



Human Resources  
Administration  
Department of  
Social Services

## TESTIMONY

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

*2010 Executive Budget Hearing*

*Joint Hearing of the New York City Council  
General Welfare and Finance Committees*

May 26, 2009

Good morning Chairman de Blasio and Chairman Weprin and members of the General Welfare and Finance Committees. Joining me this morning is Kathleen Tyler, Deputy Commissioner for the Human Resources Administration's (HRA) Budget Office.

As I am sure you are well aware, the significant reductions in city revenue, and the even more troubling revenue picture at the state level, have required a series of spending reduction actions that impact all agencies for the 2010 fiscal year as well as for at least the next two fiscal years.

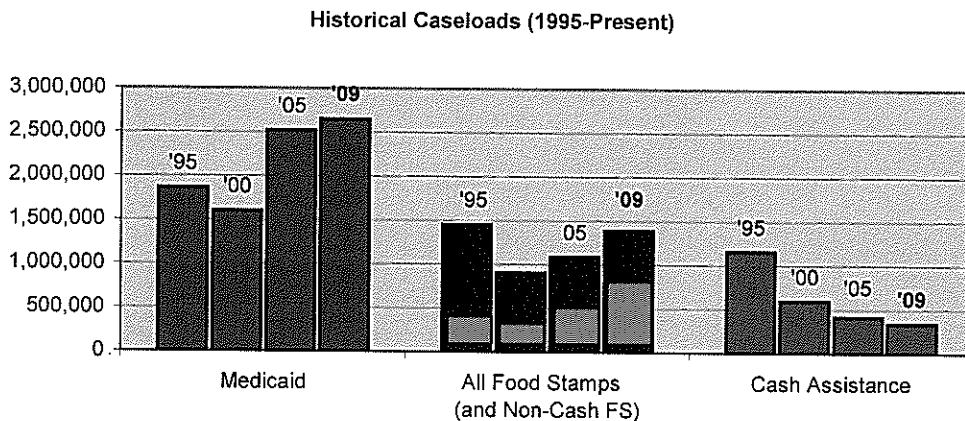
For HRA, this has meant identifying more than \$628 million in savings for the period from FY 2008 through FY 2012, including a reduction in our budgeted workforce by more than 760 positions. For the current FY 2010 Executive Budget, we have identified an additional \$21.4 million in savings beyond previous savings exercises; bringing the total FY 2010 savings to more than \$151 million. Over the past year I have told you that we were able to find the necessary savings by maximizing state and federal revenues, and implementing administrative and programmatic efficiencies while at the same time protecting our core client services. This continues to be our approach.

My primary focus during the development of this and earlier budgets has been to protect services to our most vulnerable citizens such as those served by our Adult Protective Services unit as well as to make sure we continue to meet the goals of our core services such as Food Stamps, Cash Assistance, Child Support Enforcement, and Medical Assistance programs. While it is essential to make sure we can maintain our present level of commitment, it is equally important to be ready to meet any increased demand when it occurs.

***Core Service Caseloads (Food Assistance, Cash Assistance, and Medicaid)***

The Food Assistance Program caseload continues to grow significantly each month. Enrollment in the program grew by 28,000 in April and has increased by a total of 96,000 in the first quarter of 2009. With the April increase, those receiving Food Stamp benefits independent of Cash Assistance and Supplemental Security Income (SSI) has increased by over 50 percent in the last two years and by 265 percent since 2002. These increases have been made possible by our successful efforts to streamline the application process so that it is faster, simpler and more convenient for clients and workers while maintaining our commitment to countering waste and fraud through the use of finger imaging technology.

At the same time that we have met increased demand for our services, we have also increased our timeliness rate, processing applications and determining eligibility for 89 percent of the applicants within the required timeframe of thirty days. This is a remarkable achievement. One of the most recent access improvements we have made is allowing people to recertify for Food Stamp benefits using an Integrated Voice Response System (IVRS). This option is available to certain households with elderly or disabled adults and allows the recipient to recertify 24 hours a day, seven days a week from any touch tone phone. Since IVRS was implemented citywide in March, over 1,300 individuals have used it to complete their recertification requirement. Having praised our improvements in access, I also need to let you know that we have seen a small increase in our Food Stamp error rates that I am conscious of and am closely monitoring.



For Cash Assistance (CA), the caseload appears to have stabilized. Prior to 2009, there was a continual downward trend in CA while at the beginning of this year there were slight increases in the caseloads for February and March. However, in April there was a slight decline of approximately 1,000 individuals. Conversely, the Medical Assistance (MA) public health insurance rolls increased by approximately 6,000 enrollees in April and by a total of 44,000 enrollees during the first quarter of 2009. The story of public health insurance enrollment is one of stops and starts. From early 2002 we saw an increase that lasted until the end of 2005. The rolls then stabilized for almost a three year period until August 2008 when the number of New Yorkers covered by public health insurance started up again.

### ***The Final 2009-2010 State Budget***

This budget also takes into consideration recent changes enacted as part of the State 2009-2010 budget passed in April. Of particular concern was a decision proposed by the Governor and agreed upon by the legislature to eliminate the Local Administration Fund (LAF). This decision removes the State's financial support for the Food Stamp and Safety Net programs and created a \$40 million deficit to HRA programs.

The State budget also provided a 30 percent increase to the cash assistance basic allowance that will be phased in over a three year period. For the first three years, the incremental cost will be covered with state and federal dollars at no local cost. The federal share is available through the TANF Contingency Fund that the state was able to qualify for as a result of the efforts of local districts in increasing enrollment in the Food Stamp program. After the initial three year period, the plan is for the local share to be picked up by local districts and will become part of the budget process for forecasting cash assistance costs.

Other notable expenditures in the State's budget include new funding for transitional jobs, of which HRA anticipates receiving some funds once the State Office of Temporary and Disability Assistance (OTDA) determines the distribution with the bulk of the funding to be directly administered by OTDA using a contracting process. We look forward to using our allocation of these funds to build upon our present success with employment programs that has resulted in the placement of more than 25,000 CA recipients into jobs already this year. Also, the second phase of the Child Support pass through increases that began in last year's State budget will continue. This provides that in addition to passing through to custodial parents on cash assistance the first \$100 in collections made on their behalf, parents with two or more children will now receive an additional \$100 in pass through collections made on their behalf.

### ***Overview of 2010 Budget Savings and Maximization Efforts***

As I mentioned earlier, we were able to continue to maximize federal reimbursement, particularly in Medicaid and Food Stamp Employment and Training. Through our increased efforts and attention to Medicaid fraud deterrence and recovery and through reorganizing workloads to focus solely on Medicaid, we are able to claim 100 percent of the costs of an additional 19 staff towards Medicaid. We also adjusted our budget to correctly reflect the actual claiming process under the federal Food Stamp Employment and Training program.



However, in our WeCARE program we have budgeted for a reduction in our vendor contracts by 3.3 percent, but are confident that our vendors will be able to absorb the reduction with minimal adverse affect on our clients. In addition, I've asked our information technology staff to find \$1.2 million in savings in order to minimize cuts to our direct services. Approximately 30 percent of this reduction is in permanent discretionary spending and will therefore result in some slow-downs in purchasing, installations, and maintenance requests. However, by reducing some of our inventory, scaling back on software and hardware purchases, leveraging in-house technology, and expanding our use of web-based applications to maximize the capacity of our servers and personal computers, we will be able to maintain our present service levels and manage anticipated new demands. I want to assure you that I remain committed to utilizing and expanding the use of technology throughout our human service system but I needed to turn towards our more administrative functions for savings.

We also met our target through the elimination of 145 positions in headcount vacancies and are developing the allocation plan with the expectation of taking a majority of the vacancies against our administrative areas. Although we are not laying off staff as part of this budget, we recognize that, unfortunately, the City-wide redeployment of staff cut from other agencies will result in the displacement of HRA staff as laid off employees from other agencies assert their civil service bumping rights.

I also want to take a moment to address reductions we are making within our HIV/AIDS Services Administration (HASA) program. I need to reiterate that we have thoroughly reviewed the potential impact of these changes and are prepared to move forward with them. To review, we are allowing the Scatter Site II service contracts to expire on their natural termination dates due to the loss of state funding. No one will lose their housing and we have spent the last several months ensuring that every client will continue to receive an appropriate level of case management and services in order to maintain their housing stability. We are also altering the structure of our contracted case management program to make the client to case manager ratio more appropriate. No contracts are being eliminated and the two layers of case management provided through HASA and contracted case management will continue.

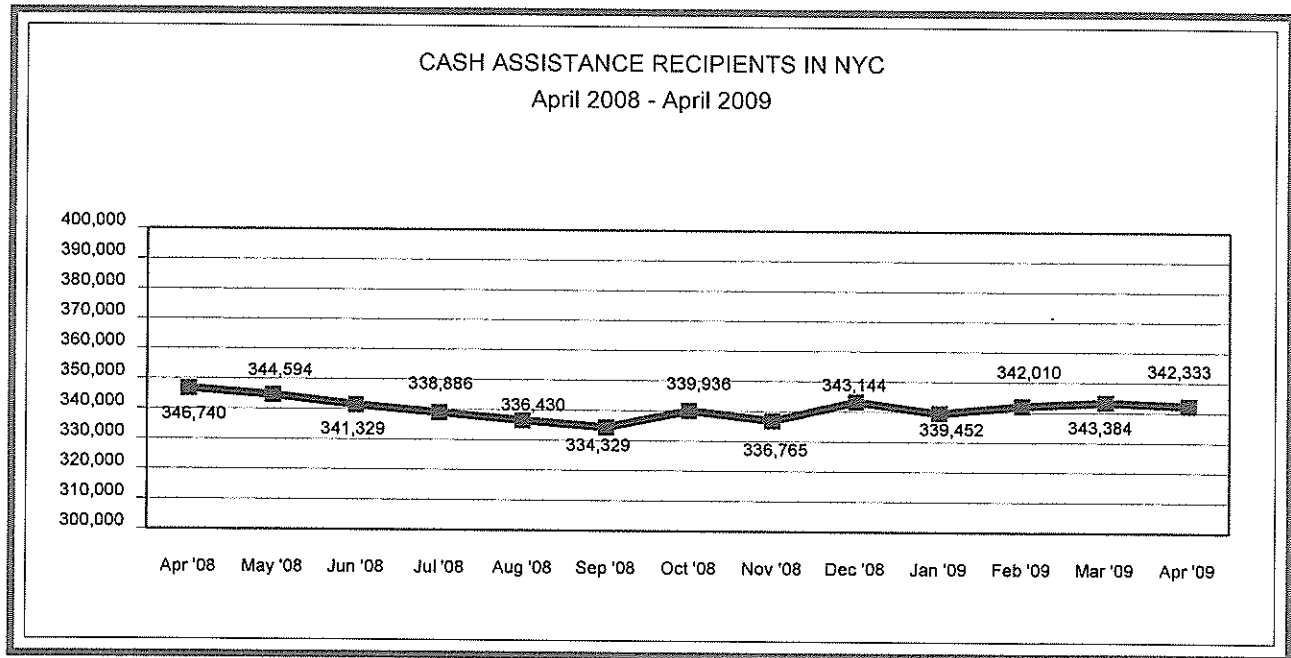
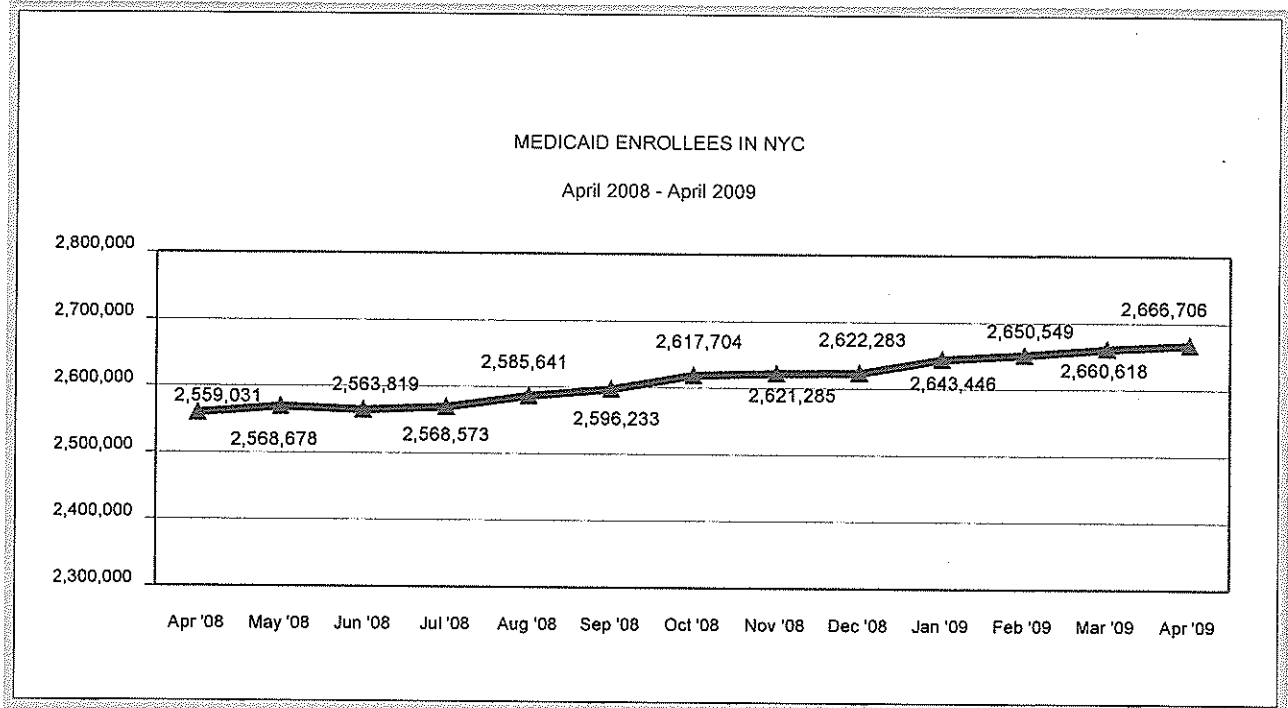
This morning I have highlighted the different budget cuts that we have made due to the unprecedented fall in revenues to the City and State governments. But it is also well to point out

what we have not cut, and what we have maintained and even enhanced in New York City's efforts to help low-income families.

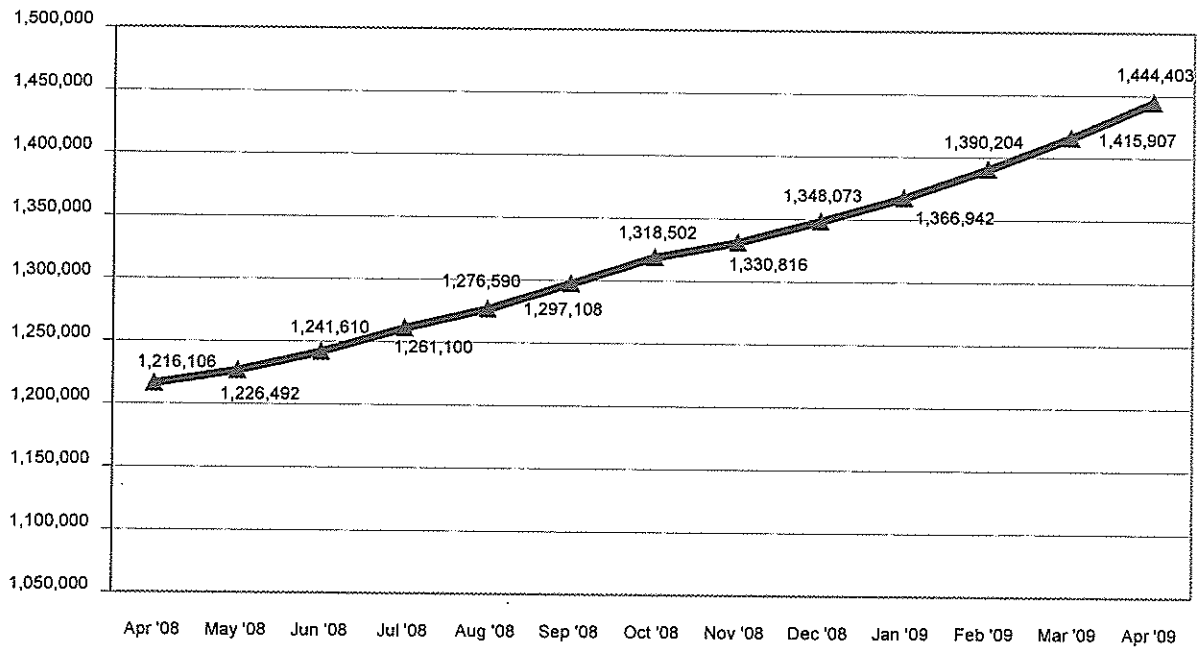
- We have implemented an increase in Food Stamp benefits bringing in more than \$20 million additional dollars to low-income New Yorkers each month;
- We have increased the Child Support pass through of collections made on behalf of families on cash assistance;
- We have continued our commitment to vulnerable and elderly residents through our expansive home care program that allows people to remain in the community;
- We have maintained our commitment to people living with HIV/AIDS through our HASA program;
- We have created and funded an innovative Neighborhood Improvement Program aimed at reducing the effects of the mortgage crisis in fragile neighborhoods while providing valuable employment experience for hard-to-employ CA recipients;
- We are also soon to launch a new employment program for non-custodial parents within our child support program;
- And, along with our partners at the City's Department of Homeless Services, we support what is surely the most enriched housing assistance program in the country.

So, while I acknowledge that we have had to make some difficult reductions to our budget in response to the dramatic and unprecedented fall off in state and city revenues, I believe HRA's 14,000 employees can still be very proud of the array of services and supports we continue to provide to New Yorker City's low-income residents. At this point I look forward to the Committees' questions.

## CASELOAD CHARTS:



FOOD STAMP RECIPIENTS IN NYC\*  
April 2008 - April 2009



## FOR THE RECORD

Testimony for City Council Hearing on Children's Services 2010 Budget  
General Welfare, Finance, and Women's Issues Committees  
May 26, 2009, 10 AM

---

Good morning. I am Tom Cocks, program director at SCO Family of Services in Queens. My program is called Family Development Center and we have been in the community supporting families and children for 26 years.

When I first started work in child welfare services, the Daily News headline read "City Kills 6 Children." This was the circumstance after the social services cuts of the 70's.

A dozen years later in the 90's the headlines read "Mayor Makes Deepest Cuts Since 1930's." Soon after we lost 3 and a half year old Marisol, a child deprived of services, as the lawsuit said. She was returned to her home without supports and she died burned, bruised, and sexually abused.

Yet again, the system struggled with budget constraints until 7-year-old Nixzmary died in 2006 amid lack of adequate monitoring.

These were not the only children to die in the system, but the cycles of these deaths correlate with downturns in funding.

The Mayor's proposed budget calls for revenue that will come from financial penalties charged if an average length of stay for preventive or foster care cases goes beyond 12 months. While this may be remotely possible for preventive cases, although certainly not for cases of chronic neglect, the disincentive to stick with any case needing care can be dangerous. Many cases need more than 12 months.

There is a family close to my office where a mother worries about putting food on the table almost daily. That mother worries if her husband will come back in the evening yet again with no job after his day of searching. The children are struggling in school, including a teenager that has begun to have behavior problems one suspects in reaction to what's going on in his family.

This familiar scenario, and many more like it, cannot be helped by a reduction of preventive or foster services. In fact, many cases have many

more problems all at once, and a caseworker needs time and resources to find drug programs, childcare, domestic violence services, health care, job training, and more.

We need the enhancement funds to support families concretely because out of direct benefits for basic needs comes a trust essential to reaching our families. Caseloads also need to be at 12 to free up staff to do more activities such as run groups or visit families more often when there are safety concerns.

We have seen the cycle of harm that comes with funding problems and every possible effort now needs to be taken to ensure funding at current levels to take us into a difficult time ahead for children and their families.

**City Council Executive Budget Hearing**  
**New York City Administration for Children's Services**

**Testimony by Commissioner John B. Mattingly**

**May 26, 2009**

Good morning Chair de Blasio, Chair Weprin and Chair Sears and members of the General Welfare, Budget, and Women's Issues committee. 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 Executive Budget and to update you on the progress we have made in our ongoing efforts to strengthen our work.

**Overview**

Children's Services' mission is to ensure the safety and well-being of New York City's children. We work to do this by providing child protective investigations, foster care and preventive services, adoption, child care and Head Start services to vulnerable families. The operating budget for Children's Services for Fiscal Year 2010 is \$2.6 billion, \$702 million of which is in City Tax Levy.

As the Council is aware, New York City is struggling with difficult economic times along with the rest of the state and country. As a result, all City agencies have had to make reductions in their budgets and we have been faced with many difficult decisions about how to produce savings and still carry out the important job we have to do. Like all City agencies, we were asked to identify an additional 4 percent in reductions from our budget as part of the Executive Plan.

At the Preliminary Budget hearing in March, I walked through our approach to identifying savings in our system, which consisted of a top to bottom, unit by unit functional analysis through which we looked at all parts of our agency to determine where we could find efficiencies and savings that would not undermine our critical functions. We looked first to achieve savings wherever possible in administrative costs, including leases and outside consultants. But because more than 80 percent of the Children's Services' budget is comprised of direct services to children and families, we were unable to find the reductions we needed without looking to make changes to our personnel and to some of our programs.

We worked to make changes to our organization that were in line with the vision of the agency, and what we believe will lead us to providing the best services possible for children and families. These



were difficult decisions to make and unfortunately, as a result, there were 541 positions identified to be eliminated, resulting in staff layoffs. Staff who are at risk of being affected by these reductions received notification earlier this month and we are currently working with the City's Office of Labor Relations (OLR), unions, and the Department of Citywide Administrative Services (DCAS) to find every possible way to mitigate the impact of these actions on the people involved.

In order to produce savings for the Executive Plan, we identified an additional \$28.6 million in City Tax Levy reductions to our budget. While the fiscal challenges we face today are difficult, we believe that we have come a long way in the past several years to strengthen our core capacity at Children's Services to protect children and strengthen families. Every piece of the child welfare system has seen major changes to improve the quality of services to children and families. From the ChildStat system, to enhanced training, to the Leadership Academy for Child Safety, to Community Partnerships, we have put a structure in place that will continue to help us to meet our mission through these challenging times.

## Child Protection

As I mentioned previously, we have done everything possible to maintain our ability to protect children through child protective investigations – our primary responsibility as the City's child welfare agency. I know that the City Council shares in our commitment to ensuring that we maintain the strong foundation that we have built in child protective services in recent years. Thanks to the commitment of Mayor Bloomberg, we have a strong child protective workforce in place. Our caseloads in child protective investigations have dropped to historic lows for the city, state and country – at a citywide average of less than 11 cases per worker. Thanks to the hard work and dedication of staff throughout Children's Services, we now have a structure in our borough offices that supports quality practice and supervision. We also have an accountability system through which we are working at all levels of the agency to identify and address practice issues in our investigations so we are continuously working together to problem solve and strengthen our work.

I know that none of us – at ACS, in the community, and in all parts of City government – want to see Children's Services move away from the progress we have made to keep children safe. We are committed to sustaining the low caseloads that we have now in child protection,

and to continuing our efforts to monitor and strengthen our work in this area. This is why, when we have made the difficult decisions around reducing spending in our agency, we have stayed away from cuts that would impact our child protective staff.

## **Child Welfare**

Child Protection is of course not our only job in child welfare. As I have testified on a number of occasions in the past, I am able to report today that we are moving forward in our strategic efforts to fundamentally change the way that foster care and preventive services are provided to children and families in New York City. In June we will finalize our roll out of Improved Outcomes for Children to all foster care and preventive agencies system-wide. After more than two years of a progressive roll out process, we now have full approval by the State Office of Children and Family Services to move from pilot to full implementation. Every preventive and foster care agency will now be involved.

This means more and better oversight of the agencies and implementation of family team conferencing for all children and families. As the final step of implementation, we are eliminating the last 159 case management positions within Children's Services. This

month we are bringing on 80 additional family conference facilitator staff, the large majority (as promised) from inside the agency.

With family team conferencing, enhanced monitoring and technical assistance, and tighter performance measurement, Children's Services is working with our private agency providers to strengthen key outcomes around safety, permanency and well being. These outcomes include: reducing the number of children who return to foster care after they are reunified with their families; minimizing the number of movements that a child makes from one home to the next while in care; reducing reliance on residential care; and shortening the length of time it takes to reunify a child with his or her family or for a child to be adopted.

I am also pleased to report that last week we issued an RFP for new child welfare contracts in family based foster care, residential care, preventive services and community partnerships, all of which are scheduled to begin in Fiscal Year 2011. Through the RFP we are seeking the help of our provider agency partners and the City's communities to expand on the progress we have made in recent years to strengthen our system's ability to protect children and strengthen families.

## Child Care

In this time of severe financial challenges, Children's Services is committed to serving the City's most vulnerable families with quality child care. I know that the Council members here today share in our concerns about the State and Federal underfunding that the City has been facing in this area. The inescapable fact is that we need to make some changes now so that there can be an economically viable system into the future. Our top priorities are to sustain the center-based system and continue serving the most vulnerable families. Thanks to the commitment of Mayor Bloomberg and the City's financial support, we have come to an agreement with the State that makes the most of the funds available to New York City at this time to meet these goals.

At the recent hearing about the 2007 child care market rate, I talked about the enormous challenge of an unfunded mandate to pay an increase to providers in such difficult fiscal times, while being committed to supporting the great work of the thousands of home-based child care providers. After months of negotiations, the City and State have developed a solution that enables us to provide this increase, while making City, State and Federal funds available to strengthen the child care system in New York City. Thanks to the

tenacity of Mayor Bloomberg and Governor Paterson as well as the availability of stimulus funds made possible by the Federal and State governments, we are now able to pay for the increase to as many as 27,000 child care providers. The cost of the increase annually is \$45 million, which will be funded from City and Federal funds. Funding for the retroactive payments will come from the \$26 million provided by the State in the last fiscal year, and \$25 million in tax levy in City fiscal year 2009 has been set aside for this purpose.

The agreement will benefit providers who accept ACS vouchers and those affiliated with contracted Family Child Care Networks. Those who qualify will be paid both retroactively to October 2007 and prospectively. Providers can expect to receive the retroactive payments based on the 2007 Market Rate over a six month period beginning in July 2009.

Under the market rate agreement, the City also sought to preserve capacity in the contracted child care system. Children's Services will use additional funds made available by the Federal stimulus to reopen a majority of the seats in ACS funded child care centers that have been previously filled by kindergarten-age children in order to serve three and four year olds. This arrangement will enable us to sustain 2,000 slots in 93 classrooms across the City. It will also

increase capacity for three and four year old children in ACS' center-based child care system, where it is most needed.

As I have explained to Council, the cost of this rate increase is very large, and we were grateful to receive help from the City and State in order to pay for this. When I testified before the City Council several months ago, I expressed concern that we would need to cut 6,300 subsidies for children receiving child care and eliminate capacity in all forms of care. The agreement with the State helps to avoid such a drastic cut. However, in order to help pay for the increase to providers, the City has nonetheless had to eliminate 1,000 vouchers from the system from two of our lowest priority eligibility categories. In addition, as part of the FY 10 Executive Budget, Children's Services has proposed a reduction that will eliminate a third low priority category for eligibility from the subsidized system, resulting in an additional 2,000 vouchers being eliminated. Families who are affected by this reduction will have the option to fill a vacant seat in ACS contracted child care and Head Start centers or at DYCD's OST programs. All existing children in these categories that move into a contracted seat will be allowed to age-out of contracted care, and no family will lose eligibility upon recertification.

While the City's budgetary realities have required a contraction of our subsidized system, Children's Services remains dedicated to sustaining the quality child care system for the children and families that we serve. We know that there is a need in this City for quality child care, and we are proud of the system that we have in place to meet this need for more than 100,000 children. We will continue to work with members of the Council to support child care providers and strengthen the system in the months to come -- and we hope for your continued support in advocating to the State on the need for additional resources to support child care in New York City.

## **Conclusion**

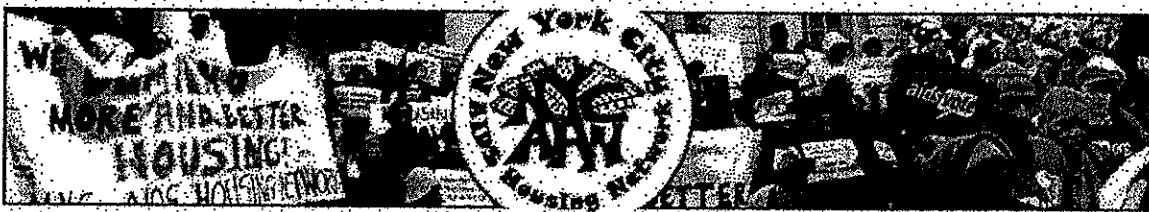
In summary, we are proud of the success we have experienced in lowering caseloads and strengthening our child protective investigations, strengthening our foster care and preventive services, and supporting a more efficient and sustainable child care system. We have worked hard to develop systems and structure within our agency to oversee this work and hold ourselves and our contracted providers accountable for providing the high quality services that children and families in New York City deserve. There is still much work to be done, and our job becomes more challenging now as we make adjustments to manage through these difficult financial times.



But we must remain focused on achieving our most essential goals; and we believe we have the support of our partners in the community, and our Mayor, to ensure that we do not step away from our critical mission.

I would like to thank the City Council for your continued partnership in this important work and for your dedication to the children and families in New York City. I know that you know, especially in these times, that there are no quick fixes, no silver bullets, and no easy solutions. Your advice and even pressure helps us to do better and is appreciated.

I will now take your questions.



(718) 802-9540 \* 718-228-2477 (fax) \* [info@nycahn.org](mailto:info@nycahn.org) \* [www.nycahn.org](http://www.nycahn.org) \* 80A Fourth Ave | Brooklyn, NY 11217

---

FOR THE RECORD

## ***Protect New York's Investment In Housing For Low-Income People Living With HIV/AIDS***

Testimony for City Council Finance and  
General Welfare Committee Hearing on the  
Human Resources Administration / Department  
of Social Services Budget

May 26, 2009

Contact info: Sean Barry at [barry@nycahn.org](mailto:barry@nycahn.org) | (646) 373-3344

*The NYC AIDS Housing Network (NYCAHN) is a network of low-income people living with HIV/AIDS and service providers dedicated to addressing the root causes of the epidemic, including homelessness.*



## New York City AIDS Housing Network (NYCAHN)

80-A Fourth Ave. ♦ Brooklyn, NY 11217 ♦ (718) 802-9540 ♦ 718-228-2477 fax ♦ [www.nycahn.org](http://www.nycahn.org) ♦ [info@nycahn.org](mailto:info@nycahn.org)

**Mayor Bloomberg's budget proposal would result in increased homelessness and negative health consequences for New Yorkers living with HIV/AIDS.** It contains two PEGs within the HIV/AIDS Services Administration (HASA), a division of HRA, that would eliminate or undermine programs that are proven to keep low-income people living with HIV/AIDS stably housed and linked into medical care.

- **November 2008 Financial Plan: PEG for \$4 million that would completely eliminate the Scatter Site 2 (SS2) program** that provides housing placement assistance and short-term housing stabilization case management for homeless people living with HIV/AIDS. The SS2 program serves approximately 600 clients each year.
- **January 2009 Financial Plan: PEG for \$1.9 million that would reduce supportive housing case management by half.** This would impact approximately 4,000 current HASA clients in permanent congregate and Scatter Site (SS1) programs – leading to housing instability and interruptions in care.

These HIV/AIDS housing programs currently serve about 15% of the total HASA client population, all of who have other diagnoses in addition to HIV/AIDS and most of who have a history of chronic homelessness.

There are many reasons for maintaining our investment in these programs, including:

- **Homelessness is already growing among people living with HIV/AIDS because of existing barriers to permanent housing – budget cuts would deepen that trend.** The number of homeless HASA clients living in commercial SROs or "welfare hotels" has increased by well over 20% during the past two years, even though the overall HASA caseload has held steady. The existing barriers to permanent housing include HASA's comparably low rental assistance levels and the exceptionally high rent share burden that many HASA clients receiving rental assistance experience. Eliminating supportive housing case management would reduce housing stability – resulting in many clients returning to emergency housing – as well as lead to disruptions in care. Eliminating the SS2 program would extend the length of homelessness among HASA clients in the commercial SROs by making it even more difficult for them to transition into permanent housing.
- **Supportive housing for people living with HIV/AIDS is cost-effective – if adopted, these PEGs will ultimately cost New York City more than the initial savings.** A landmark study published in the Journal of the American Medical Association (JAMA) this month found that a similar supportive

housing case management program in Chicago led to significant reductions in healthcare costs for people living with HIV/AIDS, including a 29% reduction in hospitalizations and a 23% reduction in ER visits. In addition to the negative health consequences, unstable housing and homelessness also increases direct costs for HRA/HASA because of the City's reliance on expensive emergency housing in commercial SROs.

- **Loss of state funding at a time when New York City needs it most.** New York State provides a 50/50 match for HASA-contracted supportive housing programs. Therefore, the proposed \$1.9 million PEG for supportive housing case management would also mean New York City would reject \$1.9 million in state aid.
- **Reducing supportive housing case management puts future projects at risk.** Community support is a critical part of developing new supportive housing projects, including those funded by the NY/NY III initiative for chronically homeless New Yorkers. The intensive community-based case management currently provided in HASA-funded projects helps assure communities that clients will have adequate support, which helps obtain community approval.
- **HASA cannot provide the same level or type of case management as supportive housing programs.** One argument for both PEGs is that community-based case managers perform the same services as HIV/AIDS Services Administration (HASA) case workers. In fact, each has a very distinct role. HASA case workers focus on entitlements coordination, an important but limited aspect of the assistance HASA clients in supportive housing require, while supportive housing case management focuses on linkage into medical care and long-term housing stability. HASA-contracted supportive housing programs serve formerly homeless people living with HIV/AIDS with complex health challenges that often come from commercial SROs, correctional settings, shelters or long-term care facilities.

We recognize the challenging fiscal situation facing New York and the need to reduce unnecessary spending. However, reducing supportive housing case management and eliminating the SS2 program entirely would erase the benefits of these programs while worsening the growing homelessness crisis among people living with HIV/AIDS, which would ultimately fail to produce any meaningful cost savings.

Thank you.

---

FOR THE RECORD

**PACC**



May 26, 2009

To: the Joint City Council Committees on Finance and General Welfare

Re: Budget Hearing on the Human Resources Administration cuts to Case Management and Nutritional Services at Residential Facilities providing supportive housing to People Living with HIV/AIDS

Pratt Area Community Council, a non-profit organization in Brooklyn New York, operates Gibb Mansion a permanent congregate facility that houses 50 formerly homeless individuals who are living with HIV/AIDS. The Mayor's proposed budget cuts to HIV/AIDS case management and nutrition services in supportive housing for persons living with HIV/AIDS, will gut programs which provide the "support" in supportive housing, decimating the very framework under which these residential facilities were built. Pratt Area Community Council (PACC) is writing this letter to protest these cuts and demonstrate the need for onsite supportive case management and nutrition services.

At Gibb Mansion, the Department of Social Services consists of a Director of Social Services, two Social Workers and a case manager who are skilled professionals with years of experience working in the social services field. Supportive case management services include individual counseling, peer group discussions, escorting clients to medical appointments, and following up on medication adherence. In addition to the impact that HIV/Aids has on their lives, many tenants also suffer with alcohol and substance abuse addiction. The staff which includes a trained Credential in Alcohol and Substance Abuse Counseling (CASAC) counselor has a strong knowledge base when it comes to individual counseling and appropriate referrals that will assist our tenants to move toward sobriety and/or provide them with additional support.

The premise of congregate supportive housing is to provide on site programs and support needed by our residents to stabilize their lives and move toward independent living. Congregate housing also creates stability and prevents the pattern of recurring homelessness experienced by our residents. Case management staff facilitates workshops such as Basic Living Skills, Nutrition, Art Therapy, Recovery and Abstinence and Anger Management. The tenants can also take advantage of an on-site acupuncturist who helps them cope with pain management and stress reduction. The acupuncturist also utilizes an aromatherapy method that provides a calming atmosphere for the tenants who are struggling with multiple barriers on top of their HIV/AIDS status. It would be a grave disservice to the tenants at Gibb Mansion and

other similar housing facilities if the services provided by this dedicated and committed staff were no longer available.

To say that the services provided by case management in a congregate housing facility, is duplicative of HASA case management services would simply be untrue. The daily interactions with staff and hands on service provided at a facility such as Gibb Mansion, is needed to closely monitor our residents' mental and physical health. Reducing or eliminating the onsite services would be a detriment to the tenants who are already coping with multiple stressors. The daily contact with staff particularly at meal time is beneficial not only by providing a nutritional meal that is sensitive to often harsh interactions with medications, but also for the opportunity for the staff to build trust and observe minor and significant changes in the residents' physical and social demeanor.

Some quotes from our tenants-

**Charlie F.** "The case management services are important because the clients need someone to lean on because they have problems. The clients need someone to talk to because they cannot manage their own affairs by themselves. A lot of people are dependent on the food service because they cannot cook or manage their own kitchen

**Rosa Y.** "If the budget cut affects me then I will participate with the rally. Give me a large bullhorn so they can hear my voice".

**Wiley F.** "We should have HIV/AIDS services". It will be terrible if the government cut the HIV/AIDS services. I need the case manager, food and laundry services."

**Joseph P.** "The HIV/AIDS service is being cut through out the city. The food service is important because everything is going up. The food that they prepare here is helping me to fill in the gap".

**Brenda J.** "I need the case manager service or I will be running around trying to get information about difference programs to help me. When I need help I can go down stairs. It is good to have a hot meal but I can cook myself".

PACC urges you to consider the tenants, and how important the on site services provided at Gibb Mansion and other supportive housing facilities, really are. To be without onsite case management would be disastrous as it is so desperately needed and has proven to be an affective model toward stabilizing the lives of these formerly homeless residents. **Do not allow these budget cuts to go through!**

Thank you for your dedication and attention to this matter!

Sincerely,



Deborah Howard  
Executive Director

Public Hearing Testimony  
New York City Council; General Welfare Committee  
May 26, 2009

Submitted by: Roxanna M. Henry  
Welfare Rights Initiative  
Hunter College 695 Park Avenue, Thomas Hunter; Room 115  
NY, NY 10065  
1-212-772-4041

Good Morning. I am Roxanna Henry, the Legal Advocate Organizer for Welfare Rights Initiative. I am also a Hunter College student receiving public assistance. On behalf of the staff and students leaders at Welfare Rights Initiative, I am pleased to be here. My goal is to help the general welfare committee make real changes to improve the lives of low-income individuals and their families by allowing access to education especially in 4 year college and homework time to count. It is the most effective and efficient way to help families receiving welfare to permanently move of welfare and out of poverty.

First, let me introduce Welfare Rights initiative (WRI). WRI is a grassroots, student activist and community leadership training organization located at Hunter College. WRI trains and supports students who have first hand experience of poverty to effectively promote access to higher education. Since its inception 14 years ago, WRI has assisted over 5000 CUNY students like me to continue their pursuit of education and graduate from college. As a student receiving public assistance, I know how important it is for me and for my family to connect to an education in order to obtain a living wage job.

I was employed for 10 years, and like many New Yorker's working in mid-entry level jobs, my position did not offer health insurance or a livable wage salary. I found myself in a health crisis and I applied for public assistance only when my situation became critical. I realized the only way to make sure that I would never find myself in that type of situation again would be to obtain skills and credentials for a livable wage job with benefits. I knew that was the only sure way to move myself and my family out of poverty but first we had to stabilize. My family and most families came to welfare from crisis, the grant is important to help stabilize families. After, our critical issues were addressed, preparing for sustainable employment was next. And for me that meant acquiring the skills and training that I needed in order to acquire a livable wage job. Now, I am at Hunter College about ready to complete my BA.

Numerous studies have documented the impact of higher education on labor force participation, earnings and long term economic independence:

- Almost 90 % of people on welfare who attain a Bachelor's degree are able to move permanently off welfare.
- 75% of welfare claimants move from welfare within 2 yrs of entering college.
- In the past ten years, over 28,000 students at CUNY have been forced to abandon their studies to participate in workfare.

-The remaining 6000, extremely hard working students at CUNY who receive public assistance and who attend college full-time and part time in spite of poverty and the bureaucratic and regulatory obstacles put in their way by the welfare system.

-57 % of all NYC people perceiving welfare have not attained a high school diploma or its equivalent.

Historically those with the least education have always been the harder hit. Especially now with our economy being in recession, jobs are scarce and livable wage in times of recession, New York City must put into practice what we know works. The City must make the idea of stabilizing families through various supports a reality. The City must advocate for welfare reform that meets the real barriers of poor New York City residents, e.g. shelter allowance, utilities, necessities and most importantly the opportunity to use education and training as a route out of poverty.

New York City welfare plan must permit public assistance participants to advance. In the absence of jobs with livable wages for all, we know of no better way than education to reduce the welfare rolls and reduce poverty at the same time.

**Here is what we are finding now, even though work-study and internship counts and homework counts:**

- Students are being told they cannot go to 4 year college, when HRA policy directive (# 02-07-EMP) state they can attend four year college and count their work-study and internship.
- Human Resource Administration/Training Assessment Group does not take into account the student's class schedule when giving out appointments.
- Students who are attending school are not being told that homework time or basic education programs counts for their hours.
- HRA agency workers misinformed students about their rights; or tell them to leave school in order to be in compliance with the work experience program.
- Students with children under six are being told to comply with 35 hours of WEP when 20 hours is allowable for their families.

We at WRI look forward to working with HRA to make sure policies, regulations and practices do not prevent access to education. We know from research, and our first hand expertise, that education can lift an entire family out of poverty. Adding these supported policies will improve the lives of thousands of New Yorkers.

Respectfully Submitted:

Roxanna Henry





**Testimony to the  
New York City Council General Welfare Committee on the  
Human Resources Administration (HRA) Budget**

**May 26, 2009  
City Hall, New York, NY**

Good Afternoon. My name is Nicole Branca, Policy Director for the Supportive Housing Network of New York. I am here today to urge City Council to restore funding for critical case management services for formerly homeless New Yorkers living with HIV/AIDS.

The Network is a statewide member organization that represents more than 180 nonprofit agencies that build, operate and provide services in housing for homeless, disabled and at-risk New Yorkers. Our members offer permanent, affordable apartments with on-site social services that help low-income and formerly homeless individuals and families stay housed. While supportive housing tenants live as independent as possible, available services include case management, mental health services, substance abuse counseling and employment programs. There are nearly 40,000 households living in supportive housing statewide, including 25,000 here in New York City.

Among the New York City tenants living in supportive housing are 4,007 individuals with HIV/AIDS who are stably housed through HIV/AIDS Services Administration's (HASA) supportive housing program. In the Mayor's fiscal year 2010 executive budget, HRA would eliminate \$1.876 million for this program and risk the health and housing stability of thousands of New Yorkers dealing with the devastating effects of living with HIV/AIDS.

This cut would reduce the number of case managers offering vital services to tenants living in HASA-funded supportive housing. As of January 2009, the most recent month that data is available from HRA, 2,189 individuals living in scattered site apartments in all five boroughs and 1,818 tenants in apartment buildings in the Bronx, Brooklyn, and Manhattan would feel the effects of these cuts. The Network estimates that a \$1.876 million cut would result in an estimated 32% cut in on-site case management, reducing the number of case managers working with these tenants from 198 to 135. If these cuts remain, each case manager would be responsible for assisting 30 of the most challenging tenants served in supportive housing, a 50% increase compared to the current 20:1 caseload ratio.

The budget implies that there are inefficiencies with HASA clients having case managers in both their supportive housing and at HASA, but these roles are not duplicative. HASA case workers play an important function, including coordinating benefits for their clients, but it is the on-site case managers that maintain the health and stability of this vulnerable population. The facts are as follows:

***Crises do not just occur between 9-5.***

For people living with HIV/AIDS, health crises do not only occur during office hours. Supportive housing case managers work *in* the residences and are available when tenants need assistance. Preliminary research by the NYC Department of Health and Mental Hygiene (DOHMH) shows that 93% of supportive housing programs provide 24-hour access to staff. Conversely, HASA case managers are only available across the city, usually by appointment only, and only during office hours.

***When case managers are on-site they can also prevent eviction.***

Seeing tenants on a daily basis in the building allows supportive housing case managers to respond more quickly to tenants that have fallen behind on rent payments before the problem grows large enough to threaten their housing. There is a direct correlation with on-site service provision and lower rent arrears; rent arrears are significantly higher in Scattered Site I housing

with visiting case workers than in congregate housing with services on-site, and higher still in Scattered Site II housing where social services are only for a limited time.

***HASA workers are overburdened and under-qualified to provide adequate counseling.***

HASA case managers are not equipped to counsel our tenants; while supportive housing case managers are experienced counselors, few HASA case workers have any social work training or experience at all. At the budget hearing in March, HRA testified that only some of their case workers have any background in social work. Rather, most possess a BA and attend a 4-week principles of social work class. Given that that 80% of New Yorkers with AIDS reported a history of co-occurring mental health and substance use issues, it is critical that our case managers are experienced counselors.<sup>1</sup>

***A small cut in social services equals a huge increase in emergency services.***

On-site case managers put the support in supportive housing. By diminishing their presence, the cost of serving this population goes up, not down. Without the interventions of case managers working in supportive housing, many more HASA tenants will lose their housing and have to rely on much more costly emergency systems.

***Slashing their contracts will force non-profits to make difficult decisions about who they serve.***

As one of our members pointed out in his March budget testimony, if this cut goes through they would likely chose not to renew their contract with HASA. Many of our buildings serve an integrated community of low-income, formerly homeless and disabled tenants. If HASA cannot fund the services that are needed in their buildings then providers can find other funding to serve other needy populations. Losing supportive housing units for persons living with HIV/AIDS will exacerbate an already troubling housing reality for this population. Estimates of the unmet need for housing among HIV positive individuals was 2,400 units in 2004 and based on the increasing number of individuals living with HIV/AIDS in New York

---

<sup>1</sup> The HIV/AIDS Housing Needs Assessment Team. "An Assessment of the Housing Needs of Persons with HIV/AIDS." New York City, Eligible Metropolitan Statistical Area. Final Report. January 2004.

City that need was expected to grow to 10,000 to 14,000 additional units by 2010.<sup>2</sup> Moreover, most of our buildings are underwritten to serve people making less than 50% of the Area Median Income; housing formerly homeless people with disabilities is a choice our members make. If they can't continue to fund a healthy environment for their tenants then the responsible path to take is to rent to low-income individuals who do not need social services to maintain stability.

**The Network's recommendation is to restore the \$1.876 million in order to maintain the FY 2009 funding level for HASA supportive housing.** We have found over a dozen studies that offer evidence that permanent supportive housing dramatically lowers impoverished disabled people's use, and the costs, of emergency services. A March 2009 analysis of 357 formerly chronically homeless individuals in Massachusetts' supportive housing program found that the average Medicaid cost per person fell by \$17,625.<sup>3</sup> Initial findings from a recent four-year study in Chicago of 201 formerly chronically homeless people with chronic medical conditions (including people living with HIV/AIDS) found average cost savings of \$4,643 per person per year *after* accounting for housing and service program costs.<sup>4</sup> Cutting \$1.876 million from HASA supportive housing contracts is truly 'penny wise and pound foolish' as this will shave a small percentage off the City's budget while expenditures on costly emergency services used by these tenants will grow exponentially.

Thank you for holding this hearing and giving us the opportunity to share the experiences and concerns of New York City's supportive housing providers.

*Submitted by:*  
*Nicole Branca, Director of Policy*  
*Supportive Housing Network of New York*  
*247 West 37th Street*  
*New York, New York 10018*  
*646-619-9640 x.2*  
*[nbranca@shnny.org](mailto:nbranca@shnny.org)*

---

<sup>2</sup> Ibid.

<sup>3</sup> Massachusetts Housing and Shelter Alliance. "Home and Healthy for Good: A Statewide Housing First Program. Progress Report March 2009." [http://www.mhsa.net/matriarch/documents/HHG%20March%202009\\_Web\\_Site.pdf](http://www.mhsa.net/matriarch/documents/HHG%20March%202009_Web_Site.pdf)

<sup>4</sup> Barrett, Joe. "Homeless Study Looks at 'Housing First.' Shifting Policies to Get Chronically Ill in Homes May Save Lives, Money." *The Wall Street Journal*. March 6, 2008. Page A10.

Housing Works  
FY10 Budget Testimony -- General Welfare Committee  
May 26, 2009

Thank you for the opportunity to testify today on behalf of the staff, clients and volunteers of Housing Works. Housing Works is the largest AIDS advocacy organization in the country, and we have been providing services to people living with AIDS and HIV in New York City since 1990. Housing Works is here today to discuss proposed cuts to the HIV/AIDS Services Administration (HASA) that would affect people in the city living with AIDS and HIV.

Cuts to AIDS Housing Programs

Two of the PEGs that have been proposed in the Mayor's Preliminary Budget for HRA affect housing for people with HIV and AIDS in New York City. The first is a proposal to drastically reduce community-based case management services in all types of supportive housing programs. The second is a proposal to eliminate the Scattered Site II program completely once the contracts to community-based organizations expire.

In all types of supportive housing for people with AIDS, clients currently receive access to their benefits through a case worker at the HIV/AIDS Services Administration (HASA), and also receive case management through a community-based organization that works in tandem to provide access to their housing. In an attempt to save money in the HRA budget, it has been proposed that the community-based case management be reduced or eliminated, making HASA the primary provider of services to clients.

Housing Works believes that these cuts operate under a false assumption that HASA case workers and community-based case managers are performing the same functions. In fact, these two types of "case management" are very different, and clients residing in supportive housing programs need both. Neither can replace the other in service provision, and they are not inter-changeable.

HASA case workers provide access to HASA services and public benefits. It is through HASA case workers that clients receive and maintain their rental assistance, enhanced food and nutritional allowances, and additional provisions such as pregnancy allowances or assistance in transferring to different apartments. Clients need consistent access to and communication with their HASA workers, because that is the only way that they can get the benefits for which they are eligible.

However, case managers that are providing services through community-based housing providers and AIDS service organizations are providing a completely different and essential service to HASA clients. They are providing psycho-social case management, checking to make sure that clients are adherent to their HIV medications, and referring them to mental health services or substance abuse treatment services if needed. Community case managers accompany clients to doctor's appointments and help them if there is an interruption in their food stamps or rental allowances. Community case managers are also helping clients with their everyday living skills, working with them to set goals in returning to job training and paid work, and are acting as essential liaisons between them and their landlords. Most importantly, many HASA clients would not be able to stay stably housed without the support of their community-based case managers.

## Restoration of Community-Based Case Management -- \$1.9 million to HASA

Housing Works believes that to remove or reduce community-based case management services in supportive housing will result in less intensive available services for clients, and ultimately may result in dangerous disruptions in housing and life-saving medical care. The intensive case management services that exist within AIDS housing programs are essential to housing stability. Research has shown that people with AIDS or HIV that are stably housed are more likely to attend doctor visits and maintain complex medical regimens, keeping them healthy and increasing their quality of life. In addition, stably housed people with HIV are also less likely to have to resort to behaviors that we associate with HIV transmission, such as trading sex for shelter or money, or increasing their substance use. Stable housing saves lives.

New York City stands to save approximately \$2 billion due to the increase in the Federal Medical Assistance Percentage (FMAP) over the next few years. The State used its FMAP savings to prevent the cutting of valuable health and social service programs that would have caused an interruption of services for many vulnerable populations across New York. Mayor Bloomberg, however, has not shown the same commitment. The money that the city is saving from FMAP this fiscal year, approximately \$870 million, has not been allocated to prevent cutting programs. In fact, they cannot even tell us how this money was allocated, while at the same time we are losing programs that are lifelines for people living with AIDS. For people living with AIDS and HIV, supportive housing is health care, and the case management services within their housing programs are a key component to the continuum of care that we advocate for clients to receive.

The PEG to reduce case management in supportive housing is only \$1.9 million in savings for the city, and could have easily been restored using FMAP money. Since FMAP funds are already allocated, we are calling on the City Council to make this restoration. This restoration would save the city millions in the future. Clients without these case management services will need increased services and care in other areas such as emergency room services, homeless shelter services, emergency housing in SROs, or substance abuse treatment. Maintaining the stability of their housing now will prevent them from accessing these services at high rates and would be well worth the City's investment.

Thank you.

For more information, please contact:

Kristin Goodwin, Director of NY Policy and Organizing  
Housing Works, Inc.  
347-473-7450  
[k.goodwin@housingworks.org](mailto:k.goodwin@housingworks.org)



District Council 1707  
American Federation of State,  
County and Municipal  
Employees, AFL-CIO

75 Varick Street  
Suite 1404  
New York, NY 10013  
(212) 219-0022  
Fax: (212) 925-0806

Testimony by Neal Tepel  
Assistant to the Executive Director for District Council 1707  
Before the City Council Committee on General Welfare Regarding the  
Transfer of Kindergarten-Aged Children from ACS Centers to Public Schools  
May 26, 2009

Good afternoon. My name is Neal Tepel. I'm Assistant to the Executive Director for District Council 1707, AFSCME. The Council represents 25,000 members in seven local unions working in social service programs including child care, health services and community programs. Local 205 represents 6,000 workers in public child care centers.

The Administration for Children's Services (ACS) currently funds 300 child care centers serving 22,000 children ages 2 through 5. These centers provide a high-quality pre-school education and safe, affordable year-round child care to working parents in low-income communities. At a time when vulnerable New Yorkers are struggling to remain gainfully employed, or secure employment to support their families, New York City is reducing the capacity of its subsidized child care system – a system that provides vitally important child care services for tens of thousands of working families in New York City.

ACS proposes to close the kindergarten classrooms and stop serving five-year olds in all day care programs. Displacing these young children from the ACS centers will result in thousands of additional five-year-olds being forced to attend the already overcrowded public schools, with no assurance that there will be any child care available for their out-of-school hours. It is hard to understand why ACS is persisting in pushing its 3,300 five-year-olds into over-crowded public schools, when doing so would force the Department of Education to increase the class size of its kindergartens, default on its State-funded requirement to reduce class size, and spend millions of dollars to renovate buildings and bus young children to schools out of their neighborhood.

What New York City should be doing instead is utilizing the available space in child care centers for the expanding Universal Pre-Kindergarten program. UPK classes could be moved out of over-crowded public schools into ACS child care centers. But in doing so, it is absolutely essential that DOE contract directly with the centers for those UPK classes. That is the only way it can ensure that they meet DOE UPK standards.

During a time of economic crisis, we should be doing all that we can to keep people working, especially lower-wage workers who are usually more affected by downturns in the economy. Instead, New York City is eliminating early childhood care and education for thousands of young children, placing additional stress on parents in neighborhoods of need.

We urge the New York City Council to call on ACS to keep its kindergarten classrooms open to ensure that all of the ACS center children turning five this year can get a good kindergarten education and the year-round child care that their parents need.



## Stop the Mayor's Cuts to Kindergarten, UPK, and Head Start

### ➤ **Stop the transfer of kindergarten classes from ACS to DOE**

- Mayor Bloomberg wants to transfer kindergarten from fully certified child care center classrooms in ACS to already overcrowded schools.
- Children will be uprooted from day care centers in their neighborhood and transferred (*maybe even bussed!*) to schools far away from their homes.
- Stopping the Mayor from doing this DOES NOT INVOLVE ANY extra budget dollars; the Council can do this without adding any money to the Budget.

### ➤ **Stop the cuts to UPK funding in the child care centers**

- Mayor Bloomberg and ACS say they want the City child care centers to be fully utilized; but they are cutting Universal Pre-Kindergarten funding to fully licensed centers that provide these programs.

### ➤ **No Cuts to Head Start funding**

- The Mayor wants to cut Head Start funding by 3.03%; but during the present economic crisis New York City working people need more child care not less.
- District Council 1707 and Head Start Local 95 have consistently made proposals that would result in reduced health insurance expenditures that would save the City more than the Mayor now proposes to cut.
- Tell the Mayor and ACS to talk to their workers about how to save dollars for Head Start.





District Council 1707  
American Federation of State,  
County and Municipal  
Employees, AFL-CIO

75 Varick Street  
Suite 1404  
New York, NY 10013  
(212) 219-0022  
Fax: (212) 925-0806

## Coming to ACS Child Care Centers This Fall: A Perfect Storm

- ACS is planning to pay its centers based on their enrollment, starting this September.
- But ACS's dysfunctional enrollment system is still leaving dozens of centers under-enrolled.
- The Child Support requirement is still keeping single parents from enrolling their children.
- And now ACS wants its centers to stop serving 5-year-olds, creating 3,300 more vacancies.
- By September, ACS Pay for Enrollment will leave most of the centers unable to meet payroll.

Council District	ACS CHILD CARE CENTERS	Address	Zip	Phone	Entering Age	Contract Capacity			Enrollment 4/1/09			%	Vacancies	Five-Year-Olds
						Contract Capacity			Enrollment 4/1/09					
						IT	PS	Total	IT	PS	Total			

MANHATTAN														
2	Action for Progress	255 East Houston	10002	212 475-4340	2.0	10	70	80	11	61	72	90%	8	18
6	Polly Dodge	538 West 55th Street	10019	212 757-2047	2.0	10	73	83	10	70	80	96%	3	15
7	Area 145	510 West 145th Street	10031	212 690-3010	2.6	0	100	100	0	99	99	99%	1	25
7	Chama	218 West 147th Street	10039	212 368-4710	2.0	0	120	120	0	107	107	89%	13	19
7	Harbor Grant	1299 Amsterdam Avenue	10027	212 666-6000	2.6	0	88	88	0	70	70	80%	18	13
7	Nasry Michellin	510 West 145th Street	10031	212 690-3290	2.0	0	75	75	0	87	87	116%	0	25
7	RENA	639 Edgecombe Avenue	10032	212 795-4444	2.0	0	155	155	0	158	158	102%	0	44
7	UFBCO	474 West 159th Street	10032	212 281-1950	2.0	0	110	110	0	103	103	94%	7	37
8	Leggett	237 East 104th Street	10029	212 828-6415	2.6	0	82	82	0	78	78	95%	4	17
8	Neighborhood	173 East 112th Street	10029	212 876-3366	2.6	0	60	60	0	36	36	60%	24	14
9	Utopia	236 West 129th Street	10027	212 663-7375	2.6	0	80	80	0	63	63	79%	17	19
10	La Familia Unida	2346 Amsterdam Avenue	10033	212 795-5872	2.0	10	67	77	6	66	72	94%	5	21
10	Salvation Army Inwood	3732 Tenth Avenue	10034	212 569-4300	2.6	0	60	60	0	59	59	98%	1	13
10	Washington Heights	610 West 175th Street	10033	212 781-6910	2.6	0	75	75	0	76	76	101%	0	20
14 Manhattan centers have 13 or more five-year-olds														
1	Puerto Rican Council	180 Suffolk Street	10002	212 674-6730	2.0	20	85	105	19	82	101	96%	4	5
2	Emmanuel	737 East 6th Street	10009	212 228-0356	2.0	0	55	55	0	42	42	76%	13	1
2	Virginia Day Nursery	464 East 10th Street	10009	212 228-5220	2.0	0	52	52	0	49	49	94%	3	7
8	Citizens Care #2	2322 Third Avenue	10035	212 427-6766	2.0	10	55	65	15	62	77	118%	0	6
8	Harbor Oasis	2211 First Avenue	10029	212 534-3999	2.0	0	60	60	0	43	43	72%	17	5
8	Mt Morris (at Citizens Care #2)	2322 Third Avenue	10035	212 876-8710	2.0	0	60	60	0	32	32	53%	28	4
8	Pequeños Souls	114 East 112th Street	10035	212 427-7644	2.0	10	55	65	16	61	77	118%	0	5
8	Pleasant Avenue	451 East 120th Street	10035	212 534-0887	2.0	0	55	55	0	48	48	87%	7	8
8	SCAN NY LaGuardia House	414 East 105th Street	10029	212 722-7441	2.0	0	35	35	0	34	34	97%	1	3
8	Union Carver	1565 Madison Avenue	10029	212 828-6079	2.6	0	71	71	0	75	75	106%	0	5
9	Citizens Care #1	131 St. Nicholas	10026	212 666-1683	2.6	0	35	35	0	38	38	109%	0	1
9	Citizens Care #4	110 West 146th Street	10039	212 368-3071	2.0	10	85	95	11	58	69	73%	26	10
9	East Calvary Nursery	1 West 112th Street	10026	212 534-5249	2.6	0	59	59	0	44	44	75%	15	6
9	Harbor Morningside	311 West 120th Street	10027	212 864-0400	2.0	10	80	90	11	67	78	87%	12	6
9	James Varick	151 West 136th Street	10030	212 234-8058	2.5	0	60	60	0	46	46	77%	14	1
9	Prince Hall Colonial Park	159-30 Harlem River Drive	10039	212 281-1444	2.0	10	45	55	9	35	44	80%	11	5
9	Salem	211 West 129th Street	10027	212 678-2727	2.6	0	55	55	0	50	50	91%	5	5
17 Manhattan centers have 12 or less five-year-olds						70	1,002	1,072	81	866	947		156	83
31 of the 68 Manhattan centers are serving five-year-olds						100	2,217	2,317	108	1,999	2,107		257	383

Council District	ACS CHILD CARE CENTERS	Address	Zip	Phone	Entering Age	Contract Capacity			Enrollment, 4/1/109			Vacancies	Five-Year-Olds	
						Contract Capacity			Enrollment, 4/1/109					
						IT	PS	Total	IT	PS	Total			%
1	Coalition for Human Housing	60 Essex Street	10002	212 677-6990	2.0	0	35	35	0	2,107	38	109%	0	0
1	Chung Pak	125 Walker Street	10013	212 343-9630	2.6	0	75	75	0	80	80	107%	0	0
1	Educational Alliance	197 East Broadway	10002	212 780-2300	2.6	0	71	71	0	73	73	103%	0	0
1	Finest Care	1 Police Plaza	10038	212 571-2491	2.5	0	35	35	0	25	25	71%	10	0
1	Garment Industry	115 Chrystie Street	10002	212 219-2286	2.6	0	70	70	0	75	75	107%	0	0
1	Hamilton Madison House	60 Catherine Street	10038	212 962-3409	2.0	44	103	147	29	79	108	73%	39	0
1	Henry Street Settlement	301 Henry Street	10002	212 254-3100	2.0	10	73	83	0	95	95	114%	0	0
1	League for Child Care	184 Eldridge Street	10002	212 674-9120	2.0	0	61	61	0	61	61	100%	0	0
1	Little Star of Broome	131 Broome Street	10002	212 673-2680	2.0	10	52	62	11	48	59	95%	3	0
2	Bellevue-Educare	462 First Avenue	10016	212 679-2393	2.0	0	33	33	0	31	31	94%	2	0
2	CPC Jacob Riis	108 Avenue D	10009	212 533-9138	1.0	18	35	53	19	34	53	100%	0	0
2	Grand Street Settlement	300 Delancey Street	10002	212 228-8240	2.0	20	54	74	27	55	82	111%	0	0
2	Lillian Wald	34 Avenue D	10009	212 673-2680	2.0	10	35	45	11	39	50	111%	0	0
3	Hudson Guild	459 West 26th Street	10001	212 760-9831	2.0	0	90	90	0	79	79	88%	11	0
4	SCAN NY Holmes Towers	1794 First Avenue	10128	212 876-9200	2.6	0	40	40	0	45	45	113%	0	0
5	Lenox Hill	331 East 70th Street	10021	212 744-5022	2.6	0	61	61	0	56	56	92%	5	0
6	Goddard Riverside	114 West 91st Street	10024	212 873-6865	2.6	0	74	74	0	77	77	104%	0	0
6	Mabel Barrett Fitzgerald	243 West 64th Street	10023	212 757-6958	2.0	10	58	68	12	45	57	84%	11	0
6	St.Matthew's & St. Timothy's	26 West 84th Street	10024	212 724-0360	2.9	0	32	32	0	30	30	94%	2	0
6	West 83rd Street	128 West 83rd Street	10024	212 877-7780	2.0	0	55	55	0	43	43	78%	12	0
7	Citizens Care #3	3240 Broadway	10027	212 690-0742	2.0	10	90	100	14	77	91	91%	9	0
7	Morningside	2697 Eighth Avenue	10039	212 281-4142	2.0	0	55	55	0	43	43	78%	12	0
8	Dawning Village	2090 First Avenue	10029	212 369-5313	2.0	10	55	65	10	45	55	85%	10	0
8	East Harlem Block Nursery #1	215 East 106th Street	10029	212 427-2571	2.9	10	35	45	3	42	45	100%	0	0
8	East River	416 East 105th Street	10029	212 534-7133	2.0	12	20	32	2	31	33	103%	0	0
8	Lexington	115 East 98th Street	10029	212 410-1060	2.0	10	35	45	10	34	44	98%	1	0
8	Metro North	304 East 102nd Street	10029	212 828-6087	2.0	0	55	55	0	46	46	84%	9	0
8	Open Door	820 Columbus Avenue	10025	212 749-5572	2.0	10	75	85	15	44	59	69%	26	0
8	Union Washington	1893 Second Avenue	10029	212 828-6089	2.0	0	54	54	0	48	48	89%	6	0
9	Drew Hamilton	2672 Frederick Douglass	10030	212 281-9555	2.0	12	37	49	0	45	45	92%	4	0
9	East Harlem Block Nursery #2	2112 Madison Avenue	10037	212 234-3333	2.0	20	35	55	12	36	48	87%	7	0
9	Graham Windham Harlem	669 Lenox Avenue	10037	212 491-8501	2.0	0	84	84	0	77	77	92%	7	0
9	Harbor Family Horizon	1330 Fifth Avenue	10026	212 876-6090	2.0	0	35	35	0	33	33	94%	2	0
9	Mary Walton	224 West 152nd Street	10039	212 283-4241	2.6	20	30	50	16	46	62	124%	0	0
9	Taft	1724 Madison Avenue	10029	212 831-0556	2.6	0	55	55	0	53	53	96%	2	0
10	Nicholas Cardelli	84 Vermilyea Avenue	10034	212 942-6757	2.6	0	55	55	0	53	53	96%	2	0
10	Quo Vadis	4111 Broadway	10033	212 568-6554	2.6	0	35	35	0	35	35	100%	0	0

Council District	ACS CHILD CARE CENTERS	Address	ZIP	Phone	Entering Age	Contract Capacity			Enrollment, 4/1/09			%	Vacancies	Five-Year-Olds
BRONX														
						IT	PS	Total	IT	PS	Total			
12	Crawford	670 East 219th Street	10467	718 881-8444	2.9	0	55	55	0	58	58	105%	0	19
12	North Bronx NCNW	4035 White Plains Road	10466	718 231-7100	2.9	0	112	112	0	124	124	111%	0	48
12	Susan Wagner	1140 East 229th Street	10466	718 547-1735	2.9	0	115	115	0	119	119	103%	0	35
12	Williamsbridge NAACP	680 East 219th Street	10467	718 798-1262	2.9	0	100	100	0	105	105	105%	0	18
13	Westchester Tremont	2547 East Tremont Avenue	10461	718 824-7390	2.9	0	90	90	0	94	94	104%	0	22
14	Concourse	100 East Mt. Eden Avenue	10452	718 583-9664	2.0	0	115	115	0	114	114	99%	1	23
15	Bathgate	1997 Bathgate Avenue	10457	718 731-4694	2.0	20	80	100	21	82	103	103%	0	58
15	Tremont Crotona	1600 Crotona Park East	10460	718 378-5600	2.0	20	105	125	14	116	130	104%	0	27
15	Tremont Monterey #1	887 Crotona Park North	10460	718 617-2211	2.9	0	50	50	0	59	59	118%	0	15
16	Davidson	1810 Davidson Avenue	10453	718 583-0721	2.6	0	101	101	0	105	105	104%	0	28
16	Ezekiel Rivers	200 West Tremont Avenue	10453	718 294-3050	2.6	0	120	120	0	130	130	108%	0	28
16	Five Star	3261 Third Avenue	10456	718 292-4774	2.6	0	77	77	0	76	76	99%	1	23
16	Fulton Avenue	1332 Fulton Avenue	10456	718 378-1330	2.0	20	137	157	19	134	153	97%	4	40
16	Gwendolyn Bland	749 East 163rd Street	10456	718 991-1050	2.6	0	90	90	0	97	97	108%	0	25
16	Highbridge Advisory Council #2	1181 Nelson Avenue	10452	718 681-5216	2.6	0	115	115	0	105	105	91%	10	17
16	Louis Fickling	1240 Webster Avenue	10456	718 538-7135	2.7	0	60	60	0	60	60	100%	0	14
16	Partners with Parents	1360 Ogden Avenue	10452	718 293-2000	2.6	0	46	46	0	47	47	102%	0	20
16	Tremont Monterey #2	1600 Bathgate Avenue	10457	718 466-6700	2.9	0	55	55	0	58	58	105%	0	21
17	Anna Lefkowitz	690 Westchester Avenue	10455	719 292-8682	2.6	0	97	97	0	92	92	95%	5	17
17	Belances	528 East 146th Street	10455	718 665-1100	2.6	10	45	55	7	44	51	93%	4	15
17	HAC Marshall England	800 Concourse Village East	10451	718 742-2366	2.0	0	105	105	0	110	110	105%	0	18
17	Iola Jordan	421 East 161st Street	10451	718 402-4166	2.0	10	150	160	7	159	166	104%	0	45
17	Phillip Michaels	629 Courlandt Avenue	10451	718 665-9410	2.0	10	130	140	12	143	155	111%	0	22
18	Bronxdale	1065 Beach Avenue	10472	718 991-8315	2.9	0	60	60	0	58	58	97%	2	17
18	Herbert Birch Watson	1880 Watson Avenue	10472	718 828-9400	2.9	0	165	165	0	164	164	99%	1	24
18	Seabury	575 Soundview Avenue	10473	718 991-1500	2.0	10	80	90	8	80	88	98%	2	18
18	Sound Dale	1211 Croes Avenue	10472	718 378-3533	2.9	0	97	97	0	95	95	98%	2	29
18	Soundview	1700 Seward Avenue	10473	718 991-7462	2.6	0	55	55	0	51	51	93%	4	20
28 Bronx centers have 13 or more five-year-olds						100	2,607	2,707	88	2,679	2,767		36	706

Council District	ACS CHILD CARE CENTERS	Address	Zip	Phone	Entering Age	Contract Capacity			Enrollment, 4/1/09			Vacancies	Five-Year-Olds	
						IT	PS	Total	IT	PS	Total			%
13	Susan Wagner Victory	3440 White Plains Road	10467	718 665-5500	2.9	0	55	55	0	58	58	105%	0	2
13	Throggs Neck	461 Swinton Avenue	10465	718 822-0172	2.6	0	60	60	0	58	58	97%	2	7
14	HAC Steven Sales	80 East 181st Street	10453	718 365-6247	2.0	0	95	95	0	98	98	103%	0	0
14	LABOR Bathgate	1638 Anthony Avenue	10457	718 583-3850	2.9	0	65	65	0	55	55	85%	10	12
14	Pius XII	2167 University Avenue	10453	718 584-6400	2.9	0	77	77	0	75	75	97%	2	12
14	Promesa Multicultural #2	300 East 175th Street	10457	347 649-3209	2.0	0	90	90	0	81	81	90%	0	9
15	As The Twig Is Bent	355 East 183rd Street	10458	718 220-4398	2.9	0	55	55	0	58	58	105%	0	2
15	Cardinal McCloskey	899 East 180th Street	10460	718 220-3355	2.9	0	75	75	0	74	74	99%	1	10
15	East Tremont	1811 Crotona Avenue	10457	718 731-4166	2.9	0	60	60	0	61	61	102%	0	12
15	Salvation Army Tremont	2121 Washington Avenue	10457	718 563-1530	2.0	10	59	69	0	63	63	91%	6	5
15	Twin Parks	2070 Mapes Avenue	10460	718 733-7778	2.6	0	60	60	0	54	54	90%	6	11
16	Alene Logan	1450 Webster Avenue	10456	718 293-1530	2.6	0	55	55	0	52	52	95%	3	10
16	Blondell Joyner	909 Tinton Avenue	10456	718 665-7791	2.6	0	55	55	0	56	56	102%	0	4
16	HAC Paradise	258 East 165th Street	10456	718 590-0673	2.0	20	40	60	21	46	67	112%	0	9
16	HAC River Park Towers	28 Richman Plaza	10453	718 583-3735	2.6	0	70	70	0	75	75	107%	0	9
16	Highbridge Nursery	1531 University Avenue	10453	718 294-0660	2.0	0	55	55	0	55	55	100%	0	12
16	Pamela Torres	161 St. Ann's Avenue	10454	718 585-2540	2.6	0	55	55	0	51	51	93%	4	5
16	Promesa Multicultural #1	1022 Summit Avenue	10452	718 681-1580	2.6	0	55	55	0	59	59	107%	0	5
17	East Bronx	1113 Colgate Avenue	10472	718 617-2900	2.9	0	80	80	0	76	76	95%	4	12
17	HAC Doris Stone	1165 University Avenue	10452	718 681-5888	2.0	10	45	55	10	45	55	100%	0	4
17	Salvation Army Bronx	425 East 159th Street	10451	718 742-2346	2.0	0	45	45	0	49	49	109%	0	4
18	Bronx River	1555 East 174th Street	10472	718 842-6582	2.9	0	60	60	0	57	57	95%	3	11
22 Bronx centers have 12 or less five-year-olds														
50 of the 61 Bronx centers are serving five-year-olds					40	1,366	1,406	31	1,356	1,387		41	167	
					140	3,973	4,113	119	4,035	4,154		77	873	
14	Highbridge Advisory Council #1	1594 Townsend Avenue	10452	718 299-3917	2.0	10	80	90	12	75	87	97%	3	0
14	MARC	2105 Jerome Avenue	10453	718 562-3410	2.9	0	20	20	0	25	25	125%	0	0
14	Tolentine Zeiser	2342 Andrews Avenue	10468	718 933-6935	2.0	0	67	67	0	63	63	94%	4	0
15	Belmont	2340 Cambreleng Avenue	10458	718 584-1576	2.9	0	77	77	0	79	79	103%	0	0
15	Bronx Early Childhood	1515 Southern Boulevard	10460	718 620-1200	2.6	0	80	80	0	72	72	90%	8	0
16	Highbridge Advisory Council #3	1399 Ogden Avenue	10452	718 293-3162	2.0	30	55	85	26	61	87	102%	0	0
17	HPMS Ileana Rodriguez	500 Southern Boulevard	10455	718 402-8766	2.0	10	55	65	10	57	67	103%	0	0
17	HPMS Rosa Wardell	1275 Westchester Avenue	10459	718 542-3275	2.9	0	36	36	0	39	39	108%	0	0
17	United Bronx Parents	888 Westchester Avenue	10459	718 378-5000	2.0	30	80	110	20	84	104	95%	6	0
17	Winifred Wheeler	200 Alexander Avenue	10454	718 993-3692	2.0	10	54	64	11	55	66	103%	0	0
18	Dr. Richard Green	450 Castle Hill Avenue	10473	718 904-1689	2.6	0	57	57	0	56	56	98%	1	0



Council District	ACS CHILD CARE CENTERS	Address	Zip	Phone	Entering Age	Contract Capacity			Enrollment, 4/1/109			Vacancies	Five-Year-Olds	
						Contract Capacity			Enrollment, 4/1/109					
						IT	PS	Total	IT	PS	Total			%
BROOKLYN														
33	Helen Owen Carey	71 Lincoln Place	11217	718 638-4100	2.0	24	89	113	21	91	112	99%	1	20
33	John Oravec	25 Nassau Avenue	11222	718 782-2727	2.6	0	110	110	0	107	107	97%	3	16
33	Jonathan Williams	321 Roebling Street	11211	718 387-5011	2.6	0	99	99	0	92	92	93%	7	30
33	Strong Place	242 Hoyt Street	11217	718 624-2993	2.0	0	55	55	0	46	46	84%	9	13
34	200 Central Avenue	200 Central Avenue	11221	718 453-5500	2.9	0	95	95	0	97	97	102%	0	28
34	Round Table	1175 Gates Avenue	11221	718 443-4500	2.0	10	95	105	10	95	105	100%	0	27
34	Salvation Army Bushwick	1151 Bushwick Avenue	11221	718 455-0100	2.6	0	55	55	0	58	58	105%	0	20
34	Small World	211 Ainslie Street	11211	718 963-0330	3.0	0	90	90	0	93	93	103%	0	25
34	Stagg Street	77 Stagg Street	11206	718 388-1395	2.0	0	75	75	0	71	71	95%	4	16
34	Un. Community of Williamsburg	152 Manhattan Avenue	11206	718 388-4299	2.9	0	95	95	0	93	93	98%	2	18
35	BBCS Duffield	101 Fleet Place	11201	718 522-5296	2.0	10	80	90	9	81	90	100%	0	19
35	Five Block	995 Carroll Street	11225	718 774-8203	0.7	30	75	105	32	76	108	103%	0	14
35	Friends of Crown Heights #2	671 Prospect Place	11216	718 638-8686	0.2	56	100	156	56	97	153	98%	3	25
35	Friends of Crown Heights #3	317 Rogers Avenue	11225	718 771-8075	2.9	0	100	100	0	105	105	105%	0	17
35	Haitian American #1	1491 Bedford Avenue	11216	718 756-0253	2.0	10	75	85	0	83	83	98%	2	26
35	Martha Udeli	505 St Mark's Avenue	11238	718 638-3838	2.0	0	85	85	0	70	70	82%	15	23
35	Young Minds	972 Fulton Street	11238	718 622-8622	2.6	0	101	101	0	46	46	46%	55	14
36	Aguadilla	656 Willoughby Avenue	11206	718 443-2900	2.0	20	95	115	18	90	108	94%	7	16
36	Bedford Avenue	40 Brevoort Place	11216	718 636-9193	2.6	0	95	95	0	88	88	93%	7	16
36	George Conliffe	1435 Prospect Place	11213	718 778-1498	2.6	0	95	95	0	94	94	99%	1	21
36	Haitian American #3	813 Sterling Place	11216	718 771-3800	2.0	30	95	125	22	104	126	101%	0	22
36	Horace Greene	600 Hart Street	11221	718 455-8950	2.0	10	100	110	15	109	124	113%	0	21
36	Sumner	860 Park Avenue	11206	718 455-3471	2.6	0	59	59	0	58	58	98%	1	15
36	Tabernacle	34 Kosciusko Street	11205	718 638-3209	0.3	28	186	214	28	174	202	94%	12	32
37	Audrey Johnson	272 Moffat Street	11207	718 574-0130	2.6	0	75	75	0	68	68	91%	7	22
37	Bethesda	319 Stanhope Street	11237	718 381-8900	3.0	0	69	69	0	72	72	104%	0	22
37	Grand Street Settlement	783 Knickerbocker Avenue	11207	718 418-1723	2.0	10	172	182	6	162	168	92%	14	15
37	John Coker	1375 Bushwick Avenue	11207	718 452-1414	3.0	0	75	75	0	77	77	103%	0	25
37	Luis Muñoz Marin	851 Liberty Avenue	11208	718 235-7300	2.0	0	92	92	0	85	85	92%	7	19
37	New Life #1	295 Woodbine Street	11237	718 821-3433	2.9	0	95	95	0	99	99	104%	0	20
37	New Life #2	406 Grove Street	11237	718 417-4206	2.0	20	62	82	20	72	92	112%	0	15
37	Urban Strategies #1	1091 Sutter Avenue	11208	718 647-7700	2.6	0	92	92	0	91	91	99%	1	20
37	Urban Strategies #2	452 Pennsylvania Avenue	11207	718 346-8708	2.6	0	75	75	0	68	68	91%	7	13
38	Bay Ridge	314 44th Street	11220	718 768-5030	2.6	0	90	90	0	92	92	102%	0	13
39	Alonzo Daughtry #2	333 2nd Street	11215	718 499-2066	2.6	0	75	75	0	68	68	91%	7	20

Council District	ACS CHILD CARE CENTERS	Address	Zip	Phone	Entering Age	Contract Capacity			Enrollment, 4/1/09			Vacancies	Five-Year-Olds	
						IT	PS	Total	IT	PS	Total			%
39	Beth Jacob	1363 46th Street	11219	718 435-5755	2.3	0	148	148	0	157	157	106%	0	57
39	Shirley Chisholm #2B	333 14th Street	11215	718 499-7159	2.0	10	75	85	13	83	96	113%	0	20
40	Flatbush Action	525 Parkside Avenue	11226	718 693-9891	2.0	10	110	120	15	114	129	108%	0	27
40	Grace Pre-School	1800 Bedford Avenue	11225	718 856-6700	2.0	0	39	39	0	31	31	79%	8	22
41	Hawthorne Corners	1950 Bedford Avenue	11225	718 282-7201	2.9	0	57	57	0	55	55	96%	2	15
41	Advent	265 Sumpter Street	11233	718 452-1200	2.6	0	60	60	0	62	62	103%	0	19
41	Freewill	16 Howard Avenue	11221	718 483-3234	2.0	10	75	85	9	73	82	96%	3	19
41	Friends of Crown Heights #1	36 Ford Street	11213	718 467-4270	1.0	10	100	110	12	110	122	111%	0	25
41	Love in Action	33 Somers Street	11233	718 498-6200	0.6	38	110	148	44	89	133	90%	15	20
41	Nat Azarow	232 Powell Street	11212	718 346-0924	2.6	0	93	93	0	89	89	96%	4	18
41	Salvation Army Sutter	20 Sutter Avenue	11212	718 773-3041	2.6	0	75	75	0	45	45	60%	30	17
41	Shirley Chisholm #1	69 Saratoga Avenue	11233	718 443-4100	0.3	10	75	85	9	85	94	111%	0	15
41	Shirley Chisholm #2	2023 Pacific Street	11233	718 756-1718	0.5	50	95	145	51	97	148	102%	0	22
42	Bishop Gregory Martin	370 New Lots Avenue	11207	718 649-8610	2.0	10	90	100	11	85	96	96%	4	30
42	Breukelen Recreation Rooms	717 East 105th Street	11236	718 649-1463	2.6	0	75	75	0	72	72	96%	3	22
42	Children's Corner	565 Livonia Avenue	11207	718 346-3470	2.0	30	140	170	31	129	160	94%	10	30
42	Hubert Morrell	921 Hegeman Avenue	11208	718 649-6124	2.0	0	65	65	0	71	71	109%	0	20
42	Maxine Turner	668 Logan Street	11208	718 272-4117	2.0	10	73	83	7	79	86	104%	0	18
42	Morris Koppelman	774 Saratoga Avenue	11212	718 345-6666	2.0	10	112	122	12	126	138	113%	0	41
42	Pine Street	374 Pine Street	11208	718 348-5721	2.0	20	97	117	14	112	126	108%	0	18
44	Gan	4206 15th Avenue	11219	718 435-2812	2.3	0	126	126	0	145	145	115%	0	36
45	College Community	2804 Glenwood Road	11210	718 434-1693	2.6	0	55	55	0	54	54	98%	1	18
57 Brooklyn centers have more than 12 five-year-olds														
33	Alonzo Daughty #1	460 Atlantic Avenue	11217	718 596-1993	2.6	0	30	30	0	31	31	103%	0	2
33	Bedford Harrison	60 Harrison Avenue	11211	718 387-8837	2.6	0	95	95	0	71	71	75%	24	2
33	Graham Windham	110 Taylor Street	11211	718 782-9363	2.0	12	30	42	4	31	35	83%	7	2
33	Robert F. Kennedy	741 Flushing Avenue	11206	718 782-0766	2.6	0	64	64	0	67	67	105%	0	14
34	Nuestros Niños #1	384 South 4th Street	11211	718 963-1555	2.0	20	120	140	17	107	124	89%	16	10
34	Nuestros Niños #2	243 South 2nd Street	11211	718 218-8275	2.6	10	55	65	0	66	66	102%	0	10
35	BBCS Waverly	143 Waverly Avenue	11205	718 858-7523	2.6	10	85	95	2	38	40	42%	55	9
35	Farragut - Gold	104 Gold Street	11201	718 858-0157	2.0	10	35	45	12	22	34	76%	11	4
35	Farragut - Navy	32 Navy Street	11201	718 875-7555	2.0	10	34	44	1	40	41	93%	3	11
35	PAL Quincy	5 Quincy Street	11238	718 638-3400	2.0	20	74	94	20	68	88	94%	6	9
36	196 Albany Avenue	196 Albany Avenue	11213	718 773-0071	2.0	0	90	90	0	79	79	88%	11	7
36	Alonzo Daughty #3	1005 Bedford Avenue	11205	718 638-7979	2.0	10	80	90	10	48	58	64%	32	11
36	Billy Martin	333 Classon Avenue	11205	718 857-5630	2.0	12	35	47	13	33	46	98%	1	4
36	John Edward Bruce	196 Albany Avenue	11213	718 773-5794	2.0	10	55	65	10	47	57	88%	8	4

Council District	ACS CHILD CARE CENTERS	Address	Zip	Phone	Entering Age	Contract Capacity			Enrollment, 4/11/09			Vacancies	Five-Year-Olds	
						IT	PS	Total	IT	PS	Total			%
36	Little Sun People, Too	265 Marcus Garvey	11221	718 574-8808	0.6	10	40	50	8	41	49	98%	1	4
36	Park Place	963 Park Place	11213	718 778-8558	2.0	10	70	80	12	53	65	81%	15	12
36	St John's	813 Sterling Place	11216	718 756-0496	2.0	10	30	40	13	29	42	105%	0	9
37	Charles Hamilton	2505 Pitkin Avenue	11208	718 235-9708	2.0	20	73	93	18	80	98	105%	-5	6
37	St. Malachy	220 Hendrix Street	11207	718 647-0966	0.2	18	63	81	17	63	80	99%	1	3
39	A.C.E.	199 14th Street	11215	718 788-2668	2.6	0	55	55	0	52	52	95%	3	3
41	YMCA Brownsville	1592 East New York Avenue	11212	718 342-2905	2.0	0	60	60	0	61	61	102%	0	9
42	B.D.C.	888 Fountain Avenue	11208	718 235-8800	2.0	10	35	45	7	30	37	82%	8	4
42	Georgia McMurray	675 Lincoln Avenue	11208	718 235-1215	2.0	10	75	85	11	75	86	101%	0	8
42	Marie Durdin	2700 Linden Boulevard	11208	718 647-4730	2.0	0	55	55	0	54	54	98%	1	6
42	New Lots	653 Schenck Avenue	11207	718 257-4844	2.6	0	60	60	0	58	58	97%	2	12
42	Salvation Army Brownsville	280 Riverdale Avenue	11212	718 345-2488	2.0	25	75	100	23	75	98	98%	2	12
44	Sylvia Klein	720 Euclid Avenue	11208	718 647-2274	2.6	0	50	50	0	51	51	102%	0	7
44	Tashbar	1349 50th Street	11219	718 853-8891	2.6	0	52	52	0	55	55	106%	0	12
47	Coney Island Community	2960 West 27th Street	11224	718 372-6200	2.0	0	80	80	0	69	69	86%	11	10
47	PAL Carey Gardens	2964 West 23rd Street	11224	718 372-4044	2.0	10	35	45	11	36	47	104%	0	8
47	PAL La Puerta Abierta	2864 West 21st Street	11224	718 373-1100	2.0	10	60	70	7	53	60	86%	10	12
47	Roberta Bright	3001 West 37th Street	11224	718 266-5333	2.0	10	35	45	10	38	48	107%	0	6
32 Brooklyn centers have 12 or less five-year-olds						267	1,885	2,152	226	1,721	1,947		223	241
89 of the 130 Brooklyn centers are serving five-year-olds						743	7,001	7,744	691	6,756	7,447		475	1,467
33	Bethel Baptist	242 Hoyt Street	11217	718 834-9292	2.0	10	30	40	15	26	41	103%	0	0
33	Nevins	460 Atlantic Avenue	11217	718 855-2621	2.0	10	50	60	12	42	54	90%	6	0
33	Torah	12 Franklin Avenue	11211	718 302-0905	2.6	10	38	48	0	47	47	98%	1	0
33	Warren Street	343 Warren Street	11201	718 237-9578	0.2	25	55	80	25	47	72	90%	8	0
34	Community & Parents	243 South 2nd Street	11211	718 386-3433	2.6	0	55	55	0	48	48	87%	7	0
34	Cooper Park	292 Frost Street	11222	718 389-5959	2.0	10	35	45	1	40	41	91%	4	0
34	Fennell	600 Hart Street	11221	718 386-7889	2.0	10	35	45	4	51	55	122%	0	0
34	Graham	222 Graham Avenue	11206	718 387-9482	2.3	0	55	55	0	57	57	104%	0	0
34	Nuestros Niños #3	161 South 3rd Street	11211	718 388-5000	2.0	0	35	35	0	33	33	94%	2	0
36	Cornerstone	289 Lewis Avenue	11221	718 574-8300	2.0	12	48	60	6	43	49	82%	11	0
36	Edwards L. Cleaveland	1185 Park Place	11213	718 778-6559	2.0	10	53	63	16	48	64	102%	0	0
36	Marcy	494 Marcy Avenue	11206	718 855-7252	2.0	10	35	45	1	45	46	102%	0	0
36	Mary McCleod Bethune	360 Putaski Street	11206	718 455-5137	2.6	0	55	55	0	47	47	85%	8	0
36	Putnam	706 Quincy Street	11221	718 453-5001	2.0	0	55	55	0	30	30	55%	25	0
36	Salvation Army Bedford	110 Kosciusko Street	11216	718 857-7264	2.6	0	39	39	0	38	38	97%	1	0
36	Tompkins	730 Park Avenue	11206	718 782-9140	2.0	0	35	35	0	36	36	103%	0	0
37	Cypress Hills	108 Pine Street	11208	718 647-5005	2.6	0	70	70	0	74	74	103%	0	0



Council District	ACS CHILD CARE CENTERS	Address	Zip	Phone	Entering Age	Contract Capacity			Enrollment, 4/1/09			%	Vacancies		Five-Year-Olds
						IT	PS	Total	IT	PS	Total				
38	Brooklyn Chinese American	812 54th Street	11220	718 438-0008	2.6	0	70	70	0	69	69	99%	1	0	0
38	Georgia McMurray BATKids	140 58th Street	11220	718 567-0818	2.0	0	65	65	0	63	63	97%	2	0	0
38	Magical Years	230 60th Street	11220	718 439-0450	0.2	38	0	38	38	0	38	100%	0	0	0
38	PAL Miccio	595 Clinton Street	11231	718 852-4560	2.0	20	55	75	19	57	76	101%	0	0	0
38	Salvation Army Fiesta	80 Lorraine Street	11231	718 834-8755	2.0	10	55	65	7	28	35	54%	30	0	0
38	St Andrew	4917 4th Avenue	11220	718 492-9678	2.6	0	35	35	0	35	35	100%	0	0	0
39	Action Nursery	1019 46th Street	11219	718 854-7778	2.6	0	30	30	0	33	33	110%	0	0	0
39	AMICO Court Street	292 Court Street	11231	718 855-1778	2.6	0	50	50	0	44	44	88%	6	0	0
40	Friends of Crown Heights #4	141 East 40th Street	11203	718 284-2184	0.2	28	55	83	30	61	91	110%	0	0	0
40	Learner's Haven	432 Rutland Road	11203	718 493-3894	2.0	10	75	85	4	61	65	76%	20	0	0
40	Mosdoth	420 Lefters Avenue	11225	718 756-2020	2.0	10	133	143	11	138	149	104%	0	0	0
41	Brevort	250 Ralph Avenue	11233	718 778-1069	2.0	10	38	48	10	30	40	83%	8	0	0
41	Ohel Sarah	771 Crown Street	11213	718 756-8300	1.0	10	35	45	10	35	45	100%	0	0	0
41	William Boyland	382 Sutter Avenue	11212	718 342-3890	2.0	0	53	53	0	47	47	89%	6	0	0
42	Boulevard	2150 Linden Boulevard	11207	718 649-2295	2.0	10	55	65	9	42	51	78%	14	0	0
42	John F. Kennedy	103-15 Farragut Road	11236	718 272-8751	2.9	0	93	93	0	93	93	100%	0	0	0
42	Morris Eisenstein	613 New Lots Avenue	11207	718 385-1201	2.0	10	70	80	10	55	65	81%	15	0	0
44	Hebrew Institute	1401 Avenue I	11230	718 377-7507	2.0	0	47	47	0	47	47	100%	0	0	0
44	Vincent Caristo	5901 13th Avenue	11219	718 853-8300	2.9	0	94	94	0	95	95	101%	0	0	0
44	Zion	5000 14th Avenue	11219	718 438-2862	2.6	0	43	43	0	44	44	102%	0	0	0
45	Flatbush YMCA	1401 Flatbush Avenue	11210	718 469-8100	3.0	0	37	37	0	39	39	105%	0	0	0
45	Friends of Crown Heights #5	1886 Nostrand Avenue	11226	718 284-9194	2.0	0	60	60	0	68	68	113%	0	0	0
47	Coney Island	2757 West 33rd Street	11224	718 946-8759	2.0	10	35	45	8	35	43	96%	2	0	0
47	Lillian Sklar Filler	49 Avenue W	11223	718 372-8189	2.6	0	50	50	0	49	49	98%	1	0	0

Council District	ACS CHILD CARE CENTERS	Address	Zip	Phone	Entering Age	Contract Capacity			Enrollment, 4/1/09			%	Vacancies	Five-Year-Olds
						IT	PS	Total	IT	PS	Total			
<b>QUEENS</b>														
21	Better Community Life #1	34-10 108th Street	11368	718 335-0634	2.9	0	80	80	0	73	73	91%	7	18
21	Jerome Hardeman	29-49 Gilmore Street	11369	718 779-1660	2.9	0	60	60	0	56	56	93%	4	24
21	Malcolm X	111-12 Northern Blvd	11368	718 651-7880	2.0	10	110	120	11	104	115	96%	5	18
22	Joseph DiMarco	36-49 11th Street	11106	718 786-1166	2.6	0	150	150	0	143	143	95%	7	28
26	Queensbridge	38-11 27th Street	11101	718 937-7640	2.9	0	135	135	0	126	126	93%	9	18
26	Western Queens	10-26 41st Avenue	11101	718 784-2092	2.0	0	87	87	0	88	88	101%	0	20
27	Afro-American Parents #3	118-49 Montauk Street	11412	718 341-5945	0.6	30	100	130	28	99	127	98%	3	17
27	Amistad	110-15 164th Place	11433	718 526-5911	2.0	0	119	119	0	115	115	97%	4	25
27	Blanche Community Progress #1	109-60 202nd Street	11412	718 479-1800	2.6	0	55	55	0	51	51	93%	4	14
27	Charles Drew	109-45 207th Street	11429	718 740-2400	2.9	0	98	98	0	95	95	97%	3	16
27	Jamaica NAACP	189-26 Linden Boulevard	11412	718 978-0400	2.6	0	75	75	0	72	72	96%	3	25
27	National Sorority Phi Delta Kappa	118-44 Merrick Boulevard	11434	718 276-6551	2.6	0	100	100	0	92	92	92%	8	19
27	Starlight	165-15 Archer Avenue	11433	718 297-4055	2.9	0	75	75	0	76	76	101%	0	13
28	Afro-American Parents #1	117-16 Sutphin Boulevard	11434	718 322-2030	2.6	0	100	100	0	98	98	98%	2	24
28	Afro-American Parents #2	112-06 Sutphin Boulevard	11435	718 322-9080	2.0	10	78	88	10	77	87	99%	1	25
28	Alpha Kappa Alpha	144-06 Rockaway Blvd	11436	718 322-6242	2.6	0	90	90	0	92	92	102%	0	24
28	Concerned Parents of Jamaica	143-04 101st Avenue	11435	718 656-4091	2.0	0	110	110	0	103	103	94%	7	23
28	Omega Psi Phi	123-10 143rd Street	11436	718 322-9671	2.0	0	97	97	0	93	93	96%	4	20
31	Blanche Community Progress #2	44-02 Beach Channel Drive	11691	718 471-7881	2.0	10	90	100	8	85	93	93%	7	17
31	Sheldon Weaver	12-79 Redfern Avenue	11691	718 327-4078	2.9	0	90	90	0	81	81	90%	9	18
32	Hammel	82-10 Rockaway Beach	11693	718 474-3162	2.6	0	57	57	0	52	52	91%	5	14
21 Queens centers have more than 12 five-year-olds														
20	Better Community Life #2	133-16 Roosevelt Avenue	11354	718 463-0403	2.9	0	59	59	0	57	57	97%	2	3
20	Macedonia	37-22 Union Street	11354	718 939-6060	2.6	0	35	35	0	35	35	100%	0	2
20	Martin Luther King	36-06 Prince Street	11354	718 886-3165	2.9	0	35	35	0	35	35	100%	0	4
22	Hallett Cove	2-08 Astoria Boulevard	11102	718 726-5272	2.6	0	55	55	0	53	53	96%	2	7
26	Andrew Landi	21-20 35th Avenue	11106	718 784-2856	2.0	0	54	54	0	54	54	100%	0	2
26	Woodside	50-37 Broadway	11377	718 278-3616	2.6	0	59	59	0	59	59	100%	0	9
28	Jamaica Day Nursery	108-17 159th Street	11433	718 526-3068	2.6	0	55	55	0	56	56	102%	0	10
28	Originals of Jamaica	108-10 Supphin Boulevard	11435	718 297-0343	2.0	0	55	55	0	51	51	93%	4	1
31	Bethel Mission	216 Beach 87th Street	11693	718 474-8618	2.0	0	57	57	0	39	39	68%	18	2
31	Laurelton Springfield	216-02 137th Avenue	11413	718 723-9808	2.6	0	55	55	0	52	52	95%	3	8
31	Lucille Rose	148 Beach 59th Street	11692	718 634-0331	2.0	0	95	95	0	87	87	92%	8	9
31	Myrtle Jarmon	116-55 Guy Brewer Blvd	11434	718 528-0922	2.6	0	58	58	0	54	54	93%	4	9
31	Rockaway	14-66 Beach Channel Drive	11691	718 327-1384	2.0	0	55	55	0	50	50	91%	5	2
32	Hammels Arverne	216 Beach 87th Street	11693	718 634-4900	2.6	0	55	55	0	47	47	85%	8	8
14 Queens centers have 12 or less five-year-olds														
						0	782	782	0	729	729		54	76

Council District	ACS CHILD CARE CENTERS	Address	Zip	Phone	Entering Age	Contract Capacity			Enrollment 4/11/09				Vacancies		Five-Year-Olds
35 of the 38 Queens centers are serving five-year-olds						IT	PS	Total	IT	PS	Total	%			
						60	2,738	2,798	57	2,600	2,657		146	496	

Council District	ACS CHILD CARE CENTERS	Address	Zip	Phone	Entering Age	Contract Capacity			Enrollment, 4/1/109			%	Vacancies	Five-Year-Olds
21	Child Center of New York	101-18 Astoria Boulevard	11369	718 287-0125	2.0	0	55	55	0	49	49	89%	6	0
29	Yeshiva Tifereth Moshe	83-06 Abingdon Road	11415	718 846-7300	2.9	0	30	30	0	29	29	97%	1	0
31	Herbert Birch Services	145-02 Farmers Boulevard	11434	718 527-5220	2.9	0	20	20	0	14	14	70%	6	0

STATEN ISLAND														
49	Edwin Markham	195 Gordon Street	10304	718 442-1391	2.5	0	35	35	0	34	34	97%	1	1
49	Port Richmond	166 Lockman Avenue	10303	718 494-0400	2.6	0	57	57	0	56	56	98%	1	2
49	YWCA Richmond	159 Broadway	10310	718 727-6660	2.0	0	130	130	0	123	123	95%	7	14
All of the 3 Staten Island centers are serving five-year-olds						0	222	222	0	213	213		9	22

CENTERS SERVING 5-YEAR-OLDS - CITY-WIDE									
Borough	Contract Capacity			Enrollment, 4/1/09			Vacancies	Five-Year-Olds	Percentage of Fives
	IT	PS	Total	IT	PS	Total			
MN	100	2,217	2,317	108	1,999	2,107	257	383	18%
BX	140	3,973	4,113	119	4,035	4,154	77	873	21%
BK	743	7,001	7,744	691	6,756	7,447	475	1,467	19%
QN	60	2,738	2,798	57	2,600	2,657	146	496	19%
SI	0	222	222	0	213	213	9	22	10%
Total	1,043	16,151	17,194	975	15,603	16,578	964	3,241	20%



District Council 1707  
American Federation of State,  
County and Municipal  
Employees, AFL-CIO

75 Varick Street  
Suite 1404  
New York, NY 10013  
(212) 219-0022  
Fax: (212) 925-0806

## Talking Points on Terminating ACS Center Care for Five-Year-Olds

- Earlier this year, ACS had said it is facing a \$62 million budget shortfall for FY 2010 and would have to deal with it by closing the kindergarten classrooms in its child care centers and stop providing child care for five-year-olds, starting this September. ACS and DOE assured the City Council that there would be enough room in the public school kindergartens and in the DYCD Out-of-School-Time programs to take in all the 3,300 ACS children that will be turning five this year, though to do so, DOE would have to increase the class size of its kindergartens to 25.
- Despite those assurances, hundreds of parents have been unable to find a space for their child in an accessible public school kindergarten. And none of them will know until late June whether there is any room for their child if their school has a DYCD Out-of-School-Time program.
- In an abrupt turn-around, Commissioner Mattingly sent a letter to DC 1707 and CSA on April 30, saying that there is enough federal stimulus funding available so ACS can keep open 93 of the 121 kindergarten classrooms that it had planned to close. But his letter made clear that there has been no change in ACS's plan to stop serving five-year-olds . . . that the ACS centers will have to use the 93 kindergarten classrooms to serve three- and four-year-olds.
- If there is no longer any pressing financial need to close the 93 ACS kindergarten classrooms, it is hard to understand why ACS is persisting in pushing its 3,300 five-year-olds into our already over-crowded public schools, when doing so would force DOE to increase the class size of its kindergartens, default on its State-funded requirement to reduce class size, and seriously impair the educational experience of the 70,000 kindergarten children in those schools.
- What ACS should be doing instead is helping DOE make room for the ACS kindergarten children by moving UPK classes out of its over-crowded schools into the ACS child care centers – those that now have kindergarten classrooms and those that have had empty school-age classrooms or classrooms closed by ACS down-sizing.
- But in doing so, it is absolutely essential that DOE contract directly with the ACS centers for those UPK classes. That is the only way it can ensure that they meet DOE UPK standards. The State Education Department made a terrible mistake in agreeing to allow New York City's DOE to transfer its UPK funding to ACS two years ago. It has let ACS set its own separate standards for UPK, and left the ACS four-year-olds in under-funded, second-rate UPK classes, compared with the UPK classes in the public schools and in non-ACS CBOs. Allowing ACS to limit how much its centers can spend on their UPK classes has been depriving the ACS children of their right to equal educational opportunity.
- All of the 3,300 five-year-olds in the ACS centers are there because their parents need all-day, year-round child care, but not every public school has a DYCD year-round OST program. Most of the funding for the DYCD elementary school OST centers is City tax levy funding. There has been no increase proposed in the Mayor's 2010 Executive Budget to give DYCD the added CTL funds it would need to take in 3,300 more five-year-olds than it has been serving this year.
- ACS has not given out any information listing the child care centers that have been serving five-year-olds. DC 1707 has done a phone survey of the 300 ACS centers and has found that 121 of them have kindergarten classes that are all five-year-olds, and another 87 have mixed classes of fours and fives. ACS needs to make public its proposed list of the 93 centers whose kindergarten classrooms will be kept open for threes and fours, and a list of the 28 centers that ACS thinks should lose a classroom in September, so parents and advocates and our City and State legislators can have some input on whether this is an appropriate plan in the best interests of children and families.



Testimony of

Stephanie Gendell

Associate Executive Director, Policy and Public Affairs  
Citizens' Committee for Children of New York, Inc.

Before the  
New York City Council  
Finance Committee

Regarding the New York City  
Executive Budget for FY10

May 26, 2009

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 (CCC). CCC is a 65-year old privately supported, independent, multi-issue child advocacy organization. CCC does not accept or receive public resources nor do we provide direct service or represent a sector or workforce; rather for 65 years we have undertaken public policy research, community education and advocacy activities to ensure New York City's children are healthy, housed, educated and safe. I would like to thank Chairman Weprin and Chairman de Blasio and the members of the Council Finance and General Welfare Committees for holding this hearing on the Mayor's Executive Budget for City Fiscal Year 2010.

While we appreciate the severity of the budget crisis and are grateful for the federal stimulus funding, we do not believe that the Executive Budget goes far enough to protect New York City's children from shouldering a disproportionate burden of the economic downturn. During economic downturns, like the unprecedented one we are in the midst of, it is more important than ever that the core services for children and families be protected and supported.

Youth services, child abuse prevention services, child protection, foster care, after school programs, child care, and children's health and mental health services are, and will continue to be, critical to promoting the well-being of children and their families.

To protect children in this budget, CCC urges the City Council and the Mayor to consider additional revenue options, particularly those that are the least regressive. Without much needed revenue, over \$108 million in troublesome reductions to essential services may stand, jeopardizing child safety and threatening child well-being.

While CCC is relieved that the Executive Budget proposes no new child welfare reductions and partially closes the child care budget gap, we remain concerned that budget reductions initially proposed in January, to ACS in particular, still stand. These reductions threaten the ability of community based preventive service agencies to maintain lower caseloads and meet the needs of at-risk families. They also hinder the capacity of foster care agencies to serve children in their care and expedite permanency for these children and their families. And they reduce ACS staff almost 1000.

CCC is also very concerned about proposed budget reductions to child health clinics and school based dental clinics. Notably the structural deficit faced by HHC and created by the State's reduction in Medicaid reimbursement, is not recognized in the Executive Budget but will also result in the elimination of community health clinics that serve children, school based mental health programs and adolescent day treatment programs. In short, basic primary health care services to for the city's children are threatened with elimination.

Finally, we remain concerned that reductions to youth service and after school programs will result in thousands of children lacking access to needed constructive activities after school and during the summer months.

While NYC must show restraint in its expenditures, it is paramount that the proposed reductions that would weaken an already fragile social infrastructure, cause unimaginable strain on the neediest children, and jeopardize the safety and well-being of children, be reconsidered. CCC has identified over **\$108 million** in city budget reductions to children and family services that we believe are of great concern. These are detailed in the chart attached to our testimony.

The Administration for Children's Services (ACS), the Human Resources Administration (HRA) and the Department of Homeless Services (DHS) perform critical work for New Yorkers every day-- supporting families, promoting child well-being and ensuring children are safe. As the economic downturn lingers, more New Yorkers will be depending on these agencies. The proposed budget's impact on ACS, HRA and DHS, include 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. We believe that it is critical that the city maintain its support for these three agencies whose missions are to support the families facing difficult times.

**The Administration for Children's Services (ACS): Child Welfare**

Regardless of the state and city budget deficits and economic outlooks, New York City must maintain its commitment to ensuring its children are safe. While CCC is grateful that the Executive Budget does not include additional child welfare budget cuts for CFY10 and that there was federal stimulus funds for foster care available to help ACS meet budget cut targets, , we remain deeply concerned about the budget proposals that stem from the January Plan. We continue to maintain that ACS must be treated as the City's emergency responder for children

While difficult budget times require agency efficiencies and prudent spending of all tax dollars, child safety must never be jeopardized. Sadly this City already knows the tragedies that happen when child welfare services are not properly funded. CCC urges the Mayor and the City Council to negotiate a budget that is careful and deliberate about its reductions, and thus will not impact ACS's ability to keep children safe and support families.

Furthermore, the approval of ACS's Improved Outcomes for Children (IOC) model means that foster care and preventive programs will be taking on additional responsibilities because of the delegation of case management and the requirement to hold case conferences. While CCC has always supported IOC, we are concerned that foster care and preventive programs need more resources—not less as is proposed in the budget—to implement IOC. In addition, IOC requires enhanced oversight by ACS, and CCC is concerned that the significant reduction in ACS staff will hamper the agency's ability to monitor programs in the manner called for in the IOC plan.

With regard to the specific child welfare proposals, CCC asks that the following reductions be restored:

- **Restore a significant portion of the ACS Staff Reduction of 969 Staff (608 layoffs; 127 vacancies from November Plan; 234 through attrition) (Total is \$26.8 million):** The Mayor's Preliminary Plan proposes to reduce ACS's headcount by almost 1000 staff, a significant reduction to an agency of approximately 6000 staff. This includes 127 Child Protective Supervisor 1 vacancies, 234 child protective personnel through attrition, 315 child welfare staff layoffs and 293 administrative/child care staff layoffs.

Unfortunately, ACS has provided little information about the specific staff reductions and thus it is difficult for CCC to assess the impact. That said, while we understand that none of the staff reductions are of front-line child protective workers, we are very concerned that the staff were in roles supporting child protective staff, preventive service providers, foster care providers and families. For example, significant reductions in training, quality improvement, technical assistance, or MIS staff could impact the quality of the work provided by front line ACS caseworkers and those at provider agencies. In addition, the staff reductions in ACS's "directly operated prevention programs" and the "reconfiguration" of the Family Preservation Program could have a direct impact on at-risk families.



- **Restore Preventive Service Reductions (\$4.2 million Child Safety Initiative to Lower Caseloads; Program Enhancement Funding)**

Over the past three 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 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 expensive.) We believe it is critical that preventive services continue to be supported and therefore have concerns about the following proposed reductions:

**\$4.2 million Caseload Reduction Funding (Child Safety Initiative) to maintain preventive caseloads of 12 to 1 and not return to 15 to 1:**

The Executive Budget for CFY'10 once again fails to fund the Child Safety Initiative that lowers caseloads at general preventive programs from 15 families to 1 caseworker to 12 to 1 and lowers caseloads at medically fragile programs.

This funding, secured by the City Council since FY08, has been invaluable to families and preventive service programs. Given that many more of the families being served are referred from ACS and typically are higher risk, and that preventive programs are going to have to implement Improved Outcomes for Children's family team conferences, maintaining caseload ratios at 12 to 1 is critical. This initiative enables caseworkers to spend more time with the families on their caseloads, thus better meeting their needs, supporting families and keeping children safe.

We believe it is very important that this funding be baselined in ACS's budget and not be subjected to restoration uncertainty year after year. Twelve to one should be acknowledged as the preferred caseworker to family ratio and programs should be able to budget and hire staff accordingly. Furthermore, CCC still believes that preventive service programs need additional resources to support additional supervisors for the increased number of caseworkers.

**\$3.3 million Enhancement Funding (\$9 million gross)**

Since the death of Nixzmary Brown in January 2006, ACS has provided preventive service programs with approximately \$9 million in enhancement funding to use flexibly to support the work of their programs. In past years this amounted to approximately \$800 per slot. Programs have used the funds in a variety of ways to enhance their programs such as hiring mental health consultants, tutors, supervisors and housing specialists, as well as purchasing concrete goods, like beds and cribs, for families. This year, ACS distributed approximately \$4.5 million, or \$400 per slot (for programs meeting performance requirements.)

This enhancement funding has been critical to the work the preventive programs have done. CCC urges the Mayor and the City Council to ensure that this funding is once again provided to programs and that it be added to ACS's budget as a line item.

- **Restore Foster Care Reductions (\$5.7 million for the proposed 5% reduction to foster care agencies' administrative rate; \$909,000 for foster parent support and \$2.1 million for miscellaneous special payments)**

During this difficult economic time, the children in the custody of the Commissioner must still be well cared for. The Budget proposes to decrease the administrative rates paid to foster care providers by 5% and to decrease foster parent support by 10% for the programs that have not met performance goals. CCC is concerned about the 5% administrative rate reduction because it would negatively impact foster care providers just at the time when they are taking on additional responsibilities such as case management and case conferencing, as a result of IOC implementation. CCC also opposes cutting foster parent supports that help maintain hard-to-place young people in foster boarding homes and we are particularly troubled that the cut would negatively impact service providers who are not meeting performance goals, further impeding their ability to support foster parents.

In addition, the November Plan implemented a \$2.1 million city tax levy reduction for miscellaneous special payments. These payments are required by state law and provide funds to foster care agencies to ensure that children in foster care have the same access to activities and items every child needs; things such as a cap and gown at graduation, music lessons, and funding to participate in school trips.

#### **The Administration for Children's Services- Child Care:**

As we unfortunately all know, New York City's child care system is facing tremendous fiscal challenges, including a \$62 million structural budget gap for this fiscal year, separate and apart from the cost to the city to implement 2007 Market Rate, let alone the impending 2009 Market Rate increases. Thousands of low-income parents depend on the city's subsidized child care system so that they can work. While during this difficult economic time it is more important than ever that low-income working parents have safe, affordable child care, the City's child care system is struggling to remain stable.

CCC is grateful for the federal stimulus funds, the additional \$25 million added by the Mayor in the Executive Budget, and the one-time \$26 million payment from the state, which has begun to stabilize the child care system. Specifically, ACS will now be able to pay the 2007 market rate and preserve 93 of the 125 classrooms that had been serving 5-year olds (to now serve 3 and 4-year olds). On the other hand, to accomplish this ACS will be eliminating close to 3000 vouchers currently serving children through priorities 7, 8 and 9 and putting in place a cost-allocation plan for Universal Pre-Kindergarten that significantly reduces the total amount of funds many CBOs providing both child care and UPK had been receiving.

CCC remains concerned about the stability of the City's early care and education system, particularly given that the federal stimulus funding is only a two-year temporary solution and the impending 2009 market rate increases. In addition, CCC is also concerned that the Executive Budget proposals would result in the permanent loss of system capacity (approximately 3000 vouchers and 32 contracted classrooms), as well as the loss in quality as a result of the UPK cost-allocation that reduces funding to CBOs providing both child care and UPK.

CCC remains committed to working with the federal, state and city governments to stabilize the early care and education system, maintain capacity and quality, and ensure that greater numbers of the City's young children have access to early education services.

#### **The Department of Homeless Services (DHS):**

Family homelessness is at an all-time high in New York City. CCC was relieved to hear that the Department of Homeless Services was awarded \$74 million dollars in Homeless Prevention and Rapid Re-housing funds from the American Recovery and Reinvestment Act at this critical time.

While federal stimulus funds are much needed and will be beneficial short-term, it is critical that the City committo funding homelessness preventive and rehousing programs in the out years.

CCC urges DHS to collaborate with advocates, providers and other city agencies as they plan how to best use the federal stimulus funding to prevent homelessness and that DHS be transparent to the public about how these critical dollars are spent.

It is estimated that the city saves \$4 in shelter costs for every \$1 spent on anti-eviction legal services.<sup>1[1]</sup> Anti-eviction legal services are especially critical this year as investors seek to salvage bad investments by evicting long-time tenants. The City's Department of Housing Preservation and Development (HPD) estimates that the number of overleveraged apartment units – properties carrying debt equal to more than seven times the annual rental income earned at the property – could be more than 70,000.<sup>2[2]</sup>

We urge the Council to restore funding for programs and services that keep families housed including:

- \$2.3 million in anti-eviction legal services (that pass through HPD's budget);
- \$250,000 for the Citywide Homelessness Prevention Fund that serves nearly 500 families annually;
- \$500,000 for the Citywide Task Force on Housing Court that provides on site assistance in Housing Court to tenants, small building landlords, and administers a hotline of Housing Court procedures; and
- \$830,000 for Community Based consultants, which provide information on housing rights and available affordable housing assistance.
- Finally, CCC is concerned about the Executive Budget proposal to eliminate recreation staff from shelter contracts. We fear that the absence of recreation staff, who often provide key emotional support to vulnerable children, will cause unnecessary harm to children and families living in shelters. Similarly, CCC believes that it is critical for DHS to respond to a family's basic needs as they transition to permanent housing, which includes the provision of homecare kits of household and cleaning tools as well as clothing needs via the clothing bank contract. We ask that you restore \$354,000 for homecare kits and \$221,000 for the clothing bank contract.

### **Human Resources Administration**

For many families, the economic downturn will mean turning to HRA for the assistance that will help them get by financially and ensure that their children are clothed, housed and fed. As more and more families lose their homes and jobs, we urge HRA to continuously monitor its staffing levels to ensure they have enough staff to expeditiously process food stamp, public assistance and child support applications.

In light of the increased hardship among so many households, we asks the Council to restore

---

<sup>1[1]</sup>Testimony of Steven B. Telzak, Interim Project Director, Legal Services of New York, before the Bronx Borough President regarding the Mayor's Preliminary Budget for FY 2004.

<sup>2[2]</sup>[http://www.citylimits.org/content/articles/viewarticle.cfm?article\\_id=3745](http://www.citylimits.org/content/articles/viewarticle.cfm?article_id=3745)

- **\$2.1 million for Emergency food programs** -- these resources support community based feeding programs -- pantries and soup kitchens - across the 5 boroughs and ensure that singles and families using emergency feeding programs can apply for food stamps at feeding program sites. The Food Bank December 2008 report documented that 3.1 million New Yorkers are experiencing difficulty affording food.
- **\$270,000 for food stamps at Farmer's Markets** -- this initiative has permitted low income working families to have greater access to nutritious, high quality produce and it should continue.
- **\$4.5 million for Miscellaneous Legal Services (in addition to \$2.3 million for anti-eviction legal services mentioned above).** The Executive Budget proposes to eliminate funds for Council Initiatives that support a wide range of civil legal services for the indigent. While most of these funds pass through the City's miscellaneous budget -- it is critical that the General Welfare Committee members recall that these services are provided to ensure that families and individuals access supports to which they are entitled. For example, \$1 million for Legal Services NYC -- Keeping Families Together Initiative ensures that parents with children at risk of foster care placement have appropriate information in Family Court; \$1.3 million for the UI/SSI Initiative ensures that parents and youth who are improperly denied Supplemental Security Income or Unemployment Insurance benefits will have access to legal assistance to challenge the applications rejection. At a time of increased economic insecurity we are concerned that the elimination of such civic legal supports may negatively impact the ability of poor and working poor New Yorkers who struggle to navigate very complex systems -- Family Court, Housing Court, Unemployment and SSI among others.

We also strongly support the elimination of the finger-imaging requirement for food stamp applicants, which would remove a barrier that discourages many eligible working families from applying for and receiving food stamps. New York is the only local district in the state that maintains this requirement and eliminating it would produce significant cost savings.

Because the city's fiscal situation is so dire, we urge the City Council and the Mayor to explore all additional revenue options including but not limited to temporarily rescinding property tax exemptions on private colleges and universities, temporarily altering property tax agreements on stadiums, and weighing progressive local income tax increases.

When the City's FY 2010 Budget is adopted, the Mayor and City Council must make certain that the City is able to address the increased needs of children during this economic crisis.

Thank you for this opportunity to testify.



## PROGRAM AREA AND AGENCY BUDGET ANALYSIS PROPOSED REDUCTIONS TO VITAL CHILDREN'S SERVICES

Items in parentheses are negative (i.e. reductions)

### CHILD CARE: ADMINISTRATION FOR CHILDREN'S SERVICES

Program	FY 2010 Preliminary Budget Proposals	FY 2010 Executive Budget Proposals	Failure to Fund City Council Initiative	Total Proposed Increase or Decrease for FY2010
Elimination of 293 Administrative and Child Care Staff	(\$7.6 million)			(\$7.6 million)
Reduction to (in January) and then Elimination of Priority 7 Child Care Vouchers (current families to be offered contracted slots)	(\$7.1 million)	(\$5.7 million)		(\$12.8 million)
Child Care Market Rate		\$25.0 million		\$25.0 million
Elimination of Low Priority (8 and 9) child care vouchers		(\$4.2 million)		(\$4.2 million)
Child Care Market Rate		\$4.2 million		\$4.2 million
Provider's Choice- Family Child Care Supplies			(\$1.2 million)	(\$1.2 million)
Working Parents for a Working New York			(\$300,000)	(300,000)
CEO: Early Childhood Policy and Planning	(\$58,000)			(\$58,000)
<b>Sub-Total</b>	<b>(\$14.7 million)</b>	<b>\$19.3 million</b>	<b>(\$1.5 million)</b>	<b>\$3.1 million</b>

\* Items with an asterisk are those items where city funding is being replaced with federal stimulus funds. These city funding reductions are not included in the totals (as only the source of funding is changing.)

**CHILD WELFARE:  
ADMINISTRATION FOR CHILDREN'S SERVICES**

Program	FY 2010 Preliminary Budget Proposals	FY 2010 Executive Budget Proposals	Failure to Fund City Council Initiative	Total Proposed Increase or Decrease for FY2010
Elimination of 315 Child Welfare Personnel	(\$8.2 million)			(\$8.2 million)
Reorganization of Family Preservation Program (staff reduction of 234 through attrition)	(\$7.3 million)			(\$7.3 million)
November 2008 Budget Modification: Elimination of 127 Child Protective Level 1 Supervisory vacancies	(\$3.8 million)			(\$3.8 million)
5% Reduction to Administrative Rate for Foster Care Providers	(\$5.7 million)			(\$5.7 million)
Community Partnership Initiative not to be expanded (remain at 11 instead of 15 CPIs)	(\$930,000)			(\$930,000)
Reduce Agency Support Contracts (suspend MSW program, eliminate media campaigns, etc.)	(\$1.8 million)			(\$1.8 million)
Reduction to Foster Parent Supports (10% reduction to providers that have not met performance goals)	(\$909,000)			(\$909,000)
Eliminate Facility Maintenance Expense (turnover facility to private provider)	(\$218,000)			(\$218,000)
CEO: Individual Development Accounts for Foster Youth	\$206,000			\$206,000
Replacing city foster care and adoption funding with federal stimulus funds		(\$19.8 million)*		N/A*
City funds to address state budget reduction for PINS, JDs, Institutional schools, Preventive Services and Adoption Subsidies		\$9.8 million		\$9.8 million
Preventive Service Program Enhancement Funding		(\$9.0 million)		(\$9.0 million)
Child Safety Initiative: Preventive Services Caseload Reduction			(\$3.7 million)	(\$3.7 million)
Child Advocacy Centers			(\$500,000)	(\$500,000)
Family Justice Centers			(\$200,000)	(\$200,000)
CONNECT Domestic Violence program			(\$600,000)	(\$600,000)
<b>Sub-Total</b>	<b>(\$28.7 million)</b>	<b>\$800,000</b>	<b>(\$5.0 million)</b>	<b>(\$32.9 million)</b>

\* Items with an asterisk are those items where city funding is being replaced with federal stimulus funds. These city funding reductions are not included in the totals (as only the source of funding is changing.)

**CHILDREN'S HEALTH AND MENTAL HEALTH:  
DEPARTMENT OF HEALTH AND MENTAL HYGIENE  
AND HEALTH AND HOSPITALS CORPORATION**

Program	FY 2010 Preliminary Budget Proposals	FY 2010 Executive Budget Proposals	Failure to Fund City Council Initiative	Total Proposed Increase or Decrease for FY2010
Elimination of dental clinics for children (November 2008 Budget Modification- \$2.5 million)				(\$2.5 million)
Child Health Clinics	(\$960,000)	(\$111,000)	(\$5.0 million)	(\$6.1 million)
Mental Hygiene-Community based and other non-HHC providers	(\$1.1 million)			(1.1 million)
Reduction of HHC MR/DD Services in CBOs (non-HHC)		(\$544,000)		(\$544,000)
HHC Mental Hygiene Services	(\$869,000)			(\$869,000)
Reduction of HHC MR/DD Clinic Services		(\$558,000)		(\$558,000)
DOHMH Staff Reductions	(\$1.3 million)	(\$1.5 million)		(\$2.8 million)
CEO: Expand Access to Healthy Foods	\$182,000			\$182,000
Obesity Prevention Initiatives			(\$3.0 million)	(\$3.0 million)
Mental Health Treatment for Children Under Five			(\$1.6 million)	(\$1.6 million)
Autism Awareness Initiative			(\$1.6 million)	(\$1.6 million)
CEO: School Based Health and Reproductive Health Centers	\$1.4 million			\$1.4 million
Infant Mortality Initiative			(\$3.5 million)	(\$3.5 million)
Asthma Control Initiative			(\$545,000)	(\$545,000)
Podiatric Screening			(\$500,000)	(\$500,000)
Diagnostic and Treatment Center Funding	(\$473,000)			(\$473,000)
Primary Care Capacity Initiative	(\$2.7 million)	(\$2.0 million)		(\$4.7 million)
Supplemental School Health Services	(\$754,000)			(\$754,000)
<b>Sub-Total</b>	<b>(\$6.6 million)</b>	<b>(\$4.7 million)</b>	<b>(\$15.7 million)</b>	<b>(\$27.0 million)</b>

**JUVENILE JUSTICE:  
DEPARTMENT OF JUVENILE JUSTICE**

Program	FY 2010 Preliminary Budget Proposals	FY 2010 Executive Budget Proposals	Failure to Fund City Council Initiative	Total Proposed Increase or Decrease for FY2010
Discharge Planning / Program Services for Youth in Facilities			(\$640,000)	(\$640,000)
Decrease in Dental Services	(\$71,000)			(\$71,000)
Eliminating the DJJ Discharge Planning Unit	(\$513,000)			(\$513,000)
<b>Sub-Total</b>	<b>(\$584,000)</b>	<b>\$0</b>	<b>(\$640,000)</b>	<b>(\$1.2 million)</b>

\* Items with an asterisk are those items where city funding is being replaced with federal stimulus funds. These city funding reductions are not included in the totals (as only the source of funding is changing.)

**YOUTH SERVICES:  
DEPARTMENT OF YOUTH AND COMMUNITY SERVICES**

Program	FY 2010 Preliminary Budget Proposals	FY 2010 Executive Budget Proposals	Failure to Fund City Council Initiative	Total Proposed Increase or Decrease for FY2010
Reduce SYEP work week by 1 day (November 2008 Budget Modification)- (\$1.8 million)				(\$1.8 million)
Reduction in SYEP summer job slots	(\$2.0 million)	(\$6.6 million)		(\$8.6 million)
Beacon opening fees			(\$3.0 million)	(\$3.0 million)
Elimination of OST Option II	(\$6.0 million)			(\$6.0 million)
Reduction in OST Option I slots	(\$2.56 million)			(\$2.56 million)
Reduction in OST Summer Program	(\$2.9 million)			(\$2.9 million)
Increase in OST Low Performance Penalty	(\$570,000)			(\$570,000)
Shelter Beds for At-Risk Runaway and Homeless LGBTQ Youth			(\$1.7 million)	(\$1.7 million)
Institute for Student Achievement			(\$1.4 million)	(\$1.4 million)
Street Outreach/Neighborhood Youth Alliance			(\$1.0 million)	(\$1.0 million)
The After-Three Program			(\$3.8 million)	(\$3.8 million)
YMCA Virtual Y Program			(\$500,000)	(\$500,000)
Sports and Arts Foundation			(\$1.2 million)	(\$1.2 million)
Helping Involve Parents in Schools Project (HIP)			(\$4.3 million)	(\$4.3 million)
Cultural After School Adventure (CASA)			(\$5.5 million)	(\$5.5 million)
CEO: Youth Programs	\$14.3 million			\$14.3 million
Transfer of Social Services Funding from NYCHA	\$12.3 million			\$12.3 million
WIA Federal funds (generating \$4.2 million in city savings)		\$32.3 million federal funds*		N/A*
<b>Sub-Total</b>	<b>\$12.57 million</b>	<b>(\$6.6 million)</b>	<b>(\$22.4 million)</b>	<b>(\$16.4 million)</b>

\* Items with an asterisk are those items where city funding is being replaced with federal stimulus funds.  
These city funding reductions are not included in the totals (as only the source of funding is changing.)



**FAMILY HOMELESSNESS:  
DEPARTMENT OF HOMELESS SERVICES**

Program	FY 2010 Preliminary Budget Proposals	FY 2010 Executive Budget Proposals	Failure to Fund City Council Initiative	Total Proposed Increase or Decrease for FY2010
HomeBase Homelessness Prevention Program	(\$5.1 million)*	(\$1.8 million)*		N/A*
Eliminate Recreation Staff from Shelter Contracts	(\$2.4 million)			(\$2.4 million)
Elimination of direct social service staff in commercial hotels housing homeless families	(\$1.1 million)			(\$1.1 million)
Rate reduction to family hotels	(\$575,000)			(\$575,000)
Eliminate Homecare Kits for Families	(\$354,000)			(\$354,000)
Eliminate Clothing Bank Contract	(\$221,000)			(\$221,000)
Family capacity re-estimate		\$24.7 million		\$24.7 million
Citywide Homeless Prevention Fund			(\$250,000)	(\$250,000)
Sub-Total	(\$4.65 million)	\$24.7 million	(\$250,000)	\$19.8 million

**DEPARTMENT OF SOCIAL SERVICES:  
HUMAN RESOURCES ADMINISTRATION**

Program	FY 2010 Preliminary Budget Proposals	FY 2010 Executive Budget Proposals	Failure to Fund City Council Initiative	Total Proposed Increase or Decrease for FY2010
Nutrition for Adults and Families Living with HIV/AIDS	(\$491,000)			(\$491,000)
Food Stamps at Farmer's Markets			(\$270,000)	(\$270,000)
CEO: Employment Services for Non-Custodial Parents	\$380,000			\$380,000
CEO: Enhanced Employment Services	\$111,000			\$111,000
FFFS Funding Adjustment (City funds to accommodate state reduction)		\$61.3 million		\$61.3 million
WeCARE Contract Reduction		(\$2.0 million)		(\$2.0 million)
Emergency Food Programs			(\$2.1 million)	(\$2.1 million)
Sub-Total	\$0	\$59.3 million	(\$2.4 million)	\$56.9 million

\* Items with an asterisk are those items where city funding is being replaced with federal stimulus funds. These city funding reductions are not included in the totals (as only the source of funding is changing.)

**HOUSING:  
HOUSING PRESERVATION AND DEVELOPMENT**

Program	FY 2010 Preliminary Budget Proposals	FY 2010 Executive Budget Proposals	Failure to Fund City Council Initiative	Total Proposed Increase or Decrease for FY2010
City-Task Force on Housing Court			(\$500,000)	(\$500,000)
Anti-Eviction Legal Services			(\$2.3 million)	(\$2.3 million)
CEO: Family Self-Sufficiency Program	\$2.1 million	(\$40,000)		\$2.06 million
Community Based Consultants			(830,000)	(830,000)
NYC Neighborhoods		\$2.0 million		\$2.0 million
Sub-Total	\$2.1 million	\$1.96 million	(\$3.6 million)	\$460,000

**EDUCATION:  
DEPARTMENT OF EDUCATION**

Program	FY 2010 Preliminary Budget Proposals	FY 2010 Executive Budget Proposals	Failure to Fund City Council Initiative	Total Proposed Increase or Decrease for FY2010
Reduce 1,440 Pedagogical Employees in Schools (through attrition)	(\$91.2 million)			(\$91.2 million)
Estimated Headcount Reduction from Anticipated State Cut at time of Preliminary Budget (13,930 positions)	(only if state cut implemented)	\$951.6 million** (federal funds)		N/A*
Playgrounds		\$2.0 million		\$2.0 million
Special Education pre-kindergarten		\$316,000		\$316,000
CEO: Early Childhood Policy and Planning	(\$72,000)			(\$72,000)
Universal Pre-kindergarten (full day in ACS programs)			(\$2.6 million)	(\$2.6 million)
Teacher's Choice (supplies for schools)			(\$13.0 million)	(\$13.0 million)
Urban Advantage			(\$500,000)	(\$500,000)
Dropout Prevention and Intervention			(\$2.0 million)	(\$2.0 million)
Sub-Total	(\$91.2 million)	\$2.3 million	(\$18.1 million)	(\$107.1 million)

\*\*Federal Funds, including Title I, IDEA, and AHRA stimulus funds ameliorate the state budget reduction and prevent the layoffs of almost 14,000 teachers.

\* Items with an asterisk are those items where city funding is being replaced with federal stimulus funds. These city funding reductions are not included in the totals (as only the source of funding is changing.)

**LEGAL SERVICES:  
MISCELLANEOUS**

PROGRAM	FY 2010 Preliminary Budget Proposals	FY 2010 Executive Budget Proposals	Failure to Fund City Council Initiative	Total Proposed Increase or Decrease for FY2010
UI/SSI Legal Assistance			(\$1.3 million)	(\$1.3 million)
Legal Services for Working Poor			(\$1.0 million)	(\$1.0 million)
Citywide City Legal Services			(\$1.5 million)	(\$1.5 million)
MFY Legal Services			(\$100,000)	(\$100,000)
Legal Services for NYC (LSNY)			(\$300,000)	(\$300,000)
Legal Information for Families Today (LIFT)			(\$300,000)	(\$300,000)
Sub-Total			(\$4.5 million)	(\$4.5 million)

**TOTALS**

PROGAM	FY 2010 Preliminary Budget Proposals	FY 2010 Executive Budget Proposals	Failure to Fund City Council Initiative	Total Proposed Increase or Decrease for FY2010
ALL VITAL CHILDREN'S SERVICES	(\$131.76 million)	\$97.1 million	(\$74.1 million)	(\$108.8 million)

\* Items with an asterisk are those items where city funding is being replaced with federal stimulus funds.  
These city funding reductions are not included in the totals (as only the source of funding is changing.)

# Social Service Employees Union Local 371

AFSCME, AFL-CIO



817 BROADWAY • 14TH FLOOR • NEW YORK, NEW YORK. 10003 • (212) 677-3900 • FAX (212) 477-9161

**President**  
Faryce Moore

**Executive Vice President**  
Yolanda Pumarejo

**Secretary Treasurer**  
Joseph Nazario

**Vice Presidents**  
Anthony Wells  
Beverly Mallory-Brown  
Lloyd Permaul  
Michelle Conklin  
Michelle Akyempong

**Trustees**  
Michael Ballesteros  
Yolanda DeJesus  
Melva Scarborough



318

I am here today because over 600 of my members, social service professionals, are facing layoff. Over 500 of them work in the Administration for Children's Services. Forty four work in the Department of Homeless Services. These layoffs target the work we do and the people we serve. On the one hand, Mayor Bloomberg is blanketing New York with ads about creating and maintaining jobs for the middle class; on the other, he is laying off thousands of city workers. These layoffs are an attack on good, unionized public jobs. They are also an attack on the public. These layoffs will hurt the homeless and put children and families at risk. They will eliminate or cut severely programs that provide day care, preventive services, visitation for foster children and their families, sibling reunification, social services in homeless hotels and help for teenage mothers. This is an organized, targeted assault on our communities. We are asking the City Council to oppose these layoffs and to restore these programs and these jobs.

## **FOR THE RECORD**

### **TESTIMONY**

The Council of the City of New York  
Committee on Finance  
David I. Weprin, Chair  
Committee on General Welfare  
Bill de Blasio, Chair  
Committee on Women's Issues  
Darlene Mealy, Chair

Executive Budget Hearing: The Administration for Children's Services

May 26, 2009  
New York, New York

Presented by:

The Legal Aid Society  
Juvenile Rights Practice  
Tamara A. Steckler  
Attorney-in-Charge  
199 Water Street, 3<sup>rd</sup> floor  
New York, NY 10038

Lawyers for Children  
Karen Freedman  
Executive Director  
110 Lafayette Street  
New York, NY 10013

The Legal Aid Society and Lawyers for Children submit this testimony to the Council, and thank the Committees on Finance, General Welfare and Women's Issues for inviting us to share our thoughts on how the proposed FY 2010 budget reductions to the New York City Administration for Children's Services (ACS) will affect the children whom we represent and their families.

The Legal Aid Society is the nation's largest and oldest provider of legal services to poor families and individuals, providing legal representation in more than 295,000 legal matters for clients each year. Legal Aid's Juvenile Rights Practice provides comprehensive legal representation to children who appear before the New York City Family Courts in all five boroughs, in abuse, neglect, juvenile delinquency, and other proceedings affecting children's rights and welfare. Last year, our Juvenile Rights staff represented some 34,000 children. Our perspective comes from our daily contacts with children and their families, and also from our frequent interactions with the courts, social service providers, and State and City agencies. In addition to representing many thousands of children each year in trial and appellate courts, Legal Aid also pursues impact litigation and other law reform initiatives on behalf of our clients.

Lawyers for Children is a not-for-profit organization dedicated to protecting the rights of individual children in foster care and to compelling system-wide foster care reform in New York City. For the last twenty-five years, we have provided every one of our clients with free legal and social work services in cases involving foster care, abuse, neglect, termination of parental rights, adoption, guardianship, custody and visitation. Our caseload currently exceeds 4,000 clients in 6,000 cases each year.

## **The Proposed Cuts to ACS' Budget Will Have a Drastic Impact on Children and Families**

New York City's executive budget for Fiscal Year 2010 contains massive cuts to many City agencies which will dramatically affect services provided to New York City's neediest children and families. We are here today specifically to discuss the proposed 7% reduction in City funds to ACS. If the proposed budget is passed in its current form, ACS will see a total of \$198 million in reductions as of July 1, 2009, almost \$33 million of which will affect its child welfare work. As you know, some of the proposed cuts to ACS and the services they are legally required to provide to children and families include:

- \$19.3 million less for ACS staff positions (eliminating 676 staff and supervisory positions through layoffs and attrition);
- the elimination of entire ACS units, including the Office of Family Visiting and Parent Education;
- \$12.7 million less for preventive services, specifically Program Enhancement Funding and the Child Safety Initiative/Preventive Services Caseload Reduction; and
- \$6.6 million less for the foster care agencies that operate under contract with ACS and provide foster care and services to thousands of children.

These proposed cuts to vital services for children and families will work against the goals of keeping families together in their communities whenever possible, ensuring the rights of children to safe treatment, and expediting permanency for children who experience foster care. In a recent New York Times article published on April 26, 2009, Julie Bosman noted that these reductions “ would be the largest since John B. Mattingly became commissioner of the agency in 2004, and among the most severe reductions since it was created as a stand-alone department in

1996. The City, meanwhile, is receiving a steadily increasing number of reports of abuse and neglect — 65,856 in 2008, up from 63,434 the year before.”

### **Preventive Services are Vital to Keeping Families Together Whenever Possible**

Preventive services are crucial to keep children safe in their communities and to bolster families that need services to prevent problems from worsening. Without an adequate network of community-based preventive services, ACS loses an important tool that it must have in order to prevent unnecessary filings of neglect cases. Preventive services programming can provide interventions that keep children safe and keep families from the trauma and harm of becoming caught up in the court system, yet the proposed budget would cut the program enhancement funding by \$9 million. The reduction of \$3.7 million to ACS’ child safety initiative/ preventive services caseload reduction effort will mean higher caseloads for workers and will result in less attention being paid to the children and parents who desperately need the support that preventive services can provide to develop their families’ strengths and overcome their weaknesses. We are also concerned that some families in need may be turned away by preventive services agencies due to this loss in funding.

### **Budget Cuts Will Delay Permanency For Children in Foster Care**

Every cut to casework and legal staff in ACS and the foster care agencies with which it contracts means less time and attention that can be spent working toward permanency for children whose parents or guardians have been charged with neglect or abuse. A prime example is the proposed ACS elimination of its family visiting office:

### **Visiting is an Essential Component of Achieving Permanency**

The elimination of the ACS Office of Family Visiting and Parent Education (OFVPE) will have a significant impact on the most vulnerable children served by ACS -- those who have



experienced the trauma of removal and separation from their parents and, often, from their siblings. In almost all cases, meaningful family visiting is essential to minimizing the trauma, to easing the transition, and to strengthening and/or rebuilding family bonds with a goal of reunification.

In 2006, ACS recognized the importance of family visiting by creating the OFVPE to provide technical assistance and support to foster care agencies, as well as to provide direct assistance to families. The creation of a separate office dedicated to improving visiting practices and outcomes elevated the importance placed upon this critical component of reunification and encouraged agencies to think about visiting in new ways. In a multi-tiered system in which front-line practice changes slowly, the impact is just now beginning to be experienced by families. For some children, visits are now initiated more quickly, take place more frequently, occur in more child-friendly/supportive environments, and transition more appropriately from supervised to unsupervised family contacts.

A great deal of work remains, however, to improve ACS' visiting practice, and the drastic cuts planned in this area will be devastating. Recently, for example, a very sad 8-year-old client of Legal Aid's reported that he had not seen his mother since his removal from her care and placement in a non-kinship foster home more than two weeks before. In another case, we have continually battled to ensure visiting among four siblings placed in three different foster homes.

Eliminating the visiting office sends a message that visiting is no longer a priority for ACS and the foster care agencies. It further increases the likelihood that children will have to wait weeks after removal before an initial contact with their parents; that siblings separated from each other in foster care will go without contact for months; that infants and toddlers will see

their parents for only one hour every two weeks at a foster care agency; and that visits will fail to progress appropriately to less restrictive, more natural contacts. This translates into further trauma for the children, additional strain on family bonds, and slower movement toward permanency.

### **Adolescents in Foster Care Will Be Harmed**

As you know, more than half of all children in foster care in New York City are aged 12 and older. We have testified before the City Council on several occasions regarding our concerns that ACS has fallen far short in providing services to older youth who are aging out of foster care to live independently. Unfortunately, budget cuts at ACS have had a profound impact on these youth, decimating some of the most effective programs and services for young people who are preparing for life on their own.

Just last month, the Covenant House Institute reported that 35 percent of the homeless and runaway youth served by that agency came from the foster care system or other institutional placement. Despite a documented need, ACS budget reductions have resulted in cuts to the legally-required services and programs that are designed to help youth aging out of care obtain employment and stable housing. With these reductions, the numbers of former ACS youth seeking assistance from Covenant House and City-run homeless shelters is sure to increase. Aside from the devastating human price that is paid when a young person moves from foster care to homelessness, there is an undeniable fiscal cost when savings from ACS result in increased costs for the Department of Homeless Services.

The ACS Office of Youth Development (“OYD”) has, for the last several years, played an important role in coordinating services for older youth. OYD provided information, assistance and referrals for contract agency workers and our clients. Among other things, the

Office of Youth Development arranged college tours for clients hoping to further their education, and helped clients in higher education and vocation training programs to access Education Training Vouchers and financial aid. The office also coordinated networking workshops for clients seeking employment. The OYD staff provided crucial information regarding the availability of housing programs for some of the youth leaving foster care, along with some assistance in completing applications for those programs and assistance in finding affordable apartments.

We urge the City Council to restore funding that would permit OYD to provide services and information to older youth in foster care in the most efficient manner possible. With the reassignment of so much of the OYD staff to other areas of ACS, contract agency caseworkers and our clients have lost what could be an important resource. ACS had been increasing the role of OYD in assisting foster care contract agencies – most of which simply have not accessed services and programs for older youth successfully – to provide those legally-mandated housing and other independent living services. Requiring each contract agency on its own to develop the expertise, resources and programs that should be coordinated by ACS is a most inefficient way to provide services to youth who are aging out of foster care, and will leave too many children without the benefit of those resources and programs.

We also urge ACS to restore cuts it has made to the ACS housing subsidy. Until recently, youth leaving foster care to live in their own apartments had access, via the ACS housing subsidy, to a grant of \$1800 to assist with first month's rent, security deposit, and fees associated with finding an apartment. They were also entitled to a grant of \$1800 to help furnish the apartment and purchase such basic items as pots and pans and sheets and towels. ACS has cut the maximum amount of this subsidy in half, stating that it lacks the money to help young

people leaving foster care to obtain even the most basic household necessities. The vast majority of our clients leaving foster care to live on their own subsist on the earnings of low paying jobs or public assistance. In fact, most young people who leave foster care for their own apartments can only do so with the assistance of a Section 8 voucher, or to reside in public housing. Young people who have grown up in foster care, now juggling jobs and sometimes college, have barely enough to put food on the table, and certainly not enough to purchase the table and all the items needed in order to cook that food. As a result, even those youth who obtain their own apartments are forced to live in those apartments without basic necessities. The transition to living on one's own is difficult, to say the least, but living alone without even basic furniture can only increase a youth's sense of vulnerability and displacement, and ultimately contribute to the instability that lands so many former foster youth in the shelter system.

Thank you for this opportunity to testify.

Contacts: Tamara A. Steckler  
tasteckler@legal-aid.org, 212-577-3502

Karen Freedman  
kfreedman@lawyersforchildren.org, 212-966-6420

**Testimony of Maricella Gilbert, Director, Crossroad for Women  
Center for Community Alternatives (CCA)  
before the  
New York City Council  
May 26, 2009**

Thank you for this opportunity to address the Council on behalf of the Center for Community Alternatives, also known as CCA. My name is Maricella Gilbert and I am the Director of CCA's Crossroads for Women program that provides gender-specific Alternatives to Incarceration (ATI) and Reentry services for women in New York's criminal justice systems.

I would like to thank the Council for its ongoing support of ATI programs and particularly our Crossroads program. Because of your support, CCA has been able to provide alternatives to women who would otherwise be incarcerated. New York City's alternative programs have made an enormous difference for the women we serve, women who are often overlooked in the criminal justice system. While women are a relatively small proportion of the justice system, their needs are unique and profound and their incarceration reverberates into the lives of their children and families. As is now well-known, women's pathways into the criminal justice system are often preceded by their victimization - physical and sexual abuse - which they experienced both as children and as adults.

Through the Council's valued support, CCA has been able to deliver comprehensive and effective drug treatment and ATI services that keep women out of prison, help them regain their lives and better raise their children. Council support has helped us to leverage additional dollars

including federal support to expand and enhance services. Last year, through a combination of local and other dollars, Crossroads served 146 women. About 70 percent successfully completed their program obligations and, of those who did not complete, only 4 percent were rearrested for a new crime. As part of our federal funding, we are required to conduct 6 month post program follow up. Our results show that 6 months after program completion, 81 percent of Crossroads graduates remained crime-free and 90 percent had remained drug-free. Other important measures of success are community and family stability and 70 percent of program participants were living in stable housing by the time they graduated from Crossroads and 75 percent of women with family reunification issues were reunited with their children or were able to maintain custody of their children.

However, these numbers do not begin to convey the human face of Crossroads. I want to close my testimony by sharing with you the story of Laura, just one of the women that we have been able to help through the support of the Council:

Laura is a 40-year-old woman with a long history of addiction to drugs that began when she was 12 years old. She was referred to Crossroads for Women Program first as an alternative to her continued detention in Rikers. Prior to entering Crossroads, Linda had been arrested 18 times and had been in several rehabilitation programs, none of which she completed. At the time she came to Crossroads, Laura was estranged from her family, including her husband and children, and was three months pregnant.

Laura began Crossroads, but soon relapsed and left the program. We reported this to the judge, searched for her, helped her return to court and again

asked the judge to release her to Crossroads. This time Laura, with the support of Crossroads staff was able to regain and sustain sobriety. She completed a full year of treatment. Crossroads referred her to prenatal care and Laura gave birth to a healthy baby. Towards the end of her program participation, Laura obtained her Commercial Driver's License and thereafter enrolled in a transportation service training program. As a result of her active and successful participation in treatment, including parenting classes, she was able to reestablish a positive relationship with her children.

While in Crossroads, Laura learned relapse coping skills which have helped her work through challenges and or crisis that may arise in her life. She also completed all phases of treatment but more importantly she developed positive peer supports that today help her to interact and socialize in a sober way of life. In October 2008, Laura successfully completed the Crossroads Women Program and, as a result, the criminal charges against her were dismissed. With the help of Crossroads, Laura was able to turn her life around and become a productive member of society and caring mother for her children.

Last year, our ATI programs, like many other programs, saw a significant reduction in funding. Our Council-supported programs were cut 38 percent. We understand that the difficult economic conditions last year continues to remain the same this year and understand the very difficult choices that the Council is forced to make. Today, we are requesting a renewal of the funding that was provided last year. We are not asking for any restorations, but only that our programs not have to sustain further cuts.

Center for Community Alternatives  
39 West 19<sup>th</sup> Street, New York, NY 10011  
25 Chapel Street, Brooklyn, NY 11201

New York City has made enormous progress in reducing the use of incarceration for both youth and adults. We see fewer children and adults in detention, in placement, in jail and in prison. As we see New York's crime rate continuing to decline, we also see that public safety is not only preserved, but enhanced, with increased use of ATI programs. Every day, we see the women in our program become stronger, healthier, safer and smarter - become the productive citizens we want them to be and better able to raise their children for the future that we need to create. Now more than ever, it is critical to at least sustain the foundation of ATI work so that when our economy recovers we will be in a position to do more, not start over.

On behalf of the City's ATI community, I want to thank you again for your time today. We hope that you will be able to provide continued support for our work with women in the City of New York.





City Council General Welfare / Finance / Women's Issues  
Committees

Executive Budget Hearing

Tuesday, May 26, 2009

Soraya Elcock, Co-Chair

HIV Health and Human Services Planning Council

My name is Soraya Elcock, Vice President for Policy and Government Affairs at Harlem United. I am also community co-chair of the Ryan White HIV Health and Human Services Planning Council of New York. The Planning Council is charged with developing spending priorities and allocating about \$112 million in federal Ryan White Part A funds based on the needs of the ever-changing HIV/AIDS epidemic. The 35 member Council is a coalition of persons living with HIV/AIDS, physicians, HIV service organizations, governmental representatives, and community members. The vision of the Planning Council is that people living with HIV disease in the New York Eligible Metropolitan Area (EMA) will have access to appropriate, quality services across the continuum of care, resulting in the best possible health and quality of life.

Despite the many improvements that have been made in the treatment of HIV over the past two decades, treatment regimens still require routine, ongoing access to health care and supportive services for survival and physical well-being. Morbidity and mortality rates of persons living with HIV are directly tied to their access to HIV-specific quality health care. HIV still remains a fatal disease that can result in death if not treated properly.

The HIV epidemic has not left New York City, but has merely shifted to more invisible populations of disenfranchised individuals; this City still has more cases of HIV than any other City in the nation. There are currently over 100,000 New Yorkers living with HIV. In 2007, 3,787 persons were newly diagnosed with HIV. That's more cases than many states have in total.

As the HIV Planning Council is responsible for identifying gaps in services and responding to the ever changing needs of people living with HIV/AIDS, I come here on behalf of the Council to speak to you about the impact that proposed cuts in the Mayor's budget, as reflected in the Executive Budget, will have on services in our community. On areas of the budget that the General Welfare committee has jurisdiction, there are three areas of the Mayor's proposed budget that we have major concerns with:

(1) Elimination of HASA Scattered Site II Program (\$4,020,000 cut)

As of March 2009, there were 468 HASA clients in the Scattered Site II program. The Scattered Site II program allows clients to keep the lease of their apartment in their own name, while supportive housing programs provide them with needed case management and other supportive services to keep them stabilized and housed. With the proposed elimination of the Scattered Site II program, many of these clients will lose their connection to supportive services and inevitably wind up homeless. Considering the tremendous costs to the city for each eviction and emergency housing placement, this proposal is pound-wise and penny foolish, saving money in the very short run only to see costs quickly rise as clients wind up in far more expensive commercial SRO housing.

(2) Reduction in HIV/AIDS case management staff at supportive housing programs  
(\$1,876,000 cut)

The City is proposing to essentially eliminate the “supportive” in supportive housing with HASA contracted supportive housing programs. Falsely, the City is claiming that HASA case management staff can absorb the responsibilities of case management that have, until, now been done by supportive housing programs. While the services of City employees at HASA are essential, make no mistake about it -- the “case management” staff at HASA do not handle the complex psycho-social case management functions that are performed at supportive housing programs. The phrase “case management” is identical in name only, but in reality the functions of HASA staff and supportive housing staff are very, very different. For example, HASA staff do not respond to calls in the middle of the night when clients are experiencing a crisis and need immediate intervention.

(3) 50% reduction in HASA funded HIV nutrition programs (\$491,000 cut)

All over the City, soup kitchens and other programs providing food and pantry bags have been experiencing a surge in demand as the economy has worsened. Tragically, the Mayor’s January Plan proposes a 50% reduction in the HRA HIV Nutrition contract, a devastating cut of \$491,000 a year. HIV nutrition programs are a basic safety net program, reaching clients often when they are in desperate need not only of a hot meal, but help to stabilize them and get them into care and connect them with supportive services and medical care. HIV nutrition programs also identify early the on-set of medical problems and get the clients connected to services. It would be a tragedy to let this program die because of City neglect.

With the City of New York getting over \$850 million in federal fiscal stimulus monies through an enhanced Federal Medicaid Assistance Percentage (FMAP), there is no reason why these programs and the persons they serve should be subjected to the massive cuts as proposed in the Mayor’s Plan.

In closing, thousands of persons living with HIV/AIDS rely on these essential services, and they are the lifeline for many persons to keep them housed and fed. The HIV Planning Council urges you in the strongest possible terms to reject these proposals in the Mayor’s budget and ensure continued funding for these critical services.

Thank you for your time and attention to this matter.

For more information, contact:

Soraya Elcock  
Community Co-Chair  
[esoraya@harlemunited.org](mailto:esoraya@harlemunited.org)  
(212) 802-2890

Matthew Lesieur  
Co Chair, Policy Committee  
[MatthewL@vcny.org](mailto:MatthewL@vcny.org)  
(212) 337-5601



**THE PARTNERSHIP for THE HOMELESS**

305 Seventh Avenue, 13th Floor, New York, NY 10001-6008

212.645.3444, Fax 212.477.4663  
pfth@pfth.org

Jessye Norman  
National Spokesperson

Arnold S. Cohen  
President & CEO

**Department of Homeless Services &  
Human Resources Administration  
FY 2010 Budget  
City Council Hearing  
May 26, 2009**

**The Partnership for the Homeless  
305 Seventh Avenue, 13<sup>th</sup> Floor  
New York, NY 10001-6088  
212-645-3444  
[www.partnershipforthehomeless.org](http://www.partnershipforthehomeless.org)**

**Testimony of Piper Hoffman, Director of Advocacy**

The Partnership for the Homeless would like to thank the City Council for convening today's hearings about the FY 2010 executive budget for the Department of Homeless Services and the Human Resources Administration. My name is Piper Hoffman and I am the Director of Advocacy at the Partnership for the Homeless, which has provided a range of services to homeless New Yorkers and battled the causes of homelessness for over 25 years.

Thousands upon thousands of New Yorkers are homeless; most of them, an increasingly larger number, are families with children. Some of them sleep on the street, some in shelters, but none of them have a place to call "home." Homelessness is traumatic and can cause lasting emotional and physical harm; it can set back a child's education, a parent's job search, a senior's efforts to stay connected to the only neighborhood they know, a patient's treatment for mental illness or addiction. DHS and HRA administer programs that react to this disaster – and it is a disaster, even if its persistence has made us numb to it. New York City's policy on homelessness as reflected in the budget for fiscal year 2010 is to try to provide shelter beds for homeless people night by night, to provide food meal by meal, just as the city has tried to do for years and years.

We submit that it is time to stop reacting to homelessness. It is time to end it.

Of course we are in a time of economic crisis, and our city has been particularly hard hit by the collapse of the financial services industry. Even so, New York City is one of the wealthiest cities in one of the wealthiest countries in the world. Every single one of us should have the right to have a home. We have the resources to make it happen. We only need to recognize the most basic human rights that every New Yorker shares.

It is time to develop a comprehensive plan to prevent homelessness by tackling its causes, including jobs that do not pay enough to support a family, and health care services that are financially out of reach for millions of Americans. We must provide services to

- over -

people *before* they become homeless, whether it's job training to help them to find better-paying work, assistance with rent payments, or simply enforcement of our housing code so that families aren't forced to leave their apartments just to protect their health.

Most important, we must remedy our lack of affordable housing. New York City must make a long-term commitment to significantly increase the availability of affordable housing by preserving older housing stock and building new affordable units.

While providing services to individuals and families who have fallen into homelessness is important, it is our belief that resources must also be directed toward true prevention efforts. The services in DHS's 2010 budget will not help prevent homelessness. They are too little too late. For instance, the Home Base program supports people after they have already had to resort to a homeless shelter. It mostly provides subsidies, but does not adequately address the other risk factors that cause families to fall back into homelessness: not being able to find well-paying work; not becoming integrated in the community and thereby benefiting from the support of neighbors. And when Home Base does provide subsidies to help people coming out of shelters pay the rents on their new apartments, it does little to nothing to ensure that the apartments are habitable and not in violation of the housing code. DHS has also chosen to turn a blind eye on side deals, an illegal practice in which landlords require tenants to pay extra rent above 30% of their income, behind DHS's back. Side deals force people to spend the money they planned to use to buy mattresses or food on rent, when the whole purpose of the Home Base subsidy is to ensure that rent does not suck up the bulk of a family's income. But when we have notified DHS that our clients are being forced to pay side deals, it has taken no action.

Similarly, HRA's programs are not calculated to prevent homelessness. For instance, TANF cash subsidies are too low to allow a family to obtain and remain in stable housing if they encounter any obstacles around securing employment that pays enough to support themselves, including the costs of child care, job training, etc.

It is time for New York City to rethink its approach to homelessness. Rather than just reacting to the ever-growing crisis, rather than focusing on shifting people from "shelter beds" to "respite beds" to "safe haven beds," DHS and HRA resources – regardless of whether they come from tax levy funds, federal stimulus dollars or any other source – must be directed toward true prevention efforts. It is time for us to end homelessness in our city. We can only do so by identifying seniors and families who remain isolated from their communities; by connecting individuals to permanent housing, career development, and social support; by ensuring that marginally-housed children are receiving an appropriate education – in short, by doing those things that help people stay in their homes. This is the only way to make certain that every New Yorker has a place to call "home."

# **FOR THE RECORD**

**Testimony of Robert Rogan  
Associate Executive Director  
Forestdale Inc.  
Before the  
New York City Council General Welfare Committee  
May 26, 2009**

Good afternoon. My name is Robert Rogan, and I am the Associate Executive Director at Forestdale. I am responsible for managing the day to day operations of our foster boarding home and preventive programs. Forestdale is the largest family services agency in Queens. Every day we are charged with the wellbeing of over four hundred children in our care. We also work with hundreds of families in crisis, many headed by recent immigrants, to keep their children from being placed in foster care.

I have worked in the human services field for over thirty-eight years. I know that when it comes to public funding, there is no such thing as the status quo. The system is constantly in flux, and community agencies must prove that they spend resources wisely and efficiently. This is as it should be. We know that the city's revenue varies from year to year. We know that we cannot take tax dollars for granted.

However, I believe that the proposed budget cuts for the next fiscal year are uniquely objectionable. We are in the midst of a fundamental restructuring of child welfare services in New York City. Very soon, the Administration for Children's Services will work primarily in agency oversight and technical support.

Community – based agencies like Forestdale will become the sole providers of foster care and prevention services in New York City. We welcome the expansion of our responsibility. But it is mind-boggling that at the same time we see a whittling away of the resources we need to fulfill that responsibility.

The cuts to foster boarding home and preventive services are not administrative belt-tightening. They are cuts to the very core of the child protection system. Experience shows time and again that when

caseloads go up, our ability to monitor troubled families and make correct judgments about child welfare suffers. We will always try to make do with less, but everyone in this room knows that there is a limit. Workers who handle 18, 20, 25 cases at a time have to spend that many more hours in family court, that many more hours filling out forms. This will detract from the personal interaction that makes the relationship between agency, foster family, birth family and child work.

At Forestdale, our caseworkers have noticed that children in need of foster boarding homes tend to be older and to have more severe medical and emotional problems than previously. This is a likely side effect of the new government goal to close residential facilities and shift care to the community, an idea that we support. But again, if you set about to restructure the system and do not provide the proper resources, you are unlikely to see the kind of results you had hoped for.

The same goes for preventive services, which in the past few years received enough political support to fund a manageable twelve cases per worker. Increasing the caseload will undermine the worker's ability to connect with each family, and the benefits of prevention will fade.

I am acutely aware of the difficult financial situation facing New York City, and I know that ACS is making a valiant effort to stay on course. Difficult decisions have to be made, and there will always be pain somewhere. However, let me close by stressing that these cuts are different. These cuts directly affect our ability to protect children from abuse and to help them launch full and independent lives. I ask the honorable members of the City Council to keep this in mind as they finalize next year's budget.

**City Council General Welfare Committee Executive Budget Hearing**

**Fiscal Year 2010**

**May 26, 2009**

**Robert V. Hess, Commissioner, NYC Department of Homeless Services**

Good afternoon, Chairpersons Weprin, de Blasio and members of the Finance and General Welfare Committees. My name is Rob Hess and I am the Commissioner of the NYC 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. Thank you for inviting me here this afternoon to discuss the Agency's Executive Budget for Fiscal Year (FY) 2010, and to share an update on both the long-term systemic reforms we have undertaken as well as the daily emergency shelter services we provide to the men, women, and children of this City.

At no time in our City's history has it been as important to do the work that DHS and our non-profit providers do to prevent homelessness, divert those from shelter who can be assisted by other means, shelter individuals and families during a short-term crisis, and help them move back into the community where they can once again live independently. We are also focused on helping the men and women who routinely say no to the traditional shelter system and live unsheltered on our streets and subways by providing them other housing options that meet their needs such as a bed at a faith-based shelter facility. Each of these men, women, and children is a person, not a caseload or ID number, and as we make tough budgetary decisions we think long and hard about the impact of every dollar on each of them. As a human services agency we work to ensure that we can maintain the integrity of our system and leave no one who is in need of our core services un-served.

**Federal Economic Stimulus Homelessness Prevention Funding**

I am pleased to inform this committee that, just last week, DHS submitted New York City's plan for the Homelessness Prevention and Rapid Re-Housing Program (HPRP) to the U.S. Department of Housing and Urban Development (HUD). The City expects to receive \$73.9 million in federal economic stimulus dollars to support strategies that will prevent New Yorkers from becoming homeless and offer alternative housing options for shelter applicants, as well as help New Yorkers



who become homeless move rapidly into permanent housing. We anticipate receiving final approval of our plan from HUD by July 2009.

In developing our plan for these funds, DHS received valuable input from key stakeholders throughout the City. Our final submission to HUD ultimately included recommendations received throughout this process. As a result, we believe our submission is comprehensive and far-reaching, yet targeted to those New Yorkers who but for this new funding would be homeless due to the economic downturn.

As this committee is aware, DHS had to make tough budget decisions. Our focus was on maintaining core services, such as shelter programs, resulting in the reduction of discretionary spending in our budget, particularly in non-shelter programs such as prevention. We strongly believe in the power and benefit of homelessness prevention. HPRP funds will:

- Enhance and expand short- and medium-term financial assistance, housing relocation and stabilization services, benefits advocacy, and case management services to households who are homeless or at-risk of homelessness, including those experiencing risk of foreclosure;
- Support additional resources for programs that provide emergency rental arrears payments for families at risk of eviction;
- Expand anti-eviction legal services to meet the growing demand by adding new service slots for single adults and childless couples, as well as making such services available to people living with HIV/AIDS and seniors through partnerships with the City's Department of Health and Mental Hygiene and Department for the Aging; and,
- Allow our Homebase prevention program to reach other vulnerable individuals being imminently discharged into homelessness from the City's correctional facilities through a partnership with the Single Stop Service Center on Rikers Island to offer assistance with housing placements.

In order to ensure that more people in need of our prevention services know how to access them, DHS will target a public education campaign to those most at-risk of homelessness. DHS will also use HPRP funds to implement a rigorous evaluation of our homelessness prevention programs, to measure program- and cost-effectiveness, and ensure continuous quality improvement.

DHS will expand important aftercare services for families moving out of shelter through the Advantage New York rental subsidy program. We will also provide funding to the New York City Housing Authority (NYCHA) to expedite the processing of Section 8 applications for clients, including domestic violence survivors, who are in the process of moving to permanent housing.

In addition to homelessness prevention efforts, these stimulus dollars will be invested in strategies that employ the rapid re-housing philosophy for both individuals and families who have become homeless, including:

- Funding short-term housing assistance and case management services to allow street homeless individuals to work with outreach teams in a safe environment as they move towards securing permanent housing;
- Working with the City's Department of Youth and Community Development (DYCD) to provide housing services that meet the specific needs of runaway/homeless youth;
- Enhancing our current relocation assistance program with critical case management services to assist families in moving back to permanent housing more rapidly;
- Enabling our existing family shelter providers to enhance engagement services that move families more quickly from shelter to permanent housing; and,
- Creating a program to help families with significant barriers to securing permanent housing due to health, mental health, substantial service needs, and other disabling conditions in accessing permanent housing.

I am also pleased to report to this committee that DHS has recently received \$5.7 million of the City's Community Development Block Grant (CDBG) federal economic stimulus funds, dedicated for homeless adult services. These additional funds will cover non-profit shelter provider contracts for Fiscal Year 2010, which were previously impacted by funding reductions made by New York State. This funding will allow DHS and its shelter providers to continue to meet the need for emergency shelter, as well as stabilize homeless adults and transition them into permanent housing.

#### **Update on Restructuring of Drop-in and Respite Program**

I would like to take this opportunity to provide you with an update on the drop-in centers and faith-based shelter beds. We anticipate that contracts will be in place by July 1, 2009 for the following sites: a Manhattan-based drop-in center run by Urban Pathways; a Brooklyn-based site run by CAMBA; and a Staten Island-based location run by Project Hospitality. These three sites will operate under the new 13-hour day model that was set forth in the RFP.

In addition to the three sites that were awarded contracts through the RFP, street homeless clients will be able to access services at three other drop-in center locations: Mainchance run by Grand Central Neighborhood and The Open Door run by Urban Pathways in Manhattan, and The Living Room in the Bronx, which is federally funded and run by the Citizens Advice Bureau (CAB). These sites will continue to operate under the 24 hour/seven-day-a-week as we transition to the new vision for drop-ins to be service hubs that link street homeless clients to housing rather than a place for them to sleep night after night after night in metal chairs.

Currently, DHS does not have a drop-in center location in Queens. Our initial plan called for the creation of a drop-in center in Queens, but after much deliberation we decided not to operate a site in Queens. The 2009 Hope Survey estimated 98 street homeless individuals in the borough, down more than 70 percent from 335 individuals in 2005. This reduction marks a clear victory in the effectiveness of our outreach strategies and played a significant role in our decision. Although Queens will not have a drop-in, clients will continue to access resources at drop-in centers throughout the City.

Our new respite bed model will continue to link clients to faith-based shelter beds through a drop-in center. While the drop-in center will still be the referral source, respite bed coordinators will be responsible for the day-to-day operation and coordination of the program. We anticipate contracts will be in place by the beginning of the fiscal year for CAMBA in Brooklyn and Project Hospitality in Staten Island. To meet the need in the other boroughs where respite bed coordinator proposals were not received, DHS will utilize drop-in centers and/or street outreach providers to play dual roles. In Manhattan, Grand Central Neighborhood and Urban Pathways will serve as the respite bed coordinators. In the Bronx, CAB will function as the coordinator. And in Queens, the responsibility will be shared by one of the Manhattan providers, which we are still working to finalize, and the Brooklyn provider, CAMBA.

To allow for a smooth transition and to strengthen the relationships between the faith-based shelter beds, the new drop-in providers and DHS, I sent a letter on May 8, 2009 to more than 100 churches, synagogues and mosques throughout the City inviting them to borough-based meetings to address the operational details of the new program and to solicit further input. All throughout the process we have committed to working with the various congregations to address their concerns about the new program model. In fact, I am happy to report to the committee that we have been able to successfully address the four major issues raised in meetings with the faith-based community in the following ways:

- **Screening** – DHS will maintain the current practice of screening clients at drop-in centers before they are sent to a faith-based shelter.
- **Transportation** – DHS has funded the drop-in centers to provide round-trip, vehicular transportation for clients to the respite beds each night and back to the drop-in centers each morning.
- **Flexibility in the number of days and the minimum number of beds** – In order to maximize the overnight bed capacity for our clients, DHS will work to partner with any faith-based organization that is interested in providing sheltering services.
- **Fiscal responsibility for supporting the individual faith-based shelters** – Respite bed coordinators, through DHS funding, will provide transportation, linens, beds, laundry services, supplies, food, and fuel reimbursement grants to the faith-based shelters.

I will continue to meet with key stakeholders as we move forward with the implementation of this new program and dedicate the resources needed to ensure its success.

### **Facing Family Homelessness**

Recently I watched a national news program that highlighted what it called the “new face of homelessness, the family.” Naturally, I stayed tuned to the story of a working mother and her son who were in a shelter in another state. Her husband had lost his job and abandoned the family. She and her son became homeless and were happy to find refuge at a municipal shelter with modest accommodations, curfews and other rules that she and the other shelter clients had to follow, not

unlike most of our family shelters here in New York City. However, that's where the similarity ends. The mother was grateful for getting this scarce spot in a shelter where she and her son would need to leave at the end of six months. Unlike New York City, there was no homelessness prevention program in the community or shelter diversion services trying to help keep the family housed after her husband left and she could no longer afford rent on her own. Unlike New York City, spots in shelter were a scarce resource with waiting lists and time-limited stays. And unlike New York City, there was no rental assistance program or aftercare to help the mother and son get another apartment and move back into the community.

When I look at the New York City shelter system, I can see how far the system has come—the transformation of family intake, the creation of a world-class prevention program, and a municipal rental assistance program that not only helps thousands of families exit shelter but provides rent payment for one to two years as well as a savings match. All of this is being done with record numbers of families with children seeking shelter. Fiscal Year 2009 applicants to date (July through April) are 28 percent higher than in Fiscal Year 2008 for the same time period.

Despite this significant increase in demand, the census has been leveling off since November 2008. The average monthly census was 8,180 in November 2008 compared to 8,087 in April 2009. DHS has accomplished this through increased diversions, decreased length of stay, and increased exits from shelter into permanent housing. This has been possible through the many reforms implemented by the Administration over the last few years. Gone are the days of our old family intake and eligibility process, that often resulted in children sleeping overnight on the intake floor or families in crisis languishing for more than 20 hours for their applications to be processed. Instead families now apply using a streamlined system and by 2010 will be accommodated at a newly-built facility to better meet their needs. We have in place a system that will continue to withstand the test of time and continue to support whatever the demand may be in the coming months.

We truly believe that shelter is not the only option and that whenever possible families are best served by helping to stabilize them in the community and to avoid shelter. To this end, DHS has developed a number of strategies, in collaboration with non-profit partners or other City agencies like the Human Resources Administration (HRA), to help families before they cross the threshold of the shelter, including:

- Providing family mediation services between the shelter applicant and family members on how to co-exist in the same housing unit;
- Restoring previous housing options by offering post-eviction rental arrear payments and the reinstatement of tenancy for a family through HRA; and,
- Offering services that would assist clients in relocating to a new apartment.

In 2008, DHS/HRA performed a record number of diversions—more than the two previous years combined. From January 2, 2008 through December 31, 2008, 5,358 diversions were performed, an 80 percent increase over 2007.

We've also been assisting record numbers of families with children in moving into permanent housing. In 2008, DHS helped a total of 7,065, or 27 percent more than the 5,567 families in 2007, move into homes of their own through the Advantage NY subsidy program. As of May 1, 2009, a total of 8,897 families with children have signed Advantage leases with weekly Advantage lease signings surpassing previous rental assistance programs. For instance, when EARP Section 8 was the primary rental assistance strategy 73 families signed leases each week. Under Housing Stability Plus (HSP), 86 families signed leases each week. In comparison, in Fiscal Year 2009, on average, 116 families sign Advantage leases each week—59 percent more than with EARP Section 8. In fact, during the Bloomberg Administration more than 47,000 families have been helped to move to permanent housing through a variety of rental strategies.

That is the key: offering a variety of rental strategies. In addition to the Advantage program, DHS continues to offer assistance through Section 8. We use Section 8 vouchers in a targeted way for those who need the longer term subsidy. Our allotted vouchers are used in the community, through Homebase, as well as to help Fixed-Income Advantage and Children Advantage clients transition after their first year of the subsidy.

### **Fiscal Year 2010 Executive Budget**

I'd now like to focus on the FY10 Executive Budget. For the current year, FY09, the Department's expense budget is \$873 million; for next year, FY10, the budget is \$774 million.

Of the \$774 million, \$303 million are City funds, \$216 million are state funds, \$136 million are federal funds, \$10 million are grant funding, and \$108 million are intra-City funding. The \$774 million budget allocates \$268 million to services for single adults, \$455 million to services for families, and \$50 million to support services.

The DHS Capital Plan, as of the FY10 Executive Plan, for the five year period of FY09 – FY13 is currently \$167 million. Capital projects for homeless families total \$76 million; projects for single adults total \$37 million; \$47 million has been allocated for support services; and \$7 million for City Council funded projects.

I want to assure the members of this committee that our budget actions were strategic in order to minimize the impact on programs and ensure that clients continue to receive quality services during our current economic crisis and beyond. We focused on protecting our core service of providing emergency shelter and providing resources needed to move families back to the community as quickly as possible. For FY10, DHS' total budget reduction target was \$15 million in City funds in the November Plan, \$20 million in City funds in the January Plan, and \$11 million in City funds in the FY10 Executive Plan.

At this time I would like to discuss with you several budget reductions included in the Executive Budget for FY10:

- **Agency Personnel Reduction**

As part of the FY10 Executive Plan, DHS will reduce its active workforce by 88 positions. In FY10 this will result in savings of \$4.8 million in City (and gross) funds.

- **Staff Attrition Savings**

Effective July 1, 2009, DHS will eliminate 17 Special Officer positions through attrition. This will result in savings of \$816,000 in City (and gross) funds in FY10.

- **Capital-Eligible Renovations**

DHS will reduce City expense budget funds for capital-eligible renovation costs and will use DHS capital funding for this project. Savings will be \$2.6 million in City (and \$4 million in gross) funds in FY10 only.

- **Shelter Administration and Security Savings**

DHS is currently reexamining shelter security and administrative functions to find cost-effective ways of providing the same level of services. DHS projects that these efficiencies will result in savings of \$2.4 million in City (and \$4 million in gross) funds in FY12 and the out-years.

- **Street Solutions Reductions**

As I discussed earlier, due to the success of our street solutions initiatives in Queens, DHS has decided not to create a new drop-in center in that borough. Therefore, the funding previously set aside for this purpose will allow the agency to save \$1 million in City (and gross) funds in FY10.

- **Economic Stimulus Funding**

Federal dollars will support important prevention programs, resulting in savings of \$1.8 million in City (and gross) funds in FY10.

## **Veterans**

Yesterday was a day to commemorate those men and women who gave their lives for this country. So I would like to conclude my testimony with an update on all the work we are doing in New York City to honor those men and women who served this country proudly but who have fallen on hard times. As a veteran, I speak from personal experience when I say that we cannot allow men and women who served our country to live on City streets. I believe that this Administration is taking all 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 the Mayor and U.S. Department of Veterans Affairs (VA) to create the Operation Home Task Force in February 2007. Recently, DHS and the VA issued a



progress report on the implementation of five recommendations set forth by the Task Force. Three of the five recommendations are fully completed, including the creation of a Multi-Service Center that serves as the central intake point for homeless veterans. The Center, which has been up and running since May 2008, integrates DHS intake services exclusively for homeless veterans with access to medical, mental health and substance abuse treatment, and access to housing and other support services. To date, over 1,066 homeless veterans have been served by the program.

Shortly, we will open the first veteran-specific Safe Haven. This site will accept referrals from DHS street outreach teams as well as VA outreach workers. Once veterans are placed in a Safe Haven, they will be able to access on-site social services and other supports offered through the VA and various non-profit partners.

More work is needed and we continue to implement programs and strategies focused on ending veteran homelessness in New York City, such as efforts to reintegrate veterans back into the community through housing, employment and cash assistance. In 2008, the City received \$9.4 million to permanently house 1,000 homeless veterans as part of the U.S. Department of Housing and Urban Development's Veterans Affairs Supportive Housing Program (HUD-VASH). As of May 1, 2009, the City has distributed 701 vouchers.

Thank you so much for your continued support. We look forward to working with you on these and other strategies to improve the lives of homeless New Yorkers. I am glad to answer any questions you may have at this time about the agency's budget.

## **FOR THE RECORD**

### ACS Budget Hearing Testimonial

My name is Hope Kelaher and I am a Preventive Services' social worker at The Children's Aid Society. In light of recent threats to ACS' budget, specifically to ACS' Preventive Services programs, it is important for the City Council to understand how such cuts would be detrimental to the City's most vulnerable children and families from the perspective of a frontline worker.

Before going into too much detail about specifically why the preservation of Preventive Services' funds is necessary to protect the City's most vulnerable and neglected children, it is important that you get a greater understanding of the tasks of a typical Preventive Services worker. Currently, I have twelve families on my caseload, which contains fourteen active caregivers and approximately forty children. In the course of one month working 35 hour work weeks, I am required to: conduct regularly scheduled home and field visits— a minimum of three per family, numerous unannounced home visits in the case that the family does not avail themselves, hour-long family counseling sessions, crisis intervention, service coordination and follow-through, as well as assistance with public assistance, food stamps, pantry referrals, Medicaid, Social Security, and housing. Additionally, I am also responsible for providing assistance at fair hearings, testimony in family court, and documentation for other service providers. Moreover, as a Preventive Services worker I am also responsible for obtaining school reports, medical records, organizing Family Team Conferences, and ensuring that families follow-through with their children's medical appointments. Such tasks are often compounded by the fact that the majority of Preventive Services' clients suffer from a variety of stressors brought on by domestic violence, poverty, inadequate housing, immigration roadblocks, as well as mental health and medical issues for which additional support is necessary to ensure their children's well-being. Furthermore, for every visit, conversation, and email there are multiple detailed notes, FASPs, supervisions, and psycho-socials that are completed. In the end, even with 35 hour-work weeks there is always more to be done.

The day when Preventive Services is no longer helpful to the City's most disenfranchised children is near. Increasing workers' case loads to fifteen coupled with decreased client funds means that fewer resources, time, and energy will be dedicated to those children most in need. Should cuts to ACS' budget come to fruition, the Child Welfare System will fall in line with numerous other systems that have also failed the City's most needy children. Please share my view that by protecting ACS' Preventive Services programs we are enabling the most vulnerable children and families to have a fighting chance of stability and self-sufficiency during these hard economic times, as well as ensure the safety of those children who have fallen off the radar of other better-funded systems.

The Children's Health Fund  
and  
The New York Children's Health Project

Testimony

Before the New York City Council  
General Welfare Committee  
May 26, 2009

Good Afternoon, committee members. As you grapple with historical budget deficits and looming service cuts to agencies throughout the city, The Children's Health Fund would like to weigh in on a particularly disturbing policy in New York City Shelters for children and families: the Income Contribution Requirement implemented on May 1. Although the DHS has announced it would suspend the program due to miscalculations by the Human Resources Administration, it is our belief that the requirement will be revisited and applied to families again.

The Children's Health Fund was founded in 1987 by singer-songwriter Paul Simon and pediatrician/child advocate Dr. Irwin Redlener, to address the health care needs of children living in city shelters. Today, the New York Children's Health Project's fleet of mobile medical units serves 14 locations, including a number of shelters in the boroughs of Manhattan, Brooklyn, Queens and the Bronx.

It is our mission to provide a medical home to these children, helping the families stabilize their health, so that they have one less thing to worry about as they seek stable housing. Children living in shelter have gone through the traumatic experience of losing their home and their families struggle every day. Now these families must struggle against, what we feel is another wave of misguided policies.

As of May 1<sup>st</sup>, families entering shelter must agree to pay for their stay in shelter if they make an income. This Income Contribution Requirement is estimated to save the city \$1.3 million in payments to shelters. The shelters will receive a payment from the city for the families' stay, less the amount deemed appropriate for the families' income contribution. If the family does not make the payments, the shelter may turn them out, without a course of action as to the families housing or personal safety.

Reports from shelter providers vary, but CHF received information of one resident who received a bill for \$1154 for her one room in a shelter that has a sink and a toilet, no kitchen, with bare essentials. This resident makes \$200 a week at her job. Clearly this was just one of the miscalculations that HRA made in sending the bill for the Income Contribution.

Another resident at a shelter that receives medical services from CHF's New York Children's Health Project complained to staff of receiving a letter giving her one week to

come up with a monthly income contribution payment of \$450.00. This placed a financial strain on her family.

Families may appeal to the state for a fair hearing to have their Income Contribution examined and adjusted. As 500 families have received bills for May 1, already the city admits that 190 residents received notices with errors. This policy places the onus of collection on shelters and may cause delays in the state fair hearing process if the number of errors persists when the city revisits this policy.

The impact on children and families is clear: the Income Contribution is bad policy, discourages families from seeking self sustaining employment and endangers their financial stability at a time during which they are meant to save money to leave shelter.

Allowing families to save money while in shelter will ensure a smoother transition into permanent housing. This money can be used to buy essentials such as basic furniture, kitchen supplies, towels and linen. Teaching budgeting skills and allowing families to build up financial reserves would go much further than the Income Contribution to decrease recidivism in the shelter system.

As you consider the budget going forward, we call on you to weigh heavily on the Department of Homeless Services to rescind this policy. Thank you.

For more information please contact Deirdre Byrne at 212-535-9400 ext 207, [dbyrne@chfund.org](mailto:dbyrne@chfund.org) or Michael Lambert at 718-588-4460. [mlamber@montefiore.org](mailto:mlamber@montefiore.org)



115 East 106<sup>th</sup> St., 3<sup>rd</sup> Floor  
New York, NY 10029  
P (212) 860-6001 F (212) 996-9481  
[www.cvhaction.org](http://www.cvhaction.org)

---

***Fighting for Our Families! Fighting for Our Communities! Fighting for Ourselves!***

---

**Janet Rivera  
Community Voices Heard Board Member,  
Back to Work Client and Former JTP Participant**

My name is Janet Rivera. I am a mother of three, a Community Voices Heard Board Member and a public assistance recipient. Community Voices Heard is here today to talk about two programs that I have participated in: Back to Work and the Job Training Program (JTPs).

For the past 6 years I have been on and off welfare. I came to public assistance because I was separated and was struggling to raise my children on my own. The challenges of parenting, cycling in and out of employment and trying to pursue my education made it difficult for me to financially support me and my kids.

About three years ago, when the Back to Work program began, I reapplied for welfare and was directed to a Back to Work vendor. Even though I was only an applicant and not yet receiving benefits, I was expected to participate in the program. It was really hard for me because I couldn't afford anything, not even laundry detergent. I washed my clothes by hand. I didn't even have enough money to buy lunch at my work site. I was expected to be at my site all day, for several days a week without any food. Most days, I was hungry.

At my site, I was expected to sit at a computer all day and search on the internet for jobs. I didn't find this very helpful because there were more people than computers. There would be about 50 of us in one room to use 12 computers. If there were no computers to use we would sit around all day waiting for the next available computer. We were also given newspapers to look for jobs. Counselors were nowhere to be found if we had questions or concerns. None of this helped me get a job.

For the other days of the week I was expected to do the Work Experience Program: WEP. It was a waste of my time. My WEP assignment was unproductive and unsatisfying work. As a WEP worker I was expected to do the same work as paid, unionized workers. Basically I did the same work without the same pay and benefits as other people.

Fortunately, I had the opportunity to do a Job Training Participant Program in the Parks Department known as POP: the Park Opportunity Program. I had to work for 4 days a week and one day of training.

**(MORE ON THE BACK)**

I liked the JTP program because I was a paid worker making 6 times more than I was getting through public assistance benefits. The JTP program allowed me to purchase more food per month to feed me and my three kids as well as pay for carfare.

For the past 4 years I have worked with Community Voices Heard members to expand the JTP program and end WEP. Most recently I have been active in our welfare campaign to dramatically improve the Back to Work Program. I have experienced all of these programs and I am telling you from first hand experience that Back to Work is a failure, WEP is slave labor and JTPs are better than any welfare job readiness program.

As a former participant in Back to Work, WEP and the JTP program, I am calling NYC Council's General Welfare Committee to do the following:

1. **End the Work Experience program.** It does not help any of us move into good jobs. If the purpose of WEP is to help prepare us for the workforce, it has failed miserably and should no longer exist.
2. **Replace WEP with JTPs.** The POPs program gave me what WEP did not: the dignity of work and an opportunity to learn a skill that could lead to a good paying job. JTP is better than WEP because you can get paid, develop skills, get training and education, and build your resume with valuable work experiences.
3. **Use anticipated federal economic funds for expanding the JTP program into all city agencies and across job types.** Over \$100 million will possibly come down from the federal government for subsidized employment. It would be a shame if this money went to waste. Use these funds to expand the JTP.



70 West 36<sup>th</sup> Street, Fifth Floor, New York, NY 10018

Tel: 212-967-0322 Fax: 212-967-0792

[www.unhny.org](http://www.unhny.org)

**Testimony of United Neighborhood Houses**  
**Before the New York City Council Committees on Finance and General Welfare**  
**At the FY 2010 Executive Budget Hearing**

May 26, 2009

Good afternoon. Thank you Chair de Blasio and Chair Weprin and the members of the General Welfare and Finance Committees for the opportunity to testify. My name is Gregory Brender and I am a policy analyst for United Neighborhood Houses (UNH). UNH is the federation of 36 settlement houses and community centers throughout New York City. Our members provide early childhood education through city-funded child care, Family Child Care networks, Head Start, Universal Pre-Kindergarten and other programs. Due to the economic crisis' impact on the communities that UNH members serve, our member agencies are experiencing an incredible demand for services at the same time that they are facing cutbacks from both private and public funding sources. The City must find the revenue to support the core services that low-income and working New Yorkers depend upon.

Unfortunately, if the Administration for Children's Services continues to be underfunded, the children and families of New York City will suffer. There will be fewer opportunities for families to find child care for their children and educational programs for the youngest New Yorkers will face steep budget cuts that will threaten their ability to fund quality education and care for New York City's children.

Moreover, many of the most severe cuts are taking place outside of the City's traditional budget process and were not included in the FY 2010 budget proposal. Below I have outlined some of the major actions which impact early childhood education programs and separated the cuts into those which were included in the FY 2010 executive and preliminary budgets and those which took place outside of the traditional budget process.

**Child Care Actions Outside of the Traditional Budget Process**

**UPK Cost Allocations**

The City cut \$6 million in FY 2009 and will cut \$12 million in FY 2010 from programs which offer Universal Pre-Kindergarten as part of full day child care. As you know, Universal Pre-Kindergarten (UPK) provides four year old children with educational opportunities that prepare them to succeed in Kindergarten and beyond. As State funding for UPK is limited to 2.5 hours a day, this program cannot meet the needs of working parents unless it is part of a full day of care.

To provide a full day of care to four year olds in UPK, many ACS providers offer full day coverage by blending funding from both UPK and ACS child care to create a program which meets the specific educational requirements of UPK while providing a full day of care. In order for the City to continue to draw down state funds for UPK, UPK programs must adhere to educational standards which include:

- Employing staff and program directors who are either New York State certified teachers or working towards certification.
- Meeting curriculum standards aligned with State and local learning standards.
- Providing ongoing assessments of each child's language development, cognitive skills, and social development.
- Providing health and nutritional screening for each child.

In March 2009, ACS notified providers who provide full day programs for UPK students of immediate funding reductions, called "cost allocation enforcements" that must be taken by June 30<sup>th</sup>. These cuts are severe- as high as \$72,000 FY 2009 and \$144,000 in FY 2010 in the next year for one Bronx provider. Drastic cuts such as these force providers to decrease the services that they can offer to children.

For example, a program in Manhattan, which was cut by \$44,000 in FY 2009 and will be cut by \$88,000 in FY 2010, reported that they will need to enroll fewer special needs students next fall because they will not be able to provide funding for the extra teachers that are legally required when serving special needs students.

Another agency in Brooklyn which has 44 UPK students enrolled in a full day program had its \$92,000 budget cut by \$38,000 in the middle of the school year. Because of this cut, the program was forced to discontinue parts of their curriculum and cancelled classes in art and dance. They also gave their teachers a \$6,000 annual pay cut. Some of these teachers had enrolled in graduate school specifically to meet the certification requirements for UPK and will now be forced to finance their education with increasingly limited income.

We urge the City to invest \$12 million to ensure that these valuable programs can continue to offer quality early education to the youngest New Yorkers.

#### Capacity Eliminations

Mid year actions taken during FY 2009 outside of the traditional budget process will result in the loss of approximately 1,400 slots. Already 134 vacant slots have been eliminated through the closure of 9 classrooms in 7 underutilized centers.

The closure of 5 year old classrooms, which ACS announced in November 2008 will lead to the loss of approximately 1,300 slots. Currently, approximately 3,300 slots serve five year old children. In the coming school year, there will not be any slot for five year olds, however, the City will be investing \$10 million in funds from President Obama's economic recovery package to preserve approximately 2,000 slots in 93 classrooms. ACS needs \$5 million in order to preserve the additional 1,300 slots in 27 classrooms that are still slated to be lost. We urge the City to provide funds to stop the shrinking of the child care system. Many of our members operate programs with long waiting lists of eligible children. We must not make it even more difficult for families to find a slot for their child.



## **Child Care Actions in the FY 2010 Executive Budget**

### Investment of Federal Economic Recovery Funds in Child Care

The FY 2010 budget does take some steps toward alleviating the problems that arose from the underfunding of child care. As discussed above, by using funds from President Obama's economic recovery package, ACS was able to preserve 2,000 of the approximately 3,300 child care slots that were slated to be eliminated as a result of the closure of classrooms for 5-year old children. Also, Family Child Care providers are finally being paid the federally determined market rate.

### Elimination of Priority 7, 8 and 9 Vouchers

The FY 2010 Executive Budget eliminates child care vouchers for three categories of families who are currently eligible. This will result in the loss of approximately 3,000 vouchers and a disinvestment of more than \$20.2 million. Priority 7 vouchers serve approximately 2,000 children whose families are involved with non-ACS social services. Priority 8 and Priority 9 vouchers serve approximately 1,000 children whose parents are ill or incapacitated or are looking for work respectively. Children currently using these vouchers will be able to access center based care if they can find an open slot. However, no more children will be able to receive care if they meet the criteria of priorities 7, 8 or 9.

### Increased Responsibilities for Child Care Providers

As you are aware, the FY 2010 Executive Budget requires ACS to significantly reduce its internal headcount and has led already to layoffs in all areas of ACS including in child care. The borough resource areas which evaluate and approve applications for child care subsidies are losing a significant amount of staff and will be cutting back the services that they provide to parents. Starting next year, parents will no longer be able to meet with an ACS representative in their borough's resource area and all ACS child care programs will be required to perform community based enrollment.

While many UNH members already perform community based enrollment, child care budgets do not include funds to for these services. Providers have scrambled to find staff from other programs, such as Head Start family workers to help families with the significant amount of paperwork that they are required to present to ACS in order to obtain a subsidy.

We support ACS' goal of achieving full enrollment and believe it is essential that every child care slot be used. Therefore, we call on the City to make sure that agencies are appropriately funded to take on the increased responsibility of community based enrollment.

Early care and education should be a top priority for New York City. The City must provide the funding necessary to prevent the devastating budget cuts which are impacting ACS providers and the children that they serve. We urge New York City to support UPK education as part of a full day of care so that the children who need a full day of care have the same access to UPK education that the children of other families have. To ensure that New York City's children have access to the highest quality care and education, the City must fully fund child care programs to support enriched activities, well paid staff and facilities which are safe, inviting and appropriate for young children.

The city must also preserve the capacity of the child care system and improve access to make enrollment in child care programs easier for parents so that every slot in the child care system is used to provide for a child. The City should also use its influence with the State and Federal governments to ensure that New York City receives child care and early education funding from the Federal stimulus funds as well as advocate for long-term investments in early care and education from other levels of government.

Thank you again for the opportunity to testify.

---

**United Neighborhood Houses (UNH)**, founded in 1919, is the membership organization of New York City settlement houses and community centers. Rooted in the history and values of the settlement house movement, UNH promotes and strengthens the neighborhood-based, multi-service approach to improving the lives of New Yorkers in need and the communities in which they live. UNH's membership comprises one of the largest human service systems in New York City, with 36 agencies working at more than 400 sites to provide high quality services and activities to a half million New Yorkers each year. UNH supports its members through policy development, advocacy and capacity-building activities.

**UNH Members:** CAMBA-Center for Family Life in Sunset Park - Chinese American Planning Council - Citizens Advice Bureau - Claremont Neighborhood Centers - Cypress Hills Local Development Corporation - East Side House Settlement - Educational Alliance - Goddard Riverside Community Center - Grand Street Settlement - Greenwich House - Hamilton-Madison House - Hartley House - Henry Street Settlement - Hudson Guild - Jacob A. Riis Neighborhood Settlement House - Kingsbridge Heights Community Center - Lenox Hill Neighborhood House - Lincoln Square Neighborhood Center - Moshulu Montefiore Community Center - Northern Manhattan Improvement Corporation - Project Hospitality - Queens Community House - Riverdale Neighborhood House - SCAN New York - School Settlement Association - Shorefront YM-WHA of Brighton-Manhattan Beach, Inc - Southeast Bronx Neighborhood Centers - St. Matthew's and St. Timothy's Neighborhood Center - St. Nicholas Neighborhood Preservation Corporation - Stanley M. Isaacs Neighborhood Center - Sunnyside Community Services - Third Street Music School Settlement - Union Settlement Association - United Community Centers - University Settlement Society

# Council of Family and Child Caring Agencies



**TESTIMONY OF JAMES F. PURCELL  
COUNCIL OF FAMILY & CHILD CARING AGENCIES  
CHIEF EXECUTIVE OFFICER  
BEFORE THE  
NEW YORK CITY COUNCIL GENERAL WELFARE COMMITTEE  
MAY 26, 2009**

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 over 115 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 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—lowering caseloads in preventive services to 1:12, which has made an enormous difference in the lives of New York City's at-risk children and saved countless children and families from the wrenching separation of foster care. It is deeply troubling that we must report again that the Mayor has not included the funding for the Child Safety Initiative, nor restored funding for the \$9M Enhancement money that supported so many high-risk families and successfully kept their children out of foster care.

Moreover, the Executive Budget continues all the proposed cuts to foster care that jeopardize the well-being and permanency of children who have been removed by the City from their homes for their safety. These children are in the legal custody of the Commissioner of ACS because of the cuts in the Mayor's budget these children are likely to remain in foster care much longer.

**The Mayor's cuts to Child Welfare include:**

- **Elimination of \$4.2M in CTL to maintain the current caseloads in Preventive Services in accordance with the Child Safety Initiative**
- **Elimination of the "Enhancement" monies used by Preventive Services programs to stabilize high risk families through the hiring of additional staff and/or purchase of necessary items or services for families. This costs \$3.3 Million in CTL but results in \$9 Million for the providers because of the state matching funds.**
- **5% Rate Cut to Foster Family Programs (\$5.7M CTL)—which will result in staff lay-offs. The result will be larger caseloads, which already far exceed the recommended level. The consequences of this will be fewer times the**

worker can visit the child in the foster home and a prolonging of the time that children remain in foster care, and delaying family reunifications and adoptions.

- A 50% reduction in funding for aftercare (\$3.1 M CTL) that helped expedite reunification of foster children and their families and supported them during the difficult transition home.
- 50% cut to Special Need Payments for Foster Children and Foster Parent Support (\$3.5M and \$.9M CTL)

There can be no justification for these cuts other than the pressure to save money at this time of severe economic crisis. However, these cuts must be seen as short-sighted and undermining the best interests of children. All of the cuts come from funding that is matched at the state or federal level and thus result in double or nearly triple losses in total dollars available for vital services.

Furthermore, enactment of these cuts will seriously jeopardize the safety of New York City's most vulnerable children and compromise all of the laudable reforms already enacted and those envisioned by ACS.

### **Preventive Services**

At this time of severe economic crisis in our city, state, and nation, preventive services are in greater demand than ever. The number of indicated child abuse cases is at an all time high—the numbers of investigated reports as well as the proportion deemed “indicated” by ACS child protective staff are both at peak levels. Moreover, at this time of unprecedented need, Preventive Services programs are fully utilized—with the highest percentage ever of cases coming from the ACS field offices.

Given the increasing pressures on families due to the economy and the resulting strains that historically result in greater risk to children in the home, how is it possible that the number of children in foster care remains at an all time low? Clearly, Preventive Services programs are meeting the needs of record numbers of families, enabling them to keep their at-risk children safely at home and out of foster care. If these programs lose their support, and they are currently threatened with losing the funding for reduced caseloads as well as the Enhancement monies provided by ACS, which pay for essential items and/or services to keep children safe at home and families stable, the City could well experience the biggest increase in foster care cases since the crack epidemic of the late 1980's.

Furthermore, these cuts are proposed on the eve of the forthcoming RFP for all child welfare services that calls for reducing the average length of services to a family to 12 months. We are told that the current average length of services per family system-wide is 15 months, while 1 in 5 cases continue to require services up to an average of 30 months—indicating a very strong need for intervention. In some families, parents suffering from physical and mental disabilities need support longer to stabilize their

conditions and ensure the safety of their children. In families comprised of recent immigrants, language and cultural barriers often delay their acceptance and cooperation with essential services.

How can we expect to ensure the safety of children in the families in which they are deemed at risk, if Preventive Programs are under pressure to push families out of the door within a year to make room for new families? Are we just creating a revolving door of families who need our help and support to raise their children safely?

We have testified repeatedly in the past few years about the vital difference in caseworkers' ability to monitor the safety of children and work with their families in programs throughout the city due to the reduction in caseloads under the Child Safety Initiative. Now, we must address the impact of reversing that positive trend by increasing caseloads on programs that are at full utilization

Last year, the City Council provided \$3.7M in CTL for the Child Safety Initiative in the adopted budget--\$500,000 short of the previous year's funding of \$4.2M. This means that caseloads rose to 1:13 at the least. For some agencies, that had received increased slots in keeping with ACS' effort to meet increasing demand, this translated to even higher caseloads across the agency because the new slots had no CSI funding. Therefore Preventive Programs in the highest need areas would be experiencing the highest increases in their caseloads.

In a survey of Preventive Programs throughout the city, all programs reported that the increase in caseloads would compromise their ability to keep children safe by resulting in burn-out of staff, lengthening of the time of service for families while the City is trying to reduce the amount of time families receive Preventive Services in order to serve more families, and imperiling their ability to implement the new Family Team Conferencing model as part of the ACS Reform Plan to Improve Outcomes for Children.

The elimination of the Child Safety Initiative funding would deprive the Preventive Services system of \$10 million in total funding for services to protect children at risk in their homes and result in the lay offs of more than 160 staff.

To ensure the ability of Preventive Services programs to keep children at risk safe at home, COFCCA calls for:

- **Full restoration of funding for the Child Safety Initiative to reduce caseloads to 1:12 in Preventive Services (\$4.2M CTL)**
- **Full restoration of the Preventive Enhancement Initiative (\$3.3M CTL)**

Enhancement Funding was established by ACS in the aftermath of the death of Nixzmary Brown and the huge increase in Child Protective cases that followed it, the 50% increase in the number of indicated cases, and the upsurge in referrals of indicated CPS cases to

preventive services. ACS provided agencies with these funds on a per family basis of \$800 per family to enhance the available services to support these very high risk families.

The effectiveness of this funding is evident in the lower number of children in foster care. These funds were never baselined, and this year preventive programs are receiving \$400, and in some cases only \$200, to support the same high risk families.

#### **Foster Care:**

The number of children in foster care has remained consistently low for the last 3 years despite the upsurge in child abuse cases. It is fully 34% lower today than just 5 years ago. Furthermore, there are only about half as many children in residential care as there were just a few years ago.

The credit for maintaining this reduction in foster care in the face of these factors is largely attributable to the efforts of the foster care agencies to serve more difficult youth in the community and to accelerate discharge rates. However, the proposed cuts to foster care will severely jeopardize these advances.

The Mayor's budget proposes to reduce the rates of the community based family foster care programs by 5%. It must be noted that these rates are already far below the rates that the State Office of Child and Family Services sets for these programs based on past costs. Thus the agencies are already subsidizing this level of care with millions of dollars. Further, the current caseload sizes are far higher than the recommended 11 or 12 children per worker, averaging close to 20:1.

Failure to restore these funds will have a devastating impact on the children, will block progress on IOC reforms, and, ironically, will extend lengths of stay in foster care and actually increase City costs. We estimate that agencies will lose in excess of \$8 M because of the loss of federal funds which match the CTL.

In order to ensure the well-being and permanency of children in foster care, COFCCA seeks

- **Restoration of the proposed 5% rate cut for Foster Family Programs (\$5.7M CTL)**
- **Restoration of full funding for the Aftercare Initiative (Re-investment) (\$\$3.1M CTL)**

ACS has prided itself under this Administration on re-investing savings in foster care supports to further reduce foster care. The most notable investment is \$18 Million for aftercare services. Now ACS informs us that budget shortages make continuation of the second half of these funds dubious. While they are allowing agencies to try to gain that

share of these funds through more aggressive discharges of foster children, it is very unlikely that this can be achieved. There is no good reason, other than budget savings to cut this funding. Again, these funds are matched by 63.7% state funds, so any CTL funding is richly matched and will forestall layoffs.

- **Restore Special Need Payments for Foster Children and Foster Parent Support (\$3.5 and \$.9M CTL)**

In late 2008 budget modifications, funding for special need payments related to foster children were cut in half (aka Miscellaneous Funds). These are the funds used for purchases not included in other rates, such items as clothing for children when they first come into foster care, often with only the clothes they wear. In addition these funds are supposed to pay for caps and gowns for graduations, an SAT prep book, maybe some music lessons. Even in a fiscal crisis, it is doubtful that Mayor Bloomberg wants to deny a child who has worked hard to succeed in school the opportunity to wear a cap and gown at her graduation.

The proposed budget also calls for a 10% cut in funding to support development and maintenance of a stronger set of foster homes. This cut is diametrically opposed to efforts to place more services- needy youth in the community.

On behalf of the thousands of abused, severely neglected, and at-risk children cared for by our agencies, I thank you for the opportunity to respond to the cuts to child welfare in the Mayor's Preliminary Budget. I deeply appreciate the pressure the City is under to meet its fiscal obligations and to make difficult choices. Recognizing the crisis we face, we do not seek additional funding, or staffing, or an expansion of supports for the current services, although there is certainly need for it. We are not asking for more, but rather we are asking that you not cut away the foundation that has been built up. To do so will erode the safety of our City's most vulnerable children and undoubtedly cost more in human suffering and future budgets.

Thank you.



115 East 106<sup>th</sup> St., 3<sup>rd</sup> Floor  
New York, NY 10029  
P (212) 860-6001 F (212) 996-9481  
[www.cvhaction.org](http://www.cvhaction.org)

---

***Fighting for Our Families! Fighting for Our Communities! Fighting for Ourselves!***

---

**Wanda Fossett**  
**Community Voices Heard Member and Back to Work Client**

My name is Wanda Fossett, I have been a member of Community Voices Heard for over a year and I have been on public assistance since September 2007, almost two years. I came to public assistance after I lost my job. My employer, a non-profit in Brooklyn, downsized and I was laid off. I applied for unemployment benefits but I became frustrated because I applied four times and was denied each time. I was told by the state employment division in Albany to keep trying to apply for unemployment benefits but at the time my rent was in arrears and I could no longer wait for the assistance. I needed help immediately so I turned to welfare for help. I was placed in the Back to Work program and it has not met my expectations and has not met my needs.

As soon as I applied to welfare I was told that I had to do the Back to Work Program. I wasn't even receiving benefits but I was expected to show up to my site everyday and do job search activities and the Work Experience Program (WEP). Applicants for welfare should not be made to do Back to Work before their benefits kick in. It is unfair and doesn't help us move into the workforce. In fact, it makes our life more difficult.

The meager benefits we receive through public assistance don't cover my most basic needs. I get Medicaid, partial rent assistance and a small cash benefit. With the cash assistance, I can't even afford soap, a cell phone for potential employers to call me back, professional clothing and I couldn't afford my rent. Before I came to welfare I had my own apartment and paid my own rent for ten years. When I lost my job, my rent went into arrears and I was later evicted because HRA did not do their part of supplying a supplemental grant required by a restore order I received in court. Now, I have no place of my own. I stay with a friend on her pull-out couch. Living this way is inconvenient and stressful. Other people have to take care of me, allow me to crash in their homes and lend me money...and I have nothing to give in return to show gratitude. My current cash assistance doesn't even provide me with enough money to give a token of my appreciation to friends that let me stay at their place.

Back to Work has failed to help me with my housing situation and eviction. My worker kept changing. I go to one person they tell me to talk to some other person...I was constantly passed off to someone else. Workers at the Center would tell me I needed an appointment and would refuse to see me without one. I tried to call workers in advance but they wouldn't pick up their phone. Basically, my issues never got resolved.

**(MORE ON THE BACK)**



Not only were the workers unavailable and not helpful, but the Back to Work program staff were more concerned about me meeting work requirements than with helping me avoid eviction. I had to go to housing court for over a year, fighting to stay in my apartment. I wanted to find work and to be working but my housing situation prevented me from doing so.

And, like most people on welfare, I have been sanctioned for no fault of my own. Workers forgot to input my timesheet into their computer program or I had competing appointments trying to avoid eviction while meeting their work requirements.

Back to Work needs to be changed now! It is not helping people like me move back into the workforce. I have over 27 years experience working in public service industries and non-profits. I came to welfare in crisis and all HRA has done is made my life worse.

There are many changes that could be made to Back to Work, like better case management and not requiring applicants to participate in the program. Attached to my testimony you will find a list of all of the improvements members of Community Voices Heard recommend for the program. We have shared our recommendations with Commissioner Doar and the rest of HRA, but it does not look like he plans to implement any of them. As HRA seeks to renew a failing program for three more years, we are calling on New York City Council to demonstrate bold leadership by doing the following:

1. **Do not approve the budget for the Back to Work program.** \$53 million a year is being wasted in this program! Do not allow our limited public dollars to be wasted in programs that do not work! In this economic crisis, when the City is looking to make serious budget cuts, do not put more money into this program if Commissioner Doar is unwilling to improve it.
2. **Use 25% of the Back to Work budget for the Job Training and Participant program (JTPs).** Transitional jobs like JTPs have been proven to work for people. Instead of continually wasting money in Back to Work, why not put that money into a program that actually helps people?
3. **Encourage the NYC Comptroller to deny approval of the Back to Work Contracts and, instead, issue an emergency extension of the program until a new and improved program is created and put into place.** The deadline for Commissioner Doar to submit the renewed contracts to the Comptroller is this week. This means the power to drastically change and improve Back to Work lies in the authority of the City Comptroller William "Bill" Thompson. Members of Community Voices Heard urge you to write a letter and make a phone call to the comptroller to encourage him not to renew this program, forcing Commissioner Doar to make the changes proposed by Community Voices Heard and the members of this committee at the April 29 oversight hearing on the program.

## Recommended Changes for the Human Resources Administration's Back to Work Program

The Back to Work Program (BTW) was created in July 2005 to replace the Employment Services and Placement (ESP) and Skills Assessment and Job Placement (SAJP) Programs formerly administered by HRA. Although BTW offered some programmatic improvements that addressed the shortcomings of the ESP program, Community Voices Heard's research revealed that BTW actually performs worse than its predecessor. The BTW program is characterized by poor job placement, weak job retention, high rates of recidivism, limited access to education and training, punitive sanction policies, and people "falling through the cracks" without receiving needed services.

Job placement and safety net services are likely to be in higher demand as our economic crisis worsens. In this moment of historic job loss, harrowing budget deficits and reduced revenues, it is important to ensure that every dollar is effectively spent for assisting out-of-work New Yorkers, including public assistance recipients. Unfortunately, hundreds of millions of taxpayer dollars are being wasted in the BTW program which fails to meet its own, low expectations. The scheduled contract renewal in June 2009, however, offers an opportunity to make critical changes to the BTW program.

Below is a summary of changes that should be made to improve the program and contract renewal process. All of these recommendations will better serve the clients who participate in the program, the vendors that facilitate the program and the taxpayers that pay for the program.

Characteristic of Change	Summary of Problem(s) to Address	Description of Changes
Changes in the Contract Payment Structure	<p><u>Milestone Payments:</u></p> <ul style="list-style-type: none"> <li>Contracts are fully performance-based. This focus makes it difficult for clients to receive needed services and does not allow vendors to receive upfront funding for administrative costs.</li> <li>Support services, case management, and education and training are currently not included in milestone payments and this serves as a disincentive for providing these services.</li> <li>Job retention services (such as connecting people to transitional benefits and encouraging receipt of the advanced EITC) are not substantially supported in the current contracts.</li> </ul>	<p><u>Milestone Payments:</u></p> <ul style="list-style-type: none"> <li>Revise contract payments so they are partially performance-based and partially line item to cover administrative costs.</li> <li>Create milestone payments for vendors to provide the following services: education and training (both placement and successful completion); case management; and job retention (such as connecting clients to transitional benefits and encouraging receipt of the advanced EITC).</li> <li>Arrange milestone payments for job retention whereby retention yields higher milestone payments. Increase the current payments for these services.</li> </ul>

**Community Voices Heard**  
**Recommended Changes for the Human Resources Administration's Back to Work Program**

<b>Characteristic of Change</b>	<b>Summary of Problem(s) to Address</b>	<b>Description of Changes</b>
Monitoring Contract Compliance	<p>Current contract monitoring is the responsibility of HRA. Given the low performance outcomes consistent from the earlier program (ESP) to the current program (Back to Work) it is clear that positive monitoring and corresponding improved outcomes are not at their peak. While other programs (like those of the C.E.O.) are being evaluated, long term programs we continue to fund are not. Unlike WeCARE, a current welfare-to-work program for people with mental or physical barriers to employment, BTW does not have an independent organization charged with the responsibility of monitoring contracts. Such ongoing, periodic and long-term evaluations of vendor performance (with recommendations to both HRA and vendors on improving the BTW program) could solicit better outcomes for and experiences of BTW clients, as well as better oversight of fund expenditures.</p> <p>Additionally, some of the challenges that the vendors face is because of lack of capacity, under-trained/qualified staff, and limited professional opportunities.</p>	<p>HRA should dedicate \$4.5 million of the BTW budget for contracts to external organizations to provide the following services:</p> <ul style="list-style-type: none"> <li>▪ <u>Technical Assistance and Training to Vendors</u>: build vendor capacity through training and organizational consultation; develop materials and curriculum to help structure the content of services and enhance vendor performance; facilitate peer learning/networking opportunities across vendors; and document best practices and lessons learned for broader sharing.</li> <li>▪ <u>Contract Monitoring and Assessment</u>: check on program services, periodic reviews of reported figures, occasional focus groups with clients and providers, and the release of yearly reports on the findings with the purpose of promoting programmatic improvements.</li> <li>▪ <u>Program Evaluation</u>: conduct an impact assessment of the program, a rigorous evaluation of the program to determine the value added of the approach. This could help to improve the program in the next cycle based on research</li> </ul> <p>When contracts are renewed for FY 2010, an RFP (or RFPs) should be created for the aforementioned services.</p>

**Community Voices Heard**  
**Recommended Changes for the Human Resources Administration's Back to Work Program**

Changes in the Contracting Process	There is a lack of transparency in the contracting process when a contract is considered, selected, awarded, implemented and renewed. There are no processes for the public to bring grievances and complaints to impact how and to who contracts are awarded or renewed.	Create Mechanisms for increased public input into the contracting process. <ul style="list-style-type: none"> <li>■ Mayor: Establish a public/private commission that must approve the renewal of all Human Services Contracts. Empowered to hold hearings and provide mechanisms for public complaints. Should be mandated to publish public complaints, general findings and recommendations for improvement.</li> </ul>
BTW Programmatic Changes	<p><u>Public Assistance Applicants:</u></p> <p>Public assistance applicants are required to participate in BTW even though their participation does not count in the work participation rate that HRA must meet under federal requirements. Furthermore, applicants drop out of the BTW program without receiving much needed services.</p> <p><u>Understanding and Flexibility:</u></p> <p>The current BTW program requirements are too restrictive and do not enable clients to grieve the loss of loved ones, take holidays or sick days, or provide care-giving to relatives that are sick, which are all things that traditional work allows for.</p>	<p><u>Public Assistance Applicants:</u></p> <ul style="list-style-type: none"> <li>■ Make participation in BTW optional for public assistance applicants.</li> <li>■ Add case management for those who choose to participate.</li> </ul> <p><u>Understanding and Flexibility:</u></p> <ul style="list-style-type: none"> <li>■ Allow BTW clients to take a set amount of sick days, bereavement days and vacation/personal days to care for themselves or others as needed without requiring a written note.</li> </ul>
	<p><u>Overly Strict Interpretation of Federal Law:</u></p> <p>Although HHS federal regulations allow recipients to conduct job searches on their own and check in with employment providers by phone, BTW does not offer clients the independence to search for employment.</p>	<p><u>Overly Strict Interpretation of Federal Law:</u></p> <p>BTW should encourage, instead of forbid, BTW clients to conduct independent job search activities.</p>

**Community Voices Heard**  
**Recommended Changes for the Human Resources Administration's Back to Work Program**

	<p><u>Addressing Barriers to Employment:</u></p> <p>Back to Work participants often have serious barriers to employment and are in need of services to address these barriers (e.g. housing crises, lack of childcare, limited training, formerly incarcerated status); however, HRA is not providing the incentive or resources for vendors to provide case management services.</p>	<p><u>Addressing Barriers to Employment:</u></p> <ul style="list-style-type: none"> <li>▪ Mandate that vendors prioritize barrier removal services before clients are placed into jobs.</li> <li>▪ Partner with social work students to do assessments and screening for barriers to employment.</li> <li>▪ Provide monetary resources to support case management services.</li> </ul>
	<p><u>Connection to Education and Training Programs:</u></p> <ul style="list-style-type: none"> <li>▪ HRA does not offer BTW clients the information or assistance they need to access education and training programs. Consequently, very few BTW participants connect to these programs or use these resources.</li> </ul>	<p><u>Connection to Education and Training Programs:</u></p> <ul style="list-style-type: none"> <li>▪ HRA should widely publicize the availability of ITA vouchers and simplify the process to obtain one.</li> <li>▪ Goals should be set for vendors to connect people to training and education.</li> <li>▪ Point people should be created at vendor sites that specialize in education connections.</li> </ul>
	<p><u>Sanctions:</u></p> <ul style="list-style-type: none"> <li>▪ The lack of uniformity in issuing sanctions leads to unnecessary errors, which in turn incorrectly or unfairly punishes clients.</li> <li>▪ Failure of vendors to record appointments automatically leads to sanctions. This failure is not the fault of clients; rather, staff is either overburdened with administrative work or unable to input information correctly and in a timely fashion.</li> </ul>	<p><u>Sanctions:</u></p> <ul style="list-style-type: none"> <li>▪ HRA should standardize sanctions ("Failure to Comply" FTC) and write a policy directive outlining the exact actions that will generate an FTC.</li> <li>▪ HRA should end automatic FTCs.</li> <li>▪ HRA should exempt applicants from the sanction process.</li> <li>▪ HRA vendors should conduct outreach and case management before a client is sanctioned, not just after.</li> </ul>

**Recommended Changes for the Human Resources Administration's Back to Work Program**

<p>Complementary Program Suggestions</p>	<ul style="list-style-type: none"> <li>▪ HRA fails to meet its job placement goal.</li> <li>▪ HRA does not take into account the individual needs and vocational interests of clients.</li> <li>▪ The work experience program (WEP) fails to provide participants with real job experience, training and the dignity of a paycheck.</li> </ul>	<ul style="list-style-type: none"> <li>▪ HRA should invest in short-term paid subsidized employment for individuals lacking recent work experience (includes the formerly incarcerated) such as the Park Opportunities Program (POP).</li> <li>▪ WEP slots should all be transformed into Job Training Participant (JTP) positions across city agencies and job types.</li> <li>▪ HRA should invest in sector-focused employment programs that are accessible to BTW clients, including career-focused paid apprenticeship programs in target sectors.</li> <li>▪ HRA should invest in expanding career ladder training programs such as the New York City's local Career Pathways Initiative: Nursing Careers Program.</li> <li>▪ HRA should create some targeted industry-focused job readiness job search sites (such as around the health care industry)</li> </ul>
--	--	---

## **Executive Budget Hearings – May 26, 2009**

### **Testimony before the City Council's General Welfare, Women's Issues and Finance Committees Presented by New Destiny Housing Corporation**

Good afternoon, thank you for the opportunity to testify. My name is Carol Corden and I am the executive director of New Destiny Housing Corporation, a citywide nonprofit that provides housing and services to low-income survivors of domestic violence and others at risk of homelessness.

I offer testimony today to request that the New York City Human Resources Administration's Office of Domestic Violence and Emergency Intervention Services (ODVEIS) be given additional resources to promote successful permanent housing placement for residents of the domestic violence shelter system.

These additional resources are needed to address two issues. The first is the documented increase of demand for services by victims of domestic violence. The second is the large number of emergency domestic violence shelter residents who leave at the end of their short New York State-mandated length of stay without safe, stable housing—still homeless and often at risk of continued violence.

The Mayor's preliminary management report for CFY 2009 documents the increase of demand for domestic violence services. The domestic violence non-residential caseload increased by 14.2 percent during the first quarter of CFY 2009, compared to the same period in CFY 2008. ~~The number of families seeking shelter at PATH who entered~~

~~HRA's domestic violence shelters increased by 18.1 percentage points during the first four months of CFY 2009 compared to the same period in CFY 2008.~~ The percentage of families seeking shelter at PATH who enter HRA's DV shelters has gone up from 27.2 % in CFY 2008 to 43.1% in the first four months of CFY 2009.

Moreover, in CY2008 only 14% of households exited the emergency domestic violence shelter system with permanent housing. Data collected from the nonprofit shelter providers and analyzed by New Destiny document that the overwhelming majority of domestic violence emergency shelter residents leave without safe, stable housing. They also show that the short length of stay is the primary barrier to obtaining permanent housing for these households.

HRA ODVEIS is responsible for a shelter system which serves 3600 households a year, the NoVA (or No Violence Again) program in the DHS system, and 12 nonresidential domestic violence programs among other initiatives. Recently, the five different Advantage NY Programs, a pilot to process priority NYCHA Section 8 applications, the pre-screening of HPD homeless housing applications from HRA shelters, and the contract for NYCHA's emergency transfer program have been added to ODVEIS's workload.

Yet, the proposed executive budget only includes a 1% increase in funding for this office over last year and proposes a reduction in staffing.



HRA has proven willing to work with shelter providers to reduce processing time for permanent housing resources but is limited in what it can do to improve outcomes given its current staffing and resource constraints at ODVEIS.

(To take one small example-- it can take up to two weeks to get checks ready and to schedule a lease signing for a shelter resident to move into an Advantage apartment even after the rental has been approved. Only one person is designated to type up the checks and space for lease signing is only available two days per week for a limited number of hours. Such resource shortages limit shelter residents' ability to successfully move from shelter to permanent housing within the short length of stay.)

We therefore request that ODVEIS be given the additional funding it needs to successfully implement the programs that it oversees with the goal of promoting improved outcomes for the clients it serves. In the case of women and children escaping domestic violence, the requested resources can literally make the difference between life and death.

Thank you for the opportunity to share our concerns with you today.

For More Information Contact:

Carol Corden  
Executive Director  
New Destiny Housing Corp.  
1140 Broadway, Suite 1002  
New York, NY 10001  
646-472-0262 ext. 11

Catherine Trapani  
HousingLink Director  
New Destiny Housing Corp.  
1140 Broadway, Suite 1002  
New York, NY 10001  
646-472-0262 ext. 12



Good Afternoon:

My name is Robert Cizma and I am the Vice President, Mental Health and Preventive Services Division at Jewish Child Care Association. JCCA is a large social service and mental health agency that serves over 12,000 children and families a year.

I first would like to thank the City Council for taking the time to give individuals like myself the opportunity to share our concerns about increasing caseloads to 15 families for each General Preventive Service worker and how this will place the children of these families at risk

I would like to remind everyone it was the City Council who voted to reduce caseloads to 12 families per preventive service worker in June 2006 for the following fiscal year. This action occurred after the preventable death of Nixmary Brown. The City Council understood that to avoid the tragedy of Nixmary Brown from occurring again they needed to keep caseloads at manageable levels. This is necessary both for Child Protective Workers in the Field Office who investigate families and for the Preventive Service programs who work to stabilize and prevent families from repeating the vicious cycle of child abuse and neglect.

When you take into consideration that the average parent involved in preventive services has 3 children per family, the preventive service worker with a caseload of 12 families is responsible for at least 36 children. Typically, this includes "acting out" teenagers who require a great deal of outreach to locate and engage them; young children who are nonverbal or afraid to speak out. These children like Nixmary, need constant monitoring and advocacy to ensure their safety. By increasing caseloads back to 15 families, the preventive service worker will be responsible for at least 9 additional children. Providing quality services will be compromised and will ultimately place a higher risk to a child's safety.

As a Phase I IOC provider agency, we understand the value of the (FTC) Family Team Conference. Case management responsibilities, time stamped communications with ACS and OCFS, regular safety evaluations of each child and at each home visit are just a few of the many responsibilities placed on the workers. By increasing the caseloads back to 15 the entire IOC concept will be in jeopardy; we will be back to where we were three years ago, when the safety of children was able to fall through the cracks. In all good consciousness, we can not allow any further preventable deaths.

I implore the City Council to provide the additional funds to keep caseloads at a manageable level and protect the most vulnerable children in New York City.



Michael Mazier, Chairman

*Strength, Sustenance and Support for People Living with HIV/AIDS*

# CITY COUNCIL PRELIMINARY BUDGET HEARING

**TUESDAY, MAY 26, 2009**

**TESTIMONY OF JOSE A. BELIZARIO  
ADMINISTRATOR**

**THE MOMENTUM PROJECT, INC.**

Good afternoon, let me thank you for all you have done for some of the poorest members of our community.

At Momentum, through your support, we annually serve approximately 3,000 individuals with congregate hot meals (six days per week); pantry bags (providing an additional 24 meals); access to our crisis counseling, nutrition and health education; emergency clothing distribution; spiritual and pastoral counseling; housing advocacy; social services; treatment adherence counseling; medical coordination through referrals and special linkages; nursing services, and Metrocards to assure that transportation is not a prohibiting factor in access to services.

We offer our services in Manhattan, Queens, Brooklyn and the Bronx in nine locations in the hearts of underserved areas. In response to the increased demand for services, we opened early this year a new site in Brooklyn. We continue to be a vital part of the solutions to many problems facing the City.

We work with people when they are in crisis – when they are in seriously failing health, are poorly nourished or need to get better quickly but simply don't know how. Our clients are some of the most vulnerable New Yorkers.

Of those we serve that are "HIV positive," 64% have a diagnosis of AIDS. We serve everyone else's clients (hospitals, clinics, social service programs, etc.) and some highly needy community residents who reach out to us for help. Here are some other important things that you should know about those to whom Momentum reaches out:

- 87% have an annual income of less than \$10,000;
- 90% are persons of color;
- 50% have children;
- 30% are living in inadequate housing, including 4% who are street-homeless;
- 53% have been treated for mental health issues, and many more are undiagnosed;
- 75% are dually diagnosed.

I wish I could bring them here so that you could get to know them as we do (see MT story).

What brings me before you today is, in our mind, a tragedy. The Mayor's January Plan would cut in half funding provided by the city to Momentum through the HRA HIV Nutrition program. This is a cut of nearly half a million dollars. It would be devastating to the services we provide and be terribly harmful to the lives of those needy individuals we serve. I wish I could be here thanking the City for an additional \$491,000 and telling you what it will mean for the people Momentum serves, in congregate hot meals, in the number of pantry bags, and in supported services. Instead I will tell what the impact of reducing that amount will be on the lives of those we serve and perhaps on the City.

Since there is no substitute money to offset the reduction in funding, in order for us to stay in business and to remain effective in what we do, we would need to reduce all level of operations by approximately 15%.

- We will need to reduce staffing by approximately 5 individuals;
- We would serve 4,333 fewer congregate hot meals;

- We would provide 2,130 fewer pantry bags – that's 25,559 fewer take home meals;
- Alternately, we could close one or even two sites – leaving vulnerable communities to fend for themselves;

Lacking full nutrition services we can expect our clients will need more ambulatory care visits or prolonged hospitalizations because they are de-compensating and becoming more vulnerable to opportunistic infections.

At the risk of repeating myself, let me make it clear. The loss of these funds to Momentum would be tragic and would reflect a terrible abandonment by New York City to the needy, HIV-positive persons who would lose perhaps the one safe place they can turn to for help with their basic needs. Momentum relies on this funding. There is no alternative source of funds to support what we do.

Momentum is a safety-net program. We stabilize and maintain individuals. We identify early the onset of medical problems and get clients connected to services. If we undermine Momentum, the result will be greater costs on the more expensive end of the care continuum, and we will have mastered the art of being penny-wise and pound-foolish.

I leave you an open invitation to visit anyone of our nine sites. Come help us serve a hot meal and pantry bags to your affected constituents and see firsthand how supported services are provided to the clients and more importantly how we foster hope, maintain health and sustain our poorest and vulnerable members of the community. Help us in our labor of love, to serve those in so much need.

On behalf of Momentum's clients, volunteers, board and staff, I thank you for your support. If you need to contact me or have any questions as you decide this extremely important budget item, please call me at 212-691-8100 ext. 306 and our fax number is 212-691-2960. Please visit our website and get involved.  
[www.themomentumproject.org](http://www.themomentumproject.org)

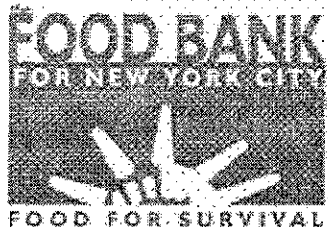
MT is a 56-year old African-American male, with a 25-year history of intravenous heroin use; his IV drug use placed him at high risk for HIV. MT came to Momentum in 2002 after receiving a referral from his social worker. MT was actively abusing drugs when he came to Momentum. Tired of the daily struggle to get and use heroin in addition to being beat down physically MT decided to enter a seven-day detox after receiving counseling and encouragement from Momentum staff. Upon completion of the detox program, MT entered a substance abuse rehabilitation program. He wanted his life back.

MT says, "It's hard to say where my life would have gone had I not been referred back to Momentum when I got out of rehab! I was shooting a lot of dope and am sure I would have been dead, Momentum gave me a place to go everyday where I found people who didn't care more about my status than they cared about me. When I had nothing to eat, Momentum was there for me. The staff focused on my strengths, they encouraged me, connecting me to educational trainings and eventually school." After receiving continuous support from Momentum, MT was motivated and decided he too must give something back. He shared his desire to help others with Momentum staff and was referred to Exponents/Arrive's Peer Training Program. MT completed Peer Training and was hired as a Peer Advocate for Momentum's Mentally Ill and Chemically Abusing (MICA) Program.

MT credits Momentum with helping him find his purpose in his role as a Peer Advocate: "I had worked at different jobs but this was different; now I was actually helping people that really needed help. There were days when I wasn't feeling too good myself but I knew that my clients depended on me the same way that I had depended on Momentum."

After several years of working as a MICA Peer, MT was prompted to broaden his knowledge base in the field of addiction at the encouragement of The Momentum Project's Director of Client Services Donnell Tillman-Basket. While attending The Resource Training group, MT encountered David Wingate, the new coordinator of MICA services at The Momentum Project, who was also attending the Resource Training school for addiction studies. Working closely with MT, David encouraged MT to use his newly acquired knowledge base to better assist his clients.

MT's transformation with the help of Momentum is a testament to the role we play in our clients' lives. He credits Momentum staff with assisting him with everything from showing him how to eat nutritionally to how to live with HIV. Our staff was there to escort him to programs, medical and the HASA appointments that contributed to his turning his life around. MT credits the Treatment Adherence team with helping him to see the importance of keeping up with his medications and staying on top of medication side effects. When asked what he liked most about the Momentum Project his response was "the services." MT has since transitioned from a peer advocate in the MICA program to full-time employment in Harlem at a substance abuse treatment program. When asked to sum up his experience with the Momentum Project, MT said: "You guys are like family; no, better than family because not even my family could do for me what you guys did for me. Even though I'm working now and I stay busy, I will always have time for Momentum."



MAIN OFFICE: 39 Broadway, 10<sup>th</sup> fl, New York, NY 10006, T: 212.566.7855 F: 212.566.1463  
WAREHOUSE: Hunts Point Co-op Market, 355 Food Ctr Dr, Bronx, NY 10474, T: 718.991.4300, F: 718.993.3442

Testimony prepared by

**Triada Stampas**

for the

**New York City Council FY 2010 Executive Budget Hearing**

**May 26, 2009**

on behalf of

**Food Bank For New York City**

---

## **INTRODUCTION**

Good afternoon. I am Triada Stampas, Director of Government Relations & Public Education with the Food Bank For New York City. The Food Bank appreciates the opportunity to present testimony this afternoon to the City Council regarding public funding to alleviate hunger in New York City.

First, I would like to acknowledge the continued commitment of this City Council to address the problem of hunger in New York City, and thank you for your leadership in ensuring ongoing support for the city's Emergency Food Assistance Program (EFAP) and food stamp outreach/education initiatives.

The Food Bank For New York City works to end hunger through a range of programs and services that increase access to nutrition, education and financial empowerment. The organization warehouses and distributes food to approximately 1,000 emergency and community food organizations citywide; provides food safety, networking and capacity-building workshops; manages nutrition education programs for schools and emergency food programs; operates food stamp outreach and education programs; coordinates the largest Earned Income Tax Credit (EITC) volunteer tax preparation program in the country; and conducts research and develops policy to inform community and government efforts to end hunger throughout the five boroughs.

Throughout New York City, hunger and food poverty have escalated in recent years and the expectation is that they will worsen as a result of the current recession. An increasing number of children, seniors and working families are experiencing difficulty affording food and the subsequent increased reliance on emergency food is causing food shortages at soup kitchens and food pantries. In my testimony today, I will briefly describe the current analysis of food

poverty in the city and highlight some key measures for the fiscal year 2010 budget that will help to respond to increasing need.

## BACKGROUND

The context of food poverty in New York City has changed little since the testimony I offered at the Fiscal Year (FY) 2010 Preliminary Budget hearing two months ago. In brief:<sup>1</sup>

- *Nearly half of New York City residents (48 percent, or approximately 4 million residents) are having difficulty affording food* – almost double the approximately 2 million in 2003 (the earliest data available), and up from 3.1 million in 2007, a 26 percent increase. While hardship is not a new experience for millions of New Yorkers, the rise within the past year represents the highest single-year increase in the history of the poll.
- While low-income New Yorkers are experiencing the most difficulty affording food, *the percentage of middle-income residents is rising rapidly over the past several years*. Among residents with household incomes of \$50,000 to \$74,999, 43 percent experienced difficulty affording food in 2008, up from 14 percent in 2003 (more than triple) and up from 27 percent in 2007 (a 59 percent increase).
- The rising costs of food and other necessities over the past few years have left millions of New Yorkers struggling to meet basic needs. With little in savings to fall back on, *almost one out of every four (23 percent) or 1.9 million New York City residents would not be able to afford food for themselves and their families immediately after the loss of their household income*, a 35 percent increase from 1.3 million in 2003 and a 15 percent increase from 1.6 million in 2007. A total of 3.7 million residents (45 percent) would not be able to afford food within three months, up from 3.3 million or 40 percent in 2003.
- The cumulative effect of the rising cost of living and a lack of household savings has the potential to create record need. Roughly 3.5 million residents are concerned about the possibility of needing food assistance (including soup kitchens, food pantries or the Food Stamp Program) within the next year, including *more than 2 million New Yorkers who would be accessing food assistance for the first time*. The long lines at food pantries and soup kitchens throughout the city, and food stamp enrollment levels at their highest in more than a decade are a testament to this reality.

## INCREASED FUNDING FOR NUTRITION PROGRAMS, INCLUDING EMERGENCY FOOD AND FOOD STAMPS, IS VITAL TO MEET RECORD NEED

The city's network of approximately 1,000 emergency food organizations – the resource of last resort for more than one million New Yorkers who need assistance accessing basic food – was struggling even before the current recession hit New York City. Between 2004 and 2007:<sup>2</sup>

- The number of New York City residents relying on emergency food soared 27%, from approximately one million in 2004 to 1.3 million in 2007.
- Children accounted for 43 percent of the overall increase in city residents relying on emergency food, meaning that more than one out of every five children (397,000) in New York City was relying on soup kitchens and food pantries, up 48 percent from 269,000 in 2004.

---

<sup>1</sup> All statistics in this section from *NYC Hunger Experience 2008 Update: Food Poverty Soars as Recession Hits Home*. (2008). Food Bank For New York City.

<sup>2</sup> *NYC Hunger Safety Net 2007: A Food Poverty Focus*. (2007). Food Bank For New York City.



- Lack of food to meet this increased need contributed to almost half of all emergency food organizations (EFOs) turning people away.

Anecdotal evidence from the network of emergency food organizations across the five boroughs suggests that the number of people turning to them for help has increased significantly over the past year, and consequently the number of people being turned away has also increased.

Flat-funding and lack of private and public support to meet increased need has been an underlying cause of this hardship. The government sources of emergency food for soup kitchens and food pantries in New York City include The Emergency Food Assistance Program (TEFAP), administered by the United States Department of Agriculture (USDA); the Emergency Food and Shelter Program (EFSP), administered by the Federal Emergency Management Agency (FEMA); the Hunger Prevention and Nutrition Assistance Program (HPNAP), administered by the New York State Department of Health; and the Emergency Food Assistance Program (EFAP), administered by the New York City Human Resources Administration (HRA).

After many years of flat-funding,<sup>3</sup> the *Food, Conservation and Energy Act of 2008*, commonly known as the Farm Bill, increased TEFAP funding for food to \$250 million for the current fiscal year.<sup>4</sup> The FY 2009 estimated total TEFAP food allocation for NYC as a result of the Farm Bill is slightly more than \$15 million, down from \$15.9 million in FY04, when demand at emergency food programs was 24 percent less than in 2007.<sup>5</sup> Recognizing that during a recession, the safety net needs to be stronger to bear greater weight, the federal government further increased TEFAP funding for food by another \$100 million in the recent stimulus legislation, the *American Recovery and Reinvestment Act of 2009* (ARRA).<sup>6</sup> It is expected that NYC will receive approximately \$3.6 million by the end of FFY 2010.

The New York State FY 2010 budget raised HPNAP funding by \$4.4 million, to a total of \$30.9 million. Although this amount exceeds last year's allocation, it still represents a step back from the \$33.3 million allocated in FY 2008.

The City's funding of EFAP has remained flat for several years, and the Executive Plan promises another year of flat-funding, even as food prices and need have soared. In that context, the past year's conversion of \$500,000 in City Council funding and addition of \$800,000 in Administration funding to purchase frozen vegetables came at an ideal time, as it was able to address the increasing need for food.

While work to increase support for the emergency food system is ongoing, we recognize the emergency food supply is not a permanent solution to the food poverty problem. The anti-hunger community is therefore also playing a leadership role and collaborating with government and community partners to connect families to other services and income supports to alleviate the pressure on the emergency food system and provide families with better options to secure consistent access to nutritious food.

Connecting eligible New Yorkers to the Food Stamp Program is the centerpiece of this work, and recent changes to benefits make it increasingly relevant and necessary. On March 1, New York State increased categorical eligibility for the food stamp program to 200 percent of the poverty level for households with childcare expenses. On April 1, food stamp allotments

<sup>3</sup> TEFAP funding for food was flat-funded at \$140 million in the 2002 Farm Bill.

<sup>4</sup> TEFAP funding will be indexed to inflation starting in fiscal year 2010.

<sup>5</sup> TEFAP bonus commodities, no longer a significant component of federal emergency food assistance, comprised a fairly large portion of TEFAP food.

<sup>6</sup> Administrative costs comprise an additional \$50 million of TEFAP funding.

increased over 13 percent as a result of ARRA. With expanded eligibility, increased need and larger benefit amounts, the work of the Food Bank and other non-profits in providing outreach and education, prescreening and facilitated enrollment for the food stamp program is taking on added significance – particularly in light of the role that food stamps play in supporting our local economy.

In addition, recent cuts to the State Local Administrative Fund for the Food Stamp Program will render the work of community-based organizations in outreach, prescreening and facilitated enrollment even more significant. With enrollment already at a higher level than this city has seen in more than a decade, and state funding for administration eliminated, community-based organizations engaged in anti-hunger work can provide strong support; by engaging in enrollment efforts at the community level, it can enable the government to make more efficient use of its resources and helping the program stay successful at a time of growing need. While ARRA includes additional administrative funding for the food stamp program, New York State's estimated share – approximately \$24 million – would not make up for the elimination of state funds.

### **CONCLUSION – NEXT STEPS FOR ENDING HUNGER AND FOOD POVERTY**

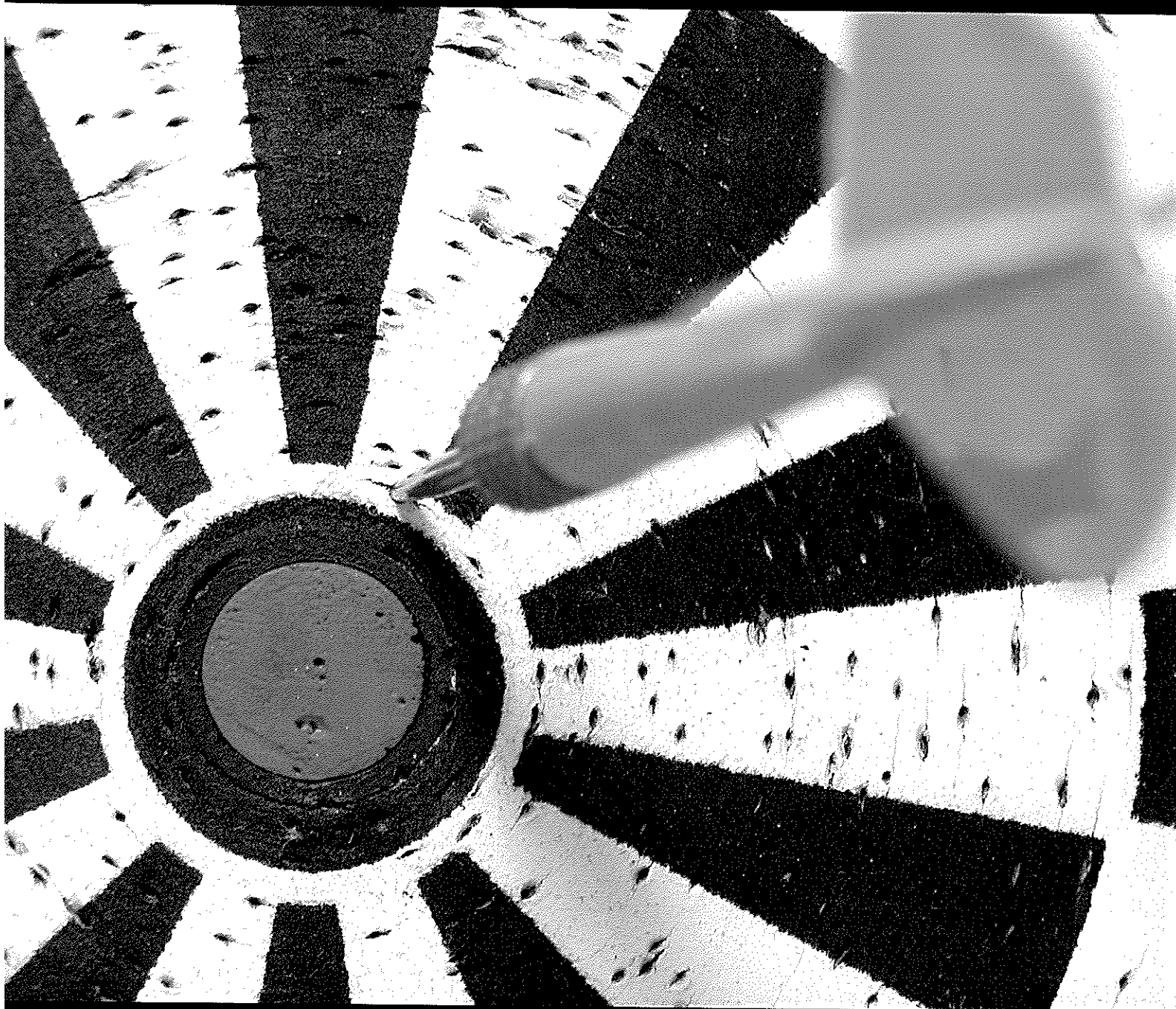
With 3.5 million New Yorkers anticipating the need for food assistance over the next year, the City Council should focus on the following three priorities for Fiscal Year 2010:

1. *Increase funding for EFAP.* The City must recognize, as the federal and state governments have, that the recession will only continue to increase demand at emergency food organizations throughout the city. Expansion of EFAP funding, in particular of the successful frozen vegetable pilot program, will enable food pantries and soup kitchens to meet this growing need with adequate nutritious food.
2. *Eliminate finger imaging.* Without sufficient resources, our collective efforts to ensure that New Yorkers can access the assistance they need in times of economic distress will not be as effective as they could be. In the face of budget and personnel cuts, the City should explore less costly fraud deterrence and prevention methods than finger imaging technology. Poor resource decisions could jeopardize our ability to meet growing need with enhanced benefits that this moment provides.
3. *Expand City Council funding for Food Stamp outreach and education efforts.* Without the City Council's support of Food Stamp outreach and education, prescreening and facilitated enrollment, programs like the Paperless Office System that allows New Yorkers to forego visits to a food stamp office and instead submit their food stamp application from a number of community-based organizations throughout the city would not have achieved as great a degree of success. Programs like these streamline the application process both for applicants and HRA staff; as the City continues to face resource shortfalls, initiatives like these are cost-effective ways to extend the reach of the food stamp program and continue to reap the benefits it provides to our local economy.

# Missing the Mark:

An Examination of NYC's Back to Work Program and Its Effectiveness  
In Meeting Employment Goals for Welfare Recipients

By Alexa Kasdan with Sondra Youdelman



## Executive Summary

A Research Project by Community Voices Heard  
Copyright © November 2008

Funded by:  
The Robert Sterling Clark Foundation  
The Mertz Gilmore Foundation

## About the Authors

**Alexa Kasdan** was the Policy and Research Coordinator at Community Voices Heard from July 2006 through September 2008. She has a Masters degree in Public Policy from Harvard University's Kennedy School of Government. She is the co-author of one other Community Voices Heard report, *Failure to Comply, the Disconnect Between Design and Practice in HRA's WeCARE Program*.

**Sondra Youdelman** is the Executive Director at Community Voices Heard. As Policy & Research Director of CVH for six years and as Executive Director for two, one of her specialties has been welfare, workfare, and workforce development programs and policies. She has a Masters in Public and International Affairs from Princeton University's Woodrow Wilson School.

## Research Advisory Team

- **Mimi Abramovitz**, Bertha Capen Reynolds Professor, Hunter College School of Social Work
- **Wendy Bach**, Law Professor, City University of New York
- **Avishai Benish**, Faculty of Law, Hebrew University
- **David Fischer**, Project Director, Workforce Development and Social Policy, Center for an Urban Future
- **Vicki Lens**, Social Work Professor, Columbia School of Social Work
- **Lynn Lu**, Staff Attorney, National Center for Law and Economic Justice
- **Jeremy Reiss**, Director of Workforce Mobility Initiatives, Community Service Society of New York
- **Brooke Richie**, Executive Director, The Resiliency Law Project
- **Barbara Zerzan**, Director, Center for Benefits and Services, Community Service Society of New York

## Member Advisory Team

- **Karen Ayee**
- **Maimuna DesVignes**
- **Keith Gamble**
- **Ketny Jean-Francois**
- **Alisa Pizarro**
- **Janet Rivera**
- **Tyletha Samuels**

## Additional Acknowledgements

Special thanks to Anita Graham for her phenomenal outreach and campaign work for the past four years at CVH; to Pat Lang, Christina Crespo and Joao Brandao, Jr. for assisting with outreach; to Andrew Bianco, Kristen Scheu, Irene Castro and Samantha Imperatrice for conducting phone surveys, entering data, and transcribing focus groups; to Sarah Thomason for her help with figure designs; to Sophia Velez for her guidance; to CUNY law students Karyn Bulow, Megan Stuart and Jayna Turcheck for their work researching the city's procurement policies; to Nancy Ko for designing the Executive Summary; and to Henry Serrano for his support throughout. Above all, we thank the members of Community Voices Heard who inspired this research, and the BTW clients and providers who openly shared their experiences with the system.

## Work-First Fails Again

*I feel like I'm spinning from one program to the next but I'm still in the same situation. The Back to Work Program is not any different than the last program; it is just a different name. It is not helping anybody any more than the ESP [Employment Services and Placement] Program. - HRA Client*

Over the last decade, New York City officials have touted the precipitous decline of welfare cases in the city, arguing that this trend proves the success of welfare reform. However, this version of the story leaves out one crucial element: that a reduction in welfare cases does not mean that departing welfare recipients have risen out of poverty. Welfare reduction alone tells us nothing about what happens when people leave welfare: how many people become employed, whether jobs pay enough to meet a family's basic needs, how long people keep their jobs, and what people do if and when they find themselves unemployed once again. The caseload reduction story offers no analysis of how well welfare to work programs perform and how effectively welfare agencies are spending the public's money.

The question that city officials choose not to address - whether welfare programs are making a dent in poverty in New York City - is of great importance precisely because the prescription of work-related programs for welfare recipients has been one of the central public policy interventions for the city's persistently high poverty rate. Since welfare was "reformed" in 1996, New York City has spent billions of dollars on various programs aimed at getting welfare recipients to work, including the Employment Services and Placement (ESP), Skills Assessment and Job Placement (SAJP), Personal Roads to Individual Development and Employment (PRIDE), and Wellness, Comprehensive Assessment, Rehabilitation and Employment (WeCARE) Programs. All of these programs apply a "work first" model of services where the first priority for the welfare agency is to place an individual in a paid job -- regardless of the wage, the relevancy of the job to a person's career interest or experience, or the barriers facing the individual. In its description of the newest employment program, Back to Work, the Human Resources Administration (HRA), the New York City agency that administers public assistance, explains this work-first model: "the welfare system has shifted its focus away from income maintenance and toward a system of employment as the primary path to self-sufficiency."

In July 2005, Community Voices Heard released a report titled *The Revolving Door: Research Findings on NYC's Employment Services and Placement System and Its Effectiveness in Moving People from Welfare to Work*. This report documented the results of a comprehensive examination of HRA's Employment Services and Placement (ESP) Program. Overall, our research concluded that the ESP Program fell far short of meeting its primary goal of connecting welfare recipients to long-term employment. Specifically, the ESP system did not offer individuals the training and education critical for long-term self-sufficiency, nor did it support the provision of services needed by a large proportion of individuals referred to it. CVH put forth a series of recommendations--for the city, for HRA, and for the vendors with whom HRA contracted to run the program--to address these challenges.

When the ESP contracts expired in 2005, HRA developed a new program called HRA Back to Work (BTW), and entered into a new set of contracts with a group of vendors. The city allocated \$159.6 million over three years to implement the Back to Work Program. While most of the vendors remained the same, HRA presented some major adjustments to the program, many in line with CVH's recommendations.

This report, a follow-up study to *The Revolving Door*, explores HRA's Back to Work (BTW) Program, focusing on how it compares to the ESP Program and what impact the program changes have had on clients and vendors. Unfortunately, findings do not paint an optimistic picture for this continued approach to welfare programming. Rather, once again, HRA's work-first approach is shown to fail the clients directed to the system, the vendors administering the system, and the public that is funding the system.

## Client Profile/ Maribel Colon\*

### Unjustified FTCs and Cycling In and Out of BTW

My name is Maribel and I am a 39-year-old mother of two, living in Brooklyn. A couple of years ago, I lost my husband, went through a bout of depression and needed some support for me and my two kids. So I turned to public assistance. At that point, I was referred to the Back to Work Program...in Brooklyn.

Once I was approved for public assistance, I was at...[the Back to Work site]... two days per week just sitting around from 9am to 5pm, not really doing anything. The other three days per week I was doing an unpaid WEP assignment at a HRA welfare center in Flushing Avenue, Brooklyn. At the Back to Work site, 60 or more people sat in one room all day. The room had a long table and about 12 computers. You had to wait until someone was finished using a computer. If you weren't on a computer you just sit at the table doing nothing. There was no curriculum and absolutely no training.

One day, after I had been at the Back to Work Program for a few months, I was FTCed [given a Failure to Comply status]. It was morning, I had just come in to the building and I was talking to another participant in Spanish. I was telling her a story about something I had seen that weekend. As I was talking, a staff person happened to walk by us. She misunderstood what I was saying, thought I was saying something negative about her, even though I wasn't talking to her. She went and got the security guard and told me I had to leave. I couldn't defend myself because that just made her threaten me more. Then I got a Failure to Comply that same day.

Two weeks later I had an appointment for conciliation with HRA. When I went to HRA, I explained to them what happened. They found that I had not done anything wrong and they sent me right back to the program. When I got back, I had to start all over again. I had to go through orientation; re-take all of the tests; had to do a new employment plan. I had a new career advisor and I had to re-explain my situation. This whole thing caused a lot of stress and wasted time, for a simple misunderstanding.

\* Name changed and BTW Site removed.



# Program Overview

## Back to Work to be the New and Improved ESP Program

The Back to Work Program was created to replace the Employment Services and Placement (ESP) and Skills Assessment and Job Placement (SAJP) Programs formerly administered by HRA. Similar to the previous program, under the BTW Program, an individual must first go to an HRA Job Center to initiate the application process for assistance. Like ESP, at the Job Center, they will undergo an initial screening by an HRA caseworker to determine their employability. At this point, the HRA caseworker is supposed to determine if the person has any barriers that may make it difficult for them to work. If the person is found "employable," they will be referred directly to the BTW Program while they await the approval of their application.

HRA retained the stated mission of ESP in its new program - to "prepare employable individuals to successfully transition from welfare to work and remain self sufficient" - but the changes to the program design indicate that the agency had recognized some of the shortcomings of ESP, including problems with job retention and a high rate of barriers to employment.

The following table presents a summary of the changes from ESP to BTW:

## Differences Between ESP & BTW Programs

	ESP Program	BTW Program
<b>Clients Served</b>	Recipients Only	Applicants & Recipients
<b>Client Assignment to Vendors</b>	Random	Geographic
<b>Client Referrals from HRA to Vendor</b>	Every Two Weeks	Daily
<b>Connection to Job Center</b>	Job Center Refers to Multiple Vendors	Job Center Refers to One Vendor
<b>Vendor Role at Job Center</b>	None	Conduct Orientation; Have Staff On-site
<b>HRA Role at Vendor Site</b>	None	Outstationed Worker (OSW) Refers Clients to Services: Substance Abuse Treatment, Mental Health Services, Education and Training, etc.
<b>Client Work Experience Program (WEP) Placement</b>	Made by HRA at Job Center	Made by Vendor at Vendor Site
<b>Payment Milestones</b>	<ol style="list-style-type: none"> <li>1. Job Placement</li> <li>2. Job Retention (90 days)</li> <li>3. Job Retention (180 days)</li> <li>4. High Wage Employment</li> </ol>	<ol style="list-style-type: none"> <li>1. Pre-Employment Plan</li> <li>2. Job Placement (30 days)</li> <li>3. Job Retention (90 days)</li> <li>4. Job Retention (180 days)</li> <li>5. Sanction Removal</li> <li>6. Job Retention and Career Plan</li> <li>7. Wage Increase Bonus</li> </ol>

In designing the program, HRA estimated BTW would refer approximately 8,500 employable applicants and 4,300 employable recipients monthly (a total of 12,800) to the vendors. When the

contracts were signed in July 2005, the vendors included many of the same that served clients in the former programs, with the exception of a few (see table below).

## ESP Vendors vs. Back to Work Vendors

Vendor	ESP Program	BTW Program
ACS-Inc.	•	
America Works	•	•
Arbor/ NYJP		•
CEC	•	•
CUNY	•	
FECS	•	•
Goodwill	•	•
N-PAC/ Seedco	•	•
NYANA	•	
Wildcat	•	•

## Research Findings

Overall, our research revealed that despite some improvements to program design, the Back to Work Program actually has performed worse than its predecessor, the ESP Program. Researchers found that HRA is not meeting its own goals for the program, and that millions of taxpayer dollars are not being effectively spent. Compared to ESP, BTW is underperforming in core areas of job placement, job retention, recidivism, and addressing barriers to compliance and employment (see chart below).

### Finding 1: Job Placement

While HRA estimated that 25% of Back to Work participants would be placed into jobs, the agency's statistics show that only 9% of clients who begin the program get jobs through the program.

*There is no flexibility to let people go out on their own and find jobs. We need to track where clients are all the time. If clients want to go on their own, they need to get a letter from a [potential] employer and the majority of the time, the employers won't write letters. - BTW Vendor*

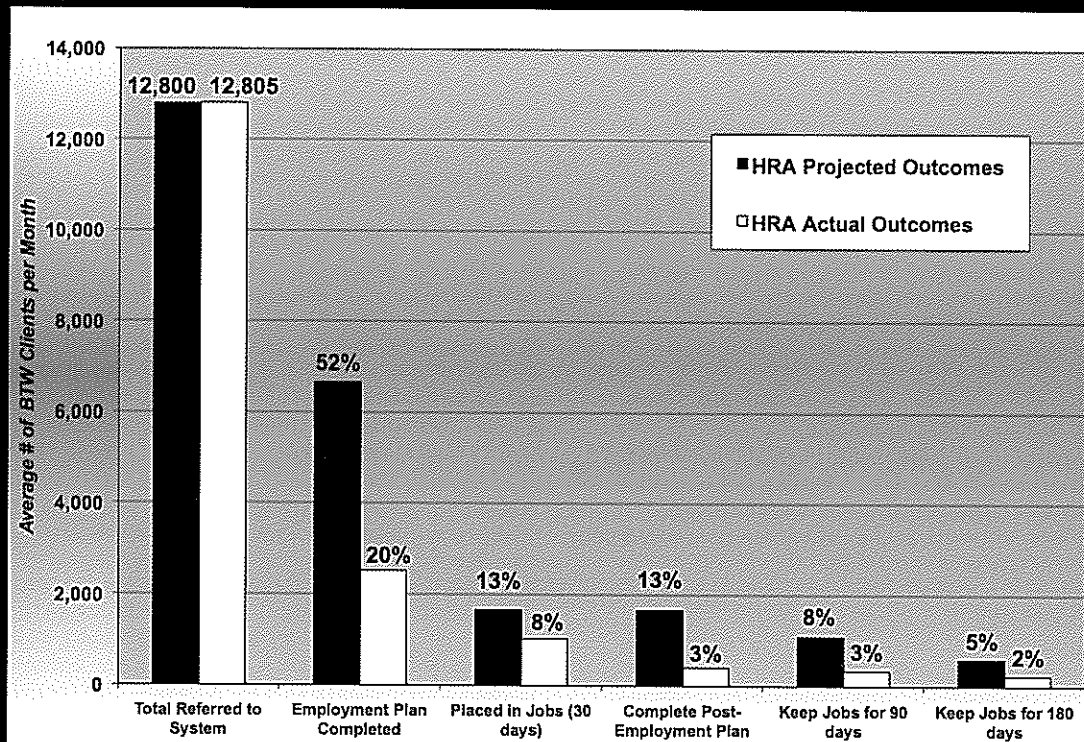
*You cannot go and spend a day looking for a job. In order to be out, you have to have a document saying that you have an appointment with a place. You can't just go on your own. All day, you're stuck there waiting. - BTW Participant*

Despite the fact that job placement is central to the mission of the Back to Work Program, the job placement rate is worse than the rate in the ESP Program. Vendors explain that HRA pressures them to quickly push participants into the first job that is found. Vendors do not have time to assess a person's career interest and participants seem to resist being forced into jobs that have low wages and are irrelevant to their interest and experience. Reasons for the low job placement rate include:

- BTW participants are not allowed to conduct an independent job search, which makes it more difficult to connect to jobs.
- BTW participants are channeled towards jobs with low wages and little opportunity for career advancement.
- BTW participants are being sent on interviews that do not lead to good jobs.

The chart below takes another look at BTW placement and retention figures, and demonstrates both the low goals set by HRA for program outcomes and the even more dismal actual average monthly outcomes for the vendors. HRA designed a program that was only expected to place 13% of those referred to the program into jobs, and an even smaller 5% of those referred were expected to retain those jobs for 180 days. Actual average monthly placement rates pointed to only 8% of those referred getting jobs, and only 2% of those referred keeping them for 180 days.

## Missing the Mark: HRA Projected Outcomes vs. Actual Outcomes for the Back to Work Program



**NOTE! Percentages are all based on total monthly referral figures.**

\* Sources: HRA Works Budget Document for Brooklyn North, Bronx North, Queens North and South and Vendor Stat Reports for March 2008.

## Finding 2: Job Retention

**HRA statistics show that three out of every four BTW participants lose their jobs after six months.**

*Nobody tried to contact me to see how I was doing, either through mail or the phone. When I got the job I was dropped like a hot potato. That was it. It was over. - BTW Participant*

Although HRA identified job retention services as a key strategy that the BTW Program would utilize to better help clients attain self sufficiency, this research has found that vendors are not delivering these services and participants rarely have contact with the Back to Work Program once they have left the program. Of those surveyed that left the Back to Work Program for employment, only 7.3% said that anyone from BTW contacted them after they started working and only 5% said that anyone at the BTW Program helped them to apply for Transitional Benefits such as childcare subsidies or Food Stamps. The report includes the following findings on job retention:

- Over 60% of the BTW clients surveyed by CVH said that job retention services were poor, bad, or not provided.
- HRA reports indicate that only 10% of BTW vendor sites fully met or exceeded HRA's requirements in presenting Transitional Benefits to clients.

## Finding 3: Recidivism

**Based on HRA reports, within 9 months of leaving the program for employment, 50% of former BTW participants are back on public assistance and must re-start the BTW Program.**

*Recidivism is definitely creeping up as an issue for the city. We are definitely seeing a different client population—more people with mental health issues, more issues with education, more criminal backgrounds and the work first model is not working for this population. - BTW Vendor*

The Human Resources Administration is spending \$53 million per year, or about \$3,800 per client, on the Back to Work Program. Despite this considerable investment, about half of all the people that leave the Back to Work Program for employment end up right back where they started within nine months of finding a job.

Even as HRA points to the dramatic decline of the welfare rolls, HRA's own figures tell another story. High rates of recidivism are largely due to the failure to provide services to BTW participants to address barriers to employment, and a shortage of assistance in job retention services, such as assistance with accessing Transitional Benefits and contemplating long-term career planning, after initial placement into a job.

## Finding 4: Education and Training

**Only 1.7% of HRA's engageable cash assistance recipients are enrolled in education and training programs.**

*Participants have to go to WEP three days per week and because of this we cannot place them in education programs. A lot of clients have low levels of education and this is a major barrier to them getting jobs. But we cannot do anything about this because of the WEP requirements - BTW Vendor*

Education and training is a critical component to ensuring that low-income people have the opportunity to access quality jobs with career pathways that lead to self-sufficiency. Repeatedly, studies have shown that higher levels of education are correlated with increased wages and improved life opportunities. Despite these facts, HRA does a very poor job in assisting Back to Work clients with education and training opportunities such as Independent Training Account (ITA) vouchers. Moreover, HRA does not provide vendors with the resources or flexibility to offer training and education internally. Key findings in this section include:

- 72% of BTW clients surveyed said that they were never told about Individual Training Account (ITA) vouchers, either by HRA or a BTW Vendor.
- HRA issued only 618 Individual Training Account (ITA) vouchers in 2007, and had issued only 100 through the first five months of 2008.

## Finding 5: "Failure to Comply" and Sanctions

**Many people fall through the cracks of the BTW Program, losing access to much needed services and impeding the transition from welfare to work.**

*They bully you. They try to put pressure on you and their three favorite letters are F.T.C. They use that like a gangster would use a gun. They use that word like a bank robber going into a bank and it's for real. Everybody knows. They will use that FTC...; they are quick...They've made so many mistakes. - BTW Participant*

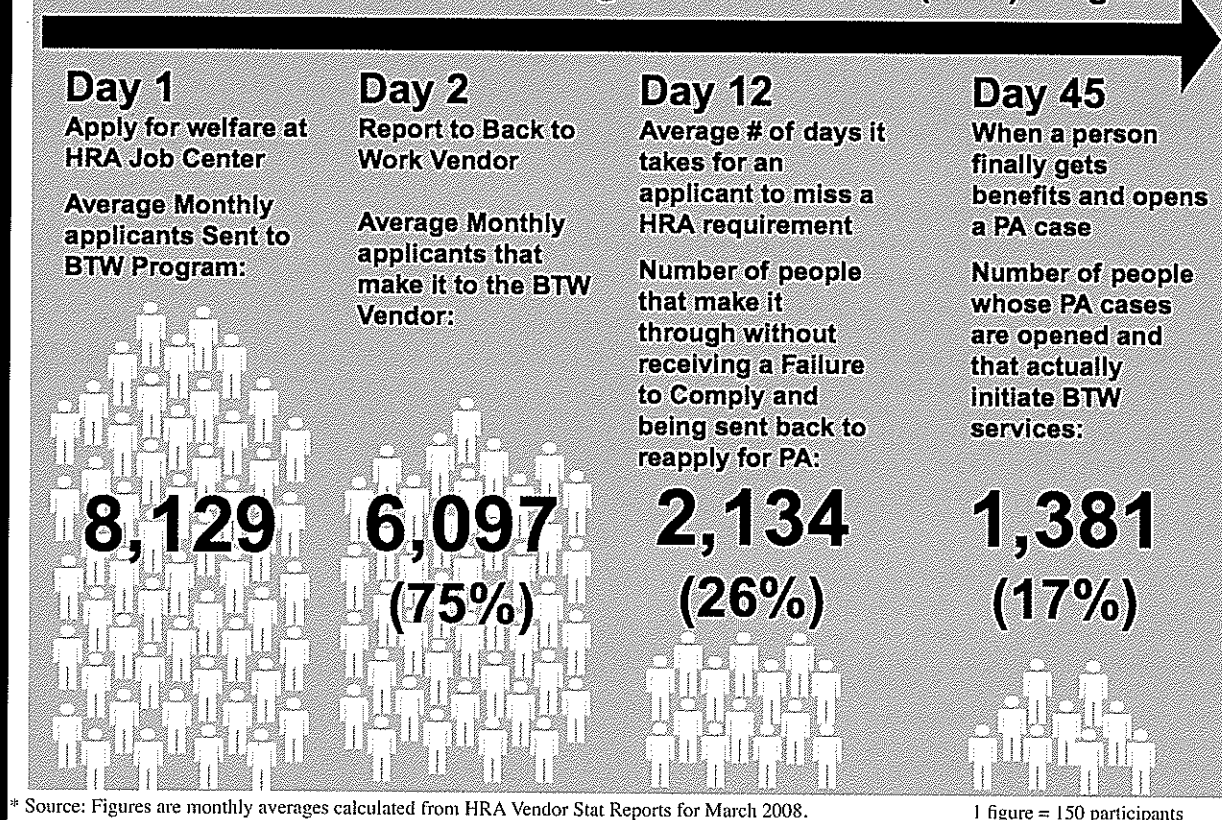
The majority of people that need public assistance benefits, and get referred to the Back to Work Program, never have a case opened and never receive the benefits that they need. For those who do make it to the Back to Work Program, the administrative hurdles and plethora of HRA requirements often become impossible to manage. Consequently, the majority of Back to Work participants end up with a Failure to Comply (FTC) or a sanction as a punishment for not meeting an HRA requirement and must leave the program (see figure on the next page).

Although sanction reduction was a goal for HRA in creating the BTW Program, sanctions and FTCs are widely used, not standardized, and wrought with errors—as shown by the fact that three of every five FTC notices that come up for review are decided in favor of the sanctioned individual. Most critically, the high rate of errors in the sanction system is a waste of public resources and prevents HRA from connecting unemployed public assistance recipients to jobs and services. This section includes the following findings:



- HRA statistics show that one out of four people that are referred to the Back to Work Program do not initiate services.
- Only 17% of people that apply for public assistance and are referred to the BTW Program have a case opened and begin the program.
- As of July 2008, one out of every four HRA clients was in a process of being sanctioned or had a sanction in effect.
- HRA reports show that 68% of applicants and 28% of recipients receive a Failure to Comply while in the Back to Work Program.
- 60% of all Failure to Comply notices are found to be in error after HRA reviews the case at a conciliation hearing.

### 45 Days with Program Mandate and Without Benefits: Applying for Welfare and Starting the Back to Work (BTW) Program



#### Finding 6: Barriers to Employment

**BTW clients face multiple challenges to finding jobs and the BTW Program is not helping clients to address these barriers.**

*We have to spend a lot less time actually helping to get employment and providing clients with the case management they need to address barriers to get employment and instead we have to spend time doing data entry and collecting time sheets and calling places to make sure absences are excused.*  
- BTW Vendor

In the contracts for the Back to Work Program, HRA recognized the seriousness of barriers to employment faced by public assistance recipients, such as unstable housing, childcare or mental health issues, and low levels of education. The contracts HRA executed with program vendors stressed the importance of

providing "wrap-around services" to help clients to address these barriers. Despite this emphasis within the contracts, however, the Back to Work Program is not offering services to help participants to address their barriers to employment. This is a major reason that the Back to Work Program is not meeting its goal of helping people to attain self-sufficiency. This report includes the following findings:

- 76.7% of Back to Work participants surveyed identified a barrier to employment.
- Of those clients who identified one or more barrier, 75% said that the BTW Program has not helped them to address any of these barriers.
- HRA does not provide vendors with adequate resources to address barriers to employment.

# Conclusion

## **HRA Work-First Program Misses the Mark Again**

While some of the changes made by HRA to the Back to Work Program have resulted in improved communication between vendors and staff, the findings that emerge from this research point to an extremely weak program with the following shortcomings:

- poor job placement,
- weak job retention,
- high rates of recidivism,
- limited access to education and training,
- punitive sanction policies, and
- many people falling through the cracks without receiving needed services.

Further, several program design and implementation problems persist throughout all aspects of the program, causing HRA to fail the clients who are in the system, the vendors that are running the system, and the taxpayers that are funding the system. These include the following:

### **The work-first model of serving welfare recipients is a poor match for the current welfare caseload, preventing HRA from connecting clients to good, long-term jobs.**

It is clear, based on the research conducted for this report, that while HRA recognizes the high level of barriers to employment facing Back to Work clients, they have not shifted the model of services to reflect this reality. Instead, vendors are encouraged to quickly place participants in any job they can get, without taking the time to address or even assess a person's barriers to employment. Accordingly, the majority of those who do find jobs through the Back to Work Program lose them within six months and wind up back where they started.

### **HRA is more stringent in implementing federal regulations than is required by the federal government.**

While it is true that new regulations developed by the federal Department of Health and Human Services (HHS) in response to a new directive in the Deficit Reduction Act of 2005 create a tighter context within which states and localities must govern their welfare programs in some regards, HRA has chosen to be far stricter in their implementation of these regulations than need be and has not taken advantage of some of the increased flexibility – for instance, around education and training access – that were included. HRA falls short of its employment placement, retention and barrier removal goals in part because the agency is not flexible or creative in implementing the federal regulations that govern welfare programs.

### **The sole reliance on performance-based contracting for employment services hurts clients and vendors alike.**

This model where vendors only receive payments when particular milestones are achieved, and do not receive any line-item payments for any core services provided, does not work for the Back to Work Program. This is due to the changing nature of the welfare population, the high level of administrative work required of vendors, and the lack of oversight by HRA to ensure that vendors are able to provide quality services to clients.

Because of these and other shortcomings, HRA is not meeting its own goals for the Back to Work Program. Worse, the agency is wasting valuable city resources and causing hardship amongst a population that is struggling to make ends meet.

# Recommendations

As a recession looms, it is likely that low-income people in New York City will face an even more difficult road to finding employment. New York City and State face harrowing budget deficits in the upcoming years, and cuts to critical services for low-income people are imminent. In these tough times, the Human Resources Administration (HRA), which spends \$53.2 million per year on the Back to Work Program, must stay true to its mission to help public assistance recipients to find and keep jobs.

In June 2009, the Back to Work contracts will be up for renewal. Policy makers, city officials and HRA will have the power to make changes to the Back to Work Program. In order to more effectively help public assistance recipients attain self-sufficiency, Community Voices Heard recommends the following systemic and implementation improvements to the Back to Work Program.

## Recommendation 1:

To address the program design problems, CVH recommends the following:

**The Back to Work Program design should be revised to streamline administrative work, revise payment structure to vendors and make attendance for applicants optional.**

- HRA should make the Back to Work Program optional for the 45 days that applicants are waiting for their case to be opened.
- HRA should streamline administrative requirements for vendors to ensure that vendors can provide quality employment services and case management.
- HRA should revise contracts so that payments are partially performance based and partially line-item payments to cover administrative and service costs.

## Recommendation 2:

To improve job placement outcomes and better connect Back to Work clients with jobs that match their interest, experience and career aspirations, CVH recommends the following:

**HRA should make job placement services more flexible, individually tailored to the interest and experience of the participant and focus on connecting participants to paid jobs in high growth sectors.**

- The program should encourage - not forbid - Back to Work participants to conduct independent job search activities.
- HRA should invest in expanding its subsidized jobs programs (like the Parks Opportunity Program) - *programs that provide temporary paid employment to participants as a training ground for unemployed individuals* - to multiple city agencies with a variety of job types.
- HRA should develop more sector-focused employment programs that are accessible to Back to Work participants.
- HRA should create industry hubs for services--focused on particular sectors--in addition to geographic ones.

## Recommendation 3:

To improve access to education and training for Back to Work participants, CVH recommends the following:

**HRA should make education and training a core component of the Back to Work Program.**

- HRA should invest in expanding career ladder training opportunities and ensure that Back to Work participants can access these opportunities.
- HRA should streamline the ITA voucher process and set a goal to double the amount of vouchers they issue over the next year.
- HRA should distribute a one-page information sheet on how the ITA Voucher Process works and the list of approved training providers to all welfare recipients on Day 1 of their programs.
- HRA should create a new vendor milestone payment for placing clients into education and training programs and assisting them to complete such programs, and set a goal of increasing the rate of enrollment to 10% by 2009.

## Recommendation 4:

To improve job retention outcomes and improve services for clients once they have obtained employment, CVH recommends the following:

**HRA should prioritize job retention services by increasing payments to vendors for providing these services and ensuring that participants receive Transitional Benefits.**

- HRA should increase milestone payments for job retention services such as connecting clients to Transitional Benefits and completing job retention and career plans.
- HRA should monitor and track the receipt of Transitional Benefits for BTW clients.

## Recommendation 5:

To reduce the high level of error in the sanction process and to ensure that individuals and families are provided with services that they need to effectively transition from welfare to work, CVH recommends the following:

**HRA should work with participants to avoid sanctions by ending computer generated FTCs, creating uniform standards for issuing FTCs, and conducting trouble-shooting outreach before clients are in sanction status rather than after.**

- HRA should standardize what generates a Failure to Comply and write a policy directive outlining the exact actions that will generate a Failure to Comply.
- HRA should end automatic FTCs and Public Assistance applicants, who do not yet receive benefits, should be exempt from the infraction process.
- HRA should conduct outreach and case management with people before they are sanctioned, not just after.

**Recommendation 6:**

In order to better address the barriers to employment that make it difficult for many Back to Work participants to get and keep jobs, CVH recommends the following:

**Case management should be a core element of the Back to Work Program and HRA should devise creative solutions to increase vendors' capacity to provide barrier removal services.**

- HRA should increase payments for case management and mandate that vendors prioritize barrier removal services before clients are placed into jobs.
- HRA should partner with social work schools and their students to conduct assessments and screening for barriers to employment and to provide case management and referrals for clients who have complex barriers.
- HRA should invest in paid Transitional Jobs Programs for the formerly incarcerated clients of the Back to Work Program and those with limited recent work experience.

**Recommendation 7:**

To ensure that taxpayer money is effectively spent and that HRA clients receive quality services, CVH recommends the following:

**HRA should improve the monitoring and transparency of its contracts and create mechanisms for increased public input into the contracting process.**

- HRA should hire external groups to monitor contracts, build capacity of vendors, and conduct long-term evaluation of the impact of programs.
- The Mayor should establish a public-private commission that includes government entities, advocates and HRA clients that has the power to approve and suggest changes to the renewal of all HRA contracts.

## Research Design

Community Voices Heard began to design this research project in the summer of 2007. At that time, a team of policy makers, welfare and workforce development experts, academics and researchers were assembled to provide oversight and analysis for this report. It was determined that a comprehensive review of the Back to Work Program would be necessary to assess how the changes made by HRA, following CVH's report on the Employment Services and Placement (ESP) Program, had been translated into practice.

Research questions were developed with the guidance of the Human Resources Administration's Office of Policy & Evaluation. Several key research questions guided this report. They include:

- What programmatic and policy changes has HRA made in creating the Back to Work Program?
- How is the program, in its new form, supposed to operate and what is it supposed to do for clients?
- How does the Back to Work Program actually operate and how do the program and its policies translate into experiences for clients and staff?
- What are best practices employed by HRA and BTW vendors that should be replicated across the system and what programmatic changes should be made to improve service delivery?
- What outcomes do participants have as a result of the Back to Work Program?

The sample for this study was 202 Back to Work participants. This includes 50 focus group and 152 phone survey participants. Those 202 individuals were drawn from an overall sample of 954 people that were met by CVH outreach workers at Back to Work Programs across the city. This sample was drawn using a purposeful sampling technique, where researchers went to Back to Work sites to identify program participants for a more in-depth examination of their experiences.

### **The research team utilized the following data sources in the research:**

#### **Short Conversations with Participants:**

Between November 2007 and March 2008, CVH outreach workers held 5-7 minute conversations with 954 Back to Work participants at all the Back to Work sites across the 5 boroughs.

#### **Focus Groups & Surveys:**

Eight focus groups were conducted with 50 of the Back to Work participants. All 954 contacts were invited – by mail and phone - to participate. Researchers next administered a phone survey to BTW participants to reconfirm focus group findings. All 954 contacts with active phone numbers were called, and the first 152 successful contacts make up the sample for the survey.

#### **Vendor Interviews and Materials:**

In depth interviews were conducted with staff from 10 of the organizations that serve as Back to Work contractors or subcontractors (representing 4 of the 7 contracted entities). All vendors were invited to participate.

#### **HRA Contracts, Policy Manuals and Training Materials:**

Researchers completed a thorough review of HRA policy manuals and directives, Requests for Proposals, contracts with BTW vendors, and trainings created for HRA and vendor staff, all provided through Freedom of Information Act (FOIA) requests.

#### **HRA Site Visit Summaries:**

Researchers analyzed a sample of Site Visit Summary Reports. These reports evaluate various aspects of the BTW Program and are the product of monthly site visits conducted by HRA at each vendor site.

#### **HRA Vendor Stat Reports:**

CVH researchers also analyzed monthly performance evaluation reports prepared by HRA from vendor data for each vendor site in the city. The reports include outcomes on various components of the program including job placement, job retention, recidivism, and Failure to Comply rates.

## Glossary of Abbreviations

### **CVH: Community Voices Heard**

Organization that carried out the research for this report. Membership organization of low-income New Yorkers working collectively to influence policy change around issues that impact low-income families' lives.

### **ESP: Employment Services and Placement Program**

HRA program in operation from 2000 to 2006, before the BTW Program, wherein private for-profit and not-for-profit entities were contracted with to provide job readiness and job search assistance to mandated work-ready welfare recipients.

### **BTW: Back to Work Program**

HRA program that followed the ESP Program, beginning in the summer (July) of 2006. HRA contracts with for-profit and not-for-profit entities to provide job readiness and placement services to welfare applicants and recipients.

### **FTC: Failure to Comply/ Cooperate**

Term used when welfare recipients do not fulfill various requirements placed on them for receipt of their benefits. If individuals are non-exempt, and are FTCed, they may be denied benefits or have their benefits reduced. FTCs can be given for a variety of reasons, including not participating in work activities, exhibiting inappropriate behavior, not accepting a job offered, etc.

### **HRA: Human Resources Administration**

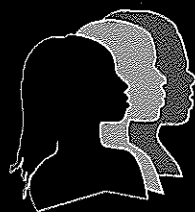
NYC's Department of Social Services (DSS) agency that administers city welfare programs, including the BTW Program. Provides help to eligible individuals and families with social service and economic needs. HRA services include the provision of cash assistance, Medicaid, Food Stamps, etc.

### **ITA: Individual Training Account**

Financial assistance voucher for up to \$2,500 available to help cover the costs of job training. ITAs are available for welfare recipients through HRA vendors and to other eligible unemployed and underemployed individuals through the Workforce1 Centers run by the Department of Small Business Services (SBS).

### **WEP: Work Experience Program**

Program operated by City's welfare agency. Puts work-ready welfare recipients into unpaid structured work assignments in City agencies or non-profits for three days a week to "work off their benefits". This is separate from the BTW vendor and is not supervised by the vendor, but is still part of the BTW Program.



**Community Voices Heard** is a membership organization of low-income individuals, mostly women with experience on public assistance, working together to build the power of our families, our communities and low-income people. We are working to accomplish this through a multi-pronged strategy which includes community organizing, public education, public policy work, coalition building, leadership development, training low-income people about their rights, political education, voter engagement and direct-action issue campaigns.

We are led, directed, run and being built by low-income people ourselves. While we were founded by women on public assistance to impact the welfare system, we now focus more broadly on

economic justice. We define this to be multi-issue, and thus must include concerns related to welfare, education, our children's schools, job training, living-wage jobs, housing, economic development, and other important community issues.

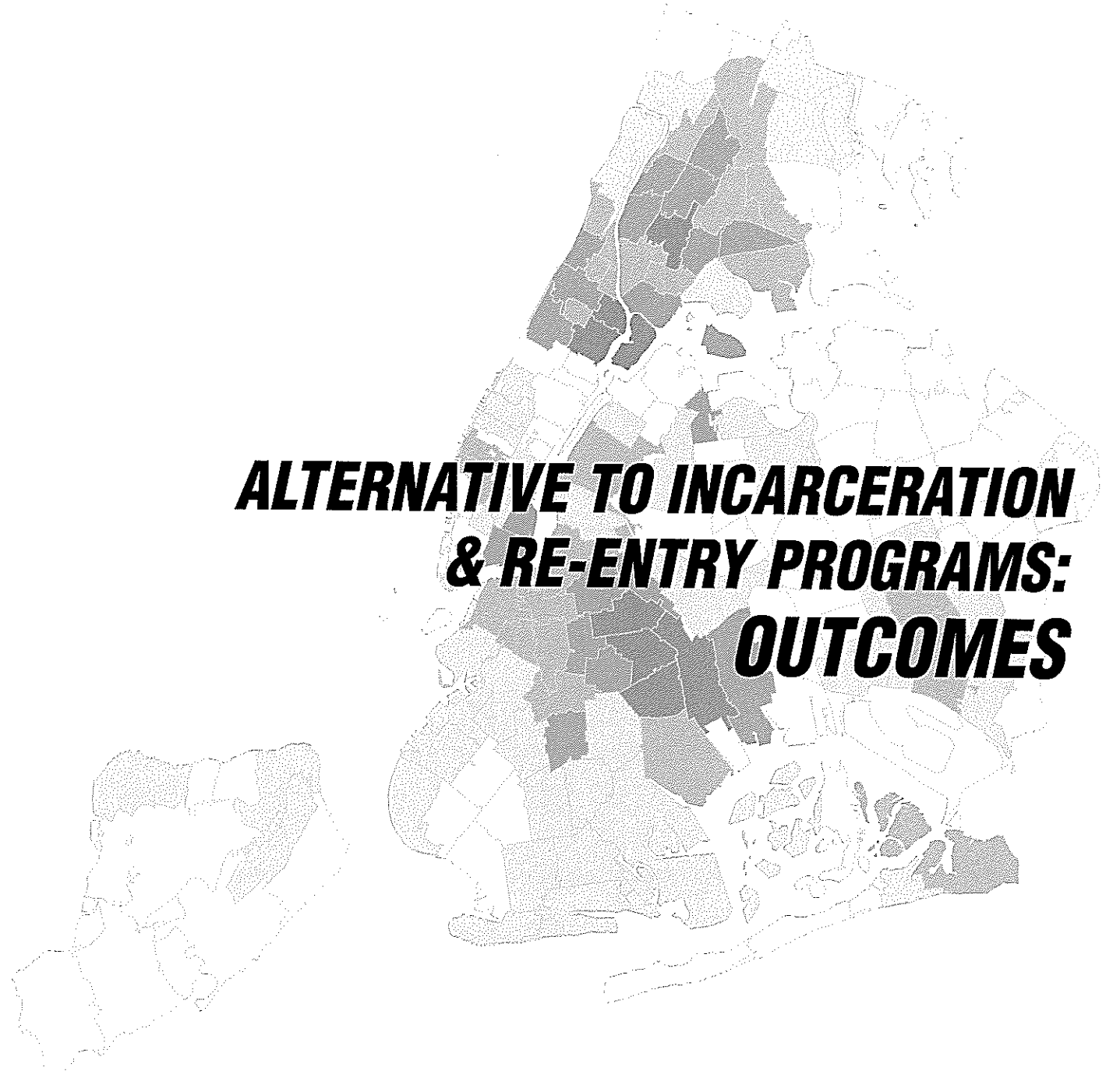
From our start in 1994, we have grown to a membership of over 30,000 families across the state in 2008. We currently have organizing projects active in New York City, Yonkers, Newburgh and Poughkeepsie.

For additional information, including copies of the full report, please contact Community Voices Heard at 212-860-6001, or visit our website at [www.CVHaction.org/reports](http://www.CVHaction.org/reports).



# the ati coalition

*Serving New York City*



## ***ALTERNATIVE TO INCARCERATION & RE-ENTRY PROGRAMS: OUTCOMES***

*Cutting Crime and Costs • Strengthening Families and Communities*

# **the ati coalition**

## ***Protects Public Safety***

Recidivism analyses show that **less than 20%** of program graduates have a new criminal conviction within two years.

An independent, random-assignment evaluation shows CEO participation significantly decreases recidivism including a **40% reduction** in re-incarceration for a new crime through two years of follow-up.

## ***Creates Cost Savings***

ATI/re-entry programs save City and State correctional systems **over \$100 million** and also create savings through reduced reliance on hospitals, emergency rooms and homeless shelters. Clients who are employed pay taxes on their earnings and make child support payments.

---

## ***Helps Youth Achieve Their Potential***

Participants in CEO's Young Adult program are **1.4 times** more likely to be placed in a job and are **34%** more likely to keep a job for a year than young adults at CEO who do not join the program.

**60%** of CCA youth were truant from school at intake, none were truant at program graduation; **100%** were promoted to the next grade level.

**78%** of the young people who had internship placements while at CASES received a diploma or were working one year after graduating the program.

**74%** of the students registered at the CASES-Department of Education High School earned high school credits.

**91%** of the young people graduating from CASES were employed, in school and/or receiving services in their communities.

## ***Strengthens Families***

Over **200** young fathers enroll in CEO's voluntary Responsible Fatherhood Program each year and attend classes on effective parenting, learn how to find and reconnect to their children and get help meeting their child support obligations. CEO has collected **over \$1 million** in child support payments.

**100%** of the fathers who took Osborne's parenting course at Rikers Island showed improvement in their attitudes toward parenting.

## ***Addresses the Problem of Substance Abuse***

**65%** of the men and women enrolled in Osborne's drug treatment program stopped using drugs; **100%** of Osborne graduates had Medicaid or private health insurance; **75%** had improved employment or educational status.

**88%** of clients enrolled in The Fortune Society's substance abuse treatment services were substance free twelve months later.



## ***Provides Relevant and Appropriate Services for Women***

Among the predominantly homeless women participating in WPA's Hopper Home, **78%** enrolled in an employment program, **92%** improved their housing situation post-completion, **85%** obtained health care coverage, and **68%** strengthened family relationships by either regaining custody of their children or improving parenting skills.

**75%** of women in CCA's Crossroads program in need of family reunification services were reunited with their children and **100%** were linked to health care.

WPA's Law Project helped **76** women and their families address family visitation and custodial concerns while helping to reduce Family Court system costs by expediting or eliminating the need for court proceedings in **68%** of the cases.

**88%** of the clients receiving case management from WPA's Community Linkage Unit obtained identification necessary to obtain employment, housing, or benefits and **62%** improved their housing situation.

## ***Supports the Needs of the Mentally Ill***

**92%** of clients were homeless at intake into CASES' mental health program for individuals with serious and persistent mental illness; after one year all are in safe and secure housing and **61%** of those are in long-term permanent housing.

CASES' mental health program reduced psychiatric hospitalizations by **56%** during program participation.

At admission none of the clients admitted to CASES' mental health program were engaged in employment or education; during program participation **over 30%** became engaged in employment or education.

## ***Connects People to Stable Employment***

CEO made **1,226** placements in permanent jobs in 2008. Wages averaged \$9/hour.

**45%** of the women in CCA's Crossroads program—all of whom were unemployed at intake—held jobs at program completion.

In 2007, **473** clients completed Fortune Society's job readiness program; clients who were placed into employment averaged salaries of over \$9/hour and were enrolled in two years of job retention services.

In 2008, the Legal Action Center helped **397** individuals overcome **443** legal problems related to their criminal records and surmount barriers to employment, including errors on rap sheets, inaccurate answers to job application questions about past criminal convictions and illegal discrimination by employers.

## ***Provides a Home in the Community***

Since 2002, The Fortune Society's phased permanent housing has helped **382** individuals find stable housing.

**85%** of homeless women entering CCA's Crossroads program were living in stable housing at time of program completion.

# the ati coalition

*Alternative to incarceration (ATI)  
& re-entry programs save money,  
reduce crime, strengthen families,  
& bring hope and real opportunity  
to some of the City's most  
troubled communities.*

S  
P  
R  
I  
N  
G  
  
2  
0  
0  
9

Please visit us at [www.atiny.org](http://www.atiny.org)  
or contact our individual members.

## **CASES**

(Center for Alternative Sentencing &  
Employment Services)

*Joel Copperman, President/CEO*

346 Broadway, 3rd Floor

New York, NY 10013

(212) 553-6301

Fax: (212) 619-2821

E-mail: [jcopperman@cases.org](mailto:jcopperman@cases.org)

Website: [www.cases.org](http://www.cases.org)

## **Center for Community Alternatives (CCA)**

*Marsha Weissman, Executive Director*

39 West 19th Street, 10th Floor

New York, NY 10011

(212) 691-1911

Fax: (212) 675-0825

E-mail: [mweissman@communityalternatives.org](mailto:mweissman@communityalternatives.org)

Website: [www.communityalternatives.org](http://www.communityalternatives.org)

## **Center for Employment Opportunities (CEO)**

*Mindy Tarlow, Executive Director/CEO*

32 Broadway, 15th Floor

New York, NY 10004

(212) 422-4850

Fax: (212) 422-4855

E-mail: [mtarlow@ceoworks.org](mailto:mtarlow@ceoworks.org)

Website: [www.ceoworks.org](http://www.ceoworks.org)

## **Fortune Society**

*JoAnne Page, President/CEO*

29-76 Northern Boulevard

Long Island City, NY 11101

(212) 691-7554

Fax: (347) 510-3451

E-mail: [jpage@fortunesociety.org](mailto:jpage@fortunesociety.org)

Website: [www.fortunesociety.org](http://www.fortunesociety.org)

## **Legal Action Center (LAC)**

*Paul Samuels, Director/President*

225 Varick Street

New York, NY 10014

(212) 243-1313

Fax: (212) 675-0286

E-mail: [psamuels@lac.org](mailto:psamuels@lac.org)

Website: [www.lac.org](http://www.lac.org)

## **Osborne Association**

*Elizabeth Gaynes, Executive Director*

809 Westchester Avenue

Bronx, NY 10455

(718) 707-2600

Fax: (718) 707-3102

E-mail: [egaynes@osborneny.org](mailto:egaynes@osborneny.org)

Website: [www.osborneny.org](http://www.osborneny.org)

## **Women's Prison Association (WPA)**

*Georgia Lerner, Executive Director*

110 Second Avenue

New York, NY 10003

(646) 336-6100 ext. 7741

Fax: (646) 292-7763

E-mail: [glerner@wpaonline.org](mailto:glerner@wpaonline.org)

Website: [www.wpaonline.org](http://www.wpaonline.org)

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: \_\_\_\_\_

(PLEASE PRINT)

Name: John Mattingly  
Address: 150 William Street, NY, NY 10038

I represent: NYC ACS

Address: \_\_\_\_\_

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: 5/26/09

(PLEASE PRINT)

Name: Robert Doar, Commissioner NYC HRA  
Address: 180 Water Street

I represent: NYC HRA

Address: 180 Water Street

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: 5/26/09

(PLEASE PRINT)

Name: Kathleen Tyler, Deputy Commissioner Finance  
Address: 180 Water Street

I represent: NYC HRA

Address: 180 Water Street

◆ Please complete this card and return to the Sergeant-at-Arms ◆

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

9:42 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☒ in opposition

Date: May 26, 2009

(PLEASE PRINT)

Name: NINTE Livan

Address: 1154 18 Ave 10017 NY 10010

I represent: Federation of Protestant Welfare Agencies

Address: 281 Park Ave S NY NY 10010

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

9:49 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: 5/26/09

(PLEASE PRINT)

Name: Ralph Palladino

Address: 125 Barclay Street NY NY 10007

I represent: 2<sup>nd</sup> Vice-President, L. 1549, DC 37

Address: \_\_\_\_\_

Public

**THE COUNCIL** w/ Palladino  
**THE CITY OF NEW YORK**

Appearance Card

1:55 PM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: 5/26/09

(PLEASE PRINT)

Name: Eddie Rodriguez

Address: 125 Barclay Street NY NY 10007

I represent: President, L. 1549, DC 37

Address: \_\_\_\_\_

Please complete this card and return to the Sergeant-at-Arms

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

9:50 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: 5/26/09

(PLEASE PRINT)

Name: Roxanna Henry

Address: 1666 Woodbine St. (Apt 2c) Ridgewood, NY 11385

I represent: Welfare Rights Initiative

Address: Hunter College (695 Park) NY NY 10045

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

9:59 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: \_\_\_\_\_

(PLEASE PRINT)

Name: Neal Tepel

Address: \_\_\_\_\_

I represent: DC 1707

Address: \_\_\_\_\_

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

9:58 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: \_\_\_\_\_

(PLEASE PRINT)

Name: Faye Moore

Address: \_\_\_\_\_

I represent: SSEU Local 371

Address: \_\_\_\_\_

Please complete this card and return to the Sergeant-at-Arms

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

10:00 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: \_\_\_\_\_

(PLEASE PRINT)

Name: Stephanie Gendell

Address: \_\_\_\_\_

I represent: Citizens' Committee for Children

Address: \_\_\_\_\_

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

10:01 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

HASA/HRA ☐ in favor ☐ in opposition

Date: 5/26/09

(PLEASE PRINT)

Name: Nicole Branca

Address: 247 W. 37th St 18th Floor NY, NY 10018

I represent: Supportive Housing Network of NY

Address: \_\_\_\_\_

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

10:02 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: 5/26/09

(PLEASE PRINT)

Name: Kristin Goodwin

Address: \_\_\_\_\_

I represent: Housing Works, Inc

Address: 57 Willoughby St, Brooklyn

Please complete this card and return to the Sergeant-at-Arms

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

10:05

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: 5/26/09

(PLEASE PRINT)

Name: Jose Belizario

Address: 322 Eighth Ave, NY

I represent: Momentum Project

Address: \_\_\_\_\_

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

10:06 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: 5/26/09

(PLEASE PRINT)

Name: Matthew Lesteur

Address: 2060 29th St, Astoria

I represent: HIV Health & Human Planning Council

Address: 40 40th St NY

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

10:07 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: 5/26/09

(PLEASE PRINT)

Name: Piper Hoffman

Address: \_\_\_\_\_

I represent: The Partnership for the Homeless

Address: 305 7th Ave, 13th Fl, NYC 10001

Please complete this card and return to the Sergeant-at-Arms

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

10:10 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: 5/26/09

(PLEASE PRINT)

Name: Triada Stampas

Address: \_\_\_\_\_

I represent: Food Bank For NYC

Address: 39 Broadway, NY, NY 10006

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

10:19 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☒ in opposition

Date: 5/27/09

(PLEASE PRINT)

Name: Angela Malvario

Address: 215 W. 125<sup>th</sup> St. NY NY 10027

I represent: Children's Health Fund

Address: \_\_\_\_\_

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

10:20 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☒ in opposition

Date: 5/27/09

(PLEASE PRINT)

Name: Michael Lambert

Address: 215 W 125<sup>th</sup> St. X

I represent: New York Children's Health Project

Address: \_\_\_\_\_

Please complete this card and return to the Sergeant-at-Arms



Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

10:21 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: \_\_\_\_\_

(PLEASE PRINT)

Name: Gregory Bredler

Address: 704 36th Street

I represent: United Neighborhood Houses

Address: 704 36th St.

Public

**THE COUNCIL AT Coalition  
THE CITY OF NEW YORK**

Appearance Card

10:24 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: \_\_\_\_\_

(PLEASE PRINT)

Name: ~~XXXXXXXXXX~~ Maricella Gilbert

Address: CENTER FOR COMMUNITY ALTERNATIVES

I represent: on behalf of ATI Coalition

Address: \_\_\_\_\_

Public

**THE COUNCIL AT Coalition  
THE CITY OF NEW YORK**

Appearance Card

10:24 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: \_\_\_\_\_

(PLEASE PRINT)

Name: Georgina Lerner

Address: Woman's Prison Association

I represent: on behalf of ATI

Address: \_\_\_\_\_

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

10:26 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: 5/26/09

(PLEASE PRINT)

Name: Wanda Fossett

Address: 502 Williams Ave Bklyn NY 11207

I represent: Community Voices Heard CVH

Address: 115 W 106th St NY NY

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

10:30 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: \_\_\_\_\_

(PLEASE PRINT)

Name: Janet D. Rivera

Address: 335 E. 112th St. Apt. 5A NY, NY 10029

I represent: Public Assistance Recipient

Address: \_\_\_\_\_

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

10:35 AM

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☒ in opposition

budget  
to current  
Date: 5/26/09

(PLEASE PRINT)

Name: Deb Howard

Address: 238 Adelpin St.

I represent: Pratt Area Community Council

Address: 201 Dekalb Ave. BK 11205

PUBLIC

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

12:15 pm

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: \_\_\_\_\_

(PLEASE PRINT)  
Name: THOMAS COCKS

Address: 400A 17 St Brooklyn NY

I represent: SCO Family of Services

Address: 20-20 47th Ave Brooklyn NY

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

12:37 pm

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: May 26, 2009

(PLEASE PRINT)  
Name: Edith Holzer

Address: 31 Fulton Ave, Rye, NY 10580

I represent: Council of Family and Child Care Agencies

Address: 254 W. 31st St NY, NY 10001

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

2:53 pm

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☒ in opposition

Date: \_\_\_\_\_

(PLEASE PRINT)  
Name: Hupe Kelner

Address: 210 Thompson Street Apt. 20N

I represent: The Children's Aid Society

Address: 69 W. 113th Street

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

2:53pm

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☒ in opposition

Date: \_\_\_\_\_

(PLEASE PRINT)

Name: Robert Guma

Address: 3003 Avenue H B Klyn NY

I represent: Jewish Child Care Associates

Address: \_\_\_\_\_

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

3:23pm

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: 5/26/09

Name: MARICELLA GILBERT (PLEASE PRINT)

Address: 39 WEST 19TH STREET

I represent: CENTER FOR COMMUNITY ALTERNATIVES

Address: 39 WEST 19TH STREET, NYC 10011

Public

**THE COUNCIL  
THE CITY OF NEW YORK**

Appearance Card

4:04pm

I intend to appear and speak on Int. No. \_\_\_\_\_ Res. No. \_\_\_\_\_

☐ in favor ☐ in opposition

Date: 5/26/09

(PLEASE PRINT)

Name: CAROL CORDEN

Address: \_\_\_\_\_

I represent: NEW DESTINY HOUSING CORP.

Address: 1140 BROADWAY, STE 1002 NYC 10001

Please complete this card and return to the Sergeant-at-Arms