of public assistance, income support and tax credit programs. That is a longer and necessary discussion that must await another day.

The Standard can be used to identify truly sustaining wages, and to indicate how public and private education and training dollars can best be used. Use of a realistic benchmarking tool also increases the likelihood that federal, state and local assistance programs for low- and moderate-income families will be properly structured to increase not only families’ short-term self- sufficiency, but also their long-term stability.

Please take the time to review the report. It goes into great detail regarding the cost of living and working in New York City; it also documents and describes, very specifically, those among us who work hard and stand little chance of taking care of their families. We believe that now is the time in New York City and across the country to permanently shift our public policy deliberations toward informed discussions about what it actually costs for families to be economically secure.

Nearly one million New York City households do not have enough income to meet their basic needs. This amounts to more than two out of five households and 2.7 million people. The 2014 Self-Sufficiency Standard shows that for many New Yorkers, having a job no longer guarantees the ability to pay for basic needs.

More than four out of five households who are below the Self-Sufficiency Standard level—which translates to well over two million City residents—have at least one family member who works but does not make enough to afford a minimal, basic family budget. And for many more who are at or above self-sufficiency levels, current wages do not allow for the next step of building assets to attain economic security. In the last decade, New Yorkers of all stripes have struggled against ballooning costs of living, such as for housing, which has increased 59%. At the same time, median wages have increased barely 17%.

As the country's largest city—rich in resources and leaders—New York City must expand the numbers of New Yorkers living securely above the Self-Sufficiency Standard. This report's recommendations for moving the greatest number of New Yorkers towards self-sufficiency are consistent with the City's priorities and have been determined from a similar systematic, cost-effective and evidence-driven framework.¹ Our recommendations acknowledge that the obstacles to self-sufficiency are interdependent and to significantly reduce the number of people living below the Standard or just above it, solutions must also be coordinated and interconnected.

We call on leaders across all sectors—government, philanthropy, the private sector and the not-for-profit world—to examine practices, mobilize colleagues, and become part of the solution for making the following three priorities a reality:

1. Wages increased to align and keep pace with the costs of living;
2. Employment structured as a pathway to self-sufficiency and economic security; and,
3. Access to quality, affordable housing, food and childcare available to New Yorkers across the income spectrum.

The report also includes a policy analysis and 15 policy recommendations.

Economic development proposals should be evaluated for their net positive or negative effects on the local economy as well as on the financial well-being of current and potential workers and their families. How the New York City Council decides this and related issues will be a true reflection of the extent to which we value the workers affected and the vital work they perform.

While \$15 an hour falls far short of a real "Living Wage", it does represent critically needed "progress" for New York City and should be supported.

The Women's Center, and our New York City colleagues remain committed to the principle that every worker has a right to a decent standard of living, quality regulated child care, safe and affordable housing, an adequate nutritional diet, and necessary health care.

Again, I would like to thank the New York City Council for the opportunity to testify today and urge you to support our working families.

For questions and further information, please contact:

Merble Reagon, Executive Director
Women's Center for Education and Career Advancement
11 Broadway, Suite 450
New York, NY 10004
917.270.2221 mreagon@wceca.org

Overlooked and Undercounted: The Struggle to Make Ends Meet in New York City (2014)
<http://www.selfsufficiencystandard.org/docs/NYCity2014.pdf>

FOR THE RECORD

**LEGAL SERVICES FOR THE
WORKING POOR**

TESTIMONY

ON

SELF SUFFICIENCY GUIDELINES

OVERSIGHT HEARING

PRESENTED BEFORE:

THE NEW YORK CITY COUNCIL
COMMITTEE ON COMMUNITY DEVELOPMENT
COMMITTEE ON CONTRACTS

PRESENTED BY:

SARAH DESMOND
EXECUTIVE DIRECTOR
HOUSING CONSERVATION COORDINATORS (HCC)
ON BEHALF THE
LEGAL SERVICES FOR THE WORKING POOR COALITION

NOVEMBER 2, 2015

Good afternoon. My name is Sarah Desmond, a member of the Legal Services for the Working Poor Coalition, and Executive Director of Housing Conservation Coordinators. Thank you for the opportunity to testify this afternoon and for holding a hearing on this very important issue.

The Legal Services for the Working Poor coalition is made up of five civil legal services providers--CAMBA Legal Services, Housing Conservation Coordinators, MFY Legal Services, Northern Manhattan Improvement Corporation Legal Services and the Urban Justice Center. We provide comprehensive civil legal services to working New Yorkers who otherwise could not afford an attorney. Together we have a combined history of serving New Yorkers for over 125 years. Annually, we help over 30,000 New Yorkers.

Our Coalition was created more than 10 years ago with support from the City Council.

Over the years, we have been able to address the civil legal services needs of working poor and other low income New Yorkers. The working poor are typically individuals whose financial situations are only marginally better than our poorest citizens, and who cannot afford an attorney when faced with a legal problem, such as a foreclosure, unpaid wages, bank account seizure, a denial of government benefits, including unemployment compensation or food stamps, or a non-payment petition from a landlord. Problems like these threaten to send struggling New Yorkers into downward spirals of need and crisis from which some may never escape.

I don't use the term "crisis" lightly. Superstorm Sandy is a prime example of how our legal services offices responded to legal needs of people in crisis. Our organizations staffed numerous clinic sites across the city to first educate residents about their rights after the Superstorm. We then helped people apply for necessary assistance where eligible and finally provided legal information and representation to individuals unjustly denied financial assistance. These people were not in poverty, but families who owned their own home, had a job and had a legal crisis that without our help could have been devastating.

The work done by our agencies with respect to the Superstorm is in addition to the traditional legal services that our offices provide daily. An example of how our legal services benefit working poor families is a case of a Bronx family recently served by MFY Legal Services. Ms. N, lives with her two young children in the Bronx and works as a retention specialist for a health insurance company, making \$48,100 per year. Ms. N was panic stricken when she received a notice of wage garnishment from a marshal in October, and worried about how she would pay her rent and other bills if her income was reduced. Because she had no knowledge of the underlying case or judgment, she tried calling the marshal and the law firm to find out what the matter was about. The law firm refused to provide her any information and told her that her only choice was to have her wages garnished or borrow money from her family to pay off the alleged debt. Fortunately, Ms. N called MFY to get help. MFY researched the case, which had been brought years prior by a debt buyer on an alleged credit card account; requested her court file from the court's archives; and prepared legal papers to vacate the default judgment and dismiss the case, based on the fact that Ms. N was never provided notice about the lawsuit and disputed the

debt. As a result of our representation, the judgment was vacated and the case against Ms. N dismissed. Ms. N's wages were not garnished, and she did not have to take off work and lose income to appear in court.

We are thankful that the Women's Center for Education and Career Advancement (with support from The United Way of New York City, The New York Community Trust, and City Harvest), developed a methodology to understand the real cost of self-sufficiency. This guideline provides us with a real needs-based tool so that we can better understand the needs of working poor people and best target our limited legal services resources. Their recommendations and report, the executive summary of which we have attached here (http://b.3cdn.net/unwaynyc/8bfef462c77983a0e2_5lm6voh8j.pdf), allow us to provide government with a clear understanding of how we should target our resources here in NYC beyond the traditional marker of 200% of the Federal Poverty Level. The self-sufficiency guidelines help us distinguish between what it takes to live in the Bronx from Brooklyn and how the age of the child impacts the income of the parents and is updated to reflect changing costs over time. These are all real factors that the traditional poverty guidelines do not take into account.

Last fall, Chief Judge Lippman reconvened a task force comprised of bar, business, and labor leaders that looked at the problem of unmet need for civil legal services in New York State, and found that even with current funding, legal services organizations meet no more than 20% of the need of low and moderate income for civil legal services. In response, Judge Lippman has proposed increased funding in the state judiciary budget to continue to

address the unmet need. While we applaud his commitment, the funding the Chief Judge proposes does not address the legal needs for the working poor population that we serve.

It is important to recognize that this Council's funding for Legal Services for the Working Poor is the only funding that specifically targets the civil legal needs of working people to ensure continued self-sufficiency for families struggling to survive in New York City.

Each year, we quickly exceed our capacity to meet the legal services needs of the many working poor individuals and families who seek our help. The human consequences of our inability to meet the demand are dire: children whose families have been wrongly denied unemployment benefits, or public assistance, or SNAP/Food Stamps go hungry; families whose homes could be saved through aggressive foreclosure or eviction defense become homeless; people with disabilities are denied access to the disability benefits they need to live in dignity; and workers who have been cheated of wages by unscrupulous employers go without redress.

Moreover, the Chief Judge's task force continues to document that funding for civil legal services is a good investment in purely fiscal terms. Relying on comprehensive data compiled by the State's Interest on Lawyers' Accounts (IOLA) Fund, the task force concluded that civil legal services representation brings over \$300 million in federal benefits into New York's economy each year and that it saves state and local government over \$100 million in social services spending. And that of course does not include the human impact – of a child who sleeps in her bed at night instead of sleeping in shelter; a

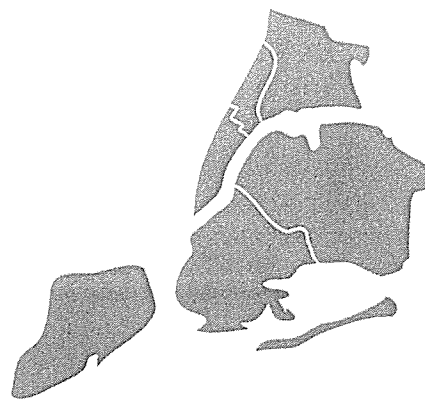
father who can now eat dinner with his children, instead of having to forego a meal so they can eat; a grandmother who can rest comfortably knowing that that she and her grandchildren will not lose their home, because her employer was compelled to pay her back wages that were owed.

We are so grateful for all the Chief Judge is doing to provide funding for civil legal services needs for low income New Yorkers, however, none of that funding is available to serve the Working Poor New Yorkers whose income exceeds 200% of poverty. That is what makes the funding for this work so critical to working poor New Yorkers.

In light of a need that continues to grow as New Yorkers try to cope with the economic crisis that continues in poor and working poor communities; in light of the human toll when civil legal services needs go unmet; and in light of the positive benefits of civil legal services funding for Working Poor New Yorkers it is of critical importance that this funding increase to keep people from falling down the economic ladder they've worked so very hard to climb.

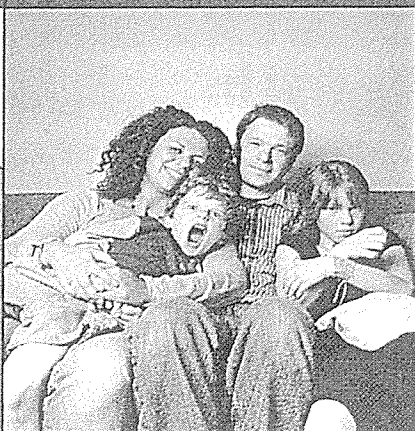
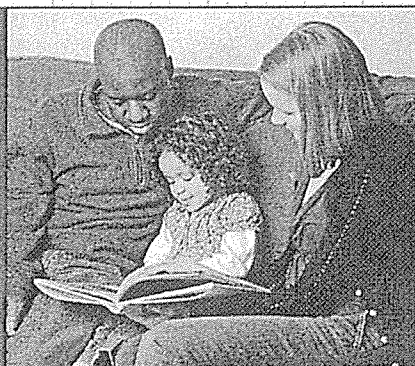
Once again, thank you for the opportunity to testify and for focusing attention on the very important issue of using real meaningful self-sufficiency guidelines.

KEY FINDINGS & RECOMMENDATIONS



Overlooked and Undercounted

The Struggle to Make Ends Meet in New York City



Prepared for

Women's Center for Education and
Career Advancement

With support from

The United Way of New York City
The New York Community Trust
City Harvest

PREFACE

This summary contains the Executive Summary and Policy Recommendations from the report, *Overlooked and Undercounted: The Struggle to Make Ends Meet in New York City*. The full report, as well as a datafile of tables providing borough specific information for 152 family types, is available at www.selfsufficiencystandard.org or www.wceca.org. This report was authored by Dr. Diana M. Pearce and produced by the Center for Women's Welfare at the University of Washington.

For the past 14 years, Women's Center for Education and Career Advancement (WCECA) has arranged for the update of The Self-Sufficiency Standard for New York City in 2000, 2004, and 2010. The Self-Sufficiency Standard for New York City 2014 is the fourth edition. For the first time for New York City, this report combines two series—the Self-Sufficiency Standard plus *Overlooked and Undercounted*—into one report which provides a new view of how the Great Recession has impacted the struggle to make ends meet.

The Self-Sufficiency Standard for New York City measures how much income a family of a certain composition in a given place must earn to meet their basic needs. The *Overlooked and Undercounted* series answers the questions of how many households live below the Self-Sufficiency Standard for New York City and what are the characteristics of these households. Employers, advocates, and legislators can use it to evaluate wages, provide career counseling, and create programs that lead to economic self-sufficiency for working families.

ACKNOWLEDGEMENTS

This report has been prepared with the essential help of the staff at the Center for Women's Welfare at the University of Washington, particularly Lisa Manzer and Karen Segar. We also wish to thank WCECA, which assisted in the development of this report and its release, especially Merble Reagon and Melissa Berube. Additionally, we would like to acknowledge the contribution to the development of the first "*Overlooked and Undercounted*" report of Rachel Cassidy, demographer, as well as the editorial contributions of Maureen Golga and Aimee Durfee, and the statistical contributions of Bu Huang for past reports.

The Women's Center for Education and Career Advancement would like to thank the steering committee consisting of the following people and their agencies for their support and assistance in the development of *Overlooked and Undercounted: The Struggle to Make Ends Meet in New York City*:

- Sheena Wright, Nicole Gallant, Loren K. Miller, Suzanne Towns, and Lesleigh Irish-Underwood, United Way of New York City;
- Patricia White, The New York Community Trust;
- Jilly Stephens and Kate MacKenzie, City Harvest;
- James Krauskopf, Baruch College School of Public Affairs;
- Jennifer March, Citizens' Committee for Children of New York;
- Jennifer Jones Austin & Bich Ha Pham, Federation of Protestant Welfare Agencies;
- Mae Watson Grote & Haidee Cabusora, Financial Clinic;
- James Parrott, Fiscal Policy Institute; and,
- Joel Berg and Lisa Levy, New York City Coalition Against Hunger.

We would also like to thank United Way of New York City, The New York Community Trust, and City Harvest for their generous funding which made this report possible.

Dr. Diana Pearce developed the Self-Sufficiency Standard while she was the Director of the Women and Poverty Project at Wider Opportunities for Women (WOW). The Ford Foundation provided funding for the Standard's original development. The conclusion and opinions contained within the report do not necessarily reflect the opinion of those listed above or WCECA. Nonetheless, any mistakes are the author's responsibility.

EXECUTIVE SUMMARY

More than two in five New York City households—over 940,000 households—lack enough income to cover just the necessities, such as food, shelter, health care and child care. Yet as measured by the federal poverty level (FPL), less than half that number is officially designated as “poor.” Moving from statistics to people, this translates to over 2.7 million men, women, and children struggling to make ends meet in New York City. Consequently, a large and diverse group of New Yorkers experiencing economic distress is routinely *overlooked and undercounted*. Many of these hidden poor are struggling to meet their most basic needs, without the help of work supports (they earn too much income to qualify for most, but too little to meet their needs). To make things even worse, their efforts are aggravated by the reality that the costs of housing, health care, and other living expenses continue to rise faster than wages in New York City.

To document these trends, we use the yardstick of the Self-Sufficiency Standard. This measure answers the question as to how much income is needed to meet families’ basic needs at a minimally adequate level, including the essential costs of working, but without any assistance, public or private. Once these costs are calculated, we then apply the Standard to determine how many—and which—households lack enough to cover the basics. Unlike the federal poverty measure, the Standard is varied both geographically and by family composition, reflecting

the higher costs facing some families (especially child care for families with young children) and in some places.

This report combines two series—the Self-Sufficiency Standard plus Overlooked and Undercounted—into one to present a more accurate picture of income inadequacy in New York City. The first section of the report presents the 2014 Self-Sufficiency Standard for New York City, documenting how the cost of living at a basic needs level has increased since 2000. The second section uses the American Community Survey to detail the number and characteristics of households, focusing on those below the Self-Sufficiency Standard. The report addresses several questions:

- How much does it cost to live—at a minimally adequate level—in New York City and how does that vary by family type and place in the city?
- How many individuals and families in New York City are working hard yet unable to meet their basic needs?

- Where do people with inadequate income live and what are the characteristics of their households?
- What are the education, occupation, and employment patterns among those with inadequate income?
- What are the implications of these findings for policymakers, employers, educators, and service providers?

We find that New York City families struggling to make ends meet are neither a small nor a marginal group, but rather represent a substantial and diverse proportion of the city. Individuals and married couples with children, households in which adults work full time, and people of all racial and ethnic backgrounds account for substantial portions of those struggling to make ends meet in New York City.

THE SELF-SUFFICIENCY STANDARD: A MEASURE OF ADEQUATE INCOME

The Self-Sufficiency Standard was developed to provide a more accurate, nuanced, and up-to-date measure of

TABLE A. Self-Sufficiency Standard for New York City
Select Family Types, 2014

	1 Adult	1 Adult 1 Preschooler	2 Adults	2 Adults 1 Preschooler	2 Adults 1 Preschooler 1 School-age
Bronx	\$26,951	\$52,776	\$37,488	\$58,450	\$70,319
Northwest Brooklyn	\$34,746	\$62,385	\$44,880	\$67,719	\$79,138
Brooklyn (Excluding Northwest Brooklyn)	\$28,861	\$55,059	\$39,074	\$60,528	\$72,160
North Manhattan	\$27,126	\$53,571	\$39,164	\$60,872	\$73,758
South Manhattan	\$48,520	\$81,434	\$60,135	\$86,146	\$98,836
Queens	\$32,432	\$59,502	\$42,577	\$64,961	\$76,376
Staten Island	\$29,015	\$55,370	\$39,553	\$61,178	\$73,015

income adequate for basic needs. The Standard reflects the realities faced by today's working parents and includes all major budget items faced by working adults: housing, child care, food, health care, transportation, taxes, and miscellaneous costs plus an emergency savings fund.

The Standard is a “bare bones” budget appropriate to family composition; it does not include any restaurant or take-out food or credit card or loan payments. The Standard is calculated for 37 states and the District of Columbia. It uses data that are drawn from scholarly and credible sources such as the U.S. Census Bureau, and that meet strict criteria of being accurate, regularly updated using standardized and consistent methodology, and which are age- or geography-specific where appropriate. For New York City, the Standard is calculated for all boroughs and 152 possible household compositions.

What it takes to become self-sufficient in New York City depends on where a family lives, how many people are in the family and the number and ages of children. For example, for a family consisting of two adults with a preschooler and a school-age child, South Manhattan has the highest Self-Sufficiency Standard at \$98,836 per year. Northwest Brooklyn comes in a distant second at \$79,138, and the least expensive area is the Bronx, with a Standard of \$70,319 for this family type (see Table A).

Overall, since 2000, for a family with two adults, a preschooler, and

TABLE B. The Self-Sufficiency Standard and NYC Median Earnings Over Time: Two Adults, One Preschooler, and One School-Age Child in 2000 and 2014

BOROUGH	2000	2014	% INCREASE: 2000 TO 2014
THE BRONX	\$48,077	\$70,319	46%
BROOKLYN	\$49,282	-	-
NORTHWEST BROOKLYN*	-	\$79,138	46%
BROOKLYN EXCLUDING NORTHWEST BROOKLYN)*	-	\$72,160	41%
NORTH MANHATTAN	\$52,475	\$73,758	30%
SOUTH MANHATTAN	\$75,942	\$98,836	49%
QUEENS	\$51,281	\$76,376	43%
STATEN ISLAND	\$50,972	\$73,015	45%
BOROUGH AVERAGE			45%
NYC MEDIAN EARNINGS**	\$29,079	\$34,019	17%

* 2014 is the first year that Brooklyn has been calculated for two areas.

** U.S. Census Bureau, American Community Survey (ACS). 2000 and 2012. Detailed Tables. B20002. “Median earnings in the past 12 months by sex for the population 16 years and over with earnings in the past 12 months.” Retrieved from <http://factfinder.census.gov/>. 2012 data is the latest available and is updated using the Consumer Price Index for the New York metropolitan region.

school-age child, the Self-Sufficiency Wage—the wage a household requires to be self-sufficient—has increased on average by 45%, largely due to housing costs increasing 59% across boroughs. In contrast, the median earnings of working adults have increased only 17% over the same 14 years (see Table B).

KEY FINDINGS

With more than two out of five New York City households lacking enough income to meet their basic needs, the problem of inadequate income is extensive, affecting families throughout the city, in every racial/ethnic group, among men, women, and children, in all neighborhoods. Nevertheless, inadequate income is concentrated disproportionately in some places and groups.

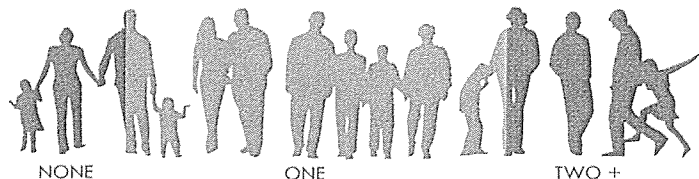
GEOGRAPHICALLY, THE BRONX HAS THE HIGHEST RATE OF INCOME INADEQUACY AND SOUTH MANHATTAN, NORTHWEST BROOKLYN AND STATEN ISLAND ARE THE LOWEST.

With over half (56%) of all households below the Standard, the Bronx has the highest overall income inadequacy rate of the five boroughs. Within the Bronx, there are four districts/neighborhoods with income inadequacy rates over 75%, and four more with rates above 50%. However, every borough has at least one district with an income inadequacy rate above 50%, except Staten Island. While Staten Island, Northwest Brooklyn, and South Manhattan have the lowest rates of income inadequacy (29%, 29%, and 27%, respectively), most New Yorkers with incomes below the Standard live in the boroughs with income inadequacy rates that are near the citywide average: Queens

FIGURE 1.

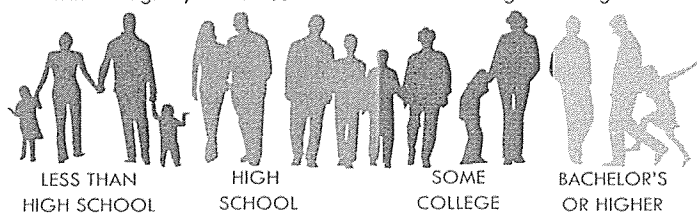
Number of Employed Workers

17% of households below the Standard in NYC have no workers, 55% have one worker, and 28% have two or more workers.



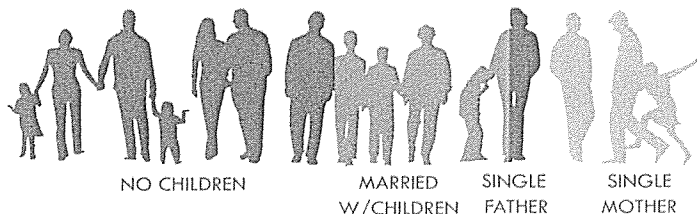
Educational Attainment

Among NYC households below the Standard, 26% lack a high school degree, 27% have a high school degree, 25% have some college or associates degree, and 22% have a bachelor's degree or higher.



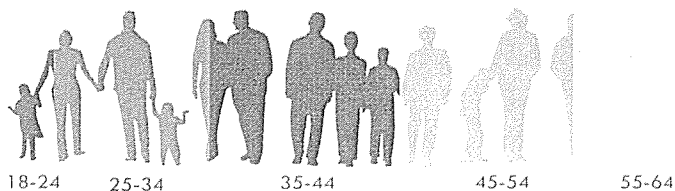
Household Type

Of the households below the Standard in NYC, 25% are married-couple households with children, 23% are single-women households with children, 5% are single-male households with children, and the remaining 47% are households without children.



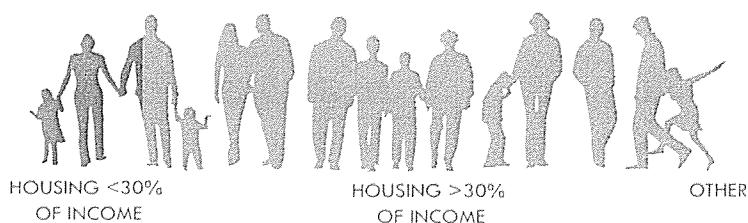
Age of Householder

In NYC, only 6% of households below the Standard are headed by adults under 24 years of age. 22% are between 25-34, 27% are 35-44, 25% are 45-54, and 19% are 55-64.



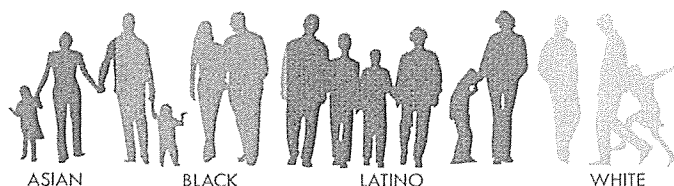
Housing Burden

81% of NYC households below the Standard spend more than 30% of their income on housing.



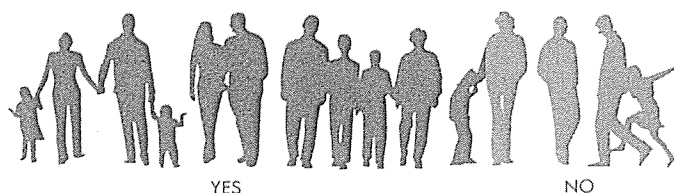
Race/Ethnicity

36% of households in NYC with inadequate income are Latino, 25% are Black, 22% are White, and 16% are Asian/Pacific Islander, and 1% are Other Race (including Native American and Alaskan Native).



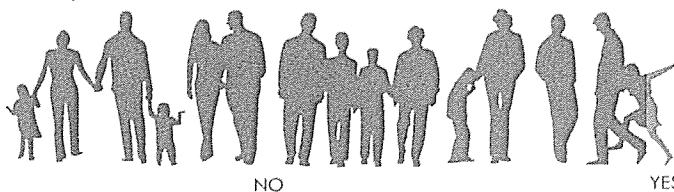
Citizenship

U.S. Citizens head 71% of the households below the Self-Sufficiency Standard. Non-citizens head 29% of households without sufficiency income in NYC.



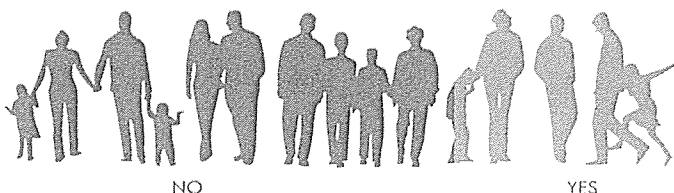
Public Assistance (TANF)

Only 6% of households with inadequate income receive cash assistance. In NYC, 94% of households below the Standard do not receive TANF.



Food Assistance (SNAP)

Over one in three (34%) households below the Standard participated in the Supplemental Nutrition Assistance Program (SNAP, formerly food stamps).



Health Insurance

Of NYC households below the Standard, more than one in four (25%) did not have health insurance coverage in 2012.

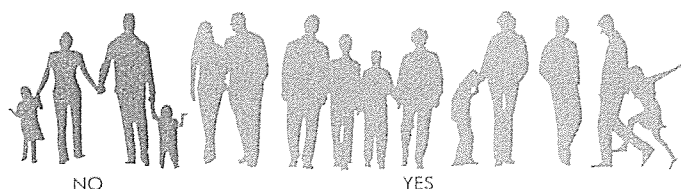


FIGURE 2. Percent of Households Below the Standard by the Presence of Children, NYC 2012

32% of Households with No Children



59% of Households with Children



65% of Households with Young Children*



*Youngest child less than 6 years of age

Source: U.S. Census Bureau, 2012 American Community Survey.

(43%), North Manhattan (45%), and Brooklyn (excluding Northwest) (49%).

FOUR OUT OF FIVE HOUSEHOLDS WITH INADEQUATE INCOME ARE PEOPLE OF COLOR, WITH LATINOS BEING THE GROUP MOST AFFECTED.

While all groups experience insufficient income, Latinos have the highest rate of income inadequacy, with 61% of Latino households having insufficient income, followed by Native American, Alaska Natives, and other races (51%), Asians and Pacific Islanders (49%), African Americans (48%), and Whites (24%).

BEING FOREIGN-BORN INCREASES THE LIKELIHOOD OF HAVING INADEQUATE INCOME. While New York City householders born in the United States have an income inadequacy

rate of 34%, the likelihood of having inadequate income is higher if the householder is a naturalized citizen (45%), and even higher if the householder is not a citizen (61%). Among non-citizens, Latinos have an even higher rate (75%) of income inadequacy than non-Latino non-citizen immigrants (53%).

HOUSEHOLDS WITH CHILDREN ARE AT A GREATER RISK OF NOT MEETING THEIR BASIC NEEDS, ACCOUNTING FOR MORE THAN HALF OF HOUSEHOLDS WITH INADEQUATE INCOME. Reflecting in part the higher costs associated with children (such as child care), families with children have higher rates of income inadequacy, 59%, and if there is a child under six, 65% have incomes under the Standard. Over half of households below the Standard have children (53%), compared to less than two-fifths of all New York City households.

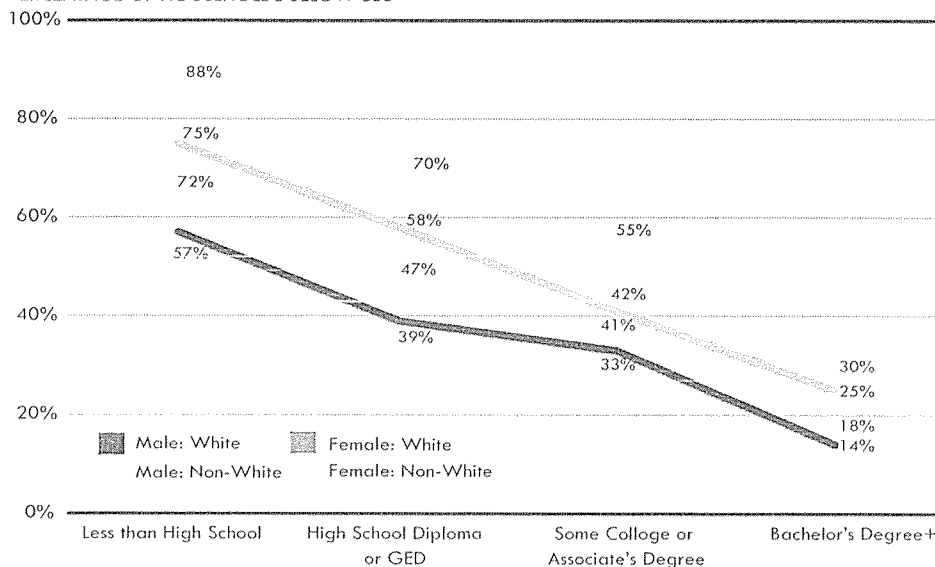
HOUSEHOLDS MAINTAINED BY SINGLE MOTHERS, PARTICULARLY IF THEY ARE WOMEN OF COLOR, HAVE THE HIGHEST RATES OF INCOME INADEQUACY.

Less than half (48%) of married-couple households have inadequate income, and about two-thirds (68%) of single fathers, but almost four out of five (79%) of single mothers lack adequate income. These rates are particularly high for single mothers of color: 86% of Latina, 76% of Asians and Pacific Islanders, and 75% of African American single mothers lack adequate income—compared to 63% for White single mothers.

Although single mothers have substantially higher rates of income inadequacy than married couples, because there are many more married couples with children, these two groups (single mother and married couple families with children) account for almost

FIGURE 3. Households Below the Standard by Education, Race/Ethnicity, and Gender of Householder, NYC 2012

PERCENTAGE OF HOUSEHOLDS BELOW SSS



Source: U.S. Census Bureau, 2012 American Community Survey.

equal shares of households in New York City that lack adequate income (23% vs. 25%), respectively, with single father households being 5% (the remaining 47% of households with inadequate income are childless households).

HIGHER LEVELS OF EDUCATION ARE ASSOCIATED WITH LOWER RATES OF INCOME INADEQUACY, ALTHOUGH NOT AS MUCH FOR WOMEN AND/OR PEOPLE OF COLOR. As educational levels increase, income inadequacy rates decrease dramatically: rates decline from 80% for those lacking a high school degree, to 59% for those with a high school degree, to 46% for those with some college/post-secondary training, to 21% of those with a four-year college degree or more. Reflecting race and/or gender inequities, women and/or people of color must have several more years of education than white males in order to achieve the same level of income adequacy. At the same time, three out of four householders with incomes below the Standard have at least a high school degree, including nearly half of these having some college or more.

EMPLOYMENT IS KEY TO INCOME ADEQUACY, BUT IT IS NOT A GUARANTEE. As with education, more is better: among householders who work full time, year round, income inadequacy rates are just 28%, compared to 77% for those households with no workers. About five out of six households below the Standard, however, have at least one worker. Whether there are one or two adults (or more), and whether they are able to work full time and/or full year, affects the levels of income inadequacy. Nevertheless, just as with education, households headed by

people of color and/or single mothers also experience lesser returns for the same work effort. For example, even when single mothers work full time, year round, almost three-quarters of their households lack adequate income.

The data further demonstrate that the unequal returns to employment efforts are due in part to being concentrated in just a few occupations. That is, those below the Standard only share six of the “top twenty” occupations (the occupations with the most workers) with those with incomes above the Standard. Eight of the top 20 occupations

have median earnings less than the equivalent of a full-time minimum wage job. These low wage occupations are largely held by householders trying to support families and are not limited to part-time jobs for teenagers.

Differences in income adequacy rates are largely not explained by hours worked. While full-time, year-round work (regardless of the occupation) may help protect against income inadequacy, householders with incomes above the Standard work only about five percent more hours on average than those below the Standard.

TABLE C. Top 20 Occupations¹ of Householders² Below the Self-Sufficiency Standard: New York City 2012

BELOW THE SELF-SUFFICIENCY STANDARD					
RANK	OCCUPATION	Number of workers	Percent of Total	Cumulative Percent	Median Earnings
TOTAL		792,003			\$20,000
1	Nursing, psychiatric, & home health aides*	60,174	8%	8%	\$17,500
2	Janitors & building cleaners*	29,039	4%	11%	\$16,000
3	Childcare workers	26,765	3%	15%	\$10,000
4	Cashiers	23,413	3%	18%	\$12,500
5	Maids & house cleaners	21,587	3%	20%	\$13,300
6	Retail salespersons*	21,432	3%	23%	\$19,400
7	Construction laborers	19,925	3%	26%	\$20,000
8	Secretaries & administrative assistants*	19,470	2%	28%	\$22,000
9	Taxi drivers & chauffeurs	18,148	2%	30%	\$20,000
10	Waiters & waitresses	17,141	2%	32%	\$15,000
11	Personal care aides	16,456	2%	35%	\$17,000
12	Cooks	14,180	2%	36%	\$17,000
13	Security guards & gaming surveillance officers	13,839	2%	38%	\$23,000
14	Driver/sales workers & truck drivers	13,350	2%	40%	\$23,000
15	First-line supervisors of retail sales workers*	13,226	2%	41%	\$21,000
16	Teacher assistants	12,997	2%	43%	\$21,000
17	Office clerks, general	11,479	1%	45%	\$19,000
18	Customer service representatives	11,083	1%	46%	\$20,000
19	Chefs & head cooks	10,815	1%	47%	\$20,800
20	Designers*	8,476	1%	48%	\$20,000

¹ Detailed occupations are based on the Standard Occupational Classification (SOC). For definitions of these occupations see the Bureau of Labor

Statistics Standard Occupation Classifications at http://www.bls.gov/soc/soc_majo.htm

² The householder is the person in whose name the housing unit is owned or rented or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees.

* Occupation also within the top 20 occupations of householders above the Standard.

However, their wage rates vary greatly, with the hourly wages of householders above the Standard being almost three times as much as those below the Standard (\$28.85 per hour versus \$10.58 per hour). If householders with incomes below the Standard increased their work hours to match those with incomes above the Standard, that would only close about three percent of the wage gap, while earning the higher wage rate of those above the Standard, with no change in hours worked, would close 92% of the gap.

Thus, families are not poor just because they lack workers or work hours, but because the low wages they earn are inadequate to meet basic expenses.

HOW NEW YORK CITY COMPARES TO OTHER STATES

To date, demographic reports have been done on seven states (California, Colorado, Connecticut, Mississippi, New Jersey, Pennsylvania, and Washington State), but no other cities in detail. In five of these states (the exceptions being Mississippi and California), the proportion of households with inadequate income is strikingly similar, with about one out of five (non-elderly, non-disabled) households lacking adequate income. In California and

Mississippi, both states with higher than average minority proportions, about one-third of households fall below the Standard. At 42%, New York City has a higher rate of income inadequacy than all of these states.

Even compared to other large cities, New York City still has a relatively high rate of income inadequacy. San Francisco and Denver are at 27% and 26%, respectively. Cities that are more similar to New York, demographically, such as Pittsburgh (32%) and Philadelphia (42%) show similar patterns of having higher income inadequacy rates than the states they are located in. Nevertheless, it is striking that when a realistic measure of basic living costs is used, New York City has an income inadequacy rate that is even higher than that of Mississippi which consistently has had the highest “poverty” rates.

CONCLUSION

These data show that there are many more people in New York City who lack enough income to meet their basic needs than our government’s official poverty statistics capture. This lack of sufficient income to meet basic needs is grossly undercounted largely because most American institutions do not utilize

the more accurate metrics available today that measure what it takes to lead a life of basic dignity.

Not only do we underestimate the number of households struggling to make ends meet, but broadly held misunderstandings about what those in need look like, what skills and education they hold, and what needs they have harm the ability of our institutions to respond to the changing realities facing low-income families. New York City households with inadequate income reflect the city’s diversity: they come from every racial and ethnic group, reflect every household composition, and work hard as part of the mainstream workforce.

Despite recovering from the Great Recession, this is not about a particular economic crisis—for these families, income inadequacy is an everyday ongoing crisis. It is our hope that through the data and analyses presented here a better understanding of the difficulties faced by struggling individuals and families will emerge, one that can enable New York City to address these challenges, making it possible for all New York City households to earn enough to meet their basic needs.

POLICY ANALYSIS & RECOMMENDATIONS

Nearly one million New York City households do not have enough income to meet their basic needs. This amounts to more than two out of five households and 2.7 million people. The 2014 Self-Sufficiency Standard shows that for many New Yorkers, having a job no longer guarantees the ability to pay for basic needs.

More than four out of five households who are below the Self-Sufficiency Standard level—which translates to well over two million City residents—have at least one family member who works but does not make enough to afford a minimal, basic family budget. And for many more who are at or above self-sufficiency levels, current wages do not allow for the next step of building assets to attain economic security. In the last decade, New Yorkers of all stripes have struggled against ballooning costs of living, such as for housing, which has increased 59% for a two-bedroom rental. At the same time, median wages have increased barely 17%.

As the country's largest city—rich in resources and leaders—New York City must expand the numbers of New Yorkers living securely above the Self-Sufficiency Standard. This report's recommendations for moving the greatest number of New Yorkers towards self-sufficiency are consistent with the City's priorities and have been determined from a similar systematic, cost-effective and evidence-driven framework.¹ Our recommendations

acknowledge that the obstacles to self-sufficiency are interdependent and to significantly reduce the number of people living below the Standard or just above it, solutions must also be coordinated and interconnected.

We call on leaders across all sectors—government, philanthropy, the private sector and the not-for-profit world—to examine practices, mobilize colleagues, and become part of the solution for making the following three priorities a reality:

1. Wages increased to align and keep pace with the costs of living;
2. Employment structured as a pathway to self-sufficiency and economic security; and
3. Access to quality, affordable housing, food and child care available to New Yorkers across the income spectrum.

INCREASE WAGES TO ALIGN WITH THE COST OF LIVING

The single greatest driver to increase self-sufficiency is higher wages. The income needed for a household with two adults, a preschooler, and a school-age child to be self-sufficient has risen on average by 45% across boroughs since the year 2000, while the median earnings of working adults have increased only 17%.

of national or even international trends that are difficult to address at the City level. Nonetheless, strategies to reduce poverty and inequality are central to the agenda of Mayor Bill de Blasio and his Administration. NYC Office of the Mayor, "The CEO Poverty Measure 2005-2012," An Annual Report from the Office of the Mayor, April 2014, p. 47, http://www.nyc.gov/html/ceo/downloads/pdf/ceo_poverty_measure_2005_2012.pdf [accessed November 14, 2014].

Consequently, more than two out of five working-age households cannot meet their basic needs while others are barely breaking even. Although many New Yorkers work insufficient hours, more hours would not raise standards of self-sufficiency as substantially as would an increase in wage rates. In too many occupations, wages have not kept pace with the rising cost of living. New York City's employment has now surpassed pre-recession levels yet most of the net job growth since 2000 has been concentrated in low-wage sectors, as opposed to jobs paying moderate- and middle-income wages.²

NEW YORK CITY'S LIVING WAGE LAW.

New York City Mayor Bill de Blasio's September 2014 Executive Order expands the City's Living Wage Law from \$11.50 per hour to \$13.13 an hour (including \$1.63 for health benefits).³ This Living Wage Law⁴ applies to a select group of workers employed in businesses or commercial spaces that receive more than \$1 million in city

² James A. Parrott, February 27, 2014, "Low-Wage Workers and the High Cost of Living in New York City," Testimony Presented to the New York City Council Committee on Civil Service and Labor, <http://fiscalpolicy.org/wp-content/uploads/2014/02/FPI-Parrott-testimony-Low-Wage-workers-and-Cost-of-living-Feb-27-2014.pdf> [accessed November 14, 2014]. Also see National Employment Law Project, "The Low-Wage Recovery: Industry Employment and Wages Four Years into the Recovery," Data Brief, April 2014, p. 1, <http://www.nelp.org/page/-/Reports/Low-Wage-Recovery-Industry-Employment-Wages-2014-Report.pdf?nocdn=1> [accessed June 11, 2014].

³ The City of New York, Office of the Mayor, "Living Wage for City Economic Development Projects," http://www1.nyc.gov/assets/home/downloads/pdf/executive-orders/2014/ee_7.pdf [accessed November 14, 2014].

⁴ The City's older Living Wage Law (section 6-109 of the Administrative Code) covers a limited number of workers providing care under City government contracts. Enacted in 1996, this living wage covers workers providing day care, head start, building services, food services, and temporary services, with coverage extended in 2002 to homecare workers and workers providing services to persons with cerebral palsy. The wage level under this living wage law has been \$11.50 an hour (including \$1.50 for health benefits) since 2006, and is not automatically adjusted for inflation.

¹ New York City's Center for Economic Opportunity notes that many of the factors that drive poverty here are part

subsidies as defined by section 6-134 of the City Administrative Code. The executive order is projected to expand coverage of this Living Wage from a current cohort of 1,200 workers to an estimated 18,000 workers over the next five years. Beginning in January 2015, this Living Wage will be adjusted for inflation. The Mayor's office projects that with inflation adjustments, this City Living Wage will reach \$15.22 in 2019.⁵ The current New York State minimum wage of \$8.00 per hour applies to a more comprehensive group of workers across most sectors. Along with 26 other states and the District of Columbia, New York State sets a higher minimum wage level than the current \$7.25 federal minimum wage.⁶ President Obama has proposed raising the federal minimum wage to \$10.10 an hour.⁷ The purchasing

power of the federal minimum wage has fallen by 22 percent since the late 1960s.⁸ Moreover, if the minimum wage had kept pace with overall productivity growth in the economy, it would be nearly \$19.00 by 2016.⁹

Under present state law, New York's minimum wage will increase to \$8.75 on December 31, 2014, and to \$9.00 an hour on December 31, 2015.¹⁰ It is not indexed to inflation. There is Albany legislation pending to increase the state minimum to \$10.10, and a separate measure to give localities the authority to set a local minimum wage up to 30 percent above the state minimum. If both proposed laws were enacted, New York City could set a \$13.13 hourly minimum wage. A growing number of large cities, and a few suburban counties, are establishing higher minimum wage levels. Seattle, San Diego, San

Jose, San Francisco, and Washington, D.C. already have established higher minimums, and Chicago, Los Angeles, and Oakland are among the cities considering substantially higher minimum wages in the \$12-\$15 an hour range. Both Seattle and San Francisco have acted to raise their minimum wage levels to \$15.00 an hour in coming years.

The expansion of New York City's Living Wage levels to cover more workers at a higher rate and indexed to inflation, or to establish a significantly higher minimum wage are important steps in providing a more reasonable wage floor in the job market, enabling more employed New Yorkers to achieve self-sufficiency through work. At the same time, it is critical to note that even an hourly wage of \$13.13 does not constitute a self-sufficiency wage for most compositions of New York City households across the five boroughs (see box below, *Bronx Family of Three*).

It is necessary to broaden living wage coverage to the City's large indirect social service workforce, coupled with better career advancement supports. Existing City Living Wage law currently does not apply to the tens of thousands of workers at not-for-profit organizations providing essential social services under City contract. New York City spends \$5 billion annually on social service contracts and, as such, is a major indirect employer of tens of thousands of workers at not-for-profit organizations. Wages in this sector are among the lowest for all industries. Half of non-profit social service workers are paid less than \$14 an hour.¹¹

⁵ City of New York, September 30, 2014, "Mayor de Blasio Signs Executive Order to Increase Living Wage and Expand it to Thousands More Workers," News, <http://www1.nyc.gov/office-of-the-mayor/news/459-14/mayor-de-blasio-signs-executive-order-increase-living-wage-expand-it-thousands-more#0> (accessed November 14, 2014).

⁶ Currently 23 states and the District of Columbia have minimum wages above the federal minimum wage. Additionally, four additional states approved ballot measures in the 2014 election. National Conference of State Legislatures, "State Minimum Wages | 2014 Minimum Wages by State," <http://www.ncsl.org/research/labor-and-employment/state-minimum-wage-chart.aspx> (accessed November 14, 2014).

⁷ The White House, Office of the Secretary, "President Barack Obama's State of the Union Address," <http://www.whitehouse.gov/the-press-office/2014/01/28/president-barack-obamas-state-union-address> (accessed November 14, 2014).

⁸ Jared Bernstein & Sharon Parrott, January 7, 2014, "Proposal to Strengthen Minimum Wage Would Help Low-Wage Workers, With Little Impact on Employment," Center on Budget and Policy Priorities, Economy, <http://www.cbpp.org/cms/?fa=view&id=4075> (accessed November 14, 2014).

⁹ David Cooper, December 19, 2013, "Raising the Federal Minimum Wage to \$10.10 Would Lift Wages for Millions and Provide a Modest Economic Boost," Economic Policy Institute, <http://www.epi.org/publication/raising-federal-minimum-wage-to-1010/>

¹⁰ New York State, Department of Labor, "Minimum Wages," Labor Standards, <http://www.labor.ny.gov/workerprotection/laborstandards/workprot/minwage.shtm> (accessed November 14, 2014).

SELF-SUFFICIENCY WAGE FOR A BRONX FAMILY OF THREE

An hourly wage of \$13.13 in New York City yields an annual income of \$27,310, slightly above the Self-Sufficiency Standard for a single adult living in the Bronx (\$26,951). However, that single person's neighbors—a married couple with one infant—would not be self-sufficient even if **each** parent worked at jobs earning a \$13.13 hourly wage. Indeed, in order to meet their basic needs, **each** parent would need to earn \$14.66, working full time (totaling \$61,965). Five years later, when their child is old enough for full-day public school their costs will fall as they would then only need part-time child care. In the unlikely scenario that there is no increase in living expenses, the Living Wage would then be above the minimum wage (\$12.39 per hour) needed to meet their basic needs.

¹¹ See Jennifer Jones-Austin (FPWA) and James Parrott (FPI), November 5, 2014, "Expanding Opportunities and Improving City Social Service Quality Through a Career Ladder Approach,"

Among those working in community and social service occupations, over a third are in households within 200 percent of the federal poverty level. A campaign is underway in which the City would increase contract funding to establish a \$15 an hour wage floor, coupled with sector-wide support for greater professional development opportunities for lower-paid nonprofit social service workers.¹²

A minimum wage increase to \$13.13 an hour and a \$15 an hour wage floor for social service workers on City contracts represent considerable progress. Yet, these critical wage floors should not be misconstrued as ceilings. These wage levels would provide a worker with annual earnings around \$25,000-\$30,000. Neither wage rate constitutes a self-sufficiency wage for a substantial portion of the 780,000 working households below the Self-Sufficiency Standard.

Raising the wage floor is good for workers and communities with potential benefits to jobs and businesses. While raising the minimum wage provokes debate at the federal, state, or municipal level, there is considerable consensus among economists and social scientists who have studied the impacts of raising the minimum wage: raising the minimum wage has positive workplace impacts beyond the obvious one of increasing workers' earnings, including reduced turnover (increased job security for workers), increased employer investment in training, and improved employee

productivity and morale. Moreover, it has negligible negative effects on employment and minimal effects on price increases.¹³ For example:

- A 2011 study of citywide minimum wage increases by the Center for Economic and Policy Research examined minimum wage increases passed in Santa Fe, San Francisco,

and Washington, D.C., and found that wages rose for low-paid cooks, servers and workers in fast-food, food services, retail, and other low-wage establishments without causing a statistically significant decrease in total employment levels.¹⁴

- A 2014 study of San Francisco's minimum wage, health care, and paid

¹² Arindrajit Dube, T. William Lester and Michael Reich, "Minimum Wage Effects Across State Borders: Estimates Using Contiguous Counties," Review of Economic and Statistics (November 2010), available at <http://www.irl.berkeley.edu/workingpapers/157-07.pdf>; see also NELS Summary, available at http://nelp.3cdn.net/98b449fce61fca7d43_j1m6liizwd.pdf.

¹⁴ John Schmitt and David Rosnick, 2011, The Wage and Employment Impact of Minimum-Wage Laws in Three Cities, <http://www.cepr.net/index.php/publications/reports/wage-employment-impact-of-min-wage-three-cities> (accessed October 22, 2014).

RECOMMENDATIONS: INCREASE WAGES TO ALIGN WITH THE COST OF LIVING

1. Increase wage floors. Wages that are sufficient to cover living costs is at base what defines fair compensation. If we are committed to restoring fairness and countering rising inequality, then a higher City minimum wage floor is needed and City living wage policies should be expanded, particularly to encompass the sizable non-profit social service workforce.

The City needs to increase social service contract funding levels to make up for years of inadequate funding and enable non-profits to improve pay and advancement opportunities for poorly compensated workers. Philanthropic grant-making practices could bolster these efforts by funding the full workforce costs of carrying out projects, including allocating funds to general operating costs and overhead, and ensuring the adequacy of human resource budgets and hourly pay rates.

In New York City, raising the wage floor is the most effective single policy for countering rising inequality.

2. Index wages. Once wage floors are raised to adequate levels they should be indexed to inflation so that workers' purchasing power is not inadvertently eroded by increases in the cost of living.

3. Strengthen Employers' Policies. Investment in a stable and robust workforce, whether direct or indirect, can improve the quality of products and services, enhance company reputations, and help build a loyal customer base. It is also critical for all employers to foster salary parity across gender and racial/ethnic lines. Employers should evaluate compensation levels and pay scales of their workforces, including through the lens of equity. Corporations that contract out service or supply functions to other firms should ensure that contractors fairly compensate workers. This is good for individual workers and it is good for the bottom line.

Briefing at Philanthropy New York, www.philanthropynewyork.org/sites/default/files/resources/Presentation_Jones%20Austin%20and%20Parrott_11.05.2014.pdf

¹² Ibid.

sick leave laws, which collectively raised the compensation of low-wage people to 80 percent above the federal minimum wage, found that these laws raised pay without costing jobs. From 2004 to 2011, private sector employment grew by 5.6 percent in San Francisco, but fell by 4.4 percent in other Bay Area counties that did not have a higher local wage. Among food service wage earners, who are more likely to be affected by minimum wage laws, employment grew 18 percent in San Francisco, faster than in other Bay Area counties.¹⁵

INDEXING. Wages across sector should be indexed to the cost of living. Indexing is key to maintaining the value of the new higher wages over time.¹⁶ While we look to government to enforce an equitable floor, we look to employers across sectors to do more: raise wages beyond the floor, index them to cost of living increases, and ensure that compensation packages are fair, equitable and responsive to the need of employees to meet and move securely beyond the Self-Sufficiency Standard.

STRUCTURE EMPLOYMENT AS A PATHWAY OUT OF POVERTY TO SELF-SUFFICIENCY

In New York City, 780,000 households have at least one working adult, many of them full time, yet they lack adequate resources to meet even their most basic needs.

¹⁵ Michael Reich, Ken Jacobs, and Miranda Dietz, The Institute for Research on Labor and Employment, *When Mandates Work: Raising Labor Standards at the Local Level*, <http://irl.berkeley.edu/publications/when-mandates-work>.

¹⁶ Such indexing since 2000 has resulted in Washington State by 2014 having the highest statewide minimum wage, \$9.32 per hour in the country.

A critical driver of employment with self-sufficiency wages is education—80% of the people without a high school degree are living below the standard of self-sufficiency. At the same time, education is not a guarantee. Twenty-one percent of all people with a four-year college degree still earn inadequate incomes.

The Self-Sufficiency Standard report highlights the persistent gender and racial inequities around what it takes to earn a self-sufficiency wage. Even with equal education and equal work effort, income inadequacy is more severe among households maintained by women alone, households maintained by people of color, and households with children. For example, women of color with some college or an associate's degree have nearly the same income inadequacy rate as white males without a high school diploma or GED (55% compared to 57%). Well into the 21st century, our low-wage workforce disproportionately consists of women, people of color, and immigrants.

Building access to better employment requires investment in career ladders, pathways and apprenticeships with consistent, systematic, and large-scale opportunities for individual growth and advancement across sectors and industries. The surge in well-paying technology jobs is an example of a promising direction for more sectors to follow and should be a pathway for traditionally less-advantaged individuals and communities. Investment in high quality education beginning in early childhood is also critically important, as are the supports that place and keep children on college

and career continuums. New York City's Universal pre-kindergarten program is a promising step and we urge the city to continue this direction of building an inclusive quality education system that begins in a child's first three years.

MAKE QUALITY, AFFORDABLE HOUSING, FOOD, AND CHILD CARE ACCESSIBLE TO ALL NEW YORKERS

As the family from the Bronx on page 8 highlights, even an increased Living Wage of \$13.13 per hour still requires work supports, such as subsidized child care, in order to cover the costs of other basic needs. Without child care, at least one parent would have to stop working, creating the need for even more supports—such as food stamps, emergency food pantries, and the costly homeless shelter system. When wages and employment benefits' packages are not sufficient for people to meet their basic needs, New Yorkers turn to public and private charity to fill the gaps. Each year that wages fall further behind the cost of living, it increases the costs to government—and to all of us as taxpayers—as well as straining the already overburdened private charity system.

Affordable housing, food, and child care are essentials to anyone who seeks to attain and maintain employment. City, state, federal, and philanthropic dollars go towards programs that provide access to millions of New Yorkers who cannot access them on their own. While these programs are critical lifelines for individuals and families all around us, at the current level, these programs do not support everyone who needs them, nor

RECOMMENDATIONS: STRUCTURE EMPLOYMENT AS A PATHWAY OUT OF POVERTY TO SELF-SUFFICIENCY

4. Identify and develop structures that consistently highlight and create access to career ladders and pathways for individuals within companies and sectors, as well as out into other industries. Employers should assess pathways for advancement in their existing workforce and build opportunities for continued and advanced employment with better wages, particularly for entry level workers and populations which have historically worked longer or required more years of education to achieve the same level of self-sufficiency. City government can lead by example through supporting more systematic professional development and career advancement opportunities for lower-paid social service workers employed under City service contracts.
5. Strengthen policies and practices that improve retention and allow workers to better balance work and family life, such as flexible work hours, predictable scheduling, work-sharing, and paid sick leave.
6. Promote new jobs and emerging industries which provide wages that are at Self-Sufficiency Standard levels and support and encourage plans for workforce retention and advancement by tying incentives and employment contracts to Self-Sufficiency Standards.
7. Utilize workforce training and development resources for preparing people for higher wage jobs in all sectors, which should include apprenticeships along with degree and credentialing programs. Fund innovative pilots and promising practices.
8. Invest in the workforce required for redressing economic inequities by sufficiently funding social and human services. The lower-wage social and human services workforce consists predominantly of women of color. Appropriate compensation and intentional career pathways build the expertise and retention rates of the workforce. Increase funding towards education and skills to build highly effective staff at all levels and to advance individuals into better-paying positions.
9. Invest in effective cradle to college continuums for target populations and communities. Resources commensurate with need must be available to keep children—particularly those from households and communities below the Self-Sufficiency Standard—on the pathway to higher education or to quality apprenticeship programs and nontraditional training. Additional support is required for efforts that ensure timely and affordable completion of degree programs and higher education.
10. Fund and support advocacy for broad scale, systemic solutions.

do they provide the depth of support needed for those who have them.

HOUSING. While all basic needs' costs have risen, the largest increase has been in housing, which has risen on average 59% between 2000 and 2014. Rising rental costs make it increasingly difficult for New Yorkers to hold onto their homes and remain in their neighborhoods. As shown in Figure 1, *Profile of Households with Inadequate Income*, 81% of the New Yorkers living below the Self-Sufficiency Standard spend more than 30% of their income on housing. Home ownership—which is one of the most reliable ways to build assets and upward mobility—is prohibitive for most New Yorkers. Rent regulations and specialized rental support programs that restrain ballooning housing cost increases are critical yet are accessible to too few households.

CHILD CARE. After housing, child care is the single greatest expense in a family's budget for those with young children. Even with equal work effort, income inadequacy is more severe among households with children. Fifty-three percent of all households below the Self-Sufficiency Standard—more than half—have children. This reflects in part the significant expense associated with raising children and the way that lack of access to affordable, high quality child care is a roadblock to primary caretakers' careers, educational advancement, and opportunities for savings.

FOOD. The cost of food has risen an average of 59% in NYC since 2000. Unlike fixed costs such as housing

and child care, food is “elastic” and spending can be reduced when available income is less. Households balance their budgets by foregoing food to pay rent, by eliminating more nutritious but costlier fruits and vegetables, and by turning to government supports such as the Supplemental Nutrition Assistance Program (SNAP), school meals and social hubs with meals, such as religious or senior centers. New York City’s emergency food network of soup kitchens and food pantries now struggle to serve 1.4 million New Yorkers annually, who are chronically uncertain as to where their next meal will come from. The impact from reduced purchasing power for food goes beyond individuals and families to food retailers. This effect was underscored by the 2011 supermarket need index which identified a widespread shortage of neighborhood grocery stores and supermarkets. High need for fresh food purveyors affects more than three million New Yorkers, with the highest need found in low-income neighborhoods.¹⁷

SAVINGS. Saving is unrealistic for many New Yorkers because there just is nothing left at the end of the month. For the first time, the 2014 *Self-Sufficiency Standard* Report calculates emergency savings as a minimum, required expense, alongside food, housing, child care, health care, transportation and taxes. Emergency short-term savings address the income and expense volatility that working poor households all too regularly face. Yet as is the case with

all calculations in the Self-Sufficiency Standard, the savings’ estimates are extremely modest. They only cover short-term, one time emergencies. Long-term asset building, such as saving for higher education, retirement, and

home buying, that enables upward mobility and economic security would require additional resources beyond Self-Sufficiency Standard level wages and emergency savings.

RECOMMENDATIONS: MAKE QUALITY, AFFORDABLE HOUSING, FOOD, AND CHILD CARE ACCESSIBLE TO ALL NEW YORKERS

For too many, work does not pay enough to afford costly basic necessities. Ensure that New Yorkers across the income spectrum, from low-to moderate- income levels, can afford their essentials.

11. NYC must continue to roll out its ambitious Affordable Housing Plan, harnessing the power of the private market to help build, preserve, and expand affordable units. Priorities include the following:

- Preserve existing affordable housing in private rent-regulated buildings, and set standards so that the impact of city-subsidized housing affordability is not undermined by short-term affordability requirements. These preservation goals are the most cost-effective way to maintain affordability for the greatest number of people. For the city-subsidized housing, the City must ensure that stronger standards are in place so that all programs are permanently affordable. The City should also work closely with neighborhood-based not-for-profit affordable housing developers, who ensure true permanent affordability. For the private rent-regulated housing, we call on Albany to repeal the Urstadt Amendment, ending state control over city rent regulations, and to also repeal the luxury decontrol threshold. We call on the NYC rent guidelines board to set yearly rental increases that are appropriate for and in line with interests of tenants as well as landlords.
- Ensure that new housing development result in the maximum amount of affordable housing by using multiple approaches and incentive levers, such as Mandatory Inclusionary Zoning and Tax Abatements. Mandatory Inclusionary Zoning would require developers who take advantage of increased zoning density to build commensurate levels of affordable housing. The 421A Tax Abatement laws are sun setting and the City and State’s response must ensure that public benefits from subsidized buildings are commensurate with the financial incentive afforded to developers. A city-wide requirement could ensure that housing built anywhere in NYC includes affordable units and, moreover, that those units indeed provide public benefit by maximizing the percentage of affordable housing and deepening the level of affordability so that local neighborhoods are truly stabilized.
- When the City provides more than one benefit to the private housing sector, benefits to the public must in turn be stacked against each other, rather than combined, so that benefits developers receive are commensurate with the benefits they provide to communities.

¹⁷ City of New York, Office of the Mayor, “New York City Food Policy: 2013 Food Metrics Report,” <https://www.nyc.gov/html/nycfood/downloads/pdf/1152-food-metrics-report-2013.pdf>.

RECOMMENDATIONS, CONTINUED: MAKE QUALITY, AFFORDABLE HOUSING, FOOD, AND CHILD CARE ACCESSIBLE TO ALL NEW YORKERS

12. Continue to expand access to high quality, affordable early education and afterschool programming:

- Successfully implement full-day universal prekindergarten to all four year-olds.
- Expand full-day universal prekindergarten to all three year-olds.
- Encourage child care centers and family day care homes to reach a diverse, economically integrated population of children by permitting sliding scale tuition and parent fee requirements and child care subsidies, engaging children from families across the income spectrum to those who pay market rate.
- Expand the capacity of infant and toddler child care provided in licensed, regulated child care centers and family day care homes.
- Expand the refundable state and local child care tax credits.
- Ensure that parents on public assistance have appropriate and complete information on the types of subsidized child care options available as well as information on available seats in high quality center based and family day care homes. Besides concrete information and options, also ensure that parents have sufficient time to secure appropriate and high quality child care.
- Successfully implement universal access to middle school afterschool programming and expand afterschool and summer programming to elementary school children and high school students.
- Ensure that the early childhood staff and afterschool staff benefit from adequate compensation, professional development and career ladders.
- Ensure that rates of reimbursement allow providers to meet quality standards.
- Overall, ensure that investment is commensurate with need, by fully funding quality, affordable, and reliable child care from birth through age five.

13. Responses to food insecurity must go beyond emergency food programs to long-term sustainable options:

- Decrease the numbers of New Yorkers living in areas with low access to fresh food purveyors by providing zoning and financial incentives to eligible grocery store operators and developers, incorporating food security priorities into affordable housing plans, and funding and expanding innovative pilots designed to increase access.
- Support 'good food/good jobs' initiatives that partner business, philanthropies, and government to bolster employment, foster economic growth, fight hunger, improve nutrition, cut obesity, and reduce spending on diet-related health problems by bringing healthier food into low-income neighborhoods and creating jobs. This includes seed money for food jobs projects, food processing, expanding community-based technical assistance, investment in urban aquaculture, and reduced bureaucratic burdens on food-related small businesses.
- Increase utilization and broaden and deepen access to WIC, SNAP, and School Meals, and endorse the Federal Child Nutrition Reauthorization Act with strong guidelines.

14. Ensure that all households can meet unexpected financial setbacks, especially those with the fewest resources, by building savings—both for emergencies and for asset building:

- Promote the capacity of New Yorkers at all stages of life to save with systematic, comprehensible and accessible savings options at their places of employment.
- Increase the likelihood that New Yorkers will save by instituting opt out, rather than opt in options for long-term savings programs.
- Maximize the take-up of tax credits, such as the Earned Income Tax Credit and the Child Care Tax Credit, and at the state level deepen and expand tax credits to more households at or below the Self-Sufficiency Standard. Use EITC and tax credit refunds to expand opportunities to save, both emergency and for longer-term investments.
- Remove disincentives to save. In particular, ensure that eligibility guidelines for work supports do not preclude basic and essential needs for building emergency savings. Individual Development Accounts allow welfare recipients to save for specifics like education, without losing benefits.

THE WOMEN'S CENTER FOR EDUCATION AND CAREER ADVANCEMENT (WCECA) is a 44-year-old nonprofit organization committed to the goal of economic self-sufficiency for all New York City women and families. Through innovative technology resources, work readiness programs and career services, we educate and advocate for socially just public policies and opportunities that lead to the empowerment of women. The



Women's Center for Education
and Career Advancement

Women's Center targets low-income women with serious barriers to workforce participation and helps them build competencies and develop strategies for setting and meeting lifetime career and economic goals for themselves and their families. For further information on WCECA, go to www.wceca.org or call (212) 964-8934.

UNITED WAY OF NEW YORK CITY (UWNYC) has been a trusted partner to government, corporations and community-based organizations for over 76 years serving low-income New Yorkers. Our collective impact approach enables us to diagnose neighborhood challenges, design solutions to expand education, income, and health opportunities, deploy resources and volunteers, and drive policy change guided by measured results. UWNYC envisions caring communities where all individuals and families have access to quality education and the opportunity to lead healthy and financially secure lives. Join us in making New York City work for Every New Yorker. For more information, visit United Way of New York City at unitedwaynyc.org, or call (212) 251-2500.



United Way
of New York City

Since 1924, THE NEW YORK COMMUNITY TRUST has been the home of charitable New Yorkers who share a passion for the City and its suburbs—and who are committed to improving them. The Trust supports an array of effective nonprofits that help make the City a vital and secure place to live, learn, work, and play, while building permanent resources for the future. The New York Community Trust ended 2013 with assets of \$2.4 billion in more than 2,000 charitable funds, and made grants totaling \$141 million. The Trust welcomes new donors. Information at nycommunitytrust.org.

THE NEW YORK
COMMUNITY TRUST



Now serving New York City for more than 30 years, CITY HARVEST (www.cityharvest.org) is the world's first food rescue organization, dedicated to feeding the city's hungry men, women and children. This year, City Harvest will collect 50 million pounds of excess food from all segments of the food industry, including restaurants, grocers, corporate cafeterias, manufacturers, and farms. This food is then delivered free of charge to more than 500 community food programs throughout New York City by a fleet of trucks and bikes. City Harvest helps feed the nearly two million New Yorkers who face hunger each year.



THE CENTER FOR WOMEN'S WELFARE at the University of Washington School of Social Work is devoted to furthering the goal of economic justice for women and their families. The main work of the Center focuses on the development of the Self-Sufficiency Standard. Under the direction of Dr. Diana Pearce, the Center partners with a range of government, non-profit, women's, children's, and community-based groups to: research and evaluate public policy related to income adequacy; create tools to assess and establish income adequacy; and develop programs and policies that strengthen public investment in low-income women, children, and families. For more information about the Center or the Self-Sufficiency Standard, call (206) 685-5264. This report and more can be viewed at www.selfsufficiencystandard.org.



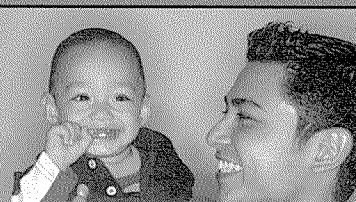
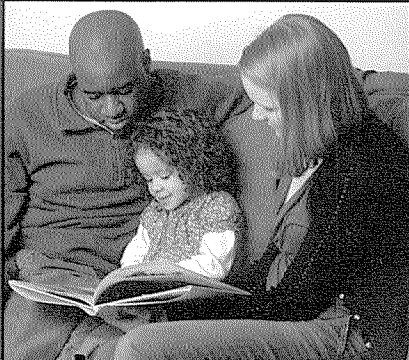
Center for Women's Welfare

...advancing economic justice through research
and the Self-Sufficiency Standard



Overlooked and Undercounted

The Struggle to Make Ends Meet in New York City



Prepared for

Women's Center for Education and
Career Advancement

With support from

The United Way of New York City
The New York Community Trust
City Harvest



Women's Center for Education and Career Advancement

THE WOMEN'S CENTER FOR EDUCATION AND CAREER ADVANCEMENT (WCECA) is a 44-year-old nonprofit organization committed to the goal of economic self-sufficiency for all New York City women and families. Through innovative technology resources, work readiness programs and career services, we educate and advocate for socially just public policies and opportunities that lead to the empowerment of women. The Women's Center targets low-income women with serious barriers to workforce participation and helps them build competencies and develop strategies for setting and meeting lifetime career and economic goals for themselves and their families. For further information on WCECA, go to <http://www.wceca.org> or call (212) 964-8934.

UNITED WAY OF NEW YORK CITY (UWNYC) has been a trusted partner to government, corporations and community-based organizations for over 76 years serving low-income New Yorkers. Our collective impact approach enables us to diagnose neighborhood challenges, design solutions to expand education, income, and health opportunities, deploy resources and volunteers, and drive policy change guided by measured results. UWNYC envisions caring communities where all individuals and families have access to quality education and the opportunity to lead healthy and financially secure lives. Join us in making New York City work for every New Yorker. For more information, visit United Way of New York City at unitedwaynyc.org, or call (212) 251-2500.



**United Way
of New York City**

THE NEW YORK
COMMUNITY TRUST



Since 1924, THE NEW YORK COMMUNITY TRUST has been the home of charitable New Yorkers who share a passion for the City and its suburbs—and who are committed to improving them. The Trust supports an array of effective nonprofits that help make the City a vital and secure place to live, learn, work, and play, while building permanent resources for the future. The New York Community Trust ended 2013 with assets of \$2.4 billion in more than 2,000 charitable funds, and made grants totaling \$141 million. The Trust welcomes new donors. Information at nycommunitytrust.org.

Now serving New York City for more than 30 years, CITY HARVEST (www.cityharvest.org) is the world's first food rescue organization, dedicated to feeding the city's hungry men, women and children. This year, City Harvest will collect 50 million pounds of excess food from all segments of the food industry, including restaurants, grocers, corporate cafeterias, manufacturers, and farms. This food is then delivered free of charge to more than 500 community food programs throughout New York City by a fleet of trucks and bikes. City Harvest helps feed the nearly two million New Yorkers who face hunger each year.



OVERLOOKED AND UNDERCOUNTED

THE STRUGGLE TO MAKE ENDS MEET IN NEW YORK CITY

Diana M. Pearce, Ph.D. * December 2014

Director, Center for Women's Welfare
School of Social Work, University of Washington

Prepared with Lisa Manzer and Karen Segar at the University of Washington,
School of Social Work, Center for Women's Welfare.

OVERLOOKED AND UNDERCOUNTED: THE STRUGGLE TO MAKE ENDS MEET IN NEW YORK CITY

© 2014 Diana Pearce and The Women's Center for Education and Career Advancement

PREFACE

For the first time for New York City, this report combines two series—the Self-Sufficiency Standard plus Overlooked and Undercounted—into one report which provides a new view of how the Great Recession has impacted the struggle to make ends meet. For the past 14 years, Women’s Center for Education and Career Advancement (WCECA) has arranged for the update of The Self-Sufficiency Standard for New York City in 2000, 2004, and 2010. The Self-Sufficiency Standard for New York City 2014 is the fourth edition. The Overlooked and Undercounted report series answers the questions of how many households live below the Self-Sufficiency Standard for New York City and what are the characteristics of these households.

The Self-Sufficiency Standard for New York City measures how much income a family of a certain composition in a given place must earn to meet their basic needs. Employers, advocates, and legislators can use it to evaluate wages, provide career counseling, and create programs that lead to economic self-sufficiency for working families.

As with all Self-Sufficiency Standard reports, this one was authored by Dr. Diana M. Pearce and produced by the Center for Women’s Welfare at the University of Washington. This report, as well as a data file of tables providing borough specific information for 152 family types, is available at www.selfsufficiencystandard.org or www.wceca.org.

ACKNOWLEDGEMENTS

This report has been prepared with the essential help of the staff at the Center for Women's Welfare at the University of Washington, particularly Lisa Manzer and Karen Segar. We also wish to thank WCECA, which assisted in the development of this report and its release, especially Merble Reagon and Melissa Berube. Additionally, we would like to acknowledge the contribution to the development of the first "Overlooked and Undercounted" report of Rachel Cassidy, demographer, as well as the editorial contributions of Maureen Golga and Aimee Durfee, and the statistical contributions of Bu Huang for past reports.

The Women's Center for Education and Career Advancement would like to thank the steering committee consisting of the following people and their agencies for their support and assistance in the development of *Overlooked and Undercounted: The Struggle to Make Ends Meet in New York City*:

- Sheena Wright, Nicole Gallant, Loren K. Miller, Suzanne Towns, and Lesleigh Irish-Underwood, United Way of New York City;
- Patricia White, The New York Community Trust;
- Jilly Stephens and Kate MacKenzie, City Harvest;
- James Krauskopf, Baruch College School of Public Affairs;
- Jennifer March, Citizens' Committee for Children of New York;
- Jennifer Jones Austin & Bich Ha Pham, Federation of Protestant Welfare Agencies;
- Mae Watson Grote & Haidee Cabusora, Financial Clinic;
- James Parrott, Fiscal Policy Institute; and,
- Joel Berg and Lisa Levy, New York City Coalition Against Hunger.

We would also like to thank United Way of New York City, The New York Community Trust, and City Harvest for their generous funding which made this report possible.

Dr. Diana Pearce developed the Self-Sufficiency Standard while she was the Director of the Women and Poverty Project at Wider Opportunities for Women (WOW). The Ford Foundation provided funding for the Standard's original development.

The conclusion and opinions contained within this report do not necessarily reflect the opinion of those listed above or WCECA. Nonetheless, any mistakes are the author's responsibility.

EXECUTIVE SUMMARY

More than two in five New York City households—over 940,000 households—lack enough income to cover just the necessities, such as food, shelter, health care and child care. Yet as measured by the federal poverty level (FPL), less than half that number is officially designated as “poor.” Moving from statistics to people, this translates to over 2.7 million men, women, and children struggling to make ends meet in New York City. Consequently, a large and diverse group of New Yorkers experiencing economic distress is routinely **overlooked and undercounted**. Many of these hidden poor are struggling to meet their most basic needs, without the help of work supports (they earn too much income to qualify for most, but too little to meet their needs). To make things even worse, their efforts are aggravated by the reality that the costs of housing, health care, and other living expenses continue to rise faster than wages in New York City.

To document these trends, we use the yardstick of the Self-Sufficiency Standard. This measure answers the question as to how much income is needed to meet families’ basic needs at a minimally adequate level, including the essential costs of working, but without any assistance, public or private. Once these costs are calculated, we then apply the Standard to determine how many—and which—households lack enough to cover the basics. Unlike the federal poverty measure, the Standard is varied both geographically and by family composition, reflecting the higher costs facing some families (especially child care for families with young children) and in some places.

This report combines two series—the Self-Sufficiency Standard plus Overlooked and Undercounted—into one to present a more accurate picture of income inadequacy in New York City. The first section presents the 2014 Self-Sufficiency Standard for New York City, documenting how the cost of living at a basic needs level has increased since 2000. The second section uses the American Community Survey to detail the number and characteristics of households, focusing on those below the Self-Sufficiency Standard. This report addresses several questions:

- How much does it cost to live—at a minimally adequate level—in New York City and how does that vary by family type and place in the city?
- How many individuals and families in New York City are working hard yet unable to meet their basic needs?
- Where do people with inadequate income live and what are the characteristics of their households?
- What are the education, occupation, and employment patterns among those with inadequate income?
- What are the implications of these findings for policymakers, employers, educators, and service providers?

We find that New York City families struggling to make ends meet are neither a small nor a marginal group, but rather represent a substantial and diverse proportion of the city. Individuals and married couples with children, households in which adults work full time, and people of all racial and ethnic backgrounds account for substantial portions of those struggling to make ends meet in New York City.

THE SELF-SUFFICIENCY STANDARD: A MEASURE OF ADEQUATE INCOME

The Self-Sufficiency Standard was developed to provide a more accurate, nuanced, and up-to-date measure of income adequate for basic needs. The Standard reflects the realities faced by today's working parents and includes all major budget items faced by working adults: housing, child care, food, health care, transportation, taxes, and miscellaneous costs plus an emergency savings fund.

The Standard is a "bare bones" budget appropriate to family composition; it does not include any restaurant or take-out food or credit card or loan payments. The Standard is calculated for 37 states and the District of Columbia. It uses data that are drawn from scholarly and credible sources such as the U.S. Census Bureau, and that meet strict criteria of being accurate, regularly updated using standardized and consistent methodology, and which are age- or geography-specific where appropriate. For New York City, the Standard is calculated for all boroughs and 152 possible household compositions.

What it takes to become self-sufficient in New York City depends on where a family lives, how many people are in the family and the number and ages of children. For example, for a family consisting of two adults with a preschooler and a school-age child, South Manhattan has the highest Self-Sufficiency Standard at \$98,836 per year. Northwest Brooklyn comes in a distant second at \$79,138, and the least expensive area is the Bronx, with a Standard of \$70,319 for this family type.

Overall, since 2000, for a family with two adults, a preschooler, and school-age child, the Self-Sufficiency Wage—the wage a household requires to be self-sufficient—has increased on average by 45%, largely due to housing costs increasing 59% on average across boroughs. In contrast, the median earnings of working adults have increased only 17% over the same 14 years.

KEY FINDINGS

With more than two out of five New York City households lacking enough income to meet their basic needs, the problem of inadequate income is extensive, affecting families throughout the city, in every racial/ethnic group, among men, women, and children, in all neighborhoods. Nevertheless, inadequate income is concentrated disproportionately in some places and groups.

GEOGRAPHICALLY, THE BRONX HAS THE HIGHEST RATE OF INCOME INADEQUACY AND SOUTH MANHATTAN, NORTHWEST BROOKLYN AND STATEN ISLAND ARE THE LOWEST.

With over half (56%) of all households below the Standard, the Bronx has the highest overall income inadequacy rate of the five boroughs. Within the Bronx, there are four districts/neighborhoods with income inadequacy rates over 75%, and four more with rates above 50%. However, every borough has at least one district with an income inadequacy rate above 50%, except Staten Island. While Staten Island, Northwest Brooklyn and South Manhattan have the lowest rates of income inadequacy (29%, 29% and 27%, respectively), most New Yorkers with incomes below the Standard live in the boroughs with income inadequacy rates that are near the citywide average: Queens (43%), North Manhattan (45%), and Brooklyn (excluding Northwest) (49%).

FOUR OUT OF FIVE HOUSEHOLDS WITH INADEQUATE INCOME ARE PEOPLE OF COLOR, WITH LATINOS BEING THE GROUP MOST AFFECTED.

While all groups experience insufficient income, Latinos have the highest rate of income inadequacy, with 61% of Latino households having insufficient income, followed by Native American, Alaska Natives, and other races (51%), Asians and Pacific Islanders (49%), African Americans (48%), and Whites (24%).

BEING FOREIGN-BORN INCREASES THE LIKELIHOOD OF HAVING INADEQUATE INCOME.

While householders born in the United States have an income inadequacy rate of 34%, the likelihood of having inadequate income is higher if the householder is a naturalized citizen (45%), and even higher if the householder is not a citizen (61%). Among non-citizens, Latinos have an even higher rate (75%) of income inadequacy than non-Latino non-citizen immigrants (53%).

HOUSEHOLDS WITH CHILDREN ARE AT A GREATER RISK OF NOT MEETING THEIR BASIC NEEDS, ACCOUNTING FOR MORE THAN HALF OF HOUSEHOLDS WITH INADEQUATE INCOME.

Reflecting in part the higher costs associated with children (such as childcare), families with children have higher rates of income inadequacy, 59%, and if there is a child under six, 65% have incomes under the Standard. Over half of households below the Standard have children (53%), compared to less than two-fifths of all New York City households.

HOUSEHOLDS MAINTAINED BY SINGLE MOTHERS, PARTICULARLY IF THEY ARE WOMEN OF COLOR, HAVE THE HIGHEST RATES OF INCOME INADEQUACY.

Less than half (48%) of married-couple households have inadequate income, and about two-thirds (68%) of single fathers, but almost four out of five (79%) of single mothers lack adequate income. These rates are particularly high for single mothers of color: 86% of Latina, 76% of Asians and Pacific Islanders, and 75% of African American single mothers lack adequate income—compared to 63% for White single mothers.

Although single mothers have substantially higher rates of income inadequacy, and married couples have much lower rates, because there are many more married couples with children, these two groups (single mother and married couple families with children) account for almost equal shares of households in New York City that lack adequate income (23% vs. 25%), respectively, with single father households being 5% (the remaining 47% of households with inadequate income are childless households).

HIGHER LEVELS OF EDUCATION ARE ASSOCIATED WITH LOWER RATES OF INCOME INADEQUACY, ALTHOUGH NOT AS MUCH FOR WOMEN AND/OR PEOPLE OF COLOR.

As educational levels increase, income inadequacy rates decrease dramatically: rates decline from 80% for those lacking a high school degree, to 59% for those with a high school degree, to 46% for those with some college/post-secondary training, to 21% of those with a four-year college degree or more. Reflecting race and/or gender inequities, women and/or people of color must have several more years of education than white males in order to achieve the same level of income adequacy. At the same time, three out of four householders with incomes below the Standard have at least a high school degree, including nearly half of these having some college or more.

EMPLOYMENT IS KEY TO INCOME ADEQUACY, BUT IT IS NOT A GUARANTEE

As with education, more is better: among householders who work full time, year round, income inadequacy rates are just 28%, compared to 77% for those households with no workers. About five out of six households below the Standard, however, have at least one worker. Whether there are one or two adults (or more), and whether they are able to work full time and/or full year, affects the levels of income inadequacy. Nevertheless, just as with education, households headed by people of color and/or single mothers also experience lesser returns for the same work effort. For example, even when single mothers work full time, year round, almost three-quarters of their households lack adequate income.

The data further demonstrate that the unequal returns to employment efforts are due in part to being concentrated in just a few occupations. That is, those below the Standard only share six of the “top twenty” occupations (the occupations with the most workers) with those with incomes above the Standard. Eight of the top 20 occupations have median earnings less than the equivalent of a full-time minimum wage job. These low wage occupations are largely held by householders trying to support families and are not limited to part-time jobs for teenagers.

Differences in income adequacy rates are largely not explained by hours worked. While full-time, year-round work (regardless of the occupation) may help protect against income inadequacy, householders with incomes above the Standard work only about five percent more hours on average than those below the Standard. However, their wage rates vary greatly, with the hourly wages of householders above the Standard being almost three times as much as those below the Standard (\$28.85 per hour versus \$10.58 per hour). If householders with incomes below the Standard increased their work hours to match those with incomes above the Standard, that would only close about three percent of the wage gap, while earning the higher wage rate of those above the Standard, with no change in hours worked, would close 92% of the gap.

Thus, families are not poor just because they lack workers or work hours, but because the low wages they earn are inadequate to meet basic expenses.

HOW NEW YORK CITY COMPARES TO OTHER STATES

To date, demographic reports have been done on seven states (California, Colorado, Connecticut, Mississippi, New Jersey, Pennsylvania, and Washington State), but no other cities in detail. In five of these states (the exceptions being Mississippi and California), the proportion of households with inadequate income is strikingly similar, with about one out of five (non-elderly, non-disabled) households lacking adequate income. In California and Mississippi, both states with higher than average minority proportions, about one-third of households fall below the Standard. At 42%, New York City has a higher rate of income inadequacy than all of these states.

Even compared to other large cities, New York City still has a relatively high rate of income inadequacy. San Francisco and Denver are at 27% and 26%, respectively. Cities that are more similar to New York, demographically, such as Pittsburgh (32%) and Philadelphia (42%) show similar patterns of having higher income inadequacy rates than the states they are located in. Nevertheless, it is striking that when a realistic measure of basic living costs is used, New York City has an income inadequacy rate that is even higher than that of Mississippi which consistently has had the highest “poverty” rates.

CONCLUSION

These data show that there are many more people in New York City who lack enough income to meet their basic needs than our government's official poverty statistics capture. This lack of sufficient income to meet basic needs is grossly undercounted largely because most American institutions do not utilize the more accurate metrics available today that measure what it takes to lead a life of basic dignity.

Not only do we underestimate the number of households struggling to make ends meet, but broadly held misunderstandings about what those in need look like, what skills and education they hold, and what needs they have harm the ability of our institutions to respond to the changing realities facing low-income families. New York City households with inadequate income reflect the city's diversity: they come from every racial and ethnic group, reflect every household composition, and work hard as part of the mainstream workforce.

Despite recovering from the Great Recession, this is not about a particular economic crisis—for these families, income inadequacy is an everyday ongoing crisis. It is our hope that through the data and analyses presented here a better understanding of the difficulties faced by struggling individuals and families will emerge, one that can enable New York City to address these challenges, making it possible for all New York City households to earn enough to meet their basic needs.

POLICY RECOMMENDATIONS

As the country's largest city—rich in resources and leaders—New York City must expand the numbers of New Yorkers living securely above the Self-Sufficiency Standard. This report's recommendations for moving the greatest number of New Yorkers towards self-sufficiency are consistent with the City's priorities and have been determined from a similar systematic, cost-effective and evidence-driven framework.¹ Our recommendations acknowledge that the obstacles to self-sufficiency are interdependent and to significantly reduce the number of people living below the Standard or just above it, solutions must also be coordinated and interconnected.

We call on leaders across all sectors—government, philanthropy, the private sector and the not-for-profit world—to examine practices, mobilize colleagues, and become part of the solution for making the following three priorities a reality:

1. Wages increased to align and keep pace with the costs of living;
2. Employment structured as a pathway to self-sufficiency and economic security; and
3. Access to quality, affordable housing, food and child care available to New Yorkers across the income spectrum.

¹ New York City's Center for Economic Opportunity notes that many of the factors that drive poverty here are part of national or even international trends that are difficult to address at the City level. Nonetheless, strategies to reduce poverty and inequality are central to the agenda of Mayor Bill de Blasio and his Administration. NYC Office of the Mayor, "The CEO Poverty Measure 2005-2012," An Annual Report from the Office of the Mayor, April 2014, p. 47, http://www.nyc.gov/html/ceo/downloads/pdf/ceo_poverty_measure_2005_2012.pdf (accessed November 14, 2014).

CONTENTS

THE BENCHMARK MEASURE: THE SELF-SUFFICIENCY STANDARD FOR NEW YORK CITY 2014	3
--	---

OVERLOOKED AND UNDERCOUNTED	11
-----------------------------	----

GLOSSARY OF KEY TERMS	•	12
THE GEOGRAPHIC DISTRIBUTION OF INCOME ADEQUACY	•	16
RACE/ETHNICITY, CITIZENSHIP, AND LANGUAGE	•	17
EDUCATION	•	22
EMPLOYMENT AND WORK PATTERNS	•	25
NEW YORK CITY COMPARED TO SELECTED STATES	•	37
CONCLUSION	•	40

POLICY ANALYSIS & RECOMMENDATIONS	41
-----------------------------------	----

APPENDIX A: METHODOLOGY & DATA SOURCES	50
--	----

OVERLOOKED & UNDERCOUNTED	•	51
THE SELF-SUFFICIENCY STANDARD	•	52
OTHER APPROACHES TO MEASURING POVERTY	•	60

APPENDIX B: DETAILED DATA TABLES	63
----------------------------------	----

APPENDIX C: PRACTICAL APPLICATIONS	91
------------------------------------	----

Introduction

This report reveals the dramatic impact that growing income inequality, exacerbated by the Great Recession, has had on the lives of New York City households. America entered this economic crisis already experiencing both widening income inequality and the “crunch”—decades of stagnating wages contrasted with rising costs. Even before the recession, more and more households found their costs outstripping their incomes, even if they worked as many hours as possible. These trends have continued during and after the recession as incomes have stagnated or fallen while the costs of the basics like food and housing have continued to rise.

To document these trends, we use the yardstick of the Self-Sufficiency Standard. This measure answers the question as to how many—and which—households lack enough income to meet their basic needs at a minimally adequate level, including the essential costs of working. Unlike the federal poverty measure, the Standard is varied both geographically and by family composition, reflecting the higher cost needs of some families (especially child care for families with young children).

This report has a dual focus: it will describe those who experience inadequate income in 2012 as a function of the growth of income inequality over the last several decades. But it will also reflect the Great Recession: although it officially ended in the summer of 2009, the economic impact continues to be felt, and so this text reflects the common understanding that the economy is still “in recession” even if officially it is “in recovery.”

The basics of the report are as follows, with more detail in successive sections, as well as methodology and the practical applications of this material in the Appendices:

1. The baseline measure for this analysis is the Self-Sufficiency Standard, a realistic, geographically specific and family composition-specific measure of income adequacy, and thus a more accurate alternative to the Federal Poverty Level (FPL). The first section of this report presents the 2014 Self-Sufficiency Standard for New York City.
2. The second section of the report documents and describes who is above versus below the Standard. It uses the Standard and data from the 2012 American Community Survey. The method is straightforward: household incomes are compared to the New York City Self-Sufficiency Standard (as well as the FPL) to determine which households are above or below the Standard (as well as the FPL). Then, the proportion of households who are above versus below the Standard (and the FPL) are compared, across a wide range of household characteristics—geographic location, race and ethnicity, employment patterns, gender, and occupation.
3. The final section builds from the findings and detailed data presented in this report as the New York City Self-Sufficiency Standard Committee spells out specific recommendations for the needs of families struggling to achieve self-sufficiency in New York City.

**THE BENCHMARK MEASURE:
THE SELF-SUFFICIENCY STANDARD FOR
NEW YORK CITY 2014**

The Benchmark Measure

Even without job loss or home foreclosure, the Great Recession impacted the lives of American households across the economy in many ways. The United States entered the economic crisis with stagnating wages and widening income inequality, and these trends continue. As a result, millions find that even with full-time jobs they are unable to stretch their wages to pay for basic necessities. Indeed, in many places in New York City the gap between income and expenses has continued to widen as the costs of food, housing, transportation, health care, and other essentials rose even during the Great Recession.

To properly describe the growing gap between sluggish wages and ever increasing expenses requires an accurate measure of income adequacy, one that is consistent over time and across space. The Self-Sufficiency Standard represents such a benchmark measure. The Self-Sufficiency Standard calculates the true cost of living facing American families, illuminating the economic “crunch” experienced by so many families today.¹ Moreover, over the last 18 years, calculation of the Self-Sufficiency Standard has documented the continuing increase in the real cost of living, even during the recession.

The Self-Sufficiency Standard measures how much income a family of a certain composition in a given place needs to adequately meet their basic needs—*without public or private assistance*.

The Self-Sufficiency Standard for New York City 2014 defines the amount of income necessary to meet the basic needs of New York City families, differentiated by family type and where they live. The Standard calculates the cost of six basic needs plus taxes and tax credits. It assumes the full cost of each need, without help from public subsidies (e.g., public housing, Medicaid, or child care assistance) or private/informal assistance (e.g., unpaid babysitting by a friend or relative, food from food banks, or shared housing). Additionally, for the first time, the 2014 report calculates the cost of emergency savings.

¹ Jared Bernstein, *Crunch: Why Do I Feel so Squeezed (and other Unsolved Economic Mysteries)*, (San Francisco, CA: Berrett-Koehler Publishers, Inc., 2008).

A REAL-WORLD APPROACH TO MEASURING NEED

Though innovative for its time, many researchers and policy analysts have concluded that the official poverty measure, developed over four decades ago by Mollie Orshansky, is methodologically dated and no longer an accurate measure of poverty.

Beginning with studies such as Ruggles' *Drawing the Line* (1990),² many have critiqued the official measure.³ Even the Census Bureau now characterizes the federal poverty measure as a "statistical yardstick rather than a complete description of what people and families need to live."⁴ Others have offered alternatives, such as Renwick and Bergman's article proposing a "basic needs budget" (1993).⁵

These discussions culminated in the early 1990s with a congressionally mandated comprehensive study by the National Academy of Sciences (NAS), which brought together hundreds of scientists, and commissioned studies and papers. These studies were summarized in the 1995 book, *Measuring Poverty: A New Approach*, which included a set of recommendations for a new approach. Despite substantial consensus on a wide range of methodological issues and the need for new measures, no changes have been made to the FPL itself. However, based on the NAS

model, the Census Bureau has developed alternative measures, put forth first as "experimental," and since 2012 published annually as the Supplemental Poverty Measure.⁶ Likewise, in New York City the Center for Economic Opportunity has been producing a poverty measure based on the NAS since 2008 (for more information see *Other Approaches to Measuring Poverty* in Appendix A).

Taking into account the critiques of the FPL, and drawing on both the NAS analyses and alternative "basic needs" budget proposals (such as that of Renwick), the Self-Sufficiency Standard was developed to provide a more accurate, nuanced measure of income adequacy.⁷ While designed to address the major shortcomings of the FPL, the Self-Sufficiency Standard also more substantially reflects the realities faced by today's working parents, such as child care and taxes, which are not addressed in the federal poverty measure or the Supplemental Poverty Measure. Moreover, the Standard takes advantage of the greater accessibility, timeliness, and

accuracy of current data and software not in existence five decades ago.

The major differences between the Self-Sufficiency Standard and the Federal Poverty Level include:

- **The Standard is based on all major budget items faced by working adults (age 18-64 years):** housing, child care, food, health care, transportation, and taxes. In contrast, the FPL is based on only one item—a 1960s food budget. Additionally, while the FPL is updated for inflation, there is no adjustment made for the fact that the cost of food as a percentage of the household budget has decreased over the years. In contrast, the Standard allows different costs to increase at different rates and does not assume that any one cost will always be a fixed percentage of the budget.
- **The Standard reflects the changes in workforce participation over the past several decades, particularly among women.** It does this by assuming that all adults work to support their families, and thus includes work-related expenses, such as transportation, taxes, and child care. The FPL continues to reflect—implicitly—a demographic model of mostly two-parent families with a stay-at-home wife.
- **The Standard varies geographically** and is calculated on a locale-specific basis (usually by county), while the FPL is calculated the same regardless of where one lives in the continental United States.
- **The Standard varies costs by the age of children.** This factor is particularly

⁶ Designed primarily to track poverty trends over time, the Supplemental Poverty Measure provides a new and improved statistic to better understand the prevalence of poverty in the United States. The SPM is not intended to be a replacement for the FPL, but it will provide policymakers with additional data on the extent of poverty and the impact of public policies. Thesia I. Garner and Kathleen S. Short, "Creating a Consistent Poverty Measure Over Time Using NAS Procedures: 1996-2005," U.S. Department of Labor, BLS Working Papers, Working Paper 417, April 2008, <http://www.bls.gov/osmr/pdf/ec080030.pdf> (accessed June 25, 2014).

⁷ The Self-Sufficiency Standard was developed in the mid-1990s by Diana Pearce as an alternative performance standard in the workforce development system to measure more accurately and specifically what would be required to meet the goal of "self-sufficiency" for each individual participant. The development of the Self-Sufficiency Standard has also benefited from other attempts to create alternatives, such as Living Wage campaigns, the National Academy of Sciences studies, and Trudi Renwick's work. See Trudi Renwick and Barbara Bergmann, "A budget-based definition of poverty: With an application to single-parent families," *The Journal of Human Resources*, 28(1), (1993) p. 1-24. For a more detailed discussion of the methodology of the Self-Sufficiency Standard see Appendix A

² Ruggles, P. (1990). *Drawing the line: Alternative poverty measures and their implications for public policy*. The Urban Institute, Washington, D.C.

³ Citro, C. & Michael, R. Eds. (1995). *Measuring poverty: A new approach*. Washington, DC: National Academy Press.

⁴ Dalaker, Poverty in the United States: 2000. (U.S. Census Bureau, Current Population Reports, Series P60-214). U.S. Government Printing Office (Washington, D.C., 2001).

⁵ Bergmann, B. & Renwick, T. (1993). "A budget-based definition of poverty: With an application to single-parent families." *The Journal of Human Resources*, 28 (1), 1-24.

important for child care costs, but also for food and health care costs, which also vary by age. While the FPL takes into account the number of adults and children, there is no variation in cost based on the ages of children.

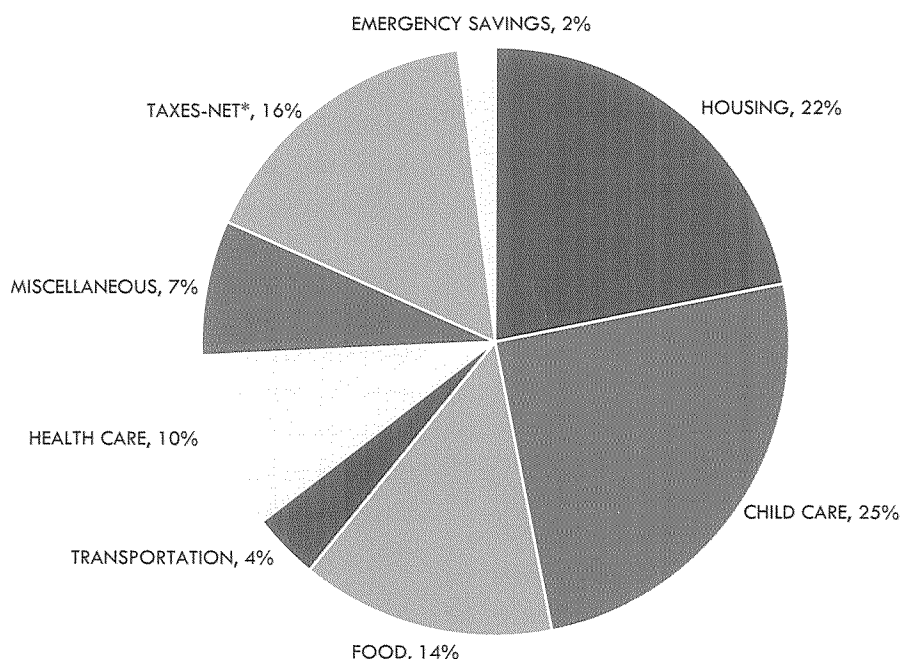
- **The Standard includes the net effect of taxes and tax credits**, which not only provides a more accurate measurement of income adequacy, but also illuminates the impact of tax policy on net family income. Because at the time of its inception low-income families paid minimal taxes, and there were no refundable tax credits (such as the Earned Income Tax Credit), the FPL does not include taxes or tax credits, even implicitly.

The resulting Self-Sufficiency Standards⁸ are basic needs, no-frills budgets created for all family types in each county in a given state. For example, the food budget contains no restaurant or take-out food, even though Americans spend an average of over 41% of their food budget on take-out and restaurant food.⁹ The Standard does not include retirement savings, education expenses, or debt repayment, nor does the Standard address “asset-building” strategies. However, for the first time, the Standard now includes emergency savings.

THE SELF-SUFFICIENCY STANDARD BUDGET

Figure A shows an example of the Self-Sufficiency Standard, with each monthly

FIGURE A Basic Needs as a Proportion of the Standard
Two Adults, One Preschooler, and One School-Age Child: Brooklyn
(Kings County, Excluding Northwest Brooklyn), NYC 2014



THE SELF-SUFFICIENCY STANDARD PLUS EMERGENCY SAVINGS IS \$6,139 MONTHLY

* The actual percentage of income needed for taxes without the inclusion of tax credits is 21%. However, with tax credits included, as in the Standard, the family receives money back, and the amount owed in taxes is reduced to 16%. The Self-Sufficiency Standard is \$6,013 per month and the emergency savings fund for is \$126 per month.

expense included as a proportion of the total income necessary for a family with two adults, one preschooler, and one school-age child in Brooklyn (excluding Northwest Brooklyn).

- By far, housing and child care combined are the most expensive costs for families. Families with children (when one is under school-age) generally spend about half their income on housing and child care expenses alone.
- Food costs for this family are 14% of total income, much lower

than the 33% assumed by the methodology of the FPL.

- Taxes are 21% of the family budget; however, after accounting for tax credits the net tax burden decreases to 16% of the total costs.
- Health care accounts for 10% of the family budget, including both the employees' share of the health care premium and out-of-pocket costs.
- Transportation costs account for 4% of total monthly costs. The Standard for Brooklyn, as well as all other boroughs in New York City, is

⁸ The Self-Sufficiency Standard has been calculated for 37 states plus the District of Columbia.

⁹ U.S. Department of Labor, Bureau of Labor Statistics, “Consumer Expenditures in 2012,” Economic News Release, <http://www.bls.gov/news.release/cesan.nr0.htm> (accessed June 7, 2014).

EMERGENCY SAVINGS

The *Self-Sufficiency Standard for New York City 2014* includes a calculation for an emergency savings fund. For all families, having savings to meet unexpected emergencies is a necessary step towards economic security. Whether it is an accident, unemployment, an unexpected loss of a family member, the unforeseen happens, and is likely to have a greater financial impact on low-income families.

Emergency savings are intended to cover the basic living expenses included in the Standard during a period of unemployment. The emergency savings fund is the amount needed to do so, net of the amount expected to be received in unemployment benefits. The amount calculated takes into account the average tenure on a job of New York workers (five years) and the average length of the job loss period (4.33 months).

In two adult households, it is assumed that the second adult continues to be employed, so that the savings only need to cover half of the family's basic living expenses over the job loss period. Since the monthly emergency savings contribution requires additional earnings, the estimate includes the calculation of taxes that would be needed for the additional earnings, using the applicable tax rates at current earnings levels, that is, at the Self-Sufficiency Standard level.

See *Appendix A* for more information on the methodology and data sources for calculating the Emergency Savings Fund amounts.

calculated assuming workers use public transportation to get to and from work, child care, and for other trips.

- The monthly addition to the emergency savings fund is 2% of the family budget.
- Miscellaneous items (such as clothing and household items) make up 7% of household costs. Note that miscellaneous expenses are calculated as 10% of basic costs before taxes and tax credits. As demonstrated in Figure A, after including taxes and tax credits into the calculation of the Self-Sufficiency Wage, miscellaneous expenses make up a smaller proportion of the total budget needed.

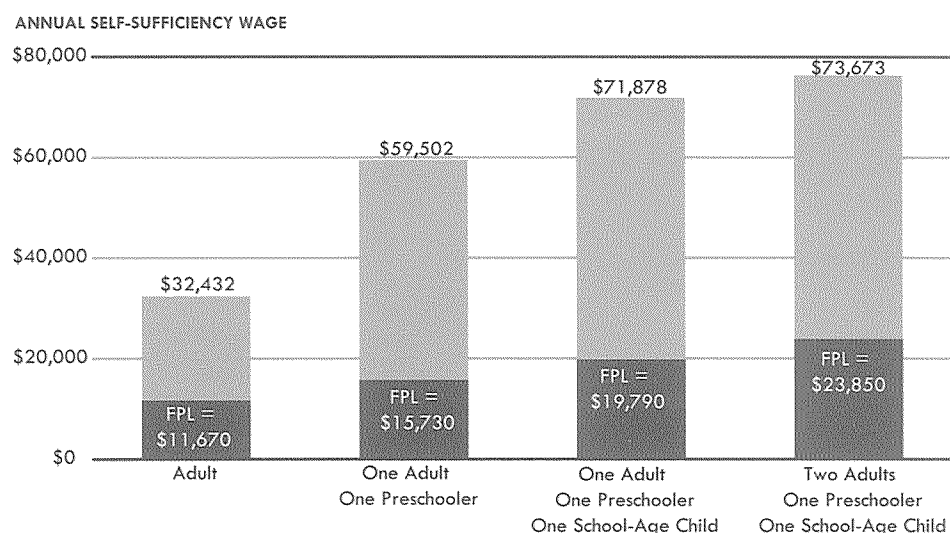
See *Appendix A* for specific details on how the Self-Sufficiency Standard is calculated.

FAMILY COMPOSITION VARIATION IN THE SELF-SUFFICIENCY STANDARD

The amount of money families need to be economically self-sufficient varies drastically depending on family size and the geographic region of residence. For example, **Figure B** shows that in Queens the Self-Sufficiency Standard varies substantially depending on family type:

- A single adult needs to earn \$32,432 annually to be able to meet his or her basic needs.
- One parent caring for a preschool-aged child needs \$59,502 per year to be self-sufficient.
- One parent with two children—a preschooler and school-age child—needs \$71,878 to meet her family's basic needs.

FIGURE B The Self-Sufficiency Standard and Federal Poverty Measure for Select Family Types, Queens, NYC 2014



- Two parents with one preschooler and one school-age child need to earn \$73,673 annually to meet their family's basic needs.

As mentioned above, the most significant shortcoming of the federal poverty measure is that for most families, in most places, *the poverty level is simply too low*. **Figure B**, demonstrates that for various family types in Queens the income needed to meet basic needs is far above the FPL. While the Standard changes by family type to account for the increase in costs specific to the type of family member—whether this person is an adult or child, and for children, by age—the FPL increases by a constant \$4,060 for each additional family member and

therefore does not adequately account for the real costs of meeting basic needs.

GEOGRAPHIC VARIATION IN THE SELF-SUFFICIENCY STANDARD

In addition to varying by family composition, the Self-Sufficiency Standard also varies by geographic location. **Table 1** shows the variation in the monthly cost of each basic need and the Self-Sufficiency Wage for one adult and one preschooler in each borough. The map in **Figure C** visually displays the geographic variation in the Standard across New York City's boroughs for families with one adult and one preschooler.

The 2014 Self-Sufficiency Standard for one parent with one preschooler ranges from \$52,776 to \$81,434 annually.

- South Manhattan has the highest Self-Sufficiency Standard for this family type, at \$81,434 a year. Table 1 demonstrates that South Manhattan's housing costs are by far the most expensive in the city.
- Northwest Brooklyn and Queens are the next most expensive places in New York City with annual Standards of \$62,385 and \$59,502, respectively, for one adult and one preschooler.
- The Self-Sufficiency Standard for this family type in Staten Island and Brooklyn (excluding the

TABLE 1. The Self-Sufficiency Standard for New York City, NYC SSS 2014
One Adult and One Preschooler, All Boroughs

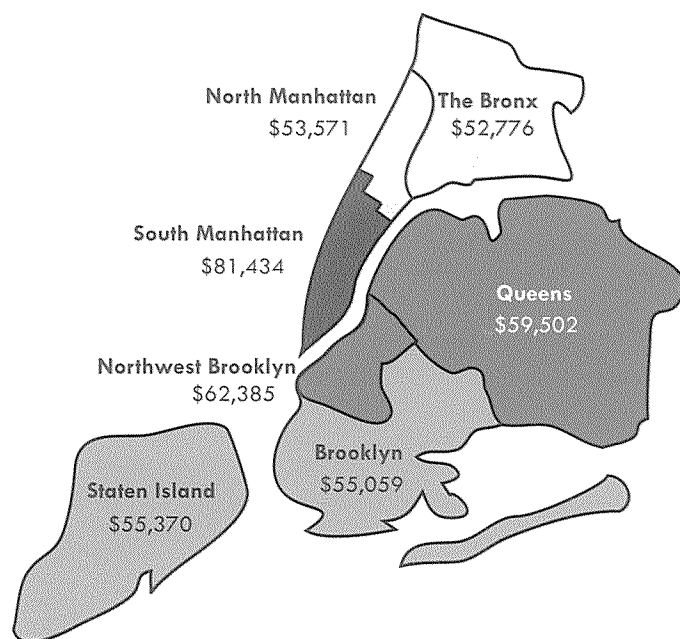
MONTHLY COSTS	THE BRONX	NORTHWEST BROOKLYN ¹	BROOKLYN (EXCLUDING NORTHWEST)	NORTH MANHATTAN ²	SOUTH MANHATTAN ²	QUEENS	STATEN ISLAND
Housing	\$1,214	\$1,693	\$1,340	\$1,125	\$2,394	\$1,554	\$1,328
Child Care	\$960	\$960	\$960	\$960	\$960	\$960	\$960
Food	\$431	\$415	\$415	\$558	\$558	\$415	\$442
Transportation	\$112	\$112	\$112	\$112	\$112	\$112	\$112
Health Care	\$521	\$521	\$521	\$521	\$521	\$521	\$521
Miscellaneous	\$324	\$370	\$335	\$328	\$454	\$356	\$336
Taxes	\$969	\$1,261	\$1,039	\$994	\$1,920	\$1,173	\$1,048
Earned Income Tax Credit (-)	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Child Care Tax Credit (-)	(\$50)	(\$50)	(\$50)	(\$50)	(\$50)	(\$50)	(\$50)
Child Tax Credit (-)	(\$83)	(\$83)	(\$83)	(\$83)	(\$83)	(\$83)	(\$83)
SELF-SUFFICIENCY WAGE							
Hourly	\$24.99	\$29.54	\$26.07	\$25.37	\$38.56	\$28.17	\$26.22
Monthly	\$4,398	\$5,199	\$4,588	\$4,464	\$6,786	\$4,958	\$4,614
Annual	\$52,776	\$62,385	\$55,059	\$53,571	\$81,434	\$59,502	\$55,370
EMERGENCY SAVINGS	\$179	\$203	\$185	\$181	\$245	\$196	\$186

¹ Northwest Brooklyn includes the following sub-boroughs: Williamsburg/Greenpoint, Brooklyn Heights/Fort Greene, and Park Slope/Carroll Gardens.

² North Manhattan includes the following sub-boroughs: Morningside Heights/Hamilton Heights, Central Harlem, East Harlem, and Washington Heights/Inwood.

South Manhattan sub-boroughs: Greenwich Village/Financial District, Lower East Side/Chinatown, Chelsea/Clinton/Midtown, Stuyvesant Town/Turtle Bay, Upper West Side, and Upper East Side.

FIGURE C The Self-Sufficiency Standard for New York City, One Adult and One Preschooler, 2014



northwest communities) are both just over \$55,000 annually.

- The two least expensive places in this comparison have annual Self-Sufficiency Standards below \$55,000 for one adult and one preschooler: \$52,776 in the Bronx and \$53,571 in North Manhattan.

HOW HAS THE SELF-SUFFICIENCY WAGE CHANGED OVER TIME?

In order to illustrate changes in the cost of living over time, this section compares the Self-Sufficiency Wages for all four editions of the New York City Standard using one parent with one preschooler and one school-age child as the sample family type.

The increase in the Self-Sufficiency Wage over the last 14 years is attributed to a rise in costs for nearly all basic needs. Some costs grew at

TABLE 2. The Self-Sufficiency Standard by Borough and NYC Median Earnings Over Time: One Adult, One Preschooler, and One School-Age Child in 2000, 2004, 2010, and 2014

BOROUGH	2000	2004	2010	2014	% INCREASE: 2000 TO 2014
THE BRONX	\$44,212	\$49,874	\$60,934	\$65,411	48%
BROOKLYN	\$44,594	\$51,567	\$63,166	-	-
NORTHWEST BROOKLYN*	-	-	-	\$75,115	68%
BROOKLYN (EXCLUDING NORTHWEST BROOKLYN)*	-	-	-	\$67,427	51%
NORTH MANHATTAN	\$48,051	\$48,995	\$57,831	\$67,444	40%
SOUTH MANHATTAN	\$74,231	\$77,957	\$91,552	\$96,414	30%
QUEENS	\$46,840	\$54,961	\$65,943	\$71,878	53%
STATEN ISLAND	\$46,734	\$53,874	\$65,695	\$67,989	45%
BOROUGH AVERAGE					48%
NYC MEDIAN EARNINGS**	\$29,079	\$30,448	\$33,809	\$34,019	17%

* 2014 is the first year that Brooklyn has been calculated for two areas.

** U.S. Census Bureau, American Community Survey (ACS). 2000, 2004, 2008, 2010, and 2012. Detailed Tables. B20002. Median earnings in the past 12 months by sex for the population 16 years and over with earnings in the past 12 months. Retrieved from <http://factfinder.census.gov/>. 2012 data is the latest available and is updated using the Consumer Price Index for the New York metropolitan region.

a similar rate for all boroughs while other costs increased at varying rates.

- Transportation increased by 78% in New York City between 2000 and 2014. The cost of an unlimited ride metro card increased from \$63 in 2000 to \$112 in 2014.
- Housing costs increased at varying rates in each place since 2000, increasing on average by 59% (excluding Brooklyn). Housing costs increased in Queens by 73%, in the Bronx and North Manhattan by 64%, by 50% in Staten Island, and by 45% in South Manhattan. If

Brooklyn had not been split for the 2014 Standard, housing costs would have increased 71% since 2000.

- On average, food costs have increased across New York City boroughs by 59% between 2000 and 2014. Food costs increased in Queens by 42%, in Brooklyn by 43%, in the Bronx by 48%, in Staten Island by 52%, and in Manhattan by 92%.
- In 2000, the cost of health insurance was much higher in Manhattan than all other boroughs. However, health insurance no longer varies by

borough in the 2014 Standard. As a result, health costs in Manhattan decreased by 5% while the other boroughs increased by 82% to 84%.

- Child care costs increased by 25% for this family type between 2000 and 2014.

Overall, since the first calculation of the New York City Standard in 2000, the Self-Sufficiency Wage for an adult with one preschooler and one school-age child has increased on average by 48% across boroughs. In contrast, median earnings of working adults increased by 17% (from \$29,079 to \$34,019).

.....
THE SELF-SUFFICIENCY WAGE FOR AN ADULT WITH ONE PRESCHOOLER AND ONE SCHOOL-AGE CHILD
HAS INCREASED ON AVERAGE BY 48% ACROSS BOROUGHES. IN CONTRAST, MEDIAN EARNINGS OF
WORKING ADULTS INCREASED BY 17%
.....

OVERLOOKED AND UNDERCOUNTED

GLOSSARY OF KEY TERMS

AMERICAN COMMUNITY SURVEY (ACS). The ACS is a sample survey of over three million addresses administered by the Census Bureau. The ACS publishes social, housing, and economic characteristics for demographic groups covering a broad spectrum of geographic areas with populations of 65,000 or more in the United States and Puerto Rico.

API. The acronym API is used in some of the tables and figures in this report for Asian and Pacific Islander.

FAMILY HOUSEHOLD. A household in which there are two or more persons (one of whom is the householder) residing together and who are related by birth, marriage or adoption.

FEDERAL POVERTY LEVEL (FPL). When this study uses FPL in reference to the number of households in poverty, we are referring to the thresholds calculated each year by the Census Bureau to determine the number of people in poverty for the previous year. When this report uses the FPL in terms of programs or policy, we are referring to the federal poverty guidelines, developed by the Department of Health and Human Services, used by federal and state programs to determine eligibility and calculate benefits.

HOUSEHOLD. The sample unit used in this study is the household. When appropriate, the characteristics of the householder are reported (e.g. citizenship, educational attainment, occupation). When a variable is reported based on the householder it may not reflect the entire household. For example, in a household with a non-citizen householder other members of the household may be citizens.

HOUSEHOLDER. The householder is the person (or one of the persons) in whose name the housing unit is owned or rented or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees.

INCOME INADEQUACY. The term income inadequacy refers to an income that is too low to meet basic

needs as measured by the Self-Sufficiency Standard. Other terms used interchangeably in this report that refer to inadequate income include: “below the Standard,” “lacking sufficient (or adequate) income,” and “income that is not sufficient (or adequate) to meet basic needs.”

LATINO. Latino refers to Hispanic/Latino ethnicity, regardless of race. Therefore all other racial/ethnic groups used in this report are non-Hispanic/Latino.

NON-FAMILY HOUSEHOLD. A household that consists of a person living alone or with one or more nonrelatives.

PERSON OF COLOR. Due to the small sample sizes of some racial/ethnic groups, some analyses in this report compares White non-Hispanic/Latino householders with non-White householders. The text uses the terms non-White and people of color interchangeably to refer to households in which the householder is not White.

SELF-SUFFICIENCY STANDARD (SSS). The SSS measures how much income is needed for a family of a certain composition in a given county to adequately meet their basic needs—without public or private assistance.

SINGLE FATHER/SINGLE MOTHER. For simplicity, a male maintaining a household with no spouse present but with children is referred to as a single father in the text. Likewise, a woman maintaining a household with no spouse present but with children is referred to as a single mother. Note that in some cases the child may be a grandchild, niece/nephew or unrelated child (such as a foster child).

Who Lacks Income Adequate to Meet Basic Needs?

Now that we have defined what is adequate income we can ask the question: How many New Yorkers have household incomes that are insufficient to meet their basic needs? Overall, using the Self-Sufficiency Standard and applying it to working-age households (excluding the elderly and disabled), more than four in ten households (42%) lack sufficient income to meet the minimum costs of living in New York City.

This means that a higher proportion of households lack adequate income in New York City than in Mississippi. That is, in Mississippi in 2007, about one-third (33%) of households lacked adequate income.¹ While a demographic study of New York City was not done before the onset of the Great Recession, we know from other states (Pennsylvania and California), that the increase in the percentage below the Standard is about 5-6% since 2007, so even if we increased the estimate for Mississippi to 38 or 39%, New York City in 2012 still has a significantly higher proportion of households below the Standard than Mississippi.²

FIGURE D 2 out of 5 Households in New York City are Below the Self-Sufficiency Standard



COMPARING THE FPL AND THE SSS. It should be noted that this proportion, 42%, is also far above the numbers measured by the official federal poverty measure. This is more than two and one-half times the proportion found to be poor using the federal poverty measure (FPL, or “Poverty” in our tables). Using the FPL, only one in six (17%) New York City households (excluding elderly and disabled) are designated officially as “poor.”³

¹ Pearce, D. (2009). *Overlooked and Undercounted: Struggling to Make Ends Meet in Mississippi*. <http://www.selfsufficiencystandard.org/docs/Mississippi%20Demographic%202009.pdf>

² Although the Great Recession officially ended in the summer of 2009, the economic impact continues to be felt, and so this text reflects the common understanding that the economy is still “in recession” even if officially it is “in recovery”.

³ According to the Census Bureau’s tabulations from the 2012 American Community Survey, 19.7% of all households are below the poverty level in New York City. This differs from the estimate in this report (16.5% for households) because our sample excludes those over 65 years and those with disabilities, groups with higher than average poverty rates. See U.S. Census Bureau, 2012 American Community Survey 1-Year Estimates. B17017. Poverty status in the past 12 months by age of householder. Retrieved July 28, 2014 from <http://factfinder2.census.gov>.

This means that while the FPL identifies 367,776 households as “poor,” almost three times as many, nearly a million households (941,856) lack enough income to meet their basic needs.⁴ Moving from statistics to people, that translates to over 2.7 million men, women, and children struggling to make ends meet in New York City. Using the official poverty thresholds results in 60% of these New York City households being *overlooked and undercounted*.

The 42% of households routinely overlooked and undercounted represent the diversity of New York City households (see Figure E). While the likelihood of experiencing inadequate income in New York City is concentrated among certain families by gender, race/ethnicity, education, and location, families with inadequate income are remarkably diverse.

In the remainder of this report, we will delve deeper into these numbers to answer the question of who lacks adequate income and what might be some of the reasons. We will examine the demographic characteristics to see which groups bear disproportionate burdens of inadequate income, such as race, gender, family composition. We will then look at education and employment issues, such as workforce participation patterns, educational levels and occupations.

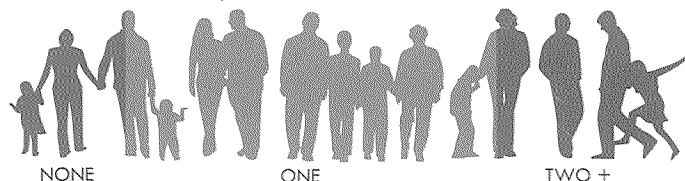
⁴ The Center for Economic Opportunity (CEO) measure, which is an alternative to the FPL similar to the federal SPM (Supplementary Poverty Measure), finds that 21.4% of New Yorkers are poor in 2012. It also found that 45.6% of New Yorkers are below 150% of the CEO thresholds. However, note that these counts include the elderly and disabled, and although the CEO measure uses thresholds that are similar to that of the FPL, it has a different measure of resources than gross income, and other methodological differences (see *Appendix A, Other Approaches to Measuring Poverty* for more details). Christine D'Onofrio, Mark Levitan, Daniel Scheer, John Krampner, and Vicky Virgin, New York City Office of the Mayor, “The CEO Poverty Measure, 2005-2012: An Annual Report from The Office of the Mayor,” April 2014, http://www.nyc.gov/html/ceo/downloads/pdf/ceo_poverty_measure_2005_2012.pdf (accessed September 15, 2014).

FIGURE E Profile of Households with Inadequate Income: New York City 2012

Each image represents the 941,856 households and 2.7 million individuals living below the Self-Sufficiency Standard in NYC.

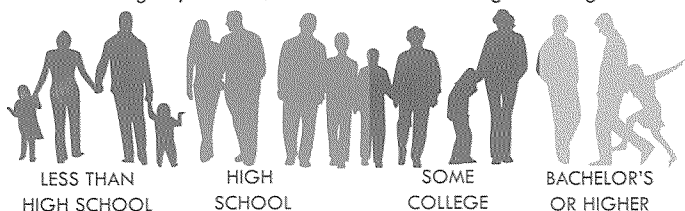
Number of Employed Workers

17% of households below the Standard in NYC have no workers, 55% have one worker, and 28% have two or more workers.



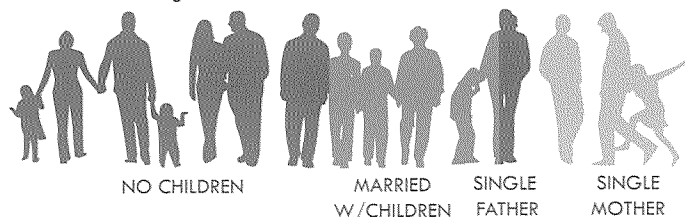
Educational Attainment

Among NYC households below the Standard, 26% lack a high school degree, 27% have a high school degree, 25% have some college or associates degree, and 22% have a bachelor's degree or higher.



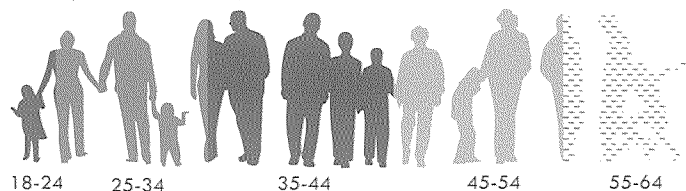
Household Type

Of the households below the Standard in NYC, 25% are married-couple households with children, 23% are single-women households with children, 5% are single-male households with children, and the remaining 47% are households without children.



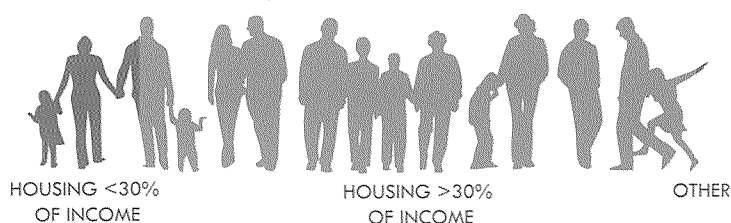
Age of Householder

In NYC, only 6% of households below the Standard are headed by adults under 24 years of age. 22% are between 25-34, 27% are 35-44, 25% are 45-54, and 19% are 55-64.



Housing Burden

81% of NYC households below the Standard spend more than 30% of their income on housing.



Race/Ethnicity

36% of households in NYC with inadequate income are Latino, 25% are Black, 22% are White, and 16% are Asian/Pacific Islander, and 1% are Other Race (including Native American and Alaskan Native).



Citizenship

U.S. Citizens head 71% of the households below the Self-Sufficiency Standard. Non-citizens head 29% of households without sufficiency income in NYC.



Public Assistance (TANF)

Only 6% of households with inadequate income receive cash assistance. In NYC, 94% of households below the Standard do not receive TANF.



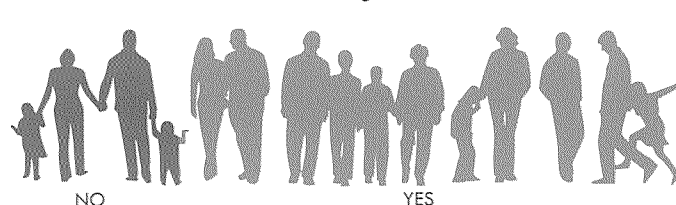
Food Assistance (SNAP)

Over one in three (34%) households below the Standard participated in the Supplemental Nutrition Assistance Program (SNAP, formerly food stamps).



Health Insurance

Of NYC households below the Standard, more than one in four (25%) did not have health insurance coverage in 2012.



THE GEOGRAPHIC DISTRIBUTION OF INCOME ADEQUACY

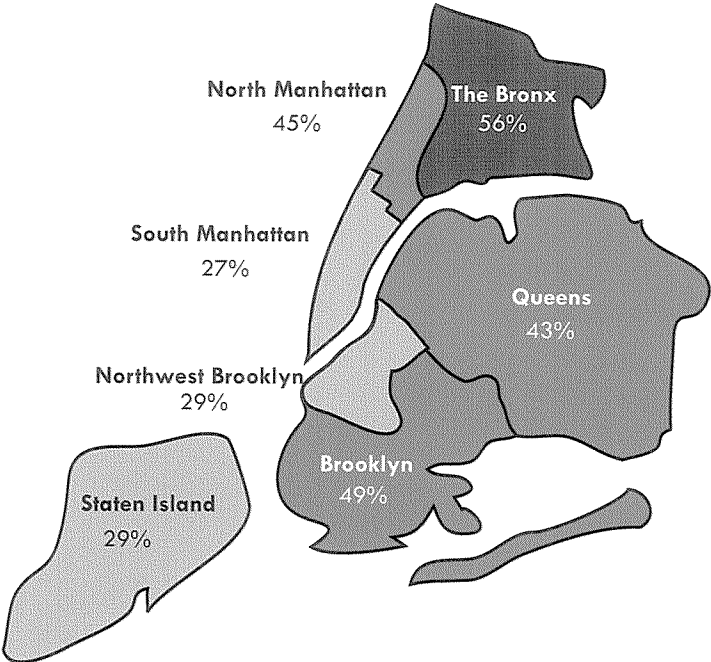
Although more than four out of ten New York City households have inadequate income, the distribution of these households varies geographically quite a bit by borough. The lowest rates of income inadequacy are found in South Manhattan (27%), followed closely by Staten Island and Northwest Brooklyn (29% each). The Bronx has the highest rate of income inadequacy in New York City at 56%, and houses one in five of the households below the Standard in New York City.

While the Bronx has the highest rate of income inadequacy, the majority of New York City's citizens with inadequate income, are found in the more populous boroughs with higher than the city-wide average rates of households below the Standard: Brooklyn excluding Northwest Brooklyn (49%), North Manhattan (45%), and Queens (43%). Families struggling to make ends meet live in every neighborhood in New

York City (see Appendix B, Table 1 for detailed data for each Community District). The highest concentration of households with inadequate income is in Bronx Community Districts 1, 2, 3, and 6 (Hunts Point, Longwood, Melrose, Belmont, Crotona Park East, and East Tremont). With an income inadequacy rate over 75%, well above the city average, these neighborhoods are home to 30% (55,084) of all households in the

Bronx with incomes below the Standard. The Bronx has four more districts with greater than 50% income inadequacy, accounting for 83,515 more households below the Standard. Only Staten Island has no neighborhoods with greater than 50% income inadequacy, but even in the boroughs with the lowest levels of income inadequacy, at least one in four households lacks sufficient income.

FIGURE F Percentage of Households Below the Self-Sufficiency Standard by Borough: New York City 2012



Source: U.S. Census Bureau, 2010 American Community Survey.

.....
THE MAJORITY OF NEW YORK CITY'S CITIZENS WITH INADEQUATE INCOME, ARE FOUND IN THE MORE POPULOUS BOROUGHS
.....

RACE/ETHNICITY, CITIZENSHIP, AND LANGUAGE

The widening income inequality that characterizes American society is found in New York City as well. It is especially apparent when examining income inadequacy by race/ethnicity. Not surprisingly, people of color are disproportionately likely to have inadequate incomes, particularly Latinos. In addition, nativity/citizenship further divides the city: foreign-born householders have higher income inadequacy rates than U.S.-born householders, especially when Latino, and especially if they are not citizens.

RACE AND ETHNICITY

While considerable percentages of New York City households in all racial/ethnic groups have income below the Self-Sufficiency Standard, people of color have the highest rates below the Standard (Figure G).

- The group with the highest rate of income inadequacy are Latinos, with more than three out of five households (61%) having insufficient

income.⁵ Asian, Black and Other Race households have the next highest rates of income inadequacy at 49%, 48%, and 51%, respectively. (Note that Other Race includes Native Americans and Alaska Natives.)

- Only 24% of White households in New York City have incomes below the Standard. As a result of these quite different rates, people of color account for almost four out of five households with inadequate income, and almost half of these are Latino (see Figure H).

- Specifically, while Latino households (of any race) constitute only about 25% of New York City households, 36% of all households in the city with incomes below the Standard are Latino. In contrast, White households represent 38% of New York City's households, but only constitute 22% of the total households with incomes below the Standard in the New York City.
- Black and Asian households are similar in terms of their overall percentage in the city compared to their proportion of those with inadequate incomes. Thus Asian households are 14% of New York City households, and are 16% of those below the Standard;

FIGURE G Percent of Households Below the Standard by Race/Ethnicity of Householder: NYC 2012

24% of White Households



49% of Asian & Pacific Islander Households



47% of Black Households



61% of Latino Households



Source: U.S. Census Bureau, 2012 American Community Survey.

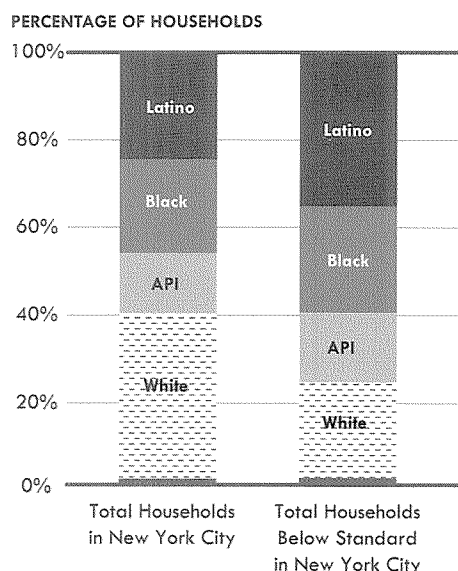
⁵ Note that data for race/ethnicity, citizenship status, and language, reflect that of the householder and not necessarily that of the entire household.

METHODOLOGY NOTE

This study combines the Census Bureau's separate racial and ethnic classifications into a single set of categories. In the American Community Survey questionnaire, individuals identify if they are of Hispanic, Latino, or Spanish origin and identify their race/races (they can indicate more than one race). Those who indicate they are of Hispanic, Latino, or Spanish origin (either alone or in addition to other race categories) are coded as Latino in this study, regardless of race (Latinos may be of any race), while all other categories are non-Latino. The result is five mutually exclusive racial and ethnic groups:

1. Asian, Native Hawaiian, and Other Pacific Islander (referred to as Asian and Pacific Islander or API),
2. Black or African-American (referred to as Black),
3. Latino or Hispanic (referred to as Latino),
4. White, and;
5. American Indian, Alaska Native, and Some Other Race (referred to as Other). Individuals identified as American Indian or Alaska Native are combined with Other races due to the small population sizes in the sample.

FIGURE H People of Color Disproportionately have Inadequate Income: NYC 2012



likewise, Black households are 22% of all households in New York City, and comprise 25% of households in New York City below the Standard. Altogether, people of color comprise 62% of New York City households, but account for 78% of households with incomes below the Standard.

CITIZENSHIP STATUS

Being a citizen reduces the likelihood of having inadequate income, especially for Latinos, but also for non-Latinos (Table 3). Thus the rate of income inadequacy for non-Latino householders increases from 30% for U.S.-born householders, to 39% for those who are naturalized citizens, to 53% for non-citizens.

The same differentials by citizenship status hold for Latinos, only at higher levels. Among Latinos, those who are

householders born in the U.S. have the lowest rate of income insufficiency, which at 51% is close to the rate for non-Latino non-citizens (53%). For foreign-born Latinos, rates are even higher: three-fifths of naturalized citizen Latino householders lack adequate income (60%), and over three-fourths of non-citizen Latino householders lack adequate income (75%).

Note that if we break down New York City's U.S.-born Latinos into Puerto Ricans and all other Latinos, Puerto Ricans have a higher rate (54%) of income insufficiency than other U.S.-born Latinos (44%).

Because of these high rates of income inadequacy for immigrants, foreign-born New Yorkers account for almost six of ten New York City households with inadequate income.

LANGUAGE

About one-fifth (22%) of New York City's householders report speaking English "less than very well." The rates of income inadequacy among this group are almost twice as high as those who speak English "very well" (66% vs. 35%) (Table 3).

- Among households where the language spoken at home is English, 32% are below the Standard, while 54% of those who report speaking a "language other than English at home" are below the Standard.
- The highest rate of income inadequacy, 62%, is among households where Spanish is the primary language spoken at home.

Altogether, income inadequacy is highest among Latinos, particularly non-citizens, and those who live in households in which English is not the primary language.

TABLE 3 Poverty and Income Inadequacy Rates by Citizenship Status and Language of Householder,¹ New York City 2012

	Below Poverty	Below Standard		Below Poverty	Below Standard
CITIZENSHIP STATUS					
U.S. BORN	14%	34%	NATURALIZED CITIZEN	15%	45%
Not Latino	11%	30%	Not Latino	12%	39%
Latino ²	24%	51%	Latino	23%	60%
Puerto Rican	27%	54%	NOT A CITIZEN	25%	61%
Other Latino Origin	17%	44%	Not Latino	22%	53%
			Latino	30%	75%
ENGLISH SPEAKING ABILITY			LANGUAGE SPOKEN AT HOME		
VERY WELL	13%	35%	ENGLISH	12%	32%
LESS THAN VERY WELL	27%	66%	LANGUAGE OTHER THAN ENGLISH	22%	54%
			Spanish	25%	62%
			Language other than Spanish	14%	36%

¹ The householder is the person (or one of the persons) in whose name the housing unit is owned or rented or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees.

² Latino refers to Hispanic/Latino ethnicity, regardless of race. Therefore all other racial/ethnic groups are non-Hispanic/Latino. Source: U.S. Census Bureau, 2012 American Community Survey.

FAMILY COMPOSITION FACTORS: CHILDREN, SINGLE PARENTS, GENDER AND RACE

There are several interrelated family composition factors that increase the chances of having income below the Standard. The presence of children alone—and particularly young children—in the household almost doubles the likelihood that a household will have inadequate income. Women-maintained households have a higher proportion of income inadequacy than married-couple or male- householder households. If they are single mothers and householders of color, they have the highest rates of income inadequacy (74-91% lack enough income to meet their household needs).

FIGURE I Percent of Households Below the Standard by the Presence of Children: NYC 2012

32% of Households with No Children



59% of Households with Children



65% of Households with Young Children*



54% of Households with Older Children**



*Youngest child less than 6 years of age

**Youngest child between 6 to 17 years of age

Source: U.S. Census Bureau, 2012 American Community Survey.

PRESENCE OF CHILDREN

The risk of inadequate income almost doubles for households with children compared to those without children, from 32% to 59% (Figure I). As one would expect, as the number of children increases, the rates of income inadequacy also increase: families with one child have an inadequacy rate of 52%, those with two children, 60%, those with three or more 77%.

Child care is costly, particularly for children under school-age, who require full-time child care. Households who have at least one child under the age of six have a higher rate of income inadequacy than households with only school-age children (65% compared to 54%), but both are considerably higher than the citywide average (42%).

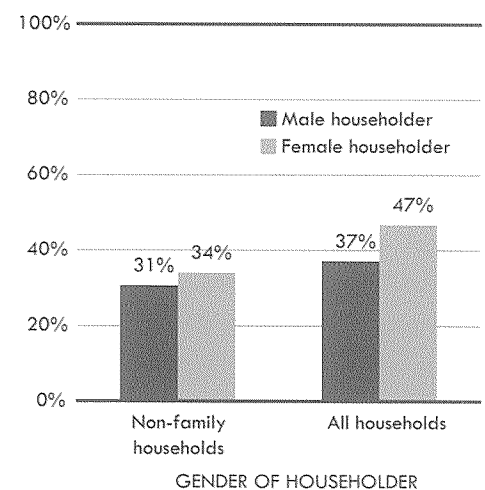
As a result, families with children are disproportionately represented among households below the Standard, accounting for more than half (53%), even though households with children are only 38% of all households in New York City.

CHILDREN, GENDER, AND HOUSEHOLD TYPE

As seen in Figure J, the presence of children is associated with higher rates of income inadequacy. However, there are substantial differences by family type and gender. The highest rates are for single mothers, with nearly four-fifths (79%) having inadequate income. Why is this rate so high, relative to other groups? Is this due to the gender

FIGURE J Non-Family Households Below the Standard by Gender of Householder: NYC 2012

PERCENTAGE OF HOUSEHOLDS BELOW \$55



Source: U.S. Census Bureau, 2012 American Community Survey.

of the householder, the presence of children, or some other factors?

This high rate is probably not due to gender alone. If we look at non-family households (which are mostly single persons living alone), we see that the rate of income inadequacy is 31% for male householders versus 34% for female householders (see Figure J). In other words, men and women living alone, or in a few cases, with non-relatives, have very similar, and relatively low, rates of inadequate income.⁶

However, when we examine family households by family type and gender, we see substantial differences. For this analysis, we divide households into three types: married couple, male householder (no spouse) and female householder (no spouse). As can be seen in Figure K, married couples have the lowest rates of income inadequacy at 38%, with male householders at 51%, and female householders the highest at 67%. For each household type, if we further divide them into those households with and without children, those with children have considerably higher rates of income inadequacy than those without. Again, married-couple households with children are the lowest, at 47%, while single-father households are higher at 68%.⁷ Single-mother households have the highest rate of with an income inadequacy rate of 79%, that is, almost four out of five single mothers lack income adequate to meet their basic needs.

⁶ Four-fifths of non-family households are one person households.

⁷ Households with children maintained by a male householder with no spouse present are referred to as single-father households. Likewise, households with children maintained by a female householder with no spouse present are referred to as single-mother households.

Altogether, parents experience higher levels of income inadequacy than non-parents, and this is especially true for single parents. The higher rates of income inadequacy for single mothers compared to single fathers suggests that a combination of gender and the presence of children—being a woman with children—is associated with the highest rates of income inadequacy. The causes of these high levels of income inadequacy are many, including pay inequity and gender based discrimination, as well as the expenses associated with children, particularly child care.

Not only are single-mother households disproportionately more likely to lack adequate income than single-father households, there are nearly five times as many single-mother households in New York City as single-father households. Single-mother households with children comprise over 12% of all New York City households compared to less than 3% for single-father households. Among households with children in New York City who are below the Standard, 47% are married-couple households, 44% are single-mother households and 9% are single-father households.

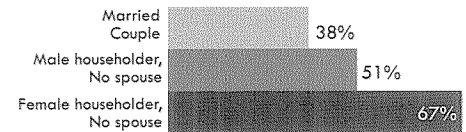
CHILDREN, HOUSEHOLD TYPE, AND RACE/ETHNICITY

The combination of being a woman, having children, and solo parenting are associated with some of the highest rates of income inadequacy. At the same time, as we have seen above, rates of income inadequacy are quite high among some race/ethnic groups. When we look at family composition factors (including

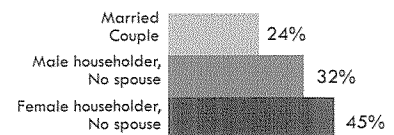
FIGURE K Households Below the Standard by Family Type and Presence of Children: NYC 2012

PERCENTAGE OF FAMILY HOUSEHOLDS BELOW SSS

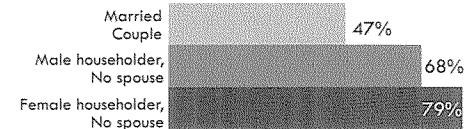
ALL FAMILY HOUSEHOLDS



FAMILY HOUSEHOLDS WITHOUT CHILDREN



FAMILY HOUSEHOLDS WITH CHILDREN



Source: U.S. Census Bureau, 2012 American Community Survey

gender and children) by race/ethnicity, there is an even greater disparity between groups in rates of income adequacy. That is, within racial groups, household-type differences persist, with single-mother households consistently having the highest rates of income inadequacy within each racial group. At the same time, within household-type groups, racial and ethnic differences also persist, with Latinos consistently having the highest rates of income inadequacy for each household type (see Figure L).

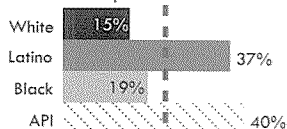
FIGURE L Households Below the Standard by Race/Ethnicity of Householder and Household Type: NYC 2012

PERCENTAGE OF HOUSEHOLDS BELOW SSS

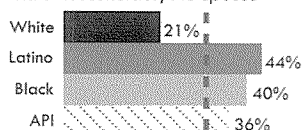
■ ■ ■ All households

NO CHILDREN

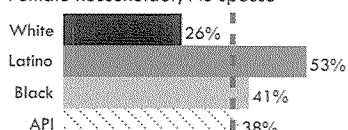
Married couple



Male householder, No spouse

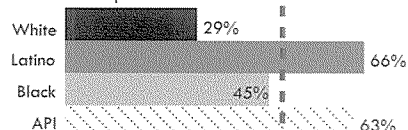


Female householder, No spouse

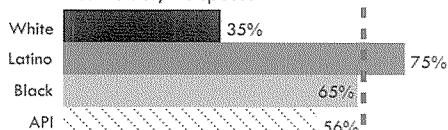


WITH CHILDREN

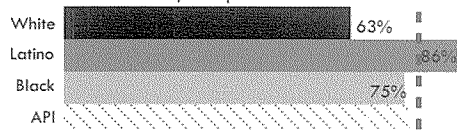
Married couple



Male householder, No spouse



Female householder, No spouse



• **Household types without children:**

the proportion of married-couple households in New York City with insufficient incomes ranges from 15% for White households to 40% for Asian/Pacific Islander households. Male householder households (no spouse present) have slightly higher rates, ranging from 21% for White households to 44% for Latino households. Consistently higher rates are found for women-maintained households, ranging from 26% for White women-maintained households to 53% for Latina women-maintained households.

• **Household types with children:**

married-couple households have rates of income insufficiency that range from 29% among White households to 66% among Latino households. Among single-father households, the rates are somewhat higher, ranging from 35% for White single-father households to 75% for Latino single fathers. For single-mother households, the rates are much higher: the proportion of income inadequacy starts at 63% for White households up to 86% for Latina households. Put another way, within each racial/ethnic group, single-mother households have income inadequacy rates that are 12 to 34 percentage points higher than married-couple households with

children of the same race/ethnicity, and 10 to 28 percentage points higher than single-father households.

Combining analysis by household type with analysis by race/ethnicity leads to some striking comparisons that point out the importance of race/ethnicity and gender/household type.

- Even though the presence of children generally raises rates of income inadequacy, Latino married-couple families without children have significantly higher rates of income inadequacy (37%) than White married-couple families with children (29%).
- Single-mother households have consistently very high rates of income inadequacy, across all race/ethnicities, ranging from 63% to 86%, rates that are four to almost six times that of White married-couple households without children (15%).

Source: U.S. Census Bureau, 2012 American Community Survey.
API = Asian and Pacific Islander

EDUCATION

This study finds that householders with more education experience lower rates of inadequate income, with substantial differences by education level. However, women and people of color must have considerably more education than their male/White counterparts to achieve the same levels of self-sufficiency. For example, women of color with a bachelor’s degree or more have only a slightly lower rate of inadequate incomes than White males with only some college/post-secondary training.

As education levels increase, income inadequacy rates decrease dramatically. Of householders in New York City with less than a high school education, 80% have inadequate incomes, while 59% of those with a high school degree or its equivalent, 46% of those with some college, and only 21% of those with a college degree or more have inadequate incomes (see Table 4). Nonetheless, only 14% of all householders in New York City, and 26% of the total households with incomes below the Standard, lack a high school degree. The remaining 74% of New York City householders below the Standard have a high school degree or more, including nearly half (47%) who have some college or more.

Although increased education raises income adequacy levels for all race and gender groups in New York City, when we examine the impact of education broken down by race and gender, there are four findings of note (see Figure M):

1. Although increased education is associated with substantially lower rates of income inadequacy for all groups, this is even truer of women, especially women of color. In fact, when the educational attainment of the householder increases from a high school degree to a bachelor’s

degree or higher, income inadequacy levels fall from 70% to 30% for women of color, and from 48% to 18% for White women. In contrast, men of color had income inadequacy rates that fell from 58% for those with a high school education to 25% for those with a bachelor’s degree or more, while for White men, the decrease was from 39% to 14%.

2. As educational levels increase, the differences in income inadequacy rates between men and women of the same race/ethnicity narrow. Thus for Whites, 72% of White women with less than a high school degree have inadequate income compared to 57% of White men with less than a high school degree, a difference of fifteen percentage points. This gap decreases as education increases, so that the difference in income inadequacy rates between White women and men declines to only about four percentage points for those who hold a bachelor’s degree or higher (18% vs 14%). For people of color, the pattern is almost identical: the gap between women and men of color declines as education increases, from a 13 percentage-point gap between non-White female and male householders with less than

TABLE 4 Poverty and Income Inadequacy Rates by Educational Attainment of Householder,¹ NYC 2012

	Below Poverty	Below Standard
EDUCATIONAL ATTAINMENT		
Less than High School	40%	80%
High School Diploma or GED	23%	59%
Some College or Associate's Degree	16%	46%
Bachelor's Degree or Higher	6%	21%

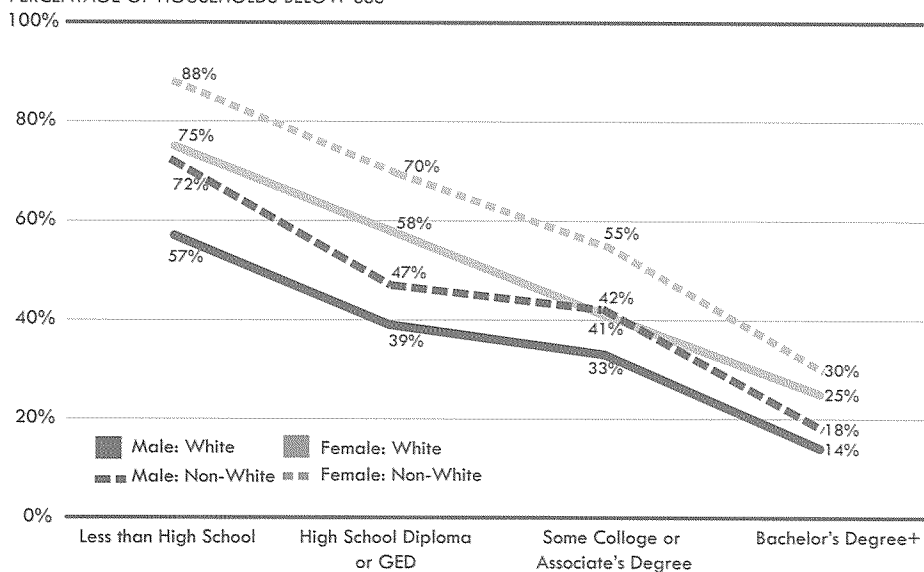
¹ The householder is the person (or one of the persons) in whose name the housing unit is owned or rented or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees.
Source: U.S. Census Bureau, 2012 American Community Survey.

high school degree (88% vs. 75%) to only a 5 percentage point gap for non-White male and female householders with a Bachelor’s degree or higher (30% vs. 25%).

3. For both men and women, White householders have lower rates of income inadequacy than non-White householders. However, the race/ethnicity gap does not narrow as education increases for either gender, as the gender gap did as shown above. For those with less than a high school education, for both women and men of color, the income

FIGURE M Households Below the Standard by Education, Race/Ethnicity, and Gender of Householder: NYC 2012

PERCENTAGE OF HOUSEHOLDS BELOW SSS



Source: U.S. Census Bureau, 2012 American Community Survey.

inadequacy rate is 16-17 percentage points higher than for Whites. At the high school degree level, the race/ethnicity based difference increases to 19 percentage points for men of color, and 22 percentage points for women of color. At higher levels, the gap does decrease: for those with some college but no degree, the gap decreases with men of color having income inadequacy rates that are 9 percentage points higher than White men, and women of color with inadequacy rates that are 13 percentage points higher than their White female counterparts. For those with a bachelor's degree or higher, the difference by race/ethnicity actually increases again for men, to 12 percentage points, while for women it stays about the same as

some college, at 12 percentage points higher for women of color with the highest level of educational attainment.

4. The disadvantages experienced by women and people of color are such that these groups need more education to achieve the same level of economic self-sufficiency as White males. While 57% of White males with less than a high school diploma are below the Standard, a similar percentage of women of color with some college have inadequate income (55%). Overall, as the figure shows, at each educational level, women of color have income inadequacy rates that are substantially higher than White men: 31 percentage points higher for those with a high school degree or less, 23 points higher for those with

some college, and 16 points higher for those with a bachelor's degree. Put another way, both women and people of color, especially women of color, must achieve higher levels of education than White males in order to achieve comparable levels of income adequacy.

The distribution of education by race/ethnicity contributes somewhat to differences in income adequacy rates by race/ethnic groups. That is, among all householders in New York City, while just 3% of White householders lack a high school degree, 20% of non-White householders lack a high school degree.

Among New York City householders below the Standard, 7% of White householders but 31% of non-White householders lack a high school degree; thus among those below the Standard, in addition to substantially different returns to education, people of color as a whole are much more likely to lack education, so that both factors, racially-impacted returns to education, and the distribution of education by race, contribute to the higher rates of income inadequacy of people of color in New York City. The flip of this is also true: overall, almost two-thirds (66%) of New York City's White householders have a bachelor's degree or more, compared to less than a third (30%) of people of color. Among householders below the Standard, 43% of White householders have a bachelor's degree or more, compared to just 16% of people of color.

The distribution of educational attainment by gender, however, is almost identical, for both all New Yorkers,

and for those below the Standard. About 14% of both men and women householders in New York City lack a high school degree, while about 44% of both men and women have a bachelor's degree or more. Likewise, about 27% of men and 25% of women householders	with incomes below the Standard lack a high school degree. That is, because men and women are obtaining education at about the same rates, the differences in income adequacy by gender are not likely due to lower level of education among women. Instead, the higher rates	of income adequacy experienced by women (and especially women who are single mothers) overwhelmingly reflects the lower levels of returns to education for women compared to men with the same education.
---	---	---

.....

AS EDUCATION LEVELS *INCREASE*, INCOME ADEQUACY RATES *INCREASE* MORE DRAMATICALLY FOR WOMEN THAN FOR MEN, ESPECIALLY WOMEN OF COLOR

.....

EMPLOYMENT AND WORK PATTERNS

This analysis of 2012 data finds that most households with incomes below the Standard have at least one employed adult, and many of those have at least one full-time, year-round worker. Indeed, for many households, substantial work effort fails to yield sufficient income to meet even the minimum costs of basic needs. It is largely inadequate wages, not inadequate work effort, which characterizes the great majority of households below the Standard. Moreover, the “returns” to work effort are consistently lower for people of color and single mothers, resulting in higher levels of income inadequacy despite their work effort.

By far the largest source of income, employment—or the lack thereof—is clearly an important factor in explaining income inadequacy. Employment relates to income inadequacy as a result of several different factors and how they interact:

- 1. the number of workers in the household;
- 2. employment patterns such as full time or part time, full year or part year of these workers; and
- 3. gender and race-based labor market disadvantage.

Below is an examination of the employment-related causes of income inadequacy as well as an exploration of how these employment factors interact with race/ethnicity, gender, and household type.

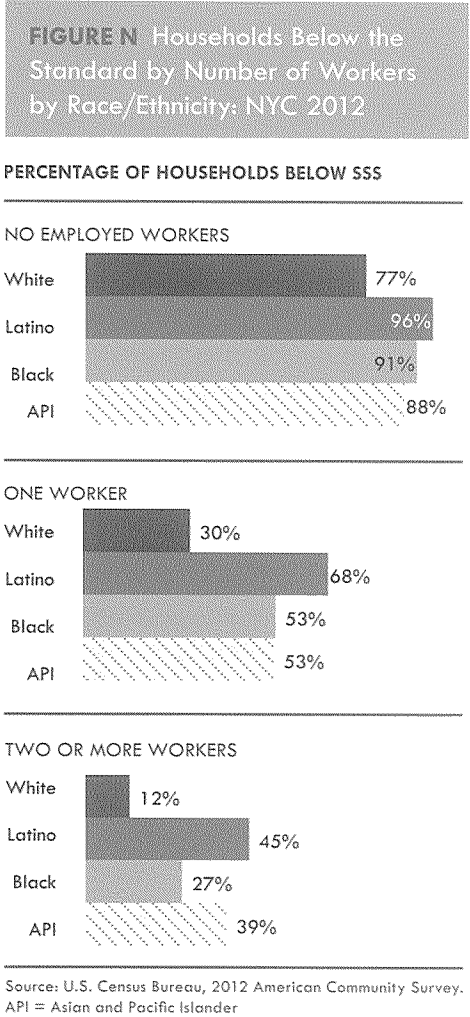
NUMBER OF WORKERS

Almost nine out of ten New York City households with no employed adults (households in which no one over age 16 has been employed in the past year) lack sufficient income. On the other hand, less than half of households with one worker, and one in four households with two or more workers, have an income that falls below the Standard.

This pattern is the same across racial/ethnic groups but the impact of no workers in a household is magnified for people of color (Figure N).

- Among New York City households with no employed adults, the rate of income inadequacy varies from 77% for White households to 96% for Latino households.
- Among households with one worker, the rate of income inadequacy drops substantially across all racial and ethnic groups compared to households with no workers. With one adult worker, rates of income inadequacy range from 30% for White households to 53% for Black and Asian/Pacific Islander households, and 68% for Latino households.
- When there are two or more workers in a household the rate of income inadequacy further drops for all racial/ethnic groups to 12% for White households, 39% for Asian/Pacific Islander households, 27% for Black households, and 45% for Latino households.

These data suggest that having at least one worker in a household is a major protector against income insufficiency.



However, only 8% of all households in New York City have no employed adults in them at all in 2012. Even among New York City (non-elderly, non-disabled) households with incomes below the Standard, only one in six households lack any employed adults, while nearly five out of six households with insufficient income have at least one employed worker. As the great majority of households with incomes below the Standard have employed adults, in most instances, these data suggest that lack of adequate income is not due to the lack of any work at all, but primarily to inadequate work hours or inadequate wages, or both.⁸

⁸ See Cauthen, N. K. and Hsien-Hen L. (2003). Living at the edge, Research Brief 1: Employment alone is not enough for America's low-income families. New York City: Columbia University, National Center for Children in Poverty.

EMPLOYMENT PATTERNS

A key characteristic of employment is the work schedule, specifically whether the workers are full time (defined as 35 hours or more per week) or part time (less than 35 hours) and/or whether workers are year round (defined as 50 or more weeks per year) or part year (less than 50 weeks).⁹ Not surprisingly, rates of income inadequacy depend not only on the number of workers but also these workers' work schedules. Briefly, as the number of work hours per household falls, income inadequacy levels rise (see Table 5). This trend is similar for one-adult and two-adult households.

Among one-adult households, obtaining full-time, year-round employment is key to higher levels of economic well-being:

⁹ This is consistent with definitions used by American Community Survey. U.S. Census Bureau. 2012 American Community Survey. 2012 Subject Definitions. Retrieved August 6, 2014, from http://www.census.gov/acs/www/data_documentation/documentation_main/

- If the one adult works full time, year round, only about one-fourth (27%) of these households lack sufficient income.
- If the one adult works full time but only part of the year, the proportion lacking adequate income rises to 54%; if part time but for the full year, it rises to 75%.
- If the one adult works only part time and only part of the year, income inadequacy rises to 86%, almost the same as if she/he were not employed at all, when the level of income inadequacy reaches 88%.

Among households with two or more adults (most households in this category have just two adults, so we will refer to these as two-adult households),¹⁰ it is the combinations of the number of adults working and their work schedules are associated with varying rates of income insufficiency:

- When both adults work full time, year round, the rate of income inadequacy is only 9%.
- When both adults are working, but only one works full time, year round, regardless of schedule, 28% of these households lack sufficient income.
- However, if both of these employed adults work, but neither full time, year round, then among such households the proportion with income below the Standard increases quite substantially to 60%.

¹⁰ Households with more than two adults have been grouped together with two-adult households because there are relatively few households with three or more adults. Among households with more than one adult, 80% have two adults.

TABLE 5 Poverty and Income Inadequacy Rates by Work Status of Adults¹, New York City 2012

	Below Poverty	Below Standard		Below Poverty	Below Standard
WORK STATUS OF ADULTS					
ONE ADULT IN HOUSEHOLD	22%	46%	TWO OR MORE ADULTS IN HOUSEHOLD	13%	40%
Work full time, year round	4%	27%	All adults work	3%	22%
Work full time, part year	23%	54%	All workers full time, year round	1%	9%
Work part time, year round	36%	75%	Some workers part time and/or part year ²	2%	28%
Work part time, part year	56%	86%	All workers part time and/or part year	20%	60%
Not working	70%	88%	Some adults work	21%	59%
			All workers full time, year round	14%	54%
			All workers part time and/or part year	54%	85%
			Not working	8%	50%
			No adults work	81%	92%

¹ All workers over age 16 are included in the calculation of number of workers in household. A worker is defined as one who worked at least one week over the previous year.
² This category can also include households with full-time workers.
Source: U.S. Census Bureau, 2012 American Community Survey.

- Furthermore, if at least one adult is not employed at all, while the other adult works full time, year round, the income inadequacy rate is 54%, and if the other, working adult(s) only work part time and/or part year, 85% of these households experience income inadequacy. Note that this rate (85%) is very similar to that of the one-adult household with just one part-time, part-year worker (86%), suggesting that it is not just the number of adults, but the work schedule that is key to the level of the household's income adequacy.

HOUSEHOLD TYPE

As previously shown in this report, if a household is maintained by a woman alone or has children in it, levels of income inadequacy are consistently higher than those of childless or married-couple/male-householder households. As discussed above, these higher rates of income inadequacy in part reflect the greater income requirements of families with children (such as child care), as well as gender discrimination and inequality in the labor market. However, since less than 3% of New York City households with children have no employed adults at all, these higher rates of income inadequacy may also reflect the number of employed adults and their work schedules, resulting in fewer total work hours among some types of households. Controlling for numbers of workers and work schedules is revealing: consistently, single-mother households have higher rates of income inadequacy than married couple or single-father households with similar work effort.

TABLE 6 Poverty and Income Inadequacy Rates by Number of Workers¹ by Household Type, New York City 2012

	Below Poverty	Below Standard		Below Poverty	Below Standard
NUMBER OF WORKERS BY HOUSEHOLD TYPE					
HOUSEHOLDS WITHOUT CHILDREN	12%	32%	HOUSEHOLDS WITH CHILDREN	24%	59%
Married couple	7%	24%	Married couple	15%	47%
Two or more workers	2%	15%	Two or more workers	6%	35%
One worker full time, year round	7%	33%	One worker full time, year round	20%	63%
One worker part time and/or part year	39%	68%	One worker part time and/or part year	63%	89%
No employed workers	52%	77%	No employed workers	85%	90%
Male householder ² , no spouse present	12%	32%	Male householder, no spouse present	22%	66%
Two or more workers	2%	16%	Two or more workers	3%	54%
One worker full time, year round	2%	21%	One worker full time, year round	20%	69%
One worker part time and/or part year	25%	58%	One worker part time and/or part year	68%	93%
No employed workers	61%	83%	No employed workers	99%	100%
Female householder, no spouse present	15%	37%	Female householder, no spouse present	41%	79%
Two or more workers	4%	23%	Two or more workers	14%	59%
One worker full time, year round	3%	23%	One worker full time, year round	20%	74%
One worker part time and/or part year	29%	67%	One worker part time and/or part year	70%	95%
No employed workers	71%	87%	No employed workers	92%	99%

¹ All workers over age 16 are included in the calculation of number of workers in household. A worker is defined as one who worked at least one week over the previous year.

² The householder is the person (or one of the persons) in whose name the housing unit is owned or rented or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees.

Source: U.S. Census Bureau, 2012 American Community Survey.

- Among households with children which have two or more workers, married-couple households have a rate of income insufficiency that is 35%, but among single-father households the rate is 54%, and among single-mother households it is 59% (see Table 6).
- Among households with children, where there is just one worker, even though he/she works full time, year round, income inadequacy rates are high, regardless of family type: among married-couple households, the income inadequacy rate is 63%, among single-father households it is 69% and among single mothers, 74% lack sufficient income.
- If there is only one worker who is employed less than full time, year round, among married-couple households 89% lack sufficient income and 95% of single mothers lack adequate income.

Thus, in households with children, even when “controlling” for the numbers of workers/work hours at the household

level, the disadvantages associated with being a single parent, particularly a single mother in the labor market results in higher levels of income inadequacy compared to married-couple households.

In addition, among households with children, while 62% of married-couple/single-father households have two or more workers, only 26% of single-mother households have more than one worker.¹¹

HOURS VERSUS WAGE RATES

Altogether, with work schedules not that much different between those

¹¹ Additional workers may include teenagers, a non-married partner, roommates, or another family member other than a spouse/partner.

above compared to those below the Standard, the difference in average hours worked is not significant either. Of householders who work, those above the Standard work about 5% more hours per year than those below the Standard (a median of 2,080 hours versus 1,976 hours per year; see Table 7).

However, wage rate differences between those above and below the Standard are substantially greater than the difference in hours: overall, the average hourly wage rate of those above the Standard is almost three times that of householders below the Standard (\$28.85 per hour versus \$10.58 per hour).

This means that if householders with incomes below the Standard increased their work hours to the level of those with incomes above the Standard, working about 5% more hours, but at the same wage rate, the additional pay would only close about 3% of the earnings gap. If those with insufficient income were to earn the higher wage, however, with no change in hours worked, the additional pay would close 92% of the gap.

GENDER AND EMPLOYMENT PATTERNS.

The gender gap remains, even taking into account the number of workers and employment patterns in the household.

TABLE 7 Median Hourly Pay Rate of Working Householders¹ by Gender, Household Status, Presence of Children, and Race/Ethnicity: New York City 2012

	ALL HOUSEHOLDERS		HOUSEHOLDERS BELOW SELF-SUFFICIENCY STANDARD		HOUSEHOLDERS ABOVE SELF-SUFFICIENCY STANDARD	
	HOURLY PAY RATE	ANNUAL HOURS WORKED	HOURLY PAY RATE	ANNUAL HOURS WORKED	HOURLY PAY RATE	ANNUAL HOURS WORKED
WORKING HOUSEHOLDERS	\$20.98	2,080	\$10.58	1,976	\$28.85	2,080
GENDER OF HOUSEHOLDER						
MALE	\$22.20	2,080	\$10.58	2,080	\$29.72	2,080
FEMALE	\$19.40	2,080	\$10.58	1,820	\$27.47	2,080
HOUSEHOLD TYPE						
FAMILY HOUSEHOLDS						
Married couple	\$21.63	2,080	\$11.06	2,080	\$29.67	2,080
Male householder, no spouse present	\$16.35	2,080	\$10.30	2,080	\$24.04	2,080
Female householder, no spouse present	\$15.02	1,976	\$10.99	1,820	\$25.00	2,080
NON-FAMILY HOUSEHOLDS						
Male householder	\$24.04	2,080	\$9.62	1,920	\$29.12	2,080
Female householder	\$24.48	2,080	\$10.02	1,560	\$28.85	2,080
RACE/ETHNICITY OF HOUSEHOLDER						
WHITE	\$17.31	2,080	\$11.28	2,080	\$30.77	2,080
NON-WHITE	\$23.08	2,080	\$10.00	1,820	\$27.88	2,080

¹ The householder is the person (or one of the persons) in whose name the housing unit is owned or rented or, if there is no such person, the householder is any adult member, excluding roomers, boarders, or paid employees.

Source: U.S. Census Bureau, 2012 American Community Survey.

In New York City, the median hourly wage for employed women householders (\$19.40 per hour) is 87% of the median hourly wage for employed male householders (\$22.20 per hour). However, when comparing the median wage of just those householders who are below the Standard, differences by gender disappear, as women and men householders earn the same median wage of \$10.58, reflecting the “floor effect” of a minimum wage. In contrast, women householders above the Standard earn 92% of the median wage of male householders above the Standard. Clearly, with no difference in wage rates between employed men and women householders below the Standard, wage rates do not explain the gender difference in income inadequacy rates. At the same time, the substantial difference in wages between those above and those below the Standard within gender accounts for much of the difference in incomes and income adequacy between these two groups.

That is, for both men and women, employed householders above the Standard have wages that on average are almost three times those of their counterparts below the Standard.

Thus, of the various wage- and income-related factors considered here, gender-based wage differences account for the least amount of difference in income adequacy. Because a higher proportion of households below the Standard are women-maintained this contributes to some of the difference in overall income and therefore income inadequacy. Most significantly, it is the median wage difference (both

overall and by gender) between those above and those below the Standard that accounts for the bulk of the difference in income between those above and those below the Standard.

RACE AND EMPLOYMENT. There is also a racial wage gap, with the median wage of non-White householders being just 61% of the median wage of White householders. Among those below the Standard, the wages are much closer, with non-White householders having median wages that are 90% of White householders. However, as with gender, the differences in wages between those below and above the Standard, within race, are far greater: among White householders, those above have wages that are almost three times those below (\$32.05 vs. \$11.54), while among non-White householders, those above have wages about 2.5 times those below (\$25.96 vs. \$10.38). And again, because there are proportionally more people of color below the Standard, their lower wages contribute to higher income inadequacy rates.

This data suggests that addressing income adequacy through employment solutions would have a greater impact if it were focused on increased earnings rather than increased hours. Increasing work hours to match that of above-the-Standard householders would only make a small dent in the income gap. In short, this analysis shows that for the great majority of New York City householders with inadequate income, the problem is not that they are working too few hours, but rather that the jobs they do hold are not paying sufficient wages.

OCCUPATIONS

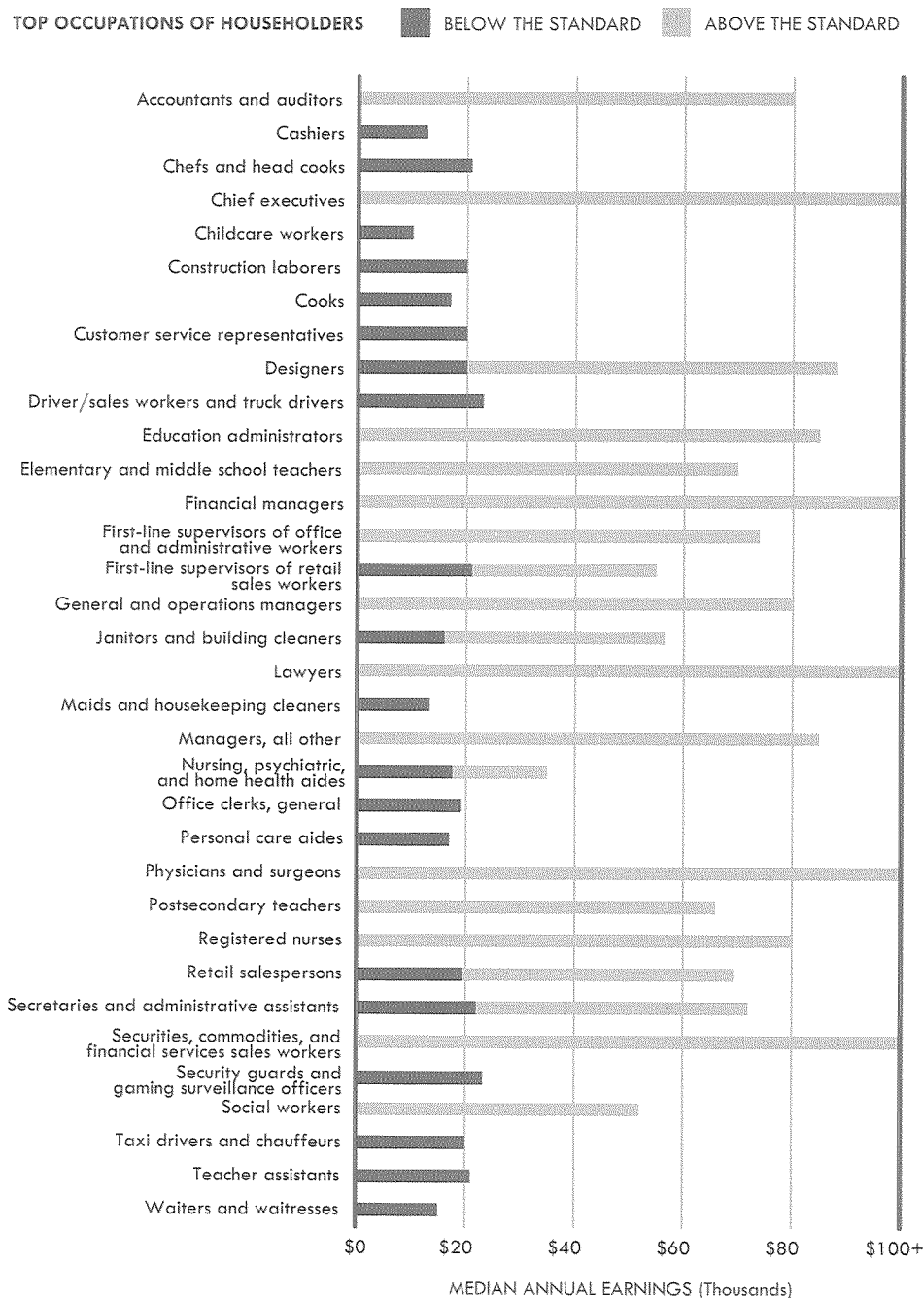
The analysis to this point suggests that income inadequacy, even with equal work effort, is more severe among households with children, households maintained by women alone or households maintained by people of color. We then explored the amount of work done by those with inadequate income. It is hardly surprising that households with more workers, or more work hours, experience less income inadequacy, but this still leaves unexplained much of the income inadequacy. For despite more work resulting in less income inadequacy, overall there is still substantial work effort among the many householders who experience insufficient income.

One possible explanation that we explore in this section is that householders who are below the Standard may be working in occupations that pay wages insufficient to support their households—despite strong work effort. Furthermore, these low-wage occupations may be structured by gender or race/ethnicity-based occupational segregation.

In Figure O we explore the role of occupational concentration. This analysis examines the “top 20” occupations, that is, the occupations with the most workers, out of 540 occupations, so they are quite specific, but still encompass a large number of workers across industries. Figure O compares the 20 most frequently held occupations of householders below the Standard to the 20 most frequently held occupations of those who are above the Standard. The first finding is that householders

FIGURE O Median Annual Earnings of Top 20 Occupations¹ of Householders Above and Below the Standard: NYC 2012

This figure shows the median annual earnings of the most frequently held occupations of households above and below the Standard. Occupations held by householders both above and below the Standard are shown as overlapped in the figure. For example, the median earnings of retail salespersons below the Standard is \$19,400 and for retail salespersons above the Standard it is \$50,000. Accountants are a frequently held occupation of those above the Standard but not for those below while cashiers are a frequently held occupation of householders below the Standard but not above.



¹ Detailed occupations are based on the Standard Occupational Classification (SOC). For definitions of these occupations see the Bureau of Labor Statistics Standard Occupation Classifications at http://www.bls.gov/soc/soc_majo.htm
Source: U.S. Census Bureau, 2012 American Community Survey.

below the Standard are somewhat more concentrated in a few occupations: the top 20 occupations cumulatively account for 48% of all householders below the Standard, compared to 37% for the top 20 occupations of those above the Standard.

Secondly, in New York City there is not much overlap between the occupations held by those below as opposed to above the Standard: just six of the occupations are found in the top 20 of those above as well as those below the Standard (occupations among the top 20 which are shared by both households below and above the Standard are shown as overlapped in the figure). These six occupations are: retail salespersons; first-line supervisors of retail salespersons; secretaries and administrative assistants; janitors and building cleaners; nursing, psychiatric, and home health aides; and designers. For those with jobs in these six commonly held occupations, it suggests that the lower income experienced by those below the Standard reflects the very different jobs they hold (e.g. fewer hours, fewer wages, different industry) worked within the same occupation, compared to those above the Standard with the same occupation. However, the fact that 14 of the top 20 occupations are not shared suggests that in New York City there is somewhat of an occupational concentration experienced by many of those with incomes below the Standard. As shown in Table 8, almost half (48%) of the occupations held by householders below the Standard are in the top 20.

Overall, the median earnings of householders above the Standard are

more than three times that of those below the Standard. Even within the same commonly held occupations, there is quite a difference in earnings. The lowest earnings ratio is found among designers. Householders who are designers who are below the Standard earn only 29% on average of what designers above the Standard earn. The highest ratio is among nursing, psychiatric and home

health aides, who still earn just 50% of what aides above the Standard earn.

If we compare the other 14 top occupations of householders above and below the Standard, we can see that they are sometimes in the same industry, but in very different jobs, with very different wages: thus one of the top 20 occupations for those below the Standard is teacher's assistant,

while above the Standard, elementary and middle school teachers, and post-secondary teachers are among the 20 most common. Though they may be working in the same institutions, the wages of these occupations are quite different: the median wage of a teacher's assistant is only about one-fourth of that of both teachers' occupations above the Standard.

TABLE 8. Top 20 Occupations¹ of Householders²: New York City 2012

BELOW THE SELF-SUFFICIENCY STANDARD						ABOVE THE SELF-SUFFICIENCY STANDARD					
RANK	OCCUPATION	Number of workers	%	Cumulative Percent	Median Earnings	RANK	OCCUPATION	Number of workers	%	Cumulative Percent	Median Earnings
TOTAL		792,003			\$20,000	TOTAL		1,252,315			\$62,000
1	Nursing, psychiatric, & home health aides	60,174	8%	8%	\$17,500	1	Managers, all other	42,427	3%	3%	\$85,000
2	Janitors & building cleaners	29,039	4%	11%	\$16,000	2	Elementary & middle school teachers	37,710	3%	6%	\$70,000
3	Childcare workers	26,765	3%	15%	\$10,000	3	Secretaries & administrative assistants	35,643	3%	9%	\$50,000
4	Cashiers	23,413	3%	18%	\$12,500	4	Accountants & auditors	35,605	3%	12%	\$80,000
5	Maids & house cleaners	21,587	3%	20%	\$13,300	5	Lawyers	34,285	3%	15%	\$152,000
6	Retail salespersons	21,432	3%	23%	\$19,400	6	Registered nurses	27,561	2%	17%	\$80,000
7	Construction laborers	19,925	3%	26%	\$20,000	7	Designers	24,283	2%	19%	\$68,000
8	Secretaries & administrative assistants	19,470	2%	28%	\$22,000	8	Nursing, psychiatric, & home health aides	23,182	2%	21%	\$35,000
9	Taxi drivers & chauffeurs	18,148	2%	30%	\$20,000	9	Postsecondary teachers	20,856	2%	22%	\$66,000
10	Waiters & waitresses	17,141	2%	32%	\$15,000	10	Physicians & surgeons	20,543	2%	24%	\$100,000
11	Personal care aides	16,456	2%	35%	\$17,000	11	Janitors & building cleaners	20,374	2%	26%	\$40,500
12	Cooks	14,180	2%	36%	\$17,000	12	Financial managers	19,875	2%	27%	\$116,000
13	Security guards & gaming surveillance officers	13,839	2%	38%	\$23,000	13	Chief executives	18,529	1%	29%	\$150,000
14	Driver/sales workers & truck drivers	13,350	2%	40%	\$23,000	14	First-line supervisors of retail sales workers	17,875	1%	30%	\$55,000
15	First-line supervisors of retail sales workers	13,226	2%	41%	\$21,000	15	Retail salespersons	17,377	1%	32%	\$50,000
16	Teacher assistants	12,997	2%	43%	\$21,000	16	Social workers	15,739	1%	33%	\$52,000
17	Office clerks, general	11,479	1%	45%	\$19,000	17	Securities, commodities, & financial services sales agents	15,461	1%	34%	\$125,000
18	Customer service representatives	11,083	1%	46%	\$20,000	18	First-line supervisors of office & administrative support workers	14,443	1%	35%	\$54,000
19	Chefs & head cooks	10,815	1%	47%	\$20,800	19	General & operations managers	13,570	1%	36%	\$80,000
20	Designers	8,476	1%	48%	\$20,000	20	Education administrators	13,359	1%	37%	\$85,000

¹ Detailed occupations are based on the Standard Occupational Classification (SOC). For definitions of these occupations see the Bureau of Labor Statistics Standard Occupation Classifications at http://www.bls.gov/soc/soc_majo.htm

² The householder is the person in whose name the housing unit is owned or rented or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees.

How much of this occupational concentration of workers below the Standard is structured by gender and/or race/ethnicity? While overall there is not much overlap between those above and below the Standard in terms of occupations, it is well known that there is considerable gender-based occupational segregation, at all levels. Occupations are deemed gender-dominated if 75% or more workers are of one gender. Using this metric, about 40% of women workers and 44% of men workers are in gender-dominated occupations.¹² Note that segregation of the labor force, particularly by gender (and to a lesser extent, by race/ethnicity), has long been shown to have contributed to gender inequality in wages and associated rewards of jobs (such as benefits and promotion opportunities).¹³ Specifically, women workers have been found disproportionately in occupations that are predominantly female, AND those occupations tend to be lower paid. The converse is also true, that men tend to be somewhat concentrated in male-dominated jobs, but unlike female-dominated occupations, these

do not have a wage penalty associated with them.¹⁴ Below we explore this pattern, and how occupational sex segregation may or may not contribute to lower wages of those below the Standard. That is, given that women householders are disproportionately more likely to have incomes below the Standard, one factor behind their lower income from wages may well be female-dominated occupations.

As is generally true elsewhere, women in New York City experience more occupational concentration than men, as well as more segregation (see Figure P). The top 20 occupations of women householders below the Standard account for almost three-fifths (59%) of employed women householders below the Standard, and 47% of employed women householders above the Standard (compared to 49% of men householders below, and 37% of employed men above the Standard).

At the same time, occupational segregation is high for women in New York City. Women householders below the Standard share 10 occupations with women householders above the Standard, reflecting the overall high levels of gender segregation in the economy as a whole. These shared occupations (of women above and

below the Standard) account for more than three-fifths (62%) of the top 20 occupations of women householders below the Standard. In contrast, women below the Standard share only seven of the top 20 male occupations with men below the Standard.

Even though there are substantial numbers of women householders below the Standard working in the same occupations as women householders above the Standard, those below the Standard have earnings that average only 43% of those women householders above the Standard in the same occupations. As with the “all householders” comparison above, there is substantial variation, however, in the above/below wage ratios. Women householders below the Standard who are teachers (elementary and middle school) earn just 18% of what women householders earn who are also teachers and who are above the Standard.¹⁵ At the other end of the range, women householders below the Standard who are nursing, psychiatric, and home health aides earn 52% of what their women counterparts above the Standard earn, and social workers earn 61% of the wages of their counterparts above the Standard.

The shared occupations ratio for women householders is low, but it is certainly better than overall, where women householders below the Standard have earnings that average just 30% of women householders above the Standard

¹² Ariane Hegewisch, Hannah Liepmann, Jeff Hayes, and Heidi Hartmann, 2010, “Separate and Not Equal? Gender Segregation in the Labor Market and the Gender Wage Gap,” Institute for Women’s Policy Research, <http://www.iwpr.org/publications/pubs/separate-and-not-equal-gender-segregation-in-the-labor-market-and-the-gender-wage-gap>.

¹³ For example, lower compensation is associated with a higher proportion of women within an occupation. See Hertz, T., Tilly, C., & Massagli, M. P. 2001, “Linking the Multi-city Study’s Household and Employer Surveys to Test for Race and Gender Effects in Hiring and Wage Setting,” *Urban Inequality: Evidence from Four Cities*. Booras, Stephanie and William M. Rodgers III. 2003. “How Does Gender Play a Role in the Earnings Gap? An Update.” *Monthly Labor Review*. 126:3, pp. 9-15. Additionally, occupational gender segregation is the main determinant of gender inequality in earnings, despite the effect of globalization of the U.S. economy. Gauchat, G., Kelly, M., & Wallace, M., 2012, “Occupational gender segregation, globalization, and gender earnings inequality in US metropolitan areas,” *Gender & Society*, 0891243212453647. <http://gas.sagepub.com/content/early/2012/08/02/0891243212453647.full.pdf+html>

¹⁴ Occupational segregation was at very high levels until the 1970s. Over the next two decades, women entered the labor force in large numbers, and many occupations experienced desegregation, particularly among high-skilled occupations. However, since the mid-1990s, levels of occupational segregation overall have changed very little. Blau, F. D., Brummund, P., & Liu, A. Y. H. (2013). Trends in occupational segregation by gender 1970–2009: Adjusting for the impact of changes in the occupational coding system. *Demography*, 50(2), 471–492. <http://link.springer.com/article/10.1007/s13524-012-0151-7>. This may be due to the changing mix of occupations: on average, gender composition of occupations has not changed but occupations that are more gender-dominated rather than gender-balanced have increased. Ibid, Institute for Women’s Policy Research.

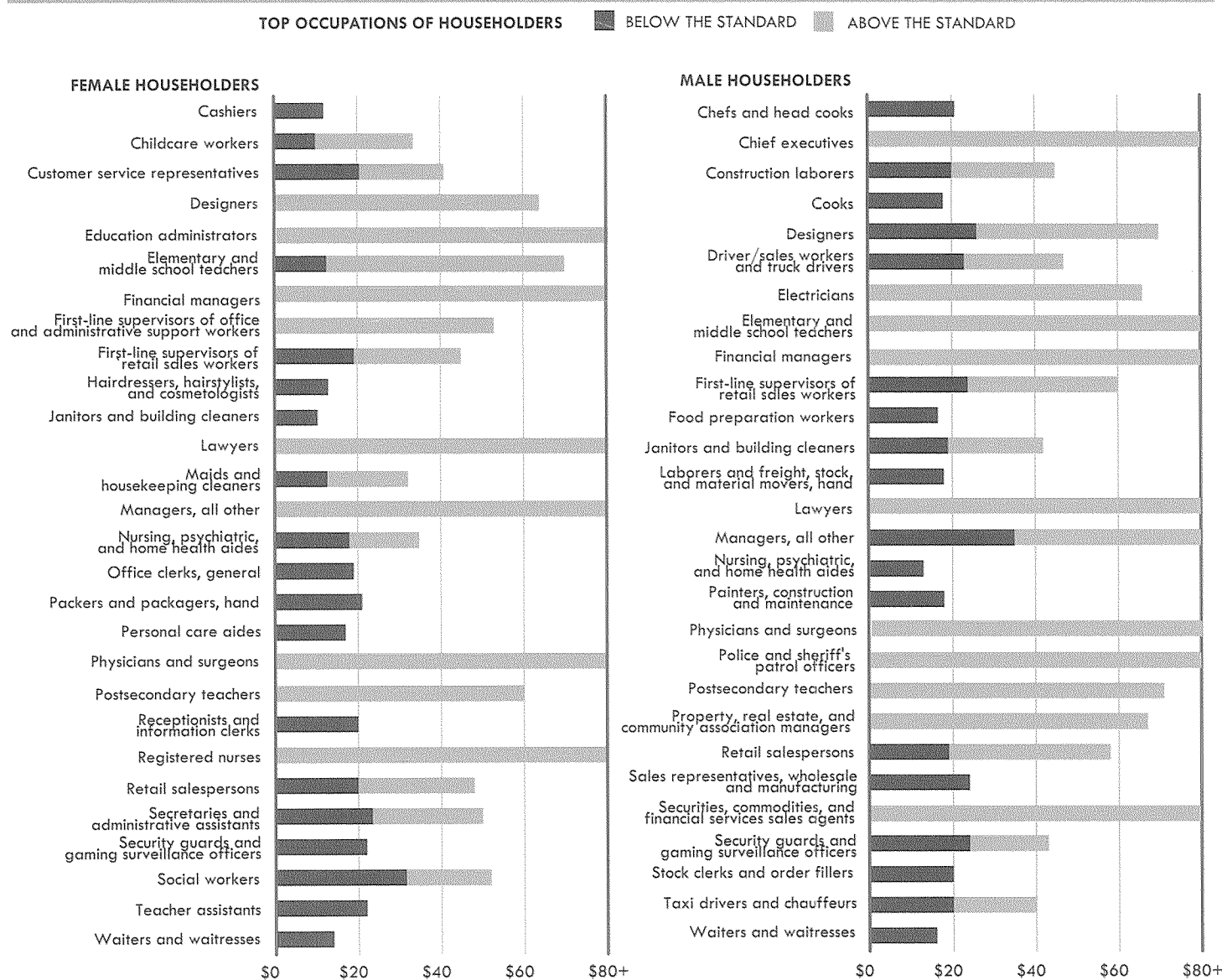
¹⁵ This difference reflects different work levels as 70% of elementary and middle school teachers above the Standard work full-time year-round versus 37% of elementary and middle school teachers below the Standard. Overall, only 11% of elementary and middle school teachers are below the Standard.

across all occupations. At the same time, it suggests that even when they are in the same occupations, women below the Standard are concentrated in jobs that have substantially lower wages than are paid to women householders who are above the Standard. Nevertheless, those above the Standard who are

in shared occupations have median wages that are 2.3 times those below the Standard while those above the Standard who are in different (non-shared) occupations (among the top 20) have wages that are 4.7 times the average of those below the Standard. That is, even with the higher levels of

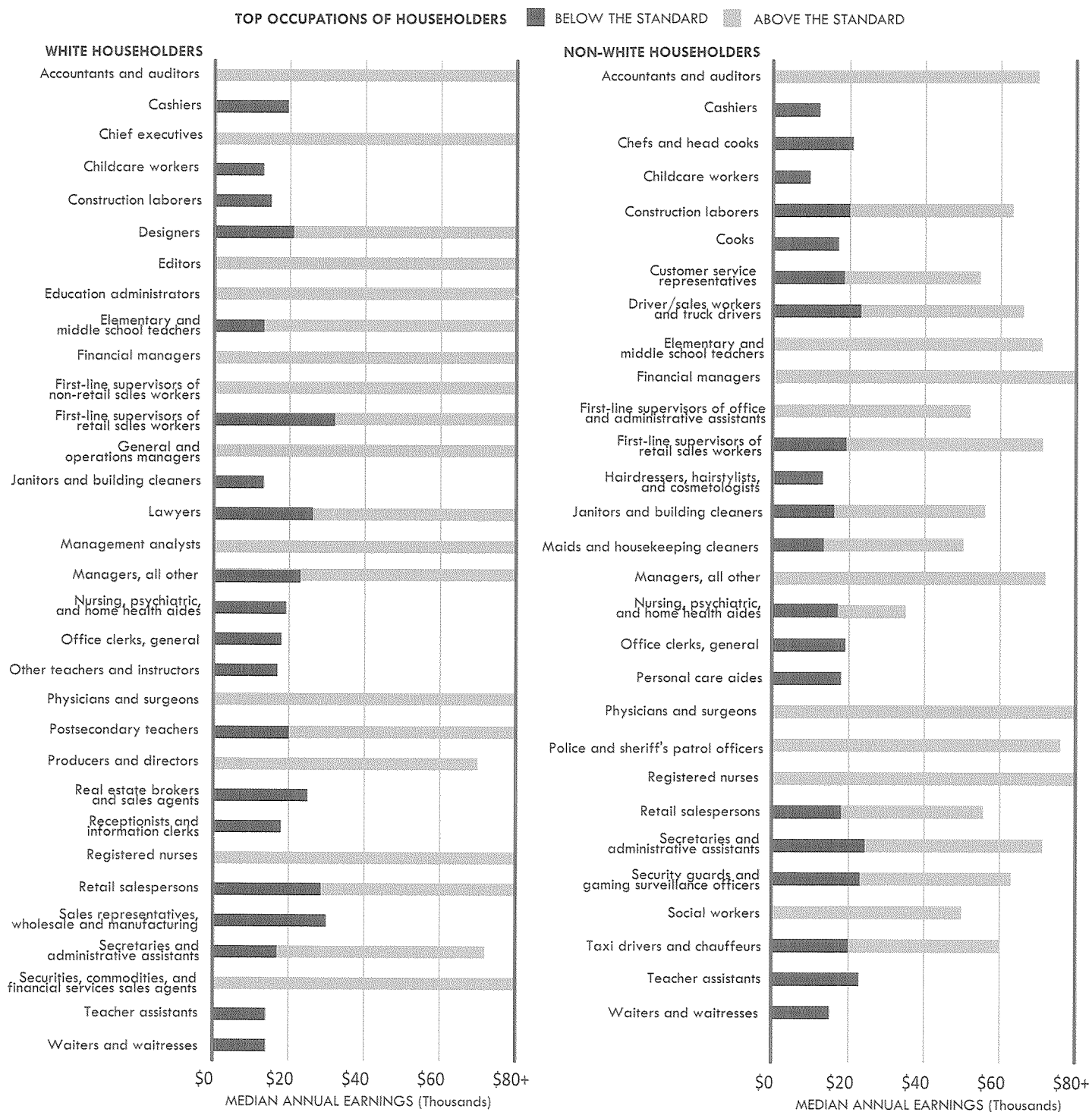
gender-based segregation, with women having more shared occupations, there is considerable difference in occupations between women householders above versus below the Standard, with quite substantial different wages. At the same time, shared occupations with their lower above-below ratios seems to mitigate

FIGURE P Median Annual Earnings of Top 20 Occupations¹ of Householders Above and Below the Standard by Gender: NYC 2012



¹ Detailed occupations are based on the Standard Occupational Classification (SOC). For definitions of these occupations see the Bureau of Labor Statistics Standard Occupation Classifications at http://www.bls.gov/soc/soc_majo.htm
Source: U.S. Census Bureau, 2012 American Community Survey.

FIGURE Q Median Annual Earnings of Top 20 Occupations¹ of Householders Above and Below the Standard by Race/Ethnicity: NYC 2012



¹ Detailed occupations are based on the Standard Occupational Classification (SOC). For definitions of these occupations see the Bureau of Labor Statistics Standard Occupation Classifications at http://www.bls.gov/soc/soc_majo.htm
Source: U.S. Census Bureau, 2012 American Community Survey.

.....

FOR MANY HOUSEHOLDERS WITH INCOMES BELOW THE STANDARD, IT IS NOT THE OCCUPATION THEY HOLD, BUT RATHER THE SPECIFIC JOBS WITHIN OCCUPATIONS, THAT MOST ACCOUNTS FOR THEIR INADEQUATE EARNINGS.

.....

the overall wage inequality between those above versus below the Standard.

There is also the possibility of race/ethnicity based occupational segregation, with Whites concentrated in higher paying occupations and non-Whites in less well-paid occupations. Non-White householders are somewhat less concentrated in a few occupations than are women: the 20 most frequently held occupations of non-White householders below the Standard account for 42% of this group's workers, almost the same as for non-White householders above the Standard (38%).

In terms of occupational segregation by race/ethnicity, of the 20 most frequently held occupations among non-Whites below the Standard, 11 are shared with non-White householders above the Standard, accounting for over a third (33%) of non-White householders below the Standard. At the same time, non-White householders below the Standard share 11 occupations with White householders below the Standard, indicating less segregation by race than gender among those below the Standard.

Altogether, this suggests that there is less race/ethnicity-based occupational segregation experienced by non-White householders below the Standard than is true with gender-based occupational segregation among women householders

below the Standard. However, the consequences are similar, in that earnings of non-White householders below the Standard, across all occupations, are just over a third of those of non-White householders above the Standard. Even among shared occupations, average earnings are only 47% of those non-White householders who are above the Standard and in the same occupations. The ratios of earnings of non-White householders below to non-Whites above the Standard in the same occupations ranges widely from 36% (earnings of non-White householders below the Standard to those above) for first-line supervisors of retail sales workers to 58% for non-Whites who are security guards and gaming surveillance officers.

In spite of the somewhat lesser segregation by race compared to gender, the contrast between those above and below, for non-White householders, is similar, i.e., non-White householders above the Standard in shared occupations have earnings more than double those of non-White householders below the Standard in the same occupation. However the non-White householders in on-shared occupations have earnings that average almost four times as much as non-Whites in non-shared occupations who are below the Standard.

Altogether, this suggests several commonalities across race and gender in terms of occupations.

- When the top 20 occupations for householders below the Standard are compared to the top 20 occupations held by householders above the Standard, there is considerable overlap. Particularly for women householders, there is more commonality in occupations between women above and below the Standard, than between men and women below the Standard. Put another way, there is still more gender-based occupational segregation at all income levels than there is occupational concentration experienced by householders below the Standard. At the same time, even for occupations that are shared, and more so for occupations that are not shared, there are substantial differences in wages. In short, it is the specific jobs—and the wages they pay—not the occupations that yield the low earnings that contribute to income inadequacy.
- For all householders, the earnings of those below the Standard average less than one third of householders above the Standard. Even within shared occupations, for those occupations which are found among the top 20 for both those above and below the Standard, earnings of

those below averaged 40% of those above for all householders, 43% for women, and 47% for non-Whites.

- For all householders, across all occupations, householders below the Standard on average have incomes that meet less than half the cost of their household's basic needs as measured by the Standard (47%) (and even less for women (42%) and non-White householders (45%)). In contrast, householders above the Standard yield more than double the minimum needed (less than double for women (1.9 times) and non-White householders (1.8)).

In the end, given the contrast in earnings, even among occupations shared by those above and below the Standard, it must be concluded that for many householders with incomes below the Standard, it is not

the occupation they hold, but rather the specific jobs within occupations, that most accounts for their inadequate earnings. While occupational segregation and occupational concentration are important, the strongest contrasts in incomes are between those above compared to those below the Standard.

Overall, this review of employment patterns reveals that when work is less than full time, year round, or there is only one worker (or relatively rarely, none), income inadequacy rates are high, especially for single mothers. At the same time, this should be put in context, for the larger story is that among households with incomes below the Standard, more than four out of five have at least one worker (83%), and over three-fourths have a full-time worker, 78% have a

year-round worker, and 65% have at least one full-time, year-round worker. Among households above the Standard, 99% have at least one worker, 97% have at least one full-time worker, 94% have a year-round worker, and 92% have at least one full-time, year-round worker. Although households above the Standard have higher percentages of full-time and year-round workers, households below the Standard also have substantial full-time and/or year-round work. The story here is that substantial work effort fails to yield sufficient income to meet even the minimum to achieve adequate income. ***Put succinctly, it is largely inadequate wages, not inadequate work effort, which characterizes the great majority of households with incomes below the Standard.***

NEW YORK CITY COMPARED TO SELECTED STATES

Demographic studies using the Self-Sufficiency Standard have been done in seven states, some more than once.¹⁶ Although not all analyses involved all the same variables, there is substantial overlap that makes it possible to compare these seven states to New York City across all the major demographic factors (see Figure R). This study of New York City is the only city analysis and it is only one of three that have been done since the Great Recession began.

Demographic studies done prior to the Great Recession (2007 or earlier) had one striking finding: across these very disparate states, the proportion of households (non-elderly, non-disabled) that have inadequate income clusters around 20% (19%–21%) in five of these states—Colorado, Connecticut, New Jersey, Washington, and Pennsylvania. The two exceptions were Mississippi and California, in which 32% and 31%, respectively, of households had insufficient incomes.

Obviously, the latter two states are very different from each other in terms of their geography, size, and economic and social structures. However, they share one similarity: each has a “minority” group that is both a large proportion of the population and has disproportionately high rates of income inadequacy. In Mississippi, 35% of households are Black, of which nearly one-half (49%) have

incomes that are below the Standard. In California, 30% of households are Latino, and here too, more than half (52%) have inadequate income. None of the other states in this comparison have a racial/ethnic group with relatively high rates of income inadequacy that are such a substantial proportion of the population—in the other five states, the proportions of Black or Latino populations are much lower, ranging from 3% to 15%. Nor did any of the racial/ethnic groups in the other states have income inadequacy rates quite as high as the rates for these groups in California and Mississippi: in these other states, income inadequacy rates for Latinos range from 41% to 51%, and for Blacks from 34% to 46%.

Prior to the Great Recession, these numbers were remarkably stable. Demographic studies were repeated twice in two states, California and Washington, between 2000 and 2007. In both cases the overall proportions and the variations by demographic variables were almost identical in the years before the Great Recession. However, with the advent of the Great Recession, these seemingly stable numbers changed dramatically. Since the beginning of the Great Recession, there have been two states that have done demographic studies. In each of these (Pennsylvania 2010 and California 2012), the overall rate of income inadequacy increased by about 5 percentage points in Pennsylvania, and about 7 percentage points in California. It increased even more for some groups,

such as people of color and women-maintained families, e.g., the income inadequacy rate is 8 percentage points higher for single-mother families in California in 2012 compared to 2007.

How does New York City compare to these previous studies? First and most striking, its rate of income inadequacy is 42%, higher by far than any state in this comparison, before or after the recession. This is well above Mississippi as well as California. Even if we allow for the fact that Mississippi’s 2007 study is pre-recession, and “add” 5-7 percentage points, this still means that New York City has a higher rate of income inadequacy, or poverty, than Mississippi (or California). New York City does resemble these two states in that it has substantial proportions of two groups with disproportionately high rates of income inadequacy: 22% of New York City households are Black, with an income inadequacy rate of 48% (similar to the rate in Mississippi), and 25% are Latino, with an income inadequacy rate of 61% overall (even higher than the rate in California for Latinos).

One other factor distinguishes New York City, and that is that it is a city rather than a state. At the same time, if we compare it to other large cities, it is striking that in many cases, cities have income inadequacy rates that are only a few percentage points higher or lower than their states as a whole, or similar rates. Thus the income inadequacy rate for San Francisco (with a cost of living comparable to New York City, particularly South Manhattan), is 27%,

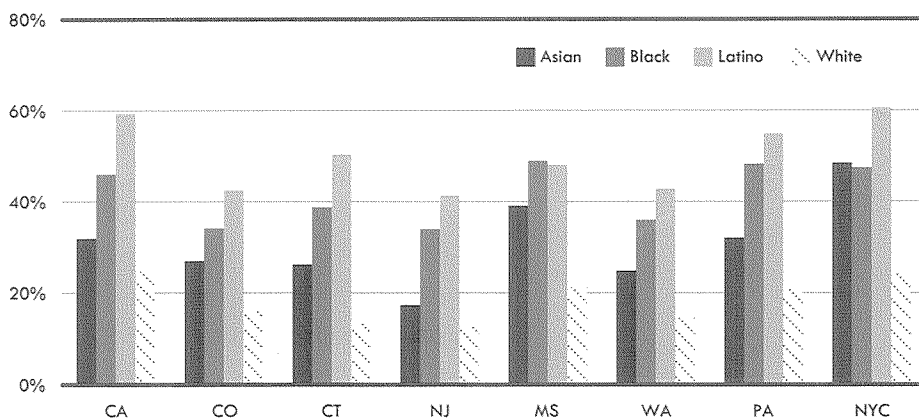
¹⁶ Three of these are based on data from the 2000 Census long form sample (Washington, Colorado, and Connecticut), and the remainder use data from the American Community Survey (California–2007 & 2012, New Jersey–2005, Mississippi–2007, Pennsylvania–2007 & 2010, and Washington–2007).

FIGURE R Households Below the Self-Sufficiency Standard by Select Characteristics and States

CA	California 2012	CT	Connecticut 2000	MS	Mississippi 2007
CO	Colorado 2000	NJ	New Jersey 2005	WA	Washington 2007
PA	Pennsylvania 2010	NYC	New York City 2012		

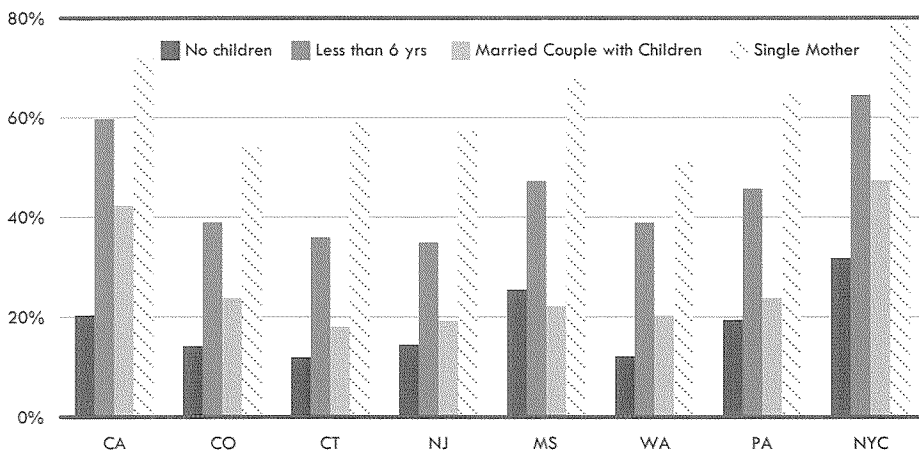
PANEL A

PERCENTAGE OF HOUSEHOLDS BELOW SSS



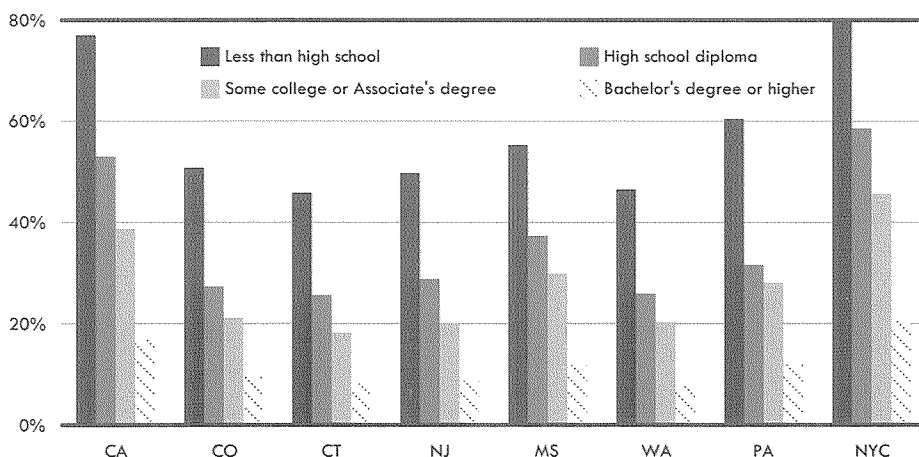
PANEL B

PERCENTAGE OF HOUSEHOLDS BELOW SSS



PANEL C

PERCENTAGE OF HOUSEHOLDS BELOW SSS



and for Denver it is 26%. However in Pennsylvania, the income inadequacy rate for Pittsburgh is 32% and for Philadelphia is 42%, much higher than the state-wide average and similar to New York City. However, unlike New York City, Philadelphia is a relatively small proportion of the metropolitan area, and is surrounded by suburban counties with much lower rates of income inadequacy (that is, the average of the "metropolitan" area (comparable to New York City with its outlying boroughs) would be somewhat lower than this). Los Angeles, however, is comparable: the county of Los Angeles, which includes the city plus some suburban communities, has an income inadequacy rate of 46%. Los Angeles County also resembles New York City in that it too has a substantial percentage of the population who are people of color, with a population that is 9% Black and 48% Latino (as well as 15% Asian and 5% other races).

When comparing gender and family type, there is a different but consistent pattern. In all states, just as in New York City, female householders, families with children, families with children less than six years old, and families maintained by women alone, have higher rates of income inadequacy than their counterparts (male householders, families with no children, and families with older children). However, the level of income inadequacy for each group is higher in California and Mississippi than the other states, and by far the highest for New York City, reflecting the overall higher rate of income inadequacy in these places (see Figure R). For example, families with children have income inadequacy rates of 59% in New York

City, 39% in Mississippi (2007), and 51% in California (2012), while in the rest of the states the rates of income inadequacy for families with children range from 27% to 29% pre-recession (and 35% in Pennsylvania 2010).

Likewise, families with children less than six years old have income inadequacy rates of 65% in New York City, 47% in Mississippi, and 60% in California. However the rates range from 35%–46% in the other states. Among single-mother families, 79% in New York City, 72% in California, and 68% in Mississippi have inadequate income; in the remaining states, the proportion with inadequate income is somewhat less, ranging from 52%–65%.

In terms of educational attainment, the pattern observed above with gender and family type prevails, with the proportions with inadequate income at

any given level somewhat higher for California, Mississippi, and especially New York City than the other states. Thus, among householders who lack a high school degree, 77% in California, 55% in Mississippi, and 80% in New York City have inadequate income, compared to 46%–61% in the other five states. This pattern is true at all educational levels, although the differences between states decline at higher levels of educational attainment.

In California 44% of households with only one worker have insufficient income, and in Mississippi, 41%, while in New York City, 47% of households with just one worker have insufficient income. In the other five states the rate of income inadequacy among households with one worker is below 32%.

Overall, this comparison indicates that the patterns of income inadequacy are

similar across states in terms of which groups are likely to experience the highest rates of income inadequacy. At the same time, there are substantial differences between the states in terms of the levels of income inadequacy overall, and for various subgroups, with California and Mississippi having consistently higher levels, but New York City having the highest levels of income inadequacy for all demographic groups. There also is a “recession effect,” which for Pennsylvania is about 3-7 percentage points, depending upon the subgroup. However, even taking this into account, New York City in 2012 has higher levels of income inadequacy overall, and for all demographic subgroups, compared to the sample of other states presented here.

CONCLUSION

While income inadequacy exists among all groups and places in New York City, inadequate income does not affect all groups equally. There are substantial variations in the rates of income inadequacy among different groups and by different household characteristics. However, perhaps the most surprising conclusion is that income inadequacy is not largely due to lack of work; more than four out of five families below the Standard have at least one worker, and the majority of those workers work full time and year round. The high rates of income inadequacy reflect low wages that, even though for householders below the Standard they average about \$2.50 above the New York state minimum wage, they are far below what is needed to meet basic needs in high cost New York City. Moreover, they are substantially more unequal than other places, with wages of those above the Standard almost three times the median wage of those below the Standard. In most states, the ratio is 2:1 between those above versus below the Standard. At the same time, the occupations held by some of those below the Standard suggest that many of these workers are in low-wage occupations, although for a large proportion, it is not the occupations, but rather the

specific jobs held within occupations clearly that pay very different wages.

So what does account for income inadequacy? Clearly, demographic variables are important. Universally, higher levels of education result in decreased rates of income adequacy. At the same time, for both women and people of color, there are substantially lower returns to education, such that women and non-Whites must have two to four—or more—years of additional education to achieve the same levels of income adequacy as White males. These labor market variables are further impacted by family composition—particularly when families are maintained by a woman alone and if children are present. These characteristics combine to result in high rates of insufficient income. Thus, being a single mother—especially if Black or Latino—combines the labor market disadvantages of being a woman (gender-based wage gap and lower returns to education) with the high costs of children (especially child care for children younger than school age) and the lower income of usually being a one-worker household, resulting in the highest rates of income inadequacy. For single mothers of color, racial/ethnic wage differentials and returns

to education further increase rates of income inadequacy to the highest levels.

Permeating throughout all of these differences by demographic characteristics however, is the fact that New York City has higher rates of income inadequacy overall, and for each subgroup, than any state compared here, including California and Mississippi. That is, while New York City is similar to other locations in terms of relative rates of income inadequacy being higher for some groups (people of color, those with less education, and single mother families) than their counterparts (Whites, those with more education, married-couple families), the levels of income inadequacy are higher for all groups, and overall, than elsewhere in the United States. As we have pointed out, New York City does have a higher percentage of people of color than most states and cities, but that only begs the question: why does New York City, with its racially and ethnically diverse population and dynamic economy, have such a high rate of income inadequacy?

POLICY ANALYSIS & RECOMMENDATIONS

Policy Analysis & Recommendations

Nearly one million New York City households do not have enough income to meet their basic needs. This amounts to more than two out of five households and 2.7 million people. The 2014 Self-Sufficiency Standard shows that for many New Yorkers, having a job no longer guarantees the ability to pay for basic needs.

More than four out of five households who are below the Self-Sufficiency Standard level—which translates to well over two million City residents—have at least one family member who works but does not make enough to afford a minimal, basic family budget. And for many more who are at or above self-sufficiency levels, current wages do not allow for the next step of building assets to attain economic security. In the last decade, New Yorkers of all stripes have struggled against ballooning costs of living, such as for housing, which has increased 59%. At the same time, median wages have increased barely 17%.

As the country's largest city—rich in resources and leaders—New York City must expand the numbers of New Yorkers living securely above the Self-Sufficiency Standard. This report's recommendations for moving the greatest number of New Yorkers towards self-sufficiency are consistent with the City's priorities and have been determined from a similar systematic, cost-effective and evidence-driven framework.¹ Our recommendations acknowledge that the obstacles to self-sufficiency are interdependent and to significantly reduce the number of people living below the Standard or just above it, solutions must also be coordinated and interconnected.

We call on leaders across all sectors—government, philanthropy, the private sector and the not-for-profit world—to examine practices, mobilize colleagues, and become part of the solution for making the following three priorities a reality:

1. Wages increased to align and keep pace with the costs of living;
2. Employment structured as a pathway to self-sufficiency and economic security; and
3. Access to quality, affordable housing, food and child care available to New Yorkers across the income spectrum.

¹ New York City's Center for Economic Opportunity notes that many of the factors that drive poverty here are part of national or even international trends that are difficult to address at the City level. Nonetheless, strategies to reduce poverty and inequality are central to the agenda of Mayor Bill de Blasio and his Administration. NYC Office of the Mayor, "The CEO Poverty Measure 2005-2012," An Annual Report from the Office of the Mayor, April 2014, p. 47, http://www.nyc.gov/html/ceo/downloads/pdf/ceo_poverty_measure_2005_2012.pdf (accessed November 14, 2014).

INCREASE WAGES TO ALIGN WITH THE COST OF LIVING

The single greatest driver to increase self-sufficiency is higher wages. The income needed for a household to be self-sufficient has risen on average by 48% across boroughs since the year 2000, while the median earnings of working adults have increased only 17%. Consequently, more than two out of five working-age households cannot meet their basic needs while others are barely breaking even. Although many New Yorkers work insufficient hours, more hours would not raise standards of self-sufficiency as substantially as would an increase in wage rates. In too many occupations, wages have not kept pace with the rising cost of living. New York City's employment has now surpassed pre-recession levels yet most of the net job growth since 2000 has been concentrated in low-wage sectors, as opposed to jobs paying moderate- and middle-income wages.²

² James A. Parrott, February 27, 2014, "Low-Wage Workers and the High Cost of Living in New York City," Testimony Presented to the New York City Council Committee on Civil Service and Labor, <http://fiscalpolicy.org/wp-content/uploads/2014/02/FPI-Parrott-testimony-Low-Wage-workers-and-Cost-of-living-Feb-27-2014.pdf> (accessed November 14, 2014). Also see National Employment Law Project, "The Low-Wage Recovery: Industry Employment and Wages Four Years into the Recovery," Data

NEW YORK CITY'S LIVING WAGE LAW.

New York City Mayor Bill de Blasio's September 2014 Executive Order expands the City's Living Wage Law from \$11.50 per hour to \$13.13 an hour (including \$1.63 for health benefits).³ This Living Wage Law⁴ applies to a select group of workers employed in businesses or commercial spaces that receive more than \$1 million in city subsidies as defined by section 6-134 of the City Administrative Code. The executive order is projected to expand coverage of this Living Wage from a current cohort of 1,200 workers to an estimated 18,000 workers over the next five years. Beginning in January 2015, this Living Wage will be adjusted for inflation. The Mayor's office projects that with inflation

Brief, April 2014, p. 1, <http://www.nelp.org/page/-/Reports/Low-Wage-Recovery-Industry-Employment-Wages-2014-Report.pdf?nocdn=1> (accessed June 11, 2014).

³ The City of New York, Office of the Mayor, "Living Wage for City Economic Development Projects," http://www1.nyc.gov/assets/home/downloads/pdf/executive-orders/2014/eo_7.pdf (accessed November 14, 2014).

⁴ The City's older Living Wage Law (section 6-109 of the Administrative Code) covers a limited number of workers providing care under City government contracts. Enacted in 1996, this living wage covers workers providing day care, head start, building services, food services, and temporary services, with coverage extended in 2002 to homecare workers and workers providing services to persons with cerebral palsy. The wage level under this living wage law has been \$11.50 an hour (including \$1.50 for health benefits) since 2006, and is not automatically adjusted for inflation.

adjustments, this City Living Wage will reach \$15.22 in 2019.⁵

The current New York State minimum wage of \$8.00 per hour applies to a more comprehensive group of workers across most sectors. Along with 26 other states and the District of Columbia, New York State sets a higher minimum wage level than the current \$7.25 federal minimum wage.⁶ President Obama has proposed raising the federal minimum wage to \$10.10 an hour.⁷ The purchasing power of the federal minimum wage has fallen by 22 percent since the late 1960s.⁸ Moreover, if the minimum wage had kept pace with overall productivity growth in the economy, it would be nearly \$19.00 by 2016.⁹

Under present state law, New York's minimum wage will increase to \$8.75 on December 31, 2014, and to \$9.00 an hour on December 31, 2015.¹⁰ It is not indexed to inflation. There is Albany legislation pending to increase the state minimum to \$10.10, and a separate

⁵ City of New York, September 30, 2014, "Mayor de Blasio Signs Executive Order to Increase Living Wage and Expand it to Thousands More Workers," News, <http://www1.nyc.gov/office-of-the-mayor/news/459-14/mayor-de-blasio-signs-executive-order-increase-living-wage-expand-it-thousands-more#/0> (accessed November 14, 2014).

⁶ Currently 23 states and the District of Columbia have minimum wages above the federal minimum wage. Additionally, four additional states approved ballot measures in the 2014 election. National Conference of State Legislatures, "State Minimum Wages | 2014 Minimum Wages by State," <http://www.ncsl.org/research/labor-and-employment/state-minimum-wage-chart.aspx> (accessed November 14, 2014).

⁷ The White House, Office of the Secretary, "President Barack Obama's State of the Union Address," <http://www.whitehouse.gov/the-press-office/2014/01/28/president-barack-obamas-state-union-address> (accessed November 14, 2014).

⁸ Jared Bernstein & Sharon Parrott, January 7, 2014, "Proposal to Strengthen Minimum Wage Would Help Low-Wage Workers, With Little Impact on Employment," Center on Budget and Policy Priorities, Economy, <http://www.cbpp.org/cms/?fa=view&id=4075> (accessed November 14, 2014).

⁹ David Cooper, December 19, 2013, "Raising the Federal Minimum Wage to \$10.10 Would Lift Wages for Millions and Provide a Modest Economic Boost," Economic Policy Institute, <http://www.epi.org/publication/raising-federal-minimum-wage-to-1010/>

¹⁰ New York State, Department of Labor, "Minimum Wages," Labor Standards, <http://www.labor.ny.gov/workerprotection/laborstandards/workprot/minwage.shtm> (accessed November 14, 2014).

SELF-SUFFICIENCY WAGE FOR A BRONX FAMILY OF THREE

An hourly wage of \$13.13 in New York City yields an annual income of \$27,310, slightly above the Self-Sufficiency Standard for a single adult living in the Bronx (\$26,951). However, that single person's neighbors—a married couple with one infant—would not be self-sufficient even if **each** parent worked at jobs earning a \$13.13 hourly wage. Indeed, in order to meet their basic needs, **each** parent would need to earn \$14.66, working full time (totaling \$61,965). Five years later, when their child is old enough for full-day public school their costs will fall as they would then only need part-time child care. In the unlikely scenario that there is no increase in living expenses, the Living Wage would then be above the minimum wage (\$12.39 per hour) needed to meet their basic needs.

measure to give localities the authority to set a local minimum wage up to 30 percent above the state minimum. If both proposed laws were enacted, New York City could set a \$13.13 hourly minimum wage. A growing number of large cities, and a few suburban counties, are establishing higher minimum wage levels. Seattle, San Diego, San Jose, San Francisco, and Washington, D.C. already have established higher minimums, and Chicago, Los Angeles, and Oakland are among the cities considering substantially higher minimum wages in the \$12-\$15 an hour range. Both Seattle and San Francisco have acted to raise their minimum wage levels to \$15.00 an hour in coming years.

The expansion of New York City's Living Wage levels to cover more workers at a higher rate and indexed to inflation, or to establish a significantly higher minimum wage are important steps in providing a more reasonable wage floor in the job market, enabling more employed New Yorkers to achieve self-sufficiency through work. At the same time, it is critical to note that even an hourly wage of \$13.13 does not constitute a self-sufficiency wage for most compositions of New York City households across the five boroughs (see previous page *Bronx Family of Three*).

It is necessary to broaden living wage coverage to the City's large indirect social service workforce, coupled with better career advancement supports. Existing City Living Wage law currently does not apply to the tens of thousands of workers at not-for-profit organizations providing essential social services under City contract. New York City

spends \$5 billion annually on social service contracts and, as such, is a major indirect employer of tens of thousands of workers at not-for-profit organizations. Wages in this sector are among the lowest for all industries. Half of non-profit social service workers are paid less than \$14 an hour.¹¹ Among those working in community and social service occupations, over a third are in households within 200 percent of the federal poverty level. A campaign is underway in which the City would increase contract funding to establish a \$15 an hour wage floor, coupled with sector-wide support for greater professional development opportunities for lower-paid nonprofit social service workers.¹²

A minimum wage increase to \$13.13 an hour and a \$15 an hour wage floor for social service workers on City contracts represent considerable progress. Yet, these critical wage floors should not be misconstrued as ceilings. These wage levels would provide a worker with annual earnings around \$25,000-\$30,000. Neither wage rate constitutes a self-sufficiency wage for a substantial portion of the 780,000 working households below the Self-Sufficiency Standard.

Raising the wage floor is good for workers and communities with potential benefits to jobs and businesses. While raising the minimum wage provokes debate at the federal, state, or municipal level,

there is considerable consensus among economists and social scientists who have studied the impacts of raising the minimum wage: raising the minimum wage has positive workplace impacts beyond the obvious one of increasing workers' earnings, including reduced turnover (increased job security for workers), increased employer investment in training, and improved employee productivity and morale. Moreover, it has negligible negative effects on employment and minimal effects on price increases.¹³ For example:

- A 2011 study of citywide minimum wage increases by the Center for Economic and Policy Research examined minimum wage increases passed in Santa Fe, San Francisco, and Washington, D.C., and found that wages rose for low-paid cooks, servers and workers in fast-food, food services, retail, and other low-wage establishments without causing a statistically significant decrease in total employment levels.¹⁴
- A 2014 study of San Francisco's minimum wage, health care, and paid sick leave laws, which collectively raised the compensation of low-wage people to 80 percent above the federal minimum wage, found that these laws raised pay without costing jobs. From 2004 to 2011, private sector employment grew by 5.6

¹¹ See Jennifer Jones-Austin (FPWA) and James Parrott (FPI), November 5, 2014, "Expanding Opportunities and Improving City Social Service Quality Through a Career Ladder Approach," Briefing at Philanthropy New York, www.philanthropynewyork.org/sites/default/files/resources/Presentation_Jones%20Austin%20and%20Parrott_11.05.2014.pdf

¹² Ibid.

¹³ Arindrajit Dube, T. William Lester and Michael Reich, "Minimum Wage Effects Across State Borders: Estimates Using Contiguous Counties," *Review of Economic and Statistics* (November 2010), available at <http://www.irl.berkeley.edu/workingpapers/157-07.pdf>; see also NELP Summary, available at http://nelp.3cdn.net/98b449fce61fca7d43_1m6iizwd.pdf.

¹⁴ John Schmitt and David Rosnick, 2011, *The Wage and Employment Impact of Minimum-Wage Laws in Three Cities*, <http://www.cepr.net/index.php/publications/reports/wage-employment-impact-of-min-wage-three-cities> (accessed October 22, 2014).

percent in San Francisco, but fell by 4.4 percent in other Bay Area counties that did not have a higher local wage. Among food service wage earners, who are more likely to be affected by minimum wage laws, employment grew 18 percent in San Francisco, faster than in other Bay Area counties.¹⁵

INDEXING. Wages across sector should be indexed to the cost of living. Indexing is key to maintaining the value of the new higher wages over time.¹⁶

While we look to government to enforce an equitable floor, we look to

Raising Labor Standards at the Local Level, <http://irle.berkeley.edu/publications/when-mandates-work>.

¹⁶ Such indexing since 2000 has resulted in Washington State by 2014 having the highest statewide minimum wage, \$9.32 per hour in the country.

¹⁵ Michael Reich, Ken Jacobs, and Miranda Dietz, The Institute for Research on Labor and Employment, When Mandates Work

employers across sectors to do more: raise wages beyond the floor, index them to cost of living increases, and ensure that compensation packages are fair, equitable and responsive to the need of employees to meet and move securely beyond the Self-Sufficiency Standard.

STRUCTURE EMPLOYMENT AS A PATHWAY OUT OF POVERTY TO SELF-SUFFICIENCY

In New York City, 780,000 households have at least one working adult, many of them full time, yet they lack adequate resources to meet even their most basic needs.

A critical driver of employment with self-sufficiency wages is education—80% of the people without a high school degree are living below the standard of self-sufficiency. At the same time, education is not a guarantee. Twenty-one percent of all people with a four-year college degree still earn inadequate incomes.

The Self-Sufficiency Standard report highlights the persistent gender and racial inequities around what it takes to earn a self-sufficiency wage. Even with equal education and equal work effort, income inadequacy is more severe among households maintained by women alone, households maintained by people of color, and households with children. For example, women of color with some college or an associate's degree have nearly the same income inadequacy rate as white males without a high school diploma or GED (55% compared to 57%). Well into the 21st century, our low-wage workforce disproportionately

RECOMMENDATIONS: INCREASE WAGES TO ALIGN WITH THE COST OF LIVING

1. Increase wage floors. Wages that are sufficient to cover living costs is at base what defines fair compensation. If we are committed to restoring fairness and countering rising inequality, then a higher City minimum wage floor is needed and City living wage policies should be expanded, particularly to encompass the sizable non-profit social service workforce.

The City needs to increase social service contract funding levels to make up for years of inadequate funding and enable non-profits to improve pay and advancement opportunities for poorly compensated workers. Philanthropic grant-making practices could bolster these efforts by funding the full workforce costs of carrying out projects, including allocating funds to general operating costs and overhead, and ensuring the adequacy of human resource budgets and hourly pay rates.

In New York City, raising the wage floor is the most effective single policy for countering rising inequality.

2. Index wages. Once wage floors are raised to adequate levels they should be indexed to inflation so that workers' purchasing power is not inadvertently eroded by increases in the cost of living.

3. Strengthen Employers' Policies. Investment in a stable and robust workforce, whether direct or indirect, can improve the quality of products and services, enhance company reputations, and help build a loyal customer base. It is also critical for all employers to foster salary parity across gender and racial/ethnic lines. Employers should evaluate compensation levels and pay scales of their workforces, including through the lens of equity. Corporations that contract out service or supply functions to other firms should ensure that contractors fairly compensate workers. This is good for individual workers and it is good for the bottom line.

consists of women, people of color, and immigrants.

Building access to better employment requires investment in career ladders, pathways and apprenticeships with consistent, systematic and large-scale opportunities for individual growth and advancement across sectors and industries. The surge in well-paying technology jobs is an example of a promising direction for more sectors to follow and should be a pathway for traditionally less-advantaged individuals and communities. Investment in high quality education beginning in early childhood is also critically important, as are the supports that place and keep children on college and career continuums. New York City's Universal pre-kindergarten program is a promising step and we urge the city to continue this direction of building an inclusive quality education system that begins in a child's first three years.

MAKE QUALITY, AFFORDABLE HOUSING, FOOD, AND CHILD CARE ACCESSIBLE TO ALL NEW YORKERS

As the family from the Bronx on p. 43 highlights, even an increased Living Wage of \$13.13 per hour still requires work supports, such as subsidized child care, in order to cover the costs of other basic needs. Without child care, at least one parent would have to stop working, creating the need for even more supports—such as food stamps, emergency food pantries, and the costly homeless shelter system. When wages and employment benefits' packages

RECOMMENDATIONS: STRUCTURE EMPLOYMENT AS A PATHWAY OUT OF POVERTY TO SELF-SUFFICIENCY

4. Identify and develop structures that consistently highlight and create access to career ladders and pathways for individuals within companies and sectors, as well as out into other industries. Employers should assess pathways for advancement in their existing workforce and build opportunities for continued and advanced employment with better wages, particularly for entry level workers and populations which have historically worked longer or required more years of education to achieve the same level of self-sufficiency. City government can lead by example through supporting more systematic professional development and career advancement opportunities for lower-paid social service workers employed under City service contracts.
5. Strengthen policies and practices that improve retention and allow workers to better balance work and family life, such as flexible work hours, predictable scheduling, work-sharing and paid sick leave.
6. Promote new jobs and emerging industries which provide wages that are at Self-Sufficiency Standard levels and support and encourage plans for workforce retention and advancement by tying incentives and employment contracts to Self-Sufficiency Standards.
7. Utilize workforce training and development resources for preparing people for higher wage jobs in all sectors, which should include apprenticeships along with degree and credentialing programs. Fund innovative pilots and promising practices.
8. Invest in the workforce required for redressing economic inequities by sufficiently funding social and human services. The lower-wage social and human services workforce consists predominantly of women of color. Appropriate compensation and intentional career pathways build the expertise and retention rates of the workforce. Increase funding towards education and skills to build highly effective staff at all levels and to advance individuals into better-paying positions.
9. Invest in effective cradle to college continuums for target populations and communities. Resources commensurate with need must be available to keep children—particularly those from households and communities below the Self-Sufficiency Standard—on the pathway to higher education or to quality apprenticeship programs and nontraditional training. Additional support is required for efforts that ensure timely and affordable completion of degree programs and higher education.
10. Fund and support advocacy for broad scale, systemic solutions.

are not sufficient for people to meet their basic needs, New Yorkers turn to public and private charity to fill the gaps. Each year that wages fall further behind the cost of living, it increases the costs to government—and to all of us as taxpayers—as well as straining the already overburdened private charity system.

Affordable housing, food, and child care are essentials to anyone who seeks to attain and maintain employment. City, state, federal and philanthropic dollars go towards programs that provide access to millions of New Yorkers who cannot access them on their own. While these programs are critical lifelines for individuals and families all around us, at the current level, these programs do not support everyone who needs them, nor do they provide the depth of support needed for those who have them.

HOUSING. While all basic needs' costs have risen, the largest increase has been in housing, which has risen on average 59% between 2000 and 2014. Rising rental costs make it increasingly difficult for New Yorkers to hold onto their homes and remain in their neighborhoods. As shown in Figure E, *Profile of Households with Inadequate Income*, 81% of the New Yorkers living below the Self-Sufficiency Standard spend more than 30% of their income on housing. Home ownership—which is one of the most reliable ways to build assets and upward mobility—is prohibitive for most New Yorkers. Rent regulations and specialized

RECOMMENDATIONS: MAKE QUALITY, AFFORDABLE HOUSING, FOOD, AND CHILD CARE ACCESSIBLE TO ALL NEW YORKERS

For too many, work does not pay enough to afford costly basic necessities. Ensure that New Yorkers across the income spectrum, from low-to moderate-income levels, can afford their essentials.

11. NYC must continue to roll out its ambitious Affordable Housing Plan, harnessing the power of the private market to help build, preserve, and expand affordable units. Priorities include the following:

- Preserve existing affordable housing in private rent-regulated buildings, and set standards so that the impact of city-subsidized housing affordability is not undermined by short-term affordability requirements. These preservation goals are the most cost-effective way to maintain affordability for the greatest number of people. For the city-subsidized housing, the City must ensure that stronger standards are in place so that all programs are permanently affordable. The City should also work closely with neighborhood-based not-for-profit affordable housing developers, who ensure true permanent affordability. For the private rent-regulated housing, we call on Albany to repeal the Urstadt Amendment, ending state control over city rent regulations, and to also repeal the luxury decontrol threshold. We call on the NYC rent guidelines board to set yearly rental increases that are appropriate for and in line with interests of tenants as well as landlords.
- Ensure that new housing development result in the maximum amount of affordable housing by using multiple approaches and incentive levers, such as Mandatory Inclusionary Zoning and Tax Abatements. Mandatory Inclusionary Zoning would require developers who take advantage of increased zoning density to build commensurate levels of affordable housing. The 421A Tax Abatement laws are sun setting and the City and State's response must ensure that public benefits from subsidized buildings are commensurate with the financial incentive afforded to developers. A city-wide requirement could ensure that housing built anywhere in NYC includes affordable units and, moreover, that those units indeed provide public benefit by maximizing the percentage of affordable housing and deepening the level of affordability so that local neighborhoods are truly stabilized.
- When the City provides more than one benefit to the private housing sector, benefits to the public must in turn be stacked against each other, rather than combined, so that benefits developers receive are commensurate with the benefits they provide to communities.

rental support programs that restrain ballooning housing cost increases are critical yet are accessible to too few households.

CHILD CARE. After housing, child care is the single greatest expense in a family's budget for those with young children. Even with equal work effort, income inadequacy is more severe among households with children. Fifty-three percent of all households below the Self-Sufficiency Standard—more than half—have children. This reflects in part the significant expense associated with raising children and the way that lack of access to affordable, high quality child care is a roadblock to primary caretakers' careers, educational advancement, and opportunities for savings.

FOOD. The cost of food has risen an average of 59% in NYC since 2000. Unlike fixed costs such as housing and child care, food is "elastic" and spending can be reduced when available income is less. Households balance their budgets by foregoing food to pay rent, by eliminating more nutritious but costlier fruits and vegetables, and by turning to government supports such as the Supplemental Nutrition Assistance Program (SNAP), school meals and social hubs with meals, such as religious or senior centers. New York City's emergency food network of soup kitchens and food pantries now struggle to serve 1.4 million New Yorkers annually, who are chronically uncertain as to where their next meal will come from. The impact from reduced

RECOMMENDATIONS, CONTINUED: MAKE QUALITY, AFFORDABLE HOUSING, FOOD, AND CHILD CARE ACCESSIBLE TO ALL NEW YORKERS

12. Continue to expand access to high quality, affordable early education and afterschool programming:

- Successfully implement full-day universal prekindergarten to all four year-olds.
- Expand full-day universal prekindergarten to all three year-olds.
- Encourage child care centers and family day care homes to reach a diverse, economically integrated population of children by permitting sliding scale tuition and parent fee requirements and child care subsidies, engaging children from families across the income spectrum to those who pay market rate.
- Expand the capacity of infant and toddler child care provided in licensed, regulated child care centers and family day care homes.
- Expand the refundable state and local child care tax credits.
- Ensure that parents on public assistance have appropriate and complete information on the types of subsidized child care options available as well as information on available seats in high quality center based and family day care homes. Besides concrete information and options, also ensure that parents have sufficient time to secure appropriate and high quality child care.
- Successfully implement universal access to middle school afterschool programming and expand afterschool and summer programming to elementary school children and high school students.
- Ensure that the early childhood staff and afterschool staff benefit from adequate compensation, professional development and career ladders.
- Ensure that rates of reimbursement allow providers to meet quality standards.
- Overall, ensure that investment is commensurate with need, by fully funding quality, affordable, and reliable child care from birth through age five.

13. Responses to food insecurity must go beyond emergency food programs to long-term sustainable options:

- Decrease the numbers of New Yorkers living in areas with low access to fresh food purveyors by providing zoning and financial incentives to eligible grocery store operators and developers, incorporating food security priorities into affordable housing plans, and funding and expanding innovative pilots designed to increase access.
- Support 'good food/good jobs' initiatives that partner business, philanthropies, and government to bolster employment, foster economic growth, fight hunger, improve nutrition, cut obesity, and reduce spending on diet-related health problems by bringing healthier food into low-income neighborhoods and creating jobs. This includes seed money for food jobs projects, food processing, expanding community-based technical assistance, investment in urban aquaculture, and reduced bureaucratic burdens on food-related small businesses.

purchasing power for food goes beyond individuals and families to food retailers. This effect was underscored by the 2011 supermarket need index which identified a widespread shortage of neighborhood grocery stores and supermarkets. High need for fresh food purveyors affects more than three million New Yorkers, with the highest need found in low-income neighborhoods.¹⁷

SAVINGS. Saving is unrealistic for many New Yorkers because there just is nothing left at the end of the month. For the first time, the 2014 *Self-Sufficiency Standard* Report calculates emergency savings as a minimum, required expense, alongside food, housing, child care, health care, transportation and taxes. Emergency short-term savings address the income and expense volatility that working poor households all too regularly face. Yet as is the case with all calculations

in the Self-Sufficiency Standard, the savings' estimates are extremely modest. They only cover short-term, one time emergencies. Long-term asset building, such as saving for higher education, retirement and home buying, that enables upward mobility and economic security would require additional resources beyond Self-Sufficiency Standard level wages and emergency savings.

¹⁷ City of New York, Office of the Mayor, "New York City Food Policy: 2013 Food Metrics Report," <http://www.nyc.gov/html/nycfood/downloads/pdf/1152-food-metrics-report-2013.pdf>.

RECOMMENDATIONS, CONTINUED: MAKE QUALITY, AFFORDABLE HOUSING, FOOD, AND CHILD CARE ACCESSIBLE TO ALL NEW YORKERS

- Increase utilization and broaden and deepen access to WIC, SNAP, and School Meals, and endorse the Federal Child Nutrition Reauthorization Act with strong guidelines.

14. Ensure that all households can meet unexpected financial setbacks, especially those with the fewest resources, by building savings—both for emergencies and for asset building:

- Promote the capacity of New Yorkers at all stages of life to save with systematic, comprehensible and accessible savings options at their places of employment.
- Increase the likelihood that New Yorkers will save by instituting opt out, rather than opt in options for long-term savings programs.
- Maximize the take-up of tax credits, such as the Earned Income Tax Credit and the Child Care Tax Credit, and at the state level deepen and expand tax credits to more households at or below the Self-Sufficiency Standard. Use EITC and tax credit refunds to expand opportunities to save, both emergency and for longer-term investments.
- Remove disincentives to save. In particular, ensure that eligibility guidelines for work supports do not preclude basic and essential needs for building emergency savings. Individual Development Accounts allow welfare recipients to save for specifics like education, without losing benefits.

APPENDIX A: METHODOLOGY & DATA SOURCES

OVERLOOKED & UNDERCOUNTED

DATA AND SAMPLE

This study uses data from the 2012 American Community Survey by the U.S. Census Bureau. The American Community Survey (ACS), which shifted from a demonstration program to the full sample size and design in 2005, is a new approach to collecting census data that eliminated the need for a long form in the 2010 Census. The ACS publishes social, housing, and economic characteristics for demographic groups covering a broad spectrum of geographic areas with populations of 65,000 or more in the United States and Puerto Rico.

The 2012 Public Use Microdata Sample (PUMS) is a set of data files that contains records of a one-percent sample of all housing units surveyed. For determining the PUMS sample size, the size of the housing unit universe is the ACS estimate of the total number of housing units. Nationally, the 2012 PUMS data set contains a one-percent sample size of 1,340,387 housing unit records (representing a housing unit estimate of about 130 million households nationally); in the state of New York, the 2012 ACS one-percent sample size is 81,231 housing units (representing a housing unit estimate of 8,123,585 New York State households).¹

The most detailed geographic level included in the ACS is Public Use Micro Data Sample Areas (PUMAs), which are special, non-overlapping areas that

partition a state. Each PUMA, drawn using the Census 2010 sample PUMS files, contains a population of about 100,000. New York City, which has five counties, is partitioned into 55 PUMAs, with 2012 ACS estimates reported for each.

Since the Self-Sufficiency Standard assumes that all adult household members work, the population sample in this report includes only those households in which there is at least one adult of age 18-65 who is not disabled. Thus, although the ACS sample includes households that have disabled and/or elderly members, this report excludes disabled/elderly adults and their income when determining household composition and income. Households defined as “group quarters” are also excluded from the analysis. In total, 2,235,018 non-disabled, non-elderly households are included in this demographic study of New York City.

MEASURES USED: HOUSEHOLD INCOME, THE FPL AND THE SELF-SUFFICIENCY STANDARD

INCOME. The ACS/Census income is determined by calculating the total income of each person in the household, excluding seniors and disabled adults. Income includes money received during the preceding 12 months by non-disabled/non-elderly adult household members (or children) from: wages or salary; farm and non-farm self-employment; Social Security or railroad payments; interest on savings or bonds, dividends, income from estates or trusts, and net rental income; veterans’

payments or unemployment and worker’s compensation; public assistance or welfare payments; private pensions or government employee pensions; alimony and child support; regular contributions from people not living in the household; and other periodic income. It is assumed that all income in a household is equally available to pay all expenses. Not included in income are: capital gains; money received from the sale of property; the value of in-kind income such as food stamps or public housing subsidies; tax refunds; money borrowed; or gifts or lump-sum inheritances.

THE FPL. This study uses the 2012 U.S. Census Bureau poverty thresholds, which vary by family composition (number of adults and number of children) but not place, with each household coded with its appropriate federal poverty measure (FPL).

THE SELF-SUFFICIENCY STANDARD.

Because the Self-Sufficiency Standard has been calculated for 2010 and 2014, but not 2012 for New York City, 2012 Standards were calculated by interpolating between the 2010 and 2014 Standard for each family type, and for each PUMA, depending on its location. Households are categorized by whether household income is (1) below the federal poverty threshold (FPL) as well as below the Self-Sufficiency Standard, (2) above the poverty threshold but below the Standard, or (3) above the Standard. Households whose income is below the Standard are designated as having “insufficient” or “inadequate” income.

¹ U.S. Census Bureau. PUMS Accuracy of the Data (2012), http://www.census.gov/acs/www/Downloads/data_documentation/pums/Accuracy/2012AccuracyPUMS.pdf

THE SELF-SUFFICIENCY STANDARD

Making the Self-Sufficiency Standard as consistent and accurate as possible, yet varied by geography and the ages of children, requires meeting several criteria. To the extent possible, the data used in the Self-Sufficiency Standard are:

- collected or calculated using standardized or equivalent methodology nationwide;
- obtained from scholarly or credible sources such as the U.S. Census Bureau;
- updated regularly; and,
- geographically- and age-specific, as appropriate.

Costs that vary substantially by place, such as housing and child care, are calculated at the most geographically-specific level for which data are available. Other costs, such as health care, food, and transportation, are varied geographically to the extent there is variation and appropriate data available. In addition, as improved or standardized data sources become available, the methodology used by the Standard is refined accordingly, resulting in an improved Standard that is comparable across place as well as time.

The Self-Sufficiency Standard is calculated for 152 different family types for each borough (county) in New York City, as well as separate tables for two areas of Manhattan and Brooklyn (see <http://www.selfsufficiencystandard.org/pubs.html> or <http://www.wceca.org> to view the full data tables). The cost of each basic need and the Self-Sufficiency Wages for eight selected

family types for each borough in New York City are included in Appendix B.

The Self-Sufficiency Standard assumes adult household members work full time and therefore includes all major costs associated with employment for every adult household member (i.e., taxes, transportation, and child care for families with young children). The Self-Sufficiency Standard does not calculate costs for adults with disabilities or elderly household members who no longer work. It should be noted that for families with persons with disabilities or elderly family members there are costs that the Standard does not account for, such as increased transportation and health care costs.

The Standard assumes adults work 8 hours per day for 22 days per month and 12 months per year. Each cost component in the Standard is first calculated as a monthly cost. Hourly and annual Self-Sufficiency Wages are calculated based on the monthly Standard by dividing the monthly Self-Sufficiency Standard by 176 hours per month to obtain the hourly wage and multiplying by 12 months per year to obtain the annual wage. The Standard therefore assumes a full-time worker works a total of 2,112 hours per year.

The components of The Self-Sufficiency Standard for New York City 2014 and the assumptions included in the calculations are described below.

HOUSING

For housing costs, the Standard uses the most recent Fiscal Year (FY) Fair Market Rents, which are calculated annually by the U.S. Department of Housing and Urban Development (HUD) for each state's metropolitan and non-metropolitan areas, and are used to determine the level of rent for those receiving housing assistance through the Housing Choice Voucher Program.² Housing costs in the 2014 New York City Self-Sufficiency Standard are calculated using the FY 2014 HUD Fair Market Rents (FMRs).

The FMRs are based on data from the 1-year and 5-year American Community Survey estimates, and are updated for inflation using the Consumer Price Index. The survey sample includes renters who have rented their unit within the last two years, excluding new housing (two years old or less), substandard housing, and public/subsidized housing. Thus FMRs, which include utilities (except telephone and cable), are intended to reflect the cost of housing in the current market that meets minimum standards of decency.³ FMRs are typically set at the 40th percentile, which means that 40% of the housing in a given area is less expensive than the FMR, and 60%

² Section 8(c)(1) of the United States Housing Act of 1937 requires the Secretary to publish Fair Market Rents (FMRs) periodically, but not less than annually, to be effective on October 1st of each year. U.S. Department of Housing and Urban Development, "Final Fair Market Rents for the Housing Choice Voucher Program and Moderate Rehabilitation Single Room Occupancy Program Fiscal Year 2014," Federal Register Vol. 78, No. 192 (October 3, 2013), http://www.huduser.org/portal/datasets/fmr/fmr2014f/fy2014_FR_Preamble.pdf (accessed May 12, 2014).

³ U.S. Housing and Urban Development, "Fair Market Rents for the Section 8 Housing Assistance Payments Program," Data Sets, Fair Market Rents: Overview (rev 2007), http://www.huduser.org/portal/datasets/fmr/fmrover_071707R2.doc (accessed May 12, 2014).

is more expensive. The FMRs for New York City are set at the 40th percentile.

HUD calculates one set of FMRs for an entire metropolitan area. Therefore, all counties in New York City share the same FMR. In order to differentiate the cost of housing by county within New York City, the Standard uses median gross rent ratios by county calculated from the U.S. Census Bureau's 2012 American Community Survey (ACS) 1-year estimates.

In addition, housing costs in Manhattan (New York County) and Brooklyn (Kings County) are further adjusted for variation between two geographic areas of Manhattan and Brooklyn. The 2011 New York City Housing and Vacancy Survey median gross rents for sub-boroughs within Manhattan were used to adjust housing costs for what is referred to as "North Manhattan" and "South Manhattan" in this report. Note that these areas do not necessarily align with the commonly understood geographic boundaries of Lower and Upper Manhattan. The two areas were determined by grouping together sub-boroughs with similar housing costs. The traditional border of 14th Street for Lower Manhattan left out high housing cost areas such as Chelsea, Clinton, Turtle Bay, and the Upper East and Upper West Side.

The geographic area of North Manhattan for the purposes of this report includes the following sub-boroughs: Morningside Heights/Hamilton Heights, Central Harlem, East Harlem, and Washington Heights/Inwood. The sub-boroughs included in the geographic area of South

Manhattan are: Greenwich Village/Financial District, Lower East Side/Chinatown, Chelsea/Clinton/Midtown, Stuyvesant Town/Turtle Bay, Upper West Side, and Upper East Side.

Northwest Brooklyn includes the following sub-boroughs: Williamsburg/Greenpoint, Brooklyn Heights/Fort Greene, and Park Slope/Carroll Gardens. The sub-boroughs included in the remainder of Brooklyn include: Brownsville/Ocean Hill, Bedford-Stuyvesant, East New York/Starrett City, Coney Island, North Crown Heights/Prospect Heights, Flatlands/Canarsie, East Flatbush, South Crown Heights, Sheepshead Bay/Gravesend, Bensonhurst, Bushwick, Bay Ridge, Sunset Park, Borough Park, and Flatbush.

To determine the number of bedrooms required for a family, the Standard assumes that parents and children do not share the same bedroom and no more than two adults or two children share a bedroom. Therefore, the Standard assumes that single persons and couples without children have one-bedroom units, families with one or two children require two bedrooms, families with three or four children require three bedrooms, and families with five or six children require four bedrooms. Because there are few efficiencies (studio apartments) in some areas, and their quality is very uneven, the Self-Sufficiency Standard uses one-bedroom units for single-adult and childless-couple households.

DATA SOURCES

HOUSING COST. U.S. Department of Housing and Urban Development, "Schedule B: FY 2014 Final Fair Market Rents for Existing Housing,"

Data Sets, Fair Market Rents, <http://www.huduser.org/portal/datasets/fmr.html> (accessed March 31, 2014).

COUNTY-LEVEL HOUSING COSTS.

U.S. Census Bureau, American Factfinder, "B25064 Median Gross Rent," 2012 American Community Survey 1-Year Estimates, Detailed Tables, <http://factfinder2.census.gov/> (accessed March 31, 2014). Sub-borough Area Housing Costs. U.S. Census Bureau, "2011 New York Housing and Vacancy Survey," <https://www.census.gov/housing/nychvs/data/2011/nychvs11.html> (accessed March 31, 2014).

CHILD CARE

The Family Support Act, in effect from 1988 until welfare reform in 1996, required states to provide child care assistance at market rate for low-income families in employment, education or training. States were also required to conduct cost surveys biannually to determine the market rate (defined as the 75th percentile) by facility type, age, and geographic location, or set a statewide rate.⁴ Many states, including New York State, have continued to conduct or commission the surveys as well as reimburse child care at or close to this level. In New York City, the market rates and the maximum reimbursement ceilings are calculated at the 69th percentile.⁵

⁴ U.S. Government Printing Office, "Section 9. Child Care," 108th Congress 2004 House Ways and Means Committee Green Book, <https://www.gpo.gov/fdsys/pkg/GPO-CPRT-108WPRT108-6/pdf/GPO-CPRT-108WPRT108-6-2-9.pdf> (accessed June 7, 2014).

⁵ Starting April 1, 2014, New York City child care reimbursement levels changed from being set at the 75th percentile to the 69th percentile of the market rate. However, the child care rates included in the Standard continue to be at the 75th percentile. See New York State Office of Children and Family Services, Division of Child Care Services, Local Commissioners Memoranda, Transmittal 14-OCFS-LCM-03. "Child Care Market Rates 2014-2015,"

Child care costs for the Standard were calculated at the 75th percentile of child care costs from responses to the 2013-2015 market rate survey for each type of care facility and age group. For the 2014 New York City Standard, infant and preschooler costs were calculated assuming full-time care and costs for school-age children were calculated using part-time rates. Costs were calculated based on a weighted average of family child care and center child care. Since one of the basic assumptions of the Standard is that it provides the costs of meeting needs without public or private subsidies, the “private subsidy” of free or low-cost child care provided by relatives and others is not assumed. Note that the New York Child Care Market Rates calculate children under one and a half years of age as one age category and children from one and a half through two years of age as another category. For the Standard, these two age categories have been combined into one ‘infant’ category by averaging the rates for both age groups. For infants, family child care accounts for 43% of the care and center child care accounts for 57%. For preschoolers, family child care accounts for 26% of the care and center child care accounts for 74%. For school-age children, family child care accounts for 46% of the care and center child care accounts for 54%.⁶ Note that previous Standards did not assume a weighted average of family and center child care. Previously,

infants were assumed to be cared for in family child care while preschool and school-age children were assumed to be cared for in child care centers.

To calculate the monthly cost of child care for infants and preschoolers, the weekly New York Child Care Market Rates were multiplied by 4.3 weeks per month. Costs for school-age children in the Standard were calculated as part-day care at school-age child care facilities for children between the ages of six and 12. The part-day rates for school-age children in the New York Child Care Market Rates were reported as daily rates; the daily rates were multiplied by five days per week and 4.3 weeks per month to calculate the monthly rates.

The New York Child Care Market Rates are established in five geographic groupings of counties. The rates established for each group apply to all counties or districts in the group. The Group Five region includes all New York City boroughs, which share the same market rates. The New York Child Care Market Rates calculate the cost of child care at the 75th percentile for each group.

DATA SOURCES

CHILD CARE COSTS. Craig Sunke, New York State Office of Child and Family Services, email response to Freedom of Information Law request, May 2, 2014.

FOOD

Although the Supplemental Nutrition Assistance Program (SNAP, formerly the Food Stamp Program) uses the U.S. Department of Agriculture (USDA)

Thrifty Food Plan to calculate benefits, the Standard uses the Low-Cost Food Plan for food costs. While both of these USDA diets were designed to meet minimum nutritional standards, SNAP (which is based on the Thrifty Food Plan) is intended to be only a temporary diet.⁷

Although about 25% more expensive than the Thrifty Food Plan, the Low-Cost Food Plan is based on more realistic assumptions about food preparation time and consumption patterns, while still being a very conservative estimate of food costs. For instance, the Low-Cost Food Plan also does not allow for any take-out, fast-food, or restaurant meals, even though, according to the Consumer Expenditure Survey, the average American family spends about 41% of their food budget on food prepared away from home.⁸

The USDA Low-Cost Food Plan costs vary by month and the USDA does not give an annual average food cost; therefore, the Standard typically follows the SNAP protocol of using June data of the current year to represent the annual average. However, due to the timing of this report, The Self-Sufficiency Standard for New York City 2014 uses data for May 2014.

Both the Low-Cost Food Plan and the Standard’s budget calculations vary food costs by the number and ages of children and the number and gender of adults. The Standard assumes that in a one-adult household the adult is female and a two-

http://ocfs.ny.gov/main/policies/external/OCFS_2014/LCMs/14-OCFS-LCM-03%20Child%20Care%20Market%20Rates%202014-2015.pdf (accessed May 15, 2014).

⁶ U.S. Census Bureau, Survey of Income and Program Participation (SIPP), 2008 Panel, Wave 8. “Who’s Minding the Kids? Child Care Arrangements: Spring 2011,” <http://www.census.gov/hhes/childcare/data/sipp/index.html> (accessed July 19, 2013).

⁷ U.S. Department of Agriculture, Center for Nutrition Policy and Promotion, “Thrifty Food Plan, 2006,” <http://www.cnpp.usda.gov/Publications/FoodPlans/MiscPubs/TFP2006Report.pdf> (accessed November 5, 2013).

⁸ U.S. Department of Labor, Bureau of Labor Statistics, “Consumer Expenditures in 2012,” Economic News Release, <http://www.bls.gov/news.release/cesan.nr0.htm> (accessed November 5, 2013).

adult household is assumed to include one adult female and one adult male.

Geographic differences in food costs within New York City are varied using Map the Meal Gap data provided by Feeding America. To establish a relative price index that allows for comparability between counties, Nielsen assigns every sale of UPC-coded food items in a county to one of the 26 food categories in the USDA Thrifty Food Plan (TFP). The cost to purchase a market basket of these 26 categories is then calculated for each county. Ratios of the county market basket price to the state average are then calculated to compare the cost of food between New York City boroughs.

DATA SOURCES

FOOD COSTS. U.S. Department of Agriculture, Center for Nutrition Policy and Promotion, "Official USDA Food Plans: Cost of Food at Home at Four Levels, U.S. Average, May 2014," Low-Cost Food Plan, <http://www.cnpp.usda.gov/Publications/FoodPlans/2014/CostofFoodMay2014.pdf> (accessed July 8, 2014).

COUNTY-LEVEL FOOD RATIO. Gundersen, C., E. Engelhard, A. Satoh, & E. Waxman, Feeding America, "Map the Meal Gap 2014: Food Insecurity and Child Food Insecurity Estimates at the County Level," received from research@feedingamerica.org (May 13, 2013).

TRANSPORTATION

If there is an "adequate" public transportation system in a given area, it is assumed that workers use public transportation to get to and from work. A

public transportation system is considered "adequate" if it is used by a substantial percentage of the working population. According to a study done by the Institute of Urban and Regional Development at the University of California, if about 7% of the public use public transportation, then approximately 30% of the low- and moderate-income working population uses public transit.⁹ If 7% or more of the working population commutes to work by public transportation, the Standard assumes public transportation costs. In New York City, more than 7% of the working population over the age of 16 in all counties uses public transportation according to the American Community Survey: Bronx (60%), Kings (61%), New York (59%), Queens (52%), Richmond (30%).¹⁰ The cost of public transportation is obtained from the Metropolitan Transit Authority and is calculated using the cost of a 30-day unlimited ride MetroCard.

DATA SOURCES

PUBLIC TRANSPORTATION. Metropolitan Transit Authority, New York City Transit, "Fares and MetroCard," <http://www.mta.info/metrocard/mcgtreng.htm#unlimited> (accessed April 3, 2014).

HEALTH CARE

The Self-Sufficiency Standard assumes that an integral part of a self-sufficiency wage is employer-sponsored health insurance for workers and their families. Nationally and in New York, 67% of non-

elderly individuals in households with at least one full-time worker have employer-sponsored health insurance coverage.¹¹ Nationwide, employers pay 79% of the insurance premium for the employee and 73% of the insurance premium for the family on average. In New York, the full-time worker's employer pays an average of 79% of the insurance premium for the employee and 75% for the family.¹²

Health care premiums are obtained from the Insurance Component of the 2012 Medical Expenditure Panel Survey (MEPS), produced by the Agency for Healthcare Research and Quality, Center for Financing, Access, and Cost Trends. The MEPS health care premiums are the average employment-based health premium paid by a state's residents for a single adult and for a family. In New York the average premium paid by the employee is \$104.50 for a single adult and \$357.42 for a family. Health premium costs are adjusted for inflation using the Medical Care Services Consumer Price Index.

To vary the state premium costs for New York City, the Standard uses data from the New York State Department of Insurance 2014 Healthy New York Rates by County. The Standard averages the premium rates for each available company in New York City (availability

¹¹ The Henry J. Kaiser Foundation State Health Facts Online, "New York State: Employer-Sponsored Coverage Rates for the Nonelderly by Family Work Status, States (2011-2012), U.S. (2012)," <http://statehealthfacts.org/profileind.jsp?ind=150&cat=3&rgn=34> (accessed March 31, 2014).

¹² U.S. Department of Health and Human Services, Agency for Healthcare Research and Quality, Center for Financing, Access, and Cost Trends, "Tables II.C.3 and II.D.3: Percent of Total Premiums Contributed by Employees Enrolled in Single/Family Coverage at Private-Sector Establishments that Offer Health Insurance by Firm Size and State: United States, 2012," Medical Expenditure Panel Survey-Insurance Component, https://www.meps.ahrq.gov/mepsweb/data_stats/quick_tables_results.jsp?component=2&subcomponent=2&year=2012&tableSeries=2&tableSubSeries=CDE&searchText=&searchMethod=1&Action=Search (accessed March 31, 2014). (accessed March 31, 2014).

⁹ Chris Porter and Elizabeth Deakin, Socioeconomic and Journey-to-Work Data: A Compendium for the 35 Largest U.S. Metropolitan Areas (Berkeley: Institute of Urban and Regional Development, University of California, 1995).

¹⁰ U.S. Census Bureau (2011), American Community Survey, 2009-2011 3-Year Estimates, "B08301. Means of transportation to work -universe: workers 16 years and over," <http://www.factfinder.census.gov> (accessed July 22, 2013).

was the same for every borough in New York City) and calculates a ratio to adjust the state-level MEPS data.

Health care costs also include regional out-of-pocket costs calculated for adults, infants, preschoolers, school-age children, and teenagers. Data for out-of-pocket health care costs (by age) are also obtained from the MEPS, adjusted by Census region using the MEPS Household Component Analytical Tool, and adjusted for inflation using the Medical Care Consumer Price Index.

Although the Standard assumes employer-sponsored health coverage, not all workers have access to affordable health insurance coverage through employers.

However, as a result of the Patient Protection and Affordable Care Act of 2010, employers will now be required to provide health insurance or pay a fine (a mandate that is now set to be in effect in 2015). Those who do not have access to affordable health insurance through their employers must either purchase their own coverage or do without health insurance.¹³ Those who do not have access to affordable health insurance through their employers, and who are not eligible for the expanded Medicaid program, must purchase their own coverage individually or through New York's Individual Marketplace or pay a fine. Individuals who cannot afford health

insurance may be eligible for a premium tax credit or cost-sharing reductions.¹⁴

DATA SOURCES

OUT-OF-POCKET COSTS. U.S. Department of Health and Human Services, Agency for Healthcare Research and Quality, Center for Financing, Access, and Cost Trends, Medical Expenditure Panel Survey-Household Component Analytical Tool, "Total Amount Paid by Self/Family, all Types of Service, 2011," MEPSnetHC, http://www.meps.ahrq.gov/mepsweb/data_stats/MEPSnetHC.jsp (accessed May 15, 2014).

Premiums. U.S. Department of Health and Human Services, Agency for Healthcare Research and Quality, Center for Financing, Access, and Cost Trends, "Tables II.C.2 and II.D.2: Average Total Employee Contribution (in Dollars) per Enrolled Employee for Single/Family Coverage at Private-Sector Establishments that Offer Health Insurance by Firm Size and State, United States, 2012," Medical Expenditure Panel Survey-Insurance Component, http://www.meps.ahrq.gov/mepsweb/data_stats/quick_tables_results.jsp?component=2&subcomponent=2&year=2012&tableSeries=2&tableSubSeries=CDE&searchText=&searchMethod=1&Action=Search (accessed May 15, 2014).

COUNTY-LEVEL INSURANCE PREMIUM COSTS. New York State Department of Financial Services, Healthy NY, "Insurers and Rates", http://www.dfs.ny.gov/healthny/hny_rates.htm (accessed May 15, 2014).

Inflation. U.S. Department of Labor, Bureau of Labor Statistics, "Consumer Price Index – All Urban Consumers, U.S. City Average," Medical Care Services (for premiums) and Medical Services (for out-of-pocket costs), <http://www.bls.gov/cpi/> (accessed July 8, 2014).

MISCELLANEOUS

This expense category consists of other essential items including clothing, shoes, paper products, diapers, nonprescription medicines, cleaning products, household items, personal hygiene items, and landline telephone service. This does not include entertainment, recreation, savings, charitable contributions or debt repayment.

Miscellaneous expenses are calculated by taking 10% of all other costs except for taxes and tax credits. This percentage is a conservative estimate in comparison to estimates in other basic needs budgets, which commonly use 15%.¹⁵

TAXES

Taxes include federal and state income tax, payroll taxes, and state and local sales and use tax where applicable. Federal payroll taxes for Social Security and Medicare are calculated at 7.65% of each dollar earned. Although the federal income tax rate is higher than the payroll tax rate, federal exemptions and deductions are substantial. As a result, while payroll tax is paid on every dollar earned, most families will not owe federal income tax on the

¹³ Office of the Legislative Counsel, 111th Congress 2nd Session, Compilation of Patient Protection and Affordable Care Act, "Requirement to Maintain Minimum Essential Coverage," Part 1 Individual Responsibility, Section 1501, pg 143, <http://docs.house.gov/energycommerce/ppacacon.pdf> (accessed August 31, 2010).

¹⁴ Center on Budget and Policy Priorities, Health Reform: Beyond the Basics, "Premium Tax Credits: Answers to Frequently Asked Questions," <http://www.cbpp.org/files/QA-on-Premium-Credits.pdf> (accessed June 9, 2014).

¹⁵ Constance F. Citro and Robert T. Michael, eds., *Measuring Poverty: A New Approach* (Washington, DC: National Academy Press, 1995), <http://www.census.gov/hhes/povmeas/methodology/nas/report.html> (accessed June 7, 2014).

first \$10,000 to \$15,000 or more, thus lowering the effective federal tax rate to about 7% for some family types.

In New York City income tax rates vary from 2.907% to 3.876% depending on income and filing status. New York State income tax rates range from 4% to 8.82% depending on income level and filing status. Calculations for sales tax for New York City include both state and local sales tax. The total sales tax for New York City is 8.875% (including a 4% New York State sales tax, a 4.5% New York City sales tax and a .375% metro sales tax). Indirect taxes (e.g., property taxes paid by the landlord on housing) are assumed to be included in the price of housing passed on by the landlord to the tenant. Taxes on gasoline and automobiles are included as a cost of owning and running a car.

DATA SOURCES

FEDERAL INCOME TAX. Internal Revenue Service, “1040 Instructions,” <http://www.irs.gov/pub/irs-pdf/i1040gi.pdf> (accessed May 15, 2014); Internal Revenue Service, “Revenue Procedure 2013-35,” <http://www.irs.gov/pub/irs-drop/rp-13-35.pdf> (accessed May 15, 2014).

STATE INCOME TAX. New York State Department of Taxation and Finance, “Instructions for Form IT-201, Full Year Resident Income Tax Form Return,” http://www.tax.ny.gov/pdf/2013/inc/it201i_2013.pdf (accessed April 3, 2014).

STATE AND LOCAL SALES AND USE TAX. New York State Department of Taxation and Finance, Publication 78, “New York State Sales and Use Tax Rates by Jurisdiction,”

Effective February 1, 2014, <http://www.tax.ny.gov/pdf/publications/sales/pub718.pdf> (accessed March 31, 2014).

TAX CREDITS

The Standard includes federal tax credits (the Earned Income Tax Credit, the Child Care Tax Credit, and the Child Tax Credit) and applicable state tax credits. Federal and state tax credits are shown as received monthly in the Standard.

The Earned Income Tax Credit (EITC), or as it is also called, the Earned Income Credit, is a federal tax refund intended to offset the loss of income from payroll taxes owed by low-income working families. The EITC is a refundable tax credit, meaning working adults may receive the tax credit whether or not they owe any federal taxes. New York State has a state EITC that is set at 30% of the federal EITC and New York City has a city EITC that is set at 5% of the federal EITC.

The Child Care Tax Credit (CCTC), also known as the Child and Dependent Care Tax Credit, is a federal tax credit that allows working parents to deduct a percentage of their child care costs from the federal income taxes they owe. Like the EITC, the CCTC is deducted from the total amount of money a family needs to be self-sufficient. Unlike the EITC, the federal CCTC is not a refundable federal tax credit; that is, a family may only receive the CCTC as a credit against federal income taxes owed. Therefore, families who owe very little or nothing in federal income taxes will receive little or no CCTC. A percentage (which decreases as income increases) of up to \$3,000 in child care costs is deductible for one

qualifying child and up to \$6,000 for two or more qualifying children. New York State has a state CCTC that is 20% to 110% of the federal CCTC, depending on income. New York City has a city CCTC that is up to 75% of the state CCTC, depending on income.

The Child Tax Credit (CTC) is a partially refundable federal tax credit. The CTC provides parents with a deduction of \$1,000 for each child under 17 years old or 15% of earned income over \$3,000, whichever is less. New York State has a state CTC, known as the Empire State Child Credit, that is the greater of 33% of the federal CTC or \$100 multiplied by the number of qualifying children.

The New York State and City Household Credits are non-refundable tax credits that can be used as credits against income taxes owed. The New York State Household Credit is up to a \$75 credit for single taxpayers and a \$20 to \$90 credit plus \$5 to \$15 more per exemption claimed on federal tax returns for taxpayers who are married or the head of a household with a qualifying dependent. The New York City Household Credit is up to a \$15 credit for single taxpayers and a \$10 to \$30 credit plus \$10 to \$30 more per exemption claimed on federal tax returns for taxpayers who are married or the head of a household with a qualifying dependent.

The New York City School Tax Credit is a refundable tax credit for New York City residents if the amount is more than the New York City income tax owed. The credit is up to \$290 for taxpayers who are married filing jointly or a qualifying

widower with a dependent child and is up to \$145 for all other taxpayers.

DATA SOURCES

FEDERAL CHILD CARE TAX CREDIT. Internal Revenue Service, "Publication 503. Child and Dependent Care Expenses," <http://www.irs.gov/pub/irs-pdf/p503.pdf> (accessed May 15, 2014).

STATE CHILD CARE TAX CREDIT. New York State Department of Taxation and Finance, "Instructions for Form IT-216 Claim for Child and Dependent Care Credit," http://www.tax.ny.gov/pdf/2013/inc/it216i_2013.pdf (accessed May 15, 2014).

FEDERAL CHILD TAX CREDIT. Internal Revenue Service, "Publication 972. Child Tax Credit," <http://www.irs.gov/uac/Publication-972-Child-Tax-Credit-1> (accessed May 15, 2014).

STATE CHILD TAX CREDIT. New York State Department of Taxation and Finance, "Claim for Empire State Child Credit," Form IT-213, http://www.tax.ny.gov/pdf/2013/killin/inc/it213_2013_fill_in.pdf (accessed May 15, 2014).

FEDERAL EARNED INCOME TAX CREDIT. Internal Revenue Service, "Publication 596. Earned Income Credit," [http://www.irs.gov/uac/Publication-596-Earned-Income-Credit-\(EIC\)](http://www.irs.gov/uac/Publication-596-Earned-Income-Credit-(EIC)) (accessed October 17, 2013). Internal Revenue Service, "Revised Procedures 2013-15, Section 2. 2013 Adjusted Items," <http://www.irs.gov/pub/irs-drop/rp-13-15.pdf> (accessed May 15, 2014).

STATE EARNED INCOME CREDIT. New York State Department of Taxation and Finance, Instructions for Form IT-215, "Claim for Earned Income Credit" http://www.tax.ny.gov/pdf/2013/inc/it215i_2013.pdf (accessed April 3, 2014).

www.tax.ny.gov/pdf/2013/killin/inc/it215_2013_fill_in.pdf and http://www.tax.ny.gov/pdf/2013/inc/it215i_2013.pdf (accessed April 3, 2014).

OTHER STATE CREDITS. New York State Department of Taxation and Finance, "Instructions for Form IT-201, Full Year Resident Income Tax Form Return," http://www.tax.ny.gov/pdf/2013/inc/it201i_2013.pdf (accessed April 3, 2014).

EMERGENCY SAVINGS FUND

The Self-Sufficiency Standards are basic needs, no-frills budgets created for all family types in each county in a given state. As such, the Standard does not allow for anything extra beyond daily needs, such as retirement savings, education expenses, or emergencies. Of course, without question families need more resources if they are to maintain economic security and be able to weather any unexpected income loss. Therefore, new to this Self-Sufficiency Standard update is the calculation of savings for emergencies. Once basic needs are met at the Self-Sufficiency Standard level, an emergency savings fund is essential for maintaining economic security.

The emergency savings amount is calculated to make up for the earnings of one adult becoming unemployed over the average job loss period, less the amount expected to be received in unemployment benefits. In two-adult households, it is assumed that the second adult continues to be employed, so that the savings only need to cover half of the family's basic living expenses over the job loss period. Since the median length of job tenure among New York workers

is five years, it is assumed that workers save for job loss over a course of five years and have enough savings to cover expenses for 4.33 months, the average unemployment duration in New York.

To determine the amount of resources needed, this estimate uses the average period of unemployment and assumes that the minimal cost of basic needs will stay the same, i.e., the family's Self-Sufficiency Standard. Since the monthly emergency savings contribution requires additional earnings, the estimate includes the calculation of taxes and tax credits of current earnings (at the Self-Sufficiency Standard). Savings are assumed to have accumulated based on average savings account interest rates.

The emergency savings calculation is based on all current expenses in the Self-Sufficiency Standard.¹⁶ The adult may not be commuting to work five days a week; however the overall transportation expenses may not change significantly. A weekly shopping trip is still a necessity, as is driving young children to child care. Actively seeking employment requires being available for job interviews, attending job fairs, and engaging in networking opportunities, in addition to the time spent looking for and applying for positions. Therefore, saving enough to cover the cost of continuing child care if unemployed is important for supporting active job seeking as well as the benefit of keeping children in their normal routine during a time of crisis.

¹⁶ This amount excludes taxes and tax credits (which are in the Standard), as the family would be living on savings, on which taxes/tax credits have already been paid when earned, as described above.

In addition to the income needed to cover the costs of housing, food, child care and transportation, families need health insurance. The Self-Sufficiency Standard assumes that adults work full time and in jobs that provide employer-sponsored health insurance. In households with two adults, it is assumed that if one adult loses employment the spouse's health insurance will provide coverage for the entire family at no additional cost. In a one-adult household, it is assumed coverage will be provided through the state-operated Affordable Insurance Exchanges under the Patient Protection and Affordable Care Act, at approximately the same cost as when employed.¹⁷ In some cases, children, or

¹⁷ Patient Protection and Affordable Care Act (ACA). Affordable Insurance Exchanges opened in 2014, and health insurance tax credits are available to offset monthly premium costs for those enrolled in the Exchanges with income up to 400% FPL. Centers for Medicare & Medicaid Services, Fact Sheets, "Affordable Insurance Exchanges: Seamless Access

the whole family, may be covered under state Medicaid or New York's Child Health Plus, depending upon income, resources, and eligibility requirements in effect at the time, which would decrease health care costs below these estimates.¹⁸

DATA SOURCES

JOB TENURE. U.S. Census Bureau, Current Population Survey, "New York: Median Years of Tenure with Current Employer, all workers" <http://dataferrett.census.gov/> (accessed May 15, 2014).

to Affordable Coverage," <http://www.cms.gov/Newsroom/MediaReleaseDatabase/Fact-Sheets/2011-Fact-Sheets-Items/2011-08-125.html> (accessed July 23, 2014).

¹⁸ Children are eligible for coverage under New York's Child Health Plus program if family income is less than 400% of the FPL. Department of Health, Child Health Plus, "Eligibility and Cost," https://www.health.ny.gov/health_care/child_health_plus/eligibility_and_cost.htm (accessed May 16, 2014).

UNEMPLOYMENT DURATION. U.S. Department of Labor, Employment and Training Administration, "Unemployment Insurance Data Summary," <http://www.workforcesecurity.doleta.gov/unemploy/content/data.asp> (accessed May 15, 2014).

UNEMPLOYMENT INSURANCE. New York State Department of Labor, "Unemployment Insurance: A Claimant Handbook," <http://labor.ny.gov/formsdocs/ui/TC318.3e.pdf> (accessed May 15, 2014).

SAVINGS RATE. Federal Deposit Insurance Corporation. "Weekly National Rates" <http://www.fdic.gov/regulations/resources/rates/previous.html> (accessed May 15, 2014).

OTHER APPROACHES TO MEASURING POVERTY

The official federal poverty measure, often known as the Federal Poverty Level (FPL), was developed over five decades ago and today has become increasingly problematic and outdated as a measure of income adequacy.¹ Indeed, the Census Bureau itself states, “the official poverty measure should be interpreted as a statistical yardstick rather than as a complete description of what people and families need to live.”² Despite the many limitations of the federal poverty measure, it is still used to calculate eligibility for a number of poverty and work support programs. The most significant shortcoming of the federal poverty measure is that

.....

THE MOST SIGNIFICANT
SHORTCOMING OF THE FEDERAL
POVERTY MEASURE IS THAT
FOR MOST FAMILIES, IN MOST
PLACES, THE POVERTY LEVEL IS
SIMPLY TOO LOW.

.....

¹ There are two federal measurements of poverty. A detailed matrix of poverty thresholds is calculated each year by the U.S. Census Bureau, which varies by the number of adults and the number of children in the household, and by age for one- and two-adult households. The threshold is used to calculate the number of people in poverty for the previous year. The other form of the poverty measure is called the “federal poverty guidelines” or the “Federal Poverty Level” (FPG/FPL). The FPL is calculated by the U.S. Department of Health and Human Services each February and is primarily used by federal and state programs to determine eligibility and/or calculate benefits, such as for SNAP (formerly the Food Stamps Program). The FPL only varies by family size, regardless of composition; the 2014 FPL for a family of three is \$19,790. The Standard references the FPL in this report. For more information about the federal poverty measurements, see <http://aspe.hhs.gov/poverty/faq.cfm> and <http://aspe.hhs.gov/poverty/14poverty.cfm>.

² Carmen DeNavas-Walt, Bernadette Proctor, and Jessica C. Smith, “Income, Poverty, and Health Insurance Coverage in the U.S.: 2012,” U.S. Census Bureau, Current Population Reports, Series P60-245, Washington, D.C. (U.S. Government Printing Office), <http://www.census.gov/prod/2013pubs/p60-245.pdf> (accessed June 24, 2014).

for most families, in most places, the poverty level is simply too low.

However, simply raising the poverty level, or using a multiple of the FPL, cannot solve the structural problems inherent in the official poverty measure. In addition to the fundamental problem of being too low, there are basic methodological problems with the federal poverty measure (see text, *The Benchmark Measure*, for a listing of these issues). For these and other reasons, many researchers and analysts have proposed revising the federal poverty measure. Suggested changes would reflect twenty-first century needs, incorporate geographically based differences in costs, and respond to changes over time.

THE SUPPLEMENTAL POVERTY MEASURE (SPM)

Besides the Self-Sufficiency Standard, the other major proposed alternative to the federal poverty measure is a measure based on recommendations from the National Academy of Sciences (NAS), contained in their 1995 report, *Measuring Poverty*.³ Subsequent to that report, the Census Bureau produced poverty estimates based on various combinations of the NAS recommendations, designating them as Experimental Poverty measures.⁴ The new Supplemental Poverty Measure

³ Constance Citro and Robert Michael, Eds., *Measuring Poverty: A New Approach*, Washington, D.C.: National Academy Press, http://www.nap.edu/openbook.php?record_id=4759 (accessed June 25, 2014).

⁴ Thesia I. Garner and Kathleen S. Short, “Creating a Consistent Poverty Measure Over Time Using NAS Procedures: 1996-2005,” U.S. Department of Labor, BLS Working Papers, Working Paper 417, April 2008, <http://www.bls.gov/osmr/pdf/ec080030.pdf> (accessed June 25, 2014).

(SPM) was developed by the Obama Administration in 2010 based on the NAS methodology, with some revisions, and reflecting the earlier work by the Census Bureau analysts and others.⁵ The first data were first released November 2011, and are now released annually in the fall, along with the traditional federal poverty measure.

Designed primarily to track poverty trends over time, the Supplemental Poverty Measure provides an alternative statistic to better understand the nature and prevalence of poverty in the United States. The primary differences from the FPL are three: first, the thresholds are based on expenditures (on certain core items) at the 33rd percentile, so it rises not just with inflation, but as expenditures increase (see Table 1). That is, it tracks living standards, making the SPM a *relative* measure. Second, the SPM uses a broader measure of resources, beyond cash income, including the value of some benefits (those that offset the core elements of the SPM, i.e., food, housing and utilities). Third, the SPM takes account of “necessary” expenditures (such as health care and child care) by deducting estimates of *actual* expenditures on these items from income. The SPM is not intended to be a replacement for the FPL, but it will provide policymakers with additional data on the extent

⁵ U.S. Department of Commerce, U.S. Census Bureau, Poverty – Experimental Measures, Supplemental Poverty Measure Methodology, “Observations from the Interagency Technical Working Group on Developing a Supplemental Poverty Measure,” March 2010, https://www.census.gov/hhes/www/poverty/SPM_TWGObservations.pdf (accessed June 25, 2014). U.S. Department of Commerce, U.S. Census Bureau, “Webinar: Supplemental Poverty Measure Research,” http://www.census.gov/newsroom/releases/archives/news_conferences/2011-11-04_spm_webinar.html (accessed November 10, 2011).

APPENDIX A Table 1. Comparison of Three Poverty Standards

FEDERAL POVERTY MEASURE (FPL)	NATIONAL ACADEMY OF SCIENCES (NAS/SPM/CEO)	SELF-SUFFICIENCY STANDARD (SSS)
STEP 1: CALCULATE THE POVERTY THRESHOLD		
Threshold is based on the cost of food. Assumes 1/3 of family budget = food and 2/3 of family budget = all other (implied: housing, clothing, miscellaneous, & transportation). NOT included: Health care, child care, & taxes.	Threshold is based on actual expenditures (as measured in the Consumer Expenditure Survey) by families at the 33rd percentile for some basic needs. Includes food, housing, clothing & miscellaneous. (For other costs, see Step 2.)	Threshold is based on the real market cost of ALL basic needs. Includes food, housing, miscellaneous (includes clothing), transportation, health care, child care, taxes & tax credits.
STEP 2: CALCULATE INCOME		
Use Gross Income: Total income from all sources, both earned (wages) and unearned (cash benefits, child support, social security, etc.)	Use Net Income: Total income from all sources, earned & unearned (except benefits), then deduct <i>actual</i> health care & work-related expenses (transportation, & child care) to get net income .	Use Gross Income: Calculate total income from all sources, earned and unearned.
STEP 3: DETERMINE POVERTY STATUS		
Compare gross income to threshold.	<i>For pre-tax/transfer poverty status:</i> Compare net income to threshold. <i>For post tax/transfer poverty status:</i> Add taxes, tax credits and transfers to net income, then compare to threshold.	Compare gross income to threshold.
CRITIQUES OF FPL:	STRENGTHS (S) AND WEAKNESSES OF (W) OF EACH MEASURE	
#1: FPL <i>thresholds are too low</i> (and therefore FPL undercounts poverty)	W: NAS/SPM provides only <i>partial</i> thresholds that can be misunderstood or misused as full thresholds and does not show individual components. Measures deprivation and are too low.	S: SSS is a <i>full</i> threshold and includes all costs at minimally adequate levels (including taxes/tax credits).
#2: As an <i>absolute</i> measure, FPL updated only with CPI, although historically consistent since 1960's, FPL does not reflect changing living standards .	S: As a <i>relative</i> measure, NAS/SPM reflects changes in living standards, measure will rise (and fall) as living standards rise, unlike SSS and FPL.	S: SSS is a <i>hybrid</i> between a relative and an absolute measure, rising faster than the CPI, but (due to data sources) not as sensitive to expenditure patterns as NAS/SPM.
#3: FPL is "frozen", so does not and cannot reflect new costs or changing demographics, including taxes and tax. credits	W: Privileges some costs that are in the threshold (such as food and housing) while devaluing health care and work-related costs, such as child care. Assumes if no expenditures for latter, there is no need. Lack of data on these expenditures requires imputation.	S: Includes new costs of employment that are now the norm (child care, transportation & taxes).
#4: No geographic variation and no variation by age of child.	W: Geographic variation in NAS/SPM is only for housing and less detailed than SSS.	S: Geographic variation is by county and variation by age of child reflects different child care costs.
#5: Does not show the impact of subsidies (both cash and cash equivalent such as Food Stamps/ SNAP), taxes or tax credits on economic well-being.	S&W: Measure incorporates impact of transfers/ subsidies that alleviate poverty by reducing costs, but only for costs included in the threshold (food, housing, utilities) plus taxes/tax credits, but not work related costs (child care, transportation) or health care.	S&W: It is a "pure" measure of income required to meet basic market costs, without public or private subsidies. While not included in measure, the impact of subsidies can be modeled. Unlike NAS, it can measure "post-transfer" impact of subsidy programs for all costs.

of poverty and the impact of public policies, particularly some near cash benefits. At the same time, the SPM will not replace the need for other benchmarks of income adequacy, most importantly because its thresholds are set at a level roughly the same as the FPL. The Standard will continue to be an essential tool for understanding what it

takes to make ends meet at a minimally adequate level in today's economy.

CENTER FOR ECONOMIC OPPORTUNITY (CEO) POVERTY MEASURE

New York City's CEO Poverty Measure is also one of the applications developed

from the NAS recommendations, and thus closely resembles the SPM. As part of the Mayor's office, CEO utilizes its locally-specific alternative poverty gauge to analyze and highlight the importance of policy measures in affecting the City's poverty rate. Under the de Blasio administration, CEO is involved in identifying and evaluating policies that can reduce the City's poverty rate, and

it utilizes its alternative poverty measure as a benchmark in those efforts.⁶

According to the NYC CEO Poverty Measure, a family of one adult and two children needs to earn at least \$25,763 per year in 2012 to cover the costs of housing, food, and clothing.⁷ Measuring poverty with the CEO (or SPM) is a little more complicated than with the FPL or SSS; in the case of the FPL or the SSS, a household's gross income (including cash benefits but not noncash benefits) is compared to the FPL or SSS threshold. In contrast, determining poverty status with the CEO or the SPM is a several step process. To determine whether a family would be considered poor using the CEO or SPM Poverty Measure, first the value of benefits that offset the cost of core expenses (housing, utilities, and food), such as Food Stamps (SNAP) or housing assistance, is added to income. Second, health care and work-related

expenses are deducted from the family's total income. The resulting "net" income (that is, after adding the value of some benefits, and subtracting outlays for health care and work-related expenses) is compared to the threshold. For example, if a family earns \$27,000 per year, and receives \$2,000 in housing assistance (reduced rent), and spends \$5,000 annually on health care and work-related costs such as child care, their net income available for shelter, food, and clothing is \$24,000 per year (\$27,000 + \$2,000 - \$5,000). Because this is less than the CEO threshold, the family would be considered poor using the CEO or SPM Poverty Measure.

The proportion of households below the Self-Sufficiency Standard is significantly higher than the CEO measure of poverty in New York City. As described above, both the CEO and SPM differ from the traditional federal poverty measure (FPL) mainly in how resources are counted, and the treatment of health care and work-related expenses. Both use thresholds that are only slightly higher than the traditional federal poverty measure, but expand the resources measure

substantially. By taking into account the value of noncash benefits received, such as food stamps or housing subsidies, and by deducting actual expenditures on such costs as health care and child care from income, the result is a similar count of the poor, but a shifting of the composition of the poor. (The number of families with children who are counted as poor under this measure decreases, while the count of elderly poor increases.) At the same time, because benefits such as SNAP (food stamps) and housing assistance do not reach a significant number in need, and because expenditures on health care and work-related costs such as child care fall short for those with low income of what is needed to meet these needs adequately, these adjustments do not fully account for the extent of inadequate income. In the end, however, despite the improvements that have been added, both the CEO measure and the SPM are similar to the FPL, in that they too undercount and overlook a substantial number of families whose incomes are insufficient to meet their basic needs.

⁶ New York City Office of the Mayor, "The CEO Poverty Measure, 2005-2012: An Annual Report from The Office of the Mayor," April 2014, p. 47, http://www.nyc.gov/html/ceo/downloads/pdf/ceo_poverty_measure_2005_2012.pdf (accessed September 15, 2014).

⁷ New York City Office of the Mayor, "The CEO Poverty Measure, 2005-2012: An Annual Report from The Office of the Mayor," April 2014, http://www.nyc.gov/html/ceo/downloads/pdf/ceo_poverty_measure_2005_2012.pdf (accessed September 15, 2014).

APPENDIX B: DETAILED DATA TABLES

APPENDIX B - TABLE 1. The Self-Sufficiency Standard and Federal Poverty Level by Select Characteristics of Householder¹: New York City 2012

	TOTAL	PERCENT OF HOUSEHOLDS	BELOW SELF-SUFFICIENCY STANDARD						ABOVE SELF-SUFFICIENCY STANDARD	
			BELOW STANDARD AND BELOW POVERTY		BELOW STANDARD AND ABOVE POVERTY		TOTAL BELOW STANDARD			
			Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Total Households	2,235,018	100.0%	367,776	16.5%	574,080	26.1%	941,856	42.1%	1,283,367	57.4%
SECTION A DATA: THE GEOGRAPHIC DISTRIBUTION OF INCOME ADEQUACY										
BOROUGH										
Bronx	330,685	14.8%	85,764	25.9%	97,958	29.6%	183,722	55.6%	145,435	44.0%
Northwest Brooklyn	130,015	5.8%	17,166	13.2%	20,803	16.0%	37,969	29.2%	92,046	70.8%
Brooklyn, Excluding Northwest	553,402	24.8%	110,531	20.0%	162,819	29.4%	273,350	49.4%	280,052	50.6%
North Manhattan	149,949	6.7%	33,295	22.2%	34,815	23.2%	68,110	45.4%	84,305	56.2%
South Manhattan	394,440	17.6%	30,852	7.8%	74,462	18.9%	105,314	26.7%	279,845	70.9%
Staten Island	112,474	5.0%	9,776	8.7%	23,263	20.7%	33,039	29.4%	77,892	69.3%
Queens	564,053	25.2%	80,392	14.3%	159,960	28.4%	240,352	42.6%	323,141	57.3%
COMMUNITY DISTRICT										
Bronx	330,685	14.8%	85,764	25.9%	97,958	29.6%	183,722	55.6%	145,435	44.0%
District 1 & 2: Hunts Point, Longwood & Melrose	33,672	1.5%	13,378	39.7%	12,353	36.7%	25,731	76.4%	7,941	23.6%
District 3 & 6: Belmont, Crotona Park East & East Tremont	38,481	1.7%	15,399	40.0%	13,954	36.3%	29,353	76.3%	9,128	23.7%
District 4: Concourse, Highbridge & Mount Eden	33,397	1.5%	9,710	29.1%	9,506	28.5%	19,216	57.5%	14,181	42.5%
District 5: Morris Heights, Fordham South & Mount Hope	28,452	1.3%	9,251	32.5%	10,572	37.2%	19,823	69.7%	8,629	30.3%
District 7: Bedford Park, Fordham North & Norwood	31,705	1.4%	8,465	26.7%	10,781	34.0%	19,246	60.7%	12,459	39.3%
District 8: Riverdale, Fieldston & Kingsbridge	27,370	1.2%	3,567	13.0%	4,703	17.2%	8,270	30.2%	19,100	69.8%
District 9: Castle Hill, Clason Point & Parkchester	44,009	2.0%	11,577	26.3%	13,653	31.0%	25,230	57.3%	18,779	42.7%
District 10: Co-op City, Pelham Bay & Schuylerville	28,115	1.3%	2,544	9.0%	5,397	19.2%	7,941	28.2%	20,174	71.8%
District 12: Wakefield, Williamsbridge & Woodlawn	32,115	1.4%	4,995	15.6%	8,474	26.4%	13,469	41.9%	18,646	58.1%
District 11: Pelham Parkway, Morris Park & Laconia	33,369	1.5%	6,878	20.6%	8,565	25.7%	15,443	46.3%	17,926	53.7%
Northwest Brooklyn	130,015	5.8%	17,166	13.2%	20,803	16.0%	37,969	29.2%	92,046	70.8%
District 1_Greenpoint & Williamsburg	48,354	2.2%	10,375	21.5%	9,284	19.2%	19,659	40.7%	28,695	59.3%
District 2_Brooklyn Heights & Fort Greene	42,893	1.9%	3,546	8.3%	7,805	18.2%	11,351	26.5%	31,542	73.5%
District 6_Park Slope, Carroll Gardens & Red Hook	38,768	1.7%	3,245	8.4%	3,714	9.6%	6,959	18.0%	31,809	82.0%

APPENDIX B - TABLE 1 CONTINUED. The Self-Sufficiency Standard and Federal Poverty Level by Select Characteristics of Householder¹: New York City 2012

	TOTAL	PERCENT OF HOUSEHOLDS	BELOW SELF-SUFFICIENCY STANDARD						ABOVE SELF-SUFFICIENCY STANDARD	
			BELOW STANDARD AND BELOW POVERTY		BELOW STANDARD AND ABOVE POVERTY		TOTAL BELOW STANDARD			
			Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Total Households	2,235,018	100.0%	367,776	16.5%	574,080	26.1%	941,856	42.1%	1,283,367	57.4%
SECTION A DATA CONTINUED: THE GEOGRAPHIC DISTRIBUTION OF INCOME ADEQUACY										
Brooklyn, Excluding Northwest	553,402	24.8%	110,531	20.0%	162,819	29.4%	273,350	49.4%	280,052	50.6%
District 3_Bedford-Stuyvesant	38,995	1.7%	8,388	21.5%	10,966	28.1%	19,354	49.6%	19,641	50.4%
District 4_Bushwick	34,641	1.5%	8,010	23.1%	12,096	34.9%	20,106	58.0%	14,535	42.0%
District 5_East New York & Starrett City	36,929	1.7%	9,463	25.6%	13,931	37.7%	23,394	63.3%	13,535	36.7%
District 7_Sunset Park & Windsor Terrace	35,260	1.6%	8,429	23.9%	10,876	30.8%	19,305	54.8%	15,955	45.2%
District 8_Crown Heights North & Prospect Heights	36,856	1.6%	7,157	19.4%	7,745	21.0%	14,902	40.4%	21,954	59.6%
District 9_Crown Heights South, Prospect Lefferts & Wingate	29,493	1.3%	6,013	20.4%	12,159	41.2%	18,172	61.6%	11,321	38.4%
District 10_Bay Ridge & Dyker Heights	35,617	1.6%	4,572	12.8%	8,136	22.8%	12,708	35.7%	22,909	64.3%
District 11_Bensonhurst & Bath Beach	46,219	2.1%	9,102	19.7%	11,169	24.2%	20,271	43.9%	25,948	56.1%
District 12_Borough Park, Kensington & Ocean Parkway	35,368	1.6%	9,289	26.3%	10,966	31.0%	20,255	57.3%	15,113	42.7%
District 13_Brighton Beach & Coney Island	24,650	1.1%	5,352	21.7%	6,075	24.6%	11,427	46.4%	13,223	53.6%
District 14_Flatbush & Midwood	39,722	1.8%	6,583	16.6%	14,117	35.5%	20,700	52.1%	19,022	47.9%
District 15_Sheepshead Bay, Gerritsen Beach & Homecrest	39,462	1.8%	6,729	17.1%	8,756	22.2%	15,485	39.2%	23,977	60.8%
District 16_Brownsville & Ocean Hill	32,639	1.5%	9,656	29.6%	11,609	35.6%	21,265	65.2%	11,374	34.8%
District 17_East Flatbush, Farragut & RugBY	36,773	1.6%	5,951	16.2%	11,500	31.3%	17,451	47.5%	19,322	52.5%
District 18_Canarsie & Flatlands	50,778	2.3%	5,837	11.5%	12,718	25.0%	18,555	36.5%	32,223	63.5%
North Manhattan	149,949	6.7%	33,295	22.2%	34,815	23.2%	68,110	45.4%	84,305	56.2%
District 9_Hamilton Heights, Manhattanville & West Harlem	33,031	1.5%	8,271	25.0%	5,317	16.1%	13,588	41.1%	19,443	58.9%
District 10_Central Harlem	36,072	1.6%	8,142	22.6%	7,271	20.2%	15,413	42.7%	20,659	57.3%
District 11_East Harlem	31,001	1.4%	5,793	18.7%	7,838	25.3%	13,631	44.0%	17,370	56.0%
District 12_Washington Heights, Inwood & Marble Hill	49,845	2.2%	11,089	22.2%	14,389	28.9%	25,478	51.1%	24,367	48.9%
South Manhattan	394,440	17.6%	30,852	7.8%	74,462	18.9%	105,314	26.7%	279,845	70.9%
District 1 & 2_Battery Park City, Greenwich Village & Soho	62,914	2.8%	5,698	9.1%	10,011	15.9%	15,709	25.0%	47,205	75.0%
District 3_Chinatown & Lower East Side	52,527	2.4%	9,996	19.0%	18,353	34.9%	28,349	54.0%	24,178	46.0%

APPENDIX B - TABLE 1 CONTINUED. The Self-Sufficiency Standard and Federal Poverty Level by Select Characteristics of Householder¹: New York City 2012

	TOTAL	PERCENT OF HOUSEHOLDS	BELOW SELF-SUFFICIENCY STANDARD						ABOVE SELF-SUFFICIENCY STANDARD	
			BELOW STANDARD AND BELOW POVERTY		BELOW STANDARD AND ABOVE POVERTY		TOTAL BELOW STANDARD			
			Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Total Households	2,235,018	100.0%	367,776	16.5%	574,080	26.1%	941,856	42.1%	1,283,367	57.4%
SECTION A DATA CONTINUED: THE GEOGRAPHIC DISTRIBUTION OF INCOME ADEQUACY										
District 4 & 5_Chelsea, Clinton & Midtown Business District	66,134	3.0%	3,762	5.7%	14,703	22.2%	18,465	27.9%	47,669	72.1%
District 6_Murray Hill, Gramercy & Stuyvesant Town	59,848	2.7%	2,660	4.4%	8,751	14.6%	11,411	19.1%	48,437	80.9%
District 7_Upper West Side & West Side	69,197	3.1%	4,443	6.4%	11,626	16.8%	16,069	23.2%	53,128	76.8%
District 8_Upper East Side	83,820	3.8%	4,293	5.1%	11,018	13.1%	15,311	18.3%	68,509	81.7%
Staten Island	112,474	5.0%	9,776	8.7%	23,263	20.7%	33,039	29.4%	77,892	69.3%
District 1: Port Richmond, Stapleton & Mariner's Harbor	43,592	2.0%	6,381	14.6%	11,647	26.7%	18,028	41.4%	25,564	58.6%
District 2: New Springville & South Beach	32,249	1.4%	1,783	5.5%	7,242	22.5%	9,025	28.0%	23,224	72.0%
District 3: Tottenville, Great Kills & Annadale	36,633	1.6%	1,612	4.4%	4,374	11.9%	5,986	16.3%	30,647	83.7%
Queens	564,053	25.2%	80,392	14.3%	159,960	28.4%	240,352	42.6%	323,141	57.3%
District 1: Astoria & Long Island City	52,091	2.3%	6,309	12.1%	11,107	21.3%	17,416	33.4%	34,675	66.6%
District 2: Sunnyside & Woodside	43,978	2.0%	7,645	17.4%	13,950	31.7%	21,595	49.1%	22,383	50.9%
District 3: Jackson Heights & North Corona	42,313	1.9%	7,786	18.4%	17,652	41.7%	25,438	60.1%	16,875	39.9%
District 4: Elmhurst & South Corona	35,191	1.6%	7,327	20.8%	13,935	39.6%	21,262	60.4%	13,929	39.6%
District 5: Ridgewood, Glendale & Middle Village	45,347	2.0%	7,649	16.9%	10,500	23.2%	18,149	40.0%	27,198	60.0%
District 6: Forest Hills & Rego Park	38,045	1.7%	3,623	9.5%	4,552	12.0%	8,175	21.5%	29,870	78.5%
District 7: Flushing, Murray Hill & Whitestone	60,032	2.7%	7,786	13.0%	19,691	32.8%	27,477	45.8%	32,555	54.2%
District 8: Briarwood, Fresh Meadows & Hillcrest	39,152	1.8%	6,980	17.8%	6,910	17.6%	13,890	35.5%	25,262	64.5%
District 9: Richmond Hill & Woodhaven	31,368	1.4%	4,415	14.1%	10,292	32.8%	14,707	46.9%	16,661	53.1%
District 10: Howard Beach & Ozone Park	29,412	1.3%	3,829	13.0%	9,280	31.6%	13,109	44.6%	16,303	55.4%
District 11: Bayside, Douglaston & Little Neck	31,519	1.4%	2,129	6.8%	7,616	24.2%	9,745	30.9%	21,774	69.1%
District 12: Jamaica, Hollis & St. Albans	47,571	2.1%	7,130	15.0%	15,072	31.7%	22,202	46.7%	25,369	53.3%
District 13: Queens Village, Cambria Heights & Rosedale	40,894	1.8%	3,529	8.6%	10,421	25.5%	13,950	34.1%	26,944	65.9%
District 14: Far Rockaway, Breezy Point & Broad Channel	27,140	1.2%	4,255	15.7%	8,982	33.1%	13,237	48.8%	13,903	51.2%

APPENDIX B - TABLE 1 CONTINUED. The Self-Sufficiency Standard and Federal Poverty Level by Select Characteristics of Householder¹: New York City 2012

	TOTAL	PERCENT OF HOUSEHOLDS	BELOW SELF-SUFFICIENCY STANDARD						ABOVE SELF-SUFFICIENCY STANDARD	
			BELOW STANDARD AND BELOW POVERTY		BELOW STANDARD AND ABOVE POVERTY		TOTAL BELOW STANDARD			
			NUMBER	PERCENT OF TOTAL	NUMBER	PERCENT OF TOTAL	NUMBER	PERCENT OF TOTAL	NUMBER	PERCENT OF TOTAL
Total Households	2,235,018	100.0%	367,776	16.5%	574,080	26.1%	941,856	42.1%	1,283,367	57.4%
SECTION B DATA: RACE/ETHNICITY, CITIZENSHIP, AND LANGUAGE										
RACE AND ETHNICITY										
Asian/Pacific Islander	311,400	13.9%	60,622	19.5%	90,525	29.1%	151,147	48.5%	160,253	51.5%
Black	489,914	21.9%	89,117	18.2%	143,494	29.3%	232,611	47.5%	257,303	52.5%
Latino³	554,081	24.8%	140,568	25.4%	195,823	35.3%	336,391	60.7%	217,690	39.3%
White	853,640	38.2%	73,476	8.6%	135,090	15.8%	208,566	24.4%	645,074	75.6%
American Indian, Alaska Native, and Other Race	25,983	1.2%	3,993	15.4%	9,148	35.2%	13,141	50.6%	12,842	49.4%
CITIZENSHIP STATUS										
Native-born	1,191,611	53.3%	166,543	14.0%	235,515	19.8%	402,058	33.7%	789,553	66.3%
Not Latino	956,283	42.8%	109,825	11.5%	173,277	18.1%	283,102	29.6%	673,181	70.4%
Latino	235,328	10.5%	56,718	24.1%	62,238	26.4%	118,956	50.5%	116,372	49.5%
Puerto Rican	159,195	7.1%	43,646	27.4%	41,907	26.3%	85,553	53.7%	73,642	46.3%
Other Latino Origin	76,133	3.4%	13,072	17.2%	20,331	26.7%	33,403	43.9%	42,730	56.1%
Naturalized citizen	591,100	26.4%	88,214	14.9%	174,988	29.6%	263,202	44.5%	327,898	55.5%
Not Latino	439,209	19.7%	53,987	12.3%	117,509	26.8%	171,496	39.0%	267,713	61.0%
Latino	151,891	6.8%	34,227	22.5%	57,479	37.8%	91,706	60.4%	60,185	39.6%
Not a citizen	452,307	20.2%	113,019	25.0%	163,577	36.2%	276,596	61.2%	175,711	38.8%
Not Latino	284,824	12.7%	63,211	22.2%	87,139	30.6%	150,350	52.8%	134,474	47.2%
Latino	167,483	7.5%	49,808	29.7%	76,438	45.6%	126,246	75.4%	41,237	24.6%
ENGLISH SPEAKING ABILITY										
Very well	1,738,512	77.8%	231,484	13.3%	380,198	21.9%	611,682	35.2%	1,126,830	64.8%
Less than very well	496,506	22.2%	136,292	27.5%	193,882	39.0%	330,174	66.5%	166,332	33.5%
LANGUAGE SPOKEN AT HOME										
English	1,195,007	53.5%	142,993	12.0%	240,866	20.2%	383,859	32.1%	811,148	67.9%
Language other than English	1,040,011	46.5%	224,783	21.6%	333,214	32.0%	557,997	53.7%	482,014	46.3%
Spanish	499,488	22.3%	125,317	25.1%	185,371	37.1%	310,688	62.2%	188,800	37.8%
Language other than Spanish	540,523	24.2%	99,466	18.4%	147,843	27.4%	247,309	45.8%	293,214	54.2%
SECTION C DATA: FAMILIES WITH CHILDREN										
PRESENCE OF CHILDREN										
No Children	1,395,115	62.4%	162,745	11.7%	281,210	20.2%	443,955	31.8%	951,160	68.2%
1 or More Children	839,903	37.6%	205,031	24.4%	292,870	34.9%	497,901	59.3%	342,002	40.7%
1	398,030	17.8%	71,785	18.0%	134,235	33.7%	206,020	51.8%	192,010	48.2%
2	282,705	12.6%	68,425	24.2%	101,016	35.7%	169,441	59.9%	113,264	40.1%
3 or more	159,168	7.1%	64,821	40.7%	57,619	36.2%	122,440	76.9%	36,728	23.1%
Youngest child less than 6 yrs	400,845	17.9%	110,440	27.6%	148,442	37.0%	258,882	64.6%	141,963	35.4%
Youngest child 6 to 17 yrs	439,058	19.6%	94,591	21.5%	144,428	32.9%	239,019	54.4%	200,039	45.6%

APPENDIX B - TABLE 1 CONTINUED. The Self-Sufficiency Standard and Federal Poverty Level by Select Characteristics of Householder¹: New York City 2012

	TOTAL	PERCENT OF HOUSEHOLDS	BELOW SELF-SUFFICIENCY STANDARD						ABOVE SELF-SUFFICIENCY STANDARD	
			BELOW STANDARD AND BELOW POVERTY		BELOW STANDARD AND ABOVE POVERTY		TOTAL BELOW STANDARD			
			NUMBER	PERCENT OF TOTAL	NUMBER	PERCENT OF TOTAL	NUMBER	PERCENT OF TOTAL	NUMBER	PERCENT OF TOTAL
Total Households	2,235,018	100.0%	367,776	16.5%	574,080	26.1%	941,856	42.1%	1,283,367	57.4%
SECTION C DATA: FAMILIES WITH CHILDREN CONTINUED										
SEX OF HOUSEHOLDER										
Male	1,092,923	48.9%	134,009	12.3%	272,349	24.9%	406,358	37.18%	686,565	62.8%
Female	1,142,095	51.1%	233,767	20.5%	301,731	26.4%	535,498	46.9%	606,597	53.1%
HOUSEHOLD TYPE AND PRESENCE OF CHILDREN										
Non-family ³ household	815,907	36.5%	107,606	13.2%	156,274	19.2%	263,880	32.3%	552,027	67.7%
Male householder	412,292	18.4%	46,917	11.4%	79,447	19.3%	126,364	30.6%	285,928	69.4%
Female householder	403,615	18.1%	60,689	15.0%	76,827	19.0%	137,516	34.1%	266,099	65.9%
Family household ⁴	1,419,111	63.5%	260,170	18.3%	417,806	29.4%	677,976	47.8%	741,135	52.2%
Married couple	855,229	38.3%	101,485	11.9%	221,408	25.9%	322,893	37.8%	532,336	62.2%
No children	359,795	16.1%	25,906	7.2%	61,881	17.2%	87,787	24.4%	272,008	75.6%
1 or more	495,434	22.2%	75,579	15.3%	159,527	32.2%	235,106	47.5%	260,328	52.5%
1	216,151	9.7%	22,895	10.6%	59,480	27.5%	82,375	38.1%	133,776	61.9%
2	180,735	8.1%	24,296	13.4%	62,219	34.4%	86,515	47.9%	94,220	52.1%
3 or more	98,548	4.4%	28,388	28.8%	37,828	38.4%	66,216	67.2%	32,332	32.8%
Male householder, no spouse present	140,376	6.3%	24,307	17.3%	47,506	33.8%	71,813	51.2%	68,563	48.8%
No children	75,052	3.4%	9,563	12.7%	17,884	23.8%	27,447	36.6%	47,605	63.4%
1 or more	65,324	2.9%	14,744	22.6%	29,622	45.3%	44,366	67.9%	20,958	32.1%
1	37,658	1.7%	6,184	16.4%	16,574	44.0%	22,758	60.4%	14,900	39.6%
2	18,067	0.8%	4,660	25.8%	8,434	46.7%	13,094	72.5%	4,973	27.5%
3 or more	9,599	0.4%	3,900	40.6%	4,614	48.1%	8,514	88.7%	1,085	11.3%
Female householder, no spouse present	423,506	18.9%	134,378	31.7%	148,892	35.2%	283,270	66.9%	140,236	33.1%
No children	147,465	6.6%	19,997	13.6%	45,796	31.1%	65,793	44.6%	81,672	55.4%
1 or more	276,041	12.4%	114,381	41.4%	103,096	37.3%	217,477	78.8%	58,564	21.2%
1	141,763	6.3%	42,637	30.1%	57,710	40.7%	100,347	70.8%	41,416	29.2%
2	83,448	3.7%	39,211	47.0%	30,209	36.2%	69,420	83.2%	14,028	16.8%
3 or more	50,830	2.3%	32,533	64.0%	15,177	29.9%	47,710	93.9%	3,120	6.1%
PRESENCE OF CHILDREN BY HOUSEHOLD TYPE AND RACE/ETHNICITY										
No Children	1,395,115	62.4%	162,745	11.7%	281,210	20.2%	443,955	31.8%	951,160	68.2%
Married couple	359,795	16.1%	25,906	7.2%	61,881	17.2%	87,787	24.4%	272,008	75.6%
Asian/Pacific Islander	70,634	3.2%	8,357	11.8%	19,783	28.0%	28,140	39.8%	42,494	60.2%
Black	47,621	2.1%	2,305	4.8%	6,612	13.9%	8,917	18.7%	38,704	81.3%
Latino	66,751	3.0%	6,735	10.1%	17,798	26.7%	24,533	36.8%	42,218	63.2%
White	171,177	7.7%	8,241	4.8%	16,746	9.8%	24,987	14.6%	146,190	85.4%
American Indian, Alaska Native, and Other Race	3,612	0.2%	*	*	*	*	1,210	33.5%	2,402	66.5%

APPENDIX B - TABLE 1 CONTINUED. The Self-Sufficiency Standard and Federal Poverty Level by Select Characteristics of Householder¹: New York City 2012

	TOTAL	PERCENT OF HOUSEHOLDS	BELOW SELF-SUFFICIENCY STANDARD						ABOVE SELF-SUFFICIENCY STANDARD	
			BELOW STANDARD AND BELOW POVERTY		BELOW STANDARD AND ABOVE POVERTY		TOTAL BELOW STANDARD			
			Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Total Households	2,235,018	100.0%	367,776	16.5%	574,080	26.1%	941,856	42.1%	1,283,367	57.4%
SECTION C DATA: FAMILIES WITH CHILDREN CONTINUED										
Male householder, no spouse present	485,418	21.7%	56,480	11.6%	97,177	20.0%	153,657	31.7%	331,761	68.3%
Asian/Pacific Islander	55,799	2.5%	8,421	15.1%	11,769	21.1%	20,190	36.2%	35,609	63.8%
Black	98,676	4.4%	15,580	15.8%	24,106	24.4%	39,686	40.2%	58,990	59.8%
Latino	101,385	4.5%	14,867	14.7%	29,280	28.9%	44,147	43.5%	57,238	56.5%
White	224,186	10.0%	17,034	7.6%	30,535	13.6%	47,569	21.2%	176,617	78.8%
American Indian, Alaska Native, and Other Race	5,372	0.2%	*	*	1,487	27.7%	2,065	38.4%	3,307	61.6%
Female householder, no spouse present	549,902	24.6%	80,359	14.6%	122,152	22.2%	202,511	36.8%	347,391	63.2%
Asian/Pacific Islander	63,155	2.8%	12,253	19.4%	12,059	19.1%	24,312	38.5%	38,843	61.5%
Black	138,451	6.2%	22,906	16.5%	33,592	24.3%	56,498	40.8%	81,953	59.2%
Latina	111,602	5.0%	25,211	22.6%	34,360	30.8%	59,571	53.4%	52,031	46.6%
White	231,241	10.3%	19,118	8.3%	40,836	17.7%	59,954	25.9%	171,287	74.1%
American Indian, Alaska Native, and Other Race	5,453	0.2%	*	*	1,305	23.9%	2,176	39.9%	3,277	60.1%
1 or More Children	839,903	37.6%	205,031	24.4%	292,870	34.9%	497,901	59.3%	342,002	40.7%
Married couple	495,434	22.2%	75,579	15.3%	159,527	32.2%	235,106	47.5%	260,328	52.5%
Asian/Pacific Islander	101,686	4.5%	24,165	23.8%	40,235	39.6%	64,400	63.3%	37,286	36.7%
Black	80,131	3.6%	7,603	9.5%	28,277	35.3%	35,880	44.8%	44,251	55.2%
Latino	117,582	5.3%	22,800	19.4%	54,290	46.2%	77,090	65.6%	40,492	34.4%
White	189,598	8.5%	20,435	10.8%	34,307	18.1%	54,742	28.9%	134,856	71.1%
American Indian, Alaska Native, and Other Race	6,437	0.3%	*	*	2,418	37.6%	2,994	46.5%	3,443	53.5%
Male householder, no spouse present	67,250	3.0%	14,744	21.9%	29,776	44.3%	44,520	66.2%	22,730	33.8%
Asian/Pacific Islander	5,626	0.3%	571	10.1%	2,555	45.4%	3,126	55.6%	2,500	44.4%
Black	16,883	0.8%	3,915	23.2%	6,983	41.4%	10,898	64.6%	5,985	35.4%
Latino	36,476	1.6%	8,619	23.6%	18,698	51.3%	27,317	74.9%	9,159	25.1%
White	7,766	0.3%	1,387	17.9%	1,293	16.6%	2,680	34.5%	5,086	65.5%
American Indian, Alaska Native, and Other Race	*	*	*	*	*	*	*	*	*	*
Female householder, no spouse present	277,219	12.4%	114,708	41.4%	103,567	37.4%	218,275	78.7%	58,944	21.3%
Asian/Pacific Islander	14,500	0.6%	6,855	47.3%	4,124	28.4%	10,979	75.7%	3,521	24.3%
Black	108,152	4.8%	36,808	34.0%	43,924	40.6%	80,732	74.6%	27,420	25.4%
Latina	120,285	5.4%	62,336	51.8%	41,397	34.4%	103,733	86.2%	16,552	13.8%
White	29,672	1.3%	7,261	24.5%	11,373	38.3%	18,634	62.8%	11,038	37.2%
American Indian, Alaska Native, and Other Race	4,610	0.2%	1,448	31.4%	2,749	59.6%	4,197	91.0%	*	*

APPENDIX B - TABLE 1 CONTINUED. The Self-Sufficiency Standard and Federal Poverty Level by Select Characteristics of Householder¹: New York City 2012

	TOTAL	PERCENT OF HOUSEHOLDS	BELOW SELF-SUFFICIENCY STANDARD						ABOVE SELF-SUFFICIENCY STANDARD	
			BELOW STANDARD AND BELOW POVERTY		BELOW STANDARD AND ABOVE POVERTY		TOTAL BELOW STANDARD		Number	Percent of Total
			Number	Percent of Total	Number	Percent of Total	Number	Percent of Total		
Total Households	2,235,018	100.0%	367,776	16.5%	574,080	26.1%	941,856	42.1%	1,283,367	57.4%
SECTION D DATA: EDUCATION CONTINUED										
Less than High School	307,213	13.7%	121,883	39.7%	124,148	40.4%	246,031	80.1%	61,182	19.9%
Male	151,231	6.8%	44,209	29.2%	66,279	43.8%	110,488	73.1%	40,743	26.9%
White	15,670	0.7%	4,323	27.6%	4,635	29.6%	8,958	57.2%	6,712	42.8%
Non-White	135,561	6.1%	39,886	29.4%	61,644	45.5%	101,530	74.9%	34,031	25.1%
Female	155,982	7.0%	77,674	49.8%	57,869	37.1%	135,543	86.9%	20,439	13.1%
White	9,237	0.4%	3,059	33.1%	3,562	38.6%	6,621	71.7%	2,616	28.3%
Non-White	146,745	6.6%	74,615	50.8%	54,307	37.0%	128,922	87.9%	17,823	12.1%
High School Diploma or GED	440,551	19.7%	102,657	23.3%	155,519	35.3%	258,176	58.6%	182,375	41.4%
Male	222,689	10.0%	38,150	17.1%	78,555	35.3%	116,705	52.4%	105,984	47.6%
White	61,936	2.8%	9,682	15.6%	14,213	22.9%	23,895	38.6%	38,041	61.4%
Non-White	160,753	7.2%	28,468	17.7%	64,342	40.0%	92,810	57.7%	67,943	42.3%
Female	217,862	9.7%	64,507	29.6%	76,964	35.3%	141,471	64.9%	76,391	35.1%
White	49,471	2.2%	10,487	21.2%	13,059	26.4%	23,546	47.6%	25,925	52.4%
Non-White	168,391	7.5%	54,020	32.1%	63,905	38.0%	117,925	70.0%	50,466	30.0%
Some College or Associate's Degree	514,024	23.0%	83,628	16.3%	150,948	29.4%	234,576	45.6%	279,448	54.4%
Male	239,989	10.7%	27,410	11.4%	64,514	26.9%	91,924	38.3%	148,065	61.7%
White	82,231	3.7%	9,709	11.8%	17,052	20.7%	26,761	32.5%	55,470	67.5%
Non-White	157,758	7.1%	17,701	11.2%	47,462	30.1%	65,163	41.3%	92,595	58.7%
Female	274,035	12.3%	56,218	20.5%	86,434	31.5%	142,652	52.1%	131,383	47.9%
White	69,655	3.1%	11,203	16.1%	18,368	26.4%	29,571	42.5%	40,084	57.5%
Non-White	204,380	9.1%	45,015	22.0%	68,066	33.3%	113,081	55.3%	91,299	44.7%
Bachelor's Degree or Higher	973,230	43.5%	59,608	6.1%	143,465	14.7%	203,073	20.9%	770,157	79.1%
Male	479,014	21.4%	24,240	5.1%	63,001	13.2%	87,241	18.2%	391,773	81.8%
White	292,506	13.1%	12,361	4.2%	27,427	9.4%	39,788	13.6%	252,718	86.4%
Non-White	186,508	8.3%	11,879	6.4%	35,574	19.1%	47,453	25.4%	139,055	74.6%
Female	494,216	22.1%	35,368	7.2%	80,464	16.3%	115,832	23.4%	378,384	76.6%
White	272,934	12.2%	12,652	4.6%	36,774	13.5%	49,426	18.1%	223,508	81.9%
Non-White	221,282	9.9%	22,716	10.3%	43,690	19.7%	66,406	30.0%	154,876	70.0%

APPENDIX B - TABLE 1 CONTINUED. The Self-Sufficiency Standard and Federal Poverty Level by Select Characteristics of Householder¹: New York City 2012

	TOTAL	PERCENT OF HOUSEHOLDS	BELOW SELF-SUFFICIENCY STANDARD						ABOVE SELF-SUFFICIENCY STANDARD	
			BELOW STANDARD AND BELOW POVERTY		BELOW STANDARD AND ABOVE POVERTY		TOTAL BELOW STANDARD			
			Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Total Households	2,235,018	100.0%	367,776	16.5%	574,080	26.1%	941,856	42.1%	1,283,367	57.4%
SECTION E DATA: EMPLOYMENT AND WORK PATTERNS										
NUMBER OF WORKERS IN HOUSEHOLD BY RACE/ETHNICITY AND NATIVITY										
No Workers	182,414	8.2%	132,844	72.8%	28,898	15.8%	161,742	88.7%	20,672	11.3%
Race and Hispanic Origin										
Asian/Pacific Islander	21,786	1.0%	16,804	77.1%	2,315	10.6%	19,119	87.8%	2,667	12.2%
Black	54,055	2.4%	40,500	74.9%	8,856	16.4%	49,356	91.3%	4,699	8.7%
Latino	57,428	2.6%	47,756	83.2%	7,211	12.6%	54,967	95.7%	2,461	4.3%
White	47,031	2.1%	26,296	55.9%	10,087	21.4%	36,383	77.4%	10,648	22.6%
American Indian, Alaska Native, and Other Race	2,114	0.1%	1,488	70.4%	*	*	1,917	90.7%	*	*
Nativity										
Native	115,082	5.1%	80,211	69.7%	19,950	17.3%	100,161	87.0%	14,921	13.0%
Not Native	67,332	3.0%	52,633	78.2%	8,948	13.3%	61,581	91.5%	5,751	8.5%
One Worker	1,087,546	48.7%	191,382	17.6%	322,136	29.6%	513,518	47.2%	574,028	52.8%
Race and Hispanic Origin										
Asian/Pacific Islander	141,056	6.3%	33,004	23.4%	41,308	29.3%	74,312	52.7%	66,744	47.3%
Black	254,141	11.4%	41,655	16.4%	93,215	36.7%	134,870	53.1%	119,271	46.9%
Latino	256,296	11.5%	76,913	30.0%	96,142	37.5%	173,055	67.5%	83,241	32.5%
White	425,600	19.0%	37,666	8.9%	88,070	20.7%	125,736	29.5%	299,864	70.5%
American Indian, Alaska Native, and Other Race	10,453	0.5%	2,144	20.5%	3,401	32.5%	5,545	53.0%	4,908	47.0%
Nativity										
Native	607,119	27.2%	72,989	12.0%	156,048	25.7%	229,037	37.7%	378,082	62.3%
Not Native	480,427	21.5%	118,393	24.6%	166,088	34.6%	284,481	59.2%	195,946	40.8%
Two or More Workers	965,058	43.2%	43,550	4.5%	223,046	23.1%	266,596	27.6%	698,462	72.4%
Race and Hispanic Origin										
Asian/Pacific Islander	148,558	6.6%	10,814	7.3%	46,902	31.6%	57,716	38.9%	90,842	61.1%
Black	181,718	8.1%	6,962	3.8%	41,423	22.8%	48,385	26.6%	133,333	73.4%
Latino	240,357	10.8%	15,899	6.6%	92,470	38.5%	108,369	45.1%	131,988	54.9%
White	381,009	17.0%	9,514	2.5%	36,933	9.7%	46,447	12.2%	334,562	87.8%
American Indian, Alaska Native, and Other Race	13,416	0.6%	*	*	5,318	39.6%	5,679	42.3%	7,737	57.7%
Nativity										
Native	469,410	21.0%	13,343	2.8%	59,517	12.7%	72,860	15.5%	396,550	84.5%
Not Native	495,648	22.2%	30,207	6.1%	163,529	33.0%	193,736	39.1%	301,912	60.9%

APPENDIX B - TABLE 1 CONTINUED. The Self-Sufficiency Standard and Federal Poverty Level by Select Characteristics of Householder¹: New York City 2012

	TOTAL	PERCENT OF HOUSEHOLDS	BELOW SELF-SUFFICIENCY STANDARD						ABOVE SELF-SUFFICIENCY STANDARD	
			BELOW STANDARD AND BELOW POVERTY		BELOW STANDARD AND ABOVE POVERTY		TOTAL BELOW STANDARD			
			Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Total Households	2,235,018	100.0%	367,776	16.5%	574,080	26.1%	941,856	42.1%	1,283,367	57.4%
SECTION E DATA: EMPLOYMENT AND WORK PATTERNS CONTINUED										
HOUSEHOLD TYPE BY NUMBER OF WORKERS										
Households <i>without</i> children	1,395,115	62.4%	162,745	11.7%	281,210	20.2%	443,955	31.8%	951,160	68.2%
Married couple	359,795	16.1%	25,906	7.2%	61,881	17.2%	87,787	24.4%	272,008	75.6%
Two or more workers	259,300	11.6%	4,452	1.7%	35,361	13.6%	39,813	15.4%	219,487	84.6%
One worker full-time, year-round	63,023	2.8%	4,502	7.1%	16,405	26.0%	20,907	33.2%	42,116	66.8%
One worker part-time and/or part-year	20,037	0.9%	7,905	39.5%	5,696	28.4%	13,601	67.9%	6,436	32.1%
No workers	17,435	0.8%	9,047	51.9%	4,419	25.3%	13,466	77.2%	3,969	22.8%
Male householder, no spouse present	485,418	21.7%	56,480	11.6%	97,177	20.0%	153,657	31.7%	331,761	68.3%
Two or more workers	131,786	5.9%	2,655	2.0%	18,705	14.2%	21,360	16.2%	110,426	83.8%
One worker full-time, year-round	231,713	10.4%	4,924	2.1%	43,361	18.7%	48,285	20.8%	183,428	79.2%
One worker part-time and/or part-year	70,785	3.2%	17,661	25.0%	23,734	33.5%	41,395	58.5%	29,390	41.5%
No workers	51,134	2.3%	31,240	61.1%	11,377	22.2%	42,617	83.3%	8,517	16.7%
Female householder, no spouse present	549,902	24.6%	80,359	14.6%	122,152	22.2%	202,511	36.8%	347,391	63.2%
Two or more workers	155,182	6.9%	5,692	3.7%	30,143	19.4%	35,835	23.1%	119,347	76.9%
One worker full-time, year-round	248,492	11.1%	8,165	3.3%	49,124	19.8%	57,289	23.1%	191,203	76.9%
One worker part-time and/or part-year	89,284	4.0%	26,336	29.5%	33,266	37.3%	59,602	66.8%	29,682	33.2%
No workers	56,944	2.5%	40,166	70.5%	9,619	16.9%	49,785	87.4%	7,159	12.6%
Households <i>with</i> children	839,903	37.6%	205,031	24.4%	292,870	34.9%	497,901	59.3%	342,002	40.7%
Married couple	495,434	22.2%	75,579	15.3%	159,527	32.2%	235,106	47.5%	260,328	52.5%
Two or more workers	314,814	14.1%	19,356	6.1%	90,623	28.8%	109,979	34.9%	204,835	65.1%
One worker full-time, year-round	136,558	6.1%	27,070	19.8%	58,707	43.0%	85,777	62.8%	50,781	37.2%
One worker part-time and/or part-year	36,925	1.7%	23,084	62.5%	9,819	26.6%	32,903	89.1%	4,022	10.9%
No workers	7,137	0.3%	6,069	85.0%	*	*	6,447	90.3%	*	*
Male householder, no spouse present	67,250	3.0%	14,744	21.9%	29,776	44.3%	44,520	66.2%	22,730	33.8%
Two or more workers	32,172	1.4%	1,113	3.5%	16,279	50.6%	17,392	54.1%	14,780	45.9%
One worker full-time, year-round	24,382	1.1%	4,865	20.0%	11,953	49.0%	16,818	69.0%	7,564	31.0%
One worker part-time and/or part-year	5,835	0.3%	3,964	67.9%	1,485	25.4%	5,449	93.4%	386	6.6%
No workers	4,861	0.2%	4,802	98.8%	*	*	4,861	100.0%	*	*

APPENDIX B - TABLE 1 CONTINUED. The Self-Sufficiency Standard and Federal Poverty Level by Select Characteristics of Householder¹: New York City 2012

	TOTAL	PERCENT OF HOUSEHOLDS	BELOW SELF-SUFFICIENCY STANDARD						ABOVE SELF-SUFFICIENCY STANDARD	
			BELOW STANDARD AND BELOW POVERTY		BELOW STANDARD AND ABOVE POVERTY		TOTAL BELOW STANDARD			
			Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Total Households	2,235,018	100.0%	367,776	16.5%	574,080	26.1%	941,856	42.1%	1,283,367	57.4%
SECTION E DATA: EMPLOYMENT AND WORK PATTERNS CONTINUED										
Female householder, no spouse present	277,219	12.4%	114,708	41.4%	103,567	37.4%	218,275	78.7%	58,944	21.3%
Two or more workers	71,804	3.2%	10,282	14.3%	31,935	44.5%	42,217	58.8%	29,587	41.2%
One worker full time, year round	99,362	4.4%	19,988	20.1%	53,392	53.7%	73,380	73.9%	25,982	26.1%
One worker part time and/or part year	61,150	2.7%	42,918	70.2%	15,194	24.8%	58,112	95.0%	3,038	5.0%
No workers	44,903	2.0%	41,520	92.5%	3,046	6.8%	44,566	99.2%	*	*
WORK STATUS OF HOUSEHOLDER										
Full time, year round	1,422,499	63.6%	69,930	4.9%	326,297	22.9%	396,227	27.9%	1,026,272	72.1%
Full time, part year	200,500	9.0%	38,189	19.0%	62,147	31.0%	100,336	50.0%	100,164	50.0%
less than 26 weeks	62,288	2.8%	19,878	31.9%	21,297	34.2%	41,175	66.1%	21,113	33.9%
26 weeks to 49 weeks	138,212	6.2%	18,311	13.2%	40,850	29.6%	59,161	42.8%	79,051	57.2%
Part time, year round	162,628	7.3%	44,480	27.4%	63,833	39.3%	108,313	66.6%	54,315	33.4%
Part time, part year	117,708	5.3%	46,792	39.8%	35,315	30.0%	82,107	69.8%	35,601	30.2%
less than 26 weeks	52,977	2.4%	28,184	53.2%	13,875	26.2%	42,059	79.4%	10,918	20.6%
26 weeks to 49 weeks	64,731	2.9%	18,608	28.7%	21,440	33.1%	40,048	61.9%	24,683	38.1%
Not working	331,683	14.8%	168,385	50.8%	86,488	26.1%	254,873	76.8%	76,810	23.2%
WORK STATUS OF ADULTS										
One Adult in Household	857,098	38.3%	187,062	21.8%	205,696	24.0%	392,758	45.8%	464,340	54.2%
Full time, year round	530,001	23.7%	23,311	4.4%	118,559	22.4%	141,870	26.8%	388,131	73.2%
Full time, part year	79,657	3.6%	18,211	22.9%	25,003	31.4%	43,214	54.3%	36,443	45.7%
Part time, year round	63,606	2.8%	22,958	36.1%	24,539	38.6%	47,497	74.7%	16,109	25.3%
Part time, part year	46,764	2.1%	26,304	56.2%	13,865	29.6%	40,169	85.9%	6,595	14.1%
Not working	137,070	6.1%	96,278	70.2%	23,730	17.3%	120,008	87.6%	17,062	12.4%
Two or More Adults in Household	1,377,920	61.7%	180,714	13.1%	368,384	26.7%	549,098	39.8%	828,822	60.2%
All adults work	759,259	34.0%	23,515	3.1%	142,792	18.8%	166,307	21.9%	592,952	78.1%
All workers full time, year round	361,760	16.2%	1,926	0.5%	30,581	8.5%	32,507	9.0%	329,253	91.0%
Some workers part time and/or part year ⁵	323,296	14.5%	7,088	2.2%	82,131	25.4%	89,219	27.6%	234,077	72.4%
All workers part time and/or part year	74,203	3.3%	14,501	19.5%	30,080	40.5%	44,581	60.1%	29,622	39.9%
Some adults work	572,388	25.6%	119,754	20.9%	220,374	38.5%	340,128	59.4%	232,260	40.6%
All workers full time, year round	357,897	16.0%	49,392	13.8%	142,302	39.8%	191,694	53.6%	166,203	46.4%
All workers part time and/or part year	117,664	5.3%	63,055	53.6%	37,193	31.6%	100,248	85.2%	17,416	14.8%
Not working	96,827	4.3%	7,307	7.5%	40,879	42.2%	48,186	49.8%	48,641	50.2%
No adults work	46,273	2.1%	37,445	80.9%	5,218	11.3%	42,663	92.2%	3,610	7.8%

APPENDIX B - TABLE 1 CONTINUED. The Self-Sufficiency Standard and Federal Poverty Level by Select Characteristics of Householder¹: New York City 2012

	TOTAL	PERCENT OF HOUSEHOLDS	BELOW SELF-SUFFICIENCY STANDARD						ABOVE SELF-SUFFICIENCY STANDARD	
			BELOW STANDARD AND BELOW POVERTY		BELOW STANDARD AND ABOVE POVERTY		TOTAL BELOW STANDARD			
			Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Total Households	2,235,018	100.0%	367,776	16.5%	574,080	26.1%	941,856	42.1%	1,283,367	57.4%
ADDITIONAL SELECT CHARACTERISTICS										
MARITAL STATUS OF HOUSEHOLDER										
Married	946,430	42.3%	123,353	13.0%	247,269	26.1%	370,622	39.2%	575,808	60.8%
Widowed	50,134	2.2%	11,672	23.3%	16,318	32.5%	27,990	55.8%	22,144	44.2%
Divorced	248,420	11.1%	39,185	15.8%	70,044	28.2%	109,229	44.0%	139,191	56.0%
Separated	118,187	5.3%	34,045	28.8%	37,638	31.8%	71,683	60.7%	46,504	39.3%
Never Married	871,847	39.0%	159,521	18.3%	202,811	23.3%	362,332	41.6%	509,515	58.4%
AGE OF HOUSEHOLDER										
18-24	89,258	4.0%	29,210	32.7%	29,306	32.8%	58,516	65.6%	30,742	34.4%
25-34	543,382	24.3%	81,636	15.0%	129,012	23.7%	210,648	38.8%	332,734	61.2%
35-44	587,102	26.3%	104,933	17.9%	151,853	25.9%	256,786	43.7%	330,316	56.3%
45-54	558,940	25.0%	84,622	15.1%	149,922	26.8%	234,544	42.0%	324,396	58.0%
55-64	456,336	20.4%	67,375	14.8%	113,987	25.0%	181,362	39.7%	274,974	60.3%
HOUSEHOLD TYPE BY MULTI-GENERATIONAL HOUSEHOLD										
Not multi-generational	2,125,321	95.1%	345,072	16.2%	529,959	24.9%	875,031	41.2%	1,250,290	58.8%
Multi-generational	109,697	4.9%	22,704	20.7%	44,121	40.2%	66,825	60.9%	42,872	39.1%
Married Couple	55,590	2.5%	7,252	13.0%	21,730	39.1%	28,982	52.1%	26,608	47.9%
Male householder, no spouse present	6,539	0.3%	*	*	2,563	39.2%	3,504	53.6%	3,035	46.4%
Female householder, no spouse present	47,568	2.1%	14,511	30.5%	19,828	41.7%	34,339	72.2%	13,229	27.8%
HEALTH INSURANCE COVERAGE OF HOUSEHOLDER										
With health insurance coverage	1,874,984	83.9%	283,004	15.1%	424,474	22.6%	707,478	37.7%	1,167,506	62.3%
Without health insurance coverage	360,034	16.1%	84,772	23.5%	149,606	41.6%	234,378	65.1%	125,656	34.9%
MILITARY STATUS OF HOUSEHOLDER										
On active duty now or during the last 12 months	2,836	0.1%	*	*	1,113	39.2%	1,292	45.6%	1,544	54.4%
On active duty in the past, but not during the last 12 months	38,294	1.7%	3,796	9.9%	8,328	21.7%	12,124	31.7%	26,170	68.3%
Training for Reserves/National Guard only	12,109	0.5%	1,552	12.8%	2,173	17.9%	3,725	30.8%	8,384	69.2%
Never served in the military	2,181,779	97.6%	362,249	16.6%	562,466	25.8%	924,715	42.4%	1,257,064	57.6%

1 The householder is the person (or one of the persons) in whose name the housing unit is owned or rented or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees.

2 Latino refers to Hispanic/Latino ethnicity, regardless of race.

3 A non-family household is a person maintaining a household while living alone or with nonrelatives only.

4 A family household is a household maintained by a family, defined as a group of two or more persons (one of whom is the householder) residing together and related by birth, marriage, or adoption; family households include any unrelated persons who reside in the household.

5 This category can also include households with full-time workers.

*The data in this report is based on a 1% sample of households. Thus a value of a 1,000 households indicates that the actual underlying observations would be around 10 households. Therefore, values less than 1,000 are notated with an asterisk to indicate caution as underlying observations are small.

Source: U.S. Census Bureau, 2012 American Community Survey.

APPENDIX B - TABLE 2. Top 20 Occupations¹ of Householders²: New York City 2012

BELOW THE SELF-SUFFICIENCY STANDARD						ABOVE THE SELF-SUFFICIENCY STANDARD					
RANK	OCCUPATION	Total number of workers	Percent	Cumulative Percent	Median Earnings	RANK	OCCUPATION	Total number of workers	Percent	Cumulative Percent	Median Earnings
Total		792,003			\$20,000	TOTAL		1,252,315			\$62,000
1	Nursing, psychiatric, and home health aides	60,174	8%	8%	\$17,500	1	Managers, all other	42,427	3%	3%	\$85,000
2	Janitors and building cleaners	29,039	4%	11%	\$16,000	2	Elementary and middle school teachers	37,710	3%	6%	\$70,000
3	Childcare workers	26,765	3%	15%	\$10,000	3	Secretaries and administrative assistants	35,643	3%	9%	\$50,000
4	Cashiers	23,413	3%	18%	\$12,500	4	Accountants and auditors	35,605	3%	12%	\$80,000
5	Maids and housekeeping cleaners	21,587	3%	20%	\$13,300	5	Lawyers	34,285	3%	15%	\$152,000
6	Retail salespersons	21,432	3%	23%	\$19,400	6	Registered nurses	27,561	2%	17%	\$80,000
7	Construction laborers	19,925	3%	26%	\$20,000	7	Designers	24,283	2%	19%	\$68,000
8	Secretaries and administrative assistants	19,470	2%	28%	\$22,000	8	Nursing, psychiatric, and home health aides	23,182	2%	21%	\$35,000
9	Taxi drivers and chauffeurs	18,148	2%	30%	\$20,000	9	Postsecondary teachers	20,856	2%	22%	\$66,000
10	Waiters and waitresses	17,141	2%	32%	\$15,000	10	Physicians and surgeons	20,543	2%	24%	\$100,000
11	Personal care aides	16,456	2%	35%	\$17,000	11	Janitors and building cleaners	20,374	2%	26%	\$40,500
12	Cooks	14,180	2%	36%	\$17,000	12	Financial managers	19,875	2%	27%	\$116,000
13	Security guards and gaming surveillance officers	13,839	2%	38%	\$23,000	13	Chief executives	18,529	1%	29%	\$150,000
14	Driver/sales workers and truck drivers	13,350	2%	40%	\$23,000	14	First-line supervisors of retail sales workers	17,875	1%	30%	\$55,000
15	First-line supervisors of retail sales workers	13,226	2%	41%	\$21,000	15	Retail salespersons	17,377	1%	32%	\$50,000
16	Teacher assistants	12,997	2%	43%	\$21,000	16	Social workers	15,739	1%	33%	\$52,000
17	Office clerks, general	11,479	1%	45%	\$19,000	17	Securities, commodities, and financial services sales agents	15,461	1%	34%	\$125,000
18	Customer service representatives	11,083	1%	46%	\$20,000	18	First-line supervisors of office and administrative support workers	14,443	1%	35%	\$54,000
19	Chefs and head cooks	10,815	1%	47%	\$20,800	19	General and operations managers	13,570	1%	36%	\$80,000
20	Designers	8,476	1%	48%	\$20,000	20	Education administrators	13,359	1%	37%	\$85,000

¹ Detailed occupations are based on the Standard Occupational Classification (SOC). For definitions of these occupations see the Bureau of Labor Statistics Standard Occupation Classifications at http://www.bls.gov/soc/soc_majo.htm

² The householder is the person (or one of the persons) in whose name the housing unit is owned or rented or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees.

APPENDIX B - TABLE 3. Top 20 Occupations¹ of Householders² by Gender: New York City 2012

BELOW THE SELF-SUFFICIENCY STANDARD							
MALE HOUSEHOLDERS				FEMALE HOUSEHOLDERS			
RANK	Occupations	Percent	Median Earnings	RANK	Occupations	Percent	Median Earnings
TOTAL			\$20,000	TOTAL			\$18,000
1	Construction laborers	6%	\$20,000	1	Nursing, psychiatric, and home health aides	13%	\$18,000
2	Taxi drivers and chauffeurs	5%	\$20,000	2	Childcare workers	6%	\$10,000
3	Janitors and building cleaners	5%	\$19,000	3	Maids and housekeeping cleaners	4%	\$12,700
4	Driver/sales workers and truck drivers	4%	\$23,000	4	Secretaries and administrative assistants	4%	\$23,400
5	Cooks	3%	\$18,000	5	Cashiers	4%	\$12,000
6	Retail salespersons	3%	\$19,000	6	Personal care aides	4%	\$17,000
7	Chefs and head cooks	3%	\$20,800	7	Janitors and building cleaners	3%	\$10,400
8	Security guards and gaming surveillance officers	2%	\$24,000	8	Retail salespersons	3%	\$20,000
9	First-line supervisors of retail sales workers	2%	\$23,800	9	Teacher assistants	2%	\$22,000
10	Cashiers	2%	\$16,800	10	Waiters and waitresses	2%	\$14,000
11	Waiters and waitresses	2%	\$16,000	11	Office clerks, general	2%	\$19,000
12	Painters, construction and maintenance	2%	\$18,000	12	Customer service representatives	2%	\$20,600
13	Laborers and freight, stock, and material movers, hand	2%	\$18,000	13	Receptionists and information clerks	2%	\$20,000
14	Carpenters	2%	\$20,000	14	Hairdressers, hairstylists, and cosmetologists	2%	\$13,000
15	Designers	2%	\$26,000	15	Social workers	1%	\$31,500
16	Managers, all other	1%	\$35,000	16	First-line supervisors of retail sales workers	1%	\$19,200
17	Sales representatives, wholesale and manufacturing	1%	\$24,000	17	Security guards and gaming surveillance officers	1%	\$22,000
18	Food preparation workers	1%	\$16,600	18	Elementary and middle school teachers	1%	\$12,600
19	Nursing, psychiatric, and home health aides	1%	\$13,000	19	Bookkeeping, accounting, and auditing clerks	1%	\$24,000
20	Stock clerks and order fillers	1%	\$20,000	20	Packers and packagers, hand	1%	\$21,000

APPENDIX B - TABLE 3 CONTINUED. Top 20 Occupations¹ of Householders² by Gender: New York City 2012

ABOVE THE SELF-SUFFICIENCY STANDARD							
RANK	MALE HOUSEHOLDERS			RANK	FEMALE HOUSEHOLDERS		
	Occupations	Percent	Median Earnings		Occupations	Percent	Median Earnings
TOTAL			\$67,000	TOTAL			\$60,000
1	Managers, all other	4%	\$89,000	1	Secretaries and administrative assistants	6%	\$50,000
2	Accountants and auditors	3%	\$100,000	2	Elementary and middle school teachers	5%	\$70,000
3	Lawyers	3%	\$175,000	3	Registered nurses	4%	\$80,000
4	Janitors and building cleaners	3%	\$42,000	4	Nursing, psychiatric, and home health aides	3%	\$34,800
5	Chief executives	2%	\$170,000	5	Managers, all other	3%	\$83,000
6	Financial managers	2%	\$150,000	6	Accountants and auditors	3%	\$70,000
7	Physicians and surgeons	2%	\$150,000	7	Lawyers	3%	\$129,000
8	Securities, commodities, and financial services sales agents	2%	\$120,000	8	Designers	2%	\$64,000
9	Driver/sales workers and truck drivers	2%	\$47,000	9	Social workers	2%	\$52,000
10	Postsecondary teachers	2%	\$71,000	10	Education administrators	2%	\$85,000
11	Taxi drivers and chauffeurs	2%	\$40,000	11	Postsecondary teachers	2%	\$60,000
12	Construction laborers	2%	\$45,000	12	Bookkeeping, accounting, and auditing clerks	2%	\$50,000
13	Designers	2%	\$70,000	13	First-line supervisors of office and administrative support workers	1%	\$53,000
14	Elementary and middle school teachers	1%	\$80,000	14	Physicians and surgeons	1%	\$100,000
15	Security guards and gaming surveillance officers	1%	\$43,000	15	First-line supervisors of retail sales workers	1%	\$45,000
16	Retail salespersons	1%	\$58,000	16	Retail salespersons	1%	\$48,000
17	First-line supervisors of retail sales workers	1%	\$60,000	17	Financial managers	1%	\$82,300
18	Property, real estate, and community association managers	1%	\$67,000	18	Customer service representatives	1%	\$41,000
19	Electricians	1%	\$66,000	19	Maids and housekeeping cleaners	1%	\$32,200
20	Police and sheriff's patrol officers	1%	\$80,000	20	Childcare workers	1%	\$33,600

¹ Detailed occupations are based on the Standard Occupational Classification (SOC). For definitions of these occupations see the Bureau of Labor Statistics Standard Occupation Classifications at http://www.bls.gov/soc/soc_majo.htm

² The householder is the person (or one of the persons) in whose name the housing unit is owned or rented or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees.

Source: U.S. Census Bureau, 2012 American Community Survey

APPENDIX B - TABLE 4. Top 20 Occupations¹ of Householders² by Race/Ethnicity: New York City 2012

BELOW THE SELF-SUFFICIENCY STANDARD							
RANK	WHITE HOUSEHOLDERS			RANK	NON-WHITE HOUSEHOLDERS		
	Occupations	Percent	Median Earnings		Occupations	Percent	Median Earnings
TOTAL			\$20,000	TOTAL			\$19,000
1	Secretaries and administrative assistants	4%	\$17,000	1	Nursing, psychiatric, and home health aides	4%	\$17,000
2	Nursing, psychiatric, and home health aides	3%	\$19,200	2	Janitors and building cleaners	4%	\$16,000
3	Retail salespersons	3%	\$28,600	3	Childcare workers	3%	\$9,400
4	Designers	2%	\$21,000	4	Cashiers	3%	\$12,000
5	Elementary and middle school teachers	2%	\$13,200	5	Maids and housekeeping cleaners	3%	\$13,300
6	Teacher assistants	2%	\$14,000	6	Taxi drivers and chauffeurs	3%	\$20,000
7	Waiters and waitresses	2%	\$14,000	7	Construction laborers	2%	\$20,000
8	Office clerks, general	2%	\$18,000	8	Retail salespersons	2%	\$18,000
9	Other teachers and instructors	2%	\$17,000	9	Personal care aides	2%	\$17,900
10	Construction laborers	2%	\$15,000	10	Waiters and waitresses	2%	\$15,000
11	First-line supervisors of retail sales workers	2%	\$32,000	11	Cooks	2%	\$17,000
12	Cashiers	2%	\$19,500	12	Secretaries and administrative assistants	2%	\$24,300
13	Real estate brokers and sales agents	2%	\$25,000	13	Driver/sales workers and truck drivers	2%	\$23,000
14	Sales representatives, wholesale and manufacturing	2%	\$30,000	14	Security guards and gaming surveillance officers	2%	\$23,000
15	Childcare workers	2%	\$13,000	15	First-line supervisors of retail sales workers	1%	\$19,200
16	Janitors and building cleaners	2%	\$13,200	16	Chefs and head cooks	1%	\$20,800
17	Managers, all other	2%	\$23,000	17	Customer service representatives	1%	\$18,600
18	Lawyers	1%	\$26,200	18	Teacher assistants	1%	\$22,800
19	Postsecondary teachers	1%	\$20,000	19	Office clerks, general	1%	\$19,000
20	Receptionists and information clerks	1%	\$18,000	20	Hairdressers, hairstylists, and cosmetologists	1%	\$13,000

APPENDIX B - TABLE 4 CONTINUED. Top 20 Occupations¹ of Householders² by Race/Ethnicity: New York City 2012

ABOVE THE SELF-SUFFICIENCY STANDARD							
RANK	WHITE HOUSEHOLDERS			RANK	NON-WHITE HOUSEHOLDERS		
	Occupations	Percent	Median Earnings		Occupations	Percent	Median Earnings
TOTAL			\$74,000	TOTAL			\$55,000
1	Managers, all other	4%	\$88,000	1	Nursing, psychiatric, and home health aides	19,961	\$35,000
2	Lawyers	4%	\$160,000	2	Registered nurses	19,054	\$80,000
3	Elementary and middle school teachers	3%	\$70,000	3	Secretaries and administrative assistants	18,618	\$47,000
4	Accountants and auditors	3%	\$96,000	4	Accountants and auditors	17,157	\$70,000
5	Secretaries and administrative assistants	3%	\$55,000	5	Elementary and middle school teachers	16,456	\$71,000
6	Designers	3%	\$68,000	6	Managers, all other	15,048	\$72,000
7	Postsecondary teachers	2%	\$68,000	7	Janitors and building cleaners	14,736	\$40,000
8	Chief executives	2%	\$140,000	8	Social workers	10,924	\$50,000
9	Financial managers	2%	\$166,000	9	Physicians and surgeons	10,035	\$80,000
10	Securities, commodities, and financial services sales agents	2%	\$125,000	10	Security guards and gaming surveillance officers	9,844	\$40,000
11	Physicians and surgeons	2%	\$150,000	11	Taxi drivers and chauffeurs	9,755	\$40,000
12	Editors	2%	\$80,000	12	First-line supervisors of retail sales workers	9,153	\$52,000
13	Management analysts	2%	\$121,000	13	First-line supervisors of office and administrative support workers	9,069	\$52,000
14	Retail salespersons	2%	\$58,000	14	Driver/sales workers and truck drivers	9,015	\$43,100
15	First-line supervisors of retail sales workers	1%	\$58,000	15	Financial managers	8,982	\$85,000
16	Producers and directors	1%	\$70,000	16	Police and sheriff's patrol officers	8,501	\$76,000
17	Registered nurses	1%	\$80,000	17	Customer service representatives	8,152	\$36,000
18	General and operations managers	1%	\$81,000	18	Retail salespersons	8,006	\$37,600
19	Education administrators	1%	\$92,000	19	Construction laborers	7,899	\$43,200
20	First-line supervisors of non-retail sales workers	1%	\$100,000	20	Maids and housekeeping cleaners	7,691	\$37,000

¹ Detailed occupations are based on the Standard Occupational Classification (SOC). For definitions of these occupations see the Bureau of Labor Statistics Standard Occupation Classifications at http://www.bls.gov/soc/soc_majo.htm

² The householder is the person (or one of the persons) in whose name the housing unit is owned or rented or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees.

Source: U.S. Census Bureau, 2012 American Community Survey.

APPENDIX B - TABLE 5. Median Hourly Pay Rate of Working Householders¹ by Gender, Household Status, Presence of Children, and Race/Ethnicity: New York City 2012

	TOTAL HOUSEHOLDS				TOTAL BELOW SELF-SUFFICIENCY STANDARD				TOTAL ABOVE SELF-SUFFICIENCY STANDARD			
	Median				Median				Median			
	Number	Missing ²	Hourly Pay Rate	Annual Hours Worked	Number	Missing ²	Hourly Pay Rate	Annual Hours Worked	Number	Missing ²	Hourly Pay Rate	Annual Hours Worked
All Householders	2,235,018	--	--	--	941,856	--	--	--	1,283,367	--	--	--
Working Householders	1,903,335	331,683	\$20.98	2,080	686,983	254,873	\$10.58	1,976	1,216,352	76,810	\$28.85	2,080
GENDER												
MALE	976,535	116,388	\$22.20	2,080	322,384	83,974	\$10.58	2,080	654,151	32,414	\$29.72	2,080
FEMALE	926,800	215,295	\$19.40	2,080	364,599	170,899	\$10.58	1,820	562,201	44,396	\$27.47	2,080
HOUSEHOLD TYPE												
FAMILY HOUSEHOLDS												
Married couple	737,259	117,970	\$21.63	2,080	249,440	73,453	\$11.06	2,080	487,819	44,517	\$29.67	2,080
Male householder, no spouse present	119,468	20,908	\$16.35	2,080	56,024	15,789	\$10.30	2,080	63,444	5,119	\$24.04	2,080
Female householder, no spouse present	333,008	90,498	\$15.02	1,976	200,494	82,776	\$10.99	1,820	132,514	7,722	\$25.00	2,080
NON-FAMILY HOUSEHOLDS												
Male householder	361,352	50,940	\$24.04	2,080	85,386	40,978	\$9.62	1,920	275,966	9,962	\$29.12	2,080
Female householder	352,248	51,367	\$24.48	2,080	95,639	41,877	\$10.02	1,560	256,609	9,490	\$28.85	2,080
CHILDREN												
CHILDREN PRESENT	702,731	137,172	\$17.31	2,080	383,613	114,288	\$11.28	2,080	319,118	22,884	\$30.77	2,080
NO CHILDREN PRESENT	1,200,604	194,511	\$23.08	2,080	303,370	140,585	\$10.00	1,820	897,234	53,926	\$27.88	2,080
RACE/ETHNICITY												
WHITE	759,663	93,977	\$27.78	2,080	151,543	57,023	\$11.54	1,760	608,120	36,954	\$32.05	2,080
NON-WHITE	1,143,672	237,706	\$17.03	2,080	535,440	197,850	\$10.38	2,080	608,232	39,856	\$25.96	2,080

¹ The householder is the person (or one of the persons) in whose name the housing unit is owned or rented or, if there is no such person, the householder is any adult member, excluding roomers, boarders, or paid employees.

² Missing indicates the number of non-working householders excluded from the calculation of median hourly pay rate.

Source: U.S. Census Bureau, 2012 American Community Survey.

APPENDIX B - TABLE 6. Total and Percent of Households or Householders with Incomes Below the Self-Sufficiency Standard in Seven States¹

HOUSEHOLD TYPE	CALIFORNIA 2012		COLORADO 2000		CONNECTICUT 2000		MISSISSIPPI 2007	
	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard
TOTAL HOUSEHOLDS IN STATE	3,485,951	38.3%	252,850	20.5%	167,632	19.0%	236,215	31.8%
RACE AND ETHNICITY OF HOUSEHOLDER ²								
Asian	440,810	31.9%	7,551	27.1%	6,067	26.3%	3,034	39.1%
Black	271,433	46.1%	15,811	34.2%	29,263	38.8%	128,953	49.0%
Latino ³	1,706,986	59.5%	63,657	42.7%	33,455	50.5%	5,773	48.2%
White	1,028,558	24.7%	159,856	16.1%	96,958	13.6%	97,049	21.3%
Other ⁴	38,164	41.0%	**	**	**	**	1,406	29.7%
CITIZENSHIP STATUS OF HOUSEHOLDER								
Native-born	1,447,508	46.1%	213,207	18.8%	139,143	18.0%	229,171	31.5%
Foreign born	1,421,315	23.2%	39,643	40.2%	28,489	27.0%	7,044	43.0%
ENGLISH SPEAKING ABILITY								
Very well	2,249,867	30.9%	**	**	141,463	17.0%	**	**
Less than very well	1,236,084	68.1%	**	**	26,169	45.0%	**	**
EDUCATIONAL ATTAINMENT								
Less than high school	973,454	77.1%	53,145	50.8%	40,510	45.9%	58,507	55.3%
High school diploma	791,058	53.0%	65,438	27.4%	56,215	25.6%	85,561	37.3%
Some college or Associate's degree	1,141,760	38.8%	88,672	21.2%	43,039	18.2%	72,364	29.9%
Bachelor's degree or higher	579,679	17.1%	45,595	9.6%	27,868	8.3%	19,783	11.9%
GENDER OF HOUSEHOLDER								
Male	1,666,064	33.4%	141,755	16.6%	79,499	14.0%	86,542	21.6%
Female	1,819,887	44.3%	111,095	29.4%	88,133	29.0%	149,673	43.6%
NUMBER OF CHILDREN IN HOUSEHOLD								
No children	1,386,495	27.9%	101,615	14.2%	60,152	12.0%	98,688	25.5%
1 or more	2,099,456	51.0%	151,235	29.2%	107,480	27.0%	137,527	38.5%
AGE OF YOUNGEST CHILD								
Less than 6 yrs	1,136,228	59.8%	92,946	39.0%	64,280	36.0%	76,543	47.3%
6 to 17 yrs	963,228	43.4%	58,289	20.9%	43,200	20.0%	60,984	31.2%
HOUSEHOLD TYPE AND NUMBER OF CHILDREN								
Married couple ⁵	1,536,348	32.9%	162,033	17.1%	64,390	12.7%	69,777	18.3%
No children	357,173	18.9%	60,015	11.5%	11,747	5.5%	22,517	13.4%
1 or more	1,179,175	42.4%	102,018	23.9%	52,643	18.1%	47,260	22.3%
Male householder, no spouse present	726,471	37.0%	**	**	8,984	27.8%	47,014	32.4%
No children	484,715	31.0%	**	**	1,886	14.0%	35,689	30.6%
1 or more	241,756	60.8%	**	**	7,098	37.7%	11,325	39.7%
Female householder, no spouse present	1,223,132	49.7%	90,817	31.8%	52,072	48.6%	119,424	54.7%
No children	544,607	35.8%	41,600	21.4%	5,081	18.4%	40,482	39.8%
1 or more	678,525	72.0%	49,217	54.1%	46,991	59.1%	78,942	67.8%

APPENDIX B - TABLE 6 CONTINUED. Total and Percent of Households or Householders with Incomes Below the Self-Sufficiency Standard in Seven States¹

HOUSEHOLD TYPE	NEW JERSEY 2005		PENNSYLVANIA 2010		WASHINGTON 2007		NEW YORK CITY 2012	
	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard
TOTAL HOUSEHOLDS IN STATE	494,042	20.0%	838,931	25.6%	323,162	18.6%	941,856	42.1%
RACE AND ETHNICITY OF HOUSEHOLDER ²								
Asian	32,207	17.4%	32,561	32.1%	32,247	24.9%	151,147	48.5%
Black	112,576	34.0%	158,785	48.3%	22,571	36.0%	232,611	47.5%
Latino ³	145,836	41.5%	80,660	55.0%	57,625	42.9%	336,391	60.7%
White	198,219	12.9%	561,597	20.9%	200,484	14.6%	208,566	24.4%
Other ⁴	5,204	33.5%	5,328	35.2%	10,235	30.8%	13,141	50.6%
CITIZENSHIP STATUS OF HOUSEHOLDER								
Native-born	318,608	18.0%	751,500	24.7%	237,745	15.9%	402,058	33.7%
Foreign born	175,434	29.0%	87,431	37.5%	85,417	35.2%	539,798	51.7%
ENGLISH SPEAKING ABILITY								
Very well	372,196	17.0%	772,471	24.5%	261,572	16.3%	611,682	35.2%
Less than very well	121,846	43.0%	66,460	53.3%	61,590	47.8%	330,174	66.5%
EDUCATIONAL ATTAINMENT								
Less than high school	109,159	49.7%	121,003	60.5%	50,629	46.5%	246,031	80.1%
High school diploma	177,136	28.8%	324,875	31.6%	95,348	25.9%	258,176	58.6%
Some college or Associate's degree	121,671	20.2%	256,240	28.0%	128,063	20.3%	234,576	45.6%
Bachelor's degree or higher	86,076	8.8%	136,813	12.1%	49,122	7.8%	203,073	20.9%
GENDER OF HOUSEHOLDER								
Male	212,608	15.0%	346,464	19.5%	143,292	14.4%	406,358	37.2%
Female	281,434	27.0%	492,467	33.0%	179,870	24.1%	535,498	46.9%
NUMBER OF CHILDREN IN HOUSEHOLD								
No children	187,884	14.5%	387,420	19.5%	124,552	12.2%	443,955	31.8%
1 or more	306,158	27.3%	451,511	35.1%	198,610	27.7%	497,901	59.3%
AGE OF YOUNGEST CHILD								
Less than 6 yrs	176,713	35.0%	255,491	45.8%	129,303	38.9%	258,882	64.6%
6 to 17 yrs	129,445	21.0%	196,020	27.0%	69,307	18.0%	239,019	54.4%
HOUSEHOLD TYPE AND NUMBER OF CHILDREN								
Married couple ⁵	219,092	14.8%	286,170	16.5%	130,990	14.1%	322,893	37.8%
No children	49,775	8.2%	77,900	9.1%	28,472	6.7%	87,787	24.4%
1 or more	169,317	19.3%	208,270	23.8%	102,518	20.4%	235,106	47.5%
Male householder, no spouse present	**	**	184,477	28.0%	23,529	26.1%	71,813	51.2%
No children	**	**	144,452	23.8%	4,878	15.8%	27,447	36.6%
1 or more	**	**	40,025	41.0%	18,651	31.5%	44,366	67.9%
Female householder, no spouse present	220,146	35.6%	368,284	41.7%	81,173	43.3%	283,270	66.9%
No children	85,303	22.2%	165,068	29.0%	6,528	15.6%	65,793	44.6%
1 or more	134,843	57.3%	203,216	64.7%	74,645	51.3%	217,477	78.8%

APPENDIX B - TABLE 6 CONTINUED. Total and Percent of Households or Householders with Incomes Below the Self-Sufficiency Standard in Seven States¹

HOUSEHOLD TYPE	CALIFORNIA 2012		COLORADO 2000		CONNECTICUT 2000		MISSISSIPPI 2007	
	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard
TOTAL HOUSEHOLDS IN STATE	2,868,823	31.0%	252,850	20.5%	167,632	19.0%	236,215	31.8%
HOUSEHOLD TYPE BY RACE AND ETHNICITY ⁶								
Households without children	1,386,495	27.9%	101,615	14.2%	60,152	12.3%	98,688	25.5%
Married couple or male householder, no spouse present	841,888	24.4%	60,015	11.5%	33,123	9.5%	58,206	20.4%
Asian/Pacific Islander	130,992	24.8%	1,780	15.8%	2,007	21.4%	**	**
Black	59,911	31.3%	2,543	17.0%	4,256	21.4%	24,602	32.9%
Latino	290,133	37.6%	10,144	22.9%	4,447	26.4%	**	**
White	351,530	18.3%	43,777	9.9%	21,839	7.3%	30,854	15.3%
Native American	**	**	1,335	22.5%	**	**	**	**
Other	9,322	24.6%	**	**	**	**	2,750	29.8%
Female householder, no spouse present	544,607	35.8%	41,600	21.4%	27,029	19.0%	40,482	39.8%
Asian/Pacific Islander	82,731	35.5%	1,405	36.3%	1,079	34.8%	**	**
Black	66,676	45.0%	2,048	25.5%	4,178	26.3%	22,527	50.1%
Latina	142,767	46.6%	5,741	34.5%	3,979	46.9%	**	**
White	245,226	30.1%	31,490	19.4%	17,545	15.4%	16,738	31.1%
Native American	**	**	787	30.1%	**	**	**	**
Other	7,207	42.1%	**	**	**	**	1,217	41.2%
Households with children	2,099,456	51.0%	151,235	29.2%	107,480	27.4%	137,527	38.5%
Married couple or male householder, no spouse present	1,420,931	44.7%	102,018	23.9%	60,306	19.3%	58,585	24.3%
Asian/Pacific Islander	172,807	32.7%	3,270	29.4%	2,698	27.0%	**	**
Black	57,936	43.6%	4,847	34.5%	6,783	35.2%	22,849	35.2%
Latino	879,453	66.5%	33,952	49.0%	10,895	46.8%	**	**
White	297,849	25.5%	57,770	17.7%	39,196	15.2%	31,162	18.8%
Native American	**	**	1,717	39.6%	**	**	**	**
Other	12,886	48.7%	**	**	**	**	4,574	47.8%
Female householder, no spouse present	678,525	72.0%	49,217	54.1%	47,174	58.9%	78,942	67.8%
Asian/Pacific Islander	54,280	59.5%	1,096	67.0%	283	42.7%	**	**
Black	86,910	75.0%	6,373	70.0%	14,046	69.2%	58,975	75.3%
Latina	394,633	84.0%	13,820	72.8%	14,134	80.2%	**	**
White	133,953	52.8%	26,819	45.2%	18,378	45.3%	18,295	51.6%
Native American	**	**	925	56.8%	**	**	**	**
Other	8,749	75.4%	**	**	**	**	1,672	61.0%
NUMBER OF WORKERS IN HOUSEHOLD								
Two or more workers	1,319,884	28.4%	82,656	12.1%	47,291	9.5%	64,403	17.3%
One worker	1,671,247	43.6%	133,363	26.9%	84,119	24.8%	132,571	40.8%
No workers	494,820	79.8%	36,831	68.1%	36,222	77.6%	39,241	83.3%

APPENDIX B - TABLE 6 CONTINUED. Total and Percent of Households or Householders with Incomes Below the Self-Sufficiency Standard in Seven States¹

HOUSEHOLD TYPE	NEW JERSEY 2005		WASHINGTON 2007		PENNSYLVANIA 2010		NEW YORK CITY 2012	
	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard
TOTAL HOUSEHOLDS IN STATE	494,042	20.0%	323,162	18.6%	838,931	25.6%	941,856	42.1%
HOUSEHOLD TYPE BY RACE AND ETHNICITY ⁶								
Households without children	187,884	14.5%	124,552	12.2%	387,420	19.5%	443,955	31.8%
Married couple or male householder, no spouse present	49,775	8.2%	75,121	10.0%	222,352	15.7%	241,444	28.6%
Asian/Pacific Islander	4,813	8.5%	6,842	13.5%	11,048	26.5%	48,330	38.2%
Black	5,071	9.9%	5,331	21.8%	28,496	29.9%	48,603	33.2%
Latino	11,724	19.2%	7,678	18.3%	12,176	31.6%	68,680	40.8%
White	27,399	6.3%	52,963	8.6%	169,330	13.7%	72,556	18.4%
Native American	**	**	**	**	**	**	**	**
Other	**	**	2,307	18.4%	1,302	15.5%	3,275	36.5%
Female householder, no spouse present	85,303	22.2%	49,431	18.1%	165,068	29.0%	202,511	36.8%
Asian/Pacific Islander	4,143	23.9%	6,413	32.7%	5,291	40.2%	24,312	38.5%
Black	22,982	32.0%	1,945	22.8%	37,311	43.9%	56,498	40.8%
Latina	16,864	35.7%	2,539	21.0%	11,699	54.8%	59,571	53.4%
White	40,555	16.5%	37,135	16.4%	109,058	24.4%	59,954	25.9%
Native American	**	**	**	**	**	**	**	**
Other	**	**	1,399	22.9%	1,709	60.9%	2,176	39.9%
Households with children	306,158	27.3%	198,610	27.7%	451,511	35.1%	497,901	59.3%
Married couple or male householder, no spouse present	169,317	19.3%	122,436	21.5%	248,295	25.6%	279,626	49.7%
Asian/Pacific Islander	17,796	19.9%	13,638	27.0%	12,022	30.3%	67,526	62.9%
Black	20,028	24.7%	6,175	38.9%	23,733	38.0%	46,778	48.2%
Latino	61,379	43.2%	33,062	54.1%	27,003	52.5%	104,407	67.8%
White	68,174	12.2%	66,596	15.4%	184,744	22.7%	57,422	29.1%
Native American	**	**	**	**	**	**	**	**
Other	**	**	2,965	31.8%	793	33.7%	**	**
Female householder, no spouse present	134,843	57.3%	76,174	51.5%	203,216	64.7%	218,275	78.7%
Asian/Pacific Islander	1,329	25.4%	5,354	59.8%	4,200	60.8%	10,979	75.7%
Black	53,020	65.1%	9,120	66.0%	69,245	80.8%	80,732	74.6%
Latina	43,453	70.4%	14,346	74.1%	29,782	84.6%	103,733	86.2%
White	35,503	42.0%	43,790	43.5%	98,465	53.4%	18,634	62.8%
Native American	**	**	**	**			**	**
Other	**	**	3,564	68.8%	1,524	96.4%	4,197	91.0%
NUMBER OF WORKERS IN HOUSEHOLD								
Two or more workers	157,114	11.6%	106,934	11.5%	229,173	13.7%	266,596	27.6%
One worker	263,926	27.3%	182,003	24.4%	436,228	31.9%	513,518	47.2%
No workers	73,002	72.3%	34,225	55.4%	173,530	74.2%	161,742	88.7%

APPENDIX B - TABLE 6 CONTINUED. Total and Percent of Households or Householders with Incomes Below the Self-Sufficiency Standard in Seven States¹

HOUSEHOLD TYPE	CALIFORNIA 2012		COLORADO 2000		CONNECTICUT 2000		MISSISSIPPI 2007	
	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard
TOTAL HOUSEHOLDS IN STATE	2,868,823	31.0%	252,850	20.5%	167,632	19.0%	236,215	31.8%
WORK STATUS OF HOUSEHOLDER								
Full time, year round	1,357,653	24.7%	94,011	11.3%	60,348	9.9%	83,680	18.4%
Part time, year round	400,750	54.1%	109,795	34.8%	12,691	34.0%	14,581	44.8%
Full-time, part year	434,435	46.7%	**	**	29,613	25.1%	55,116	42.3%
less than 26 weeks	**	**	**	**	11,080	44.5%	22,524	62.6%
26 weeks to 49 weeks	**	**	**	**	18,533	19.9%	32,592	34.5%
Part time, part year	394,595	63.9%	**	**	18,624	46.3%	25,967	62.7%
less than 26 weeks	**	**	**	**	8,526	56.6%	13,614	70.8%
26 weeks to 49 weeks	**	**	**	**	10,098	40.1%	12,353	55.7%
Not working	898,518	68.2%	49,044	57.4%	46,356	60.5%	56,871	67.4%

APPENDIX B - TABLE 6 CONTINUED. Total and Percent of Households or Householders with Incomes Below the Self-Sufficiency Standard in Seven States¹

	NEW JERSEY 2005		WASHINGTON 2007		PENNSYLVANIA 2010		NEW YORK CITY 2012	
	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard	Total Below Standard	% Below Standard
TOTAL HOUSEHOLDS IN STATE	494,042	20.0%	323,162	18.6%	838,931	25.6%	941,856	42.1%
WORK STATUS OF HOUSEHOLDER								
Full time, year round	197,052	12.6%	97,202	9.2%	269,982	13.0%	396,227	27.9%
Part time, year round ⁷	38,911	33.8%	28,699	26.8%	95,474	42.5%	108,313	66.6%
Full-time, part year	93,844	24.5%	75,818	25.3%	116,534	32.0%	100,336	50.0%
less than 26 weeks	33,803	42.5%	30,364	45.8%	52,811	44.9%	41,175	66.1%
26 weeks to 49 weeks	60,041	19.8%	45,454	19.4%	63,723	25.8%	59,161	42.8%
Part time, part year	51,939	41.8%	60,321	46.0%	109,204	56.2%	82,107	69.8%
less than 26 weeks	24,924	51.5%	26,790	55.4%	56,874	63.4%	42,059	79.4%
26 weeks to 49 weeks	27,015	35.6%	33,531	40.5%	52,330	50.1%	40,048	61.9%
Not working	112,296	48.3%	61,122	42.1%	247,737	58.8%	254,873	76.8%

¹ Sources: U.S. Census Bureau, 2012 American Community Survey; U.S. Census Bureau, 2007 American Community Survey; U.S. Census Bureau, 2005 American Community Survey; U.S. Census Bureau, 5% Census Data, 2000.

² The householder is the person (or one of the persons) in whose name the housing unit is owned or rented or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees.

³ Latino refers to Hispanic/Latino ethnicity, regardless of race. Therefore all other racial/ethnic groups are non-Hispanic/Latino.

⁴ Other race data is missing for Connecticut

⁵ For Colorado, New Jersey, and Washington male householders with no spouse present are combined with married couples due to low sample sizes for this variable.

⁶ The Race/ Ethnicity category of "Other" is calculated but not shown in this table for some of these states as the categories are too small.

⁷ For Colorado and Washington, the part-time/year-round and part-time/part-year are calculated together.

⁸ All workers over age 16 are included in the calculation of number of workers in the total household.

⁹ For Colorado and Washington the set of variables for households without children combines married couple/male householder and female householder into the same category.

** No data for this variable in this state.

APPENDIX B - TABLE 7. The Self-Sufficiency Standard for Select Family Types,
New York City, NY 2014

MONTHLY COSTS	<div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>2 Adults +</div> <div>2 Adults +</div> </div>								
	Adult	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler
THE SELF-SUFFICIENCY STANDARD FOR THE BRONX (BRONX COUNTY)									
Housing	\$1,024	\$1,214	\$1,214	\$1,214	\$1,214	\$1,214	\$1,561	\$1,214	\$1,214
Child Care	\$0	\$960	\$2,071	\$1,689	\$1,538	\$578	\$2,649	\$2,071	\$1,538
Food	\$284	\$431	\$565	\$641	\$650	\$752	\$766	\$811	\$892
Transportation	\$112	\$112	\$112	\$112	\$112	\$112	\$112	\$224	\$224
Health Care	\$190	\$521	\$534	\$543	\$540	\$570	\$553	\$592	\$598
Miscellaneous	\$161	\$324	\$450	\$420	\$405	\$323	\$564	\$491	\$447
Taxes	\$474	\$969	\$1,604	\$1,378	\$1,258	\$784	\$2,293	\$1,500	\$1,215
Earned Income Tax Credit (-)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Child Care Tax Credit (-)	\$0	(\$50)	(\$100)	(\$100)	(\$100)	(\$50)	(\$100)	(\$100)	(\$100)
Child Tax Credit (-)	\$0	(\$83)	(\$167)	(\$167)	(\$167)	(\$167)	(\$250)	(\$167)	(\$167)
SELF-SUFFICIENCY WAGE									
Hourly	\$12.76	\$24.99	\$35.70	\$32.56	\$30.97	\$23.39	\$46.29	\$18.85	\$16.65
								per adult	per adult
Monthly	\$2,246	\$4,398	\$6,283	\$5,730	\$5,451	\$4,116	\$8,147	\$6,636	\$5,860
Annual	\$26,951	\$52,776	\$75,394	\$68,761	\$65,411	\$49,391	\$97,769	\$79,631	\$70,319
EMERGENCY SAVINGS FUND (MONTHLY CONTRIBUTION)	\$88	\$179	\$247	\$232	\$225	\$181	\$307	\$135	\$123
MONTHLY COSTS	<div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>2 Adults +</div> <div>2 Adults +</div> </div>								
	Adult	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler
THE SELF-SUFFICIENCY STANDARD FOR NORTHWEST BROOKLYN (KINGS COUNTY)									
Housing	\$1,428	\$1,693	\$1,693	\$1,693	\$1,693	\$1,693	\$2,177	\$1,693	\$1,693
Child Care	\$0	\$960	\$2,071	\$1,689	\$1,538	\$578	\$2,649	\$2,071	\$1,538
Food	\$274	\$415	\$544	\$618	\$626	\$724	\$737	\$781	\$859
Transportation	\$112	\$112	\$112	\$112	\$112	\$112	\$112	\$224	\$224
Health Care	\$190	\$521	\$534	\$543	\$540	\$570	\$553	\$592	\$598
Miscellaneous	\$200	\$370	\$495	\$465	\$451	\$368	\$623	\$536	\$491
Taxes	\$691	\$1,261	\$1,987	\$1,736	\$1,566	\$1,066	\$2,785	\$1,746	\$1,459
Earned Income Tax Credit (-)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Child Care Tax Credit (-)	\$0	(\$50)	(\$100)	(\$100)	(\$100)	(\$50)	(\$100)	(\$100)	(\$100)
Child Tax Credit (-)	\$0	(\$83)	(\$167)	(\$167)	(\$167)	(\$167)	(\$250)	(\$167)	(\$167)
SELF-SUFFICIENCY WAGE									
Hourly	\$16.45	\$29.54	\$40.74	\$37.43	\$35.57	\$27.81	\$52.76	\$20.95	\$18.74
								per adult	per adult
Monthly	\$2,896	\$5,199	\$7,170	\$6,588	\$6,260	\$4,894	\$9,286	\$7,376	\$6,595
Annual	\$34,746	\$62,385	\$86,040	\$79,061	\$75,115	\$58,726	\$111,428	\$88,508	\$79,138
EMERGENCY SAVINGS FUND (MONTHLY CONTRIBUTION)	\$108	\$203	\$270	\$255	\$248	\$205	\$336	\$148	\$135

APPENDIX B - TABLE 7 CONTINUED. The Self-Sufficiency Standard for Select Family Types,
New York City, NY 2014

MONTHLY COSTS	<div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> </div>								
	Adult	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler
THE SELF-SUFFICIENCY STANDARD FOR BROOKLYN - EXCLUDING NORTHWEST BROOKLYN (KINGS COUNTY)									
Housing	\$1,130	\$1,340	\$1,340	\$1,340	\$1,340	\$1,340	\$1,723	\$1,340	\$1,340
Child Care	\$0	\$960	\$2,071	\$1,689	\$1,538	\$578	\$2,649	\$2,071	\$1,538
Food	\$274	\$415	\$544	\$618	\$626	\$724	\$737	\$781	\$859
Transportation	\$112	\$112	\$112	\$112	\$112	\$112	\$112	\$224	\$224
Health Care	\$190	\$521	\$534	\$543	\$540	\$570	\$553	\$592	\$598
Miscellaneous	\$171	\$335	\$460	\$430	\$416	\$332	\$577	\$501	\$456
Taxes	\$528	\$1,039	\$1,692	\$1,441	\$1,314	\$844	\$2,405	\$1,552	\$1,266
Earned Income Tax Credit (-)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Child Care Tax Credit (-)	\$0	(\$50)	(\$100)	(\$100)	(\$100)	(\$50)	(\$100)	(\$100)	(\$100)
Child Tax Credit (-)	\$0	(\$83)	(\$167)	(\$167)	(\$167)	(\$167)	(\$250)	(\$167)	(\$167)
SELF-SUFFICIENCY WAGE									
Hourly	\$13.67	\$26.07	\$36.85	\$33.55	\$31.93	\$24.34	\$47.76	\$19.30	\$17.08
								per adult	per adult
Monthly	\$2,405	\$4,588	\$6,486	\$5,905	\$5,619	\$4,283	\$8,406	\$6,794	\$6,013
Annual	\$28,861	\$55,059	\$77,836	\$70,859	\$67,427	\$51,400	\$100,877	\$81,530	\$72,160
EMERGENCY SAVINGS FUND (MONTHLY CONTRIBUTION)	\$93	\$185	\$252	\$238	\$230	\$186	\$314	\$137	\$126
MONTHLY COSTS	<div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> </div>								
	Adult	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler	Adult + preschooler
THE SELF-SUFFICIENCY STANDARD FOR NORTH MANHATTAN (NEW YORK COUNTY)									
Housing	\$949	\$1,125	\$1,125	\$1,125	\$1,125	\$1,125	\$1,447	\$1,125	\$1,125
Child Care	\$0	\$960	\$2,071	\$1,689	\$1,538	\$578	\$2,649	\$2,071	\$1,538
Food	\$368	\$558	\$732	\$830	\$842	\$973	\$991	\$1,050	\$1,154
Transportation	\$112	\$112	\$112	\$112	\$112	\$112	\$112	\$224	\$224
Health Care	\$190	\$521	\$534	\$543	\$540	\$570	\$553	\$592	\$598
Miscellaneous	\$162	\$328	\$457	\$430	\$416	\$336	\$575	\$506	\$464
Taxes	\$479	\$994	\$1,669	\$1,439	\$1,315	\$866	\$2,386	\$1,582	\$1,310
Earned Income Tax Credit (-)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Child Care Tax Credit (-)	\$0	(\$50)	(\$100)	(\$100)	(\$100)	(\$50)	(\$100)	(\$100)	(\$100)
Child Tax Credit (-)	\$0	(\$83)	(\$167)	(\$167)	(\$167)	(\$167)	(\$250)	(\$167)	(\$167)
SELF-SUFFICIENCY WAGE									
Hourly	\$12.84	\$25.37	\$36.55	\$33.53	\$31.93	\$24.68	\$47.52	\$19.55	\$17.46
								per adult	per adult
Monthly	\$2,261	\$4,464	\$6,434	\$5,901	\$5,620	\$4,343	\$8,363	\$6,883	\$6,146
Annual	\$27,126	\$53,571	\$77,202	\$70,809	\$67,444	\$52,117	\$100,358	\$82,598	\$73,758
EMERGENCY SAVINGS FUND (MONTHLY CONTRIBUTION)	\$88	\$181	\$251	\$237	\$230	\$188	\$313	\$139	\$128

APPENDIX B - TABLE 7 CONTINUED. The Self-Sufficiency Standard for Select Family Types,
New York City, NY 2014

MONTHLY COSTS	<div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>2 Adults +</div> <div>2 Adults +</div> </div>								
	Adult	preschooler	preschooler	school-age	school-age	teenager	school-age	preschooler	school-age
THE SELF-SUFFICIENCY STANDARD FOR SOUTH MANHATTAN (NEW YORK COUNTY)									
Housing	\$2,020	\$2,394	\$2,394	\$2,394	\$2,394	\$2,394	\$3,078	\$2,394	\$2,394
Child Care	\$0	\$960	\$2,071	\$1,689	\$1,538	\$578	\$2,649	\$2,071	\$1,538
Food	\$368	\$558	\$732	\$830	\$842	\$973	\$991	\$1,050	\$1,154
Transportation	\$112	\$112	\$112	\$112	\$112	\$112	\$112	\$224	\$224
Health Care	\$190	\$521	\$534	\$543	\$540	\$570	\$553	\$592	\$598
Miscellaneous	\$269	\$454	\$584	\$557	\$543	\$463	\$738	\$633	\$591
Taxes	\$1,084	\$1,920	\$2,730	\$2,500	\$2,333	\$1,720	\$3,758	\$2,359	\$2,004
Earned Income Tax Credit (-)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Child Care Tax Credit (-)	\$0	(\$50)	(\$100)	(\$100)	(\$100)	(\$50)	(\$100)	(\$100)	(\$100)
Child Tax Credit (-)	\$0	(\$83)	(\$167)	(\$167)	(\$167)	(\$167)	(\$250)	(\$167)	(\$167)
SELF-SUFFICIENCY WAGE									
Hourly	\$22.97	\$38.56	\$50.51	\$47.49	\$45.65	\$37.46	\$65.51	\$25.73	\$23.40
								per adult	PER ADULT
Monthly	\$4,043	\$6,786	\$8,890	\$8,358	\$8,034	\$6,593	\$11,529	\$9,056	\$8,236
Annual	\$48,520	\$81,434	\$106,685	\$100,290	\$96,414	\$79,115	\$138,353	\$108,668	\$98,836
EMERGENCY SAVINGS FUND (MONTHLY CONTRIBUTION)	\$145	\$245	\$314	\$300	\$294	\$253	\$400	\$173	\$162
MONTHLY COSTS	<div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>Adult +</div> <div>2 Adults +</div> <div>2 Adults +</div> </div>								
	Adult	preschooler	preschooler	school-age	school-age	teenager	school-age	preschooler	school-age
THE SELF-SUFFICIENCY STANDARD FOR QUEENS (QUEENS COUNTY)									
Housing	\$1,311	\$1,554	\$1,554	\$1,554	\$1,554	\$1,554	\$1,999	\$1,554	\$1,554
Child Care	\$0	\$960	\$2,071	\$1,689	\$1,538	\$578	\$2,649	\$2,071	\$1,538
Food	\$273	\$415	\$544	\$616	\$625	\$723	\$736	\$780	\$857
Transportation	\$112	\$112	\$112	\$112	\$112	\$112	\$112	\$224	\$224
Health Care	\$190	\$521	\$534	\$543	\$540	\$570	\$553	\$592	\$598
Miscellaneous	\$189	\$356	\$482	\$451	\$437	\$354	\$605	\$522	\$477
Taxes	\$627	\$1,173	\$1,871	\$1,619	\$1,450	\$978	\$2,635	\$1,669	\$1,382
Earned Income Tax Credit (-)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Child Care Tax Credit (-)	\$0	(\$50)	(\$100)	(\$100)	(\$100)	(\$50)	(\$100)	(\$100)	(\$100)
Child Tax Credit (-)	\$0	(\$83)	(\$167)	(\$167)	(\$167)	(\$167)	(\$250)	(\$167)	(\$167)
SELF-SUFFICIENCY WAGE									
Hourly	\$15.36	\$28.17	\$39.21	\$35.90	\$34.03	\$26.44	\$50.79	\$20.30	\$18.08
								per adult	per adult
Monthly	\$2,703	\$4,958	\$6,901	\$6,319	\$5,990	\$4,653	\$8,939	\$7,146	\$6,365
Annual	\$32,432	\$59,502	\$82,806	\$75,824	\$71,878	\$55,831	\$107,267	\$85,749	\$76,376
EMERGENCY SAVINGS FUND (MONTHLY CONTRIBUTION)	\$102	\$196	\$263	\$248	\$241	\$197	\$328	\$143	\$131

APPENDIX B - TABLE 7 CONTINUED. The Self-Sufficiency Standard for Select Family Types,
New York City, NY 2014

MONTHLY COSTS	Adult +								
	Adult	Adult + preschooler	Adult + infant + preschooler	Adult + infant + school-age	Adult + preschooler + school-age	Adult + school-age + teenager	Adult + infant + preschooler + school-age	2 Adults + infant + preschooler	2 Adults + preschooler + school-age
THE SELF-SUFFICIENCY STANDARD FOR STATEN ISLAND (RICHMOND COUNTY)									
Housing	\$1,121	\$1,328	\$1,328	\$1,328	\$1,328	\$1,328	\$1,708	\$1,328	\$1,328
Child Care	\$0	\$960	\$2,071	\$1,689	\$1,538	\$578	\$2,649	\$2,071	\$1,538
Food	\$291	\$442	\$579	\$657	\$666	\$771	\$784	\$831	\$914
Transportation	\$112	\$112	\$112	\$112	\$112	\$112	\$112	\$224	\$224
Health Care	\$190	\$521	\$534	\$543	\$540	\$570	\$553	\$592	\$598
Miscellaneous	\$171	\$336	\$462	\$433	\$418	\$336	\$581	\$505	\$460
Taxes	\$532	\$1,048	\$1,711	\$1,464	\$1,330	\$866	\$2,432	\$1,573	\$1,289
Earned Income Tax Credit (-)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Child Care Tax Credit (-)	\$0	(\$50)	(\$100)	(\$100)	(\$100)	(\$50)	(\$100)	(\$100)	(\$100)
Child Tax Credit (-)	\$0	(\$83)	(\$167)	(\$167)	(\$167)	(\$167)	(\$250)	(\$167)	(\$167)
SELF-SUFFICIENCY WAGE									
Hourly	\$13.74	\$26.22	\$37.11	\$33.86	\$32.19	\$24.68	\$48.12	\$19.48	\$17.29
								per adult	per adult
Monthly	\$2,418	\$4,614	\$6,531	\$5,959	\$5,666	\$4,343	\$8,469	\$6,857	\$6,085
Annual	\$29,015	\$55,370	\$78,376	\$71,506	\$67,989	\$52,119	\$101,626	\$82,286	\$73,015
EMERGENCY SAVINGS FUND (MONTHLY CONTRIBUTION)	\$93	\$186	\$254	\$239	\$232	\$188	\$316	\$138	\$127

APPENDIX C: PRACTICAL APPLICATIONS

HOW THE STANDARD HAS BEEN USED

While the Self-Sufficiency Standard is an alternative measure of income adequacy that is more accurate, up-to-date, and geographically specific, it is more than an improved measure. The Standard is also a tool that can be used across a wide array of settings to benchmark, evaluate, educate, and illuminate. Below we briefly outline some of these uses.

POLICY ANALYSIS. The Self-Sufficiency Standard has been used as a tool to evaluate the impact of current and proposed policy changes. The Standard can be used to evaluate the impact of a variety of work supports (SNAP/Food Stamp Program, Medicaid) on a family's budget. Likewise, the Standard can be used to evaluate policy options such as changes in child care co-payments or tax schedules as they impact family incomes of low income families in particular.

EVALUATIONS OF ECONOMIC DEVELOPMENT PROPOSALS. The Self-Sufficiency Standard has been used to help determine if businesses seeking tax breaks or other government subsidies will, or will not, create jobs that pay "living wages." If not, employees may need public work supports to be able to meet their basic needs, essentially providing a "double subsidy" for businesses. Communities can use the Standard to evaluate economic development proposals and their net positive or negative effect on the local economy, as well as the impact on the well-being of potential workers and their families.

EMPLOYMENT PROGRAMS. The Self-Sufficiency Standard has been used in employment programs to determine which individuals are eligible and/or to target those most in need of specific support or training services, as well as, to determine training and counseling needs, and to measure the effectiveness of employment programs.

For example, the Self-Sufficiency Standard has been used to **target job training resources**. Using a "targeted jobs strategy," the Standard helps to match job seekers with employment that pays Self-Sufficiency Wages. Through an evaluation of the local labor market and available job training and education infrastructure, job seekers are matched to employment with family-sustaining wages. Through this analysis it is possible to determine the jobs and sectors on which to target training and education resources.

Additionally, as a **counseling tool** the Self-Sufficiency Standard helps participants in work and training

programs access benefits and develop strategies to become self-sufficient. Computer-based counseling tools allow users to determine what their needed wages are, and then, using information on available programs and work supports, devise strategies that best meet their own costs and needs. These tools integrate a wide variety of data not usually brought together, allowing clients to access information about the benefits of various programs and work supports that can move them towards economic self-sufficiency.

Finally, the Self-Sufficiency Standard can be used to **evaluate outcomes** for clients in a range of employment programs, from short-term job search and placement programs, to programs providing extensive education or job training. By evaluating wage outcomes in terms of the Standard, programs are using a measure of true effectiveness. Such evaluations can help redirect resources to approaches that result in improved outcomes for participants.

CASE HIGHLIGHT

The Self-Sufficiency Calculator for New York City was developed by the Women's Center with the support of the United Way of New York City and enhanced with the support of the Robin Hood Foundation, to help working adults or adults just reentering the labor market get the work supports they need to stay in the workforce. The Calculator is a computer-based tool that:

- screens income eligibility for a variety of work supports and tax credits
- estimates benefit amount for work supports
- gives individuals information on how to access these supports
- calculates how well a given wage meets a working individual's real expenses
- screens immigrant eligibility

For more information on the Calculator go to http://www.wceca.org/self_sufficiency.php.

This image shows a single sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

[illegible]

ABOUT THE AUTHOR

Diana M. Pearce, PhD teaches at the School of Social Work, University of Washington in Seattle, Washington, and is Director of the Center for Women's Welfare. Recognized for coining the phrase "the feminization of poverty," Dr. Pearce founded and directed the Women and Poverty Project at Wider Opportunities for Women (WOW). She has written and spoken widely on women's poverty and economic inequality, including testimony before Congress and the President's Working Group on Welfare Reform. While at WOW, Dr. Pearce conceived and developed the methodology for the Self-Sufficiency Standard and first published results in 1996 for Iowa and California. Her areas of expertise include low-wage and part-time employment, unemployment insurance, homelessness, and welfare reform as they impact women. Dr. Pearce has helped found and lead several coalitions, including the Women, Work and Welfare Coalition and the Women and Job Training Coalition. She received her PhD degree in Sociology and Social Work from the University of Michigan.

ABOUT THE CENTER FOR WOMEN'S WELFARE

The Center for Women's Welfare at the University of Washington School of Social Work is devoted to furthering the goal of economic justice for women and their families. The main work of the Center focuses on the development of the Self-Sufficiency Standard. Under the direction of Dr. Diana Pearce, the Center partners with a range of government, non-profit, women's, children's, and community-based groups to:

- research and evaluate public policy related to income adequacy;
- create tools to assess and establish income adequacy; and
- develop programs and policies that strengthen public investment in low-income women, children, and families.

For more information about the Center's programs, or work related to the Self-Sufficiency Standard, call (206) 685-5264. This report and more can be viewed at www.selfsufficiencystandard.org.



Women's Center for Education
and Career Advancement



United Way
of New York City

THE NEW YORK
COMMUNITY TRUST



RESCUING
FOOD FOR
NEW YORK'S
HUNGRY
**CITY
HARVEST**
cityharvest.org

 **Center for Women's Welfare**
*...advancing economic justice through research
and the Self-Sufficiency Standard*

W **SCHOOL OF SOCIAL WORK**
UNIVERSITY of WASHINGTON

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Laura Ringelheim

Address: 253 Broadway 9th floor

I represent: Mayors Office of Connect Service

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. N/A Res. No. _____

☐ in favor ☐ in opposition

Date: 11/2/15

(PLEASE PRINT)

Name: Simona Brown

Address: NYC OMB 255 Greenwich St.

I represent: NYC OMB

Address: 255 Greenwich St.

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 11/2/15

(PLEASE PRINT)

Name: P. V. ANANTHARAM

Address: 255 Greenwich St

I represent: NYC OMB

Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 11/2/15

(PLEASE PRINT)

Name: Allison Bricke

Address: 255 Greenwich Street / 8802 Ridge Blvd, Bklyn

I represent: NYC OMB

Address: 255 Greenwich Street

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☒ in favor ☐ in opposition

Date: 11/2/15

(PLEASE PRINT)

Name: Emily Miles

Address: _____

I represent: Federation of Protestant Welfare Agencies

Address: 40 Broad Street, 5th Floor

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 11/02/15

(PLEASE PRINT)

Name: Amina Rouse

Address: 11 Broadway, Suite 450, New York NY 10004

I represent: Women's Center for Education & Career Advancement

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☒ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Michelle Jackson

Address: 130 East 57th Street, NY, NY

I represent: Human Services Council

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Gregory Brender

Address: 704 36th St

I represent: United Neighborhood Houses

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Sarah Desmond

Address: 777 10th Avenue

I represent: Legal Services for the Working Poor

Address: 777 Tenth Avenue NYC

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 11-2-15

Name: JAMES PARROTT (PLEASE PRINT)

Address: 11 Park Place #701

I represent: FISCAL POLICY INSTITUTE

Address: see

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

Name: Carmen Rivera (PLEASE PRINT) VIP Community Sves.

Address: 1513 St. Lawrence Ave. Bx M/1

I represent: VIP Community Services

Address: 1910 Arthur Ave., Bx M/1047

Please complete this card and return to the Sergeant-at-Arms