

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 2020 Preliminary Plan and the
Fiscal 2019 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.

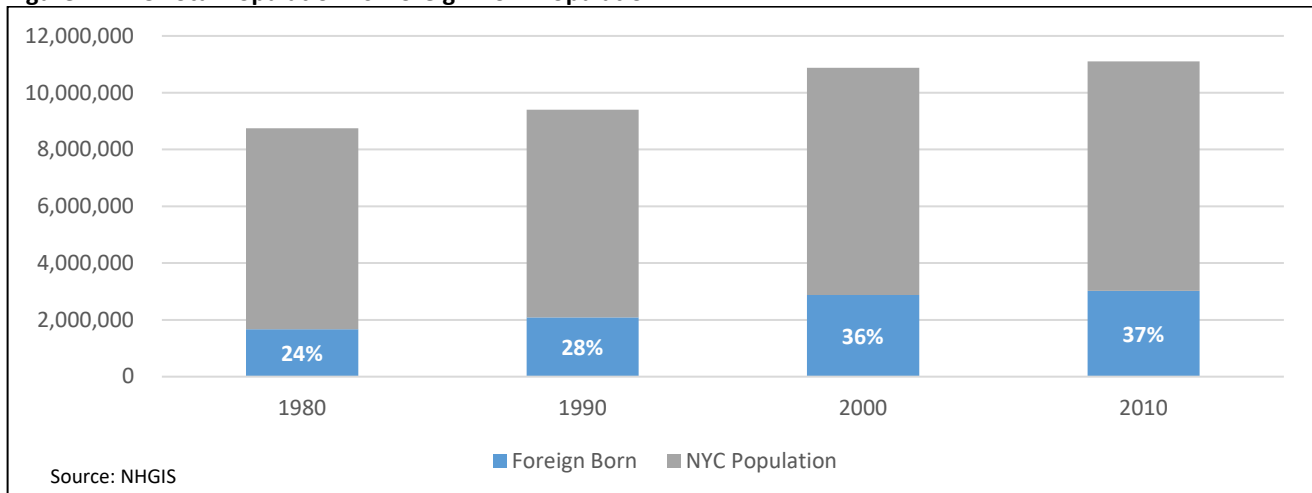
This report provides a review of the City’s Fiscal 2020 Preliminary Budget for services for immigrant and foreign-born New Yorkers. This report reviews funding in the Mayor’s Office of Immigrant Affairs (MOIA), which coordinates with City agencies, as well as funding for programs and services structurally found within other City agencies, and major State budget and federal actions. Because the City does not have a separate budget for immigrant services specifically, for the purposes of this report, we present the programs and budgets of major initiatives that are directly related to the immigrant community, or impact the immigrant community in a significant way.

The report also highlights performance indicators from different agencies in the Fiscal 2019 Preliminary Mayor’s Management Report (PMMR). Namely, the Department of Youth and Community Development (DYCD), the Human Resources Administration (HRA), and the Department of Education (DOE). Same as the previous years, the Fiscal 2019 PMMR also does not include performance measures as it relates to MOIA’s major activities, which include ActionNYC and the NYCitizenship program.

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



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

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 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.

Fiscal 2020 Preliminary Budget Summary

The City’s Fiscal 2020 Preliminary Budget is \$92.2 billion, up 1.1 percent from the Fiscal 2019 Adopted Budget of \$89.1 billion. The Fiscal 2020 Preliminary Budget totals \$107.5 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 \$17.7 million when compared to the Fiscal 2019 Adopted Budget of \$125.1 million. Of the total decrease, \$12 million or 68 percent, is because funding for Adult Literacy is not included in the Fiscal 2020 Preliminary Budget. This is funding that has been negotiated with the Administration at Adoption.

MOIA <i>Dollars in Thousands</i>	FY17	FY18	FY19	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY19	FY20	FY19-FY20
Mayor’s Office of Immigrant Affairs (MOIA)	\$759	\$662	\$762	\$790	\$811	\$49
Department of Education (DOE)	81,895	80,544	69,529	74,316	65,748	(3,781)
City University of New York (CUNY)	79,102	95,916	9,933	125,490	9,933	0
Human Resources Administration (HRA)	17,176	16,575	20,887	22,011	20,655	(233)
Department of Youth and Community Development (DYCD)	17,139	17,612	22,268	19,337	8,482	(13,786)
Department of Citywide Administrative Services (DCAS)	1,788	2,254	2,507	2,734	2,634	127
TOTAL	\$197,101	\$212,901	\$125,125	\$243,888	\$107,452	(\$17,672)

**The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.*

This overview does not include all services tailored to immigrant New Yorkers, but focuses on major initiatives and programs 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 2020 Preliminary Budget for MOIA totals \$811,000, an increase of \$49,000 when compared to the Fiscal 2019 Adopted Budget. See page 8 for a detailed discussion of MOIA’s budget.
- **Department of Education (DOE).** The Fiscal 2020 Preliminary Budget for DOE’s Office of Bilingual Education – ELL office and Office of Community Schools totals \$65.7 million, a decrease of \$3.8 million when compared to the Fiscal 2019 Adopted Budget.

The Office of Community Schools at DOE oversees the New York City Community Schools Initiative, which is made up of 247 schools across the five boroughs in New York City. Each school is partnered with a lead community based organization (CBO) partner that provides additional supports and services for students, both integrated into the instructional school day, as well as before and after school.

- **City University of New York (CUNY).** The Fiscal 2020 Preliminary Budget for CUNY ESL remains unchanged at \$9.9 million from the Fiscal 2019 Adopted Budget. The CUNY Adult Literacy (HSE/ESL) program, which operates on 14 campuses of the University in all five boroughs, enrolls nearly 10,000 students a year, and is funded with a combination of City Tax-Levy (CTL) and State funds.
- **Human Resource's Administration (HRA).** The Fiscal 2020 Preliminary Budget for IDNYC and HRA's Office of Immigrant Affairs is \$20.7 million, a decrease of \$233,000 when compared to the Fiscal 2019 Adopted Budget.

Table 1 does not account for \$30.9 million for immigration legal services because 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. 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.

- **Department of Youth and Community Development (DYCD).** The Fiscal 2020 Preliminary Budget for DYCD's adult literacy, Office of Immigrant Affairs, and Immigrant Opportunities Initiative (IOI) is \$8.5 million, a decrease of \$13.8 million, when compared to the Fiscal 2019 Adopted Budget. This decrease is because the Financial Plan does not include the \$12 million investment for adult literacy in the Fiscal 2020 Preliminary Budget. 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. The Fiscal 2020 Preliminary Budget for DYCD's Office of Immigrant Affairs totals \$636,000 with nine staff to support the work. 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 2020 Preliminary Budget for DCAS Immigration Plan totals \$2.6 million, an increase of \$127,000 when compared to the Fiscal 2019 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.

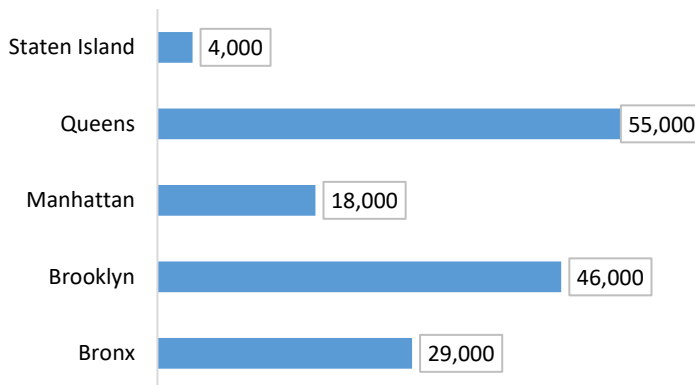
- **Department of Cultural Affairs (DCLA).** The Fiscal 2020 Preliminary Budget for DCLA does not include funding for the Cultural Immigrant Initiative. This is because funding for this initiative is through the Council's discretionary funding. The initiative supports cultural organizations to provide 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.

State Issues

DREAM Act

The Fiscal 2019-2020 State Executive Budget includes legislation to implement the DREAM Act. On January 23, 2019, the Senate Majority Conference passed the New York State DREAM Act. This will allow undocumented children, who are already students in New York State, the ability to qualify for State aid for higher education, create a Dream Fund for college scholarship opportunities and remove barriers that prevent undocumented families from college saving programs.² This is different from the federal DREAM Act, in that the federal DREAM Act, if passed, would grant lawful status to immigrants who arrived in the U.S. as children more than four years ago, and are either currently enrolled in school or have a high school diploma or equivalent.

Figure 2: DREAMers across NYC



Source: MOIA

According to an analysis conducted by MOIA, over 150,000 City residents would benefit from the State DREAM Act.³ However, DREAMers would still need the passage of a federal DREAM Act in order to be granted lawful status. On average, DREAMers in NYC arrived in the U.S. when they were just 11 years old. These individuals have lived in the U.S. for an average of 13 years and have an average age of 23.

As the chart above shows, DREAMers reside in every borough in NYC. Of the total, 30 percent live in Brooklyn and 36 percent live in Queens. Approximately one-third of DREAMers have either graduated, are attending, or have attended some college. In 2017, DREAMers contributed \$4.7 billion in City Gross Domestic Product (GDP) for the City. Additionally, DREAMers account for over \$2 billion in total earnings every year. DREAMers in NYC have a higher labor force participation rate at 69 percent, compared with 65 percent for the general population.

New York State Driver’s Licenses

An estimated 570,000 undocumented immigrants are currently living in New York State. The Council is pushing for the State to allow undocumented immigrants to obtain driver’s licenses in the State budget. As part of this effort, the New York Immigration Coalition (NYIC) launched a \$1 million campaign on TV, radio and social media. Twelve states, including California, Connecticut, Illinois, Maryland and Utah, already provide driver’s licenses to those who don’t have social security numbers.

In 2017, the Comptroller’s office and the Fiscal Policy Institute released a report on the benefits of granting driver’s licenses to all New Yorkers. The Comptroller reaffirmed the findings in February 2019.⁴ Some of the major findings from the report are below.

- New York State would gain up to \$9.6 million in driver’s license fees, while the Metropolitan Transit Authority (MTA) would see an increase of \$1.3 million in revenue from these fees.

² <https://www.nysenate.gov/newsroom/press-releases/senate-majority-passes-jose-peralta-new-york-state-dream-act>

³ <https://www1.nyc.gov/assets/immigrants/downloads/pdf/2017-DREAM-Act-Fact-Sheet.pdf>

⁴ <https://comptroller.nyc.gov/newsroom/comptroller-stringer-and-fiscal-policy-institute-granting-drivers-licenses-to-undocumented-new-yorkers-would-benefit-everyone/>

- Sales in the auto industry would increase by 2.7 percent, generating tens of millions of dollars for the State in registration and title fees, as well as vehicle and gasoline sales taxes.
- Annual government revenues would increase \$57 million, in addition to \$26 million in one-time revenues.

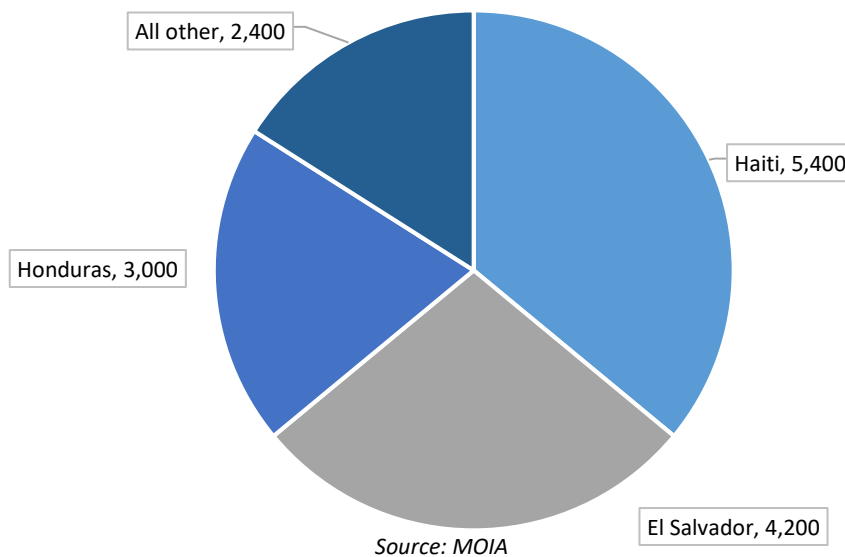
Other potential benefits include improvements in public safety and increased opportunities in employment. The driver’s license bills were introduced in the State Legislature in January and are now in the Assembly and Senate transportation committees.

Federal Actions

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. Since then, the Administration ended TPS for Nicaraguans in the U.S; for Haitians, with a termination date of January 5, 2020; Salvadorans, with a termination of September 9, 2019; and Hondurans, with a termination date of July 22, 2019. Other countries with current TPS designation include Nepal, Somalia, South Sudan, Sudan, Syria, and Yemen.

Figure 3: TPS Recipients in NYC



There are about 15,000 TPS recipients in New York City currently.⁵ The majority are from Haiti (about 5,400), El Salvador (about 4,200), and Honduras (about 3,000). TPS beneficiaries have lived in the U.S. for an average of 15 years. According to MOIA’s report, every year, TPS recipients account for approximately \$260 million in income in NYC. In 2017, TPS recipients generated an estimated \$591.1 million in Gross City Product (GCP) for the City.

Furthermore, 30 percent of TPS beneficiaries in the labor force are in service occupations and 22 percent work as managers or professionals. Although HRA baselined \$19.6 million in the Fiscal 2018

⁵ <https://www1.nyc.gov/assets/immigrants/downloads/pdf/Fact-Sheet-TPS-NYC.pdf>

Budget for Immigrant Opportunity Initiative (IOI)/deportation defense, the Fiscal 2020 Preliminary Plan does not include funding to address the increased need for legal services for TPS beneficiaries in the City.

Public Charge

On October 10, 2018, the DHS published a rule change that would expand the applicability of “public charge” inadmissibility, if finalized and enacted. Federal immigration law provides that immigration authorities may deem certain applicants for a visa or for adjustment of status to legal permanent resident to be inadmissible if they are “likely at any time to become a public charge.” Under current policy, a public charge determination is limited in its examination of public benefits use, looking only at cash assistance programs for income maintenance and government-funded institutionalization for long-term care. The proposed rule would do the following⁶:

- Expand the definition of public charge from an individual who is or is likely to become “primarily dependent on the government for subsistence” to one who receives or is likely to receive one or more specific public benefits;
- Add noncash benefits and programs to the list of specific public benefits; this includes Medicaid, Supplemental Nutrition Assistance Program (SNAP), Section 8, public housing, and Medicaid Part D Low-Income Subsidy;
- Enhance scrutiny of an individual’s income, assets, work history, education and training, health conditions, and other factors by imposing a stricter totality-of-the-circumstances inquiry, even where an individual has not previously used a specific public benefit and present a sufficient affidavit of support from a sponsor; and
- Require nonimmigrant visa holders seeking an extension or change of status to demonstrate that they have not received nor are likely to receive a specified public benefit.

In MOIA’s research brief regarding the potential impact of this propose rule, an estimated 304,000 low- and middle-income New Yorkers, including U.S. citizens and green card holders who would not be subject to a public charge admissibility determination, could be discouraged from participation in public benefits programs. This includes an estimated 72,000 U.S. citizen children and 29,000 individuals with disabilities. In addition, up to 400,000 low- and middle-income immigrant New Yorkers could be deemed inadmissible, or ineligible to adjust their immigration status in the future as a result of the rule’s stricter weighing of factors such as their education, income, age, or health conditions, despite their present ineligibility and non-use of public benefits.

There are approximately 220,000 non-citizen recipients of SNAP, cash assistance, or both, and 54,000 non-citizen recipients of Supplemental Security Income and the state supplement. If 20 percent in NYC were to withdraw, they and those on their benefits case would suffer a loss of \$235 million in benefits per year. Furthermore, this would lead to a larger loss for the economy of approximately \$420 million annually. As of the Fiscal 2020 Preliminary Plan, the budget does not include funding to address the potential shortfall in revenue due to the proposed rule.

Census 2020

Many federal programs rely on population figures collected by the census to distribute federal funds among states and local governments. Approximately \$700 billion is distributed annually to states across the country through approximately 300 different census-guided federal grant and funding programs. These programs support services including healthcare, public education, social services and

⁶ https://www1.nyc.gov/assets/immigrants/downloads/pdf/research_brief_2018_12_01.pdf

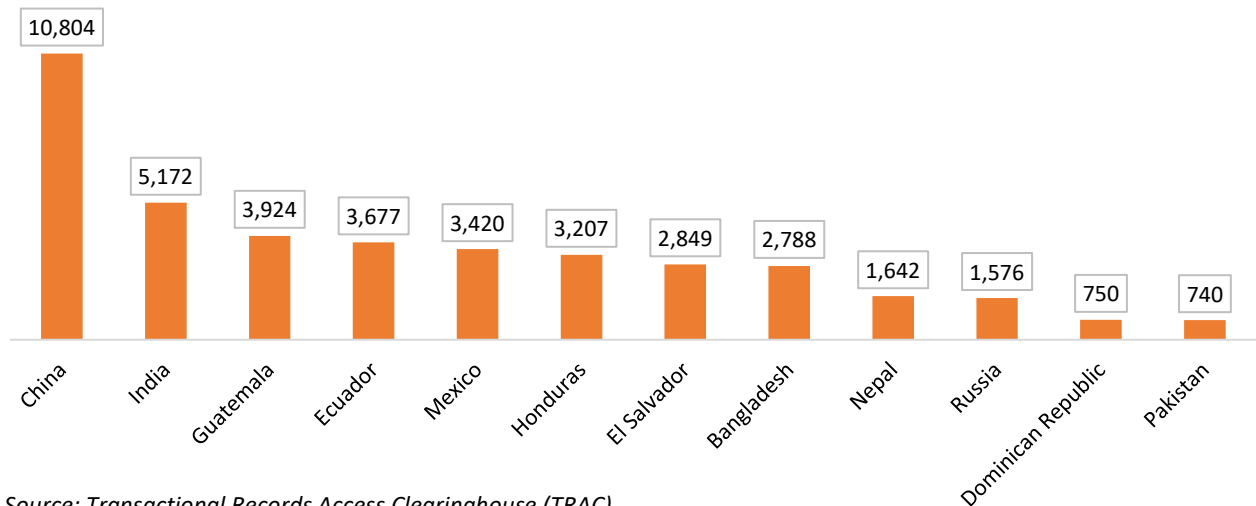
infrastructure development. In March 2018, the federal government announced that Census 2020 would ask people whether they were U.S. citizens or not.

In terms of the City’s efforts for an accurate count, the Administration allocated approximately \$4.3 million for census efforts to build out a citywide public awareness campaign for communities across the City.⁷ In September 2018, the Department of City Planning (DCP) submitted addresses for more than 122,000 housing units that the Census Bureau did not have on its address list for the 2020 Census.

Immigrant Enforcement in NYC

Immigration enforcement has risen in NYC under the current federal administration. Data show that deportations by the Immigration and Customs Enforcement (ICE) officers in the City increased by 150 percent between the final year of the Obama Administration and the first full fiscal year of the Trump Administration. Deportations of individuals with no criminal convictions rose even more in NYC, from 313 to 1,144, or 266 percent.⁸ According to the Comptroller’s report, Immigration court records indicate that the number of new deportation cases involving an immigrant living in NYC grew to an all-time high in Fiscal 2018 of over 19,750 cases. During the first half of Fiscal 2018, bond amounts in NYC ranged from \$1,500 to \$100,000. Between Fiscal 2014 and Fiscal 2017, the median bond amount set by immigration judges in NYC was \$7,500, or 50 percent higher than median bail set in felony cases in criminal courts. Chinese immigrants make up the largest nationality of NYC immigrants with immigration court proceedings, with over 10,000 immigration cases since Fiscal 2016. Immigrants from India comprise roughly ten percent of all cases, those from Ecuador account for about seven percent, and those from Bangladesh account for about eight percent of cases. The full breakdown is below.

Figure 4: Nationalities of NYC Immigrants w/ Immigration Court Cases FY16-18



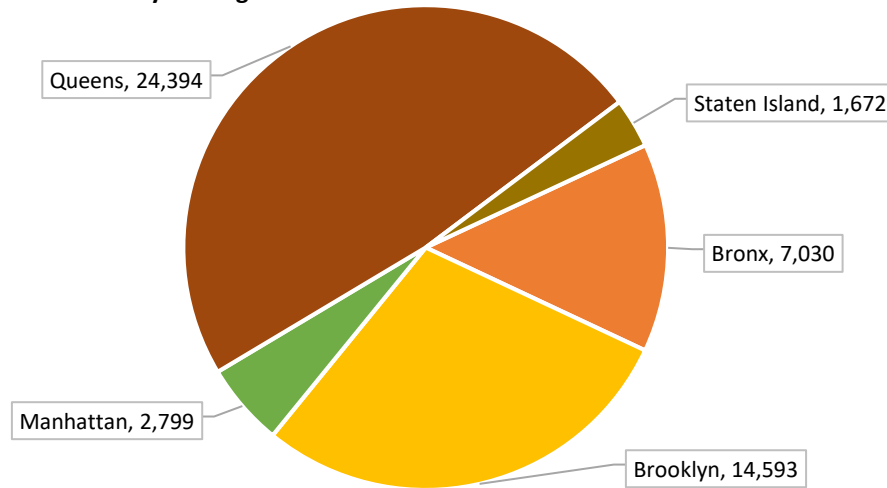
Source: Transactional Records Access Clearinghouse (TRAC)

Since Fiscal 2016, approximately 48 percent of all cases involve immigrants residing in Queens; about 29 percent involved those residing in Brooklyn; 14 percent in the Bronx; and roughly nine percent in Manhattan and Staten Island combined.

⁷ <https://www1.nyc.gov/office-of-the-mayor/news/004-19/mayor-de-blasio-julie-menin-director-the-census-nyc-executive-assistant>

⁸ <https://comptroller.nyc.gov/reports/the-demographics-of-detention-immigration-enforcement-in-nyc-under-trump/>

Figure 5: Immigration Court Cases by Borough FY16-18



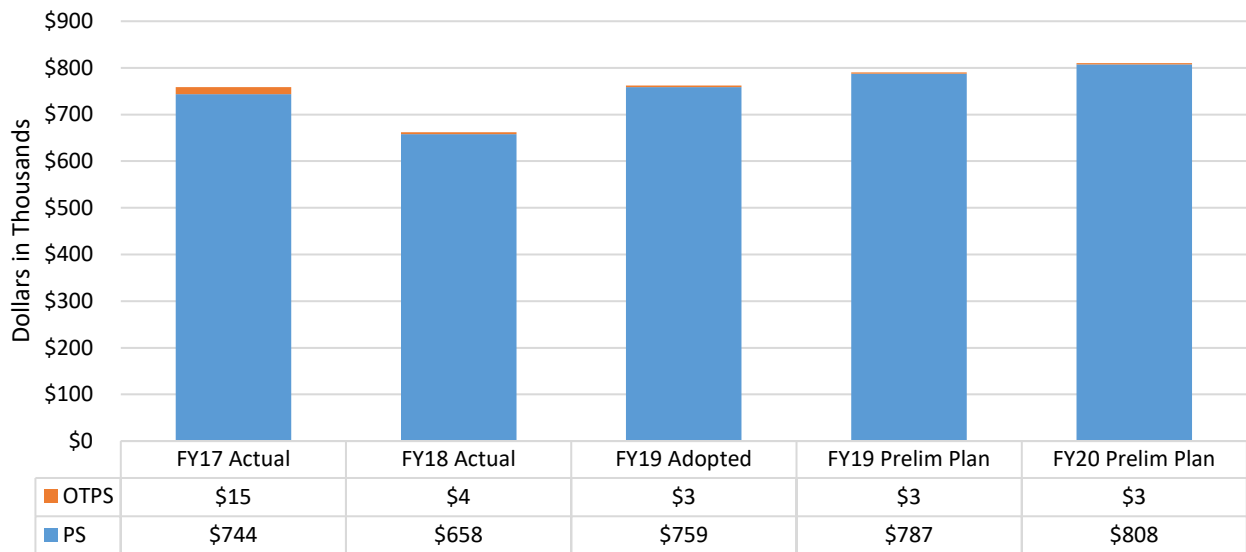
Source: TRAC

City’s Immigrant Services

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 Mayorality 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 6: MOIA's Financial Summary



MOIA’s Fiscal 2020 Preliminary Budget increases by \$49,000 or approximately six percent, when compared to the Fiscal 2019 Adopted Budget. MOIA’s budgeted headcount 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.

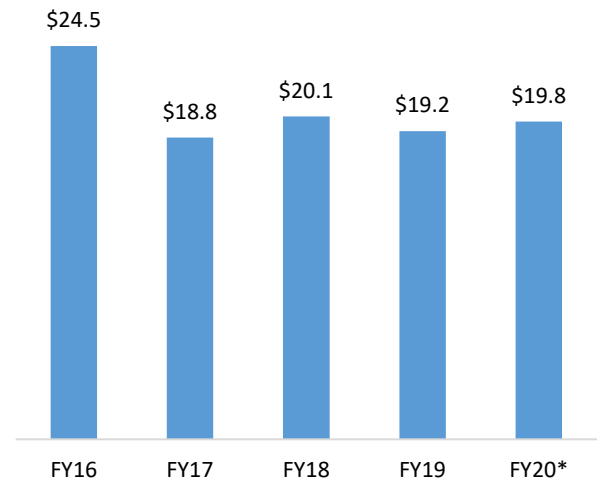
In the Fiscal 2018 Budget, the Administration increased the budget of ActionNYC by \$1.5 million, for a total budget of \$8.7 million. The increase expanded the initiative in two areas.

- **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

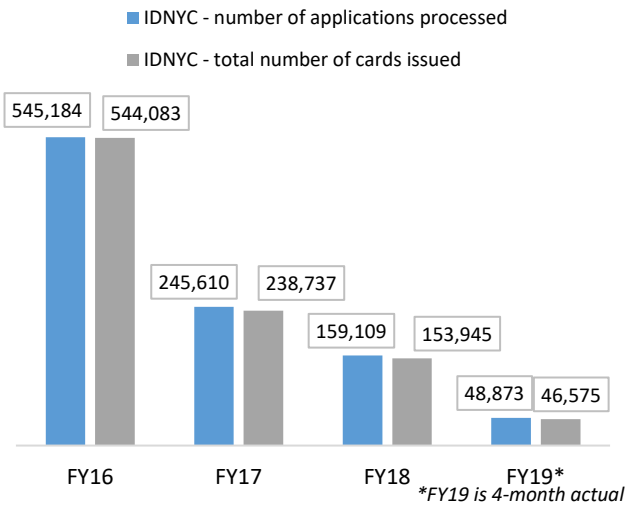
Created through City Council’s Local Law 34 of 2014, IDNYC is the largest free municipal identification card program in the country. The New York City municipal ID, called IDNYC, was launched on January 12, 2015 with the goal to provide New York City residents with a government-issued form of identification, 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. IDNYC’s funding history from Fiscal 2016 to Fiscal 2020 is illustrated in figure 7.

Figure 7: IDNYC Funding History FY16-20 (\$ in millions)



*FY20 is Preliminary Budget

Figure 8: IDNYC



The Fiscal 2019 PMMR includes performance indicators for IDNYC as one of HRA’s performance indicators. The number of IDNYC applications processed and the total number of cards issued increased from Fiscal 2016 to Fiscal 2018 has decreased. The high number of cards issued and applications processed in Fiscal 2016 can be attributed to the fact that the program launched in Fiscal 2016. As more New Yorkers obtain the card, the decline, as shown below, is expected. During the first four months of Fiscal 2019, 48,873 IDNYC applications were processed, a decrease of 22 percent when compared to the first four months of Fiscal 2018.

Additionally, 46,575 total IDNYC cards were issued during the first four months of Fiscal 2019, a decrease of 24 percent compared to the same reporting period in Fiscal 2018.

In May 2018, the Administration released a Request for Information (RFI), seeking proposals from financial institutions and non-traditional services for a way to “transform IDNYC into a payment tool,” in order to “dramatically expand the utility of the card by making it capable of storing money and paying for goods and services, including transit fares.”⁹ On December 14, 2018, DSS, in partnership with MOIA, released a “Notice of Intent” to solicit applications for then negotiated acquisition of a provider to “host and execute a payment and banking feature on a dual interface smart chip on the IDNYC card.”¹⁰ Based on this “Notice of Intent,” the contract is scheduled to begin January 1, 2020, if the Administration were to enter into a contract with a vendor. As of the Fiscal 2020 Preliminary Plan, the vendor has not been chosen, and the budget does not include funding for a contract for a smart chip on the IDNYC card.

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. The PMMR does not include performance indicators for NY Citizenship.

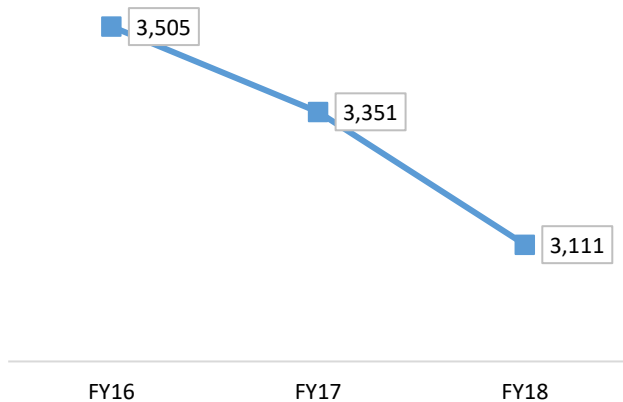
DYCD Office of Immigrant Affairs

DYCD has its own office of immigrant affairs and immigration assistance programs, apart from MOIA. One of DYCD’s goal, as stated in the PMMR, is to “maximize the number of NYC immigrants receiving services that improve language and employment skills that help families successfully integrate into their new communities.”

⁹ Mayor’s Office of the Chief Technology Officer. IDNYC Smart Chip Request for Information (RFI). (May 30, 2018)

¹⁰ NYC Department of Social Services. Re: Financial Services Provider(s) to Host and Execute a Banking Access Feature on a Dual Interface IDNYC Smart Chip Card. (December 14, 2018)

Figure 9: Participants in DYCD immigrant services programs



The chart on the left shows that participants in DYCD immigrant services programs has been declining since Fiscal 2016. The PMMR does not include four-month actual for both Fiscal 2018 and Fiscal 2019. The PMMR does not indicate the cause in the reduction of participants in DYCD immigration assistance programs. Meanwhile, participants achieving positive outcomes in immigration assistance programs increased by five percent from Fiscal 2016 to Fiscal 2018. See Appendix B for detailed information on DYCD’s Fiscal 2019 PMMR indicators.

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. A comparison of the history of the Mayoral and Council’s funding history of immigrant legal services is below.

Table 2: Immigrant Legal Services – FY13 to FY19

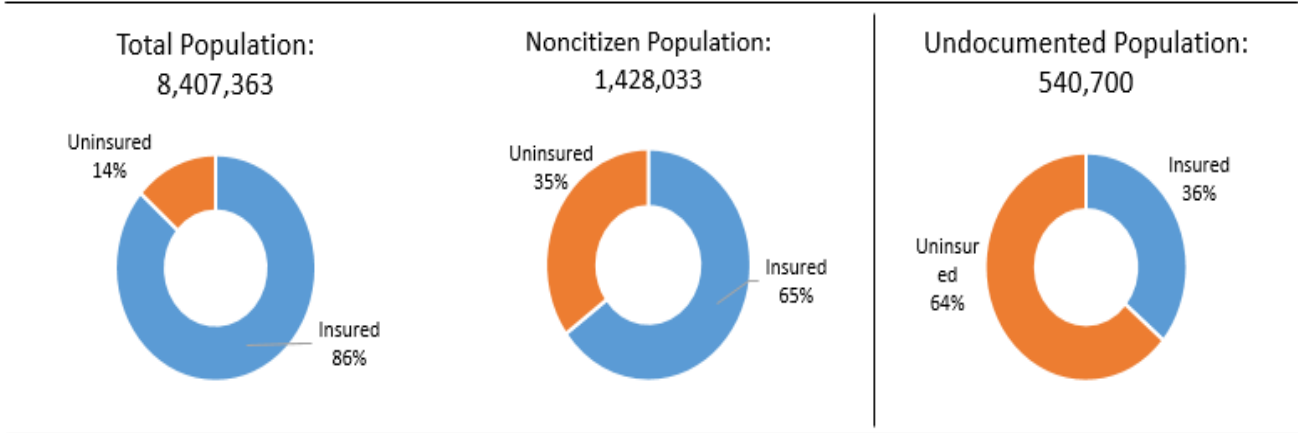
<i>Funding in millions</i>	FY13	FY14	FY15	FY16	FY17	FY18	FY19
Mayoral Programs	\$2.1	\$2.1	\$6.2	\$10.0	\$16.5	\$30.9	\$30.9
ActionNYC	\$0	\$0	\$0.9	\$7.9	\$8.4	\$8.7	\$8.7
IOI/Deportation Defense	\$0	\$0	\$3.2	\$0	\$5.9	\$19.6	\$19.6
CSBG-Funded Legal Services	\$2.1	\$2.1	\$2.1	\$2.1	\$2.1	\$2.1	\$2.1
Legal Services for Immigrant Survivors of DV	\$0	\$0	\$0	\$0	\$0	\$0.5	\$0.5
City Council Discretionary Awards	\$4.6	\$5.1	\$6.9	\$10.9	\$11.3	\$16.6	\$17.4
NYIFUP	\$0	\$0	\$4.9	\$5.2	\$6.2	\$10.0	\$10.0
ICARE	\$0	\$0	\$1.0	\$1.5	\$0.5	\$2.0	\$2.3
IOI	\$4.0	\$4.3	\$0	\$3.2	\$2.6	\$2.6	\$2.6
CUNY Citizenship Now!	\$0.6	\$0.8	\$1.0	\$1.0	\$2.0	\$2.0	\$2.5
Total New York City Funding	\$6.7	\$7.2	\$13.1	\$20.9	\$27.8	\$47.5	\$48.3

Source: NYC Office of Civil Justice, MOIA

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 10: 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.

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

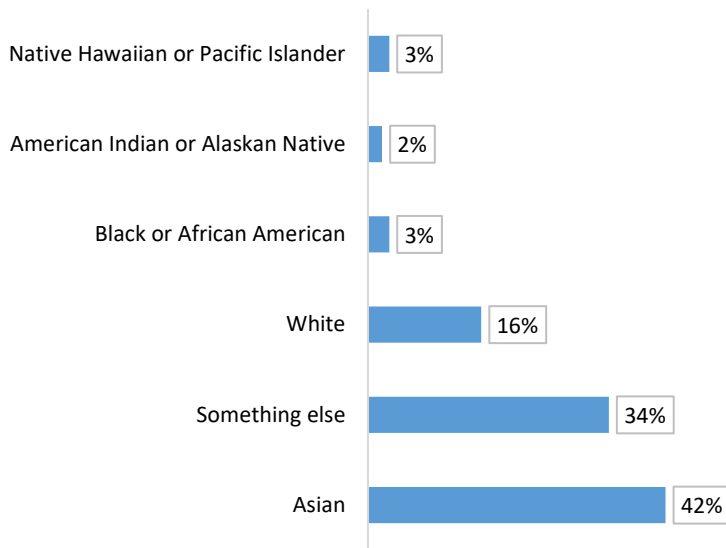
The Administration and the Council invested in two different programs, as a result of the recommendations from the Mayor’s Taskforce on Immigrant Health Care Access.

ActionHealthNYC

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. The demonstration and its evaluation, discussed on the following page, were funded by the Robin Hood Foundation, Rockefeller Foundation, and Altman Foundation. 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 17 for more information on the Immigrant Health Initiative. In December 2017, the American Institutes for Research released a report on “ActionHealthNYC Evaluation.” Some of the major findings are discussed on the next page.

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

Figure 11: ActionHealth NYC Evaluation Findings: Race

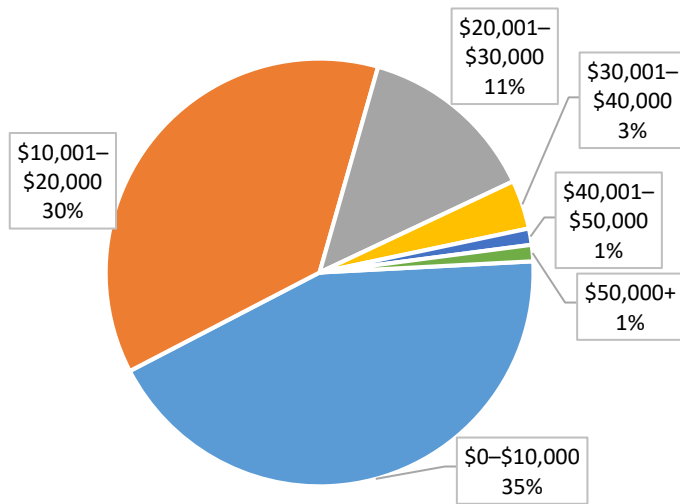


Out of 2,404 survey respondents, research participants’ average age was 44 years old. Fifty-one percent were female, and 48 percent were male. In terms of race, 42 percent identified as Asian, 16 percent identified as White, and 34 percent identified as other. With ethnicity, 49 percent identified as Hispanic or Latino. The three most commonly preferred languages of research participants were Spanish (49 percent), Chinese (21 percent), and English (10 percent). Those that responded with “other” as preferred language included Korean, Hindi, Bengali, Punjabi, Urdu, Russian, Nepali,

Haitian Creole, and Arabic. According to the evaluation, only 30 percent of the participants reported speaking English “well” or “very well.” Additionally, research participants represented 77 countries of origin and spoke 32 different languages. They resided in all five boroughs in NYC.

More than half of all research participants were employed full or part-time. Furthermore, over 76.5 percent had a 2015 household income of \$30,000 or less. A complete look at the income breakdown in 2015 is below. On average, research participants had lived in the U.S. for approximately 13 years.

Figure 12: ActionHealth NYC Findings: Income Breakdown (As of 2015)



From the total number of respondents, 40 percent reported not visiting a doctor’s office or clinic in the previous 12 months, compared with approximately 22 percent of the 2015 Medicaid enrollees in the U.S. With healthcare costs, participants reported spending an average of \$146 on medical care and \$41 on prescription medications in the previous six months of the evaluation period. Regarding financial burden, approximately 14 percent of research participants could not fill or had to delay filling a prescription due to cost.

According to the evaluation, ActionHealthNYC improved healthcare access for members compared with the study group during the study period. More members reported having a primary care provider, and used primary and specialty care than the study group did. During the study period, 64 percent of ActionHealthNYC members used primary care compared with 19 percent of the study group. ActionHealthNYC members received more hypertension, diabetes, weight, cholesterol, tobacco use, depression, colorectal cancer, and HIV screenings, when compared to those in the study group.

Overall, ActionHealthNYC had positive effects on improving access to care for the eligible population, and achieving short-term outcomes with improved access. This includes self-reports of having a regular source of care, actual use of primary and specialty care, receipt of numerous highly recommended preventive services, improvements in self-reports of getting care when needed, and more. Although the evaluation found some positive results, the Administration did not pick up the funding in order to continue the program after the demonstration period.

NYC Care

On January 8, 2019, the Administration announced the NYC Care program, which will include health care access to 600,000 uninsured New Yorkers by increasing access to the City’s public health insurance option, MetroPlus, and ensuring that anyone ineligible for insurance has direct access to services at H+H locations.¹² The program will launch in summer 2019 and will roll out geographically, starting in the Bronx. According to the Administration, it will be fully available across the five boroughs in 2021. The Fiscal 2020 Preliminary Budget added \$25 million for this program. Funding increases to \$75 million in Fiscal 2021, with the full cost totaling \$100 million in Fiscal 2022 and beyond.

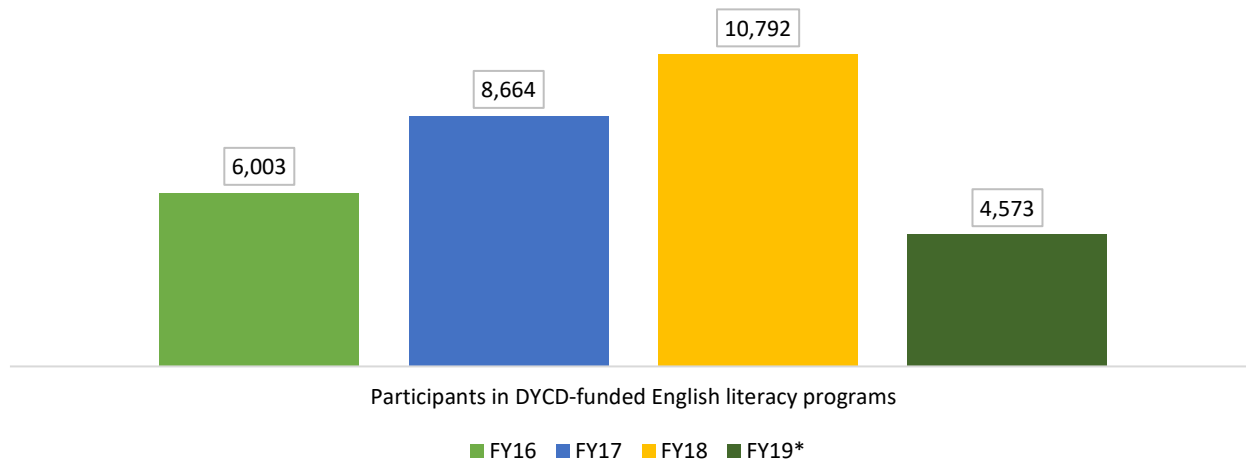
Adult Literacy

Since Fiscal 2017, the Council negotiated with the Administration to secure funding for the Adult Literacy program at \$12 million. The \$12 million commitment has continued to Fiscal 2019. However, funding is included in the budget as a one-year item at Adoption. Funding history for Adult Literacy since Fiscal 2015 is below.

Dollars in Thousands	Fiscal 2015	Fiscal 2016	Fiscal 2017	Fiscal 2018	Fiscal 2019
NYC Council	\$750	\$1,380	\$6,000	\$6,000	\$4,000
Administration	\$2,500	\$2,500	\$6,000	\$6,000	\$8,000
TOTAL	\$3,250	\$3,880	\$12,000	\$12,000	\$12,000

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. One of the goals is to “maximize participation and success in programs improving English literacy skills among adults, adolescents, children and recent immigrants.”¹³

Figure 13: Participants in DYCD-funded English Literacy Programs



¹² <https://www1.nyc.gov/office-of-the-mayor/news/017-19/mayor-de-blasio-plan-guarantee-health-care-all-new-yorkers#/0>

¹³ <https://www1.nyc.gov/assets/operations/downloads/pdf/pmmr2019/dycd.pdf>

From Fiscal 2016 to 2018, the number of participants in DYCD-funded English literacy programs has increased by roughly 80 percent. On average, DYCD served approximately 8,486 participants through the Department's English literacy programs from Fiscal 2016 to 2018. During the first four months of Fiscal 2019, there were 4,573 participants in DYCD-funded English literacy programs, a decrease of 1,393 participants or 23 percent, when compared to the same reporting period in Fiscal 2018. The Fiscal 2019 PMMR does not provide details on why the number of participants has been increasing. However, the Fiscal 2018 PMMR attributed this to enhanced funding. Fiscal 2017 was the first year that the funding for adult literacy increased to \$12 million. This commitment carried on to Fiscal 2018, which would explain this trend. Although the number of participants is increasing, DYCD's budget for adult literacy programs does not reflect the increase and the need. This brings into question how the Administration will meet the City's growing needs for adult literacy programs. 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.¹⁴ 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.

Language Access

In 2008, then-Mayor Bloomberg signed Executive Order No. 120, which created a Citywide Policy on Language Access to Ensure the Effective Delivery of City Services.¹⁵ As a result of this, agencies were required to designate a Language Access Coordinator, and develop a language access plan. The agencies were also mandated to provide services in languages based on at least the top six LEP languages, based on U.S. census data and as those languages are relevant to services offered by each agency.

In 2017, the Council passed Local Law 30, which included provisions for language access in specific instances. Local Law 30 requires covered agencies to provide language access services for all designated citywide languages. The citywide designated languages are Spanish, Chinese, Russian, Bengali, Haitian Creole, Korean, Arabic, Urdu, French, and Polish. The Office of the Language Services Coordinator, in consultation with MOIA, coordinates and guides the development of agencies' implementation plans. It is unclear whether various agencies will use existing resources in order to implement the plans, or would need additional funding in the future.

Council Initiatives

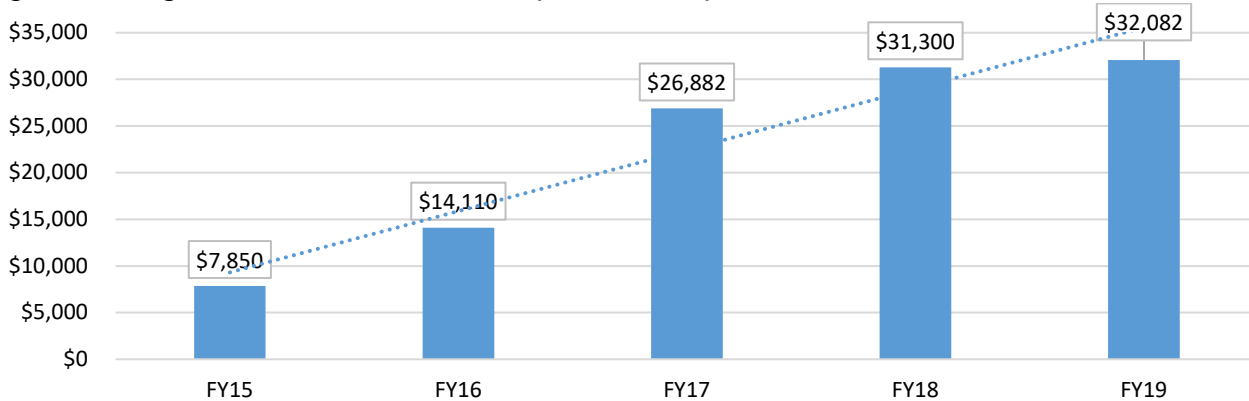
Funding for immigrant services initiatives has greatly increased from Fiscal 2015 to 2018. New initiatives were created, and support for legal initiatives increased over the fiscal years. In Fiscal 2016, the Council created a new initiative, the Immigrant Health Initiative, in response to a report from 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

¹⁴ U.S. Census Bureau, 2011 American Community Survey-Public Use Microdata Sample. Population Division-New York City Department of City Planning

¹⁵ Executive Order 120, available at: http://www.nyc.gov/html/om/pdf/2008/pr282-08_eo_120.pdf

Unaccompanied Minor Children initiative. Below is a chart that provides an overview of funding history of immigrant services initiatives from Fiscal 2015 to 2019. As the chart shows, the Council has been taking the lead by steadily increasing funding for immigrant services over the past five fiscal years.

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



For Fiscal 2019, the City Council included \$32.1 million for immigrant services. Funding for Fiscal 2019 increased by \$782,000, or approximately three percent, when compared to Fiscal 2018. The initiatives under immigrant services are administered by multiple agencies, namely DYCD, CUNY, DOHMH, and HRA. The Fiscal 2020 Preliminary Budget does not include funding for the Council initiatives listed below. This is because Council discretionary funding has to be negotiated between the Council and the Administration by the time of Adoption. The table below shows the increase from Fiscal 2018 to Fiscal 2019.

Agency	Initiative	FY18	FY19	Difference
DYCD	Key to the City	\$700	\$700	\$0
DYCD	Adult Literacy	12,000	12,000	0
CUNY	CUNY Citizenship NOW! Expansion	2,000	2,500	500
HRA	Immigrant Opportunities Initiative	2,600	2,600	0
HRA	New York Immigrant Family Unity Project	10,000	10,000	0
HRA	Unaccompanied Minors and Families	2,000	2,282	282
HRA	Immigrant Resource Initiative	500	0	(500)
DOHMH	Immigrant Health Initiative	1,500	2,000	500
TOTAL		\$31,300	\$32,082	\$782

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 2019 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 \$4 million to expand adult literacy class seats at community-based organizations (CBO).

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. Fiscal 2019 funding increased by \$500,000 or 25 percent, from Fiscal 2018. With the expanded funding, CCN provided education forums and purchased a subscription to language line and an American Sign Language (ASL) service provider, in order to serve those who speak less common languages and those who need ASL interpreters.

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 2019 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 2019 for NYIFUP.

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 \$2.3 million in Fiscal 2019 for Unaccompanied Minors and Families, an increase of \$282,000 from Fiscal 2018. The Council increased funding for this initiative in order to address the increased legal services need as a result of the federal administration's family separation policy at the U.S.-Mexico border.

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. Funding for this increased by \$500,000, or 33 percent, from Fiscal 2018 in order to address the diverse health needs of the immigrant community.

Appendices

A. MOIA - Financial Summary

MOIA Financial Summary						
<i>Dollars in Thousands</i>						
	FY17	FY18	FY19	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY19	FY20	FY19-FY20
Spending						
Personal Services	\$744	\$658	\$759	\$787	\$808	\$49
Other Than Personal Services	15	4	3	3	3	0
TOTAL	\$759	\$662	\$762	\$790	\$811	\$49
Funding						
City Funds			\$762	\$790	\$811	\$49
TOTAL	\$759	\$662	\$762	\$790	\$811	\$49
Budgeted Headcount						
Full-Time Positions	6	7	7	7	7	0

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

B. Fiscal 2019 PMMR Performance Measures

Human Resources Administration

HRA Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
IDNYC - number of applications processed	545,184	245,610	159,109	*	*	62,432	48,873
IDNYC - total number of cards issued	544,083	238,737	153,945	*	*	61,217	46,575
IDNYC application timeliness (%)	99.00%	99.00%	99.40%	*	*	99.20%	99.30%
Applications filed with the U.S. Citizenship and Immigration Services	1,415	2,477	3,496	*	*	NA	NA

Department of Youth and Community Development

DYCD Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Participants in DYCD-funded English literacy programs	6,003	8,664	10,792	6,600	6,600	5,966	4,573
Participants in DYCD-funded English literacy programs meeting federal standards of improvement in their ability to read, write, and speak English (%)	54%	59%	54%	55%	55%	NA	NA
Participants achieving positive outcomes in immigrant services programs (%)	58%	64%	63%	60%	60%	21%	NA
Participants in immigrant services programs	3,505	3,351	3,111	*	*	NA	NA

Department of Education

DOE Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Students enrolled as English Language Learners (000)	151	160	159	*	*	NA	NA
English language learners testing out of ELL Programs (%)	12.80%	15.60%	18.10%	19.10%	19.10%	NA	NA
English language learners testing out of ELL programs within 3 years (%)	57.70%	55.50%	50.90%	51.90%	51.90%	NA	NA