



THE CITY OF NEW YORK
OFFICE OF THE MAYOR
NEW YORK, NY 10007

New York City Council
Community Development Committee

Testimony Presented By:

David S. Berman

Director of Program Management and Policy
New York City Center for Economic Opportunity

September 25, 2013

Chairman Vann and distinguished members of the Community Development Committee, I am David Berman, the Director of Program Management and Policy at the NYC Center for Economic Opportunity (CEO). I am honored to be here before you today to discuss CEO's interagency work and some of the effective strategies that CEO is implementing to help low-income New Yorkers increase their economic opportunity.

A key mission of CEO is to increase the focus on anti-poverty efforts and promote greater coordination across City agencies to address the complex issues related to poverty. CEO creates a platform for a shared focus on economic opportunity. Many of the innovative programs CEO has piloted have led not only to building the knowledge base of what works, but also to systems changes that transformed the way City agencies address poverty.

CEO's work has enhanced the focus on poverty among agencies that have not traditionally been associated with anti-poverty efforts- work that has demonstrated the importance of involving these needed partners to better address community needs. As just a few examples, the NYC Department of Probation has created a system of Neighborhood Opportunity Networks (NEONs) which bring services into the communities where probationers reside, and CEO is now supporting its evaluation. The New York City Small Business Services worked with CEO to develop the Community Partners program which creates a stronger bridge to services between all of the City's Workforce1 Career Centers and job seekers served at community organizations across the City. The New York City Housing Authority (NYCHA) has redesigned its resident economic empowerment initiatives by creating a system of "zone coordinators" where services are coordinated at the community level to better connect NYCHA residents to needed services.

CEO has been part of this work – implementing and evaluating many of the pilot programs that are part of these larger efforts.

Jobs-Plus, an evidence-based employment program that targets public housing residents, is an example of how CEO's leadership effectively brings together multiple City agency partners to meet the needs of communities with high unemployment. A steering committee of CEO, Human Resources Administration, NYCHA, and the Department of Consumer Affairs, oversee the initiative and ensure that services are well-coordinated. Last year the initiative was expanded through the Young Men's Initiative, and nonprofit providers are now situated in high need communities such as Hunts Point, Soundview, East Harlem, Bedford Stuyvesant, Astoria and Brownsville.

By pulling together partners from different agencies or departments focusing on similar challenges, CEO moves agencies toward a joint problem solving approach and creates a collaborative process around clarified goals to better serve residents. For example, CEO brought together the NYC Department of Health and Mental Hygiene and the Health and Hospitals Corporation to support "Cure Violence"- a highly targeted anti-gun violence initiative also supported by the City Council that seeks to end the cycle of violence in five high violence communities. These agencies, plus representatives from the Council and the NYPD, now meet together regularly to coordinate and strategize around the program's evaluation.

CEO, partnering with City agencies and the Council, helps to focus attention on key issues faced by those living in poverty, and to keep anti-poverty strategies high on City agency agendas. The Center's pilots and evaluation work helps to determine which programs are effective at

improving outcomes. This is important work that can better guide the use of public dollars, and ultimately improve the lives of those who are living in poverty.

CEO has successfully built a culture of learning within and across agencies and a focus on what is working and what is not. By regularly bringing together key staff at City agencies to learn about evaluation findings and participate in expert roundtables, agencies make vital connections that can lead to program improvements or enhanced links between programs. This learning agenda extends to community-based nonprofit partners as well, as CEO programs build local capacity by convening providers to share best practices, and offering technical assistance to implement programs. Last year, we worked with CUNY to design a program that brings together CEO program directors from local nonprofits to enhance their management and leadership skills. This initiative was successful and we expect it to be an ongoing part of CEO's work.

CEO's data-driven approach helps community-based organizations understand their impact, continually improve, and learn from evaluation findings. Last year we created the Innovative Nonprofit Awards in recognition of the fact that innovation, effort and expertise is not always government driven and that we have much to learn as well. In identifying groups with effective data driven anti-poverty strategies, we found the winning organizations sought assistance in making new connections to City agencies and in evaluating their services, and we are now helping them on both of those fronts.

Based on our experience, we have found it beneficial to focus not only on communities in need, but also populations in need. While some initiatives target areas with high unemployment and

poverty, others target populations citywide with similar challenges, such as out-of-work/out-of-school youth, people with a criminal justice history, or low-wage workers. CEO recognizes the needs of local providers to tailor its programs to the needs of their populations where appropriate. Across our network of over 200 nonprofit program providers, CEO reaches high-need communities in all five boroughs with programs that provide education, employment and financial literacy. Our centralized coordination helps further connections between programs.

As you know, several federal initiatives such as Choice and Promise Neighborhoods seek to promote greater coordination of comprehensive services through community-based planning. CEO's programs grew out of recommendations from the planning process of a Commission made up of leaders from government, nonprofits, academia and the private sector. The Commission was co-lead by Geoffrey Canada from the Harlem Children's Zone- a leader widely recognized for his focus on deep community engagement as an effective way to fight entrenched intergenerational poverty. These federal efforts combined with local endeavors such as those by CEO and our partners, create an opportunity to learn about the most effective ways to address community resiliency and they provide structures to build on.

There are many effective anti-poverty efforts underway, and a key focus must be to make these initiatives as impactful as possible. There is a great deal of extant data on community needs, and CEO's poverty measure is one new addition. Through our work on our programs described above, and in addressing new needs that grew out of Hurricane Sandy, we have seen that one standard approach cannot address the diverse and complex needs of city residents. We have brought together local residents most effectively when we have a well-defined specific goal, and resources and support to build the effort. By providing resources and support to existing

structures, and better connecting city agency and community efforts, we can effectively accomplish the goal of greater impact. We strongly support the focus on addressing concentrated poverty and unemployment across the City, but we should do so in ways that are strategic and enhance community response and efficiency.

In partnering with City agencies and nonprofits, CEO adds value that expands and enhances city services in new ways that broaden and deepen its anti-poverty mission. Combined, CEO programs served over 500,000 New Yorkers over the past six years. There is more work that remains to ensure that low-income New Yorkers across the city receive well-coordinated services that have proven success. We look forward to working with the Council to learn more about building community strength at the local level, and to enhance the City's anti-poverty efforts.



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New York City Council

Community Development Committee

Testimony
Presented By

Corey Chambliss

Director of External Affairs
New York City Center for Economic Opportunity

September 25, 2013

Public Hearing

Intro 1148: Designating high needs areas within NYC as “community development zones” and providing socio-economic services to such communities

New York City Council Committee on Community Development

September 25, 2013

Prepared by:
Lori McNeil, Ph.D.
Safety Net Project
Ted De Barbieri, J.D.
Community Development Project

URBAN
JUSTICE
CENTER



SAFETY NET PROJECT

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CENTER



COMMUNITY DEVELOPMENT PROJECT

Good morning, my name is Lori McNeil, I am the Director of Research and Policy at the Urban Justice Center's Safety Net Project (SNP). Thank you for this opportunity to testify. The Safety Net Project is New York City's advocate for economic justice, combining direct legal services, litigation, research, and policymaking to achieve economic justice for all New Yorkers. We protect the due process rights of low- and no-income New Yorkers by ensuring access to public benefits, nutritional assistance programs, eviction prevention services, public housing, emergency shelter, and other elements of our social safety net. SNP's attorneys and advocates hold the government accountable in order to ensure that no New Yorker is without food, housing, or other basic human rights.

Good morning, my name is Ted De Barbieri and I am a Senior Staff Attorney at the Community Development Project of the Urban Justice Center. The mission of the Community Development Project is to strengthen the impact of grassroots organizations in New York City's low-income and other excluded communities. We partner with community organizations to win legal cases, publish community-driven research reports, assist with the formation of new organizations and cooperatives, and provide technical and transactional assistance in support of their work towards social justice.

It is our understanding that Intro 1148 is designed to provide comprehensive, concentrated economic and social services within specified geographic areas referred to as community development zones. Intro 48 seeks to fundamentally transform some of the poorest neighborhoods in New York City and the people who live in those neighborhoods. As such, Intro 1148 will construct a governance structure to facilitate agency

collaboration around the targeting of City services to community development zones. Intro 1148 is a positive and proactive attempt to eradicate poverty for economically disenfranchised New Yorkers.

Too often city agencies fail to coordinate their efforts at both poverty alleviation and economic activity generation. This bill seeks to address coordination among agencies at the commissioner level to address critical needs of the poor. The creation of community development zones will add to the ability of low-income communities to bring more economic activity into their community through access to better education and health outcomes, among other improvements.

Further, this critical legislation would require agencies to plan for development in the designated zones to address the critical needs of the community members in those zones. Often these communities, most of which we have worked in for many years, lose out on keeping economic benefits local when development occurs. We applaud the committee, and the sponsoring council members, for proposing this innovative approach to addressing poverty.

Intro 1148 is based on similar community impact models and such models have successfully influenced poverty reduction efforts across the country. Community impact models recognize the related nature of social problems and as such, focus on addressing multiple issues within communities such as food security, homelessness and affordable healthcare. The holistic orientation of community impact models seeks involvement of multiple sectors such as business, education and housing sectors to create opportunities to alleviate poverty. Additionally, impact models are long-term in scope while

incorporating mechanisms for evaluation as well as the flexibility to alter programs or services that are not effective. Finally, community impact models are inclusive of community residents as full participants in governing community-based initiatives such as those proposed in Intro 1148.

Intro 1148 is a powerful bill that emphasizes a “systems” change, a marked departure from single, piecemeal approaches used in the past. This community development zone bill is a serious attempt to eradicate poverty in New York City neighborhoods. We fully support the legislation but do request that council members consider several modifications. While Intro 1148 does provide for comprehensive, holistic, multi-sector, accountable and flexible community programming--all critical to the success of this initiative--it falls short of being fully inclusive of all stakeholders.

To be most effective, we suggest exploring more ways to not just communicate with stakeholders but to engage, for example, community members, faith-based and nonprofit organizations, and community residents in the development of needs statements and action plans. In order to do this, a collaborative plan outlining the ways in which comprehensive collaboration will be developed is necessary. We also recommend that protections be implemented into Intro 1148 to ensure that funds are not diverted from other needy New York City community residents, not residing in community development zones, in order to fund this initiative.

Thank you for the opportunity to testify on this important and timely bill.

Public Hearing Testimony
Committee on Community Development hearing on Int. 1148
Wednesday, September 25, 2013 at 10:00 am
250 Broadway in the 14th Floor hearing room

Submitted by:

Maureen Lane, Co-Executive Director
Welfare Rights Initiative
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Good Morning, I am Maureen Lane, Co-Executive Director Welfare Rights Initiative (WRI). WRI is located at Hunter College, City University of NY and organizes students with firsthand experience of poverty through leadership training and legal advocacy to create and defend fair and just policies. On behalf of the staff and student leaders at Welfare Rights Initiative, we are pleased to be here and help the committee make real socially constructive changes to improve the lives of low-income youth and their families and we thank the committee for this hearing.

WRI is supportive of Councilmembers efforts to bring more resources to city districts that experience deep poverty. In relation to issues of community accountability, specifically thinking about how community **voices need to be heard in a meaningful way**. The experience of people in the community who are living below poverty, need literacy and GED programs, have high infant mortality rates in their families is essential for planning. These are the families that we work with at WRI. Many from the very districts Intro 1148 identifies.

We ask the committee to take a second look at the board governance proposal with an eye toward innovation and new voices for planning and ideas. We are concerned that the governance board is over stocked with city agency heads and not sufficient representation from the community. Very often agencies do not see the challenges with replicating policies.

For example, the city agencies that WRI works with through our legal advocacy, so often are riddled with misguided and or repetitive regulations that create obstacles for poor families rather than opportunities. We believe that NYC has goals that align with ours and other New Yorkers values. In survey after survey, New Yorkers in fact most Americans believe education is the surest route out of poverty. Education leads to opportunities and jobs. It is a stepping-stone to life-changing opportunities.

Yet, right now, WRI students report being hindered by HRA appointments and work requirements because they have classes, internships and often work study. For senior college students, HRA

workers have said they would have to do WEP (Work Experience Program) because 4-year college class hours do not count. In fact, the NYS Work Study and Internship Law states that Work Study and Internships/Externships count towards the 35-hr work week requirement no matter if you are in 2 or 4 year college or other education or training program; and even if your class hours do not count for participation rate, HRA must make a reasonable effort to accommodate your schedule. Students find that center workers are not informed and students are often given wrong information. This misinformation has broader implications for communities.

WRI has learned that welfare policies not only affect caregivers or the heads of the household, but they affect the children as well. One WRI student puts it this way, "Since the moment I turned 18, the HRA-call in process has placed so many obstacles in my way to prevent me from going to college. Pursuing a college degree is the only way I can improve my financial situation and it is the only way I can accomplish my goals. Expanding access to benefits for young adults is an excellent idea; however they will still have to choose between their benefits and higher education, as I did." In addition, the ripple effect on younger children in the household is stunning. High school graduations dramatically rose as parents pursue college.

People enduring economic hardship shouldn't have to choose between survival and a fighting chance at achieving financial freedom and security. When mandates and misinformation block access to opportunities, public policy undermines the public good. Like the student I just quoted, thousands every day are mis-informed which often leads to leaving school.

Higher education improves financial stability for working families, even during times of global economic crisis. NYS Labor Department figures show that college degree holders earn on average nearly **\$473 more per week** (an extra \$24,596 annually) than workers with only a high school education.

Youth growing up in poor households are far less likely to get a college education than their middle and upper income peers. As reported by the Education Trust, **fewer than 9%** of low-income students earn bachelor's degrees by the age of 24 (compared with **75%** of higher income students who earn a degree by the same age). WRI students' poor families face stark choices and too many are stuck in situations that compromise honest attempts to improve their life chances. Many strive to recover from job loss, family illness, domestic violence, and other circumstances that hold people back from success.

Reports show workfare programs don't support long-term economic mobility because these

assignments rarely lead to livable wage jobs. Yet, current HRA policies rely heavily on WEP. The adverse effects of WEP have little to do with wounded pride or an unwillingness to work for benefits. This shortsighted policy creates a quagmire of poverty for the people Intro 1148 intends to help: *single parents, recent immigrants, minority women and children* already struggling at the bottom of the economic ladder.

For those affected, higher education becomes an almost unreachable goal. In fact, since the introduction of welfare reform, more than **20,000** CUNY students have been forced to leave college to fulfill workfare obligations. Even more troubling, students who drop out are much more likely to become homeless or go hungry.

From nineteen years of leadership training, legal advocacy and policy experience, WRI has come to see that policy-making processes must include people with first-hand experience of welfare. In addition, it is important to include other stakeholders to build saliency for the issues we are here to discuss and that this committee holds as important. Poor families' lives are a rich reservoir of experiences and the problem-solving that are necessary to clearly understand policy challenges.

WRI believes a process can be designed to develop meaningful policy changes and emerge a shared vision for policy by process participants: policy-makers, children aging out of foster care and in need of welfare, homeless youth (including gay, lesbian, transgender and bi-sexual), state legislators, agency officials, religious leaders, advocates, educators, service providers, philanthropists and people from the community as well as those individuals with firsthand experience of policy impact. We are convinced that dialogue, for example, with a mix of stakeholders is key to the opening of minds and hearts to a mutually beneficial policy, which we define as an expansive vision for the future.

WRI is now in the beginning stages of planning a spring symposium at Hunter. The symposium will bring together experts who have firsthand experience of the issues, students, officials and academics to emerge a strategic action plan. The plan would outline best practices for the next mayor and a new mechanism for bringing new practices to community use with an efficiency goal of reducing poverty. We will follow up with this committee about participation in the symposium.

WRI students, staff and alumni stand ready to work with the committee to initiate meaningful policy dialogues on the many intersecting federal, state and city policies that impact families in our city.

Thank you.



Testimony of

Louise Feld
Senior Policy Associate for Food and Economic Security
Citizens' Committee for Children

Before the
New York City Council
Committee on Economic Development

*Hearing on Int. No. 1148 - In relation to designating high needs areas within New York City as
"community development zones" and providing socio-economic services to such communities*

September 25, 2013

My name is Louise Feld and I am the Senior Policy Associate for Food and Economic Security at Citizens' Committee for Children of New York (CCC). CCC is a 70-year-old independent, multi-issue child advocacy organization dedicated to ensuring that every New York child is healthy, housed, educated and safe. Thank you to the City Council Committee on Community Development, and to Committee Chairman Albert Vann, for holding today's hearing.

To begin, we are grateful to the Committee and the Council for their dedication to reducing poverty in New York City. These efforts are critical and timely, as our City's poverty rates have continued to grow. The new U.S. Census data released just last week show that New York City's overall poverty rate has reached 21.2 percent, which means that one in every five New Yorkers lives in poverty.¹ Even more sobering, the child poverty rate in New York City is 31.4 percent, with over 553,000 children living in poverty.² Such data underscore the importance of City government efforts to combat poverty, especially for children and families.

Note, however, that the above data represent citywide averages, and thus certain New York City communities struggle with even higher rates of poverty. These communities may require greater amounts of assistance, tailored to their specific communities' needs and capitalizing on their communities' strengths. We therefore appreciate that the proposed legislation seeks to identify distinct geographical areas to target as community development zones, as well as tries to assess and address the unique needs of each targeted community.

Further, there are key features of the proposal that we applaud because they take into account the many actors who must be involved to address the myriad negative consequences of poverty. For example, the governance board would include representation from a wide array of different agencies and community organizations, as well as elected officials. Also, to determine which neighborhoods should be designated "community development zones," education and health data, and not only poverty rates, are to be examined.

That said, we urge you to think about what important information other indicators and data sources could further reveal about communities and their needs. For example, in our bi-annual book, *Keeping Track of New York City's Children*, CCC looks at the proposal's chosen indicators, as well as a host of other factors, such as housing and safety conditions, to rank the community districts according to risks posed to child well-being. While there is a good deal of overlap between the community districts with the highest risk rankings and those identified as targets in the proposed legislation, there are also communities we find to have heightened risk to child well-being that are excluded from the proposal, including Bronx Community District 9 (Soundview) and Brooklyn Community Districts 8 and 17 (Crown Heights and East Flatbush, respectively).

¹ U.S. Census Bureau, American Community Survey 1-Year Estimates, 2012.

² Id.

We also respectfully suggest that the sponsors of the proposed legislation consider how the governance board might engage with or inform city planning and economic development efforts. The board, as structured in the proposal, is a body charged with planning and monitoring, but has no implementation authority or ability to influence the City budget. We ask that the Council remain open to working with the incoming Administration on structure and function or approaches to tackle pressing issues, such as poverty.

Finally, children from low-income families live in homes, attend schools, and utilize services outside of the identified community districts. While we wish to see poverty and its consequences addressed and reduced in the designated community development zones, we do not want the needs of children who live outside of the targeted areas go unmet, nor do we want to see them lose programs and resources because they do not live in an identified zone. We stress the need for continued government efforts to reach all children in need.

Thank you for this opportunity to testify.

TESTIMONY OF BEDFORD STUYVESANT RESTORATION CORPORATION

CONCERNING

INT. NO. 1148 – COMMUNITY DEVELOPMENT ZONES

Thank you for the opportunity to bring testimony on behalf of the Bedford Stuyvesant Restoration Corporation.

Bedford Stuyvesant Restoration Corporation (Restoration), the nation's first community development corporation, partners with residents and business to improve the quality of life of Central Brooklyn by fostering economic self-sufficiency, enhancing family stability and growth, promoting arts and culture and transforming the neighborhood into a safe, vibrant place to live, work and visit.

During this past fiscal year, we served 6,600 individuals through award winning, evidenced-based programs such Job Plus, Financial Empowerment Center and Single Stop USA;

- 1,500 new clients came to Restoration for Asset Building services (Financial Literacy, Financial Empowerment Center and Tax Preparation services)
 - Clients saved an average of \$2500; debt reduced by \$966,000 in the aggregate; more than \$3 million in tax refunds secured
- Through Single Stop, clients received a total \$2.86 million in benefits such as insurance and food stamps;
- We are on track to place 300 adults in permanent jobs in FY 2014 due to added job placement capacity;
- Through the Summer Youth Employment Program, placed and supervised 550 youth between the ages of 16 and 24 and provided hands-on work experience;

We would like to express our strong support for the concept of creating community development zones and providing socio economic services to such communities. This legislation is consistent with federal policy which establishes Promise Zones to promote cross agency collaboration at the federal level for the purpose of targeting resources to saturate low income communities with programs intended to create jobs, leverage private investment, increase economic activity, expand educational opportunities, and improve public safety. We commend this proposed legislation's alignment with federal policy. This is an important and necessary step to galvanize and organize the City to position us for greater and maximum federal and philanthropic resources.

The proposed legislation is also consistent with policies and programs being pursued by academia, philanthropy and other municipalities through program models referred to as collective impact. For example, the Stanford Social Innovation Review recently published an article entitled Collective Impact

which has been widely cited throughout the nonprofit, public sector and philanthropic sectors. The article describes the objectives of collective impact and the organizational capacity needed to create community level change. In addition, the Living Cities Funders who consist of most of the major national foundations have been funding local governments such as Baltimore, Jackson and Detroit to build a resilient civic infrastructure, one table where decision-makers from across sectors and jurisdictions can formally convene and work together to define and address complex social problems. Lastly, programs like Cincinnati STRIVE are also being replicated across the nation as well as in New York State and in New York City with the support of the State University of New York.

STRIVE is a collective impact model which focuses on providing cradle to career services for the purpose of increasing educational attainment in low income communities. In fact, through the Coalition for the Improvement of Bedford Stuyvesant and other initiatives, Restoration has been working for several years to build collective impact models focused on cradle to career educational attainment and family financial stability and independence. In adopting the collective impact model, Restoration recognizes that community level impact is what is needed to drive change in communities and that Restoration cannot create such change acting alone nor can such change be created absent concrete community level goals pursued through highly rigorous data-driven cross-agency and cross-sector coordinated strategies and management.

That being said, we have several concerns and recommendations for this draft legislation.

First, we have concerns regarding the definition of poverty and community development zone. With respect to the community development zone, we believe that community district in many cases may be too large and may not be the best measure for high need communities. As an alternative measure, we recommend targeting census tracts. As gentrification and as high income wage households settle in traditionally low income communities, the poor are becoming increasingly isolated and balkanized to blocks and pockets of neighborhoods. For example, in CD #3 in Brooklyn (Fort Greene), the poverty rate is below 25 percent, while we know there are dense pockets of high poverty in the community district particularly those living in public housing in the northern end of the community district.

As a result of this trend, Restoration has been increasingly focusing our community development intervention on the census tract. Currently, we are working with partners Bridge Street Development Corporation and Pratt Area Community Council to target four census tracts in Northern Bedford Stuyvesant. We are planning to deliver comprehensive and seamless integrated services, based on a geographic saturation model, to residents of northern Bedford Stuyvesant with the ultimate goal of catalyzing financial independence and household stability for underserved residents. Strategies will include workforce development, financial literacy, housing development, social services, health services, and case management.

Second, in Section 21-1003, community development zone advisory board, we have several recommendations.

Not only would we recommend that the community development zone advisory board establish priorities for community development needs, the board must be charged with establishing numerical

goals to reduce poverty in the community development zone over a specified period of time. In short, clear metrics and benchmarks should be established. Further, a system and process for reporting to the community needs to be identified.

With respect to the composition of the governance board, we would recommend changing the language in section 21-1003, 3 to read "Coordinate and integrate city programs and services" instead of "Consider the coordination of"

Third, with respect to the community development zone governance board membership, we would recommend that "representative of the poor" be further clarified. For example, we recommend consideration of low income individuals representing the community development zone. Moreover, an explicit mechanism and vehicle should be adopted to receive the views and recommendations of the residents of the low income communities that the legislation targets.

Thank you again for the opportunity to testify. We welcome the opportunity for further discussion on its development and refinement.

Respectfully submitted,

Tracey L. Capers,
Executive Vice President

Colvin W. Grannum
President



FOR THE RECORD

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**Testimony of United Neighborhood Houses
Before the New York City Council
Committee on Community Development
Honorable Al Vann, Chair
Regarding Intro 1148- Community Development Zones**

September 25, 2013

Good morning and thank you Chair Vann and members of the City Council Committee on Community Development for the opportunity to testify. United Neighborhood Houses is New York City's federation of settlement houses and community centers. UNH's 38 member agencies provide over 50,000 New Yorkers with a wide array of services that help New Yorkers in need including early childhood education, after-school, summer jobs for teenagers, adult literacy education, immigrant services and services for older adults. Settlement houses and other community based organizations are on the front lines of confronting the challenges of poverty. UNH member agencies do much of this work through contracts with city agencies and we appreciate the City Council working to help these agencies collaborate and focus on concentrated poverty.

Intro 1148 seeks to focus city agencies on the issue of concentrated poverty by establishing a governing board with city agencies as well as other appointees to develop needs assessments and an action plan for human services and economic development. We strongly believe that the development of these documents needs to be coupled with a commitment to fully fund the services that support neighborhoods. UNH is grateful to the City Council for regularly restoring funds for key human services that support New York City's neighborhoods. However, in order to implement a comprehensive plan to combat poverty, the next Mayor must commit to baselining funding for human services. UNH has recently published a "Blueprint for Neighborhoods" (<http://www.unhny.org/blueprint>) with a series of 51 actions the City can take to strengthen neighborhoods including stabilizing funding for human services through baselining.

In order to strengthen this proposal, we would like the Committee on Community Development to consider the following recommendations:

1. **Ensure that human services are adequately funded citywide.** In order to implement an action plan, city agencies need adequate funding to support services. In neighborhoods throughout the City demand for core human services is greater than supply forcing

providers to turn many away. For many providers, the lack of baselined funds leads to program instability.

2. **Include smaller concentrations of poverty such as NYCHA developments in assessments and action plans.** Poverty in New York City is geographically concentrated but there are many smaller concentrations of poverty. These include the more than 300 NYCHA developments which are located throughout the city and often in neighborhoods that are otherwise middle class or wealthy.
3. **Include New York City Housing Authority (NYCHA) on the governing board.** Affordable public housing both in the form of NYCHA developments and Section 8 vouchers should be a central part of a community development strategy. Moreover, NYCHA already has forged successful collaborations with HRA, ACS, DYCD and other city agencies to provide human services and economic development for NYCHA communities. Including NYCHA on the governing board would create the opportunity to expand these collaborations.
4. **Include services for older adults in the human services needs assessment and include Department for the Aging (DFTA) in the governing board.** Services for older adults are a key component in neighborhood services and essential in combatting poverty in the senior population. We believe that a human services needs assessment should include services such as senior centers, meals on wheels and SCRIE. UNH urges that DFTA be included on the governing board and part of the planning process for a needs assessment and action plan to represent the specific needs of the older adult population.

Thank you again for the opportunity to testify. We look forward to continuing to work with you to address poverty in New York City.



FEDERATION OF PROTESTANT WELFARE AGENCIES

TESTIMONY

**Oversight Hearing:
Int. No. 1148 - "Community Development Zones"**

Presented to

New York City Council, Committee on Community Development
Hon. Al Vann, Chair

Wednesday, September 25, 2013

Prepared By:

Noah Franklin
Senior Policy Analyst for Child Welfare and Workforce Development

Submitted By:

Jennifer Jones Austin
Executive Director/CEO

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Good morning, Chairman Al Vann, and the distinguished members of the New York City Council Committee on Community Development. On behalf of Jennifer Jones Austin, Chief Executive Officer of the Federation of Protestant Welfare Agencies (FPWA), we want to thank you for this opportunity to testify on Int. 1148. FPWA also recognizes Chairman Vann's longstanding leadership in the city in addressing a variety of issues related to community development and poverty. FPWA is pleased to testify today in support of Int. 1148 for community development interventions to effectively reduce poverty.

Why FPWA is an Important Voice on this Issue

FPWA advocates on behalf of vulnerable New Yorkers to ensure that they have the economic means to support themselves and their families. Our network of human service organizations and churches operate over 1,200 programs throughout the New York City metro area. Together, we serve over 1.5 million low-income New Yorkers of all ages, ethnicities and denominations each year.

As such, the FPWA has been increasingly concerned with the growing high concentration of poverty in certain neighborhoods across New York City. In considering the current challenges facing efforts to address poverty in the city, FPWA believes that important strategies to breaking the cycle of poverty are to develop comprehensive programs and to collaborate among different government agencies and non-profit organizations to provide complementary services – that by their combination of efforts the output is greater than could be done by either alone. In this way, anti-poverty programs help people achieve self-sufficiency by providing both deep and wide supports and services.

Int. 1148 aims to designate high needs areas within New York City as "Community Development Zones" and provide socio-economic services to such communities. This comprehensive legislation to designate "Community Development Zones" effectively captures the collective power of coordination of services and importantly emphasizes a place-based approach to poverty reduction. For that reason, we strongly support the proposed legislation.

For this testimony, we will now examine the city's rising poverty rate; look at findings from an academic working paper on the city's lack of coordination of services to effectively target inequalities, assess in more detail the targeted population and the theoretical construct of the proposed bill, Int. 1148, and review three similar past and current models of coordination of services programs that have also proven to be effective in the city and elsewhere.

Need for Coordinated Services to Address Poverty

Recent statistics on the rising poverty rate in the city show holes in the safety net for New Yorkers, and illustrate the need for programs like those encompassed in Int. 1148 to significantly improve the well-being of the poor. The latest U.S. Census data paints a troubling picture of the struggles of many New Yorkers living in poverty. It shows that the number of city residents living below the poverty level is on the rise. According to the data, the city poverty rate rose to 21.2% in 2012 from 20.9% in 2011. Significantly, over 1.7 million New Yorkers in 2012 lived below the official federal poverty line (\$23,314 for a family of four). New York City's already alarming level of income disparity, as well as the budget cuts over the past several years in social services, clearly signal a need to reassess the efforts taken against poverty.

In a recently released working paper entitled, "Creating Collective Capacity: New York City's Social Infrastructure and Neighborhood-Centered Services," Andrew White from the Milano School of International Affairs, Management and Urban Policy outlined the efficiency of coordinated community services in addressing inequality, which serves to reinforce the relevance of Int. 1148.

Importantly, White explains that there is no doubt that New York City has one of the strongest, if not the strongest, efforts in the nation to combat social and economic inequities. From government to non-profits to private industry, a vast network of social programs are put into place to tackle difficult issues such as unemployment, child care, education, workforce development, and so on. However, he finds that currently these types of services largely lack a clear, coordinated strategy, which is inefficient for shoring up the collective capacity for low-income neighborhoods. As robust and effective as the current effort is, he notes that the fact that there exists a high level of poverty in the city shows that more can be done.

This concern about lack of coordination of services can create problems for a number of reasons; one of which being areas of administrative overlap. White cites the example of homeless prevention services colliding with a public housing authority seeking to collect rent. He states that the most pertinent flaw in the lack of coordination, however, is the tendency of services attempting to solve issues after the fact. Issues such as domestic violence, child neglect and poor school performance are dealt with by single bureaucracies as they happen with no coordination with other agencies on targeting the roots of their causes such as unemployment and lack of child care services.

Merits of the Bill

Now that we have examined the levels of poverty in New York City and the necessity for more effective coordination of services to address inequities, we can better understand the need for Int. 1148 and why FPWA supports this legislation.

The intent of Int. 1148 is first and foremost to sufficiently target community districts where there is a high level of poverty. According to the bill, this is defined using three criteria: high level of poverty, low educational achievement and poor health outcomes. Specifically, "'High level of poverty' shall mean a community district where twenty-five percent or more of the population lives below the federal poverty threshold as established in the 2010 census. 'Low educational attainment' shall mean a community district where fifteen percent or less of the individuals over the age of 25 have earned a bachelor's degree or higher as determined by the 2010 census. 'Poor health outcomes' shall mean where the infant mortality rate in a community district was six point eight live births per one thousand births or greater in calendar year 2010.'"

The troubled neighborhoods that meet these criteria are designated as "community development zones" in which a place-based approach to poverty reduction is implemented, more specifically, a "strategic and comprehensive geographic approach to planning for social and economic development." The key driver of this approach is a robust coordination of community services through a Community Development Zone Governance Board comprised of various city heads of social service agencies, mayoral appointees, non-voting members and other representatives that voice the needs of the communities.

The key function of the Board will be to make recommendations to (i) promote community development zone economic development, (ii) generate employment opportunities for residents in said

zone, and (iii) increase economic self-sufficiency of those residents by addressing a range of needs that improve their ability to attain and retain employment. This range of needs include child care, adult education, English language proficiency, and housing assistance among others.

In considering the main aspects of the legislation, FPWA would suggest a few additional amendments to strengthen the legislation. First, in using census data, FPWA believes that it is critical to make sure that poverty is defined per capita, not by household, in the legislation. As the recent example of the EarlyLearn NYC program demonstrated, child care providers questioned the method used to determine high-need communities and as a result, they felt that concentrated pockets of poverty were not served because they were located in community districts that have had rising incomes. Second, FPWA would suggest that the legislation be amended to ensure the Community Development Zone Governance Board is representative of the various racial/ethnic/immigrant diversities of New York City.

Why the Legislation would be Effective

Having reviewed the proposed legislation, one can estimate the efficacy of Int. 1148 through an examination of other similar models of community development.

Comprehensive Neighborhood Economic Development

An example of such a model is the Bedford Stuyvesant Pilot of the Comprehensive Neighborhood Economic Development Program (CNED), on which Int. 1148 is partially based. Launched in Bedford Stuyvesant in 2006, the CNED program model was based, in part, on the “Comprehensive Community Initiative” of the 1990’s and designed to promote economic opportunity in low-income neighborhoods through comprehensive, neighborhood-based planning and service delivery. Through a coordinated partnership between city agencies, community partners, and philanthropic organizations, CNED sought to enable low-wage and unemployed residents to gain financial independence and access to economic opportunity while enhancing the capacity of local businesses, non-profits and city agencies to serve resident needs. With a focus on four program areas (workforce development, savings and asset-building, business diversity and vitality, and nonprofit capacity building), CNED established eleven City-led programs for implementation in the neighborhood. This multi-agency government approach to local neighborhood development serves as a useful model that can be replicated at the city level.

Harlem Children’s Zone

Similar to the CNED program, the key principles of coordinated services in the proposed legislation have been successfully employed in the Harlem Children’s Zone (HCZ). The HCZ initiative has aimed for academic achievement of children in Harlem, while also working to strengthen families and communities. The success of HCZ is based on an extensive network of in-school and after school programs, social services, and health and community building programs that have sought the objective of providing a better environment for children to achieve success in disadvantaged neighborhoods. In 2010, the U.S. Department of Education announced a Promise Neighborhoods program with \$10 million in federal grants, which hopes to replicate the success of the HCZ in poverty-stricken areas of other U.S. cities. The lessons from HCZ are surely being employed in the proposed legislation under consideration.

Chicago New Communities Program (NCP)

Further inspiration for the proposed legislation can be taken from community planning models in cities like Chicago, whose New Communities Program (NCP) provides a sterling example. Launched in 2002, the NCP has worked with a number of Chicago neighborhoods to address issues such as unemployment, education, and housing in a coordinated and integrated manner. Over the years since its creation, studies have found notable signs of a steady upward trend of improvements in the quality of life of targeted Chicago neighborhoods. Ultimately, NCP helped to build greater relationships of services within communities, which is a goal that can be replicated in New York City with “Community Development Zones” in the proposed legislation.

CONCLUSION

In conclusion, FPWA is committed to working with the City Council in facing the challenges ahead to address poverty in a comprehensive and cumulative way. The fact is that poverty continues to rise in New York City and has not abated since the Great Recession. Additionally, poverty is a social and community problem that needs to be addressed politically and structurally.

In this testimony, we have presented our argument endorsing Int. 1148 because FPWA believes that to break the cycle of poverty services for disadvantaged communities need to be comprehensive and collaborative. In New York City, we have one of the strongest systems in place in the nation to tackle difficult issues such as employment, child care, education, housing and child welfare. If the situation is to improve for disadvantaged neighborhoods, government, non-profits and private industry must take a proactive coordinated approach. Let’s work together to strengthen the social and institutional infrastructure for neighborhoods with concentrated poverty.



New York City Council Community Development Committee

Community Development Zone Legislation: Int. 1148

September 25, 2013

Testimony Prepared by

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INTRODUCTION

Good morning. My name is Brooke Richie-Babbage. I am the Executive Director of the Resilience Advocacy Project (RAP), a youth leadership and advocacy non-profit working to empower youth to become leaders in the fight to end poverty. We combine innovative youth programming with strategic system-level advocacy initiatives in order to build resilient youth who can become catalysts of positive social change.

I would like to thank Chairman Vann and the members of the Community Development Committee for the opportunity to testify today, and I commend them for their efforts to address the problem of entrenched poverty in our city.

Each year, RAP's youth programs connect hundreds of low-income youth from the city's most vulnerable communities to the educational, economic, medical, and emotional resources they need to make a healthy transition into adulthood and out of poverty. We also impact thousands more children and young people through our system-level outreach, research, and advocacy, as well as through our capacity building work with policy makers, CBOs, child care providers, youth service providers, educators, and health care providers throughout the State.

My testimony today will express our support for Int No. 1148, and will highlight some areas for future consideration, particularly concerning the implications of the proposed legislation on children and youth. Specifically, I will highlight three specific issues:

- (1) The strengths of the legislation's approach to defining its targets, outcomes and process;
- (2) The importance of ensuring diverse representation among individuals appointed to the Community Development Zone Governance Board; and
- (3) The importance of facilitating ongoing, meaningful community engagement throughout the designation, assessment and action planning process.

THE PROPOSED LEGISLATION HAS NUMEROUS STRENGTHS

The Legislation's Explicit Emphasis On Addressing Entrenched, Intergenerational Poverty Is Laudable And Exciting. Too often, anti-poverty strategies target the communities and/or populations that are easiest to engage, and for which outcomes are most apparent in the shortest time possible. We are pleased that this legislation would take on the challenge of tackling the hardest communities and populations to reach and engage - *i.e.*, those living in areas of concentrated poverty that have remained stubbornly unaffected by the city's increasing economic recovery. We also applaud the acknowledgment of the fact that attempting to break cycles of intergenerational poverty takes time. This implied willingness to forgo short-term outcomes in a effort to realize long-term, lasting changes, is a real strength.

The Legislation Does A Solid Job - Both Explicitly And Implicitly - Of Considering And Responding To The Needs Of Children And Youth. Throughout my testimony, I will emphasize the implications of this legislation for children and youth. At RAP we believe that any conversation about ending intergenerational poverty must have the needs of children and

youth at its core. While it may sound trite to say that “children are our future,” it is a proven fact that investing in the physical, educational and emotional development of children yields both a human capital and economic return on investment that far surpasses the upfront cost.¹ Thus, any legislation that purports to have as its focus, an end to structural and intergenerational poverty, must include an investment in systems and community structures that support and strengthen children and youth.

The Legislation’s Geographical Focus And Its Emphasis On Addressing Communities Of Entrenched, Concentrated Poverty Is One Of Its Greatest Strengths. The impact of poverty can only truly be understood within the context of place. Where individuals live, where they go to school, where they shop for food, how they travel between places, and what they see as they are traveling all have a direct and critical impact on their experience of poverty. For this reason, directly addressing the complex interactions between poverty and place is one of the most impactful anti-poverty strategies.

The impact of poverty is particularly strong in communities of concentrated poverty (defined as the clustering of poor populations into very poor communities). Research shows that the effects of poverty begin to become amplified as poverty rates in a community rise above 20%.² That is, as more and more people cluster into a single community, the interaction of poverty and place becomes more intense and more harmful.

It is well documented that concentrated poverty places additional burdens on the individuals that live in these communities beyond what their individual circumstances might dictate.³ Areas of concentrated poverty create an economic and social isolation even in places as tightly packed as New York City, cutting off individuals’ access to resources that could help them move out of poverty.⁴

This is particularly true for children and young people. Children and young people growing up in poverty face multiple challenges, including substandard housing, food insecurity, lack of access to health care, unsafe neighborhoods, and under-resourced schools. These challenges - frequently referred to as “risk factors” - adversely impact their educational, emotional and physical development. What is important to remember about the impact of concentrated on children and youth is that exposure to multiple has a cumulative effect, and that it is amplified when the child is living in the isolation of concentrated poverty.

¹ For example, research into the economic impact of high-quality early education programs suggests a return on investment of \$8 for every \$1 invested. See, e.g., “New Research: Early Education as Economic Investment,” Stephanie Clothier and Julie Poppe, *National Conference of State Legislatures* (2013)

² Galster, G.C. (2012). The mechanism(s) of neighborhood effects: Theory, evidence, and policy implications. In M. van Ham, D. Manley, N. Bailey, L. Simpson & D. Maclennan (Eds.), *Neighbourhood Effects Research: New Perspectives*. Dordrecht, The Netherlands: Springer. 23-56.

³ “The Enduring Challenge of Concentrated Poverty In America: Case Studies from Communities Across the U.S.”, David Erickson, et al.; *The Federal Reserve, Office of Community Affairs, and the Brookings Institution, Metropolitan Policy Program* (2008); William Julius Wilson, demonstrating the ways in which neighborhood poverty is a proxy for a wider set of conditions that reflected and reinforced disadvantage.

⁴ Concentrated poverty remains a real problem for children and youth in NYC, despite a decline in concentrated poverty in the past decade. Overall, one in every ten children in New York City lives in an area of concentrated poverty, where the poverty rate exceeds 40 percent. See, “*Concentrated Poverty In New York City*,” Citizens Committee for Children, April 2012, p. 1

As the Governance Board works to identify its target communities, an explicit consideration of rates of concentrated poverty will help provide more strategic and nuanced insight into the communities most in need. For example, the poverty rates of the Mott Haven/ Hunts Point area of the Bronx (BxCDs 1 & 2) and Brownsville in Brooklyn (BkCD 16) are almost identical (41% and 40% respectively). Yet there is a 20% difference in their rates of concentrated poverty: Mott Haven and Hunts Point share a concentrated poverty rate of 74% while Brownsville's concentrated poverty is 54 percent. The difference in their respective shares of *children living in concentrated poverty* is even more stark: 69% in Mott Haven/ Hunts Point versus 43% in Brownsville.⁵

The Legislation Proposes To Address A Number Of Human Service Needs That Are At The Core Of Healthy Child And Youth Development And Resilience. Just as a combination of risk factors negatively impacts the development of children and youth living in poverty, the right combination of resources, supports and opportunities can counteract this negative impact, improving their odds tremendously in both the short and long-term. Luckily, social science research has created a clear roadmap for policy makers interested in leveraging the resources and supports - often collectively referred to as "protective factors" - that are essential to all children's ultimate success.⁶ I will highlight two of the four essential "protective factors" in this testimony, both of which are identified as human service needs in the legislation.

The legislation recognizes education as a powerful anti-poverty tool. Without solid literacy, numeracy and critical thinking skills, young people are almost guaranteed to spend their lives struggling with low pay and poverty. A solid education is one of the effective strategies for ensuring a meaningful and enduring connection to the workforce as an adult - if its anti-poverty potential is effectively leveraged.

The legislation identifies improving access to quality early education and child care, and supporting parent engagement in schools as two of the human service needs that it will aim to impact. Both of these human service needs play important roles in laying a foundation for a solid educational foundation.

- Child care is well-recognized as a critical work support for low-income working families. Equally as documented, is the role that quality child care plays in helping low-income children become ready for school. Studies show that without access to quality early educational opportunities - such as those provided by high quality regulated child care - low-income children often enter school behind their peers and have difficulty catching up.⁷

⁵ "Concentrated Poverty In New York City," Citizens Committee for Children, April 2012, p. 1

⁶ These include: Receiving stable emotional support from a caring adult, Having ones basic food and shelter needs met, Receiving a sound education, and Having exposure to opportunities for broader community engagement. For more information about the relationship between protective factors and children/ youth in poverty, see "A Risk and Resilience Framework for Child, Youth and Family Policy," Social Policy for Children and Families, ed. J. Jenson and M. Fraser, SAGE Publications (2011)

⁷ "Early Childhood Development and Social Mobility," W. Steven Barnett and Clive R. Belfield, *Future of Children*, Vol. 16 (No.2), Fall 2006

Conversely, research has demonstrated the power of quality early education and child care to level the playing field between low-income children and their wealthier peers.⁸

- Parent engagement is also highly correlated with educational success. Studies over the past decade have found that, regardless of family income or background, students with involved parents are more likely to earn higher grades and test scores, attend school regularly, demonstrate better school behavior and social skills, experience higher graduation rates, and engage in post-secondary education at higher rates.⁹

The legislation also recognizes health as an essential part of an effective anti-poverty strategy. A second core protective factor identified by social scientists concerns ensuring that children's and adolescents' basic health needs are met. Any comprehensive strategy to reduce poverty and improve the well-being of children and young people living in areas of concentrated poverty must address the physical, mental and sexual health of the children and youth growing up in these communities. Children and youth in low-income communities experience more health challenges than their peers in wealthier communities. These challenges show up in the form of poor health and premature death, personal financial hardship related to poor health, and lost opportunities for productive public investments that could improve their future prospects and the economic prospects of the city.¹⁰

This important goal is addressed through the legislation's emphasis on increased health awareness as one of its core human service aims. Two of the most pervasive health challenges among children and youth living in communities of concentrated poverty are childhood obesity and adolescent parenthood. Both of these challenges are particularly responsive to awareness-raising strategies.

- Childhood obesity is a growing problem in New York, and one that is not evenly distributed throughout the city. Recent New York data examining the prevalence of obesity among public school children in 2011 suggests that rates of obesity are much higher in low-income communities than in higher income communities.¹¹ While we have always understood the connection between obesity in childhood and the risk of suffering the health complications of obesity (e.g., heart-disease, type-2 diabetes, and early death), studies are beginning to find

⁸ For example, low-income children who enroll in high quality child care demonstrate greater thinking and attention skills, perform better on vocabulary, math, and cognitive tests, are less likely to be held back a grade, are less likely to be arrested as young people, and are more likely to attend college than their peers who did not enroll in such programs. See, "Supporting Growth and Development of Babies In Child Care: What Does The Research Say," Anne Goldstein, Katie Hamm, and Rachel Schumacher, *Center for Law and Social Policy, Zero to Three Policy Center*, June 7, 2007

⁹ "Does Capital at Home Matter More than Capital at School?: Social Capital Effects on Academic Achievement," Dr. Toby Parcel, Dr. Mikaela Dufur, and Kelly Troutman, *Research in Social Stratification and Mobility* (2012); See also, "Parent Involvement," National Middle School Association, (2006); "A New Wave of Evidence: The Impact of School, Family, and Community Connections on Student Achievement," A. T. Henderson & K. L. Mapp. (Southwest Educational Development Laboratory, 2002)

¹⁰ "A Health Plan to Reduce Poverty," Alan Weil, *The Future of Children*, Vol.17 (No.2) Fall 2007, pg. 98

¹¹ The obesity rate for elementary and middle school-aged children (ages 5 - 14) in the lowest poverty communities was 16.6%, compared to a rate of 23.7% in the highest poverty schools. See "Obesity in K-8 Students - New York City, 2006-07 to 2010-11 School Years," *Morbidity and Mortality Weekly Report*, Centers for Disease Control and Prevention, Vol.16 (No.49), December 16, 2011, pg. 4

that obese children are already suffering from these complications.¹² This reality has important economic implications, both for the impacted individuals and for the economic health of the city. The public health cost of addressing the health complications of two generations of obese individuals is astronomical - and growing. As an example, about 15 years ago, spending on overweight and obesity accounted for almost 10% of the total annual US medical spending. That was before the increases in childhood obesity.¹³

- Teen parenthood is also a major problem that disproportionately impacts low-income communities. According to the most recent NYC Vital Statistics, teen girls in New York's poorest community (Mott Haven) give birth at a rate twice the citywide average. Teen parenthood has a negative economic impact on both teen mothers and fathers: as many as 70 percent of teens who become mothers drop out of high school, and approximately 38% of young fathers do not earn a high school diploma or GED by the time they turned 22 years old, compared to 21% of all men in that age cohort.¹⁴ The lack of the high school diploma has a real economic impact, translating into an estimated loss of approximately \$10,000 in earnings annually (compared to the mean earnings of an individual with a high school diploma).¹⁵ Teen parenthood also has significant public sector costs as well. For example, in 2008, NY taxpayer costs associated teen parenthood included: \$176 million for Medicaid and CHIP; \$211 million for child welfare; and \$150 million for increased rates of incarceration.

The good news about both of these health issues is that the strategy of raising awareness identified in the legislation is also one of the public health interventions that has proven most effective at reducing these outcomes. Such campaigns have been shown to decrease unsafe teen sexual activity significantly, as well as to positively influence nutrition choices by parents and school leaders.¹⁶

RECOMMENDATIONS:

- As part of the effort to increase health awareness, pay particular attention to the issues of adolescent sexual health awareness, and awareness of the causes and costs of childhood obesity.
- We encourage a deliberate focus on areas of concentrated poverty. Doing so will not only have a ripple effect on economic prospects of these communities and the city in general, it will also help lay the foundation for generation change.

¹² "Targeting Interventions for Ethnic Minority and Low-Income Populations," S. Kumanyika and S. Grier, *The Future of Children*, Vol.16 (No.1), Spring 2006, pg. 191

¹³ "The Consequences of Childhood Overweight and Obesity," Stephen Daniels, *The Future of Children*, Vol.16 (No.1), Spring 2006, pg. 191

¹⁴ New York City Comptroller William C. Thompson, *Undercounted and Underserved: New York City's 20,000 School-Aged Young Mothers*, June 19, 2003 at 1-2.; Timothy M. Smeeding, Irwin Garfinkel, and Ronald Minsy, Eds., "Young Disadvantaged Men: Fathers, Families, Poverty, and Policy," *Annals of the American Academy of Political and Social Sciences*, Vol. 635 (May 2011)

¹⁵ Table 232. Mean Earnings by Highest Degree Earned: 2009, US Census Bureau, *Statistical Abstract of the United States: 2012*

¹⁶ See, e.g., "Youth Development: Strengthening Prevention Strategies," Susan Pagliaro and Kent Kindera, *Advocates for Youth*, 2001; See also, e.g., *Promoting Healthy Communities and Reducing Childhood Obesity: Legislative Options*, National Conference of State Legislatures, March 2009, pg. 6

THE EFFECTIVENESS OF THE LEGISLATION WILL DEPEND ON ENSURING DIVERSE REPRESENTATION ON THE GOVERNANCE BOARD

We are happy to see that the legislation plans to include four “representatives of the poor” among the appointed Governance Board members. However, the devil is in the details. I will highlight a few areas of consideration that we believe are critical to the effective implementation of this legislation.

Appoint Youth Members To The Governance Board. We believe that it will be important to include at least one appointed Governance Board member that is a young person. First, young people bring an important - and too often excluded - perspective on the nature of community challenges. They can also be powerful and insightful partners in crafting effective solutions to the problems in their communities, bringing resources and a fresh eye to entrenched problems. Second, as a youth leadership organization, RAP has worked with hundreds of young people and have seen them bring a sophisticated intellect to public and civic debate, as well as a truly strategic approach to thinking through real community challenges. This sophistication has been recognized by Councilwoman Gale Brewer and many other legislators, as part of their support for including young people on Community Boards.

Ensure Authentic Representatives Of The Poor. More globally, we also believe that it will be important to ensure that not all of these “representatives” are individuals with a purely professional relationship to low-income communities. While such perspective is valid, we urge the development of a selection framework, or set of criteria, that ensures that some of the individuals on the Board are experiencing, or have experienced, poverty first hand. This will help ensure that the needs identified, the outcomes contemplated, and the strategies crafted, are truly reflective of the priorities of the individuals in the target communities. A failure to ensure this could translate into under-engagement once programs are introduced, and a lack of engagement by community leaders on the ground.

Clarify The Appointment Process. We are interested in how the appointed members, particularly those representing the poor, will become known to the Mayor and/or Speaker of the City Council. Specifically, what will be the eligibility criteria for appointment? What will be the identification and appointment process? We encourage members of the Board to partner with trusted community based organizations (CBOS), particularly in those target Community Districts identified through the needs assessment to identify potential appointees.

RECOMMENDATIONS:

- Work with the Governance Board representatives from the DOE, DYCD and ACS to identify and select an appropriate youth member.
- Articulate a selection framework, or set of criteria, that ensures that some of the individuals on the Board are experiencing, or have experienced, poverty first hand.

FACILITATE ONGOING, MEANINGFUL COMMUNITY ENGAGEMENT

We are also excited to see that the legislation integrates public engagement throughout the needs assessment and action planning process. People trust and utilize services that are truly

responsive to their needs. The best way to ensure that this is to give as many individuals as possible an opportunity to participate in the development of the needs assessment and action plan. I will highlight two issues to consider in thinking through implementation.

The first issue to consider is the limits of public hearings as a public engagement strategy. First, public hearings, while effective as a means for hearing from individuals outside of the formal process, do not ensure diverse, broad, or equal access to the process. For example, individuals with disabilities, young people who attend school, parents who cannot find or afford child care during the day, and individuals who work during the day are frequently not able to attend these hearings. Although they can submit written testimony, we encourage the use of technology such as permitting testimony through Skype, and the use of mobile phones to submit questions and comments via text, to make the process of engagement easier and more accessible.

A second issue to consider is the public engagement timeline. Thirty days is not a particularly long time within which to consider and integrate public comments, insights and concerns into either the needs assessment or the action plan. One way to address this is to supplement these strategies with front-end engagement mechanisms that ensure large-scale access to the process input and ensure a diversity of access to the process. The Board could easily leverage the community connections and expertise of CBOs to conduct community-wide surveys and targeted focus groups throughout the development of the needs statement and action plan.

RECOMMENDATION:

- Explore the use of technology and community-based engagement strategies to ensure diverse and meaningful engagement throughout the needs assessment and action planning process.

CONCLUSION

The Resilience Advocacy Project thanks you again for holding this hearing, and for the opportunity to testify. We welcome and look forward to working with you to ensure effective implementation of this exciting and important legislation.



REJUVENATE 展新活力 RECONNECT 建新關係 REINVENT 嶄新形象

Wednesday 9/25/2013

Re NYC Council intro 1148-2013

Good morning, distinguished council members,

My name is Wellington Chen and I am the Executive Director of the Chinatown Partnership Local Development Corporation (LDC). I am here today to speak briefly regarding intro 1148-2013. First, let me commend the committee for taking on this challenging issue and I am pleased to see that more council members have signed on since its introduction last month.

The Council is correct in identifying that historically there are neighborhoods with high concentration of poverty, joblessness, low educational attainment and poor health attributes resulting in less-than-desirable social and economic conditions. Furthermore, these consequences create further dependencies on public assistance programs, increased instabilities, decreased in business revenue generation and decreased in consumer spending and low purchasing power.

In many ways, Chinatown and its BID (Business Improvement District) service area share in many of the same characteristics. It is one of the many reasons why the Chinatown Partnership and BID were created Post 9/11 after many years (and decades) of travail and struggles. It has been said that 67.5% of our area adult population do NOT have a high school diploma or GED equivalency. Compare that to Lower Manhattan where 50% have post graduate degree attainment.

Since the launch of the BID clean streets campaign late last year, it has also become quite apparent that without public health, or educational campaign to raise awareness, and a true Public/Private partnership much of our efforts will just keep repeating in a perpetual cycle.

To the degree that many of the aspirations of the Partnership and BID are similar to that of the Community Development Zones and since there are many areas of potential overlaps we would like the Committee to consider, to the degree possible, wherever there are local LDC and BIDs that they be included (or at least consulted) as these are valuable community assets and resources that should be engaged. In addition, we believe other government agencies should be included as well. They may not seem relevant and apparent at the moment but we encourage the committee to broaden its considerations. Thank you for listening and we look forward in continuing this dialogue. Have a good hearing! *(see NPR Well-being Zones for San Diego)

Good morning, Chairman Vann and the City Council Committee on Community Development.

My name is Adaline Walker-Santiago. I am a Bedford Park resident, a proud supporter of the Neighborhood Advisory Board and a Bronx Community Board member.

I am here today, solely representing myself, to personally support Intro. #1148, which includes Community Board 7 as a Community Development Zone. I believe that this legislation would benefit my community by requiring city agencies to directly address the specific needs of my community.

For years my neighbors and I have been looking for ways to improve the social and economic realities of our community. The Bronx High School of Science, one of the top high schools in the country is in my neighborhood. Yet the number of kids from my community that go to this great school are staggeringly low. My community, like so many others, continues to deal with the stigma of being a depressed area.

From housing assistance to child care services, individual communities needs vary greatly. For city agencies to have direct involvement in community planning to promote economic development and increase financial independence for residents is a strategy for success.

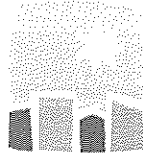
For my community these needs include creating programs to help students get into Specialized High Schools and great colleges. Our needs also include encouraging businesses to come to the community. My neighbors and I have dreamed of more diversified food options and seeing restaurants like the Olive Garden come to Board 7. I hope Intro # 1148 will allow us to work with the city to encourage banks to open up in Bedford Park instead of more Check Cashing places.

My community would greatly benefit from this bill. Thank you for allowing me to address you today.

Very truly yours,

Adaline Walker-Santiago

Bronx Resident



Harlem Children's
Z O N E

**Testimony from Anne Williams-Isom, Chief Operating Officer, Harlem Children's Zone®
September 25, 2013**

Good Morning Chairman Vann and Members of the Community Development Committee. Thank you for holding this hearing to discuss Community Development Zones. We appreciate the opportunity to speak with this Committee as this proposal would support the approach of the Harlem Children's Zone (HCZ) in our mission to break the cycle of intergenerational poverty.

I am Anne Williams-Isom, Chief Operating Officer at HCZ where I am responsible for the coordination and integration of all of our programs and schools. Before starting at HCZ, I spent 13 years at the New York City Administration for Children's Services (ACS) as Deputy Commissioner for Community and Government Affairs. My comments today reflect the need I have seen from the vantage point of both institutions about the need for coordination and integration of services for children and families living in under-resourced neighborhoods. I will first discuss the work of HCZ and how we coordinate and integrate services in Central Harlem and then I will reflect on my time at ACS, although I must underscore that I am not speaking as a representative of ACS.

The Children's Zone®

Central Harlem, and communities like it, is a community deeply impacted by poverty and corresponding social ills, including failing schools, inadequate health care, domestic violence, child abuse, and foster care placement. Typically, the children who come from challenging environments such as this and are successful are celebrated for *beating* the odds. Our approach aims to focus on an entire neighborhood and *transform* the odds for all children living in that community.

HCZ has created a new paradigm for combating poverty that addresses the need for strong families, effective schools and programs for children within a safe, thriving neighborhood. The HCZ Project ® is a comprehensive place-based strategy with the goal of working with all children who reside in our Children's Zone from birth through college graduation, whether they attend our public charter schools or traditional public schools. HCZ has one basic mission: to get our children into and through college. We have the same standards for children who attend traditional public schools as we do for those who have enrolled in our Promise Academy charter schools. In fact, this school year we were thrilled to have more than 840 of our students in college who went to our Promise Academy Charter School or traditional public high schools and participated in HCZ afterschool programs.

The History of our Work

In 1990, when Geoffrey Canada became President/CEO of Harlem Children's Zone, Inc. (known then as Rheedlen Centers for Children and Families), the organization had been serving disadvantaged children and families throughout Upper Manhattan since 1970. By many counts, our mix of after-school and social service

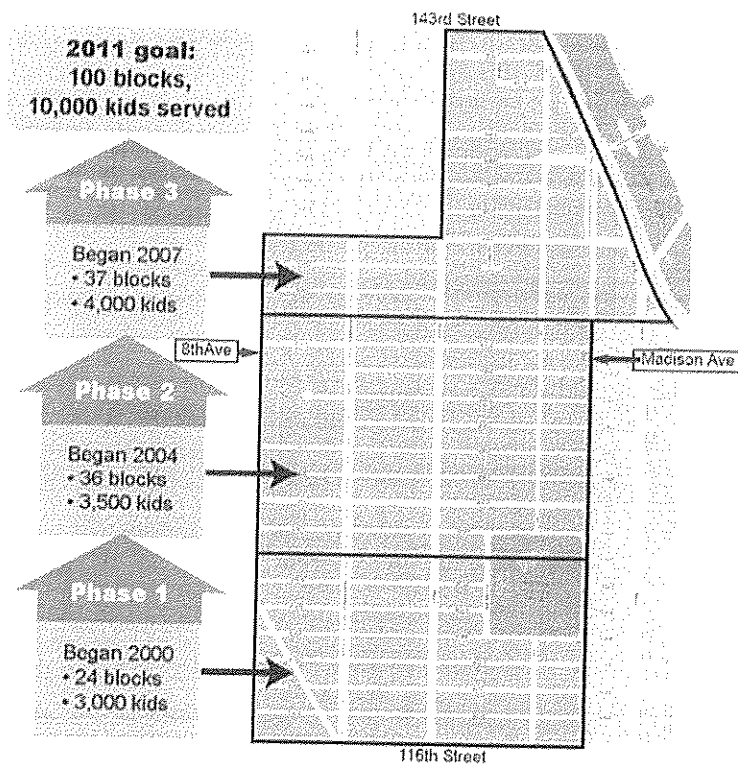
programs did an excellent job with the children and families we reached. However, after a few years as leader, Canada took a step back and looked at the larger picture of the outcomes that we wanted to achieve, namely large scale changes in outcomes for an entire community of children. He realized that our single-issue, smaller scale efforts worked for a number of young people, but did not create transformational change for the entire neighborhood. We needed a new approach, so we developed the HCZ Project.

The HCZ Project

Today, the HCZ Project combines community building with best-practice programs for children from birth through college in a 97-block neighborhood of Central Harlem. The map below shows the boundaries of the HCZ Project. Through a 3-phase, multi-year growth plan that began in 2000, we expanded to 97 blocks.

In FY13, the HCZ Project alone served 18,733 clients including 10,764 youth and 7,969 adults. Combined with our Beacon Centers and Foster Care Preventive programs, we served 24,752 clients including 12,316 youth and 12,436 adults).

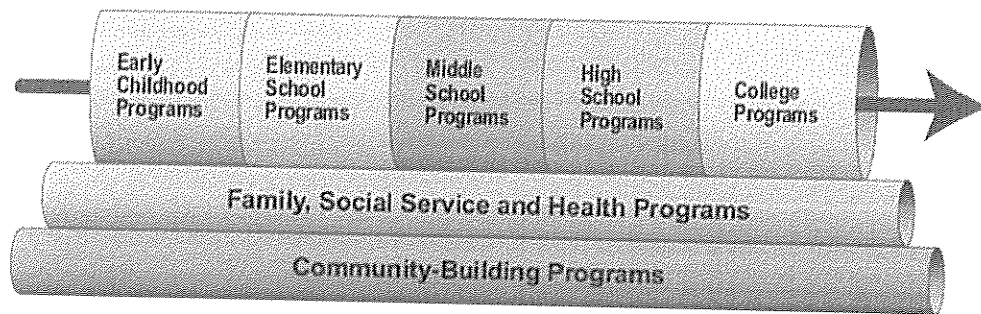
Map: HCZ Project's Three Phases of Growth in Central Harlem



The HCZ Project model has five key principles. Our theory of change requires the coordinated application of *all* of the following principles:

1. **Scale.** Select a specific neighborhood. Blanketing an entire community works to: A) transform the physical and social environment that impact a child's development; and B) reach thousands of children at a scale required to change the chances for the entire community instead of just a few kids in the community.

2. **Build community** among residents, institutions and stakeholders. This includes schools, faith-based institutions, tenant and block associations, cultural organizations and corporations, all of whom must come together to rebuild the fabric of the community to be a supportive place for children.
3. Create an **HCZ Pipeline** of accessible, linked, best practice programs and schools for children and young adults from 0-23 years old, starting when parents are pregnant and finishing when the children graduate from college. Envelop the Pipeline with additional programs that support families and the larger community.



4. **Evaluate** program outcomes and create a feedback loop that cycles data back to program management for use to improve and refine program offerings. Importantly, having evaluation in-house builds organizational capacity by keeping the intellectual capital within HCZ staff instead of with an outside entity.
5. Cultivate a **culture of success** rooted in passion, accountability, leadership, and teamwork.

HCZ's best practice continuum, or HCZ Pipeline, provides children and families with a seamless system of free, coordinated, best-practice programs at every developmental age of a child. We provide direct services that meet the needs of children at each stage of their lives including infancy to college. While academic excellence is a key outcome, schools are only one part of the mechanisms through which it is achieved. Others include the nurturance of family stability, youth development strategies, access to improved health including fitness and nutrition, engaged and involved adults and community stakeholders, and a quality education for children all within the 97-block zone.

Each of the programs has been developed using evidence of what works for poor children and their parents. All HCZ programs, when looked at individually, are effective. However, the whole is greater than the sum of its parts. The greater impact is achieved when you look at the programs together: the synergies that exist allow children and their parents to easily move between programs depending on their needs at the time, and the cumulative effect of multiple programs helps children reach their maximum potential. The HCZ Pipeline programs consistently produce outcomes that meet or exceed national, state, and city averages.

Coordination and Integration of Services at HCZ

There is a great deal more that I could say about the HCZ project, but I would direct anyone interested in more detail to last year's testimony from my colleagues or to our website, www.hcz.org. Today, I want to focus on this key idea of coordination and integration of our Pipeline of services. We spend a tremendous

amount of time as senior management helping our program staff coordinate so that families experience a seamless set of services and children move fluidly from one program to the next. To give you a few examples: 1) when our pre-kindergarten students are transitioning into kindergarten, our early childhood staff and kindergarten teachers review a case file (with parental consent) including academic, social and health information about each child so that kindergarten teachers do not need to spend 6 months getting up to speed on each child; 2) our social workers have offices inside of our Promise Academy Charter Schools so that they can be immediately respond as concerns arise; and 3) our asthma partners at A.I.R. Harlem and our school and program staff share a database to track referrals and communicate around the status of a family's engagement (with parental consent).

All families appreciate a more seamless set of services but for our most vulnerable families, this approach is most critical. It reduces the amount of stress and work that they need to do to access all of the programs that can assist them and on our end, it reduces duplication of effort and enables us to provide a better service overall. For example, if a family is in crisis and is served by multiple HCZ programs, one of my senior managers or I can pull together the team of people from different programs who know that family and get a deeper picture of what's happening. Perhaps the social work team knows the Mom well while the pre-K staff knows the 4 year old and the elementary after-school program staff is familiar with the 3rd grader. With background from all of the staff together, we can better assess the level of crisis and the supports they have and from there, create a plan to best serve the family.

While our goal is to make it seamless and easy for families to move among our programs, it requires careful measures from staff at all levels of our organization and in with our external partners as well. HCZ has honed this strategy since its inception in 1970 when founder Richard Murphy placed social workers in the schools.

Today, we have 5 senior managers who report to me and each of them is responsible for a different part of our Pipeline. A significant portion of their job is program integration. For example the Senior Manager for Early Childhood Programs, Marilyn Joseph, coordinates programs including The Baby College®, which is a parent education program; Get Ready For Pre-K; our four center-based pre-Kindergarten and Head Start programs; and others.

ACS' Transition to Neighborhood Services

HCZ's model aligned well with the approach taken during the tenure of Commissioner Scoppetta at ACS when we transitioned from a centralized bureaucracy to neighborhood-based strategy. This included redesigning borough offices to focus on certain Community Districts so that child protective workers would be familiar with the neighborhood and local organizations would get to know the workers. We worked with contract agencies that were assigned to particular Community Districts for the first time and were charge with recruiting foster families from the neighborhoods.

We created Community Partnerships in 11 communities whose goals were to: 1) recruit foster families; 2) have community space for visiting for children in foster care; 3) connect families to child care and Head Start in the community; and 4) have communities and community groups participate in family case conferencing. Many of the families who come to the attention of ACS also touch many different agency systems (DOE, NYCHA, HRA) and we found that the more stakeholders that we could bring to the table the better able we were to provide services to families. Organizing the agency's work by community required us to invest time and effort to realign our efforts but the families reaped the dividends.

Support for Community Development Zones

Whether wearing my community-based organization hat or my city agency hat, I have seen the benefits of coordination at the neighborhood level for families. So on behalf of HCZ, I offer our support for Int. No. 1148 and Community Development Zones. It makes great sense to us that communities in the city that are the most disadvantaged receive the greatest level of coordination and support from our NYC agencies. As the proposed legislation requires, the process should start with a needs assessment so that the action plan is driven by data. In some cases, I imagine agencies will be able to realign or repurpose existing programs or funds to better serve our most under-resourced communities while in other cases, it might reveal a need for additional funds or a new program or approach. In any case, we applaud the goal to focus action plans on the neighborhoods where we have families who need us the most. If HCZ can be of assistance in this process, please let us know. We will be glad to help.

Thank you very much for the opportunity to discuss these issues with the Community Development Committee.

¹The HCZ Project is one part of the work at HCZ, Inc. We also run two Beacon Centers funded in part by Department of Youth and Community Development and five preventive foster care programs funded in part by the Administration for Children's Services.



**Testimony of Joel Berg, Executive Director,
New York City Coalition Against Hunger
Before the New City Council Committee on Community Development
Regarding Int. No 1148 on Community Development Zones
September 25, 2013**

Introduction

Good morning, I'm Joel Berg, Executive Director of the New York City Coalition Against Hunger. My testimony today is on behalf of the more than 1,100 soup kitchens and food pantries in New York City, and the more than 1.4 million New York City residents who, even before Sandy hit, lived in homes that couldn't afford sufficient food. I thank Chairman Vann not only for holding this hearing and introducing this bill, but also for his lifetime of public service fighting to reduce poverty and inequality and boost opportunity.

We support Int. No 1148 and suggest some improvements to it, but we also hope that the next mayor and council will work together to take much broader steps to address poverty, hunger, and inequality.

Background: New York City's Structurally Broken Economy, Soaring Poverty, and Unconscionable Inequality Result in Significant Food Insecurity

While the poverty rate in the U.S. stayed essentially flat at a very high plateau in the U.S. over 2011 and 2012, poverty increased by five percent in New York City, according to recently released data from the U.S. Census Bureau American Community Survey. One in five New Yorkers now live below the federal poverty line – \$19,090 for a family of three – equaling 1.7 million impoverished residents, a number greater than the entire population of the city of Philadelphia.

Yet, according to *Forbes*, over the last two years, the collective net worth of the city's 53 wealthiest billionaires rose from \$210 billion to \$277 billion – a 31 percent jump. In contrast, the municipal budget for the entire City of New York (which pays for City parks, roads, schools, firefighters, police, health protections, social services, etc.) is now \$70 billion, meaning that the 53 wealthiest New Yorkers now have four times the money of the entire City budget.

Median household annual income in the City is now \$50,895 and a person working full-time at the current minimum wage in New York of \$7.25 per hour would earn \$15,080. That means that the 53 wealthiest New York City billionaires now have as much money as five million average families and 17 million minimum wage workers.

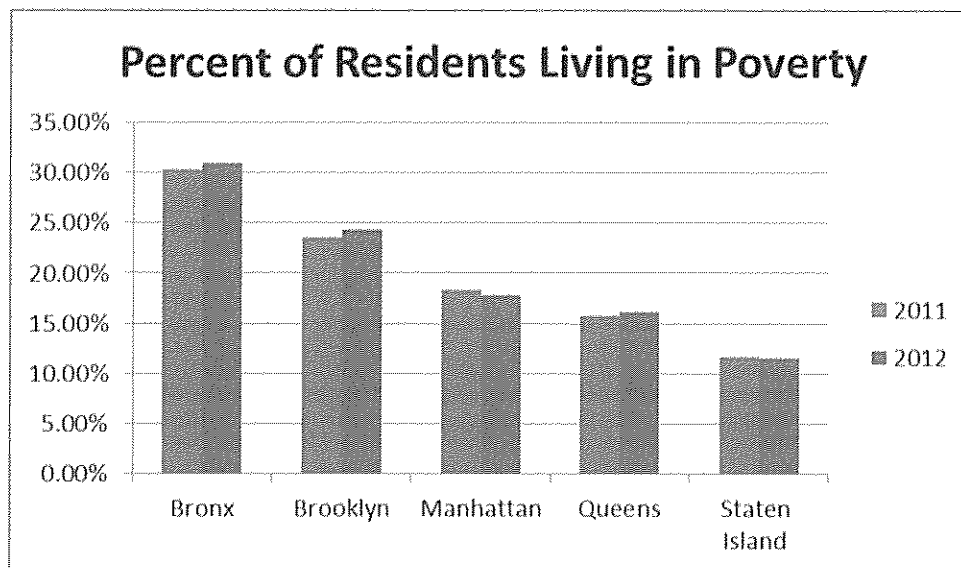
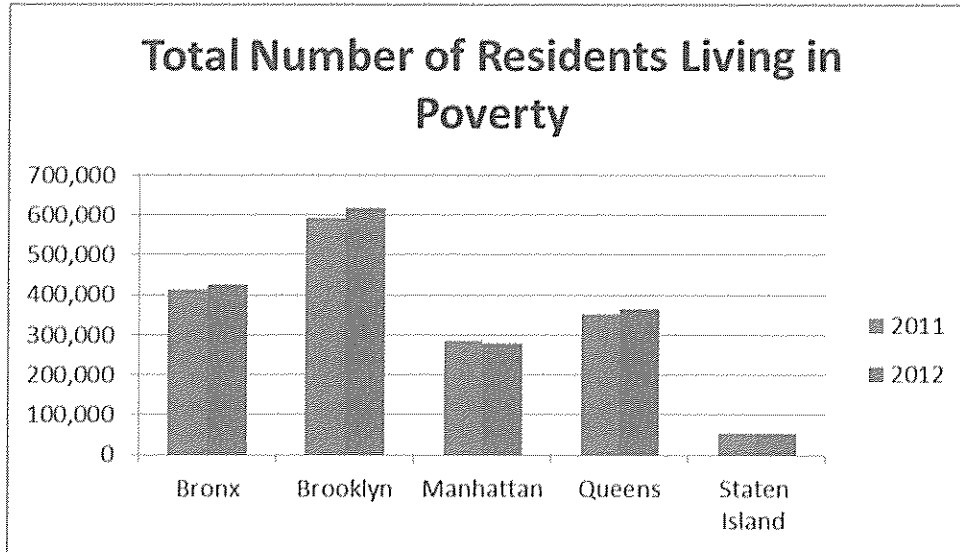
This new data provides proof positive that New York City is indeed extraordinarily divided by income and that we do have two entirely different cities co-existing side-by-side. When a few dozen billionaires have more money than five million average New York families, it is clear that our economy is no longer the engine of opportunity that previously enabled so many New Yorkers – including my grandparents – to advance through hard work and determination.

The very trends that are increasing poverty – flat wages, high rates of unemployment and underemployment, and sky-high rents – are the same ones that are eviscerating the middle class. These trends can only be reversed by an entirely new set of federal, state, and city policies.

The Gini Index of inequality is now .538 for all of New York City and .596 for the borough of Manhattan, compared to .483 in El Salvador, .475 nationwide in the U.S., .472 in Mexico, and .364 in Sri Lanka. The higher the Gini Index, the greater the inequality, meaning the city's inequality continues to be greater than that of the developing world nations like Mexico and Sri Lanka. The Big Apple is now the inequality capitol of the world and the poster case for the vanishing middle class. While we should always be proud that we lead the world in culture, finance, and fashion, we should be ashamed that we outrank developing nations in inequality.

As the charts below demonstrate, over the last two years, the number and/or the percentage of people in poverty rose in three of the five boroughs. Bronx has a poverty rate of 31.3 percent, and a child poverty rate of 44.5 percent, meaning almost one third of residents in the Bronx are poor and almost half of all children in the Bronx live in poverty. While Bronx County still has the highest poverty rate and child poverty rate out of any urban county in the U.S, the poverty hike in Queens – formerly a bedrock middle class borough – is staggering. This new data proves yet again that soaring poverty and a disappearing middle class are truly a city-wide problems that require citywide solutions.

The term “deep poverty” refers to households earning less than half the poverty rate, or below, equaling less than \$9,545 annually for a family of three. While other cities (including Philadelphia) have a somewhat higher percentage of people in deep poverty than New York City, the Big Apple has, by far, the largest raw number – 764,294 or 201 times the capacity of the Metropolitan Opera House.



If a full-time worker supported one or more children on a salary at the current minimum wage in New York, the family would live below the poverty line. The state's minimum wage rate is scheduled to rise to \$9 per hour by 2016, but if a single parent with two children earned that much, the family would still be below the poverty line.

The New York City Coalition Against Hunger deeply supports the ideal of "opportunity capitalism," in which people who work hard and play by the rules are able to advance economically, generate wealth for the economy as a whole, and build a better life for their children and grandchildren. However, we are worried that the economy is increasingly being governed by "crony capitalism," in which personal wealth is generated largely

through insider dealing and extra tax cuts which harm the economy as a whole, while cutting off avenues of opportunity for the middle class and those striving to enter the middle class. When so many citizens are too poor to afford the basic goods and services produced by the private sector, the economy is dragged down as a whole. Thus, reducing poverty and hunger is a prerequisite for re-building the middle class and restoring America's economic competitiveness.

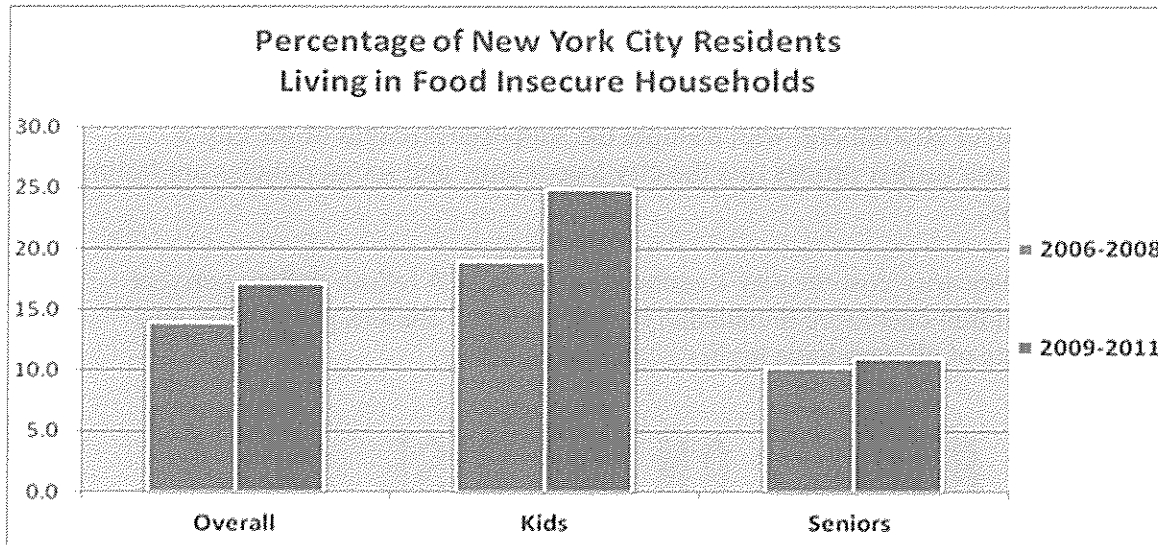
The city's official unemployment rate was 8.6 percent in August of 2013, much higher than the State rate of 7.6 percent and national rate of 7.3 percent. Bronx County has, by far, the state's highest unemployment rate at 11.9 percent.

But, high as the local unemployment rate is, it doesn't even account for the large number of New Yorkers who have stopped looking for work. A more comprehensive way to consider the true level of unemployment in the city is to consider the labor force participation rate, which measures the number of people who are actually employed. The labor force participation rate was 59.1 percent citywide and 51.3 percent in the Bronx, which means that, of people 16 years and older, about 40 percent citywide and 50 percent in the Bronx were not in the civilian labor force at all. Even accounting for the reality that some of those not working are full-time students, full-time parents, people who are too disabled to work, and people who are retired, the numbers still demonstrate that the actual number of people who want to work in the city, but can't find jobs, dwarfs the official unemployment rate.

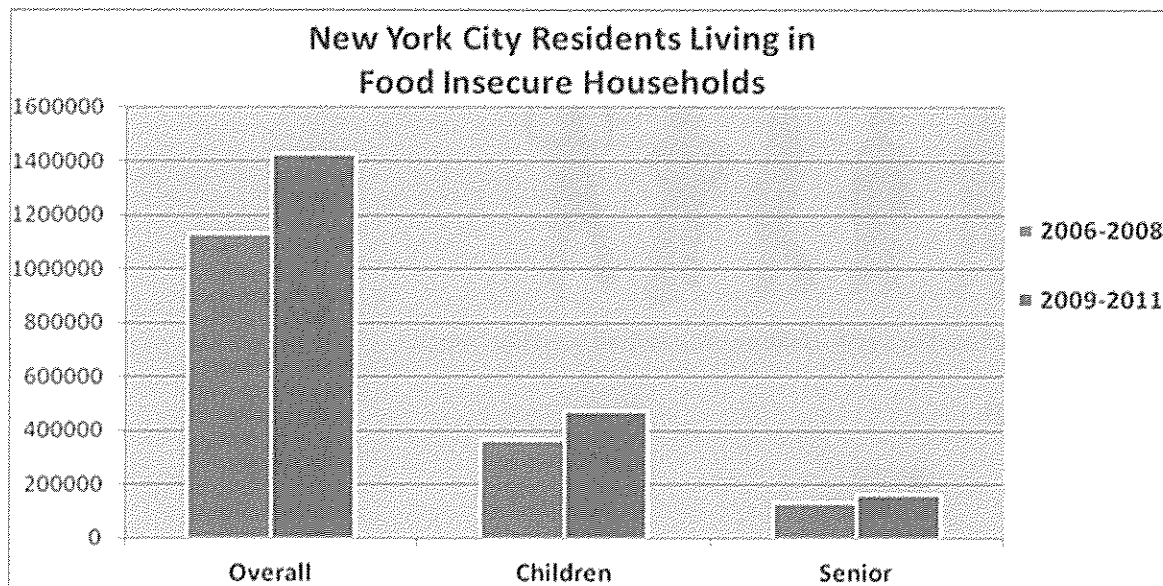
Given that poverty, unemployment and under-employment are the main causes of domestic food insecurity and hunger, it is no surprise that hunger and food insecurity soared citywide even before Superstorm Sandy, and have likely surged since then, according to data collected and compiled by the New York City Coalition Against Hunger. Before the storm, more than 1.4 million New Yorkers – one in six – lived in households without enough food, determined by the federal government to be food insecure, a new record high since the federal government started formally measuring the problem in 1997. One in four of the city's children – nearly half a million – lived in households that lacked sufficient food. One in 10 seniors struggled against hunger.

These problems will worsen significantly if massive federal nutrition assistance cuts already scheduled for November 1, as well as other massive cuts proposed in the federal Farm Bill, become reality.

Since 2006, food insecurity and hunger in New York City have worsened by every measure. The percentage of overall New Yorkers who are food insecure, including children under 16, and seniors over 60, increased significantly.



The raw numbers of food insecure New Yorkers, children, and seniors also soared.



While most developed, Western countries have essentially eliminated hunger and food insecurity, both are surging in New York City, despite the city's concentration of extreme wealth.

The childhood hunger numbers are particularly disturbing. During 2008-2010, fully 474,000 NYC children lived in food insecure homes, in which the family could not afford a full supply of food throughout the year. This represents a 37 percent increase from 1995-1997, when only 294,000, or 15 percent, of the city's children lived in such households. For people who are not experts in hunger and poverty work, it might be hard to believe that 26 percent of the city's children currently face food insecurity. The child food insecurity numbers compare closely to the federal government's child poverty numbers, which

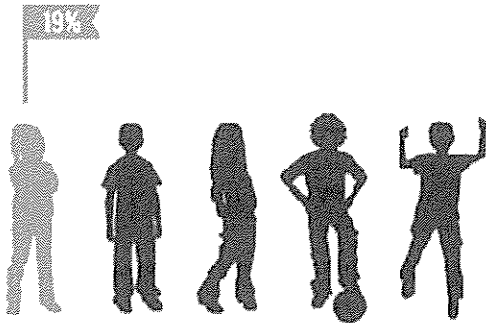
indicated a 24.8 percent child poverty rate citywide in 2011. The highest child poverty rate in any urban county in the entire U.S. was found in the Bronx, at a staggering 44.4 percent. The fact nearly half of all children in the Bronx live in poverty proves a stark rebuttal to those, including Mayor Bloomberg, who trumpet the supposed strength of the city's economy. All this data further proves that the city's economic and social policies are failing in fundamental ways.

Hunger and food insecurity cost the city's economy at least \$2.5 billion dollars per year because hungry children cost more to educate, hungry workers are less productive, and hungry city residents of all ages have higher health care costs.

CHILD HUNGER ON THE RISE

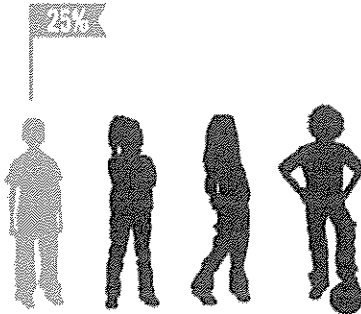
NUMBER OF NEW YORK CITY CHILDREN LIVING IN FOOD INSECURE HOMES

2006 - 2008



From 2006-2008, 1 in 5 NYC children lived in food insecure homes.

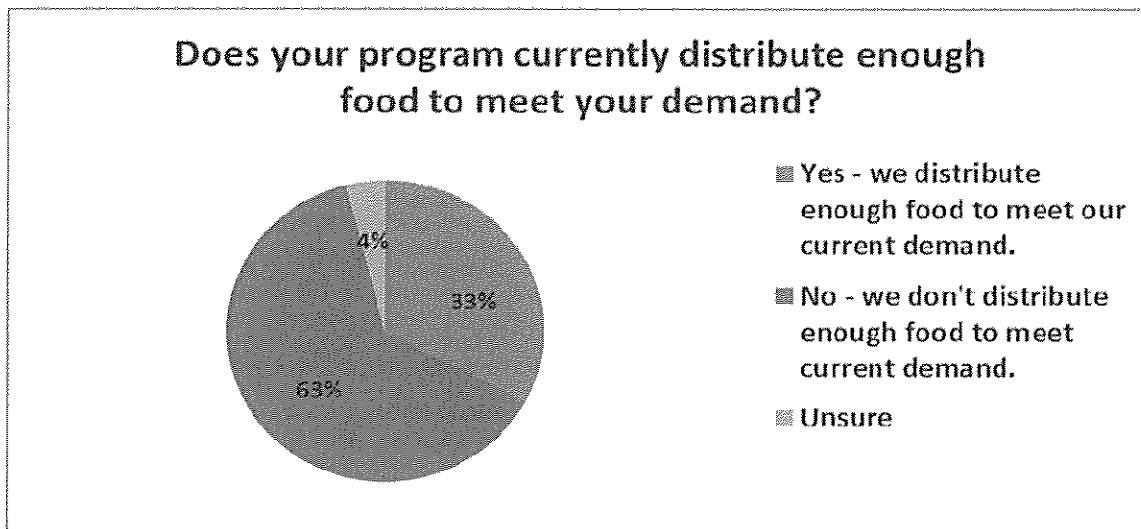
2009 - 2011



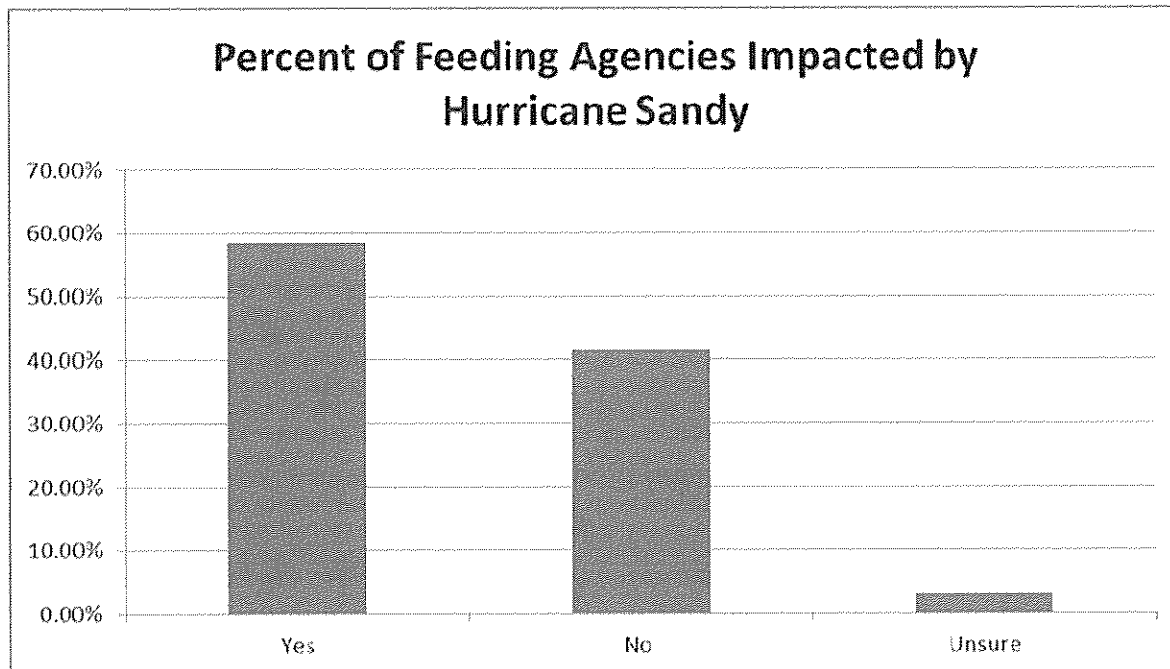
From 2009-2011, 1 in 4 NYC children lived in food insecure homes.

There are more than 1,100 non-profit soup kitchens and food pantries citywide that distribute a mix of government and privately-donated food to try to fill in the gaps in the anti-hunger safety net. In 2012, before Superstorm Sandy, pantries and kitchens citywide faced a five percent spike in demand, on top of increases of 12 percent in 2011, 7 percent in 2010, and 29 percent in 2009.

Almost 11 percent of the City's pantries and kitchens who responded to a 2012 survey said they knew of a food pantry, soup kitchen, or brown bag program that shut down or closed for business in the past year. 69 percent of agencies reported a decrease in government / public funding for food. While some programs may have closed because of staffing or other administrative reasons, decreases in funding for feeding programs were likely the main cause of the closings. In fact, the Emergency Food and Shelter Program (EFSP) which is administered through the Federal Emergency Management Agency (FEMA) was cut by 40 percent last year and has remained at the decreased level throughout the current funding cycle. (Funds for this vital program were further cut by sequestration). This source of funding is a tremendous resource for Emergency Food Providers (EFPs) and its decrease had a drastic impact on their ability to meet the needs of low-income and impoverished New Yorkers. Furthermore, approximately 53 percent of the respondents reported a decrease in private funding for food. Even though many of the staff and volunteers at EFPs are low-income themselves, 34 percent of EFPs reported their staff or volunteers sometimes use their own personal money to fund their feeding programs. As a result, as the chart below demonstrates, 63 percent of feeding agencies were unable to distribute enough food to meet current demand, up from 62 percent in 2011 and 51 percent in 2010.



Superstorm Sandy made the situation even worse. In a post-Sandy survey conducted by the New York City Coalition Against Hunger, as the chart below demonstrates, more than half the responding agencies said they were impacted by the storm.



Pantries and kitchens that were directly impacted experienced a number of problems with operating their programs. Over 35 percent of agencies reported food ruined either due to direct wind, water, and/or a loss of power. A large number of agencies, almost 75 percent, were forced to close or limit their hours of operation.

Agencies that were directly impacted experienced a number of problems with operating their programs. Over 35 percent of agencies reported food ruined either due to direct wind, water, and/or a loss of power.

A large number of agencies, almost 75 percent, were forced to close or limit their hours of operation. Although many were back to pre-storm service as of November 16th 2012, some were not. An enormous amount of food aid poured into the city in the weeks following the storm, but dried up, even as the poverty and hunger needs remained. The Paul Ryans' of the world need to understand that non-profit charities cannot possibly meet the need created by failed economic policies and massive social service cut-backs.

Support for – and Suggested Improvements to – Int. No 1148

Int. No. 1148 creates a mayoral controlled governance board to reduce New York City poverty. The Board will target City services and foster city agency collaboration within areas that have been identified through Census data as being the poorest New York City neighborhoods. Such high-level attention and coordination can certainly help, but we also caution that, without additional finances resources allocated, the impact of such efforts will likely be limited. In fact, if the federal government continues to slash anti-poverty funding, then poverty and its symptoms will increase no matter how much coordination improves.

Especially since the greatest single defining feature of poverty is a lack of money, trying to solve poverty without more money would be as difficult as solving drought without more water.

We also have some concern that the proposed new Community Zone Governance Board could be duplicative of the City's existing Community Action Board (CAB) and Neighborhood Action Boards (NABs) managed by the City's Department of Youth and Community Development in order to oversee community action initiatives under the federal Community Services Block Grant (CSBG) program. The CAB is comprised of 22 residents of low-income communities, 15 elected public officials, and eight representatives from the private sector. NABs have significant number of other community-based members. I would hope that Int. No. 1148 could be amended to merge the Community Zone Governance Board idea with the existing CAB and NABs.

We also suggest that the Department of Homeless Services be included as one of the participating City agencies.

Lastly, we strongly urge you to include food and nutrition needs as key needs that must be addressed in order to improve the ability of neighborhood residents to obtain and keep employment. Food insecurity not only reduces work productivity, but it also makes it harder for parents to earn enough money to buy all the nutritious food their families need. Finding and keeping a job is hard enough—it is even harder on an empty stomach. It is no wonder that hunger is so harmful to worker productivity. Nobel Prize-winning economist Robert Fogel estimated that 20 percent of the population in England and France was effectively excluded from the labor force around 1790 because they were too weak and hungry to work. Improved nutrition, he calculated, accounted for about half of the economic growth in Britain and France between 1790 and 1880. As a result, he pointed out, hungry people cannot work their way out of poverty. A more recent study of low-income urban women found that, "Food secure women tended to have better employment and income outcomes than food insecure women, and they also tended to be less socially isolated." We continue to point out that it is impossible for the City to reduce poverty unless it also reduces hunger and food insecurity.

Need for Broader Anti-Poverty Measures

We also hope that the next mayor and council will work together to take much broader steps to address poverty, hunger, and inequality, taking the following steps:

- I. Generate living wage jobs citywide, launch a food jobs initiative, and slash poverty.
 - Enable one or more adults in distressed households to obtain and keep living wage employment.
 - Push for federal, state, and city legislation to increase wages and request business leaders to voluntarily create jobs and raise wages.
 - Launch economic development activities in all neighborhoods across the five boroughs focused on creating a large number of new, living wage jobs in a variety of sectors.

Launch a comprehensive “Good Food, Good Jobs” initiative to capture more of the \$30 billion spent by NYC residents, annually, on food.

- Make food jobs a central component of the city’s job creation strategy.
- Grow, process, and manufacture more food right here in NYC.
- Provide more and better-targeted seed money to food jobs projects, bolster food processing, expand community based technical assistance, and invest in urban aquaculture.
- Fix welfare reform to focus on creating living wage jobs and reducing poverty.
- Enact an assets empowerment agenda.

II. Ensure an adequate nutrition assistance safety net and boost upward mobility by expanding access to SNAP, school breakfast, WIC, and summer meals benefits.

- Enable all eligible people to obtain the multiple benefits for which they are eligible through a single, easy-to-complete, application, available online in paper form, and by phone.
- Launch a comprehensive effort to increase the number of eligible families – especially working families – who receive SNAP. Participation should be increased to 90 percent by the end of the next Mayoral term.
- Make it a top priority to provide free breakfast to all New York City school children by ensuring that every school provides either in-classroom or grab-and-go breakfast.
- Mandate universal, free school lunches.
- Make it a priority to continue to improve both the taste and nutritional quality of school lunches and breakfasts.
- Enact an action plan to dramatically increase the use of federally-funded summer meals.
- Enact an action plan to expand the use of federally-funded after-school snacks and suppers.
- Enact an action plan to increase the use of WIC benefits by eligible pregnant woman and infants.
- Ensure adequate funding and support for the city’s Emergency Food Providers (EFPs).
- Ensure that senior meals programs are adequately funded.

**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: 9/24/13

(PLEASE PRINT)

Name: Traorey Cadors

Address: Bed 1368 Fulton

I represent: Bed Stuy Resurf

Address: 1368 Fulton Brooklyn NY 11216

**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: LORI McNeil

Address: Urban Justice Center

I represent: 123 William, NYC

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Louise Feld

Address: _____

I represent: Citizens' Cmt. for Children

Address: _____

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

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1148 Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Brooke Richie-Babbage

Address: _____

I represent: Resilience Advocacy Project

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1148 Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Anne Williams-Isom

Address: _____

I represent: Harlem Children's Zone

Address: 35 E. 125th St

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1148 Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Adaline Walker Santiago

Address: 2869 Bainbridge Ave By Ny

I represent: Resident - Bronx

Address: _____

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

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1148 Res. No. _____

in favor in opposition

Date: 9/25/13

(PLEASE PRINT)

Name: MAURICE LANE

Address: WRI 2/C 695 Park Ave Rm 2017 TH

I represent: Welfare Rights Initiative

Address: Hunter College

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1148 Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Noah Franklin

Address: _____

I represent: Federation of Protestant Welfare Agencies

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1148 Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: JOCHEN ALBRECHT

Address: 695 PARK AVE

I represent: NEIGHBORHOOD STRESS PROJECT @

Address: HUNTER COLLEGE CUNY

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

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1146 Res. No. _____

in favor in opposition

Date: 9/25

(PLEASE PRINT)

Name: Corey Chambliss

Address: _____

I represent: NYC Center for Economic Opportunity

Address: 283 Broadway, 14th Fl

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1148 Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: MIMI ABRAMOVITZ

Address: ~~2180 Third Ave~~ - Hunter School of Social Work

I represent: Neighborhood Stress Project @ Hunter

Address: 2180 Third Ave NY 10035

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 1148 Res. No. _____

in favor in opposition

Date: 9.25.13

(PLEASE PRINT)

Name: David Bernson

Address: 253 Broadway, 14th Fl.

I represent: NYC Center for Economic Opportunity (CED)

Address: Same

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

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Appearance Card

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 in favor in opposition

Date: _____

Name: Annetta Seecharan (PLEASE PRINT)

Address: _____

I represent: United Neighborhood Houses

Address: 70 West 36th Street

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Appearance Card

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 in favor in opposition

Date: 9/25/13

Name: Joel Berg (PLEASE PRINT)

Address: 1 Plaza St West Apt 15D Brooklyn NY

I represent: NYC Coalition Against Hunger

Address: 50 Broad St Suite 1520 New York NY

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in favor in opposition

Date: 9/25/13

(PLEASE PRINT)

Name: Lisa Levy

Address: 150 79th St Apt 3H Brooklyn NY

I represent: NYC Coalition Against Hunger

Address: 50 Broad St Suite 1500 New York NY

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Appearance Card

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in favor in opposition

Date: 9/25/2013

(PLEASE PRINT)

Name: WELLINGTON Z. CHEN

Address: ~~BARBARA~~ 60 ST. JAMES PLACE 10038

I represent: CHINATOWN OLD/PARTNERSHIP

Address: 60 ST. JAMES PLACE, NYC 10038

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