

ONONDAGA CITIZENS LEAGUE

REPORT #10

**POVERTY AND ITS SOCIAL COSTS:
ARE THERE LONG-TERM SOLUTIONS?**

Approved and Issued

By

Board of Directors

Onondaga Citizens League

October 20, 1989

Principally Prepared

By

Michael Freedman

Darlene D. Kerr

Marilyn Higgins-Rohde

Onondaga Citizens League, Inc.

c/o University College

610 East Fayette Street

Syracuse, New York 13244-6020

Phone: (315) 443-3291

TABLE OF CONTENTS

Preface.....2

Appreciation.....4

Executive Summary.....5

I. Background.....7

II. The Challenge: Breaking the Cycle of Poverty.....9

III. Findings: Strengths and Weaknesses.....17

 A. Strengths and Opportunities.....17

 B. Weaknesses.....21

IV. Recommendations.....28

 A. Philosophy.....30

 B. Recommendation One: Create a School-Sited Neighborhood
 Center for Human Development.....31

 C. Recommendation Two: Create a Human Services Council....32

 1. Create a Task Force for Strategic Planning.....34

 2. Create a Task Force for Welfare Reform.....37

 3. Create a Task Force for Reform of the Delivery
 System.....39

 D. Recommendation Three: Create a Data Base for Human
 Services Data.....42

Appendices:

 A. Proposed Human Services Council Structure43

 B. Special Advisors.....44

 C. Study Committee Members.....44

 D. Presentations.....44

 E. Bibliography.....49

PREFACE

In 1978, several members of the Thursday Morning Roundtable at Syracuse University's University College explored the need for, and the feasibility of, establishing a broad-based citizen organization to study and make recommendations on long-range problems facing Onondaga County. The idea for the citizens group was inspired by the successful 25-year history of the Minneapolis-St. Paul Citizens League, which has been responsible for initiating many of the progressive developments in that metropolitan area.

After much discussion, 21 people, who were active in the community and interested in the concept, were convened by University College Dean Lee Smith to serve as an advisory board and to develop plans for an Onondaga Citizens League. They established guidelines for members, prepared and adopted by-laws, and oversaw the operations of the Citizens League in its early months.

The Onondaga Citizens League was incorporated in 1980 and received non-profit, tax-exempt status in 1981. The League's purpose is to encourage citizen education and involvement in public issues and problems. Members study all aspects of selected public issues. They review the facts, make considered judgments on approaches, alternatives and solutions, and develop recommendations to present to the community. The organization's objective is to forestall the development of problems into major crises. The League's mission is to encourage and provide civic education for local residents, not to promote specific legislation or function as a lobbying group.

The Onondaga Citizens League, with a current membership of 150, is open to all residents in Onondaga County. While some choose to join in order to study a specific topic, others join and renew their membership because they support the principle of citizen study of issues of major concern to the community. In its 11-year history, the Citizens League has issued nine reports.

Reports of the Onondaga Citizens League:

"Equality and Fairness in Property Assessment"	June 1979
"Young People in Trouble: Can Our Services Be Organized and Delivered More Effectively?"	May 1980
"The County Legislature: Its Function, Size and Structure"	August 1981
"Declining School Enrollments: Opportunities for Cooperative Adaptations?"	July 1982

- "Onondaga County Public Works Infrastructure:
Status, Funding and Responsibilities" July 1983
- "Police Services in Onondaga County: A Review
and Recommendations" August 1984
- "The City and County Charters: Time for
Revision?" July 1985
- "Blueprints for the Future: Recommendations for
the Syracuse Area in the Year 2000" July 1987
- "The Role of the Food Industry in the Economy of
Onondaga County" July 1988

APPRECIATION

In our community, as in many others, the dedication and active participation of volunteers is an essential ingredient in all civic enterprises. This is especially the case in regard to the work of the Onondaga Citizens League. The League is comprised of volunteers. Officers, board members, committee chairpersons and committee members give freely much time and thought to planning and carrying out the work of the League.

The people who contribute the most to an OCL report are the members who volunteer to serve on the study committee. These individuals spend many hours, for more than five or six months, listening to experts on the topic, discussing the issues, reading minutes and other documents, and deciding on recommendations. The members serving on this study committee are listed in the appendix. Those who served as advisors in planning the structure and course of the study are also identified.

The League is especially appreciative of the contributions made by the two co-chairs and the chief theoretician and analyst for the study. Darlene Kerr, vice president of Niagara-Mohawk, and Marilyn Higgins-Rohde, senior vice president at the Syracuse Chamber of Commerce, devoted countless hours to planning sessions, strategy meetings, writing and re-writing portions of the report, in addition to the weekly meetings of the study committee. As busy executives, they often performed this volunteer work evenings or on weekends.

Michael Freedman, chairman of Syracuse University's Anthropology Department, was most helpful in developing the theory and structure of the study and this report. His analysis of the issues and his superior writing skills are most evident throughout this report.

Recognizing the profound importance of this report and its recommendations, the League is most grateful to Michael Freedman, Darlene Kerr and Marilyn Rohde for their leadership in this most complex and difficult study.

The many experts who contributed from their experience and special knowledge are identified in the appendix. Their generous donation of time and thought is much appreciated.

The OCL Board of Directors acknowledges the secretarial and writing skills of Laurel Saiz throughout the conduct of this study. University College, as it has for 11 years, provided staff support, office and meeting facilities, telephone, mailing and other forms of assistance as a community service to implement the work of the Onondaga Citizens League.

EXECUTIVE SUMMARY

The Onondaga Citizens League's tenth annual report was prompted by Syracuse University's Chancellor Melvin A. Eggers' 1988 challenge that the University and community focus resources on intractable human problems such as persistent poverty. The League, over the past year, reviewed "the underlying causes and social costs of poverty to Onondaga County," as well as interventions utilized locally and elsewhere, in order to "offer programmatic action that will attack the causes of poverty, and so reduce its incidence in our community."

More than one in 10 families in Onondaga County lives in poverty--an estimated 54,000 people. Despite improved employment, poverty has grown over the last decade. Current caseloads of Public Assistance, Medicaid, and Food Stamps are larger and more demanding. While minorities exhibit higher poverty rates than whites, whites account for more people in poverty and on welfare rolls. Poverty is accelerating among children and female-headed households.

Poverty is not fundamentally a shortage of income; it is a shortage of capacity and opportunity to realize income. Poverty raises the risk of social disadvantage, disability and dysfunction. The poor are overrepresented among the ill, the illiterate and the incarcerated. Stresses of poverty upon family life are most dramatically evidenced in child abuse, neglect and foster care. No one seems to know why our community is inordinately devastated by child abuse and infant mortality. There is widespread agreement, however, that teen pregnancy significantly adds to the ranks of the poor.

Over \$300 million are spent annually in Onondaga County on diverse human services primarily affecting poor families and individuals. The plethora of services and human service agencies reflect the caring character of this community. The efficacy of the programs, however, seem compromised by systemic fragmentation, insufficient coordination, over-centralized service provision, under-centralized information management, inadequate client input, a paucity of comprehensive data, and an absence of strategic community-wide planning with measurable goals and objectives for reducing poverty.

Labor force shortages, the enactment of federal welfare reform, and the vigor of local leadership conjointly make this an opportune time to take action to break the cycle of poverty. OCL recognizes that nothing less than a community-wide campaign is needed. The League calls for a cooperative, collaborative, coordinated and sustained attack on the sources of poverty.

RECOMMENDATION ONE: CREATE A SCHOOL-SITED NEIGHBORHOOD CENTER FOR HUMAN DEVELOPMENT that fully merges human service and educational systems into an integrated and cooperative partnership that allows teachers to teach and human services staff to support education through their skilled assistance to troubled families.

RECOMMENDATION TWO: ESTABLISH A HUMAN SERVICES COUNCIL to promote the optimal utilization of existing resources, funded by a broad-based membership and steered by a committee of human service planners, providers, funders and consumers.

The Council shall constitute three task forces: 1) **STRATEGIC PLANNING**, with emphasis on children, education and adolescent pregnancy; 2) **WELFARE REFORM**, emphasizing jobs, child care and supportive services; and 3) **REFORM OF THE SERVICE DELIVERY SYSTEM**, with emphasis on regulatory reform, consumer participation, case management, staff development, and enhanced accessibility to services.

RECOMMENDATION THREE: ESTABLISH A DATA BASE AND CENTER to collect and disseminate human services data.

I. BACKGROUND

In May of 1988, Syracuse University Chancellor Melvin A. Eggers reflected upon the great strides the University had made in the areas of science, technology and the arts. Eggers was speaking at the Community Leadership Conference, which is sponsored each year by SU's University College and the Greater Syracuse Area Chamber of Commerce at the Minnowbrook Conference Center in the Adirondacks.

Eggers reflected that the University should be making equally laudable strides in addressing the human problems of the Syracuse area. One idea he suggested was the formation of a social sciences research center at SU to tackle human problems, such as poverty, much as the new Science and Technology Center was dealing with advances in those fields. At Minnowbrook, Eggers in effect issued a challenge to the community to channel more of its resources into breaking the cycle of poverty, rather than allow it to be perpetuated year after year with untold costs in dollars and human suffering.

The Onondaga Citizens League Board of Directors accepted that challenge. In June of 1988, the OCL board decided that its tenth study would focus on the social costs of poverty in Onondaga County. Even more importantly, the board determined that the study committee would seek ways of alleviating those human costs by eliminating poverty at its root. The committee's mission was to "gain an understanding of the underlying causes and social costs of poverty to Onondaga County and to offer programmatic action that will attack the causes of poverty, and so reduce its incidence in our community."

The study itself was conducted in four phases. Phase One focused on determining who the poor are in the county, while Phase Two reviewed how the community currently addresses the problems of poverty. In looking at possible long-term solutions in Phase Three, the committee was particularly interested in looking for initiatives that "reduce dependency, promote self-esteem, support stable families, motivate students to complete high school and instill a work ethic that results in steady, progressive employment." The committee developed this report during Phase Four, offering programmatic proposals for action in Onondaga County.

"Poverty and Its Social Costs: Are There Long-Term Solutions?" has been the most intensive and comprehensive single-year study undertaken by the Onondaga Citizens League to date. A small steering committee reviewed articles, reports, legislation and books, as it planned and oversaw the progress of the study. Twenty to 30 people attended each session and took part in an extensive question-and-answer period following each presentation. About 60 people from the public and private sectors received the minutes of each meeting.

Forty-seven people, reflecting a variety of affiliations and perspectives, addressed the OCL study committee over the nine-month period from November 1988 to July 1989. Some of these people were recipients of public assistance; others had broken out of the cycle of poverty and were employed or continuing their education. The study committee heard from officials from local city and county government, state government and the federal Department of Health and Human Services. Many speakers represented public or not-for-profit agencies designed to help those affected by poverty, such as Catholic Charities, Head Start or Alliance. Others discussed public and private initiatives to reduce the incidence of poverty.

The Onondaga Citizens League issues this study with a call to action to the community, asking both the public and private sectors to work together to reduce the incidence of poverty in Onondaga County. Clearly, the League can have little impact on the national trends that affect poverty, such as the U.S. economy and federal regulations. However, OCL believes that the time is ripe to take the initiative on a local level to make a number of changes that could have far-reaching and long-term effects.

II. THE CHALLENGE: BREAKING THE CYCLE OF POVERTY

According to the most recent census conducted in 1980, 43,000 people and 17,000 families live in poverty within Onondaga County. That amounts to 9.3 percent of the population and 10.3 percent of the county's households. The national poverty rate in 1980 was 12.4 percent. By 1987, the most recent survey year, it had reached 13.5 percent.

In the nine years since the last census, the county's population has fallen, as has the population of Syracuse. The evidence of welfare rolls, however, unfortunately suggests that poverty has increased. In April 1989, 28,563 people were receiving some form of welfare.

Ten years ago, the public assistance caseload totaled 7,000. Today it is 9,000. Medical assistance has climbed during that period from 9,000 to 12,000 cases, while Food Stamps, now at 5,000 cases, is more than double what it was a decade ago.

In 1979, public assistance cases represented 16.3 percent of the poverty population. If that same ratio of cases to population applied today, the poverty population would be nearly 54,000. Surely the Onondaga County Department of Social Services (DSS) reaches relatively more people today than it did in 1979; and 54,000 may be an over-estimate--but perhaps not by very much. Many applicants are found not to qualify. Last year, for example, 4,631 cases were approved, but 4,776 were turned down.

The persistence and probable growth of poverty in Onondaga County cannot be closely tied to unemployment. The unemployment rate in 1979 was 5.7 percent as against 4.4 percent last year and 5.2 percent in the first seven months of 1989. Over the past 10 years, the absolute number of unemployed in the Syracuse statistical area has declined from 17,500 to 16,600 and the numbers of employed have grown 5.5 percent. Yet the county population has fallen approximately 0.5 percent over the decade. The caseload growth in all forms of welfare is, therefore, all the more puzzling and serious.

Predictably, minorities show lower employment rates and higher rates of unemployment. In the first quarter of 1989, unemployment was 4.3 percent for whites, 12.0 percent for blacks and 7.3 percent for Hispanics.

Poverty rates and absolute numbers sometimes tell different stories. The poverty rate in the City of Syracuse, for example, is 12.2 percent; in the rest of the county it is only 7.6 percent. But there are more than 22,000 poor people outside the city, and fewer than 21,000 within it. Among the county's black population, the poverty rate is 29.5 percent; among whites it is 7.6 percent. But white people in poverty number 33,000, while the black poverty

population is fewer than 9,000. Fourteen percent of the elderly (those aged 65 and older) are at or below the poverty level, which compares unfavorably with the sub-65 cohort--11.4 percent. The elderly poor, however, number some 7,000, whereas children (17 and under) living in poverty total more than twice that.

Nationally, the two most noted recent trends in poverty are "juvenilization" and "feminization." Onondaga County appears to have experienced both. Food Stamps provide a rough illustration of juvenile poverty exceeding poverty among elders: In April of this year, 1,300 persons over the age of 65 were enrolled (2 to 3 percent of the county's elder population); whereas 4,300 children under 18 were receiving Food Stamps (between 3 and 4 percent of the county's children and youth).

The feminization of poverty is particularly significant because it surfaces in high rates and in large numbers. Between 50 and 60 percent of all poor families are female-headed households. Here too, however, it is chastening to observe that while 4,500 female-headed families are poor, 12,000 are not. Race, age, family structure and central city location are familiar indicia of poverty--like prisoners probably being male. But just as most criminals are men, the vast majority of men are not criminals. This is an important consideration for efficiently targeting anti-poverty interventions. In most respects, poor people are typical, ordinary and unexceptional.

But the poor are no more monolithic than is the middle class. David Ellwood, professor of public policy at Harvard's Kennedy School, suggests we focus on two-parent, single-parent and "ghetto" families, as each exhibits distinctive characteristics that require different strategies for effective assistance. Applying 1987 national survey data to Onondaga County, we can attempt to estimate the numbers of destitute who are poor for different reasons:

Who Are the Poor in Onondaga County?

Estimated Poverty Population in Onondaga County...50,000
 Proportion 15 Years and Older.....65.5%
 Poverty Population 15 Years and Older.....37,750

Poor Who Worked Last Year:

Full-Time Work	8,775	14,946
Part-Time Work	6,171	

Poor Who Did Not Work Last Year:

Ill or Disabled	5,001	22,732
Kept House	7,183	
Attended School	3,683	
Unable to Find Work	1,978	
Retired	4,092	
Other	796	

Poor Who Were in the Armed Forces:

71

(From Poverty in the United States, 1987, Series p-60, #163, Tables 7 and 10, pages 29 and 44)

Forty percent of the poverty population works and presumably pays taxes. What about the non-working poor? Nearly 22 percent of them are ill or disabled; just under a third are keeping house and caring for children at home; 18 percent are retired; and 16 percent are full-time students. That 15 percent includes teenagers 15 to 17 years old, who comprise more than 8 percent of the poverty population, and at least that share of the non-working subset.

Some subsets of the poor are unlike "Mainstream America" in important respects other than income. Among the most salient respects are low educational achievement, little or no employment experience, transgenerational welfare dependency, a police record, and an ensemble of expectations coupled with peer and kin pressures that reinforce and entrench these patterns. It is hard to say, with the present state of our data collection, how large this subset is in our community. But it is clearly the core of the challenge.

Poverty, in other words, is not fundamentally an income shortage. It is a shortage of capacity and opportunity to realize income. Being "broke" and being "poor" are worlds apart. Poverty is a social condition that is caused or worsened by insufficient income. It pervades every nook and cranny of a person's life, and exacerbates whatever other problems families and individuals may have.

The health status of the poor, for example, is measurably worse than that of the rest of the population. Onondaga County Health Commissioner Dr. James R. Miller observed that the poor are less healthy overall, subject to greater stress, and less apt to receive adequate medical care. Their diet and self care suffer deficiencies, and preventive health care measures reach the poor later and less thoroughly.

These conditions appear more prominently in minority populations. Life expectancy for white males at birth is 72 years; for non-whites it is 67 years. Death due to breast cancer is proportionately higher in black women than in white, although the incidence of breast cancer in white women is higher. The infant mortality rate in Syracuse is 17.8 per thousand live births--the highest in Upstate New York. For Onondaga County's black population the rate is 27.4--nearly triple the white rate, and possibly the highest infant mortality rate in the United States.

The poor are overrepresented among the mentally ill. Whether poverty breeds mental illness or mental illness leads to poverty, the association is strong, according to Onondaga County Mental Health Commissioner David Brownell. Some 56,000 adults in Onondaga County, Brownell told the Citizens League, suffer some form of mental illness, excluding developmental disabilities. Schizophrenia affects 4,000 of them; 28,000 suffer anxiety disorders; 20,000, affective disorders; and 4,000 exhibit anti-social personalities. No more than 5 to 8 percent are in treatment at any one time. Five hundred are hospitalized and 4,500 receive day treatment. The annual cost totals \$40 million.

Current statistics reflect one of the most severe manifestations of poverty--homelessness. Every day in Onondaga County, 460 homeless people receive emergency shelter, while 30 to 40 people sleep in bus stations or other places. One thousand people a day request food at soup kitchens and food pantries. Not all are what are typically known as "street people"; many are families with small children. Without a home environment, these people lack the most basic ingredients needed to begin to climb out of poverty.

The stresses of poverty upon family life are most dramatically manifested in child abuse, neglect and the need for foster care. Countywide, 845 children were in foster care in January 1989. Seventy percent came from families eligible for Public Assistance (PA). Eighty to 90 percent of the most serious child abuse cases--those coordinated by Alliance--involve families eligible for PA. Reports of child abuse and neglect, which numbered 3,600 three years ago, will total between 4,500 and 5,000 this year. At 20 or more indicated cases per 1,000 children, Onondaga County appears to have the highest rate of child abuse for any metropolitan area in the state outside New York City.

No one seems to know why our community has such inordinately high incidence of child abuse and infant mortality. Some presenters have suggested to OCL that the mainstreaming of developmentally-disabled persons into our community may account for a part of our high rates. Forty percent or more of the families treated in connection with abuse and neglect by Alliance are so identified. Also, the drug plague has been seen by many as a likely cause. Whatever the final verdict, it is evident to OCL that the risks of abuse, neglect, drug and alcohol dependency and other forms of dysfunction are complexly intensified by poverty.

Consider crime, for example, Police Chief Leigh Hunt told the League that 80 percent of current robberies, assaults and burglaries are drug-related. Robert Czaplicki, the county's probation director, reported a steep increase in the number of "poly-drug" users--persons abusing more than one kind of drug, often in addition to alcohol. Of the 3,200 people on probation in the county, half are from the city, half from the towns. Fifty-five percent are employed--many just marginally; 45 percent are unemployed.

Sixty percent, it is estimated, are functionally illiterate. Experts report that functional illiteracy plagues one in five adults, but 85 percent of all juvenile delinquents! Most probationers, Czaplicki noted, have been charged with one or more prior offenses, and a third have been in prison before.

Crime and incarceration thus form a wheel of misfortune cranked by illiteracy and inadequate schooling. Illiteracy and other basic educational deficiencies, so prominent among the poor, cost us all terribly. On the one hand, they cost us as they contribute to increased crime and added demands upon the criminal justice system. On the other hand, illiteracy costs us in lost production--\$20 billion nationwide in 1988, or at least \$13 million in Onondaga County.

Linda Shaffer, executive director of Literacy Volunteers of Greater Syracuse, and Jean Warrender of Laubach Literacy informed the League that there are 46,000 to 100,000 residents of Onondaga County who require their services, but only 600 students per year are accommodated. In 75 years, at that rate, all 46,000 could be served!

Education is, of course, critical. It is a potent predictor of income. According to American College Testing, mean annual earnings rise with years of formal schooling:

Five or more years of college.....	\$46,000-\$50,000
Four-year college degree.....	\$37,000-\$38,000
Three years of college.....	\$30,000
High school graduate.....	\$21,000
High school drop-out.....	\$11,000

Completing high school would seem to be a strategic objective for individuals to achieve, and a policy priority for a community bent on breaking the poverty cycle.

During the 1986-87 academic year, 3.8 percent of the pupils in county high schools dropped out, compared to 7.35 percent of the high school pupils in the Syracuse City School District. The overall drop-out rate is much higher--27 percent--which conforms to national figures.

Teen pregnancy and motherhood are a double danger, particularly when it occurs within the poverty population. In one stroke it discourages further school attendance while creating additional burdens and responsibilities. In 1987, 1,361 teen pregnancies were recorded in Onondaga County, 38 percent of which resulted in live births. Seventy percent of these occurred among city residents and 30 percent among residents in the balance of the county.

Most poor families provide support and encouragement for their children attending school. But poor families face a higher risk of absenteeism and truancy, and that impacts adversely on a child's ability to work successfully at school. Linda Cimusz, the former principal of Fowler High School in Syracuse, told the Citizens League that of Fowler's 1,000 pupils, 100 are "couch kids"--they go from house to house and sleep on the couch because they have no permanent home. By the year 2000, one in three school pupils will be in the poverty classification, according to Thomas Yanno, director of guidance for East Syracuse-Minoa Central School District.

Syracuse School Superintendent Dr. Henry Williams told the Thursday Morning Roundtable that 33 percent of the parents of children who are absent more than half the time are involved with drugs or alcohol abuse. More than half of the children in the city live in households with only one parent. These children come to school encumbered with serious problems. They believe, Williams reported, that the school system is not set up to help them. They see no future. At the same time, many teachers have become frustrated with these continuing problems and have "burnt out."

These problems afflict the whole educational system, including pre-school. Michelle Gerka, director of Head Start, observed that her program is able to reach only 15 percent of eligible children, and there is a 42 percent turnover rate among her staff.

To break the cycle of poverty, we need to understand and act upon its root causes. According to the U.S. Department of Commerce, a family of four is "poor" if its total annual income is less than \$12,200. A yearly grant of that amount would alleviate the symptoms of poverty, but would have little effect on the source of the

family's poverty. Once the granting mechanism failed, what would forestall a relapse into poverty?

To break the cycle of poverty, those able to work must be paired with decent-paying jobs. That demands an economy able to generate sufficient well-paying jobs to go around. It also demands that schools and training centers graduate an adequately skilled, employable work force.

To break the cycle of poverty, teen pregnancy prevention and school attendance through the twelfth grade appear to be critical. So, too, is child care and an ensemble of supports that enable welfare recipients to work gainfully without suffering a net loss of income. The probability of poverty also seems stronger as families and individuals become entangled in alcohol and drug dependency. Similarly, dysfunctional and abusive families--which are poor more likely than not--are at greater risk of falling into poverty, languishing there, and recreating the dysfunction and dependency in the next generation.

It is self-evident that the cycle of persistent poverty revolves around the enculturation of children to a lifestyle bereft of skills, habits and expectations that serve productive ends in Mainstream America. It is only slightly less obvious that society at large has not adequately committed resources and determination to winning the war against poverty in America, for the cycle of poverty cannot endlessly spin of its own momentum. If cultures merely recapitulate themselves, we would today still be living in caves. The culture of poverty is importantly maintained by a system of poverty--a system of structured disadvantage.

To some extent (and with very limited success), we have created a formal system of welfare to intervene in the "natural" system of poverty. Public housing, soup kitchens, income supplements, job training programs, compensatory education, neighborhood health centers and the like are obvious examples of institutionalized social and human services. They are designed in principle to remedy the situation or alleviate it. The 25-year long War on Poverty has been most successful doing the latter. However, exemplary programs like Head Start have made a documented difference in enhancing opportunity for youngsters born into poverty with its attendant disadvantages.

The formal welfare system within Onondaga County expends well over \$300 million a year on programs that service primarily poor and near-poor families and individuals. In 1988, county agencies budgeted \$242 million for physical health, mental health, long-term care, job finding and training, at-risk youth, at-risk elder, social services, corrections, and probation. The city planned to spend conservatively another \$15 million; the City School District nearly \$8 million (not counting \$10 million of special education funds for disabled youngsters); United Way agencies provided \$25

million; and there remain federal and state grants that went directly to providers, not to mention other sources of human service funding.

In addition to the public sector supports, there are over 300 private, not-for-profit agencies assisting county residents. Forty-six of these receive \$6 million annually from the United Way and have a particularly significant impact on county residents living in poverty. These agencies in 1986 had an aggregate budget of \$50 million and served 150,000 people.

Notwithstanding the substantial and continual outlay of funding and deployment of human talent, the prospects remain grim. In too many instances, we are doing just enough to help individuals tread water, but not enough to enable them to swim free of the eddies of poverty.

The challenge to break the cycle of poverty in our community is formidable. But we are not without the means. We have within our community at present a substantial fund already being spent on human services. We are fortunately endowed with many talented and dedicated staff working in numerous programs and organizations that have received wide professional acclaim. Can we not utilize what we have more effectively? Can we not innovate, reform, and combine our resources to reach more people and with more durable results? Can we not mobilize our community to develop and implement cooperatively a successful strategy to arrest and reverse the momentum of poverty? To paraphrase one OCL speaker, "All you need is vision, leadership, organization, and \$300 million."

We've got the \$300 million.

III. FINDINGS: STRENGTHS AND WEAKNESSES

A number of major themes emerged and continued to recur throughout the study. It was clear to the study committee that in looking at possible long-term solutions to poverty, the community must recognize that a number of strengths and opportunities make those solutions feasible, while other weaknesses serve as impediments to progress.

A. Strengths and Opportunities

The ongoing and severe problem of poverty in American communities has been studied many times in recent decades. Government bodies, colleges and universities, private organizations, citizen advocacy groups and concerned individuals have all been moved to examine poverty in its pervasiveness and complexity. Thousands of books, reports and articles have tackled this troubling problem. Yet, as is obvious to every American, poverty continues to be a large part of our society.

However, this entire study was stimulated by the idea that opportunities do exist--right here in Onondaga County--to devise a strategy that can make headway in breaking the cycle of poverty. Further, this study was based on the premise that it would make good economic sense to find ways of breaking the poverty cycle in our community. In fact, the OCL study committee believes that instituting innovative strategies will be crucial to the long-term economic growth of the Syracuse area.

The study committee worked under the premise that real opportunities exist. This section of findings will describe the bases for this belief.

1. Onondaga County is a caring community with a history of social innovation.

Community leaders in Syracuse were instrumental in starting the Head Start program 25 years ago. The two major literacy organizations in the United States--Laubach Literacy and Literacy Volunteers of America, both were founded and are based here in the Syracuse area. Pioneer Homes, administered by the Syracuse Housing Authority (SHA) was the first publicly-funded housing project in New York State and one of the first five in the country. There is a broad array--385--of private not-for-profit agencies in Onondaga County. Many of these help county residents living in poverty and address such varied concerns as child abuse, homelessness, alcoholism and chemical dependency, and other problems.

Vocal advocacy groups have emerged that concern themselves with the plight of the poor. The Coalition for Health and Welfare of Syracuse and Onondaga County was founded in 1970 when a group of citizens began to focus on the broad picture of this community's

social problems. This Coalition has continued to issue yearly reports, as well as its much-publicized pamphlet, "Some Good News and Some Bad News About Onondaga County." The City of Syracuse Common Council expressed its concern about the homeless through the formation of its Task Force on the Homeless and Housing Vulnerable. More recently, Family Court Judge Minna Buck has convened an ad hoc task force "Cradle to Kindergarten--Services for Children at Risk" in an effort to reach mothers and young children.

2. The current labor force shortage presents a unique opportunity and incentive to draw into the work force individuals and groups who have been traditionally under-represented in the mainstream of our economy.

Unemployment in Onondaga County--at 3.5 percent for July 1989--is the lowest level on record for the month of July. The same holds true for unemployment in the Syracuse Standard Metropolitan Statistical Area (which includes Madison and Oswego counties), which had a July 1989 unemployment rate of 4.0 percent. Both of these figures are lower than the unemployment rate for New York State, which was 4.6 percent for July 1989.

While some may view these figures as a sign of economic stability, with fewer people out of work and receiving unemployment benefits, these data also have significant implications for the future economic growth of the Syracuse area. In his book, Job Creation in America: How Our Smallest Companies Put the Most People to Work, business and employment expert David Birch points out that having a sufficient, well-trained and readily-available labor force is key to a community's economic survival and growth.

Birch notes that only 10 percent of workers in 1990 will be new entrants into the job market. "This implies that if all the schools did their jobs perfectly and produced exactly the right kinds of workers with exactly the right kinds of skills, they could only affect 10 percent of the work force in a single decade," Birch writes. If the Syracuse area is to develop its economic potential, it clearly must tap those sectors of the population that have traditionally been under-represented in the work force, with significant implications for breaking the cycle of poverty in the most fundamental way--by providing jobs.

3. Federal welfare reform legislation is about to become a reality in New York State, bringing with it an opportunity for Onondaga County to embark on comprehensive and innovative changes of the local social services system.

National federal reform legislation--The Family Support Act of 1988--was passed by Congress last year. According to Catherine Bertini, Acting Assistant Secretary in the U.S. Department of Health and Human Services, the welfare reform bill was the result of innovation on the part of states that have been creating

innovative programs, using waivers of federal law. Passage of the bill was also the result of a growing consensus that "it is not enough to give people checks." Intervention must also involve practical services that can equip people for the rest of their lives.

Regulations for the Family Support Act were published in April of this year. Each state must develop its own plan for implementation of the welfare reform, which has to be reviewed by the federal Department of Health and Human Services, as well as the State Job Training Coordination Council. In addition, the law requires that each county develop its own plan, which is submitted to the state government. While some states will begin implementing welfare reform this year, all of them must start by October 1, 1990.

Onondaga County is currently waiting for the legislation for the welfare reform JOBS program to be passed by the New York State Legislature. After this is passed, the County will then submit its local JOBS plan to the appropriate state agency or department. Onondaga County administrator for Human Services Kathryn Ruscitto said that the county has already gone on record with the state requesting as much local autonomy and flexibility as possible.

4. Strong leaders on the issue of breaking the cycle of poverty have emerged from a variety of sectors in the Syracuse community. These leaders are willing to take the necessary steps toward instituting long-term solutions.

In his presentation at the 1988 Community Leadership Conference at Minnowbrook, Chancellor Melvin A. Eggers spoke to the university's commitment toward working with the community in resolving its social problems. Onondaga County Executive Nicholas Pirro has made human services, particularly services to children, one of his top priorities. Pirro has followed through with this commitment by appointing a person--Kathryn Ruscitto--with more than 10 years of experience in the not-for-profit human services field as his Administrator for Human Services. Syracuse Mayor Thomas Young has committed the City to developing 150 new housing units a year, with half reserved for low-income people, who would be provided with assistance in carrying their mortgages. School Superintendent Henry Williams has brought to Syracuse a strong background and commitment to community and magnet schools. Several strong leaders have emerged in the private sector with a commitment toward helping reduce the local incidence of poverty.

5. The size of the problem in Syracuse is not unmanageable, compared to other cities.

Onondaga County has a population of 462,100, with an estimated 43,000 living in poverty as of 1980. Syracuse's size is not overwhelming, compared to other communities in the state and country. For example, 10.6 percent of Erie County's population of 970,300 lives in poverty, according to the County and City Data Book 1988*. Monroe County has a population of 711,200, of whom 62,586 live in poverty. Other large cities, such as New York City with 7,262,700 people; Los Angeles with 3,259,340 people and Detroit with 1,860,220 million, have even more overwhelming problems associated with poverty, by virtue of their size.

Syracuse is large enough to have an excellent resource bank of people with drive and creativity. Yet it is small enough to make workable solutions a viable option. All of the actors in government, not-for-profit agencies and the private sector know each other and should easily be able to sit down and work together towards a common goal.

* This book relies on poverty figures from 1979. See Point One in the following section.

B. Weaknesses

The OCL Study Committee believes that now is the time for Onondaga County to start instituting comprehensive changes relating to long-term solutions to poverty. However, the study committee recognizes that many good people have been trying--for years--to address this problem on local and state levels, as well as nationally. Poverty, both by the nature of its root causes, and the impediments inherent in the bureaucracy created to combat it, presents a seemingly insurmountable obstacle to overcome. However, the study committee found it important to take a fresh look as to why the myriad strategies tried to date have not produced the desired results. This section describes the weaknesses inherent in the system that currently present "roadblocks" to long-term solutions to poverty.

1. No comprehensive data base exists that depicts the local population in poverty, or the services and funds available to this poor population.

Despite a number of sources of statistics, no one accurate number exists as to the scope of the problem in poverty in any community, let alone Onondaga County. Most figures are based on the 1980 federal census. The County and City Data Book 1988, despite its title, uses 1979 poverty data. Figures provided by SENSES are projections of the 1980 Census data and these projections themselves are five years old. In addition, Nicholas Albicelli of DSS's Systems Planning and Research Division points out that the inherent flaw in using Census data is that it relies on what people have said is true--not on any real financial information. For example, a person may not readily admit to a census worker that he or she is on public assistance, thus skewing the figures. Actual county DSS figures on the incidence of poverty are lower than figures cited in other reports.

No reliable estimate exists as to the monetary cost of poverty in Onondaga County. The Citizens League was given figures as to the County social services' budget and the total budget for United Way agencies. These figures are included in this report. However, so many diverse programs and funding streams exist, it is difficult--perhaps impossible--to calculate exactly how much federal, state and local government and private dollars are being spent on poverty. Compounding the problem is that poverty has an impact in many other areas. Undoubtedly, much of the money being spent on probation and parole, drug and alcohol treatment, educational remediation and other areas is due to a great extent to poverty. And no dollar figure can be adequately placed on the cost of human suffering caused by those varied problems.

2. No measurable community-wide goals or performance measures exist for reducing the level of poverty in Onondaga County.

Like other communities, Onondaga County is in a "Catch 22" situation. It cannot establish goals for reducing the incidence of poverty without reliable statistics as to the extent of poverty to begin with. And without goals for poverty reduction, there is no way to establish means to measure the success or failure of such an effort. Without performance measures, there is no way to assess the current investment against what is needed. There is no way to redirect resources to strategies that produce results. The current regulations that Onondaga County social services adhere to relate to the number and duration of visits to clients. For example, a social services worker might record that she visited a home three times in a four-month period, for 50 minutes each time. Such record-keeping, while useful in many ways, does not address the central issue: was the intervention successful in a tangible way?

3. The social services system is fragmented throughout--from the funding source to the service provider. This results in a maze of categorical programs directed at cushioning the effects, rather than attacking the root causes of poverty. The system is structurally flawed.

All of the speakers who came before the OCL study committee noted that the foremost impediment to effectively carrying out their jobs was the inherent fragmentation of the system. For example, Family Court Judge Minna Buck noted that there are 127 funding streams channeling federal and state monies for adolescent pregnancy alone. Onondaga County has 17 departments, programs, bureaus and other entities that deal with human services. One study committee member told of attending a meeting involving one poor mother with her two children where there were representatives of no fewer than 14 provider agencies. Buck lamented the fact that funding is dispersed in tiny "bits" over a long period of time, and is laden with numerous restrictions that effectively impede any long-term impact. All of the millions of dollars being spent can only achieve limited success on an incremental basis, since the method of funding only addresses small parts of the picture, rather than the whole.

4. The administration of poverty programs is an industry employing large numbers of people. Reforming this system is tantamount to moving a monolith of vested interests.

Of the \$554.9 million Onondaga County budget for 1989, \$308.6 million--or 56 percent--goes towards human services. Of this amount, 44 percent goes toward DSS, 18 percent for public safety, 9 percent for health, 8 percent for Onondaga Community College, 5 percent for mental health and 16 percent for other areas. The Department of Social Services alone has two main divisions and numerous sub-divisions, including the Administrative Services

Division, the Adult and Family Services Division, Child Support Enforcement, the Child Welfare Services Division, Food Stamps, Hillbrook Detention Home, the Legal Division, the Medicaid Division, the Medical Payments Unit, the Public Assistance Division, Records Management, Staff Development and Training, and Systems Planning and Research. DSS currently employs 1,089 people. Added to this are the approximate 1,500 people that work in the United Way and its agencies and other not-for-profit agencies. Hundreds of others are employed in departments that deal to a great extent with the effects of poverty, such as the Department of Health, the Department of Mental Health and those related to law enforcement. All of these public and private entities have long-ingrained systems of operating and patterns of behavior that, like all large organizations, are difficult to change.

5. The staff members responsible for working directly with clients in these programs are often ill-trained and poorly compensated, and work under a system that tends to defeat initiative and innovation.

Social service agencies cannot hope to compete with the private sector in terms of the salaries offered. Onondaga County's staff of 150 to 200 welfare workers each receives an annual salary of only about \$17,000. These workers receive merely a two-week initial training program and minimal in-service training. The Coalition for Health and Welfare for Syracuse and Onondaga County approached DSS on a number of issues, including the training of its income maintenance workers. The Coalition noted that the local DSS training plan submitted to the state had listed only one priority area--"How to Deal With Difficult Clients." DSS responded to the Coalition that the department was in the process of instituting a new training model and the plan submitted to New York State had not included the most recent material.

Both clients and service providers who spoke before the Citizens League stressed the need for DSS training in the areas of dealing sensitively with the poor and with people from other racial and ethnic backgrounds. Added to this is the fact that the DSS workers constantly deal with people who are themselves under stress or in a crisis situation. These factors result in a high turnover rate. Income Maintenance Director Thomas McMahon noted that his staff is "constantly cyclical." Income maintenance is especially vulnerable, because personnel can obtain better salaries working for other county departments. This division serves "as a training ground" for the rest of county government, McMahon said, as personnel enter, work for a while and then move on to another area. Observers have noted that income maintenance itself adds to the constantly cyclical nature of its work force by regularly and systematically switching workers from job area to job area.

6. No coordinated strategy exists to attack the "feeders" to the cycle of poverty--those acknowledged phenomenon that tend to cause people to go on public assistance or prevent them from leaving the social services system.

Onondaga County has excellent social services programs in a number of areas. Head Start, run by PEACE Inc., and the Syracuse City School District's Pre-K Program are both designed to provide enriched opportunities for early childhood development. An 11-agency community services project focuses on a variety of services for teens at risk of becoming pregnant, pregnant teens and teens who are already parents. The two national literacy organizations, Laubach Literacy and Literacy Volunteers of America, are both based in and do strong work in the Syracuse area. However, these efforts are woefully inadequate for the present need. Eight hundred children in Onondaga County are eligible for Head Start, but cannot be served because of inadequate resources. The adolescent pregnancies rate has not gone down recently, but remains at about 1,400 pregnancies among 10 to 19 year olds in the county each year.

In short, the community has not developed a comprehensive master plan for programs and initiatives that help break the cycle of poverty, such as affordable child care, literacy, education and training, improved early childhood development and adolescent pregnancy reduction.

7. The system often works against, rather than in support of, families.

Speakers who are currently public assistance recipients or who have already broken out of the cycle of poverty spoke eloquently about how the social service system often works against family unity and stability. For example, Sharon Lathrop, a single mother of three, recounted how her 16-year-old son was forced to leave her home and live elsewhere when he obtained employment and began earning \$125 weekly. She was told that this amount would jeopardize the public assistance benefits for her two young daughters. She told the Citizens League:

The father to my two daughters has not been forced to support them, why should their 16-year-old brother be held responsible?

Several other speakers alluded to the fact that the unspoken message communicated by social services workers in fact encourages adolescent pregnancy. One PA recipient noted that "DSS people just about tell young women that in order for them to receive public assistance they have to become pregnant." Another counselor stated, "It's easier if you're pregnant." Such a perception works at odds with the stated public goal of reducing the number of single, teen mothers.

8. The community does not focus on patterns of success as a means of devising solutions to breaking the cycle of poverty.

Speakers who are currently attempting to or have already gotten off public assistance discussed how the welfare system inherently works against becoming independent. They stated that recipients who try to obtain employment or training are often given the "runaround" concerning getting child care and other benefits. This, in essence, squelches any desire to fight the system and stand on one's own feet. For example, Sharon Lathrop discussed how difficult it was to obtain day care services for her two youngest children when she was offered a VISTA position that paid a minimal stipend, protected under federal law. After weeks of dealing with social services personnel, she finally found out the day before she was expected to start her VISTA position that DSS would be providing her an allowance for child care services. She stated:

I found it difficult to try and improve my family's position. It was disheartening to have to fight so hard to get ahead. I find it sad that here I was willing to work, had found an excellent opportunity to really make some improvements in our lives, and the system tried to find obstacles and blockades to my obtaining my goals.

A former PA recipient, Linda Bort, discussed how she received training at the Syracuse Job Training Partnership Agency and obtained employment at a local shipping firm. When she was taken off public assistance, she then had to pay all medical, rent, utilities, transportation and other costs herself. Having to pay for day care for her twins meant that she had just a few dollars left over each week for food for her family. She said:

How am I going to feed my four kids on \$9 a week? It would be easier for me if I quit my job. If I sit home and do nothing, they'll give me everything. Once they get you on your feet, they pull the carpet out from under you. They could save millions if they just help a little bit.

9. The resources of the private sector are not utilized in a meaningful way to attack the root causes and resolve the problems of poverty.

Human services has remained in the realm of the public and not-for-profit sector. Increasingly, however, the private sector is recognized as being key to breaking the cycle of poverty by providing jobs and by being actively involved in educating and training people for those jobs. While some new, excellent programs are being started, such as several local "adopt a school projects," the private sector has not been utilized as part of a broad, concerted effort in poverty reduction.

10. Services are too centralized and information too decentralized, making fundamental interventions to breaking the cycle of poverty often inaccessible to the people they are meant to serve.

Diane Erne, former Executive Director of Alliance, stated that many people seen by her agency "have incredible problems just getting through a day" in terms of putting food on the table, handling money and other basic life skills. These people find it difficult to find day care for their younger children, and then travel by bus to meet PA, medical, counseling and numerous other appointments. A more practical option would be "one-stop shopping" at a neighborhood center, where all services are offered under one roof, Erne stated. At the same time, information is scattered among different segments of the system, making it difficult for anyone to make a decision based on the whole picture--all of the funding, programs and services available to a given client.

11. Recipients of services have inadequate input into the system.

Housing, anti-drug and other initiatives have proven to be successful across the nation when the people directly involved empower themselves by taking on responsibility and ownership for the program. Locally, public assistance recipients have stated they have had little or no involvement with the social services system. Thomas McMahon, director of Income Maintenance, indicated that while his division has hired several former PA recipients, "we don't go out and recruit them."

One young woman, Denise Middleton, felt frustrated when she obtained a position with the Salvation Army Youth Enrichment Program and DSS immediately attempted to cut back on her Food Stamp allotment. Middleton, who had returned to school in order to get this position, told the study committee:

They don't give you any incentives, they don't tell you about any of the programs that help. It's not worth the headache.

Another woman, Carol Watkins, is an example of a former public assistance recipient who received training from the Onondaga County Employment and Training Agency (OCETA) and is now employed in the system. Watkins, who is currently an information aide with OCETA, said the continual roadblocks toward getting on her feet instilled a feeling of "helplessness." She said:

You can't fight the system. You feel powerless, because they can take any benefit away that they want. They create continual fears, and fears are barriers.

Middleton, Watkins and others who spoke before the Citizens League said they had many ideas to share regarding improvements to

the system and improved delivery of services, including sensitivity and other in-service staff training.

V. RECOMMENDATIONS

In 26 sessions, the OCL poverty study committee heard from 47 speakers. The sessions began with a presentation by Nicholas Albicelli and the late Antonia Tavarone, who gave the study committee important statistics about the incidence of poverty in Onondaga County. The presenters included public assistance recipients, such as Sharon Lathrop, Sajit Gupta and Denise Middleton, who spoke about negotiating the social service system and the obstacles in their path to becoming financially independent. Several others, such as Sherri Griffith, Carol Watkins and Linda Bort, told emotion-wrought and inspiring stories of their successful efforts in breaking out of the cycle of poverty. The study committee members were moved by all of these accounts.

No less stirring were the anecdotal examples and facts and figures told by professionals who work in the field, helping people overcome the serious effects of poverty. For example, Family Court Judge Minna Buck told of dealing time and again with women who had first come before Family Court as abused children, then as troubled mothers, and now appeared before her bench as "30-year-old grandmothers." Michelle Gerka, director of PEACE Inc.'s Head Start, described how a preschool boy said he was "cooking drugs" during an imaginative play session. East Syracuse-Minoa Guidance Director Thomas Yanno said that an economically-disadvantaged child enters school far behind other students. "Putting such a child into first grade is like taking a well-built 22-year-old boy who knows nothing about football and putting him on the field against the San Francisco 49ers," Yanno said. And Diane Erne, Deputy Commissioner for Childrens Division, discussed how many abusive families have been so steeped in violence for years they have little to look forward to in their lives.

Most importantly, all of these speakers cited a number of recommendations in response to the "what-if" scenario offered to them by the forum of the Citizens League study. They provided specific programmatic suggestions, as well as sweeping ideas for the entire social services system. In addition, the study committee gathered for three "brain-storming" sessions to discuss the progress of the study and the ideas presented by the various speakers. Study committee members put forth their own recommendations, based on the material that had been gathered to date.

All in all, the Study Committee heard approximately 120 specific recommendations in its quest for long-term solutions to breaking the cycle of poverty or improving the current system serving the poor population. After the conclusion of the presentations in July, a small steering committee gathered to develop a framework for these recommendations. These 120 recommendations were further refined by the study committee, steering committee and the OCL Board of Directors.

The major recommendations offered here reflect the Study Committee's analysis of the problem of poverty in Onondaga County. The Citizen League recognizes that before finite improvements can be made, wide regulatory and policy issues must be dealt with, along with questions of community policy and leadership. No changes can take place without broad, essential reform of the social services system and changes in the community as a whole. The Working Seminar on Family and American Welfare Policy, made up of the American Enterprise Institute and Marquette University, speaks to this in terms of changing the public "ethos"--the fundamental spirit, values or mores of a people. The Working Seminar's report, The New Consensus on Family and Welfare: A Community of Self-Reliance, states:

It is much harder for individual citizens to practice the disciplines of self-restraint and to show resolution in attaining their goals when the ethos around them mocks such efforts. Individual citizens more easily practice personal responsibility when major national and local institutions provide the necessary moral support.

Further, in his article, "The New War on Poverty," author Michael Novak states:

The humanistic dimensions of behavioral dependency must, therefore, be addressed not solely by the actions of the state, but by the actions of all of us. To meet the full dimension of the problem, the whole society must act.

Thus, the main recommendations constitute a broad vision for breaking the cycle of poverty--a call to action to the entire community. They also represent the Onondaga Citizens League's call to change the ethos of Onondaga County. As speakers pointed out time and time again, the terrible problem of poverty cannot be resolved by individual, incremental changes, but must be dealt with holistically by all actors involved.

To realize the goal of reducing poverty within Onondaga County, and more particularly of breaking the cycle of poverty, OCL recommends the following broad policy principles and guidelines for the Onondaga County community:

A. PHILOSOPHY

1. That county and city government, business, provider agencies, the United Way and other funders, church groups, unions, educational and training institutions, and public assistance recipients resolve to work together cooperatively, collaboratively and in a coordinated fashion over the next 10 years to reduce poverty and its causes significantly within our community;
2. That the county and city governments make a multi-year commitment of resources, so that effective programs and initiatives are not jeopardized annually in the budget process, protecting the designated funding, while maintaining accountability;
3. That we, as a community, set for ourselves measurable goals and objectives;
4. That these objectives as much as feasible be established in terms of desired outcomes, rather than particular means to achieving certain results;
5. That we recognize that the population in poverty is heterogeneous, and target measures that have self-sufficiency as their goal to those willing and able to break the cycle of poverty, while continuing to provide adequate services to those who are long-term dependent;
6. That we strive for a successful balance between the broadest reach of services to all those in need and the goal of achieving successful outcomes in individual cases;
7. That we recognize that positive parental involvement in children's lives is the most critical factor in their normal development and later self-sufficiency, therefore parenting education and ongoing support of families is essential;
8. That community providers of services, including governmental agencies, demonstrate progress to the executive and legislative branches of government in terms of meeting the measurable goals and objectives that will be established; and
9. That we measure our progress annually with a view to amending our anti-poverty strategy where appropriate.

Guided by these principles of policy and practice, OCL recommends that special action be taken by the community to reorganize and redirect existing resources so as to focus them more effectively on children and families and to make the services offered more accessible to the clients being served. This client-focused, versus program-focused approach will require integrated planning, centralized data collection and reporting, and decentralized yet coordinated service delivery.

RECOMMENDATION ONE: CREATE A SCHOOL-SITED NEIGHBORHOOD CENTER FOR HUMAN DEVELOPMENT

The Onondaga Citizens League calls upon County Executive Nicholas Pirro, Syracuse Mayor Thomas Young, Syracuse City School Superintendent Henry Williams, United Way President Harry Honan, Syracuse University Chancellor Melvin Eggers and Onondaga Community College President Bruce Leslie to conduct a demonstration program at one school in the City of Syracuse that fully merges the human services and educational systems to create a school-sited neighborhood center for human development.

Our year-long study of poverty in Onondaga County has brought us to the conclusion that our school buildings in the future must become centers for the delivery of human services. Here and throughout the country, our educational system is increasingly under attack and cannot fulfill its mission to educate the full diversity of the population due to social and economic changes in our culture. Alongside that system, we have a human services structure that is reacting to and expending enormous amounts of money on human problems that are exacerbated by individuals' failure to succeed in the educational system.

Teachers cannot be expected to assume the full responsibility for the social and psychological ills affecting their students' performance any more than a drug abuse counselor can be expected to turn a ninth grader on to elementary algebra. Neither the teacher, nor the counselor can expect to ignite the motivation of the student to succeed without the active participation of the student's parents, and the support of the neighborhood and community at large.

The greatest opportunity to incubate the rich family support systems and neighborhood-based strategies that mitigate the terrible isolation of poverty lie in our schools. Schools are one institution that touch all the children in our community. Effective intervention in the poverty cycle must begin with children.

We are proposing that the community school concept be taken even further on a pilot basis at a school within the city. This would include actual physical placement of County DSS and United Way agencies' staff at the school.

We recommend that such programs and services as parent support groups, continuing education classes, job training programs, child care, early childhood education, drug and alcohol abuse counseling, health services and child protective services be provided in the school building.

We recommend that a new model of service delivery be established that would call for the coordination of all services through a single case management system.

We recommend that the educational personnel and the human services personnel sited at the school develop a cooperative partnership that would allow the teachers to teach and the human services workers to aid and encourage the educational process through the support of families.

This cooperative partnership and case management approach would directly benefit teachers and others in the school. Rather than dealing with a plethora of agencies, the teacher would be able to work hand-in-hand with one case manager concerning a specific child or family. This case manager could help deal with the day-to-day crises that often take up so much of a teacher's time and give immediate feedback on the child or family to the teacher and other school professionals.

The Northeast Community Center at Dr. Weeks Elementary School is one example where a variety of agencies have come together cooperatively in a school-sited location. The League is not advocating that a neighborhood center such as the Northeast Community Center be built at the School-Sited Center for Human Development or at other school buildings. The League is advocating that a case management approach involving both school and community resources be applied to help our children succeed. Thus, this demonstration program should not be construed as the basis for adding personnel to the overall system. It should be conducted by the shifting and reorganization of existing services.

RECOMMENDATION TWO: CREATE A HUMAN SERVICES COUNCIL

To promote more efficient and coordinated utilization of community resources, The Onondaga Citizens League calls upon Onondaga County Executive Nicholas Pirro to play the lead role in the establishment of a Human Services Council with community-wide membership, including public, private and non-profit entities and individuals concerned with the plight of the disadvantaged in Onondaga County. Necessary funding will be provided by Council members. The Council should have a steering committee of less than 25 individuals, distributed among funders, planners, providers and consumers. The purpose of this Council is the coordination of human services resources. Initially there should be three major task forces of the Council:

A Task Force for Strategic Planning to develop a long-term plan for breaking the cycle of poverty in Onondaga County.

A Task Force for Welfare Reform to develop a plan for implementation of welfare reform in Onondaga County.

A Task Force on Service Delivery to reform the delivery system for services to the poor in Onondaga County.

COUNCIL MEMBERSHIP:

1. Membership of the council should be made a prerequisite for receipt of any funds or contracts resulting from implementation of all new welfare reform legislative programs enacted in the county. By enlisting as a member of the Council, each entity should be required to sign an agreement that would indicate its willingness to:

- a) Participate in the establishment of and provision of data to a computerized community-wide data base that will track the resources, services provided, population served and outcomes of their programs;
- b) Participate in the creation of and provision of data to a client data base that will make it possible for the agencies to pool resources and work together to assist families in crisis, while protecting client confidentiality; and
- c) Participate in staff training and staff development programs designed and offered by the Council.

2. Membership in the Council should incorporate employers in Onondaga County. By enlisting as members of the Council, employers should be required to sign an agreement that indicates their willingness to:

- a) Post new job openings in a community-wide job bank accessible to all human service agencies in the county; and
- b) Donate a specific amount of staff assistance and/or professional expertise per year to the mission of the Council. This could include mentoring programs, computer programming, development of staff training programs and other activities.

3. Membership in the Council should also be elicited from other entities--those institutions whose philosophies concern them with the human condition. This would include, but is not limited to, institutions of higher learning, labor unions, religious organizations and, most importantly the consumers of human services.

COUNCIL TASK FORCES: STRATEGIC PLANNING

1. The Council should establish a Task Force for Strategic Planning. This Task Force should be charged by the Human Services Council with developing a long-term strategic plan for breaking the cycle of poverty in Onondaga County. This plan should emphasize parental empowerment, children, schools, and adolescent pregnancy prevention. Annual updates to the plan should be presented to the Human Services Council and made available to all members of the Council. The Citizens League urges that the Strategic Planning Task Force include the following characteristics in the Strategic Plan for reducing poverty in Onondaga County.

a) The plan should specify measurable outcomes, and provide incentives to individuals or programs that achieve those outcomes. Competitiveness **must** be introduced into the system and additional funds or other rewards provided for programs that produce results.

b) The plan developed by the Task Force should include all participants involved and all aspects of the human services system.

EMPHASIS: Children

In the development of the long-term strategic plan for breaking the cycle of poverty, the Task Force for Strategic Planning should consider the following recommendations related to children. More than any other factor, providing children's services and intervention is a means of attacking the root causes of poverty.*

1. Services provided for children by government and not-for-profit agencies should be consolidated and coordinated in order to make them more accessible and beneficial for those who need them.

***Note:** In its report, Children in Need: Investment Strategies for the Educationally Disadvantaged, the Committee for Economic Development, points out how helping children is crucial to breaking the cycle of poverty. CED, a private, non-profit and nonpartisan research and educational organization based in Washington, D.C., and New York City, states that "...providing an early and sustained intervention into the lives of disadvantaged children can break this vicious cycle of disaffection and despair."

2. Prenatal and postnatal care for high-risk mothers should be provided in locations accessible to those who need it.

3. Quality child care, which stresses social skills, language development and school readiness, should be made available.

4. Quality preschool programs should be provided for all disadvantaged three and four-year-olds. Programs such as Head Start and Syracuse school's Pre-K have a track record of improving school readiness and enhancing later academic performance. More slots are needed so all eligible children can attend. Program instructors should be paid appropriate wages.

5. Parenting education should be provided to both mothers and fathers in locations in or near their neighborhoods.

6. The Cradle to Kindergarten Task Force, convened by Family Court Judge Minna Buck, should be supported as an essential tool for intervening with young children at risk. The Task Force is working toward developing a mechanism for keeping track of all services being provided to preschool children and their families, as well as providing a sustained effort by the larger community in this area. The Cradle to Kindergarten Task Force should cooperate with the Human Services Database in providing and sharing all information gathered.

EMPHASIS: Schools

In the development of the long-term strategic plan for breaking the cycle of poverty, the Task Force should consider the following recommendations related to schools. In its report, Investing in Our Children: Business and the Public Schools, the Committee for Economic Development states that "quality education for all children is not an expense; it is an investment." Like CED, the Citizens League believes that business has a "major stake and a major role to play in the improvement of our public schools." A number of the recommendations that appear in this section reflect this priority.

1. Personal, one-on-one intervention should be stressed as a priority, since it has been proven to be more effective than large, structured programs. For example, the personal interventions undertaken by teachers and administrators at Fowler High School have been successful in encouraging young people to attend school.

2. Efforts should be made to develop year-round schools that offer extended day, Saturday and summer programs.
3. Additional community schools should be established.
4. "Home-based guidance" should be instituted in an effort to have the schools keep track of students throughout their academic years, as is currently being implemented in the Rochester City School District.
5. "Adopt a School" programs should be supported and expanded to utilize the resources of community people, not necessarily community funds. These "Adopt a School" programs should be tailored to the needs of the individual school population, as is done in Chicago's Adopt a School program.
6. Programs like Syracuse Challenge, the Science and Technology Education Program at Syracuse University and the Higher Education Preparation Program at LeMoyne College, which prepare high school students for college, should be supported fully by the active involvement of parents, teachers, role models and mentors from the private sector.
7. Options for improving school attendance should be considered, since there is a strong correlation between attendance, achievement and later poverty. These could include both positive and negative incentives for school attendance.
8. Actions that can be taken by local business* to improve education also include:
 - * Working with local school districts to define goals for business involvement based on mutual needs.
 - * Encouraging employees to serve on local school boards and providing flexibility in working hours to make this possible.
 - * Permitting working parents and other employees to participate in local school activities.
 - * Providing qualified volunteer help to assist the local school administration with training in modern management and administrative methods.
 - * Helping direct vocational education programs to provide students with strong academic and real job-related skills.

* Note: Investing in Our Children: Business and the Public Schools, the Committee for Economic Development.

EMPHASIS: Adolescent Pregnancy Prevention

In the development of the long-term strategic plan for breaking the cycle of poverty, the Task Force should consider the following recommendations related to adolescent pregnancy prevention.

1. Comprehensive sexuality education should be provided for all children pre-K through grade 12 in the school systems.
2. Community based sexuality education for children and adults should be provided in churches and neighborhood centers.
3. Comprehensive, coordinated programs for children at risk of becoming teen-age parents should be available. These programs should include education, health care, employment opportunities, and responsible role models.
4. Access to medical care needs to be improved. In many areas this would include school-based clinics.
5. Barriers to health care including poor location, inflexible hours and excessive fees should be removed.
6. Programs that encourage pregnant teenagers and those with babies to stay in school should be coordinated and strengthened.
7. Small programs that concentrate on the individual, such as a Big Brother/Big Sister or mentor programs should be encouraged, since one-on-one intervention has been proven to be successful in offering successful role models.
8. Programs which combine work experience and education should be encouraged in professional fields, such as communications, finance, real estate, management and retailing, to provide young people with broader experience and horizons. A local example of this is the Media Unit, which focuses on television broadcasting.

COUNCIL TASK FORCES: WELFARE REFORM

1. The Council should establish a Task Force for Welfare Reform. This Task Force should be charged by the Human Services Council with developing recommendations to meet the State and Federal guidelines of the 1988 Family Support Act, the federal welfare reform legislation, and positioning Onondaga County to be a leader in human services. The Citizens League would urge that

the Welfare Reform Task Force include the following recommendations in the Welfare Reform Plan related to the local jobs and training infrastructure in Onondaga County.*

EMPHASIS: JOBS

1. Designate, provide funding for and charge one entity in the community with the task of providing a comprehensive annual report on labor market conditions, which identifies specific job opportunity areas, wage rates and training needs, as identified by employers in the county.

2. Make this report available, and utilize it to evaluate all proposed job training programs that seek funding under the new welfare reform program.

3. Create a unified computerized job bank for employees in Onondaga County, which is accessible to all job training entities in the community.

***Note:** At least 20 organizations in Onondaga County alone broker, or directly provide, job training services for economically-disadvantaged individuals. The basic purpose of all these programs is to enable people to become self-sufficient through employment. The type of services provided, the nature and length of training, the provider of the specific services and the eligibility standards for the programs are largely determined by the funding source and the categorical nature of the job training programs, rather than by the needs of the local population to be served or the local job market. Most of the entities involved in job training are required to demonstrate job market potential for the services they provide. In fact, the Federal Job Training Partnership Act (JTPA) legislation sets forth rigorous performance standards for training programs, tailored to local conditions, which are worthy of replication in other poverty programs. Job training professionals in the county have also made great strides in the effort to improve coordination of services and serve clients. This is evident in the new Job Service Center, established by the Department of Labor in North Syracuse, which combines job service and employment insurance offices, and in the newly-combined city and county JTPA offices in Graystone Square in downtown Syracuse. Employer involvement in job training programs has also improved in recent years with the creation of the Central New York Private Industry Council (PIC). In addition to the PIC, a minimum of 20 additional boards, advisory groups or task forces (such as the Job Service Advisory Board, OCC Educational Advisory Boards and the Business-Education Task Force) seek private sector input on job-training programs.

4. Establish a "one-stop" center at Graystone Square for the provision of all support services needed by individuals in order to enter the job market. These include job search assistance, child care, resume writing and other services. Staff the support center with individuals from a variety of agencies and involve the private sector fully in its operation.

5. Designate literacy volunteer programs as an eligible training activity for funding under the new welfare reform program.

COUNCIL TASK FORCES: REFORM OF THE DELIVERY SYSTEM

1. The Council should establish a Task Force for Reform of the Delivery System. This Task Force should be charged by the Human Services Council with developing recommendations to improve the coordination, efficiency and effectiveness in the delivery of human services in Onondaga County. This Task Force should have a broad membership reflecting the entire community with representation that includes state legislators; county and city government, particularly Onondaga County DSS; the business community; local colleges and universities; labor; provider agencies; church groups; financial planners; and clients of the system. The Citizens League recommends that this Task Force emphasize regulatory reform, consumer participation, case management, accessible services, and staff development.

EMPHASIS: Regulatory Reform

1. Categorical funding, which divides up federal and state support into numerous funding streams, causes inefficiency and waste and should be reduced. Instead, a certain amount of money should be provided to deal with families for a specific length of time, and more flexibility should be given in how services are provided. The entire funding mechanism should be revamped to have programs tailored to fit the actual needs of the people being served--not just the presenting problem.

2. The State of New York should be asked initially to provide the Task Force with a comprehensive listing of all local assistance provided to Onondaga County agencies dealing with the disadvantaged. The listing should include the funding department, (such as the Department of Labor or Department of Education), the amount of funds, recipient and a brief description of the program.

3. Onondaga County government should follow up with Joseph Semidei, Deputy Commissioner of Family and Children's Services, concerning making Onondaga County one of the test counties in the State that may be exempted from federal

regulations in delivery of services in specific neighborhoods.

4. The Task Force should enlist the support and consent of all state agencies that fund local programs to collapse funding streams and obtain the maximum possible regulatory flexibility in the delivery of services in Onondaga County.

EMPHASIS: Consumer Participation*

1. Formal and informal consumer groups should be developed among all clients involved with the system. For example, the monthly survey of income, which is a mandated form for people who receive some income through employment, might be done in a group that meets on a regular, monthly basis.

2. Clients or consumers of services should be involved fully in the development of programs. The Citizens League believes that client involvement and group interaction reduces the isolation of poverty and removes the stigma of poverty and empowers those in need to help themselves.

EMPHASIS: Case Management

1. Case management has to be made a local priority and it must incorporate all state and local actors and programs that are outgrowths of the various funding streams coming into the community.

2. A method for dealing with confidentiality should be developed in order for various agencies to work together. Currently, a loss of confidentiality concerning a client's case is often cited as a reason for not working in a comprehensive fashion.

3. A neighborhood-centered, "one-stop shopping," case management approach would give parents and children the personal support and assistance needed and would free up teachers to focus more on the academic needs of children. A team approach involving parents, the case manager and the teacher would improve the level and effectiveness of support and services provided.

* **Note:** As seen by the progress prompted by the Helping Ourselves Means Education (HOME) project, there is much to be gained by promoting and encouraging self-help through the use of groups. HOME is a national organization started by a former welfare recipient who bettered her status through education. Local activity in HOME is based on the concept that self-worth and dignity can be fostered through training and education, which will also bring financial independence.

4. The Task Force should advance the use of state-of-the-art computer technology to enhance comprehensive case management in the human services system:

a) Software should be developed that will permit case workers and clients to obtain access to information on all available assistance programs.

b) The staff of all Council members and clients should be trained in the use of this technology, which could also include a pre-test for eligibility for all programs.

EMPHASIS: Accessible Services

1. Office hours should be extended into the evening and during weekends for all services, including eligibility determination, counseling, training. Extended hours would offer the option of flexible hours to human services personnel, as well as extend the "consumer/customer" attitude throughout the system.

2. A clearinghouse of social services information should be developed using state-of-the-art computer technology and software. Computer terminals and staff should be available throughout the county on a 24-hour/seven days a week basis to improve access to this information.

4. The Task Force should seek ways to decentralize services into neighborhood "clusters," which may house staff from a variety of public, private and non-profit agencies. (See Recommendation One)

EMPHASIS: Staff Development

1. Training and in-service training provided to human services personnel in Onondaga County should be restructured and improved to increase sensitivity to client perspectives and circumstances.

2. Efforts should be undertaken to reduce staff turnover in human services, including offering incentives and rewards for those that do a good job and involving staff in planning and decision making.

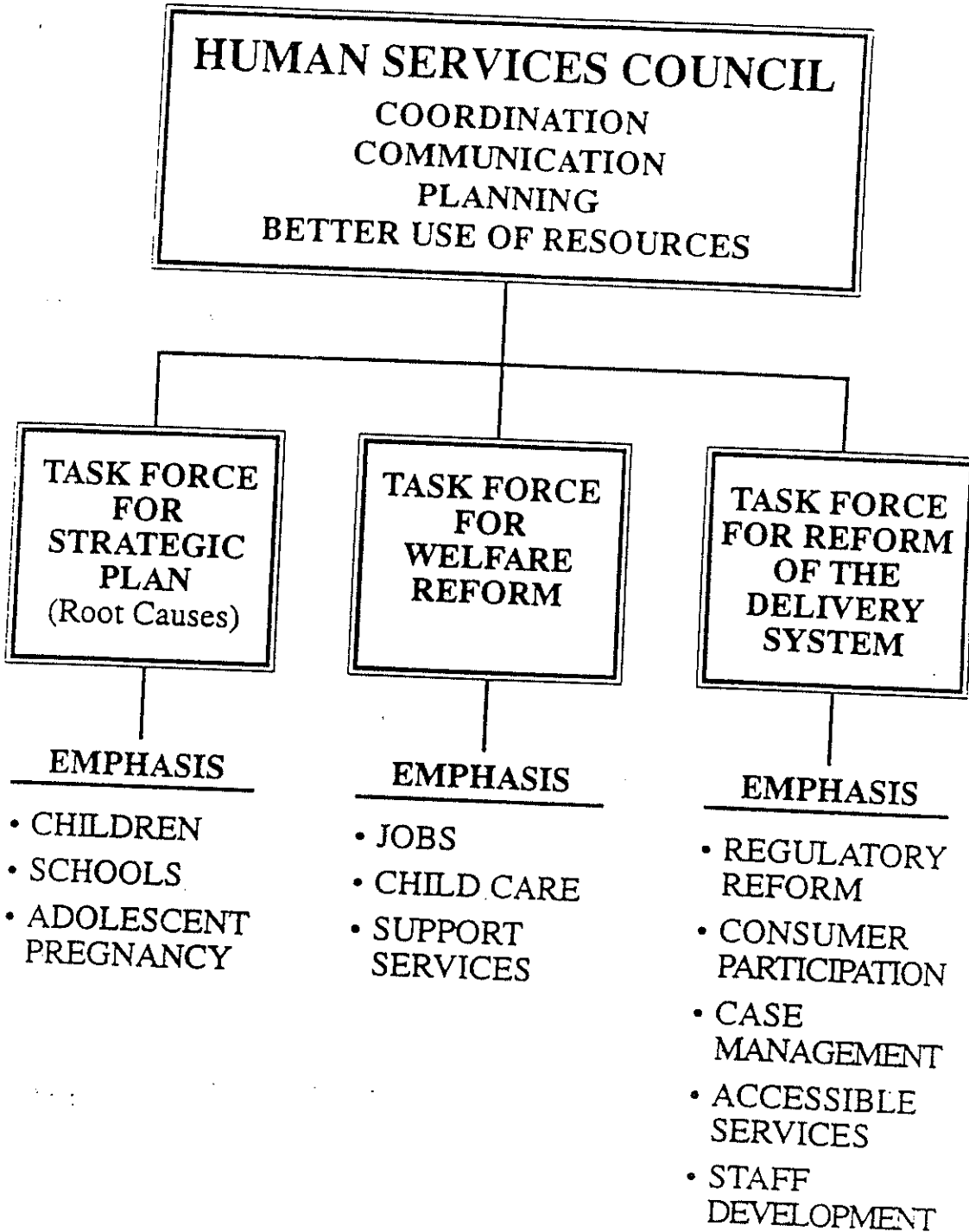
3. Staff members from non-profit agencies should be utilized to supplement county staff to help enroll people in programs to improve access.

4. A career track for clients to become workers/advocates in the system should be created.

RECOMMENDATION THREE: ESTABLISH A DATA BASE AND CENTER TO COLLECT AND DISSEMINATE HUMAN SERVICES DATA

The Onondaga Citizens League calls upon Syracuse University Chancellor Melvin A. Eggers to take the initiative in developing a human services data base and center in conjunction with Onondaga County, the United Way, other providers and other educational institutions. The Citizens League urges the creation of a center for collecting and disseminating human services data, which would be used as a planning base for the Human Services Council and as a systematic means for providers to measure outcomes each year.

A. Proposed Human Services Council Structure



B. Special Advisors

David Brownell
 Robert Herz
 Paula Freedman
 John Kramer
 Anne Messenger
 Paul Welch

Georgette Cowans
 Althea deGraff Johnson
 John Murray
 Sarah Stuart McIlvain
 Kathryn Ruscitto

C. Study Committee Members

Helen Q. Anderson
 Kay Benedict
 Janet Besse
 Leroy Butler
 Doris Chertow
 Georgette Cowans
 Chuck Dozier
 Corinthia D. Emanuel
 Michael Freedman
 Rietta Gantter
 Marilyn Higgins-Rohde
 Darlene Kerr
 Bob James
 Suzanne LaLonde
 Mike Moran
 Sarah Stuart McIlvain
 Tore Mita
 Nancy Sullivan Murray
 Elizabeth Page
 Mary Anne Ruff
 Roger Scott
 Eleanor M. Shopiro
 Jim Starr
 Ralph G. Wright
 Paul Welch
 Frank Woolever

Virginia Attridge
 Rose Bernthal
 Elma Boyko
 Max Casper
 Louis P. Clark
 Ian Cuthill
 Carol Dwyer
 Diane Erne
 Paula Freedman
 Bob Herz
 Jigger Hueber
 Mary Iversen
 John Kramer
 John LaVine
 Stephen Martin
 Anne Messenger
 John Murray
 Dorothea Nelson
 Carrie Penner
 Dene Sarason
 Walt Shepperd
 Janet Starr
 Miriam Swift
 D. Virginia Tilden
 Roberta Wood

D. Presentations

Nicholas Albicelli
 Department of Social Services
 Civic Center
 600 S. State St.
 Syracuse, N.Y. 13202
 Nov. 4, 1988

Antonia Tavarone
 Human Services Support
 320 Greenwood Place
 Syracuse, N.Y. 13210
 Nov. 4, 1989

Michael Wasylenko
 Associate Professor, Metropolitan Studies Program
 Maxwell School of Citizenship and Public Affairs
 Room 412, Maxwell Hall
 Syracuse, N.Y. 13210
 Nov. 11, 1988

Judy Gallo
 Assistant Commissioner for Program Development, Policy Planning
 and Child Care
 Division for Family and Children's Services
 New York State Department of Social Services
 40 Pearl St.
 Albany, N.Y. 12206
 Nov. 18, 1988

Joseph Semidei
 Deputy Commissioner of Family and Children's Services
 New York State Department of Social Services
 40 Pearl St.
 Albany, N.Y. 12206
 Dec. 14, 1988

Chris Buscher
 Vice President,
 Community Initiatives
 United Way of Central New York
 423 W. Onondaga St.
 Syracuse, N.Y. 13202
 Dec. 16, 1989

Paul Welch
 Associate Director
 Catholic Charities
 1654 W. Onondaga St.
 Syracuse, N.Y. 13207
 Jan. 6, 1989

Sherri Griffith
 Executive Director
 YWCA
 960 Salt Springs Road
 Syracuse, N.Y. 13224
 Jan. 13, 1989

Carol Watkins
 108 E. Heman St.
 East Syracuse, N.Y. 13057
 Jan. 13, 1989

Linda Bort
 101 Kirkpatrick St.
 Syracuse, N.Y. 13208
 Jan. 13, 1989

Robert Czaplicki
 Director of Probation
 Onondaga County Office Bldg.
 Montgomery St.
 Syracuse, N.Y. 13202
 Jan. 20, 1989

Leigh Hunt, Chief
 Syracuse Police Department
 Public Safety Building
 S. State Street
 Syracuse, N.Y. 13202
 Jan. 20, 1989

Linda Shaffer, Executive Director
 Literacy Volunteers of
 Greater Syracuse
 2111 S. Salina St.
 P.O. Box 27
 Syracuse, N.Y. 13205
 Jan. 27, 1989

Jean Warrender, Editor
 Laubach Literacy
 1320 Jamesville Ave.
 Syracuse, N.Y. 13210
 Jan. 27, 1989

Diane Erne formerly with
 Alliance, at
 1654 W. Onondaga St.
 Syracuse, N.Y. 13202
 Feb. 10, 1989

James H. Abbott, President
 St. Joseph's Hospital
 Health Center
 310 Prospect Ave.
 Syracuse, N.Y. 13203
 Feb. 17, 1989

James Miller
 County Health Commissioner
 Civic Center
 421 Montgomery Street
 Syracuse, N.Y. 13202
 Feb. 17, 1989

Anne Messenger
 CNY Private Industry Council
 101 E. Onondaga St.
 Syracuse, N.Y. 13202
 Feb. 24, 1989

Roger Evans, Senior Economist
 New York State Department of Labor
 601 James St.
 Syracuse, N.Y.
 13203
 Feb. 24, 1988

David S. Brownell, Commissioner
 Onondaga County Department of Mental Health
 Civic Center, 10th Floor
 Syracuse, N.Y.
 13202
 March 3, 1989

Tom Yanno
 Director of Guidance
 East Syracuse-Minoa High School
 Fremont Road
 East Syracuse, N.Y. 13057
 March 10, 1989

Linda Cimusz
 Principal
 Fowler High School
 227 Magnolia St.
 Syracuse, N.Y. 13224
 March 10, 1989

Thomas McMahon
 Director of Income Maintenance
 Shirley Gigantelli, Assistant to the Director
 Onondaga County Civic Center
 Montgomery St.
 Syracuse, N.Y. 13202
 March 17, 1989

Minna Buck
 Family Court Judge
 Room 106, Court House
 Montgomery St.
 Syracuse, N.Y. 13202
 April 7, 1989

Fred Murphy, Director
 Syracuse Housing Authority
 516 Burt St.
 Syracuse, N.Y. 13202
 April 14, 1989

Johnnie Hill Marsh
 Director
 Higher Ed. Preparation Program
 LeMoyne College
 LeMoyne Heights
 Syracuse, N.Y. 13214
 April 21, 1989

Walt Shepperd
Syracuse New Times
 1415 W. Genesee St.
 Syracuse, N.Y. 13204
 April 21, 1989

Judith Brooks, Principal
 Dr. King Communication Magnet School
 Elizabeth Page, Director
 Community School Program
 401 E. Castle St.
 Syracuse, N.Y. 13205
 April 28, 1989

Michelle Gerka, Director
 Headstart
 PEACE Inc.
 175 Hudson St.
 Syracuse, N.Y. 13210
 May 5, 1989

Leon Modeste, Exec. Director
 Urban League
 of Onondaga County, Inc.
 505 E. Fayette St.
 Syracuse, N.Y. 13202
 May 19, 1989

Cheryl Smith
 Syracuse Herald Journal
 1 Clinton Square
 Syracuse, N.Y. 13202
 May 19, 1989

Dr. Al Sterling, Director
 Adopt a School Program
 Chicago City Schools
 1819 Pershing 5-C
 Chicago, Ill. 60609
 June 2, 1989

Catherine Bertini
 Acting Assistant Secretary
 Department of Health and Human Services
 Family Support Administration
 370 L'Enfant Promenade, S.W.
 Washington, D.C. 20447
 June 9, 1989

Deborah L. Kardon, Sajit Gupta and Marcheri E. Williams
 Barnabus Residence
 Denise Middleton, Judith Gilligan and Sonja Williams
 The Youth Enrichment Project
 The Salvation Army
 749 S. Warren St.
 Syracuse, N.Y. 13202

-and-

Anne Knittel, Sharon Lathrop, Susan Riddel and Stacey Brown
Catholic Charities
1614 W. Onondaga St.
Syracuse, N.Y. 13207
June 16, 1989

Russell Sykes, senior staff member
State Communities Aid Association
1 Columbia Place
Albany, N.Y., 12207
June 23, 1989

Gary Simon, House Administrator
Wilson Magnet High School
501 Genesee St.
Rochester, N.Y. 14611
June 9, 1989

E. Bibliography

- "Activities and Accomplishments of the City of Syracuse Common Council Task Force on the Homeless and Housing Vulnerable 1986-1988," Teresa M. McCarthy, Chairperson.
- "Adopt a School," Chicago Public Schools, Chicago, Il.
- Birch, David, Job Creation in America: How Our Smallest Companies Put the Most People to Work, The Free Press, 1987.
- "Case Management With At-Risk Youth," Youth Programs, Fall 1988.
- Children in Need: Investment Strategies for the Educationally Development, New York City and Washington, D.C.
- Committee for Economic Development, Investing in Our Children: Business and the Public Schools.
- "Directions," Rochester City School District, Rochester, N.Y.
- Ellwood, David T., Poor Support: Poverty in the American Family, New York, Basic Books, 1980.
- Focus: Special Issue on Welfare Reform and Poverty, University of Wisconsin-Madison Institute for Research on Poverty, Spring 1988.
- "Forty Facts About Adult Illiteracy in the USA," Michigan Literacy, Inc., The Library of Michigan
- "Guiding Principles on Welfare Reform," Coalition for the Homeless, NYS Child Care Coordinating Council, State Communities Aid Association and State Youth Advocacy, 1988.
- League of Women Voter of the Syracuse Metropolitan Area, local research for Unmet Needs: The Growing Crisis in America, The League of Women Voters Education Fund, 1988.
- Part VI, Federal Register, Tuesday, April 18, 1989, Department of Health and Human Services Family Support Administration, Conforming changes to existing regulations and proposed rule.
- Reder, Nancy, "The Search for Low-Cost Housing," The National Voter, August 1988
- "Sales Tax Relief for Low-Income New Yorkers: Establishing a Refundable Sales Tax Credit," State Communities Aid Association, October 1988.
- "Seeking Elusive Answers for Poverty and Welfare," Governing, July 1988
- Semidei, Joseph, and Williams, Harold S., "A Venture Capital Approach to Grant Making by Government: Case Study of a Teenage Pregnancy Program," Center for Innovations in State Governments, The Rensselaerville Institute, October 1987.
- Smith, Cheryl Imelda, "Health and Welfare: Poverty and Disease in Onondaga County," The Herald-Journal
- "Some Good News and Some Bad News About Onondaga County," The Coalition for Health and Welfare for Syracuse and Onondaga County, September 1988.
- State of the Child in New York State: Summary, New York State Council on Children and Families, 1988.
- Syracuse/Onondaga County Fact Book, 1986 Edition, Syracuse-Onondaga County Planning Agency, County of Onondaga, N.Y.
- Unmet Needs: The Growing Crisis in America, The League of Women

Voters Education Fund, 1988.

U.S. Department of Commerce, Bureau of the Census, Current Population Reports, Series P-60, No. 163, Poverty in the United States: 1987

Wasylenko, Michael, "Employment Patterns in the Syracuse Metropolitan Area, September 1988.

Working Seminar on Family and American Welfare Policy, The New Consensus on Family and Welfare: A Community of Self-Reliance, The American Enterprise Institute and Marquette University, 1987.