

# Proposed Consolidated Plan

2013 Executive Summary



**NYC**<sup>TM</sup> PLANNING  
DEPARTMENT OF CITY PLANNING CITY OF NEW YORK

*Effective as of October 10, 2012*

# Proposed Consolidated Plan

2013  
Executive Summary



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# **PROPOSED 2013 CONSOLIDATED PLAN**

October 10, 2012

## **Executive Summary**

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## *Executive Summary*

### *Proposed 2013 Consolidated Plan*

#### Introduction

The *Proposed 2013 Consolidated Plan* is the City of New York's annual application to the United States Department of Housing and Urban Development (HUD) for the four Office of Community Planning and Development entitlement programs: Community Development Block Grant (CDBG), HOME Investment Partnership (HOME), Emergency Solutions Grant (ESG) (*formerly the Emergency Shelter Grant*), and Housing Opportunities for Persons with AIDS (HOPWA).

The change in the Emergency Shelter Grant program's name reflects the change in the program's federally-mandated focus from addressing the needs of homeless people in emergency or transitional shelters to assisting families and individuals to quickly regain stability in permanent housing after experiencing a housing crisis and/or homelessness.

The 2012 Plan represents the fourth year of a five-year strategy for New York City's Consolidated Plan years 2010 through 2014. The five-year strategy was articulated in Volume 2 of the 2010 Consolidated Plan.

New York City's Consolidated Plan Program Year 2013 begins January 1, 2013 and ends December 31, 2013. According to federal Consolidated Plan regulations, localities are required to submit their Proposed Plan no later than 45 days prior to the start of the Program Year (November 15, 2012).

For the 2013 Program Year, the City expects to receive approximately \$355,698,200 from the four HUD formula grant programs; \$226,968,000 for CDBG, \$60,338,400 for HOME, \$54,245,300 for HOPWA, and \$14,146,200 for ESG. This represents an approximate \$59.4 million overall decrease in entitlement grant funds requested from the City's Proposed 2012 Consolidated Plan Program Year grant request. The majority of the decrease is the result of a substantial reduction in the amount of funds Congress appropriated nationally in FFY12 for the HOME Program (approximately -38%).

These funds are primarily targeted to address the following eligible activities: housing rehabilitation and community development to maximize the preservation of the City's housing stock; the City's continuum of care for homeless single adults and homeless families; and housing opportunities and housing support services for persons with HIV/AIDS.

The New York City Consolidated Plan serves not only as the City's application for federal funds for four HUD Office of Community Planning and Development formula programs (CDBG, HOME, ESG and HOPWA), but also as the HOPWA grant application for three (3) surrounding counties within the New York Eligible Metropolitan Statistical Area (EMSA): Putnam; Rockland and Westchester. The County of Westchester administers the HOPWA funds for the cities of Mount Vernon, New Rochelle, and Yonkers which are incorporated within its boundaries.

The New York City Department of City Planning is the lead agency in the City's Consolidated Plan application process and is responsible for the formulation, preparation and development of each year's proposed Consolidated Plan. City Planning coordinates Plan-related activities between the Consolidated Plan Committee member agencies and the federal government.

The four federal entitlement programs, CDBG, HOME, HOPWA and ESG, are administered by the following City agencies respectively, Office of Management and Budget (OMB), the Department of Housing Preservation and Development (HPD), the Department of Health and Mental Hygiene – Bureau of HIV/AIDS Prevention and Control (DOHMH-BHAPC), and the Department of Homeless Services (DHS).

In addition, the New York City Housing Authority (NYCHA), using primarily Public Housing Capital funds, administers public housing new construction, rehabilitation and modernization activities, and home ownership opportunity programs, along with a Section 8 rental certificate and voucher program for its tenant population. Furthermore, the City of New York's Continuum of Care for the Homeless and Other Special Needs Populations is administered by various City Agencies, each according to their respective area of expertise. The supportive housing programs and services are funded primarily with City (capital and/or expense) and/or State funds.

The Department of Homeless Services (DHS) coordinates social and physical services for homeless families and individuals. Programs for runaway and homeless youth and children aging out of foster care are administered by the Department of Youth and Community Development (DYCD), and Administration for Children's Services (ACS), respectively.

The Human Resources Administration (HRA) provides a range of public benefits and social services which assist in homeless prevention and/or diversion. These are often delivered in conjunction with government sponsored housing efforts. Through HRA's HIV/AIDS Administration (HASA), HRA provides emergency and supported housing assistance and services for families, single adults and children with HIV-related illness or AIDS. The City's Department of Health and Mental Hygiene - Division of Mental Hygiene, along with the State's Offices of Mental Health (OMH), the Office for People With Developmental Disabilities (OPWDD) (formerly the Office of Mental Retardation and Developmental Disabilities (OMRDD)), and Office of Alcoholism and Substance Abuse Services (OASAS); plans, contracts for and monitors services for these disability areas and provides planning support to OASAS in the field of substance abuse services. Several other City Agencies address the concerns of targeted groups of citizens by providing housing information and supportive housing services assistance, such as the Department of the Aging (DFTA) (the elderly and frail elderly), the Mayor's Office for People with Disabilities (MOPD) (persons with a disability), and the Mayor's Office to Combat Domestic Violence (MOCDV) (victims of domestic violence).

### Summary of Annual Objectives

For the 2013 Consolidated Plan program year the City of New York is required to use HUD's Performance Outcome Measurement System. The Performance Outcome Measurement System was developed to enable the U.S. Department of Housing and Urban Development to collect and aggregate standardized performance data on entitlement-funded activities from all entitlement grantees nationwide for use in reporting to Congress on the effectiveness of its formula entitlement programs in meeting the Department's strategic objectives.

The outcome performance measurement system includes objectives, outcome measures and performance indicators that describe the intended outputs of the various entitlement funded activities. There are three (3) objectives: creating Suitable Living Environment; providing Decent Affordable Housing; and Creating Economic Opportunities which, combined with the three (3) performance outcome categories, Accessibility/Availability; Affordability; and Sustainability, create nine (9) performance measurement statements. The nine performance outcome measurement statements are:

- Accessibility for the purpose of providing Decent Affordable Housing
- Affordability for the purpose of providing Decent Affordable Housing
- Sustainability for the purpose of providing Decent Affordable Housing

- Accessibility for the purpose of creating Suitable Living Environments
- Affordability for the purpose of creating Suitable Living Environments
- Sustainability for the purpose of creating Suitable Living Environments
- Accessibility for the purpose of creating Economic Opportunities
- Affordability for the purpose of creating Economic Opportunities
- Sustainability for the purpose of creating Economic Opportunities

In addition to determining the performance outcome measurement, the System requires entitlement grantees to collect and enter into the HUD Integrated Disbursement and Information System (IDIS) accomplishment data according to eighteen (18) federally-defined Performance Indicator categories. Performance Indicator categories encompass housing construction and rehabilitation, public services and facilities, business/economic development, and homelessness prevention-related activities.

It is important to note that while the eighteen Performance Indicator Categories are designed to capture a majority of the eligible entitlement-funded activities a grantee may undertake, they do not capture every eligible activity. Therefore, due to the limitations of the Performance Indicators there are entitlement-funded activities which the City of New York intends to undertake in the 2013 Consolidated Plan Program Year which will not be captured by the Performance Outcome Measurement System. Consequently, the number of households and persons positively impacted by the City's overall efforts are expected to be much higher than can be identified under the Performance Indicator criteria. As a result of the Performance Outcome Measurement System's inability to categorize all eligible entitlement-funded activities, the amount of entitlement funds the City of New York expects to expend according to the nine performance outcome objective statements will be less than the total amount of entitlement funds the City of New York expects to receive for the 2013 Consolidated Plan program year.

For eligible program activities for which there is no appropriate HUD Performance Indicator in the Performance Outcome Measurement System, the City will reflect the proposed accomplishments by identifying the specific activity undertaken by the program. For example, because there is no suitable HUD indicator to reflect the CDBG-funded Land Restoration Program's activities, the Accomplishment Chart in the One-Year Action Plan's Description of Program Variables Table (Section I.C.a) will state: *No Appropriate HUD Indicator (Number of Acres Treated: 280)*. For these programs, program progress in addressing the City of New York's priorities and objectives as described in its five-year Consolidated Plan Strategic Plan will continue to be measured and reported in the Consolidated Plan Annual Performance Report (APR) by comparing its Proposed Accomplishment as described in the Consolidated Plan Action Plan Accomplishment Chart against its Actual Accomplishment.

Lastly, it is important to recognize that some households may benefit multiple times from various public service activities. Unlike activities such as rental assistance or housing production, where it is reasonable to expect that beneficiaries will not be double-counted, many households may receive multiple forms of assistance through a combination of either entitlement-funded public service, public facility or targeted area revitalization activities. As a result, if the reader attempts to aggregate the number of low-/moderate-income households and persons benefiting from entitlement-funded programs categorized as public service, public facility or targeted area revitalization activities, the aggregated number of households and persons benefiting from these activities may actually be greater than the actual number of low-/moderate-income households and persons residing in New York City. Therefore, the reader is advised to interpret aggregated data with caution.

## Summary of Annual Use of Grant Funds

Housing costs in New York City are some of the highest in the country and its housing stock is some of the oldest. The City is committed to easing the financial hardships low- and moderate-income families face in finding affordable decent housing by creating new and preserving existing housing units. As a response to the segment of New York City's housing stock that is older and in substandard condition, the City has devised programs which strive to remediate the City's deteriorating housing stock. To that end, the City of New York allocates a portion of its HUD entitlement grants to increasing accessibility, affordability, and to sustaining decent affordable housing in city neighborhoods. The City proposes to allocate a total of **\$42,135,300** during the 2013 calendar year to activities whose mission is to provide accessibility to decent affordable housing units. In 2013, the City will also spend approximately **\$101,988,100** to provide affordability of decent, affordable dwelling units and **\$60,543,123** to fund activities that work to sustain the City's housing stock.

Although safe affordable housing is a crucial component to improving the lives of New Yorkers, the City allocates a large share of HUD entitlement funds to community redevelopment programs as part of a holistic approach to enhancing the living environment found within the City. The programs are broad in scope but serve to generate vital, healthy, safe city neighborhoods. During the 2013 calendar year, **\$30,674,098** in total will be allocated to activities that provide access to a suitable living environment. A total of **\$2,963,000** will be used to promote affordable suitable living environments and **\$9,978,000** will be used for activities targeting sustainable living environments.

HUD entitlement grant dollars will also be apportioned to activities designed to foster economic recovery and enrich job prospects for city residents through business enhancement grants, education and worker training programs, and targeted commercial revitalization. In 2013, the City will spend **\$4,278,000** on activities that provide access to economic opportunity for low- and moderate-income New Yorkers.

The City of New York expects to receive approximately \$226,968,000 for CDBG programs, \$60,338,441 for HOME programs, \$14,146,420 for ESG programs, and \$54,245,344 for HOPWA programs. Housing and Urban Development entitlement grants provided to the City of New York are expected to achieve the following objectives and outcomes:

### Community Development Block Grant

- Four programs expect to receive a cumulative total of \$1,029,000 for the purpose of providing accessibility to decent affordable housing.
- Eight programs expect to receive a cumulative total of \$41,457,000 for the purpose of providing affordability for decent affordable housing.
- Three programs expect to receive a cumulative total of \$52,492,000 for the purpose of providing sustainability of decent affordable housing.
- Eleven programs expect to receive a cumulative total of \$22,295,000 for the purpose of creating/improving accessibility to suitable living environments.
- One program expects to receive a total of \$2,963,000 for the purpose of creating/improving affordability for suitable living environments.
- Six programs expect to receive a cumulative total of \$9,978,000 for the purpose of creating/improving sustainability of suitable living environments.
- Three programs expect to receive a cumulative total of \$4,278,000 for the purpose of creating/improving accessibility to economic opportunity.
- Four programs for which there is no appropriate HUD Performance Indicator and, therefore, no applicable HUD defined outcome/objective statement, expect to receive a cumulative total of \$53,788,000 to undertake CDBG-eligible activities.

- The remainder of CDBG funds, \$38,688,000 will be used for program administration and planning and, therefore, is not applicable to HUD defined outcome/objective statements.

HOME Investment Partnership

- Five programs expect to receive a cumulative total of \$39,242,414 for the purpose of providing accessibility to decent affordable housing.
- Five programs expect to receive a cumulative total of \$10,324,463 for the purpose of providing affordability of decent affordable housing.
- Two programs expect to receive approximately \$4,737,700 for the purpose of providing sustainable decent affordable housing.
- The remainder of HOME funds, approximately \$6,033,800, will be used for program administration and planning and, therefore, is not applicable to HUD defined outcome/objective statements.

Emergency Solutions Grant

- One program expects to receive a cumulative total of \$1,863,919 for the purpose of providing accessibility to decent affordable housing.
- One program expects to receive a cumulative total of \$3,313,403 for the purpose of providing sustainability for decent affordable housing.
- Two programs expect to receive a cumulative total of \$8,379,098 for the purpose of providing accessibility for suitable living environments.

Housing Opportunities for Persons with AIDS

- Three programs expect to receive a cumulative total of approximately \$50,206,600 for the purpose of providing affordability for decent affordable housing.
- The remainder of HOPWA funds, approximately \$1,552,500, will be used for program administration and planning and, therefore, is not applicable to HUD defined outcome/objective statements.

Summary of Funding

In total, over **\$1.591 billion** in combined funds is expected to be received in 2013. The four formula grants previously discussed account for approximately **\$355.698 million** of this figure.

Other Federal Funds include New York City Housing Authority (NYCHA) public housing authority funds, and HUD Competitive Grant program monies.

Summary Table of Funding Sources

	Amount City Expects to Receive in 2013	Amount City Expects to be Received by Other Entities in 2013
Total Federal		
CDBG	\$ 226,968,000	\$ 0
HOME	\$ 60,338,441	\$ 0
ESG	\$ 14,146,420	\$ 0
HOPWA	\$ 54,245,344	\$ 0
NYCHA Funds	\$ 0	\$ 270,369,594
HUD Competitive	\$ TBD	\$ TBD
Total State	\$ TBD	\$ TBD
Total City	\$ 941,888,761	\$ 0
Total Private	\$ 0	\$ 23,372,779
<b>Total All Sources</b>	<b>\$ 1,297,586,966</b>	<b>\$ 293,742,373</b>



## Citizen Participation

### In the Consolidated Plan Formulation Process

In accordance with federal regulations 24 CFR 91.105(e)(1), regarding Consolidated Plan citizen participation requirements, the City of New York conducted a public hearing to solicit comments on the formulation of the *Proposed 2013 Consolidated Plan*, on April 17, 2012.

New Yorkers were invited to attend and participate in the formulation and development of the Consolidated Plan in several ways. Over 1,800 notification letters were sent to New York City residents, organizations and public officials inviting participation in the public hearing. In addition, notices of the previously mentioned activity were published in three local newspapers, one English-language, a Spanish-language, and a Chinese-language daily, each with citywide circulation. Furthermore, a notice was placed as a public service message on the New York City-operated local cable television access channel. The respective notices included relevant Plan-related information so that informed comments are facilitated.

### In the Public Comment Review Period and Public Hearing

In order to notify the public of the release of the Proposed Consolidated Plan for public review and of the federally-required public hearing on the contents of the document, the City utilized the same notification methods as it did to announce the public hearing for the formulation of the Proposed Plan. Furthermore, the respective notices included relevant Plan-related information so that informed comments are facilitated. Lastly, copies of the *Proposed 2013 Consolidated Plan* are mailed to both the Chairperson and District Manager of each of the City's 59 Community Boards.

To provide public access to the document, copies of the *Proposed 2012 Consolidated Plan* can be obtained at the **City Planning Bookstore**, 22 Reade Street, New York, New York 10007, Phone: 212-720-3667, (**Monday 12:00 pm to 4:00 pm, Tuesday through Friday 10:00 am to 1:00 pm**) or any of the New York City Department of City Planning borough offices. (See end of summary for the locations of the Department of City Planning borough offices.)

In addition, copies of the Proposed Consolidated Plan were made available for reference in the City's Municipal Reference & Research Center (the City Hall Library), and the main public library in each of the five boroughs. (The locations of the respective libraries are provided at the end of the Summary).

Furthermore, the Department of City Planning posted the *Proposed 2013 Consolidated Plan* on the Department's website in Adobe Acrobat format for review by the public. The Internet-based version may be accessed at:

**<http://www.nyc.gov/planning>**

The public comment period began October 10, 2012 and extends for 30 days ending November 8, 2012.

The public hearing on Proposed 2013 Consolidated Plan has been scheduled for November 8, 2012, 2:30 p.m., in Spector Hall, at the Department of City Planning, 22 Reade Street, Manhattan. The public hearing will be followed by a question and answer session with City agency representatives in attendance.

Written comments on the *2013 Proposed Consolidated Plan* should be sent by close of business, November 8, 2012 to: Charles V. Sorrentino, New York City Consolidated Plan Coordinator, Department of City Planning, 22 Reade Street 4N, New York, New York 10007, FAX: (212) 720-3495, email: [Proposed2013ConPlan@planning.nyc.gov](mailto:Proposed2013ConPlan@planning.nyc.gov).

A summary of public comments received from the public comment period, the public hearing and agencies' responses will be incorporated into the version of the *Proposed 2013 Consolidated Plan* submitted to HUD.

## Summary of Citizens' Comments/Agencies' Responses

### Comments from the Public Hearing on the Formulation of the Proposed Consolidated Plan

The hearing began with opening remarks and the floor was then opened to testimony to those in attendance. However, no member of the public gave testimony. The hearing was concluded after the Consolidated Plan Committee member agencies' representatives waited a sufficient period of time to permit persons who may have been en route to the hearing the opportunity arrive and provide their testimony.

## Additional Information

Copies of the *Proposed 2013 Consolidated Plan* can be obtained at the following Department of City Planning offices:

<p><b>Bronx Office</b> 1 Fordham Plaza, 5th floor Bronx, New York 10458 Contact: Kim Canty (718) 220-8512</p>	<p><b>Queens Office</b> 120-55 Queens Boulevard, Room 201 Queens, New York 11424 Contact: Brunilda Rivera (718) 286-3169</p>
<p><b>Brooklyn Office</b> 16 Court Street, 7th floor Brooklyn, New York 11241 Contact: Gleno Holder (718) 780-8297</p>	<p><b>Staten Island Office</b> 130 Stuyvesant Place, 6th floor Staten Island, New York 10301 Contact: Patti Thode-Nolan (718) 556-7240</p>

Copies of the *Proposed 2013 Consolidated Plan* are available for reference at the following public libraries:

<p><b><i>NYC Municipal Reference &amp; Research Center (The City Hall Library)</i></b> 31 Chambers Street, Suite 110 New York, NY 10007 (212) 788-8590</p>	<p><b><i>Science, Industry and Business Library</i></b> 188 Madison Avenue at 34<sup>th</sup> Street New York, N.Y. 10016 (212) 592-7000</p>
<p><b><i>Mid-Manhattan Library</i></b> 455 Fifth Avenue (at 40<sup>th</sup> Street) New York, N.Y. 10016 (212) 340-0863</p>	<p><b><i>Bronx Reference Center</i></b> 2556 Bainbridge Avenue Bronx, N.Y. 10458 (718) 579-4257</p>
<p><b><i>(Brooklyn) Central Library</i></b> Grand Army Plaza Brooklyn, N.Y. 11238 (718) 230-2100</p>	<p><b><i>Queens Central Library</i></b> 89-11 Merrick Boulevard Jamaica, N.Y. 11432 (718) 990-0778/0779/0781</p>
<p><b><i>St. George Library Center</i></b> 5 Central Avenue Staten Island, N.Y. 10301 (718) 442-8560</p>	

Any questions or comments concerning the City's Consolidated Plan may be directed to:

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