Thomas P. DiNapoli, State Comptroller

Rahul Jain, Deputy Comptroller

FEDERAL FUNDS TO NEW YORK CITY: A REVIEW OF CATEGORICAL GRANTS

Overview

The federal administration has ordered freezes, pauses, and reviews of federal assistance funding to identify grant programs which are implicated by the President's recent executive actions and could be subject to reduction or elimination. While federal receipts do not reach the level of City- or State-provided receipts, New York City's FY 2026 operating budget is still relying on \$7.4 billion from the federal government, 6.4 percent of total fund spending. Federal funds also cover a higher share of essential services that the City provides to its most vulnerable residents, such as education, social services and housing. Outside of the City's budget, federal funds also provide direct support to the City's semi-autonomous organizations such as the Metropolitan Transportation Authority (MTA), the New York City Housing Authority (NYCHA), the City University of New York (CUNY), and New York City Health + Hospitals (H+H) and to other health care providers and non-profit organizations that serve New Yorkers.

The Office of the State Comptroller (OSC) examined the City's planned use of all federal funds by program area in its operating budgets across FY 2025 and FY 2026. OSC also analyzed the size and potential impact of the City's recurring federal funds, focusing on the 10 largest federal funding streams in FY 2025 and FY 2026 that flow through the City's operating budget, excluding pandemic relief.

Federal Funds by Funding Stream

Figure 1 shows the City's largest federal grants in FY 2025 and FY 2026, excluding pandemic funds, which comprise approximately three-quarters of the City's non-pandemic funding in these years. While the City receives some of these grants as direct awards from the federal government, the majority of the grants are first received by New York State and then passed through to the City.

The City's largest award is Temporary Assistance for Needy Families (TANF), which funds public assistance grants and other social services. TANF comprises nearly a quarter of the City's non-pandemic federal funding in both years. TANF's significant reach supports an average of 146,189 family assistance recipients in FY 2024 and nearly 44 percent of the planned costs for family shelter operations at the Department of Homeless Services (DHS) in FY 2025. The next largest grants are the Child Care and Development Block Grant (CCDBG), which supports child care and Title I Grants to Local Educational Agencies (LEAs).

Federal Funds by Agency

The City's FY 2025 operating budget incorporates nearly \$9.7 billion of federal funds, comprising 8.3 percent of total spending (see Figure 2). This includes \$1.1 billion of pandemic funds, which the City uses in part to fund recurring programs (see OSC's <u>latest Financial Plan review</u> for details). In FY 2026 federal funding drops to \$7.4 billion, due largely to the drop in pandemic funds, which total just \$65.2 million in FY 2026, and conservative assumptions by the City for federal grants and whether they are recurring.

However, the impact of the provision of funding differs by program area. Excluding fringe benefits, federal grants fund about 18 percent of the City's spending on social services agencies in both years and support nearly 43 percent of total spending for the Administration for Children's Services (ACS) in FY 2025, primarily for child care and foster care services. Notably, federal funds support more than half of the planned costs for the Department of Housing Preservation and Development (HPD) in FY 2025 and FY 2026. In contrast, while the Department of Education (DOE) receives more federal funding than any single City agency, the grants comprise 8 percent of its total planned spending in FY 2025 when excluding fringe benefits, and nearly 7 percent when including benefits.

Funding Freezes

The federal government has issued recent announcements and executive orders which indicate that federal funding levels for some programs are uncertain. In late January 2025, the administration announced a temporary pause on obligations and disbursements of federal assistance until at least the administration had completed a review of each grant program to identify any potential inconsistencies with the President's executive orders. <u>Based on OSC's analysis</u>, nearly all federal operating receipts anticipated by the City would be subject to the review. In February 2025, the administration reversed \$80 million in reimbursements to the City for services to asylum seekers that had been reviewed, approved, and disbursed by the Federal Emergency Management Agency (FEMA). The City later received notice that FEMA may claw back additional funds that were received and spent in prior years for this purpose. The City has noted it intends to challenge these efforts in court.

In March 2025, a continuing resolution was approved which extends government funding through September 30, thereby avoiding a government shutdown. However, while the funding bill largely extends FY 2024 funding levels, it removes earmarked projects and does not contain funding directives that would restrict money for specific purposes, thus increasing the executive branch's discretion over funds. Also in March, the President signed executive orders to dismantle the United States Department of Education and to significantly restructure the United States Department of Health and Human Services (HHS). No additional funding would be provided for emergency housing vouchers. The elimination of federal departments requires Congressional approval.

Through April 8, the City received notifications of paused, partially or fully terminated federal awards which OSC estimates could have a negative operating budget impact up to nearly \$400 million in FY 2025 and \$135 million in FY 2026 (see Figure 3). However, this only considers budgeted amounts as of the FY 2026 Preliminary budget; the full impact of the recent federal actions to New York City is not yet known. There have also been impacts to capital funds to the City, which OSC did not examine for this report. OSC quantifies the use of the City's largest federal grants and the potential risks to the City's operating budget and its residents in a set of accompaying briefs.

FIGURE 1

Top Federal Funding Streams to New York City, Excluding Pandemic Aid FY 2026 Preliminary Budget

(in millions)

Federal Grantor	Grant Name	Direct/ Pass Through NYS	FY 2025	FY 2026
Health & Human Services	Temporary Assistance for Needy Families	Pass Through	\$2,013.1	\$1,756.4
Health & Human Services	Child Care and Development Block Grant	Pass Through	847.7	529.6
Department of Education	Title I Grants to Local Education Agencies	Pass Through	679.1	679.1
Housing & Urban Develop.	Section 8 Housing Choice Vouchers*	Direct	589.9	585.4
Department of Agriculture	National School Lunch, Breakfast (combined)	Pass Through	538.3	538.3
Housing & Urban Develop.	Community Development Block Grant**	Direct	422.8	295.3
Health & Human Services	Grants to States for Medicaid	Pass Through	381.2	375.4
Health & Human Services	Foster Care Title IV-E	Pass Through	298.8	295.4
Department of Education	Special Education Grants to States (IDEA)	Pass Through	290.8	290.8
Dept. of Homeland Security	Homeland Security Grant Program	Pass Through	260.7	38.3
Health & Human Services	Social Services Block Grant	Pass Through	246.2	233.1
Total Top 10 Awards			\$6,322.4	\$5,578.9
Total Non-COVID Awards			\$8,599.4	\$7,305.5
Share of Non-COVID			73.5%	76.4%

Note: Columns may not add due to rounding. Columns in each fiscal year include only the top 10 grants for that fiscal year

Sources: NYC Office of Management and Budget; OSC analysis

*The City also allocated supplemental pandemic funding of \$59.7 million in FY 2025 and \$20.2 million in FY 2026 for the Housing Choice Vouchers program.

**Includes Community Development Block Grant Disaster Recovery funds.

FIGURE 2

NYC Federal Funds Uses as Share of Total Spending by Program Area

FY 2026 Preliminary Budget

(in millions)

Agency Expense	FY 2025 Total Spending	FY 2025 Federal Spending	FY 2025 Federal Share	FY 2026 Total Spending	FY 2026 Federal Spending	FY 2026 Federal Share
Social Services Agencies						
Social Services	\$ 13,280.0	\$ 1,907.6	14.4%	\$11,468.6	\$1,527.6	13.3%
Children's Services	3,354.0	1,430.4	42.6%	2,826.5	1,106.0	39.1%
Homeless Services	4,041.8	628.1	15.5%	3,578.1	679.6	19.0%
Youth & Community Dev.	1,410.1	110.4	7.8%	1,225.9	105.0	8.6%
Aging	550.7	90.1	16.4%	426.2	75.9	17.8%
Subtotal	\$22,636.5	\$4,166.6	18.4%	\$19,525.3	\$3,494.2	17.9%
Education*						
Department of Education	33,651.9	2,305.3	6.9%	33,498.7	2,093.0	6.2%
Subtotal	\$33,651.9	\$2,305.3	6.9%	\$33,498.7	\$2,093.0	6.2%
Housing						
Housing Pres. and Dev.	2,040.2	1,184.5	58.1%	1,689.2	868.2	51.4%
Buildings	206.3	0.6	0.3%	220.4	0.7	0.3%
Subtotal	\$2,246.6	\$1,185.1	52.8%	\$1,909.6	\$868.9	45.5%
Health						
Health & Mental Hygiene	2,779.4	646.9	23.3%	2,133.4	283.4	13.3%
Health & Hospitals Corp.	2,709.8	60.7	2.2%	2,281.7	1.4	0.1%
Subtotal	\$5,489.2	\$707.5	12.9%	\$4,415.0	\$284.8	6.4%
Uniformed Agencies						
Police	6,419.9	236.2	3.7%	6,149.9	21.4	0.3%
Sanitation	1,955.7	200.5	10.0%	1,932.1		0.0%
Fire	2,728.0	103.3	3.8%	2,640.7	58.0	2.2%
Correction	1,158.4	1.6	0.1%	1,213.3	1.0	0.1%
Subtotal	\$12,301.9	\$541.6	4.4%	\$11,936.0	\$80.3	0.7%
All Other						
Miscellaneous	13,663.5	280.7	2.1%	14,544.6	260.4	1.8%
Debt Service	5,806.8	159.8	2.8%	6,472.1	117.8	1.8%
Transportation	1,478.9	127.6	8.6%	1,465.6	84.4	5.8%
Small Business Services	297.7	52.8	17.7%	182.1	43.6	24.0%
Emergency Management	135.4	46.6	34.5%	88.9	10.0	11.2%
Environmental Protection	1,725.7	32.2	1.9%	1,640.6	0.7	0.0%
City Planning	57.9	17.0	29.4%	46.7	15.6	33.4%
All Other	19,057.7	65.5	0.3%	20,606.1	17.2	0.1%
Citywide Subtotal	\$ 118,549.7 (2,057,5)	\$ 9,688.4	8.2%	\$116,331.5	\$7,370.7	6.3%
Less: Intra-City Citywide Total**	(2,057.5) \$ 116,492.2	\$9,688.4	8.3%	(1,807.7) \$114,523.8	\$7,370.7	6.4%

Note: Columns may not add due to rounding.

Sources: NYC Office of Management and Budget; OSC analysis

*The Department of Education and City University plan numbers include fringe benefits. **Individual departments and program areas are not adjusted to exclude intra-city transfers.

FIGURE 3

Potential Budget Impact of Paused or Terminated Federal Funding to New York City through April 8, 2025 FY 2026 Preliminary Budget, Operating Budget Only

(in millions)

Federal Grantor	Grant Name	FY 2025	FY 2026
Health & Human Services	CDC Epidemiology & Laboratory Capacity for Infectious Diseases	\$153.0	
Health & Human Services	CDC – Immunization Cooperative Agreements	66.2	
Housing & Urban Develop.	Emergency Housing Voucher	59.7	20.2
Federal Emergency Management Agency	Shelter and Services Program	59.3	58.5
Housing & Urban Develop.	Continuum of Care Program	57.5	55.5
Federal Emergency Management Agency	Building Resilient Infrastructure and Communities	0.8	
Environmental Protection Agency	Environmental Justice Government to Government	0.3	0.3
Total Potential Budget Impact		\$396.8	\$134.5

Sources: NYC Office of Management and Budget; OSC analysis

Prepared by the Office of the State Deputy Comptroller for the City of New York

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FEDERAL FUNDS TO NEW YORK CITY: TEMPORARY ASSISTANCE FOR NEEDY FAMILIES

Overview

The Temporary Assistance for Needy Families (TANF) program (Assistance Listing Number 93.558) was established in 1996 by the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) as part of federal welfare reform. While most TANF policies in effect today originated from PRWORA, TANF has not received a full reauthorization since 2005, and continues to rely on short-term extensions. The continuing resolution signed March 15, 2025, extends the TANF program through September 30, 2025.

TANF is a block grant where states receive a fixed amount of federal funding. While states must adhere to the grant's core purposes, assist needy families, end dependence on government benefits, reduce out of wedlock pregnancies and encourage two parent families, they have flexibility in how they use TANF funds. Other than cash needs, states can use funds for programs such as child care, employment training, education and transportation. Each state can define "needy" based on its own state guidelines. However, states have a maintenance of effort (MOE) requirement to spend a minimum amount of their own funds to receive TANF funds. In 2022, New York State met a specific work participation rate which allowed MOE to be reduced from 80 percent of historical spending levels to 75 percent. In 2023, New York State spent \$5 billion on TANF and MOE expenditures.

In New York State, the two primary Temporary Assistance programs are Family Assistance (FA) and Safety Net Assistance (SNA). FA provides cash assistance and income support that helps low-income families with children to pay for housing, food, home energy and child care. TANF's aim is to assist families in achieving economic security and stability through a work participation program and cost sharing requirements. Currently, there is a 60 month/five-year limit in receiving TANF funds as well as workforce requirements such as assignment to work activities, job readiness, job search, community service and education. If families exceed the five-year limit, they can receive continued assistance through SNA, which is not federally funded.

City Funding

TANF funding is expected to be the City's largest source of direct federal funding in fiscal year (FY) 2025, at about \$2 billion, with more than half allocated to the Department of Social Services (DSS) (see Figure 1).

IMPACT

 DSS uses the majority of the funds for family assistance grants, which are funded 85 percent through TANF, with the City contributing 15 percent (see Figure 2). In FY 2024, an average of 146,189 individuals received TANF funding each month. TANF funds also support multiple divisions throughout the agency, including domestic violence services, legal services, homeless prevention and administrative functions.

FIGURE 1

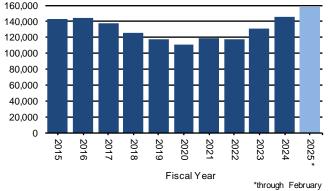
TANF Funds Received by Department FY 2026 Preliminary Budget

Agency	FY 2025	FY 2026
Social Services	\$1,240.7	\$984.0
Homeless Services	614.3	614.3
Children's Services	129.0	129.0
Youth & Community Devel.	28.5	28.5
Housing Preserv. & Devel.	.5	.5
	\$ 2,013.1	\$1,756.4

Planned TANF spending on public assistance grants declines by \$256 million from FY 2025 to FY 2026, despite rising caseloads. While family assistance caseloads fell early in the pandemic, they have grown since 2021 and reached the highest level of the last 10 years in the first eight months of FY 2025 (see Figure 2). OSC projects a City funds risk of \$564 million in FY 2026 for all public assistance grants (including Family Assistance and Safety Net Assistance), due largely to a drop in City funding, but this risk could be higher if federal funds do not materialize. See OSC's February 2025 report for details.

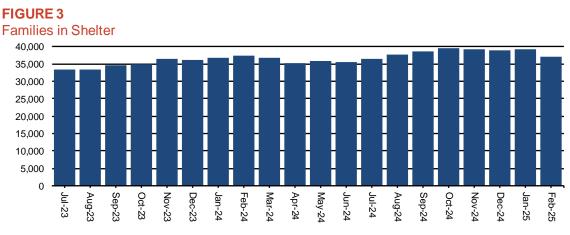
FIGURE 2





Sources: NYC Human Resources Administration; OSC analysis

- The Department of Homeless Services (DHS) receives the second-largest allocation of TANF funds and uses it predominantly (approximately \$540 million each year in FY 2025 and FY 2026) to support family shelter operations. Excluding asylum seekers, the number of individuals in families with children and adult families staying in DHS shelters has risen, averaging more than 38,200 in the first eight months of FY 2025, compared to around 35,300 in the first eight months of FY 2024 but below the average of around 39,000 in FY 2019 (see Figure 3).
- The Administration for Children's Services (ACS) and the Department of Youth and Community Development (DYCD) receive smaller amounts of TANF funds, predominantly for child welfare support and youth employment programs.



Sources: NYC Human Resources Administration; OSC analysis



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FEDERAL FUNDS TO NEW YORK CITY: CHILD CARE AND DEVELOPMENT BLOCK GRANT

Overview

The Child Care and Development Block Grant (CCDBG) (Assistance Listing Number 93.575) is the primary federal program that provides child care assistance to low-income working families. Funds are provided to the state, which then distributes funding to localities. Eligible recipients include children who are under the age of 13, live with a parent or parents who are working or participating in job training/education programs, have a family income at or below 85 percent of the state median income and have family assets that do not exceed \$1 million.

City Funding

As of the City's latest projections (January 2025), CCDBG is the second-largest source of federal funding for the City in FY 2025 at \$848 million citywide. Nearly 98 percent is received by the Administration for Children's Services (ACS) with about \$125 million of those funds allocated to Department of Education (DOE). A small amount is also received by the Department of Health and Mental Hygiene for day care inspections. However, CCDBG funds are one component of the Child Care Block Grant (CCBG) that the State provides to the City. CCBG is a mix of federal and state funds, and the federal portion of CCBG may vary by year.

IMPACT

- The January Plan assumes that total CCDBG funding will decline by more than a third from FY 2025 to FY 2026. However, the City will likely incorporate additional CCDBG funds during FY 2026. The FY 2025 Adopted budget assumed CCDBG funds of \$512.6 million for FY 2025, which the January Plan increased to \$833.6 million.
- CCDBG funds cover nearly 80 percent of ACS's child care services in FY 2025, which include vouchers and public assistance. The City funds about 17 percent of these costs with the balance funded by the State. In FY 2026, CCDBG is currently expected to fund 71 percent of child care services' costs (see Figure 1).
- While enrollment dropped during the pandemic, ACS reported average child care voucher enrollment of 71,039 in FY 2024, exceeding pre-pandemic levels. Enrollment continued to grow in FY 2025, averaging 79,441 for the first four months, compared to 65,572 in the first four months of FY 2024 (see Figure 2).
- The City is legally required to provide vouchers to cash assistance recipient families if they are working, looking for work or in school. Voucher demand for families receiving cash assistance was lower during the pandemic as work requirements were suspended, enabling the City to provide discretionary support for vouchers for low-income families. Work requirements were reinstated last year and are expected to increase cash assistance vouchers. Without additional funds, ACS has stated that approximately 60,000 children from low-income families could lose their vouchers over the next fiscal year as a result. State budget proposals did not include additional funds for vouchers.
- The City also budgets \$125 million of CCDBG funds annually to use toward DOE's extended day and year seats for children ages 0 to 5, including EarlyLearn, 3-K, and Pre-K. The CCDBG funds comprise about 10 percent of the total planned other than personal services (OTPS) costs for Pre-K and Early Childhood.

FIGURE 1

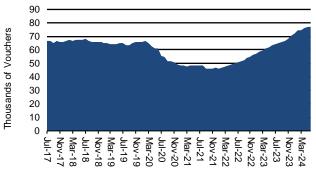
CCDBG Share of Cost for ACS, DOE Programs FY 2026 Preliminary Budget (in millions)

	FY 2025	FY 2026
ACS		
Total Costs, Child Care Svcs.	\$ 880.3	\$ 536.8
CCDBG Funding	701.9	380.9
CCDBG Share	79.7%	71.0%
DOE		
Total OTPS Costs, Pre-K	\$ 825.7	\$ 686.8
Total OTPS Costs, Early Child.	456.8	454.4
Subtotal	\$1,282.4	\$1,141.2
CCDBG Funding	125.0	125.0
CCDBG Share	9.7%	11.0%

Note: Columns may not add due to rounding.

Sources: NYC Office of Management and Budget; OSC analysis

FIGURE 2 Number of Children Using Child Care Vouchers



Sources: NYC Open Data; OSC analysis



Thomas P. DiNapoli, State Comptroller

Rahul Jain, Deputy Comptroller

FEDERAL FUNDS TO NEW YORK CITY: TITLE I GRANTS TO LOCAL EDUCATIONAL AGENCIES

Overview

Title I of the Every Student Succeeds Act of 2015 (ESSA), which amended the Elementary and Secondary Education Act of 1965 (ESEA), distributes federal funding to Local Educational Agencies (LEAs) — public school districts, charter schools, and Special Act districts — for the purpose of closing educational achievement gaps between students (Assistance Listing Number 84.010). Funds pass through the State Education Department and are allocated to the New York City Department of Education (DOE) and local charter schools through four statutory formulas that are primarily based on census poverty estimates and the cost of education in each state.

Within a school district (like DOE), Title I funds are targeted to those schools with the highest percentages of children from low-income households relative to the district's overall poverty rate. Schools in which children from low-income families account for at least 40 percent of enrollment are eligible to apply to use Title I funds to operate school-wide programs. The funds are otherwise targeted for services to individual children who are failing, or most at risk of failing, to meet state academic standards. DOE must set aside portions of its awarded Title I funding for equitable services for eligible private school children, parent and family engagement, Students in Temporary Housing (STH) and children in local institutions for neglected children. Once those set-asides are established, schools have discretion to allocate the remainder of their Title I funding for a variety of authorized uses, including personnel costs, early childhood education, school improvement, or coordinated services. Schools are also allowed to combine Title I funding with certain other funds to support these programs. All district students in temporary housing are eligible for Title I funding regardless of which school they attend.

The President has ordered the eventual closure of the federal Department of Education; however, the full dismantling of the Department will require congressional approval, as would the cessation of most federal education aid, including Title I.

City Funding

The City's fiscal year (FY) 2026 preliminary budget includes \$679 million in federal Title I funding in FY 2025 and in each year thereafter. This accounted for 32.4 percent of the January Plan's total federal education aid, but only 1.7 percent of the DOE's total education spending (including debt service and pensions). Historically, the City's Title I budget has risen over the course of the fiscal year; however, the City conservatively assumes it will remain flat in future years. Since January, the City has increased budgeted Title I funding by \$100 million in FY 2025, bringing it more in line with historical norms and annual school allocations.

IMPACT

• In FY 2025, DOE allocated \$847 million in Title I funding to nearly 1,600 City schools (see Figure 1); this includes \$58 million carried over from FY 2024 (a practice which began in FY 2021).

FIGURE 1

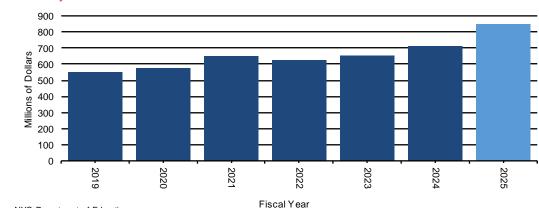
Title I NYC S	chool Allocations,	FY	2025
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	# Schools	Fungible Title I Funds	STH Allocation	Other Title I Funds	Carryover Funds	Total Title I Funding	Avg. Per- School Title I
School-Wide Prog.	1,272	\$631,807,810	\$100,696,344	\$43,683,709	\$58,098,106	\$834,285,969	\$655,885
Targeted Services	16	\$2,480,729	\$224,980	\$125,636	\$239,492	\$3,070,837	\$191,927
Non-Title I Schools	299	-	\$9,599,097	\$354,212	-	\$9,953,309	\$33,289
Total	1,587	\$634,288,539	\$110,520,421	\$44,163,557	\$58,337,598	\$847,310,115	\$533,907

Source: NYC Department of Education

- The average per-school Title I allocation was \$533,907; allocations by school vary widely based on need, grades served and other factors.
 - Schools operating school-wide programs (i.e., those with more than 40 percent of students from low-income families) received significantly larger allocations than schools operating targeted services or those which only received Title I funds to support students in temporary housing.
- The 1,272 public schools operating school-wide programs serve a total of 642,772 students (70.5 percent of all students attending traditional public schools in New York City);
 - The City considers approximately 541,500 of these students (84.2 percent) to be in poverty, though the City's poverty calculations include students from households with incomes up to 185 percent of the federal poverty level.
- Of the 299 non-Title I schools receiving Title I funds for students in temporary housing, 238 are public schools which serve a total of 161,734 students, approximately 72,150 of whom (44.6 percent) meet the City's poverty threshold.
- Historically, the amount of Title I funds the City has allocated to schools at the beginning of the school year has been on an upward trend in recent years (see Figure 2).
 - The increase in allocations from FY 2024 to FY 2025 has been significantly larger than historical norms; however, the City recognized \$826 million in Title I revenue in FY 2024, significantly more than was allocated to schools, and comparable to the FY 2025 allocation.
 - LEAs are allowed to roll over up to 15 percent of their Title I allocation into the next year.

FIGURE 2



Historical Citywide Title I School Allocations

Source: NYC Department of Education



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FEDERAL FUNDS TO NEW YORK CITY: SECTION 8 HOUSING CHOICE VOUCHERS

Overview

The Section 8 Housing Choice Voucher (HCV) program (Assistance Listing Number (ALN) 14.871) was created by the Housing and Community Development Act of 1978 and is administered by the United States Department of Housing and Urban Development (HUD). HUD's tenant-based HCV program, the agency's largest, is the federal government's primary means of providing private-market housing assistance. Vouchers cover a portion of rent, and participants may choose any housing that meets the requirements of the program. Eligibility is based on total annual gross income and family size.

In general, an applicant's income may not exceed 50 percent of the area's median family income. In New York City, this includes all of HUD's NY Metro Fair Market Rent Area, which encompasses the five boroughs as well as Putnam, Rockland and Westchester counties. For 2024, the NY Metro income limit for a family of four was \$77,650. Public housing authorities must also provide 75 percent of their vouchers to applicants HUD considers extremely low-income (ELI). For 2024, the NY Metro ELI limit for a family of four was \$46,600.

Some HCV funds are paid directly to the City and administered through the Department of Housing Preservation and Development (HPD). Other funds are paid directly to the New York City Housing Authority (NYCHA). The HPD HCV program complements the HCV program that is separately administered by NYCHA. Because HUD payments were delayed in February of 2025, NYCHA announced they will be withholding future payments to landlords until after the receipt of federal funds each month.

City Funding

Section 8 HCV grants awarded directly to the City through ALN 14.871 comprise the City's fourth largest source of direct federal funding in FY 2025. As of the FY 2026 preliminary budget, the City anticipates receiving \$649.6 million in FY 2025 and \$605.7 million in FY 2026 for HCV, all allocated to HPD and fringe benefits. This includes supplemental pandemic funding that was provided for the HCV program, which totals \$59.7 million in FY 2025 and \$20.2 million in FY 2026. In total, HPD plans to spend \$708 million on its federal Section 8 programs in FY 2025, and \$658 million in FY 2026, of which HCV funds comprise 90 percent in both years.

Outside of the City's budget, NYCHA also receives HCV funds directly from HUD. In total, NYCHA received \$2 billion in 2024, \$1.7 billion in 2023 and \$1.4 billion in FY 2022 for Section 8 Housing Assistance programs. NYCHA expects that Section 8 funds will comprise 43 percent of its total revenue for 2025, growing to an average of 48 percent of revenue going forward. The Section 8 funds anticipated by NYCHA and HPD combined amount to more than the City expects to receive from the Temporary Assistance to Needy Families program in FY 2025. The City would encounter a significant risk if funds were reduced going forward.

IMPACT

• In November 2024, more than 36,000 households received assistance through HPD's HCV program at an average monthly per unit cost of \$1,408. More than 100,000 households received rental assistance through NYCHA's HCV program at an average per unit cost of \$1,466 (see Figures 1 and 2).

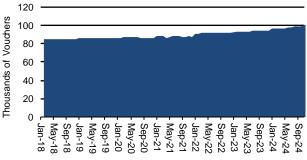
 Some households who receive rental assistance through HCV may also be eligible for CityFHEPS, a cityfunded cost. If federal funds are not available, costs may shift to the City. In FY 2025, the City added \$440 million to address higher rental assistance volume. As of January 2025, there were more than 51,000 recipients of CityFHEPS vouchers.

Number of Households Using Housing

FIGURE 1

Sources: U.S. Department of Housing and Urban Development; OSC analysis

FIGURE 2 Number of Households Using Housing Choice Vouchers, NYCHA



Sources: U.S. Department of Housing and Urban Development; OSC analysis



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Rahul Jain, Deputy Comptroller

FEDERAL FUNDS TO NEW YORK CITY: NATIONAL SCHOOL LUNCH, BREAKFAST PROGRAMS

Overview

The National School Lunch Program (NSLP) (Assistance Listing Number 10.555) and the School Breakfast Program (SBP) (Assistance Living Number 10.553) provide low-cost or free breakfast and lunch to students in public and non-profit private schools across the United States. Both are federally funded through the United States Department of Agriculture (USDA) and aim to combat child hunger and promote healthy eating habits among children. NSLP, first established in 1946, served 7.1 million lunches in its first year. SBP started out as a pilot program in 1966 serving 80 thousand children in that school year. In federal fiscal year (FFY) 2024, 7.6 billion breakfasts and lunches were served in the United States.

Nationally, children qualify for free breakfast and lunch if a family's income is at or below 130 percent of the federal poverty level or if they participate in other income-based programs, such as the Supplemental Nutritional Assistance Program. In 2017, New York City made all school-age children eligible for free breakfast and lunch regardless of income through the Free School Lunch for All program.

City Funding

Combined, the City's latest projections include \$538 million for NSLP and SBP in each of FY 2025 and FY 2026 (see Figure 1), with the City's Department of Education (DOE) receiving more than 99 percent of funds.

IMPACT

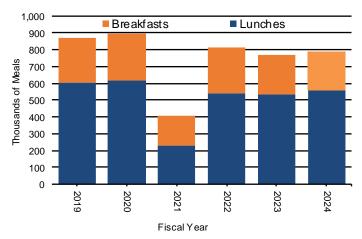
FIGURE 1

- In FY 2025, the DOE's school food budget is about \$620 million of which 92 percent is federally funded. In FY 2025 and FY 2026, both NSLP and SBP make up 94 percent of federal funds. The balance is funded by another USDA program which the DOE uses to support snacks and meals for students who attend programs or activities outside of the regular school day.
- FY 2024, City schools served 788,000 meals daily, up 3 percent compared to FY 2023 (see Figure 2). In total there were 1,058,100 eligible students in FY 2024 compared to 1,047,900 in FY 2023.

FY 2026 Preliminary Budget (in millions) FY 2025 FY 2026 **Total Expenses** City Funds \$24.0 \$23.9 State Funds 33.2 26.7 Federal Funds 569.8 569.8 Total \$ 620.5 \$ 626.9 **Federal Funds:** School Lunch Program \$ 423.0 \$423.0 School Breakfast Program 115.0 115.0 All Other 31.7 31.7 \$ 569.7 \$ 569.7 Total Note: Numbers may not add due to rounding

Department of Education School Food Services

FIGURE 2 NYC Department of Education Average Breakfasts and Lunches Served Daily



Sources: NYC Mayor's Management Report; OSC analysis



Thomas P. DiNapoli, State Comptroller

Rahul Jain, Deputy Comptroller

FEDERAL FUNDS TO NEW YORK CITY: COMMUNITY DEVELOPMENT BLOCK GRANT

Overview

The Community Development Block Grant (CDBG) Program (Assistance Listing Numbers 14.218 and 14.269) provides annual grants on a formula basis to states and localities to assist low- and moderate-income communities. Funds may be used for a variety of purposes, including community development efforts and community services, but the City uses the majority of funds for housing support.

The program is authorized under Title I of the Housing and Community Development Act of 1974 and administered by the United States Department of Housing and Urban Development. Eligibility is determined using census data and metropolitan area delineations. Factors considered, using a dual statutory method (comparison of two formulas with the higher amount being awarded), include population, poverty levels, housing overcrowding, age of housing and population growth lag within a metropolitan area. CDBG Disaster Recovery (CDBG-DR) Funds are also available for recovery from presidentially declared disasters and can be used as a match for Federal Emergency Management Agency (FEMA) grants.

City Funding

The City's FY 2026 preliminary budget includes CDBG and CDBG-DR revenue totaling \$423 million in FY 2025 and \$295 million in FY 2026. The drop is largely due to a decline in CDBG-DR funds, which comprise \$156 million in FY 2025, but just \$57 million in FY 2026.

The City allocated nearly three-quarters of the CDBG and CDBG-DR funds (\$309 million), to the Department of Housing Preservation and Development (HPD) in FY 2025, dropping to two-thirds (\$195 million) in FY 2026. HPD uses the largest share of the funds for its development function, which includes initiatives involved in the production and/or rehabilitation of residential projects and a portion of the City's subsidy to the New York City Housing Authority (NYCHA). Almost all of the City's CDBG-DR funds (\$123 million in FY 2025 and \$42 million in FY 2026) are passed through HPD to NYCHA. HPD uses the balance of CDBG funds for a variety of functions, including administration and emergency repair (see Figure 1).

IMPACT

- The City's planned subsidy to NYCHA totals \$618 million in FY 2025 and \$375 million in FY 2026, of which CDBG and CDBG-DR funds comprise 26.5 percent and 14.5 percent, respectively. NYCHA uses the funds primarily for staff that oversee rehabilitation projects, Local Law 11 façade improvements and to repair damage caused by Hurricane Ida and Hurricane Sandy.
- In both FY 2025 and FY 2026, CDBG funds about 95 percent of HPD's planned costs for emergency repair
 programs to correct hazardous housing conditions. The demand for these services has increased (see
 Figure 2). Funds also support 86 percent of HPD's total costs for lead paint remediation, growing to nearly
 95 percent in FY 2026; and 70 percent of HPD's planned costs for code enforcement in both years. Code

Enforcement includes the enforcement of the City's Housing Maintenance Code, which covers heat, hot water, mold, pests and other building safety issues.

FIGURE 1

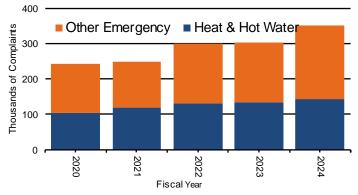
HPD Uses of CDBG and CDBG-DR Funds FY 2026 Preliminary Budget (in millions)

Budget Function Category	FY 2025	FY 2026
Development	\$129.6	\$43.6
Administration, Program	44.7	15.1
Preserv. – Emergency Repair	34.4	34.7
Preserv. – Code Enforcement	31.9	31.4
Housing Ops – Emergency	25.4	25.5
Preserv. – Lead Paint	20.7	21.2
All Other	22.3	23.5
Total	\$309.0	\$195.0

Note: Columns may not add due to rounding. Sources: NYC Office of Management and Budget, Budget Function Analysis; OSC analysis

FIGURE 2





Sources: NYC Mayor's Management Report; OSC analysis

Thomas P. DiNapoli, State Comptroller

Rahul Jain, Deputy Comptroller



FEDERAL FUNDS TO NEW YORK CITY: MEDICAID

Overview

Medicaid (Assistance Listing Number 93.778) is a health insurance entitlement program for low-income adults and children. Each state administers its own Medicaid program within federal guidelines, and it is jointly funded by the federal and state governments. New York State requires localities to provide funding toward the nonfederal share. More than four million City residents were enrolled in the Medicaid program as of January 2025. The City reimburses the State for its local portion that has been capped since 2015 (see Figure 1). Eligible recipients include U.S. citizens, lawful permanent residents and those that meet immigration status requirements. Medicaid enrollees must meet income eligibility requirements. Pregnant women are eligible for full Medicaid benefits regardless of immigration status. In 2024, the State expanded Medicaid eligibility to undocumented adults 65 and older. Emergency Medicaid will pay for the treatment of an emergency medicai condition to undocumented and temporary immigrant New Yorkers that are not eligible for full Medicaid benefits. Medicaid is a direct benefit to eligible recipients and the City receives federal funding for the administration of the program.

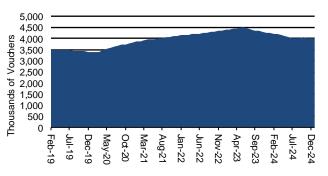
Citywide Funding

As noted in Figure 2, the City's latest financial plan includes \$381 million in federal Medicaid grants citywide, with the majority budgeted at the Human Resources Administration (HRA). Medicaid is an insurance benefit provided to eligible residents and HRA is the responsible agency which processes certain Medicaid applications. More than half of the federal grants are for the reimbursement of administrative costs for the Medicaid program. City agencies also receive federal reimbursement for the delivery of Medicaid services such as speech, physical and occupational therapies in the Department of Education (DOE) and Early Intervention services in the Department of Health and Mental Hygeine (DOHMH).

IMPACT

• As of January 2025, HRA administered the Medicaid program for over 1.6 million residents; the remaining approximately 2.4 million residents are administered by the New York State Department of Health.

FIGURE 1 NYC Medicaid Enrollment



Sources: NYS Department of Health; OSC analysis

FIGURE 2

Medicaid Revenue by Department FY 2026 Preliminary Budget

Department	FY 2025	FY 2026
Human Resources Adm	\$ 249.9	\$ 247.2
Dept of Education	81.0	81.0
Health and Mental Hygiene	40.7	38.1
Admin for Children's Svcs	5.4	5.4
Dept for the Aging	4.1	3.7
Total	\$ 381.2	\$ 375.4

In FY 2025 and FY 2026, HRA anticipates receiving about \$205 million in federal funding in each year for administering the City program and the remaining funding is reimbursement for homecare services.

- The DOE is required by federal law to ensure students with disabilities have related services such as
 physical, occupational and speech therapies designed to meet their needs. The DOE is entitled to submit
 Medicaid reimbursement claims for covered services provided to Medicaid-eligible students. The DOE
 anticipates federal Medicaid reimbursement of \$81 million annually in FY 2025 and FY 2026. However, the
 DOE historically has had difficulty claiming this revenue and has only collected \$60 million in FY 2023 and
 \$67 million in FY 2024, see OSC's report. During the 2023-24 school year, approximately 308,000 related
 service encounters were recorded.
- Established under the State public health law, the Early Intervention program is managed locally through DOHMH which contracts with non-profit providers serving children with an identified developmental delay up to the age of three. DOHMH has budgeted an average of \$19.5 million in federal Medicaid funding in fiscal years 2025 and 2026. Between fiscal years 2022 and 2024 about 14,900 new children annually received Early Intervention services.
- Funded by the New York State Office for the Aging, supported by federal grant funding and statutorilymandated in New York State Elder Law, NY Connects provides access to information and assistance for older adults on long term services and supports. In the City, this program is administered by the Department for the Aging by contracting with one non-profit agency per borough. The January Plan budgets \$4.1 million in FY 2025 and \$3.7 million in FY 2026 in federal funds for the program.
- The City's estimates of federal receipts exclude most Medicaid funds. Such funds do not flow directly to the City. Instead, doctors and hospitals are reimbursed directly for the services they provide to enrollees in the Medicaid program. The federal share of Medicaid in New York City is about \$30 billion, not including supplemental Medicaid payments. The City reimburses the State for its portion of Medicaid costs for over four million Medicaid enrollees and for supplemental Medicaid payments to NYC Health + Hospitals (H+H) for the care they provide to a large number of Medicaid and uninsured patients. The January Plan budgets \$6.6 billion in FY 2025 and \$6.5 billion in FY 2026 for the City share of Medicaid expenses. The State caps the local share of Medicaid at calendar year 2015 levels, which is estimated to provide savings of over \$4 billion to the City in State fiscal year 2025.
- NYC Health + Hospitals is the largest public hospital system in the country and serves approximately
 one million City residents annually of which about 65 percent are on Medicaid or uninsured. During
 FY 2024, 58.2 percent of inpatient discharges and 46 percent of outpatient visits were covered by
 Medicaid. Medicaid is a significant source of revenue for the system; nearly 70 percent of its patient
 revenue annually is budgeted in its adopted FY 2025 accrual plan.
- The federal Affordable Care Act reduces federal Medicaid Disproportionate Share Hospitals (DSH) payments that provide financial assistance to hospitals that serve a large share of Medicaid and uninsured patients. H+H is the largest recipient of these funds in the State. The implementation of these reductions have been delayed since 2014 and are now scheduled to begin on October 1, 2025, pending no further delay from Congress. H+H has already accounted for the reduction of these payments in its financial plan but it is relying on the approval of the federal Centers for Medicare and Medicaid to approve alternative sources of supplemental Medicaid that would lesson the impact of the DSH cuts.



Thomas P. DiNapoli, State Comptroller

Rahul Jain, Deputy Comptroller

FEDERAL FUNDS TO NEW YORK CITY: TITLE IV-E FOSTER CARE

Overview

Title IV-E of the Social Security Act (Assistance Listing Number 93.658) is a federal program that provides reimbursement for a portion of foster care costs. Funds are allocated to New York State and pass through to the City, and are used for ongoing foster care expenses (like food, clothing and shelter), administration and training. Funding is specifically for children who have been removed from the home of a guardian due to a lack of care or supervision or due to maltreatment (see the <u>Office of Child and Family Services eligibility manual</u> for details).

City Funding

The City's latest projections, released in January 2025, include \$299 million in Title IV-E funding in FY 2025 and \$295 million in FY 2026, all of which is allocated to the Administration for Children's Services' (ACS) budget (see Figure 1). Of ACS's various program functions, Foster Care Services is due to receive the largest allocation of Title IV-E, comprising roughly 60 percent of the ACS's annual Title IV-E funding, with Protective Services receiving the next largest allocation at 18 percent of the funding. The Protective Services division conducts investigations of allegations of child abuse and neglect.

IMPACT

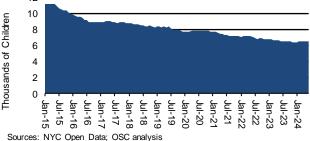
- In total, federal funding, including amounts not attributable to Title-IV-E, comprise 43 percent of ACS's planned departmental spending in FY 2025. Title IV-E is the second largest source of these funds.
- The Foster Care Services budget totals \$764 million in FY 2025, of which 24 percent (\$183 million) will be funded by Title IV-E. Although the foster care census has decreased by nearly 40 percent since June 2015, there still remain 6,500 children in foster care as of June 2024.
- Nearly half of \$112 million allocated to Protective Services in FY 2025 (\$53 million) will be funded by Title IV-E. In FY 2024, a total of 40,485 child abuse/neglect investigations were conducted.
- From FY 2022 to FY 2024, the City added an average of \$100 million annually in City funds to make up for a shortfall in IV-E funds. Moving forward, the City funds impact could be larger if there is a further reduction in funding.

FIGURE 1

Title IV-E Funds by Function FY 2026 Preliminary Budget

(In millions)		
ACS	FY 2025	FY 2026
Foster Care Services & Support	\$ 191.5	\$ 187.9
Protective Services	52.8	53.9
General Administration	33.2	32.4
All Other	21.2	21.1
Total IV-E Funding	\$ 298.8	\$ 295.4

FIGURE 2 Foster Care Census





Thomas P. DiNapoli, State Comptroller

Rahul Jain, Deputy Comptroller

FEDERAL FUNDS TO NEW YORK CITY: INDIVIDUALS WITH DISABILITIES EDUCATION ACT

Overview

The Individuals with Disabilities Education Act (IDEA), which originated in 1975 and was most recently amended in 2015, guarantees a free and appropriate public education in the least restrictive environment possible to children with disabilities and provides federal funding to support that mission (Assistance Listing Number 84.027). It details programs and responsibilities related to the identification of special education students, the development of Individualized Education Programs (IEPs) and the implementation of these programs. IDEA funds pass through the State Education Department (NYSED) and are allocated by the City's Department of Education (DOE) to schools based on census and poverty data.

While these funds can only be used to serve special education students, any program that implements services mandated by a student's IEP can be supported with IDEA funds. Allowable IDEA expenses include school aide or paraprofessional services, school psychologists, other related services as required by a student's IEP, professional development for school staff and parental education. Funds may not be used to provide services to which all students, regardless of disability, are already entitled; how ever, IDEA funds can be combined with other sources to fund allowable expenses.

The President has ordered the eventual closure of the federal Department of Education. The full dismantling of the Department will require congressional approval, as would the cessation of most federal education aid, including IDEA.

City Funding

The City's fiscal year (FY) 2026 preliminary budget includes \$291 million in federal IDEA funding in FY 2025 and in each year thereafter. This accounted for 13.9 percent of the January Plan's total federal education aid and 5.7 percent of the DOE's dedicated special education spending. Since January, the City has increased budgeted IDEA funding by \$13.5 million, bringing total IDEA revenues to \$304 million. Out-year projections remain at the lower levels assumed in the January Plan.

IMPACT

- In FY 2025, NYSED allocated \$302 million in IDEA funding to New York City;
 - This does not include \$44 million to be allocated for students whose parents had unilaterally placed them in non-public schools and \$10 million rolled over from the previous fiscal year.
- These funds aid 228,363 students aged 3-21 and 30,862 pre-school children aged 3-5.
- The majority of DOE's \$300 million IDEA allocation was used to support staffing;
 - \$124 million is allocated to support 29.8 percent of the personnel costs for nearly 8,500 paraprofessionals in 1,375 schools citywide (see Figure 1).
 - A further \$71 million supports 47.9 percent of the salaries and fringe benefits of 1,116 school psychologists citywide.

FIGURE 1

Number of Paraprofessional Positions Supported w/IDEA\$

Borough	# of FTE Paras	Number of Schools	IDEA Funding
Bronx	1,345	312	\$19,681,298
Brooklyn	2,914	432	\$42,633,142
Manhattan	1,165	244	\$17,046,033
Queens	1,745	315	\$25,535,398
Staten Island	1,293	72	\$18,910,802
Citywide Total	8,462	1,375	\$123,806,673

Source: NYC Department of Education

Thomas P. DiNapoli, State Comptroller

Rahul Jain, Deputy Comptroller

FEDERAL FUNDS TO NEW YORK CITY: HOMELAND SECURITY GRANT PROGRAM

Overview

The Homeland Security Grant Program (HSGP) (Assistance Listing Number 97.067) provides funding to states and local governments to enable them to prepare, prevent, protect against and respond to potential terrorist attacks, major disasters and other hazards. The Homeland Security Grant consists of three individual grant programs: State Homeland Security Program (SHSP), Urban Area Security Initiative (UASI) and Operation Stonegarden (OPSG) (see Figure 1). Together they fund preparedness, planning, organizational activities, equipment and weapons procurement and advanced training and exercises for law enforcement personnel. The State's Administering Agency, the New York State Office of Counter Terrorism in the Division of Homeland Security and Emergency Services, is required to pass through at least 80 percent of SHSP and UASI funding to local or tribal units of government. Eligibility is based on risk assessment and the anticipated effectiveness of the proposed use of the grant and is dispersed within the 100 most populous metropolitan statistical areas in the United States.

City Funding

The City's latest projections (January 2025) include \$261 million of HSGP funds for fiscal year (FY) 2025, with the New York City Police Department (NYPD) receiving 66 percent, the New York City Fire Department (FDNY) at 23 percent, and the Office of Emergency Management (OEM) at 11 percent (see Figure 2).

IMPACT

- The FY 2026 preliminary budget assumes that the NYPD will receive \$182 million in federal grants for security/counter-terrorism activities in FY 2025. About 85 percent of funds are from UASI, the primary source of funding for high threat, high-density urban areas. According to a study by the Federal Emergency Management Agency (FEMA), New York City has been the target of over 35 terrorist plots, at least 17 of which occurred from 2015 to 2019.
- The FDNY anticipates spending more than 50 percent of its FY 2025 HSGP funding on State Homeland Security initiatives for risk-driven, capabilities-based, homeland security strategies to address targets in urban areas and states. All counties in New York State receive SHSP funding.
- OEM also receives HGSB funds, primarily for UASI initiatives including full time salaries and overtime.

FIGURE 1 HSGP Individual Grant Programs

HSBG Grants

State Homeland Security Program (SHSP): Preparations for terrorism and enhanced resilience.

Urban Area Security Initiatives (UASI):

Prevention for anti-terrorism in high risk, high density areas.

Operation Stonegarden (OPSG): Security for Canada and Mexico borders and international water borders.

Sources: NYC Office of Management and Budget; OSC analysis

FIGURE 2 HSGP Funds by Department FY 2026 Preliminary Budget

Department	FY 2025	FY 2026
NYPD	\$ 171.2	\$ 7.7
FDNY	59.8	26.9
OEM	28.4	3.7
All Other	1.2	
Total	\$ 260.7	\$ 38.3

Note: Numbers may not add due to rounding.

Thomas P. DiNapoli, State Comptroller

Rahul Jain, Deputy Comptroller



FEDERAL FUNDS TO NEW YORK CITY: SOCIAL SERVICES BLOCK GRANT

Overview

The Social Services Block Grant (SSBG) (Assistance Listing Number 93.667), provides flexible federal funding, administered through the United States Department of Health and Human Services to states and territories to support social services for low-income households. SSBG was first established in 1981 through the Omnibus Reconciliation Act as a cost-saving tool which consolidated smaller federal and state funding streams into a single block grant. Each state may determine which population and services to support. New York State has an income eligibility of 200 percent of the federal poverty level. Federal law established five broad goals which aim to reduce dependency; promote self-sufficiency; prevent abuse, neglect or exploitation of children and adults; reduce unnecessary institutional care, and support institutional care, when appropriate.

City Funding

The January Preliminary Plan includes \$246 million for SSBG for FY 2025, with the Administration for Children's Services (ACS) receiving 71.3 percent, the Department of Social Services (DSS) 19.6 percent and the Department for the Aging (DFTA) 9 percent (see Figure 1).

IMPACT

- ACS is most dependent on SSBG funding for its preventative services, which are intended to reduce the time that children spend in foster care. In total, SSBG funds make up 27 percent of ACS' planned spending for preventative services for FY 2025, and 28 percent for FY 2026.
- DSS is most dependent on SSBG funding for Adult Protective Services (APS), which aids adults who are mentally and/or physically impaired and unable to manage their own resources. SSBG funding makes up 42 percent of DSS's total planned spending for APS in both FY 2025 and FY 2026.
- The demand for APS services has also grown. DSS received 29,433 APS referrals in FY 2024, compared to 23,485 in FY 2023 and 19,403 in FY 2022. In the first four months of FY 2025, APS referrals were up 17 percent from the same period in FY 2024.
- DFTA plans to spend 100 percent of SSBG's funding on senior centers and meals in FY 2025.

FIGURE 1 SSBG Uses, FY 2026 Preliminary Budget

(In millions) SSBG Funds by Services	FY 2025	FY 2026
	11 2023	112020
ACS		
Preventive Services	\$ 92.7	\$ 92.7
Protective Services	30.4	30.4
Foster Care Services and Support	24.3	24.3
General Administration	19.1	19.1
All Other	9.1	9.1
Subtotal	\$ 175.6	\$175.6
DSS		
Adult Protective Services	\$ 27.1	\$27.2
Domestic Violence Services	17.8	17.8
General Administration	1.8	1.8
All Other	1.5	1.7
Subtotal	\$ 48.2	\$ 48.5
DFTA		
Senior Centers and Meals	\$ 22.3	9.0
Subtotal	\$ 22.3	\$ 9.0
Total	\$ 246.1	\$233.1

Note: Numbers may not add due to rounding.