

# **Fiscal 2009 Preliminary Budget Hearings**

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## **❖ Committee on General Welfare**

***March 2008***

### **Scheduled To Testify:**

- *Human Resources Administration/  
Department of Social Services*
- *Administration for Children's Services  
(Agency for Child Development joint with  
Committee Women's Issues)*
- *Department of Homeless Services*

***Hon. Christine C. Quinn  
Speaker of the Council***

***Hon. David I. Weprin, Chair  
Committee on Finance***

***Hon. Bill De Blasio, Chair  
Committee on General Welfare***

***Hon. Helen Sears, Chair  
Committee on Women's Issues***

***James Caras, Acting Director  
Finance Division***

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**HUMAN RESOURCES ADMINISTRATION/DEPARTMENT OF SOCIAL SERVICES (069)**

**Agency Operations**

The Human Resources Administration (HRA) assists individuals and families in achieving and sustaining their maximum degree of self sufficiency. HRA provides cash assistance and employment services at 26 Job Centers and the Riverview Annex, of which 13 are Model Offices designed to streamline workflow and enhance access to services. Additional services are provided at the Family Call Center and its satellites and the Seniorworks Center. Food stamps are provided at 27 offices, of which 11 are Model Offices. HRA helps expand access to private and public health insurance; and offers public health insurance at 19 Medicaid Community Model Offices; support services to individuals with AIDS and HIV-related illnesses are provided through 12 centers, of which 8 are Model Offices; and protective services to adults through 5 HRA borough offices and 4 contracted programs. HRA determines the home care eligibility of disabled or frail Medicaid recipients through 9 Community Alternative Systems Agency offices and contracts with 75 home care provider agencies. Services to victims of domestic violence are offered through 48 State-licensed residential programs, 15 nonresidential programs, and various HRA programs. HRA assists New York City families in obtaining child support orders and collecting child support payments at 4 borough and 5 Family Court offices.

**AGENCY FUNDING OVERVIEW**

Agency Funding Sources	Fiscal 2008 Adopted Budget	Fiscal 2008 Current Modified	Fiscal 2009 Preliminary Budget
City	\$6,644,444,744	\$6,644,449,744	\$6,496,529,448
Other Categorical	\$0	\$0	\$0
Capital IFA	\$0	\$0	\$0
State	\$998,076,845	\$1,048,836,690	\$977,101,832
Community Development	\$2,937,510	\$2,937,510	\$2,937,510
Federal/Other	\$917,221,745	\$961,154,172	\$949,428,624
Intra-City	\$8,870,195	\$12,003,168	\$8,870,195
<b>Total</b>	<b>\$8,571,551,039</b>	<b>\$8,669,381,284</b>	<b>\$8,434,867,609</b>

**HEADCOUNT OVERVIEW**

Headcount	Fiscal 2008 Adopted Budget	6/30/2008 Forecast	Fiscal 2009 Preliminary Budget
City	11,941	11,318	11,304
Non-City	3,901	3,928	3,923
<b>Total</b>	<b>15,842</b>	<b>15,246</b>	<b>15,227</b>

PROGRAM FUNDING OVERVIEW (in 000s)

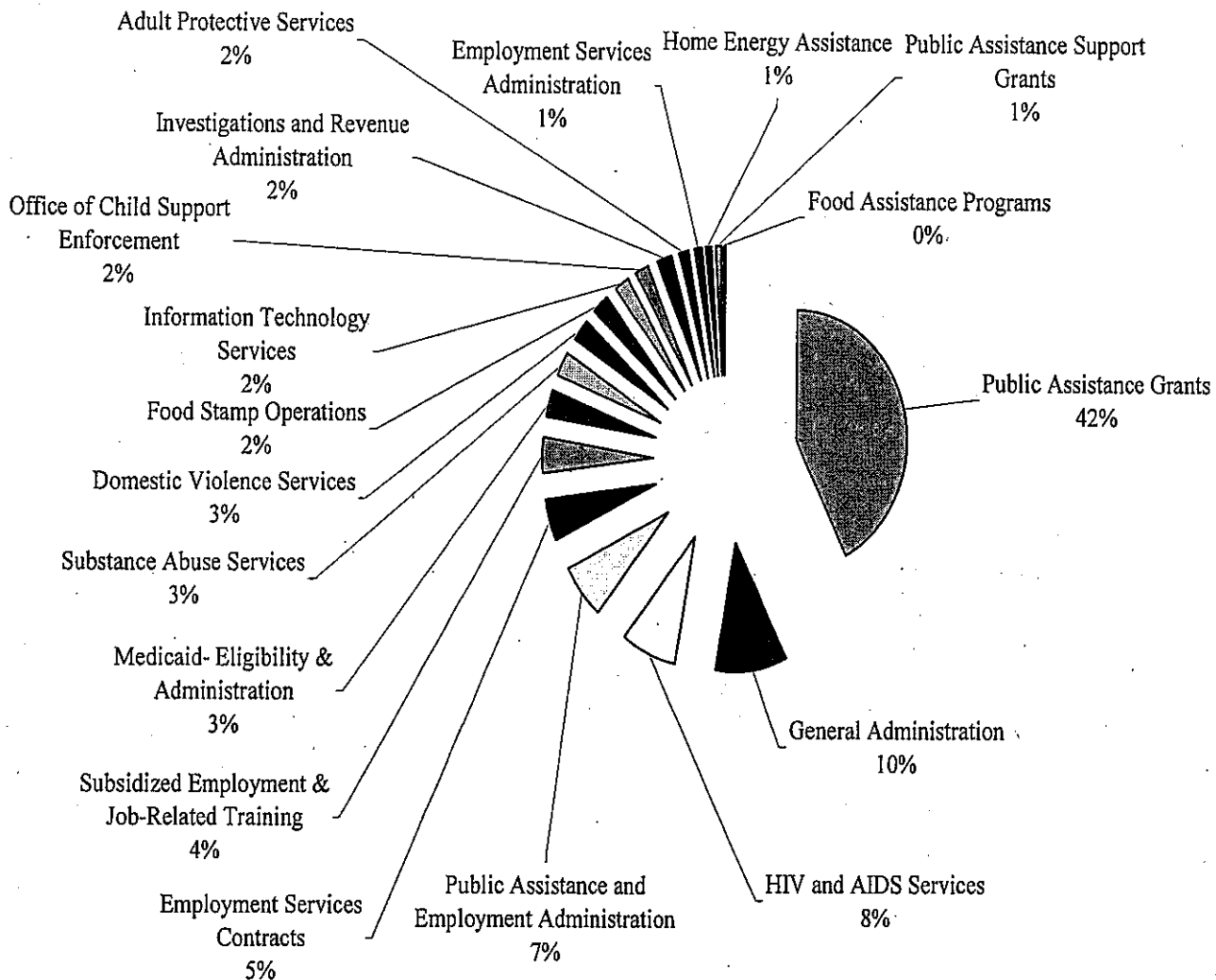
Program	2005 Actual Spending	2006 Actual Spending	2007 Actual Spending	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
Adult Protective Services	\$28,424	\$32,859	\$34,165	\$42,553	\$42,310
CEO Evaluation	\$0	\$0	\$0	\$4,637	\$0
Domestic Violence Services	\$72,055	\$75,191	\$83,445	\$80,588	\$79,902
Employment Services Administration	\$20,471	\$19,868	\$24,243	\$26,529	\$26,469
Employment Services Contracts	\$144,155	\$157,487	\$146,939	\$146,103	\$146,103
Food Assistance Programs	\$13,936	\$17,083	\$14,990	\$13,089	\$9,885
Food Stamp Operations	\$48,420	\$50,576	\$54,022	\$67,457	\$66,368
General Administration	\$284,244	\$285,424	\$279,177	\$278,435	\$287,998
HIV and AIDS Services	\$185,891	\$193,638	\$205,651	\$219,123	\$217,282
Home Energy Assistance	\$31,923	\$33,346	\$29,347	\$27,676	\$24,050
Information Technology Services	\$78,630	\$70,584	\$84,299	\$71,680	\$60,355
Investigations and Revenue Administration	\$57,632	\$59,412	\$62,332	\$59,595	\$57,125
Medicaid and Homecare	\$4,164,135	\$3,901,040	\$4,679,098	\$5,860,089	\$5,664,556
Medicaid Eligibility & Administration	\$78,853	\$80,238	\$82,057	\$91,160	\$91,098
Office of Child Support Enforcement	\$42,602	\$44,667	\$44,190	\$57,763	\$57,542
Public Assistance and Employment Administration	\$201,623	\$199,713	\$209,006	\$201,272	\$199,044
Public Assistance Child Care	\$241,058	\$256,926	\$0	\$0	\$0
Public Assistance Grants	\$1,275,879	\$1,233,700	\$1,167,404	\$1,218,791	\$1,176,689
Public Assistance Support Grants	\$30,497	\$29,628	\$23,022	\$22,594	\$22,594
Subsidized Employment & Job-Related Training	\$114,232	\$107,974	\$123,219	\$122,350	\$122,681
Substance Abuse Services	\$89,403	\$86,559	\$78,549	\$85,949	\$82,816
<b>Total</b>	<b>\$7,204,063</b>	<b>\$6,935,913</b>	<b>\$7,425,155</b>	<b>\$8,697,433</b>	<b>\$8,434,867</b>

PROGRAM HEADCOUNT OVERVIEW

Program	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
Adult Protective Services	452	452
CEO Evaluation	6	0
Domestic Violence Services	205	205
Employment Services Administration	284	284
Food Stamp Operations	1,577	1,577
General Administration	2,596	2,591
HIV and AIDS Services	1,271	1,271
Home Energy Assistance	36	36
Information Technology Services	582	582
Investigations and Revenue Administration	1,443	1,443
Medicaid and Homecare	799	799
Medicaid Eligibility & Administration	1,824	1,824
Office of Child Support Enforcement	941	941
Public Assistance and Employment Administration	3,230	3,222
<b>Total</b>	<b>15,246</b>	<b>15,227</b>



**Spending by Program (not including Medicaid and Homecare) in the Fiscal 2009 Preliminary Budget**



**PROGRAM ANALYSIS**

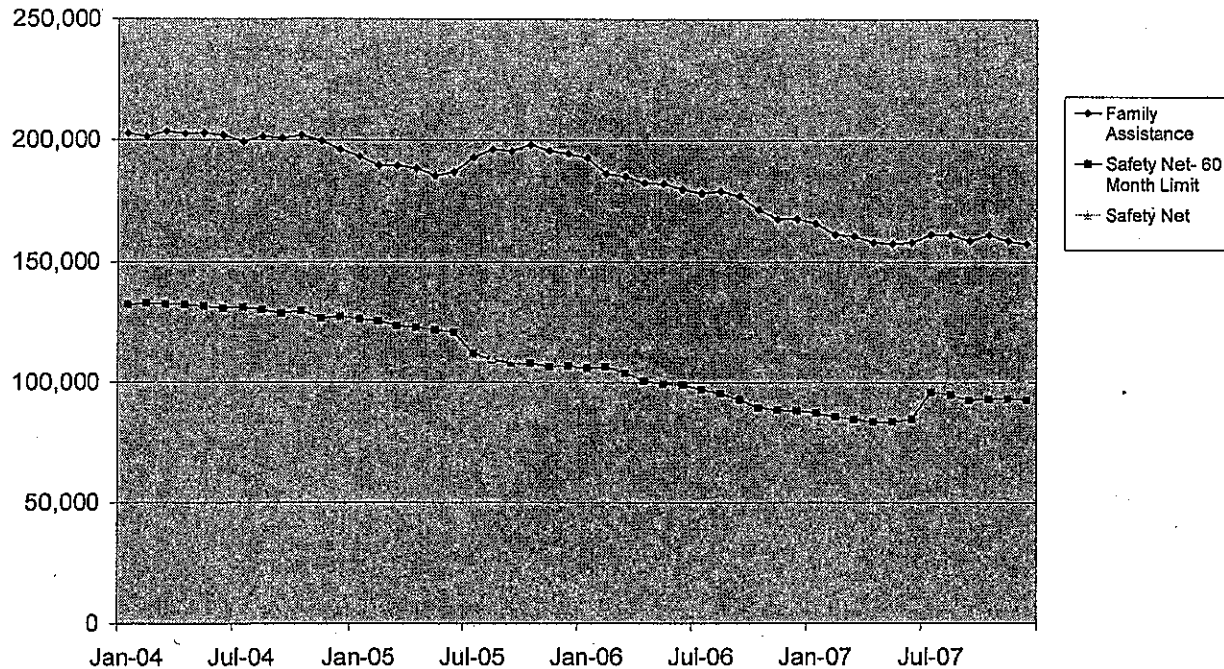
**Public Assistance.** Public Assistance is composed of three basic types of assistance: Family Assistance (FA) for households with children, Safety Net Assistance- 60 month Time Limit (SNA- 60 Month Limit) for families with children who have exceeded the 60-month limit for being on FA, and Safety Net Assistance (SNA) for single adults and families without children. Of the three programs only FA receives substantial federal funding. The typical funding breakdown is 50 percent federal and 25 percent State and City. Both of the SNA programs are split 50 percent between the State and City.

As the chart below demonstrates, the FA caseload has declined by nearly 50,000 recipients over the last four years. Similarly, the number of people receiving SNA- 60 Month has declined by 40,000. The SNA caseload is at about the same level at it was four years ago. It had been rising

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up until the beginning of Fiscal 2008, when it dropped by 20,000. This was because the State Office of Temporary and Disability Assistance (OTDA) decided that 20,000 SNA recipients had been improperly classified as SNA recipients and reclassified these recipients as either FA or SNA- 60 Month.

Trends in the PA Caseload



**Employment Services Contracts.** HRA runs employment programs for public assistance recipients. In terms of funding, over half of the agency's employment services are delivered through contracts. The Preliminary Budget for the Employment Services Contracts is \$146 million. This budget is primarily for two programs: WeCARE and Back to Work.

### *WeCARE*

Started in February 2005, WeCARE is an HRA employment program that is designed for public assistance recipients who have significant barriers to employment. WeCARE aims to identify the particular problems (psychological, physical, etc.) that prevent clients from achieving self-sufficiency and develop a plan of action to solve those problems. In the case of clients whose problem cannot be alleviated, the WeCARE program aims to assist those individuals in getting Federal disability awards (SSI and SSDI). Federal disability awards are more generous than public assistance benefits and fully funded by the Federal government. The WeCARE budget for Fiscal 2009 is approximately \$77 million.

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A number of criticisms have been levied at the WeCARE program. They include:

- **The Assessment Process.** The WeCARE assessment process is complex and HRA has been criticized both for incorrect assessments and failing to help clients navigate the system.
- **Low Numbers of Job Placements.** 5,225 clients have been placed into jobs through WeCARE. According to a Community Voices Heard (CVH) study on WeCARE, “the quality of job preparation and employment services were not adequate and not tailored to work experience, career goals, or education levels”<sup>1</sup>
- **Low Numbers of Federal Disability Awards.** Only 4,600 WeCARE clients have been awarded Federal disability benefits<sup>2</sup>. Internal documents from the WeCARE providers shows that the initial approval rate of SSI applications submitted by Arbor Education and Training and FECS Health and Human Service Systems (the two WeCARE vendors) are 15 percent and 34 percent respectively. Both approval rates are well below what the expected approval rate should be. FECS initially estimated that in the first two years of the program, they alone would get 4,732 clients onto SSI.<sup>3</sup>
- **Sanctions.** WeCARE is supposed to have an escalating outreach policy to prevent its clients from having their public assistance cases sanctioned and disrupting WeCARE services. There have been reports from CVH and Legal Aid that many WeCARE clients have been sanctioned.
- **Lack of an Independent Evaluation.** The WeCARE program was supposed to have an independent evaluator monitor the program. In September 2007, after two and half years since the program’s inception, the evaluator (New York County Health Services Review Organization (NYCHSRO)) finally began work.

### ***Back to Work***

HRA’s Back to Work program provides job readiness training, placement services and vocational training to applicants and recipients of Public Assistance through contracts with community based employment and training organizations. These services are provided in order for the City to meet the Federal work participation requirements for Temporary Assistance for Need Families (TANF) recipients. These regulations require that 50 percent of PA recipients be engaged in a work activity. The Back to Work budget for Fiscal 2009 is around \$68 million.

**Subsidized Employment & Job-Related Training.** The other component of HRA’s employment programs is subsidized employment and job training. This component includes a number of programs such as the Job Training Participant (JTP) program and BEGIN (Begin Employment, Gain Independence Now).

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<sup>1</sup> Briefing Paper: General Welfare Committee Hearing on WeCARE. October 22, 2007

<sup>2</sup> Ibid. pg. 8

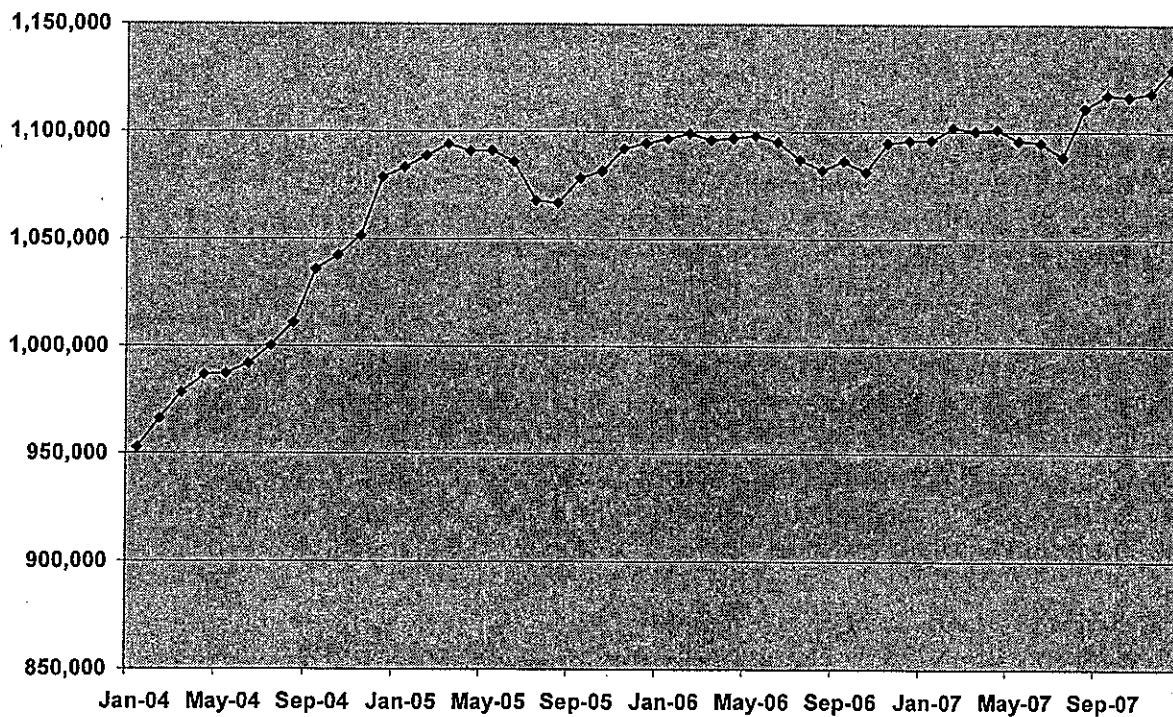
<sup>3</sup> Testimony of Cary LaCheen, National Center for Law and Economic Justice, Inc., before the General Welfare Committee, October 22, 2007. pg. 5

### *Job Training Participant (JTP) Program*

The JTP program provides paid employment for six months to job-ready PA recipients. Instead of receiving a PA grant recipients receive a job in a city agency that pays wages well above what they would receive from a PA grant. While working, recipients also receive job training. Almost all of the jobs provided through JTP are in the Parks Opportunity Program (POP) at the Department of Parks and Recreation. However, in Fiscal 2008 a small amount of positions were added in the Department of Sanitation. Currently, the program has over 2,400 slots. The Preliminary Budget includes around \$50 million for the JTP program. Of the \$50 million approximately \$10 million is paid through the Public Assistance Grants budget, while the remaining \$40 million is paid through the Subsidized Employment & Job-Related Training budget.

**Food Stamp Operations.** The Preliminary Budget for the administration of the Food Stamp program is \$66 million. While Food Stamps themselves are funded directly by the Federal government and thus do not appear in the City's budget, the administration of the program is provided by HRA and thus does appear in the City's budget.

### Food Stamp Recipients



As the chart above, demonstrates, the number of food stamp recipients has increased by 175,000 over the last four years. Despite this increase, participation in the program is still low when compared to other social service programs. It is estimated that anywhere between 400,000 to 700,000 New Yorkers are eligible for food stamps, but not enrolled.

One of the controversial components of HRA's administration of the food stamp program is that HRA requires all food stamp recipients to be fingerprinted before they can start receiving benefits. According to testimony at a November 2007 General Welfare hearing, HRA uncovered a total of 31 cases of fraud in 2006 through fingerprinting. Given the average expenditure of a food stamp case, this translates to \$30,000 worth of fraud. However, it costs \$800,000 to administer the finger imaging. This data demonstrates that the fingerprinting requirement is not cost effective.

**Investigations and Revenue Administration.** The Preliminary Budget proposes spending \$57 million on the Investigation and Revenue Administration. This program is composed of two departments: the Office of Investigations and the Office of Revenue Administration. The Office of Investigations is further divided into the Bureau of Eligibility Verification (BEV) and the Bureau of Fraud Investigation (BFI). BEV participant interviews, document verification, and home visits in order to verify the eligibility of Public Assistance recipients. BFI is mandated to conduct criminal investigations of individuals and organized groups alleged to be attempting or to be committing fraudulent acts against the social service programs. BEV is by far the largest unit within this program with over 60 percent of the total staff. As of January the total staffing for this office was 1,334. BEV had a staff of 861, BFI had a staff of 198, and the Office of Revenue Administration had a staff of 275.

**Medicaid and Homecare.** The Preliminary Budget for Medicaid and Homecare is \$5.7 billion. This is \$200 million less than the 2008 Budget for the program. The budget is projected to decrease because in 2008 the City is spending more Medicaid dollars on behalf of the Health and Hospitals Corporation (HHC) than it is planning to spend in Fiscal 2009. This extra spending in 2008 is on two Medicaid revenue streams: Disproportionate Share (DSH) funding and Medicaid Upper Payment Limit (UPL) funding. DSH is a federal program that was created to provide federal Medicaid payments to hospitals that treat a disproportionate share of Medicaid and uninsured patients and UPL is a regulation in the Medicaid program that allows states to pay inpatient and outpatient hospital Medicaid rates that approximate what the State would have paid under the more generous Medicare payment principles. The amount the City contributes to each of these programs is matched by the Federal government and the total payment goes to HHC.

**HIV/AIDS Services.** The Preliminary Budget proposes spending \$217 million on the HIV/AIDS Service Administration (HASA). HASA provides a variety of services to its clients. To be medically eligible for HASA, a person must have been diagnosed with clinical symptomatic HIV illness as defined by the New York State AIDS Institute or with AIDS as defined by the Center for Disease Control and Prevention (CDC). In addition to the medical eligibility requirements, in order to receive financial assistance through HASA, clients must meet certain financial criteria.

The primary financial benefit that HASA provides is housing, funded through the PA-Safety Net Assistance budget. The funding comes from the Safety-Net program because in order for HASA clients to receive housing benefits they must also be financially eligible for Safety-Net. There are three basic types of housing benefits that HASA clients can receive, emergency housing, supportive housing, and rental assistance. The vast majority of HASA clients receive

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rental assistance. Currently, of the 31,000 HASA clients receiving housing benefits, over 24,000 are receiving rental assistance. The HASA budget does not reflect the rental assistance these HASA clients receive. This assistance is shown in the Public Assistance Grants budget. While it is unclear exactly how much of the Public Assistance Grants budget goes to HASA clients, the Council Finance Division conservatively estimates that at least \$200 million of this budget goes to HASA clients. This means that the actual HIV/AIDS Services budget is estimated to be over \$400 million.

### Council Initiatives Not Restored

In addition, the Fiscal 2009 Preliminary Budget cuts two City Council programs from HRA's budget. The Fiscal 2008 Adopted Budget included funding for these programs but the Fiscal 2009 Preliminary Budget does not. These two programs are: the Managed Care Consumer Assistance Program (MCCAP), which is funded at \$1.3 million in Fiscal 2008 and Emergency Food, which is funded at \$1.5 million in Fiscal 2008.

### UNITS OF APPROPRIATION

The operating budget of an agency is structured into several levels, each of which provides varying levels of detail on an agency's spending plans. The City Charter requires that U/A's represent the amount appropriated for personal services (i.e. salaries) or Other Than Personal Services (i.e. supplies) for a particular program, purpose, activity or institution.

U/A#	U/A Name	Fiscal 2008 Adopted Budget	Fiscal 2008 Modified as of 1/24/2008	Fiscal 2009 Preliminary Budget
201	Administration	\$263,290,758	\$258,874,397	\$248,050,256
203	Public Assistance	\$247,350,781	\$253,725,243	\$253,591,228
204	Medical Assistance	\$121,098,048	\$109,098,048	\$105,775,037
205	Adult Services	\$85,510,652	\$85,669,024	\$85,498,124
	<b>Total PS</b>	<b>\$717,250,239</b>	<b>\$707,366,712</b>	<b>\$692,914,645</b>
101	Administration-OTPS	\$140,893,067	\$157,621,423	\$163,845,268
103	Public Assistance-OTPS	\$1,685,660,562	\$1,691,429,017	\$1,666,551,628
104	Medical Assistance-OTPS	\$5,758,601,562	\$5,841,378,662	\$5,645,784,816
105	Adult Services-OTPS	\$269,145,609	\$271,585,470	\$265,771,252
	<b>Total OTPS</b>	<b>\$7,854,300,800</b>	<b>\$7,962,014,572</b>	<b>\$7,741,952,964</b>
	<b>Total Agency</b>	<b>\$8,571,551,039</b>	<b>\$8,669,381,284</b>	<b>\$8,434,867,609</b>

**PRELIMINARY BUDGET ACTIONS (\$000)**

Description	Fiscal 2008			Fiscal 2009		
	City	Non-City	Total	City	Non-City	Total
<b>Agency Budget as per the October Plan</b>	<b>\$6,644,533</b>	<b>\$2,018,032</b>	<b>\$8,662,565</b>	<b>\$6,523,413</b>	<b>\$1,901,484</b>	<b>\$8,424,897</b>
<b>January Plan PEGs</b>						
Hiring Freeze and Vacancy Reduction Program	(\$1,110)	(\$489)	(\$1,599)	(\$2,237)	(\$965)	(\$3,202)
Implementation of New Employment Verification System	(\$348)	(\$516)	(\$864)	(\$2,438)	(\$3,619)	(\$6,057)
Child Support Initiative	(\$313)	(\$440)	(\$753)	(\$1,251)	(\$1,759)	(\$3,010)
Print to Mail Savings	\$0	\$0	\$0	(\$214)	(\$66)	(\$280)
Administrative Cap Waiver Payments	(\$46,637)	\$46,637	\$0	\$0	\$0	\$0
Federal Revenue for Food Stamp Employment and Training	(\$27,500)	\$27,500	\$0	(\$10,000)	\$10,000	\$0
Fair Hearing Default Case Adjustments	\$0	\$0	\$0	(\$4,833)	(\$8,646)	(\$13,479)
Federal Revenue for Adult Literacy	\$0	\$856	\$856	\$0	\$1,187	\$1,187
<b>Total PEGs</b>	<b>(\$75,908)</b>	<b>\$73,548</b>	<b>(\$2,360)</b>	<b>(\$20,973)</b>	<b>(\$3,868)</b>	<b>(\$24,841)</b>
<b>January Plan Other Adjustments</b>						
Cash Assistance Re-estimate	(\$4,948)	\$38,382	\$33,434	(\$8,355)	\$20,614	\$12,259
Collective Bargaining	\$2,625	\$2,775	\$5,400	\$2,625	\$2,775	\$5,400
Intra City w/ HRA Mats	\$0	\$3,133	\$3,133	\$0	\$0	\$0
HEAP XXVIII Admin FY 08 Funds	\$0	\$1,865	\$1,865	\$0	\$0	\$0
HRA Admin Adjustment	\$0	\$1,671	\$1,671	\$0	\$0	\$0
Administrative Budget Re-alignment	\$0	\$567	\$567	\$0	\$2,239	\$2,239
FSNEP Grant 10- Part 1	\$0	\$472	\$472	\$0	\$0	\$0
Move DV Admin to shelters	\$0	\$463	\$463	\$0	\$463	\$463
Various re-alignments	\$0	\$329	\$329	\$0	\$0	\$0
Fuel adjustment	\$145	\$81	\$226	\$143	\$80	\$223
CEO: Access NYC Outreach	\$174	\$0	\$174	\$0	\$0	\$0
Heat, Light, and Power	(\$102)	(\$41)	(\$143)	\$0	\$0	\$0
HRA Transfer to NYCAPS Central	(\$224)		(\$224)	(\$324)	\$0	(\$324)
OCSE Adjustment	\$0	(\$1,011)	(\$1,011)	\$0	\$0	\$0
HRA Revenue Re-alignment	\$0	(\$9,130)	(\$9,130)	\$0	\$14,551	\$14,551
<b>Total Other Adjustments</b>	<b>(\$2,330)</b>	<b>\$39,556</b>	<b>\$37,226</b>	<b>(\$5,911)</b>	<b>\$40,722</b>	<b>\$34,811</b>
<b>Total January Plan Budget Changes</b>	<b>(\$78,238)</b>	<b>\$113,104</b>	<b>\$34,866</b>	<b>(\$26,884)</b>	<b>\$36,854</b>	<b>\$9,970</b>
<b>Agency Budget as per January Plan</b>	<b>\$6,566,295</b>	<b>\$2,131,136</b>	<b>\$8,697,431</b>	<b>\$6,496,529</b>	<b>\$1,938,338</b>	<b>\$8,434,867</b>

**Preliminary Budget Action Analysis**

**Programs to Eliminate the Gap (PEGs)**

- **Hiring Freeze and Vacancy Reduction.** HRA will save \$1.6 million (\$1.1 million in City funds) in Fiscal 2008 and \$3.2 million (\$2.2 million in City funds) in Fiscal 2009 through due to a hiring freeze that was in place between October 2007 and December 2007.

- **Implementation of New Employment Verification System.** HRA plans to save \$864,000 (\$348,000 in City funds) in Fiscal 2008, \$6.1 million (\$2.4 million in City funds) in Fiscal 2009, and \$7 million (\$2.8 million in City funds) in Fiscal 2010 and the outyears, by improving the way that the agency verifies the employment of PA recipients.
- **Child Support Initiative.** The administration is planning to save \$750,000 (\$313,000 in City funds) in Fiscal 2008 and \$3 million (\$1.25 million in City funds) in Fiscal 2009 and the outyears through PA case closings and grant reductions by maximizing child support payments to PA recipients. The increase in child support payments to PA recipients will result in case closing and grant reductions because of increased income.
- **Fair Hearing Default Case Adjustments.** The administration plans to save \$13.5 million (\$4.8 million in City funds) in Fiscal 2009 and the outyears by accelerating the implementation of Fair Hearing Default decisions. The savings will be achieved by closing Public Assistance (PA) cases and reducing PA grants.

### **Other Adjustments**

#### **Cash Assistance Re-estimate.**

- **SSI Invisibility.** Due to a recent court decision, the presence of SSI recipients in households will no longer count against clients who apply for PA. Since Fiscal 2005, SSI income from one household member counted against the PA income of another household member. Because of this decision, expenditures on PA will increase by \$78.6 million in Fiscal 2008 and by \$34 million in Fiscal 2009. The reason that spending is much higher in Fiscal 2008 is because retroactive payments dating back to when this policy was first enacted in Fiscal 2005 will be paid in Fiscal 2008.
  - **Caseload and Expenditure Reduction.** Due to reductions in PA expenditures and declines in the caseload, HRA will save \$60.7 million in Fiscal 2008 and \$76.4 million in Fiscal 2009.
  - **Increase in shelter allowance for NYCHA clients.** The administration plans to increase the shelter allowance paid to NYCHA clients who are on public assistance. This is meant as an attempt to improve NYCHA's worsening financial condition. The shelter allowance for each NYCHA resident, who is also a PA client, will increase to the maximum shelter allowance allowed under PA. This increase will be phased in over 3 years. The phase-in began in October 2007 and will be completed in October 2010, thus Fiscal 2012 will be the first year when the full cost of the increase is felt. It will cost \$3.5 million in Fiscal 2008, \$11.9 million on Fiscal 2009, and \$35.5 million in Fiscal 2012 when the increase is fully phased in. (Note: NYCHA projects that this increase in the shelter allowance will cost slightly more than HRA's projection).
  - **Housing Stability Plus (HSP) Savings.** Due to phase out of the HSP program in the Department of Homeless Services, the administration projects a savings of \$3.4 million in Fiscal 2008 and \$10.6 million in Fiscal 2009.



- **Advantage New York Costs.** HSP was replaced by the Advantage New York rental assistance programs. As enrollment increases in Advantage New York, the administration is increasing its budget for the program. The Preliminary Budget adds \$15.5 million in Fiscal 2008 and \$53.5 million in Fiscal 2009 for Advantage New York

### **State Issues and Highlights**

#### **Governor Spitzer's Executive Budget.**

- The 2008-2009 Executive Budget proposes to fund the expansion of eligibility for the Child Health Plus (CHP) program that was enacted in the 2007-2008 State Budget. This expansion will raise the eligibility requirements from 250 percent of the Federal Poverty Level to 400 percent.
- The 2008-2009 Executive Budget proposes to increase the City's share of Public Assistance payments in both the TANF and Safety Net programs. This would result in a \$24.3 million total cut to the City. The City's share of TANF assistance would increase from 25% to 27% (a \$9.6 million cut). The City's share of Safety Net assistance would increase from 50% to 52% (\$14.7 million cut).

#### **Revenue Budget**

The Fiscal 2009 Preliminary Budget proposes that HRA will receive \$977 million in State revenue and \$949 million in federal revenue. HRA receives revenue from a variety of funding streams including TANF, Safety Net, the Title XX Social Services Block Grant, and the Food Stamp Employment and Training program. The chart below shows the major revenue sources in the HRA revenue budget:

**REVENUE SOURCE OVERVIEW**

Fund Type	Source Description	2008 Adopted Budget	2008 Current Modified Jan 18, 2008	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
Federal - C.D.	Community Development Block Grants	\$2,937,510	\$2,937,510	\$2,937,510	\$2,937,510
Federal - Other	Temporary Assistance for Needy Families	\$311,200,697	\$260,300,244	\$315,285,330	\$296,273,462
Federal - Other	Medical Assistance Program (Medicaid)	\$122,381,644	\$122,998,298	\$123,062,363	\$121,912,847
Federal - Other	Food Stamp Administration	\$78,021,507	\$84,431,389	\$86,120,976	\$83,543,012
Federal - Other	TANF- Employment Administration	\$0	\$54,016,728	\$71,473,017	\$74,831,932
Federal - Other	Personal Services Reimbursement	\$79,346,582	\$71,822,582	\$71,822,583	\$68,827,163
Federal - Other	Food Stamp Employment and Training	\$54,234,921	\$54,442,681	\$83,399,986	\$66,201,873
Federal - Other	Medical Assistance Program	\$67,671,345	\$108,922,395	\$108,922,395	\$52,453,360
Federal - Other	Child Support Administration	\$45,030,195	\$44,525,863	\$45,022,612	\$46,418,899
Federal - Other	TANF- Safety Net	\$35,250,000	\$35,250,000	\$36,892,000	\$36,502,000
Federal - Other	Title XX Social Services Block Grant	\$32,646,627	\$32,646,627	\$34,435,677	\$34,435,677
Federal - Other	HOPWA	\$29,392,299	\$29,992,299	\$29,992,299	\$29,392,299
Federal - Other	Home Energy Assistance Program	\$23,494,091	\$27,120,343	\$27,120,343	\$23,494,091
Federal - Other	TANF- Emergency Assistance	\$31,190,054	\$31,192,372	\$12,524,303	\$12,554,009
Federal - Other	Temp. Assist Need Families 100% Federal	\$5,937,963	\$3,060,000	\$2,948,000	\$2,888,000
Federal - Other	Emergency Food & Shelter National B/D Program	\$0	\$103,345	\$103,345	\$0
Federal - Other	Administrative Expenses Reimbursement	\$618,820	\$1	\$0	\$0
Federal - Other	Administration	\$102,000	\$102,000	\$0	\$0
Federal - Other	Medicaid Long Term Care	\$227,000	\$227,000	\$0	\$0
Federal - Other	Emergency Income Maintenance Administration	\$476,000	\$0	\$0	\$0
Intra City	Social Services/ Fees	\$8,870,195	\$12,003,168	\$12,003,168	\$8,870,195
State	Safety Net	\$374,741,240	\$344,830,141	\$309,347,103	\$308,777,968
State	Temporary Assistance for Needy Families	\$125,073,937	\$101,037,695	\$140,523,384	\$131,158,950
State	Personal Services Reimbursement	\$127,950,140	\$135,950,140	\$135,950,140	\$130,108,845
State	Medical Assistance Administration	\$122,588,255	\$123,204,908	\$123,268,974	\$122,255,846
State	Work Now	\$123,536,005	\$123,536,005	\$123,490,005	\$121,616,005
State	Medicaid- Health & Medical Care	\$53,551,845	\$94,802,895	\$94,802,895	\$69,083,830
State	IVF Jobs Administration	\$0	\$67,007,000	\$42,978,020	\$42,978,020
State	Medicaid Long Term Care	\$14,306,500	\$14,306,500	\$14,119,500	\$14,119,500
State	Protective Services	\$12,546,375	\$12,592,836	\$12,920,170	\$12,754,377
State	Child Support Administration	\$10,447,275	\$10,545,136	\$10,674,349	\$9,820,150
State	TANF- Emergency Assistance for Families	\$13,949,273	\$13,950,434	\$5,377,252	\$5,453,960
State	Shelter Contracts "584"	\$3,900,000	\$3,900,000	\$3,900,000	\$3,900,000
State	Administrative Training	\$0	\$0	\$0	\$2,265,423
State	Emergency Assistance for Adults	\$2,090,000	\$2,090,000	\$2,090,000	\$2,090,000
State	TANF- 100% State	\$400,000	\$400,000	\$362,958	\$362,958
State	Administrative Exp Reimbursement	\$214,000	\$214,000	\$214,000	\$214,000
State	Emergency Income Maintenance ADM	\$142,000	\$142,000	\$142,000	\$142,000
State	Administration	\$52,000	\$52,000	\$46,637,399	\$0
State	Special Projects	\$0	\$275,000	\$275,000	\$0
State	Food Stamp Employment and Training	\$12,588,000	\$0	\$0	\$0
Total		\$1,927,106,295	\$2,024,931,540	\$2,131,139,056	\$1,938,338,161

**ADMINISTRATION FOR CHILDREN SERVICES (068)**

**Agency Operations**

The Administration for Children's Services (ACS) is responsible for protecting the City's children from abuse and neglect. ACS investigates child abuse and neglect reports involving approximately 92,000 children annually and provides preventive services to an average of 31,000 children. ACS provides foster care for approximately 17,000 children through 41 foster care agencies citywide, and helps arrange for the adoption of approximately 1,600 children a year. ACS also funds and supports 253 Head Start centers and enrolls 103,000 children in child care programs through contracted providers.

**AGENCY FUNDING OVERVIEW**

Agency Funding Sources	Fiscal 2008 Adopted Budget	Fiscal 2008 Current Modified	Fiscal 2009 Preliminary Budget
City	\$874,482,048	\$874,487,048	\$791,072,175
Other Categorical	\$0	\$28,582	\$0
Capital IFA	\$0	\$0	\$0
State	\$671,610,795	\$675,003,175	\$638,208,150
Community Development	\$3,494,514	\$3,494,514	\$3,494,514
Federal-Other	\$1,201,780,304	\$1,233,904,365	\$1,242,636,552
Intra-City	\$392,044	\$11,153,044	\$11,157,044
Total	\$2,751,759,705	\$2,798,070,728	\$2,686,568,435

**HEADCOUNT OVERVIEW**

Headcount (Uniform and Civilian)	Fiscal 2008 Adopted Budget	6/30/2008 Forecast	Fiscal 2009 Preliminary Budget
City	7,369	7,216	7,142
Non-City	213	213	213
Total	7,582	7,429	7,355

**PROGRAM FUNDING OVERVIEW (\$000s)**

Program	2005 Actual Spending	2006 Actual Spending	2007 Actual Spending	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
Adoption Services	\$351,140	\$363,278	\$379,905	\$382,910	\$381,815
Child Care Services	\$484,308	\$514,288	\$787,190	\$736,167	\$731,365
Child Welfare Support	\$43,019	\$47,400	\$43,961	\$48,577	\$49,447
Dept. of Ed. Residential Care	\$62,035	\$72,319	\$79,552	\$70,001	\$65,730
Foster Care Services	\$676,751	\$596,035	\$648,083	\$644,780	\$634,109
Foster Care Support	\$54,505	\$57,698	\$59,041	\$57,744	\$57,619
General Administration	\$110,219	\$112,219	\$127,572	\$134,997	\$132,981
Head Start	\$197,098	\$196,042	\$195,324	\$210,935	\$189,026
Preventive Homemaking Services	\$22,588	\$23,663	\$28,895	\$29,516	\$29,516
Preventive Services	\$124,500	\$155,905	\$187,251	\$211,293	\$180,673
Protective Services	\$157,483	\$189,647	\$221,901	\$234,940	\$234,286
<b>Total</b>	<b>\$2,283,646</b>	<b>\$2,326,494</b>	<b>\$2,758,675</b>	<b>\$2,761,860</b>	<b>\$2,686,567</b>

**PROGRAM HEADCOUNT OVERVIEW**

Program	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
Adoption Services	93	93
Child Care Services	377	376
Child Welfare Support	767	784
Foster Care Support	919	916
General Administration	1,025	1,025
Head Start	93	93
Preventive Services	207	207
Protective Services	3,948	3,861
<b>Total</b>	<b>7,429</b>	<b>7,355</b>

**PROGRAM ANALYSIS**

ACS' Fiscal 2009 Preliminary Budget is decreasing by \$65 million as compared to the Fiscal 2008 Adopted Budget. Planned spending will decrease primarily in Preventive Services (by approximately \$30 million), Head Start (by approximately \$21 million), and Child Care Services (by approximately \$4.8 million). The overall decrease in spending is primarily attributable to a mandatory 5 percent cut to all City agencies, proposed by the Mayor.

Additionally, the death of Nixzmary Brown, the seven-year-old known to ACS who died of child abuse-related injuries inflicted by her parents, resulted in a number of significant changes to ACS policy and procedure. Investigation of Nixzmary Brown's family revealed problems concerning aspects of child protective investigations, including interagency coordination in child welfare matters, communication between mandated reporters and child protective staff during the course of an investigation, and ACS child protective caseloads and investigation protocol.

Consequently, funding has been allocated to implement recommendations made by the Department of Investigation, regarding ACS case practice. Approximately \$4.9 million in Fiscal 2009 and \$4.1 million in 2010 and the outyears, has been added to the ACS budget to employ new field office staff, investigative consultants, school social workers, and substance abuse counselors.

### **Council Initiatives Not Restored**

The Fiscal 2009 Preliminary Budget contains \$8.2 million in cuts to the Agency. These cuts represent funding provided by the City Council in the Fiscal 2008 Adopted Budget, but not baselined by the Mayor in the City's Financial Plan for Fiscal 2009 and the outyears. Please see the following for more detail.

#### **CONNECT Domestic Violence Program**

**\$1,200,000**

The Fiscal 2009 Preliminary Budget eliminates \$1.2 million in funding through the discontinuation of a Council initiative for the Community Empowerment Program (CEP) operated by CONNECT, Inc. (which was formerly the Family Violence Project at the Urban Justice Center). The program provides culturally affirming and community-focused services designed to enhance the ability of community and school-based organizations (CBOs) to respond to domestic violence. By providing education, technical assistance and training, as well as direct funding to CBOs, CONNECT's community partnerships enable families to access the help they need in their own communities and in their own languages through organizations already familiar to them.

#### **Child Safety Initiative**

**\$4,200,000**

The Fiscal 2009 Preliminary Budget eliminates \$4.2 million in funding through the discontinuation of a Council initiative for ACS contracted preventive services providers to reduce caseloads toward the national standard of 12 families per caseworker, by hiring additional caseworkers.

#### **Providers Choice**

**\$1,700,000**

The Fiscal 2009 Preliminary Budget eliminates \$1.7 million in funding through the discontinuation of a Council initiative that provides funding for educational supplies or equipment for family day care providers. This program is modeled after the Teacher's Choice program, which is funded through the Department of Education.

#### **Working Parents for a Working New York**

**\$875,000**

The Fiscal 2009 Preliminary Budget eliminates \$875,000 in funding through the discontinuation of a Council initiative that provided funding for a pilot project and study to provide information to assist the City in developing family friendly workplace policies and benefits. This program provides childcare subsidies and assistance to City employees and is currently administered by the Consortium for Worker Education.

#### **Low Income Investment Fund (LIIF)**

**\$200,000**

The Fiscal 2009 Preliminary Budget eliminates \$200,000 in funding through the discontinuation of a Council initiative that provides for the Low Income Investment Fund (LIIF) to assist childcare providers in facilitating expansion and improvement projects at childcare facilities.

**PRELIMINARY BUDGET ACTIONS (\$000)**

Description	Fiscal 2008			Fiscal 2009		
	City	Non-City	Total	City	Non-City	Total
Agency Budget as per the October Plan	\$874,487	\$1,909,301	\$2,783,788	\$822,741	\$1,900,196	\$2,722,937
January Plan New Needs						
Improve Child Protective Investigations	\$0	\$0	\$0	\$2,260	\$2,676	\$4,936
Total New Needs	\$0	\$0	\$0	\$2,260	\$2,676	\$4,936
January Plan PEGs						
Administrative Efficiencies	\$0	\$0	\$0	(\$1,475)	(\$1,839)	(\$3,314)
Homemaking Services Underutilization	(\$525)	(\$1,575)	(\$2,100)	(\$525)	(\$1,575)	(\$2,100)
Child Protective Services Productivity	\$0	\$0	\$0	(\$2,823)	(\$3,451)	(\$6,274)
Decline in Special Education Costs	(\$9,083)	\$0	(\$9,083)	(\$20,083)	\$0	(\$20,083)
Child Care Utilization -- Pay for Children Enrolled	\$0	\$0	\$0	(\$2,000)	\$0	(\$2,000)
Preventive Accruals	(\$3,150)	(\$5,850)	(\$9,000)	\$0	\$0	\$0
Overtime Management	(\$738)	(\$902)	(\$1,640)	(\$3,150)	(\$3,850)	(\$7,000)
Reduce Placements of CSE Children Into Residential Facilities	\$0	\$0	\$0	(\$2,562)	(\$1,708)	(\$4,270)
Personal Service Accruals	(\$7,287)	(\$8,906)	(\$16,193)	(\$3,643)	(\$4,453)	(\$8,096)
Hiring Freeze and Vacancy Reduction Program	(\$1,016)	(\$1,268)	(\$2,284)	(\$1,016)	(\$1,268)	(\$2,284)
Total PEGs	(\$21,799)	(\$18,501)	(\$40,300)	(\$37,277)	(\$18,144)	(\$55,421)
January Plan Other Adjustments						
Collective Bargaining	\$629	\$769	\$1,398	\$629	\$769	\$1,398
Transfer Positions from ACS to DOI	\$0	\$0	\$0	(\$148)	\$0	(\$148)
ACS Transfer to NYCAPS Central	(\$102)	\$0	(\$102)	(\$132)	\$0	(\$132)
Childcare Lease Savings	\$3,000	\$0	\$3,000	\$3,000	\$0	\$3,000
Heat, Light, and Power Adjustment	(\$205)	\$0	(\$205)	\$0	\$0	\$0
Additional Child Care Revenue	\$0	\$4,287	\$4,287	\$0	\$0	\$0
Flexible Use of State Universal Pre-kindergarten Funds	\$0	\$0	\$0	\$0	\$10,000	\$10,000
UPK Intra-City -- Child Care	\$0	\$5,654	\$5,654	\$0	\$0	\$0
UPK Intra-City -- Head Start	\$0	\$4,342	\$4,342	\$0	\$0	\$0
Total Other Adjustments	\$3,322	\$15,052	\$18,374	\$3,349	\$10,769	\$14,118
Total January Plan Budget Changes	(\$18,477)	(\$3,449)	(\$21,926)	(\$31,668)	(\$4,699)	(\$36,367)
Agency Budget as per the January Plan	\$856,010	\$1,905,852	\$2,761,862	\$791,073	\$1,895,497	\$2,686,570

**Preliminary Budget Action Analysis**

**New Needs**

- **Improve Child Protective Investigations.** This action provides \$4.9 million (\$2.3 million in City funds) in Fiscal 2009, and \$4.1 million (\$1.8 million in City funds) in Fiscal 2010 and the outyears. This action provides an increase of 59 positions to employ new field office staff, investigative consultants, school social workers, and substance abuse counselors. This is funding to implement recommendations made by the Department of Investigation, regarding ACS case practice.

### Programs to Eliminate the Gap (PEGs)

- **Administrative Efficiencies.** This action represents a total cost savings of \$3.3 million (\$1.4 million in City funds) for Fiscal 2009 and the outyears, as a result of reduction in expenditures for supplies, building management services, and other administrative costs.
- **Homemaking Services Underutilization.** This action represents a total cost savings of \$2.1 million (\$525,000 in City funds) in Fiscal 2009 and the outyears, from reduced use of service hours in the homemaking program, which provides in-home services to prevent child abuse and neglect.
- **Child Protective Services Productivity.** This action represents a reduction of 127 positions in the staffing model for child protective services, to reflect higher availability of field office workers, providing a total cost savings of \$6.2 million (\$2.8 million in City funds) for Fiscal 2009 and the outyears. Greater availability has resulted in fewer staff needed to maintain the required caseload ratios.
- **Decline in Special Education Costs.** This action represents a decline in tuition expenses for foster children placed outside of New York City, due to fewer placements in congregate foster care settings. This is part of a collaborative effort between ACS and the Department of Education to keep more children with their families whenever safely possible, and reduce CSE placements. This decrease in spending will provide a total cost savings of \$20 million in City funds for Fiscal 2009, and \$22.6 million in the outyears.
- **Child Care Utilization – Pay for Children Enrolled.** This action reflects a cost savings of \$2 million in City funds for Fiscal 2009, due to ACS reimbursement of contracted child care agencies based on enrollment. ACS will require the day care centers to fill the unfunded slots with welfare recipients with childcare vouchers and private fee-paying parents who can pay the full cost of ACS center care. Consequently, this new payment structure may cause a financial deficit for day care centers that cannot fill all their slots.
- **Overtime Management.** This action represents a total cost savings of \$7 million (\$3.1 in City funds) in Fiscal 2009 and the outyears, due to a reduction in overtime spending agency wide.
- **Reduce Placements of CSE Children into Residential Facilities.** ACS will work with the Department of Education to reduce the number of residential placements of non-foster children by the Committee on Special Education (CSE). This action will reflect a total cost savings of \$4.2 million (\$2.5 million in City funds) in Fiscal 2009 and the outyears, as ACS pays room and board costs for children who are placed in specialized facilities outside of New York City.
- **Personal Service Accruals.** This action represents a total cost savings of \$8 million (\$3.6 in City funds) for Fiscal 2009, from the phase in of new hires for child protective case workers.

## Fiscal 2009 Preliminary Budget Report

- **Hiring Freeze and Vacancy Reduction Program.** This action reflects savings from the partial elimination of vacancies and replacement of future attrition. This includes a reduction of 70 positions (clerical and technology staff), and a total cost savings of \$2.2 million (\$1 million in City funds) for Fiscal 2009 and the outyears.

### Other Adjustments

- **Collective Bargaining.** In Fiscal 2009 and the outyears, annual city funds totaling \$629,000 will be transferred from the Labor Reserve in the Miscellaneous Budget to the budget of ACS, to cover the costs associated with recent collective bargaining settlements.
- **Transfer Positions from ACS to DOI.** This action reflects a transfer of two positions from ACS to the Department of Investigation, to train ACS Caseworkers in investigative practices. Total City funding for this adjustment is \$147,000 for Fiscal 2009 and \$131,000 in Fiscal 2010 and the outyears.
- **ACS Transfer to NYCAPS Central.** This action reflects a transfer of three positions from ACS for implementation of the New York City Automated Personnel System. Total City funding for this adjustment is \$131,000 for Fiscal 2009 and the outyears. NYCAPS is to serve as a single point of contact for City employees to receive information about their health benefits, thus centralizing the system and eliminating the need for such positions in ACS. The program will be managed through the Department of Citywide Administrative Services (DCAS).
- **Childcare Lease Savings.** Due to the consolidation of day care centers, ACS projects a savings of \$3 million in Fiscal 2009 and the outyears.

### UNITS OF APPROPRIATION

The operating budget of an agency is structured into several levels, each of which provides varying levels of detail on an agency's spending plans. The City Charter requires that U/A's represent the amount appropriated for personal services (i.e. salaries) or Other Than Personal Services (i.e. supplies) for a particular program, purpose, activity or institution.

U/A#	U/A Name	Fiscal 2008 Adopted Budget	Fiscal 2008 Modified as of 1/24/2008	Fiscal 2009 Preliminary Budget
001	Personal Services	\$326,047,487	\$326,179,389	\$304,895,589
003	OCSE/Headstart/Daycare	\$20,809,780	\$20,571,528	\$20,694,697
005	Administrative	\$79,009,107	\$79,009,107	\$80,381,253
	Total PS	\$425,866,374	\$425,760,024	\$405,971,539
002	Other Than Personal Services	\$76,638,245	\$76,968,248	\$74,975,086
004	OCSE/Headstart/Daycare-OTPS	\$877,497,651	\$920,354,613	\$896,497,265
006	Child Welfare-OTPS	\$1,371,757,435	\$1,374,987,843	\$1,309,124,545
	Total OTPS	\$2,325,893,331	\$2,372,310,704	\$2,280,596,896
	Total Agency	\$2,751,759,705	\$2,798,070,728	\$2,686,568,435



### State Issues and Highlights

- **Improved Medical Services for Foster Children.** The Bridges to Health Medicaid Waiver Program is designed to improve health care services for hard-to-serve youth in foster care. The program will take an important step in 2008-2009 with the addition of 561 new service slots. A total of 3,305 foster care slots will be phased in through 2010-2011, at a full annual State cost of \$96 million. Enhanced services provided under this program, including crisis respite and in-school support, are expected to decrease the length of stay in foster care and to reduce the need to place youth in more costly institutional settings. Additionally, the 2008-2009 Executive Budget proposes that all eligible former foster children have access to Medicaid until 21 years of age.
- **Child Welfare System Upgrades.** The 2008-2009 Executive Budget contains \$17 million for the first year cost of modernizing the outdated CONNECTIONS system, the State's primary vehicle for managing local child welfare information. Proposed enhancements will make the system more stable and user friendly, and allow case workers to devote more time to working with children and families.
- **Child Care Funding.** The 2008-2009 Executive Budget contains \$540 million, including the use of one-time prior year funds, for the Child Care Block Grant. This amount, along with funds available to counties from the Flexible Fund for Family Services and unexpended prior year resources, will allow counties to maintain current program levels in the face of increased market rates. Additionally, the 2008-2009 Executive Budget contains \$4.2 million for child care services to "above income" families, who do not qualify for City funded child care programs.
- **Human Services Cost of Living Adjustment (COLA) Increase.** The 2008-2009 Executive Budget contains \$24 million to cover the cost of the COLA for foster care and adoption programs. Foster care providers and foster and adoptive parents received a third consecutive COLA on April 1, 2008. This increase in state funding enables counties and New York City to recruit and maintain foster and adoptive parents to better serve the needs of at-risk youth. Governor Spitzer also proposes extending the current COLA for an additional three years.

**DEPARTMENT OF HOMELESS SERVICES (071)****Agency Operations**

The Department of Homeless Services (DHS), in partnership with public agencies and the business and nonprofit communities, prevents homelessness and provides temporary emergency shelter for eligible homeless people in a safe, supportive environment. DHS manages 11 City-run and 205 privately-run shelter facilities, consisting of 49 adult facilities and 167 family facilities. DHS also provides outreach services available 24 hours a day, seven days a week, as well as homeless prevention services through community-based programs.

**AGENCY FUNDING OVERVIEW**

Agency Funding Sources	Fiscal 2008 Adopted Budget	Fiscal 2008 Current Modified	Fiscal 2009 Preliminary Budget
City	\$313,152,104	\$313,156,604	\$298,044,637
Other Categorical	\$0	\$0	\$0
Capital IFA	\$0	\$0	\$0
State	\$215,061,626	\$215,709,994	\$205,080,663
Community Development	\$4,000,000	\$7,031,641	\$4,000,000
Federal-Other	\$117,432,361	\$123,974,074	\$118,232,324
Intra-City	\$31,121,017	\$45,112,918	\$31,092,270
<b>Total</b>	<b>\$680,767,108</b>	<b>\$704,985,231</b>	<b>\$656,449,894</b>

**HEADCOUNT OVERVIEW**

Headcount (Uniform and Civilian)	Fiscal 2008 Adopted Budget	6/30/2008 Forecast	Fiscal 2009 Preliminary Budget
City	2,300	2,063	2,125
Non-City	0	2	0
<b>Total</b>	<b>2,300</b>	<b>2,065</b>	<b>2,125</b>

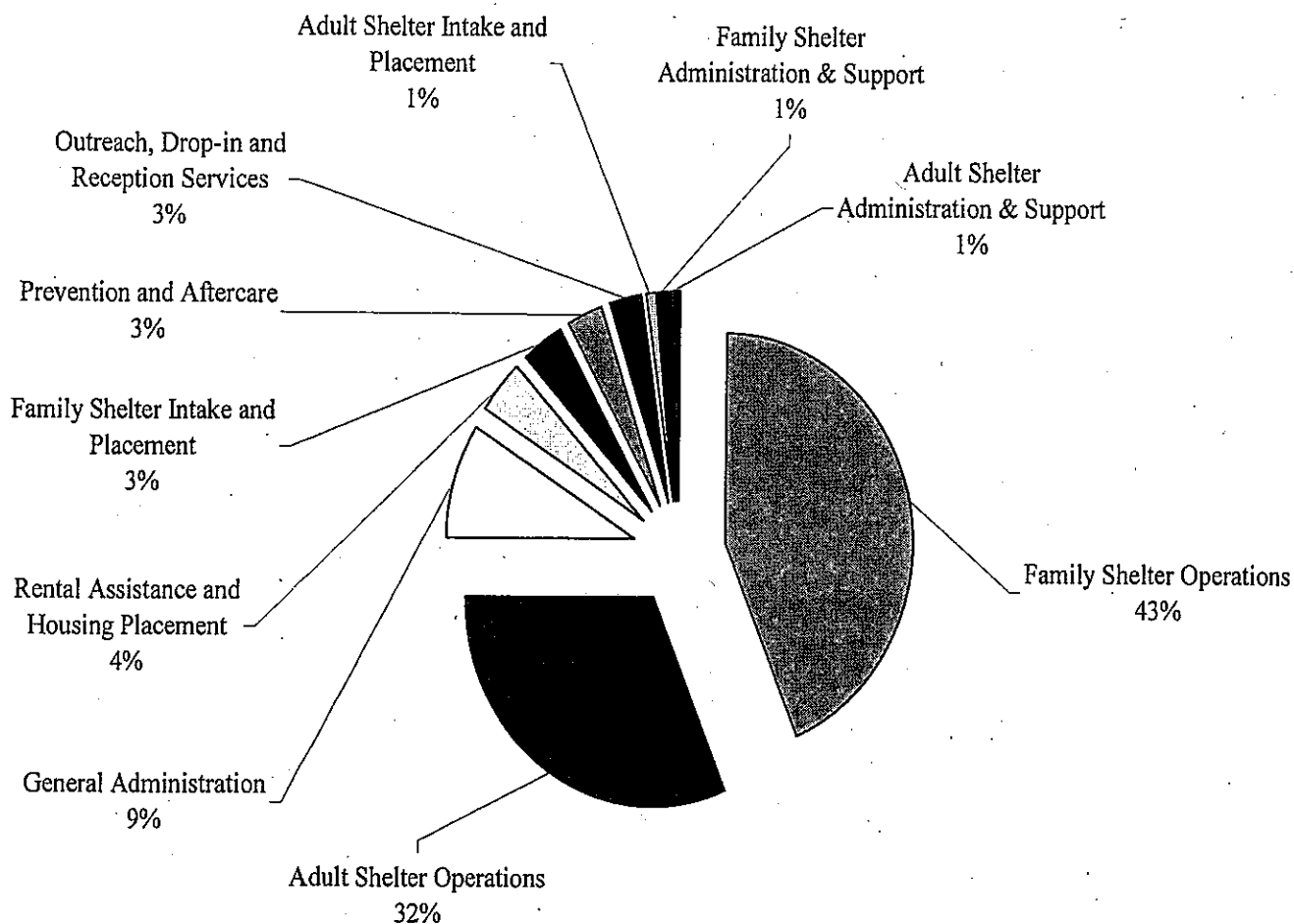
**PROGRAM FUNDING OVERVIEW (\$000s)**

Program	2005 Actual Spending	2006 Actual Spending	2007 Actual Spending	2008 Budget (Jan 24 2008 Financial Plan)	2009 Preliminary Budget
Adult Shelter Administration & Support	\$4,670	\$5,354	\$5,489	\$5,072	\$5,072
Adult Shelter Intake and Placement	\$5,589	\$6,011	\$7,021	\$6,360	\$6,360
Adult Shelter Operations	\$212,828	\$216,084	\$214,389	\$215,493	\$207,751
Family Shelter Administration & Support	\$5,176	\$4,867	\$4,600	\$5,648	\$5,648
Family Shelter Intake and Placement	\$19,483	\$22,744	\$21,719	\$22,619	\$22,619
Family Shelter Operations	\$351,753	\$332,341	\$350,294	\$380,466	\$285,448
General Administration	\$56,678	\$59,958	\$56,312	\$60,124	\$57,518
Outreach Drop-in and Reception Services	\$24,640	\$24,359	\$26,071	\$22,601	\$18,362
Prevention and Aftercare	\$16,753	\$16,423	\$20,323	\$20,470	\$19,970
Rental Assistance and Housing Placement	\$25,070	\$37,234	\$26,429	\$46,855	\$27,702
<b>Total</b>	<b>\$722,640</b>	<b>\$725,375</b>	<b>\$732,647</b>	<b>\$785,708</b>	<b>\$656,450</b>

**PROGRAM HEADCOUNT OVERVIEW**

Program	2008 Budget (Jan 24 2008 Financial Plan)	2009 Preliminary Budget
Adult Shelter Administration & Support	83	83
Adult Shelter Intake and Placement	178	178
Adult Shelter Operations	330	330
Family Shelter Administration & Support	106	106
Family Shelter Intake and Placement	490	490
Family Shelter Operations	263	263
General Administration	497	561
Outreach Drop-in and Reception Services	18	18
Rental Assistance and Housing Placement	100	96
<b>Total</b>	<b>2,065</b>	<b>2,125</b>

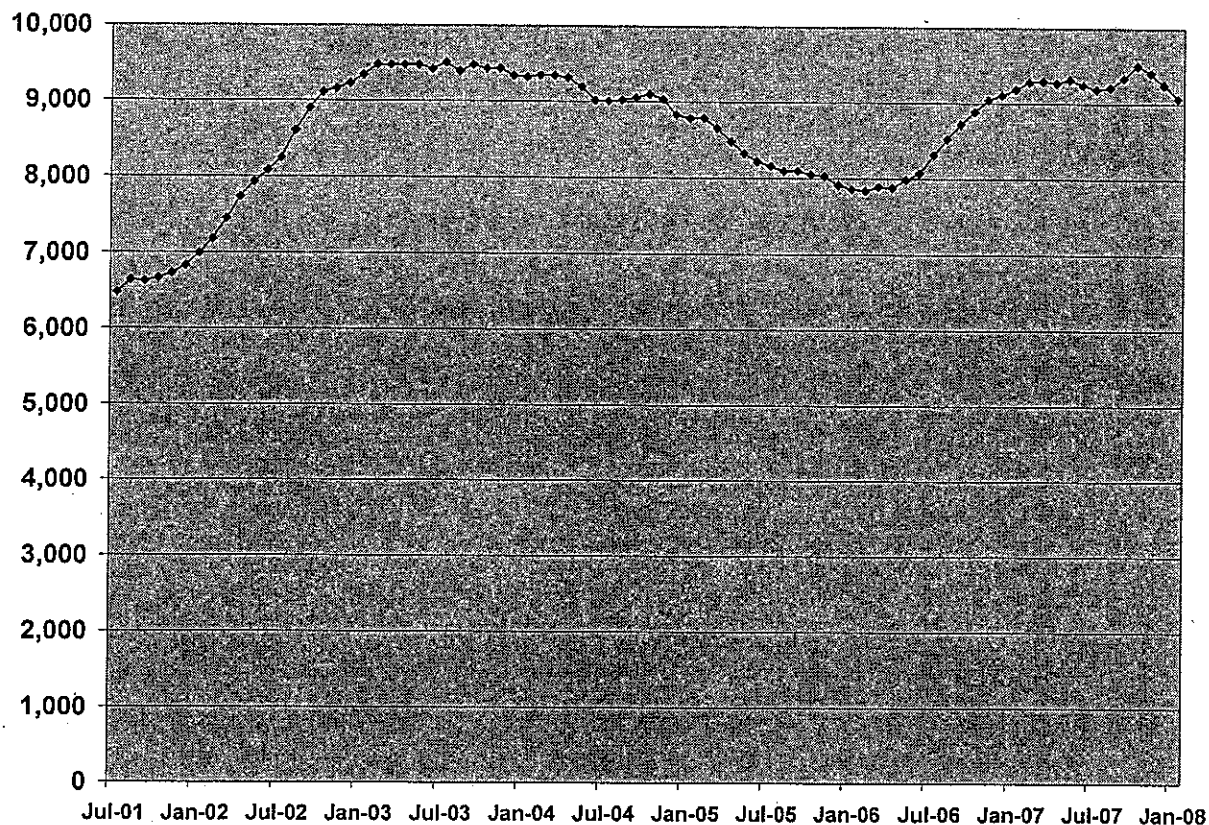
### Spending by Program in the Fiscal 2009 Preliminary Budget



### PROGRAM ANALYSIS

**Family Shelter.** The chart below demonstrates that after declining since July 2004, the Family Shelter census rose by over 1,000 families during the first six months of Fiscal 2007. Since then the census has fluctuated slightly but has remained above 9,000 families. Over the past three months the census has declined by 500 families.

### Average Monthly Family Census



**Family Shelter Operations Under-budgeting.** Despite the fact that the family shelter census remains high compared with the previous three fiscal years, the Preliminary Budget proposes to dramatically cut spending on Family Shelter in Fiscal 2009. As you can see in the Program Funding chart above, the Preliminary Budget proposes to spend \$100 million less on Family Shelter operations in Fiscal 2009 than in Fiscal 2008. This represents a more than 25% cut in the total budget for Family Shelter Operations. Although, there has been a slight decline in the last three months in the Family Shelter census, there would need to be a further reduction of at least 2,000 families in the census for DHS's budget for Family Shelter Operations to be even remotely realistic. When questioned about this inconsistency, the administration contends that they will continue to reassess the caseload and add funding when needed.

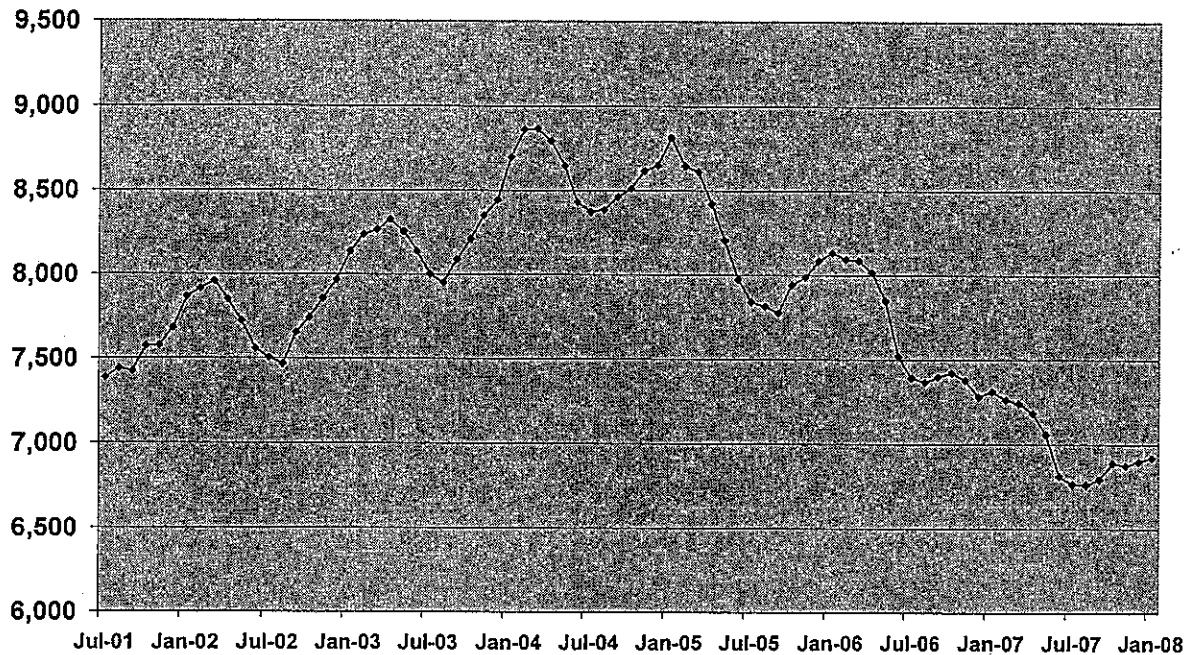
This is not the first time that the administration has presented unreasonable budgets for Family Shelter Operations. In Fiscal 2008, the Preliminary, Executive, and Adopted Budgets, all included only \$285 million for Family Shelter (the same spending level that was included in this year's Preliminary Budget). This was despite the fact that the last time DHS spent only \$285 million on Family Shelter Operations was Fiscal 2002, when the Family Shelter census was less than 7,000 families. As a result of this under-budgeting, the January modification to the Fiscal 2008 budget requested an \$86 million increase on Family Shelter Operations. Without an

infusion of cash in the current year, the Family Shelter Operations program will run out of money.

The purpose of budgeting is to allow an organization to plan its programs and expenditures for the coming year. The administration's position that they will simply add money to Family Shelter Operations as the need for funding arises, completely defeats the purpose of budgeting.

### Single Adult Shelter

**Average Daily Single Adult Census**



As the chart above demonstrates, the Single Adult Shelter census has been decreasing since the end of Fiscal 2005. As a result of this decline, the Preliminary Budget proposes a \$2.5 million reduction on Single Adult Shelter operations. This reduction will eliminate single adult shelter beds that are no longer needed.

**Rental Assistance and Housing Placement- Advantage New York.** DHS's major rental assistance program is the recently created Advantage New York. Advantage New York is made up of four different rental supplements: Work Advantage, Fixed- Income Advantage, Children Advantage, and Short-term Assistance Advantage. Work Advantage, the centerpiece of the new programs, is available to working shelter clients who have been living in shelter for a minimum of three months. It will pay all of a client's rent, except for a \$50 monthly contribution that the clients will make. The program will attempt to put clients on the path to self-sufficiency by matching a certain amount of money that the clients save while they are in the program. The other Advantages are targeted to smaller populations and do not have the same work requirements.

Advantage New York is funded through the Public Assistance budget in the Human Resources Administration (HRA). Funding for most of the program's expenditures is then transferred from HRA to DHS through an intra-city agreement. The costs that remain in the Public Assistance budget are for the program's upfront costs such as broker's fees and the first and last month's rent. The HRA Preliminary budget includes \$70 million for the entire Advantage New York program.

**Prevention and Aftercare.** In Fiscal 2008, DHS expanded HomeBase and Aftercare services citywide. This expansion added \$8.3 million in annual funding to the Homebase program, bringing the total funding to \$20 million. In addition to the six existing Homebase sites, four new service areas were created. All ten Homebase sites provide a range of services to clients who are at-risk of becoming homeless. These services include casework, landlord mediation, employment and training services, entitlement advocacy, and household financial assistance. Homebase will also provide aftercare services to families and adults coming out of the shelter system, in order to decrease the likelihood that these clients will return to shelter.

**Outreach, Drop-in and Reception Services.** DHS is in the process of re-organizing its homeless outreach programs. Beginning in Fiscal 2008, homeless outreach services are being provided through contracts overseen jointly by DHS and the Department of Health and Mental Hygiene (DOHMH). These new contracts focused on reducing street homeless based on data collected by the Homelessness Opportunity Population Estimate (HOPE). These new contracts restructured outreach services by creating four catchment areas across the City and giving the responsibility for each area to one community-based organization (CBO). As these new contracts were being issued at the beginning of Fiscal 2008, DHS also created 450 beds expressly for the street homeless. The creation of these beds represented a "Housing First" approach to the street homeless problem. This approach believes that the first problem the street homeless need to solve is being homeless. Once they are housed, they can then begin to deal with the substance abuse, mental health issues, and other problems that plague this population.

DHS has continued the "Housing First" approach in the Preliminary Budget. The budget plans to close one drop-in center and not open another budgeted center in Fiscal 2009. The closing of these centers will result in \$4.6 million in savings that the department will use in Fiscal 2010 to create 150 new Safe Haven beds.



# Fiscal 2009 Preliminary Budget Report

## UNITS OF APPROPRIATION

The operating budget of an agency is structured into several levels, each of which provides varying levels of detail on an agency's spending plans. The City Charter requires that U/A's represent the amount appropriated for personal services (i.e. salaries) or Other Than Personal Services (i.e. supplies) for a particular program, purpose, activity or institution.

U/A#	U/A Name	Fiscal 2008 Adopted Budget	Fiscal 2008 Modified as of 1/24/2008	Fiscal 2009 Preliminary Budget
100	Homeless Services- PS	\$115,001,375	\$115,112,047	\$115,443,417
200	Homeless Services-OTPS	\$565,765,733	\$589,873,184	\$541,006,477
	<b>Total</b>	<b>\$680,767,108</b>	<b>\$704,985,231</b>	<b>\$656,449,894</b>

## PRELIMINARY BUDGET ACTIONS (\$000)

Description	Fiscal 2008			Fiscal 2009		
	City	Non-City	Total	City	Non-City	Total
<b>Agency Budget as per the October Plan</b>	<b>\$313,263</b>	<b>\$388,801</b>	<b>\$702,064</b>	<b>\$312,872</b>	<b>\$356,904</b>	<b>\$669,776</b>
<b>January Plan PEGs</b>						
Increased State and Federal Reimbursement for Family Shelter	\$0	\$0	\$0	(\$1,500)	\$1,499	(\$1)
Convert Drop-in Centers to Safe Haven programs	\$0	\$0	\$0	(\$4,600)	\$0	(\$4,600)
Adult Rental Assistance	\$0	\$0	\$0	(\$900)	\$0	(\$900)
Eliminate Funding for Decentralized Men's intake	(\$7,161)	\$0	(\$7,161)	(\$6,161)	\$0	(\$6,161)
Re-estimate of Single Adult Shelter	\$0	\$0	\$0	(\$2,483)	\$0	(\$2,483)
Hiring Freeze and Vacancy Reduction Program	(\$3,469)	\$0	(\$3,469)	\$0	\$0	\$0
<b>Total PEGs</b>	<b>(\$10,630)</b>	<b>\$0</b>	<b>(\$10,630)</b>	<b>(\$15,644)</b>	<b>\$1,499</b>	<b>(\$14,145)</b>
<b>January Plan New Needs</b>						
Family Capacity Increase	\$40,843	\$45,308	\$86,151	\$0	\$0	\$0
Information Technology Consultants	\$552	\$0	\$552	\$0	\$0	\$0
<b>Total New Needs</b>	<b>\$41,395</b>	<b>\$45,308</b>	<b>\$86,703</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>January Plan Other Adjustments</b>						
Collective Bargaining	\$555	\$0	\$555	\$555	\$0	\$555
ESG Code takedown	\$0	(\$440)	(\$440)	\$0	\$0	\$0
ESG Grant 21 to BC 8906	\$0	\$43	\$43	\$0	\$0	\$0
CD Adjustment	\$0	\$2,000	\$2,000	\$0	\$0	\$0
Family Adjustment	\$0	\$1,425	\$1,425	\$0	\$0	\$0
Heat, Light, and Power	(\$416)	\$0	(\$416)	\$0	\$0	\$0
Fuel adjustment	\$257	\$0	\$257	\$261	\$0	\$261
<b>Total Other Adjustments</b>	<b>\$396</b>	<b>\$3,028</b>	<b>\$3,424</b>	<b>\$816</b>	<b>\$0</b>	<b>\$816</b>
<b>January Plan PEG restorations</b>						
Pre-placement capacity	\$4,146	\$0	\$4,146	\$0	\$0	\$0
<b>Total PEG Restorations</b>	<b>\$4,146</b>	<b>\$0</b>	<b>\$4,146</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Total January Plan Budget Changes</b>	<b>\$35,307</b>	<b>\$48,336</b>	<b>\$83,643</b>	<b>(\$14,828)</b>	<b>\$1,499</b>	<b>(\$13,329)</b>
<b>Agency Budget as per January Plan</b>	<b>\$348,570</b>	<b>\$437,137</b>	<b>\$785,707</b>	<b>\$298,044</b>	<b>\$358,403</b>	<b>\$656,447</b>



### **Preliminary Budget Action Analysis**

#### **Programs to Eliminate the Gap (PEGs)**

- **Convert Drop-in Centers to Safe Haven Programs.** DHS is going to close one drop-in center and not open a planned center in Fiscal 2009. These actions will result in \$4.6 million (all City funds) in savings in Fiscal 2009. In Fiscal 2010 and beyond, this savings will be reinvested to create 150 Safe Haven beds. Based on the funding, each bed will cost slightly over \$30,000 per year, or the equivalent of \$84 per night.
- **Adult Rental Assistance.** The Preliminary Budget proposes the elimination of the Adult Rental Assistance Program which will result in \$900,000 (all City funds) in savings in Fiscal 2009 and the outyears. The administration believes that this program is duplicative given the creation of the Work Advantage program.
- **Re-estimate of Adult Shelter.** Due to continued decreases in the Single Adult shelter census, DHS will reduce planned spending on single adult shelter operations by \$2.5 million (all City funds) in Fiscal 2009 and the outyears. The total budget for Single Adult Shelter Operations is \$207 million in Fiscal 2009.
- **Hiring Freeze and Vacancy Reduction Program.** DHS will realize \$3.5 million (all City funds) in savings in Fiscal 2008 due to a hiring freeze that was in place between October 2007 and December 2007.

#### **New Needs**

- **Family Capacity Increase.** Because the 2008 Adopted Budget did not include enough funding for Family Shelter Operations, the administration is requesting an \$86 million (\$41 million in City funds) increase in Fiscal 2008 for Family Shelter Operations. However, there is no funding in Fiscal 2009 and the outyears because DHS and OMB believe that the new Advantage New York rental assistance programs will reduce the family shelter census so dramatically that Family Shelter Operations spending can be reduced by \$100 million in Fiscal 2009.
- **Information Technology Consultants.** In Fiscal 2008, \$552,000 (all City funds) will provide funding for IT consultants. These consultants will support the agency's tracking systems, processing of re-housing applications, and general IT maintenance.

#### **PEG Restoration**

- **Pre-Placement Capacity.** \$4.1 million (all City funds) in Fiscal 2008 will restore funding for pre-placement capacity that was eliminated in the November 2006 plan. This funding was removed because it was thought that DHS' new intake model would eliminate the need for pre-placements (a pre-placement is when a client is placed into shelter before their application can be processed, usually because they arrive late at night at intake). However,

## Fiscal 2009 Preliminary Budget Report

because families still arrive after hours at family intake there is still a need for pre-placements. This funding is not continued in Fiscal 2009 or the outyears.

### Revenue Section

Over half of DHS's funding comes from State and federal revenue sources. The chart below demonstrates that the majority of this funding comes from two revenue streams: Public Assistance (Federal TANF Assistance, State TANF Assistance, and State Safety Net in the chart) and the Adult Shelter Cap (Shelter Contracts "584" in the chart). Public Assistance provides most of the State and federal funding for the Family Shelter program because many families in shelter are eligible for Public Assistance. The Adult Shelter Cap provides a majority of the State revenue for Single Adult Shelter. Safety Net also provides a sizable portion of State revenue for Adult Shelter because many adults are enrolled in the Safety Net Public Assistance program.

Fund Type	Revenue Source Description	2008 Adopted Budget	2008 Current Modified Jan 18, 2008	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
Federal - C. D.	Community Development Block Grants	\$4,000,000	\$7,031,641	\$7,031,641	\$4,000,000
Federal - Other	Temporary Assistance for Needy Families	\$71,971,215	\$72,748,550	\$93,383,701	\$72,771,178
Federal - Other	Personal Services Reimbursement	\$28,107,983	\$28,107,983	\$28,107,983	\$28,101,333
Federal - Other	Administrative Expenses Reimbursement	\$14,197,019	\$14,197,019	\$14,197,019	\$14,203,669
Federal - Other	TANF-Emergency Assistance	\$3,000,000	\$3,000,000	\$3,000,000	\$3,000,000
Federal - Other	Supportive Housing Program	\$156,144	\$156,144	\$156,144	\$156,144
Intra City	Social Services/ Fees	\$31,121,017	\$45,112,918	\$45,112,918	\$31,092,270
Intra City	Emergency Shelter Grants Program	\$0	\$5,764,378	\$5,764,378	\$0
State	Shelter Contracts "584"	\$98,493,999	\$98,493,999	\$98,493,999	\$88,362,998
State	Safety Net	\$45,663,182	\$46,543,122	\$60,927,569	\$45,963,938
State	Temporary Assistance for Needy Families	\$41,225,644	\$40,994,072	\$51,282,803	\$41,624,927
State	Personal Services Reimbursement	\$14,144,991	\$14,144,991	\$14,144,991	\$14,144,991
State	Shelters	\$9,867,920	\$9,867,920	\$9,867,920	\$9,317,920
State	Administrative Exp. Reimbursement	\$4,165,890	\$4,165,890	\$4,165,890	\$4,165,889
State	TANF- Emergency Assistance for Families	\$1,500,000	\$1,500,000	\$1,500,000	\$1,500,000
Total		\$367,615,004	\$391,828,627	\$437,136,956	\$358,405,257

## Human Resources Administration

The Human Resources Administration (HRA) assists individuals and families in achieving and sustaining their maximum degree of self sufficiency. HRA provides cash assistance and employment services at 26 Job Centers and the Riverview Annex, of which 13 are Model Offices designed to streamline workflow and enhance access to services. Additional services are provided at the Family Call Center and its satellites and the Seniorworks Center. Food stamps are provided at 27 offices, of which 11 are Model Offices. HRA helps expand access to private and public health insurance; and offers public health insurance at 19 Medicaid Community Model Offices; support services to individuals with AIDS and HIV-related illnesses are provided through 12 centers, of which 8 are Model Offices; and protective services to adults through 5 HRA borough offices and 4 contracted programs. HRA determines the home care eligibility of disabled or frail Medicaid recipients through 9 Community Alternative Systems Agency offices and contracts with 75 home care provider agencies. Services to victims of domestic violence are offered through 48 State-licensed residential programs, 15 nonresidential programs, and various HRA programs. HRA assists New York City families in obtaining child support orders and collecting child support payments at 4 borough and 5 Family Court offices.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending by Program</b>					
Adult Protective Services	\$28,423,601	\$32,858,654	\$34,164,502	\$42,553,169	\$42,310,019
CEO Evaluation	\$0	\$0	\$0	\$4,637,300	\$0
Domestic Violence Services	\$72,054,781	\$75,191,152	\$83,444,950	\$80,587,728	\$79,901,933
Employment Services Administration	\$20,471,367	\$19,868,494	\$24,242,844	\$26,529,246	\$26,469,246
Employment Services Contracts	\$144,154,548	\$157,486,657	\$146,938,549	\$146,103,059	\$146,103,059
Food Assistance Programs	\$13,935,601	\$17,083,398	\$14,990,073	\$13,088,922	\$9,885,488
Food Stamp Operations	\$48,419,578	\$50,575,969	\$54,021,542	\$67,456,593	\$66,368,302
General Administration	\$284,243,705	\$285,424,106	\$279,176,696	\$278,434,997	\$287,997,549
HIV and AIDS Services	\$185,890,779	\$193,638,097	\$205,651,194	\$219,123,095	\$217,281,783
Home Energy Assistance	\$31,923,121	\$33,346,178	\$29,347,324	\$27,675,924	\$24,049,672
Information Technology Services	\$78,629,897	\$70,584,212	\$84,298,828	\$71,680,493	\$60,355,207
Investigations and Revenue Administration	\$57,631,716	\$59,411,558	\$62,332,066	\$59,595,129	\$57,124,876
Medicaid and Homecare	\$4,164,134,555	\$3,901,039,721	\$4,679,097,569	\$5,860,088,748	\$5,664,556,252
Medicaid- Eligibility & Administration	\$78,853,356	\$80,237,831	\$82,057,139	\$91,159,754	\$91,098,404
Office of Child Support Enforcement	\$42,601,679	\$44,667,395	\$44,190,106	\$57,762,556	\$57,541,686
Public Assistance and Employment Administration	\$201,623,484	\$199,712,770	\$209,005,872	\$201,271,887	\$199,044,146
Public Assistance Child Care	\$241,058,305	\$256,926,159	\$0	\$0	\$0
Public Assistance Grants	\$1,275,878,856	\$1,233,699,813	\$1,167,403,692	\$1,218,791,122	\$1,176,688,798
Public Assistance Support Grants	\$30,497,148	\$29,628,002	\$23,021,554	\$22,594,392	\$22,594,392
Subsidized Employment & Job-Related Training	\$114,232,393	\$107,973,594	\$123,218,744	\$122,350,288	\$122,681,195
Substance Abuse Services	\$89,403,214	\$86,559,146	\$78,549,046	\$85,948,575	\$82,815,602
<b>Total</b>	<b>\$7,204,061,683</b>	<b>\$6,935,912,906</b>	<b>\$7,425,152,289</b>	<b>\$8,697,432,977</b>	<b>\$8,434,867,609</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$6,566,293,921	\$6,496,529,448
Federal - Community Development	NA	NA	NA	\$2,937,510	\$2,937,510
Federal - Other	NA	NA	NA	\$1,049,125,229	\$949,428,624
Intra City	NA	NA	NA	\$12,003,168	\$8,870,195
State	NA	NA	NA	\$1,067,073,149	\$977,101,832
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$8,697,432,977</b>	<b>\$8,434,867,609</b>
<b>Full-Time Positions</b>	<b>14,270</b>	<b>14,218</b>	<b>13,838</b>	<b>15,246</b>	<b>15,227</b>

Note: "NA" means that data is not available

## Adult Protective Services

This program provides services to individuals 18 years of age and older, without regard to income, who are mentally or physically impaired and who are unable to manage their own resources, carry out activities of daily living or protect themselves, without assistance from others. Services may include referrals for psychiatric or medical exams, assistance in obtaining government entitlements and other social services, cleaning services, and identification of alternate living arrangements.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$16,267,196	\$17,358,964	\$18,785,296	\$23,930,245	\$23,930,245
Other Than Personal Services	\$12,156,405	\$15,499,690	\$15,379,206	\$18,622,924	\$18,379,774
<b>Total</b>	<b>\$28,423,601</b>	<b>\$32,858,654</b>	<b>\$34,164,502</b>	<b>\$42,553,169</b>	<b>\$42,310,019</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$7,336,531	\$7,214,594
Federal - Other	NA	NA	NA	\$24,083,060	\$24,083,784
State	NA	NA	NA	\$11,133,578	\$11,011,641
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$42,553,169</b>	<b>\$42,310,019</b>
Full-Time Positions	380	395	403	452	452

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Number of active cases	Outcome	NA	5,115	NA	6,893	NA	7,232	NA	7,523
Individuals referred to APS field office visited within three working days	Service Quality	85.0%	87.4%	85.0%	91.2%	85.0%	92.8%	85.0%	93.6%

Note: "NA" means that data is not available

## CEO Evaluation

The Mayor has committed \$65 million annually to fund programs that seek to implement the recommendations of the Commission on Economic Opportunity (CEO). This component of the CEO will be used to evaluate the effectiveness of these new programs and also will be used to develop better indices to measure poverty in New York City.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$0	\$0	\$0	\$350,000	\$0
Other Than Personal Services	\$0	\$0	\$0	\$4,287,300	\$0
Total	\$0	\$0	\$0	\$4,637,300	\$0
<b>Funding</b>					
City Funds	NA	NA	NA	\$4,637,300	\$0
Total	NA	NA	NA	\$4,637,300	\$0
Full-Time Positions	0	0	0	6	0

Note: "NA" means that data is not available

## Domestic Violence Services

The Office of Domestic Violence (ODV) provides temporary housing, emergency shelter and supportive services for victims of domestic violence and their children. ODV directly operates one emergency domestic violence shelter, oversees the reimbursement of 35 private emergency residential programs, and oversees and provides client referrals for four transitional housing programs for victims of domestic violence. All programs provide a safe environment as well as counseling, advocacy and referral services.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$9,104,204	\$8,991,882	\$9,693,155	\$10,012,870	\$9,627,073
Other Than Personal Services	\$62,950,578	\$66,199,270	\$73,751,795	\$70,574,858	\$70,274,860
<b>Total</b>	<b>\$72,054,781</b>	<b>\$75,191,152</b>	<b>\$83,444,950</b>	<b>\$80,587,728</b>	<b>\$79,901,933</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$18,468,175	\$18,137,372
Federal - Other	NA	NA	NA	\$43,282,917	\$42,850,913
State	NA	NA	NA	\$18,836,636	\$18,913,648
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$80,587,728</b>	<b>\$79,901,933</b>
Full-Time Positions	178	177	188	205	205

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Number of Domestic Violence emergency beds	Capacity	NA	1,955	NA	2,081	NA	2,081	NA	2,084
Felonious assault related to domestic violence	Outcome	NA	3,805	NA	3,605	NA	3,609	NA	1,332
Murder related to domestic violence	Outcome	NA	57	NA	67	NA	67	NA	12
Rape related to domestic violence	Outcome	NA	402	NA	407	NA	354	NA	110
Domestic Violence nonresidential program active caseload	Output	NA	2,430	NA	2,879	NA	2,957	NA	3,076

Note: "NA" means that data is not available

**Employment Services Administration**

This program administers employment programs for Public Assistance recipients.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$10,249,086	\$9,825,552	\$13,436,690	\$14,319,930	\$14,259,930
Other Than Personal Services	\$10,222,281	\$10,042,942	\$10,806,154	\$12,209,316	\$12,209,316
<b>Total</b>	<b>\$20,471,367</b>	<b>\$19,868,494</b>	<b>\$24,242,844</b>	<b>\$26,529,246</b>	<b>\$26,469,246</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$9,187,919	\$9,187,919
Federal - Other	NA	NA	NA	\$8,607,117	\$8,547,117
State	NA	NA	NA	\$8,734,210	\$8,734,210
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$26,529,246</b>	<b>\$26,469,246</b>
<b>Full-Time Positions</b>	<b>154</b>	<b>202</b>	<b>246</b>	<b>284</b>	<b>284</b>

Note: "NA" means that data is not available

## Employment Services Contracts

HRA provides a large portion of its employment services through two contracted programs: WeCARE and Back to Work. WeCARE serves Public Assistance clients who exhibit barriers to employment. The program provides clients with a continuum of assessment, treatment, and rehabilitation services to facilitate health, wellness and self-sufficiency. Back to Work contracts with community based employment and training organizations to provide job readiness training, placement services and vocational training to applicants and recipients of Public Assistance.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Other Than Personal Services	\$144,154,548	\$157,486,657	\$146,938,549	\$146,103,059	\$146,103,059
<b>Total</b>	<b>\$144,154,548</b>	<b>\$157,486,657</b>	<b>\$146,938,549</b>	<b>\$146,103,059</b>	<b>\$146,103,059</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$28,600,947	\$46,100,947
Federal - Other	NA	NA	NA	\$95,938,112	\$78,438,112
State	NA	NA	NA	\$21,564,000	\$21,564,000
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$146,103,059</b>	<b>\$146,103,059</b>

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Cash assistance cases with an adult head of household who is temporarily or permanently unable to participate in any work or work-related activity (%)	Demand	NA	NA	NA	50.1%	NA	52.1%	NA	53.3%
Total WeCARE cases (000)	Demand	NA	12.8	NA	25.1	NA	24.9	NA	23.6
Cash assistance applicants and recipients placed into jobs as compared to monthly goals (Calendar year-to-date average) (%)	Outcome	NA	93.0%	NA	88.5%	NA	87.5%	NA	92.4%
Cash Assistance cases that remained closer for 180 days due to employment (calendar year-to-date average) (%)	Outcome	NA	NA	75.0%	80.5%	75.0%	80.8%	75.0%	81.3%
Cash Assistance cases that retained employment income 180 days after being placed in a job (calendar year-to-date average) (%)	Outcome	NA	NA	75.0%	80.6%	75.0%	80.5%	75.0%	80.7%
Cash Assistance family cases participating in work or work-related activities per federal guidelines (official) (%)	Outcome	NA	NA	NA	NA	50.0%	39.8%	50.0%	39.7%
Number of WeCARE federal disability award	Outcome	NA	NA	NA	715	NA	2,799	NA	1,308
Cash assistance applicants and recipients placed into jobs (000)	Output	NA	88.7	NA	80.5	NA	74.9	NA	26.6

Note: "NA" means that data is not available



## Food Assistance Programs

The Emergency Food Assistance Program (EFAP) provides nutrition education and food stamp outreach and funds the distribution of food to soup kitchens and food pantries.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Other Than Personal Services	\$13,935,601	\$17,083,398	\$14,990,073	\$13,088,922	\$9,885,488
Total	\$13,935,601	\$17,083,398	\$14,990,073	\$13,088,922	\$9,885,488
<b>Funding</b>					
City Funds	NA	NA	NA	\$8,615,928	\$6,783,488
Federal - Other	NA	NA	NA	\$4,258,994	\$2,888,000
State	NA	NA	NA	\$214,000	\$214,000
Total	NA	NA	NA	\$13,088,922	\$9,885,488

Note: "NA" means that data is not available

## Food Stamp Operations

The Food Stamp Program is designed to enable people with limited income to increase their ability to purchase food. The program, funded by the U.S. Department of Agriculture (USDA), provides food stamp benefits through the use of an electronic benefits card that can be used in the place of cash to purchase food items at participating grocery stores and supermarkets.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$45,302,201	\$45,522,307	\$49,227,633	\$62,257,271	\$61,807,274
Other Than Personal Services	\$3,117,377	\$5,053,663	\$4,793,910	\$5,199,322	\$4,561,028
Total	\$48,419,578	\$50,575,969	\$54,021,542	\$67,456,593	\$66,368,302
<b>Funding</b>					
City Funds	NA	NA	NA	\$21,301,483	\$17,023,454
Federal - Other	NA	NA	NA	\$33,925,727	\$33,062,433
State	NA	NA	NA	\$12,229,383	\$16,282,415
Total	NA	NA	NA	\$67,456,593	\$66,368,302
Full-Time Positions	1,292	1,281	1,365	1,577	1,577

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Persons receiving food stamps (000)	Output	NA	1,086.2	NA	1,095.2	NA	1,095.0	NA	1,116.5
Value of food stamps issued (in millions)	Output	NA	\$1,262	NA	\$1,337	NA	\$1,378	NA	NA

Note: "NA" means that data is not available

## General Administration

This program includes funding for all other administrative functions which cannot be clearly linked to specific program areas.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$120,193,147	\$132,548,601	\$127,320,207	\$143,842,330	\$143,993,746
Other Than Personal Services	\$164,050,558	\$152,875,505	\$151,856,489	\$134,592,667	\$144,003,803
Total	\$284,243,705	\$285,424,106	\$279,176,696	\$278,434,997	\$287,997,549
<b>Funding</b>					
City Funds	NA	NA	NA	\$80,480,510	\$132,558,195
Federal - Community Development	NA	NA	NA	\$2,937,510	\$2,937,510
Federal - Other	NA	NA	NA	\$76,178,910	\$74,156,396
Intra City	NA	NA	NA	\$1,088,965	\$1,088,965
State	NA	NA	NA	\$117,749,102	\$77,256,483
Total	NA	NA	NA	\$278,434,997	\$287,997,549
Full-Time Positions	2,440	2,496	2,412	2,596	2,591

Note: "NA" means that data is not available

## HIV and AIDS Services

The HIV/AIDS Services Administration (HASA) mission is to expedite access to essential benefits and social services needed by persons living with AIDS or clinical symptomatic HIV illness and their families. The services HASA provides include intensive case management, assistance applying for SSI/SSD benefits, and direct linkage to public assistance, Medicaid, and food stamp benefits.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$54,225,676	\$53,750,256	\$56,583,164	\$50,200,652	\$50,050,653
Other Than Personal Services	\$131,665,103	\$139,887,841	\$149,068,030	\$168,922,443	\$167,231,130
<b>Total</b>	<b>\$185,890,779</b>	<b>\$193,638,097</b>	<b>\$205,651,194</b>	<b>\$219,123,095</b>	<b>\$217,281,783</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$70,288,570	\$69,580,616
Federal - Other	NA	NA	NA	\$57,339,249	\$56,678,210
State	NA	NA	NA	\$91,495,276	\$91,022,957
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$219,123,095</b>	<b>\$217,281,783</b>
<b>Full-Time Positions</b>	<b>1,291</b>	<b>1,265</b>	<b>1,268</b>	<b>1,271</b>	<b>1,271</b>

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Individuals receiving HIV/AIDS services (00C	Demand	NA	31.6	NA	31.0	NA	31.0	NA	31.2
Persons diagnosed, living and reported with HIV/AIDS (Calendar Year)	Demand	NA	96,244	NA	98,338	NA	NA	NA	NA
New adult AIDS cases Diagnosed (Calendar Year)	Outcome	NA	4,156	NA	3,750	NA	NA	NA	NA
HASA clients receiving ongoing supplemental rental assistance	Output	NA	70.7%	NA	79.7%	NA	79.5%	NA	81.5%
Average number of days from submission of completed application to approval or denial c enhanced housing benefits to keep HASA clients in stable housing	Service Quality	NA	18.5	NA	18.9	NA	18.1	NA	16.6

Note: "NA" means that data is not available

## Home Energy Assistance

The Home Energy Assistance Program (HEAP) is a federally funded program that provides grants to low-income homeowners and renters to assist them in paying bills for heating fuel, equipment and repairs. The grants range from \$40 to \$400 a year. The program consists of two major components; regular and emergency benefits. Emergency benefits are offered in addition to the regular HEAP benefits.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$1,294,467	\$1,496,491	\$1,708,689	\$2,058,044	\$2,049,672
Other Than Personal Services	\$30,628,654	\$31,849,687	\$27,638,635	\$25,617,880	\$22,000,000
Total	\$31,923,121	\$33,346,178	\$29,347,324	\$27,675,924	\$24,049,672
<b>Funding</b>					
City Funds	NA	NA	NA	\$555,581	\$555,581
Federal - Other	NA	NA	NA	\$27,120,343	\$23,494,091
Total	NA	NA	NA	\$27,675,924	\$24,049,672
Full-Time Positions	33	30	33	36	36

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Number of Households Served	Output	NA	439,818	NA	NA	NA	NA	NA	NA

Note: "NA" means that data is not available

**Information Technology Services**

This program is responsible for the information technology needs of the agency.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$36,853,035	\$38,021,186	\$40,633,469	\$43,180,734	\$41,542,128
Other Than Personal Services	\$41,776,861	\$32,563,026	\$43,665,359	\$28,499,759	\$18,813,079
Total	\$78,629,897	\$70,584,212	\$84,298,828	\$71,680,493	\$60,355,207
<b>Funding</b>					
City Funds	NA	NA	NA	\$49,235,937	\$39,809,173
Federal - Other	NA	NA	NA	\$15,403,121	\$14,286,815
State	NA	NA	NA	\$7,041,435	\$6,259,219
Total	NA	NA	NA	\$71,680,493	\$60,355,207
Full-Time Positions	549	570	546	582	582

Note: "NA" means that data is not available

## Investigations and Revenue Administration

This program is composed of two distinct offices: the Office of Investigation and the Office of Revenue and Administration. The Office of Investigations conducts criminal investigations of individuals and organized groups alleged to be attempting or committing fraudulent acts against social service programs. The Bureau of Eligibility Verification, a department within the Office of Investigations, contributes to the integrity of the public assistance eligibility process through reviews of applicants and recipients of assistance. The Office of Revenue and Administration is responsible for recovery of overpayments and monies due HRA.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$57,631,716	\$59,411,558	\$62,215,158	\$56,979,651	\$56,023,676
Other Than Personal Services	\$0	\$0	\$116,908	\$2,615,478	\$1,101,200
<b>Total</b>	<b>\$57,631,716</b>	<b>\$59,411,558</b>	<b>\$62,332,066</b>	<b>\$59,595,129</b>	<b>\$57,124,876</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$27,675,176	\$30,130,979
Federal - Other	NA	NA	NA	\$15,106,415	\$14,198,156
State	NA	NA	NA	\$16,813,538	\$12,795,741
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$59,595,129</b>	<b>\$57,124,876</b>
<b>Full-Time Positions</b>	<b>1,345</b>	<b>1,382</b>	<b>1,284</b>	<b>1,443</b>	<b>1,443</b>

Note: "NA" means that data is not available

## Medicaid and Homecare

This program represents the City's portion of the cost of the Medicaid program. State and Federal funding, which make up over 75 percent of the program's funding are not included in the City's budget.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$29,542,468	\$28,766,093	\$31,605,052	\$36,818,174	\$36,818,174
Other Than Personal Services	\$4,134,592,087	\$3,872,273,628	\$4,647,492,516	\$5,823,270,574	\$5,627,738,078
<b>Total</b>	<b>\$4,164,134,555</b>	<b>\$3,901,039,721</b>	<b>\$4,679,097,569</b>	<b>\$5,860,088,748</b>	<b>\$5,664,556,252</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$5,605,150,784	\$5,492,381,388
Federal - Other	NA	NA	NA	\$127,331,482	\$70,562,447
State	NA	NA	NA	\$127,606,482	\$101,612,417
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$5,860,088,748</b>	<b>\$5,664,556,252</b>
Full-Time Positions	682	676	736	799	799

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Cases receiving home care services (total) (000)	Output	NA	NA	NA	NA	NA	NA	NA	81.4
Clients receiving home care services	Output	66,000	66,100	66,000	64,800	65,000	62,700	65,000	No longer in use
Public health insurance enrollees (000)	Output	NA	2,591.3	NA	2,583.5	NA	2,560.0	NA	2,585.1
Public health insurance Medicaid-only enrollees (000)	Output	NA	1,770.0	NA	1,787.9	NA	1,795.6	NA	1,827.4

Note: "NA" means that data is not available



## Medicaid- Eligibility & Administration

HRA's Medical Insurance and Community Services Administration (MICA) determines and maintains eligibility, based upon consumer income and/or resource levels, for each of the available health insurance programs and their related services. HRA administers health insurance for low-income families and individuals; persons receiving SSI or public assistance; pregnant women, children and persons who are 65 and over, disabled or blind. The agency conduct investigations of prescription drug fraud and also in Fiscal 2008 began investigating Medicaid provider fraud.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$59,493,403	\$61,834,071	\$63,804,114	\$73,051,666	\$73,051,666
Other Than Personal Services	\$19,359,954	\$18,403,760	\$18,253,025	\$18,108,088	\$18,046,738
<b>Total</b>	<b>\$78,853,356</b>	<b>\$80,237,831</b>	<b>\$82,057,139</b>	<b>\$91,159,754</b>	<b>\$91,098,404</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$659,926	\$659,926
Federal - Other	NA	NA	NA	\$45,395,064	\$45,296,194
State	NA	NA	NA	\$45,104,764	\$45,142,284
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$91,159,754</b>	<b>\$91,098,404</b>
Full-Time Positions	1,465	1,484	1,478	1,824	1,824

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Cases receiving home care services (total) (000)	Output	NA	NA	NA	NA	NA	NA	NA	81.4
Clients receiving home care services	Output	66,000	66,100	66,000	64,800	65,000	62,700	65,000	No longer in use
Public health insurance enrollees (000)	Output	NA	2,591.3	NA	2,583.5	NA	2,560.0	NA	2,585.1
Public health insurance Medicaid-only enrollees (000)	Output	NA	1,770.0	NA	1,787.9	NA	1,795.6	NA	1,827.4
Average days to initiate home attendant and housekeeper services for all cases	Service Quality	30.0	14.8	30.0	15.6	30.0	15.1	22.0	15.0

Note: "NA" means that data is not available

## Office of Child Support Enforcement

The Office of Child Support Enforcement (OCSE) helps custodial parents (parents living with and caring for their children) to obtain the financial support that their children need and deserve from non-custodial parents (parents not living with their children). OCSE assists all parents, regardless of income and immigration status at no cost. Once a child support order is established, it remains in effect until the child reaches age 21 or becomes self-supporting, unless the court orders otherwise. Clients applying for or receiving public assistance benefits are automatically referred to OCSE for child support services.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$28,056,341	\$27,979,534	\$30,735,979	\$37,688,087	\$37,500,234
Other Than Personal Services	\$14,545,338	\$16,687,861	\$13,454,127	\$20,074,469	\$20,041,452
<b>Total</b>	<b>\$42,601,679</b>	<b>\$44,667,395</b>	<b>\$44,190,106</b>	<b>\$57,762,556</b>	<b>\$57,541,686</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$9,195,734	\$8,357,013
Federal - Other	NA	NA	NA	\$39,371,087	\$40,827,660
State	NA	NA	NA	\$9,195,735	\$8,357,013
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$57,762,556</b>	<b>\$57,541,686</b>
Full-Time Positions	712	722	738	941	941

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Current obligations collected (%)	Efficiency	74.0%	66.9%	74.0%	66.9%	66.0%	69.3%	67.0%	68.2%
Child support cases with orders of support (%)	Output	70.0%	71.7%	70.0%	71.9%	72.5%	72.0%	73.0%	74.2%
Child support collected (in millions)	Output	\$550.0	\$546.5	\$550.0	\$588.3	\$606.0	\$601.9	\$624.2	\$198.2

Note: "NA" means that data is not available

## Public Assistance and Employment Administration

The Family Independence Administration (FIA) coordinates the Public Assistance program by administering Job Center Operations. In March 1998, HRA began converting welfare offices in New York City into job centers. All eligible applicants who enter a job center are assisted in exploring and pursuing alternatives to welfare. Job Centers provide on-site access to job search and placement services, childcare information, vocational, educational and training services, as well as referrals for Medicaid, Food Stamp and other emergency assistance benefits. Information, services and referrals may be offered as substitutes to cash assistance in order to minimize barriers to employment and negate the need for welfare.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$152,590,257	\$146,300,616	\$156,410,683	\$144,485,889	\$142,260,174
Other Than Personal Services	\$49,033,226	\$53,412,154	\$52,595,189	\$56,785,998	\$56,783,972
<b>Total</b>	<b>\$201,623,484</b>	<b>\$199,712,770</b>	<b>\$209,005,872</b>	<b>\$201,271,887</b>	<b>\$199,044,146</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$62,821,983	\$67,234,874
Federal - Other	NA	NA	NA	\$69,012,721	\$72,404,787
State	NA	NA	NA	\$69,437,183	\$59,404,485
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$201,271,887</b>	<b>\$199,044,146</b>
Full-Time Positions	3,749	3,538	3,141	3,230	3,222

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Average annual administrative cost per public assistance case	Efficiency	NA	\$429.98	NA	\$413.86	NA	\$434.27	NA	NA
Persons receiving cash assistance	Output	NA	416.2	NA	393.8	NA	360.7	NA	355.5

Note: "NA" means that data is not available

**Public Assistance Child Care**

Prior to Fiscal 2007, child care for Public Assistance recipients was administered by HRA. During Fiscal 2006, this program was transferred to the Administration for Children's Services (ACS).

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Other Than Personal Services	\$241,058,305	\$256,926,159	\$0	\$0	\$0
Total	\$241,058,305	\$256,926,159	\$0	\$0	\$0

Note: "NA" means that data is not available

## Public Assistance Grants

Public Assistance Grants are composed of three basic types of assistance: Family Assistance (FA) for households with children, Safety Net Assistance- 60 month Time Limit (SNA- 60 Month Limit) for families with children who have exceeded the 60-month limit for being on FA, and Safety Net Assistance (SNA) for single adults and families without children. Of the three programs only FA receives substantial federal funding. The typical funding breakdown is 50 percent federal and 25 percent State and City. Both of the SNA programs are split 50 percent between the State and City.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Other Than Personal Services	\$1,275,878,856	\$1,233,699,813	\$1,167,403,692	\$1,218,791,122	\$1,176,688,798
<b>Total</b>	<b>\$1,275,878,856</b>	<b>\$1,233,699,813</b>	<b>\$1,167,403,692</b>	<b>\$1,218,791,122</b>	<b>\$1,176,688,798</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$441,040,349	\$429,772,841
Federal - Other	NA	NA	NA	\$321,150,935	\$301,702,627
Intra City	NA	NA	NA	\$7,781,230	\$7,781,230
State	NA	NA	NA	\$448,818,608	\$437,432,100
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$1,218,791,122</b>	<b>\$1,176,688,798</b>

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Cash assistance cases with an adult head of household who is temporarily or permanently unable to participate in any work or work-related activity (%)	Demand	NA	NA	NA	50.1%	NA	52.1%	NA	53.3%
Cash Assistance family cases participating in work or work-related activities per federal guidelines (official) (%)	Outcome	NA	NA	NA	NA	50.0%	39.8%	50.0%	39.7%
Persons receiving cash assistance	Output	NA	416.2	NA	393.8	NA	360.7	NA	355.5

Note: "NA" means that data is not available

**Public Assistance Support Grants**

This program funds public assistance non-grant services including burials for the indigent and summer camp fees for children on Public Assistance.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Other Than Personal Services	\$30,497,148	\$29,628,002	\$23,021,554	\$22,594,392	\$22,594,392
<b>Total</b>	<b>\$30,497,148</b>	<b>\$29,628,002</b>	<b>\$23,021,554</b>	<b>\$22,594,392</b>	<b>\$22,594,392</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$11,887,586	\$11,887,586
Federal - Other	NA	NA	NA	\$4,641,607	\$4,641,607
State	NA	NA	NA	\$6,065,199	\$6,065,199
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$22,594,392</b>	<b>\$22,594,392</b>

Note: "NA" means that data is not available

## Subsidized Employment & Job-Related Training

This program area includes several smaller programs including the Job Training and Participant (JTP) program and BEGIN. Through the JTP program, which began in March 2001, individuals on public assistance are hired for paid seasonal positions at City agencies, primarily the Parks Department. JTP employees perform a wide variety of functions within the agency including maintenance, security, and clerical work. Founded in 1989, BEGIN, or "Begin Employment, Gain Independence Now," is a welfare-to-work program specializing in basic skills and literacy instruction for participants with low basic skills and limited English proficiency.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Other Than Personal Services	\$114,232,393	\$107,973,594	\$123,218,744	\$122,350,288	\$122,681,195
<b>Total</b>	<b>\$114,232,393</b>	<b>\$107,973,594</b>	<b>\$123,218,744</b>	<b>\$122,350,288</b>	<b>\$122,681,195</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$76,906,893	\$76,906,893
Federal - Other	NA	NA	NA	\$35,841,395	\$36,172,302
State	NA	NA	NA	\$9,602,000	\$9,602,000
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$122,350,288</b>	<b>\$122,681,195</b>

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Cash assistance cases with an adult head of household who is temporarily or permanently unable to participate in any work or work-related activity (%)	Demand	NA	NA	NA	50.1%	NA	52.1%	NA	53.3%
Cash assistance applicants and recipients placed into jobs as compared to monthly goals (Calendar year-to-date average) (%)	Outcome	NA	93.0%	NA	88.5%	NA	87.5%	NA	92.4%
Cash Assistance cases that remained colse for 180 days due to employment (calendar year-to-date average) (%)	Outcome	NA	NA	75.0%	80.5%	75.0%	80.8%	75.0%	81.3%
Cash Assistance cases that retained employment income 180 days after being placed in a job (calendar year-to-date average) (%)	Outcome	NA	NA	75.0%	80.6%	75.0%	80.5%	75.0%	80.7%
Cash Assistance family cases participating in work or work-related activities per federal guidelines (official) (%)	Outcome	NA	NA	NA	NA	50.0%	39.8%	50.0%	39.7%
Cash assistance applicants and recipients placed into jobs (000)	Output	NA	88.7	NA	80.5	NA	74.9	NA	26.6

Note: "NA" means that data is not available

## Substance Abuse Services

The Substance Abuse Services program includes rehabilitation services for clients with substance abuse problems that act as a barrier to employment and independent living.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Other Than Personal Services	\$89,403,214	\$86,559,146	\$78,549,046	\$85,948,575	\$82,815,602
Total	\$89,403,214	\$86,559,146	\$78,549,046	\$85,948,575	\$82,815,602
<b>Funding</b>					
City Funds	NA	NA	NA	\$32,246,609	\$32,246,609
Federal - Other	NA	NA	NA	\$5,136,973	\$5,136,973
Intra City	NA	NA	NA	\$3,132,973	\$0
State	NA	NA	NA	\$45,432,020	\$45,432,020
Total	NA	NA	NA	\$85,948,575	\$82,815,602

Note: "NA" means that data is not available



## Administration for Children's Services

The Administration for Children's Services (ACS) is responsible for protecting the City's children from abuse and neglect. ACS investigates child abuse and neglect reports involving approximately 92,000 children annually and provides preventive services to an average of 31,000 children. ACS provides foster care for approximately 17,000 children through 41 foster care agencies citywide, and helps arrange for the adoption of approximately 1,600 children a year. ACS also funds and supports 253 Head Start centers and enrolls 103,000 children in child care programs through contracted providers.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending by Program</b>					
Adoption Services	\$351,140,439	\$363,277,625	\$379,904,932	\$382,910,291	\$381,815,131
Child Care Services	\$484,307,865	\$514,287,678	\$787,190,215	\$736,166,770	\$731,365,050
Child Welfare Support	\$43,018,626	\$47,400,095	\$43,961,190	\$48,577,451	\$49,447,451
Dept. of Ed. Residential Care	\$62,035,398	\$72,319,229	\$79,552,188	\$70,000,621	\$65,730,241
Foster Care Services	\$676,750,958	\$596,034,975	\$648,083,355	\$644,779,619	\$634,109,410
Foster Care Support	\$54,504,827	\$57,698,016	\$59,040,945	\$57,744,139	\$57,619,139
General Administration	\$110,219,095	\$112,218,719	\$127,571,688	\$134,997,433	\$132,981,111
Head Start	\$197,097,737	\$196,042,464	\$195,324,032	\$210,934,853	\$189,026,239
Preventive Homemaking Services	\$22,588,317	\$23,663,121	\$28,894,580	\$29,515,640	\$29,515,640
Preventive Services	\$124,500,154	\$153,905,018	\$187,251,317	\$211,293,246	\$180,673,212
Protective Services	\$157,482,942	\$189,646,955	\$221,901,283	\$234,939,523	\$234,285,811
<b>Total</b>	<b>\$2,283,646,356</b>	<b>\$2,326,493,897</b>	<b>\$2,758,675,727</b>	<b>\$2,761,859,586</b>	<b>\$2,686,568,435</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$856,008,863	\$791,072,175
Federal - Community Development	NA	NA	NA	\$3,494,514	\$3,494,514
Federal - Other	NA	NA	NA	\$1,230,002,796	\$1,242,636,552
Intra City	NA	NA	NA	\$11,153,044	\$11,157,044
Other Categorical	NA	NA	NA	\$28,582	\$0
State	NA	NA	NA	\$661,171,787	\$638,208,150
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$2,761,859,586</b>	<b>\$2,686,568,435</b>
<b>Full-Time Positions</b>	<b>6,343</b>	<b>6,616</b>	<b>6,885</b>	<b>7,429</b>	<b>7,355</b>

Note: "NA" means that data is not available

## Adoption Services

Adoption services recruits potential adoptive parents, evaluates their suitability and coordinates the adoption process from the initial planning to finalization court proceedings and provides subsidies to qualified adoptive families. Adoption subsidies are given to families to help with the costs of care of "special needs" children. Special needs means children who for various reasons are harder to match with adoptive parents. The subsidy provides monetary support for the adopted child's care without imposing an undue financial burden on the adoptive family.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$9,120,461	\$5,231,650	\$4,620,402	\$5,163,799	\$5,163,799
Other than Personal Services	\$342,019,977	\$358,045,975	\$375,284,530	\$377,746,492	\$376,651,332
<b>Total</b>	<b>\$351,140,439</b>	<b>\$363,277,625</b>	<b>\$379,904,932</b>	<b>\$382,910,291</b>	<b>\$381,815,131</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$52,137,921	\$51,042,761
Federal - Other	NA	NA	NA	\$180,422,484	\$180,422,484
State	NA	NA	NA	\$150,349,886	\$150,349,886
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$382,910,291</b>	<b>\$381,815,131</b>
<b>Full-Time Positions</b>	<b>157</b>	<b>82</b>	<b>85</b>	<b>93</b>	<b>93</b>

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Children eligible for adoption (average)	Demand	NA	3,083	NA	2,805	NA	2,561	NA	2,402
Average time to complete adoption (years)	Outcome	3.0	3.4	3.0	3.5	3.0	3.4	3.0	3.6
Median length of stay in foster care before child is adopted (months)	Outcome	50.0	59.7	50.0	58.0	50.0	54.2	50.0	NA
Children adopted	Output	2,500	2,364	2,500	1,831	2,500	1,562	NA	438

Note: "NA" means that data is not available

## Child Care Services

ACS's Division of Child Care and Head Start oversees the largest municipal childcare system in the country. Most children are served through contracts with hundreds of private, non-profit organizations that operate childcare programs in communities across the city. Children - ages two months through 12 years - are cared for either in group childcare centers that are licensed by the Department of Health or in the homes of childcare providers that are registered by the Department of Health. ACS also issues vouchers to eligible families that may be used by parents to purchase care from any legal childcare provider in the City. In order for a family to receive subsidized childcare services, the family must meet specific financial and social eligibility criteria that are determined by federal, state, and local regulations.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$10,053,961	\$11,772,191	\$15,997,827	\$18,887,500	\$18,829,500
Other than Personal Services	\$474,253,904	\$502,515,488	\$771,192,388	\$717,279,270	\$712,535,550
<b>Total</b>	<b>\$484,307,865</b>	<b>\$514,287,678</b>	<b>\$787,190,215</b>	<b>\$736,166,770</b>	<b>\$731,365,050</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$257,751,648	\$262,895,024
Federal - Community Development	NA	NA	NA	\$3,494,514	\$3,494,514
Federal - Other	NA	NA	NA	\$445,319,301	\$441,032,676
Intra City	NA	NA	NA	\$6,419,404	\$765,000
Other Categorical	NA	NA	NA	\$4,067	\$0
State	NA	NA	NA	\$23,177,836	\$23,177,836
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$736,166,770</b>	<b>\$731,365,050</b>
<b>Full-Time Positions</b>	<b>251</b>	<b>261</b>	<b>353</b>	<b>377</b>	<b>376</b>

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Child care capacity filled (%)	Efficiency	99.0%	96.9%	99.0%	96.1%	99.0%	96.0%	99.0%	92.4%
Abuse and/or neglect reports for children in child care	Outcome	NA	235	NA	295	NA	351	NA	140
Abuse and/or neglect reports for children in child care that are substantiated (%) (Preliminary)	Outcome	NA	18.0%	NA	24.7%	NA	25.4%	NA	31.6%
Family child care (contract) (\$)	Unit Cost	NA	\$5,950	NA	\$6,942	NA	\$7,194	NA	NA
Family child care (voucher) (\$)	Unit Cost	NA	\$5,820	NA	\$6,085	NA	\$6,959	NA	NA
Group child care (contract) (\$)	Unit Cost	NA	\$8,337	NA	\$9,510	NA	\$13,214	NA	NA
Group child care (voucher) (\$)	Unit Cost	NA	\$6,615	NA	\$6,956	NA	\$9,675	NA	NA

Note: "NA" means that data is not available

**Child Welfare Support**

This program provides support to all areas of child welfare, including protective, preventive, and foster care services.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$43,018,626	\$47,400,095	\$43,961,190	\$48,577,451	\$49,447,451
Total	\$43,018,626	\$47,400,095	\$43,961,190	\$48,577,451	\$49,447,451
<b>Funding</b>					
City Funds	NA	NA	NA	\$13,064,050	\$13,451,200
Federal - Other	NA	NA	NA	\$24,047,858	\$24,194,888
State	NA	NA	NA	\$11,465,543	\$11,801,363
Total	NA	NA	NA	\$48,577,451	\$49,447,451
<b>Full-Time Positions</b>	702	717	754	767	784

Note: "NA" means that data is not available

**Dept. of Ed. Residential Care**

This program funds the room and board for non-foster care children placed by the Committee for Special Education into residential facilities.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Other than Personal Services	\$62,035,398	\$72,319,229	\$79,552,188	\$70,000,621	\$65,730,241
Total	\$62,035,398	\$72,319,229	\$79,552,188	\$70,000,621	\$65,730,241
<b>Funding</b>					
City Funds	NA	NA	NA	\$42,000,373	\$39,438,145
State	NA	NA	NA	\$28,000,248	\$26,292,096
Total	NA	NA	NA	\$70,000,621	\$65,730,241

Note: "NA" means that data is not available

## Foster Care Services

When ACS needs to place children in foster care, it generally contracts with a private agency that, depending on the child's needs, places the child either with a foster family or in a congregate care (group home) facility. Contract Foster Care (CFC) payments to service providers are given for per diem care and maintenance for foster care children along with other miscellaneous payments. These monies cover such costs as: food, clothing, shelter, daily supervision, school supplies, a child's personal incidentals, liability insurance with respect to a child, and reasonable travel arrangements, i.e. to the child's home for visitation.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$19,189,088	\$7,779,597	\$101,565	\$0	\$0
Other than Personal Services	\$657,561,870	\$588,255,378	\$647,981,790	\$644,779,619	\$634,109,410
<b>Total</b>	<b>\$676,750,958</b>	<b>\$596,034,975</b>	<b>\$648,083,355</b>	<b>\$644,779,619</b>	<b>\$634,109,410</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$312,539,843	\$257,228,878
Federal - Other	NA	NA	NA	\$116,040,952	\$161,100,614
State	NA	NA	NA	\$216,198,824	\$215,779,918
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$644,779,619</b>	<b>\$634,109,410</b>
<b>Full-Time Positions</b>	<b>333</b>	<b>15</b>	<b>0</b>	<b>0</b>	<b>0</b>

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Children in Foster Care (average)	Demand	NA	18,968	NA	16,706	NA	17,005	NA	16,948
New children entering foster care (Preliminary)	Demand	NA	3,649	NA	4,897	NA	5,651	NA	2,026
Abuse and/or neglect reports for children in foster care	Outcome	NA	1,095	NA	1,256	NA	1,337	NA	453
Abuse and/or neglect reports for children in foster care that are substantiated (%) (Preliminary)	Outcome	NA	14.6%	NA	14.9%	NA	22.5%	NA	36.0%
Children who re-enter foster care within a year of discharge to family (%) (Preliminary)	Outcome	8.6%	8.7%	8.6%	7.8%	8.6%	11.4%	8.0%	10.6%
Median length of stay in foster care before child is adopted (months)	Outcome	50.0	59.7	50.0	58.0	50.0	54.2	50.0	NA

Note: "NA" means that data is not available

## Foster Care Support

This program provides services related to foster care, including pre-placement, child evaluation, contract agency assistance and foster-parent recruitment.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$54,504,827	\$57,698,016	\$59,040,945	\$57,744,139	\$57,619,139
Total	\$54,504,827	\$57,698,016	\$59,040,945	\$57,744,139	\$57,619,139
<b>Funding</b>					
City Funds	NA	NA	NA	\$12,399,628	\$12,343,378
Federal - Other	NA	NA	NA	\$33,433,623	\$33,413,623
State	NA	NA	NA	\$11,910,888	\$11,862,138
Total	NA	NA	NA	\$57,744,139	\$57,619,139
Full-Time Positions	1,050	1,010	977	919	916

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Children in Foster Care (average)	Demand	NA	18,968	NA	16,706	NA	17,005	NA	16,948
New children entering foster care (Preliminary)	Demand	NA	3,649	NA	4,897	NA	5,651	NA	2,026
Children entering foster care who are placed with relatives (%) (Preliminary)	Outcome	NA	21.4%	NA	25.3%	NA	28.1%	NA	23.6%
Children placed in foster care in their community district (%) (Preliminary)	Outcome	23.0%	21.7%	23.0%	17.8%	23.0%	13.5%	20.0%	11.5%
Siblings placed simultaneously in the same foster home (%) (Preliminary)	Outcome	NA	91.4%	NA	90.2%	NA	85.3%	NA	80.8%
Children in foster care who had two or more transfers from one facility to another (%)	Service Quality	NA	43.3%	NA	45.1%	NA	43.4%	NA	41.8%

Note: "NA" means that data is not available

## General Administration

This program includes funding for all administrative functions, such as the agency's budget and contract offices, which cannot be clearly linked to specific program areas.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$38,873,682	\$45,295,002	\$54,920,334	\$58,029,185	\$58,006,025
Other than Personal Services	\$71,345,413	\$66,923,717	\$72,651,354	\$76,968,248	\$74,975,086
<b>Total</b>	<b>\$110,219,095</b>	<b>\$112,218,719</b>	<b>\$127,571,688</b>	<b>\$134,997,433</b>	<b>\$132,981,111</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$43,579,049	\$42,807,299
Federal - Other	NA	NA	NA	\$47,959,230	\$47,397,673
State	NA	NA	NA	\$43,459,154	\$42,776,139
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$134,997,433</b>	<b>\$132,981,111</b>
<b>Full-Time Positions</b>	<b>839</b>	<b>1,024</b>	<b>1,017</b>	<b>1,025</b>	<b>1,025</b>

Note: "NA" means that data is not available



## Head Start

The Head Start program is a federally funded, family-centered child development program for low-income children ages 3-5, that promotes intellectual, social, emotional and physical growth in order to develop each child's potential for successful living. Head Start offers educational programs for children ages 3 to 5, and a wide variety of opportunities and support services for their families. Head Start is one of ACS' oldest programs, begun in 1965. The agency sponsors more than 250 Head Start centers in neighborhoods throughout New York City, offering an environment where both children and parents come to learn and grow and achieve.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$4,665,712	\$4,584,306	\$4,703,731	\$5,064,524	\$5,064,524
Other than Personal Services	\$192,432,024	\$191,458,158	\$190,620,300	\$205,870,329	\$183,961,715
Total	\$197,097,737	\$196,042,464	\$195,324,032	\$210,934,853	\$189,026,239
<b>Funding</b>					
City Funds	NA	NA	NA	\$21,742	\$21,742
Federal - Other	NA	NA	NA	\$206,552,515	\$178,985,497
Intra City	NA	NA	NA	\$4,341,596	\$10,000,000
State	NA	NA	NA	\$19,000	\$19,000
Total	NA	NA	NA	\$210,934,853	\$189,026,239
Full-Time Positions	89	83	84	93	93

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Head Start capacity filled (%)	Efficiency	95.0%	97.7%	95.0%	100.2%	95.0%	98.0%	95.0%	87.6%
Cost per Head Start slot (\$)	Unit Cost	NA	\$8,808	NA	\$8,797	NA	\$10,272	NA	NA

Note: "NA" means that data is not available

**Preventive Homemaking Services**

Homemaking services provide childcare and household management services to families who need help providing a safe, nurturing environment for their children. Through training and support, homecare service providers help families to manage their households independently.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Other than Personal Services	\$22,588,317	\$23,663,121	\$28,894,580	\$29,515,640	\$29,515,640
Total	\$22,588,317	\$23,663,121	\$28,894,580	\$29,515,640	\$29,515,640
<b>Funding</b>					
City Funds	NA	NA	NA	\$7,378,910	\$7,378,910
Federal - Other	NA	NA	NA	\$14,757,820	\$14,757,820
State	NA	NA	NA	\$7,378,910	\$7,378,910
Total	NA	NA	NA	\$29,515,640	\$29,515,640

Note: "NA" means that data is not available

## Preventive Services

General Preventive services are intended to avert the need for foster care placement and to expedite discharge of children from foster care and reunite them with their families.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$10,100,076	\$10,988,260	\$12,495,591	\$11,383,755	\$11,383,755
Other than Personal Services	\$114,400,078	\$142,916,758	\$174,755,726	\$199,909,491	\$169,289,457
Total	\$124,500,154	\$153,905,018	\$187,251,317	\$211,293,246	\$180,673,212
<b>Funding</b>					
City Funds	NA	NA	NA	\$71,498,158	\$61,078,280
Federal - Other	NA	NA	NA	\$31,618,170	\$31,618,170
Intra City	NA	NA	NA	\$392,044	\$392,044
State	NA	NA	NA	\$107,784,874	\$87,584,718
Total	NA	NA	NA	\$211,293,246	\$180,673,212
Full-Time Positions	211	219	263	207	207

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Children receiving contract preventive services	Demand	NA	28,781	NA	27,304	NA	29,498	NA	30,809

Note: "NA" means that data is not available

## Protective Services

Protective Services investigates child abuse, maltreatment, and neglect reports and, if necessary, removes the children from their homes and places them into foster care until such time as it is deemed safe for them to return. Protective Services also provides rehabilitative services to children, parents, and other family members involved in order to prevent further abuse.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$135,175,406	\$158,934,161	\$180,418,063	\$202,086,543	\$200,457,346
Other than Personal Services	\$22,307,536	\$30,712,794	\$41,483,220	\$32,852,980	\$33,828,465
<b>Total</b>	<b>\$157,482,942</b>	<b>\$189,646,955</b>	<b>\$221,901,283</b>	<b>\$234,939,523</b>	<b>\$234,285,811</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$43,637,541	\$43,386,558
Federal - Other	NA	NA	NA	\$129,850,843	\$129,713,107
Other Categorical	NA	NA	NA	\$24,515	\$0
State	NA	NA	NA	\$61,426,624	\$61,186,146
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$234,939,523</b>	<b>\$234,285,811</b>
<b>Full-Time Positions</b>	<b>2,711</b>	<b>3,205</b>	<b>3,352</b>	<b>3,948</b>	<b>3,861</b>

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Substantiated investigations	Demand	NA	32.6%	NA	35.6%	NA	39.8%	NA	41.7%
Children in completed investigations with repeat investigations within a year (%)	Outcome	NA	20.2%	NA	21.4%	NA	22.0%	NA	20.6%
Children in substantiated investigations with repeat substantiated investigations within a year	Outcome	10.0%	11.5%	10.0%	12.6%	10.0%	14.7%	12.0%	14.0%
Abuse and/or neglect reports responded to within 24 hours of receipt from the State Central Registry (%)	Service Quality	100.0%	96.4%	100.0%	94.3%	100.0%	96.0%	100.0%	97.0%

Note: "NA" means that data is not available

## Department of Homeless Services

The Department of Homeless Services (DHS), in partnership with public agencies and the business and nonprofit communities, prevents homelessness and provides temporary emergency shelter for eligible homeless people in a safe, supportive environment. DHS manages 11 City-run and 205 privately-run shelter facilities, consisting of 49 adult facilities and 167 family facilities. DHS also provides outreach services available 24 hours a day, seven days a week, as well as homeless prevention services through community-based programs.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending by Program</b>					
Adult Shelter Administration & Support	\$4,669,868	\$5,353,629	\$5,489,416	\$5,071,681	\$5,071,681
Adult Shelter Intake and Placement	\$5,588,561	\$6,010,563	\$7,020,646	\$6,359,536	\$6,359,536
Adult Shelter Operations	\$212,827,703	\$216,084,098	\$214,388,748	\$215,492,677	\$207,751,303
Family Shelter Administration & Support	\$5,175,804	\$4,867,465	\$4,599,699	\$5,647,847	\$5,647,847
Family Shelter Intake and Placement	\$19,483,262	\$22,744,348	\$21,718,957	\$22,619,373	\$22,619,373
Family Shelter Operations	\$351,752,593	\$332,341,238	\$350,293,665	\$380,465,584	\$285,448,032
General Administration	\$56,678,464	\$59,957,862	\$56,312,477	\$60,123,617	\$57,518,176
Outreach, Drop-in and Reception Services	\$24,639,733	\$24,359,357	\$26,071,339	\$22,601,479	\$18,362,001
Prevention and Aftercare	\$16,753,247	\$16,423,319	\$20,322,829	\$20,470,000	\$19,970,000
Rental Assistance and Housing Placement	\$25,070,406	\$37,234,131	\$26,429,011	\$46,855,151	\$27,701,945
<b>Total</b>	<b>\$722,639,640</b>	<b>\$725,376,009</b>	<b>\$732,646,786</b>	<b>\$785,706,945</b>	<b>\$656,449,894</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$348,569,989	\$298,044,637
Federal - Community Development	NA	NA	NA	\$7,031,641	\$4,000,000
Federal - Other	NA	NA	NA	\$144,609,225	\$118,232,324
Intra City	NA	NA	NA	\$45,112,918	\$31,092,270
State	NA	NA	NA	\$240,383,172	\$205,080,663
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$785,706,945</b>	<b>\$656,449,894</b>
 <b>Full-Time Positions</b>	 <b>2,242</b>	 <b>2,205</b>	 <b>2,039</b>	 <b>2,065</b>	 <b>2,125</b>

Note: "NA" means that data is not available

**Adult Shelter Administration & Support**

This program consists of the administrative and support functions of the adult shelter system.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$4,669,868	\$5,353,629	\$5,489,416	\$5,071,681	\$5,071,681
Total	\$4,669,868	\$5,353,629	\$5,489,416	\$5,071,681	\$5,071,681
<b>Funding</b>					
City Funds	NA	NA	NA	\$3,320,063	\$3,324,532
Federal - Other	NA	NA	NA	\$111,096	\$111,205
State	NA	NA	NA	\$1,640,522	\$1,635,944
Total	NA	NA	NA	\$5,071,681	\$5,071,681
Full-Time Positions	93	90	86	83	83

Note: "NA" means that data is not available

## Adult Shelter Intake and Placement

The Adult Shelter system has 4 intake centers: 3 for women and 1 for men. The intake center for men is located in Manhattan, while the centers for women are in the Bronx, Brooklyn, and Queens. Due to legal decisions in the early 1980s, single adults are guaranteed a right to shelter and do not have to apply for shelter as in the family system.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$5,588,561	\$6,010,563	\$7,020,646	\$6,359,536	\$6,359,536
Total	\$5,588,561	\$6,010,563	\$7,020,646	\$6,359,536	\$6,359,536
<b>Funding</b>					
City Funds	NA	NA	NA	\$3,967,771	\$4,163,187
State	NA	NA	NA	\$2,391,765	\$2,196,349
Total	NA	NA	NA	\$6,359,536	\$6,359,536
Full-Time Positions	137	146	160	178	178

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Single adults suitably placed in the shelter services system within 21 days (%)	Service Quality	90.0%	91.0%	90.0%	92.0%	90.0%	90.0%	90.0%	86.9%

Note: "NA" means that data is not available

## Adult Shelter Operations

The Adult Shelter system is comprised of 49 facilities that operate 7,185 beds. As in the family system, single adults living in shelters have access to a wide range of social services, including mental health treatment, substance abuse treatment, and employment training.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$20,898,363	\$18,131,673	\$17,061,299	\$17,962,214	\$17,962,214
Other Than Personal Services	\$191,929,341	\$197,952,424	\$197,327,449	\$197,530,463	\$189,789,089
Total	\$212,827,703	\$216,084,098	\$214,388,748	\$215,492,677	\$207,751,303

## Funding

City Funds	NA	NA	NA	\$101,409,371	\$101,689,652
Federal - Community Development	NA	NA	NA	\$269,879	\$0
Federal - Other	NA	NA	NA	\$4,564,870	\$170,948
Intra City	NA	NA	NA	\$31,121,017	\$31,092,270
State	NA	NA	NA	\$78,127,540	\$74,798,433
Total	NA	NA	NA	\$215,492,677	\$207,751,303
Full-Time Positions	488	416	382	330	330

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Cost per day of Single Adult facilities	Efficiency	NA	\$55.51	NA	\$62.21	NA	\$63.75	NA	NA
Average length of stay for single adults on shelter (days)	Outcome	NA	106	NA	101	NA	92	NA	53
Average number of single adults in shelters per day	Outcome	NA	8,473	NA	7,928	NA	7,260	NA	6,802
Single adults entering the DHS shelter services system	Outcome	NA	17,245	NA	16,981	NA	17,622	NA	6,276

Note: "NA" means that data is not available



## Family Shelter Administration & Support

This program consists of the administrative and support functions of the family shelter system.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$5,175,804	\$4,867,465	\$4,599,699	\$5,647,847	\$5,647,847
Total	\$5,175,804	\$4,867,465	\$4,599,699	\$5,647,847	\$5,647,847
<b>Funding</b>					
City Funds	NA	NA	NA	\$1,621,310	\$1,641,649
Federal - Other	NA	NA	NA	\$2,747,041	\$2,740,807
State	NA	NA	NA	\$1,279,496	\$1,265,391
Total	NA	NA	NA	\$5,647,847	\$5,647,847
Full-Time Positions	106	94	82	106	106

Note: "NA" means that data is not available

## Family Shelter Intake and Placement

DHS operates two intake centers for families: the Prevention Assistance and Temporary Housing (Path) Office for families with children and the Adult Family Intake Center (AFIC) for adult families without children. Unlike single adults who have a legal right to shelter, homeless families must apply for shelter. DHS conducts investigations of each homeless family to determine if they are eligible for shelter. These eligibility investigations are completed within 10 days of a family's arrival at family intake. During the investigation, families are provided with a temporary shelter placement. Upon completion of the eligibility investigations, eligible families are provided with permanent shelter placements, while ineligible families are required to leave the shelter system, although they have the option to re-apply for shelter.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$19,483,262	\$22,744,348	\$21,718,957	\$22,619,373	\$22,619,373
Total	\$19,483,262	\$22,744,348	\$21,718,957	\$22,619,373	\$22,619,373
<b>Funding</b>					
City Funds	NA	NA	NA	\$6,543,807	\$6,550,462
Federal - Other	NA	NA	NA	\$12,032,302	\$12,025,647
State	NA	NA	NA	\$4,043,264	\$4,043,264
Total	NA	NA	NA	\$22,619,373	\$22,619,373
Full-Time Positions	498	505	431	490	490

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Families found eligible for shelter without having to repeat application process	Service Quality	NA	69.0%	NA	71.0%	NA	66.5%	NA	NA
Families suitably placed in the shelter services system within 10 days (%)	Service Quality	95.0%	97.0%	95.0%	98.4%	95.0%	99.2%	95.0%	99.8%

Note: "NA" means that data is not available

## Family Shelter Operations

The Family Shelter system is comprised of 169 facilities that operate 10,192 units of shelter. Contracted providers operate the vast majority of these facilities. The Family Shelter system is split into two parts: families with children and adult families without children.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$10,062,372	\$10,683,046	\$11,770,936	\$11,195,692	\$11,195,692
Other Than Personal Services	\$341,690,222	\$321,658,191	\$338,522,729	\$369,269,892	\$274,252,340
Total	\$351,752,593	\$332,341,238	\$350,293,665	\$380,465,584	\$285,448,032
<b>Funding</b>					
City Funds	NA	NA	NA	\$166,994,600	\$120,105,887
Federal - Community Development	NA	NA	NA	\$6,651,090	\$4,000,000
Federal - Other	NA	NA	NA	\$99,370,412	\$78,515,521
State	NA	NA	NA	\$107,449,482	\$82,826,624
Total	NA	NA	NA	\$380,465,584	\$285,448,032
Full-Time Positions	217	254	242	263	263

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Cost per day of Family facilities	Efficiency	NA	\$88.67	NA	\$90.92	NA	\$94.97	NA	NA
Adult families entering the DHS shelter services system	Outcome	NA	1,004	NA	1,080	NA	1,071	NA	344
Average length of stay for adult families in shelter (days)	Outcome	NA	NA	NA	NA	NA	516	536	NA
Average length of stay for families with children in shelter (days)	Outcome	NA	NA	NA	NA	NA	292	324	NA
Average number of adult families in shelter per day	Outcome	NA	1,194	NA	1,262	NA	1,406	NA	1,396
Average number of families with children in shelters per day	Outcome	NA	7,429	NA	6,671	NA	7,615	NA	7,921
Average school attendance rate for children in DHS shelter	Outcome	NA	78.8%	NA	78.9%	NA	79.7%	NA	81.0%
Families with children entering the DHS shelter services system	Outcome	NA	8,027	NA	9,167	NA	10,733	NA	3,308

Note: "NA" means that data is not available

## General Administration

This program consists of several administrative functions of the department including the Commissioner's office, the budget office, and the policy and planning unit. It also includes the Bureau of Repair and Maintenance, which is responsible for reviewing and evaluating the physical condition of shelters, and handles upgrades of DHS-operated facilities.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$40,640,951	\$42,223,448	\$39,215,672	\$38,008,735	\$41,368,077
Other Than Personal Services	\$16,037,514	\$17,734,413	\$17,096,805	\$22,114,882	\$16,150,099
Total	\$56,678,464	\$59,957,862	\$56,312,477	\$60,123,617	\$57,518,176
<b>Funding</b>					
City Funds	NA	NA	NA	\$25,347,196	\$28,493,383
Federal - Community Development	NA	NA	NA	\$110,672	\$0
Federal - Other	NA	NA	NA	\$13,237,784	\$13,252,047
State	NA	NA	NA	\$21,427,965	\$15,772,746
Total	NA	NA	NA	\$60,123,617	\$57,518,176
Full-Time Positions	581	585	548	497	561

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
DHS-managed properties with signs of rodent infestation	Outcome	NA	38.1%	NA	22.7%	NA	NA	NA	NA

Note: "NA" means that data is not available

## Outreach, Drop-in and Reception Services

DHS's outreach programs target individuals who appear to be living in public spaces. Since these homeless individuals often resist participating in service programs, the key objective of these outreach services is to persuade them to leave spaces where they are at risk and unable to access services and into appropriate entry points in the social service system. The city-operated outreach programs work with a network of shelters, drop-in centers, reception centers, faith-based shelters, soup kitchens and pantries. DHS operates a citywide outreach team and contracts for the provision of five borough based outreach programs. The outreach programs operate 24 hours a day and include clinical and social work staff. To help DHS better target its outreach efforts, the agency conducts an annual estimate of the street homeless population, known as the Homeless Opportunity Population Estimate (HOPE).

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$913,808	\$720,684	\$872,086	\$771,929	\$771,929
Other Than Personal Services	\$23,725,925	\$23,638,674	\$25,199,253	\$21,829,550	\$17,590,072
<b>Total</b>	<b>\$24,639,733</b>	<b>\$24,359,357</b>	<b>\$26,071,339</b>	<b>\$22,601,479</b>	<b>\$18,362,001</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$10,353,170	\$8,148,154
Federal - Other	NA	NA	NA	\$1,127,478	\$0
State	NA	NA	NA	\$11,120,831	\$10,213,847
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$22,601,479</b>	<b>\$18,362,001</b>
<b>Full-Time Positions</b>	<b>17</b>	<b>14</b>	<b>17</b>	<b>18</b>	<b>18</b>

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Number of people estimated to be living on the streets (HOPE)	Demand	NA	4,395	NA	3,843	NA	3,755	NA	NA
Outreach contacts that result in placements into permanent and temporary housing (%)	Outcome	NA	4.6%	NA	4.8%	NA	5.4%	NA	3.5%

Note: "NA" means that data is not available

## Prevention and Aftercare

Started in September 2004, HomeBase is the Department's major homelessness prevention program. It began operating in six, high-need communities and expanded Citywide in Fiscal 2008. HomeBase offers a range of services to its clients including job training, assistance with legal action, housing relocation, and financial assistance for the payment of rent arrears. Additionally, it provides aftercare services to clients that have left the shelter system for permanent housing.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$676,604	\$0	\$0	\$0	\$0
Other Than Personal Services	\$16,076,642	\$16,423,319	\$20,322,829	\$20,470,000	\$19,970,000
<b>Total</b>	<b>\$16,753,247</b>	<b>\$16,423,319</b>	<b>\$20,322,829</b>	<b>\$20,470,000</b>	<b>\$19,970,000</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$10,201,026	\$9,724,693
Federal - Other	NA	NA	NA	\$8,167,445	\$8,168,021
State	NA	NA	NA	\$2,101,529	\$2,077,286
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$20,470,000</b>	<b>\$19,970,000</b>

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Adult families placed into permanent housing who return to the DHS shelter services system within one year (%)	Outcome	NA	1.4%	NA	1.2%	NA	4.0%	NA	4.0%
Adults receiving preventive services who did reside 21 days or more in shelter (%)	Outcome	NA	99.0%	NA	97.1%	NA	96.4%	NA	95.4%
Families receiving preventive services who did not enter the shelter system (%)	Outcome	NA	96.0%	NA	90.9%	NA	91.7%	NA	92.9%
Families with children placed into permanent housing who return to the DHS shelter services system within one year (%)	Outcome	NA	1.0%	NA	1.5%	NA	3.9%	NA	5.2%
Single adults placed into permanent housing who return to the DHS shelter services system within one year (%)	Outcome	NA	15.0%	NA	13.5%	NA	13.6%	NA	14.9%

Note: "NA" means that data is not available

## Rental Assistance and Housing Placement

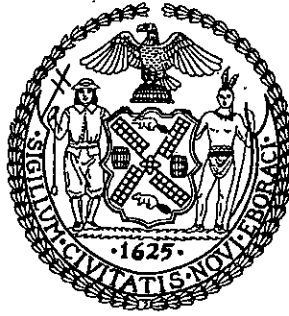
Prior to 2004, the Emergency Assistance Re-housing Program (EARP) provided bonuses to landlords so that they would rent apartments to homeless families using Section 8 vouchers. This was the Department's primary permanent housing program. However, EARP was terminated in December 2004 because the Administration believed that the program incentivized use of the shelter system. To replace EARP, DHS created a time-limited rental subsidy for families in the shelter system known as Housing Stability Plus (HSP). Families that had been in the shelter system for at least 90 days, and were receiving Public Assistance, were eligible to receive this aid. In April 2007, DHS announced that HSP would be replaced by Advantage New York, a new rental subsidy program that places a greater emphasis on self-sufficiency.

	2005 Actuals	2006 Actuals	2007 Actuals	2008 Budget (Jan 24, 2008 Financial Plan)	2009 Preliminary Budget
<b>Spending</b>					
Personal Services	\$4,675,682	\$4,858,897	\$4,752,718	\$4,666,068	\$4,447,068
Other Than Personal Services	\$20,394,724	\$32,375,234	\$21,676,293	\$42,189,083	\$23,254,877
<b>Total</b>	<b>\$25,070,406</b>	<b>\$37,234,131</b>	<b>\$26,429,011</b>	<b>\$46,855,151</b>	<b>\$27,701,945</b>
<b>Funding</b>					
City Funds	NA	NA	NA	\$18,811,675	\$14,203,038
Federal - Other	NA	NA	NA	\$3,250,797	\$3,248,128
Intra City	NA	NA	NA	\$13,991,901	\$0
State	NA	NA	NA	\$10,800,778	\$10,250,779
<b>Total</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>\$46,855,151</b>	<b>\$27,701,945</b>
Full-Time Positions	105	101	91	100	96

## Performance Measures

	Type of Measure	2005 Annual Target	2005 Annual Actual	2006 Annual Target	2006 Annual Actual	2007 Annual Target	2007 Annual Actual	2008 Annual Target	2008 4-Month Actual
Adult families placed into permanent housing	Outcome	NA	325	NA	449	750	528	NA	291
Families with children placed into permanent housing	Outcome	NA	6,447	NA	6,193	6,250	5658	NA	1,880
Housing Stability Plus (HSP) placements into permanent housing	Outcome	NA	2,086	NA	4,641	NA	3,592	NA	NA
Single adults placed into permanent housing	Outcome	5,500	6,498	6,000	7,494	6,500	9,559	8,000	3,388

Note: "NA" means that data is not available



# **Fiscal 2009 Preliminary Budget Hearings**

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## **Human Resources Administration (Capital)**

***March 2008***

***Hon. Christine C. Quinn  
Speaker of the Council***

***Hon. David I. Weprin, Chair  
Committee on Finance***

***Hon. Bill De Blasio, Chair  
Committee on General Welfare***

***Hon. Helen Sears, Chair  
Committee on Women's Issues***

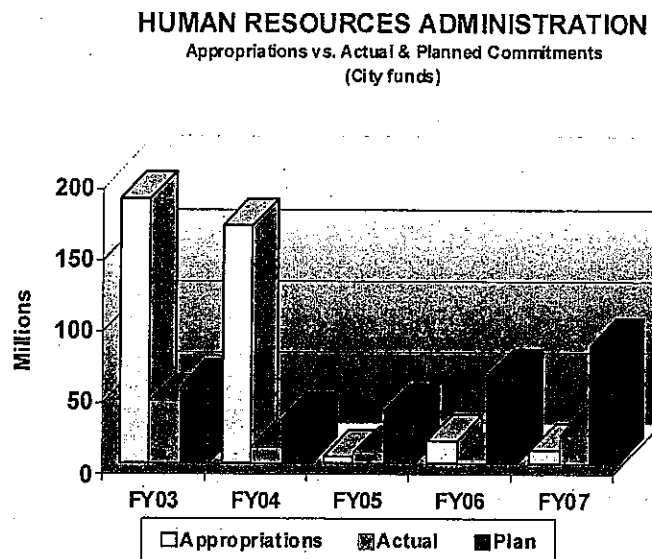
***James Caras, Acting Director  
Finance Division***



### Agency Overview

The Human Resources Administration (HRA) is responsible for protecting the health and welfare of the City's needy residents by providing temporary economic and social service support, and by helping them achieve economic independence. HRA administers a broad range of programs and services to achieve its mission. The Administration's programs include income support for Temporary Assistance to Needy Families and Safety Net recipients; employment services, including the Work Experience Program with concurrent training, education, treatment, and short-term job search programs; Medicaid; home care services for elderly and individuals with disabilities; food stamps; food assistance; support services for individuals with AIDS and HIV-related illnesses; protective services for adults; domestic violence prevention; and crisis intervention and stabilization programs.

The goals of the HRA capital program include improving social service facilities, including the replacement of building infrastructure and upgrades throughout the City; installation of local area networks for continued development of HRA connectivity within agency locations; replacement of paper case records with imaging technology based record retention systems; and upgrading, maintaining and acquiring telecommunication and data processing equipment to provide for the future operational requirements of HRA.



### ***Current Budget Summary***

The January 2008 Capital Commitment Plan includes \$154.1 million in Fiscals 2008-2011 for the Human Resources Administration (including City and Non-City funds). This represents less than one percent of the City's total \$52.5 billion January Plan for Fiscals 2008-2011. The agency's January Commitment Plan for Fiscals 2008-2011 is greater than one percent of the \$152.5 million in the September Commitment Plan, an increase of \$1.6 million.

Over the past five years the Human Resources Administration has only committed an average of 15.7 percent of its annual capital plan. Therefore, it is assumed that a large portion of the agency's Fiscal 2008 capital plan will be rolled into Fiscal 2009 thus greatly increasing the size of the Fiscal 2009-2012 capital plan. Since adoption last June, the Capital Commitment Plan for Fiscal 2008 has decreased from \$81 million to \$73.8 million, a reduction of \$7.2 million or 9 percent.

Currently the Human Resources Administration's appropriations total \$75 million in city-funds for Fiscal 2008. These appropriations are to be used to finance the Human Resources Administration's \$53.3 million city-funded Fiscal 2008 Capital Commitment program. The agency has over 40.7 percent more funding than it needs to meet its entire capital commitment program for the current fiscal year.

## Fiscal 2009 Preliminary Capital Budget Report

The Human Resources Administration's capital commitments for the last five years are shown below:

FIVE YEAR HISTORY - CAPITAL BUDGET (\$ in millions)					
	FY03	FY04	FY05	FY06	FY07
CITY	43	11	7	2	21
NON-CITY	10	6	5	2	8
TOTAL	53	17	12	4	29

The Adopted Four-Year Capital Plan is shown below:

ADOPTED CAPITAL BUDGET - SEPTEMBER 2007 (\$ in millions)					
	FY08	FY09	FY10	FY11	FY's 08-11
CITY	62.4	10.5	12.4	26.9	112.2
NON-CITY	18.6	3.7	6.0	12.0	40.3
TOTAL	81.0	14.2	18.4	38.9	152.5

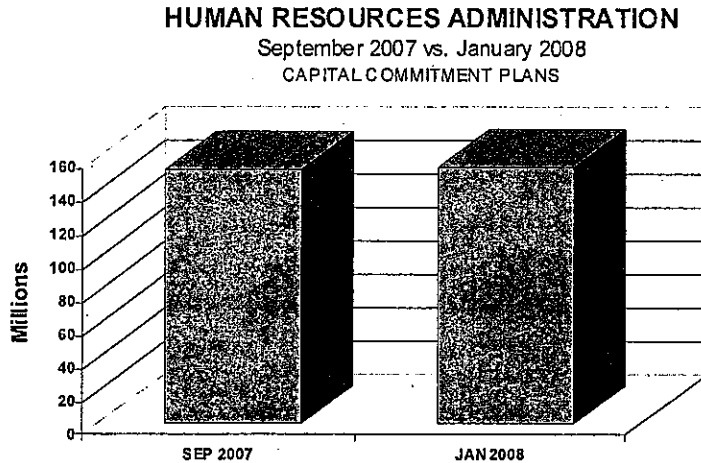
The Preliminary Four-Year Capital Plan is shown below:

PRELIMINARY CAPITAL PLAN - JANUARY 2008 (\$ in millions)					
	FY08	FY09	FY10	FY11	FY's 08-11
CITY	56.0	17.2	17.5	22.5	113.2
NON-CITY	17.8	4.3	6.2	12.6	40.9
TOTAL	73.8	21.5	23.7	35.1	154.1

### PRELIMINARY BUDGET ISSUES:

- The Human Resource Administration's (HRA) Preliminary Capital Plan focuses on three primary categories: data processing, construction/renovation/upgrades to centers and other HRA sites, and vehicles.

- \$73.6 million of HRA's Preliminary Capital Plan is allocated for Data Processing and Information Technology. This represents 65 percent of HRA's \$113.2 million Preliminary Capital Plan. The Department will continue to emphasize imaging and database management of paper records, and the maintenance and upgrade of computer equipment and software for greater efficiency in caseload tracking, reporting, and intra- and inter-agency communications. Current major computer system improvements at HRA include:

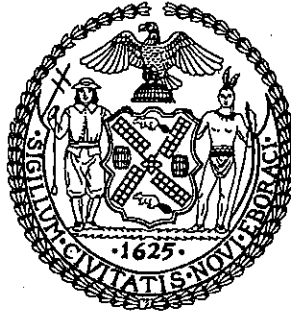


- The purchase of hardware and software for food stamps automation (\$5.9 million)
  - HRA data processing and case management integration (\$12.2 million)
  - A print to mail application (\$918,000) which is a joint collaboration between Management Information Systems (MIS) and General Support Services (GSS) to deliver the next generation mailing application. The objective of the effort is to build a web based document composition and mailing utility that will be able to handle City-wide mailing requirements and provide cost savings to HRA.
- Construction, renovations and equipment make up \$29.4 million, or 25.9 percent of HRA's Preliminary Capital Plan. This funding will be used to complete the renovations and upgrades of model offices, and for computer equipment replacement. Funds are also available for emergencies, improvements of HVAC, masonry, roofing, electrical, plumbing, and renovations. Current major equipment replacement and construction/renovation projects include:
- Reconstruction of the 330 W 34th Street Medicaid Model office (\$5.2 million)

## **Fiscal 2009 Preliminary Capital Budget Report**

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- Renovation and equipment for the 32-20 Northern Boulevard MIS data center (\$7.4 million)
- \$10 million, or 8.8 percent of the Plan, is allocated for telecommunication upgrades, which will allow the department to continue to enhance productivity and create a Wide Area Network to provide greater connectivity among agency personnel and contract service providers. These will strengthen operations management and maximize the efficient allocation of resources using the latest technology including:
  - \$4.5 million is allocated for Voice Over Internet Protocol (VOIP) which will provide all voice and video communications for most HRA locations providing HRA with the ability to remove most of the Centrex lines providing cost savings
  - \$1.6 million of additional city funding (\$573,000 remains) was provided for the installation of an Interactive Voice Response System (IVRS) installation at two HRA locations; the Gertz Building in Queens, and the 15 Metro Tech location in Brooklyn
- \$163,000, or less than one percent of the Plan is allocated for the replacement of aging cars, vans, and trucks used to carry out program support operations for child support enforcement, and investigations.



# **Fiscal 2009 Preliminary Budget Hearings**

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## **Administration for Children's Services (Capital)**

*March 2008*

*Hon. Christine C. Quinn  
Speaker of the Council*

*Hon. David I. Weprin, Chair  
Committee on Finance*

*Hon. Bill De Blasio, Chair  
Committee on General Welfare*

*Hon. Helen Sears, Chair  
Committee on Women's Issues*

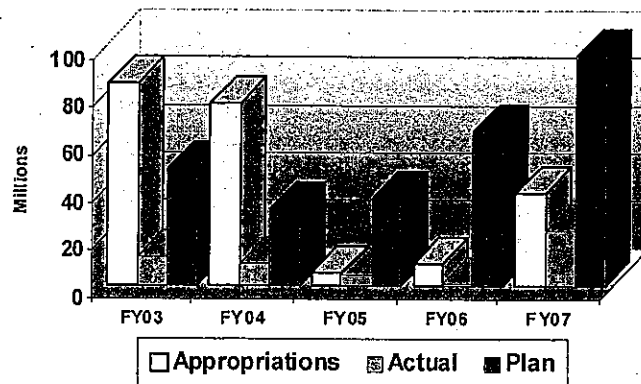
*James Caras, Acting Director  
Finance Division*

### Agency Overview

The Administration for Children's Services (ACS) operates to ensure the safety and well-being of New York City's children. ACS was formerly known as the Child Welfare Administration and was part of the Human Resources Administration (HRA) until January 11, 1996, when Mayor Rudolph W. Giuliani created it through executive order.

ACS is comprised of four child service programs which were formerly within HRA. The child welfare component has responsibility for protective, preventive, adoption and foster care services. ACS also oversees the Office of Child Support Enforcement (OCSE), which obtains and enforces child support orders and Head Start, a federally funded pre-school educational program which encourages increased parental involvement.

**ADMINISTRATION FOR CHILDREN'S SERVICES**  
Appropriations vs. Actual & Planned Commitments  
(City funds)



The agency's goal is to find safe, permanent homes for all children under the care of ACS. The agency works with families with the idea of fostering a safe and nurturing home environment for a child, or when a child cannot live safely with its biological family, an adoptive home and family life.

ACS is responsible for over 200 facilities, including day care centers, a network program field office, congregate care homes for children in foster care, the ACS Children's Center and administrative offices. The ACS capital program goals include improvements to children's service facilities, including upgrades to community based field offices throughout the City; renovation and reconstruction of congregate care facilities for foster children; renovation and expansion of child care facilities; and to upgrade and expand telecommunication and computer technology for improved connectivity within and between agency locations.

### ***Current Budget Summary***

The January 2008 Capital Commitment Plan includes \$146 million in Fiscals 2008-2011 for the Administration for Children's Services (including City and Non-City funds). This represents less than one percent of the City's total \$52.5 billion January Plan for Fiscals 2008-2011. The agency's January Commitment Plan for Fiscals 2008-2011 remains unchanged from the September Commitment Plan.

Over the past three years the Administration for Children's Services has only committed an average of 18.4 percent of its annual capital plan. Therefore, it is assumed that a large portion of the agency's Fiscal 2008 capital plan will be rolled into Fiscal 2009 thus greatly increasing the size of the Fiscal 2009-2012 capital plan. Since adoption last June, the Capital Commitment Plan for Fiscal 2008 has remained at \$97.3 million.

Currently the Administration for Children's Services appropriations total \$101.8 million in city-funds for Fiscal 2008. These appropriations are to be used to finance the Administration for Children's Services \$92.8 million city-funded Fiscal 2008 Capital Commitment program. The agency has 9.7% percent more funding than it needs to meet its entire capital commitment program for the current fiscal year.



## **Fiscal 2009 Preliminary Capital Budget Report**

The Administration for Children's Services Capital Commitments for the last five years are shown below:

<b>FIVE YEAR HISTORY - CAPITAL BUDGET</b> ( \$ in millions )					
	FY03	FY04	FY05	FY06	FY07
CITY	13	10	5	1	23
NON-CITY	1	0	0	0	0
TOTAL	14	10	5	1	23

The Adopted Four-Year Capital Plan is shown below:

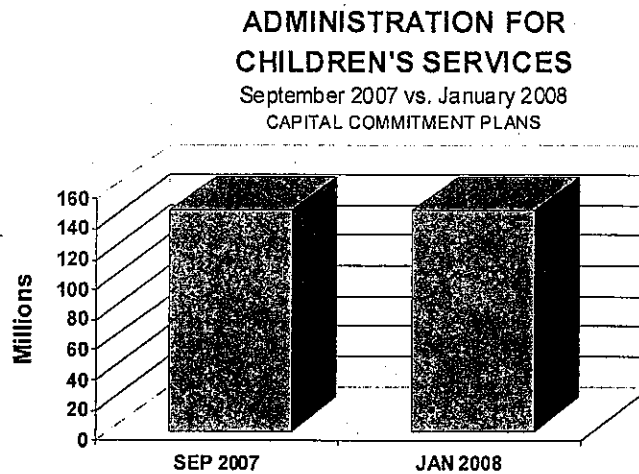
<b>ADOPTED CAPITAL BUDGET – SEPTEMBER 2007</b> ( \$ in millions )					
	FY08	FY09	FY10	FY11	FY's 08-11
CITY	96.4	10.5	7.7	28.7	143.3
NON-CITY	0.9	0	0.8	0.9	2.6
TOTAL	97.3	10.5	8.6	29.6	146.0

The Preliminary Four-Year Capital Plan is shown below:

<b>PRELIMINARY CAPITAL PLAN – JANUARY 2008</b> ( \$ in millions )					
	FY08	FY09	FY10	FY11	FY's 08-11
CITY	96.4	10.5	7.7	28.7	143.3
NON-CITY	0.9	0	0.8	0.9	2.6
TOTAL	97.3	10.5	8.6	29.6	146.0

**PRELIMINARY BUDGET ISSUES:**

- The Administration for Children's Service's (ACS) \$143.3 million Preliminary Capital Plan focuses on the continued improvement of the delivery of services to children and families through the improvements of community based field offices and the enhancement of integrated management information systems to better track outcomes. The agency's Plan is divided into four main components: Equipment, Telecommunications & MIS, Administrative & Field Offices, Child Care Facilities, and Child Welfare Facilities.



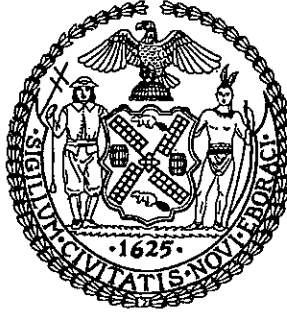
- Approximately 53 percent of ACS's Preliminary Capital Funds are allocated for the acquisition and development of MIS systems, equipment, and telecommunications. Current major MIS system projects include:
  - \$8.9 million for a network integration project that will create a single uniform ACS IT Network. Currently, ACS must operate a dual network between the State and City system. This dual management and support of the network is expensive and ineffective, reducing employee productivity. One network system will reduce hardware, improve data storage capacity, make efficient backup and restoration systems, and create a uniform email and calendar system.
  - \$5.4 million for the implementation of Childstat, a comprehensive structure of performance data to identify families at great risk and track results of decisions regarding services, supervision and removal. Childstat will provide timely monthly caseload data by worker, unit and managerial area, to pinpoint areas with problematic caseload sizes.
  - \$3.9 million for the implementation of ACRSplus (Automated Case Reference System). ACRSplus will expedite worker data entry. After ACS consolidates the number of systems that workers maintain and create timely operational reports for managers and supervisors, it will also integrate system data.

## **Fiscal 2009 Preliminary Capital Budget Report**

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Major equipment projects include:

- \$3.9 million for the purchase of a data warehouse of servers and software, which will give users access and the capability to manipulate information from their workstations as well as in-house applications.
- \$8 million for the purchase of computers to replace the old computer systems.
- Approximately 21 percent of ACS's Preliminary Capital Plan is allocated for Administrative and Field Office construction/renovation. The majority of these funds are for the reconstruction at the 150 William Street Office, which is scheduled for completion in April of 2008.
- Approximately 25 percent of ACS's Preliminary Capital Plan is allocated for the renovation/reconstruction of child care and child welfare facilities. This includes \$13.5 million toward borough-wide daycare renovation. Current major child facility/care renovation/reconstruction projects include:
  - The Robert F. Kennedy Childcare Center (\$1.2 million)
  - The Luis Marin Childcare Center (\$1.2 million)
  - The Washington Heights Daycare Center (\$2 million)
  - The Garity Center for Children (\$2 million)
  - The Mid-Bronx Childcare/Community Center (\$3.6 million)



# **Fiscal 2009 Preliminary Budget Hearings**

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## **Department of Homeless Services (Capital)**

***March 2008***

***Hon. Christine C. Quinn  
Speaker of the Council***

***Hon. David I. Weprin, Chair  
Committee on Finance***

***Hon. Bill De Blasio, Chair  
Committee on General Welfare***

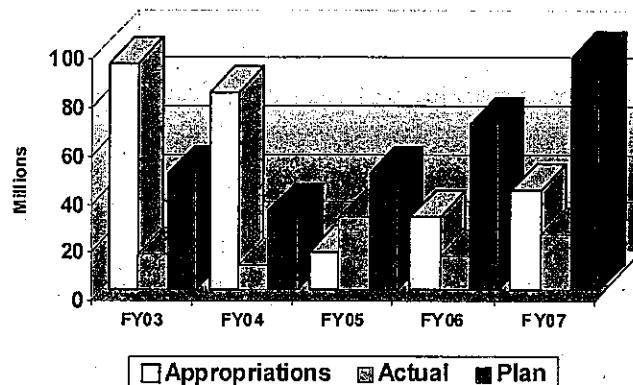
***Hon. Helen Sears, Chair  
Committee on Women's Issues***

***James Caras, Acting Director  
Finance Division***

### Agency Overview

The Department of Homeless Services (DHS) began operations as an independent agency in July, 1993 pursuant to the adoption of its enabling legislation. In 1998, the City Council passed Int. No. 407 which placed the Department of Homeless Services under the New York City Department of Social Services. Homeless Services is headed by a Commissioner of Homeless Services, who also serves as a Deputy Commissioner of the Department of Social Services. In short, although the Department of Homeless Services technically operates under the Department of Social Services; in practice, it acts as an independent agency.

**DEPARTMENT OF HOMELESS SERVICES**  
Appropriations vs. Actual & Planned Commitments  
(City funds)



The agency's primary responsibility is to provide food, clothing, shelter and other critical services to the City's homeless population and to develop policies, programs and new transitional facilities to serve this population. The agency plans to transform the shelter system so that it provides emergency assistance to those who truly need it by assessing their needs within a limited time frame, and referring them, when appropriate, to services to meet those needs. A homeless person or family must accept the responsibility to participate in programs provided to assist them in resolving their crisis and in moving toward independent living.

The City of New York has approximately 50 homeless shelters for single adults and 157 shelters for homeless families. Currently, DHS operates only 9 out of 207 facilities. This reflects the Department's privatization efforts in recent years.

### ***Current Budget Summary***

The January 2008 Capital Commitment Plan includes \$174.9 million in Fiscals 2008-2011 for the Department of Homeless Services (including City and Non-City funds). This represents less than one percent of the City's total \$52.5 billion January Plan for Fiscals 2008-2011. The agency's January Commitment Plan for Fiscals 2008-2011 is 1.6 percent greater than the \$172.5 million in the September Commitment Plan, an increase of \$2.4 million.

Over the past five years the Department of Homeless Services has only committed an average of 30.8 percent of its annual capital plan. Therefore, it is assumed that a large portion of the agency's Fiscal 2008 capital plan will be rolled into Fiscal 2009 thus greatly increasing the size of the Fiscal 2009-2012 capital plan. Since adoption last June, the Capital Commitment Plan for Fiscal 2008 has increased from \$114.9 million to \$117 million, an increase of \$2.1 million or 1.8 percent.

Currently the Department of Homeless Services appropriations total \$110.9 million in city-funds for Fiscal 2008. These appropriations are to be used to finance the Department of Homeless Services \$108.1 million city-funded Fiscal 2008 Capital Commitment program. The agency has over 2.5 percent more funding than it needs to meet its entire capital commitment program for the current fiscal year.

## **Fiscal 2009 Preliminary Capital Budget Report**

The Department of Homeless Services' capital commitments for the last five are shown below:

<b>FIVE YEAR HISTORY – CAPITAL BUDGET</b> ( \$ in millions)					
	FY03	FY04	FY05	FY06	FY07
CITY	14	10	30	14	23
NON-CITY	0	0	0	0	0
TOTAL	14	10	30	14	23

The Adopted Four-Year Capital Plan is shown below:

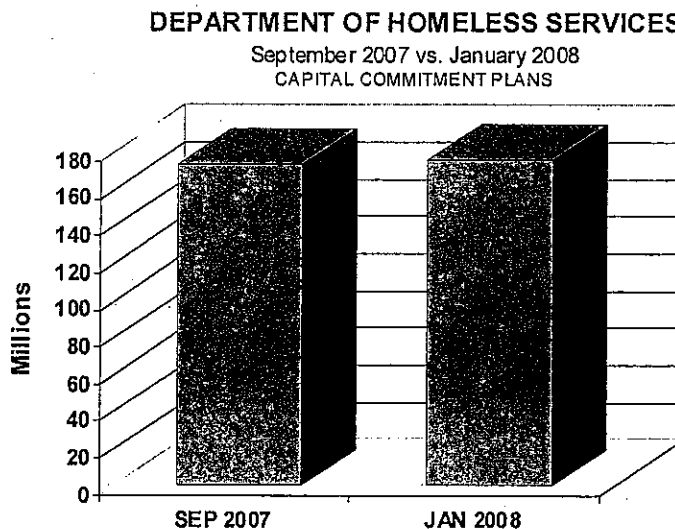
<b>ADOPTED CAPITAL BUDGET – SEPTEMBER 2007</b> ( \$ in millions)					
	FY08	FY09	FY10	FY11	FY's 08-11
CITY	114.9	13.9	29.9	13.8	172.5
NON-CITY	0	0	0	0	0.0
TOTAL	114.9	13.9	29.9	13.8	172.5

The Preliminary Four-Year Capital Plan is shown below:

<b>PRELIMINARY CAPITAL PLAN – JANUARY 2008</b> ( \$ in millions)					
	FY08	FY09	FY10	FY11	FY's 08-11
CITY	117.0	15.0	29.0	13.9	174.9
NON-CITY	0	0	0	0	0.0
TOTAL	117.0	15.0	29.0	13.9	174.9

### PRELIMINARY BUDGET ISSUES:

- The focus of the Department of Homeless Services' Preliminary Capital Plan is the maintenance and development of transitional housing for homeless families and single adults. The agency's Preliminary Capital Plan totals \$174.9 million. \$159.4 million or 91 percent of that amount is planned for the rehabilitation and development of transitional housing for homeless individuals and homeless families. \$15.5 million, the remaining 9 percent is planned for Social Service buildings, MIS, and equipment.
- Building code compliance, fire safety, and exterior building stabilization continue to be major priorities of DHS. Major projects at facilities for homeless families include renovation at the Auburn Shelter for fire safety systems and a heating plant, and an exterior building upgrade at the Nelson Avenue Shelter. In addition funding is planned for the construction of a new Intake Center for Families with Children.
  - The Auburn renovations (\$2.6 million) are currently in the procurement phase, and both the fire and heat system installation are scheduled for completion in January 2010
  - \$7.4 million is planned for the Nelson Avenue exterior building upgrade and fire system, the building exterior building upgrade is currently in the design phase. Construction is estimated to begin in February 2009 and estimated for completion in March 2010. The fire safety system construction is estimated for completion in July 2008.
  - \$57.6 million is planned for the new Intake Center. The center is being built at the 151 East 151<sup>st</sup> Street in the Bronx, and is scheduled for completion in 2010 (bid opening scheduled for February 25, 2008).





## **Fiscal 2009 Preliminary Capital Budget Report**

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- Capital projects at facilities for homeless single adults include building upgrades at the Harlem Men's Shelter, the Willow Avenue shelter and the Barbara Kleinman Men's shelter.
  - Harlem Men's Shelter exterior upgrade is currently in the construction phase and is scheduled for completion in April 2008
  - Willow Avenue building upgrade is currently in the design compliance phase and is estimated for completion in April 2011
  - The Barbara Kleinman Residence project is in the construction phase and is estimated for completion in September 2010
- Major MIS initiatives include continued expansion of DHS's computer network to directly link operated and contracted sites. The computer network expansion will provide access to the new Client Tracking System database which will enhance shelter management, reporting and interagency data sharing, and the implementation of a digital telephone system.
  - \$3 million was planned for Softscape, a major database application planned for development at DHS, but was proven not to fit their requirements, and DHS abandoned this project, and has reinvested those funds (of which (\$2.6 million remains) into building a citywide enterprise data system
  - DHS is still planning to update and enhance its network infrastructure with equipment and software that will support the increasing number of existing and developing applications (including Client Tracking System, and Handheld Apt. Inspection). DHS is also planning to procure equipment (storage, servers, etc.) for their Disaster Recovery site

# Council of Family and Child Caring Agencies



**TESTIMONY OF JAMES F. PURCELL**  
**CEO**  
**COUNCIL OF FAMILY & CHILD CARING AGENCIES**  
**BEFORE THE**  
**NEW YORK CITY COUNCIL GENERAL WELFARE COMMITTEE**  
**MARCH 10, 2008**

Good afternoon, I am James F. Purcell, the CEO of the Council of Family and Child Caring Agencies (COFCCA). COFCCA is the primary statewide membership organization for child welfare services providers, representing 110 not-for-profit agencies that contract with the New York City Administration for Children's Services and the county departments of social services to provide foster care, preventive services, adoption, and aftercare services as well as education for children on our facility campuses. Our member agencies provide foster care to over 99% of the City's children in foster care and preventive services to well over 85% of the families served by NYC.

On behalf of the vulnerable children and families served by these agencies, I gratefully thank Chairman de Blasio for your leadership on all issues affecting the safety and well-being of the children of this city—especially your championship of the Child Safety Initiative that has made an enormous impact on the lives of New York City's at-risk children for the past two years by lowering caseloads in preventive services to 1:12. Since the enactment of the Child Safety Initiative, COFCCA has worked with our colleagues to urge Mayor Bloomberg to baseline this funding so that children in high risk families could continue to benefit from the enhanced attention provided by caseworkers under the reduced caseloads.

Unfortunately, once again the Mayor's Preliminary Budget does not include funding to baseline the Child Safety Initiative. We would hope that the Mayor would agree with the statement Commissioner Mattingly made to the New York Times in announcing his new recruitment campaign for ACS staff "that limiting the number of cases assigned to each worker is the key to effectiveness and retaining workers." This logic holds true for all services entrusted with the safety of children at risk.

We have heard repeatedly from caseworkers at preventive services programs throughout the city about the vital difference that reduced caseloads makes in their work with highly troubled families. Thanks to the lowered caseloads caseworkers can:

- Spend more time visiting and intervening in high risk situations,
- Keep up with the documentation of cases that is so important for reviewing and analyzing progress,
- Engage families sooner to develop plans for addressing the problems that compromise the safety of their children,

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- Better collaborate with other service providers, so that families are less likely to “fall through the cracks” of different service providers,
- Advocate and better translate for non-English speaking families.

But most important of all, caseworkers are not burning out at previous rates-- which means that they are able to identify and respond to the needs of the extremely vulnerable children whose very lives often depend on them.

Preventive services programs are largely responsible for the historic decrease in the numbers of children going into foster care. In the past ten years, the number of children in foster care has declined by more than 50%, to less than 17, 000, and the number of children whose families receive prevent services—39,000, is now twice that of the number in foster care. ACS has relied heavily on the preventive services system to shift the responsibility of protecting children who would otherwise be removed from their homes.

These preventive services programs have been operating at 100% or higher capacity for the past few years. In recognition of the severe strain on the system that protects New York City’s most at-risk children, Mayor Bloomberg added 1,000 slots new slots in high need communities in last year’s budget. The addition of these slots allowed more families in need to access essential family support services that enhanced the safety of at-risk children, while addressing the family problems that initially put them in danger. This has been especially helpful in immigrant communities, which face months-long waits for a wide variety of critical services including family counseling, mental health, substance abuse rehabilitation, housing, education, and employment training.

As ACS moves to a family-centered and community-based model with its RFP for the child welfare system, these initiatives are essential to ensuring that preventive agencies are equipped to handle the added responsibilities that come with system-wide change. For example, although agencies support the new Family Team Conferencing model, which helps children find permanent living situations by bringing together families, caseworkers, and community stakeholders, caseworkers cannot successfully accommodate their new conference-related responsibilities without reasonable caseloads. By including the additional slots and reduced caseloads in the Executive Budget, we can ensure that they become part of the reformed child welfare services system and further ensure the protection of New York City’s most vulnerable children.

In addition to saving children and families, preventive services helps New York City save money. For every 35 cents the City spends on preventive services, the State matches these funds to a dollar. For instance, under this 65%-35% State-City funding match, the \$4.2 million invested in preventive caseload reduction last year leveraged roughly \$8 million in State funding. In addition, every child that remains safely at home saves the City thousands of dollars in reduced foster care and residential care costs -- and it saves children from the pain of separation from their families.

The safety of children remaining in high risk homes requires the most skilled and vigilant casework. Councilman de Blasio and his colleagues have repeatedly demonstrated their understanding of the need to reduce caseloads to continue the enhanced protection for the City's vulnerable children. While we ask the Mayor to incorporate the funding for the Child Safety Initiative into his Executive Budget, we still turn to the City Council for your continued support of this critical initiative.

For the aforementioned reasons, we urge that the City add and baseline funding to the ACS budget for the Child Safety Initiative:

- **\$4.2 million** for general preventive services programs to maintain a 12:1 caseworker to family ratio (which actually means closer to 40 individuals including the children at risk)
- **\$2.05 million** to
  - support caseload reductions in ALL general preventive service programs, including those not part of the original Child Safety Initiative, as well as preventive programs that received additional cases as part of the 1,000 new slots added in FY 07-08 AND
  - maintain supervisory ratios of 5:1 for all general preventive service programs. Supervisors are an integral part of preventive programs given the key role they play in managing, training, and supporting frontline caseworkers. As agencies hire additional caseworkers to reduce ratios, additional supervisors are also necessary.

With a total investment of only **\$6.25 million** in the Child Safety Initiative, over 70 preventive service agencies across all five boroughs will be able to provide enhanced protection for New York City's most vulnerable children.

Thank you.

**Public Testimony to the City Council General Welfare Committee on March 10, 2008  
Preliminary Budget Hearing**

Good Day Everyone. My name is Rolando Bini, the Executive Director of Parents in Action, an organization that advocates for Family Preservation and System Change.

I have to recognize that ACS under Commissioner Mattingly has initiated 2 new programs that are positive: the Family Team Conference and the Visiting Host. But to be honest they are to be fully implemented in 10 years. That is too late and too little. In the meantime thousands of children are being harmed by the ACS and lately ACS has become cold, cruel and heartless toward Black and Latino families.

They take away children under any imaginable excuse and then when presented with overwhelming evidence that they made a mistake, they use the lame excuse that it is up to the Judge. As if the Judge does not rubber stamps everything that ACS ask them, and let's not forget that those Judges are appointed, re-appointed by the Mayor and they work for him. Family Court is an Institutionalized System of Injustice where there is no Due Process and no Jury Trial. Parents only win 2 cases out of every 1,000 against ACS on 1028 Hearings; probably the most important step in Family Court.

ACS is the greatest Child Abuser in New York City, for every child that they may help, they destroy a thousand. They are also the greatest Orphaners since they fabricate Orphans out of parents whose only crime is not to be rich. On top of that they are the greatest Educational Neglecters: every child that fall in ACS grip, starts performing less in school. This is not a surprise since the cruel crime of ripping a child from the people they love and trust the most is a devastating event that psychologically scars them for life. No wonder that 75% of them end in prison and most of the rest recycling from the homeless, and mentally ill industries.

Foster Care is a profit-driven Industry. Children are taken away under any imaginable excuse from the people who offer the less resistance: poor Black and Latino Parents. 97% of the 17,000 Children in Foster Care are Black and Latino, less than 1% White.

The "Business with Children Industry" treats those Children as Chattel. They are just a commodity that feeds a vast profiteering enterprise. ACS workers, Foster Care agencies, Doctors, Nurses, Psychologists, Psychiatrist, School Guidance Counselors, Attorneys, Judges, etc. make a living out of the suffering of these innocents.

This Business in reality is an assembly line that also feeds other industries: the prison, homeless, and mentally ill populations could not grow without a constant feed from Foster Care Children. Think about it. If we could heal society and have no Foster Children, thousands of people would be out of jobs.

According to Northwestern University Professor Dorothy Roberts in her book Shattered Bonds: The Color of Child Welfare: "It costs the federal government eleven times as much to provide foster care as to provide public aid to families".

Now, we can not blame only ACS for this cruel scheme. After all they are the biased enforcers of the Laws passed by the City Council and the State Legislature. People who pass bills against the Black and Latino population and seem to not care about the ultimate consequences of their actions.

ACS pretense of protecting children is a cruel joke. It is like invading Iraq by claiming that they have weapons of mass destruction and then trying to impose Democracy on them by occupying them. And Family Court is similar to the Guantanamo Military Courts where defendants do not have the right to see the evidence against them.

Part of the scheme to look good and reduce the number of children in foster care is the forced adoptions of children. In the last 5 years more than 20,000 foster care children have been forcibly adopted. Most of them have parents who desperately wanted them back but were found abusive or neglectful by a Family Court Judge.

The whole Child Welfare Industry is based on 2 false propositions:

1. It is profit-driven predatory industry that feeds on those who offer the least resistance. The more children they kidnap, the better for everyone who work for this industry, and thus has a bested interest in its survival and growth.

2. The ridiculous premise that a stranger, either with good intentions or for the love of money could take better care of a child than the parents, defies logic, instinct and biology. If this nonsense was true, we would had disappeared millions of years ago.

So, we have a system that is designed to produce maximum social harm. It pretends to defy the laws of economics and the laws of nature. Either Morons' Logic or Clever Evil Social Engineering.

Based on what I have said, I ask you to cut all funding to ACS. Thousands of Black and Latino children and their families will celebrate with joy this fact. We will save \$2.7 billion directly and many more because we will be closing the main feeder of the prison, homeless and mentally populations.

ACS, let our children go!

Please do this for our children. New York City will be a better and happier place to live without ACS.

**Parents in Action**  
**For Leadership and Human Rights**  
**To Protect, Preserve and Strengthen Families and Reunify them when necessary**  
<http://www.parentsinaction.net>  
Rolando Bini – Executive Director, [rolando@parentsinaction.net](mailto:rolando@parentsinaction.net), 347-624-4830



**TESTIMONY  
OF  
STEPHANIE GENDELL  
ASSOCIATE EXECUTIVE DIRECTOR FOR POLICY AND PUBLIC AFFIARS  
AND  
SUSAN WIELER  
SENIOR POLICY ASSOCIATE FOR ASSET BUILDING AND COMMUNITY  
DEVELOPMENT  
FOR  
CITIZENS' COMMITTEE FOR CHILDREN OF NEW YORK, INC.**

**BEFORE THE  
NEW YORK CITY GENERAL WELFARE AND WOMEN'S COMMITTEES**

**REGARDING THE  
NEW YORK CITY PRELIMINARY BUDGET PROPOSALS  
FISCAL YEAR 2009  
March 10, 2008**

Good afternoon. My name is Stephanie Gendell and I am the Associate Executive Director for Policy and Public Affairs at Citizens' Committee for Children of New York, Inc. (CCC). I am joined today by Susan Wieler, the Senior Policy Associate for Asset Building and Community Development. I would like to thank Chairs de Blasio and Sears and all members of the New York City Council General Welfare and Women's Issues Committees for this opportunity to testify on New York City's Preliminary Budget for Fiscal Year 2009.

For 64 years, Citizens' Committee for Children of New York, Inc. (CCC) has convened, informed and mobilized New Yorkers to make New York City a better place for children. CCC's approach to child advocacy is fact-based and combines the best features of public policy advocacy with a tradition of citizen activism.

Upon careful review of the Mayor's Preliminary Budget for City Fiscal Year 2009, it is clear that great efforts have been made to identify gap closing actions that result in much needed savings by making agencies operate more efficiently. To ensure a balanced budget in CFY'09, the Preliminary Plan uses \$3.8 billion in prior year resources and \$1.2 billion in new actions to close the CFY'09 budget gap. Close to half of agency gap closing actions are proposed for the Department of Education and the Health, Welfare and Housing agencies.

While efforts have been made to avoid direct service reductions, it is clear that the elimination of 2,100 slots from the Summer Youth Employment Program, the elimination of 1,000 slots from preventive service programs that keep children safe and at home, and the reduction of \$10 million for the lead teacher program and \$4 million for summer schools will have very negative implications for the children and families in New York City.

In addition, the CFY'09 Preliminary Plan also does not fund approximately \$122.5 million in City Council Initiatives that have supported a wide array of community-based services for children and



families this year. These funds were part of the CFY'08 Adopted Budget, but are not included in the City's Preliminary Plan for FY' 09. (Please see attached chart for details related to these cuts.)

Finally, the CFY'09 Preliminary Plan includes many commitments made by New York State last year and does not reflect the risks to New York City included in the Governor's proposed Executive Budget for SFY'09. Should State Executive Budget proposals to shift greater costs related to preschool special education, youth detention, and public assistance programs to localities and provide less education aid and municipal aid, New York City's ability to maintain a CFY'09 budget that protects many services for children and families will be dramatically hampered.

Turning to the budget impact on the Administration for Children's Services (ACS), the Human Resources Administration (HRA) and the Department of Homeless Services (DHS), the CFY'09 Preliminary Plan includes a number of cuts that will significantly hamper the city's ability to meet the needs of New York City's most at-risk children and families. CCC is most concerned about the cuts to preventive services, the changes in child care funding, and the cuts to eviction prevention programs.

#### **Preventive Services:**

Over the past two years, ACS, the Mayor's Office and the City Council have all taken steps to dedicate resources to ensuring the safety and well-being of children and families, and to provide support services to keep children safely in their homes. The Preliminary Budget for CFY'09 fails to provide the funding for the 1000 additional preventive service slots that the CFY 2008 Adopted Budget had added and once again fails to fund the Child Safety Initiative that lowers caseloads at general preventive programs from 15 to 1 to 12 to 1.

While difficult budget times require agency efficiencies and budget cuts, child safety must never be jeopardized, as sadly this City already knows what can happen when child welfare services are not properly funded. The City's preventive service programs are dedicated to strengthening and

supporting families so that children can remain safely in their homes and not be placed in foster care (which incidentally is also much more costly.) Uncertainty from one year to the next with regard to caseworker caseload ratios and numbers of preventive slots translates into uncertainty with regard to staffing levels at these critical programs. CCC urges the City Council and the Mayor to adopt a budget that includes the 1000 additional slots that are now serving families in need of services, restores the \$4.2 million for the caseload reduction initiative, and adds \$2.05 million to reduce caseloads at all general preventive programs and to provide the additional supervisors for the added caseworkers.

#### **Child Care:**

CCC supports the goals of ACS's Full Enrollment Initiative. If implemented properly, the proposal to pay child care centers based on enrollment has the potential to serve up to 3,000 additional children who will fill the vacant seats. ACS's child care programs are a critical partner to providing quality child care so that parents can work. For this initiative to be successful, the ACS child care centers must receive effective technical assistance on how to manage budgets, recruit and enroll children, set fee scales, and serve mixed income families. Until we have a better sense of who will be providing this technical assistance and in what format, it is impossible for us to know whether the proposed \$2 million will be sufficient to meet the need for effective technical assistance that ensures child care centers can remain viable and as many low income children as possible will receive subsidized child care in New York City.

#### **Homelessness:**

With regard to homelessness, CCC is particularly concerned about the Preliminary Plan's failure to include Council Initiatives for anti-eviction legal services, emergency grants to families at risk of eviction and the \$500,000 for the Citywide Homeless Prevention Fund. These council initiatives that help prevent evictions are critical for families given the current economic and housing environments.

**Family Support/HRA:**

Access to healthy and affordable food is critical to families. CCC is concerned that the CFY'09 Preliminary Budget failed to fund HRA with \$1.5 million for emergency food programs or the \$295,500 Council Initiative to expand food stamp use at Farmers' Markets.

In closing, CCC urges the City Council to negotiate a budget with the Mayor that protects, restores and enhances the services children and families in New York City rely on. During difficult budget times, it is more important than ever to take steps to ensure every New York City child is healthy, housed, educated and safe.

Thank you for this opportunity to testify.

The chart below only highlights CFY' 09 Preliminary Plan proposals that impact vital services for children.

#### DEPARTMENT FOR YOUTH AND COMMUNITY DEVELOPMENT

Program	Proposed Expenditure Increase	Proposed Expenditure Decrease	Failure to Fund City Council Initiative*
Helping Involve Parents in Schools Project (HIP)			\$4.3 million
Cultural After School Adventure (CASA)			\$8.4 million
Runaway and Homeless Youth			\$4.7 million
Institute for Student Achievement			\$1.35 million
Beacons		\$2.3 million	\$4 million
Eliminate Bus Program		\$200,000	
Street Outreach/Neighborhood Youth Alliance			\$2.1 million
The After-Three Program			\$3.8 million
Miscellaneous Youth Programs			\$4.1 million
Virtual Ys			\$900,000
Sports and Arts Foundation			\$2.1 million
Summer Youth Employment Program		\$3.2 million	
Out-of-School Time		\$2.64 million	
Sub-Total		\$8.34 million	\$35.75 million

#### DEPARTMENT OF HEALTH AND MENTAL HYGIENE

Program	Proposed Expenditure Increase	Proposed Expenditure Decrease	Failure to Fund City Council Initiative*
Obesity Prevention			\$3.1 million
Podiatric Screening			\$1 million
Mental Health Treatment for Children Under Five			\$1.65 million
Autism Awareness Initiative			\$1.5 million
Dental Vans			\$268,000
Infant Mortality Initiative			\$4.8 million
Asthma Control Initiative			\$545,000
Summer School Nurses			\$1.9 million
SPARKS and Health Corps			\$660,000
Sub-Total			\$15.2 million

## HEALTH AND HOSPITALS CORPORATION

Program	Proposed Expenditure Increase	Proposed Expenditure Decrease	Failure to Fund City Council Initiative*
Child Health Clinics			\$6 million
HHC Outpatient Pharmacies and Clinics			\$2.4 million
Translation Services			\$1 million
Adolescent Substance Abuse Outpatient Treatment Clinics			\$1.6 million
<b>Sub-Total</b>			<b>\$11 million</b>

## HOUSING PRESERVATION AND DEVELOPMENT

Program	Proposed Expenditure Increase	Proposed Expenditure Decrease	Failure to Fund City Council Initiative*
City-Task Force on Housing Court			\$550,000
Anti-Eviction Legal Services			\$3 million
Community Based Consultants			\$1.03 million
<b>Sub-Total</b>			<b>\$4.58 million</b>

## DEPARTMENT OF HOMELESS SERVICES

Program	Proposed Expenditure Increase	Proposed Expenditure Decrease	Failure to Fund City Council Initiative*
Citywide Homeless Prevention Fund			\$500,000
<b>Sub-Total</b>			<b>\$500,000</b>

## DEPARTMENT OF SOCIAL SERVICES: HUMAN RESOURCES ADMINISTRATION

Program	Proposed Expenditure Increase	Proposed Expenditure Decrease	Failure to Fund City Council Initiative*
UI/SSI Legal Assistance			\$2.5 million
Emergency Food Programs			\$1.5 million
<b>Sub-Total</b>			<b>\$4 million</b>

# DEPARTMENT OF EDUCATION

Program	Proposed Expenditure Increase	Proposed Expenditure Decrease	Failure to Fund City Council Initiative*
Universal Pre-kindergarten (full day in ACS programs)			\$5.0 million
New Century High Schools			\$500,000
Teacher's Choice			\$20.9 million
Dropout Prevention and Intervention			\$4.2 million
Urban Advantage			\$2.5 million
New Visions for Public Schools			\$500,000
The Lead Teacher Program		\$10 million	
Summer School		\$4 million	
English Language Learners Reserve Allocation		\$10 million	
Sub-Total		\$ 24 million	\$33.6 million

# ADMINISTRATION FOR CHILDREN'S SERVICES

Program	Proposed Expenditure Increase	Proposed Expenditure Decrease	Failure to Fund City Council Initiative*
Child Welfare Preventive Services Caseload Reduction Initiative			\$4.2 million
CONNECT Domestic Violence program			\$1.2 million
Child Care Supplies- Provider's Choice			\$1.7 million
Working Parents for a Working New York			\$875,000
Low Income Investment Fund (LIFF)			\$200,000
Legal Services for NYC (LSNY)			\$500,000
Legal Information for Families Today (LIFT)			\$500,000
Increase Preventive Service Slots		\$2.4 million	
Homemaking Services Underutilization		\$525,000	
Child Protective Services Productivity		\$2.8 million	
Improve Child Protective Investigations	\$2.3 million		
Child Care Lease Savings	\$3.0 million		
Sub-Total	\$5.3 million	\$5.7 million	\$9.2 million

# DEPARTMENT OF JUVENILE JUSTICE

Program	Proposed Expenditure Increase	Proposed Expenditure Decrease	Failure to Fund City Council Initiative*
Discharge Planning Services			\$1.3 million
Sub-Total			\$1.3 million

## MISCELLANEOUS

PROGRAM	Proposed Expenditure Increase	Proposed Expenditure Decrease	Failure to Fund City Council Initiative*
EITC Legal Assistance			\$765,000
Legal Services for Working Poor			\$1.8 million
Civil Legal Services			\$3.7 million
MFY Legal Services			\$200,000
Create supermarket financing program			\$75,000
Expand food stamp use at Farmers' Markets			\$295,500
Sub-Total			\$6.47 million

## TOTALS

Program	Proposed Expenditure Increase	Proposed Expenditure Decrease	Failure to Fund City Council Initiative*
ALL	\$5.3 million	\$ 38.04 million	\$122.5 million



**Testimony of Joel Berg**  
**Executive Director**  
**New York City Coalition Against Hunger**  
**before the New York City Council hearing on the**  
**Budget of the Human Resources Administration**  
**March 10, 2008**

**Introduction**

Good afternoon. I am Joel Berg, Executive Director of the New York City Coalition Against Hunger (NYCCAH), which represents the more than 1,200 food pantries and soup kitchens in New York City, and the more than 1.3 million low-income New Yorkers forced to obtain food from these charities. This testimony is submitted on their behalf.

Before I go into the details of my testimony, I would like to thank the Council – and particularly General Welfare Committee Chair Bill de Blasio and Finance Committee Chair David Weprin – for your leadership in fighting hunger. We greatly appreciate your leadership in both increasing funding for the City’s Emergency Food Assistance Program (EFAP) and in pushing measures to expand access to the Food Stamp Program.

While virtually everyone else will likely come before this Committee today and ask for the City to spend *more* money, the focus of my testimony will be shocking: how the City can *save* \$800,000 of tax dollars simply by ending the costly, duplicative, ineffective, and punitive process of maintaining a complicated electronic system that treats all people who need food stamps like criminals by gathering their finger images. Out of the \$800,000 that would be saved, I would propose: spending \$350,000 of that to expand the Food Stamps Paperless Office System (POS) that allows people to apply on-line for food stamp benefits at pantries and kitchens; spending \$350,000 to increase funding to increase the amount of – and improve the nutritional quality of – food distributed by the Emergency Food Assistance Program; and *not* spending the remaining \$100,000 entirely in order to help close the City’s budget gap.



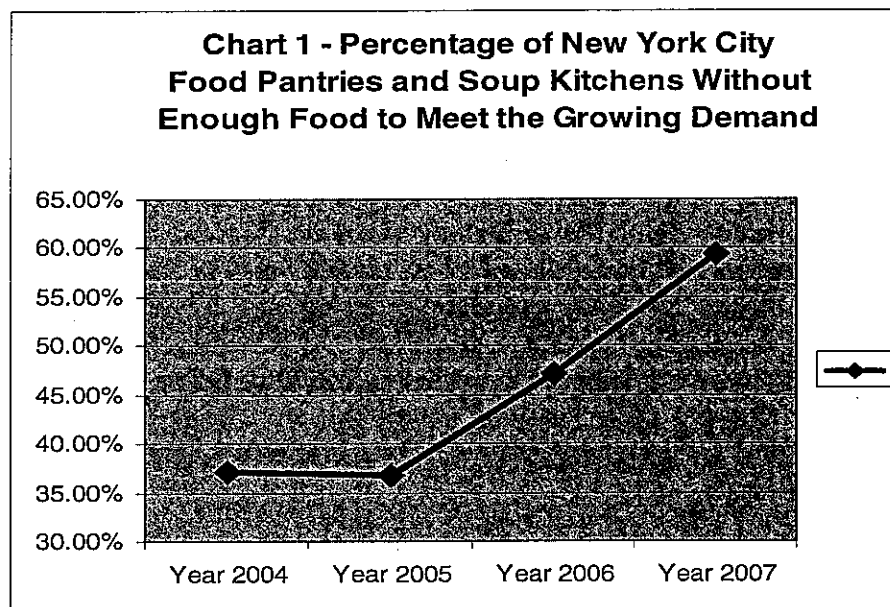
## **Background on Increasing Hunger and Food Insecurity in New York City**

Permit me to first detail how hunger and food insecurity are – once again – increasing in New York City. I regret to report that the Coalition's annual survey of soup kitchens and food pantries, which we released in November 2007, found that the number of people who were forced to use these programs soared in New York City in 2007, while food stocks drastically declined, forcing fully half of these programs to ration food. The Coalition's survey estimated that pantry and kitchen use increased by 20% in 2007, on top of the 11% increase in 2006 estimated by last year's survey. The accelerating increase in hunger provided one of the first concrete signs that the local economy has started a significant slow-down. Fully 59% of agencies – a record number – said they lacked the resources to meet their growing demand in 2007, a sharp increase from the 48% who lacked such resources in 2006. The Coalition's full survey report, entitled: *Rising Food Lines, Sinking Economy: Increase in NYC Hunger is Early Proof of Economic Slow-Down*, is available at [www.nyccah.org](http://www.nyccah.org).

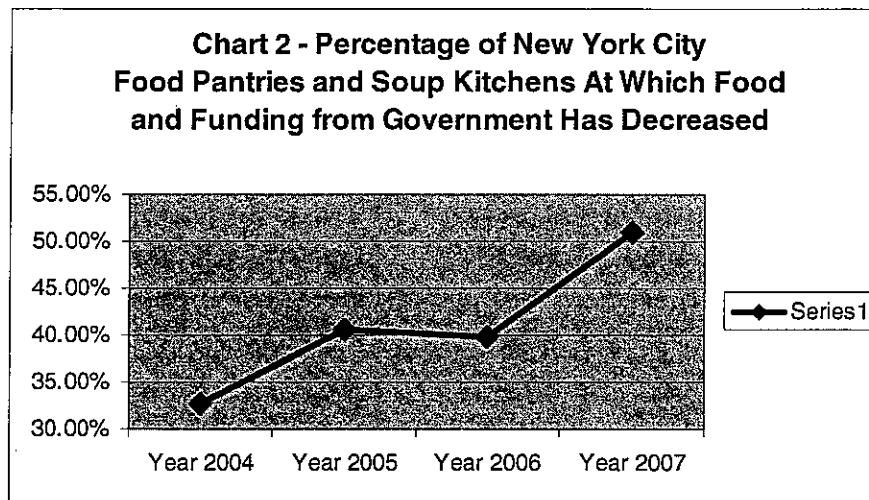
According to the Coalition's estimate based on federal data for 2006 at the state level, 1.3 million New Yorkers – one in six city residents – still live in households who are food insecure, meaning they cannot afford an adequate and consistent supply of food. New York City must pay \$2.65 billion per year due to health care spending, reduced worker productivity and other spending caused by this high level of food insecurity, according to Coalition calculations based on a national study by Dr. Larry Brown of Harvard University.

Given that hunger continued to increase in the city even when the economy was still strong last year, it is no wonder that now, when the economy is weakening, lines at pantries and kitchens are getting even worse. This proves the old adage that when the economy gets a cold, people in poverty get pneumonia. To make matters even worse, federal cut-backs have slashed the remaining food stocks at these feeding programs. The Bush Administration has cut the amount of federal commodities provided to the city's pantries and kitchens by the Food Bank for New York City by 12 million pounds last year.

As Chart 1 below demonstrates, fully 59% of agencies – a record number – said they lacked the resources to meet their growing demand in 2007, a sharp increase from the 48% who lacked such resources in 2006.



Also, as Chart 2 below illustrates, likely because of the large cuts in federal commodities, the percentage of agencies at which government food and funding decreased went from 33% in 2003 to 51% in 2007.



Other findings of the survey:

- 81% of responding agencies reported feeding an increased number of people in the last 12 months. 40% said this number increased “greatly.”
- Of the populations that increased “greatly” at responding agencies, the fastest growth was seen among families with children, immigrants, and senior citizens.
- 80% of responding agencies reported feeding an increased number of families with children over the last 12 months (versus 4% reporting a decrease, and 16% reporting no change).
- 71% of responding agencies reported feeding an increased number of seniors over the last 12 months (versus 6% reporting a decrease, and 23% reporting no change).
- 64% of responding agencies reported feeding an increased number of working people over the last 12 months (versus 11% reporting a decrease, and 25% reporting no change).
- 83% of responding agencies believe that their need will continue to increase in the next six months. 34% of responding agencies believe it will increase “greatly.”
- 53% of respondents reported using their own personal money “often,” “always,” or sometimes to support their feeding programs.
- While it is by definition impossible to fully count the number of times people were not served because they were turned away, the Coalition’s rough estimate, based on survey responses, indicates that 52% more people were turned-away in 2007 than in 2006.

- 90% of responding agencies said they would like to improve the nutritional quality of the food they distribute. When asked to indicate the top way to accomplish that goal, 53% needed more fresh fruits and vegetables, 35% wanted more nutritious canned and dried foods, 7% wanted nutrition education for their clients, and 5% wanted nutrition education for their staffs.

### **Borough-to-Borough Comparisons**

<b>Borough</b>	<b>% of agencies at which demand for food increased</b>	<b>% of agencies at which the amount of food was not enough to meet growing demand</b>	<b>% of agencies forced to ration food by limiting portion size, reducing hours of operation, and/or turning people away</b>
The Bronx	88%	65%	54%
Brooklyn	87%	67%	52%
Manhattan	76%	36%	30%
Queens	83%	76%	67%
Staten Island	86%	29%	57%

### **Year-to-Year Comparisons**

	2007	2006	2005	2004
% of responding programs that are faith-based, religiously affiliated, or physically located in a religious institution	73%	74%	72%	71%
% of responding programs that are soup kitchens only	9%	10%	11%	10%
% of responding programs that are food pantries only	65%	65%	64%	66%
% of responding programs that are both food pantries and soup kitchens	21%	18%	21%	21%
% of responding agencies that don't have enough food to meet the current demand	59%	47%	37%	37%
% of responding agencies forced to ration food	50%	44%	47%	50
% of responding agencies at which government money and food decreased in the past year	51%	40%	41%	33%
% of responding agencies at which overall money and food decreased in the past year	50%	41%	41%	39%
% that received support from The Emergency Food Assistance Program (TEFAP), which is funded by the Federal government	56%	81%	70%	75%
% that received support from the Emergency Food and Shelter Program (ESFP), which is funded by the Federal government.	49%	45%	56%	41%
% that received support from the Hunger Prevention and Nutrition Assistance Program (HPNAP) program, which is funded by the State	80%	81%	84%	78%
% that received support from the Emergency Food Assistance Program (EFAP), which is funded by the City	75%	73%	70%	64%

## **Food Stamps Program Participation Increased Somewhat, But Barriers Remain**

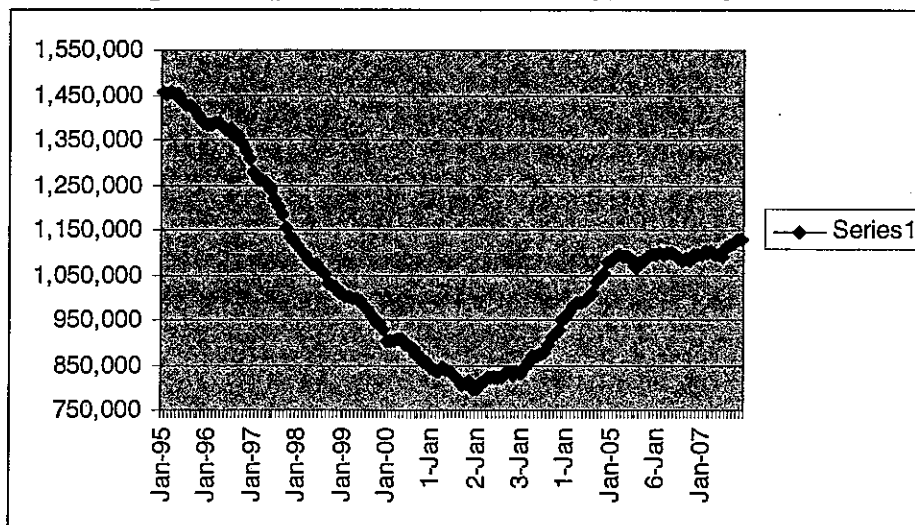
This year's only bright side was that participation in the Food Stamp Program has finally started rising somewhat in New York City to meet the increasing need. Food Stamp Program participation in New York City rose by 33,192 people (3%) between January 2007 and January 2008, to a level of 1,129,299 people. Participation is now 330,903-people higher than when Mayor Bloomberg took office in January 2002. As a consequence of the increased participation, low-income New Yorkers now receive \$40 million per month – \$488 million per year – more today in food stamps benefits than they did in January of 2002.

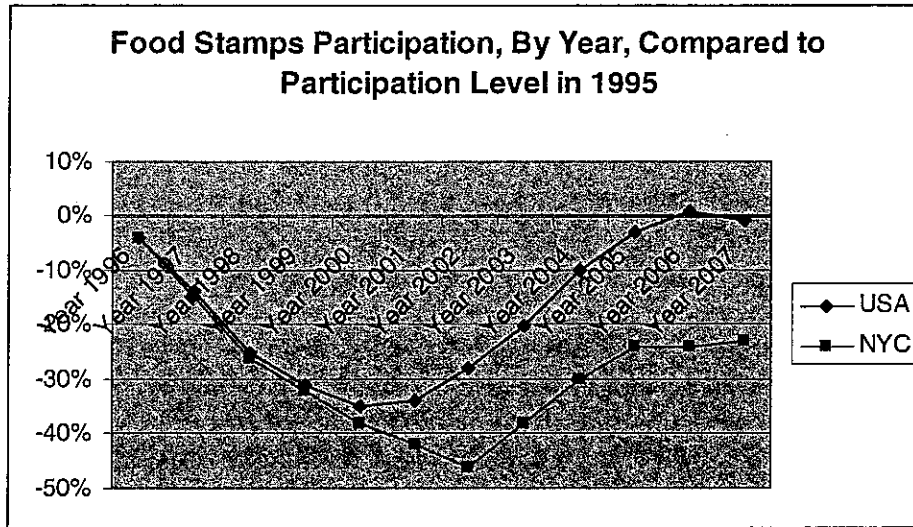
Three factors contributed to this increase: expanded outreach; access improvements by the Federal, State, and City governments; and the weakening economy. Our greatest wish is that more New Yorkers would be able to earn enough through full-time work so that they no longer need food stamps, but until that time, we are grateful that the program is starting to again work as it was supposed to by expanding during tough times. Without this food stamps increase, the problem at feeding programs would be even more catastrophic.

One of the most promising recent developments regarding Food Stamp Program access in New York City has been the start-up of the Food Stamps Paperless Office System (POS) Project, funded by a grant from USDA as well as City funds. Through this project, people from the target neighborhoods who are likely eligible for food stamp benefits are assigned by nonprofit groups to a specific time slot at a pilot agency. Nonprofit employees help them to submit their applications online at the site during that time slot. All necessary supporting documentation is also scanned by the nonprofit employees into the HRA POS system on site. The project is working. Out of the first 753 people using the system from the pilot sites whose applications were processed through to completion, more than 67% started receiving food stamps benefits. That is a higher percentage than for any other food stamps outreach project with which I am familiar.

But beyond this still-small pilot project, food stamps outreach efforts in New York City are still lagging, due largely to access barriers the City still keeps in place. We should not lose sight of the central fact that overall participation is still 329,001 people (23%) below the peak level of participation in March 1995, as the chart below demonstrates.

**Food Stamp Participation in New York City, January 1995 – January 2007**





Given that hunger and food insecurity continue to increase in the city - and further given (as the chart above shows) that the national participation rates are now close to their historic peaks and New York City is still 23% below its historic peak – this proves that there are still serious barriers to access here. No wonder that varied studies, using formulas from both USDA and from advocate groups, lead to repeated estimates that there are between 500,000 – 700,000 people currently eligible for but not currently receiving food stamp benefits in New York City.

In January, New York City's unemployment rate jumped by nearly a full percentage point. Given the recession, as well as the massive public/private food stamps outreach efforts, food stamps participation should have soared. But, in January, participation actually dropped by 69 people. Granted, that's a small drop, and there were significant increases in some previous months, but given the economic conditions, and given that there should have been a large hike, any drop at all is troubling.

Once again, I must point out that HRA continues to routinely violate the requirement of federal law that all eligible applicants receive food stamp benefits within 30 days of their original applications. That is the bare minimum requirement. Given current technologies and laws, HRA could – and should – make food stamps benefits available to eligible applicants within just a few days. Yet in 2005, according to HRA's JobStat reports, City job centers failed to meet the 30-day federal processing deadline for food stamps applicants in 8.0% of all cases. Encouragingly, in response to a 2005 campaign questionnaire from the Coalition Against Hunger, Mayor Bloomberg said that he would ensure that HRA complied with the 30 day deadline. Yet in 2006, HRA missed this legal deadline in nearly 20% of all cases. In 2007, HRA improved a bit, but HRA still failed to meet this legal deadline at jobs centers in more than 8% of all cases. That means that, for one in 12 households applying, they not only don't get the food help they need within the few days that would be most efficient and compassionate, they don't even get it in the full month required by law. I say this every year but I'll say it again: if food stamps recipients must comply with the law, so should the City. In practical terms, when the word on the street indicates that the process to apply is so long and so difficult, fewer people apply.

### **Wasting Nearly a Million Dollars in Tax Dollars on Finger Imaging**

I will now provide concrete, data-based reasons why it simply makes good business sense for the City to stop wasting \$800,000 of our tax dollars as a result of Mayor Bloomberg's insistence that low-income families – including working families – be forced to provide finger images simply to obtain the federal food stamps benefits to which they are legally entitled.

The facts will show that one of the reasons for the City's continuing under-participation in the Food Stamp Program is the continued requirement of finger-imaging, and the even more onerous related requirement that families who ordinarily could have conducted all their business with HRA over the phone still have to physically visit an HRA office (often leaving work to do so) to be finger-imaged.

Given that 46 states have no fingerprinting requirement at all for food stamp benefits – and further given that fingerprinting wastes money, fails to prevent significant fraud, and discourages eligible people from applying – we had hoped that the Governor would, as he promised in his campaign, eliminate finger-printing for all New Yorkers. He did not. He took the far more limited approach of trying to eliminate finger-imaging only for families with someone working 30 hours or more. Despite this, misinformed attacks from the *New York Post* and political enemies of the Governor falsely slammed the Governor for eliminating all finger-printing.

The Governor's initiative focused only on helping working families obtain food stamps as "work supports," which, as you well know, is a professed goal of your own anti-poverty initiative. Thus, it is particularly surprising that you vigorously oppose the Governor's attempt to aid the very population that you agree most deserves to be aided.

In defending your position on finger-imaging, Commissioner Doar recently testified before the City Council that finger-imaging deters fraud and has no negative impact upon legitimate applicants. Below I will present hard data disproving both those claims.

A May 2007 report from the U.S. General Accounting Office (GAO) stated the following:

"Nationwide, four states currently use finger imaging of food stamp applicants to prevent households from applying more than once for benefits. (USDA) FNS (Food and Nutrition Service) officials commented that the agency has not concluded that finger-imaging enhances program integrity and that it may have a negative effect on program access by deterring certain households from applying."

Thus, even under the Bush Administration, the U.S. Department of Agriculture has found no proof that finger-imaging significantly reduces fraud and has expressed worries that it may deter people from applying.

Even more telling is a March 2007 report from the highly respected Urban Institute, in which they described the impact of "biometrics" (a technical term for finger imaging):

"Our results suggest that the use of biometric technology can lead to as much as a 4.3 percentage point decline in food stamp receipt. We find a significant negative relationship between the use of biometric technology and food stamp receipt for all four of our household populations. This finding is consistent with Bartlett et al. (2004) who find that biometric technology reduces the likelihood that food stamp applicants will complete the application process."

While a 4.3% decrease may not seem like a lot, given that we estimate that at least 500,000 New York City residents (many of whom are in working families) are eligible for, but not currently receiving, food stamp benefits, that means that 21,500 eligible people will not apply simply because of this requirement. That costs the city's economy a whopping \$31 million per year in federal nutrition assistance benefits.

When you add in the impact of requiring the extra office visits, the number of people harmed by this policy is far higher.

Another way of looking at the 4.3% deterrence rate is that one out of every 23 otherwise eligible low-income households won't apply for the food their family needs solely due to this requirement.

In contrast, Commissioner Doar testified to this Committee last November that the City detected only 31 cases of fraud through finger-imaging in 2006. Given that about 1.1 million people in the city received food stamps in 2006, that means that only one in 34,991 food stamps applicants committed fraud and were caught by finger-imaging. To prevent fraud by only one in nearly 35,000 people, the City denies benefits to one in 23 families in need.

The Commissioner testified that the City spends \$800,000 yearly on finger-imaging. Since that system only caught 31 people, that means the City spends \$25,806 per person caught.

If those 31 people had not been caught, and if they each received the average food stamps benefit, then all 31 would have received a total of about \$46,000 in benefits. In other words, the City is spending \$800,000 of non-federal dollars to stop the potential waste of \$46,000 in federal dollars. Thus, the City is spending 17 non-federal dollars for every one federal dollar saved.

Another way to look at it is that, to prevent 31 people from getting \$46,000 federal benefits for which they are *not* entitled, the City is preventing 21,500 people from getting \$31 million in benefits for which they *are* entitled. Thus, for every dollar this process save federal taxpayers, it costs New York City's economy (and hungry families) \$674.

If the Mayor ran his business that way, he'd be bankrupt in weeks.

Now, the City may respond that such statistics are unfair because they don't take into consideration that people are deterred from fraud in the first place because this system exists. But neither they nor anyone else has ever provided a shred of evidence that such a deterrence effect exists.

It would be just as credible for me to claim that the mere fact that I am testifying here today has deterred a large asteroid from destroying Manhattan. Of course, you can't prove that it hasn't, but unless I can prove that it has – or unless supporters of finger-imaging can prove that it deters fraud – those claims just aren't credible.

No wonder that none of the other 57 counties in the state – including those managed by very conservative upstate county executives or county legislatures – objected to the Governor's common-sense focus on working families. No wonder that 46 of the nation's 50 states don't waste their tax dollars on finger-imaging systems.

In his testimony to this Committee last November, Commissioner Doar said that it was unfair to compare the four states that finger image (NY, CA, TX, AZ) to all other states since the states that do finger-image have such large populations. Consequently, in the data below, I not only compare these four states to the nation as a whole, but to the four most populous states that don't finger image (Pennsylvania, Ohio, Florida, and Illinois).

Here are USDA's reported payment error rates for Fiscal Year 2007:

Four states that finger-image	6.93%
Next largest four states that don't finger-image	5.97%
National average of all states and the District of Columbia	5.49%

Here are USDA's Food Stamps participation rates for calendar year 2005 (the most recent year for which these statistics are available):

For all eligible people

Four states that finger-image	60%
Next largest four states that don't finger image	69%
National average of all states and the District of Columbia	65%

For all eligible working people:

Four states that finger-image	48%
Next largest four states that don't finger-image	67%
National average of all states and the District of Columbia	57%

Thus, working people are particularly underrepresented and particularly harmed by the current processes.

In sum, finger-imaging gives us the worst of both worlds: it both harms participation *and* fails to reduce program error.



There are a number of effective ways to fight fraud other than finger-imaging already in use – such as computer matching – which advocates fully support. It is crucial to point out that, when large-scale fraud does occur in the Food Stamp Program (an occurrence far less common than 10 years ago), the perpetrators are usually food retailers – who fraudulently bill the government for non-existent customers, or City employees – who fabricate non-existent households. Fraud carried out by individual food stamps recipients – the only type of fraud detected by finger-imaging – comprises a relatively small percentage of government funds lost due to fraud. Thus the extraordinary effort to detect fraud among individual families deflects vital attention and resources away from far more productive methods of fraud prevention.

Benjamin Franklin once said: “Never confuse motion with action.” That phrase certainly applies to the process of finger-imaging food stamps applicants, which creates the public perception that there is “motion” that it is fighting fraud, but accomplishes very little “action” to reach that goal. I hope all the facts compel you to change your mind on this vital topic.

### **Funding for the Emergency Food Assistance Program (EFAP)**

Of course, we were thrilled when the Bloomberg Administration used our annual hunger survey media event last November to announce that they were providing an extra million dollars to EFAP. Thus, you can imagine our dismay when the Mayor’s budget, proposed just a few weeks later, included an EFAP cut of \$550,760. It seems odd indeed to propose slashing a program that you took credit, just weeks earlier, for increasing.

It is encouraging that the Mayor has agreed to the Council’s request to end the budget dance regarding a few key items, but it is troubling that he has not done so regarding EFAP, and thus once again proposed a cut in this vital program. Once again we will rely on the Council to save, and hopefully increase, this funding. Given that the number of people forced to use soup kitchens and food pantries is still skyrocketing, and that Federal funding has been slashed in recent years, we do hope the Council can again provide an increase.

Food agencies should have more flexibility on how to use that funding, and some of it should be set-aside for a pilot project to allow agencies to purchase fresh produce directly from local farmers’ markets.

### **Conclusion**

In a time of such fiscal restraint, it is crazy for the City to entirely waste \$800,00 on finger imaging just to “act tough” regarding people in need. The money would be much better spent increasing food stamps enrollment, filling the shelves at empty feeding programs, and closing the City’s budget gap. That’s just common sense.



**Federation of Protestant Welfare Agencies**

## **TESTIMONY**

**of**

**The Federation of Protestant Welfare Agencies**

**Before the  
New York City Council General Welfare Committee  
And Women's Issues Committee**

**Executive Budget Hearing – Fiscal Year 2008-09**

**March 10, 2008**

**Prepared by:**

**Jill Poklemba,  
Senior Policy Analyst for Workforce Development and Income Security  
Vani Sankarapandian,  
Senior Policy Analyst for Early Childhood Education and Child Welfare**

My name is Jill Poklemba and I am the Senior Policy Analyst for Income Security and Workforce Development at the Federation of Protestant Welfare Agencies (FPWA). For 85 years, FPWA has been a leading policy advocate for individuals and families served by our almost 300 member human service agencies and churches in and around New York City. FPWA promotes the social and economic well-being of greater New York's most vulnerable by strengthening human service organizations and advocating for just public policies.

I would first like to thank the City Council for the opportunity to testify on needed investments that will strengthen vulnerable populations across New York City. Although we understand that the City is facing a very tight fiscal year given increasingly grim economic projections, we urge the City to ensure that its neediest citizens are protected. It is often these children and families who suffer the most during times of economic crisis.

Today, I will discuss FPWA's budget priorities in the areas of early childhood education, child welfare and income security.

### **Early Childhood Education**

Quality early care and education is a vital component of preparing children for future academic achievement and success in later life. Children who have the benefit of a preschool education are more likely to graduate from high school, attend college, participate in the workforce, and avoid risky behavior such as drug use and criminal activities.<sup>1</sup> Furthermore, as noted by the Mayor's Commission for Economic Opportunity, scarce child care resources in New York City continually affect low-income working families. FPWA agrees with the Commission's 2006 report, which called on New York City to "do all it can" to invest in quality early care and education programs.<sup>2</sup>

In the past few months, a number of high-profile child care center closings have captured the City's attention, generating confusion and apprehension in communities where low-income

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<sup>1</sup> Schulman and Barnett, "What Impacts Does Preschool Education Have on Personal Responsibility and Related Social Behavior?," National Institute for Early Education Research, 2006. Available at <http://nieer.org/resources/research/ImpactsOfPreKOnLifeChoices.pdf>.

<sup>2</sup> "Increasing Opportunity and Reducing Poverty in New York City," New York City Commission for Economic Opportunity, September 2006.

parents already face limited options in terms of finding quality, subsidized child care programs. Although a variety of reasons has contributed to the recent string of center closings, under-enrollment appears to be a significant factor in the City's decisions to dissolve contracts with certain centers. In fact, according to D.C. 1707's review of center closures and consolidations since 2004, 10 out of 17 were due in part to under-enrollment or the existence of empty classrooms.<sup>3</sup> This is likely to be a continuing problem: last month, the City was reporting an enrollment rate of only 86% across its subsidized child care system.<sup>4</sup>

The issue of enrollment has also taken a new turn with the recent unveiling of the City's "Pay-for-Children Enrolled" initiative in the Mayor's preliminary budget for FY 2008-2009. In an effort to move centers towards full enrollment, the City announced that starting in September, a new plan will be phased-in whereby child care centers will only be reimbursed for the number of children enrolled in their programs. For centers struggling to recruit children but still falling short of their contracted capacity, this new reimbursement initiative will mean the loss of crucial funding that could affect their ability to meet fixed costs and ultimately threaten the viability of their programs. As a result of "Pay-for-Children Enrolled," additional center closings are likely to occur in the future.<sup>5</sup>

While FPWA agrees that vacancies in child care centers should be filled by children in need of subsidized care, we also recognize that under-enrollment is a complicated issue. The existence of unfilled slots may not simply indicate reduced demand for services in a particular community or insufficient outreach on the part of providers. In October 2007, FPWA released a policy brief entitled, "Enrollment in New York City's Publicly-Funded Child Care Centers: The Need for Collaboration." This brief identified a number of systemic factors which currently interfere with the ability of centers to enroll children, as well as specific policy recommendations for addressing these issues. Before closing centers in already underserved neighborhoods, we must ensure that vacant slots are truly empty, as opposed to just "unfilled." We at FPWA worry that these vacancies are actually warning signs, representing a failure to connect low-income parents with much-needed subsidized care.

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<sup>3</sup> Tram Whitehurst, "Daycare Realignment Spark Citywide Concern," *City Limits Weekly* #621, January 7, 2008; "17 ACS Child Care Centers Have Been Closed or Consolidated Since 2004," D.C. 1707, AFSCME, January 2008.

<sup>4</sup> Tram Whitehurst, "Funding to Follow Kids at Public Daycare Centers," *City Limits Weekly* #627, February 18, 2008.

<sup>5</sup> Ibid.

Therefore, FPWA urges the New York City Council and the Mayor to work with the Administration for Children's Services (ACS) to address under-enrollment at publicly-funded child care centers in ways that allow centers to continue operating and providing quality child care services. Enrollment in these centers has been destabilized due to a variety of factors, including the child support requirement, inconsistent administrative procedures leading to serious application processing delays, and poor distribution of information to parents about the availability of programs and the application process. ACS should work with centers to resolve these problems without compromising the centers' ability to serve families in need.

We encourage all of you to read our policy brief, a copy of which is attached to our testimony today, and we would like to highlight some of our key recommendations for improving enrollment at publicly-funded child care centers:

- Continued State-level advocacy to rescind the child support requirement for families seeking subsidized care;
- Continued support for community-based enrollment, including resources like additional staff and specialized training to support programs in providing on-site eligibility services;
- Creation of a working group that brings together ACS and child care centers to properly identify and resolve other administrative barriers;
- Increased efforts to strengthen City informational sources, including an easily searchable, complete online list of child care programs and proper information and training for 3-1-1 personnel;
- Active outreach to communities, including an annual Spring campaign with increased marketing to promote child care enrollment for the Fall and targeted outreach strategies for hard-to-reach populations such as immigrant families; and
- Technical assistance and funding for centers taking on infant/toddler care. Although there is an opportunity for child care centers to "age down" (i.e., take on the care of children under age three), preparing centers to do this requires significant additional work, including facility modifications and staff training.

Without the necessary assistance from the City to improve enrollment, centers will lose funding under the "Pay-for-Children Enrolled" initiative, and some will ultimately be forced to close.

While center closings are extremely difficult for both staff and parents, it is the children who suffer the most. These children will be forced to leave the familiar settings and trusted teachers of their neighborhood child care centers, thus disrupting their educational experience and compromising their development. Furthermore, we cannot emphasize enough the importance of ensuring that communities in need, particularly communities that have been historically under-served, have access to subsidized child care programs. Without subsidized care, parents are forced to shoulder the entire cost of these services, causing serious emotional and economic stress for their families.<sup>6</sup> Moreover, low-income working parents are left without the reliability of a subsidized care arrangement for their children, which can jeopardize their job security and the financial security of their families. Parents will be forced to place their children in the only care they can afford, which may mean a compromised level of safety and a learning experience that falls short of high-quality, developmentally appropriate care.

FPWA will do its part to ensure that child care centers and ACS communicate openly and effectively as they work together to address these serious issues. Fatima Goldman, Executive Director of FPWA, was recently appointed to the City's Project Full Enrollment Task Force, created by ACS Commissioner John Mattingly to advise ACS as it moves forward with its "Pay-for-Children Enrolled" initiative. FPWA looks forward to working with the Commissioner to ensure that the voices of child care providers, and the children and families that they serve, are not lost in this process.

In addition, the Mayor's preliminary budget for FY 2008-2009 included \$2 million in savings as a result of the new "Pay-for-Children Enrolled" initiative, as well as the reinvestment of another \$2 million, also saved from this initiative, in technical assistance to help providers increase enrollment. We urge the City to ensure that the total savings amount, as well as any future savings generated from this initiative or other changes to child care, is reinvested in strengthening the City's overall child care system. This money could help the City address important areas of need in child care, including the need for additional child care slots and capacity-building for providers.

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<sup>6</sup> Coltoff, Torres, and Lifton, "The Human Cost of Waiting for Child Care: A Study," The Children's Aid Society, December 1999. Available at <http://www.childrensaidsociety.org/media/file/humancost.pdf>.

Lastly, New York City is currently experiencing a shortage of subsidized care for infants and toddlers. Four-year-old children are nearly ten times more likely to receive subsidized early care and education services than one-year-olds.<sup>7</sup> This greatly impairs parents' ability to work while their children are under age three, which can have serious implications for the financial stability of low-income families. FPWA urges the City Council and the Mayor to invest in quality early care and education programs that serve infants and toddlers.

### **Child Welfare**

Tragedies related to child abuse in the past few years have directed attention to the importance of investing in child maltreatment prevention, and remind us all of what can happen if these services are under-funded. Preventive service agencies provide invaluable assistance to families at risk of entering the child welfare system. Their workers are the City's ongoing line of defense, promoting and supporting family stability, but ready to intervene if warranted.

FPWA strongly urges the Mayor and the City Council to work together to restore and baseline the \$4.2 million included in last year's budget for the Child Safety Initiative, which reduced general preventive service caseload sizes from 15:1 to 12:1. In its 2006 Child Welfare Workload Study, the New York State Office of Children and Family Services examined the effects of high caseloads on child protective, foster care, and preventive services caseworkers and found that excessive caseloads undermine the ability of caseworkers to provide families with the high-quality services they deserve. Establishing reasonable caseloads reduces the amount of time caseworkers must devote to demanding administrative duties and increases time spent with children and families, allowing workers to build strong relationships with families and resolve crucial issues in an efficient and timely manner. The preventive caseload reduction money restored last year in New York City, which leveraged roughly \$8 million in State funds, helped general preventive agencies lower caseloads and accommodate increasingly complex cases. It is imperative that agencies be able to rely on this funding in the future.

It is also important to note that contract agencies providing foster care and/or preventive services in New York City struggle with the same recruitment and retention challenges faced by ACS itself. As highlighted by the media this past week, ACS' child protective services (CPS) division has suffered from an extremely high turnover rate, prompting the agency to launch a \$1

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<sup>7</sup> "Rethinking Child Care: An Integrated Plan for Early Childhood Development in New York City," New York City Administration for Children's Services, 2005.

million recruitment effort, including an extensive ad campaign.<sup>8</sup> Commissioner Mattingly himself noted that the primary reason for high turnover was staff burnout, resulting from the difficult nature of the work and unmanageable caseloads.<sup>9</sup> In the words of the Commissioner, “[a CPS] caseworker should have to handle *no more than 12* ongoing investigations.”<sup>10</sup> We call on New York City to recognize that preventive services caseworkers interact with the same troubled families that confront ACS’ CPS division, making it necessary for them to devote the same significant amount of time to understanding and addressing the problems of these families. Likewise, we must show the same concern for the caseloads of these caseworkers as we do for ACS caseworkers. We again urge the City to baseline the \$4.2 million allocated in last year’s budget to reduce general preventive caseloads to a ratio of 12:1.

Furthermore, as ACS moves forward with its “Request-for-Proposals” process (“RFP”) for the child welfare system, reduced caseloads for preventive agencies are more important than ever. Preventive services providers and community advocates see many of the system changes, such as increased family-caseworker interaction and support for community coalitions, as steps in the right direction; however, these changes will result in added responsibilities for already overwhelmed caseworkers. For example, reasonable caseloads must be in place if caseworkers are to successfully accommodate new responsibilities associated with Family Team Conferencing, a featured element of the RFP that requires caseworkers to meet more frequently with families and community stakeholders as they work to move children more quickly into safe and stable living situations.

FPWA also strongly urges the City Council and the Mayor to increase the Child Safety Initiative funding by \$2.05 million to reduce caseloads for all remaining general preventive programs and to ensure that these general preventive programs can maintain the ACS-recommended supervisory ratio of 1:5. Across all preventive programs, supervisors are the key to quality, working closely with less experienced workers to make clinical recommendations, advise staff about quality program referral based on their community knowledge and ensure that staff is meeting the exhaustive reporting requirements. Caseload reduction is extremely important to preventive services agencies, but its benefits may be compromised if supervisors remain

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<sup>8</sup> Kathaleen Lucadamo, “ACS unveils recruitment campaign,” *New York Daily News*, March 3, 2008; Marc Santora, “To Recruit Caseworkers, a Dose of Reality,” *The New York Times*, March 3, 2008.

<sup>9</sup> *Ibid.*

<sup>10</sup> Marc Santora, *supra* note 8.



overburdened. As agencies hire more caseworkers, additional funding would allow them to hire new supervisors, thus maintaining the appropriate supervisory ratio of 1:5.

FPWA also asks the City to reaffirm its commitment to expanding the capacity of the preventive services system. Although FPWA commends the Mayor for including funding in last year's budget to support 1,000 new slots for preventive services, we urge the Mayor to retain these slots in this year's budget and to baseline the funding. Reports of child abuse and neglect in New York City have been increasing and these additional slots are necessary to meet the demand for preventive services, which are an essential part of the City's efforts to support families and keep children safely at home when possible. Preventive services also help reduce the use of more costly foster care services, and we urge the Mayor to baseline funding for the 1,000 additional slots in FY 2008-09.

Finally, FPWA urges the City to use the upcoming RFP, through which the City will be issuing new contracts for preventive, foster care, and residential care services, as an opportunity to institutionalize critical improvements to the system. For example, the reduced caseloads for preventive services and the 1,000 additional preventive services slots, both of which were funded last year, are extremely important to the successful operation of preventive service programs across the City. It is essential that these advancements be made permanent elements of the system, rather than year-to-year funding initiatives at risk of being cut in each year's budget dance. The City also has an opportunity to build upon these improvements in its RFP process, such as extending reduced caseloads to foster care caseworkers as well. With the needs of vulnerable children at stake, we must do all we can to ensure that the child welfare system has the resources it needs to strengthen families and keep children safe.

### **Income Security**

FPWA has a long-standing commitment to a solid safety net and supports for low income families. We also sponsor the Welfare Reform Network (WRN), a collaborative of New York City advocates, service providers, policymakers, and current and former public assistance recipients. WRN is committed to promoting policy and budget decisions that enhance social welfare and economic justice goals. FPWA and WRN seek to empower people by giving them the tools and opportunities they need to permanently rise out of poverty.

We ask the City Council to restore \$1.5 million for the Emergency Food Assistance Program (EFAP) for food pantries funded through the Human Resources Administration (HRA) that is once again missing from the Mayor's Financial Plan. The following statistics demonstrate the urgent need for increased EFAP funding in FY 09:<sup>11</sup>

- There has been a 24% increase in those relying on Emergency Food Programs (EFPs) since 2004, which is now up to 1.3 million City residents.
- An increased percentage of those using EFPs are working full-time (57%) and have attended college (24%), demonstrating increased cost of living.
- About 46% of EFP participants receive Food Stamps – up from 31% in 2004. The average monthly Food Stamp benefit is only \$147 per month. Since this is not nearly enough to cover the costs of food, 24% of EFP households run out of Food Stamp benefits in one week or less, 60% run out in two weeks, and 84% run out in three weeks.
- Federal funding for The Emergency Food Assistance Program (TEFAP) has been severely cut, resulting in a shortage of 12 million pounds of food in NYC in the last year alone.

We also ask the City Council to add \$15.9 million in funding for the Job Training Participant (JTP) program to create 1,500 new positions for welfare recipients. As a transitional jobs model, JTP positions offer a paid work experience with regular education, training and skills development. FPWA recommends the expansion of this program beyond the Department of Parks and Recreation and the Department of Sanitation, and into the following City agencies with demonstrated career pathways: 1) Health and Hospitals Corporation, 2) Department of Education, and 3) Department of Citywide Administrative Services.

In addition to offering more JTP positions, FPWA also urges HRA to make significant policy changes to increase overall access to education and training for public assistance recipients, helping people gain access to jobs that lift them and their families out of poverty permanently. The State Office of Temporary and Disability Assistance (OTDA) has directed all local districts to increase the numbers engaged in education and training activities by 20% by January 2009. In addition, changes in the Final TANF Rule, which take effect on October 1, 2008, allow participation in four-year and advanced degree programs to count within the definition of

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<sup>11</sup> Hunger Safety Net 2007, Food Bank for New York City; available at: [www.foodbank.org](http://www.foodbank.org).

“Vocational Educational Training,” along with one hour of unsupervised homework for each hour of classroom time. Therefore, HRA should greatly expand efforts to link more individuals to education opportunities and take full advantage of the changes in the federal rules.

We are very concerned about the strategies in the Mayor's Preliminary Budget to achieve savings through welfare caseload declines, case closures, and grant adjustments. For example, for FY 09 the Mayor's Budget projects: \$8.3 million in savings from cash assistance re-estimates (resulting in a decrease of over 7,000 individuals receiving assistance between December 2007 and June 2008); \$1.2 million in savings from the child support initiative that will increase earnings and child support collections; \$2.4 million in savings from implementation of a new system to generate employment and income verification matches; and \$4.8 million in savings from accelerating the implementation of administrative fair hearing decisions to reduce or close cash assistance cases. In total, this is a savings of \$16.7 million generated by cutting back the caseload. The city looks to be on the verge of a recession, HRA should be constructing caseload projections based upon factors such as increasing unemployment, decreasing earnings and decreasing availability of non-governmental resources. It is crucial to remember that although there are approximately 347,000 individuals (only 5% of the total population) receiving welfare<sup>12</sup> in New York City, there are close to 1.5 million people (nearly 20% of the total population) living below the federal poverty level.<sup>13</sup>

### **Workforce Development**

FPWA has recently expanded its Policy, Advocacy and Research department to create a workforce development portfolio dedicated to expanding the education, training, job preparation, and career advancement needs of low-income households. We are particularly concerned about those populations often underserved by existing workforce systems. This includes those facing greater barriers to economic security, such as welfare recipients, low-skill and low-income working adults, single parents, disconnected youth, previously incarcerated individuals, immigrants, those with limited English proficiency, domestic violence survivors, and people with disabilities, mental health and/or substance abuse issues.

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<sup>12</sup> NYC Human Resources Administration (HRA) Facts: January 2008; available at: [http://www.nyc.gov/html/hra/downloads/pdf/hrafacts\\_2008\\_01.pdf](http://www.nyc.gov/html/hra/downloads/pdf/hrafacts_2008_01.pdf)

<sup>13</sup> U.S. Census Bureau 2006 American Community Survey (ACS); available at: [www.census.gov](http://www.census.gov)

We urge HRA to work in closer collaboration with the Department of Youth and Community Development (DYCD), the Department of Small Business Services (SBS), and CUNY to expand welfare recipients' access to the following: Adult Literacy Services, including adult basic education, ESL, and GED preparation classes; services offered by the Workforce 1 Career Centers, including Individual Training Account (ITA) vouchers for training, job placement and career advancement services; and opportunities to enroll in two-year and four-year degree programs at CUNY schools, particularly those that offer specialized academic and career counseling services and accommodate the schedules of non-traditional students.

FPWA also urges the City Council to make an investment in Contextualized Adult Literacy programs that blend basic literacy with vocation-specific training, often through the use of technology and collaborative teaching methods. These programs have proven effective in accelerating participants' progress on their career path, particularly for those with limited English proficiency, who can learn speaking, reading and writing skills in the context of training for a particular trade. These classes should be made available to welfare recipients, particularly since they provide an opportunity for them to participate in an educational activity as a core activity for up to 12 months, since it clearly fits within the definition of "Vocational Educational Training." Expanding access to contextualized adult literacy classes for welfare recipients would also help us achieve the 30% statewide maximum number of recipients that can be engaged in this activity at any given time.

## **Conclusion**

We thank you for the opportunity to testify and for your historical commitment to making restorations to vital programs and services for New York City's most vulnerable residents and low-income communities. We hope that you will seriously consider our budget priorities and concerns about the Mayor's Preliminary Budget for FY 09 when making decisions during this year's budget negotiation process.



**FEDERATION OF  
PROTESTANT  
WELFARE AGENCIES**

*For 85 years, the Federation of Protestant Welfare Agencies (FPWA) has been a leading policy advocate for individuals and families served by our almost 300 member human service agencies and churches in and around New York City.*

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## **Enrollment in New York City's Publicly-Funded Child Care Centers: The Need for Collaboration**

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### ***Introduction***

In the past year, the issue of under-enrollment facing publicly-funded child care centers across New York City has been attracting increased attention. "Under-enrolled" centers are those that have contracts with the City to provide subsidized child care for a certain number of children, but are struggling to enroll enough children to meet their contracted capacity. Recognizing the need to fill these child care slots, the New York City Administration for Children's Services ("ACS") has been reaching out to centers and helping them resolve this issue. Although the situation has improved, the recruitment and enrollment of new children remains an ongoing challenge for many centers.

The Federation of Protestant Welfare Agencies ("FPWA") agrees that vacancies in child care centers represent a wasteful expense for New York City and an inefficient use of slots that should be filled by children in need of subsidized care. We also recognize that under-enrollment is a complicated issue and may not simply indicate reduced demand for services or insufficient outreach by providers. Therefore, FPWA strongly supports ACS' continued collaboration with existing child care centers in understanding and addressing the range of issues that affect enrollment. This support will assist centers in continuing to operate and provide quality child care services to children and families in New York City.

To assist in this effort, we have identified a number of systemic factors which currently impede the ability of child care centers to enroll children, as well as specific policy recommendations for addressing these issues.<sup>1</sup>

***FPWA promotes the social and economic well-being of greater New York's most vulnerable by strengthening human service organizations and advocating for just public policies.***

## Factors Affecting Enrollment

### Child Support Requirement

***The requirement in New York State to pursue court-ordered child support as a condition for receiving subsidized child care has kept many families from enrolling their children in child care programs. Parents are wary of being forced to seek child support for a variety of reasons related to the health and safety of their families.***

In New York City, the State-imposed child support requirement has had a negative impact on the ability of low-income families to access subsidized care.<sup>2</sup> Parents are unable to comply with this requirement for a number of reasons, including:

- Missing days of work to appear in court and engage in the process of pursuing a child support order can compromise the job security of low-income parents, many of whom do not have the benefit of paid leave.
- Pursuing court-ordered support may disrupt existing informal or voluntary support arrangements and place an unnecessary strain on relationships with the absent parent.
- Parents with a history of domestic violence may resist any interaction with the non-custodial parent for fear of exposing their families to potentially abusive situations. Although there is a good cause exemption for situations in which the pursuit of child support would “adversely affect the health, safety or welfare” of the child or other persons in the household, the application of this exemption is extremely difficult for both child care workers and parents to understand.<sup>3</sup> The result is that parents in this situation are scared away from accessing subsidized child care assistance.

According to a survey of 86 ACS child care centers in Brooklyn and the Bronx conducted by the Welfare Reform Network’s Child Care Committee, three out of four center directors said that the child support requirement had resulted in the loss of single-parent applicants. Of the directors who were able to provide an estimate of the percentage of applicants lost, estimates were as high as 75%. The average estimated loss was 38%.<sup>4</sup>

The impact of this requirement goes far beyond its effects on the enrollment numbers at child care centers. Without subsidized child care, parents are forced to place their children in the only care they can afford, which may mean a compromised level of safety and a learning experience that falls far short of high-quality, developmentally appropriate care. Parents also lose the reliability of a subsidized care arrangement for their children, which can jeopardize their job security and the financial security of their families. This is particularly critical now that more low-income single mothers are entering the workforce.<sup>5</sup>

Eliminating the child support requirement would enable more families to access subsidized child care, allowing more low-income parents to work and placing more children in quality early learning programs that are crucial to their future success. Given Governor Spitzer’s commitment to improve educational outcomes for children, as evidenced by the creation of the Children’s Cabinet and the expansion of Universal Pre-Kindergarten, now is the time to express our concerns about the harmful impact of the child support requirement. Although New York City originally requested a waiver from the requirement and most recently called for changes to its implementation, FPWA urges the City to

join advocates, providers, and families in a continued effort to lobby New York State for an outright repeal of the child support requirement.

#### **Outdated Income Guidelines**

***According to regulations from the New York State Office of Children and Family Services, the income guidelines used to determine the eligibility of families for child care assistance must be updated every year based on the federal poverty level. However, because ACS does not consistently disseminate and publicize new income guidelines on a timely basis, families who would be eligible under new guidelines may not be able to access subsidized care.***

The income guidelines used to determine eligibility for child care assistance in New York City are based on the federal poverty level and family size. To qualify for subsidized care, a family of two must be under 275% of the federal poverty level, a family of three must be under 255% of poverty, and a family of four or more must be under 225% of poverty.<sup>6</sup> The new federal poverty level is released each year and, according to State regulations, the income guidelines must be updated to reflect this on June 1<sup>st</sup> of each year.<sup>7</sup>

However, because ACS does not always issue revised income guidelines according to the required timeframe, many programs and potential applicants operate on outdated guidelines that shut out families who are actually eligible for care. In April 2007, ACS notified providers of changes to the guidelines based on the 2006 federal poverty level, *ten months after the revised guidelines should have gone into effect*. Furthermore, a recent review of the 2005 and 2006 ACS Child Care Fee Schedules by the Welfare Reform Network's Child Care Committee revealed inconsistencies between the child care fees charged and the City's stated formula for determining those fees. Although ACS has taken some steps to remedy these issues in its 2007 Fee Schedule, the agency must consider that incorrect or inconsistent information regarding income eligibility guidelines or required child care fees will prevent families in need from accessing care. ACS should make every effort to ensure that guidelines are revised on time and distributed widely (including online publication) and that providers have access to up-to-date, accurate fee schedules.

There is also concern that the current income guidelines do not adequately cover all working families in need of subsidized care. Child care is a major obstacle to employment for parents and can have particularly serious implications for the economic security of working families. We commend New York City for extending subsidized child care to families over 200% of poverty and for implementing a 10% cap on the amount of gross annual income that a family must pay towards child care fees.<sup>8</sup> However, FPWA believes that the income guidelines should be raised such that *all* families under 275% of the federal poverty level qualify for subsidized care, *regardless of family size*. This would allow more working families to take advantage of child care assistance. It would also protect more families who qualify under existing income guidelines from being bumped out of eligibility altogether due to marginal increases in family income.

While we call on New York City to raise the income eligibility guidelines for subsidized child care, we realize that the City cannot do this alone. Therefore, we urge the State to devote more money to the New York State Child Care Block Grant ("NYSCCBG"), the primary funding source for subsidized child care assistance in local counties. We further recommend that the current restriction limiting the use of NYSCCBG funds to families under 200% of poverty be changed to allow counties to use this funding for families with incomes up to 275% of poverty.<sup>9</sup> An increase in funding and a higher

income eligibility ceiling would provide much-needed support for New York City's overall child care system and allow the City to reach even more working families.

### **Administrative Limitations**

***New York City's system for enrolling children in child care is a cumbersome, paperwork intensive process that is often marked by inefficiency and inconsistent procedures.***

There are a multitude of administrative problems confronting the child care enrollment process, including but not limited to:

- inconsistent operating procedures across ACS Child Care Resource Areas which cause application processing delays<sup>10</sup>;
- data entry errors resulting in discrepancies between ACS enrollment records and the centers' own accounts;
- communication lapses between ACS and providers, such as the failure to inform providers of upcoming recertification deadlines for families; and
- ongoing problems with the transfer of the Human Resources Administration's child care program to ACS, which often leaves providers with incomplete or conflicting information regarding the eligibility status of public assistance families.

Providing a specific framework for solving the many administrative issues afflicting the system is beyond the scope of this paper. Resolving these issues requires input from all stakeholders and a comprehensive evaluation of the delivery system as a whole. ACS and child care centers must work together to identify problem areas and develop a process where families enter the child care system with minimal disruption to family life and greater administrative ease.

ACS has already taken a step towards developing strategies for system-wide administrative change with the launch of its Eligibility and Enrollment Initiative. This initiative, prompted by ACS' "Rethinking Child Care" plan and implemented in the Bronx in January 2006, demonstrated that enrollment at child care programs can be increased as a result of strategic procedural reform.<sup>11</sup> With an emphasis on community-based enrollment, the initiative allowed parents to enroll children at the center of their choice rather than going to an ACS Child Care Resource Area. New, simplified application forms were put into use and child care providers were trained in the provision of on-site eligibility services. To reduce time lags in the application approval process, special attention was directed towards Resource Area procedure as well. Practice modifications included assigning caseloads of specific programs to Resource Area workers, devoting time each week for these workers to discuss pending enrollment applications with individual programs, standardizing the application review process, and increasing the number of re-certification cases handled by mail.<sup>12</sup>

These streamlined procedures resulted in a 13% increase in enrollment at participating child care centers in the Bronx. The initiative was also completed in Manhattan and in Queens, which demonstrated an 8% increase in enrollment, and is underway in Brooklyn and Staten Island. Currently, ACS is reporting enrollment rates of 89% to 93% across the five boroughs, due in large part to these efforts.<sup>13</sup>

Although the Eligibility and Enrollment Initiative has been successful, more work is needed to address outstanding administrative issues and to create a seamless process for enrolling families in child care. FPWA encourages ACS to use the initiative as a stepping stone to more comprehensive



administrative reform, perhaps by creating a collaborative, working group process that includes both ACS and centers. The goal would be to evaluate the enrollment process and devise a system that facilitates speedy application approvals, accurate recordkeeping, and an active exchange of information that allows centers and ACS to provide the best eligibility assistance possible to families in need.

The Eligibility and Enrollment Initiative also illustrates that ongoing support and resources are critical for sustaining any changes in enrollment practices. For instance, while it has many benefits, on-site eligibility work is an added responsibility for already overworked center directors and staff members. Centers need additional staff and specialized training in order to take on these new responsibilities. Without a continuing investment of resources, improvements in practice are unlikely to survive beyond short-term "initiatives." As it implements the changes necessary to streamline the enrollment process for children and families, ACS must ensure that centers and Resource Areas have the tools they need to function successfully.

#### **Lack of Information for Parents**

***Poor distribution of information through 3-1-1 and other City sources makes it extremely difficult for parents to acquire complete and accurate information about child care programs and/or the application process.***

Many parents seeking information on local child care programs for their children encounter great difficulty in obtaining this information. Operators for the City's information hotline, 3-1-1, are responsible for fielding questions on publicly-funded child care programming, but are not always equipped with complete or correct information regarding location, number of vacancies, or service offerings for particular centers. Online information resources are also limited. Although ACS has posted a list of contract child care programs on its website, the information has multiple shortcomings:

- the data is irregularly updated, with the most recent updates made in January and June 2007;
- the entry ages for programs are not listed, making it impossible for parents to know whether a center's "infant/toddler" category applies to children under age two; and
- it is not easily searchable.<sup>14</sup>

ACS should make information about child care programs in New York City more easily accessible for parents. The agency must ensure that 3-1-1 operators and other outreach personnel are properly trained to provide parents with the best information available regarding local child care programs. While we understand that real-time information on the number of vacancies in child care centers is difficult to maintain, we encourage ACS to continue working towards making this data readily available to parents seeking subsidized care. Online resources should also be expanded and improved. To be truly effective and helpful to parents, any online list of child care programs must be continually updated, user-friendly, easily searchable, and comprehensive, with the inclusion of vital information such as addresses with cross streets and entry ages for programs.

In addition to ensuring that parents who seek out ACS informational sources receive the information they need, FPWA also encourages the agency to strengthen its active outreach efforts. Low-income parents, who are often struggling with a myriad of issues related to employment, transportation, housing and food security, may not know how or where to access information on subsidized child care. Direct mailings, community postings, and ACS-sponsored informational fairs or open houses in each borough would go a long way towards providing parents with easy access to important information on child care arrangements for their children. The agency should also consider reinstituting an annual enrollment campaign each Spring, featuring increased marketing and outreach. This was a practice used

successfully in past years to encourage parents to enroll their children in early care programs in anticipation of student turnover in the Fall.

Lastly, ACS should work with centers to create enrollment strategies tailored to meet the needs of particular groups, including hard-to-reach, under-served, and high-need populations. ACS has already demonstrated its willingness to engage in targeted outreach with its recently released plan to increase the enrollment of public assistance families. Key components of the outreach plan include providing information on ACS contract child care programs to parents in Job Centers, mailing information directly to public assistance families currently using informal care, and re-training Job Center staff on the child care enrollment process for their clients. In the future, the agency hopes to bolster these efforts by offering tours of child care sites and informational focus groups to parents utilizing Job Centers. Furthermore, child care centers will receive necessary assistance with marketing, monitoring reservations, and general trouble-shooting, as well as access to an ACS Central Office liaison.<sup>15</sup>

We support ACS in this effort to ensure that one of New York City's most vulnerable populations has access to child care services, and we encourage the agency and centers to use this as a model for reaching other communities in need. For example, immigrant families in New York City face a variety of obstacles in accessing subsidized care, including general unfamiliarity with the child care system, language barriers, and fear that interaction with the City will somehow jeopardize parents' immigration status.<sup>16</sup> Targeted outreach strategies employing specialized marketing and training for program staff on specific community or cultural needs are necessary to ensure that immigrant families and other hard-to-reach populations receive the child care services they need.

#### **Shifting Landscape**

***Changing trends in other publicly-funded early education programs, including the rising predominance of public school kindergarten and the creation of the Out-of-School Time program, have greatly affected enrollment patterns in New York City child care centers.***

Public school kindergarten has become the norm, and consequently, numerous child care programs which previously hosted kindergarten classrooms have lost the enrollment of five-year-old children. However, some program contracts still assume the need for all-day kindergarten classrooms in early care centers even though they are increasingly difficult for providers to fill. Furthermore, the implementation of the Out-of-School Time program in 2005, which involved the transfer of funding for school-age care from ACS to the Department of Youth and Community Development, resulted in the loss of enrolled school-age children in child care centers across the City.<sup>17</sup> This transition also led to the withdrawal of many preschool-age children, whose older siblings could no longer attend ACS center-based school-age care.<sup>18</sup> Working parents simply could not afford the time and inconvenience of enrolling their children in separate programs.

In anticipation of a changing child care landscape, the "Rethinking Child Care" plan emphasized the emerging opportunity for publicly-funded centers to "age down" by taking on the care of children under age three.<sup>19</sup> The shortage of subsidized care for infants and toddlers in New York City, coupled with open classroom space in some centers, suggests that the increased enrollment of younger children in centers may be a natural fit. However, "natural," in this case, does not mean "easy." Preparing centers to take on the care of younger children requires significant additional work. In some instances, centers may need assistance with restructuring classroom age groupings

to accommodate younger children. In other situations involving the care of younger children, centers may face a variety of hurdles, including:

- re-configuring space;
- re-fitting classrooms with equipment appropriate for younger children;
- amending center licensing agreements to allow for infant/toddler care;
- training in infant/toddler best practices for existing staff; and
- recruiting new staff to satisfy the higher staff-to-child ratios required by health and safety regulations.

Centers need extensive technical assistance, as well as a known and manageable process for obtaining funding, in order to accommodate this transition and the necessary programmatic changes. We also recognize that the City needs adequate support from the State in order to invest in changes that allow the subsidized child care system to better serve the needs of families. FPWA again urges the State to increase funding for the New York State Child Care Block Grant.

#### **Changing Communities**

***The changing needs and populations of certain communities may affect the number of children in need of subsidized care in the vicinity of some child care centers.***

Shifting demographics, including trends such as gentrification and population aging, may have affected the demand for subsidized child care in certain communities. The distribution of child care services should accurately reflect the level of need, and ACS should continue exploring this issue and developing comprehensive strategies to assist centers in coping with these changes. However, we encourage ACS and the City to carefully examine the distribution of need and ensure that an inability of low-income families to access subsidized care is not mistaken for an absence of need.

## ***The Future of Universal Pre-Kindergarten and its Impact on Enrollment***

With the City receiving roughly \$60 million in additional State money devoted to Universal Pre-Kindergarten ("UPK") this year, the goal of providing all four-year-olds with a quality early learning experience appears closer than ever.<sup>20</sup> The City has already taken steps to broaden pre-kindergarten programming, soliciting applications from community-based providers for new and expanded UPK contracts in February and May 2007.<sup>21</sup> The City Council also added \$5 million in funding in New York City's budget for Fiscal Year 2007-08 for full-day pre-kindergarten programming in ACS-contracted community-based sites.<sup>22</sup> To ensure these efforts to expand pre-kindergarten services are successful, the promotion of UPK enrollment in child care programs will be essential.

Community-based organizations ("CBOs"), including CBO-operated, ACS-funded child care centers, are a major partner in the effort to deliver much-needed UPK services to children. In 2004-05, 62% of children enrolled in Universal Pre-Kindergarten in New York State received pre-kindergarten services in community-based settings, including over 600 sites in New York City.<sup>23</sup> CBO programs offer many benefits, including the availability of extended day and year-round services and an early childhood environment that may be more developmentally appropriate for some children than the elementary school setting. Extended day and year-round services are particularly important for working parents, who need care for their children outside of the public school "full" day program, which lasts only 6 ½ hours and is limited to the ten months of the year when public schools are in session. Pre-kindergarten classes at CBO sites also typically have lower student-to-teacher ratios, allowing for more individualized instruction and greater attention to family and culturally-specific needs.

In order to ensure that children are enrolled in these programs, the City must take adequate steps to inform parents of the full range of pre-kindergarten options, including the availability of these services at CBO-operated, ACS-funded child care centers and other CBO programs. To accomplish this, the City needs a streamlined UPK enrollment process that provides parents with information on the different choices in program settings, as well as a centralized application that can be used to enroll children in CBO programs or schools. Accurate information is integral to encouraging parents to enroll their children in UPK programs at CBO sites. Working parents need to know that CBOs offer extended day and year-round services that may better fit their schedules and that choosing a CBO program will not affect their ability to later enroll their children in the public school kindergarten class of their choice. With easy access to the right information, parents who need the specialized services that CBOs provide will be able to make an informed decision.

## Conclusion

Centers cannot continue to host unfilled slots at a time when New York City is experiencing significant unmet need for child care assistance.<sup>24</sup> However, center vacancies do not automatically mean that the City's obligation to families in that community has been fulfilled. The City should not take on the expense of redistributing slots without first doing all it can to support existing programs. These programs have already invested a tremendous amount of resources over many years in developing high-quality early care services and strong ties to communities.

FPWA understands that ACS is working hard to implement systematic changes that will ease the enrollment process for both families and providers. Recognizing the need to provide centers with clear guidance and direction, ACS reportedly plans to release a policy guide for full enrollment in the near future. This document will provide center directors and staff with information that is essential to creating a strong working partnership between programs and ACS, including expected enrollment goals, timelines for goal achievement, and available interventions for centers that need agency assistance. FPWA believes that the recommendations presented in this brief will strengthen ACS' existing efforts to improve enrollment in publicly-funded child care centers.

### **FPWA'S POLICY RECOMMENDATIONS**

- Continued State-level advocacy to rescind the child support requirement for families seeking subsidized child care;
- Timely release and widespread distribution of fee schedules reflecting up-to-date income eligibility guidelines and accurate child care fees;
- Increased efforts to resolve administrative issues currently hindering the enrollment process, combined with an investment of resources to support improved practices;
- Continued support for procedural reforms implemented through the Eligibility and Enrollment Initiative, including resources to support programs in providing on-site eligibility services and to assist ACS Resource Areas in maintaining a standardized application approval process;
- Support for enrollment in pre-kindergarten programs at community-based organization sites;
- Increased efforts to strengthen City informational sources, including an easily searchable, complete online list of child care programs and proper information for 3-1-1 personnel;
- Active outreach to communities, including an annual Spring campaign with increased marketing to promote child care enrollment for the Fall and targeted outreach strategies for hard-to-reach populations such as immigrant families;
- Technical assistance and funding for centers taking on infant/toddler care;
- Increased income eligibility guidelines such that families up to 275% of the federal poverty level are eligible for care, regardless of family size; and
- State-level advocacy for increased funding and a higher income eligibility ceiling for the New York State Child Care Block Grant.

With the needs of New York City's children and families at stake, ACS and child care centers must work together to maintain these centers as valuable fixtures in their communities.

## Endnotes

- <sup>1</sup> Much of the information presented in this brief was gathered through conversations with child care providers, community advocates, and representatives of the New York City Administration for Children's Services. FFWA expresses great thanks to all those who contributed their time and insight.
- <sup>2</sup> 18 NYCRR 4153(c); 05-OCFS-ADM-03.
- <sup>3</sup> 05-OCFS-ADM-03.
- <sup>4</sup> "Report on the Effect of the Court-Ordered Child Support Requirement on ACS Child Care Centers," Welfare Reform Network's Child Care Committee (2007).
- <sup>5</sup> Betsy Gotbaum and Nancy Rankin, "The Other Mothers" (May 14, 2006). Available at <http://pubadvocate.nyc.gov/news/ReadGotbaumsNewYorkTimesOp-EdonLow-IncomeWorkingMothers.html>.
- <sup>6</sup> Local District Child Care Plan for New York City (Effective 2004-2006).
- <sup>7</sup> 07-OCFS-INF-03 (This Informational Letter from the New York State Office of Children and Family Services directs counties to use the "state income standards" in determining eligibility for services; however, as the Letter indicates, the state income standards are based on the federal poverty guidelines.).
- <sup>8</sup> Local District Child Care Plan for New York City (Effective 2004-2006).
- <sup>9</sup> New York State Child Care and Development Fund Plan for FFY 2008-2009.
- <sup>10</sup> Child Care Resource Areas are ACS-operated offices that provide information on child care and Head Start programs and conduct certain eligibility and enrollment activities.
- <sup>11</sup> Ajay Chaudry, Kate Tarrant, and Julie Asher, "Rethinking Child Care: An Integrated Plan for Early Childhood Development in New York City," New York City Administration for Children's Services (October 2005).
- <sup>12</sup> Information provided by New York City Administration for Children's Services ("ACS").
- <sup>13</sup> "Testimony of Commissioner John B. Mattingly, Administration for Children's Services," before the New York City Council Committees on Finance, General Welfare and Women's Issues (March 15, 2007); Information provided by ACS.
- <sup>14</sup> "Directory of the Child Care Contract Agencies." Available at [http://www.nyc.gov/html/acs/downloads/pdf/childcare\\_contract\\_agencies.pdf](http://www.nyc.gov/html/acs/downloads/pdf/childcare_contract_agencies.pdf).
- <sup>15</sup> "Priority Enrollment for Public Assistance Families," Memorandum to Directors of Contract Child Care Programs, New York City Administration for Children's Services (August 21, 2007).
- <sup>16</sup> For a more complete description of the specific enrollment barriers affecting immigrant families, see Rasmia Kirmani and Vanessa Leung, "Breaking Down Barriers: Immigrant Families and Early Childhood Education," Coalition for Asian American Children and Families (forthcoming).
- <sup>17</sup> Frank Lombardi, "After-school change strain: Say shift from day care to PS cuts slots," THE NEW YORK TIMES (September 13, 2006). Available at [http://www.d1707.net/press\\_release5.htm](http://www.d1707.net/press_release5.htm).
- <sup>18</sup> Although vouchers are technically available to parents who want school-age services in ACS-funded centers, in reality, they are extremely difficult to obtain. As stated on the ACS website, "[f]unding for vouchers is extremely limited, and the wait for a voucher can be very long."
- <sup>19</sup> Ajay Chaudry, Kate Tarrant, and Julie Asher, "Rethinking Child Care: An Integrated Plan for Early Childhood Development in New York City," New York City Administration for Children's Services (October 2005).
- <sup>20</sup> "Statewide Prekindergarten Programs: 2007-08 Prek Funding Allocations," New York State Education Department. Available at <http://www.emsc.nysed.gov/nyc/UPK/2007-08/2007-08upkallocations.xls>.
- <sup>21</sup> "RFP #R0051: Universal Prekindergarten Services 2007-2010," The New York City Department of Education (February 2007); "Application for two and one-half hours of Universal Prekindergarten Services 2007-2010: Application #R0217," The New York City Department of Education (May 2007).
- <sup>22</sup> "City Council Fiscal Year 2008 Adopted Expense Budget: Adjustments Summary/Schedule C" (June 15, 2007). Available at [http://www.nycouncil.info/pdf\\_files/reports/schedule\\_c\\_rvs.pdf](http://www.nycouncil.info/pdf_files/reports/schedule_c_rvs.pdf).
- <sup>23</sup> "2004-2005 Universal Prekindergarten Program; Annual Report to the Legislature," New York State Education Department. Available at <http://www.emsc.nysed.gov/nyc/UPK/0405upkreport.htm>; "Strengthening and Expanding Prekindergarten in the Children First Reorganization," Child Care Inc. (2007).
- <sup>24</sup> William C. Thompson, Jr., Office of the Comptroller, City of New York, "Slots for Tots: New York City's Failure to Manage Daycare Enrollment" (April 1, 2003) (In 2003, this report estimated that approximately 46,800 children were on the waiting list for ACD child care.); Ajay Chaudry, Kate Tarrant, and Julie Asher, "Rethinking Child Care: An Integrated Plan for Early Childhood Development in New York City," New York City Administration for Children's Services (October 2005) (According to this report, there are roughly 275,000 children in New York City who are under age six and from families under 200% of the federal poverty level, most of whom are "potentially eligible" for subsidized care.).

# neighborhood family services coalition

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## members

Advocates for Children of  
New York  
BELL  
Brooklyn Bureau of Community  
Service  
Citizens' Committee for Children  
of New York City  
Church Avenue Merchants Block  
Association (CAMBA)  
Community Service Society of  
New York  
Council of Family and Child Caring  
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Goddard-Riverside Community  
Center  
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Harlem RBI  
HeartShare Human Services  
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Little Sisters of the Assumption  
Family Health Service  
New Settlement Apartments  
Community Services  
New York Foundling Hospital  
New York Urban League  
Services to Families  
SCAN New York  
Seamen's Society for Children  
and Families  
St. Raymond Community Outreach  
United Neighborhood Houses

## facilitator

Jim Marley

## staff director

Michelle Yanche

## staff associates

Ashok Kamal

Gigi Li

## staff assistant

Anneliese Simons

## TESTIMONY BEFORE THE NEW YORK CITY COUNCIL FINANCE AND GENERAL WELFARE COMMITTEES

March 10, 2008

### Re: The Executive Budget for FY '09- Preventive Services

Good Afternoon. I am Gigi Li and I am here to testify on behalf of the Neighborhood Family Services Coalition regarding the Mayor's Executive Budget for fiscal year 2009, as it impacts Preventive Services.

I would like to take this opportunity to recognize the leadership of Chair de Blasio and the General Welfare Committee on issues relevant to the welfare of the children and families of New York City. Your commitment to the provision of quality preventive services is greatly appreciated. Thank you for this opportunity to testify.

The Neighborhood Family Services Coalition (NFSC) is a group of service providers and advocacy organizations that is committed to the delivery of quality services for children, youth and families at the neighborhood level. Our overarching goal is to transform best practice into public policy – focusing in the area of preventive services and also youth programs, youth employment, and increasing community organizations' collaborations with public schools.

Neighborhood Family Services Coalition is also a member of the Preventive Services Action Network (PSAN), a coalition of non-profit advocacy and membership-based organizations dedicated on improving the quality of, and increasing access to neighborhood-based preventive services.

### Background:

The Child Safety Initiative added by the New York City Council in FY '08 was particularly crucial in strengthening the ability of preventive service providers to serve at-risk families and keep children safe by reducing the caseloads in general preventive programs to a nationally accepted average of 12 families to 1 caseworker. A smaller caseload allows workers to provide more intensive intervention, making it easier for caseworkers to better protect the children in their care, and is essential for caseworker retention. Unless and until we improve neighborhood services at the ground level, the capacity to reach and stabilize families will remain dangerously limited.

*To that end, we offer the following recommendations:*

- **Baseline funding for the \$4.2 million CTL to maintain preventive services caseloads at a ratio of 12:1 and baseline funding for the 1,000 slots added**

Only by maintaining caseloads of 12:1 can caseworkers give the attention necessary to protect children in very troubled families, who previously would have been placed in foster care. In addition, with nearly all preventive programs consistently operating at 100% utilization or higher, families should not have to be on a waiting list to receive critical services that include family counseling, mental health, education, and employment training. PSAN respectfully recommends that the Mayor continues his commitment to preventive services and adds funding for both the baseline and the 1,000 slots in the Executive Budget.

- **Maintain supervisor ratios at 5:1 for all general preventive service programs**

As agencies hire additional caseworkers to reduce ratios, additional supervisors are also necessary.

- **Fund COLAs in the human services sector**

The human services sector, including preventive services, has not received a COLA from the City since 2005. We advocate for regular COLAs, as DC37 city employees have received, that will allow the salaries of direct service providers to keep pace with inflation and improve recruitment of much needed staff to this critical sector. While we understand that the City Council is unable to add a Cost-of-Living-Adjustment (COLA) to the budget we urge the Council to use its oversight role to encourage the Administration to provide a COLA to these dedicated providers.

Lastly, ACS' upcoming Child Welfare Services with Community Coalitions RFP proposes to move the child welfare system forward utilizing multiple approaches, including IOC's Family Conferencing Model, a community-based approach through the Community Partnership Initiative, and evidence based practice. These recommendations are essential for preventive agencies to provide the level of responsibility that come with system-wide change.

Preventive services constitute a vital component in the network of services designed to strengthen families and invest in the future of our youth. We urge the Mayor and the City Council to work together to ensure that the adopted budget makes the investments necessary to ensure that every New York child has access to quality services in their neighborhoods.

On behalf of the Neighborhood Family Services Coalition, I thank you for the opportunity to testify.





## THE COALITION FOR ASIAN AMERICAN CHILDREN AND FAMILIES

New York City Council General Welfare Committee  
Administration for Children's Services FY 08-09 Budget Hearing  
March 10, 2008

Testimony of Zeyen Wu, Child Welfare Policy Coordinator  
Coalition for Asian American Children and Families

Hello, my name is Zeyen Wu, and I am here today on behalf of the Coalition for Asian American Children and Families. CACF is the nation's only pan-Asian children's advocacy group, and we are dedicated to improving the health and well-being of Asian Pacific American (APA) children and families in New York City. CACF works with over 35 community and social service organizations serving a multitude of different Asian ethnic communities in New York City.

I would like to thank Chairman de Blasio and the City Council General Welfare Committee for having us here today. The Asian Pacific American population continues to grow steadily in New York City, yet their needs and presence in the child welfare system are consistently overlooked.

**Background:** Asian Pacific Americans represent a diverse range of ethnic groups, cultures, languages, religions, immigration patterns, and socioeconomic statuses. This diversity has proven to be challenging to New York City's child welfare system. Asian Pacific Americans now account for over 12% of the total population and are a diverse population comprised of over 40 ethnic groups and 50 spoken languages in New York City alone.

*Connecting the Dots*, CACF's report on Asian Pacific Americans in the child welfare system, identified 14 Community Districts in 8 Neighborhood Networks with an Asian Pacific American population over 15%. Within these Neighborhood Networks, 82% of service providers surveyed in *Connecting the Dots* cited linguistic barriers as an issue in serving Asian Pacific American families, and 69% cited cultural barriers. Out of surveyed providers, 78% wanted to conduct more outreach to the Asian Pacific American community.

In addition, while the total number of families in the New York City child welfare system has decreased by 50% in the past decade, the percentage of Asian Pacific American families in this system has increased during that same time. Of the over 70 community based organizations contracted by ACS to provide child abuse preventive services, only 5 are Asian Pacific American serving, and they primarily provide services to the Chinese community. There are also no Asian Pacific American foster care agencies in the city.

**Statement of APA Community Needs:** There are many challenges facing families coming into contact with the child welfare system. For Asian Pacific American families accessing the system is a greater challenge due to specific barriers for services. These include:

**Informational barriers**

- ❖ Many APA families are unfamiliar with child welfare laws or even the concept of a child welfare system.
- ❖ Undocumented families may be afraid to access services even if they are eligible for them. In addition, social services are often stigmatized in the APA community. Families in need of family counseling, mental health, substance abuse rehabilitation, housing, or

employment services may be discouraged from seeking them out and not know how to access them.

### **Linguistic, cultural, and immigration related barriers**

- ❖ Despite ACS language access policies that require interpretation and translation services be provided to clients, many families still have problems communicating with caseworkers and accessing linguistically appropriate services.
- ❖ ACS and preventive service caseworkers are often unfamiliar with common child welfare issues that relate to APA families. Beyond differing child rearing practices, medical neglect due to lack of health insurance and/or traditional medicinal practices, lack of supervision as a result of parents' long work hours, and educational neglect related to having to contribute to family income, taking care of siblings, or not knowing mandatory attendance laws are also common issues.
- ❖ Many families have to travel long distances to find culturally and linguistically appropriate services. The APA population is widely distributed across the city, but most APA serving agencies are concentrated in a small number of neighborhoods.

**Recommendations:** While CACF is supportive of ACS' emphasis on community based services, more must be done to adequately meet the challenges facing the Asian Pacific American community.

### **Maintain existing funding for:**

- ❖ Fully fund the Child Safety Initiative at \$6.25 million to reduce preventive service caseload ratios to 12:1 and supervisory ratios to 5:1. The Council should continue to fund the \$4.2 million for caseload reductions, as it has dramatically improved service delivery at preventive agencies. In addition, these funds are matched 65%-35% by the state, so last year the city received more than \$8 million from the state due to its \$4.2 million investment. An additional \$2.05 million is also required to reduce supervisory ratios to match caseload reduction. With the expansion of preventive services staff, supervisory staff increase must proportionally match caseworker numbers at 5:1 to prevent burnout. This funding completes the Child Safety Initiative, allowing agencies to operate at full capacity after caseload reductions.
- ❖ Restore 1,000 additional preventive slots with 200 reserved for families with specific linguistic needs. These slots allow preventive programs, which usually operate at full capacity, to expand and serve additional families, especially in emerging communities.

While we recognize it is a difficult budget year, CACF supports additional measures that would increase access and services for the APA community. The following are priority needs that still need to be considered as vital to improve child welfare services for APAs.

### **Future initiatives:**

- ❖ Provide funding for organizations that conduct targeted community education for the APA community. Educational activities are a form of "pre-prevention" that is especially important in immigrant communities. CBOs often have community ties that ACS can leverage to reduce foster care placements and increase knowledge of available services.
- ❖ Increase funding for the Immigrant Services Division, especially to conduct greater outreach and translate ACS materials such as brochures, notices, and other documentation into more languages in a timely manner.

- ❖ Create a recruitment and admissions process for Community Partnerships and reimburse both ACS contracted and non-contracted agencies for their participation. Small non-contracted agencies can play a role in identifying the needs of specific communities, and are important to have in CPIs. Their limited capacity necessitates creating incentives for their participation in CPIs, which the pilot sites have shown take a significant amount of work to be successful.
- ❖ Create incentives and partnerships between ACS and local universities' schools of social work. Incentives include internships, loan forgiveness, or tuition subsidies for bilingual workers.
- ❖ Create tiered pay grades for bilingual preventive service workers. As these slots are difficult to fill, those with bilingual skills should receive a higher starting salary and higher pay grades within ACS and CBOs.
- ❖ Create a targeted Asian Pacific American serving unit within ACS. This department would cross-cut existing ACS divisions and provide services citywide to APA populations. An APA Unit would include:
  - Multilingual child protective staff assigned to APA child welfare cases.
  - Technical assistance to contracted agencies.
  - Assistance with language access concerns for other ACS divisions and contracted agencies.
  - Emergency and specialized services such as Family Preservation Program, Clinical Consultation Teams, Family Team Conferencing Staff, and Homemaker services.

I would like to thank the General Welfare Committee for its time, and we look forward to working with the City Council and ACS on these important issues.

**FOR THE RECORD**

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**New York City Council  
Preliminary Budget Hearing - General Welfare**

**March 10, 2008**

**Testimony Respectfully Submitted by,  
Christy Parque  
Executive Director**

Good afternoon. My name is Christy Parque and I am the Executive Director of the Homeless Services United. HSU is a coalition of sixty non-profit agencies serving homeless and at-risk children and adults throughout the five boroughs. I want to thank Chairman DeBlasio and all of the City Council members present here today for this opportunity to testify on our hopes for and concerns about New York City's budget for fiscal year 2009.

**Restore \$900,000 for short term rental assistance programs for single adults**

This program provides a small cash rental assistance to homeless, single adults that enables them leave the shelter and become stably housed, thus preventing re-entry into the shelter system. This small program provides an important safety measure for single homeless adults otherwise not eligible for rental cash assistance. Currently single adults who enter the shelter system are not eligible for the new cash rental assistance Advantage programs, unless under very specific circumstances. As you have done in the past, we ask that the Council restore this important funding supporting single adults to move from shelter back into the community.

**Ensure reinvestment of resources saved through shelter census reductions into systemic solutions for homelessness.**

The expected decline in the single adult shelter population will reduce costs by 2.5 million in FY08 and \$3.2 million in FY09. Additional closures of shelters, not unlike the closure of Camp LaGuardia and the sale of the property, will yield real savings that should be committed to investing in programs that prevent homelessness and support people from returning to the shelter system.

When Mayor Bloomberg released his bold five-year plan to end chronic homelessness, he made a commitment to utilizing the savings achieved through shelter census reductions to fund systemic solutions to homelessness, including prevention services and housing supports. While Homeless Services United applauds that important commitment, we think back to similar commitments made decades ago by mental health officials across the nation that savings derived from the closure of psychiatric hospitals would be

reinvested into community-based mental health services. That commitment was largely unfulfilled and many former patients of those hospitals now reside in our nation's shelters.

Luckily, New York State has a law that ensures savings derived from psychiatric hospital census reductions is, now, in fact reinvested in community-based services. It's a good law that has resulted in hundreds of millions of dollars of badly needed funding to support those that no longer live in State hospitals.

We ask for the City Council's support for efforts to ensure long-term accountability and transparency for the shelter resource reinvestment commitment Mayor Bloomberg made in 2004.

**Ensure regular Cost of Living Adjustments on Human Services Contracts.**

Our members and their staff provide important and vital services to New York. Stagnant government support and rising business costs make it increasingly difficult for social service agencies to recruit and retain staff, many of whom are formerly homeless or one paycheck away from being homeless. High turnover rates due to low wages and infrequent wage increases impede the quality of service delivery and create instability in communities and families.

On behalf of our member agencies and their staff who received the COLA increase in FY 07-08 (the first in six years), we want to thank the mayor and the City Council for your support and ask that we work together to make sure that those serving our City's poor, homeless, and at-risk residents receive the regular cost of living adjustments.

**Adjust government budget allocations for inflation regularly.**

The City budget process has no formal mechanism to adjust spending to meet the deflating spending power over time. Personnel services (PS) and Other Than Personnel Services (OTPS) continue to rise without any corresponding increase in the amount of money allocated for the program in the budget. Many of our members have not seen an

increase in some of their contracts in 13 years. We are calling for a process by which overhead and OTPS costs are regularly adjusted for inflation.

Increasingly, our members' City contracts do not sufficiently cover the basic operating expenses of an effective program. This reality has led to a disturbing trend in which New York City's non-profits are subsidizing core city services through private fundraising. Private dollars, which have historically been used to enhance core services for clients and to develop new and innovative service models, are now being used to support the base cost.

I 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 looks forward to working with you to realize solutions that will allow our members' vital programs to continue to provide our neediest neighbors with services that support and motivate them to thrive in the future.

March 10, 2008  
City Council Hearing  
General Welfare Committee  
Fiscal Year 2009 Preliminary Budget  
Testimony by Robert V. Hess



## **Introduction**

Chairman de Blasio, and members of the Committee, good afternoon. I am Rob Hess, Commissioner of the Department of Homeless Services (DHS). Joining me at the table are Steve Pock, DHS' Deputy Commissioner of Fiscal and Procurement Operations and Lula Urquhart, Assistant Commissioner for Budget and Audit. I appreciate the opportunity to testify before you today about Mayor Bloomberg's Fiscal Year 2009 Preliminary Budget and to provide you with an update on our efforts to achieve the goals of the Mayor's Five-Year Action Plan to reduce homelessness in New York City.

## **Prevention Starts in the Community**

For too many years shelter was viewed as the gateway to assistance rather than as a last resort. For some, shelter is necessary, but we also know that for many others, community-based preventive services are vital resources that keep families and individuals in their homes and in their communities.

HomeBase, DHS' homelessness prevention program, has proven to be exactly the type of resource needed to assist families and individuals in overcoming many problems that could lead to homelessness. In September 2004, DHS placed HomeBase in six community districts with high incidences of homelessness. Since its inception, the program has served over 8,400 families and individuals, 93 percent of whom have avoided entering shelter.

Take the case of Ms. S. just one of many HomeBase success stories. Ms. S. is a 24-year old mother of a newborn. When she came to HomeBase, she was eight months pregnant and residing in a single room with her 20-year old brother. The room had no hot water, refrigerator or cooking facilities. HomeBase helped the family locate a new apartment and assisted them in furnishing it. With the help of the incredible HomeBase partner, Baby Buggy, the family received all the supplies needed for a newborn. Through HomeBase, Ms. S. also secured employment and child care. Ultimately, HomeBase worked with Ms. S. to file a Section 8 application. In this case, and thousands of others like it, HomeBase works tirelessly to address the immediate housing crisis while, at the same time, working with clients to create a plan for permanency.

Recognizing the importance of these preventive services as a tool for reducing homelessness in New York City, DHS increased its commitment allowing us to expand the program citywide. These services go far beyond traditional prevention efforts in the community to include diversion of shelter applicants during the application process, and aftercare services for families and individuals who move out of shelter. Families who are diverted during the application process come to us seeking shelter because they don't know where else to go. Now we can give them the necessary resources to remain stably housed rather than being uprooted and placed in shelter. We also now have the ability to assist clients once they leave shelter, when they may be vulnerable. We are extremely excited about this true wrap-around approach to serving our clients. HomeBase programs also make effective use of the DHS allocation of Section 8 vouchers. These vouchers are being used to further assist with our efforts to keep families housed in their communities and to avoid shelter whenever possible.

For example, clients enrolled in the Work Advantage rental subsidy program — which I will discuss in greater detail in a moment — utilize HomeBase services once they are in the community. We recognize that there can be bumps in the road for clients as they re-enter independent living and we take precautions to make certain that support is offered throughout the process. So on the day of their lease signing, all Work Advantage clients are referred to

HomeBase for aftercare services, and DHS staff notifies HomeBase providers every time an Advantage participant moves into one of their communities. HomeBase providers regularly reach out to Advantage tenants through calls, mailings, and community events. Tenants are offered workshops on Earned Income Tax Credits, transitional benefits screenings, financial literacy, and career advancement. DHS provides a comprehensive packet to Work Advantage clients at lease signing and follows up with monthly newsletters in English and Spanish providing key telephone numbers, savings tips, and updates on resources.

Landlords are also an important customer of HomeBase aftercare services; they too receive regular mailings and can call for assistance to resolve tenant issues.

Our prevention efforts have also become an integral part of the work we do at PATH, our intake center for families with children. We have enhanced diversion services at PATH by revamping intake procedures to ensure that every applicant has the opportunity to see a prevention specialist and explore their options to entering shelter. We greatly expanded the services available through increased collaboration with sister agency HRA and doubled their staff on-site from 13 to 26. The prevention specialists can assist clients with rental arrears or restore Public Assistance benefits in order to preserve tenancy and are doing so at a rate of over 50 families per week. Our efforts to serve families do not end at intake. Beyond that, our HomeBase offices reach out to applicants placed in 10-day family conditional shelter to offer their services to avert shelter. Finally, our Resource Room, staffed with highly trained clinical social workers, counsel families who reapply for shelter to help them find resources in the community towards developing long-term housing goals. These comprehensive diversion efforts provide need-based services to our families and are targeted to help some 3,000 families avoid shelter every year, all while reinforcing the message that shelter is a last resort. I call that excellent progress.

Preventive services target the right resources to the right families. It's a new way of dealing with an old problem and takes some time to get used to for families who think shelter is their only option. But once they realize that shelter is not the only way to go, they often avail themselves of preventive services. Of course we recognize that no matter how many preventive services you have in place, there will be families who need emergency shelter. It is our mission to provide these families with temporary housing and other services to help them leave shelter as quickly as possible and remain stably housed upon their return to the community.

As a result of the city's financial commitment and the demonstrated success in preventing homelessness, I am pleased to report that DHS is the recent recipient of a \$426,000 grant from the New York Community Trust via the Mayor's Funds to Advance New York City to enhance homelessness prevention services.

### **Advantage New York**

Next month will mark the one-year anniversary of Advantage New York, the rental subsidy program we launched to replace Housing Stability Plus (HSP).

As you know, the centerpiece of the program is Work Advantage, which rewards clients for working, saving and moving toward long term self sufficiency. Perhaps the most innovative aspect is its built-in savings component to help the client prepare for a successful transition when the subsidy ends.

The beauty of Advantage New York is that it recognizes that one size doesn't fit all. Under Fixed Income Advantage and Children's Advantage, we provide rental assistance for two

special-need populations and transition these clients to Section 8 vouchers or other long-term housing support.

Last but not least, there is Short-Term Advantage, which assists homeless families and individuals who are working and have significant income but need one-time financial assistance to help them get back on their feet and move out of shelter.

#### **► Promising Results**

So far, the results of Advantage New York are promising. Since we first implemented the program, more than 3,300 families and individuals have utilized one of the Advantage subsidies to move out of shelter into permanent housing. Recent trends are encouraging. Since January 1, 2008, DHS has been averaging 100 weekly placements under the Advantage program. That's one lease signing about every 20 minutes of the business week. In fact, the past two weeks we have averaged 123 Advantage placements. Let us consider for a moment that during HSP, we were averaging 86 placements per week. And when Section 8 was the main exit strategy for moving clients out of shelter to permanent housing, we were averaging 73 placements per week.

DHS has been working hard to maximize our relationship with the real estate community to ensure a sufficient supply of apartments and to educate them about the new program. In the summer we held a brokers breakfast aimed at providing this community with basic information about the program and the various benefits available to them for participating. We also developed a brokers' newsletter to assist us with educating the real estate community about the program and the many benefits of participating in the Advantage.

#### **Reducing Street Homelessness**

As you may know, DHS recently announced the results of the annual citywide Homeless Outreach Population Estimate (HOPE). The HOPE survey is recognized by the U.S. Department of Housing and Urban Development as the national standard for counting street homeless individuals.

The HOPE 2008 survey estimates that 3,306 unsheltered individuals are living on the streets, a 12% decrease from 2007 and an amazing 25% decrease from 2005, the first year we did the HOPE Count in all five boroughs. This means that there 1,100 fewer people living on our streets today than in 2005. That truly is remarkable. During this same time period the number of single adults living in shelter has also reduced by 19%.

I would also like to take this time to thank the more than 1,700 HOPE volunteers who walked a total of 8,291 miles and surveyed more than 1,000 subway cars. Without them we would never be able to conduct this count and develop such an effective tool to evaluate our progress.

These results are a strong indicator that we are moving in the right direction and that the strategies we have worked so hard to develop are having a tremendous impact on street homelessness. We have worked to develop a new approach to street outreach, we have introduced Safe Havens for street homeless individuals and we continue to increase our coordination with the MTA.

#### **► Street to Home**

This past year, we completely redesigned our outreach efforts. In partnership with DOHMH, we issued a joint Request for Proposals (RFP) that resulted in the selection of borough-based outreach providers. To ensure accountability and to increase quality assurance with our outreach teams, DHS leads monthly StreetStat meetings. Providers and DHS review

data about street homeless, discuss areas of concern and share best practices. These meetings also provide an opportunity to increase collaboration between the many partners involved in the city's effort of reducing street homelessness.

In its six short months, *NYC Street to Home* providers have collectively placed 450 individuals with some of the longest histories—sometimes decades—of street homelessness into housing.

#### ► **Safe Havens for Those Who Reject Shelter**

At last year's Budget Hearing, I reported on the agency's plan to put the Safe Haven model into action. Well now we've done it. Simply put, the Safe Haven model provides street homeless individuals who choose to remain on the street rather than enter the shelter system with an alternative to shelter that has fewer rules and a more intimate atmosphere. What we know about those who choose to live unsheltered is that they have decided that the traditional shelter system does not work for them. Instead of trying to fit them into a model that works for others but not for them, we've once again created a model that moves beyond a one-size-fits-all philosophy. And with that, we are seeing results.

As Mayor Bloomberg stated in his 2008 State of the City Address:

And to press the battle against homelessness, we will establish nearly 500 beds for the toughest cases: Those who avoid the shelter system because they don't want to be bound by a curfew or forced into a substance abuse program. We can't be afraid to flip the conventional wisdom on its head when it comes to intractable problems like homelessness or poverty.

To date we have 208 Safe Haven beds in the DHS shelter system. It is our goal to meet the Mayor's commitment of having 500 beds in place by the end of the year.

#### ► **MTA Partnership**

Many homeless individuals seen on the streets also spend time in the MTA's transit systems. The MTA Connections Outreach Program has provided services to homeless individuals on subways, and in stations and terminals for many years. In 2007, the City and the MTA embarked on a partnership to better coordinate efforts on the streets and in the subways.

To further reduce street homelessness, the City and the MTA recently unveiled a new public education campaign called "Give Real Change," which is currently going up in subway stations and cars around the city. The spots inform subway riders that the best way to give homeless individuals on the streets or subways the kind of change they can really use is to call 311 to have an outreach team sent to help. The campaign emphasizes that New Yorkers can make a difference by joining the efforts already underway to house the homeless, not by giving them a handout. New Yorkers are compassionate and want to help but sometimes they just don't know how. The best way to help is to let us know. We recognize that some people will not accept services, but it is important for us to continue to engage those individuals who are living on the street and so we ask that the public work with us and make us aware whenever they see someone who is in need of assistance.

#### **Serving Veterans**

It is unacceptable to me that any man or woman who has proudly served this nation must call the street or shelter a home. We must do better and I believe that this Administration is

taking the necessary steps to ensure that our veterans will receive the housing they need and be treated with the dignity and respect they deserve.

It was exactly this commitment that led Mayor Bloomberg and the U.S. Department of Veterans Affairs (VA) to join forces in February 2007 to create Operation Home, a task force charged with developing a strategic plan to end veteran homelessness in New York City. Since the creation of the task force, we have moved 445 veterans out of shelter into permanent housing.

This past year DHS achieved the first significant milestone in establishing short-term housing for homeless veterans by renovating Borden Avenue Veteran's Residence. The Residence, formerly a shelter housing 410 veterans nightly in a congregate setting, was transformed into short-term housing for up to 243 men, and for the first time women.

DHS will continue to work in with the VA as well the Mayor's Office of Veterans Affairs to meet the needs of veterans and to move more and more of them into permanent housing.

### **Fiscal Year 2009 Preliminary Budget**

Finally, I would like to focus on the FY09 Preliminary Budget. For the current year, FY08, the Department's expense budget is \$786 million; for next year, FY09, the budget is \$656 million.

Of the \$656 million, \$298 million are city funds, \$ 205 million are state funds, \$118 million federal funds, \$4 million are grant funding, and \$31 million are intra-city funding. The \$656 million budget allocates \$260 million to services for single adults, \$336 million to services for families, and \$60 million to support services.

The DHS Capital Plan for the five year period of FY08 – FY12 is currently \$200 million. Capital projects for homeless families total \$112 million; projects for single adults total \$68 million; \$16 million has been allocated for support services; and \$4 million for City Council funded projects.

### **Conclusion**

Last year I testified before this committee about a series of exciting reforms being implemented by this agency. I know that it is too early to declare victory, but I have reason to be optimistic about the impact of these programs. As we reported earlier in the testimony, the number of unsheltered individuals living on our streets has decreased by 12% from 2007 and by 25% since 2005 and the number of single adults living in shelter continues to decline.

The average daily census for Adult Couples was 1267 in February, a 13% decline from its peak a year ago. The average daily census for Families with Children living in shelter was 7,756 in February and the fourth consecutive monthly decline. This is a 5% decline from the census of 8,128 in October 2007.

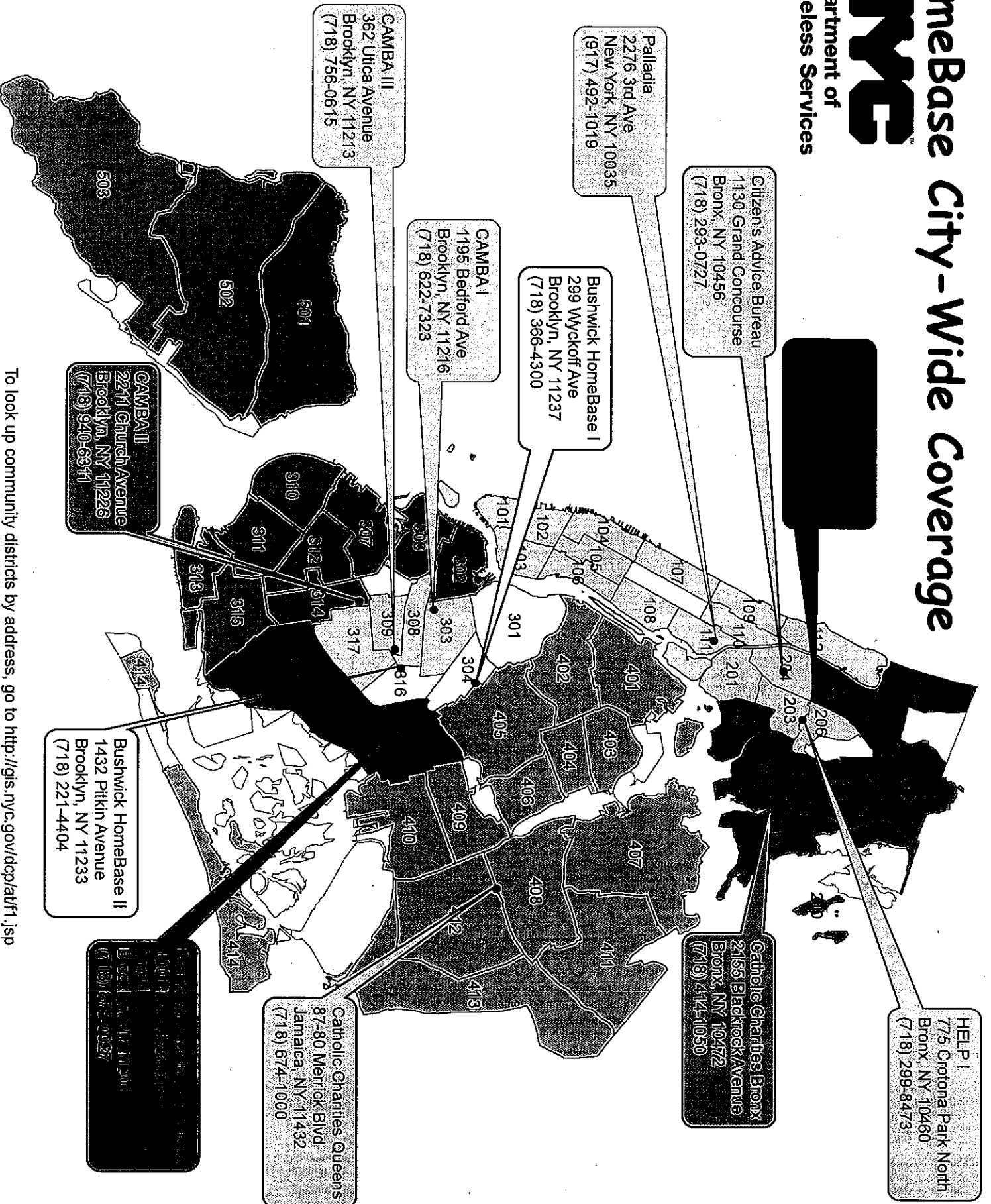
We talk a lot about the numbers, and we should, because as a government agency it is our responsibility to be transparent and accountable. But there is a lot that the numbers don't necessarily tell, like the fact that we are holding true to our promise to increase street outreach services and introduce innovative housing models for the chronically homeless or that we have created homelessness prevention efforts or enhanced the family intake system or fundamentally changed the culture of the shelter system to one that focuses on emergency, short-term use, and implemented the country's most generous rental subsidy programs to move families and individuals living in shelter to homes.

I look forward to working with members of this committee and your fellow colleagues on the City Council as we continue to move forward with our efforts to meet the Mayor's Five-Year

# HomeBase City-Wide Coverage

# NYC

Department of  
Homeless Services



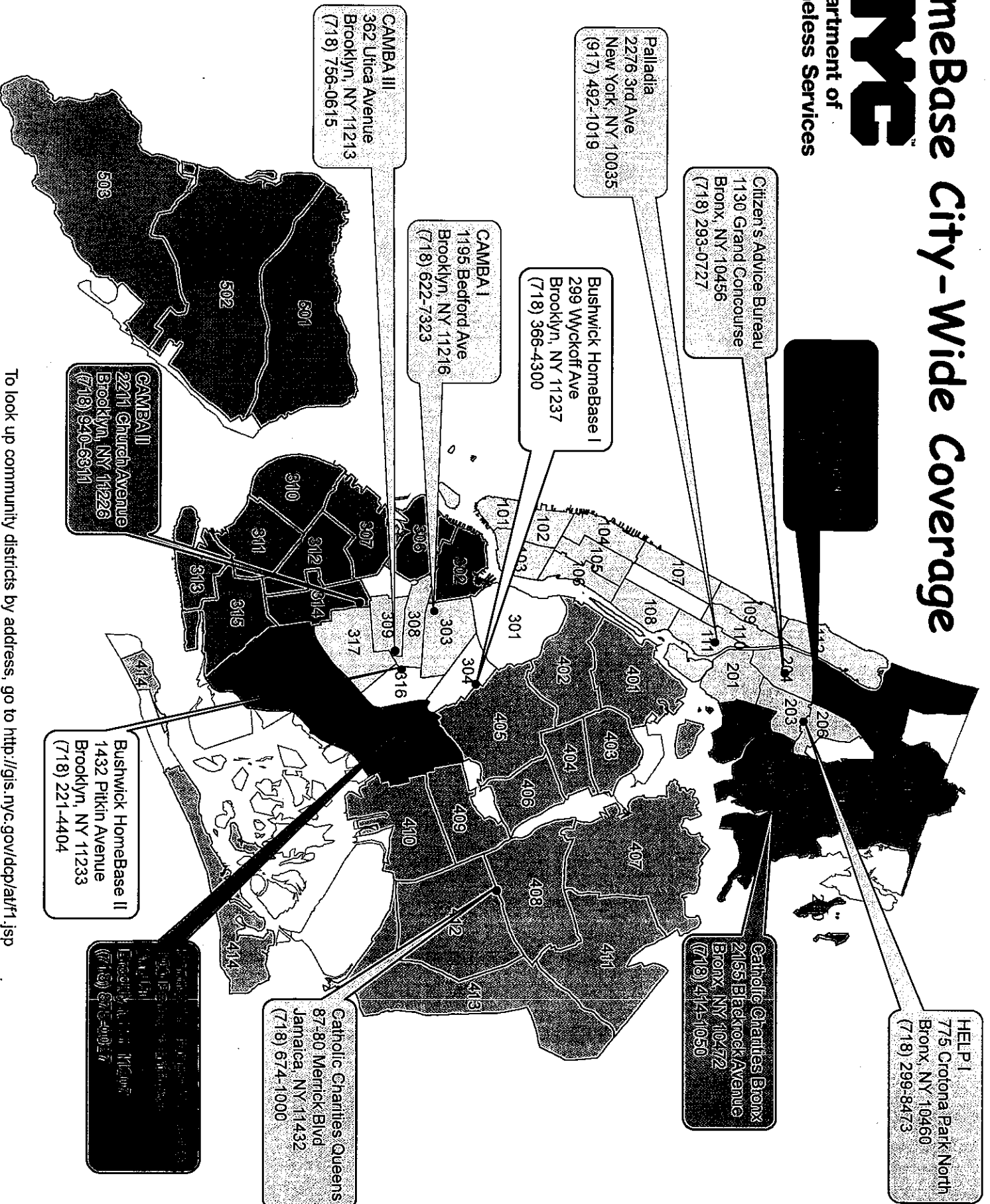
To look up community districts by address, go to <http://gis.nyc.gov/dcp/atf1.jsp>

Plan of reducing homelessness in New York City. Again, thank your for this opportunity to testify before you today on our continued progress and I would be happy to answer any questions.

# HomeBase City-Wide Coverage



Department of  
Homeless Services



To look up community districts by address, go to <http://gis.nyc.gov/dcp/at/r1.jsp>





Human Resources  
Administration  
Department of  
Social Services

## TESTIMONY

Robert Doar, Commissioner  
Human Resources Administration/Department of Social Services

*The Fiscal Year 2009 Preliminary Budget and the  
Preliminary Mayor's Management Report*

March 10, 2008

Last year, when First Deputy Commissioner Patricia Smith and I came before this committee, the fiscal picture for the City and the Agency was more promising. And although we now face more difficult fiscal circumstances, through Mayor Bloomberg's leadership, we have taken a prudent approach to adjust our spending. As part of this effort, HRA has reduced its budget by more than \$160 million over the next four years. If adopted, these reductions will not impact essential services.

Unfortunately, following the release of Governor Spitzer's 2009 Proposed State Budget, we have been forced to contend with the proposed shift in public assistance costs from the State to the City. As you know, the non federal share of the cost of Public Assistance benefits has for more than 60 years been shared equally between the State and City. This year, the Governor has proposed shifting the cost so that the City - - and other localities - - pay 4 percent more for Public Assistance benefits than the State. Our Office of Management and Budget estimates that this shift will cost the City more than \$45 million over the next two years. But more than the cost, I believe this shift could have a profound negative impact on the long-standing City/State partnership and on the delivery of services to the clients we serve. I hope the City Council will join us in doing everything we can to persuade the State Legislature to maintain its commitment to an equal partnership in this program.

Today, I would like to review some of our agency's accomplishments over the past year as well as our direction moving forward.

### **Cash Assistance**

During the past year, the Cash Assistance caseload has dropped by more than 22,000 persons, bringing the caseload for February 2008 to approximately 347,000 persons, a 45 year low. Under Mayor Bloomberg, the Cash Assistance caseload has fallen 25 percent. In addition, the ratio of job placements compared to the Cash Assistance caseload increased over the past year from 20.4 percent to 22.2 percent. Moreover, the percent of Cash Assistance cases engaged in employment-related activities increased for both family and adult cases compared to last year. The percentage of Cash Assistance cases that retained employment for 180 days also remained above 80 percent.

The continued decline in the Cash Assistance caseload is due in large measure to our strong focus on employment. In the last year alone, HRA recorded more than 77,000 job placements

and since Mayor Bloomberg came into office we have had more than 500,000 job placements. We are, of course, concerned about continuing that performance in the face of what may be a difficult economy and we urge lawmakers to consider carefully the impact of any proposed fiscal remedies on the availability of jobs for entry level employees.

### **WeCARE**

As the committee knows, our WeCARE Program provides an array of services that help Cash Assistance recipients whose physical or mental health condition poses a barrier to employment. I am pleased to report performance outcomes for wellness, jobs and disability awards have improved significantly each year. In fact, in January 2008 vendors had worked with clients to complete 726 wellness plans, a 35 percent increase from their performance in January of 2007. Similarly, employment placements went up by 30 percent from January 07 to January 08. Even more dramatic was a 43 percent increase in federal disability applications filed from 690 in January 07 to 987 in January 08. In fact, not only did the submission of applications rise but those awarded on initial application rose 67 percent and those on appeal by 34 percent.

Further, looking over the entire course of 2007, there were 8,978 Wellness Plan completions, an increase of 14.4 percent in one year. In addition, employment placements increased by 27.2 percent with 2,889 last year. Further, federal disability awards increased by an outstanding 108 percent from 2,035 in 2006 to 4,238 awards in 2007.

### **WORK SUPPORTS**

*(Food Stamps, Child Support, Health Insurance, and Substance Abuse Treatment)*

#### **Food Stamps**

We continue to make great progress in improving access to Food Stamp benefits. In 2007, the Food Stamp caseload had an increase of more than 33,000 persons bringing the caseload for December 2007 to 1,129,368 persons. We believe this increase was largely driven by an increase in the number of working Food Stamp recipients.

#### *Outreach*

We are continuing our efforts to speed the Food Stamp enrollment process. HRA's Food Stamp Nutrition and Outreach Program staff have expanded the number of WIC sites they are serving to 34 sites (up from 12 last year) and senior centers to 30 sites (up from 11 last year).

### *Community Partnerships*

We have continued to refine our partnership to allow community based organizations to submit electronically Food Stamp applications and the supporting documents. As of the end of February, nearly 900 Food Stamp applications were submitted from five soup kitchens and food pantries. Almost all of these applications were determined eligible, and the ability to submit the application in this way provided convenience to the applicant. In the last month, our Food Stamp outreach staff have been stationed three days during the week and on Saturdays at the Food Change tax preparation VITA site on 125<sup>th</sup> Street in Manhattan so that individuals coming for tax preparation assistance can also have a Food Stamp application, and the supporting documents, submitted on their behalf.

### *Simplifying the Application Process*

In February, we kicked off a new process to allow for an easier application process for working families. Working families applying for benefits at any of our Queens offices now can have their application interview done over the phone. In the first three weeks of using this process, we have found that these employed individuals appreciate the convenience the telephone interview offers. We will be expanding this application process to the rest of the City during the spring and summer.

### *Recertification*

Changes are also being made to make the recertification process easier. Letters will shortly be mailed to all Queens cases, working and not working, to offer a telephone recertification interview. We have piloted this process in two offices and are ready to expand it to the other boroughs. A mail process has also been introduced at the six month point for employed cases that will replace the interview requirement. As a result, working people will only have to be interviewed once yearly. These changes join the mail recertification process already in place for approximately 175,000 cases.

### **Child Support Enforcement and Engaging Non-Custodial Parents**

In 2007, the HRA Office of Child Support Enforcement (OCSE) collected a record \$620 million for families who need our assistance. This is an increase of 5 percent from the amount collected in 2006. In addition, 74 percent of all families known to OCSE now have a Family Court order directing the non-custodial parent to pay child support. Of the \$620 million

collected, \$580 million or 94 percent was given directly to the family, making child support collections an extremely important source of income for thousands of low-income families.

While we continue to be vigilant in using the tools provided to us to establish, enforce, and collect child support, we also recognize that not all non-custodial parents have the financial means to fulfill their obligation. Assisting low-income, low-skilled non-custodial parents in fulfilling their child support obligations is one important part of New York City's NYC Dad's initiative. By making our Child Support Enforcement Office better equipped to help non-custodial parents who are unemployed, returning from prison, or have a child support order amount that is beyond their ability to pay, we can help them better comply with their order and be better parents.

### **Health Insurance: Medicaid, SCHIP, Family Health Plus**

Enrollment in the Medicaid program continues at a very high level. As of December 2007, more than 2.6 million City residents are covered by public health insurance programs administered by HRA of whom 1.8 million are consumers not receiving Cash Assistance or federal Supplemental Security Income (SSI). An additional 145,000 children were enrolled in CHP B, the state health insurance plan for children up to age 19 who are not eligible for Medicaid. Through the Mayor's HealthStat Initiative, we continue to develop new partnerships to ensure all eligible children and adults are enrolled in public health insurance.

#### *Simplifying Enrollment*

Consumers have a wide variety of avenues for enrolling in Medicaid. Many enroll at one of our 19 Medicaid community offices. Many others enroll through facilitated enrollers, community based organizations, or Medicaid providers. We have continued our efforts to simplify the enrollment and renewal process as much as possible. In 2007, we worked with the State Department of Health to implement the renewal documentation easements contained in the 2007/2008 budget. Effective with renewals mailed in January, 2008, Family Health Plus consumers and fully eligible Medicaid consumers who do not require long term care are no longer required to document income and address changes at renewal. In the past year, virtually all applications from expectant mothers through the Pre-Natal Care Assistance Program were successfully submitted through our Eligibility Data and Images Transfer System. We are anticipating an expansion of the system to Facilitated Enrollers, nursing homes and hospitals later this year.

### *Health Insurance for Small Employers*

We also partner with business groups and health insurance brokers to promote lower-cost private health insurance options for working families. Over the last year, there has been more than a 20 percent increase in enrollment in Healthy NY, a program designed to encourage small employers with 50 or fewer employees to offer health insurance coverage to their employees and their families. Healthy NY is also available to eligible working uninsured individuals including sole proprietors. With financial assistance from the New York State Health Foundation, HRA is creating a web-based tool that will allow, for the first time ever, small businesses and individuals to compare the cost and benefits of Healthy New York and other private health insurance options. The tool will be launched by the end of 2008.

### *Medicaid Fraud and Abuse*

As part of our ongoing efforts to support the integrity of the Medicaid program, HRA's Office of Medicaid Provider Fraud and Abuse Investigation is working with the NYS Office of the Medicaid Inspector General to address fraud, waste and abuse committed by Medicaid providers. Since its official inception in July 2007, our Office of Medicaid Provider Fraud has initiated 28 audits of Medicaid providers in the categories of pharmacies, durable medical equipment suppliers and transportation providers. Of these audits, 13 have been completed and their findings have been forwarded to the State for review and sign-off. We are currently asking the State to expedite its process so that we can go forward in this important endeavor.

### **Substance Abuse: Managed Addiction Treatment Services (MATS)**

While WeCARE is our largest program for people with clinical barriers to employment, we have another initiative that provides case management services to individuals who have medical and/or mental health barriers to self-sufficiency.

High-dollar users of treatment services account for a large percentage of the expenditures for Medicaid funded substance abuse services. To address both the human and economic costs of treatment that often does not lead to recovery, the NYS Office of Alcoholism and Substance Abuse Services (OASAS) funded the Managed Addiction Treatment Services (MATS) program. MATS is designed to provide voluntary case management services to help high end users of Medicaid for substance abuse treatment. Working with our partners in the City Department of Health and Mental Hygiene, MATS has improved our existing assessment and referral process by providing case management in certain situations. Since we began operations in March 2007,

the three NYC MATS programs have reached their targeted caseload of 745. An OASAS analysis of almost 200 MATS clients who were enrolled in the program for at least six months concluded that there had been more than \$4 million in projected annual Medicaid savings. As a result of our success, OASAS is encouraging other localities that have been less effective to adopt the City's model.

### ***SUPPORTIVE SERVICES TO REMAIN IN THE COMMUNITY***

*(Supportive Housing, Long-term Care, Adult Protective Services, and Prisoner Re-entry)*

HRA has more than a decade worth of experience in helping families achieve self-sufficiency through personal responsibility. This is an important ethic, but for many elderly and disabled persons we need to recognize that this is not always attainable and that all of our support is needed so that they can safely remain in the community as independently as possible. No one program can take the support required in these cases on alone, but together and in collaboration with other agencies and contracted providers, we form a broad network of community-based supports.

### **HASA and Supportive Housing**

*NY/NYIII*

In November 2005, the City and State signed the NY/NY III Agreement that will result in the development of an additional 9,000 supportive housing units over ten years. The new agreement expands eligibility to include housing for additional target populations including chronically homeless single adults and families with mental illnesses, substance abuse disorders, disabling medical conditions or HIV/AIDS as well as young adults aging out of foster care. It also includes the development of 1,000 units of permanent congregate and scatter-site apartments for chronically homeless single adults living with HIV/AIDS for which HRA's HIV/AIDS Services Administration (HASA) program will oversee the referral and placement process.

By December 2007 HRA completed all work to allow referring agencies to apply through submission of one electronic application for any of nine types housing available through the NY/NY Agreements and other types of supportive housing for the seriously mentally ill.

### *Comprehensive Health Assessment Team*

HASA has embarked on a collaborative agreement with the Health and Hospitals Corporation (HHC) to perform clinically based housing assessments for HASA clients who are homeless or unstably housed. Known as the Comprehensive Health Assessment Team (CHAT), HHC clinicians have been out-stationed at HASA sites to perform rigorous housing assessments to determine for which levels of supportive housing HASA clients are best suited.

### **Long-Term Care Services**

HRA's Home Care Services Program led the City's interagency planning team in identifying current resources for long-term care services and assessing ways to improve access to information and assistance for the elderly and disabled of all ages. Phase one of this project will culminate in the integration of an inventory of services into DoITT's "E311" line later this year.

Another by-product of the recent long term care analysis and planning will be a pilot program in the Bronx Community Alternative Systems Agency (CASA) Office to give consumers more information on various long term care options as alternatives at the time of assessment and reassessment. This will happen concurrent with the State's proposed three year pilot to assess, authorize and case manage all new applicants to the NYC Personal Care program.

Finally, the Long Term Care Web, which allows vendors to interface with HRA, was launched for the Long Term Home Health Care program vendors in Queens. This system supports the citywide implementation of joint assessment visits by HRA staff and vendors for intake to the program. We will continue to work with MIS to modify the system as needed and expand implementation into the other 4 boroughs in 2008.

### **Adult Protective Services**

During 2007, our Adult Protective Services (APS) Program added 32 new caseworkers and 5 new supervisors to its baseline, and completed the hiring and training of 89 new caseworkers – an unprecedented number in one year. To ensure we meet demand, I am pursuing a hiring process based on projected caseload and attrition. We intend to hire APS caseworkers three times per calendar year based on projected need instead of waiting for actual vacancies to occur. To further support line staff, the NYPD provided safety training in all Borough Offices and we established the APS Advisory Council, a group of 15 community representatives from a variety of different medical and mental health and social work disciplines. The Council has



already created subcommittees to develop best practices addressing Hoarding and Community Collaboration.

### **Prisoner Re-entry**

Finally, we are working closely with the Department of Correction to ensure that inmates have an opportunity to become connected to benefits at the time of release into the community. A pilot project is now underway to allow individuals being released from Riker's Island to submit a Medicaid and Food Stamp application prior to release. We are also partnering with the Center for Employment Opportunity (CEO), which runs a comprehensive prisoner reentry program. Working with the CEO, our Food Stamp and Nutrition Outreach program staff will be assisting this population in applying for Food Stamp benefits. We have also been meeting with the Department of Correction to ensure that any inmate, who had Medicaid coverage when they entered jail, has that same coverage when they are released. During the past year, we also began an initiative to educate Riker's Island discharge planners and other Riker's Island staff about the child support process and to offer inmates an opportunity to review the status of their child support case prior to their release.

Thank you again for allowing me to review the Human Resources Administration programs and I look forward to your questions.

City Council Preliminary Budget Hearing  
New York City Administration for Children's Services  
Testimony by Commissioner John B. Mattingly  
March 10, 2008

Good afternoon Chair Weprin, Chair de Blasio, Chair Sears and members of the Finance, General Welfare and Women's Issues committees. I am John B. Mattingly, Commissioner of the New York City Administration for Children's Services. Joining me today is Susan Nuccio, Deputy Commissioner for Financial Services. Thank you for the opportunity to brief you on the preliminary budget and update you on our ongoing efforts to provide high-quality services to New York City's children and families in the areas of child protection, child abuse and neglect prevention, foster care services, and subsidized child care and Head Start.

The Fiscal Year 2009 preliminary budget for Children's Services is \$2.687 billion, which includes \$792 million in City tax levy funds, \$648 million in State funds and \$1.247 billion in Federal funds. This year we faced some difficult decisions in our efforts to meet our citywide commitment to reduce spending, especially in light of ongoing State and Federal funding constraints. Nevertheless, we believe that we have the resources necessary to continue our efforts to enhance the Child Welfare and Child Care systems. I would like to update you on the progress we have made in the past year and our plans as we move into the next Fiscal Year. We believe this budget will allow us to continue that progress.

### **Overview of Child Welfare Progress**

Children's Services' mission is to ensure the safety and well-being of New York City's children. Our goals are simple and clear:

- No child we come into contact with will be left to struggle alone with abuse or neglect;
- No family who needs and wants to help to keep their children safe will be left without the help they need;
- Every child we come into contact with will get the help she needs to be healthy and achieve her full educational and developmental potential;
- No child in our care will leave us without a caring, committed, permanent family.

Over the past two years, Children's Services and our partner agencies in the child welfare community have embarked on a number of new initiatives to strengthen the work that we do to meet these four goals. I will provide updates on this work today. But first, I would like to take a moment to highlight some of the progress we are experiencing in our performance. The 2008 Preliminary Mayor's Management Report (PMMR) indicates that:

- The percent of children in completed investigations with repeat investigations within a year fell from 21.5 to 20.6 percent.
- The percent of children with confirmed reports of abuse or neglect who were then involved in another investigation where we confirmed allegations of neglect within one year also decreased slightly (from 14.5 percent to 14.0 percent).
- In the first third of 2008, we served over 2,300 more children in preventive services than in the previous year. This means that we are keeping more families together by providing services to support children and families in their homes.
- Children who were released from foster care returned back into foster care less frequently, decreasing from 11.4 percent in FY 07 to 10.6 percent in FY 08.

- The percent of children in care with two or more transfers dropped from 45 percent in 2006 down to 42 percent in FY 08, which means that we are moving children around from one home to another in the foster care system less frequently.
- As we have tracked in ChildStat, the percent of cases where we found abuse or neglect and closed the case without intervening dropped from 39 to 15 percent (between May 2006 and December 2007).

### **Safeguarding Our Children**

In March 2006, Children's Services released its action plan to strengthen child protective services in New York City, called *Safeguarding Our Children*. I am pleased to report that we have made real progress in the two years since this plan was announced. Some of our most significant accomplishments include the following:

- As Chair de Blasio saw first-hand when he attended one of our ChildStat meetings, this new accountability initiative has helped us to problem solve together and make important changes to policy and practice so that we are better equipped to protect children and help families. To date we have reviewed close to 150 cases.
- Thanks to the Mayor's commitment to maintain our child protective workforce, we have been able to hire and train new frontline workers on a continuous basis, helping us to succeed in maintaining a workforce of close to 1200 frontline investigators.
- We also graduated the first class of 30 child protective managers from the new New York City Leadership Academy for Child Safety, designed to strengthen the leadership and safety decision making skills of frontline management.

- These efforts have helped us to realize our goal of achieving and maintaining an average monthly caseload of 12 cases per worker.
- We have also increased our pool of investigative consultants, hiring 60 professionals with law enforcement expertise to advise and support child protective staff in conducting investigations of child abuse and neglect.

### **Improved Outcomes for Children**

Children's Services rolled out Phase I of *Improved Outcomes for Children* in 2007, through which we will strengthen the quality of services provided to families and enhance oversight of the non-profit provider agencies who serve children in foster care and families involved with the child welfare system. Improved Outcomes for Children is built on a family team conferencing model where decision making is shared with families and community partners. The initiative also aims to streamline decision making and reduce duplication by delegating many administrative case management functions to the provider agencies who know families best. At the same time, Children's Services has introduced an enhanced performance evaluation and monitoring system, which allows us to identify and address areas of concern at provider agencies with greater precision and speed. Phase I of Improved Outcomes for Children also pilots a new financing model for foster care that gives agencies a set allocation so that they can determine how best to use their resources to meet their desired outcomes. We are accomplishing this without additional resources but by using our limited resources more in line with our goals.

We are currently working with five preventive providers in Brooklyn and nine foster care providers citywide who applied and were selected for participation in Phase I of Improved Outcomes for Children in the summer of 2007. Children's Services has been providing oversight and technical assistance to the Phase I

agencies as they have each developed individualized plans for implementing family team conferences and other aspects of the model. We hope to extend Improved Outcomes for Children system-wide in the fall of 2008, and are working closely with OCFS to secure approvals to do so.

Improving outcomes for young people before they leave our care and ensuring that they have the resources and supports that they need to make a successful transition to adulthood is one of our most crucial responsibilities. Through our *Preparing Youth for Adulthood* initiative, Children's Services and our provider agencies are working to ensure that young people leave our care with housing, employment, educational opportunities, access to health services, and other supports that will ease their transition and provide them with stability as they mature. We have made progress, but there is much work to be done and we are counting on collaborations with the City, State and other stakeholders to help us do better for our adolescents living in foster care. Here again, we are operating not with more resources but with more flexibility of funding to accomplish our goals.

### **Residential Care Plan**

Reducing the use of residential care and placing more children with families is one critical way that we strengthen outcomes for youth when they leave foster care. Foster homes support young people living in less restrictive environments, and more successfully support the difficult transition into adulthood. Our success in reducing the number of children living in residential care will also enable the City to reinvest savings from expensive placements in group home facilities into more stable and supportive foster family homes. Since I joined Children's Services as Commissioner in 2004, we have been working to minimize the dependency of the system on Residential Care for adolescents living in foster care. Through our

efforts with Family Team Conferences, foster home recruitment, and the provision of additional supports to foster families, we have successfully decreased the percent of children in congregate care by 6.4 percent (between the first four months of FY 07 and the same time period in FY 08, as per the 2008 PMMR). These funds have been primarily reinvested in family care.

To target our work in this area, Children's Services has laid out a plan to reduce the use of residential care in the months leading up to June 30, 2009. The plan sets standards for working with young people to identify placement needs and identifying services and supports for youth in family based settings. Our expectation is that an increased percentage of children who enter care will be served in family settings, while other youth will require more intensive services to be delivered for a period of time in a family centered, treatment focused residential care setting. Children's Services will track and monitor our success in this work throughout this process and longer term plans for strengthening the residential care system will be developed with providers, young people and parents along the way.

### **Child Welfare Services with Community Coalitions**

The above strategies target our efforts to strengthen the work of the child welfare system so that we may provide better services and outcomes for children and families who come in contact with our system. These efforts illustrate our vision for the future of child welfare in New York City and are reflected in a concept paper recently issued to publicize an upcoming Request for Proposals (RFP) for all child welfare contracts anticipated to begin in July 2009. The RFP will seek the help of our provider agency partners and the City's communities to achieve the child welfare system's four primary goals I described earlier.

The RFP will encourage applicants to develop community-based partnerships among preventive agencies, family foster care programs, residential care programs and local communities. As coalitions they will provide foster care, residential treatment and preventive services, and access local community based services to work toward these critical objectives. This will build off of Children's Services work through the *Community Partnership Initiative*, where we have developed coalitions with community groups in 11 of the highest-need New York City neighborhoods to build a safety net for children and families in collaboration with our agency. We must make the work of child protection and family support more neighborhood centered.

### **Rethinking Child Care**

During my tenure, Children's Services has set forth a new strategic direction for early care and education built on fundamental principles.

1. Children's Services should serve families effectively, by providing high quality programs.
2. Child Care and Head Start should be integrated internally, within Children's Services as a whole, and coordinated within the broader context of New York City's early care and education system.
3. New York City's resources for young children should be used efficiently and be responsive to changing community needs.
4. Children's Services should help, not hinder, parents as they enroll their children in center-based care.
5. Enrollment and eligibility procedures determination systems should make access and retention of care straightforward and streamlined.



These principles and our initiatives are outlined in the Strategic Plan, *Rethinking Child Care*, released in 2005. I am pleased to report that many of these initiatives are well underway, and we will be launching two new initiatives in FY 2009: Project Full Enrollment and Web-based Enrollment & Attendance.

### **Early Care & Education Uniform Performance Standards & Assessment**

Children's Services and the Department of Education (DOE) are working with Teacher's College at Columbia University to pilot a series of assessment tools for our new performance measurement system. The standards and tools will be implemented across the Child Care, Head Start and Universal Pre-kindergarten systems. New York City is the first in the nation to implement a common set of standards and tools.

Our goal is to implement the new tools and standards by September 2009. The pilot will be completed in June 2008, which will inform us of critical implementation steps that both agencies must undertake. It will also help us build a united quality improvement infrastructure across the early care and education system.

### **Universal Pre-Kindergarten Integration**

In October 2007, ACS & DOE embarked on a monumental undertaking to expand Universal Pre-Kindergarten (UPK) services in contracted Child Care & Head Start programs. For the first time, DOE transferred UPK funding to Children's Services to expand programming in existing contracts. Through the Mayor's Early Care and Education Steering Committee, both agencies established an expedited and streamlined process for programs to apply for the expansion funds. We held forums to inform providers about the availability of funds and how to apply, and

provided technical assistance and support. Within just three months, more than 3,000 children in existing Child Care and Head Start programs received the additional benefit of UPK services.

Our work on this continues through the Early Care and Education Steering Committee. We are now planning for the September 2008 school year and working with DOE on joint technical assistance to our programs and a unified professional development curriculum. More information on the next steps will be forthcoming later this spring.

### **Project Full Enrollment**

Effective September 2008 (FY 2009), Children's Services will begin implementing Project Full Enrollment through which center-based Child Care contracts will be modified to compensate each program for the actual number of children attending the program rather than the program's budgeted capacity. We are launching this initiative in phases and in conjunction with training and technical assistance, which will be provided to programs throughout the city to help them to make this transition. The assistance will include training in business plan development, fiscal management, marketing and recruitment, strategic planning and board development.

As the Council is aware, child care is a scarce resource with limited City, State, and Federal funding to support subsidized seats. It is critical that the City works to ensure that every seat is filled with an eligible child, which also means that the City's early care resources are used efficiently. Project Full Enrollment is being designed to ensure that these scarce resources benefit as many eligible children as possible. The initiative builds on the two year Full Enrollment strategy which

began when Children's Services released the *Rethinking Child Care* strategic plan, through which we have been working with programs to improve access for parents applying for child care and to promote full enrollment so that all slots are used by eligible families. This has been implemented in Bronx, Queens and Manhattan and we plan to complete the roll-out in Brooklyn and Staten Island in May 2008.

To guide the development and rollout of this initiative, I have convened a Task Force to help us make key implementation decisions. This group is made up of high-level experts and advocates in the child care community and has been charged with providing Children's Services with critical guidance on the new reimbursement system and technical assistance required to effectively work with programs to help them succeed in this transition.

### **Web-based Enrollment & Attendance**

To support Project Full Enrollment and the goal of helping to increase parents' access to child care, the Division of Child Care & Head Start has invested more than two years of staff resources into streamlining the application and enrollment process. To date:

- The application for subsidized child care services is only two pages. In the past, the application was numerous pages and difficult for parents to understand.
- Streamlined operations at the Resource Areas and partnering with our provider programs has resulted in an enrollment process that takes a matter of several days, not weeks, in all the boroughs except for Brooklyn and Staten Island. We are still working on the process at the Brooklyn Resource Area and expect to have it greatly improved by late spring.

In FY 2009, we will launch web-based enrollment and attendance. We are now piloting the automated enrollment system with 17 programs in Brooklyn. As of September, this system will be effective citywide. Programs will be able to make reservations for eligible children directly in our database, convert reservations to enrollments, and drop children who are no longer attending, all in real time. Children's Services will be able to see immediately that children are newly enrolled. Programs will also be able to report attendance through this web-based system, rather than through time-intensive processing of paper forms.

And within the next year, as part of the Mayor's citywide HHS:Connect project, we are looking forward to parents applying for child care over the Internet. These are all improvements that are expected to increase parent access to care, and to make it easier for programs to maintain full enrollment.

## **Conclusion**

As you can see, Children's Services has a wide array of initiatives underway to enhance our work. I hope that it is apparent from my testimony that sustaining and developing quality services in line with our mission to protect children, strengthen families and provide quality child care and Head Start opportunities to eligible children in New York City is our top priority. I would now like to invite Melanie Hartzog, Deputy Commissioner for Child Care and Head Start, to join Ms. Nuccio and me in taking your questions.