### The Council of the City of New York

Hon. Melissa Mark-Viverito Speaker of the Council Hon. Julissa Ferreras Chair, Committee on Finance Hon. Stephen Levin Chair, Committee on General Welfare



Latonia McKinney, Acting Director John Russell, Unit Head Dohini Sompura, Legislative Financial Analyst

Report on the Fiscal Year 2015 Executive Budget for the

# **Human Resources Administration/Department of Social Services**May 19, 2014

#### **Executive Budget Highlights**

- The Human Resources Administration's (HRA) proposed Fiscal 2015 Expense Budget totals \$9.7 billion.
- The Fiscal 2015 Executive Budget includes a \$272.8 million increase in HRA's Fiscal 2015 operating budget of \$9.7 billion when compared to its Fiscal 2014 Adopted Budget of \$9.4 billion.
  - Approximately \$7.5 billion, or 77 percent of HRA's Fiscal 2015 budget is City tax-levy (CTL) funding, \$1.1 billion, or 15 percent, is from federal funding, and the remainder of HRA's budget is funded through a combination of State and intra-city sources.
  - o HRA's overall headcount for Fiscal 2015 is 14,262 positions. This represents an increase of 133 positions when compared to the Fiscal 2014 Adopted Budget.
- The Fiscal 2015 Budget includes \$102 million in new needs, which comprises funding for the Working Families Rental Assistance Pilot Program, the Municipal Identification (ID) Card Program, retroactive cash assistance benefits payout, a Client Benefits Re-engineering Delay, an increase in funding for the HIV and AIDS Services Administration (HASA) 30 percent rent cap, and new administrative needs.
- The Executive Plan includes \$60.1 million for a homeless rental assistance program for vulnerable homeless populations.
- The Fiscal 2015 Budget includes \$15 million for the consolidation of legal services into the agency.
- Fiscal 2015 Capital Commitment Plan for the agency totals \$125.7 million, of which \$71.1 million are City Funds.

#### **Human Resources Administration Overview**

This report provides an overview of the Human Resources Administration's Fiscal 2015 Budget, a review of the significant initiatives included in the Executive Budget, and a summary of the Department's Capital Budget for Fiscal 2014-2018. Appendices 1-3 report the changes made to the Fiscal 2014 and Fiscal 2015 Budgets since the adoption of the Fiscal 2014 Budget; and provides a list of Fiscal 2014 Council Initiatives and Restorations. For additional information on the Department's Budget and its various programs, please refer to the "HRA Fiscal 2015 Preliminary Report" available at the Council's website.

HRA Financial Summary							
Dollars in Thousands	FY12 Actual	FY13 Actual	FY14 Adopted	FY14 as of FY15 Exec. Budget	FY15 Exec. Budget	*Change FY14 - FY15	
Spending	Actual	Actual	Auopteu	Exec. Duuget	Exec. Duuget	F114-F113	
Personal Services	\$727,950	\$733,767	\$743,282	\$741,270	\$749,564	\$6,282	
Other Than Personal Services	8,663,278	8,780,017	8,712,399	8,808,236	8,978,996	266,597	
Total	\$9,391,227	\$9,513,785	\$9,455,681	\$9,549,506	\$9,728,561	\$272,879	
Budget by Program Area	\$9,391,447	\$7,313,763	\$7,433,001	\$7,347,300	\$9,720,301	\$272,079	
HIV & AIDS Services	\$216,312	\$216,702	\$227,122	¢227 E12	\$236,048	¢0.026	
		\$216,702 19,599	13,315	\$227,513		\$8,926	
Food Assistance Programs	22,393		71,734	21,317	13,063	(252)	
Food Stamp Operations	70,926	77,727	•	73,149	73,521	1,787	
Medicaid-Eligibility & Admin	112,022	107,666	111,381	108,880	108,575	(2,806)	
Medicaid & Homecare	6,358,607	6,476,623	6,444,331	6,441,728	6,523,751	79,420	
Subsidized Employment &	92,975	89,479	82,221	00.000	06.400	4.050	
Job Training	·	•	•	89,032	86,499	4,278	
Office of Child Support	64,399	62,517	68,408	66.760	65.040	(4.0.60)	
Enforcement				66,769	67,040	(1,368)	
Adult Protective Services	41,448	41,293	47,894	47,718	47,543	(351)	
CEO Evaluation	1,641	1,327	2,050	4,088	7,528	5,478	
Domestic Violence Services	96,051	96,849	102,778	104,018	103,331	553	
Employment Services Admin	27,519	26,635	30,300	31,612	28,194	(2,106)	
Employment Services Contracts	149,241	134,747	128,125	127,206	119,854	(8,271)	
Public Assistance &	226,096	225,062	221,814				
Employment Admin	220,070	223,002		221,346	222,610	796	
Public Assistance Grants	1,372,331	1,389,067	1,387,197	1,378,987	1,427,658	40,461	
Public Assistance Support	17,078	16,831	20,114				
Grants				20,114	101,232	81,118	
Home Energy Assistance	38,238	36,253	22,669	25,857	23,669	1,000	
Information Technology Services	81,239	78,704	77,797	77,797	77,797	-	
Investigation & Revenue	62,653	63,574	61,707				
Admin				83,860	84,336	22,629	
Substance Abuse Services	72,267	64,792	69,299	69,299	69,299	-	
General Administration	267,791	288,338	265,425	329,219	307,015	41,590	
Total	\$9,391,227	\$9,513,785	\$9,455,681	\$9,549,506	\$9,728,561	\$272,879	
Funding							
City Funds	\$7,154,813	\$7,318,762	\$7,377,026	\$7,381,568	\$7,545,600	\$168,574	
Other Categorical	75	89	-	162	-	-	
State	680,231	651,040	611,044	599,536	624,671	\$13,627	
Federal - Community	262	7147					
Development	202	7,147	-	50,000	-	-	
Federal - Other	1,548,806	1,528,635	1,461,072	1,511,016	1,547,460	\$86,388	
Intra City	7040	8,112	6,539	7,225	10,830	\$4,291	
Total	\$9,391,227	\$9,513,785	\$9,455,681	\$9,549,506	\$9,728,561	\$272,879	
<b>Budgeted Headcount</b>		•	•	* *	•	•	
Full-Time Positions - Civilian	13,918	13780	14,125	14,096	14,258	133	
Full-Time Positions - Uniform	30	28	4	4	4	-	
Total	13,948	13,808	14,129	14,100	14,262	133	
	,- 10	=5,555	,	22,200	,= <b>-</b>		

<sup>\*</sup>Change from Fiscal 2014 Adopted to Fiscal 2015 Executive Budget.

#### **New in the Executive Budget**

The Fiscal 2015 Executive Budget increases the Department's budget by \$272.8 million when compared to the Fiscal 2014 Adopted Budget. Since Adoption, for Fiscal 2014, there are approximately \$57.3 million in new needs, \$25 million in Program to Eliminate the Gap (PEG) restorations, and \$48.1 million in technical adjustments.

- Rental Assistance Program for Vulnerable Homeless Populations. The 2014-2015 State Executive Budget eliminated the restrictive language that explicitly prohibits any social service district with a population over five million from being reimbursed for shelter supplements other than those to prevent eviction. The City is now able to leverage federal funding through Temporary Assistance Funding for Needy Families (TANF) and State funding through Safety Net (SA) towards a rental assistance program for the homeless. The Department of Homeless Services (DHS) projects that the agency will save \$60.1 million (\$19.2 million CTL, \$5 million State funding, \$35.9 million federal funding) in Fiscal 2015 by capping the reimbursement rates for payments made to landlords providing shelter in cluster sites and hotels to \$1,500 a month. These savings will be transferred to the Human Resources Administration (HRA), where HRA and DHS will work with the New York State Office of Temporary and Disability Assistance (OTDA) to reinvest these funds into a rental assistance program for vulnerable homeless populations, which include the chronically homeless and the disabled homeless.
- **Rental Assistance Program for Working Families.** DHS and HRA will work collaboratively with the OTDA to develop a rental assistance program for working families. Funding for this program will total \$80 million over four years with the City and State each contributing towards 50 percent of the total. In Fiscal 2015, total funding for this program is \$6 million, with funding ramping up each of the following fiscal years. Funding for this program will be reflected in HRA's budget. DHS and HRA are currently in discussions with the State as to the structure and implementation timeline of this program.
- **HIV and AIDS Services Administration (HASA) 30 Percent Rent Cap.** HRA added an additional \$11 million in CTL to fund the HASA 30 percent rent cap. This additional funding is based on a re-estimate by HRA that now includes HASA clients that have two forms of income. The agency estimates that an additional 2,000 HASA clients are now eligible for this rent cap. This Fiscal 2015 Budget total funding for the 30 percent rent cap totals \$37.9 million, of which \$28.9 million is CTL and \$9 million is State funding.
- Municipal ID Card Program. HRA's Fiscal 2015 Budget includes \$8.2 million to provide
  office support to the Mayor's Office and other City agencies to coordinate the launch of the
  Municipal ID program by the end of 2014. 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.
- **Retroactive Cash Assistance Benefits.** The Department's Fiscal 2015 Budget reflects a \$24.2 million (\$19.4 million CTL, \$3 million State funding, \$1.6 million federal funding) increase for cash assistance. This additional allocation is a result of the lawsuit Lovely H. v Eggleston where HRA has agreed to pay retroactive cash assistance benefits to homebound clients that were listed individually in HRA's computer system rather than by case.
- Clients Benefits Re-Engineering Delay. The agency's Fiscal 2015 Budget includes \$48.3 million (\$27.3 million CTL, \$2.2 million State funding, \$18.7 million federal funding) to

support a one-year delay in anticipated savings associated with the Client Benefits Reengineering initiative. The purpose of the delay is to allow HRA to have more time to assure that the rollout of the Client Benefits Re-engineering is the most efficient and to assess the impact of this initiative. This multi-year technology project re-designs HRA's business processes and modernizes the agency's interactions with clients through the creation of a virtual client service center, online applications for benefits, mobile access, and a modernized telephone system.

- Legal Services Consolidation. Legal services contracts administered by the Department of
  Homeless Services, the Department for Youth and Community Development, and the
  Department for the Aging will be consolidated and transferred to HRA to ensure a more
  targeted and effective use of resources. HRA's budget includes \$15 million in funding to
  reflect this consolidation.
- **WeCARE Medicaid Funds.** HRA's Fiscal 2015 Budget reflects an \$8.1 million decrease (\$4 million State funding, \$4 million federal funding) due to HRA no longer being eligible to claim Medicaid funds for the agency's WeCARE program. It was found that HRA was erroneously claiming Medicaid funds for this program in the past.
- **Family Eviction Prevention Supplement (FEPS) Expansion.** HRA will work with the State to expand the FEPS program in order to prevent additional families from becoming homeless. FEPS is a rental assistance program for families receiving Public Assistance.
- Administrative Needs. The Department's Fiscal 2015 Budget reflects an additional \$4 million (\$2 million CTL, \$603,000 State funding, \$1.2 million federal funding) as a result of contract increases associated with the security and janitorial services prevailing wage.
- Immigrant Sponsor Recoupment. HRA's Fiscal 2015 Budget reflects a reversal of HRA's policy under the precious Administration to collect reimbursements from sponsors of illegal immigrants who received public assistance benefits. In Fiscal 2014, HRA will use \$1 million to repay sponsors who had already reimbursed the agency under this policy while it was in effect.

#### **Budget Highlights in HRA**

Although the Department's Fiscal 2015 Budget does not include any major decreases in funding, there are many significant financial plan actions across HRA reflected in the agency's overall budget. In the Fiscal 2015 Preliminary Plan, the Administration took steps to reverse previously proposed funding reductions, as well as included new funding. Below are some of the key highlights.

#### **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 schools citywide.

#### **Baselined Funding for Food Pantries**

The Administration baselined \$1.5 million for food pantries. This baseline funding is particularly important as 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 are being utilized quicker and earlier in the month when compared to before the reductions in SNAP benefits.

#### Cash Assistance Re-estimate

The Fiscal 2015 Preliminary Budget includes a re-estimate of Cash Assistance Grants, which had been based on higher caseload projections 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.

#### **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 with 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 loss of \$10 million.

#### 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 at one location.

#### **Human Resources Administration Capital Program**

The Executive 2015 Capital Commitment Plan includes \$285.4 million in Fiscal 2014-2018 for the Human Resources Administration (including City and Non-City funds). This represents approximately less than one percent of the City's total \$48.9 billion Executive Plan for Fiscal 2014-2018. The agency's Executive Commitment Plan for Fiscal 2014-2018 is nine percent lower than the \$262.6 million scheduled in the Preliminary Commitment Plan, a decrease of \$22.7 million.

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, increasing the size of the Fiscal 2015-2018 Capital Plan as reflected in the chart below.

Since adoption last June, the City-wide total Capital Commitment Plan for Fiscal 2014 has decreased from \$20.9 billion in the Adopted Capital Commitment Plan to \$14.2 billion in the Executive Capital Commitment Plan, a decrease of \$6.7 billion or 32.1 percent.

HRA 2014-2018 Capital Commitment Plan						
Dollars in Thousands	FY14	FY15	FY16	FY17	FY18	Total
Executive Plan	\$125,785	\$99,796	\$8,922	\$32,011	\$18,956	\$285,470
Preliminary Plan	\$204,747	\$24,246	\$11,388	\$10,929	\$11,382	\$262,692
Change	\$78,962	(\$75,550)	\$2,466	(\$21,082)	(\$7,574)	(\$22,778)
Percentage Change	39%	-312%	22%	-193%	-67%	-9%

### **Major Capital Projects & Executive Budget Highlights**

The Department's Fiscal 2014-2018 Capital Plan totals \$285.4 million, which are a combination of City and non-City funds. HRA's capital projects 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. Funding for major Human Resources Administration projects in the Capital Plan for Fiscal 2014-2018 includes the following:

- \$76 million towards structural improvements for the agency's new headquarters at 4 World Trade Center;
- \$31.6 million for upgrades to ACCESS NYC, creation of new on-line benefit application tools, virtual client accounts, e-notices, and mobile connectivity and telephone enhancements; and
- \$101 million for improvements to structures that HRA uses.

# **Appendix 1: HRA Fiscal 2015 Executive Budget Actions**

	FY 2014			FY 2015			
Dollars in Thousands	City	Non-City	Total	City	Non-City	Total	
HRA Preliminary Fiscal 2015 Budget	\$7,381,167	\$2,207,644	\$9,588,811	\$7,448,616	\$2,102,866	\$9,551,482	
New Needs							
Administration Needs	\$2,092	\$1,908	\$4,000	\$2,092	\$1,908	\$4,000	
Cash Assistance Needs	1,663	2,338	4,001	19,481	4,736	24,217	
Client Benefits Re-engineering Delay			-	27,362	20,948	48,310	
HASA Rent Cap	2,896	(99)	2,797	11,583			
Municipal ID			-	8,361			
Sponsor Recovery Reimbursement	1,000		1,000				
Working Families Rental Assistance Pilot			-	3,000			
Subtotal New Needs	\$7,650	\$4,147	\$11,797	\$71,880	\$27,592	\$76,527	
Other Adjustments							
Add FY14 SNAP ED Funding		\$2,301	\$2,301				
CEO Adjustment			-	7,494	-	7,494	
EDC-LINK Initiative		821	821				
EFSP Phase 31 Allocation		144	144				
Fringe Benefit Offset - Clients Benefits Re-							
engineering Delay			-	(6,375)	(5,017)	(11,392)	
Fuel	(229)	(206)	(435)	(1)	(1)	(2)	
Fund DYCD SYEP		87	87				
HEAP 34 Admin Funding		707	707				
Heat, Light, and Power	(11)	(10)	(21)	(1,015)	(919)	(1,934)	
Homeless Rental Assistance Program			-	19,137	40,924	60,061	
Lease Adjustment			-	8,786	3,811	12,597	
Legal Services Consolidation			-	8,053	7,004	15,057	
Local Initiatives	2		2				
OCSE Incentive Funding		1,500	1,500				
PATH Fire Director	212		212				
Revenue Adjustment		(30)	(30)		(30)	(\$30)	
Revenue MOD for JARC		125	125				
Revenue MOD Increase		16	16				
Reverse WeCARE SSI PEG		(8,151)	(8,151)		(8,152)	(8,152)	
Rollover SUB Job 2 Funds		138	138				
SNAP Waiver Savings			-	(100)	(100)	(200)	
TANF for Non- Res DV		382	382		1,529	1,529	
Take Down Excess CD DR		(48,900)	(48,900)				
Transfer Funds to PS			-		20	20	
YMI Job Plus			-	(44)		(44)	
Subtotal New Needs	(\$26)	(\$51,076)	(\$51,102)	\$35,934	\$39,069	\$75,003	
Total All Changes	\$7,625	(\$46,929)	(\$39,304)	\$107,814	\$66,661	\$151,531	
HRA Executive Fiscal 2015 Budget	\$7,388,791	\$2,160,714	\$9,549,505	\$7,556,430	\$2,172,131	\$9,728,561	

# **Appendix 2: HRA Budget Actions since Fiscal 2014 Adoption**

	FY 2014			FY 2015			
Dollars in Thousands	City	Non-City	Total	City	Non-City	Total	
HRA Adopted Fiscal 2014 Budget	\$7,383,565	\$2,072,116	\$9,455,681	\$7,464,711	\$2,073,353	\$9,538,064	
Program to Eliminate the Gap (PEGs)							
Delayed Sale of Multi-Service Centers	\$25,000		\$25,000	(25,000)		(25,000)	
Subtotal PEGs	\$25,000	\$0	\$25,000	(\$25,000)	\$0	(\$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	28,940	9,000	37,940	
Media and Public Outreach for Benefits							
Programs	1,000		1,000	1,000		1,000	
Municipal ID Cards	430		430	8,361		8,361	
Training Coordinator	150		150	300		300	
Administration Needs	2,092	\$1,908	4,000	2,092	1,908	4,000	
Cash Assistance Needs	1,663	2,338	4,001	19,481	4,736	24,217	
Client Benefits Re-engineering Delay			-	27,362	20,948	48,310	
Sponsor Recovery Reimbursement	1,000		1,000			-	
Working Families Rental Assistance Pilot			=	3,000		3,000	
Subtotal New Needs	\$10,956	\$6,866	\$17,822	\$90,902	\$36,943	\$77,845	
Other Adjustments							
November Plan and January Plan							
Adjustments	(\$33,608)	\$132,791	\$99,183	(\$10,117)	\$19,763	\$9,646	
Add FY14 SNAP ED Funding		2,301	2,301				
CEO Adjustment			-	7,494	-	7,494	
EDC-LINK Initiative		821	821				
EFSP Phase 31 Allocation		144	144				
Fringe Benefit Offset - Clients Benefits							
Re-engineering Delay			-	(6,375)	(5,017)	(11,392)	
Fuel	(229)	(206)	(435)	(1)	(1)	(2)	
Fund DYCD SYEP		87	87				
HEAP 34 Admin Funding		707	707				
Heat, Light, and Power	(11)	(10)	(21)	(1,015)	(919)	(1,934)	
Homeless Rental Assistance Program			-	19,137	40,924	60,061	
Lease Adjustment			-	8,786	3,811	12,597	
Legal Services Consolidation			-	8,053	7,004	15,057	
Local Initiatives	2		2				
OCSE Incentive Funding		1,500	1,500				
PATH Fire Director	212		212				
Revenue Adjustment		(30)	(30)		(30)	(30)	
Revenue MOD for JARC		125	125				
Revenue MOD Increase		16	16				
Reverse WeCARE SSI PEG		(8,151)	(8,151)		(8,152)	(8,152)	
Rollover SUB Job 2 Funds		138	138				
SNAP Waiver Savings			-	(100)	(100)	(200)	
TANF for Non- Res DV		382	382		1,529	1,529	
Take Down Excess CD DR		(48,900)	(48,900)				
Transfer Funds to PS			-		20	20	
YMI Job Plus			-	(44)		(44)	
Subtotal Other Adjustments	(\$33,634)	\$81,715	\$48,081	\$25,817	\$58,832	\$84,649	
Total All Changes	\$2,322	\$88,581	\$90,903	\$91,720	\$95,775	\$137,495	
HRA Executive Fiscal 2015 Budget	\$7,388,791	\$2,160,714	\$9,549,505	\$7,556,430	\$2,172,131	\$9,728,561	

### **Appendix 3: HRA Council Initiatives and Restorations**

### 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