

**NEW YORK CITY COUNCIL
FINANCE DIVISION**

Tanisha Edwards, Esq.
Chief Financial Officer and
Deputy Chief of Staff

Richard Lee
Director

Jonathan Rosenberg
Managing Director

Chima Obichere
Deputy Director

Paul Scimone
Deputy Director

Eisha Wright
Deputy Director

Crilhien R. Francisco
Assistant Director

Elizabeth Hoffman
Assistant Director

Aliya Ali
Unit Head

Hon. Adrienne Adams
Speaker of the Council

Hon. Shahana Hanif
Chair of the Committee on Immigration

Report on the Fiscal 2024 Preliminary Plan
and the Fiscal 2023 Preliminary Mayor's
Management Report for the
Mayor's Office of Immigrant Affairs

March 7, 2023

Prepared by Florentine Kabore, Principal Financial Analyst



Table of Contents

Mayor’s Office of Immigrant Affairs Fiscal 2024 Budget Snapshot.....1

MOIA Financial Plan Overview1

Financial Summary.....1

 Human Resources Administration.....2

 NYC Health + Hospitals3

City Actions3

 Emergency Services for Asylum Seekers3

State Actions4

 Services for Asylum Seekers4

 Health Care4

 Office of New Americans5

 Office of Temporary Disability Assistance5

 Immigration Legal Service.....5

 Refugee Resettlement5

Federal Action6

 Welcome Corps.....6

 Extending and Expanding Temporary Protection Status (TPS) and Proposed Rule Changes.....6

Council Initiatives.....6

Budget Issues7

Fiscal 2023 Preliminary Mayor’s Management Report (PMMR).....8

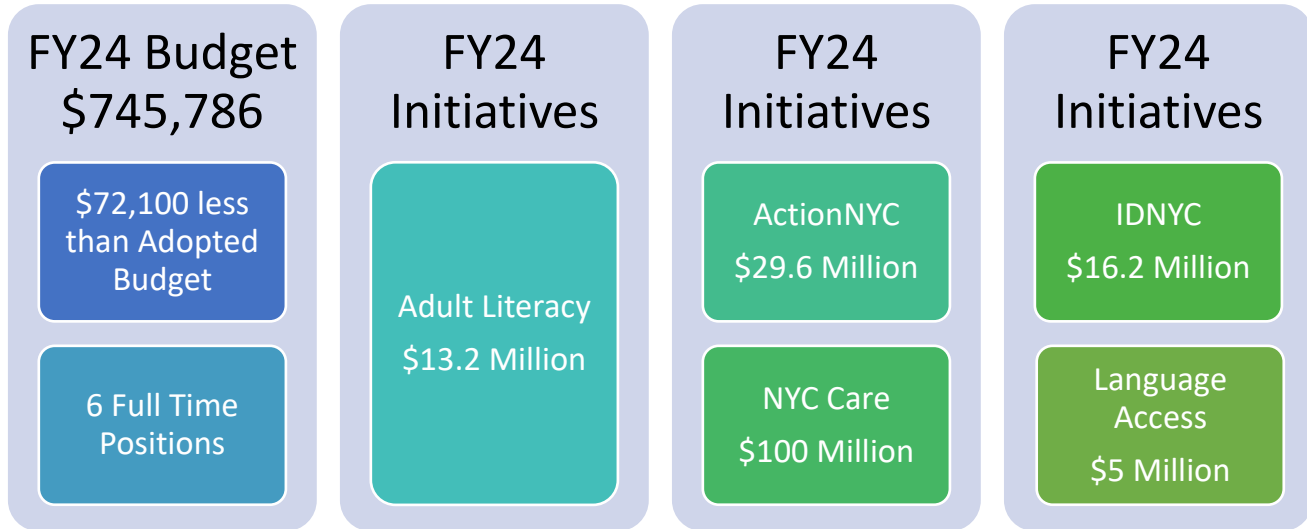
 Department of Youth and Community Development (DYCD) – Adult Literacy8

 Human Resources Administration (HRA) - IDNYC8

 Health and Hospitals (H+H) – NYC Care.....8

 Human Resources Administration (HRA) – ActionNYC.....9

Mayor’s Office of Immigrant Affairs Fiscal 2024 Budget Snapshot



MOIA Financial Plan Overview

The Mayor’s Office of Immigrant Affairs (MOIA) promotes the well-being of immigrant communities by recommending policies and programs that facilitate successful integration of immigrant New Yorkers. MOIA’s major initiatives are Adult Literacy, IDNYC – the City’s municipal identification card program, NYC Care, and ActionNYC –the City’s community-based immigration legal services program. MOIA primarily works together with other City agencies to coordinate funding for immigrant programs, implement services housed within other City agencies, and execute major State and Federal actions.

This report is a review of the City’s Fiscal 2024 Preliminary Budget for services dedicated to immigrants and foreign-born New Yorkers. In order to capture the overall funding impact, this report presents the programs and budgets of major immigrant service programs in other agencies. In addition, this report highlights performance indicators from different agencies in the Fiscal 2023 Preliminary Mayor’s Management Report (PMMR).

Financial Summary

The Fiscal 2024 Preliminary Budget for MOIA totals \$745,786 and supports six full time positions. The Fiscal 2024 budget has slightly decreased by \$72,100 compared to the Fiscal 2023 Adopted Budget. This is due to a reduction of one full-time position. MOIA’s budget is comprised of Personal Services (PS) and Other Than Personal Services (OTPS) budgets, reflected in Mayoral agency (002), and the sole source of funding is City Tax-Levy (CTL) funds. The chart below shows MOIA’s financial summary.

Table 1: MOIA Financial Summary

MOIA Financial Summary						
	FY21	FY22	FY23	Preliminary Plan		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	FY23	FY24	FY23-FY24
Spending						
Personal Services	\$593,415	\$512,831	\$814,886	\$814,886	\$742,786	\$(72,100)
Other Than Personal Services	85,505	85,026	3,000	4,322	3,000	0
TOTAL	\$678,920	\$597,857	\$817,886	\$819,208	\$745,786	(\$72,100)
Budgeted Headcount						
Full Time Positions – Civilians	6	7	7	7	6	(1)

**The difference of Fiscal 2023 Adopted Budget compared to Fiscal 2024 Preliminary Budget.*

MOIA's budget as presented within the Mayorality budget does not provide a full picture of the Office's operations. MOIA collaborates with various City agencies like the Department of Youth and Community Development (DYCD), the Human Resources Administration (HRA), and Health and Hospitalsto manage immigration related programs found within those agencies. With the recent influx of asylum seekers into the city, MOIA has increased its partnership with the New York City Office of Emergency Management (NYCEM), the Department of Homeless Services (DHS), and the Department of Health and Mental Health (DOHMH) in welcoming the increased number of newly arrived migrants.

The Fiscal 2024 Preliminary Budget includes additional funding of \$59.8 million for key immigrant services provided by HRA, DYCD, and CUNY. This budget represents less than one percent of the City's total Budget of 102.7 billion. Immigrant services is \$3.8 million less in the Fiscal 2024 budget compared to the \$63.6 million in the Fiscal 2023 Adopted Budget. Below is a breakdown of funding by program area.

Table 2: Funding for Immigrant Service by Agency

	2021	2022	2023	2023		*Difference
<i>Dollars in Thousands</i>	Actuals	Actuals	Adopted	Preliminary	Preliminary	FY23 - FY24
MOIA	\$678	\$597	\$817	\$819	\$745	(\$72)
HRA - IDNYC	14,151	7,282	16,255	16,255	16,255	0
HRA - ActionNYC	36,931	41,665	20,296	54,854	29,697	9,401
DYCD - Adult Literacy	15,630	19,030	26,320	23,590	13,120	(13,200)
TOTAL	\$67,390	\$68,574	\$63,688	\$95,518	\$59,817	(\$3,871)

**The difference of Fiscal 2023 Adopted Budget compared to Fiscal 2024 Preliminary Budget.*

Department of Youth and Community Development (DYCD) - Adult Literacy Initiative

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). The Fiscal 2024 budget for DYCD's Adult literacy program totals \$13.1 million, which represents a decrease of \$13.2 million when compared to the Fiscal 2023 Adopted Budget, a 50 percent reductoin. This decrease includes Council Discretionary funding of \$5.8 million, which was added during the Adopted Budget, as well as \$6.7 million in programmatic funds that was also added in Fiscal 2023 Adoption.

Human Resources Administration

IDNYC

IDNYC helps New Yorkers access a wide variety of services and programs offered by the City regardless of immigration status. There were over 1.4 million cardholders as of December 2021, which comprise of 57 percent women and 43 percent men. The highest number of cardholders are aged between 25

and 44 years old. With the unprecedented number of asylum seekers arriving daily into the City, the number of users is expected to grow in the next few years.

The Fiscal 2024 Budget for IDNYC, housed in HRA, totals \$16.2 million, of which \$12 million supports 210 full time positions. In the Fiscal 2024 Preliminary Plan, IDNYC's budget remains unchanged compared to the Fiscal 2023 Adopted Budget.

IDNYC, a free of cost municipal identification card for New York City residents aged 10 and up, was launched in 2015.

ActionNYC

ActionNYC, one of MOIA's primary initiatives, is a citywide community-based immigration legal services and outreach program. ActionNYC provides all New Yorkers free, safe immigration legal help through a network of community-based organizations at community sites, public health facilities, public schools, and libraries. Services are provided to any New Yorker, regardless of immigration status, and in multiple languages.

In the Fiscal 2024 Preliminary Plan, the Administration allocated \$29.6 million in Fiscal 2024 for ActionNYC, housed in HRA's Budget. The program's budget is \$9.4 million more than the amount allocated in the Fiscal 2023 Adopted Budget, mainly due to new funds added in Fiscals 2023 and 2024 for immigration legal services and various services provided at the navigation centers.

NYC Health + Hospitals

NYC Care

NYC Care was launched in 2019 as a health care access program that guarantees low-cost and no-cost services offered by NYC Health + Hospitals to New Yorkers who do not qualify for, or cannot afford, health insurance based on federal guidelines. The Fiscal 2024 Budget includes \$100 million for NYC Care, the budget has remained unchanged compared to the Fiscal Year 2023 Adopted Budget.

City Actions

Emergency Services for Asylum Seekers

New York City is experiencing an influx of asylum seekers since April 2022, with over 45,000 newcomers from various places. Since this humanitarian crisis began, the City has taken fast and urgent actions, managing the arrival of a rapidly increasing number of asylum seekers. The Administration has responded to the influx by opening 88 emergency shelters across the five boroughs and seven Humanitarian Response and Relief Centers (HERRCs), partnering with not-for-profit organizations to run the navigation center and the satellite sites. Additionally, the City has enrolled approximately 13,000 children in public schools through the Open Arms project. Lastly, the City continues to support asylum seekers with food services, clothes, and other supplies. As of February 24, 2023, there were approximately 29,900 migrants at the care of New York City since last spring.

The costs associated with emergency and other vital services dedicated to asylum seekers are mostly housed within the budget of the Department of Social Services (DSS), the Department of Education (DOE), NYC Health and Hospitals (H+H), the NYC Emergency and Management (NYCEM), and the Office of Technology and Innovation (OTI). All of these efforts are coordinated by MOIA. MOIA, in collaboration with community-based organizations, is directly managing the Navigation Center and ten satellite sites across the five boroughs, and continues to support newly arrived individuals and

families seeking asylum. There is \$8.8 million included in the budget for the navigation center and satellite sites, as well as \$5 million for legal services for NYC asylum seekers. Below is an estimated breakdown of actuals and projected funding in resources to asylum seekers that the City plans to spend in Fiscals 2023 and 2024. It should be noted that the Council has yet to receive final spending data on asylum seekers from the Administration.

Service Area	Amount
Services and Supplies	\$357,000
DOE Project Open Arms	90,000
Technology, Administrative Cost and Other	55,000
Housing/Sheltering	52,000
Health Services	33,000
Food Services	13,000
Navigation Center and Satellite Sites	8,800
Immigration Legal Services	5,000
Total, City	\$613,800

State Actions

Services for Asylum Seekers

The State Fiscal 2024 Executive Budget includes over \$1 billion to support the asylum seeker crisis in Fiscals 2024 and 2025. A portion of this funding will address the increased need for shelter services, with the remaining funds administered by the State for services in NYC through State agencies or contracted providers. The majority of the funding will expand services for the newly arrived immigrants that continued to arrive in the City since April 2022. Below is a breakdown of some of the funding included in the NYS budget:

Service Area	Amount
City Shelter Costs @29%	\$767,000
Logistical Support State National Guard	162,000
Health Care	137,000
Office of New American	44,500
Office of Temporary Disability Assistance	25,000
Immigration Legal Services	10,000
Shelter site – Brooklyn Terminal	6,000
Other Refugee Resettlement Assistance	5,000
Total, NYS	\$1,151,500

Health Care

The NYS Fiscal 2024 Executive Budget included funding of \$137 million for health services to support the City of New York, providing free health care to certain eligible asylum seekers. It is imperative that the New York health care system addresses the limited capacity of mental health professionals and social workers who provide culturally competent and critically responsive services, as well as connecting asylum seekers to health coverage and care. Below are requirements that the State has determined regarding Medicaid for eligible immigrants.

- **Eligibility of individuals aged 65 and over.** Governor Hochul’s plan to delay the beginning of Medicaid coverage benefits for undocumented immigrants for nine months in order to coincide with a federal waiver to claim additional federal matching funds could have negative

impact on those 65 year and over within this population. However, the plan would allow the following:

- The Plan authorizes a pregnant individual to remain enrolled in the program during pregnancy and for a period of one year following the pregnancy without regard to any change in income.
- The Plan authorizes individuals on the plan to have 12 months of continuous coverage, regardless of whether the individual failed to make a premium payment.

Office of New Americans

The NYS Fiscal 2024 Executive Budget added \$44.5 million to enhance the Office of New Americans (ONA) programs, which represents a net increase of \$5 million. This budget includes \$2 million for the Office of Language Access, which is a division of ONA that oversees New York State's language access services for millions of New Yorkers with limited English proficiency. ONA administers grant programs and oversees a network of community providers that help immigrant New Yorkers with citizenship applications, workforce development, and health support. However, the specific line items for Asian American and Pacific Islander crisis intervention and community based programs combating biased crimes have been discontinued.

Office of Temporary Disability Assistance

The NYS Fiscal 2024 Executive Budget included \$25 million in the Office of Temporary Disability Assistance (OTDA) budget for resettlement. Through OTDA, the funding will provide assistance to refugees and their families in achieving economic and social self-sufficiency, help repatriated citizens arrive safely at home, provide assistance to victims of human trafficking, and assure proper foster care for unaccompanied refugee and entrant minors.

Immigration Legal Service

The NYS Fiscal 2024 Executive Budget includes \$10 million in legal services for legal screenings, triage and referrals, know your rights, and volunteer trainings. This additional funding is a positive move from the State and will expand capacity for legal needs that have fallen on providers already overwhelmed meeting existing needs. In addition, most immigration cases take approximately three to seven years to resolve. It is crucial for the State to allocate more resources throughout the out-years to adequately meet the needs of asylum seekers. In parallel, the city will greatly benefit from this funding as two-third of the providers are located in New York City.

Refugee Resettlement

The NYS Fiscal 2024 Executive Budget includes \$6 million to provide services to help refugees resettle. The funding will enhance migrant's resettlement assistance and will be distributed to refugee resettlement agencies already under contract with Office of Temporary and Disability Assistance. This allocation will continue to support for the integration of refugees and asylum seekers into New York communities and will help many by providing case management services, employment services, green card application assistance, and family reunification application assistance, among others.

Federal Action

Welcome Corps

Welcome Corps was launched on January 19, 2023, and is a new service opportunity for Americans to welcome refugees seeking freedom and safety and, in turn, make a difference in their own communities. Through the Welcome Corps, Americans work in groups of at least five to welcome refugee newcomers by securing and preparing initial housing, greeting refugee newcomers at the airport, enrolling children in school, and helping adults to find employment. Additional information can be found on the website <https://welcomecorps.org>

Extending and Expanding Temporary Protection Status (TPS) and Proposed Rule Changes

In December 2022, the federal government announced that it would offer new special protections to more than 100,000 Haitians who were in the United States as of November 6, 2022. Those Haitians would be granted a permission to work and stay in the country for at least 18 months. The federal government also announced that Haitians whose temporary protected status (TPS) was expiring would have an additional 18 months to live and work in the United States, as conditions in Haiti had deteriorated precipitously in recent months. Currently, there are over 100,000 Haitians in the United States who already had temporary status and another 53,000 who have applied for a TPS. However, the status does not provide a path to permanent residency. Haitians were first given temporary status after the devastating 2010 earthquake in Haiti.

The Biden Administration has also extended and expanded TPS for Somalians, South Sudanese, Sudanese, Syrians, and Yemenis. Additionally, six countries were designated eligible for TPS including, Afghanistan, Cameroon, Ethiopia, Myanmar, Ukraine, and Venezuela.

Council Initiatives

In the Fiscal 2023 Adopted Budget, the Council invested close to \$76 million for immigrant related services, which represents an increase of \$12.3 million compared to the Fiscal 2022 Adopted Budget. The additional funding reflects the Council's continued commitment to ensuring that immigrant New Yorkers have access to legal assistance, health and literacy services, and other support.

There are two major additions in the Fiscal 2023 Budget:

- **Language Access.** The Preliminary Plan included an adjustment of \$5 million for the language access in Fiscal 2023. This funding represents a one-time city funding for translation and interpretation services. The Council has long negotiated for the expansion of citywide language accessibility for over three years and the funding has been successfully secured. Of the total funding, \$3.8 million is allocated for the creation of a community interpreter bank and language services workers cooperatives for African, Asian, Latin, and Indigenous languages in the city.
- **Welcome NYC.** The Council has allocated \$1.2 million to assist asylum seekers with literacy and workforce development programs, youth services, food services and other programs that empower families and young adults.

Table 4: Council Initiatives for Immigrant population (\$ in '000s)

Agency	Program Area	Initiative	Fiscal 2022	Fiscal 2023	Difference
HRA	Immigrant Services	New York Immigrant Family Unit Project	\$17,350	\$16,600	(\$750)
DCLA	Immigrant Services	Cultural Immigration Initiative	\$7,395	\$7,395	\$0
HRA	Immigrant Services	Unaccompanied Minors and Families	\$3,982	\$3,982	\$0
CUNY	Immigrant Services	CUNY Citizenship NOW! Program	\$3,250	\$3,350	\$100
HRA	Immigrant Services	Immigrant Opportunities Initiative	\$2,600	\$2,600	\$0
DOHMH	Immigrant Services	Immigrant Health Initiative	\$2,430	\$2,430	\$0
DYCD	Immigrant Services	Welcome NYC	\$0	\$1,200	\$1,200
HRA	Immigrant Services	Key to the City	\$700	\$700	\$0
DYCD	Community Development	Adult Literacy Initiative	\$12,000	\$18,700	\$6,700
DYCD	Community Development	Adult Literacy Pilot Project	\$2,500	\$2,500	\$0
DYCD	Community Development	AAPI Community Support	\$4,000	\$5,250	\$1,250
DYCD	Community Development	Language Services Worker Cooperatives	\$0	\$2,800	\$2,800
DYCD	Community Development	Community Interpreter Bank	\$0	\$1,000	\$1,000
SBS	Small Business Services	Day Laborer Workforce Initiative	\$3,970	\$3,970	\$0
SBS	Small Business Services	Construction Site Safety Training	\$1,100	\$1,100	\$0
DFTA	Seniors Services	Seniors Centers for Immigrant Populations	\$1,500	\$1,500	\$0
MOCJ	Young Women's Services	Immigrant Survivors of Domestic Violence	\$530	\$530	\$0
HRA	Legal Services	Low Wage Worker Support	\$120	\$120	\$0
Total			\$63,427	\$75,727	\$12,300

Budget Issues

- Adult Literacy Funding.** Last year, the Council advocated to double the amount and rates for adult literacy programming to serve more students and bring programs closer to the actual costs of service per student in DYCD's Request for Proposal (RFP). The Council secured \$6.7 million at Adoption to increase the quality of classroom and raise the rate per student to no less than \$2,700. However, the agency has only increased the rate to \$1,300 per participant, which is no more than a onetime cost of living adjustment as of 2014. Furthermore, the proposed funding is inadequate to implement the program design outlined in the Concept Paper and insufficient to meet the actual day-to-day program costs.
- Legal Services.** On September 15, 2022, MOIA and HRA issued a \$5 million Request for Proposal (RFP) for legal services for asylum seekers in Fiscals 2023 and 2024. Immigration professionals stated that roughly 30 percent of migrants who entered the City in 2022 have viable asylum claims, which means that the initial need is for immigration relief screenings/intakes. Therefore, the need of legal representation continues to grow, which is overwhelming the capacity to provide adequate legal services with limited resources. MOIA stated that the Administration is currently looking for avenues to award organizations that will deliver legal services to the intended beneficiaries. Legal professionals are urging the Administration to increase the funding for full representation and expand funds into the out-years because immigration procedure and cases may take up to seven years.

Fiscal 2023 Preliminary Mayor's Management Report (PMMR)

Department of Youth and Community Development (DYCD) – Adult Literacy

DYCD Adult Literacy program helps adults gain the reading and writing skills they need to further their education or feel more comfortable in the workplace. DYCD is in partnership with the New York City Adult Literacy Initiative to provide literacy and English language services for adults and out-of-school youth over the age of 16. Programs offered include: Adult Basic Education (ABE) programs that teach reading, writing and math to native English or English-fluent speakers; GED programs that prepare students for the tests required to receive a high school equivalency diploma; English for Speakers of Other Languages (ESOL) classes that help students improve their English language communication skills.

In the first four months of Fiscal 2023, there were 5,388 participants in DYCD-funded English literacy programs. The agency expects the program to serve 12,120 students in Fiscals 2023 and 2024, which will represent 55 percent of participants that will meet standards of improvement in their ability to read, write, and speak English.

DYCD engages immigrants in programs to support their integration into New York City through education, job readiness, and social services programs. In Fiscal 2023, there were 1,533 participants in immigrant services programs that are achieving positive outcomes and the number is estimated to remain unchanged in Fiscal 2024.

Human Resources Administration (HRA) - IDNYC

In conjunction with MOIA, HRA administers IDNYC. and legal services programs for the immigrant population.

In Fiscal 2022, the total number of IDNYC cards issued totaled 162,627. In the first four months of Fiscal 2023, HRA anticipates issuing 63,498 IDNYC cards. However, the agency has not stated the total number of cardholders in Fiscal 2023 and in Fiscal 2024. The Council estimates a significant increase number of cardholders as a result of the newly arriving asylum seekers in the City.

Health and Hospitals (H+H) – NYC Care

NYC Care Program ensures that New Yorkers in need of health care services are being connected with affordable and high-quality primary, preventive, and specialty care.

In Fiscal 2023, there was a slight increase in NYC Care Program enrollment, from 100,000 patients in the previous reporting period to 105,070 as of October 2022. The program has continued to surpass the milestone of enrolling 100,000 New Yorkers. According to H+H, the slight increase is due to a perennial multi-lingual public awareness campaign that includes ethnic media, advertising, and community-based outreach.

NYC Care partners with 22 community-based organizations that conduct culturally sensitive and ethnically inclusive outreach to prospective NYC Care members across all five boroughs, building trust with communities and educating them about the available benefits of the program. The program aims to continue providing critical work in achieving health equity for all New Yorkers. H+H has also implemented re-enrollment reminders for NYC Care members and is investing in direct enrollment pathways through community partners to increase enrollment of new members and re-enrollment rates of existing ones.

Human Resources Administration (HRA) – ActionNYC

Similar to the previous years, the Fiscal 2023 PMMR does not include any performance measures for ActionNYC.