

# ***OFFICE OF TEMPORARY AND DISABILITY ASSISTANCE***

## ***MISSION***

The Office of Temporary and Disability Assistance (OTDA), working in close collaboration with the Department of Labor and Office of Children and Family Services, helps needy adults and families achieve economic self-sufficiency through work, job training, and child support enforcement. The Office also provides economic assistance to aged and disabled persons who are unable to work, transitional support to welfare recipients while they are working toward self-sufficiency, and supportive services to low income households to help them avoid welfare dependency.

## ***ORGANIZATION AND STAFFING***

Core responsibilities of the Office include providing policy and technical support to social services districts responsible for implementing welfare reform and administering programs that serve the homeless and refugees. Through its Division of Disability Determinations, the agency also evaluates the medical eligibility of disability claimants for Supplemental Security Income and Social Security Disability Insurance.

## ***FISCAL BACKGROUND AND BUDGET HIGHLIGHTS***

A total of \$4.8 billion is recommended from all funding sources in SFY 2001-02 to support State Operations and Aid to Localities programs including Family Assistance, Safety Net, Supplemental Security Income (SSI), Food Assistance Program, Home Energy Assistance (HEAP), child support enforcement and food stamp administration.

Aid to Localities is funded by \$4.3 billion in Federal funds, General Fund dollars, and other revenue. Within this amount, the General Fund cost for direct welfare programs — Family Assistance and Safety Net — will decrease by approximately \$277 million in 2001-02 reflecting continued welfare caseload declines and the availability of Federal funding. Partially offsetting this decrease are increases in General Fund spending for Supplemental Security Income (SSI) for the aged and disabled. Special Revenue Funds - Other for Aid to Localities programs will increase by \$323 million. This increase does not reflect programmatic revision but rather results from a technical change in the financing of the Earned Income Tax Credit for households eligible for Temporary Assistance for Needy Families funding.

For State Operations, an appropriation of approximately \$531 million is recommended from all funding sources. These funds will support a workforce of approximately 2,569, including 1,360 federally funded positions in the Division of Disability Determinations.

The recommended \$83 million General Fund appropriation includes funding for staff and other costs related to the oversight of social services district administration of public assistance and child support enforcement programs; administrative hearings for public assistance, Food Stamp, and Medicaid applicants and recipients; and operation of the major computer systems supporting public assistance programs. Approximately \$429 million in Federal funds and other revenues are recommended for the administration of the Division of Disability Determinations, the Home Energy Assistance program (HEAP), and the Bureau of Refugee and Immigration Affairs.

Approximately \$65 million in State and Federal funding is appropriated for the cost of redesigning the Welfare Management System (WMS), continued development of the

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Welfare-to-Work Caseload Management System, and related human services systems initiatives. WMS is the primary data management tool used by districts to support eligibility determinations and other critical welfare administration activities.

Specific priorities for the Office of Temporary and Disability Assistance for 2001-02 are as follows:

- In partnership with local social services districts, the Department of Labor and the Office of Children and Family Services, operate programs enacted through the State Welfare Reform Act of 1997 so that recipients can transition to work and self-sufficiency and at-risk households can avoid welfare dependency;
- Build upon the substantial accomplishments of recent years by further strengthening child support enforcement to increase parental financial support for children;
- Improve, redesign, and more effectively use technology, information, and communication to support program operations; and
- Continue to strengthen program integrity and anti-fraud activities throughout the welfare system.

### **PROGRAM HIGHLIGHTS**

The welfare system in New York State has changed in basic philosophy and approach, bringing to fruition the overall objectives of State welfare reform. These changes include transforming welfare into a system of temporary income support while recipients secure employment and child support payments; promoting individual responsibility; and providing social services districts with the flexibility, incentives, and rewards they need to effectively administer a work-oriented welfare system. The system has evolved from one that focused primarily on determining client eligibility and distributing benefit payments to one that now focuses on securing alternative non-welfare means of income support such as employment, child support, or temporary assistance.

OTDA programs also emphasize prevention of welfare dependency by providing work supports and services to at-risk households. These activities help families address life events that could otherwise jeopardize continued employment.

These new emphases have resulted in a dramatic decline in welfare caseloads. The total public assistance caseload in New York State in 2001-02 is projected at 740,000 recipients, a decrease of 36,000 persons from 2000-01. When compared to caseload levels in January 1995, welfare caseloads are projected to decline by over 916,000 recipients as of March 31, 2002, or by approximately 56 percent.

### **FAMILY ASSISTANCE**

The Family Assistance program provides employment assessments, support services and time-limited cash assistance to eligible families with children while the parent acquires the necessary work skills to secure and retain employment.

With certain statutorily prescribed exceptions, those who receive benefits must participate in work activities to remain eligible. Cash benefits for Family Assistance participants are limited to a cumulative period of five years. If the head of a Family Assistance household is unable to become employed during this period, the family is limited to non-cash benefits through the Safety Net program (discussed below) while the head of household continues to search for a job. Some long-term Family Assistance cases will reach this five year limit on assistance during 2001-02.

All Family Assistance participants must undergo an assessment of their employability skills and training needs and, unless disabled, must participate in assigned work activities. Participants are covered by a larger and greatly strengthened earned income disregard

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than was historically the case and may retain a higher level of savings and other resources to help the transition from welfare. These measures help the new welfare system to foster recipient self-sufficiency.

Local social services districts are required to meet Federal work activity participation targets. The Federal Department of Health and Human Services (DHHS) recently announced that New York exceeded these Federal standards for Federal Fiscal Year 1999. Reflecting scheduled increases in work participation requirements in Federal law, for FFY 2001, districts must place at least 45 percent of all Family Assistance cases in an allowable work activity for not less than 30 hours per week. State law places the focus of participant employment plans directly on work or work-like activities such as job training, community service, or workfare. This approach will position the State to continue to meet or exceed required employment targets in future years. Under Federal law, the targets increase incrementally until the year 2002 when 50 percent of the Family Assistance caseload must participate in work activities for not less than 30 hours per week.

The Governor's welfare reform program also fosters individual responsibility to help break the cycle of long-term dependency. All applicants and recipients are required to participate in screening and assessment to determine if the need for welfare results from use of illegal drugs or excessive consumption of alcoholic beverages. If a participant is unable to work because of such circumstances, he or she is referred to an appropriate treatment program and welfare benefits are restricted to non-cash assistance. Teen parents must attend high school or other approved education programs to receive welfare benefits.

Welfare reform also requires each social services district to screen its Family Assistance caseload for domestic violence. Acting through its designated domestic violence liaison, each district informs the individual of voluntary services which may be available. Districts waive application of welfare program rules, including but not limited to child support cooperation, work requirements, and residency requirements, if the district determines that these provisions would cause further risk or make it more difficult for the person to escape domestic violence.

The Governor's welfare reform program has strengthened child support enforcement. Improvements include automated updating of child support awards to reflect inflation; interstate reciprocity in child support proceedings; a strengthened role for child support staff in welfare case processing; and administrative authority for social services districts to order genetic tests, subpoena information, and collect relevant data from Federal, State and local agencies. These measures have helped to increase total child support collections to their current level of over \$1 billion.

For SFY 2001-02, the Governor is proposing to increase the maximum monthly amount of child support (from \$50 to \$100) that can be passed-through to a custodial parent receiving family assistance and to strengthen provisions relating to medical support enforcement. The Executive Budget would continue to re-invest Federal incentive bonuses in child support initiatives to strengthen performance in "hard-to-collect" cases, update asset information on non-custodial parents, expand private health care coverage for children in support cases, and expand the "Celebrating Fatherhood" media campaign to encourage voluntary compliance. These initiatives will further strengthen the child support enforcement system, thus helping to ensure that parents provide for the income support of their children.

Welfare reform also protects taxpayer investments in the welfare system by strengthening sanctions for persons who refuse to comply with work requirements and prohibiting welfare payments to fugitive felons, persons who have been convicted of a felony and failed to abide by the terms of their probation or parole, or who have been convicted of fraudulently seeking to obtain benefits in two or more states.

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### ***SAFETY NET PROGRAM***

Article XVII of the State Constitution requires the State and its social services districts to provide for the needy. State welfare reform meets this obligation through the Safety Net program for persons who are not eligible for Family Assistance or Supplemental Security Income.

Safety Net participants, primarily single adults and childless couples, can receive cash allowances for a two year period after which benefits can be provided on a non-cash basis. Other groups that may receive non-cash benefits include families that have exhausted their five year limit on Family Assistance, certain non-citizens, households where the adult is unable to work because of substance abuse, and households where the adult has refused to participate in drug/alcohol screening or treatment. In addition to providing for essential needs, the Safety Net is a work program which provides such services as job search, work training, and workfare. Unless prevented from doing so by a physical or mental disability, Safety Net participants must engage in assigned work activities to receive assistance.

### ***DISABILITY ASSISTANCE***

Participants in both Family Assistance and Safety Net can be exempt from work assignments, or given limited work activities, if necessary because of a medically verifiable physical or mental impairment. The social services district is responsible for determining if such a disability exists. In making this determination, the district must consider information provided by the participant's treating physician, but also can conduct its own medical examination.

### ***SUPPLEMENTAL SECURITY INCOME***

Federal Supplemental Security Income (SSI) provides cash assistance to the aged, visually handicapped, and disabled. New York's SSI benefit, is \$617 per month for an individual living alone in the community, including a scheduled January 2001 cost-of-living adjustment in the Federal portion of the grant. The State's SSI benefit currently is one of the highest nationally. The 2001-02 recommendation of \$626 million funds the State cost of SSI benefits for a projected 619,100 recipients.

### ***STATE FOOD ASSISTANCE PROGRAM***

New York's Food Assistance Program (FAP) purchases food stamps on behalf of immigrants age 60 through 67. Under provisions of Federal law, this vulnerable population no longer is eligible for federally funded food stamp benefits.

State statute authorizing FAP is scheduled to sunset on October 1, 2001. The 2001-02 Aid to Localities recommendation will extend FAP and will provide \$8.2 million in combined State and local funds for benefits to an estimated 5,000 immigrant seniors.

## TEMPORARY AND DISABILITY ASSISTANCE

### ALL FUNDS APPROPRIATIONS (dollars)

<u>Category</u>	<u>Available 2000-01</u>	<u>Appropriations Recommended 2001-02</u>	<u>Change</u>	<u>Reappropriations Recommended 2001-02</u>
State Operations	517,225,000	531,683,000	14,458,000	409,890,000
Aid To Localities	4,197,958,500	4,307,792,000	109,833,500	4,228,572,000
Capital Projects	0	0	0	12,611,000
Total	<u>4,715,183,500</u>	<u>4,839,475,000</u>	<u>124,291,500</u>	<u>4,651,073,000</u>

### ALL FUND TYPES PROJECTED LEVELS OF EMPLOYMENT BY PROGRAM FILLED ANNUAL SALARIED POSITIONS

#### Full-Time Equivalent Positions (FTE)

<u>Program</u>	<u>2000-01 Estimated FTEs 03/31/01</u>	<u>2001-02 Estimated FTEs 03/31/02</u>	<u>FTE Change</u>
Administration			
General Fund	180	175	(5)
Special Revenue Funds - Federal	135	135	0
Special Revenue Funds - Other	63	63	0
Child Support Enforcement			
Special Revenue Funds - Other	61	61	0
Disability Determinations			
Special Revenue Funds - Federal	1,360	1,360	0
Special Revenue Funds - Other	111	111	0
Executive Direction			
General Fund	20	19	(1)
Legal Affairs			
General Fund	160	160	0
System Support and Information Services			
General Fund	114	111	(3)
Special Revenue Funds - Federal	16	16	0
Special Revenue Funds - Other	55	55	0
Temporary and Disability Assistance Programs			
General Fund	46	46	0
Special Revenue Funds - Federal	21	21	0
Special Revenue Funds - Other	188	188	0
Transitional Supports and Policy, Division of			
General Fund	35	19	(16)
Special Revenue Funds - Federal	29	29	0
Total	<u>2,594</u>	<u>2,569</u>	<u>(25)</u>

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## STATE OPERATIONS ALL FUNDS FINANCIAL REQUIREMENTS BY FUND TYPE APPROPRIATIONS (dollars)

<u>Fund Type</u>	<u>Available 2000-01</u>	<u>Recommended 2001-02</u>	<u>Change</u>
General Fund	82,216,000	83,420,000	1,204,000
Special Revenue Funds - Federal	303,989,000	311,670,000	7,681,000
Special Revenue Funds - Other	130,020,000	135,593,000	5,573,000
Internal Service Funds	<u>1,000,000</u>	<u>1,000,000</u>	<u>0</u>
Total	<u>517,225,000</u>	<u>531,683,000</u>	<u>14,458,000</u>

Adjustments:

Transfer(s) From			
Special Pay Bill			
General Fund	(5,657,000)		
Special Revenue Funds - Federal	(6,119,000)		
Special Revenue Funds - Other	<u>(439,000)</u>		
Appropriated 2000-01	<u>505,010,000</u>		

## STATE OPERATIONS ALL FUNDS FINANCIAL REQUIREMENTS BY PROGRAM APPROPRIATIONS (dollars)

<u>Program</u>	<u>Available 2000-01</u>	<u>Recommended 2001-02</u>	<u>Change</u>
Administration			
General Fund	19,912,000	19,901,000	(11,000)
Special Revenue Funds - Federal	7,000,000	7,000,000	0
Special Revenue Funds - Other	18,850,000	18,850,000	0
Internal Service Funds	1,000,000	1,000,000	0
Child Support Enforcement			
Special Revenue Funds - Federal	2,900,000	3,100,000	200,000
Special Revenue Funds - Other	25,000,000	26,117,000	1,117,000
Departmental Administrative Reimbursement			
General Fund	(62,462,000)	(67,357,000)	(4,895,000)
Special Revenue Funds - Other	66,031,000	70,926,000	4,895,000
Disability Determinations			
Special Revenue Funds - Federal	175,319,000	163,300,000	(12,019,000)
Special Revenue Funds - Other	10,839,000	10,400,000	(439,000)
Executive Direction			
General Fund	1,851,500	1,802,000	(49,500)
Legal Affairs			
General Fund	12,632,000	12,811,000	179,000
System Support and Information Services			
General Fund	103,118,000	109,943,000	6,825,000
Special Revenue Funds - Federal	110,000,000	130,000,000	20,000,000
Special Revenue Funds - Other	6,800,000	6,800,000	0
Temporary and Disability Assistance Programs			
General Fund	4,564,400	4,569,000	4,600
Special Revenue Funds - Federal	6,000,000	6,000,000	0
Special Revenue Funds - Other	2,500,000	2,500,000	0
Transitional Supports and Policy, Division of			
General Fund	2,600,100	1,751,000	(849,100)
Special Revenue Funds - Federal	<u>2,770,000</u>	<u>2,270,000</u>	<u>(500,000)</u>
Total	<u>517,225,000</u>	<u>531,683,000</u>	<u>14,458,000</u>

# TEMPORARY AND DISABILITY ASSISTANCE

**STATE OPERATIONS - GENERAL AND OFFSET FUNDS  
SUMMARY OF PERSONAL SERVICE APPROPRIATIONS AND CHANGES  
2001-02 RECOMMENDED  
(dollars)**

<b>Program</b>	<b>Total Personal Service</b>		<b>Personal Service Regular (Annual Salaried)</b>	
	<b>Amount</b>	<b>Change</b>	<b>Amount</b>	<b>Change</b>
Administration	10,110,000	(130,000)	9,996,000	(130,000)
Executive Direction	1,468,000	(39,500)	1,383,500	(39,500)
Legal Affairs	9,882,000	209,000	9,592,000	209,000
System Support and Information Services	6,408,000	(2,261,000)	6,067,400	(2,291,600)
Temporary and Disability Assistance Programs	3,574,000	54,600	3,114,000	54,600
Transitional Supports and Policy, Division of	1,449,000	(755,100)	1,434,000	(755,100)
Total	<u>32,891,000</u>	<u>(2,922,000)</u>	<u>31,586,900</u>	<u>(2,952,600)</u>

  

<b>Program</b>	<b>Temporary Service (Nonannual Salaried)</b>		<b>Holiday/Overtime Pay (Annual Salaried)</b>	
	<b>Amount</b>	<b>Change</b>	<b>Amount</b>	<b>Change</b>
Administration	83,600	0	30,400	0
Executive Direction	83,000	0	1,500	0
Legal Affairs	0	0	290,000	0
System Support and Information Services	0	0	340,600	30,600
Temporary and Disability Assistance Programs	440,000	0	20,000	0
Transitional Supports and Policy, Division of	0	0	15,000	0
Total	<u>606,600</u>	<u>0</u>	<u>697,500</u>	<u>30,600</u>

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**STATE OPERATIONS - GENERAL AND OFFSET FUNDS  
SUMMARY OF NONPERSONAL SERVICE AND MAINTENANCE UNDISTRIBUTED  
APPROPRIATIONS AND CHANGES  
2001-02 RECOMMENDED  
(dollars)**

<b>Program</b>	<b>Total Nonpersonal Service</b>		<b>Supplies and Materials</b>	
	<b>Amount</b>	<b>Change</b>	<b>Amount</b>	<b>Change</b>
Administration	10,291,000	119,000	150,300	0
Executive Direction	334,000	(10,000)	22,200	0
Legal Affairs	2,929,000	(30,000)	137,500	0
System Support and Information Services	103,535,000	9,086,000	414,100	0
Temporary and Disability Assistance Programs	995,000	(50,000)	18,000	0
Transitional Supports and Policy, Division of	302,000	(94,000)	17,400	0
Total	<u>118,386,000</u>	<u>9,021,000</u>	<u>759,500</u>	<u>0</u>

<b>Program</b>	<b>Travel</b>		<b>Contractual Services</b>	
	<b>Amount</b>	<b>Change</b>	<b>Amount</b>	<b>Change</b>
Administration	183,300	0	5,580,900	50,000
Executive Direction	51,100	(10,000)	235,000	0
Legal Affairs	86,100	(30,000)	2,639,400	0
System Support and Information Services	154,100	0	10,354,400	5,557,000
Temporary and Disability Assistance Programs	104,000	(50,000)	822,000	0
Transitional Supports and Policy, Division of	81,500	0	158,800	(94,000)
Total	<u>660,100</u>	<u>(90,000)</u>	<u>19,790,500</u>	<u>5,513,000</u>

<b>Program</b>	<b>Equipment</b>		<b>Maintenance Undistributed</b>	
	<b>Amount</b>	<b>Change</b>	<b>Amount</b>	<b>Change</b>
Administration	1,220,500	0	3,156,000	69,000
Executive Direction	25,700	0	0	0
Legal Affairs	66,000	0	0	0
System Support and Information Services	209,400	0	92,403,000	3,529,000
Temporary and Disability Assistance Programs	51,000	0	0	0
Transitional Supports and Policy, Division of	44,300	0	0	0
Total	<u>1,616,900</u>	<u>0</u>	<u>95,559,000</u>	<u>3,598,000</u>



# TEMPORARY AND DISABILITY ASSISTANCE

**STATE OPERATIONS - OTHER THAN GENERAL FUND AND OFFSET FUNDS  
SUMMARY OF APPROPRIATIONS AND CHANGES  
2001-02 RECOMMENDED  
(dollars)**

<b>Program</b>	<b>Total</b>		<b>Personal Service</b>	
	<b>Amount</b>	<b>Change</b>	<b>Amount</b>	<b>Change</b>
Administration	26,350,000	0	600,000	0
Child Support Enforcement	29,217,000	1,317,000	0	0
Disability Determinations	173,700,000	(12,458,000)	72,400,000	(3,433,000)
System Support and Information Services	136,800,000	20,000,000	0	0
Temporary and Disability Assistance Programs	8,500,000	0	0	0
Transitional Supports and Policy, Division of	2,270,000	(500,000)	0	0
Total	<u>376,837,000</u>	<u>8,359,000</u>	<u>73,000,000</u>	<u>(3,433,000)</u>

<b>Program</b>	<b>Nonpersonal Service</b>		<b>Maintenance Undistributed</b>	
	<b>Amount</b>	<b>Change</b>	<b>Amount</b>	<b>Change</b>
Administration	250,000	0	25,500,000	0
Child Support Enforcement	0	0	29,217,000	1,317,000
Disability Determinations	90,900,000	(8,586,000)	10,400,000	(439,000)
System Support and Information Services	0	0	136,800,000	20,000,000
Temporary and Disability Assistance Programs	0	0	8,500,000	0
Transitional Supports and Policy, Division of	0	0	2,270,000	(500,000)
Total	<u>91,150,000</u>	<u>(8,586,000)</u>	<u>212,687,000</u>	<u>20,378,000</u>

**AID TO LOCALITIES  
ALL FUNDS FINANCIAL REQUIREMENTS BY FUND TYPE  
APPROPRIATIONS  
(dollars)**

<b>Fund Type</b>	<b>Available 2000-01</b>	<b>Recommended 2001-02</b>	<b>Change</b>
General Fund	1,700,858,500	1,433,892,000	(266,966,500)
Special Revenue Funds - Federal	2,400,700,000	2,454,500,000	53,800,000
Special Revenue Funds - Other	86,400,000	409,400,000	323,000,000
Fiduciary Funds	<u>10,000,000</u>	<u>10,000,000</u>	<u>0</u>
Total	<u>4,197,958,500</u>	<u>4,307,792,000</u>	<u>109,833,500</u>

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## AID TO LOCALITIES ALL FUNDS FINANCIAL REQUIREMENTS BY PROGRAM APPROPRIATIONS (dollars)

<u>Program</u>	<u>Available 2000-01</u>	<u>Recommended 2001-02</u>	<u>Change</u>
Administration			
Special Revenue Funds - Other	65,000,000	65,000,000	0
Child Support Enforcement			
General Fund	27,010,000	30,100,000	3,090,000
Special Revenue Funds - Federal	84,000,000	84,000,000	0
Special Revenue Funds - Other	300,000	300,000	0
Employment Services			
General Fund	49,278,000	50,250,000	972,000
Food Assistance Program			
General Fund	4,100,000	4,100,000	0
Special Revenue Funds - Other	4,100,000	4,100,000	0
Food Stamp Administration Program			
General Fund	113,911,000	123,441,000	9,530,000
Special Revenue Funds - Federal	219,000,000	219,000,000	0
Special Revenue Funds - Other	6,000,000	6,000,000	0
Temporary and Disability Assistance Administration			
General Fund	218,182,000	194,598,000	(23,584,000)
Temporary and Disability Assistance Programs			
General Fund	1,167,800,000	905,653,000	(262,147,000)
Special Revenue Funds - Federal	2,036,200,000	2,098,000,000	61,800,000
Special Revenue Funds - Other	1,000,000	324,000,000	323,000,000
Fiduciary Funds	10,000,000	10,000,000	0
Transitional Supports and Policy, Division of			
General Fund	120,575,000	125,750,000	5,175,000
Special Revenue Funds - Federal	61,500,000	53,500,000	(8,000,000)
Special Revenue Funds - Other	10,000,000	10,000,000	0
Community Projects			
General Fund	2,500	0	(2,500)
Total	<u>4,197,958,500</u>	<u>4,307,792,000</u>	<u>109,833,500</u>

## CAPITAL PROJECTS ALL FUNDS FINANCIAL REQUIREMENTS BY PROGRAM APPROPRIATIONS (dollars)

<u>Comprehensive Construction Program</u>	<u>Available 2000-01</u>	<u>Recommended 2001-02</u>	<u>Change</u>	<u>Reappropriations 2001-02</u>
Information Management Technology Program				
Capital Projects Fund	0	0	0	361,000
Supported Housing Program				
Capital Projects Fund	0	0	0	12,250,000
Total	<u>0</u>	<u>0</u>	<u>0</u>	<u>12,611,000</u>