

DEPARTMENT OF HOMELESS SERVICES



WHAT WE DO

The Department of Homeless Services (DHS) works to prevent homelessness before it occurs, address unsheltered homelessness, and assist New Yorkers experiencing homelessness in transitioning from shelter and the street to permanent housing. DHS collaborates with not-for-profit partners to provide temporary shelter and services that New Yorkers experiencing homelessness need to achieve and maintain housing permanency. In February 2017, DHS released a comprehensive plan to turn the tide on homelessness, neighborhood by neighborhood; followed by “The Journey Home” in December 2019, an action plan to end long-term street homelessness.

FOCUS ON EQUITY

In New York City and throughout the United States, homelessness is driven by economic and racial inequities, lack of affordable and supportive housing and stagnant wages combined with social factors, including domestic violence, de-institutionalization of persons who have mental illness without sufficient community-based services and discharges from a range of institutions, including prisons and jails. DHS addresses homelessness by connecting New Yorkers to preventive services that help them remain in their homes and, when prevention is not an option, by providing safe and appropriate transitional shelter, services to unsheltered New Yorkers, and placement into permanent subsidized and supportive housing. In partnership with the Human Resources Administration (HRA) and other agencies, DHS provides access to targeted rental assistance to help eligible families and individuals avoid or exit shelter.

In Fiscal 2016 DHS announced a comprehensive plan to reform the delivery of homeless services in New York City. “Turning the Tide,” a report issued in February 2017, laid out a blueprint for moving forward with the reforms, providing borough-based services and shrinking the footprint of the shelter system by closing 360 facilities, including eliminating the 21-year-old “cluster” apartment program, a goal that was achieved in October 2021.

In December 2019, the Agency published “The Journey Home,” an action plan to end long-term street homelessness with enhanced efforts around new permanent housing, safe havens, outreach, and cross-agency collaborative interventions to bring these solutions to those New Yorkers who have been the hardest to reach.

People of color, particularly African Americans, are over-represented among those who are experiencing homelessness, both in New York City and throughout the country. Poverty is a strong predictor of homelessness; and Black families and individuals are more likely to experience poverty, especially deep poverty, than their White counterparts. Higher incarceration rates, especially for Black men, are also linked to increased risk of homelessness. Investment in services that strengthen communities, services in shelter that provide people with tools to move out of poverty, and the development of stable permanent housing and rental assistance programs provide a foundation to counteract these historic inequities.

OUR SERVICES AND GOALS

SERVICE 1 Provide temporary emergency housing to homeless individuals and families.

- Goal 1a Ensure that individuals and families have access to emergency shelter and are immediately connected to appropriate mainstream resources.
 - Goal 1b Ensure that all temporary shelters for homeless individuals and families are clean, safe and well-run.
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SERVICE 2 Coordinate and/or provide support services to help individuals and families who are homeless exit shelter as quickly as possible.

- Goal 2a Facilitate exits and minimize clients' length of stay in shelters.
 - Goal 2b Minimize re-entries into the shelter services system.
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SERVICE 3 Help chronically unsheltered homeless individuals find stable, safe living situations.

- Goal 3a Reduce the number of unsheltered homeless individuals.

HOW WE PERFORMED

- During the first four months of Fiscal 2022, the average number of families with children, adult families, and single adults in shelter per day all declined compared to the same period in Fiscal 2021. The number of families with children in shelter was declining before the COVID-19 pandemic due to investments in prevention and rehousing programs, including rental assistance. The pandemic eviction moratorium also contributed to further declines in entrants to shelter for Adult Families and Families with Children. Single adult entrants to shelter increased 5.6 percent but remain below pre-pandemic levels.
- Families initially placed in shelter in the borough of their youngest school-aged child's school address increased 5.7 percent compared to the same period of Fiscal 2021. DHS continues to ensure that most families in shelter reside in the borough of their youngest child's school, consistent with same period last year. The average school attendance rate for children in the DHS shelter system increased to 82.1 percent compared to 71.4 percent during the same period last year, reflecting the impact of the return to in-person schooling.
- The rate of serious and violent incidents per 1,000 residents increased across all populations. COVID-19 related incidents, including quarantining of both staff and clients for contagious diseases, impacted all populations and accounted for the increase in serious incidents in the families with children population. The Agency's Serious Incident Unit (SIU), a centralized unit for all incident reporting that operates 24 hours a day, year-round, continued improving its quality assurance review process and recategorized certain incidents. By changing the methodology, more types of incidents were counted in the violent incident category in the single adult system than in the previous period. An increase in drug related incidents, including overdoses, consistent with city and national trends, also increased among single adults.
- Single adults exiting to permanent housing increased by 1.5 percent compared to the same period last year, with the largest increase coming in the subsidized exits category. Exits to permanent housing decreased for adult families by 25.1 percent. Exits to permanent housing declined by 32.9 percent for families with children, in part, because there are fewer families in shelter. While DHS remains committed to finding permanent housing for shelter residents, the housing placement process has been challenging for both providers and shelter residents during the pandemic. Additionally, while higher CityFHEPS rates went into effect in September of 2021, they had been announced several months previously, which caused a temporary slowdown in new leases during the interim period. This has since started to abate.
- During the first four months of Fiscal 2022, returns to shelter within one year declined 2.3 percentage points for single adults and increased by 1.1 percentage points for adult families and 0.3 percentage points for families with children. Due to the small size of the adult family system, this variation is due to the return of three families compared to the return of one family in the prior period. DHS's success in minimizing re-entries reflects the City's investment in subsidized housing that generates sustained and permanent placements within communities.
- The average length of stay increased across all systems, 10.0 percent for single adults, 19.1 percent for adult families, and 11.3 percent for families with children. This change is the result of the decline in shelter entries; there were fewer new entrants, who have a shorter length of stay, during the reporting period. The average in the first four months of Fiscal 2022 includes a larger proportion of the population with long-term stays in shelter. DHS continues to focus on addressing the housing and service needs of those longest in shelter, including targeted interventions for elderly clients and clients with disabilities.
- The number of HOME-STAT clients referred to placement into permanent housing, transitional housing, and other settings was 1,336 clients in the first four months of Fiscal 2022, a decrease of 34.9 percent compared to the number placed in the prior period, but similar to the number of clients placed in Fiscal 2020. The decrease was, in part, due to the prior year's success in bringing unprecedented numbers of people in from the streets during the nightly subway closures via the End of Line initiative. Before and during the COVID-19 pandemic, 24/7 outreach efforts have continued—with outreach teams extending a helping hand to New Yorkers experiencing unsheltered homelessness on the streets and in the subways around the clock.

SERVICE 1 Provide temporary emergency housing to homeless individuals and families.

Goal 1a Ensure that individuals and families have access to emergency shelter and are immediately connected to appropriate mainstream resources.

Performance Indicators	Actual			Target		4-Month Actual	
	FY19	FY20	FY21	FY22	FY23	FY21	FY22
★ ● Average number of adult families in shelters per day	2,510	2,455	1,983	↓	↓	2,155	1,610
★ ● Average number of families with children in shelters per day	12,415	11,719	9,823	↓	↓	10,347	8,395
★ ● Average number of single adults in shelters per day	16,094	16,866	18,012	↓	↓	17,741	16,341
★ Adult families entering the DHS shelter services system	1,433	1,118	528	↓	↓	188	184
★ Families with children entering the DHS shelter services system	11,965	10,087	6,107	↓	↓	2,302	2,011
★ Single adults entering the DHS shelter services system	21,122	20,296	18,127	↓	↓	5,881	6,210
Families with children receiving public assistance (average) (%)	80.3%	80.9%	84.7%	85.0%	85.0%	87.1%	78.8%
Average school attendance rate for children in the DHS shelter services system (%)	83.9%	85.0%	77.9%	*	*	71.4%	82.1%
Families initially placed in shelter in the borough of their youngest school-aged child's school address (%)	52.9%	55.4%	57.6%	85.0%	85.0%	53.9%	59.6%
Families living in shelter who received biopsychosocial screenings from mental health clinicians (%)	66%	79%	80%	*	*	79%	78%
Families in shelter living in the borough of their youngest child's school (%)	73.1%	76.1%	75.4%	*	*	77.3%	77.3%
★ Critical Indicator ● Equity Indicator "NA" Not Available ↑↓ Directional Target * None							

Goal 1b Ensure that all temporary shelters for homeless individuals and families are clean, safe and well-run.

Performance Indicators	Actual			Target		4-Month Actual	
	FY19	FY20	FY21	FY22	FY23	FY21	FY22
★ Adult shelter inspections with safety, maintenance or cleanliness deficiencies per 1,000 beds	0.00	0.00	0.00	*	*	NA	NA
★ Serious incidents in the adult shelter system, per 1,000 residents	20.6	26.6	38.1	↓	↓	32.4	43.0
Serious violent incidents in the adult shelter system, per 1,000 residents	2.0	2.2	2.5	*	*	2.3	4.5
★ Serious incidents in the adult family shelter system, per 1,000 residents	10.5	13.8	16.3	↓	↓	13.1	16.6
Serious violent incidents in the adult family shelter system, per 1,000 residents	1.4	1.4	1.0	*	*	1.2	1.8
★ Serious incidents in the families with children shelter system, per 1,000 residents	5.6	7.6	11.5	↓	↓	8.9	12.1
Serious violent incidents in the families with children shelter system, per 1,000 residents	0.8	0.9	1.0	*	*	0.9	1.2
Cost per day for shelter facilities - Single adult facilities (\$) (annual)	\$124.38	\$130.63	\$137.74	*	*	NA	NA
Cost per day for shelter facilities - Family facilities (\$) (annual)	\$196.23	\$198.67	\$191.36	*	*	NA	NA
– Adult families	\$158.71	\$171.40	\$172.99	*	*	NA	NA
– Families with children	\$201.60	\$202.69	\$193.76	*	*	NA	NA
★ Critical Indicator ● Equity Indicator "NA" Not Available ↑↓ Directional Target * None							

SERVICE 2 Coordinate and/or provide support services to help individuals and families who are homeless exit shelter as quickly as possible.

Goal 2a Facilitate exits and minimize clients' length of stay in shelters.

Performance Indicators	Actual			Target		4-Month Actual	
	FY19	FY20	FY21	FY22	FY23	FY21	FY22
Single adults exiting to permanent housing	8,912	7,890	6,539	*	*	2,000	2,030
– subsidized	5,001	4,824	4,603	*	*	1,300	1,366
– unsubsidized	3,911	3,066	1,936	*	*	700	666
Adult families exiting to permanent housing	543	465	496	*	*	183	137
– subsidized	439	379	393	*	*	137	114
– unsubsidized	104	86	103	*	*	46	23
Families with children exiting to permanent housing	9,137	7,992	7,191	*	*	2,389	1,603
– subsidized	6,872	6,142	4,647	*	*	1,756	1,211
– unsubsidized	2,265	1,850	1,544	*	*	633	392
★ Average length of stay for single adults in shelter (days)	418	437	483	↓	↓	470	517
★ Average length of stay for adult families in shelter (days)	580	630	773	↓	↓	724	862
★ Average length of stay for families with children in shelter (days)	446	443	520	↓	↓	495	551
★ Critical Indicator ● Equity Indicator "NA" Not Available ↑↓ Directional Target * None							

Goal 2b Minimize re-entries into the shelter services system.

Performance Indicators	Actual			Target		4-Month Actual	
	FY19	FY20	FY21	FY22	FY23	FY21	FY22
★ Single adults who exited to permanent housing and returned to the DHS shelter services system within one year (%)	17.3%	14.2%	11.8%	20.0%	20.0%	12.4%	10.1%
★ – subsidized exits (%)	6.5%	5.8%	5.6%	↓	↓	5.9%	4.7%
★ – unsubsidized exits (%)	27.2%	24.8%	21.7%	↓	↓	22.9%	20.0%
★ Adult families who exited to permanent housing and returned to the DHS shelter services system within one year (%)	5.6%	1.7%	1.3%	12.5%	12.5%	0.5%	1.6%
★ – subsidized exits (%)	1.0%	0.0%	0.7%	↓	↓	0.6%	0.0%
★ – unsubsidized exits (%)	13.2%	7.7%	3.6%	↓	↓	0.0%	6.7%
★ Families with children who exited to permanent housing and returned to the DHS shelter services system within one year (%)	7.0%	5.6%	4.1%	12.5%	12.5%	4.1%	4.4%
★ – subsidized exits (%)	1.3%	1.0%	0.5%	↓	↓	0.6%	0.3%
★ – unsubsidized exits (%)	21.6%	19.5%	15.6%	↓	↓	15.9%	15.7%
★ Critical Indicator ● Equity Indicator "NA" Not Available ↑↓ Directional Target * None							

SERVICE 3 Help chronically unsheltered homeless individuals find stable, safe living situations.

Goal 3a Reduce the number of unsheltered homeless individuals.

Performance Indicators	Actual			Target		4-Month Actual	
	FY19	FY20	FY21	FY22	FY23	FY21	FY22
★ 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	3,588	3,857	2,376	↓	↓	NA	NA
★ HOME-STAT clients referred to placement into permanent housing, transitional housing and other settings	2,753	5,909	5,454	↑	↑	2,053	1,336
★ Critical Indicator ● Equity Indicator "NA" Not Available ↑↓ Directional Target * None							

AGENCY-WIDE MANAGEMENT

Performance Indicators	Actual			Target		4-Month Actual	
	FY19	FY20	FY21	FY22	FY23	FY21	FY22
Workplace injuries reported	210	149	104	*	*	28	29
★ Critical Indicator ● Equity Indicator "NA" Not Available ⇅ Directional Target * None							

AGENCY CUSTOMER SERVICE

Performance Indicators	Actual			Target		4-Month Actual	
	FY19	FY20	FY21	FY22	FY23	FY21	FY22
Customer Experience							
Completed requests for interpretation	15,957	18,660	26,123	*	*	5,614	12,716
Letters responded to in 14 days (%)	88%	98%	100%	*	*	100%	98%
E-mails responded to in 14 days (%)	99%	99%	99%	*	*	96%	100%
Average wait time to speak with a customer service agent (minutes)	4	50	55	*	*	37	76
CORE facility rating	NA	94	100	*	*	NA	NA
★ Critical Indicator ● Equity Indicator "NA" Not Available ⇅ Directional Target * None							

AGENCY RESOURCES

Resource Indicators	Actual			Sept. 2021 MMR Plan	Updated Plan	Plan	4-Month Actual	
	FY19	FY20	FY21	FY22	FY22 ¹	FY23 ¹	FY21	FY22
Expenditures (\$000,000) ²	\$2,184.1	\$2,369.2	\$3,044.5	\$2,211.0	\$2,766.1	\$2,151.4	\$1,904.5	\$1,701.4
Personnel	2,319	2,119	2,005	2,417	2,374	1,993	2,083	1,981
Overtime paid (\$000,000)	\$17.8	\$19.9	\$19.8	\$3.9	\$17.3	\$3.8	\$5.1	\$5.4
Capital commitments (\$000,000)	\$47.0	\$11.0	\$20.1	\$54.6	\$64.7	\$69.6	\$2.3	\$2.2
Human services contract budget (\$000,000)	\$1,851.5	\$2,029.8	\$2,709.5	\$1,880.1	\$2,447.1	\$1,854.7	\$818.0	\$715.9
¹ February 2022 Financial Plan. ² Expenditures include all funds "NA" - Not Available								

SPENDING AND BUDGET INFORMATION

Where possible, the relationship between an agency's goals and its expenditures and planned resources, by budgetary unit of appropriation (UA), is shown in the 'Applicable MMR Goals' column. Each relationship is not necessarily exhaustive or exclusive. Any one goal may be connected to multiple UAs, and any UA may be connected to multiple goals.

Unit of Appropriation	Expenditures FY21 ¹ (\$000,000)	February 2022 Financial Plan FY22 ² (\$000,000)	Applicable MMR Goals ³
Personal Services - Total	\$161.4	\$170.5	
100 - Shelter Intake and Program	\$126.0	\$114.4	All
101 - Administration	\$31.4	\$35.2	All
102 - Street Programs	\$4.0	\$20.8	3a
Other Than Personal Services - Total	\$2,707.0	\$2,595.7	All
200 - Shelter Intake and Program	\$2,707.0	\$2,348.8	All
201 - Administration	NA	\$26.9	All
202 - Street Programs	NA	\$219.9	3a
Agency Total	\$2,868.4	\$2,766.1	

¹Comprehensive Annual Financial Report (CAFR) for the Fiscal Year ended June 30, 2021. Includes all funds. ² Includes all funds. ³ Refer to agency goals listed at front of chapter. "NA" Not Available * None

NOTEWORTHY CHANGES, ADDITIONS OR DELETIONS

- The SA Length-of-Stay (LOS) calculations have been updated to capture when a client has a bed start and bed end date on the same day as one day of use. The previous LOS didn't count that as a usage as the calculation was based on the difference in the bed start and bed end dates. The LOS now accounts for these types of clients stays as one day of use versus no use.
- A change was made to the methodology of counting serious incidents to address situations in which a resident is in possession of a knife, but the knife is not involved in the incident. Beginning in January 2021, any incident where there was a knife present was automatically characterized in the most serious category regardless of whether the knife was used during the incident.
- DHS updated the methodology for capturing the "Average customer in-person wait time (minutes)" and adjusted previously reported figures from Fiscal 2019 through Fiscal 2021. Previously, this indicator measured only the time that it took for a client's case to get transferred to the proper service queue after arriving at PATH. However, once the client's case is transferred to that service queue there is an additional wait time before the client speaks to a customer service agent. This additional time was not captured in the previous methodology. The methodology for fiscal years 2019, 2020, and 2021, the years for which data is available, has been updated to reflect total client wait time from when they arrive at PATH to when they speak to a customer service agent.
- The data for exits to permanent housing have been updated to reflect the number of placements more accurately. There was a technical issue which caused the Agency to undercount Calendar Year 2021 placements. The issue has been corrected.
- The "Collisions involving City vehicles" indicator has been moved to the Vehicle Fleets and Maintenance Additional Tables.

ADDITIONAL RESOURCES

For additional information go to:

- Stats & Reports:
<http://www1.nyc.gov/site/dhs/about/stats-and-reports.page>
- DHS daily report, including census & intake statistics:
<http://www1.nyc.gov/assets/dhs/downloads/pdf/dailyreport.pdf>
- Fiscal Year 2016 Comprehensive Homeless Services Plan:
<https://www1.nyc.gov/assets/home/downloads/pdf/reports/2016/90-day-homeless-services-review.pdf>
- Turning the Tide on Homelessness in New York City:
<http://www1.nyc.gov/site/dhs/about/tide.page>
- The Journey Home Action Plan to End Long-Term Street Homelessness
<https://www1.nyc.gov/assets/dhs/downloads/pdf/the-journey-home-2019-print-web.pdf>
- The Social Indicators and Equity Report, EquityNYC
<http://equity.nyc.gov/>

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

