



Dr. Jacqueline McKnight, Executive Deputy Commissioner
Testimony to the New York City Council
Committees on General Welfare, Juvenile Justice, and Women's Issues
March 15, 2016

"New York City Council Fiscal Year 2017 Preliminary Budget Hearing"

Good afternoon Chairs Levin, Cumbo, and Cabrera, and members of the Finance, General Welfare, Women's Issues, and Juvenile Justice Committees. I am Dr. Jacqueline McKnight, Executive Deputy Commissioner of New York City's Administration for Children's Services. With me today are Jill Krauss, Deputy Commissioner of the Division of Communications and Community Affairs, Andrew White, Deputy Commissioner of the Division of Policy, Planning and Measurement and Courtney LeBoriosis, Assistant Commissioner of Budget, Division of Financial Services. This year, ACS celebrates twenty years of service to New York's City's children and families. Before I present testimony on our budget and recent initiatives, I'm going to share a presentation with you to illustrate the progress that the City has made over the past 20 years.

[PowerPoint]

As you can see, our landscape has shifted dramatically in the past 20 years. There is no magic bullet, but we have so much more information about how to help families, we have science that tells us what works. We know that removing children from their families should be a last resort when the risk to their safety cannot be mitigated. We also know that, so often, we cannot help children without helping parents.

One thing has not changed over time: the children and families who come to us are among the most challenged and most vulnerable in New York City. We cannot do this work without acknowledging that the vast majority of our families are lacking resources – in health, mental health, education, money, housing, employment, emotional support, our families are struggling. Over 70% of our families receive public assistance. One in four families in Department of Homeless Services shelters have some sort of child welfare involvement. The families we serve are concentrated in the neighborhoods with the highest poverty rate. For example, 37% of the children in Brownsville have had some involvement in the child welfare system in the past five years. And we also must acknowledge that we are primarily serving families of color: 90% of the children in substantiated reports are African American and Latino and nearly 97% of our children in juvenile justice out-of-home placement are African American and Latino. Poverty and chronic stress disproportionately impact children and families of color.

Our families often lack the resources to effectively navigate the child welfare system, which can seem very intimidating and complicated. ACS has implemented conferencing models that partner with families and their support figures to discuss concerns and their strengths and form joint decision plans around the best way to ensure safety and permanency. And for the past several years, we have included Parent Advocates and Community Representatives—individuals with knowledge or

experience of the child welfare system—to support families at the Initial Safety Conference and hear and help allay their concerns.

Instead of merely focusing on what is missing, the child welfare system is starting to recognize the assets of our families—in particular, the extended relatives and kin who are critical in supporting children and parents who are in crisis. In the past, reunification or termination of the parents' rights and getting the child adopted were seen as the only routes to permanency. But more recently, kinship guardianship has emerged as an important permanency option for children to maintain relationships with their parents, their cultures, and their identities.

Our Child Protective Division is expanding a program called the Family Assessment Response, called "FAR," to serve families city-wide. Traditionally, a knock from ACS is all too often met with fear, which presents significant barriers for us to help and be seen as a source of help. Through this new approach, in our lowest-risk cases where safety is not at issue, CPS are taking a slightly different approach, using social work skills to partner with families and identify needs and strengths, as well as solutions. By using this approach, we have found that families often times are more comfortable disclosing issues like domestic violence and their experience with trauma. Again, it's not a magic bullet, but the less our families feel intruded upon, the more help we can provide.

As you just saw, we have conducted over one million investigations in our 20 year history. These jobs – showing up in homes to look into claims of abuse and neglect – are bigger and harder than you might imagine. Our staff deal with almost impossible challenges every day; they are the front lines that show up in homes throughout the city to figure out what has gone wrong and how we can help prevent harm. You would not believe some of the heartbreak our staff encounters – balancing the harm . And, given how ACS is publicly portrayed, you might also not believe how hard our staff work to get struggling families the help that they need to keep children safe.

As you have just seen, the number of children and families in our system has decreased dramatically which means that those who are in the system are among the most challenged, many of whom come from families that are dealing with significant mental health challenges. ACS is pleased to participate in New York City's Mental Health Roadmap, ThriveNYC

We have seen a large gap in supports for parents who have experienced trauma themselves as children and now have very young children of their own. ACS has several ThriveNYC initiatives throughout our child welfare continuum geared to supporting these families and children. In the area of prevention, we have expanded two programs, Child-Parent Psychotherapy (CPP) and SafeCare – both of which provide strong support for parents of young children so that they are better equipped to address their own challenges and nurture their children.

In foster care, we have launched an in-home therapeutic model called Attachment and Biobehavioral Catch-up (ABC) in Brooklyn to help caregivers provide responsive, nurturing and developmentally appropriate care to infants and toddlers. A young child's trust for her caregiver gives her a sense of safety and mitigates the effects of trauma so she can self-regulate during times of stress. ACS is implementing Partnering for Success (PfS) at 18 of our family foster care agencies throughout the city. Partnering for Success will improve access to and delivery of mental health services for children in foster care and their families. Finally, ACS is also partnering with the Mayor's Office to Combat Domestic Violence to provide healthy relationship training to all New York City teens in foster care, as well as to staff at ACS and our provider agencies, parents and foster parents in order to help prevent, recognize, and respond to dating violence.

Budget Overview

Children's Services' budget for the 2017 preliminary budget plan provides for operating expenses of \$2.97 billion, of which approximately \$884 million is city tax levy. Last year's Adopted 2016 budget was \$2.95 billion. The difference of \$19.8 million is primarily due to new need funding, which I will describe in greater detail, as well as the Federal IV-E waiver funds added to the budget. Like all agencies across the City, ACS has been asked to identify efficiencies in our budget. I'm pleased to say that we are able to achieve savings through technical adjustments that will in no way impact services to families.

For the past two years, we have testified before the Council about the Mayor's unprecedented investment in the child welfare, juvenile justice, and early education system. In total, the City has added a total of \$119 million to support core initiatives and collective bargaining increases, allowing ACS to create 723 positions that are significantly improving our ability to protect and work with vulnerable children and families.

Workforce Institute

The most extraordinary single investment to date has been last year's \$14 million commitment to create the ACS Workforce Institute, a state-of-the-art professional development institute which is providing frontline staff the skills and support they need to best serve our families. In partnership with the CUNY School of Professional Studies, the Workforce Institute is focusing on core competencies for child welfare and juvenile justice workers, such as analytic thinking, interviewing and investigation skills, and critical interpersonal skills of empathy, adaptability and advocacy. The Institute is also transforming how supervisors work in our systems, preparing them to more effectively coach and support their teams. We are now providing learning programs for thousands of staff employed by ACS and by our more than 75 provider agencies in the child welfare sector.

Early Care & Education

In Early Care and Education, the Administration is investing \$4.1 million to implement a trauma-informed care model across our *EarlyLearn NYC* system. The investment is made up of three components, all of which are part of the larger ThriveNYC Mental Health Roadmap: ACS will spend \$1.7 million to hire 24 staff, 22 of whom are social workers that will support for *EarlyLearn* programs across the city; ACS will dedicate \$1.7 million to procure an evidence-based trauma-informed model. Through this model, ACS will provide on-going intensive support approximately 90 programs in the south Bronx and the Brownsville area of Brooklyn that have been identified as serving particularly high-risk families. Finally, we are allocating \$800,000 in one-time funding to train early care and education providers in the social and emotional foundations of learning—addressing everything from promoting a positive classroom environment, engaging parents, and helping children cope.

As you may know, *EarlyLearn* contracts expire in September 2016, at which point we will take advantage of the option to renew contracts for two years through September 2018. We recognize how tirelessly our providers have been working since *EarlyLearn* began in 2012. We hope that the two-year renewal coupled with the transition to an expensed-based reimbursement system gives our providers some relief so that they can continue to help the City's youngest children learn and grow. We are continuing to talk with City Hall, OMB and are keen to engage external stakeholders, such as the Council, providers, and advocates to determine how the next iteration of our childcare system will look.

Juvenile Justice

As the Council has heard for the past several years, in 2012, New York City transformed our juvenile justice placement system by launching the first phase of *Close to Home*. And, after significant construction-related delays, the second and final phase of Close to Home, Limited Secure Placement (LSP), launched in December 2015. Currently, 13 youth are placed in Limited Secure facilities. In 2015, 226 youth were placed in non secure facilities and another 237 youth completed services in residential care and have returned to their home communities and are receiving aftercare services.

As always, the safety, security, and well-being of our young people and the community are paramount to ACS. After a serious incident in 2015, we recognized the need to reinforce the oversight of our providers. This year, we received additional funding to help us create a stronger safety framework and allow us to monitor their ability to keep the children in care, as well as the surrounding communities safe. In FY 2017, ACS is hiring 35 new staff to carry out this work within several different divisions throughout the agency. ACS will allocate \$4 million to bolster the monitoring of the daily census of youth, frequency of site visits, swift response to incidents, and ability to promptly locate and return youth from unauthorized absences, as well as refine an IT system that will assist with the comprehensive monitoring of providers.

Council Partnership

We thank the Council for recognizing ACS as a partner in the citywide Cure Violence initiative by awarding us \$250,000, which will expand our ability to do this

work. In November 2015, with strong support from Chair Cabrera, we began to pilot this initiative in collaboration with Community Connections for Youth in the Bronx.. The program is hosted at a community center operated by Good Shepard Services and facilitates a relationship between youth and peer mentors from Community Connections who serve as “credible messengers.” Young people receive a stipend for attending each mentoring group as well as dinner and travel allowance. Additionally, Good Shepard’s BRAG (Bronx Rises Against Gun Violence) team is on hand to offer case management services specifically related to violence interruption and mediation.

Child Welfare

Strong Families

ACS is moving aggressively to improve outcomes for children and families across the child welfare system. By improving our practice at our “the front door” (investigating allegations of maltreatment), we have significantly and safely reduced the number of children coming into foster care. As the Powerpoint showed, our foster care census has dropped below 10,000, reaching an all-time low of 9,957 as of December 2015. Concurrently, ACS has increased the number of children and families served in preventive services with cutting-edge, research-based support programs that help stabilize families and keep children safe and thriving at home.

In addition to the major professional development opportunities that we are providing through the Workforce Institute, ACS also launched our federal Title IV-E

Waiver initiative, Strong Families NYC, which invests more than \$200 million over five years. The “Strong Families NYC” initiative contains four innovative components: 1) Comprehensive trauma screening for all children who come into care; 2) Dramatically reducing caseloads for foster care agency staff and increasing their supervision; 3) Promoting healthy development of infants and toddlers who have experienced trauma and adversity; and 4) Increasing the collaboration between mental health clinicians and foster care workers. So far, Strong Families has reduced caseloads for foster care caseworkers to historically low levels. Caseworkers now carry caseloads of 10 children, compared to previous caseloads of more than 20 children at a time.

Achieving Permanency

New York City is taking a number of steps to continue improving our ability to help children achieve permanent, safe, and stable homes. In 2015, an ACS initiative named “No Time to Wait” began streamlining processes to speed reunification and adoption. Last year, we significantly streamlined the adoption subsidy process; centralized the process for procuring birth certificates; streamlined the KinGap (kinship guardianship) application process; and conducted technical assistance sessions with every foster care agency on kinship guardianship. For example, in 2015 just four percent of adoption subsidies were approved in 30 days because of a complicated process that involved both ACS and the NYS Office of Children & Family Services (OCFS). Today, we handle it internally at ACS, and this year so far, 56 percent of adoption subsidy applications have been approved within 30 days of submission.

ACS is building on this work and we are implementing several new initiatives focused on accelerating reunification, KinGap and adoption.

For the first time in our 20 years, ACS will celebrate National Reunification Month. This June, ACS will join child welfare organizations across the country as we recognize the important accomplishments of parents in getting their children returned to their care safely, and the professionals who support them. Reunification takes hard work, commitment, and investment of time and resources by parents, family members, social workers, attorneys, courts and the community.

We are also working to strengthen our network of foster and adoptive homes, and launched the Home Away from Home: Caregiving for Well-Being initiative to improve our recruitment, retention and support of foster and adoptive parents. With support from the Warner Fund, Redlich Horwitz Foundation, Pinkerton Foundation and Casey Family Programs, we completed an analysis of the current state of our system and are compiling recommendations for the future state will be implemented in the coming years.

Gender-Responsive Programming

As ACS deepens our attention on the influence of trauma on our young people's development, we are also shifting how we address gender in our services. Girls' experiences of and responses to trauma can place them at significant risk of numerous negative outcomes, including sexual victimization, teen pregnancy, and involvement in the justice system. This is a challenge that we are focusing on as a city and I know that

Speaker Mark Viverito and Chair Cumbo are also investing in the health and well-being of New York City's girls and young women.

One of the important initiatives we are committed to is launching the Girls Health Screen at ACS. This is the only validated health, mental health, and trauma screening tool in the nation designed exclusively for girls between 11-17 years old who enter residential programs. Girls Health Screen will allow us to assess the needs of and determine the best interventions for the girls who come into our care. We are developing an implementation plan for the Screen throughout both our juvenile justice and our child welfare systems.

We are also excited to bring together national and local experts at our upcoming *Girls Matter!* forum on March 29th to discuss the importance of gender-responsive programming in the child welfare and juvenile justice systems. ACS and the New York Women's Foundation will host a number of national leaders and practitioners at an all-day convening to share knowledge and examine some of the gender-specific interventions for girls in NYC.

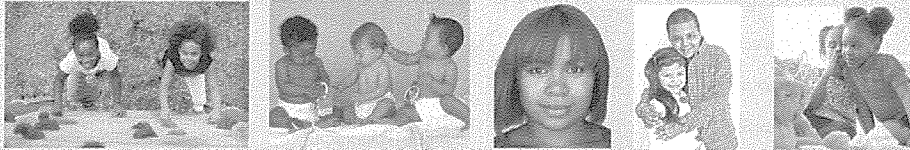
Conclusion

This year, as we celebrate our twentieth anniversary as a standalone agency, we are also preparing for a city-wide celebration of National Child Abuse Prevention Month in April. It is a time for all New Yorkers to come together to celebrate, strengthen and support families. Throughout the month, ACS will highlight ways to keep families strong,

healthy, and safe. Our April recognition events will include: a walk across the Brooklyn Bridge to raise awareness, a "Party for Prevention" (a community event open to City residents) in Mott Haven's St. Mary's Park, and a "Weekend of Prayer" that engages the faith-based community to prevent child abuse and support families. There will be more information on our website. I hope you can join us in April, and follow us on Twitter at @ACSNYC, hashtag NYCFamilyStrong.

In closing, I would especially like to thank our dedicated workforce and our provider partners for their tireless efforts to support the safety and well-being of our children and families. I would also like to thank the City Council for supporting our agency's efforts, and for the commendable work you do every day to advocate on behalf of the City's most vulnerable citizens. I look forward to our continued productive collaboration and I welcome your questions.

ACS @ 20

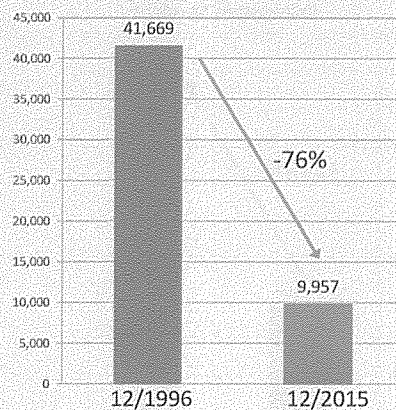


Administration for Children's Services
March 15, 2016

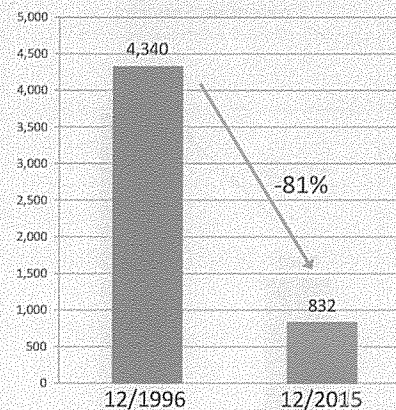


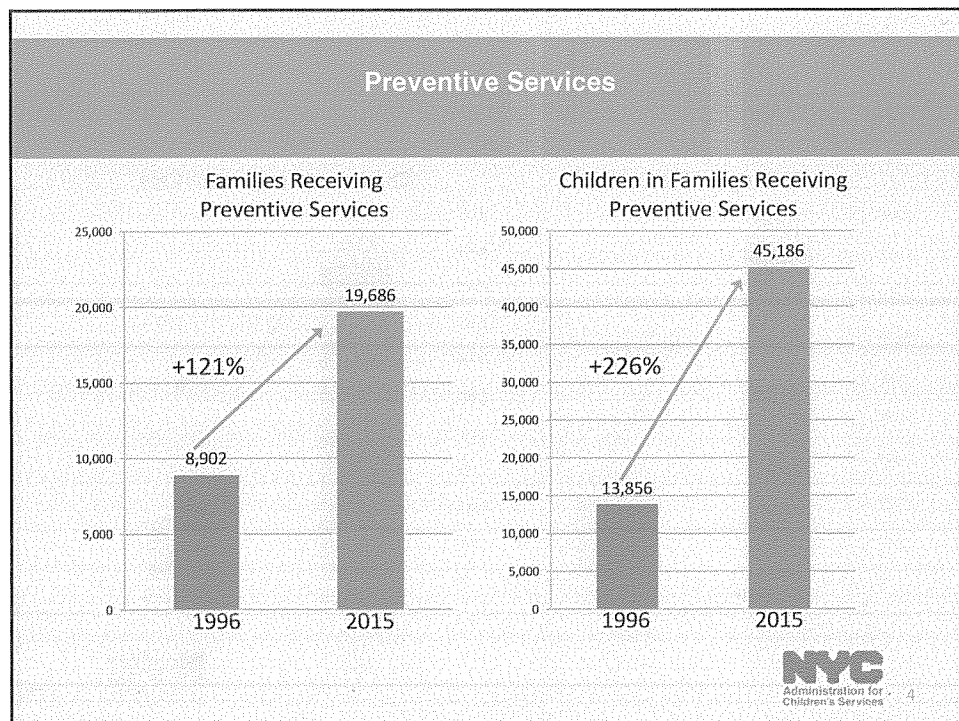
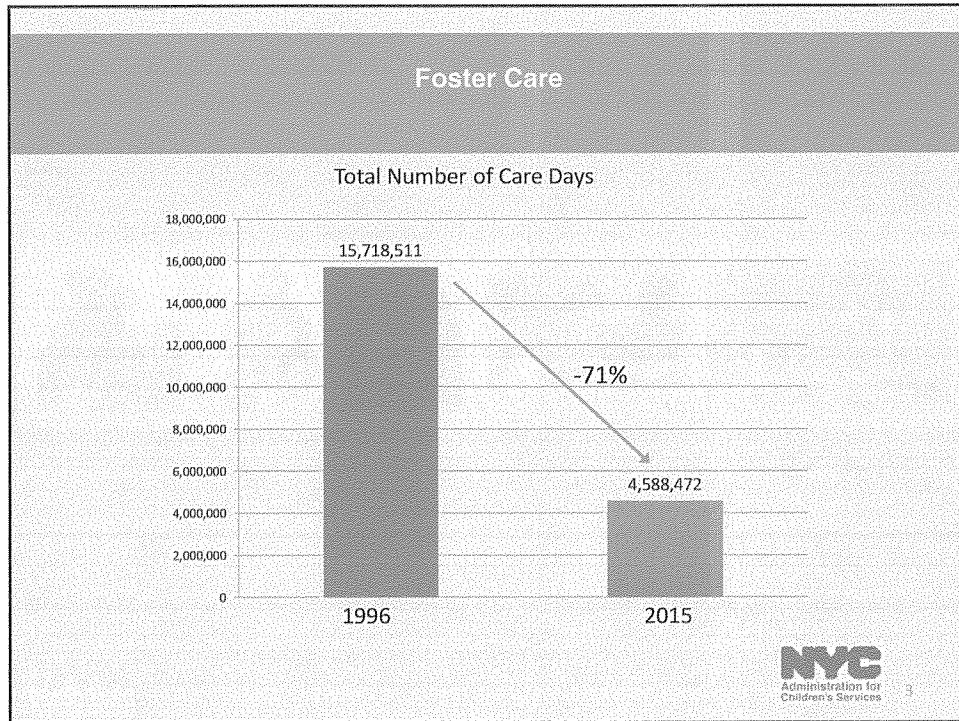
Foster Care

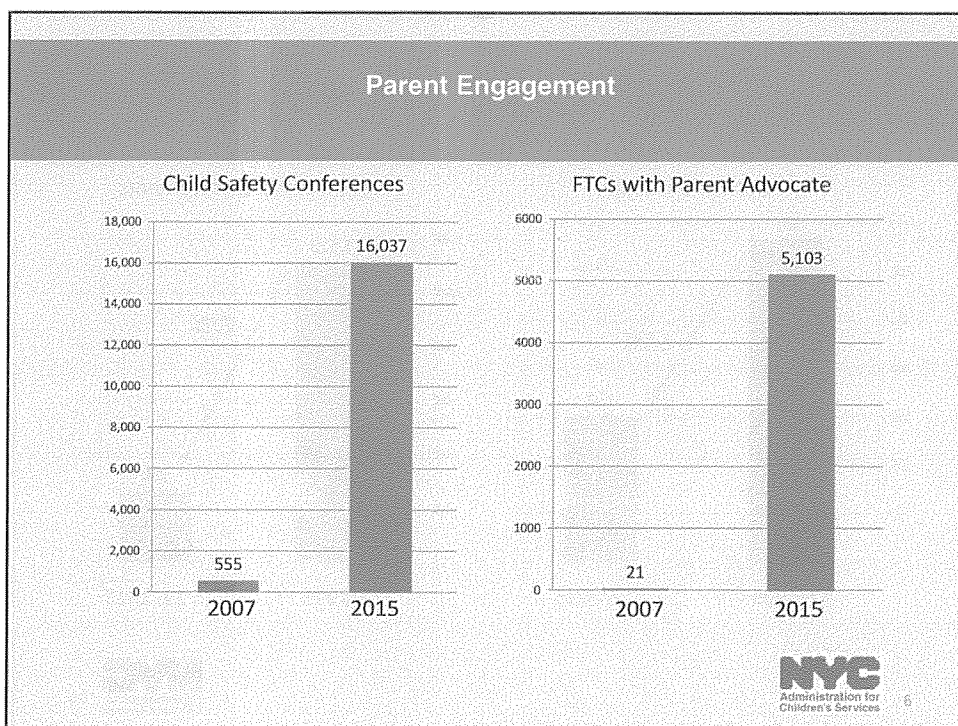
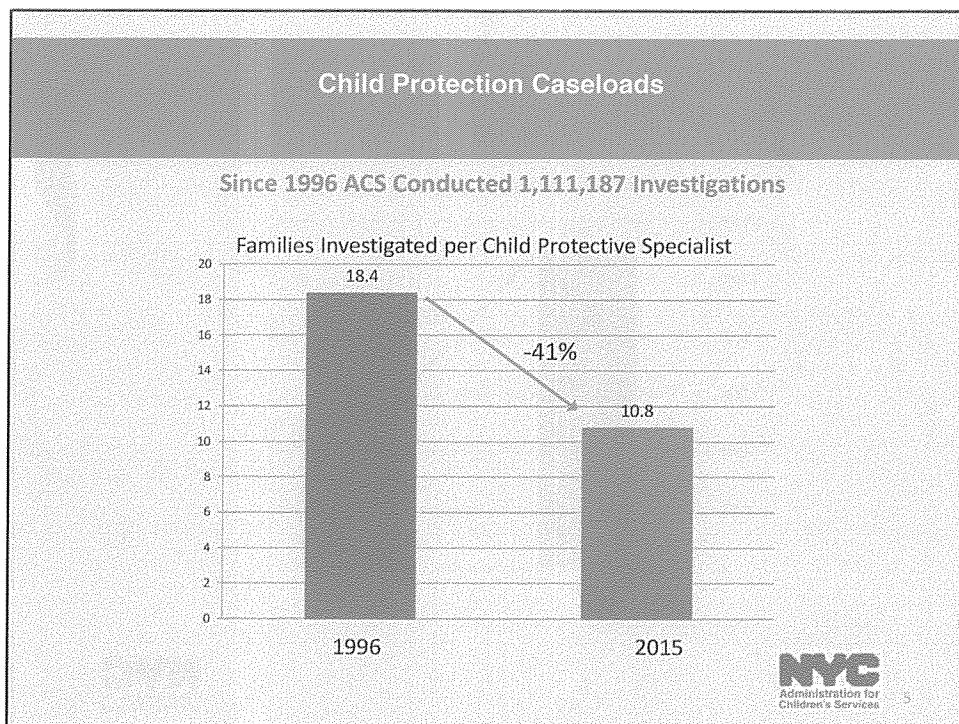
Children in Foster Care

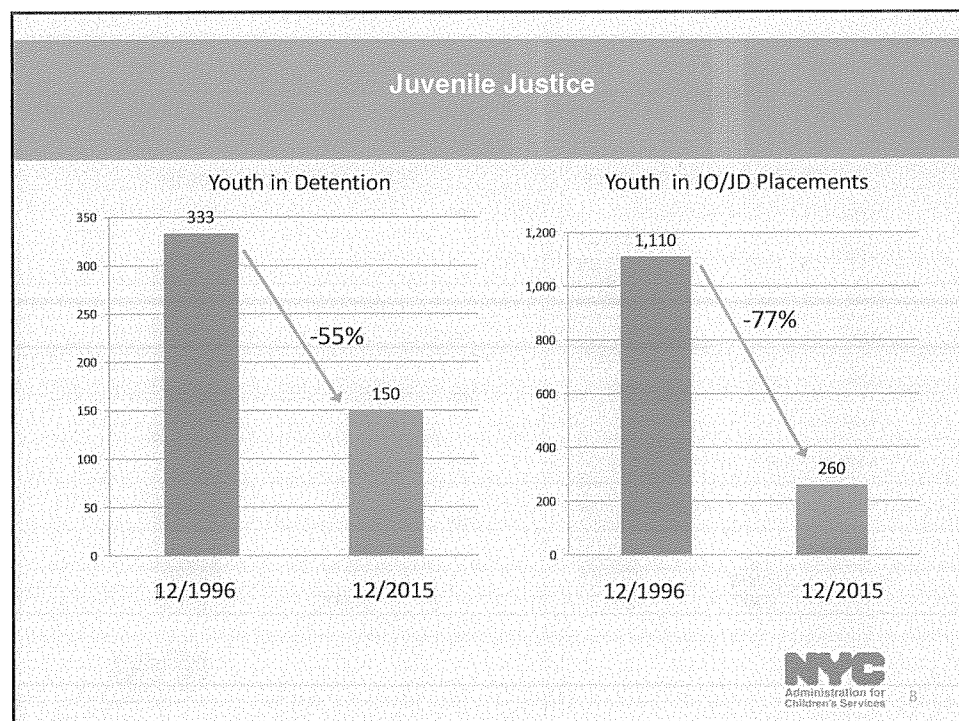
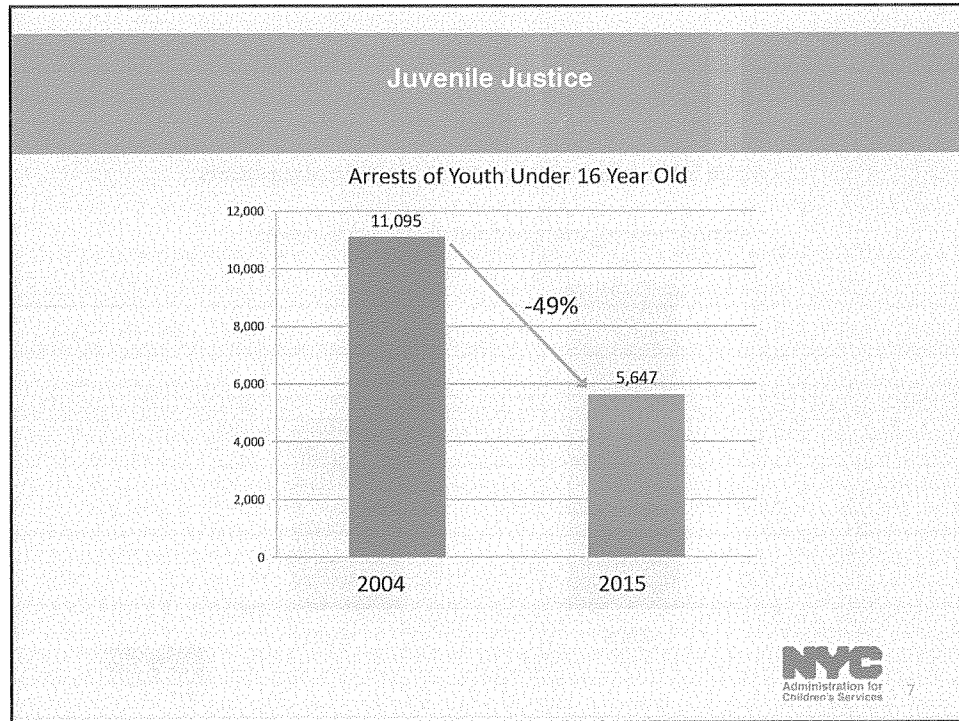


Children in Congregate Care











**Improving Outcomes for Children in Foster Care
Strategic Blueprint 2016-2018 Executive Summary
NYC Administration for Children's Services (ACS)
Family Permanency Services (FPS) Division**

**CASE
PRACTICE
PRIORITIES**

Fundamental Case Practice

Improve fundamental elements of case practice (e.g. casework contacts, supervision, coaching, ensuring safety & addressing risk, strengths-based practice etc.)

Family Reunification

Revitalize, resource & improve "family time" (aka visiting) practice

Reinvigorate work around foster parents supporting parents

Kin

Strengthen family finding practice

KinGap

Fully leverage KinGap

Shift from "beds" to "homes" approach to improve placement matching & child well-being

Placement

Implement strategic foster/adoptive recruitment/retention/support strategies

Enhance programming and physical plant at Children's Center

Adoption

Improve adoption timeliness

Enhance open adoption practice

Expand post-permanency services

APPLA/Older Youth

Reduce use of APPLA & increase reunification, adoption, KinGap & relational permanency

Expand placement/ housing options for older youth in & exiting care

Develop wraparound services & improve interagency collaboration for youth with complex needs

**SYSTEMIC
PRIORITIES**

Deliver interventions that are trauma-informed and that help children, parents and families recover from and cope with trauma

Work with the new ACS Workforce Institute to develop training and learning development opportunities for the foster care agencies

Implement new collaborative case consultation & technical assistance model to support foster care agency case practice

Collaborate & integrate services to improve outcomes for children & families

Improve case transitions from DCP to foster care agencies

Support enhanced collaboration between foster care agencies & ACS FCLS

Strengthen use of family team conferencing
Increase utilization of Preventive Services at foster care discharge

Enhance MH/DV/SA/Education resources

Increase foster care/juvenile justice system collaboration

Enhance collaboration with other public agencies

Explore new financial models that reflect system values & performance goals



**Testimony of Steven Banks, Commissioner
New York City Human Resources Administration/Department of Social Services**

**Before the New York City Council General Welfare Committee
The DHS Fiscal Year 2017 Preliminary Budget
March 15, 2016**

I would like to thank the City Council's Finance and General Welfare Committee and Chairs Julissa Ferreras-Copeland and Stephen Levin for giving us this opportunity to testify today about the Department of Homeless Services' budget and efforts to address homelessness in our City, particularly those reforms that we have implemented over the past few months as part of the 90-day review of homeless services.

My name is Steven Banks and I am the Commissioner of the New York City Human Resources Administration/Department of Social Services. On December 15, 2015, the Mayor ordered a 90-day review of homeless services and he asked First Deputy Mayor Tony Shorris, the Director of the Mayor's Office of Operations Mindy Tarlow, and I to conduct the review. Following her appointment, Deputy Mayor for Health and Human Services Herminia Palacios has joined in this effort. During the review, I have been overseeing the operations of Department of Homeless Services in my capacity as the administrator and commissioner of the local social service district. Joining me today are DHS's First Deputy Commissioner Lorraine Stephens, Deputy Commissioner, Fiscal and Procurement Lula Urquhart, and HRA's Chief of Staff Jennifer Yeaw.

New York City is facing increasing economic inequality as a result of low wages, the lack of affordable housing, and increased cost of living. Today approximately 46 percent of New Yorkers live near poverty and approximately 22 percent live below the poverty line. This income inequality, combined with other causes of homelessness such as domestic violence, overcrowding and eviction, are what bring people to our shelter system. We did not arrive at this crisis overnight and it will take some time to address the multifaceted drivers of homelessness.

As part of the 90-day review process, we have been conducting a comprehensive review of the City's homeless services policies and practices. We have met with homeless people in shelters, on the streets and in focus groups; advocates, shelter and homeless services providers, other non-profit organizations, national experts and researchers, former DHS Commissioners, and elected officials; and staff at DHS, HRA and other City agencies. We have also surveyed best practices in other jurisdictions, and we received feedback from United States Department of

Housing and Urban Development. The resulting review is being presented to the Mayor with draft recommendations for his consideration. When he has reached his decisions, the Administration will present the next steps to the Council and the public.

Because of the urgency of the problem, we have not waited for the completion of the review to start implementing substantial reforms. And I would like to begin my testimony today by reviewing those reforms.

IMPLEMENTING HOME STAT TO ADDRESS STREET HOMELESSNESS

One of the first reforms was the creation of HOME-STAT (Homeless Outreach & Mobile Engagement Street Action Teams). Partnering with existing homeless response and prevention programs, HOME STAT is the most comprehensive street homelessness outreach effort ever deployed in a major U.S. city.

Starting this month, canvassing by the Mayor's Office of Operations will increase our ability to identify homeless individuals on the street from Canal Street to 145th Street and in other hot spots, and deploy outreach resources where they are needed most. This canvass will involve 60 field and analytic staff who will gather and report real-time data and track outcomes.

Dashboards will report on aggregate outcomes, conditions and performance. And as long requested by this body, as part of HOME STAT, we will be conducting comprehensive quarterly nighttime counts to provide a more complete and real-time understanding of our street homeless population in the City.

The rapid response capacity built into this initiative will ensure more timely responses to 311 calls and information gathered from our canvasses. With HOME STAT the contracted homeless outreach staff will grow from 195 to approximately 385. Additionally, the NYPD will redeploy 40 officers to its 70-officer Homeless Outreach Unit to respond to calls concerning street homeless persons, encampments, large hot spots and those individuals experiencing emotional disturbances or exhibiting erratic behavior.

Finally, the creation of a citywide case management tool will provide case managers with information to ensure City service integration, continuous monitoring and outreach, and rapid response to individual problems. All HOME STAT agencies will play a role in this effort, including DHS, NYPD and other human services agencies and NYC SAFE.

ENDING THE USE OF CLUSTERS

An essential tool for reducing homelessness in New York City is maintaining and increasing the City's affordable housing stock, as well as ensuring that New Yorkers have access to rental subsidies, transitional programming and aftercare. For 16 years, through multiple

administrations, this City has utilized clusters as homeless shelters, a failed approach to housing our homeless population that is expensive, lacks real services to transition homeless families and individuals to stable housing, and includes some of the worst shelter conditions. Further, utilizing these units removes them from the affordable rental market.

In January 2016, the Mayor announced a three-year plan for ending utilization of “cluster” shelter units for families. At that time, there were more than 3,000 units being used. As the first step in the plan, we are on target to close approximately 260 cluster units by June 30, 2016. The remaining units will be closed by December 2018 with those that are appropriate returned to the permanent housing stock, including through rental assistance programs for homeless families and adults.

In addition, where needed, the City will replace shelter capacity using a revised open-ended RFP process to include new models, which combines affordable permanent housing, flexible shelter space and community space in the same building. Under this model, shelter residents will receive essential supportive services, including rapid rehousing help. From experience we know that households with subsidized rental assistance are more successful in finding housing if they have support in their search. We all know the difficulty of finding housing in New York. By working with providers to navigate a challenging rental market, we are able to more quickly move clients to permanent affordable housing.

IMPLEMENTING SHELTER REPAIR SCORECARD AND SQUAD TO ADDRESS CONDITIONS

The de Blasio Administration is committed to being transparent about the problems in shelters and accountable for the efforts to improve them. That’s why we created the Shelter Repair Scorecard, which lists every building violation and condition at every shelter, and the Shelter Repair Squad to fix the problems.

The Scorecard was released on February 1 with data as of December 31, 2015. It showed that the clusters had most of the violations and that many of the shelters operated by non-profit providers were in relatively good condition. Meanwhile, literally on January 1, the enhanced Shelter Repair Squad began a new round of thorough inspections of the non-cluster shelters and a new round of repairs, including staff from HRA, DHS, DOB, HPD, DOHMH, DDC, DCAS, Parks and FDNY. In just two months, working under the direction of the Mayor’s Office of Operations and HRA, they achieved an amazing amount of work.

Earlier this month, we issued the second scorecard, with data through February 29. It showed that the Squad conducted 2,660 inspections, almost a third of the 8,665 conducted in all of 2015. Those inspections identified 11,125 new violations and conditions.

During those same two months, the City and shelter providers made 12,026 repairs at homeless shelters — almost as many as the 12,934 repairs made in all of 2015.

We still have more work to do. At the end of February, even after the new round of inspections, there were 6,486 outstanding violations in non-cluster shelters, compared to 6,983 violations on December 31, 2015. And working with our non-profit shelter provider partners, we are determined to keep pushing that number down.

While no sub-standard conditions are acceptable, many shelters have relatively few violations. Family shelters (excluding clusters) have an average of about half a violation per apartment, the same as the average for all buildings in New York City. It's important to recognize that many of those conditions are the result of years of insufficient investment and some of the problems will require capital projects to fix. Which is why as part of the review, we are looking at ensuring that going forward the resources are provided for both maintenance and capital repairs.

To address this critical need, \$6.5 million in FY16, growing to \$7.6 million in FY17 will be used to improve the maintenance of directly run shelters through facility managers, on-staff painters, and fire safety directors. In addition, the FY16 September Capital Plan added \$54.2 million for the four-year period of Fiscal Year 2016 through Fiscal Year 2019 to address more significant facility needs, bringing the total FY16 plan for facility projects to \$32.1 million. Overall, the four-year capital plan for shelters allocates \$119.5 million. Likewise, the Fiscal Year 2016 shelter maintenance and repair budget totals \$54 million, of which \$17 million has been added in the baseline since the beginning of the de Blasio administration.

The Scorecard is also a way to follow up on the City's commitment to stop using clusters over three years. The Scorecard currently lists units within 26 cluster buildings designated for elimination as DHS units in this fiscal year. Also, 12 cluster buildings with 15 units have already been eliminated from DHS utilization.

LAUNCHING A NEW PROGRAM TO REDUCE VIOLENCE IN SHELTERS

Just yesterday, the Mayor announced a three-pronged program to reduce violence in homeless shelters. First, the NYPD will re-train all DHS security staff and a team from NYPD will be placed at DHS to develop an action plan to upgrade security at all shelters. Second, we are restoring a domestic violence program for family shelters that was cut in 2010. And third, we are implementing a new, more extensive reporting system for incidents that occur in shelters. The reforms respond to new data on violence in shelters that we developed as part of the 90-day review.

For many years, DHS mainly focused on incidents involving death or life threatening injury and individual staff exercised discretion to report as a priority individual incidents not rising to this level on a case-by-case basis. This resulted in lost opportunities to target services because cases not involving death or life threatening injuries were inconsistently categorized based on individual determinations. The review also showed that incidents that occurred off-site were also reported as critical incidents even though the incident did not occur at the shelter. We are reforming the process to broaden the criteria for critical incidents and will focus attention on the incidents that actually occurred in the shelters so that we can have a more complete picture of client service needs.

For example, our review showed that more needs to be done to address domestic violence for families that have been placed in shelter together so the Mayor has authorized a new in-reach program for family shelters that we will be including in the Executive Budget.

Retraining and Security Action Plan

The NYPD will assign a team to be placed at DHS to develop an action plan to upgrade security at all shelters. The NYPD will also be re-training all DHS security staff. Currently all non-cluster shelters have some level of security provided by either DHS peace officers or by private security guards. As part of the 90-day review, security has already been increased at mental health shelters and at commercial hotels.

The de Blasio Administration has already substantially increased spending for security at homeless shelters. Direct spending by DHS on DHS peace officers and FJC security guards has increased 63% from \$48 million in FY 2013 to \$78 million in FY 2016.

In addition, DHS reimburses shelter providers for their security costs. That was \$62 million in FY 16, for total of \$140 million in security costs.

Domestic Violence Programming In Shelter

The City will also re-establish a domestic violence program in DHS shelters that was ended in 2010. The new analysis of critical incident data found that violence within families is the most common form of violent incident in family shelters. In Families with Children shelters, domestic violence was 60% of the violent incidents, while it was 80% in Adult Family shelters.

HRA's NoVA (No Violence Again) Out-stationed Domestic Violence Services will be expanded to DHS Tier II family shelters to provide families with access to domestic violence services. Trained staff from HRA will go to a number of Tier II shelters to provide these services. Existing social services staff in Tier II shelters will participate in enhanced training that will provide them with the tools to identify and refer families and individuals to the NoVA team, a NYC Family Justice

Center or other community-based domestic violence providers. Families experiencing unhealthy relationships and conflict will be offered conflict resolution/mediation services to establish safe resolutions and teach family members effective tools to resolve conflicts. The Mayor's Office to Combat Domestic Violence (MOCDV) will commit the resources necessary to implement system-wide training for DHS staff. A senior DHS official will be in charge of coordinating the delivery of domestic violence services.

Additional Transparency on Critical Incident Reporting

Based on the findings from the 90-day review, the Administration has also instituted new, more comprehensive and accurate reporting of critical incidents in shelters, including for the first time separately reporting violent incidents. For many years, DHS reported "critical incidents" in the Mayor's Management Report, which included some but not all violent incidents. In addition, data was not systematically collected to identify problems.

"Critical Incident" definitions were unclear and inconsistently reported across agency divisions. Overly broad categories limit the agency's ability to identify trends and quantify specific types of incidents. Existing categories include both violent and non-violent incidents within the same category, limiting the ability to quantify the volume of violent incidents.

The problem was not at the level of the shelters. Shelter staff has been reporting incidents to DHS. The problem was the way these reports were categorized at DHS.

New reporting categories have been created and applied retroactively to all 2015 incidents reported to DHS. Under the old definitions, there were 620 critical incidents. The new analysis defined 1,687 incidents as critical, of which 826 were categorized as violent.

To ensure that problems are identified, violence is now defined much more broadly than, for example, the FBI crime reports. For the shelter critical incidents, violent incidents include broad definitions of domestic violence, assault, and both child abuse and neglect, even if there was no violence against the child. The Administration is implementing thorough reforms to ensure that all critical incidents and especially violent incidents are appropriately categorized and that there is appropriate follow-up.

NYC Safe

The announcement of these new initiatives today builds on prior security enhancements in the shelters. Since NYC Safe's launch, DHS increased security at 11 single adult mental health shelters and enhanced security at 12 of the adult shelters considered high needs. This includes \$10.5 million in FY16 to hire 175 staff and \$7.4 Million in FY17 added in the January Plan. Subsequent to this and in the wake of several recent tragedies, additional security measures

were put in place and we added more mental health professionals to increase safety at shelters and support homeless New Yorkers with mental health needs. For example:

- We implemented a 24/7 communication process between NYC Health + Hospitals and DHS ensuring better case management and allowing shelter operators to better support clients.
- We deployed new mental health teams to DHS shelter intake centers
- We completed a security assessment of all 29 mental health shelters
- We deployed additional peace officers to provide 24/7 coverage at all mental health shelters
- We deployed DHS contracted security guards to provide additional security at commercial hotels used by DHS.

ENHANCING ADULT SHELTER PROGRAMMING

DHS recognizes that its responsibility to clients goes further than simply providing shelter. To truly engage clients and move them to stable housing and self-sufficiency, we assist them during the day in attaining additional skills and training.

Not only have we affirmatively reiterated a long-standing policy concerning permitting daytime shelter access, but we've also expanded funding for programming. We have committed to expanding daytime jobs training and vocational programming at shelters to serve almost 20,000 individuals.

We added \$8.9 Million in FY16, growing to \$16.9 Million in FY17 in the January Plan to provide onsite shelter programming at 40 single adult shelter locations. These locations are at our shelters where there have been limited on-site activities. Contract providers have submitted plans that were approved for services, including literacy, recreation, employment, and other supports. Directly operated shelter programming plans are also being developed.

IMPLEMENTING VETERANS' INITIATIVES

The de Blasio Administration is extremely proud to have been recognized by the federal government for our successful effort in ending chronic Veterans homelessness. In addition we have also significantly reduced the number of homeless veterans in our system and the Veterans Administration's system from 4,677 in 2011 to 467 as of March 14, 2016. For example, in December and January alone, we moved 527 veterans from shelters to permanent housing and we are well on our way to meeting the level of veterans homelessness considered to be functionally zero by the federal government's definition.

To support these efforts, in FY16 the January plan added \$1.6 million for staff, rapid rehousing services, and a bonus for shelter providers that increased permanent housing placements for

veterans. In FY17, we will allocate \$0.7 million to continue this work and to make sure that any veteran who enters our system can be rapidly rehoused and connected to services and supports as needed.

CREATED TASK FORCE TO IMPLEMENT THE PLAN FOR 15,000 UNITS OF SUPPORTIVE HOUSING

In January, Mayor de Blasio announced the formation of a Supportive Housing Task Force to help the City implement its plan to create 15,000 units of supportive housing to prevent and alleviate homelessness.

Supportive housing is affordable permanent housing with services, including case management, mental health and substance use disorder services, access to medical care, and other social and supportive services. Supportive housing has a proven record of helping stabilize people's lives and reducing reliance on homeless shelters, hospitals, mental health institutions and jail. For example, according to a 2014 study by the Urban Institute, 85% of people provided with supportive housing remained housed a year later.

The new Supportive Housing Task Force includes leaders and advocates. They will:

- Serve as an expert panel of advisors to the City, offering innovative ways to develop and deliver supportive housing by leveraging lessons learned from past supportive housing agreements and finding new, creative approaches for both development and service delivery.
- Help streamline processes for supportive housing to maximize efficiencies and eliminate bottlenecks among City agencies, developers, service providers, and clients.
- Develop strategies to better tailor services to the needs of various supportive housing populations.
- Act as an ongoing partner and counterweight, supporting and challenging the City to realize a higher quality, better-coordinated, supportive housing system.

To implement our plan to provide an unprecedented 15,000 new supportive housing units, we are bringing together people with the expertise and commitment to help us put together the most effective and cost-efficient supportive housing program possible. The better the program, the more people we can help.

COMMITTING TO DOUBLE DROP-IN CENTERS

Mayor Bill de Blasio also committed to doubling the number of City-funded Drop-In Centers designed to help bring homeless people off the streets and provide them with services that can help keep them off the streets permanently.

Drop-In Centers are an essential part of a continuum of care to address street homelessness that starts with HOME-STAT outreach workers connecting with New Yorkers on the streets and

gaining their trust; bringing them to a Drop-In Center for food, showers, case management services, and medical care; taking them to a Safe Haven to spend the night; and moving them into supportive housing where they can receive help to rebuild their lives.

Drop-In Centers provide an alternative to traditional shelter for street homeless individuals. They offer temporary respite where individuals can shower, eat a meal, see a doctor, and rest. Case management and housing placement services are also available for clients who wish to receive them. The Centers also offer a limited number of off-site overnight respite beds, but ultimately seek to place people in permanent housing.

The City has announced a new \$8.5 million annual commitment to double the number of Drop-In Centers it currently operates. The City will open three new Drop-In Centers and take over funding of the current HUD-funded Drop-In Center in the Bronx run by BronxWorks, as HUD looks to reinvest those dollars in permanent housing.

These four locations will be added to the four existing City-funded Drop-Ins: two in Manhattan, one in Staten Island and one in Brooklyn. In the past two fiscal years (FY14 and FY15), these Drop-In Centers served an average of 454 clients during the day, saw a daily average of 128 clients overnight, and made 1,238 housing placements.

The City previously had nine City-funded Drop-In Centers, but five were closed between 2008 and 2010.

New Centers will open in Manhattan, Brooklyn and Queens. These Drop-In Centers will be expected to each serve approximately 75 clients at any given time.

Drop-In Centers will continue to focus on working collaboratively with the City's outreach teams on the placement of chronically street homeless individuals into housing, and provide housing placement services to non-chronically street homeless individuals. This includes working with clients to obtain identification, entitlements and housing. Drop-In Centers will also set up the front door of their programs to rapidly connect individuals to more appropriate systems of care, such as the emergency shelter system, residential drug treatment programs, family reunification, travel assistance, and other resources.

In addition, the City has reformed its policies to allow for individuals who have recently stayed in the City shelters to use the Drop-In Center services, reversing a policy preventing such use that had been in place since 2012.

COMMITTING TO TRIPLE THE NUMBER OF BEDS FOR RUNAWAY HOMELESS YOUTH

Also in January, the Mayor announced enhanced services including the addition of 300 beds for homeless youth over the next three years, deployment of additional staff to coordinate services

for youth entering Department of Homeless Services' shelters, and a pledge to work with the State to extend the length of stay for those in existing crisis beds regulated by the State.

From counseling, to high school equivalency support, to youth-specific employment and training programs, youth shelters have the right services and environment for young people to stabilize their lives. With this major investment, we'll triple the total number of youth beds and ensure even more young people are connected to the resources they deserve to rebuild their lives.

The enhanced services provide for:

- 100 new beds a year for the next three years, totaling 300 by FY19 – with a \$14.7 million annual investment at full ramp up;
- Deployment of City staff at the entry points of the DHS shelter system to offer placements in youth beds for individuals between the ages of 16 and 21; and
- A pledge to work with the State to extend the length of stay in crisis beds.

The addition of 100 beds a year over the next three years builds on the 200 beds already added under Mayor de Blasio for homeless youth through the Department of Youth and Community Development.

In 2014, the City of New York requested that the State allow initial stays in crisis shelters to be extended from 30 days to 45 days, and that extensions be allowed up to 90 days. The City is now renewing this request, in order to provide additional time for services to young people who may need them.

Overview of the NYC Department of Homeless Services (DHS)

DHS is the City Agency responsible for providing services to all homeless New Yorkers, including both those who are street homeless and those seeking shelter. In addition, DHS works closely with HRA to prevent homelessness. With the Mayor's reintroduction of rental assistance in 2014 after the elimination of the Advantage rental assistance program in 2011 State budget, the two agencies work together in providing rental assistance so those in shelter can return to their communities and those at risk of homelessness can be kept in the community. I discussed the rental assistance and other prevention efforts in the HRA testimony so I will not repeat that discussion here.

As of March 13, 2016, in the DHS system, there are 57,705 individuals in the shelter system, comprised of:

- 22,841 children
- 34,864 adults

To provide prevention, outreach, shelter and rehousing services, the Department of Homeless Services has a 2,639 budgeted headcount in FY17 as of the January Plan, paid for with a combination of City, State, and federal funds.

From the FY16 Adopted budget to the FY17 January plan, the DHS agency headcount increased by 323. This is due to direct personnel and new programmatic initiatives, such as NYC Safe, to increased security, to treatment for those facing mental illness, and to HOME STAT, the nation's most comprehensive street homelessness outreach effort.

DHS staff members are dedicated public servants who want to help New Yorkers in need. This diverse workforce is comprised of 41% women and 59% men, and is 64% Black, 17% Hispanic, 13% White and 6% Asian. This unionized workforce includes members of 18 different unions.

DHS Budget Overview:

DHS' Fiscal Year 2017 operating budget is \$1.1 billion, of which \$578 million are City funds.

This \$1.1 billion budget allocates \$548 million to services for families, \$364 million to services for single adults, \$30 million for supportive administration services, and \$166 million to agency-wide personnel services, including staff for directly operated shelters and intake for homeless families and adults.

We continue to evaluate the impact of the new rental assistance and prevention efforts on the census, and will revisit the forecast and funding levels as we have typically done in the past. Additionally, \$25 million of the variance is due to grant funds in FY16 that will be added throughout the 2017 fiscal year. And projected savings that begin in FY17, including those related to supportive housing and the End the Epidemic initiative.

In the January Plan, DHS also received another \$31.6 million in FY16 (\$31.6 million City funds) and in FY17 there was an addition of \$37.1 million (\$37.1 million City funds) for non-capacity costs including:

- Shelter Repair Squad, Cleaning and Maintenance (\$7.7M total funding in FY17)
- NYC Safe and provider security (\$7.4M total funding in FY17)
- Adult Shelter Programming (\$16.9M total funding in FY17)
- Homeless Prevention for Single Adults (\$4.4M total funding in FY17)
- Veterans Initiatives (\$0.7M total funding)

The total budgeted headcount in FY16 increases to 2,639 with the addition of 279 in the January Plan. The January plan additions include:

- 81 HC for Adult Shelter Programming

- 175 HC for NYC Safe and Provider Security
- 20 HC for Shelter Repair and Maintenance
- 3 HC for Supporting Homeless Veterans

171 positions were added in FY17, for a total of 2,427. This year-to-year decline in the headcount of 212 is primarily due to the fact that some positions were funded only in 2016, pending subsequent evaluation. Further, certain grant-funded staff lines are added on an annual basis. Subject to review, the FY16 only positions include:

- 59 grant funded
- 10 MOVA staff
- 16 Housing Specialists
- 19 Fraud Investigators
- 108 for NYC SAFE initiative

The DHS January Capital Plan for the four-year period of Fiscal Year 2016 through Fiscal Year 2019 is currently \$161.2 million. This amount is comprised of:

- \$76.2 million for capital projects for single adults;
- \$43.3 million for capital projects for homeless families;
- \$32.1 million for administrative supportive services;
- \$9.6 million is designated for City Council-funded projects.

The two pie charts in the power point provided show the current source of funds for the expense budget and a breakdown of budget allocation of these funds in FY17, please keep in mind that there are still some issues that will not be resolved until the Executive Budget.

In addition to funding shelter, as described in the HRA testimony, this Administration has invested over \$1 billion for new initiatives to prevent and reduce homelessness over the life of the financial plan. This includes:

- Rental assistance
- Housing inspections
- Legal services
- Homebase
- Aftercare
- Supportive Housing

Shelter Provider Bonus

\$1.6 million is included in FY16 for providing financial incentives to shelter providers to move families and individuals out of shelter and into permanent housing. Incentives will be awarded to providers who exceed existing housing targets.

Homeless Prevention for Single Adults

Homebase is the cornerstone of DHS' prevention efforts. Through our Homebase offices, and in close partnership with HRA, we assisted more than 100,000 individuals since we expanded the program in July 2014. The Preliminary Plan includes an additional \$4.4 Million to further expand and enhance Homebase services, bringing the total FY17 Homebase budget to \$46.1 million. This budget represents an 80% increase over our 2014 level of funding. The preliminary plan funding will double the number of at-risk single adults served at 23 Homebase locations across the five boroughs from 4,000 to close to 8,500 annually.

Funding will also be made available to continue to provide one-time and short-term grants to about 600 single adults seeking shelter to help make alternate arrangements viable. Since July 2015, 167 individuals have received grants and just five have entered shelter. The total HomeBase budget in FY17 will be \$46.1m at 23 locations and Homebase will be able to serve 25,000 cases annually.

Homebase not only provides financial assistance for clients but also encompasses

- Eviction prevention
- Financial counseling
- Assistance obtaining benefits
- Landlord and Family mediation
- Employment services/referrals

We advertise our Homebase services through a public awareness campaigns that includes ads on the radio, television, and on subways and buses.

Savings Initiatives

End the Epidemic Shelter Savings

Shelter savings are anticipated to begin in FY17 from the expansion of HASA services, including case management, rental assistance and nutrition and transportation benefits, to individuals with asymptomatic HIV. Shelter savings are projected as an estimated 800 single adults and 110 families currently in shelter but newly eligible for HASA benefits will be able to transition into independent housing.

Supportive Housing Shelter Savings

Shelter savings are anticipated from the placement of 15,000 individuals over 15 years in newly created supportive housing units. Research evaluating the impact of previous supportive housing initiatives suggests that individuals placed into supportive housing have reduced

utilization of various public benefits, including an average of about 160 fewer days of shelter over the two years following placement for certain populations. The 15,000 new units are expected to result in shelter census reduction of about 550 individuals by full implementation in FY20.

With respect to these savings initiatives, it is critical that the State includes these important jointly funded projects in its 2016/2017 budget. In the case of both New York City's HASA program and our Supportive Housing plan, these are clear examples of how providing safe, affordable and permanent housing results in positive outcomes for our clients but additionally saves taxpayer dollars.

As we proceed with the reform efforts described in this testimony following the 90-day review, we will continue to identify ways in which our programs to prevent and alleviate homelessness can be enhanced. While a lot has been accomplished during the past 90 days, we know there is much more to do.

Thank you again for this opportunity to testify, and I welcome your questions.

DHS Preliminary Budget Testimony

Steven Banks, Commissioner

March 15, 2016



Human Resources
Administration
Department of
Social Services

Drivers of Homelessness



90-Day Review Initiatives

HOME STAT

- Partnering with existing homeless response and prevention programs, HOME STAT is the most comprehensive street homelessness outreach effort ever deployed in a major U.S. city.
- Focus on hot spots from Canal Street to 145th Street and other areas to deploy resources where they are needed most.
- The rapid response capacity built into this initiative will ensure more timely responses to 311 calls and information gathered from our canvasses.
- With HOME STAT the contracted homeless outreach staff will grow substantially.

90-Day Review Initiatives

Permanently Ending Clusters

- The Mayor announced ending utilization of “cluster” shelter units for families in January 2016, when there were more than 3,000 units online.
- We are on target to close around 260 units before June 30, 2016.
- The remaining units will be closed by December 2018 with those that are appropriate returned to the permanent housing stock, including through rental assistance programs for homeless families and adults.

90-Day Review Initiatives

Improving Conditions at Shelters

Shelter Repair Squad 2.0

- Funding of \$6.5M in FY16 and \$7.6M in FY17 to improve maintenance of directly-run shelters through facility managers, on-staff painters, and fire safety directors.
- Deploying of shelter conditions monitors for unannounced inspections.
- A hotline for clients to directly report issues.
- Evaluation of all complaints within 24 hours.

90-Day Review Initiatives

Shelter Safety and Shelter Security

- NYPD retraining of DHS Peace Officers.
- NYPD Management Team deployed to DHS to develop action plan to upgrade security at all shelters.
- New DV services for shelter residents.
- Reform of Critical Incident Reporting

90-Day Review Initiatives

Increased Services for Mental Health Shelters

- Additional clinical staff at intake centers and shelters and around the clock Peace Officer staffing at all mental health shelters to increase safety at shelters and support clients with mental health needs.
- Around the clock protocol for discharges of clients from NYC Health + Hospitals facilities to DHS shelters to communicate status and treatment needs.
- Additional funding to bolster mental health services at all DHS and contracted mental health shelters.

90-Day Review Initiatives

Adult Shelter Programming

- \$8.9M in FY16 and \$16.9M in FY17 to provide onsite shelter programming at 40 single adult shelter locations.
- Contract provider services, including literacy, recreation, employment, and other supports.
- Ensuring unrestricted access to recreation rooms, waiting rooms, and other common areas within the shelter during the day.
- Accommodation for single adult clients to stay in their dorms during the day for medical or mental health reasons and other special circumstances.

90-Day Review Initiatives

Moving individuals and families out of shelter and into permanent housing

Veterans Initiatives

- Federal government recognition for successful ending of chronic veteran homelessness.
- \$1.6M in FY16, and \$0.7M in FY17 to fund staff, veteran rapid rehousing services, and a veterans' shelter provider bonus for increasing permanent housing placements.
- Significant reduction of the number of homeless veterans system-wide (DHS and VA) from 4,677 in 2011 to 467 as of March 13, 2016.

90-Day Review Initiatives

Investing in Permanent Supportive Housing

Supportive Housing Task Force

In January, Mayor de Blasio announced the creation of the Supportive Housing Task Force to help the City implement its plan to create an unprecedented 15,000 units of supportive housing to prevent and alleviate homelessness.

90-Day Review Initiatives

Committing to Doubling Drop-in Centers

Expanding Drop-in Centers

- \$8.5 million annual commitment to double the number of Drop-In Centers currently operated.
- New Drop-in Centers will open in Manhattan, Brooklyn and Queens. These Drop-in Centers will be added to the four existing City-funded Centers and serve at least 75 clients at any given time.
- Individuals who have recently stayed in the City shelters are now permitted to use Drop-in Center services.

90-Day Review Initiatives

Enhanced Services to Address Youth Homelessness

- Adding 300 youth beds over three years and dedicated youth homelessness staff at DHS shelters – with a \$14.7 million annual investment at full ramp up.
- Builds on prior investments by de Blasio administration supporting runaway homeless youth, totaling over 750 beds.
- Counseling, High School equivalency support, youth-specific employment and training programs, among other services in an environment for young people to stabilize their lives.
- Tripling number of youth beds since January 2014.
- Working with the State to extend the length of stay in crisis beds to 90 days.

OVERVIEW: NYC Department of Homeless Services (DHS)

- DHS serves New Yorkers through a broad range of programs to prevent and address homelessness, including those on the streets as well as those seeking shelter.
 - Prevention programs
 - Outreach initiatives
 - Shelter
 - Housing permanency

Individuals in DHS shelter system

Children
22,841

Adults
34,864

Total
57,705*

*As of March 13, 2016

Overview: NYC DHS Staff

- 2,639 budgeted headcount in FY16 paid for with a combination of City, State, and federal funds [FY17 = 2,427]
- Agency headcount increased by 323 between FY16 Adopted budget and FY17 January Plan due to direct personnel and new programmatic initiatives, such as NYC Safe, to increase security and treatment for those facing mental illness, and HOME-STAT.
- Public servants who chose to work at DHS help New Yorkers in need; many dedicate their entire careers to public service
- Diverse workforce as of January 2016: 41% Women, 64% Black, 17% Hispanic, 13% White and 6% Asian
- Unionized workforce with members of 18 different unions

Overview: NYC DHS Staff

SSEU Local 371 - Social
Services Employees Union

Local 1407 - NYC
Accountants, Actuaries,
and Statisticians

Local 375 - Civil
Technical Guild (CSTG)

Local 154-Amalgamated
Professional Employees

Local 1062 - Supervisors
of Automotive Plants and
Equipment Employees

Local 983 - Motor Vehicle
Operators

Local 1087 - Prevailing
Rate Employees

Local 1549 - Clerical
Administrative Employees

Local 2627 - Electronic
Data Processing Personnel

Local 300 (SEIU) -
Service Employees
International Union (Civil
Service Forum)

Local 246 (SEIU) -
Service Employees
International Union
(SEIU)

Local 30 (IUOE) -
International Union of
Engineers

OSA - Organization of
Staff Analysts

Local 237 (Special
Officers and Attorneys) -
International Brotherhood
of Teamsters

Local 237 (Special
Officers and Attorneys) -
Civil Service Bar
Association (CSBA)

Local 1 - Plumbers of New
York City

Local 1180 -
Communications Workers
of America

Local 3 - International
Brotherhood of Electrical
Workers

United Brotherhood of
Carpenters and Joiners of
America

Budget Overview

- Operating budget of \$1.31 billion (\$708.4m CTL) in FY16 declining to \$1.1 billion (\$577m CTL) in FY17
 - \$25 million in savings that begin in FY17 and the absence of grant funds in FY17 that are added throughout the fiscal year

Budget Detail: January Plan for FY17

- Shelter Repair Squad, Cleaning and Maintenance (\$7.7M total funding)
- NYC Safe and provider security (\$7.4M total funding)
- Adult Shelter Programming (\$16.9M total funding)
- Homeless Prevention for Single Adults (\$4.4M total funding)
- Veterans Initiatives (\$0.7M total funding)
- Family and Adult Intake and Shelter Staffing (\$3.6M total funding)

Budget Overview: Headcount

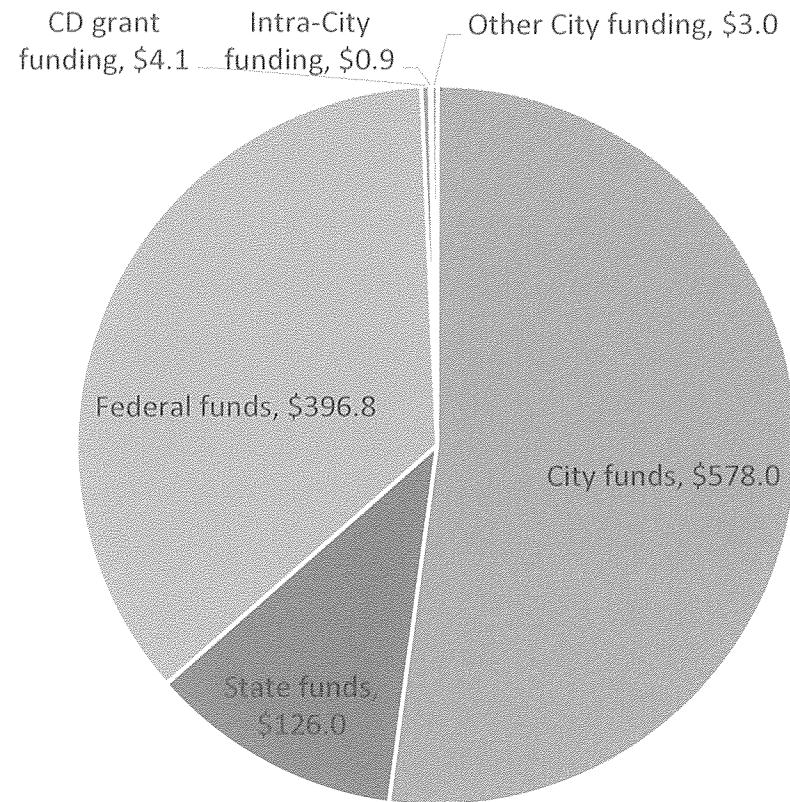
- The total budgeted headcount in FY16 increases to 2,639 with the addition of 279 in the January Plan.
- 171 positions were added in FY17, for a total of 2,427.
- Year to year decline is a result of certain positions being funded only through FY16 and certain grant funded positions.
- The January plan additions include:
 - 81 HC for Adult Shelter Programming
 - 175 HC for NYC Safe and Provider Security
 - 20 HC for Shelter Repair and Maintenance
 - 3 HC for Supporting Homeless Veterans

Budget Overview: Capital

- The DHS Capital Plan for the four-year period of FY16 through FY19 is currently \$161.2M:
 - \$76.2M for projects for single adults;
 - \$43.3M for capital projects for homeless families;
 - \$32.1M allocated for administrative support services;
 - \$9.6M designated for City Council-funded projects.

DHS Budget

Expense Budget Funding Sources (in millions)

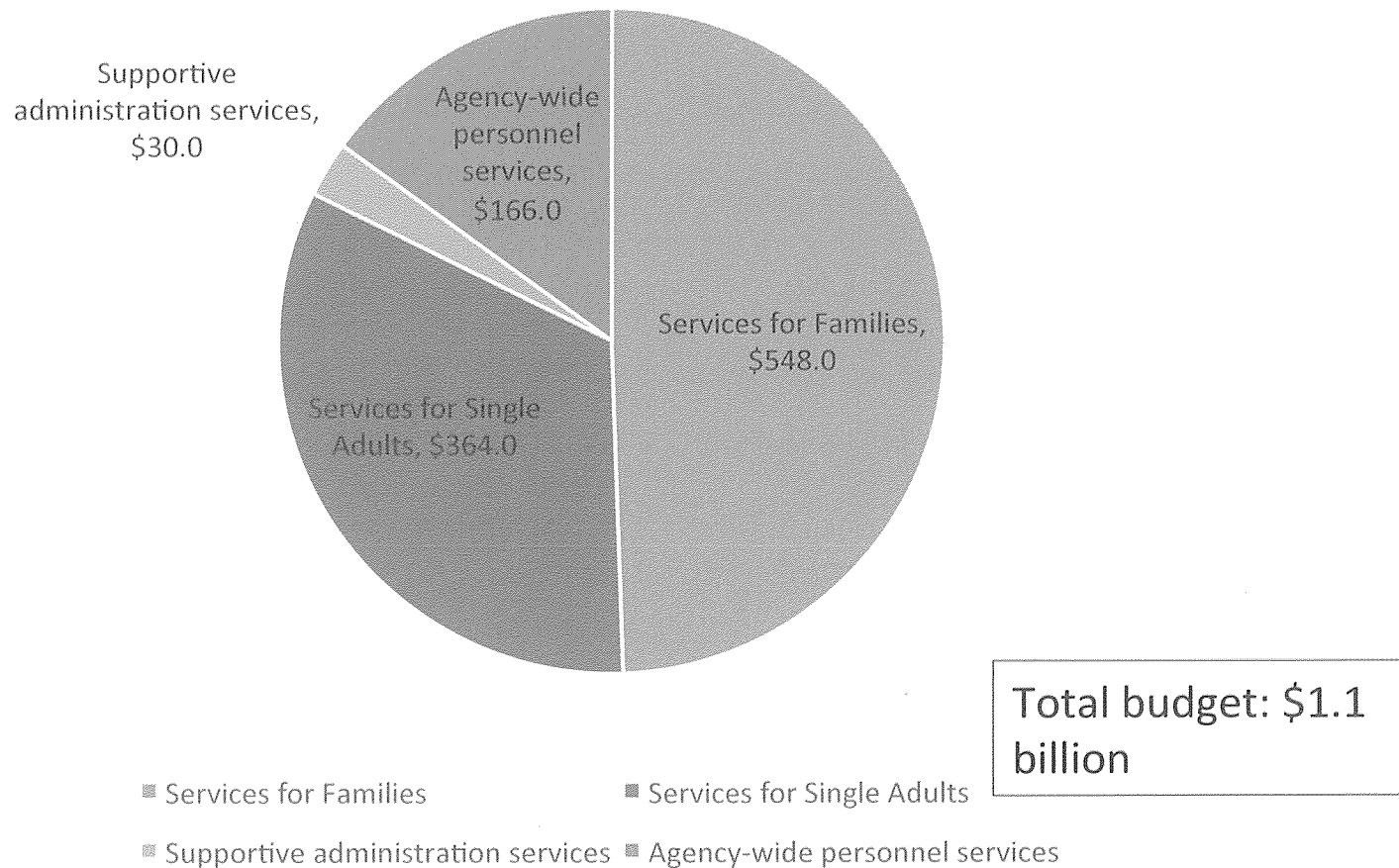


Total budget: \$1.1 billion

■ City funds ■ State funds ■ Federal funds ■ CD grant funding ■ Intra-City funding ■ Other City funding

DHS Budget

Expense Budget Allocation (in millions)



Major DHS Initiatives

Shelter Provider Bonus

- \$1.6M in FY16 only
- Financial incentives to shelter providers to move families and individuals out of shelter and into permanent housing
- Incentives awarded to providers who exceed housing targets

Major DHS Initiatives

Continued focus on prevention

Homeless Prevention for Single Adults

- \$2.4M increase in FY16, \$4.4M increase in FY17
- Increasing the number of at-risk single adults served by 4,000 to close to 8,500 annually
- Homebase prevention services have increased by \$4.4M in FY 17, bringing the total FY 17 budget to \$46.1 M
- Homebase will be able to serve 25,000 cases annually
- Funding will also be available to continue one-time and short-term grants to about 600 single adults seeking shelter to help make alternate arrangements viable. 167 individuals have received grants since July 2015 and just 5 have entered shelter.
- Over \$1 billion investment in new City initiatives to avert and reduce homelessness, including rental assistance, housing inspections, legal services, aftercare, and supportive housing.

Savings Initiatives

End the Epidemic Shelter Savings (FY17 \$20.3M tax levy; FY18 \$22.1M FY19 \$24.4M FY20 \$26.8M)

- Shelter savings anticipated to begin in FY17 from the expansion of HASA services, including case management, rental assistance and nutrition and transportation benefits, to individuals with asymptomatic HIV. Shelter savings are projected as an estimated 800 single adults and 110 families currently in shelter but newly eligible for HASA benefits will be able to transition into independent housing.

Supportive Housing Shelter Savings (FY17 \$3.7M in total and city funds; FY18 \$11.4M; FY19 \$19.5M; FY20 \$28M)

- Shelter savings anticipated from the placement of 15,000 individuals over 15 years in newly created supportive housing units. Research evaluating the impact of previous supportive housing initiatives suggests that individuals placed into supportive housing have reduced utilization various public benefits, including an average of about 160 fewer days of shelter over the 2 years following placement for certain populations. The 15,000 new units are expected to result in shelter census reduction of about 550 individuals by full implementation in FY20.

Thank you!



Human Resources
Administration

Department of
Social Services

**Testimony of Steven Banks, Commissioner
The New York City Human Resources Administration**

**Before the New York City Council General Welfare Committee
HRA's Fiscal Year 2017 Preliminary Budget
March 15, 2016**

I would like to thank the City Council's Finance and General Welfare Committees and Chairs Julissa Ferreras-Copeland and Stephen Levin for giving us this opportunity to testify today about HRA's budget and our continuing work to move forward with reforms of our policies and procedures.

My name is Steven Banks and I am the Commissioner of the New York City Human Resources Administration. Joining me today are HRA's Chief Program Planning and Financial Management Officer Ellen Levine, Executive Deputy Commissioner for Finance Erin Villari, and HRA's Chief of Staff Jennifer Yeaw.

HRA is the nation's largest social services agency assisting over three million New Yorkers annually through the administration of more than 12 major public assistance programs. HRA also administers one of this Administration's cornerstone programs: IDNYC, the country's most successful municipal identification program.

HRA continues to be at the forefront of the de Blasio Administration's focus on addressing poverty and income inequality in New York City.

During the course of FY16, we have testified before the Council at oversight hearings focused on a number of our program areas, including:

- HRA's Employment Plan
- HRA's HIV/AIDS Administration (HASA)
- Supportive Housing
- Homelessness
- IDNYC
- Hunger

These hearings provided opportunities to speak in detail about our major reform efforts within each of these areas. Living in an expensive city, one in which the cost of living continues to rise while wages remain stagnant means that low-income workers, who are generally struggling to begin with, can be derailed by unexpected emergencies and expenses. Many of these low-

income workers, nearly 27,000, earn so little that they still qualify for ongoing public assistance from HRA – a critical reason why this Administration has taken a leadership role in advocating for an increase in the State-set minimum wage.

Having a job is simply not enough to lift low-income New Yorkers out of poverty. Working clients need a living wage. Accordingly, through our December 31, 2014 State-approved employment plan, HRA has been implementing a series of initiatives during the two-year phase-in period in order to help clients permanently transition from public assistance and out of poverty and to reduce the possibility that clients will have to return to public assistance as they often did in the past when they were placed into low-paying, short-term employment. In particular, our employment plan implements changes in state law so that our clients are able to obtain necessary training and education to lift them out of poverty. We are also in the process of implementing new state legislation, signed in December by the Governor, which reforms the process for sanctioning work-required Cash Assistance recipients. This reform requires a review for barriers to employment prior to sanction and permits the reengagement of clients upon their willingness to participate rather than after a mandatory durational period. In addition, we continue to work with our state partners in applying for federal waivers to streamline access to SNAP/food stamps so that all eligible clients can receive benefits while still maintaining compliance with all state and federal rules and requirements.

Among other assistance, HRA provides the following supports for low-income workers and other children and adults:

- Medicaid: 2.2 million New Yorkers receive Medicaid through HRA and over a million more through the State health insurance exchange;
- SNAP and food assistance: 1.68 million New Yorkers are receiving SNAP/food stamps and millions of meals served through food pantries and community kitchens;
- HEAP: 685,000 New Yorkers receive home energy assistance every winter; and
- One-time Cash Assistance: 107,000 receive one-time cash assistance over the course of a year to prevent evictions and utility shutoffs or provide assistance with other emergencies.

These supports are critical to maintaining employment and/or housing stability for low-income New Yorkers, and as such this Administration has made expanding access and enrollment in these programs a priority.

Additionally, HRA helps thousands of the most vulnerable New Yorkers by providing shelter and supportive services to families and individuals recovering from the trauma of domestic violence, support for people with HIV, protective services for adults unable to care for themselves and home care services for seniors and individuals with certain physical or mental

disabilities, and legal services to address tenant harassment, avert homelessness through eviction prevention, help immigrants, and secure federal disability benefits.

HRA's Staff consists of:

- 14,301 budgeted headcount in FY17 paid for with a combination of City, State, and federal funds.
- Public servants who choose to work at HRA and help New Yorkers in need; many have dedicated their entire careers to public service.
- A diverse workforce: 70% women, 59% African-American, 18% Hispanic, 15% White, and 8% Asian.
- A unionized workforce with members of 13 different unions.

HRA's Budget:

As of the January 17 Plan, the HRA FY16 budget is \$7.44 billion City funds (\$9.66 billion total), increasing to \$7.6 billion City funds (\$9.8 billion total) in FY17.

Between Fiscal 2016 and 2017, HRA City funds increase by \$174 million and total funds increase by \$146 million. The year-to-year increase in City funds includes fully annualized collective bargaining increases; \$100 million more in the Medicaid FY17 budget (\$5.4 billion), due to one less weekly State payment in FY16; and year-to-year increases for rental assistance and new programs, including supportive housing and the End The Epidemic (ETE) initiative.

While the HRA January Plan budget declined by \$186 million in City funds and \$139 million in total funds in FY16 and by \$72 million in City funds and \$108 million in total funds in FY17 compared to the November Plan, this was the net result of over \$40.8 million in new City funded initiatives in FY16 (\$46.5 million in total funds) growing to over \$95 million in FY17 (\$137 million total funds) offset by one-time revenue adjustments in FY16, as well as the transfer of \$204 million from HRA to New York City Health + Hospitals for disproportionate share Medicaid costs that are no longer eligible for the federal Medicaid match.

HRA also received 150 new positions in FY16 and 327 in FY17 and out. However, agency-wide headcount goes down by 303 between FY16 and FY17 due to the Cash Assistance and SNAP Re-engineering reductions under the prior Administration that were projected as the result of technology and business process improvements. HRA is working with the City's Office of Management and Budget to make sure that any reductions are aligned with the real timeline for implementation of the technology and business process enhancements so that they improve access and streamline processes without affecting client services.

The two pie charts in the Power Point presentation provided to you show how the HRA expense budget is currently allocated from year to year.

Now I would like to describe HRA's Major New Initiatives and Spending Changes:

Expansion of HRA's Homelessness Prevention and Housing Reforms:

The HRA budget reflects the Administration's continuing comprehensive initiatives to prevent and alleviate homelessness within the City, which has built-up over many years. HRA has always provided some homelessness prevention services, but over the past two years we consolidated all of the HRA homelessness prevention programs into a single unit and expanded it substantially. During this same time, the Administration restored rental assistance programs that had been eliminated in 2011 in the State budget in order to increase services to prevent and alleviate homelessness, and considerably expanded anti-eviction and anti-harassment legal services, which help to both keep families and individuals in their homes and preserve affordable housing.

Over the past two years, the new rental assistance programs and other permanent housing efforts have enabled 30,129 children and adults in 10,242 households to avert entry into or move out of Department of Homeless Services (DHS) and HRA shelters.

Likewise, since July 2014, 16,745 New Yorkers have received eviction prevention and anti-harassment legal assistance – including working families and individuals. With the ramp-up of the ten-fold increase in these programs that the Mayor authorized – from \$6.5 million per year in the prior Administration to \$62 million, some 33,000 households a year, including well over 113,000 people, will receive legal assistance to prevent evictions and harassment.

We have also helped more people with emergency rent assistance, keeping thousands of New Yorkers in their homes. In FY13, HRA provided rent arrears to 42,000 households at a cost of \$124.1 million. In FY15, HRA provided rent arrears to nearly 53,000 households at a cost of \$180.7 million. The increase in spending of 46 percent resulted from increased monthly rents that families and individuals have to pay, additional households being found eligible due to the increasing gap between rents and income, and enhanced targeting of these services to prevent homelessness through partnerships with community-based organizations.

These increased prevention efforts are showing concrete results: Evictions by City Marshals have decreased 24 percent since Mayor de Blasio took office, down from 28,849 in 2013 to 21,988 in 2015. Our prevention programs are also cost-effective and generate savings in averted shelter costs. For example, the average cost of a rent arrears grant to prevent an eviction is \$3,400 and the average contract cost of an anti-eviction or anti-harassment legal

services case is about \$1,800 in comparison to the \$38,000 average annual cost of providing shelter.

Supportive Congregate and Scattered Site Housing

For the Mayor's supportive housing plan, the HRA budget includes \$13.3 million in FY17, growing to over \$100 million by FY20, to operate 15,000 new units of supportive congregate and scattered site housing to be developed over the next 15 years. The \$13.3 million includes funding for the operation and initial roll out of approximately 500 units in FY17. This new commitment to supportive housing will house individuals with severe mental illness, survivors of domestic violence, homeless veterans and other high-need and vulnerable clients.

Housing Placement and Shelter Move-Out Bonuses

The HRA budget includes \$18.3 million in FY16 to support community-based organizations that are identifying available housing that can be rented through our rental assistance programs and for shelter move-out assistance to extend funding for bonuses for landlords and brokers to encourage participation in the rental assistance programs, through June 2016. For FY17 and the out years, funding is included for these community-based organizations. Ongoing funding for bonuses for landlords and brokers will be evaluated along with the other move-out and prevention strategies during the Executive budget process.

The components of this funding include community-based housing placement services, the landlord bonus, broker's fees, the Veteran's move-out bonus, and enhanced furniture grants for rental assistance clients as follows:

- \$2.5m for CityFEPS provider payments
- \$1.0m for Veteran's bonuses
- \$10.9m for Broker's Fees
- \$2.4m for Landlord bonuses
- \$1.3m for Enhanced Furniture Allowance grants

Three-Quarter Housing project

In June 2015, the Mayor announced an interagency taskforce to review the use of three-quarter houses in New York City.

HRA is part of this task force along with other City agencies, including the Mayor's Office of Operations, the Department of Housing Preservation and Development, the Department of Buildings, and the Fire Department. Using HRA's data analytics, the task force has inspected 87 three-quarter houses and taken action to reduce overcrowding and dangerous conditions at 38 locations. As a result of HRA's intervention as part of the task force's work, since June 2015, 104

former residents of three-quarter houses have already been placed into permanent, affordable housing utilizing the City-funded SEPS, which is the Special Exit and Prevention Supplement Program, and other rental assistance programs.

The Plan includes \$7.9 million in FY16 and \$4.5 million in FY17 and the out-years for the Three-Quarter Housing project to continue to investigate sites and relocate clients to other temporary and permanent housing. This funding includes security, case management, and a rapid re-housing contract.

Services for Veterans

The HRA budget includes \$2.1 million in FY16 increasing to \$2.9 million in FY17 and the out-years for Veterans Initiatives to provide permanent housing and supportive services, including workforce development, to stably house formerly homeless veterans. Rental assistance is provided through the City's rental assistance programs, Section 8, and HUD VASH.

Another \$560,000 is allocated for 10 positions to provide outreach services in the Mayor's Office of Veteran's Affairs to veterans throughout the five boroughs.

Domestic Violence Shelter Expansion

The January Plan includes an additional \$2.9 million in City funds and \$6.2 million in total funds in FY16 increasing to \$4.6 million City funds and \$15.4 million total funds in FY17 for domestic violence shelter and services expansion. The expansion includes 300 Emergency Shelter beds and 400 Tier II family units added to the 2,228 Emergency beds and 245 Tier II shelter units. Funding is also included for staff to increase the No Violence Again (NoVA) and other DV screening, referrals, and services at DHS sites.

Legal Services

The HRA budget includes additional funding of \$9.2 million in FY17 and \$12 million in FY18 and out for Anti-Eviction Legal Services to expand in 10 neighborhoods that contribute about 15% of DHS family shelter eviction-related entrants annually. As noted earlier, this increases HRA's citywide anti-eviction and anti-harassment legal services spending to \$62 million to serve some 33,000 households, including more than 113,000 people, by full implementation in FY17. These anti-eviction legal services represent this Administration's commitment to protecting tenants from displacement, preserving affordable housing, stabilizing neighborhoods, and averting homelessness. There are also real neighborhood impacts including: declines in evictions; reductions in the loss of subsidized and rent stabilized housing; improvements to the housing stock, such as addressing buildings experiencing lack of heat and hot water and other essential services, and lack of repairs; and the preservation of affordable rents.

Hotline for Shelter-Related Issues

The HRA budget also includes \$1.1 million in total and City funds in FY16, increasing to \$2 million in the baseline for expansion of HRA's Infoline to answer a new hotline for shelter residents who have concerns related to DHS shelter conditions and services.

Subsidized Jobs for Homeless Clients

The HRA budget includes \$4.6 million, including \$3.4 million transferred from DHS and \$1.2 million in new funding in FY17, for subsidized jobs for homeless clients. This employment strategy funds 500 transitional public and private sector jobs program slots for shelter clients who move into permanent housing. The funding is for the Shelter Exit Transition (SET) program, which places clients with private employers, and to expand transitional job slots that will be added in City agencies, including the Department of Sanitation. HRA currently funds 1,800 Job Training Program (JTP) slots in the Parks Department and 70 slots in the Department of Sanitation with a budget of \$49 million.

This expansion of subsidized jobs is part of HRA's two-year phase-out of the Work Experience Program (WEP) in the State-approved employment plan. WEP placements had not led to sustained work and movement off of the HRA caseload. Therefore, WEP is being replaced by work activity permitted under federal and state law that will be more effective in doing so.

Expansion of HRA Programs for Vulnerable Populations:

The FY17 budget also includes substantial enhancements to other major programs.

IDNYC: In FY14, in partnership with the Council, the Administration created and implemented the largest municipal identification program in the country. IDNYC is directly operated by HRA through a joint initiative with the Mayor's Office of Immigrant Affairs and the Mayor's Office of Operations. And while this program will be the focus of a Committee on Immigration hearing, it is important to report to this Committee that in its first full year of operation, 730,000 New Yorkers obtained an ID and we now operate in 31 locations and five pop-up sites. A new need of \$7.6 million and 80 positions has been added in FY17 to support the continued operation of the IDNYC program. The new need brings the baseline budget to \$18.7 million and 241 positions in FY17.

Ending The Epidemic: HRA has been committed to ending the AIDS epidemic since the 1980s when a then-unknown disease was identified among gay men in New York City. This Administration was pleased to sign-on to the Governor's Blueprint to End The Epidemic and since has made considerable investments to do so.

Consistent with the Mayor's World AIDS Day announcement, in the January Plan the de Blasio Administration included the City's share of the funding necessary to support an expansion of HRA's HASA program to all income-eligible individuals with HIV. In partnership with the State, our plan is to permanently expand HASA services to all low-income New Yorkers with HIV. We are hopeful that the final State budget this year will include the State's full share to expand HASA in this way and thereby make it possible to end the epidemic. The funding in HRA's budget to end the epidemic is as follows:

- \$26.2 million in City funds in FY17 and \$32.1 million in FY18, expected to be matched equally with State funds for expanded services, including rental assistance, transportation and nutrition benefits, and staff to **End the HIV/AIDS Epidemic (ETE)**. An estimated 7,300 new clients would be eligible for services over the course of five years if our State partners commit the State's share of the dollars. Unfortunately, the State Executive Budget did not include funding for these services that are necessary to end the epidemic. With the proposed implementation of the ETE plan, the DHS budget includes over \$20 million annually in related shelter savings for homeless adults and families.

ADA Compliance: In March 2015, the parties to the **Lovely H.** class action lawsuit settled the federal case with an agreement to implement major systemic reforms to enhance assistance and services for clients with disabilities. This lawsuit, filed in 2005, contended that then-existing programs for clients with disabilities denied them meaningful access to those programs and related services in violation of the Americans with Disabilities Act ("ADA").

Over the course of the past year, HRA, in consultation with an expert consultant, developed tools to assess whether clients need reasonable accommodations as the result of physical and/or mental health limitations or other impairments. HRA then provides the appropriate accommodations, including referrals to HRA's Wellness, Comprehensive Assessment, Rehabilitation and Employment ("WeCARE") program or other services designed to assess and meet the needs of clients with disabilities.

- \$3.3 million in City funds was added in FY17 to provide Reasonable Accommodations for clients with disabilities to implement the **Lovely H. Settlement**, including funding for WeCare services and reasonable accommodation implementation throughout HRA. This is in addition to \$3.8 million in City funds added in FY17 in the Executive 2016 budget for WeCARE services and expanded fair hearing services.

In January 2016, there were 52,006 clients participating in WeCARE. The number of WeCARE program participants increased by 47 percent between October 2014 and January of this year due to a large number of clients awaiting assessment that grew in 2015 during the settlement

negotiations. The settlement and the new funding will enable WeCARE vendors to assess and provide appropriate services over the course of the fiscal year to the clients who are awaiting assessments. New, dedicated Supplemental Security Income (SSI) appeals services contracts in 2016 will continue improving federal SSI benefits awards for clients, which increased by 3.2 percent from 2014 to 2015.

We also want to report that a huge milestone for clients was recently reached – more than 6,510 WeCARE clients were placed in employment between January 2014 and December 2015. With the assistance of dedicated providers, these clients are focused on what they can do – not on what they can't do.

Other initiatives include:

- \$2.2 million in total funds (51% City share) in FY17 for additional costs of the **Community Guardian program**, a contracted service for adults unable to care for themselves.
- \$1.6 million in total funds (51% City share) for the **Teen Relationship Abuse and Prevention Program (Teen RAPP)**, a contract program that directly serves approximately 11,000 students citywide and indirectly reaches additional students with positive healthy relationship and zero tolerance for school violence messages. Teen RAPP addresses emotional and safety needs, enhances knowledge of relationship abuse, and provides an introduction to healthy social norms.

Capital Funding:

HRA's four-year capital budget of \$151.9 million, including \$105.5 million in City funds, includes:

- \$85 million for technology to streamline operations and client services, including key investments to Client Benefits Re-engineering;
- \$43.7 million for facilities maintenance, equipment and improvements;
- \$15.1 million for the installation of telecommunications equipment; and
- \$1.3 million for vehicles.

Finally, I would like to update the Committees on two of the major ongoing reforms at HRA, our Employment Plan implementation and our Benefits Reengineering initiative.

HRA's Employment Plan

Earlier this month, we released RFPs for HRA's new employment program that will assess Cash Assistance applicants and recipients' skills, interests, and employment barriers to connect them

with the jobs, training, education or services most likely to help each of them build a career and permanently transition from Cash Assistance.

HRA's approach is aligned with recommendations from the Mayor's Career Pathways: One City Working Together report, and is a part of the broader conversion of the City's workforce development programs into a "career pathways" model that emphasizes helping New Yorkers access sustainable, well-paying jobs.

As we have testified previously, these RFPs do not represent the full range of employment programs and services that we are funding and operating, and which will be available for contractors to use to leverage their services. For example, HRA also provides education and training services through arrangements with CUNY. Additional HRA employment programs that contractors can make use of include:

- Internships related to a career pathway that meet the State Department of Labor standards (funded through a separate RFP, Internship Placement Services (IPS));
- Subsidized transitional jobs programs, including positions at the Parks Department and in the private sector (e.g., the Parks Opportunity Program (POP) and the Shelter Exit Transitional Jobs (SET) program, which has been transferred to HRA from the Department of Homeless Services, to promote shelter move-outs); and
- HireNYC, which leverages the purchasing power of the City, including:
 - HireNYC Human Services: the requirement for City human services contractors to hire HRA Cash Assistance clients (applies to contracts with HRA, DHS, the Administration for Children's Services, the Department for the Aging, the Department of Youth and Community Development (DYCD), and the Department of Probation); and
 - HireNYC Development: employment targets related to hiring, retention and advancement for permanent jobs created by businesses at City-supported development projects.

We look forward to updating the Committees on our progress in moving our clients to sustainable careers and off of HRA's caseload.

WEP Phase Out

As noted earlier, we are implementing a two-year phase-out of the Work Experience Program (WEP) as part of our State-approved employment plan. WEP placements have not led to sustained work and movement off of the HRA caseload and we are replacing it with work activity permitted under federal and state law that will be more effective in doing so.

Compared to April 2014 (when I began to serve as the HRA Commissioner), the number of clients currently enrolled in WEP assignments at City agencies is less than 2,000, which is a reduction of 1,686 (-46%). The number of City agencies that have WEP assignments has decreased from 19 in April 2014 to 13 in February 2015 and to 8 in February 2016. The implementation of the additional JTP slots at the Sanitation Department will further reduce these numbers in the coming months.

Benefits Reengineering

Over the past two years, HRA rolled out new features and technological advances that streamline applying and recertifying for benefits. The goal is to improve HRA's flexibility, accuracy and responsiveness, minimize client wait time for crucial benefits, and address staff workload. As our work to modernize and optimize HRA's benefits systems continues, we want to update you on several of our recent advances, including:

- The launch of an enhanced ACCESS NYC website. ACCESS NYC screens eligibility for over 30 City, State and federal benefit programs. We upgraded the system to make it possible to not only to apply for SNAP/food stamps online, but to also submit a recertification for SNAP benefits. This new and improved website is accessible in English and the six Local Law 73 languages (Arabic, Chinese, Haitian Creole, Korean, Russian and Spanish).
- "On-demand" SNAP interviews began in January of this year in Staten Island and were expanded to Washington Heights earlier this month. Clients no longer have to wait for HRA to call during a scheduled appointment time to complete the interview portion of their SNAP recertification. After they submit their SNAP recertification form, clients are able to call HRA's new call center at any time during business hours for an "on-demand" SNAP interview. HRA will continue to add centers to this process throughout the rest of the year.
- HRA's Document Upload, which makes it easy for clients to upload important eligibility documents connected to their SNAP/food stamps case by using their mobile device to photograph and submit documents such as pay stubs or utility bills. Mobile document upload was launched in November 2015 and we have received well over 100,000 SNAP eligibility documents since then.

As we continue to implement long-term enhancements this year to improve access to SNAP/food stamps and Cash Assistance for eligible clients, we are continuing to explore short-term reforms to provide more effective access for clients to receive the benefits to which they are entitled. We also continue to work with our partners in the state and federal government concerning our waiver request to make sure that Able Bodied Adults Without Dependents (ABAWDs) living in lower Manhattan do not lose federally-funded SNAP benefits after only

three months of assistance because they are unable to find sufficient work to meet strict work requirements even though they reside in one of the most expensive areas of the country.

The last few slides in our Power Point presentation highlight a number of the reforms that we have implemented over the last fiscal year, some of which we have already discussed at prior hearings. We have accomplished a great deal over the past year, and we will continue with our reform initiatives during the coming year.

Thank you again for this opportunity to testify and I welcome your questions.

HRA Preliminary Budget Testimony

Steven Banks, Commissioner

March 15, 2016



**Human Resources
Administration**
Department of
Social Services

OVERVIEW: NYC Human Resources Administration (HRA)

- HRA serves more than 3 million low-income New Yorkers through a broad range of programs to address poverty and income inequality and prevent homelessness
- Operating budget of \$9.8 billion in Fiscal Year 2017 (\$7.6 billion in City funds)
 - 78% is for Medicaid payments and cash assistance benefits
 - HRA continues to be responsible for much of the Medicaid program - which totals \$30 billion in NYC, although only one-fifth of these costs are part of the HRA budget
 - In addition, HRA administers \$3 billion in federal SNAP (food stamps) benefits that do not pass through the City budget
 - The HRA Capital budget of \$151.9 million (\$105.5 million in City funds) between Fiscal Year's 2017-2020 supports the agency's technology and physical infrastructure

OVERVIEW: NYC Human Resources Administration (HRA)

Education, training, and job placement services to assist low-income New Yorkers in obtaining employment

Cash Assistance (CA) to meet basic human needs

Rental assistance to prevent homelessness

Federal Supplemental Nutrition Assistance Program (SNAP)/ Food Stamps benefits and emergency food assistance to food pantries and community kitchens to fight hunger

Services for survivors of domestic violence

Services for New Yorkers with HIV/AIDS

Services for children, including child support and child care

Protective services for adults unable to care for themselves

Home care for seniors and individuals with disabilities

Home energy assistance

Legal Services, including homelessness prevention and anti-harassment services and immigration assistance

Enhanced client services through HRA's Infoline call center & the ACCESSNYC online portal

IDNYC – administers the “back office” and back end eligibility reviews and approvals

HRA is about more than Cash Assistance; we help low-income workers stay on the job

- Annually HRA provides critical support that helps many low-income New Yorkers remain in the workforce:

491,000 receive ongoing Cash Assistance annually; any given month 358,000 receive Cash Assistance.

2.2 million receiving Medicaid plus 1.5 through NYS Exchange

1.68 million receiving federally-funded food assistance

685,000 receiving home energy assistance

107,000 receiving one-time Cash Assistance annually to prevent evictions and utility shutoffs and assist with other emergencies

- Efforts aimed at keeping low-income workers in the workforce are much less expensive and more efficient than providing assistance to individuals after they are out of the workforce, especially after an extended absence.

TABLE 1: Benefits and Services

Cash Assistance	<ul style="list-style-type: none"> • 491,000 receive ongoing assistance over the course of a year, another 107,000 get one-time emergency grants. 358,000 recipients in January 2016 receiving on-going benefits and 9,000 are getting one-time assistance
Supplemental Nutrition Assistance Program	<ul style="list-style-type: none"> • 1,676,800 recipients as of January 2016
HRA Administered Medicaid	<ul style="list-style-type: none"> • 2,196,950 enrollees as of January 2016 (including Medicaid clients in the NYS Exchange, there are over 3.7 million New York City residents enrolled)
Emergency Food Assistance Program	<ul style="list-style-type: none"> • 1,186,505 average monthly meals/people served in fiscal year 2015
Home Energy Assistance Program	<ul style="list-style-type: none"> • 685,000 recipients in heat year 2015*
Child Support	<ul style="list-style-type: none"> • 283,923 cases with orders as of October 2015 • Over \$748 million in collections in fiscal year 2015

*heat year runs from November to October.

TABLE 2: Support for Vulnerable Populations

Adult Protective Services

- 3,722 cases being assessed for services as of January 2016
- 6,819 undercare cases as of January 2016

Homecare

- 127,866 total home care enrollees as of January 2016 (also included in Medicaid enrollment)

HIV/AIDS Services Administration

- 31,160 cases served as of January 2016

Domestic Violence

- Over 1,000 families served per day in emergency and transitional shelters in January 2016
- 1,724 non-residential cases served in January 2016

Teen Relationship Abuse Prevention Program

- 11,903 students in 64 schools received counseling or attended a 3-session curriculum cycle during calendar year 2015

OVERVIEW: NYC HRA Staff

- 14,301 budgeted headcount, paid for with a combination of City, State, and federal funds
- Public servants who chose to work at HRA and help New Yorkers in need; many dedicating their entire careers to public service
- Diverse workforce: 70% women, 59% African-American, 18% Hispanic, 15% White, and 8% Asian
- Unionized workforce

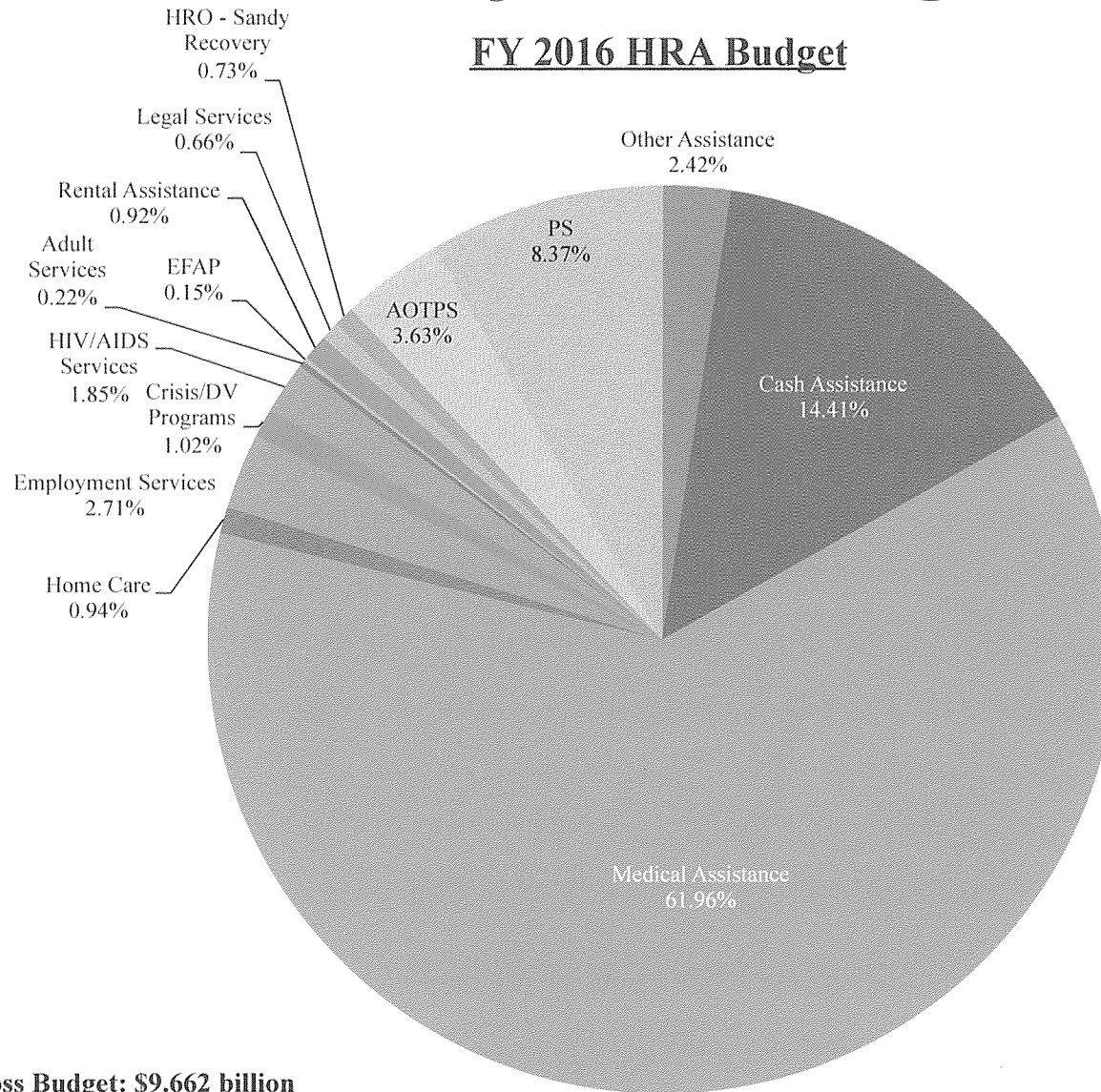
DC 37 Local 1549	DC 37 SSEU Local 371	DC 37 Local 2627	DC 37 Local 1407	DC 37 Local 924
CWA Local 1180	Teamsters Local 237	The Civil Services Bar Association of Local 237	The Organization of Staff Analysts	The New York State Nurses Association
	The United Brotherhood of Carpenters and Joiners	IBEW Local 3	Local 30 of the International Union of Operating Engineers	

Budget Detail

- HRA budget* in FY'16 is \$9.66b (\$7.4b tax levy) increasing to \$9.8b (\$7.6b tax levy) in FY'17.
- HRA's 2017 budget includes:
 - \$6.2 billion for **Medicaid** (\$6.1 billion tax levy, or 64% of the total HRA budget and 80% of the HRA City funds budget);
 - \$1.4 billion (\$570 million tax levy) for **Cash Assistance grants**;
 - \$124 million (\$94 million tax levy) for **rental assistance**;
 - \$67 million in **legal services** (\$53 million tax levy);
 - \$259 million (\$83 million tax levy) for **employment and related support services** such as transportation;
 - \$179 million (\$87 million tax levy) for **HIV/AIDS housing and support services**;
 - \$112 million (\$23 million tax levy) for **domestic violence, crisis and adult services**;
 - \$11 million (\$9 million tax levy) for **emergency food**;
 - \$804 million (\$247 million tax levy) for staff, working with clients in SNAP and Job Centers, child support offices, HIV/AIDS service centers, and Medicaid offices; and
 - \$355 million (\$141 million tax levy) for **administrative costs**: leases and supplies for HRA's 68 Job Centers, SNAP centers, HASA offices and other client serving locations.

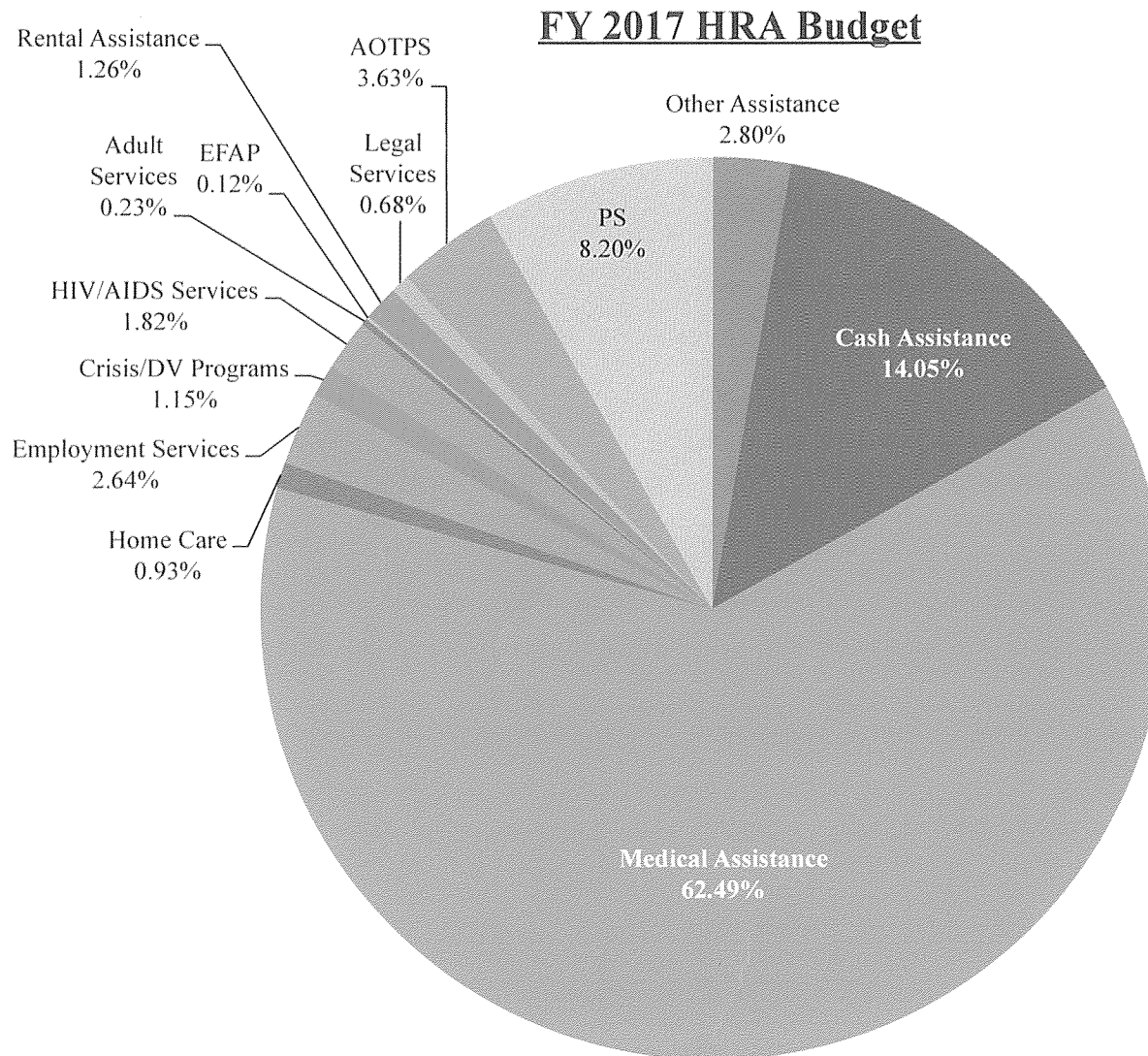
*as of January Plan

CHART 1: HRA January Plan Budget FY 2016



Gross Budget: \$9.662 billion

CHART 2: HRA January Plan Budget FY 2017



Gross Budget: \$9.808 billion

Major New HRA Initiatives

Expansion of HRA's Homelessness Prevention and Housing Initiatives:

Supportive Housing

- Funding of \$13.3M in FY17 growing to over \$100M by 2020 to operate 15,000 new units of supportive congregate and scattered site housing to be developed over the next 15 years
- \$13.3M includes initial roll out of approximately 500 units

Major New HRA Initiatives

Expansion of HRA's Homelessness Prevention and Housing Initiatives:

Shelter Move Out Initiatives

- funding of \$18.3M in FY16 for CBOs and to extend funding for bonuses for landlords and brokers to encourage participation in the rental assistance programs, through June 2016
- FY17 and out years includes funding for CBOs to assist clients to obtain housing

Major New HRA Initiatives

Expansion of HRA's Homelessness Prevention and Housing Initiatives:

Three-Quarter Housing

- \$4.5M in FY17 to investigate sites and relocate clients to other safe temporary and permanent housing
- Funding includes security, case management, and rapid rehousing contracts

Major New HRA Initiatives

Expansion of HRA's Homelessness Prevention and Housing Initiatives:

Veterans Initiatives

- \$2.9M in FY17 to provide supportive housing and on-site services, including workforce development, to stably house formerly homeless veterans.
- Rental assistance is provided through the City's rental assistance programs, Section 8, and HUD VASH

Major New HRA Initiatives

Expansion of HRA's Homelessness Prevention and Housing Initiatives:

Domestic Violence Shelter Expansion

- \$4.6M in City funds and \$15.4M in total funds in FY17 for 300 Emergency Shelter beds and 400 Tier II family units, as well as funds to increase NoVA program and other DV program screening, referrals and services at DHS sites

Major New HRA Initiatives

Expansion of HRA's Homelessness Prevention and Housing Initiatives:

Legal Services

- Increasing housing legal assistance funding 10-fold to \$62 million at full ramp up
- Expanding services in ten neighborhoods that contribute about 15% of DHS family shelter eviction-related entrants annually
- Increasing citywide anti-eviction and anti-harassment legal services spending to serve some 33,000 households, including more than 113,000 people, by full implementation

Major New HRA Initiatives

Expansion of HRA's Homelessness Prevention and Housing Initiatives:

Infoline for Shelter Residents

\$2M for Infoline expansion and staff to answer a new hotline for shelter residents with concerns about shelter conditions and services

Major New HRA Initiatives

Expansion of HRA's Homelessness Prevention and Housing Initiatives:

Subsidized Jobs

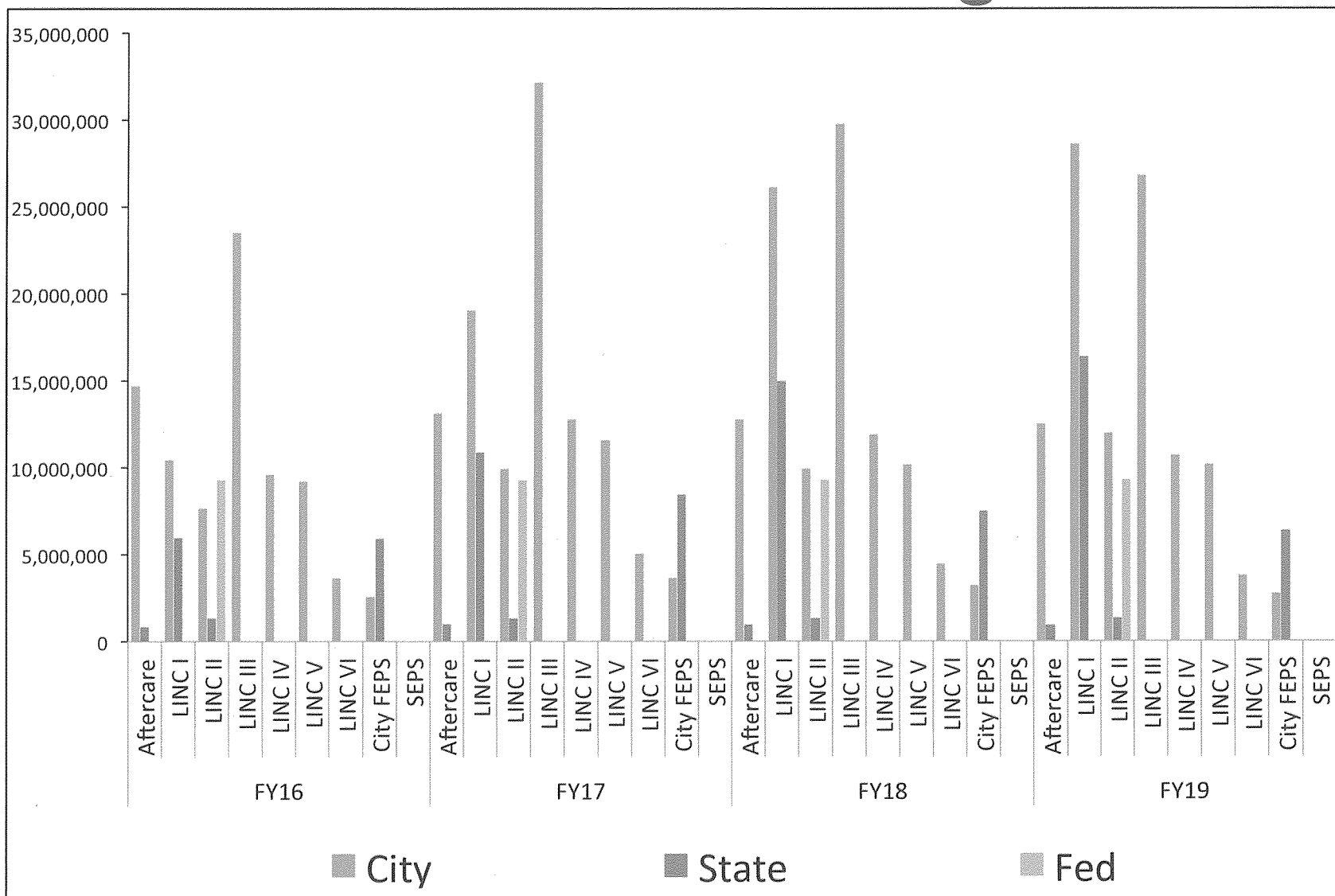
- \$4.6M, including \$3.4M transferred from DHS in FY17
- Employment assistance strategy to fund 500 transitional public and private sector jobs program slots for shelter clients who move into permanent housing

Major New HRA Initiatives

Housing Assistance Results:

	FY15 and FY16 (through Feb. 2016)	
	Total Households	Total Individuals
DHS LINC 1	951	3,309
DHS LINC 2	540	1,879
DHS LINC 3	520	1,810
DHS LINC 4	1,295	1,542
DHS LINC 5	807	905
DHS LINC 6	51	172
HRA LINC 3	384	1,336
CFEPS	1,422	4,949
NYCHA	2,955	10,243
SECTION 8	1,155	3,785
SEPS	147	147
HOME TBRA	15	52
TOTAL	10,242	30,129

Rental Assistance Funding Sources



Major New HRA Initiatives

Expansion of HRA Programs:

IDNYC

- New need of \$7.6M and 80 positions in FY17
- To support the continued operation of IDNYC
- Baseline budget: \$18.7M and 241HC

Major New HRA Initiatives

Expansion of HRA Programs for Vulnerable Populations

Ending The AIDS Epidemic

- \$26.2M in FY17 in City funds
- Expected to be matched equally with State funds
- Estimated 7,300 new clients would be eligible if the State funds its share
- Expanded services, including rental assistance, transportation, and nutrition benefits

Major New HRA Initiatives

Expansion of HRA Programs for Vulnerable Populations

Lovely H. Settlement

- \$3.3M in City funds for Reasonable Accommodations for Cash Assistance Clients with Disabilities
- Requires HRA to re-assess and engage approximately 23,000 clients with disabilities receiving Cash Assistance to provide reasonable accommodations on an ongoing basis and provide assistance applying for federal disability benefits, where applicable
- In addition to the \$3.8M added for FY17 in the 2016 Executive Budget for WeCARE services and the expansion of fair hearing services

Major New HRA Initiatives

Expansion of HRA Programs for Vulnerable Populations

Community Guardian Program

- \$2.2M in total funds (\$1.1M City funds) in FY17
- Funds additional costs of the Community Guardian program, a contracted service for adults unable to care for themselves

Major New HRA Initiatives

Expansion of HRA Programs for Vulnerable Populations

Teen Relationship Abuse and Prevention Program (Teen RAPP)

- \$1.6M in total funds (\$800k City funds) for additional Teen Relationship Abuse and Prevention Program (Teen RAPP) services
- Contract program that directly serves approximately 11,000 students citywide and indirectly reaches additional students with positive health relationship and zero tolerance for school violence messages
- Addresses emotional and safety needs, enhances knowledge of relationship abuse, and provides an introduction to healthy social norms

Budget Detail: Capital

- HRA's capital budget of \$151.9 million* of which \$105.5 million are City funds:
 - \$85 million for technology to streamline operations and enhance client services, including key investments to Client Benefits Re-engineering.
 - \$43.7 million for facilities maintenance, equipment and improvements
 - \$15.1 million for the installation of telecommunications equipment
 - \$1.3 million for vehicles

* 4-year Capital Plan total funds

New HRA Initiatives

Employment Plan and WEP Phase Out

- Compared to April 2014, the number of clients currently enrolled in City Agency WEP is under 2,000, down by 1,686 (-46%)
- The number of WEP-participating agencies decreased from 19 in April 2014 to 13 in Feb 2015 and to 8 in Feb 2016.

New HRA Initiatives

Improving Access to SNAP/Food Stamps

- The launch of an enhanced ACCESS NYC website.
- SNAP “On-demand” interviews began in Staten Island and expanded to Washington Heights. Clients no longer have to wait for HRA to call during a scheduled appointment time to complete the interview portion of their recertification. After they submit their recertification application, clients are able to call HRA’s new call center at any time during business hours for an “on-demand” interview.
- HRA’s Document Upload makes it easy for clients to upload important eligibility documents connected to their SNAP/food stamps case by using their mobile device to photograph and submit documents such as pay stubs or utility bills.

HRA Reforms

Examples of Reforms to Date and Key Impacts

- Reforms to address HRA policies that have harmed clients, have had an adverse impact on staff workload and morale, and subject the City to potential financial penalties:

Joining every other social services district in New York State and 43 other States by accepting the federal SNAP/ Food Stamp waiver for able-bodied adults without dependents (ABAWDs) who are unemployed or underemployed.

Changing HRA's position and supporting the provision in the 2014/2015 State budget that offers four years of college as an option to HRA clients as part of HRA's training and employment initiatives.

Disbanding the counterproductive Center 71 program that resulted in unnecessary case sanctions and closings.

Discontinuing the Immigrant Sponsor Recovery Program that harmed sponsors of low-income legal immigrants and implementing a process to return all payments that had been collected.

Working with the State Office of Temporary and Disability Assistance to resolve substantial numbers of pending fair hearings. Avoided the \$10 million penalty in FY15.

Phasing out the requirement that all homeless New Yorkers seek services at a single center in Queens.

HRA Reforms

Increasing access to services for homeless New Yorkers by working with DHS to accept applications for Cash Assistance at DHS intake centers, to process recertifications for assistance at DHS shelters, and to provide rent arrears assistance directly at DHS HomeBase locations.

Created a centralized HRA rent check processing unit to improve the timely processing of rent arrears payments to prevent evictions and homelessness.

Worked with the Mayor's Office, the Office of Management and Budget, and DHS to develop nine new rental assistance initiatives to prevent and alleviate homelessness, including initiatives targeted to survivors of domestic violence who seek shelter from HRA.

Developed an expedited implementation plan for the new 30% rent cap for HASA clients with HIV and AIDS pursuant to the requirements of the 2014/2015 State budget.

Developed and implemented a letter for landlords specifying the rental assistance levels for which HASA clients are eligible to maximize access to permanent housing.

Implemented reminder and missed appointment calls for Cash Assistance and SNAP recipients to improve client compliance and reduce unnecessary fair hearings

Developed a new initiative with the Robin Hood Foundation to maximize access to SNAP/Food Stamps for senior citizens who are in receipt of Medicaid or LiHEAP but not SNAP/Food Stamps.

Developed a pilot program to reduce unnecessary case sanctions and resulting fair hearings by providing participants in employment programs with five excused absences for illness or a family emergency prior to the implementation of a sanction, like the standard in the Local Law requiring the provision of five paid sick days.

Maximizing access to federal SNAP benefits by seeking a waiver from the USDA to allow applicants to self-attest their housing expenses.

HRA Reforms

Received additional SNAP waivers to allow SNAP applicants and recipients to schedule telephone interviews at a time of their own choosing.

Extended the time Cash Assistance applicants have to find appropriate child care arrangements from 5 days to 15 days, with an additional 5 day extension.

Consolidated and substantially expanded civil legal services programs at HRA to enhance the provision of legal assistance to fight poverty and income inequality and prevent homelessness.

Worked with OMB and DHS to make sure that adequate broker's fees are in place to alleviate homelessness.

Worked with HPD on a new initiative to address inadequate housing conditions in buildings where substantial numbers of Cash Assistance recipients reside.

Working with NYCHA to ensure that HRA makes timely rent payments to avert the eviction of NYCHA tenants.

Expanded ACCESNYC's plan for an online portal for applicants and recipients of SNAP/Food Stamps by using the system's existing capacity to include an online portal for Cash Assistance applicants and recipients.

Developed a new client advocacy unit for clients, community members and elected officials, including an ADA coordinator, a Language Access coordinator, and a LGBTQI Services coordinator, to expedite inquiries about client service needs and the resolution of client concerns about their cases.

HRA Reforms

Implementation of Mental Health First Aid Training: APS successfully rolled out the training of 45 APS managers and senior supervisors in Mental Health First Aid, MHFA. MHFA is the help offered to a person developing a mental health problem or experiencing a mental health crisis. The first aid is given until appropriate treatment and support are received or until the crisis resolves. This training provided senior staff and supervisors with the skills to safeguard vulnerable individuals who may have mental health problems.

Implementation of APS referrals for rent arrears and other cash assistance services: Developed a streamlined automated process for referring eligible and ineligible APS cases to the HRA Rental Assistance Unit for eviction prevention and related services to enhance efficiency and prevent homelessness.

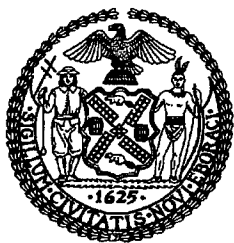
Improve Access to Benefits and Services: Implemented an improved and formalized collaboration between HRA's APS and DFTA.

Thank you!



**Human Resources
Administration**

Department of
Social Services



THE CITY OF NEW YORK MANHATTAN COMMUNITY BOARD 3

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Gigi Li, Board Chair

Susan Stetzer, District Manager

March 15, 2016

City Council Fiscal Year 2017 Preliminary Budget

Committee on General Welfare

FOR THE RECORD

Community board 3, from 14th Street to the Brooklyn Bridge and from the East River to Bowery and Chinatown, has traditionally been home to many people in need of services from DHS. This includes street homeless and residents of city-run shelters, city-contracted shelters, and shelters run by nonprofits. We believe that CB 3 may be home to more shelters than any other district in the City. We also have a Homebase office offering services for eviction prevention, obtaining benefits and rental assistance and education and job placement assistance.

Over the last year we have seen an increase in homeless adults of crisis proportions. Unfortunately there are no statistics available to document this increase. We have asked for these statistics, and we believe they should be available and transparent.

- CB 3 believes there is a need to expand outreach beyond those who are “chronically homeless” for two years. We understand this is criteria required for federal funding. However, we also know that waiting until people are homeless for two years can have serious negative impact on their physical and mental health.
- There is no outreach targeted to transient youth who flood the district every spring.
- CB 3 supports additional efforts to combat youth homelessness, especially for youth who identify as LGBTQ.
- CB 3 requested additional street outreach caseworkers. Four additional caseworkers are being hired by Goddard, the organization that has jurisdiction for the greater part of CB 3. However, at the same time their boundaries have been extended from Fifth Avenue to the Hudson River between Houston to 10th street. So, in actuality the increase in area will not net a result of additional workers for CB 3. There had not been an increase in staff to correlate with the increase in street homeless, which means we have less outreach available for each street homeless person than before the crisis of increased homeless population. Manhattan Outreach Consortium has been successful in the last fiscal year in placing 222 clients into permanent housing and the retention rate is 92% after one year. This is a proven tool in combatting homelessness and funding should be expanded.
- Currently a scout team is funded to ride around and call 311 when they observe homeless. However, there seems to be lack of evidence that there is any value to this program. We already have a 78% increase from the public of 311 calls regarding homeless. We also have excellent outreach workers assigned to the area. There has been no monitoring or analysis to know if the scout team has identified even one person who was not previously identified.

Following are relevant DHS and associated expense priorities from CB 3's Expense Priorities for FY 17 that we believe are necessary to prevent homelessness and to serve the homeless.

6. Funding for additional safe haven beds (DHS)

Explanation: There are not only more homeless in CB 3, some of the beds previously designated for street homeless have been redesignated for subway homeless, which is also dramatically increasing. Safe haven beds are low- threshold housing that enables street homeless to transition to housing and have proven effective. Currently there are not always beds available and street homeless have had to wait for this form of shelter.

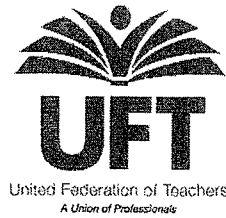
8. Increased HASA funding for supportive housing for homeless people with AIDS (HRA)

Explanation: There continues to be many homeless people with AIDS and not enough funding for contracts for all the nonprofits seeking to provide supportive housing for this population.

15. City's Special Exit and Prevention Supplement (SEPS) Program (HRA)

Explanation: In CB 3, 37.9% of renter households are severely rent burdened and low income. This program can help eligible individual adults and adult families (families without children) at risk of entry to shelter and those already in shelter to secure permanent housing. The number of households that can be approved to receive the SEPS Rent Supplement is limited due to available funding. Therefore increased funding is necessary. This is a necessary anti-eviction program to prevent increase in homelessness.

Community Board 3 believes agency coordination is essential to best serve the street homeless. We foster coordination among agencies and believe more transparency, more funding, and more evidence-based analysis of funded initiatives is necessary. There seems to be many new programs announced, but we don't see evidence of real plans and funding of proven tools such as street outreach caseworkers and safe haven beds.



Testimony of the United Federation of Teachers
by
Anne Goldman, the Vice President for Non-DOE Members
before the New York City Council Committee on General Welfare,
Regarding
The proposed FY 2016-17 early childhood budget

March 15, 2016

Good morning Chairman Levin and members of your General Welfare committee. My name is Anne Goldman, and I am the Vice President of Non-DOE Members of the United Federation of Teachers (UFT). On behalf of our union's more than 200,000 members, including 15,000 home-based, family child care providers, I want to thank you for this opportunity to offer testimony on the mayor's proposed expense budget as it relates to the Administration for Children's Services (ACS).

I also want to thank you for your strong leadership and advocacy on behalf of the children we care for, especially with respect to their rights to a well-structured early childhood education in a safe and caring environment.

We are grateful for your oversight of the budget process and of the agencies responsible for our children's education and well-being. Without your scrutiny, we would lack the necessary checks and balances to protect the interests of those in our city who have the smallest voice but the greatest need.

Every fiscal year brings challenges, some fresh and newly introduced — others familiar and ongoing. This year, our providers and families face the ongoing possibility of losing slots for subsidized child care. Plus, a body of unfunded new mandates included in the recently reauthorized federal Child Care and Development Block Grant program relating to new family eligibility requirements, coupled with new health and safety requirements threaten to stretch current inadequate resources to their snapping point.

Subsidized early child care education

Home-based family child care is an essential component of the city's subsidized child care system, which serves more than 300,000 children. This type of care allows tens of thousands of hard-working, low-income New Yorkers, predominately people of color, to maintain employment or get a job. The high-level care that our members provide gives parents peace of

mind. Additionally, and just as important, our children are better prepared to enter school, do well in school as compared to children who do not attend quality early childhood programs and stay in school with more success later in life.

The needs of children and families who qualify for subsidized early child care are extensive and any reduction in services in one area can have a devastating domino effect. Simply put, this is a high needs, vulnerable population. Take nutrition, for example: Our poorest families in New York City often depend upon the meals their children receive in family day care. At a time when we are concerned with the relationship between nutrition and learning, our providers can be an important line of defense against malnutrition. As for health care, the state requires children to receive immunizations against childhood diseases when they attend government-subsidized day care. Cutting the number of seats means more children remain unimmunized and the city's ability to control and treat infectious diseases is diminished.

And there are some elements that are less tangible, but as crucial to providing this diverse group of children with a safe place for them to grow and prosper. We cannot underestimate the value of a culturally-sensitive care provider who connects with children with disabilities, children from families who are homeless and children who have felt the sting of poverty.

Since 2013, the City Council has provided supplemental funding, in addition to advocating for the maintenance of baseline funding in the ACS budget to enhance child care services. We again look to you to lead in the effort to gain more funding for subsidized child care and for your continued advocacy on behalf of a parent's right to high-quality child care options.

Chair Levin, as the City Council begins its deliberation over the city's proposed fiscal year 2017 Administration for Children's Services budget, we urge this body to emphasize expanding access to quality child care and relieving the burden of unfunded mandates.

Strengthening early child care services

Competing amidst the complex funding conundrum for early child care services is the city- and statewide push for universal prekindergarten. Prekindergarten serves the greatest percentage of the income-eligible families. Starting with the latter, we currently serve just 27% of income-eligible families in the five boroughs. That is a huge gap — and an uphill battle to fund vouchers for the vast majority of eligible families. Worse, without additional money, the system will be forced to cut the number of child care seats currently funded.

Our union, like the City Council, has championed Mayor Bill de Blasio's universal prekindergarten (UPK) expansion and the state's support pushed by Gov. Andrew Cuomo. As the city continues to build and develop the UPK program, we seek your support to make concurrent investments in home-based child care. In our view, the unintended consequence of emphasizing pre-K over home-based family child care weakens rather than strengthens the services for these children.

We believe that, at a minimum, we need your support for the \$190 million that we are seeking from New York State to cover any shortfall and to hold on to the precious slots currently allotted for child care vouchers.

Help mitigate against the burden of unfunded mandates

The UFT naturally supports compliance with the New York State Child Care Plan in its adherence of the new federal mandates under the Child Care and Development Block Grant (CCDBG) program. But this is all too familiar — where compliance is impossible to implement — unless we add considerable funding. For instance, mandating provider and staff fingerprinting at a potential cost of a \$100 processing fee per individual is prohibitive. Plus, the logistics of acquiring the technology and IT systems, hiring and training new inspectors, clearly communicating new mandates to the child care providers, passing the legislation required to change current state laws to achieve compliance, and promulgating the regulations required for implementation in a timely and effective manner require adding tremendous resources to the child care system both in New York City and statewide.

It is absolutely unrealistic to expect that a statutory and regulatory shift of this magnitude will be quickly implemented and low cost. Something will suffer; the quality or the compliance, or the timeframe for implementation. Common sense and experience tells us: infrastructure requires support.

Effectively, the federal government has handed our child care system a bill for tens, maybe hundreds of millions of dollars in unfunded mandates. The last time this happened — can anyone here say Common Core without cringing? — the state wasted hundreds of millions of dollars on failed policies in poorly implemented educational programs.

The downside for a system faced with fewer state-licensed providers and lost child care slots is immediately evident. These kinds of obstacles — when not mitigated by proper training, implementation and the roll-out process — may drive providers underground. Without the government's help, these parents cannot afford professional day care. So who will care for these children? Will substitute care providers meet state standards? Will they provide a structured curriculum and teach kids social skills, or feed them nutritious meals?

The UFT strongly objects to any attempt by the state or city to shift any of these new costs on the shoulders of the providers. Furthermore, not only should the costs not be shouldered by our providers, they deserve a raise.

The UFT has worked with its national affiliate, the American Federation of Teachers, to comment on the proposed federal rules associated with the reauthorized statute. Our comments called for transparency and the opportunity for stakeholder input throughout the implementation process. Additionally, we expressed our strong opposition to allowing states to shift the cost of the mandates to providers or reduce the number of families served to implement the mandates. We will continue to work with our state and national partners to ensure that the voices of our providers are heard by those making critical decisions about the viability of their livelihood. We want to do this right the first time and avoid a rush job that would require remediation. We seek your support to go about this in a thoughtful and deliberate manner and avoid a foreseeable burdensome situation where no one wins and children lose.

City Council support makes a difference

We are excited to have an administration that engages all stakeholders in making our city's child care system work better. Strengthening early child care options and expanding access for families seeking educationally sound, subsidized care is smart policy for our city's future. We know that investing now in our city's children and families will reap long-term economic and social benefits.

As educators and care providers, we know that those early years of cognitive, social, and emotional development are critical to success in school and life. The evidence is also clear that the cost of remedial education in elementary schools and the higher grades is much more costly than providing early childhood education. Studies have also shown that early childhood education has a direct impact on keeping our young people out of the court system.

Our union recognizes that the task before you is not an easy one. The needs are great and the resources are not infinite. Once again, I express our gratitude to the City Council for your strong leadership and advocacy on behalf of our children, especially with respect to their rights to a high-quality education in a safe and caring environment.

In closing, affordable child care for all eligible working families is a realistic goal. The immediate and long-term benefits for children and working parents are clear. We believe that together we can ensure a responsible, effective rollout of the new federal mandates while maintaining, and perhaps even increasing, the number of families who benefit from subsidized family day care.

Thank you for allowing us to testify today and I would be happy to answer any questions you may have.



FEDERATION OF PROTESTANT WELFARE AGENCIES

TESTIMONY

**Preliminary Budget Hearing:
Administration for Children's Services and Human Resource
Administration**

Presented to

New York City Council, General Welfare Committee

Tuesday March 15, 2016

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My name is Carlyn Cowen and I am a policy analyst at the Federation of Protestant Welfare Agencies (FPWA). I would like to thank Chairman Levin and the members of the General Welfare Committee for the opportunity to testify before you today and for your leadership on issues that deeply affect New Yorkers.

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.

We encourage the Council to invest in vital programs to ensure that all children and youth in New York City have access to opportunity and upward mobility.

New York City can help this process by:

- **Establishing salary parity for UPK teachers** between the DOE and community-based organizations
- **Increasing the EarlyLearn rate** to support high-quality programming and more adequately address facility and maintenance costs
- **Decreasing the threshold for full reimbursement** to a more realistic enrollment level for EarlyLearn
- **Funding community preventive services** that are targeted to at-risk families based on location and need
- **Restoring the automatic discharge grant** for families reunifying from foster care and youth aging out of foster care
- **Adding \$5 million for post-adoption support services**
- **Add funding to increase the foster boarding rate for youth over 14 living in foster homes**

Administration of Children's Services

The administration of early childhood education has been of particular importance to FPWA due to the impact it has had on our member agencies. Of the nearly 200 agencies represented by FPWA, 70 are providers of early childhood education services. Twenty-three of these organizations are also EarlyLearn providers, accounting for 83 EarlyLearn centers across the five boroughs.

Universal Pre-Kindergarten (UPK) – FPWA is extremely pleased that the mayor has maintained his commitment to pre-kindergarten for four year olds. Emphasis was placed on ensuring quality programs and supports were put in place to ensure programs could meet those standards. Measures to ensure quality included staff supports such as professional development and partnerships with CUNY around teacher certifications. Also, salaries for UPK teachers were increased to \$44,000-\$50,000 (dependent on level of education), allowing community-based organizations (CBOs) to hire and maintain certified teachers.

Since the launch of UPK in 2014, FPWA has sought feedback from our membership agencies through focus groups and individual interviews. A common issue that arose is salary parity, both within CBOs and between CBO's and Department of Education (DOE) settings. Agencies reported that while they strongly support the salary increase for UPK teachers, they find it difficult to staff three-year-old and infant/toddler classrooms with qualified teachers. Certified teachers did not want to be placed in three-year-old classrooms with the same work load but significantly lower pay. Similarly, agencies saw their more experienced staff leave CBO's in favor of DOE settings. While the UPK increase set salaries at a similar level, DOE settings offered shorter hours, shorter school years and greater fringe benefits than their community-based counterparts. This was felt especially strongly in EarlyLearn/UPK settings, where programs are operated with extended hours and beyond school years to meet the needs of working families.

The issues extend beyond the teaching staff. Many providers reported that their directors, sometimes with decades of experience, were making significantly less than a first year UPK teacher. They stated that their contracted rates did not allow them to increase salaries for directors or other staff. Salary related staffing issues were reported at each of the six focus groups held by FPWA, across four boroughs. The problems were reported by a diverse range of providers, from small organizations with one site to large agencies with multiple sites. Salary increases for teachers and staff must be factored into the contracted rates for programs. **While the salary increase for certified UPK teachers was a very positive step, FPWA urges ACS to bring the rest of their teachers and staff in line with that salary level.** Without salary parity, providers will be unable to maintain quality teachers, directors and staff.

EarlyLearn

The EarlyLearn system provides a model for providing a publically funded comprehensive early child care and education system that has the potential to significantly improve the quality of childcare in New York City. Many aspects of this model have been long promoted by FPWA and other children and early education advocates and were designed to strengthen an early care and education system plagued with varying levels of quality. These promising aspects include: improved teacher-child ratios, unified program standards and assessment system, longer daily hours and more complete coverage throughout the year, and increased opportunities for staff development.

While FPWA supports these efforts to increase the quality of early care and childhood education in New York City, we find ourselves increasingly concerned regarding aspects of this model that have inadvertently created a negative impact on many providers and the quality of services they provide. A majority of these challenges revolve around the lack of sufficient financial support for EarlyLearn providers, especially in the areas of insufficient per child reimbursement rates and increased burden of health care and liability insurance coverage.

Insufficient Financial Support – Following the implementation of EarlyLearn, the City adjusted the way in which it reimburses providers. While previous rates reflected individual providers' varied costs (rent, facilities fees, etc.), the current system utilizes a flat reimbursement rate which providers widely report to be insufficient.

In answer to the concerns of providers, including FPWA member agencies, the Campaign for Children surveyed 42 agencies representing 102 sites regarding the current rate's ability to cover high quality early childhood programs. The survey found that 83% (35 out of 42) of the agencies reported struggling with the current rate, with 17 of these programs reported that they are spending more than they are being reimbursed.

As a result of this insufficient financial support, our member agencies have reported:

1. Having to cut staff positions and cut back on extra services that in previous years provided additional support to low-income and vulnerable families.
2. Being forced to ask employees to cover 15% of the cost of their coverage due to the insufficient level of reimbursement when childcare employees lost access to the city funded Central Insurance system.
3. Struggling to pay for the cost of their liability and worker's compensation insurance
4. Struggling to recruit and retain qualified personnel.

FPWA urges the Mayor and the City Council to increase the EarlyLearn rate to support high-quality programming and more adequately address facility and maintenance costs.

Pay-For-Enrollment – The insufficient rate is exacerbated by the policy requiring full enrollment for full reimbursement. While providers are only reimbursed for enrolled students, their costs for rent, maintenance, and staff do not fluctuate. Cost gaps for programs not at full enrollment are therefore an even larger issue.

- According to the Administration for Children's Services, only 13% of sites are currently at 100% enrollment and system-wide enrollment is 82% (including Head Start and the non-subsidized private pre-k seats in some programs).
- While full enrollment is clearly a positive factor, it still does not ensure that the rate is sufficient. According to the Campaign for Children, almost half of the agencies reported struggling were at 95-100% enrollment. These numbers indicate that a rate that is often insufficient at 100% enrollment is overwhelmingly insufficient for the 87% of EarlyLearn programs that are not at full enrollment and therefore not receiving full reimbursement.

FPWA recommends ACS decrease their threshold for full reimbursement to a more realistic enrollment level. Given that the great majority of programs are not at full enrollment, programs are unable to plan effectively to cover the costs of fixed expenses like rent, maintenance, and staffing.

Child Welfare

FPWA supports increased investment in our child welfare system. We represent more than 30 child welfare agencies that operate numerous programs throughout the City. We believe that through investment in preventive services and supports for families, foster care placements can continue their decline. This is both cost effective for the city, and the best option for keeping families together.

Preventive Services

Preventive services are a cost-effective component of the child welfare system – each slot costs about \$9,500 and serves an entire family; whereas foster care costs about \$36,000 per child. In order to provide appropriate services to families who need assistance, it is imperative to provide stability to the system and ensure sufficient capacity. Over the last decade, foster care placements in New York City have fallen by half. This is in large part due to the support of preventive services. It is vital that families be able to access services prior to a crisis point, through community organizations or family empowerment centers who understand the needs of families in their areas. **FPWA strongly recommends the Mayor and the City Council fund community preventive services that are targeted to at-risk families based on location and need, and are provided before there is an allegation of abuse or neglect.**

Restore the Discharge Grant

Families reconnecting after a foster care placement are in need of an added layer of support as they make adjustments and continue to heal. For youth not able to return to their families, the prospect of aging out comes with increased odds of poverty, homelessness, unemployment, and incarceration. **FPWA recommends that ACS restore the automatic discharge grant for families reunifying from foster care and youth aging out of foster care.**

Add \$5 million for post-adoption services.

In order to ease the transition for both families and foster youth post adoption, **FPWA urges adding \$5 million for post-adoption support services.**

Add funding to increase the foster boarding rate for youth over 14 living in foster homes.

As youth get closer to aging out of foster care, their risk for poverty, homelessness, unemployment and incarceration increases. **In order to support these youth, FPWA recommends adding funding to increase the boarding rate for youth over the age of 14.**

Conclusion

We thank the City Council for the opportunity to testify. We hope that you will consider our budget priorities and recommendations during this year's budget negotiation process, and look forward to continue working closely with you to ensure that youth and families receive sufficient services needed for them to live and thrive in their communities.



TESTIMONY
New York City Council
Committee on General Welfare
Hearing on the Preliminary Fiscal Year 2017 Budget
Tuesday, March 15, 2016

Good afternoon, Chair Stephen Levin and members of the New York City Council Committee on Finance. I am David Ng, Government and External Relations Manager for the Human Services Council of New York ("HSC"). Thank you for the opportunity to testify regarding the preliminary New York City budget for Fiscal Year 2017. In my comments I will address the human services components of the budget. In short, HSC believes that the Mayor's proposal reflects his commitment to equity and would better position human services organizations to carry out their work, creating opportunities for *all* New York City residents to live healthy, productive lives. I urge you to build on this proposal by further investing in the human services workforce, aligning funding with the true cost of programs, and working with us to optimize the human services planning and contracting processes.

HSC is a membership association representing more than 170 of New York's leading nonprofit human services organizations, including direct service providers and umbrella and advocacy groups. Our members provide essential supports to a broad spectrum of New Yorkers, including children, the elderly, the homeless, people with disabilities, individuals who are incarcerated or otherwise involved in the justice system, immigrants, and individuals coping with substance abuse and other mental health and behavioral challenges. We serve our membership as a convener, a coordinating body, and an advocate. We are also an intermediary between the human services sector and government, fostering cross-sector collaboration. We help our members better serve their clients by addressing matters such as government procurement practices, disaster preparedness and recovery, government funding, and public policies that impact the sector.

Today I will focus on HSC's recommendations and concerns regarding:

- The human services workforce
- Indirect costs
- Program collaboration
- Contracting

The Human Services Minimum Wage

HSC deeply appreciates the Mayor's decision to include City-funded human services workers in his minimum wage increase—and to provide funding for its implementation. The City relies heavily on nonprofit organizations to deliver essential services that empower individuals and uplift communities, but the compensation for these services is notoriously low. Human services

workers, most of whom are women and people of color,¹ are a significant part of the City's workforce and could contribute much more to the economy if they were paid a living wage.

The Mayor's ambitious plan, which is projected to affect approximately 50,000 people, is an excellent step toward stabilizing the human services workforce. The human services sector has been prone to high attrition rates as low-wage workers leave for better paying jobs with more attractive benefits. This, in turn, compromises the continuity and quality of their services. A fully funded minimum wage increase will not only improve the lives of those who care for others, but it will also improve service delivery.

An important next step in the minimum wage initiative is to address the issue of wage compression. As wages for those at the very bottom of the pay scale increase, they will match those of workers who are already making \$11.50 an hour.² Without additional funding to increase the wages of workers who are already paid at or slightly above \$11.50 an hour, there will be two unintended effects. First, workers who are currently paid \$11.50 an hour will become minimum wage employees overnight. This will have repercussions for employee morale and relations. Second, and more importantly, as wages become compressed, workers with vastly different duties, skill sets, and education levels will receive similar wages. This will impact both worker morale and the ability of organizations to maintain an attractive career ladder. Accordingly, wages across the sector must be recalibrated to prevent compression and ensure that nonprofit human services providers remain viable.

HSC is in the process of determining how much funding is needed in order to support the minimum wage increase and prevent wage compression. We look forward to working with you on the details of implementation.

Cost-of-Living Adjustments

In previous years, HSC has advocated for cost-of-living adjustments (COLAs) for human services workers because many under contract with the City did not receive a pay increase for five consecutive years. During that time, both the cost of living and the City poverty rate rose significantly.³ The FY 2016 City COLA, combined with the \$11.50 living wage funding, was a good first step towards adequate workforce investment, and this year's minimum wage increase is a monumental opportunity to recalibrate the entire the human services wage scale. This "right-sizing" of human services wages is our current priority, and once an appropriate wage structure is established, we hope to work with the Council and the Administration to systematize COLAs.

Notwithstanding the welcome news regarding the minimum wage increase, we are cognizant of the slow and tedious implementation of last year's City COLA. The COLA took effect on July 1,

¹ See FPWA, Fiscal Policy Institute, and Human Services Council of New York, *A Fair Wage for Human Services Workers: Ensuring a government funded \$15 per hour minimum wage for human services workers throughout New York State*. ("Women make up 82 percent of the statewide workforce; people of color account for 50 percent of human services workers in the State.")

² The minimum wage for human services workers who were not covered by the living wage funding will be \$10.50 per hour beginning July 1, 2016.

³ Roberts, Sam. "Poverty Rate Is Up in New York City, and Income Gap Is Wide, Census Data Show." *The New York Times*. Sept. 19, 2013. See also Baruch College NYData™, "Consumer Price Index (CPI) Annual Averages."

2015, but most covered providers are still waiting for their increase. Additionally, the spreadsheet that providers were required to complete was time-consuming and confusing, and duplicative of information already reported pursuant to contracts. Furthermore, while the City took months to articulate an implementation plan, providers were given only eight days to complete and submit a “one-size-fits-all” form that did *not* fit all providers. HSC is working closely with the City Office of Management and Budget to improve the process going forward, and we would like the Council to support a streamlined approach. For example, simply calculating the cost based on the Personal Services line and making the adjustment and recouping during an audit in the event of a problem would save organizations a significant amount of time.

Indirect Costs, the Real Cost of Services, and the Federal Guidance

HSC continues to work with both the City and the State to address the urgent infrastructure and administrative needs of nonprofit human services organizations. In particular, we have focused on the implementation of the now two-year-old Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards issued by the federal Office of Management and Budget (“OMB”) on December 26, 2013 (“Guidance”).⁴ This Guidance requires that agencies receiving and redistributing federal funds to nonprofit organizations pay an indirect cost rate of no less than 10 percent on contracts supported by federal dollars. Unless and until contracts cover the full cost of services, any increase in indirect cost rates will mean a reduction in program funding. Like the minimum wage increase, however, the federal Guidance should be viewed as an attempt to “right-size” the funding of indirect costs.

Low indirect cost rates have starved the human services sector of adequate funding for many years. Our members report receiving indirect cost rates as low as 2.3 percent,⁵ which is unquestionably a factor contributing to the precarious position of the sector. Stigma around indirect costs and the common misperception that philanthropy will cover these critical investments are the leading causes of anemic contracts. Without adequate indirect cost reimbursement, organizations cannot:

- Acquire, maintain, or modernize mission-critical facilities and equipment;
- Harness the power of technology to realize efficiencies;
- Provide training for staff to ensure high-quality service delivery;
- Pay living wages and provide career ladder opportunities to attract and retain qualified staff;
- Invest in strategic planning or innovation to ensure sustainability; or
- Expand services to meet growing need as inequality becomes amplified.

A recent example of the consequences of low indirect cost rates is the New York City homeless shelter dispute of last Fall. Shelters are held to stringent safety and sanitation standards, as they should be, but their contracts do not cover the costs of meeting these standards. Now the Governor seeks to authorize city comptrollers to revoke contracts and close shelters for safety and sanitation violations, but he has not provided appropriate funding for repairs. The continued tension between ensuring that the increasing homeless population is sheltered and that shelters

⁴ 2 C.F.R. §§ 200.400-200.475. Available at http://www.ecfr.gov/cgi-bin/text-idx?tpl=/ecfrbrowse/Title02/2cfr200_main_02.tpl

⁵ On some contracts, no indirect costs are reimbursed.

are in good condition—the perennial tension between quantity and quality—is a result of chronic underfunding in organizations. The solution requires investment by all levels of government.

As the City and State work to implement the OMB Guidance, it is an opportune time to take up the larger issue of the real cost of human services. The government should work closely with the sector to determine what it actually costs to run a successful program, to identify what is truly a program cost and what is truly an “indirect” cost, and to adopt a more accurate and just way of determining what a reasonable and realistic indirect cost rate is for a given program.

We note that failure to comply with the Guidance could result in the rescission of federal contracts, depriving organizations of the funding necessary to carry out their missions. HSC calls on the Council and the Mayor to take the lead not only in holding City agencies accountable for implementing the Guidance, but also to set an example for the State in extending the same indirect cost principles to City-funded contracts. We stand ready to assist in the development and implementation of a sensible indirect cost strategy.

Recommendations of the Human Services Closures Commission

Last year, HSC established the Commission to Examine Nonprofit Human Services Organization Closures (“the Commission”), a diverse group of leaders from the nonprofit, for-profit, academic, and philanthropic sectors, to examine the systemic problems contributing to the instability of so many nonprofit human services organizations. The Commission’s charge was to develop thoughtful and succinct recommendations for building a strong human services delivery system in New York and addressing obstacles to providing high-quality programs. Those recommendations were released last week in the Commission’s report, “New York Nonprofits in the Aftermath of FEES: A Call to Action.”⁶ Among the recommendations concerning government are earlier and more meaningful collaboration among providers, government, and philanthropy for purposes of program design, streamlining of regulatory mandates, and more appropriate funding and payment of contracts.

Cross-sector Program Collaboration

Key among the Commission’s recommendations is the creation of partnerships among the public sector, private funders, and human services providers to develop effective programs. The City should leverage the on-the-ground experience of service providers—who truly know their communities—when creating programs and developing performance metrics. The opportunity for meaningful input will be even more important as the State transitions to a value-based payment model under the Medicaid Managed Care system.

Streamlining of Mandates

Providers must be held accountable for delivering the promised results under their contracts and for wisely managing the public funds that are entrusted to them. As we have seen, however, the current regulatory framework does not deter bad actors and poor managers from engaging in behaviors that put organizations and their clients at risk. The tendency of government has been to create more mandates in response to every high-profile case of fraud or

⁶ The report can be downloaded at <http://www.humanservicescouncil.org/Commission/HSCCommissionReport.pdf>.

mismanagement. As a result, many large nonprofit organizations undergo *hundreds* of audits each year, and yet red flags still go unnoticed until irreparable damage has been done. At the same time, duplicative, unfunded mandates divert resources from program delivery and hamper investment in infrastructure and administration. Ineffective oversight processes with meaningful government oversight approaches that ensure that providers are financially and programmatically responsible.

Appropriate Funding and Payment of Contracts

The nonprofit human services sector suffers from cash flow problems and chronic underfunding largely because government contracts and philanthropic grants rarely cover operating costs—and payment is often late and unpredictable. Contracts and grants must fully cover indirect costs such as information technology, compliance, building maintenance, program evaluation, accounting, human resources, and employee training. Agreements should include cost escalation clauses that accommodate increases in the cost of doing business and/or allow for the surrender of contracts when they become unsustainable due to unforeseen circumstances. In a city where the already sky-high rent steadily increases—on top of unrelenting increases in health care and other insurance costs—it is unreasonable to hold a provider to the same level of funding for the life of a multiyear contract. Furthermore, payments must be timely and reliable.

The recommendations above are directed at government and philanthropy. The Commission report also contains recommendations for providers. These recommendations share a common theme: responsibility for risk assessment. One such recommendation, which HSC will play a lead role in implementing, is the creation of solicitation rating system and government agency performance survey to illuminate the risks associated with doing business with government. We would like the Council's support for this initiative.

Conclusion

HSC supports the Mayor's continued focus on promoting equity and empowering New Yorkers of all backgrounds to reach their full potential. The preliminary FY 2017 budget shows his bona fides and is a bold example for the State to follow. We look forward to working with the Mayor, the City Council, and the Administration to ensure that our sector is better funded and that City policies help, rather than hinder, service delivery. Together we can make good on the promise of a fair, safe, healthy, and sustainable city. Thank you.

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Testimony of The New York City Employment and Training Coalition

Before the New York City Council General Welfare Committee
New York City Council Fiscal Year 2017 Preliminary Budget, Mayor's FY'16 Preliminary
Management Report and Agency Oversight Hearings

March 15, 2015

Background

The New York City Employment and Training Coalition (NYCETC) would like to thank the General Welfare Committee for providing the opportunity to submit testimony and feedback regarding the Human Resource Administration's (HRA) Employment Plan and three recently issued Requests for Proposals (RFP's).

NYCETC, an association of 150 community based organizations, educational institutions, and labor unions that annually provide job training and employment services to over 800,000 New Yorkers, supports this administration's Career Pathways concept and HRA's plan to reimagine employment services to help public assistance clients more effectively enter the workforce into good jobs, onto career pathways and out of poverty, as evidenced by the concept papers released this fall.

We appreciated the opportunity to provide feedback and input to the concepts before the RFP's were issued. We were optimistic and our expectations high, based on the delay of several month in releasing the RPF's that HRA was taking into account the feedback from the workforce development community and incorporating it into the RFP's. HRA also worked with a number of providers funded by the Robin Hood Foundation over the past year to learn more about how programs with strong outcomes are structured and funded.

Unfortunately, the RPF's released still fall short of being fully transformational and will not fulfill this administration's Career Pathways model vision. Most importantly, the three programs Youth Pathways, Career Compass and Career Advance, disappointingly are not adequately funded to support a viable cost per participant to provide the services requested.

Overwhelming feedback from the community-based organization provider community indicate that the cost per participant numbers are much too low to provide the services to create Career Pathways and precludes many innovative organizations with strong outcomes from applying. In the details below, we have included comparative cost per participant data collected from our member organizations for equivalent successful programs. As the Human Services Council's recent report, New York Nonprofits in the Aftermath of FEGS states, "Underfunded government payment rates are the primary drive of financial distress...only pay 80 cents or less of each dollar of true program delivery costs."

Our members also express concern that the low number of proposed contracts and large number of participants per contract rule out a number of excellent providers and limit client choice. The strength of NYC's service delivery infrastructure is in the diversity of its providers, large and small,

in neighborhoods across the city. This diversity allows for services that are tailored to the unique needs of individuals to provide training for living wage work as a foundation to address the city's income inequality issues.

Key Issues

1. Cost per participant is too low to enable the programs to achieve the outcomes desired to give individuals on cash assistance the support they need to step out of poverty and into Career Pathways.

Overall, the cost per participant is extremely low and will challenge the city's vast majority of workforce agencies to be able to apply and provide the comprehensive services desired. According to data provided by NYCETC members, as well as in comparison to national data, the actual cost per participant require funding at much higher per participant rates than the request for proposals allow.

Career Compass and Career Advance Cost per Participant Comparisons

Career Advance allows for \$931 per participant and Career Compass is \$437 per participant. The current cost per participant of NYC programs most similar to both Career Compass and Career Advance range from approximately \$1,000 to \$2,400 per client and up to \$7,000 in some cases.

Youth Pathways Cost per Participant Comparisons

The cost per participant for the Youth Pathways program has been increased to \$826 per participant, up from the \$621 in the original concept paper. This is still incredibly low compared to actual cost per participant for effective youth programming, both in New York City and nationally. In New York City, youth programs average \$6,400, but can go up to \$8,500 per participant. Two well known programs, the city-established Young Adult Internship Program (YAIP) is at \$3,500 per participant and the federal Out of School Youth program (OSY) at \$8,500 to \$10,500 per participant. Outside of New York City, the average for similar youth programs is \$3,355 per participant.

Bridge Program Funding

The original concept paper called for a separate CareerBridge program funded at over \$9 million. Now that bridge programs are incorporated into the CareerAdvance and YouthPathways and \$3.5 million added to the three RFP's, there is an overall loss of nearly \$6 million in funding. The cost per participant for current successful bridge programs range from \$2,900 to \$6,500.

2. Contract Terms Challenge Development of Effective Program Partnerships.

Performance based contract terms with payments based on placements, in addition to the low per participant costs will preclude many subcontracting partnerships from being formed and preclude smaller providers from participating, especially those which are neighborhood based or provide services to the most vulnerable.

The requirement to provide proof of site-control and backup facilities is also a prohibitive condition for smaller organizations to provide. Requiring non-profits to sign long term leases in order to win short term contracts is another way the City undermines the long run viability of providers.

3. No Underlying System or Standard Assessment Tool to Facilitate Navigation of the System.

In order to effectively move and track all participants as they navigate through the system, especially the youth participants, a clearly defined management information system is needed to locate and maintain these particularly hard to reach program participants. We had recommended the development of a single simple to use customer relationship management data collection system to facilitate data sharing between providers and simplify reporting and the referral

process. There are potentially numerous incompatible data systems in play throughout the process. It is our understanding that whatever tool is under development will not be completed and ready to roll out at the beginning of the new contracts.

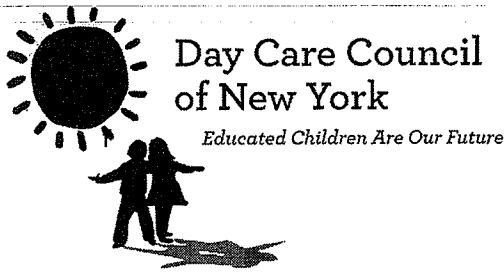
Without a standard assessment tool in place, referrals will be difficult for providers and may result in participants needing to undergo multiple assessments, wasting client and provider time and resources unnecessarily.

Conclusion

In an effort to better meet individual client needs and address poverty and income inequality, HRA has designed a more complex system. Complex systems are more expensive. By creating a complex system without proper contract terms and underlying processes in place and underfunding it, HRA may actually reduce overall service quality, putting New York City's non-profit provider community at financial risk as well as putting the Career Pathways vision at risk by jeopardizing the opportunity to compete for living wage jobs for those who need it most. 1005

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**TESTIMONY IN
RESPONSE TO THE 2015-16 PRELIMINARY BUDGET
NEW YORK CITY COUNCIL GENERAL WELFARE COMMITTEE HEARING
March 15, 2016**

Good Afternoon. My name is Lisa Caswell and I am the Senior Policy Analyst for the Day Care Council of New York. The Day Care Council is the membership organization of 120 nonprofit organizations that operate more than 200 child care centers in the five boroughs of New York City. It is estimated that the Day Care Council's member child care centers serve approximately 40,000 children from low-income families on an annual basis.

First, I would like to thank the Chair of the General Welfare Committee, Stephen Levin, and City Council members for their tireless commitment to early childhood education. By your actions, we know you understand how firmly rooted we must remain to ensure our youngest citizens receive the education and socialization they need.

The Day Care Council of New York's testimony will focus on three significant, and far reaching issues that will have a dramatic and potential harmful effect on early childhood education programs under contract with the City's Administration for Children's Services: (1) the establishment of salary parity for directors and educational staff; (2) an adequate health insurance program for the workers; and (3) the critical need to address underfunding of the pension system and proposed administrative changes which will spell disaster for the future of the system.

Basic Salary Increases and Salary Parity

From a labor standpoint, we are in the midst of negotiations with DC 1707, which represents teachers and support staff, and the Council of Supervisors and Administrators (CSA), which represents directors. Both educational and support staff have not had a pay increase in ten years when prices for basic needs such as housing have increased. This workforce is comprised predominantly of single Black and Hispanic women who more than likely have families that they are supporting. They deserve a level of compensation that recognizes their educational attainment, maintains their retirement security, and keeps them off of public benefits.

The introduction of full day Universal Pre-Kindergarten has caused mass turnover among the educational staff due to our member agencies' inability to hire directors and teachers at salaries comparable to the Department of Education. Our members strive to offer the highest quality early childhood education and they need to recruit and retain talented staff in order to do that. However, in the wake of substantial salary disparities with DOE funded

Universal Pre-Kindergarten positions, and staff's loss of earning power for more than a decade, it is becoming increasingly difficult to maintain, and recruit high potential candidates.

Based on our recent policy paper, *Failing Our Children, Certified Teachers Disappearing from CBO Child Care*, we know that at least 51% of DCCNY's member agencies have lost certified teachers to the DOE, and that more than half (56%) of our members are operating with certified teacher vacancies, most of which remain unfulfilled for six months to a year.

Starting salaries for certified teachers at our member agencies are \$10,000 less than those earned by counterparts in the DOE. In real terms, a certified teacher with an MA in 2013 earning \$40,000 in our sector can expect 40% to 50% of their net pay going towards housing alone.

Low and frozen salaries in our sector have required staff to apply for public benefits. A survey by one of our member agencies revealed that out of 310 workers at 11 programs, 17% were receiving food stamps, while 54% were receiving Medicaid assistance for a member of their families. Failure to address these particular pay disparities will only undermine the quality of early childhood education in New York City in the long run.

We recognize that systemic problems that developed during previous administrations cannot be solved all at once. Therefore, we proposed a stabilizing solution which included an immediate market adjustment, so that early childhood staff could regain the earning power they lost through the decade of wage freezes. Furthermore, in order to prevent the parity gap from increasing at a much faster rate, we asked for the same wages increases that DOE teachers will be receiving.

The City rejected our proposal leaving a growing problem unchecked. Early childhood staff will not receive a market adjustment to make up for lost earning power. Nor will they bridge the parity gap, which is likely wider now than it was a decade ago. As a result, we expect that our members will continue losing talented staff and the quality of early childhood education will be jeopardized.

Health Care

We are also working to improve the health care coverage for more than 3,000 people and their families. When Early Learn was implemented, at the same time, the former Administration decided to close the Central Insurance Program, thus terminating health insurance for child care, youth and senior service workers. The health insurance program under CIP was fully funded by the City, with the exception of co-payments, deductibles, and additional fees for special tests, etc. We negotiated a new program, but the cost was prohibitive for more than half of the population, primarily because they had not received a salary increase in seven years. From conversations with staff, we have learned that they are forgoing visits to their primary care doctor and urgent care, simply because they cannot afford the office co-pays. The current Administration has proposed a health insurance program that restricts workers to health service delivery within the Health and Hospitals

Corporation, an option we understand is not being well received. We will continue to negotiate a reasonable solution for health insurance with the goal of offering a program that workers can afford.

Cultural Institutions Retirement System

The stability and future of the Cultural Institutions Retirement System (CIRS) is another important priority for the Day Care Council during the labor negotiations. The pension plan provides economic security to early childhood staff, especially those who cannot save for retirement due to their low wages. The plan's stability is critical to ensuring that early childhood staff remain out of poverty and off public assistance once they retire. However, that financial stability has been greatly impacted by the closure of member agencies that lost their contracts when EarlyLearn was implemented in 2012. As a result of those closures, the number of active participants that helped fund the plan decreased, resulting in a \$64 million liability needed to cover obligations to current and future retirees.

It was expected that the City would cover the shortfall, as they City founded CIRS and have always maintained an interest in the plan's well-being. However, the City is currently pursuing policies that will harm the plan and its participants. First, the City is refusing to address the \$64 million shortfall. And second, the City is making plans to require that pension plan payments be made by child care programs. In the past, the City made these payments directly, based on the total program census.

The combined effect of these policies is to greatly diminish early childhood staff's retirement security. Since our members are contracted with the City and depend on it to fund their operations, any delay in forwarding the funds to CIRS due to historical cash flow issues, and anticipated increases in the pension plan costs will likely have to come from reducing expenditures and reducing benefits to the staff. If any participating employers are late in their payments due to cash flow troubles, CIRS will have to assess late fees and engage in collections efforts. The City should continue supporting the CIRS plan as it has, by covering the liability created by the EarlyLearn closures and by continuing to make pension payments directly to CIRS.

Conclusion

We ask that the City Council support our efforts to stabilize the early childhood sector and to provide economic stability to the more than 3,000 staff in this sector. Early childhood workers provide a crucial service that enables parents to work, and establishes a critical foundation for the social, emotional, and educational success of their children. To preserve high quality early education and comprehensive service delivery, our member agencies require pay parity.



Testimony of

Stephanie Gendell
Associate Executive Director
Policy and Government Relations

Before the
New York City Council
Finance, General Welfare, Women's Issues and Juvenile Justice Committees

Regarding the
New York City
Fiscal Year 2017 Preliminary Budget

March 15, 2016

Good afternoon. My name is Stephanie Gendell and I am the Associate Executive Director for Policy and Government Relations at Citizens' Committee for Children. CCC is a 72-year-old, privately supported, independent, multi-issue child advocacy organization dedicated to ensuring every New York child is healthy, housed, educated and safe. I would like to thank Chairs Ferreras-Copeland, Levin, Cumbo and Cabrera, as well as the members of the City Council Committees on Finance, General Welfare, Women's Issues and Juvenile Justice for holding today's hearing regarding the City's Preliminary Budget for Fiscal Year 2017.

CCC is incredibly grateful to the City Council for its long-standing commitment to the needs of the vulnerable families who interact with the Administration for Children's Services (ACS), Human Resources Administration (HRA) and Department of Homeless Services (DHS). Your relentless efforts to protect child care and preventive service capacity, strengthen the quality of shelter services, ensure children and families have access to healthy affordable food, and help families attain economic security, have helped countless children and their families.

The Preliminary Budget proposes to fund a number of previously announced initiatives for children and families related to education, behavioral health and addressing homelessness. Unfortunately, however, the Preliminary Budget fails to include a number of critical programs and initiatives that are important to addressing income inequality and ensuring the well-being of New York City's children and youth.

Specifically, we look forward to an Executive Budget that makes the investments needed to: improve access to high quality early childhood education and after-school services; bring school breakfast to all classrooms and universal lunch programs to all schools; support primary preventive services that strengthen families and prevent abuse and neglect; restore summer programming for 31,000 children; and establish salary parity and fair benefits for the early childhood providers.

We hope to see much-needed investments and restorations for children and families such as these in the Executive Budget. We look forward to partnering with the City Council in this advocacy effort.

Administration for Children's Services- Child Welfare

This year, we mark the 20th anniversary of the creation of ACS as its own agency—and we mark this with the historic figure of **under 10,000 children in foster care**. The significance of this accomplishment cannot be understated. Twenty years ago there were over 40,000 children in foster care and as of December 2015 there were 9,957.¹

Despite the foster care reduction, the number of reports of alleged abuse or maltreatment and the indication rate for abuse/neglect have remained fairly constant, meaning that the City is documenting abuse or neglect in roughly the same number of families each year. And while the foster care census has continued to decline over time, the number of families and children served through preventive services has remained fairly constant over the past decade. As of January 2016, there were 24,315 children receiving preventive services.² In short, this continues to mean that there are a number of families with indicated cases not receiving services through ACS.

In addition, those children who do come into foster care, often remain in foster care for long lengths of stay. The most recent federal Child and Family Services Review data, released in 2014, documented that New York's child welfare challenges have not improved over time, nor in comparison to other states. In fact, New York ranked in the bottom 5 states for 4 out of 7 of the indicators and only met the national standards for one indicator:

- Maltreatment in care (rate): 46 out of 48 ranked states (did not meet national standards)
- Recurrence of maltreatment (%): 48 out of 48 ranked states (did not meet national standards)
- Permanency in 12 months (%): 35 out of 49 ranked states (did not meet national standards)
- Permanency in 12 months for children in care 12-23 months (%): 50 out of 51 ranked states (did not meet national standards)
- Permanency in 12 months for children in care 24 months or more (%): 48 out of 51 ranked states (did not meet national standards)
- Re-entry to foster care in 12 months (%): 40 out of 48 ranked states (did not meet national standards)
- Placement stability (rate): 3 out of 46 ranked states (met national standards)

Given how poorly New York performs on permanency (and notably the majority of the children touched by NY's child welfare system are from New York City), it is not surprising that far too many youth age out of New York City's foster care system without a family. It is similarly unsurprising, that these young people who age out of the system sometime between ages 18-21, after facing a number of traumas (including the child welfare system and the incident(s) that led to foster care) and do not have the support of a family, have poor outcomes related to housing, employment, education, parenting, etc. CCC looks forward to reviewing ACS's 2016 reports in response to Local Laws 46, 48 and 49, which are not yet online, to see whether there have been any improvements in outcomes for youth aging out and in decreasing the number of youth aging out.

¹ Administration for Children's Services. www.nyc.gov/acs (accessed 3/12/16.)

² Id.

We believe that there are a number of investments ACS and the City Council can make to help strengthen the child welfare system and we hope to see these in the upcoming Executive and Adopted Budgets:

- Funding for Normalcy/Reasonable and Prudent Parent Standard/\$1 million City Council Initiative: In 2014, the federal government passed the Strengthening Families Act, which became effective in September of this past year. One of the key provisions is a requirement to provide children and youth in foster care with opportunities for normalcy—meaning to engage in developmentally appropriate activities that other children participate in. This includes sleeping over at a friend’s house, going on a family vacation, going to the prom, and participating in activities such as soccer, violin lessons and dance. The law empowers foster parents to act as reasonable and prudent parents in determining whether the activity is appropriate for the child they are fostering (without needing agency approval.) Unfortunately, participating in activities often has a cost. **We urge the City Council to create a \$1 million initiative to distribute to foster care agencies to help pay for these activities, which have the opportunity to enable foster children to be children.**
- Discharge Grant: ACS should restore the \$750 discharge grant previously provided when families reunified from foster care and youth aged out of the system. (Note: This had at one time been funded by the City Council, baselined and then cut several years ago.)
- Primary Prevention Services: ACS should invest in primary preventive services. This would enable families to receive services before there were allegations of abuse or neglect, in a way that was stigmatizing. Using data, the City could identify schools, NYCHA facilities, homeless shelters, etc. and based on the needs identified offer services for families and children. Services could include a parenting program for youth fathers, mentoring, tutoring, domestic violence programs, substance abuse programs, etc. These various services could be provided by ACS’s preventive service programs, but without the need to open a preventive case. There is an opportunity to develop some pilot programs within the City’s Beacons (15 have general preventive service contracts), the City’s homeless shelters and perhaps some NYCHA facilities with Cornerstone programs and/or EarlyLearn sites. This would also allow ACS to create Family Empowerment Centers in high-risk neighborhoods- places where parents could turn to other parents and community partners for support without stigma.
- Post-Permanency Services: The City needs to invest \$5 million in post-permanency services, which would assist families in achieving more timely permanency and maintaining permanency once it is achieved. This would be for reunifications, adoptions and KinGAP (subsidized relative guardianships).
- Housing Subsidy: The City should support legislation pending in the State Assembly, A7756A (Hevesi), which would increase the child welfare housing subsidy from \$300 to \$600 (which the City supports), extend the age from 21 to 24 for youth aging out, and ensure youth can have roommates and still receive subsidy.
- Educational Stability for foster children: For many years, educational stability for foster children has been both the federal and state law—meaning that when children enter foster care or change placements, the district is supposed to ensure that foster children remain in

their school of origin unless it is contrary to their best interests. Child welfare agencies often faced barriers because this was only in child welfare law. To resolve this issue, when the federal government reauthorized the Every Student Succeeds Act (ESSA), educational stability for foster children was included. This is a very important issue for New York City to resolve. Before any child is placed in a foster home, the City should be assessing whether the child should be remaining in their school of origin and making plans accordingly. CCC urges the administration to a) require DOE and ACS to make a joint plan; b) fund transportation costs; and c) fund any additional administrative or social work costs to finally implementing educational stability requirements.

- Restore and Baseline City Council Initiatives:
 - \$748,000 for child advocacy centers
 - \$600,000 for CONNECT

Administration for Children's Services- Juvenile Justice

CCC appreciates the attention the new administration has paid to strengthening the juvenile justice system, including the elimination of punitive segregation for the youth ages 16-17 years old on Riker's Island and the start of Limited Secure Placements as part of Close to Home.

We remain cautiously optimistic that the State will raise the age of criminal responsibility this session. We urge the City Council and the Administration to ensure the Governor, Assembly and Senate know that you believe that it is critical that this is finally the year when they raise the age.

CCC supports the Preliminary Budget proposal to add \$1.6 million for 35 new positions to increase the frequency of site visits and program support within Close to Home. ACS has an important role in monitoring the programs for which they contract. In addition, we encourage ACS to once again create an independent oversight panel or ombudsman office for its entire juvenile justice continuum. ACS and its predecessor DJJ used to have various independent oversight models and we would encourage ACS to do this again so that the community can be sure that youth are well-cared for, safe, and receiving the services they need.

CCC was disappointed to see that several City Council initiatives from FY16 were not included in the Preliminary Budget. CCC will be urging the Administration to restore and baseline these items:

- \$250,000 for Vera Adolescent Portable Therapy Program
- \$4.43 million for Alternatives to Incarceration Programs
- \$500,000 for the Center for Court Innovation
- \$1.0 million for the Juvenile Robbery Intervention Program.

Administration for Children's Services- Early Childhood Education

The Preliminary Budget proposes to invest \$2.98 million in ThriveNYC: Trauma Informed Care in EarlyLearn programs, which is training and ongoing support to address the social services needs of the families they serve. This funding is a component of the First Lady's Mental Health Roadmap and CCC was pleased to see attention being paid to the mental health needs of the youngest New Yorkers.

On the other hand, CCC was deeply disappointed that there were no additional investments to ACS's early childhood system proposed in the Preliminary Budget, despite the well-known needs and the recommendations made by the Deputy Mayor Lilliam Barrios-Paoli after she and the Mayor convened the NYC Early Care and Education Task Force to address the issues facing the early childhood community.

This MUST change by the Executive Budget. CCC will be looking to the Executive Budget for the following critical investments in ACS's early childhood system:

- Salary Parity and Adequate Benefits for Staff in ACS-funded Community-Based Programs: The staff in ACS community-based organizations have not had a contract for the past 10 years. While we appreciate that the de Blasio administration has been having conversations with the relevant parties, we remain very concerned about the status of the negotiations related to salary, health insurance and benefits.

The lack of salary parity between staff at ACS CBOs and DOE, doing the same job and with the same credentials, is extremely unfair. For example, a certified teacher with five years of experience in a community based organization contracted by the city's Administration for Children's Services (ACS) makes \$41,700, while a teacher with the same credentials and experience in the public schools earns about \$17,000 more. With 10 years of experience, this gap widens to \$34,000.

In addition, the current health insurance plan for providers in EarlyLearn centers is so inadequate and costly, that over half of the providers have turned it down. Furthermore, the pension plan must ensure sustainability for those working in programs that end up shuttered by the City.

Staff in CBOs are struggling to take care of young children during the day and then support their families; many of them are receiving public assistance or SNAP (food stamps). The unequal treatment between staff in CBOs and DOE, doing the same job, must be addressed immediately; otherwise, experienced staff will continue to leave the CBOs to more lucrative jobs (with fewer hours) in the DOE system. This could severely impact the quality of the early childhood education of the lowest-income children.

- Increase capacity for children 0-3: According to a recent report by the Campaign for Children, using data provided by ACS and analyzed by CCC, ACS only serves 14% of income eligible infants and toddlers and thousands of three-year olds need care.³

The need for an early childhood education does not start when a child turns four- either for the child or the parents. Now is the time for the de Blasio administration to take the next step and build upon its successful pre-kindergarten program by increasing access for younger children.

³ Campaign for Children. *New York City's Early Childhood Education System Meets Only a Fraction of the Need*. September 2015. http://www.campaignforchildreennyc.com/wp-content/uploads/2015/09/Child-Care-Need-2015_final.pdf

- Increase the EarlyLearn rate: It is well-known and well-documented⁴ that the EarlyLearn rate is not sufficient to cover the costs of high-quality programming nor adequately pay for programs' facility and maintenance costs. Furthermore, to ensure a high quality classroom experience, the City needs to ensure the EarlyLearn rate is sufficient to enable agencies to invest in necessary classroom materials and technology.
- Direct lease sites: The administration must ensure the stability of direct lease sites by resolving lease issues and maintaining capacity in the communities where the sites are located. In April 2008, Mayor de Blasio, then Chair of the City Council General Welfare Committee, held a hearing on efforts to preserve child care centers. He said, "My bottom line is the closing of one child care center is one too many, and we have to look at these as absolute precious resources. We have to understand that when there is a closure, it affects the children, it affects the parents, it affects the people who work at the center and it affects the broader community. And then this precious resource is lost, we don't get it back, and that's my fear...So we can't eliminate slots, we have to find a way to preserve them and in fact build our capacity going forward."⁵ Eight years later, this is even more true, as the capacity in ACS's contracted system has decreased since the creation of EarlyLearn.
- Capital Repair Fund: The City should create a capital fund to pay for repairs at child care centers and family child care homes so that these costs do not come out of the funding that could otherwise be spent on programming for children. This is especially needed to assist programs in NYCHA facilities.
- Restore and Baseline City Council Initiatives:
CCC will be encouraging the administration to restore and baseline the early childhood education initiatives added by the City Council in the FY16 budget:
 - \$12.08 million for 16 child care programs.
 - \$1.79 million for the First Reader's Initiative
 - \$4.4 million for Priority 5 child care vouchers for low-income families with school-aged children
 - \$500,000 for Technical Assistance for Child Care Providers
 - \$210,000 for WHEDCO to train low-income informal child care providers

Family Homelessness- Department of Homeless Services (DHS) and Human Resources Administration (HRA)

Today's Preliminary Budget hearing comes at a time when homelessness is still at crisis levels in New York City. According to DHS's Daily Report, as of March 10, 2016, there were over 12,195 families with nearly 23,000 children sleeping in DHS homeless shelters last week.⁶ As

⁴ Campaign for Children. *EarlyLearn Rate is too Low to Sustain Quality Early Childhood Education in New York City*. January 2015. <http://www.campaignforchildrennyc.com/wp-content/uploads/2012/03/EarlyLearn-Report-FINAL.pdf>

⁵ City Council General Welfare Hearing Transcript. April 10, 2008.

⁶ Department of Homeless Services Daily Report. March 11, 2016. <http://www1.nyc.gov/assets/dhs/downloads/pdf/dailyreport.pdf>

we know, the shelter census often increases as the weather gets warmer, so we are on target to once again see record numbers of children in shelter.

CCC supports the Preliminary Budget proposals that work to address the current homelessness crisis and we look forward to hearing more about HRA and DHS's forthcoming plans for strengthening the City's work to prevent homelessness and help those who are homeless. We are also pleased to see that finally, shelter repairs and safety seem to have become a priority.

CCC supports the Preliminary Budget proposals to add:

- \$9.22 million for anti-eviction legal services expansion (HRA)
- \$4.56 million for Domestic Violence Shelter expansion (HRA)
- \$9.0 million for LINC for NYCHA tenants (HRA)
- \$13.15 million in FY17 (increasing in the outyears) for supportive housing
- \$7.65 million for shelter repairs and maintenance (DHS)

We remain hopeful that these strategies and those the Mayor, DHS and HRA have already put into place and are working to put in place will soon lead to a decrease in the shelter census.

As the Administration continues its assessment and plans for addressing homelessness, we respectfully submit the following recommendations that we hope the City Council can also support:

- Supportive Housing: While we are incredibly grateful to both the de Blasio and the Cuomo Administrations for committing to expand supportive housing, we hope that the City and the State can come together to create a New York/NY IV agreement. This is critical to ensuring coordination and that the plan lives beyond these two administrations.

Furthermore, as the City develops its plans for supportive housing, we urge the administration to ensure that there are units set aside for families and for youth aging out of foster care (as there were in NY/NY III).

- Shelter Conditions and Security/Eliminate Scatter Sites for Families with Children: While we are pleased to see attention paid to shelter security and conditions, as well as the addition of \$7.65 million for shelter repairs, we believe that there is more that needs to be done and additional resources needed to do it.

CCC requests that the Administration include adding additional resources to address the health and safety concerns in shelters for families and children in the Executive Budget for Fiscal Year 2017. In a March 2015, report, DOI reported that it inspected 25 Tier II shelters, hotels and cluster sites and found 621 City issued violations.⁷ They determined that cluster sites are in need of the most immediate action and were unsafe and unhealthy. Some of the violations include seeing a dead rat in an apartment where children live, roaches throughout buildings, garbage in the stairs and hallway, urine on the floor of an

⁷ New York City Department of Investigation Probe of Department of Homeless Services' Shelters for Families with Children Finds Serious Deficiencies, March 2015. Available at: <http://www.nytimes.com/interactive/2015/03/12/nyregion/report-on-violations-in-homeless-shelters.html>

elevator, lax security, and lack of an onsite caseworker.”⁸ CCC has long-advocated against the use of cluster sites as shelter, especially for families and children and we once again renew this request.

- Services to Keep Children Safe and Address Trauma:
Entering and leaving shelter is traumatic and stressful to both parents and their children. We encourage the City to invest in services that are targeted to families in shelter, aimed at reducing stress, addressing trauma, and thereby preventing abuse, neglect and mental health issues.

This is important not only while families are in shelter but also when they leave shelter. For some parents, being in shelter for over a year provided the most housing stability that they have ever had. Leaving this community to live in perhaps a new community, with the stress of needing to pay rent and maintain housing, can be difficult for families and thus warrant additional preventive services.

- Universal Lunch for Elementary and High School students
While this initiative falls within the Department of Education, it is important to mention when thinking about meeting the needs of homeless children. For children who are homeless, they already feel stigmatized at school. While they are eligible for free lunch based upon being homeless, requiring them to document this adds to the stigma and trauma they are facing. This could be eliminated by instituting Mayor de Blasio’s campaign promise of free universal lunch for all New York City public school children. Now is the time to expand universal lunch beyond students in stand-alone middle schools.
- Child Care for Homeless Children
The relatively new federal reauthorization of the Child Care Development Block Grant made being homeless a priority group for receiving subsidized child care. The federal government recognized the benefits to both the children and the parents that child care could provide for these families. We urge the City to invest resources into ensuring homeless children are enrolled in child care programs, particularly EarlyLearn, by using the same deliberate system it has put in place to ensure homeless 4-year olds are enrolled in prekindergarten.
- Restore and baseline Council Initiatives aimed at addressing homelessness: There are several City Council initiatives that were not included in the preliminary budget that we believe should be restored and baselined, including:
 - \$1.0 Million for Children and Families in the NYC Homeless System (to prevent child maltreatment in high-risk cases)
 - \$820,000 for the Citywide Homeless Prevention Fund
 - \$650,000 for the Citywide Task Force on Housing Court/Housing Court Answers
 - \$2.45 million total for the Housing Preservation Initiative
 - \$1.1 million total for Community Consultants

⁸ *Id.*

- \$750,000 for the Mortgage Foreclosure Prevention Initiative
- \$750,000 for the HPD Alternative Enforcement Program to identify 200 most distressed multiple dwelling and make repairs
- \$1.25 million for Stabilizing NYC, a citywide coalition to prevent the loss of affordable housing

We are optimistic that the Mayor's focus on preventing homelessness, ensuring the homeless have a path out of shelter through the LINC program, and providing supports and services when families leave the shelter system will soon lead to a decrease in the homeless shelter census. We look forward to continuing our work with the Administration and City Council to help homeless families and children in New York City.

Human Resources Administration (HRA): Food and Economic Security

CCC is very pleased with the direction and initiatives being pursued by HRA in support of families and children. We are hopeful that the new policies and procedures related to work-requirements will help bring families both short-term and long-term economic security.

Far too many hard-working New Yorkers are living in poverty. According to the most recent U.S. Census data, New York City's overall poverty rate is 20.9%, which means that one in every five New Yorkers lives in poverty.⁹ Even more sobering, the child poverty rate in New York City is 29.6%, meaning over 520,000 NYC children lived in poverty in 2015.

Many New Yorkers who live in poverty work at minimum wage jobs, and need higher wages in order to support themselves and their families. CCC supports the Governor's proposal to raise NYC's minimum wage to \$15.00 per hour and we are pleased that the Mayor has raised the minimum wage for City employees. Ultimately, we believe every working New Yorker should earn a living wage.

CCC also supports the Preliminary Budget proposals to add \$7.63 million for the IDNYC program. We are pleased that so many New Yorkers have been obtaining these IDs and we appreciate all of the efforts of both the Administration and the City Council for making IDNYC a reality.

We were also extremely pleased to see the Preliminary Budget proposes to add \$806,000 for the Teen Relationship Abuse Prevention Program (Teen RAPP), to maintain enhanced programming at 30 schools. This important program that targets dating violence, had been targeted for elimination by the Bloomberg Administration and was saved by the City Council. It is therefore refreshing to see the de Blasio Administration investing even more in this wonderful program.

While we appreciate the investments and reforms that have been made by the Administration, we urge the City to go further in the Executive Budget to better meet the needs of struggling New Yorkers:

⁹ U.S. Census Bureau, American Community Survey 1-Year Estimates, 2014.

- Increase support for Emergency Food Programs:
While SNAP benefits are a critical component of ensuring the food security of New Yorkers, there are many hungry New Yorkers who are not eligible, eligible New Yorkers who are not enrolled, and the federal government has cut SNAP benefits. Thus, unfortunately, many New Yorkers need to turn to emergency food programs (EFPs), such as food pantries and soup kitchens. We are urging the Administration to bring baselined funding for emergency food programs to \$15.3 million, a \$3.8 million increase.
- Restore and Baseline City Council Initiatives:
CCC will be urging the Administration to restore and baseline FY16 City Council initiatives including:
 - \$2.8 million for the Anti-Poverty Initiative
 - \$500,000 for the Communities for Healthy Foods Initiative
 - \$250,000 total for the EITC Assistance Program
 - \$335,000 for EBTs at Farmers' Markets
 - \$95,000 to expand low income farmers' markets
 - \$475,000 for Food Pantries and Technical Assistance
 - \$1.93 million for food pantries
 - \$148,000 for SCO Family of Services/Center for Family Life Worker Cooperatives
 - \$2.1 million for Worker Cooperative Business Development Initiative

Conclusion

In conclusion, while the de Blasio administration has taken some critical steps towards addressing income inequality and the needs of vulnerable children and families, there is much more work to be done. The budget is a document that reflects the priorities of an Administration. We therefore remain hopeful that the Executive Budget will include many of the restorations and priorities that are raised in this testimony. We hope that the City Council will also support these priorities.

Thank you for the opportunity to testify.



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**Testimony of United Neighborhood Houses
Before the New York City Council
Committee on General Welfare
Honorable Stephen Levin, Chair
At the FY 2017 Executive Budget Hearing**

**Presented by Gregory Brender, Co-Director of Policy & Advocacy
And Andrea Bowen, Policy Analyst**

March 15th, 2016

Thank you Councilmember Levin and members of the General Welfare Committee 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. I am joined by my colleague Andrea Bowen. I will focus my remarks on early childhood education and Andrea will discuss issues around workforce development and new requests for proposals from Human Resources Administration.

UNH's 38 member agencies provide a wide array of services at more than 600 sites throughout the City and have a deep commitment to high quality early childhood education. UNH member agencies developed the blended funding model that is the inspiration for Early Learn and currently provide Early Learn contracted child care programs to nearly 3,000 children at more than 40 sites. UNH member agencies are also major providers of workforce development programs offering a wide range of opportunities including the Summer Youth Employment Program, job training and placement and High School Equivalency preparation to New Yorkers looking to connect to work or educational opportunities.

Administration for Children's Services- Early Childhood Education

Background

Early Learn child care centers and family child care networks operating under contract with the Administration for Children's Services are the only option for year round, high-quality early

childhood education for children 0-5 years old. While Pre-K programs are now available for 4-year olds-during the school day, working parents need care and education programs for younger children and a longer day that allows them to stay on the job.

However, these programs are struggling in large part due to the inadequate salaries of those responsible for providing education and care for the youngest New Yorkers.

Salary Disparities Impact Educational Programs

Last week, United Neighborhood Houses and Campaign for Children released a report, *Losing the Best*, which uses the City's own data to examine quality education and classroom environments in city-funded early childhood education programs including programs in community based organizations and programs in public schools. The report found that on average, early childhood programs in community based organizations outperform public schools in nine out of ten metrics used by two well respected early childhood evaluation systems- ECERS which examines classroom environment, and CLASS which examines instruction.

However, these very same programs are struggling to keep their doors open and retain quality teachers, directors and support staff. Their staff, whose salaries are determined by the amount of funding that the City provides to its contracted providers, are much lower than the salaries of similarly qualified professionals in the public schools. And many are living in poverty and struggling to make ends meet.

The salary disparities are stark and grow over time. For example, a certified head teacher in a 3 year old classroom in a community based organization has a starting salary of \$40,333 while a certified teacher in a public school starts at \$58,060. After time, these disparities grow wider. With ten years of experience, a public school teachers' annual salary will have grown to slightly over \$79,000 while a teacher in a community based program will be earning just \$42,588.

Unsurprisingly, many staff leave community based programs for higher paying jobs with New York City Department of Education. In fact, in a survey conducted last year by Day Care Council of New York, 56% of community based early childhood providers were operating with a certified teacher vacancy.

Children's interaction with qualified educators is the most important part of early childhood education. When we lose these educators, we lose the ability to make a profound impact on children before the start school.

Salary Disparities Affect Early Childhood Staff

New York City's early childhood education providers are losing teachers, directors and staff because these salary disparities have a meaningful impact on their lives.

Recently, I met with a teacher's aide in a community based early childhood education program in Brooklyn. She spoke passionately about her love for the work and seeing children smile every day and knowing that her work had a direct and positive impact on young children. However, when it came to trying to live in New York City on the salary of an early childhood educator in a community based organization she had this to say:

..the sad truth is that this important work doesn't pay enough to afford to live in this city. I am a single mother of two girls, one who is 7 years old and one who is ten years old. My entire paycheck goes to cover bills. My daughter wants to do gymnastics. She want to learn to dance. But I have to tell her every month that we can't afford it- that we only have enough to pay rent and other basic necessities. I get my health insurance through Medicaid because I can't cover the cost of monthly premiums and co-pays. I am eligible for food stamps.

She now is not sure if she can stay in the field and continue to make a difference in children's lives.

Conclusion

We are grateful for the City Council's support of salary parity for early childhood educators. Last week, the Chair of this committee, Councilmember Levin, led a rally for early childhood salary parity and this is the third consecutive year where this committee has made early childhood salary parity a priority. The City must not let another budget be enacted without taking action to address salary disparities in early childhood education.

Human Resources Administration- Workforce Development

Background

On February 26th, Human Resources Administration (HRA) released RFPs for new programs that provide employment and educational assistance to Cash Assistance applicants, recipients, and other HRA service-recipient populations who, by legal mandate or otherwise, engage in employment activities. These new RFP's are

- *YouthPathways*, which provides assessment, service planning, wraparound services (including but not limited to service coordination, financial counseling and mentorship), bridge instruction and employment, placement, retention and advancement experiences for eligible populations between ages 18-24.

- *CareerCompass*, which provides assessments, service, planning and coordination, employment preparation placement, retention, and advancement for eligible populations over 25.
- *CareerAdvance*, which provides clients of YouthPathways and CareerCompass with further training, geared toward career advancement in specific sectors, such as healthcare/social assistance, technology, industrial/manufacturing, construction, food service, retail/customer service, maintenance and security, and transportation/warehousing.

These programs were outlined in concept papers released in the summer of 2015. UNH applauded the basic approach of these programs, which move HRA away from a rapid-attachment model and toward a career-building one. These programs, unlike the Back to Work program that they replace, provide separate, developmentally-appropriate systems for youth and adults. The new RFPs mandate programs that meet the specific needs of special populations including older adults, those with experience in the criminal justice system, current and formerly homeless, immigrants, and members of the lesbian, gay, bisexual, questioning, transgender, and gender non-conforming communities.

However, we are greatly concerned that the per participant rate in these RFP's is grossly inadequate and will not come close to covering the cost of providing these important services. In one case, the rate for similar services provided through contracts with a different city agency is more than ten times higher than the rate offered in an HRA RFP. After the release of the Concept Papers, UNH and several other organizations made a series of recommendations to ensure that these programs would be successful. We continue to urge HRA to design RFP's that will be viable, workable and allow providers to succeed.

Making the RFP's Workable

Despite the laudable goals of the RFP, there remains several key actions that need to be taken in order to make these RFP's viable for providers. We believe that these will be successful programs if HRA takes the following actions:

Increase funding levels. The concept papers for YouthPathways, CareerCompass, and CareerAdvance, listed cost-per participants of \$612, \$358, and \$713, respectively. These have only increased to \$826, \$437, and \$756, respectively.

Comparatively, DYCD's recent RFP for Out-of-School Youth (OSY) Programs provides similar services as YouthPathways. OSY and YouthPathways both provide employment preparedness skills, academic support services (including preparation for the High School Equivalency diploma), mentoring, and job connections in similar priority employment sectors. Each program seeks to maintain youth in their job placements for at least twelve months. OSY's reimbursement rates range from \$8,500 to \$10,500.

Similarly, the \$756 per-participant for CareerAdvance compares unfavorably to the State-supported Career Pathways program operating in the City, which reimburses providers at a rate of approximately \$4,500 for successful delivery of services.

All three HRA RFPs call upon providers to develop internship and community service opportunities for participants. As we noted in our concept paper response, these components merely add to the cost of already-inadequate rates.

Establish a data tracking system for participants. UNH and its allies noted at the concept paper stage that these programs would require a field-tested centralized management information system to track, and appropriately credit, participant outcomes. Rather than complete and field test such a system prior to the release of these RFPs, the RFPs note that HRA “anticipates” creating such a system. HRA explicitly states that “this system will not be available until after the contract start date.” In other words, the data tracking system *necessary* to operate these programs will not be available when these programs begin.

Provide contract sizes that would allow smaller, community-based providers to competitively bid as prime contractors. While HRA increased CareerAdvance’s number of contracts from 3 in the concept papers to 16 (9 borough-based and 7 for special populations), CareerCompass’s RFP provides the same number of contracts as in the concept paper (9) and YouthPathways’s RFP provides one more contract than in the concept paper (10 in the RFP). As we cautioned in our concept paper response, such a low number of contracts ensures that average participant volume per contract would be enormous (e.g., an estimated 1,512 per site in Brooklyn for YouthPathways; 2,101 for CareerCompass in Staten Island).

We predicted, at the concept paper stage, that if these large contract sizes were carried through to the RFPs, quality, smaller nonprofits with ties to their communities, such as settlement houses, would be unable to apply as providers of these programs. Conversations with our providers show that this prediction is becoming reality. Smaller organizations cannot provide the staffing necessary to service such a large volume of clients at the rates offered in these RFPs. This is unfortunate for the populations eligible to participate in these programs. The smaller, neighborhood-based nonprofits locked out of competition provide the holistic services, cultural sensitivity, and wrap-around supports that these RFPs ostensibly envision providing to their clients.

Career Bridge Elimination

Although HRA originally released a concept paper for a stand-alone *CareerBridge* program, to be funded at \$9.1m, this program has been eliminated, and instead subsumed under the CareerAdvance RFP. It is unclear why this took place, or how much funding remains in CareerAdvance and YouthPathways for bridge-specific programming.

CareerBridge was originally intended to serve nearly 6,500 individuals through up to 27 contracts to provide the following services: English as a Second Language (ESL), Bridge Training, Basic Education and High School Equivalency and Vocational Training. Basic English literacy and skills training form the foundation of any successful workforce development system, and we hope that HRA's program realignment does not negatively impact the provision of these services.

Conclusion

The payment rates, contract sizes, and data systems required to make HRA's proposed programs successful require modification from what is stated in the RFPs to guarantee success. Contract sizes and payment rates must be modified to allow smaller, neighborhood-based providers to compete as prime contractors. The data management system must be ready by the start of the contract period.

We urge the City Council to push the administration to take these steps to ensure that providers have the resources necessary to provide these crucial services to New Yorkers.

We thank you for the opportunity to testify and are happy to take any questions.



LOCAL INITIATIVES SUPPORT CORPORATION – NEW YORK CITY
501 Seventh Avenue 7th Floor, New York, NY 10018

**Testimony before
New York City Council General Welfare Committee**

Communities for Healthy Food Program

March 15, 2016

Thank you Chair Levin and members of the Committee on General Welfare for the opportunity to testify on the FY17 Preliminary Budget. My name is Mike Jackson and I am the Communications Officer for the Local Initiative Support Corporation's New York City program. I am submitting this written testimony on behalf of LISC New York City.

About LISC NYC

LISC equips struggling communities with the capital, strategy, and know-how to become good places to work, do business, and raise children. Working with local stakeholders we invest in housing, health, education, public safety, and job creation. During the last 30 years, we have worked with community based organizations to address local challenges and incubate new solutions. In New York City alone, LISC and its affiliates have invested over \$2 billion—leveraging over \$5 billion for low- and moderate-income communities resulting in over 36,000 units of affordable housing and over 2 million square feet of retail and community space.

Overview of the Communities for Healthy Food Program

LISC New York City asks for the Council's support for additional discretionary funding for our Communities for Healthy Food program which we believe is a powerful tool to address healthy food access and food insecurity faced by many New Yorkers. During City Fiscal Year 2016, Communities for Healthy Food received \$500,000 from the City Council to deliver services in the Mt. Eden section of the Bronx, West Harlem, Cypress Hills/East New York, and Bedford-Stuyvesant. For City Fiscal Year 2017, we request additional discretionary funds in the total amount of \$1.3 million to heighten program impacts in these neighborhoods and to expand into the Hunts Point section of the Bronx and the Far Rockaway section of Queens.

The Communities for Healthy Food program is an innovative place-based initiative that integrates access to healthy, affordable food in underserved neighborhoods across New York City, where residents have higher rates of diet-related diseases like obesity and diabetes, high levels of poverty, chronic unemployment, long-term reliance on public assistance like SNAP benefits, and low levels of fruit and vegetable consumption.

LISC New York City has partnered with several community based organizations in this program with deep roots in their neighborhoods, who own and manage affordable housing and commercial spaces, and deliver an array of social and economic development services.

Our community partners include Cypress Hills Local Development Corporation (Cypress Hills), Northeast Brooklyn Housing Development Corporation (NEBHDCo), West Harlem Group Assistance (WHGA), New Settlement Apartments (New Settlement), Banana Kelly Community Improvement Association (Banana Kelly), and the Ocean Bay Community Development Corporation (Ocean Bay). These program partners in turn work with resident groups as well as citywide organizations such as City Harvest, Just Food, and Corbin Hill Farms to deliver a set of bundled services that includes neighborhood outreach, nutrition education, cooking classes, the improvement or creation healthy food outlets such as food hubs and pantries, and the fostering of food-sector jobs.

Food Poverty Exists in New York City

Food poverty remains a critical concern in New York City. According to the New York City Coalition Against Hunger's 2015 Hunger Survey, 1.4 million New York City residents lived in food insecure homes between 2012 and 2014. This reflects the combined impact of low wages, cuts in SNAP benefits, and food inflation. Physical access to food also impacts food poverty. The Department of City Planning reports that roughly 3 million New Yorkers live in low-income neighborhoods that lack access to affordable, nutritious food. Neighborhoods like Central and East Harlem, Sunset Park, Bushwick, Bedford Stuyvesant, East New York, the Far Rockaways, and the South Bronx lack fresh food outlets. Food poverty exacerbates neighborhood health disparities, where residents find themselves choosing between providing enough food for themselves and their families, irrespective of nutritional value, and paying the month's rent or utility bills. This is compounded by the prevalence of low-cost, low-quality food in these neighborhoods. This has led to high concentrations of diet-related afflictions such as obesity, diabetes, and hypertension.

Stronger Infrastructure for Healthy Food in Underserved Neighborhoods

We believe that the Communities for Healthy Food program is strengthening the food infrastructure system across our catchment neighborhoods positively impacting low-income households. Since program implementation began in 2014, the following resources and units of service have been deployed across our target neighborhoods with participants and recipients spread evenly amongst seniors, youth, and households with young children:

1. Provided over 750,000 pounds of emergency food for over 50,000 food pantry clients;
2. Connected directly with almost 15,000 residents through neighborhood outreach and awareness campaigns;
3. Enrolled 1,350 households in the Supplemental Nutrition Assistance Program (SNAP);
4. Created 15 new farmers markets, farm shares, and gardens;
5. Trained close to 1,300 residents on healthy food resources, basic nutrition, and gardening skills;
6. Held program activities for over 13,000 neighborhood residents including nutrition, classes, urban farming, grocery store tours, and culinary training workshops; and
7. Trained 72 neighborhood residents to become Community Chefs.

The program is strengthening the social fabric in our target neighborhoods. Through activities such as nutrition and culinary education, urban agriculture workshops, and collaborative cooking demonstrations, participants have realized health benefits as well as improved their social and

physical well-being. We are particularly proud that the program has created hundreds of opportunities for interactive, intergenerational learning between seniors and youth.

Creating New Models of Placed-Based Initiatives

As a result of the Communities for Healthy Food program, several of our community based organizations have had the opportunity to embed healthy food strategies into their traditional models of placed-based community development.

NEBHDCo is part of the Aging Improvement District (AID) consortium in Bedford-Stuyvesant established to create and support initiatives that enhance the lives of local seniors. Their healthy food work is now incorporated into their AID work. Both NEBHDCo and WHGA developed underutilized commercial spaces in each of their organizations' housing portfolios to open supermarket style client-choice food pantries as part of larger community hub spaces, co-located with wrap around services such as SNAP enrollment. Considering the area median income and reliance on public assistance programs in both Bedford-Stuyvesant and West Harlem, the offering and co-location of benefits has immensely benefitted neighborhood residents.

Cypress Hills partnered with the New York City Health and Hospitals Corporation (HHC) East New York Diagnostic and Treatment Center (ENYDTC) to open the Pitkin Verde Farmer's Market outside of their health center. The ENYDTC provides families with nutrition education classes and "prescriptions" for them to eat more fruits and vegetables. Patients then receive Health Bucks that can be used at farmers markets throughout the city. The market also provides employment opportunities to residents, including positions for youth employees to operate and run the market and get trained as Community Chefs.

New Settlement Apartments is working with three elementary schools in the Mount Eden section of the Bronx – PS 64 (Pura Belpre), P.S. 294 (Walton School), and PS 311 (Lucero Elementary) – to implement a healthier alternative lunch menu in the schools. New Settlement has partnered with Wellness in the Schools (WITS) to conduct culinary classes, cooking demonstrations, and provide nutrition education at each of the three schools. Each school now has a School Wellness Council comprised of teachers, parents, students and New Settlement staff. The Councils plans events, implements and enforces policies on healthy snacks and foods, create healthy clubs and groups, and strategizes systems to include parents and students in health and wellness efforts. For example, at Lucero Elementary a "student ambassador" initiative was started to enlist student support in assisting younger students during lunch time.

A comprehensive evaluation of Communities for Healthy Food is underway with the CUNY Institute for Urban Food Policy (previously the NYC Food Policy Center). We expect initial results of this evaluation later in 2016 which will allow us to determine the following:

- (1) The added value of local, community based organizations embedding healthy food strategies into their comprehensive work;
- (2) Whether multiple interventions in one targeted area are achieving expected results;
- (3) How interventions are collectively leading to changes in food behaviors and food environments; and
- (4) Whether improved health among community residents can be demonstrated.

In summary, we believe that \$1.3 Million in City Council funding will allow Communities for Healthy Food to expand the program's reach to more low-income families and seniors, so that they have the tools they need to create healthier lives and build demand for healthy food. Over time, community-based organizations, city departments, and funders will realize a stronger infrastructure for healthy food in underserved neighborhoods.

Thank you for the opportunity to testify

March 15, 2016

Contact: Edward Ubiera, LISC NYC 212-455-9584

C E N T E R
FOR
C O U R T
I N N O V A T I O N

Center for Court Innovation Testimony

New York City Council

Committee on Juvenile Justice, Committee on General Welfare, and Committee on Women's Issues

Preliminary Budget Hearing

March 15, 2016

Good Afternoon Chairman Cabrera, Chairman Levin, and Chairwoman Cumbo. My name is Amy Ellenbogen and I am the Project Director at the Crown Heights Mediation Center, a project of the Center for Court Innovation. Thank you for this opportunity to speak today.

The Center for Court Innovation supports the Council's efforts to bring more justice to communities throughout the city. For nearly 20 years, the Center has been engaged in the same effort: working to reduce the use of incarceration and reduce recidivism through innovative programming at our neighborhood-based Youth and Community Justice Centers. I am here today to urge the joint Committees to support continued funding for the Center for Court Innovation. The Center for Court Innovation is seeking the City Council's support in the amount of \$1 million dollars for fiscal year 2017-\$500,000 to continue the Center for Court Innovation's core community justice operations and an additional \$500,000 to support critical new initiatives that will aid victims of violence and crime, reduce homelessness and promote equal access to justice for New Yorkers.

Youth Diversion:

The Center is committed to improving outcomes for young people impacted by the justice system – working with more than 2,300 youth each year. For example, the Center's youth courts use positive peer pressure to encourage young people who have committed minor offenses to repay the community and alternative-to-detention programs that work with young people charged with delinquency. In addition, the Center recently launched Project Reset, which has kept nearly 100 16-and 17-year-olds out of jail for low-level crimes, and allowed them to avoid the lasting collateral consequences of a criminal record, while still holding being held accountable. With an average completion rate of 92%, Project Reset has already been embraced by justice system players as a new approach to enforcement. Additionally, our juvenile justice programs serve as vibrant

neighborhood resource centers –offering participants new pathways that lead away from system involvement and towards academic, social, and vocational success.

Victim Services:

The Center supports the Council’s plan to create a Crime Victims Services Coordinator within the Mayor’s Office of Criminal Justice. Women and transgender individuals who are victims of commercial sexual exploitation, trafficking, and prostitution find themselves in the criminal justice system labeled as “defendants.” The Center has piloted a host of innovative programs that treat New Yorkers trapped in a cycle of exploitation, crime, and violence, as victims, rather than perpetrators. Likewise, Center programs like Make it Happen, in Crown Heights Brooklyn, provide culturally-appropriate counseling and strengths-focused support to help young men of color manage trauma arising from violence they may have experienced in their communities. With Council support, the Center would expand these services, adding capacity at existing sites across the city and piloting new initiatives in underserved communities.

Homelessness Prevention:

As Speaker Mark Viverito stated in her State of the City Address: “For thousands of New Yorkers, the only thing standing between them and homelessness is one missed paycheck or unseen medical emergency”. Last year, with much needed support from the City Council for more legal services for vulnerable tenants, the number of unrepresented tenants in housing court edged downward. Building on these efforts, the Center’s Poverty Justice Solutions engages recent law school graduates in two-year fellowships with New York City civil legal service providers, to serve nearly 4,000 people a year. With Council support, the Center for Court Innovation would expand the program to help thousands more low-income New Yorkers remain in their homes.

In closing, the Council’s support has been invaluable to the success of the Center for Court Innovation, helping us maintain core operations and launch new initiatives throughout New York City. The Center for Court Innovation looks forward to continuing to work with the New York City Council to improve public safety and victim services, create new alternatives to incarceration that results in a fairer, more accessible system of justice for all New Yorkers. We respectfully urge you to continue to support our work and thank again for the opportunity to speak. I would be happy to answer any questions you may have.

TESTIMONY BEFORE
THE NEW YORK CITY COUNCIL COMMITTEE ON GENERAL WELFARE
FISCAL YEAR 2017 PRELIMINARY BUDGET HEARING

MARCH 15, 2016

TESTIMONY OF THE WOMEN'S PRISON ASSOCIATION & HOME
and
THE ALTERNATIVES TO INCARCERATION / REENTRY COALITION

Good afternoon, and thank you for the opportunity to speak before you about the intersection of general welfare and public safety. Specifically, WPA is a member of the New York City ATI and Reentry Coalition, a group of ten NYC based non-profit service organizations that offer diversion and reentry support for men, women and youth from every City Council District. While our name describes our criminal justice focus, much of our work is aimed at improving the earnings, housing, education, family relationships and general welfare of the individuals who seek our assistance.

The City Council has been a key partner throughout the Coalition's 20+ year history, providing critical funding that enables the Coalition to meet its mission to reduce crime, strengthen families, and bring hope and opportunity to New York City's most troubled communities by providing a full spectrum of services for individuals involved in the criminal justice system. Thanks to the support of the City Council in FY 2016, members of the Coalition currently provide services Citywide including:

- **Youth Services** provide positive youth development services that are strengths-based and promote goal setting and leadership development through an emphasis on youth empowerment, positive relationships with adults, and skill-building in the transition from youth to independent adulthood.
- **Family Services** provide a broad range of family services, including case management, family reunification/preservation, tele-visiting for children of incarcerated parents, and crisis intervention services.
- **Women's Services** provide gender-specific services including jail- and prison-based education, pre-release services, family reunification assistance, family support services, reentry case management, and other targeted assistance and support.
- **Housing Services** provide emergency, temporary, and long-term housing. Coalition members develop relationships with landlords and management companies to identify safe, affordable apartments for clients and provide independent living skills training.

Today I am pleased to share additional information about WPA's programs to provide home-based alternative to incarceration (or ATI) for women, many of whom have young children, WPA operates 2 DHS-funded shelters and an ACS-funded intensive preventive program aimed at preventing removal of children to foster care. Our work in all three of these areas—as well as our work in prisons, at Rikers Island, and with women returning to the community after incarceration—informs our recommendations to you here today.

In our ATI program, as well as in our ACS- and DHS-funded work, we help families with children. We are often struck by the ways in which the mission of each agency can unwittingly undermine a family's progress, and, as is often the case, the missed opportunities to offer constructive intervention because it is outside of a funding agency's purview.

By way of example, we work with our ATI clients in their homes, guided by the results of a validated risk assessment that identifies the causes of criminal behavior. The major factors contributing to a woman's criminal risk are usually mental illness, substance use, parental stress, prior untreated trauma and housing instability. When we can help a woman to address these issues in her life, she becomes less likely to turn to crime. You will note that the risks I mentioned are not easily treated in a prison setting and that we have the best opportunity to do so in community settings, where there are experts who can support men and women and children in treating addiction and achieving greater stability in their mental health and housing.

While our family shelters offer a haven at a critical moment, the pressure to move families out quickly has operated to undermine our ability to best help the families inside. When a family is in shelter, we have a unique opportunity to provide high intensity support to families that are, in WPA's experience, struggling on many fronts. For most women with criminal justice involvement, parental stress and poor self-efficacy are risk factors for crime. In a family shelter setting, we can address both of these areas by providing concrete information and support that improves competence, builds skills and self-efficacy, and, therefore, reduces the likelihood of continued instability. Some of the activities that could be added while families are in shelter include: assessment of children's developmental milestones; observation of family function; modeling parenting skills and coaching parents on constructive discipline at different ages; teaching safe sleeping; educating parents about child development; coaching parents to help them become confident as advocates for their children with schools and other community institutions; promoting early literacy; and offering on-and off-site recreation that is inexpensive or free so that families feel comfortable going to those places after they move out of shelter.

Right now, a homeless family that is plagued by poverty, a mother's overwhelming stress about her lack of ability as a parent, likely substance abuse and mental illness can move out of shelter and become a family that is still plagued by poverty, a mother's overwhelming stress about her lack of ability as a parent, likely substance abuse and mental illness.

We can do better. First, we should include child welfare funding for preventive staff in family shelters. Then, we should use family stability as a metric for deciding when a family is ready to leave shelter. By concentrating resources of a few City agencies during the time that we have families in residence at shelters, we can assess and promote healthy development of individuals and the family as a whole. When stable, functioning families move out of shelter, they are well-situated to remain in housing.

As we strive to do more to serve these families in need in the upcoming year, the Coalition anticipates that the Council's funding will be all the more critical. The Council's funding allows the Coalition to reach populations that otherwise would not be served due to geographic, demographic and/or programmatic constraints of non-Council resources, including agency contracts for several of our members. Therefore, the ten members of the ATI/Reentry Coalition are seeking a \$1 million increase from the City Council's FY 2017 ATI Programs Initiative, which would be divided equally among the member organizations (\$100,000 increase per organization). The Coalition's total FY 2017 ATI Programs initiative request of \$5.357 million will assist the Coalition in responding quickly to the anticipated increased demand for their programs in the upcoming year while also providing critical ongoing support for ATI/Reentry services that touch every Council District.

Thank you for your time and attention.

Contact:
Eric Grossman

Georgia Lerner



Testimony: General Welfare Committee of the New York City Council
March 15, 2016

West Side Campaign Against Hunger would like to thank Council Member Stephen Levin, Chair of the General Welfare Committee, for the opportunity to submit testimony on the FY2017 preliminary New York City Budget, and specifically, the need to increase funding for the city's Emergency Food Assistance Program, more commonly referred to as EFAP. I would also like to thank Chairman Levin for his recent visit to WSCAH this past February, to learn more about the ways in which our organization and other emergency food providers, stand to benefit from **increased EFAP funding in FY2017.**

Founded in 1979, West Side Campaign Against Hunger (WSCAH) is an innovative, supermarket-style food pantry that combines access to healthy food with support services, job training and policy advocacy to help stabilize clients and put them on a path to self-sufficiency. **In the last year, we have provided 1.5 million pounds of healthy food for more than 1.1 million meals for 43, 042 families.** We also helped 787 families enroll in SNAP, 564 families enroll in health insurance, and 153 people obtain employment. In all, our counselors helped our clients secure \$7.5 million in public benefits.

West Side Campaign Against Hunger serves a diverse population of low-income New York City residents. Most of our clients live in Northern Manhattan and the South Bronx, though WSCAH is open to individuals and families across the city. Our clients include children, youth, adults and older adults. In FY2015, 27% were 17 years old or under, 49% ranged from 18 to 54 years old, and 24% were 55 and older. Seventy-three percent of our clients were Hispanic, and 21% were African American. Fifty-eight percent of our clients were female and 42%, male. While WSCAH's customers have diverse backgrounds, they have much in common: they all are struggling to make ends meet and need an emergency allotment of food. Our customers face significant barriers to self-sufficiency, which include housing, health insurance, unemployment, behavioral health issues, poor credit, criminal histories, lack of educational credentials, lack of marketable job skills, and limited work experience.

On April 1, 2016, able-bodied adults without dependents, or ABAWDS, who reside in Manhattan below 110th street on the west side and below 96th street on the east side, will no longer be eligible to receive SNAP benefits until 2019. As a result of this federal provision, New York City's food insecure population will grow exponentially, overnight. ABAWDS who

previously qualified for SNAP will be forced to rely solely on emergency food providers, such as WSCAH, to supplement their lack of access to a consistent and healthy meal. As the first responders to this impending hunger crisis, which is adversely compounded by the pre-existing gap of 241 million meals in New York City, emergency food providers face a diminished capacity to meet the increasing demands and needs of hungry New Yorkers.

As a result of federal ABAWDS provision, WSCAH is expecting an increase in customers after April 1, 2016. Unlike food insecure families who fight hunger with the likelihood that their child will receive a nutritious meal in school, ABAWDS and emergency food providers alike, will have to rely on EFAP to mitigate hunger not only in food deserts, but in communities like the upper west side, where pockets of poverty are under-recognized. As an emergency food provider, it is incumbent upon us to make the correlation between ABAWDS and EFAP salient, as there is no other system or alternative in place to meet the needs of City's growing population of food insecure individuals.

West Side Campaign Against Hunger and our anti-hunger allies strongly urge you to **increase EFAP funding in FY 2017**. EFAP is extremely important to WSCAH, other emergency food providers throughout the city, and the City's growing population of hungry people.

Once again, West Side Campaign Against Hunger would like to thank the City Council's General Welfare Committee for the opportunity to testify about the importance of increased funding for the Emergency Food Assistance Program in FY 2017.



**New York City Council FY2017 Preliminary Budget Hearing
Committee on General Welfare and Women's Caucus
March 15, 2016
Council Chambers - City Hall**

Thank you, Chairs Levin, Cumbo, and Rosenthal and the committee on General Welfare and the Women's caucus for inviting us to speak today. My name is Rena Resnick and I am the Director of Communications at Metropolitan Council on Jewish Poverty.

Met Council supports and champions seniors, families, and adults living in poverty and near-poverty. Met Council provides immediate assistance to New Yorkers in crisis and creates pathways to self sufficiency both directly and through our grassroots Jewish Community Council network in clients' neighborhoods—right where they live. In the fight against poverty, we serve immigrants, seniors living on fixed incomes, the un- and underemployed, and all others in need. As an organization founded on Jewish values, we serve everyone with dignity and empathy, regardless of race, ethnicity or religion.

Today, over 500,000 Jewish New Yorkers live in poverty or near-poverty. As everyone here knows, poverty is a federal determination and does not take into account the higher cost of living in New York City. The most pressing issue facing most of our clients is affordable housing: families often face eviction and are on the brink of homelessness. Others struggle simply to feed their families or keep their utilities on. Families facing illnesses often have to contend with enormous medical bills not covered by insurance.

City Council support is vital in enabling Met Council to assist vulnerable New Yorkers. In addition to individual member items for our Food, Social Services, and Metropair programs, Met Council is supported through the following City Council initiatives:

- **ACES, or Access to Crisis and Emergency Services (\$600,000)**, underwrites the cost of case workers who help clients under threat of eviction or utility shutoff, those who cannot pay medical bills and have other emergencies. In FY15, Met Council distributed \$1.2 million in privately raised financial assistance to 3,450 clients, held 1,259 client meetings in a language-other than English and provided 7,619 units of information and referral.

- **Handyman Services (\$600,000), as we call Project Metropair,** provides free handyman services and home repairs to low income seniors, them to continue living in their homes safely and independently. Last year, our handymen made 4,230 free repairs to seniors' homes, a 59% increase over last year, by installing railings or fire-approved window gates, eliminating tripping hazards, repairing stairs and doors, and adjusting peepholes and air conditioners. Increased funding would enable us to cut down the waiting list for seniors in half to two weeks.
- **Domestic Violence Empowerment Initiative (DoVE) (\$380,000)** enables Met Council's experienced and culturally sensitive staff to assist survivors of intimate partner and family abuse with a variety of services that create safety, support emotional recovery, and promote self-sufficiency. In FY 15, Met Council provided 534 clients with in-person counseling, assisting 1,568 family members, \$170,531 in private funds to help with basics such as emergency shelter, moving expenses, rent, and utilities.
- **Holocaust Survivor Initiative (\$180,000), which supports our Fourth Week Home Delivered Meals program,** which will purchase and deliver groceries for survivors who are SNAP recipients during the fourth week of each month. Our new Coordinator of Emergency Food Programs will ensure that clients receive supplemental groceries delivered to their homes each month, and will check with the clients to evaluate the need for additional services and provide case management.
- **ESP, or Extended Services Program (\$247,000),** together with our network of local Jewish Community Councils, we serve as the front line of defense for those in need, providing essential anti-poverty services in all five boroughs. Met Council's ESP allocation is subcontracted to eight local agencies, reflecting our commitment to strengthening our neighborhood JCC network. The ESP funds ensure that poor and near-poor seniors can walk into a local JCC and meet with a caseworker who conducts a thorough assessment with the client to create an effective intervention plan.
- **EFAP or Emergency Food Assistance Program.** Through the Food Bank of New York City, Met Council food pantries received \$169,387 in food to support our Kosher Food Network, the largest in the country. In FY15, we provided food items for 7 million meals to hungry New Yorkers. EFAP funding is essential to feeding 50,000 individuals each month.

Met Council could not continue providing critical social services to thousands of needy senior New Yorkers each year without the vital partnership of New York City Council. We deeply value your leadership and partnership and look forward to working together to help the needy throughout the New York area.



The Fortune Society
BUILDING PEOPLE, NOT PRISONS

FOR THE RECORD

FOR THE RECORD

**TESTIMONY OF
THE FORTUNE SOCIETY**

Committee on General Welfare

RE: New York City Council FY2017 Preliminary Budget

March 15, 2016

Presented by: Barry Campbell

The Fortune Society
29-76 Northern Blvd.
Long Island City, NY 11101
Phone: 212-691-7554

Good morning. My name is Barry Campbell. I am testifying today on behalf of The Fortune Society (Fortune), a member of the ATI/Reentry Coalition. I would like to thank the members of the Committee on General Welfare for this opportunity to testify on the FY2017 Preliminary Budget.

The Fortune Society's mission is to support successful reentry from prison and promote alternatives to incarceration, thus strengthening the fabric of our communities. For the past 49 years, Fortune has provided comprehensive wrap-around reentry services to people with criminal records as well as alternatives to incarceration. We do this through a holistic, one-stop model of service provision that currently features, among other services: education, employment services, housing, licensed substance abuse and mental health treatment, health services, family services, alternatives to incarceration (ATI), discharge planning, case management, benefits enrollment, systems navigation, food and nutrition, an extensive referral network, and lifetime aftercare.

Fortune applauds the City Council for prioritizing efforts to reform the City's criminal justice system in order to create a more equitable City for all. These efforts, together with the steady increase in the numbers of formerly incarcerated individuals returning home to NYC from state prison, will make the need for ATI/Reentry services and programs even greater in the upcoming Fiscal Year. Fortune is proud to be a member of a coalition of ten NYC based service non-profits seeking to meet this need: the NY ATI / Reentry Coalition.

The City Council has been a key partner throughout the Coalition's 20+ year history, providing critical funding that enables the Coalition to meet its mission to reduce crime, strengthen families, and bring hope and opportunity to New York City's most troubled communities by providing a full spectrum of services for individuals involved in the criminal justice system. In FY16, the City Council allocated \$4.357 million from the Alternatives to Incarceration Initiative allocation to the ten current members of the Coalition, including two organizations that we are pleased to announce have recently joined the Coalition, The Greenberger Center for Social and Criminal Justice Inc. and Urban Youth Alliance International, Inc. (aka BronxConnect). On behalf of our Coalition partner organizations, the Center for Alternative Sentencing and Employment Services (CASES), Center for Community Alternatives (CCA), Center for Employment Opportunities (CEO), EAC/TASC, the Greenburger Center for Social and Criminal Justice, Legal Action Center, the Osborne Association, Urban Youth Alliance International, Inc. (aka Bronx Connect), and Women's Prison Association (WPA), thank you for your support.

The Coalition feels strongly that our services for women, men and youth play a critical role in achieving the criminal justice reform objectives supported by this Committee and the Speaker. Therefore, the ten members of the **ATI/Reentry Coalition** are **seeking a \$1 million increase** from the City Council's FY 2017 ATI Programs Initiative, which would be divided equally among the member organizations (**\$100,000 increase per organization**). The Coalition's total FY 2017 ATI Programs initiative request of \$5.357 million will support programs that reach populations that otherwise would not be served due to geographic, demographic and/or programmatic constraints of non-Council resources, including agency contracts for several of our members. Increased Council funding will ensure that the Coalition is able to respond quickly to the anticipated increased demand for our programs FY 2017 while also providing critical ongoing support for ATI/Reentry services for individuals involved in each stage of the criminal justice continuum, from initial detention/court hearings to incarceration to reentry into the community.

In addition, The Fortune Society submitted a **NEW request to the City Council this year for \$200,000 to support our innovative “Just-in-Time” (JIT) housing model** – a specialized “fast track” from emergency-to-permanent housing for formerly incarcerated homeless individuals. The JIT housing model will be piloted as a “proof of concept” that, if successful, could be replicated and brought to scale to help some of the neediest and most vulnerable homeless individuals move quickly into existing permanent supportive housing that has been created to serve them. The model takes our 13 years of supportive housing experience to the next level by providing a necessary missing step in the continuum of supportive housing options available. In our outreach work, we consistently see homeless people whose needs are severe enough that they fit the profile of those eligible for permanent housing. However, the documentation and proof-of-eligibility barriers are so daunting that such individuals can languish for months in homeless status while waiting to be qualified and admitted, or simply fall through the cracks and cycle again through despair and incarceration and homelessness.

The new JIT housing model will be implemented at the Fortune Academy (“the Castle”), our internationally recognized reentry housing facility located in West Harlem at the corner of 140th Street and Riverside Drive. The Castle currently provides approximately 60 beds of emergency and transitional housing for formerly incarcerated men and women. We opened the building in 2002, and since then we have provided housing to over 1,200 people at the Castle – people who truly had NO OTHER place to go other than the City shelters, three quarter houses or sleeping under a bridge..

The Castle’s innovative housing model consists of a three-stage continuum which stabilizes residents in phases – moving them from emergency to transitional to permanent housing through regular, on-site case management and counseling, as well as referrals to both in-house and external services, as needed. This is what makes our model so unique and so effective for this population – **it is essential to provide formerly incarcerated homeless individuals the opportunity to take on more responsibilities and greater levels of independence gradually along a continuum of housing types**. While Fortune fully supports more permanent housing for homeless individuals and families, we believe it is equally important to invest in a continuum of supportive housing that allows people time in emergency and transitional housing to acquire the life skills, so that they can ultimately be successful living in the community on their own. During the time that they live at the Castle, our residents form a deep and meaningful bond with each other and our staff – many of whom have been formerly incarcerated themselves. Even after they move out into their own place in the community, alumni of the Castle are welcome back every Thursday night for our weekly Community Meeting, where they receive continuing support from peers working on similar reentry challenges. These challenges include obtaining and maintaining employment, staying sober and having the courage to talk to someone when they are at-risk of relapsing, dealing with family issues, achieving educational goals, staying healthy and continuing to move forward in a positive direction.

Fortune was one of only four grantees in NYC under the Deutsche Bank of America (DBAF) grant to address homelessness, receiving \$250,000 to launch our **JIT housing model** program at the Fortune Academy (“the Castle”), which will target individuals with serious behavioral health issues in immediate need of housing and help them transition into permanent supportive housing in the community. This DBAF funding will allow us to renovate what is currently our TV room on the first floor into a residential space that holds 6 additional beds and to begin recruitment and providing services. However, we urgently need this additional \$200,000 from the City Council to maximize the impact of this DBAF grant and ensure that the formerly incarcerated homeless individuals we will house receive the intensive services they need to be successful – including licensed mental health and substance abuse treatment that we provide on-site at Fortune. By transitioning homeless justice-involved individuals through intensive wrap-around services during their approximately 4-month stay

within our JIT housing model, we will create a cost-effective conduit to permanent supportive housing for a very high-need homeless population currently languishing on the streets and in shelters. Funding is needed to support the individuals in these 6 beds, which we anticipate will turn over 3 times per year, enabling us to **house an additional 18 high-needs justice-involved individuals annually**.

Fortune's model demonstrates that it is possible to offer supportive housing that costs no more than the City shelters in a much more decent and caring manner that helps formerly incarcerated homeless individuals take their next steps toward permanent housing. At a time when homelessness has reached crisis levels, there are some important lessons we've learned we want to share with the City Council:

- **There is a need for a continuum of supportive housing from emergency shelter through transitional housing to the goal of permanent housing that could be sustained over the long term.** Many individuals can be stabilized sufficiently to allow them to leave homelessness and enter other housing resources, including return to family, entrance into the private housing market, engagement in residential treatment where needed, and placement into permanent supportive housing for special needs. We visualize a system where there is no wrong door to entry for homeless individuals and where there are many doors at each stage of the process.
- **One size does not fit all.** There is a need for spectrum of supportive housing options. Parolees, for example, cannot be placed in a harm reduction setting where there is active drug use because one of the harms that must be reduced for this population is the risk of getting violated on parole. Individuals who are struggling for sobriety have their odds decreased if they are in places with active drug use. Fortune's model provides the opportunity for individuals to receive services uniquely tailored to their needs, which can be tapered off as they make progress and move towards independent living, or increased if they have a relapse or other set back.
- **Size matters.** Fortune has been very careful to ensure that its housing for high-need individuals is limited to a small enough number of individuals that they can receive individual attention and the individualized supports that they need to take the next steps out of homelessness. Large shelters carry huge barriers to successful intervention and are no more cost effective than smaller housing options that provide care and services on a more human scale.
- **Physical safety is an imperative.** Human change will not happen when people are in an unsafe environment. When we see people choosing to live in three-quarter houses or on the street because they did not feel safe in the shelters, that is a powerful statement about how much it is needed to guarantee physical safety in the shelter system. At Fortune, we hear horror stories from clients who have lived in the City shelters and have been fearful of violence to such an extent that they feel safer sleeping under a bridge than being in one of those shelters.
- **Location matters.** It is important that we not concentrate poverty or concentrate facilities for people who face homelessness often combined with behavioral health issues. To the maximum degree possible, housing for homeless individuals should be integrated into communities. When we opened Castle Gardens, a residence that combined shelter and transitional housing in a location of contained size and contribution to community safety through strong services and management that guaranteed safety, we have been able to win strong community support.

Furthermore, as most of you know, the problems of trauma and mental illness, substance abuse, and reentry from incarceration have reached crisis levels in New York City. **Since FY2011, the NYC Dept. of Correction (DOC) has experienced a steady increase in the percentage of individuals with a mental health diagnosis – currently comprising 42% of the population, with 11% having a serious mental health diagnosis.**¹ According to Martin Horn, former Commissioner of NYC DOC and a Fortune Board member, "We should stop using Rikers as a dumping ground for the mentally ill. The day a doctor diagnoses serious mental illness should be an individual's last day on [Rikers] Island;

people who belong in a treatment facility should go to one.”² The warehousing of people with mental health and substance abuse issues in prisons and jails is exacerbated by the fact that there is such limited availability of affordable and supportive housing in NYC.

Fortune’s unique **JIT housing model** offers not only shelter in a supportive, caring environment, but also licensed mental health and treatment services provided by highly qualified Fortune staff. As an active member of the NYC Task Force on Behavioral Health and the Criminal Justice System, the newly created NYC Supportive Housing Task Force, and the NYS Council on Community Re-entry and Reintegration, Fortune’s President/CEO, JoAnne Page, has been a crucial voice at the table shaping policies and programs that address the complex needs of individuals facing homelessness, mental health, substance abuse, and reentry from prison/jail. In each of these conversations, we are holding up Fortune’s holistic service model as an example of effectively facilitating a seamless transition for individuals with substance abuse and/or mental health issues and criminal justice history by providing the supportive environment and therapy they need, as they make progress towards achieving their other reentry goals.

Both Fortune’s NYS Office of Alcoholism and Substance Abuse Services (OASAS) Part 822-4 Outpatient Services license and our NYS Office of Mental Health (OMH) Article 31 Outpatient Program license were recently renewed. Our new OASAS license was recently renewed based on over two decades of superior service delivery. In May 2013, after a site visit, NYS OASAS Commissioner Gonzales-Sanchez stated, “What a wonderful testimony to your program that many individuals who were once participants have come back as staff members to make a difference in the lives of others. This kind of loyalty and inherent peer-to-peer interaction is invaluable and commendable.” Likewise, Fortune’s OMH license was renewed, pursuant to a rigorous audit, which found that the clinic adhered to exemplary standards in walk-in services and in providing immediate psychiatric care to patients. Fortune has emerged as a leader in mental health service provision for individuals with criminal justice history as well as in related policy and advocacy efforts.

I strongly urge you to support the ATI/Reentry Coalition and the Fortune Society’s request for increased funding in the FY2017 City Budget. An investment in the healing and recovery of those traumatized by poverty, homelessness, incarceration, addiction, and mental illness will not only help thousands of individuals suffering from these issues, but will also generate savings to the City from reduced hospitalizations, emergency room visits, relapses, and recidivism.

Thank you for this opportunity to testify today. We look forward to continuing to partner with the City Council to provide programs and services that touch every Council District and that have been proven to dramatically reduce crime, break the cycle of incarceration and strengthening neighborhoods.

Respectfully Submitted,

Barry Campbell

On behalf of

The Fortune Society, Inc.

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<http://www.fortunesociety.com>

¹ http://www1.nyc.gov/assets/operations/downloads/pdf/pmmr2016/2016_pmmr.pdf

² <http://m.nydailynews.com/opinion/errol-louis-time-cut-losses-shut-rikers-article-1.2530009>



The NY ATI/Reentry Coalition is Currently Comprised of the Following Ten NYC Based Nonprofit Service Organizations

Center for Alternative Sentencing and Employment Services (CASES)
Center for Community Alternatives (CCA)
Center for Employment Opportunities (CEO)
EAC/TASC
Fortune Society
Greenburger Center for Social and Criminal Justice*
Legal Action Center
Osborne Association
Urban Youth Alliance International, Inc. (aka Bronx Connect)*
Women's Prison Association (WPA)

** joined ATI/Reentry Coalition after July 1, 2015*

About the NY ATI/Reentry Coalition

Coalition Members work together and independently to advance a shared mission through advocacy, education and direct services for individuals from all 51 Council Districts.

The mission of the ATI/Reentry Coalition is to reduce crime, strengthen families, and bring hope and opportunity to New York City's most troubled communities by providing a full spectrum of services for individuals involved in the criminal justice system.

FY 2017 NYC Council Citywide Initiative Request: \$5.357 Million

A \$1 Million Increase for the Council's Alternatives to Incarceration (ATI) Programs Initiative to support the members of the NY ATI/Reentry Coalition.

The Coalition's Fiscal Year 2017 request of \$5.357 million represents a \$1 million increase to the funding allocated to the ten current members of the Coalition at FY16 budget adoption (\$4.357 million). The requested \$1 million increase would be divided equally among the Coalition members (\$100,000 per organization).

As a point of reference, the City Council's largest allocation for the Coalition totaled \$6.6 Million in FY 2008. However, like many other service providers the Coalition saw significant reductions in Council funding after FY 2008 due to the City's economic downturn.

For More Information, Please Contact:

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Impact of Requested FY 2017 ATI Programs Initiative Funding

Increased City Council funding would enable the NY ATI/Reentry Coalition to:

Enhance efforts to reach populations that are NOT currently served by programs funded by City agency contracts;

Expand the availability of critical ATI/Reentry services/programs NOT supported by City agency contracts;

Be responsive to the City's evolving criminal justice landscape, meeting the increasing demand for ATI/Reentry services for existing and emerging populations in need of the Coalitions diverse range of services; and

Build on the Coalition's track record of offering effective services that reduce crime and break the cycle of incarceration while saving tax dollars and strengthening communities.

City Council Supported NY ATI/Reentry Coalition Services

Thanks to the City Council, the Coalition provides services Citywide including:

Youth Services provide positive youth development services that are strengths-based and promote goal setting and leadership development through an emphasis on youth empowerment, positive relationships with adults, and skill-building in the transition from youth to independent adulthood.

Employment Services provide pre-employment job readiness training, paid transitional work, job placement services, post-placement support, career planning, and industry-specific training that promotes wage growth and career advancement.

Substance Abuse Services provide clinical screening and assessment, treatment, and referrals to treatment at community-based providers for persons with substance abuse and dependence.

Education Services provide literacy classes, high school equivalency prep classes, tutoring, health and HIV/AIDS prevention education, and college and career planning.

Family Services provide a broad range of family services, including case management, family reunification/preservation, tele-visiting for children of incarcerated parents, and crisis intervention services.

Women's Services provide gender-specific services including jail- and prison-based education, pre-release services, family reunification assistance, family support services, reentry case management, and other targeted assistance and support.

Housing Services provide emergency, temporary, and long-term housing. Coalition members develop relationships with landlords and management companies to identify safe, affordable apartments for clients and provide independent living skills training.

Mental Health Services provide court-based mental health screenings conducted by clinical staff, assessment, mental health treatment, service planning, service referrals, and escorts to community mental health treatment centers.

Legal Services provide legal advocacy to help individuals overcome barriers by working with the courts, parole, and probation to correct criminal record errors, fight employment discrimination, and offer representation at housing eviction proceedings.



Testimony of Lisa Levy, Director of Policy, Advocacy & Organizing
Hunger Free New York City
Preliminary Budget Hearing-
Before The New York City Council General Welfare Committee

March 15, 2016

My name is Lisa Levy, and I am the Director of Policy, Advocacy & Organizing, at Hunger Free NYC, (formerly known as the New York City Coalition Against Hunger). I am testifying on behalf of the city's more than 1,100 soup kitchens and food pantries – and the approximately 1.4 million New Yorkers who live in households that can't afford enough food. I want to first thank Chairman Levin for his work on behalf of people in need as well as to the Committee for inviting me to testify here today.

Hunger in New York City

Food insecurity and hunger remain high throughout New York City. One in six city residents, including approximately one in five children and one in eight seniors, live in homes with families who couldn't afford enough food in the 2012-2014 time period.

In addition, more than 1.7 million New Yorkers, or one in five, lived below the federal poverty line (\$19,790 for a family of three) in 2014, compared to 1.6 million in 2010 – an increase of 100,000 New Yorkers. It is important to note that the official federal poverty measure does not take into account most living costs, so in high-cost cities like New York, it underestimates the number of people living in impoverished conditions.

Add to this, the reality is that nearly half of all working-age New York State and New York City residents who can't afford enough food live in households where at least one person is employed. In 2012-2014, in New York City alone, more than 450,000 residents lived in food insecure households that included at

least one working person. In New York City alone, forty-eight percent of all adults between 15 and 65 who were food insecure were employed.

Over One in Five New York City Children – Nearly Half a Million – Are Food Insecure

In 2012-2014, an estimated 403,780 children in New York City lived in food insecure households that did not have an adequate food supply throughout the year. This number represents 22 percent, or over one in five of the city's youth population. It also represents a nine percent increase from 2006 - 2008, when 369,415 of New York City children lived in food insecure homes.

Brooklyn had the highest number of children in food insecure households, but the Bronx had the highest percentage.

Borough*	Number of Food Insecure Children (2011-2013)
Bronx	120,251
Brooklyn	196,033
Manhattan	57,263
Queens	55,368

Borough*	Percent of Children in Food Insecure Homes (2011-2013)
Bronx	37.17%
Brooklyn	25.54%
Manhattan	24.02%
Queens	11.98%

*In general, due to sampling issues, the data for percent of people is more accurate than the data for the total number of people food insecure. Note that, given smaller sub-samples for these boroughs and sub-populations, margins of error are higher. Citywide numbers and percentages for child food insecurity include Staten Island, but there is not enough federal food insecurity data for that borough to adequately calculate a borough- specific child food insecurity rate for Staten Island. In 2013, according to the U.S. Census Bureau American Community Survey, 18.7 percent of Staten Island children lived in poverty; the food insecurity rate is likely similar.

Over One in Eight New York Seniors (Over The Age of 60) Are Food Insecure

In 2012-2014, there were an estimated 164,695 food insecure seniors over the age of 60. This number represents 13.98 percent, or about one in eight of the city's senior population. It also represents a 25 percent increase from 2006-2008, when 132,133 New York City seniors lived in food insecure homes.

Brooklyn had both the highest number and the greatest percentage of food insecure seniors.

Borough*	Number of Food Insecure Seniors (2012- 2014)
Bronx	32,854
Brooklyn	64,946
Manhattan	29,641
Queens	25,387

Borough*	Percent of Food Insecure Seniors (2012-2014)
Bronx	20.45%
Brooklyn	22.67%
Manhattan	11.54%
Queens	8.47%

*In general, due to sampling issues, the data for percentage of people is more accurate than the data for the total number of people food who are food insecure. Note that, given smaller sub-samples for these boroughs and sub-populations, margins of error are higher. Citywide numbers and percentages for food insecurity include Staten Island, but there is not enough federal food insecurity data for that borough to adequately calculate food security rates. According to U.S. Census data, Staten Island had a senior poverty rate of 9.1 percent for the years of 2011-2013; the food insecurity rate is likely similar.

Adding Insult to Injury- Cuts to the Safety Net

Making matters even worse, federal nutrition assistance programs are suffering from the worst attacks in decades.

The city's food pantries and soup kitchens faced particularly severe cuts in funding through the federal FEMA Emergency Food and Shelter Program (EFSP), which suffered through both long-term, multi-year budget cuts as well as through more recent budget cuts as a result of sequestration.

The sequestration also slashed funding for the nutrition assistance that pregnant women and infants get from the WIC program and that seniors receive through meals-on-wheels.

In 2010, a Democrat-controlled Congress passed, and President Obama signed into law, the so-called Healthy, Hunger-Free Kids Act (HFKA) which slightly improved school meals, but cut \$5 billion from SNAP, by rolling back cost-of-living increases in the SNAP program that were included in the 2009 recovery bill, thereby reducing benefits for every single person that depends on the program.

In 2013, and 2014, the SNAP (formerly known as Food Stamps) program was deeply cut by nearly \$14 billion, forcing the 47 million Americans – and 1.8 million New Yorkers – who depend on SNAP to rely more heavily on charity and emergency feeding programs to feed their families. The average family of

three lost \$29 per month, more than 20 meals monthly. The city's economy is losing more than \$200 million in federal aid each year. On top of all that, in 2014, Congress passed a Farm Bill further slashing SNAP by another \$8.6 billion.

Even before the most recent SNAP cuts kicked in, our annual hunger survey provided hard data to prove what we see every day – still soaring hunger. 92.7 percent of New York City's food pantries and soup kitchens reported that they were being impacted by the SNAP cuts. 43.8 percent of agencies reported that the SNAP cuts significantly increased the number of clients and/or significantly increased the food needs of existing clients, and 48.9 percent reported that the SNAP cuts have somewhat increased the number of clients and/or significantly increased the food needs of existing clients. Overall, 82 percent of agencies reported an increased demand in people needing food, with 43 percent reporting that demand has greatly increased.

Taken together, the HFKA and Farm Bill cuts reduced SNAP by nearly \$14 billion dollars, with many reductions going into effect as of November 1, 2013.

Low-income New Yorkers faced several of the toughest winters the past several years, and it's just not because of the weather. Far too many New Yorkers have to make the difficult decision between buying groceries or covering basic living expenses.

The data proved that the number of poor and hungry New Yorkers has not decreased since the start of the recession. One in six city residents – and nearly one in five children – still struggles against hunger. But there are actions that New York City can do to help those in need.

New York Governor Andrew Cuomo was able to take administrative action to prevent the heat and eat cuts from being implemented in New York, thereby saving \$457 million in SNAP benefits for the each of the past two years that would otherwise have been cut. He indicated that funding would be provided to prevent those cuts from harming New Yorkers in fiscal year 2016. The actions prevented cuts averaging \$127 per month for 300,000 affected households statewide.

However, states were powerless to prevent the HFKA cuts from being implemented, and all 3.1 million SNAP recipients in the state suffered a cut. In New York City, the average household SNAP benefit was cut by \$19 per month, equaling a \$228 reduction in groceries per year.

The amount of SNAP benefits per meal in New York City was reduced from the paltry level of \$1.70 per meal in August, 2013, to an even smaller \$1.60 per meal in August, 2014. Partially because the benefits were less adequate, few New Yorkers applied or re-applied for SNAP; the rolls declined by 125,487 people in the city during that year. As a result of both the reduction in average benefits amount and the drop in the overall caseload, low-income New York City residents received an estimated \$426 million less in federal SNAP funding in 2014 than in 2013.

Soon after his inauguration in 2014, Mayor de Blasio accepted a waiver to allow Able-Bodied Adults Without Dependents (ABAWDs) who were unemployed nondisabled adults without dependents to receive SNAP benefits beyond a time limit of three months, which is longer than ordinarily takes for many people to find jobs. This waiver program existed because of high unemployment in many parts of the country. Beginning in January, 2016, because of an estimated improvement to the economy, the waiver provision ended. While HRA, under the direction of Commissioner Steven Banks, developed a plan to protect most of New York City's SNAP recipients by extending the time limit within specific counties and parts of counties, on April 1, about 53,000 New Yorkers could still lose this protection and access to precious food because of Congressional inaction.

Changes and Solutions

We must ensure an adequate nutrition assistance safety net and boost upward mobility through expanded access to SNAP, school breakfast, school lunch, WIC, and summer meals benefits that make robust benefits available, free of stigma and hassle, for those in need.

The Human Resources Administration is now treating low-income New Yorkers, and the advocates who represent them, as trusted partners, not as feared adversaries, for which we commend them.

Unfortunately, while there were 1.68 million recipients of SNAP in New York City in January, 2016, according to HRA, there were approximately 500,000 eligible New Yorkers not receiving SNAP. Again, we commend HRA, and specifically Commissioner Steven Banks and his staff for introducing a variety of programs to increase outreach and retention of benefits. Requesting waivers from the State to eliminate application and recertification barriers, streamlining methods of communication for claimants for phone interviews, and eliminating redundancies on both application and retention sides not only assists claimants but saves the city and state time and money.

In addition to some of the policies which have already been implemented, in order to further improve service and increase the number of eligible New Yorkers receiving benefits, we respectfully request that HRA hire more staff to handle higher caseloads as well as to decrease wait times, institute further customer training for staff, seek funding for renovations of HRA job and SNAP centers, and institute flexible hours for HRA offices including early mornings and late evenings for working people.

When funds from SNAP are decreased, people of low income often turn to emergency food providers to fill in the gap. Hunger Free NYC estimates that all the food pantries, soup kitchens, food banks, and food rescue groups in the U.S provide, at most, \$5 billion worth of food each year. It doesn't take a math genius to know that \$5 billion from charity is less than the \$8.6 billion lost in SNAP cuts. Unfortunately, this is a gap that just is not being filled, and so it's the people in need who are doing without. Jointly with City Harvest and Food Bank for NYC we respectfully request that the City fund the Emergency Food Assistance Program (EFAP) at \$14.4 million. This program has chronically been underfunded, and yet need has not decreased. By providing the funds to this program, thousands of families in need would be able to rely on emergency food when their own resources run out.

Hunger Free NYC recognizes that change does not happen overnight, especially with city bureaucracies the size of the Department of Education, and HRA, but with the number of people who need assistance, we are keenly aware that with each day that passes, people in need are waiting for benefits that could make the difference between feeding their family or going hungry.

Conclusion

Over the last two years New York City has made progress in the fight against hunger because we have made a concerted effort to do so. Hunger Free NYC acknowledges that effort, as it is society's duty to care for its most vulnerable. Through continued effort New York City can continue to be more effective at assisting those in need.



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Testimony prepared by

Rachel Sabella

for the

Committee on General Welfare

on

Fiscal Year 2017 Preliminary Budget

March 15, 2016

on behalf of

Food Bank For New York City

INTRODUCTION

Good afternoon Chairman Levin and members of the City Council's General Welfare Committee. My name is Rachel Sabella and I am the Director of Government Relations at Food Bank For New York City. Food Bank appreciates the opportunity to present testimony today to the City Council about the Preliminary Budget for the New York City Human Resources Administration (HRA) for Fiscal Year 2017.

First, Food Bank For New York City thanks the City Council for your continued commitment to addressing the issue of hunger and ensuring that all New Yorkers have access to affordable, nutritious food. The City Council has long played a leadership role in this arena, and we are pleased to see continued strong leadership on anti-hunger initiatives this past year. The Council's instrumental role in expanding the in-classroom School Breakfast Program, implementing universal free school meals in stand-alone middle schools, increasing enrollment of eligible households in the Supplemental Nutrition Assistance Program (SNAP), as well as increasing funding for emergency food are especially appreciated.

For more than 30 years, Food Bank For New York City has been the city's major hunger-relief organization, working to end food poverty throughout the five boroughs. Nearly one in five New York City residents relies on our programs and services. Through our network of more than 1,000 charities and schools citywide, Food Bank's food distribution program provides approximately 64 million free meals for New Yorkers in need. Food Bank For New York City's income support services, including SNAP enrollment and free tax assistance for the working poor, put more than \$150 million each year into the pockets of New Yorkers, helping them to afford food and achieve greater dignity and independence. In addition, Food Bank's nutrition education programs and services empower more than 42,000 children, teens and adults to sustain a healthy diet on a low budget. Working toward long-term solutions to food poverty, Food Bank develops policy and conducts research to inform community and government efforts.

My testimony today will focus on hunger in New York City and the importance of increased funding in the FY 2017 New York City budget to work towards ending hunger.

NEW YORK CITY'S MEAL GAP: 241 MILLION

SNAP is our nation's first line of defense against hunger. A federal entitlement program, SNAP now provides food assistance to 45.5 million Americans.¹ SNAP is effective and efficient, and it is countercyclical, meaning has the flexibility to grow to meet rising economic need.

Nearly 1.7 million New York City residents (almost one in five) currently rely on SNAP to keep food on the table,² with a monthly household benefit that has been averaging approximately \$260 since November of 2013's SNAP cut – a reduction of approximately \$18 per month, or \$200 per year.³

Since the cuts, Food Bank For New York City analysis finds that New York City residents have lost more than 116 million meals, or 5.3 million meals per month, as a result.⁴

Despite SNAP and other nutrition assistance programs (like school meals, and the Special Supplemental Program for Women, Infants and Children, or WIC), **nearly 1.4 million New Yorkers rely on emergency food⁵ – evidence that a meal gap remains.** The meal gap, New York City's official food insecurity metric, is the most sophisticated food insecurity metric available, representing the translation into meals of the financial resources needed by food-insecure households to secure an adequate diet year-round.⁶

New York City's meal gap (as of 2013, the most recent year for which data is available) is 241 million meals.⁷ In terms of a borough breakdown, the meal gap for:

¹ United States Department of Agriculture (USDA). November 2015.

² Food Bank For New York City analysis of SNAP participation and benefit data reported by the New York State Office of Temporary and Disability Assistance (OTDA) and the New York City Human Resources Administration (HRA) as of November 2015.

³ *Hunger Cliff NY: Bridging a City's Monthly 5.3 Million Meal Loss*. Food Bank for New York City. November 2015.

⁴ *Ibid.*

⁵ *Hunger's New Normal: Redefining Emergency in Post-Recession New York City*. Food Bank For New York City. October 2013.

⁶ When the City Council legislated that the Administration report food insecurity annually as part of its food metrics report, the Meal Gap was adopted by the City of New York as its official food insecurity metric

⁷ Gundersen, C., E. Engelhard, A. Satoh, & E. Waxman. *Map the Meal Gap 2015: Food Insecurity and Child Food*

- the Bronx is 46.5 million;
- Brooklyn is 89 million;
- Manhattan is 43.6 million;
- Queens is 53.1 million; and
- Staten Island is 8.8 million.

As an attachment to my testimony, you will find a visual representation of the Meal Gap by City Council district. I look forward to meeting with individual Council Members to discuss the meal gap in your district and ways we can work together to ultimately eliminate it.

Emergency food, our last line of defense against hunger, is not sufficient to meet this need. When cash, benefits and the generosity of family and friends have been exhausted, the emergency food network is the resource of last resort for those struggling to keep food on the table. Yet even before SNAP benefits were cut, this network, which relies heavily on unpaid volunteers to do its work, was having a hard time meeting heightened levels of need that persisted past the end of the recession.⁸

FACTS ABOUT EMERGENCY FOOD

As referenced earlier, in November of 2013, sweeping cuts were made to the federal SNAP program. Two years after the cuts, nine out of ten (90 percent) food pantries and soup kitchens continue to see increased visitor traffic, and food shortages continue to be widespread.⁹ In September 2015:

- **Approximately half (49 percent) of food pantries and soup kitchens reported running out of food**, or particular types of food needed for complete pantry bags or meals;
- **More than one third (36 percent) of food pantries and soup kitchens reported having to turn people away** due to food shortages; and
- **Almost half (45 percent) of food pantries reported reducing the number of meals provided in their pantry bags.**¹⁰

Now we are on the precipice of a second Hunger Cliff, when a three-month time limit goes into effect for unemployed Able-Bodied Adults without Dependents (ABAWDs) who receive SNAP. Those who have been unemployed since the start of the year and live in certain parts of the state – including Manhattan south of Harlem – will lose their benefits completely come April, and a food pantry or soup kitchen might be their only place to turn for food. Food Bank research shows most food pantries in New York City operate on less than \$25,000 per year, and have no paid staff; many do not have access to a computer on-site to assist with inventory management, scheduling of volunteers or facilitating benefits enrollment.¹¹

These statistics speak to a profound insufficiency of food in the emergency food supply, and the

Insecurity at the County Level. Feeding America, 2015.

⁸ By economists' definitions, the recession, which began in December 2007, ended in June 2009.

⁹ *Hunger Cliff NY: Bridging a City's Monthly 5.3 Million Meal Loss.* Food Bank for New York City. November 2015.

¹⁰ *Ibid.*

¹¹ *Abundant in Heart, Short on Resources: Need and Opportunity at NYC Food Pantries.* Food Bank For New York City. February 2016.

acute operational stress under which food pantries and soup kitchens have been functioning since SNAP benefits were cut. The November 2013 SNAP cuts continue to represent the biggest systemic factor reducing the food purchasing power of low-income people;¹² the imposition of time limits for SNAP recipients who meet the ABAWD criteria, while more limited in scale, can be expected to deepen need much more severely for those affected.

It is critical to know who relies on emergency food programs –

- An estimated 1.4 million New York City **residents** rely on emergency food programs, including soup kitchens and food pantries, each year.
- Approximately 339,000 New York City **children** or approximately one out of every five, rely on soup kitchens and food pantries.
- Approximately 604,770 New York City adult **women**, or approximately one out of every six, rely on soup kitchens and food pantries.
- Approximately 204,000 New York City **seniors**, or approximately one out of every five, rely on soup kitchens and food pantries.
- Approximately 70,000 New York City **veterans**, or approximately three out of every ten, rely on soup kitchens and food pantries¹³

BUDGET PRIORITIES TO ENSURE NO NEW YORKER GOES HUNGRY

No New Yorker should go hungry: access to adequate, nutritious food is a fundamental human right. If New York City is serious about lifting the floor for all New Yorkers, let us at least set the threshold there. Thankfully, the policies and programs to realize this core principle are already in existence, and with the collective commitment of leaders across sectors, we can make this happen. While cuts to SNAP have intensified the challenge, policy and budget options well within the authority and discretion of City government can considerably improve the lives of New Yorkers who struggle to afford food.

New York City's anti-hunger resources – primarily those that bolster SNAP enrollment and fortify our emergency food system – are more vital than ever. Food Bank For New York City offers these recommendations on behalf of the emergency food network in a spirit of partnership. It is our hope this spirit will be met by constructive engagement by the City Council and the Administration. We are strongest and most effective when we take on hunger together.

Closing our City's 241 million meal gap will require a thoughtful and aggressive strategy that uses every resource available. With millions of meals already lost, New York City's anti-hunger resources – primarily those that bolster SNAP enrollment and fortify our emergency food system – will be more vital than ever.

EMERGENCY FOOD

New York City's Emergency Food Assistance Program (EFAP) is a major source of food for our city's emergency food network. EFAP plays an especially important role because it provides a steady year-round supply of nutritious food for the approximately 500 food pantries and soup

¹² For example, local unemployment, a highly influential factor in seeking food assistance, has been in steady decline in New York city since then.

¹³ *Hunger's New Normal: Redefining Emergency in Post-Recession New York City*. Food Bank For New York City. October 2013.

kitchens that participate. EFAP provides food from all five food groups, and all EFAP food meets the City's rigorous nutrition standards. In addition, EFAP is an important source of kosher food.

We are extremely disappointed that despite recent evidence of pervasive food shortages at food pantries and soup kitchens – and a meal gap of 241 million missing meals –, the FY2017 Preliminary Budget *reduces* funding for EFAP to FY2015 levels. There has been no abatement of need to justify this cut, and the imminent loss of SNAP benefits for many single, unemployed Manhattan residents south of Harlem only augurs increased reliance on emergency food in our city.

As the Preliminary Budget currently reflects, food funding for the City's Emergency Food Assistance Program (EFAP) will be reduced from \$10M in FY 2016 to \$8.2M in FY 2017. Anti-hunger advocates across the city continue to advocate for increased baselined funding – to \$14.4M - as it is necessary to account for the rising poverty and food costs our City has experienced since the Great Recession.

Up until two years ago, the City Council supplemented EFAP with an initiative that has now been baselined. While baselined funds can create more stability and predictability in funding, baselining has put an end to a major improvement to the program – giving participating emergency food providers (EFPs) the ability to choose and order the food they need through Food Bank's wholesale purchasing program. This allowed EFPs to choose based on the preferences of community members and the availability of food from other sources, such as the federal Emergency Food Assistance Program (TEFAP), donations and other supply streams – all while maintaining the City's abiding commitment to providing food of high nutritional quality. Under EFAP's current program model, food is ordered by HRA (through the City's Department of Citywide Administrative Services) to cover a six-month period for EFAP providers. While HRA has worked hard within this structure to make the program as flexible and responsive to EFPs' needs as possible – including, for the first time this year, procurement of frozen food – the food provided by EFAP is typically a pre-set complement of items and cannot readily respond to fluctuations in the availability of specific types of food in communities in real time.

We are pleased that our partners at HRA have heard this feedback and are exploring avenues to take the lessons learned from the previous City Council initiative and make lasting improvements in the program through choice. We also commend HRA for recognizing the value of human capital in the emergency food system by making changes to its Administrative Grants program to include staff expenses as eligible for reimbursement. We look forward to continue working with HRA to ensure the program is best serving the needs of New Yorkers and the emergency food providers who serve them.

- We ask that the FY17 Executive Budget increase EFAP baseline food funding increase to \$14.4 million. The current proposed reduction in funding is unjustified and will cause further hardship for New Yorkers in need, especially at a time when some will be losing food assistance from SNAP.
- We ask that HRA change the structure of the EFAP program to give emergency food providers choice over the food they offer for distribution. Choice will allow them to better serve clients' needs.

SNAP

While SNAP cuts have reduced the benefit amounts of those already participating, it remains of utmost importance to ensure that eligible New Yorkers who are not enrolled in the program avail themselves of the benefit – particularly emergency food participants. Even at the currently reduced benefit amounts, SNAP benefits provide our city about as many meals in *ten weeks* as the entire emergency food system distributes in a year.

SNAP is our first line of defense against hunger, and we are heartened by the energy and resources that HRA has put into improving access to SNAP for all eligible New Yorkers. We have enthusiastically partnered in promoting HRA's #SNAPHelps campaign to spread the word about the availability of SNAP, and are encouraged by HRA's work, in partnership with the New York State Office of Temporary & Disability Assistance, to apply for federal waivers and options that increase benefit amounts and reduce the burden on applicants and HRA staff.

We applaud HRA for working with the state and the US Department of Agriculture specifically to request the broadest possible waiver on the Able-Bodied Adults Without Dependents (ABAWDs) provision. Unfortunately, despite New York State and HRA's best efforts, the waiver does not apply to all of New York City. The waiver applies to the Bronx, Brooklyn, Queens, Staten Island and Manhattan Community Districts 9, 10, 11 and 12. Manhattan residents who do not live in those community districts and meet the ABAWD criteria will lose their SNAP benefits as of April 1st.

- We encourage HRA to continue outreach efforts and assistance to those individuals falling into the ABAWD category.
- We encourage HRA to take advantage of all available federal waivers and options that increase benefit amounts and reduce the burden on applicants and HRA staff. We look forward to working with HRA on continuing to improve SNAP access for seniors, students, working parents and others. We encourage them to simplify and fully implement online SNAP application and recertification processes.
- We encourage HRA to ensure SNAP outreach materials are incorporated into outreach for other programs and services targeted to likely eligible populations – like emergency food programs and Volunteer Income Tax Assistance (VITA) sites.

COUNCIL INITIATIVES

In the FY2016 New York City budget, the Council included funding for key initiatives and programs that are designed to help New Yorkers struggling to make ends meet. We urge you to continue to prioritize funding for the following initiatives during the FY2017 budget negotiations:

- **Earned Income Tax Credit (EITC) Assistance Program.** Since 2010, the New York City Council has partnered with Food Bank For New York City on our Tax Assistance Program, which provides free income tax assistance services for low-income working individuals and families, ensuring they receive the full refunds and credits to which they are entitled. In addition, we are also able to connect tax filers with SNAP benefits and financial coaching.
- **Food Pantries and Technical Assistance (HRA).** This critical, existing Council initiative supports funding to food pantries city-wide through direct purchase of food and for capacity expansion efforts at EFAP pantries through the Tiered Engagement Network (TEN), an approach developed by Food Bank that utilizes neighborhood-level partnerships among the network of emergency food programs to increase access to

food, public benefits and other vital social services and information to reduce hunger and poverty. This initiative also provides funding for Food Bank For New York City to provide and train community organizations to conduct SNAP outreach, eligibility pre-screenings, SNAP application assistance (including document readiness, to reduce errors) and submit high quality SNAP applications. We are also able to provide monthly trainings on SNAP rules, regulations, and practices to agency partners.

CONCLUSIONS

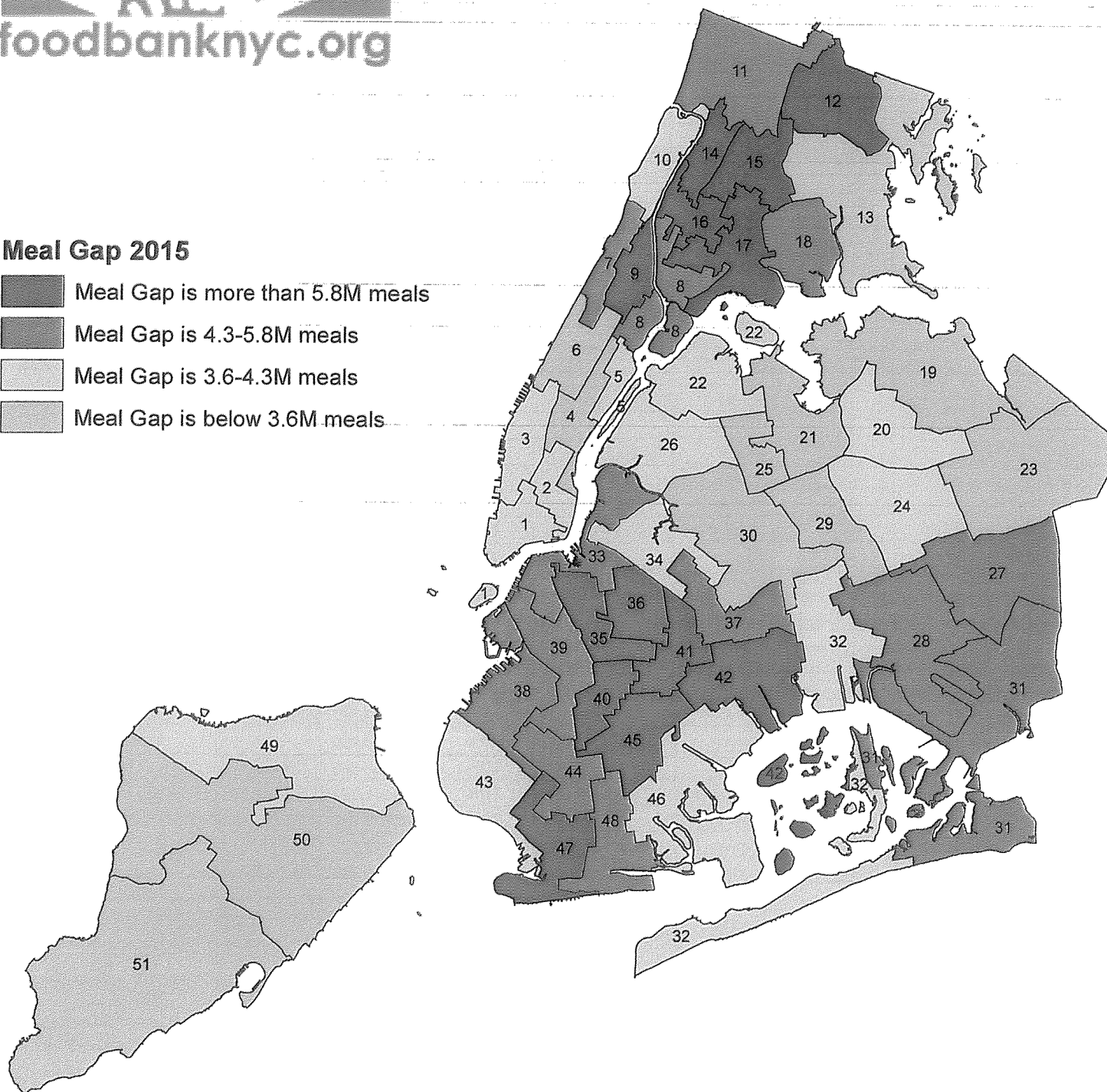
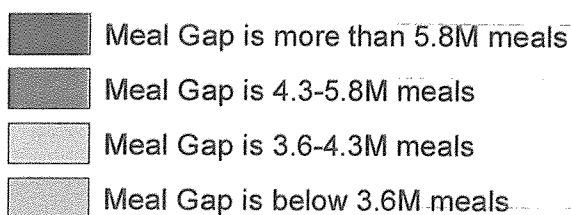
New Yorkers turn to emergency food programs when they have no other options. The compassionate faces of the people serving meals at food pantries and soup kitchens are the same faces who must bear their neighbors' disappointment, desperation and fear when food has run out but their need has not. A reduction in funding to EFAP may force food pantries and soup kitchens to do just that because they will no longer have the nutritious food that they and their families need to survive. New York City can and must do better. I urge the Administration to reverse course and increase funding to EFAP in the FY2017 Executive Budget to \$14.4M.

In the wake of the worst economic downturn in generations and an unprecedented cut to our country's deepest investment in preventing hunger, local leadership has never been more important. This is our City's moment to come together as a united front to show its commitment to the principle that no New Yorker should lack access to an affordable, nutritious diet. Let us set a goal of closing New York City's widening meal gap and becoming the first city in the country to end food poverty. Food Bank looks forward to working with together with the City Council and the Administration to develop the plan and ensure no New Yorker goes to bed hungry. Together we can do this.

Thank you again for the opportunity to testify today.

Meal Gap by City Council District

Meal Gap 2015



The Meal Gap, New York City's official measure of food insecurity, represents the meals missing from the homes of families and individuals struggling with food insecurity - that is, when household food budgets fall too short to secure adequate, nutritious food year-round.

*Food Bank For New York City analysis based on Gundersen, C., A. Satoh, A. Dewey, M. Kato & E. Engelhard.
Map the Meal Gap 2015: Food Insecurity and Child Food Insecurity Estimates at the County Level.
Feeding America, 2015.*

Council District	Borough	Member	Food Insecurity Rate	2015 Meal Gap	Rank
1	Manhattan	Chin	16%	4,133,706	32
2	Manhattan	Mendez	14%	3,736,234	37
3	Manhattan	Johnson	15%	3,842,227	36
4	Manhattan	Garodnick	11%	3,020,785	46
5	Manhattan	Kallos	15%	3,868,725	35
6	Manhattan	Rosenthal	12%	3,073,781	45
7	Manhattan	Levine	19%	4,981,645	19
8	Manhattan/Bronx	Mark-Viverito	22%	5,776,589	14
9	Manhattan	Dickens	26%	6,969,004	5
10	Manhattan	Rodriguez	16%	4,160,204	29
11	Bronx	Cohen	18%	5,024,465	18
12	Bronx	King	23%	6,480,418	10
13	Bronx	Vacca	12%	3,283,031	43
14	Bronx	Cabrera	23%	6,566,062	9
15	Bronx	Torres	22%	6,252,033	11
16	Bronx	Gibson	24%	6,794,447	7
17	Bronx	Salamanca	23%	6,623,158	8
18	Bronx	Palma	19%	5,452,686	17
19	Queens	Vallone	10%	2,757,417	48
20	Queens	Koo	16%	4,136,125	31
21	Queens	Ferreras- Copeland	10%	2,757,417	48
22	Queens	Constantinides	16%	4,162,639	28
23	Queens	Grodenschik	10%	2,598,335	50
24	Queens	Lancman	15%	4,083,098	33
25	Queens	Dromm	12%	3,287,689	41
26	Queens	Van Bramer	14%	3,685,394	39
27	Queens	Miller	22%	5,700,429	15
28	Queens	Wills	17%	4,586,857	22
29	Queens	Koslowitz	12%	3,287,689	41
30	Queens	Crowley	12%	3,155,121	44
31	Queens	Richards	21%	5,567,861	16
32	Queens	Ulrich	13%	3,367,230	40
33	Brooklyn	Levine	18%	4,768,465	20
34	Brooklyn/Queens	Reynoso	16%	4,155,757	30
35	Brooklyn	Cumbo	26%	6,872,982	6
36	Brooklyn	Cornegy	30%	7,911,922	1
37	Brooklyn	Espinal	17%	4,448,791	24
38	Brooklyn	Menchaca	17%	4,475,430	23
39	Brooklyn	Lander	16%	4,368,873	26
40	Brooklyn	Eugene	28%	7,405,772	3
41	Brooklyn	Mealy	29%	7,672,166	2
42	Brooklyn	Barron	28%	7,352,493	4
43	Brooklyn	Gentile	15%	4,049,199	34
44	Brooklyn	Greenfield	18%	4,741,825	21
45	Brooklyn	Williams	22%	5,807,404	13
46	Brooklyn	Maisel	16%	4,262,315	27
47	Brooklyn	Treyger	23%	6,153,717	12
48	Brooklyn	Deutsch	17%	4,448,791	24
49	Staten Island	Rose	13%	3,714,996	38
50	Staten Island	Matteo	10%	2,898,823	47
51	Staten Island	Borelli	8%	2,167,081	51

**Joint Oversight Hearing on New York City Council
Fiscal Year 2017 Preliminary Budget,
Mayor's FY'16 Preliminary Management Report
Committee on General Welfare and the Committee on Women's Issues
March 15, 2016**

**Testimony of
Robert Ramos
President of Day Care Employees Local 205, DC 1707, AFSCME**

Good afternoon. I am honored to speak to this important hearing and I thank the City Council for this opportunity. My name is Robert Ramos and I am the rank and file President of Day Care Employees Local 205.

I am a working Group Teacher with a Masters in Early Childhood Education. I have taught at the Bruekelen Early Childhood Development Center in Canarsie for fourteen years.

I know that my coworkers and I have made a difference in the lives of the children we serve. Our work is important and my members must be respected by receiving adequate wages and benefits.

I was influenced by my mother who for many years was a Teacher's Aide in the John F. Kennedy Day Care Center. Her concern and love for the children she taught moved me to become a Group Teacher.

If I can use my own story to depict the plight of our members, I have three sons - four, seven and nine years of age - who since the introduction of Early Learn did not have health care. As a result, my wife and I had to pay out-of-pocket for health expenses.

We have to be cautious regarding how we buy groceries and clothing for them. And I am currently in housing court trying to keep a roof over my family.

Some of my members have dreadful stories to tell and our lives should not be this difficult. Teachers who have the same credentials are making thousands more if they teach UPK or work for the Board of Education.

Our demands are reasonable. We want a fair and equitable contract with wage parity, decent health benefits and a return of the education benefits that allowed many members to achieve, associate, bachelor and master's degrees through our union's education department. This is not too much to ask for. It is what New York City needs to retain dedicated staff at all of our community-based day care centers.

Thank you.

**Joint Oversight Hearing on New York City Council Fiscal Year 2017 Preliminary Budget,
Mayor's FY'16 Preliminary Management Report
Committee on General Welfare and the Committee on Women's Issues
March 15, 2016**

Testimony by: Victoria Mitchell

Executive Director, District Council 1707

**International Vice President, American Federation of State, County and
Municipal Employees (AFSCME)**

Good afternoon. I thank the Council for the opportunity to speak today. I am Victoria Mitchell, the Executive Director of District Council 1707 AFSCME, which represents 17,000 workers dedicated to helping some of the neediest New Yorkers in our city. Today, I want to speak about 5,000 community center-based child care workers, both Day Care and Head Start, who have educated and cared for hundreds of thousands of New York's children for almost two generations.

We can count the many successes these workers have accomplished, but frankly we have a crisis going unrecognized by the public and the city, which provides much of the funding for early childhood education at community-based organizations.

Simply put, after having gone for a decade with no wage increases and massive cuts to medical insurance which has forced more than half of our day care center members to go without insurance for themselves and their families, these centers are on the brink of collapse because they cannot attract and hold certified and dedicated personnel.

Much attention has been given to the city's rollout of its Universal Pre-Kindergarten Program in the past two years. And while we fully support UPK as a much needed improvement that will greatly benefit our city's children, attention and resources must now be paid to community-based child care staff who teach, cook and clean the centers that also serve children younger than the UPK population.

The experienced teaching staff in day care – people with bachelors and master's degrees - earn on average, only about \$33,000 a year and have earned this amount for the past ten years. This is \$17,000 less than what UPK teachers

hired off the street and working in our centers receive. Many of our non-teaching staff earn less than \$25,000 a year, and have also gone without a negotiated raise in their wages for ten years.

Imagine going ten years without a wage increase. Then imagine seeing a person – with the same credentials you have, the same master's degree, the same certification, hired off the street and teaching in the class room next to yours, but earning a thousand dollars more a month than you do. Imagine how you feel trying to pay the rent and feed and clothe your children on a wage that's ten years behind the cost of living! You know it can't be done. Towards the end of the month, too often our members save the bus fare and walk home so they can put food on the table to feed their children.

Public school teachers doing the same work my members do make even more and have better benefits than UPK teachers in community-based organizations. Ironically, according to the Campaign for Children our community-based organizations (even with the problems I have mentioned already) have outperformed our public schools in providing safe, affordable and quality early childhood education particularly in communities of need.

With the development and expansion of UPK, community-based organizations are finding it impossible to hire and retain the qualified staff so important to the education and safety of our children. Adding to this problem is the fact that enrollment procedures for early childhood education are mired in unnecessary red tape and procedures that diminish hope and dignity for parents. These procedures should be immediately updated with the technology available to increase the number of eligible children of poor and working families.

My members in Day Employees Local 205 and Head Start Employees Local 95 are dedicated, but they are also confused and sullen that their earnings and benefits are much lower than the staff in UPK and DOE programs, seemingly without rhyme or reason.

Today, a community-based organization often has traditional day care classrooms, Head Start classrooms and UPK classrooms all serving the same community. Many of the difficulties faced by Day Care workers are also felt by

Head Start workers, and nowhere is this more acute than in the area of medical insurance.

When Early Learn was implemented in 2012, funding inadequacies caused more than half of the Day Care and Head Start employees to go without health insurance. Because of the cost sharing imposed on workers who hadn't had wage increases for nearly a decade - more than 50 percent of the Day Care and Head Start workers now go without insurance. In other words 2,500 workers in our city go to work every day to educate and safely care for the children of other New Yorkers knowing that they and their children are not protected should they get sick and need to see a doctor or go to the hospital. That is simply unacceptable.

But if that was not enough misery to bear, my member's retirement security is also under attack. Two years ago the Day Care employers stopped making a 2 % contribution to the members' 401(k) and diverted it to maintain the pension benefits provided through the Cultural Institutions Retirement System. Day Care employees along with employees working at our city's museums and zoos are both in CIRS. Today, because the city fails to recognize its responsibilities to properly fund CIRS, employers are demanding cuts to existing benefits and perhaps even a contribution from the participants.

I ask you: how can workers who have not had a wage increase in ten years and who can't afford to pay for health insurance for themselves and their children be expected to now make a contribution to a pension plan that is reneging on its promise to provide a decent retirement? They can't, and they shouldn't have to, especially when the city reportedly has more than a billion dollars in reserves.

My members are demanding justice. They have had enough. They go to work caring for the safety and educating thousands of children. This enables tens of thousands of parents, grandparents and guardians in our city to go to work, or get their education and care for their families. This is not fair.

I don't believe that that without significant moneys being put into the budget to provide decent and good health care insurance for every employee, without significant moneys being put into the budget to give teaching staff at least parity with UPK and preferably with DOE teaching staff, without significant moneys being put into preserving the pensions of our members, that the anger

and rage of our members may not be containable. They want justice, and they want it now!

We are at the crossroads. On behalf of the Day Care and Head Start workers we ask you for your help. The city and the Day Care and Head Start employers need to respect these employees.

Day Care and Head Start employees deserve to work with the dignity that can only come with being able to properly care for themselves and their families. At the same time, we also need to increase the number of eligible children for high-quality early childhood education.

Much is at stake in this budget cycle. We cannot afford to miss this opportunity for success. Our members will thank you, the children will thank you, and the parents of the children will thank you for your support. And I thank you.

**Joint Oversight Hearing on New York City Council
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Committee on General Welfare and the Committee on Women's Issues
March 15, 2016**

**Testimony of
Joan Morgan
Teacher's Assistant
Blanche 2 Day Care Center
Far Rockaway, New York**

Good afternoon. My name is Joan Morgan. I am a Teacher's Assistant at Blanche 2 Day Care Center in Far Rockaway, Queens. I have worked with the children and parents there for 11 years. I have worked in early childhood education for twenty years.

I love my job. I enjoy working with young children who are our future and this has been my career because my job gives me great satisfaction.

I am a single woman who heads a household because I am the main provider for my five year old niece. My only regret is that doing the job I love means that each month I have to scramble to pay my rent. For more than ten years I have not received a wage increase because of Early Learn and the previous mayor.

I have to think twice before I can buy a new pair of pants. I have to think twice before I can see a doctor. I have to be careful not to overspend on food.

I applied for food stamps but I was told I was not eligible.

During the summer I walk the three miles to work and back to save money. My coworkers told me that they are buying food and paying medical bills on their overextended credit cards.

Recently I have not been happy going to work because my bills are overwhelming. My coworkers told me that many are afraid to get sick because either they have no coverage or the coverage is not appropriate for their needs.

The work we perform is honorable and honest. We know we are building New York's future but we feel that no one is listening to us. Mayor Bloomberg took away our education benefits and the Day Care Council of New York, our employer of record, is slow to approve a new contract for our union.

I hope that this hearing can send the right message to the right people that day care workers in community-based organizations should not be taken for granted and we need a fair and equitable contract now. Thank you.

Kelvin McJunkin, Jr.

Testimony

3/15/16

Hello, my name is Kelvin McJunkin, Jr. I am a 29-year old from Brooklyn, East New York. I'm here representing United Community Daycare center, as well as Early Learn.

We at the United Community Daycare Center, under the Early Learn umbrella, feel there is no work parity or equity being practiced. I've been a staff member for 6 years, since I've worked the years there has been hopeful talks of a raise, but still to present day "no change". 10 years, no raise.

Let's take a look at the numbers. The average salary for a Department of Education worker ranges from \$45,000-\$75,000 starting, pending on credentials. As in on average, an Early Learn staff member's salary ranges from \$23,000-\$39,000 pending on credentials. Let's take for example starting salary for a Department of Education worker with a bachelor's degree/master's degree his/her starting salary is \$75,000 with full benefits and pension. Where-in an Early Learn worker with the exact same credentials (which are required to deal with kids) starts at about \$35,000 less with partial benefits which still leaves us to co-pay or go out and find a better rate. This here proves no parity or equity.

The reality is Daycare Community Center workers are working under the poverty line. The reality is your family living day to day, the reality leaves us to become less faithful to a system that suppose to be based on equity. The reality is with rent, light, gas, food, child and rates we're way below the poverty line for life for children let alone life for ourselves in NY.

The question I leave you with is, can you take care of your kids at these low rates?



FOR THE RECORD

Homeless Services United, Inc.

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**Testimony of Christy Parque, Executive Director,
Homeless Services United, Inc.
Before the NYC Council Committee on General Welfare
March 15, 2016**

My name is Christy Parque, and I am the Executive Director of Homeless Services United (HSU). HSU is a coalition of over 50 non-profit agencies serving homeless and at-risk adults and families in New York City. HSU provides advocacy, information, and training to member agencies to expand their capacity to deliver high-quality services. HSU advocates for expansion of affordable housing and prevention services and for immediate access to safe, decent, emergency and transitional housing, outreach and drop-in services for homeless New Yorkers.

Homeless Service United's member agencies operate hundreds of programs including shelters, drop-in centers, food pantries, HomeBase, and outreach and prevention services. Each day, HSU member programs work with thousands of homeless families and individuals, preventing shelter entry whenever possible and working to end homelessness through counseling, social services, health care, legal services, and public benefits assistance, among many other supports.

The de Blasio administration has made notable improvements in expanding safe haven beds for street homeless individuals, expanding homelessness prevention, creating the LINC permanent housing subsidies, and I commend these important steps. However, as I did last year, I will focus most of my testimony today on the financial starvation of our non-profit agencies and the a serious threat this poses to the City's most vulnerable citizens--unfortunately little has changed as it relates to the funding and operating vacuum facing non-profit homeless providers.

Homeless services committed staff

The strength of New York City's homeless services sector are its staff who everyday bring their hearts, spirit, innovation and bodies to work to serve those who are in crisis. Homeless Services United provider agencies employ nearly 14,000 workers – workers whose responsibilities include helping and supporting New Yorkers who have lost everything restore and transform their lives. They do more than just help re-house people—they remind those in need of their value and their dignity, that this period of homelessness is just a moment in time and should not permanently define them. They restore humanity and give hope. By failing to provide these workers with the compensation they deserve leaving many are just paychecks away from housing instability themselves.

We are at risk of losing many of our best workers to other employers, and of being unable to recruit new staff with the skills, motivation, and training needed for the job. Many of our shelters have turnover rates of 25% or higher in entry level positions. The result is a staff that is increasingly overwhelmed and

ill-prepared to address the increasingly complex needs of their clients. We must stand by our frontline staff by ensuring that they have a living wage that permits them to keep remaining an asset to New York City in its war on homelessness.

The City should:

- Provide for an annual COLA for all human services workers EVERY year to help their incomes keep up with inflation and allow them to keep working in the field of human services
- Ensure that homeless program budgets provide financial support for a living wage and more systematic career ladder opportunities for the lowest-paid non-profit human services workers.

¹“Chronic Underfunding Has Created a Starvation Cycle for Homeless Services Providers

Nearly all of the funding growth in homeless services has gone towards opening new shelters, while funding for existing shelters, has remained flat. Since the older shelters were opened, many of them 15-30 years ago, the costs of staffing, health insurance, heating, maintenance, transportation, and nearly every other category of expense has increased.

Persistent underfunding combined with increased demand has created a vicious cycle. As costs and client needs have increased, DHS and other funders have exerted increasing pressure on providers to do more with less. Unwilling to abandon their mission of helping the neediest New Yorkers, non-profit providers have for decades now, accepted these unfavorable contracts with unattainable outcomes while resorting to raising private funds, borrowing, or cutting other costs in order to remain solvent.

These measures have left the city, state and other funders with the unrealistic expectation that they can continue year-in and year-out to provide flat funding or funding cuts while costs increase. In previous testimony, I have warned that chronic underfunding would threaten the health of non-profits and the well-being of the clients they serve. ²We have now reached the breaking point. “

³HSU recently undertook a study of family shelter budgets ability to meet the demands of NYS Part 900 regulations. We analyzed budgets for facilities representing more than 7,000 units of family Tier II shelter capacity. We divided the facilities into small, medium and large facilities. We were not surprised to confirm what was suspected all along—that shelter budgets are wholly inadequate to meet the demands of operating in accordance with City and State regulations. Small shelters were underfunded by 33% on average, medium shelters by 19% and large shelter by 14%. That means that base rate for a shelter that opens today will start out in a deficit in order to meet its obligation under contract and limit its ability to operate in accordance with state regulations.

If New York City is to succeed in addressing the homeless crisis, those of us on the front lines must be equipped with the resources and support to operate safe, well run and innovative organizations.

Administrative Costs

¹ HSU Testimony March 17, 2015. (see attached)

² <http://www.humanservicescouncil.org/Commission/HSCCommissionReport.pdf>

³ See attached Homeless Services United Survey of Tier II Shelter FY16 Budgets January 2016

Running a sustainable non-profit organization requires stable funding, executive leadership, financial management, well-trained staff, information technology, training and other supports to ensure its success. These supports are particularly critical in a field like homeless services, where the multiple needs of clients require expertise in a range of disciplines, and across a variety of systems.

Yet the City Department of Homeless Services pays only 8.5% overhead on its contracts, a percentage that is well-below that of other City and State funders and is universally acknowledged by homeless services non-profits to be well below the true cost of doing business. HSU member organizations annually see increasing costs for insurance from 10-20% and utilities from 4-6% while their DHS budget reimbursement rates remain flat. A 2008 study by the Bridgespan group found that actual non-profit overhead rates for non-profits ranged from 17 to 35 percent.⁴ With such an unrealistically low overhead rate, the Department of Homeless Services is not paying for its share of overhead costs, compared with other government funders. For example the State of New York, pursuant to Governor Cuomo's Executive Order 38 of 2013, capped administrative expenses at 25% in 2013, decreasing by 5% each year until this July, when the cap will be 15%.

The City should consider:

- Immediately increase the DHS administrative overhead rate to achieve parity with other City agencies.
- Increase the overhead rates paid by City agencies to one rate that is consistent across agencies and reflects the *real* cost of administrative overhead.

Budgets

The State and City have oversight over shelter budgets. Those budgets do not include escalations for inflation, even on non-discretionary items like utilities; they do not include capital reserves for building repairs; and there are no standards for funding of the services required under the Part 900 regulations. As a result, funding is highly variable across providers. We believe the City and State, in its oversight capacity, should ensure normalized funding across the system, so that all providers have equal access to funds for contracted services.

DHS' practice is to develop long-term contracts (9-year terms and higher) with no cost escalations; that is, a not-for-profit operator has the same funding level in Year 1 as in Year 9—clearly an untenable situation since costs increase over the years of the contract. These costs include salaries, insurance, utilities, etc. Providers have developed mechanisms for funding these cost increases, including allowing budgeted positions to remain vacant to create accruals and then spending the accruals on the budget lines that have short-falls. Even acknowledging DHS's flexibility regarding budget modifications to facilitate this budget management exercise, the provider community feels strongly that this is not a good way to operate shelters. It is not a solutions when, for example, shelters are cited by OTDA for staffing shortages when in fact we're simply creating enough budget room to pay the electric bill.

⁴ W. Bedsworth, A. G. Gregory, and D. Howard, Nonprofits Overhead Costs: Breaking the Vicious Cycle of Misleading Reporting, Unrealistic Expectations, and Pressure to Conform (The Bridgespan Group, April 2008)

Working with the State, the City should consider:

- Reviewing line item budgets across all providers to ensure adequate funding of all regulations and requirements.
- Benchmarking the increase to an objective metric like the Consumer Price Index to ensure that the cost escalation built into contracts is reasonable. Cost escalations must be built in to contracts related to such areas as utilities, insurance and rent.
- Including a capital reserve in shelter budgets.
- Allow providers more flexibility in moving funds between PS and OTPS to achieve operational goals.
- Issuing “master contracts” for non-profits that operate multiple sites.
- Establish a review process of the current new needs process, including timeliness of responses and positive impact on shelter operations, should be determined in the effectiveness supporting shelter budget needs.

Shelter Conditions & Inspections

Since last year’s Department of Investigation Report on shelter conditions real progress has been made to repair thousands and thousands of violations via the City’s fast acting “Shelter Repair Squad”. Many of the repairs were due to years of neglect of buildings, inadequate budgets and rejected budget modification requests called “New Needs”. We must continue to build on this progress and improve the efforts to maintain critical transitional housing and shelter.

The State & City have oversight over facility conditions. However, a wide array of State and City agencies independently inspect and issue audits, reports, and violations within shelter facilities. These agencies often have standards that are in direct conflict with one another, and inspections that are not coordinated.

Working with the State, the City should consider:

- Establishing a single comprehensive set of facility standards
- Sharing these standards across agencies that inspect and making them available to shelters to ensure their staff and budgets are developed to achieve these standards.
- Assigning oversight for specific issues to specific agencies, and establishing a mechanism for resolving inter-agency conflicts.
- Creating “team” inspections by the various agencies that inspect shelters in order to address conflicting standards and reduce the disruption of shelter operations as there are at least eight City and State agencies that inspect shelters and sometimes in the same week.
- Sharing inspection standard prior to adoption and allow sufficient time for feedback and review.

Given that the City and State have budgetary oversight in addition to facility conditions oversight, and that non-profit providers often do not have access to other sources of funding to address

facility issues, we believe the City and State should address any funding gaps that are directly associated with violations in facility conditions.

Working with the State, the City should consider:

- Providing funding to meet facility and regulatory compliance needs as identified during inspections and regular budget reviews of shelter operations.
- Funding budgets at a level that will enable providers to train staff to the established standard.

Capacity and Capital Needs

The shelter system lacks a long-term capacity plan. We believe the City and State should review the long-term capacity plan for shelter, to ensure that adequate capacity is available, under development, or being planned. We believe that the City and State must commit to purpose built, high quality and adaptive shelter models—similar to ones that adhere to the principles of ⁵Gateway Housing. Key would be reviewing the forecasts and underlying assumptions which drive funding and the RFP process.

The City should consider:

- Undertaking a comprehensive capital needs assessment for the entire shelter portfolio. Based on the assessment, multi-year budgets and timelines should be developed to stabilize the system and optimize capacity.

The City and State should address the issue of capital funding for shelter development, as part of a comprehensive housing strategy and this should be addressed along-side low-income housing development as part of a continuum of housing.

DHS should adopt a standard mechanism in the housing field for ensuring that buildings to not deteriorate—namely providers should be allowed to establish and fund replacement reserve funds that can accumulate over the years of a contract and be used when a capital improvement is needed. Currently providers must return unspent contract dollars to DHS at the end of each fiscal year.

Working with the State, the City should consider:

- Creating a contract mechanism to allow providers to establish and fund replacement reserve funds. We recommend \$25 per unit per month.
- DHS should, working in concert with OTDA, develop a contracting and budgeting process by which contracted providers can develop and maintain a capital repairs fund and an operating reserves fund.
- Creating a capital fund available to non-profits to ensure the development of new, purpose-built and highly effective shelter and transitional housing.
- Developing of standard term sheets for development of shelters.

⁵ We are grateful that DHS and HRA have embraced this model and are adapting RFPs to ensure they include Gateway concepts.

Shelter Safety

The shelter system has become the housing solution for individuals with serious and complex needs. Every year thousands of patients and inmates, discharged from psychiatric institutions, prisons and jails, end up in New York City shelters. The State and City should ensure that policy-makers address the service these populations with specific targeted long-term solutions. The State and City's commitment to ensure safety should extend beyond security personnel requirements.

Working with the State, the City should consider:

- Reviewing the discharge plan process from prisons and psychiatric institution to develop standards that ensure patients and inmates do not enter shelter upon discharge.
- Funding on-site mental health and psychiatric services in both the family and adult shelter system for all shelters serving this population.

Thank you for your time and commitment to addressing the needs and concerns of homeless and at-risk New Yorkers and those who serve them.



Homeless Services United, Inc.

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**Testimony of Christy Parque, Executive Director, Homeless Services United, Inc.
Before the NYC Council Committee on General Welfare
March 17, 2015**

My name is Christy Parque, and I am the Executive Director of Homeless Services United (HSU). HSU is a coalition of over 50 non-profit agencies serving homeless and at-risk adults and families in New York City. HSU provides advocacy, information, and training to member agencies to expand their capacity to deliver high-quality services. HSU advocates for expansion of affordable housing and prevention services and for immediate access to safe, decent, emergency and transitional housing, outreach and drop-in services for homeless New Yorkers.

Homeless Service United's member agencies operate hundreds of programs including shelters, drop-in centers, food pantries, HomeBase, and outreach and prevention services. Each day, HSU member programs work with thousands of homeless families and individuals, preventing shelter entry whenever possible and working to end homelessness through counseling, social services, health care, legal services, and public benefits assistance, among many other supports.

The de Blasio administration has made notable improvements in expanding safe haven beds for street homeless individuals, expanding homelessness prevention, creating the LINC permanent housing subsidies, and I commend these important steps. However, I will focus most of my testimony today on the financial starvation of our non-profit agencies and the programs they operate, which poses a serious threat to the City's most vulnerable citizens.

The lack of economic opportunity for those at the bottom of the income scale combined with out-of-control rents has resulted in dramatic increases in homelessness. Spending has climbed as the City struggles to meet its commitment to provide shelter to anyone who needs it. The bulk of the City's homelessness spending is devoted to emergency shelter in the middle of the system, between prevention and outreach efforts at the front end and the housing needed at the back end to exit homelessness.

Chronic Underfunding Has Created a Starvation Cycle for Homeless Services Providers

Nearly all of the funding growth in homeless services has gone towards opening new shelters, while funding for existing shelters, has remained flat. Since the older shelters were opened, many of them 15-30 years ago, the costs of staffing, health insurance, heating, maintenance, transportation, and nearly every other category of expense has increased.

Persistent underfunding combined with increased demand has created a vicious cycle. As costs and client needs have increased, DHS and other funders have exerted increasing pressure on providers to do more and more with less and less. Unwilling to abandon their mission of helping the neediest New Yorkers, non-profit providers have for decades accepted these unfavorable contracts with unattainable outcomes while resorting to raising private funds, borrowing, or cutting other costs in order to remain solvent.

These measures have given funders the unrealistic expectation that they can continue year-in and year-out to provide flat funding or funding cuts while costs increase. This failure to invest in our facilities, our staff and our administrative infrastructure exacerbates the problem of ever-increasing demand for shelter.

Christy Parque Testimony p.2

In previous testimony, I have repeatedly warned that chronic underfunding would threaten the health of non-profits and the well-being of the clients they serve. We have now reached the breaking point. Today I am here to say that it is beyond dispute that the chronic starvation of non-profit homeless service providers has significantly impacted our ability to serve tens of thousands of homeless men women and children while providing critical services to transform their lives.

Our homeless service providers face profound challenges every day. These challenges require a safe and supportive environment, a workforce with sophisticated knowledge and skills, and a supportive administrative infrastructure.

Homelessness, one of the most complex and tragic manifestations of poverty, is solvable. The solution requires facilities that can provide a stabilizing environment. The solution also requires staff that can provide the support and caring that helps clients tap into their own unique strengths and identify a path to permanent housing. The solution also requires a staff that can understand and adapt to the complex and rapidly changing systems and rules involving health, housing and other public benefits. And the solution requires an administrative infrastructure that provides the support that any program needs to succeed. By failing to invest or even maintain its initially low levels of support, the City is working against itself in resolving the crisis of homelessness.

Deteriorating Facility Conditions

Last week the City Department of Investigation issued a report detailing decrepit and unsafe conditions in 25 of the City's family shelters. The report pointed out that the Tier II shelters, which are typically run by non-profit operators, while not immune from serious problems, were the "best maintained and provide the most social services" compared to the "cluster site" and hotel shelters, which are typically run by for profit operators.

To respond to this problem, the Mayor's FY 16 budget calls for \$1.2 million to hire 19 staff to inspect shelters. While more inspectors may draw attention to problems, inspectors will not fix the conditions they discover. As I mentioned, many of the shelters were opened decades ago. As any engineer will tell you, building systems and components naturally degrade, increasing the maintenance and repair requirements over time. A point is reached where it is not cost effective or possible to continue repairs on aging system and it becomes necessary to make capital improvements.

The DOI report itself pointed out that many of the conditions it highlighted were already known by the City. Our members report that they have repeatedly begged the City to fix serious facility problems with no results. In one large shelter run by a non-profit in a City-owned building, there have been two instances of pieces of the ceiling falling, literally, in dorm rooms. Thankfully no client has been hurt, and beds in these damaged areas have been taken off-line. The Department of Homeless Services has been aware of this problem for well over a year, but have issued no formal response to the non-profit contractor's request for funding to fix the problem.

In another facility for homeless families, an operator with decades of experience, repeatedly asked the City for money to replace all the bathroom floors after a child fell through a rotted floor several years ago. These entreaties have also been ignored. Other providers have given up submitting new need requests because they know they will not be funded. Actually maintaining, repairing and making capital investment in the City's shelters will require funding that has not been identified.

Workforce Challenges

People experiencing homelessness have higher rates of life-threatening medical conditions such as tuberculosis and HIV as well as increased occurrence of debilitating mental health and substance use problems, as well as

Christy Parque Testimony p.3

trauma. The daily experience of working with clients in desperate circumstances can be overwhelming, and our staff requires extra training and support to avoid fatigue and burnout.

Stagnant funding has placed providers in the predicament of having to eliminate services in order to pay for unfunded increases in utilities, property taxes, health insurance or other expenses. While struggling to maintain facilities and fund cost increases, shelters have had to reduce security, child care, or medical staff. Many shelter providers are now routinely cited by State inspectors for failing to meet social services requirements or the staffing outlined in their operational plan.

Non-profit workers have not had a City cost-of-living adjustment since Mayor Bloomberg authorized a 3 percent increase seven years ago. Sadly, we are losing many of our best workers to other employers, often in public jobs that have higher salaries and benefits. Many of our shelters have turnover rates of 25% or higher in entry level positions. The result is a staff that is increasingly ill-prepared to go beyond meeting more than the clients' basic needs. A better educated, motivated, and trained staff could increase move outs and reduce recidivism by addressing the complex needs of the most chronically homeless clients who account for a disproportionate share of shelter resources.

Administrative Costs

Non-profit and government leaders were stunned by the announcement in December that FECS, one of the City's oldest and largest non-profits was closing its doors. The closure of FECS has had reverberations for non-profits, as banks become less willing to provide working capital, and vendors tighten their payment terms. One of the lessons we can learn from the FECS closure is that scale, diversification, ability to raise private funds, and reputation offer no immunity from financial failure.

Running a sustainable non-profit organization requires stable funding, executive leadership, financial management, well-trained staff, information technology, training and other supports to ensure its success. These supports are particularly critical in a field like homeless services, where the multiple needs of clients require expertise in a range of disciplines, and across a variety of systems.

Yet the City Department of Homeless Services pays only 8.5% overhead on its contracts, a percentage that is well-below that of other City and State funders and is universally acknowledged by homeless services non-profits to be well below the true cost of doing business. HSU member organizations annually see increasing costs for insurance from 10-20% and utilities from 4-6% while their DHS budget reimbursement rates remain flat. A 2008 study by the Bridgespan group found that actual non-profit overhead rates for non-profits ranged from 17 to 35 percent.¹ With such an unrealistically low overhead rate, the Department of Homeless Services is not paying for its share of overhead costs, compared with other government funders. For example the State of New York, pursuant to Governor Cuomo's Executive Order 38 of 2013, capped administrative expenses at 25% in 2013, decreasing by 5% each year until this July, when the cap will be 15%.

Client Centered Services: Jobs, education and physical and mental health services

If we are to truly help the New Yorkers who come to us for assistance to resolve their housing crisis, we must be prepared and equipped to help meet their needs. This means a shift from a "one size fits all" mentality of re-housing of the past years. **Now is the time to return to a client centered model of service delivery.** Shelters must be equipped with the funding and resources to deliver a diversity of services to match diversity of causes that lead the client's homelessness. This includes:

¹ W. Bedsworth, A. G. Gregory, and D. Howard, Nonprofits Overhead Costs: Breaking the Vicious Cycle of Misleading Reporting, Unrealistic Expectations, and Pressure to Conform (The Bridgespan Group, April 2008)

Physical and Mental Health Services

We are grateful for the commitment of the City Council in the past for restoring Medical Services PEG cuts for the Adult Shelters and to the wisdom of the Mayor de Blasio for including this funding in his preliminary FY15 budget. If we recognize the need for these services for adults then we must recognize the critical need on the family and adult family side and consider expanding mental and physical health services on-site either through partnerships with local hospitals, clinics or our partners in Health Care for the Homeless.

Employment & Education

Employment specialists and education and GED specialists provide a unique connection for our clients to see a permanent way out of homelessness. In FY11, as part of a PEG exercise, DHS removed employment specialist from shelter budgets. It was counterproductive and counter intuitive to cut the staff services that directly impact that likelihood that a client, who is able to work, will obtain a job that enables them to move from shelter.

Recreation Services

Due to a FY10 PEG, we saw the final chipping away of critical recreation services for adults and families. Prior to entry into adult or family shelters, many clients have had few positive experiences with socializing and participating in a healthy community. Shelter recreation programs are a relatively low cost investment in homeless people that provide healthy socialization and communication skills that benefit clients in shelter and when they exit. Recreation programs address cycles of violence and create safe forums for disclosure and exploration of alternatives to lives consumed by abuse, violence and shame.

A Call For Action: The Mayor and the City Council must act to save the City's investment in non-profits that help our neighbors who are experiencing the crisis of homelessness.

We are calling for the following measures to be enacted in the FY 15-16 budget.

- Immediate budget increases in the maintenance and repair, capital or rent budget lines of the City shelters, including non-profit operated, as necessary to immediately repair all of the dangerous or substandard conditions.
- Conduct a thorough assessment by DHS, and other relevant City and State agencies of the maintenance and capital needs of all shelters, along the line with recommendations of the recent Department of Investigations report. Included must be a public plan for resolving the maintenance and capital needs.
- DHS Budgets should automatically include cost escalations related to rent, real estate taxes, transportation, utilities, water/sewer and insurance in all existing and future contracts.
- Protect shelter budgets fixed costs such as rent and debt service, from future cuts related to PEGS or performance incentive programs, and ensure that baseline funding is sufficient to meet operations and staffing needs.
- Increase salary and benefits for all staff in non-profit human service agencies by 10% across the board.
- Provide financial support for a living wage and more systematic career ladder opportunities for the lowest-paid non-profit human services workers.
 - While we support the call for a living wage, the City must simultaneously identify and fund the necessary changes in its contracts which will result from raising the minimum wage.
- Immediately increase the DHS administrative overhead rate to achieve parity with other City agencies.
- Increase the overhead rates paid by City agencies to one rate that is consistent across agencies and reflects the *real* cost of administrative overhead.

Thank you for your time and commitment to addressing the needs and concerns of homeless and at-risk New Yorkers and those who serve them.

Homeless Services United Survey of Tier II Shelter FY16 Budgets January 2016

	# of shelters	# of Units	Average # of Units	Current Funding	Funding Needed	Current Avg Per- Diem	Avg Per- Diem Needed	% Increase	
Small Shelter (0-50 units)	7	192	27	\$ 6,374,027	\$ 8,482,237	\$ 96.27	\$ 128.39	33%	
Medium Shelter (51-150)	14	1250	89	\$ 33,809,381	\$ 40,302,567	\$ 77.66	\$ 92.53	19%	
Large Shelter (150 +)	8	1636	205	\$ 35,881,175	\$ 40,740,544	\$ 63.25	\$ 72.29	14%	
Total Sample Size	29	3078	106	\$ 76,064,584	\$ 89,525,348	\$ 78.17	\$ 95.60	18%	% increase on total funding

February 3, 2016



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Testimony of Sheena Wright, President and CEO United Way of New York City

Before the New York City Council

General Welfare, Women's Issues and Juvenile Justice Committees

Regarding the New York City

Fiscal Year 2017 Preliminary Budget

March 15, 2016



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Sheena Wright

My name is Sheena Wright. I am the President and CEO of United Way of New York City (UWNYC). I would like to thank Chairs Levin, Cumbo and Cabrera, as well as the members of the City Council Committees on General Welfare, Women's Issues and Juvenile Justice for holding today's hearing regarding the City's Preliminary Budget for Fiscal Year 2017. We are grateful to the City Council and these city agencies for their continued commitment to ensuring that individuals and families, including the 1.7 million children in our city, have access to healthy, affordable food, high-quality early childhood education, and economic security.

The Fiscal Year 2017 preliminary budget takes important steps towards putting more New York City individuals and families on a pathway to self-sufficiency, but there are a number of ways to make better investments for New Yorkers served by the Human Resources Administration (HRA) and Administration for Children's Services (ACS)

United Way of New York City

For almost 80 years, United Way of New York City has worked to support vulnerable New Yorkers throughout the five boroughs. We partner across the business, government, non-profit and philanthropic sectors to invest in community level solutions, programs that are coordinated and aligned towards a common goal in the areas of education, income security, hunger prevention and nutrition assistance. Our mandate is to stem the root causes of poverty and create systems-level change so that all individuals and families can access quality education and the opportunity to lead healthy and financially secure lives. UWNYC seeks to put more New Yorkers in neighborhoods of concentrated poverty on the path to self-sufficiency.

UWNYC has worked with a cross-section of partners around the city for more than 15 years to ensure that the soup kitchens, food pantries and community-based organizations that make up our Emergency Food System, have the capacity to make healthy and nutritious food a staple for the clients they serve. In FY2015, we invested \$26,210,403 in more than 500 New York City nonprofits so that thousands of children, adults and families could access emergency food, emergency shelter, and income supports to meet their basic needs. UWNYC is also a founding member of the Policy Committee on New York City Hunger Resources. Through this collaboration, we partner with City Harvest, Food Bank, HRA's Emergency Food Assistance Program (EFAP) and others to coordinate resources and move towards a more efficient and targeted distribution of scarce food and capacity support funds.

FeedNYC is UWNYC's strategy to ensure the efficient distribution of healthy emergency food to reach communities in need, supplying providers with food, operations and capital equipment funding as well as training and technical assistance.

1. *The Hunger Prevention and Nutrition Assistance Program (HPNAP)* supports 389 Emergency Food Providers, making possible 2.1 million meals in FY 2015. UWNYC provided \$3.9 million in food support grants to Emergency Food Providers (EFP), which are required to spend 15% of their food grant on fresh produce.
2. *Emergency Food and Shelter Program Food Grants (EFSP)* provided \$3.2 million in supplemental funds to emergency food providers.



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3. *Local Produce Link*, a farm-to-food pantry program managed in partnership with Just Food, delivered approximately 250,880 pounds of fresh vegetables from 9 small-scale farmers to 48 food pantries across NYC for the 2015 growing season.
4. *The Client Choice System* of food pantry distribution allows guests to select their own food instead of receiving a pre-packed bag of food. UWNYP provided \$33,000 in equipment for 10 EFPs to provide assistance for food pantries that transitioned to a Client Choice System.

WorkNYC is UWNYP's strategy to connect families with resources critical for building household assets and essential to self-sufficiency, including benefits access, financial skill building, and workforce development opportunities.

1. *The Food Support Connections (FSC)* program provided Supplemental Nutritional Assistance Program (SNAP) screening, application and enrollment assistance for the hardest to reach low-income individuals and families through the coordinated work of seven nonprofit partners. In FY2015, 18,902 individuals were screened and 4,639 cases were opened with the Human Resources Administration.
2. *The Emergency Food and Shelter Program (EFSP)* enabled 169 organizations to provide 1,000 households Rent, Mortgage & Utilities (RMU) funds, which are used to provide one-month assistance for individuals and families that are on the verge of eviction and/or loss of essential utility services.




Income Adequacy in NYC – the Self-Sufficiency Standard

With 2.7 million individuals - more than two in five households - in our City lacking enough income to meet their basic needs, inadequate income remains an extensive problem. Even more staggering, according to the 2014 self-sufficiency standard – a nuanced measure of the income a household needs in order to afford basics without turning to public or private assistance – 83% of these New York City households are working. Too often low wages are insufficient to meet basic needs and the cost of food, shelter, health care and childcare continue to rise faster than wages. The gap between income and cost of living is as wide as it's been since 2000.

United Way of New York City, in partnership with the Women's Center for Education and Career Advancement, The New York Community Trust, and City Harvest, published the 2014 Self-Sufficiency Standard Report, *Overlooked and Undercounted: The Struggle to Make Ends Meet in New York City*—a study that establishes a new model for economic self-sufficiency. Unlike the federal poverty level, it accounts for the variability based on the number of people in the household, their ages, geographic location and a specific point in time. This is critical because 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. The attached report demonstrates that the number of households unable to cover basic necessities has been grossly underestimated as measured by the federal poverty level.

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.

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The 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.

Key Findings:

- Geographically, the Bronx has the highest rate of income inadequacy and South Manhattan, Northwest Brooklyn and Staten Island are the lowest.
- Four out of five households with inadequate income are people of color, with Latinos being the group most affected.
- Being foreign-born increases the likelihood of having inadequate income.
- Households with children are at a greater risk of not meeting their basic needs, accounting for more than half of households with inadequate income.
- Households maintained by single mothers, particularly if they are women of color, have the highest rates of income inadequacy.
- Higher levels of education are associated with lower rates of income inadequacy, although not as much for women and/or people of color.
- Employment is key to income adequacy, but it is not a guarantee.

The report shows that we underestimate the number of households struggling to make ends meet. Consequently, a large and diverse group of New Yorkers experiencing economic distress is routinely overlooked and undercounted. In addition, the data provides a realistic picture of who these families are to combat deeply held misunderstandings about what those in need look like. New York City households with inadequate income come from every racial and ethnic background. 55% of households have at least one worker. Over one in three (34%) of households participated in SNAP. Over half (59%) of households below the standard have children, 65% of households have a child under the age of six.

Human Resources Administration – Anti-Hunger & Income Support Initiatives

Our city's emergency food system is overburdened. Food pantries and soup kitchens face an increased demand and they need sufficient and reliable resources to fill the gap. HRA's Emergency Food Assistance Program (EFAP) provides nutrition education, SNAP outreach and the distribution of food to hundreds of emergency food providers throughout the city. The preliminary budget for FY 2017 does not currently include the \$1.8 million in one-time additional funding added for food procurement for FY 2016. We urge the Council and Administration to baseline this \$1.8 million in the Executive Budget and increase overall funding for EFAP. But we can't stop there. This complex emergency food system was designed in the 1970s for emergency responses, but today it acts as a chronic support for many New Yorkers.

SNAP is an efficient, cost-effective and consistently reliable source of support to reduce food insecurity. We applaud the Council, HRA and the Administration's efforts to better coordinate and streamline the access points to receiving public benefits and services. The updated Access



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NYC, the FoodHelp.nyc campaign to promote SNAP, support for the Paperless Office System (POS), and increased community enrollment sites are extremely welcomed steps to making

SNAP more accessible for more families. SNAP benefits are a critical component of ensuring food security of households, but many eligible New Yorkers are still not enrolled. We encourage efforts to ensure SNAP outreach materials are incorporated into outreach for other programs and services targeted to likely eligible populations – like the Earned Income Tax Credit (EITC) or childcare programs. We encourage the Council to prioritize and urge the Administration to include funding for comprehensive benefits access and strategic outreach so any New Yorker can learn about and access the full suite of benefits, entitlements and work supports for which they are eligible through a single screening.

For the hundreds of thousands of working households who cannot afford to meet their basic needs and must chronically rely on the emergency food system to eat, we must rigorously pursue policies and system changes that address the root causes of hunger. Let's work together to put more people on a pathway to economic security. The clearest roadmap requires higher wages, career pathways, and education that is a pathway to college and career. We commend Mayor de Blasio for proposing and funding a \$15 per hour minimum wage for city-contracted nonprofit workers, and raising the wages of city employees.

While not under the purview of today's committees, we also believe that maximizing participation in school meals, through adoption of Universal School Lunch for all grades (not just stand alone middle schools) and a successful implementation of Breakfast in the Classroom/Breakfast After the Bell, will go a long way towards addressing hunger for New York City's children. In addition, the federal Summer Food Service Program (SFSP), commonly known as Summer Meals, provides free lunch and breakfast to children up to (and including) age 18 during the summer months when access to school meals is lost. New York City's summer meals participation rate is less than 30% of the participation of free and reduced-price eligible children in the school meals program, according to a 2014 Food Research and Action Center report entitled "Hunger Doesn't Take a Vacation: Summer Nutrition Status Report." This shows that there is much progress to be made to increase participation in this program. We are grateful for the Council's commitment to these issues and we urge you to push the Administration to make these programs a reality for our public school children.





Administration for Children's Services – Early Childhood Education

High-quality early childhood education is critical to preparing young children for lifelong success. Yet, by the time children from lower socioeconomic backgrounds enter kindergarten, they often lag behind in academic, social and developmental skills. High-quality early childhood education programs are proven to help fill this gap. These vital programs also help families achieve economic security as they allow parents to remain employed.

Resources commensurate with need must be available to keep children – particularly those from households and communities below the self-sufficiency standard – progressing along the cradle to college or career continuum. We were disappointed to see that the preliminary budget does not address the crisis of salary disparities in the early childhood education system and urge the Council to prioritize an increase in the EarlyLearn rate to support high quality programs, as well as fixed costs including facility and insurance costs.

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Informal childcare providers care for a significant number of young children in neighborhoods of concentrated poverty and we urge the Council to prioritize resources for this sector. In New York City, child care vouchers are provided to two groups of families based upon eligibility: public assistance families participating in work or training programs and low-income working families. Citywide there are 16,734 informal child care providers caring for a child receiving a voucher, and 58% (9,756) of these informal providers are related to the child. Over half (52%) of all preschoolers (children ages 3-4) receiving a child care voucher are in a home-based setting. Despite the large numbers of informal providers caring for children receiving a voucher, citywide there are only 479 (2%) informal home-based providers receiving an enhanced rate after undergoing an additional 10 hours of professional development training to receive a higher payment.

We know it is a challenge to address issues of quality and professional training for this type of home-based care, but it is essential to invest in solutions. We urge the Council and Administration to restore the following City Council initiatives in the Executive Budget for FY2017: 1) \$210,000 for WHEDCO to train low-income informal child care providers and 2) \$500,000 for Technical Assistance for Child Care Providers.

Serving Neighborhoods Of Concentrated Poverty

UWNYC is committed to serving neighborhoods of concentrated poverty. For many of these communities, the struggle to meet basic needs is compounded by food insecurity, poor health outcomes, limited community resources, and a lack of education and employment opportunities. We urge the City Council, these agencies as well as the administration to ensure that neighborhoods of concentrated poverty receive appropriate support and funding to implement essential programs successfully. Furthermore, the expansion of essential services should focus on neighborhoods of concentrated poverty where the benefits of the program will be felt most strongly. We recognize that implementation of programs and services can be more complicated in neighborhoods with fewer resources and less robust infrastructure, therefore these communities will necessitate a greater investment of operational support. For example, as the Breakfast after the Bell program is implemented in the coming year we urge the Administration and the Department of Education (DOE) to roll out the program in high need schools located in neighborhoods of concentrated poverty. Since these schools will likely need additional support and funding to ensure success, we urge the DOE be transparent about which schools it will work with early in the process so adequate planning and resource allocation can take place.

As the Council makes its budget priorities, we urge it to ensure that neighborhoods of concentrated poverty receive the resources and funding they need to ensure successful implementation of City programs and services.

Conclusion

In conclusion, while the administration has taken some critical steps towards addressing income inequality, access to adequate and healthy food and the needs of vulnerable households, there is more to be done. We hope that the City Council will support and the Executive Budget will include the priorities raised in this testimony.

Thank you for the opportunity to testify.



FOR THE RECORD

Testimony of David DeVaughn, MPA, Manager of Policy and Government Relations
Preliminary Budget Hearing – Committee on General Welfare

T2016-4030 Oversight

Good morning Chairperson Levin, and members of the committee. Thank you for holding this hearing today to address programs to alleviate hunger through the FY 17 City Budget. Across the city we are seeing the high costs of housing and food are forcing many families to make difficult choices about where to cut back to make ends meet. Multiple families, and extended families, are living under one roof to pay the rent, some are living in shelters and on the streets, and many residents are turning to soup kitchens and food pantries to help feed themselves and their families. We are doing what we can to help our neighbors in need by scaling up deliveries of food. I appreciate the opportunity to share with you our recommendations for the FY 17 budget that are based on the consistently high demand and need for emergency food, and specifically related to the Council's Emergency Food Assistance Program (EFAP).

City Harvest pioneered food rescue in 1982 and, this year, will collect 55 million pounds of excess food to help feed the nearly 1.4 million New Yorkers struggling to put meals on their tables. Through relationships with farms, restaurants, grocers, and manufacturers, we collect nutritious food that would otherwise go to waste and delivers it free of charge to 500 soup kitchens, food pantries and other community food programs across the five boroughs. New York City is one of the most vibrant economic hubs in the world, but inside many homes, the reality is much different: nearly 1.4 million residents are food insecure, including nearly one in four children.

Food costs have increased across New York City by 59% since 2000, while the median earnings of working adults have increased by only 17%.¹ City Harvest's network of soup kitchens and food pantries has seen 1.3 million more visits since last year. (Feed NYC) Despite reports of a strengthening economy, 2.7 million men, women and children lack the income needed to cover basic necessities like food, shelter, clothing, transportation, and healthcare.² Food is seen as an elastic expense; to save money for other things families often skimp on nutritious meals and turn to unhealthy, less expensive choices.³ Food pantries and soup kitchens in the Bronx, Brooklyn, Queens and Staten Island are opening their doors for hundreds of thousands more visits than they did last year. Our network of community food programs in the Bronx has seen a 28% increase in visits over

¹ Pearce, D. (2014). Overlooked and Undercounted: The Struggle to Make Ends Meet in New York City. Center for Women's Welfare, University of Washington: Seattle, WA.

² Pearce, D. (2014).

³ Pearce, D. (2014).

last year. (Across all boroughs, there was an 8% increase) (FeedNYC) For many New Yorkers, having a full time job does not guarantee the ability to pay for basic needs.⁴

While we pride ourselves on being the city's private response to hunger, we know the importance of the safety net that our government programs and partners provide. City Harvest is encouraged by the appetite of the administration for a comprehensive approach of fighting hunger and food insecurity. In addition to ensuring maximum enrollment in the Federal nutrition programs, including SNAP, WIC, and school meals, we hope the administration will continue to build on its commitment to universal free school lunch and attention on SNAP outreach/enrollment/recertification to maximize the Federal dollars and participation for these programs to ensure that every qualifying individual gets easily accessible healthy food. Included with this hope, is our appreciation for the administrations incredible consideration and leadership in protecting the majority of Able-bodied Adults Without Dependents (ABAWDs) receiving SNAP benefits in the five boroughs.

As you know, the need for emergency food has not diminished. City Harvest requests the following budget priority in response.

NYC Government Funding for Emergency Food

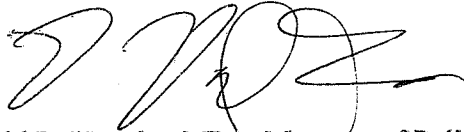
Human Resource Administration – Emergency Food Assistance Program

New York City is one of few local municipalities in the country that directs funds to emergency food. The Human Resource Administration (HRA) budget directed a baseline of \$11.5 million to EFAP in FY 16, which serves about 500 soup kitchens and food pantries. These providers are commonly referred to as "EFAP agencies." There was a one-time addition of \$1.8 million in FY 16 in the HRA budget to increase EFAP funds, and an additional \$800,000 was added from the Council budget. Due to consistently high demand, **we request the baseline funding level be increased from \$11.5 to \$14.4 million to scale up for food inflation, poverty, and insufficiency of the emergency food supply.**

In conclusion, while City Harvest has doubled the amount of food we distribute over the past 5 years, sadly, it has not been enough to meet the needs of hungry New Yorkers. I ask the Council to prioritize funding to ensure that soup kitchens and food pantries have enough food to feed the growing numbers of families, children, and elderly that are forced to turn to them.

⁴ Pearce, D. (2014).

Again, thank you for your attention to these urgent matters and for all your work on to improve the lives and conditions of low-income New Yorkers.

A handwritten signature in black ink, appearing to read 'D DeVaughn', with a stylized flourish at the end.

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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. 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.

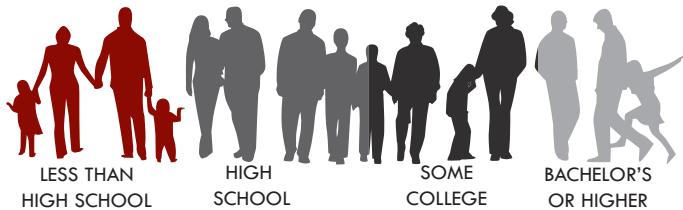
Number of Employed Workers

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.



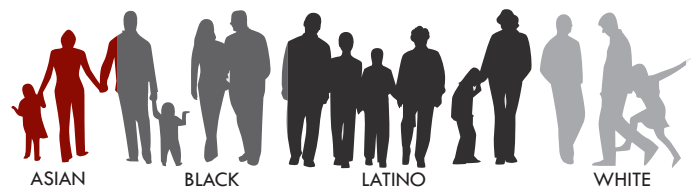
Housing Burden

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.



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.

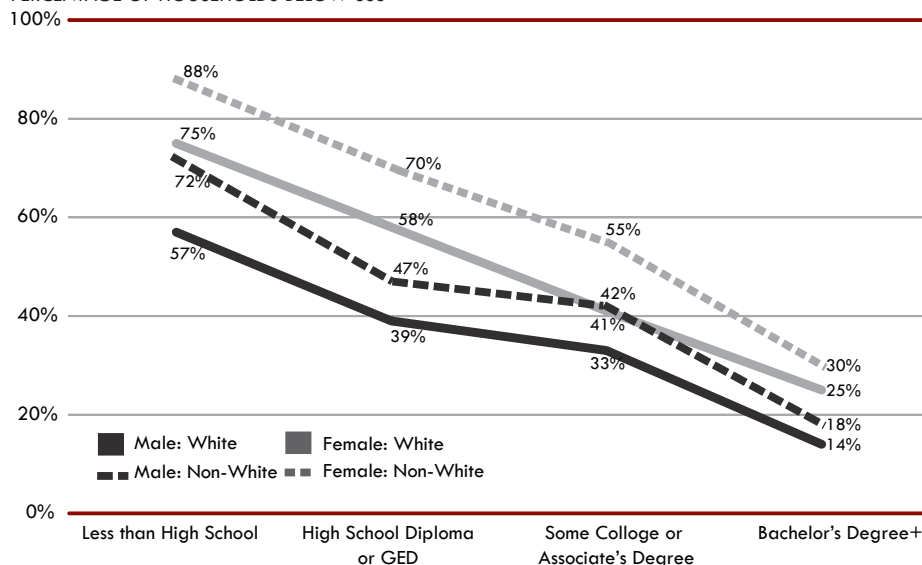
HOUSEHOLDS MAINTAINED BY SINGLE MOTHERS, PARTICULARLY IF THEY ARE WOMEN OF COLOR, HAVE THE HIGHEST RATES OF INCOME INADEQUACY.

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-iving-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/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.

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#/> (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).

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,"

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.

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

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_j1m6iizwd.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,” <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

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 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.



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.



*NEW YORK CITY
COUNCIL
PRELIMINARY
BUDGET
HEARING*

Re: Preliminary Budget Hearing Juvenile Justice, 3/15/ 2016

Judy Yu, MPH

Director, Juvenile Justice Project, Correctional Association of New York

I am the Director of the Juvenile Justice Project of the Correctional Association of New York. The Correctional Association of New York is an independent, non-profit organization founded by concerned citizens in 1844 and granted unique authority by the New York State Legislature to inspect prisons and report its findings and recommendations to the legislature, the public and the press. Through monitoring, research, public education and policy recommendations, the Correctional Association strives to make the administration of justice in New York State more fair, efficient and humane. The Correctional Association does not provide direct services other than leadership training programs and does not engage in litigation or represent a sector or workforce. The Juvenile Justice Project works to reduce incarceration of children and youth, and create a safe, publicly transparent and accountable youth justice system. Through advocacy, coalition building, youth leadership development, and public education, we promote child centered policies and practices that protect the dignity, safety and human rights of youth who come into contact with the law.

We offer this written testimony regarding the City Council preliminary budget for ACS's juvenile justice services and programs. Our testimony focuses on the following recommendations:

- We support the increased funding for the addition of 35 new positions for oversight of the Close to Home Initiative. We also call on the City Council to develop, fund, and implement an additional external and independent oversight mechanism to ensure the safety and well-being of children in the system.
- We recommend that such oversight also prioritizes a rigorous evaluation of Close to Home aftercare, given the importance of aftercare in ensuring youth remain out of the system and thrive in their community.
- We further recommend that the City Council support family engagement programs as part of both aftercare and preventing youth from involvement or deep engagement in the youth justice system. This should include family therapy programs that address the needs of diverse youth, including LGBTQ youth, and funding a parent advocacy program.
- We urge the City Council demonstrate leadership in continuing to reduce the use of detention and placement through investment in community-based non residential alternatives.
- We recommend the inclusion of data on and analysis of restraint and room confinement rates as indicators in the Juvenile Justice Performance Measures.

Oversight and Monitoring of Close to Home

The Correctional Association of New York supports the increased funding and the addition of 35 additional staff for oversight of the Close to Home Initiative. It is vital to have adequate monitoring and oversight to ensure the safety and well-being of youth in placement. As an organization that has served as an independent outside monitor of New York's adult prison system for over 166 years, the

Correctional Association is well aware of the myriad risks faced by individuals in custody. Children in residential facilities are uniquely susceptible to abuse and mistreatment by virtue of the combination of their age, their isolation from the public, and the generally closed nature of such facilities. These risks are not unique to the Administration for Children's Services or New York City. For example, the federal Department of Justice has documented constitutional violations including the excessive use of force in residential youth placements, including locally operated facilities.¹

The current commissioner of the Administration for Children's Services (ACS) Gladys Carrión, is known for having implemented important and transformational system reforms when she previously served as Commissioner of the NYS Office of Children and Family Services, including closing many youth facilities and integrating a trauma informed and rehabilitative framework into existing facilities. We are confident that the Commissioner is bringing the same vision and dedication to the welfare and safety of New York City's children as she brought to the state system. We also recognize and support ACS's efforts to improve its system and the state's efforts to provide the necessary oversight for youth in the Close to Home program. This oversight over Close to Home is also part of a variety of existing oversight mechanisms, such as the New York City Comptroller, the New York City Inspector General, the New York State Justice Center, the Public Advocate, and the city's District Attorneys. We support the need for multiple oversight mechanisms to ensure the safety of children in closed residential facilities. However, none of these oversight bodies are fully independent or external.

In addition, the CA has previously testified that despite the existence of the aforementioned oversight bodies, publically available data from ACS's detention facilities have revealed troubling numbers of restraints on youth and room confinement dating back to at least October 2010. ACS was placed under a Corrective Action Plan from NYS OCFS regarding the excessive use of restraints and room confinement in its detention facilities, although it is our understanding that due to improvements ACS will be released from the plan shortly. However, publicly available data revealed an alarming use of restraints and room confinement for a full two years before OCFS issued its investigative findings and took action. OCFS's Secure Detention Focused Review which

¹ In August 2009, the federal Department of Justice concluded a two-year investigation of four New York State-operated juvenile prisons, finding routine incidents of physical abuse and excessive use of force, a complete lack of staff accountability, and woefully inadequate mental health services. *Investigation of the Lansing Residential Center, Louis Gossett, Jr. Residential Center, Tryon Residential Center, and Tryon Girls Center*, U.S. Dept. of Justice, August 2009. The DOJ has similarly investigated and made findings against a host of jurisdictions. See Mendel, Richard A., *No Place For Kids*, p.5; U.S. Dept. of Justice Investigation on the Walnut Grove Youth Correctional Facility in Mississippi, March 2012: <http://www.justice.gov/opa/pr/2012/March/12-crt-352.html>; U.S. Dept. of Justice Investigation Report of Arthur G. Dozier School for Boys and the Jackson Juvenile Offender Center, Marianna, Florida, December 2011: http://www.justice.gov/crt/about/spl/documents/dozier_findltr_12-1-11.pdf; U.S. Dept. of Justice Investigation of Terrebonne Parish Juvenile Detention Center, Houma, Louisiana, January 2011: http://www.justice.gov/crt/about/spl/documents/TerrebonneJDC_findlet_01-18-11.pdf; U.S. Dept. of Justice Investigation of the Los Angeles County Probation Camps, October 2008: http://www.justice.gov/crt/about/spl/documents/lacamps_findings_10-31-08.pdf; U.S. Dept. of Justice Investigation of Marion County Juvenile Detention Center, Indianapolis, Indiana, August 2007: http://www.justice.gov/crt/about/spl/documents/marion_juve_ind_findlet_8-6-07.pdf; For more examples please see: <http://www.justice.gov/crt/about/spl/findsettle.php#Juveniles%20Findings%20Letters>.

highlighted those practices and required ACS to respond to them was not issued until October 2012. No other oversight agency took action on this issue during that time. To the best of our knowledge, no documents related to the OCFS investigation, including ACS' Corrective Action Plan have been publicly released. This slow response, despite the multiple agencies in the city and state with oversight responsibility, illustrates the gaps in oversight.

ACS has subsequently made continuous improvements in restraint use. When comparing restraint rate data for Fiscal Year 2014 and Fiscal Year 2015 provided by ACS, there was a 14% decrease in physical restraints in all detention. Notably, one secure detention facility had a 45% decline in restraint rate. Unfortunately for this same time period, there has been a troubling increase in the restraint rate in non secure detention of 65%. The data indicates that continued vigilance is absolutely necessary.

The safety of our most vulnerable children necessitates that oversight mechanisms must be durable and transcend this current administration. To better protect vulnerable children a mechanism for independent and external oversight that will also provide greater public transparency is required. This is supported by a strong body of literature and national best practice standards. The American Bar Association and other experts on correctional facility oversight have gone on record stating that residential facilities for children are in need of *independent* oversight.² The American Bar Association (ABA) outlined twenty standards for effective youth and adult prison oversight including the following essential points. These points include that the overseeing entity must be:

- 1) Independent, specifically meaning that it must not be located within the agency it oversees and it must operate from a separate budget;
- 2) Statutorily guaranteed the right to conduct unannounced and unfettered visits including the ability to have confidential conversations with youth in the facilities and programs;
- 3) Granted the power to subpoena witnesses and documents and have the power to file suit against the agency operating a facility(ies);
- 4) Assigned the power and duty to report its findings to the executive, legislative, and judicial branches, and also to the public;
- 5) Allocated adequate funding and appropriate staffing levels necessary for effectiveness; *and*
- 6) Facility administrators must be required to respond publicly to monitoring reports.³

² For more information on effective oversight, see: Deitch, Michele, *Opening Up a Closed World: What Constitutes Effective Prison Oversight?* Pace Law Review, Volume 30, Number 5, p. 1397-1410, Fall 2010 and Michele Deitch, *Distinguishing the Various Functions of Effective Prison Oversight*, Pace Law Review, Volume 30, Number 5, Fall 2010. Additionally, Governor Paterson's Task Force on Transforming Juvenile Justice made a number of key recommendations for youth justice reform in New York State including the need to "(e)stablish and fund an independent, external oversight body to monitor and report on OCFS' juvenile justice policies and practices." The Task Force was charged with looking at the OCFS state-system although their analysis and conclusions regarding the need for an independent, oversight body are applicable to a city-run system and to private agencies. The Task Force report is available at: <http://www.vera.org/download?file=2944/Charting-a-new-course-A-blueprint-for-transforming-juvenile-justice-in-New-York-State.pdf>.

³ The American Bar Association Criminal Justice Committee, Report to the House of Delegates (2008).

All agencies and facilities that, by design, isolate children from the general public are in need of well-funded, robust, and independent external oversight, regardless of how close to home children are placed. Robust external oversight can play a role in improving conditions of confinement as well as facilitating systemic change. Effective and consistent monitoring and inspection empowers an agency to immediately address problems as they arise. This process can help to highlight the good work that is being done in institutions and ensure its sustainability. Instead of presuming wrongdoing, a strong oversight body can create a proactive mechanism that ensures quality services and objective evaluation through regular facility inspections the consistent review of policies, programs, and services, and regular reporting.⁴ Independent oversight can also play a strong role in securing public accountability for systems of confinement. The City Council should develop, fund, and implement an independent oversight body for juvenile justice facilities in New York City, as part of its resources toward the necessary monitoring of Close to Home. Such an oversight body should work in tandem with the existing oversight mechanisms in place.

Oversight of Close to Home Aftercare

The oversight of Close to Home includes monitoring of the quality of aftercare services that youth receive. An evaluation of Phase I of Close to Home by the John Jay College of Criminal Justice noted that while ACS made solid planning efforts for aftercare and reentry, there remains the need for “well-structured aftercare programs” and that the lack of such programs “remained an area of concern for the [NY State Office of Children and Family Services].”⁵ High quality and effective aftercare is a critical component to reducing recidivism and to strengthening youth’s connections to their family, school, and community. Such connections are necessary for them to ultimately thrive.

The CA coordinates the Juvenile Justice Coalition, a statewide network of juvenile justice advocates, direct service providers, and community members. According to the experiences of some of our members, the aftercare model design for the initial phase of Close to Home was problematic: agencies that worked with youth in placement were generally not the same agencies that provided aftercare. As there were separate contracts for placement and for aftercare, a young person and their family would work with the placement agency for an average of seven months, beginning to form trusting and rehabilitative relationships, only to be turned over to a whole new set of providers upon discharge for aftercare. At the point where a youth has been placed in Close to Home, they and their family have generally already experienced multiple interventions by different providers. Having to

⁴ This section of testimony on independent oversight and monitoring draws heavily from a one-page memorandum that this group wrote and distributed to Department of Probation Commissioner Vincent Schiraldi, and, in slightly revised forms, to ACS Commissioner John Mattingly, Division of Youth and Family Justice Executive Deputy Commissioner Larry Busching, and the State Strategic Plan Steering Committee (the author of this testimony sat on this Steering Committee). This memorandum was signed by Community Connections for Youth, the Correctional Association of New York, the Children’s Defense Fund New York, the Institute for Juvenile Justice Reform and Advocacy, a project of the Center for NuLeadership. Riverside Church Prison Ministry later joined as a signatory.

⁵ Butts, Jeffrey A., Laura Negredo, and Evan Elkin (2015). *Staying Connected: Keeping Justice-Involved Youth “Close to Home”* in New York City. New York, NY: Research and Evaluation Center, John Jay College of Criminal Justice, City University of New York.

begin the critical and difficult work of family and individual therapy with yet another new agency at discharge only leads to “provider fatigue.”

Furthermore, while youth are required to engage in aftercare, their families do not have such a requirement; engaging in family treatment is voluntary and family members may be discouraged at the prospect of having to start anew with a different agency. Yet family engagement is a critical component of successful placement and aftercare. A recent report by the Vera Institute and the Center for Juvenile Justice Reform on family engagement found evidence in its literature review that youth fare better when they have contact with their family during incarceration, regardless of the quality of the parent-adolescent relationship, and that it can reduce recidivism and have a significant impact on the young person’s mental health.⁶ We recommend that oversight of aftercare include a rigorous evaluation of the current model of aftercare and existing practices. The indicators should include whether the aftercare process is meaningfully being started with the youth and family the moment a youth enters a facility, the quality of meaningful family engagement while the youth is in placement and during aftercare, and the overall quality and viability of the aftercare model.

Support Family Engagement

We further urge that the City Council continue and expand your support of initiatives that support family engagement of youth justice system involved young people. This included continuing to support initiatives such as Adolescent Portable Therapy, which was funded in FY 2016 but does not appear in the preliminary budget. We further recommend that the City Council fund SCO Family Connect, which is based on the evidence based family acceptance therapy developed by Caitlin Ryan, and is aimed to help parents and caregivers of LGBTQ youth move from rejection toward acceptance of the child. Research from Caitlin Ryan has shown that family accepting behaviors toward LGBT youth during adolescent protect against suicide, depression, and substance abuse. Such issues can lead youth to contact with the youth justice system.

Recent national research has found a disproportionate number of LGBTQ youth in the juvenile justice system: 20% of youth in detention were LGBT or gender non-conforming, and when disaggregated by gender 40% of girls and 14% of boys were LGBT or gender non-conforming.⁷ The Correctional Association’s evaluation of the New York State OCFS youth justice system suggests that 27% of youth who participated in our study between 2012 and 2013 self-identified as or were perceived and treated as LGBTQ.⁸ LGBTQ youth in New York City’s youth

⁶Shanahan, Ryan and Margaret diZerega (2016). Identifying, Engaging and Empowering Families: A Charge for Juvenile Justice Agencies. Center for Juvenile Justice Reform and Vera Institute of Justice.

⁷ Please see LGBT/GNC Youth in Juvenile Justice: <http://www.ncedglobal.org/blog/lgbtgnc-youth-in-juvenile-justice>.

⁸ The Correctional Association visited eleven (11) OCFS youth justice facilities from 2012-2013 and collected 196 surveys from youth. At the time of our visits, an average of 497 youth were placed in OCFS’ youth justice system. These results are not generalizable to the overall population but represent the sample that participated in our study. Youth respondents were categorized as LGBTQ if they identified as lesbian, gay, bisexual, questioning, transgender, or AG (AG or “aggressive” is a term used in LGBTQ communities of color to describe female identified people with a masculine presentation). In addition to those who openly identified as LGBTQ, youth were included in the LGBTQ category if they stated that they had been threatened, harassed, or assaulted because of their sexual orientation, gender

justice system would benefit from LGBTQ affirming family therapy services. We recommend the City support SCO Family Connect, which DYCD had funded as a pilot, but is currently unfunded and dormant. This program should be embedded within the youth justice system to help youth in placement, lower recidivism, and prevent placement or further engagement with the youth justice system.

Furthermore, a report from Justice for Families notes that a survey of family members found that most families (86%) with youth in the youth justice system want to be more involved in their children's treatment while they are incarcerated; 91% wanted more visitation opportunities; and 83% wanted fewer limits on who can visit.⁹ This report also found that families expressed frustration at not having sufficient support and help with navigating the youth justice system. Family engagement should be funded not only in the context of rehabilitation and therapy, but to strengthen the leadership and advocacy of parents and other family members of youth in the system, so that they understand their rights and their child's rights, and are active partners with ACS and other system stakeholders in the design, implementation, and evaluation of the City's youth justice programs. We recommend the City Council fund a pilot parent and family advocacy program that will connect parents and family members with children in the system with each other and with support and information. Family and parent advocates should also have opportunities for meaningful feedback regarding their children's individual treatment, such as quarterly meetings with ACS Close to Home administrators, where ACS shares all relevant data and information with parents and family members and solicits feedback and input about programming, services, and policies.

Invest in Community Based Alternatives

A major goal of the Close to Home Initiative is not merely to transform the placement model for youth, but to increase the number and diversity of community programs for youth and reduce placing children out of home. Close to Home residential placement should be viewed as only one part of a continuum of effective options for youth in trouble, and a true last resort. ACS operates the Juvenile Justice Initiative (JJI) and there are a range of ATP and ATD programs now available in the City as a result of Close to Home and related reform efforts in recent years. Extensive research has shown that incarceration of youth, or placing them in locked facilities away from their families, is ineffective and costly.¹⁰ We urge the City Council to demonstrate leadership in continuing to

identity, or gender expression (SOGIE), or that they had felt unsafe at school due to SOGIE. Many of the youth who encountered SOGIE-based violence openly identified as LGBTQ in the survey, but some did not. Given that the LGBTQ anti-discrimination policy covers both "actual" and "perceived" SOGIE, youth who stated that they were perceived as LGBTQ (but may not have identified openly as such) were included in the LGBTQ category. However, the majority of youth in female facilities who participated in the survey openly identified as LGBTQ.

⁹ See Justice for Families, *Families Unlocking Futures: Solutions to the Crisis in Juvenile Justice* (2012), available at: <http://www.justice4families.org/file/famsunlockingfutures.html>

¹⁰ Richard A. Mendel, "No Place for Kids: The Case for Reducing Juvenile Incarceration"; Barry Holman and Jason Zeidenberg, "The Dangers of Detention: The Impact of Incarcerating Youth in Detention and Other Secure Facilities" (Justice Policy Institute, 2006), http://www.justicepolicy.org/images/upload/06-11_rep_dangersofdetention_jj.pdf; Amanda Petteruti, "The Costs of Confinement: Why Good Juvenile Justice Policies Make Good Fiscal Sense" (Justice

reduce the use of detention and placement in treating youth who are in trouble with the law through investing more in community-based non residential alternatives. A good example of the power and promise of such alternatives is Community Connections for Youth's neighborhood based diversion initiative known as South Bronx Community Connections. An independent evaluation of the project by the John Jay College of Criminal Justice found that youth in the program were significantly less likely to be arrested than similarly situated peers and that it also successfully kept youth engaged with community supports beyond the requirements of the program. We recommend the City Council continue to fund and increase their support of community based alternatives to detention and placement.

Juvenile Justice Performance Measures

The City Council's report on the 2017 preliminary budget contains juvenile justice performance measures. These indicators, such as number of admissions and length of stay, provide a beginning basis to evaluate the safety of our children and the effectiveness of the system. However, it is notable that while youth on youth assault and altercations with injury rate and youth on staff assault with injury rate are indicators, the use of restraints (total restraints, physical restraints, and mechanical restraints) with injury rate as well as the use of room confinement (including length of time) are not included. Any evaluation of ACS's work with youth in detention and placement is incomplete without accounting for the number of restraints and room confinements. As discussed earlier in this testimony, ACS was placed on corrective action by OCFS for its distressingly high rates of restraints and room confinement in Secure Detention. While ACS has invested considerable effort in revising policies and providing the professional training necessary to reduce both restraint and room confinement use, the City must continue to hold the agency accountable for the safety of our children in this regard. We recommend the revision of these indicators to include data on and analysis of restraint and room confinement rates.

Conclusion

The preliminary budget offers an opportunity to strengthen New York City's ability to respond appropriately and effectively to youth at risk of involvement with or currently in the youth justice system. Children who are in the system, particularly in locked facilities, are vulnerable to mistreatment and harm. We support increasing mechanisms of oversight to address risks for children in confinement and improving aftercare, family engagement, and investment in community based alternatives to further reduce the use of detention and placement to address the myriad of complex personal, social, and structural issues that bring youth into contact with the system. We urge that the City Council provide the necessary resources and supports to bolster youth justice reforms within New York City, such as Close to Home Initiative, and help make our city a model

Policy Institute, May 2009), http://www.justicepolicy.org/images/upload/09_05_rep_costsofconfinement_jj_ps.pdf.

Correctional Association of New York
Re: Preliminary Budget Hearing Juvenile Justice
3/21/2016

both state- and nation-wide. A robust investment in meaningful system oversight (including external independent oversight) of the Close to Home Initiative, community based alternatives to prevent detention and incarceration, and family engagement mechanisms are necessary to ensure the safety and well-being of our most vulnerable children and communities.

Testimony of the Children's Defense Fund – New York
Before the Committee on Juvenile Justice, Committee on
General Welfare, and Committee on Women's Issues
FY 2017 Preliminary Budget

New York City Council
March 15, 2016

Beth Powers
Director, Youth Justice



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The Children's Defense Fund's (CDF) Leave No Child Behind® mission is to ensure every child a healthy start, a head start, a fair start, a safe start and a moral start in life, and successful passage to adulthood with the help of caring families and communities. CDF provides a strong, effective and independent voice for all the children of America who cannot vote, lobby or speak for themselves. We pay particular attention to the needs of poor children, children of color and those with disabilities. CDF-New York's unique approach to improving conditions for children combines research, public education, policy development, community organizing and statewide advocacy activities, making us an innovating leader for New York's children, particularly in the areas of health, education, early childhood and juvenile justice.

We would like to thank the Committee on Juvenile Justice, Committee on General Welfare, and Committee on Women's Issues for the opportunity to present testimony on the NYC FY 2017 Preliminary Budget as it relates to children in the juvenile justice system.

Overview

The Close to Home Initiative ushered in a new era for juvenile justice in New York City. Prior to the Close to Home Initiative, youth placed out of home as the result of a juvenile delinquency case were held in placements outside of New York City. The geographic distance resulted in significant barriers to successful placement and re-entry for youth. Youth were disconnected from family and their communities and often earned educational credits that did not transfer completely upon return to New York City. Close to Home remedied these fundamental barriers to success by allowing youth to be served within their communities in more homelike environments while attending Department of Education schools. The first phase of Close to Home Initiative – non-secure placement (NSP) - rolled out in fall 2012 and the second phase – limited secure placement (LSP) – recently opened in early 2016. Our comments today will relate to the Administration for Children's Services (ACS) budget allocations for oversight in Close to Home.

Oversight

CDF-NY is encouraged by funding included in the FY 2017 Preliminary Budget to add 35 new positions to increase the frequency of site visits and program support for Close to Home. We are supportive of increased internal capacity to provide oversight and we recommend that ACS additionally incorporate independent oversight into their review of Close to Home. While internal review is critical, external oversight provides a level of public accountability not achievable by a purely internal process. Internal and independent external oversight are complimentary and necessary for effective oversight.¹ The American Bar Association (ABA) urges governments to establish public and independent bodies to monitor and report on both adult and juvenile correctional settings. ABA emphasize that to be an effective oversight body the monitor must be independent of the correctional agency.² We encourage the establishment of an independent monitor to supplement current internal oversight mechanisms.

Aftercare

Any element of oversight should include oversight of the Aftercare component of Close to Home. Aftercare is a critical piece of the placement process, proper execution of which greatly influences the ability of youth to successfully return home. Youth typically spend around 7-8 months of a placement within a placement facility followed by a period of Aftercare supervision. Aftercare should be a continuation of support for a youth and not a new set of requirements for youth to take on for the short remainder of their placement term. Services should begin when the youth enters placement and seamlessly aid in transitioning the youth home. We recommend that service providers continue working with families through Aftercare and discourage the practice of transitioning youth to a new service provider for aftercare as has been the process used in NSP. Transitional services such as family therapy should begin before youth return home to help ease the transition. Youth should begin home visits as soon as possible in the placement process to allow providers time to address family dynamics before the youth returns to best help prevent an unsuccessful return home and possible re-entry into the justice

¹ Deitch, Michele. Distinguishing the various functions of effective prison oversight. Pace Law Review. (2010)

² American Bar Association Criminal Justice Section, Report to the House of Delegates. Retrieved from: <http://www.humanrightsfirst.org/wp-content/uploads/ABA-Resolution-and-Oversight.pdf>

system. Families should be made aware of ample resources within the community to assist them through difficult transitions.

Community Engagement

One of the many benefits of having youth placed within the community is the wide spectrum of opportunities for community engagement ranging from participation in Community Advisory Boards (CAB) to community based organizations directly providing services to youth. CDF is supportive of CABs however encourages ACS to examine the success providers have had in effectively engaging community members to participate in CABs. Currently every provider is required to host their own CAB, a practice that can be onerous and often pull from the same pool of community members interested in engaging with youth in CTHI. We encourage ACS to consider allowing CABs to be regionally based and allow multiple sites to utilize the same board to maximize the resources of the board and avoid spreading resources too thin.

Gender Responsivity

We are encouraged by ACS's attention to the needs of girls in juvenile justice settings. There has been recent national attention to the unique needs of girls encountering the justice system. Lesbian, Gay, Bisexual, and Transgender (LGBT) youth as well as Gender Non-Conforming (GNC) youth are disproportionately represented within the justice system and represent a subset of girls for which attention is needed to ensure their needs are appropriately met. Girls entering the justice system have high rates of histories of trauma including elevated rates of past sexual abuse³. It is critical that justice systems appropriately assess youth in a gender responsive manner and implement gender-responsive programming to meet the needs of all youth. We urge ACS to ensure youth are assessed with gender-responsive tools and provided gender-responsive programming to ensure the needs of all youth are met.

Conclusion

CDF-NY is supportive of increased funding to ACS to increase the frequency of site visits and program supports for Close to Home. We encourage ACS to incorporate independent oversight in addition to the proposed enhancements. We urge ACS to increase oversight of Aftercare and examine its success in assisting youth and families in successfully transitioning home from placement. We additionally encourage ACS to re-examine Community Advisory Boards to increase their efficiency in connecting community to providers. We finally encourage ACS to examine the ways in which assessments and programming are gender responsive to meet the needs of all youth in their care with particular attention to the needs of girls and LGBT/GNC youth.

³ Saada Sar, M., Epstein, R., Rosenthal, L., Vafa, Y. The Sexual Abuse to Prison Pipeline: The Girls' Story. Retrieved from: http://rights4girls.org/wp-content/uploads/r4g/2015/02/2015_COP_sexual-abuse_layout_web-1.pdf



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**Testimony of Sanctuary for Families
For the New York City Council, Committee on General Welfare
Chair, Stephen Levin
Submitted March 18, 2016**

As Executive Director of Sanctuary for Families, I want to thank the General Welfare Committee for the opportunity to submit testimony on the critical work of New York City's Human Resources Administration, Department of Homeless Services, and Administration for Children's Services. A special thanks to Committee Chair Levin for holding this hearing, and to HRA Commissioner Banks for his tremendous support and partnership.

As New York City's largest provider of services to victims of domestic violence and human trafficking, and their at-risk children, Sanctuary partners closely with the City Council and with the aforementioned agencies on behalf of our most vulnerable neighbors. We could not provide its life-saving, wrap-around services to thousands of abuse victims and children annually without the City Council's robust support for our multilingual, trauma-informed immigrant services, family and matrimonial legal services to the poorest abuse victims, and best-in-class immigration legal services. Contracts with HRA support major shelter, non-residential, and public housing resident programs that reached approximately 9,000 abuse victims and children last year. And Sanctuary's regular program of trainings to ACS case workers ensures that scores of front-line child welfare workers are equipped with knowledge about family violence, trafficking, and issues confronting immigrants.

Robust support from the City enables Sanctuary to provide life-changing services to thousands of victims of domestic violence, human trafficking, and vulnerable children annually: last year, our shelter, clinical, legal, and job training services reached 10,500 adult victims and 4,100 children. Our clients are overwhelmingly families living in deep poverty—87% last year reported annual household incomes of \$20,000 or less, and 66% had annual incomes of \$10,000 or less. More than 90% are people of color, and 76% of adult clients are immigrants. And a vast majority are women with dependent children.

Renewed and increased funding from the City Council and these agencies is critical for Sanctuary to sustain and expand essential victim services to City residents affected by domestic violence and sex trafficking—leveraged by outreach in some of the City's most underserved communities and capacity-building trainings that reach professionals from police, to judges, to hospital staff, to immigrant CBOs. We urge the City Council to restore funding for the Legal Services for Domestic Violence Victims Initiative and the Immigrant Opportunities Initiative (both contracted through HRA), and to provide new support for our Economic Empowerment Program, a remarkably successful service-sector workforce program that has delivered intensive training to more than 570 abuse victims over the past five years, many of them homeless women living in shelters and 85% single mothers. Indeed, EEP's living-wage is grounded in the urgent need to address the interlinked issues of homelessness, poverty, and abuse—and offers a potent solution that can help get families into sustainable, career-track jobs, and out of the homeless system for good.

Statistics show that domestic violence victims account for over 25% of families in the City's homeless shelter system, and a November 2014 report by the NYC Independent Budget Office identified domestic violence as second only to evictions as a cause of family homelessness. In addition to adjusting to shelter life in unfamiliar communities, homeless domestic violence victims face many barriers to long-term economic and housing stability, including abuse-related trauma, childcare responsibilities, limited educational opportunities, and skills gaps relative to the 21st century, skills-based economy. Compounding these challenges is the vicious cycle of poverty and dependence on public benefits and the shelter system for survival—seemingly intractable issues for so many poor New Yorkers.

Sanctuary's multi-tiered approach to addressing the homeless crisis among domestic violence and trafficking victims includes several major City-funded programs that are highlighted in this testimony:

- Our **shelter services** are the first line of defense for families fleeing violent homes, with 5 shelters that house 450-550 women and children each year and help increasing numbers find permanent, affordable housing after leaving shelter;
- Our **family and matrimonial legal services** provide safety and stability for at-risk families, including desperately-needed income streams via child and spousal support and help with housing and public benefits issues—last year these staff represented 989 clients in 1,577 family matters, and 263 clients in 466 housing and public benefits cases, and advice and counsel to many more;
- Our **immigration legal services** have a near-100% success rate in helping clients achieve legal immigration status, making them work-ready and eligible for critical benefits—our best-in-class attorneys provided representation to 1,979 clients in 4,032 immigration matters last year, and advice and counsel to many more.

Our **service-sector job training program**, the Economic Empowerment Program, is the other piece of the equation which we hope the City will support in the year ahead. Sanctuary believes strongly that a crucial key to eliminating homelessness among domestic violence and trafficking victims is helping them attain sustainable living-wage jobs that allow them to cycle out of the homeless system for good. While public benefits and housing subsidies can offer much-needed short- to medium-term relief for abuse victims, a successful solution to the crisis of homelessness must, at its core, embrace effective living-wage-focused job training. This largely overlooked aspect is as critical to addressing the poverty, cost of living, and affordable housing crisis—as it is to resolving the city's domestic violence crisis.

Below is more information on three relevant funding requests Sanctuary hopes the City Council will support in the FY 2017 budget process. Together, and as part of Sanctuary's broader program of holistic services for the City's most at-risk victims and families, these programs will make a huge impact on the crisis of homelessness.

The Economic Empowerment Program (EEP) is New York City's only sector-based workforce training program offered in-house at a domestic violence agency, helps the city's poorest women—most with dependent children and living in shelters—obtain sustainable, living-wage jobs in high-demand fields. Directly aligned with NYC's recently announced Career

Pathways workforce strategy, EEP delivers middle skills trainings that lead to career-track jobs in high-demand fields. The program's one-month Career Readiness Workshop and 4-month Office Operations Workshop includes 300 hours of advanced office skills training including Microsoft Office certifications, and 200 hours of literacy. GED and ESOL courses are also offered in-house. CUNY-based occupational courses and 3-6-month internships with 30 employer partners supplement the in-house components. To date, 564 abuse survivors have participated, with remarkable outcomes, including an 88% completion rate, 275 job placements; one-year retention of 65%; and average salaries of \$13.71 per hour 57% higher than the New York State minimum wage. The program has conferred more than 580 nationally recognized IT certifications in MS Word, Excel, and Outlook. Last year, a new training series was launched to meet the need for high-quality job training among NYC's large monolingual/Limited English Proficiency Spanish-speaking population.

Below is a link to EEP's recently released 5-Year Report: http://www.sanctuaryforfamilies.org/wp-content/uploads/2016/03/EEP_Report_FINAL_FEB-29_NON-PRINT-for-web.pdf

The Legal Services for Domestic Violence Victims Initiative is a lifeline of free, high-quality representation and advice for indigent abuse victims in Family and Supreme Court matters citywide, including orders of protection, child custody and visitation, and divorce. When batterers are the primary or sole wage earners and can afford high-quality representation, expert legal services level the playing field for poor abuse victims. This Initiative supports family law attorneys who deliver representation, emergency safety planning, legal advice, and referrals to 275 domestic violence victims annually, as part of the city's largest civil legal service program for abuse victims. Overall, Sanctuary's 26 family and matrimonial lawyers, with support from more than 250 pro bono attorneys, obtained orders of protection for 263 clients, judgments of divorce for 57 clients, and obtainment, maintenance, or increase of child and spousal support for 27 clients; and had a 94% success rate in child custody cases. Housing and public benefits legal staff prevented loss of housing for 52 clients, and helped 56 clients obtain, preserve, or increase public benefits, TANF or other entitlements.

The **Immigrant Opportunities Initiative** (IOI) supports the work of America's largest domestic violence immigration legal program for abuse victims. Sanctuary's 26 immigration and trafficking lawyers, case managers, and paralegals, with support from hundreds of pro bono attorneys annually, delivered free legal representation, advocacy, and referrals to 2,825 clients in 5,838 immigration matters last year, including visas, work permits, and green cards; and emergency financial aid for poor clients. Sanctuary is NYC's only domestic violence agency with capacity to handle ALL immigration legal needs of victims, with specialized expertise in areas including removal defense, Special Immigrant Juvenile Status, and U and T visas.

We deeply appreciate the City Council, HRA, DHS and ACS's commitment to helping abuse victims and families in our community through sustained funding as well as bold new shelter, legal, and workforce initiatives that have emerged in the past several years. With the City's continued strong support, we can move scores of domestic violence and trafficking victims and their families toward long-term stability and freedom from violence—and off the public assistance and homeless system caseloads.

Thank you for your time.

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. HRA Res. No. _____

☐ in favor ☐ in opposition

Date: 3/15/16

(PLEASE PRINT)

Name: Mary Ellen Clark

Address: _____

I represent: NYC Employment and Training Coalition

Address: 121 6th Ave. 6th Floor New York NY 10013

**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: Rashida Latif

Address: _____

I represent: West Side Campaign Against Hunger

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: Merble Reagon

Address: 110 Broadway

I represent: Women's Center for Education

Address: +Careers Advancement

Please complete this card and return to the Sergeant-at-Arms

Public

**THE COUNCIL
THE CITY OF NEW YORK**

Public

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: Nadia Alexander
Address: 1052 Nostrand Avenue Bklyn, NY 11225
I represent: Magical Years E.C.C. of Sunset Park
Address: 230 60th Street Bklyn, NY 11230

**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: Patrick Jean-Baptiste
Address: 2621 Newkirk Ave Apt H6 Brooklyn, NY
I represent: Mashia Soup Kitchen Network
Address: 1276 47th Street Brooklyn, NY 11219

**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: Rena Resnick
Address: _____
I represent: Metropolitan Council on Jewish
Address: Poverty

Public

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: MIKE JACKSON

Address: _____

I represent: LISC NYC

Address: 501 7th AVE. NYC 10018

Public

THE COUNCIL THE CITY OF NEW YORK

Public

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: 3/15/16

(PLEASE PRINT)

Name: LISA CASWELL

Address: 2082 Lexington Ave, Suite 204, NY NY 10035

I represent: DAY CARE COUNCIL OF NEW YORK

Address: Same

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: Courtney Le Borouis

Address: 150 William St

I represent: NYC ACS

Address: 150 William St

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: 3/15/16

(PLEASE PRINT)

Name: _____

Jacqueline McKnight

Address: _____

150 William St

I represent: _____

NYC ACS

Address: _____

150 William 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: 3/15/16

(PLEASE PRINT)

Name: _____

Andrew WHITE

Address: _____

NYC ACS

I represent: _____

150 William Street

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: 3/15/16

(PLEASE PRINT)

Name: _____

Jill Krauss

Address: _____

150 William St

I represent: _____

NYC ACS

Address: _____

150 William St

Please complete this card and return to the Sergeant-at-Arms

Public

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: Yessenia Rosario Early Childhood Director
(PLEASE PRINT)

Address: Nicholas Cardell Day Care Center

I represent: CSA

Address: _____

Public

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: Amber Cartwright Early Childhood Director
(PLEASE PRINT)

Address: Brooklyn Kindergarten Society

I represent: CSA

Address: _____

Public

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: Lois Lee Early Childhood Director
(PLEASE PRINT)

Address: CPC Queens School Age DCC

I represent: CSA

Address: _____

Please complete this card and return to the Sergeant-at-Arms

Public

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: Carlyn Cowen

Address: 40 Broad Street New York NY

I represent: Federation of Protestant Welfare Agencies

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: 3/13/17

(PLEASE PRINT)

Name: Anne Goldman VP DOE

Address: 52 Broadway

I represent: United Federation of Teachers

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: SASAN STETZER

Address: _____

I represent: Community Board 3 MAN

Address: 59 E 4 ST

PUBLIC

**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: Yessenia Rosarib/Nicholas Cardell

Address: Day Care Center

I represent: COUNCIL OF SCHOOL SUPERVISORS

Address: + ADMINISTRATORS, (CSA) LOCAL 1

PUBLIC

**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: LOIS LEE, CPC QUEENS SCHOOL

Address: AGE DCC

I represent: COUNCIL OF SCHOOL SUPERVISORS

Address: + ADMINISTRATORS, (CSA) LOCAL 1

PUBLIC

**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: Amber Cartwright, Brooklyn

Address: Kindergarten Society

I represent: Council of School Supervisors

Address: + Administrators, (CSA) Local 1

Public

**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: Amy Ellenbogen

Address: _____

I represent: Center for Court Innovation

Address: 520 8th Ave. 18th Flr, NY, NY 10018

**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: Stephanie Gendell

Address: _____

I represent: Citizens' Committee for Children

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: Lisa Levy

Address: 150 74th St Brooklyn

I represent: Hunger Free NYC

Address: 50 Broad St NY NY

Please complete this card and return to the Sergeant-at-Arms

Public

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: Rachel Sabella (PLEASE PRINT)

Address: Food Bank For New York City

I represent: _____

Address: _____

Public

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: Barry Campbell (PLEASE PRINT)

Address: _____

I represent: Fortune Society / ATI Coalition

Address: _____

Public

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: Eric Grossman (PLEASE PRINT)

Address: _____

I represent: Women's Prison Assoc. / ATI Coalition

Address: _____

Please complete this card and return to the Sergeant-at-Arms

Public

**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: 3/15/16

(PLEASE PRINT)

Name: Kelvin McKinley

Address: _____

I represent: DC1707

Address: 420 W 45th St NY NY 10036

Public

**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: 3/15/16

(PLEASE PRINT)

Name: Joan Morgan

Address: _____

I represent: DC1707

Address: 420 W 45th St NY NY 10036

Public

**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: 3/15/16

(PLEASE PRINT)

Name: Robert Ramos

Address: _____

I represent: Local 205

Address: 420 W 45th St NY NY 10036

Public

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: 3/15/16

(PLEASE PRINT)

Name: Victoria Mitchell

Address: _____

I represent: DC1702

Address: 420 W 45th St NY NY 10036

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: 3-15-2016

(PLEASE PRINT)

Name: Commissioner Steven Banks

Address: HRA

I represent: _____

Address: _____

PUBLIC

THE COUNCIL THE CITY OF NEW YORK

Cost of Living Adjusted
Minimum Wage

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

☐ in favor ☐ in opposition

Date: _____

(PLEASE PRINT)

Name: David Ng

Address: _____

I represent: Human Services Council

Address: 130 East 59th 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: 3/15/16

(PLEASE PRINT)

Name: Gregory Brender

Address: 70 W 36th St NY NY 10018

I represent: United Neighborhood Houses

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: 3/15/16

(PLEASE PRINT)

Name: Andrea Bowen

Address: 70 W 36th St NY NY 10018

I represent: United Neighborhood Houses

Address: _____

Please complete this card and return to the Sergeant-at-Arms