

DEPARTMENT OF HOMELESS SERVICES

Steven Banks, Commissioner



WHAT WE DO

The Department of Homeless Services (DHS) provides transitional shelter for homeless single adults, adult families and families with children at directly operated and contracted sites. DHS provides 24 hours a day, seven days a week street outreach services and placement into safe havens and stabilization beds for street homeless New Yorkers. DHS also works with other City agencies and contracted providers to prevent homelessness and to place homeless families and adults into permanent subsidized and supportive housing.

FOCUS ON EQUITY

Income inequality, lack of affordable and supportive housing and stagnant wages combined with social factors including domestic violence, de-institutionalization of persons who are mentally ill without sufficient community-based services and discharge from correctional institutions are among the multiple drivers of homelessness in New York City and throughout the United States. DHS addresses the crisis of homelessness by connecting New Yorkers to preventive services to help them remain in their homes and, when prevention is not an option, DHS provides safe and appropriate transitional shelter and placement into permanent subsidized and supportive housing. In April 2016, after a 90-day review, Mayor de Blasio announced a comprehensive plan to reform the delivery of homeless services in New York City. The plan includes enhancement and expansion of homeless prevention; greater street outreach through HOME-STAT, a new program to engage homeless individuals and connect them to support services; and management improvements, focusing on shelter safety and operations. In partnership with the Human Resources Administration (HRA) and other agencies, DHS will continue to administer targeted rental assistance programs for eligible families and individuals to avoid or exit shelter; to enhance programmatic services for children and adults in shelters; and to improve shelter facility conditions.

OUR SERVICES AND GOALS

SERVICE 1 Help prevent at-risk individuals and families from becoming homeless.

Goal 1a Provide effective interventions to households most at risk of homelessness.

SERVICE 2 Provide temporary emergency housing to homeless individuals and families.

Goal 2a Ensure that individuals and families have access to emergency shelter and are immediately connected to appropriate mainstream resources.

Goal 2b Ensure that all temporary shelters for homeless individuals and families are clean, safe, and well-run.

SERVICE 3 Coordinate and/or provide support services to help individuals and families who are homeless exit shelter as quickly as possible.

Goal 3a Facilitate exits and minimize clients' length of stay in shelters.

Goal 3b Minimize re-entries into the shelter services system.

SERVICE 4 Help chronically unsheltered homeless individuals find stable, safe living situations.

Goal 4a Reduce the number of unsheltered homeless individuals.

HOW WE PERFORMED IN FISCAL 2016

SERVICE 1 Help prevent at-risk individuals and families from becoming homeless.

Goal 1a Provide effective interventions to households most at risk of homelessness.

The community-based homelessness prevention program, Homebase, grew to serve more than 25,000 households in Fiscal 2016—25 percent more households than in Fiscal 2015—and helped more than 90 percent of families and adult households without children who received prevention services remain in their communities and avoid shelter entry within the 12 months following the service. The 2016 expansion included greater capacity to serve adults without children, veterans and other at-risk populations. DHS also forged new collaborations with the Department of Education including a jointly-sponsored Day of Action, a coordinated prevention campaign incorporating outdoor, print, digital and social media advertising, and other efforts to ensure that families and children remain stably housed.

Performance Indicators	Actual					Target		Desired Direction	5yr Trend
	FY12	FY13	FY14	FY15	FY16	FY16	FY17		
★Adults receiving preventive services who did not enter the shelter system (%)	91.4%	96.7%	96.0%	93.5%	90.6%	70.0%	70.0%	Up	Neutral
★Adult families receiving preventive services who did not enter the shelter system (%)	97.0%	95.5%	97.3%	91.5%	90.7%	70.0%	70.0%	Up	Neutral
★Families with children receiving preventive services who did not enter the shelter system (%)	93.9%	93.0%	94.0%	94.5%	94.1%	70.0%	70.0%	Up	Neutral

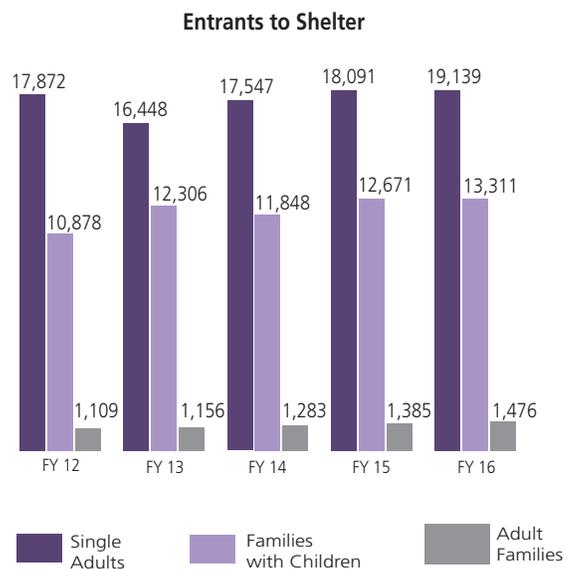
★ Critical Indicator "NA" - means Not Available in this report ↕ shows desired direction

SERVICE 2 Provide temporary emergency housing to homeless individuals and families.

Goal 2a Ensure that individuals and families have access to emergency shelter and are immediately connected to appropriate mainstream resources.

Between Fiscal 2015 and 2016, the total number of unduplicated eligible family with children households entering shelter increased by 5 percent from 12,671 to 13,311 and eligible adult family entrants increased by 6.6 percent from 1,385 to 1,476. The number of shelter entries among single adults, defined as new entrants or clients returning to shelter after at least one year, increased from 18,091 to 19,139 in Fiscal 2016 compared to 2015.

During the 90 Day Review, projections based on the recent growth in the census indicated that the total number of individuals in shelter would increase to 66,000 by the end of Fiscal 2016 and to 71,000 by Fiscal 2017. However, despite the increased number of eligible entrants, the growth in the family census was significantly lower than in the previous period and the census overall did not reach the projected level. The average number of adult families and families with children in shelter increased by 4.8 percent to 2,212 and by 2.3 percent to 12,089, respectively in Fiscal 2016 compared to 2015. In Fiscal 2015 there was a 13 percent increase in the adult family census and an 11 percent increase in the families with children census compared to the prior year. This decline in the rate of growth can be partially attributed to the introduction of new targeted rental assistance programs by DHS and HRA in fiscal years 2015 and 2016 and to the 24 percent decrease in evictions during the past two years that is associated with increased access to emergency rent arrears and a 10-fold increase in legal services to represent tenants since Fiscal 2014.



The daily average single adult shelter census increased by 12.6 percent to 12,757 individuals, reflecting the need for supportive housing for single adults. Single homeless adults present challenging needs, and DHS provides a range of specialized shelters for adults, including mental health, substance use and safe haven programs for the most vulnerable populations. The specialized rental assistance programs are available to single adults as well; in addition, the planned development of 15,000 new units of supportive housing, announced in Fiscal 2016, will provide new housing resources for homeless adults.

DHS partners with many other city agencies to connect children and adults in shelter with additional resources to help them attain self-sufficiency and stability. These include HRA, the Administration for Children’s Services (ACS) and DOE. In Fiscal 2016, the average school attendance rate for school-age children in the shelter system was 82 percent, a slight decline compared to Fiscal 2015. In 2017 DHS and DOE will collaborate on a number of initiatives, including placing social workers in schools with large numbers of homeless children and adding staff to work with families and shelter providers to improve attendance. The percentage of families placed in shelter in the borough of the youngest child’s school increased by 2.1 percentage points, but remained below historical levels. The low shelter vacancy rate made it more difficult for DHS to place families according to this priority during the fiscal year. Additional shelter development in Fiscal 2017 is aimed at addressing this need.

Performance Indicators	Actual					Target		Desired Direction	5yr Trend
	FY12	FY13	FY14	FY15	FY16	FY16	FY17		
★Adult families entering the DHS shelter services system	1,109	1,156	1,283	1,385	1,476	↓	↓	Down	Up
★Families with children entering the DHS shelter services system	10,878	12,306	11,848	12,671	13,311	↓	↓	Down	Up
★Single adults entering the DHS shelter services system	17,872	16,448	17,547	18,091	19,139	↓	↓	Down	Neutral
★Average number of adult families in shelters per day	1,450	1,723	1,866	2,110	2,212	1,950	1,950	Down	Up
★Average number of families with children in shelters per day	8,445	9,840	10,649	11,819	12,089	11,360	11,360	Down	Up
★Average number of single adults in shelters per day	8,622	9,536	10,116	11,330	12,727	10,475	10,475	Down	Up
Families with children receiving public assistance (average) (%)	NA	87.7%	81.8%	85.4%	81.6%	*	*	Neutral	NA
Average school attendance rate for children in the DHS shelter services system (%)	82.7%	83.6%	85.4%	83.9%	82.0%	*	*	Up	Neutral
Families placed in the shelter services system according to their youngest school-aged child’s school address (%)	76.5%	70.5%	65.4%	52.9%	55.0%	85.0%	85.0%	Up	Down

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Goal 2b Ensure that all temporary shelters for homeless individuals and families are clean, safe, and well-run.

In an effort to improve shelter conditions, the Shelter Repair Squad was created in Fiscal 2016. The Shelter Repair Squad brings together DHS and multiple agencies, including HRA and the New York City Fire, Buildings, and Housing Preservation and Development Departments to rapidly identify and repair critical health and safety issues in shelter facilities across the City. DHS and the Mayor’s Office of Operations created a Shelter Repair Scorecard to report publicly on the conditions of homeless shelters and track progress made by the expanded repair program to address building conditions. The Shelter Repair Scorecard defines the scope of the problem by delineating conditions at all homeless shelters in New York City that require correction and makes it possible to track progress in addressing violations. The Scorecard indicates that the increased inspections have been finding more violations; at the same time, the City and shelter providers have cleared violations at a higher rate than in the past. The Shelter Repair Squad completed 7,777 inspections between January and June of 2016, compared with 8,665 in all of calendar year 2015. Total violations at non-cluster shelters declined by 72 percent since the end of January 2016, down from a total of 10,474 identified at that point; including new violations, a total of 11,455 violations in non-cluster sites were cleared during the first six months of the initiative.

As a part of the 90-day review, DHS identified a need to more consistently and accurately categorize critical incident standards. Based on a revised methodology that created more specific categories for critical incidents, the number of critical incidents in shelter per 1,000 residents in 2016 was 1.7 for families with children, 3.7 for adult families, and 3.2 for single adults. The revised methodology was applied to incidents beginning in Fiscal 2016. Figures reported prior for Fiscal 2016 are not comparable.

Beginning in Fiscal 2016, DHS began reporting violent critical incidents as a separate category. During Fiscal 2016, prior to and subsequent to the 90 day review, DHS added increased security staffing to its shelters and NYPD deployed a management team to develop a plan to address security needs in shelters. During Fiscal 2016, NYPD also implemented a new supplemental training program for all DHS peace officers. Expansion of security measures, including more trained peace officers across the system and deployment of additional staff with domestic violence training in family shelters, will continue in Fiscal 2017.

The increases in the daily cost of shelter, which grew by 20.1 percent for single adult shelter and by 6.9 percent for family shelter in Fiscal 2016 was the result of increased security costs; new costs for enhancements, including mental health services and activities in adult shelters; cost of living adjustments for contract providers; utilization of emergency commercial hotels; and the opening of new shelters, which generally have higher rent and fixed costs than do older, established facilities.

Performance Indicators	Actual					Target		Desired Direction	5yr Trend
	FY12	FY13	FY14	FY15	FY16	FY16	FY17		
★Adult shelter inspections with safety, maintenance or cleanliness deficiencies per 1,000 beds	0.28	0.15	0.00	0.01	0.00	↓	↓	Down	Down
★Critical incidents in the adult shelter system, per 1,000 residents	NA	NA	NA	NA	3.2	↓	↓	Down	NA
Violent critical incidents in the adult shelter system, per 1,000 residents	NA	NA	NA	NA	1.3	*	*	Down	NA
★Critical incidents in the adult family shelter system, per 1,000 residents	NA	NA	NA	NA	3.7	↓	↓	Down	NA
Violent critical incidents in the adult family shelter system, per 1,000 residents	NA	NA	NA	NA	2.5	*	*	Down	NA
★Critical incidents in the families with children shelter system, per 1,000 residents	NA	NA	NA	NA	1.7	↓	↓	Down	NA
Violent critical incidents in the families with children shelter system, per 1,000 residents	NA	NA	NA	NA	0.9	*	*	Neutral	NA
Cost per day for shelter facilities - Single adult facilities (\$) (annual)	\$77.58	\$74.80	\$78.38	\$78.80	\$94.57	*	*	Neutral	Up
- Family facilities (\$) (annual)	\$100.82	\$102.74	\$101.50	\$105.37	\$120.22	*	*	Neutral	Up
Evaluations for human services contracts completed on time, as compared to the goal (%)	97.8%	97.2%	98.9%	99.4%	97.5%	*	*	Up	Neutral

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SERVICE 3 Coordinate and/or provide support services to help individuals and families who are homeless exit shelter as quickly as possible.

Goal 3a Facilitate exits and minimize clients' length of stay in shelters.

In addition to the Living in Communities (LINC) and CityFEPs programs implemented in Fiscal 2015, the Special Exit and Prevention Supplement (SEPS) program was introduced during Fiscal 2016 to assist single adults and adult families access permanent and affordable housing. HRA also began administration of the federally funded HOME Tenant Based Rental Assistance (TBRA) program in Fiscal 2016 and DHS continued to partner with the New York City Housing Authority (NYCHA) to place homeless families into public housing units and apartments with Section 8 assistance. In total 8,589 family households and single adults exited shelter or were prevented from immediate shelter entry at the family intake center in Fiscal 2016 through one of these subsidized rental assistance and housing programs.

The total number of subsidized and unsubsidized placements of single adults out of shelter declined from 8,734 in Fiscal 2015 to 8,649 in Fiscal 2016, which reflects the limited affordable housing and family reunification options for low-income single adults. Single adults continued to exit shelter using the rental assistance programs, as well as to supportive housing and to unsubsidized placements. During Fiscal 2016, rental assistance programs and public housing helped maintain a level of exits for families with children that exceeded the monthly exit goals that DHS sets for its shelter providers. The exit rate for adult families compared to the monthly goal also increased to 81 percent in Fiscal 2016 from 75 percent in Fiscal 2015. Due to the availability of rental assistance and NYCHA housing, the average length of stay in shelter for families with children

stabilized at 431 days, after growing dramatically for several years following the termination of the Advantage program in Fiscal Year 2012. The average length of stay continued to grow among single adults and adult families, increasing by approximately one month to 355 and 563 days, respectively, and reflecting the need for additional supportive housing that will begin to be addressed in Fiscal 2017 through the Mayor’s supportive housing plan.

Performance Indicators	Actual					Target		Desired Direction	5yr Trend
	FY12	FY13	FY14	FY15	FY16	FY16	FY17		
Single adults exiting to permanent housing	7,541	8,526	10,012	8,734	8,649	9,000	9,000	Up	Up
Exits from the adult family shelter system, as compared to monthly goal (%)	70%	104%	78%	75%	82%	*	*	Up	Neutral
Exits from the families with children shelter system, as compared to monthly goal (%)	99%	103%	90%	107%	107%	*	*	Up	Neutral
★Average length of stay for single adults in shelter (days)	275	293	305	329	355	↓	↓	Down	Up
★Average length of stay for adult families in shelter (days)	416	469	515	534	563	↓	↓	Down	Up
★Average length of stay for families with children in shelter (days)	337	375	427	430	431	↓	↓	Down	Up

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Goal 3b Minimize re-entries into the shelter services system.

To minimize returns to shelter, DHS focuses on connecting clients to rental assistance and resources in the community, to help stabilize them after they move from shelter to permanent housing. DHS tracks the number of clients across all three populations who return to shelter within one year of exit to housing. In Fiscal 2016, DHS began reporting the percentage of families with children and adult families who return to the system within one year of exit broken out by subsidized and unsubsidized housing placements. DHS will report the same break out of the return to shelter rate for single adults beginning in the Preliminary Fiscal 2017 Mayor’s Management Report.

The return rate from subsidized placements for families with children declined from 3 percent in Fiscal 2015 to 1.4 percent in Fiscal 2016, while the rate for unsubsidized placements remained relatively flat at 20 percent in Fiscal 2016. For adult families, the return rate for subsidized placements remained low (1.0 in 2015 and 1.6 percent in 2016), while the rate for unsubsidized placements declined from 18.3 to 11.9 percent from Fiscal 2015 to Fiscal 2016.

The implementation of the new subsidized rental assistance programs, which provide more permanent stability than do unsubsidized placements, accounted for a decline in the overall return rate. The overall percentage of adult families and families with children who returned to shelter within one year declined by 5.5 and 6.5 percentage points, to 9 percent from 14 percent and 10 percent from 16 percent, respectively. The percentage of single adults who returned to shelter within one year also decreased, from 3.6 to 3.2 percent.

Performance Indicators	Actual					Target		Desired Direction	5yr Trend
	FY12	FY13	FY14	FY15	FY16	FY16	FY17		
★Single adults who exited to permanent housing and returned to the DHS shelter services system within one year (%)	3.9%	4.5%	4.4%	3.6%	3.2%	4.4%	4.4%	Down	Down
★Adult families who exited to permanent housing and returned to the DHS shelter services system within one year (%)	5.6%	15.0%	12.5%	14.2%	8.7%	12.5%	12.5%	Down	Up
★Families with children who exited to permanent housing and returned to the DHS shelter services system within one year (%)	4.4%	9.5%	12.5%	16.5%	10.0%	12.5%	12.5%	Down	Up

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Performance Indicators	Actual					Target		Desired Direction	5yr Trend
	FY12	FY13	FY14	FY15	FY16	FY16	FY17		
★ Families with children who exited to permanent housing and returned to the DHS shelter services system within one year - subsidized placement	1.1%	2.7%	2.4%	3.0%	1.4%	↓	↓	Down	Up
★ Families with children who exited to permanent housing and returned to the DHS shelter services system within one year - unsubsidized placement	9.7%	10.2%	13.4%	19.9%	19.9%	↓	↓	Down	Up
★ Adult Families who exited to permanent housing and returned to the DHS shelter services system within one year - subsidized placement	3.2%	1.7%	0.0%	1.0%	1.6%	↓	↓	Down	Down
★ Adult families who exited to permanent housing and returned to the DHS shelter services system within one year - unsubsidized placement	9.1%	15.6%	13.0%	18.3%	11.9%	↓	↓	Down	Up

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SERVICE 4 Help chronically unsheltered homeless individuals find stable, safe living situations.

Goal 4a Reduce the number of unsheltered homeless individuals.

The Homeless Outreach Population Estimate (HOPE) was conducted in February 2016 and yielded an estimate of 2,794 unsheltered individuals in New York City. This figure is 12 percent lower than in 2015—the second annual decline—and includes a 20 percent decrease in subway system homelessness. HOPE 2016 reflects a drop of 36 percent in the unsheltered population in New York City since HOPE—the first survey estimate of its kind in the nation—was initially conducted in 2005.

In Fiscal 2016, DHS increased street outreach efforts by adding staff to outreach teams and with the creation of HOME-STAT (Homeless Outreach and Mobile Engagement Street Action Teams), a multi-agency effort to combat persistent street homelessness. This expansion of services includes case management for all street homeless clients, as well as providing outreach teams with access to systems such as hospitals or libraries where clients may be spending time away from the streets. In addition, more than 50 additional canvassers were hired to cover the most populated areas of the City to report homeless activity to outreach teams for follow up, helping to ensure that all street homeless clients are being reached.

The number of chronically homeless individuals placed into permanent and temporary housing by outreach teams declined from 1,101 Fiscal 2015 to 878 in Fiscal 2016 but remains above historical averages. In Fiscal 2016, placements were constrained because the temporary housing placements most commonly used by outreach teams, safe haven beds (a low threshold shelter model for the most vulnerable street homeless) were consistently full. Placements are expected to increase in Fiscal 2017 with the full implementation of HOME-STAT, implementation of the Mayor's supportive housing plan and as DHS adds additional capacity for safe haven beds.

Through the expanded HOME-STAT program, permanent and temporary placements in Fiscal 2017 will include both chronic and non-chronic clients so that services can be provided without the long-standing requirement that a client had to be chronically homeless to receive help. DHS will report on both chronic and non-chronic placements in the 2017 MMR.

Performance Indicators	Actual					Target		Desired Direction	5yr Trend
	FY12	FY13	FY14	FY15	FY16	FY16	FY17		
★ Unsheltered individuals who are estimated to be living on the streets, in parks, under highways, on subways, and in the public transportation stations in New York City	3,262	3,180	3,357	3,182	2,794	↓	↓	Down	Down
Number of chronically homeless individuals placed into permanent and temporary housing by outreach teams	545	720	562	1,101	878	*	*	Up	Up
Response rate to 311 calls for homeless person assistance from constituents requesting a call back	100.0%	100.0%	100.0%	100.0%	100.0%	*	*	Up	Neutral

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AGENCY-WIDE MANAGEMENT

Performance Indicators	Actual					Target		Desired Direction	5yr Trend
	FY12	FY13	FY14	FY15	FY16	FY16	FY17		
Collisions involving City vehicles	NA	48	27	58	60	*	*	Down	NA
Workplace injuries reported	NA	119	112	39	48	*	*	Down	NA

AGENCY CUSTOMER SERVICE

Performance Indicators	Actual					Target		Desired Direction	5yr Trend
	FY12	FY13	FY14	FY15	FY16	FY16	FY17		
Customer Experience									
Completed requests for interpretation	3,230	4,087	4,195	5,787	6,054	*	*	Neutral	Up
Letters responded to in 14 days (%)	70.0%	67.4%	83.5%	70.4%	64.8%	*	*	Up	Neutral
E-mails responded to in 14 days (%)	88%	66.7%	80.5%	68.6%	61.37%	*	*	Up	Down
Average wait time to speak with a customer service agent (minutes)	22	NA	24	15	10	*	*	Down	NA
CORE facility rating	81	91	89	95	100	*	*	Up	Up

AGENCY RESOURCES

Resource Indicators	Actual ¹					Plan ²		5yr Trend
	FY12	FY13	FY14	FY15	FY16	FY16	FY17	
Expenditures (\$000,000) ³	\$900.5	\$984.3	\$1,043.3	\$1,169.8	\$1,326.0	\$1,311.4	\$1,297.9	Up
Personnel	1,819	1,848	1,859	1,977	2,404	2,641	2,238	Up
Overtime paid (\$000,000)	\$7.4	\$9.6	\$9.0	\$9.4	\$5.5	\$5.5	\$5.5	Down
Capital commitments (\$000,000)	\$24.2	\$14.4	\$21.9	\$20.4	\$10.8	\$48.7	\$65.9	Down
Human services contract budget (\$000,000)	\$698.8	\$769.2	\$826.3	\$941.2	\$1,026.2	\$1,011.1	\$1,037.2	Up

¹Actual financial amounts for the most current fiscal year are not yet final. Final fiscal year actuals, from the Comptroller's Comprehensive Annual Financial Report, will be reported in the next PMMR. Refer to the "Indicator Definitions" at nyc.gov/mmr for details. ²Authorized Budget Level ³Expenditures include all funds
 "NA" - Not Available in this report

NOTEWORTHY CHANGES, ADDITIONS OR DELETIONS

- DHS revised the methodology for Critical Incident indicators for Single Adults, Adult Families, and Families with Children for Goal 2b. This changed methodology created more specific categories for incident reporting and also standardized the process through which incidents are reviewed across the three shelter types, allowing for a more consistent and accurate accounting of those that meet the critical threshold. Previously reported figures are not comparable.
- The Department has added new 'violent critical incident' indicators to Goal 2b: 'Ensure that all temporary shelters for homeless individuals and families are clean, safe and well-run.' In addition, DHS is now reporting additional data for shelter return for family clients, broken out by placement category, in Goal 4a: 'Reduce the number of unsheltered homeless individuals.'
- Fiscal 2016 data for the indicator 'Response rate to 311 calls for homeless person assistance from constituents requesting a call back' covers the first 8 months of the fiscal year. Due to a change in program operations, data is available through February 2016 only. This indicator will be replaced in the Preliminary Fiscal 2017 Mayor's Management Report.
- The indicator 'Families with children applying for or receiving public assistance (average) (%)' has been revised to 'Families with children receiving public assistance (average) (%)'. The indicator 'Adults receiving preventive services who

did not reside 21 days or more in the shelter system (%)’ has been renamed ‘Adults receiving preventive services who did not enter the shelter system (%)’.

ADDITIONAL RESOURCES

For additional information go to:

- Stats & Reports:
<http://www.nyc.gov/html/dhs/html/communications/stats.shtml>
- Homeless Outreach Population Estimate (HOPE) count results:
<https://a071-hope.nyc.gov/hope/statistics.aspx>
- DHS daily report, including census & intake statistics:
<http://www.nyc.gov/html/dhs/downloads/pdf/dailyreport.pdf>

For more information on the agency, please visit: www.nyc.gov/dhs.