

# Changes to New York City Employee Staffing Levels



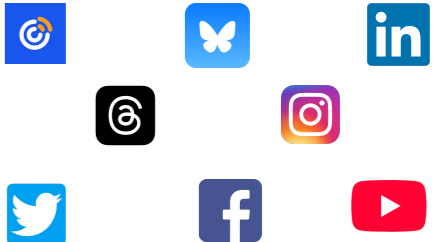
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# Introduction

More than half of New York City's annual budget is spent on staffing. The planned City employee staffing level at each agency is referred to as agency headcount. Many City agencies and their clients cite staffing as a major challenge to providing services, as IBO [testified in November 2023](#).

This report contains historical and recent City staffing trends and analyzes full-time staff levels at agencies with large changes in recent years. IBO also provides more detail on select agency headcount changes in their five most common civil service titles.

The job titles included in this report are civil service titles. IBO does not have access to detailed information about job responsibilities within each title.

This report focuses on fiscal years 2020 through 2025 to capture trends before, during, and after the peak of the COVID-19 pandemic.

# Historical Full-Time City Headcount



**271,000**

In July 2007, the City had just under 271,000 full-time employees.



**301,000**

City headcount peaked in July 2020, with more than 301,000 employees.

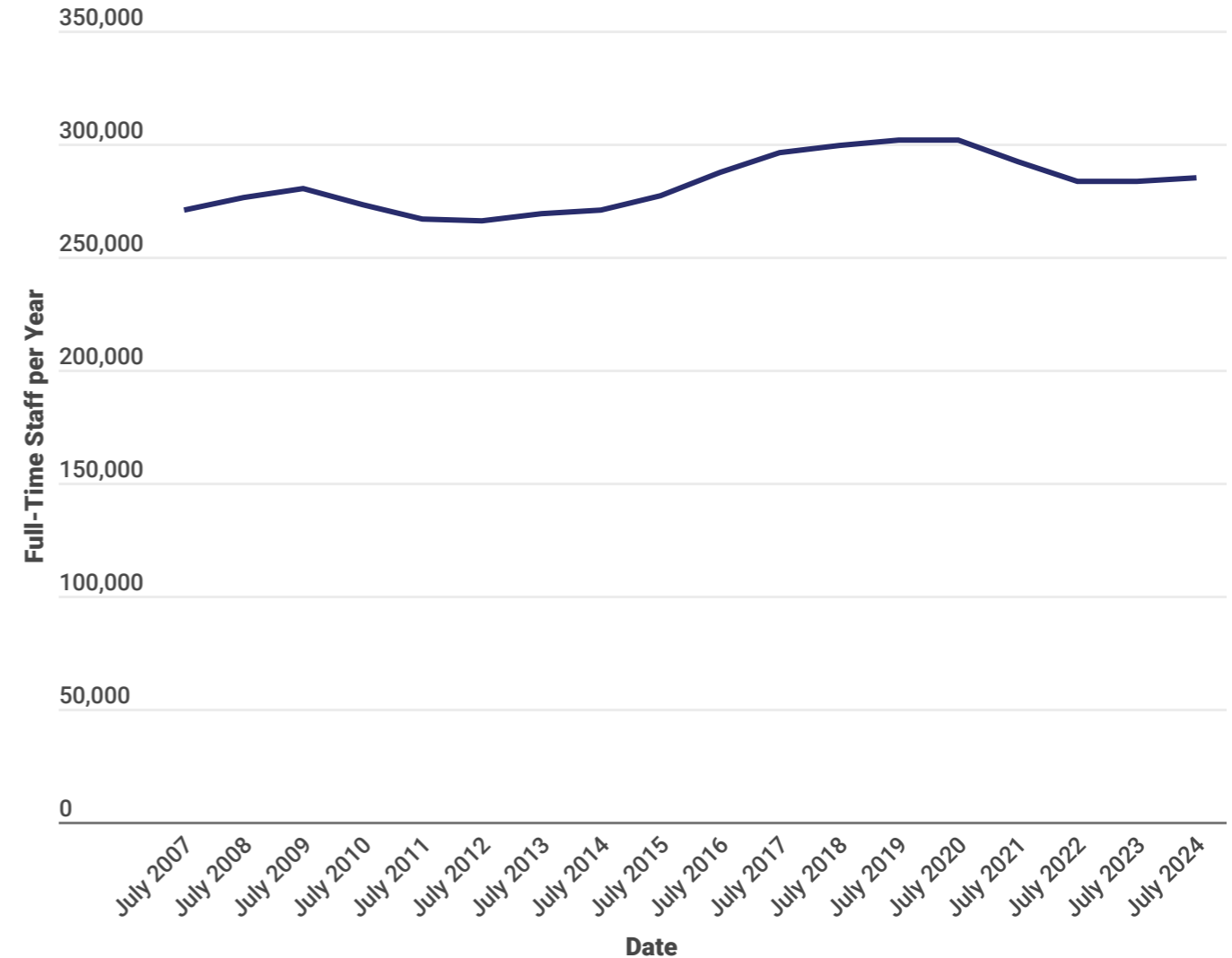


**285,000**

After losing employees from 2021 through 2024, the City currently has 285,000 employees, similar to July 2016.

These numbers do not include part-time employees.

## Current City Headcount is Similar to 2016 Levels



SOURCE: IBO analysis of City Human Resource Management System data  
 NOTE: Headcount is as of July 1 of each year.

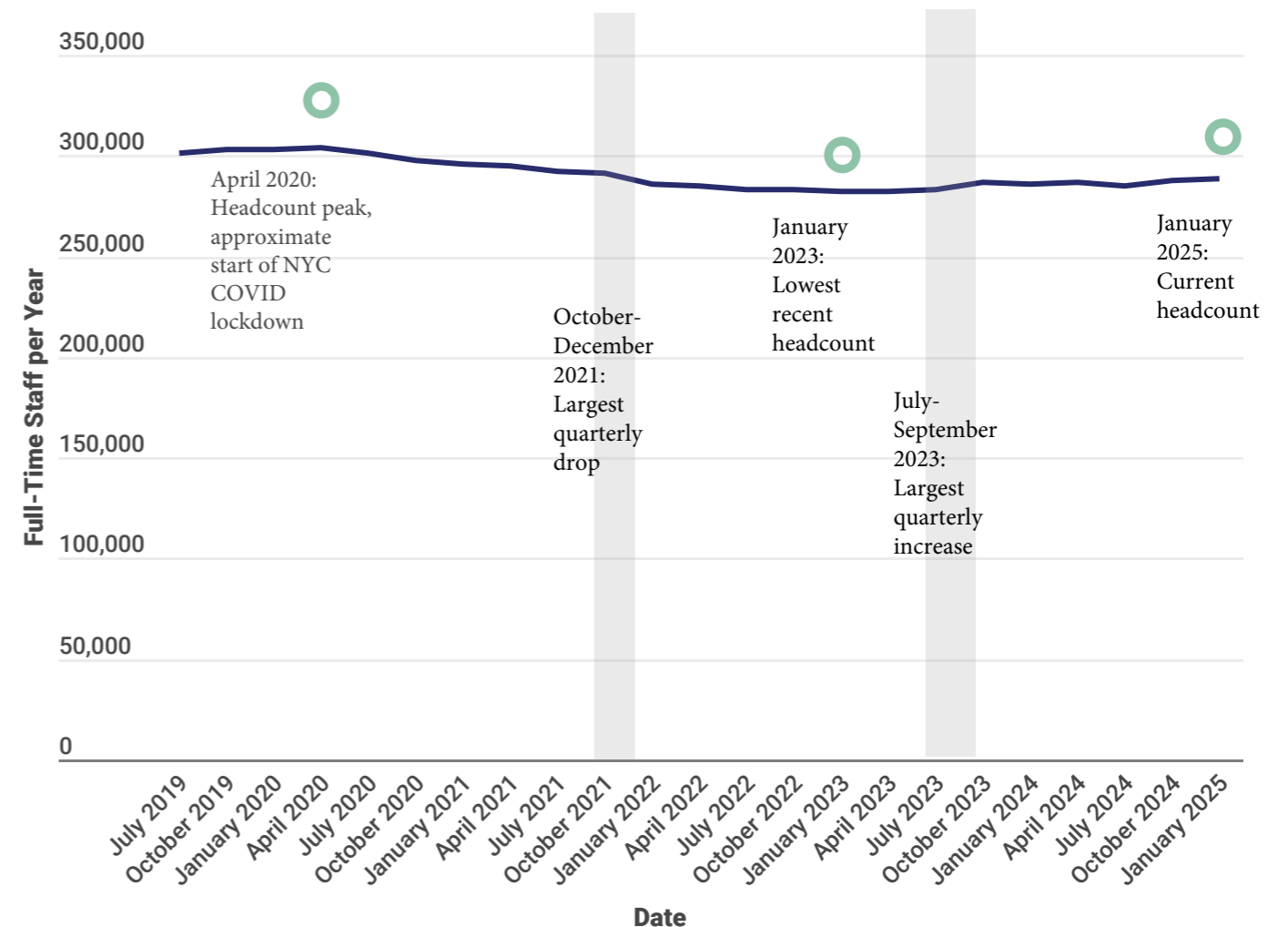
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# Recent Citywide Trends

Looking at quarterly headcount data since July 2019:

- City staffing fell by about 21,000, to 288,000 employees.
- The City had the fewest full-time employees in January 2023. Since then, headcount has increased by about 5,800.
- The largest quarterly drop was from October 2021 through December 2021 (-1.9%, about 5,600 employees).
  - Factors that may have contributed to this decline include the [vaccine mandate](#) for City employees, the [return-to-office mandate](#), and the anticipated change in mayoral administration.
- The largest quarterly increase was July through September 2023 (+1.2%, or 3,200 employees).
- Historically, the size of the City's workforce has fluctuated. This project does not evaluate ideal staffing levels.

## Headcount Has Increased Somewhat From Recent Low



SOURCE: IBO analysis of City Human Resource Management System data

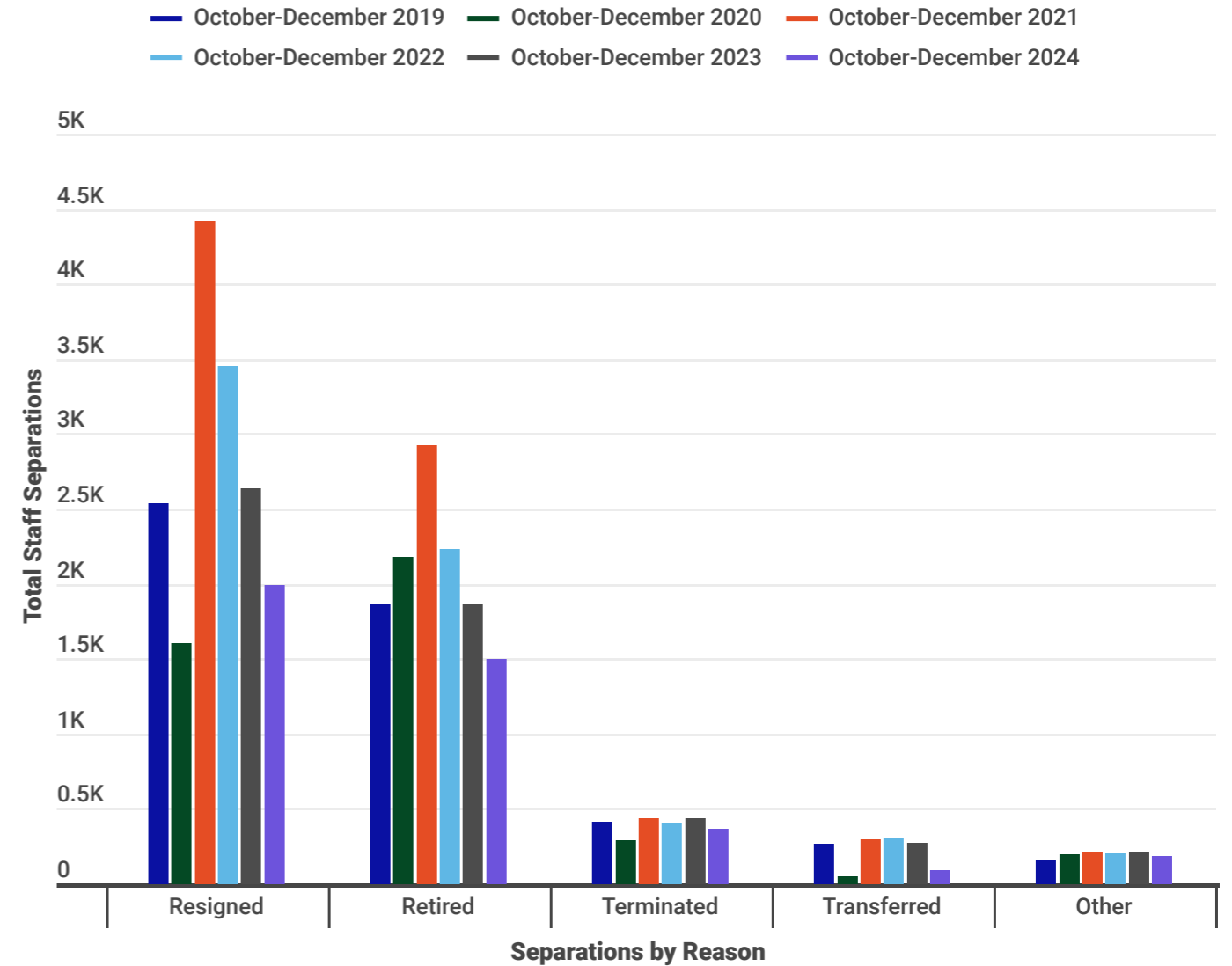
NOTE: Headcount is as of July 1 of each year.

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# Resignations, Retirements, and Other Separations

This chart compares citywide separations from October through December 2021—the quarter with the most separations since July 2019—with separations during the same quarter in other years.

- Quarterly resignations nearly tripled in 2021 compared with 2020.
- During the same period, retirements increased 34% and terminations increased 50%.
- Transfers increased by 515% from the previous year's quarter, when transfers were at their lowest.
- By October 2024, separations had returned to 2020 levels.



SOURCE: IBO analysis of City Human Resource Management System data

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# Mayoral Agencies with the Largest Changes in Headcount

## Largest Nominal Increase

Agency	Starting Headcount (July 2019)	Number Change	Percent Change	Ending Headcount January 2025
Department of Education	130,572	1,714	1%	132,286
Department of Parks and Recreation	4,406	441	10%	4,847
Department of Youth and Community Development	498	45	9%	543
Housing Preservation and Development	2,365	35	1%	2,400
Office of Emergency Management	185	28	15%	213

## Largest Nominal Decrease

Agency	Starting Headcount (July 2019)	Number Change	Percent Change	Ending Headcount (January 2025)
Police Department	52,163	(5,566)	-11%	46,597
Department of Correction	11,926	(4,502)	-38%	7,424
Department of Social Services/Human Resources Administration	12,661	(1,637)	-13%	11,024
Administration for Children's Services	7,131	(679)	-10%	6,452
Department of Homeless Services	2,318	(537)	-23%	1,781

## Largest Percent Increase

Agency	Starting Headcount (July 2019)	Number Change	Percent Change	Ending Headcount January 2025
Office of Emergency Management	185	28	15%	213
Department of Parks and Recreation	4,406	441	10%	4,847
Department of Youth and Community Development	498	45	9%	543
Department of Cultural Affairs	64	4	6%	68
Department for the Aging	312	12	4%	324

## Largest Percent Decrease

Agency	Starting Headcount (July 2019)	Number Change	Percent Change	Ending Headcount (January 2025)
Department of Correction	11,926	(4,502)	-38%	7,424
Taxi and Limousine Commission	615	(188)	-31%	427
Department of Probation	1,160	(283)	-24%	877
Department of Homeless Services	2,318	(537)	-23%	1,781
Law Department	1,718	(333)	-19%	1,385

# Administration for Children’s Services

[The Administration for Children's Services](#) (ACS) oversees child welfare, juvenile justice, and early care and education services.

**2025 Total Agency Budget:** \$3.4 billion

**2025 Personnel Budget:** \$575.7 million

**Current Full-Time Staff:** 6,452

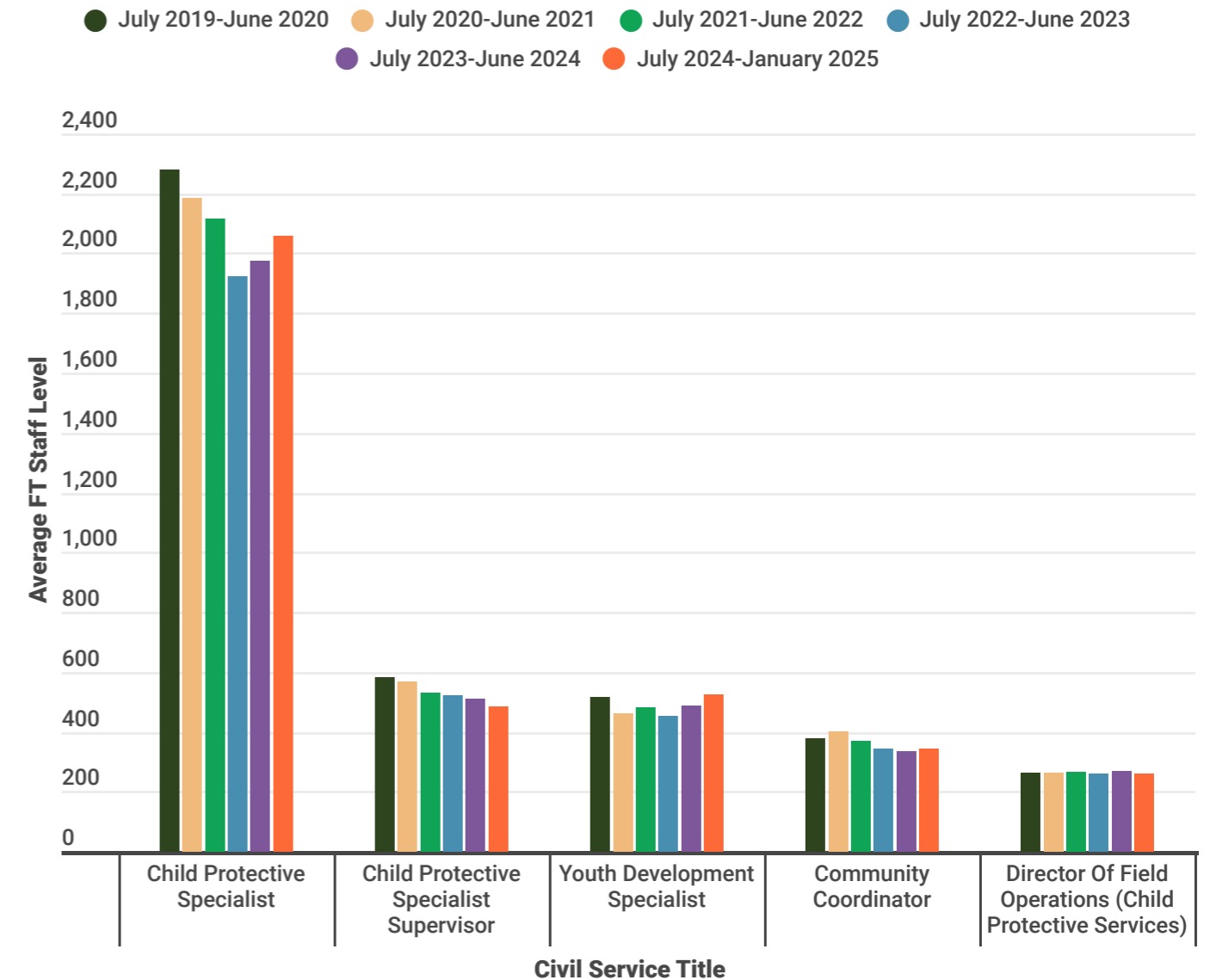
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 57% of ACS’s total headcount.

- **Child Protective Specialist:** Down 16% (-358) through June 2023, then up 7% (+135) through January 2025
- **Child Protective Specialist Supervisor:** Down 17% (-98)
- **Youth Development Specialist:** Up 2% (+74), including a 12% decrease (-64) from July 2020 through June 2023
- **Community Coordinator:** Down 9% (-34)
- **Director of Field Operations:** Up 2% (+5) through June 2024, then down 4% (-10)

See the [Mayor’s Management Report](#) for agency performance indicators.

## ACS Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Department of Buildings

The [Department of Buildings](#) (DOB) reviews and approves building plans, permitting and licensing functions, and inspections.

**2025 Total Agency Budget:** \$206.3 million

**2025 Personnel Budget:** \$162.7 million

**Current Full-Time Staff:** 1,504

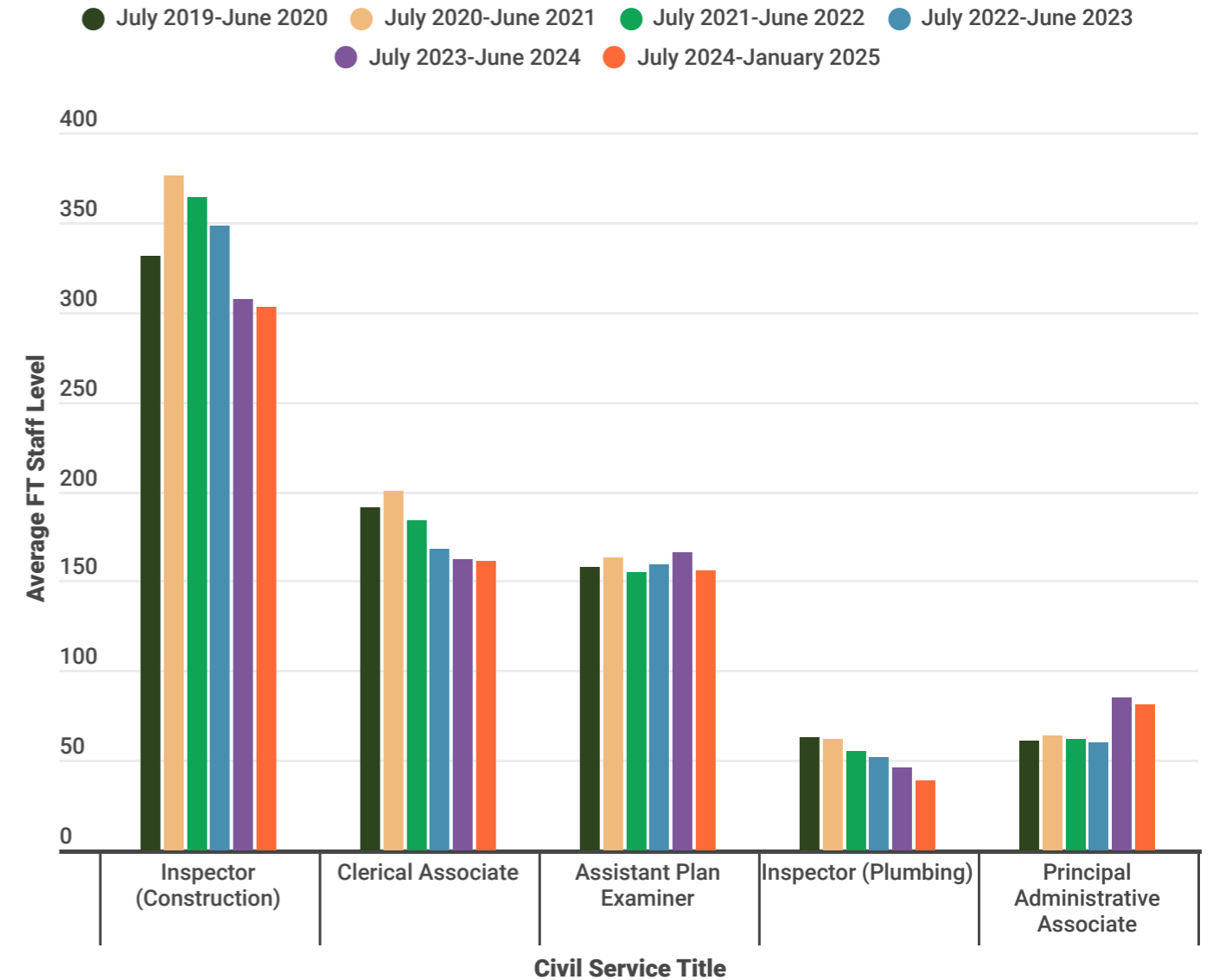
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 48% of DOB's total headcount.

- **Inspector (Construction):** Up 14% (+46) through June 2021, then down 8% (-27) through January 2025
- **Clerical Associate:** Up 5% (+10) through June 2021, then down 15% (-30) through January 2025
- **Assistant Plan Examiner:** Steady (average of 159)
- **Inspector (Plumbing):** Down 38% (-24)
- **Principal Administrative Associate:** Steady through June 2023 (average of 62), then up 34% (+20)

See the [Mayor's Management Report](#) for agency performance indicators.

## DOB Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Department of Correction

The [Department of Correction](#) (DOC) provides for the care and custody of people ordered to be held by the courts and awaiting trial or people with short jail sentences.

**2025 Total Agency Budget:** \$1.2 billion

**2025 Personnel Budget:** \$971.0 million

**Current Full-Time Staff:** 7,424

**Current Full-Time Uniformed Staff:** 5,904

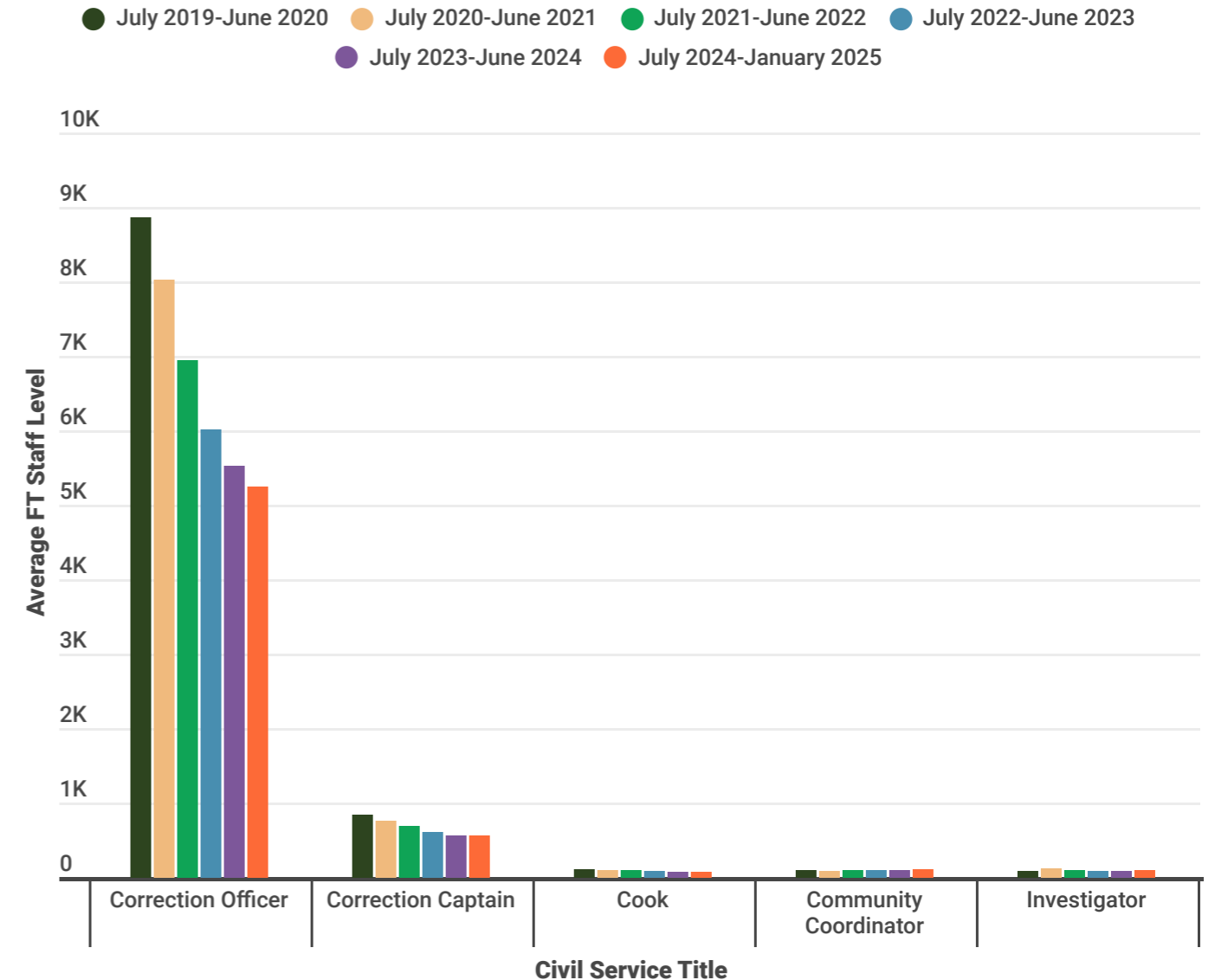
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 82% of DOC's total headcount.

- **Correction Officer:** Down 41% (-3,610)
- **Correction Captain:** Down 33% (-282)
- **Cook:** Down 35% (-39)
- **Community Coordinator:** Up 20% (+19)
- **Investigator:** Up 22% (+18)

See the [Mayor's Management Report](#) for agency performance indicators.

## DOC Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Department of Finance

The [Department of Finance](#) (DOF) administers the City's tax and revenue laws.

**2025 Total Agency Budget:** \$361.1 million

**2025 Personnel Budget:** \$178.6 million

**Current Full-Time Staff:** 1,628

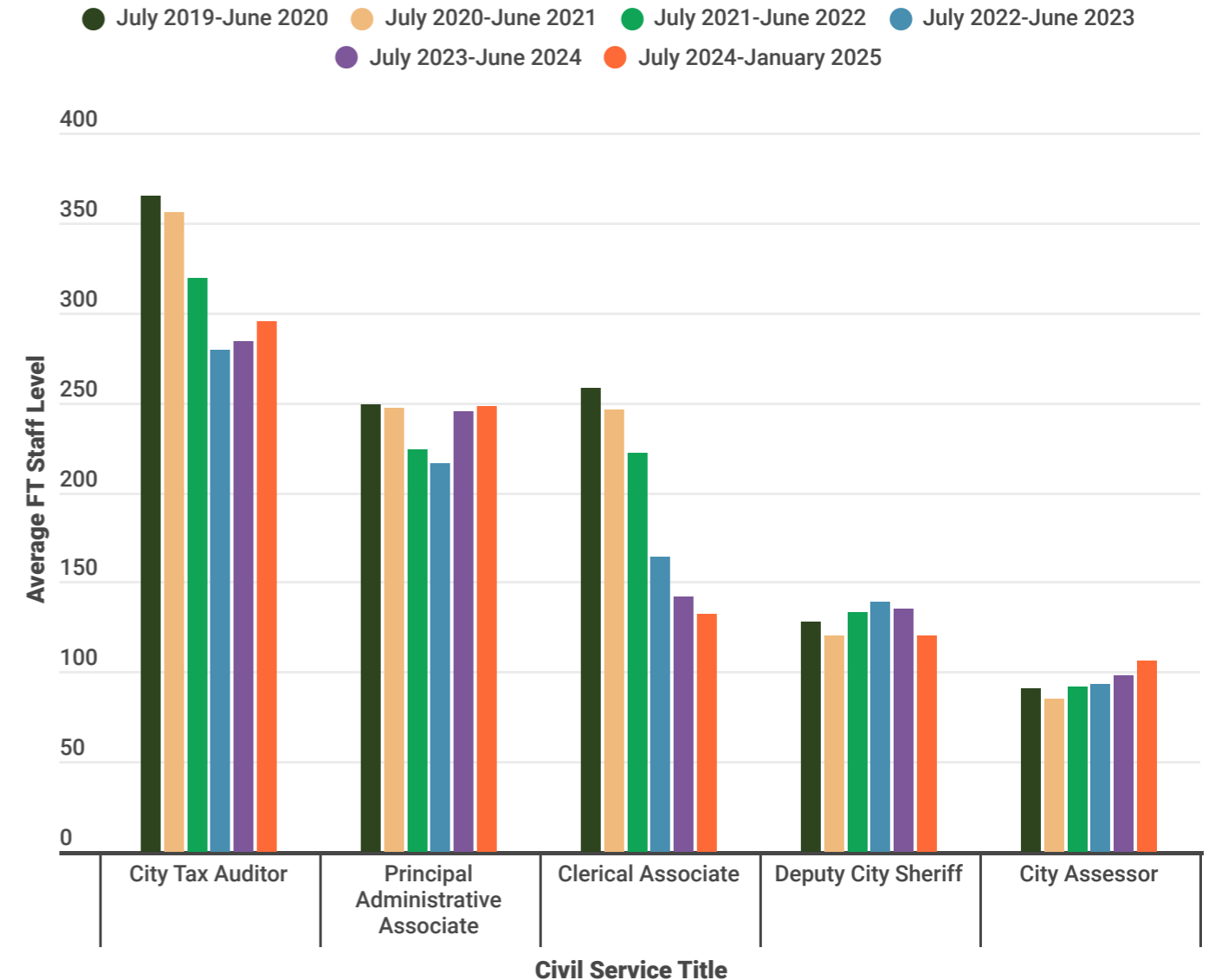
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 54% of DOF's total headcount.

- **City Tax Auditor:** Down 23% (-86) through June 2023, then up 6% (+16) through January 2025
- **Principal Administrative Associate:** Down 13% (-33) through June 2023, then up 15% (+32) through January 2025
- **Clerical Associate:** Down 49% (-126)
- **Deputy City Sheriff:** Up 8% (+11) through June 2023, then down 13% (-19) through January 2025
- **City Assessor:** Up 16% (+15)

See the [Mayor's Management Report](#) for agency performance indicators.

## DOF Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Department of Homeless Services

The [Department of Homeless Services](#) (DHS) oversees services to address street homelessness, provide safe temporary shelter, and connect New Yorkers experiencing homelessness to housing.

**2025 Total Agency Budget:** \$4.0 billion

**2025 Personnel Budget:** \$177.4 million

**Current Full-Time Staff:** 1,781

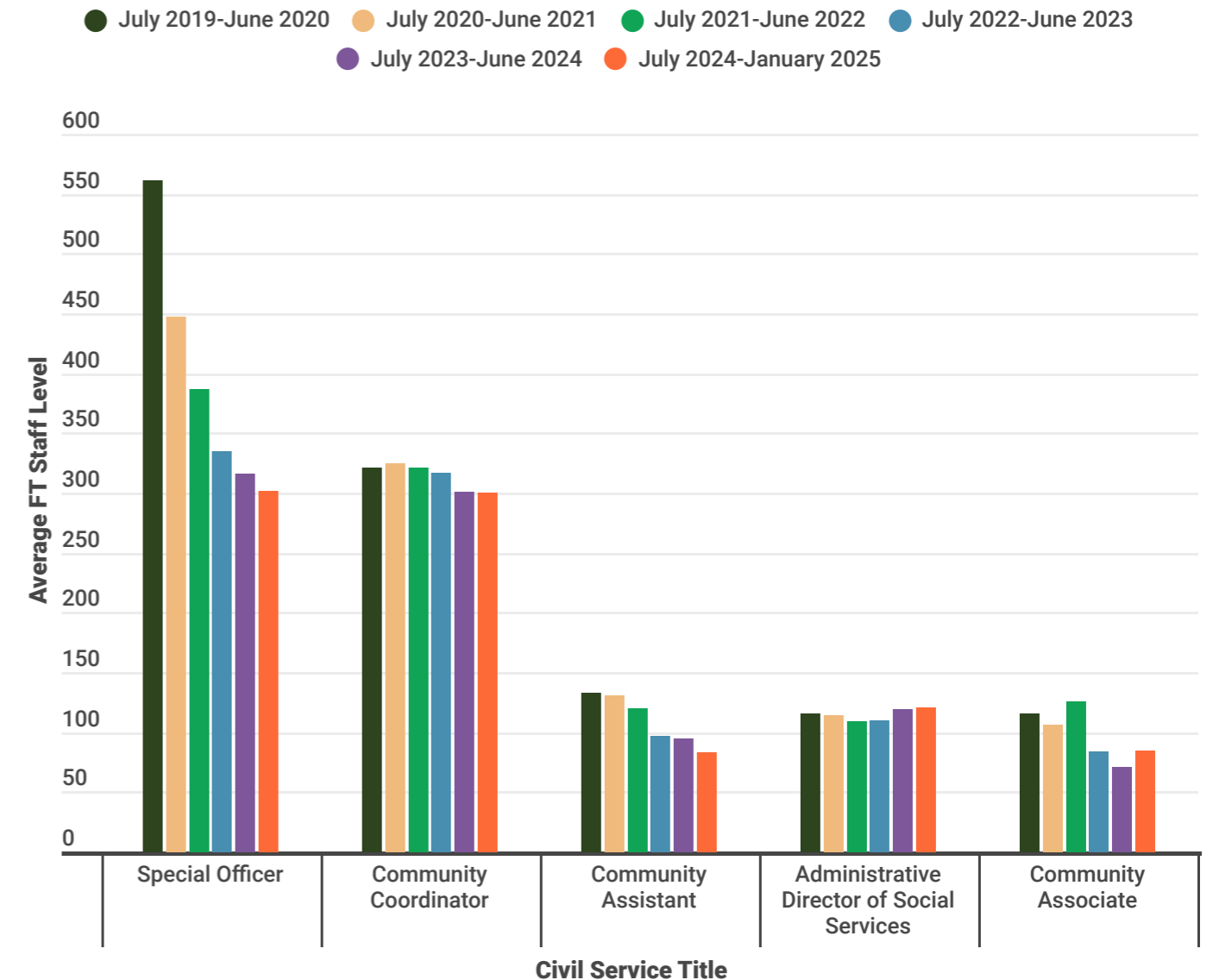
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 50% of DHS’s total headcount.

- **Special Officer:** Down 46% (-258)
- **Community Coordinator:** Down 7% (-21)
- **Community Assistant:** Down 38% (-50)
- **Administrative Director of Social Services:** Steady through June 2023 (average of 112), then up 10% (+11) since July 2023
- **Community Associate:** Steady through June 2022 (average of 116), then down 31% (average of 80) through January 2025

See the [Mayor’s Management Report](#) for agency performance indicators.

## DHS Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Department of Probation

The [Department of Probation](#) (DOP) supervises people involved in the criminal and juvenile justice systems.

**2025 Total Agency Budget:** \$127.3 million

**2025 Personnel Budget:** \$81.9 million

**Current Full-Time Staff:** 877

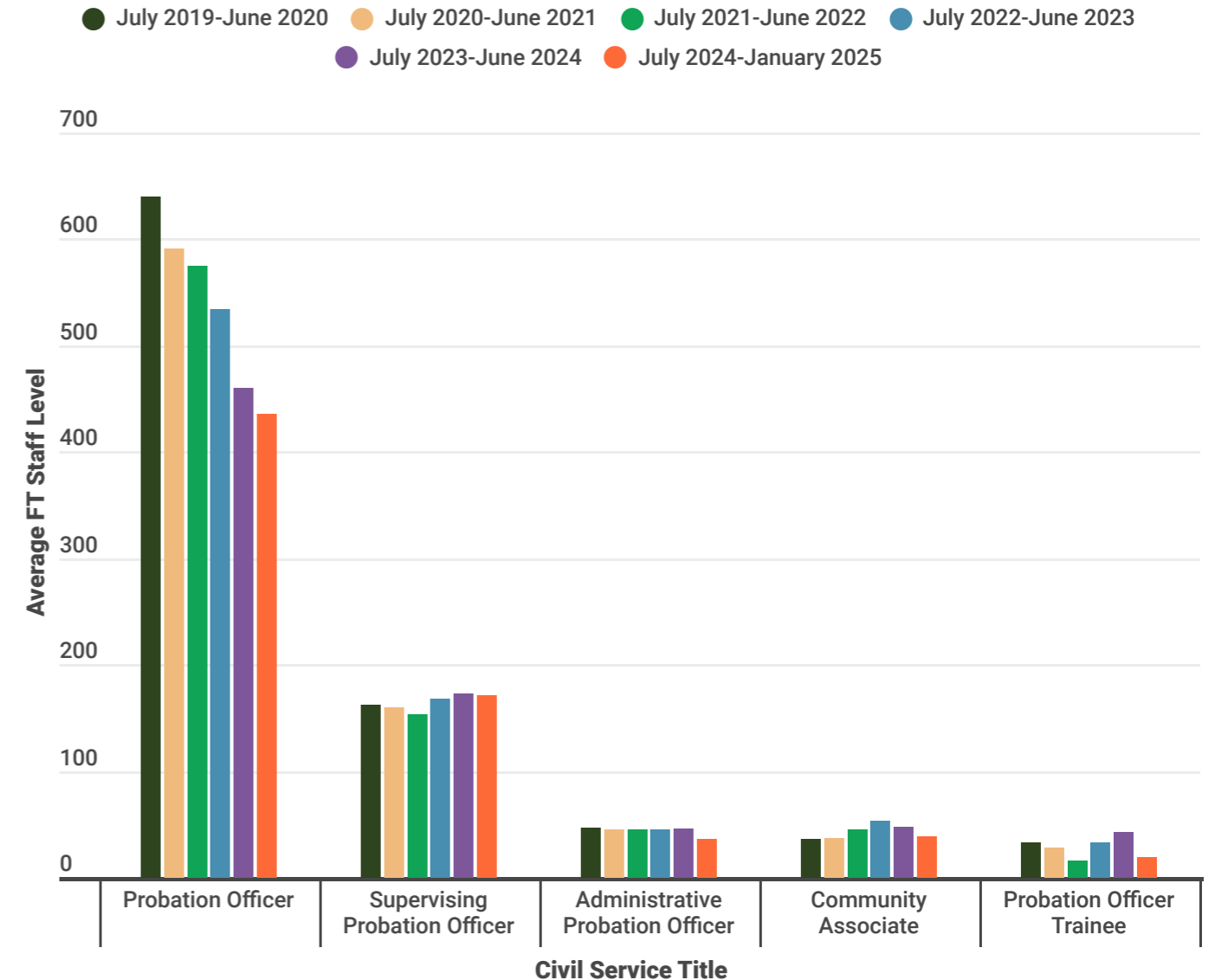
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 79% of DOP’s total headcount.

- **Probation Officer:** Down 32% (-204)
- **Supervising Probation Officer:** Up 6% (+9)
- **Administrative Probation Officer:** Down 22% (-10)
- **Community Associate:** Up 7% (+2), including a 14% decrease (-14) from July 2022 through January 2025
- **Probation Officer Trainee:** Down 51% (-17) through June 2022, then up 170% (+27) through June 2024, then down 57% (-25) through January 2025

See the [Mayor’s Management Report](#) for agency performance indicators.

## DOP Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Human Resource Administration

The [Human Resource Administration](#) (HRA) provides essential benefits to vulnerable New Yorkers.

**2025 Total Agency Budget:** \$13.3 billion

**2025 Personnel Budget:** \$946.9 million

**Current Full-Time Staff:** 11,024

## Change in Top Five Civil Service Titles Since July 2019

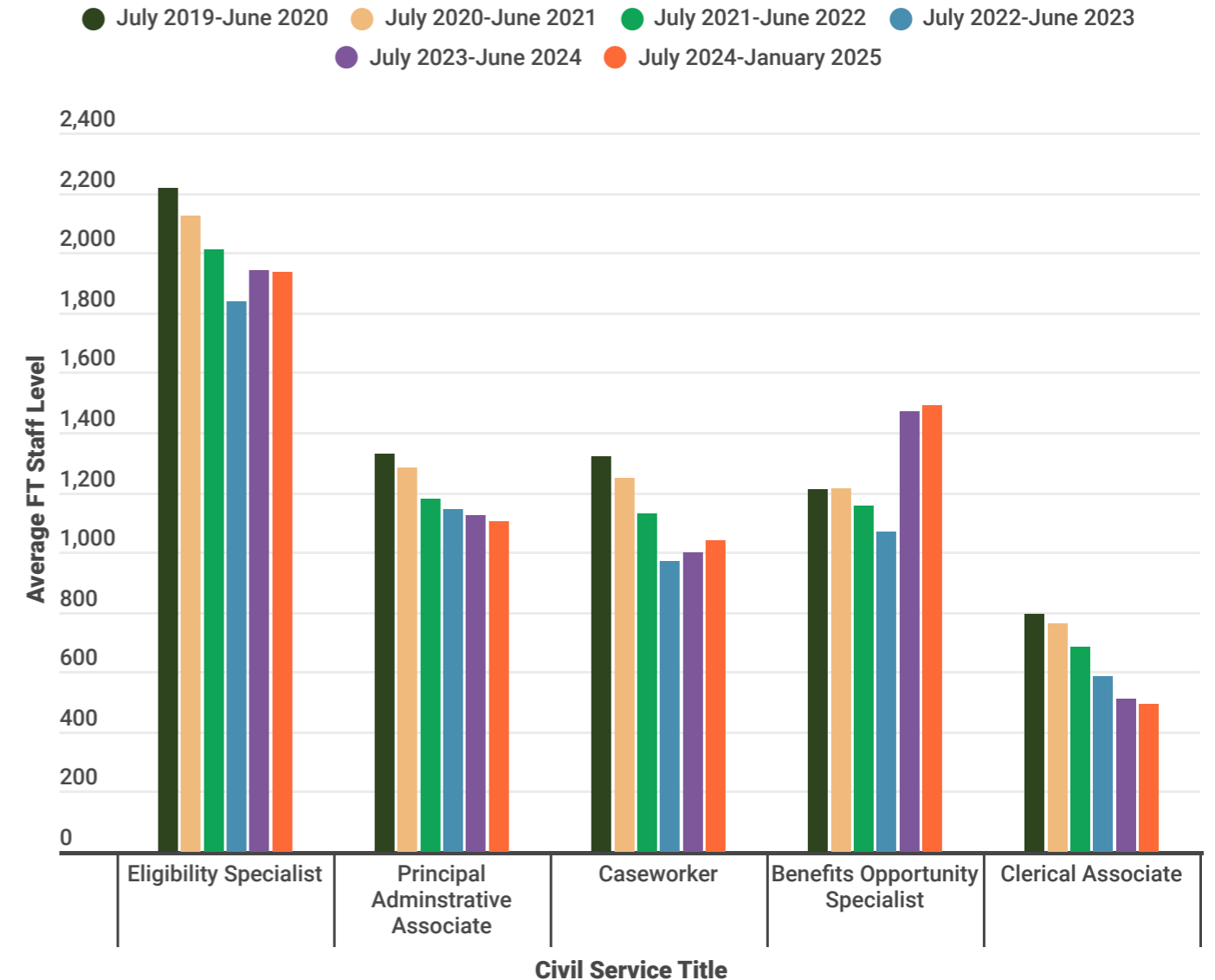
These titles make up 42% of HRA’s total headcount.

- **Eligibility Specialist:** Down 17% (-378) through June 2023, then up 5% (+98) through January 2025
- **Principal Administrative Associate:** Down 17% (-226)
- **Caseworker:** Down 27% (-352) through June 2023, then up 7% (+72) through January 2025
- **Benefits Opportunity Specialist:** Down 12% (-142) through June 2023, then up 40% (+422) through January 2025
- **Clerical Associate:** Down 28% (-299)

For more on HRA staffing, see IBO’s [October 2024 report](#).

See the [Mayor’s Management Report](#) for agency performance indicators.

## HRA Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Law Department

The [Law Department](#) (Law) represents the City, the Mayor, other elected officials, and all City agencies.

**2025 Total Agency Budget:** \$310.7 million

**2025 Personnel Budget:** \$167.8 million

**Current Full-Time Staff:** 1,385

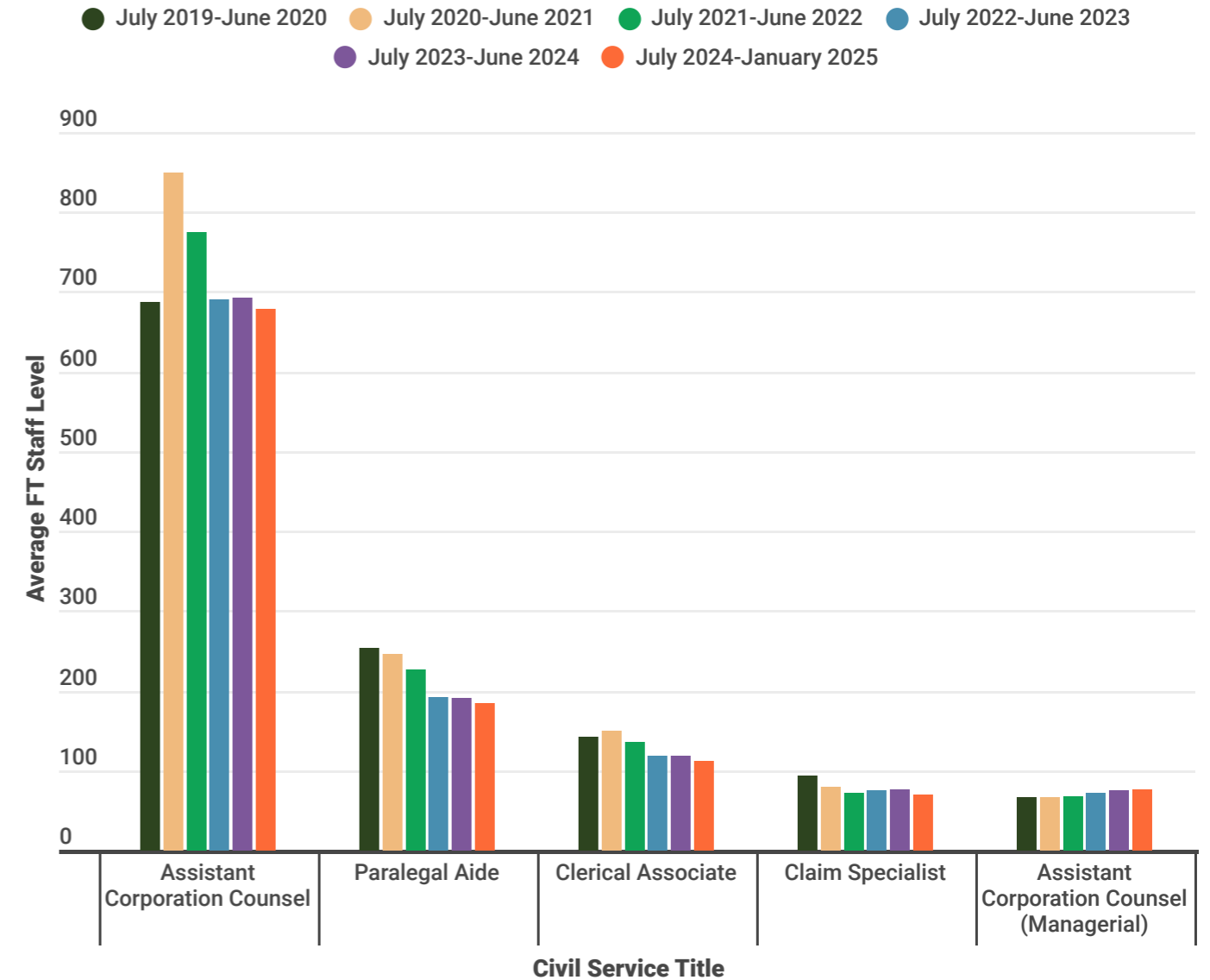
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 80% of Law’s total headcount.

- **Assistant Corporation Counsel:** Up 24% (+162) from July 2019 through June 2021, then down 20% (-170) through January 2025
- **Paralegal Aide:** Down 28% (-70)
- **Clerical Associate:** Down 21% (-31)
- **Assistant Corporation Counsel (Managerial):** Up 15% (+10)
- **Claim Specialist:** Down 25% (-23)

See the [Mayor’s Management Report](#) for agency performance indicators.

## Law Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Police Department

The [Police Department](#) (NYPD) performs a variety of public safety, law enforcement, traffic management, counterterror, and emergency response roles.

**2025 Total Agency Budget:** \$6.4 billion

**2025 Personnel Budget:** \$5.7 billion

**Current Full-Time Staff:** 46,597

**Current Full-Time Uniformed Staff:** 33,689

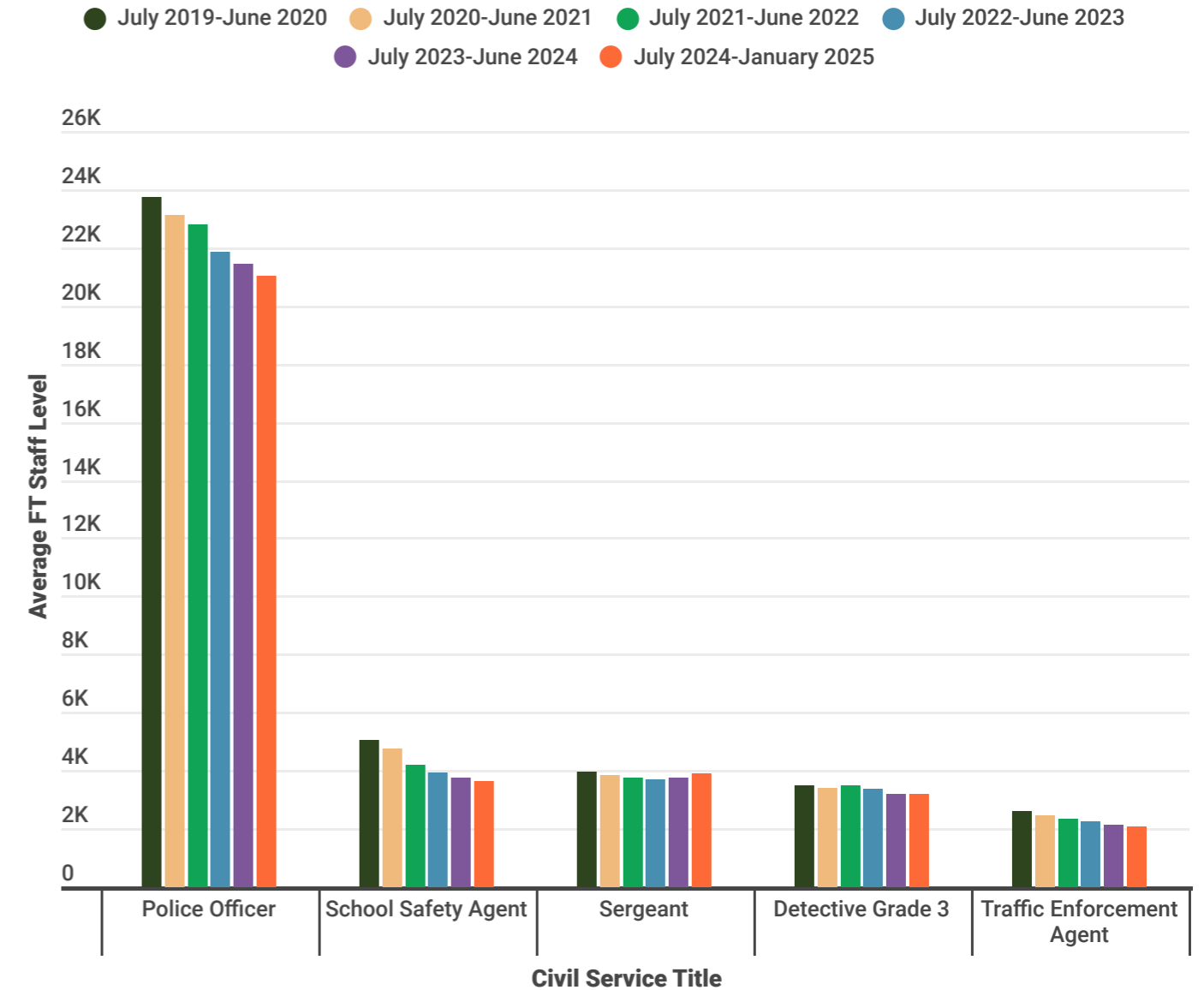
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 73% of NYPD's total headcount.

- **Police Officer:** Down 11% (-2,694)
- **School Safety Agent:** Down 28% (-1,413)
- **Sergeant:** Down 7% (-288) through June 2023, and up 6% (+216) since July 2023
- **Detective Grade 3:** Down 8% (-292)
- **Traffic Enforcement Agent:** Down 20% (-533)

See the [Mayor's Management Report](#) for agency performance indicators.

## NYPD Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

New York City Independent Budget Office



# Taxi & Limousine Commission

The [Taxi and Limousine Commission](#) (TLC) regulates the City’s taxi cabs, for-hire vehicles, commuter vans, and paratransit vehicles.

**2025 Total Agency Budget:** \$60.3 million

**2025 Personnel Budget:** \$45.5 million

**Current Full-Time Staff:** 427

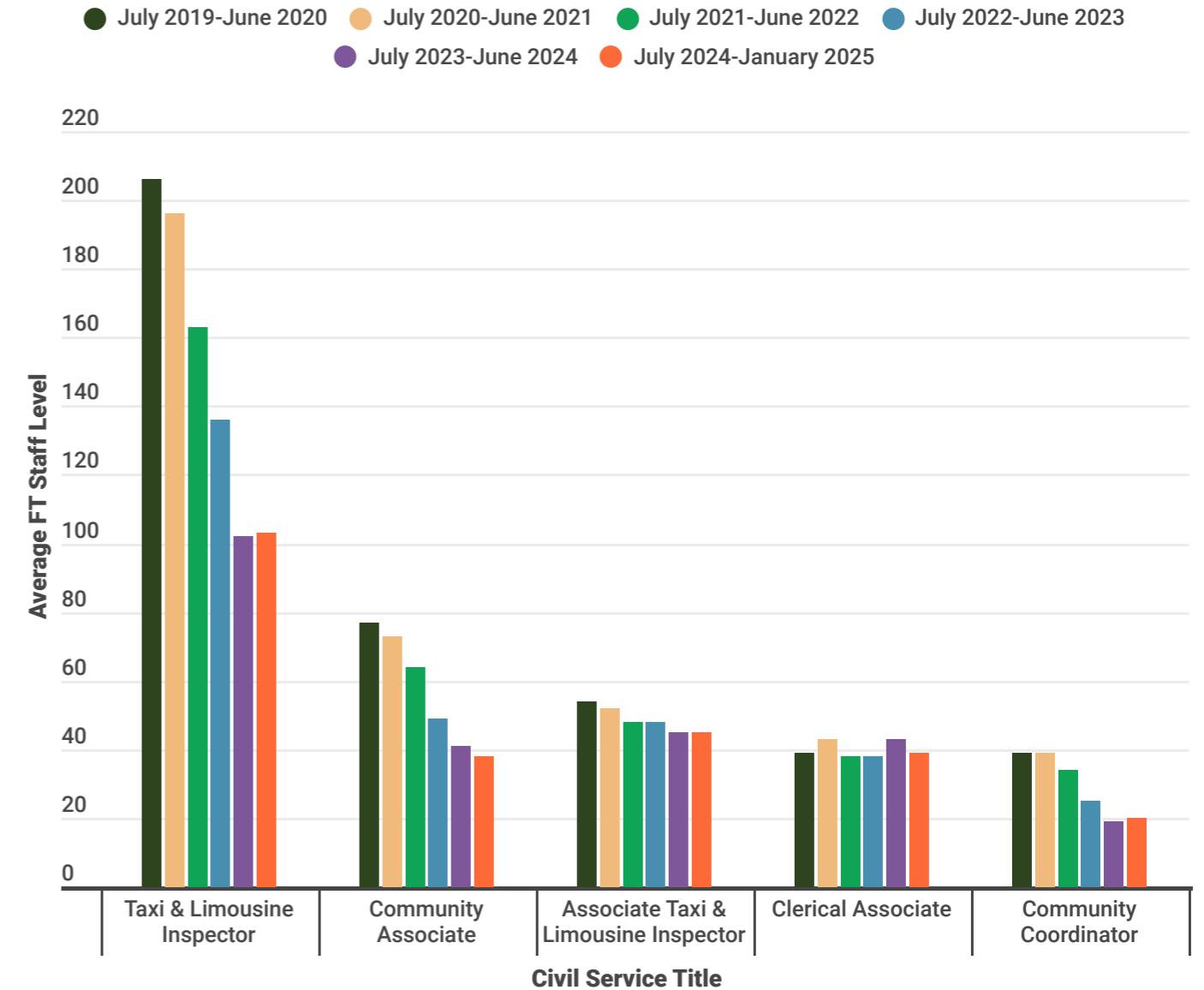
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 56% of TLC’s total headcount.

- **Taxi & Limousine Inspector:** Down 50% (-103)
- **Community Associate:** Down 50% (-38)
- **Associate Taxi & Limousine Inspector:** Down 17% (-9)
- **Clerical Associate:** Steady (average of 40)
- **Community Coordinator:** Down 48% (-19)

See the [Mayor’s Management Report](#) for agency performance indicators.

## TLC Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Department for the Aging

The [Department for the Aging](#) (DFTA) oversees the operation of services for older adults, such as older adult centers, adult protective services, and meal deliveries.

**2025 Total Agency Budget:** \$550.7 million

**2025 Personnel Budget:** \$33.2 million

**Current Full-Time Staff:** 324

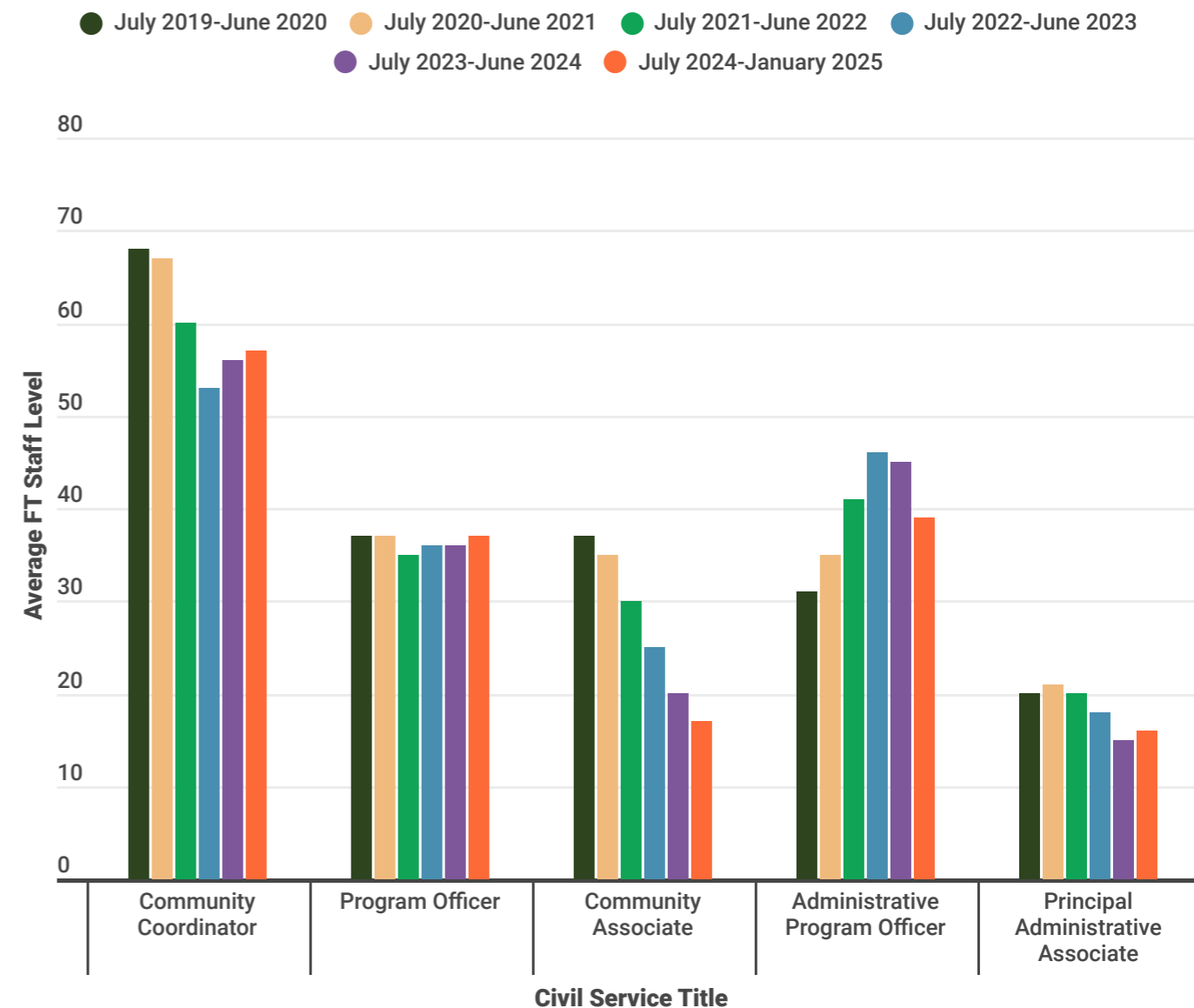
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 52% of DFTA’s total headcount.

- **Community Coordinator:** Down 27% (-15) through June 2023, then up 8% (+4) through January 2025
- **Program Officer:** Steady (average of 18)
- **Community Associate:** Down 55% (-20)
- **Administrative Program Officer:** Up 48% (+15) through June 2023, then down 15% (-7) through January 2025
- **Principal Administrative Associate:** Slight increase through June 2021, down 14% (-3) from June 2021 through June 2023, then up 8% (+1) through January 2025

See the [Mayor’s Management Report](#) for agency performance indicators.

## DFTA Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Department of Cultural Affairs

The [Department of Cultural Affairs](#) (DCLA) funds non-profit cultural organizations and promotes arts programming.

**2025 Total Agency Budget:** \$254.0 million

**2025 Personnel Budget:** \$6.5 million

**Current Full-Time Staff:** 68

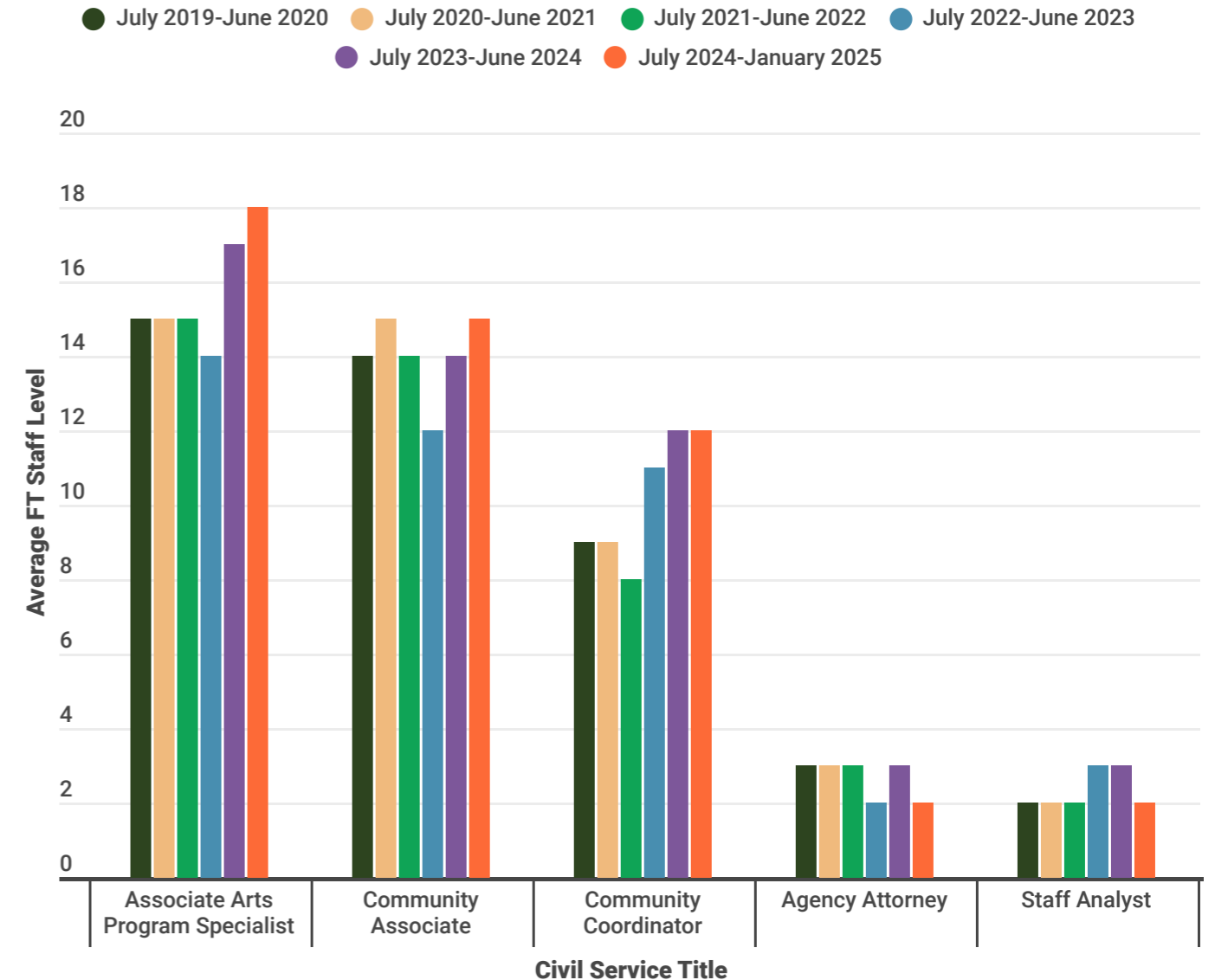
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 72% of DCLA’s total headcount.

- **Associate Arts Program Specialist:** Up 18% (+3)
- **Community Coordinator:** Down 19% (-3) through June 2023, then up 30% (+4) through January 2025
- **Community Associate:** Up 26% (+2)
- **Agency Attorney:** Steady between 2 and 3 employees
- **Staff Analyst:** Steady between 2 and 3 employees

See the [Mayor’s Management Report](#) for agency performance indicators.

## DCLA Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Department of Education

The [Department of Education](#) (DOE) provides education from early childhood through grade 12.

**2025 Total Agency Budget:** \$33.7 billion

**2025 Personnel Budget:** \$19.3 billion\*

**Current Full-Time Staff:** 132,286

**Current Full-Time Pedagogical Staff:** 120,047

\*Includes most fringe costs.

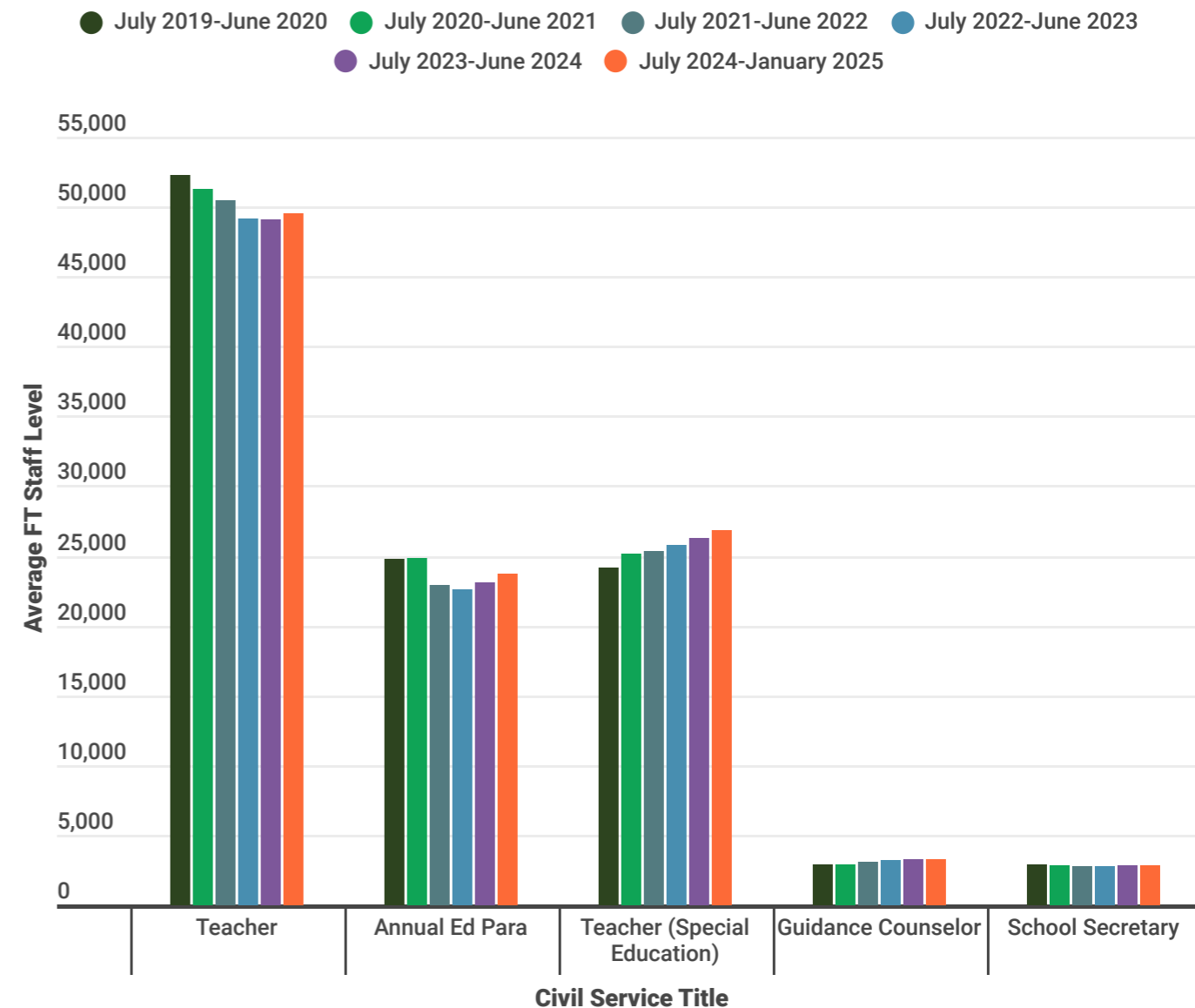
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 81% of DOE’s total headcount.

- **Teacher:** Down 5% (-2,737)
- **Annual Education Paraprofessional:** Down 4% (-1,044)
- **Teacher Special Education:** Up 11% (+2,673)
- **Guidance Counselor:** Up 14% (+394)
- **School Secretary:** Steady (average of 2,820)

See the [Mayor’s Management Report](#) for agency performance indicators.

## DOE Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Department of Parks and Recreation

The [Department of Parks and Recreation](#) (DPR) provides recreational and athletic facilities and programs.

**2025 Total Agency Budget:** \$647.7 million

**2025 Personnel Budget:** \$487.0 million

**Current Full-Time Staff:** 4,847\*

\*This analysis focuses on full-time employees and does not include any part-time DPR employees.

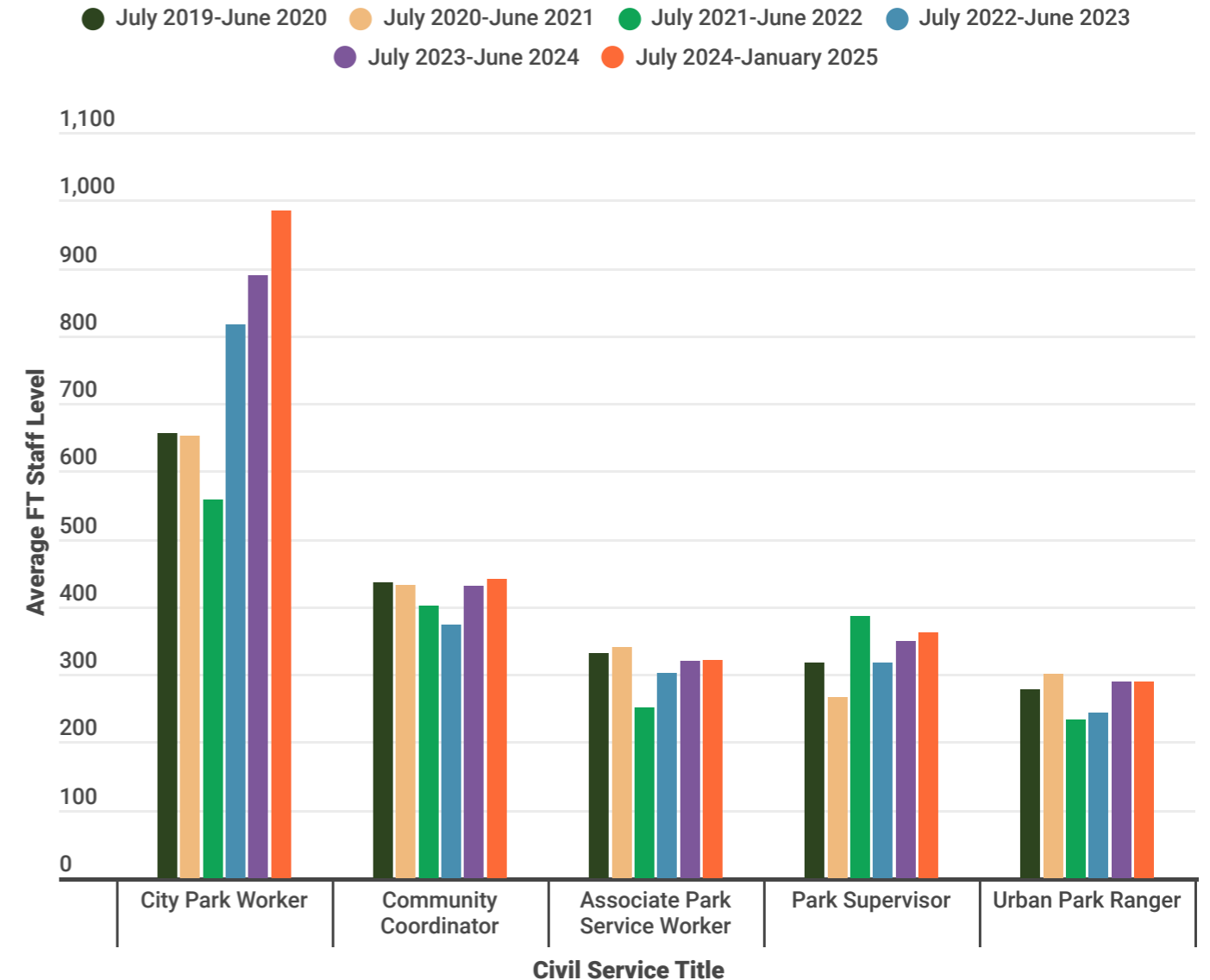
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 51% of DPR's total headcount.

- **City Park Worker:** Up 50% (+328), despite a large drop from July 2020 through June 2022
- **Community Coordinator:** Down 14% (-62) through June 2023, then up 18% (+66)
- **Associate Park Service Worker:** Down 24% (-81) through June 2022, then up 28% (+71)
- **Park Supervisor:** Up 14% (+43)
- **Urban Park Ranger:** Down 16% (-44) through June 2022, then up 24% (+56)

See the [Mayor's Management Report](#) for agency performance indicators.

## DPR Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Department of Transportation

The [Department of Transportation](#) (DOT) maintains the City’s street, bridge, and water-bound networks.

**2025 Total Agency Budget:** \$1.5 billion

**2025 Personnel Budget:** \$661.1 million

**Current Full-Time Staff:** 5,309

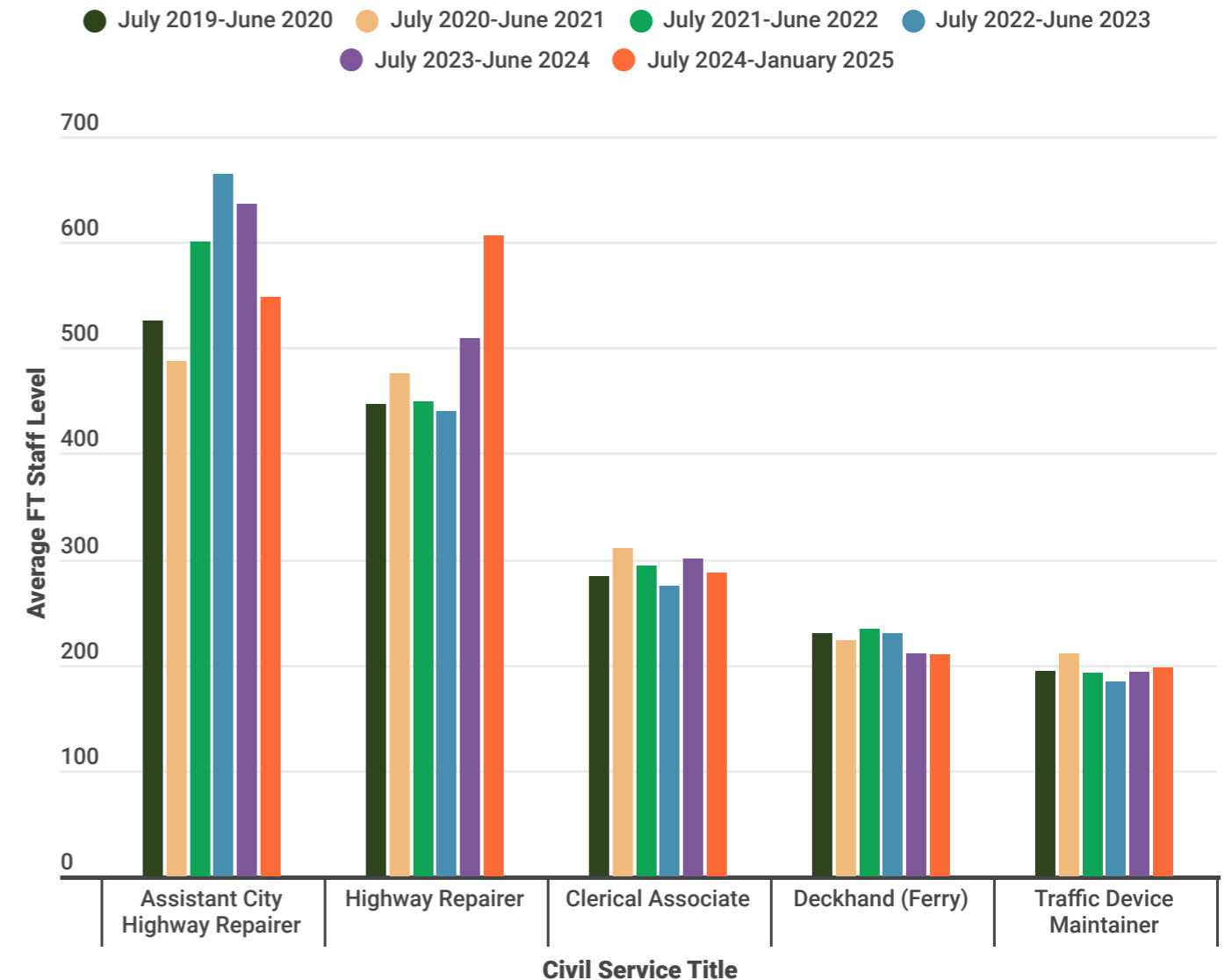
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 29% of DOT’s total headcount.

- **Assistant City Highway Repairer:** Up 26% (+139) through June 2023
- **Highway Repairer:** Steady from July 2019 through June 2023 (average of 447)  
 Note: From June 2023 through January 2025, many Assistant Highway Repairers became Highway Repairers, contributing to a steep increase in the latter and a decrease in the former.
- **Clerical Associate:** Steady (average of 292)
- **Deckhand (Ferry):** Down 8% (-19)
- **Traffic Device Maintainer:** Steady (average of 195)

See the [Mayor’s Management Report](#) for agency performance indicators.

## DOT Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Department of Youth and Community Development

The [Department of Youth and Community Development](#) (DYCD) oversees some educational, recreational, public safety, and sheltering programs for youth.

**2025 Total Agency Budget:** \$1.4 billion

**2025 Personnel Budget:** \$55.4 million

**Current Full-Time Staff:** 543

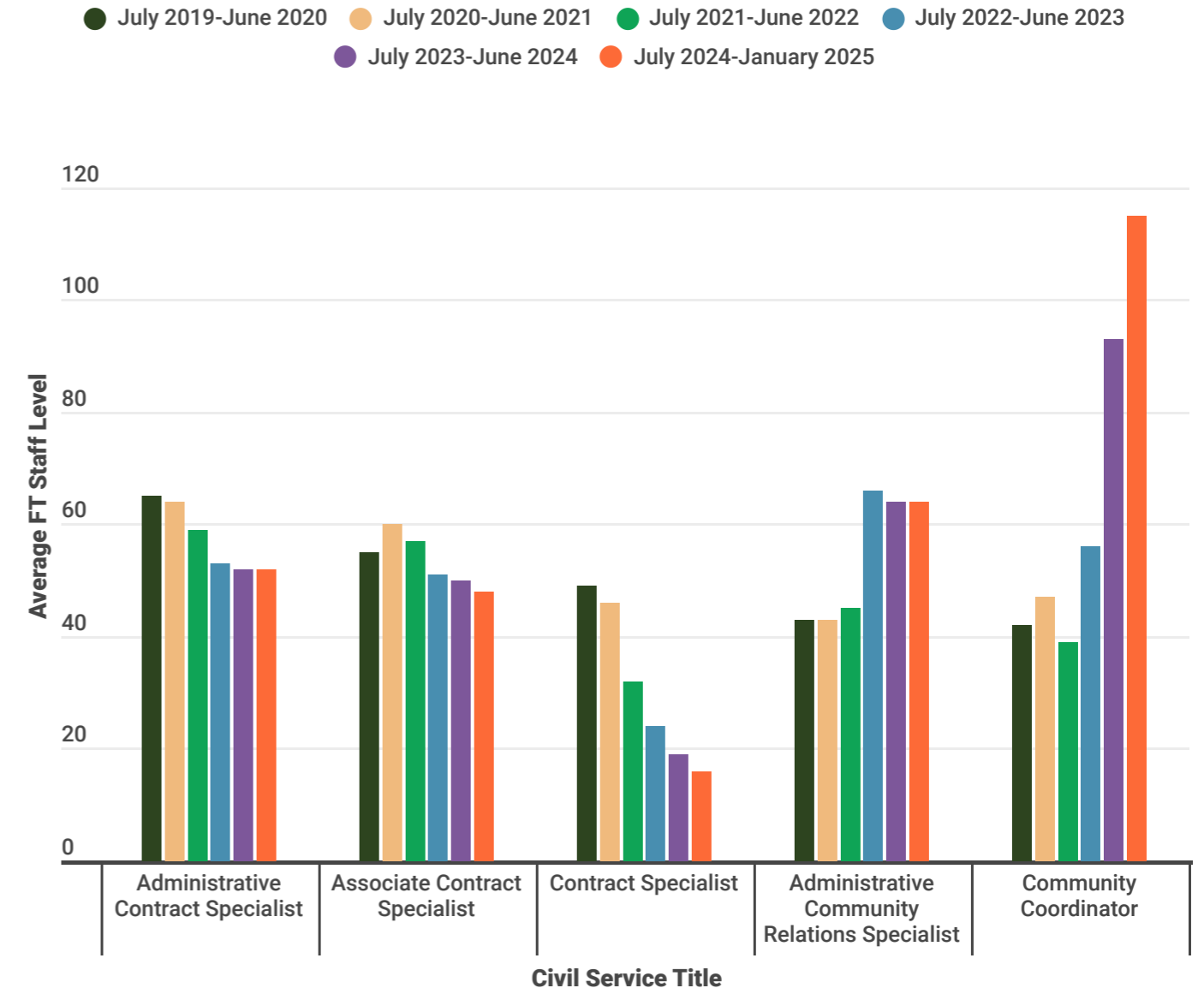
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 53% of DYCD’s total headcount.

- **Administrative Contract Specialist:** Down 20% (-13)
- **Associate Contract Specialist:** Down 13% (-7)
- **Contract Specialist:** Down 68% (-33)
- **Administrative Community Relations Specialist:** Up 50% (+21)
- **Community Coordinator:** Up 177% (+74)

See the [Mayor’s Management Report](#) for agency performance indicators.

## DYCD Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Housing Preservation and Development

[Housing Preservation and Development](#) (HPD) promotes quality and affordability in the City's housing.

**2025 Total Agency Budget:** \$2.0 billion

**2025 Personnel Budget:** \$237.1 million

**Current Full-Time Staff:** 2,400

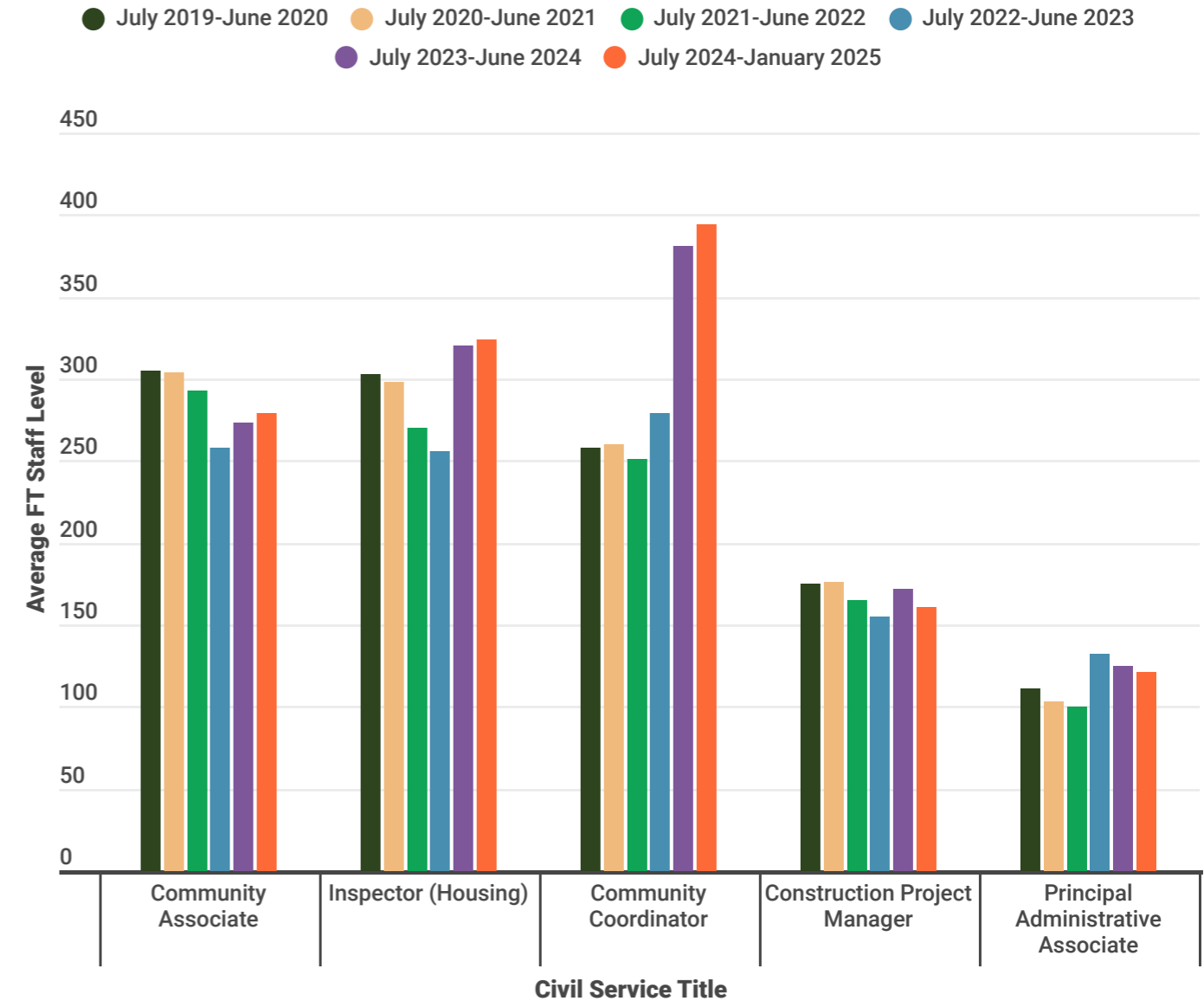
## Change in Top Five Civil Service Titles Since July 2019

These titles make up 54% of HPDs total headcount.

- **Community Associate:** Down 15% through June 2023 (-47), then up 8% (+21) through January 2025
- **Inspector (Housing):** Down 16% (-47) through June 2023, then up 27% (+69) through January 2025
- **Community Coordinator:** Up 53% (+137)
- **Construction Project Manager:** Down 8% (-14)
- **Principal Administrative Associate:** Up 18% (+20) through June 2023, then down 8% (-11) through January 2025

See the [Mayor's Management Report](#) for agency performance indicators.

## HPD Staff Changes



SOURCE: IBO analysis of City Human Resource Management System data

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# Methodology

- Staffing data are from the City Human Resource Management System.
    - For historical citywide staffing, IBO reports the number of active full-time staff on July 1 of each fiscal year.
    - The recent citywide trends data are reported as the active full-time staff at the start of each quarter.
    - “Other” separations include the following reasons: deceased, dismissed, reduction in workforce, and not found.
    - The agencywide current staffing level is as of January 1, 2025 and includes active full-time staff only.
    - Agency yearly headcount numbers are averages based on the quarterly staffing level within a given title code.
    - Staffing excludes part-time employees because part-time employment is highly seasonal, which can distort point-in-time comparisons.
  - Agency budgets are from the Financial Management System, as of the Preliminary Plan released in January 2025. These figures do not include centrally administered pension and fringe benefits.
  - To determine which civil service titles to include, IBO calculated the number of active full-time staff in each title code in July 2019. The five most common title codes at that time are included. For information about how civil service titles correspond to title codes, see "[Civil Service Titles and Title Codes](#)."
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