

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 2022 Preliminary Plan, the Preliminary Ten-Year Capital Strategy for Fiscal
2022-2031, Fiscal 2022 Preliminary Capital Commitment Plan, and Fiscal 2021
Preliminary Mayor's Management Report for the

Human Resources Administration

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Human Resources Administration Overview

The Human Resources Administration (HRA) – one of two agencies encompassed within the New York City (City) 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. Programs catered to specific vulnerable populations include HIV and AIDS Services (HASA), Adult Protective Services (APS), Medicaid and Homecare, Homeless Prevention, and Domestic Violence (DV) 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 2022, HRA has a \$10.1 billion Preliminary Budget organized into 15 Units of Appropriation (U/A) and 22 program areas, as detailed in the succeeding 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 • Homeless Prevention 	<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

¹ The Office of Management and Budget (OMB), "Budget Function Analysis", January 14, 2021, see: <https://www1.nyc.gov/assets/omb/downloads/pdf/jan21-bfa.pdf>. Please Note: Some of HRA's program areas either have new names or also go by other names. The names included in this chart, and throughout the report, are those found on the public-facing budget documents from OMB.

HRA's services include:

- Providing public assistance benefits – CA, SNAP, and Medicaid – to eligible children and adults
- Helping CA clients with education, skills enhancement, job search and placement, wellness services, substance use services, and other supports to help attain financial independence
- Providing access to child support services for eligible parents and children, including 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
- Administering homelessness prevention initiatives in coordination with DHS 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

This report provides a review of the HRA \$10.1 billion Preliminary Budget for Fiscal 2022. In the first section, poverty in the City, the impact of the COVID-19 pandemic, and HRA's pandemic response are explored. The report then discusses changes introduced in the Financial Plan for Fiscal 2021-2025 (Preliminary Plan) and the highlights of the Preliminary Plan and Fiscal 2022 Preliminary Budget. HRA's budget issues are then explored, followed by further discussion on the agency's headcount, contract budget, revenue sources, and overall spending. The next sections assess the potential impact of proposed State budget actions, list the Council's initiatives, and a review the Preliminary Mayor's Management Report (PMMR) for Fiscal 2021. A review of key HRA program areas is then provided. This is followed by a review of the proposed capital budget for HRA, the Preliminary Capital Commitment Plan, and the Ten-Year Capital Strategy. Finally, appendices are included that list all 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, and a Unit of Appropriation (U/A) reconciliation by program area.

Poverty in New York City and the Impact of COVID-19²

The Robin Hood Poverty Tracker³ (Poverty Tracker), launched in 2012, surveys a representative sample of 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 (calculated based solely on income), it utilizes a higher poverty threshold, and it recognizes the higher cost of living and unique challenges experienced in the City. The federal poverty level in 2019 was \$12,490 for a single person and \$25,750 for a family of four.⁴ The Poverty Tracker threshold in 2019 was \$17,064 for a single adult and \$36,819 for a family of four. Because of the more comprehensive assessment of poverty and the attention to the unique characteristics of the City, this section focuses on the poverty findings in the most recent Poverty Tracker reports.

² Please Note: Data and statistics used in this section are from the Robin Hood Poverty Tracker reports, unless otherwise noted.

³ Robin Hood Poverty Tracker, "State of Poverty and Disadvantage in New York City", Volume 3, February 2021, see: https://www.robinhood.org/wp-content/themes/robinhood/images/poverty-tracker/pdfs/POVERTY_TRACKER_REPORT25.pdf.

⁴ U.S. Department of Health & Human Services, "2019 Poverty Guidelines", see: <https://aspe.hhs.gov/2019-poverty-guidelines>.

Prior to the pandemic, nearly one in five adults, or approximately 1.2 million people, in the City lived in poverty. Half of all adults in the City were either living in poverty or low-income. One in five children, or more than 350,000 children, lived in poverty. Income levels varied substantially across racial and ethnic groups, with 55 percent of Black and Latinx adults either living in poverty or low-income. Additionally, poverty was more frequent among residents of the Bronx, Brooklyn, and Queens where the poverty rates were 24 percent, 21 percent, and 21 percent, respectively, as compared to Manhattan at 16 percent and Staten Island at 13 percent.

The Poverty Tracker has been collecting data on City residents since the onset of the pandemic and has done some preliminary analysis on the impact of the federal response to the pandemic. In 2019, the poverty rate before government transfers – such as tax credits, CA, housing subsidies, SNAP, stimulus checks, and unemployment insurance – would have been 27 percent in the City. Government transfers reduced it by 33 percent to an 18 percent poverty rate. Based on preliminary data for 2020, the Poverty Tracker estimates the poverty rate could have been as high as 35 percent in the City. Government transfers – including ones created specifically to combat the economic impact of the pandemic – reduced it by 43 percent to a 20 percent poverty rate. In particular, the CARES Act⁵, which significantly expanded unemployment benefits, staved off a substantial increase in poverty in the City in 2020. The Poverty Tracker estimates the CARES Act kept approximately one million additional people out of poverty.

In addition to the annual report, the Poverty Tracker also produced a special report focused on life in the City during COVID-19.⁶ It found nearly half of workers in the City lost some employment income since March 2020 and more than half of low-wage workers in the City lost income at the initial height of the pandemic. One in five people who lost employment income in the City because of COVID-19 were already in poverty before the pandemic. Despite the significant expansion in unemployment benefits, many had difficulty accessing unemployment insurance. The most common challenges experienced were the application website not working, getting disconnected on the phone before talking to anyone, and constantly busy phone lines that made it unable to talk to someone.

One in four renters in the Poverty Tracker sample could not pay rent at some point during the pandemic. Comparatively, prior to the pandemic, one in five renters in the sample were unable to pay rent. Before the pandemic food hardship was already considerable in the City, with roughly 30 percent of residents sometimes or often running out of food or worried about food running out. By the fall of 2020, 42 percent of those in the Poverty Tracker sample faced food hardship. Before the pandemic, approximately 10 percent of City residents utilized emergency food services at least once during the year. Since March 2020, a third of people in the Poverty Tracker sample received free groceries or meals from a food pantry, church, or other place that provides free food. Despite the additional supports during the pandemic, the Poverty Tracker found that the racial poverty gap persisted – more than half of Black and Latinx workers lost employment income at the start of the pandemic, compared to 43 percent of white workers. Additionally, 50 percent of Black and 57 percent of Latinx residents have faced food hardship as compared to just 17 percent of white residents.

⁵ H.R. 748, The Coronavirus Aid, Relief, and Economic Security (CARES) Act, enacted on March 27, 2020, see: <https://www.congress.gov/116/bills/hr748/BILLS-116hr748enr.pdf>.

⁶ Robin Hood Poverty Tracker, “Spotlight On: Life in New York City During COVID-19”, February 2021, see: https://www.robinhood.org/wp-content/themes/robinhood/images/poverty-tracker/pdfs/POVERTY_TRACKER_REPORT24.pdf.

HRA's Pandemic Response

Early in the pandemic, HRA closed many of their client service offices, for the safety of clients and staff, and shifted as much of their operations as possible to function remotely. The agency has put considerable effort towards creating new systems to administer benefits programs and services remotely, while still maintaining a few open offices in each borough for clients who wish, or need, to receive services in person. HRA has internally redeployed significant staff from various program areas to assist with the dramatic increase in new CA and SNAP applications, as further detailed in the Headcount section. In addition, most of the agency's headcount was transitioned to work remotely. HRA provided employees with essential technology, issued protocols to ensure data security measures to protect clients and employees, and has provided necessary employee training.

To ensure the accessibility of safety net programs during the pandemic, HRA has requested several waivers from the State related to benefits programs and has worked with State partners on the State's requests for federal waivers that impact services administered by the City. Numerous waivers have been granted, and many subsequently extended, to adjust administrative processes and client requirements during the pandemic, easing benefits application and administration for both the agency and clients. Now, nearly a year since the onset of the pandemic, HRA continues to advocate for the extension of many waivers and plans to continue to do so until the public health risk has significantly decreased.

HRA's COVID-19 Budget				
Purpose	Change Type	Revenue Source	FY20 Budget	FY21 Budget
HRA Supplies, Cleaning, and/or Equipment	Tech Adjustment (net zero)	CTL	\$2,000,000	\$0
GetFood NYC HDM Program	Fed Rev Added	75% FEMA, 25% CARES	52,000,000	0
HRA Supplies, Cleaning, and/or Equipment	Fed Rev Added	75% FEMA, 25% CARES	5,000,000	0
P-FRED - Food Reserve	Fed Rev Added	Fed CDBG	0	50,000,000
HRA IT Costs for Staff WFH	Fed Rev Added	CARES Act	0	1,800,000
COVID-19 Testing in City Shelter System	Fed Rev Added	FEMA	0	22,230,458
HRA IT Costs, Supplies, and/or Equipment	Tech Adjustment	Other Fed, State, and CTL	0	3,513,150
HRA Supplies, Cleaning, and/or Equipment	Tech Adjustment	Other Fed, State, and CTL	0	1,821,086
P-FRED Transfer to DSNY	Funding Reduction	Fed CDBG	0	(592,520)
Total			\$59,000,000	\$78,772,174

Source: OMB, HRA

Despite the dramatic increase in unemployment, and the stark economic impact of COVID-19 witnessed to date, limited funding has been added to HRA's budget to combat the pandemic and most of it was for the emergency food programs. All pandemic-related additions to HRA's budget are detailed in the preceding table. In Fiscal 2021, \$78.8 million was allocated for pandemic expenditures, largely from federal sources, with \$50 million in federal funding allocated to the City's Pandemic Food Reserve Emergency Distribution (P-FRED) program. In the Preliminary Plan, a technical adjustment added \$3.5 million in funding for HRA's eligible COVID-19 expenditures and transferred \$592,520 in P-FRED funding to the Department of Sanitation (DSNY) to be utilized by emergency food programs they are currently managing. For Fiscal 2021, \$42.2 million in expenditures have been committed to date. No funding for pandemic response and recovery has been added beyond Fiscal 2021. The City and HRA's pandemic food response efforts are further detailed in Food Assistance section.

HRA has indicated that during the pandemic the City's rental assistance programs have continued to operate with a few modifications to the usual process. For clients whose eligibility is based on employment, they are still eligible to rent housing with vouchers even if they have reduced or lost work during the pandemic. HRA automatically reissues City FHEPS shopping letters as they expire, without the need for clients to reapply. For apartment inspections, HRA created a virtual viewing and

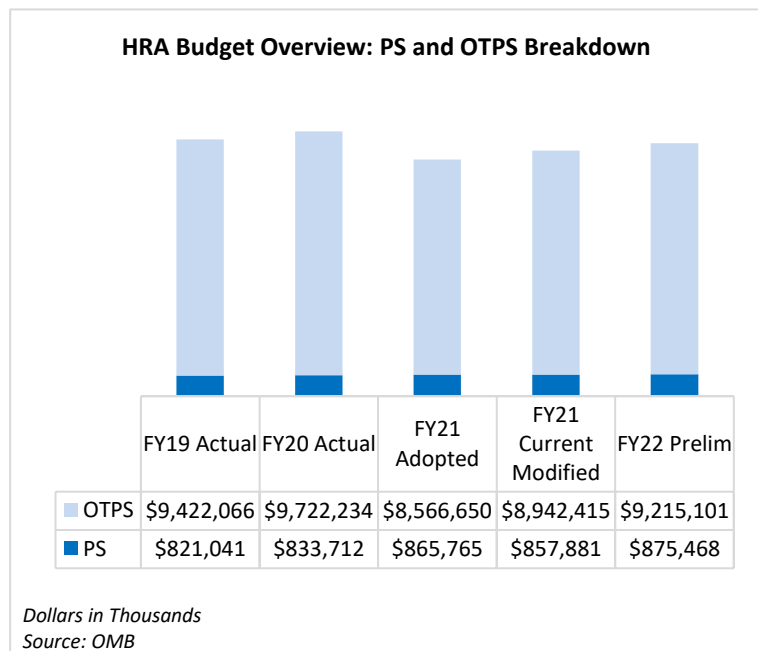
walk-through process. Clients are also be able to view apartments virtually. Throughout the pandemic, HRA has continued to process and issue rental assistance checks as usual.

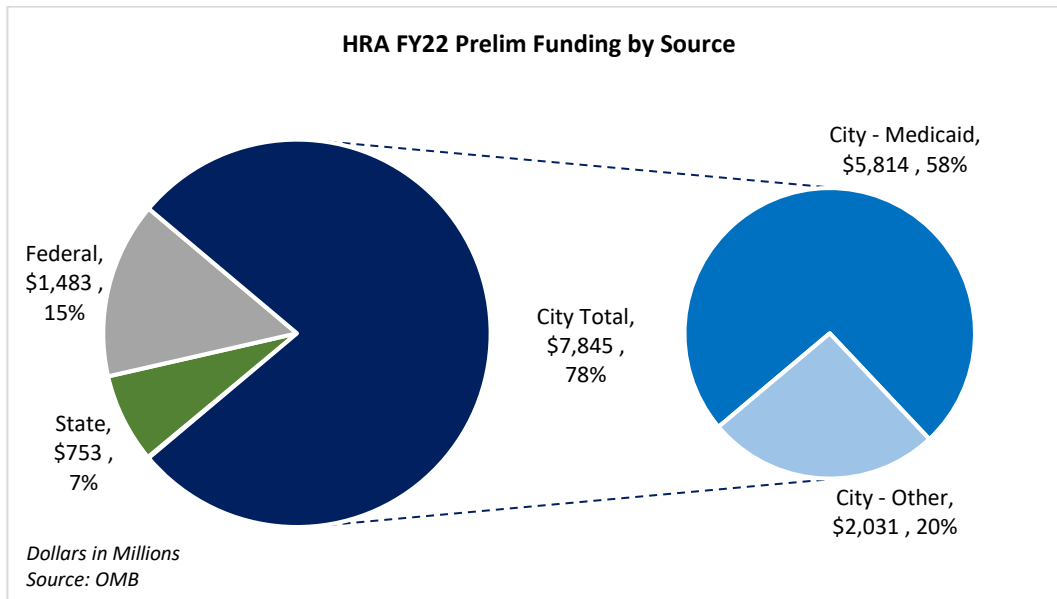
HRA is the City agency that provides support services for low-income individuals that need financial support. Since the onset of the pandemic, the need for assistance has grown considerably but HRA's Fiscal 2022 budget is lower than actual spending in recent years. No additional funding has been added for vital safety net programs funded through HRA such as APS, homecare services, public assistance, DV services, substance use services, child support enforcement services, or for client outreach and case management. There are some safety net benefits that are not funded through HRA's budget and the increased need for them would not be reflected in the agency's budget. One such program is SNAP – the HRA administers SNAP, but the State issues the benefits to clients.

Given the impact the pandemic has already had, and that it is likely to continue to have for some time, the demand for a multitude of HRA programs will continue to grow due to increased rates of unemployment and economic hardship. Additional expenditures will certainly be needed both during the remainder of the pandemic and in the recovery period. Overall, HRA's financial planning inaccurately budgets for COVID-19 response and recovery related expenses and it does not propose budget changes to address the increased need for social service programs and safety net benefits. While some additional funding was added to HRA's budget in Fiscal 2021 for COVID-19 expenditures, as previously discussed, it does not fully address the increased need in the City. Remarkably, nothing has been added to HRA's Fiscal 2022 budget to address the pandemic's impact. It is highly unlikely the City will return to its pre-pandemic state on July 1st of this year. COVID-19 will have a long-lasting impact on the HRA's budget, but this is not yet reflected in the financial plan.

Fiscal 2022 Preliminary Budget Highlights

HRA's Fiscal 2022 Preliminary Budget totals \$10.1 billion (including City and non-City funds), which represents 10.9 percent of the City's overall proposed budget of \$92.3 billion. As indicated in the adjacent chart, more than 91 percent of HRA's budget supports OTPS costs. The remainder HRA's budget supports PS expenses for 13,592 full-time civilian positions within the agency. As shown in the succeeding graph, HRA is 78 percent funded by City tax-levy (CTL) and 58 percent of the agency's budget, or \$5.8 billion, constitutes the City's Medicaid expenditures, which largely represent the local share of benefit costs paid to the State.





HRA's Fiscal 2022 budget, as of the Preliminary Plan, is \$658.2 million, or seven percent, greater than the Fiscal 2021 Adopted Budget. As is detailed in the below graphic, \$617.4 million of the increase is from planned changes from prior plans and \$40.8 million relates to adjustments made in the Preliminary Plan, the most significant of which is a \$53 million new need reflected for Fair Fares. The majority of the scheduled net increase from prior plans can be attributed to a temporary increase in the City's federal Medicaid reimbursement in Fiscal 2021 from federal pandemic relief.

HRA's Budget Changes Since the Fiscal 2021 Adoption



The Fiscal 2022 Preliminary Budget is \$290.3 million, or 3.1 percent larger than the current modified Fiscal 2021 budget, this difference also largely relates to Medicaid. The net impact of changes since Adoption increased HRA's budget by \$367.9 million, or 3.9 percent, for the remainder of Fiscal 2021, again largely related to Medicaid adjustments. Budget actions reflected in the November 2020 Financial Plan (November Plan) are listed in the appendices. Actions reflected in the Preliminary Plan are detailed in the next sections.

FY22 Preliminary Plan Net Changes, by Fiscal Year

<u>FY21 = \$297.1 million</u>	<u>FY22 = \$40.8 million</u>	<u>FY23 = (\$75,000)</u>	<u>FY24 = (\$75,000)</u>	<u>FY25 = (\$75,000)</u>
New Needs = \$0	New Needs = \$53 million	New Needs = \$0	New Needs = \$0	New Needs = \$0
Other Adjustments = \$342.4 million	Other Adjustments = (\$75,000)	Other Adjustments = (\$75,000)	Other Adjustments = (\$75,000)	Other Adjustments = (\$75,000)
Savings = (\$45.3 million)	Savings = (\$12.1 million)	Savings = \$0	Savings = \$0	Savings = \$0

The net changes, including new needs, other adjustments, and savings, included in the Preliminary Plan increase HRA's Fiscal 2021 Budget by \$297.1 million and the Fiscal 2022 Budget by \$40.8 million, as shown in the preceding table. The net changes decrease HRA's budget by just \$75,000 in the outyears. The major changes are further detailed in the subsequent sections.

New Needs

For the City overall, new needs added in the Preliminary Plan total \$744.6 million for Fiscal 2021 and \$126.9 million for Fiscal 2022. Most of the new needs added in Fiscal 2021 relate to COVID-19 response efforts and DOE. HRA's new need of \$53 million for Fair Fares added in Fiscal 2022 is 42 percent of the overall citywide new needs for Fiscal 2022.

- Fair Fares.** The Preliminary Plan included a one-year addition of \$53 million for Fiscal 2022 for the Fair Fares program. This program is not baselined – funding is added as needed. The amount added was calculated based on current usage levels, which are exceptionally low due to the pandemic, and funding may need to be adjusted in future plans as public transit ridership rebounds. Actual Fair Fares expenditures in Fiscal 2020 totaled \$40 million and the current budgeted amount for Fiscal 2021 is \$41 million, of which \$19.9 million has been spent to date. Notably, as detailed in the Capital section, \$12.6 million in funding is also included in HRA's capital plan for the upgrade and expansion of systems used to administer the program.

The Fair Fares program launched in January 2019 and as of January 2020, all City residents earning at or below the federal poverty level can apply to the program through an online application portal.⁷ As of March 2021, nearly 225,000 people have enrolled in the program. Eligible applicants are issued a special MetroCard that permits them to purchase transit rides at MetroCard machines for half the cost – the City subsidizes the remaining half of the fare. Last year, through the agency rulemaking process⁸, Access-a-Ride fares were added to the program effective October 30, 2020. Access-a-Ride fare collection was temporarily suspended due to the pandemic and the expansion technically became effective on January 19, 2021 when Access-a-Ride fare collection resumed in the City.

Savings

HRA CTL Savings Programs in the Preliminary Plan		
Description	FY21	FY22
Access to Counsel Ramp-Up Delay	(\$8,000)	\$0
DSNY Job Program Savings from Pause in Referrals	(5,617)	0
Fringe Benefits Reimbursement Adjustment	(13,000)	0
Hiring and Attrition Management Savings	(3,672)	0
Medicaid Reimbursement to NYC from SFY17+18 Reconciliations with NYS *	(100,000)	0
Parks Department Job Program Savings from Pause in Referrals	(15,000)	0
Prior Year Revenue Adjustment from Medicaid Reconciliations for FY18 *	(53,900)	0
Public Engagement Unit Projected Media Underspending	0	(500)
Supportive Housing Program Delay in Opening of New Units	0	(11,631)
Total CTL	(\$199,189)	(\$12,131)
Net Total from all Funding Sources	(\$37,289)	(\$12,131)

* Savings are a CTL to federal funding swap and the net change to the budget is zero.

Source: OMB

Savings introduced in the Preliminary Plan cut CTL spending by \$199.2 million in Fiscal 2021 and \$12.1 million in Fiscal 2022. When giving effect to all revenue sources, the net spending change associated

⁷ Fair Fares NYC, see: <https://www1.nyc.gov/site/fairfares/index.page>.

⁸ HRA, "Notice of Adoption of Amendments to Chapter 12 of Title 68 of the Rules of the City of New York Regarding the Fair Fares NYC Program", see <https://a856-cityrecord.nyc.gov/Search/GetFile?sectionId=4&requestId=20200923003&requestStatus=Archived&documentId=170973>.

with savings initiatives in Fiscal 2021 is \$37.3 million, as two savings initiatives introduced in the Preliminary Plan are CTL to federal revenue swaps. All savings initiatives introduced in Preliminary Plan are listed in the preceding table and are subsequently detailed below.

- **Medicaid Reimbursements.** The Preliminary Plan reflects a one-time CTL savings of \$100 million for Fiscal 2021 for prior year State Medicaid reimbursements due to the City for federal Medicaid expansion savings from State Fiscal 2017 and 2018. Additionally, the Preliminary Plan reflects a one-time CTL savings amount of \$53.9 million from Medicaid revenue reconciliations with the State related to City Fiscal 2018. Notably, both adjustments are CTL to federal revenue swaps and, when giving effect to all revenue sources, result in a net change of zero to HRA's budget. These are typical adjustments that are made each year to HRA's Medicaid budget, relating to ongoing State and City payment reconciliations, and do not relate to the additional Medicaid reimbursements that the City is due to receive from pandemic-related federal relief. It is expected that adjustments will be made in the Executive Plan, once the State budget is enacted, for the City's additional pandemic-related Medicaid savings.
- **Sanitation and Parks Job Program Referral Pause.** The Preliminary Plan reflects CTL savings of \$20.6 million from anticipated underspending due to the pandemic-related reduction in placements in HRA's job training programs with DSNY and the Department of Parks and Recreation (Parks). The savings relate to HRA employment programs that place CA clients in subsidized positions at DSNY for the Job Training Program (JTP) or at Parks for the Parks Opportunity Program (POP).

Since the onset of the pandemic, HRA has obtained waivers from the State to suspend the employment requirements for CA clients and paused referrals to the job programs. Notably, the savings are in addition to savings of \$3 million for JTP in Fiscal 2021 and \$5.2 million for JTP and POP in Fiscal 2020. The current waiver is effective until March 31st and HRA is seeking an extension beyond that date. Job placements will resume once the suspension of work requirements are lifted and it is safe to resume the programs.

- **Fringe Benefit Adjustment.** The Preliminary Plan reflects CTL savings of \$13 million for Fiscal 2021 from federal reimbursement of the eligible portion of HRA's fringe benefit costs. Fringe benefits are budgeted in the City's Miscellaneous budget, not the specific agency budgets, so there was another adjustment made to add \$13 million to HRA's budget, allowing the savings to be reflected at the agency level. The net impact of both actions to HRA's budget is zero.
- **Supportive Housing Re-estimate.** The Preliminary Plan reflects savings of \$11.6 million in Fiscal 2022 due to a delay in opening new supportive housing units under the New York City 15/15 Supportive Housing Plan. The planned expansion had already been slower than initially projected and was further delayed by the pandemic. Notably, this is in addition to savings of \$20 million in Fiscal 2020 due to opening delays. The number of units planned is not impacted, this is just a rollout delay. As permanent, affordable housing is a Council priority, the delay in new supportive housing units becoming available is an area of concern.
- **Access to Counsel Ramp-Up Delay.** The Preliminary Plan reflects CTL savings of \$8 million in Fiscal 2021 from a slower than planned expansion of the Access to Counsel program, which provides free housing-related legal services to low-income people in the City. There is no programmatic impact to the services currently being provided. Since the onset of the pandemic, Access to Counsel has been made available to all eligible individuals, regardless of their zip code. HRA indicated, the drop in spending is related to the very limited housing court

operations since the onset of the pandemic. Notably, this savings is in addition to savings of \$11.5 million in Fiscal 2020 and \$8.5 million in Fiscal 2021 that related to delays in hiring new lawyers, which partially pre-dated the pandemic's impact on program expansion. Ensuring low-income tenants have the legal support they need to remain permanently housed is a Council priority and this delay in expanding access to legal services is an area of concern.

- **Vacancy Reductions.** The Preliminary Plan reflects a one-time CTL savings of \$3.7 million in Fiscal 2021 along with a one-year vacancy reduction of 723 positions. This is in addition to CTL savings of \$2.3 million in Fiscal 2021, \$3.1 million in Fiscal 2022 and in the outyears, and a baseline reduction of 152 positions starting in Fiscal 2021. The positions eliminated are all existing vacancies that have not yet been allocated to specific program areas, as detailed in the Headcount section. The agency is not expecting to eliminate any front-line positions or positions related to CA and SNAP administration.
- **Public Engagement Unit Underspending.** The Preliminary Plan reflects savings of \$500,000 in Fiscal 2022 for projected media underspending in the Public Engagement Unit (PEU).

Other Adjustments

HRA Other Adjustments in the Preliminary Plan, Net Changes from all Funding Sources		
Description	FY21	FY22
Citywide Office Supplies Savings (all CTL)	(\$1,206,684)	\$0
Citywide Wireless Services Review Savings (all CTL) *	(63,722)	0
Fringe Benefits Reimbursement Adjustment (all CTL, added from the Misc. budget so HRA can realize CTL savings)	13,000,000	0
Other and Technical Adjustments	537,339	(75,000)
Restaurant Revitalization Program to Subsidize Employment for Under or Unemployed	800,000	0
State and Federal Revenue Adjustments	14,308,239	0
Supplemental Medicaid Adjustment from H+H for Local Share of Supplemental Payments	315,000,000	0
Total	\$342,375,172	(\$75,000)

* Baseline Adjustments

Source: OMB

Other adjustments introduced in the Preliminary Plan increase the Fiscal 2021 budget by \$342.4 million and reduce the Fiscal 2022 budget by \$75,000. All other adjustments introduced in the Preliminary Plan are listed in the table above and the major ones are subsequently detailed below.

- **Supplemental Medicaid Adjustment.** The Preliminary Plan reflects an increase of \$315 million in CTL in Fiscal 2021 relating to supplemental Medicaid payments. The amount was transferred from Health + Hospitals (H+H) to HRA, where most of the Medicaid budget is funded, to cover the City's local share of increased supplemental Medicaid payments. This amount is related to a Medicaid Redesign Team II (MRT II) proposal that converts Upper Payment Limit payments to rate add-ons, which the Administration expects will result in more consistent and higher payments to H+H.
- **Recognition of State and Federal Revenue.** HRA recognized revenue of \$14.3 million for Fiscal 2021 from federal and State sources in Preliminary Plan. This is in addition to federal and State revenue of \$32.7 million previously recognized for Fiscal 2021. Adjustments were made across several program areas for information technology system upgrades, including ACCESS HRA; in the HASA program area for single room occupancy (SRO) shelter; in the Office of Child Support Services (OCSS) program area for federal grants that are awarded based on performance in child support collections; across several program areas for COVID-19 related cleaning services

and other pandemic-related expenses; and for a federal grant for facilitating Medicaid enrollment amongst special populations.

- **Citywide Savings Initiatives.** A citywide savings initiative in the Preliminary Plans generates \$1.3 million in savings in Fiscal 2021 on office supply and wireless services spending. This is in addition to citywide savings initiatives of \$787,853 in Fiscal 2021 and \$500,861 in Fiscal 2022.
- **Restaurant Revitalization Program.** The Preliminary Plan adds \$800,000 in Fiscal 2021 for Restaurant Revitalization Program (RRP)⁹, a Mayoral initiative established in response to the pandemic through the Mayor's Office for Economic Opportunity, which is partially funded through HRA. The program provides up to \$30,000 to select restaurants to pay unemployed or under-employed workers affected by the COVID-19 crisis, helping restaurants that want to support their workers' financial well-being and feed community members in need. Actual spending on RRP since inception is \$1,815,843 and the budget for Fiscal 2021 is \$2 million. It has not yet been determined if this program will continue beyond Fiscal 2021.

Financial Summary

The Financial Summary chart provides a breakdown of total expenditures for all HRA program areas, the funding sources for the agency, and the headcount. HRA's Fiscal 2022 Preliminary Budget totals \$10.1 billion. This is an increase of \$658.2 million when compared to HRA's Fiscal 2021 Adopted Budget, largely due to higher projected Medicaid spending. HRA's Fiscal 2022 Preliminary Budget is funded by \$7.8 billion in CTL, or 77.7 percent, \$1.5 billion in federal funding, or 14.7 percent, \$753 million in State funding, or 7.5 percent, and \$10 million in intra-City funding, or a tenth of a percent.

HRA Financial Summary						
<i>Dollars in Thousands</i>						
	FY19 Actual	FY20 Actual	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
				FY21	FY22	
Budget by Program Area						
HIV and AIDS Services	\$305,372	\$330,623	\$274,769	\$300,422	\$274,425	(\$344)
Legal Services	161,555	184,730	199,033	191,028	173,648	(25,385)
Food Assistance Programs	21,513	71,688	20,968	20,968	20,236	(732)
Food Stamp Operations	80,996	85,993	73,808	74,652	73,808	0
Medicaid - Eligibility and Admin	93,185	92,964	109,682	109,681	109,688	7
Medicaid and Homecare	6,107,515	6,312,593	5,271,395	5,586,395	5,948,035	676,639
Homeless Prevention **	0	0	0	254,140	0	0
Subsidized Employment and Job Training	107,707	103,905	156,289	102,685	173,540	17,251
General Administration	446,534	463,785	472,295	479,781	439,670	(32,625)
Office of Child Support Enforcement	63,204	61,796	65,670	69,204	65,670	0
Adult Protective Services	55,603	54,886	62,444	62,444	60,955	(1,489)
CEO Evaluation	5,050	5,028	13,457	12,750	2,163	(11,294)
Domestic Violence Services	150,424	160,592	157,768	157,745	157,543	(225)
Employment Services Administration	24,793	25,793	31,941	33,171	31,959	18
Employment Services Contracts	151,923	135,809	126,836	135,964	123,176	(3,660)
Public Assistance and Employment Admin	260,140	282,882	251,743	288,843	254,789	3,046
Public Assistance Grants	1,554,437	1,505,824	1,627,950	1,611,098	1,650,650	22,700
Public Assistance Support Grants **	385,275	401,416	271,917	17,069	270,201	(1,716)
Home Energy Assistance	38,219	37,201	23,675	41,211	39,675	16,000
Information Technology Services	116,054	126,949	85,350	115,619	85,313	(37)
Investigation and Revenue Admin	67,519	67,303	81,477	81,477	81,477	0
Substance Abuse Services	46,091	44,186	53,948	53,948	53,948	0
TOTAL	\$10,243,107	\$10,555,946	\$9,432,414	\$9,800,296	\$10,090,569	\$658,155

⁹ The Mayor's Office for Economic Opportunity, "Restaurant Revitalization Program", see: <https://www1.nyc.gov/site/opportunity/portfolio/restaurant-revitalization-program.page>.

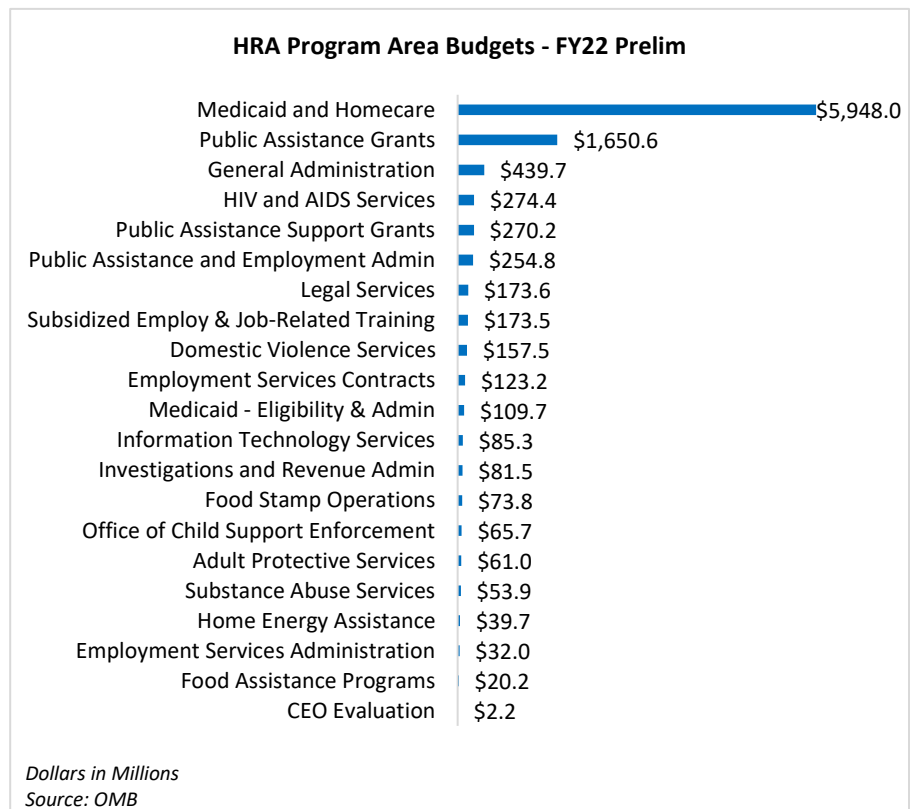
<i>Dollars in Thousands</i>	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Actual	FY21	FY22	FY21-FY22
Funding						
City Funds	\$8,117,325	\$8,431,217	\$7,157,522	\$7,291,743	\$7,844,629	\$687,106
Other Categorical	265	0	250	1,122	0	(250)
State	623,040	620,085	727,232	756,242	752,779	25,547
Federal - Community Development	0	1	50,000	49,407	0	(50,000)
Federal - Other	1,486,076	1,491,649	1,487,343	1,691,341	1,483,094	(4,248)
Intra-city	16,401	12,993	10,067	10,441	10,067	0
TOTAL	\$10,243,107	\$10,555,945	\$9,432,414	\$9,800,296	\$10,090,569	\$658,155
Budgeted Headcount						
Full-Time Positions - Civilian	12,614	12,330	13,657	12,781	13,592	(65)
Full-Time Equivalent Positions	64	190	8	8	8	0
TOTAL	12,678	12,520	13,665	12,789	13,600	(65)

*The difference of Fiscal 2021 Adopted compared to Fiscal 2022 Preliminary Budget.

** Homeless Prevention is a new program area added in the Preliminary Plan and encompasses programs previously classified in the Public Assistance Support Grants program area. The funding has only been adjusted for the Fiscal 2021 current modified budget and additional adjustments are expected in future plans.

Source: OMB

As shown in the adjacent graph, the largest area of expenditures, by far, for the agency is Medicaid and Homecare, which totals approximately \$5.9 billion, or 59 percent of HRA's total budget and 6.5 percent of the City's entire Fiscal 2022 Preliminary Budget. 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, and the HASA program areas. Public Assistance Grants is the second largest area of spending for HRA, accounting for 16.4 percent of the agency's budget, or a total of \$1.7 billion in Fiscal 2022.

Significant Programmatic Changes

Below, the significant program area funding changes in Fiscal 2022 are detailed.

- **Medicaid and Homecare.** The Fiscal 2022 Budget for this program area increases by \$676.6 million when compared to the Fiscal 2021 Adopted Budget. The difference primarily relates to three significant adjustments made in Fiscal 2021 only. In the Fiscal 2021 Executive Plan, a \$72

million reduction was reflected from a timing shift in the City's Medicaid payments to the State from Fiscal 2021 to Fiscal 2020 and \$444 million in CTL savings were recognized from eFMAP, COVID-19 federal relief. The Families First Coronavirus Response Act¹⁰ was enacted in response to the COVID-19 pandemic. The act provides a 6.2 percent increase in federal matching funds known as the Federal Medical Assistance Percentage (FMAP) to States during the pandemic emergency period. This additional, or enhanced, FMAP payment is referred to as eFMAP. The Adopted Plan reflected an additional \$161.5 million in CTL savings from eFMAP. Further eFMAP savings are expected future financial plans as the emergency period was recently extended through the end of calendar year 2021.

- **Legal Services.** The Fiscal 2022 Budget for this program area decreases by \$25.4 million when compared to the Fiscal 2021 Adopted Budget. The most significant contribution to this difference is one-year savings of \$8.5 million recognized in the Fiscal 2021 Executive Plan for roll-out delays in the Access to Counsel program and the one-year addition of \$33.9 million reflected in the Adopted Plan for Council Initiatives. The Fiscal 2022 Budget does not currently include any Council discretionary programs which are typically added once a year at Adoption.
- **General Administration.** The Fiscal 2022 Budget for this program area decreases by \$32.6 million when compared to the Fiscal 2021 Adopted Budget. A multitude of adjustments contribute to this difference. The most significant ones come from one-year citywide savings initiatives and PEGs reflected in the Fiscal 2021 Executive Plan and in the Adopted Plan for Fiscal 2021, and the addition of \$50 million in the Adopted Plan for P-FRED in Fiscal 2021.
- **Public Assistance Grants.** The Fiscal 2022 Budget for this program area increases by \$22.7 million when compared to the Fiscal 2021 Adopted Budget. This planned net increase largely relates to a \$23 million one-year revenue reduction for Fiscal 2021 that was recognized in the Adopted Plan to adjust for budgeted State revenue the City would not receive for CA.

Budget Issues

The following section details the major budget issues and concerns impacting HRA and its program areas. Additional concerns related to headcount, COVID-19 expenditures, and the State Executive Budget are detailed in those sections.

Human Service Providers

- **Support Human Service Providers.** HRA relies on the City's network of non-profit, community-based organizations to deliver vital services to vulnerable residents and should ensure providers are appropriately compensated and able to remain financially viable. Providers have incurred additional expenses related to the pandemic, coupled with an increased demand for services. HRA had indicated that they are working with providers on a one-on-one basis to assess increased costs due to the pandemic and to adjust contract scopes accordingly. No information has been provided to the Council on the value of these budget adjustments. The Human Services Council, a network of human service providers, is seeking the restoration of the cost of living adjustment in all human services contracts at a rate of at least three percent; full emergency pay for human services workers, retroactively to March 23, 2020, when non-essential workers were ordered to stay home; and restoration of past cuts to the indirect cost rate, as well as full baselined funding. Providers are seeking the flexibility to use contracted

¹⁰ H.R. 6201, Families First Coronavirus Response Act, Enacted March 18, 2020, see: <https://www.congress.gov/bill/116th-congress/house-bill/6201>.

dollars to support staff, including incentive pay, so they can remain operational. Providers need to be able to use any available funding to make critical decisions to stay open and best serve clients, including ensuring appropriate staff levels.

Affordable Housing and Homelessness

- **Prioritize Affordable Permanent Housing.** The Council's *Our Homelessness Crisis: The Case for Change* report was released in January 2020.¹¹ It called for the Administration to reprioritize funding budgeted for shelter costs towards long-term and permanent housing, such as affordable and supportive housing, to permanently reduce the City's shelter census. 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.

Rather than expand programs that keep people securely housed, the Administration has made several cuts to housing support services in recent plans. The Fiscal 2021 Executive Plan cut funding for supportive housing by \$20 million in Fiscal 2021, due to rollout delays, and funding for legal services by another \$20 million over Fiscal 2020 and Fiscal 2021, due to delays in program expansion. The Adopted Plan included a baseline reduction of \$15.4 million for rental assistance programs starting in Fiscal 2021, for the agency's shift to focus primarily on single adult who stay in shelter for long time periods. In the Preliminary Plan legal services was cut by an additional \$8 million in Fiscal 2021, due to underutilization of services, and supportive housing by an additional \$11.6 million in Fiscal 2022, also due rollout delays.

Notably, there is very little transparency into how the rental assistance program is managed and how funding is utilized. The Administration has indicated the recent reductions in funding were to match budgeted amounts more closely with actual program expenditures. However, it should be a priority to invest in legal services and housing support programs and it is unclear why these programs would see underspending at a time of such great need.

- **Voucher Rental Rates and Utility.** *Our Homelessness Crisis: The Case for Change* also called for the Administration to increase the rental subsidy amount for rental assistance vouchers. The maximum rent allowed under the City's rental assistance programs is much lower than the fair market rent for apartments in the City, severely limiting the supply of affordable apartments available to voucher holders. Additionally, source of income discrimination (SOI) against vouchers by landlords, is a key reason that the rental assistance programs are not reducing the shelter census more substantially. While SOI may be illegal, it persists as it is very hard to prove and difficult to fight. Advocates believe that education is needed for landlords and voucher holders regarding SOI. In the fall of 2020, the Council passed legislation that will become effective in spring 2021, requiring DSS to provide written notice regarding lawful source of income to rental assistance program applicants at the time an applicant receives a shopping letter. The notice will include information about protections under the City's human rights law related to discrimination on the basis of a person's lawful source of income.¹²

¹¹ New York City 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>.

¹² Local Law 115 of 2020, see: [file:///C:/Users/NYCCUser/Downloads/Local%20Law%20115%20\(1\).pdf](file:///C:/Users/NYCCUser/Downloads/Local%20Law%20115%20(1).pdf).

- **Rental Assistance 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 assess the efficacy of these programs more accurately, additional reported data points reported should include:
 - Shelter exits by population and type, including if a voucher was used for the exit
 - Number of vouchers approved and how many were used or expired before use
 - Frequency of unused vouchers renewals and the average number of renewals
 - The time it takes clients to find an apartment once a voucher is issued
 - Rent costs for apartments rented by voucher holders
 - Number of voucher holders who used vouchers and then returned to shelter system

Benefits Access and Agency Operations

- **End of the Eviction Moratorium.** In response to the economic impact of the pandemic, the State implemented a moratorium on residential evictions and foreclosure proceedings. The end of the moratorium has been extended for those who have endured COVID-19 hardship until May 1, 2021.¹³ Since the onset of the pandemic, the Department of Investigation indicated that just four evictions have been filed. Comparatively, 3,400 cases were filed before the pandemic which are ongoing and receiving legal services.¹⁴

There is concern regarding how HRA will administratively handle and fund a dramatic increase in applications it will likely see for emergency rental arrears payments, also known as one-shot deals, once the moratorium ends. One-shot deals have dipped during the pandemic. According to HRA, between July and November 2020, there were 16,256 rent arrears cases with average amount paid per case of \$4,666. In addition, there were 584 FHEPS arrears cases, where back rent was ordered by a judge as part of a settlement. Comparatively, prior to the onset of the pandemic and its subsequent economic impact, there was a much higher case volume for both. The same months in 2019 had 24,300 rent arrears cases, or 49 percent more, with an average amount paid of \$4,000, as well as 2,000 cases where back rent was ordered by a judge, or 242 percent more.¹⁵ HRA paid \$255 million in Fiscal 2019 for 58,000 households and \$215 million in Fiscal 2020 for 50,000 households.¹⁶ HRA is also working with the State to utilize federal pandemic relief funding for rental arrears in anticipation of the end of the eviction moratorium.

Additionally, advocates have expressed concern that there will be an increase in APS referrals when the moratorium is lifted, further taxing an already over-burdened system. If evictions and foreclosures spike after the end of the moratorium, there will be a ripple effect on city programs including shelters and HRA-administered support services. No funding has been added in the Preliminary Plan to address the operational challenges or additional cost of providing support services once the moratorium is lifted.

¹³ The State of New York, "Governor Cuomo Signs the COVID-19 Emergency Eviction and Foreclosure Prevention Act of 2020", December 28, 2020, see: <https://www.governor.ny.gov/news/governor-cuomo-signs-covid-19-emergency-eviction-and-foreclosure-prevention-act-2020>.

¹⁴ This information was provided during the questions and answers portion of the General Welfare Committee's City Council hearing, "DSS Preparation for Expiration of the Eviction Moratoriums", held on January 25, 2021, see: <https://legistar.council.nyc.gov/MeetingDetail.aspx?ID=830492&GUID=7353D2E9-7981-4812-8FDB-E31E07171E10&Options=info|&Search=>.

Testimony was given by Jordan Dressler, Civil Justice Coordinator, on behalf of HRA.

¹⁵ Information on rent arrears is per the DSS Monitor's Reports, provided to the Council on January 30, 2020 and February 25, 2021.

¹⁶ This information was provided during the same Council hearing on eviction that was previously cited.

- **Benefits Processing and Administration.** Due to the severe economic impact of the COVID-19 pandemic, HRA has seen a significant increase in the volume of new CA and SNAP applications. During a Council oversight hearing HRA reported the agency received 84,000 SNAP applications in April 2020, the highest number of SNAP applications in modern history, and more than a 200 percent increase compared to the 27,000 applications received in April 2019.¹⁷ HRA has closed most of its client service centers and converted most of the agency's staff to working from home and remote benefits administration, where possible. With the transition to remote work, HRA had to address several challenges including technology, telecommunication systems, data security, changes to work processes, and training of redeployed staff.

Clients and advocates have reported delays in receipt of benefits, significant wait times on the phone, difficulty in connecting to the appropriate HRA staff, periodic problems with ACCESS HRA, and confusion over rules and requirements, some of which have changed. HRA indicated that the increased volume of new applications combined with a pivot to remote work and technology limitations did contribute to application processing and client wait times. Few adjustments have been made to the budget to address this, just \$1.8 million was reflected in the November Plan for Fiscal 2021 to cover the technology costs related to work from home. Advocates feel HRA needs to more adequately staff and upgrade their phone system, make it easier for clients to connect with a person best suited to assist them, and that the agency should provide a realistic alternative to ACCESS HRA for those who cannot use it. Additionally, advocates are concerned that some of the center closures could become permanent.

Food Assistance

- **Emergency Food Provider Funding.** SNAP benefits cover, on average, just two weeks' worth of food for most households¹⁸ and the pandemic has significantly increased unemployment, poverty, and the reliance on the City's already under-funded network of emergency food providers. Undocumented individuals were more likely to lose their jobs due to the pandemic and are not eligible to obtain unemployment benefits, CA, or SNAP. Emergency food providers have reported this as one of the drivers for the increased demand for their services, given that food pantries are often the public support program available to those who are undocumented.

HRA has indicated that the number of clients served by the Emergency Food Assistance Program (EFAP) providers nearly doubled when comparing the second half of 2020 to 2019. Despite this, the baselined budget for EFAP of \$20.2 million has not increased and none of the GetFood NYC¹⁹ programs are baselined or funded beyond Fiscal 2021. HRA indicated that while EFAP providers did report an increase in the number of clients served, EFAP is not their sole source of support and many received additional pandemic-related food and funding. Notably, much of the pandemic-related funding has since been exhausted. More funding needs to be allocated to emergency food programs for food and operational expenses and to long-term solutions to address food insecurity in the City.

¹⁷ HRA, "Testimony of Lisa Fitzpatrick, Chief Program Officer, before the New York City Council Committee on General Welfare, on the Impact of the COVID-19 Pandemic on SNAP Administration, Food Pantries, and Soup Kitchens", September 21, 2020, see: <https://www1.nyc.gov/assets/hra/downloads/pdf/news/testimonies/2020/HRA-Testimony-COVID-19-Pandemic-SNAP-and-EFAP-09-21-20.pdf>.

¹⁸ Food Bank for New York City, "In the Shadow of the Shutdown", February 2019, see: https://1giqgs400j4830k22r3m4wqg-wpengine.netdna-ssl.com/wp-content/uploads/Shadow-of-the-Shutdown_Food-Bank-For-New-York-City-Brief.pdf.

¹⁹ GetFood NYC, see: <https://www1.nyc.gov/assets/dsny/contact/services/COVID-19FoodAssistance.shtml>.

- Lack of Fresh Food in EFAP and P-FRED.** It is unclear if EFAP's utilization of Department of Citywide Administrative Services (DCAS) for food procurement is the most 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. 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. Initially, the P-FRED program seemed as though it would fill this void, at least temporarily, as all food delivered between October 2020 and January 2021 was fresh produce. Starting in February 2021, for reasons that are unclear, the program has pivoted to only providing shelf-stable items, very similar to those available through EFAP. The City should provide a regular, dependable source of fresh produce to emergency food providers and ensure there is adequate baseline funding to meet the need.
- 10-Year Food Plan Funding.** On February 22, 2021, the Administration released *Food Forward NYC: A 10-Year Food Policy Plan*, the City's first official food plan, outlining near, medium, and long-term plans to create a more equitable, sustainable, and healthy food system in the City. This plan was created because of legislation passed by the Council, with input from hunger advocates and key players from all aspects of the City's complex system of food procurement, distribution, and disposal. While the plan includes many promising proposals and initiatives, no funding has been added to cover the implementation of many of them – some proposals in the plan called for the continuation or expansion of existing programs, such as EFAP, which are currently funded, but realistically require additional funding to be more effective. Additionally, the Mayor's Office of Food Policy (MOFP), tasked with the oversight and coordination of the inter-agency implementation of the City's food programs, including the implementation of the 10-Year plan, is under-staffed and under-funded. Funding should be added to the budget to support the City's food plan and to ensure MOFP is adequately staffed.
- Lack of EFAP Metrics.** 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 2019.²⁰ Food insecurity in the City is high, particularly for vulnerable populations such seniors, children, and the homeless. Given this, and the considerable impact the pandemic has had on hunger in the City, it is important to measure the efficacy and monitor the performance of EFAP. EFAP metrics should be added to the PMMR to demonstrate the impact and reach of the program, as well as to provide greater transparency.

Special Populations

- Limited DV Shelter Capacity.** There is limited capacity within HRA's DV shelter system which has 2,514 beds²¹ and 362 Tier II Units²². 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. The percentage of eligible families seeking shelter at

²⁰ HRA, "EFAP Quarterly Report", see: https://www1.nyc.gov/assets/hra/downloads/pdf/facts/efap/efap_report.pdf.

²¹ The City of New York, "Preliminary Mayor's Management Report", January 2021, see:

https://www1.nyc.gov/assets/operations/downloads/pdf/pmmr2021/2021_pmmr.pdf.

²² HRA, "Testimony on HRA's System of Domestic Violence Shelters: Hearing before New York City Council's Committees on General Welfare and Women and Gender Equity", September 19, 2019, see: <https://www1.nyc.gov/assets/hra/downloads/pdf/news/testimonies/2019/DV-Shelter-Testimony-09-24-2019.pdf>.

Prevention Assistance Temporary Housing (PATH) who were placed in HRA's DV shelter system was 44.9 percent in Fiscal 2020.²³

A particular concern is the lack of Tier II DV shelter units – due to the limited number of units, most families exiting DV emergency shelter are not placed in HRA's Tier II DV system. A report on DV exits for calendar year 2020 detailed 2,727 exits from DV emergency shelters. There were 1,007 exits to DHS shelters, or 40 percent; 1,184 exits were classified as *unknown, unavailable, other, or made their own arrangements*, or 43 percent; just 364 exits were to Tier II DV shelters, or 13 percent; and 172 exits, or six percent, were to New York City Housing Authority, supportive housing, or a private apartments.²⁴

Additionally, the 180-day emergency DV shelter stay limit set 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 abuse. Additional concerns with the DV shelter system include the limited capacity for single adults, a lack of appropriate services for transgender individuals, and an increase in the incidence of DV that has been caused by the social isolation during the pandemic, which may increase the demand for HRA's DV services. The City should increase the capacity of HRA's DV shelter system.

- **Adult Protective Services Caseworker Retention.** HRA contracts out most of APS' case management services to non-profit providers. These providers have expressed concern about their ability to hire and retain staff for many years, which has only worsened due to the pandemic. Case management was already a challenging job before the pandemic and providers are seeing even more burnout than usual because of COVID-19, while there is also an increased need for services. Additional challenges include staff exposure to COVID-19 and the impact required quarantining after exposure has on operations. The City should provide retroactive hazard pay to APS' contracted essential, front-line workers who have been interacting with clients throughout the pandemic.

Headcount

HRA Headcount by Program Area				
Program Area	FY20 Actual	FY21 Adopt	FY22 Prelim	FY22 Prelim - FY21 Adopt
Adult Protective Services	453	489	460	(29)
CEO Evaluation	7	11	4	(7)
Domestic Violence Services	230	213	247	34
Employment Services Administration	178	270	222	(48)
Food Assistance Programs	2	1	2	1
Food Stamp Operations	1,206	1,396	1,380	(16)
General Administration	2,894	1,420	1,589	169
HIV and AIDS Services	1,169	1,336	1,336	0
Home Energy Assistance	17	31	26	(5)
Information Technology Services	563	774	774	0
Investigations and Revenue Admin	852	1,216	1,216	0
Medicaid - Eligibility & Admin	1,070	1,404	1,404	0
Medicaid and Homecare	424	706	706	0
Office of Child Support Enforcement	571	819	819	0
Public Assistance and Employment Admin	2,694	3,571	3,407	(164)
Total	12,330	13,657	13,592	(65)

Source: OMB

²³ The City of New York, "Preliminary Mayor's Management Report", January 2021.

²⁴ HRA, Pursuant to Local Law 83 of 2018, "2020 Annual Report on Exits from NYC Domestic Violence Shelters", Received on February 22, 2021.

HRA's Fiscal 2022 budgeted headcount totals 13,592 full-time civilian positions. The preceding table details how this headcount is broken out across HRA's program areas. Of HRA's 22 program areas, 15 have budgeted headcounts, the remaining program areas only have OTPS budgets and no associated headcount. The largest program areas, by headcount, are Public Assistance and Employment Administration with 3,407 budgeted positions, or 25.1 percent of HRA's headcount, and General Administration with 1,589 positions, or 11.7 percent of HRA's headcount. For Fiscal 2022, HRA's overall headcount is 65 full-time salaried positions less than in the Fiscal 2021 Adopted Budget. The headcount decrease is due mostly to a baseline headcount realignment to more accurately match the actual staffing in several program areas. The Preliminary Plan introduces a one-year vacancy reduction of 723 positions for Fiscal 2021 – the positions have not yet been allocated to specific program areas.

The Council has called on HRA for many years to right-size budgeted headcount to be more closely align with actual positions and, until recently, the agency has favored one-year reductions of vacancies rather than baseline eliminations of positions. Due to the impact of the pandemic on the City's budget and the

HRA Financial Plan HC Actions Since COVID-19				
Financial Plan	FY20 HC	FY21 HC	FY22 HC	Baseline HC
FY21 Preliminary	(1)	(1)	(1)	(1)
FY21 Executive	(173)	(211)	(147)	(147)
FY21 Adoption	0	(723)	(700)	(700)
November 2020	0	(153)	(152)	(152)
FY22 Preliminary	0	(723)	0	0
Total	(174)	(1,811)	(1,000)	(1,000)

Source: OMB

citywide hiring freeze, HRA's budgeted headcount has been lowered with a total baseline elimination of 999 positions since the onset of the pandemic. HRA's recent financial plan headcount actions are detailed in the adjacent table. Notably, nearly none of the positions eliminated since the onset of pandemic have been accurately allocated to specific program areas and have instead been allocated to the General Administration program area as a placeholder. It is still not clear which services and

employee roles will be impacted by headcount reductions.

HRA COVID-19 Redeployments as of February 26, 2021		
Original Job Function	Redeployment	HC
Fair Fares	CA	118
Fair Hearing + Finance	CA	10
Homelessness Prevention Administration	CA	21
Office of Program Accountability	CA	136
CA Subtotal		285
Career Services	SNAP	74
Child Support Services	SNAP	152
Fair Fares	SNAP	14
Fair Hearing / Training + Finance	SNAP	18
Homelessness Prevention Administration	SNAP	3
Human Resources Solutions	SNAP	5
Medicaid	SNAP	178
Office of Program Accountability	SNAP	149
Other City Agencies	SNAP	2
SNAP Subtotal		595
Career Services	Indexing	7
Fair Fares	Indexing	4
Fair Hearing / Training + Finance	Indexing	11
Medicaid	Indexing	14
Indexing Subtotal		36
Total Redeployments		916

Source: HRA

There are currently no plans for layoffs at HRA. Starting in the fall of 2020, HRA required all managerial, non-union staff to take five furlough days over the subsequent several months and this saved HRA \$523,859 in Fiscal 2021.

The agency implemented a staff redeployment plan starting in the spring of 2020 to handle the significant increase in volume of CA and SNAP applications. The initial plan temporarily redeployed 1,503²⁵ people from other agencies and other HRA program areas to assist with the administration of CA and SNAP, as well as to assist with the indexing of documents submitted with online benefit applications for SNAP and CA. When the new application

²⁵ Further details on the initial redeployment plan are included in the Council's Fiscal 2021 Executive Budget report, see: <https://council.nyc.gov/budget/wp-content/uploads/sites/54/2020/05/Human-Resources-Administration-1.pdf>.

volume decreased, some of those who were initially redeployed returned to their work original assignments. As of February 26, 2021, 916 people continue to be redeployed, as detailed in the preceeding table, a 39 percent decrease in the number of people redeployed in the spring. The agency plans to continue the redeployments, based on the level of need, for the foreseeable future.

As is shown in the succeeding table, HRA has historically had significant vacancies when comparing budgeted positions at adoption to the actual headcount at the close of the respective fiscal year. For example, the Fiscal 2020 Adopted Budget reflected 14,510 positions but the actual headcount at the close of the fiscal year was 12,330. The vacancy rate for Fiscal 2019 was 14 percent, rising to 15 percent in Fiscal 2020. After the recent headcount reductions, the vacancy rate thus far in Fiscal 2021 has dropped to 11.8 percent. As of January 2021, 1,615 of the 13,657 budgeted positions for Fiscal 2021 were vacant.

HRA Headcount (HC) - Budgeted (Bud) vs. Actual (Act)									
Program Area	FY19 Adopt Bud HC	FY19 Act HC	FY19 Vacancies	FY20 Adopt Bud HC	FY20 Act HC	FY20 Vacancies	FY21 Adopt Bud HC	FY21 Act HC*	FY21 Vacancies
Adult Protective Services	506	454	(52)	506	453	(53)	489	431	(58)
CEO Evaluation	14	8	(6)	14	7	(7)	11	6	(5)
Domestic Violence Services	233	224	(9)	223	230	7	213	216	3
Employment Services Administration	290	183	(107)	290	178	(112)	270	170	(100)
Food Assistance Programs	1	2	1	1	2	1	1	2	1
Food Stamp Operations	1,396	1,342	(54)	1,396	1,206	(190)	1,396	1,179	(217)
General Administration	2,380	2,890	510	2,324	2,894	570	1,420	2,824	1,404
HIV and AIDS Services	1,332	1,215	(117)	1,336	1,169	(167)	1,336	1,157	(179)
Home Energy Assistance	31	17	(14)	31	17	(14)	31	17	(14)
Information Technology Services	699	535	(164)	674	563	(111)	774	546	(228)
Investigations and Revenue Admin	1,246	872	(374)	1,216	852	(364)	1,216	836	(380)
Medicaid - Eligibility & Admin	1,404	1,114	(290)	1,404	1,070	(334)	1,404	1,057	(347)
Medicaid and Homecare	706	438	(268)	706	424	(282)	706	416	(290)
Office of Child Support Enforcement	819	600	(219)	819	571	(248)	819	560	(259)
Public Assistance and Employment Admin	3,616	2,720	(896)	3,570	2,694	(876)	3,571	2,625	(946)
Total	14,673	12,614	(2,059)	14,510	12,330	(2,180)	13,657	12,042	(1,615)

* The Fiscal 2021 Actual HC is as of January 2021, the most recently available date.

Source: OMB

Notably, the General Administration program area has been uniquely, and consistently, over its budgeted headcount for many years. Actual headcount exceeded budgeted by 510 in Fiscal 2019, by 570 in Fiscal 2020, and by a considerable 1,404 as of January 2021. Despite a headcount realignment reflected in the November Plan, positions continue to be inaccurately aligned to program areas. The General Administration area is overused for allocating vacancy reductions, as previously noted, as well as for budgeting staff that actually work in other program areas. A prime example of this is when the agency added a new PS U/A for Legal Services in Fiscal 2020 but did not align it with the Legal Services program area, despite the fact it encompasses the staff of the Office of Civil Justice (OCJ). Instead, the new U/A was added to the General Administration program area.

While HRA has taken considerable vacancy reductions since the onset of the pandemic, nearly half were one-year decreases, rather than baseline reductions, and not nearly commensurate with the total number of vacancies at the agency. If HRA has no plans to fill certain positions they should be permanently removed, which would result in a savings for the agency. Before the onset of the pandemic, HRA had 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.²⁶ Considering how the agency has

²⁶ Per HRA, from a meeting between NYC Council and HRA budget staff that took place on February 28, 2020.

managed vacancies and hiring in the past, it is difficult to discern how many of the current vacancies the agency actually intends to fill once the City's hiring freeze is lifted.

Contract Budget

HRA's proposed contract budget for Fiscal 2022 totals \$845 million covering 1,259 contracts, which constitutes 8.4 percent of the agency's total budget, and 21 percent of HRA's non-Medicaid budget. The table in the appendix provides a breakdown of HRA's contract budget by category. 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 \$246.5 million across 80 contracts, followed by HASA Services at \$192.3 million across 72 contracts. HRA contracts with providers for homeless outreach and support services; HASA and DV shelter; employment services; legal services; HASA, DV, and APS support services; APS case management; substance use case management; and cleaning, technology, and other support services for the agency's offices and client centers.

Overall, there was a net decrease of 67 contracts, and the total value of contracts decreases by \$24.5 million when comparing the Fiscal 2022 Preliminary Budget to the Fiscal 2021 Adopted Budget. Contract decreases include 64 contracts for the Legal Services program area for Homeless Family Services and four contracts for the Homeless Prevention program area for Non-Grant Charges. This is largely attributable to Council discretionary contracts which are not included in the Preliminary Plan for Fiscal 2022 – discretionary contracts will be added at or after the adoption of the budget.

Revenue

As seen in the succeeding graph, 22 percent of HRA's Fiscal 2022 Preliminary Budget is funded by State and federal revenue and 78 percent is funded by CTL. In Fiscal 2022, non-City revenues are comprised of \$753 million in State aid, \$1.5 billion in federal revenue, and \$10 million in intra-City funding. Fiscal 2022 revenues from CTL total \$7.8 billion. These shares in funding are consistent with HRA's historical shares.

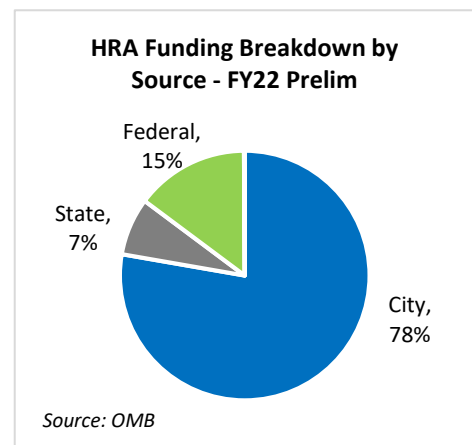
Federal Revenue

As shown in the succeeding table, the majority of HRA's federal funding for Fiscal 2022 comes from four funding streams:

- Temporary Assistance for Needy Families (TANF) totaling \$694.7 million
- The Medical Assistance Program totaling \$237.8 million
- Food Stamp sources totaling \$181.3 million
- Flexible Fund for Family Services totaling \$164.4 million

TANF funding is applied towards CA for low-income families living with a minor child. The Medical Assistance Program supports costs related to Medicaid, public assistance, employment services, DV Services, Substance Abuse Services, and HASA.

Federal funding in the Fiscal 2022 Preliminary Budget decreases by \$54.5 million, or 3.5 percent, when compared to the Fiscal 2021 Adopted Budget. Cumulatively, since the Adoption of the Fiscal 2021 Budget, federally funded plan adjustments have increased HRA's budget by \$6.6 million. Additionally, there is a \$61.1 million cumulative net funding decrease from planned federal funding changes that were introduced in financial plans prior the Adoption of the Fiscal 2021 Budget. The planned net decrease largely relates to \$50 million in one-year federal Community Development



Block Grant (CDBG) funding recognized in Fiscal 2021 for the P-FRED program, which is described in the Food Assistance section of this report. It is unknown if this program will continue to operate beyond Fiscal 2021 and, if so, how it would be funded.

HRA Federal Revenue Budget Overview				
<i>Dollars in Thousands</i>				
Revenue Sources	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
		FY21	FY22	
Child Support Administration	\$61,152	\$65,177	\$61,306	\$0
Community Development Block Grants (CDBG)	50,000	49,407	0	(50,000)
Continuum of Care Program	0	391	0	0
Coronavirus Relief Fund	0	1,800	0	0
Epidemiology and Laboratory Capacity	0	22,230	0	0
Federal TANF Assistance	489,541	491,633	475,541	(14,000)
Flexible Fund for Family Services (FFFS)	164,420	164,363	164,421	1
Food Stamp Administration (SNAP)	84,910	88,312	85,025	115
Food Stamp Employment and Training (SNAP)	72,180	72,180	72,902	723
Food Stamps (SNAP)	22,382	22,860	23,343	961
Housing Opportunities for People with AIDS	35,207	35,207	35,207	0
Low-Income Home Energy Assistance	23,200	40,737	39,200	16,000
Medical Assistance Program (MAP)	236,682	395,602	237,781	1,099
Refugee and Entrant Assistance	481	481	481	0
Special Projects	19,427	21,874	19,427	0
TANF - Emergency Assistance	127,835	127,835	127,835	0
TANF - Employment Administration	77,358	68,057	68,057	(9,301)
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	47,320	47,320	47,322	1
Training	1,988	2,025	1,988	0
TOTAL	\$1,537,343	\$1,740,748	\$1,483,094	(\$54,402)

*The difference of Fiscal 2021 Adopted compared to Fiscal 2022 Preliminary Budget.

Source: OMB

State Revenue

The succeeding table lists HRA's State funding for Fiscal 2022, the largest being Safety Net totaling \$297.3 million. Safety Net funding is applied to public assistance cases for single individuals without children and families who have already received CA for 60 months through TANF. State funding in the Fiscal 2022 Preliminary Budget increases by \$25.5 million, when compared to the Fiscal 2021 Adopted Budget. The increase, which largely comes from scheduled changes in prior financial plans, is comprised of a \$22.9 million increase in Safety Net funding, a \$2.4 million increase in the Medical Assistance Administration funding, and a \$249,942 increase in Protective Services funding.

HRA State Revenue Budget Overview				
<i>Dollars in Thousands</i>				
Revenue Sources	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
		FY21	FY22	
Administration	\$22,727	\$25,749	\$22,727	\$0
Child Support Administration	0	0	0	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	211,159	216,215	213,543	2,384
Protective Services	49,058	49,472	49,308	250
Safety Net	274,344	294,862	297,257	22,913
Shelters	5,293	5,293	5,293	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	\$727,232	\$756,242	\$752,779	\$25,547

**The difference of Fiscal 2021 Adopted compared to Fiscal 2022 Preliminary Budget.*

Source: OMB

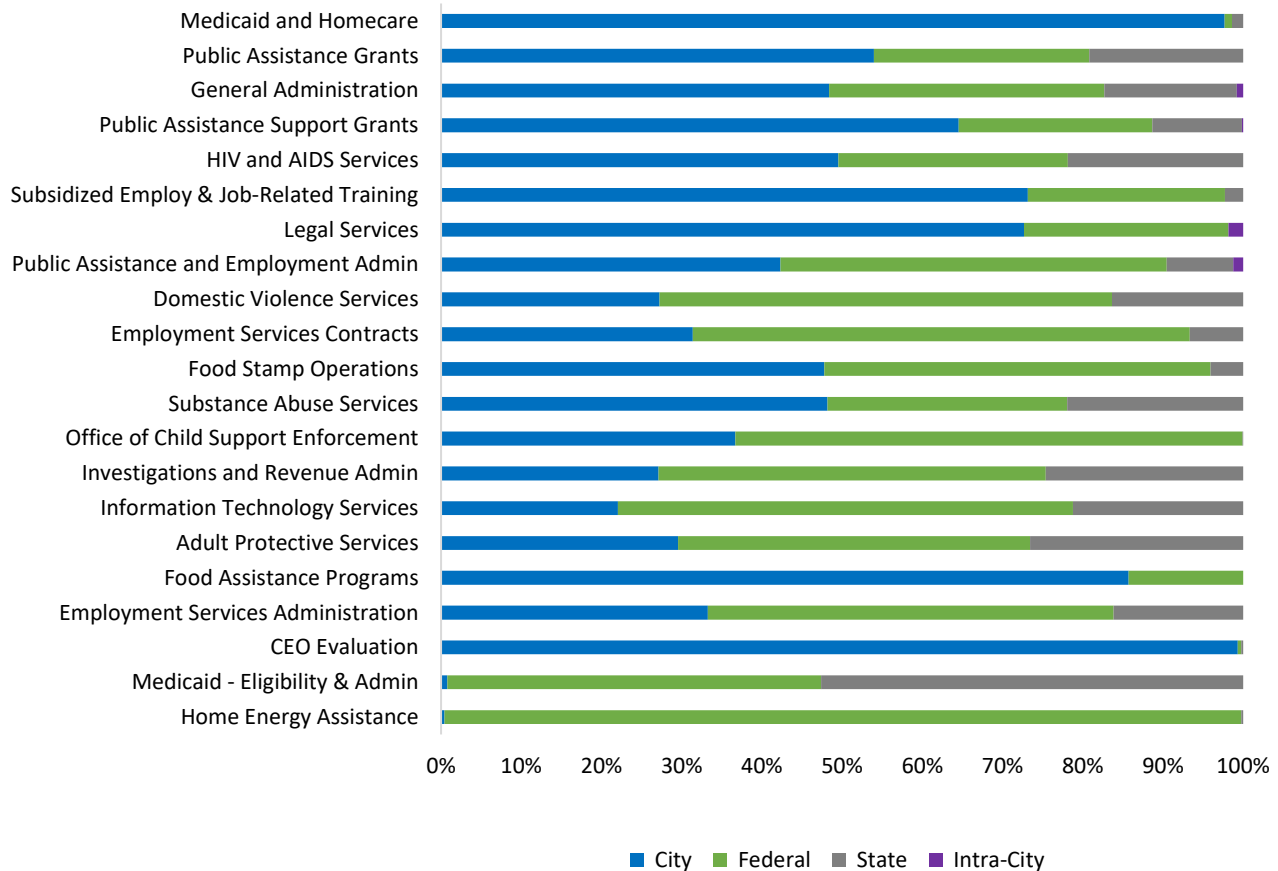
City Revenue

CTL funding increases by \$687.1 million for Fiscal 2022 when compared to the Fiscal 2021 Adopted Budget, a 10 percent increase. Cumulatively, since the Adoption of the Fiscal 2021 Budget, CTL adjustments have increased HRA's budget by \$45.1 million. The most significant changes reflected in the Preliminary Plan include, the addition of \$53 million in CTL to fund the Fair Fares program and the recognition of \$11.6 million in CTL savings from a rollout delay in the supportive housing, both are previously detailed. Additionally, there is \$642 million in cumulative net funding increases from planned CTL funding changes that were introduced in financial plans prior the Adoption of the Fiscal 2021 Budget. The most significant prior changes relate to Medicaid.

Program Area Breakdown

The succeeding graph illustrates the breakdown of funding sources between City, State, federal, and intra-City for each program area, sorted by those with the largest to the smallest CTL contribution amount.

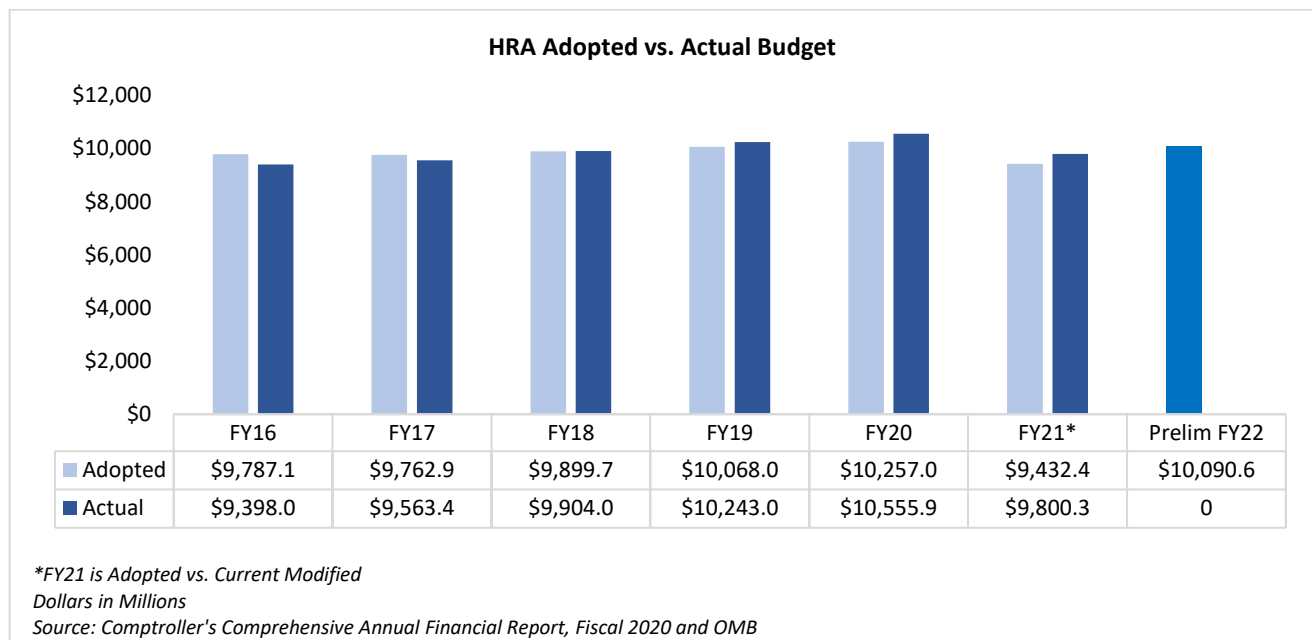
HRA Funding Source Breakdown by Program Area - FY22 Prelim



Source: OMB

Overall HRA Spending

As indicated by the succeeding graph, HRA's actual spending during each of the past few fiscal years has been relatively close to the respective adopted budgets. Budgeted and actual expenditures since Fiscal 2016 are relatively close. Compared to actual spending in previous fiscal years, HRA's Fiscal 2022 Preliminary Budget is not significantly different, which indicates that projected spending aligns with actual spending. The budget for Fiscal 2021 has risen 3.8 percent since Adoption, and the Fiscal 2022 Preliminary Budget is just three percent larger the Fiscal 2021 current modified budget. Although there is a diverse and complex array of program areas, HRA has been budgeting realistically.



State Executive Budget Proposals

There is a proposal in the State Executive Budget that would have a negative fiscal impact on HRA's budget and several proposals that will impact social services utilized by City residents but would not likely have any direct effect on the City or HRA's budget. The fiscal impact of the State Executive Budget is not included in the Preliminary Plan because the State's budget process is still ongoing. The Governor firmly stated at the State Executive Budget release that New York, at minimum, needs \$15 billion to close the budget gap and stave off the need for further painful cuts. Since that release, it was announced that eFMAP savings would be extended an additional six months through the end of calendar year 2021. This is estimated to bring the State at least an additional \$2 billion in revenue.²⁷ Notably, some analysis has found the \$15 billion gap estimate to be overinflated.²⁸

At the time this report was finalized, a new \$1.9 trillion federal relief bill proposed by President Biden was nearing final approval. Included in the legislation is another round of stimulus checks, extension of supplemental unemployment benefits through September, additional funding for COVID-19 testing and vaccinations, school aid, and aid to localities.²⁹ It is estimated that the aid allocated to the State will be around \$12.6 billion, which combined with the increased eFMAP savings appears to essentially close the budget gap. The City's share of this federal aid is estimated to be \$6.1 billion.³⁰

On March 6, 2021 the Mayor called for the State to address the needs of City residents experiencing homelessness more adequately. Particular requests noted were increasing the rent levels for State rental assistance, fully funding supportive housing plans, restoring funding for homeless shelter

²⁷ Hammond, Bill, "A Letter From Washington Shrinks New York's Budget Gap by \$2 Billion or More", The Empire Center, February 2, 2021, see: <https://www.empirecenter.org/publications/a-letter-from-washington-shrinks/>.

²⁸ McMahon, E.J., "House Democrats are working on the stimulus bailout of Cuomo's dreams", The Empire Center, February 10, 2021, see: https://www.empirecenter.org/publications/the-stimulus-bailout-of-cuomos-dreams/?mc_cid=a01c212ba2&mc_eid=91c5d810da.

²⁹ Kaplan, Thomas, "What's in the Stimulus Bill? A Guide to Where the \$1.9 Trillion Is Going", The New York Times, March 7, 2021, see: <https://www.nytimes.com/2021/03/07/us/politics/whats-in-the-stimulus-bill.html>.

³⁰ Press Release from Senator Charles Schumer, "As new Majority Leader, Schumer Delivers Robust Basket of COVID Rescue Relief to New York; Will Help Solve NYS/NYC/LI Budget Woes", March 7, 2021, see: <https://www.schumer.senate.gov/newsroom/press-releases/as-new-majority-leader-schumer-delivers-robust-basket-of-covid-rescue-relief-to-new-york-will-help-solve-nys/nyc/li-budget-woes-100-billion-to-ny-families-workers-restaurants-and-small-businesses-includes-ny-vax-dollars-to-keep-shots-going>.

services and outreach, reversing the recent TANF cost-shifts imposed on the City, and reimbursing the City its FMAP that the State is holding back from prior fiscal years.³¹

Adjustments for the State Budget, and the impact of the federal relief, are anticipated in the Executive Plan. Proposals included in the State of the State and State Executive Budget releases that would impact HRA, and/or social services in the City, are detailed below. Now that federal relief is anticipated, the cuts are expected to be avoided.

Five Percent Local Assistance Cut

The State's Fiscal 2022 Executive Budget included a proposed five percent cut to human services local assistance payments to help close the State budget gap.³² It is now expected this proposed cut can be avoided because of the federal relief funds the State will receive under the recent stimulus plan. The proposed cut would primarily impact two HRA program areas – Adult Protective Services and Domestic Violence Services – which both are partially funded by State Protective Service Grants. The Office of Management and Budget (OMB) indicated that the Protective Services Grant is \$53 million, and a five percent cut to the City would result in an annual loss of \$2.7 million in State revenue to HRA's budget. The City would need to cover the loss of funding with CTL as the services administered by these program areas are not discretionary.

Medicaid Reimbursement Rules

There is a State proposal to require that Medicaid offer telehealth reimbursement for services, regardless of where the patient or provider is located.³³ Telehealth services have been temporarily reimbursable during the pandemic which has been successful – the proposal would expand upon the changes made due to the pandemic and make them permanent. This would increase access to quality medical care for vulnerable City residents, particularly relating to mental health and substance use.

HRA administers Medicaid to approximately 1.6 million City residents³⁴ and approximately 2.2 million additional City residents are enrolled in State-administered Medicaid.³⁵ An increase in reimbursement flexibility and access to health services would be helpful for City Medicaid recipients but it would not directly impact the City's budget, or HRA's Medicaid administration, as the City's Medicaid contribution is not directly linked to actual program expenditures. Outreach will be needed to ensure access to technology is not a barrier for the City's most vulnerable Medicaid recipients.

Eliminate Cost for the Essential Plan

There is a State proposal to eliminate the monthly premium for individuals enrolled in the Essential Plan.³⁶ The Essential Plan, New York State's basic health program option under the Affordable Care Act (ACA), increases access to insurance for low-income individuals who do not qualify for Medicaid or Medicare. Currently, monthly premiums range from \$0 to \$20 for eligible enrollees, depending on income and choice of plan. In addition to increasing access to health insurance and reducing the cost

³¹ Office of the Mayor, "Mayor de Blasio Issues Letter to Governor Cuomo, Urging State to Adopt Policies that Help New Yorkers Experiencing Homelessness", March 6, 2021, see: <https://home3.nyc.gov/office-of-the-mayor/news/162-21/mayor-de-blasio-issues-letter-governor-cuomo-urging-state-adopt-policies-help-new>.

³² New York State, "FY 2022 Executive Budget Briefing Book", January 2021, PDF page 101, see: <https://www.budget.ny.gov/pubs/archive/fy22/ex/book/briefingbook.pdf>.

³³ New York State, "State of the State", January 2022, pages 24-25, see: https://www.governor.ny.gov/sites/governor.ny.gov/files/atoms/files/SOTS2021Book_Final.pdf.

³⁴ NYC Open Data, "Citywide HRA- Administered Medicaid Enrollees", Updated February 22, 2021, see: <https://data.cityofnewyork.us/Social-Services/Citywide-HRA-Administered-Medicaid-Enrollees/33db-aeds>.

³⁵ The City of New York, "Preliminary Mayor's Management Report", Fiscal 2021, page 152, see: https://www1.nyc.gov/assets/operations/downloads/pdf/pmmr2021/2021_pmmr.pdf.

³⁶ New York State, "State of the State", January 2022, pages 44-46.

to low-income individuals, the proposal would help manage healthcare costs by insuring more people and enabling them to access preventative care, which reduces healthcare costs in the long run. While HRA administers Medicaid for some of the City's enrollees, the Essential Plan is fully administered by the State so there is no fiscal impact to the City's budget. There is no indication of how many individuals that reside in the City are expected to benefit from this proposal.

Health Insurance Coverage Equity

There is a State proposal to direct the New York State Department of Health to undertake a comprehensive review and analysis of public health insurance programs, including Medicaid, the Essential Plan, and Child Health Plus, to identify and systematically address health inequities and reduce health disparities for communities of color.³⁷ Health insurance coverage is a key tool for addressing health disparities, as access to primary care can avoid severe health conditions and costly trips to the emergency room. It is unlikely that the results of the review would have an impact on the City's Medicaid payments to the State, which are made through HRA's budget, as those are fixed. There could be an impact on H+H's budget as aspects of this proposal impact the Delivery System Reform Incentive Payment waiver which is in its budget.

Emergency Food Support

There is a State proposal to add funding to the Nourish New York Initiative (Nourish)³⁸ that the State established in April 2020. Nourish provided \$35 million in calendar year 2020 to support the purchase of foods grown, raised, or processed in the State³⁹ for emergency food programs and pantries. It was established to address farmers supply chain shifts, in addition to the increased demand for food at emergency providers, caused by the pandemic. In 2020, the State designated awards to emergency providers across the State, with groups serving the City receiving \$15.4 million or 44 percent of the total funding.

In March 2020, the Council strongly advocated for both the City and the State to each provide \$25 million to support emergency food.⁴⁰ Since the onset of the pandemic, the Council has closely monitored the rise in hunger in the City and has repeatedly called on the Administration, the State, and the federal government to provide additional support for food benefit programs and emergency food providers.

Nourish is State-administered and would not involve or impact funding at any City agencies. Additional funding would positively impact the awarded providers in the City, reduce the potential need for additional City funding, and help to feed hungry people who live in the City. The City's emergency food providers funded by Nourish in 2020 expressed grave concerns when funding ended in December 2020 and have called for the State to continue the program. Hunger, emergency food, social service, and other advocates and providers have all been repeatedly calling for more emergency food support at all levels of government since the onset of the pandemic.

³⁷ New York State, "State of the State", January 2022, pages 50-52.

³⁸ New York State, "State of the State", January 2022, pages 105-106.

³⁹ New York State, "New York State Provides Additional Details on \$25 Million in Funding for Food Banks Through Nourish New York Initiative", May 3, 2020, see: <https://agriculture.ny.gov/news/new-york-state-provides-additional-details-25-million-funding-food-banks-through-nourish-new>. New York State, "Governor Cuomo Announces Emergency Food Providers to Continue to Deliver New York Agricultural Products to New York Families in Need", October 30, 2020, see: <https://www.governor.ny.gov/news/governor-cuomo-announces-emergency-food-providers-continue-deliver-new-york-agricultural>.

⁴⁰ New York City Council Press Release, "Speaker Corey Johnson, Members of the City Council's Budget Negotiating Team & Leading Food Providers Propose \$50 Million in Emergency State and City Funding to Aid Struggling Food Assistance Programs Amid COVID-19", March 27, 2020, see: <https://council.nyc.gov/press/2020/03/27/1908/>.

No indication of which groups would receive funding or how quickly organizations would need to spend down funding was included in the proposal. Additionally, the amounts designated to the City and the other counties in the State were not broken out. It is unclear if the allocation to the City will be proportionate to the City's level of need – many providers and advocates felt the initial allocation, while certainly helpful, was not proportionate to the City's share of statewide hunger. Positively, the State Assembly has also introduced legislation to permanently codify the program.⁴¹

Social Services Digital Access

There is a State proposal to make government services more accessible online, that would allocate over \$70 million to technology investments to allow people to access State and local services in a safe, effective, and convenient manner.⁴² The State will develop online scheduling and virtual hearing support across more than a dozen government agencies, replacing the requirement for an in-person appointments. Projects would also include investments in all 58 social services offices to upgrade technology to ensure remote access and to develop e-signature capabilities at agencies so people can sign documents online.

HRA administers certain benefit programs, such as SNAP and CA, in conjunction with the State, to City residents and the City's social service benefits administration is funded through HRA. As the largest social service agency in the State, by far, it is likely that some portion of the \$70 million would be allocated to HRA. No breakdown or details of the proposed spending was included in the proposal. HRA spends a considerable amount of money on technology and other systems upgrades supported by State, Federal, CTL revenue. An increase in State revenue could potentially replace CTL spending.

Systems upgrades could improve both HRA's operations and positively impact City beneficiaries. Since the State authorizes the City in many of the instances it provides safety-net benefits administration, the City does not have the unilateral authority to make technology systems upgrades without consulting the State, nor does it have the ability to modify application requirements without State, and sometimes federal, approval. HRA has often called on the State to improve technology, approve the City's plans to upgrade systems, and to allow e-signatures. Upgrades would be a welcomed change, as HRA has often expressed frustration at the State's glacial pace of improvements to benefits administration systems. Advocates have also long noted the negative impact archaic technology and signature requirement have on the City's most vulnerable social service receipts.

Unclaimed Child Support Recovery

There is a State proposal to introduce legislation to simplify the process for transferring unclaimed child support money to the Office of the State Comptroller (OSC) to ensure families can more easily identify and claim critical child support funds they are owed.⁴³ Enactment of this proposal would allow parents to search for and claim child support payments or overpayments due to them by utilizing the public resources available on the OSC website, helping to get money into the hands of families as expeditiously as possible. Under the current law, local social service districts must follow outdated provisions that result in a minimum of a seven-year wait before the funds are part of the transparent and easily searched unclaimed funds process on OSC's website.

HRA's OCSS program area administers the City's child support program. It is unlikely that this proposal would directly impact the budget of the agency, as the funds in question are not flowing through the City's budget, but the programmatic impact of clients being able to redeem unclaimed money more

⁴¹ A.B. 5781, 2021-2022 Assemb., 244th Sess. (NY 2021), see:

https://assembly.state.ny.us/leg/?default_fld=%0D%0A&leg_video=&bn=A5781&term=&Summary=Y&Memo=Y&Text=Y.

⁴² New York State, "State of the State", January 2022, pages 194-196.

⁴³ New York State, "State of the State", January 2022, pages 274-276.

easily would be positive. Notably, the City does receive some federal grants for OCSS that are based on collection performance that could possibly be impacted by this change.

DV Shelter Rate Reimbursement

While not a proposal from the Governor, there is a piece of State legislation (A01847⁴⁴, S843⁴⁵) worthy of note as it would positively benefit the City. The bill would authorize certain shelters for victims of DV to be reimbursed for any payment differential for housing a single individual in a room intended for double occupancy. Advocates and DV service providers have brought up this very issue on numerous occasions. Essentially, single individuals are not placed in the City's DV system because the State provides reimbursement per night, per person and it does not make economic sense for providers to place a single person in a room setup for two or more people.

Given the limited capacity of the DV system overall, and that singles are smaller subset of those seeking DV placement, it is unlikely that the additional cost would be considerable, but the change would certainly be a positive for the City. Notably, permitting singles to be housed in DV shelter could potentially reduce the overall capacity of the DV shelter system which already is not adequate to fully meet the demand for services. Many individuals who qualify for DV shelter are being placed in DHS shelter when there are no open spots in the HRA DV system. DV service providers and HRA have both indicated they are in support of this legislation.

Additional Medicaid Concerns and Risks

Medicaid is always an area of particular risk for additional State cuts since it is a significant component of both the State and the City's budget. While the State is expected to receive an additional \$2 billion in federal reimbursement from the extension of eFMAP, it is unclear how much will be allocated to the City. The State offers the City little transparency when it comes to Medicaid payment calculations and eFMAP is no exception to this. For calendar year 2020, the City estimated the amount it expected to receive in eFMAP savings and included it in the Fiscal 2021 Executive Plan. This calculation did not reconcile to the State's calculations and OMB reduced the City's Miscellaneous Revenue for Fiscal 2020 in the Adopted Plan to adjust for the difference.

Last year, the State's Fiscal 2021 Executive Budget revealed a deficit of over \$2 billion, relating to Medicaid spending.⁴⁶ In addition, the State had been exceeding its self-imposed cap on spending growth for some time and had been slow to acknowledge the problem and implement an appropriate remedy. In recent years the Governor had adjusted what is included in the cap and even deferred payments into the subsequent fiscal year as short-term, and as perceived by many, short-sighted, solution to a burgeoning problem.⁴⁷ While many called for adjusting the State's cap and exploring additional sources of revenue to cover the increase in expenditures, last year the State instead reconvened MRT, this time MRT II, and tasked them with identifying \$2.5 billion in reoccurring savings to be effectuated starting with State Fiscal 2021. The enacted State Fiscal 2021 Budget included most of the proposals put forth by MRT II, but the implementation of many has been delayed until the State receives all federal COVID-19 relief, which includes restrictions on changes to State programs. The timing of implementation, and the financial impact of the MRT II proposals to the City is still unclear.

⁴⁴ A.B. 1847, 2021-2022 Assemb., 244th Sess. (NY 2021), see:

https://assembly.state.ny.us/leg/?default_fld=&leg_video=&bn=A01847&term=2021&Summary=Y&Memo=Y&Text=Y.

⁴⁵ S.B. 854, 2021-2022 Sen., 244th Sess. (NY 2021), see: <https://www.nysenate.gov/legislation/bills/2021/S843>.

⁴⁶ 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>.

⁴⁷ 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>.

Notably, the governor has the authority to cut Medicaid spending as necessary to stay on budget, a power he has not previously exercised, and a provision that is particularly risky for the City.

Council Initiatives

In Fiscal 2021, the Council allocated \$37.3 million to HRA to support a range of programs including legal assistance, homelessness prevention services, benefits access, and DV prevention. The below table lists the initiatives directly funded by the Council and contracted through HRA.

FY21 Council Changes at Adoption	
<i>Dollars in Thousands</i>	
Council Initiatives	
Bridge Program for Workforce Development	\$850
Citywide Homeless Prevention Fund	697
Ending the Epidemic	116
Food Access and Benefits	725
Homeless Prevention Services for Veterans	308
Housing Court Answers	650
HRA Teen RAPP	225
Immigrant Opportunities Initiative	2,576
Legal Services for Low-Income New Yorkers	4,718
Legal Services for the Working Poor	2,724
Legal Services for Veterans	570
Low Wage Worker Support	120
New York Immigrant Family Unity Project	16,600
Supportive Alternatives to Violent Encounters (SAVE)	850
Unaccompanied Minors and Families	3,982
Subtotal	\$35,711
Local Initiatives	\$1,612
TOTAL	\$37,323

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

Fiscal 2021 Preliminary Mayor's Management Report

The City's annual PMMR, released in January 2021, reports on four service areas and nine goals for HRA.⁴⁸ Noteworthy metrics that were reported are subsequently detailed below.

- Cash Assistance.** The actual number of people receiving CA in Fiscal 2020 was 378,300, a 14 percent increase when compared to Fiscal 2019. The actual number of people for the first four months of Fiscal 2021 further increased to 388,700, or an additional three percent compared to Fiscal 2020. The number of individuals receiving recurring assistance was 15 percent higher in Fiscal 2020 than in Fiscal 2019, while the number of individuals receiving one-time emergency assistance was 46 percent lower comparing the same years. The increase in on-going assistance was the result of economic need related to the COVID-19 pandemic and the decline in emergency assistance was due to the pandemic-related eviction moratorium and prohibition on utility shut-offs for non-payment.

CA application timeliness was 91.9 percent in Fiscal 2020, slightly below the target of 96 percent, and 98.9 percent the first four months of Fiscal 2021, exceeding the target. For all periods reported, except the most recent, CA application acceptance rate has been over 50 percent. Concerningly, in the first four months of Fiscal 2021 it dropped to 36.3 percent. HRA indicated that many people who applied were not ultimately eligible due to their income,

⁴⁸ The City of New York, "Preliminary Mayor's Management Report", January 2021, pages 151-158, see: https://www1.nyc.gov/assets/operations/downloads/pdf/pmmr2021/2021_pmmr.pdf.

including receipt of unemployment benefits that may have come through after the CA application was submitted.

- **Supplemental Nutrition Assistance.** The actual number of SNAP recipients in Fiscal 2020 was 1.6 million, an increase of eight percent, when compared to Fiscal 2019. The actual number of recipients in the first four months of Fiscal 2021 further increased to 1.7 million, or an additional three percent increase when compared to Fiscal 2020. Concerningly, the SNAP application timelessness rate dipped in Fiscal 2020 to 74.5 percent, well below the target of 90.6 percent, but it rebounded considerable in the first four months of Fiscal 2021 to 98.2 percent. The PMMR offers no explanation for the dip but it is likely due to the significant increase in application volume at the onset of the pandemic, coupled with the challenges the agency experienced shifting much of its staff to working from home.
- **Medicaid.** The actual number of Medicaid enrollees administered by HRA in Fiscal 2020 was 1.5 million, a decrease of 3 percent, when compared to Fiscal 2019. The actual number of recipients in the first four months of Fiscal 2021 increased to 1.6 million, an increase of just under one percent, when compared to Fiscal 2020. Concerningly, the application timeliness rate in Fiscal 2020 dropped to 80.5 percent, increasing only slightly to 81.3 percent in the first four months of Fiscal 2021, and not meeting the target of 99.4 percent in any period reported. The PMMR offers no explanation for this but it is likely due to the challenges of administering services remotely and the inherent complexity of the cases HRA administers.
- **Employment Services.** The actual number of clients HRA helped obtain employment in Fiscal 2020 was 32,100, a decrease of 20 percent, when compared to Fiscal 2019. Since the onset of the pandemic, CA employment requirements have been suspended but HRA has continued to support clients with voluntary, virtual services. CA cases engaged in training or education in accordance with City guidelines is not reported for Fiscal 2020 or the first four months of Fiscal 2021. The PMMR offers no explanation of why the metrics could not be reported but it likely related to pandemic-related modifications to program operations.
- **Child Support.** The actual number of new child support orders obtained in Fiscal 2020 was 8,948, a decrease of 30 percent when compared to Fiscal 2019. The PMMR indicated that the pandemic forced the closure of Family Court, suspending filing of new child support and paternity petitions.
- **Rental Assistance.** The actual number of requests for emergency assistance at the Rental Assistance Unit in Fiscal 2020 was 65,234, or 16 percent less than compared to Fiscal 2019. The PMMR indicates this decline was due to the pandemic-related eviction moratorium. In Fiscal 2020, 72.2 percent of Rental Assistance Unit emergency assistance requests were approved, a decline from Fiscal 2019 when it was 78 percent. This further declined in the first four months of Fiscal 2021 to 63.6 percent. The PMMR offers no explanation for the decline in approvals. In Fiscal 2020 the number of low-income cases facing eviction and homelessness who were assisted with legal services in Housing Court was 24,109, a decline of 25 percent when compared to Fiscal 2019. The PMMR indicated this was due to the limited operation of housing courts since the onset of the pandemic. Notably, during the pandemic, HRA's Access to Counsel program is available to all eligible individuals in the City, regardless of their zip code – prior to the pandemic the service was only offered to residents of certain zip codes.

- **Domestic Violence.** The percentage of eligible families seeking shelter at PATH who were placed in HRA's DV shelter system was 44.9 percent in Fiscal 2020, an increase when compared to Fiscal 2019 when it was 35.6 percent. In the first four months of Fiscal 2021 a further increase to 58.7 percent was reported. Notably, the DV non-residential service programs average monthly caseload in Fiscal 2020 was 1,685, a decline of 16 percent when compared to Fiscal 2019. The average caseload increased to 1,890 in the first four months of Fiscal 2021, or by 12 percent, when compared to Fiscal 2020. No explanation for this decline was reported in the PMMR. Non-residential DV services were impacted by the pandemic, both the number of clients seeking services and how providers have been able to administer services, and many providers pivoted to providing remote services, where possible.
- **Adult Protective Services.** The actual number of APS assessment cases in Fiscal 2020 was 4,485, a decline of 14 percent, when compared to Fiscal 2019. The number of cases in the first four months of Fiscal 2021 further dropped to 3,274, a decline of 27 percent, when compared to Fiscal 2020. The actual number of referrals received for APS in Fiscal 2020 was 24,843, a decline of 20 percent, when compared to Fiscal 2019. The PMMR indicates these declines were mostly due to fewer eviction-related court referrals because of the pandemic-related eviction moratorium. Providers have indicated that despite these declines, caseworkers have remained very busy during the pandemic and the work associated with individual cases was often more complicated and impacted by increased safety protocols. They are concerned that there will be significant increase in new APS referrals when the moratorium ends and courts resume normal operations. Notably, no additional funding has been added to HRA's budget to support an increased need for APS.

The actual number of APS cases eligible for services in Fiscal 2020 was 6,630, a decrease of five percent, when compared to Fiscal 2019. In the first four months of Fiscal 2021 this dropped further to 6,365 cases, or by an additional four percent, when compared to Fiscal 2020. No explanation for this decline was included in the PMMR.

Key Program Area Highlights

HRA's budget is divided into 22 program areas, 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 appendices.

In the Preliminary Plan, a new program area for Homeless Prevention was added. It encompasses most of the programs previously classified in the Public Assistance Support Grants Program Area. All rental assistance programs, three-quarter housing, supportive housing, Homebase, SROs, PEU, and Master Leasing were moved over, totaling \$254.1 million for the current modified Fiscal 2021 Budget. Non-grant services for public assistance clients including carfare to attend public assistance-related appointments, burial costs, and summer camp fees for children remains in the Public Assistance Support Grants program area, totaling \$17.1 million for the current modified Fiscal 2021 Budget.

In the Preliminary Plan, the budget for the new Homeless Prevention program area was only adjusted in Fiscal 2021. The budget was not adjusted for prior fiscal years, Fiscal 2022, or in the outyears – funding remains in the Public Assistance Support Grants program area in those years. Additional adjustments are expected in future plans. While this will provide additional budget transparency, it

does not fully meet the Council's requests in prior years. 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 – some currently are not.

In the following sections, key program areas that provide vital social safety net services, even more crucial given the current ongoing pandemic and economic crisis, are further described.

Food Assistance

Hunger in New York City

Prior to the pandemic, Food Bank estimated 1.1 million residents of the City, or over 12.9 percent, were food insecure in 2019. The 2018 Meal Gap, which quantifies the meals missing for those struggling to obtain adequate food, for the City was 185 million meals per year, comprising over half of the total Meal Gap in the State. Food Bank estimated that 1.4 million City residents relied on emergency food programs each year prior to the pandemic.⁴⁹

In spring 2020, the Administration estimated more than two million City residents were food insecure⁵⁰ and in its most recent report it indicated 1.6 million people are currently food insecure.⁵¹ Considering there are currently over 1.6 million City residents currently enrolled in SNAP, not everyone eligible for SNAP is actually enrolled, and that many low-income, hungry individuals do not qualify, such as undocumented people, it is very likely that considerably more than 1.6 million City residents are now food insecure.

The City's emergency food network is underfunded, with 36.6 percent of pantries and kitchens in the City forced to turn people away, reduce their portion sizes, and/or limit their hours of operation due to a lack of resources in 2020 – that is nearly double the proportion in 2019 when it was 15.9 percent.⁵² Additionally, the average cost of a meal in City is \$3.73, which exceeds the State average of \$3.09 and the national average of \$3.00. Since 2013, food inflation has increased across all five boroughs by 27 percent and in Manhattan, the average cost of a meal has increased by 46 percent.⁵³

Food Assistance Programs

The Food Assistance Programs program area primarily encompasses EFAP, which provides nutrition education, SNAP outreach, and food supplies throughout the City's network of food pantries and soup kitchens. The location and types of EFAP providers, as of February 2021, are illustrated on the succeeding map which also indicates the Council Districts. HRA requires all EFAP providers to provide SNAP outreach services to their clients. EFAP, first established in 1983, provides support to 486 soup kitchens and food pantries citywide, as of February 2021. Currently, 85 percent of the providers are food pantries.⁵⁴

Prior to the pandemic, there were approximately 550 EFAP providers but many paused operations at the initial height of the pandemic. Generally, the City's emergency food providers heavily rely on

⁴⁹ Food Bank for New York City, "Fast Facts," see: <https://www.foodbanknyc.org/research-reports/>.

⁵⁰ Mann, Brian, "In New York City, 2 Million Residents Face Food Insecurity, Officials Say", WNYC, May 21, 2020, see: <https://www.npr.org/sections/coronavirus-live-updates/2020/05/21/860312565/in-new-york-city-2-million-residents-face-food-insecurity-officials-say#:~:text=Live%20Sessions,In%20New%20York%20City%2C%202%20Million%20Residents%20Face%20Food%20Insecurity,Yorkers%20may%20be%20going%20hungry.>

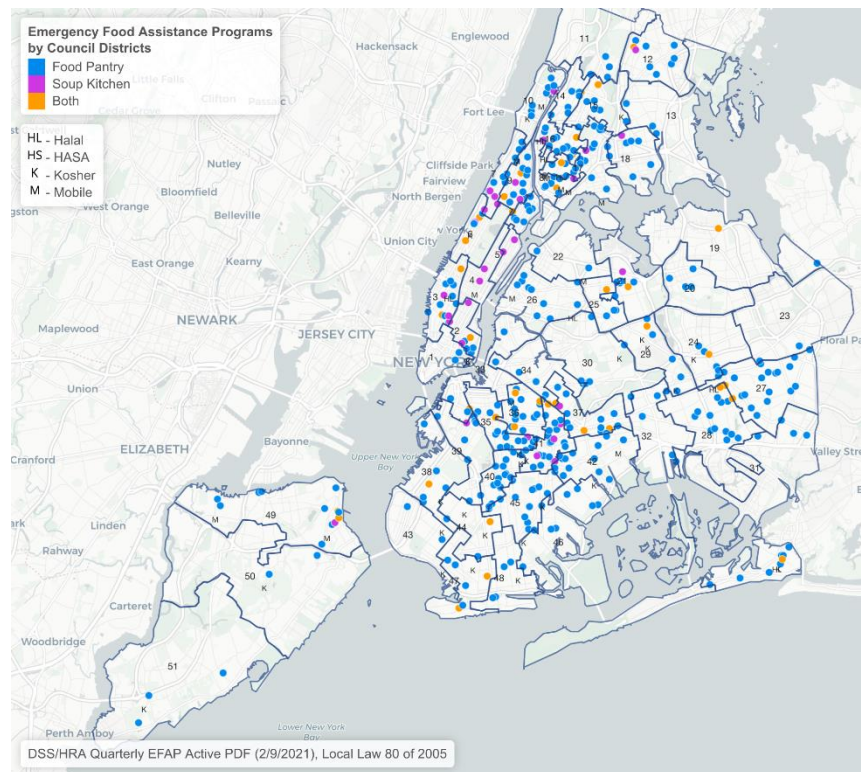
⁵¹ Mayor's Office of Food Policy, "Fast Forward NYC: A 10-Year Food Policy Plan", February 2021, see: <https://www1.nyc.gov/site/foodpolicy/reports-and-data/food-forward.page>.

⁵² Hunger Free America, "NYC Pandemic Hunger Crisis: Safety Net Soars While Charities Struggle", November 25, 2020, see: https://hfa-website.cdn.prismic.io/hfa-website/fb7a929b-300a-45ad-9056-b46021708f32_New+York+Annual+Hunger+Report+2020.pdf.

⁵³ Food Bank for New York City, "Reflections of Hunger", November 2018, see: https://1giqgs400i4830k22r3m4wqg-wpengine.netdna-ssl.com/wp-content/uploads/Legislative-Breakfast_Key_Findings_final.pdf.

⁵⁴ HRA, "EFAP Programs Open During COVID", February 9, 2021, see: https://www1.nyc.gov/assets/hra/downloads/pdf/services/efap/EFAP_ACTIVE.pdf.

volunteers who tend to be on the older side, making them more COVID-19 vulnerable. Staffing challenges, public health concerns, and limited funding, caused many providers to temporarily close, even while hunger increased in the City. According to HRA, between July and December of 2019 EFAP providers served 7.4 million people and during that same period in 2020 providers served 14 million, almost double. Some EFAP providers resumed operations but HRA indicated that 55 remain closed and it is unclear if they will reopen. Notably, during the pandemic, HRA modified some of the eligibility rules for applying to EFAP and added 27 new providers to the network.



Year-round, EFAP providers can both apply for membership to the network and existing providers can apply for increased allocations. HRA procures food through 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 for New York City handles all EFAP deliveries, which providers can schedule through their online ordering system. EFAP works with providers if they need additional food between monthly orders.

Remarkably, despite the increase in hunger since the onset of the pandemic, there is no funding increase planned for EFAP and the baseline budget remains at \$20.2 million. Responding to the Council's strong advocacy, HRA baselined an \$8.7 million increase for EFAP in Fiscal 2019, and no baseline adjustments have been made to the EFAP budget since then. The current budget for Fiscal 2021 is \$21 million. The difference between the Fiscal 2021 and Fiscal 2022 budgets is attributable to the one-year addition in the Adopted Plan for Council discretionary funding of \$725,000 in Fiscal 2021 to support the Food Access and Benefits initiative. The Fiscal 2022 Budget does not currently include any Council discretionary programs which are typically added once a year at Adoption.

GetFood NYC

In response to the increase in hunger caused by the pandemic, the City released *Feeding New York*⁵⁵ in April 2020, outlining the Administration's initial \$170 million emergency food plan to address food insecurity and maintain the integrity of the City's food supply during the COVID-19 crisis. The City established the GetFood NYC⁵⁶ program, to coordinate efforts across multiple agencies to provide COVID-19 emergency food distribution. GetFood NYC⁵⁷ efforts have included supporting DOE grab-and-go meals, free to anyone, at select school locations; home-delivered meals (HDMs) and grocery

⁵⁵ The City of New York, "Feeding New York: The Plan for Keeping Our City Fed During the COVID-19 Public Health Crisis", April 16, 2020, see: <https://www1.nyc.gov/assets/home/downloads/pdf/reports/2020/Feeding-New-York.pdf>.

⁵⁶ GetFood NYC, see: <https://www1.nyc.gov/assets/dsny/contact/services/COVID-19FoodAssistance.shtml>.

⁵⁷ Unless otherwise noted, data in this section came from a call on December 18, 2022 between NYC Council Finance, OMB, and the Administration's Food Team.

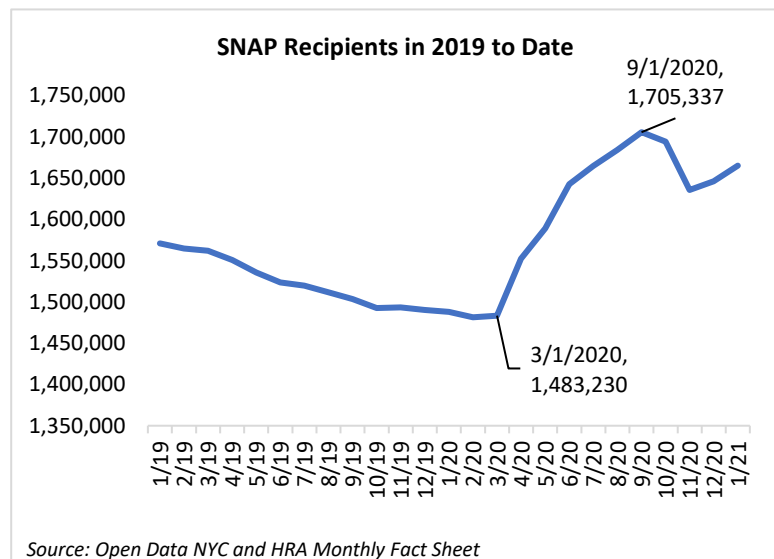
boxes to those who are homebound and cannot afford private food delivery services; and food supplies and operational support for emergency food providers. In Fiscal 2020, GetFood NYC spent \$405 million, entirely covered by federal revenue, across DSNY, HRA, DOE, and DFTA. As of the Preliminary Plan, the Administration added \$394.5 million to HRA and DSNY's budget for GetFood NYC in Fiscal 2021, with \$251.1 million covered by federal revenue, which may increase in future plans. As of December 2020, GetFood NYC's HDM program served approximately 75,000 people, 60 percent of whom were seniors.

In the Fiscal 2021 Preliminary Budget Response⁵⁸, the Council identified food insecurity as a key area of concern and called on the Administration to invest at least \$25 million in food pantries. The Fiscal 2021 Executive Plan added \$25 million to the DSNY budget to fund emergency food providers across the City, under the GetFood NYC umbrella of programs. The funding was split across fiscal years, with \$10 million in Fiscal 2020 and \$15 million in Fiscal 2021. While the contracts were executed as emergency contracts by DSNY, making contracting easier for providers, it is unclear why the Administration did not choose to utilize HRA's existing emergency food knowledge and infrastructure to administer these contracts.

In the fall of 2020, the Administration established P-FRED, to further address the increased demand at emergency food providers caused by the pandemic. The initiative is supported by \$50 million in federal CDBG funding in Fiscal 2021. The program is funded through HRA's budget in the EFAP program area and is jointly administered by HRA and MOFP. P-FRED was started by inviting groups identified by the Mayor's Taskforce on Racial Inclusion and Equity to participate. At inception, all deliveries were fresh fruits and vegetables but as of February 2021 only an assortment of shelf-stable foods, similar to those available through EFAP, are provided. According to HRA, there are currently 386 food providers in the program and enrolled providers can directly place orders for delivery once or twice a month. The Preliminary Budget for Fiscal 2022 does not include any funding for P-FRED.

Food Stamp Operations

SNAP, known as food stamps prior to 2008, 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 by the State to EBT credit cards that recipients can use to purchase permissible food items at participating retailers. Currently, the maximum SNAP benefit amount for a single individual is \$204 and for a family of four it is \$680.⁵⁹



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.⁶⁰ As previously discussed, much of HRA's benefits administration has become virtual since the onset of the pandemic but it is

⁵⁸ New York City Council, "Fiscal 2021 Preliminary Budget Response", see: <https://council.nyc.gov/budget/wp-content/uploads/sites/54/2020/04/Fiscal-2021-Budget-ResponseLetter-to-Mayor-de-Blasio.pdf>.

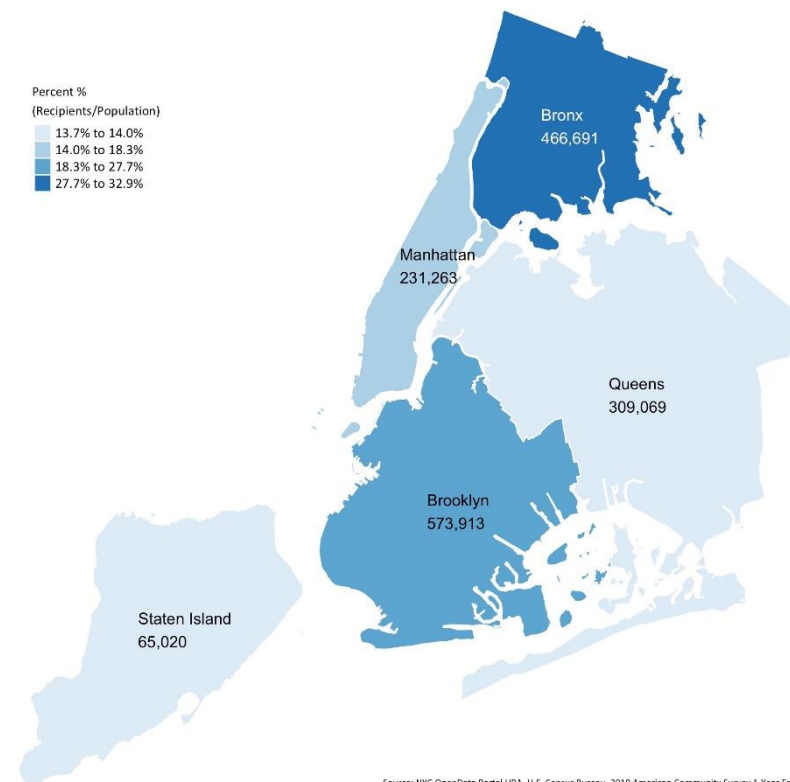
⁵⁹ New York State, "Apply for SNAP", see: <https://www.ny.gov/services/apply-snap>.

⁶⁰ HRA, "ACCESS HRA", see: <https://a069-access.nyc.gov/accesshra/#/>.

important to note, the vast majority of SNAP benefits were already administered online through ACCESS HRA before the onset of the pandemic. Due to the increased volume of new applications, HRA redeployed staff to meet the need, as detailed in the Headcount section. 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.

The preceding graph shows the number of SNAP recipients in the City over the past two years. On March 1, 2020, before the full onset of the pandemic, the number of SNAP recipients was just under 1.5 million, the lowest level the City has seen since 2009. Enrollment during the pandemic increased considerably, peaking in September 2020 at over 1.7 million people, an increase of 15 percent since March of that year.

New York City SNAP Recipients by Borough as of 12/1/20



The adjacent map shows the distribution of SNAP recipients across the City. The borough with the largest number of recipients on December 2020 was Brooklyn with 573,913 recipients, or 35 percent, followed by the Bronx with 466,691 recipients, or 28 percent. When considering SNAP utilization as a percentage of borough population, the Bronx has the highest utilization rate at 33 percent, followed by Brooklyn at over 22 percent.⁶¹ As of December 2020, 1.6 million people in the City were enrolled in SNAP, or nearly 20 percent of the City's population.⁶²

Since the onset of the pandemic, federal relief legislation has temporarily allowed all SNAP recipients to receive the maximum monthly allocation. While the additional benefits were most certainly needed, the increase did nothing to provide additional support to the lowest income individuals who were already receiving the maximum benefit amount. The December 2020 stimulus bill increased SNAP benefit amounts by 15 percent for the first six months of 2021.⁶³ On January 22, 2021, President Biden issued an Executive Order⁶⁴ asking the USDA to update its calculation of food costs that determine benefit levels, a requirement in the most recent Farm Bill that the prior Administration has essentially ignored. The Biden administration is also pushing to extend the 15

⁶¹ 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/jye8-w4d7>.

⁶² HRA, "Monthly HRA Fact Sheet", December 2020, see: https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2020/hra_facts_2020_12.pdf.

⁶³ Consolidated Appropriations Act, 2021, Passed December 21, 2021, see: <https://rules.house.gov/sites/democrats.rules.house.gov/files/BILLS-116HR133SA-RCP-116-68.pdf>.

⁶⁴ The White House, "Fact Sheet: President Biden's New Executive Actions Deliver Economic Relief for American Families and Businesses Amid the COVID-19 Crises", January 22, 2021, see: <https://www.whitehouse.gov/briefing-room/statements-releases/2021/01/22/fact-sheet-president-bidens-new-executive-actions-deliver-economic-relief-for-american-families-and-businesses-amid-the-covid-19-crises/>.

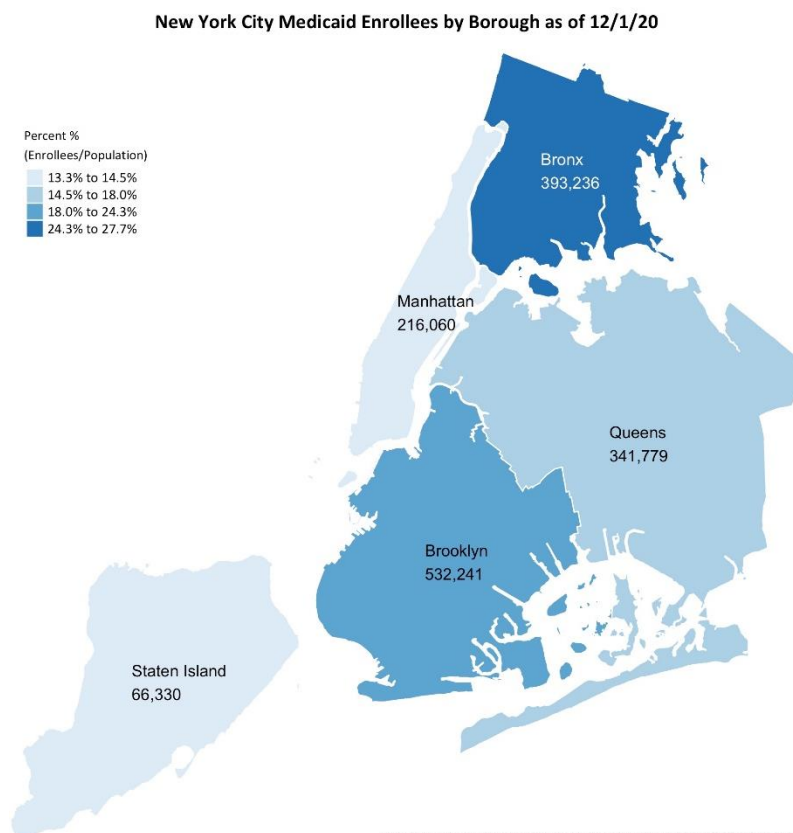
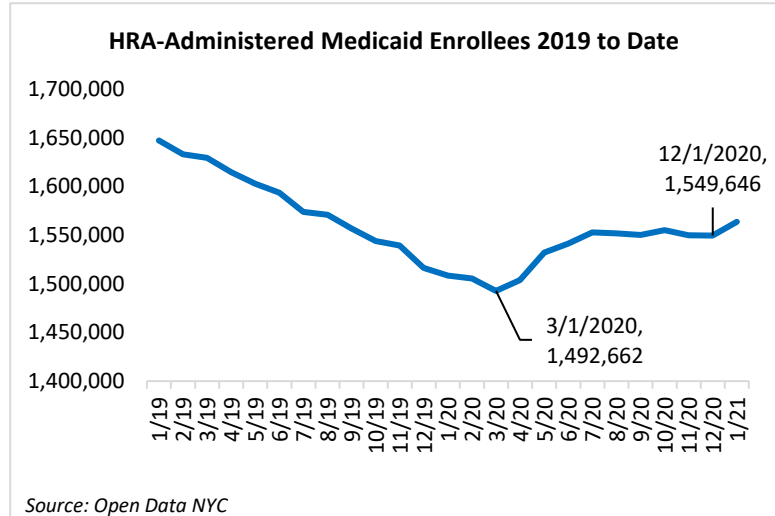
percent increase in benefits past June. Notably, SNAP benefit payments to individuals do flow through the City or HRA's budget and are issued directly by the State. While the increase in benefits paid did not have a fiscal impact on HRA's budget, the cost of SNAP administration is budgeted through HRA and no additional funding was added to meet the increased demand for services.

Medicaid

Medicaid Eligibility and Administration

Medicaid is a means-tested, federal healthcare entitlement program, administered by states, providing health insurance to low-income children and adults. Under State authorization and guidance, HRA administers Medicaid to select City residents. The Medical Insurance and Community Services Administration, under this program area, 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.

Until the pandemic, the HRA-administered caseload had been steadily declining as the number of people served through the State-run insurance exchange increased. HRA primarily serves the clients 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, elderly, blind, or those who are categorically eligible (this includes public assistance recipients, SSI recipients, and children in foster care).

As of October 2020, the State administered Medicaid benefits to approximately 2.2 million City

Source: NYC OpenData Portal HRA, U.S. Census Bureau, 2019 American Community Survey 1-Year Estimates

residents⁶⁵, a considerable increase of 30 percent since October 2019 when the State administered benefits to 1.7 million City residents.⁶⁶ The preceding graph shows the number of HRA-administered Medicaid recipients over the past two years. On March 1, 2020, before the full onset of the pandemic, the City saw the lowest number of HRA-enrolled Medicaid clients in over ten years when it dipped below 1.5 million recipients. The highest participation level was more than double that on January 1, 2013 at over 3.1 million recipients.⁶⁷ As of January 2021, HRA administered Medicaid benefits to nearly 1.6 million City residents, a five percent increase compared to the March 2020 low. This increase did not impact HRA or the City's budget as the City's local share of enrollee benefit costs paid to the State is fixed and does not vary based on enrollment levels.

The preceding map shows the distribution of HRA-administered Medicaid recipients across the boroughs as of December 2020. While Brooklyn has the highest number of HRA-administered Medicaid recipients of all the boroughs at 532,214 people, the Bronx has the highest percentage of residents enrolled in at 27.7 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 local contributions from the counties to use, in conjunction with State funding, to pay for managed care plans and other benefits and services provided to enrollees. It is worth noting that New York is unique in requiring any local share for Medicaid – most States cover the program entirely. The local share in the State exceeds the combined total of all other local share amounts paid across the country.⁶⁸ The City pays more than two-thirds of the local share in the State but only 56 percent of the State's nearly seven million Medicaid recipients reside in the City.⁶⁹

The State capped local shares in State Fiscal 2015 at \$7.6 billion and the City's share is fixed at \$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 ACA for Medicaid expansion costs, which 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 in an opaque reconciliation process that lags several years and is fully controlled by the State. The Medicaid savings realized in the Preliminary Plan relates to State Fiscal 2017 and 2018, as previously detailed, demonstrating this delay. Additionally, federal pandemic relief legislation increased the amount of ACA expansion costs covered by the federal government with eFMAP, as previously discussed, for calendar years 2020 and 2021. The Fiscal 2022 Budget for Medicaid and Homecare is \$5.9 billion.

Medicaid and Homecare 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,

⁶⁵ The City of New York, "Preliminary Mayor's Management Report", Fiscal 2021, page 152, see:

https://www1.nyc.gov/assets/operations/downloads/pdf/pmmr2021/2021_pmmr.pdf.

⁶⁶ The City of New York, "Preliminary Mayor's Management Report", Fiscal 2020, page 154, see:

https://www1.nyc.gov/assets/operations/downloads/pdf/pmmr2020/2020_pmmr.pdf.

⁶⁷ NYC Open Data, "Citywide HRA- Administered Medicaid Enrollees", Updated February 22, 2021, see: <https://data.cityofnewyork.us/Social-Services/Citywide-HRA-Administered-Medicaid-Enrollees/33db-aeds>.

⁶⁸ Orecki, Patrick, "Still a Poor Way to Pay for Medicaid", Citizens Budget Commission, October 1, 2018, see: <https://cbcny.org/research/still-poor-way-pay-medicaid>.

⁶⁹ New York State Department of Health, "Medicaid Enrollment by County", December 2020, see:

https://www.health.ny.gov/health_care/medicaid/enrollment/docs/by_resident_co/2020/dec-2020.pdf.

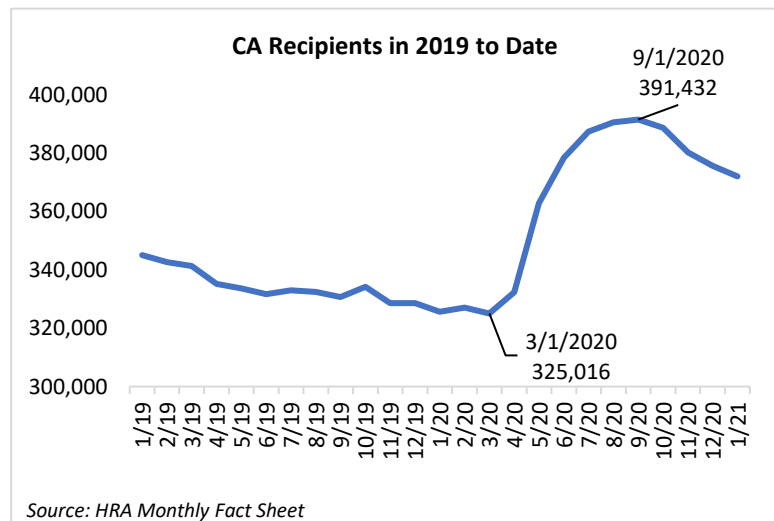
evaluates all MLTC applicants in the State to determine if their medical condition warrants homecare, what type of care, and the number of care hours they are eligible to receive.⁷⁰ Since the onset of the pandemic the number of MLTC cases in the City has increased with 218,902 cases as of December 2020, compared to 208,658 cases in December 2019, an increase of five percent.⁷¹

Public Assistance

The Public Assistance Grants program area is comprised of three 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.⁷² The FA program is funded through a federal TANF block grant. SNA is jointly funded with CTL covering 71 percent and the State 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. As previously discussed, work requirements for CA clients have been suspended due to the pandemic through a State waiver. The current waiver is in place until the end of March and HRA is seeking a further extension.

The number of CA recipients in the City, which has remained relatively constant in recent years, increased due to the pandemic as is illustrated in the adjacent chart which tracks the number of participants over the past two years. On March 1, 2020, before the full onset of the pandemic, the number of CA recipients hit a low of 325,016. It then climbed to a high of 391,432 on September 1, 2020, an increase of over 20 percent. While this is a considerable



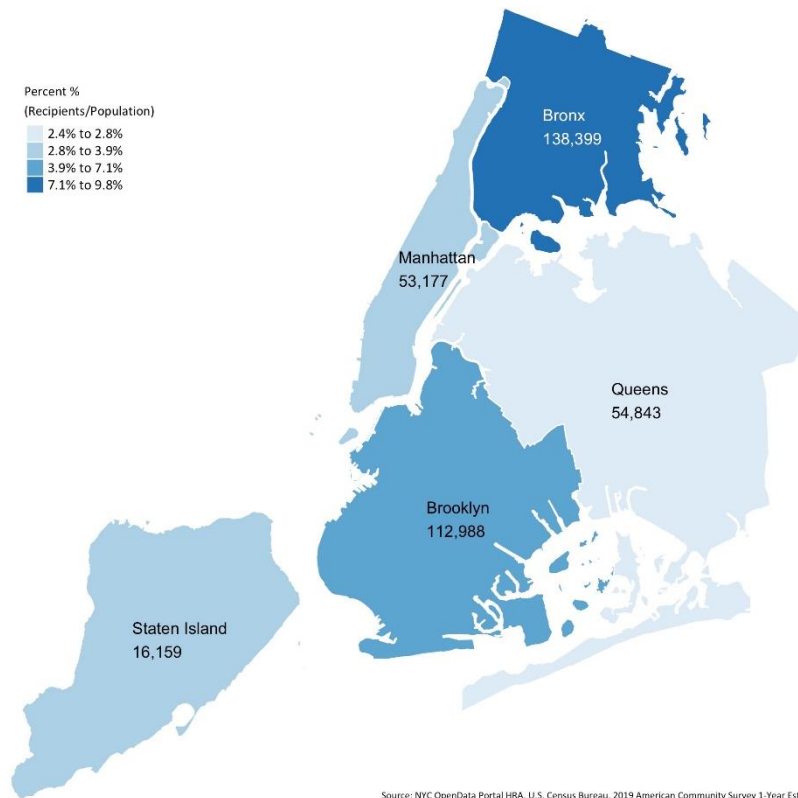
⁷⁰ Velasquez, Josefa, “Meet the company reaping big bucks from N.Y.’s budget-busting Medicaid surge”, The City, February 24, 2020, see: https://thecity.nyc.gov/2020/02/maximus-reaps-medicaid-money-amid-cuomo-de-blasio-budget-woe.html?utm_campaign=mailchimp&utm_source=daily&utm_medium=newsletter.

⁷¹ HRA, “Monthly HRA Fact Sheet”, January 2021, see: https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2021/hra_facts_2021_01.pdf.

⁷² 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/>.

increase, it would have been even higher had unemployment insurance benefits not been significantly expanded during to the pandemic.

New York City CA Recipients by Borough as of 12/1/20



The total number of clients in December 2020 was 375,566, in December 2019 it was 328,618, and in December 2015 it was 370,742. As of December 2020, 31 percent or 117,882 recipients received FA, 25 percent or 92,326 recipients received SNA because their case converted from FA, and 44 percent or 165,358 recipients received SNA. Notably, 158,206 of CA recipients were children, or 42 percent.⁷³ The adjacent map shows the distribution of CA recipients across the City. The Bronx was the borough with the most enrollees, as of December 2020, with 138,399 recipients, or 37 percent, followed by the Brooklyn with 112,988 recipients, or 30 percent. When considering CA enrollees as a percentage of borough population,

the Bronx has the highest utilization rate at nearly 10 percent, followed by Brooklyn at over four percent.⁷⁴ As of December 2020, 4.5 percent of the City's population was on some form of CA.⁷⁵

Capital Plan Overview

The following section provides an overview of the Fiscal 2022-2025 Preliminary Capital Budget (Preliminary Capital Budget), the Preliminary Capital Commitment Plan for Fiscal 2021-2025 (Preliminary Commitment Plan), and the Preliminary Ten-Year Capital Strategy for Fiscal Years 2022-2031 (Ten-Year Strategy) for HRA.

⁷³ HRA, "Monthly HRA Fact Sheet", December 2020, see:

https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2020/hra_facts_2020_12.pdf.

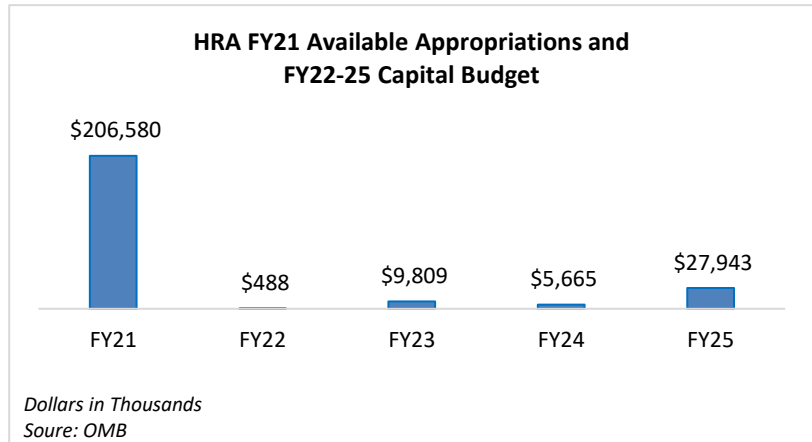
⁷⁴ NYC Open Data, "Borough/Community District Report – CA", Updated February 22, 2021, see: <https://data.cityofnewyork.us/Social-Services/Borough-Community-District-Report-CA-Population/kjcq-h8d9>.

⁷⁵ HRA, "Monthly HRA Fact Sheet", December 2020, see:

https://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2020/hra_facts_2020_12.pdf.

Preliminary Capital Budget for Fiscal 2022-2025

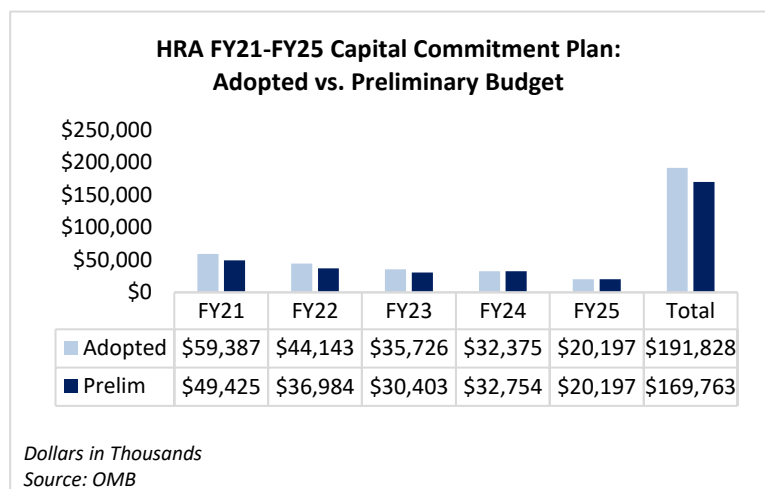
The Preliminary Capital Budget provides the estimated need for new appropriations for Fiscal 2022 along with projections for the subsequent three-year capital program. As shown in the adjacent chart, HRA's Fiscal 2021 Preliminary Capital Budget proposes new appropriations of just under half a million in Fiscal 2022, and \$43.4 million in Fiscal 2023 through Fiscal 2025. HRA's Preliminary Capital



Budget is less than one percent of the City's total \$53.6 billion Preliminary Capital Budget for 2022-2025. Appropriations for Fiscal 2021 total \$206.6 million. This includes \$176.2 million in reauthorized prior appropriations and \$30.3 million in authorized Fiscal 2021 appropriations.⁷⁶ There is a very sharp drop in appropriations after Fiscal 2021 because HRA is frontloading funding and not accurately planning for each fiscal year. It is highly unlikely that the agency will spend the full \$206.6 million in Fiscal 2021, especially given the significant impact the pandemic has had on capital projects. Most of the Fiscal 2021 appropriates likely will be reappropriated in Fiscal 2022.

Preliminary Capital Commitment Plan for Fiscal 2021-2025

The City's Preliminary Commitment Plan for Fiscal 2021-2025 details the Administration's plan to spend the capital appropriations and shows project-level funding detail, an estimate of expenditure dates, and shows project schedules. HRA's Preliminary Commitment Plan includes \$169.8 million in Fiscal 2021-2025, as shown in the adjacent graph. This represents less than one percent of the City's total \$84 billion Commitment Plan. HRA's Preliminary Commitment Plan has decreased by \$22.1 million, or 12 percent, when compared to the Adopted Commitment Plan.



⁷⁶ Appropriations for Fiscal 2021 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 2021. 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.

The total appropriations for HRA in Fiscal 2021 are \$206.6 million against planned commitments totaling \$49.4 million. This imbalance gives the agency considerable flexibility within the capital plan. HRA has not 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 2021 and Fiscal 2022 levels that may be too high, considering the pandemic will likely continue to delay capital projects in

the near term. HRA's Preliminary Commitment Plan schedules approximately 29 percent in Fiscal 2021, 22 percent in Fiscal 2022, 18 percent in Fiscal 2023, 19 percent in Fiscal 2024, and 12 percent in Fiscal 2025.

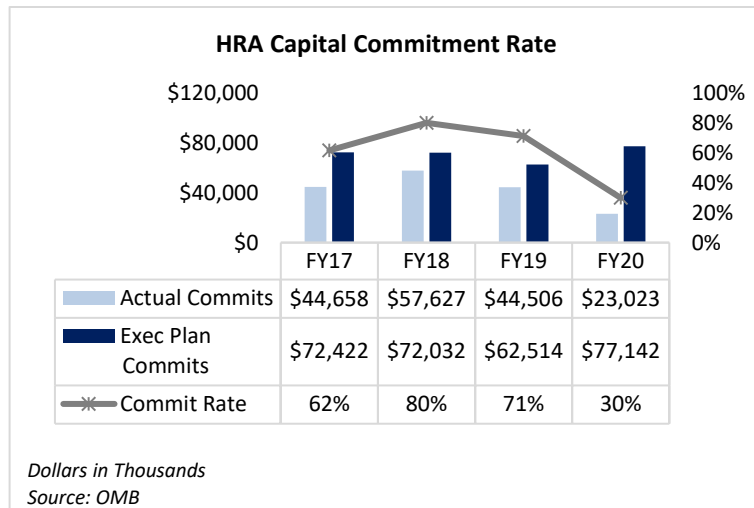
The adjacent graph displays HRA's capital commitment plan as of the Fiscal 2017-2020 Executive Budget and the actual commitments in the corresponding fiscal years. The graph also shows the capital commitment rate, which is the percentage of the capital plan committed per fiscal year. In Fiscal 2020,

HRA committed 30 percent of their planned commitments or \$23 million dollars. This is due to pandemic-related project delays and is considerably less than the Fiscal 2019 commitment rate of 71 percent and the Fiscal 2018 commitment rate of 80 percent.

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 related to computer equipment, one related to communication system development, and the remaining 63 lines predominately relate to Council discretionary projects such as equipment purchases and structural changes for community-based service providers. Below is an update on projects, by category, included in the Preliminary Capital Plan.

Computer Upgrades. HRA allocated \$81.7 million over the four years of the Preliminary Commitment Plan towards technology and system upgrades. Technology projects include: data and document storage; 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 CA clients; and re-engineering of hardware and software systems relating to SNAP administration. Key large projects are detailed below.

- **Fair Fares:** HRA plans to commit \$12.6 million for the expansion of systems used to administer and track the Fair Fares program. Several stages have been already been completed, including the feature to accept applications from all qualifying low-income NYC residents. The remaining projects add further front and back-end functionality. The project scope for Fair Fares OMNY, the new fare collection system that will replace MetroCards, is currently in development.



- **Data Center Colocation:** HRA plans to commit \$11.5 million for the data center colocation initiative to replace switches and for anticipated upgrade or replacement of hardware and software.
- **Electronic Funds Transfer for Landlords:** HRA plans to commit \$7 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. HRA anticipates electronic payments to landlords will begin in Fiscal 2022.

Improvements to HRA Facilities. HRA allocated \$57 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 DV 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 plans to commit \$27 million in Fiscal 2023 through Fiscal 2025 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. Currently, HRA is expecting to begin the move into the new space in December 2024. 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.

Community Projects. HRA allocated \$15.2 million over the four years of the Preliminary Commitment Plan towards Council and Borough President discretionary capital projects.

Communication Systems Development. HRA allocated \$12.5 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.

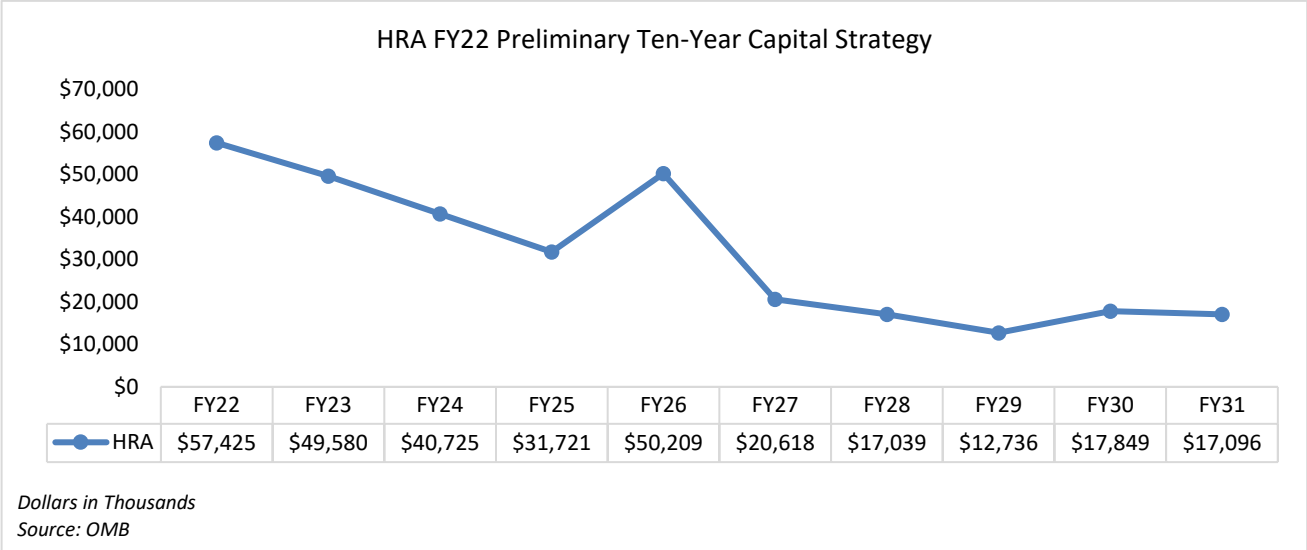
- **Cash Assistance-On Demand:** HRA plans to commit \$2.4 million to complete the buildout of technology needed to allow for on-demand phone interviews for CA clients.
- **HRA One Number:** HRA plans to commit \$1.8 million to create a single phone number that clients can call to be automatically transferred, 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 \$3.3 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.

Preliminary Ten-Year Capital Strategy Fiscal 2022-2031

The City’s Ten-Year Capital Strategy totals \$118.8 billion (all funds), which is \$14.7 billion larger than the \$104.1 billion Fiscal 2020-2029 Ten-Year Strategy. HRA’ Ten-Year Strategy totals \$315 million, or less than one percent of the City’s total Ten-Year Strategy. The Ten-Year Strategy for HRA includes four categories of projects: Telecommunications Equipment, Data Processing Equipment, Social Services Buildings, and Automotive Equipment. More than half, \$171.4 million, of the Ten-Year Strategy is set aside for Social Service Buildings.

The succeeding chart illustrates the planed annual capital allocation in HRA’s Ten-Year Strategy. Most of the spending has been planned for the first half of the plan. In planning their Ten-Year Strategy HRA primarily focused on near-term needs and the agency did not accurately plan for future needs in the later years of the strategy. The chart shows a decline in capital funding beginning in Fiscal 2023, the second year of the strategy, and a significant dip in annual capital funding in Fiscal 2027 through 2031, indicating either that the projected spending levels are either unrealistic or that the agency has not adequately planned for future capital needs. Notably, there is a one-year spike in commitments in Fiscal 2026 largely attributable to allocations for Social Service Buildings. The Executive Ten-Year Strategy should be revised to better estimate the year-by-year capital needs of HRA.



Appendices

A. Budget Actions in the November and the Preliminary Plans

<i>Dollars in Thousands</i>	FY21			FY22		
	City	Non-City	Total	City	Non-City	Total
HRA Budget as of the Adopted FY21 Budget	\$7,157,522	\$2,274,891	\$9,432,413	\$7,799,534	\$2,239,377	\$10,038,911
Changes Introduced in the November 2020 Plan						
New Needs						
Immigrant Outreach Campaign Related to Public Benefits	\$510	\$0	\$510	\$0	\$0	\$0
Subtotal, New Needs	\$510	\$0	\$510	\$0	\$0	\$0
Citywide Savings Programs						
Hart Island Ferry Services Security Personnel Elimination Savings	(\$44)	\$0	(\$44)	(\$296)	\$0	(\$296)
Citywide Hiring Freeze Vacancy Reductions	(2,328)	0	(2,328)	(3,104)	0	(3,104)
Subtotal, Citywide Savings Programs	(\$2,372)	\$0	(\$2,372)	(\$3,400)	\$0	(\$3,400)
Other Adjustments						
CARES Act Funding for COVID-19 WFH IT Costs for HRA Staff	\$0	\$1,800	\$1,800	\$0	\$0	\$0
Citywide Managerial Furlough Savings	(524)	0	(524)	0	0	0
Citywide Technical Training Freeze Savings	(46)	(84)	(129)	0	0	0
Citywide Vehicle Purchase Freeze Savings	(71)	(64)	(135)	(151)	(135)	(286)
Citywide Wireless Services Review Savings	0	0	0	(214)	0	(214)
COVID-19 CDC Federal Testing Grant for City Shelters	0	22,230	22,230	0	0	0
HEAP Baseline Budget Right-Sizing Adjustment	0	16,000	16,000	0	16,000	16,000
MOIA Adult Literacy Programs	642	0	642	0	0	0
State and Federal Revenue Adjustments	0	33,380	33,380	0	0	0
Technical Adjustments	8,605	(9,213)	(608)	8,066	(9,301)	(1,235)
Subtotal, Other Adjustments	\$8,607	\$64,050	\$72,657	\$7,700	\$6,564	\$14,264
TOTAL, All Changes in November 2020 Plan	\$6,745	\$64,050	\$70,795	\$4,300	\$6,564	\$10,864
HRA Budget as of the November 2020 Plan Budget	\$7,164,267	\$2,338,942	\$9,503,209	\$7,803,835	\$2,245,940	\$10,049,775
Changes Introduced in the FY22 Preliminary Plan						
New Needs						
Fair Fares	\$0	\$0	\$0	\$53,000	\$0	\$53,000
Subtotal, New Needs	\$0	\$0	\$0	\$53,000	\$0	\$53,000
Citywide Savings Programs						
Access to Counsel Ramp-Up Delay	(\$8,000)	\$0	(\$8,000)	\$0	\$0	\$0
DSNY Job Program Savings from Pause in Referrals	(5,617)	0	(5,617)	0	0	0
Fringe Benefits Reimbursement Adjustment	(13,000)	0	(13,000)	0	0	0
Hiring and Attrition Management Savings	(3,672)	0	(3,672)	0	0	0
Medicaid Reimbursement to NYC from SFY17+18 Reconciliations with NYS	(100,000)	0	(100,000)	0	0	0
Parks Department Job Program Savings from Pause in Referrals	(15,000)	0	(15,000)	0	0	0
Prior Year Revenue Adjustment from Medicaid Reconciliations for FY18	(53,900)	0	(53,900)	0	0	0
Public Engagement Unit Projected Media Underspending	0	0	0	(500)	0	(500)
Supportive Housing Program Delay in Opening of New Units	0	0	0	(11,631)	0	(11,631)
Subtotal, Citywide Savings Programs	(\$199,189)	\$0	(\$199,189)	(\$12,131)	\$0	(\$12,131)
Other Adjustments						
Citywide Wireless Services Review Savings	(\$64)	\$0	(\$64)	\$0	\$0	\$0
Citywide Office Supplies Savings	(1,207)	0	(1,207)	0	0	0
Food Reserve (P-FRED) Transfer to DSNY for United Way Emergency Food Pantry Contract	0	(593)	(593)	0	0	0
Fringe Benefits Reimbursement Adjustment (added from the Misc. budget so HRA can realize CTL savings)	13,000	0	13,000	0	0	0
Medicaid Reimbursement to NYC from SFY17+18 Reconciliations	0	100,000	100,000	0	0	0
Prior Year Revenue Adjustment from Medicaid Reconciliations for FY18	0	53,900	53,900	0	0	0

<i>Dollars in Thousands</i>	FY21			FY22		
	City	Non-City	Total	City	Non-City	Total
Other Adjustments						
Restaurant Revitalization Initiative to Subsidize Employment for Under or Unemployed	\$0	\$800	\$800	\$0	\$0	\$0
Supplemental Medicaid Adjustment from H+H for Local Share of Supplemental Payments	315,000	0	315,000	0	0	0
State and Federal Revenue Adjustments	0	14,308	14,308	0	0	0
Technical Adjustments	(65)	1,195	1,130	(75)	0	(75)
Subtotal, Other Adjustments	\$326,665	\$169,611	\$496,275	(\$75)	\$0	(\$75)
TOTAL, All Changes in the FY22 Preliminary Plan	\$127,476	\$169,611	\$297,086	\$40,794	\$0	\$40,794
HRA Budget as of the FY22 Preliminary Budget	\$7,291,743	\$2,508,553	\$9,800,296	\$7,844,629	\$2,245,940	\$10,090,569

Source: OMB

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

HRA Expense Budget						
<i>Dollars in Thousands</i>	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Personal Services	\$821,041	\$833,712	\$865,765	\$857,881	\$875,468	\$9,703
Other Than Personal Services	9,422,066	9,722,234	8,566,650	8,942,415	9,215,101	648,451
TOTAL	\$10,243,107	\$10,555,946	\$9,432,414	\$9,800,296	\$10,090,569	\$658,155

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

C. HRA Contract Budget

HRA FY22 Preliminary Contract Budget				
<i>Dollars in Thousands</i>				
Category	FY21 Adopted	Number of Contracts	FY22 Preliminary	Number of Contracts
AIDS Services	\$190,461	72	\$192,331	72
Bank Charges - Public Assistance Accounts	124	4	124	4
Cleaning Services	8,738	101	8,788	101
Contractual Services - General	21,719	101	20,976	101
Data Processing Equipment Maintenance	18,657	53	18,657	53
Employment Services	147,085	74	146,375	74
Home Care Services	90,903	118	90,903	118
Homeless Family Services	270,261	143	246,497	80
Maintenance and Repairs - General	1,505	101	1,505	101
Maintenance and Repairs - Motor Vehicle Equip	2	1	2	1
Non-Grant Charges	42,063	69	41,081	65
Office Equipment Maintenance	3,152	171	3,152	171
Printing Services	458	47	458	47
Prof. Services - Accounting Services	35	8	35	8
Prof. Services - Computer Services	7,582	8	7,582	8
Prof. Services - Engineering and Architectural Services	702	7	702	7
Prof. Services - Legal Services	287	6	287	6
Prof. Services - Other	2,769	21	2,769	21
Protective Services for Adults	30,143	10	30,143	10
Security Services	20,648	104	20,502	104
Telecommunications Maintenance	3,317	53	3,280	53
Temporary Services	4,742	11	4,742	11
Training Program for City Employees	1,562	22	1,562	22
Transportation Services	2,543	21	2,543	21
TOTAL	\$869,456	1,326	\$844,994	1,259

Source: OMB

D. HRA Program Budgets

HIV and AIDS Services

HIV and AIDS Services						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$61,418	\$61,577	\$65,703	\$65,703	\$65,703	\$0
Additional Gross Pay	8,683	7,843	531	531	531	0
Overtime - Civilian	1,692	1,874	661	661	661	0
Fringe Benefits	0	0	1	1	1	0
Subtotal	\$71,793	\$71,294	\$66,896	\$66,896	\$66,896	\$0
Other Than Personal Services						
Supplies and Materials	\$11	\$4	\$20	\$10	\$20	\$0
Property and Equipment	59	11	110	110	110	0
Other Services and Charges	0	0	277	277	277	0
Social Services	53,505	50,474	16,423	32,346	14,209	(2,214)
Contractual Services	180,004	208,840	191,042	200,782	192,912	1,870
Subtotal	\$233,579	\$259,329	\$207,872	\$233,526	\$207,529	(\$344)
TOTAL	\$305,372	\$330,623	\$274,769	\$300,422	\$274,425	(\$344)
Funding						
City Funds			\$136,262	\$147,312	\$135,918	(\$344)
State			59,945	74,548	59,945	0
Federal - Other			78,562	78,562	78,562	0
TOTAL			\$274,769	\$300,422	\$274,425	(\$344)
Budgeted Headcount						
Full-Time Positions - Civilian	1,215	1,169	1,336	1,336	1,336	0
TOTAL	1,215	1,169	1,336	1,336	1,336	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Legal Services

Legal Services						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Other Than Personal Services						
Other Services and Charges	\$8,835	\$10,911	\$4,762	\$8,005	\$3,667	(\$1,095)
Contractual Services	152,720	173,819	194,271	183,024	169,981	(24,290)
TOTAL	\$161,555	\$184,730	\$199,033	\$191,028	\$173,648	(\$25,385)
Funding						
City Funds			\$151,634	\$143,629	\$126,249	(\$25,385)
Federal - Other			44,275	44,275	44,275	0
Intra-city			3,125	3,125	3,125	0
TOTAL			\$199,033	\$191,028	\$173,648	(\$25,385)
Budgeted Headcount						
Full-Time Positions - Civilian	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Food Assistance Programs

Food Assistance Programs						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$255	\$213	\$75	\$75	\$75	\$0
Overtime - Civilian	1	0	0	0	0	0
Subtotal	\$256	\$213	\$75	\$75	\$75	\$0
Other Than Personal Services						
Supplies and Materials	\$15,100	\$13,616	\$16,942	\$16,140	\$16,942	\$0
Contractual Services	6,156	57,859	3,952	4,753	3,220	(732)
Subtotal	\$21,257	\$21,277	\$20,893	\$20,893	\$20,161	(\$732)
TOTAL	\$21,513	\$21,490	\$20,968	\$20,968	\$20,236	(\$732)
Funding						
City Funds			\$18,080	\$18,080	\$17,348	(\$732)
Federal - Other			2,888	2,888	2,888	0
TOTAL			\$20,968	\$20,968	\$20,236	(\$732)
Budgeted Headcount						
Full-Time Positions - Civilian	2	2	1	2	2	1
TOTAL	2	2	1	2	2	1

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Food Stamp Operations

Food Stamp Operations						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$61,047	\$56,858	\$64,068	\$64,068	\$64,068	\$0
Other Salaried and Unsalariated	26	5	0	0	0	0
Additional Gross Pay	4,201	4,325	0	0	0	0
Overtime - Civilian	5,892	8,448	2,173	2,173	2,173	0
Subtotal	\$71,166	\$69,635	\$66,241	\$66,241	\$66,241	\$0
Other Than Personal Services						
Supplies and Materials	\$451	\$1,673	\$1,045	\$445	\$1,045	\$0
Property and Equipment	416	2	2	2	2	0
Other Services and Charges	5,454	5,712	6,043	6,043	6,043	0
Contractual Services	3,509	8,971	477	1,921	477	0
Subtotal	\$9,830	\$16,357	\$7,567	\$8,411	\$7,567	\$0
TOTAL	\$80,996	\$85,993	\$73,808	\$74,652	\$73,808	\$0
Funding						
City Funds			\$35,266	\$36,110	\$35,266	\$0
State			3,004	3,004	3,004	0
Federal - Other			35,538	35,538	35,538	0
TOTAL			\$73,808	\$74,652	\$73,808	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	1,342	1,206	1,396	1,380	1,380	(16)
TOTAL	1,342	1,206	1,396	1,380	1,380	(16)

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Medicaid Eligibility and Administration

Medicaid - Eligibility and Administration						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$51,619	\$53,088	\$70,530	\$70,529	\$70,536	\$7
Other Salaried and Unsalariated	92	92	95	95	95	0
Additional Gross Pay	3,776	3,449	1,334	1,334	1,334	0
Overtime - Civilian	4,331	3,833	3,723	3,723	3,723	0
Subtotal	\$59,817	\$60,462	\$75,682	\$75,681	\$75,689	\$7
Other Than Personal Services						
Supplies and Materials	\$1,221	\$193	\$6,080	\$441	\$6,080	\$0
Property and Equipment	46	6	140	245	140	0
Other Services and Charges	21,769	22,253	23,394	23,409	23,394	0
Contractual Services	10,332	10,050	4,386	9,904	4,386	0
Subtotal	\$33,368	\$32,502	\$34,000	\$34,000	\$34,000	\$0
TOTAL	\$93,185	\$92,964	\$109,682	\$109,681	\$109,688	\$7
Funding						
City Funds			\$875	\$875	\$876	\$1
State			57,692	57,692	57,695	3
Federal - Other			51,114	51,114	51,117	3
TOTAL			\$109,682	\$109,681	\$109,688	\$7
Budgeted Headcount						
Full-Time Positions - Civilian	1,114	1,070	1,404	1,404	1,404	0
TOTAL	1,114	1,070	1,404	1,404	1,404	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Medicaid and Homecare

Medicaid and Homecare						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$22,784	\$23,986	\$30,175	\$30,175	\$30,282	\$108
Additional Gross Pay	2,054	1,856	2,512	2,512	2,512	0
Overtime - Civilian	424	463	138	138	138	0
Subtotal	\$25,261	\$26,305	\$32,824	\$32,824	\$32,932	\$108
Other Than Personal Services						
Other Services and Charges	\$0	\$0	\$350	\$350	\$350	\$0
Social Services	6,044,927	6,236,530	5,147,318	5,462,318	5,823,849	676,532
Contractual Services	37,327	49,758	90,903	90,903	90,903	0
Subtotal	\$6,082,253	\$6,286,288	\$5,238,571	\$5,553,571	\$5,915,103	\$676,532
TOTAL	\$6,107,515	\$6,312,593	\$5,271,395	\$5,586,395	\$5,948,035	\$676,639
Funding						
City Funds			\$5,136,093	\$5,351,093	\$5,812,625	\$676,532
State			82,305	82,305	82,361	56
Federal - Other			52,997	152,997	53,048	52
TOTAL			\$5,271,395	\$5,586,395	\$5,948,035	\$676,639
Budgeted Headcount						
Full-Time Positions - Civilian	438	424	706	706	706	0
TOTAL	438	424	706	706	706	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Homeless Prevention

Homeless Prevention **						
<i>Dollars in Thousands</i>						
	FY19 Actual	FY20 Actual	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
				FY21	FY22	
Spending						
Other Than Personal Services						
Supplies and Materials	\$0	\$0	\$0	\$642	\$0	\$0
Property and Equipment	0	0	0	1,100	0	0
Other Services and Charges	0	0	0	4,982	0	0
Social Services	0	0	0	160,838	0	0
Contractual Services	0	0	0	86,578	0	0
TOTAL	\$0	\$0	\$0	\$254,140	\$0	\$0
Funding						
City Funds			\$0	\$164,163	\$0	\$0
State			0	29,321	0	0
Federal - Other			0	60,224	0	0
Intra-city			0	432	0	0
TOTAL			\$0	\$254,140	\$0	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

** Homeless Prevention is a new program area added in the Preliminary Plan and encompasses programs previously classified in the Public Assistance Support Grants program area. The funding has only been adjusted for the Fiscal 2021 current modified budget and additional adjustments are expected in future plans.

Source: OMB

Public Assistance Grants

Public Assistance Grants						
<i>Dollars in Thousands</i>						
	FY19 Actual	FY20 Actual	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
				FY21	FY22	
Spending						
Other Than Personal Services						
Social Services	\$1,554,437	\$1,505,824	\$1,627,950	\$1,611,098	\$1,650,650	\$22,700
TOTAL	\$1,554,437	\$1,505,824	\$1,627,950	\$1,611,098	\$1,650,650	\$22,700
Funding						
City Funds			\$891,083	\$814,417	\$890,870	(\$213)
State			293,736	299,651	316,649	22,913
Federal - Other			443,131	497,031	443,131	0
TOTAL			\$1,627,950	\$1,611,098	\$1,650,650	\$22,700
Budgeted Headcount						
Full-Time Positions - Civilian	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Public Assistance Support Grants

Public Assistance Support Grants **						
<i>Dollars in Thousands</i>						
	FY19 Actual	FY20 Actual	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
				FY21	FY22	
Spending						
Other Than Personal Services						
Supplies and Materials	\$140	\$595	\$5,793	\$0	\$5,793	\$0
Other Services and Charges	5,010	4,546	26,778	0	51	(26,727)
Property and Equipment	97	230	0	0	0	0
Social Services	286,391	299,672	147,905	11,239	173,898	25,993
Contractual Services	93,637	96,373	91,441	5,830	90,459	(982)
TOTAL	\$385,275	\$401,416	\$271,917	\$17,069	\$270,201	(\$1,716)
Funding						
City Funds			\$176,170	\$11,299	\$174,453	(\$1,716)
State			30,105	784	30,105	0
Federal - Other			65,211	4,987	65,211	0
Intra-city			432	0	432	
TOTAL			\$271,917	\$17,069	\$270,201	(\$1,716)
Budgeted Headcount						
Full-Time Positions - Civilian	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

** Homeless Prevention is a new program area added in the Preliminary Plan and encompasses programs previously classified in the Public Assistance Support Grants program area. The funding has only been adjusted for the Fiscal 2021 current modified budget and additional adjustments are expected in future plans.

Source: OMB

Subsidized Employment and Job-Related Training

Subsidized Employment and Job Training						
<i>Dollars in Thousands</i>						
	FY19 Actual	FY20 Actual	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
				FY21	FY22	
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$6	\$0	\$0	\$0	\$0	\$0
Subtotal	\$6	\$0	\$0	\$0	\$0	\$0
Other Than Personal Services						
Other Services and Charges	\$0	\$0	\$41,000	\$8,000	\$53,000	\$12,000
Social Services	107,702	103,905	115,289	94,685	120,540	5,251
Subtotal	\$107,702	\$103,905	\$156,289	\$102,685	\$173,540	\$17,251
TOTAL	\$107,707	\$103,905	\$156,289	\$102,685	\$173,540	\$17,251
Funding						
City Funds			\$109,696	\$56,091	\$126,946	\$17,251
State			3,924	3,924	3,924	0
Federal - Other			42,669	42,669	42,669	0
TOTAL			\$156,289	\$102,685	\$173,540	\$17,251
Budgeted Headcount						
Full-Time Positions - Civilian	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

General Administration

General Administration						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$190,173	\$197,246	\$206,327	\$198,572	\$216,187	\$9,860
Other Salaried and Unsalared	1,039	4,605	60	60	60	0
Additional Gross Pay	8,370	7,420	3,984	3,984	3,984	0
Overtime - Civilian	3,548	4,373	(1,584)	(1,584)	(1,584)	0
Amounts to be Scheduled	0	0	5	5	5	0
Fringe Benefits	661	645	849	849	849	0
Subtotal	\$203,790	\$214,289	\$209,642	\$201,887	\$219,502	\$9,860
Other Than Personal Services						
Supplies and Materials	\$13,428	\$16,265	\$65,564	\$60,933	\$15,373	(\$50,192)
Fixed and Misc. Charges	284	155	247	247	247	0
Property and Equipment	1,789	4,701	1,538	3,086	1,609	71
Other Services and Charges	130,848	125,897	137,947	127,408	145,673	7,726
Contractual Services	96,394	102,478	57,356	86,220	57,265	(91)
Subtotal	\$242,743	\$299,694	\$262,653	\$277,894	\$220,168	(\$42,485)
TOTAL	\$446,534	\$513,983	\$472,295	\$479,781	\$439,670	(\$32,625)
Funding						
City Funds			\$201,026	\$180,069	\$212,736	\$11,710
State			69,345	70,528	72,571	3,226
Other Categorical			250	250	0	(250)
Federal - Community Development			50,000	49,407	0	(50,000)
Federal - Other			148,220	176,030	150,909	2,689
Intra-city			3,454	3,497	3,454	0
TOTAL			\$472,295	\$479,781	\$439,670	(\$32,625)
Budgeted Headcount						
Full-Time Positions - Civilian	2,890	2,894	1,420	743	1,589	169
TOTAL	2,890	2,894	1,420	743	1,589	169

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Office of Child Support Enforcement

Office of Child Support Enforcement						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$32,675	\$32,608	\$39,873	\$39,865	\$39,873	\$0
Other Salaried and Unsalariated	\$0	\$7	\$0	\$0	\$0	0
Additional Gross Pay	2,238	2,015	435	435	435	0
Overtime - Civilian	571	556	472	472	472	0
Subtotal	\$35,484	\$35,185	\$40,780	\$40,771	\$40,780	\$0
Other Than Personal Services						
Supplies and Materials	\$627	\$214	\$606	\$633	\$606	\$0
Fixed and Misc. Charges	2,910	2,858	0	1,500	0	0
Property and Equipment	609	603	571	897	571	0
Other Services and Charges	5,530	6,007	8,855	5,950	8,855	0
Social Services	7,637	6,934	7,437	7,979	7,437	0
Contractual Services	10,408	9,995	7,422	11,474	7,422	0
Subtotal	\$27,720	\$26,611	\$24,890	\$28,432	\$24,890	\$0
TOTAL	\$63,204	\$61,796	\$65,670	\$69,204	\$65,670	\$0
Funding						
City Funds			\$24,092	\$24,044	\$24,092	\$0
State			31	31	31	0
Other Categorical			0	72	0	0
Federal - Other			41,547	45,057	41,547	0
TOTAL			\$65,670	\$69,204	\$65,670	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	600	571	819	819	819	0
TOTAL	600	571	819	819	819	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Adult Protective Services

Adult Protective Services						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$24,106	\$24,810	\$28,543	\$28,543	\$27,055	(\$1,489)
Additional Gross Pay	3,354	3,066	1,356	1,356	1,356	0
Other Salaried and Unsalariated	0	12	0	0	0	0
Overtime - Civilian	2,049	1,252	607	607	607	0
Subtotal	\$29,509	\$29,139	\$30,506	\$30,506	\$29,017	(\$1,489)
Other Than Personal Services						
Property and Equipment	\$17	\$4	\$10	\$10	\$10	\$0
Social Services	1,016	799	800	800	800	0
Contractual Services	25,060	24,943	31,128	31,128	31,128	0
Subtotal	\$26,094	\$25,747	\$31,938	\$31,938	\$31,938	\$0
TOTAL	\$55,603	\$54,886	\$62,444	\$62,444	\$60,955	(\$1,489)
Funding						
City Funds			\$18,775	\$18,775	\$18,021	(\$754)
State			16,919	16,919	16,185	(734)
Federal - Other			26,750	26,750	26,750	0
TOTAL			\$62,444	\$62,444	\$60,955	(\$1,489)
Budgeted Headcount						
Full-Time Positions - Civilian	454	453	489	489	460	(29)
TOTAL	454	453	489	489	460	(29)

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

CEO Evaluation

CEO Evaluation						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$820	\$853	\$1,195	\$1,075	\$385	(\$810)
Additional Gross Pay	20	10	0	0	0	0
Overtime - Civilian	1	0	1	1	1	0
Subtotal	\$841	\$863	\$1,196	\$1,076	\$386	(\$810)
Other Than Personal Services						
Supplies and Materials	\$17	\$557	\$0	\$2,184	\$0	\$0
Property and Equipment	3	16	0	0	0	0
Other Services and Charges	13	243	10,484	6,722	0	(10,484)
Contractual Services	4,176	3,349	1,777	2,768	1,777	0
Subtotal	\$4,209	\$4,165	\$12,261	\$11,674	\$1,777	(\$10,484)
TOTAL	\$5,050	\$5,028	\$13,457	\$12,750	\$2,163	(\$11,294)
Funding						
City Funds			\$13,442	\$12,723	\$2,148	(\$11,294)
State			5	5	5	0
Federal - Other			9	9	9	0
Intra-city			0	13	0	0
TOTAL			\$13,457	\$12,750	\$2,163	(\$11,294)
Budgeted Headcount						
Full-Time Positions - Civilian	8	7	11	10	4	(7)
TOTAL	8	7	11	10	4	(7)

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Domestic Violence Services

Domestic Violence Services						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$12,550	\$13,911	\$11,775	\$11,775	\$11,775	\$0
Other Salaried and Unsalaried	374	321	0	0	0	0
Additional Gross Pay	890	904	854	854	854	0
Overtime - Civilian	585	504	341	341	341	0
Fringe Benefits	5	4	63	63	63	0
Subtotal	\$14,404	\$15,645	\$13,034	\$13,034	\$13,034	\$0
Other Than Personal Services						
Supplies and Materials	\$143	\$55	\$189	\$79	\$189	\$0
Property and Equipment	57	5	15	15	15	0
Other Services and Charges	15,842	16,509	18,292	18,292	17,542	(750)
Social Services	94,370	102,066	103,898	101,411	103,898	0
Contractual Services	25,606	26,313	22,339	24,914	22,864	525
Subtotal	\$136,019	\$144,947	\$144,734	\$144,711	\$144,509	(\$225)
TOTAL	\$150,424	\$160,592	\$157,768	\$157,745	\$157,543	(\$225)
Funding						
City Funds			\$43,158	\$43,135	\$42,933	(\$225)
State			25,722	25,722	25,722	0
Federal - Other			88,888	88,888	88,888	0
TOTAL			\$157,768	\$157,745	\$157,543	(\$225)
Budgeted Headcount						
Full-Time Positions - Civilian	224	230	213	247	247	34
TOTAL	224	230	213	247	247	34

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Employment Services Administration

Employment Services Administration						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$12,312	\$12,490	\$18,627	\$18,627	\$18,655	\$27
Other Salaried and Unsalariated	1,721	1,551	751	751	751	0
Additional Gross Pay	1,221	1,056	0	0	0	0
Overtime - Civilian	489	561	155	155	155	0
Subtotal	\$15,744	\$15,659	\$19,534	\$19,534	\$19,561	\$27
Other Than Personal Services						
Supplies and Materials	\$5	\$0	\$9	\$51	\$9	\$0
Property and Equipment	58	1	0	0	0	0
Other Services and Charges	7,842	8,773	12,398	12,401	12,389	(9)
Contractual Services	1,143	1,360	0	1,185	0	0
Subtotal	\$9,049	\$10,134	\$12,407	\$13,637	\$12,398	(\$9)
TOTAL	\$24,793	\$25,793	\$31,941	\$33,171	\$31,959	\$18
Funding						
City Funds			\$10,618	\$11,457	\$10,629	\$11
State			5,156	5,156	5,159	3
Federal - Other			16,167	16,558	16,171	4
TOTAL			\$31,941	\$33,171	\$31,959	\$18
Budgeted Headcount						
Full-Time Positions - Civilian	183	178	270	222	222	(48)
TOTAL	183	178	270	222	222	(48)

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Employment Services Contracts

Employment Services Contracts						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Other Than Personal Services						
Property and Equipment	\$0	\$199	\$0	\$0	\$0	\$0
Other Services and Charges	0	0	3,300	1,170	350	(2,950)
Contractual Services	151,923	135,609	123,536	134,794	122,826	(710)
TOTAL	\$151,923	\$135,809	\$126,836	\$135,964	\$123,176	(\$3,660)
Funding						
City Funds			\$23,012	\$40,640	\$38,653	\$15,641
State			8,197	8,197	8,197	0
Other Categorical			0	800	0	0
Federal - Other			95,628	86,327	76,327	(19,301)
TOTAL			\$126,836	\$135,964	\$123,176	(\$3,660)
Budgeted Headcount						
Full-Time Positions - Civilian	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Public Assistance and Employment Administration

Public Assistance and Employment Administration						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$152,202	\$150,907	\$161,136	\$161,136	\$163,136	\$2,000
Other Salaried and Unsalariated	272	254	0	0	0	0
Additional Gross Pay	11,821	10,249	10,978	10,978	10,978	0
Overtime - Civilian	16,704	19,564	8,060	8,060	8,060	0
Subtotal	\$180,998	\$180,974	\$180,174	\$180,174	\$182,174	\$2,000
Other Than Personal Services						
Supplies and Materials	\$465	\$529	\$1,177	\$1,687	\$1,177	\$0
Fixed and Misc. Charges	0	1	0	0	0	0
Property and Equipment	1,168	971	160	825	160	0
Other Services and Charges	45,611	58,589	60,368	58,991	61,431	1,062
Social Services	18,204	23,748	0	30,000	0	0
Contractual Services	13,693	18,070	9,865	17,167	9,848	(16)
Subtotal	\$79,141	\$101,909	\$71,569	\$108,669	\$72,615	\$1,046
TOTAL	\$260,140	\$282,882	\$251,743	\$288,843	\$254,789	\$3,046
Funding						
City Funds			\$105,153	\$140,771	\$107,796	\$2,643
State			21,085	21,529	21,174	88
Federal - Other			122,449	123,487	122,763	315
Intra-city			3,056	3,056	3,056	0
TOTAL			\$251,743	\$288,843	\$254,789	\$3,046
Budgeted Headcount						
Full-Time Positions - Civilian	2,720	2,694	3,571	3,407	3,407	(164)
TOTAL	2,720	2,694	3,571	3,407	3,407	(164)

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Home Energy Assistance

Home Energy Assistance						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$1,139	\$1,048	\$1,625	\$1,625	\$1,625	\$0
Additional Gross Pay	51	27	0	0	0	0
Overtime - Civilian	48	40	50	50	50	0
Subtotal	\$1,238	\$1,114	\$1,675	\$1,675	\$1,675	\$0
Other Than Personal Services						
Supplies and Materials	\$680	\$388	\$0	\$0	\$0	\$0
Fixed and Misc. Charges	0	1	0	0	0	0
Other Services and Charges	260	260	22,000	65	38,000	16,000
Social Services	33,874	33,653	0	38,000	0	0
Contractual Services	2,168	1,785	0	1,471	0	0
Subtotal	\$36,981	\$36,087	\$22,000	\$39,536	\$38,000	\$16,000
TOTAL	\$38,219	\$37,201	\$23,675	\$41,211	\$39,675	\$16,000
Funding						
City Funds			\$167	\$167	\$167	\$0
State			82	82	82	0
Federal - Other			23,426	40,962	39,426	16,000
TOTAL			\$23,675	\$41,211	\$39,675	\$16,000
Budgeted Headcount						
Full-Time Positions - Civilian	17	17	31	26	26	(5)
TOTAL	17	17	31	26	26	(5)

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Information and Technology Services

Information Technology Services						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$50,854	\$53,476	\$59,927	\$59,927	\$60,666	\$739
Additional Gross Pay	3,041	2,731	292	292	292	0
Overtime - Civilian	2,274	3,283	1,531	1,531	792	(739)
Subtotal	\$56,170	\$59,490	\$61,749	\$61,749	\$61,749	\$0
Other Than Personal Services						
Supplies and Materials	\$216	\$530	\$583	\$1,058	\$583	\$0
Fixed and Misc. Charges	0	3	0	0	0	0
Property and Equipment	1,540	1,854	1,528	1,843	1,528	0
Other Services and Charges	6,631	7,316	6,476	7,266	6,476	0
Contractual Services	51,497	57,756	15,014	43,702	14,976	(37)
Subtotal	\$59,884	\$67,460	\$23,601	\$53,869	\$23,563	(\$37)
TOTAL	\$116,054	\$126,949	\$85,350	\$115,619	\$85,313	(\$37)
Funding						
City Funds			\$18,841	\$32,814	\$18,822	(\$19)
State			18,106	24,971	18,098	(8)
Federal - Other			48,403	57,516	48,393	(10)
Intra-city			0	318	0	0
TOTAL			\$85,350	\$115,619	\$85,313	(\$37)
Budgeted Headcount						
Full-Time Positions - Civilian	535	563	774	774	774	0
TOTAL	535	563	774	774	774	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Investigations and Revenue Administration

Investigation and Revenue Administration						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Full-Time Salaried - Civilian	\$50,076	\$49,729	\$65,366	\$65,366	\$65,366	\$0
Additional Gross Pay	3,935	3,368	59	59	59	0
Overtime - Civilian	552	349	332	332	332	0
Subtotal	\$54,563	\$53,445	\$65,757	\$65,757	\$65,757	\$0
Other Than Personal Services						
Supplies and Materials	\$0	\$0	\$193	\$103	\$193	\$0
Property and Equipment	51	53	0	90	0	0
Other Services and Charges	12,895	13,788	14,527	14,527	14,527	0
Contractual Services	9	16	1,000	1,000	1,000	0
Subtotal	\$12,955	\$13,857	\$15,720	\$15,720	\$15,720	\$0
TOTAL	\$67,519	\$67,303	\$81,477	\$81,477	\$81,477	\$0
Funding						
City Funds			\$22,092	\$22,092	\$22,092	\$0
State			20,034	20,034	20,034	0
Federal - Other			39,351	39,351	39,351	0
TOTAL			\$81,477	\$81,477	\$81,477	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	872	852	1,216	1,216	1,216	0
TOTAL	872	852	1,216	1,216	1,216	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

Substance Abuse Services

Substance Abuse Services						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Other Than Personal Services						
Social Services	\$29,627	\$25,961	\$30,399	\$30,399	\$30,399	\$0
Contractual Services	16,464	18,224	23,549	23,549	23,549	0
TOTAL	\$46,091	\$44,186	\$53,948	\$53,948	\$53,948	\$0
Funding						
City Funds			\$21,989	\$21,989	\$25,989	\$4,000
State			11,839	11,839	11,839	0
Federal - Other			20,120	20,120	16,120	(4,000)
TOTAL			\$53,948	\$53,948	\$53,948	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.

Source: OMB

F. HRA Reconciliation of Program Areas to Units of Appropriation

HRA Reconciliation of Program Areas to Units of Appropriation for the FY22 Preliminary Plan																
<i>Dollars in Thousands</i>																
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	\$29,017	\$0	\$0	\$0	\$0	\$0	\$0	\$31,938	\$0	\$0	\$0	\$0	\$60,955
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	144,509	0	0	0	0	157,543
Employment Services Administration	14,922	4,639	0	0	0	0	0	0	12,398	0	0	0	0	0	0	31,959
Employment Services Contracts	0	0	0	0	0	0	0	0	123,176	0	0	0	0	0	0	123,176
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	7,567	0	0	0	0	0	0	73,808
General Administration	155,963	46,342	0	13,974	3,222	0	0	214,230	(2,261)	0	8,199	0	0	0	0	439,670
HIV and AIDS Services	0	10	0	66,886	0	0	0	0	0	0	207,529	0	0	0	0	274,425
Home Energy Assistance	469	0	0	0	0	1,206	0	0	0	0	0	0	38,000	0	0	39,675
Homeless Prevention	0	0	0	0	0	0	0	0	253,384	0	0	0	0	0	0	253,384
Information Technology Services	61,749	0	0	0	0	0	0	23,563	0	0	0	0	0	0	0	85,313
Investigations and Revenue Admin	65,757	0	0	0	0	0	0	15,720	0	0	0	0	0	0	0	81,477
Legal Services	0	0	0	0	0	0	0	0	3,125	0	0	170,524	0	0	0	173,648
Medicaid - Eligibility and Admin	3,190	0	72,498	0	0	0	0	0	0	34,000	0	0	0	0	0	109,688
Medicaid and Homecare	0	0	32,932	0	0	0	0	0	0	5,915,103	0	0	0	0	0	5,948,035
Office of Child Support Enforcement	3,171	0	0	0	0	0	37,609	5,930	23	0	0	0	0	18,937	0	65,670
Public Assistance and Employment Admin	0	182,174	0	0	0	0	0	194	72,421	0	0	0	0	0	0	254,789
Public Assistance Grants	0	0	0	0	0	0	0	0	1,650,650	0	0	0	0	0	0	1,650,650
Public Assistance Support Grants	0	0	0	0	0	0	0	0	16,817	0	0	0	0	0	0	16,817
Subsidized Employ and Job-Related Training	0	0	0	0	0	0	0	0	173,540	0	0	0	0	0	0	173,540
Substance Abuse Services	0	0	0	0	0	0	0	0	53,948	0	0	0	0	0	0	53,948
TOTAL	\$310,053	\$294,608	\$105,430	\$123,340	\$3,222	\$1,206	\$37,609	\$261,415	\$2,364,788	\$5,949,102	\$392,174	\$170,524	\$38,000	\$18,937	\$20,161	\$10,090,569

Source: OMB