

THE COUNCIL OF THE CITY OF NEW YORK

Hon. Corey Johnson
Speaker of the Council

Hon. Stephen Levin
Chair, Committee on General Welfare



Report of the Finance Division on the
Fiscal 2021 Preliminary Plan, Fiscal 2021 Preliminary Capital Commitment Plan, and
Fiscal 2020 Preliminary Mayor's Management Report for the

Human Resources Administration

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Finance Division

Julia K. Haramis, Financial Analyst
Frank Sarno, Financial Analyst
Dohini Sompura, Unit Head

Latonia McKinney, Director
Regina Poreda Ryan, Deputy Director

Paul Scimone, Deputy Director
Nathan Toth, Deputy Director

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Human Resources Administration Overview

The Human Resources Administration (HRA) – one of two agencies encompassed within the City’s Department of Social Services (DSS) – is the largest social services agency in the country. The other agency within DSS is the Department of Homeless Services (DHS). DSS has the City’s second largest agency budget after the Department of Education (DOE). HRA provides economic support and social services to low-income families and individuals aimed at combatting poverty and attaining self-sufficiency. The agency helps New Yorkers in need through the administration of more than 12 major public assistance programs including Cash Assistance (CA), the Supplemental Nutritional Assistance Program (SNAP), Medicaid, employment services, and child support services. HRA programs provide essential benefits such as emergency food and rental assistance. They also provide educational, vocational, and employment services; assistance for persons with disabilities; services for immigrants; civil legal aid; and disaster relief. HRA programs catered to specific vulnerable populations include HIV and AIDS Services (HASA), Adult Protective Services (APS), Medicaid and Homecare, and Domestic Violence Services. As part of the consolidation of DSS, HRA now provides services that were previously provided by the DHS. These services include Homebase, which provides services to households who are at-risk of entering shelter, aftercare, wraparound services, and rental assistance programs to move individuals and families out of shelter. For Fiscal 2021, HRA has a \$10.2 billion Preliminary Budget organized into 21 program areas, as detailed in the below chart¹.

HRA Program Areas

| Medicaid Services | Public Assistance Programs | Food Assistance | Special Population Services | Employment Programs | Other Services | Administration |
|--|---|---|--|--|---|--|
| <ul style="list-style-type: none"> • Medicaid and Homecare • Medicaid Eligibility and Administration | <ul style="list-style-type: none"> • Home Energy Assistance • Public Assistance and Employment Administration • Public Assistance Grants • Public Assistance Support Grants • Substance Abuse Services | <ul style="list-style-type: none"> • Food Assistance Programs • Food Stamp Operations | <ul style="list-style-type: none"> • Adult Protective Services • Domestic Violence Services • HIV and AIDS Services | <ul style="list-style-type: none"> • Employment Services Administration • Employment Service Contracts • Subsidized Employment and Job Training | <ul style="list-style-type: none"> • Legal Services • Office of Child Support Enforcement | <ul style="list-style-type: none"> • CEO Evaluation • General Administration • Information and Technology Services • Investigations and Revenue Administration |

HRA’s services include:

- Providing public assistance benefits to all eligible children and adults. Such benefits include CA, SNAP, and Medicaid;
- Helping CA clients with education, skills enhancement, job search, job placement, wellness services, substance use services, and other supports so that they can attain financial independence;

¹ Some of HRA’s program areas either have new names or also go by other names. Accordingly, those instances are noted in the respective sections that detail each program area. The names included in this chart are those found on the public-facing budget documents from OMB.

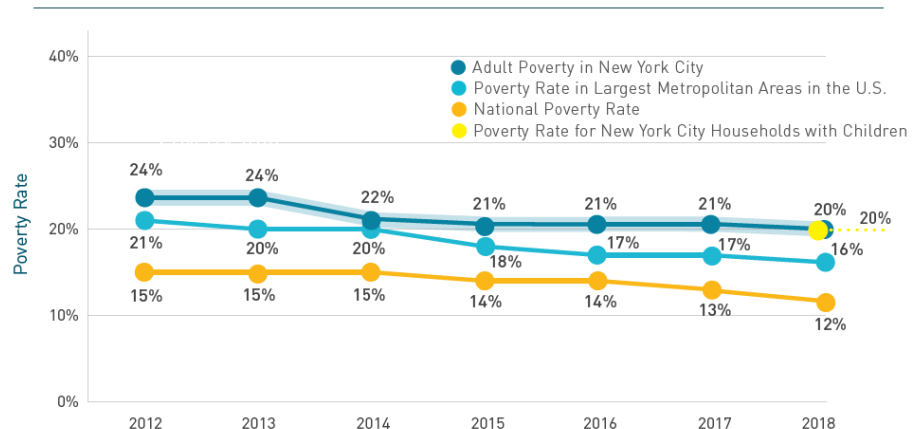
- Providing access to child support services for eligible parents and their children through enforcement and collection;
- Providing support services to eligible, vulnerable children and adults with disabilities and assisting clients obtain federal disability benefits if they are unable to work; and
- Administering homelessness prevention initiatives including anti-eviction legal services to low-income City residents, access to rental arrears benefits so households at-risk of homelessness can remain in their homes, rental assistance programs, to help homeless families and adults to transition from shelter into permanent housing, Homebase, aftercare, and wraparound services. HRA collaborates with the DHS to implement the City's support programs for homeless individuals.

This report provides a review of the HRA Preliminary Budget for Fiscal 2021. In the first section, the highlights of the \$10.2 billion Fiscal 2021 expense budget are presented, the Fiscal 2020 initiatives funded by the Council and contracted through HRA are discussed, and the potential impact of proposed State budget actions are analyzed. The report then presents the HRA's budget by program area, discusses changes included in the November 2019 and Fiscal 2021 Preliminary Plans, and reviews relevant sections of the Preliminary Mayor's Management Report (PMMR) for Fiscal 2020. This is followed by a review of the proposed capital budget for HRA and the Preliminary Capital Commitment Plan. Finally, appendices are included that list the budget actions in the November and Preliminary Plans, the total expense budget broken down between Personal Services (PS) and Other Than Personal Services (OTPS), Contracts Budget, each program area's budget, other PMMR indicators (not included within the report text), a Unit of Appropriation (U/A) reconciliation by program area, and further details on the Council initiatives funded through HRA.

Poverty in New York City

The Robin Hood Poverty Tracker² (Poverty Tracker), launched in 2012, surveys a representative sample of New York City residents every three months and provides critical information on the dynamics of poverty and other forms of disadvantage in the City. It explores how people experience poverty and hardship over time by following the same households. Additionally, the Poverty Tracker focuses on more than just income poverty, collecting additional data including asset and debt accumulation, social service program utilization, and spending and consumption patterns. The approach of the Poverty Tracker is more comprehensive than the federal poverty measure

Trends in Poverty for New York City between 2012 and 2018¹









Source: Annual Poverty Tracker survey data, 2012 to 2018.

² Robin Hood Poverty Tracker, "The State of Poverty and Disadvantage in New York City", February 2020, see: https://robinhoodorg-production.s3.amazonaws.com/uploads/2020/02/PT_2019_ANNUAL_2.21.pdf. Please note: the data, statistics, and charts used in this section are from this Robin Hood report, unless otherwise noted.

(calculated based solely on income), it utilizes a higher poverty threshold, and it recognizes the higher cost of living and the unique challenges experienced in the City. The federal poverty level in 2018 was \$12,140 for a single person and \$25,100 for a family of four.³ The Poverty Tracker threshold in 2018, which varies for homeowners versus renters, was \$16,560 for a single adult renter and \$35,730 for a family of four renting. Because of the more comprehensive assessment of poverty and the attention to the unique characteristics of New York City, this section focuses on the poverty findings in the Poverty Tracker report. The preceding graph from the Poverty Tracker, released in February 2020, illustrates that while the adult poverty rate in the City has fallen since 2012, it remains roughly eight percentage points higher than the national poverty rate. It is also higher than the largest metropolitan areas of the country by four percentage points.

Poverty Rates in 2018 for Adults Overall and Specific Groups

| OVERALL | | 20% |
|--|--------------------------------|-----|
| RACE/ETHNICITY  | White Non-Hispanic | 13% |
| | Black Non-Hispanic | 23% |
| | Asian Non-Hispanic | 24% |
| | Other/Multiracial | 22% |
| | Hispanic | 27% |
| GENDER  | Male | 17% |
| | Female | 24% |
| NATIVITY  | Born in the U.S. | 17% |
| | Foreign Born | 25% |
| EDUCATION LEVEL  | High School or Less | 32% |
| | Some College/Vocational School | 22% |
| | College Graduate | 9% |
| BOROUGH RESIDENCY  | Manhattan | 16% |
| | Brooklyn | 22% |
| | Bronx | 26% |
| | Queens | 21% |
| | Staten Island | 13% |
| AGE  | 18-35 | 23% |
| | 36-65 | 19% |
| | 66 and older | 23% |

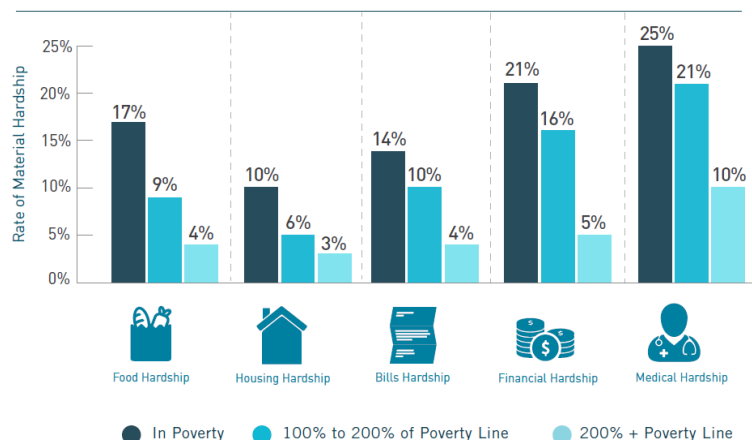
Source: Results for subgroups groups are based on three years of annual Poverty Tracker survey data (2016, 2017, and 2018).

poverty. Adults aged 18 to 35 and adults 66 and over were most likely to be in poverty as compared to those between the ages of 36 and 65.

The report further found that 50 percent of City residents, 3.4 million people, lived below the poverty line in at least one of the four years between 2015 and 2018. The longer people stay out of poverty, the less likely it is that they will fall back into poverty – 35 percent of adults who exited poverty fell back into it the following year versus 20 percent of those that stayed out of poverty after two years. The report also examined the components of disadvantage by

The report also found that one in five adults, approximately 1.4 million people, and one in five households with children in the City lived in poverty during 2018. As is illustrated by the adjacent table from the report, poverty rates were significantly higher for minorities, with Hispanic adults more than twice as likely as non-Hispanic White adults to be living in poverty. City residents born in another country were more likely, at 25 percent, than residents born in the United States to experience poverty. Disparities across the borough were also observed with residents of the Bronx, Brooklyn, or Manhattan most likely to be in poverty at 26 percent, 22 percent, and 21 percent, respectively. Individuals who graduated from college were significantly less likely, at nine percent, than those with high school degrees or less, at 32 percent, or those with some college or vocational training, at 22 percent, to be in poverty.

Rates of Hardship by Category for New York City Adults across Income Groups – 2018



Source: Annual Poverty Tracker survey data, 2018.

³ U.S. Department of Health & Human Services, “2018 Poverty Guidelines”, see: <https://aspe.hhs.gov/2018-poverty-guidelines>.

assessing material hardship, the inability to meet routine expenses such as food, housing, utility bills, medical expenses, and to have savings on hand between paychecks. In 2018, more than 40 percent of City residents in poverty experienced material hardship, as well as significant percentages of those between poverty and 250 percent of the poverty level, when substantial declines in hardship were first observed. The preceding graph illustrates the rates of hardship by category. Notably, Medical expenses represented the most significant hardship, followed by severe financial hardship, which means often running out of money between paychecks.

The report also examined common life events that caused individuals to fall into poverty, finding the probability of entering poverty after the loss of a job was 18 percent, after the end of a relationship was 18 percent, and after having a child was 22 percent. These events have an even more significant impact for those without a college degree – for those with a high school degree or a less the probabilities were 26 percent after a job loss, 28 percent after the end of a relationship, and 47 percent after having a child.

Recent Federal Attacks to the Social Safety Net

Several recent federal actions have aimed to chip away at the country's social safety net. The Executive Rule on public charge, effective as of February 24, 2020⁴, expands the definition of public charge to penalize green card and visa applicants receiving certain public benefits including two administered by HRA, SNAP and federally funded Medicaid.⁵ In the Executive Fiscal 2021 Budget proposal, the president once again proposed cuts to the social safety net that would widen economic inequity across the country, and would place an additional financial burden on the City if implemented. Considerable changes have been negotiated in the past three budgets proposed by the president. Given that, and the current Democratic majority in U.S. House of Representatives, it is unlikely all of these proposed changes would be enacted.⁶

Fiscal 2021 Preliminary Budget Highlights

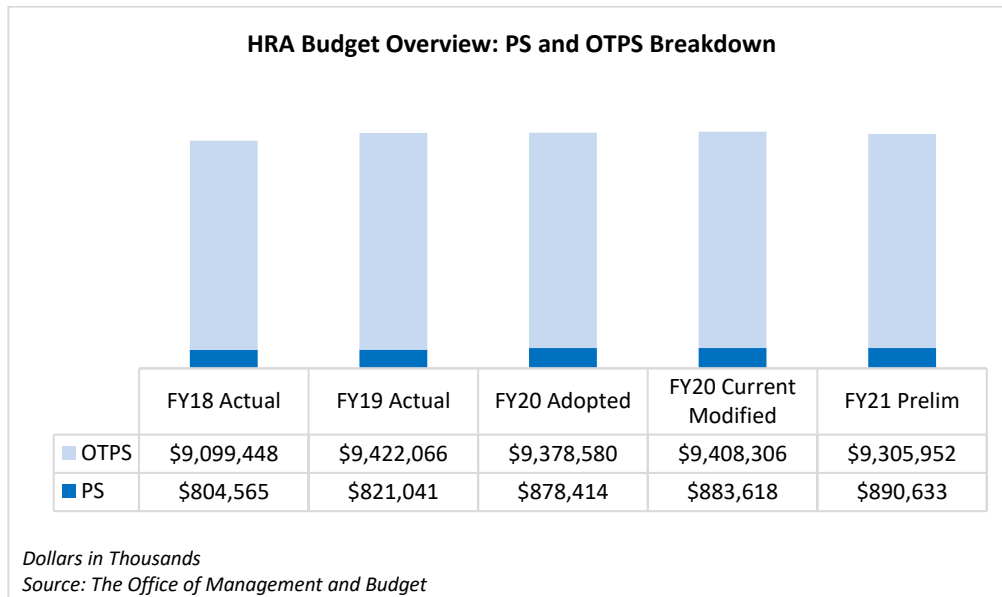
HRA's Fiscal 2021 Preliminary Budget totals \$10.2 billion (including City and non-City funds), which represents 10.7 percent of the City's overall proposed budget of \$95.3 billion. As indicated in the succeeding chart, more than 91 percent of HRA's budget supports OTPS costs. The remainder of the HRA budget supports PS expenses for the 14,591 full-time civilian positions within the agency.

The HRA Budget has not changed substantially since the adoption of the Fiscal 2020 Budget. The Fiscal 2021 Preliminary Budget decreases the agency's budget by \$60.4 million, or less than one percent. The majority of the net decrease can be attributed to the absence of one-time Council discretionary funding for Fiscal 2020 and information technology funding decreases. The net impact of new needs, savings, and other adjustments since Adoption increase HRA's budget by \$34.9 million for the remainder of Fiscal 2020, and by \$112.9 million in Fiscal 2021. Most notably, the new needs added since Adoption include \$5.4 million in baselined funding for the indirect cost rate increase for human service contracts, \$3.7 million in baselined funding for pay parity for public civil defense lawyers, and \$106 million for Fair Fares for Fiscal 2021 only.

⁴ U.S. Citizenship and Immigration Services, "Final Rule on Public Charge Ground of Inadmissibility", February 24, 2020, see: <https://www.uscis.gov/archive/archive-news/final-rule-public-charge-ground-inadmissibility>.

⁵ Center for Law and Social Policy, "Public Charge: A New Threat to Immigrant Families", October 2018, see: https://www.clasp.org/sites/default/files/publications/2018/04/2018_publiccharge.pdf.

⁶ Rappeport, Alan; Fadulu, Lola; "Trump Budget Would Fray Social Safety Net", The New York Times, February 10, 2020, see: <https://www.nytimes.com/2020/02/10/us/trump-budget-safety-net-cuts.html>.



The major changes and changes impacting multiple program areas⁷, including new needs, other adjustments, and savings, included in the November 2019 Financial Plan and Preliminary Fiscal 2021 Plan are described below. The appendices list all of the changes introduced in both Plans.

New Needs

- Fair Fares.** The Fiscal 2021 Preliminary Budget added \$106 million for Fiscal 2021 for the Fair Fares program. Enrollment in this program is by invitation from HRA and was rolled out in phases throughout 2019. On January 27, 2020, the City launched an online application portal open to all City residents with earning at or below the federal poverty level.⁸
- Indirect Rate Initiative.** In the November 2019 Financial Plan, \$5.5 million in City tax-levy (CTL) was added in Fiscal 2020 and in the outyears to increase the indirect rates for human service providers pursuant to the agreement negotiated between the Council and the Administration at Adoption. The baselined amounts, by program area, are listed in the below chart. The new need added for HRA reflects the agency's projection of the amount needed for increased indirect rates for providers. Once the provider applications have been received and reviewed, HRA will make any requisite adjustments to the amount needed in a future financial plan.

| Program Area | Annual Funding Added |
|----------------------------------|----------------------|
| Adult Protective Services | \$97,146 |
| Domestic Violence Services | 250,079 |
| Employment Services Contracts | 965,673 |
| HIV and AIDS Services | 640,052 |
| Legal Services | 935,505 |
| Public Assistance Support Grants | 2,566,502 |
| Total | \$5,454,957 |

Source: Office of Management and Budget

⁷ Note: The changes in this section that include a table breaking out additions by program area are only detailed here but, when significant, may also be referenced in the program area sections.

⁸ Fair Fares NYC, see: <https://www1.nyc.gov/site/fairfares/index.page>.

- **Legal Pay Parity.** In the November 2019 Plan, \$3.7 million in CTL was added in Fiscal 2020 and in the outyears to increase the compensation legal services providers pay to lawyers with less than five years of service, to match the pay rates of Law Department attorneys.
- **Establish the Mayor's Office to Protect Tenants.** In the November 2019 Financial Plan, \$2.8 million in CTL was added in Fiscal 2020, and \$1.3 million in Fiscal 2021 and in the outyears to establish the Mayor's Office to Protect Tenants.⁹

Other Adjustments

- **Collective Bargaining.** In the November 2019 Financial Plan and the Fiscal 2021 Preliminary Plan, adjustments are made for collective bargaining agreements. Cumulatively, additions total \$1.5 million for Fiscal 2020, \$2.1 million for Fiscal 2021, and increase slightly to \$2.3 million in the outyears. The collective bargaining agreements are for Local 237 (peace officers), DC 37 (administrative and clerical workers, eligibility specialists), Local 246 (vehicle maintenance and repair specialists), the Civil Service Bar Association (CSBA), and the New York State Nurses Association (NYSNA). These adjustments are reflected across several HRA program area, as is illustrated in the table below.

| Program Area | Agreement(s) and Plan(s) | FY20 | FY21 |
|--|---|--------------------|--------------------|
| Adult Protective Services | Prelim Plan - NYSNA | \$9,487 | \$19,798 |
| Domestic Violence Services | Nov Plan - Local 237 and DC 37 | 63,212 | 73,081 |
| General Administration | Nov Plan - Local 237, CSBA, and Local 246 | 974,633 | 1,324,845 |
| Employment Services Administration | Prelim Plan - NYSNA | 53,986 | 113,029 |
| Information Technology Services | Nov Plan - Local 237 | 4,666 | 15,835 |
| Medicaid - Eligibility & Admin | Nov Plan - Local 238, Prelim Plan - NYSNA | 5,266 | 2,882 |
| Medicaid and Homecare | Prelim Plan - NYSNA | 101,292 | 212,054 |
| Office of Child Support Enforcement | Nov Plan - CSBA | 178,882 | 196,720 |
| Public Assistance and Employment Admin | Nov Plan - Local 237 and CSBA | 117,239 | 175,599 |
| Total | | \$1,508,663 | \$2,133,843 |

Source: Office of Management and Budget

- **Realization of State and Federal Revenues.** In the November 2019 Financial Plan, HRA realized \$12.5 million in revenue from federal grants for Fiscal 2020. This typically happens in the November Plan each fiscal year, as the federal budget cycle begins on October 1st. The federal grants support several HRA program areas including the Home Energy Assistance Program (HEAP), Food Assistance Programs, Public Assistance Support Grants, OCSS, Food Stamp Operations, General Administration, and Employment Services Administration. In the Fiscal 2021 Preliminary Plan, a net increase of \$3.7 million in State-funding in Fiscal 2020 and in the outyears is reflected in HASA relating to a change in the revenue structure for scatter sites.
- **Lease Adjustments.** An increase of \$1 million is introduced in the Fiscal 2021 Preliminary Plan, across several program areas, for Fiscal 2020. The Lease Unit made this adjustment to fund the rent for one HRA site. The chart below breaks down the funding by program area.

| Program Area | FY20 Funding Added |
|-------------------------------------|--------------------|
| General Administration | \$342,623 |
| Office of Child Support Enforcement | 249,787 |
| Employment Services Administration | 201,095 |
| Medicaid - Eligibility & Admin | 228,307 |
| Total | \$1,021,812 |

Source: Office of Management and Budget

⁹ NYC Mayor's Office to Protect Tenants, see: <https://www1.nyc.gov/content/tenantprotection/pages/>.

Savings Initiatives

- **Medicaid Reimbursements.** The Fiscal 2021 Preliminary Plan reflects a one-time savings of \$100 million for Fiscal 2020 for prior year State Medicaid reimbursements due to the City for Medicaid expansion from State fiscal years 2017 and 2018. There is no correlated expense amount, as it is only a receivable, and as such, it is not reflected in any program area's budget.
- **Information Technology Services Insourcing.** In the November 2019 Financial Plan, HRA recognized a net savings of \$2 million in Fiscal 2020, and \$4 million in Fiscal 2021 and in the outyears from the HRA's conversion of externally contracted information technology services, including developers and analysts, to internal positions.
- **Landlord Management System.** In the November 2019 Financial Plan, HRA recognized \$4.7 million in savings for Fiscal 2021 and in the outyears from the implementation of the Landlord Management System. This new system will remit electronic rent payments to landlords for HRA clients enrolled in rental assistance programs and replace the current practice of sending paper checks in the mail.

Budget Issues

- **Prioritize Affordable Permanent Housing.** The Council's "Our Homelessness Crisis: The Case for Change" report was released in January 2020.¹⁰ The report called for the Administration to reprioritize funding budgeted to shelter homeless individuals and families and designate it towards long-term housing solutions, such as affordable and supportive housing, and increasing the rental subsidy amount for rental assistance vouchers. In addition, the Council called for an increase in the Fair Market Rate (FMR) of supportive housing units in order for providers to competitively bid on available units, as well as modifying the Mayor's NYC 15/15 Supportive Housing Plan so that more resources are distributed towards acquiring scatter site housing, which can be procured more quickly than financing new construction.
- **Aftercare and Support Services.** Shelter providers have explained that aftercare and support services are a vital component of their mission to curb the increase in homeless individuals cycling in and out of the system repeatedly. Providers have asked that additional funding be allocated to programs such as employment services, social workers for children, preventative services administered outside of crisis-mode, housing specialists, primary medical care, and community-based services. Notably, hotel-based shelters and cluster site shelters lack the vital support services that families and individuals receive in traditional shelter.
- **High Vacancy Rates.** HRA has historically had significant vacancies, across several program areas, when comparing budgeted positions at adoption to the actual headcount at the close of the respective fiscal year. The Fiscal 2020 Adopted Budget included a budgeted headcount of 14,510 but the most recent actuals available, as of February 2020, reflect only 12,460 positions are currently filled, with 2,050 vacancies or over 14 percent of budgeted still unfilled. See the Headcount section of this report for more details.

Financial Summary

The Financial Summary chart provides a breakdown of total expenditures for all of HRA's program areas, the funding sources for the agency, and the headcount. HRA's Fiscal 2021 Preliminary Budget

¹⁰ NYC Council, "Our Homelessness Crisis: The Case for Change", January 2020, see: <http://council.nyc.gov/data/wp-content/uploads/sites/73/2020/01/FINAL-PAPER.pdf>.

totals \$10.2 billion, which represents nearly 11 percent of the City's overall proposed budget of \$95.3 billion. This is a decrease of \$60.4 million when compared to HRA's Fiscal 2020 Adopted Budget, and as previously mentioned, the majority of the net decrease can be attributed to the absence of one-time Council discretionary funding for Fiscal 2020 and information technology funding decreases.

HRA's Fiscal 2021 Preliminary Budget is funded by \$7.9 billion, or 77.6 percent, CTL, \$1.5 billion, or 14.9 percent, federal funding, \$752.2 million, or 7.4 percent, State funding, and \$10.1 million, or less than a quarter of a percent, intra-City funding.

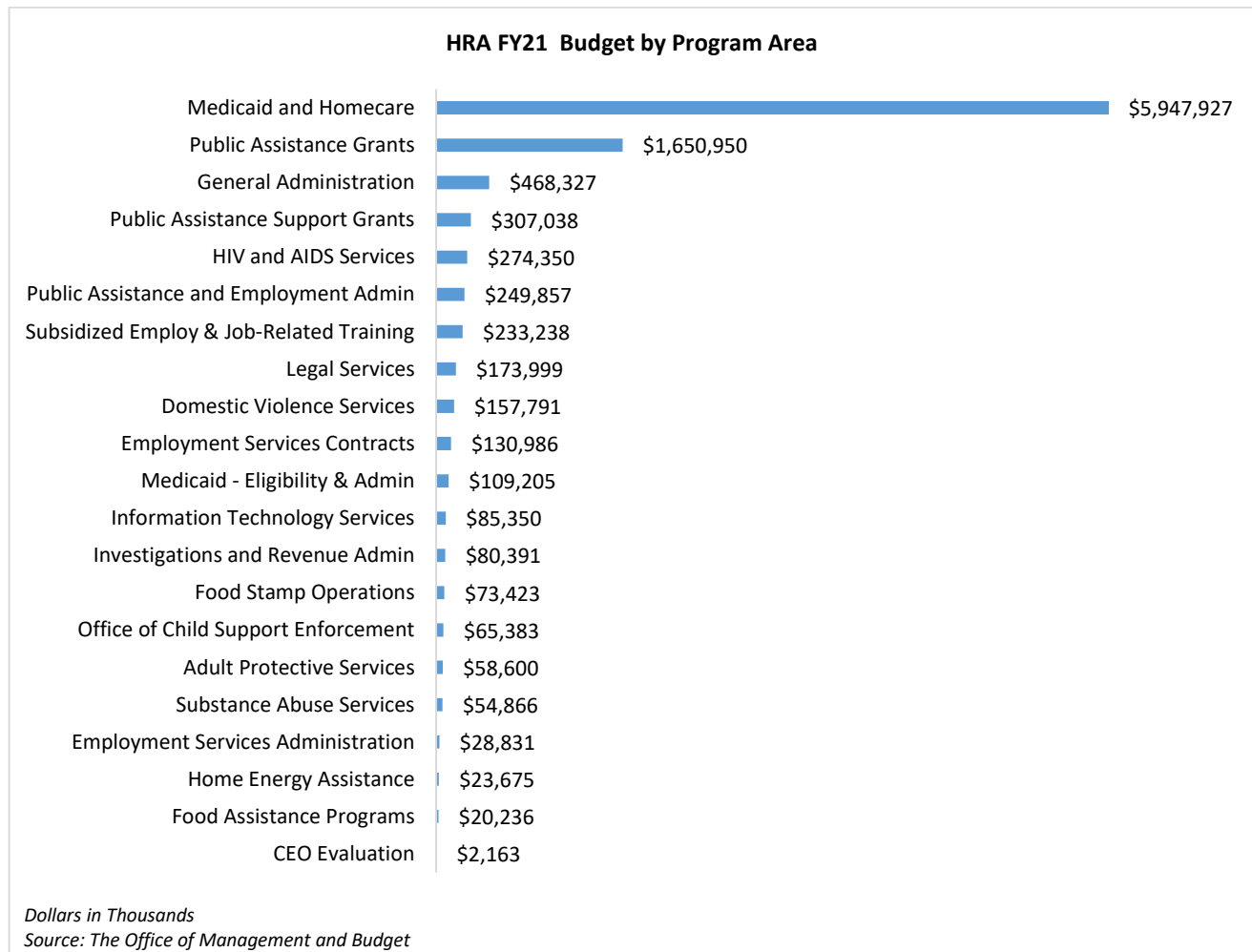
| HRA Financial Summary | | | | | | |
|--|------------------------|------------------------|-------------------------|-------------------------|---------------------|----------------------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
| | | | | FY20 | FY21 | |
| Budget by Program Area | | | | | | |
| HIV and AIDS Services | \$288,644 | \$305,372 | \$262,253 | \$279,661 | \$274,350 | \$12,097 |
| Legal Services | 120,977 | 161,555 | 192,405 | 197,699 | 173,999 | (18,406) |
| Food Assistance Programs | 20,153 | 21,513 | 20,973 | 21,336 | 20,236 | (737) |
| Food Stamp Operations | 80,612 | 80,996 | 76,042 | 82,315 | 73,423 | (2,620) |
| Medicaid - Eligibility and Admin | 80,203 | 93,185 | 109,208 | 109,442 | 109,205 | (3) |
| Medicaid and Homecare | 5,959,405 | 6,107,515 | 5,947,715 | 5,947,816 | 5,947,927 | 212 |
| Subsidized Employment and Job Training | 107,107 | 107,707 | 231,851 | 213,771 | 233,238 | 1,387 |
| General Administration | 437,541 | 446,534 | 466,625 | 464,458 | 468,327 | 1,702 |
| Office of Child Support Enforcement | 61,391 | 63,204 | 65,017 | 69,017 | 65,383 | 367 |
| Adult Protective Services | 54,206 | 55,603 | 58,483 | 58,973 | 58,600 | 117 |
| CEO Evaluation | 4,016 | 5,050 | 12,833 | 11,240 | 2,163 | (10,670) |
| Domestic Violence Services | 132,750 | 150,424 | 158,525 | 158,838 | 157,791 | (734) |
| Employment Services Administration | 26,858 | 24,793 | 28,817 | 32,568 | 28,831 | 14 |
| Employment Services Contracts | 134,932 | 151,923 | 126,297 | 127,263 | 130,986 | 4,689 |
| Public Assistance and Employment Admin | 242,462 | 260,140 | 243,551 | 268,529 | 249,857 | 6,306 |
| Public Assistance Grants | 1,643,817 | 1,554,437 | 1,651,250 | 1,641,250 | 1,650,950 | (300) |
| Public Assistance Support Grants | 252,397 | 385,275 | 318,583 | 325,022 | 307,038 | (11,545) |
| Home Energy Assistance | 39,643 | 38,219 | 23,675 | 24,774 | 23,675 | 0 |
| Information Technology Services | 93,482 | 116,054 | 127,923 | 122,536 | 85,350 | (42,573) |
| Investigation and Revenue Admin | 76,869 | 67,519 | 80,102 | 80,552 | 80,391 | 288 |
| Substance Abuse Services | 46,546 | 46,091 | 54,866 | 54,866 | 54,866 | 0 |
| TOTAL | \$9,904,013 | \$10,243,107 | \$10,256,994 | \$10,291,925 | \$10,196,586 | (\$60,409) |
| Funding | | | | | | |
| City Funds | \$7,851,788 | \$8,117,325 | \$7,965,783 | \$7,977,956 | \$7,911,574 | (\$54,208) |
| Other Categorical | 123 | 265 | 0 | 325 | 0 | 0 |
| State | 589,840 | 623,040 | 752,220 | 758,442 | 752,205 | (15) |
| Federal - Community Development | 3,751 | 0 | 0 | 1,144 | 0 | 0 |
| Federal - Other | 1,443,189 | 1,486,076 | 1,528,925 | 1,541,041 | 1,522,740 | (6,186) |
| Intra-city | 15,322 | 16,401 | 10,067 | 13,017 | 10,067 | 0 |
| TOTAL | \$9,904,013 | \$10,243,107 | \$10,256,994 | \$10,291,925 | \$10,196,586 | (\$60,409) |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 12,969 | 12,614 | 14,510 | 14,577 | 14,591 | 81 |
| Full-Time Equivalent Positions | 35 | 64 | 7 | 7 | 7 | 0 |
| TOTAL | 13,004 | 12,678 | 14,517 | 14,584 | 14,598 | 81 |

*The difference of Fiscal 2020 Adopted compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

As shown in the succeeding graph, the largest area of expenditures, by far, for the agency is for Medicaid and Homecare, which totals approximately \$5.9 billion, or 58.3 percent of HRA's total budget in Fiscal 2021. HRA's Medicaid and Homecare program area constitutes over six percent of the Fiscal 2021 Preliminary Budget for the entire City. Approximately \$5 billion of Medicaid and Homecare expenditures are paid to the State towards the City's local share of Medicaid expenditures. New York is one of the only states in the nation that requires its counties to reimburse the State for a portion of Medicaid costs – most states fully cover the non-federal portion of the program. HRA's expense budget also reflects significant spending in the Public Assistance Grants, General Administration, Public Support Grants, and the HASA program areas. Public Assistance Grants is the

second largest area of spending for HRA, accounting for 16 percent of the agency's budget or a total of \$1.7 billion in Fiscal 2021.



Headcount

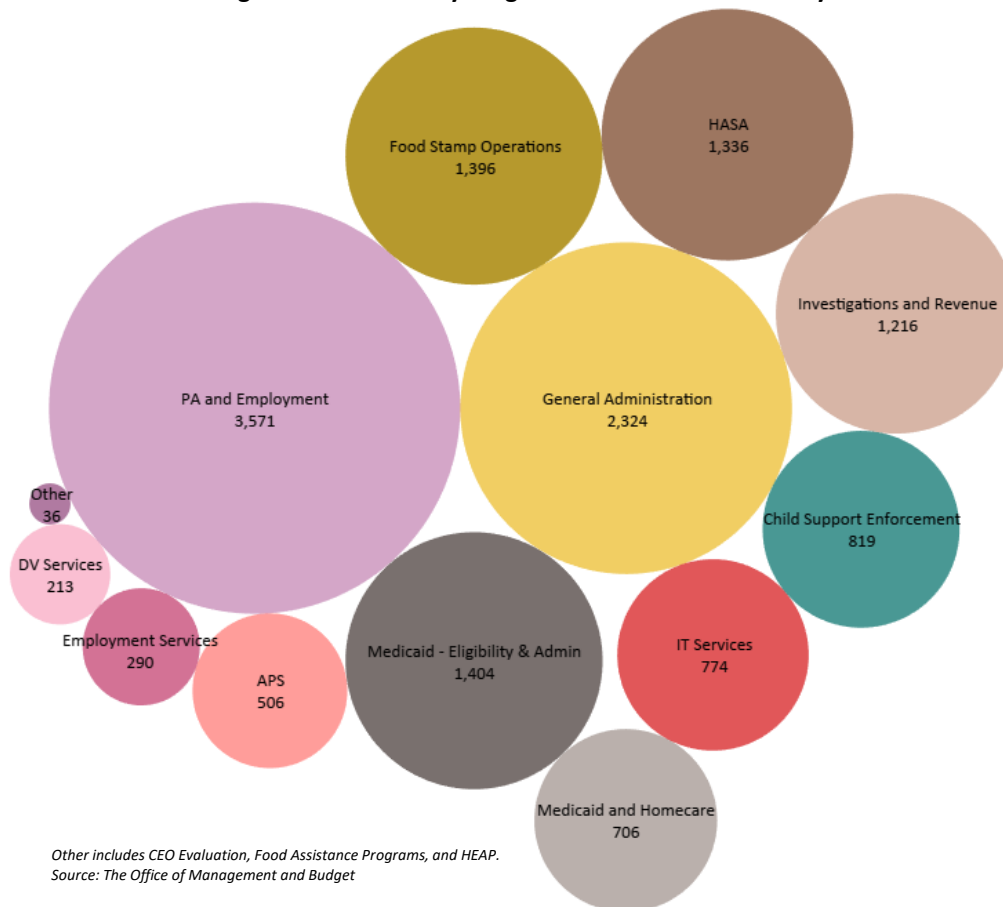
HRA's Fiscal 2021 budgeted headcount totals 14,591 full-time civilian positions. The below infographic illustrates how this headcount is broken out across HRA's program areas. Of HRA's 21 program areas, 15 have budgeted headcounts, the remaining six areas only have OTPS budgets and no associated headcount. The largest program areas, by headcount, are Public Assistance and Employment Administration with 3,571 budgeted positions, or 16 percent of HRA's headcount, and General Administration with 2,324 positions, or 24 percent of HRA's headcount.

For Fiscal 2021, HRA's overall headcount increases by 81 full-time salaried positions since Adoption. This change is comprised of:

- A decrease of 10 positions in CEO Evaluation, a planned decrease reflected in the Fiscal 2020 Executive Financial Plan;
- A decrease of 10 positions in Domestic Violence Services, a planned decrease from the Fiscal 2020 Executive Financial Plan from the conversion of the last City-operated domestic violence shelter to a contracted provider;

- An increase of 100 positions in Information Technology Services included in the November 2019 Financial Plan, as a result of HRA's conversion of externally contracted information technology services to internal positions; and
- An increase of 1 position in Public Assistance and Employment Administration, a position that was added in the November 2019 Financial Plan for the Mayor's Office to Protect Tenants.

HRA Budgeted Headcount by Program Area - FY21 Preliminary Plan



As is shown in the succeeding table, HRA has historically had significant vacancies, across several program areas, when comparing budgeted positions at adoption to the actual headcount at the close of the respective fiscal year. The vacancy rate for Fiscal 2018 was 11.7 percent, rising to 14 percent in Fiscal 2019 and 14.1 percent in Fiscal 2020, thus far. As of February 2020, 2,050 of the Fiscal 2020 budgeted headcount of 14,510 was vacant. Notably, the General Administration program area has been uniquely, and consistently, over the budgeted headcount with actual positions exceeding budgeted by 455 in Fiscal 2018, 510 in Fiscal 2019, and 597, thus far, in Fiscal 2020.

While HRA has taken vacancy reductions in past few Executive Plans they were largely one-year decreases, rather than baseline reductions, and not nearly commensurate with the total number of vacancies at the agency. In the Fiscal 2020 Executive Plan, 107 positions were eliminated from the baseline and in the Fiscal 2018 Executive Plan, 48 positions were eliminated from the baseline because of the DSS integration realignment, which integrated the operations of DHS and HRA under the DSS umbrella. Since Fiscal 2018, HRA has also eliminated a total of 434 vacant positions as one-year reductions instead of baseline decreases. If HRA has no plans to fill particular positions they should be permanently removed, which would result in a savings for the agency. HRA has indicated

that the main drivers of the level of vacancies at the agency are high rates of attrition, particularly with positions such as caseworkers, and the timeline dictated by civil service hiring rules. A hiring freeze in Fiscal 2019 created a backlog, further exacerbating these issues and inhibiting the agency's ability to hire the necessary staff. HRA is currently working to fill the vacancies.¹¹

| HRA Headcount (HC) - Budgeted (Bud) vs. Actual (Act) | | | | | | | | | |
|--|-------------------|---------------|----------------|-------------------|---------------|----------------|-------------------|---------------|----------------|
| Program Area | FY18 Adopt Bud HC | FY18 Act HC | FY18 Vacancies | FY19 Adopt Bud HC | FY19 Act HC | FY19 Vacancies | FY20 Adopt Bud HC | FY20 Act HC* | FY20 Vacancies |
| Adult Protective Services | 506 | 460 | 46 | 506 | 454 | 52 | 506 | 455 | 51 |
| CEO Evaluation | 9 | 9 | - | 14 | 8 | 6 | 14 | 7 | 7 |
| Domestic Violence Services | 233 | 227 | 6 | 233 | 224 | 9 | 223 | 224 | (1) |
| Employment Services Administration | 290 | 182 | 108 | 290 | 183 | 107 | 290 | 182 | 108 |
| Food Assistance Programs | - | 2 | (2) | 1 | 2 | (1) | 1 | 2 | (1) |
| Food Stamp Operations | 1,324 | 1,495 | (171) | 1,396 | 1,342 | 54 | 1,396 | 1,226 | 170 |
| General Administration | 2,430 | 2,885 | (455) | 2,380 | 2,890 | (510) | 2,324 | 2,921 | (597) |
| HIV and AIDS Services | 1,327 | 1,243 | 84 | 1,332 | 1,215 | 117 | 1,336 | 1,187 | 149 |
| Home Energy Assistance | 31 | 20 | 11 | 31 | 17 | 14 | 31 | 17 | 14 |
| Information Technology Services | 699 | 546 | 153 | 699 | 535 | 164 | 674 | 556 | 118 |
| Investigations and Revenue Admin | 1,246 | 899 | 347 | 1,246 | 872 | 374 | 1,216 | 858 | 358 |
| Medicaid - Eligibility & Admin | 1,476 | 1,073 | 403 | 1,404 | 1,114 | 290 | 1,404 | 1,084 | 320 |
| Medicaid and Homecare | 706 | 421 | 285 | 706 | 438 | 268 | 706 | 440 | 266 |
| Office of Child Support Enforcement | 819 | 604 | 215 | 819 | 600 | 219 | 819 | 586 | 233 |
| Public Assistance and Employment Admin | 3,593 | 2,903 | 690 | 3,616 | 2,720 | 896 | 3,570 | 2,715 | 855 |
| Total | 14,689 | 12,969 | 1,720 | 14,673 | 12,614 | 2,059 | 14,510 | 12,460 | 2,050 |

* The Fiscal 2020 Actual HC is as of February 2020, the most recently available date.

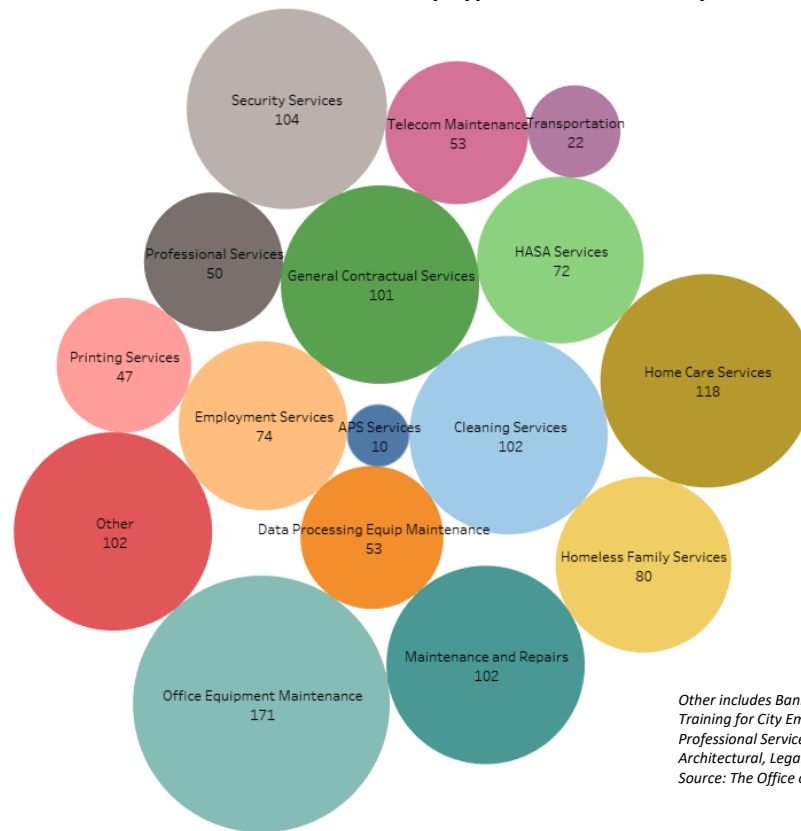
Source: The Office of Management and Budget

Contract Budget

HRA's proposed contract budget for Fiscal 2021 totals \$845.9 million covering 1,261 contracts. The succeeding infographic illustrates a breakdown of HRA's contracts by type. Office Equipment Maintenance constitutes the largest number of contracts at 171, followed by Home Care Services at 118. By total contracted dollar amount, Homeless Family Services constitutes the largest type of contracted service at \$246.1 million across 80 contracts, followed by HASA Services at \$190 million across 72 contracts. For more details on contracts refer to HRA's Contract Budget in the appendices.

Overall, there was a net decrease of 35 contracts, and the total value of contracts decreases by \$33 million when comparing the Fiscal 2021 Preliminary Budget to the Fiscal 2020 Adopted Budget. Contract decreases include 62 contracts for the Legal Services program area for Homeless Family Services, four contracts for the Public Assistance Support Grants program area, and a decrease of one contract for the Domestic Violence Services for a Homeless Family Services contract. There is also an increase of 32 contracts, offsetting these decreases, with an increase of 13 contracts for the Food Assistance Programs and an increase of 19 contracts for OCSS.

¹¹ Per HRA, from a meeting between NYC Council and HRA budget staff that took place on February 28, 2020.

Count of HRA Contracts by Type - FY21 Preliminary Plan

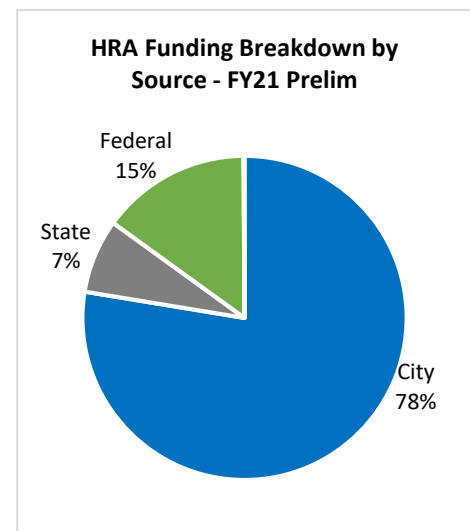
*Other includes Bank Charges for PA Accounts, Temporary Services, Training for City Employees, and Non-Grant Charges.
Professional Services includes Accounting, Computer, Engineering and Architectural, Legal, and Other.
Source: The Office of Management and Budget*

Revenue

Over 22 percent of HRA's Fiscal 2021 Preliminary Budget is funded by State and federal sources. In Fiscal 2021 non-City revenues are comprised of \$752.2 million in State, \$1.5 billion in federal, and \$10.1 million in intra-City.

The majority of HRA's federal funding for Fiscal 2021 comes from four funding streams:

- TANF totaling \$739.5 million;
- The Medical Assistance Program totaling \$237.8 million;
- Flexible Fund for Family Services (FFFS) totaling \$177.5 million; and
- Food Stamp sources totaling \$179.4 million.



Source: The Office of Management and Budget

TANF funding is applied towards CA for low-income families with live-in assistance. The Medical Assistance Program supports costs related to Medicaid, public assistance, employment services, Domestic Violence Services, Substance Abuse Services, and HASA.

Federal funding in the Fiscal 2021 Preliminary Budget decreases by \$6.2 million, or less than half of a percent, when compared to the Fiscal 2020 Adopted Budget. This decrease is from a \$1.7 million decrease in TANF funding, a \$4.2 million decrease in Food Stamp funding, and a \$4.9 million decrease in Medical Assistance Program funding.

| HRA Federal Revenue Budget Overview | | | | |
|---|--------------------|--------------------|--------------------|------------------|
| <i>Dollars in Thousands</i> | | | | |
| Revenue Sources | FY20 | Preliminary Plan | | *Difference |
| | Adopted | FY20 | FY21 | FY20-FY21 |
| Child Support Administration | 60,895 | 64,413 | 60,925 | 30 |
| Community Development Block Grants | \$0 | \$1,144 | \$0 | \$0 |
| Continuum of Care Program | 0 | 856 | 0 | 0 |
| Emergency Food and Shelter National Board Program | 0 | 100 | 0 | 0 |
| Federal TANF Assistance | 512,758 | 511,033 | 511,033 | (1,725) |
| Flexible Fund for Family Services (FFFS) | 177,448 | 177,386 | 177,457 | 9 |
| Food Stamp Administration (SNAP) | 87,092 | 93,077 | 83,940 | (3,151) |
| Food Stamp Employment and Training (SNAP) | 71,736 | 71,856 | 72,115 | 379 |
| Food Stamps (SNAP) | 23,834 | 23,829 | 23,351 | (483) |
| Housing Opportunities for People with AIDS | 35,207 | 35,207 | 35,207 | 0 |
| Low-Income Home Energy Assistance | 23,200 | 24,299 | 23,200 | 0 |
| Medical Assistance Program (MAP) | 242,776 | 243,568 | 237,856 | (4,920) |
| Refugee and Entrant Assistance | 481 | 481 | 481 | 0 |
| Special Projects | 19,427 | 19,427 | 19,427 | 0 |
| Supplemental Nutrition Assistance Program (SNAP) | 600 | 1,127 | 0 | (600) |
| TANF - Emergency Assistance | 123,581 | 124,481 | 127,835 | 4,254 |
| TANF - Employment Administration | 77,358 | 77,358 | 77,358 | 0 |
| TANF - Safety Net | 23,237 | 23,237 | 23,237 | 0 |
| Temporary Assistance for Needy Families (TANF) | 21 | 21 | 21 | 0 |
| Title XX Social Service Block Grant | 47,317 | 47,319 | 47,320 | 3 |
| Training | 1,957 | 1,966 | 1,975 | 18 |
| TOTAL | \$1,528,925 | \$1,542,185 | \$1,522,740 | (\$6,186) |

**The difference of Fiscal 2020 Adopted compared to Fiscal 2021 Preliminary Budget.*

Source: The Office of Management and Budget

The sources that contribute the majority of HRA's State funding for Fiscal 2021 are:

- Medicaid – Health and Medical Care totaling \$66.4 million;
- The Medical Assistance Administration totaling \$212.9 million;
- Protective Services totaling \$50.2 million;
- Safety Net totaling \$297.3 million; and
- Work Now totaling \$75.2 million.

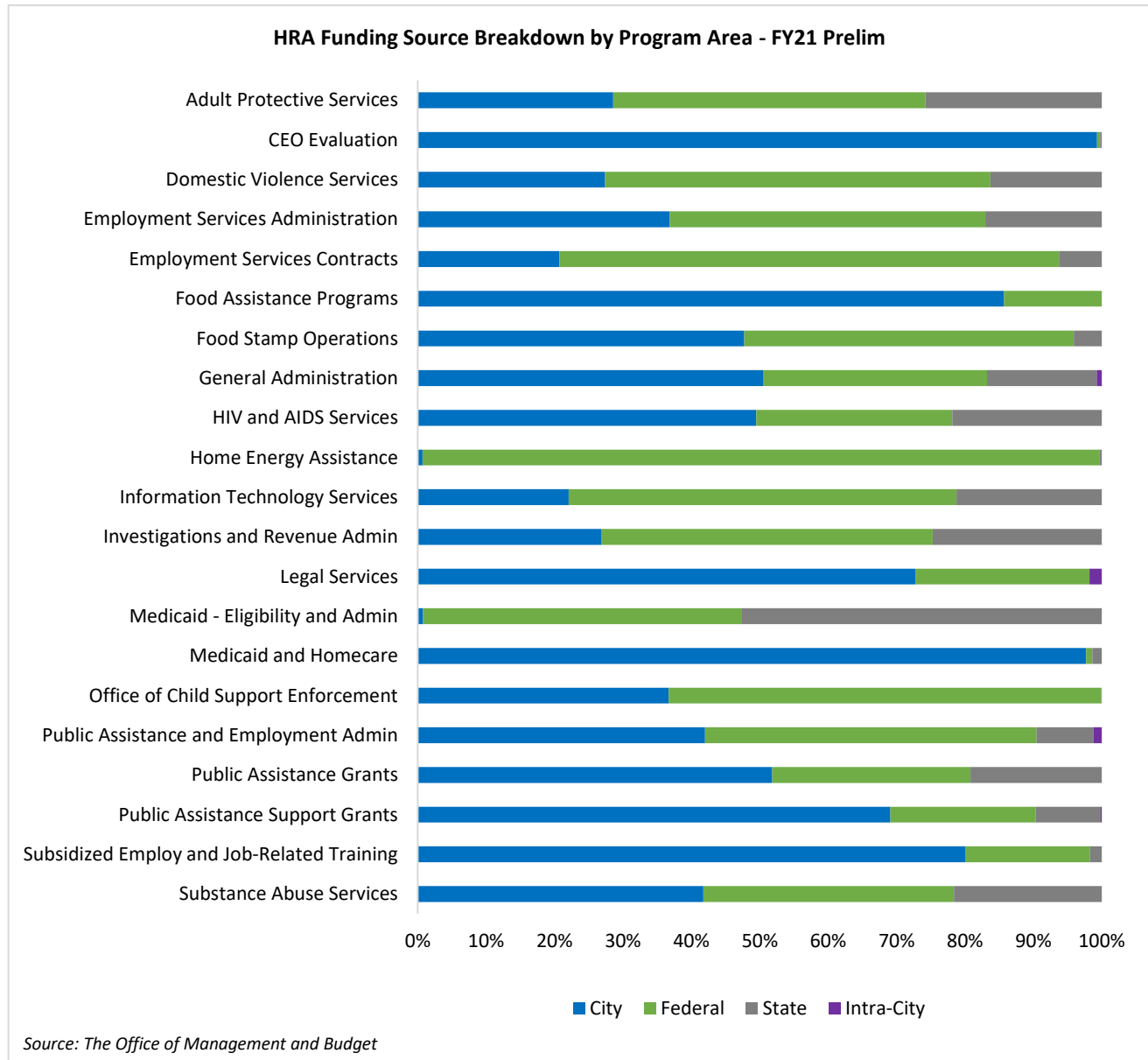
| HRA State Revenue Budget Overview | | | | |
|--|------------------|------------------|------------------|---------------|
| <i>Dollars in Thousands</i> | | | | |
| Revenue Sources | FY20 | Preliminary Plan | | *Difference |
| | Adopted | FY20 | FY21 | FY20-FY21 |
| Administration | \$22,727 | \$22,727 | \$22,727 | \$0 |
| Emergency Assistance for Adults | 20,264 | 20,264 | 20,264 | 0 |
| Guide Dogs | 106 | 106 | 106 | 0 |
| Medicaid Health and Medical Care | 66,399 | 66,399 | 66,399 | 0 |
| Medical Assistance Administration | 218,300 | 218,437 | 212,916 | (5,384) |
| Protective Services | 50,211 | 50,357 | 50,224 | 13 |
| Safety Net | 291,987 | 297,430 | 297,344 | 5,357 |
| Shelters | 4,343 | 4,343 | 4,343 | 0 |
| State Aid | 0 | 496 | 0 | 0 |
| Training | 2,445 | 2,445 | 2,445 | 0 |
| Welfare to Work | 232 | 232 | 232 | 0 |
| Work Now | 75,205 | 75,205 | 75,205 | 0 |
| TOTAL | \$752,219 | \$758,442 | \$752,205 | (\$15) |

**The difference of Fiscal 2019 Adopted compared to Fiscal 2020 Preliminary Budget.*

Source: The Office of Management and Budget

Safety Net funding is applied to public assistance cases for the single individuals without children and families who have already received CA for 60 months through TANF. State funding in the Fiscal 2021 Preliminary Budget decreases by \$15,000, when compared to the Fiscal 2020 Adopted Budget. The net decrease is comprised of a \$5.4 million decrease in the Medical Assistance Administration funding, a \$13,000 increase in Protective Services funding, and a \$5.4 million increase in Safety Net funding.

The below graph illustrates the breakdown of funding sources between City, State, federal, and intra-City for each program area.



State Executive Budget Highlights

There are two major proposals in the State Executive Budget that would negatively affect social services in New York City. The Fiscal impact of these proposals are not yet included in HRA's budget because the State's budget process is still ongoing. Additionally, there is one positive proposal that would expand SNAP eligibility and bring additional SNAP revenue to the City.

State Medicaid Deficit and Potential Cost Increases to the City

In the State's Fiscal 2021 Executive Budget it revealed there is a deficit of over \$2 billion, relating to Medicaid spending, for State Fiscal 2021, which begins April 1, 2020.¹² The cost of Medicaid expenditures statewide has exceeded budgeted growth levels in recent years. The drivers of growth include the increase in the minimum wage (pursuant to State legislation), increased enrollment levels (largely viewed as a positive shift), and increased expenditures for Managed Long-Term Care (MLTC) plans (driven by the aging population and the State's expansion several years ago of this alternative to institutional care). Notably, these trends are all well outside of the City's control. Additionally, the State has been exceeding its self-imposed cap on spending growth for some time and has been slow to acknowledge the problem and implement an appropriate remedy. In recent years the Governor has adjusted what is included in the cap and even deferred a \$1.7 billion payment into the next fiscal year as short-term, and as perceived by many, short-sighted, solution to this burgeoning problem.¹³

While many are calling for adjusting the State's cap and exploring additional sources of revenue to cover the increase in expenditures, the State is opting to cut costs very rapidly, and potentially, by shifting considerable costs to the City. Two specific proposals were put forth in the State Executive Budget to close the Medicaid gap for State Fiscal 2021 and future years.

In the first proposal, the State would increase the local contribution towards expenditures, starting in July 2020. The local share amount included three possible scenarios, with the City clearly falling under the most punitive one as a locality that both exceeds the two percent property tax growth cap and the State Medicaid growth cap – currently at three percent, while recent City growth was seven percent. Under the proposal, the City would be required to pay for all growth amounts, compounded annually. The proposal would also stop the pass-through of federal Affordable Care Act savings, described in the Medicaid and Homecare section of the report, and require the City to pay for all of its Medicaid growth going forward. In other words, the City would be held financially liable for cost increases out of its cost control and lose the benefit of federal reimbursements it is entitled to. The Office of Management and Budget (OMB) has estimated the increased burden to the City would be \$1.1 billion, increasing exponentially in future years. If effectuated, this would constitute a direct cost shift from the State to the City and would require the City to cut costs from other City-funded programs to pay for it. For context, \$1.1 billion is 18 percent of HRA's Fiscal 2021 Medicaid budget, 11 percent of HRA's total Fiscal 2021 budget, and more than half of DHS's Fiscal 2021 budget. An increase in Medicaid payments of this magnitude would be a significant shock to the City's budget. Both proposals have swiftly garnered opposition from advocates, providers, Medicaid recipients, and local and State government officials.

Under the second proposal, the Governor reconvened the Medicaid Redesign Team (MRT), this time called MRT II, and tasked them with identifying \$2.5 billion in reoccurring savings before April 1, 2020 to be effectuated starting with State Fiscal 2021. MRT II was tasked with finding cuts from industry efficiencies and/or by relying on new resources provided by the industry itself. They were asked to root out waste, fraud, and abuse. If MRT II fails to identify the full \$2.5 billion in savings prior to April 1, State budget legislation includes a backstop that allows the Governor to instead make across the board cuts, as he sees fit, to close the budget gap. Notably, despite the significant level of financial contribution from the City and the considerable number of recipients that reside in the City, there

¹² New York State, "Fiscal 2021 Executive Budget", January 21, 2020, pages 8-10, see:

<https://www.budget.ny.gov/pubs/archive/fy21/exec/book/briefingbook.pdf>,

¹³ Hammond, Bill, "Busting the Cap: Why New York is losing control of its Medicaid spending again", The Empire Center, October 2019, see:

<https://www.empirecenter.org/wp-content/uploads/2019/10/Busting-the-Cap-Final-1.pdf>.

was no representative from City government or Health + Hospitals selected to participate in MRT II. At the time this report was finalized, it was unknown what cuts MRT II will come up with and how they could impact the City.

The City's Response to State Medicaid Proposals

It is important to note, that in January, DSS Commissioner Banks sent a letter to the State Department of Health highlighting the agency's ongoing efforts to find Medicaid savings through its investigations and fraud unit, this area is explored in the Investigations and Revenue Administration section of the report. In State Fiscal 2018 through State Fiscal 2020, HRA generated \$180 million in Medicaid savings by identifying clients using benefits while residing out of State, duplicate cases, cases where payments were made after the reported date of death, and household composition fraud. Additionally, the letter proposed new initiatives HRA could undertake, with the State's approval and cooperation, to identify an additional \$260 million in one-time savings and \$60 million in savings annually thereafter, if implemented statewide. The new initiatives would identify savings from Medicare and mainstream managed care overlap, State healthcare exchange and third-party insurance overlap, cases of excess wages for household members who are not applying but whose income is required to be included, duplicate coverage for upstate clients, and utilizing Certified Public Expenditures for FDNY ambulatory services. These are largely proposals the City has already proposed to the State, but the State had not responded to the proposals or the letter at the time this report was finalized. The City would need data access and authority from State to proceed with these proposals.

MRT II also solicited proposals through an online submission form and the City submitted 34 proposals for consideration from HRA, the Department of Health and Mental Hygiene (DOHMH), and Health + Hospitals. Proposed changes submitted by HRA focused on MLTCs and enhancements to integrity work. Advocates have expressed concerns about the business practices of private insurers paid by Medicaid under MLTC plans. The State gives authority to private insurance plans, whose business model is to market their services and enroll more people, relating to the scope of care. The State should do more to ensure that MLTCs that have experienced significant growth in recent years are not engaged in fraudulent practices. Past investigations have revealed ineligible people were receiving benefits and the growth seen by certain MLTC providers in recent years has been exponential.

Increased City Share for Temporary Assistance for Needy Families (TANF) Family Assistance

The State 2021 Executive Budget proposes an additional five percent local share for the City for the TANF Family Assistance program¹⁴, which would result in a loss of \$34 million in Fiscal 2020, and \$68 million annually in Fiscal 2021 and in the outyears for DSS. This funding stream supports shelters and CA, a mandated program. If this cut is enacted, the City would have to reduce shelter spending, or backfill the cut in order to not impact services. This proposal would bring the total local TANF share for the City to 15 percent. The Fiscal 2020 State Budget already established a 10 percent local share, which resulted in a \$125 million loss in funding. This funding reduction was backfilled by the City in the Fiscal 2020 Executive Budget.

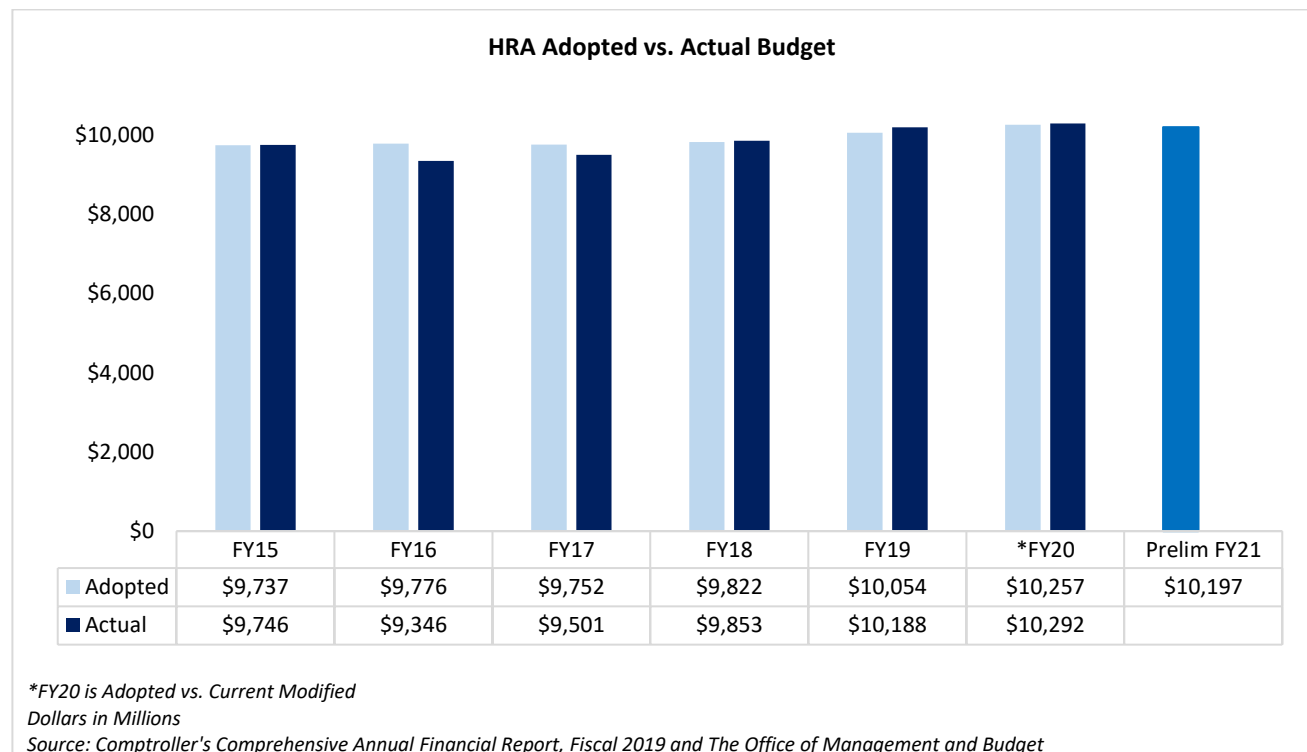
¹⁴ New York State, "Fiscal 2021 Executive Budget", January 21, 2020, page 85, see: <https://www.budget.ny.gov/pubs/archive/fy21/exec/book/briefingbook.pdf>.

Council Initiatives

In Fiscal 2020, the Council allocated \$39.7 million to HRA to support a range of programs including legal assistance, homelessness prevention services, food access, and domestic violence prevention. For more information on these initiatives refer to Council Initiatives in the appendices.

Overall HRA Spending

As indicated by the chart below, HRA's actual spending during each of the past few fiscal years has been relatively close to the respective adopted budgets. As seen in the graph, budgeted and actual expenditures since Fiscal 2015 have relatively the same. Compared to actual spending in previous fiscal years, HRA's Fiscal 2021 Preliminary Budget is not significantly different, which indicates that projected spending aligns with actual spending. The budget for Fiscal 2020 has risen less than one percent since Adoption, and the Fiscal 2021 Preliminary Budget is nearly equal to the Fiscal 2020 current modified budget. Although there is a diverse and complex array of program areas, HRA has been budgeting realistically. In the following sections, each program area is discussed individually.



Program Areas

HRA's budget is divided into 21 programs in the Budget Function Analysis report (BFA) that is prepared by OMB. Each program area includes the spending, revenue, and headcount projections. HRA's budget includes 15 U/As that range from \$1.2 million to \$5.9 billion. Considering the overall size of HRA and diversity of its program areas, for greater transparency and ease of analysis, the budget should be restructured so that each program area has a unique pair of U/As. For the detailed budget of each program area, refer to the Program Budgets in the appendices.

The Council detailed 25 specific recommendations relating to HRA's U/As in the Fiscal 2020 Preliminary Budget Response and, as part of the Fiscal 2020 budget negotiation, an agreement was reached to add six new U/As to HRA's budget. In the Fiscal 2020 Adopted Plan, the Administration

added three PS U/As that HRA started utilizing in Fiscal 2020. In the November 2019 Plan, the Administration added three OTPS U/As that HRA will start using in Fiscal 2021. While this will provide additional budget transparency, it does not fully meet the Council's request. Additionally, the PS U/A for Legal Services is not aligned with the Legal Services BFA program area. The new U/A was added to General Administration program area, muddying the agreement on greater transparency. To achieve full transparency HRA should create discrete PS and OTPS U/A pairs for each program area within the agency and ensure that all U/As are also aligned with their respective BFA program area.

Below is the list of the new U/As with timing of implementation and program areas included:

- Legal Services, U/A 207 (PS) – Staff of HRA's Office of Civil Justice, starts in Fiscal 2020
- HEAP, U/A 208 (PS) – Staff for the HEAP program area, starts in Fiscal 2020
- OCSS, U/A 209 (PS) – Staff for the OCSS program area, starts in Fiscal 2020
- HEAP, U/A 108 (OTPS) – All non-PS HEAP program area expenditures, which are largely the grants issued to clients, starts in Fiscal 2021
- OCSS, U/A 109 (OTPS) – All non-PS OCSS program area expenditures, including contracted services, starts in Fiscal 2021
- Emergency Food Assistance Program (EFAP), U/A 110 (OTPS) – All non-PS EFAP program area expenditures, including grants issued to food pantries and soup kitchens, and contracted services for food warehousing and distribution, starts in Fiscal 2021

HIV and AIDS Services

The HIV and AIDS Services Administration (HASA), in existence for over 35 years, provides support services to low-income people living with HIV or AIDS (where applicable, it includes their families). HASA offers a range of services to those eligible including a needs assessment, assistance with Supplemental Security Income (SSI) and Social Security Disability Insurance (SSDI) applications, direct linkages to public assistance, rental assistance, referrals to employment and vocational services, and ongoing intensive case management. Notably, prior to August 2016, only people with a symptomatic HIV-related illness or an AIDS diagnosis were eligible for HASA services. To qualify for HASA services now an applicant must meet the income requirements and have AIDS *or* be HIV positive. All HASA clients receive a housing assessment to determine if they need supportive housing, assistance with applications to supportive housing, and are also assessed during case management visits to determine the housing that may be most suitable for their circumstances. HASA provides clients with various types of housing, including emergency housing as soon as the same day a person is deemed eligible. Overall, HASA housing is at around 95 percent occupancy, and housing options include emergency, transitional congregate facilities, and permanent housing.

HASA Eligibility and Financial Supplements

In December 2019, there were 33,866 HASA cases, a slight increase of 172 cases, or less than a percent, when compared to the 33,694 cases in December 2018. The majority of cases in December 2019 relate to single individuals with 30,714 cases, or 91 percent, the remainder of cases relate to families.¹⁵ In January 2020, 67 percent of HASA clients were male adults, 33 percent were female adults, and the remaining less than a quarter of a percent are children. The majority of HASA clients

¹⁵ NYC HRA, Monthly HRA Fact Sheet, January 2020, see: https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2020/hra_facts_2020_01.pdf.

are minorities – 55 percent are African American, and 32 percent were Latinx. The Bronx has the highest number of HASA clients with 14,280 individuals, or 42 percent, followed by Brooklyn with 9,873 clients or 29 percent. The most significant source for new referrals, at 57 percent, is self-referrals, followed by hospitals at 22 percent, and community-based organizations at 11 percent.¹⁶

Approximately 20 percent of HASA clients are asymptomatic and would not have been eligible for the program before the State changed the guidelines. These clients tend to be younger, with an average age of 39 years old, less connected to services, and less compliant with their medications. The remainder of HASA clients, who have AIDS or symptomatic HIV, tend to be older, with an average age of 52 years old, but are more connected to services and are more compliant with their medications. HRA is currently assessing what the case ratio should be for each of these types of clients and realizes it is probably not the same. Current case management ratios are 1:25 for families and 1:34 overall.

Eligible HASA clients may receive up to \$376¹⁷ in CA, and \$194¹⁸ in SNAP assistance monthly. In addition, HASA clients with no income are eligible for a monthly rental allowance of at least \$480 (for amounts higher than that, special approval is required). Since the cost of renting in the City is so high, HASA also provides support to eligible clients with SSI or salary income and pays any rent amount in excess of 30 percent of an individual's total income.¹⁹ Additionally, every HASA client who is eligible for CA is also eligible for the HASA nutrition and transportation supplement of \$96.87, given every two weeks as a cash benefit to cover both food and transit expenses. Clients' nutritional health, dietary needs, and medication compliance are reviewed and assessed during case management visits.

HASA Emergency and Transitional Housing

HASA emergency housing primarily consists of Single Room Occupancy (SROs) accommodations for singles, with linkages to external services when they are not available onsite. Clients typically stay for 90 days or less. All SROs have refrigeration available for medication, private bedrooms and bathrooms, and temperature controls to ensure the rooms are medically appropriate. Notably, unlike DHS hotels, none of the HASA housing is regular commercial hotels with external patrons. In most instances, clients are first placed in emergency housing. In HASA's transitional congregate housing clients typically between 90 days and two years. These facilities generally provide onsite services and aim to get people ready for independent living. There are less transitional units available than emergency ones, as shown in the succeeding charts, and these units are best suited for those who need a higher level of assistance and the focus is on compliance with medical care.

¹⁶ HRA, HASA Facts, January 2020, see: https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hasa/hasa_facts.pdf.

¹⁷ NYC HRA, "HASA FAQs," see: https://www1.nyc.gov/site/hra/help/hasa-faqs.page#Benefit_Table_Anchor.

¹⁸ USDA Food and Nutrition Service, "Supplemental Nutrition Assistance Program (SNAP)," see: <https://www.fns.usda.gov/snap/eligibility#How%20much%20could%20I%20receive%20in%20SNAP%20benefits?>.

¹⁹ GMHC, Entitlement Programs, 2018, see: <http://www.gmhc.org/gmhc-services/other-services/entitlement-programs>.

According to HRA, there are 3,231 HASA emergency SRO units across 133 facilities, more than half of which are in the Bronx, where there are 1,726 units across 78 facilities. The daily cost range for a HASA emergency unit is \$50 to \$98 and some units can accommodate families. There are 905 HASA transitional congregate units across 17 sites. Compared to HASA emergency shelter, the transitional units are spread out more evenly across the City, with the exception of Staten Island, which does not have any units. The cost range for a HASA transitional unit is \$51 to \$90, and uniquely, one site allows two singles to share a room.²⁰ A breakdown of emergency and transitional shelter is shown in the adjacent charts. The Fiscal 2021 Budget for both emergency and transitional HASA housing totals \$14.8 million, far lower than actual spending in recent years. Fiscal 2018 actual expenditures were \$63.4 million, Fiscal 2019 actual expenditures were \$67.7 million, and, as of January 2020, actual expenditures were \$42.2 million in Fiscal 2020.

| HASA Emergency Shelter Capacity | | |
|---------------------------------|------------|--------------|
| Borough | Facilities | Units |
| Bronx | 78 | 1,726 |
| Brooklyn | 29 | 711 |
| Manhattan | 16 | 496 |
| Queens | 5 | 77 |
| Staten Island | 5 | 64 |
| Scattered Citywide | 0 | 157 |
| Total | 133 | 3,231 |

Source: HRA

| HASA Transitional Shelter Capacity | | |
|------------------------------------|------------|------------|
| Borough | Facilities | Units |
| Bronx | 5 | 327 |
| Brooklyn | 4 | 127 |
| Manhattan | 6 | 344 |
| Queens | 2 | 107 |
| Staten Island | 0 | 0 |
| Total | 17 | 905 |

Source: HRA

HASA Permanent Housing Options

HASA also provides clients with permanent housing, including independent and supportive housing. When a client finds their own apartment HASA can provide rental assistance support, including the enhanced shelter allowance, to supplement rent. As of January 2020, 1,130²¹ HASA clients lived in New York City Housing Authority (NYCHA) apartments but, notably, HRA has indicated that the vast majority of HASA clients who live in NYCHA came to HRA with the apartment already in place. It is very hard for HASA to make new NYCHA placements due to their limited availability. With rental assistance, landlords do not know the person is a HASA client – it cannot be disclosed because of confidentiality reasons – so landlords are sometimes skeptical of the subsidy, a common problem with vouchers known as source of income discrimination.

The other type of permanent housing is supportive housing, where the case management ratio is 1:20 and there are direct links to mental health and substance use services onsite. Stays in this type of housing average six years but can be longer. Supportive housing can either be congregate or scatter site, with scatter site serving those with serious mental illness, substance use issues, or chronic homelessness. According to HRA, there are 2,653 HASA congregate units across 69 facilities, the majority of which are in Manhattan where there are 1,238 units across 36 facilities, and notably, there are no units in Queens or Staten Island. The daily cost range for this type of housing is \$25 to \$121 per unit.²² The Fiscal 2021 Budget for HASA scatter site housing totals \$81.6 million. In Fiscal 2018 actual expenditures were \$74.2 million, in Fiscal 2019 actual expenditures were \$76.7 million, and, as of January 2020, \$57.9 million in Fiscal 2020. The Fiscal 2021 Budget for HASA congregate supportive housing totals \$96.8 million. In Fiscal 2018 actual expenditures were \$76.3 million, in Fiscal 2019 actual expenditures were \$79.5 million, and, as of January 2020, \$70.5 million in Fiscal 2020.

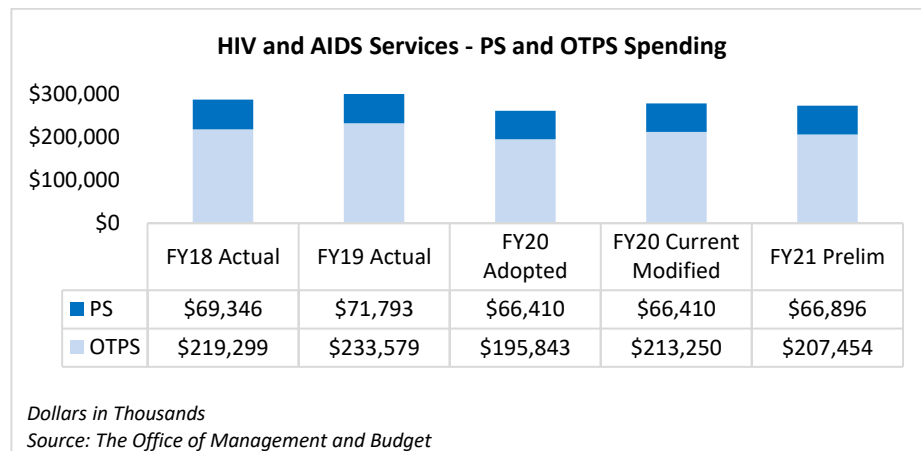
HRA has indicated that, as compared to DHS shelters, there are few siting issues with HASA supportive housing and many of the buildings where they are located are mixed-use. These tend to be large

²⁰ Per written correspondence from HRA to the Council on March 6, 2020.

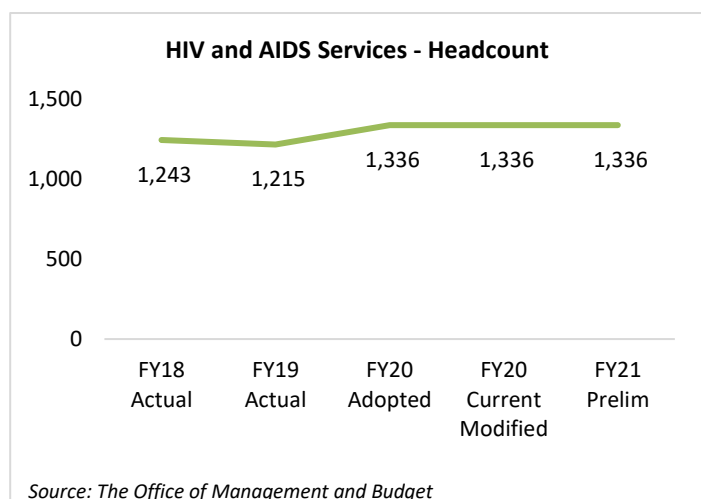
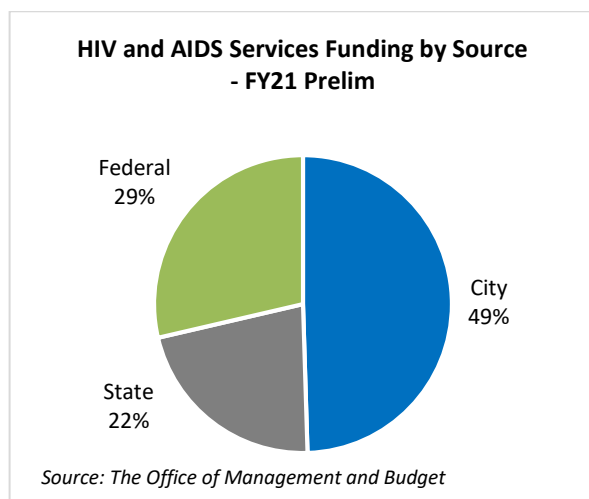
²¹ HRA, HASA Facts, January 2020, see: https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hasa/hasa_facts.pdf.

²² Per written correspondence from HRA to the Council on March 6, 2020.

construction projects and are often co-located with other forms of low-income housing. The projects tend to have buy-in from the elected officials because there are placements for others in the community in the buildings too, and there is often a community space included.²³



The majority of this program area, 76 percent, is for OTPS expenditures, of which 69 percent is for contractual services. There are 78 contracts in the Fiscal 2021 Preliminary Budget, largely related to housing, which is unchanged since Adoption. The proposed budget for Fiscal 2021 totals \$274.4 million, an increase of \$12.1 million, or five percent, when compared to the Fiscal 2020 Adopted Budget of \$262.3 million. This increase can be attributed to \$8.4 million added to the Fiscal 2021 budget in the November 2019 Financial Plan for the indirect cost rate initiative and technical adjustments and a \$3.7 million net increase related to a revenue structure adjustment reflected in Fiscal 2021 Preliminary Plan.



As shown in the chart above, nearly half of HASA is funded with CTL. Federal funding is 29 percent and comprised of TANF, FFFS, various Food Stamp programs, Housing Opportunities for People with AIDS, and the Medical Assistance Program. State funding is 22 percent and largely from the Medical Assistance Administration and Safety Net. As the expansion of HASA in 2016 drew upon recommendations from New York State's Blueprint to end the AIDS Epidemic²⁴, the City has repeatedly requested equal contribution from the State for the program. Despite this, the cost-

²³ Expect where otherwise noted, details about the operations of this program and characteristics of HASA clients came from a meeting between NYC Council and HASA program area staff, which took place on October 28, 2019, and written correspondence from HRA on March 6, 2020.

²⁴ New York State Department of Health, "2015 Blueprint," March 30, 2015, see: https://www.health.ny.gov/diseases/aids/ending_the_epidemic/docs/blueprint.pdf.

sharing split between the City and the State has not significantly shifted to account for the increased caseload. The HASA headcount is 1,336 for Fiscal 2021, just over nine percent of all budgeted positions at HRA, unchanged since Adoption. The majority of this headcount is for caseworkers.

Financial Plan Actions

- **Technical Adjustments.** The November 2019 Plan included an increase of \$7.7 million for Fiscal 2021, and an increase of \$7.8 million for Fiscal 2022 and in the outyears for a technical adjustment that shifts funding across HRA program areas. There are additional technical adjustments that increases the Fiscal 2021 Preliminary Plan for Fiscal 2020 by \$10 million for related to HASA emergency housing that shifts funding across HRA program areas.
- **Scatter Site Adjustment.** In the Fiscal 2021 Preliminary Plan, a net increase of \$3.7 million in State-funding in Fiscal 2020 and in the outyears is reflected to adjust the revenue structure for HASA scatter site housing.
- **HASA Payments.** The November 2019 Plan included \$2.9 million in intra-City funding for Fiscal 2020 from DHS for HASA SRO units used by DHS clients. At times when there are vacancies, DHS has an agreement with HRA to place DHS clients temporarily in HASA SRO units.

Issue and Concerns

- **High Number of Vacancies.** The Fiscal 2020 Adopted Budget included a budgeted headcount of 1,336 and the most recent actuals available, as of February 2020, reflected only 1,187 positions are currently filled, resulting in 149 vacancies, or just over 11 percent. HRA has indicated that there have been high attrition rates with caseworkers and the agency is actively working to hire staff. HRA should right-size the headcount and adjust the budget accordingly in this program area to be more realistic.

| PMMR Indicators for HIV and Aids Services | | | | | | | |
|---|--------|--------|--------|--------|------|----------------|--------|
| HRA Performance Indicators | Actual | | | Target | | 4-Month Actual | |
| | FY17 | FY18 | FY19 | FY20 | FY21 | FY19 | FY20 |
| New applicants for HIV/AIDS Services Administration (HASA) services | 6,862 | 6,102 | 5,730 | None | None | 2,043 | 1,987 |
| Individuals receiving HASA services | 33,526 | 34,476 | 34,063 | None | None | 34,549 | 34,404 |
| HASA clients receiving housing assistance (%) | 80.6% | 81.8% | 83.6% | None | None | 81.8% | 82.7% |
| Average number of days from submission of a completed application to approval or denial of enhanced housing benefits to keep HASA clients in stable housing | 6.9 | 7.6 | 7.6 | 8.0 | 8.0 | 7.6 | 7.2 |
| Average number of days from submission of a completed application to issuance of enhanced housing benefits to HASA clients | 16.8 | 17.7 | 19.7 | 15.5 | 15.5 | 19.4 | 17.6 |

Source: Preliminary Mayor's Management Report

According to the PMMR, there were 34,404 individual clients served by HASA in the first four months of Fiscal 2020, a decrease of 145 cases, or less than half a percent, when compared to the same period in Fiscal 2019 when there were 34,549 cases. There was a minimal decrease in new applicants by 56, or three percent, in the first four months of Fiscal 2020 compared to the same period in Fiscal 2019. This continues the decline in new applicants observed in recent years, since the spike after the 2016 change in eligibility criteria. HASA clients receiving housing assistance increased by almost one percent when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019. Notably, in all reported periods over 80 percent of HASA clients received housing assistance.

When comparing the first four months of Fiscal 2020 to the first four months in Fiscal 2019, there was a slight decrease in the average number of days between housing benefits application submission and the notice of approval or denial. As was the case last year, all periods reported were below the eight-day target. There was also a decrease in the average number of days between application submission and housing benefits issuance of 1.8 days, or over nine percent, when comparing the first four months of Fiscal 2020 to that period in Fiscal 2019. The PMMR indicated that additional staff, staff training, and more intense management contributed to improving performance, but it remains to be seen if this improvement is sustainable in the long-term. The actual annual averages for this process for all years reported showed increases. Notably, all of the averages are above the target of 15.5 days, with Fiscal 2019 the most significantly over the target by 4.2 days or over 27 percent.

Legal Services

In 2016, HRA established the Office of Civil Justice (OCJ) as required by Local Law 061 of 2015.²⁵ OCJ oversees the provision of free or low-cost legal services to low-income New Yorkers and manages contracts for legal services that include advice and representation related to housing, immigration, domestic violence, and securing federal benefits. As requested by the Council, HRA created a new U/A and BFA program area for Legal Services but initially only included contractual OTPS spending. Successful negotiations, between the Council and Administration, resulted in an agreement in the Fiscal 2020 Adopted Plan to also add a PS U/A for Legal Services. HRA started using this U/A (207) in Fiscal 2020 and it encompasses the staff of OCJ. Notably, the U/A was not added in the Legal Services BFA program area but was added in General Administration program area, limiting transparency.

Since the City implemented the Universal Access to Counsel Initiative in 2017, one-in-three residents facing eviction now has the right to free legal representation in court. Prior to this Administration, approximately one in 100 tenants facing eviction had such access. The Mayor recently announced that residential evictions declined over 40 percent since 2013. In calendar year 2019, evictions decreased by 15 percent – the largest single-year decrease since the implementation of the program.²⁶ Based on the success thus far, and at the urging of advocates, there is increasing support within the Council to consider expanding the eligibility criteria to allow more people to qualify for legal services in the future.²⁷

The program was phased-in by zip codes. As of December 16, 2019, services were extended to Morris Heights in the Bronx (10453), East New York in Brooklyn (11207), East Harlem in Manhattan (10029), Inwood in Manhattan (10034), and Far Rockaway in Queens (11691). Expansion to Staten Island is slated for later in Fiscal 2020 and implementation through 2022 to other communities will follow the same approach phasing in zip codes over time.²⁸

For more information on the programs jointly administered through HRA and OCJ, refer to the Fiscal 2021 Preliminary Plan Report on the Human Resource Administrations' Office of Civil Justice.²⁹

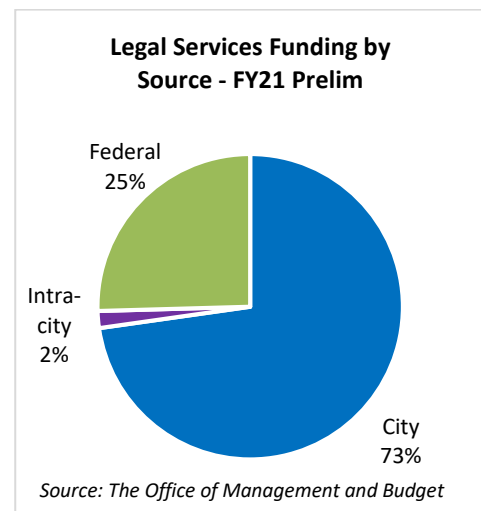
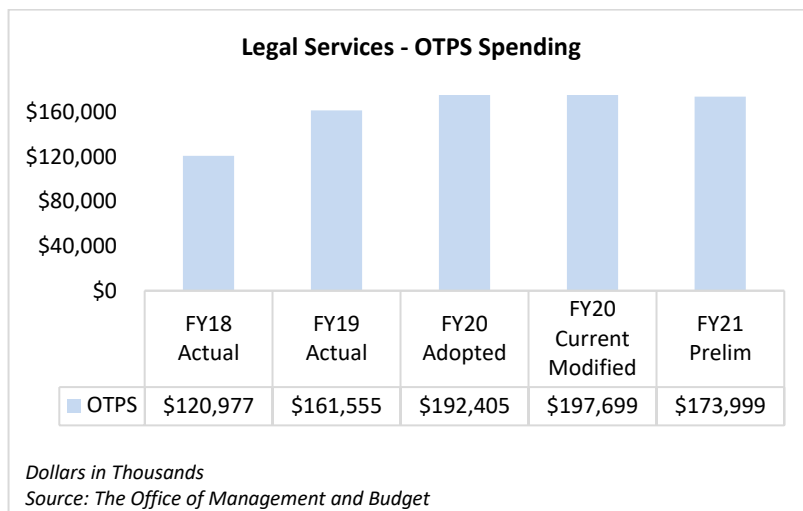
²⁵ Local Law 2015/061, see: <https://legistar.council.nyc.gov/LegislationDetail.aspx?ID=2253270&GUID=023D2B73-AEF0-4B03-AE14-61167A8431C8/>.

²⁶ Office of the Mayor, "Amid Nationwide Increases, Mayor de Blasio Announces Record-Breaking 41 Percent Decrease in Evictions Citywide", February 24, 2020, see: <https://www1.nyc.gov/office-of-the-mayor/news/094-20/amid-nationwide-increases-mayor-de-blasio-record-breaking-41-percent-decrease-in>.

²⁷ Gonen, Yoav, "Eviction drop fuels push to expand free housing help for low-income NYC tenants", February 24, 2020, see: https://thecity.nyc/2020/02/evictions-fall-in-nyc-amid-push-to-expand-housing-legal-help.html?utm_campaign=mailchimp&utm_source=daily&utm_medium=newsletter.

²⁸ Office of the Mayor, "350,000 New Yorkers Receiving Free Legal Help to Fight Evictions Through Right to Counsel", December 13, 2019, see: <https://www1.nyc.gov/office-of-the-mayor/news/613-19/350-000-new-yorkers-receiving-free-legal-help-fight-evictions-right-counsel>.

²⁹ The Council of the City of New York, Report of the Finance Department on the Fiscal 2021 Preliminary Plan and the Fiscal 2020 Preliminary Mayor's Report for the Human Resource Administration's Office of Civil Justice.



The Fiscal 2021 Preliminary Budget for Legal Services totals \$174 million, a decrease of \$18.4 million when compared to the Fiscal 2020 Adopted Budget of \$192.4 million. There was a net increase of \$17.1 million planned for Fiscal 2021 reflected in the Fiscal 2018 Executive Plan for expansion of access to counsel in Housing Court. Additionally, the November 2019 Plan adds \$4.5 million for Fiscal 2020 and in the outyears, mostly for pay parity for legal services providers and the indirect rate initiative. Offsetting this, is a net decrease of \$40 million mostly due to the absence of one-time Council funding for legal initiatives added in Fiscal 2020 only.

The Fiscal 2021 Preliminary Budget includes 77 contracts, a decrease of 62 contracts when compared to Adoption. Approximately \$126.6 million, or 73 percent, of revenue comes from CTL, and \$44.3 million, or 25 percent, is federal TANF funding. A small amount portion of revenue, approximately \$3.1 million or two percent, comes from Intra-City transfers. Additionally, while there is no PS budget or headcount in this program area due to the aforementioned U/A classification, there are 56 positions budgeted for Legal Services under the General Administration program area.

Financial Plan Actions

- **Legal Pay Parity.** In the November 2019 Plan, \$3.7 million in CTL was added in Fiscal 2020 and in the outyears to increase the compensation legal services providers pay to lawyers with less than five years of service, to match the pay rates of Law Department attorneys.

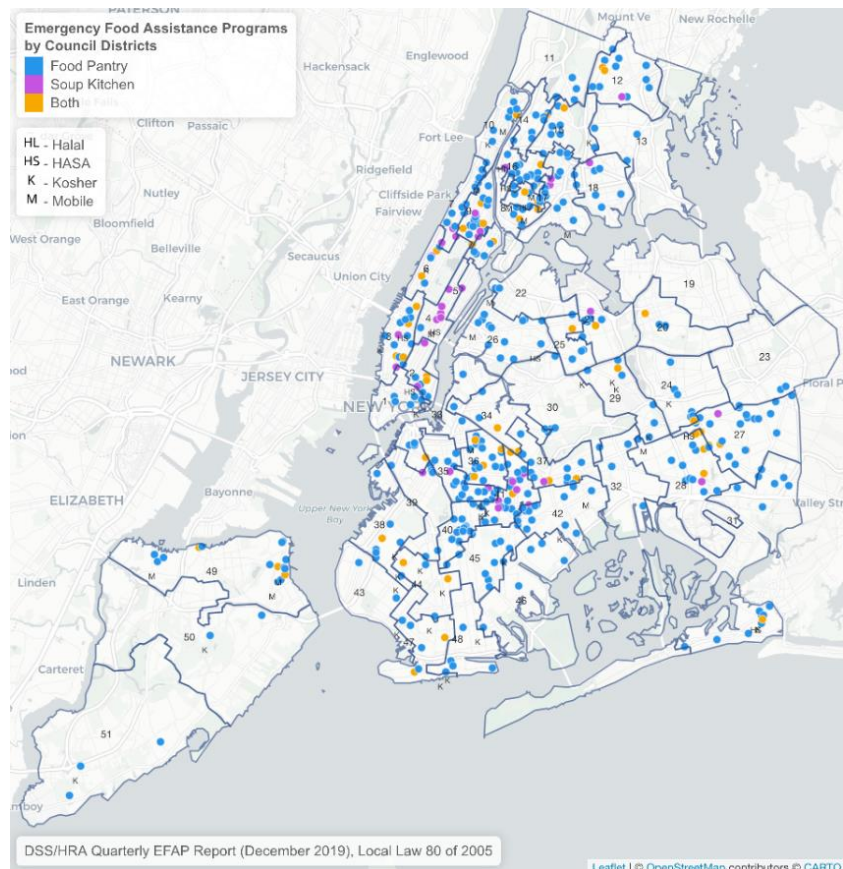
Issue and Concerns

- **Budget Transparency.** The Council detailed 25 specific recommendations relating to HRA's U/As in the Fiscal 2020 Preliminary Budget Response and as part of the Fiscal 2020 budget negotiation an agreement was reached to add six new U/As to HRA's budget. In the Fiscal 2020 Adopted Plan, the Administration added the three PS U/As and HRA started utilizing them in Fiscal 2020. At this time the new PS U/A for Legal Services (207) was added, encompassing the staff of OCJ. While this will provide additional budget transparency, it does not fully meet the Council's request. Notably, the PS U/A for Legal Services is not aligned with the BFA program area. Rather than adding the PS U/A to Legal Services, the new U/A was added to the General Administration program area, muddying the agreement on greater transparency. To achieve full transparency HRA should create discrete PS and OTPS U/A pairs for each program area within the agency and ensure that all are also aligned with the appropriate BFA program area.

- Lack of Non-Housing Legal Services.** Advocates have noted that while there is significant funding from both the Administration and the Council for housing-related legal services, funding for public benefits focused legal services is quite scarce. Due to the limited levels of funding support, very few legal service providers do this type of work in comparison to the actual level of need. Additional resources could be designated to support vulnerable, low-income clients requiring legal services relating to public benefits issues, especially in the instances of fraud investigations, which is addressed in the section of this report on the Investigations and Revenue Administration program area.

Food Assistance Programs

Food Assistance Programs, also known as the Emergency Food Assistance Program (EFAP), provides nutrition education, food stamp outreach, and food supplies throughout the City's network of food pantries and soup kitchens. EFAP, first established in 1983, provides funding to approximately 553³⁰ soup kitchens and food pantries citywide, approximately two-thirds of providers are food pantries. The location and types of EFAP providers are illustrated on the succeeding map which also indicates the Council Districts. In Fiscal 2019, EFAP delivered 17.1 million pounds of food to providers. Notably, HRA requires all EFAP providers to provide SNAP outreach services to their clients.



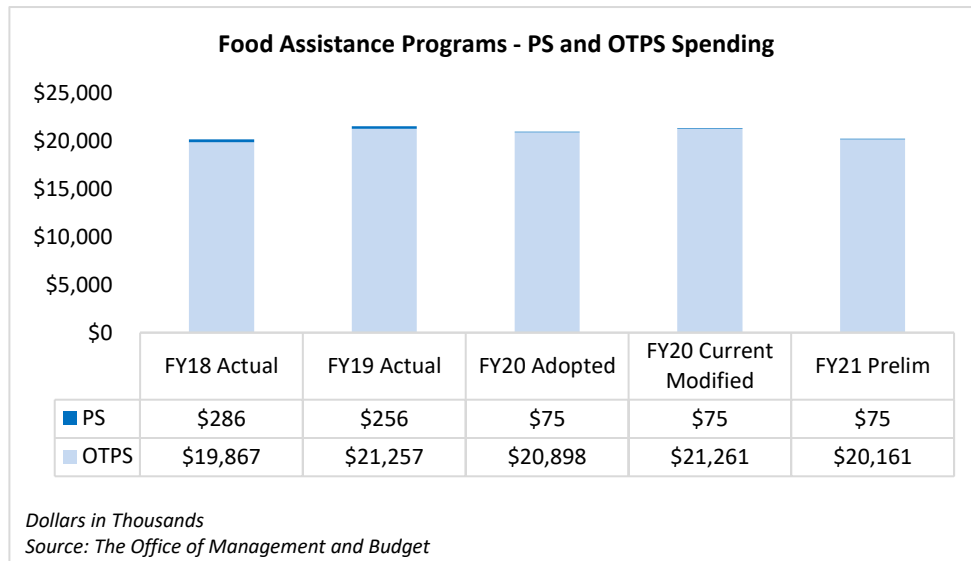
Year-round, providers can both apply for membership to the network and existing providers can apply for increased allocations. HRA procures food through the Department of Citywide Administrative Services (DCAS) twice a year and allocates it to providers during two six-month periods, the first starting in July and the other in January. Food Bank also handles all of the EFAP deliveries, which providers are able to schedule through the same online ordering system. EFAP works with providers if they need additional food between monthly orders. Notably, due to the high level of food insecurity in the City, the Council strongly advocated for a baseline increase to EFAP in Fiscal 2019 and an \$8.7 million increase was successfully negotiated and baselined as part of the Fiscal 2019 Adopted Plan.³¹

According to Food Bank, 1.2 million residents of the City, or over 14 percent, are food insecure. Residents of New York City make up half of all food insecure people living in the State. The food insecurity rate is 12 percent higher in the City than the national rate and it is 21 percent higher than

³⁰ HRA Quarterly EFAP Report for December 2019 sent to the Council pursuant to Local Law 80 of 2005.

³¹ Expect where otherwise noted, details about the operations of this program came from a meeting between NYC Council and EFAP program area staff, which took place on October 23, 2019.

the rate in the State. The Meal Gap, which quantifies the meals missing for those struggling to obtain adequate food, for the City is nearly 208 million meals per year, which comprises over half of the total Meal Gap in the State – approximately 44 percent of the State’s residents live in the City. Food Bank estimates that 1.4 million City residents rely on emergency food programs each year.³² Notably, the average cost of a meal in City is \$3.73, which exceeds the State average of \$3.09 and the United States average of \$3.00. Since 2013, food inflation has increased across all five boroughs by 27 percent and in Manhattan alone, the average cost of a meal has increased by 46 percent.³³



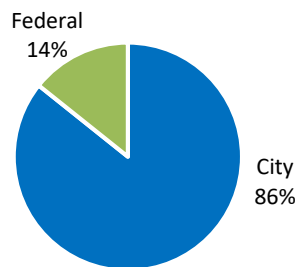
The proposed budget for Food Assistance Programs in Fiscal 2021 is \$20.2 million. This is a decrease of \$737,000 since the Fiscal 2020 Adopted Budget and is fully attributable to Council initiatives added in the Fiscal 2020 Adopted Plan for Fiscal 2020.³⁴ The budget is nearly all OTPS costs, with a very small headcount of just one position, which has not changed since Adoption. This position is in the Mayor’s Office of Food Policy. Notably, the headcount for EFAP is not budgeted through this program area and it is not clear where exactly it is budgeted. HRA has indicated that the EFAP staff consists of two coordinators and four monitors and the agency is actively recruiting for more staff.³⁵ This misalignment between budget classifications and programmatic functions reduces budget transparency and limits external oversight. HRA should align the budget with program operations and the headcount and funding for the Mayor’s office should be transferred to the Mayor’s office.

³² Food Bank for New York City, “Fast Facts,” see: <https://www.foodbanknyc.org/research-reports/>.

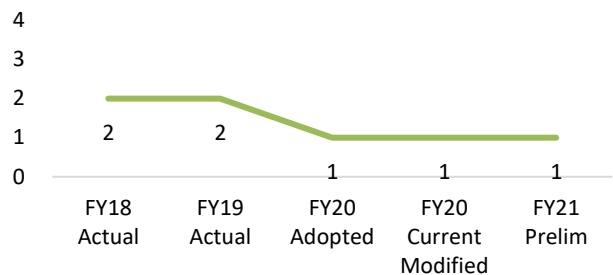
³³ Food Bank for New York City, “Reflections of Hunger”, November 2018, see: https://1gigs400j4830k22r3m4wqg-wpengine.netdna-ssl.com/wp-content/uploads/Legislative-Breakfast_Key_Findings_final.pdf.

³⁴ *Note:* City Council initiatives are typically added in the Adopted Plan and are funded for one fiscal year at a time.

³⁵ Per HRA, from a meeting between NYC Council and EFAP program area staff that took place on October 23, 2019.

Food Assistance Programs Funding by Source - FY20 Prelim

Source: The Office of Management and Budget

Food Assistance Programs - Headcount

Source: The Office of Management and Budget

Contractual services comprise 16 percent of expenditures and consist of 28 contracts, an increase of 13 contracts since Adoption. The remainder of the budget goes towards supplies and materials, which is for the food procurement. The program is largely funded with CTL and just 14 percent of funding is supported by federal TANF dollars.

Issues and Concerns

- Strain on Food Pantries and Soup Kitchens.** Current SNAP benefit levels cover, on average, two weeks' worth of food for most households.³⁶ In the past year, several new federal threats to SNAP, including public charge, detailed in the next section, have only further increased reliance on the emergency food network in the City according to emergency food providers. According to a recent Food Bank survey, their network of providers saw a 74 percent increase in the number of visitors in the last year. Providers particularly noticed increases from certain populations including a 76 percent increase in families with children, a 60 percent increase in the elderly, a 58 percent increase in immigrant families, and an 18 percent increase in college students.³⁷ While HRA has indicated that they have not received reports of shortages from EFAP providers, Food Bank and many other emergency food providers funded through Council initiatives have reported periodic shortages and a significant increase in traffic for their services.³⁸ HRA has indicated that if they start to see upticks in EFAP demand due to federal SNAP threats they will consider if they need additional funding to meet the increased need.
- Limited Food Choices in EFAP.** It is unclear if EFAP's utilization of DCAS for food procurement is the best or most-cost effective choice. While HRA has indicated that this process is working well, providers have indicated it is frequently the case that not even all EFAP food items are available, which is likely due, at least in part, to the twice-yearly procurement cycle. HRA did issue a Request for Information (RFI) in the fall of 2019 to explore new models for the program. The RFI focused largely on storage, transportation, and distribution methods, rather than an expansion of the actual food choices. HRA indicated that they are considering a direct-order and mobile models but have no plans to expand the program to include fresh food. For years, providers and advocates have complained about the absence of fresh foods, the limited number food choices, and the lack of healthier choices in the EFAP program. Several providers

³⁶ Food Bank for New York City, "In the Shadow of the Shutdown", February 2019, see: https://1giggs400j4830k22r3m4wgg-wpengine.netdna-ssl.com/wp-content/uploads/Shadow-of-the-Shutdown_Food-Bank-For-New-York-City-Brief.pdf.

³⁷ Food Bank for New York City, "New Yorkers Don't Live Single-Issue Lives: The Intersections of Hunger", February 2020, see: https://1giggs400j4830k22r3m4wgg-wpengine.netdna-ssl.com/wp-content/uploads/Intersections-of-Hunger_NYC-Hunger-Conference-Report_02.13.20.pdf.

³⁸ Katinas, Paula, "Funding shortage forces Reaching-Out to turn away hungry families", Brooklyn Reporter, July 1, 2019, see: <https://brooklynreporter.com/2019/07/funding-shortage-forces-reaching-out-to-turn-away-hungry-families/>.

have indicated that because of these factors they often struggle to utilize their entire awards and end up giving away processed items for free (on each visit providers designate shopping points to clients, based on their family size) that are not in line with the health parameters they try to maintain.

- **EFAP Delivery Issues.** Providers have expressed concern about the operations of the EFAP program in recent years. While HRA has indicated to the Council for some time that providers choose the food in their orders, providers have indicated they have only been able to do this since the end of September 2019 and prior to that HRA determined what was delivered without providing advanced notice of order contents. Additionally, providers noted until September 2019 they were not able to schedule their deliveries, which was an additional inconvenience to their operations. Providers also indicated that they did not receive any deliveries for the first three months of Fiscal 2020, something they had also experienced in prior years. This further taxed their operations during the summer and increased the challenge of using the full award amount. It should be noted that many providers are small, volunteer-run, cash-strapped operations working with the City's most vulnerable populations and they do not feel comfortable publicly speaking out or pushing back on HRA on these issues.
- **Lack of EFAP Performance Measurements.** The PMMR does not include any metrics related to the performance of the EFAP network and the EFAP metrics on HRA's website have not been updated since the middle of Fiscal 2019.³⁹ Food insecurity in New York City is high, particularly for vulnerable populations such as seniors, children, and the homeless. Given this, it is important to measure the efficacy and monitor the performance of EFAP.
- **EFAP Headcount.** The headcount for the EFAP program is not budgeted through the Food Assistance Programs program area and it is not clear where exactly it is budgeted. HRA has indicated that the EFAP staff consists of two coordinators and four monitors and the agency is actively recruiting for more staff. This misalignment between budget classifications and programmatic functions reduces budget transparency and limits external oversight. HRA should align the budget with program operations.

Food Stamp Operations

SNAP, known as food stamps prior to 2008 when the name changed, is a federal program designed to assist low-income individuals to purchase food. Benefits are provided through an Electronic Benefits Transfer (EBT) system, with monthly amounts automatically added to EBT credit cards that recipients can use to purchase permissible food items at participating retailers. SNAP is commonly accepted at major national chain stores, grocery stores of various sizes, smaller community-based stores (including City bodegas), as well as farmer's markets. Since April of 2019, as part of a federal pilot program, SNAP recipients in the City are also able to purchase food online through retailers such as Amazon and ShopRite.⁴⁰ HRA screens clients for eligibility and assists them with enrolling and recertifying benefits at the agency's SNAP Centers and through its online platform, ACCESS HRA.⁴¹ HRA also conducts outreach to identify individuals who are potentially eligible for SNAP but not currently enrolled. Clients in an especially dire situation may qualify for expedited processing.

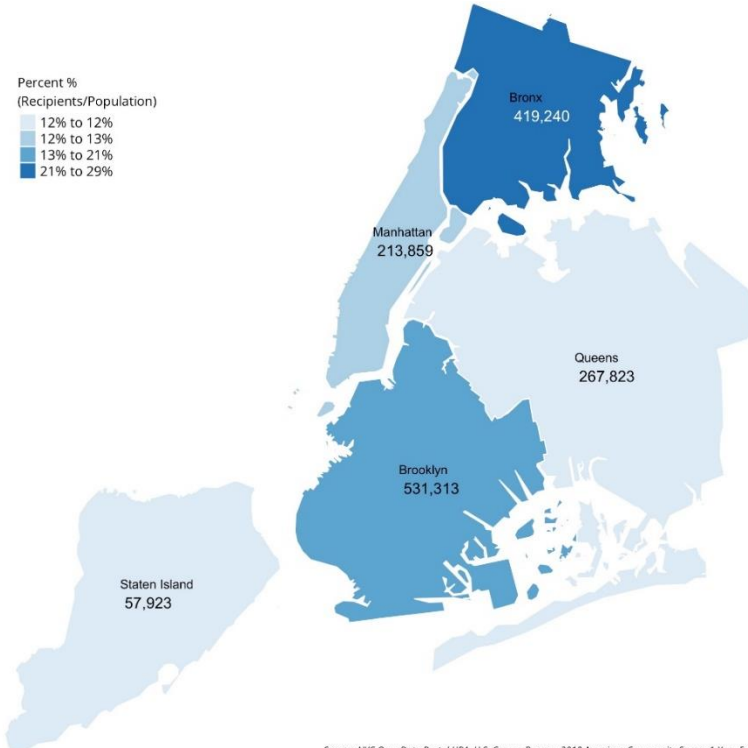
³⁹ HRA EFAP Quarterly Report, see: https://www1.nyc.gov/assets/hra/downloads/pdf/facts/efap/efap_report.pdf.

⁴⁰ Brown, H. Claire, "Amazon and Walmart can now accept online SNAP payments in New York", The Counter, April 18, 2019, see: <https://thecounter.org/amazon-walmart-snap-food-stamps/>.

⁴¹ HRA, ACCESS HRA, see: <https://a069-access.nyc.gov/accesshra/#/>.

The succeeding map shows the distribution of SNAP recipients across the City. The borough with the largest number of recipients on December 1, 2019 was Brooklyn with 531,313 recipients, or 36 percent, followed by the Bronx with 419,240 recipients, or 28 percent. When considering SNAP utilization as a percentage of borough population, the Bronx has the highest utilization rate at over 29 percent, followed by Brooklyn at 21 percent.⁴² As of January 2020, 1.5 million City residents were SNAP recipients, or approximately 18 percent of the City's population, of those 361,134 also receive CA.⁴³ According to HRA testimony, nearly 60 percent of recipients are children and seniors.⁴⁴

New York City SNAP Recipients by Borough as of December 1, 2019



Source: NYC OpenData Portal HRA, U.S. Census Bureau, 2018 American Community Survey 1-Year Estimates

Food insecurity amongst college students is of increasing concern in recent years, as many college students are ineligible for SNAP benefits due to federal work requirements.⁴⁵ As noted in the prior section, emergency food providers have observed an increase in college students at food pantries and soup kitchens. Food insecurity is of particular concern within the City University of New York (CUNY) system, where a significant portion of the student body is low-income.⁴⁶ To address food insecurity at CUNY, the Council funded a new pilot program, as part of the Access to Healthy Food and Nutritional Education initiative, in the Fiscal 2020 Adopted Budget. The \$1 million pilot will assist food insecure students at CUNY's seven community colleges, where the greatest need exists. The

⁴² NYC Open Data, Borough/Community District Report – SNAP Population, December 1, 2019, see: <https://data.cityofnewyork.us/Social-Services/Borough-Community-District-Report-SNAP-Population/jve8-w4d7>.

⁴³ NYC HRA, Monthly HRA Fact Sheet, January 2020, see: https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2020/hra_facts_2020_01.pdf.

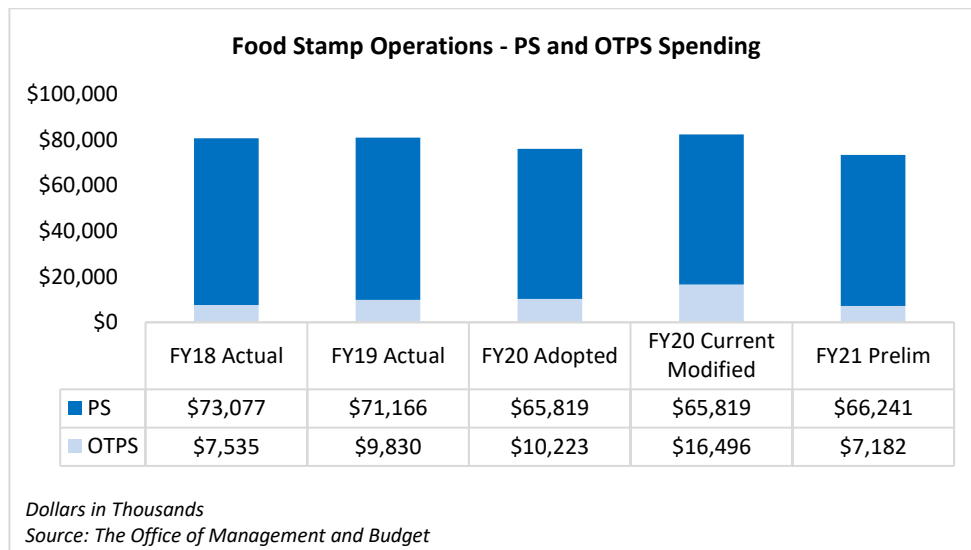
⁴⁴ NYC HRA, "Testimony of Grace Bonilla, Administrator New York City Human Resources Administration: Oversight Hearing: Reducing Food Insecurity in New York City" (February 14, 2019), see: <https://www1.nyc.gov/site/hra/help/emergency-food-assistance-program.page>.

⁴⁵ Fu, Jessica, "How an outdated law is leaving millions of low-income college students hungry", The Counter, January 10, 2019, see: <https://thecounter.org/gao-report-food-stamps-snap-college-student-hunger/>.

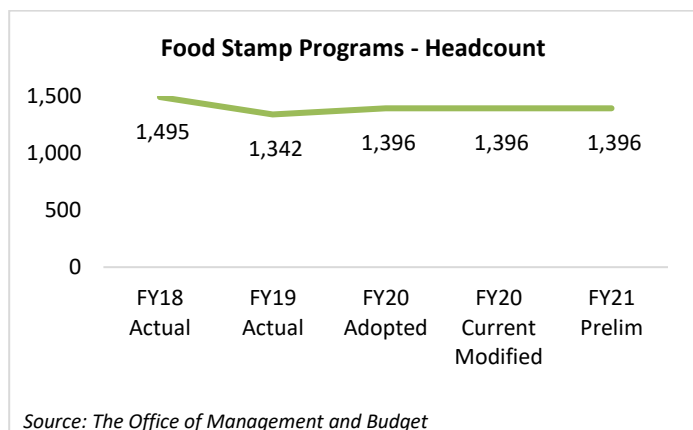
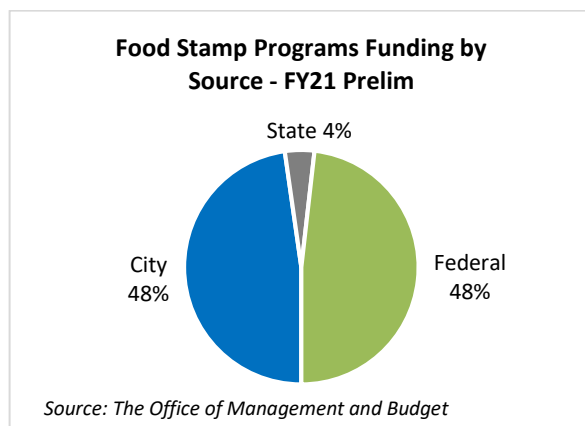
⁴⁶ CUNY Urban Food Policy Institute, "Ending Food Insecurity at CUNY", September 2018, see: https://static1.squarespace.com/static/572d0fcc2b8dde9e10ab59d4/t/5bb289050d92976e2ee79eca/1538427146487/SPH_Ending_Food_Insecurity_CUNY_Final3.pdf.

program provides 1,250 students, in each fall and spring semesters of the school year, with \$400 in benefits per semester to spend towards food on campus.⁴⁷

The Governor included a proposal in the 2020 State of the State aimed at increasing college student enrollment in SNAP by establishing an Office of Temporary and Disability Services (OTDA) policy where community college students, engaged at least half-time in courses, are exempt from federal work requirements.⁴⁸ This exemption is a federal waiver available to states but New York has not previously opted to implement it. OTDA has not yet issued the guidance on the implementation of the proposal. Once implemented, this policy will enable more college students to enroll in SNAP and will commensurately increase the City's federal SNAP revenue. While advocates are in support of expanding SNAP to college students, there is some concern about the potential administrative burden on schools and students and feel there will be a need for related education and outreach.



The proposed budget for Food Stamp Operations for Fiscal 2021 totals \$73.4 million, a decrease of \$2.6 million, or three percent, when compared to the Fiscal 2020 Adopted Budget. There was a net decrease for Fiscal 2021 totaling \$2.3 million scheduled across the first three Fiscal 2020 Financial Plans as a result of increases for collective bargaining agreements, decreases in federal grants, and technical adjustments.



⁴⁷ New York City Council, "Speaker Corey Johnson and CUNY Chancellor Félix V. Matos Rodríguez Announce \$1 Million Plan to Address Hunger among CUNY Students", December 12, 2019, see: <https://council.nyc.gov/press/2019/12/12/1849/>.

⁴⁸ New York State, "2020 State of the State", January 8, 2020, pages 257-258, see: <https://www.governor.ny.gov/sites/governor.ny.gov/files/atoms/files/2020StateoftheStateBook.pdf>.

Food Stamp Operations funding mostly comes from the City and federal sources, each contribute 48 percent, with a small State contribution of 4 percent. Federal funding is predominantly from FFS, Food Stamp Administration, and the Medical Assistance Program. State funding is primarily from the Medical Assistance Administration. This program area is 90 percent PS expenditures and has a considerable headcount of 1,396, which has not changed since Adoption. Despite the considerable shift towards online benefits management through ACCESS HRA in recent years, the program area has the fourth largest number of positions with nearly 10 percent of HRA's headcount.

Financial Plan Actions

- **Realization of State and Federal Revenues.** In the November 2019 Plan, HRA realized \$6.2 million in revenue from federal SNAP grants for Fiscal 2020, which typically happens in the November Plan each fiscal year, and a reduction in federal funding of \$337,950 for Fiscal 2021.

Issues and Concerns

- **High Number of Vacancies.** In this program area, the Fiscal 2019 Adopted Budget included a higher budgeted headcount of 1,396 but year-end actuals reflected only 1,342 positions were filled, resulting in 54 vacancies or four percent. The Fiscal 2020 Adopted Budget again included a budgeted headcount of 1,396 and the most recent actuals available, as of February 2020, reflected only 1,226 positions are currently filled, resulting in 170 vacancies or over 12 percent. HRA has indicated that there have been high attrition rates with Eligibility Specialists, and it is actively working to hire staff. Given the shift in recent years towards online SNAP operations – nearly 90 percent of applications were filed electronically in the first four months of 2020, as noted in the below analysis of the PMMR – HRA should right-size the headcount and adjust the budget accordingly in this program area to be more realistic.
- **Proposed Executive Rules to Limit SNAP Use.** After Congressional Republicans were unsuccessful in obtaining the support to include additional restrictions on SNAP recipients in the most recent Farm Bill, the president has proposed three Executive Rules to reduce SNAP use. The first proposed rule, published on February 1, 2019, sought to remove the majority of State waivers to work requirements. The waivers, related to unemployment rates, apply to ABAWDs (able-bodied adults without dependents, between the ages of 18 and 49).⁴⁹ The finalized rule will go into effect on April 1, 2020.⁵⁰ HRA has estimated there are approximately 70,000 ABAWDs in the City who will no longer be eligible for SNAP⁵¹ and the agency distributed notices to all ABAWDs about the upcoming change. The second proposed rule, published on July 24, 2019, would remove states' option to use broad-based categorical eligibility for SNAP.⁵² The comment period, which was extended, ended but no final rule is yet issued. HRA estimated that if rule were in place in June 2019, nearly 47,257 SNAP recipients in the City

⁴⁹ USDA Food and Nutrition Service Proposed Rule, "Supplemental Nutrition Assistance Program: Requirements for Able-Bodied Adults Without Dependents," February 1, 2019, see: <https://www.federalregister.gov/documents/2019/02/01/2018-28059/supplemental-nutrition-assistance-program-requirements-for-able-bodied-adults-without-dependents>.

⁵⁰ Brown, H. Claire, "Trump administration plans to tighten work requirements for food stamps, a change that will strip benefits from nearly 700,000 people", The Counter, December 4, 2019, see: <https://thecounter.org/trump-administration-work-requirements-snap-sonny-perdue/>.

⁵¹ HRA Testimony before the New York State Senate Committees on Social Services and Aging, October 21, 2019, see: https://www.nysenate.gov/sites/default/files/hearing_testimony_-_nyc_hra_-_10-21-19.pdf.

⁵² USDA Food and Nutrition Services Proposed Rule, "Revision of Categorical Eligibility in the Supplemental Nutrition Assistance Program (SNAP)", July 24, 2019, see: <https://www.federalregister.gov/documents/2019/07/24/2019-15670/revision-of-categorical-eligibility-in-the-supplemental-nutrition-assistance-program-snap>.

would have immediately become inedible.⁵³ The third proposed rule, published on October 3, 2019, seeks to cap the allowable income deductions for heating and cooling expenses, with no consideration to regional variations in cost or weather.⁵⁴ The comment period ended but no final rule is yet issued. HRA has received estimates that approximately 31 percent of State households would lose an average of \$65 per month in SNAP benefits.⁵⁵ As more City residents confront obstacles to obtaining and maintaining vital SNAP benefits, their reliance on the EFAP network for food will increase, further taxing providers. It is important for the City to oppose the punitive federal restrictions and to carefully monitor the capacity of the City's emergency feeding network to meet the potentially growing demand.

- **Expanded Definition of Public Charge.** The Executive Rule that recently went into effect on February 24, 2020⁵⁶, expands the definition of public charge to penalize green card and visa applicants receiving certain public benefits including SNAP. Advocates who work with both citizens and permanent legal residents (neither group is impacted by public charge, legislative change would be required for that to happen) have encountered eligible clients who chose not apply for SNAP or to dis-enroll from SNAP because of fear and confusion from the misinformation being disseminated. HRA also observed an accelerating decline in SNAP participation amongst eligible non-citizens, down nearly 11 percent in 2019, and estimates that the drop-off rate in eligible non-citizens on the SNAP caseload between January 2017 and 2019 was over two times higher than it had expected.⁵⁷ Notably, the rule is only forward-looking from the effective date and excludes refugees, asylum-seekers, survivors of domestic violence, and those on U and T visas (victims of certain crimes). While the rule does not impact eligibility, the benefits administered by HRA that will be treated negatively include SNAP and federally funded Medicaid. Now that the rule is in effect, there will likely be further decreases in SNAP participation in the City, and the accompanying federal funding, as well as an increase in food insecurity and dependence on emergency food programs. HRA has conducted community outreach to inform clients that eligibility for benefits has not changed and to encourage them to seek legal advice on the specifics of their individual case.
- **Lack of SNAP Use Metrics.** Noticeably, the PMMR does not contain any metrics that track how quickly SNAP users exhaust their monthly benefits and how that varies across the boroughs. This is an important trend to monitor as SNAP benefits do not typically last an entire month and the cost of food is particularly high in certain parts of the City. This information would bolster the City's plight in advocating for progressive federal and State changes relating to SNAP. Additionally, it would be helpful to EFAP and the City's other emergency food providers so they could better allocate their resources to the greatest areas of need.

⁵³ NYC Comment on Revision of Categorical Eligibility in the Supplemental Nutrition Assistance Program, September 23, 2019, see:

https://www1.nyc.gov/html/mancb10/downloads/pdf/nyc_comment_revision_of_categorical_eligibility_in_snap.pdf.

⁵⁴ USDA Food and Nutrition Service Proposed Rule, October 3, 2019, see: <https://www.federalregister.gov/documents/2019/10/03/2019-21287/supplemental-nutrition-assistance-program-standardization-of-state-heating-and-cooling-standard>.

⁵⁵ NYC Comment on Supplemental Nutrition Assistance Program: Standardization of State Heating and Cooling Standard Utility Allowances, November 24, 2019.

⁵⁶ U.S. Citizenship and Immigration Services, "Final Rule on Public Charge Ground of Inadmissibility", February 24, 2020, see:

<https://www.uscis.gov/archive/archive-news/final-rule-public-charge-ground-inadmissibility>.

⁵⁷ HRA, "Fact Sheet: SNAP Enrollment Trends in New York City", June 2019, see: <https://www1.nyc.gov/assets/immigrants/downloads/pdf/Fact-Sheet-June-2019.pdf>.

| PMMR Indicators for Supplemental Nutrition Assistance | | | | | | | |
|---|--------|-------|-------|--------|-------|----------------|---------------|
| HRA Performance Indicators | Actual | | | Target | | 4-Month Actual | |
| | FY17 | FY18 | FY19 | FY20 | FY21 | FY19 | FY20 |
| Persons receiving Supplemental Nutrition Assistance Program (SNAP) benefits (000) | 1,676 | 1,608 | 1,524 | None | None | 1,591 | 1,493 |
| Cash assistance persons receiving SNAP benefits (000) | 401 | 383 | 364 | None | None | 384 | 362 |
| Non-cash assistance persons receiving SNAP benefits (000) | 1,012 | 965 | 908 | None | None | 949 | 880 |
| SSI persons receiving SNAP benefits (000) | 263 | 260 | 251 | None | None | 258 | 251 |
| Total SNAP households (000) | 949 | 923 | 887 | None | None | 914 | 874 |
| Supplemental Nutritional Assistance Program (SNAP) Payment Error Rate (federal fiscal year) (%) | 7.0% | 9.0% | 5.2% | 6.0% | 6.0% | 3.1% | Not Available |
| SNAP application timeliness rate (%) | 89.1% | 89.4% | 92.7% | 90.6% | 90.6% | 90.9% | 79.0% |
| SNAP applications filed electronically (%) | 75.6% | 78.0% | 86.1% | None | None | 84.9% | 89.5% |

Source: Preliminary Mayor's Management Report

There was a decrease of about 98,000 people receiving SNAP benefits, or six percent, in the first four months of Fiscal 2020 compared to the same period in Fiscal 2019. This continues the decrease observed in recent years in the City, State, and country. Over this same period, the decrease in CA recipients receiving SNAP benefits was about 22,000 people, or six percent, the decrease in non-CA recipients receiving SNAP benefits was about 69,000 people, or seven percent, and the decrease in SSI recipients receiving SNAP benefits was about 7,000 people, or three percent. Total SNAP households declined by about 41,000, or four percent, in the first four months of Fiscal 2020 compared to the same period in Fiscal 2019. While the current presidential administration and conservative politicians claim the continued decrease in SNAP enrollment is a clear indicator that those in poverty are improving their economic circumstances, much research has linked at least some of the decrease to federal threats to SNAP, including public charge, as detailed previously. Additionally, as detailed in the Food Assistance Programs section, use of emergency food providers has been increasing in recent years, even while SNAP enrollment has been declining.

The SNAP application timeliness rate decreased by 12 percent when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019, falling short of the target of 90.6 percent. This is a significant dip and well below all periods reported on the PMMR. No explanation was included for this precipitous drop but HRA did note there was improvement in timeliness during the month of October with the rate increasing to 87.2 percent for that month. As part of HRA's push in recent years to administer SNAP benefits electronically and the implementation of on-demand phone interviews in Fiscal 2019, electronically filed SNAP applications continue to increase, going from 84.9 percent in the first four months of Fiscal 2019 to 89.5 percent in the first four months of Fiscal 2020, a bump of nearly five percent. According to the PMMR, no data is available for Fiscal 2020 regarding the SNAP payment error rate, but no explanation is offered as to why that is the case.

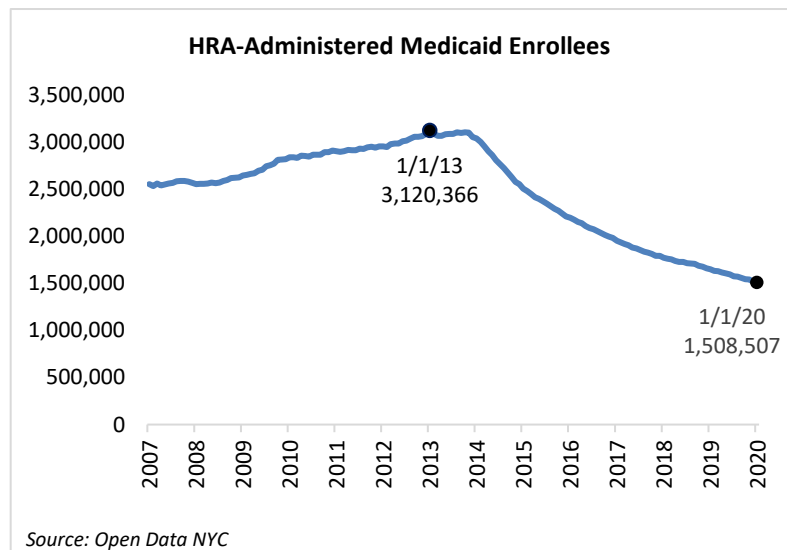
Medicaid Eligibility and Administration

Medicaid is a means-tested, federal healthcare entitlement program, administered by the States, providing health insurance to low-income children and adults. Under State authorization and guidance, HRA administers Medicaid to select City residents. This program area funds the headcount and operational expenses for the HRA Medicaid program. The Medical Insurance and Community Services Administration (MICA) at HRA determines financial eligibility, pursuant to State rules, based upon consumer income and resource levels, for each of the available health insurance programs and their related services. MICA operates 13 community-based offices, where clients can receive in-person assistance, and a centralized application and renewal processing operation.

HRA-Administered Medicaid Enrollees

On January 1, 2014, the new Modified Gross Adjusted Income (MAGI) rules for determining Medicaid eligibility in the State became effective and the applicant pool was divided into MAGI and non-MAGI, with the State taking over the MAGI population and HRA retaining non-MAGI applicants and the renewals for MAGI clients it had worked with prior to the change. Since 2014, the State has slowly been phasing in a multi-year redesign, with the expectation of a full takeover at some point that has yet to be determined. Accordingly, the HRA-administered caseload has continued to decline as the number of people served through the State-run insurance exchange has increased. New health insurance applicants residing in the City now can apply for Medicaid (if they are MAGI), the Essential Plan, and private insurance plans through the New York State of Health healthcare marketplace, which also handles such renewals. HRA primarily serves the non-MAGI population, who are higher need and have cases that are more complex. Many of these clients are also recipients of other HRA benefit programs, and are largely disabled, aged, blind, or those who are categorically eligible (this includes public assistance recipients, SSI recipients, and children in foster care).

As of October 2019, the State administered Medicaid benefits to approximately 1.7 million City residents⁵⁸ and as of January 2020, HRA administered Medicaid benefits to an additional 1.5 million City residents.⁵⁹ The HRA-administered enrollees are comprised of approximately 400,000 MAGI renewal clients and 1.1 million non-MAGI clients, of which approximately 400,000 are CA clients and 700,000 are aged, blind, or disabled. As shown on the adjacent graph, January 2020 saw the lowest number of HRA-enrolled



Medicaid clients in over ten years. Notably, the highest participation level was essentially double on January 1, 2013 at over 3.1 million recipients.⁶⁰

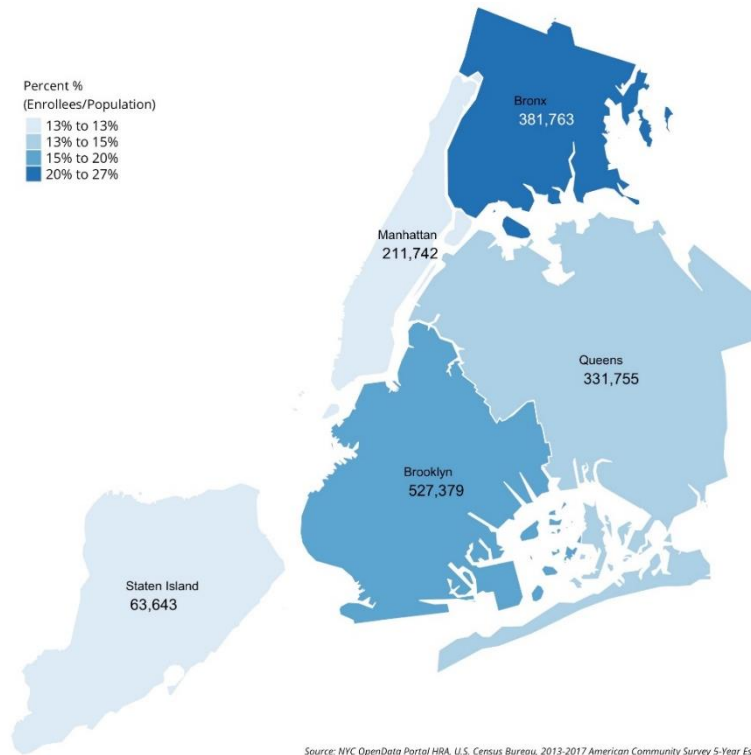
⁵⁸ Preliminary Mayor's Management Report, Fiscal 2020, page 154.

⁵⁹ NYC HRA, Monthly HRA Fact Sheet, January 2020, see:

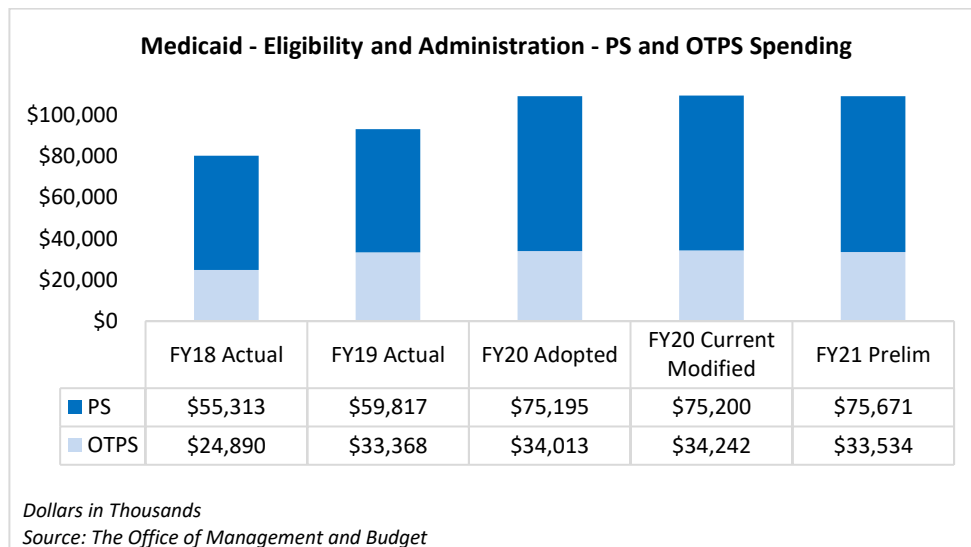
https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2020/hra_facts_2020_01.pdf.

⁶⁰ Except where otherwise noted, details about the operations of this program came from a meetings between NYC Council, Medicaid program area staff, and HRA staff, which took place on October 23, 2019 and February 27, 2020, or the subsequent follow-up emails.

New York City HRA-Administered Medicaid Enrollees by Borough as of December 1, 2019



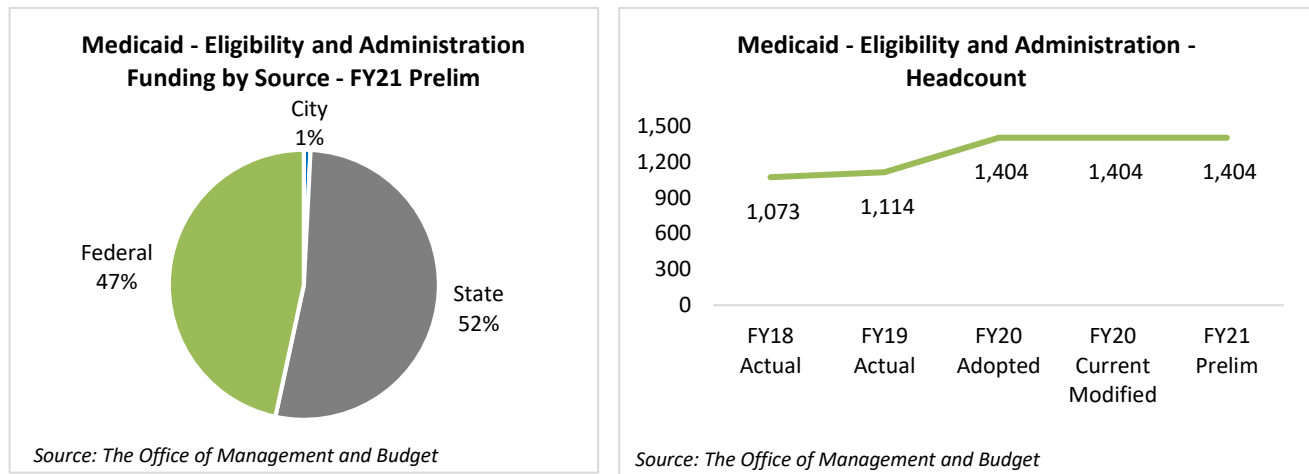
The preceding map shows the distribution of HRA-administered Medicaid enrollees across the City. The borough with the largest number of enrollees as of December 1, 2019 was Brooklyn with 527,379 recipients or 35 percent, followed by the Bronx with 381,763 recipients or 25 percent. When considering Medicaid enrollees as a percentage of borough population, the Bronx has the highest utilization rate at 27 percent, followed by Brooklyn at over 20 percent.⁶¹ As of January 2020, approximately 18 percent of the City's population was enrolled in Medicaid administered by HRA⁶², and approximately 28 percent of State Medicaid enrollees live in the City.



⁶¹ NYC Open Data, Borough/Community District Report – Medicaid Enrollees, December 1, 2019, see: <https://data.cityofnewyork.us/Social-Services/Borough-Community-District-Report-MA-Enrollees/2v2r-tx9r>.

⁶² NYC HRA, Monthly HRA Fact Sheet, January 2020, see: https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2020/hra_facts_2020_01.pdf.

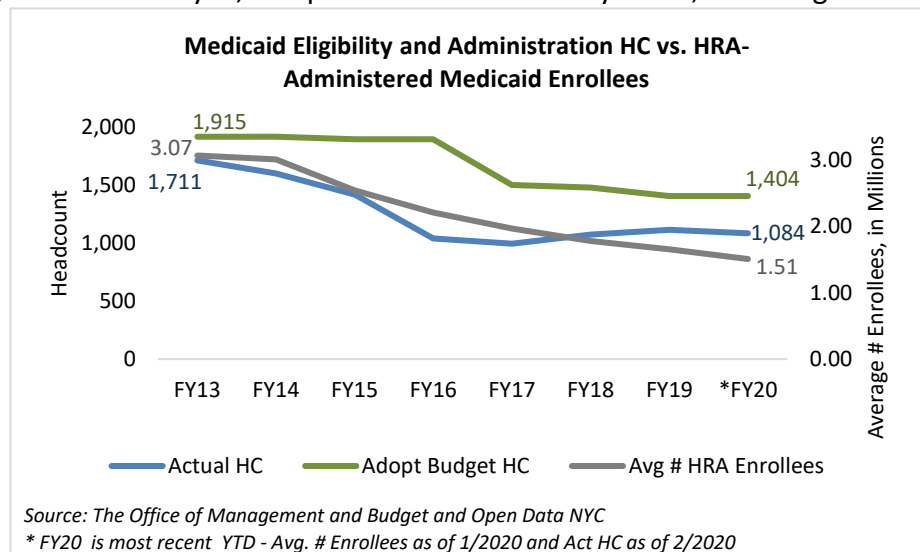
The Fiscal 2021 Preliminary Budget for this program area totals \$109.2 million, a decrease of just \$3,058 when compared to the Fiscal 2020 Adopted Budget. The program area is comprised of 69 percent PS expenditures, and 31 percent OTPS expenditures. There are 22 contracts in this program area for the Fiscal 2021 Preliminary Budget, which has not changed since Adoption.



Both State and federal funds support the majority of this program, with a minor contribution from CTL. Medical Assistance Program funding comprises nearly all of the \$57.4 million in State funding and is the largest source of funding for this program area. Federal funding is \$50.9 million, or 47 percent of overall funding, and this is largely from the federal Medical Assistance Program, with small amounts from other sources. There are 1,404 positions budgeted in this program area for Fiscal 2021, this is unchanged since Adoption, and the third largest headcount concentration at HRA with 9.6 percent of HRA's total budgeted headcount. Notably, spending on headcount has been significantly under budget in recent years as is demonstrated by the difference between the Fiscal 2019 actual PS expenditures of \$59.8 million and the Fiscal 2020 Adopted Budget of \$75.2 million.

Issue and Concerns

- High Number of Vacancies and Large Headcount.** In this program area, the Fiscal 2019 Adopted Budget included a budgeted headcount of 1,404 but year-end actuals reflected only 1,114 positions were filled, resulting in 290 vacancies or 21 percent. The Fiscal 2020 Adopted Budget again included a budgeted headcount of 1,404 and the most recent actuals available, as of February 2020, reflected only 1,084 positions are currently filled, resulting in 320 vacancies or 23 percent. The adjacent graph shows the actual and budgeted headcounts, compared with the HRA-administered Medicaid population, since Fiscal 2013 when the number of enrollees was at its peak. Given that the HRA-



administered Medicaid population is approximately half of what it was at the peak, a more significant decrease in the budgeted headcount in this program area was expected. Notably, the clients HRA retained are higher need than those that have shifted to the State and it was not expected that the agency could also fully halve the headcount but, when comparing the Fiscal 2013 budgeted headcount of 1,915 to the actual headcount as of February 2020 of 1,084, it seems that HRA has nearly done that. Considering the significant level of vacancies and the reduction in the population served, HRA should right-size the headcount and adjust the budget accordingly in this program area to be more realistic. Notably, as these positions are funded by State and federal revenue, a headcount reduction would not result in CTL savings. Since the program area is more than half-funded by the State, a reduction in actual expenditures would not change the City's spending but could help reduce the State's Medicaid deficient, detailed in the next section.

| PMMR Indicators for Medicaid Eligibility and Administration | | | | | | | |
|--|--------|-------|-------|--------|-------|----------------|-------|
| HRA Performance Indicators | Actual | | | Target | | 4-Month Actual | |
| | FY17 | FY18 | FY19 | FY20 | FY21 | FY19 | FY20 |
| Medicaid enrollees administered by HRA (000) | 1,870 | 1,726 | 1,594 | None | None | 1,687 | 1,544 |
| Medicaid-only enrollees administered by HRA (000) | 1,110 | 980 | 875 | None | None | 951 | 835 |
| Application timeliness rate for Medicaid administered by HRA (%) | 95.6% | 95.8% | 93.5% | 99.4% | 99.4% | 95.0% | 91.9% |

Source: Preliminary Mayor's Management Report

In the first four months of Fiscal 2020 both total Medicaid enrollees and Medicaid-only enrollees administered by HRA decreased when compared to the same period in Fiscal 2019. As previously discussed, this is continuing the trend over the past several years of decreased enrollment through the City program due to the State takeover of Medicaid administration. The timeliness of processing applications is lower during the first four months of Fiscal 2020 when compared to the first four months of Fiscal 2019, dropping by just over three percent.

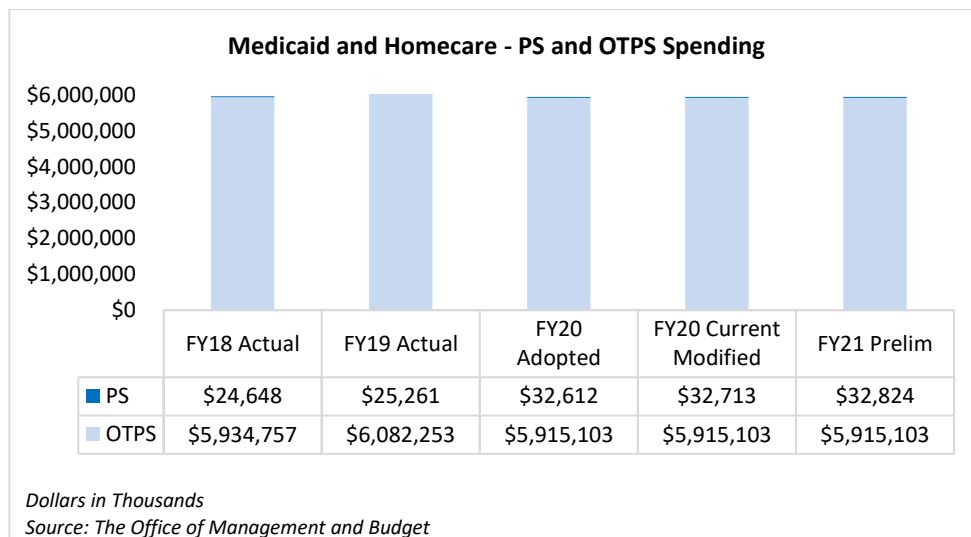
Medicaid and Homecare

New York State is the payer, and largely, the administrator, of the State's Medicaid program. The State collects federal revenue and revenues from the counties to use, in conjunction with State funding, to pay for managed care plans and other benefits and services provided to enrollees under the program. It is worth noting that New York is unique in requiring any local share for Medicaid, most States cover the program entirely, and the local share the State requires the counties and the City to pay exceeds the combined total of all other local share amounts paid across the country.⁶³ The City pays approximately 70 percent of the local share payments in the entire State but only around half of the State's six million Medicaid recipients reside in the City. The contribution amounts from the City and the other counties were capped by the State in State Fiscal 2015 at \$7.6 billion. The City's share of this cap was fixed is \$5.378 billion. Since the locality payment cap was implemented, all Medicaid expenditures over \$7.6 billion have been paid for by the State. After giving effect to federal savings under the Affordable Care Act for Medicaid expansion costs (these largely relate to childless adult coverage), the City effectively pays the State around \$5 billion each year towards the Medicaid costs of its residents. Part of the federal cost savings are deducted from what the City pays the State and the rest is paid back to the City, from the State, in an opaque reconciliation process that lags by several

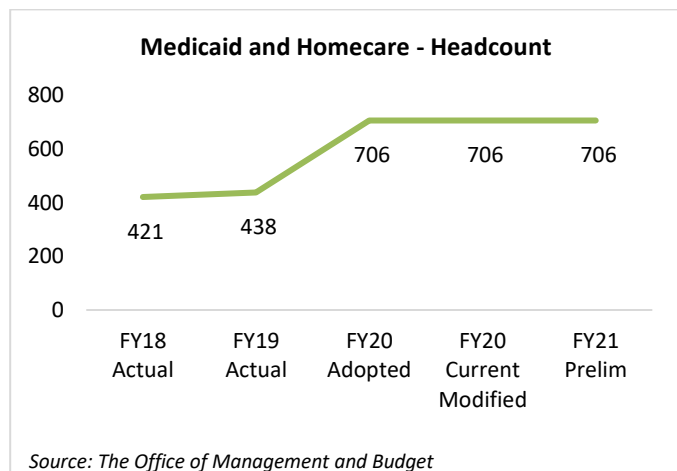
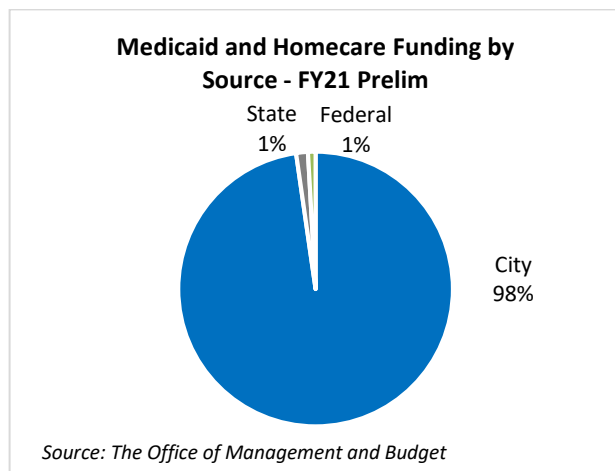
⁶³ "Still a Poor Way to Pay for Medicaid", Citizens Budget Commission, October 1, 2018, see: <https://cbcny.org/research/still-poor-way-pay-medicaid>.

years and is fully controlled by the State. The Medicaid savings realized in the Fiscal 2021 Preliminary Plan that relates to State Fiscal 2017 and 2018, detailed below, demonstrate this process.

This program area also includes the Home Care Services Program, which offers access to Medicaid-funded MLTC programs to Medicaid enrollees, designed to help eligible elderly or disabled individuals remain safely at home, rather than in a nursing home or institutional facility. HRA determines if clients are financially eligible for MLTC and a State-contracted provider, Maximus, evaluates all MLTC applicants in the State to determine if their medical condition warrants homecare, what type of care, and the number of care hours they are eligible to receive.⁶⁴



The Fiscal 2021 Preliminary Budget for this program area totals \$5.9 billion, making it the largest program area within HRA by far, constituting 58 percent of the agency's Fiscal 2021 Budget, and over six percent of the City's budget. Compared to the Fiscal 2020 Adopted Budget, funding for this program area increased slightly by \$212,054. The entire increase relates to increases in the Fiscal 2021 Preliminary Budget relating to collective bargaining agreements for nurses.



Funding in the Fiscal 2021 Preliminary Budget supports a headcount of 706 positions, which is unchanged since Adoption. Staff assists clients with Medicaid-funded, non-institutional long-term program participation. There is small amount of PS costs for the Medicaid and Homecare program

⁶⁴ Velasquez, Josefa, "Meet the company reaping big bucks from N.Y.'s budget-busting Medicaid surge", The City, February 24, 2020, see: https://thecity.nyc/2020/02/maximus-reaps-medicaid-money-amid-cuomo-de-blasio-budget-woe.html?utm_campaign=mailchimp&utm_source=daily&utm_medium=newsletter.

area, but 98 percent of expenditures are OTPS, with \$5.8 billion or 98 percent in social services. There are 118 contracts in this program for Home Care Services, unchanged since Adoption. CTL funds 98 percent of this program, which includes the City's local share of enrollee costs paid to the State, which are approximately \$5 billion dollars.

Financial Plan Actions

- **Medicaid Reimbursements.** In the Fiscal 2021 Preliminary Plan, there is a savings of \$100 million for Fiscal 2020. This a one-time savings amount for prior year Medicaid reimbursement reconciliations with the State for State Fiscal 2017 and 2018, relating to federal savings due to the City for Medicaid expansion costs, reimbursable under provisions in the Affordable Care Act. There is no correlated expense amount, as it is only a receivable to the budget, and as such, it is not reflected in any program area's budget.

Issues and Concerns

- **State Medicaid Deficit and Potential Cost Increases to the City.** In the State's Fiscal 2021 Executive Budget it revealed there is a deficit of over \$2 billion, relating to Medicaid spending, for State Fiscal 2021, which starts April 1, 2020. To close this budget gap, the Governor proposed increasing the contribution amount from the City and the counties to cover growth costs going forward. OMB estimates the increased burden to the City would be \$1.1 billion, increasing exponentially in future years. Additionally, the Governor reconvened MRT II to come up with \$2.5 billion in reoccurring, cost-cutting measures. The proposals were not publicly released at the time this report was finalized. For more details, see the State Executive Budget Highlights section of this report.
- **High Number of Vacancies.** In this program area, the Fiscal 2019 Adopted Budget included a budgeted headcount of 706 but year-end actuals reflected only 438 positions were filled, resulting in 268 vacancies or 38 percent. The Fiscal 2020 Adopted Budget again included a budgeted headcount of 706 and the most recent actuals available, as of February 2020, reflected only 440 positions are currently filled, resulting in 266 vacancies or 38 percent, one of the highest vacancy rates of any program area this year. HRA should right-size the headcount and adjust the budget accordingly in this program area to be more realistic but, notably, as these positions are funded by State and federal revenue, a headcount reduction would not result in CTL savings.
- **Lack of Budget Transparency.** This program area, which constitutes 58 percent of HRA's budget, is comprised of two distinct components that should be separated. The homecare portion should be classified in a new BFA program area, with a coordinating pair of PS and OTPS U/As in the budget. Regarding the \$5 billion that goes to the State for the City's Medicaid local share payments, HRA should provide a more detailed breakdown of this area of spending, in coordination with the State, to showing how payments are calculated and how they flow between the City and State. Additionally, with the assistance of the State, the City should report on actual expenditures for City enrollees, by administering entity (City or State) and type of service, including the correlating breakdown of revenues that support them.

| PMMR Indicators for Homecare Services | | | | | | | |
|--|---------|---------|---------|--------|------|----------------|---------|
| HRA Performance Indicators | Actual | | | Target | | 4-Month Actual | |
| | FY17 | FY18 | FY19 | FY20 | FY21 | FY19 | FY20 |
| Average days to initiate home attendant and housekeeper services for all cases | 20.0 | 23.0 | 20.0 | 30.0 | 30.0 | 23.0 | 21.5 |
| Cases receiving home care services | 155,504 | 176,681 | 200,927 | None | None | 184,811 | 209,857 |

Source: Preliminary Mayor's Management Report

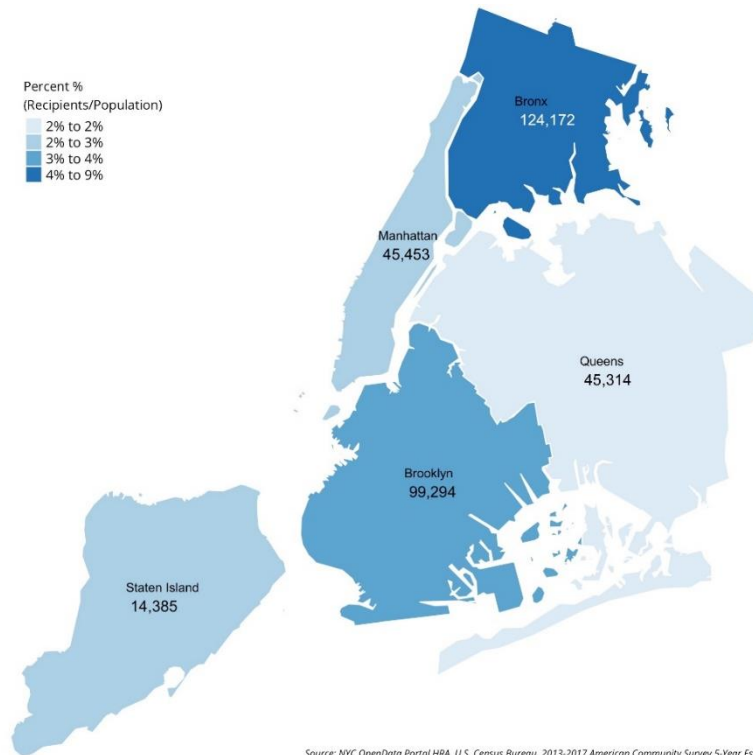
The average number of days to initiate a home attendant and housekeeper services for all cases decreased by 1.5 days in the first four months of Fiscal 2020, compared to the same period in Fiscal 2019. The annual average for Fiscal 2019 was 20 days, a decrease of 3 days, or 13 percent, over the annual average of 20 days in Fiscal 2018 and Fiscal 2017. Notably, all periods reported are below the target of 30 days. The number of people receiving home care services has increased by 25,046, or 14 percent, in the first four months of Fiscal 2020 when compared to the same period in Fiscal 2019, which continues the trend of an increasing number of people receiving services each year. The increase in annual cases from Fiscal 2017 to Fiscal 2018 was 21,177 and from Fiscal 2018 to Fiscal 2019 it was 24,246. HRA has indicated that the driver in the increase in the MLTC population is aggressive recruitment from MLTC companies. The State sets the rates and all the rules for these programs and is responsible for contractual oversight, while counties have no say and no control of enrollment or of costs. HRA only determines financial eligibility for MLTCs. Notably, the PMMR lacks any measure of Medicaid eligible clients who apply for homecare services and are denied care, care outcomes, and it does not present any information related to the intensity or quality of services.

Public Assistance Grants

Public Assistance Grants is comprised of three basic types of CA: Family Assistance (FA) for households with a minor child living with at least one parent or relative; Safety Net Assistance (SNA) for single adults, families without children, families with children living apart from an adult relative, and for a few other family circumstances; and SNA for families with minor children who have exceeded the 60-month time limit for FA.⁶⁵ The FA program is fully funded through a federal TANF block grant. SNA is jointly funded with CTL covering 71 percent and the State contributing the remaining 29 percent.

CA provides a bi-monthly cash benefit for food, rent, utilities, shelter expenses, or other living expenses. The amount of a CA grant, based on a "standard of need" concept, ties the cash benefit amount to a household's size, housing status, other sources of income, and number of dependent children. In addition to eligibility requirements regarding income, recipients must be residents of New York and citizens or legal permanent residents. Undocumented immigrant parents may apply for CA on behalf of their children if they are citizens or legal permanent residents. Recipients must also comply with a work requirement unless they are injured, disabled, under 16 years old, under 19 years old and in school, over 60 years old, a primary caregiver for a disabled member of the household, or a primary caregiver of a child under a year old in a single-parent household. Those who are unemployed are required to participate in one of HRA'S transitional job programs, which combine work, education, and training activities with the end-goal of finding permanent employment.

⁶⁵ New York State Office of Temporary and Disability Assistance, "Temporary Assistance", see: <https://otda.ny.gov/programs/temporary-assistance/#limit>. New York City Bar, "New York State Cash Assistance Program", see: <https://www.nycbar.org/get-legal-help/article/public-benefits/new-york-state-cash-assistance-program/>.

New York City Cash Assistance Recipients by Borough as of December 1, 2019

The number of total CA recipients in the City has remained relatively constant in recent years. According to HRA, the total number of clients in January 2020 was 325,585, in December 2019 was 328,618, in January 2019 was 344,972, and in January 2015 was 351,491. As of January 2020, 33 percent or 107,945 recipients received FA, 25 percent or 80,845 recipients received SNA because their case converted from FA, and 42 percent or 136,795 recipients received SNA. Notably, 45 percent or 144,919 children of CA recipients were children.⁶⁶ The preceding map shows the distribution of CA recipients across the City. The borough with the largest number of enrollees, as of December 1, 2019, was the Bronx with 124,172 recipients or 38, followed by the Brooklyn with 99,294 recipients or just over 30 percent. When considering CA enrollees as a percentage of borough population, the Bronx has the highest utilization rate at nine percent, followed by Brooklyn at four percent.⁶⁷ As of December 2019, 328,618 City residents were CA recipients, or 4 percent of the City's population.⁶⁸

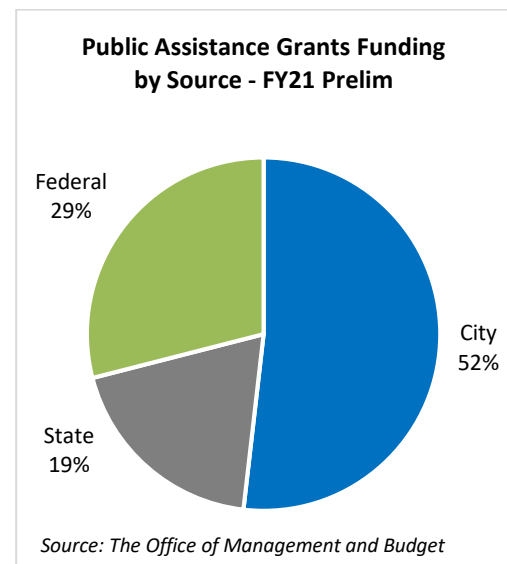
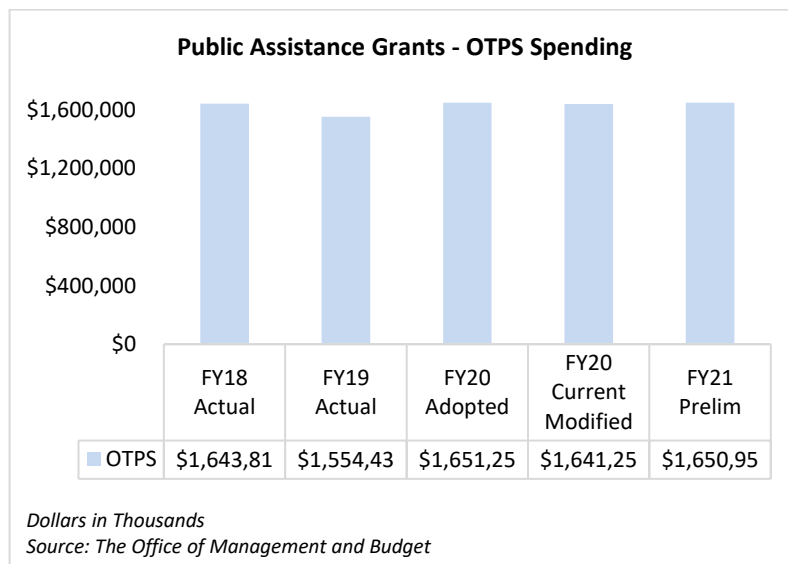
⁶⁶ NYC HRA, Monthly HRA Fact Sheet, January 2020, see:

https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2020/hra_facts_2020_01.pdf.

⁶⁷ NYC Open Data, Borough/Community District Report – CA, December 1, 2019, see: <https://data.cityofnewyork.us/Social-Services/Borough-Community-District-Report-CA-Population/kicq-h8d9>.

⁶⁸ NYC HRA, Monthly HRA Fact Sheet, December 2019, see:

https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2019/hra_facts_2019_12.pdf.



The Fiscal 2021 Preliminary Budget for this program area totals \$1.7 billion, \$300,000 less than the Fiscal 2020 Adopted Budget, all from one planned change introduced as a savings program in the Fiscal 2020 Executive Plan relating to SSI eligibility for CA recipients. At 16 percent of HRA's budget, Public Assistance Grants is the very distant, second largest program area after Medicaid and Homecare (58 percent of HRA's budget), based on program expenditures, and nearly two percent of the entire City's budget. The entire program area is OTPS and is 52 percent funded by CTL, 19 percent by the State, and 29 percent by the federal government. The source of federal funding is all TANF, while State funding is through SNA, Emergency Assistance for Adults, and Work Now funds.

Issues and Concerns

- State TANF Cuts.** The State Fiscal 2021 Executive Budget proposes an additional five percent local share for the City for TANF. OMB estimates this cut will cost DSS (split roughly evenly between HRA and DHS) \$34 million for Fiscal 2020 and \$68 million annually thereafter. CA, which falls under this program area, is partly funded by TANF and has defined benefit levels that are not within the City's jurisdiction. If enacted, the City will have to either reduce spending to cover the increased expenditures or backfill the cut.

| PMMR Indicators for Public Assistance Grants | | | | | | | |
|--|--------|-------|-------|--------|-------|----------------|-------|
| HRA Performance Indicators | Actual | | | Target | | 4-Month Actual | |
| | FY17 | FY18 | FY19 | FY20 | FY21 | FY19 | FY20 |
| Cash assistance unduplicated number of persons (12-month) (000) | 598.6 | 593.9 | 578.6 | None | None | 593.7 | 571.5 |
| Cash assistance caseload (point in time) (000) | 194.5 | 190.5 | 181.0 | None | None | 188.1 | 182.6 |
| Cash assistance unduplicated number of persons receiving emergency assistance (12-month) (000) | 106.7 | 105.3 | 111.6 | None | None | 110.4 | 112.6 |
| Cash assistance unduplicated number of persons receiving recurring assistance (12-month) (000) | 491.9 | 488.7 | 467.0 | None | None | 483.3 | 459.0 |
| Persons receiving cash assistance (000) | 364.2 | 356.3 | 331.7 | None | None | 352.8 | 344.2 |
| Persons receiving recurring assistance (000) | 356.9 | 349.8 | 324.2 | None | None | 343.3 | 323.7 |
| Persons receiving emergency assistance (000) | 7.4 | 6.5 | 7.4 | None | None | 9.5 | 10.4 |
| Cash assistance applications (000) | 333.8 | 331.3 | 310.3 | None | None | 110.6 | 79.0 |
| Cash assistance application acceptance rate (%) | 52.6% | 50.5% | 53.6% | None | None | 52.8% | 53.8% |
| Cash assistance cases in sanction process (%) | 4.7% | 5.3% | 5.0% | None | None | 5.4% | 4.2% |
| Cash assistance cases in sanction status (%) | 0.3% | 0.2% | 0.9% | None | None | 0.1% | 2.8% |
| Cash assistance application timeliness rate (%) | 97.9% | 96.2% | 95.3% | 96.0% | 96.0% | 94.2% | 95.1% |

Source: Preliminary Mayor's Management Report

The CA 12-month unduplicated number of persons – the true measure of the total number of clients served in a year – was nearly equal in the first four months of Fiscal 2020 when compared to the same period in Fiscal 2019. This number has been relatively flat in recent years. The CA caseload at a point in time decreased by three percent when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019. The CA unduplicated number of persons receiving emergency assistance increased by two percent when comparing the first four months of Fiscal 2020 to the first four months of Fiscal 2019. The unduplicated number of persons receiving recurring CA has been relatively stable in recent years, dropping slightly each year. The number of CA recipients declined by two percent and the number of recurring CA recipients declined by six percent, when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019. Notably, the number of CA applications decreased by 29 percent when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019.

The number of people receiving emergency assistance increased by nine percent, when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019. The CA application acceptance rate increased by one percent when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019. Notably, the PMMR restates this metric for the first four months of Fiscal 2019 to 52.8 percent – it was 53.4 last year – and did not indicate a reason for the change. The percentage of CA cases in the sanctions process was 4.2 percent in the first four months of Fiscal 2020, compared to 5.4 percent during the same period in Fiscal 2019. The percent of cases in sanction status was 2.8 percent for the first four months of Fiscal 2020, compared to 0.1 percent for the same period in Fiscal 2019. The CA application timeliness rate improved slightly when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019, with both periods below the target rate of 96 percent, a threshold exceeded in each period reported.

Public Assistance Support Grants

As part of the City's effort to prevent at-risk populations from becoming homeless, HRA created the Homelessness Prevention Administration and consolidated related programs within this area. Programs include HomeBase, rental assistance programs, and supportive housing. This program area offers a range of services including anti-eviction legal services, assistance obtaining public benefits, emergency rental assistance, education and job placement assistance, financial counseling and money management, relocation assistance, and short-term financial assistance. New Yorkers can apply for grants at Job Centers, Housing Court, DHS shelter intake, and HomeBase locations. This program area also includes funding for non-grant services for public assistance clients including carfare to attend public assistance-related appointments, burial costs, and summer camp fees for children. Also, within the Homelessness Prevention Administration are the Housing and Homeless Services/Initiatives Division, the Legal Services Initiatives unit, and the Early Intervention Outreach Team, all of which are partners in assisting City residents in need.

Rental Assistance Programs

On July 18, 2018, the Administration announced the City would be streamlining and consolidating its existing rental assistance programs. The new City Fighting Homelessness and Eviction Prevention Supplement (CityFHEPS) program replaced the Living in Communities programs (LINC I, LINC II, LINC III, LINC IV, LINC V, and LINC VI), the Special Exit and Prevention Supplement program (SEPS), and City Family Eviction Prevention and Exit Plan Supplements (CityFEPS).⁶⁹ The LINC programs were targeted towards specific subsets of the homeless population living in shelters. CityFEPS provided assistance

⁶⁹ NYC DHS Press Release, "City Proposes Single Unified Rental Assistance Program to Streamline and Simplify Rehousing Process," July 18, 2018, see: <https://www1.nyc.gov/site/dhs/about/press-releases/unified-rental-assistance-press-release.page>.

to eligible families with children that were at-risk of entry to shelter and SEPS assisted individuals and families without children. The current CityFHEPS program is funded entirely by CTL. The effective date of this conversion was October 29, 2018.⁷⁰

As required by the State, FHEPS is divided into FHEPS A and B. FHEPS A is a State public assistance program, parallel to the former CityFEPS program, for households at-risk of eviction, with a recent eviction, or living in shelter, who fulfill certain criteria (including eviction history, receipt of Temporary Assistance, or a child under 18 years of age). Funding for FHEPS A is joint between the City and State, depending on the individuals or household's Public Assistance status. FHEPS B is for individuals currently living in shelter and is entirely funded by the City. The total budget for rental assistance programs in Fiscal 2020 is \$154.2 million, with spending in the first two quarters already totaling \$134.2 million, the breakdown of this spending by program is in the adjacent table.⁷¹ Expenditures for each Fiscal 2020 and 2021 could total nearly \$270 million given current rate of spending. HRA monitors the rental assistance budget regularly and works with the OMB to adjust funding levels as needed.

| Rental Assistance Expenditures | | |
|--------------------------------|----------------------|----------------------|
| Program | FY20 Budget | FY20 Actual* |
| LINC I | \$19,969,410 | \$3,913,083 |
| LINC II | 22,513,262 | 16,529,623 |
| LINC III | 4,777,143 | 601,349 |
| LINC IV | 10,681,330 | 5,168,998 |
| LINC V | 5,148,845 | 1,469,932 |
| LINC VI | 1,766,610 | 560,875 |
| CFEPS | 9,087,569 | 2,881,712 |
| FHEPS B | 3,150,000 | 6,354,631 |
| SEPS | 12,000,000 | 7,240,617 |
| SOTA | 20,000,000 | 27,221,621 |
| CITYFHEPS | 45,139,259 | 62,255,720 |
| Total | \$154,233,428 | \$134,198,161 |

* FY20 actual expenditures are YTD through December 2019.

Source: HRA

Several other programs provide rental assistance or subsidized housing placements, and apartments are set aside annually in NYCHA complexes. NYCHA gives application priority to homeless families with children referred by DHS, homeless applicants referred by HASA, and victims of domestic violence. Section 8, also known as the Housing Choice Voucher program, is a federal housing program to assist eligible low-income families to rent decent, safe, and affordable housing in a neighborhood of their choice. HOME TBRA (Tenant Based Rental Assistance Program) is a U.S. Department of Housing and Urban Development (HUD) funded rental assistance program run by HRA under the oversight of the Department of Housing Preservation and Development (HPD). HRA's Special One Time Assistance (SOTA) program provides one year's full rent upfront for eligible DHS clients to move within the City, to other counties in the State, or to another state, and is funded entirely by CTL.

In an effort to prevent homelessness, HRA also administers rental arrears for families facing eviction. For Fiscal 2020, the year-to-date number of rental arrears through November 2019 was 24,300, with an average amount of \$4,000 paid per case. During this period there were an additional 2,000 FEPS arrears cases where back rent was ordered by a judge as part of a FEPS settlement.⁷²

Although the rate of growth of the shelter population has slowed since the prior rental assistance programs were first launched, and the shelter census decreased below 60,000 following the cluster site purchase and conversion to affordable housing⁷³, the programs have yet to make a significant impact on the shelter census. Advocates cite the insufficient supply of affordable housing in the City, an inadequate number of housing specialists to help shelter residents find apartments, below market rate voucher amounts, late voucher payments to landlords, and source of income discrimination by landlords, as the reasons the programs are not reducing the shelter census more substantially.

⁷⁰ Rules of the City of New York, Title 68, Chapter 10, see: <http://rules.cityofnewyork.us/content/cityfheps-0>.

⁷¹ Per the DSS Monitor's Report, provided to the Council on January 30, 2020.

⁷² Per the DSS Monitor's Report, provided to the Council on January 30, 2020.

⁷³ Neuman, William, "Landlords Get a \$173 Million Deal From City as Their Lawyer Raises Funds for de Blasio", The New York Times, April 4, 2019, see: <https://www.nytimes.com/2019/04/04/nyregion/homeless-buildings-sold-de-blasio-democrats.html>.

The following table provides a breakdown of housing placements, by rental assistance programs, broken out by number of households and individuals, since Fiscal 2015. The counts shown for Fiscal Year 2020 are for the first five months of the fiscal year through November 2019. It is important to note that this is a straight count of placements. If an individual were to get a second placement after entering shelter for a second time they would be counted twice. HRA has indicated that this is unusual but the actual frequency at which it does occurs was not provided.

| Special Initiatives Shelter Exits and Community Placements (Excludes FHEPS A) | | | | | | | | | | | | | | |
|---|-------|--------|-------|--------|-------|--------|--------|--------|--------|--------|-------|--------|--------------|---------|
| Assistance Program | FY15 | | FY16 | | FY17 | | FY18 | | FY19 | | FY20* | | FY15 - FY20* | |
| | H | I | H | I | H | I | H | I | H | I | H | I | Total H | Total I |
| DHS LINC 1 | 606 | 2,109 | 487 | 1,695 | 471 | 1,639 | 505 | 1,566 | 189 | 586 | 0 | 0 | 2,258 | 7,594 |
| DHS LINC 2 | 314 | 1,093 | 278 | 967 | 119 | 414 | 116 | 360 | 45 | 140 | 0 | 0 | 872 | 2,973 |
| DHS LINC 3 | 403 | 1,402 | 171 | 595 | 42 | 146 | 12 | 37 | 0 | 0 | 0 | 0 | 628 | 2,181 |
| DHS LINC 4 | 491 | 600 | 1,178 | 1,350 | 1,009 | 1,077 | 998 | 1,068 | 420 | 486 | 0 | 0 | 4,096 | 4,582 |
| DHS LINC 5 | 436 | 493 | 547 | 601 | 482 | 520 | 339 | 376 | 121 | 122 | 0 | 0 | 1,925 | 2,113 |
| DHS LINC 6 | 14 | 49 | 53 | 177 | 28 | 88 | 17 | 38 | 5 | 9 | 0 | 0 | 117 | 360 |
| HRA LINC 3 | 274 | 954 | 161 | 560 | 118 | 411 | 56 | 174 | 0 | 0 | 0 | 0 | 609 | 2,098 |
| CFEPS | 173 | 602 | 2,093 | 7,284 | 2,450 | 8,526 | 2,432 | 7,539 | 711 | 2,204 | 0 | 0 | 7,859 | 26,155 |
| NYCHA | 2,055 | 7,141 | 1,580 | 5,421 | 2,147 | 7,356 | 1,794 | 5,513 | 1,794 | 5,370 | 801 | 2,451 | 10,171 | 33,252 |
| SECTION 8 | 451 | 1,429 | 1,032 | 3,424 | 477 | 1,515 | 491 | 1,418 | 563 | 1,541 | 278 | 657 | 3,292 | 9,984 |
| SEPS | 0 | 0 | 910 | 1,026 | 1,996 | 2,245 | 1,633 | 1,864 | 719 | 825 | 0 | 0 | 5,258 | 5,960 |
| HOME TBRA | 0 | 0 | 119 | 402 | 267 | 837 | 97 | 245 | 7 | 18 | 0 | 0 | 490 | 1,502 |
| 421a (non-SOTA and non-CFHEPS) | 0 | 0 | 0 | 0 | 138 | 358 | 274 | 661 | 200 | 468 | 33 | 74 | 645 | 1,561 |
| NYCHA -HRA | 139 | 484 | 161 | 560 | 190 | 661 | 205 | 636 | 66 | 205 | 43 | 133 | 804 | 2,679 |
| SOTA | 0 | 0 | 0 | 0 | 0 | 0 | 1,893 | 4,922 | 2,739 | 6,848 | 1,222 | 3,055 | 5,854 | 14,824 |
| FHEPS A (DHS Shelter) | 0 | 0 | 0 | 0 | 0 | 0 | 193 | 598 | 238 | 738 | 67 | 205 | 498 | 1,541 |
| FHEPS B (Shelter and Community) | 0 | 0 | 0 | 0 | 0 | 0 | 293 | 908 | 581 | 1,801 | 162 | 502 | 1,036 | 3,212 |
| CITY FHEPS (Shelter and Community) | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4,443 | 9,384 | 3,312 | 7,374 | 7,755 | 16,758 |
| TOTAL | 5,356 | 16,356 | 8,770 | 24,062 | 9,934 | 25,793 | 11,348 | 27,921 | 12,841 | 30,744 | 5,918 | 14,452 | 54,167 | 139,328 |

H = Households, I = Individuals

* FY20 data is through November 2019.

Source: HRA

HRA Notes: SEPS data is based on leasing date. CFEPs, SEPS and FHEPS data contains both shelter move outs and community provider placements. Through FY19 NYCHA total included Project Based Section 8 and Priority Referrals - NO and WO and Section 8 total includes HPD Initiatives and NYCHA Priority. For FY20 data NYCHA includes NYCHA and NYCHA Priority Referrals -NO and WO. All other Section8 exits are included in Section 8.

The total number of individuals and households placed with rental assistance programs has increased every year since Fiscal 2015. In Fiscal 2019, the number of individual placements was 30,744, an increase of 2,823 or 10 percent when compared to Fiscal 2018. In Fiscal 2020 thus far, there were 14,452 individuals placed and 5,918 households placed, both a bit less than half the number of total placements for Fiscal 2019. The total number of individuals placed from Fiscal 2015 through November 2019 is 139,328, or 54,167 households. While the number of placements in permanent housing from shelter has been increasing from year-to-year, the shelter census and shelter spending have not decreased at a commensurate rate. However, the shelter census has stabilized in recent years at least in part due to rental assistance placements.

In February 2020, HRA issued an emergency rule authorizing the agency to make additional payments through CityFHEPS to move homeless individuals and families into vacant HPD apartments at the given income band. Currently, there are more than 150 available units that HPD is required to fill, through a lottery, with homeless individuals or families where the rents exceed the CityFHEPS maximum rent. The Administration has failed to provide transparency on the budget for this program.

Supportive Housing

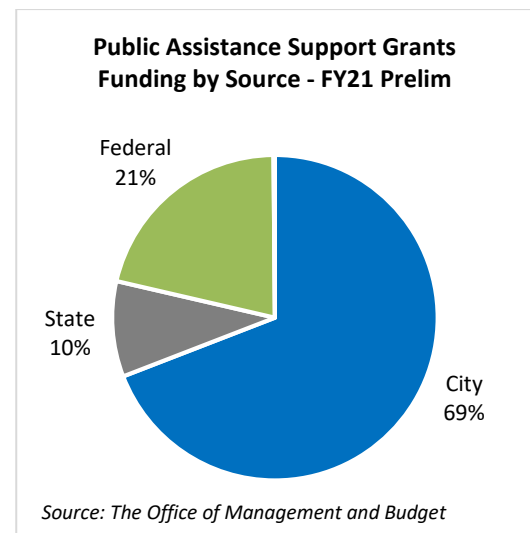
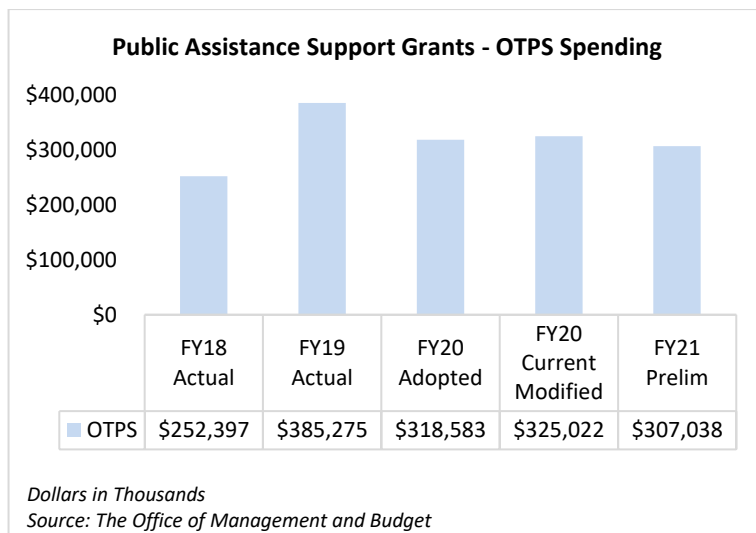
Supportive housing is affordable, permanent housing with wraparound supportive services provided onsite for individuals and families who struggle with chronic housing insecurity and suffer from mental illness, substance use issues, or a disabling medical condition. In 2015, the City launched NY 15/15, a plan to create 15,000 units of affordable housing over the next 15 years, with a target of

approximately 7,500 newly developed congregate units and 7,500 scattered site units. Supportive housing is a cost-effective approach as it delivers stable, permanent housing to particularly vulnerable homeless populations and provides a long-term cost savings for the City by reducing the cost of homeless shelters, hospitals, mental health institutions, and incarceration. Capital funding for supportive housing is provided by HPD and, in addition to HRA, DOHMH has a large supportive housing budget to provide services.

According to HRA, there were 10,660 supportive housing placements from DHS shelter from January 2014 through November 2019. In the first five months of Fiscal 2020, there were 725 total supportive housing placements from DHS shelter. This includes ongoing placements into the various congregate and scatter site supportive housing programs (including NY/NY I – III, General Population Supportive Housing, and NY State licensed programs) and placements into the new NYC 15/15 program. As of January 27, 2020, there have been 1,395 households, containing 1,777 individuals, with 15/15 placements across all City agencies.⁷⁴

While the Administration heeded some of the Council's calls in the Fiscal 2019 Adopted Budget – including, increasing rental rates for scatter site studio apartments from the 2017 FMR to the 2018 FMR, agreeing to place 500 households into scatter site housing, adding 500 units of new construction for a total of 1,000 supportive housing units annually through Fiscal 2030, and increasing the number of congregate units from 500 to 700 units per year through Fiscal 2030 – there is still more that can be done.

In the Fiscal 2021 Preliminary Budget, \$120.4 million is allocated to supportive housing, including supportive housing services, such as case management and wrap-around services, Senior Affordable Rental Housing services, and HASA related services. The total budget for the supportive housing plan is \$2.6 billion in capital funds with HPD over the next 15 years to develop the 7,500 congregate units and \$96 million in net operating costs.



The Fiscal 2021 Preliminary Budget for this program area totals \$307 million, a decrease of \$11.5 million when compared to the Fiscal 2020 Adopted Budget. There were reductions for Fiscal 2021 totaling \$7.5 million scheduled across several prior Plans in Fiscal 2019 and Fiscal 2020. Additionally, there is a net reduction in funding of just under \$4 million introduced in the November 2019 Plan for Fiscal 2021. This reduction is comprised of a technical adjustment, which shifts supportive housing

⁷⁴ Per the DSS Monitor's Report, provided to the Council on January 30, 2020.

funds across HRA program areas, reducing the budget by \$7.7 million, and new needs for the indirect cost rate initiative and tenant outreach, that increase the budget by \$3.7 million. At three percent of HRA's total budget, this program area is the fourth largest program area at the agency.

The entire budget for this program area is OTPS expenditures. The budget for contractual services for Public Assistance Support Grants totals \$89.5 million, or 29 percent of the program area's budget, and is comprised of 64 contracts for Non-Grant Charges. This program area is 69 percent funded by CTL, 21 percent by federal funds, ten percent by the State, and less than a quarter of percent through Intra-City funds. There are several federal sources of funding including, the Child Support Administration, TANF, and Special Projects. There are several State sources of funding including, Administration, Safety Net, and Shelters.

Financial Plan Actions

- **Tenant Protection Outreach.** In the November 2019 Plan, \$2.8 million in CTL was added in Fiscal 2020, and \$1.3 million in CTL in Fiscal 2021 and in the outyears to establish the Mayoral Office to Protect Tenants.⁷⁵ The office is tasked with tenant protection work relating to rent control, State regulatory changes, and "Know Your Rights". The work will be done through media campaigns, public outreach and education, and the creation of an online portal to provide information to the public. The office started operating in the summer of 2019. The majority of funding for the office is in the budget of this program area. The November 2019 Plan also added one additional position to the office for an information technology specialist. The baselined funding for the position totals \$130,000 (included in the \$2.8 million and \$1.3 million) and was added in the Public Assistance and Employment Admin program area.
- **Solutions to End Homelessness Program (STEHP).** The November 2019 Plan added \$900,000 in federal funds for Fiscal 2020 for the STEHP program. Previously administered by the State, the program is transitioning to the City. It provides assistance for people to remain in, or to obtain new, permanent housing. It also provides assistance with supportive services during clients' experience of homelessness, the eviction process, and housing stabilization.

Issues and Concerns

- **Voucher Rental Limits and Eligibility.** In January 2020, the City Council released "Our Homelessness Crisis: The Case for Change," a report on homelessness in NYC.⁷⁶ The report called on the Administration to implement many changes, including a voucher linked to FMR as determined by HUD. Below market rate voucher amounts, late voucher payments to landlords, and source of income discrimination against vouchers by landlords, are cited as the key reasons the rental assistance programs are not reducing the shelter census more substantially. There is strong advocacy to more closely link vouchers to FMR so voucher holders can be more competitive applicants in the City's tight rental market. For example, FMR would raise the rental voucher limit to \$1,951 for a two bedroom as compared to the CityFHEPs voucher of \$1,580 for a household of three to four people. Additionally, the City should reallocate money spent on shelter to rental assistance programs to more effectively reduce homelessness, including a widening of the scope of eligibility for FHEPS A vouchers for youth living in youth shelters and youth aging out of the foster care system to further act as a prevention mechanism for homelessness.

⁷⁵ NYC Mayor's Office to Protect Tenants, see: <https://www1.nyc.gov/content/tenantprotection/pages/>.

⁷⁶ NYC Council, "Our Homelessness Crisis: The Case for Change", January 2020, see: <http://council.nyc.gov/data/wp-content/uploads/sites/73/2020/01/FINAL-PAPER.pdf>.

- **Voucher Payments and Source of Income Discrimination.** The transition from the LINC vouchers to CityFHEPS was meant to streamline the process for landlords and clients, but under the new system there continues to be delays in cutting checks for voucher payments which causes clients to incur additional fees and discourages landlords from accepting vouchers. Additionally, while source of income discrimination may be illegal, it still persists as it is very hard to prove and difficult to fight. Advocates feel payments should be made more expeditiously and that additional education is needed for both landlords and voucher holders regarding source of income discrimination.
- **Reporting and Oversight.** There is a lack of transparency on vital metrics about the rental assistance programs that prohibits a full understanding of how effective they truly are at facilitating successful, permanent exits from shelter. To more accurately assess the efficacy of these programs, additional data points reported should include:
 - Shelter exits by population and exit type, including if a voucher was or was not used for the exit;
 - The total number of vouchers issued and of those issued, how many were used or expired before they could be used;
 - How often unused vouchers that expire are then renewed, and how many times they are renewed;
 - How long it takes clients on average to find an apartment once a voucher is issued;
 - The average rent amounts for apartments found by voucher holders; and
 - How many people with a voucher were able to use it and then subsequently cycle back into the shelter system after various amounts of time.

| PMMR Indicators for Public Assistance Support Grants | | | | | | | |
|--|--------|--------|--------|--------|------|----------------|--------|
| HRA Performance Indicators | Actual | | | Target | | 4-Month Actual | |
| | FY17 | FY18 | FY19 | FY20 | FY21 | FY19 | FY20 |
| Clients successfully diverted at PATH from entering a homeless shelter (%) | 13.4% | 12.3% | 13.0% | None | None | 13.5% | 11.6% |
| Requests for Emergency Assistance at the Rental Assistance Unit | 79,624 | 77,605 | 77,342 | None | None | 26,492 | 26,859 |
| Rent Assistance Unit Emergency Assistance Requests Approved (%) | 66.7% | 75.1% | 78.0% | None | None | 80.4% | 71.7% |

Source: Preliminary Mayor's Management Report

HRA provides homelessness prevention assistance to families and individuals with housing emergencies and to those seeking shelter. Of those who received such services at DHS' Prevention Assistance and Temporary Housing (PATH), the citywide shelter intake center for homeless families with children, during the first four months of Fiscal 2020, 11.6 percent were successfully diverted from entering shelter on the day they received the service, a decrease of 1.9 percent when compared to the same period in Fiscal 2019. In the first four months of Fiscal 2020 there were 26,859 requests for emergency assistance at the Rental Assistance Unit, an increase of 367 requests or one percent, when compared to the same period in Fiscal 2019.

Notably, the PMMR does not include any metrics related to the efficacy of rental assistance programs. Since rental assistance is one of the primary strategies the City has to combat the rising number of homeless people, it is imperative that the effectiveness of rental assistance programs be measured against shelter move-out targets. The PMMR should also link rental subsidies to HRA's budget and show the spending on vouchers and estimate shelter costs avoided.

Subsidized Employment and Job-Training

This program area supports employment services to increase the employment skills and opportunities of public assistance clients and help them move to self-sufficiency through paid transitional jobs programs, work experience assignments and education, training, and employment programs at CUNY.

Fair Fares

Following strong advocacy efforts from the both the Council and transit and anti-poverty advocates, the Council successfully negotiated with the Administration to create and fund the Fair Fares program. Fair Fares, launched in January 2019,⁷⁷ provides half-priced MetroCards to low-income City residents. The program is administered by HRA and the first three phases of enrollees, in calendar year 2019, were enrolled by invitation from HRA. The agency identified existing clients who met the income guidelines and were not already receiving transit benefits through another program. The first three phases of enrollees were CA clients; SNAP clients; and CUNY students, student veterans, and NYCHA residents. The ability to purchase pay-per-ride fares, in addition to unlimited cards, was rolled out in March 2019. In April 2019, HRA introduced an option to signup online through the agency's ACCESS HRA benefits portal. HRA estimates approximately 181,000 existing clients meet the eligibility requirements and by January 2020 over 100,000 had enrolled in the program, an uptake rate of over 50 percent. Program enrollment is renewed annually.

On January 27, 2020, a web portal⁷⁸ launched where all New Yorkers can check their eligibility and apply for the program.⁷⁹ To be eligible you must be between the ages of 18 and 64, a resident of the City, not already enrolled in another transit subsidy program, and within the income requirements. The income guidelines, based on the federal poverty level, are in the succeeding table. A multi-platform, multi-language, six-month public awareness outreach campaign launched in December 2019 in conjunction with the expansion of the program to all City residents. The budget for the campaign is \$5 million and is funded through HRA's budget.⁸⁰ The campaign includes a targeted social media, ethnic and community newspapers, transit advertisements, and targeted neighborhood advertisements. As of March 17, 2020, 157,378 individuals had enrolled in the program (enrollment numbers are updated on the website daily). Based on data from the 2017 American Community Survey, the Administration estimates that up to 700,000 City residents qualify for the Fair Fares program.

Fair Fares Income Guidelines for 2020

| Persons in Household | Max Income |
|----------------------|------------|
| 1 | \$12,760 |
| 2 | \$17,240 |
| 3 | \$21,720 |
| 4 | \$26,200 |
| 5 | \$30,680 |
| 6 | \$35,160 |
| 7 | \$39,640 |
| 8* | \$44,120 |

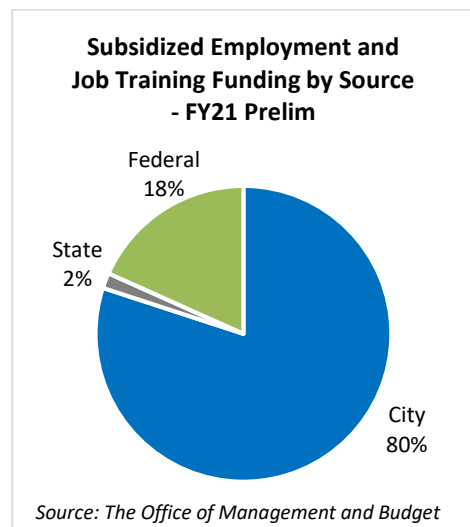
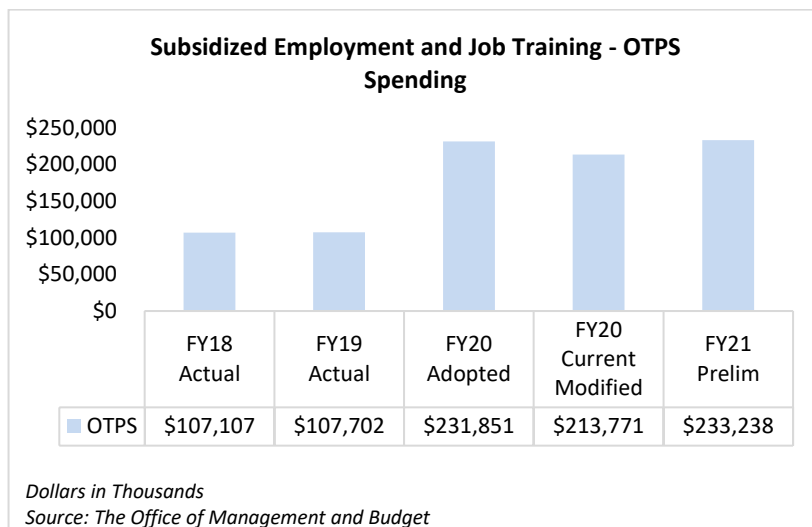
**For families/households with more than 8 persons, add \$4,480 for each additional person.*

⁷⁷ Office of the Mayor, "Mayor de Blasio and Speaker Johnson Launch Fair Fares Program for Low-Income New Yorkers", January 2, 2019, see: <https://www1.nyc.gov/office-of-the-mayor/news/008-19/mayor-de-blasio-speaker-johnson-launch-fair-fares-program-low-income-new-yorkers#/0>.

⁷⁸ NYC Fair Fares see: www.nyc.gov/fairfares.

⁷⁹ New York City Council Press Release, "Speaker Johnson and De Blasio Administration Celebrate Expansion of Fair Fares Enrollment", January 27, 2020, see: <https://council.nyc.gov/press/2020/01/27/1860/>.

⁸⁰ Per reporting provided by HRA to the Speaker's Office, dated February 19, 2020.



The proposed budget for this program area for Fiscal 2021 is approximately \$233.2 million, an increase of \$1.4 million when compared to the Fiscal 2020 Adopted Budget. There was a net reduction planned for Fiscal 2021 across the first three Plans in Fiscal 2020 totaling \$104.6 million. The majority of this relates to the Fair Fares funding, which is not currently baselined, \$106 million has been introduced as a one-year new need each year since the inception of the program in Fiscal 2019. For Fiscal 2021, \$106 million is added in the Preliminary Plan for Fair Fares. The budget for this program area is all OTPS costs. The program area is largely funded by CTL, which constitutes 80 percent of funding. Federal funding contributes 18 percent, with funding coming from various TANF programs and the Food Stamp Employment and Training Program. State funding contributes a nominal two percent, which mostly comes from Work Now and Safety Net.

Financial Plan Actions

- Fair Fares.** The Fiscal 2021 Preliminary Budget added \$106 million for Fiscal 2021 for the Fair Fares program. This amount is based on the Administration's original estimate that 700,000 City residents would be eligible, as detailed above. Notably, spending has been far under the budgeted amount in the past two fiscal years since the level of participation has been nowhere near the original estimate. In the first two years, the program was only available to a very narrow universe of people known to HRA and was just expanded to all income-eligible City residents on January 27, 2020. The adjacent chart details spending for the Fair Fares program thus far. In Fiscal 2019, \$22.6 million, or just over 21 percent of the budgeted amount, was spent, with \$18.2 million, or 81 percent of spending, going towards client benefits. In Fiscal 2020, \$12.9 million, or just over 12 percent of the budgeted amount, was spent through November 2019, with \$10.9 million, or 85 percent of spending, going towards client benefits. Actual marketing expenditures totaled \$25,000 in Fiscal 2019 for social media and \$213,170 in Fiscal 2020, through November 2019, for transit advertisements. OMB has indicated that HRA plans to look at enrollment levels post- expansion to determine if the budget for the program needs to be adjusted in the future.

| Fair Fares Expenditures | | |
|-------------------------|---------------------|---------------------|
| Type | FY19 | FY20* |
| Client Benefit | \$18,203,712 | \$10,873,665 |
| Administration | 4,363,383 | 1,789,464 |
| Marketing and Outreach | 25,000 | 213,170 |
| Total | \$22,592,095 | \$12,876,299 |

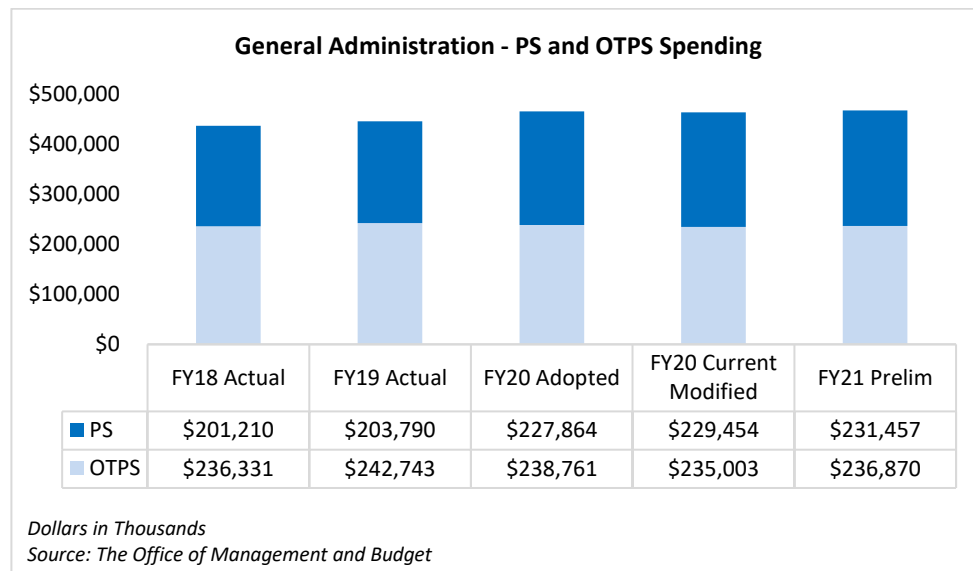
* FY20 is YTD spending through November 2019

Source: HRA

General Administration

This program area is for all administrative functions not specific to a particular program area. Particularly, the Commissioner's Office, the Office of Constituent and Community Affairs, the Public Engagement Unit, the Legal Unit, and the IDNYC administration are housed within this program area in addition to many other things.

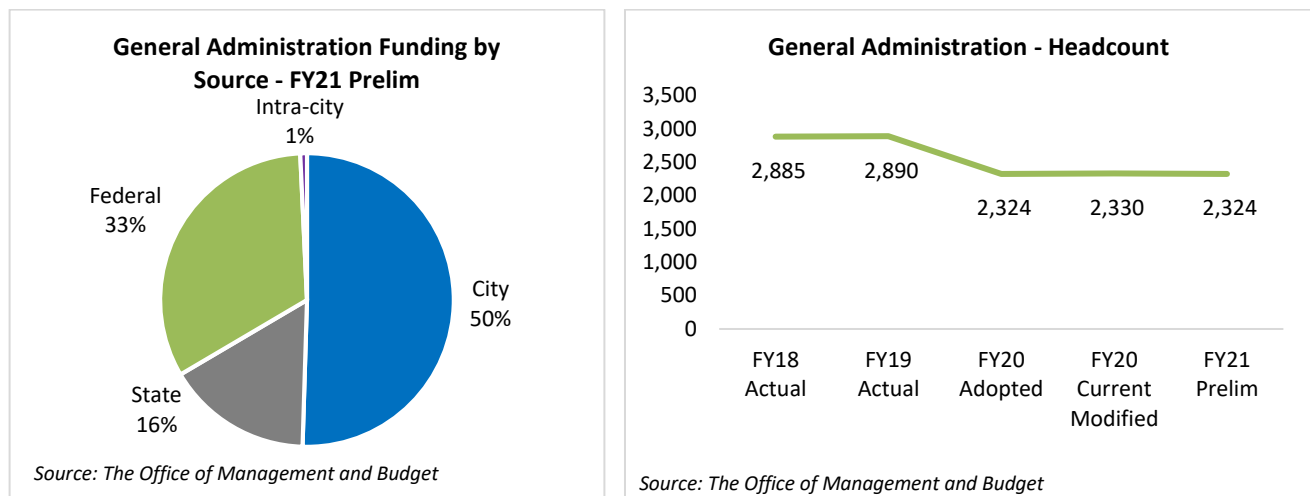
The IDNYC program, the nation's largest municipal identification program, has over 1.3 million cardholders. A large number of renewals are anticipated in 2020, which marks the fifth year of the program, when cards issued in the first year of the program are set to expire. On October 29, 2019, the Mayor announced the launch of a renewal campaign and the expansion of the program to include the IDNYC Middle School Card in conjunction with the DOE. Starting on December 2, 2019, certain cardholders were able to apply for card renewals online or in person at an enrollment center. Notably, IDNYC cardholders are allowed to self-designate their gender or can choose to not declare a gender.⁸¹ On January 15, 2020 the addition of braille embossing on the front of all new cards was announced to help those who are vision-impaired utilize the cards.⁸²



The proposed budget for General Administration for Fiscal 2021 is \$468.3 million, just \$1.7 million more than the Fiscal 2020 Adopted Budget. Notably, this is the third largest program area within HRA, and it constitutes five percent of the agency's total budget. There are planned changes from several prior Financial Plans, a net increase of \$7.9 million, for non-profit indirect rates, savings on electric vehicle purchases, savings from procurement reforms, the Mayor's Office to End Gender-Based Violence (ENDGBV), collective bargaining agreements, Thrive Jobs Plus program at NYCHA sites, IDNYC card renewals and outreach, and the Young Men's Initiative. These are offset by net decreases of \$6.2 million in the November 2019 Plan and the Fiscal 2021 Preliminary Plan.

⁸¹ Office of the Mayor, "De Blasio Administration Announces New IDNYC Program Benefits Ahead of Five Year Anniversary", October 29, 2019, see: <https://www1.nyc.gov/office-of-the-mayor/news/509-19/de-blasio-administration-new-idnyc-program-benefits-ahead-five-year-anniversary>.

⁸² Office of the Mayor, "De Blasio Administration Celebrates Five Year Anniversary of IDNYC with Announcement of Braille Embossing, Costco Partnership, and New Local and Regional Benefits", January 15, 2020, see: <https://www1.nyc.gov/office-of-the-mayor/news/021-20/de-blasio-administration-celebrates-five-year-anniversary-idnyc-announcement-braille#0>.



The program area expenditures are distributed nearly evenly between OTPS and PS costs. The PS expenditures support a robust headcount of 2,324, which has not changed since Adoption, and is the second highest number of positions in a program area at 16 percent of total agency headcount. The OTPS budget includes \$60.7 million in contractual services, comprised of 638 contracts, for various services including cleaning, maintenance and repairs, office equipment maintenance, printing, telecommunications maintenance, and security. While the number of contracts has not changed since Adoption, the Fiscal 2021 Preliminary Budget for contractual services dropped slightly by \$3.7 million. This program area is half funded by CTL, with the State contributing 16 percent and the federal government 33 percent. There are many sources of federal funding. Some of the largest ones include Community Development Block Grants, the Child Support Administration, FFFS, various Food Stamp programs, the Medical Assistance Program, and TANF. There are also multiple State sources of funding, some of the largest ones include Medical Administration Assistance and Protective Services.

Financial Plan Actions

- Landlord Management System.** In the November 2019 Plan, \$4.7 million in CTL savings was reflected in Fiscal 2021 and in the outyears for the implementation of the Landlord Management System. This new system will remit electronic rent payments to landlords for HRA clients enrolled in rental assistance programs and replace the current practice of sending paper checks in the mail. HRA expects the project will be implemented by May 2021.
- Information Technology Services Insourcing.** In the November 2019 Plan, a net savings of \$1.3 million in Fiscal 2020 was and \$2.7 million in Fiscal 2021 and in the outyears is reflected in this program area as part the agency's conversion of externally contracted information technology services to internal positions. This is part of a larger savings initiative, and the remainder of the adjustments are in in the Information Technology Services program area.
- Young Men's Initiative (YMI).** In the November 2019 Plan, CTL adjustments relating to YMI funding include a decrease of \$1.5 million in Fiscal 2020 and a decrease of \$310,202 in Fiscal 2021. These adjustments relate to YMI programming changes involving multiple other agencies. In the Fiscal 2021 Preliminary Plan there is an additional funding decrease in Fiscal 2020 of \$377,370 that moves funding to several other agencies and a decrease of \$430,079 that shifts funding across HRA program areas.
- Adult Literacy.** In the November 2019 Plan, \$1.4 million was added in Fiscal 2020 for Adult Literacy Programs administered by the Mayor's Office of Immigrant Affairs. Additional funding

is reflected in the DCAS budget. The literacy programs included are Action NYC, We Speak NYC, Know Your Rights, and Immigrant Information Desk.

- **Lead Testing.** In the November 2019 Plan, \$1 million in federal funding was added for Fiscal 2020 to conduct lead testing at seven Domestic Violence shelters. HRA expects the testing to happen early in calendar year 2020.
- **Realization of State and Federal Revenues.** In the November 2019 Plan, HRA realized \$947,557 in revenue from federal grants for Fiscal 2020 for this program area. Grants included \$403,577 for homeless services, \$142,938 related to a Hurricane Sandy contract, and \$401,042 for Consumer Assistance Programs.
- **Lovely H. Settlement.** In the Fiscal 2021 Preliminary Plan, there is a net increase of \$699,692 in Fiscal 2020 across various HRA program areas relating to the settlement of the Lovely H. class action lawsuit regarding reasonable accommodations. Funding in this program area decreases by \$1 million for Fiscal 2020 for back-end technology adjustments to allow HRA to track and monitor program compliance with settlement requirements.

Issue and Concerns

- **Actual Headcount is Greater Than Budgeted.** The General Administration program area has been uniquely, and consistently, over the budgeted headcount, with actual positions exceeding budgeted by 455, or 19 percent, in Fiscal 2018, 510, or over 21 percent, in Fiscal 2019, and 597, or nearly 26 percent, as of February 2020, for Fiscal 2020. HRA has indicated that there is a pending realignment of headcount. HRA should right-size the headcount and adjust the budget accordingly to be more realistic.
- **Budget Transparency.** As previously detailed in the Legal Services section, the new PS U/A for Legal Services (207) was added under the General Administration program area which does not fully meet the Council's request for transparency. The PS U/A for Legal Services is not aligned with the Legal Services BFA program area. To achieve full transparency HRA should create discrete PS and OTPS U/A pairs for each program area within the agency and ensure that all U/As are also aligned with their appropriate BFA program area. Additionally, the General Administration program area is used as a pass-through for many different programs, within and outside of HRA, that further obscure budget transparency.

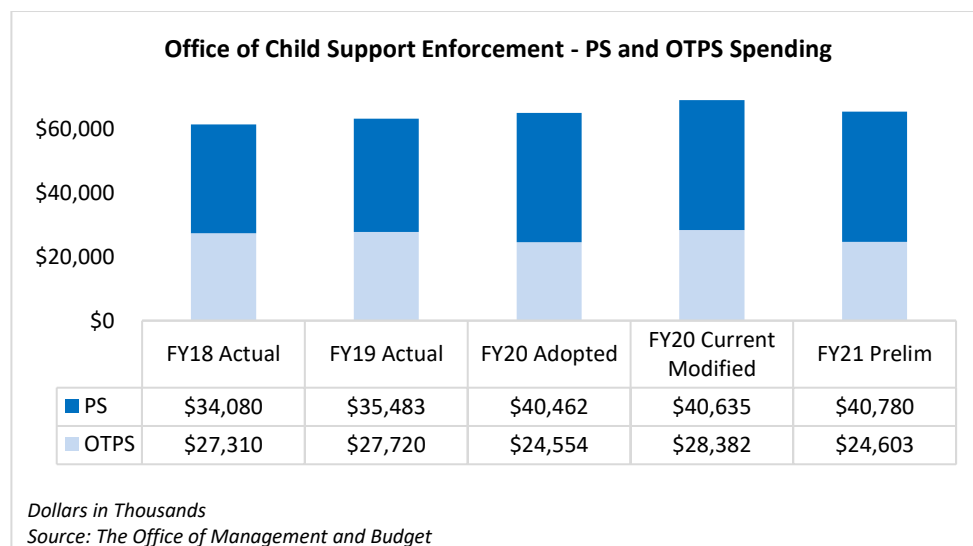
Office of Child Support Enforcement

The Office of Child Support Enforcement program area, which HRA now calls the Office of Child Support Services (OCSS), is considered one of the strongest anti-poverty programs in the country and has a larger caseload than programs in 38 states. OCSS helps custodial parents (mothers, fathers, or guardians living with and caring for their children) to obtain financial support from non-custodial parents (parents not living with their children). The agency aims to improve child welfare and reduce the detrimental incidence of childhood poverty and maltreatment. OCSS assists all parents and guardians, regardless of income or immigration status, at no cost to the clients. Once a child support order is established, it remains in effect until the child reaches age 21 or becomes self-supporting, unless a court order directs otherwise. Public assistance clients are referred automatically to OCSS for an appointment regarding available child support services. The program seeks to ensure that both parents support their children financially. OCSS services include establishing paternity, obtaining child support orders, collecting and enforcing child support orders, and assisting non-custodial parents in finding employment and debt management.

OCSS Cases and Caseloads

The lifecycle of an OCSS case starts with intake – clients come from either walk-in visits, public benefits referrals, foster care referrals, family court applications, or interstate referrals. OCSS then seeks to establish paternity and get support orders issued by family court – they also subsequently have orders modified, as necessary. The next phase, collection and disbursements, is the most automated and it is when OCSS collects incoming payments on the orders from non-custodial parents and distributes them to the custodial parents. Notably, the vast majority of payments collected come from withholding of wages, which constitute over 75 percent of all payments collected. The last step in the process is enforcement, which starts with administrative enforcement and can eventually go to judicial enforcement, when necessary. The major administrative enforcement mechanisms that OCSS utilizes include withholding of income, increases to the level of income withholding, reporting to credit agencies, intercepting income tax refunds, seizing bank accounts, driver's license suspension, intercepting personal injury claims or lottery prizes, and denying passports. Judicial enforcement, which requires a court hearing, is only utilized once all administrative options are fully exhausted. Notably, OCSS also offers several programs for non-custodial parents to help them align orders realistically with their income, to reduce their debt, and to gain stable employment.⁸³

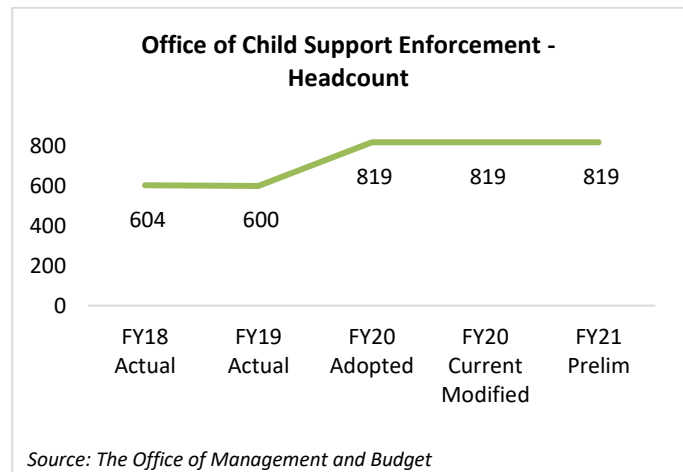
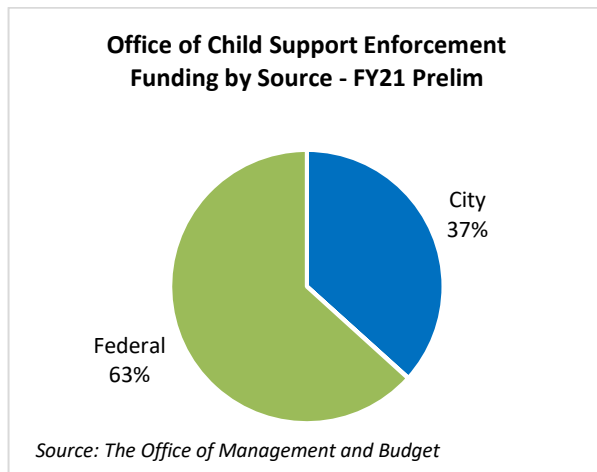
As of the November 2019, OCSS had approximately a caseload of 953,00 individuals, of which 351,000 were children under the age of 21 – that is one out of six children in the City. The majority of the clients OCSS serves are low-income, with 33 percent of custodial parents in receipt of public benefits such as CA, Medicaid, or SNAP, and 46 percent formerly in receipt of such benefits. Of the non-custodial parents served, 14 percent are currently in receipt of such benefits, 45 percent are formerly in receipt, and the 41 percent that were never in receipt notably includes those who are undocumented and ineligible for many benefit programs.



The Fiscal 2021 Preliminary Budget for OCSS totals \$65.4 million. The budget increases by \$366,890, or one percent, since the Fiscal 2020 Adopted Budget. There were net increases for Fiscal 2021 totaling \$153,859 scheduled across the first two Fiscal 2020 Plans for collective bargaining agreements. This was further increased by \$213,031 added in the November 2019 Plan for collective

⁸³ Expect where otherwise noted, details about the operations of this program came from meetings between NYC Council and OCSS program area staff, which took place on October 23, 2019 and November 22, 2019.

bargaining agreements and a technical adjustment. This program area is mostly PS costs, which constitute 62 percent of totally expenditures and are predominately for full-time salaried costs.



OCSS is 63 percent funded federally and 37 funded by CTL. The federal revenue stream is mostly from the Child Support Administration and includes a small contribution from FFFS. Contractual services constitute 11 percent of the OCSS budget and are comprised of 34 contracts, an increase of 19 since Adoption, covering areas such as maintenance, cleaning services, security, transportation, and training. This program area has a headcount of 819 positions, which has not changed since Adoption. The positions include caseworkers, attorneys, and enforcement and investigations specialists.

Financial Plan Actions

- Realization of State and Federal Revenues.** In the November 2019 Plan, HRA realized \$2.5 million in revenue from federal grants for OCSS in Fiscal 2020 that were based on performance of child support collections. That typically happens in the November Plan each fiscal year. In the Fiscal 2021 Preliminary Plan, HRA also realizes \$1.1 million in revenue for federal grants for Fiscal 2020 for OCSS, part of which are also based on the performance of child support collections. The remaining revenue is for a child support grant to fund the Family Forward Demonstration, a project to design and test a new employment-focused program for low-income non-custodial parents who are unable to fully meet their child support obligations.

Issue and Concerns

- High Number of Vacancies.** For this program area the Fiscal 2019 Adopted Budget included a budgeted headcount of 819, but year-end actuals reflected only 600 positions were filled, resulting in 219 vacancies, or 27 percent. The Fiscal 2020 Adopted Budget included a budgeted headcount of 819 and the most recent actuals available, as of February 2020, reflected only 586 positions are currently filled, resulting in 233 vacancies, or over 28 percent. HRA has indicated there is a technical adjustment relating to headcount in process. HRA should right-size the headcount and adjust the budget accordingly for OCSS to be more realistic.

| PMMR Indicators for Office of Child Support Enforcement | | | | | | | |
|---|----------|----------|----------|----------|----------|----------------|----------|
| HRA Performance Indicators | Actual | | | Target | | 4-Month Actual | |
| | FY17 | FY18 | FY19 | FY20 | FY21 | FY19 | FY20 |
| Total new child support orders obtained | 18,645 | 14,832 | 12,758 | None | None | 4,466 | 4,193 |
| Total child support cases with active orders (end of period) | 282,013 | 269,761 | 261,073 | None | None | 266,410 | 258,420 |
| Child support cases with orders of support (%) | 79.4% | 79.8% | 79.2% | 80.0% | 80.0% | 80.9% | 80.1% |
| Child support collected (\$000,000) | \$780.90 | \$763.90 | \$780.80 | \$784.40 | \$784.40 | \$247.40 | \$248.00 |
| Support cases with active orders receiving current payments (%) | 59.7% | 59.8% | 60.5% | ↑ | ↑ | 59.6% | 60.4% |

Source: Preliminary Mayor's Management Report

The total number of new child support orders in the first four months of Fiscal 2020 was 4,193, a decline of 273 or 6 percent, when compared to the same period in Fiscal 2019. This is a continuation of the decline observed in recent years – there were 18,645 orders in Fiscal 2018, 14,832 orders in Fiscal 2019, and 12,758 orders in Fiscal 2019. HRA has indicated there a number of factors that have contributed to this decline. The State issued a new application, changing it from a paper to an electronic format, which will be more accurate and efficient in the long run. Additionally, the change allowed OCSS to keep the same caseworker from beginning to end rather than allowing the case to change hands, as was previously done. To understand the new processes, additional caseworker training was needed, and this further caused case processing to temporarily slow down.

In May 2016, OCSS decided to temporarily reduce the number of cases per caseworker so each caseworker had the time needed to do a more accurate and thorough job on each case they processed. While this caused a further slowdown in the speed of case processing, it was also beneficial to the cases and employees to have the same person stick with the case for a longer period of time. OCSS saw an improvement in dismissal rates, customer service for clients was better, and caseworkers had a greater sense of ownership over their cases. OCSS is still catching up from this backlog and change in internal processes. Another factor that reduced the number of new orders was an internal change made in 2017 to the procedure for verification of non-custodial parents' addresses. OCSS increased the required instances of address verification from one to two. While less new orders have been issued because of this, the orders issued now have a reduced likelihood of dismissal and an increased probability that the address is actually correct. Due to these changes, OCSS has seen a decline in case dismissals in recent years, they went from 21,972 in Fiscal 2016 to 2,860 in Fiscal 2019.⁸⁴

The number of child support cases with active orders declined by 7,990 cases, or three percent, when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019, continuing the decline observed in this metric in recent years. The percent of child support cases with orders of support increased slightly by 0.8 percent, when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019. Both periods exceeded the target of 80 percent, while each of the three full years reported were just under the target. OCSS has indicated that the percent of cases with active orders is currently at the highest levels ever seen in the City.⁸⁵ The total amount of child support collected increased slightly by \$600,000, or nearly a quarter of a percent, when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019. Notably, the amount of child support collected in each full fiscal year reported has not exceeded the annual target of \$784.4 million. There was a slight increase of 0.8 percent in support cases with active orders receiving current payments when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019. This percentage is nearly the same across all periods reported in the PMMR. HRA has indicated that for

⁸⁴ Per HRA, from a meeting between NYC Council and OCSS program area staff that took place on November 22, 2019.

⁸⁵ Per HRA, from a meeting between NYC Council and OCSS program area staff that took place on November 22, 2019.

this metric, it is on par with many other states and the agency is endeavoring to identify better ways to engage with non-custodial parents, as well as ways to raise awareness of the importance of appearing in court to align orders realistically with income.⁸⁶

Adult Protective Services

APS is a state-mandated case management program for adults, 18 years of age or older, that administers services to those qualified without regard to income or legal status. The majority of the City's APS clients are elderly, with senior citizens comprising approximately two-thirds of the caseload. The City has the highest volume of APS cases in the country, while the State of California has the second highest volume. The highest number of APS cases are in Manhattan, followed by Brooklyn, Queens, and the Bronx. APS is the only mandated reporter of abuse to law enforcement for adults – the program area reports to police and the District Attorney, when necessary.

APS Eligibility Criteria

The New York State Office of Children and Family Services (OCFS) authorizes and oversees the City's APS program. The eligibility criteria for APS services, as set forth by the State, require that an individual must be mentally or physically impaired; unable to manage their own resources, daily life, or protect themselves because of the impairment from abuse, neglect, exploitation, other hazardous situations; and there is no one in their life available and willing to responsibly assist. It is important to note that all cases must meet all three criteria in order to receive APS services, which some advocates perceive to be a high bar.⁸⁷ Services for qualified individuals can include referrals for psychiatric or medical exams, assistance in obtaining and rectifying government entitlements and other social service benefits, obtaining and recertifying Medicaid and Homecare, eviction protection, assistance with orders of protection, financial management of SSI, heavy-duty cleaning services, guardianship appointment, and identification of alternative living arrangements.⁸⁸

APS Referrals and Case Review

APS referrals are received through phone calls, emails, and HRA's online submission form. All referrals are sent to a central intake office for an initial review. The referrals largely come from organizations, Marshalls (to prevent eviction), family and friends, or anonymous individuals. A person in-need of assistance can also self-refer.

⁸⁶ Per HRA, from a meeting between NYC Council and OCSS program area staff that took place on November 22, 2019.

⁸⁷ Olumhense, Ese, "He's 67, with renal disease, an eviction case and no help finding a home", The City, February 24, 2020, see: <https://thecity.nyc/2020/02/evictions-fall-in-nyc-amid-push-to-expand-housing-legal-help.html>.

⁸⁸ HRA, "Adult Protective Services", see: https://www1.nyc.gov/assets/hra/downloads/pdf/services/aps/APS_BROCHURE.pdf.

Referrals are sent to an APS field office based on the zip code of residence – there is at least one office in each borough, with two in both Manhattan and Brooklyn to meet the higher need there. APS assessment visits occur within 24 hours in an emergency and within three working days for a non-emergency, which are the majority of cases. All assessments happen in the person’s home where a caseworker reviews the individual’s physical and mental health, living conditions, household budget and sources of income, and status of rental and utility payments. Additionally, caseworkers evaluate if there is evidence of abuse, neglect, financial exploitation, or other potential hazards. APS aims to involve family, friends, and the referral source, where appropriate.⁸⁹

The adjacent chart details all referrals APS received in the first half of Fiscal 2020 broken out by referral source and borough and the number of referrals deemed ineligible for APS services. The largest number of referrals, 9,200 or 63 percent, were received from organizations, with Marshalls coming in a distant second at 2,354 or 16 percent. Most referrals, 4,073 or 28 percent, came from Brooklyn, with the Bronx, Manhattan, and Queens close behind ranging from 21 to 24 percent. Overall, the majority of referrals, 8,690 out of

APS Referrals from 7/1/19 to 12/31/19

| Referral Source Type | Total Referrals | Deemed Ineligible |
|------------------------------------|-----------------|-------------------|
| Anonymous | 1,146 | 677 |
| Family Member, Friend, or Neighbor | 1,350 | 821 |
| Marshall | 2,354 | 1,584 |
| Organization | 9,200 | 5,335 |
| Self | 476 | 273 |
| Total | 14,526 | 8,690 |

| Referral Borough | Total Referrals | Deemed Ineligible |
|------------------|-----------------|-------------------|
| Bronx | 3,442 | 2,159 |
| Brooklyn | 4,073 | 2,422 |
| Manhattan | 3,323 | 1,847 |
| Queens | 3,097 | 1,881 |
| Staten Island | 591 | 381 |
| Total | 14,526 | 8,690 |

Source: HRA

14,526 referrals, or 60 percent, were deemed ineligible. The percentage of claims deemed ineligible broken out by borough ranges from a low of 56 percent in Manhattan to a high of 64 percent in Staten Island, where, notably, there were a much smaller number of referrals. The percentage of claims deemed ineligible by source was more varied with Marshall claims most likely to be ineligible at 67 percent and self-referrals least likely to be eligible at 57 percent, albeit there are far less of those than other types. The highest volume of referrals comes from organizations and those were deemed ineligible 58 percent of the time.

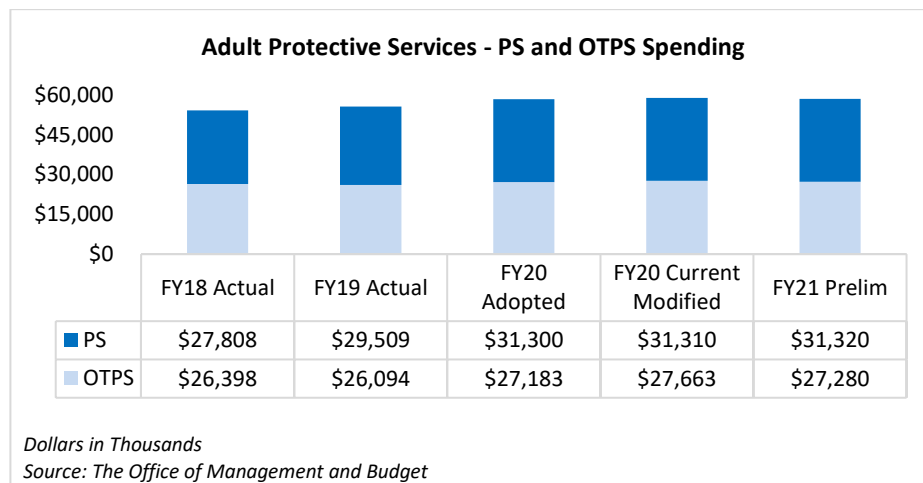
Pursuant to State guidance, APS can take up to 60 days to review and make an eligibility determination, a process that sometimes requires multiple home visits. If a person is deemed ineligible for APS, staff will refer them to other resources within HRA including rental assistance and legal services. If a person is deemed eligible APS services, services are then administered. Clients have a right to self-determination and must consent to the receipt of services. HRA has indicated that more clients agree to services than those who don’t and that significant portions of the service referrals are for cleaning services. HRA is in the process of adding a third cleaning vendor to meet the increasing volume of need. APS assesses, determines eligibility, and provides services under one umbrella. In the fall of 2019, APS had approximately 9,000 cases in the assessment and eligibility determination stages.

APS Services

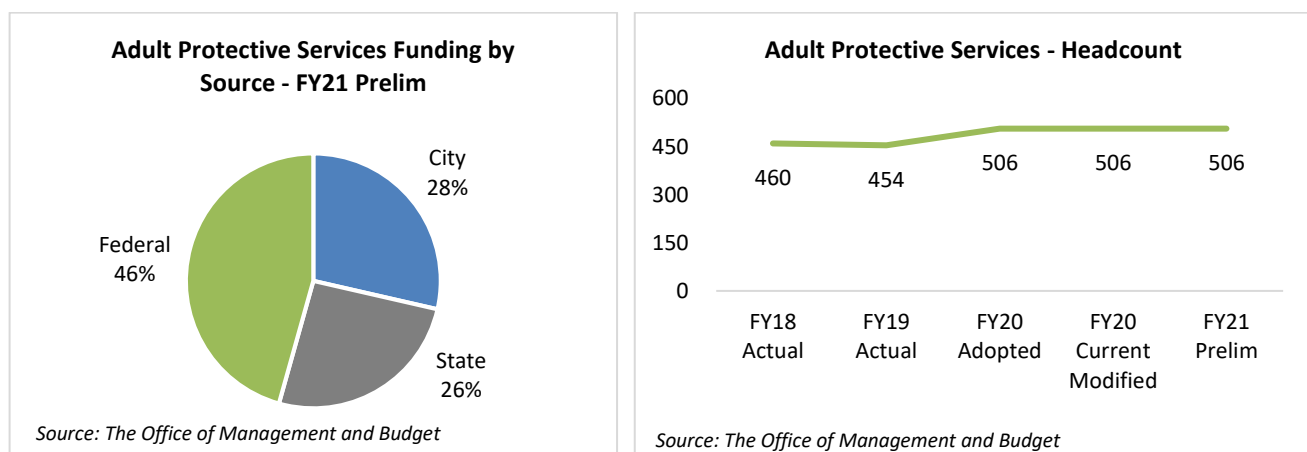
The agency provides services from the least to the most restrictive, which require a psychiatric evaluation and involve the involuntary administration of services. APS-eligibility is one of the criteria that enables an individual to qualify for rental assistance vouchers. APS’ only in-house service is financial management related to SSI, with approximately 2,500 long-term clients depending on this service. APS also helps clients apply for HRA-administered benefits programs. All other services are

⁸⁹ HRA, “Adult Protective Services”, see: https://www1.nyc.gov/assets/hra/downloads/pdf/services/aps/APS_BROCHURE.pdf.

administered through referrals and the key contracted providers include Jewish Association Serving the Aging (JASA), Transitional Services for New York (TSI), and VillageCare. In the Fall of 2019, APS had approximately 1,000 cases using such services and the providers have access to APS' case management system. Article 81 legal guardianship is an involuntary intervention, determined by a judge, used when APS cannot stabilize someone with in-house services. APS' contracted guardian service providers are JASA, Selfhelp Community Services, and New York Foundation for Senior Citizens. While most APS cases do not go to guardianship, in the Fall of 2019, APS had approximately 2,000 such cases. These cases transition from APS to the guardian and the guardian has more legal power than APS to manage the case and the individual's financial resources.⁹⁰



The proposed budget for APS is \$58.6 million, an increase of \$116,844, or less than a quarter of a percent, when comparing the Fiscal 2021 Preliminary Budget to the Fiscal 2020 Adopted Budget. This increase relates to additions in the November 2019 Plan for the indirect cost rate initiative and additions in the Fiscal 2021 Preliminary Plan for collective bargaining and technical adjustments. In the Fiscal 2021 Preliminary Budget, there are 15 contracts, totaling \$26.5 million. This program area is 53 percent PS costs and 47 percent OTPS costs, with contractual services comprising the majority of OTPS costs and full-time salaried the majority of PS costs.



APS has a headcount of 506, which has not changed since Adoption and includes social workers, nurses, caseworkers, supervisors, housing specialists, and administrators. Notably, caseworkers,

⁹⁰ Expect where otherwise noted, details about the operations of this program came from a meeting between NYC Council and APS program area staff, which took place on October 28, 2019.

which constitute a significant portion of these positions, 259 in the fall of 2019, are tasked with an extremely demanding and challenging, yet vital function, within the program area. The average ratio of caseworker to cases is 1:31.⁹¹ APS is funded largely by federal and the State sources, with a 28 percent contribution coming from CTL. Federal funding constitutes 46 percent of revenue and comes from several sources with the vast majority from the Title XX Social Services Block Grant. State funding constitutes 26 percent of revenue and mostly comes from Protection Services.

Issue and Concerns

- High Number of Vacancies.** For the APS program area, the Fiscal 2019 Adopted Budget included a budgeted headcount of 506 but year-end actuals reflected only 454 positions were filled, resulting in 52 vacancies or just over ten percent. The Fiscal 2020 Adopted Budget again included a budgeted headcount of 506 and the most recent actuals available, as of February 2020, reflected 455 positions are currently filled, resulting in 51 vacancies or over 10 percent. HRA has indicated that there have been high attrition rates with caseworkers, and it is actively working to hire staff. HRA should right-size the headcount and adjust the budget accordingly for APS to be more realistic.
- Aging Population.** The City's increasing aging population will increase the need for APS services in coming years. As people age, they are more likely to become mentally or physically impaired and, as previously noted, the majority of APS clients are elderly. It is projected that City residents over 65 years of age could increase to 15.5 percent of the population by 2030 as compared to the 12.2 percent in 2010.⁹²

| PMMR Indicators for Office of Adult Protective Services | | | | | | | |
|---|--------|--------|--------|--------|--------|----------------|--------|
| HRA Performance Indicators | Actual | | | Target | | 4-Month Actual | |
| | FY17 | FY18 | FY19 | FY20 | FY21 | FY19 | FY20 |
| Adult Protective Services (APS) assessment cases | 4,258 | 4,863 | 5,241 | None | None | 5,266 | 5,247 |
| Individuals referred to an APS field office visited within three working days (%) | 95.0% | 95.3% | 96.2% | 85.0% | 85.0% | 95.4% | 91.5% |
| APS assessment cases accepted or denied for undercare within State-mandated 60 days (%) | 95.3% | 96.1% | 96.5% | None | None | 96.0% | 98.6% |
| APS cases eligible for services | 7,346 | 7,407 | 6,942 | None | None | 7,184 | 6,536 |
| Total referrals received for APS | 27,860 | 30,252 | 30,974 | None | None | 10,690 | 10,217 |
| Personal care services - average weekly billable hours | 46.1 | 50.5 | 52.8 | None | None | 52.2 | 54.4 |
| Serious personal care complaints resolved in 24 hours (%) | 97.0% | 94.0% | 93.0% | 100.0% | 100.0% | 93.0% | 91.0% |

Source: Preliminary Mayor's Management Report

The total number of referrals received by APS in the first four months of Fiscal 2020 was 10,217, a decrease of 473 cases or four percent, when compared to the same period in Fiscal 2019. While it is still too early to tell, this could signal a stabilization of the spike seen in recent years where referrals went from 27,860 in Fiscal 2017, to 30,252 in Fiscal 2018, and to 30,974 in Fiscal 2019. While the number of APS assessment cases in the first four months of Fiscal 2020 was 5,247, just a slight decrease of 19 cases when compared to the same period in Fiscal 2019, overall annual assessment cases have been increasing in recent years going from 4,258 in Fiscal 2017, to 4,863 in Fiscal 2018, and to 5,241 in Fiscal 2019. HRA attributes the increase in referrals to the agency's implementation of a new automated system in 2015 that has produced a much higher volume of referrals, particularly online. While the number of referrals has increased, HRA noted that they are not always good ones.

⁹¹ Per HRA, from a meeting between NYC Council and APS program area staff that took place on October 28, 2019.

⁹² New York City Independent Budget Office Fiscal Brief, "A Matter of Demographics? An Increasing Number of New Yorkers Are Aided by Adult Protective Services", August 2019, see: <https://ibo.nyc.ny.us/iboreports/a-matter-of-demographics-an-increasing-number-of-new-yorkers-are-aided-by-adult-protective-services-august-2019.pdf>.

To combat this issue, APS does community outreach and education in an effort to improve the referrals received in the future. Regardless the quality of the referral, APS still does an assessment visit.⁹³ The Council has previously noted that while the volume of APS assessment cases and referrals received had been increasing in recent years, there had not been additional money added to the budget to support the increase – this is still somewhat the case.

The percent of individuals referred to an APS field office that were visited within three working days decreased by nearly four percent, when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019, with all reported results well above the 85 percent target. HRA has indicated this is due to caseworker attrition and the agency is actively working to hire more staff. The percent of APS assessment cases accepted or denied for undercare within the State-mandated 60 days increased by approximately three percent, when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019 and has been over 90 percent for all periods reported on the PMMR. APS cases eligible for services decreased by 648 cases, or nine percent, when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019, continuing a decline first seen between Fiscal 2018 and Fiscal 2019, when cases dropped from 7,407 to 6,942. HRA has indicated that the increased and enhanced staff training on eligibility determinations is driving this decrease.

The average weekly billable hours for personal care services increased by 2.2 hours, or four percent, when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019. This is a continuation of increases seen in recent years and could require a future budget adjustment to cover the growing expense. The percent of serious personal care complaints that were resolved within 24 hours decreased by two percent when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019, this is below the target of 100 percent, as are all periods reported on the PMMR. As no explanation is included in the PMMR for this metric, it is unclear if it is due to insufficient headcount or other factors. HRA has indicated to the Council that while it is constantly looking at internal practices and re-assessing how best to meet needs, the budgeted headcount is currently sufficient in this program area, although that could change at some point in the future.⁹⁴

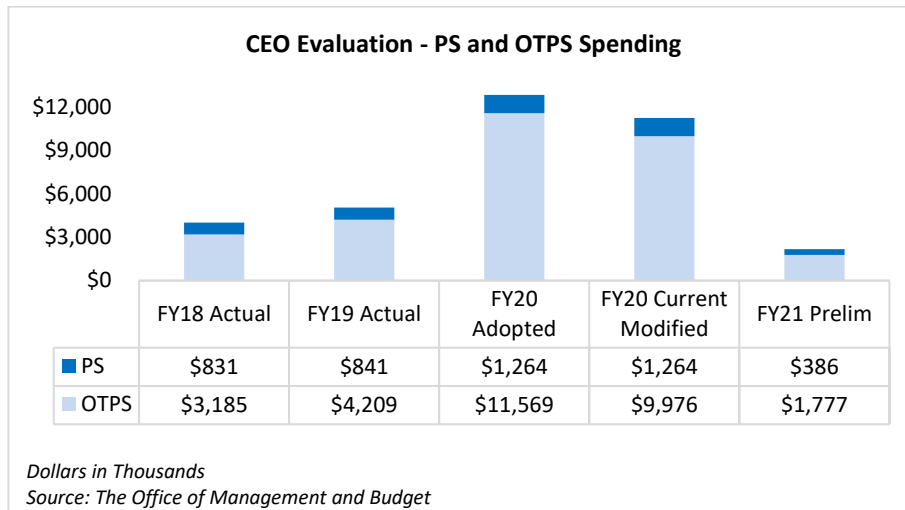
CEO Evaluation

The Mayor's Office for Economic Opportunity (NYC Opportunity), formerly the Center for Economic Opportunity (CEO), uses evidence and innovation to reduce poverty and increase equity. NYC Opportunity's work includes analyzing existing anti-poverty approaches, developing new interventions, facilitating the sharing of data across City agencies, and rigorously assessing the impact of key initiatives. As part of the Mayor's Office of Operations, they work collaboratively with City agencies to create, implement, and oversee a range of anti-poverty programs, policies, and research projects. NYC Opportunity produces research and analysis on poverty and social conditions, including its annual Poverty Measure, which aims to provide a more accurate and comprehensive picture of poverty in New York City than is illustrated by the federal rate. The most recent report, released in April 2019, analyzes census data through 2017.⁹⁵

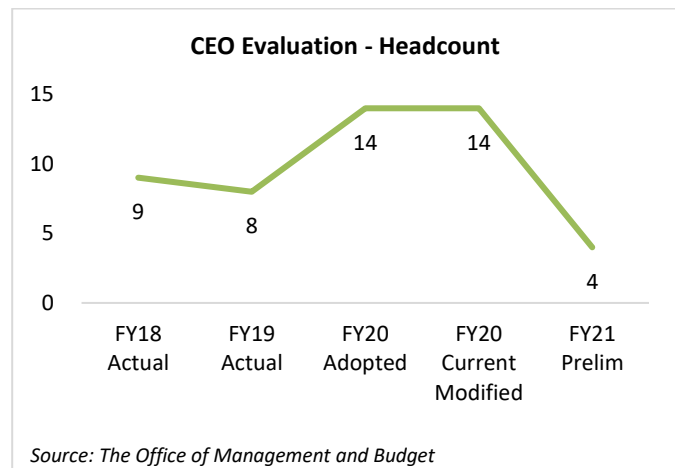
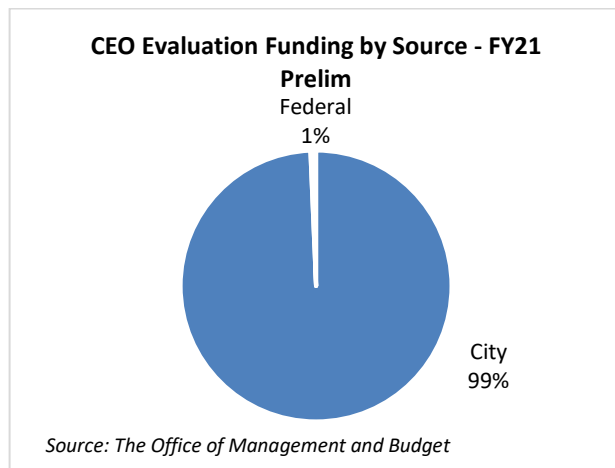
⁹³ Per HRA, from a meeting between NYC Council and APS program area staff that took place on October 28, 2019.

⁹⁴ Per HRA, from a meeting between NYC Council and APS program area staff that took place on October 28, 2019.

⁹⁵ Mayor's Office for Economic Opportunity, "New York City Government Poverty Measure 2017", April 2019, see: https://www1.nyc.gov/assets/opportunity/pdf/19_poverty_measure_report.pdf.



In the Fiscal 2021 Preliminary Budget, funding for the CEO Evaluation program area totals \$2.2 million, which is a decrease of \$10.7 million, or 83 percent, when compared to the Fiscal 2020 Adopted Budget. There were net decreases for Fiscal 2021 totaling \$10.7 million scheduled across both the Fiscal 2020 Executive and Adopted Plans. Funding for this program area is tied to the City's miscellaneous budget and, as has historically been the case, a funding increase is expected in the upcoming Executive Plan. The budget for this program area is 82 percent OTPS costs, all of which goes towards contractual services, and 18 percent PS costs, with nearly all going to full-time salaried expenditures. There is a headcount of four in this program area in the Fiscal 2021 Preliminary Plan, a decrease of 10 positions since Adoption. CEO Evaluation is funded almost entirely with CTL.



Issue and Concerns

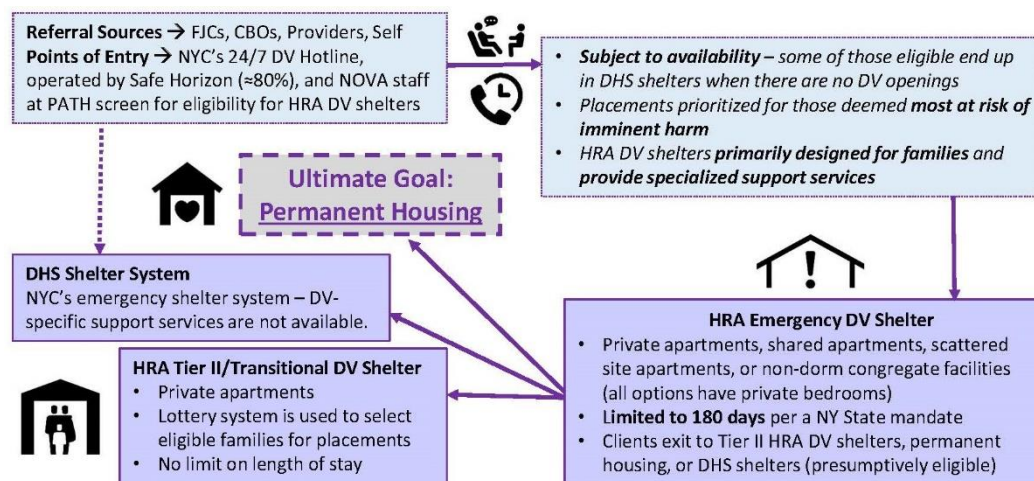
- High Number of Vacancies.** For this program area, the Fiscal 2019 Adopted Budget included a budgeted headcount of 14 but year-end actuals reflected only eight positions were filled, resulting in six vacancies, or 43 percent. The Fiscal 2020 Adopted Budget included a budgeted headcount of 14 and the most recent actuals available, as of February 2020, reflected only seven positions are currently filled, a 50 percent vacancy rate. HRA has indicated that there is a small, pending alignment with the General Administration program area. HRA should right-size the headcount and adjust the budget accordingly to be more realistic.

Domestic Violence Services

The Domestic Violence Services program area provides victims of domestic violence (DV) with shelter, and social services for themselves and their children. The housing programs provide a safe environment as well as counseling, advocacy, and referral services. This program area administers the funding for the City's DV shelter system.

DV Shelter System

HRA's DV shelter system, the largest in the country, operates in addition to, and separate from, the City's main shelter system run by DHS. The succeeding chart illustrates how HRA's DV shelter system currently operates. Referral sources include the Family Justice Centers, community-based organizations, shelter providers, and self-referrals. Safe Horizon operates the City's DV hotline, which runs 24-hours a day, 7 days a week, and serves as the entry point for approximately 80 percent of entrants to the DV shelter system.⁹⁶ Additionally, HRA's Project No Violence Again (NoVA) staff are present at PATH family intake and screen for eligibility for HRA's DV shelters.⁹⁷ Eligibility, based on the State definition of a victim of DV, does not encompass all individuals impacted by DV in the City.⁹⁸ Placements are further limited by agency rules⁹⁹ and the limited capacity in the system, causing many eligible people end up in the DHS system.



In Fiscal Year 2018, 41 percent of families who entered DHS shelter did so because of DV and nearly 4,500 families deemed eligible for HRA's DV shelters entered the DHS shelter system, with 923 placed in commercial hotels that provide the least amount of support services to residents.¹⁰⁰ HRA's DV shelter system, primarily designed for families, provides trauma-informed care with onsite support services specialized to victims of DV. In Fiscal 2019, the DV shelter system served 10,983 individuals, including 355 single adults and 3,877 families.

DV Emergency Shelter

OCFS authorizes HRA to administer emergency DV shelter in the City. The State restricts emergency shelter stays to 180 days with limited exceptions possible. Emergency housing can be in a standalone

⁹⁶ Email communication between the Council and Safe Horizon from October 25, 2019.

⁹⁷ DHS, No Violence Again (NoVA), see: <https://www1.nyc.gov/site/dhs/prevention/domestic-violence.page>.

⁹⁸ New York Social Services Law § 459-a.

⁹⁹ 18 NYCRR Parts 408, 452, and 453.

¹⁰⁰ New York City Comptroller, "Housing Survivors: How New York City Can Increase House Stability for Survivors of Domestic Violence", October 2019, see: https://comptroller.nyc.gov/wp-content/uploads/documents/Housing_Survivors_102119.pdf.

facility with private or shared apartments, shared scatter site apartments, or non-dorm congregate facilities – all types have private bedrooms. There are currently 46 confidential facilities across the City that contain 2,514 emergency beds.¹⁰¹ The emergency beds, broken down by borough, are 605 in the Bronx, 786 in Brooklyn, 798 in Manhattan, 252 in Queens, and 73 in Staten Island.¹⁰² The City reimburses providers on a per person/bed, per night basis with rates set by OCFS ranging from \$97.59 to \$134.67 per night.¹⁰³ Clients typically exit HRA emergency DV shelter to HRA's Tier II DV shelters, permanent housing, or DHS shelters. Capacity within the Tier II DV system is even more limited than in the DV emergency system and only 542 of 2,884 emergency DV shelter household exits in calendar year 2019 were to Tier II DV shelters; 1,003 household exits were to DHS shelters; 1,125 exits were either unknown or households made their own arrangements; and 183 household exits were to private apartments, 94 with a rental subsidy.¹⁰⁴ Notably, FHEPS B rental vouchers, specifically designed for survivors of DV, provides support for up to five years for eligible families while keeping the recipients' DV history confidential from landlords. The Fiscal 2021 Budget for DV emergency shelter is \$94 million, while actual spending in Fiscal 2018 was \$91.2 million, in Fiscal 2019 was \$101.2 million, and in Fiscal 2020, through January 2020, it was \$78.3 million.¹⁰⁵

DV Tier II/Transitional Shelter

OTDA authorizes HRA to administer Tier II DV shelter, also referred to as transitional DV shelter, in the City. There are currently nine facilities with 362 units, all of which are private apartments for families.¹⁰⁶ The Tier II units, broken down by borough, are 253 in the Bronx, 40 in Brooklyn, 53 in Manhattan, and 16 in Queens. While there is no set limit on length of stay, clients must demonstrate efforts to find permanent housing. The vast majority of clients in Tier II DV shelters come from emergency DV shelters and are placed based on a lottery system. The City reimburses providers on a per unit, per night basis with unit capacity ranging from two to five people. Currently, the State does not provide reimbursements for single individuals so HRA only places families. The average rate for a DV transitional unit is \$155 per night, which HRA sets in conjunction with OTDA, but actual rates vary and are notably less transparent than those for DV emergency shelter beds.¹⁰⁷ The Fiscal 2021 Budget for DV Tier II shelter is \$29.2 million, while actual spending in Fiscal 2018 was \$16.2 million, in Fiscal 2019 was \$20.1 million, and in Fiscal 2020, through January 2020, it was \$13.9 million.

ENDGBV

The Mayor's Office to End Domestic and Gender-Based Violence (ENDGBV), formerly the Office of Domestic Violence and Emergency Intervention Services (ODVEIS), also falls under this program area. ENDGBV develops policies and programs, provides training and prevention-focused education, conducts research and evaluations, and performs community outreach. They collaborate with City agencies and community stakeholders to ensure access to inclusive services for survivors of domestic and gender-based violence, which can include intimate partner and family violence, elder abuse, sexual assault, stalking, and human trafficking. ENDGBV also operates the City's Family Justice

¹⁰¹ HRA Testimony at the Council's Oversight Hearing on HRA's System of Domestic Violence Shelters, September 19, 2019, see: <https://www1.nyc.gov/assets/hra/downloads/pdf/news/testimonies/2019/DV-Shelter-Testimony-09-24-2019.pdf>.

¹⁰² Per written correspondence from HRA to the Council on March 6, 2020.

¹⁰³ New York State OCFS, "State Aid Rates for Residential Domestic Violence Programs", July 1, 2019 – June 30, 2020, see: <https://ocfs.ny.gov/main/Rates/dv/DV-Rates-NYC-2019Jul01-2020Jun30.pdf>.

¹⁰⁴ HRA, Local Law 83 of 2018, 2019 Annual Report on Exits for NYC Domestic Violence Shelters.

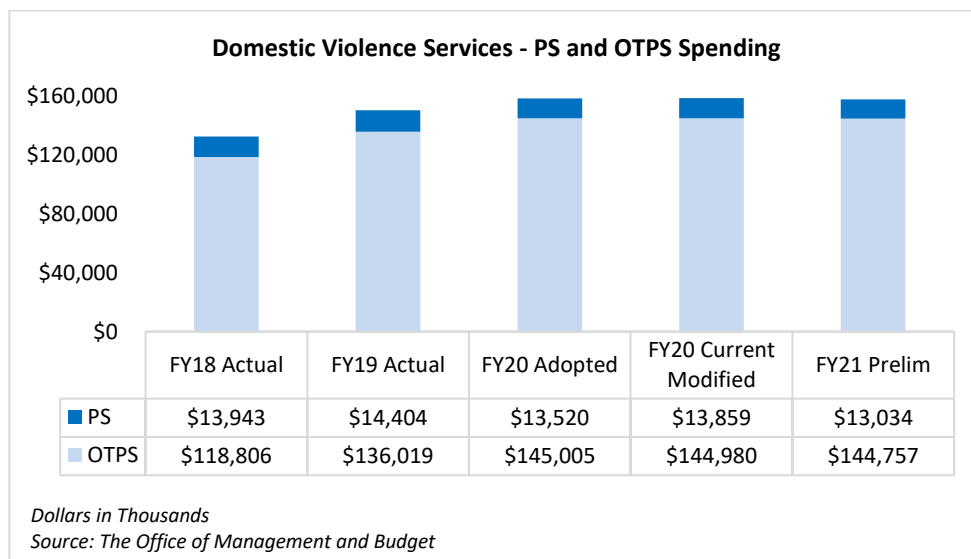
¹⁰⁵ Note: One of the budget codes used for DV emergency shelter also funds some non-residential DV programs but at the time of this report HRA had not provided a detailed historical breakdown of non-shelter spending in that budget code.

¹⁰⁶ HRA Testimony at the Council's Oversight Hearing on HRA's System of Domestic Violence Shelters, September 19, 2019, see: <https://www1.nyc.gov/assets/hra/downloads/pdf/news/testimonies/2019/DV-Shelter-Testimony-09-24-2019.pdf>.

¹⁰⁷ Written correspondence from HRA to the Council's General Welfare Committee dated October 8, 2019.

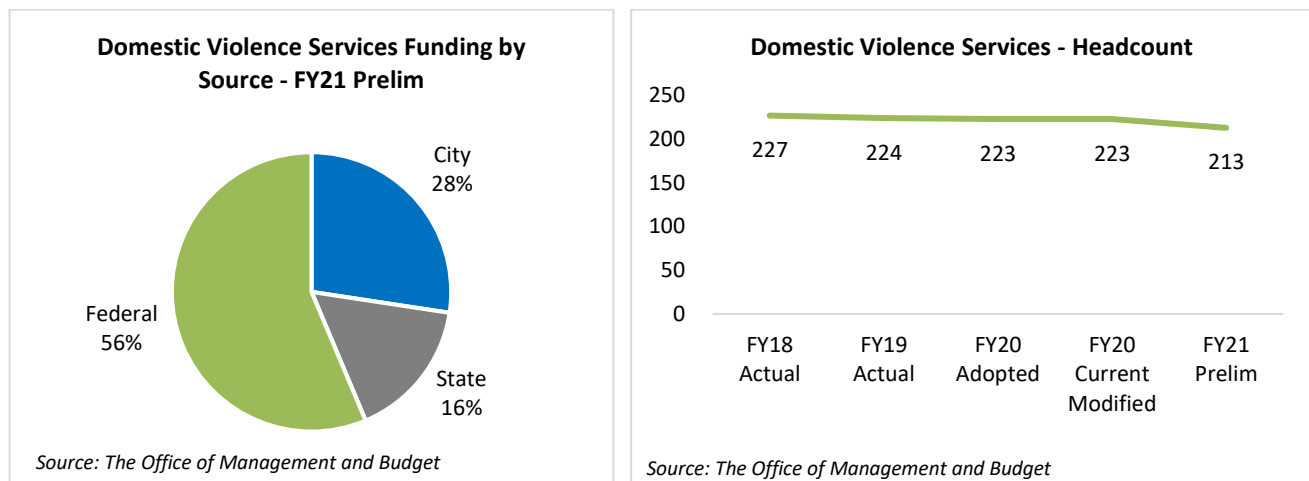
Centers, co-located, multidisciplinary service centers that provide social services, civil legal assistance, and criminal justice assistance to survivors of domestic and gender-based violence and their children.

Most of ENDGBV's budget is within HRA's budget, but a portion also is reflected within the Mayoral budget covering the contracts for the Family Justice Centers (FJs). The Fiscal 2021 Preliminary Budget for EDVGBV within HRA is \$19.2 million, of which \$7.1 million is for PS expenditures for the headcount of 91 positions at ENDGBV, \$1.9 million is for the Interrupting Violence at Home initiative, and \$1.9 million is for Teen Relationship Abuse Prevention Programs (RAPP).¹⁰⁸ As a recommendation of the Mayor's Domestic Violence Task Force, in May 2018, the City announced the Interrupting Violence at Home initiative, which aims to address abusive behavior by working with people who cause harm in intimate partner relationships. The community-based programming will be non-mandated, culturally and linguistically specific, and seek to reach communities traditionally marginalized, including LGBTQ+ individuals. ENDGBV, in partnership with DOE and HRA, provides Teen RAPP healthy relationship training programs to student at high schools and middle schools throughout the five boroughs.



Funding for this program area in the Fiscal 2021 Preliminary Budget totaled \$157.8 million, a decrease of \$734,493, or about half a percent, when compared to the Fiscal 2020 Adopted Budget. There was a scheduled net decrease of \$1.1 million planned for Fiscal 2021 across all Fiscal 2020 Financial Plans relating to collective bargaining agreements, ENDGBV funding increases, savings from the conversion of the last City-operated DV shelter, and one-time Council funding for Fiscal 2020 of \$250,000 for HRA's Teen RAPP program. Offsetting the decrease, there was a net increase of \$323,160 in the November 2019 Plan relating to the indirect cost rate initiative and collective bargaining agreements. The vast majority of this program area is OTPS expenses, which constitute 92 percent of the overall budget. There is a total of 12 contracts, which has dropped by one contract since Adoption.

¹⁰⁸ Fiscal Year 2020, Terms & Conditions on ENDGBV, see: <https://council.nyc.gov/budget/wp-content/uploads/sites/54/2020/02/Mayor%E2%80%99s-Office-to-End-Domestic-and-Gender-Based-Violence-Program-Budget-and-Headcount-Report-1-of-2.pdf>.



This program is funded 56 percent by federal funds, 28 percent by CTL, and 16 percent by the State. Federal funding comes from several sources, most significantly TANF and the Title XX Social Services Block Grant. State funding comes from Safety Net and Protective Services Fund, with small contributions from other sources. In the Fiscal 2021 Preliminary Budget, there is a headcount of 213 positions, a decrease of 10 positions since Adoption. This is a planned change from the Fiscal 2020 Executive Budget and the headcount reduction is for the conversion of the last City-operated shelter to a contracted provider. The headcount includes social workers, caseworkers, and administrators to help provide emergency temporary shelter, as well as counseling and intervention. Notably, unlike many other program areas at HRA, this area has had a low vacancy rate in recent years.

Issue and Concerns

- Limited Capacity.** As previously detailed, there is limited capacity within HRA's DV shelter system. Due to this, many individuals who would benefit from the specialized services available in DV facilities end up in the DHS shelter system, where such support services are not available. Of particular concern is the lack of Tier II DV shelter units, which currently total just 362 units, although the DV system served nearly 11,000 people in Fiscal 2019. Due to the small number of DV Tier II units, most families exiting DV emergency shelter are not placed within HRA's DV system. Advocates and survivors have long stated the 180-day emergency DV shelter stay limit, mandated by the State, is often not enough time to stabilize the DV population that has experienced trauma and confronted barriers to employment and financial stability as a result of their abuse. Additional concerns from advocates include lack of capacity for single adults, as well as a lack of culturally competent services for transgender individuals.
- Slow Capacity Expansion.** In September 2015, the Mayor announced HRA would add 300 emergency DV beds and 400 Tier II DV units. These units have been slow to come online, and some were only awarded to providers in the last few months. As of March 2020, HRA has indicated that 289 emergency beds are operational and the remaining 11, that are part of a site expansion, are expected to open soon. Notably, as is indicated in the PMMR below, 100 of the 300 emergency beds came online in Fiscal 2020. As of March 2020, HRA has indicated that all 400 Tier II units are awarded, with 119 operational and 176 expected to open in the fall of 2020, and the remaining 105 units are expected to open in 2021.¹⁰⁹ Providers who had hoped to submit bids for a Tier II DV contract have indicated they were unable to do so because of several factors in HRA's request for proposals. The concerns included the unusual

¹⁰⁹ Written correspondence from HRA to the Council's General Welfare Committee, dated October 8, 2019, and Council Finance dated March 6, 2020.

absence of start-up funds, the absence of capital funds, and reimbursement rates that would not be financially viable for their operations.

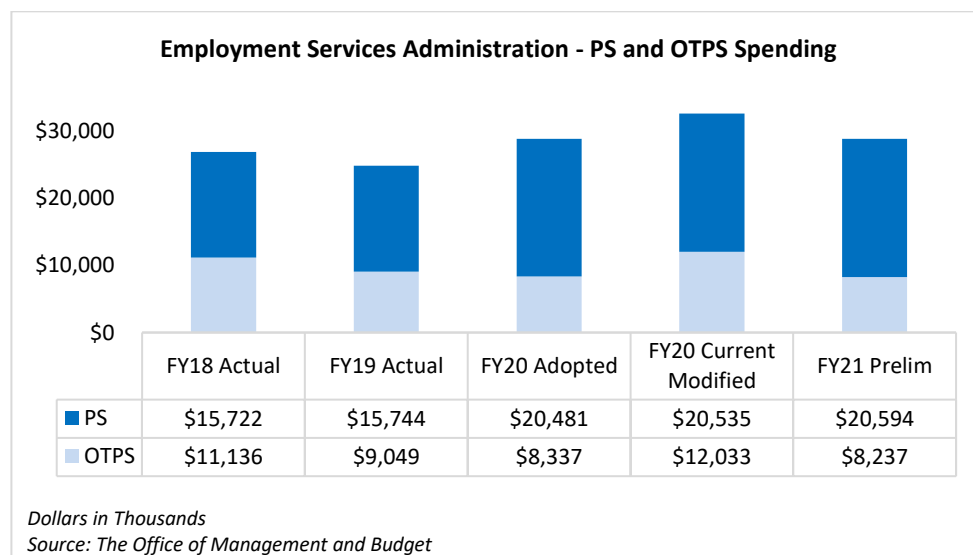
| PMMR Indicators for Domestic Violence Services | | | | | | | |
|--|--------|-------|-------|--------|------|----------------|-------|
| HRA Performance Indicators | Actual | | | Target | | 4-Month Actual | |
| | FY17 | FY18 | FY19 | FY20 | FY21 | FY19 | FY20 |
| Domestic violence non-residential services programs average monthly caseload | 1,818 | 1,618 | 2,016 | None | None | 1,970 | 1,795 |
| Average number of families served per day in the domestic violence shelter program | 841 | 827 | 828 | None | None | 856 | 870 |
| Number of domestic violence emergency beds (capacity) | 2,378 | 2,414 | 2,414 | None | None | 2,414 | 2,514 |
| Eligible families seeking shelter at Prevention Assistance and Temporary Housing (PATH) who entered HRA's domestic violence shelters (%) | 30.4% | 39.0% | 37.0% | None | None | 29.0% | 58.7% |

Source: Preliminary Mayor's Management Report

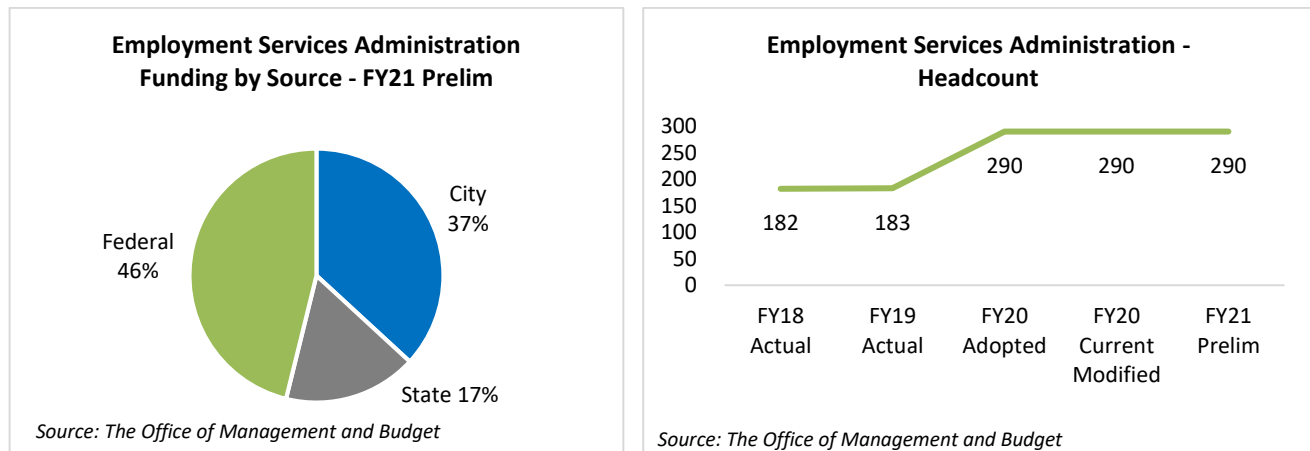
In the first four months of Fiscal 2020, there was an average caseload of 1,795 for DV non-residential service programs, which was a decrease of 175 cases or nine percent, when compared to the same period in Fiscal 2019. Notably, the average caseload for Fiscal 2019 was 221 cases higher at 2,016. HRA has restated this metric for the first four months of Fiscal 2019 since last year's PMMR, it was 1,902 or 68 cases less then, but the PMMR does not include an explanation for this change. The average number of families served per day in the DV shelter program was 870 in the first four months of Fiscal 2020, an increase of 14 cases or two percent, when compared to the same period in Fiscal 2019 and a more considerable increase of 42 cases when compared to the Fiscal 2019 average. The capacity of DV emergency beds in the first four months of Fiscal 2020 was 2,514, an increase of 100 beds or four percent, when compared to the same period in Fiscal 2019. This metric was revised for two periods since last year's PMMR – Fiscal 2018 was revised from 2,467 to 2,414 and the first four months of Fiscal 2019 was revised from 2,378 to 2,414. The PMMR indicates the revision is to correct a calculation error. In the first four months of Fiscal 2020, 58.7 percent of eligible families seeking shelter at PATH entered HRA's DV shelters, a considerable increase of 30 percent when compared to the same period in Fiscal 2019. HRA has indicated that they tightened their focus on timely turnover of units and believe the improvement is sustainable.

Employment Services Administration

This program area covers the administration of employment programs for public assistance clients.



The proposed budget for the Employment Services Administration program area in Fiscal 2021 is \$28.8 million, which has only changed by \$13,662 when compared to the Fiscal 2020 Adopted Budget. The expenditures in this program area are 71 percent PS and 29 percent OTPS, which is mostly for other services and charges.



There is a headcount of 290 positions in the Fiscal 2021 Preliminary Budget, which has not changed since Adoption. This program area's funding is 46 percent federal, 37 percent CTL, and 17 percent State. Federal funding is comprised of several sources – the largest include Child Support Administration, FFFS, Food Stamps, the Medical Assistance Program, and the Title XX Social Services Block Grant. State funding largely comes from the Medical Assistance Administration.

Financial Plan Actions

- **Realization of State and Federal Revenues.** In the November 2019 Plan, HRA realized \$452,640 in revenue from federal grants for Fiscal 2020 in this program area. That typically happens in the November Plan each fiscal year. Additionally, HRA realized \$496,400 in revenue from a State grant under the new Empire State Supportive Housing Initiative.

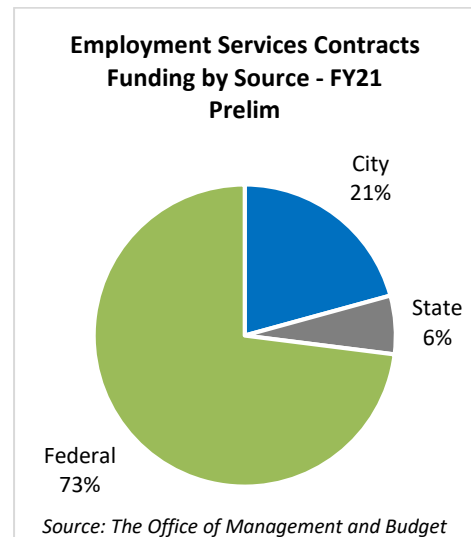
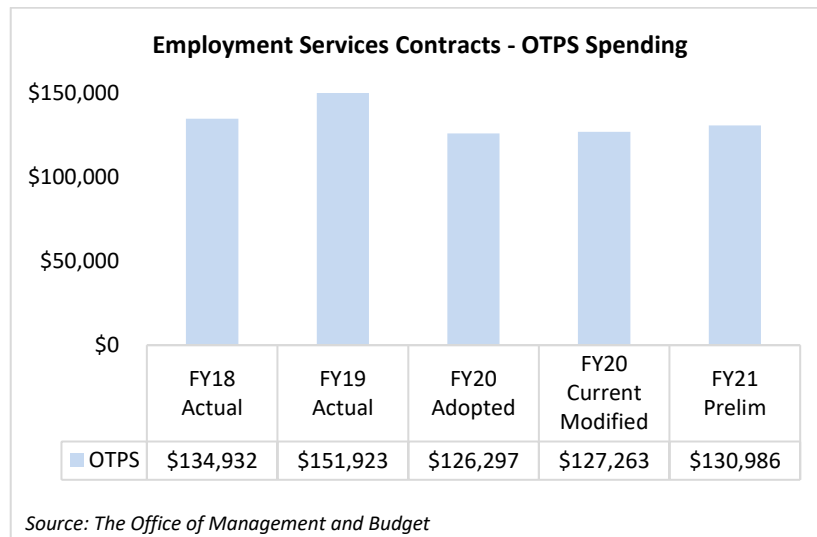
Issue and Concerns

- **Budget Transparency.** The headcount for the Substance Abuse Services program area is currently included in this program area. This misalignment between budget classifications and programmatic functions reduces budget transparency and limits external oversight. For more details, see the Substance Abuse Services section of this report.
- **High Number of Vacancies.** For this program area the Fiscal 2019 Adopted Budget included a budgeted headcount of 290 but year-end actuals reflected only 183 filled positions, resulting in 107 vacancies or 37 percent. The Fiscal 2020 Adopted Budget again included a budgeted headcount of 290 and the most recent actuals available, as of February 2020, reflected 182 positions as filled, resulting in 108 vacancies, or over 37 percent, one of the highest program area vacancy rates this year. HRA has indicated that there have been high attrition rates with the social worker title and the agency is actively working to hire staff. HRA should right-size the headcount and adjust the budget accordingly in this program area to be more realistic.

Employment Services Contracts

This program area includes funding for contracted services to increase employment skills and opportunities to move public assistance clients towards self-sufficiency. Services include education and job skills training, as well as employment placement and retention services, and customized

assistance for clients facing barriers to employment. According to HRA, in December of 2019 there were 4,253 HRA assisted entries into employment, and 2,449 in November of 2019.¹¹⁰



The proposed Fiscal 2021 Budget for this program area is \$131 million, an increase of \$4.7 million, or approximately four percent, when compared to the Fiscal 2020 Adopted Budget. There were increases for Fiscal 2021 totaling \$3.7 million scheduled in the Fiscal 2020 Executive Plan and Adopted Plans related to a technical adjustment that shifts funds across HRA program areas and increased funding for NYCHA Jobs Plus. This is further increased by \$965,673 added in the November 2019 Plan for Fiscal 2021 and in the outyears relating to the indirect rate initiative. The entire budget in this program area is OTPS and mostly contractual services, which includes 62 contracts for Employment Services. The funding sources for this program are 73 percent federal, 21 percent CTL, and six percent State. Federal funding comes from several sources including FFFS, the Food Stamp Employment and Training Fund, the Medical Assistance Program, and the TANF Employment Administration. State funding largely comes from the Medical Assistance Administration.

Issues and Concerns

- New Employment Programs.** HRA revamped its employment programs and awarded contracts in 2017 to three new programs: YouthPathways, CareerCompass, and CareerAdvance. The funding for this was a part of the \$200 million commitment in Fiscal 2017 for HRA's employment services. The approach in these programs focuses on individualized assessments and supports, providing specialized services for youth and other populations with specific needs, a stress on education and training, and coordinated service delivery. There are concerns about the lack of a bridge program that uses a sector-based model and that smaller, community-based organizations were not able to compete with large organizations that eventually won the contracts. Smaller, community-based organizations would be able to provide more tailored, niche employment training for individuals. When comparing placements to 2016, the last full year under the old employment programs, current placements are still below those levels. According to the PMMR, there were 47,000 placements in Fiscal 2016, 44,900 in Fiscal 2017, 39,800 in Fiscal 2018, and 39,900 in Fiscal 2019. In 2019, HRA hired a consultant to review their employment programs, and identify and implement best practices. In April 2020, HRA plans to extend the existing contracts for one

¹¹⁰ HRA Monthly Fact Sheet, December 2019, see: https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2019/hra_facts_2019_12.pdf.

year. Given this, it is important to monitor the performance of the programs and the future request for proposals. HRA should be more transparent regarding how providers and HRA clients who obtained employment are assessed, and the PMMR should offer more specific metrics to measure the success of each program.

| PMMR Indicators for Employment Services | | | | | | | |
|---|--------|--------|--------|--------|-------|----------------|---------------|
| HRA Performance Indicators | Actual | | | Target | | 4-Month Actual | |
| | FY17 | FY18 | FY19 | FY20 | FY21 | FY19 | FY20 |
| Clients whom HRA helped obtain employment (000) | 44.9 | 39.8 | 39.9 | ↑ | ↑ | 13.3 | 11.9 |
| HRA clients who obtained employment, and maintained employment or did not return to CA for 180 days (city fiscal year-to-date average) (%) | 73.1% | 73.8% | 74.1% | 80.0% | 80.0% | 75.4% | 71.8% |
| HRA clients who obtained employment, and maintained employment or did not return to CA for 12 months (city fiscal year-to-date average) (%) | 63.4% | 63.3% | 64.7% | None | None | 63.4% | 63.2% |
| Safety Net Assistance (SNA) cases engaged in training or education in accordance with New York City guidelines (%) | 27.0% | 29.9% | 28.0% | ↑ | ↑ | 29.3% | Not Available |
| Family cases engaged in training or education in accordance with New York City guidelines (%) | 26.3% | 28.3% | 29.0% | ↑ | ↑ | 30.4% | Not Available |
| Cash assistance family cases participating in work or work-related activities per federal guidelines (official federal fiscal year-to-date average) (%) | 27.3% | 25.8% | 21.7% | 34.0% | 34.0% | Not Available | Not Available |
| Total WeCARE cases | 38,016 | 35,164 | 39,433 | None | None | 33,774 | 37,858 |
| Number of WeCARE federal disability awards | 3,613 | 3,565 | 3,214 | None | None | 1,109 | 858 |

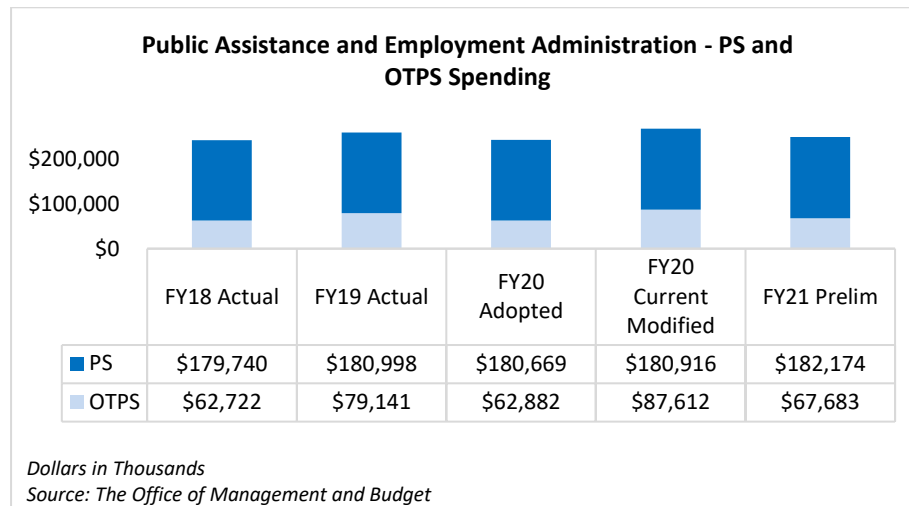
Source: Preliminary Mayor's Management Report

HRA helped 11,900 clients obtain jobs during the first four months of Fiscal 2020, a decrease of 1,400 clients or 11 percent, when compared to the same period in Fiscal 2019. The metric was restated for Fiscal 2017, Fiscal 2018, and the first four months of Fiscal 2019 since the last PMMR with higher numbers but no explanation was included. The percent of HRA clients who obtained employment and either maintained employment or did not return to CA within 180 days was 71.8 percent in the first four months of Fiscal 2020, a decrease of 3.6 percent when compared to the same period in Fiscal 2019, but no period reported on the PMMR met the target of 80 percent. The percent of HRA clients who obtained employment and either maintained employment or did not return to CA within 12 months was 63.2 percent for the first four months of Fiscal 2020. This is 8.6 percent lower than the percent within 180 days and a very small increase when compared to the same period in Fiscal 2019.

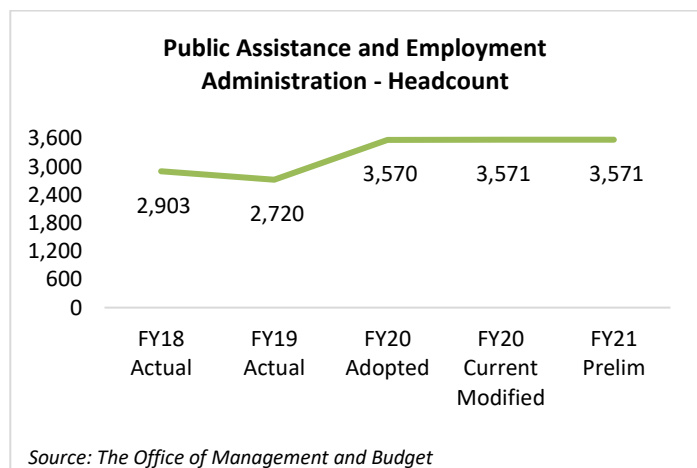
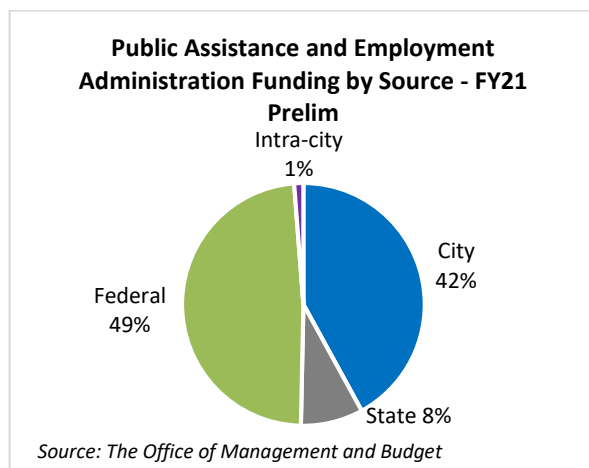
The percentage of family cases engaged in education and training and the percent of SNA cases engaged in education and training are shown as “Not Available” for the first four months of Fiscal 2020. The PMMR indicates this is because HRA is working on improving the process for accurately assessing and engaging clients in training and education activities and expect to report on all of Fiscal 2020 in the MMR. The percent of CA family cases participating in work or work-related activities is also shown as “Not Available” for both four-month periods, no explanation is included in the report but, notably, all results listed for Fiscal 2017 through Fiscal 2019 were below the target of 34 percent. In the first four months of Fiscal 2020, there were 37,858 clients participating in the WeCARE program, an increase of 4,084 or 12 percent, when compared to the same period in Fiscal 2019. WeCare serves public assistance clients who have medical or psychological barriers to self-sufficiency. Contracted service providers evaluate clients and provide ongoing services, as needed. During the first four months of Fiscal 2020, the number of WeCare federal disability awards decreased by 251 awards or 23 percent, when compared to the same period in Fiscal 2019. Notably, the PMMR does not report any performance metrics by specific employment program. By grouping all programs together, the true performance of each individual program cannot be determined.

Public Assistance and Employment Administration

The Family Independence Administration (FIA) coordinates services in this program by administering job center operations. All eligible applicants at Job Centers are assisted in exploring and pursuing alternatives to public assistance. Job Centers provide onsite access to job search and placement services; childcare information; vocational, educational, and training services; and referrals for Medicaid, SNAP, and other benefits. Information, services, and referrals may be offered as substitutes to CA in order to minimize barriers to employment and negate the need for public assistance.



The proposed budget for this program area in Fiscal 2021 is \$249.9 million, a \$6.3 million increase, or approximately three percent, since the Fiscal 2020 Adopted Budget. There was a net increase for Fiscal 2021 totaling \$2.4 million scheduled across the Fiscal 2019 Executive Plan and the first three Fiscal 2020 Plans related to decreases due procurement reforms, increases to fund collective bargaining agreements, and increases for lease adjustments. This is further increased by \$3.9 million added in the November 2019 Plan for Fiscal 2021 relating to technical adjustments shifting funding across program areas, a new need added for the creation of a mayoral office, a new need for a class action lawsuit, and adjustments for collective bargaining agreements. This program area has \$8.9 million in contractual services comprised of 50 contracts of various types.



The budget for Public Assistance and Employment Administration is 73 percent PS expenditures to support the large headcount of the program area – this program area has the largest concentration of positions of any HRA program area with just under 25 percent of the agency's total budgeted

headcount. In the Fiscal 2021 Preliminary Budget, there is a headcount of 3,571 positions, an increase of just one position since Adoption – this position was added to the baseline in the November 2019 Plan for the new Mayoral Office to Protect Tenants, details below. This funding for this program area is 49 percent federal, 42 percent CTL, eight percent State, and one percent Intra-City. There are several federal funding sources including Child Support Administration, FFFS, various Food Stamp programs, the Medical Assistance Program, and TANF. FFFS contributes the largest amount at \$60.9 million. State funding largely comes from the Medical Assistance Administration.

Financial Plan Actions

- **Tenant Protection Outreach.** In the November 2019 Plan, \$2.8 million in CTL was added in Fiscal 2020 and \$1.3 million in CTL in Fiscal 2021 and in the outyears to establish the Mayoral Office to Protect Tenants.¹¹¹ The office is tasked with tenant protection work relating to rent control, State regulatory changes, and “Know Your Rights”. This work will be done through media campaigns, public outreach and education, and the creation of an online portal to provide information to the public. The office started operating in the summer of 2019. The majority of the budget for this office is Public Assistance Support Grants program area. The November 2019 Plan also added one additional position to the office for an information technology specialist, the baselined funding for the position totals \$130,000, which was added in the Public Assistance and Employment Admin program area starting in Fiscal 2020.
- **Lovely H. Settlement.** In the Fiscal 2021 Preliminary Plan, there is a net increase of \$699,692 in Fiscal 2020 across various HRA program areas relating to the settlement of the Lovely H. class action lawsuit regarding reasonable accommodations. Funding in this program area was increased by \$1.3 million for Fiscal 2020 for back-end technology adjustments to allow HRA to track and monitor program compliance with the settlement requirements.
- **Technical Adjustments.** In the November 2019 Plan, there was an increase of \$23.4 million in Fiscal 2020 and \$3.6 million in Fiscal 2021 and in the outyears relating to technical adjustments that shifts funds across HRA program areas.

Issue and Concerns

- **High Number of Vacancies.** For this program area the Fiscal 2019 Adopted Budget included a budgeted headcount of 3,616 but year-end actuals reflected only 2,720 positions were filled, resulting in 896 vacancies or 25 percent. The Fiscal 2020 Adopted Budget included a budgeted headcount of 3,750 and the most recent actuals available, as of February 2020, reflected only 2,715 positions are currently filled, resulting in 855 vacancies or 24 percent. HRA has indicated that there is a technical adjustment relating to headcount that is in process. HRA should right-size the headcount and adjust the budget accordingly in this program area to be more realistic.
- **Budget Transparency.** There are 98 positions in a budget code in the Employment Services Administration program area for staff that manages the placement and oversight of clients in State-licensed residential treatment programs, which are classified as part of the FIA program that falls under this program area. The Substance Abuse Services program area encompasses substance use services for CA clients. This misalignment between budget classifications and programmatic functions reduces budget transparency and limits external oversight.

¹¹¹ NYC Mayor’s Office to Protect Tenants, see: <https://www1.nyc.gov/content/tenantprotection/pages/>.

Home Energy Assistance

The Home Energy Assistance Program, also known as HEAP, is a federally funded program. OTDA, which sets the administrative guidelines and oversees the program, authorizes the counties to screen for eligibility and process applications, with HRA doing this for the City. HEAP provides grants to eligible low-income homeowners and renters to assist them in paying bills for qualifying heating and cooling costs, as well as repair costs for broken boilers or furnaces. The program provides regular heating grants, emergency heating grants, and cooling grants. HRA has community-based application sites across the City. The agency deems CA and SNAP recipients automatically eligible and enrolls them in the program without requiring an application. These recipients get a letter in the mail notifying them of their eligibility and enrollment. HRA is currently working on setting up ACCESS HRA notifications for this as well. Annually, HRA gets around 30,000 applications and generally processes each application in less than 15 days – OTDA requires they process them within 30 days. In Fiscal 2019, HEAP served 847,122 regular clients and 6,011 emergency clients. In Fiscal 2020, through December 2019, HEAP served 696,822 regular clients and 2,037 emergency clients.¹¹²

HEAP Eligibility and Benefits

Regular monthly benefits for heating start at \$21 and can exceed \$675 with the inclusion of applicable add-ons. Emergency heating benefits start at \$140 and go up to \$675. Heating equipment grants can go up to \$3,000 for repairs and \$6,500 for replacements. Regular heating benefit amounts and eligibility are based on several factors including income; household size; the primary heating source; and the presence of a household member who is under six years old, over 60 years old, or permanently disabled. Regular heating benefits for households that pay directly for heat, based on actual usage, are disbursed directly to the vendor that supplies the household's primary source of heat. Emergency heating benefits are based on income, household resources available, and the type of emergency. The heating program is seasonal and typically runs from November to March or April, depending on the weather and federal funding availability.

Households that meet the heating eligibility requirements and have a member with a documented medical condition exacerbated by heat, may also qualify for a cooling grant. The adjacent table lists the current income guidelines for the program.¹¹³ To receive a cooling grant, qualifying households cannot have not received a HEAP-funded air conditioner within the past ten years and, either do not have a working air conditioner, or have an air conditioner that is five or more years old. Cooling grants cover the purchase and installation of an air conditioner but do not cover the cost of electricity to run the air conditioner. Eligible individuals can apply to HRA for an emergency grant, known as a one-shot deal, for electric bills that have gone into arrears. This program is also seasonal and runs from the beginning of May through the end of August.¹¹⁴

**2019-2020 HEAP Benefit Gross
Monthly Income Guidelines**

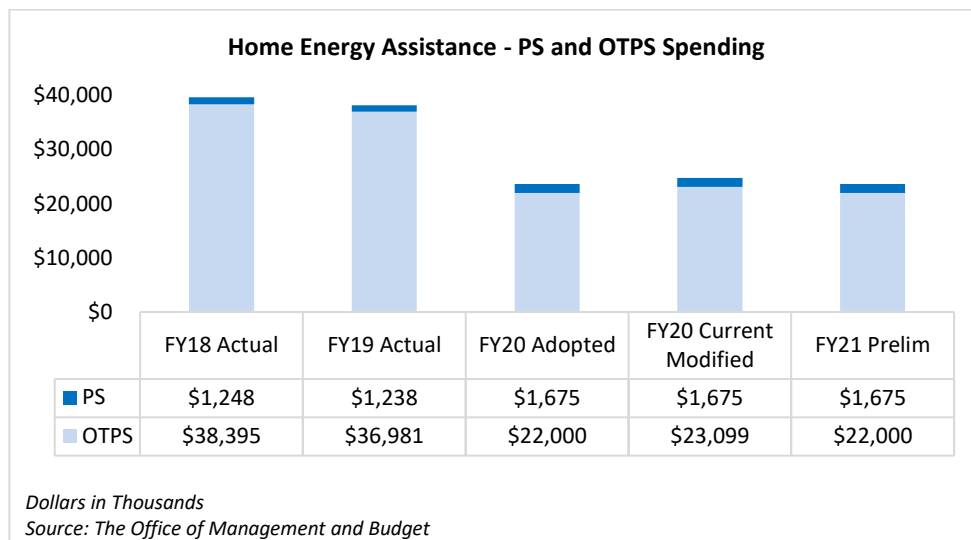
| Household Size | Max Gross Monthly Income |
|-----------------|--------------------------|
| 1 | \$2,494 |
| 2 | \$3,262 |
| 3 | \$4,030 |
| 4 | \$4,797 |
| 5 | \$5,565 |
| 6 | \$6,332 |
| 7 | \$6,476 |
| 8 | \$6,620 |
| 9 | \$6,764 |
| 10 | \$6,908 |
| 11 | \$7,086 |
| Each Additional | Add \$553 |

Source: OTDA

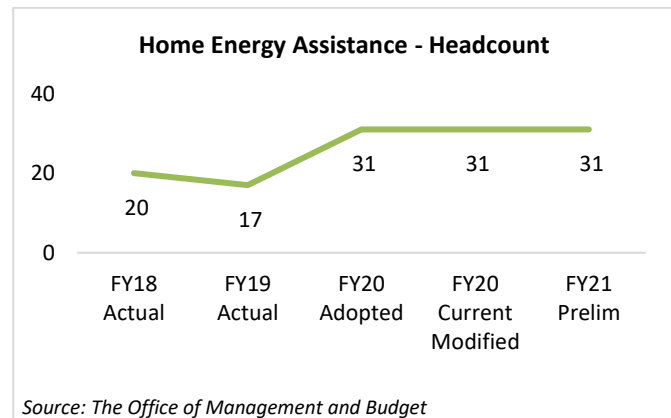
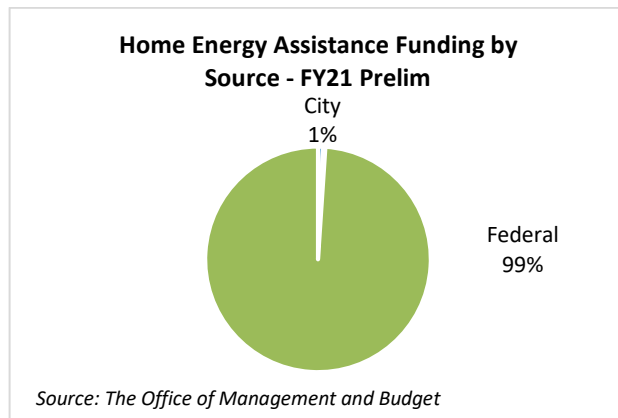
¹¹² Per written correspondence from HRA to the Council on March 6, 2020.

¹¹³ New York State, Office of Temporary and Disability Assistance, "Home Energy Assistance Program (HEAP)", see: <https://otda.ny.gov/programs/heap/>.

¹¹⁴ Expect where otherwise noted, details about the operations of this program came from a meeting between NYC Council and HEAP program area staff, which took place on October 23, 2019.



There is no difference in the level of funding for HEAP between the Fiscal 2021 Preliminary Budget and the Fiscal 2020 Adopted Budget, both of which are \$23.7 million. The vast majority of funding, approximately 93 percent, is for OTPS expenses, which go towards grants to eligible households.



The HEAP program area is nearly completely federally funded, with very small contributions from the City and State. There are several federal funding sources, the most significant being the Low-Income Home Energy Assistance Program. This program area supports a head count of 31 positions, which also has not changed since Adoption. Both full-time HRA staff and temporary staff work in the HEAP program area. Since much of the program is seasonal, HEAP does not have consistent staffing needs in all months of the year. Temporary staff is typically hired through contracted providers. Notably, HRA has indicated that in the past year, they offered temporary positions to HRA Business Link clients and it was successful pilot program.

Financial Plan Actions

- **Realization of State and Federal Revenues.** In the November 2019 Plan, HRA realized \$1.1 million in revenue from federal grants for Fiscal 2020 for this program area.

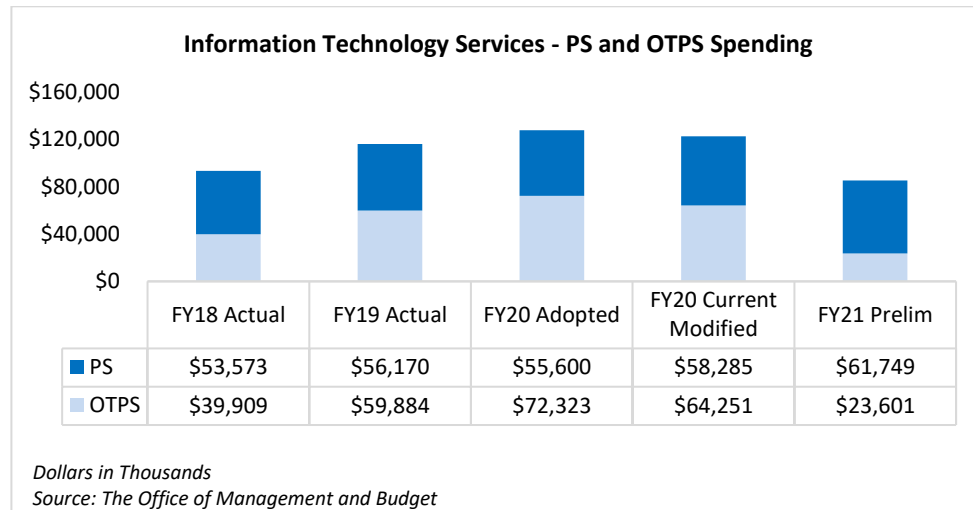
Issue and Concerns

- **High Number of Vacancies.** For HEAP the Fiscal 2019 Adopted Budget included a budgeted headcount of 31 but year-end actuals reflected only 17 positions were filled, resulting in 14 vacancies or over 45 percent. The Fiscal 2020 Adopted Budget included a budgeted headcount of 31 and the most recent actuals available, as of February 2020, again reflected only 17

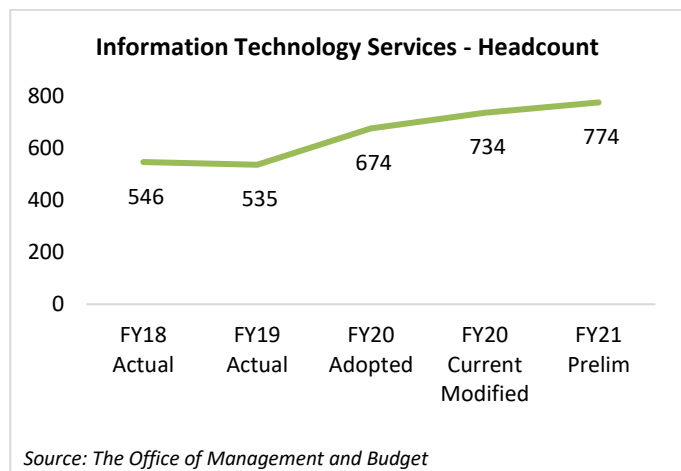
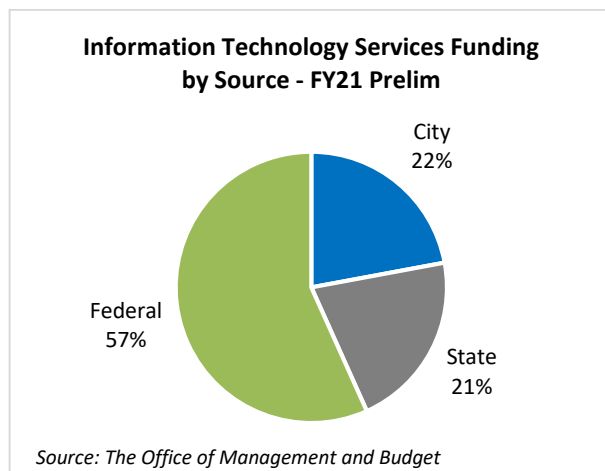
positions are currently filled. HRA has indicated that the agency is actively working to hire Community Associate and Coordinator titles. Especially given the seasonal nature of HEAP work and the use of temporary staff, HRA should right-size the headcount and adjust the budget accordingly to be more realistic.

Information Technology Services

This program area provides funding for the design, development, implementation, and maintenance of the information technology and telecommunications systems to support the agency's operations.



The proposed budget for this program area in Fiscal 2021 is \$85.4 million, a significant decrease of \$42.6 million or 33 percent when compared to the Fiscal 2020 Adopted Budget. There were net decreases for Fiscal 2021 totaling \$37.5 million scheduled across the first three Fiscal 2020 Plans, most notably due to new needs added in the Fiscal 2020 Executive Plan for Fiscal 2019 and Fiscal 2020 to upgrade technology systems across DSS. This is further decreased by \$5.1 in savings added in the November 2019 Plan for information technology insourcing. While there is an increase of \$6.1 million for full-time salaried expenditures, the decreases for other services and charges and contractual services are much larger and results in a net decrease.



The PS budget constitutes 72 percent of the budget and covers a headcount of 774 in the Fiscal 2021 Preliminary Plan, an increase of 100 positions since Adoption. This headcount increase happened in the November 2019 Plan as part of insourcing, detailed below. The OTPS budget comprises 28 percent of expenditures and includes \$15 million for contractual services, a decrease of \$24.3 million since

Adoption, which is comprised of 50 contacts for Data Processing Equipment Maintenance. This program is 57 percent federally funded, 22 percent CTL funded, and 21 percent State funded. There are several sources of federal funding with the largest amounts coming from Child Support Administration, FFFS, various Food Stamp Programs, the Medical Assistance Program, and TANF. State funding largely comes from the Medical Assistance Administration, Medicaid, and Protective Services.

Financial Plan Actions

- **Information Technology Services Insourcing.** In the November 2019 Plan, HRA recognized a net savings of \$2 million in Fiscal 2020 and \$4 million in Fiscal 2021 and in the outyears from the agency's conversion of externally contracted information technology services, including developers and analysts, to internal positions. The net savings reflected in this program area for Fiscal 2020 totals \$701,101 and \$1.3 million for Fiscal 2021 and in the outyears. Additional savings related to the insourcing plan are reflected in the General Administration program area. Accordingly, 60 new positions were added in Fiscal 2020 and 100 new positions in Fiscal 2021 and in the outyears. The amount saved through this insourcing plan exceeds the added cost relating to the new headcount. Increasingly, HRA has been doing more of their information technology services in-house rather than through consultants because it is less expensive. HRA plans to fill 15 positions each quarter and complete the hiring process by the end of calendar year 2020. The hiring for these positions began in July 2019 and has been on target thus far. Some of the individuals HRA previously contracted with have been, or will be, hired as HRA employees. HRA plans to do as much hiring from the contractor pool as it can and projects it will only need to look externally for the last few quarters of the hiring plan.

Issue and Concerns

- **High Number of Vacancies.** For this program area the Fiscal 2019 Adopted Budget included a budgeted headcount of 699 but year-end actuals reflected only 535 positions were filled, resulting in 164 vacancies or 24 percent. The Fiscal 2020 Adopted Budget included a budgeted headcount of 674 and the most recent actuals available, as of February 2020, reflected only 556 positions are currently filled, resulting in 118 vacancies or 18 percent. HRA should right-size the headcount and adjust the budget accordingly in this program area to be more realistic. Furthermore, given the recent vacancy levels at HRA, it is unclear why the agency needed to increase budgeted headcount for the aforementioned insourcing initiative.

Investigations and Revenue Administration

In the Investigations and Revenue Administration program area, HRA provides funding for investigations of alleged fraudulent acts against the social service programs administered by HRA, and, in some instances, the State. HRA's investigators work closely with local, State, and federal law enforcement and prosecutorial agencies.

The Office of Program Accountability (OPA), within this program area, was created in 2014 to separate the investigations and program integrity efforts from benefits program operations. OPA's mission is to ensure HRA complies with all statutory, regulatory, and contractual standards. OPA's work includes client investigations, provider investigations, claim establishment and collections, internal and external audits, quality assurance reviews, contract monitoring, Medicaid trust monitoring, regulatory compliance, and the promotion of an agency-wide culture of ethics and compliance. OPA endeavors to assure proper integrity controls are in place to assure that funds are being appropriately spent, fraud and abuse is minimized, the risk of lawsuits are mitigated or minimized, overpayments

are recovered and recouped appropriately, vendors and providers are held accountable, regulations and laws are being followed, and public confidence in the programs is maintained.

Fraud Referrals and Recoveries

OPA referral sources include mandated electronic matching for duplicates, internal matches the group programs to raise flags, a hotline, and, to a much smaller degree, other agencies. Once OPA receives referrals, they triage them – they no longer assign all cases straight to investigators – and initially filter out the “junk”. Referrals deemed worthy of further investigation are assigned to an investigator. The investigators do research using electronic tools and, if necessary, fieldwork that may include surveillance. Investigators conclude the process by calling the client in for an interview. The aim is to recover the money if it established that a benefit was wrongly paid to a client.

If it is determined that a client is not eligible for a benefit they were receiving, that benefits case is closed and OPA tries to recover the money. If the person no longer has an active benefits case, they send letters to the client and attempt to recover the money. It is very rare for cases to be referred to a District Attorney for criminal remedies. For that to be considered the case needs to involve fraud, an active misrepresentation, and a long-term issue, as there is a very small appetite for these types of cases. Overall, the OPA unit is primarily screening for eligibility but they also separately handle cases of overpayments where they review cases and collect funds, as deemed appropriate. Notably, OPA also does investigations on City residents with Medicaid coverage administered through the New York State of Health exchange program in addition to those on Medicaid that is administered by HRA. In those instances, OPA reviews the case and the file goes back to the State for a determination.

The most common issues OPA sees with Medicaid are concealed income or concealed household members and, to a lesser degree, cases relate to place of residency. OPA sees around 2,000 of these cases per year, which constitutes a very small percent of the Medicaid population administered by HRA that was approximately 1.5 million individuals at the end of 2019.¹¹⁵ The most common issues OPA sees with SNAP are concealed household members or income. In addition to recovering funds, SNAP fraud can also result in a lifetime ban from the program, unlike Medicaid that does not ban anyone. After the first violation, an individual is barred from the program for a year and if they are eventually found in violation three times, they are permanently banned from the program. Last year, HRA dealt with around 300 such cases.

Notably, as previously discussed in the State Executive Budget Highlights section, DSS Commissioner Banks sent a letter in January of this year to the New York State Department of Health suggesting additional initiatives HRA could take, with the State’s approval and assistance. The initiatives proposed would expand the agency’s Medicaid integrity work and could generate additional savings for the State to help close the Medicaid funding deficit in the State’s budget. The Commissioner has previously sent similar proposals to the State and has not heard back as yet on any of them.

As is indicated in the following table, the largest number of fraud cases HRA has successfully investigated in recent years relate to CA, but the most of recoveries are from Medicaid cases. There are both less cases and a much smaller dollar amount of recoveries for SNAP fraud. Notably, the recoveries reported below are lower than the recoveries in the PMMR, detailed at the end of this section. The key difference is the amounts reported in the following table are the actual funds HRA has recovered, and the PMMR metric also includes “cost avoidance” – these are funds HRA stopped from going out the door inappropriately but not actual money the agency has recovered.

¹¹⁵ HRA Monthly Fact Sheet, December 2019, see: https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2019/hra_facts_2019_12.pdf.

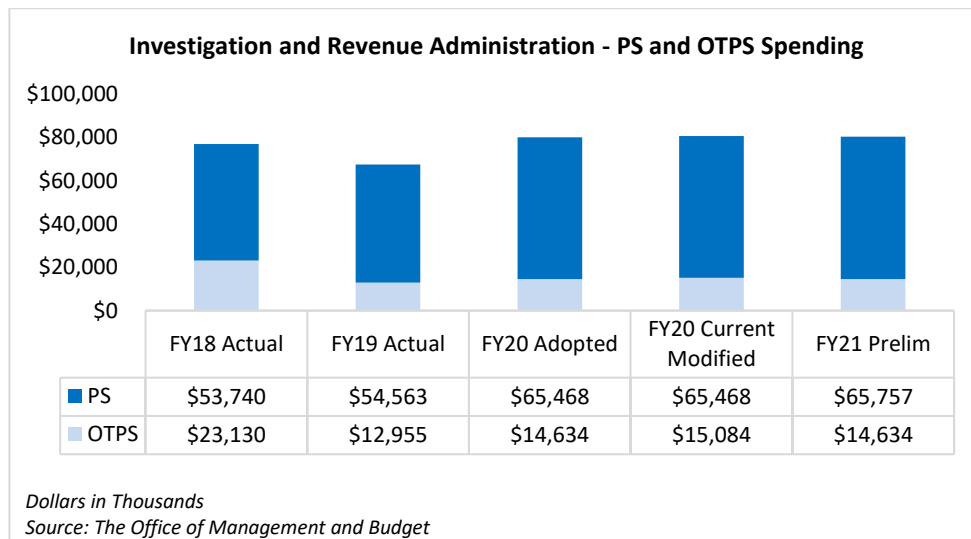
OPA Revenue Recoveries by Program

| Benefit Program | 2018 Cases * | CY 2018 Recoveries | 2019 Cases* | CY 2018 Recoveries* |
|-------------------------|---------------|----------------------|---------------|----------------------|
| CA | 17,876 | \$48,548,073 | 16,403 | \$48,382,169 |
| SNAP | 1,056 | 2,558,860 | 933 | 2,630,173 |
| MA | 9,333 | 92,490,415 | 9,763 | 121,668,678 |
| Total Recoveries | 28,265 | \$143,597,348 | 27,099 | \$172,681,020 |

* Some recoveries have multiple case types

Source: HRA

If a client believes their CA, SNAP, or Medicaid benefits have been improperly denied, reduced, or they think they are entitled to more benefits than they are receiving they can request a Fair Hearing with HRA. At a Fair Hearing, individuals can tell an Administrative Law Judge who works for OTDA why they think a decision about their case was wrong. A representative from HRA will also be there and will have a chance to explain why the HRA made that decision.¹¹⁶ HRA had indicated that in general under the current leadership, there has been a shift towards Fair Hearing avoidance and the agency attempts to resolve issues as proactively as possible. HRA has an advocate inquiry unit and is part of several working groups on the topic. When HRA finds a high volume of errors, they do staff retrainings to address the issue. HRA aims to make many efforts to resolve things upfront, which means the cases that they do end up taking are able to get more time dedicated to them and they are only the ones HRA thinks they have a good ability to defend successfully. This shift is reflected in the PMMR indicators that are detailed below.¹¹⁷

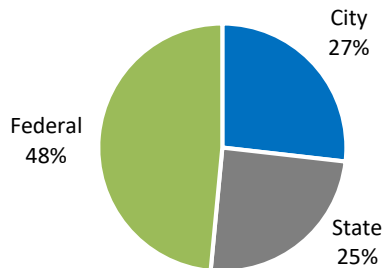


Funding for this program area in the Fiscal 2021 Preliminary Budget is \$80.4 million, a small increase of \$288,476, or less than half a percent, when compared to the Fiscal 2020 Adopted Budget. This is a planned increase from the November 2018 Plan for collective bargaining agreements with DC 37.

¹¹⁶ The Family Center, "Requesting an HRA Fair Hearing", see: <https://www.thefamilycenter.org/client-center/self-help-legal-information/requesting-an-hra-fair-hearing/>.

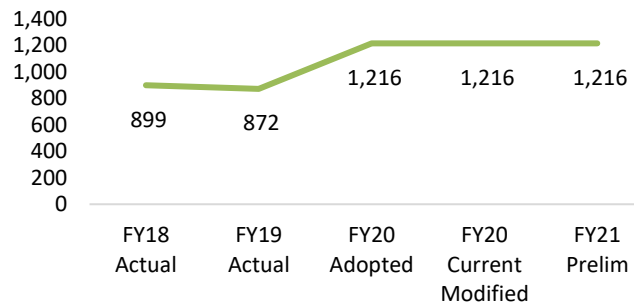
¹¹⁷ Except as otherwise noted, details about the operations of this program came from a meeting between NYC Council and HRA's Investigations and Revenue Administration program area staff, which took place on November 6, 2019. Additional information also came from subsequent follow-up emails between NYC Council Finance Division and HRA staff.

**Investigation and Revenue
Administration Funding by Source - FY21
Prelim**



Source: The Office of Management and Budget

**Investigation and Revenue Administration -
Headcount**



Source: The Office of Management and Budget

This program area is largely PS costs, which constitute 82 percent of the budget and cover a headcount of 1,216 positions, which has not changed since Adoption. HRA has indicated that these positions are largely fraud investigators, with approximately 800 currently on-staff, audit staff, quality assurance, and analytic staff. Historically, there were also some attorneys within this program area but they have been recently moved to Office of Legal Affairs.¹¹⁸ The remaining 18 percent of the budget covers OTPS costs that are for supplies and materials, other services and charges, and contractual services. There is currently one contract in this program area for computer services. This program area is 48 percent federally funded, 27 percent CTL funded, and 25 percent State funded. There are several federal funding sources with the largest contributors including FFFS, various Food Stamp programs, and the Medical Assistance Program. The State funding largely comes from the Medical Assistance Administration.

Financial Plan Actions

- Lovely H. Settlement.** In the Fiscal 2021 Preliminary Plan, there is a net increase of \$699,692 in Fiscal 2020 across various HRA program areas relating to the settlement of the Lovely H. class action lawsuit regarding reasonable accommodations. Funding in this program area was increased by \$450,000 for Fiscal 2020 for back-end technology adjustments to allow HRA to track and monitor program compliance with the settlement requirements.

Issue and Concerns

- High Number of Vacancies.** For this program area the Fiscal 2019 Adopted Budget included a budgeted headcount of 1,246 but year-end actuals reflected only 872 positions were filled, resulting in 374 vacancies or 30 percent. The Fiscal 2020 Adopted Budget included a budgeted headcount of 1,216 and the most recent actuals available, as of February 2020, reflected only 858 positions are currently filled, resulting in 358 vacancies or over 29 percent. HRA has indicated that the agency is actively working to hire investigators. HRA should right-size the headcount and adjust the budget accordingly in this program area to be more realistic.
- Unfair and Overly Punitive Investigations.** Many advocates are concerned that HRA's fraud investigations have the effect of criminalizing poverty by unfairly persecuting clients with minor infractions through flawed and, at times, unjust oversight efforts. Advocates have noted instances where benefits recipients have been misinformed by HRA staff of their eligibility or

¹¹⁸ Per HRA, from a meeting between NYC Council and HRA's Investigations and Revenue Administration program area staff that took place on November 6, 2019.

program guidelines, were not provided adequate notice or information about claims against them, where asked to provide excessive amounts of documentation to HRA, or were not provided appropriate, timely translation services. In other cases, clients with income levels just slightly over a threshold owed huge sums of money that they could not afford to pay, further pushing them into poverty. Concern regarding HRA's investigations, explored in a recent Politico article, noted instances when clients felt forced into consenting to a settlement agreement with HRA that they did not fully understand, some of which had been incorrectly determined.¹¹⁹ HRA did not formally respond to the claims in the article but indicated to the Council that many key facts were left out of the story and it was an unfair representation of what is actually a minor issue. HRA did note they combat these concerns by emphasizing customer service and training front-line staff.¹²⁰

| PMMR Indicators for Investigations and Revenue Administration | | | | | | | |
|---|----------|----------|----------|--------|------|----------------|----------|
| HRA Performance Indicators | Actual | | | Target | | 4-Month Actual | |
| | FY17 | FY18 | FY19 | FY20 | FY21 | FY19 | FY20 |
| Medicaid recoveries and cost avoidance for fraud, waste & abuse (\$000,000) | \$187.39 | \$395.67 | \$267.60 | ↑ | ↑ | \$91.42 | \$115.20 |
| Cash assistance recoveries and cost avoidance for fraud, waste and abuse (\$000,000) | \$191.40 | \$211.80 | \$207.30 | None | None | \$75.20 | \$77.00 |
| Supplemental Nutritional Assistance Program (SNAP) cost avoidance for fraud and abuse (\$000,000) | \$29.30 | \$34.90 | \$38.00 | None | None | \$13.00 | \$13.10 |
| Fair hearings requested | 247,253 | 236,156 | 226,822 | None | None | 76,306 | 79,917 |
| Fair hearings upheld (%) | 9.6% | 19.9% | 24.4% | None | None | 24.5% | 24.6% |

Source: Preliminary Mayor's Management Report

During the first four months of Fiscal 2020, HRA generated \$115.2 million in Medicaid recoveries and cost avoidance related to fraud, waste, and abuse, a \$23.8 million or 26 percent increase, when compared to the same period in Fiscal 2019. Recoveries for Fiscal 2019 decreased by \$128.1 million, or 32 percent, when compared to Fiscal 2018. HRA also generated \$77 million in CA recoveries and cost avoidance related to fraud, waste, and abuse, an increase of \$1.8 million or two percent, when comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019. CA recoveries for Fiscal 2019 decreased slightly by \$4.5 million, or two percent, when compared to Fiscal 2018. In the first four months of Fiscal 2020 HRA generated \$13.1 million in SNAP cost avoidance for fraud and abuse, an increase of \$0.1 million or one percent, when compared to the same period in Fiscal 2019. SNAP recoveries for Fiscal 2019 increased by \$3.1 million, or nine percent, when compared to Fiscal 2018. On the PMMR, HRA indicates the recent increases in recoveries in the beginning of Fiscal 2020 were due to the growing use of data-driven, caseload assignment and prioritization processes in HRA's revenue operations, continued focus on provider investigations, and cost-avoidance from determinations for ineligible applicants. Notably, HRA restated the Medicaid recoveries in the first four months of Fiscal 2019 since the PMMR was released last year – no explanation for this revision is included, the metric was previously reported at \$67.2 million.

As previously discussed, Fair Hearings requested have continued to decline in recent years – in Fiscal 2017 there were 247,253 requests, in Fiscal 2018 there were 236,156, and in Fiscal 2019 there were 226,822. On the contrary, in the first four months of Fiscal 2019 there were 76,306 requests compared to 79,917 during the same period in Fiscal 2020, an increase of 3,611 requests, or five percent. The

¹¹⁹ Eisenberg, Amanda, "HRA ensnaring low-income, immigrant New Yorkers in dubious Medicaid probes", Politico, October 16, 2019, see: <https://www.politico.com/states/new-york/city-hall/story/2019/10/08/hra-ensnaring-low-income-immigrant-new-yorkers-in-dubious-medicaid-probes-1222436?nname=new-york-playbook&nid=0000014f-1646-d88f-a1cf-5f46b74f0000&nrid=00000166-4001-dfad-a17e-7f9577580000&nliid=630317>.

¹²⁰ Per HRA, from a meeting between NYC Council and HRA's Investigations and Revenue Administration program area staff that took place on November 6, 2019.

number of fair hearings upheld has been increasing in recent years – in Fiscal 2017 it was 9.6 percent, in Fiscal 2018 it was 19.9 percent, and in Fiscal 2019 it was up to 24.4 percent. In the first four months of Fiscal 2019 24.5 percent of requests were upheld which is very similar to the 24.6 percent that were upheld in the same period in Fiscal 2020. Notably, the PMMR restates the percentage of hearings upheld in Fiscal 2018 and the first four months of Fiscal 2019 since last year – the metrics were previously reported as 12.9 percent and 14.9 percent, respectively. While no explanation was included, HRA indicated to the Council that the results were recalculated to also include the outcome of “other” in the numerator. The agency made this revision because it views those outcomes as favorable – “other” includes lack of standing and cases that were premature and not ready for a hearing. HRA plans to use this method going forward.¹²¹

Substance Abuse Services

The Substance Abuse Services program area, which HRA currently refers to as Customized Assistance Services (CAS), was created to serve individuals with barriers to employment and provides funding for direct and contracted, clinically oriented services in the areas of health, mental health, substance use, and rehabilitation. Services include substance use assessments, case management, and treatment programs for HRA clients who face barriers to employment and self-sufficiency due to substance use issues. It is important to note, the current term used in the behavioral health field to address conditions relating to substances is substance *use* disorder – substance *abuse* is no longer used, as it is pejorative. Referrals to CAS largely come from HRA Job Centers as part of the screenings done in the application and recertification processes. Other secondary referral sources include HASA centers, WeCare vendors, and other HRA employment programs. Additionally, all three-quarter housing residents relocated by the three-quarter housing taskforce receive CAS assessments. According to HRA, CAS currently serves around 8,000 clients – approximately 3,000 are in residential programs and the remaining 5,000 are in outpatient programs.

Substance Use Screening and Assessment

OTDA requires HRA to identify individuals receiving CA who need substance use services. HRA utilizes a questionnaire on substance use to screen individuals when they are applying for or recertifying their CA benefits. If the answers indicate that an individual may have a substance use disorder, the person is referred to HRA’s Specialized Application Center (located at 109 E. 16th Street in Manhattan) for a formal, in-depth assessment conducted by a licensed Substance Abuse Counselor (the official license name has not been adjusted by the State). According to HRA, the centralized case assessment program reviews around 25,000 cases each year and currently utilizes one contracted provider for this service, NADAP.¹²² The NADAP assessment contract is a three-year contract for \$19.8 million that goes through the end of Fiscal 2022.¹²³ The contract reimbursement provision is based half on cost reimbursement and half on a performance-based measure, the completion of the assessment. HRA does a solicitation every six years for this contract and then makes a selection and negotiates the final contract based on the proposals received.

If the determination of the formal assessment indicates a client has a substance use disorder, the counselors refer them to either non-intensive treatments services (less than 13 hours per week) or

¹²¹ This revision first appeared in the MMR released in the fall of 2019. Per HRA, from a meeting between NYC Council and HRA’s Investigations and Revenue Administration program area staff that took place on November 6, 2019.

¹²² NADAP, “Assessment and Referral for Substance Use Disorders”, see: <https://www.nadap.org/services/sacap/>.

¹²³ New York City Comptroller, “Checkbook NYC”, Contract ID: CT106920200002043, see: https://www.checkbooknyc.com/contracts_landing/status/A/yeartype/B/year/121?expandBottomContURL=/panel_html/contract_transactions/contract_details/agid/5427508/doctype/CT1.

intensive treatment services (more than 13 hours per week), accordingly. For each client, assessments determine the appropriate treatment modality and the individualized, mandated plan for treatment. CAS can mandate individuals to residential treatment facilities, where stays are typically up to two months and they are not allowed to leave for the first 30 days. Clients are required to comply with their treatment plans to continue to receive CA benefits and services, if a client is non-compliant their CA case can be closed, and they will lose their benefits. Individuals can be in case assessment for up to six months with individual performance milestones, until they are stabilized in treatment.

Substance Use Treatments

One approach now used by CAS, known as harm reduction treatment, is a newer modality targeted to those who have tried and failed with other types of treatment and who are not quite ready to quit substance use but want to try reducing their use. HRA refers clients to 13 different programs in the City that use this modality. The programs aim to help clients to reduce use, use more safely, and utilize safe sex practices. The ultimate goal of this approach is to get clients into a clinical program.

CAS provides case management services, through four contracted providers, to clients with substance use disorders. Case managers visit clients' homes for intake appointments and work with clients and treatment providers to keep individuals in the program. Case managers also assist clients with HRA services such as employment programs. The case management contracts are all three-year contracts that run through the end of Fiscal 2021. University Behavioral Associates serves the Bronx and their contract is for \$11.1 million.¹²⁴ The Visiting Nurse Service of New York serves Manhattan and Staten Island and their contract is for \$8.7 million.¹²⁵ NADAP serves Brooklyn and their contract is for \$11.4 million.¹²⁶ Fedcap Rehabilitation Services serves Queens and their contract is for \$3.8 million.¹²⁷ The reimbursement provision in these contracts is 70 percent cost reimbursement and 30 percent performance-based. The performance is based on five client milestones – completed substance use treatment in 90 days, received medical treatment in 90 days, received mental health treatment in 90 days, become stably employed 30/90/120 days, and stayed in the program and was awarded SSI.

HRA does not directly contract with treatment providers. They work with over 400 providers with Memorandums of Understanding (MOUs) that are renewed every four years. Currently, HRA has MOUs with 55 residential programs. HRA uses STARS (Substance Abuse Tracking and Reporting System) to make referrals to treatment providers. The programs use the system to report to HRA when clients check-in to facilities, when there is a toxicology screenings, the results of the toxicology screening, and on clients' treatment adherence level. Medicaid pays for outpatient care for CAS clients. The residential, congregate rate for inpatient care is around \$38 per day, including housing, and \$5 for

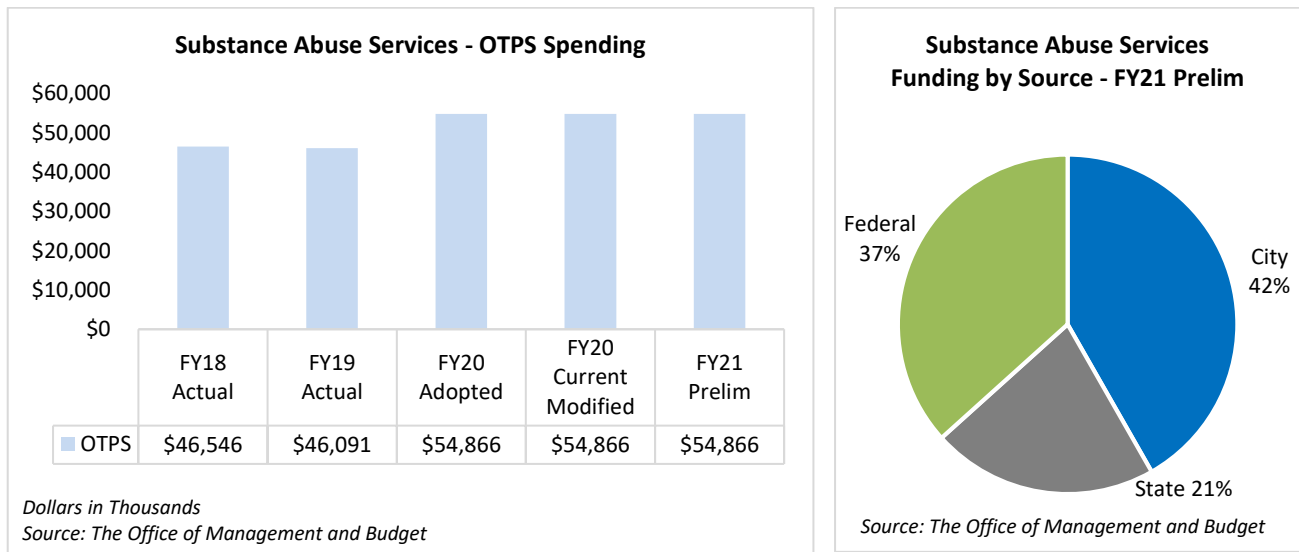
¹²⁴ New York City Comptroller, "Checkbook NYC", Contract ID: CT106920190001727, see: https://www.checkbooknyc.com/contracts_landing/status/A/yeartype/B/year/121?expandBottomContURL=/panel_html/contract_transactions//contract_details/agid/4868144/doctype/CT1.

¹²⁵ New York City Comptroller, "Checkbook NYC", Contract ID: CT106920191400637, see: https://www.checkbooknyc.com/contracts_landing/status/A/yeartype/B/year/121?expandBottomContURL=/panel_html/contract_transactions//contract_details/agid/4712009/doctype/CT1.

¹²⁶ New York City Comptroller, "Checkbook NYC", Contract ID: CT106920190001712, see: https://www.checkbooknyc.com/contracts_landing/status/A/yeartype/B/year/121?expandBottomContURL=/panel_html/contract_transactions//contract_details/agid/4845854/doctype/CT1.

¹²⁷ New York City Comptroller, "Checkbook NYC", Contract ID: CT106920190001876, see: https://www.checkbooknyc.com/contracts_landing/status/A/yeartype/B/year/121?expandBottomContURL=/panel_html/contract_transactions//contract_details/agid/4641814/doctype/CT1.

personal needs and SNAP. SNAP is federally funded, and the rest of inpatient care costs are funded through a combination of CTL and State sources. HRA partners with DOHMH on inpatient programs.¹²⁸



For this program area the Fiscal 2021 Preliminary Budget totals \$54.9 million and has not changed since Adoption. This program area is entirely comprised of OTPS costs, which are comprised of social services and contractual services. Contractual services, totaling \$24.5 million, are comprised of 12 contracts for Employment Services. Funding for this program is 42 percent CTL, 37 percent federal, and 21 percent State. Federal funding largely comes from TANF, FFFS, and the Medical Assistance Program. State funding comes from the Medical Assistance Administration and Safety Net.

Issue and Concerns

- Budget Transparency.** None of the headcount for CAS is currently budgeted in the CAS program area. The CAS Substance Monitoring and Planning Unit has a staff of five. There are 185 additional budgeted positions for CAS staff that provide client services – relating to mental health, rehabilitation, supportive housing, and disability services – and administration and program facilitation. The 190 positions are included across three budget codes in the Employment Services Administration program area. Additionally, there are 98 positions in another budget code in the Employment Services Administration program area for staff that manages the placement and oversight of clients in State-licensed residential treatment programs, these positions are further classified as part of the FIA program that falls under the Public Assistance and Employment Administration program area. This misalignment between budget classifications and actual programmatic functions reduces budget transparency and limits external oversight. HRA has indicated that the reason why they budget CAS headcount this way is that substance use screening and evaluation is pursuant to a State requirement for employability determinations. Nevertheless, this budgeting practice obfuscates the link between actual program operations and fiscal reporting.

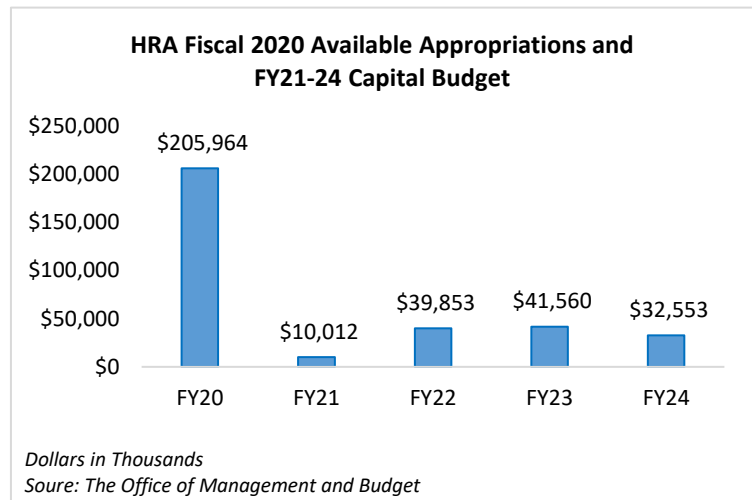
¹²⁸ Expect where otherwise noted, details about the operations of this program came from a meeting between NYC Council and CAS program area staff, which took place on October 28, 2019. Additional information also came from subsequent follow-up emails between NYC Council Finance Division and HRA staff.

Capital Plan Overview

On January 16, 2020, the Mayor released the Preliminary Capital Commitment Plan for Fiscal 2020-2024 (the Preliminary Commitment Plan) and the Fiscal 2021-2024 Preliminary Capital Budget (the Preliminary Capital Budget). The following section provides an overview of both for HRA. Each of these documents should support the proper execution of the City's capital projects, as well as meet its infrastructure goals. Below we will examine to what extent this is occurring, where improvements need to be made, and the overall feasibility of HRA's capital program.

Preliminary Capital Budget for Fiscal 2021-2024

The Preliminary Capital Budget provides the estimated need for new appropriations for Fiscal 2021 along with projections for the subsequent three-year capital program. Appropriations represent the legal authority to spend capital dollars and are what the Council votes on at Adoption. As shown in the adjacent chart, HRA's Fiscal 2021 Preliminary Capital Budget proposes new appropriations of \$10 million in Fiscal 2021, and \$114 million in Fiscal 2022 through Fiscal 2024. HRA's Preliminary Capital Budget is less than one percent of the City's total \$53.9 billion Preliminary Capital Budget for 2021-2024. Appropriations for Fiscal 2020 total \$206 million. This includes \$121.3 million in reauthorized prior appropriations and \$84.6 million in authorized Fiscal 2020 appropriations.¹²⁹ There is a very sharp drop in appropriations after Fiscal 2020 because HRA is frontloading funding and not accurately planning for each fiscal year. It is highly unlikely that the agency will spend down the full \$206 million in Fiscal 2020, and there will likely be a significant amount of it rolled over into Fiscal 2021.



¹²⁹ Appropriations for Fiscal 2020 are calculated by summing the available appropriations listed in the commitment plan with actual commitments to date. Because commitments to date excludes inter-fund agreements (IFA), this figure may be slightly lower than the total appropriations for Fiscal 2020. In addition, a very small portion of the difference between appropriations and planned commitments are necessary to fund IFA, which are excluded from this planned commitment figure.

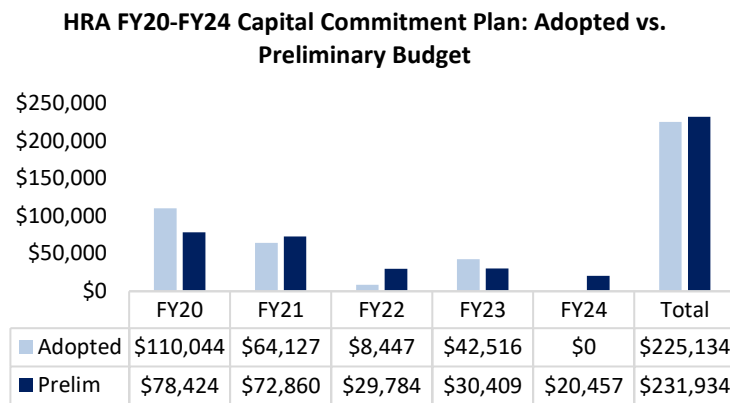
Preliminary Capital Commitment Plan for Fiscal 2020-2024

The City's Preliminary Commitment Plan for Fiscal 2020-2024 details the Administration's plan to spend the capital appropriations. The Preliminary Commitment Plan provides project-level funding detail, an estimate of expenditure dates, and shows project schedules.

HRA's Preliminary Commitment Plan includes \$231.9 million in Fiscal 2020-2024, as shown in the adjacent graph. This represents less than one percent of the City's total \$85.5 billion Commitment Plan. HRA's Preliminary Commitment Plan has increased by \$6.8 million, or three percent, when compared to the Adopted Commitment Plan.

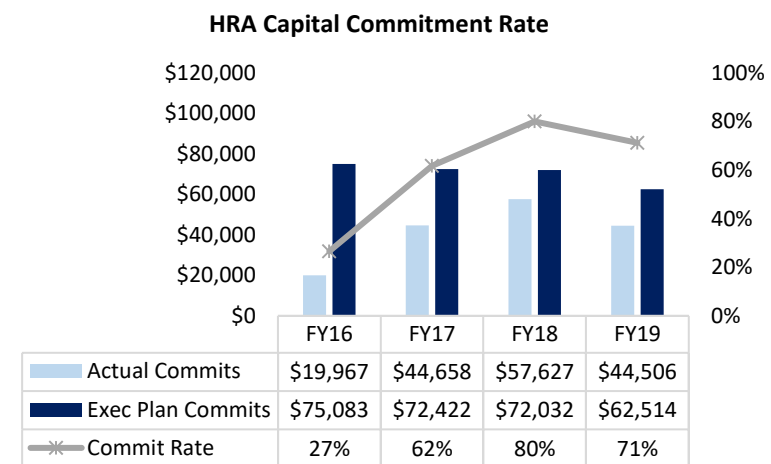
The total appropriations for HRA in Fiscal 2020 are \$206 million against planned commitments totaling \$78.4 million. This imbalance gives the agency considerable flexibility within the capital plan. Unlike some other agencies, HRA has not yet presented a Preliminary Commitment Plan that schedules a realistic level of planned commitments across all years of the plan. The Preliminary Commitment Plan shows outyear totals that are less than actual commitments made in recent years as well as Fiscal 2020 and Fiscal 2021 levels that may be too high. HRA's Preliminary Commitment Plan schedules approximately 34 percent in Fiscal 2020, 31 percent in Fiscal 2021, and 13 percent or less each fiscal year thereafter.

The adjacent chart displays HRA's capital commitment plan as of the Fiscal 2016-2019 Executive Budget and the actual commitments in the corresponding fiscal years. The chart also shows the capital commitment rate, which is the percentage of the capital plan committed per fiscal year. In Fiscal 2019, HRA committed 71 percent of their planned commitments or \$44.5 million dollars. This is less than their Fiscal 2018 commitment rate of 80 percent and a step back after last year's improvement, as shown in the chart.



Dollars in Thousands

Source: The Office of Management and Budget



Dollars in Thousands

Source: The Office of Management and Budget

HRA's Preliminary Commitment Plan includes 68 budget lines and 171 project IDs. There is one budget line relating the purchase of equipment for HRA, three lines related to improvements of structures used by DSS, one line for private branch exchange, one line related to computer equipment, one related to communication system development, and the remaining 62 lines predominately relate to Council discretionary projects. Below is an update on projects included in the Preliminary Capital Plan.

Computer Upgrades. HRA allocated \$100.8 million over the four years of the Preliminary Commitment Plan towards technology and system upgrades. Technology projects include: data and document storage; automation of production, translation, and distribution of HRA forms and communications to clients; POS (Paperless Office System) streamlining to increase the efficiency of case manager documentation during the client interview process; improvements to the back-end case workflow system, WTS (Work Tracking System); improvement to WeCARE (Wellness, Comprehensive Assessment Rehabilitation and Employment), the case management system for cash assistance clients; re-engineering of hardware and software systems relating to SNAP administration; and IDNYC systems enhancements. Key large projects are detailed below.

- Fair Fares: HRA commits \$16.9 million for the expansion of its systems used to administer and track the Fair Fares program. Several stages have been already been completed, including the feature that went live at the end of January 2020 to accept applications from all qualifying low-income NYC residents. The project adds further front and back-end functionality.
- Server Upgrades: The Refresh 2 Storage and Refresh 3 Storage projects commit \$12.1 million to upgrade servers.
- Electronic Funds Transfer for Landlords: HRA commits \$10 million for the new Landlord Management System that will allow it to make direct electronic payments to landlords accepting payment from its rental assistance programs, replacing the current paper check system. The project started on November 1, 2019 and it expected to take 18 months to complete, with implementation anticipated in May 2021.

Improvements to HRA Facilities. HRA allocated \$96.5 million over the four years of the Preliminary Commitment Plan towards design and construction improvements to structures used by HRA. Construction projects in the Plan include: upgrades at 400 8th Avenue in midtown Manhattan; construction at 102-50 Foster Ave in Brooklyn to accommodate the relocation of HRA IT facilities into this new warehouse space; façade restoration at seven Domestic Violence shelter sites; interior improvements to 109 East 16th Street site in Manhattan, which includes a public job center; and construction at 165 East 125th Street in Manhattan to accommodate space reorganization and programs that will be relocating to that location. Key large projects are detailed below.

- East New York Office (2440 Fulton Street, Brooklyn): HRA commits \$34.9 million in Fiscal 2023 and Fiscal 2024 to cover the renovation of new office space for HRA operations. HRA currently has a large site at 250 Livingston Street in Brooklyn that will be closing because the landlord did not want to renew the lease. The landlord did agree to a short-term lease renewal of 10 years, with an option to terminate the lease at five years. This site currently houses operations for several HRA program areas and is not a client-service site. Along with other city agencies, HRA will be moving into a new building in the East New York neighborhood of Brooklyn. HRA estimates there will be an executive lease in place by the middle of calendar year 2021 and that construction on the new site will be completed by the end of calendar year 2024. Currently, HRA is expecting to move into the new space in the middle of 2025. Based on the current project schedule for the East New York site and the short-term lease renewal, HRA staff can remain at 250 Livingston until the move.
- Brownsville Community Center: HRA commits \$22.2 million in Fiscal 2020 and Fiscal 2021 for renovations costs relating to the Lower East Side Girls Club moving into the Brownsville Community Center.

Communication Systems Development. HRA allocated \$13.9 million over the four years of the Preliminary Commitment Plan towards the development of communication systems. Telecommunication projects in the Plan include telecommunication systems upgrades; wireless access infrastructure; routing switches; and network upgrades. Key large projects are detailed below.

- Cash Assistance-On Demand: HRA commits \$3.6 million to buildout the technology needed to allow for on-demand phone interviews for cash assistance clients who submit applications electronically through ACCESS HRA, subject to State approval. HRA is working on the project scope and timeline and expects the project to take 24 months.
- HRA One Number: HRA commits \$2.8 million to create a single phone number that clients can call to be automatically transferred, through voice prompts, to different program areas. The HRA One Number project, also known as an interactive voice response system, is expected to be available to clients in late calendar year 2021.

Vehicles. HRA allocated \$2.3 million over the four years of the Preliminary Commitment Plan towards the purchase of motor vehicles, including vans, trucks, and refrigerated trucks. These vehicles are used for outreach, food delivery, and wheelchair accessible transportation. HRA has an internal rule that all vans purchased must accommodate at least 10 people and must be ADA compliant. HRA expects that it will still be able to fund its typical vehicle purchases through its capital budget when the capital rules change in Fiscal 2021 as it does not typically acquire vehicles that cost less than the revised \$50,000 minimum.

Appendices

A. Budget Actions in the November and the Preliminary Plans

| <i>Dollars in Thousands</i> | FY20 | | | FY21 | | |
|--|--------------------|--------------------|---------------------|--------------------|--------------------|---------------------|
| | City | Non-City | Total | City | Non-City | Total |
| HRA Budget as of the Adopted FY20 Budget | \$7,965,783 | \$2,291,212 | \$10,256,995 | \$7,801,015 | \$2,282,707 | \$10,083,722 |
| New Needs | | | | | | |
| Fair Fares | \$0 | \$0 | \$0 | \$106,000 | \$0 | \$106,000 |
| Funding for the Indirect Cost Rate Initiative | 5,455 | 0 | 5,455 | 5,455 | 0 | 5,455 |
| Legal Pay Parity | 3,667 | 0 | 3,667 | 3,667 | 0 | 3,667 |
| Tenant Protection Outreach | 2,832 | 0 | 2,832 | 1,283 | 0 | 1,283 |
| Subtotal, New Needs | \$11,954 | \$0 | \$11,954 | \$116,405 | \$0 | \$116,405 |
| Citywide Savings Programs | | | | | | |
| Fringe Benefits Reimbursement | (\$7,000) | \$0 | (\$7,000) | \$0 | \$0 | \$0 |
| Information Technology Services Insourcing | (1,000) | 0 | (1,000) | (2,000) | 0 | (2,000) |
| Subtotal, Citywide Savings Programs | (\$8,000) | \$0 | (\$8,000) | (\$2,000) | \$0 | (\$2,000) |
| Other Adjustments | | | | | | |
| HEAP Federal Revenue | \$0 | \$1,099 | \$1,099 | \$0 | \$0 | \$0 |
| Adult Literacy - MOIA | 1,359 | 0 | 1,359 | 0 | 0 | 0 |
| Agency Phone Plan Review | (36) | (35) | (71) | (73) | (69) | (142) |
| Homeless Services Federal Grant | 0 | 404 | 404 | 0 | 0 | 0 |
| Collective Bargaining | 799 | 710 | 1,509 | 1,109 | 1,025 | 2,134 |
| SNAP and Other Food Assistance Federal Revenue | 0 | 6,607 | 6,607 | 0 | (338) | (338) |
| Fringe Benefits Adjustment | 7,000 | 0 | 7,000 | 0 | 0 | 0 |
| Solutions to End Homelessness Program Federal Revenue | 0 | 900 | 900 | 0 | 0 | 0 |
| Technical Adjustments | (47) | 41 | (6) | (38) | (10) | (47) |
| HASA Mod with DHS for FY20 | 0 | 2,900 | 2,900 | 0 | 0 | 0 |
| Home Stat Staff Transfer | 166 | 0 | 166 | 166 | 0 | 166 |
| HRA Solix Need | 0 | 144 | 144 | 0 | 0 | 0 |
| Information Technology Services Insourcing | 0 | (1,003) | (1,003) | 0 | (2,020) | (2,020) |
| Lead Testing | 0 | 1,000 | 1,000 | 0 | 0 | 0 |
| OCSS Federal Revenue | 0 | 3,557 | 3,557 | 0 | 0 | 0 |
| OEO Funding Adjustment | (1,325) | 0 | (1,325) | 0 | 0 | 0 |
| Paper Check Reform | 0 | 0 | 0 | (4,700) | 0 | (4,700) |
| Revenue Mod Funding BC 9910 | 0 | 401 | 401 | 0 | 0 | 0 |
| Empire State Supportive Housing Initiative State Revenue | 0 | 496 | 496 | 0 | 0 | 0 |
| SSO CAPS Grant | 0 | 453 | 453 | 0 | 0 | 0 |
| YMI Funding Adjustment | (1,877) | 0 | (1,877) | (310) | 0 | (310) |
| City Council Member Items | 1,826 | 0 | 1,826 | 0 | 0 | 0 |
| Lovely H Class Action | 0 | 700 | 700 | 0 | 0 | 0 |
| Lease Adjustment | 356 | 666 | 1,022 | 0 | 0 | 0 |
| Scattered Site Revenue | 0 | 3,718 | 3,718 | 0 | 3,718 | 3,718 |
| Subtotal, Other Adjustments | \$8,219 | \$22,757 | \$30,976 | (\$3,845) | \$2,305 | (\$1,540) |
| TOTAL, All Changes | \$12,173 | \$22,757 | \$34,931 | \$110,560 | \$2,305 | \$112,865 |
| HRA Budget as of the Preliminary FY21 Budget | \$7,977,956 | \$2,313,969 | \$10,291,925 | \$7,911,574 | \$2,285,012 | \$10,196,586 |

Source: The Office of Management and Budget

B. HRA Total Expense Budget – Breakdown by PS and OTPS

| HRA Expense Budget | | | | | | |
|------------------------------|--------------------|---------------------|---------------------|-------------------------|---------------------|--------------------|
| | FY18 | FY19 | FY20 | Preliminary Plan | | *Difference |
| <i>Dollars in Thousands</i> | Actual | Actual | Adopted | FY20 | FY21 | FY20-FY21 |
| Personal Services | \$804,565 | \$821,041 | \$878,414 | \$883,618 | \$890,633 | \$12,220 |
| Other Than Personal Services | 9,099,448 | 9,422,066 | 9,378,580 | 9,408,306 | 9,305,952 | (72,628) |
| TOTAL | \$9,904,013 | \$10,243,107 | \$10,256,994 | \$10,291,925 | \$10,196,586 | (\$60,409) |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

C. HRA Contract Budget

| HRA FY21 Preliminary Contract Budget | | | | |
|---|-------------------------|--------------------------------|-----------------------------|--------------------------------|
| <i>Dollars in Thousands</i> | | | | |
| Category | FY20 Adopted | Number of Contracts | FY21 Preliminary | Number of Contracts |
| AIDS Services | \$178,431 | 72 | \$190,042 | 72 |
| Bank Charges - Public Assistance Accounts | 124 | 4 | 124 | 4 |
| Cleaning Services | 8,846 | 101 | 8,822 | 102 |
| Contractual Services - General | 25,505 | 87 | 23,178 | 101 |
| Data Processing Equipment Maintenance | 18,657 | 52 | 18,657 | 53 |
| Employment Services | 150,164 | 74 | 153,003 | 74 |
| Home Care Services | 90,903 | 118 | 90,903 | 118 |
| Homeless Family Services | 256,071 | 143 | 246,097 | 80 |
| Maintenance and Repairs - General | 1,505 | 101 | 1,505 | 101 |
| Maintenance and Repairs - Motor Vehicle Equip | 2 | 1 | 2 | 1 |
| Non-Grant Charges | 40,008 | 68 | 40,131 | 65 |
| Office Equipment Maintenance | 3,152 | 165 | 3,152 | 171 |
| Printing Services | 458 | 46 | 458 | 47 |
| Prof. Services - Accounting Services | 35 | 8 | 35 | 8 |
| Prof. Services - Computer Services | 30,654 | 7 | 7,582 | 8 |
| Prof. Services - Engineering and Architectural Services | 702 | 7 | 702 | 7 |
| Prof. Services - Legal Services | 287 | 6 | 287 | 6 |
| Prof. Services - Other | 11,492 | 20 | 2,458 | 21 |
| Protective Services For Adults | 25,698 | 10 | 25,795 | 10 |
| Security Services | 22,756 | 103 | 20,648 | 104 |
| Telecommunications Maintenance | 3,459 | 52 | 3,317 | 53 |
| Temporary Services | 4,742 | 9 | 4,742 | 11 |
| Training Program for City Employees | 2,562 | 21 | 1,562 | 22 |
| Transportation Services | 2,662 | 21 | 2,662 | 22 |
| TOTAL | \$878,874 | 1,296 | \$845,864 | 1,261 |

D. HRA Program Budgets

HIV and AIDS Services

| HIV and AIDS Services | | | | | | |
|-------------------------------------|------------------------|------------------------|-------------------------|-------------------------|------------------|----------------------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
| | | | | FY20 | FY21 | |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$59,747 | \$61,418 | \$65,217 | \$65,217 | \$65,703 | \$486 |
| Other Salaried and Unsalariated | 48 | 0 | 0 | 0 | 0 | 0 |
| Additional Gross Pay | 7,955 | 8,683 | 531 | 531 | 531 | 0 |
| Overtime - Civilian | 1,596 | 1,692 | 661 | 661 | 661 | 0 |
| Fringe Benefits | 0 | 0 | 1 | 1 | 1 | 0 |
| Subtotal | \$69,346 | \$71,793 | \$66,410 | \$66,410 | \$66,896 | \$486 |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$1 | \$11 | \$20 | \$19 | \$20 | \$0 |
| Property and Equipment | 106 | 59 | 110 | 112 | 110 | 0 |
| Other Services and Charges | 0 | 0 | 277 | 277 | 277 | 0 |
| Social Services | 59,450 | 53,505 | 16,423 | 33,941 | 16,423 | 0 |
| Contractual Services | 159,742 | 180,004 | 179,012 | 178,902 | 190,624 | 11,612 |
| Subtotal | \$219,299 | \$233,579 | \$195,843 | \$213,250 | \$207,454 | \$11,612 |
| TOTAL | \$288,644 | \$305,372 | \$262,253 | \$279,661 | \$274,350 | \$12,097 |
| Funding | | | | | | |
| City Funds | | | \$127,551 | \$135,441 | \$135,843 | \$8,292 |
| State | | | 54,474 | 62,817 | 59,945 | 5,470 |
| Federal - Other | | | 80,227 | 78,502 | 78,562 | (1,665) |
| Intra-city | | | 0 | 2,900 | 0 | 0 |
| TOTAL | | | \$262,253 | \$279,661 | \$274,350 | \$12,097 |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 1,243 | 1,215 | 1,336 | 1,336 | 1,336 | 0 |
| TOTAL | 1,243 | 1,215 | 1,336 | 1,336 | 1,336 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Legal Services

| Legal Services | | | | | | |
|-------------------------------------|------------------------|------------------------|-------------------------|-------------------------|------------------|----------------------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
| | | | | FY20 | FY21 | |
| Spending | | | | | | |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$0 | \$0 | \$10,928 | \$0 | \$0 | (\$10,928) |
| Other Services and Charges | 7,159 | 8,835 | 766 | 13,366 | 3,667 | 2,901 |
| Contractual Services | 113,818 | 152,720 | 180,710 | 184,333 | 170,331 | (10,379) |
| TOTAL | \$120,977 | \$161,555 | \$192,405 | \$197,699 | \$173,999 | (\$18,406) |
| Funding | | | | | | |
| City Funds | | | \$149,260 | \$154,554 | \$126,599 | (\$22,660) |
| Federal - Other | | | 40,021 | 40,021 | 44,275 | 4,254 |
| Intra-city | | | 3,125 | 3,125 | 3,125 | 0 |
| TOTAL | | | \$192,405 | \$197,699 | \$173,999 | (\$18,406) |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL | 0 | 0 | 0 | 0 | 0 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Food Assistance Programs

| Food Assistance Programs <i>Dollars in Thousands</i> | | | | | | |
|--|------------------------|------------------------|-------------------------|-------------------------|-----------------|----------------------------------|
| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
| | | | | FY20 | FY21 | |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$286 | \$255 | \$75 | \$75 | \$75 | \$0 |
| Additional Gross Pay | 0 | 0 | 0 | 0 | 0 | 0 |
| Overtime - Civilian | 0 | 1 | 0 | 0 | 0 | 0 |
| Subtotal | \$286 | \$256 | \$75 | \$75 | \$75 | \$0 |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$15,971 | \$15,100 | \$16,942 | \$17,042 | \$16,942 | \$0 |
| Contractual Services | 3,896 | 6,156 | 3,957 | 4,219 | 3,220 | (737) |
| Subtotal | \$19,867 | \$21,257 | \$20,898 | \$21,261 | \$20,161 | (\$737) |
| TOTAL | \$20,153 | \$21,513 | \$20,973 | \$21,336 | \$20,236 | (\$737) |
| Funding | | | | | | |
| City Funds | | | \$18,085 | \$18,085 | \$17,348 | (\$737) |
| Federal - Other | | | 2,888 | 3,251 | 2,888 | 0 |
| TOTAL | | | \$20,973 | \$21,336 | \$20,236 | (\$737) |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 2 | 2 | 1 | 1 | 1 | 0 |
| TOTAL | 2 | 2 | 1 | 1 | 1 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Food Stamp Operations

| Food Stamp Operations <i>Dollars in Thousands</i> | | | | | | |
|---|------------------------|------------------------|-------------------------|-------------------------|-----------------|----------------------------------|
| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
| | | | | FY20 | FY21 | |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$62,787 | \$61,047 | \$63,646 | \$63,646 | \$64,068 | \$422 |
| Other Salaried and Unsalariated | 1,056 | 26 | 0 | 0 | 0 | 0 |
| Additional Gross Pay | 3,719 | 4,201 | 0 | 0 | 0 | 0 |
| Overtime - Civilian | 5,516 | 5,892 | 2,173 | 2,173 | 2,173 | 0 |
| Subtotal | \$73,077 | \$71,166 | \$65,819 | \$65,819 | \$66,241 | \$422 |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$552 | \$451 | \$1,045 | \$1,807 | \$1,045 | \$0 |
| Property and Equipment | 15 | 416 | 2 | 343 | 2 | 0 |
| Other Services and Charges | 5,571 | 5,454 | 5,658 | 5,686 | 5,658 | 0 |
| Contractual Services | 1,396 | 3,509 | 3,519 | 8,660 | 477 | (3,042) |
| Subtotal | \$7,535 | \$9,830 | \$10,223 | \$16,496 | \$7,182 | (\$3,042) |
| TOTAL | \$80,612 | \$80,996 | \$76,042 | \$82,315 | \$73,423 | (\$2,620) |
| Funding | | | | | | |
| City Funds | | | \$34,776 | \$34,776 | \$35,050 | \$274 |
| State | | | 2,981 | 2,981 | 2,985 | 4 |
| Federal - Other | | | 38,285 | 44,530 | 35,388 | (2,897) |
| Intra-city | | | 0 | 28 | 0 | 0 |
| TOTAL | | | \$76,042 | \$82,315 | \$73,423 | (\$2,620) |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 1,495 | 1,342 | 1,396 | 1,396 | 1,396 | 0 |
| TOTAL | 1,495 | 1,342 | 1,396 | 1,396 | 1,396 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Medicaid Eligibility and Administration

| Medicaid - Eligibility and Administration | | | | | | |
|--|------------------------|------------------------|-------------------------|-------------------------|------------------|----------------------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
| | | | | FY20 | FY21 | |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$47,121 | \$51,619 | \$70,043 | \$70,048 | \$70,519 | \$476 |
| Other Salaried and Unsalariated | 1,001 | 92 | 95 | 95 | 95 | 0 |
| Additional Gross Pay | 3,151 | 3,776 | 1,334 | 1,334 | 1,334 | 0 |
| Overtime - Civilian | 4,039 | 4,331 | 3,723 | 3,723 | 3,723 | 0 |
| Subtotal | \$55,313 | \$59,817 | \$75,195 | \$75,200 | \$75,671 | \$476 |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$544 | \$1,221 | \$6,080 | \$1,640 | \$6,080 | \$0 |
| Property and Equipment | 112 | 46 | 140 | 140 | 140 | 0 |
| Other Services and Charges | 13,574 | 21,769 | 22,928 | 23,157 | 22,928 | 0 |
| Contractual Services | 10,660 | 10,332 | 4,865 | 9,305 | 4,386 | (479) |
| Subtotal | \$24,890 | \$33,368 | \$34,013 | \$34,242 | \$33,534 | (\$479) |
| TOTAL | \$80,203 | \$93,185 | \$109,208 | \$109,442 | \$109,205 | (\$3) |
| Funding | | | | | | |
| City Funds | | | \$865 | \$865 | \$865 | \$0 |
| State | | | 57,448 | 57,577 | 57,436 | (12) |
| Federal - Other | | | 50,896 | 51,001 | 50,905 | 9 |
| TOTAL | | | \$109,208 | \$109,442 | \$109,205 | (\$3) |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 1,073 | 1,114 | 1,404 | 1,404 | 1,404 | 0 |
| TOTAL | 1,073 | 1,114 | 1,404 | 1,404 | 1,404 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Medicaid and Homecare

| Medicaid and Homecare | | | | | | |
|-------------------------------------|------------------------|------------------------|-------------------------|-------------------------|--------------------|----------------------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
| | | | | FY20 | FY21 | |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$22,616 | \$22,784 | \$29,963 | \$30,064 | \$30,175 | \$212 |
| Additional Gross Pay | 1,797 | 2,054 | 2,512 | 2,512 | 2,512 | 0 |
| Overtime - Civilian | 234 | 424 | 138 | 138 | 138 | 0 |
| Subtotal | \$24,648 | \$25,261 | \$32,612 | \$32,713 | \$32,824 | \$212 |
| Other Than Personal Services | | | | | | |
| Other Services and Charges | \$0 | \$0 | \$350 | \$350 | \$350 | \$0 |
| Social Services | 5,904,030 | 6,044,927 | 5,823,849 | 5,823,849 | 5,823,849 | 0 |
| Contractual Services | 30,727 | 37,327 | 90,903 | 90,903 | 90,903 | 0 |
| Subtotal | \$5,934,757 | \$6,082,253 | \$5,915,103 | \$5,915,103 | \$5,915,103 | \$0 |
| TOTAL | \$5,959,405 | \$6,107,515 | \$5,947,715 | \$5,947,816 | \$5,947,927 | \$212 |
| Funding | | | | | | |
| City Funds | | | \$5,812,625 | \$5,812,625 | \$5,812,625 | \$0 |
| State | | | 82,195 | 82,248 | 82,305 | 110 |
| Federal - Other | | | 52,895 | 52,944 | 52,997 | 102 |
| TOTAL | | | \$5,947,715 | \$5,947,816 | \$5,947,927 | \$212 |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 421 | 438 | 706 | 706 | 706 | 0 |
| TOTAL | 421 | 438 | 706 | 706 | 706 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Public Assistance Grants

| Public Assistance Grants <i>Dollars in Thousands</i> | | | | | | |
|--|------------------------|------------------------|-------------------------|-------------------------|--------------------|----------------------------------|
| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
| | | | | FY20 | FY21 | |
| Spending | | | | | | |
| Other Than Personal Services | | | | | | |
| Social Services | 1,643,817 | 1,554,437 | 1,651,250 | 1,641,250 | 1,650,950 | (300) |
| TOTAL | \$1,643,817 | \$1,554,437 | \$1,651,250 | \$1,641,250 | \$1,650,950 | (\$300) |
| Funding | | | | | | |
| City Funds | | | \$855,804 | \$848,704 | \$855,591 | (\$213) |
| State | | | 316,823 | 313,923 | 316,736 | (87) |
| Federal - Other | | | 478,623 | 478,623 | 478,623 | 0 |
| TOTAL | | | \$1,651,250 | \$1,641,250 | \$1,650,950 | (\$300) |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL | 0 | 0 | 0 | 0 | 0 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Public Assistance Support Grants

| Public Assistance Support Grants <i>Dollars in Thousands</i> | | | | | | |
|--|------------------------|------------------------|-------------------------|-------------------------|------------------|----------------------------------|
| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
| | | | | FY20 | FY21 | |
| Spending | | | | | | |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$16 | \$140 | \$6,293 | \$5,151 | \$7,446 | \$1,153 |
| Fixed and Misc. Charges | 2 | 0 | 0 | 0 | 0 | 0 |
| Property and Equipment | 94 | 97 | 0 | 100 | 0 | 0 |
| Other Services and Charges | 6,169 | 5,010 | 60,920 | 4,387 | 46,778 | (14,142) |
| Social Services | 188,968 | 286,391 | 163,137 | 214,540 | 163,305 | 168 |
| Contractual Services | 57,147 | 93,637 | 88,233 | 100,843 | 89,509 | 1,277 |
| TOTAL | \$252,397 | \$385,275 | \$318,583 | \$325,022 | \$307,038 | (\$11,545) |
| Funding | | | | | | |
| City Funds | | | \$223,785 | \$229,324 | \$212,240 | (\$11,545) |
| State | | | 29,155 | 29,155 | 29,155 | 0 |
| Federal - Other | | | 65,211 | 66,111 | 65,211 | 0 |
| Intra-city | | | 432 | 432 | 432 | 0 |
| TOTAL | | | \$318,583 | \$325,022 | \$307,038 | (\$11,545) |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL | 0 | 0 | 0 | 0 | 0 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Subsidized Employment and Job-Related Training

| Subsidized Employment and Job Training | | | | | | |
|---|------------------|------------------|------------------|-------------------------|------------------|--------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 | FY19 | FY20 | Preliminary Plan | | *Difference |
| | Actual | Actual | Adopted | FY20 | FY21 | FY20-FY21 |
| Spending | | | | | | |
| Other Than Personal Services | | | | | | |
| Other Services and Charges | \$0 | \$0 | \$106,000 | \$87,300 | \$106,000 | \$0 |
| Social Services | 107,107 | 107,702 | 125,851 | 126,471 | 127,238 | 1,387 |
| TOTAL | \$107,107 | \$107,702 | \$231,851 | \$213,771 | \$233,238 | \$1,387 |
| Funding | | | | | | |
| City Funds | | | \$185,258 | \$167,178 | \$186,645 | \$1,387 |
| State | | | 3,924 | 3,924 | 3,924 | 0 |
| Federal - Other | | | 42,669 | 42,669 | 42,669 | 0 |
| TOTAL | | | \$231,851 | \$213,771 | \$233,238 | \$1,387 |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL | 0 | 0 | 0 | 0 | 0 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

General Administration

| General Administration | | | | | | |
|-------------------------------------|------------------|------------------|------------------|-------------------------|------------------|--------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 | FY19 | FY20 | Preliminary Plan | | *Difference |
| | Actual | Actual | Adopted | FY20 | FY21 | FY20-FY21 |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$190,003 | \$190,196 | \$224,549 | \$226,140 | \$228,143 | \$3,593 |
| Other Salaried and Unsalaries | 182 | 1,039 | 61 | 61 | 61 | 0 |
| Additional Gross Pay | 6,897 | 8,370 | 3,984 | 3,984 | 3,984 | 0 |
| Overtime - Civilian | 3,507 | 3,548 | (1,584) | (1,584) | (1,584) | 0 |
| P.S. Other | (41) | (23) | 0 | 0 | 0 | 0 |
| Fringe Benefits | 661 | 661 | 849 | 849 | 849 | 0 |
| Amounts to be Scheduled | 0 | 0 | 5 | 5 | 5 | 0 |
| Subtotal | \$201,210 | \$203,790 | \$227,864 | \$229,454 | \$231,457 | \$3,593 |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$14,428 | \$13,428 | \$15,854 | \$13,631 | \$15,854 | \$0 |
| Fixed and Misc. Charges | 344 | 284 | 247 | 247 | 247 | 0 |
| Property and Equipment | 2,814 | 1,789 | 1,609 | 3,610 | 1,538 | (71) |
| Other Services and Charges | 122,638 | 130,848 | 156,651 | 138,992 | 158,531 | 1,880 |
| Contractual Services | 96,108 | 96,394 | 64,400 | 78,523 | 60,699 | (3,701) |
| Subtotal | \$236,331 | \$242,743 | \$238,761 | \$235,003 | \$236,870 | (\$1,891) |
| TOTAL | \$437,541 | \$446,534 | \$466,625 | \$464,458 | \$468,327 | \$1,702 |
| Funding | | | | | | |
| City Funds | | | \$234,879 | \$230,559 | \$236,429 | \$1,549 |
| State | | | 74,547 | 74,700 | 75,148 | 602 |
| Federal - Community Development | | | 0 | 1,144 | 0 | 0 |
| Federal - Other | | | 153,745 | 154,601 | 153,296 | (449) |
| Intra-city | | | 3,454 | 3,454 | 3,454 | 0 |
| TOTAL | | | \$466,625 | \$464,458 | \$468,327 | \$1,702 |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 2,885 | 2,890 | 2,324 | 2,330 | 2,324 | 0 |
| TOTAL | 2,885 | 2,890 | 2,324 | 2,330 | 2,324 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Office of Child Support Enforcement

| Office of Child Support Enforcement | | | | | | |
|--|-----------------|-----------------|-----------------|-------------------------|-----------------|--------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 | FY19 | FY20 | Preliminary Plan | | *Difference |
| | Actual | Actual | Adopted | FY20 | FY21 | FY20-FY21 |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$31,413 | \$32,675 | \$39,556 | \$39,728 | \$39,873 | \$318 |
| Additional Gross Pay | 1,970 | 2,238 | 435 | 435 | 435 | 0 |
| Overtime - Civilian | 697 | 571 | 472 | 472 | 472 | 0 |
| Subtotal | \$34,080 | \$35,483 | \$40,462 | \$40,635 | \$40,780 | \$318 |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$581 | \$627 | \$606 | \$606 | \$606 | \$0 |
| Fixed and Misc. Charges | 2,977 | 2,910 | 0 | 2,500 | 0 | 0 |
| Property and Equipment | 826 | 609 | 571 | 721 | 571 | 0 |
| Other Services and Charges | 5,472 | 5,530 | 8,568 | 5,913 | 8,568 | 0 |
| Social Services | 6,725 | 7,637 | 7,388 | 8,466 | 7,437 | 49 |
| Contractual Services | 10,729 | 10,408 | 7,422 | 10,177 | 7,422 | 0 |
| Subtotal | \$27,310 | \$27,720 | \$24,554 | \$28,382 | \$24,603 | \$49 |
| TOTAL | \$61,391 | \$63,203 | \$65,017 | \$69,017 | \$65,383 | \$367 |
| Funding | | | | | | |
| City Funds | | | \$23,790 | \$23,996 | \$23,978 | \$188 |
| State | | | 0 | 28 | 31 | 31 |
| Other Categorical | | | 0 | 325 | 0 | 0 |
| Federal - Other | | | 41,227 | 44,668 | 41,375 | 148 |
| TOTAL | | | \$65,017 | \$69,017 | \$65,383 | \$367 |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 604 | 600 | 819 | 819 | 819 | 0 |
| TOTAL | 604 | 600 | 819 | 819 | 819 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Adult Protective Services

| Adult Protective Services | | | | | | |
|-------------------------------------|-----------------|-----------------|-----------------|-------------------------|-----------------|--------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 | FY19 | FY20 | Preliminary Plan | | *Difference |
| | Actual | Actual | Adopted | FY20 | FY21 | FY20-FY21 |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$23,097 | \$24,106 | \$29,338 | \$29,347 | \$29,358 | \$20 |
| Additional Gross Pay | 3,036 | 3,354 | 1,356 | 1,356 | 1,356 | 0 |
| Overtime - Civilian | 1,675 | 2,049 | 607 | 607 | 607 | 0 |
| Subtotal | \$27,808 | \$29,509 | \$31,300 | \$31,310 | \$31,320 | \$20 |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$1 | \$0 | \$0 | \$0 | \$0 | \$0 |
| Property and Equipment | 1 | 17 | 10 | 13 | 10 | 0 |
| Other Services and Charges | 6 | 0 | 0 | 0 | 0 | 0 |
| Social Services | 932 | 1,016 | 800 | 800 | 800 | 0 |
| Contractual Services | 25,456 | 25,060 | 26,373 | 26,851 | 26,470 | 97 |
| Subtotal | \$26,398 | \$26,094 | \$27,183 | \$27,663 | \$27,280 | \$97 |
| TOTAL | \$54,206 | \$55,603 | \$58,483 | \$58,973 | \$58,600 | \$117 |
| Funding | | | | | | |
| City Funds | | | \$16,632 | \$16,934 | \$16,749 | \$117 |
| State | | | 15,102 | 15,289 | 15,102 | 0 |
| Federal - Other | | | 26,750 | 26,750 | 26,750 | 0 |
| TOTAL | | | \$58,483 | \$58,973 | \$58,600 | \$117 |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 460 | 454 | 506 | 506 | 506 | 0 |
| TOTAL | 460 | 454 | 506 | 506 | 506 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

CEO Evaluation**CEO Evaluation***Dollars in Thousands*

| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
|-------------------------------------|------------------------|------------------------|-------------------------|-------------------------|----------------|----------------------------------|
| | | | | FY20 | FY21 | |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$823 | \$820 | \$1,263 | \$1,263 | \$385 | (\$878) |
| Additional Gross Pay | 8 | 20 | 0 | 0 | 0 | 0 |
| Overtime - Civilian | 0 | 1 | 1 | 1 | 1 | 0 |
| Subtotal | \$831 | \$841 | \$1,264 | \$1,264 | \$386 | (\$878) |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$17 | \$17 | \$0 | \$30 | \$0 | \$0 |
| Property and Equipment | 0 | 3 | 0 | 21 | 0 | 0 |
| Other Services and Charges | 35 | 13 | 828 | 284 | 0 | (828) |
| Contractual Services | 3,133 | 4,176 | 10,741 | 9,641 | 1,777 | (8,964) |
| Subtotal | \$3,185 | \$4,209 | \$11,569 | \$9,976 | \$1,777 | (\$9,792) |
| TOTAL | \$4,016 | \$5,050 | \$12,833 | \$11,240 | \$2,163 | (\$10,670) |
| Funding | | | | | | |
| City Funds | | | \$12,818 | \$11,204 | \$2,148 | (\$10,670) |
| State | | | 5 | 5 | 5 | 0 |
| Federal - Other | | | 9 | 9 | 9 | 0 |
| Intra-city | | | 0 | 22 | 0 | 0 |
| TOTAL | | | \$12,833 | \$11,240 | \$2,163 | (\$10,670) |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 9 | 8 | 14 | 14 | 4 | (10) |
| TOTAL | 9 | 8 | 14 | 14 | 4 | (10) |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Domestic Violence Services**Domestic Violence Services***Dollars in Thousands*

| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
|-------------------------------------|------------------------|------------------------|-------------------------|-------------------------|------------------|----------------------------------|
| | | | | FY20 | FY21 | |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$12,162 | \$12,550 | \$12,261 | \$12,600 | \$11,775 | (\$486) |
| Other Salaried and Unsalaries | 366 | 374 | 0 | 0 | 0 | 0 |
| Additional Gross Pay | 851 | 890 | 854 | 854 | 854 | 0 |
| Overtime - Civilian | 561 | 585 | 341 | 341 | 341 | 0 |
| Fringe Benefits | 4 | 5 | 63 | 63 | 63 | 0 |
| Subtotal | \$13,943 | \$14,404 | \$13,520 | \$13,859 | \$13,034 | (\$486) |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$164 | \$143 | \$189 | \$228 | \$189 | \$0 |
| Property and Equipment | 69 | 57 | 15 | 17 | 15 | 0 |
| Other Services and Charges | 13,102 | 15,842 | 17,428 | 18,185 | 18,194 | 766 |
| Social Services | 82,301 | 94,370 | 104,509 | 104,161 | 104,245 | (265) |
| Contractual Services | 23,170 | 25,606 | 22,864 | 22,389 | 22,114 | (750) |
| Subtotal | \$118,806 | \$136,019 | \$145,005 | \$144,980 | \$144,757 | (\$249) |
| TOTAL | \$132,750 | \$150,424 | \$158,525 | \$158,838 | \$157,791 | (\$734) |
| Funding | | | | | | |
| City Funds | | | \$43,784 | \$44,097 | \$43,231 | (\$554) |
| State | | | 25,855 | 25,855 | 25,674 | (181) |
| Federal - Other | | | 88,886 | 88,886 | 88,886 | 1 |
| TOTAL | | | \$158,525 | \$158,838 | \$157,791 | (\$734) |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 227 | 224 | 223 | 223 | 213 | (10) |
| TOTAL | 227 | 224 | 223 | 223 | 213 | (10) |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Employment Services Administration

| Employment Services Administration | | | | | | |
|---|-----------------|-----------------|-----------------|-------------------------|-----------------|--------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 | FY19 | FY20 | Preliminary Plan | | *Difference |
| | Actual | Actual | Adopted | FY20 | FY21 | FY20-FY21 |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$12,351 | \$12,312 | \$19,574 | \$19,628 | \$19,687 | \$113 |
| Other Salaried and Unsalaries | 1,942 | 1,721 | 751 | 751 | 751 | 0 |
| Additional Gross Pay | 942 | 1,221 | 0 | 0 | 0 | 0 |
| Overtime - Civilian | 487 | 489 | 155 | 155 | 155 | 0 |
| Subtotal | \$15,722 | \$15,744 | \$20,481 | \$20,535 | \$20,594 | \$113 |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$3 | \$5 | \$9 | \$533 | \$9 | \$0 |
| Property and Equipment | 2 | 58 | 0 | 20 | 0 | 0 |
| Other Services and Charges | 9,713 | 7,842 | 8,328 | 8,849 | 8,228 | (99) |
| Contractual Services | 1,417 | 1,143 | 0 | 2,632 | 0 | 0 |
| Subtotal | \$11,136 | \$9,049 | \$8,337 | \$12,033 | \$8,237 | (\$99) |
| TOTAL | \$26,858 | \$24,793 | \$28,817 | \$32,568 | \$28,831 | \$14 |
| Funding | | | | | | |
| City Funds | | | \$10,634 | \$13,274 | \$10,625 | (\$9) |
| State | | | 4,893 | 5,406 | 4,903 | 10 |
| Federal - Other | | | 13,290 | 13,888 | 13,303 | 13 |
| TOTAL | | | \$28,817 | \$32,568 | \$28,831 | \$14 |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 182 | 183 | 290 | 290 | 290 | 0 |
| TOTAL | 182 | 183 | 290 | 290 | 290 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Employment Services Contracts

| Employment Services Contracts | | | | | | |
|--------------------------------------|------------------|------------------|------------------|-------------------------|------------------|--------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 | FY19 | FY20 | Preliminary Plan | | *Difference |
| | Actual | Actual | Adopted | FY20 | FY21 | FY20-FY21 |
| Spending | | | | | | |
| Other Than Personal Services | | | | | | |
| Fixed and Misc. Charges | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |
| Other Services and Charges | 0 | 0 | 600 | 600 | 2,450 | 1,850 |
| Contractual Services | 134,932 | 151,923 | 125,697 | 126,663 | 128,536 | 2,839 |
| TOTAL | \$134,932 | \$151,923 | \$126,297 | \$127,263 | \$130,986 | \$4,689 |
| Funding | | | | | | |
| City Funds | | | \$22,473 | \$23,438 | \$27,162 | \$4,689 |
| State | | | 8,197 | 8,197 | 8,197 | 0 |
| Federal - Other | | | 95,628 | 95,628 | 95,628 | 0 |
| TOTAL | | | \$126,297 | \$127,263 | \$130,986 | \$4,689 |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL | 0 | 0 | 0 | 0 | 0 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Public Assistance and Employment Administration

| Public Assistance and Employment Administration | | | | | | |
|--|------------------|------------------|------------------|-------------------------|------------------|--------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 | FY19 | FY20 | Preliminary Plan | | *Difference |
| | Actual | Actual | Adopted | FY20 | FY21 | FY20-FY21 |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried – Civilian | \$153,963 | \$152,202 | \$161,630 | \$161,878 | \$163,136 | \$1,505 |
| Other Salaried and Unsalaries | 460 | 272 | 0 | 0 | 0 | 0 |
| Additional Gross Pay | 10,394 | 11,821 | 10,978 | 10,978 | 10,978 | 0 |
| Overtime – Civilian | 14,923 | 16,704 | 8,060 | 8,060 | 8,060 | 0 |
| Subtotal | \$179,740 | \$180,998 | \$180,669 | \$180,916 | \$182,174 | \$1,505 |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$294 | \$465 | \$2,380 | \$2,449 | \$2,380 | \$0 |
| Property and Equipment | 969 | 1,168 | 160 | 891 | 160 | 0 |
| Other Services and Charges | 50,506 | 45,611 | 54,924 | 56,540 | 56,227 | 1,304 |
| Social Services | 0 | 18,204 | 0 | 12,000 | 0 | 0 |
| Contractual Services | 10,954 | 13,693 | 5,419 | 15,731 | 8,916 | 3,497 |
| Subtotal | \$62,722 | \$79,141 | \$62,882 | \$87,612 | \$67,683 | \$4,801 |
| TOTAL | \$242,462 | \$260,140 | \$243,551 | \$268,529 | \$249,857 | \$6,306 |
| Funding | | | | | | |
| City Funds | | | \$99,521 | \$123,858 | \$104,984 | \$5,463 |
| State | | | 20,567 | 20,801 | 20,772 | 205 |
| Federal – Other | | | 120,407 | 120,812 | 121,044 | 637 |
| Intra-city | | | 3,056 | 3,056 | 3,056 | 0 |
| TOTAL | | | \$243,551 | \$268,529 | \$249,857 | \$6,306 |
| Budgeted Headcount | | | | | | |
| Full-Time Positions – Civilian | 2,903 | 2,720 | 3,570 | 3,571 | 3,571 | 1 |
| TOTAL | 2,903 | 2,720 | 3,570 | 3,571 | 3,571 | 1 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Home Energy Assistance

| Home Energy Assistance | | | | | | |
|-------------------------------------|-----------------|-----------------|-----------------|-------------------------|-----------------|--------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 | FY19 | FY20 | Preliminary Plan | | *Difference |
| | Actual | Actual | Adopted | FY20 | FY21 | FY20-FY21 |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$1,156 | \$1,139 | \$1,625 | \$1,625 | \$1,625 | \$0 |
| Additional Gross Pay | 76 | 51 | 0 | 0 | 0 | 0 |
| Overtime - Civilian | 15 | 48 | 50 | 50 | 50 | 0 |
| Subtotal | \$1,248 | \$1,238 | \$1,675 | \$1,675 | \$1,675 | \$0 |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$5 | \$680 | \$0 | \$0 | \$0 | \$0 |
| Other Services and Charges | 65 | 260 | 22,000 | 65 | 22,000 | 0 |
| Social Services | 36,316 | 33,874 | 0 | 22,000 | 0 | 0 |
| Contractual Services | 2,009 | 2,168 | 0 | 1,034 | 0 | 0 |
| Subtotal | \$38,395 | \$36,981 | \$22,000 | \$23,099 | \$22,000 | \$0 |
| TOTAL | \$39,643 | \$38,219 | \$23,675 | \$24,774 | \$23,675 | \$0 |
| Funding | | | | | | |
| City Funds | | | \$167 | \$167 | \$167 | \$0 |
| State | | | 82 | 82 | 82 | 0 |
| Federal - Other | | | 23,426 | 24,525 | 23,426 | 0 |
| TOTAL | | | \$23,675 | \$24,774 | \$23,675 | \$0 |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 20 | 17 | 31 | 31 | 31 | 0 |
| TOTAL | 20 | 17 | 31 | 31 | 31 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Information and Technology Services**Information Technology Services***Dollars in Thousands*

| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
|-------------------------------------|-----------------|------------------|------------------|------------------|-----------------|--------------------------|
| | | | | FY20 | FY21 | |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$49,212 | \$50,854 | \$54,517 | \$57,202 | \$60,666 | \$6,149 |
| Other Salaried and Unsalariated | 14 | 0 | 0 | 0 | 0 | 0 |
| Additional Gross Pay | 2,344 | 3,041 | 292 | 292 | 292 | 0 |
| Overtime - Civilian | 2,002 | 2,274 | 792 | 792 | 792 | 0 |
| Subtotal | \$53,573 | \$56,170 | \$55,600 | \$58,285 | \$61,749 | \$6,149 |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$577 | \$216 | \$583 | \$673 | \$583 | \$0 |
| Fixed and Misc. Charges | 0 | 0 | 0 | 0 | 0 | 0 |
| Property and Equipment | 1,767 | 1,540 | 1,528 | 1,848 | 1,528 | 0 |
| Other Services and Charges | 4,714 | 6,631 | 30,919 | 16,001 | 6,476 | (24,443) |
| Contractual Services | 32,851 | 51,497 | 39,294 | 45,729 | 15,014 | (24,280) |
| Subtotal | \$39,909 | \$59,884 | \$72,323 | \$64,251 | \$23,601 | (\$48,723) |
| TOTAL | \$93,482 | \$116,054 | \$127,923 | \$122,536 | \$85,350 | (\$42,573) |
| Funding | | | | | | |
| City Funds | | | \$48,768 | \$44,343 | \$18,841 | (\$29,927) |
| State | | | 24,317 | 23,726 | 18,106 | (6,211) |
| Federal – Other | | | 54,839 | 54,467 | 48,403 | (6,436) |
| TOTAL | | | \$127,923 | \$122,536 | \$85,350 | (\$42,573) |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 546 | 535 | 674 | 734 | 774 | 100 |
| TOTAL | 546 | 535 | 674 | 734 | 774 | 100 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Investigations and Revenue Administration**Investigation and Revenue Administration***Dollars in Thousands*

| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
|-------------------------------------|-----------------|-----------------|-----------------|------------------|-----------------|--------------------------|
| | | | | FY20 | FY21 | |
| Spending | | | | | | |
| Personal Services | | | | | | |
| Full-Time Salaried - Civilian | \$49,925 | \$50,076 | \$65,078 | \$65,078 | \$65,366 | \$288 |
| Additional Gross Pay | 3,436 | 3,935 | 59 | 59 | 59 | 0 |
| Overtime - Civilian | 379 | 552 | 332 | 332 | 332 | 0 |
| Subtotal | \$53,740 | \$54,563 | \$65,468 | \$65,468 | \$65,757 | \$288 |
| Other Than Personal Services | | | | | | |
| Supplies and Materials | \$0 | \$0 | \$193 | \$73 | \$193 | \$0 |
| Property and Equipment | 141 | 51 | 0 | 60 | 0 | 0 |
| Other Services and Charges | 22,933 | 12,895 | 13,441 | 13,891 | 13,441 | 0 |
| Contractual Services | 55 | 9 | 1,000 | 1,060 | 1,000 | 0 |
| Subtotal | \$23,130 | \$12,955 | \$14,634 | \$15,084 | \$14,634 | \$0 |
| TOTAL | \$76,869 | \$67,519 | \$80,102 | \$80,552 | \$80,391 | \$288 |
| Funding | | | | | | |
| City Funds | | | \$21,403 | \$21,627 | \$21,549 | \$146 |
| State | | | 19,816 | 19,889 | 19,860 | 44 |
| Federal - Other | | | 38,884 | 39,037 | 38,982 | 98 |
| TOTAL | | | \$80,102 | \$80,552 | \$80,391 | \$288 |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 899 | 872 | 1,216 | 1,216 | 1,216 | 0 |
| TOTAL | 899 | 872 | 1,216 | 1,216 | 1,216 | 0 |

*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Source: The Office of Management and Budget

Substance Abuse Services

| Substance Abuse Services | | | | | | |
|-------------------------------------|------------------------|------------------------|-------------------------|-------------------------|-----------------|----------------------------------|
| <i>Dollars in Thousands</i> | | | | | | |
| | FY18 Actual | FY19 Actual | FY20 Adopted | Preliminary Plan | | *Difference FY20-FY21 |
| | | | | FY20 | FY21 | |
| Spending | | | | | | |
| Other Than Personal Services | | | | | | |
| Social Services | \$28,772 | \$29,627 | \$30,399 | \$30,399 | \$30,399 | \$0 |
| Contractual Services | 17,774 | 16,464 | 24,467 | 24,467 | 24,467 | 0 |
| TOTAL | \$46,546 | \$46,091 | \$54,866 | \$54,866 | \$54,866 | \$0 |
| Funding | | | | | | |
| City Funds | | | \$22,907 | \$22,907 | \$22,907 | \$0 |
| State | | | 11,839 | 11,839 | 11,839 | 0 |
| Federal - Other | | | 20,120 | 20,120 | 20,120 | 0 |
| TOTAL | | | \$54,866 | \$54,866 | \$54,866 | \$0 |
| Budgeted Headcount | | | | | | |
| Full-Time Positions - Civilian | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL | 0 | 0 | 0 | 0 | 0 | 0 |

**The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.*

Source: The Office of Management and Budget

E. Other PMMR Indicators

| PMMR Indicators - Other | | | | | | | |
|--|---------------|-------------|-------------|---------------|-------------|-----------------------|---------------|
| HRA Performance Indicators | Actual | | | Target | | 4-Month Actual | |
| | FY17 | FY18 | FY19 | FY20 | FY21 | FY19 | FY20 |
| SSI households receiving SNAP benefits (000) | 242 | 240 | 232 | None | None | 239 | 232 |
| Cash assistance households receiving SNAP benefits (000) | 196 | 190 | 183 | None | None | 189 | 181 |
| Non-cash assistance households receiving SNAP benefits (000) | 510 | 493 | 473 | None | None | 487 | 460 |
| Adults receiving preventive services who did not enter the shelter system (%) | 92.6% | 93.8% | 90.7% | 85.0% | 85.0% | 92.3% | 90.4% |
| Adult families receiving preventive services who did not enter the shelter system (%) | 95.4% | 96.1% | 95.9% | 85.0% | 85.0% | 97.1% | 95.7% |
| Families with children receiving preventive services who did not enter the shelter system (%) | 94.1% | 93.4% | 93.0% | 85.0% | 85.0% | 93.3% | 93.1% |
| Low-income cases facing eviction and homelessness who were assisted with legal services in Housing Court | 16,702 | 25,156 | 32,171 | None | None | 10,632 | 8,601 |
| IDNYC - number of applications processed | 245,610 | 159,109 | 132,422 | None | None | 48,873 | 45,859 |
| IDNYC - total number of cards issued | 238,737 | 153,945 | 124,466 | None | None | 46,575 | 42,050 |
| IDNYC application timeliness (%) | 99.0% | 99.4% | 99.6% | None | None | 99.3% | 99.4% |
| Billed revenue as a percentage of budgeted revenue (%) | 72.0% | 68.4% | 67.6% | None | None | 14.0% | 13.3% |
| Claims filed within 60 days of the close of the expenditure month (%) | 100.0% | 100.0% | 100.0% | None | None | 100.0% | 100.0% |
| Calls resolved within 48 hours to the customer service call line for vendors (%) | 80.7% | 81.3% | 76.9% | None | None | 74.2% | 75.1% |
| Collisions involving City vehicles | 34 | 43 | 40 | None | None | 15 | 10 |
| Workplace injuries reported | 176 | 170 | 152 | None | None | 49 | 51 |
| Applications filed with the United States Citizenship and Immigration Services | 2,477 | 3,496 | 3,624 | None | None | Not Available | Not Available |
| Completed requests for interpretation | 1,264,815 | 1,232,975 | 1,154,534 | None | None | 413,397 | 388,741 |
| Letters responded to in 14 days (%) | 93.6% | 91.2% | 95.4% | 90.0% | 90.0% | 96.4% | 92.5% |
| E-mails responded to in 14 days (%) | 93.2% | 96.1% | 96.4% | 90.0% | 90.0% | 97.9% | 91.1% |
| Average customer in-person wait time (minutes) | 34.1 | 34.1 | 32.2 | 60.0 | 60.0 | 33.4 | 32.5 |
| CORE facility rating | 86 | 92 | NA | 80 | 80 | Not Available | Not Available |
| Calls answered in 30 seconds (%) | 84.1% | 58.0% | 59.1% | 80.0% | 80.0% | 56.1% | 60.4% |
| Customer satisfaction rating for Public Health Insurance Program services "good" or "excellent" (%) | 93.0% | 94.0% | 94.0% | None | None | Not Available | Not Available |

Source: Preliminary Mayor's Management Report

F. HRA Reconciliation of Program Areas to Units of Appropriation

| HRA Reconciliation of Program Areas to Units of Appropriation for the FY21 Preliminary Plan | | | | | | | | | | | | | | | | |
|---|-------------------|-----------|-----------|-----------|---------|---------|----------|------------------------------|-------------|-------------|-----------|-----------|----------|----------|----------|--------------|
| Dollars in Thousands | | | | | | | | | | | | | | | | |
| Program Area | Personal Services | | | | | | | Other Than Personal Services | | | | | | | | Grand Total |
| | 201 | 203 | 204 | 205 | 207 | 208 | 209 | 101 | 103 | 104 | 105 | 107 | 108 | 109 | 110 | |
| Adult Protective Services | \$0 | \$0 | \$0 | \$31,320 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$27,280 | \$0 | \$0 | \$0 | \$0 | \$58,600 |
| CEO Evaluation | \$386 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$1,777 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$2,163 |
| Domestic Violence Services | \$0 | \$0 | \$0 | \$13,034 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$144,757 | \$0 | \$0 | \$0 | \$0 | \$157,791 |
| Employment Services Administration | \$15,954 | \$4,639 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$8,237 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$28,831 |
| Employment Services Contracts | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$130,986 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$130,986 |
| Food Assistance Programs | \$0 | \$0 | \$0 | \$75 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$20,161 | \$20,236 |
| Food Stamp Operations | \$4,446 | \$61,442 | \$0 | \$353 | \$0 | \$0 | \$0 | \$0 | \$7,182 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$73,423 |
| General Administration | \$155,826 | \$55,916 | \$0 | \$16,494 | \$3,222 | \$0 | \$0 | \$224,582 | -\$2,261 | \$0 | \$14,549 | \$0 | \$0 | \$0 | \$0 | \$468,327 |
| HIV and AIDS Services | \$0 | \$10 | \$0 | \$66,886 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$207,454 | \$0 | \$0 | \$0 | \$0 | \$274,350 |
| Home Energy Assistance | \$469 | \$0 | \$0 | \$0 | \$0 | \$1,206 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$22,000 | \$0 | \$0 | \$23,675 |
| Information Technology Services | \$61,749 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$23,601 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$85,350 |
| Investigations and Revenue Admin | \$65,757 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$14,634 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$80,391 |
| Legal Services | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$3,125 | \$0 | \$0 | \$170,874 | \$0 | \$0 | \$0 | \$173,999 |
| Medicaid - Eligibility and Admin | \$3,185 | \$0 | \$72,486 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$33,534 | \$0 | \$0 | \$0 | \$0 | \$0 | \$109,205 |
| Medicaid and Homecare | \$0 | \$0 | \$32,824 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$5,915,103 | \$0 | \$0 | \$0 | \$0 | \$0 | \$5,947,927 |
| Office of Child Support Enforcement | \$3,171 | \$0 | \$0 | \$0 | \$0 | \$0 | \$37,609 | \$5,644 | \$23 | \$0 | \$0 | \$0 | \$0 | \$18,937 | \$0 | \$65,383 |
| Public Assistance and Employment Admin | \$0 | \$182,174 | \$0 | \$0 | \$0 | \$0 | \$0 | \$194 | \$67,489 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$249,857 |
| Public Assistance Grants | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$1,650,950 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$1,650,950 |
| Public Assistance Support Grants | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$307,038 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$307,038 |
| Subsidized Employ and Job-Related Training | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$233,238 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$233,238 |
| Substance Abuse Services | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$54,866 | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | \$54,866 |
| TOTAL | \$310,943 | \$304,181 | \$105,310 | \$128,162 | \$3,222 | \$1,206 | \$37,609 | \$270,432 | \$2,460,873 | \$5,948,637 | \$394,040 | \$170,874 | \$22,000 | \$18,937 | \$20,161 | \$10,196,586 |

Source: The Office of Management and Budget

G. Council Initiatives

In Fiscal 2020, the Council allocated \$39.7 million to HRA to support a range of programs. Below are details on all of the initiatives directly funded by the Council for Fiscal 2020.

| FY20 Council Changes at Adoption | |
|--|-----------------|
| <i>Dollars in Thousands</i> | |
| Council Initiatives | |
| Citywide Homeless Prevention Fund | \$820 |
| Ending the Epidemic | 150 |
| Food Access and Benefits | 725 |
| Homeless Prevention Services for Veterans | 300 |
| Housing Court Answers | 650 |
| HRA Teen RAPP | 250 |
| Immigrant Opportunities Initiative | 2,576 |
| Legal Services for Low-Income New Yorkers | 5,550 |
| Legal Services for the Working Poor | 3,205 |
| Legal Services for Veterans | 600 |
| Low Wage Worker Support | 500 |
| New York Immigrant Family Unity Project | 16,600 |
| Supportive Alternatives to Violent Encounters (SAVE) | 850 |
| Unaccompanied Minors and Families | 3,982 |
| Subtotal | \$36,758 |
| Local Initiatives | \$2,958 |
| TOTAL | \$39,716 |

Source: The City Council of the City of New York, Finance Division

Domestic Violence Services

Supportive Alternatives to Violent Encounters (SAVE). In Fiscal 2020 the Council allocated \$850,000 to SAVE. Funding supports legal service organizations that provide domestic violence victims appearing in court with a range of services that include prevention, direct legal representation, counseling, and referrals. Funding is comprised of the following allocations: \$300,000 to Her Justice, \$275,000 to Sanctuary for Families, and \$275,000 to Save Horizon.

Food Assistance

Food Access and Benefits. The Council continued to enhance HRA's emergency food programs by funding food pantries and programs that assist City residents applying for SNAP benefits. To ensure that hungry City residents have continued access to emergency food programs at soup kitchens and food pantries, for Fiscal 2020 \$275,000 was allocated to capacity expansion efforts within the Food Bank network. An additional \$250,000 was allocated to Food Bank for their program that provides assessments of refundable federal income tax credit for low-income, working individuals and families, in addition to free tax return preparation. The Council has supported this program since Fiscal 2012. The Council also allocated two technical assistance grants, each for \$100,000, to Food Bank and Hunger Free America. This funding helps support programs that assist in the automation of SNAP enrollment and recertification. The total funding for the initiative in Fiscal 2020 is \$725,000.

HASA Services

Ending the Epidemic. In Fiscal 2020, the Council provided \$150,000 in funding to support technical assistance for the rollout and use of Healthix by HASA. This includes work groups, check-ins with participants and stakeholders, status reports to HRA, and liaising with Healthix technical staff and project management. Funding for HASA technical assistance began in Fiscal 2018.

Homeless Services

Citywide Homeless Prevention Fund. In Fiscal 2020, the Council provided \$820,000 for this initiative. The program provides emergency grants to families in crisis and at risk of eviction to help keep them in their homes and avoid the shelter system. Funding is comprised of the following allocations: \$492,000 to Coalition for the Homeless, \$164,000 to Community Service Society of New York, and \$164,000 to The Bridge Fund of New York.

Housing Services

Housing Court Answers. In the Fiscal 2020, the Council provided \$650,000 to Housing Court Answers to support anti-eviction education and referral services for tenants seeking assistance in Housing Court and NYCHA administrative proceedings. In the Budget Modification (MN-1) passed in December 2019, the Council reassigned the administering agency of this initiative from HPD to HRA to more closely align tenant education and referral services with similar initiatives managed by HRA under the Legal Services program area.

Immigrant Services

Immigrant Opportunities Initiative. The Council allocated \$2.6 million in Fiscal 2020 for this initiative. First funded in Fiscal 2002, this initiative provides funding for legal services for recent immigrants to assist with applications for citizenship or permanent residency, as well as various other immigrant-related legal services. This initiative awarded funding to 34 different community-based organizations across the City.

Unaccompanied Minors and Families. The Council allocated \$4 million in Fiscal 2020 to support this initiative that focuses primarily on providing counsel for children in removal proceedings. The organizations provide direct representation, leverage high-quality *pro bono* representation, and offer social services to children appearing on the Juvenile and Surge Dockets in New York Immigration court to ensure due process for minors who are struggling to maneuver the immigration system alone. The initiative also helps to ensure that adults and their children have access to critical educational, health, and mental health services, and, ultimately, the opportunity to become fully integrated members of their communities. Funding was awarded to eight organizations.

New York Immigrant Family Unity Project (NYIFUP). First funded in Fiscal 2014 as a pilot program, the NYIFUP initiative is the nation's first government-funded, legal representation program for detained immigrants. NYIFUP provides high quality, holistic representation to New Yorkers detained and facing deportation who cannot afford an attorney. Attorneys carry a full caseload of deportation defense cases and provide services including master calendar, bond and individual merits hearings, appeals, and social work services. The Council designated \$16.6

million in Fiscal 2020 for NYIFUP. Awards are comprised of \$5.53 million to The Bronx Defenders, \$5.53 million to Brooklyn Defender Services, and \$5.53 million to the Legal Aid Society.

Legal Services

Legal Services for Low-Income New Yorkers. The Council allocated \$5.6 million to this initiative in Fiscal 2020. It provides full legal representation for matters that include unemployment insurance, SSI, consumer/finance, education, and employment, family, juvenile, health, housing, income maintenance, individual rights, and miscellaneous benefits. Awards are comprised of \$250,000 to Center for Family Representation, \$2 million to Legal Aid Society, \$2 million to Legal Services NYC, \$750,000 to New York Legal Assistance Group, and \$300,000 to Riseboro Community Partnership.

Legal Services for the Working Poor. This initiative provides legal representation for the working poor in matters including eviction prevention, foreclosure, improvement of living conditions, removal of hazardous housing conditions, housing code enforcement actions, emergency grants to prevent homelessness, disability benefits, immigration assistance, workplace abuses, consumer protections from creditors, recovery of illegal rents, improper rent changes, and domestic violence. The Council allocated \$3.2 million to 13 organizations in Fiscal 2020.

Low Wage Worker Support. This Council allocated \$500,000 to six organizations in Fiscal 2020 for this initiative. Funding supports outreach efforts and referral services to low-wage workers in need of employment-related civil legal services.

Veteran Services

- **Homeless Prevention Services for Veterans.** This funding supports Project Renewal's Culinary Arts Training Program (CATP), which trains homeless and at-risk-of-becoming-homeless veterans with skills in the food service industry. Funding for this initiative is \$300,000 in Fiscal 2020.
- **Legal Services for Veterans.** This initiative provides funding for legal services for veterans on a range of matters, including family law, housing, public benefits, healthcare and home care, financial planning, and consumer protection. Funding for this initiative is \$600,000 in Fiscal 2020. Awards are comprised of \$150,000 to Legal Service NYC, \$175,000 to New York Legal Assistance Group, \$100,000 for Services And Advocacy For Gay, Lesbian, Bisexual And Transgender Elders, Inc., \$55,000 to Legal Information for Families Today, \$30,000 to the Association of the Bar of the City of New York Fund, Inc., and \$90,000 to Urban Justice Center.

Young Women's Initiative

Teen Relationship Abuse Prevention Program (Teen RAPP). In Fiscal 2020, the Council allocated \$250,000 to this initiative. This school-based program works with public high school and middle school students develop healthier relationships through classes, intervention counseling, training, and outreach. This funding supports the G.R.L. program that teaches adolescent girls empowering and preventative measures to deal with all forms of violence. This award was given to Edwin Gould Services for Children and Families.