

THE COUNCIL OF THE CITY OF NEW YORK

Hon. Melissa Mark-Viverito
Speaker of the Council

Hon. Stephen Levin
Chair, Committee on General Welfare



Hearing on the Fiscal 2015 Preliminary Budget & the Fiscal 2014 Preliminary Mayor's Management Report

Human Resources Administration

March 24, 2014

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Human Resources Administration Overview

The New York City Human Resources Administration/Department of Social Services (HRA/DSS) provides temporary cash assistance, public health insurance, food stamps, home care for seniors and the disabled, child care, adult protective services, domestic violence, HIV/AIDS support services and child support enforcement, to individuals and families with social service and economic needs to help them in reaching self-sufficiency. Food stamps are provided at 16 home centers and public health insurance at 13 Medicaid Community Model Offices. HRA provides support services to individuals with AIDS and HIV-related illnesses through 12 centers through its HIV/AIDS Services Administration (HASA), as well as protective services to adults through six HRA borough offices and six contracted programs. HRA also determines the personal care eligibility of disabled or frail Medicaid recipients through seven Community Alternative System Agency offices and contracts for services with 51 vendors. Services to victims of domestic violence are offered through 52 State-licensed shelters, 15 community-based programs, and 57 school based programs. HRA also assists New York City families in obtaining child support orders and collecting child support payments at four borough and five Family Court offices.

This report provides a review of the Human Resource Administration's Preliminary Budget for Fiscal 2015. The first section presents highlights from the Fiscal 2015 expense budget for the City, the Fiscal 2014-2015 State Executive Budget, and City Council Initiatives. Following highlights, the report outlines the Department's budget by program area and provides analysis of significant program areas. Further, it provides information on actions included in the November and Preliminary Financial Plans and includes relevant sections of the Preliminary Mayor's Management Report for Fiscal 2014. Finally, the report provides a review of the proposed capital budget for the Department with a discussion of significant changes proposed to the Capital Plan.

Fiscal 2015 Preliminary Plan Highlights

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Personal Services	\$727,950	\$733,767	\$743,282	\$741,270	\$723,204	(\$20,078)
Other Than Personal Services	8,663,278	8,780,017	8,712,399	8,845,831	8,828,277	115,878
Agency Total	\$9,391,227	\$9,513,784	\$9,455,681	\$9,588,811	\$9,551,481	\$95,800

**The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.*

HRA's proposed Fiscal 2015 Preliminary Budget is approximately \$9.55 billion, a \$95.8 million or a one percent increase when compared to the Fiscal 2014 Adopted Budget.

City funding for Fiscal 2015 is approximately \$7.44 billion, an increase of \$65 million or less than one percent when compared to the Fiscal 2014 Adopted Budget. The Preliminary Budget also includes \$5.9 million in new needs for HIV/AIDS rent cap, media and public outreach for benefits programs, municipal ID card program planning, and training coordinator for policies governing immigrant access to public benefits.

The November Plan included approximately \$9.5 million in baseline funding for various programs and \$366,000 in new needs. The following are major financial plan actions for Fiscal 2014 and 2015.

- **Baselined Funding for HASA Case Managers.** The Administration baselined \$2.71 million for HASA case managers. This \$2.71 million allocation funds approximately 98 HASA contracted supportive housing case management positions through HASA contracts in Scatter Site I and permanent congregate supportive housing programs that were slated for elimination.
- **Baselined Funding for HASA Supportive Housing Contracts.** The Administration baselined \$2.3 million in funding for HASA supportive housing contracts which were slated for across-the-board reductions of approximately 4.5 percent.
- **Baselined Funding for HASA Money Management Services.** The Administration baselined \$200,000 in funding for HASA's contract with the Gay Men's Health Crisis (GMHC), to administer the Representative Payee program, which assists HASA clients who are potentially medically or mentally frail, and are unable to manage their finances.
- **Baselined Funding for Teen RAAP.** The Administration baselined \$2 million for the Teen Relationship Abuse Prevention Program (Teen RAPP). The program is a school-based domestic violence prevention program that serves approximately 50,000 ethnically and culturally diverse students in approximately 64 middle and high school buildings citywide.
- **Baselined Funding for Food Pantries.** The Administration baselined \$1.5 million for food pantries.
- **Staten Island Family Justice Center.** The November Plan included \$717,289 for Fiscal 2015 and \$987,724 in Fiscal 2016 for the Staten Island Family Justice Center. Family Justice Centers (FJCs) give domestic violence victims access to comprehensive services by placing dedicated domestic violence prosecutors, city agency staff and community services staff under one roof.
- **Municipal Identification Cards.** The Fiscal 2015 Preliminary Plan includes \$430,000 for Fiscal 2014 for the Administration's new Municipal ID initiative. This funding will go towards preliminary staffing and planning for the implementation of this program. The goal of this program is for all New Yorkers, regardless of immigration status, to obtain a valid ID that would allow them to gain access to basic services.

HRA's budget consists of 20 program areas which are identified by units of appropriation. This report analyzes HRA's budget through these program areas. Please see Appendix C for a chart reconciling the funding for each program area by units of appropriation. The following table, "HRA Financial Summary," provides an overview of the agency's total budget from Fiscal 2012 to the Preliminary Plan for Fiscal 2015.

HRA Financial Summary

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Budget by Program Area						
HIV & AIDS Services	\$216,312	\$216,702	\$227,122	\$227,513	\$236,048	\$8,926
Food Assistance Programs	22,393	19,599	13,315	18,875	13,063	(252)
Food Stamp Operations	70,926	77,727	71,734	73,024	60,496	(11,238)
Medicaid-Eligibility & Admin	112,022	107,666	111,381	108,880	109,500	(1,881)
Medicaid & Homecare	6,358,607	6,476,623	6,444,331	6,441,758	6,523,781	79,450
Subsidized Employment & Job Training	92,975	89,479	82,221	83,986	82,499	278
Office of Child Support Enforcement	64,399	62,517	68,408	66,308	65,269	(3,139)
Adult Protective Services	41,448	41,293	47,894	47,718	47,543	(351)
CEO Evaluation	1,641	1,327	2,050	4,150	35	(2,015)
Domestic Violence Services	96,051	96,849	102,778	103,630	101,579	(1,199)
Employment Services Admin	27,519	26,635	30,300	31,012	28,989	(1,311)
Employment Services Contracts	149,241	134,747	128,125	128,457	128,205	80
Public Assistance & Employment Admin	226,096	225,062	221,814	221,781	215,410	(6,404)
Public Assistance Grants	1,372,331	1,389,067	1,387,197	1,376,190	1,396,255	9,058
Public Assistance Support Grants	17,078	16,831	20,114	20,114	20,114	-
Home Energy Assistance	38,238	36,253	22,669	25,149	23,669	1,000
Information Technology Services	81,239	78,704	77,797	77,797	77,797	-
Investigation & Revenue Admin	62,653	63,574	61,707	83,860	84,155	22,448
Substance Abuse Services	72,267	64,792	69,299	69,299	69,299	-
General Administration	267,791	288,338	265,425	379,311	267,777	2,352
TOTAL	\$9,391,227	\$9,513,785	\$9,455,681	\$9,588,811	\$9,551,481	\$95,800
Funding						
City Funds	\$7,154,813	\$7,318,762	\$7,377,026	\$7,374,155	\$7,442,051	\$65,025
Other Categorical	75	89	-	162	-	-
State	680,231	651,040	611,044	601,631	614,933	3,889
Federal-CD	262	7,147	-	98,900	-	-
Federal-Other	1,548,806	1,528,635	1,461,072	1,506,951	1,487,932	26,860
Intra-City	7,040	8,112	6,539	7,013	6,565	26
TOTAL	\$9,391,227	\$9,513,785	\$9,455,681	\$9,588,811	\$9,551,481	\$95,800
Positions						
Full-time Positions	13,918	13,780	14,125	14,096	13,543	(572)
Full-time Equivalent Positions	30	28	4	4	4	-
TOTAL	13,948	13,808	14,129	14,100	13,547	(572)

*The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.

Fiscal 2014-2015 State Executive Budget Highlights

The Fiscal 2014-2015 State Executive Budget was released on January 21, 2014. The following are major proposals which would impact social services in New York City.

- **30 Percent Rent Cap Funding.** The 30 percent HASA rent cap limits the portion of the rent for New York City residents living with AIDS at 30 percent of their monthly income. In Fiscal 2015 and in the outyears, the State agreed to fund 35 percent of the share of the \$26.7 million in costs for the 30 percent rent cap for HASA clients, totaling \$9.3 million in Fiscal 2015 and in the outyears. The inclusion of this allocation in the Governor's proposed State budget marks a significant victory in rental housing policy for HASA individuals in the City. For more information, please refer to page 8 of this report.
- **New York State Will Preserve \$457 Million in SNAP Benefits.** The State will preserve approximately \$457 million a year in Supplemental Nutrition Assistance Program (SNAP) benefits that would otherwise be cut through the recently enacted federal Farm Bill. The impact of the Farm Bill would reduce SNAP benefits an average of \$127 per month for household, which is a significant decrease in SNAP benefits.

The Office of Temporary Disability Assistance (OTDA) will allocate approximately \$6 million in additional federal Low Income Home Energy Assistance (LIHEAP) funding to maintain SNAP benefits for impacted households. Additionally, the funding will be used to increase SNAP recipient's Home Energy Assistance Program (HEAP) benefits whose heat cost is included in their rent so that households will remain eligible for the highest SNAP allowance. It is estimated that this funding will impact 300,000 households.

- **Fair Hearing Chargeback Policy.** The State's Executive Budget calls for the establishment of a Fair Hearing Chargeback, aimed at encouraging local social services districts to improve their administrative practices in regards to fair hearings for public assistance cases due to lack of evidence or other factors. If the district fails to meet the criteria set by the State, it will be charged for a portion of the costs incurred by the State for the hearing. If this proposed policy is passed in its current form, the City estimates an annualized \$10 million loss due to the fair hearing chargeback policy.
- **HIV/AIDS Welfare to Work.** The HIV/AIDS Welfare-to-Work Program provides individuals with HIV/AIDS the support necessary to obtain and/or maintain employment while dealing with the many issues related to this illness. The HIV Welfare to Work program is included in the Executive Budget with an allocation in the amount of \$1.2 million, the same allocation as last year.
- **Decrease in Non-Residential Domestic Violence Funding.** The State proposed a reduction in domestic violence funding through the Temporary Assistance for Needy Families (TANF) cash assistance program. HRA estimates it will lose about \$500,000 in funding to combat domestic violence, but this funding may be restored by the State later in the fiscal year.
- **Elimination of HPNAP Funding.** Hunger Prevention and Nutrition Assistance Funding (HPNAP) helps New Yorkers in need lead more healthy and productive lives by providing safe and nutritious food, and nutrition and health information. In Fiscal 2013-2014, the State allocated \$28 million to assist with the increased need in hunger prevention program, but this

funding was not included or baselined in the 2014-2015 Executive Budget. With reductions in federal funding for SNAP, the Supplemental Nutrition Assistance Program, the need for food programs are stronger than ever.

- **Delay in COLA.** The State budget defers the planned two percent Cost of Living Adjustment (COLA) scheduled to take effect in 2014-2015 for human services programs.

Council Initiatives and Funding

The Council has routinely provided operating funds for emergency food programs. In addition, the Council also provided \$8.9 million to restore PEGs in the 2014 Adopted Budget, which prevented cuts to relationship abuse programs for teens, HASA money management services, and supportive housing case management for HASA. Details on these initiatives are in the appropriate program area sections.

FY 2014 Council Changes at Adoption by Program Area

Dollars in Thousands

Food Assistance Programs	
Food Pantries Initiative	\$1,500
Earned Income Tax Credit (Food Bank)	150
Subtotal	\$1,650
Domestic Violence	
Teen Relationship and Abuse Prevention Program (Teen RAPP)	\$2,000
Subtotal	\$2,000
HIV and AIDS Services	
HIV/AIDS Services Administration (HASA) Case Manager PEG Restoration	\$2,718
HASA Money Management GMHC PEG Restoration	200
HASA Supportive Housing Contract Reduction PEG Restoration	2,368
Subtotal	\$5,286
Local Initiatives	
Local Initiatives	\$42
Subtotal	\$42
TOTAL	\$8,936

Program Areas

HIV and AIDS Services

The HIV/AIDS Services Administration (HASA) is the primary mechanism within HRA which expedites access to essential benefits and social services needed to persons living with AIDS or advanced HIV illnesses and their families. HASA provides intake and needs assessment; assistance with SSI/SSDI applications; direct linkages to public assistance, Medicaid, food stamps, home care, and homemaking services; ongoing intensive case management including the development of permanency plans for families, as well as periodic monitoring and crisis intervention for clients to maintain or modify their services and placements; voluntary vocational counseling/rehabilitation, job training and placement and other employment services that support the clients choice to work; and referrals to community-based resources for a variety of additional services, including housing placement.

HASA also provides clients with emergency and non-emergency housing. Emergency housing consists of commercial hotel single room occupancy (SRO) and transitional congregate housing. Non-emergency housing consists of Scatter Site I, permanent congregate and independent private sector apartments or NYCHA placements. In December 2013, HRA reported a total of 31,862 HASA cases, of which, 26,791 were rental assistance/housing cases.

The proposed budget for HASA in Fiscal 2015 totals \$236 million, which is approximately \$8.9 million more than the Fiscal 2014 Adopted Budget. This can be attributed to the addition of supporting housing accruals due to the delay in NY/NY III congregate units for homeless people living with HIV/AIDS and an increase in State safety-net funding.

<i>Dollars in Thousands</i>	2012	2013	2014	2014	2015	*Difference
	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services	\$60,651	\$59,886	\$58,532	\$58,532	\$58,532	-
Other Than Personal Services	155,661	156,817	168,590	168,981	177,516	8,926
TOTAL	\$216,312	\$216,702	\$227,122	\$227,513	\$236,048	\$8,926
Funding						
City Funds			\$103,633	\$103,466	\$108,133	\$4,500
State			40,963	41,525	45,394	4,431
Federal-Other			82,526	82,521	82,521	(5)
TOTAL	\$216,312	\$216,702	\$227,122	\$227,513	\$236,048	\$8,926
Positions						
Full-time Positions			1,244	1,244	1,244	-
TOTAL			1,244	1,244	1,244	-

**The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.*

Financial Plan Actions

- **30 Percent HIV/AIDS Rent Cap.** The Fiscal 2015 Plan includes \$17.3 million in CTL and \$9.3 million in State funding for a 30 percent HASA rent cap for Fiscal 2015 and in the outyears. Governor Cuomo and the Administration agreed to fund this initiative, where the City will fund 65 percent of the cost and the State will fund the remaining 35 percent.

The 30 percent HASA rent cap limits the portion that New York City residents living with AIDS contribute towards rent at 30 percent of their monthly income. Most individuals living in public or supportive housing have their rental payments capped at 30 percent of their income, but this policy did not apply to those New Yorkers living with HIV/AIDS and who live in independent housing. These individuals are required to contribute a larger portion of their public benefits, upwards of 70 percent or more of the federal disability income towards their rent. With HASA clients having their rents capped at 30 percent of their income, individuals now have money to use for their day-to-day needs such as food, transportation, and utilities.

Additional Issues and Concerns

- **Broker Fee Reimbursements.** As part of a PEG implemented in Fiscal 2011, HRA now reimburses 50 percent of a broker's fee for housing placement for all benefit recipients, including HASA clients. This policy has been heavily criticized by HASA advocates since implementation, specifically that it impedes access to housing for HASA clients if an unscrupulous broker asks HASA clients for the full broker fee amount. It is reported that some providers pay the remainder of the broker's fee out of pocket in an effort to assist clients securing housing in a timely manner. In addition, there are numerous complaints that HRA's list of brokers willing to work with HASA clients has not been updated in some time, and contain wrong contact information or include brokers who are no longer willing to work with HASA clients. This PEG was not restored by the Administration in either the November Plan, or the Fiscal 2015 Preliminary Plan.
- **Adult Associated Case Members.** In 2013, Associated Case Members (ACMS) tied to a HASA client's case budget will now be required to work. Those ACMs who fail to comply with this new work requirement will no longer be eligible to receive cash assistance benefits through HASA. HASA advocates voice concern regarding this policy, and ask the new Administration to review it and see if this policy is actually necessary to ensure ACM compliance to the work requirement.
- **Studio Apartments for HASA Clients.** HRA proposed a \$2.45 million HASA PEG in Fiscal 2014 and \$3.9 million in Fiscal 2015. HRA will amend its policy to provide HASA clients one bedroom apartments, only where it is medically necessary. If there is no medical necessity, clients will receive a studio apartment. HRA expects that the majority of the cost savings will be achieved through the realignment of rental assistance levels. Concerns have been raised regarding the implementation of this policy, specifically HASA clients being forced into studios even when an affordable one-bedroom apartment is available, HASA clients remaining in substandard housing to avoid being moved into a studio apartment, and difficulty finding studio apartments have led to HASA clients seeking emergency supportive housing.

Performance Measures

HASA	FY 11 Actual	FY 12 Actual	FY 13 Actual	Target FY 14	Target FY 15	4-Month Actual FY 13	4 Month Actual FY 14
Individuals receiving HIV/AIDS services	32,618	32,427	32,442	*	*	32,666	32,621
Average number of days from submission of a completed application to approval or denial of enhanced housing benefits to keep HASA clients in stable housing	6.0	7.9	7.0	7.9	8.0	6.9	8.6
Average number of days from submission of a completed application to issue enhances housing benefits to HASA clients	16.6	17.3	14.5	17.3	15.5	15.1	14.1
HASA clients receiving ongoing enhanced housing benefits (%)	81.4%	83.7%	84.3%	*	*	84%	83.9%

Source: Preliminary Mayor's Management Report

As indicated in the table above, individuals receiving HIV/AIDS services in Fiscal 2012 and Fiscal 2013 remained relatively the same. Additionally, the number of individuals receiving HIV/AIDS services in the first four months of Fiscal 2014 slightly decreased when compared to the same period in Fiscal 2013. During the first four months of Fiscal 2014, ongoing enhanced benefits were issued to eligible clients in 14.1 days, one day sooner when compared to the same time period in Fiscal 2013.

Food Assistance Programs

The Emergency Food Assistance Program (EFAP) provides nutrition education, food stamp outreach, and funds the distribution of more than 12.8 million pounds of food to over 500 soup kitchens and food pantries citywide. The proposed budget for food assistance programs in Fiscal 2015 is \$13 million, approximately \$252,000 less than the Fiscal 2014 Adopted Budget. The decrease can be attributed to a decrease in City funding for supplies and materials and contractual services.

<i>Dollars in Thousands</i>	2012 Actual	2013 Actual	2014 Adopted Plan	2014 Prelim. Plan	2015 Prelim. Plan	*Difference 2014 - 2015
Spending						
Other Than Personal Services	\$22,393	\$19,599	\$13,315	\$18,875	\$13,063	(\$252)
TOTAL	\$22,393	\$19,599	\$13,315	\$18,875	\$13,063	(\$252)
Funding						
City Funds			\$8,825	\$8,818	\$8,573	(\$252)
Federal-Other			4,490	10,057	4,490	-
TOTAL	\$22,393	\$19,599	\$13,315	\$18,875	\$13,063	(\$252)

**The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.*

Financial Plan Actions

- **Media and Public Outreach for Benefits Program.** The Fiscal 2015 Preliminary Budget includes funding \$1 million in funding to expand public outreach to increase participation in income and food assistance programs.

Additional Issues and Concerns

- **Strain on Food Pantries.** The recent cuts in SNAP benefits have created a strain on emergency food pantries. Pantries have been inundated with people in need of food once monthly SNAP benefits have run out. Food pantries are reporting that resources as being used up quicker and earlier in the month when compared to before the reductions in SNAP benefits.

2014 Council Initiatives

- **Food Pantries Initiative.** In Fiscal 2014 the Council allocated \$1.5 million towards food pantries to ensure that hungry New Yorkers have continuous access to emergency food programs; \$800,000 of this allocation is used for direct purchase of food, \$200,000 for technical assistance grants to assist in the automation of food stamp enrollment at food pantries, soup kitchens and other appropriate locations, and \$500,000 for capacity expansion efforts at EFAP food pantries via food banks. In the November Plan, this funding was baselined.
- **Earned Income Tax Credit (EITC) Assistance Program.** The Council allocated \$150,000 to the Food Bank for New York City's EITC Assistance Program, which provide assessments of refundable federal income tax credits for low income working individuals and families, through its free income tax preparation service. Funding for EITC was not baselined in the November Plan for Fiscal 2015.

Food Stamp Operations

The Food Stamp Assistance Program or what is now referred to as the Federal Supplemental Nutrition Assistance Program (SNAP) is designed to enable low-income New Yorkers to increase their ability to purchase food. The program, with the exception of the administrative cost, which is listed below, is funded by the U.S. Department of Agriculture (USDA). The USDA provides food stamp benefits through the use of an electronic benefits card that can be used in place of cash to purchase food items at participating grocery stores and supermarkets, which now include Costco's and BJ's, among others.

The proposed budget for food stamp operations in Fiscal 2015 totals \$60.4 million, which is \$11.2 million less than the Fiscal 2014 Adopted Budget. This decrease is attributed to a \$5.6 million decrease in City funding and a \$5.6 million decrease in federal funding for food stamp operations.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services	\$63,759	\$72,662	\$66,828	\$66,828	\$66,828	(\$11,167)
Other Than Personal Services	7,167	5,066	4,906	6,196	4,836	(70)
TOTAL	\$70,926	\$77,727	\$71,734	\$73,024	\$60,496	(\$11,238)
Funding						
City Funds			\$35,038	\$35,038	\$29,455	(\$5,583)
State			880	880	880	-
Federal-Other			35,816	37,105	30,161	(5,655)
TOTAL	\$70,926	\$77,727	\$71,734	\$73,024	\$60,496	(\$11,238)
Positions						
Full-time Positions			1,211	1,211	985	(226)
TOTAL			1,211	1,211	985	(226)

**The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.*

Financial Plan Actions

- **Staff Reduction.** HRA will eliminate 226 full-time positions in Fiscal 2015, saving the agency approximately \$5.6 million. This staff reduction is tied to the agency's client services reengineering PEG introduced in Fiscal 2014. This multi-year technology project re-designs HRA's business processes and modernizes the agency's interactions with clients, reduces administrative costs, and improve fraud detection. The agency estimated that moving to an electronic system to conduct business processes will result in a headcount reduction of 385 people, which will be achieved through attrition over time.
- **Decrease in Federal Funding.** Due to the federal sequester and the passage of the Farm Bill, federal funding for SNAP decreased by approximately \$5.6 million in Fiscal 2015 when compared to the Fiscal 2014 Adopted Budget, which can be attributed to a loss in funding for food stamp administration for the same amount.

Additional Issues and Concerns

- Increase Need for SNAP Outreach.** HRA has been criticized for not conducting more outreach efforts to enroll those who are eligible for SNAP benefits. More needs to be done to address the gap between the number of people who are enrolled in SNAP and the number of people who are eligible for SNAP and are not enrolled because they do not know they are eligible or they don't know how to enroll. Improvements could be made to make the application process easier for seniors, who are under enrolled in the program, improve the call in process for recertification, and make office hours more accessible.

Performance Measures

Food Stamp Operations	FY 11 Actual	FY 12 Actual	FY 13 Actual	Target FY 14	Target FY 15	4-Month Actual FY 13	4-Month Actual FY 14
Persons receiving Supplemental Nutrition Assistance Program (SNAP) benefits (000)	1,830.90	1,834.20	1,873.50	*	*	1,838.9	1,850.4
Non-cash assistance persons SNAP benefits (000)	1,159.10	1,159.4	1,189	*	*	1,165.7	1,171.9
SSI persons receiving SNAP benefits (000)	239.8	250.2	252.7	*	*	251.1	252
SNAP estimated payment error rate (%)	4.37%	6.10%	N/A	6.0%	6.0%	8.69%	TBD
SNAP application timeliness rate (%)	96.8%	95.7%	94.6%	90.6%	90.6%	94.7%	93.9%

Source: Preliminary Mayor's Management Report

As indicated in the table above, the number of persons receiving SNAP benefits increased slightly during the first four months of Fiscal 2014 when compared to the same time period in Fiscal 2013. Additionally, SNAP caseloads increase roughly 0.6 percent when comparing Fiscal 2013 to Fiscal 2012 and the number on non-cash assistance and non-SSI persons receiving SNAP benefits increased by 0.5 percent. HRA has streamlined the SNAP application process by increasing self-service options for applications. As of October 2013, HRA has placed computer banks in six SNAP centers, allowing clients to apply online at their own pace at these centers rather than making an appointment and waiting to see an HRA worker. The impact of this new SNAP application option on the SNAP application timeliness rate is still to be determined.

Medicaid Eligibility and Administration

HRA's Medical Insurance and Community Services Administration (MICA) determines and maintains eligibility, based upon consumer income and/or resource levels, for each of the available health insurance programs and their related services. HRA administers health insurance for low-income families and individuals, persons receiving SSI or public assistance, pregnant women, children and persons who are 65 and over, disabled or blind. The agency conducts investigations of prescription drug fraud and began investigating Medicaid provider fraud in Fiscal 2008.

The proposed budget for Medicaid eligibility and administration in Fiscal 2015 is \$109.5 million, approximately \$1.8 million less than the Fiscal 2014 Adopted Budget. This decrease can be attributed to decrease of State funding for medical assistance administration and federal funding for the medical assistance program.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services	\$80,481	\$79,457	\$87,770	\$85,268	\$86,720	(\$1,050)
Other Than Personal Services	31,542	28,209	23,611	23,611	22,780	(831)
TOTAL	\$112,023	\$107,666	\$111,381	\$108,880	\$109,500	(\$1,881)
Funding						
City Funds			\$576	\$576	\$576	-
State			58,404	57,125	57,464	(940)
Federal-Other			52,401	51,179	51,460	(941)
TOTAL	\$112,023	\$107,666	\$111,381	\$108,880	\$109,500	(1,881)
Positions						
Full-time Positions			1,915	1,858	1,893	(22)
TOTAL			1,915	1,858	1,893	(22)

Medicaid and Homecare

New York State offers free and low-cost public health insurance programs for low-income New Yorkers. These plans provide medical care through a fee-for-service or managed care plan.

The Home Care Services Program (HCSP) offers access to Medicaid-funded, long-term care programs designed to help eligible elderly or disabled individuals remain safely at home, rather than in a nursing home or other institution. In some cases, the Home Care Services Program will assess medical needs and determine the appropriate care required. Eligibility for Medicaid-funded home care programs varies, but all programs require that the applicant be Medicaid eligible.

The proposed budget for Medicaid and homecare in Fiscal 2015 totals \$6.5 billion, which is \$79.4 million greater than the Fiscal 2014 Adopted Budget. The majority of funding for Medicaid and Homecare comes from City funding, which represents the City's portion of the cost of the Medicaid program.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services	\$36,540	\$33,655	\$37,239	\$35,056	\$35,519	(\$1,720)
Other Than Personal Services	6,322,067	6,442,967	6,407,093	6,406,702	6,488,261	81,168
TOTAL	\$6,358,607	\$6,476,622	\$6,444,331	\$6,441,758	\$6,523,781	\$79,450
Funding						
City Funds			\$6,271,882	\$6,271,882	\$6,353,065	\$81,183
State			100,845	99,549	99,979	(866)
Federal-Other			71,603	70,326	70,737	(866)
TOTAL	\$6,358,607	\$6,476,622	\$6,444,331	\$6,441,758	\$6,523,781	\$79,450
Positions						
Full-time Positions			742	696	706	(36)
TOTAL			742	696	706	(36)

*The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.

Performance Measures

	FY 11 Actual	FY 12 Actual	FY 13 Actual	Target FY 14	Target FY 15	4-Month Actual FY 13	4-Month Actual FY 14
Medicaid & Homecare							
Public Health Insurance enrollees (000)	2,912.70	3,006.5	3,085.6	*	*	3,055.6	3,102.6
Public Health Insurance Medicaid-only enrollees (000)	2,150.90	2,241.6	2,317.8	*	*	2,291.9	2,341.2
Public Health Insurance fair hearing win rate (%)	88.80%	91.3%	86.1%	91.3%	91.3%	87.5%	86.7%
Public health insurance application timeliness rate (%)	98.9%	99.4%	98.3%	99.4%	99.4%	99.6%	96.4%
Average days to initiate home attendant and the housekeeper services for all cases	N/A	33.1	27.5	30	30	25.6	12.3

Source: Preliminary Mayor's Management Report

As indicated by the table above, the total number of all Public Health Insurance enrollees was 1.5 percent higher in October 2013, when compared to October 2012. Medicaid-only enrollees also increased by 2.2 percent over the same period last year. The total number of home care services increased by 9.1 percent in the July-October period in Fiscal 2014, compared to the same period in Fiscal 2013. This is largely due to a change implemented by the New York State Department of Health that now permits managed long term care (MLTC) plans to market their product directly to the consumers. Of the nearly 106,440 home care cases, or 93.3 percent, were in MLTC plans, a 76.4 percent increase when compared to the 60,330 MLTC cases in October 2012. Between October 2012 and October 2013, the average number of days to initiate home attendant and housekeeper services was well below the State target of 30 days and it decreased by 13.3 days to 52 percent.

Subsidized Employment and Job-Related Training

This program area includes several smaller programs, including the Job Training and Participant (JTP) program and BEGIN. Through the JTP program, which began in March 2001, individuals on public assistance are hired for paid seasonal positions at City agencies, primarily the Department of Parks and Recreation. JTP employees perform a wide variety of functions within the agency including maintenance, security, and clerical work. Founded in 1989, BEGIN, or "Begin Employment, Gain Independence Now," is a welfare-to-work program specializing in basic skills and literacy instruction for participants with low basic skills and limited English proficiency. BEGIN also includes literacy programs and training vouchers which help clients improve literacy and employment skills in order to increase employability and self-sufficiency.

The proposed budget for subsidized employment and job-related training in Fiscal 2015 is approximately \$82.5 million, a decrease of \$278,000 when compared to the Fiscal 2014 Adopted Budget. This can be attributed to a reduction in OTPS costs.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Other Than Personal Services	\$92,975	\$89,479	\$82,221	\$83,986	\$82,499	\$278
TOTAL	\$92,975	\$89,479	\$82,221	\$83,986	\$82,499	\$278
Funding						
City Funds			\$39,156	\$39,263	\$39,434	\$278
State			3,265	3,265	3,265	-
Federal-Other			39,800	41,458	39,800	-
TOTAL	\$92,975	\$89,479	\$82,221	\$83,986	\$82,499	\$278

**The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.*

Office of Child Support Enforcement

The Office of Child Support Enforcement (OCSE) helps custodial parents (parents living with and caring for their children) to obtain the financial support that their children need and deserve from non-custodial parents (parents not living with their children). OCSE assists all parents, regardless of income and immigration status at no cost. Once a child support order is established, it remains in effect until the child reaches age 21 or becomes self-supporting, unless the court orders otherwise. Clients applying for or receiving public assistance benefits are automatically referred to OCSE for child support services. The primary role of OCSE is to ensure children are supported by both parents. OCSE services include establishing paternity, obtaining child support orders and collecting and enforcing child support from non-custodial parents. OCSE collected \$735 million in child support in 2013, which is a 1.7 percent decrease when compared to the \$748 million collected in 2012.

The proposed Fiscal 2015 budget for child support enforcement totals \$65.2 million, a decrease of approximately \$3.1 million when compared to the Fiscal 2014 Adopted Budget. This decrease can be attributed to a \$2.1 million decrease in City funding for other services and charges and a \$1 million decrease in City funding for contractual services.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services	\$40,185	\$39,645	\$42,683	\$42,683	\$42,683	-
Other Than Personal Services	24,214	22,872	25,725	23,625	22,587	(3,138)
TOTAL	\$64,399	\$62,517	\$68,408	\$66,308	\$65,269	(3,138)
Funding						
City Funds			\$26,613	\$24,513	\$23,474	(3,138)
Federal-Other			41,795	41,795	41,795	-
TOTAL	\$64,399	\$62,517	\$68,408	\$66,308	\$65,269	(\$3,138)
Positions						
Full-time Positions			891	891	891	-
TOTAL			891	891	891	-

*The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.

Performance Measures

Child Support	FY 11 Actual	FY 12 Actual	FY 13 Actual	Target FY 14	Target FY 15	4-Month Actual FY 13	4-Month Actual FY 14
Total new Support Orders obtained	14,236	14,988	17,981	*	*	5,584	6,453
Child support collected (\$ million)	718.30	748.8	735.6	757.5	765.1	234.7	235.1
Current obligations collected (%)	67.7%	69.8%	70.9%	71%	71%	73%	98.4%
Child support cases with orders of support (%)	69.70%	70.1%	70.1%	74%	74%	70.7%	71.4%

Source: Preliminary Mayor's Management Report

As indicated in the table above, the first four months of Fiscal 2014 the number of new child support orders obtained for all clients increased by 15.6 percent when saw compared to the first four months of Fiscal 2013, and the amount of child support collected increased by less than one percent over the same time period. The rate of current child support obligations collected on behalf of cash assistance and non-cash assistance custodial parents was higher during the first four months of Fiscal 2014 compared to the same period in the previous year due to the closing of cases where HRA no longer had the authority to collect support.

Adult Protective Services

Adult Protective Services (APS) is a state-mandated case management program for adults, 18 years of age and older, with mental and/or physical impairments who are unable to care for themselves. Services and support may include referrals for psychiatric or medical exams, assistance in obtaining and rectifying government entitlements and other social services, cleaning services and identification of alternative living arrangements.

The proposed budget for adult protective services in Fiscal 2015 totals \$47.5 million, which is \$351,000 less than the Fiscal 2014 Adopted Budget. This decrease can be attributed to a reduction of funding for contractual services.

<i>Dollars in Thousands</i>	2012	2013	2014	2014	2015	*Difference
	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services	\$21,969	\$21,683	\$26,796	\$26,796	\$26,796	\$0
Other Than Personal Services	19,479	19,610	21,098	20,922	20,747	(351)
TOTAL	\$41,448	\$41,293	\$47,894	\$47,718	\$47,543	(\$351)
Funding						
City Funds			\$10,949	\$10,895	\$10,841	(\$108)
State			10,195	10,074	\$9,952	(243)
Federal-Other			26,749	26,749	\$26,749	0
TOTAL	\$41,448	\$41,293	\$47,894	\$47,718	\$47,543	(351)
Positions						
Full-time Positions			425	425	425	-
TOTAL			425	425	425	-

**The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.*

Issues and Concerns

- **Funding for APS to Meet the Needs of the City's Growing Senior Population.** The number of APS assessment cases has steadily increased for Fiscal 2011 to Fiscal 2013, yet funding for APS has remained stagnant. APS suffers from a lack of resources and case management ratios remain high. In order to safely manage clients referred to APS, more funding is needed.

Performance Measures

Adult Protective Services	FY 11	FY 12	FY13	Target	Target	4-	4-Month
	Actual	Actual	Actual	FY 14	FY 15	Month	Actual
						Actual	Actual
						FY 13	FY 14
Adult Protective Services (APS) Assessment Cases	3,159	3,050	3,419	*	*	3,580	3,770
Adult Protective Services (APS) Cases Eligible for Services	6,113	6,227	9,098	*	*	6,393	5,438
Adult Protective Services (APS) Assessment Cases accepted or denied for under care within State-mandated 60 days (%)	98.4%	98.5%	98.8%	*	*	98.7%	97.8%
Individuals referred to an Adult Protective Services (APS) field office visited within three working days (%)	99.7%	99.7%	99.8%	85.00%	85.00%	99.7%	99.8%

Source: Preliminary Mayor's Management Report

As indicated by the table above, in the first four months of Fiscal 2014, there were 318 additional referrals to APS, and increase of 4.2 percent when compared to the same time period the previous year, with nearly all these cases visited within three days, as mandated by the State. The number of APS undercare cases (eligible for services) declined during 2013. This is partially due to the re-categorization of some cases as assessment cases, and administrative change to better reflect the actual services that clients receive.

CEO Evaluation

The Center for Economic Opportunity (CEO) was established by Mayor Bloomberg in 2006 to implement new ways to reduce poverty in New York City. External evaluators and HRA developed an assessment strategy to measure findings across programs that serve the same target groups. This component of CEO is used to evaluate the effectiveness of these new programs and also to develop better indices to measure poverty in the City.

The proposed budget for CEO evaluation in Fiscal 2015 is \$35,000, approximately \$2 million less in City funding when compared to the Fiscal 2014 Adopted Budget. In the Fiscal 2015 Preliminary Plan, funding for the CEO Evaluation is tied to the City's miscellaneous budget, and is not allocated to this program area until the time of release of the Executive Budget or after, which accounts for this decrease in funding.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services	\$588	\$611	\$2,050	\$832	\$35	(\$2,015)
Other Than Personal Services	1,053	715	-	3,318	-	-
TOTAL	\$1,641	\$1,327	\$2,050	\$4,150	\$35	(\$2,015)
Funding						
City Funds			\$2,035	\$4,135	\$20	(\$2,015)
State			5	5	5	-
Federal-Other			9	9	9	-
TOTAL	\$1,641	\$1,327	\$2,050	\$4,150	\$35	(\$2,015)
Positions						
Full-time Positions			9	9	3	(6)
TOTAL			9	9	3	(6)

*The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.

Domestic Violence Services

The Office of Domestic Violence and Emergency Intervention Services (ODVEIS) provides temporary housing, emergency shelter and supportive services for victims of domestic violence and their children. The Office of Domestic Violence (ODV) directly operates one emergency domestic violence shelter, oversees the reimbursement of 38 private emergency residential programs, and oversees and provides client referrals for eight transitional housing programs for victims of domestic violence. All programs provide a safe environment as well as counseling, advocacy and referral services. The Office of Emergency Intervention Services (OEIS) includes Crisis and Disaster Services, which responds to Citywide emergencies such as hurricanes and snow storms; Heatline; the Utility Assistance Program; and the federally funded Home Energy Assistance Program (HEAP), which provide energy related services to low-income households. OEIS also includes the Office of Food Programs and Policy Coordination and administers the Emergency Food Assistance Program, which supplements the food supply in nearly 550 food pantries and soup kitchens Citywide. In addition, this office runs a Food Stamp and Nutrition Outreach Program (FSNOP). The unit conducts Food Stamp Outreach to emergency feeding programs, health fairs, and community based organizations.

The proposed budget for domestic violence services in Fiscal 2015 is \$101.5 million, approximately \$1.2 million less than the Fiscal 2014 Adopted Budget. City, State and federal funding decreased slightly for domestic violence services.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services	\$10,838	\$10,890	\$11,716	\$11,716	\$11,716	-
Other Than Personal Services	85,213	85,958	91,062	\$91,914	89,862	(1,199)
TOTAL	\$96,051	\$96,848	\$102,778	\$103,630	\$101,579	(\$1,199)
Funding						
City Funds			\$24,904	\$25,203	\$24,579	(\$325)
Other Categorical			-	-	-	-
State			11,486	11,803	11,284	(202)
Federal-Other			66,388	66,624	65,715	(673)
TOTAL	\$96,051	\$96,843	\$102,778	\$103,630	\$101,579	(\$1,199)
Positions						
Full-time Positions			197	197	197	-
TOTAL			197	197	197	-

*The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.

Financial Plan Actions

- **Baseline Funding for Teen RAPP.** The Fiscal 2014 November Plan baselined \$2 million in funding for the Teen Relationship Abuse Prevention Program (Teen RAPP). Teen RAPP educates and counsels teens about domestic violence in middle schools and high schools citywide. Teen RAPP was funded through a Council initiative from Fiscal 2011 to Fiscal 2014.

Performance Measures

DV Services	FY 11 Actual	FY 12 Actual	FY13 Actual	Target FY 14	Target FY 15	4-Month Actual FY 13	4-Month Actual FY 14
Domestic Violence non-residential services programs active caseload	2,849	3,065	3,279	*	*	3,172	3,294
Number of Domestic Violence emergency beds (capacity)	2,228	2,228	2,228	*	*	2,228	2,228
Families seeking shelter at Prevention Assistance and Temporary Housing (PATH) who entered HRA's domestic violence shelters (%)	79.8%	83.5%	80.8%	*	*	77.9%	77.4%

Source: Preliminary Mayor's Management Report

As indicated by the table above, during the first four months of Fiscal 2014, domestic violence non-residential caseloads increased by 3.8% when compared to the same time period last year, while the average number of families served in emergency domestic violence shelters stayed constant. The number of families with DV shelter eligibility who were found eligible at the Prevention Assistance & Temporary Housing (PATH) intake center and who were placed in an HRA DV shelter decreased .5 percent in the first four months of 2014, compared to the same period in 2013.

Employment Services Administration

HRA administers employment programs for public assistance recipients. The proposed budget for employment services administration in Fiscal 2015 is \$28.9 million, a decrease of \$1.3 million when compared to the Fiscal 2014 Adopted Budget. This decrease can be attributed to a decrease in OTPS for other services and charges.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services	\$15,123	\$14,610	\$18,032	\$18,194	\$18,032	-
Other Than Personal Services	12,396	12,025	12,268	12,818	10,957	(1,311)
TOTAL	\$27,519	\$26,635	\$30,300	\$31,012	\$28,989	(\$1,311)
Funding						
City Funds			\$11,704	\$12,254	\$10,737	(\$967)
Other Categorical			-	162	-	-
State			4,958	4,958	4,879	(79)
Federal-Other			13,638	13,638	13,373	(265)
TOTAL	\$27,519	\$26,635	\$30,300	\$31,012	\$28,989	(\$1,311)
Positions						
Full-time Positions			258	261	258	-
TOTAL			258	261	258	-

**The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.*

Employment Services Contracts

HRA provides a large portion of its employment services through two contracted programs and they are WeCARE and Back to Work. WeCARE serves public assistance clients who exhibit medical and/or mental health barriers to employment. The program provides clients with a continuum of assessment, treatment, and rehabilitation services to facilitate health, wellness and self-sufficiency. Back to Work programs provide job search and short-term training services to cash assistance applicants and recipients also participating in the Work Experience Program (WEP). Back to Work contracts with community-based employment and training organizations to provide job readiness training, placement services and vocational training to applicants and recipients of public assistance.

The proposed Fiscal 2015 budget for employment services contracts is \$128.2 million, an increase of \$80,000 when compared to the Fiscal 2014 Adopted Budget.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Other Than Personal Services	\$149,241	\$134,747	\$128,125	\$128,457	\$128,205	\$80
TOTAL	\$149,241	\$134,747	\$128,125	\$128,457	\$128,205	\$80
Funding						
City Funds			\$15,306	\$15,517	\$15,143	(\$163)
State			12,189	12,230	12,272	83
Federal-Other			100,630	100,710	100,790	160
TOTAL	\$149,241	\$134,747	\$128,125	\$128,457	\$128,205	\$80

*The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.

Issues and Concerns

- **Quality of HRA's Work Experience Program (WEP) and Back2Work (B2W) Program.** The WEP program places unemployed individuals who are enrolled in Cash Assistance in positions (unpaid) at City agencies and at some non-profit organizations in order to provide work experience and skills that are meaningful and can lead to steady employment. Critics of WEP point out that WEP participants are not paid wages or salaries for work performed and do not qualify for unemployment benefits. Similarly, work performed by WEP participants are not counted towards social security benefits. In addition, work that WEP participants are assigned to do not necessarily enhance skill sets or make participants more marketable.

In the Back2Work (B2W) program, a single vendor works with an individual to assist them in finding employment from the time they apply for cash assistance through the placement and retention of a job. The Back2Work has been criticized by advocates and participants for not including classes that participants can take to enhance their hard skills such as proficiency in the Microsoft Office Suite, filing, and learning how to type to enhance a resume.

Performance Measures

Employment Services Contracts	FY 11 Actual	FY 12 Actual	FY 13 Actual	Target FY 14	Target FY 15	4-Month Actual FY 13	4-Month Actual FY 14
Clients whom HRA helped obtain employment (000)	78.4	91.5	87.2	*	*	31.0	32.7
Percent of HRA clients whom HRA helped to obtain employment compared to monthly goal (calendar year-to-date) (%)	96.4%	101%	98.2%	100%	100%	103.1%	103.5%
Current and former cash assistance cases that retained employment income 180 days after being placed in a job (calendar year-to-date) (%)	80%	80.8%	81.4%	80%	80%	81.1%	81.8%
Family cases engaged in training or education, which may include other activities in accordance with New York City guidelines (%)	N/A	N/A	23.7%	*	*	N/A	24.8%
Safety Net Assistance (SNA) cases participating in work or work-related activities as calculated in accordance with State guidelines (State fiscal year to-date average) (%)	N/A	N/A	16.2%	*	*	N/A	17.9%
Cash assistance family cases participating in work or work-related activities per federal guidelines (official federal fiscal year-to-date average) (%)	36.2%	34.2%	34.1%	34%	34%	N/A	N/A
Total WeCARE cases	24,395	25,454	33,280	*	*	25,729	30,839
Number of WeCARE federal disability awards	6,305	4,957	3,739	*	*	1,428	1,083

Source: Preliminary Mayor's Management Report

For the federal fiscal year ending September 2013, the City's official federal family work participation rate was 34.1 percent, which was above HRA's 34 percent work participation rate target. Under the federal Temporary Assistance for Needy Families (TANF) rules, the statutory participation rate is 50 percent for all families, but this rate is reduced for states that achieve caseload reductions and maintain state funding for cash assistance and other TANF programs. Because New York State qualifies for the reduction credit, the City's official rate exceeded the actual federal requirements for the State.

In October 2013, there were 30,839 clients in HRA's WeCARE program and beginning in Fiscal 2013, the methodology for counting the WeCARE caseload changed and now includes all participants in WeCARE and concurrently in a substance abuse assignment, employment, or fair hearing process. As a result, the number of WeCARE program participants reported increased by 19.9 percent between October 2012 and October 2013. However, during this same time period, the number of disability awards declined 24.2 percent because WeCARE has identified fewer clients who are potentially eligible for federal disability benefits.

Public Assistance and Employment Administration

The Family Independence Administration (FIA) coordinates the Public Assistance program by administering Job Center operations. In March 1998, HRA began converting welfare offices in New York City into job centers. All eligible applicants who enter a job center are assisted in exploring and pursuing alternatives to welfare. Job Centers provide on-site access to job search and placement services, childcare information, vocational, educational and training services, as well as referrals for Medicaid, food stamp and other emergency assistance benefits. Information, services and referrals may be offered as substitutes to cash assistance in order to minimize barriers to employment and negate the need for welfare.

The proposed budget for public assistance and employment in Fiscal 2015 is \$215.4 million, \$6.4 million less than the Fiscal 2014 Adopted Budget. This can be attributed to a decrease in funding for full time salaried staff and a \$1.4 million decrease in overall federal funding.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services	\$170,656	\$171,310	\$169,982	\$169,982	\$161,394	(\$8,588)
Other Than Personal Services	55,440	53,753	51,832	51,799	54,016	2,184
TOTAL	\$226,096	\$225,062	\$221,814	\$224,672	\$215,410	(\$6,404)
Funding						
City Funds			\$83,382	\$83,382	\$78,825	(\$4,557)
State			20,344	20,336	19,918	(426)
Federal-Other			118,088	118,063	116,667	(1,421)
TOTAL	\$226,096	\$225,062	\$221,814	\$221,781	\$215,410	(\$6,404)
Positions						
Full-time Positions			3,424	3,424	3,063	(361)
TOTAL			3,424	3,424	3,063	(361)

*The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.

Financial Plan Actions

- **Training Coordinator.** The Fiscal 2015 Preliminary Budget includes \$150,000 in City funding to coordinate staff training on policies governing immigrant access to public benefits.

Public Assistance Grants

Public Assistance Grants are composed of three basic types of assistance: Family Assistance (FA) for households with children; Safety Net Assistance with a 60 month time limit (SNA- 60 Month Limit) for families with children who have exceeded the 60 month time limit for family assistance; and Safety Net Assistance (SNA) for single adults and families without children. Of the three programs, only FA receives substantial federal funding. The funding breakdown is 50 percent federal, 25 percent State and 25 percent City. Both of the SNA programs are split 50 percent between the State and the City.

The Family Assistance (FA) program, which is partially funded with TANF, State and City funds, assisted 339,721 adults and children in January 2014. In addition, another 77,255 recipients have reached their five-year limit for TANF-funded assistance and have been converted to the State and City-funded Safety Net Assistance (SNA) program. Additionally, there are 120,287 people, primarily adults, receiving SNA in January 2014.

The proposed budget for public assistance and employment in Fiscal 2015 totals \$1.4 billion, a \$9 million increase when compared to the Fiscal 2014 Adopted Budget. This increase in funding can be attributed to an increase in federal funding from TANF.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Other Than Personal Services	\$1,372,331	\$1,389,067	\$1,387,197	\$1,376,190	\$1,396,255	\$9,058
TOTAL	\$1,372,331	\$1,389,067	\$1,387,197	\$1,376,190	\$1,396,255	\$9,058
Funding						
City Funds			\$585,526	\$557,655	\$570,672	(\$14,854)
State			246,134	225,326	242,374	(3,760)
Federal-Other			555,537	583,209	583,209	27,672
TOTAL	\$1,372,331	\$1,389,067	\$1,387,197	\$1,376,190	\$1,396,255	\$9,058

**The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.*

Financial Plan Actions

- **Cash Assistance Re-estimate.** The Fiscal 2015 Preliminary Budget includes a re-estimate of Cash Assistance Grants, which had been based on higher caseload projects at the time of the Fiscal 2014 Executive Budget. Savings are based on the caseload remaining at the current average of 350,297 individuals in 2014 and in the outyears.

Public Assistance Support Grants

This program area contains funding for public assistance non-grant services, including burials for the indigent and summer camp fees for children on public assistance. There is no difference in the level of funding for public assistance support grants between the Fiscal 2015 Preliminary Plan and the Fiscal 2014 Adopted Budget.

<i>Dollars in Thousands</i>	2012 Actual	2013 Actual	2014 Adopted Plan	2014 Prelim. Plan	2015 Prelim. Plan	*Difference 2014 - 2015
Spending						
Other Than Personal Services	\$17,078	\$16,831	\$20,114	\$20,114	\$20,114	-
TOTAL	\$17,078	\$16,831	\$20,114	\$20,114	\$20,114	-
Funding						
City Funds			\$14,343	\$14,343	\$14,343	-
State			784	784	784	-
Federal-Other			4,987	4,987	4,987	-
TOTAL	\$17,078	\$16,831	\$20,114	\$20,114	\$20,114	-

**The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.*

Home Energy Assistance

The Home Energy Assistance Program (HEAP) is a federally funded program that provides grants to low-income homeowners and renters to assist them in paying bills for heating fuel, equipment and repairs. The grants range from \$40 to \$400 a year. The program consists of regular HEAP and emergency benefits. The Fiscal 2015 Preliminary Plan for home energy assistance is \$1 million more in OTPS than the Fiscal 2014 Adopted Budget. This increase can be attributed to a \$1 million increase in funding for other services and charges funded through the federal low-income home energy assistance.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services	\$1,648	\$1,669	\$1,669	\$1,669	\$1,669	-
Other Than Personal Services	36,590	36,418	21,000	23,481	22,000	1,000
TOTAL	\$38,238	\$38,086	\$22,669	\$25,149	\$23,669	\$1,000
Funding						
City Funds			\$161	\$161	\$161	-
State			82	82	82	-
Federal-Other			22,426	24,906	23,426	1,000
TOTAL	\$38,238	\$38,086	\$22,669	\$25,149	\$23,669	\$1,000
Positions						
Full-time Positions			31	31	31	-
TOTAL			31	31	31	-

**The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.*

Information Technology Services

This program area contains funding for the information technology needs of the agency. The proposed budget for information technology services in Fiscal 2015 remains the same as the Fiscal 2014 Adopted Budget.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services	\$48,301	\$47,807	\$43,794	\$43,794	\$43,794	-
Other Than Personal Services	32,938	30,897	34,003	34,003	34,003	-
TOTAL	\$81,239	\$78,704	\$77,797	\$77,797	\$77,797	-
Funding						
City Funds			\$15,851	\$15,851	\$15,851	-
State			16,986	16,986	16,986	-
Federal-Other			44,961	44,961	44,961	-
TOTAL	\$81,239	\$78,704	\$77,797	\$77,797	\$77,797	-
Positions						
Full-time Positions			621	621	621	-
TOTAL			621	621	621	-

**The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.*

Investigations and Revenue Administration

This program area is composed of two distinct offices: the Office of Investigations and the Office of Revenue and Administration. The Office of Investigations conducts criminal investigations of individuals and organized groups alleged to be attempting or committing fraudulent acts against social service programs. The Bureau of Eligibility Verification, a department within the Office of Investigations, contributes to the integrity of the public assistance eligibility process through reviews of applicants and recipients of assistance. The Office of Revenue and Administration is responsible for recovery of overpayments and monies due to HRA.

The proposed budget for investigations and revenue administration in Fiscal 2015 is \$22.4 million more than the Fiscal 2014 Adopted Budget. The \$7.5 million increase in State funding can be attributed to an increase in medical assistance administration, while the \$8.8 million increase in federal funding can largely be attributed to medical assistance program funding increase.

<i>Dollars in Thousands</i>	2012 Actual	2013 Actual	2014 Adopted Plan	2014 Prelim. Plan	2015 Prelim. Plan	*Difference 2014 - 2015
Spending						
Personal Services	\$62,217	\$63,429	\$61,244	\$63,683	\$63,532	\$2,288
Other Than Personal Services	437	144	463	20,177	20,624	20,161
TOTAL	\$62,654	\$63,574	\$61,707	\$83,860	\$84,155	22,448
Funding						
City Funds			\$17,185	\$22,094	\$23,249	\$6,064
State			13,074	21,646	20,597	7,523
Federal-Other			31,449	40,120	40,310	8,861
TOTAL	\$62,654	\$63,574	\$61,707	\$83,860	\$84,155	\$22,448
Positions						
Full-time Positions			1,193	1,246	1,246	138
TOTAL			1,193	1,246	1,246	53

**The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.*

Performance Measures

Agency-wide Management	FY 11 Actual	FY 12 Actual	FY 13 Actual	Target FY 14	Target FY 15	4-Month Actual FY 13	4-Month Actual FY 14
Medicaid recoveries and cost avoidance for fraud, waste & abuse (\$000,000)	N/A	\$214.3	\$246.23	↓	↓	\$76.52	\$121.6

Source: Preliminary Mayor's Management Report

For the first four months of Fiscal 2014, HRA saved \$121.6 million in Medicaid recoveries and cost avoidance related to fraud, waste, and abuse HRA focused its efforts on Medicaid prescription drug fraud investigations and increased its efforts to recover monies owed from collection activities such as Supplemental Needs Trusts, property, and negligence liens. Medicaid cost avoidance and recoveries during the first four months of Fiscal 2014 are not comparable to the same period last year due to a change in the reporting methodology.

Substance Abuse Services

The Substance Abuse Services program area includes rehabilitation services for clients with substance abuse problems that are a barrier to employment and independent living. There is no difference in the level of funding for substance abuse services between the Fiscal 2015 Preliminary Plan and the Fiscal 2015 Adopted Budget.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Other Than Personal Services	\$72,267	\$64,792	\$69,299	\$69,299	\$69,299	-
TOTAL	\$72,267	\$69,299	\$69,299	\$69,299	\$69,299	-
Funding						
City Funds			\$32,591	\$32,591	\$32,591	-
State			17,098	17,098	17,098	-
Federal-Other			19,610	19,610	19,610	-
Intra-City			-	-	-	-
TOTAL	\$72,267	\$69,299	\$69,299	\$69,299	\$69,299	-

**The difference of Fiscal 2013 Adopted compared to Fiscal 2014 Preliminary Plan funding.*

General Administration

This program area is for all other administrative functions which cannot be clearly linked to a specific program area. The proposed budget for general administration in Fiscal 2015 is approximately \$2.3 million less than the Fiscal 2014 Adopted Budget and can be attributed to an increase in funding for full-time salaried staff.

<i>Dollars in Thousands</i>	2012 Actual	2013 Actual	2014 Adopted Plan	2014 Prelim. Plan	2015 Prelim. Plan	*Difference 2014 - 2015
Spending						
Personal Services	\$114,994	\$116,578	\$114,948	\$116,236	\$117,123	\$2,175
Other Than Personal Services	152,797	171,760	150,478	263,075	150,654	176
TOTAL	\$267,791	\$288,338	\$265,425	\$379,311	\$267,777	\$2,352
Funding						
City Funds			\$77,366	\$96,518	\$82,329	\$4,963
State			53,351	47,958	51,721	(1,630)
Federal-CD			-	98,900	-	-
Federal-Other			128,169	128,923	127,162	(1,007)
Intra-City			6,539	7,013	6,565	26
TOTAL	\$267,791	\$288,338	\$265,425	\$379,311	\$267,777	\$2,352
Positions						
Full-time Positions			1,964	1,982	1,980	16
TOTAL			1,964	1,982	1,980	16

**The difference of Fiscal 2014 Adopted compared to Fiscal 2015 Preliminary Plan funding.*

Financial Plan Actions

- **Delayed Sale of Multi-Service Centers.** The Fiscal 2015 Preliminary Plan reflects a PEG in which HRA collected revenues from the sale of seven city-owned buildings that were used as "Multi Service Centers." This PEG totals \$25 million, and it is unclear if the current Administration plans to move forward with the sale.
- **Increase in Headcount.** The increase in headcount for this program area can be attributed to additional staffing for the City's HHS Accelerator program.

Capital Program

The goal of the HRA capital program is to improve social service facilities, including the replacement of building infrastructure and upgrades throughout the City; installation of local area networks for continued development of HRA connectivity within agency locations; replacement of paper case records with imaging technology based record retention systems; and upgrading, maintaining and acquiring telecommunication and data processing equipment to provide for the future operational requirements of HRA.

Capital Budget Summary

The total City Capital Commitment Plan for Fiscal 2014 has increased from \$21.2 billion in the November Capital Commitment Plan to \$21.3 billion in the Preliminary Capital Commitment Plan, an increase of \$163 million, or less than one percent. For the Human Resources Administration, the Capital Commitment Plan has remained unchanged at \$251.3 million from the November Plan compared to the Preliminary Plan.

The majority of capital projects span multiple fiscal years and it is therefore common practice for an agency to roll unspent capital funds into future fiscal years. In Fiscal 2013, the Human Resources Administration committed \$14.2 million or about 24 percent of its annual capital plan. Therefore, it is assumed that a significant portion of the agency's Fiscal 2014 Capital Plan will be rolled into Fiscal 2015, thus increasing the size of the Fiscal 2015-2018 Capital Plan.

HRA's 2014-2017 Commitment Plan: Adopted and Preliminary Budget

Dollars in Thousands

	FY14	FY15	FY16	FY17	Total
November Plan					
Total Capital Plan	\$204,747	\$25,450	\$10,184	\$10,929	\$251,310
Prelim Plan					
Total Capital Plan	\$204,747	\$24,246	\$11,388	\$10,929	\$251,310
Change					
Level	\$0	(\$1,204)	\$1,204	\$0	\$0
Percentage	0.00%	(4.73%)	11.82%	0.00%	0.00%

Preliminary Capital Budget Highlights

- **4 World Trade Center.** HRA allocated \$62.8 million in the Preliminary Capital Budget towards structural improvements for the agency's new headquarters at 4 World Trade Center. The agency plans to move to its new headquarters by the Spring of 2015, and will house staff currently located at HRA's 180 Water Street and 2 Washington Street offices.
- **Virtual Client Service Center.** HRA allocated \$11.7 million in the Preliminary Capital Budget towards computer equipment for its virtual client centers. Starting in October 2013, HRA placed computer banks in six SNAP centers, allowing clients to apply online at their own pace at these centers, rather than making an appointment and waiting to see an HRA worker.

Appendix A

Budget Actions in the November and Preliminary Plans

<i>Dollars in Thousands</i>	FY 2014			FY 2015		
	City	Non-City	Total	City	Non-City	Total
Agency Budget as of Fiscal 2014 Adopted Plan	\$7,383,565	\$2,072,116	\$9,455,681	\$7,464,711	\$2,073,353	\$9,538,064
Program to Eliminate the Gap (PEG) Restorations						
Delayed Sale of Multi-Service Centers	\$25,000	-	\$25,000	(\$25,000)	-	(\$25,000)
TOTAL, PEG Restoration	\$25,000	-	\$25,000	(25,000)	-	(\$25,000)
New Needs						
Staten Island Family Justice Center	\$282	\$271	\$553	\$366	\$351	\$717
HIV/AIDS Rent Cap	4,339	2,349	6,688	17,357	9,396	26,753
Media and Public Outreach for Benefits Programs	1,000	-	1,000	1,000	-	1,000
Municipal ID Cards	430	-	430		-	-
Training Coordinator	150	-	150	300	-	300
TOTAL, New Needs	\$6,201	\$2,620	\$8,821	\$19,023	\$9,747	\$28,770
Other Adjustments						
Cash Assistance Re-estimate	(\$32,210)	\$14,516	(\$17,694)	(\$30,772)	\$15,103	(\$15,669)
EFAP	-	-	-	1,500	-	1,500
HASA Supportive Housing	-	-	-	5,086	2,077	7,163
HHS Accelerator Technical Adjustment	619	29	648	1,238	58	1,296
HASA Services	-	-	-	200	-	200
Health Bucks	-	350	350	-	-	-
HRO Case Management	-	48,900	48,900	-	-	-
Member Item Reallocation	83	-	83	-	-	-
TANF DV Non-Res Funding	-	378	378	-	(504)	(504)
Teen RAPP	-		-	2,000		2,000
To Move Funds to HASA	-	(1)	(1)	-	(2)	(2)
Various SANDY Expenses	-	3,621	3,621	-		-
YMI	(80)		(80)	-	-	-
HEAP Technical Adjustments	-	2,452	2,452	-	-	-
Other Technical Adjustments	(520)	57,059	56,539	12,131	1,531	13,662
Revenue Technical Adjustments	(1,500)	2,000	500	(1,500)	1,500	-
Rollover Technical Adjustments	-	3,487	3,487	-	-	-
TOTAL, Other Adjustments	(\$33,608)	\$132,791	\$99,183	(\$10,117)	\$19,763	\$9,646
TOTAL, All Changes	(\$2,407)	\$135,411	\$133,004	(\$16,094)	\$29,510	\$13,416
Agency Budget as of Fiscal 2015 Preliminary Plan	\$7,381,167	\$2,207,644	\$9,588,811	\$7,448,616	\$2,102,866	\$9,551,482

Appendix B

Contract Budget

Category	Number	Budgeted	Pct of HRA Total	Pct of City Total by Category
Contractual Services General	85	\$11,834,938	1.7%	11.3%
Telecommunications Maintenance	21	4,034,600	0.6%	7.8%
Maint & Repair of Motor Vehicle Equipment	1	2,000	0.0%	0.3%
Maint & Repair, General	100	1,400,908	0.2%	9.8%
Office Equipment Maintenance	165	3,004,868	0.4%	25.3%
Data Processing Equipment	51	18,451,707	2.6%	10.3%
Printing Contracts	46	452,500	0.1%	13.8%
Security Services	103	22,149,740	3.1%	53.4%
Temporary Services	9	1,834,419	0.3%	3.4%
Cleaning Services	100	7,702,505	1.1%	30.5%
Transportation Expenditures	21	2,542,557	0.4%	26.6%
Protective Services for Adults	10	19,261,733	2.7%	100.0%
Home Care	118	263,392,280	37.1%	100.0%
Non Grant Charges	64	11,042,234	1.6%	100.0%
Homeless Families Services	3	16,304,099	2.3%	1.1%
AIDS Services	72	159,853,918	22.5%	61.5%
Employment Services	74	149,698,229	21.1%	100.0%
Training Programs for City Employees	21	511,704	0.1%	6.9%
Professional Services: Accounting and Auditing	8	35,301	0.0%	16.3%
Professional Services: Legal	6	286,701	0.0%	5.1%
Professional Services: Engineer & Architect	7	702,000	0.1%	11.9%
Professional Services: Computer Services	7	14,872,597	2.1%	2.6%
Professional Services: Other	20	506,561	0.1%	1.9%
Bank Charges Public Assistance Account	4	124,403	0.0%	66.7%
Fiscal 2014 Preliminary Budget	1,116	\$710,002,502	100%	

Appendix C

Reconciliation of Program Areas to Units of Appropriation

<i>Dollars in Thousands</i>	Personal Services				Other Than Personal Services				Grand Total
	201	203	204	205	101	103	104	105	
Adult Protective Services				\$26,796,162				\$20,746,721	\$47,542,883
CEO Evaluation	34,532								34,532
Domestic Violence Services				11,716,413				89,862,365	101,578,778
Employment Services Administration	13,533,759	4,498,398				10,956,909			28,989,066
Employment Services Contracts						128,204,719			128,204,719
Food Assistance Programs								13,063,022	13,063,022
Food Stamp Operations	550,318	54,757,402		352,872		4,835,794			60,496,386
General Administration	107,511,648	7,476,099		2,134,915	150,880,287	(225,808)			267,777,141
HIV and AIDS Services				58,531,853				177,515,866	236,047,719
Home Energy Assistance	468,607			1,200,059		22,000,000			23,668,666
Information Technology Services	43,793,992				34,002,626				77,796,618
Investigations and Revenue Admin	63,531,517				20,623,970				84,155,487
Medicaid - Eligibility & Admin	3,890,047		82,829,462				22,780,362		109,499,871
Medicaid and Homecare			35,519,432				6,488,261,287		6,523,780,719
Office of Child Support Enforcement	42,682,775				3,762,239	18,824,321			65,269,335
Public Assistance and Employment Admin		161,394,106				54,016,278			215,410,384
Public Assistance Grants						1,396,254,728			1,396,254,728
Public Assistance Support Grants						20,113,556			20,113,556
Subsidized Employ & Job-Related Training						82,498,623			82,498,623
Substance Abuse Services						69,298,571			69,298,571
Grand Total	\$275,997,396	\$228,126,208	\$118,349,098	\$100,732,479	\$209,269,223	\$1,806,777,794	\$6,511,041,753	\$301,188,079	\$9,551,480,804