



THE NEW YORK CITY COUNCIL  
**HON. MELISSA MARK-VIVERITO**  
SPEAKER OF THE NEW YORK CITY COUNCIL

**MAY 2016**

NEW YORK CITY   
**YOUNG WOMEN'S INITIATIVE**  
REPORT & RECOMMENDATIONS



**#SHEWILLBE**





THE COUNCIL  
OF  
THE CITY OF NEW YORK  
CITY HALL  
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Dear New Yorkers,

I am honored to join my colleagues to release this report, detailing the process and recommendations of the New York City Council Young Women's Initiative.

The Young Women's Initiative stands on three important pillars - community, government and philanthropy. Together, we are making history.

One year ago, advocates for young women and girls approached this Council and asked us to do what no governments had done yet - to work with community to build an agenda for young women and girls, particularly those of color.

Knowing that directly impacted communities know what's best for them, we convened advocates and young women and girls themselves to help us unpack the current landscape of disparities that young women and girls experience, better understand the services they receive, and map out a comprehensive agenda across five big issue areas to improving their lives.

Throughout this process, we were also committed to transforming the narrative about young women and girls, particularly those of color, who are not the statistics that we sometimes reduce them to. They are powerful, resilient and steadfast, often overcoming multiple experiences of oppression in their day to day lives. We built a digital campaign to highlight this - #SheWillBe - which we look forward to continuing with your participation.

This report is the product of a tremendous effort of advocates, providers, policy experts city agencies young people and City Council Members and staff across Divisions; without their commitment, the New York City Council's Young Women's Initiative would not have been possible. I thank all of the participants - over 300 people - who made YWI a reality.

In my 2016 State of the City speech, I talked about breaking glass ceilings. This cannot be done alone. We need more women at decision-making tables, more women in leadership and more women in government.

With the Administration, we look forward to reviewing the recommendations in this document and continuing to improve the lives of the young women and girls of New York City.

¡Pa'lante!

**Melissa Mark-Viverito**  
Speaker





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## EXECUTIVE SUMMARY

In May of 2015, New York City Council Speaker Melissa Mark-Viverito, along with her colleagues, Council Members Julissa Ferreras-Copeland, Elizabeth Crowley, Laurie Cumbo and Darlene Mealy, announced the launch of the New York City Council's Young Women's Initiative (YWI).

YWI seeks to build a lasting blueprint for investing in the future of young women and girls in New York City over the long-term, especially those of color. YWI focused on the following:

- Addressing the needs of young women and girls ages 12–24, knowing that areas for intervention may reach a wider age range;
- Spotlighting issues experienced by women and girls of color, knowing that when inequity is disaggregated by race and gender, disparities in outcomes in New York City are overwhelmingly concentrated in communities of color; and
- Embracing an inclusive framework around gender beyond the binary, ensuring that transgender women and gender-non-conforming young women are also centered in this work.

Aligned with the Council's commitment to participatory governance and knowing that young women and girls are experts in their own lives, the City Council created a Young Women's Advisory Council (YWAC), which played a key role during the process.

The City Council called upon three leaders for racial and gender justice to serve as Initiative Co-Chairs: Ana Oliveira, CEO of the New York Women's Foundation; Danielle Moss Lee, CEO of the YWCA of New York City; and Joanne Smith, Founder and Executive Director of Girls for Gender Equity. In this capacity, they helped provide the vision, structure and framework for YWI. Initiative Co-Chairs then formed a Steering Committee of grassroots advocates, policy experts and leaders of YWAC, who convened a Working Group process to develop recommendations for improving the lives of young women and girls.

Members of the Steering Committee led five Working Groups in total:

- **Health**  
Grounded in a "social determinants of health" framework, the Health Working Group examined available data on disparities in health outcomes, focused on gaps in coverage for basic healthcare and highlighted programs that are reaching the highest-need groups of young women and girls.
- **Economic & Workforce Development**  
The Economic & Workforce Development Working Group focused on how economic mobility and preparation for entering the workforce need to be fully integrated in the school setting, while expanding options for young women and girls who have left the school system.

- **Community Support & Opportunity**  
Embracing a “whole girl” approach, the Community Support & Opportunity Working Group examined the issues of young women and girls in deep poverty – overwhelmingly those of color – and specifically focused on how policy change translates into implementation.
- **Education**  
Focusing on the education of young women and girls in the most inclusive sense, the Education Working Group examined how shifts in school climate and curricula, as well as the expansion of afterschool and out-of-school services, could enhance educational outcomes for young women and girls.
- **Anti-Violence & Criminal Justice**  
The Anti-Violence & Criminal Justice Working Group focused on reducing young women and girls’ interactions with the criminal justice system, increasing safety and respect for their rights and dignity during police interactions and while in custody, and reshaping responses to violence so they uphold young women’s survivorship, agency and resilience.

YWI also engaged a Data Working Group to gather quantitative and qualitative data to inform the recommendations.

Lastly, YWI included a comprehensive communications strategy on social media platforms– #SheWillBe – which aimed to counter the negative messages that young women and girls receive from the media and promote the ongoing engagement of young women and girls in their own voices.

This report documents the framework of YWI, details the convening process and summarizes some (although not nearly all) current realities faced by young cis and transgender women and girls in New York City.

Recommendations from the working groups are summarized as follows:

#### *Overarching Recommendations*

1. Establish a standing Young Women’s Initiative and Young Women’s Advisory Council to monitor implementation of recommendations and continue to build new areas of focus.
2. Require each City agency to appoint a Gender Equity Liaison.
3. Establish a web-based platform for the Young Women’s Initiative that reflects the work of YWI and communicates the City’s efforts to improve the lives of young women and girls.
4. Work towards building a cross-agency “one-stop” youth-centered digital platform that can support youth with information relevant to a service they are receiving,

- function as a searchable tool for accessing services in neighborhoods and serve as a digital case manager.
5. Work towards the creation of a shared data infrastructure that enables youth-serving City agencies to align service delivery, starting with highest-need youth who touch multiple systems (foster care youth, runaway and homeless youth, etc.)
  6. Commit to increasing cultural humility in service delivery by implementing training for City employees and City contractors focused on undoing structural inequity. This training should feature specific protocols, developed in consultation with advocates, for interacting with young women, youth who have been exposed to trauma, TGNC youth and youth involved in commercial sexual exploitation or survival sex.
  7. Work towards requiring all City agencies and City contractors serving young women and girls to implement consumer-centered planning groups that will evaluate service delivery and make ongoing recommendations on areas for improvement.
  8. Convene a task force to explore implementing standardized data collection practices across City agencies and for City contractors. In addition, in an effort to fully understand gender-based disparities in New York City, create standardized practices to report outcomes by important characteristics, including race and gender.
  9. Collect disaggregated data on sexuality and gender identity separately, so as to better understand the experiences of lesbian, gay and bisexual communities, distinguished from data collected about transgender and gender-non-conforming New Yorkers.
  10. In order to better understand the experiences of Asian American/Pacific Islander (AAPI) young women and girls, work with City agencies to collect disaggregated data on the AAPI community.
  11. In order to better understand the experiences of young women and girls who identify as mixed race or multiracial, work with City agencies to collect disaggregated data on multiracial New Yorkers.
  12. In order to better understand the experiences of Middle Eastern/North African (MENA) young women and girls, work with City agencies to align the City's data collection processes with recommendations from the US Census' proposal to introduce a Middle Eastern/North African (MENA) category into its demographic data collection.

## *Health*

1. Improve access to transgender health services by expanding provider training citywide and ensuring that all NYC Health + Hospitals medical residents receive training on transgender healthcare.
2. Develop a network of community-based young adult health and reception centers providing a range of services that can include comprehensive primary care, sexual and reproductive health services, dental care and mental health care.
3. Expand the Nurse-Family Partnership® (NFP), a proven model for better birth outcomes for first-time parents and their children.
4. Work with the New York Police Department (NYPD) to appoint a City liaison for

- health centers, specifically focusing on abortion providers.
5. Create a dedicated fund for access to contraceptives, including long-acting reversible contraception (LARC), which incorporates culturally relevant counseling, focuses on patient choice and integrates age- and developmentally-appropriate support for young people.
  6. Build on ThriveNYC's comprehensive plan to train school leadership, teachers, counselors and social workers on responding to the mental health challenges that students may be experiencing by connecting current community-based organizations that specialize in cultural humility training and support for school staff, particularly when student populations are primarily students of color, first generation students or new immigrant students.
  7. Work towards creating a health ombudsperson within schools across New York City.
  8. Grow the number of School-Based Health Centers (SBHCs) and School-Based Mental Health (SBMH) Programs across New York City middle schools and high schools, placing the centers in areas where there are the greatest disparities with regard to access to healthcare. Additionally, expand access to confidential reproductive and sexual health care at existing SBHCs that serve middle schools.
  9. Secure the rights of youth in foster care, juvenile detention and all other government-operated and/or –regulated youth facilities to access comprehensive, Lesbian, Gay, Bisexual, Queer (LGBQ) and Transgender Non-Conforming (TGNC)-inclusive health care, including culturally relevant sexual and reproductive health care and sexual health literacy.

### *Economic & Workforce Development*

1. Work towards a significant expansion of the Department of Youth and Community Development's (DYCD) Summer Youth Employment Program (SYEP) to a year-round employment program that includes a summer job and reaches all young people who apply.
2. Work towards ensuring that every school provides students meaningful access to guidance and career counseling by expanding the number of school guidance counselors.
3. Expand college access programs and services, as well as career training, including improving digital access to information about higher education options; call on New York State to expand the Tuition Assistance Program (TAP) to part-time students; create pathways to the City University of New York (CUNY) by expanding programs that allow students to prepare for and retake placement exams; and expand the reach of workforce training organizations focused on young women.
4. Pilot a year-round, four-year guaranteed youth employment program and accompanying career readiness curriculum, incorporating an automatic savings component and wages based on the self-sufficiency standard.
5. Build on NYC Service's City Service Corps Program by dedicating 50% of slots to out of school, out of work youth (OSOW).
6. Convene OSOW youth and program providers to develop recommendations for a minimum set of wraparound services that should be included across programs that serve this population.

7. Ensure that young people are fully informed about the City's initiatives to engage New Yorkers in job, internship and workforce training opportunities available to them, including but not limited to SYEP.
8. Engage New York City employers, including those focused on science, technology, engineering, arts and math (STEAM), to sign a pledge underlining their commitment to promoting gender equity in the workplace and to support youth employment.
9. Bolster the Department of Consumer Affairs' (DCA) and the Commission on Human Rights' (CHR) publicity on anti-discrimination, sexual harassment and workplace protection laws and other benefits like paid sick days by continuing comprehensive outreach and public information campaigns on these laws, with an eye towards the visibility of diverse New Yorkers, transgender women and gender-non-conforming people.
10. Ensure that the next progress report on Career Pathways incorporates key metrics on women workers, particularly noting progress on economic security for women workers in the industries dominated by women that are among the Administration's Industry Partnerships focus (healthcare, retail and food service). Also, the report should incorporate an analysis on the status of younger women entering the workplace.

### *Community Support & Opportunity*

1. Ensure full local implementation of the Human Resources Administration's (HRA) recent policy change allowing cash assistance recipients the ability to enroll in an educational program in order to meet their work requirement.
2. With the Center for Economic Opportunity (CEO), pilot an initiative that provides young women and girls who are head-of-household with benefits that meet the self-sufficiency standard for their neighborhoods, along with comprehensive case management.
3. Close gaps in foster care services by creating a single entity that is responsible for transitional-aged foster youth in every borough, specializing in services for youth ages 21-24.
4. Ensure that the newly appointed Supportive Housing Task Force prioritizes the complex housing needs of runaway and homeless youth (RHY), including those who may be young parents.
5. Work to eliminate barriers to housing for high-need individuals who are head-of-household at the New York City Housing Authority (NYCHA) by facilitating access to NYCHA for domestic and intimate partner violence survivors and expanding the Family Re-entry Pilot Program at NYCHA to women, ensuring family preservation for formerly incarcerated individuals.

## Education

1. Ensure comprehensive in-school support for parenting young people.
2. Work towards curtailing referrals to the criminal justice system and fostering positive school environments.
3. Call on New York State to convene a task force to assess cultural relevance of curricula across subject areas in middle and high school. Explore the grounding of curricula in core content that challenges racism, ableism and sexism, and ensure that it is LGBTQ and TGNC-affirming. Additionally, incorporate five or more books, materials, essays, videos, etc. in current curricula from a non-majority perspective each year in middle and high school.
4. Require comprehensive sex education in New York City public schools in every grade, every year, that is medically accurate, age-appropriate and inclusive of issues that young people regularly experience such as consent, negotiation, LGBTQ and TGNC experience, gender-based violence and sexual harassment. Any expansion of the current sex education mandate should include proper teacher training, appropriate funding and a comprehensive evaluation of its implementation.
5. Expand access to arts education for young women and girls in schools, juvenile detention facilities and community-based organizations.
6. Grow the capacity of community-based organizations providing leadership development opportunities for young women and girls.
7. Work with teacher training programs at CUNY to pilot trainings for educators focused on cultural humility and teaching content from an intersectional feminist lens. Once piloted, this program could be used as a model across other teacher-training institutions.
8. Work with community-based organizations and teacher-leaders to deliver professional development to faculty across the academic disciplines, focused on undoing implicit bias and teaching from an intersectional feminist lens.
9. Test a supplemental school climate survey that accompanies the New York City Department of Education's (DOE) current survey to reflect student-driven assessment questions to more accurately evaluate school climate for key indicators identified by youth.
10. Convene a Teacher Advisory Council consisting of young people and teacher representatives to oversee the implementation of education-specific recommendations that reports back to the Young Women's Initiative.

## Anti-Violence & Criminal Justice

1. Ensure more proportionate enforcement and penalties for low-level offenses through summons reform and decreasing or eliminating arrests.
2. Expand diversion programs for women in conflict with the law by establishing a task force exploring the design and implementation of a pre-booking diversion program reflecting the principles of Seattle's Law Enforcement Assisted Diversion (LEAD) Program.
3. Ensure that young women's rights and dignity are respected when interacting with law enforcement by requiring the NYPD to promote communication, transparency and accountability in everyday interactions between the NYPD and the public; ensure due process, transparency and accountability regarding property seized during the

- course of an arrest and civil forfeiture; develop, enact and effectively implement NYPD policies around sexual misconduct, how to conduct frisks of women and on the use of force against women who are pregnant; conduct an audit of the implementation of the Patrol Guide provisions to ensure respect for the rights of TGNC New Yorkers; continue to monitor full implementation and enforcement of the Prison Rape Elimination Act (PREA) in all City correctional facilities; and implement NYPD training on implicit bias on the basis of gender, sexual orientation, gender identity and expression, religion, immigration status, housing status and age, with particular attention to perceptions about youth in the sex trades, in addition to current training related to race and implicit bias.
4. Conduct a meaningful review of current policies relating to the safe and appropriate housing of transgender women and gender nonconforming people in City detention facilities in collaboration with transgender people and advocates.
  5. Comprehensively work towards reducing pretrial detention rates, exploring the transition of young women into community-based detention facilities and creating a community justice model with a view towards closing Rikers Island.
  6. With the guidance of survivors of violence, expand, improve and rebrand Family Justice Centers (FJCs) in New York City.
  7. Develop and fund alternative reception centers for young women who may be experiencing violence.
  8. Invest in a continuum of prevention and intervention services designed to end violence against cis and transgender girls and young women and their LGBTQ and TGNC peers experiencing commercial sexual exploitation or who are engaged in survival sex.
  9. Reduce criminalization of survivors of violence by working with District Attorneys to sponsor frequent warrant forgiveness events to clear up summons warrants without fear of arrest; establish a task force to review mandatory arrest policies in response to domestic violence; and ensure a full ban on the confiscation or citation of possession or presence of condoms as evidence of any prostitution-related offense.
  10. Improve responses to violence for survivors who are immigrant women by working with the NYPD to improve language access services; align internal criteria for issuing U Nonimmigrant Status certifications and T Nonimmigrant Status declarations with the minimum standards set in federal regulations and make such criteria publicly available; and make funding available to anti-violence organizations to ensure 24-hour access to telephonic interpretation and increase the number of trained and certified interpreters who can respond to calls for assistance.
  11. Enhance the Human Resource Administration's (HRA) and the Mayor's Office to Combat Domestic Violence's (OCDV) work within the DOE to better identify teen dating violence victims and connect them to services when needed. Additionally, prioritize funding for community-based mediation, peer support and bystander intervention programs designed specifically for young survivors to prevent and address violence without engaging the criminal legal system.

The City Council and Administration look forward to reviewing these recommendations, while continuing to prioritize and support young women and girls in the City of New York.





In May of 2015, Speaker Melissa Mark-Viverito announced that the City Council would launch a Young Women’s Initiative (YWI) focused on changing the lives of young women and girls, especially those of color who experience the greatest disparities. Along with Council Members Julissa Ferreras-Copeland, Elizabeth Crowley, Laurie Cumbo and Darlene Mealy, Speaker Mark-Viverito presented an empowering vision before an audience of over 2,000 leaders of community-based organizations and philanthropic partners who gathered for the New York Women’s Foundation’s annual Celebrating Women Breakfast.

In her remarks, Speaker Mark-Viverito noted the tremendous effort that grassroots partners had led both locally and nationally to create this moment. “You called on us to do more. You said, ‘girls must not wait until another train comes for them.’”<sup>1</sup> It was time for a movement that focused solely on uplifting the lives of young women and girls that could serve as a model for governments to emulate across the United States.

New York City has already shown leadership in taking an innovative approach to racial and economic justice with the development of the Young Men’s Initiative (YMI) in 2011. YMI has supported the lives of boys and men of color by seeding new programs, partnering with philanthropic organizations and building a home for their needs within City Hall. In February 2014, following in the footsteps of YMI, the Obama Administration launched My Brother’s Keeper (MBK). Subsequently, in April 2016, New York State included \$20 million in its budget for a New York State version of this program.<sup>2</sup>

Like their male counterparts, young women and girls in New York City – particularly those of color - need to be in the spotlight of a local, state and national conversation. They live in the same neighborhoods characterized by violence and concentrated poverty as young men and boys and they attend the same under-resourced schools. But beyond those obvious comparisons, the construct of gender and gender identity means that cis and transgender young

women and girls have truly unique experiences. Almost 100 years after the passage of the 19<sup>th</sup> Amendment, 50 years after the Civil Rights Movement, and more recent wins for LGBTQ and TGNC equality, societal discrimination and inequitable outcomes remain. The City Council's YWI seeks to change that.

The following statistics (organized by YWI Working Group area) represent but a snapshot of some of the disparities experienced by women and girls, especially those of color:

#### *Health*

- When it comes to young women (ages 13 - 29) and HIV, rates of new diagnoses are highest among young Black women. Rates of new HIV diagnoses among women overall are highest in parts of the Bronx.<sup>3</sup>

#### *Economic & Workforce Development*

- The gender wage gap persists in New York City and is magnified by race. White women in the five boroughs make 84 cents to every dollar earned by a White man; Asian, Black and Latina women earn 63, 55 and 46 cents to every dollar earned by a White man, respectively.<sup>4</sup>

#### *Community Support & Opportunity*

- Almost 38% of young women who aged out of foster care in 2015 were young parents at the time of discharge.<sup>5</sup>

#### *Education*

- The New York Women's Foundation's 2015 publication, *Blueprint for Investing in Girls and Young Women*, notes that more than 40% of Black and Latina girls in New York City – and comparable percentages of girls from several new immigrant communities – lack access to the support they need to finish high school.<sup>6</sup>

#### *Anti-Violence & Criminal Justice*

- Nationally, girls who are sent into the juvenile justice system have typically experienced overwhelmingly high rates of sexual violence prior to system involvement. This link appears to continue even after girls are released. Sexual abuse is one of the strongest predictors of whether a girl will be charged again after release and has a greater impact on girls' re-entry into the system than other risk factors like behavioral problems and prior justice involvement.<sup>7</sup>

From September 2015 through April 2016, community-based organizations, grassroots partners and women and girls themselves met to discuss these and other disparities that young women and girls experience and made specific recommendations for short, medium and long-term priorities to enhance their lives. These stakeholders were gathered together because they possessed the expertise - through their firsthand experiences and their professional experiences as service providers, researchers, advocates and policy practitioners– to advise the City Council on how government can better support young women and girls.

The YWI process was designed to rely heavily on the experience of these stakeholders in order to identify challenges and solutions for young women and girls in New York City. The City Council and the de Blasio Administration also participated in these meetings, offering their expertise and feedback on available services, as well as on programs and policies currently being developed or flagged as important by the Working Groups. The result is a series of key recommendations for the City Council and the Administration to review and consider as it does its work going forward.

This document provides an overview of the process for convening YWI, a snapshot of data and disparities in covered subject areas and key recommendations that emerged from the process. While comprehensive, it cannot begin to capture the passion and enthusiasm that YWI participants brought to the table. The shared goal of making a significant impact in the lives of young women and girls was felt throughout the convening process. Thanks to this energy, the work of YWI will continue to gain urgency and traction.

## Goals and Focus

The New York City Council's Young Women's Initiative aims to encourage the prioritization of young women and girls in New York City for the long-term by:

- Gathering experts to analyze the current landscape for young women and girls in New York City, focusing on where inequities in outcomes are the greatest, particularly for women of color;
- Making recommendations on policy and budgetary priorities the City can undertake to transform the lives of young women and girls;
- Generating a blueprint for New York City, documenting both the process and the recommendations that emerged, which can serve as a national model for improving the lives of young women and girls; and
- Developing a comprehensive communications strategy on social media platforms—#SheWillBe – that aimed to counter the negative messages that young women and girls receive from the media and promote the ongoing engagement of young women in their own voices, while highlighting their strengths, experiences and stories.

When developing recommendations for young women and girls, YWI stakeholders focused on:

- Identifying the needs of young women and girls ages 12–24, knowing that areas for intervention may reach a wider age range;<sup>8</sup>
- Prioritizing issues experienced by women and girls of color, knowing that when inequity is disaggregated by race and gender, disparities in outcomes in New York City are overwhelmingly concentrated in communities of color;<sup>9</sup> and
- Embracing an inclusive framework around gender, beyond the binary, and ensuring that transgender women and gender-non-conforming young women were also centered in this work.

Working groups were organized to focus on key issue areas that impact young women and girls as follows:

- **Health**

Grounded in a “social determinants of health” framework, the Health Working Group examined available data on disparities in health outcomes, focused on gaps in coverage for basic healthcare and highlighted the importance of scaling up programs and services that are reaching the highest-need communities.

- **Economic & Workforce Development**

The Economic & Workforce Development Working Group focused on how economic mobility and preparation for entering the workforce must be fully integrated in the school setting, while expanding options for young women and girls who have left the school system.

- **Community Support & Opportunity**

Embracing a “whole girl” approach, the Community Support & Opportunity Working Group examined the issues of young women and girls in deep poverty - overwhelmingly those of color - and specifically focused on how policy change translates into implementation.

- **Education**

Focusing on education of young women and girls in the most inclusive sense, the Education Working Group examined how shifts in school climate and curricula, as well as the expansion of afterschool and out-of-school services, could enhance educational outcomes for young women and girls.

- **Anti-Violence & Criminal Justice**

The Anti-Violence & Criminal Justice Working Group focused on reducing young women and girls’ interactions with the criminal justice system, increasing safety and respect for their rights and dignity during police interactions and while in custody and reshaping responses to violence so they uphold young women’s survivorship, agency and resilience.

## Guiding Principles

### *Participatory Governance, Inclusivity and Collaboration*

YWI is grounded in the interconnected beliefs that: (a) the communities affected by policy decisions should participate meaningfully in the decision-making processes that create those policies; and (b) changing the way the government allocates resources and supports requires the combined, committed and collaborative efforts of a wide and inclusive range of relevant stakeholders. Those beliefs are increasingly gaining ground in City government as a whole. The City Council’s highly successful Participatory Budgeting process, for example, is shaped by a commitment to expand civic engagement and build community.<sup>10</sup>

In line with those beliefs, one of the YWI’s first actions was to recruit a Young Women’s Advisory Council (YWAC) - 28 youth experts between the ages of 14 and 25, selected through the recommendations of members of the Steering Committee (described later in this section) and

comprising members of diverse communities, including a dedicated group of young transgender women – to guide, inform and shape all stages of this work.

The core working group structure of YWI also included direct service providers, advocates, policymakers and researchers who have committed to community-informed practice and supporting the needs of underserved and often overlooked groups of young women and girls. This process also tapped the expertise and resources of the City Council and key City agencies who participated throughout the process.

Through this inclusive and collaborative structure, YWI was able to obtain a truly comprehensive and authentic sense of the vision, strengths and needs of New York City's young women and girls, ensuring that relevant stakeholders were engaged from the beginning of the Initiative.

### *Intersectionality and Justice*

YWI brought together participants who embraced intersectional feminism. Intersectionality and intersectional feminism in particular, as defined in 1989 by law professor, Executive Director of the African American Policy Forum and YWI Steering Committee Member Kimberlé Crenshaw, constitutes "the view that women experience oppression in varying configurations and in varying degrees of intensity. Cultural patterns of oppression are not only interrelated, but are bound together and influenced by the intersectional systems of society. Examples of this include race, gender, class, ability, and ethnicity."<sup>11</sup>

Intersectional feminism speaks to the simple fact that women do not live single-issue lives; women's experiences are simultaneously defined by their race, class, ability, immigration status, experiences as survivors of violence, cis or trans experiences, sexualities and more. All of these experiences are equally important, and YWI made every effort to hold the complexity of these identities.

### *Identifiers, Descriptors and Definitions*

YWI recognizes that it is critically important to use language with sensitivity and accuracy. With this in mind, participants chose to refine and redefine certain descriptors in ways that illuminate complexities and support the strengths of particular communities. The following core concepts were prioritized:

- Poverty is not a character flaw, but rather it is simply a reality that many New Yorkers experience, including a number of young women and girls. The YWI process prioritized unpacking the dehumanizing impact that young women and girls experience when they are labeled "poor" or "low -income," and how these labels may be used by service providers or government as their singular defining characteristic or as racial identity markers. YWI sought to challenge the use of the terms "poverty" and "low-income" to describe formative life experiences related to class and assets, and instead provide context for authentic discussions about the realities that young women and girls face.
- Providers frequently cite the need for cultural competence in the structure of services and service delivery. Cultural competence infers that awareness and knowledge alone can help facilitate the provision of services between a provider and the recipient.

Throughout the YWI process, participants urged the adaptation of cultural humility, rather than cultural competency. Cultural humility embraces “a lifelong commitment to self-evaluation and self-critique...a desire to fix power imbalances where none ought to exist... [and] aspiring to develop partnerships with people and groups who advocate for others.”<sup>12</sup>

- This document does not include specific recommendations or a specific section on young women and girls with special needs because they are present in every system, including but certainly not limited to the Department of Education (DOE), the Administration for Children’s Services (ACS) and the Department of Homeless Services (DHS). The experiences of young women and girls with special needs should be kept in mind throughout the consideration of these recommendations.
- An important focus of YWI is on the provision of appropriate services for young women and girls delivered in times of crises. When the immediate situation of an individual or family has been addressed, solutions should offer long-term, meaningful opportunities to prevent future crisis situations. The recommendations from YWI reflect both short-term solutions to support young women and girls in these crisis moments, as well as medium and long-term strategies to invest in the well-being and security of young women and girls as a whole.
- Throughout this document, the descriptors “women,” “young women” and “girl(s)” are used frequently. When used, these descriptors are intended to be inclusive of people of transgender experience.
- At times the prefixes “cis” and “trans” are used to specify identity; other times, “trans experience,” “trans women,” and “transgender women” are used to specify unique data points (reflective of the ways in which these data were collected), illustrate experiences that apply to the community or address service gaps. Additionally, the descriptor “gender non-conforming” (GNC) is used to refer to individuals whose gender identity may transcend the male/female binary; individuals who transcend the binary may not always identify as GNC. This report recognizes that all of these labels are complex, culturally relevant, specific to the historical moment and ever-changing.
- Additionally, it is important to note that sexual orientation and gender identity/gender expression are fundamentally different experiences. While this report often uses the identifiers lesbian, gay and bisexual (LGB, or when queer is included, LGBTQ) grouped with transgender and/or gender-nonconforming (TGNC), a concerted effort was made to differentiate these labels.
- Identifiers by race and ethnicity are fundamentally different, but sometimes used interchangeably. This report follows Race Forward’s language guidance on these terms.<sup>13</sup>
- This report also uses the terminology “Black” when referring to people of African descent, “Latino” when referring to people of and/or from Latin America (unless data cited uses “Hispanic”), and Asian American/Pacific Islander (AAPI) when referring to people of the Asian diaspora. It is important to note that many people identify as both Black and Latino. Each of these terms are complex, historically specific and at times, imperfect.
- The process for YWI aimed to encourage participants to disaggregate disparities by both race and gender, knowing that in New York City, inequitable outcomes are concentrated among communities of color. Among individuals and communities that

identify as “girls of color” and/or “women of color,” this process respected and honored the self-empowering perspectives that offer the diverse histories and experiences of women who identify within these categories, and who oftentimes disproportionately experience disparate outcomes. It is important to note that the use of “women of color” throughout this report holds the complexities of socially constructed racial identities, ethnicities and cultures.

A glossary of terms used throughout this document is in Appendix I.

## Initiative Design: Participants and Roles

The Young Women’s Initiative was conceived as a participatory, inclusive and collaborative process and recruited a diverse range of stakeholders to contribute their expertise and resources to fill the following roles:

### *Initiative Co-Chairs and Honorary Co-Chairs*

Under the leadership of New York City Council Speaker Mark-Viverito, YWI was helmed by three Co-Chairs and two Honorary Co-Chairs:

- **Dr. Danielle Moss Lee**  
CEO - YWCA of the City of New York  
Commissioner, New York City Commission of Gender Equity
- **Ana Oliveira**  
CEO of the New York Women’s Foundation  
(Former) Co-Chair, New York City Young Men’s Initiative
- **Joanne N. Smith**  
Founder and Executive Director of Girls for Gender Equity  
Movement Maker, Move to End Violence

**Maya Wiley**, Counsel to Mayor Bill de Blasio, and **Lilliam Barrios-Paoli**, Chair of the Board of NYC Health and Hospitals (H+H), served as Honorary Co-Chairs of YWI.

### *Steering Committee*

The work of YWI was guided by a Steering Committee, comprised of the Co-Chairs and Honorary Co-Chairs, plus 27 individuals selected by the Co-Chairs based on their experience working on behalf of and alongside young women and girls in New York City. A number of Steering Committee members served as co-chairs of the Working Groups, while others served at-large.

The names and affiliations of Initiative Co-Chairs and Steering Committee members are included in Appendix II.

## *Working Groups*

More than 200 community based organizations, advocates, policy experts and young women participated in five issue-based working groups.<sup>14</sup> These working groups convened on an aggressive timeline between September and April, engaging participants at a high level. Working Group Co-Chairs championed facilitation methods such as prioritizing the input of participants age 25 and under in meetings, creating space for presentations by young women on their ideas for recommendations and giving more weight to their votes when narrowing the final proposals.

Each working group was tasked with:

1. **Issue identification:** Identifying key areas where outcomes are disparate for women and girls, particularly those of color;
2. **Landscape:** Understanding the landscape of services in New York City when it comes to meeting the needs of women and girls, and specifically those services aiming to close gaps in outcomes;
3. **Best practices:** Identifying best practices to close the gaps in outcomes within these issue areas, both locally and nationally; and
4. **Recommendations:** Making recommendations for policy levers to move and/or programmatic areas to scale up.

## *Young Women's Advisory Council*

As previously emphasized, YWI's commitment to participatory government was exemplified through the core engagement of young women throughout the planning process. The Young Women's Advisory Council (YWAC) included 28 diverse young women who lent their vital individual and collective expertise and perspectives to the Working Groups and the Steering Committee. Their names and roles are included in Appendix II.

## *Role of City Council & City Agencies*

YWI drew heavily on the contributions and expertise of the City Council's Legislative, Finance, Public Technology, Press, Media Diversity, Community Engagement and Policy & Innovation Divisions. A number of Council Members also contributed to the work of the Steering Committee and were present when Speaker Mark-Viverito launched YWI in May of 2015. Furthermore, in addition to the participation of the de Blasio Administration at the leadership level, key representatives from City agencies were asked to serve as members of the Working Groups and attended many issue-based Working Group meetings, answered questions about ongoing initiatives, provided their expertise and feedback on proposed recommendations and offered data on programs and services.

The YWI Steering Committee and Working Group structure and workflow process are illustrated in Appendix III.

## Data Collection

In order to acquire important data points to inform the recommendations reflected in this document, the YWI process included a Data Working Group consisting of academic and policy experts, as well as members of the Young Women's Advisory Council.

### *Quantitative Data Collection*

Data Working Group Members collected publicly available data that was specific to young women and girls, particularly those of color. Members also supported Working Groups to formulate key questions for the Administration so that Working Group participants could access information they needed to support their group process.

When local data was not available (or when data was not available disaggregated by race and gender together), members of the Data Working Group helped fill gaps in information based on emerging issue-area research conducted by advocacy groups, academic institutions and community-based organizations.

### *Qualitative Data Collection: Focus Group Process*

To further engage Working Group participants and to fill gaps in available data, members of the Data Working Group organized a series of focus groups to unearth qualitative information about the experiences, available support systems and needs of cis and trans young women and girls, particularly those of color, in New York City. These focus groups were held from November - January during the YWI process and were organized into three categories: groups for service providers, groups for young women and groups for young transgender young women (transgender women were also present in other focus groups). These divisions allowed for more targeted discussions of experiences for each group and in-depth, qualitative discussions to inform the recommendation process.

Nine focus groups were held in total: five with service providers, two with young women and two with young transgender women. Transcripts and notes from these groups were analyzed for themes. Participants in the service provider focus groups and focus groups with young people were drawn from the YWI and YWAC participants and led by members of the Data Working Group. Participants in the focus groups with transgender women were recruited more broadly.

Quotes from these conversations have been used throughout the report to speak to individual experiences related to the recommendations.

## **Building a Public Narrative via Digital and Community/ Ethnic Media: #SheWillBe**

The City Council's Press & Digital Strategy Teams developed a comprehensive communications plan for YWI, which included community and ethnic media outreach and a robust social media campaign to engage young women throughout the process. This work, branded #SheWillBe, continues to generate youth-led, user-focused content that counters the negative messages that young women and girls receive from the media and provides an alternative to other sometimes misdirected outreach campaigns that do not speak to their lived experiences.

The #SheWillBe campaign promotes an agenda that prioritizes equity for young women. As of March 2016, #SheWillBe reached 926,753 Twitter accounts with over 5.7 million impressions via monthly Twitter Town halls, and on Facebook, over 2,000 stories were created by #SheWillBe followers and supporters.

### **Key Factors in Understanding the Current Landscape for Young Women and Girls**

#### *Moving from a Poverty Standard to a Self-Sufficiency Standard*

Academics, social service providers and local governments have long been in agreement about the shortcomings of federal poverty statistics.<sup>15</sup> The official federal poverty measure was developed in the 1960s and has remained unchanged since then, aside from annual increases tied to the Consumer Price Index. While using the federal measure may be a worthwhile initial attempt to gauge poverty, it does not account for a full package of basic consumer items and fails to reflect the significant differences in the cost of living between different parts of the country. While the debate over how best to improve the federal measure continues, New York City has taken the lead in developing a more accurate snapshot of poverty in the five boroughs.

In August 2008, the Center for Economic Opportunity (CEO) released its first report on poverty in New York City. This report included a new measure of poverty adapted from recommendations made by the National Academy of Sciences, which considers non-food necessities such as shelter and clothing, as well as non-cash benefits such as the Earned Income Tax Credit (EITC) and the Supplemental Nutrition Assistance Program (SNAP). With the CEO's adjustment, the poverty threshold for a family of four in New York City in 2013 was \$31,156, compared to the federal level of \$24,931.<sup>16</sup>

Using this more accurate measure, in 2013:

- 45.1% of New York City residents were living below 150% of the CEO poverty threshold, up from 41.1% in 2008.<sup>17</sup>
- Between 2008 and 2013, poverty rates increased by statistically significant amounts in three of the City's five boroughs: Manhattan (from 13.5% to 15.8%), Queens (from 16.4% to 21.1%), and Staten Island (from 11.5% to 18.2%).<sup>18</sup>

- The poverty rate for adults between the ages of 18 and 64 who work full time increased from 6.2% in 2008 to 8.5% in 2013.<sup>19</sup>
- In the same time period, the poverty rate among non-citizens increased from 24.4% to 30.7%, among adults without a high school degree from 29.6% to 34.7%, and among adults with only a high school degree from 19.3% to 24.6%.<sup>20</sup>

In their paper, *The Status of Women in Poverty Using Alternative Poverty Measures: New York City's Local Area Estimate*, CEO provides a snapshot of women living in poverty in New York City. They first note an important factor that rose to priority among members of YWAC and in particular, the Community Support & Opportunity Working Group: in order to unpack experiences of poverty for women in New York City, the concept of "household" needs to be rethought.<sup>21</sup> CEO notes that "household" includes not only nuclear families, but other kin and non-related individuals. A more realistic measure of poverty calls for a more accurate picture of what households look like, as household composition often is a proxy for resource-sharing.<sup>22</sup> Researchers note, "Reciprocity in resource sharing is present over the course of the life cycle, from child care to elder care, may involve time as well as money resources and is particularly prominent in intergenerational households."<sup>23</sup> In the same vein, the Community Support & Opportunity Working Group noted that services relegated to "families" should be expanded to encompass the many ways in which young women and girls of color build their homes, often with extended family on non-related individuals.

Even after accounting for the value of in-kind governmental assistance and New York City's higher cost of living, the CEO poverty measure still concerns many observers. A more recent measure, developed by the Women's Center for Education and Career Advancement (WCECA), seeks to capture not just the income that is required to scrape by, but the income that is required to be truly self-sufficient.<sup>24</sup> This "Self-Sufficiency Standard" is an attempt to reflect the income necessary to live independently, without public or private assistance, and cover basic needs and expenses including housing, childcare, food, healthcare, transportation, taxes and emergency savings.<sup>25</sup> The Self-Sufficiency Standard is also adjusted for the cost of living in different boroughs.<sup>26</sup> The discrepancies between the two measurements regarding a family's ability to provide for itself are illustrated below:

#### **Poverty Threshold for a Two-Adult, Two-Child Household in Queens<sup>27</sup>**

<b>2013 Federal Poverty Threshold</b>	<b>2013 CEO Poverty Threshold</b>	<b>2014 Self-Sufficiency Standard</b>
\$23,624	\$31,156	\$76,376

When the Self-Sufficiency Standard is applied, the number of New Yorkers who cannot meet their basic needs without assistance increases dramatically. In 2014, 45% of North Manhattan households and 27% of South Manhattan households fell below the Self-Sufficiency Standard; in Queens and Staten Island, 43% and 29% of households fell below the Self-Sufficiency Standard, respectively.<sup>28</sup>

Disagreements about how poverty and the cost of living are calculated are important because most means-tested social services programs are based on the federal poverty level or similar measures, meaning that many families who are not self-sufficient are excluded from public and private programs and services.<sup>29</sup>

### *Women in Poverty in New York City*

In New York City, women experience higher rates of poverty than their male counterparts. According to the CEO poverty measure, in 2013 22.2% of women in New York City were living in poverty, compared to 20.7% of men.<sup>30</sup>

When data is disaggregated by household type, race and neighborhood, a more comprehensive story of New Yorkers living below or near the poverty threshold is told. Notably, when comparing poverty levels for various household compositions, families headed by single women experienced the highest level of poverty at 33.4%.<sup>31</sup> Additionally, there are significant disparities in poverty rates across the City; the Upper East Side of Manhattan has a poverty rate of 7.3%, while the University Heights/Fordham section of the Bronx has a poverty rate of 34.1% (specific statistics related to how women fare in these neighborhoods are not reported by CEO disaggregated by race and gender together).<sup>32</sup>

The most recent data from the American Communities Survey provides a snapshot of poverty data for different ethnicities in New York City, reflecting particular disparities for Black and/or Latina women.

In 2013, there were approximately 411,339 Black and/or Latina women between the ages of 12-24 in NYC, out of a total population of approximately 8,407,363.

Among these individuals:

- 77% lived in rental housing, compared to 52% of women ages 12 - 24 who are not Black and/or Latina;
- 42% relied on the Supplemental Nutrition Assistance Program (SNAP), compared to 16% of women ages 12 - 24 who are not Black and/or Latina;
- 18% lived in a household with three or more generations living under one roof, compared to 9% of women ages 12 - 24 who are not Black and/or Latina;
- 13% were uninsured, compared with 9% of young women ages 12-24 who are not Black and/or Latina
- Median household income of the homes they lived in is \$42,100, compared to \$62,000 for women ages 12 - 24 who are not Black and/or Latina<sup>33</sup>; and
- 18% of the women ages 16-24 were out of school and out of work, compared to 12% of young women ages 12 - 24 who are not Black or Latina<sup>34</sup>

**A few of my clients who have come from abject poverty desire things that I hope my daughter would never have to hope to buy...But these are things that are affirming... especially for someone who is treated like the world is doing you a favor by giving you a safe place to live.**  
- **Service Provider**

With respect to Asian American/Pacific Islander (AAPI) New Yorkers, advocates argue that the ways in which the community is counted misrepresents pockets of poverty. Still, the Center for Economic Opportunity notes that from the 2008 to 2013 time period, there were statistically significant increases in the poverty rate across nearly every demographic group; these increases were particularly pronounced for AAPI communities in New York City, who experienced a poverty rate of 29.0% in 2012.<sup>35</sup>

An ongoing theme in YWI was the difficulty in understanding the scope of disparities experienced by young women and girls (and by extension, all New Yorkers) due to the lack of availability of data disaggregated by race, ethnicity and gender together, as well as the lack of available data for key populations (for example, AAPI communities, new immigrant communities, limited English proficient (LEP) communities, differently abled youth and transgender communities separate from lesbian, gay and bisexual communities). Young people and direct service providers who were part of this process offered essential insights into specific disparities experienced by young women and girls that were otherwise overlooked by data reporting practices. Several overarching recommendations, discussed below, call on the City to take steps to fill some of these data gaps.

# RECOMMENDATIONS

## Overarching Recommendations

The following recommendations were developed by several Working Groups and apply across issue areas.

### Building a Long-Term Investment in Young Women and Girls

1. **Establish a standing Young Women's Initiative and Young Women's Advisory Council to monitor implementation of recommendations and continue to build new areas of focus.**

The City Council's YWI planning process represents the beginning of a broader government commitment to supporting young women and girls. The infrastructure involved in building the New York City's Young Men's Initiative (YMI) is a potential model for creating a standing initiative for young women and girls within the Administration and could include members of the already-formed Young Women's Advisory Council (YWAC) to continue to advise the process.

2. **Require each City agency to appoint a Gender Equity Liaison**

*Recommended by Community Support & Opportunity Working Group*

As efforts to ensure LGBQ and TGNC inclusion at agencies like the Administration for Children's Services (ACS) have demonstrated, an individual dedicated to shifting culture at City agencies is critical to moving inclusion forward. All City agencies should have a Gender Equity Liaison who is responsible for ensuring that services are affirming for cis and transwomen. This position should be closely connected to service access points so that service delivery reflects gender-responsive practices, with a particular focus on supporting frontline staff.

3. **Establish a web-based platform for the Young Women's Initiative that reflects the work of YWI and communicates the City's efforts to improve the lives of young women and girls.**

*Recommended by Community Support & Opportunity and Education Working Groups*

There is no centralized hub of information for the City's current programs and services for, or investment in, young women and girls. The standing Young Women's Initiative and YWAC should have a public-facing web platform that updates the public on the City's work for young women and girls.

4. **Work towards building a cross-agency a "one-stop" youth-centered digital platform for public use that can support youth with information relevant to a service they are receiving, function as a searchable tool for accessing services in neighborhoods and serve as a digital case manager.**

*Adapted from Economic & Workforce Development and Community Support & Opportunity Working Groups*

To support young women before and after engagement with City services, City agencies should create a digital platform that is a “one-stop shop” for connecting individuals to a range of services that they currently access or are seeking. This platform could help providers understand how many systems a young person interacts with at any given time and align these services to maximize impact. In engaging key City agencies in its initial design, this tool can be used for young people to enroll in the Summer Youth Employment Program (SYEP), seek confidential health services in their neighborhood or receive alerts from the Department of Education (DOE).

5. **Work towards the creation of a shared data infrastructure that enables youth-serving City agencies to align service delivery, starting with highest-need youth who touch multiple systems (foster care youth, runaway and homeless youth, etc.)**

*Adapted from Community Support & Opportunity and Health Working Groups*

There are key groups of young people who currently touch multiple City services; each of these have database and backend systems that do not interact with one another. Several, due in large part to challenging regulatory requirements from State and Federal entities, continue to rely upon paper documentation. Knowing that this would represent a significant shift for many City agencies, there are several intermediate steps that can be taken, including:

- Working with individual City agencies that operate several youth-focused programs to ensure that their internal database systems are aligned, so that youth who may reach multiple services operated by a singular agency are being tracked. For example, the Department of Youth and Community Development (DYCD) should create a streamlined data infrastructure so that the agency is able to know if a young person participates in Schools Out New York City (SONYC) in middle school, the Summer Youth Employment Program (SYEP) during the summer, or a Comprehensive After School System of New York City (COMPASS NYC), Beacon or Cornerstone program at some point between the ages of 6 - 18.
- Working with City and State stakeholders towards the adoption of an electronic medical record (EMR) system that is included in a regional health information organization (RHIO), but ensures privacy for confidential services and is shared by all providers of health care services, specifically for justice-involved youth. This system should have the technological capacity to share information with the EMR currently used in the New York City correctional system, so that if girls transition out of the juvenile justice system and subsequently into the adult system, their records can be easily transmitted. The system should also be compatible with the EMR at NYC Health + Hospitals. This effort should be tied to ongoing efforts ensuring that young women who enter the juvenile justice system are connected with health insurance once they leave the system. The data collected from this system should be made available for confidential oversight and

research to identify practices that lead to the most promising outcomes for this population, which often has significant health and mental health needs.

6. **Commit to increasing cultural humility in service delivery by implementing training for City employees and City contractors focused on undoing structural inequity. This training should feature specific protocols, developed in consultation with advocates for interacting with young women, youth who have been exposed to trauma, TGNC youth, and youth involved in commercial sexual exploitation or survival sex.**

- Work with the Department of Citywide Administrative Services (DCAS) to implement training focused on structural inequity in service delivery (structural racism, classism, sexism, heterosexism, etc.) for City employees providing direct services, from frontline staff to management.
- Work with the Mayor's Office of Contract Services (MOCS) to implement criteria for evaluating City contractors across City agencies on employees' training and understanding of structural inequity in service delivery.

7. **Work towards requiring all City agencies and City contractors serving young women and girls to implement consumer-centered planning groups that will evaluate service delivery and make ongoing recommendations on areas for improvement.**

The role of YWAC in the YWI planning process reaffirmed the notion that individuals who have received services provide meaningful recommendations for changes to service delivery. Several models of collaborative evaluation and decision-making processes led by consumers and supported by City agencies exist, including the New York City HIV Planning Council, which works with the Department of Health and Mental Hygiene (DOHMH). Additionally, more novel models of collaborative feedback are being piloted at Community Schools across New York City with strong support from the DOE and the United Federation of Teachers (UFT).

#### *Improving Demographic Data Collection by City Agencies*

8. **Convene a task force to explore implementing standardized data collection practices across City agencies and for City contractors. In addition, in an effort to fully understand gender-based disparities in New York City, create standardized practices to report outcomes by important characteristics, including race and gender.**

*Recommended by Community Support & Opportunity Working Group*

**School was a support but also a barrier to understanding my own empowerment, to understanding like race and gender... Those schools didn't have supportive mentorship there to relate to my experiences.**

**- Member, Young Women's Advisory Council**

City agencies regularly report on demographic statistics, but do so in different ways. The Administration for Children's Services (ACS), for example, reports on the number of self-identified LGBTQ and TGNC youth in the child welfare system. The Department of Health and Mental Hygiene (DOHMH) releases data on health outcomes by race and gender together, as well as by race and sexual orientation/gender identity together (see next recommendation on the importance of reporting on these experiences separately). The DOE, on the other hand, does not disaggregate data by race and gender together. The City should lead in implementing aligned data collection practices that allow important information to be disaggregated and cross-tabulated by race and gender, and include ethnicity, sex, gender identity, sexual orientation, socioeconomic status, ability and other important characteristics. All human services agencies should comply with standard data collection and reporting practices to accurately understand the scope of disparities in New York City.

9. **Collect disaggregated data on sexuality and gender identity separately, so as to better understand the experiences of lesbian, gay and bisexual communities separate and apart from data collected about transgender and gender-non-conforming New Yorkers.**

Currently there is very little data collected by City agencies to fully understand the experiences of LGBTQ and TGNC New Yorkers. Data on sexuality and gender identity must be collected separately so as to not conflate the two experiences. While advocates conduct their own surveys of the LGBTQ and TGNC communities, a unified system among human services agencies to track these data would allow for an accurate snapshot of the needs of these communities and therefore allow for appropriate policy decisions to be made to ensure affirming service delivery. With respect to the delivery of human services, all City intake forms should include standardized demographic questionnaires that use evidence-based instruments vetted by directly impacted communities and rely on best practices for data collection. Additionally, City agencies should include cross-tabulated data for race and gender markers in all publicly reported data and reports due to the City Council.

10. **In order to better understand the experiences of Asian American/Pacific Islander (AAPI) young women and girls, work with City agencies to collect disaggregated data on the AAPI community.**

Between 2000 and 2010, AAPI New Yorkers were the fastest growing community in New York City, increasing by 30% to a total of 14% of the City's population.<sup>36</sup> While AAPIs are often treated as a homogeneous group, the City's AAPI population is comprised of many different countries of origin and ethnic groups that are geographically, culturally, politically, economically and socially diverse. Trusted community-based service providers often serve as key sources of information as to how to best serve these communities and offer insights into growing enclaves. The City should expand data collection practices to accurately understand the needs of this growing community.

**11. In order to better understand the experiences of young women and girls who identify as mixed race or multiracial, work with City agencies to collect disaggregated data on multiracial New Yorkers.**

The 2010 U.S. Census found that 9 million people nationwide, and more than 500,000 individuals in New York State, identified as multiracial. Even though New York was identified as one of the top three states for multiple-race individuals, State and local governments have not made significant efforts to more accurately quantify and qualify this population. The City should expand data collection practices to accurately understand the needs of this growing community.

**12. In order to better understand the experiences of Middle Eastern/North African (MENA) young women and girls, work with City agencies to align the City's data collection processes with recommendations from the US Census' proposal to introduce MENA category into its demographic data collection.**

Currently, there is no ethnic category for Middle Eastern/North African communities on the U.S. Census, nor on demographic data collection for this population for City agencies. This has led to a significant undercount of the community, creating barriers to basic rights and services.<sup>37</sup> In 2015, the United States Census Bureau began testing a MENA category for possible inclusion on the 2020 Census. Following the recommendations from this process would help to ensure that New Yorkers of MENA descent are accurately reflected, and then resourced, by City services.

## Health

### *Snapshot of the Current Landscape*

#### *Pregnancy-Related Mortality*

Despite government and public health efforts, disparities in health outcomes by race, income and neighborhood are stark with respect to pregnancy-related mortality.<sup>38</sup> The Pregnancy-Related Mortality Ratio (PRMR) is an estimate of the number of pregnancy-related deaths for every 100,000 live births and was 1.4 times greater in NYC than the PRMR for the U.S. (21.9 vs 16.0 deaths per 100,000 live births).<sup>39</sup> From 2006-2010, the PRMR compared to White non-Hispanic women was twelve times greater for Black women, four times greater for AAPI women and three times greater for Latinas.<sup>40</sup> Furthermore, infant mortality rates were highest in the City's poorest neighborhoods; while there were 3.0 infant deaths per 1,000 live births in areas with <10% poverty, there were 5.7 infant deaths in areas with ≥30% poverty.<sup>41</sup>

The Department of Health and Mental Hygiene (DOHMH) currently dedicates resources to several programs that reach the highest-need women and girls with the goals of ensuring healthy pregnancies and better birth outcomes. For example, the Nurse Family Partnership®

(NFP) is a successful, evidence-based nurse home-visit program for first-time mothers that begins during pregnancy and continues until the child's second birthday. While NFP is a national program based on income and zip code, in New York City the NFP's Targeted Citywide Initiative (TCI) provides this effective model of care for first-time moms who are under 18, in foster care, in homeless shelters, incarcerated or recently released from correctional facilities, as well as young people in the care of the Division of Juvenile Justice within the Administration for Children Services (ACS).

Additionally, the Newborn Home Visiting Program (NHVP) operated by DOHMH provides home visits to new mothers in 12 low-income New York City neighborhoods and was recently expanded to offer home visiting services to all mothers of infants residing in Department of Homeless Services (DHS) shelters.

New York State operates the Healthy Families New York (HFNY) Home Visiting Program, an evidence-based, voluntary home-visiting program for expectant and new parents; in-home services may be available to participating families until the child enters school or Head Start. The successes of HFNY in reducing child welfare-system involvement have been well-documented.<sup>42</sup>

### *Access to Sexual and Reproductive Healthcare*

Six out of ten pregnancies in New York City are unplanned.<sup>43</sup> Among women who gave birth in 2011, 46% of those in the lowest-income households (<\$10,000) reported that their pregnancy was unintended, compared with 20% of women in the highest-income (>\$75,000) households.<sup>44</sup> In New York City, pregnancy rates among Black and Latina teens are 4-7 times higher than rates among White and AAPI teens, with teen pregnancy rates highest in the Bronx.<sup>45</sup>

With respect to sexually transmitted infections (STIs), in New York State, 20-24 year olds had the highest reported percentages of Early Syphilis, Gonorrhea and Chlamydia with the large majority of the Chlamydia infections among females ages 15-24.<sup>46</sup> While males had higher rates of Gonorrhea overall, when broken down by age group, 15-19 year old females had more than twice the rate of Gonorrhea infections as males in the same age group.<sup>47</sup>

School Based Health Centers (SBHCs) provide on-site primary care to students, but not all include reproductive health services. Out of the 145 SBHCs serving over 345 schools in the five boroughs of New York City,<sup>48</sup> there are 50 high school sites providing comprehensive reproductive health services including on-site dispensing of hormonal and long-acting reversible contraception.<sup>49</sup> There are currently 31 Connecting Adolescents to Comprehensive Health (CATCH) programs (increasing to 50 by 2017), which provide reproductive health education, counseling and on-site dispensing of emergency and hormonal contraception in high schools.<sup>50</sup> Currently however, SBHCs serving middle school programs do not provide access to confidential reproductive and sexual health care as they do in high schools. For a student to receive medical services at SBHCs, their parent must sign a consent form, which can present a significant barrier to access.

## HIV and AIDS

There were 552 new HIV infections among women in 2013.<sup>51</sup> While rates of new HIV diagnoses among cisgender women are significantly lower than cisgender men (females comprised 52% of the New York City population and 19% of new HIV diagnoses), disparities in new diagnoses exist.<sup>52</sup> There were more new HIV diagnoses among Black female youth (ages 13-29) than among Latinas, Whites or AAPIs.<sup>53</sup> Rates of new HIV diagnoses among females are highest in Crotona-Tremont, Hunts Point-Mott Haven and Fordham-Bronx Park.<sup>54</sup> Additionally, the death rate among persons with HIV/AIDS was slightly higher in females (9.9 deaths per 1,000 persons) than in males (9.2).<sup>55</sup> The Bureau of HIV/AIDS Prevention & Control at DOHMH conducts annual surveys among Black and Latina women living in neighborhoods with the greatest HIV incidence; in 2014, 83% of women surveyed reported having an HIV test within the last year. Among the same population, 57% of young women (18-30) reported condomless sex at their last sexual encounter.<sup>56</sup>

In December 2015, the Administration and the City Council announced a comprehensive commitment to end the AIDS epidemic in New York City through new prevention and support programs.<sup>57</sup> The City's plan combines social services with enhanced medical services to reduce the number of new infections and draws upon recommendations from New York State's Ending the Epidemic Task Force's Blueprint.<sup>58</sup>

## Mental Health

**Knowing my family, you didn't ask for help... It's very taboo to say I need help from someone. "Therapy? What do you mean therapy? That's for crazy people." It's difficult to get beyond those cultural barriers that people have about what's okay to accept.**

**- Service Provider**

In New York City, one in five youth ages 5-17 struggles with a mental health issue; less than 20% of those who need treatment get it.<sup>59</sup> The highest rate of mental health needs exist among youth involved in other child-serving systems (studies have estimated that 40-95% of youth in foster care have mental health needs; 65-70% youth in juvenile justice system have at least one diagnosable mental health need and 20-25% have serious emotional issues).<sup>60</sup> Suicide is the third highest cause of death in females in New York City between the ages of 15-24.<sup>61</sup> Just over 31% of female high school students in New York City reported feeling sad or hopeless almost every day for two or more weeks in a row, so much so that their usual activities were impeded.<sup>62</sup> In New York City, one out of every seven Latina teens has attempted suicide, more than twice the rate of White female teens.<sup>63</sup> Overall, 8% of New York City public high school students have reported attempting suicide.<sup>64</sup> Gay and lesbian youth in New York City are particularly vulnerable to mental health issues, as they experience nearly twice as much bullying on school property as heterosexual youth, and are more than twice as likely to attempt suicide.<sup>65</sup>

In late 2015, the Administration's ThriveNYC plan issued a bold commitment to promote mental

**Young women are often care providers or caretakers or mothers... oftentimes they are the ones who are concerned about everything else and everyone else, you're not concerned about yourself.**

**- Service Provider**

health in New York City, including significant investments in expanding school-based mental health services, with a particular focus on training school personnel, as well as a commitment to serve the highest-need youth.<sup>66</sup>

ThriveNYC outlines key improvements to mental health service delivery specifically addressing the needs of young women and girls, including screening and treating all pregnant women and new mothers for pregnancy-related depression at NYC Health + Hospitals and Maimonides Medical Center, expanding Social-Emotional Learning (SEL) in early childhood education and care settings and ensuring that school staff are trained to support and refer students to the mental health services that they need.<sup>67</sup>

### *Chronic Health Conditions*

While most chronic conditions such as diabetes and heart disease usually develop later in life, health during adolescence and young adulthood can affect health throughout the lifespan. Obese adolescents are more likely to become obese adults and even while young, children can develop high cholesterol, high blood pressure and Type II diabetes.<sup>68</sup> In 2013 in New York City, 11.8% of high schools students were obese and 16.6% are overweight.<sup>69</sup> While females overall are less likely to be overweight or obese than males, the rates for Black female high school students exceed the citywide average (14.6% obese and 17.5% overweight).<sup>70</sup> Latina students have the highest overweight rate than any other race and gender combination (21.9%) and tie the citywide average in obesity (11.8%).<sup>71</sup>

Young males are more likely to have asthma (23.7% vs. 26.9%), but significant race disparities exist among young females. According to DOHMH, in 2013 29.5% of Latina and 25.4% of Black female high school students were told they have asthma compared to 17.4% of White and 11.6% of Asian females.<sup>72</sup>

### *Expansion of Health Insurance Coverage*

The impact of the Affordable Care Act on women's health, both in New York State and nationwide, is significant. All health plans offered through government Marketplaces must cover a wide range of preventive services for women such as FDA-approved contraception, breast cancer screenings and counseling, cervical cancer screenings, and screening for domestic/ interpersonal violence, without charging a copayment or coinsurance, even if individuals have not met their yearly deductible. Medicaid expansion in New York State and the recent creation of a Basic Health Program (BHP) to offer more affordable coverage to adults with incomes up to 200% of the Federal Poverty Level has facilitated access to care for more New Yorkers. Most recently, Governor Cuomo signed legislation allowing pregnant women to enroll in the State health insurance marketplace at any time.<sup>73</sup> In spite of efforts to expand access, many people - young people in particular - do not get the healthcare they need. In DOHMH's 2014 Community Health Survey, 13.8% of females age 18-24 said there was a time in the past 12 months

when they needed medical care and did not get it, compared to 8.5% of males.<sup>74</sup> Additionally, undocumented New Yorkers are not permitted to enroll in the State's health insurance marketplace, even to purchase private insurance. In 2013 approximately 63.9%, or 345,000, of the City's undocumented individuals were uninsured, compared to 20% for other noncitizens and 10% for the rest of the City.<sup>75</sup>

In the Spring of 2016, the Bureau of Primary Care Access and Planning at DOHMH launched ActionHealthNYC, a program which will provide healthcare to 1,200 uninsured immigrants who remain ineligible for other insurance options through the New York State of Health Marketplace. DOHMH will work with Health + Hospitals and the City's Federally Qualified Health Centers to build this new program to serve this population.<sup>76</sup>

Despite the recent expansions in coverage, access to confidential services is still an issue for young women and adolescents. Insurance companies send an Explanation of Benefits (EOB) form to policyholders to inform them about the costs of health care services and benefits under their health plan. These forms identify the individual who received care, the clinician who provided care and information about the services provided, which greatly impacts a dependent's ability to receive care confidentially. When adolescents and young adults are assured of confidentiality, they are more likely to seek health services, disclose health risk behaviors to a clinician and return for follow-up care.<sup>77</sup>

### *Transgender Healthcare*

**I didn't realize until recently that in college I was going through depression...So looking back on it, I survived, and I don't know how I survived, because now I can name those moments. And now I'm trying to work through my own life-my mental health, sexuality and different aspects of who I am.**

**- Member, Young Women's Advisory Council**

Access to and quality of health services for transgender and gender nonconforming people is difficult to ascertain because large data sets have not included this identifier. Therefore, most studies on transgender youth rely on relatively small convenience samples that cannot be generalized to a larger population. The limited research available indicates there is an elevated risk for depression and attempted suicide among transgender

youth.<sup>78</sup> Some small studies suggest male-to-female transgender youth may face a risk for HIV similar to or even higher than that of young men who have sex with men (YMSM).<sup>79</sup>

While centers exist that specialize in providing care to transgender patients, not all transgender youth have access to these centers.<sup>80</sup> In one study, transgender youth reported a lack of access to health care for the prevention and treatment of sexually transmitted infections, transition-related health services and mental health services. The youth attributed this lack of access to discrimination by providers.<sup>81</sup> Furthermore, the Institute of Medicine found that family physicians are the primary care providers for the majority of adolescents and young adults, and overall they are insufficiently trained to provide care to LGBT youth.<sup>82</sup>

## Current Investment

The City Council's current investment in programs and services targeting young women related to Health are included in Appendix IV.

## Recommendations

### Integrated Care

1. **Improve access to transgender health services citywide by expanding provider training and ensuring that all NYC Health + Hospitals medical residents receive training on transgender healthcare.**

Transgender New Yorkers frequently cite a lack of accessible, trans-friendly healthcare providers. Several well-known providers (such as Callen-Lorde, APICHA and Health and Education Alternative for Teens (HEAT) at SUNY Downstate) are aptly prepared to train other providers on best practices for youth-friendly trans healthcare. With DOHMH and the Center for Health Equity, the City could explore using the Human Rights Campaign's Healthcare Equality Index to "certify" LGBTQ and TGNC-friendly services.<sup>83</sup> These services could be evaluated on a regular basis by their patient population. Additionally, the City could model required abortion training for medical residents at NYC Health + Hospitals, to ensure that all medical residents receive training on delivery of care to trans patients.

2. **Develop a network of community-based young adult health and reception centers, providing a range of services that can include comprehensive primary care, sexual and reproductive health services, dental care and mental health care.**

*See similar recommendation from Anti-Violence & Criminal Justice Working Group.*

Even with the Affordable Care Act, many young people lack comprehensive healthcare. Additionally, the need for safety net providers remains. Many young people seek an array of services (sexual and reproductive health services in particular) without parental consent, usually free of cost or at a sliding scale at safety net providers. For high need groups such as LGBTQ and TGNC youth, homeless youth, youth survivors of interpersonal and sexual violence and more, community-based health services that meet their needs are essential. Many young people will forgo much needed health services due to concerns about

**"One [young gender non-conforming person] gave an example of going to access health care. Even though they changed their legal name they are still called by their [birth name] which jeopardizes their safety both emotionally but also [physically] because it's happening in an open public space. They have been attacked physically before for being gender non-conforming and so even if they are not attacked in that public space, they are still afraid of being attacked because they have been misgendered."**  
- Service Provider

privacy, confidentiality, perceived cost and stigma. Each center could serve as an adolescent and young adult healthcare hub for the borough, and as the expert resource and safety net provider.

**Learning from best practice providers:**

- Evidence from the Mount Sinai Adolescent Health Center shows that access to care specifically designed for adolescents and young adults results in lower rates of unplanned pregnancy, live births and sexually transmitted infections.
- For over 40 years, the Callen Lorde Community Health Center has provided affirming healthcare to the LGBTQ/TGNC community, young people included. Callen Lorde served over 3,000 TGNC people in 2014; overwhelmingly these individuals were transgender women. Twenty-eight percent of patients served were uninsured, a 5% decrease from the previous year due in part to Medicaid expansion and the Affordable Care Act, but still representing a significant number of uninsured.<sup>84</sup>

**I think access to integrated healthcare that can address a whole family in their needs in a non-punitive and normative way is really missing. I think of Dr. Diaz's Adolescent Health Clinic at Mt. Sinai where kids who actually runaway from foster care to go get care there—which is not paid for by ACS and she's not billing Medicaid—she raises all that money by herself, places like that are not integrated into the health system, and they're not in every borough, and it's really hard for young women to access that. And we're talking about safety—when we're talking about violence and some of the serious issues young women are facing.**

**- Service Provider**

**3. Expand the Nurse-Family Partnership® (NFP), a proven model for better birth outcomes, for first-time parents and their children.**

Nationally, NFP only serves about 6% of eligible women and girls (about 2,300 individuals at any one time).<sup>85</sup> About half of those enrolled in the New York City program are teenagers (three quarters are 24 years old or under when they enroll), and the vast majority of participants are girls and women of color.<sup>86</sup> NFP is a voluntary, strengths-based program that pairs participants with their own committed and compassionate nurse who makes regular home visits (or to other places that participants are, such as school or work) from the time of enrollment and can continue until a child's second birthday. NFP provides the knowledge, support and tools young mothers need to have a healthy pregnancy, become nurturing parents and provide their babies with the best possible start in life. Key components of expansion could include:

- Focusing expansion efforts in neighborhoods or target populations with the highest number of eligible young women and/or the highest rates of maternal/infant mortality;
- Working with outreach workers to better refer people to services, particularly potential clients prior to their 28<sup>th</sup> week of pregnancy, by enhancing and systematizing the referral pipeline, increasing outreach in key City agencies such as DOE, ACS, DYCD, DHS, and NYC Health + Hospitals.

4. **Work with the New York City Police Department (NYPD) to appoint a City liaison for health centers, specifically focusing on abortion providers.**

Health centers that provide abortion services often have protestors who routinely stop, and in some cases harass and intimidate, patients and staff. In 2008, the City Council passed the Access to Reproductive Health Care Facilities Act to increase protections. In order to effectively enforce this law, it is important that NYPD officers fully understand the law and develop strong working relationships with health centers. The NYPD should designate a City liaison for abortion providers, implement comprehensive routine training on the law for all officers in precincts with reproductive health facilities and publish standardized enforcement guidelines to improve the consistency and effectiveness of officers' responses to complaints.

5. **Create a dedicated fund for access to contraceptives, including long-acting reversible contraception (LARC), which incorporates culturally relevant counseling, a focus on patient choice and the integration of age - and developmentally-appropriate support for young people.**

When it comes to reducing unintended pregnancy, LARCs including intrauterine devices (IUDs) and implants, are among the most effective methods of contraception available.<sup>87</sup> DOHMH's new #MaybethelUD campaign promotes intrauterine devices (IUDs) and other LARCs as an accessible option for young people who want to prevent unintended pregnancy, but significant barriers to access, including cost, concerns around confidentiality and stigma, still exist. Using Colorado's privately-funded Colorado Family Planning Initiative as a model, a fund would make it easier for young women to access contraception and plan their futures. This fund should aim to emphasize choice and consent with regard to contraception, ensuring that young women do not feel pressured to use a particular method, but instead are empowered to choose the one that works best for them.

Further the Integration of Health into the School System

*(Also see related recommendations in Education Working Group section)*

6. **Build on ThriveNYC's comprehensive plan to train school leadership, teachers, counselors and social workers on responding to the mental health challenges that students may be experiencing by connecting current community-based organizations that specialize in cultural humility training and support for school staff, particularly when student populations are primarily students of color, first generation students or new immigrant students.**

See accompanying recommendations from Education Working Group on teacher training.

ThriveNYC underscores that schools are critical points of intervention; educators, school leadership and support staff must be trained to understand the multiple

traumas that youth experience, recognize warning signs of mental health needs and are prepared to respond. Ensuring that providers specializing in the needs of students of color, first-generation youth and immigrant communities are linked to this effort is essential.

**I feel like girls have no outlets – none. This is where we need to start... They do not have outlets for self-expression so they have an outburst or they internalize [their feeling] and inflict self-harm. So we become suicidal or [are] seen as aggressive and harmful. We are going through the same issues as all women but deal with it differently...**

**- Service Provider**

#### **Learning from best practice providers:**

- Comunilife Inc.'s Life is Precious Program works in school settings across the City to prevent suicide among Latina teens, ages 12 to 17. Life is Precious combines culturally and linguistically appropriate individual and group counseling, arts therapy, academic support and nutritional and fitness activities to help those who have seriously considered or attempted suicide, and their families. Psychiatric services are provided by partnering clinics. Schools could replicate this model by providing principals, guidance counselors and teachers with suicide prevention and emotional wellness training. Workshops could also be provided to teens and their families to destigmatize mental illness and to promote emotional wellbeing.

#### **7. Work towards creating a health ombudsperson within schools across New York City.**

Currently, not every New York City public school has access to a nurse or licensed health care professional.<sup>92</sup> Young women should have a consistent individual who they can turn to for help in the school system. School officials must commit resources to engage a dedicated staff person in each school to be trained to provide and coordinate health programs and services, engage youth to serve as peer educators and build linkages with community-based providers.

#### **Learning from best practices:**

- The Association for Supervision and Curriculum Development's (ASCDE) Whole School, Whole Community, Whole Child model provides a blueprint for integrating health-promoting practices in the school setting. This model provides a framework for integrating training on school-based health into many access points for school staff, including at school leadership trainings, and teacher, counselor and school staff pre-service and in-service programs. An ombudsperson can play a central role in facilitating this process.

8. **Grow the number of School-Based Health Centers (SBHCs) and School-Based Mental Health (SBMH) Programs across New York City middle schools and high schools, placing the centers in areas where there are the greatest disparities in to access to healthcare. Additionally, expand access to confidential reproductive and sexual health care at existing SBHCs that serve middle schools.**

There are currently 145 SBHCs and over 200 SBMH Programs citywide. There are 50 high school sites providing comprehensive reproductive health services, including on-site dispensing of hormonal contraception.<sup>88</sup> Additionally, there are 31 Connecting Adolescents to Comprehensive Health (CATCH) sites, providing reproductive health education, counseling and on-site dispensing of emergency and hormonal contraception in high schools across the City, increasing to 50 by 2017.<sup>89</sup> SBHCs provide a range of health services including dispensing contraception, providing asthma case management, vision screening, eye exams and oral health services. Currently, SBHCs serving middle school programs do not provide access to confidential reproductive and sexual health care, as they do in high schools. Expanding access to services in middle schools would facilitate access to basic health care for even more young people in New York City.

**Families are not in a position to diagnose what is going on...schools are not making these evaluations and connections to these teens needing services. So we have a lot of teens walking around without mental health services that can actually make their academic performance better.**

**- Service Provider**

9. **Secure the rights of youth in foster care, juvenile detention and all other government-operated and/or –regulated youth facilities to access comprehensive, LGBTQ and TGNC-inclusive health care, including culturally relevant sexual and reproductive health care and sexual health literacy.**

Youth in foster care, juvenile detention or other regulated facilities frequently experience multiple traumas and lack access to consistent, comprehensive healthcare. Experts in adolescent medicine, public health, sexual health, health literacy, child welfare and juvenile justice should engage with youth advocates and young people themselves to develop and implement an educational model that meets the needs of young people who are involved in these systems.

**Recommended design:**

- Youth in foster care, detention and other regulated youth facilities should access the following comprehensive, LGBTQ and TGNC-inclusive sexual health care services:
  - Health screenings that address both their physical and mental health, including examinations that assess their histories of sexual or intimate partner abuse;
  - Universal access to testing for sexually transmitted infections (STIs) and HIV that include proper pre-test and follow-up counseling even if the tests are negative;

- Written information, counseling and treatment related to pregnancy, STI and HIV transmission and prevention, and sexual or other physical violence they experienced or witnessed in their childhood;
  - Ongoing care and discharge planning related to sexual and reproductive health;
  - Unfettered access to feminine hygiene products and condoms in correctional facilities;
  - Confidential, culturally competent and inclusive health services, ensuring that youth who are pregnant or gender non-conforming shall not receive a lesser standard of care and are offered services consistent with their sexual orientation, gender identity and gender expression.
- Sexual health literacy programming for youth in foster care, detention and other regulated youth facilities should include:
    - Access to basic, age- and culturally-appropriate information related to sexual orientation, gender identity, gender expression, pregnancy, STI and HIV transmission and prevention, sexual or intimate partner violence, and discrimination on the basis of actual or perceived sexual orientation, gender identity and gender expression, for all youth in custody for 24 hours or more;
    - Access to information on topics including anatomy, sexuality and healthy relationships, contraception, reproductive choice and drug use/harm reduction skills that are planned proportionate to a youth's time in custody;
    - Referrals and contact information for sexual and reproductive health care providers;
    - Information and discussion on the nature and forms of sexual violence, intimate partner violence and harassment on the basis of sexual orientation, gender identity and gender expression, and reporting procedures for young people who are targets of such violence;
    - Learning environments and instructors that demonstrate nonjudgmental, inclusive attitudes and that create a comfortable, safe space for youth of any sexual orientation, gender identity and gender expression to learn about the spectrum of sexuality and gender, adopt safer sex practices and develop the sexual health literacy necessary to improve and maintain sexual health and reduce the incidence and tolerance of sexual violence both immediately and in the long term.
  - Youth facility staff at every level, including caseworkers, medical service providers, security personnel and probation officers, should be trained on the rights of youth to health, sexual and reproductive health care services, autonomy, confidentiality, self-determination, safety and freedom from all forms of discrimination and harassment. Staff training should also reflect the need for universal staff competence in communicating with and advising all youth. Staff should also be trained in cultural competency and in being sensitive to different sexualities. At the conclusion of training, staff should be able to:
    - Identify the effects of stigma and discrimination on the health of LGBTQ or TGNC youth, or youth living with HIV;

- Understand their responsibility to provide comprehensive physical and mental health services to all youth in a confidential, culturally competent and inclusive manner;
  - Maintain an atmosphere of safety and acceptance;
  - Ensure access to services and activities consistent with LGBTQ or TGNC youth's needs, interests and communities with which they identify;
  - Abide by relevant laws and agency policies established to support and protect all youth; and
  - Explain procedures for reporting and responding to youth and staff complaints regarding conduct that is in conflict with these laws and policies.
- Experts in adolescent medicine, public health, sexual health, health literacy, child welfare and juvenile justice should engage with youth advocates and young people themselves should be tasked with regular evaluation and monitoring of this effort to ensure full adoption.

## Economic & Workforce Development

### *Snapshot of the Current Landscape*

#### *Women and the Wage Gap in the New York City Workforce*

Women in New York City represent about 49% of the City's total workforce.<sup>90</sup> Still, the gender wage gap persists and is magnified by race. An April 2016 report by Public Advocate Letitia James noted:

- White women in New York City earn 84 cents for every dollar a White man earns;
- Asian women earn 63 cents for every dollar a White man earns (this gap is 23 percentage points larger in New York City than the wage gap experienced by Asian women nationally);
- Black women earn 55 cents for every dollar a White man earns (this gap is 9 percentage points larger than the wage gap experienced by Black women nationally);
- Latina women earn 45 cents for every dollar a White man earns (this gap is about 8 percentage points larger in New York City than the wage gap experienced by Latina women nationally).<sup>91</sup>

The Public Advocate's report notes that even as girls in New York City complete high school at higher rates and acquire a college degree, the wage gap persists. The wage gap also remains very high in industries where women make up the majority of the workforce, namely in the education and the social assistance sectors.<sup>92</sup>

#### *The City's Workforce Plan and New York City Women*

In their 2014 Career Pathways report, the Mayor's Office of Workforce Development (WKDEV) announced a sector-specific approach to career attainment, representing an important shift in the ways that the City prioritizes strategies for career readiness and career attainment. In previous administrations, New York City's workforce system had shifted away from job training

and instead focused almost exclusively on job placement without any strategic focus on “high-value economic sectors.”<sup>93</sup> Even as the City boasts a strong recovery following the Great Recession, nearly one-third of the 364,450 private sector jobs added between 2009 and October 2015 are in low-wage sectors, dominated by healthcare, retail and hospitality/food service.<sup>94</sup>

The priority industries identified in Career Pathways are healthcare, technology, industrial/manufacturing, construction, retail and food service. The following chart examines the size, gender breakdown and median wages of these target industries:

**Occupation by Sex and Median Earnings in the Past 12 Months  
(In 2014 Inflation-Adjusted Dollars)**

For the Civilian Employed Population 16 Years and Over  
2014 American Community Survey 1-Year Estimates

Career Pathways Industry Partnerships Sectors	Female		Male	
	Number of Employees	Median Wage	Number of Employees	Median Wage
Construction and Extraction Occupations	4,828	\$34,556	167,597	\$32,092
Production Occupations	42,109	\$18,761	63,427	\$29,746
Food Preparation and Serving Related Occupations	85,167	\$15,768	160,980	\$21,152
Healthcare Support Occupations	167,730	\$22,353	17,198	\$30,039
Computer and Mathematical Occupations	25,417	\$70,290	70,860	\$81,875
Sales and Related Occupations	193,327	\$21,314	208,601	\$35,877

From the 2014 ACS 1-year survey table showing occupation by sex and median earnings for the civilian employed population 16 years and over, the occupations that most closely align with industries prioritized in *Career Pathways* are healthcare support occupations, health technologists and technicians, computer and mathematical occupations, production occupations, construction and extraction occupations, sales and related occupations and food preparation and serving related occupations.

As the above table demonstrates, women make up a significant majority in healthcare support occupations, and are significant minorities in all of the other occupations listed (except for sales and related occupations, where the gender split is relatively even). Women’s median wages are significantly less than those of men in all of these fields, including the ones where they are the majority of the workforce, with the exception of construction and extraction occupations.

In essence, the occupations focused on in Career Pathways have large gender-based wage gaps and in some cases, there are large gender differences with respect to who holds those jobs.

*Connection to Schools: Equity in Excellence*<sup>95</sup>

A focus of the Economic and Workforce Development Working Group was the availability of career readiness training in schools.

In September 2015, Mayor de Blasio Announced important career and college-readiness opportunities that begin at the school level in an initiative called Equity and Excellence. These include the following:

- **Computer Science for All:** Every student will receive computer science education in elementary, middle and high school within the next 10 years. By 2025, all 1.1 million students will receive a computer science education in elementary through high schools.
- **AP for All:** The DOE's AP Expansion program has brought new AP courses to more than 70 schools since 2013. Nearly 40,000 high-school students at over 100 schools are currently enrolled in schools serving grades 9-12 that do not offer any AP courses today. Low-income students and students of color take fewer AP courses than their peers: only 44% of Black and Hispanic students are prepared take AP courses compared to 66% of their White and AAPI peers. Students at all 400 high schools will have access to a full slate of at least five AP classes once this program is fully phased in by 2022.
- **College Access for All:** Every student in grade 6-12 will have the resources and individually tailored supports at their high school to pursue a path to college. This will include schools providing students with opportunities to visit a college campus, helping students complete applications, pairing students with a college student who can serve as a mentor or giving support to students so they can set a strategy with their family on how they will afford college.
- **Single Shepherd:** Every student in grades 6-12 in Districts 7 and 23, two districts with among the lowest high school graduation and college attainment rates in the City, will be paired with a dedicated counselor who will support them through graduation and college enrollment.

*Summer Youth Employment*

DYCD's signature Summer Youth Employment Program (SYEP) is the program most well-known to youth, particularly those in the Young Women's Advisory Council.

Participation in SYEP has been linked to academic and other benefits for young people. SYEP placed 54,263 young New Yorkers into summer internships in FY 2016, due in large part to a significant City Council contribution to the program. Data indicates that more young women participate in SYEP than young men. Program enrollment for summer of 2015 was 57% female and 43% male; program applicants for summer of 2015 were 58% female and 42% male.<sup>96</sup> Additionally in 2015, 40.3% of SYEP enrollees were Black; 26.2% were Hispanic; 19.3% were White; 9% were Asian/Pacific Islander; 5.3% were other; and 1% were Native American. DYCD did not provide SYEP enrollment data disaggregated by race and gender together.<sup>97</sup>

Even with this increased investment, over 110,000 young people in New York City sought a limited number of SYEP slots. Increasing financial investment in SYEP and engaging employers in job creation remain significant barriers to the programs' comprehensive expansion. With these goals in mind, a commitment from the Center for Youth Employment, in particular, to work with private and City partners to create opportunities for youth is key to SYEP's growth.

While SYEP remains the Administration's signature youth employment program, it does not explicitly aim to support young people who are out of school and out of work, or currently stuck in a low-wage job. Anecdotally, direct service providers note that the majority of SYEP participants are currently in school.

### *Year-Round Jobs*

As part of its ongoing efforts to expand employment and job training opportunities for City youth, the Council invested \$12 million in FY 2016 to pilot a year-round youth employment program, Work, Learn, Grow (WLG) with DYCD. For its first year, the initiative opened a lottery to FY 2016 participants in the Summer Youth Employment Program for six-month positions with similar providers and employers.

### *Center for Youth Employment*

In May 2015, WKDEV and the Mayor's Fund to Advance New York City established the Center for Youth Employment (CYE) to coordinate and expand programming to youth and young adults in New York City and provide them with opportunities for employment, career exploration and guidance, and quality skill-building programs. With a goal of supporting 100,000 career-related experiences per year across City agencies and programs in 2020, CYE seeks focus on high-need youth, including youth in foster care and in the shelter system. In WKDEV's Career Pathways Progress Report, the Administration stated that efforts to align CUNY and the DOE with Industry Partnerships initiatives were in progress.<sup>98</sup>

### *Opportunity Youth*

As noted earlier, 18% of Black and/or Latina youth ages 16 - 24 are out of school and out of work, compared to 12% of non-Black and/or Latina youth ages 16-24.

In total, 35% of young New Yorkers ages 18-24 are out of school and out of work or stuck in a low-wage job; this population is sometimes called "opportunity youth."<sup>99</sup> "The 35%," coined by JobsFirstNYC, are at a heightened risk of being homeless, involved in the justice system and/or without a safety net.<sup>100</sup>

**I went to school, obviously, but I had to work... it started off as part time... slowly but surely I realized that wasn't enough. I had to pay for transportation, and the price of food was ridiculously high in Manhattan. It was just too much, and I still had to take care of other things. That part time job became a full time job.**

**- Member, Young Women's Advisory Council**

DYCD's Young Adult Internship Program (YAIP), provides disconnected 16 - to 24-year-old young people with short-term paid internships, job placement and wraparound support services. The size and scope of YAIP only reaches a small fraction of the youth who are out of school and out of work. In 2015, YAIP served 1,857 participants, 52% of whom were young women.<sup>101</sup>

In November 2015, NYC Service launched City Service Corps, an AmeriCorps partnership with the United Way of New York City and the Franklin Project, offering 10-month fellowships for a diverse group of professionals at a range of City agencies and nonprofit organizations. City Service Corps engages some out of school, out of work youth in its programming, specifically via its partnership with the Department of Probation.<sup>102</sup>

### *Recent Governmental Action in New York State*

In March of 2016, New York State secured an important victory in the fight to increase the minimum wage. New York City will increase its minimum wage to \$15 an hour by 2019; Long Island and Westchester workers will follow by 2021. A February 2016 report by Governor Andrew Cuomo estimated that more than half of workers who will be covered by an increase in the minimum wage statewide are women (54% of minimum wage earners in New York City are women). More than four in ten minimum wage-earners are married, parents or both and only one in seven minimum wage earners works part-time. On average, minimum wage earners make about half of their family's income and more than a fifth of these workers in New York State are the sole providers of their family's income.<sup>103</sup>

### *Current Investment*

The City Council's current investment in programs and services targeting young women related to Economic & Workforce Development are included in Appendix IV.

## **Recommendations**

The Economic & Workforce Development working group landed on three sets of recommendations: those specific to in-school youth (ISY), those specific to out-of-school youth (OSY) and universal recommendations for all young people.

### In School Youth (ISY)

1. **Work towards significant expansion of the Department of Youth and Community Development's (DYCD) Summer Youth Employment Program (SYEP) to a year-round employment program that includes a summer job and reaches all young people who apply.**

#### **Recommended Design:**

- Ensure that SYEP providers are funded well in advance of SYEP enrollment to allow opportunities for job creation earlier in the recruitment and placement process;
- Work towards a closer alignment between DYCD and DOE to assist in SYEP engagement and placement that matches students' skills, interests and stages of development;

- Work towards creating enough slots for SYEP so the lottery system is no longer needed;
- Convene a working group with DYCD, advocates, SYEP alumni and providers to revamp SYEP's current application with a process that integrates an assessment based on tested youth-specific tools. Ensure that this new model continues to maintain a low threshold for youth to apply, while providing more appropriate placements that align with applicants' career, academic and personal interests;
- Work towards ending barriers to SYEP enrollment once youth are selected, including expanding access to documentation required for employment while exploring the possibility of moving from paper to digital forms and allowing youth under 18 who require parental signature for employment to have an alternative option in cases where a parental signature is not feasible;
- As a step towards expanding SYEP slots, work with philanthropic partners to explore opportunities to grow SYEP for young people who currently experience significant barriers to employment, including young people who are parenting, OSOW youth, in-school youth in neighborhoods with the highest rates of OSOW youth, youth with a history of justice-involvement, differently-abled youth and TGNC youth.

There was only one guidance counselor per grade and each grade had all these students. Like 100 students plus. So I don't know, that kind of set me up to not fail per se, but it didn't really help with the college application process. There were juniors [and seniors] that still had to pass the regents or had to make up credits. The guidance counselors were so focused on getting us to graduate. There was not a lot of focus on college. So I kind of had to navigate that myself. And the FAFSA thing, I couldn't navigate that. At that time it was too much, I didn't get it.

- Member, Young Women's Advisory Council

2. **Work towards ensuring that every school provides students meaningful access to guidance and career counseling by expanding the number of school guidance counselors.**

After establishing the Office of Guidance and School Counseling in 2014, over 250 new counselors were hired in the DOE. As of February 2016, the student to guidance counselor ratio for high schools is 1:224.<sup>104</sup> Knowing that school guidance counselors are key to accessing higher education and career readiness opportunities, the DOE must continue to hire school guidance counselors and ensure an equitable distribution across the system. Additionally, guidance counselors and college advisors should receive cultural humility and gender equity training to ensure they are providing effective advisement to all youth.

3. **Expand college access and career training, including the following:**

*Recommended by Education Working Group*

- Develop a youth-friendly (although not necessarily youth-specific) centralized online portal linked to the YMI, YWI, DOE and DYCD websites that details a menu

of higher education options and vocational/technical training programs.

- Create pathways to CUNY for students who may otherwise not apply to college by allowing high-need students to prepare and retake the entry exam for placement in community colleges.
- Call on New York State to expand access to the Tuition Assistance Program (TAP) for part-time students.
- Expand the reach of workforce training organizations, particularly those dedicated to offering hands-on job training, pre-apprenticeship training, life skills training and meaningful workplace experiences. More specifically, the City could consider "specialized population contracts" that would bridge the gap between the public system and community-based organizations, similar to the Council-funded "Jobs Build On Initiative."<sup>105</sup>

For many of these girls... they're first generation college bound and there's not anyone in their family who has gone to college [or who can] help them navigate that process...especially given the lack of the number of college counselors in New York City schools ...[They don't] see themselves being able to afford it or their families don't see the value. Perhaps there's an expectation that maybe they just go to work or maybe community college...They don't have access to certain networks that maybe middle or higher income families have...that's a barrier.

- Service Provider

4. **Pilot a new youth employment model that resembles a year-round, four-year guaranteed youth employment program and accompanying career readiness curriculum. This program should incorporate an automatic savings component with wages based on the self-sufficiency model.**

*Also recommended by the Community Support and Opportunity Workgroup*

SYEP is the most well-known youth employment program in New York City. Beyond the more than 54,000 New York City students who may get access to these slots, students otherwise lack comprehensive, year-round career readiness and guidance. Successes of this program can be replicated to better meet the career readiness needs of young people in neighborhoods with the highest numbers of OSOW youth. This recommendation does not suggest that SYEP be replaced. Instead it seeks to bring attention to the need for resourcing a more comprehensive program for youth, particularly in neighborhoods that continue to lack career readiness opportunities.

#### **Recommended Design:**

- **Focus on priority neighborhoods:** Targeting specific schools in neighborhoods with the highest rate of out of school, out of work young people, this program could guarantee a summer job (similar to SYEP), and possibly employment during the school year (similar to WLG) to each participant for at least three years of their high

school career. In its initial year, this program could seek to engage 25 young people per grade in each target school. Jobs could offer the possibility for exposure to different sectors, allowing participants to expand their experience each consecutive year. Job opportunities should also be rich in job, employer and supervision quality.

- **Aligning stakeholders:** This model could require pairing the schools with community-based organizations and a team of employers so that all three would be participants in program operation and outcomes. Community-based organizations should have dedicated staff serving as career counselors to partner schools.
- **Wraparound training:** In partnership with schools, community-based organizations would provide a curriculum of career exploration throughout the school year that would bookend summer jobs. This curriculum could include activities such as networking events, access to mentors, seminars on what to expect on the job, cultivating negotiating skills, attention to building leadership, acquiring soft skills and information about employee rights on the job. Employment opportunities could also be available at community-based organizations to work on social and community issues that align with participants' lived experience.
- **Widening opportunities:** This program should expose students and young women in particular, to non-traditional careers. Eligibility could have a needs-based assessment that prioritizes youth who are struggling to find employment. Dedicated efforts should be made to engage TGNC young people.
- **Opportunities to build towards self-sufficiency:** Wages for program participants should be tied to the self-sufficiency standard in New York City. This program should include an automatic savings account that is matched with a partnering financial institution, as well as accompanying financial literacy education.

### Out of School Youth (OSY)

#### 5. **Build on NYC Service's City Service Corps Program by dedicating 50% of slots to out of school, out of work youth (OSOW).**

As described in detail above, current opportunities open to OSOW are few relative to the size of this population. Service corps programs have existed for many years and some cities across the country have leveraged federal service corps resources to engage the OSOW population. NYC Service has recently launched a New York City Service Corps program, creating service learning opportunities for a wide range of applicants at City agencies. This model should be expanded to specifically target OSOW youth.

#### **Recommended Design:**

- Target out of school, unemployed or underemployed youth who lack a high school diploma.
- Focus on 5-7 high-demand employment sectors that are traditionally underrepresented by the target population.
- Include hard & soft skills training, including apprenticeship opportunities that are constructed over a two-year program.
- Explore expanding the current program model to deliver the OSOW program over the following two-year timeframe (mirroring OSOW best practice programs):

- Year 1 could consist of training and employment (similar to current OSY programs) leading to high school equivalency (HSE) completion and job placement;
  - Year 2 could serve as a bridge year that includes supportive services and engagement to help the young person successfully transition into the workforce or further education. The second year could include job placement with the same employer host as in the first year or in another employer site, extending the career pathway. An English as a Second Language (ESOL) component could be included in the program, recognizing the diversity and needs within both the community of young women and the employers engaged by the initiative.
  - Participants could earn a stipend that increases with completion of program phases (i.e. from training to employment, employment to certificate attainment, etc.).
  - A range of wraparound services could be included in the apprenticeship model aimed at supporting work-life integration specific to this population. These services could include financial literacy education, subsidized transportation, connections to accessible childcare, referrals to comprehensive health services and referrals to housing resources.
6. **Convene OSOW youth and program providers to develop recommendations for a minimum set of wraparound services that should be included across programs that serve this population. Use these recommendations to expand the capacity of current City-funded programs such as the Young Adult Internship Program (YAIP), run by DYCD, and serve as the minimum standard for OSOW programs.**
- A significant barrier experienced both by OSOW youth and the providers committed to serving them is the need for wraparound services that can facilitate their authentic participation in programs that they may be eligible for. Oftentimes young people are eager to engage in programs but have short-term and/or crisis-oriented needs that limit their ability to participate or complete programs. Furthermore, programs that offer wraparound services should provide sufficiently funded services to adequately meet the needs of youth and providers. In engaging OSOW youth and providers that serve them, minimum standards, including minimum cost per participant standards for wraparound services, can be set for successful programs for this high-need population.

### Recommendations for ISY & OSY

7. **Ensure that young people are fully informed about the City's initiatives to engage New Yorkers in job, internship and workforce training opportunities available to them, including but not limited to SYEP.**
- Career Pathways* outlines countless workforce programs run by various City agencies. Yet the Young Women's Advisory Council and advocates in the Economic & Workforce Working Group shared that the only program that was widely known to young people was SYEP. The City should ensure that youth know about all of the opportunities available to them by developing a technological platform that has geocoded data about service providers, employment opportunities, training and other similar program opportunities geared towards young people. This could include a screening tool to help

youth sort through opportunities to find ones they would qualify for and be interested in and provide a way to inform users of new opportunities. This could also allow recipients to interact with these opportunities, and can be used to collect data about demand that could be used to inform government, education and employers.

8. **Engage New York City employers, including those focused on science, technology, engineering, arts and math (STEAM), to sign a pledge underlining their commitment to promoting gender equity in the workplace and to support youth employment.**

Employers must have a stake in equalizing the playing field for women. The New York City Economic Development Corporation's (NYCEDC's) *Best for NYC* campaign engages B Corporations<sup>106</sup> but does not explicitly engage or promote employers who are working to end gender inequity in the workplace. Core principles of this pledge could include:

- Creating a dedicated number of slots for young people who have graduated from DOE high schools or who have attained an HSE from a qualified program in New York City;
- Committing to paying all employees a living wage (at least \$15/hour);
- Providing information anonymously to help track outcomes;
- Committing to gender/pay wage equity by ensuring wage transparency and fostering employees' negotiating skills.

9. **Bolster the Department of Consumer Affairs' (DCA) and the Commission on Human Rights' (CHR) publicity on anti-discrimination, sexual harassment and workplace protection laws and other benefits like paid sick days by continuing comprehensive outreach and public information campaigns on these laws, with an eye towards the visibility of diverse New Yorkers, transgender women and gender-non-conforming people in particular.**

*Recommended by Community Support & Opportunity Working Group*

New York City already has strong workplace protections (paid sick days, reasonable accommodations for pregnant workers, protections for caregivers, etc.). However, women need to know that they not only have these rights, but that there are (often free) resources available to help them exercise such rights and to mediate disputes or pursue claims if they are not being treated fairly on the job, including legal services.

10. **Ensure that the next Career Pathways progress report incorporates key metrics on women workers, particularly noting progress on economic security for women workers in the industries dominated by women that are among the Administration's Industry Partnerships focus. Also, the report should incorporate an analysis on the status of younger women entering the workplace.**

Workplace issues that disproportionately impact women should be incorporated into WKDEV's efforts to create a standard for "high road" business practices. At a minimum, these should include metrics such as whether employers offer flexible and fair scheduling to accommodate caretaking responsibilities, whether employees have access to child care assistance and the breadth of employer policies regarding family leave. Such analyses should be geared towards identifying strategies with the maximum potential to ensure equity in employment opportunities for women throughout the City.

## Community Support & Opportunity

### Snapshot of the Current Landscape

#### Framework

**I think [City services] are completely disconnected ... when they are disconnected there is no way we are providing proper care – whole care. I feel like we have to see it as a whole care approach.**

**- Service Provider**

The Community Support and Opportunity Working Group focused on women and girls surviving the realities of deep poverty and the systems, policies and government agencies that work to serve them. Foster care, homelessness and safety net programs intersect very closely for many New Yorkers.

Originally named “Self-Sufficiency and Mobility,” this Working Group chose to rename itself to reflect the inherent interdependent nature of society and New York City. No individual is fully self-reliant; instead all New Yorkers rely on a number of public goods and services that are financed collectively such as transportation, healthcare, childcare and education. Individuals with more wealth rely on the labor of the less economically enfranchised; young women and girls in particular occupy many low-wage sectors of the economy, employed as childcare workers, food service workers and home health aides. Young women and girls of color are often doing the important and often overlooked work that is core to the functioning of our City, while earning poverty wages that are not enough to support themselves and their families.

This reality is exacerbated by unequal access to public goods and community supports like transportation, childcare, healthcare and education that could ease the burden of poverty wages. Over time, this unequal pay and unequal access to services has accumulated to create steep barriers to opportunity for girls of color living in deep poverty that have stalled their economic mobility. Instead of striving towards self-reliance for young women absent public and community support, this Working Group chose to focus on broader inclusion and access for young women and girls living in deep poverty to the opportunities and services they deserve and earn as hard-working, contributing members to New York City.

The Working Group used the self-sufficiency framework as a focal point and measure in estimating what it costs to live in New York City and make ends meet without public supports as a target for wages that should be paid to young women in employment-related recommendations. In aspiring towards self-sufficiency and economic independence for all young women and girls according to this measure and the community supports that need to be in place in order to help young women of color achieve this goal, the following recommendations offer select proposals that can have an impact in the short, medium and long term.

This Working Group paid particular attention to the role of City agencies that interact with some of the highest-need groups of young women and girls, focusing on ACS, DHS, HRA and NYCHA.

### *Considering Barriers to Service Utilization*

It has been well-documented that families often do not access programs that they qualify for. An Urban Institute report found that nationally, only five percent of low-income, working families with children receive the full package of supports for which they qualify.<sup>107</sup> Considering why individuals and families do not (or choose to not) enroll in services, even if they are eligible, calls into question the very nature of service delivery and client experience. This was a focal point of the work of the Community Support & Opportunity Working Group.

**Some of them [programs] are great, you know, not everything needs to last years, but there needs to be consistency and programs that can really follow a young person so they can advocate and really understand the background and all of the different dynamics in the systems and complications in the systems that you are involved in. Everything is so disjointed.**

**- Service Provider**

### *Programs that Reduce Poverty*

In their 2015 report, the Center for Economic Opportunity noted that housing adjustments (subsidies such as Section 8 vouchers, public housing or rent-regulated apartments) have the largest poverty-reducing impact on New Yorkers overall, followed by tax credits and SNAP.<sup>108</sup> With respect to tax credits, the Center on Budget and Policy Priorities notes that statewide, over 1.7 million New York households benefited from the Earned Income Tax Credit (EITC) in 2012, and over 1.1 million New York households benefitted from the low-income part of the Child Tax Credit (CTC).<sup>109</sup> Working with New York State to expand the City's CTC and expanding EITC to New Yorkers without custodial children has been a standing priority of the City Council.<sup>110</sup>

### *A Changing Landscape for Women in Poverty and on Cash Assistance*

HRA is the a point of contact for economic mobility for many New Yorkers under the age of 24 who are heads of household. As of March 2016, there were 11,477 individuals aged 16 – 24 receiving cash assistance from HRA as the head of their household.<sup>111</sup> The vast majority of these individuals are women of color:

<b>As of March 2016</b>	<b>Cash Assistance Head Of Household Aged 16 -24</b>
Black Non-Hispanic	<b>5,914</b>
White Non-Hispanic	<b>564</b>
Hispanic	<b>3,968</b>
Asian/Pacific Islander	<b>275</b>
Native American Only	<b>8</b>

Multiracial	<b>734</b>
Unknown	<b>14</b>
Total	<b>11,477</b>

<b>Gender</b>	<b>Recipient Count</b>	<b>% of Total</b>
F	8790	76.6%
M	2687	23.4%
<b>Total</b>	<b>11477</b>	<b>100.0%</b>

In 2000, young women in New York City successfully organized for policy change in the New York State Social Services law, allowing students receiving public benefits to participate in federal college work study programs, internships and externships and have every hour of participation count towards their work requirement for eligibility for Temporary Assistance for Needy Families (TANF) benefits. Students, the majority of whom were young women of color, worked with policymakers to secure this change. Organizing efforts were mobilized once again to change the New York State law in 2014, allowing for full-time participation in four-year baccalaureate programs to count as approved activities for TANF eligibility for 12 months, and part-time after that. HRA then expanded this mandate, allowing TANF recipients to participate in a wider range of school options, and allowing those who are 24 and under to enroll in a High School Equivalency (HSE) program as sufficient.

According to HRA, over 11,400 individuals 16 - 24 are heads-of-household and on cash assistance;<sup>112</sup> the impact that this change can have to forge a path towards self-sufficiency is immense. As the following chart notes, many youth heads of household under the age of 24 who are receiving cash assistance lack a high school diploma or HSE and could directly benefit from this policy change. While HRA has made significant advancements, greater support is needed to ensure that these policy changes translate into successful implementation.

<b>Age Range</b>	<b>Youth Heads of Household Receiving Cash Assistance as of February 2016</b>	<b>Number of Cash Assistance Recipients Lacking a High School Diploma or HSE</b>	<b>Percent of Cash Assistance Recipients in Age Range Lacking a High School Diploma or HSE</b>
16 - 17	94	93	98.9%
18 - 20	2,202	1,787	81.2%
20-24	9,451	5,635	59.6%

### *Childcare in New York City*

A recent snapshot of childcare costs conducted by U.S. Senator Kirsten Gillibrand noted that the cost of childcare is increasing \$1,612 per year. The average family in New York City spends up to \$16,250 per year for childcare for an infant, \$11,648 for a toddler, and \$9,260 for a school-age child.<sup>113</sup> Consequently, subsidized childcare is necessary to help many families in New York City make ends meet.

There are about 556,000 children between the ages of zero and four years old in New York City. Fifty-two percent, about 290,000, live below the Federal Poverty Line and therefore qualify for subsidized childcare.<sup>114</sup>

On October 1, 2012, ACS rolled out EarlyLearn NYC, blending federal, local and private funding to create a seamless model of subsidized childcare and educational services for children ages six weeks to four years old. A September 2015 report by the Citizens' Committee for Children noted that ACS is only serving 14% of income-eligible children (up to age three) in its subsidized early childhood system (four-year olds are likely to be enrolled in Universal Pre-Kindergarten, or UPK, administered by the DOE).<sup>115</sup> In the 2015 - 2016 academic year, over 65,500 children were enrolled in UPK.<sup>116</sup>

Childcare at CUNY has been consistently seen as a bridge to accessing education for students who are also parents. Seventeen CUNY campuses, including five community colleges currently host childcare programs. These programs provide subsidized on-campus care and educational services on weekdays, weekends and evenings for children ranging in age from toddlers and infants to school-age children. Not all of them offer services for every age group.

Childcare centers at CUNY collectively have a capacity of 1,450 spots, with 129 infant/toddler, 1,074 preschool and 247 school age spots, and annually provide services to over 1,600 student-parents and their 2,400 children. These services are first offered to registered students, and if any spots remain the college may request to offer them to CUNY faculty at market rate. If there are still openings after students and faculty are offered them, the college may request to offer them to members of the general public at market rate, though the majority of the spots are regularly filled by students and faculty each year.<sup>117</sup> Funding for childcare at CUNY has increased in the last several years, from just over \$2.7 million in FY2015 to just over \$3.1 million for FY2017.<sup>118</sup>

### *Homelessness and Women*

When it comes to homelessness, as of March 31, 2016, the DHS shelter population included 34,954 adults and 22,807 children (children account for 41% of the total shelter population in New York City).<sup>119</sup> While the number of single women in shelters hovers around 28% of the total single adults in shelter, among the over 12,100 families in shelter, just over 90% are female-headed.<sup>120</sup>

With regard to race, the overwhelming majority of the DHS shelter system is comprised of Black and Hispanic individuals.<sup>121</sup> From July 2015 through December 2015, for families with children in the shelter system 57.6% of the total heads of household were Black and 37.3% were Hispanic.<sup>122</sup> For adult families, 56.5% were Black and 32% were Hispanic.<sup>123</sup> For the single adult population, 58% were Black and 26.6% Hispanic.<sup>124</sup>

Intergenerational homelessness is not uncommon. For heads of household in January 2015, 18% had spent time in shelter as a child and the average age of first entrance to the shelter system was 25 (this compares to 8% of adult families in shelter who spent time in shelter as a child and 14% of single adults in shelter who spent time in shelter as a child).<sup>125</sup> In 2014, 1,800 children were born in the shelter system.<sup>126</sup> This number increased by around 300 births in each of the previous three years.<sup>127</sup>

There are a considerable number of young adults in shelter. As of November 24, 2015, the DHS shelter population included 4,711 people between the ages of 18-24, and 2,169 were in family shelters as the head of their household.<sup>128</sup>

In addition to DHS, there are several other shelter systems in the City, adding thousands of individuals to the overall sheltered homeless population. For the month of February 2016, there were 392 families and 105 single women in Department of Housing Preservation and Development (HPD) emergency facilities and hotels, 101 single women and 13 families with children in DYCD emergency shelters and transitional independent living (TIL) facilities, 1,096 families with children and 109 single women in HRA domestic violence shelters, and 186 women in HASA emergency facilities.<sup>129</sup>

DHS will expand its domestic violence shelter capacity by 700 units, of which 400 are Tier II transitional family shelter units and 300 are emergency shelter beds.<sup>130</sup> It should be noted that domestic violence is a leading cause of homelessness among women in New York City.<sup>131</sup>

### *NYCHA and Section 8*

NYCHA public housing and the Section 8 Voucher program are critical, but extremely limited resources for low-income individuals and families. In 2015, NYCHA admitted 4,646 families into the public housing program, of which nearly 50% (2,307) had a Black head of household, 38% (1,768) had a Hispanic head of household, and 6% (298) had an Asian/Pacific Islander head of household.<sup>132</sup> About 76% (3,518) of NYCHA families were female-headed.<sup>133</sup>

In 2015, 1,853 families were admitted into NYCHA's Section 8 housing program.<sup>134</sup> While data on the race and ethnicity of the heads of households admitted into the program is not consistently available, nearly two-thirds (1,181) of the families were female-headed.<sup>135</sup>

A large number of homeless families now make up new NYCHA admissions due to Mayor de Blasio's policy of prioritizing homeless families for public housing and Section 8 vouchers. According to NYCHA, in 2015, 1,689 formerly homeless families moved into public housing, and NYCHA issued 1,132 Section 8 vouchers to homeless families referred by DHS and HRA. Data on the race, ethnicity and gender of these homeless families is not available.

The waiting list for NYCHA public housing is now over 262,000 families, over 60% of which have a Black or Hispanic head of household and more than two-thirds of which are women.<sup>136</sup> The NYCHA Section 8 waiting list, despite closing in 2007,<sup>137</sup> includes over 148,000 individuals.<sup>138</sup> Over 70% of those families have a Black or Hispanic head of household.<sup>139</sup> Data on the gender of these applicants is not available.

### *Runaway and Homeless Youth*

Although there are estimates, there is no conclusive number of unsheltered homeless youth in New York City on any given night. A 2007 study conducted by the Empire State Coalition of Youth and Family Services estimated that there are approximately 3,800 unaccompanied homeless youth in the City. The study further concluded that there is an estimated 1,750 street-homeless youth on any given night sleeping outside, in abandoned buildings, at transportation sites or in cars, buses, trains or other vehicles, or engaged in survival sex for a place to sleep. The survey found that only 48% of those surveyed had used services in the DYCD runaway and homeless youth (RHY) continuum, and only 6% had spent nights in the preceding month staying in the adult shelter system.<sup>140</sup>

Recognizing that homeless youth are often not captured during the annual census of the unsheltered homeless population, in February 2015, the City conducted a point-in-time estimate of the population of unsheltered youth in the City. Using the U.S. Department of Housing and Urban Development (HUD) definition,<sup>141</sup> the point-in-time estimate found that there were 188 unsheltered youth under age 25, 51% of whom identified as Black or Hispanic.<sup>142</sup> Using the shelter census, an additional 1,518 unaccompanied youth were counted for a total of 1,706 unaccompanied homeless youth on the night of the point-in-time count.<sup>143</sup> Youth in parenting households living in shelters were also counted, resulting in 2,114 youth parents and 2,539 children with parenting youth.<sup>144</sup> In total 6,359 youth under the age of 25 years were counted during the point-in-time count (not including children under the age of 25 in shelters with their adult parents).<sup>145</sup>

DYCD is responsible for contracting for services and shelter for runaway and homeless youth. DYCD's RHY continuum includes street outreach services, drop-in centers, crisis shelters and transitional independent living (TIL) programs. For homeless youth in the City seeking shelter, there are only 363 certified residential beds for runaway and homeless youth, although that number increased from 247 in FY 2013.<sup>146</sup> In FY 2015, crisis shelters served 2,193 youth and TIL facilities served 361 youth.<sup>146</sup> In February 2016, 101 young women and 13 families with children were in DYCD emergency shelters and transitional independent living (TIL) facilities.<sup>147</sup>

Specifically for young women who have experienced sexual exploitation, Girls Educational and Mentoring Services (GEMS) operates a DYCD TIL program.<sup>148</sup> However, this program is limited to only eight DYCD-funded beds and it does not serve young men or transgender youth.<sup>149</sup> RHY spending has continued to increase since the beginning of the current Administration. In January 2016, Mayor de Blasio announced a series of services to target the issue of youth homelessness in New York City, including the addition of 300 beds for homeless youth over the next three years (DYCD will add 100 new beds a year, aiming to open by July 1, 2016),

deployment of additional staff to coordinate services for youth entering DHS shelters and a pledge to work with the State to extend the length of stay for those in existing crisis beds administered by the State.<sup>150</sup>

### *Youth Engaged in Commercial Sexual Exploitation or Survival Sex*

There is a high correlation between homelessness and trading sex to meet survival needs, or survival sex.

In 2011, researchers from the Urban Institute and Streetwise and Safe (SAS) launched a three-year study of 238 lesbian, gay, bisexual, transgender and queer or questioning youth, young men who have sex with men (YMSM), and young women who have sex with women (YWSW) engaged in survival sex in New York City.<sup>151</sup> The study – conducted in large part by LGBTQ and TGNC youth researchers from the community – found that 48% of interviewed youth reported living in a shelter and another 10% said they lived on the street.<sup>152</sup> According to the New York State Office of Children and Family Services, in 2013 there were 944 instances of youth being turned away from shelter beds statewide because there were not enough beds.<sup>153</sup> Without access to shelter beds, many homeless youth sleep on the streets and in unsafe situations, or trade sex for survival needs. Although young people aged 18 to 21 can also access the DHS single adult system, many advocates report that young people feel unsafe doing so and will instead remain on the streets.<sup>154</sup> The Urban Institute report found that the majority would stop engaging in survival sex if they could meet their basic needs; this finding is consistent with previous research on youth engaging in survival sex. Only 7% of youth interviewed said they would continue to engage in survival sex by choice.<sup>155</sup>

A 2013 study by Covenant House and Fordham University found that of a random sample of runaway and homeless youth, 14.9% experienced some form of trafficking as defined by federal law<sup>156</sup> and an additional 8% engaged in survival sex.<sup>157</sup> The study further found that among the runaway and homeless youth who reported engaging in commercial sexual activity, 48% indicated that a lack of a safe place to sleep was their main reason for entry into commercial sex.<sup>158</sup>

### *Supportive Housing Plan*

In November 2015, the Mayor announced that the City would create 15,000 new units of affordable supportive housing over the next 15 years. These new units will be roughly comprised of 7,500 newly-developed congregate units and 7,500 scattered site units.<sup>159</sup> The Mayor's Supportive Housing Plan includes important set-asides for high-need youth, including youth who have aged out of foster care. Runaway/homeless youth and young people who have been trafficked, however, are not included in this scope.<sup>160</sup>

**Everyone of them had described exploitation inside the group homes and for those who later were trafficked, met their trafficker right outside the group home. So traffickers pull up their vehicles and park in front of group homes that are supposed to be private addresses.**

**- Service Provider**

*Young Women and Girls in Child Protection Investigations, Preventive Services and Foster Care*Overall

The vast majority of youth in the foster care system are Black and Hispanic.<sup>161</sup> In 2015, 652 young people, generally between the ages of 18 and 21, aged out of care into independent living, otherwise known as discharged to “Another Planned Permanent Living Arrangement” or “APPLA.”<sup>162</sup> Of that group, 58% were Black, 33% Hispanic and over 65% were young women.<sup>163</sup>

In FY2015, there were 12,440 young women ages 12-17 in child protection investigations (53% of the total youth population in child protection investigations). As of October 2015, there were 1,432 young women ages 12-17 in active child protection investigations (55% of the total youth population in this age range in active investigations).<sup>164</sup>

In FY2015, there were 4,478 young women 12 and older, in new preventive service cases (52% of the total youth population in this age range in preventative service cases). As of October 2015, there were 3,845 young women 12 and older receiving preventive services (51% of the total youth population in this age range receiving preventive services).<sup>165</sup>

In FY2015, 727 young women (12-21) were placed in foster care (59% of the total youth population in this age range who entered foster care). As of October 2015, there were 2,204 young women 12-21, in foster care (54% of the total youth population in this age range in foster care).<sup>166</sup>

**As we talk about housing, I keep thinking about my young clients, particularly my transgender clients. Many of them are too old to go into the foster care system but also too young to go out there and broker life themselves, and try to get a nicer apartment. How do we support them around family violence, family trans-phobia, and family homophobia? Those are the things I often feel as an advocate. I don't know what to say or do, because I can't offer apartments, going through the Path system is not safe, they're too old for Covenant House, there is no safe place. I feel useless when it comes to housing.**

**- Service Provider**

Educational Outcomes for Youth in Foster Care

In the 2014-2015 school year, 1,748 foster care youth ages 17-21 were enrolled in high school, of which only 408 or 23% were on track to graduate.<sup>167</sup> For young women in this age group in foster care, 924 were enrolled in high school and 242 or 26% were on track to graduate.<sup>168</sup>

## Experiences with Young Parenting

ACS reports that the birth rate per 1,000 girls and young women is consistently higher for girls and young women in foster care than citywide. For young women 15-17 years old, the birth rate is almost four times higher in foster care. For young women 18-19, the birth rate in foster care is almost double that of the City as a whole. In 2013, among girls ages 10-21 in foster care at least one day, 193 girls gave birth.<sup>169</sup>

## LGBQ and TGNC Youth in Foster Care

Nationally, LGBQ or TGNC youth are significantly overrepresented in the foster care system. A recent study in Los Angeles conducted by the Williams Institute found that nearly 1 in 5 (19.1%) LA-based foster youth are LGBQ or TGNC.<sup>170</sup> Family rejection is the main contributor to this overrepresentation. ACS notes that many LGBTQ young people are kicked out of their homes and rejected from their birth or foster families solely because of their sexual orientation and/or gender identity. These youth face unique challenges once they are in the child welfare system.<sup>171</sup>

In 2006, ACS released a comprehensive strategic plan to better serve LGBQ/TGNC youth in the Agency's care.<sup>172</sup> In September 2012, ACS established the Office of LGBTQ Policy & Practice to create system-wide implementation of LGBQ and TGNC-affirming policies and best practices. These include training thousands of ACS and contracted provider staff, implementing systems to identify and monitor policy gaps and engaging stakeholders in ongoing feedback.

## Transitioning Out of Foster Care

The following summarizes outcomes for girls and young women who transitioned out of foster care in 2015:

<b>Population Size in 2015 of Young Women and Girls<sup>173</sup></b>	<b>Outcome</b>
505	Discharged to Adoption
1,314	Discharged to Reunification
139	Discharged to KinGAP
429	Aged Out of Foster Care

Out of the total number of youth who aged out of care in 2015, over 65% were young women. Almost all of these young women were African American or Hispanic.<sup>174</sup> Also, 38% of young women who aged out of foster care were parents at the time of discharge.<sup>175</sup>

## Current Investment

The City Council's current investment in programs and services targeting young women related to Community Support & Opportunity are included in Appendix IV.

## Recommendations

### Incentivizing Economic Growth and Opportunity for Young Women and Girls Currently Living in Poverty

Many women in New York City, women of color in particular, are working in low-wage jobs, are head of household and are struggling to care for families on poverty wages. Women are frequently forced to rely on a range of government programs to make ends meet despite the fact that they are working full-time. All of the following recommendations assume a self-sufficiency standard as the minimum for wages and benefits.

1. **Ensure full local implementation of the Human Resource Administration's (HRA) recent policy change allowing cash assistance recipients the ability to enroll in an educational program in order to meet their work requirement.**

HRA has made significant strides in ensuring that individuals on public assistance have a road towards self-sufficiency. In issuing policy directives to support access to higher education for cash assistance recipients, one of the surest paths to economic security – the attainment of a two- or four-year degree, high school equivalency and/or vocational training – has been made a reality. However, there remains a clear need to collaborate with and support HRA's frontline staff to ensure alignment and understanding of best practices for proper and timely implementation, bridging the gap between intent of good existing laws and policies and the promotion of life-enhancing outcomes for those on the receiving end. Once young women and girls are stabilized from the crisis that precipitated entry to HRA, they must be made aware of the full range of educational activities in which they are permitted and encouraged to participate. This may be done in the following ways:

- Expand awareness and access to available education resources and supports through measures such as direct mail, displaying of information posters at key locations and utilizing social media and other forms of communication that young people access frequently;
- Streamline and clarify eligibility and administrative processes. Frontline staff should be equipped with a clear understanding of the provisions of new law and policies that are outlined in policy bulletins issued by HRA.
- Instill a strength-based, collaborative approach to problem-solving that views young women with firsthand experience navigating the system as solution partners;
- Explore incentives and opportunities that help maintain oversight while promoting system quality improvements.

2. **With the Center for Economic Opportunity (CEO), pilot an initiative that provides young women and girls who are head-of-household with benefits that meet the self-sufficiency standard for their neighborhoods and comprehensive case management. Explore the impact of this over five years.**

#### Improve Service Delivery for Vulnerable Youth

3. **Close gaps in foster care services by creating a single entity that is responsible for transitional-aged foster youth in every borough, specializing in services for youth ages 21-24.**

There is currently no City agency designated as responsible for youth aging out of foster care. A 2011 report by the Center for an Urban Future noted that one out of ten foster youth in New York City who left foster care in the mid-2000s entered a homeless shelter within the year, and within three years, one of five entered a homeless shelter.<sup>176</sup> A singular entity should be designated to support youth aging out of foster care to transition to adulthood. At a minimum, this entity should include the following components:

- The provision of a stable, continuous case worker to each youth who can provide wraparound supports including but not limited to available social services based on the needs of a particular young person and any dependents;
- On-site mental and physical health care;
- Referrals to needs- and developmentally-appropriate supportive housing/independent living resources;
- Connection to employment and vocational programs;
- Ensure comprehensive programming focused on a two-generation approach is available to young parents making the transition to adulthood.

4. **Ensure that the newly appointed Supportive Housing Task Force prioritizes the complex housing needs of runaway and homeless youth (RHY), including those who may be young parents.**

Safe housing is needed for vulnerable young women and their peers. Many cannot return to their family of origin, as the circumstances that led to their homelessness or runaway status may have derived directly from the lack of physical or emotional safety in their homes. LGBTQ and TGNC youth in particular often face family rejection because of their identity and become homeless as a result. RHY should be designated as a qualifying category for supportive housing eligibility under the Mayor's recently announced supportive housing plan. Additionally, any expansion must ensure that supportive services for young parents exist throughout this system.

5. **Work to eliminate barriers to housing for high-need individuals who are head-of-household at NYCHA:**
  - **Facilitate access to NYCHA for domestic and intimate partner violence survivors.**

Domestic and intimate partner violence is one of the leading causes of homelessness among young women in New York City. NYCHA should eliminate barriers to housing for individuals who are survivors of domestic and intimate partner violence. One step that can be taken for survivors is to accept an “advocacy letter” written by a social worker to prove their experience of domestic violence, rather than a formal order of protection from law enforcement. Survivors of domestic and intimate partner violence should also have the highest priority for public housing and be bumped up to an N-0 priority, instead of their current lower priority as N-1. Additionally, explore the possibility of offering similar priority to survivors of other forms of violence that force them out of their homes, including child sexual abuse and sexual assault.
  - **Expand the Family Re-entry Pilot Program at NYCHA to women, ensuring family preservation for formerly incarcerated individuals.**

To lessen the likelihood of formerly incarcerated women entering shelter and/or living separately from their children, NYCHA should expand its existing Family Re-Entry Pilot Program to women returning from incarceration, allowing them to live with a supportive family member who resides in a NYCHA development. Current NYCHA policy restricts the return of formerly incarcerated family members who were charged with certain crimes from residing on NYCHA property following their release. The Family Re-entry Pilot Program helps reunite select individuals leaving prison or jail with their families who live in qualified public housing apartments and provides the returning individual with re-entry services. This program could be expanded with an accompanying allocation of resources to focus on outreach to and enrollment of women, with the goal of women comprising at least 7% of the total program population. Additionally, recognizing that the term “family” varies in meaning, explore the possibility of expanding the definition of family to include extended family and non-traditional family members including but not limited to foster care parents and other caregivers.

## Education

### *Snapshot of the Current Landscape*

#### *Girls in New York City Schools*

The New York Women's Foundation's 2015 publication, *Blueprint for Investing in Girls and Young Women*, notes that more than 40% of NYC's Black and Latina girls – and comparable percentages of girls from several new immigrant communities – lack access to the support they need to finish high school.<sup>177</sup>

For the Class of 2014, 72.8% of female students graduated in four years, a 1.8 point increase over the Class of 2013. In comparison, male students had a 64.2% graduation rate, a 3.0 point increase. The Citywide graduation rate in 2014 was 68.4%, a 2.4 point increase over 2013. According to the DOE, the graduation rates for Black female students for cohort years 2009, 2010 and 2011 were 67.0%, 69.3% and 72.2 % respectively, and for Latina students in the same cohorts, the graduation rates were 63.8%, 65.8%, and 69.4%.<sup>178</sup>

It should be noted that graduation rates do not always equate college or career readiness.<sup>179</sup> A national evaluation of reading and math aptitude among 12th grade students noted that fewer than 40% were prepared for college level work.<sup>180</sup> An evaluation of 2014 NYC DOE high school graduates noted that 47.3% met the DOE's College Readiness Index.<sup>181</sup>

#### *College Enrollment*

According to National Center for Education Statistics, females were expected to account for the majority of college students in the fall of 2015- an estimated 11.5 million females, compared with 8.7 million males.<sup>182</sup>

The State University of New York (SUNY) enrollment figures for 2014 indicate that females accounted for 54.2 % of its students.<sup>183</sup> For that same year, CUNY reported 56.7% of its undergraduates were female. Additionally, CUNY reports that 75.4 % of its total enrollment in both community and senior colleges are from NYC DOE schools.<sup>184</sup>

#### *Science, Technology, Engineering & Math (STEM) Education*

In an American Association of University Women report analyzing the status of women in the fields of engineering and computing, it is noted that women made up just 26% of computing professionals in 2013, a smaller portion than 25 years ago. In engineering, women made up just 12% of working engineers in 2013. Despite early similarities between girls and boys in science and math achievement, by high school, boys are more likely than girls to take the standardized exams most closely associated with the fields of engineering and computing. Among first-year college students, women are much less likely than men to say that they intend to major in engineering or computing.<sup>185</sup>

## *Comprehensive Sex Education*

In August 2011, the DOE announced a mandate that middle and high schools are required to include sexual health education as part of the comprehensive health education course already required by New York State. The mandate requires a semester of sex education in 6th or 7th grade and another in 9th or 10th grade. The DOE does not mandate a specific curriculum for schools, but does recommend options. Moreover, the DOE provides an opt-out to parents for topics such as birth control, provided parents agree to educate their children about prevention at home. Some advocates contend the sex education curricula taught in many schools is not LGBT inclusive.

Although sex education is not required at the elementary level, DOE recommends an online health curriculum called HealthTeacher for elementary schools, which includes a unit on “Family Health & Sexuality” that schools may use.<sup>186</sup> However, many are concerned that this curriculum isn’t comprehensive enough and that there is little oversight regarding participation.<sup>187</sup>

## *School Climate: Bullying and Sexual Harassment*

Since 2007, the Department of Education has continued to grow programming and staff training under the campaign Respect for All (RFA), building the capacity of staff and students to combat discrimination. RFA protocol is solidified through a series of Chancellor’s Regulations.<sup>188</sup>

A 2013 DOHMH data brief documented that in 2011, 18% of NYC public high school students reported they had been bullied at school, cyber-bullied or both. Overall, the prevalence of bullying was not significantly different between girls and boys (19% and 16%). However, youth who identified as lesbian, gay or bisexual were more likely to be bullied compared with youth who identified as heterosexual (29% vs. 17%). The brief did not report on TGNC students. Youth who were bullied were twice as likely as non-bullied youth to report they had experienced persistent sadness (46% vs. 23%), and two and a half times as likely to report they had attempted suicide (15% vs. 6%) or engaged in self-harming behavior (32% vs. 13%).<sup>189</sup>

**I received an absolutely horrid trans health education...My school even had a progressive health system [but] it was very heteronormative, very cisnormative... And also [there was just a] lack of support for queer people in my school.**

**- Member, Young Women’s Advisory Council**

In 2008, Girls for Gender Equity conducted a Participatory Action Research project, exploring the experience of sexual harassment among almost 1,200 youth in 90 New York City schools and community-based organizations. This project revealed that 71% of surveyed City public school students observed sexual teasing in their school, 65% specifically cited the harassment of LGBT youth, 31% observed “pressure for sex or sexual activity” and just under 10% noted forced sexual activity in their respective schools. Only 3% of all respondents had ever reported sexual harassment to someone in their schools.<sup>190</sup>

*School Climate: School Safety*Arrests and Suspensions

In December of 2010, the City Council passed the Student Safety Act, requiring quarterly reporting by the Department of Education and NYPD to the City Council on school safety and disciplinary issues, including incidents involving arrests and suspensions of students.<sup>191</sup>

Data from last school year, 2014-2015, shows that suspensions have gone down significantly since the enactment of the Student Safety Act. In the 2014-2015 school year, there were 44,626 total suspensions, including 33,753 principal suspensions and 10,873 superintendent suspensions. Of those, 39,034 (87%) were issued to Black and Latino students and 13,522 (30%) to girls.<sup>192</sup>

Most recently, the Department of Education released data revealing that from July-December 2015, when compared to the same time period last year (July-December 2014), there was a decrease of 31.7% in total suspensions.<sup>193</sup> Principal suspensions decreased by 37.4% and superintendent suspensions decreased by 10.5%.<sup>194</sup>

When it comes to arrests of young people in schools, the New York Civil Liberties Union (NYCLU) notes that in the 2014-2015 academic year there were 775 arrests in DOE schools, averaging approximately four a day. Among these, 33.6% of arrests were of young women and 94.3% were of Black and Latina/o students. Additionally, 472 summons were issued, averaging approximately 1 per day, of which 22.7% were given to young women. Over a third of summons were issued for "disorderly conduct."<sup>195</sup> A 2008 report by the New York Civil Liberties Union (NYCLU) noted that young women, LGBTQ youth and TGNC youth have reported discriminatory treatment at the hands of police and school safety agents, particularly during searches and in connection with the use of metal detectors in schools.<sup>196</sup>

**Then there's the kind of everyday lived experience piece of school, such as teachers not understanding gender identity, not understanding inclusive bathrooms, not understanding how to create a policy, how to create safety—real safety in terms of not policing students; instead creating measures for real healing and restorative spaces for young people to be in.**

**- Service Provider**

**There are active systems that young people in general aren't aware are pushing them, like they know that something doesn't feel right but they probably don't have the language to say "Hey this is happening to me." ...Like I'm still going to school but you're trying to put me off because I don't want to answer your question, or I want to sit here, or I have a different learning style than what you're expecting of me. So I just want to also focus on the institutional structures that are built to actively push them out of the system.**

**- Service Provider**

As reflected in her book *Pushout: The Criminalization of Black Girls in Schools*, author and Founder of the National Black Women's Justice Institute Monique Morris documents the fact that nationally, "Black girls are 16% of girls in schools, but 42% of girls receiving corporal punishment, 42% of girls expelled with or without educational services, 45% of girls with at least one out-of-school suspension, 31% of girls referred to law enforcement, and 34% of girls arrested on campus."<sup>197</sup> Locally, in their report *Black Girls Matter: Pushed Out, Overpoliced and Underprotected*, the African American Policy Forum reported that in New York City, the number of disciplinary cases involving Black girls was more than ten times more than those involving their White counterparts.<sup>198</sup> Black and Latina girls represented 56% and 32% of all girls disciplined respectively, in the 2012 - 2013 academic year, compared to White girls, who represented only 5% of girls disciplined.<sup>199</sup> While not disaggregated by gender, the student body population in NYC DOE schools for that academic year was 40.1% Latino, 28.8% Black, 15.3% Asian, and 14.5% White; 1.3% of students identified as "Other."<sup>200</sup>

### Restorative Practices in Schools

**[I'd like to change New York City by] minimizing the amount of police in school. It's like a prison... I don't want to see so many police in school. This is not the school to prison pipeline.**

**- Member, Young Women's Advisory Council**

The City Council made a significant investment in restorative justice programs in the 2016 Fiscal Year, allocating \$2.4 million for the implementation of pilot restorative justice programs in 25 schools in order to change their culture and approach to school disciplinary policies. Restorative justice programs "change the culture within schools specifically by changing the school's approach to student discipline."<sup>201</sup> The Council's effort has helped usher a strong commitment from the Administration to fund several programs aimed at increasing restorative justice practices.

The Administration has made commitments to the following programs:<sup>202</sup>

- **Building Capacity for Restorative Practice Trainers**  
One approach the Administration proposes is to build internal capacity in restorative practice training. Borough Field Support Centers currently have up to two School Climate managers and two School Crisis managers. These managers and additional Office of Safety and Youth Development (OSYD) staff would be trained in restorative practices, and 50 DOE employees would be trained to engage school teams.
- **Restorative Practices for District 18**  
In the upcoming school year, the DOE would implement an initiative where all schools in District 18 in Brooklyn, which has the highest suspension rate citywide based on data from 2014-2015, would receive restorative practices support. Each school would identify five staff members to be trained and the schools would receive four days of on-site coaching provided by a CBO partner. In addition, the district would receive one staff person to serve as the coordinator responsible for organizing trainings for schools and provide support to build capacity at the school level.

- **Restorative Practices for Warning Card Schools**

The New York City Police Department (NYPD) and the Department of Education (DOE) have identified five campuses in the Bronx to participate in the Warning Card initiative. Under this initiative, the NYPD officers and School Safety Agents would have the discretion to issue a warning card to students who are 16 years of age or older in lieu of a summons for disorderly conduct or possession of marijuana while on school grounds. To provide additional support to these campuses, the DOE would begin offering training in restorative practices in the spring of 2016 with full implementation in school year 2016-17. Each school would identify five staff members to attend training (a total of 160 staff members to be trained). In addition, each campus would have a coordinator trained, making the total count of staff trained 165.

- **Safe and Supportive Opportunity Program Expanded (SSOPE)**

Under this program, 20 schools would receive social emotional and progressive discipline supports. Schools would also hire a School Culture/Community Services Coordinator who would serve as the liaison between OSYD and the school. This person would identify staff to be trained in restorative practices and other progressive discipline models, facilitate social emotional supports, establish relationships with community-based organizations to support the school and implement regular meetings with school administration and staff to support the implementation of the program.

- **Therapeutic Crisis Intervention**

The goal of this program is to reduce the number of 911 calls placed from schools. In order to achieve this, staff would be trained in de-escalation techniques at schools with the highest incidence of 911 calls. This program is projected to begin in September in 125 schools.

Many of these priorities stem from the work of the Mayor's Leadership Team on School Climate and Discipline, a one-year task force focused on developing recommendations to enhance the well-being and safety of students and staff in the City's public schools while minimizing the use of punitive measures such as suspensions, arrests and summonses.<sup>203</sup> Phase I of the recommendations were released in July 2015 in a report called "Safety with Dignity." Among several other recommendations, the first recommendation was to "articulate a clear mission statement on student discipline that embraces positive supports."<sup>204</sup> Examples of this include extensive teacher training for superintendents, school administrators, teachers and school safety agents (SSAs), as well as comprehensive support for promoting school safety in the 180 schools that account for 41% of all suspensions and the vast majority of arrests and summonses, improving data collection practices and removing scanners where appropriate.<sup>205</sup>

Additionally, as part of First Lady Chirlane McCray's signature mental health roadmap, ThriveNYC, a new Chancellor's Regulation was implemented to provide guidance to schools on how to safely de-escalate behavioral crises using school staff and resources, with the goal of reducing inappropriate reliance on 911 calls.<sup>206</sup>

### *Parenting Students*

Living for the Young Family through Education (LYFE) is a program for student-parents administered by District 79. According to the most recent data from the DOE, LYFE has 37 sites across the 5 boroughs to meet the needs of 750 parenting students.<sup>207</sup> LYFE provides childcare to students and their children (ages eight weeks - three years of age) so students can graduate or complete their High School Equivalency. LYFE also provides academic guidance and advocacy for program participants.

**I went to public school on Fordham Road in the Bronx. And if you know about Fordham Road, it's like a shopping district, basically. So you have the school, Fordham University, and all these stores. So like, there's no football field, no community development center, once you're out of school you're out of school. And the metal detectors you had to go through them every day... And Fordham University would be right across the street and it would be all of these like rich students and you would see there are guards 24/7, like this whole other world, this undiscovered place and no one was allowed to go into it. And across the street was my high school that basically looked like a jail.**

**- Member, Young Women's Advisory Council**

In 2008, the New York Civil Liberties Union (NYCLU) released a report noting that thousands of teen parents drop out of New York City schools every year.<sup>208</sup> NYCLU also reported that information about the LYFE program and other support services for pregnant and parenting is limited and difficult to find, LYFE program staff receive no uniform guidance on outreach to students and an array of bureaucratic barriers deter students from enrolling in LYFE.<sup>209</sup>

Examining the 40 centers in existence at the time, NYCLU noted that LYFE programs could serve only 638 infants and toddlers (that year the live birth rate among women 19 and younger was 8,424). In 2013 in New York City, there were 5,046 live births among women age 20 and under in New York City.<sup>210</sup>

More detail is provided about childcare services for New Yorkers outside of the DOE are in the Community Support & Opportunity Working Group section of this report.

### *Connections to CUNY*

As of Fall 2015, there are an estimated 244,782 undergraduate students attending CUNY, and more than half (57%) are female. African Americans comprise approximately 26% of the student body population, of which 16% are female; while Hispanic students make up approximately 31%, of which 19% are female.<sup>211</sup>

There are several programs across campuses that help facilitate access to CUNY that are open to all students but geared towards meeting the needs of young women. These include, but are not limited to, the following:

- **College Opportunity to Prepare for Employment (COPE):** For twenty years, CUNY COPE, operated in collaboration with the Family Independence Administration of HRA, has provided support services to current and former students or applicants who are receiving cash assistance, or who meet the federal income guidelines for families with income under the federal poverty level. COPE provides educational services, job referrals, childcare referrals, tutoring and HRA-specific support services to enable students to graduate.
- **Single Stop Community College Initiative:** Each of CUNY's community college campuses operate a Single Stop center which provides students the opportunity to meet with counselors and be screened for over 40 local, state and federal public benefit programs. If eligible, students are provided guidance on the application process. Services are free to all students.<sup>212</sup>
- **Welfare Rights Initiative (WRI):** Housed at Hunter College, WRI trains and supports students who have firsthand experience of poverty to effectively promote access to education for all. WRI student leaders, 90% of whom are women, organize for welfare and education policies and practices that positively impact their families and larger communities. Through participation in WRI's policy, legal advocacy and community leadership training programs, they advocate for education as the surest route out of poverty towards economic sustainability. WRI exemplifies democratic and inclusive processes in its work to create systemic changes that lead to economic stability, empowerment and dignity for all families.
- **Women in Technology and Entrepreneurship in New York (WiTNY):** In March 2016, in partnership with Cornell Tech and Verizon, CUNY launched an initiative to increase the participation in higher education and entrepreneurship in fields related to technology.<sup>213</sup>
- **Women's Centers:** Ten CUNY campuses (three community colleges, six senior colleges and the CUNY Graduate Center) operate Women's Centers on site. These Centers offer resources, support and counseling services, as well as programming for all students, focusing on the needs of students who are women.<sup>214</sup>

### *Current Investment*

The City Council's current investment in programs and services targeting young women related to Education are included in Appendix IV.

## Recommendations

### School Climate

1. **Ensure comprehensive in-school support for parenting young people.**

*Recommended by Community Support & Opportunity Working Group*

Young people who are parenting should be able to continue their education and access the services they need for themselves and their children. The following should be adopted:

- Improve reporting on the number of parenting students in middle and high schools;
- Determine the number of school-based day care slots available at each public high school in relation to existing demand and improve availability and accessibility of those programs;
- Increase the number of Living for the Young Family through Education (LYFE) slots offered to parenting students;
- Implement meaningful and comprehensive training for school administrators, guidance counselors, social workers and other education professionals on the legal rights of pregnant and parenting students to equal educational opportunities, and on facilitating enrollment in programs and services to meet their special needs, including knowledge of access to LYFE placements;
- Improve public education, outreach and enrollment support to help students access programs and services available for pregnant and parenting students;
- Implement a system to prevent discrimination, harassment or “push-out” due to pregnancy and to respond swiftly to such incidents when they do occur;
- Implement “Know your Rights” trainings for young parents;
- Explore the possibility of creating safe spaces for nursing student-parents to breastfeed and/or express breast milk in DOE schools.

2. **Work towards curtailing referrals to the criminal justice system and foster positive school environments.**

- Implement the Mayor’s Leadership Team on School Climate and Discipline recommendation to remove metal detectors in schools where appropriate;
- Implement the Mayor’s Leadership Team recommendation to update the Memorandum of Understanding of policies and protocols within NYPD and DOE to promote de-escalation and integration between educators and agents, and integrate the use of warning cards followed by guidance intervention instead of referrals to the criminal justice system;
- Increase the current investment in restorative justice programs in schools, including professional development for school wide staff and administrators;
- Work towards ending zero tolerance policies in schools by exploring reforms that address the overuse of severe disciplinary measures for minor infractions.

I'm an English teacher, I'm not sex educator, but often my students will say to me, "you are our sex educator," because so much of the content of the work I'm doing with them has to do with what they really want..., which is intimacy and gender based violence. They want to talk harassment, and they want to talk about sexualization, and they want to talk to about—they instinctively know that's a part of sex education, even though no one has told them that's sex education. They know the kind of logistical mechanical aspects of sex education, because they get that part, but they want a deeper richer, more subtle sex education. Not subtle, an explicit—they want queer sex education, all the ways in which they can have sexual lives, healthy relationships.

- Service Provider

## Curriculum

### 3. Call on New York State to:

- **Convene a task force to assess cultural relevance of curricula across subject areas in middle and high school. Explore the grounding of curriculum in core content that challenges racism, ableism, and sexism, and is LGB and TGNC-affirming.**
- **Incorporate five or more books, materials, essays, videos, etc. in current curricula from a non-majority perspective each year in middle and high school. These materials would reflect and encompass different ethnic, racial, socio-economic and gender viewpoints.**

Educators attest that curriculum grounded in intersectionality allows all students to examine systems of oppression across academic disciplines. The Common Core calls for a more rigorous close reading of both non-fiction and fictional texts. Feminist intersectional texts have a strong foundation in both non-fiction and fiction across the academic disciplines. An appointed task force could evaluate current teaching and learning strategies for their cultural relevance and design, with an eye towards the needs of students with special needs, limited English proficient (LEP) students and new immigrant communities.

### 4. **Require comprehensive sex education in New York City public schools every grade, every year, that is medically accurate, age-appropriate and inclusive of issues that young people regularly experience, such as consent, negotiation, LGB and TGNC experience, gender-based violence and sexual harassment. Any expansion of the current sex education mandate should include proper teacher training, appropriate funding and resources, and a comprehensive evaluation of its implementation.**

*Also recommended by Health Working Group*

#### **Recommended Design:**

- Health and sexual education curriculum should be reviewed on a regular basis to ensure that material is relevant to New York City youth and up to date with

medical information, developmental needs and accurate terminology. The following key facets should be included:

- An understanding of gender binaries, the gender spectrum and gender variance, addressing socially constructed and racialized gender norms.
- The incorporation of LGBTQ and TGNC experience
- Discussions on safer sex that includes medical information about both birth control and barriers, including how to access and use gloves, dental dams and condoms
- Challenge the stigmatization of young parents, while providing students with the tools and information they need to prevent unintended pregnancy
- An understanding of the ability of young people in New York State to access sexual and reproductive health care without parental or guardian consent
- The necessity of consent as a foundation for romantic and/or sexual relationships
- Understanding the prevalence of and need to end gender-based and/or homophobic/transphobic violence
- A focus on preventing sexual and/or street harassment
- An understanding of how to report or seek services in response to intimate partner and/or sexual violence
- Increase the number of certified health teachers by allocating the necessary resources for initial training and ongoing professional development.
- Any expansion should incorporate the needs of students with special needs, LEP students and new immigrant communities.

5. **Expand access to arts education for young women and girls in schools, juvenile detention facilities and among community-based organizations serving young women and girls.**

*Recommended by Health Working Group*

Inequity in access to arts education persists. An October 2013 report by the Independent Budget Office reported that Black and Latino students on average have access to 1.3 art rooms and 1.4 music rooms, compared to 2.2 and 2.7, respectively and on average, for White and AAPI students.<sup>215</sup> Arts education programs are important to promoting the wellness of and career possibilities for all young people, and young women and girls who have experienced trauma in particular.

Expanding Student Leadership Development Opportunities

6. **Grow the capacity of community-based organizations providing leadership development opportunities for young women and girls.**

Almost all of the young people participating in YWAC were referred by youth leadership development programs run by community-based organizations, some of which have close relationships with schools, and others of which operate stand-alone youth centers with deep roots in communities. These programs could be scaled up.

Programs could:

- Reinforce social and emotional skills;
- Provide opportunities for experiential learning;

- Incorporate mentoring and service-learning; and
- Provide measurable outcomes that can be communicated to key stakeholders.

### Professional Development for Educators

In order to create positive environments for all young people as outlined above, the City must provide ongoing professional development for all educators.

7. **Work with teacher training programs at CUNY to pilot trainings for educators focused on cultural humility and teaching content from an intersectional feminist lens. Once piloted, this program could be used as a model across other teacher-training institutions.**

The Young Men's Initiative, the DOE, CUNY, CEO and Teach for America have committed to engaging an additional 1,000 men of color to become New York City public school teachers over three years.<sup>216</sup> This dedicated initiative, NYC Men Teach, provides an opportune moment to shape teacher training as a whole, integrating innovative models that are rooted in undoing structural inequity by including training on developing or using curricula that elevates the experiences of youth of color and of all genders.

I often get emails from teachers across the city, and across the country, "I don't understand the language that my students are using..." There's so much language that teachers [just don't know] and young people are left in the hold.

- Service Provider

8. **Work with community-based organizations and teacher-leaders to deliver professional development to faculty across the academic disciplines, focused on undoing implicit bias and teaching from an intersectional feminist lens.**
- Create opportunities for community-based organizations and teacher leaders who have experience in progressive teacher training to help design and deliver professional development.
  - Provide schools with access to funding to use mandatory professional development (PD) sessions for this purpose.
    - The total PD time should, at minimum, equate to the length of a mandatory full semester each school year.
    - Develop a list of community-based organizations and teacher leaders who can deliver these professional development trainings to schools.

### Evaluation & Monitoring

9. **Test a supplemental school climate survey that accompanies the New York City Department of Education's (DOE) current survey to reflect student-driven assessment questions to more accurately evaluate school climate for key indicators identified by youth.**

This supplemental school climate survey could be created using input from high school students and administered by students, as part of a DOE-administered leadership opportunity with partnering community-based organizations.

10. **Convene a Teacher Advisory Council consisting of young people and teacher representatives to oversee the implementation of education-specific recommendations that reports back to the City's Young Women's Initiative.**

This body should be given real decision-making power with a formal structure to ensure that it is integral to implementation.

## Anti-Violence & Criminal Justice

### *Snapshot of the Current Landscape*

In a moment when reforming the criminal justice system and rethinking community-police relationships have been thrust into both the local and national dialogue, the experiences of young cisgender women, transgender women and GNC New Yorkers are often overlooked. Whether through encounters with law enforcement on the streets, in schools, while incarcerated in detention facilities or in the context of responses to calls for assistance, violence and the criminal justice system intersect deeply with young women's lives. Data demonstrate that surviving violence and criminalization remains a regular facet of the lives of young women and girls, especially those of color, in New York City.

The Anti-Violence and Criminal Justice Working Group was tasked with unpacking the current realities experienced by young women and girls given the current landscape of reform, and making recommendations to the City as to where to intervene given the unique and sometimes gender-based realities that young cis women, trans women and GNC individuals face on multiple sides of system-involvement.

### *Police Interactions*

The President's Task Force on 21<sup>st</sup> Century Policing, convened by President Barack Obama in the wake of the deaths of Michael Brown and Eric Garner, released its final report in May of 2015. The report outlines a series of comprehensive recommendations for increasing transparency, accountability and respect for rights and dignity in police interactions. Several of these specifically address or are relevant to young women's experiences of policing,

Many of my clients have police encounters because they're just out in the street.

They're just out in the street, and not because they just want to be bad...but because they may just want to hang out and socialize. In this city where real estate is so expensive, there are fewer and fewer spaces for black, brown, queer, trans, gender non-conforming people to be out in public... The schools are not open late enough for them to hang out after school, just on school property. Community centers are closing all over the place. There aren't enough spaces for kids to just be kids.

- Service Provider

including a recommendation that departments adopt a comprehensive ban on police profiling based on gender, gender identity and sexual orientation alongside race, ethnicity, religion, age, immigration status, disability and housing status, modeled on New York City's groundbreaking Community Safety Act, enacted by the City Council in 2013. Others urge departments to adopt and effectively enforce policies to prevent, detect and ensure accountability for police sexual misconduct, ensure respect for the rights and dignity of LGBTQ and TGNC people during search and seizure, and cease the practice of confiscating and citing condoms as evidence of vice. Finally, the Task Force made recommendations designed to increase transparency and accountability by requiring that police officers identify themselves and provide a reason for initiating law enforcement interactions, and secure objective proof of informed and voluntary consent for searches for which there is no legal basis other than an individual's consent. These recommendations provide a carefully researched and evidence-based blueprint for action at the local level.<sup>217</sup>

**A lot of barriers that came up for me was like my trauma history, going through family violence, and then sexual assault and sexual abuse and then just having nothing to support me to deal with that. Especially as a woman of color and a woman of color in a family with mixed immigration status, like going to any of the institutions is not an option, not an option at all. Yeah. When I was a kid, I was told "Don't talk to the cops because they'll take you away... do you want that?"**

**- Member, Young Women's Advisory Council**

In 2012, after 18 months of negotiations with transgender New Yorkers and organizations who work with the transgender community, the NYPD promulgated a comprehensive set of changes to the Department's Patrol Guide governing interactions with transgender and gender non-conforming New Yorkers. Implementation of these provisions has not yet been independently or formally evaluated.

### *Arrests & Top Ten Charges*

The following chart outlines the number of arrests of women in New York City ages 12 to 24 in 2014<sup>218</sup>:

<b>Age</b>	<b>Number of Arrests in 2014</b>
12	50
13	216
14	372
15	654
16	1,870
17	2,014

18	2,350
19	2,307
20	2,514
21	2,625
22	2,638
23	2,566
24	2,675
Total Arrests of Women Ages 12 - 24 in 2014	22,851

The NYPD reports that the top 10 charges for women ages 12-24 in 2014 are as follows<sup>219</sup>:

Arrest Code Description	Number of Arrests
Larceny, Petit from Open Areas	3,668
Assault 3	3,560
Theft of Services	2,014
Marijuana, Possession 4 & 5	1,541
Assault 2,1	1,298
Larceny, Grand from Open Areas	810
Robbery, Open Areas	697
3Trepass 3, Criminal	668
NY State Laws	520
Prostitution	516

#### *Girls and Women in Custody: Department of Correction*

The New York City Department of Correction (DOC) runs the second largest municipal jail in the United States with an operating capacity of 17,389 beds. The Department operates 14 facilities: ten jails on Rikers Island, four borough houses of detention (Brooklyn, Bronx, Queens, and Manhattan), court pens in each of the five boroughs and two hospital prison wards.<sup>220</sup>

The Rose M. Singer Center on Rikers Island is the primary facility housing detained and sentenced women and adolescents, housing 6.2% of the Island's total population. This facility has capacity for 1,169; a facility census conducted on March 4, 2015 showed 623 inmates were at the Singer Center.<sup>221</sup>

For the calendar year through October 15th, 2015, DOC reported an average daily population (ADP) of 12 female adolescents (16 - and 17- year - olds) and 178 young adult females (ages 18 – 24) in DOC custody. In terms of race, 67% of adolescent females and 60% of young adult females were Black or African American. Thirty-one percent of adolescent females and 26% of females aged 18 to 21 were Hispanic.<sup>222</sup>

Fifty-three percent of the adolescent females and 66% of young adult females had been diagnosed as “Brad H,” meaning they were diagnosed as having a mental illness serious enough to require discharge planning (often due to treatment including one or more medications).<sup>223</sup>

Seven percent of adolescent females and 12% of young adult females self-reported drug use at admission, a figure that is underreported according to DOC.<sup>224</sup>

DOC also reported that in FY15, there were 137 admissions of female adolescents and 1,334 admissions of young adult females. These admissions were made by 114 unique female adolescents and 1,100 unique young adult females.<sup>225</sup>

The mean length of stay (LOS) in FY15 for adolescent and young adult females was 34 days for those admitted when they were adolescents and 38 days for women admitted when aged 18 to 24. For both age groups, the median LOS was five days; in other words, half of all 16-24 year old females admitted to custody are released within five days.<sup>226</sup>

The DOC reports that young women in custody come from the following neighborhoods across the five boroughs:<sup>227</sup>

	<b>Adolescent Females</b>	<b>Young Adult Females</b>
<b>1</b>	East Flatbush	Jamaica
<b>2</b>	Central Harlem/ Morningside Heights	Morrisania
<b>3</b>	Tremont	Fordham
<b>4</b>	Fordham	Bed Stuy/Crown Heights
<b>5</b>	Bushwick/Williamsburg	Bushwick/Williamsburg
<b>6</b>	East Harlem	Northeast Bronx
<b>7</b>	Bed Stuy/Crown Heights	East Harlem
<b>8</b>	Pelham	Tremont
<b>9</b>	Southwest Queens	East Flatbush

<b>10</b>	Mott Haven	Rockaway
<b>11</b>	East New York	Lower East Side
<b>12</b>	Brooklyn Heights/Park Slope	Pelham
<b>13</b>	Fresh Meadows	Southwest Queens
<b>14</b>	Chelsea/Clinton	Inwood/ Washington Heights
<b>15</b>	Forest Hills	East New York

### *Juvenile Detention*

At the national level, the involvement of girls in the juvenile justice system is growing disproportionately at key “determinative points” in the criminal justice process, including the decision to arrest and detain them.<sup>228</sup>

In FY15, 640 juvenile females (ages 15 and below) were admitted to detention (23% of all juveniles admitted to detention). As of October 2015, there were 28 juvenile females in detention (18% of all juveniles in detention).<sup>229</sup>

There are 15 non-secure residential facilities that are operated throughout the five boroughs by organizations that serve this population (ages 15 and below) whose cases are pending in Family Court. New York State mandates that each non-secure facility holds no more than 12 young people at a time. In FY15, 70 juvenile females were admitted to non-secure placement (27% of the juveniles admitted to non-secure placement). As of October 2015, there were 23 juvenile females in non-secure placement (17% of the juveniles in non-secure placement).<sup>230</sup>

### *Alternatives to Detention*

ACS funds a range of community-based programs that provide families with children in the juvenile justice system services to strengthen caretakers’ abilities to offer structure and guidance for youth at-risk of detention.

### *Defense Services*

New York City is solely responsible for providing and funding legal representation for indigent criminal defendants in New York City. The Legal Aid Society is the City’s primary provider of representation in State courts, the sole institutional provider in Richmond County and the City’s only institutional provider of indigent parole revocation defense representation on Rikers Island. The City also has engaged five alternative firms to represent indigent defendants.<sup>231</sup>

## Surviving Violence

The Office of Combat Domestic Violence (OCDV) coordinates the citywide delivery of domestic violence services and works to increase awareness of domestic violence. OCDV operates the New York City Family Justice Centers (FJCs)—one-stop domestic violence service centers that provide vital social services and civil legal and criminal justice assistance under one roof. FJCs are walk-in centers where on-site community-based organizations provide free and confidential services regardless of a client's language, income, immigration status, gender identity or sexual orientation. Services include employment and skills training, mediation and financial counseling. There are four FJCs in New York City; a fifth will open in Staten Island in the Spring of 2016. OCDV's prevention efforts include the Healthy Relationship Training Academy for youth, the Coordinated Approach to Prevent Stalking program and the Human Trafficking Intervention Pilot Program.<sup>232</sup>

OCDV reports that young women and girls age 16-24 experience the highest rate of intimate partner violence.<sup>233</sup> Additionally:

- In the five boroughs, more than 1 in 10 teens report physical violence; 1 in 10 teens report sexual violence in a dating relationship in the past year;<sup>234</sup>
- More than 2 in 10 LGBQ and/or TGNC youth report being physically abused by their partner in the past year.<sup>235</sup>
- One in six women will be victims of sexual violence at least once in her lifetime.<sup>236</sup> For girls of color, direct service providers report that the consequences of sexual violence are often exacerbated by poverty and racial discrimination.<sup>237</sup>
- Approximately 80% of women who are sexually assaulted are assaulted for the first time before the age of 25 and almost half are sexually assaulted by the age of 18.<sup>238</sup>
- OCDV reports that in 2014, there were 282,648 domestic violence incidents in New York City – over 770 a day.<sup>239</sup>
- In 2014, ACS identified 1,405 youth “referred as, self-reported as, or were determined to be sexually exploited” as served through ACS, DYCD and Safe Harbor grantees (via ACS)<sup>240</sup>. Advocates estimate that this is only a small fraction of incidents of sexual exploitation.

In New York City, from 1999 to 2005, women in their 20s experienced higher rates of intimate partner homicide, hospitalizations and emergency department visits than women in other age groups.<sup>241</sup> Reported violence appears to be concentrated among women of color. Black and Latina women had higher rates of intimate partner homicide, hospitalizations and emergency department visits compared to women in other racial/ethnic groups.<sup>242</sup>

Additionally, a 2013 national study conducted by the Vera Institute and the Ms. Foundation noted that children with disabilities are 2.9 times more likely to be victims of sexual abuse when compared with children without disabilities. The likelihood of sexual abuse is higher for children with intellectual or mental health disabilities. Researchers noted that there is a significant lack of prevention efforts geared towards protecting these young people, and public awareness about its prevalence is sorely lacking.<sup>243</sup>

### *Experiences of Violence and Health Outcomes Among Youth in Schools*<sup>244</sup>

The most recent New York City Youth Risk Behavior Survey (YRBS), a tool used by DOE as part of the Centers for Disease Control and Prevention's (CDC) national Youth Risk Behavior Surveillance System, reveals important relationships between behavior and health attributes. One of the most significant relationships involves unintended pregnancy among young people and exposure to violence. Although it has been well documented that unintended pregnancy among young people is associated with a high rate of both partner-violence and partner sexual violence, an evaluation of the most recent YRBS survey results revealed several important trends.

- Among respondents who identified as women and had been pregnant in the last 12 months, 40% experienced partner-violence (i.e. someone who they had a relationship physically hurt them on purpose), and 29% had experienced partner-sexual violence (i.e. someone who they had a relationship with forced them to do something sexual that they did not want to do).<sup>245</sup>
- This is in contrast to females who were not pregnant in the past 12 months, where 9.8% experienced partner-violence, and 10.1% had experienced partner-sexual violence.<sup>246</sup>
- Young women respondents who were unsure if they had been pregnant in the last 12 months also showed a high rate of both partner violence and partner sexual violence, at 22% and 28% respectively.<sup>247</sup>
- Notably, among male respondents who disclosed that they had gotten someone pregnant in the last twelve months, 33.3% had experienced partner violence and 34.7% had experienced partner-sexual violence.<sup>248</sup>
- These rates are significantly high compared to male students who did not get someone pregnant in the last twelve months, where only 7.4% had experienced partner-violence, and 7% had experienced partner-sexual violence.<sup>249</sup>

### *Girls' Experiences of Sexual Violence and Trauma: Linkages to Justice System Involvement*

The US Attorney General's Task Force on Children Exposed to Violence has concluded that childhood trauma is associated with involvement in the juvenile justice system; this connection is strongly rooted in the experience of sexual violence for girls.<sup>250</sup> In their report, *The Sexual Abuse to Prison Pipeline: The Girls' Story*, the Ms. Foundation for Women, the Georgetown Law Center on Poverty and Inequality and the Human Rights Project for Girls revealed that girls who are sent into the juvenile justice system have typically experienced overwhelmingly high rates of sexual violence prior to system involvement.<sup>251</sup>

This link appears to continue even after girls are released. Sexual abuse is one of the strongest predictors of whether a girl will be charged again after release and has a greater impact on girls' re-entry into the system than other risk factors like behavioral problems and prior justice involvement.<sup>252</sup>

### *Implementation of the Prison Rape Elimination Act*

The Prison Rape Elimination Act (PREA) is a federal mandate that seeks to address the detection, prevention, reduction and prosecution of sexual harassment and sexual assault in all correctional facilities and detention facilities across the country.<sup>253</sup>

New York City Correction facilities have faced challenges with PREA implementation. Data from the U.S. Department of Justice shows that 8.6% of inmates at the Rose M. Singer Center reported being sexually victimized, compared to 3.2% of inmates in jails nationwide. Approximately 5.9% of women inmates at the Singer Center reported sexual abuse by a member of the staff.<sup>254</sup>

DOC has recently received federal funding to become PREA compliant.<sup>255</sup>

### *Recent Governmental Action in New York City*

In her State of the City Speech, Speaker Mark-Viverito announced the launch of the Independent Commission on New York City Criminal Justice and Incarceration Reform, chaired by New York's former Chief Judge Jonathan Lippman.

Members of this commission include individuals representing criminal justice reform and advocacy organizations, service providers, the judiciary, former prosecutors, the defense bar, academia, corrections and the business community. This commission is tasked with creating a blueprint for justice in New York City and exploring a more community-based criminal justice model with an eye towards reducing the pre-trial detention population and possibly closing down Rikers Island.

### *Current Investment*

The City Council's current investment in programs and services targeting young women related to Anti-Violence & Criminal Justice are included in Appendix IV.

## **Recommendations**

### Criminal Justice

#### **1. Ensure more proportionate enforcement and penalties for low-level offenses through summons reform and decreasing or eliminating arrests**

Work with the NYPD to implement a policy that focuses on increased use of summonses for low-level offenses, in lieu of placing an individual under arrest or issuing a Desk Appearance Ticket.

- Pass legislation to reduce involvement in the criminal justice system for individuals charged with low-level offenses, including open container, littering and remaining in a park after hours;
- Pass legislation creating an option of issuing a citation for a civil penalty that can be disputed, offers an option for resolution by means other than a monetary judgment, such as community service, includes a provision that

allows for dismissal in the interest of justice, can be resolved online or by mail and considers capping fines for certain offenses at a level that takes into consideration the significant financial burdens on youth and particularly young low-income and homeless individuals;

- Continue to explore expanding summons reform and decreasing or eliminating arrests for additional low-level offenses, including low-level drug and prostitution offenses;
- Call upon New York State to work to reduce penalties and involvement in the criminal justice system for those charged with low-level Penal Law offenses, including disorderly conduct, theft of services, petit larceny, low-level drug possession, trespass and prostitution/loitering for the purposes of prostitution.

2. **Work with the Mayor's Office of Criminal Justice (MOCJ) to expand diversion programs for women in conflict with the law by doing the following:**

- Establishing a task force over the next six months to release recommendations no later than one year after establishment, exploring the design and implementation of a pre-booking diversion program reflecting the principles of Seattle's Law Enforcement Assisted Diversion (LEAD) Program, pre-booking diversion for young women charged with low-level drug and prostitution-related offenses (with the exception of marijuana possession where the policy of the NYPD is not to arrest) and community-based treatment and support services, including housing, health care, job training and mental health support.
- Expanding post-arrest, pre-arraignment diversion opportunities for young women ages 16-24, reflecting the principles of the adjustment model used in Family Court.
- Funding and implementing an evaluation of current post-arrest diversion programs, measuring success in diverting young women from detention and young women's experiences with diversion programs.

3. **Ensure that young women's rights and dignity are respected when interacting with law enforcement by:**

- Requiring the NYPD to promote communication, transparency and accountability in everyday interactions between the NYPD and the public, including by mandating officer identification and ensuring all non-custodial searches not supported by any other legal basis are objectively documented to be based on voluntary and informed consent.
- Ensuring due process, transparency and accountability around property seized during the course of an arrest and

**I think trans women who are arrested should be safe...A lot of these policies are already in place but not implemented. [I want to see New York City] addressing violence faced by trans women of color.**

**- Member, Young Women's Advisory Council**

civil forfeiture; in particular, requiring the annual reporting of the value and outcomes of property seized.

- Developing, enacting and effectively implementing an NYPD policy specifically designed to prevent, detect and ensure accountability for police sexual misconduct against members of the public.
- Continuing to monitor full implementation and enforcement of the PREA in all City correctional facilities, and working with the NYPD to develop a plan for PREA implementation and enforcement in police precincts and central booking facilities.
- Amending the NYPD Patrol Guide to provide specific guidance on how to conduct frisks of women.
- Conducting an audit of implementation of the Patrol Guide provisions amended in 2012 to ensure respect for the rights of TGNC New Yorkers.
- Amending the NYPD Patrol Guide to prohibit the following uses of force against women who appear to be pregnant, or are known to be pregnant: rear handcuffing, physical force to the abdomen, and being taken to the ground face down, unless the officer reasonably believes that such force is necessary to prevent death or serious physical injury to himself, herself, or a third person.
- In addition to race, implementing NYPD training on implicit bias on the basis of gender, sexual orientation, gender identity and expression, religion, immigration status, housing status and age, with particular attention to perceptions about youth in the sex trades.

4. **Conduct a meaningful review of current policies relating to the safe and appropriate housing of transgender women and gender nonconforming people in City detention facilities in collaboration with transgender people and advocates, with special attention to:**

- Ensuring access to safe housing for transgender women and gender nonconforming individuals 16 and older.
- Ensuring that there is more than one location at which transgender women and gender nonconforming people can safely be housed within DOC custody.
- Ensuring that programming is made available to transgender women and gender nonconforming people detained in specialized housing units.
- Ensuring that correctional officers are consistently assigned to the unit who have demonstrated a commitment to ensuring the safety and dignity of transgender women and gender nonconforming people.
- Ensuring respect for the agency of transgender women and gender nonconforming people in determining where they will be most safely housed.
- Ensuring that no individual is placed in administrative segregation for their own safety unless they have explicitly requested such placement.
- Ensuring that the experiences of young transgender women and gender nonconforming people who have been detained under current policies are sought out and addressed.

5. **Comprehensively work towards reducing pretrial detention rates, exploring the transition of young women into community-based detention facilities and creating a community justice model with a view towards closing Rikers Island.**
  - A dedicated focus on women will be essential to the success of the recently-announced Independent Commission on New York City Criminal Justice and Incarceration Reform.

### Anti-Violence

6. **With the guidance of survivors of violence, expand, improve and rebrand Family Justice Centers (FJs) in New York City.**

The Administration should make the following reforms to the operation of the FJs:

- Extend FJs to 24-hour full-service centers, with increased funding to partnering organizations to ensure ability to staff and operate programming.
  - Expand locations to community-based venues that are completely unaffiliated with the criminal legal system and accessible to community members.
  - To make these Centers more appealing for individuals deterred by the name "Family Justice Center" and concerned about on-site law enforcement services, the City should undertake a rebranding and marketing effort to make clear through posters, intake protocol and follow-up contacts that engagement with the criminal legal system is neither a requirement nor a precondition of receiving services at the FJs or at other community-based organizations funded by the City.
  - Ensure consistency of services across all Centers, including services available for victims of intimate partner sexual assault.
  - With the guidance of survivors of violence, rebrand FJs to make them more appealing to individuals seeking services who are otherwise fearful of law enforcement, with a particular focus on engaging young women in any redesign to ensure accessibility and appropriateness of services.
7. **Develop and fund alternative reception centers for young women who may be experiencing violence.**

*See similar recommendation from Health Working Group.*

There are several community-based service providers that operate programs that young women can access to meet their needs and increase safety from violence.

Funding low-threshold, harm reduction-focused, trauma-informed, survivor-centered facilities should be expanded. Such facilities would serve to both prevent and address violence, and should operate free of judgment or presumptions about young women's needs, should be designed by and for young women and center the expertise of young women in determining their needs. They should feature the following:

- A dedicated space for homeless youth to rest, shower and store their belongings;
- Services that demonstrate an ability to accommodate the needs of individuals in mental health crisis and active drug use;
- Services that operate on a social resiliency model, offering peer counseling, open and transparent conflict resolution founded on principles of restorative

- justice, training on de-escalation and building skills with economic potential;
- Services that are available in a range of languages;
  - Childcare for individuals with children who are seeking services;
  - Access to an open kitchen;
  - Counseling on health and reproductive health care services;
  - Access to artistic outlets;
  - Stipends for young people participating in programs;
  - A linked digital platform to facilitate learning about and accessing the center.

Examples of programs that feature some or all of these characteristics include the Mount Sinai Adolescent Health Center and Streetwork at Safe Horizon.

**Adolescents who are vulnerable because they are in foster care, in [the] juvenile justice [system], homeless, sexually exploited, gender non-conforming or any of those issues... [should] design what they would think would be a safe community hub in every single borough that would give them what they need to keep them safe, healthy, and fed... [these facilities should] be driven by what their experience is because I think they know what they want.**

**- Service Provider**

- 8. Invest in a continuum of prevention and intervention services designed to end violence against cis and transgender girls and young women and their LGB and TGNC peers experiencing commercial sexual exploitation or who are engaged in survival sex. Grow capacity to connect young women to safety, justice and opportunity by implementing the following:**

*Recommended by Community Support & Opportunity Working Group*

Preventive programs that could include:

- Non-judgmental, education-based prevention and harm reduction programs that are a regular part of the education young people receive in school as part of a broader curriculum that address gender, sexual violence, consent and healthy relationships;
- Public health programs that train community agencies and health providers to identify sex trafficking and other forms of violence experienced by survivors of sex trafficking or youth engaging in survival sex and to offer non-judgmental services. The programs should equip health providers with resources to make referrals to legal services and community programs as necessary;
- Programs serving survivors of child sexual abuse, as youth involved in foster care and youth with a history of child sexual abuse are among the most vulnerable to sex trafficking and other forms of violence;
- Provide economic and housing supports to youth who trade sex for survival needs out of economic necessity;

- Prevention and harm reduction programs that are specific to youth of trans experience, GNC youth and LGB survivors of trafficking or other forms of violence experienced by people in the sex trades (such as family acceptance and support programs that address the family rejection or poverty that is often the root cause of homelessness);
- Programs administered through community-based organizations that provide support services to undocumented girls and young women and youth of trans experience, GNC youth and LGB youth who may be especially vulnerable to trafficking or other forms of violence experienced by people in the sex trade due to their lack of legal immigration status and work authorization;
- Non-discrimination training for service providers and law enforcement that equip staff to understand stereotypes about girls of color, including those of trans experience, particularly long-standing stereotypes that hyper-sexualize girls of color and construct them as more likely to be engaged in prostitution. These stereotypes make it more likely that girls of color will be seen as troublemakers or perpetrators of crime by law enforcement and other services providers and less likely that they will be seen as victims/survivors of violence.

Intervention programs that:

- Provide safe and non-judgmental intervention services that respond to youth experiencing trafficking or engaged in survival sex as they define themselves, regardless of whether they identify victims or as having entered the sex trade to meet survival needs or by choice;
- Are available to youth of all genders in a manner that affirms their gender identities. Young women and girls of trans experience should be included in programs for girls if that is their choice. Not allowing young women and girls of transgender experience to participate in girls' programs or funding girls' programs that do not have the capacity to respond to the unique developmental needs of adolescent girls of trans experience furthers a pattern of misgendering trans youth. Programs for all genders should have training in place to provide affirming and developmentally appropriate services to youth regardless of gender identity, sexual orientation and other factors such as ability, race and ethnicity;
- Programs must address both the trauma inherent in trafficking and the economic factors that both cause and exacerbate sex trafficking or make youth vulnerable to coercion, force or violence in the sex trade;
- Are not conditioned on cooperation with a law enforcement investigation;
- Are flexible in meeting the needs of youth who experience trafficking, coercion or violence in connection with involvement in the sex trade by, for example, keeping foster homes and beds in specialized programs available for youth when they leave without permission so that they are available should youth decide to return to placement within a reasonable period of time;
- Are strengths-based and focused on building on positive experiences for youth (such as access to recreational activities or meaningful employment), rather than solely addressing the adversities that lead to trafficking or survival sex, or medicalizing

- or pathologizing youth who have experienced trafficking or survival sex;
- Provide specialized training and support to foster parents so that they can effectively respond to the unique needs of youth who have been commercially exploited or identify as having entered the sex trade by force, to meet survival needs or by choice. Currently foster parents may refuse to take girls who have been exploited or involved in survival sex or give up on placements pre-maturely because of lack of support;
  - Provide comprehensive, specialized and culturally competent sexual, reproductive and mental health services for youth who have been involved in commercial sexual exploitation or survival sex regardless of whether they identify as exploited or having entered the sex trade through coercion, to meet survival needs or by choice. Pediatric needs of these youth vary in important ways from standard Pediatric care, particularly as it relates to sexual and reproductive health needs.

**I would say that the City should deprioritize the arrest of prostitution charges. Because they're either treated as a criminal or a trafficking victim and some women are engaging in survival sex. The trafficking courts are a better step but they're still policing women's bodies.**

**- Member, Young Women's Advisory Council**

Peer-led harm reduction and support that employ, center the leadership of and invest in the resilience of commercially sexually exploited youth:

- Young women and girls of color and LGBTQ/TGNC youth who have been commercially sexually exploited or engaging in survival sex often face profound discrimination and stigma in accessing healthcare, social service and law enforcement systems. Service providers note that youth who have experienced commercial sexual exploitation tend to feel most comfortable accessing services that are delivered in part by peers who have gone through similar experiences.
9. **Reduce criminalization of survivors of violence by:**
- Working with District Attorneys to sponsor frequent warrant forgiveness events to clear up summons warrants without fear of arrest.
  - Establishing a task force within six months, to report out within a year of establishment, to review mandatory arrest policies in the context of responses to domestic violence.
  - Ensuring a full ban on the confiscation or citation of possession or presence of condoms as evidence of any prostitution-related offense.
10. **Improve responses to violence for survivors who are immigrant women by working with the NYPD to:**
- Ensure that the NYPD uses a telephonic interpretation service or certified live interpreters as a first resort and documents attempts to access such interpreters.

Police officers should only serve as interpreters as a last resort, in situations where an individual is in imminent danger.

- Align internal criteria for issuing U Nonimmigrant Status certifications and T Nonimmigrant Status declarations with the minimum standards set in federal regulations, and make such criteria publicly available.
- Make funding available to anti-violence organizations to ensure 24-hour access to telephonic interpretation and increase the number of trained and certified interpreters who can respond to calls for assistance.

**11. Enhance HRA and OCDV's work within the DOE to better identify teen dating violence victims and connect them to services when needed. Additionally, prioritize funding for community-based mediation, peer support and bystander intervention programs designed specifically for young survivors to prevent and address violence without engaging the criminal legal system.**

*Also recommended by Education Working Group*

- Expand the NYC Relationship Abuse Prevention Program (RAPP), which brings to middle schools and high schools prevention classes, intervention counseling, staff development and training and community outreach;
- Expand the NYC Healthy Relationship Academy, training young people in a range of settings citywide on how to develop healthy relationships;
- Develop best practices for a school's response to teen dating violence and other forms of intimate partner violence that affects students, staff and families in the school community.
- Prioritize programs similar to the Audre Lorde Project's Safe Outside the System program, Day One, CURE, CONNECT and A Call to Men that:
  - Take a public health rather than a criminal justice approach to violence;
  - Train peers and credible messengers to detect, prevent and interrupt violence;
  - Are culturally specific, competent and include practices that affirm access to all young survivors in need;
  - Involve young women in their design and implementation; and
  - Offer peer programs that connect survivors of violence for mutual support and act for change.

## Gaining Traction and Forging Ahead

The Young Women's Initiative represents an ongoing commitment from government to focus resources and efforts on improving the lives of young women and girls, particularly those of color. Encouragingly, there is similar traction at the local and national level.

In June of 2015, by way of Executive Order, Mayor Bill de Blasio established the Commission on Gender Equity. This body is charged with achieving economic mobility and social inclusion of all New Yorkers, particularly women and girls, and ensuring their public safety. The Commission aims to:

- Serve as an advisory group to the Mayor on initiatives and methods to achieve the goals of the Mayor's platform to reduce inequality, with a focus on gender-based inequality;
- Advocate for women, girls, transgender and intersex residents and support programs to remove barriers to full participation in all areas of women's personal and work lives;
- Study the nature and extent of both the intentional and unintentional discrimination that women face in the City of New York, and impacts on the economic, civic and social well-being of women;
- Make recommendations to the Mayor regarding legislative or executive action to improve the lives of women;
- Educate the public about women's issues; and
- Support and work collaboratively with the network of organizations in the public and private sectors working to expand opportunities for women

Speaker Melissa Mark-Viverito and Dr. Danielle Moss Lee, Co-Chair of the Young Women's Initiative, are serving as Commissioners on this body.<sup>256</sup>

In New York State, in addition to securing an increase in the minimum wage, Governor Andrew Cuomo and legislative leaders successfully negotiated the creation of a paid family leave program. Beginning January 2018, most workers in New York will be able to take up to twelve weeks of paid family leave<sup>257</sup> to care for a new child or sick family member. New York State is the fourth state in the country to create a paid family leave program, and the first state to offer twelve weeks of leave.

In November 2014, the White House Council on Women and Girls released a report, *Women and Girls of Color: Addressing Challenges and Expanding Opportunities*, which outlined key accomplishments and continued priorities aimed at bridging racial and gender outcome gaps across the areas of education, economic security and health. Additionally, in 2015, 27 public U.S. women's foundations, along with the Women's Funding Network, announced Prosperity Together, a five-year, \$100 million funding initiative to create opportunities and break down barriers to women's economic security across the United States.<sup>258</sup>

The New York City Council will convene an advisory committee on the Young Women's Initiative to monitor YWI's progress. Additionally, the Commission on Gender Equity will work with the Young Women's Advisory Council (YWAC) to further the work of the Gender Equity Commission.

The Young Women's Initiative marks an important moment whereby government committed to prioritizing the needs of young women and girls. The New York City Council and the Administration look forward to reviewing the recommendations contained in this report and continuing to partner with communities to build upon this work.



## APPENDIX I: GLOSSARY OF TERMS

<b>Government Agencies Referenced in Report</b> <sup>259</sup> <i>(listed alphabetically)</i>	
<b>Administration for Children's Services (ACS)</b>	The Administration for Children's Services (ACS) protects and ensures the well-being of New York City's children and families. ACS investigates child abuse and neglect reports, provides contract preventive services and provides direct foster care and adoption services. The Agency also administers the City's Head Start sites and enrolls children in child care programs through contracted providers or child care vouchers. Additionally, ACS also provides services to improve the lives of children and families involved in the New York City's juvenile justice system, including detention, alternative to detention, placement and preventative programs and services.
<b>Board of Corrections (BOC)</b>	The NYC Board of Correction (BOC) establishes and ensures compliance with minimum standards regulating conditions of confinement and correctional health and mental health care in all City correctional facilities. The Board monitors conditions in the City's jails, investigates serious incidents, evaluates the performance of the Department of Correction, reviews inmate and employee grievances and makes recommendations for correctional planning.
<b>Center for Economic Opportunity (CEO)</b>	The Center for Economic Opportunity (CEO) implements innovative ways to reduce poverty in New York City. CEO works with City agencies to design and implement evidence-based initiatives aimed at poverty reduction and manages an Innovation Fund through which it resources City agencies to implement these initiatives. CEO oversees rigorous evaluation of each program to determine which are successful in demonstrating results towards reducing poverty and increasing self-sufficiency.
<b>Center for Innovation through Data Intelligence (CIDI)</b>	The Center for Innovation through Data Intelligence (CIDI) is a data intelligence team within the Office of the Deputy Mayor for Health and Human Services (HHS). CIDI establishes partnerships that can leverage the analytical resources of the City of New York through an innovative inter-agency research agenda.
<b>City Commission on Human Rights (CCHR)</b>	The New York City Commission on Human Rights is charged with the enforcement of the Human Rights Law. CCHR also educates the public about their rights and encourages positive community relations.
<b>City University of New York (CUNY)</b>	The City University of New York (CUNY) is the largest urban university in the United States, serving more than 400,000 students.

<b>Civilian Complaint Review Board (CCRB)</b>	The Civilian Complaint Review Board (CCRB) is an independent body that takes and investigates complaints from people alleging police misconduct.
<b>Comptroller</b>	The City Comptroller is responsible for conducting performance and financial audits of all City agencies and serves as a fiduciary to the City's five public pension funds totaling nearly \$140 billion in assets; provides comprehensive oversight of the City's budget and fiscal condition; reviews City contracts for integrity, accountability and fiscal compliance; manages the fair, efficient and effective resolution of claims; ensures transparency and accountability in the prevailing wage rate-setting process and vigorously enforces prevailing wage and living wage laws; and promotes innovative policies that enhance City government's efficiency, integrity and performance for all New Yorkers.
<b>Department of Citywide Administrative Services (DCAS)</b>	The Department of Citywide Administrative Services (DCAS) ensures that City agencies have the critical resources and support needed to provide the best possible services to the public. Specifically, DCAS supports City agencies' workforce needs in recruiting, hiring and training City employees; provides overall facilities management for many public buildings; purchases, sells and leases real property; purchases, inspects and distributes supplies and equipment; establishes, audits and pays utility accounts that serve more than 4,000 buildings; and implements energy conservation programs throughout City facilities.
<b>Department of Consumer Affairs (DCA)</b>	The Department of Consumer Affairs (DCA) licenses, inspects, and educates businesses, mediates complaints, educates consumers about their rights and safe banking products, and offers free financial counseling and tax preparation.
<b>Department of Correction (DOC)</b>	The Department of Correction (DOC) provides for the care and custody of persons accused of crimes or convicted and sentenced to one year or less of jail time. DOC manages 12 inmate facilities, 9 of which are located on Rikers Island. In addition, the Department operates two hospital Prison Wards (Bellevue and Elmhurst hospitals) and court holding facilities in Criminal, Supreme, and Family Court in each borough.

<b>Department of Cultural Affairs (DCLA)</b>	The Department of Cultural Affairs (DCLA) ensures that cultural activities are an integral part of New York City's civic and economic life by providing support, advocacy and technical assistance for the City's cultural community. DCLA's constituency consists of the 34 City-owned cultural institutions comprising the Cultural Institutions Group (CIG) and more than 1,500 other not-for-profit organizations. DCLA also provides donated materials for arts programs offered by public schools and cultural and social service groups and commissions works of public art at City-funded construction projects.
<b>Department of Education (DOE)</b>	The New York City Department of Education (DOE) is the largest system of public schools in the United States, serving about 1.1 million students in over 1,700 schools.
<b>Department of Health and Mental Hygiene (DOHMH)</b>	The Department of Health and Mental Hygiene (DOHMH) protects and promotes the health and mental well-being of all New Yorkers.
<b>Department of Homeless Services (DHS)</b>	The mission of the Department of Homeless Services (DHS) is to prevent homelessness when possible and to provide short-term, emergency shelter for individuals and families who have no other housing options available.
<b>Department of Housing Preservation and Development (HPD)</b>	Using a variety of preservation, development, and enforcement strategies, the Department of Housing Preservation and Development (HPD) strives to improve the availability, affordability and quality of housing in New York City. As the nation's largest municipal housing agency, HPD works with private, public, and community partners to strengthen neighborhoods and enable more New Yorkers to become homeowners or to rent well-maintained, affordable housing.
<b>Department of Probation (DOP)</b>	DOP helps build stronger and safer communities by expanding opportunities for probation clients to seek meaningful education, employment, health services, family engagement and civic participation.
<b>Department of Youth and Community Development (DYCD)</b>	The Department of Youth and Community Development (DYCD) was created in 1996 to provide the City of New York with high-quality youth and family programming. DYCD's central task is administering available City, State and federal funds to effective community-based organizations.
<b>District Attorney (DA)</b>	Pursuant to Article 13, section 13 of the State Constitution, District Attorneys are constitutional officers elected every four years. Section 927 of the County Law imposes upon District Attorneys the duty to protect the public by investigating and prosecuting criminal conduct in the counties in which they hold office.

<b>Economic Development Corporation (EDC)</b>	The New York City Economic Development Corporation (EDC), a nonprofit organization operating under contract with the City of New York, is the City's primary vehicle for economic development services. EDC serves as a catalyst for public and private initiatives that promote the City's long-term vitality. Through affordable financing, tax exemptions and low-cost energy programs, EDC helps City businesses gain the competitive edge they need to meet their short- and long-term goals.
<b>Equal Employment Practices Commission (EEPC)</b>	The Equal Employment Practices Commission (EEPC) is an independent City agency composed of a Chair and four other members, all appointed for staggered four year terms. The Commission is responsible for monitoring the equal employment programs, practices, policies, and procedures of all local government agencies that are funded in whole or in part by the City or have a majority of board members who are appointed by the Mayor.
<b>Human Resources Administration (HRA)</b>	The Human Resources Administration (HRA) works to end poverty and income inequality in New York City by connecting New Yorkers in need with a variety of essential services such as SNAP benefits and Cash Assistance.
<b>Independent Budget Office (IBO)</b>	The Independent Budget Office (IBO) provides non-partisan budgetary, economic and policy analysis for New York City residents and elected officials, and increases the visibility of the budget process.
<b>Mayor's Office for People with Disabilities (MOPD)</b>	The Mayor's Office for People with Disabilities (MOPD) works with City agencies to assure that the voice of the disabled community is represented and that City programs and policies address the needs of people with disabilities.
<b>Mayor's Office of Contract Services (MOCS)</b>	The Mayor's Office of Contract Services (MOCS) supervises and sustains the procurement activities of New York City's agencies.
<b>Mayor's Office of Criminal Justice (MOCJ)</b>	The Mayor's Office of Criminal Justice (MOCJ) facilitates cooperation and partnerships among the agencies and actors involved in crime-fighting and criminal justice in New York City. MOCJ works to ensure the fair and efficient functioning of the City's criminal justice system in New York City.
<b>Mayor's Office of Immigrant Affairs (MOIA)</b>	The Mayor's Office of Immigrant Affairs (MOIA) works to ensure that all immigrant New Yorkers are part of the City and have access to justice. MOIA also advocates for continued immigration reform at all levels of government in order to eliminate inequities that impact New York's immigrant communities.

<b>Mayor's Office of Operations (OPS)</b>	The Mayor's Office of Operations oversees the daily operations of City agencies, provides them with technical assistance and consulting services, and coordinates the streamlining and restructuring of City government.
<b>Mayor's Office of Workforce Development (WKDEV)</b>	WKDEV is responsible to coordinate workforce with economic development in all five boroughs, to create a real time connection to businesses to ensure their needs are met, and to effectively connect those New Yorkers seeking workforce services to quality jobs with opportunities for advancement.
<b>Mayor's Office to Combat Domestic Violence (OCDV)</b>	The Mayor's Office to Combat Domestic Violence (OCDV) operates the NYC Family Justice Centers, formulates policies and programs, monitors service delivery and performs outreach to raise awareness about domestic and interpersonal violence.
<b>New York City Council</b>	The New York City Council monitors the operation and performance of City agencies, makes land use decisions and approves the City's budget. As the legislative body, the Council also makes and passes the laws governing the City. The Council is an equal partner with the Mayor in the governing of New York City.
<b>New York City Fire Department (FDNY)</b>	As first responders to fires, public safety and medical emergencies, disasters and terrorist acts, FDNY protects the lives and property of New York City residents and visitors.
<b>New York City Housing Authority (NYCHA)</b>	The New York City Housing Authority (NYCHA) provides affordable housing to nearly 420,000 low- and moderate-income City residents in 345 housing developments with 180,000 apartments in the five boroughs. Through federal rent subsidies (Section 8 Leased Housing Program), NYCHA assists over 87,500 families in locating and renting housing in privately owned buildings. In addition, NYCHA provides social services for its residents through 112 community centers and 42 senior centers.
<b>NYC Health + Hospitals (H+H)</b>	NYC Health + Hospitals (H+H) is public health care network of hospitals, nursing homes, community health centers and a home care agency, focused on primary and preventive care for all New Yorkers regardless of ability to pay.
<b>NYC Service</b>	NYC Service promotes volunteerism, engages New Yorkers in service, builds volunteer capacity and mobilizes the power of volunteers and service year members to impact the City's greatest needs.

<b>NYC Young Men's Initiative (YMI)</b>	The NYC Young Men's Initiative (YMI) is a cross-agency enterprise that is culmination of 18 months of work, begun when New York City committed to finding new ways to tackle the crisis affecting its young Black and Latino men. The City pledged to invest a combination of public and private funds to support new programs and policies designed to address disparities between young Black and Latino men and their peers across numerous outcomes related to education, health, employment and the criminal justice system.
<b>Office of the Inspector General for the NYPD (OIG-NYPD)</b>	The Office of the Inspector General for the NYPD (OIG-NYPD) is charged with investigating, reviewing, studying, auditing and making recommendations relating to the operations, policies, programs and practices of the New York City Police Department (NYPD).
<b>Police Department (NYPD)</b>	The Police Department (NYPD) is committed to providing, with the utmost integrity and respect, a safe and secure environment for the public. The personnel assigned to the Department's 76 precincts, 12 Transit Districts, nine Housing Police Service Areas and other investigative and specialized units, protect life and deter crime while responding to emergency calls and impartially enforcing the law.
<b>Terminology</b> <i>The following is a non-exhaustive list of terminology that is used frequently in this report. Some of these terms are clarified further in the "Framework" section of this document.</i>	
<b>Ability Status</b>	Refers to a person's physical and mental or cognitive abilities. "Disability" is defined by a physical impairment, medical impairment or mental/ psychological impairment. This status can shift over the course of a person's life.
<b>Cisgender</b>	An adjective denoting or relating to a person whose identity conforms with the gender that corresponds to their sex assigned at birth, i.e, someone who is not transgender. <sup>260</sup>
<b>Class/Classism</b>	"Classism is the systematic oppression of subordinated class groups, held in place by attitudes that rank people according to economic status, family lineage, job status, level of education, and other divisions. One's race can be a major determinant of one's social or economic class. The variables of race and class, though closely connected, each need distinct attention." <sup>261</sup>

<b>Cultural competency</b>	"Cultural competence is a set of congruent behaviors, attitudes, and policies that come together in a system, agency or among professionals and enable that system, agency or those professions to work effectively in cross-cultural situations." <sup>262</sup>
<b>Cultural humility</b>	Cultural humility embraces "a lifelong commitment to self-evaluation and self-critique...a desire to fix power imbalances where none ought to exist... [and] aspiring to develop partnerships with people and groups who advocate for others." <sup>263</sup>
<b>Ethnicity</b>	"A socially constructed grouping of people based on culture, tribe, language, national heritage, and/or religion. It is often used interchangeably with race and/or national origin, but should be instead considered as an overlapping, rather than identical, category." <sup>264</sup>
<b>Equity</b>	"Fairness and justice and focuses on outcomes that are most appropriate for a given group, recognizing different challenges, needs, and histories. It is distinct from diversity, which can simply mean variety (the presence of individuals with various identities). It is also not equality, or "same treatment," which doesn't take differing needs or disparate outcomes into account. Systemic equity involves a robust system and dynamic process consciously designed to create, support and sustain social justice." <sup>265</sup>
<b>Gender</b>	"An individual's actual or perceived gender identity, self-image, appearance, behavior, or expression, whether or not that gender identity, self-image, appearance, behavior or expression is different from that traditionally associated with the sex assigned at birth." <sup>266</sup>
<b>Gender expression</b>	"The representation of gender as expressed through, for example, one's name, choice of pronouns, clothing, haircut, behavior, voice, or body characteristics. Gender expression may not be distinctively male or female and may not conform to traditional gender-based stereotypes assigned to specific gender identities." <sup>267</sup>
<b>Gender identity</b>	"One's internal deeply-held sense of one's gender which may be the same or different from one's sex assigned at birth. One's gender identity may be male, female, neither or both, e.g., non-binary. Everyone has a gender identity. Gender identity is distinct from sexual orientation." <sup>268</sup>

<b>Gender non-conforming</b>	"An adjective sometimes used to describe someone whose gender expression differs from traditional gender-based stereotypes. Not all gender non-conforming people are transgender. Conversely, not all transgender people are gender non-conforming." <sup>269</sup>
<b>Immigration Status</b>	A person's documentation status with regard to their citizenship, migration history or nationality.
<b>Intersectionality</b>	"A theory that seeks to examine the ways in which various socially and culturally constructed categories interact on multiple levels to manifest themselves as inequality in society. Intersectionality holds that the classical models of oppression within society, such as those based on race/ethnicity, gender, religion, nationality, sexual orientation, class, or disability do not act independently of one another; instead, these forms of oppression interrelate creating a system of oppression that reflects the 'intersection' of multiple forms of discrimination." <sup>270</sup>
<b>Race</b>	"While often assumed to be a biological classification based on physical and genetic variation, racial categories do not have a scientific basis. However, the consequences of racial categorization are real, as the ideology of race has become embedded in our identities, institutions, and culture, and is used as a basis for discrimination and racial profiling. How one is racialized is a major determinant of one's socioeconomic status and life opportunities." <sup>271</sup>
<b>Sexual Assault</b>	"Sexual assault is when any person forces someone to participate in a sexual act when they either did not want to or did not have the capacity to give consent." <sup>272</sup>
<b>Sexual Harassment</b>	"Sexual harassment is a broader construct of sexual assault in that primarily involves unwanted sexual advances, requests for sexual favors, or other inappropriate verbal or physical conduct." <sup>273</sup>
<b>Transgender</b>	"An adjective used to describe someone whose gender identity or expression is not typically associated with the sex assigned at birth. It can be used to describe people with a broad range of identity or expression. Someone who identifies their gender as androgynous, gender queer, non-binary, gender non-conforming, MTF (male to female), or FTM (female to male) may also consider themselves to be transgender." <sup>274</sup>

**APPENDIX II: YOUNG WOMEN'S INITIATIVE LEADERSHIP**Steering Committee Members: Working Group Co-Chairs  
(listed alphabetically by last name)

- **Young Women's Advisory Council**  
Cherno Biko – Media Activist, Artist, Public Speaker  
Gloria Malone, Founder - TeenMomNYC  
Amanda Matos, Founder - The WomanHOOD Project  
Nala Simone Touissant, Co-Founder, Trans Women of Color Collective<sup>275</sup>
- **Health**  
Angela Diaz, Director, Mount Sinai Adolescent Health Center  
Octavia Lewis, Transgender Health Activist  
Haydee Morales, Executive Director - Casita Maria Center for Arts and Education
- **Economic & Workforce Development**  
Angie Kamath, Executive Director - Per Scholas  
Alicia Guevara, Executive Director (former) - Year Up<sup>276</sup>
- **Community Support & Opportunity**  
Dillonna Lewis, Co-Executive Director – Welfare Rights Initiative  
Lindsay Rosenthal, Gender Justice Fellow and Senior Program Associate – Vera Institute for Justice
- **Education**  
Nadia Lopez, Principal - Mott Hall Bridges Academy  
Cidra Sebastien, Associate Executive Director – The Brotherhood/Sister Sol
- **Anti-Violence & Criminal Justice**  
Rukia Lumumba, Director of Youth Programs - CASES  
Lisa O'Connor, Deputy Program Officer - Safe Horizon<sup>277</sup>  
Andrea Ritchie, Soros Justice Fellow
- **Data Working Group**  
Kimberlé Crenshaw, Executive Director - African American Policy Forum  
Stephanie Gendell, Associate Executive Director for Policy and Government Relations – Citizens' Committee for Children

Steering Committee Members: At Large  
(listed alphabetically by last name)

- Jessica Gonzalez-Rojas, Executive Director - National Latina Institute for Reproductive Health
- Jennifer Jones-Austin, Executive Director - Federation of Protestant Welfare Agencies
- Melanie Hartzog, (Former) - Children's Defense Fund<sup>304</sup>
- Heather McGee, Executive Director – DEMOS
- Monique Morris, Co-Founder - National Black Women's Justice Institute, Inc.
- Carol Robles-Roman, Executive Director - Legal Momentum
- Farah Tanis, Executive Director, Black Women's Blueprint
- Opal Tometi, Executive Director - Black Alliance for Just Immigration
- Miriam Yeung, Executive Director - National Asian Pacific American Women's Forum

## Council Members

(listed alphabetically by last name)

- Council Member Laurie Cumbo  
Chair, Women's Issues Committee; Co-Chair of Women's Caucus
- Council Member Elizabeth Crowley  
Chair, Fire and Criminal Justice Services Committee; Former Co-Chair of Women's Caucus
- Council Member Julissa Ferreras-Copeland  
Chair, Finance Committee
- Council Member Helen Rosenthal  
Chair, Contracts Committee; Co-Chair of Women's Caucus
- Council Member Darlene Mealy  
Chair, Civil Rights Committee; Former Co-Chair of Women's Caucus

## Young Women's Advisory Council (YWAC)

(listed alphabetically by last name)

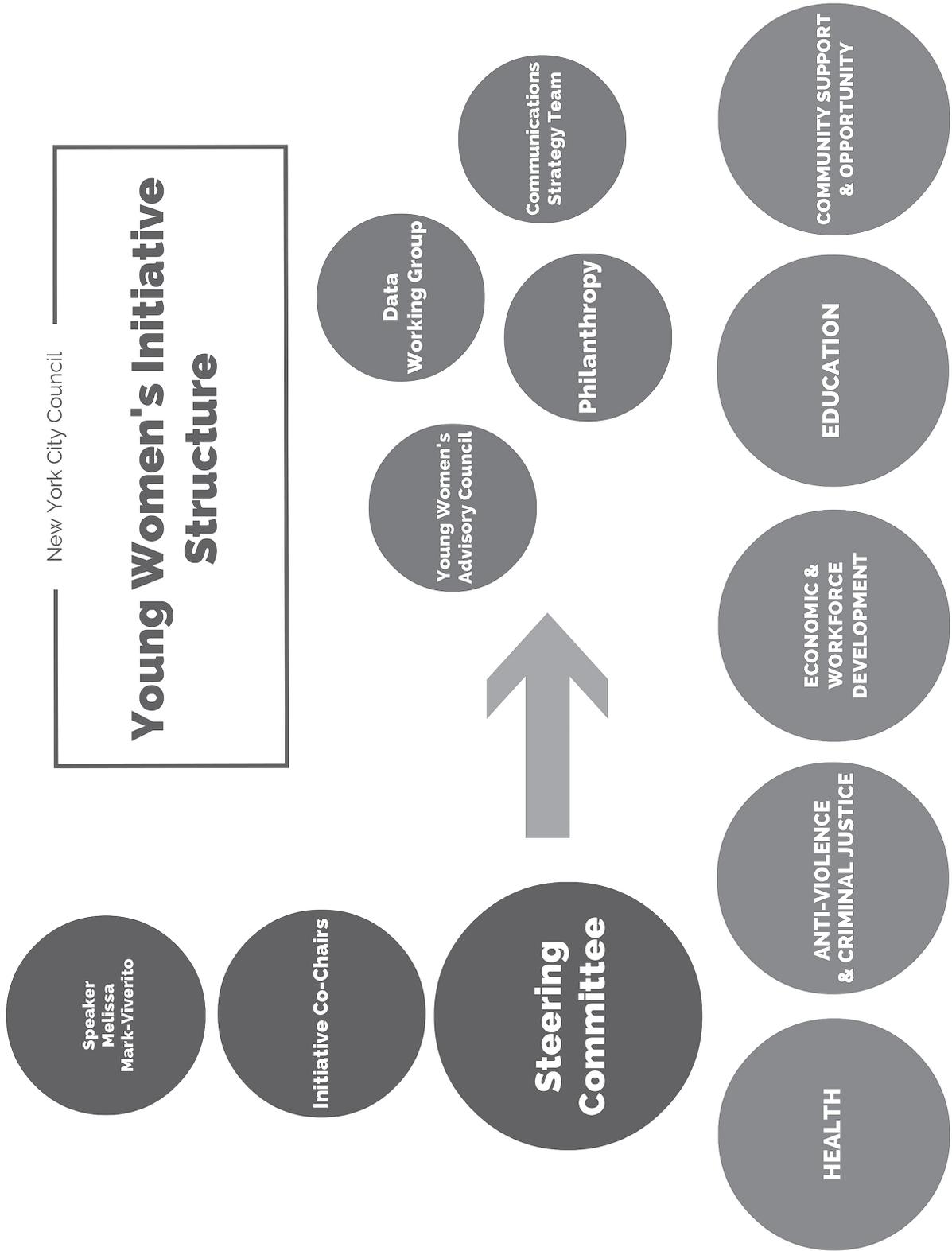
- **Young Women's Advisory Council Co-Chairs**

Cherno Biko  
Gloria Malone  
Amanda Matos  
Nala Simone Touissant

- **Young Women's Advisory Council Members**

Angelique Beluso  
Tiffany Berruti  
Ariadne Billy  
Celeste Bond  
Brittany Brathwaite  
Shatia Burks  
Sen Lin Cai  
Rachel Candelaria  
Percy Carter  
Alexandra Crawford  
Lea Jean Francois  
Desiree Fuller  
Kristen Gonzalez  
Heleya Gray  
Ariana Hammonds  
Sharone Holloman  
Prabjoot Lally  
Kashmira McCallister  
Elanie Paredes  
Samantha Ramirez  
Hyunhee Shin  
Jadayah Spencer

### APPENDIX III: YOUNG WOMEN'S INITIATIVE STRUCTURE & WORKFLOW



New York City Council

# Young Women's Initiative Workflow



**APPENDIX IV: CURRENT NEW YORK CITY COUNCIL INITIATIVES**  
**Currently Funded Programs and Services**  
**Targeting Young Women and Girls in New York City**

*Health*

The Council currently funds the following initiatives related to Health:

**Initiative:** American-Italian Cancer Foundation (Speaker's Initiative to Address Citywide Needs)

**Funding:** \$25,000

**Target Population:** Women

**Description:** Funds support the provision of the free mammograms and breast exams to disadvantaged women

**Initiative:** Bailey House

**Funding:** \$125,000

**Target Population:** All

**Description:** This allocation supports services that will improve the overall health and well-being of people served by Bailey House, a mental health clinic in East Harlem, which has been designated as a Medically Underserved Area/Population, as well as a primary care and Mental Health Professional Shortage Area by the U.S Health resources and Services Administration. The clinic is one of the only community-based mental health clinics in the area and will expand Bailey House's current mental health services to comprehensively address the needs of its surrounding community. The initiative will sustain substance abuse and risk reduction services for hundreds of individuals living with HIV/AIDS.

**Initiative:** Adolescent Portable Therapy Program

**Funding:** \$250,000

**Target Population:** Youth at risk for probation violation

**Description:** This allocation supports the Adolescent Portable Therapy (APT) treatment program, which provides substance abuse and mental health treatment to youth at risk for probation violation.

**Initiative:** New York University Mobile Dental Van

**Funding:** \$268,000

**Target Population:** Youth in public schools

**Description:** This allocation supports New York University College of Dentistry's Mobile Dental Van Program and Pediatric Dental Clinic, which helps medically underserved children citywide.

**Initiative:** Healthy Women, Healthy Future

**Funding:** \$300,000

**Target Population:** Expectant mothers and women of childbearing age

**Description:** This allocation supports an array of doula services to expectant mothers and women of childbearing age. This funding supports the following: (1) birth doula care; (2) postpartum doula care; (3) program oversight including doula care coordination, training coordination, technical assistance and capacity building for all five Boroughs; (4) program evaluation, focus groups and surveys of doulas and program participants; and (5) doula training whereby doulas will be trained as birth and/or post-partum doulas.

**Initiative:** Family Planning

**Funding:** \$350,000

**Target Population:** Teenagers

**Description:** This allocation to Planned Parenthood of New York City (PPNYC) supports reproductive health and pregnancy prevention services for uninsured and high-risk teens and wholly supports Teen Advocates, a PPNYC peer education program promoting sexual and reproductive health in targeted zip codes that have high sexually transmitted infections (STIs) and teen pregnancy rates.

**Initiative:** Callen Lorde Health Center

**Funding:** \$500,000

**Target Population:** Uninsured patients

**Description:** This allocation will support the provision of comprehensive care and treatment in four specific areas for the uninsured patients: women's health; screening and treatment of sexually transmitted infections, including HIV / AIDS; adolescent services; and senior services.

**Initiative:** Sports Training and Role Models for Success (STARS) Initiative

**Funding:** \$1,000,000

**Target Population:** Youth (girls)

**Description:** This allocation represents a restoration of \$1 million from FY15. The Sports Training and Role Models for Success (STARS) Initiative offers afterschool programming promoting physical activity, healthy living and wellness for elementary, middle and high school girls.

**Initiative:** LGBTQ Youth All-Borough Mental Health Initiative

**Funding:** \$1,000,000

**Target Population:** LGBTQ Youth

**Description:** This allocation supports mental health care for LGBTQ youth across New York City, in partnership with key agencies in all five boroughs. The aim of this initiative is to support comprehensive services to strengthen the safety net for vulnerable LGBTQ youth, particularly youth of color; youth in immigrant families and homeless youth who are court involved.

**Initiative:** Sports & Arts in Schools Foundation (SASF)

**Funding:** \$1,000,000

**Target Population:** Youth

**Description:** This allocation represents a restoration of \$1 million from FY15. The Sports & Arts in Schools Foundation offers school-based, high quality athletic and art activities to New York City public school students.

**Initiative:** HIV/AIDS Communities of Color-baseline

**Funding:** \$1,225,000

**Target Population:** Those at-risk of contracting HIV and those people living with HIV/AIDS (PLWHAs), as well as communities of color at high risk for contracting HIV, particularly men who have sex with men (MSMs) under 30, young women of color and/or substance users.

**Description:** This allocation awards contracts for two categories. The first category supports programs that provide outreach, rapid testing or rapid testing referral, linkage to care for PLWHA, supportive services and mental health screenings. The second category supports programs that make male and female condoms readily available and free of charge to high risk groups, particularly young MSMs and young women of color, with preference given to providers who distribute condoms in non-traditional settings such as bars and beauty salons.

**Initiative:** Obesity Prevention

**Funding:** \$1,300,000

**Target Population:** Children

**Description:** This allocation supports a number of obesity prevention programs that provide nutrition and wellness education and promote physical fitness to curb and prevent obesity in young New Yorkers.

**Initiative:** HIV/AIDS Faith Based Initiative-baseline

**Funding:** \$1,500,000

**Target Population:** Varied

**Description:** This allocation represents funding for prevention, education, outreach, advocacy and support services. This funding is directed to local religious institutions and community based organizations that demonstrate an ability to engage vulnerable populations and to connect them to care.

**Initiative:** Immigrant Health Initiative

**Funding:** \$1,500,000

**Target Population:** Immigrant population

**Description:** This funding focuses on decreasing health disparities among foreign born New Yorkers by improving access to health care, addressing cultural and language barriers and targeting resources and interventions.

**Initiative:** Court-Involved Youth Mental Health Initiative

**Funding:** \$1,900,000

**Target Population:** Court-Involved youth and families

**Description:** This allocation supports programs that: assess the mental health needs of juveniles' in the arrest process, engage families of court-involved youth through family counseling, respite services and other evidence-based practices; and connect community-based providers to other non-governmental organizations that have familiarity with the Courts, Administration for Children's Services, Department of Correction and other relevant City and State agencies.

**Initiative:** Infant Mortality Reduction

**Funding:** \$2,500,000

**Target Population:** Expectant mothers and women of childbearing age

**Description:** This allocation promotes women's health before, during and after pregnancy and works in areas with the highest infant mortality rates to improve maternal and child health outcomes through a network of community-based providers offering a range of interventions: outreach, referrals, workshops, case management and peer education.

**Initiative:** HIV Prevention - Behavioral Interventions-baseline

**Funding:** \$2,716,000

**Target Population:** High risk negatives and newly diagnosed positives

**Description:** This allocation restores funding for contracts for evidenced-based behavioral individual and group level interventions.

**Initiative:** HIV/AIDS Services-End the Epidemic-NEW

**Funding:** \$3,900,000

**Target Population:** Varied

**Description:** This allocation represents funding for prevention, education, outreach and services that support Ending the Epidemic, a statewide plan to decrease new HIV infections to 750 by the year 2020.

**Initiative:** CHAMPS

**Funding:** \$125,000

**Target Population:** Middle school students

**Description:** The C.H.A.M.P.S. program helps to improve fitness levels and overall health of middle school students by increasing opportunities to engage in physical activity. It promotes health-related fitness through before - and after-school sports programs in more than 200 middle schools in all boroughs.

**Initiative:** New York Junior Tennis League

**Funding:** \$800,000

**Target Population:** Youth

**Description:** This allocation represents a restoration of \$800,000 from FY15. The New York Junior Tennis League offers a number of citywide programs, including the School Time Tennis Program, the Community Tennis Program, the Early Morning Winter Program, the Advanced Tennis Team and various educational programs.

**Initiative:** Small Schools Athletic League

**Funding:** \$1,000,000

**Target Population:** High school athletes

**Description:** This allocation represents a restoration of \$875,000 and an enhancement of \$125,000 to support funding for sports in public high schools in the Small Schools Athletic League. Funding will be allocated by the DOE SSAL.

**Initiative:** Fund for Long Acting Reversible Contraception

**Funding:** \$365,000

**Target Population:** Women

**Description:** Will go towards providing Long-Acting Reversible Contraceptives (LARCs) at no cost to clients who are uninsured, ineligible for Medicaid, or otherwise lacking the resources to pay out of pocket. Funding may be used to cover applicable LARC service fees or to purchase LARCs, using the Title X Family Planning Program, the 340B Drug Pricing Program or any other cost-saving programs available.

### *Economic & Workforce Development*

The Council currently funds the following initiatives related to Economic & Workforce Development:

**Initiative:** NYC Digital Inclusion and Literacy Initiative

**Funding:** \$750,000

**Target Population:** Seniors, youth and immigrant communities

**Description:** This allocation represents a restoration of \$750,000 from FY 2015, as well as an enhancement of \$270,000. The NYC Digital Inclusion and Literacy Initiative seeks to address disparities in access to the Internet and increase digital literacy across the City, with programs available in every Council District.

**Initiative:** hackNY

**Funding:** \$100,000

**Target Population:** Job seekers and students at the City's colleges and universities seeking technology related internships and jobs

**Description:** hackNY connects jobseekers with opportunities at local technology companies and will serve as an important bridge between the City's colleges and universities and the technology industry.

**Initiative:** Bottomless Closet (Speaker's Initiative to Address Citywide Needs)

**Funding:** \$25,000

**Target Population:** Women

**Description:** Provides New York City women with assistance in transitioning from unemployment and public assistance to work, providing interview attire, resume and interview preparation, professional development, financial management and personal enrichment.

**Initiative:** CUNY Technical Apprenticeship Program

**Funding:** \$50,000

**Target Population:** CUNY students in computer science and related courses

**Description:** This allocation represents a restoration of \$50,000 from FY 2015, supporting supplemental targeted classroom and lab instruction to prepare CUNY students to join the City's technology workforce.

**Initiative:** Workforce Development-Queens Tech Education

**Funding:** \$65,000

**Target Population:** New York City residents

**Description:** This pilot workforce development program brings technology education courses to City University of New York (CUNY) campuses in Queens to train residents in skills that will help secure jobs in the City's tech sector.

**Initiative:** Murphy Institute Center for Worker Education

**Funding:** \$100,000

**Target Population:** New York City residents, government agencies and institutions

**Description:** This allocation represents a restoration of \$100,000 from FY 2015 to provide access to education for working adults and training for New York City union members.

**Initiative:** Green Jobs Corps Program

**Funding:** \$120,000

**Target Population:** Unemployed young adults living in public housing

**Description:** This initiative enables Green City Force to expand the Clean Energy Corps, through which unemployed young adults living in public housing earn stipends and train for careers and college while simultaneously addressing City climate action and sustainability goals. Funds will support training, MetroCards and uniforms for young NYCHA residents enrolled in GCF's fulltime service program, as well as a youth summit.

**Initiative:** Non-Traditional Employment for Women (Speaker's Initiative to Address Citywide Needs)

**Funding:** \$175,000

**Target Population:** Women

**Description:** NEW prepares low-income women for careers that provide prosperity and security. As the construction industry rebounds, NEW will expand recruitment in low-income neighborhoods, increase access to skilled trades careers and target employment of local residents on construction projects.

**Initiative:** Women's Housing and Economic Development Corporation (WHEDCo)

**Funding:** \$210,000

**Target Population:** Home-based childcare providers

**Description:** This allocation represents a restoration of \$210,000 from FY 2015 to support WHEDCo's Home-Based Childcare (HBCC) Training Institute, which provides training, technical assistance and home visits to childcare providers who are low-income, minority and immigrant women with limited education attainment.

**Initiative:** MWBE Leadership Associations

**Funding:** \$600,000

**Target Population:** Minority and women-owned businesses

**Description:** Funding provides a range of services including guidance on government contracting for potential or City-certified Minority and Women-Owned Businesses (MWBEs); assistance in connecting MWBEs to potential customers; aid in the development of bids and proposals; assistance in securing project financing and bonding; and the promotion and marketing of the City's MWBE program.

**Initiative:** Ghetto Film School (GFS) Accelerator Program Model

**Funding:** \$625,000

**Target Population:** Young media producers from all five boroughs

**Description:** This funding supports a market-based accelerator program for 150 GFS alumni and other qualified young media producers a year, providing advanced training, professional development and job placement.

**Initiative:** Big Brothers and Big Sisters of New York City

**Funding:** \$850,000

**Target Population:** Youth

**Description:** This allocation represents a restoration of \$400,000 from FY 2015, as well as an enhancement of \$450,000. Funds support the provision of mentoring services to New York City youth. Many participants are disabled, pregnant or parenting, immigrants, or have been detained by law enforcement. Funds also contribute to the provision of educational support and training for other youth organizations across the five boroughs.

**Initiative:** Bridge to Tomorrow

**Funding:** \$1,150,000

**Target Population:** Job candidates at Workforce One Centers without a high school diploma or the equivalent

**Description:** The Bridge to Tomorrow program funds DOE staff at Workforce One Centers to provide GED assessments, preparation and testing to clients.

**Initiative:** Create New Technology Incubators

**Funding:** \$1,400,000

**Target Population:** Technology entrepreneurs

**Description:** This initiative will launch new technology incubators in the outer boroughs to support technology entrepreneurs and promote future growth in these areas.

**Initiative:** NYC YouthBuild

**Funding:** \$2,100,000

**Target Population:** Youth

**Description:** This allocation represents a restoration of \$2.1 million from FY 2015 to support YouthBuild sites in New York City. YouthBuild is a comprehensive education, training, service and leadership development program that gives young adults who have left high school without a diploma the opportunity to transform their life prospects and become responsible, contributing adults.

**Initiative:** Year Round Youth Employment Program

**Funding:** \$12,000,000

**Target Population:** Youth

**Description:** This allocation of \$12,000,000 supports the creation of the YearRound Youth Employment Program, providing year-round afterschool employment and professional development opportunities to more than 6,000 youth across the City.

**Initiative:** Summer Youth Employment Program (SYEP)

**Funding:** \$21,000,000

**Target Population:** Youth

**Description:** This allocation of \$21 million expands the Summer Youth Employment Program (SYEP) by more than 13,000 slots to a total of 54,000 slots.

**Initiative:** Young Women's Leadership Network, Inc (Speaker's Initiative to Address Citywide Needs)

**Funding:** \$100,000

**Target Population:** Young women

**Description:** (TYWLS) provides a high-quality education to 2,200 girls at five nationally recognized, college preparatory, public middle and high schools. Twenty one high-need public high schools will benefit from a full-time CBI counselor who will provide early college and career awareness, college application, financial aid and enrollment support to more than 11,700 students.

**Initiative:** MOUSE

**Funding:** \$275,000

**Target Population:** Public school students

**Description:** Making Opportunities for Upgrading Schools and Education (MOUSE) prepares and supports students by providing training for middle school and high school students in technology, digital media and computer science.

## *Community Support & Opportunity*

The Council currently funds the following initiatives related to Community Support & Opportunity:

**Initiative:** Discretionary Child Care

**Funding:** \$12,082,540

**Target Population:** Low-income children and families

**Description:** This allocation provides funding for child care programs that did not receive an EarlyLearn contract or sufficient child care slots from the Administration.

**Initiative:** Priority 5 Vouchers

**Funding:** \$4,400,000

**Target Population:** Low-Income families with school-aged children

**Description:** This allocation enhances baselined funding for Priority 5 child care vouchers for low-income families with school-aged children.

**Initiative:** Women in Need, Inc. (Speaker's Initiative to Address Citywide Needs)

**Funding:** \$125,000

**Target Population:** School-age children

**Description:** To support the agency's enhanced Children's Services, which provides preschoolers, school-age children and youth affected by homelessness and substance abuse with educational support and prevention services. Homelessness and substance abuse can have detrimental effects on families, with children feeling the effects the most acutely. Women in Need, Inc. (WIN) offers school-age children ongoing educational support, both after school and through a summer education program.

**Initiative:** Citywide Homeless Prevention Fund

**Funding:** \$820,000

**Target Population:** Potentially homeless individuals and families

**Description:** This allocation represents a restoration for a homelessness prevention program that provides emergency grants to families in crisis at risk of eviction in order to keep them in their homes and avoid the shelter system.

**Initiative:** Children and Families in NYC Homeless System

**Funding:** \$1,000,000

**Target Population:** Children and families living in homeless shelters

**Description:** This allocation will support six organizations to provide innovative, specialized services in all five boroughs to children and families in homeless shelters that incorporate trauma-informed care, evidence-based practices, aftercare programs, comprehensive case management and other strategies to prevent child maltreatment in high-risk cases.

## Education

The Council currently funds the following specific initiatives related to Education:

**Initiative:** NYC Youth Council

**Funding:** \$349,654

**Target Population:** Youth

**Description:** This allocation of \$350,000 supports the NYC Youth Council, mirroring the New York City Council by recruiting, selecting and engaging 51 Junior Council Members from among City high school sophomores, juniors and seniors to represent 51 Council Districts in one-year terms.

**Initiative:** NASA Globe Program

**Funding:** \$130,000

**Target Population:** All New York City school children

**Description:** This allocation supports NASA's Global Learning Observations to Benefit the Environment (GLOBE) program in 22 schools across New York City. This allocation also aims to expose more Black and Latino students to STEM programming and to positively impact the professional pipeline for youth into these careers.

**Initiative:** LGBT Students' Liason

**Funding:** \$200,000

**Target Population:** All New York City school children

**Description:** This allocation supports the DOE in hiring a dedicated staff person as the LGBT liaison for schools to specifically address the needs of LGBT youth, intersectionality of race, sexual orientation and gender identity. This allocation will also support additional professional development for public school teachers through the Lambda Literary Foundation.

**Initiative:** STEM-Teachers College

**Funding:** \$250,000

**Target Population:** Public school teachers

**Description:** This allocation will support a pilot program to be conducted by Teacher's College which will focus on ten schools-five elementary and five middle schools. This initiative will serve low-income students to help them better incorporate technology in the classroom.

**Initiative:** Student Voter Registration Day

**Funding:** \$343,840

**Target Population:** Youth

**Description:** This allocation of \$343,840 supports the Student Voter Registration Day Initiative, which will increase youth voter registration with broad-based, nonpartisan outreach to schools, students and school communities in each Council District.

**Initiative:** YMCA - The Y After School Program

**Funding:** \$350,000

**Target Population:** Youth

**Description:** This allocation represents a restoration of \$350,000 from FY2015. In addition to supplementing what students have learned in school, the YMCA After School Academy allows students to participate in interactive learning models that engage critical thinking skills, get assistance with homework from trained YMCA staff, develop social skills and form lasting friendships that enhance development, growth and self-confidence.

**Initiative:** Creative Arts Team

**Funding:** \$372,000

**Target Population:** At-risk youth in pre-kindergarten and above

**Description:** This allocation represents a restoration of \$200,000 from FY2015, as well as an enhancement of \$172,000. The Creative Arts Team challenges at-risk youth with participatory drama workshops and residencies that foster important learning skills and positive social development. Programs are grade and age appropriate and serve a variety of student populations, including pre-kindergarten through twelfth grade, english speakers of other languages, special education, college students and alternative schools.

**Initiative:** City Council Merit-Based Scholarships - FIT

**Funding:** \$375,000

**Target Population:** First-year and sophomore students at the Fashion Institute of Technology (FIT) who graduated from a New York City high school and entered within a year of high school completion with a CAA of 80 or higher.

**Description:** This allocation provides scholarships of \$400 per semester to eligible FIT students during the 2015-2016 academic year.

**Initiative:** Chess in the Schools

**Funding:** \$400,000

**Target Population:** Public school students and teachers

**Description:** This allocation supports Chess in the Schools, Inc., which offers chess classes during the school day, school chess clubs and the Project Chess initiative that trains teachers to teach chess and launch chess education programs.

**Initiative:** Community Schools

**Funding:** \$475,000

**Target Population:** Students at participating schools and the communities in which the schools are located

**Description:** This funding supports a restoration of \$250,000 and an enhancement of \$225,000 for Community Schools. Community partners will work with participating schools to create strategies that will tie specific health and social services directly to the needs of students and their families and communities.

**Initiative:** Child Mind Institute

**Funding:** \$500,000

**Target Population:** Public school teachers

**Description:** This funding supports the Child Mind Institute's Teacher-Child Interaction Training (TCIT) program. The program aims to provide teachers in public schools with a specific set of skills so they can better manage disruptive behaviors in the classroom.

**Initiative:** Center for Puerto Rican Studies

**Funding:** \$970,000

**Target Population:** Individuals interested in Puerto Rican culture and heritage

**Description:** This allocation represents a restoration of \$970,000 from FY 2015 supporting the archiving, preservation and research of Puerto Rican culture at Hunter College.

**Initiative:** Dominican Studies Institute

**Funding:** \$970,000

**Target Population:** Individuals interested in Dominican culture and heritage

**Description:** This allocation represents a restoration of \$970,000 from FY 2015, supporting the archiving, preservation and research of Dominican culture at City College.

**Initiative:** MS Extra

**Funding:** \$1,550,000

**Target Population:** Middle school students in 20 high-needs middle schools

**Description:** This allocation supports an extended school day in 20 middle schools, which includes intense literacy training for high needs students.

**Initiative:** Dropout Prevention and Intervention Initiative

**Funding:** \$1,595,000

**Target Population:** New York City public school students at risk of dropping out

**Description:** This allocation supports dropout prevention and intervention programs. Contracted providers offer a range of student support, school restructuring and professional development services.

**Initiative:** Restorative Justice Program

**Funding:** \$2,400,000

**Target Population:** Schools with high suspension rates

**Description:** This allocation will support the implementation of a pilot restorative justice program that will change the culture of the chosen 15 schools' approach to school disciplinary policies.

**Initiative:** The After-Three Corporation (TASC)

**Funding:** \$3,000,000

**Target Population:** Youth

**Description:** This allocation represents a restoration of \$3 million from FY 2015. The After School Corporation's (TASC's) After-Three Initiative serves afterschool programs in Council Districts across the five boroughs to provide students with access to high quality arts, athletics and academic programs that help them stay engaged in school, develop social skills and experience work-expanding enrichment activities.

**Initiative:** Cultural Immigrant Initiative

**Funding:** \$3,187,500

**Target Population:** Individuals interested in various immigrant cultures

**Description:** These funds support cultural organizations to provide programming focused on the cultural history or traditions of an immigrant community in New York City. This initiative would increase access to unique cultural offerings that focus on immigrant heritages.

**Initiative:** Urban Advantage

**Funding:** \$3,500,000

**Target Population:** Public school teachers and staff

**Description:** This allocation represents a restoration of \$3.5 million to the Urban Advantage Science Education program, which is a unique collaboration of seven science oriented institutions to provide professional development for middle school science teachers and school - and class-based resources and assist middle school students in completing State mandated exit projects and requirements.

**Initiative:** Cultural After-School Adventure (CASA)

**Funding:** \$8,160,000

**Target Population:** Youth

**Description:** This funding supports after-school programs that are in partnership with cultural programs and institutions to provide arts enrichment citywide.

**Initiative:** COMPASS Slot Restoration

**Funding:** \$9,886,800

**Target Population:** Youth (elementary school)

**Description:** This allocation restores more than 3,400 Comprehensive Afterschool System (COMPASS) program slots across four boroughs. Programs will provide afterschool and summer programming to elementary school-aged children.

**Initiative:** City Council Merit-Based Scholarships

**Funding:** \$17,000,000

**Target Population:** First-year and sophomore CUNY students who graduated from a New York City high school and entered within a year of graduation.

**Description:** This allocation provides scholarships of \$400 per semester to eligible CUNY students during the 2015-2016 academic year.

*Anti-Violence & Criminal Justice*

The Council currently funds the following initiatives related to Anti-Violence & Criminal Justice:

**Initiative:** Prisoners' Rights Project

**Funding:** \$750,000

**Target Population:** Rikers Island Prisoners and their families

**Description:** Funding provides support costs for the legal representation of prisoners and their families at Rikers Island, and provides for a dedicated staff person to answer the Prisoners' Rights Project hotline. This dedicated staff person will ensure that during business hours, prisoners and their families are able to reach legal help in real time. This will allow for a more effective response to emergency situations including those related to medical issues, which can be life-threatening.

**Initiative:** Legal Services for the Working Poor

**Funding:** \$1.775 million

**Target Population:** Low-income individuals requiring civil legal assistance

**Description:** This allocation represents a restoration of \$1.525 million and an enhancement of \$200,000. This funding supports civil legal services for the working poor, including: assistance in preventing eviction and foreclosure; improvement of living conditions and removal of hazardous housing conditions in their homes; housing code enforcement actions; organization and representation of tenants groups; help in obtaining emergency grants and benefits to avoid homelessness; assistance for family members in getting appropriate disability benefits such as SSD or SSI; immigration assistance; protection from workplace abuses, such as harassment and violation of fair wage and hour laws; consumer protections from creditors; representation of domestic violence victims; and assistance with recovering illegal rents and other improper rent charges.

**Initiative:** Initiative to Address Sexual Assault

**Funding:** \$600,000

**Target Population:** Victims of sexual assault

**Description:** This allocation represents a restoration of \$300,000 and an enhancement of \$300,000. Funding will support four community-based organizations that provide sexual assault-related services and programs.

**Initiative:** Girl Be Heard Institute (Speaker's Initiative to Address Citywide Needs)

**Funding:** \$50,000

**Target Population:** Young women

**Description:** Funding is used for: 1) Weekly Girls Be Heard Community Workshops, which provide a creative safe space for girls to heal from bullying, domestic violence, self-harm and more through writing and performance; 2) GBH Girl Advocates Program, whose members will receive special training and a stipend to serve as mentors and advocates for their peers, connecting them to resources to promote their emotional and mental health as part of a formalized peer support network; and 3) GBH Public Performances, which produce award-winning theatrical works written and performed by the participants to raise awareness of pressing social issues, engage audiences and promote reflection and change.

**Initiative:** The Arab-American Family Support Center, Inc. (Speaker's Initiative to Address Citywide Needs)

**Funding:** \$50,000

**Target Population:** Survivors of sexual and domestic violence

**Description:** Funding is used to support the Anti-Violence Program (AVP), providing culturally and linguistically competent prevention and intervention services to survivors of sexual and domestic violence.

**Initiative:** Battered Women's Resource Center (Speaker's Initiative to Address Citywide Needs)

**Funding:** \$50,000

**Target Population:** Women

**Description:** Funding is used to improve the criminal justice, child welfare and housing systems for survivors of domestic violence. Funding will support the analysis of domestic violence policy, documentation of failure of policy and education/outreach in the community.

**Initiative:** Dominican Women's Development Center, Inc. (Speaker's Initiative to Address Citywide Needs)

**Funding:** \$50,000

**Target Population:** Women

**Description:** To continue the vital services offered by the Anti-Domestic Violence Program Nuevo Amanecer/New Dawn and to hire an additional counselor to meet the increased demand. Nuevo Amanecer is a comprehensive domestic violence program created to empower Latina women who are victims of domestic violence to gain control of their lives.

**Initiative:** Violence Intervention Program, Inc. (Speaker's Initiative to Address Citywide Needs)

**Funding:** \$100,000

**Target Population:** Women

**Description:** To provide domestic violence and sexual assault awareness and education to women, by disseminating information and providing educational workshops about domestic violence in both English and Spanish.

**Initiative:** Legal Services for Domestic Violence Victims

**Funding:** \$350,000

**Target Population:** Domestic violence victims

**Description:** Groups funded under this initiative will provide comprehensive legal services and information to victims of domestic violence appearing in court.

**Initiative:** Legal Information for Families Today (LIFT)

**Funding:** \$485,000

**Target Population:** Persons requiring information in Family Court

**Description:** This funding will provide LIFT with the necessary resources to operate its Family Court legal information and support programs that serve over 30,000 New Yorkers annually. LIFT's supported programs include its Education and Information sites; LIFT's Family Legal Center located in the Family Court buildings in each of the five boroughs; and telephone, email and live chat hotlines.

**Initiative:** CONNECT, Inc. Community Empowerment Program

**Funding:** \$600,000

**Target Population:** Domestic violence victims and impacted communities

**Description:** This funding supports the Community Empowerment Program (CEP) operated by CONNECT. CONNECT provides domestic violence education, outreach, technical assistance and training to community and school-based organizations.

**Initiative:** Anti-Gun Violence Initiative: Art a Catalyst for Change

**Funding:** \$720,000

**Target Population:** Community members touched by gun violence in select neighborhoods and designated precinct areas

**Description:** This allocation supports the use of art as a means to engage, organize and mobilize communities in public awareness and conflict mediation surrounding gun violence.

**Initiative:** Child Advocacy Centers

**Funding:** \$748,000

**Target Population:** Child victims of physical and sexual abuse

**Description:** This allocation represents a restoration of \$500,000 and an enhancement of \$248,000 to support operating costs at the Child Advocacy Centers (CACs). CACs work hand-in-hand with law enforcement and child protective services to coordinate and expedite the investigation and prosecution of cases of child sexual abuse. Working with specially trained physicians and representatives from ACS, the New York City Police Department (NYPD,) and the District Attorney's Office, the CACs help sexually abused children and their families navigate the criminal justice and social services systems. The CACs also provide short-term counseling, information and referrals for children and families not involved in current investigations.

**Initiative:** Supports for Human Trafficking Victims

**Funding:** \$750,000

**Target Population:** Victims of human trafficking

**Description:** Funding is used to support non-profit organizations that provide services to victims of human trafficking in the City's five human trafficking courts. Defendants and victims in human trafficking courts will be offered mental health, educational, immigration and employment counseling services.

**Initiative:** Immigrant Battered Women's Initiative

**Funding:** \$1,000,000

**Target Population:** Domestic violence victims

**Description:** This allocation represents a restoration of \$1 million that will support the operating cost of Sanctuary for Families expanding its reach and scope of services provided to domestic violence victims and their families.

**Initiative:** Juvenile Robbery Intervention Program**Funding:** \$1,000,000

Target Population: At-risk youth

**Description:** This allocation supports the expansion of the Juvenile Robbery Intervention Program (J-RIP). J-RIP, which is presently implemented in Brownsville and East Harlem, is a program whereby a group of police officers and detectives engage in intense interactions with juveniles who have been arrested for serious crimes. The NYPD also partners with non-profits to provide social services to the juveniles and their respective families.**Initiative:** Anti-Gun Violence Initiative - Violence Prevention, Conflict Mediation and Youth Development**Funding:** \$1,240,000**Target Population:** Community members touched by gun violence in select neighborhoods and designated precinct areas**Description:** This allocation provides supportive, therapeutic and mental health services to community members touched by gun violence in select neighborhoods.**Initiative:** Bail Fund**Funding:** \$1,400,000**Target Population:** Low-level misdemeanor offenders**Description:** Funding supports the operational and administrative costs for a new charitable bail fund.**Initiative:** Unaccompanied Minors and Families**Funding:** \$1,500,000**Target Population:** Children and families in removal proceedings**Description:** Funding for this initiative focuses primarily on providing counsel for children in removal proceedings. The organizations will provide direct representation, leverage high quality pro bono representation, and offer social services to children appearing on the Juvenile and Surge Dockets in the New York City Immigration Court, with the goal of ensuring due process for minors who are struggling to maneuver the immigration system alone. An enhancement of \$500,000 for this initiative will go towards providing services to adults with children. This funding will allow the service providers to expand capacity and provide this vulnerable and relief-eligible population with critical legal services. Funding will help to ensure that adults and their children have access to critical educational, health and mental health services, and, ultimately, the opportunity to become fully integrated members of our community.**Initiative:** Anti-Gun Violence Initiative - City Council Employment Program**Funding:** \$1,500,000**Target Population:** Community members touched by gun violence in select neighborhoods and designated precinct areas**Description:** This allocation supports the expansion of the New York City Crisis Management's City Council Employment Program.

**Initiative:** Alternatives to Incarceration (ATIs)

**Funding:** \$4,432,000

**Target Population:** Defendants facing incarceration, including youth, women and individuals with mental illness and/or substance abuse issues

**Description:** This allocation represents a restoration of \$4.1 million and an enhancement of \$332,000. Alternative-to-Incarceration (ATI) programs provide intermediate sanctions, such as community service and substance abuse counseling, that judges can use as an alternative to pre-trial detention, a sentence in jail or prison for eligible defendants. In addition, ATI programs provide a range of rehabilitative services for defendants and allow jail beds to be made available for more violent offenders who pose a threat to the community.

**Initiative:** Domestic Violence and Empowerment (DoVE) Initiative

**Funding:** \$4,680,000

**Target Population:** Domestic violence victims

**Description:** This allocation represents a restoration of \$4 million and an enhancement of \$680,000. The allocation for the DoVE initiative will support the neighborhood-based provision of domestic violence services in New York City. The funds will be used to support community based organizations that provide prevention and empowerment workshops, comprehensive service referrals and legal advocacy to victims of domestic violence. Safe Horizon will administer this program and provide technical assistance to the providers.

1. African American Policy Forum, *Why We Can't Wait: Women of Color Urge Inclusion in "My Brother's Keeper"*, (2014), available at <http://www.aapf.org/recent/2014/06/woc-letter-mbk>. Multiple contributors.
2. Kenneth Lovett, *NY First to Enact Obama's "My Brother's Keeper" Program*. *NY Daily News* (April 4, 2016), available at <http://www.nydailynews.com/news/politics/ny-enact-obama-brother-keeper-program-article-1.2587149>.
3. Data provided by the NYC Department of Health and Mental Hygiene to NYC Council, Oct 2015.
4. Public Advocate Letitia James, *Policy Report: Advancing Equal Pay in New York City - An Analysis of the Gender Wage Gap in New York City's Workforce* (2016), available at [http://pubadvocate.nyc.gov/sites/advocate.nyc.gov/files/opa\\_pay\\_equity\\_report\\_final\\_040916.pdf](http://pubadvocate.nyc.gov/sites/advocate.nyc.gov/files/opa_pay_equity_report_final_040916.pdf).
5. Administration for Children's Services *Report on Youth in Foster Care, Discharge Outcomes of Foster Care Youth, CY 2015, (2015)*, available at <http://www1.nyc.gov/assets/acs/pdf/data-analysis/2016/Reportonyouth-infostercare.pdf>.
6. Susan Leicher, *Blueprint for Investing in Girls and Young Women* (The New York Women's Foundation) (2015), available at [http://www.nywf.org/wp-content/uploads/2014/11/final\\_vftf\\_9-24\\_full-report\\_single-pages.pdf](http://www.nywf.org/wp-content/uploads/2014/11/final_vftf_9-24_full-report_single-pages.pdf).
7. Malika Saada Saar et al., *The Sexual Abuse to Prison Pipeline: The Girls' Story* (Human Rights Project for Girls; Georgetown Law Center on Poverty and Inequality; Ms. Foundation for Women) (2015), available at [http://rights4girls.org/wp-content/uploads/r4g/2015/02/2015\\_cop\\_sexual-abuse\\_layout\\_web-1.pdf](http://rights4girls.org/wp-content/uploads/r4g/2015/02/2015_cop_sexual-abuse_layout_web-1.pdf).
8. YWI chose this age range because many youth services New York City engage people up to the age of 24, particularly those administered by DYCD (the Summer Youth Employment Program (SYEP), the Young Adult Internship Program, (YAIP), etc.). Additionally, the New York City Young Men's Initiative focused on young men of color up to age 24, particularly in its inception.
9. These disparities are reflective of the population of the five boroughs and may not exactly reflect disparities in outcomes in other parts of the country.
10. Since 2012, members of the NYC Council have participated in Participatory Budgeting (PB), a process allowing residents (regardless of immigration status; residents as young as 14 can participate) the opportunity to determine how public funds should be spent on capital-eligible projects. In its fifth cycle, over half of the City Council participated in PB in 2016. More information about PB is available at <http://labs.council.nyc/pb/>
11. Kimberlé Crenshaw, *Mapping the Margins: Intersectionality, Identity Politics, and Violence Against Women of Color*, 43 *Stanford Law Review* 1241–1299, 1241–1299 (1991).
12. Amanda Waters & Lisa Asbill, *Children, Youth & Families News: Reflections on Cultural Humility* (American Psychological Association) (2013), available at <http://www.apa.org/pi/families/resources/newsletter/2013/08/cultural-humility.aspx>.

13. Race Reporting Guide (Race Forward: The Center for Racial Justice Innovation) (2015), available at [https://www.raceforward.org/sites/default/files/Race%20Reporting%20Guide%20by%20Race%20Forward\\_V1.1.pdf](https://www.raceforward.org/sites/default/files/Race%20Reporting%20Guide%20by%20Race%20Forward_V1.1.pdf).
14. Participating organizations were initially identified by the City Council with input from the Initiative and Working Group Co-Chairs.
15. Christine D'Onofrio et al., *The CEO Poverty Measure, 2005 - 2013: An Annual Report from the Office of the Mayor* (2015), available at [http://www.nyc.gov/html/ceo/downloads/pdf/ceo\\_poverty\\_measure\\_2005\\_2013.pdf](http://www.nyc.gov/html/ceo/downloads/pdf/ceo_poverty_measure_2005_2013.pdf).
16. *Id.* at p. 5
17. *Id.* at p. 9
18. *Id.* at p. 9
19. *Id.* at p. 43
20. *Id.* at p. 24
21. In their convening process, the Community Support & Opportunity Working Group noted that an expanded concept of family will make City services more culturally responsive, particularly for girls and young women of color. Working group members noted that women and girls of color form families and support systems, and therefore share resources, in ways that do not match the ways in which anti-poverty and means-tested programs conceptualize reality.
22. Christine D'Onofrio et al., *The Status of Women in Poverty Using Alternative Poverty Measures: New York City's Local Area Estimate* (2012), available at <http://www.iariw.org/papers/2012/donofriopaper.pdf>.
23. *Id.* at p. 6
24. Diana M Pearce, *Overlooked and Undercounted: The Struggle to Make Ends Meet in New York City* (2014), available at [http://www.cityharvest.org/images/uploads/site/nyc2014sss\\_full.pdf](http://www.cityharvest.org/images/uploads/site/nyc2014sss_full.pdf). Prepared for the Women's Center for Education and Career Advancement; with support from The United Way of New York City, The New York Community Trust, and City Harvest
25. The Self-Sufficiency Standard does not include expenses such as entertainment, extracurricular activities, restaurant or take-out food, or credit card and loan payments.
26. The 2014 Standard separates Brooklyn into "Northwest Brooklyn" and "Brooklyn Excluding Northwest Brooklyn" and Manhattan into "North Manhattan" and "South Manhattan."
27. *Overlooked and Undercounted: The Struggle to Make Ends Meet in New York City* supra note 27 at p. 16.

28. Id. at p. 16.

29. There have been important recent developments to attempt to adjust means-tested programs such as the Supplemental Nutrition Assistance Program (SNAP) to better meet the needs of New Yorkers and to help individuals and families move towards self-sufficiency. New York State's 2016 Executive Budget increased the eligibility limits for SNAP benefits from 130% of the federal poverty level (\$31,525 for a family of four in 2015) to 150% (\$36,375 for a family of four in 2015), estimating that an additional 750,000 households across the State would be eligible for benefits. This change would deliver an estimated \$688.5 million in additional federal SNAP benefits to New Yorkers, with an estimated economic impact of \$1.27 billion. More available at [https://www.governor.ny.gov/sites/governor.ny.gov/files/atoms/files/2016\\_State\\_of\\_the\\_State\\_Book.pdf](https://www.governor.ny.gov/sites/governor.ny.gov/files/atoms/files/2016_State_of_the_State_Book.pdf), p. 173.

30. The CEO Poverty Measure, 2005 - 2013: An Annual Report from the Office of the Mayor *supra* note 15 at p. 23

31. Id. at p. 28 (See Table 3.2: CEO Poverty Rates for Persons Living in Various Family Types, 2005 - 2013)

32. Id. at p. 29

33. Independent analysis conducted by the NYC Council of the 2013 one-year ACS survey (retrieved via IPUMS)

34. Independent analysis conducted by the NYC Council; 2011, 2012 and 2013 ACS one-year surveys are averaged.

35. The CEO Poverty Measure, 2005 - 2013: An Annual Report from the Office of the Mayor *supra* note 15 at p. 9

36. 2015 Data Factsheet: Improve Data on Asian Pacific Americans (2015), available at <http://cacf.org/dev/wp-content/uploads/2015/10/2015-data-fact-sheet.pdf>.

37. Margaret Lowry, Making Sure Arab Americans Count: Adding a MENA Category to the Census - Arab American Institute (2015), [http://www.aaiusa.org/making\\_sure\\_arab\\_americans\\_count](http://www.aaiusa.org/making_sure_arab_americans_count).

38. A pregnancy-related death is defined by DOHMH as a death during pregnancy or within one year of pregnancy from any cause related to or aggravated by the pregnancy or its management, but not from accidental or incidental causes.

39. Data provided by the NYC Department of Health and Mental Hygiene to NYC Council, Oct 2015

40. Id.

41. Id.

42. Healthy Families New York Prevents Child Maltreatment, Healthy Families New York Prevents Child Maltreatment (2013), available at <http://www.healthyfamiliesnewyork.org/media/pdf/hfnypreventschildmaltreatment.pdf>.
43. Data provided by the NYC Department of Health and Mental Hygiene to NYC Council, Oct 2015
44. Id.
45. Id.
46. New York State HIV/AIDS-STD-HCV Epidemiologic Profile (2012), available at [http://www.health.ny.gov/diseases/aids/general/statistics/epi/docs/2012\\_epidemiologic\\_profile.pdf](http://www.health.ny.gov/diseases/aids/general/statistics/epi/docs/2012_epidemiologic_profile.pdf).
47. Id. at p. 53
48. Department of Education, School-Based Health Centers, available at <http://schools.nyc.gov/offices/health/sbhc/sbhc.htm>.
49. Data provided by the NYC Department of Health and Mental Hygiene to NYC Council, Oct 2015
50. Id.
51. Id.
52. Id.
53. Id.
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60. Id.
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62. NYC Youth Risk Behavior Survey: Public Use Data (2013), available at <http://www.nyc.gov/html/doh/html/data/episrv-yrbsdata.shtml>.
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64. ThriveNYC: A Mental Health Roadmap for All (2015), available at <https://thrivenyc.cityofnewyork.us/wp-content/uploads/2015/11/mentalhealthroadmap.pdf>.
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80. *Id.* at p. 166
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82. *Id.* at p. 166
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139. Id. at p. 79

140. For purposes of the study, the Empire State Coalition of Youth and Family Services refers to “unaccompanied homeless youth” to mean homeless youth and young adults who are not living with parents or guardians and does not include homeless youth who are not the head of household in family shelters, or the children of street homeless or marginally housed families. The 3,800 number also did not include youth in the DHS, HRA, or HPD sheltering systems. Empire State Coalition of Youth and Family Services, “Counting Youth Matters – And NYC Can do Better! Briefing Report on the 2013 Point-in-Time Count of Street Homeless Youth and Recommendations for 2014,” fn. 1 available at [http://www.iacpyouth.org/Portals/0/Resources/NYC\\_Homeless\\_Youth.pdf](http://www.iacpyouth.org/Portals/0/Resources/NYC_Homeless_Youth.pdf).

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154. Mireya Navarro, *Housing Homeless Youth Poses Challenge for Mayor de Blasio*, *The New York Times*, March 27, 2015, available at <http://www.nytimes.com/2015/03/28/nyregion/housing-homeless-youth-poses-challenge-for-mayor-de-blasio.html>.

155. Meredith Dank et al., *supra* note 151 at p. 61

156. The U.S. Victims of Trafficking and Violence Prevention Act (TVPA) trafficking is defined as 1) sex trafficking in which a commercial sex act is induced by fraud or coercion, or in which the person induced to perform such act has not yet attained the age of 18 years of age or 2) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services through the use of force, fraud or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage or slavery.

157. For the purpose of this section, survival sex is defined as individual over the age of 18 who have traded sex acts to meet the basic needs of survival (i.e., food, shelter, etc.) without overt force, fraud or coercion of a trafficker, but who felt that their circumstances left little or no other option.

158. *Homelessness, Survival Sex and Human Trafficking: As Experienced by the Youth of Covenant House* (May 2013), available at <https://www.covenanthouse.org/sites/default/files/attachments/Covenant-House-trafficking-study.pdf>.

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275. Nala Simone Touissant only engaged in the leadership of the Young Women's Advisory Council early in the process.

276. Alicia Guevara transitioned out of her role as Executive Director of Year Up in February 2016 but participated up until this point.

277. Lisa O'Connor was able to add capacity to the Anti-Violence and Criminal Justice Working Group later in the process

278. Melanie Hartzog served as a member of the Steering Committee in her role as Executive Director of the Children's Defense Fund until her departure in late 2015; Samantha Levine, Interim Executive Director, assumed this role after this point.



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