Sustaining Government/Nonprofit Initiatives:
New York City Human Services in Transition from Bloomberg to de Blasio[1]

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The purpose of this paper is twofold—1) to examine key human services issues affecting low-income people in New York City as the twelve-year administration of Mayor Michael Bloomberg concludes and his successor Bill de Blasio prepares to take office; and 2) to analyze factors that could determine whether underlying management improvement initiatives, many of which affect nonprofit human services organizations, are likely to be sustained when a new City government takes office on January 1, 2014. More broadly, the paper intends to inform the question of how such operational infrastructure initiatives fare in a political transition. What influences whether or not there is continuity in major reforms that government officials and managers launch but cannot personally shepherd in the future? Policy and management are related, but will a change in the former undermine management work of a more operational nature that is policy neutral? Answering these questions depends on future actions that can be assessed against a framework that this paper attempts to establish.

The first part of the paper updates and supplements a November 2001 Working Paper on City human services that was published by the Aspen Institute, Roundtable on Comprehensive Community Initiatives for Children and Families. The original paper was issued just before Michael Bloomberg was elected Mayor and his then new administration took office.[2] The Bloomberg administration has spanned three terms (12 years), and the effects of its human services policies are varied and not easily characterized in summary fashion. They include both major accomplishments and severe setbacks, but overall there has been a determination to reshape the structure of government functions, make public commitments to policy objectives, and test new ideas. Underlying the policy and program objectives has been an ongoing set of inter-agency initiatives to improve the infrastructure of government operations and their impact on the nonprofit service providers that contract with City government to deliver most human services in New York.

Changes in priorities, policies, organizational changes, and program issues have affected public and nonprofit human services agencies and the people they serve. This paper is not intended as a comprehensive review or critique of the Bloomberg years in New York City government, but rather as a commentary on critical areas of social policy and what the focus might be for an incoming administration in January 2014. In this regard, it is also useful to cite the recent "Social Services" chapter by Andrew White in Toward a 21st Century City for All, edited by John Mollenkopf (in collaboration with New York City Council Member Brad Lander).[3] White tracks trends and status of major human services in the New York City and provides substantial depth and detail on a wide range of issues.

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[1] Prepared for presentation at the 42nd Annual Association for Research on Nonprofit Organizations and Voluntary Action (ARNOVA) Conference, Hartford, CT, November 21-23, 2013
[2] Jack Krauskopf, "Recommendations on Human Services Policy for the Next New York City Mayor and Council," Roundtable on Community Change, The Aspen Institute, November 2001,
[3] John Mollenkopf, Editor, Toward a 21st Century City for All: Progressive Policies for New York City in 2013 and Beyond, The Center for Urban Research, The Graduate Center, City University of New York, 2013

OVERVIEW
The scope of public human services in New York City is especially broad and affects several million of the City's more than eight million residents. New York's tradition of human services extend from the Nineteenth Century, beginning in the voluntary sector and continuing with robust publicly supported services, throughout the latter half of the Twentieth Century and into the Twenty-First. For much of this period, the delivery system of services has included both government departments and private providers of services, mostly nonprofit organizations that range from small community based organizations with limited geographic and/or demographic constituencies to large citywide social service agencies that reach large segments of New York's five Boroughs and low-income people in need.

The kinds of human services provided are extensive—encompassing large-scale assistance programs, such as Medicaid, Supplemental Nutrition Assistance Program (Food Stamps), and cash assistance; as well as many social services for families and individuals with particular needs—including employment, child care, child welfare, senior citizen, youth, mental health, developmental, and others. Often, these social services programs are provided by nonprofit organizations that contract with different government departments that finance and oversee their delivery.

TRENDS AND ISSUES
In assessing social conditions in New York City, it is useful to look both at demographic and at program data from administrative agencies. This brief summary is in no way a comprehensive review, but it does give a picture of the mixed results that emerge from the areas affected by human services. There is no straight-line to follow, but rather a series of both positive and negative indicators.

To combat poverty, a Commission on Economic Opportunity was established by Mayor Bloomberg with broad public and private representation in 2006, followed by establishment of a Center for Economic Opportunity under the Deputy Mayor for Health and Human Services to run demonstration anti-poverty projects that were carefully evaluated to guide ongoing programming and further research.[4] Results indicate promise for several of the projects. The CEO also provides an analytic capacity at City Hall and has engaged policy research organizations in assessing and expanding the scope of its work.

Another specially developed mayoral strategy, the Young Men's Initiative, encompasses a wide range of programs to impact positively the outcomes for men and boys of color in the City, some run directly by City departments, such as Probation and Education, and others with participation of community organizations. Early results indicate "important and promising progress" through $43 million of programs, mostly supported by private philanthropy.[5]

Measures of poverty in New York City show increases during the past decade, going from 18.3% in 2005 to 19.3% in 2011, according to the rate determined by the US Bureau of the Census. The City's own measure of poverty, developed by CEO, accounts for both in-kind resources and costs, such as housing, that are not measured by the official rate. It increased from 20.3% to 21.3% during the same period. The City measure parallels the federal Supplemental Poverty Measure, which is now being published annually by the Census Bureau, in addition to the official national data. After declining, overall poverty

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[4] James A. Riccio, Nadine Deshausay, David M. Greenberg, Cynthia Miller, Stephen Nunez, Nandita Verma, Edith Yang, Conditional Cash Transfers in New York City: The Continuing Story of the Opportunity NYC–Family Rewards Demonstration, MDRC, September 2013
[5] New York City Young Men's Initiative, Breakdown Barriers to Success, Annual Report 2012

rates in New York have increased for the last two years, and for children are even higher at 24.7% according to the City's measure and above 28% in the official data.[6]

There are distinctly different trends in social conditions as indicated by demographic and program data in New York. There are greatly reduced numbers of children in out-of-home placements (i.e. foster care), currently fewer than 12,000[7] by contrast with 50,000 in the 1980s. Continuing a trend that began in the mid-1990s, relatively low numbers of families and individuals are receiving cash assistance, approximately 350,000, compared with earlier periods when welfare rolls in New York City peaked at 1.1 million. Job placements of those receiving cash assistance are reported to be high.[8] Overall employment in the City is up, following a solid recovery in numbers of jobs, if not in wage rates, from the 2008 recession, especially compared with national employment patterns.

On the other hand, as poverty has increased in the City and income disparities have reached all-time highs, certain, but not all, assistance programs have expanded to meet needs. There are more than 1.8 million Food Stamps (SNAP) recipients, and more than 3 million people receive Medicaid assistance to pay for their health care.[9] Soup kitchens and other food assistance programs report growth in demand that exceeds their capacities. Real wage levels, accounting for inflation, have not risen, despite increases in the number of jobs, and ability to pay for the rising costs of living in New York is increasingly challenging.

In managing the large-scale assistance programs (formerly called "entitlements"), the City administration has increasingly distinguished between cash assistance, which is managed very tightly and has grown little, even in the recession, and SNAP and Medicaid, which include outreach and distributed eligibility functions, and have grown a great deal. Advocates have challenged this distinction and have criticized HRA management for preventing growth of cash welfare during recession.

Perhaps of greatest concern, homelessness is dramatically higher than at any time since the Depression in the 1930s. Nearly 51,000 people utilize public shelters for families and individuals.[10] In 2004, the Administration convened a task force that included experienced service providers to develop a plan to reduce the homeless population by two-thirds in five years through a series of actions, including more vigorous street outreach, expanded supportive housing, and many other concrete actions.[11] But the numbers of homeless individuals, which declined initially, has grown in the last two years, in addition to recent growth in street homelessness, after years of steady declines. The most severe problem is the unprecedented increase to more than 10,000 homeless families with children utilizing publicly financed shelters.[12]

Regarding youth development, the Bloomberg administration created a new and innovative Out-of-School-Time program under the Department for Youth and Community Development that at one point served more than 80,000 young people annually in afterschool programs in public schools and

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[6] The CEO Poverty Measure, 2001-2011, An Annual Report by the NYC Center for Economic Opportunity, April 2013
[7] New York City Administration for Children's Services, "Statistics and Links," August 2013
[8] New York City Human Resources Administration, "HRA Facts," September 2013
[9] "HRA Facts," September 2013
[10] New York City Department of Homeless Services, "Daily DHS Shelter Census," 11/13/2013
[11] New York City Department of Homeless Services, A Progress Report on Uniting for Solutions Beyond Shelter: The Action Plan for New York City, Fall 2008
[12] "Daily DHS Shelter Census," 11/13/2013

community organization settings. While receiving early support from the Mayor and Office of Management and Budget, it subsequently became the subject for deep annual program reductions as part of mayoral proposals to balance the City's budget. Despite restoration of funds by the City Council, the program has lost ground and serves far fewer of those who could benefit from its educational, social, and recreational benefits than originally intended.

The City's child care system has suffered a similar fate, being subjected to annual reductions in the Mayor's Executive Budget, and then being partially rescued through one-year resource restorations by the City Council when adopting the final budget each June. An "EarlyLearn" initiative that provided for combined use of the different federal, State, and City funding streams for child care and early education programs and enhanced the quality of services was marred in implementation by inadequate funding and unrealistic requirements that nonprofit service providers cover employee health costs and provide a share of overall program costs.

These snapshots of data are not easily summarized into a clear line of either progress or decline. Fundamental indicators are worse in recent years—most notably poverty and homelessness. Yet the reduction in the number of children in foster care is an important change in the direction of stability for children and families. The drop and subsequent leveling off in the number of welfare recipients is disputed between administrators and advocates as to whether it is a positive sign of increased employment as a source of families' income or a manifestation of an overly restrictive approach to managing cash assistance, especially in the period of recession. The large growth in Food Stamps and Medicaid is an indicator of economic distress and low wages, but also a demonstration of the capacity of the public system to respond to needs of low-income working people, as well as those receiving public assistance.

INITIATIVES IN ORGANIZING AND MANAGING SERVICES
Beginning in Mayor Michael Bloomberg's second term in 2006, most social services and health programs were organized under a Deputy Mayor for Health and Human Services, a position which had not previously existed in City government. The original conception and early implementation of the Human Resources Administration under Mayor John Lindsay in 1966 had included a somewhat similar array of services programs, but this umbrella department approach was gradually dismembered over the succeeding years, as agencies and programs were spun out of HRA as independent departments under different Mayors and their deputy mayors.[13]

The Deputy Mayor for Health and Human Services, Linda Gibbs, has provided both policy and management leadership for this segment of City government. Responsibility for operations has remained largely in the hands of individual commissioners and their departments. However, opportunities for joint programming and management synergies among departments have been led by the Deputy Mayor and her staff.

Inter-agency initiatives to improve the City's contracting process and streamline the relationship between government agencies and their nonprofit service delivery organizations have been developed, and most have been implemented. In April 2009, Mayor Bloomberg announced a series of initiatives to improve contracting relationships with the nonprofit sector, including both human services agencies and

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[13] Krauskopf, Aspen Institute, November 2001

arts and cultural organizations in its plans.[14] Among these initiatives were group purchasing, expedited contracting review procedures and appointment of a contract facilitator, more accessible information about contract status, a standardized human services contract form, a database for contractors to submit required documents to avoid repeated re-submissions, increased bridge loans for cash flow, and other measures. In addition, the City expressed interest in better analytic information about the financial condition of nonprofit contractors. Related initiatives included protected client database accessibility for City staff with related functions across departments (Health and Human Services Connect) and expedited online access to eligibility and applications for individual and family assistance programs online (Access NYC). [15] More detail on these initiatives is in the CURRENT STATUS section, which follows below.

New York City government finances and contracts for multiple kinds of social services intended to improve the well-being of its citizens, particularly people who are vulnerable because of low income, family instability, age, and other conditions. The impact of these services and the accountability of their providers are essential aspects of substantial areas of City operations. Financing them constitutes a major share of the City's budget, utilizing varying combinations of City, State, and federal money. In fiscal year 2013, approximately 5,600 human services contracts awarded by the City totaled more than $5.5 billion.[16] Ten years ago, the City awarded more than 2,000 contracts amounting to $3.1 billion in a comparable category of "client services" contracts.[17]

Contracting for foster care, family services, child care, senior citizen centers, employment and training, homeless shelters, health centers, and many others has long been the primary means of services delivery in New York. The trend over time in some service areas where the City had once maintained a residual capacity for direct operations, such as direct foster care and the development of homeless shelters, has also been to contract out these services.

Achieving more effective and efficient relationships between the City and its service providers is an important goal for the City administration and its service providers and is one to which it has devoted considerable attention. For many years, nonprofit provider organizations have complained that City contracts are approved late and payments are delayed. Frequently, organizations provided services for substantial periods of time prior to reimbursement, contributing to cash flow problems that weaken their finances. On the other hand, the City attributed some of the responsibility for delays to failure by provider organizations to submit timely or complete paperwork, lack of financial expertise, and other management deficiencies. Both City government agencies and organizations that represent nonprofit service providers have devoted considerable attention to working together, and recent results show "mixed improvement and continued challenge." Overall, long-term retroactivity (contracts later than 30 days) has declined for all but one agency.[18]

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[14] "Mayor Bloomberg Announces New Initiatives to Help New York City Nonprofits Cope with Cash Crunch as a Result of the Economic Downturn," Office of the Mayor, City of New York, PR-158-09, April 6,2009

[15] See also Jack Krauskopf, Bin Chen, and John Casey, **"**The Role of Contracting in Government-Nonprofit Relations: New York City Initiatives, Provider Capacity and Constraints, and Recent National Developments," presented at the 32nd Annual Research Conference of the Association for Public Policy Analysis and Management, November 4-6, 2010, for an earlier account of New York City initiatives

[16] New York City Mayor's Office of Contract Services, Agency Procurement Indicators, Fiscal Year 2013, Appendix A

[17] New York City Comptroller, Fiscal Year 2000. Note that substantial numbers of generally small discretionary awards through the City Council are now counted and have added to the number of total contracts in recent years.

[18] Agency Procurement Indicators, Fiscal Year 2013, pages 31-32

While more progress toward timely contract approvals and payments is needed, other related projects have been completed or are in implementation as a result of working groups of provider organization representatives and City officials—involving utilization of information technology to streamline and make the contracting process more efficient, increased technical assistance and training for service providers, and development of a mechanism to determine common costs and performance measures.

CURRENT STATUS OF MANAGEMENT INITIATIVES
Substantial progress has been made by the Bloomberg administration in implementing its agenda of management initiatives, many of which have had long development periods. The process also involved the assertion of priorities by the nonprofit provider community through previously established understandings between the Mayor's Office and the Human Services Council of New York City. An agreement on cost of living adjustments (COLAs) for staff working in service provider organizations required greater efficiencies in service delivery and contracting procedures to finance them. COLAs were also negotiated with New York State, but not implemented. Although these agreements have been stalled by City and State budget constraints, the many initiatives that are part of the larger management improvement agenda have proceeded through a series of joint City/provider working groups.

The uniform contract for human services programs, now called the Standard Human Services Contract, was implemented in 2011. This master services agreement was developed by the Mayor's Office of Contract Services and the Law Department, with input from various provider organizations. It replaces individual program contracts with a "single cross-agency human services" contract for each provider organization, greatly reducing the number of contract documents and time required.

The Health and Human Services Accelerator, which was established as a new mayoral unit to focus on increasing efficiency and transparency in the relationship between City government and the 1,600 nonprofit providers that have contracts with eleven city human services agencies, was formally launched on November 1, 2013 by the Mayor and Deputy Mayor Gibbs as "the largest reform to result from the commitment the Mayor made to strengthen non-profits after the recession."[19] Accelerator, which was under development for several years, is now the platform for issuing City human services Requests for Proposals (RFPs) and will become the contractor financial module in the next fiscal year for budgets, invoices, and payments. Nonprofit organizations pre-qualify to participate in City contract solicitations and utilize Accelerator's Document Vault to store required corporate documents on a one-time basis.[20] Accelerator will also be a vehicle for gathering financial and performance data on nonprofit contracts. City and private sector officials have convened a Human Services Data project working group to continue developing agency data for benchmarking and reporting purposes.

In addition, the Capacity Building and Oversight unit within the Mayor's Office of Contract Services (MOCS) continues to provide capacity building training programs to organizations. Technical assistance in negotiating and complying with the contracting process is important, especially for small, community-based services organizations. An ongoing schedule of training and technical assistance is provided by

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[19] New York City Mayor's Office, "Mayor Bloomberg and Deputy Mayor Gibbs Launch HHS Accelerator, First Comprehensive System in Nation to Electronically Issue RFPs and Receive Funding Proposals from Non Profit Organizations," Press Release No. 354, November 1, 2013

[20] Documents include certificate of incorporation, by-laws, IRS determination letter, board list, annual report, lease, organization chart, audits, signature authorizations, insurance forms, IRS reports, and many others

this unit. The City has also facilitated contract status information online for access by service provider organizations.

The Accelerator unit also has developed, together with the MOCS and City departments, a fiscal manual to establish common indirect cost rates for administration of human services programs. This manual is the vehicle for determining allowable costs under contracts and providing flexibility for services contractors.[21] A uniform taxonomy to define the terms and elements of services across different programs, City departments, and provider agencies is now in place.[22]

The Document Vault could be used in the future for non-City contracting, since many City service provider organizations also receive financing from federal, State, and/or private foundation funders. Through the work of the Inter-Agency Coordinator for Not-for-Profit Services in the Governor's Office, New York State is adopting similar practices to integrate its contracting and may utilize some aspects of the City's system.

Health and Human Services Connect and the related Worker Connect enable City staff in 20 different human services units to share client data on a confidential basis. The initiative helps to overcome the vertical structure of human services programs that are developed, funded, and managed separately from the federal government down through states to City administration. Without such a project to achieve inter-agency access, data about clients served by different programs is not generally available across department lines. The Connect project facilitates access by more than 7,000 City workers to data about common clients. School principals and Health Home providers are now included. Eventually, this capability is intended to be extended beyond City staff to include workers in provider organizations serving these common clients.[23]

Group purchasing for human services organizations was implemented in 2011 and a Group Purchasing Organization was retained to negotiate discounts on purchases by participating nonprofit organizations. Nonprofit organization participation has been less than anticipated, and overall impact remains to be assessed.

The City has also made eligibility information for a wide range of human services programs available online through its Access NYC system, including capability to apply for some benefits. Citizens, or provider organizations acting on their behalf, can determine whether they are eligible to receive particular financial benefits or publicly supported services. The Human Resources Administration in utilizing the Access NYC platform as the foundation for its virtual office for client assistance programs, such as Supplemental Nutrition Assistance (Food Stamps).[24]

The Mayor's Office of Contract Services and the Fund for the City of New York offer bridge loans through the Returnable Grant Fund, making the City not only the contractor but also giving it a role in helping to guaranty cash flow for provider organizations. In fiscal year 2013, there were 246 loans to 143

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[21] Human Services Council interview, 2010

[22] Interview with Louisa Chafee, former Executive Director of Management Innovation, Office of the Deputy Mayor for Health and Human Services, September 22, 2013, for information on HHS Accelerator

[23] Interview with Louisa Chafee

[24] Interview with Linda Gibbs, Deputy Mayor for Health and Human Services, City of New York, November 14, 2013; and presentation by Robert Doar, Commissioner, New York City Human Resources Administration, to the HRA Citizens' Advisory Council, October 24, 2013

organizations for more than $38 million, representing a substantial increase in volume and amount over the prior year.[25]

Although delays in contract award and registration continue, as noted above, mayoral agencies that administer programs and develop contracts, the Mayor's Office of Contract Services, and the separately elected New York City Comptroller are all involved in monitoring and expediting the process. The Automated Procurement Tracking system now includes the entire contracting process, involving 40 City contracting units and 6 overhead agencies in an online paperless system. This reform is itself part of a long series of procurement reforms occurring during the Bloomberg administration.[26]

Organizations representing services providers support the theory, scope and purpose of the City's contracting initiatives. Accomplishing the standard contract, document vault, and pre-qualification process in the Health and Human Services Accelerator can greatly improve the contracting process, but only if sound implementation is sustained. Still, a recent report by the Human Services Council on a January 2013 conference identified 15 areas of contracting for streamlining and improvement.[27]

Not surprisingly, the financial health of provider organizations continues to be an important area of concern for both the City and nonprofit human services sector. Some key questions include: Can the fiscal stability of organizations be determined by their financial statements, reports to the Internal Revenue Service and State of New York, and by their financial practices? Are there reliable comparative measures that will permit organizations to determine their status, benchmark themselves against peer organizations, and improve their financial practices and conditions? How is such information useful to the City and other funders contracting and grant-making processes? How do these practices and financial indicators vary by organization size, programmatic area(s) of operation, and field within the nonprofit sector?

A key element in assessing the utility of these measures is determining how the financial indicators relate to measures of programmatic performance. The City already includes performance measures in many of its contracts for human services, including welfare-to-work and employment training, homeless services, child welfare, and child care. Other measures are reported to City departments as part of the contracting process, and some appear in the Mayor's Management Report. However, little work has been done to explore explicitly the link between indicators of financial health and program performance.

Some organizations of providers of particular human services are interested in comparative financial data about their own member organizations. A report by the Center for Nonprofit Strategy and Management at Baruch College for the Council of Family and Child Caring Agencies (COFCCA) "establishes a baseline understanding of the fiscal capacity of New York's child welfare nonprofits, with an eye towards informing future policies regarding critical issues such as: nonprofit governance related

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[25] Agency Procurement Indicators, Fiscal Year 2013
[26] Agency Procurement Indicators, Fiscal Year 2013, page 105 ff.
[27] Human Services Council, Recommitting to the Nonprofit Sector: Creating a Path to Sustainability through Policy Change, Issue Brief, 2013

to fiscal health; financial support for organizational infrastructure; the relationship between fiscal health and quality of care; and related issues."[28]

This report also explored the connection between indicators of financial health and measures of child welfare agency performance utilized by the City's Administration for Children's Services, finding that there was an association between agencies spending more on management and overhead functions and high performance. Other membership organizations for nonprofit services providers have also expressed interest in undertaking similar comparative fiscal analysis for their member agencies.

There is evidence that government contracts do not cover the actual costs of nonprofit providers in providing these services and that some providers utilize funds from other sources to subsidize them. In fact, the City's EarlyLearn solicitation for provision of child care, Head Start, and related early childhood programs explicitly required participating organizations to include 6.7% of the cost of services from their own resources. According to the Human Services Council, "Contract payment rates must cover the full cost of service provision. Expectations, explicit or implicit, that nonprofits absorb or fundraise to cover a percentage of the cost make it difficult for smaller community based organizations to compete."[29]

SUSTAINABILITY OF THE INITIATIVES
Transitions in government leadership after elections can affect management initiatives that require sustained efforts over periods of time that span political administrations. Whether or not initiatives to improve governmental interactions with nonprofit organizations are continued and completed under a new administration depends on multiple factors.

The extent to which it is embraced by senior government officials is one. Whether the initiative is supported by an external constituency that is prepared to advocate for its continuation or modification can also affect its sustainability. The status of the initiative, particularly whether its benefits are being realized and are tangible for the organizations that are its intended beneficiaries, can also be influential. For recently completed initiatives, it will be useful to identify the relevant outcome and performance measures.

As a result of New York City's 2013 municipal elections, the three citywide offices of Mayor, Comptroller, and Public Advocate will all have new occupants, half of the City Council membership will turn over, and there will be a new City Council Speaker in 2014. Since New York has a "strong mayor" system, the new mayor has authority to appoint all department heads, present an executive budget that will affect the priorities of City agencies and programs, and manage procurement and services contracts.

Whether the administrative initiatives described above will be sustained and enhanced depends on a number of factors, perhaps most importantly the "interest and leadership" of the new administration.[30] The transition leadership appointed by the Mayor-Elect is experienced and knowledgeable about government operations in general and human services, in particular. The Bloomberg administration has pledged to make the transition smooth, and staff under the Deputy Mayor is preparing "clear

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[28] Nicole P. Marwell, Thad Calabrese, and James Krauskopf, The Financial Health of New York's Child Welfare Nonprofits, Center for Nonprofit Strategy and Management, School of Public Affairs, Baruch College (City University of New York), October 2012
[29] Recommitting to the Nonprofit Sector: Creating a Path to Sustainability through Policy Change, page 7
[30] Interview with Linda Gibbs

documents" about the status of the initiatives, which will also be made public during the transition period.

The Accelerator system for RFPs, contract documents, fiscal practices, and related contracting reforms are in place. These practices and procedures now constitute the way the system operates, and the old process is gone. There is a "management team" that has worked on Accelerator and has a focused sense of direction to proceed with ongoing administrative implementation, which the Deputy Mayor estimates could be for two years or more.[31]

Of particular concern are the cross-agency initiatives that have been led by the office of the Deputy Mayor for Health and Human Services. The HHS Connect integration of data on common clients across agencies depends on utilization by teams with particular programmatic focuses, such as child protective services and Medicaid enrollment, which have been two of the most active groups. The newly developed Health Homes to provide coordinated healthcare to high users of Medicaid is another. Utilization by other program areas has been lower, and further development will depend on staff interest and value seen in the potential of inter-agency access to the data.[32]

Many of the City government initiatives underway that are described in this paper affect the operations of nonprofit organizations which contract with City government to provide services. Nonprofit representatives that provide and advocate for services have been engaged in the development of these initiatives with the City administration. Mayor Bloomberg's Strengthening Nonprofits Task Force and its various working groups have had deep involvement in their design and implementation. It is quite likely that they will continue to support the new systems and practices as a new City administration comes into office on January 1, 2014. The individuals and organizations that have been part of this process are likely to be a constituency for ongoing implementation and further development and improvements.

The importance of these initiatives is established by the size and amount of reliance City government places on contracting. As noted, in the last fiscal year, nearly $5.5 billion was expended through more than 5,600 human services contracts.[33] Certainly, the effectiveness and efficiency of the new practices are key factors to assess. For example, the timeliness of contracts (measured by reduced retroactivity) is already being tracked. Others may need to be developed to determine the extent and types of organizations participating in different solicitations, including their relative sizes and character as citywide, community-based, civic, religious, and other identifiers. Surveys of services organizations and client satisfaction may be appropriate, as well.

To summarize, the factors that affect the sustainability of initiatives following a political transition include the following:
-commitment of outgoing government officials;
-their commitment and capacity to package and present the case for continuation to the incoming administration, participating constituent organizations, and potentially the public;
-inherent importance of an initiative, measured by its size and impact;
-whether there are clear indicators of effectiveness;
-broader national interest in the results achieved; and

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[31] Ibid.
[32] Ibid.
[33] Agency Procurement Indicators, Fiscal Year 2013

-existence of a constituency outside of government involved in developing the initiative and prepared to press for maintaining it. Although all of these factors will matter in determining whether and how administrative initiatives continue into the future, the attention and interest by key leaders in the incoming administration is likely to be essential.

CONCLUSION—DETERMINING FUTURE POLICIES AND DIRECTION FOR HUMAN SERVICES IN NEW YORK
The issues for a new City administration include both direction of policy and attention to improvements in management beyond what has been achieved already. The policy questions are higher in profile and not easily resolved, while the management reforms are less likely to draw attention in the midst of political transition but should be highly productive for service organizations and people in need, if properly sustained and further developed.

Whether to maintain the distinction in managing cash assistance tightly while enabling working people with low incomes to utilize Food Stamps, Medicaid, Earned Income Tax Credits, and other assistance to "make work pay" is a legacy of Bloomberg that will draw attention in the de Blasio administration, especially since it bears on the issue of inequality. Achieving an appropriate balance between access to assistance and responsible and accurate eligibility determination is a matter where management judgment and practice will be influenced by City Hall.

Other aspects of making work pay should address provision of child care on a consistent, predictable, and adequate scale. Like other program areas, State and federal funding are needed, and the burden should not be borne entirely by the City. Executive budgets that do not cut these and related afterschool and youth development services, requiring annual restorations by the City Council, would be a significant change in the direction of greater family stability and development.

Addressing homelessness effectively is a major challenge that is intergovernmental in nature. There is a clear need for a renewed housing subsidy program to enable people to leave public and nonprofit shelters. Since the City and State ended the Advantage program that provided rent subsidies for people leaving homeless shelters, there have been no proposals from Albany or City Hall for joint support for people to exit from shelters. The political stand-off is reminiscent of the decade-long State-City confrontation starting in the late 1970s over who was responsible for homelessness before finally reaching a productive reconciliation in 1989 with establishment of the New York/New York program for supportive housing. Such statesmanship is needed again now.

Child welfare programs through the Administration for Children's Services have benefited from continuity of leadership at the Commissioner level beginning with the agency's creation in the Giuliani administration and pursuit of a generally consistent reform agenda. Nevertheless, questions about adequate public funding by the City and State are continual concerns for the nonprofit organizations that provide foster care, preventive services, and other supports to vulnerable children and families. Gains made in child protective services investigations and preventive services are always vulnerable to the occurrence of tragic cases.

Reductions in numbers of children in foster care are a positive social indicator, but persistent numbers of adolescents who do not or cannot return to natural families, are not adopted, and age out of foster care to "independent living" continue to be highly problematic. So too, are the implementation challenges of the new "Close to Home" program that transfers adjudicated youths from upstate facilities to community based programs under City and nonprofit jurisdiction.

The role of the courts in overseeing human services has always been a salient factor in New York. For literally decades, child welfare and homeless systems were subject to court jurisdiction through settlements and decrees in particular cases. One view of these cases is that they have been important for establishing fundamental rights to shelter and to the best available foster care, but oversight of City management in these long-running cases has been of more dubious effectiveness.

There is no one "right" way to organize human services in City government. The Bloomberg Administration's Deputy Mayor for Health and Social Services has demonstrated that such a structure, or something similar, can work. Collaborative management initiatives among departments and with nonprofit service organizations need strong policy direction to be sustained and completed.

A new Administration will face many program, policy, and administrative issues in human services, some of which have been suggested here. Concentrating on ways to secure resources, improve management, and develop new approaches to persistent problems will be more fruitful than redesigning the structure of government. Whether to sustain and build upon ongoing management initiatives should be a key priority for new City officials going forward.

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