



# HUMAN RESOURCES ADMINISTRATION

Verna Eggleston, Commissioner  
*nyc.gov*

## Key Public Service Areas

- ✓ **Increase the self-sufficiency of lower-income New Yorkers, especially current or potential public assistance participants, by helping them to secure child support payments and engaging them in activities that lead to employment, enhance their skills and education, and maintain and/or advance their careers.**
- ✓ **Provide temporary assistance and/or health insurance to eligible individuals and families.**
- ✓ **Provide necessary and appropriate support services for vulnerable, frail and/or disabled residents who are eligible.**

## Scope of Agency Operations

The Human Resources Administration (HRA) assists individuals and families in achieving and sustaining their maximum degree of self-sufficiency. HRA provides temporary assistance and employment services or referrals at 29 Job Centers and 3 specialized service centers. It also offers public health insurance at 19 Medicaid offices and food stamps at 29 food stamp offices. Support services to individuals with AIDS and HIV-related illnesses are provided through 11 centers; protective services to adults through 5 HRA borough offices and 4 contracted programs; and services to victims of domestic violence through 35 state licensed residential programs, 15 nonresidential programs, and through various HRA-run programs. HRA also determines the home care eligibility of disabled or frail Medicaid recipients through 9 Community Alternative Systems Agency offices, contracts with 96 home care provider agencies, and assists New York City families in obtaining support orders and receiving child support payments.

## Critical Objectives

- Assist public assistance participants to enhance their employability, find jobs, retain their employment, and move to self-sufficiency.
- Assist custodial parents in obtaining support orders from the court and ensure that they receive their court-ordered child support payments on time.
- Provide public assistance, food stamps or Medicaid benefits to eligible individuals and families.
- Provide short-term crisis intervention services to resolve immediate risk, and provide ongoing services for the vulnerable, frail and disabled to ensure safety and independence.

---

## Performance Highlights

- The number of people receiving public assistance increased during Fiscal 2004 but remains far below the number at the end of Fiscal 2000. Significant growth was seen in the number of people receiving Food Stamps and public health insurance. The majority of this gain is in new recipients who are not on public assistance, a reflection of HRA's efforts to ensure all those eligible for these benefits receive them.
- The proportion of public assistance cases that have an individual who is partially or fully unengageable for work remains high at over half the caseload and the percentage of cases participating in work or work-related activities remains the same. The number of reported job placements has also dropped this reporting period.
- The effects of the earlier economic recession are reflected in the decrease in the percentage of Public Assistance cases that left Public Assistance for employment and did not return within 180 days.
- The amount of child support collected for both public assistance and non-public assistance custodial persons continues to increase, growing over 25 percent in the last five years.

---

## Performance Report

- ✓ **Increase the self-sufficiency of lower-income New Yorkers, especially current or potential public assistance participants, by helping them to secure child support payments and engaging them in activities that lead to employment, enhance their skills and education, and maintain and/or advance their careers.**

**Assist public assistance participants to enhance their employability, find jobs, retain their employment, and move to self-sufficiency.** While the City's economy continues to strengthen, the recent downturn has affected efforts to move welfare clients toward self-sufficiency. The number of public assistance (PA) recipients increased by approximately 16,000 during Fiscal 2004, although the number of recipients has declined by 134,600 since Fiscal 2000. HRA reported 78,486 job placements for people on public assistance during Fiscal 2004. This indicator, which no longer includes job placements through the Workforce Investment Act or for persons receiving food stamps but not PA, is down from 84,560 the previous year. Many clients are harder to place in jobs due to their barriers to employment. As of June 2004, the portion

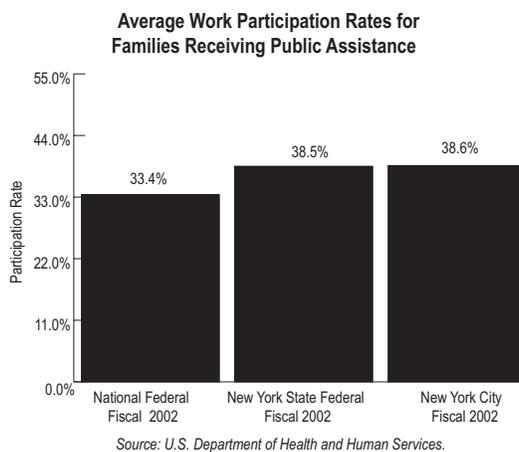


of the public assistance caseload that is fully or partially unengageable (unable to participate in work or work activities) remains high at 55.5 percent.

Clients who are partially unable to engage in work or work activities need additional supports, which may include training and education, substance abuse treatment, medical wellness plans, and other forms of assistance to enable them to become employable. In Fall 2004 HRA will implement a new initiative entitled “Wellness, Comprehensive Assessment, Rehabilitation and Employment,” or WeCARE. It will provide customized programs tailored to meet the needs of clients with medical and/or mental health conditions that are challenges to work participation. Clients will receive comprehensive assessments and medical examinations, service plans based on the assessments, case management services, vocational evaluations, rehabilitation for those with functional limitations, and support services. WeCARE will also identify clients who qualify for federal disability benefits and assist them to apply. In addition, to better serve all clients, HRA began establishing its Job Center “model offices” during Fiscal 2004. The Model Job Center improves customer service through the use of automated kiosks, streamlined queuing throughout the center, and other efficiency enhancements to help people find job information and complete processing steps as quickly as possible.

To support clients who leave welfare for work, HRA provides transitional assistance and services to clients, such as child care, public health insurance, food stamps, Metrocards, and counseling to help them retain jobs or advance in their careers. For clients who have been placed in jobs, HRA collects data to determine if they return to welfare after six months; these figures are now calculated as calendar-year-to-date averages. Since January 2004, 62.2 percent of clients did not return to welfare six months after leaving welfare for work, down from 73.1 percent as of June 2003, and significantly below HRA’s target of 75 percent. A combination of factors affected this measure, including the residual effects of economic recession and the number of people leaving welfare for work who have conditions that make it difficult for them to retain employment.

HRA uses several measures to determine the degree to which clients are able to work and are actually working. Some measures have been redefined so as to focus more clearly on clients who are truly moving toward self-sufficiency. The percent of public assistance engageable cases (those who are fully or partially able to work) that are participating in work or a work-related activity has been revised so as to no longer count those clients who are in the process of having their work assignment determined. For Fiscal 2004, 59.8 percent of these cases were fully or partially working or were in work-related activities, the same as for Fiscal 2003. In addition, HRA reports that 41.6 percent of those who were participating in some type of productive activity were also engaged in training or education, in accordance with New York City guidelines, the same as in Fiscal 2003. This indicator has been revised so that it no longer includes clients engaged in job search without other training or education activities.



For Safety Net Assistance cases, which are primarily single adults, the rate of participation in work activities calculated according to State guidelines dropped slightly in Fiscal 2004, but continues to exceed the State standard of 90 percent participation. The projected participation rate for Family Assistance Program (FAP) cases participating in work or work activities, calculated in accordance with federal guidelines, is lower. The projected participation rate for FAP cases fell slightly from 38.2 percent in Fiscal 2003 to 37.0 percent in Fiscal 2004. As of the federal fiscal year ending in September 2002 - the latest period for which a nationwide comparison can be done - the City’s work participation rates for all families on federally assisted welfare continued to be higher than

those for New York State and the nation, as shown in the accompanying chart.

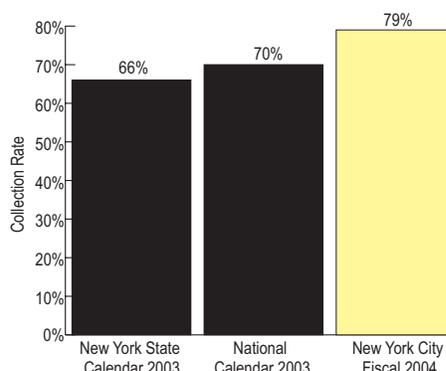


In Fiscal 2003, HRA began a study to determine the degree to which children of welfare recipients were becoming dependent as adults. It found that 32.3 percent of young public assistance recipients (ages 19-21) who are heads of PA households were previously PA dependents. This figure dropped slightly to 31.8 percent in Fiscal 2004. In addition, HRA reports that 39.6 percent of young PA recipients engaged in training or education, which may include other activities, in accordance with New York City guidelines.

**Assist custodial parents in obtaining support orders from the court and ensure that they receive their court-ordered child support payments on time.**

Working parents who are receiving child support are more able to sustain themselves and avoid dependence on welfare. In Fiscal 2004, the first year the Office of Child Support Enforcement was located at HRA, child support collections rose by 6.9 percent compared with the previous fiscal year, to a total of \$521 million. Of the amount collected, 85.5 percent was for non-PA families, many of whom were working, former PA recipients. The percent of obligated payments collected in Fiscal 2004 was 79 percent, slightly higher than last year's 78 percent, but still higher than the national and statewide collection rates for Calendar 2003, as seen in the accompanying chart. The percent of cases with support obligations increased from 67 percent in Fiscal 2003 to 73 percent in Fiscal 2004.

**Child Support Collection Rate**



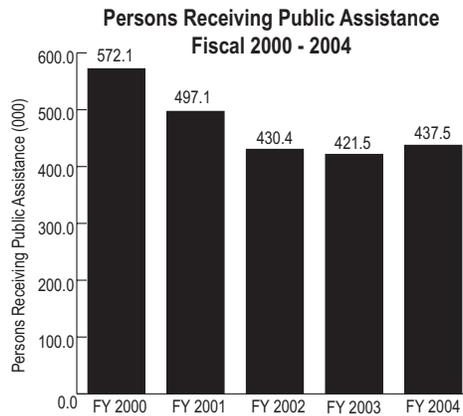
Source: US Department of Health and Human Services, Administration for Children and Families as quoted by the Center for Law and Social Policy.

Performance Statistics	A c t u a l					T a r g e t		
	FY00	FY01	FY02	FY03	FY04	FY04 Preliminary	FY05 Updated	FY05 Updated
Reported job placements (000)	NA	112.9	112.9	84.6	78.5	*	*	*
Public assistance cases who are partially or fully unengageable in any work or work-related activity (%)			54.7%	56.4%	55.5%	*	*	*
Engageable public assistance cases participating in work or work-related activities in accordance with New York City guidelines (%)	54.3%	57.0%	58.8%	59.8%	59.8%	*	*	*
Safety Net Assistance cases participating in work or work-related activities as calculated in accordance with State guidelines (%)	92.2%	94.6%	93.4%	93.9%	92.5%	*	*	*
60-month converted to Safety Net Assistance cases participating in work or work-related activities as calculated in accordance with State guidelines (%)			90.8%	91.3%	88.2%	*	*	*
Family Assistance Program cases participating in work or work-related activities as calculated in accordance with federal guidelines (%)	40.1%	43.9%	38.6%	38.2%	37.0%	*	*	*
Public assistance cases engaged in any training or education, which may include other activities, in accordance with New York City guidelines (%)	NA	NA	NA	41.6%	41.6%	*	*	*
Calendar year to date average of public assistance cases who left welfare for work and did not return within 180 days (%)			63.3%	73.1%	62.2%	75.0%	75.0%	75.0%
Young public assistance recipients (ages 19-21) who are heads of PA households and previously PA dependents (%)				32.3%	31.8%	*	*	*
Young public assistance recipients (ages 19-21) who are heads of PA households and engaged in any training or education, which may include other activities, in accordance with New York City guidelines (%)				37.9%	39.6%	*	*	*
<b>☎ Child support collected (\$ millions)</b>	\$403.6	\$446.9	\$463.0	\$487.7	\$521.1	\$490.0	\$490.0	<b>\$550.0</b>
Percent of obligations collected (%)	71%	67%	72%	78%	79%	74%	74%	74%
Cases with a support obligation (%)	51%	54%	59%	67%	73%	70%	70%	70%

☎ 311 related **Bold** - indicates revisions from the January 2004 MMR "NA" - means Not Available in this report

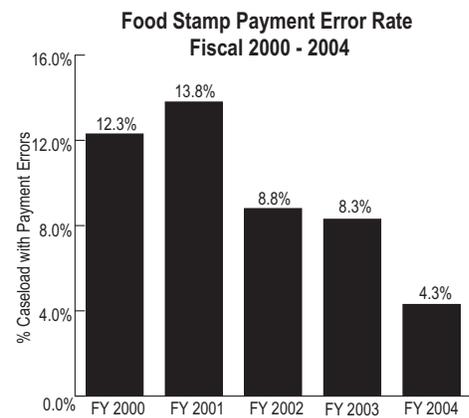


✓ Provide temporary assistance and/or health insurance to eligible individuals and families.



**Provide public assistance, food stamps or Medicaid benefits to eligible individuals and families.** The number of public assistance recipients increased by 3.8 percent between Fiscal 2003 and Fiscal 2004, with most of the increase occurring late in the fiscal year. The City has emphasized the provision of food stamps and medical assistance to all eligible clients, including those not receiving cash assistance. HRA exceeded its food stamp enrollment target by 14,693 recipients in Fiscal 2004. The June 2004 total of 991,793 Food Stamp recipients exceeded the June 2003 total by 120,498, a 13.8 percent increase. This growth has occurred primarily among individuals receiving Food Stamps who are not on public assistance or Federal Supplemental Security Income (SSI).

Since June 2003, these recipients have increased by 30.2 percent, from 295,850 to 385,200 recipients. At the same time, as the accompanying chart shows, HRA has achieved its lowest Food Stamp payment error rate in the 25-year history of the federal Food Stamp Quality Control program. For the federal fiscal year ending September 2003 the payment error rate was 4.34 percent, outperforming both the rest of New York State (5.88 percent) and the nation as a whole (6.64 percent).



During Fiscal 2004 the number of New Yorkers receiving public health insurance increased from 2.22 million to 2.46 million. Most of this growth occurred among non-public assistance recipients, who now make up 66.5 percent of those who receive public health insurance. This group increased by 20.2 percent during Fiscal 2004. The non-PA public health insurance population includes Family Health Plus clients, Medicaid-only clients, the eligible child population, and former PA recipients who are no longer receiving welfare, but are still eligible for Medicaid. Seventeen of HRA's 19 Medicaid offices have been converted into "model offices" designed to streamline workflow, resulting in reduced wait time for applicants and recipients and greater access to services.

From Fiscal 2003 to Fiscal 2004, the average annual administrative cost per public assistance case fell from \$450.71 to \$358.35. This decrease is attributed to investments made in Fiscal 2003 connected to the renovation and computer upgrade of Job Centers citywide.

Performance Statistics	A c t u a l					T a r g e t		
	FY00	FY01	FY02	FY03	FY04	FY04 Preliminary	FY05 Updated	FY05
☎ Persons receiving Public Assistance (000)	572.1	497.1	430.4	421.5	437.5	*	*	*
Average annual administrative cost per public assistance case (\$)				\$450.71	\$358.35	*	*	*
☎ Persons receiving Food Stamps (000)	896.7	836.2	820.5	871.3	991.8	977.1	977.1	1,074.0
- Non-public assistance persons receiving Food Stamps (000)	213.0	218.1	248.5	295.9	385.2	*	*	*
- SSI persons receiving Food Stamps (000)	131.0	137.2	145.4	143.1	147.2	*	*	*
☎ Persons enrolled in public health insurance (000)	1,593.5	1,608.7	2,028.1	2,219.2	2,458.1	*	*	*
- Persons enrolled in Medicaid-Only (000)			1,166.9	1,360.1	1,634.6	*	*	*

☎ 311 related    **Bold** - indicates revisions from the January 2004 MMR    "NA" - means Not Available in this report

Web Maps



- ✓ Provide necessary and appropriate support services for vulnerable, frail and/or disabled residents who are eligible.



**Provide short-term crisis intervention services to resolve immediate risk, and provide ongoing services for the vulnerable, frail and disabled to ensure safety and independence.** The Adult Protective Services unit helps adults who need assistance managing their affairs, referred to HRA by the Housing Court, City Marshal's Office, advocacy groups and concerned individuals. The percent of referrals visited within three days in Fiscal 2004 was 87.2 percent, down from 88.3 percent in Fiscal 2003, but higher than the State's target of 85 percent.

HRA provides home care services to vulnerable, frail and disabled individuals to help them remain in their homes. A total of 66,380 people were receiving home care services at the end of Fiscal 2004, slightly more than the 65,900 people who received these services a year before. The average time needed to begin providing these services has again improved, dropping from 23.6 days for Fiscal 2003 to 22.4 days for Fiscal 2004. This is the result, in part, of a new automated system — the Medical Assistance Tracking Information System, or MATIS — which allows faster case processing, along with improved supervision of staff performance.

At its Job Centers, HRA also provides services to families and individuals who are at imminent risk of becoming homeless. These services may include rent assistance, referrals to community groups, or assistance in negotiating with landlords. During June of Fiscal 2004, 99 percent of these clients who sought Agency assistance remained housed.

The number of individuals with HIV/AIDS receiving case management services from HRA increased slightly from 31,800 in June 2003 to 31,860 June 2004. These services help clients meet their needs for housing, housekeeping, planning for future family needs and also include referral to government benefits, such as public assistance, food stamps, Medicaid, and home care. In Fiscal 2004 HRA continued to implement service improvements within the HIV/AIDS Services Administration (HASA) to better meet client needs. The first HASA Model Office was opened on August 12, 2004 to provide a more client-friendly environment and reduce paperwork and waiting time. HRA has also changed processing rules to reduce the burden on clients seeking continued assistance through HASA. As of June 2004, the heads of family cases no longer have to come into the HASA Centers for recertification; instead, they are interviewed for recertification as part of their regular home visit. In addition, single SSI recipients who are also receiving emergency rental assistance from HASA are certified through a two-year mail-in process, rather than an annual face-to-face process conducted at a HASA Center.

In Fiscal 2004 HRA helped victims of domestic violence through its 1,832 bed residential emergency shelter system, through contracts with non-residential service providers, and through various HRA-run programs. During 2004 HRA awarded new contracts for programs in order to increase the availability of domestic violence services throughout the City. In addition to core services such as maintaining hotlines, providing crisis intervention counseling, and making referrals for social services, the new contracts provide for legal services in all five boroughs. For Fiscal 2004, the non-residential programs served a monthly average of 1,626 clients, compared with 1,606 in the previous year.

Performance Statistics	A c t u a l					T a r g e t		
	FY00	FY01	FY02	FY03	FY04	FY04 Preliminary	FY05	FY05 Updated
<i>Individuals referred to Adult Protective Services visited within three working days (%)</i>	94.5%	84.6%	82.4%	88.3%	87.2%	85.0%	85.0%	85.0%
<i>Average number of days to initiate Home Attendant and Housekeeper Services cases</i>	25.1	23.5	24.2	23.6	22.4	30.0	30.0	30.0
<i>Clients receiving home care services (000)</i>	64.1	65.0	65.4	65.9	66.4	66.0	66.0	66.0

311 related    **Bold** - indicates revisions from the January 2004 MMR    "NA" - means Not Available in this report



Performance Statistics	A c t u a l					T a r g e t		
	FY00	FY01	FY02	FY03	FY04	Preliminary	Updated	
						FY04	FY05	FY05
<i>Individuals and families at imminent risk diverted from becoming homeless (%)</i>	92.5%	94.0%	97.7%	98.6%	99.0%	95.0%	95.0%	95.0%
<i>Individuals receiving HIV/AIDS services (000)</i>	27.6	29.0	30.7	31.8	31.9	*	*	*
<i>Clients assisted in applying for SSI (000)</i>	NA	NA	NA	NA	12.6	*	*	*
<i>Number of Domestic Violence emergency beds (capacity)</i>				1,832	1,832	*	*	*
<i>- Nonresidential Program active caseload</i>				1,606	1,626	*	*	*

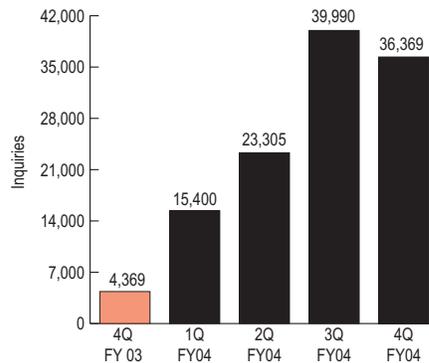
311 related    **Bold** - indicates revisions from the January 2004 MMR    "NA" - means Not Available in this report

## Inquiries Received by 311 Citizen Service Center



The 311 Citizen Service Center received 115,064 HRA-related inquiries in Fiscal 2004. Agency performance measures related to the top inquiries in the table below are noted with a "311-related" icon - a small telephone symbol - in the Performance Statistics tables in this chapter.

Citizen Inquiries Received by 311



<i>Top 5 HRA - related inquiries:</i>	Total	% of HRA Inquiries
<i>Child Support</i>	18,314	15.9%
<i>Food Stamps</i>	9,483	8.2%
<i>Medicaid - Existing Applicant or Enrollee</i>	7,598	6.6%
<i>Public Assistance Information</i>	7,034	6.1%
<i>Home Energy Assistance Program (HEAP)</i>	5,892	5.1%

## Agency Resources

Agency Resources	A c t u a l					Preliminary Updated		
	FY00	FY01	FY02	FY03	FY04	FY04 <sup>1</sup>	FY05 <sup>1</sup>	FY05 <sup>2</sup>
<i>Expenditures (\$ millions)</i>	\$5,439.7	\$5,716.4	\$5,972.6	\$6,159.7	\$6,620.2	\$6,317.3	\$6,563.1	\$6,864.0
<i>Revenues (\$ millions)</i>	\$19.1	\$23.7	\$21.7	\$32.4	\$43.5	\$33.3	\$35.3	\$45.1
<i>Personnel</i>	New Method		14,360	13,331	14,808	14,914	15,085	14,875
<i>Overtime earned (\$000)</i>	\$13,377	\$19,844	\$21,895	\$20,634	\$22,154	*	*	*
<i>Capital commitments (\$ millions)</i>	\$53.4	\$60.8	\$41.1	\$53.3	\$17.5	\$41.9	\$27.6	\$28.5
<i>Human services contract budget (\$ millions)</i>	\$387.1	\$484.6	\$650.8	\$699.8	\$718.5	\$708.8	\$609.7	\$610.2
<i>Work Experience Program (WEP) participants assigned</i>	8,940	1,192	424	1,031	1,394	*	*	*

<sup>1</sup> January 2004 Financial Plan    <sup>2</sup> Authorized Budget Level    **Bold** indicates additions or revisions from the January 2004 MMR    "NA" means Not Available in this report



---

## Noteworthy Changes, Additions or Deletions

- HRA has revised and renamed two measures. ‘Engageable public assistance cases participating in work or work-related activities (%)’ has been renamed ‘Engageable public assistance cases participating in work or work-related activities in accordance with New York City guidelines (%)’ and ‘Young public assistance recipients (ages 19-21) who are heads of PA households and enrolled in education or training (%)’ has been renamed ‘Young public assistance recipients (ages 19-21) who are heads of PA households and engaged in any training or education, which may include other activities, in accordance with New York City guidelines (%)’ These measures have been revised to clarify that they reflect calculations according to New York City guidelines, rather than State or federal guidelines, to determine official participation rates. Calculations for the first measure have also been changed to no longer include cases scheduled for call-in appointments. Prior data for both measures have been revised.
- HRA has replaced two measures - ‘Engaged public assistance cases enrolled in HRA-approved job search, training, or education activities (%)’ and ‘WEP participants concurrently engaged in another work activity (%)’ - with a single new measure, ‘Public Assistance cases engaged in any training or education, which may include other activities, in accordance with New York City guidelines (%)’ This measure incorporates activities done concurrently with the Work Experience Program (WEP), but does not include stand-alone WEP or stand-alone job search. Data for prior fiscal years has been revised to reflect the change.
- HRA has replaced the measure ‘Public Assistance cases who left welfare for work and did not return within 180 days (%)’ with ‘Calendar year to date average of public assistance cases who left welfare for work and did not return within 180 days (%)’ in order to more accurately capture the trend in welfare departures and returns. Data for prior fiscal years has been changed accordingly.
- HRA has replaced ‘Non-public assistance and SSI persons receiving Food Stamps (000)’ with two new measures, ‘SSI persons receiving Food Stamps (000)’ and ‘Non-public assistance persons receiving Food Stamps (000)’.
- HRA has revised the measure ‘Clients assisted in applying for SSI or SSDI (000)’ to ‘Clients assisted in applying for SSI (000)’ HRA’s calculations involve a new data source that provides more comprehensive results, but no longer captures SSDI information. Data for previous fiscal years is not comparable.
- HRA has renamed several measures for the sake of clarity. Data reported for these indicators has not changed. ‘Public assistance cases who are partially or fully unengageable (%)’ was changed to ‘Public assistance cases who are partially or fully unengageable in any work or work-related activity (%)’; ‘Family Assistance Program cases participating in work activities as calculated in accordance with federal guidelines (%)’ was changed to ‘Family Assistance Program cases participating in work or work-related activities as calculated in accordance with federal guidelines (%)’; and ‘Households averted from homelessness (%)’ was changed to ‘Individuals and families at imminent risk diverted from becoming homeless (%)’ In addition, the measure ‘Safety Net Assistance cases participating in work activities as calculated in accordance with State guidelines (%)’ and ‘60-month converted to Safety Net assistance (%)’ have been renamed ‘Safety Net Assistance cases participating in work or work-related activities as calculated in accordance with State guidelines (%)’ and ‘60-month converted to Safety Net Assistance cases participating in work or work-related activities as calculated in accordance with State guidelines (%)’.
- ‘Persons enrolled in Medicaid (000)’ was changed to ‘Persons enrolled in public health insurance (000)’ to emphasize that the indicator includes clients who are enrolled in various programs, including Medicaid with public assistance, Medicaid without public assistance (Medicaid-only), and Family Health Plus. Data reporting for this indicator has not changed.
- The Fiscal 2005 target for the measure ‘Persons receiving Food Stamps (000)’ has been updated to reflect more ambitious goals for Food Stamp program enrollment.
- HRA has revised the calculations for the measure ‘Reported job placements (000)’ Job placements for persons through the Workforce Investment Act or for persons who are not receiving public assistance but do receive food stamps are no longer measured. Previous years’ data has been adjusted.
- The measure ‘Child support collected (000)’ has been corrected to ‘Child support collected (\$ millions)’ to reflect that the data for this indicator is measured in millions of dollars. Data for prior



fiscal years was not incorrect and has not been adjusted. Due to previous years' successes, the Fiscal 2005 target has been updated to reflect an increased goal for child support collections.

- HRA has renamed the measure 'Current month's obligation that is collected (%)' to 'Percent of obligations collected (%)' to clarify that calculations reflect a fiscal year-to-date average of the child support obligations collected. Data for prior fiscal years remains unchanged.
- HRA is introducing a new indicator 'Number of Domestic Violence emergency beds (capacity)' and sub-indicator 'Nonresidential Program active caseload'. These measures are added to monitor services provided to domestic violence victims.