

Report - November 2013

Innovations to Build On

The de Blasio administration will need to tackle a number of serious social policy challenges when it takes office in January, but there is much to build upon. This report profiles 10 important anti-poverty innovations from the Bloomberg administration that deserve to continue.

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When Mayor-elect Bill de Blasio takes office in January, he will inherent a number of serious social policy challenges. An estimated 1.6 million New Yorkers live below the federal poverty line, including nearly a third of the city's children. New York's homeless population is at an all-time high, as is the number of New Yorkers living in households without enough food. The number of working poor has been on the rise, and New York still suffers from a stubbornly high unemployment rate and an alarming skills gap. Making things even more complicated, the federal and state governments have been cutting back on funding for critical social services programs.

The mayor-elect will undoubtedly need to establish new programs and policies to tackle these challenges. The city could surely benefit from a clearer focus on helping those who failed to get ahead in the last decade.

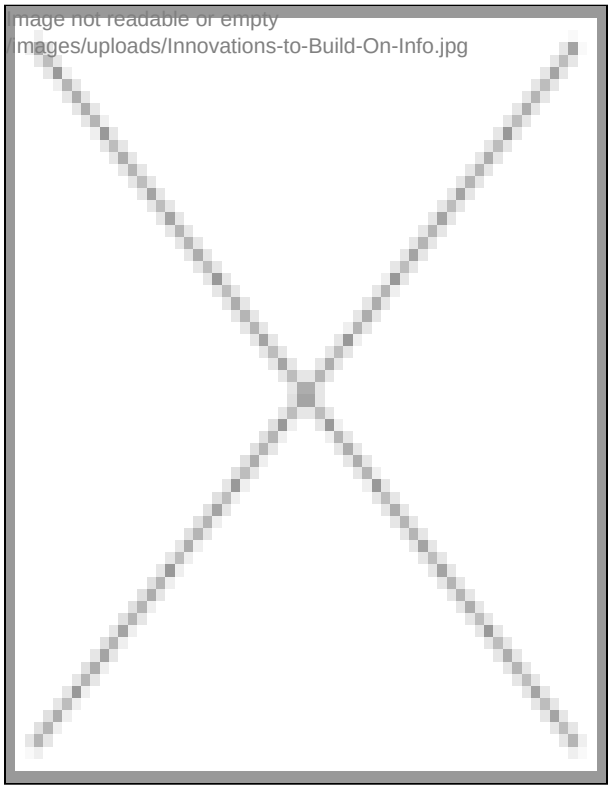
However, it would be a mistake for the next administration to start entirely from scratch. There have been a number of important social policy innovations during the 12 years of the Bloomberg administration that deserve to be continued or expanded upon in the next administration. This report profiles 10 of the very best.

The Bloomberg administration's social policy innovations are not nearly as well-known as its experiments in sustainability, transportation, economic development and health policy, where initiatives such as PlaNYC, pedestrian plazas in Times Square, a new applied sciences campus on Roosevelt Island and a ban on trans fats in restaurants have garnered international attention. Yet the administration has launched groundbreaking social programs like the Center for Economic Opportunity, the Office of Financial Empowerment, CUNY ASAP and the Young Men's Initiative. These and other new

initiatives are addressing longstanding problems in new ways, and in many cases producing impressive results. The administration has also pioneered new approaches to social policy, including a greater emphasis on evidence and data, more interagency collaborations and a dramatic expansion of efforts to leverage private resources.

To be sure, there is a lot the Bloomberg administration has not accomplished in the social policy arena. City funding for a number of vital social programs—from child care to summer jobs for young adults—has been cut or flat-lined even as demand for these services has increased. Many of those we interviewed say that the administration moved away from partnerships with community-based organizations. And many low-income New Yorkers undoubtedly face a more arduous road to the middle class than when Mayor Bloomberg took office.

But as we detail in this report, there are a number of standout programs that deserve to remain intact or be scaled up in the next administration.



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In any transition from one administration to the next, new mayors are often focused on developing a number of new policies and programs. But it is arguably as or more important for incoming mayors and their staffs to understand which existing policies are worth keeping.

This report aims to do just that.

Focusing on social services, the report shines a light on the policies and programs initiated by Mayor Bloomberg that are most deserving of being institutionalized or scaled up in the next administration. Made possible through generous support from the Blue Ridge Foundation, United Way of New York City, the Laurie M. Tisch Illumination Fund and Capital One, the report was informed by extensive data analysis and interviews with more than 50 experts from New York's social services sector, including nonprofit leaders in every borough, officials from philanthropic foundations, and former and current government officials.

The majority of those we interviewed didn't think the Bloomberg administration's record on social issues was unblemished. Far from it. The administration failed to adequately address a number of pressing problems, while some new initiatives clearly misfired. Several of the individuals we spoke with told us that there has been too much focus on launching small-scale pilot initiatives and not enough support for longstanding programs that address problems at a larger scale. "Shiny new things get all the attention, but things that have been done for years and are important have been neglected," says Irma Rodriguez, executive director of Queens Community House.

Some of the people we interviewed also lament that the administration's new social policy initiatives never became priorities in the same way that City Hall embraced the creation of new waterfront parks, bike share and the new applied sciences campus on Roosevelt Island. In a number of cases, the administration came up with promising new programs with widespread support among nonprofit leaders but then undercut those initiatives by providing inadequate funding or reducing funds soon after the programs were launched. Additionally, many of those we interviewed expressed deep frustration with the administration's habit of proposing dramatic budget cuts to social services programs, knowing that the City Council would seek to restore as much as possible—a process that created insecurity among many different social service agencies and nonprofits.

Despite those problems, the vast majority of our interview subjects also acknowledged that the Bloomberg administrationhas made strides in a number of important areas and has put in place mechanisms that could continue to generate successful approaches to vexing social problems. For instance, the creation of the Center for Economic Opportunity (CEO) in 2006 heralded an era of risk-taking and experimentation that was all too rare under previous mayors. The administration broke down institutional silos at dozens of social service agencies that had stifled previous attempts to address important social issues such as financial literacy, high minority unemployment, and persistently low community college graduation rates. Moreover, with programs like the Health and Human Services Accelerator, a procurement and payment system for nonprofit contractors, the administration has begun to implement a digital infrastructure that has the potential to revolutionize

government policy-making and service delivery.

During our interviews with leaders from the nonprofit and philanthropic sectors, we heard about dozens of programs that are having an impact or which hold tremendous promise. After sifting through all of these ideas, we selected 10 policies and programs that came up again and again in our interviews. This report provides short appraisals of each.

They include:

1. Center for Economic Opportunity
2. CUNY ASAP
3. Jobs-Plus
4. School-Based Health Centers
5. Child support management and debt reduction programs
6. Office of Financial Empowerment
7. Neighborhood Opportunity Network (NeON)
8. Close to Home
9. Young Men's Initiative (YMI)
10. Out-of-School Time

There are many other promising social service initiatives that got their start during the Bloomberg administration. Those that we heard about during the course of our research include: the homeless prevention program called Home Base; the creation of an age-friendly task force; public health campaigns addressing health care disparities, from the smoking ban to the requirement that restaurants post calorie counts; the decision to integrate the operations of the Department of Juvenile Justice and the Administration of Children's Services; the use of social impact bonds; Early Learn; ACCESS NYC; the Health and Human Services Accelerator; CEO's expansion of Earned Income Tax Credits for childless singles; the New York/New York III agreement that added a significant amount of new supportive housing in New York; new programs to expand access to healthy food in high-poverty neighborhoods; and the expansion of charter schools. Some of these programs elicited disagreement about their effectiveness, while others were only recently unveiled. Either way enough of the people we interviewed pointed them out as promising innovations that we felt they merited a mention.

Of course, other mayoral administrations have tried out new social services programs and experimented with new approaches. What has set the Bloomberg administration apart are their attempts to institutionalize that process by creating space for experimentation and failure, and by coming up with alternative funding models that can support pilots and effectiveness studies. This has been significant and underappreciated advancement in New York City government. Mayor-elect de Blasio would be wise to embrace these achievements and find ways to build on them. In addition, he should consider building on the Bloomberg administration's approach to cross-agency programming by using the power of the mayor's office to hatch new strategies and initiatives.

The policy successes that we outline in this report should not be seen as a list of accomplishments alone, but a foundation to build upon. In more than a few cases, the programs we describe are but a first step in the right direction. A number of them—like Out of School Time—have been compromised by insufficient funding and deserve to be expanded, while others—like the Young Men's Initiative—show exceptional promise but have yet to prove themselves. For instance, while speaking about one of the 10 initiatives we highlight in this report, one nonprofit leader notes, "One agency withdrew from the program because they were losing money, even though they thought it was a wonderful program and well within their mission."

Others have proven highly effective but have clear room for improvement. For instance, we heard good things about theEarly Learn program, but ultimately did not feature it among out 10 outstanding policy innovations because too many people also highlighted flaws and frustrations with the initiative. “It’s a great idea, but poorly executed,” says one nonprofit executive.

In addition to improving upon some the Bloomberg administration’s promising social policy programs, the de Blasio administration has a huge opportunity to scale up the most successful policies, many of which have significant potential to benefit larger numbers of New Yorkers.

The pages that follow go into detail about the top 10 social policy innovations of the Bloomberg administration. Together these programs should serve as a hopeful reminder that, even though New York faces overwhelming social challenges in the next few years, policy innovation and success are still possible.

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1. Center for Economic Opportunity

New York’s test lab for tackling poverty, CEO incubated dozens of innovative anti-poverty programs, got every city agency to focus on addressing poverty and helped break down silos between agencies

If Mayor-elect de Blasio were to continue just one social policy initiative that was started by the Bloomberg administration, there’s a strong case that it should be the Center for Economic Opportunity (CEO).

No other program was mentioned more often than CEO when we asked dozens of social services leaders across the five boroughs which social policy innovations from the Bloomberg administration were most worthy of being continued. As we heard in our interviews, CEO incubated dozens of innovative anti-poverty programs that may never have gotten started otherwise, put poverty on the agenda of every city agency, made significant strides in cross-agency collaboration, created a new emphasis on rigorous testing programs and funding the ones that produced results, and brought in considerable resources from the philanthropic and corporate sector to support city anti-poverty initiatives.

CEO isn’t without detractors. Some say its focus on funding pilot initiatives only allowed the administration to have a small impact in tackling poverty, and that too few of the CEO initiatives that proved successful ended up getting additional funds needed to scale up.

On the whole, however, the vast majority of individuals we interviewed believe that CEO has been a remarkable success.

CEO has played a key role in the creation of over 50 different programs and initiatives since it was created in 2006, including Jobs-Plus, the Office of Financial Empowerment, Advance at Work, CUNY’s Accelerated Study in Associate Programs (ASAP), sector-focused Workforce1 Career Centers and skills building programs, an expanded Earned Income Tax Credit targeting childless singles, and the Department of Probation’s Neighborhood Opportunity Network (NeoN) program.

Many of these programs have already had a significant impact. For instance, CUNY ASAP raised the three-year graduation rates of community college participants by 30 percent. Participants in the Community Partners program, which works to place disadvantaged New Yorkers into the workforce, are four percent more likely to be placed in jobs. The Office of Financial Empowerment helped low-income clients shed nearly $12 million in debt between 2010 and 2012.

“CEO needs to survive into the next administration,” says Randy Peers, executive director of Opportunities for a Better Tomorrow, a nonprofit that helps youth and adults work toward economic self-sufficiency. “From it all of these other social policy innovations came about and in some cases were expanded. I sincerely hope that the next mayor recognizes that.”

“It was a bold move on the part of the Mayor and his team to bring new solutions to longstanding, seemingly intractable problems facing the working poor, disconnected youth, and children,” says Jennifer Jones Austin, executive director of the

Federation of Protestant Welfare Agencies (FPWA). “Though we didn’t realize all of the outcomes desired, a renewed focus was given to these issues that affect many New Yorkers. Great strides were made in advancing ideas that have measurable and sustainable impact.”

CEO helped keep anti-poverty policy at the center of the conversation within City Hall. It got nearly every city agency to focus on addressing poverty across the five boroughs, and then worked to get everyone working together. Cathie Mahon, the former head of the Office of Financial Empowerment, CEO’s first initiative, says the office gave her the mandate and the tools to get things done. “We would never have been able to break down silos by ourselves,” she says. “It was CEO that was sort of wedging us in and breaking the silos down.”

Housing CEO in the mayor’s office and providing it with a separate source of funding has made it exceptionally effective at getting things done. Agency and department heads might not respond to each other quickly, but a summons directly from the mayor’s office often produces a speedy response. The “cityhall.gov” email address has made it easier for CEO to get different agencies to meet together when they might otherwise have been reluctant. No organization did all of this prior to CEO, and other agencies had a limited capacity to implement programs quickly and then regularly evaluate them.

“The silo issue is a huge issue and CEO is an important mechanism,” says James Riccio, director of the low-wage workers and communities policy area at MDRC. “Because it reports to the deputy mayor and mayor, they have a huge standing to pull agencies together.”

Importantly, CEO established a new evidence-based approach to anti-poverty initiatives. In an age of fiscal austerity, thiswas important and effective. It allowed the administration to be smarter with the limited funds at its disposal, and it was key to attracting private capital. “The money won’t come if the evidence isn’t there,” said one philanthropic leader.

The Center for Economic Opportunity has also put a number of poverty-related issues on the radar of local governments nationwide. CEO was the recent recipient of a $5.7 million grant from the federal Corporation for National and Community Service to replicate five successful CEO programs in New York City and in seven other cities around the country. It was the first city office to adopt an alternative poverty measure to incorporate housing and other costs that run higher in big cities like New York, despite the poor political optics of acknowledging higher levels of poverty than is reflected in the U.S. Census. More recently, CEO’s expanded EITC and Work Advance programs are being closely watched by policy makers around the country. For these and other accomplishments, it won the Innovation in Government award by the Harvard School of Government in 2012. In the current economic climate, combatting poverty is perhaps even more challenging than it was 12 years ago, making the work of CEO even more crucial going forward.

“I don’t think there’s anything like it in cities around the country,” adds Riccio of MDRC.

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2. CUNY Accelerated Study in Associate Programs (CUNY ASAP)

A partnership between CEO and CUNY, this pioneering program has succeeded in more than doubling community college graduation rates for participating students, who receive an array of support services aimed at reducing barriers to college completion

With only a quarter of students graduating in three years, graduation rates at New York City community colleges are abysmally low. To address this problem, CEO worked with the City University of New York (CUNY) to create the Accelerated Study in Associate Programs or ASAP. The program, which was funded by CEO in 2007, blankets incoming students with support services designed to remove common barriers to graduation. It provides tuition aid and tutoring, while students also get free monthly Metrocards and take courses in clusters to make it easier for them to juggle the demands of coursework with outside obligations like part-time jobs and childcare.

CUNY ASAP advisors generally work with about 80 full-time students throughout their time in the community college system to mentor them and occasionally implement “intrusive advising” when students are at risk of failing. The program also uses a cohort effect to build a strong bond between the students who then encourage each other through the sometimes grueling experience.

The model has enjoyed phenomenal success. CUNY ASAP participants have shown marked improvement compared to the non-ASAP comparison groups. A recent randomized trial undertaken by MDRC found that ASAP students graduate at more than double the rate of non-ASAP students. Students who start ASAP needing remedial work graduate at the same rate as those who enter skills proficient. In both cases, 56 percent graduate within three years of matriculating, compared to just 20 percent of non-ASAP students needing remedial work and 25 percent of non-ASAP students who are skills proficient. The numbers look even higher when graduation and transfer rates are considered together. According to the study, 63 percent of ASAP students graduate, transfer to a four year college or both within three years of matriculation, compared to 44 percent of students in the control group.

Moreover, a cost-benefit study released last year found that, while the upfront costs of ASAP were higher due to the additional support services, the per-graduate cost was significantly less. By increasing graduation rates so much, ASAP reduced costs by approximately $6,500 per graduate, a remarkable achievement at a time when 79 percent of New York City high school graduates are not ready for college level work.

“CUNY ASAP’s multi-pronged and intensive approach eliminates many of the barriers standing in between low-income students and their college diplomas. ASAP’s impact has been nothing short of remarkable,” says Deborah McCoy, managing director of early childhood and youth programs at the Robin Hood Foundation. “At Robin Hood, we’ve funded a large number of programs at community colleges. We have seen a large number of approaches, many of which show good results. But the impact of CUNY ASAP sets it apart from our other efforts. You’re talking about more than doubling the current graduation rate within three years. That’s a huge feat.”

Without question, CUNY ASAP is one of CEO’s most successful programs to date and had such promising outcomes that CUNY has opened a new campus, the Stella and Charles Guttman Community College near Bryant Park in Manhattan, exclusively using the ASAP model. At a time when a person with a two-year degree will earn, on average $10,579 more per year than a high school graduate and 14 million new jobs in the next ten years will require two-year degrees, programs such as CUNY ASAP are critical to reducing poverty and building a reliable workforce. A recent Center for an Urban Future report on CUNY’s community colleges found that increasing graduation rates by just 10 percentage points would lead to $689 million in increased economic activity over 10 years. According to the MDRC study, ASAP improves graduation rates by 30 percent.

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3. Jobs-Plus

Addressing the alarming rate of unemployment among public housing residents in New York, this place-based program offers a mix of services and incentives aimed at helping more NYCHA residents obtain and hold onto jobs

In many of the 334 New York City Housing Authority communities across the five boroughs, finding work doesn’t comeeasily. NYCHA residents represent fewer than 5 percent of all New Yorkers, but they comprise roughly 14 percent of all of New York City’s poor. Unemployment rates in NYCHA housing communities are twice the citywide average, with 57 percent of all the working age residents not participating in the labor force. But while NYCHA residents represent a disproportionate share of New Yorkers living in poverty, until recently there was no meaningful city initiative aimed at getting public housing residents into jobs.

The Bloomberg administration changed this with the introduction of Jobs-Plus, an innovative program that aims to improve

employment outcomes for public housing residents.

Sponsored by the Mayor's Fund to Advance NYC and CEO, Jobs-Plus tackles unemployment and underemployment by providing job coaching, job placement, and training referrals along with rent-based financial incentives to work, personalized financial counseling, and resident-to-resident support for work. It offers assistance at or near the housing complexes where participants live.

Importantly, this place-based initiative alters traditional public housing rent rules—to include a time-limited rent freeze—so that increased earnings won't cause an increase in rent. This is key because in the past many low-income individuals shied away from taking even a low-wage job because the income they received from work would lead to higher rents and also jeopardized their ability to continue receiving public assistance, Medicaid and other government benefits.

"We all know that public housing `residents fare a lot worse on employment outcomes than their peers, but there was no targeted effort for this population," says Jessica Nathan, director of special projects for BronxWorks, a Bronx-based social services organization which administers one of the city's Jobs-Plus sites. "It was assumed that people in public housing were served under other systems. A program like Jobs-Plus has the opportunity to turn public housing into what it's supposed to be: a safety net for working families, not a place that's housing the chronically unemployed. It's unique in the sense that it is place-based."

New York's Jobs-Plus program was based on a national demonstration sponsored by the U.S. Department of Housing and Urban Development, the Rockefeller Foundation and a number of other public and private funding partners. A careful evaluation of that pilot, conducted by MDRC, showed that Jobs-Plus, when fully implemented, increased residents' work efforts and boosted their overall annual earnings by 16 percent over seven years. Moreover, the earnings gains were sustained during each of the three years after the demonstration ended.

This evidence of success led New York City, in 2009, to become the first city to establish a Jobs-Plus site at a public housing complex, the Jefferson Houses in East Harlem.

Over the course of three years at Jefferson Houses, Jobs-Plus has made over 450 employment placements. Because the program serves all residents, including those not on the lease, it's difficult to pin down accurate data on earnings and employment rates, but the number of residents of Jefferson Houses who report having an income rose from 38 percent to 42 percent between 2009 and 2013.

In 2010, CEO raised new public and private dollars as part of the federal Social Innovation Fund to replicate the model in the Mott Haven neighborhood in the South Bronx. More recently, CEO, in partnership with NYCHA and HRA, expanded Jobs-Plus more dramatically to seven additional areas of the city as a program under the Young Men's Initiative.

With 84 percent (147,399) of NYCHA households earning below the NYC median income and almost half of NYCHA's residents living in poverty, programs like Jobs-Plus that promote economic self-sufficiency are increasingly vital. "We know that Jobs-Plus works," says Jeremy Reiss, deputy development officer at Henry Street Settlement, and former vice president at East River Development Alliance (ERDA).

4. School-Based Health Centers (SBHCs) and Connecting Adolescents to Comprehensive Health Care (CATCH)

Teen pregnancy rates across the five boroughs have declined significantly, thanks in part to new city initiatives that expand sexual health education, condom availability and counseling services for teens—with a particular focus on young adults living in low-income neighborhoods

In 2000, one out of every ten girls ages 15 to 19 in New York City was at risk of getting pregnant. Five years later, the teen pregnancy rate in New York was 21 percent higher than the national rate. With such alarming figures, the Bloomberg

administration launched several citywide programs as part of its "Healthier New York" campaign. While some aspects of the program were controversial, the projects continued to expand between 2007 and 2012. These initiatives now include School-Based Health Centers (SBHCs), Connecting Adolescents to Comprehensive Healthcare (CATCH) programs, condom availability programs and mandatory sexual health curricula, all of which provide a range of reproductive health information and services. The latest addition to these programs launched this past March: an app called "Teens in NYC Protection+" that provides information on service locations and health data to any teen who is already or is thinking about becoming sexually active.

Reproductive health facilities targeted to teens are breaking down the taboos surrounding sex and sexual health, creating networks that allow teens in New York to get free educational material, testing services, and contraceptives. Students today have access to over 126 school-based health centers operating in 278 high schools across the five boroughs. All of these SBHCs provide access to health education and counseling, pregnancy testing services and STD screening in safe environments.

"The administration has really taken this issue on in a very positive way, and made significant inroads in reducing unintended pregnancies in teenagers," says Joan Malin, CEO of Planned Parenthood-New York. "Teen pregnancy rates have come down close to 25 percent over the last few years. There's still much more work to do, but my hope is that these kinds of programs will continue."

A study comparing similarly situated schools showed that high schools with no pregnancy prevention programs had a 57 percent increase in pregnancy rates while those with SBHC programs had a decline of about 30 percent in pregnancy rates. Use of health services have been increasing, with a 27 and 40 percent rise in sophomores and seniors using SBHC services, respectively. This success led an increase in funding for the programs. Between 2007 and 2011, the Center for Economic Opportunity increased its funding for SBHCs from $40,000 to $1.35 million.

CATCH pilot programs began in early 2011 in five schools and have since expanded 40 high-risk schools. The programs provide birth control and Plan B pills to female students upon request. In the first year, 567 students received Plan B pills and 580 received birth control pills. In addition, students can now get a birth control injection once every three months to prevent unplanned pregnancies. "I think the program is great and I believe the policies put in place will help sustain the decline in adolescent pregnancy rates," comments Dr. Angela Diaz, the program and research director at Mount Sinai Hospital's Adolescent Health Center. "There are many young people, particularly the poor and uninsured, who don't have access to care, and through these school-based clinics they have that. I think teenagers need to have the full range of methods available to them to avoid unintended pregnancies."

The programs fit into a broader strategy to improve the lives of black and Latino teenagers, who have the highest pregnancy rates and the lowest declines over the past ten years. Malin praises the program for targeting poorer communities. "The program is thoughtful. It really works with the community. They're working in concentrated areas of the South Bronx with providers to bring school-based clinics to schools, and there's been a sustained effort that's really beginning to show results," she says.

While many parents argue that these programs are intrusive and can encourage sexual activity, the reality is that one inthree New York City youth report they are currently sexual active. With 17,000 teen pregnancies still occurring in the city each year, the need for reproductive health services is overwhelming.

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5. Child Support Management and Debt Reduction Programs

Instead of merely punishing "dead-beat dads" for failing to make child support payments, a new initiative helps non-custodial parents to find employment, reduce debt and pay child support leading to higher rates of compliance

Child support makes up roughly 40 percent of household income for single parents, underscoring how imperative it is for non-custodial parents to comply with their child support orders. But while single parents fundamentally depend on child support, many end up receiving little of what's due to them because of two major barriers: fathers who are unemployed or who are overwhelmed by child support arrears. To address this problem, the city's Office of Child Support Enforcement—a unit within the Human Resources Administration (HRA)—has implemented several programs to increase compliance rates. The goal is not only to reduce the debt owed by non-custodial parents and put more money in the pockets of single parents across the five boroughs, but also to increase that parent's involvement in the child's life.

Departments like the Office of Child Support Enforcement are typically charged with going after "dead-beat dads" and implementing punitive measures, such as garnishing wages or suspending a driver's license. While understandable, those enforcement measures lead to negative consequences for the child and present significant challenges to getting fathers to make child support payments.

"I'm trying to get somebody a job and as soon as he gets the job, he's going to get hit with a child support payment that's going to take most of his paycheck. That's not really in anybody's interest," says Mindy Tarlow, who runs the Center for Employment Opportunities, which provides employment services for people returning from incarceration. "He owes child support and he must meet his legal obligations. But you want to do it in a way that makes sense for him and for it not to be a barrier to employment."

OCSE rolled out a suite of programs to reconcile this conflict. The Debt Reduction Program assists parents who don't have full-time custody of their children (so-called NCPs or non-custodial parents) and have high child support orders and massive arrears. The goal is to reduce their order to something more manageable and to help them bring down their child support debt. The program seeks to increase parent involvement, motivate parents to find employment and ultimately pay child support. Customer service walk-in centers allow NCPs to reduce their orders without having to go to court.

Since the program's inception in 2009, 1,250 participants have had $13 million in debt reduced and orders reduced from an average of $320 a month to $39 a month for 167 non-custodial parents. Compliance rose from 41 percent to 51 percent for program participants.

"These programs should continue to receive support in the next administration because of the important role they play in connecting the NCPs to work and in helping strengthen families and improving outcomes for children," adds Frances Pardus-Abbadessa, the executive deputy commissioner for HRA's Office of Child Support Enforcement.

HRA's Support Through Employment Program (STEP) helps non-custodial parents find work so that they can make child support payments. Tarlow applauds the program. "If this person gets a job, not only is he less likely to go to prison, he's more likely to stay home and support his family, and he's more likely to lead a healthier lifestyle," says Tarlow. "So now instead of my tax dollars going to keep that person in prison, his tax dollars are going back into the community because he has a full time job."

Non-custodial parents are generally referred to STEP by support magistrates. OCSE helps connect these out-of-workparents to jobs through HRA's Back to Work Program. A quarter of the cases referred to STEP in 2011 and 2012 resulted in clients finding a job and making child support payments. Since 2008, the annual collection in child support payments for STEP cases has more than doubled. Collections rose from $15.3 million in 2008 to $24.1 million in 2010 and $33.3 million for the period of January to November 2012, and all of this is money that might not have been collected otherwise.

With the total amount of child support arrears hovering somewhere around $3.2 billion for more than 200,000 non-custodial parents, the city appears to be on the right track with enforcement models that not only seek to enforce compliance and recover much-needed child support payments targeted effort but also to engage non-custodial parents in employment and in their children's lives.

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6. Office of FInancial Empowerment

Opening up an important new front in the fight to reduce poverty, OFE provides an array of services that help low-income New Yorkers build assets, reduce debt and make smarter financial decisions

The Office of Financial Empowerment, launched in 2006 under the NYC Department of Consumer Affairs, was the first initiative to come out of CEO. It uses financial literacy, or what the city's Office of Consumer Affairs has come to broadly term "financial empowerment," as an important new tool to fight poverty. Although New York and the vast majority of other municipalities nationwide had never tried this path before, CEO recognized that empowering people to better manage their finances and decrease massive amounts of debt could prove effective in stemming poverty.

"Financial empowerment hadn't really been looked at as a robust social policy solution to creating financial independenceand economic mobility," says Jeremy Reiss of Henry Street Settlement. "The field of financial counseling was fairly new, and I don't think a lot of people at the time saw it as a way to work with low-income folks and help them move up the job ladder."

Despite its relative newness, the effort has shown tremendous results. According to one study, the Office of Financial Empowerment helped clients reduce debt by a total of $1.3 million in 2010, $3.5 million in 2011 and $7 million in 2012. Every year, more people seek out the office's services, with the number of counseling sessions going from 9,422 in 2010 to 10,296 in 2011 and 11,100 in 2012.

Previously, there had been little acknowledgment that low assets, high debt and lack of basic financial knowledgecontributed to the cycle of poverty. Although the city has long had an alphabet soup of anti-poverty programs, it had never embraced financial literacy education and counseling as part of these efforts. Although a number of non-profits focused on some aspects of financial literacy, such as teaching clients how to make a budget, OFE offered went a step further, providing one-on-one financial counseling and advising services. It went so far as to sit down with clients and call creditors to figure out a way to reduce debt and set up payment arrangements. OFE also rolled out a tax-credit campaign that offered education on what tax credits are available to New Yorkers. The program has netted New Yorkers over $16.5 million in tax credits over the last four years.

The success of the OFE has made New York City the epicenter of the financial empowerment movement around the country and has legitimized financial empowerment—literacy combined with the one-on-one financial counseling—as a viable anti-poverty tool. "There's got to be a permanent office that's about helping people build assets stabilize their finances and be on pathways to financial independence, security and stability," says Cathie Mahon, the original executive director of OFE and currently the president and CEO of the National Federation of Community Development Credit Unions.

Among other initiatives, OFE launched the $aveNYC program, a tax-time savings incentives program for low-incomefamilies. Participants who put a certain amount of their tax refund into a savings account and leave it untouched for a year receive matching funds on a portion of their original deposit. Data suggests the program works. According to one study, 80 percent of New York City residents who tried it succeeded in saving for the full year. Moreover, participants were much less likely than non-participants to skip paying bills or to take out loans, and over 30 percent of participants continued to save in the years after participating in the demonstration. The $aveNYC program was so promising that it has been replicated as $aveUSA in three other cities across the country.

7. The NeighborhoodOpportunity Network

As a part of the NeON Initiative, the Dept. of Probation has transformed probation sites into neighborhood-based resource hubs, where probationers can learn about a wide variety of educational opportunities and social services and meet with mentors as they transition back into society

Traditionally, probation offices have been institutional and impersonal—they focus on enforcing compliance rather than helping probationers get access to the resources they need to stay out of trouble. A single trip to the New York City Department of Probation's central office in lower Manhattan can eat up valuable hours of the day, cutting into school and work time. And, once there, the environment is hardly inspiring. With rows upon rows of hard-backed chairs and walls festooned with rules prohibiting a half-dozen different activities, including talking and eating, the atmosphere is forbidding, even somewhat humiliating.

In response to some of these problems the Department of Probation established NeON, a new community-based network for serving individuals in the city's probation system. New Yorkers who are on probation now meet with their probation officers in a community setting, close to where they live, and also are provided with opportunities, resources and services. There are NeON offices in all five boroughs, and the staff share office space with community-based organizations that offer critical expertise, services and access to opportunities. Unlike the old waiting rooms, the new NeON "resource hubs" are outfitted with greeters, resource advisors and computers, and decorated humanely with brightly-colored walls, furniture and inspirational posters. "It's a huge change," says Jeremy Kohomban, president and CEO of The Children's Village, an organization that provides a broad continuum of programs for families and children. "We should never go back to what it was."

As part of the YMI initiative, some offices provide specialized services to young men between the ages of 16 and 24, providing them with mentoring, internships, educational advising and child-support services. While waiting, clients have access to computers to apply for jobs or search for other resources to smooth their re-entry. Flat-screen televisions air videos listing upcoming programs and events, along with tips on things like accessing benefits and finding work. Additionally, probationers outline individualized achievement plans to help guide them as they are transitioning back into society. This is a fundamental change from the typical probation experience.

"Many black and brown kids didn't feel comfortable going to probation officers in the Financial District," says Kohomban. "Now they are in the neighborhood where people come from. It makes it less threatening and allows [the Department of Probation staff] to get to know families. It makes it more accessible."

"What I've seen with the NeONs is it actually changes the way probation officers think about people on probation," says Glenn Martin, vice president of development and public affairs at The Fortune Society, a nonprofit that focuses on the successful reentry and reintegration of individuals with criminal histories. His organization has been co-located with one of the NeON sites for more than a year, so he has seen its effects up close. "When you walk into the facility you don't know the difference between the two probation officers and our staff, because they are totally immersed with our staff and treat clients based on our culture. They've become very warm and very thoughtful in terms of the long-term impact on our clients lives."

The program is fairly new, but early data shows that the centers served about 492 probationers in 2012. One NeON participant we interviewed told us that his probation officer goes beyond simply making sure he is in compliance. “My P.O. always pushes me to do better for myself, you know, stay out of trouble. She pushes me to go to school,” he says. He’s currently attending Queensborough Community College and has completed one year of his three-year probation period with no mishaps or infractions. He says his probation officer connected him with other resources like the Justice Scholars program, which helps him with school projects and even provides weekly Metrocards so that he can make it to class. “Look what it’s done for me. It can work for other people too. I definitely think it’s something that should keep going, keeping people out of trouble, getting them back into school,” he says.

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8. Close to Home

Housing juvenile offenders in New York City rather than upstate and providing them with rehabilitation services, reduces recidivism and allows these young offenders to retain important connections with their families and communities

In 2010, New York City juveniles made up over 80 percent of young adults in custody statewide. Thousands of juvenile offenders from the five boroughs were being housed hundreds of miles away from their families in upstate detention facilities, many of which were rampant with physical abuse and without sufficient mental health services.

In response to this dysfunctional juvenile justice system, Mayor Bloomberg proposed a new community based approach that would keep youthful offenders “close to home” and give the city flexibility to change levels of supervision and services based on the progress of the youths. “Keeping youth close to home and allowing them to maintain or establish ties with their families and communities, these programs will promote rehabilitation and long-term success for at-risk youth,” argued the administration in late 2010.

In 2012, Governor Andrew Cuomo signed legislation to make the mayor’s plan a reality. Titled “Close to Home,” it allows all but the most extreme juvenile offenders to transfer from juvenile facilities back to their own neighborhoods to be closer to family support and rehabilitation resources.

Close to Home uses a data-driven risk assessment indicator that channels youth into the appropriate placement and program based on their offenses, backgrounds and needs. Since 50 percent of the young people in the state’s juvenile justice facilities have been diagnosed with a mental illness, this tool will transform the juvenile justice system from a punitive model to one of rehabilitation. Once in facilities, youth will live in small-scale treatment homes where they do their own laundry, cook their own meals, attend counseling sessions and go to school. On weekends, their families can visit.

Putting juvenile offenders closer to their families and providing them with rehabilitative services represents a massive sea change from the primarily punitive detention and corrections system. “Family engagement and a family relationship is key to reducing recidivism,” says Jeremy Kohomban of The Children’s Village.

Prior to Close to Home, 81 percent of young men who served time in state run juvenile detention facilities were rearrested within three years, one of the highest recidivism rates in the nation. The detention centers were filled with kids who weren’t a serious risk and needed treatment instead of imprisonment. Too many kids left these facilities more damaged than when they entered, effectively trapping them in a revolving prison door.

At the same time, it was also costly to run facilities that had fewer youth inmates while still operating under the same budget with costs estimated at $140,000 per inhabitant. Many of the detention facilities were only 30 or 40 percent full while the city was still being charged to run the entire facility. It is believed that Close to Home, when fully implemented in 2015, will result in a combined annual state and local savings of approximately $12 million.

It is still too early to know just how successful Close to Home will be in decreasing recidivism rates among youth, but the program is showing promise. “The agencies that run these programs would generally say that it’s working really well for about 95 percent of the kids so far,” says James Purcell, CEO of the Council of Family and Child Caring Agencies.

“There is no doubt that the Close to Home Initiative (CTHI) represents an unprecedented opportunity to redirect our young people, who have strayed too far along the pipeline to prison, back on to a path to success,” testified Beth Powers, senior juvenile justice policy associate for Children’s Defense Fund – New York at a public hearing in April 2013. “Easier access to family and support in re-building fractured relationships, opportunities for community involvement, and the ability to earn educational credits that actually count towards a high school diploma are just a few of the critical components now afforded youth as a result of the CTHI.”

“When kids break the law we must aim to address their whole needs, including their familial and educational needs, and Close to Home embraces the importance of this concept,” adds Jennifer Jones-Austin of FPWA, who previously served as New York City’s Family Services Coordinator. “Though there have been implementation challenges, especially given that many of the youth involved in the program have challenges themselves, the program has real potential for positive and sustainable impact—and replication.”

9. The Young Men’s Initiative

This $43 million three-year initiative provides mentoring, training and rehabilitation services to young black and Latino men who drop out of high school and experience much higher rates of incarceration than their white and Asian counterparts

For years, New York has witnessed an alarming achievement gap between young men of color and their white and Asian counterparts. For instance, less than half of all African American boys finish high school and only 18 percent of black males aged 18 to 21 are enrolled in college. Meanwhile, the unemployment rate for black and Latino young men is 60 percent higher than white and Asian young men, and their poverty rate is 50 percent higher.

In 2011, the Bloomberg administration launched the first comprehensive city-led initiative to address this widening problem. Titled The Young Men’s Initiative, this three-year initiative set out to invest more than $43 million a year in programs that aim to better engage young men of color with employment, education and mentoring opportunities, and to improve their health and reduce rates of recidivism in the criminal justice system.

While the initiative is still a work in progress, many individuals we interviewed applaud the bold and multi-disciplinary approach to the problem. “To have City Hall focus on that issue, it’s groundbreaking,” says Colvin Grannum, president of the Bedford Stuyvesant Restoration Corporation. “It recognizes that [young men of color are] facing unique challenges and their achievements are significantly lower than males of other ethnic groups in the city.”

Under YMI, the city has been implementing a suite of programs, carried out by more than a dozen city agencies and departments. Having so many different agencies involved in the initiative is an attempt to reach these young men at every point that they come into contact with city services.

For example, in the area of education, efforts include adding metrics to school progress reports to measure the achievement of black and Latino male students; the Expanded Success Initiative tasked with improving graduation rates for participants

and getting them college and career ready; and a mentoring program for middle-school boys run through community-based, afterschool programs. In the area of criminal justice, YMI includes Close to Home, a program that brings New York City juvenile offenders back to their communities to receive the family support and resources they wouldn't receive upstate, and Ban the Box, which decreases barriers to getting city jobs for the formerly incarcerated by not asking them about any criminal history until they are further along in the employment application process.

The initiative is funded through a public-private partnership, with the city providing $67.5 million in funding and another $60 million from philanthropy—$30 million from the Campaign for Black Male Achievement of the Open Society Foundations and $30 million from Bloomberg Philanthropies. As it does with all its pilots, CEO will assess the effectiveness of all the initiative programs managed and operated by over a dozen city agencies and even more nonprofits.

There is not yet substantial data on its effectiveness, but an initial report identified promising progress. By the end of fiscal year 2012, YMI programs had reached 9,565 young black and Latino males. With the initiatives falling into three buckets—employment, education and justice—the employment outcomes were particularly impressive. Of the 411 young adults participating in internships, 326 had successfully completed it, exposing them to job opportunities within their reach. The expanded men's training program, implemented by the Department of Small Business Services, has trained approximately 1,000 men and placed 800 of them in jobs. Meanwhile, the justice community initiative aimed at lowering recidivism has placed a third of its participants in education or employment programs.

"Anecdotally I feel like YMI works. I [recently] sat in on one of the YMI classes up at Castle Gardens and the transformation that these young folks are going through is just phenomenal, unlike anything I've seen in any other area of our agency," says Glenn Martin of the Fortune Society.

Black and Latino males make up 25 percent of the city's population. Reversing the negative trajectory of these young men has positive implications not only for their immediate success but for future generations.

"The focus on this population will probably have an important impact over time on educational attainment and incarceration rates," says Denise Scott, managing director of the Local Initiatives Support Corporation's (LISC) New York City program.

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10. Out-of-School-Time

At a time when the public schools are cutting back on extracurricular course work and working parents are struggling to find affordable child care, Out-of-School Time brings after school programming to communities that need it most

The end of the school day often signals the end of academic study and the beginning of fun. But in New York City, too often that fun goes awry. Studies show juvenile crime occurs most frequently between 2 p.m. and 4 p.m., right after school lets out. Kids are also at the highest risk of becoming a victim of violence after school, particularly between the hours of 2 p.m. and 6 p.m.

Out-of-School Time (OST), a Department of Youth and Community Development afterschool program initiative rolled out in 2005, helps to keep tens of thousands of kids off the streets during these critical times, during the summer and on holidays. It brings afterschool programming to neighborhoods that need it the most, streamlining what had previously been a disconnected collection of different afterschool programs to create one citywide, city-sponsored system.

A goal of the OST initiative was to provide support to working families in New York City. The programs offer a range of services from academic support and recreational activities to cultural activities. OST targets high-need communities by looking at demographics and working with schools and organizations to implement programming in existing parks, housing authority and Department of Education sites around the city. High-need neighborhoods are characterized by large youth

populations, a high volume of English language learners, high poverty rates and a large number of single parent homes eligible for subsidized childcare. These communities also have some of the lowest performing schools in the city and the highest rates of juvenile arrest; they gain the most from initiatives that can keep kids off the street.

A number of the social services leaders we interviewed lauded the program. “It’s an incredible thing for working parents,” says Judy Zangwill, executive director of Sunnyside Community Services.

Parents of elementary and middle school students in 15 OST programs said in response to an evaluation survey that the programs enabled them to work more or pursue more education. Among all responding parents, 74 percent agreed that the program made it easier for them to keep their jobs, and 73 percent agreed that they miss less work than they had previously. In the same three-year evaluation, 54 percent of families “agreed a lot” that the program helped students finish their homework and 44 percent “agreed a lot” that the program helps them get better grades in school.

Despite these positive outcomes, however, many of those we interviewed say that Out of School Time has not fulfilled its incredible potential because it has been underfunded and has consistently failed to meet the substantial demand. “Conceptually it was good, but it was never funded adequately per child,” says Nancy Wackstein with the United Neighborhood Houses of New York. “I think it should continue. I don’t think we should go back to the old system, but what doesn’t make sense is that it’s not totally funded.”
According to Judy Zangwill, over the last four years both OST locations managed by her organization have had 150 to 200 families on the waiting list, and still each year the Bloomberg administration proposed significant cuts to their funding, only to be restored by City Council.

Citywide, the program’s enrollment rose from 58,586 in fiscal year 2006 to 87,256 in FY 2008. But by FY 2013, because of funding cuts, enrollment had fallen to 65,957—a 24 percent decline from its peak. The OST budget has fallen from $110.7 million in FY2010 to $90 million in FY 2013. “The Out-of-School Time initiative, the after school program, [was] hugely immensely successful,” says Ester Fuchs, a professor at Columbia University who formerly served as an advisor to the Bloomberg administration. “The big challenge now is funding.”

Innovative Anti-Poverty Approaches

While this report profiles 10 stand-out social policy innovations that were implemented over the past decade, there are other important takeaways from the Bloomberg administration’s work in the social services arena. One is that so many of the most successful policies benefited from similar approaches and principles. These include:

A willingness to experiment and rigorously test the results of new policies.
In many ways, the Bloomberg administration was marked by a refreshing spirit of experimentation and openness to failure in the social policy arena, making things like pilot initiatives, metrics monitoring and third-party evaluations standard. This was best exemplified by the Center for Economic Opportunity, which served as the administration’s social policy sandbox, a place where new ideas could be realized and rigorously tested in pilot programs before being applied more broadly or heading in a new direction.

“The elevation of data has been huge,” says Matthew Klein, executive director of the Blue Ridge Foundation. “You can now see what works and what has an impact.”

“We as a city are becoming more receptive and innovative around what the data is showing,” says Muzzy Rosenblatt, executive director of the Bowery Residents’ Center (BRC), a social service agency. “The [administration’s] whole approach has been about evaluation management and data. [Mayor] Bloomberg always says if you can’t measure it, you can’t manage it, so what he’s done is put systems in place to help agencies manage operations better.”

In previous years, the standard procedure in local government had been to introduce new programs without a commitment or mechanism to track their effectiveness. But under the Bloomberg administration, many pilots weren't funded through the city's general budget until they proved themselves. CEO even goes the extra step of implementing randomized trials with control groups to firmly establish whether their interventions are really working and not benefitting from other unrelated factors. "Their embrace of evidence building is quite remarkable," says James Riccio of MDRC. "[This administration] has been willing to take the risk and subject their programs to these more rigorous trials."

One early CEO program that allowed residents to create savings accounts using their federal and state tax refunds servedas a model for similar programs in other cities. But, every year since its creation, CEO has chosen to discontinue other programs that did not prove to be as effective as was originally hoped. In other cases, it reworked programs to address problem areas. For example, in 2008, CEO launched a test of the nation's first comprehensive conditional cash transfer program that early evaluations showed to be flawed. With additional evidence in hand, CEO sponsored a new pilot in 2011 to test a revised approach that it hopes will be more effective.

The vast majority of the people we interviewed for this report agreed that basing policy decisions on reliable and rigorous data has been a huge step in the right direction. Angie Kamath, executive director of the New York operations of Per Scholas and former deputy commissioner of the Department of Small Business Services (SBS), says the city's workforce system, in particular, benefited enormously from this approach. Kamath says that SBS received seed funding from CEO to try out things that funding from the federal Workforce Investment Act doesn't allow. And although the experiments didn't always succeed, the lessons they learned have led to important strategic changes in the way the agency delivers workforce training. "Without question our system would never have been transformed without that local investment," says Kamath.

Cross-agency collaboration.
Although counterproductive silos still exist across city government, the Bloomberg administration has spurred dozens of cross-agency initiatives in the social services. Youth unemployment, obesity, truancy, homelessness, recidivism, child support, and job placements—to name just a few key challenges—have all been tackled through partnerships established in the mayor's office.

One recent example was an effort spearheaded by the Office of Child Support Enforcement, located in the HumanResources Administration (HRA), and the Department of Homeless Services (DHS) to identify families in the city's homeless shelters that are entitled to child support but don't receive it. Because of this partnership, the number of families in DHS shelters with child support orders increased from 1,803 in May 2007 to 3,722 in May 2012.

Another recent example is the Young Men's Initiative (YMI), which leverages private dollars to battle minority unemployment across a dozen different agencies, including the Department of Education, the Department of Probation and the Department of Health and Mental Hygiene. According to one administration veteran, every month the mayor would bring together the point people for each of YMI's initiatives and they would go over the data and whether they were meeting their targets. The mayor would interrogate staff members about recidivism, felony charges, school absentees, literacy, unemployment and more.

Investments in digital infrastructure.
The administration's recent efforts to update the city's digital infrastructure have improved consumer services and transformed the city's contracting process with nonprofits. Using ACCESS NYC, a one-stop website that gives New Yorkers an easy way to see which city and state programs they qualify for, the administration has taken the first big step toward automating the application process for over 30 different government programs, including school lunches, food stamps, Medicaid, Section 8 housing and the Summer Youth Employment Program. Visitors can apply for free school lunches directly and learn whether they qualify for the other programs without having to visit a caseworker in an HRA office, a huge advantage even if further advances are clearly possible. Information is also available in seven different languages. According

to HRA, digital applications for the food stamps program have skyrocketed since ACCESS NYC went live in 2006; during the last quarter of 2012, nearly 25 percent of food stamp applications were received electronically.

Another significant advancement in digital capabilities is the Health and Human Services (HHS) Accelerator. The HHS Accelerator is meant to streamline the procurement and payment process for the city's nonprofit partners. Prior to its inception, there was no centralized or standard procurement process and no standard reimbursement rate. This piecemeal approach compelled contractors to file duplicate sets of paperwork for different contract applications, making the process time consuming, costly and frustrating. When the procurement process is fully digitized later this year, providers will be able to submit application materials once, and any agency considering that vendor for a contract will be able to access those documents.

New funding models.
Facing an environment of mounting social problem but stagnant or declining funding from the federal and state governments, the Bloomberg administration dramatically increased the city's ability to tap private dollars to pay for innovative new social services programs, mainly from philanthropic foundations and corporations. More than just plugging budget holes, the new resources from the private sector enabled the administration to experiment. CEO's Innovation Fund, which has raised millions from private sources, has been the chief source of funding for most of its programs, and because it can use these funds without going through the city budget process, launching pilots and effectiveness studies can be done relatively quickly.

While these additional resources are incredibly value, it is far from clear if the next administration will be anywhere near as successful as Mayor Bloomberg was in attracting these funds. After all, Mayor Bloomberg had his own foundation, not to mention close relationships with philanthropists and corporations. John Sanchez, executive director of East Side House Settlement, was far from the only one we interviewed to bring this up: "Mayor Bloomberg has been successful bringing in private resources, but how does that continue when he's not around?"

The city has also started to experiment with Social Impact Bonds (SIB). SIBs—also known as "pay for success bonds"—enable governments to tap private funding sources for promising new programs without incurring new debts. In 2012, New York used an SIB backed by Goldman Sachs and Bloomberg Philanthropies to fund a new education and therapy program for 16-to18-year-olds at Rikers Island; the city will repay the SIB through the cost savings of reduced recidivism rates—and if the program doesn't reduce those rates it won't have to repay the bond at all. In the current economic climate, this new program and the effectiveness testing it requires would not have been possible without private funding sources.

On the other end of the spectrum, in some cases the Bloomberg administration has shown a willingness to add government dollars to federally funded programs if doing so gives city agencies more latitude to experiment and innovate. For example, over the last decade, not only has the city has been receiving declining amounts of federal aid for workforce development programming, the funds it receives come with restrictions that prevent experiments in sector-based workforce training rather than simple job-placements. For that reason, the city began to blend its own tax levy funds with federal Workforce Investment Act (WIA) funds to gain more flexibility.

Conclusion

With so many New Yorkers struggling to make ends meet, the city badly needs a bold new anti-poverty agenda—one that goes well beyond what was attempted during the Bloomberg administration. Given his platform during the recent election campaign, there's little doubt that Mayor-elect de Blasio plans to make this a major priority.

But having a major impact in this area will not be easy. The problems run deep and are incredibly complicated, and the new mayor will inherit a number of enormous obstacles. Chief among them are budgetary constraints. The city faces a growing budget deficit, magnified by escalating pension costs and union contracts that need to be negotiated in the coming months,

and the federal government has been greatly reducing its support for social programs.

As the de Blasio administration attempts to navigate these challenges, it is important to not just start but scratch, but to build on some of the most effective anti-poverty policies from the Bloomberg administration—from CEO to Jobs-Plus. Every one of the 10 social services initiatives profiled in this report could be improved upon, and most should be greatly expanded, but it would be a shame to see them tossed aside altogether. In addition, the new administration would be wise to embrace some of the broader approaches to social services policy that held sway in the last several years. For instance, the de Blasio administration would benefit from continuing to rigorously test new initiatives. This not only ensures that scarce government funds go to initiatives that are proven to work, but it will help the administration attract funds from philanthropic foundations and corporations. And, at a time of extremely limited resources, the new administration should continue to innovate and experiment with new initiatives.

Advisory Board

We acknowledge the helpful support we received from the members of an advisory board created for this project. Advisory board members, who provided
suggestions and guidance but were not asked to endorse the final study, included:

- Catherine Abate, Community Healthcare Network
- Richard Buery Jr., The Children's Aid Society
- Joel Copperman, Human Services Council and CASES
- Daniel Delehanty, Capital One
- Wayne Ho
- Igal Jellinek, Council of Senior Centers and Services of New York City, Inc.
- Michele Kahane, Milano School of International Affairs, Management, and Urban Policy
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- Carmine Rivetti, United Way of New York City
- Irma Rodriguez, Queens Community House
- Davon Russell, WHEDco
- Denise Scott, Local Initiatives Support Corporation
- Peter York, TCC Group

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