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Report to the Committee on Finance and the Committee on General Welfare on the Fiscal 2021 Executive Budget for the

Department of Homeless Services

May, 18 2020

Finance Division

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Department of Homeless Services Overview

This report presents a review of the Department of Homeless Services (DHS) \$2.1 billion Fiscal 2021 Executive Budget. The section below presents an overview of the Department's budget followed by a review of the significant budget actions introduced in the Fiscal 2021 Executive Budget. Major issues related to the Department's budget are then discussed. For additional information on the Department's budget and its various programs, please refer to the Fiscal 2021 Preliminary Budget Report for DHS at: https://council.nyc.gov/budget/wp-content/uploads/sites/54/2020/04/071-DHS.pdf

The Executive Financial Plan overall decreases DHS' Fiscal 2021 budget by \$52.9 million. When compared to the Fiscal 2020 Adopted Budget the Executive Fiscal 2021 budget is \$45.1 million less and \$74.3 million less when compared to its Fiscal 2020 current budget. Although the Fiscal 2021 Executive Budget adds new City funding to backfill the State's cut to the City's Temporary Assistance for Needy Families funding, it also reflects \$60 million in savings for Fiscal 2021 as part of the citywide Program to Eliminate the Gap (PEG) program. Additionally, DHS' Fiscal 2021 Budget does not accurately project spending, especially spending related to the COVID-19 pandemic.

DHS' Fiscal 2021 Executive Budget totals \$2.1 billion, of which \$154.4 million supports Personal Services (PS) and \$1.9 billion or 90 percent supports Other Than Personal Services (OTPS). The Financial Summary below shows the Department's budget since Fiscal 2018, including headcount, and compares its Fiscal 2021 Executive Budget to its Fiscal 2020 Adopted Budget.

DHS Financial Summary						
	2018	2019	2020	Executive Plan		*Difference
Dollars in Thousands	Actual	Actual	Adopted	2020	2021	2020 - 2021
Spending						
Personal Services	\$153,640	\$161,541	\$156,472	\$160,381	\$154,434	(\$2,038)
Other Than Personal Services	1,992,376	2,022,600	1,963,008	1,988,398	1,919,911	(43,096)
TOTAL	\$2,146,017	\$2,184,142	\$2,119,479	\$2,148,778	\$2,074,345	(\$45,134)
Budget by Program Area						
Adult Shelter Administration & Support	\$8,150	\$11,567	\$10,110	\$13,045	\$10,235	\$125
Adult Shelter Intake and Placement	11,561	10,121	11,389	11,755	11,909	520
Adult Shelter Operations	708,667	767,142	638,568	697,850	660,722	22,154
Family Shelter Administration & Support	11,470	11,235	17,792	12,051	18,095	303
Family Shelter Intake and Placement	27,261	27,864	31,475	31,736	32,095	620
Family Shelter Operations	1,133,713	1,146,638	1,143,315	1,174,921	1,133,132	(10,183)
General Administration	100,288	84,978	132,927	68,516	75,589	(57,338)
Outreach, Drop-in and Reception Services	99,431	101,973	118,573	121,567	117,229	(1,345)
Prevention and Aftercare	20,718	57	0	6	9	9
Rental Assistance and Housing Placement	24,757	22,566	15,330	17,330	15,330	0
TOTAL	\$2,146,017	\$2,184,142	\$2,119,479	\$2,148,778	\$2,074,345	(\$45,134)
Funding						
City Funds	\$1,295,540	\$1,353,045	\$1,284,424	\$1,311,460	\$1,269,055	(\$15,368)
Other Categorical	1,382	3,286	3,000	3,000	0	(3,000)
State	184,879	176,712	178,739	178,739	179,312	573
Federal - Community Development	4,121	3,400	4,731	10,835	4,337	(394)
Federal - Other	658,103	646,712	647,734	643,893	620,789	(26,945)
Intra City	1,991	986	851	851	851	0
TOTAL	\$2,146,017	\$2,184,142	\$2,119,479	\$2,148,778	\$2,074,345	(\$45,134)
Budgeted Headcount						
Full-Time Positions	2,368	2,318	2,385	2,413	2,211	(174)

^{*}The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Executive Budget.

As indicated by the Financial Plan Summary on the previous page, the Department of Homeless Services Fiscal 2021 Executive Budget totals \$2.1 billion, a decrease of \$45 million when compared to the agency's Fiscal 2020 Adopted Budget. As seen in the appendix, the majority of this change can be attributed initiatives introduced since adoption of the Fiscal 2020 Budget including \$60 million in cuts to the agency's Fiscal 2021 Executive Budget and a \$14.5 million increase for the indirect cost rate initiative introduced in the November 2019 Financial Plan. DHS's Fiscal 2021 Budget was approximately \$10 million greater than the Fiscal 2020 Budget at adoption. Other adjustments included in the Fiscal 2021 Executive Budget add an additional \$7 million to DHS' budget in Fiscal 2021, which include \$6.3 million for lease adjustments and \$623,000 for collective bargaining.

DHS' Fiscal 2021 Executive Budget is \$74.4 million less than its current Fiscal 2020 budget and \$52.9 million less than the Fiscal 2021 Preliminary Budget as a result of the citywide PEG program. New needs introduced for Fiscal 2020 since Adoption totals \$9.1 million for the indirect cost rate initiative, baselined in Fiscal 2020. Other adjustments further increase the current Fiscal 2020 budget by \$20 million since Adoption.

When comparing the Fiscal 2021 Executive Budget to current Fiscal 2020 Budget, full-time headcount decreases by 202 positions, a decrease of 165 positions in General Administration, 34 positions in Adult Shelter Operations, two positions in Adult Shelter Intake and Placement, and one position in Outreach, Drop-in, and Reception Services.

Below is a summary of key funding changes by program area and source when comparing DHS' Fiscal 2021 Executive Budget to its Fiscal 2020 Adopted Budget.

Changes by Funding Source

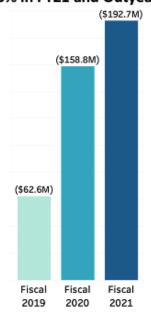
• City Funding. When compared to its Fiscal 2020 Adopted Budget, DHS' City funding decreases by \$15.4 million in Fiscal 2021. This decrease in City funding directly relates to the citywide PEG program which decreases DHS' budget by \$60 million offset by City funds increases of \$28.1 million for the TANF local share, collective bargaining agreements, and other technical adjustments. In the November 2020 Financial Plan, \$14.5 million in City tax-levy (CTL) was added for the indirect cost rate initiative, baselined in Fiscal 2020. Funding for the indirect cost rate initiative was reduced by \$5.4 million in the Executive Plan, for a net increase of \$9.1 million.





Federal Funding. When compared to the Fiscal 2020 Adopted Budget, DHS' federal funding decreases by \$28.1 million in Fiscal 2021. The largest changes are the State Budget cut to Temporary Assistance for Needy Families (TANF) and \$4 million increase for lease adjustments. New York City is now required to pay an additional five percent local share towards TANF resulting in a total loss of \$68 million in State funding Citywide. The loss in the DHS budget is \$32.1 million in Fiscal 2021 and in the outyears. The revenue loss will have no impact on services because the Financial Plan replaced the lost aid with City funding. The remainder of the State TANF funding loss impacts the Human Resources Administration and the Administration for Children's Services. This cut is in addition to the 10 percent TANF local share increase that was implemented in the State Fiscal 2020 Budget; the cumulative impact of the 15 percent TANF local share increase Citywide totals \$193 million, and the impact on DHS' budget is \$94.7 million a year in Fiscal 2021 and the outyears. The cumulative effect of the TANF city-share across DHS and HRA is shown to the right.

Cumulative DHS and HRA State TANF Funding Loss: 15% in FY21 and Outvears



Significant Programmatic Changes

DHS' budget includes 10 program areas, as defined by the Budget Function Analysis prepared by the Office of Management and Budget. The largest programmatic areas in terms of funding are Family Shelter Operations and Adult Shelter Operations, which combined, consist of 87 percent of the agency's Fiscal 2021 Executive budget.

Significant spending changes when comparing the Fiscal 2020 Adopted Budget to the Fiscal 2021 Executive Budget in Family Shelter Operations and Adult Shelter Operations are a result of realigning funding from the General Administration budget to the appropriate program areas. Details can be found in the Fiscal 2021 Preliminary Budget Report. The programmatic changes reflected in the Fiscal 2021 Executive Budget are detailed below.

General Administration. The Fiscal 2021 Executive Budget for General Administration decreases by \$54.2 million when compared to the Fiscal 2021 Preliminary Budget. This is a reflection of shelter security and indirect rate funding moving to the Adult Shelter Operations and Family Shelter Operations budgets, similar to what was seen in the current Fiscal 2020 budget when the Fiscal 2021 Preliminary Budget was released. Additional savings through the PEG program are reflected in the General Administration budget.

- Family Shelter Operations. The Fiscal 2021 Executive Budget for Family Shelter Operations decreases by \$16 million when compared to the Fiscal 2021 Preliminary Budget. This primarily due to savings reflected in the PEG program.
- Adult Shelter Operations. The Fiscal 2021 Executive Budget for Adult Shelter Operations
 increases by \$16.3 million when compared to the Fiscal 2021 Preliminary Budget. This is
 primarily due to shelter security and indirect rate funding moving to the Adult Shelter

Operations and Family Shelter Operations budgets, similar to the shift introduced in the Preliminary Plan for Fiscal 2020.

New in the Executive Budget

DHS's Fiscal 2021 Executive Budget introduces \$32.1 million in new needs, \$60 million in savings, and \$7.1 million in Other Adjustments for Fiscal 2021. New Needs, Savings, and Other Adjustments in the Fiscal 2021 Executive Budget for the Department are detailed in the following sections.

New Needs

DHS' Fiscal 2021 Executive Budget introduces one new need, which is the a backfill of the State TANF cut. The City funding increase is \$16 million in Fiscal 2020 and growing to \$32.1 million in Fiscal 2021 and in the outyears, as discussed in the Federal Funding section. This TANF funding stream supports family shelter operations in DHS' budget.

Other Adjustments

In addition to new needs, other adjustments increase DHS' Fiscal 2021 Executive Budget by \$7.1 million in Fiscal 2021. This is the net impact of \$6.3 million for lease adjustments, \$744,000 for collective bargaining, and multiple smaller technical adjustments. The lease adjustments are \$2.3 million City funded and \$4 million federally funded. All other adjustments are city funded.

Savings

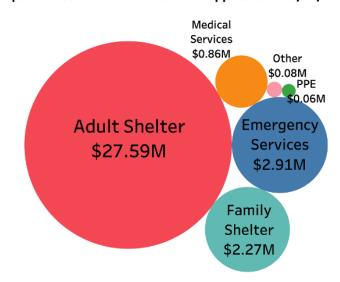
The Executive Plan includes \$5.4 in PEGs in Fiscal 2020, and \$60 million in Fiscal 2021 and in the outyears for DHS. Each is described below:

- Indirect Cost Rate Adjustments. The Executive Plan includes \$5.4 million savings in Fiscal 2020 for indirect cost rate adjustments. This is a result of the ongoing indirect rate adjustments for human service providers and is based on claims providers have submitted so far.
- Hotel Rate Savings. The Executive Plan includes \$35 million savings in Fiscal 2021 and the
 outyears for hotel spending. DHS is currently renegotiating with hotel shelter providers to
 lower nightly room rates in Fiscal 2021 and the outyears. The savings is a result of both the
 reduced use of family rooms and reduced hotel room rates. It is unclear how much the new
 negotiated rate for hotels is, but as of the Preliminary Budget, the average hotel rate was
 \$221 per day, with annual spending on contracted hotels of \$496.4 million.
- Shelter Security Savings. The Executive Plan includes \$25 million savings in Fiscal 2021 and the outyears for shelter security. The security savings impacts the total DHS security budget and will include multiple components that are centered on re-aligning guard staffing levels to more appropriately meet security needs. DHS' security budget now totals \$235 million for Fiscal 2020, with \$38 million for DHS Peace Officers, \$66 million for DHS security contracts, and \$131 for security costs supported through shelter provider contracts. The agency's revised baselined budget for security totals \$211 million. The evaluation of DHS shelter security levels is currently in progress and implementation of the security savings will be achieved by the end of Fiscal 2021.

COVID-19 Spending

In March 2020, the number of confirmed COVID-19 cases accelerated rapidly, leading to a citywide shutdown of nonessential businesses and services. The resulting economic fallout left budget shortfalls for New York City and the Department of Homeless Services. The impact of COVID-19 among sheltered and unsheltered New Yorkers has been severe. As of March 2020, DHS' policy is to isolate individuals who have tested positive or are exhibiting symptoms in hotel-based shelter, and the agency has brought online 720 isolation beds with additional medical services, many of which have homeless individuals doubled up. As of April 29th, 2020, DHS reported 677 shelter clients and 175 unsheltered clients had tested positive for COVID-19, with many other exhibiting symptoms. During this time period, 396 clients were in isolation in hotel-based shelter and 564 had been discharged from isolation to their previous shelter placement. In addition, 72 individuals chose to self-isolate and 55 chose to make other arrangements rather than relocating to a hotel. Regrettably, 61 individuals have passed away due to COVID-19. In addition to budget savings, DHS implemented a number of programmatic changes throughout March and April, which will be outlined below.

• DHS' COVID-19 Budget and Expenditures. The Executive Plan did not make changes to DHS' budget to show COVID-19 related expenses or revenue despite the launch of DHS's hotel-based isolation and distancing shelters, enhanced services, and purchase of personal protective equipment (PPE), and other emergency services. As of May 3rd, 2020, DHS had entered into contracts totaling \$34 million for COVID-19 related expenses and has committed \$46 million to COVID-19 related expenses. As of March 4th, 2020, DHS had entered into COVID-19 related contracts totaling \$27.6 million for shelter for adults and \$2.27 million for shelter for families. The agency's budget does not accurately reflect spending or commitments related to COVID-19 in Fiscal 2020 or Fiscal 2021.



Expenditures on COVID-19 Related Supplies as of 05/04/2020

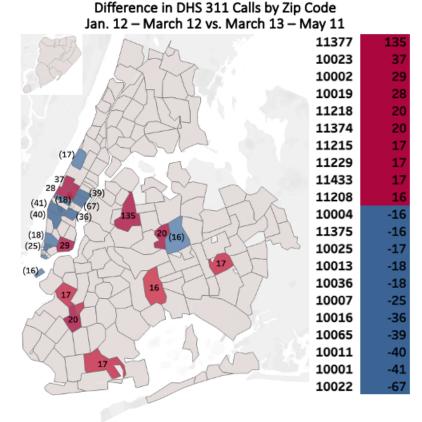
• **Federal Budget Support.** Expenditures related to COVID-19 is anticipated to be reimbursed by the federal government through FEMA and the CARES Act. FEMA reimbursement is currently 75 percent with a 25 percent city-share which can be funded through CARES Act funding. New York City has advocated for the federal government to waive the 25 percent city-share, though that has not happened to date.

DHS' De-Densify Strategy. On April 3rd, 2020, DHS began their de-densify strategy to reduce the number of clients above 70 years old in traditional shelter and to reduce the shelter population in high-risk dormitory shelter settings. DHS' first priority was to isolate shelter clients over the age of 70 years old. In order to do this, DHS created capacity by transferring families with children into Tier II shelters. As of May 7th, 2020, DHS reported over 3,300 dedensify beds online in three hotel shelters, with 421 beds for clients above 70 years of age. DHS' Fiscal 2021 Executive Budget does not reflect expenses related to their de-densify strategy, including transportation, services, and other expenses.

COVID-19 Related Shelter: 4,641 Beds



- Safe Havens and Drop-In Centers. In response to COVID-19, DHS has opened over 200 new safe haven and stabilization beds, including in a commercial hotel, and has an open solicitation for additional beds. DHS projects opening an additional 115 safe haven beds across three sites by June 2020. This includes an expansion of two existing safe haven sites. DHS plans to bring an additional 239 beds online across four sites by April 2021. Social distancing requirements decreased the capacity of drop-in centers and resulted in the closure of all respite beds. In response, DHS opened one emergency drop-in center in the Bronx to add additional capacity. The current Fiscal 2020 Budget for Outreach, Drop-In, and Reception Services in DHS is \$121.6 million, yet the Fiscal 2021 Executive Budget does not reflect additional funding for safe havens or drop-in capacity, and funding for Fiscal 2021 and the outyears is not reflected in the budget.
- **DHS 311 Calls by Zip Code.** The total number of 311 calls referred to DHS increased by 1.6 percent in the 60 days before March 12th, 2020 to the 60 days after March 12th. Notably, 11377 in Queens, an area underrepresented in safe haven and drop-in capacity, has seen the largest increase in DHS 311 calls. Manhattan has seen the largest decrease. The variation in 311 calls by zip code during this time period is shown below.



Testing. DHS announced it began COVID-19 testing at two high-density shelters on the week of May 4th, 2020. The remaining DHS shelters do not have site-wide client testing,

though DHS has plans to expand testing in the coming weeks. The Fiscal 2021 Executive

• **Subway Closures.** On May 5th, 2020, the Metropolitan Transportation Authority (MTA) began nightly closures of the subway system between 1 a.m. and 5 a.m. to disinfect trains, stations, and equipment. The NYPD deployed 1,000 officers and the Department of Social Services deployed 100 outreach workers to subway stations in the process. Hundreds of homeless New Yorkers sleeping on trains were removed due to the subway closures.

Budget does not reflect funding for COVID-19 testing at shelter sites.

 Office of Temporary and Disability Assistance Waiver Changes. The Department of Social Services requested a variety of waivers and other changes of program requirements from the New York State Office of Temporary and Disability Assistance (OTDA) related to benefits, services and programs operated by the Agency. Related to shelter oversight and compliance, OTDA expedited approval of new shelters with the exception of the 58th Street facility, and suspended annual inspections.

Budget Issues

Provider Contract Reimbursement. Provider contract reimbursement has been slow and
unsatisfactory, creating financial stress for providers during the COVID-19 crisis. Many
providers are incurring additional COVID-19 related expenses and are in the process of
reimbursement with DHS and the Administration. Human service provers were asked to

submit contract budget changes to reflect COVID-19 spending and cite late payment issues.

- Incentive Pay. Providers have called for the Administration to commit to paying frontline human services workers incentive pay retroactively to March 23, 2020, when non-essential workers in New York were ordered to stay home. This would include all contracted workers who continued work despite being unable to do so remotely. In addition, advocates have called for the Administration to allow providers flexibility to reallocate funding to support staff, including incentive pay, so they can remain operational.
- Food in Shelter. In the Fiscal 2021 Preliminary Budget Response, the Council called for the City to increase food allowances for all emergency housing programs, including DHS shelters, during the COVID-19 crisis and recovery period. It is critical that meal reimbursement rates at shelters be sufficient to provide adequate and nutritious meals so residents do not have to leave shelters unnecessarily to access food during this time. DHS set the maximum daily spending per person at just \$8, far below the \$20 daily food spending of some supportive housing programs and still below the \$8.42 average per meal reimbursement for home-delivered meals (HDMs) by the Department for the Aging (DFTA). Shelter operators fill the gap with private grant funding or expect shelter residents to make up for it.

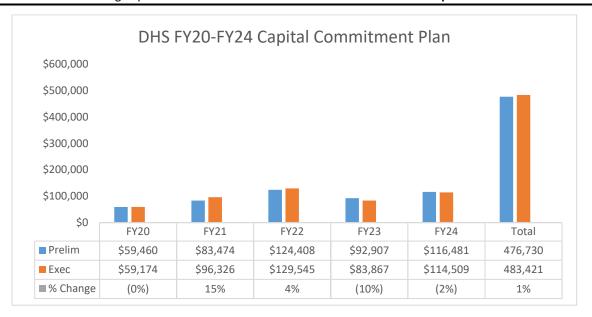
Capital Program

The Executive Capital Commitment Plan for Fiscal 2020-2024 (the Commitment Plan) and the Fiscal 2021 Executive Capital Budget (the Capital Budget) for the Department are reviewed in the following sections.

Fiscal 2021 Executive Capital Commitment Plan for Fiscal 2020-2024

DHS' Fiscal 2021 Executive Capital Plan includes \$483.4 million in Fiscal 2020 – Fiscal 2024, an increase of \$6.7 million when compared to the agency's Fiscal 2021 Preliminary Plan. This represents approximately .6 percent of the City's total \$82.2 billion Capital Plan for 2020-2024. The largest categories of capital projects are congregate facilities for homeless single adults, with \$283.3 million, and congregate facilities for homeless families, with \$137.8 million. Together, these two categories are 89 percent of the DHS Capital Plan for 2020-2024. Additional categories of capital projects include the purchase of equipment, reconstruction and improvements to shelters, and provider capital funding. The Capital Plan projects additional spending of \$183 million over the subsequent 5-year plan period.

DHS' Fiscal 2021 Executive Capital Commitment Plan includes an increase of \$17.7 million for Fiscal Years 2020 – 2022 and a decrease of \$11 million in Fiscal 2023 – 2024.



Executive Capital Plan Highlights: Fiscal 2020 – 2024

The Fiscal 2021 Executive Capital Plan increased the Fiscal 2021 capital budget by \$12.9 million, or 15 percent, when compared to the Fiscal 2021 Preliminary Capital Plan. Major changes to the Fiscal 2021 budget are detailed below.

- Purchase of Equipment. The Fiscal 2021 Executive Capital Plan included an additional \$10.2 million for the purchase of equipment when compared to the Fiscal 2021 Preliminary Capital Plan. The largest addition was \$4 million related to the Butler Settlement, which will improve access to shelter for individuals with disabilities. Additional funding increases include \$2.3 million for HOMESTAT IT upgrades, \$1.6 million for CARES IT upgrades, and various security and design upgrades.
- Congregate Facilities for Homeless Single Adults. The Fiscal 2021 Executive Capital Plan included an additional \$1.58 million for congregate facilities for homeless single adults when compared to the Fiscal 2021 Preliminary Capital Plan. Significant changes include an increase of \$2.3 million for Borden Avenue Flood Mitigation and a decrease of \$930,000 for the Bushwick Family Boiler Reconstruction, moved to the congregate facilities for homeless families budget.
- Congregate Facilities for Homeless Families. The Fiscal 2021 Executive Capital Plan included an additional \$1.1 million for congregate facilities for homeless families when compared to the Fiscal 2021 Preliminary Capital Plan. The primary change is the \$930,000 in funding for the Bushwick Family Boiler Reconstruction. Other changes include minor building repairs and upgrades.

Appendix 1: Fiscal 2021 Budget Actions since Fiscal 2020 Adoption

		FY 2020			FY 2021		
Dollars in Thousands	City	Non-City	Total	City	Non-City	Total	
DHS Budget as of the Adopted 2020 Plan	\$1,285,275	\$834,204	\$2,119,479	\$1,276,945	\$832,960	\$2,109,905	
Other Adjustments - Prelim. 2021							
Facilities Staffing	-	-	-	-	(\$396)	(\$396)	
FY20 HMIS Inv FY19	-	367	367	-	-	-	
FY20 HUD Rev Mod	-	186	186	-	-	-	
Lease Adjustment	89	-	89	-	-	-	
Local Initiatives	2	-	2	-	-	-	
Subtotal, Other Adjustments	\$91	\$553	\$644	-	(\$396)	(\$396)	
TOTAL, All Changes Prelim. 2021	\$91	\$553	\$644	-	(\$396)	(\$396)	
DHS Budget as of the Preliminary 2021 Plan	\$1,301,575	\$849,245	\$2,150,820	\$1,294,704	\$832,564	\$2,127,268	
New Needs – Exec. 2021							
State Budget TANF Funds Cost Shift	\$16,025	(\$16,025)	-	\$32,117	(\$32,117)	-	
Subtotal, New Needs	\$16,025	(\$16,025)	-	\$32,117	(\$32,117)	-	
Other Adjustments - Exec. 2021							
CBU 073 Electricians Collective Bargaining	\$56	-	\$56	\$123	-	\$123	
CBU 147 Maintenance Workers Collective Bargaining	42	-	42	59	-	59	
Collective bargaining for CBU 151- Bricklayers	12	-	12	12	-	12	
CWA 1180 Admin Managers Collective Bargaining	83	-	83	122	-	122	
CWA 1180: Principal Admin Associates (Excluding Admin Managers)							
Collective Bargaining	99	-	90	155	-	155	
Fleet Reduction	-	-	-	(9)	-	(9)	
FY20 DHS ESG AND HMIS BUDGET	-	2,130	2,130	-	-	-	
FY20 E200 Mod	-	700	700	-	-	-	
FY20 ESG 8901 MOD	-	400	400	-	-	-	
FY20 HMIS Rev2	-	235	235	-	-	-	
FY20 HUD Rev Mod2	-	176	176	-	-	-	
FY20 PS CDBG TAKEDOWN MOD	-	(394)	(394)	-	-	-	
Heat, Light and Power	(183)	_	(183)	(384)	-	(384)	
Heating Fuel Adjustment	(135)	-	(135)	(40)	-	(40)	
Lease Adjustment	, ,	_	-	2,343	3,990	6,333	
Local 15 and Local 30 Oilers et. al. Collective Bargaining	147	-	147	152	-	152	
OEO Funding Adjustment	-	-	-	770	-	770	
Silver Stars	-	-	-	(216)		(216)	
Subtotal, Other Adjustments	121	3,247	3,368	3,087	3,990	7,077	
City-wide Savings – Exec. 2021			-		-	-	
Hotel Rates Savings	-	-	-	(\$35,000)	-	(\$35,000)	
Security Savings	-	-	-	(25,000)	-	(25,000)	
Indirect Cost Rate	(5,409)	-	(5,409)	-	-	-	
Subtotal, City-wide Savings	(\$5,409)	-	(\$5,409)	(\$60,000)		(\$60,000)	
Subtotal, Other Adjustments, City-wide Savings	(\$5,288)	\$3,247	(\$2,041)	(\$56,913)	\$3,990	(\$52,923)	
TOTAL, All Changes - Exec. 2021	\$10,737	(\$12,778)	(\$2,041)	(\$24,796)	(\$28,127)	(\$52,923)	
DHS Budget as of the Fiscal 2021 Executive Plan	\$1,312,311	\$836,467	\$2,148,778	\$1,269,906	\$804,437	\$2,074,343	