

THE COUNCIL OF THE CITY OF NEW YORK

Hon. Corey Johnson
Speaker of the Council

Hon. Carlos Menchaca
Chair, Committee on Immigration



Report of the Finance Division on the
Fiscal 2019 Preliminary Budget and the
Fiscal 2018 Preliminary Mayor's Management Report for the
Mayor's Office of Immigrant Affairs

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Mayor’s Office of Immigrant Affairs Overview

The Mayor’s Office of Immigrant Affairs (MOIA) promotes the well-being of immigrant communities by serving as a partner to City Hall and partner agencies on immigrants’ integration needs. MOIA’s goals are to enhance the economic, civic, and social integration of immigrant New Yorkers; facilitate access to justice for immigrant New Yorkers; and advocate for continued immigration reforms at all levels of government in order to eliminate inequities that impact New York’s immigrant communities. MOIA’s major initiatives are IDNYC, NYC’s municipal identification card program; ActionNYC, which helps connect New Yorkers to free, safe immigration legal help; NY Citizenship; and We Are New York (WANY) video series.

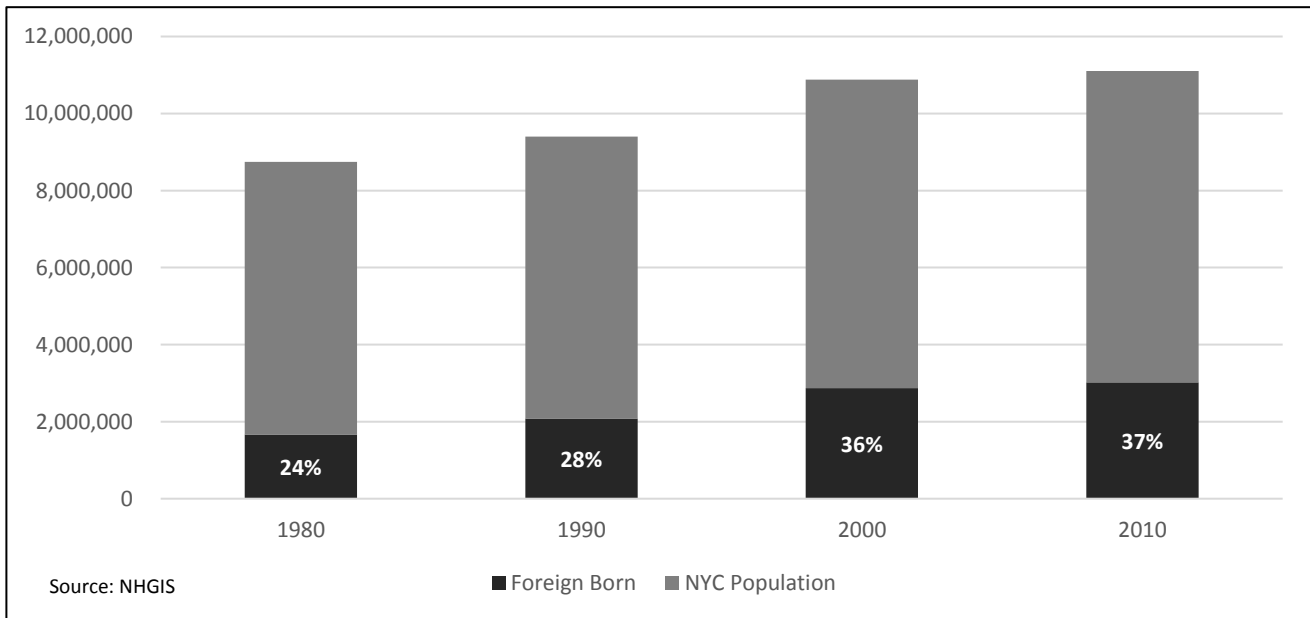
This report provides a review of the City’s Fiscal 2019 Preliminary Budget for services for immigrant and foreign-born New Yorkers. This report reviews funding in the Mayor’s Office of Immigrant Affairs (MOIA), which coordinates with City agencies, as well as funding for programs and services structurally found within other City agencies.

The first section of this report presents highlights of immigration spending in the Fiscal 2019 Preliminary Budget expense budget, followed by an analysis of major initiatives by agency, initiatives funded by the Council, and the impact of State budget and federal actions.

New York City Immigrant Population

The U.S. Census Bureau has estimated New York City’s population at 8.5 million as of July 2015. Of the total population, approximately 3.3 million NYC residents are foreign-born immigrants, from more than 150 countries, who comprise nearly 40 percent of the City’s population.¹ The chart below shows that the foreign-born population in NYC has been steadily growing each decade.

Figure 1: NYC Total Population vs. Foreign-Born Population

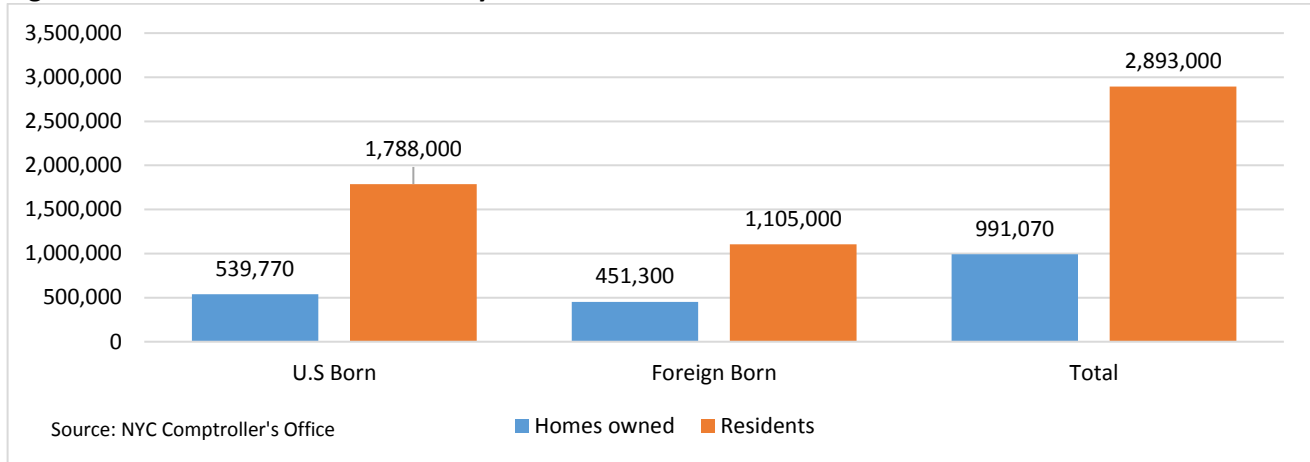


Those from the Dominican Republic, China, Jamaica, Mexico, Guyana, and Ecuador comprise approximately 43 percent of the City’s total foreign-born immigrant population. Furthermore, NYC is

¹ Office of the New York City Comptroller, “Our Immigrant Population Helps Power NYC Economy,” January 2017

the fifth most popular destination for immigrants to settle in. According to the NYC Comptroller’s report, immigrants comprise 46 percent of the City’s workforce. Immigrants are employed at the same rate as U.S.-born New Yorkers and they work as many or more hours per week, as well as more weeks per year, compared to U.S.-born New Yorkers. On average, 79.4 percent of foreign-born immigrants work 50 to 52 weeks per year, compared to that of 78.4 percent of U.S. born residents. Additionally, of City home-owners, 45 percent (451,000) of 991,000 are foreign-born.

Figure 2: Homeowners in New York City



Fiscal 2019 Preliminary Budget Summary

The City’s Fiscal 2019 Preliminary Budget is \$88.7 billion, \$3.5 billion more than the Fiscal 2018 Adopted Budget of \$85.2 billion. The Fiscal 2019 Preliminary Budget totals \$104.4 million (including City and non-City funds) for key immigrant services provided by several initiatives and agencies; this represents less than one percent of the City’s total Budget. Funding for immigrant services shows a decrease of \$23.4 million when compared to the Fiscal 2018 Adopted Budget of \$127.8 million.

| Funding for Immigrant Services by Agency | | | | | | |
|--|------------------|------------------|------------------|------------------|------------------|-------------------|
| <i>Dollars in Thousands</i> | 2016 | 2017 | 2018 | Preliminary Plan | | *Difference |
| | Actual | Actual | Adopted | 2018 | 2019 | 2018 - 2019 |
| MOIA | | | | | | |
| Personal Service | \$796 | \$744 | \$759 | \$759 | \$759 | \$0 |
| Other Than Personal Service | \$11 | \$15 | \$3 | \$3 | \$3 | \$0 |
| DOE | | | | | | |
| Personal Service | \$7,556 | \$10,220 | \$12,111 | \$12,451 | \$9,626 | (\$2,485) |
| Other Than Personal Service | \$35,228 | \$71,675 | \$60,429 | \$60,712 | \$57,336 | (\$3,092) |
| CUNY | | | | | | |
| Other Than Personal Service | \$61,251 | \$86,601 | \$10,109 | \$103,960 | \$9,933 | (\$175) |
| HRA | | | | | | |
| Personal Service | \$13,899 | \$11,592 | \$13,279 | \$13,161 | \$13,201 | (\$78) |
| Other Than Personal Service | \$7,253 | \$5,584 | \$6,840 | \$8,426 | \$7,055 | \$215 |
| DCA | | | | | | |
| Other Than Personal Service | \$3,187 | \$5,060 | \$5,865 | \$5,865 | \$0 | (\$5,865) |
| DYCD | | | | | | |
| Personal Service | \$1,153.80 | \$1,200.97 | \$1,526.87 | \$1,297.77 | \$1,526.87 | \$0 |
| Other Than Personal Service | \$2,656.55 | \$9,138.27 | \$14,749.49 | \$13,408.63 | \$2,749.49 | (\$12,000) |
| DCAS | | | | | | |
| Personal Service | \$988 | \$1,208 | \$1,236 | \$1,475 | \$1,356 | \$120 |
| Other Than Personal Service | \$676 | \$581 | \$936 | \$717 | \$856 | (\$80) |
| TOTAL | \$134,655 | \$203,619 | \$127,842 | \$222,237 | \$104,402 | (\$23,440) |

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

This overview does not include all services tailored to immigrant New Yorkers, but focuses on major initiatives of this Administration. Below are descriptions of different agencies' budgets as it relates to services that impact immigrants.

- **Mayor's Office of Immigrant Affairs (MOIA).** The Fiscal 2019 Preliminary Budget for MOIA remains the same at \$762,000 when compared to the Fiscal 2018 Adopted Budget. See page 8 for a detailed discussion of MOIA's budget.
- **Department of Education (DOE).** The Fiscal 2019 Preliminary Budget for DOE's Office of Bilingual Education – ELL office and Office of Community Schools is \$66.9 million, a decrease of \$5.6 million when compared to the Fiscal 2018 Adopted Budget.
- **City University of New York (CUNY).** The Fiscal 2019 Preliminary Budget for CUNY ESL is \$9.9 million, a decrease of \$175,000 when compared to the Fiscal 2018 Adopted Budget.
- **Human Resource's Administration (HRA).** The Fiscal 2019 Preliminary Budget for IDNYC and HRA's office of immigrant affairs is \$20.3 million, an increase of \$137,000 when compared to the Fiscal 2018 Adopted Budget. The above chart does not account for funding for MOIA's ActionNYC legal contracts, as well as \$16 million for immigration legal services that the Administration added in the Fiscal 2018 budget. Additionally, the Office of Civil Justice (OCJ) is funded in HRA, but HRA's budget does not include a section that lays out the specific budget for OCJ. However, OCJ has 41 staff within its office. Funding for immigration legal services is currently under budget name "Anti-Eviction Services," which includes funding for all of HRA's legal services. This does not allow for transparency of HRA's legal services spending and budget for immigration legal services.
- **Department of Cultural Affairs (DCLA).** The Fiscal 2019 Preliminary Budget for DCLA does not include funding for the Cultural Immigrant Initiative. This is because funding for this initiative is through the Council's discretionary funding. The initiative supports cultural organizations to provide programming focused on the cultural history or traditions of an immigrant community in New York City. This initiative helps increase access to unique cultural offerings that focus on immigrant heritages.
- **Department of Youth and Community Development (DYCD).** The Fiscal 2019 Preliminary Budget for DYCD's adult literacy and office of immigrant affairs is \$4.3 million, a decrease of \$12 million, when compared to the Fiscal 2018 Adopted Budget. This is because the Financial Plan does not include the \$12 million investment for adult literacy in the Fiscal 2019 Preliminary Budget. However, the Fiscal 2018 PMMR indicates that due to this investment, enrollment in adult literacy programs has increased. This brings into question how the Administration will meet the City's growing needs for adult literacy programs. DYCD's adult literacy programs support community-based organizations that provide instruction in Adult Basic Education (ABE), High School Equivalency (HSE), and English for Speakers of Other Languages (ESOL). DYCD also has its own office of immigrant affairs, which is separate from MOIA that oversees the Department's Comprehensive Services for Immigrant Families portfolio. DYCD's budget for office of immigrant affairs is \$620,000 and nine staff for Fiscal 2019. DYCD's Comprehensive Services for Immigrant Families helps identify the complex and multiple needs of newly arrived immigrant families with limited English proficiency (LEP), and ensure they gain access to relevant services that will help them prosper and become self-sufficient.

- Department of Citywide Administrative Services (DCAS) – Immigration Plan.** The Fiscal 2019 Preliminary Budget for DCAS Immigration Plan is \$2.2 million, an increase of \$40,000 when compared to the Fiscal 2018 Adopted Budget. Funding for immigration plan was in response to President Obama’s Executive Order on immigration announced in 2014, the City Council and the Administration added \$2.5 million in Fiscal 2015 to focus on the coordination of outreach and legal services, education and fraud prevention, and marketing. This initiative is directed by DCAS and MOIA, and in partnership with foundations and community-based organizations. Funding for this initiative was not permanent previously, but is now in DCAS’ baseline budget as of the Fiscal 2018 Preliminary Plan.

State Executive Budget Highlights

DREAM Act

The Fiscal 2018-2019 State Executive Budget includes legislation to implement the DREAM Act. Undocumented students qualify for in-state tuition at SUNY and CUNY schools if they graduated from a New York high school or received a GED in the state. If the legislation passes, undocumented students in NYC would have access to the new Excelsior Scholarship, the Tuition Assistance Program, as well as other state-administered scholarships. However, this is contingent upon the federal government’s DACA program.

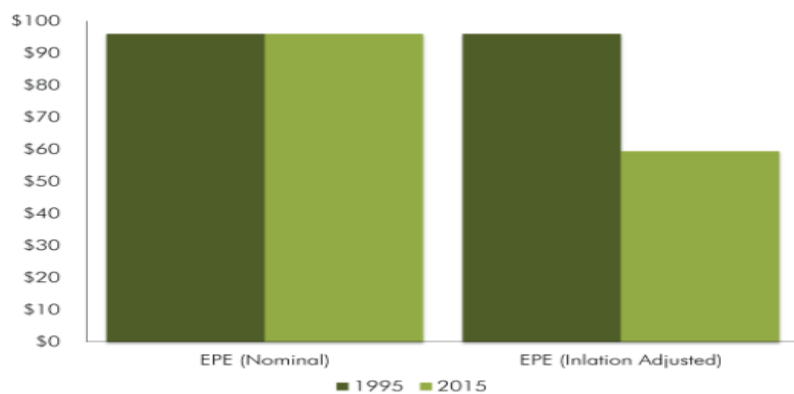
The Governor also announced on January 24, 2018 that New York State would use its share of Medicaid funding to insure DACA recipients if the federal government terminates the program. New York State Medicaid spending will total more than \$70.2 billion in the next fiscal year, a 2.5 percent increase over what the State spent this year, according to the Governor’s Fiscal 2018-2019 Executive Budget. New York City is home to approximately 30,000 DACA recipients, 26,100 of whom (87 percent) are assumed to be in the City’s workforce. These individuals are at risk of losing their employer-based insurance when DACA expires in March, but the State’s support will ensure access to healthcare insurance for all DACA recipients.

Adult Literacy/Education

The Fiscal 2018-2019 State Executive Budget decreases funding for Adult Literacy Education by \$1 million, for a total of \$6.3 million. Additionally, the Fiscal 2018-2019 State Executive Budget maintains funding for Adult Basic Education at \$1.84 million.

The largest funding source for adult education in New York State is a program called Employment Preparation Education, or EPE, which was allocated a funding source of \$96 million in 1995. EPE is a program that provides state aid to public school districts and BOCES (Boards of Cooperative Educational Services) that offer educational programs for adults leading to a high school diploma or a high school equivalency diploma. To be

NYS funding for EPE, the main source of funding for adult education, has not increased since 1995

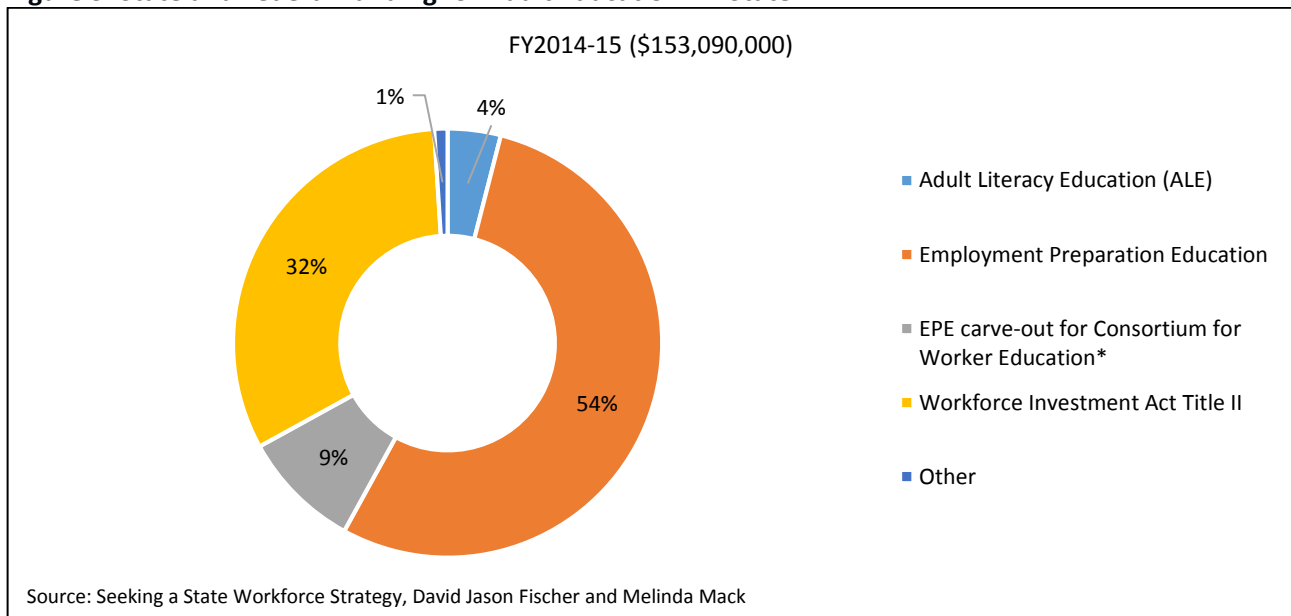


Source: New York State Department of Education and Bureau of Labor Statistics
 Inflation adjustment is converting 2015 dollars into 1995 dollars.

eligible for EPE aid, students must be 21 years old or older without a US High School diploma. Funding for EPE remains at \$96 million in 2015, even as inflation has driven up prices for the economy as a whole by roughly 55 percent during this time, and the number of New Yorkers who could benefit from adult education programs, including English language programs, has increased dramatically. Additionally, between 2005 and 2013, the state’s foreign-born population increased by nearly 400,000 and the number of immigrants needing English instruction jumped by 14 percent. During the same period, the number of state-funded seats for English instruction fell by 32 percent.

The other primary adult education funding sources, New York’s Adult Literacy Education (ALE) program and the federal Workforce Investment Act Title II programs, have stagnated as well. ALE program provides grants to states to fund local programs of adult education and literacy services, including workplace literacy services; family literacy services; English literacy programs and integrated English literacy-civics education programs. Participation in these programs is limited to adults and out-of-school youths age 16 and older who are not enrolled or required to be enrolled in secondary school under state law. As part of the Adult Education and Family Literacy Act (AEFLA), the Integrated English Literacy and Civics Education (IELCE) program provides integrated English literacy and civics education, in combination with integrated education and training activities, for English language learners.

Figure 3: State and Federal Funding for Adult Education NY State



*The Consortium for Worker Education provides a spectrum of work-related skills training, of which adult education is only one component.

Federal Highlights

DACA Repeal

The Deferred Action for Childhood Arrivals, or DACA, has granted almost 800,000 young undocumented immigrants to live legally in the United States since 2012, by allowing them to obtain a work permit and travel abroad. To be eligible for the program, immigrants have to have been brought to the U.S. before the age of 16, and lived in the country continuously since 2007. DACA is a program created during the Obama Administration through an executive order, and not legislation that was enacted.

Most DACA recipients in California and Texas, but there are more than 30,000 DACA recipients in the City. Almost four in five of them are Mexican citizens, and most are in their twenties. A study conducted by the Migration Policy Institute (MPI) found that 76 percent of DACA recipients are active members of the labor force, with many in office jobs.

DACA eligible in New York

In New York State, 45,663 DACA applications were accepted by the U.S. Citizenship and Immigration Services (USCIS) as of March 2017. Top country of origin of New York State DACA-eligible population is as follows: Mexico 30,000; China 7,000; Guatemala 6,000; Ecuador 6,000; Korea 6,000. Of the total eligible in New York State, 13,000 reside in the Bronx; 7,000 in Manhattan; 28,000 in Queens; and 22,000 in Brooklyn.

Recent Events

On September 5, 2017, President Trump announced the end of DACA. The Department of Homeland Security stopped processing any new applications for the program as of September 5th. The federal government also announced plans to continue renewing permits for anyone whose status expires before March 5, 2018. The deadline for renewal applications was October 5, 2017. On February 26, 2018, the federal district court judges in California and New York issued nationwide injunctions against ending the program. The court orders effectively blocked the Trump Administration from ending the program on March 5, as planned. However, the fate of DACA is still uncertain.

DREAM (Development, Relief, and Education for Alien Minors) Act

The DREAM Act, initially introduced in 2001, offers protections to undocumented immigrants similar to DACA, as well as offering path to citizenship. On July 20, 2017, Congress introduced DREAM Act of 2017, a bill that would provide a direct road to citizenship for people who are either undocumented, have DACA or temporary protected status (TPS), and who graduate from U.S. high schools and attend college, enter the workforce, or enlist in the military.

Temporary Protected Status (TPS)

On October 31, 2017, the United States Department of State (DOS) told the United States Department of Homeland Security (DHS) that more than 300,000 Central American and Haitian immigrants should no longer be protected from deportation. Under the Temporary Protected Status (TPS) program, these individuals receive temporary permission to live and work in the U.S. instead of returning to countries that are unsafe after facing natural disaster, armed conflict, or other emergencies. In a letter from the Secretary of State Rex Tillerson to the then Acting Secretary of Homeland Security Elaine Duke, the State Department asserted that conditions in Central America and Haiti have now improved to the point that TPS designation is no longer necessary. Since then, from November 7, 2017 to January 8, 2018, the Administration ended TPS for Nicaraguans in the U.S; for Haitians, with a termination date of July 22, 2019; and Salvadorans, with a termination of September 9, 2019.

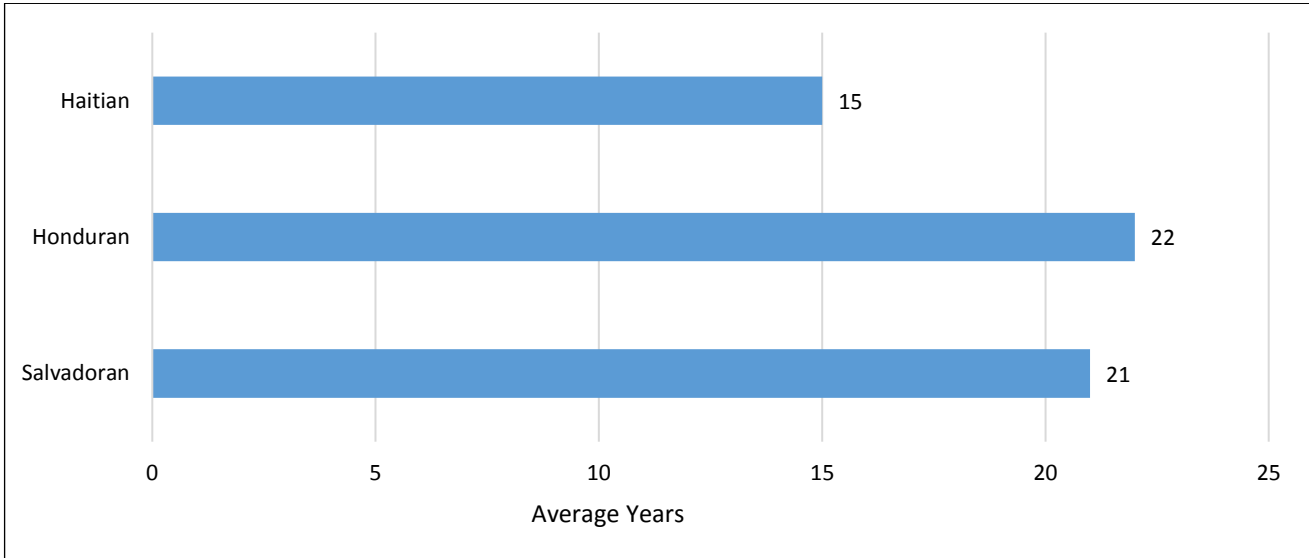
TPS Holders in New York State

According to the Center for American Progress (CAP), an estimated 320,000 people hold TPS in the U.S. from 10 designated countries, of which more than 90 percent are from El Salvador, Honduras, and Haiti. Below is a snapshot of TPS recipients in New York State.

- 26,000 people in New York are TPS holders from El Salvador, Honduras, and Haiti.
- 21,800 U.S.-born children in New York have parents from El Salvador, Honduras, and Haiti who have TPS.
- 21,000 workers in New York are TPS holders.

- \$1.5 billion would be lost from state GDP annually without TPS holders from El Salvador, Honduras, and Haiti:
 - 19.9 percent of Salvadoran workers with TPS work in accommodation and food services; 15.6 percent work in manufacturing; and 11.7 percent work in administrative and support and waste management services;
 - 21.3 percent of Honduran workers with TPS work in construction; and
 - 47.7 percent of Haitian workers with TPS work in health care and social assistance.
- TPS holders have been in the U.S. for long periods.

Figure 4: TPS holders in the U.S.

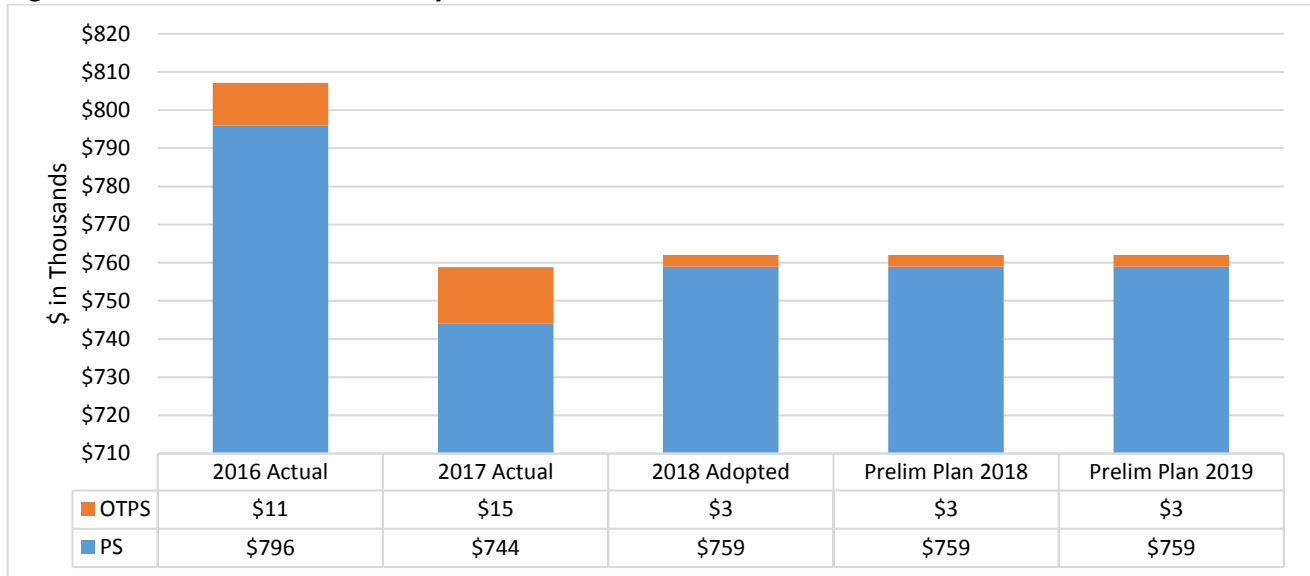


Agency Budget

Mayor’s Office of Immigrant Affairs

MOIA’s budget is comprised of Personal Services (PS) and Other Than Personal Services (OTPS) budget, and is reflected in “Mayoral” agency (002). However, the budget under Mayoralty does not provide a full picture of MOIA’s budget. Funding for major MOIA initiatives such as IDNYC and ActionNYC are in the Human Resources Administration’s (HRA) budget. Additionally, immigration legal services funding is also reflected in HRA’s budget.

Figure 5: MOIA’s Financial Summary



MOIA’s Fiscal 2019 Preliminary Budget remains unchanged at \$762,000 when compared to the Fiscal 2018 Adopted Budget. MOIA’s budgeted headcount also remains unchanged at seven positions. MOIA’s funding source is solely City tax-levy (CTL) funds, see page Appendix A for full details on MOIA’s budget.

ActionNYC

ActionNYC is the nation’s largest investment by a municipality to prepare for the implementation of Executive Action and to create a long-term infrastructure for delivering immigration legal services at scale. Supported by the Administration and in partnership with the City Council, ActionNYC provides free, safe immigration-related information and legal support to New Yorkers across the five boroughs.

This initiative provides free comprehensive legal screening to all of its clients and provides application assistance for a wide-range of cases, including green card renewals, as well as citizenship and Deferred Action for Childhood Arrivals (DACA) applications. However, in 2015, DAPA and Expanded DACA were temporarily put on hold by the Supreme Court following a lawsuit brought by a group of states against the Obama Administration. Both DAPA and Expanded DACA remain on hold following the Supreme Court’s decision in June 2016 on the President’s executive actions on immigration. As a result, DAPA and Expanded DACA are not available for applications at this time through ActionNYC. See page 6 for more information on DACA decisions by the federal government.

In Fiscal 2017, ActionNYC provided services at seven permanent navigation sites based at community-based organizations, held clinics in over 33 Department of Education (DOE) schools, established permanent sites at three Health + Hospitals facilities, and provided services to long-term and acute care H+H patients. According to the Office of Civil Justice’s (OCJ) report, ActionNYC organizers also conducted tailored outreach in traditionally underserved immigrant communities to provide information about ActionNYC and other City services, conducted Know Your Rights forums, and scheduled appointments. See pg. 18 for a detailed discussion on the OCJ report. In the Fiscal 2018 Budget, the Administration increased the budget of ActionNYC by \$1.5 million, for a total budget of \$8.7 million. The increase expanded the initiative in two areas.

- **Health + Hospitals.** MOIA partnered with the New York Legal Assistance Group (NYLAG) and Health + Hospitals (H+H) to launch ActionNYC in NYC H+H program. The increased funding

helped ActionNYC to open legal screening sites at H+H Elmhurst in Queens, Gouverneur in Lower Manhattan, and Lincoln in the Bronx.

- **Fellowships.** ActionNYC is also granting 20 fellowships for legal and outreach training and technical assistance to community-based organizations across the City through the expansion.

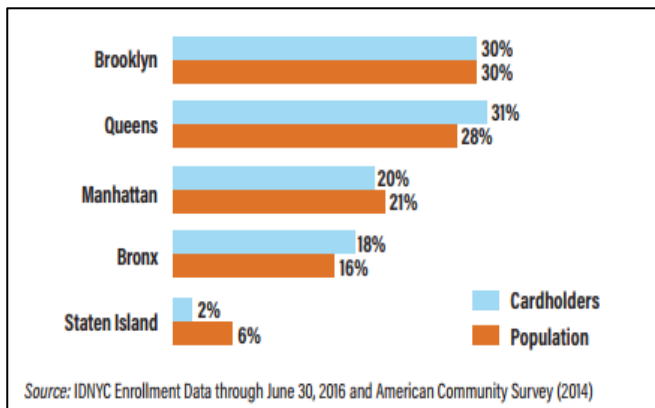
IDNYC

Created through City Council’s Local Law 34 of 2014, IDNYC is the largest free municipal identification card program in the country. The New York City municipal ID, called IDNYC, was launched on January 12, 2015 with the goal to provide New York City residents with a government-issued form of identification, and in doing so, facilitate access to City services and amenities. While a benefit for all New Yorkers, the card was especially designed to serve the City’s most vulnerable populations, including immigrants, seniors, youth, individuals who identify as transgender or gender nonconforming, and individuals experiencing homelessness. The card is free and available to all New Yorkers age 14 and over who have documentation of identity and residency, regardless of immigration status. There are currently 26 enrollment centers across all five boroughs, and pop-up enrollment centers that rotate locations throughout the City.

In January 2016, the Center for Economic Opportunity (CEO) contracted with the Westat/Metis Associates research team to launch an evaluation of the IDNYC program. The report provides the results of the evaluation, covering the first year and a half of the program and synthesizing data drawn from focus groups, interviews, a survey of more than 70,000 cardholders, and administrative data.

Key Findings

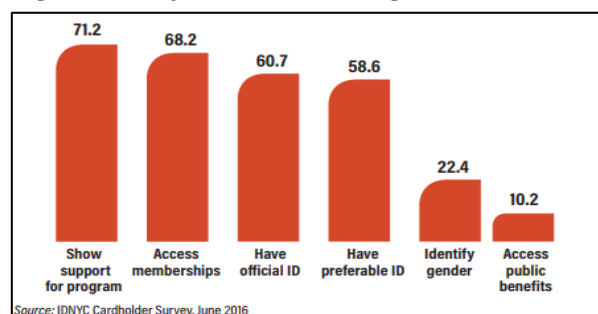
Figure 6: IDNYC Cardholders and Population by Borough



The IDNYC report found that overall, 57 percent of IDNYC cardholders are women, and 43 percent are men. The number of cards issued to New Yorkers between 25 and 44 years has been relatively higher than among other age groups, particularly among those under 24 and over 75. Among cardholders, 29 percent identified a preference for a language other than English on their application. Across cardholders, more than 150 languages and dialects are spoken. The alternate language selected was primarily Spanish (20 percent) followed by Mandarin and Cantonese (5 percent).

There are 14 neighborhoods in which 10,000 or more cardholders live. In Queens, the greatest concentration of cardholders are located in the neighborhoods of Corona, Elmhurst, Flushing-Murray Hill, Jackson Heights, Woodside, and Ridgewood-Glendale; in Brooklyn, concentrations are seen in Sunset Park and Flatbush. In the Bronx, there are more than 10,000 cards issued in the three neighborhoods of Morrisania, Belmont-Fordham-

Figure 7: Why do New Yorkers get IDNYC?



Bedford, and Norwood-Williamsbridge. Lastly, in Manhattan, the highest concentration of cardholders live in East Harlem, the Lower East Side-Chinatown, and the northern section of the Upper West Side.

NY Citizenship

NY Citizenship provides free legal help with citizenship applications at select public library branches in four boroughs: Bronx, Brooklyn, Manhattan, and Queens. Through NY Citizenship, applicants can meet with a free lawyer, apply for citizenship easily, find out if they can apply for free, and get free, confidential financial counseling. The program is a partnership between MOIA, the Human Resources Administration (HRA), New York Legal Assistance Group (NYLAG), Brooklyn Public Library, New York Public Library, and Queens Borough Public Library.

HRA – Office of Civil Justice

Through Local Law 061 of 2015, the Office of Civil Justice (OCJ) was created as part of the Human Resources Administration (HRA). OCJ is tasked with advising and assisting the Mayor in understanding and meeting the civil legal services needs of low-income New Yorkers.

City funding for civil legal services is primarily allocated through contracts currently administered by HRA, encompassing baselined programs supported through the Mayor's budget, as well as discretionary grants provided to non-profit organizations by Council Members. This section discusses contracts that HRA has with legal service providers, particularly as it relates to immigration legal services.

Community Services Block Grant (CSBG)

CSBG includes a range of services for low-income immigrant New Yorkers, including: legal assistance to help immigrant adults and youth attain citizenship and lawful immigration status; legal and social services for immigrant survivors of domestic violence and human trafficking; and services designed to provide information, education, advocacy and legal services designed to protect low-wage immigrants from exploitation and violations of their employment rights.

| Provider | FY18 Budget ² |
|---|--------------------------|
| Victims of Domestic Violence and Trafficking | |
| Sanctuary For Families Inc. | \$300,000 |
| Urban Justice Center | \$319,000 |
| Legal Services for Immigrant Youth | |
| The Door-A Center for Alternatives, Inc. | \$350,000 |
| Brooklyn Defender Services | \$80,000 |
| Legal Services for Immigrant Workers | |
| Urban Justice Center | \$136,000 |
| Make the Road New York | \$136,000 |
| Legal Services for Immigrants | |
| Legal Services NYC/Queens Legal Services ¹ | \$146,082 |
| New York Legal Assistance Group (NYLAG) ¹ | \$262,948 |
| Brooklyn Defender Services | \$130,192 |
| Legal Services NYC – Bronx Legal Services | \$140,586 |
| Northern Manhattan Improvement Corp (NMIC) | \$130,192 |
| Total | \$2,131,000 |

The immigrant legal services supported by the CSBG program consist of four separate program areas: Services for Immigrants (Adults); Services for Immigrant Youth; Services for Immigrant Victims of Domestic Violence and Trafficking; and Services for Immigrant Workers. To the right is the list of providers and the Fiscal 2018 Budget for CSBG immigrant legal services.

¹ These budgets reflect contract amendments that are pending registration.

² These contracts are also subject to a COLA and Indirect Rate upward adjustment. These increases are being finalized and are not included in the budgets listed above.

Immigrant Opportunity Initiative (IOI)

Through the networks of nonprofit legal providers and community-based organizations, the Immigrant Opportunity Initiative (IOI) program conducts outreach in immigrant communities across the city and provides legal assistance to low-income immigrant New Yorkers in matters ranging from citizenship and lawful permanent residency applications, to more complex immigration matters, including asylum applications and removal defense work. The funding amounts below include \$2.7 million in Mayoral funding for representation in 1,000 complex immigration legal matters. The two providers above have subcontracts with other providers. The funding below does not include \$2.6 million that the Council allocated for Fiscal 2018 through discretionary funding.

| Provider | FY18 Budget ¹ |
|--|--------------------------|
| Immigrant Opportunity Initiative-baseline | |
| Legal Aid Society | \$2,794,208 |
| Urban Justice Center | \$3,143,483 |
| Total | \$5,937,691 |

¹ These contracts are also subject to a COLA and Indirect Rate upward adjustment. These increases are being finalized and are not included in the budgets listed above.

NYC Office of Civil Justice (OCJ) 2017 Annual Report

On March 12, 2018, OCJ and HRA released the second annual reports, NYC Office of Civil Justice 2017 Annual Report and Strategic Plan. The report includes two sections related to legal services immigrant New Yorkers, one section that provides information on civil legal services programs for immigrants in the City, and a strategic plan for legal services for immigrants New Yorkers.² The following section provides an overview and analysis of the report.

City funding for immigration-related legal services has expanded in the past couple years, which includes both Council and the Administration's funding. According to the chart below, the increase was driven in Mayoral funding, which rose from \$2.1 million in Fiscal 2013 to \$30.9 million in Fiscal 2018. At the same time, the Council increase immigration legal services from \$4.6 million in Fiscal 2013 to \$16.6 million in Fiscal 2018. However, the report does not account for \$500,000 for a successful NYIFUP pilot in Fiscal 2014. The Council's successful pilot pushed the Administration to increase funding for immigration legal services. Additionally, in Fiscal 2017, the Council supported the Unaccompanied Minors and Families initiative at \$1.5 million and NYIFUP was at \$6.6 million. The chart below provides OCJ's summary of City funding for key immigration legal services programs from Fiscal 2013 to Fiscal 2018.

| | FY13 | FY14 | FY15 | FY16 | FY17 | FY18 |
|--|-------|-------|--------|--------|--------|--------|
| Mayoral Programs (\$ in millions) | \$2.1 | \$2.1 | \$6.2 | \$10.0 | \$16.5 | \$30.9 |
| ActionNYC | \$0 | \$0 | \$0.9 | \$7.9 | \$8.4 | \$8.7 |
| Immigrant Opportunity Initiative/Deportation Defense | \$0 | \$0 | \$3.2 | \$0 | \$5.9 | \$19.6 |
| CSBG-Funded Legal Services | \$2.1 | \$2.1 | \$2.1 | \$2.1 | \$2.1 | \$2.1 |
| Legal Services for Immigrant Survivors of DV | \$0 | \$0 | \$0 | \$0 | \$0 | \$0.5 |
| City Council Discretionary Awards | \$4.6 | \$5.1 | \$6.9 | \$10.9 | \$11.3 | \$16.6 |
| NYIFUP | \$0 | \$0 | \$4.9 | \$5.2 | \$6.2 | \$10.0 |
| ICARE/Unaccompanied Minors and Families Initiative | \$0 | \$0 | \$1.0 | \$1.5 | \$0.5 | \$2.0 |
| Immigrant Opportunity Initiative | \$4.0 | \$4.3 | \$0 | \$3.2 | \$2.6 | \$2.5 |
| CUNY Citizenship Now! | \$0.6 | \$0.8 | \$1.0 | \$1.0 | \$2.0 | \$2.0 |
| Total New York City Funding | \$6.7 | \$7.2 | \$13.1 | \$20.9 | \$27.8 | \$47.5 |

Source: NYC Office of Civil Justice, MOIA

² OCJ 2017 Annual Report

(https://www1.nyc.gov/assets/hra/downloads/pdf/services/civiljustice/OCJ_Annual_Report_2017.pdf)

In the Fiscal 2018 Preliminary Budget response, the Council called on the Administration to including permanent funding for NYIFUP at a total of \$12 million to continue defending the City's immigrant families in deportation proceedings. However, the Administration included \$16.4 million in the Fiscal 2018 Budget and in the outyears for IOI to respond to the pressing need for representation in removal proceedings and challenges posed by a shifting landscape for federal immigration law and policy. At the time of the addition, the Council understood the allocation as baselining NYIFUP, but this was not the case. The Council's call for permanent NYIFUP funding was to stabilize the program, particularly because immigration cases take many years to close. Additionally, the Administration imposed limitations to the population that can be served through the newly added \$16.4 million in City funding for immigration legal services. The Administration stated that the City will not fund lawyers for immigrants facing deportation if they have been convicted of 170 serious crimes under the City's detainer law.³ However, the Council does not intend to specify funding for the immigrant population that does not meet the Administration's policy. Although the increase in funding for IOI is the right direction, the program is not reaching its fullest potential by placing limitations on the population that can be served.

Highlights from the results from data for cases in Fiscal 2017 from ActionNYC, the Administration's IOI program, and CSBG-funded legal services programs are below.

- Through the Administration's immigration legal assistance programs, legal organizations provided assistance in 14,698 cases and filed 5,820 applications in pursuit of status with USCIS in Fiscal 2017.
- In 79.1 percent of all cases handled, lawyers provided full legal representation to immigrants in need of services, and in 20.9 percent, immigrants received comprehensive immigration legal screenings, legal advice, or other brief assistance.
- Among immigrants served, the largest age group was between 22 and 34 years old.
- Across the three programs, about 40 percent of cases in which lawyers provided full representation to clients involved citizenship matters (21.9 percent) or establishing permanent resident (20.8 percent). Representation for immigrant workers in wage, labor and other employment-related issues accounted for 17.5 percent of full representation cases.

The chart below provides the levels and types of legal services provided in the Administration's immigration programs for Fiscal 2017. The report does not indicate the result of the full legal representation, whether the representation was successful or not. If the representation was not successful, there is no indication of the steps taken afterwards for other forms of relief.

| All Programs | | | |
|---|---------------|----------------|---------------------------|
| Type of Legal Assistance | # | % of All Cases | % of Legal Representation |
| Comprehensive Immigration Legal Screenings/Legal Advice | 3,075 | 20.9% | |
| Permanent Residency | 2,420 | 79.1% | 20.8% |
| Citizenship | 2,544 | | 21.9% |
| Legal Services for Immigrant Workers | 2,035 | | 17.5% |
| DACA | 1,214 | | 10.4% |
| Asylum and Refugee Issues | 836 | | 7.2% |
| Legal Services for DV and Trafficking Survivors | 650 | | 5.6% |
| Legal Services for Immigrant Youth | 487 | | 4.2% |
| Removal Defense | 216 | | 1.9% |
| Other | 1,221 | | 10.5% |
| TOTAL | 14,698 | | 100% |

³ <https://www.immigrantdefenseproject.org/wp-content/uploads/2013/09/Practice-Advisory-2014-Detainer-Discretion-Law-PEP.pdf>

Source: OCJ 2017 Annual Report

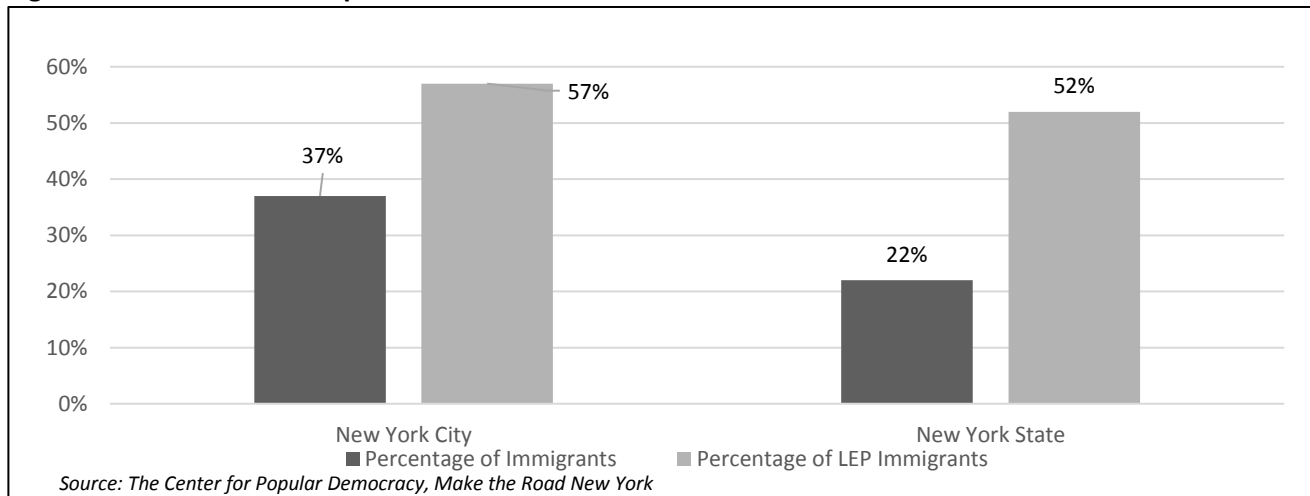
The Administration’s strategic plan for immigration legal services includes increasing access to legal defense in removal cases; continuing implementation of the Administration’s investment in legal services for immigrants; OCJ and MOIA working to build on the successes of 311 and the ActionNYC hotline; and OCJ and MOI evaluating immigration legal services programs that are currently funded and administered by the City, which will propose concrete steps towards coordination and enhancing access to services for immigrant New Yorkers. The strategic plan and the annual report does not include a discussion of the impact of 170 carve out for immigrants.

Office of Adult and Continuing Education (OACE)

English Proficiency

As the City’s immigrant population continues to grow, the demand for English literacy services grows as well. More than half of the immigrant population in New York City is considered limited English proficient (LEP). A 2016 report by Make the Road New York and the Center for Popular Democracy, “Teaching Toward Equity: The Importance of English Classes to Worker and Family Economic Stability in New York,” found that adult literacy is essential for tackling income inequality and building family economic stability. According to the study, “by bringing all LEP individuals to English proficiency, the City’s current LEP population could see a cumulative increase in earnings of \$3.1 billion to \$5.8 billion.” The chart below indicates that of the total number of immigrants in the City, 57 percent are considered limited English proficient.

Figure 8: New York’s LEP Population



LEP by Language Spoken for Workers in NYC

| Language | Total # workers | % LEP | # LEP |
|-------------------|-----------------|-------|---------|
| Spanish | 761,670 | 49% | 371,520 |
| Chinese | 196,591 | 63% | 124,364 |
| Russian | 91,370 | 55% | 50,223 |
| Hindi and related | 109,155 | 35% | 39,755 |
| French | 110,517 | 33% | 36,989 |
| Korean | 45,305 | 56% | 25,555 |
| Polish | 33,510 | 53% | 17,696 |
| Arabic | 25,196 | 43% | 10,867 |
| Filipino, Tagalog | 40,582 | 24% | 9,636 |

English proficiency has a positive impact on employment status. A Census study showed that primarily speaking a non-English language lowers the probability of employment and of attaining full-time work. English proficiency also has a direct impact on earnings. The Migration Policy Institute estimates that English proficient immigrants earn between 13 and 24 percent more than immigrants who are not English proficient.⁴ Furthermore, English

⁴ Margie McHugh et al, 2007, 12.

proficiency makes the biggest difference in earnings for those with educational attainment of a high school diploma or some college. Among this group, median earnings are 39 percent higher for English proficient workers with \$40,000, when compared to non-English proficient worker's median earning of \$28,700.

Although New York immigrants reflect a diverse range of educational and professional achievement, many face significant language barriers. About 1.7 million adult New Yorkers are limited English proficient (LEP), and 23 percent of all City workers are LEP, with 27 percent of workers who reside in the Bronx, 24 percent in Brooklyn, 13 percent in Manhattan, 31 percent in Queens, and 12 percent in Staten Island. Additionally, LEP New Yorkers are concentrated in low-wage occupations. Both undocumented and documented immigrants work throughout the formal economy, but they dominate the informal economy in the City. The informal economy generally refers to workplaces that are largely unregulated, unmonitored, and unorganized. These workplaces are often sites of systemic violations of core employment and labor laws. Informal working conditions often mean that workers are paid substandard wages, that there are no guaranteed minimum or maximum hours of work, no health or safety protection on the job, and no meaningful career pathways. The chart below provides a breakdown of the percentage of LEP workers in career pathways by different occupations. The chart indicates that LEP workers face limited career options.

| Percentage of LEP Workers in Career Pathways | | |
|--|--|-----|
| Food Service | Dishwashers | 80% |
| | Food Prep Workers | 65% |
| | Combined Food Prep & Service Workers | 58% |
| | Cooks | 63% |
| Construction | Painters, Construction & Maintenance | 63% |
| | Construction Laborers | 61% |
| Manufacturing | Pressers, Textile, Garment & Related Materials | 93% |
| | Sewing Machine Operators | 86% |

OACE's Adult Education Programs

The DOE's Office of Adult and Continuing Education (OACE) is the largest provider of adult literacy education services in New York State and the second largest adult education program in the country.

The OACE serves more than 41,000 students throughout the five boroughs, and offers over 900 tuition-free classes, including Adult Basic Education (ABE), General Educational Development (GED) Test Preparation, English for Speakers of Other Languages (ESOL) and Career and Technical Education (CTE) for adults age 21 and over.

| Regional Center and Location | FY18 Budget (in millions) |
|--|---------------------------|
| School 1 – Bronx Adult Learning Center | \$6.3 |
| School 2 – Queens Adult Learning Center | \$7.6 |
| School 3 – Education Services | \$3.4 |
| School 4 - Pathways to Graduation | \$5.0 |
| School 5 – Mid-Manhattan Adult Learning Center | \$7.9 |
| School 6 - Roberto Clemente | \$3.7 |
| School 7 - M.S.61 | \$4.1 |
| School 8 – Brooklyn Adult Learning Center | \$5.7 |
| Administration Support | \$8.3 |
| TOTAL | \$52.0 |

Source: DOE

Funding for OACE programs

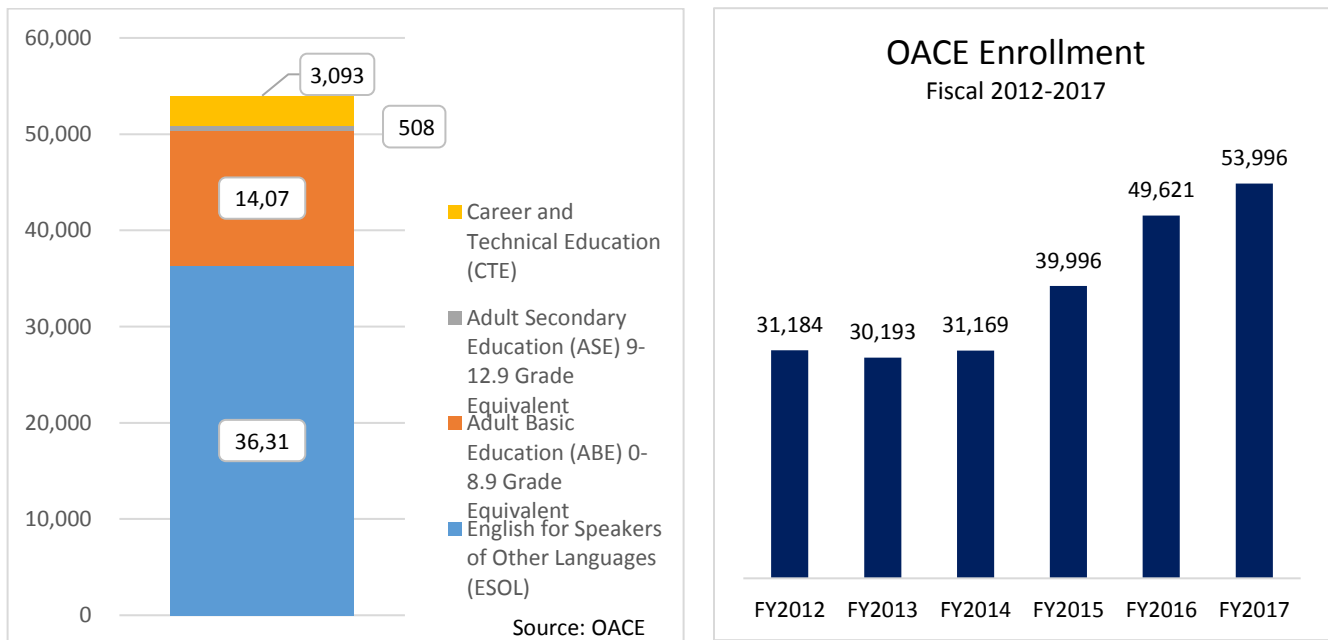
comes primarily from a \$30 million New York State Employment Preparation Education (EPE) grant

from New York State Education Department (NYSED). Federal funding for OACE includes a five-year Workforce Innovation and Opportunity Act (WIOA) grant of approximately \$5 million, and a \$440,000 vocational and technical education act (VATEA) annual award. DOE received approximately \$9 million in City funding to support adult education services in Fiscal 2018. The chart above provides a breakdown of OACE’s Fiscal 2018 budget of \$52 million, which includes each OACE regional center’s budget, and OACE’s contract budget. Of DOE’s Fiscal 2018 Adopted Budget of \$24.3 billion, OACE’s budget accounts for less than one percent of DOE’s total budget.

The following sections discuss the following: the breakdown of number of classes by type; breakdown of number of classes by time offered; student population by class type for Fiscal 2017; and OACE student population by class type.

The OACE currently offers 760 adult literacy classes, with four sessions, which includes morning, afternoon, evening, and Saturday classes. Of the total, 52 percent are evening classes and 22 percent are morning classes. OACE offers five different levels of instruction: basic education, English as Second Language (ESL), High School Equivalency (HSE), HSE: Spanish, and Career and Technical Education (CTE) classes. In Fiscal 2017, a total of 53,991 people enrolled in OACE classes. Of the total number of people enrolled, 67 percent were enrolled in ESOL. The charts below provide information on the following: Fiscal 2017 enrollment by class type, and OACE enrollment history from Fiscal 2012 to 2017. As the OACE enrollment history chart shows, enrollment has significantly increased from Fiscal 2014 to 2017.

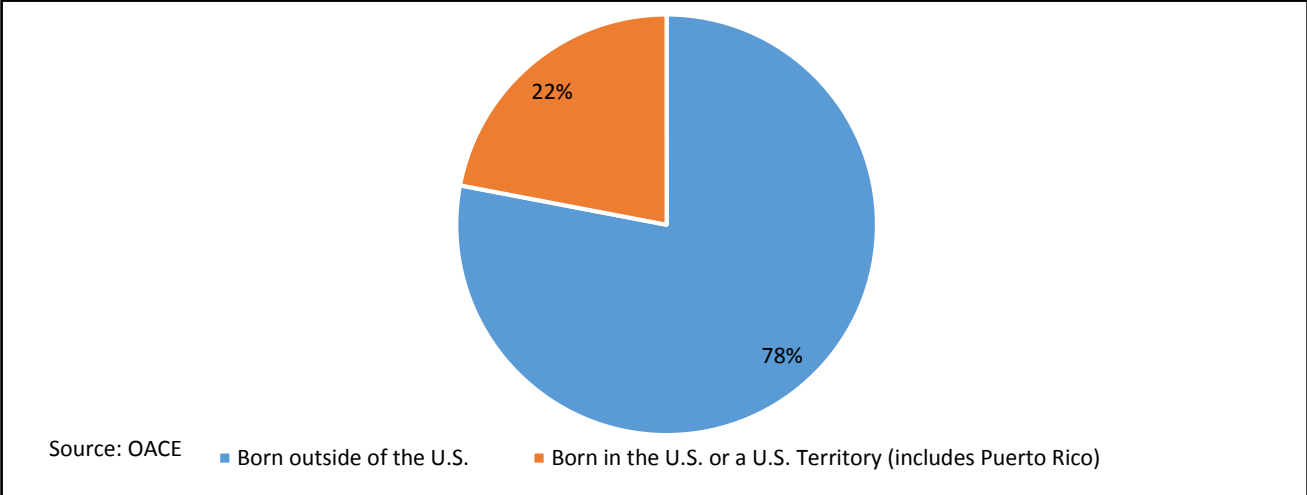
Figure 9: Enrollment by Class Type (Fiscal 2017) & OACE Enrollment



The most recent data from OACE demonstrates that in Fiscal 2016, 78 percent of OACE students were born outside of the U.S. Some of the student’s country of origin include Dominican Republic, Ecuador, Mexico, Haiti, Jamaica, and China; similar to the makeup of ELL students in DOE public schools.⁵

Figure 10: Countries of birth for OACE students

⁵ Department of Education, Office of Adult and Continuing Education.



Immigrant Workforce

| Occupation | Share of Total |
|---|----------------|
| Taxi Drivers and Chauffeurs | 87% |
| Maids and Housekeeping Cleaners | 80% |
| Construction Laborers | 76% |
| Nursing, Psychiatric & Home Health Aides | 75% |
| Food Preparation Workers | 74% |
| Personal Care Aides | 73% |
| Cooks | 67% |
| Child Care Workers | 64% |
| Drivers and Truck Drivers | 62% |
| Janitors and Building Cleaners | 60% |
| Waiters and Waitresses | 55% |
| Registered Nurses | 50% |
| Cashiers | 49% |
| First-Line Retail Supervisors | 47% |
| Accountants and Auditors | 43% |
| Retail Salespeople | 37% |
| Customer Service Representatives | 36% |
| Miscellaneous Managers | 35% |
| Secretaries and Administrative Assistants | 25% |
| Elementary- and Middle-School Teachers | 23% |
| All Occupations | 47% |

Immigrants make up almost half of the City’s workforce (46 percent). Additionally, immigrants participate in the labor force at higher rate (66 percent) than native-born New Yorkers (61 percent), with undocumented immigrants working at even higher rates.⁶ According to a 2016 study by the Institute on Taxation and Economic Policy, undocumented workers in the City add \$1.1 billion in local and state taxes per year.

According to the Office of the State Comptroller, immigrants contributed \$257 billion in economic activity in the City in 2013, or approximately 30 percent of the City’s total gross product.⁷

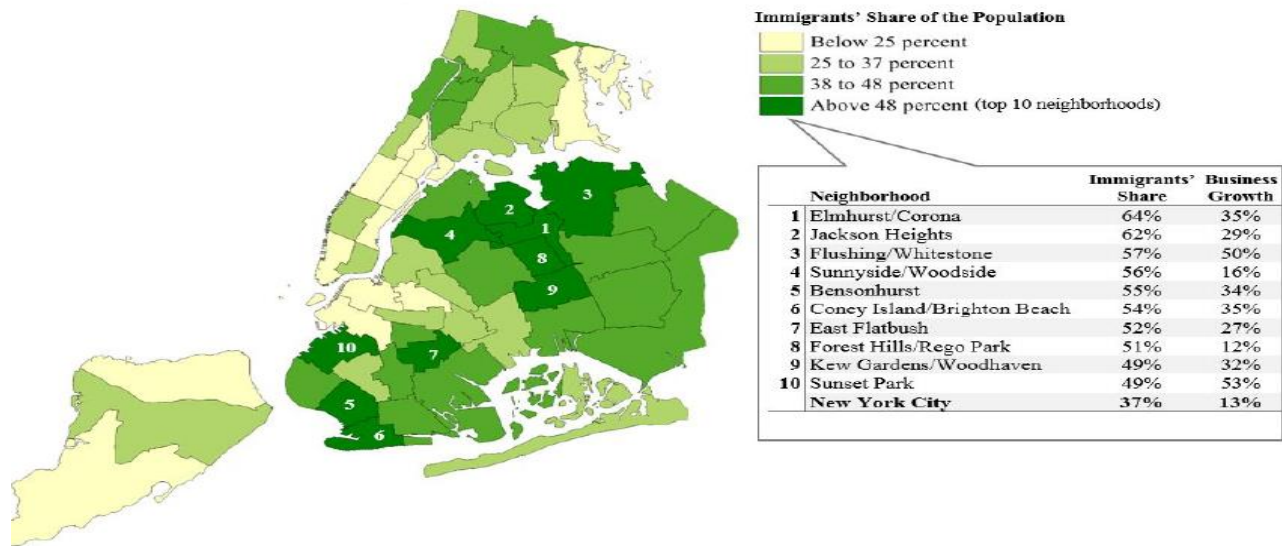
From 2000 to 2011, immigrants’ economic contributions grew by 63 percent, compared to a 53 percent rate of growth by native-born New Yorkers. Immigrants make up the

majority of workers in construction, personal services, leisure and hospitality, and manufacturing. The chart above provides the top 20 occupations in the City with the highest numbers of immigrant workers. Immigrants make up a large share of the workers in various lower-paying occupations, but they also represent a significant share of workers in higher-skilled occupations, such as registered nurses, accountants, and auditors. Immigrants accounted for \$257 billion in economic activity in the City in 2013; their share of the City’s gross City product rose from 29 percent to 32 percent. Immigrant New Yorkers have also shown strong business growth. The number of immigrant-owned businesses grew by 33 percent, compared to 13 percent Citywide between 2000 and 2013. As shown in the map below, immigrant-owned businesses grew mostly in Queens and Brooklyn.

⁶Center for Popular Democracy, “A City of Immigrant Workers: Building a Workforce Strategy to Support All New Yorkers,” April 2016

⁷ NY State Comptroller, “The Role of Immigrants in the New York City Economy,” November 2015

Immigrants’ Share of the Population in 2013 and Business Growth from 2000 to 2013 by Neighborhood in New York City



Sources: U.S. Census Bureau; OSC analysis

The construction industry employs over a quarter of a million workers in the City. According to a New York Building Congress analysis of the U.S. Census Bureau’s American Community Survey (ACS), a total of 250,270 men and women were employed in a construction industry occupation throughout the five boroughs in 2016.⁸ The analysis also found that 57 percent of all respondents said they speak a language other than English as the primary language in their homes, with 35 percent speaking Spanish, four percent Polish, and three percent Chinese. Furthermore, 63 percent indicated that they are not citizens, an increase of three percent from the previous year (41 percent did not identify their citizenship status).⁹

Another form of informal jobs for immigrants is day labor jobs. These are individuals looking for employment in open-air markets by the side of the road, at busy intersections, in front of home improvement stores and in other public spaces. On any given day, approximately 117,600 workers are either looking for day-labor jobs or working as day laborers. The largest concentration of day laborers is in the West (42 percent), the East (23 percent), Southwest (18 percent), South (12 percent), and Midwest (four percent). Day laborers are primarily employed by homeowners/renters (49 percent) and construction contractors (43 percent). The top five occupations include construction laborer, gardener and landscaper, painter, roofer, and drywall installer.¹⁰ Many day laborers support themselves and their families through this work. Thirty six percent are married, seven percent are living with a partner, and 63 percent have children. Twenty-eight percent of the children of day laborers are U.S. citizens. According to a study done by UCLA in 2006, the day-laborer workforce in the U.S. is predominantly immigrant and Latino, with 59 percent born in Mexico, and 28 percent in Central America. Forty percent of day laborers have lived in the U.S. for more than six years. Additionally, approximately 11 percent of the undocumented day-labor workforce has a pending application for an adjustment of their immigration status. Since the study was done in 2006, it is important to keep in mind that the day laborer population may have grown since then.

⁸ <https://www.buildingcongress.com/news/press-releases/US-CENSUS-DATA-SHOWS-OVER-A-QUARTER-OF-A-MILLION-CONSTRUCTION-INDUSTRY-WORKERS-IN-NEW-YORK-CITY.html>

⁹ The ACS survey is based on personal responses and incorporates both union and non-union labor, as well as participation by “off the books” workers.

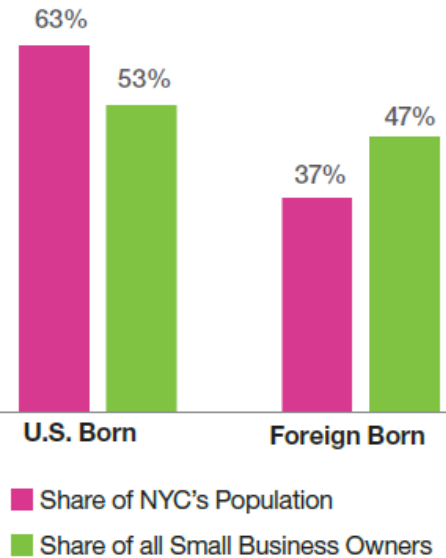
¹⁰ UCLA, On the Corner: Day Laborer in the United States (2006)

Small Business

Nearly half of the City’s approximately 220,000 businesses are owned by immigrants. The Kauffman Index of Entrepreneurial Activity found that nationally, immigrants were nearly twice as likely as non-immigrants to start businesses nationwide. In New York City, immigrant New Yorkers represent a little over one-third (37 percent) of the City’s population, but own almost half (47 percent) of all small businesses.

Despite immigrant’s significant contributions and successes, the City’s immigrants also reflect the City’s economic disparities. According to a 2013 study by the NYC Department of City Planning (DCP), one-fifth of the City’s foreign-born households live below the poverty rate. Furthermore, while the median household income in the city stood at \$49,800, native-born New Yorkers had significantly higher incomes (\$54,700) than their foreign-born counterparts (\$43,700). Additionally, some of New York’s fastest growing immigrant communities lack access to basic banking and financial services. A report by the Brookings Institution and the Federal Reserve Bank of Chicago found that nationwide, only 63 percent of immigrant household heads have a checking account, compared to 76 percent of native-born household heads.

Small Business Ownership in NYC



Source: Analysis by the Center for Innovation through Data Intelligence (CIDI) of 2008-2012 American Community Survey. "Small business owners" are people who live in New York City and have an incorporated business in the New York metro area.

Immigrant Business Initiative

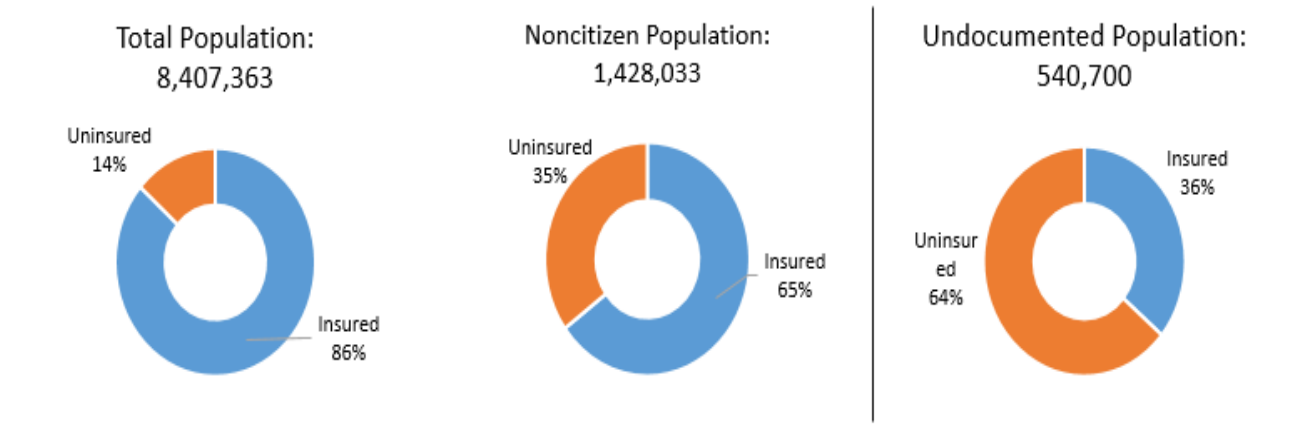
As part of an ongoing commitment to serving the City’s immigrant entrepreneurs, the Department of Small Business Services (SBS) developed business courses and resources to address specific needs of entrepreneurs in immigrant communities. SBS, City Community Development, and community-based organizations partnered to provide tailored services to immigrant entrepreneurs in different languages, including Spanish, Chinese, Russian, Korean, and Haitian. The Fiscal 2019 Preliminary Budget for SBS totals \$172.7 million, but it is unclear how much of SBS’ budget is set aside for the Immigrant Business Initiative.

Healthcare Industry

Immigrants and Health

Many immigrants, especially undocumented New Yorkers, have difficulty obtaining health insurance to help pay for care. As a result, they do not regularly access health care services. The charts below show health insurance coverage in New York City in 2013 for the total population, noncitizen population, and the undocumented population.

Figure 11: Health Insurance Coverage in New York City, 2013



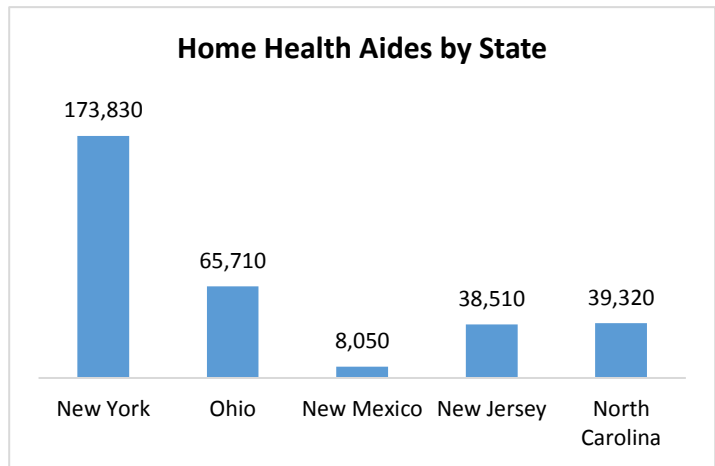
In order to decrease health disparities among foreign-born and native New Yorkers, the Mayor’s Taskforce on Immigrant Health Care Access released a report in 2015, “Improving Immigrant Access to Health Care in New York City.”¹¹ The report recommended the following:

- 1. Create a direct access health care program for uninsured immigrants
- 2. Provide culturally and linguistically competent services
- 3. Conduct public education and outreach on health care for immigrants
- 4. Increase access to high-quality medical interpretation services

The Administration and the Council invested in two different programs, as a result of the recommendations from the Mayor’s Taskforce on Immigrant Health Care Access. In collaboration with various private funders, the Administration launched ActionHealthNYC in Fiscal 2016, a one-year demonstration program that aimed to increase access to healthcare for low-income uninsured NYC residents, which includes immigrants, who are ineligible for both public health insurance and insurance offered through NY State of Health. Also in Fiscal 2016, the Council launched the Immigrant Health Initiative at \$1.5 million, with a focus on serving immigrant New Yorkers, see page 13 for more information on the Immigrant Health Initiative. However, funding for the Council’s Immigrant Health Initiative is not included in the Fiscal 2019 Preliminary Budget.

¹¹ <http://www1.nyc.gov/nyc-resources/task-force-on-immigrant-health.page>

Beyond actual health and mental health services, immigrant’s participation in the direct care workforce has important economic and policy implications.¹² According to the Bureau of Labor Statistics, New York has the largest number of home health aides at 173,830, when compared to other states. Additionally, the New York-Jersey City-White Plains metropolitan area has the highest employment level of home health aides at 159,830. Many of the health aides are immigrants, and due to the current political climate, a growing number of them are not turning up, either for re-certification, or for the patients they care for.¹³ According to news reports, it’s a recent phenomenon that accelerated after the Federal government eliminated the temporary protected status (TPS) for Haitians, and many Haitians work in the healthcare industry, see page 6 for more information on TPS.



Immigrants are a significant and growing part of the U.S. direct care workforce, totaling 860,000 people.¹⁴ The proportion of immigrant direct care workers grew from 20 percent in 2005 to 24 percent in 2015. Among immigrant direct care workers, 56 percent are U.S. citizens by naturalization and 44 percent are not citizens. The top five states with the highest percentages of immigrant as a proportion of the direct care workforce are New York (56 percent), California (48 percent), New Jersey (47 percent), Hawaii (45 percent), and Florida (40 percent). Below is a snapshot of demographic information of immigrant direct care workers.

Figure 12: Immigrant Direct Care Worker’s Demographic

| Common language at home: | Top 5 countries of origin: | Other information: |
|---|--|--|
| <ul style="list-style-type: none"> • Spanish (30%) • Tagalog (9%) • French Creole (7%) • Russian (3%) • Chinese (3%) | <ul style="list-style-type: none"> • Mexico (15%) • Philippines (10%) • Jamaica (7%) • Haiti (7%) • Dominican Republic (6%) | <ul style="list-style-type: none"> • 29 percent have been in the U.S. more than 25 years • 25 percent report speaking English "not well" or "not at all" • 53 percent have a high school degree or less |

¹² Direct care includes home health aides, personal care aides, and nursing assistants, as defined by the Standard Occupational Classification system developed by the Bureau of Labor Statistics at the U.S. Department of Labor.

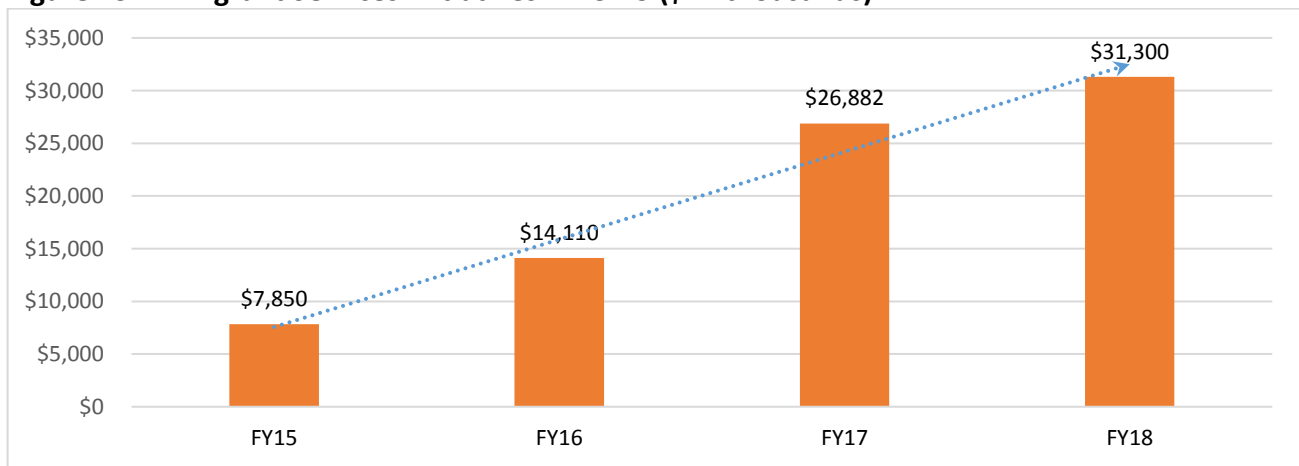
¹³ <https://www.wnyc.org/story/home-health-aides-arent-showing-work/>

¹⁴ Robert Espinoza, Immigrants and the Direct Care Workforce (June 2017)

Council Initiatives

Funding for immigrant services initiatives has greatly increased from Fiscal 2015 to 2018. New initiatives were created, and support for legal initiatives increased over the fiscal years. In Fiscal 2016, the Council created a new initiative, the Immigrant Health Initiative, in response to a report from the Mayor’s Task Force on Immigrant Health Care Access that identified the barriers that immigrants face when accessing health care. Additionally, the Council restored funding for the Immigrant Opportunities Initiative (IOI) in Fiscal 2016 in the amount of \$3.3 million. The Administration permanently included IOI funding in Fiscal 2014, but the Council restored IOI funding in Fiscal 2016 for small organizations that were unsuccessful with receiving funding through the Administration’s RFP. The initiatives that have seen growth in the last three fiscal years are CUNY Citizenship Now!, the New York Immigrant Family Unity Project (NYIFUP), Key to the City (KTTC), and the Unaccompanied Minor Children initiative. The Unaccompanied Minor Children initiative was enhanced by \$500,000 in Fiscal 2016 due to a growing need to provide services to “Adults with Children” (AWCs). Below is a chart that provides an overview of funding history of immigrant services initiatives from Fiscal 2015 to 2018.

Figure 13: Immigrant Services Initiatives FY15-19 (\$ in thousands)



For Fiscal 2018, the City Council included \$31.3 million for immigrant services. Funding for Fiscal 2018 increased by \$4.4 million, or 16 percent, when compared to Fiscal 2017. The initiatives under immigrant services are administered by multiple agencies, namely DYCD, CUNY, DOHMH, and HRA. The chart below shows the increase from Fiscal 2017 to 2018. Of note, the Immigrant Resource Initiative is a new initiative for Fiscal 2018.

| FY 2018 Council Initiatives - Immigrant Services | | | | |
|--|---|-----------------|-----------------|----------------|
| <i>Dollars in Thousands</i> | | | | |
| Agency | Initiative | FY17 | FY18 | Difference |
| DYCD | Key to the City | \$700 | \$700 | \$0 |
| DYCD | Adult Literacy | 12,000 | 12,000 | 0 |
| CUNY | CUNY Citizenship NOW! Expansion | 2,000 | 2,000 | 0 |
| HRA | Immigrant Opportunities Initiative | 2,600 | 2,600 | 0 |
| HRA | New York Immigrant Family Unity Project | 6,582 | 10,000 | 3,418 |
| HRA | Unaccompanied Minors and Families | 1,500 | 2,000 | 500 |
| HRA | Immigrant Resource Initiative* | 0 | 500 | 500 |
| DOHMH | Immigrant Health Initiative | 1,500 | 1,500 | 0 |
| TOTAL | | \$26,882 | \$31,300 | \$4,418 |

*New for Fiscal 2018

Key to the City

Key to the City (KTTC) is a school-based, citywide program that offers wraparound, comprehensive consular, educational, social, and legal services. These include access to critical identity documents; access to healthcare options; a full immigration legal clinics at every event; up to date information on immigration policies and changing legal pathways available to immigrants; and workshops on college readiness, financial inclusion, adult education, antifraud and labor rights conducted by governmental agencies and organizations. Since its launch in 2011, KTTC has served over 28,000 New Yorkers from nearly 64 countries, providing more than 17,000 with identity documents and provided immigration legal assistance. This initiative has also worked with 22 New York City public schools across the five boroughs. The Council has supported this initiative since Fiscal 2014.

Adult Literacy

In partnership with the Administration, the Council allocated \$12 million in total funding in Fiscal 2018 to expand adult literacy services for adults who cannot read, write or speak English. Programs include Basic Education in the Native Language (BENL), ESOL, ABE, and HSE preparation. Funds also support services such as counseling and case management. The Council designated \$6 million to expand adult literacy class seats, have community schools provide adult literacy programs, and support the development and production of video materials to help immigrants improve their English while learning about key city services.

CUNY Citizenship Now!

CUNY Citizenship Now! (CCN) program provides free immigration law services to assist immigrants on their path to U.S. citizenship. CUNY Citizenship Now! attorneys and paralegals assist more than 10,000 individuals each year at CUNY sites and more than 2,100 at community-based events. The services are also provided in more than 30 New York City Council Member district offices.

Immigrant Opportunities Initiative (IOI)

First funded in Fiscal 2002, this initiative assists immigrant adults in gaining access to critical information and resources, in addition to strengthening their participation in the democratic process. Specifically, this initiative provides funding for legal services for recent immigrants to assist with applications for citizenship or permanent residency, and various other immigrant related legal services. The Council allocated \$2.6 million in Fiscal 2018 for IOI.

New York Immigrant Family Unity Project (NYIFUP)

First funded in Fiscal 2014 as a pilot program, the New York Immigrant Family Unity Project (NYIFUP) is the nation's first government-funded legal representation program for detained immigrants, NYIFUP provides high-quality, holistic representation to New Yorkers detained and facing deportation who cannot afford an attorney. NYIFUP attorneys carry a full caseload of deportation defense cases, and provide services including: master calendar, bond and individual merits hearings, appeals, and social work services. The Council designated \$10 million in Fiscal 2018 for NYIFUP, an increase of \$3.4 million from Fiscal 2017.

Unaccompanied Minors and Families

This initiative focuses primarily on providing counsel for children in removal proceedings. The organizations provide direct representation, leverage high quality pro bono representation, and offer social services to children appearing on the Juvenile and Surge Dockets in New York Immigration court to ensure due process for minors who are struggling to maneuver the immigration system alone. The initiative also helps to ensure that the adults and their children have access to critical educational, health and mental health services, and, ultimately, the opportunity to become fully integrated

members of our community. The Council allocated \$2 million in Fiscal 2018 for Unaccompanied Minors and Families, an increase of \$500,000 from Fiscal 2017.

Immigrant Resource Initiative

New for Fiscal 2018, this initiative supports the creation of an immigrant information desk. In partnership with MOIA, this is a referral-based initiative located in Queens, Brooklyn, and Manhattan.

Immigrant Health Initiative

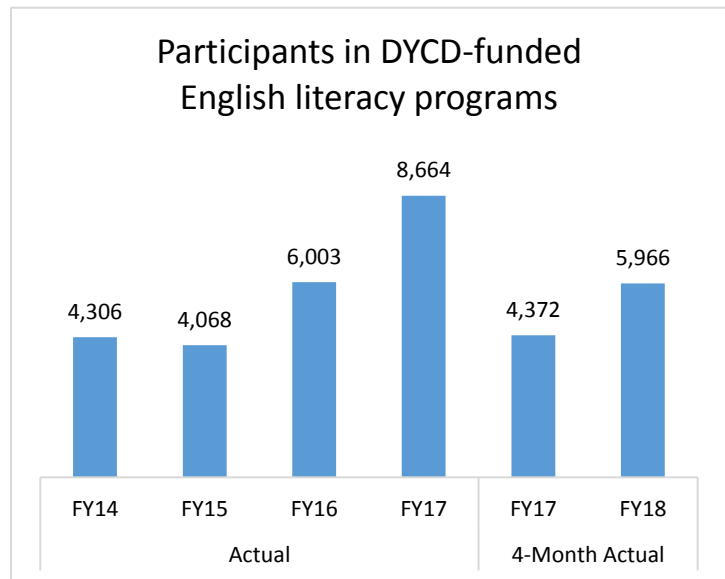
The Immigrant Health Initiative focuses on decreasing health disparities among foreign-born New Yorkers by focusing on the following three goals: improving access to health care; addressing cultural and language barriers; and targeting resources and interventions. Launched in Fiscal 2016, this initiative has helped undocumented New Yorkers across the City with access to health care and legal access.

Fiscal 2018 PMMR Performance Measures

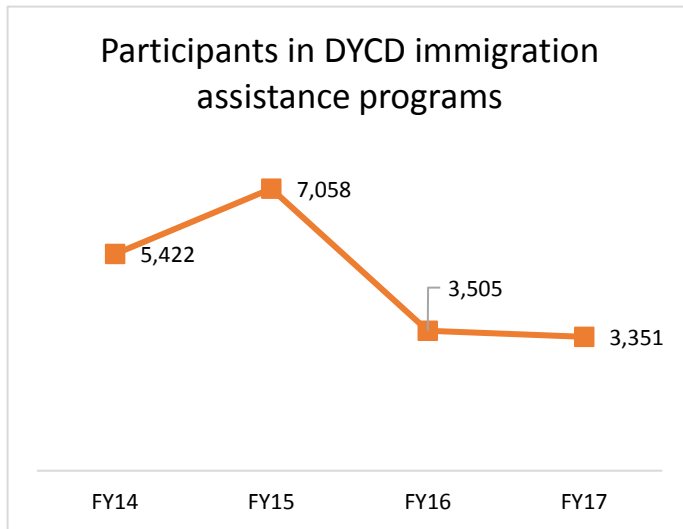
The Preliminary Mayor’s Management Report is a key tool for assessing where the City is, and for planning where the Administration will need to go to deliver on the Mayor’s mission. Same as the previous years, the Fiscal 2018 PMMR also does not include performance measures as it relates to MOIA’s major activities. However, HRA and DYCD include performance indicators as it relates to programs that serve immigrants. Additionally, the Department of Education (DOE) has indicators related to English Language Learners (ELL) programs. Below is a discussion of DYCD, HRA, and DOE’s performance indicators as it relates to immigrants.

DYCD

According to the PMMR, one of DYCD’s service area is to support programs that provide participants with the services needed to increase and tap their capacity to strengthen and revitalize the communities of New York City. The two goals tailored to the immigrant population are 1) maximize participation and success in programs improving English literacy skills among adults, adolescents, children and recent immigrants, and 2) maximize the number of New York City immigrants receiving services that improve language and employment skills and help families support their children’s education and successfully integrate into their new communities.



From Fiscal 2014 to 2017, the number of participants in DYCD-funded English literacy programs has increased. On average, DYCD served approximately 5,760 participants through the Department’s English literacy programs. During the first four months of Fiscal 2018, there were 5,966 participants in DYCD-funded English literacy programs, up 1,594 participants, or 36.5 percent, compared to the same reporting period in Fiscal 2017. The PMMR attributes this due to enhanced funding. The enhanced funding totals \$12 million, with \$6 million from Council allocation and \$6 million from enhancing currently baselined DYCD adult literacy contracts. However, the \$12 million investment is



not permanently funded in the Fiscal 2019 Preliminary Budget. Fiscal 2017 was the first year that the funding for adult literacy increased to Fiscal 2017. This commitment carried on to Fiscal 2018, which would explain why more participants were served during the first four months of Fiscal 2018. Although the number of participants is increasing, DYCD’s budget for adult literacy programs does not reflect the increase and the need. According to a 2011 survey, while only six percent of native-born persons in New York City ages five and over were not proficient in English, close to one-half of the foreign-born population in the

City were not proficient in English.¹⁵ At any given time, over 14,000 individuals are on waitlists for literacy classes, according to estimates by community-based organizations. DYCD does not provide a breakdown of the number of participants in different types of instructional services, such as Adult Basic Education (ABE) and English as a Second or Other Language (ESOL), in the PMMR.

On the other hand, the number of participants in DYCD’s immigration assistance programs has been declining since Fiscal 2016. The chart on the left shows that the biggest decline was from Fiscal 2015, with 7,058 participants, to Fiscal 2016, with 3,505 participants, a decrease of approximately 50 percent. The number of participants remained steady in Fiscal 2017 when compared to Fiscal 2016. The PMMR does not indicate the cause in the reduction of participants in DYCD immigration assistance programs. The PMMR also does not provide four-month actual for Fiscal 2017 and Fiscal 2018 for this indicator. However, this could be attributed to the election of Donald Trump in November 2016, and the uncertainty of immigration policy that followed with the election. Meanwhile, participants achieving positive outcomes in immigration assistance programs increased by six percent in Fiscal 2017, when compared to Fiscal 2016, see Appendix B for detailed information on DYCD’s Fiscal 2018 PMMR indicators.

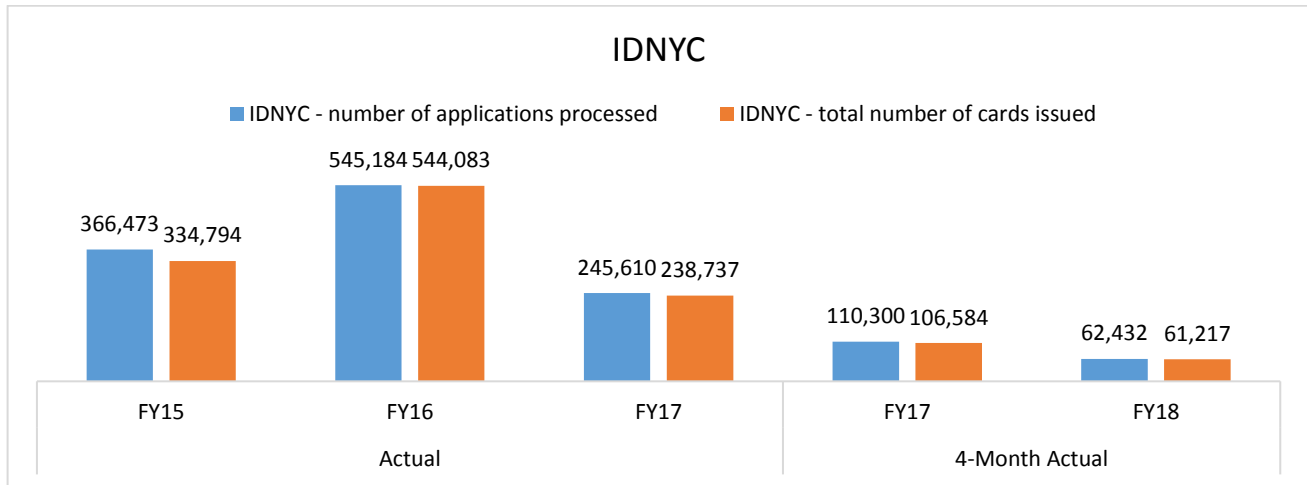
HRA

According to the PMMR, HRA provides economic support and social services to families and individuals. HRA also provides homelessness prevention and rental assistance, educational, vocational and employment services, assistance for persons with disabilities, services for immigrants, civil legal aid and disaster relief. For immigrants, HRA includes performance indicators for IDNYC and the number of applications filed with the U.S. Citizenship and Immigration Services (USCIS).

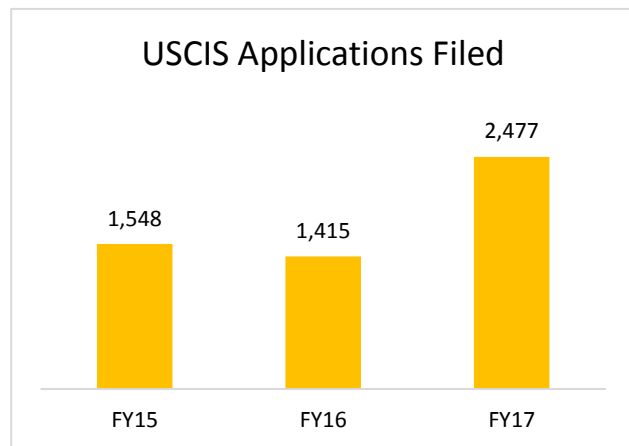
Launched in 2015, the number of IDNYC applications processed and the total number of cards issued increased from Fiscal 2015 to 2016. However, these numbers decline by 55 percent for number of applications processed, and 56 percent for the total number of cards issued. During the first four months of Fiscal 2018, 62,432 IDNYC applications were processed, a decrease of 43.4 percent compared to the first four months of Fiscal 2017. Additionally, 61,217 total IDNYC cards were issued during the first four months of Fiscal 2018, a decrease of 42.6 percent compared to the same reporting period in Fiscal 2017. Although IDNYC is for all New Yorkers, regardless of immigration

¹⁵ U.S. Census Bureau, 2011 American Community Survey-Public Use Microdata Sample. Population Division-New York City Department of City Planning

status, because immigrants do rely on IDNYC as a form of formal identification, the decline in applications and card issued could be impacted by federal immigration policies after Trump’s election.



The number of USCIS applications filed by HRA increased by 75 percent in Fiscal 2017 to 2,477, compared to 1,415 in Fiscal 2016. It is unclear what caused the increase, and the PMMR does not include 4-month actuals for Fiscal 2017 and 2018. The PMMR also does not include actuals for the number of applications filed with USCIS for Fiscal 2014. Additionally, the PMMR does not clarify the types of applications that HRA helped individuals file with USCIS, nor the outcomes of the applications that were filed.



Appendices

A. MOIA - Financial Summary

| MOIA Financial Summary | | | | | | |
|------------------------------|--------------|--------------|--------------|------------------|--------------|-------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | 2016 | 2017 | 2018 | Preliminary Plan | | *Difference |
| | Actual | Actual | Adopted | 2018 | 2019 | 2018 - 2019 |
| Spending | | | | | | |
| Personal Services | \$796 | \$744 | \$759 | \$759 | \$759 | \$0 |
| Other Than Personal Services | 11 | 15 | 3 | 3 | 3 | 0 |
| TOTAL | \$807 | \$759 | \$762 | \$762 | \$762 | \$0 |
| Funding | | | | | | |
| City Funds | | | \$762 | \$762 | \$762 | \$0 |
| Other Categorical | | | 0 | 0 | 0 | 0 |
| TOTAL | \$807 | \$759 | \$762 | \$762 | \$762 | \$0 |
| Budgeted Headcount | | | | | | |
| Full-Time Positions | 8 | 6 | 7 | 7 | 7 | 0 |

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

B. Fiscal 2018 PMMR Performance Measures

Human Resources Administration

| HRA Performance Indicators | Actual | | | Target | | 4-Month Actual | |
|---|---------|---------|---------|--------|------|----------------|--------|
| | FY15 | FY16 | FY17 | FY18 | FY19 | FY17 | FY18 |
| IDNYC - number of applications processed | 366,473 | 545,184 | 245,610 | * | * | 110,300 | 62,432 |
| IDNYC - total number of cards issued | 334,794 | 544,083 | 238,737 | * | * | 106,584 | 61,217 |
| IDNYC application timeliness (%) | 95% | 99% | 99% | * | * | 99% | 99% |
| Applications filed with the U.S. Citizenship and Immigration Services | 1,548 | 1,415 | 2,477 | * | * | N/A | N/A |

Department of Youth and Community Development

Goal 3B

| DYCD Performance Indicators | Actual | | | Target | | 4-Month Actual | |
|---|--------|-------|-------|--------|-------|----------------|-------|
| | FY15 | FY16 | FY17 | FY18 | FY19 | FY17 | FY18 |
| Participants in DYCD-funded English literacy programs | 4,068 | 6,003 | 8,664 | 10,250 | 6,600 | 4,372 | 5,966 |
| Participants in DYCD-funded English literacy programs meeting federal standards of improvement in their ability to read, write, and speak English (%) | 52% | 54% | 59% | 55% | 55% | N/A | N/A |

Goal 3C

| DYCD Performance Indicators | Actual | | | Target | | 4-Month Actual | |
|---|--------|-------|-------|--------|------|----------------|------|
| | FY15 | FY16 | FY17 | FY18 | FY17 | FY17 | FY18 |
| Participants achieving positive outcomes in immigrant services programs (%) | 59% | 58% | 64% | 60% | 60% | 31% | 21% |
| Participants in immigrant services programs | 7,058 | 3,505 | 3,351 | * | * | N/A | N/A |

Department of Education

| DOE Performance Indicators | Actual | | | Target | | 4-Month Actual | |
|--|--------|-------|-------|--------|-------|----------------|------|
| | FY15 | FY16 | FY17 | FY18 | FY19 | FY17 | FY18 |
| Students enrolled as English Language Learners (000) | 150 | 151 | 160 | * | * | N/A | N/A |
| English language learners testing out of ELL Programs (%) | 18.2% | 12.8% | 15.6% | 16.6% | 16.6% | N/A | N/A |
| English language learners testing out of ELL programs within 3 years (%) | 61.3% | 57.7% | 55.5% | 56.5% | 56.5% | N/A | N/A |