



**NEW YORK CITY**  
**DEPARTMENT OF YOUTH AND COMMUNITY DEVELOPMENT**  
*SERVING NEW YORK CITY YOUTH, FAMILIES, AND COMMUNITIES*

156 William Street  
New York, New York 10038  
TTY 212.442.5903 [www.nyc.gov/dycd](http://www.nyc.gov/dycd)

**JEANNE B. MULLGRAV**  
Commissioner

October 6, 2006

Dear Community Member:

Prior to the release of a Request for Proposals (RFP) for immigrant services, the Department of Youth and Community Development (DYCD) has developed a Concept Paper that presents the agency's approach to this important field. The Concept Paper encompasses four areas of service to New York City's immigrants: Legal Assistance Program, Legal Services for Immigrant Youth, Domestic Violence Program, and Services for Immigrant Families. We invite your review and comment.

Over the past several months, DYCD has conducted focus groups, consulted with a range of providers and advocates, and worked with the Mayor's Office of Immigrant Affairs to elicit input regarding needs and best practices for immigrant services. DYCD has attempted to capture much of that input in the Concept Paper. Constructive feedback will continue to be an essential feature of the planning process as we develop and finalize the upcoming Immigrant Services RFP. I thank you for your careful consideration of this Concept Paper and look forward to your comments.

Please send your comments, in writing, to the attention of:

Nancy Russell  
Department of Youth and Community Development  
156 William Street, 2<sup>nd</sup> Floor  
New York, NY 10038

Comments may also be e-mailed to:  
[ImmigrantservicesCP@dycd.nyc.gov](mailto:ImmigrantservicesCP@dycd.nyc.gov)

Please note that we are only able to consider written comments received no later than 5:00 p.m. on October 30, 2006.

The Immigrant Services Concept Paper is attached and will be posted on our website at [www.ny.c.gov/dycd](http://www.ny.c.gov/dycd). I urge you to distribute this Concept Paper to all who are interested in services for immigrants and to share with us your thoughts regarding this solicitation.

Sincerely,

Jeanne B. Mullgrav

Enclosure

# **Immigrant Services Concept Paper**

**October 6, 2006**

## **Purpose of the RFP**

In its capacity as the community action agency for New York City, the Department of Youth and Community Development (DYCD) is seeking appropriately qualified organizations to provide services to New York City's immigrant residents. Today, more than ever, New York City is a city of immigrants. In 2000 New York City had 2.9 million foreign-born residents from a multitude of nations, a number unmatched by any other city.<sup>1</sup> According to U.S. Census data, immigrants and their children make up two-thirds of New York City's population. Unlike most other U.S. cities, the population of New York has increased in the last decade. Population growth in New York City is dependent on immigration, and the arrival of new New Yorkers is vital to the City's civic, economic, and cultural well being. New York's immigrants bring a vast array of talents and abilities and continue to enhance the vibrant multicultural society that defines New York City.

DYCD supports a holistic, integrated family approach to assist immigrants in meeting the challenges that are associated with establishing themselves in unfamiliar surroundings. Lawful immigration status is critical to achieving economic and social stability; DYCD will continue its Legal Assistance Program and supplement it with legal assistance to special youth populations. DYCD will build on its experience providing legal assistance to undocumented youth in foster care and will also provide services to unaccompanied immigrant youth.

Immigrants are also in need of basic services in areas such as housing, health, employment, and education. DYCD will continue to address the unique needs of immigrant women through the Domestic Violence Program, thereby strengthening immigrant families. Services for Immigrant Families will support programs that offer assistance in obtaining a wide range of benefits and services for all immigrants. The areas of service are further discussed below.

## ***Legal Assistance Program***

Obtaining permanent residency and/or U.S. citizenship gives immigrants full access to benefits and services and prevents them from having to rely on informal and/or unregulated structures. In 2004, 537,151 people became naturalized U.S. citizens. Of those, the second largest group (66,234 individuals)

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<sup>1</sup>The New York City Department of City Planning, *The Newest New Yorkers*, 2000.

lived in New York City.<sup>2</sup> An estimated 1.5 million lawful permanent residents (13 percent of the national total) live in New York City.<sup>3</sup> While many New Yorkers have successfully gained legal status, there are still an estimated 652,000 immigrants living illegally in New York City.<sup>4</sup> Legal status supports immigrants' interest in their communities and strengthens New York City's neighborhoods. DYCD seeks to fund programs that will provide immigrants with effective legal assistance to gain legal status and the opportunity to participate fully in civic life.

### ***Legal Services for Immigrant Youth***

DYCD has identified two particular immigrant youth populations that would especially benefit from legal intervention: undocumented youth in foster care and unaccompanied immigrant youth. Immigrant youth in New York City's foster care system may be subject to deportation when they age out of foster care. In recognition of this situation, the federal government has made an exception in immigration law which permits juveniles in foster care to obtain permanent residency. DYCD seeks to assist these and other undocumented youth in this effort, including with representation in the New York Immigration Court, which will enable them to access all necessary resources and become more self-sufficient and full participants in their communities.

### ***Domestic Violence Program***

Shifts in gender and family roles may increase the likelihood that some immigrant women become victims of domestic violence. While domestic violence does not occur at a higher frequency within one socioeconomic class, ethnic group, or geographic area, battered immigrant women have unique circumstances that increase the difficulty of leaving abusive relationships. These include limited access to social services, health services, law enforcement, and employment opportunities due to limited English proficiency, fear of being reported and/or deported, and unfamiliarity with the new culture. DYCD seeks to support comprehensive violence intervention and prevention services for immigrant women and their families, including legal assistance, counseling, and access to benefits and services.

### ***Services for Immigrant Families***

Many immigrants arrive in New York City and successfully integrate into the fabric of New York City's social and economic life without significant

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<sup>2</sup>Nancy F. Rytina and Chunnong Saeger, *Naturalization in the United States: 2004*, June 2005.

<sup>3</sup>Nancy F. Rytina, *Estimates of the Legal Permanent Resident Population Eligible to Naturalize in 2004*, Department of Homeland Security Office of Immigration Statistics, February 2006.

<sup>4</sup>Andrew Beveridge, "Undocumented Immigrants," *Gotham Gazette*, April 2006, <http://www.gothamgazette.co/article/demographics/20060406/5/1809>

assistance from the public and nonprofit sectors. Despite these successes, there are newcomers who do not succeed easily due to their low levels of English proficiency, low educational attainment, and inadequate employment preparation. Legal and economic circumstances may separate immigrant parents from their children for long periods of time and create unique challenges when families are reunited. Youth, often the first to acquire English-language skills, may find themselves in the role of “ambassador” for the family, negotiating systems and acting as translator, thus upsetting the normal parent/child relationship. Immigrant students must overcome many challenges to integrate into a new school system. Dropout rates and truancy among immigrant students are high. More than 40 percent of students in the New York City public school system have a home language other than English and 13 percent are English Language Learners (ELLs), defined as students who speak a language other than English at home and score below a state-designated level of proficiency in English upon entering the New York City public school system.<sup>5</sup> Parents of ELLs often have a lower level of English proficiency than their children, preventing them from participating in their children’s education. Parents and children need assistance to make full use of the available resources to enable students to succeed in school and make successful transitions to college and employment.

DYCD seeks to provide immigrant families with the tools and resources to access education and employment, health care, and social services.

### **Competition Pools**

There will be four separate competition pools, one in each of the following program area options:

- Option 1    Legal Assistance Program**
- Option 2    Legal Services for Immigrant Youth**
- Option 3    Domestic Violence Program**
- Option 4    Services for Immigrant Families**

Proposers may propose to provide more than one program area option, but must provide a complete and separate proposal for each program area option proposed. For the **Legal Services for Youth** program area option, providers would be expected to provide services for both of the targeted youth populations, with at least one-third of enrollments being unaccompanied immigrant youth.

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<sup>5</sup>New York City Department of Education, Division of Teaching and Learning, Office of English Language Learners, [www.nycenet.edu](http://www.nycenet.edu).

**Funding Levels and Costs**

DYCD anticipates that annual funding and per participant costs for the upcoming RFP will be as follows. Please note that the funding allocations indicated in this concept paper are based on the availability of funds and subject to change.

<b>Program Area Option</b>	<b>Cost/ Participant</b>	<b>Funding Allocation</b>
<b>Option 1</b> Legal Assistance Program	\$500-\$650	\$1,355,000
<b>Option 2</b> Legal Services for Immigrant Youth	\$1250-\$1500	\$362,500
<b>Option 3</b> Domestic Violence Program	\$2200-\$2500 <sup>6</sup>	\$690,000
<b>Option 4</b> Services for Immigrant Families	\$500-\$650	\$577,500
Allocation		Total
		\$2,985,000

No more than 30 percent of the total budget for any of the above program areas may be allocated for subcontracted services.

**Geographic Areas to Be Served**

Contractors funded through the Immigrant Services RFP will be encouraged to provide services in New York City community districts with a high level of need for immigrant services. These targeted community districts have large numbers of newly arrived immigrants and persons with incomes below poverty level.<sup>7</sup> They are listed below.

<b>BRONX ISLAND</b>	<b>BROOKLYN</b>	<b>MANHATTAN</b>	<b>QUEENS</b>	<b>STATEN</b>
Bronx 4	Brooklyn 12	Manhattan 12	Queens 4	Staten Island 1
Bronx 5	Brooklyn 1	Manhattan 3	Queens 1	
Bronx 7	Brooklyn 11	Manhattan 11	Queens 7	
Bronx 9	Brooklyn 14	Manhattan 9	Queens 3	
	Brooklyn 5		Queens 9	
	Brooklyn 15		Queens 12	

<sup>6</sup>This rate reflects DYCD’s comprehensive, integrated family approach to violence intervention and prevention.

<sup>7</sup> NYC Department of City Planning, 2000 U.S. Census.

## **Program Services**

The scope of services for each of the program area options is outlined below.

### **Program Area Option 1 – Legal Assistance Program**

#### ***Target Population***

Legal assistance services would be targeted to immigrants residing in New York City, regardless of age, gender, country of origin, and immigration status.

#### ***Program Elements***

Programs would provide each of the three service categories defined below.

Paralegal consultation is herein defined as assessment by a paralegal, under the supervision of an attorney, of an individual's circumstances to determine eligibility for any benefit under the Immigration and Nationality Act.

Application assistance is herein defined as assisting an individual to complete an application for attainment of an immigration benefit. This includes preparing the necessary application and supporting documentation to apply for lawful permanent resident status, asylee status, or U.S. Citizenship.

Legal representation is herein defined as appearance by a licensed attorney or Board of Immigration Appeals (BIA) accredited representative at administrative hearings or interviews before the U.S. Citizenship and Immigration Services, the Executive Office of Immigration Review (EOIR), and/or Board of Immigration Appeals.

DYCD supports a holistic, integrated family approach to providing services to immigrants. In the process of providing legal assistance, it often comes to light that immigrants are also in need of services related to areas such as housing, health, employment, and education. Service would include assessment of social service needs and assistance in accessing needed benefits and services, which is reflected in the unit cost.

#### ***Staffing***

A contractor for the Legal Assistance Program would have at least one attorney on staff or on retainer and at least one paralegal on staff. Program staff would also include a case manager who would conduct an assessment to determine social service needs to be provided either directly or through referral.

### ***Program Outcomes***

The contractor would measure each participant's progress in achieving one of the required outcomes cited below in terms of defined milestones, i.e., critical interim behaviors or steps intended to lead to successful achievement of each outcome. The contractor would track and report milestone and outcome achievements to DYCD.

- Customers will file all required papers to attain asylee status.
- Customers will file all required papers to attain lawful permanent residence.
- Customers will file all required papers to attain U.S. citizenship.

### **Program Area Option 2 – Legal Services for Youth**

#### ***Target Population***

Services would be targeted to undocumented immigrant youth aged 5-20 who are living in foster homes or group homes and to unaccompanied youth under the age of 21 scheduled to appear on the Juvenile Docket in New York City Immigration Court. At least one-third of enrollees would be unaccompanied youth.

#### ***Program Elements***

Program services would include free legal counseling and application assistance and legal representation before United States Citizenship and Immigration Services (USCIS).

#### ***Staffing***

A contractor would have at least one attorney on staff or on retainer and at least one paralegal on staff.

#### ***Program Outcomes***

The contractor would measure each participant's progress in achieving the single required outcome cited below in terms of defined milestones, i.e., critical interim behaviors or steps intended to lead to successful achievement of each outcome. The contractor would track and report milestone and outcome achievements to DYCD.

- Youth will file all required papers to attain Special Immigrant Juvenile Status or other legal immigration status.

### **Program Area Option 3 – Domestic Violence Program**

#### ***Target Population***

Services would be targeted to adult immigrant women and their families residing in New York City, regardless of country of origin and immigration status.

#### ***Program Elements***

DYCD recognizes the need for a comprehensive, integrated family approach to violence intervention and prevention. Therefore, the contractor would provide services that may include crisis counseling; long-term counseling; and dissemination of information and referral to legal services, social service resources, and community supports for victims of domestic violence and their families. Programs would offer assistance to eligible individuals to self-petition under the Violence Against Women Act (VAWA). VAWA allows individuals to seek to legalize status in the U.S. on their own without the knowledge or consent of their abusers. In addition, the contractor would ensure that the program would assist participants to identify and apply for benefits and provide translation and interpretation services.

#### ***Staffing***

A contractor for the Domestic Violence Program would have at least one attorney on staff or on retainer and at least one paralegal on staff. Program staff would also include a case manager who would conduct an assessment to determine social service needs to be provided either directly or through referral.

#### ***Program Outcomes***

The contractor would measure each participant's progress in achieving one of the required outcomes cited below in terms of defined milestones, i.e., critical interim behaviors or steps intended to lead to successful achievement of each outcome. The contractor would track and report milestone and outcome achievements to DYCD.

- Customers will attain safe environments.
- Customers will file all required papers to legalize immigration status under VAWA.

### **Program Area Option 4 – Services for Immigrant Families**

#### ***Target Population***

Services would be targeted to immigrant families residing in New York City, regardless of country of origin and immigration status.

### ***Program Elements***

Programs would provide assistance and support to immigrant families to access government benefits such as the Earned Income Tax Credit, food stamps, and subsidized housing. Programs would also assist immigrants in workforce and small business service needs such as job placement, job training, and small business development funding, and help them to locate appropriate childcare, after school programs, health services, ESOL classes, legal services, and other essential services.

Services might include educational counseling and advocacy to provide information to immigrant youth and their parents on resources to enable immigrant youth to succeed in school. Areas would include transition from elementary school to middle school and from middle school to high school; rights of English Language Learners; information on Department of Education programs for English Language Learners, including ELLs with special needs; information on the requirements for graduation and resources for college preparation, including information on financial aid. Programs would also provide strategies to assist parents to increase their level of participation in school and community events; access information on the DOE website; and access translation services.

Programs would provide individual and group counseling and/or case management in the language of the immigrant population served.

### ***Staffing***

Staff would be qualified and appropriately trained and would include a case manager who would conduct an assessment to determine social service needs to be provided either directly or through referral.

### ***Program Outcomes***

The contractor would measure each participant's progress in achieving the required outcome cited below in terms of defined milestones, i.e., critical interim behaviors or steps intended to lead to successful achievement of each outcome. The contractor would track and report milestone and outcome achievements to DYCD.

- Customers will obtain needed benefits and services identified in individual assessments.

## **Common Elements of All Immigrant Services Programs**

### ***Experience***

DYCD anticipates that selected contractors and key staff would have at least three years of experience in the last five years in providing the relevant immigrant services to the proposed target population.

### ***Cultural Sensitivity***

All program staff, including volunteers, must provide services in a manner sensitive to the characteristics of the target population. Whenever possible, services would be provided in the language spoken by the target population.

### **Planned Method of Evaluating Proposals**

Evaluation criteria will include: quality and quantity of successful relevant experience, demonstrated level of organizational capability, and quality of proposed program approach. DYCD will award contracts to the responsible proposers whose proposals are determined to be the most advantageous to the City, taking into consideration the price and such other factors or criteria set forth in the RFP.

### **Procurement Timeline**

It is anticipated that DYCD will release an RFP for this procurement in November 2006. The proposal submission deadline will be approximately one month from the release of the RFP. DYCD anticipates entering into three-year contracts for programs to begin July 1, 2007.

### **Comments**

Please provide written comments to DYCD at the following address no later than October 30, 2006.

Nancy Russell  
Department of Youth and Community Development  
156 William Street, 2<sup>nd</sup> Floor  
New York, NY 10038

Comments may also be e-mailed to: [ImmigrantservicesCP@dycd.nyc.gov](mailto:ImmigrantservicesCP@dycd.nyc.gov)