

THE COUNCIL OF THE CITY OF NEW YORK

Hon. Melissa Mark-Viverito
Speaker of the Council

Hon. Stephen Levin
Chair, Committee on General Welfare



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

Department of Homeless Services

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Latonia McKinney, Deputy Director
Dohini Sompura, Legislative Financial Analyst

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Department of Homeless Services Overview

The Department of Homeless Services (DHS) is governed by a unique right to shelter mandate that New York City provides temporary emergency shelter to every man, woman, and child who is eligible for services every night.

DHS, in partnership with public agencies and the business and nonprofit communities, prevents homelessness and provides temporary emergency shelter for eligible homeless people in a safe, supportive environment. DHS manages nine City-run and 230 privately-run shelter facilities, consisting of 68 adult facilities, 19 adult family facilities, and 152 family facilities. The majority of the shelters in the City are located in the Bronx and Brooklyn. DHS also provides outreach services available 24 hours a day, seven days a week, as well as homeless prevention services through community-based programs. The current homeless population residing in shelter is at an all-time high. In total there are about 50,000 individuals currently in DHS' shelter system, of which approximately 11,000 are single adults, 19,100 are adults in families, and 22,100 are children.

As the homeless population continues to grow to unprecedented levels in the City, so does the demand for financial resources required to meet the needs for this vulnerable population. This Administration has wasted no time in adding resources to DHS, with new funding starting in this fiscal year and growing in Fiscal 2015. In the Preliminary Plan, the Administration has taken the step to reverse previously proposed funding reductions, as well as included new funding for subway outreach and shelter security.

This report provides a review of DHS' Preliminary Budget for Fiscal 2015. The first section presents highlights from the Fiscal 2015 expense budget for the City. Following expense budget highlights, the report outlines the Department's budget by program area and provides analysis of significant program areas. Lastly, it provides information on actions included in the November and Preliminary Financial Plans and reviews relevant sections of the Preliminary Mayor's Management Report (PMMR) for Fiscal 2014.

Fiscal 2015 Preliminary Plan Highlights

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Personal Services	\$113,789	\$116,904	\$121,056	\$126,566	\$120,947	(\$109)
Other Than Personal Services	786,731	867,360	784,832	916,764	860,730	75,898
Agency Total	\$900,520	\$984,264	\$905,888	\$1,043,330	\$981,677	\$75,789

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

The Department of Homeless Services Fiscal 2015 Preliminary Budget totals \$981.7 million, which represents an increase of \$75.8 million when compared to the agency's Fiscal 2014 Adopted Budget, a 8.3 percent increase. This increase in funding can be largely attributed to additional new needs and Program to Eliminate the Gap (PEG) restorations that will be explored in detail in this report.

City funding for Fiscal 2015 is approximately \$481.3 million, an increase of \$29.5 million or 6.5 percent when compared to the Fiscal 2014 Adopted Budget. A majority of this growth in City funding can be attributed to increased spending on adult shelter and family shelter operations to

accommodate the growing homeless shelter population. Additionally, federal funding increased by \$58 million, or 18 percent when compared to the Fiscal 2014 Adopted Budget, and this can largely be attributed to an increase in funding for family shelter operations and general administration.

The following are major financial plan actions for Fiscal 2014 and Fiscal 2015 in both the November and Preliminary Plans.

- **Shelter Security.** The Administration baselined \$5 million for shelter security staffing in Fiscal 2014 and in the outyears. In November and December of 2013, the agency welcomed two new classes of Peace Officers with the aim of increasing security at DHS facilities. Specifically, this funding will be used for increasing security in family and adult family shelters.
- **Subway Outreach.** The Administration baselined \$1.25 million for subway outreach for Fiscal 2015 and in the outyears. Recent DHS census data shows that street homelessness has decreased while subway homelessness has increased, prompting DHS to reprioritize \$1 million from street homelessness outreach to subway outreach, and in addition, the agency received \$250,000 from The Robin Hood Foundation for subway outreach. For more information, please refer to page 16 of this report.
- **Restoration for Adult Shelter Diversion.** The Administration restored \$2 million starting in Fiscal 2014 and in the outyears for adult shelter diversion. For more information, please refer to page 8 of this report.
- **Adult Shelter Re-estimate.** As a result of increases in the adult shelter census population, the Department's Fiscal 2015 Preliminary Plan includes an increase of \$8.83 million in Fiscal 2014 and \$8.1 million in Fiscal 2015 and in the outyears for adult shelter capacity.
- **Restoration of Adult Employment Initiative.** The Fiscal 2015 Preliminary Plan restores \$4.3 million starting in Fiscal 2014 and in the outyears for DHS' temporary, subsidized employment initiative. For more information, please refer to page 9 of this report.
- **Restoration of Reimbursement for Shelter Medical Services.** The Administration restored medical services in shelters funding of \$1.2 million in Fiscal 2015 and in the outyears. For more information, please refer to page 9 of this report.
- **Restoration of Shared Living for Families with Children.** The Administration restored \$9.1 million for Fiscal 2014 reversing the previous Administration's shared living with families with children proposal. For more information, please refer to page 12 of this report.
- **Family Shelter Re-estimate.** To accommodate the growing homeless family population, an additional \$6.8 million for family shelters expenses is included the Fiscal 2015 Preliminary Plan. In addition, the Administration added \$6.8 million for family shelters in Fiscal 2014. For more information, please refer to page 13 of this report.
- **Auburn and Catherine Street Security and Conversion.** The Fiscal 2015 Preliminary Plan includes \$1.25 million in additional City funding for security guards and staffing for 75 positions at the Auburn and Catherine Street Family Shelters starting in Fiscal 2014. For more information, please refer to page 14 of this report.
- **Restoration of Shelter Provider Administrative and Security Savings.** The Fiscal 2015 Preliminary Plan restores \$1.1 million in Fiscal 2014 and in the outyears for an agency initiative to reduce contracted shelter providers' security budgets.

- **Delayed Implementation of City-Owned Shelter Reorganization.** The Fiscal 2015 Preliminary Plan restores \$990,000 related to the delayed implementation of a city- owned shelters reorganization plan for Fiscal 2014. For more information, please refer to page 16 of this report.
- **Restoration of Emergency Assistance Revenue Increase.** The Fiscal 2015 Preliminary Plan restores \$1.3 million in Fiscal 2015 and in the outyears for a DHS initiative meant to maximize State reimbursement for Street Homeless Programs.

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

DHS Financial Summary

<i>Dollars in Thousands</i>	2012 Actual	2013 Actual	2014 Adopted Plan	2014 Prelim. Plan	2015 Prelim. Plan	*Difference 2014 - 2015
Budget by Program Area						
Adult Shelter Administration & Support	\$8,968	\$10,237	\$8,201	\$8,493	\$8,201	-
Adult Shelter Intake and Placement	8,407	7,805	9,209	8,717	8,624	(585)
Adult Shelter Operations	278,289	309,977	303,657	331,679	318,787	15,130
Family Shelter Administration & Support	6,354	7,539	9,742	8,458	8,458	(1,283)
Family Shelter Intake and Placement	22,337	21,662	23,651	23,207	23,808	157
Family Shelter Operations	398,281	461,444	430,895	496,005	491,175	60,280
General Administration	62,476	77,894	61,076	79,495	60,884	(192)
Outreach, Drop-in and Reception Services	33,334	34,352	29,146	33,344	31,758	2,612
Prevention and Aftercare	26,712	31,273	6,734	29,980	6,404	(330)
Rental Assistance and Housing Placement	55,363	22,084	23,577	23,950	23,577	-
TOTAL	\$900,521	\$984,267	\$905,888	\$1,043,330	\$981,677	\$75,789
Funding						
City Funds	\$427,209	\$472,031	\$451,780	\$486,721	\$481,258	\$29,478
Other Categorical	82	204	-	-	-	-
State	104,418	121,357	127,749	127,949	116,091	(11,658)
Federal - Community Development	4,496	6,180	4,098	4,098	4,098	-
Federal - Other	329,293	383,248	321,361	421,582	379,379	58,018
Intra City	35,023	1,246	900	2,981	851	(49)
TOTAL	\$900,521	\$984,267	\$905,888	\$1,043,330	\$981,677	\$75,789
Positions						
Adult Shelter Administration & Support			144	129	144	-
Adult Shelter Intake and Placement			152	143	142	(10)
Adult Shelter Operations			371	412	384	13
Family Shelter Administration & Support			98	98	98	-
Family Shelter Intake and Placement			406	393	406	-
Family Shelter Operations			166	166	166	-
General Administration			594	665	580	(14)
Outreach, Drop-in and Reception Services			11	11	11	-
Prevention and Aftercare			-	13	-	-
Rental Assistance and Housing Placement			17	25	17	-
TOTAL			1,959	2,075	1,948	(11)

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

Fiscal 2014-2015 State Executive Budget Highlights

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

- **Homeless Rental Assistance Program.** The Article VII Aid to Local Governments bill explicitly prohibits any social service district with a population over five million from being reimbursed for shelter supplements other than those to prevent eviction will be reimbursed. This policy does not allow for the City to be reimbursed for a rental-subsidy program by the State.

Since 2011, the City has lacked a rental assistance program for homeless individuals and families. The City's previous rental assistance program, the Advantage program, was terminated in 2011 due to lack of State funding, which resulted in the City losing federal matching funds. Without State and federal funding, the City claimed it could no longer afford providing rental subsidies to Advantage clients and terminated the program. In order to create a new rental assistance program, the City would need assistance from the State, but the proposed Fiscal 2014-2015 State Executive Budget prohibits the City from being reimbursed by such a program.

The absence of a rental assistance program like Advantage has caused the homeless and shelter population to increase in the City. Without a feasible means for individuals and families to transition out of shelter and into permanent housing through a rental assistance program, the average length in shelter has dramatically increased since the termination of the Advantage program.

- **Expand Affordable Housing Opportunities.** In the Fiscal 2014-2015 Executive Budget, the Governor calls for an additional \$100 million in new resources to be invested to create and preserve 3,000 affordable housing units in multi-family developments using federal storm recovery funds. The budget also continues the House NY program initiated in 2013-14. The Fiscal 2014-2015 budget expands upon the House NY program by adding \$40 million in new capital resources for the construction and renovation of affordable housing for low income and homeless individuals and families. The budget also calls for total funding for the Medicaid Redesign Team (MRT) Supportive Housing Fund at \$100 million in Fiscal 2014-2015 and \$160 million for Fiscal 2015-2016. This is a \$14 million increase from last year's funding level.

Council Initiatives and Funding

The Council has routinely provided funding for homeless prevention programs. The Council provided funding for DHS' homeless prevention fund, which provides emergency grants for families at risk of eviction. The grants help to keep families in their homes and avoid the shelter system. The Council also provided funding for the continuation of medical services for individuals in shelter. Details on the Council Initiatives can be found in the corresponding program areas.

FY 2014 Council Changes at Adoption by Program Area

Dollars in Thousands

Prevention and Aftercare	
Citywide Homeless Prevention Fund Initiative	\$250
Adult Shelter Operations	
Reimbursements for Medical Service - PEG Restoration	\$1,200
TOTAL	\$1,450

Program Areas

Adult Shelter Administration & Support

This program consists of the administrative and support functions of the adult shelter system. The proposed budget for adult shelter administration and support in Fiscal 2015 totals \$8.2 million and remains unchanged when compared to the Fiscal 2014 Adopted Budget.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services Subtotal	\$7,796	\$8,693	\$8,201	\$7,401	\$8,201	-
Other Than Personal Services	1,171	1,544	-	1,092	-	-
TOTAL	\$8,968	\$10,237	\$8,201	\$8,493	\$8,201	-
Funding						
City Funds			\$6,514	\$5,714	\$6,514	-
State			4	4	4	-
Federal - Other			1,684	2,776	1,684	-
TOTAL	\$8,968	\$10,237	\$8,202	\$8,493	\$8,201	-
Positions						
Full-time Positions			144	129	144	-
TOTAL			144	129	144	-

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

Adult Shelter Intake and Placement

The Adult Shelter system has four intake centers, three for women and one for men. The intake center for men is located in Manhattan, while the centers for women are in the Bronx, Brooklyn, and Queens. As a result of legal decisions in the early 1980s, single adults are guaranteed a right to shelter and do not have to apply for shelter as in the family system.

The proposed budget for adult intake and placement in Fiscal 2015 totals \$8.6 million, which represents a decrease of \$585,000 when compared to the Fiscal 2014 Adopted Budget. This projected decrease can be attributed to the restoration of the adult shelter diversion PEG, which in turn, resulted in savings as DHS no longer needed funding for additional headcount associated with this PEG.

<i>Dollars in Thousands</i>	2012 Actual	2013 Actual	2014 Adopted Plan	2014 Prelim. Plan	2015 Prelim. Plan	*Difference 2014 - 2015
Spending						
Personal Services Subtotal	\$8,407	\$7,805	\$9,209	\$8,717	\$8,624	(\$585)
TOTAL	\$8,407	\$7,805	\$9,209	\$8,717	\$8,624	(\$585)
Funding						
City Funds			\$8,481	\$7,896	\$7,896	(\$585)
Federal - Other			728	821	728	-
TOTAL	\$8,407	\$7,805	\$9,209	\$8,717	\$8,624	(\$585)
Positions						
Full-time Positions			152	143	142	(10)
TOTAL			152	143	142	(10)

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

Financial Plan Actions

- **Restoration for Adult Shelter Diversion.** The Administration restored \$2 million starting in Fiscal 2014 and in the outyears for adult shelter diversion. In Fiscal 2012, the agency proposed an adult shelter diversion PEG that introduced an initiative where ten additional staff would be charged with conducting intake interviews, assisting clients with the identification of housing resources in the community, and help clients negotiate the return to identified housing resources. The policy essentially would require adult shelter clients to prove that they have no other housing options before being placed in shelter. The City Council sued the Bloomberg Administration to halt this policy change and won in court. DHS projected it would save \$2 million.
- **Staffing Decrease.** When the adult shelter diversion PEG was introduced, it included a staffing increase of ten positions. Given that this PEG was restored for Fiscal 2015, the additional staffing is no longer required, thus reducing the headcount for adult shelter intake and placement by ten positions. Fortunately, DHS did not layoff the ten staff members, and they were absorbed into other program areas within the agency.

Adult Shelter Operations

The Adult Shelter system is currently comprised of 68 facilities that operate approximately 10,700 shelter beds. As in the family system, single adults living in shelters have access to a wide range of social services, including mental health treatment, substance abuse treatment, and employment training.

The proposed budget for adult shelter operations in Fiscal 2015 totals \$318.7 million, which is \$15.1 million or 4.9 percent more than the Fiscal 2014 Adopted Budget. This can be attributed to the adult shelter re-estimate based on recent census data, and the restoration of the adult employment initiative and medical services PEGs.

<i>Dollars in Thousands</i>	2012 Actual	2013 Actual	2014 Adopted Plan	2014 Prelim. Plan	2015 Prelim. Plan	*Difference 2014 - 2015
Spending						
Personal Services Subtotal	\$18,810	\$18,655	\$20,233	\$20,709	\$20,694	\$461
Other Than Personal Services	259,479	291,322	283,424	310,969	298,093	\$14,669
TOTAL	\$278,289	\$309,977	\$303,657	\$331,679	\$318,787	\$15,130
Funding						
City Funds			\$223,366	\$240,778	\$238,496	\$15,130
State			73,633	73,633	73,633	-
Federal - CD			-	3,545	-	-
Federal - Other			5,807	12,862	5,807	-
Intra City			851	861	851	-
TOTAL	\$278,289	\$309,977	\$303,657	\$331,679	\$318,787	\$15,130
Positions						
Full-time Positions			371	412	384	13
TOTAL			371	412	384	13

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

Financial Plan Actions

- **Adult Shelter Re-estimate.** As a result of increases in the adult shelter census population, the Department's Fiscal 2015 Preliminary Plan includes an increase of \$8.83 million in Fiscal 2014 and \$8.1 million in Fiscal 2015 and in the outyears for adult shelter capacity. The adult homeless population census averaged 10,180 in January 2014 compared to 8,810 in June 2012.
- **Restoration of Adult Employment Initiative.** The Fiscal 2015 Preliminary Plan restores \$4.3 million in Fiscal 2014 and in the outyears for DHS' temporary, subsidized employment initiative. This proposed PEG would have reduced the number of shelter care days as a result of the provision of temporary subsidized employment services for between 150 to 500 single adult shelter residents according to DHS' proposal.
- **Restoration of Reimbursement for Shelter Medical Services.** The Administration restored medical services in shelters funding of \$1.2 million in Fiscal 2015 and in the outyears. In Fiscal 2011, DHS proposed this reduction. DHS claimed that this action would result in savings of

\$1.7 million in Fiscal 2011 and in the outyears. From Fiscal 2011 to Fiscal 2014, the City Council restored \$1.2 million in funding for medical services in shelters.

- **Fringe Benefit Offset.** The Fiscal 2015 Preliminary Plan includes an adjustment of \$187,000 for fringe benefit savings related to the restoration of adult shelter diversion in Fiscal 2014 and in the outyears.

Performance Measures

	FY 11 Actual	FY 12 Actual	FY 13 Actual	Target FY 14	Target FY 15	4 Month Actual FY 13	4 Month Actual FY 14
Cost per day for shelter facilities – single adults (\$)	\$73.58	\$77.58	\$74.80	*	*	N/A	N/A
Average length of stay for single adults in shelter (days)	250	275	293	↓	↓	285	299
Average number of single adults in shelters per day	8,387	8,622	9,536	10,000	10,000	9,176	9,891
Single Adults Entering the DHS shelter services system	N/A	17,872	16,448	↓	↓	5,721	5,975

Source: Preliminary Mayor's Management Report

The average length of stay for single adults and the average number of single adults in shelter per day has increased since Fiscal 2011. The steady increase of average length of stay for single adults in shelter, which is nine months, can be attributed to the City's loss of its homeless rental assistance program known as Advantage in Fiscal 2011. To accommodate the increase in the number of single adults in shelter, which is projected to be about 10,000 in Fiscal 2015, the agency increased its adult shelter operation funding by \$15.1 million.

Fiscal 2014 Council Initiatives

- **Reimbursement for Shelter Medical Services.** This \$1.2 million allocation restores funding to medical services in adult shelters. In Fiscal 2014, DHS proposed to eliminate supplemental funding for providers that are eligible for Medicaid reimbursements, also referred to as Article 28 Medical Shelters. The impact of this PEG would have resulted in medical service providers in adult shelters to reduce staffing or reduce services in order to compensation for the loss in funding from DHS. This initiative was baselined by the Administration for Fiscal 2015 and in the outyears.

Family Shelter Administration and Support

This program area contains funding for the administrative and support functions of the family shelter system.

The proposed budget for family shelter administration and support for Fiscal 2015 totals \$8.4 million, which represents a \$1.3 million decrease when compared to the Fiscal 2014 Adopted Budget. This decrease can be attributed to a realignment between family shelter administration and support to family shelter operations.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services Subtotal	\$6,354	\$7,539	\$5,752	\$5,752	\$5,752	-
Other Than Personal Services	-	-	3,989	2,706	2,706	(1,283)
TOTAL	\$6,354	\$7,539	\$9,741	\$8,458	\$8,458	(\$1,283)
Funding						
City Funds			\$7,789	\$6,506	\$6,506	(\$1,283)
State			13	13	13	-
Federal - Other			1,939	1,939	1,939	-
TOTAL	\$6,354	\$7,539	\$9,741	\$8,485	\$8,458	(\$1,283)
Positions						
Full-time Positions			98	98	98	-
TOTAL			98	98	98	-

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

Family Shelter Intake and Placement

DHS operates two intake centers for families: the Prevention Assistance and Temporary Housing (PATH) Office for families with children, located in the Bronx and the Adult Family Intake Center (AFIC) for adult families without children, located in Manhattan. Unlike single adults who have a legal right to shelter, homeless families must apply for shelter. DHS conducts investigations of each homeless family to determine if it is eligible for shelter. Families with a viable housing option will not be determined eligible for shelter services. In order for a family to be found eligible, DHS must verify that the family is in immediate need of temporary emergency shelter. DHS will conduct an investigation to determine whether there is any other safe and appropriate place for a family to stay, even temporarily. These eligibility investigations are completed within 10 days of a family's arrival at family intake. During the investigation, families are provided with a temporary shelter placement. Upon completion of the eligibility investigations, eligible families are provided with permanent shelter placements while ineligible families are required to leave the shelter system; although, they have the option to re-apply.

The proposed budget for family shelter intake and placement for Fiscal 2015 is approximately \$23.8 million, a minimal increase of \$157,000 when compared to the Fiscal 2014 Adopted Budget. This additional funding can be attributed to an increase in shelter security staff at intake centers.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services Subtotal	\$22,337	\$21,662	\$23,651	\$23,207	\$23,808	\$157
TOTAL	\$22,337	\$21,662	\$23,651	\$23,207	\$23,808	\$157
Funding						
City Funds			\$6,737	\$5,441	\$6,894	\$157
Federal - Other			16,914	17,766	16,914	-
TOTAL	\$22,337	\$21,662	\$23,651	\$23,207	\$23,808	\$157
Positions						
Full-time Positions			406	393	406	-
TOTAL			406	393	406	-

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

Family Shelter Operations

The Family Shelter system is comprised of 167 facilities that operate 10,868 units of shelter. Contracted providers operate the vast majority of these facilities. The Family Shelter system is split into two parts: families with children and adult families without children.

The proposed budget for family shelter operations in Fiscal 2015 totals \$491.1 million, which represents an increase of \$60.2 million or 14 percent when compared to the Fiscal 2014 Adopted Budget. Family shelter operations make up the largest portion of DHS' Fiscal 2015 budget. The \$60.2 million increase in funding can be attributed to the PEG restoration for the shared living for adult families proposal, the family shelter re-estimate based on recent census data, and funding for additional security at shelter facilities.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services Subtotal	\$8,245	\$8,006	\$8,807	\$8,807	\$8,807	-
Other Than Personal Services	390,035	453,439	422,088	387,599	482,368	60,280
TOTAL	\$398,281	\$46,144	\$430,895	\$396,406	\$491,175	\$60,280
Funding						
City Funds			\$126,769	\$150,015	\$147,261	\$20,492
State			42,374	40,507	30,716	(\$11,658)
Federal - CD			-	-	3,545	-
Federal - Other			258,207	305,383	309,653	\$51,446
Intra City			3,545	100	-	(3,545)
TOTAL	\$398,281	\$46,144	\$430,895	\$396,406	\$491,175	\$60,280
Positions						
Full-time Positions			166	166	166	-
TOTAL			166	166	166	-

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

Financial Plan Actions

- **Restoration of Shared Living for Families with Children Proposal.** The Administration restored \$9.1 million in funding for Fiscal 2014 for the shared living with families with children proposal. In Fiscal 2012, DHS proposed savings of \$9.1 million in CTL in Fiscal 2013 and in the outyears by converting existing one family shelter units into units that would house two to three families depending upon the size and configuration of the unit. However, in order to implement this policy, Local Law 18 of 1990, section 21-124 would have to be amended by the Council, and it was not.
- **Family Shelter Re-estimate.** To accommodate the growing homeless family population, an additional \$6.8 million for family shelters expenses is included in the Fiscal 2015 Preliminary Plan. This increase is based on shelter services to 12,414 families currently residing in shelter.

- Auburn and Catherine Street Security and Conversion.** The Fiscal 2015 Preliminary Plan includes \$1.25 million in additional City funding for security guards and staffing for 75 positions at the Auburn and Catherine Street Family Shelters starting in Fiscal 2014. A recent *New York Times* article published in December 2013 entitled *Invisible Child: Dasani's Homeless Life* brought attention to the conditions at the DHS run Auburn Street shelter. This additional funding is a direct result of the issues raised in the article.

In addition, the Administration announced in late February that it will be removing 400 children and their families from the Auburn and Catherine Street shelters, and families will be placed in either subsidized permanent housing or temporary shelter. DHS will determine which families will be placed in subsidized permanent housing if suitable and will consider other factors such as medical need and how many children in the family are school aged. The Auburn and Catherine Street shelters will be converted into adult family shelters. It is unclear how much this will cost the agency to transition these 400 families with children. In addition, the shelters will undergo capital improvements in the next couple of months, including modifications to existing units and gut-renovations of the bathrooms.

Performance Measures

	FY 11 Actual	FY 12 Actual	FY 13 Actual	Target FY 14	Target FY 15	4 Month Actual FY 13	4 Month Actual FY 14
Cost per day for shelter facilities- Family facilities (\$)	\$100.12	\$100.82	\$102.74	*	*	N/A	N/A
Average length of stay for adult families in shelter (days)	349	416	469	↓	↓	443	502
Average length of stay for families with children in shelter (days)	258	337	375	↓	↓	355	409
Adult Families entering the shelter system	1,096	1,109	1,156	↓	↓	386	466
Families with children entering the DHS services shelter system	12,444	10,878	12,306	↓	↓	4,721	4,281
Families placed in shelter system according to their youngest school-aged child's school address (%)	83.3%	76.5%	70.5%	85.0%	85.0%	69.8%	69.4%

Source: Preliminary Mayor's Management Report

The average length of stay for homeless families in shelter increased across the DHS shelter system during the first four months of Fiscal 2014. When comparing the first four months of Fiscal 2014 to the first four months of Fiscal 2013, single adults' length of stay increased by five percent, adult families' by 13 percent, and families with children by 15 percent. This can most likely be attributed to DHS' decision to eliminate its Advantage program which assisted in moving shelter residents into permanent housing. DHS holds shelter providers accountable through measuring their performance against a range of key goals, including clients' length of stay in shelter and success in moving clients from shelter system into permanent housing. It is important to note, that without State approval, DHS cannot move forward on a plan to implement a similar performance program for families with children shelters.

As with the single adult shelter system, the family shelter system also saw high census numbers in the last published Local Law 37 report in December 2013, with the total shelter population topping 51,018, which included 18,974 adults in families and 22,038 children in its facilities. Accordingly, as the family shelter population continues to rise, DHS re-estimated family shelter expenses and included an additional \$6.8 million in Fiscal 2015.

The PMMR also reflects a six percent decrease for families placed in the shelter system according to their youngest school-aged child's school address when comparing Fiscal 2012 to Fiscal 2013. The decrease can be attributed to a less than one percent vacancy in shelters making it more difficult to match shelter to a child's school district.

General Administration

General Administration consists of several administrative functions of the Department, and includes the Commissioner's Office, the Budget Office, and the Policy and Planning Unit. It also includes the Bureau of Repair and Maintenance, which is responsible for reviewing and evaluating the physical condition of shelters and handles upgrades of DHS-operated facilities.

The proposed budget for general administration in Fiscal 2015 is \$60.8 million, a decrease of approximately \$192,000 when compared to the Fiscal 2014 Adopted Budget. When comparing funding sources, City funding decreased by \$6.7 million, while federal funding increased by \$6.5 million. This can be attributed to a technical adjustment where City funding was swapped for federal funding to better realign funding sources within DHS' budget.

<i>Dollars in Thousands</i>	2012 Actual	2013 Actual	2014 Adopted Plan	2014 Prelim. Plan	2015 Prelim. Plan	*Difference 2014 - 2015
Spending						
Personal Services Subtotal	\$39,602	\$42,188	\$43,029	\$48,931	\$42,887	(\$142)
Other Than Personal Services	22,874	35,707	18,047	30,564	17,997	(50)
TOTAL	\$62,476	\$77,895	\$61,076	\$79,495	\$60,884	(\$192)
Funding						
City Funds			\$32,753	\$27,968	\$25,989	(\$6,764)
State			459	718	459	\$0
Federal - Other			27,864	48,814	34,436	\$6,572
Intra City			-	1,995	-	-
TOTAL	\$62,476	\$77,895	\$61,076	\$79,495	\$60,884	(\$192)
Positions						
Full-time Positions			594	665	580	(14)
TOTAL			594	665	580	(14)

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

Financial Plan Actions

- **Restoration of Shelter Provider Administrative and Security Savings.** The Fiscal 2015 Preliminary Plan restores \$1.1 million in Fiscal 2014 and in the outyears for an agency initiative to reduce contracted shelter providers' security budgets. This funding provides additional funding for shelter security.
- **Delayed Implementation of City-Owned Shelter Reorganization.** The Fiscal 2015 Preliminary Plan restores \$990,000 in funding for the delayed implementation of city-owned shelters reorganization for Fiscal 2014. In Fiscal 2013, the Department proposed a savings of \$1.3 million (\$990,000 CTL) as a result of its maximization of revenue from anticipated reimbursement in claims from restructuring the city-owned former PATH facility for new shelter services.

Performance Measures

	FY 11 Actual	FY 12 Actual	FY 13 Actual	Target FY 14	Target FY 15	4 Month Actual FY 13	4 Month Actual FY 14
Safety, maintenance, and cleanliness deficiencies noted on independent inspections of adult shelters	1.7	.3	.2	↓	↓	N/A	N/A
Critical incidents in the Adult Shelter system per 1,000 residents	02	1.1	2.2	↓	↓	.9	1.2
Critical incidents in the Adult Family Shelter system, per 1,000 residents	8.2	4.5	14.9	↓	↓	8.8	8.5
Critical incidents in the Families with Children Shelter system, per 1,000 residents	1.7	6.5	7.6	↓	↓	2.9	5.2

As indicated by the table above, the number of critical incidents in the adult shelters, family shelters, and family shelters with children increased when comparing Fiscal 2012 to Fiscal 2013. This increase can be attributed to DHS' additional training and expansion of the incident reporting criteria to more thoroughly track shelter activity. DHS workers are reporting more critical incidents at shelters through increased training and the increased presence of peace officers in shelters. DHS continues to encourage providers to report all critical incidents and has tightened protocols for responding to incidents to ensure that clients are safe in shelters.

Outreach, Drop-In and Reception Services

The Department's outreach programs target individuals who appear to be living in public spaces. Since these homeless individuals often resist participating in service programs, the key objective of outreach is to persuade them to leave spaces where they are at risk, and access services. To help DHS target its outreach efforts, the agency conducts an annual estimate of the street homeless population known as the Homeless Opportunity Population Estimate (HOPE). The City-operated outreach programs work with a network of shelters, drop-in centers, reception centers, faith-based shelters, soup kitchens and pantries. DHS operates a citywide outreach team and contracts for services in all five boroughs. The outreach programs currently operate 24 hours a day and include clinical and social work staff. With regards to drop-in centers, DHS is in the process of reforming the structure of its drop-in centers by reducing the number of centers from eleven to five, including one in Staten Island and Brooklyn, two in Manhattan, and one federally-funded center in the Bronx.

The proposed budget for outreach, drop-in and reception services for Fiscal 2015 totals \$31.7 million, an increase of \$2.6 million when compared to the Fiscal 2014 Adopted Budget. Approximately \$1.3 million of the additional funding can be attributed to DHS' program to increase subway outreach, and the remaining \$1.3 million is result of the restoration of the emergency assistance revenue.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services Subtotal	\$750	\$650	\$888	\$888	\$888	-
Other Than Personal Services	32,584	33,702	28,258	32,456	30,869	2,611
TOTAL	\$33,334	\$34,352	\$29,146	\$33,344	\$31,758	\$2,612
Funding						
City Funds			\$28,017	\$31,039	\$30,678	\$2,661
Federal-CD			553	553	553	-
Federal - Other			527	1,727	527	-
Intra City			49	25	-	(\$49)
TOTAL	\$33,334	\$34,352	\$29,146	\$33,344	\$31,758	\$2,612
Positions						
Full-time Positions			11	11	11	-
TOTAL			11	11	11	-

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

- Subway Outreach.** Recent census data shows that street homelessness has decreased, while the subway homeless population has increased upwards of 90 percent. Starting in the beginning of Fiscal 2015, DHS will allocate \$3 million to subway outreach and the Metropolitan Transit Authority (MTA) will allocate a matching \$3 million. The program will seek to reach out to homeless individuals taking shelter in all of the 468 subway stations and trains that are in service, and the program will be staffed by individuals with a Masters degree in Social Work (MSWs). The program will be administered by the Bowery Residents' Committee (BRC) and will triple the number of the BRCs subway workers.

- **Restoration of Emergency Assistance Revenue Increase.** The Fiscal 2015 Preliminary Plan restores \$1.3 million in funding in Fiscal 2015 and in the outyears for a DHS initiative meant to maximize State reimbursement for Street Homeless Programs.

Performance Measures

	FY 11 Actual	FY 12 Actual	FY 13 Actual	Target FY 14	Target FY 15	4 Month Actual FY 13	4 Month Actual FY 14
Number of people estimated to be living on the streets , in parks, under highways, on subways, and in the public transportation stations in NYC	2,648	3,262	3,180	3,085	↓	N/A	N/A
Number of Chronically Homeless Individuals Placed into Permanent and Temporary Housing by Outreach Teams	577	545	720	*	*	247	178

Source: Preliminary Mayor's Management Report

As indicated by the table above, the number of people estimated to be living on the streets, in parks, under highways, on subways, and in the public transportation systems decreased by three percent when comparing Fiscal 2012 to Fiscal 2013. DHS attributes this decrease with more street outreach efforts. Additionally, in Fiscal 2013, DHS placed 720 chronically homeless individuals into permanent and temporary housing, a 32 percent increase from Fiscal 2012. DHS cites that a part of this increase can be attributed to one hundred additional Section 8 permanent housing placements for the street homeless.

Prevention and Aftercare

Started in September 2004, HomeBase is the Department's major homelessness prevention program. It began operating in six high-need communities and expanded citywide in Fiscal 2008. HomeBase offers a range of services to its clients, including job training, assistance with legal action, housing relocation, and financial assistance for the payment of rent arrears. Additionally, it provides aftercare services to clients who have left the shelter system for permanent housing.

The proposed budget for prevention and aftercare in Fiscal 2015 is \$6.4 million, a decrease of approximately \$330,000 when compared to the Fiscal 2014 Adopted Budget. This projected decrease can be attributed to the exclusion of the Council's one-time funding for the homeless prevention fund. This initiative was not restored.

	2012	2013	2014	2014	2015	*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted Plan	Prelim. Plan	Prelim. Plan	2014 - 2015
Spending						
Personal Services Subtotal	\$136	\$450	-	\$647	-	-
Other Than Personal Services	26,576	30,823	6,734	29,334	6404	(330)
TOTAL	\$26,712	\$31,273	\$6,734	\$29,980	\$6,404	(\$330)
Funding						
City Funds			\$330	-	-	(\$330)
State			-	1,808	-	-
Federal - Other			6,404	27,838	6,404	-
TOTAL	\$26,712	\$31,273	\$6,734	\$29,980	\$6,404	(\$330)
Positions						
Full-time Positions			-	13	-	-
TOTAL			-	13	-	-

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

Citywide Homeless Prevention Fund. The Council provided \$250,000 for the Citywide Homeless Prevention Fund Initiative in Fiscal 2014, which provides emergency grants to families at risk of eviction. The Fund helps to keep them in their homes and avoid the shelter system. Approximately 250 low-income families are assisted with this funding.

Rental Assistance and Housing Placement

The Department's Rental Assistance and Placement budget was largely made up of funding for the Advantage program until that program was eliminated. However, the funding that remains in this program area consists of Supportive Single Room Occupancy (SRO) for shelter residents who are working or receiving low or fixed income.

The proposed budget for rental assistance and housing placement in Fiscal 2015 totals \$23.5 million and remains unchanged from Fiscal 2014 Adoption.

<i>Dollars in Thousands</i>	2012 Actual	2013 Actual	2014 Adopted Plan	2014 Prelim. Plan	2015 Prelim. Plan	*Difference 2014 - 2015
Spending						
Personal Services Subtotal	\$1,352	\$1,259	\$1,285	\$1,656	\$1,285	-
Other Than Personal Services	54,012	20,825	22,291	22,294	22,291	-
TOTAL	\$55,363	\$22,084	\$23,577	\$23,950	\$23,577	-
Funding						
City Funds			\$11,026	\$11,029	\$11,026	-
State			11,266	11,266	11,266	-
Federal			1,285	1,656	1,285	-
TOTAL	\$55,363	\$22,084	\$23,577	\$23,950	\$23,577	-
Positions						
Full-time Positions			17	25	17	-
TOTAL			17	25	17	-

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

Performance Measures

	FY 11 Actual	FY 12 Actual	FY 13 Actual	Target FY 14	Target FY 15	4 Month Actual FY 13	4 Month Actual FY 14
Adult families exiting into permanent housing , as compared to the monthly goal	N/A	70	104	*	*	101	120
Families with children placed into permanent housing, as compared to the monthly goal	N/A	99	103	*	*	94	110
Single Adults exiting into permanent housing	8,825	7,541	8,526	8,000	8,000	2,612	3,422
Single adults placed into permanent housing who returns to DHS shelter service system within one year (%)	4%	3.9%	4.5%	4.3%	4.3%	4%	4.3%
Adult families placed into permanent housing who returns to the DHS shelter services system within one year (%)	8.3%	5.6%	15%	15.1%	15.1%	14.9%	15.1%
Families with children placed into permanent housing who return to the DHS shelter services system within one year (%)	2.8%	4.4%	9.5%	11.2%	11.2%	7.7%	11.2%

Source: Preliminary Mayor's Management Report

As indicated by the table above, the percent of single adults who returned to shelter within one year of exiting to permanent housing remained around four percent, similar to prior years. Due to a significant shift in the type of shelter exits from primarily subsidized to unsubsidized exits because of the loss of a rental assistance program in Fiscal 2011, the rate in which families with children and adult families returning to shelter dramatically increased.

The Fiscal 2014- 2015 Executive State Budget explicitly prohibits any social service district with a population over five million from being reimbursed for shelter supplements other than those to prevent eviction will be reimbursed. The Administration has stated that it is working with the Governor towards creating a rental assistance program for the homeless, and hopes that funding will be included before the State Budget is enacted in April. It is unclear how much such a program will cost the City, and if the State does chose to contribute funding, how much its share will be.

Capital Program

Capital Budget Summary

The total City Capital Commitment Plan for Fiscal 2014 has increased from \$21.2 billion in the November Capital Commitment Plan to \$21.3 billion in the Preliminary Capital Commitment Plan, an increase of \$163 million, or less than one percent. For the Department of Homeless Services, the Capital Commitment Plan has decreased by \$107,000, or less than one percent from the November Plan of \$103.9 million to \$103.8 million in the Preliminary Plan.

The majority of capital projects span multiple fiscal years and it is therefore common practice for an agency to roll unspent capital funds into future fiscal years. In Fiscal 2013, the Department for Homeless Services committed \$14.3 million or about 28 percent of its annual capital plan. Therefore, it is assumed that a significant portion of the agency's Fiscal 2014 Capital Plan will be rolled into Fiscal 2015, thus increasing the size of the Fiscal 2015-2018 Capital Plan.

2014-2017 Commitment Plan: Adopted and Preliminary Budget

Dollars in Thousands

	FY14	FY15	FY16	FY17	Total
November					
Total Capital Plan	\$87,664	\$15,314	\$756	\$211	\$103,945
Prelim					
Total Capital Plan	\$87,557	\$15,314	\$756	\$211	\$103,838
Change					
Level	(\$107)	\$0	\$0	\$0	(\$107)
Percentage	0.00%	0.00%	0.00%	0.00%	0.00%

Preliminary Capital Budget Highlights

The Capital Variance Report indicates minimal variance between the November Commitment Plan and the Preliminary Commitment Plan.

Appendix A

Budget Actions in the November and Preliminary Plans

<i>Dollars in Thousands</i>	FY 2014			FY 2015		
	City	Non-City	Total	City	Non-City	Total
DHS Budget as of Adopted 2014 Plan	\$452,680	\$453,207	\$905,887	\$446,789	\$451,215	\$898,004
PEG Restorations						
Restoration of Shared Living with Families with Children	9,101	14,258	23,359	9,101	14,258	23,359
Delayed Implementation of City Owned Shelter Reorganization	990	310	1,300			-
Restoration of Adult Employment Initiative	4,384		4,384	4,384		4,384
Restoration of Adult Shelter Diversions	2,000		2,000	2,000		2,000
Restoration of Emergency Assistance Revenue Increase				1,329		1,329
Restoration of Reimbursement for Shelter Medical Services	800		800	1,200		1,200
Restoration of Shared Living for Families with Children			-			-
Restoration of Shelter Provider Administrative and Security Savings	1,081	1,524	2,605	1,081	1,524	2,605
TOTAL, PEG Restorations	\$18,356	\$16,092	\$34,448	\$19,095	\$15,782	\$34,877
New Needs			-			-
Shelter Security	5,000		5,000	5,000		5,000
Subway Outreach			-	1,250		1,250
Adult Shelter Re-estimate	8,836		8,836	8,120		8,120
Auburn and Catherine Street Security and Conversion	1,253	2,579	3,832			-
Family Shelter Re-estimate	6,884	28,805	35,689	6,269	26,999	33,268
TOTAL, New Needs	\$21,973	\$31,384	\$53,357	\$20,639	\$26,999	\$47,638
Other Adjustments						
Add PS funds to Sandy OT		50	50			-
CITIServ	(45)		(45)	(50)		(50)
EAF for FEPS		3,007	3,007			-
EAF for HB		15,000	15,000			-
ESG Homebase Rapid Housing		290	290			-
Fringe Offset Benefits	187			198		198
Funds Door Widening Program	10					-
FY14 HMIS Rev Up		89	89			-
FY14 Homebase and HMIS Rev		2,229	2,229			-
FY Sand Rev from FY13		300	300			-
FY14 ESGREV2		5,386	5,386			-
FY14 ESGREV3		3,295	3,295			-
FY14 Rev Sandy		780	780			-
FY14 IC with DHS Maramont Food	100					-
HHS Accelerator Tech Adjustment	(71)		(71)	(142)		(142)
HMIS PS Revenue		210	210			-

<i>Dollar in Thousands</i>	FY 2014			FY 2015		
	City	Non-City	Total	City	Non-City	Total
HMIS OTPS Revenue		\$570	\$570			-
IC W/DHS Common Ground	(25)		(25)	(49)		(49)
Increase OT for Sandy		100	100			-
Increase ESG for BTE		1,061				-
Medical Services in Adult Shelters				1,200		1,200
MOVE FY13 ESG UNCOM BAL INFY14		2,683	2,683			-
Move PS fund for Sandy		27	27			-
MOVE UNCM BAL from FY13 to FY14		33	33			-
MRT Funds for prevention		1,808	1,808			-
NEG SBS/DHS Cleanup Grant	1,004		1,004			-
Personal Service Tech Adjust	112		112			-
PUT UP FY13 UNCMY BAL to FY14		9,754	9,754			-
Revenue in 8911		50	50			-
Revenue Technical Adjustment	(5,572)	5,572	(0)	(5,572)	5,572	-
Sandy From FY13 to FY14		650	650			-
SBS/DHS Cleanup for NEG	991					-
TOTAL, Other Adjustments	(\$3,309)	\$52,944	\$47,285	(\$4,415)	\$5,572	\$1,157
TOTAL, All Changes	37,020	100,420	135,090	35,319	48,353	83,672
DHS Budget as of Preliminary 2015 Plan	\$489,702	\$553,628	\$1,043,330	\$482,109	\$499,568	\$981,677

**Continuation from previous page*

Appendix B

Contract Budget

Category	Number	Budgeted	Pct of Total Contract Budget	Pct of City Total Contract Budget
Contractual Services General	33	\$187,707	0.02%	0.03%
Telecommunications Maintenance	2	125,000	0.02%	0.25%
Maint & Repair of Motor Vehicle Equipment	1	4,000	0.00%	0.03%
Maint & Repair, General	31	7,023,255	0.87%	5.30%
Office Equipment Maintenance	6	24,582	0.00%	0.18%
Printing Contracts	5	159,477	0.02%	0.50%
Security Services	7	21,410,999	2.66%	21.62%
Temporary Services	16	565,449	0.07%	1.43%
Cleaning Services	3	3,999,584	0.50%	18.46%
Transportation Expenditures	1	2,494,558	0.31%	18.61%
Homeless Family Services	282	448,139,987	55.70%	96.49%
Homeless Individual Services	138	317,650,770	39.48%	100.00%
Training Programs for City Employees	6	391,317	0.05%	2.42%
Professional Services Accounting & Audit	2	386,414	0.05%	1.41%
Professional Services Engineer & Architect	2	466,949	0.06%	6.91%
Professional Services Computer	2	1,410,026	0.18%	1.38%
Professional Services Other	1	127,162	0.02%	0.06%
Fiscal 2014 Preliminary Budget	538	\$804,567,236	100.00%	

Appendix C

Reconciliation of Program Areas to Units of Appropriation

	Personal Services	Other Than Personal Services	
<i>Dollars in Thousands</i>	001	002	Grand Total
Adult Shelter Administration & Support	\$8,201,395	-	\$8,201,395
Adult Shelter Intake and Placement	8,623,800	-	8,623,800
Adult Shelter Operations	20,693,696	298,093,149	318,786,845
Family Shelter Administration & Support	5,752,451	2,705,911	8,458,362
Family Shelter Intake and Placement	23,807,928	-	23,807,928
Family Shelter Operations	8,807,084	482,368,221	491,175,305
General Administration	42,887,417	17,996,969	60,884,386
Outreach, Drop-in and Reception Services	888,325	30,869,406	31,757,731
Prevention and Aftercare	-	6,404,359	6,404,359
Rental Assistance and Housing Placement	1,285,312	22,291,382	23,576,694
Grand Total	\$120,947,408	\$860,729,397	\$981,676,805