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Report on the Fiscal 2025 Preliminary Plan
and the Fiscal 2024 Preliminary Mayor's
Management Report for the
Mayor's Office of Immigrant Affairs

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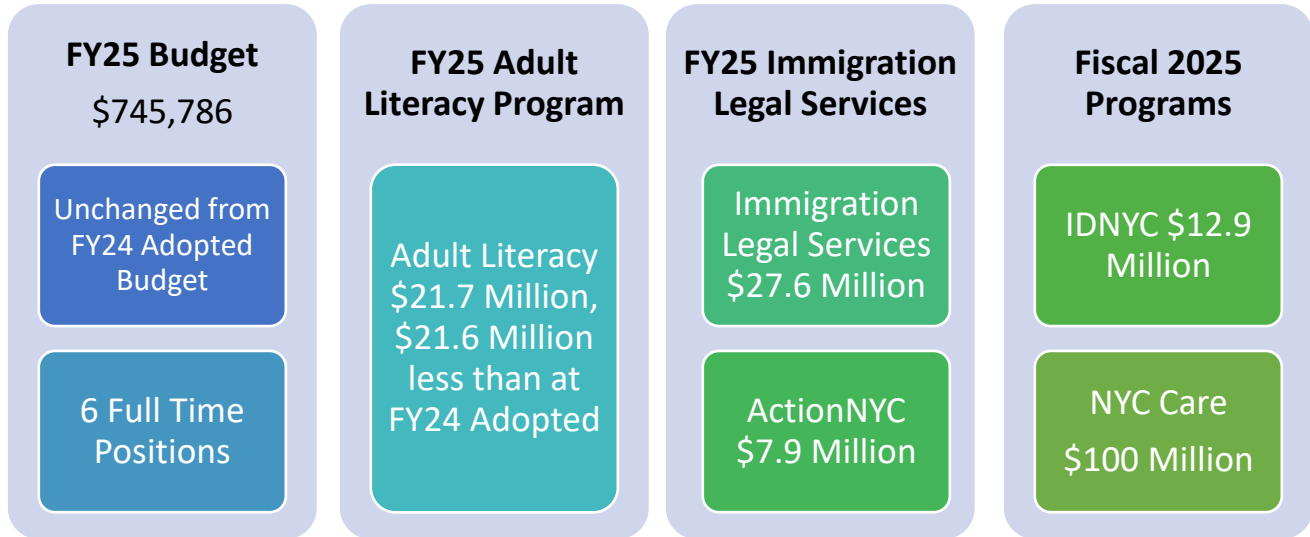
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Mayor’s Office of Immigrant Affairs Fiscal 2025 Budget Snapshot



Mayor’s Office of Immigration Affairs 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 Action NYC –the City’s community-based immigration legal services program. MOIA primarily works 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 2004 - 2028 Preliminary Financial Plan (Preliminary Plan) 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 2024 Preliminary Mayor’s Management Report (PMMR).

Mayor’s Office of Immigrant Affairs Financial Summary

The Preliminary Plan includes \$745,786, which supports six full-time positions in Fiscal 2025 for MOIA. The Fiscal 2025 funding and headcount remains the same when compared to the Fiscal 2024 Adopted Budget. MOIA’s budget is comprised mainly of funding for Personal Services (PS), with additional funding for Other Than Personal Services (OTPS) costs, reflected in Mayoral agency (002), and the sole source of funding is City Tax-Levy (CTL) funds. Table 1 presents MOIA’s financial summary.

Table 1: MOIA Financial Summary

	FY24 Adopted	Preliminary Plan		*Difference FY25 - FY24
		FY24	FY25	
Budget by Spending Category				
Personal Services	\$742,786	\$742,786	\$742,786	\$0
Other Than Personal Services	3,000	3,000	3,000	0
TOTAL	\$745,786	\$745,786	\$745,786	\$0
Budgeted Headcount				
Full-Time Positions - Civilian	7	6	6	(1)
TOTAL	7	6	6	(1)

MOIA’s budget as presented within the Mayoralty budget does not provide a full picture of the Office’s operations. MOIA collaborates with various City agencies such as the Department of Youth

and Community Development (DYCD), the Human Resources Administration (HRA), and Health and Hospitals (H+H) to manage immigration related programs within those agencies. With the recent influx of asylum seekers into the City, MOIA has increased its partnership with the Department of Homeless Services (DHS), and the Department of Health and Mental Health (DOHMH) to assist in servicing these newly arrived migrants. The Fiscal 2025 budget for immigrant services represents less than one percent of the City’s total budget of \$109.4 billion. The Preliminary Plan includes roughly \$197.6 million in Fiscal 2024 and \$165.9 million in Fiscal 2025 for immigrant services within several agencies as follows:

- **HRA.** \$45.9 million is budgeted within HRA in Fiscal 2024 and \$40.4 million in Fiscal 2025 for immigration legal services and a municipal identification program (IDNYC). The Fiscal 2025 budget includes \$19.6 million for the Immigrant Opportunities and the Deportation Defense initiatives, \$12.9 million for IDNYC, and \$7.9 million for Action NYC. Funding under HRA decreased by \$1.0 million in Fiscal 2025 compared to the Fiscal 2024 Adopted Budget due to a reduction of \$1.0 million for the IDNYC program.
- **DYCD.** The Preliminary Plan includes \$51.0 million in Fiscal 2024 and \$24.7 million in Fiscal 2025 within DYCD’s budget for adult literacy programs, services for immigrant families, MOIA’s We Speak NYC program and other immigrant targeted services.
- **H+H.** \$100 million is budgeted in the Health and Hospitals (H+H) budget for the NYC Care program through each year of the Plan. This is unchanged compared to Fiscal 2024 Adopted Budget.

Table 2 presents a breakdown of the key immigrant services funding by program area.

Table 2: Funding for Immigrant Service by Agency (Dollars in the Thousands)

<i>Dollars in Thousands</i>	Agency	2024	Preliminary Plan		*Difference
		Adopted	2024	2025	FY25-FY24
Mayor's Office of Immigrant Affairs	N/A	\$746	\$746	\$746	\$0
Action NYC -	HRA	7,900	7,900	7,900	0
Other Legal Services (IOI & Deportation Defense)	HRA	19,600	19,600	19,600	0
Asylum Legal Services	HRA	0	4,022	0	0
Asylum Application Help Center Temps	HRA	0	420	0	0
IDNYC	HRA	13,900	13,900	12,900	(1,000)
NYC Care	H+H	100,000	100,000	100,000	0
Adult Literacy	DYCD	43,400	46,400	21,720	(21,680)
We Speak NYC	DYCD	0	1,500	0	0
Services for Immigrant Families and other	DYCD	2,995	3,089	2,995	0
Subtotal		\$188,541	\$197,576	\$165,861	(\$22,680)
*City Council Initiatives		\$59,665	\$0	\$0	(\$59,665)
TOTAL:		\$248,206	\$197,576	\$165,861	(\$82,345)

*Services for Immigrants are funded under multiple program areas

NYC Care

The Preliminary Plan includes \$100 million in H+H’s budget for NYC Care in Fiscal 2024 and Fiscal 2025. This funding has remained unchanged since the creation of the program in 2019. The program connects New Yorkers who otherwise would not be eligible for or cannot afford health insurance to affordable, high-quality primary care. NYC Care collaborates with 22 community-based organizations that conduct culturally sensitive and ethnically inclusive outreach to prospective NYC Care members across all five boroughs educating them about the available benefits of the program.

Adult Literacy Program

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 2025 Budget for DYCD's adult literacy program totals \$21.7 million, which represents a 50.0 percent reduction, when compared to the Fiscal 2024 Adopted Budget of \$43.4 million. DYCD has yet to provide any explanation for this reduction. The adult literacy's Fiscal 2024 Adopted Budget includes Council discretionary funding of \$4.0 million for the Council Adult Literacy Initiative and \$2.5 million for the Adult Literacy Pilot Project Initiative. The Adult Literacy Pilot Project was created in Fiscal 2021 to increase the rate per student from \$950 to \$1,800.

Municipal Identification Card (IDNYC)

IDNYC serves all City residents, including vulnerable communities such as people experiencing homelessness, youth, undocumented immigrants, the formerly incarcerated, and others who may have difficulty obtaining government-issued photo identification. As of December 31, 2023, there were over 2.1 million cardholders across all five boroughs. The number of users is expected to continue growing over the next few years as the influx of asylum seekers continues. However, despite the anticipated growth in usership, the budget for this program decreases across the plan period. The Preliminary Plan includes \$13.8 million in Fiscal 2024, \$12.9 million in Fiscal 2025, and a baseline of \$11.2 million starting in Fiscal 2026 for IDNYC. The difference between the Fiscal 2025 and Fiscal 2024 budgets is the result of a \$1.0 million reduction in HRA's contract budget for IDNYC.

Action NYC

The Preliminary Plan includes \$7.9 million in Fiscal 2025 for the Action NYC program for a number of community-based organizations and the City University of New York (CUNY). The program's budget is unchanged as compared to the Fiscal 2024 Adopted Budget.

Action NYC, is a citywide community-based immigration legal services and outreach program. Action NYC provides all New Yorkers free, safe immigration legal help through a network of 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.

Asylum Legal Related Services

The Preliminary Plan includes a total of \$4.4 million in HRA's budget in Fiscal 2024 only for various legal services for asylum seekers, including asylum and work authorization applications, change of addresses and others as determined by demand.

Other Immigrant Services

The Preliminary Plan includes roughly \$3.1 million in Fiscal 2024 and nearly \$3.0 million in Fiscal 2025 in DYCD's budget for additional immigrant families' services. The agency is currently drafting a request for proposal (RFP) for immigrant families' services and the new RFP will be rolled out later this year in the fall, for a July 1, 2025 contract start. Additionally, the Plan includes \$1.5 million for MOIA's We Speak NYC (WSNYC) program in Fiscal 2024 only. WSNYC is the City's free English conversations program and with the influx of asylum seekers, the WSNYC program currently provides literacy services at the Humanitarian Emergency Response and Relief Centers.

City Actions

Emergency Services for Asylum Seekers

Since April 2022, the City has experienced an influx of asylum seekers. As of February 2024, approximately 177,100 asylum seekers have arrived in the City and of this number, 65,600 remain in

the City’s care. The Administration has responded to the influx by opening 217 emergency shelters across the five boroughs and 18 HERRCs, collaborating with not-for-profit organizations to run the navigation center and the satellite sites. The City continues to support asylum seekers with food services, clothing, and other supplies.

Asylum seekers funding are mostly housed within the budgets of DHS, H+H, the Department of Housing Preservation and Development (HPD), the Department of Citywide Administrative Services (DCAS), the NYC Office of Emergency and Management (NYCEM), and the Office of Technology and Innovation (OTI). All of these efforts are coordinated by the Office of Asylum Seekers Operations (OASO). MOIA in collaboration with OASO and community-based organizations, is directly managing the Navigation Center and ten satellites sites across the five boroughs, and continues to support newly arrived individuals and families seeking asylum.

State Actions

Office of New Americans

The New York State Fiscal 2025 Executive Budget includes \$44.2 million to enhance the Office of New Americans (ONA) programs. This budget includes \$1.2 million for English language training and workforce development skills. ONA administers grant programs and oversees a network of community providers that help immigrant New Yorkers with citizenship applications, workforce development, and health support.

Office of Temporary Disability Assistance

The New York State Fiscal 2025 Executive Budget includes resettlement funding of \$9.8 million within the Office of Temporary Disability Assistance (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.

Fiscal 2024 Council Initiatives

In the Fiscal 2024 Adopted Budget, the Council invested \$59.6 million for immigrant related services, which represents a decrease of \$4.0 million when compared to the Fiscal 2023 Adopted Budget. Despite these changes, this funding reflects the Council’s continued commitment to ensuring that immigrant New Yorkers have access to legal assistance, health and literacy services, and other supports.

Table 3: Council Initiatives for Immigrant Population (Dollars in thousands)

City Council Discretionary Funding in Fiscals 2022-2024						
Agency	Program Area	Initiative	Fiscal 2022	Fiscal 2023	Fiscal 2024	Difference
HRA	Immigrant Services	New York Immigrant Family Unit Project	\$17,350	\$16,600	\$16,600	\$0
DCLA	Immigrant Services	Cultural Immigration Initiative	\$7,395	\$7,395	\$7,395	\$0
HRA	Immigrant Services	Unaccompanied Minors and Families	\$3,982	\$3,982	\$3,982	\$0
CUNY	Immigrant Services	CUNY Citizenship NOW! Program	\$3,250	\$3,350	\$3,350	\$0
HRA	Immigrant Services	Immigrant Opportunities Initiative	\$2,600	\$2,600	\$2,600	\$0
DOHMH	Immigrant Services	Immigrant Health Initiative	\$2,430	\$2,430	\$2,430	\$0
DYCD	Immigrant Services	Welcome NYC	\$0	\$1,200	\$1,175	(\$25)

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Agency	Program Area	Initiative	Fiscal 2022	Fiscal 2023	Fiscal 2024	Difference
HRA	Immigrant Services	Key to the City	\$700	\$700	\$700	\$0
DYCD	Community Development	Adult Literacy Initiative	\$4,000	\$4,000	\$4,000	\$0
DYCD	Community Development	Adult Literacy Pilot Project	\$2,500	\$2,500	\$2,500	\$0
DYCD	Community Development	AAPI Community Support	\$3,960	\$5,250	\$5,060	(\$190)
DYCD	Community Development	Language Services Worker Cooperatives	\$0	\$2,800	\$0	(\$2,800)
DYCD	Community Development	Community Interpreter Bank	\$0	\$1,000	\$0	(\$1,000)
SBS	Small Business Services	Day Laborer Workforce Initiative	\$3,970	\$3,970	\$3,970	\$0
SBS	Small Business Services	Construction Site Safety Training	\$1,100	\$1,100	\$1,100	\$0
DFTA	Seniors Services	Seniors Centers for Immigrant Populations	\$1,500	\$1,500	\$1,500	\$0
MOCJ	Young Women’s Services	Immigrant Survivors of Domestic Violence	\$530	\$530	\$530	\$0
HRA	Legal Services	Low Wage Worker Support	\$120	\$2,173	\$2,173	\$0
SBS	Small Business Services and Workforce Development	Support for Immigrant Women Workers	\$0	\$600	\$600	\$0
Total			\$55,387	\$63,680	\$59,665	(\$4,015)

Budget Issues

- DYCD Adult Literacy Funding.** The adult literacy funding supports community-based adult education services across New York City. There are currently 3.9 million adult New Yorkers with limited English proficiency or without a high school diploma, and less than 2.0 percent are able to access state-funded adult literacy classes each year. In 2023, DYCD rolled out a concept paper for adult literacy. As a result of this paper, earlier this year, the agency released its adult literacy Request for Proposal (RFP) for Fiscal 2025 through Fiscal 2027. This new RFP proposed funding ranges from \$11.8 to \$12.9 million. This is a reduction of over \$16 million compared to the amount in the Fiscal 2024 Adopted Budget. There are several concerns with this RFP and how it reduces the overall budget for adult literacy. First, it would reduce the number of students served by 2,000 from the 11,000 students served in recent years. Second, the RFP lowers the per student reimbursement rate to \$1,300 per student instead of the \$2,700 requested by the Council and the New York City Coalition for Adult Literacy (NYCCAL). Third, by limiting the adult literacy programs to only 41 Neighborhood Tabulation Areas (NTAs) the RFP limits which programs can apply as only programs located within the 41 designated NTA will be eligible for a contract application. As a result, 19 Council districts would likely not have adequate adult literacy program services. Overall, the new NTA policy dramatically limits the number of programs able to receive funding, and thus decreases the amount of people able to access adult literacy programs.
- Shortage of Immigration Lawyers.** The immigration legal services advocates are urging the City and state to build a robust legal services infrastructure by passing the Access to Representation Act. They are requesting \$150 million to provide various types of legal assistance (\$62 million for deportation, \$65 million for trainings, recruitment, retention and rapid response, and \$23 million for education and integration). As asylum seekers continue to arrive, the cost for legal representation will continue to escalate. In fact, reports from immigration lawyers showed that there is a backlog of more than 3.2 million cases. Legal

professionals are urging the City and the State to increase the funding for full representation and increase funds into the out-years as immigration procedure and cases may take up to seven years to complete, and they need more litigators to handle the surge of cases.

- **Workforce Development.** Governor Hochul's State of the State included a plan for the creation of a migrant job bank that will house over 18,000 open positions from nearly 400 companies that are looking to employ asylum seekers with legal work status. However, immigration advocates reported that the City is unfamiliar with this initiative and does not currently have any plan in place to roll out this program. Therefore, the regulations that will be needed to ensure that eligible migrant workers who will use this job bank are not exploited and are receiving equal wages remains unclear.
- **Language Access Services:** Immigrant advocates request \$10 million for education programs to support English Language Learners (ELLs) and the creation of a language bank. They also request \$7 million to support English-Language instructions.

Fiscal 2024 Preliminary Mayor's Management Report (PMMR)

DYCD – Adult Literacy

Participants in DYCD-funded English literacy programs fell to 4,881 in the first four months of Fiscal 2024, a nine percent decrease compared to Fiscal 2023. The agency expects the program to serve over 16,000 students in Fiscal 2024. However, DYCD's new adult literacy RFP will further decrease the number of seats to 6,000 citywide.

HRA - IDNYC

IDNYC cards serve as an official identification card and help New Yorkers gain access to City services and buildings. The program also offers free membership for the City's leading museums, zoos, concert halls, and botanical gardens. In the first four months of Fiscal 2024, there were 56,614 IDNYC cards issued, however, this number has decreased by 6,884 when compared to the 63,498 in the same period in Fiscal 2023. The number of applications processed also decrease from 63,969 in the first four months of Fiscal 2024 to 67,102 in the same period in Fiscal 2023. The reason for these decreases is the challenge in scheduling an appointment for first time users and for those looking to renew their applications.

H+H – NYC Care

Enrollment in NYC Care increased by 16 percent, from 105,070 from the first four months of Fiscal 2023 to 121,478 in the first four months of Fiscal 2024. The increase is also due to increased re-enrollment outreach and capacity through a public awareness campaign across a range of advertising mediums to inform New Yorkers about this program. The program is now in its fifth year and continues to surpass its initial program milestone objective of 100,000 enrollees. According to H+H, some asylum seekers are qualifying for the program.

HRA – Action NYC

Similar to the previous years, the Fiscal 2024 PMMR does not include any performance measure for Action NYC.