

A Progress Report on

**Uniting for Solutions Beyond Shelter:  
The Action Plan for New York City**

Fall 2008

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## Introduction

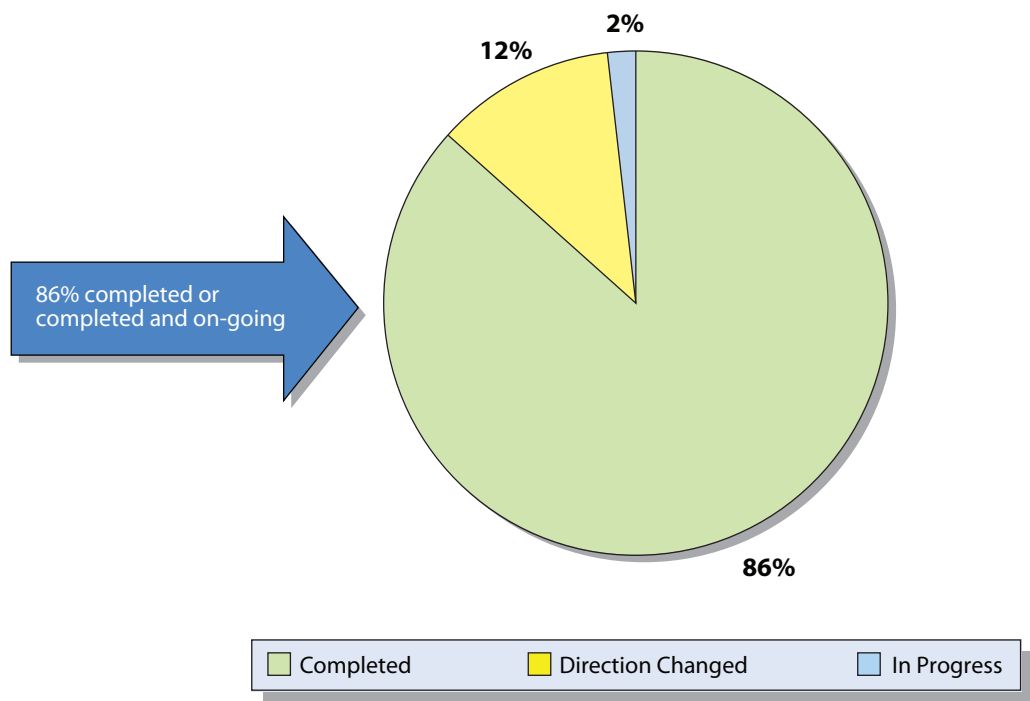
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In June 2004, Mayor Michael R. Bloomberg released “Uniting for Solutions Beyond Shelter,” a five-year plan to transform the approach to homeless services and reduce homelessness in New York City. While most cities released 10-year plans, the Department of Homeless Services (DHS) released a plan for which accountability for outcomes would occur during the current administration. The plan, which resulted from the work of more than 100 leaders and experts in the public, nonprofit, and business sectors, outlined nine overarching goals and 60 individual initiatives that would for the first time put the infrastructure in place to truly address the issue of homelessness. These goals are to:

- Overcome Street Homelessness;
- Prevent Homelessness;
- Coordinate Discharge Planning;
- Coordinate City Services and Benefits;
- Minimize Disruption to Homeless Families and Children;
- Minimize Duration of Homelessness;
- Shift Resources into Preferred Solutions;
- Provide Resources for Vulnerable Populations to Access and Afford Housing; and
- Measure Progress, Evaluate Success, and Invest in Continuous Quality Improvement.

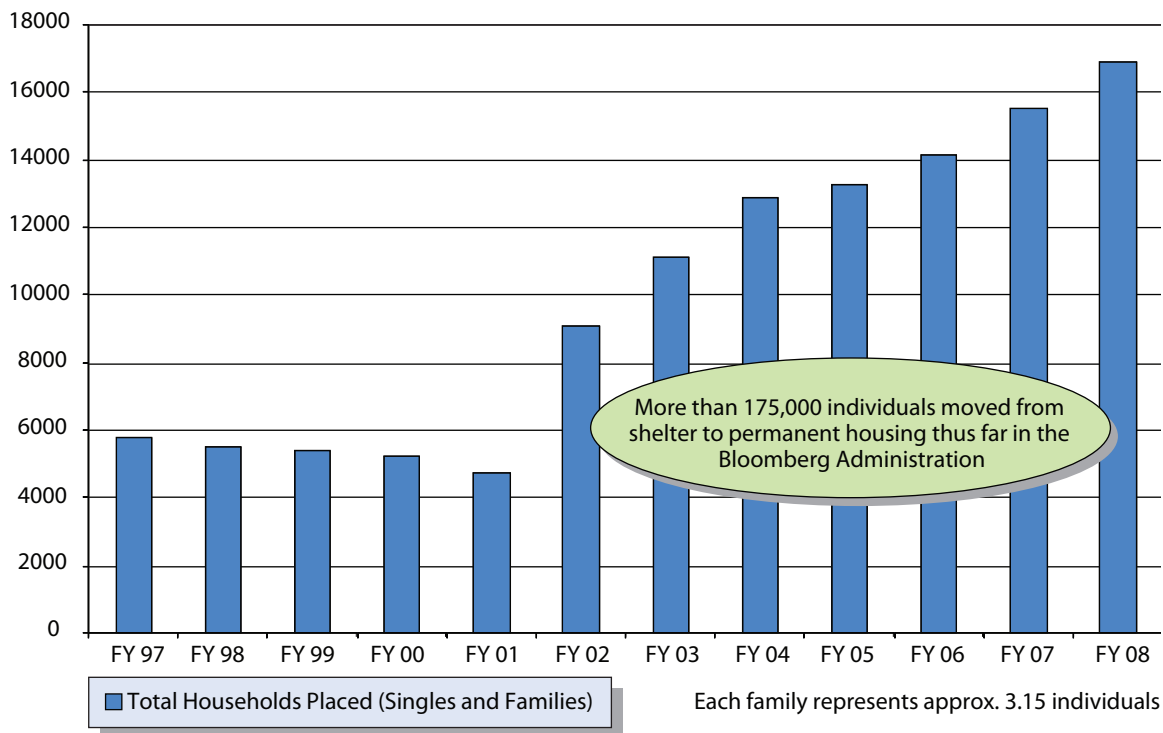
The Progress Report outlines the status of each of the 60 initiatives. It is organized by chapter numbers, which correspond to each of the nine overarching goals, and then by initiative. The status and major milestones/accomplishments of each initiative are indicated in the chart. Status is highlighted by green, blue, and yellow to indicate whether an initiative has been completed, is in progress, or has been changed. Eighty-six percent of the initiatives have been completed, putting in place the right foundation for meaningful change.

### Status of Five -Year Plan Initiatives



The Mayor also set forth ambitious targets to reduce homelessness in New York City — on the streets and in shelters — by two-thirds by 2009. The City has made great strides at transforming the homeless services system, taking what was once a dysfunctional family intake system and completely rehauling it; setting a benchmark for the number of street homeless by instituting an annual citywide estimate, the HOPE survey, and then reducing the number of street homeless by 25 percent; decreasing the number of single adults in shelter by 22 percent; and decreasing the total number of individuals in shelter by nine percent. In fact, more than 175,000 homeless or at-risk individuals have been placed into permanent housing under the Bloomberg Administration through a series of bold new programs.

## Total Households Placed into Permanent Housing FY 1997 - FY 2008

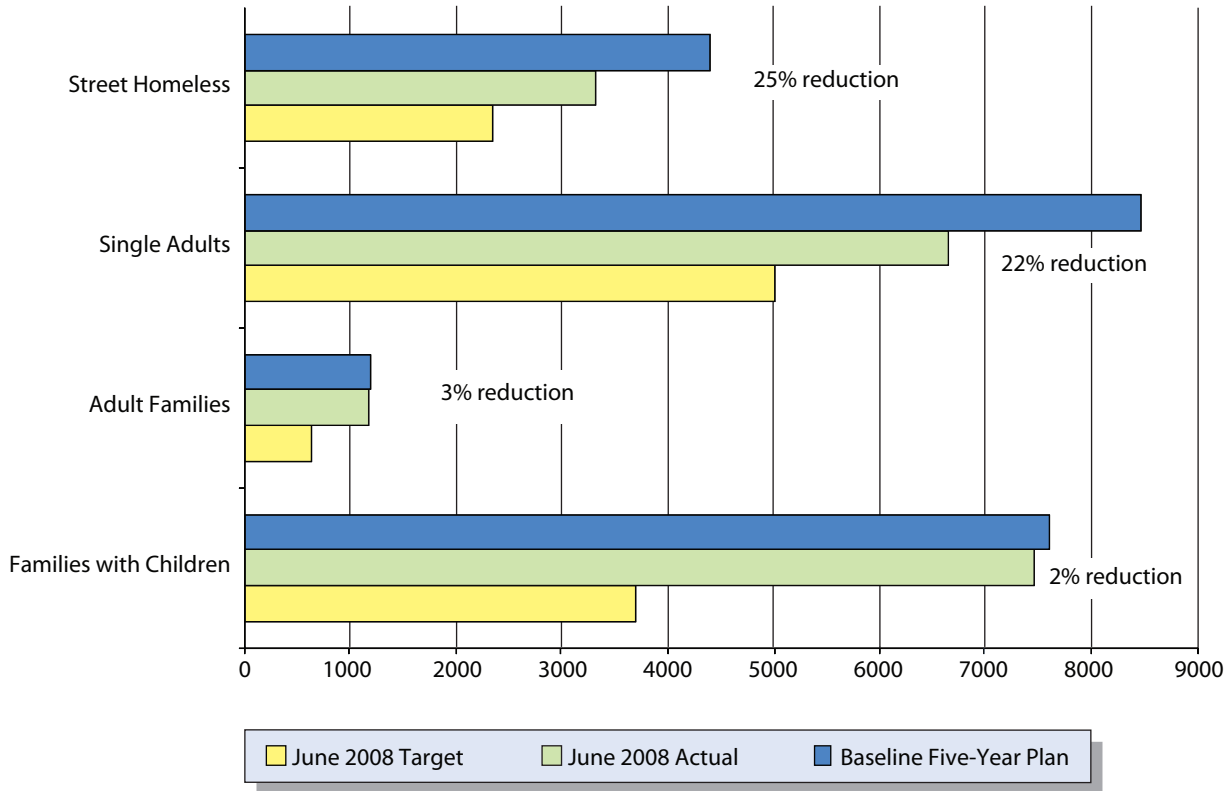


For instance, the City made it a priority to better understand street homelessness in order to tackle it. Armed with an estimate of the number of street homeless through the creation of the HOPE survey, DHS could then measure the impact of its reforms over time. And the reconfiguration of Outreach — going from 16 outreach teams with overlapping jurisdictions into four providers with clearly defined areas and goals tied into performance-based contracts with access to new housing models like Safe Havens — made a big difference.

While those initiatives helped to decrease the street homeless population by 25 percent over three years, innovations in the single adult system showed results as well. Efforts such as the historic New York/New York III agreement that resulted in a commitment to create 9,000 units of supportive housing targeted to chronically homeless individuals and performance-based contracting that rewards shelter providers for reducing the length of stay and for increasing housing placements, as well as focused “100-Day Special Initiatives” and the implementation of the Next Step shelter model to provide intensive case management and a more structured approach to clients who need it, helped decrease the number of single adults in shelter by 22 percent. Similar targeted special initiatives in the family shelter system, the creation of a community-based homelessness prevention program, a new rental subsidy program, and the Administration’s successful overhaul of the family intake system, which had become notorious for its inefficiencies, ineffectiveness, and the indignities clients suffered during the application process, all helped to stem the tide of increasing family homelessness at various points during the Five-Year Plan.

However, even with the completion of 86 percent of the initiatives outlined in the plan and clear progress in reducing street homelessness and homelessness among single adults, the ambitious goals set in 2004 still remain out of reach, in the family shelter system, where the decrease is a disappointing two percent for families with children and three percent for adult families. Modest success in innovative new community prevention initiatives have not been enough to reduce the number of families seeking shelter. In fact, the summer of 2008 had the largest recorded demand for family shelter since the City has been tracking these numbers. In addition, weak client responsibility standards have resulted in greater time in shelter for homeless families. Over 2,500 families in shelter currently have rental assistance support available yet remain housed by the City. While the City continues to break records in the number of clients moved from shelter to permanent housing, more needs to be done overall if any meaningful success is to be achieved in meeting the 2004 goals for families with children.









### Progress Meeting Five-Year Plan Census Reduction Targets




To view the Five-Year Action Plan, Implementation Plan, and other information about homeless services in New York City log onto [www.nyc.gov/dhs](http://www.nyc.gov/dhs).




All information and data in the report are through June 30, 2008 unless otherwise indicated.

## Chapter 1: Overcome Street Homelessness






Initiative	Status	Accomplishments/Milestones
1. Establish Citywide Outreach/ Drop-In Coordinating Council		<ul style="list-style-type: none"> <li>Identified Council members, convened several meetings, and used feedback to craft strategic direction of both Outreach and Drop-In Programs</li> </ul>
2. Reconfigure Outreach Services		<ul style="list-style-type: none"> <li>Analyzed data to identify most effective service approaches</li> <li>Consolidated 16 outreach teams with overlapping jurisdictions into four providers with clearly defined jurisdictions and goals who act as single point of accountability</li> <li>Established performance-based contracts and aggressive performance standards</li> <li>Created registry of chronically homeless and vulnerable clients on Outreach's caseload</li> <li>Placed 760 chronically street homeless individuals into housing</li> </ul>
3. Create an Accessible Citywide Clinical Database		<ul style="list-style-type: none"> <li>Completed requirements to develop database</li> <li>Slated to be fully operational by November 2008</li> </ul>
4. Expand the Capacity of Drop-In Centers		<ul style="list-style-type: none"> <li>DHS issuing a concept paper in Fall 2008 regarding change in scope of Drop-In Centers to better align with overall Street Outreach and street homelessness reduction goals, including opportunity for stakeholder input</li> <li>Newly procured Drop-In Centers will work toward overall street homelessness reduction goals</li> </ul>
5. Expand "Housing First" Options for Those on the Street		<ul style="list-style-type: none"> <li>Established seven new Safe Haven programs — a low demand housing model designed to meet the needs of chronically street homeless individuals — with nearly 300 beds</li> <li>Established 200 stabilization beds to house clients whose housing applications are being prepared</li> </ul>
6. Expand Transitional Programs with Low Threshold/ Progressive Demand		<ul style="list-style-type: none"> <li>Streamlined process by making program shelters directly available to street homeless clients without first having to go through intake</li> </ul>
7. Decentralize Men's Intake		<ul style="list-style-type: none"> <li>DHS determined that chronically street homeless individuals are better served through Safe Havens, stabilization beds, and reconfigured Outreach models, which now focus on moving clients directly into housing instead of transporting them to shelter</li> </ul>
8. Conduct Citywide Street Estimate; Homeless Outreach Population Estimate (HOPE) Annually		<ul style="list-style-type: none"> <li>Established Homeless Outreach Population Estimate (HOPE) survey to estimate number of unsheltered individuals</li> <li>Conducted four annual citywide counts of unsheltered individuals (HOPE)</li> <li>12 percent decrease in the number of unsheltered individuals from 2007 to 2008</li> <li>25 percent decrease in unsheltered individuals (from the baseline in 2005)</li> </ul>

 Completed
  In progress
  Direction Changed

Initiative	Status	Accomplishments/Milestones
<p>9. Create Community Estimates and Targets, with Accountability Mechanisms</p>		<ul style="list-style-type: none"> <li>■ In addition to the annual HOPE survey, several Outreach providers conduct routine boroughwide counts to monitor progress towards achieving the street census goals</li> <li>■ DHS has set housing placement targets for each Outreach provider; placements and other critical activities are reviewed at a monthly “Street Stat” meeting.</li> <li>■ Several Outreach providers have incorporated Dr. Jim O’Connell’s research on homeless death prevention into their work on the streets, surveying clients to ascertain level of vulnerability and prioritizing the most vulnerable clients for housing placement</li> <li>■ Addressed nearly 148 encampments and 58 “hot spots” by combining a joint Outreach/social services strategy through a DHS partnership with 13 City and State agencies. An encampment is a location with a physical structure and a minimum of two individuals bedding down. A “hot spot” is an area where homeless individuals congregate; however, bedding down does not necessarily occur in these areas. These are often park sites. <ul style="list-style-type: none"> <li>□ Placed over 130 individuals from encampments and nearly 140 individuals from “hot spots” into permanent or transitional housing</li> </ul> </li> <li>■ Identified approximately 35 churches and synagogues known to have some presence of homeless individuals congregating or bedding down. Outreach has successfully housed 75 clients through this initiative since Fall 2007</li> </ul>

 Completed
 In progress
 Direction Changed

## Chapter 2: Prevent Homelessness

Initiative	Status	Accomplishments/Milestones
10. Implement Community-Based Prevention Services		<ul style="list-style-type: none"> <li>■ Launched DHS' first-ever community-based homelessness prevention program, Homebase, in six high-need communities in September 2004                             <ul style="list-style-type: none"> <li>□ Expanded Homebase citywide in January 2008</li> <li>□ Provided additional services as part of the expansion, including                                     <ul style="list-style-type: none"> <li>— intensive diversion services for families applying for shelter;</li> <li>— aftercare services such as employment assistance, financial education and landlord mediation to thousands of Advantage NY clients (see number 46);</li> <li>— short-term crisis intervention services</li> </ul> </li> </ul> </li> <li>■ Enrolled over 10,017 households — including 9,312 children; provided over \$6.5 million in flexible short-term financial assistance to families at risk of shelter entry, and prevented shelter entry for 90 percent of these households within one year of service</li> </ul>
11. Introduce Innovation to Housing Court to Focus on Homelessness Prevention		<ul style="list-style-type: none"> <li>■ Opened Housing Help — the nation's first court-based homelessness prevention program — in Bronx Housing Court in 2004 — to serve families in the South Bronx/Mott Haven community who are at imminent risk of losing tenancy. Housing Help was designed in partnership with the United Way of New York City and the Office of Court Administration and provides integrated legal, social, and financial services to prevent the immediate threat of eviction and stabilize families over time to reduce the risk of homelessness.</li> <li>■ During four years of operation, 99 percent of families served have not entered the DHS shelter system                             <ul style="list-style-type: none"> <li>□ Expanded Housing Help in August 2008 to Brooklyn Housing Court, targeting families in East New York and doubling the number of families served citywide from 500 to 1,000 annually, due to the success of the initial pilot</li> </ul> </li> </ul>
12. Expand Aftercare Initiatives		<ul style="list-style-type: none"> <li>■ Expanded Homebase citywide to include availability of aftercare services for over 5,000 new Advantage NY households per year</li> </ul>
13. Provide Brief Legal Services		<ul style="list-style-type: none"> <li>■ Provided a flexible range of City-funded legal services that include both full legal representation and brief legal services (drafting documents, negotiating with landlords to prevent eviction)</li> <li>■ Provided over 21,500 families with children with full legal representation at New York City Housing Courts since July 2003 through Family Anti-Eviction Legal Services contracts</li> <li>■ Provided short-term legal services to over 700 families per year — over 2,700 since the service expansion was implemented in July 2004</li> </ul>
14. Include HRA's Adult Protective Services (APS) as a Full Partner in Targeting Prevention Service		<ul style="list-style-type: none"> <li>■ Assess and refer appropriate clients to APS as part of long-term housing stability planning through community prevention workers</li> <li>■ Refer cases to Homebase that might otherwise enter shelter through APS</li> </ul>



Completed






In progress







Direction Changed



Initiative	Status	Accomplishments/Milestones
15. Implement Standards of Client and Provider Responsibility in Prevention Interventions		<ul style="list-style-type: none"> <li>■ Piloted performance-based incentive program in first phase of Homebase contracts that measured community impact, targeting, and process goals, holding all providers accountable for clearly defined outcomes, and enforcing those expectations through rate changes               <ul style="list-style-type: none"> <li>□ Provided bonuses for exceeding targets and reductions for programs falling short of stated goals through rate changes</li> </ul> </li> <li>■ Enhanced performance-based component of second round of Homebase contracts signed in July 2007               <ul style="list-style-type: none"> <li>□ Contractors earn 50 percent of their program budget by successfully diverting shelter applicants from shelter and keeping them stably housed in the community for at least one year</li> </ul> </li> <li>■ Expanded diversion services at PATH family intake center in May 2007, making client engagement with a diversion worker a step for all applicants to shelter, resulting in over 4,300 diversions through June 2008</li> </ul>
16. Enhance Client Involvement and Self-Advocacy		<ul style="list-style-type: none"> <li>■ The Office of Client Advocacy:               <ul style="list-style-type: none"> <li>□ Established regular visits to shelters to talk about shelter resources, client responsibility, and housing programs</li> <li>□ Addressed 18,701 client issues since implementation of the Five-Year Plan</li> <li>□ Conducts monthly client advisory meetings. Participants come from Outreach, Drop-ins, shelter, or aftercare programs. Meetings provide information and answer questions about DHS policy as well as provide a forum for clients to share their experiences and perspectives with any part of DHS' service delivery system. This information is used to inform agency staff about current needs</li> </ul> </li> <li>■ Hold quarterly meetings between Commissioner Hess and client advisory council</li> <li>■ Developed client engagement and self-advocacy training materials and conducted trainings at PATH</li> </ul>
17. Make Alternative Housing Solutions Preferable to Shelter		<ul style="list-style-type: none"> <li>■ Provide access to Priority Section 8 vouchers in the community through Homebase, resulting in 1,213 households receiving vouchers since October 2006</li> <li>■ Developed diversion services for families who are in need of assistance but do not require shelter and would be better helped to stabilize in the community</li> </ul>







 Completed
  In progress
  Direction Changed

## Chapter 3: Coordinate Discharge Planning



Initiative	Status	Accomplishments/Milestones
18. Coordinate Discharge Planning for Individuals Entering Shelter from Jail		<ul style="list-style-type: none"> <li>■ Collaborated with City and provider partners on Frequent User Service Enhancement (FUSE) supportive housing initiative, which places heavy users of shelter and jail who have mental health diagnoses and/or substance use histories into housing                             <ul style="list-style-type: none"> <li>□ Placed 103 people through FUSE I, with 85 percent housing retention and almost zero post-housing shelter use in addition to decreased jail days</li> </ul> </li> <li>■ DHS actively participates in the Discharge Planning Collaboration, an effort by over 40 City, State, and nonprofit providers to develop new interventions to break the cycle of homelessness and incarceration</li> </ul>
19. Coordinate Discharge Planning for Individuals Entering Shelter from Prison		<ul style="list-style-type: none"> <li>■ Between June 2004 and June 2008 the number of sentenced inmates leaving DOC with discharge plans and transported from Rikers Island increased by 992 or 36 percent, from 2, 276 to 3,736</li> </ul>
20. Coordinate Discharge Planning for Individuals Entering Shelter from Hospitals and Community-based Treatment Facilities		<ul style="list-style-type: none"> <li>■ Since July 2007, DHS has done coordinated discharge planning for 1,970 individuals referred from institutional health care settings to the shelter system</li> </ul>
21. Coordinate City Services and Benefits in a Child Welfare Collaboration		<ul style="list-style-type: none"> <li>■ All families are screened at intake for ACS history</li> <li>■ All families screened in shelter monthly for current ACS status</li> <li>■ Supportive housing now available for families through NY/NY III</li> <li>■ Implemented new housing program, Children Advantage, which is available to those families with involvement in the Child Welfare system — 972 families placed in permanent housing since April 2007</li> </ul>

 Completed   
  In progress   
  Direction Changed

## Chapter 4: Coordinate City Services and Benefits





Initiative	Status	Accomplishments/Milestones
<b>22.</b> Coordinate City’s Human Services and Benefits With a One-City Integrated Case Management System		<ul style="list-style-type: none"> <li>■ Piloted EZ benefits screening tool, ACCESS NYC</li> <li>■ DHS participating in development of citywide client case management system, HHS Connect, to link all health and human services case management through one citywide system. DHS’ new case management system will interact with the overall HHS Connect system</li> </ul>
<b>23.</b> Implement Cross-Agency Case Conferencing		<ul style="list-style-type: none"> <li>■ Began One City pilot in Bedford Stuyvesant bringing together case managers from across City agencies to systemically look at common issues and use lessons learned to inform daily case management improvements</li> </ul>
<b>24.</b> Deliver and Coordinate Services and Benefits at the Community Level		<ul style="list-style-type: none"> <li>■ Began One City pilot in Bedford Stuyvesant bringing together case managers from across City agencies to systemically look at common issues and use lessons learned to inform daily case management improvements</li> </ul>
<b>25.</b> Implement New Tools to Increase Access to Benefits		<ul style="list-style-type: none"> <li>■ Initiated data match and needs analysis</li> <li>■ Piloted EZ benefits screening tool, ACCESS NYC</li> </ul>
<b>26.</b> Coordinate Services and Benefits to Chronically Homeless Individuals		<ul style="list-style-type: none"> <li>■ Convened multi-agency taskforce that conducted research on characteristics of chronically homeless individuals</li> <li>■ Developed NY/NY III proposal that resulted in commitment to create 9,000 units of supportive housing targeted to chronically homeless individuals and families including young adults, families and singles with mental illness, chemical addiction, MICA, HIV/AIDS, etc.</li> </ul>
<b>27.</b> Pursue “Express Eligibility”		<ul style="list-style-type: none"> <li>■ Implemented a program for incarcerated individuals to gain access to Medicaid upon release through DHS collaboration with DOC</li> </ul>




 Completed    
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  Direction Changed

Initiative	Status	Accomplishments/Milestones
28. Expand Benefits Access Supports		<ul style="list-style-type: none"> <li>■ DHS was chosen as a Federal demonstration project site to implement the SSI/SSDI Outreach, Access, and Recovery (SOAR) training and technical assistance initiative</li> <li>■ SOAR offers in-depth trainings to case management staff in assisting homeless clients applying for SSI/SSDI; the initiative is an unprecedented collaboration between DHS, OTDA, SSA, and providers, and is currently being piloted in mental health shelters as well as through Street to Home outreach and Drop-In centers.</li> <li>■ Nearly 1,800 single adults in shelters targeted by new SOAR initiative in June 2008</li> </ul>
29. Advance “Take Care New York” Community Initiatives		<ul style="list-style-type: none"> <li>■ Educated all shelter staff on Smoking Cessation 101; educated case managers and medical providers on cessation techniques, and provided nicotine patches for distribution</li> <li>■ All medical providers in assessment shelters offering rapid HIV testing, compliments of DOHMH, and any clients who test positive are connected to aftercare</li> <li>■ Most shelters have condoms available to adult clients to reduce STDs and prevent pregnancy; shelters have distributed 363,000 condoms and 194,000 water-based lubricant packets to prevent the spread of HIV and other STDs</li> <li>■ Piloting anti-overdose and syringe disposal procedures to reduce the number of deaths in shelter and on the street</li> <li>■ Partnering with the Floating Hospital to screen and treat 500 children in shelter for depression</li> <li>■ Refer all first-time pregnant women to the Nurse Family Partnership program</li> <li>■ Offer flu and pneumococcal vaccines to all shelter residents; DHS distributes 5,000 doses each season</li> <li>■ Screen all children for signs and symptoms of asthma and linking them to treatment</li> <li>■ Collaborate with OCME to identify and review all homeless deaths and review existing policies in light of this information</li> <li>■ All families entering families with children facilities are required to view a “Safe Sleep” video</li> </ul>



 Completed
  In progress
  Direction Changed

## Chapter 5: Minimize Disruptions to Families Who Experience Homelessness


Initiative	Status	Accomplishments/Milestones
<b>30.</b> Reinforce Prevention and Diversion at Family Shelter Intake		<ul style="list-style-type: none"> <li>■ Incorporated diversion services at the family intake center (PATH) as part of the family shelter application process, and offered diversion services to families in shelters while their applications were being processed, resulting in over 4,300 diversions through June 30, 2008</li> </ul>
<b>31.</b> Streamline Application and Eligibility Process at Family Shelter Intake		<ul style="list-style-type: none"> <li>■ Opened interim family intake center, the Prevention and Temporary Housing or PATH center, in 2004</li> <li>■ Transformed application and eligibility process:                             <ul style="list-style-type: none"> <li>□ Reduced intake processing time from over 20 hours over the course of multiple days to six hours</li> <li>□ Provide clients access to enhanced domestic violence and child welfare services from NoVa and ACS at PATH</li> <li>□ Established the Resource Room in July 2005, which is staffed with 13 experienced Masters Degree-level social workers who engage ineligible families, helping them to identify all of their short-term housing options and develop long-range plans for returning to and remaining stably housed in the community</li> </ul> </li> <li>■ Shuttered the inefficient and dysfunctional Emergency Assistance Unit (EAU) in 2006</li> <li>■ Developed plans for new, state-of-the-art family intake facility, which is scheduled to open in 2010</li> </ul>
<b>32.</b> Expedite Shelter Placements from Family Shelter Intake		<ul style="list-style-type: none"> <li>■ All shelter providers must accept referrals at any hour</li> <li>■ All unnecessary population restrictions that impeded placement from intake to shelter dropped</li> <li>■ All families who are found eligible for shelter can remain at their conditional shelter placement rather than transferring to another location, which minimizes disruption to the family.</li> </ul>
<b>33.</b> Place Families In Shelters Near Their Home Communities		<ul style="list-style-type: none"> <li>■ Track and report monthly the number of families successfully placed by youngest school-age child's school address</li> <li>■ Placed 82 percent of families successfully by the youngest school-aged child's school address</li> </ul>

 Completed
  In progress
  Direction Changed





## Chapter 6: Minimize Duration of Homelessness

Initiative	Status	Accomplishments/Milestones
<b>34. Strengthen Performance Management Systems for Shelter Providers</b>		<ul style="list-style-type: none"> <li>■ Implemented the Performance Investment Program (PIP) for the single adult shelter system and the family shelter system               <ul style="list-style-type: none"> <li>□ The single adult system PIP is a performance-based contracting system that rewards contractors for reducing the length of stay and for increasing housing placements                   <ul style="list-style-type: none"> <li>— In CY06, there were 7,734 placements into permanent housing that received PIP credit, and in CY07, the first year of a revised PIP, there were 9,358 — an increase of 21 percent.</li> </ul> </li> <li>□ The family shelter system PIP is a performance-based contracting system that rewards contractors for meeting housing placements                   <ul style="list-style-type: none"> <li>— Since the implementation of the PIP in FY2003, monthly family housing placements have increased 39 percent from an average of 444 placements a month in FY2003 to an average of 616 placements a month in FY2008</li> </ul> </li> <li>□ Redesigned family shelter system PIP for FY2009 into a pay-per-placement model that incentivizes placements into housing and makes payments in a more expedited manner than in the past                   <ul style="list-style-type: none"> <li>— Contracted providers earn bonuses for every placement above their target; neither earn nor lose if they make their target; and lose funds for every placement missed</li> </ul> </li> </ul> </li> </ul>
<b>35. Ensure that Clients Assume Responsibility for Reducing Reliance on Shelter</b>		<ul style="list-style-type: none"> <li>■ All clients in adult shelters receive an Independent Living Plan (ILP), prepared jointly by the client and his/her case manager, that details the steps the client and the case manager will take to return the client to independent living               <ul style="list-style-type: none"> <li>□ Clients who do not work collaboratively with the shelter may be excluded from receiving shelter following a process of counseling and review of their progress towards independent living</li> </ul> </li> <li>■ Instituted Client Responsibility for Families with Children in 2003 but based on legal considerations DHS was unable to implement it as intended and it was largely ineffective.</li> <li>■ Developing standardized rules and regulations across the family services shelter system to clarify expectations around shelter stay, including identifying an exit strategy within 48 hours of becoming eligible for shelter</li> <li>■ Emphasize employment as the key to leaving shelter and maintaining permanent housing in the community in the family shelter system through the Work Advantage rental subsidy</li> </ul>

 Completed
  In progress
  Direction Changed

Initiative	Status	Accomplishments/Milestones
36. Introduce New Tools to Help Long-Term Shelter Residents		<p><b>Systemwide:</b></p> <ul style="list-style-type: none"> <li>■ Identified scope and characteristics of chronic shelter users</li> <li>■ Established new case management approaches to reduce the number of long-term shelter stayers</li> <li>■ Targeted housing specifically to the chronically homeless</li> </ul> <p><b>Adults:</b></p> <ul style="list-style-type: none"> <li>■ Implemented “100-Day Special Initiatives” focused on placing the 100 longest staying single adult shelter clients into housing within 100 days during Spring 2007 and Spring 2008</li> <li>■ Implemented weekly case conferences of all single adults clients in collaboration with shelter providers beginning in January 2006 <ul style="list-style-type: none"> <li>□ Shelter providers use this forum to report and review the cases of all shelter clients, providing consistent service delivery while ensuring that the client is following his/her Independent Living Plan</li> </ul> </li> <li>■ DHS developed and implemented the Next Step model, which offers clients intensive case management and a more structured approach with a smaller client-to-case worker ratio and more one-on-one support to assist clients in overcoming barriers to permanency <ul style="list-style-type: none"> <li>□ Three Next Step shelters serve single adult clients</li> </ul> </li> <li>■ These combined initiatives resulted in a 41 percent reduction in long-term single adult shelter stayers over four years</li> </ul> <p><b>Adult Families and Families with Children:</b></p> <ul style="list-style-type: none"> <li>■ Implemented exit strategies for all families upon entry into shelter</li> <li>■ Continued focus placed on moving long-term shelter residents into permanent housing and overcoming obstacles to permanency through DHS/shelter staff strategizing</li> <li>■ Implemented a “9-5 Pilot” to decrease the length of stay for families with children at select Tier II facilities from nine to five months, reducing length of stay by 19 percent in targeted facilities</li> <li>■ Implemented “100-Day Special Initiatives” focused on placing the 48 longest staying families with children clients into housing, placing all 48 families who prior to the project had spent an average of nearly six years in shelter</li> <li>■ Implemented “100-Day Special Initiatives” focused on placing the 31 longest staying adult families into housing, placing all 31 adult families who prior to the project had spent an average of over seven years in shelter</li> <li>■ Implemented long-term stayer initiative in Winter 2007, targeted to 110 families with children who had been in shelter, on average, three years. Successfully placed 107 families to-date, with the three remaining waiting for supportive housing</li> <li>■ Implemented “Taking Advantage” initiative in Spring/Summer 2008 with expanded focus on preventing long-term shelter stays with a three-pronged approach: <ul style="list-style-type: none"> <li>□ the establishment of an exit strategy upon entry</li> <li>□ prevention of residents from becoming long-term stayers</li> <li>□ intensive case management for current long-term stayers</li> </ul> </li> <li>■ Successfully placed 242 long-term stayers and 414 pre-long-term stayers resulting in 656 families moved back into the community</li> <li>■ DHS developed and implemented the Next Step model, which offers clients intensive case management and a more structured approach with a smaller client-to-case worker ratio and more one-on-one support to assist clients in overcoming barriers to permanency. <ul style="list-style-type: none"> <li>□ Two Next Step shelters serve Adult Families and four Next Step Shelters serve Families with children clients</li> </ul> </li> </ul>






 Completed   
 In progress   
 Direction Changed

Initiative	Status	Accomplishments/Milestones
<b>37. Prioritize Housing Resources for Chronically Homeless Individuals and Families</b>		<p><b>Adults:</b></p> <ul style="list-style-type: none"> <li>■ Secured commitment from City and State to develop 12,000 units of supportive housing over 10 years <ul style="list-style-type: none"> <li>□ Awarded contracts for the development of 3,450 units (City and State combined) in addition to 3,000 units HPD already had in process</li> </ul> </li> <li>■ Targeted housing portfolio to chronically homeless resulting in the lowest number of chronically homeless individuals in the single adult shelter system in over seven years.</li> </ul> <p><b>Adult Families and Families with Children:</b></p> <ul style="list-style-type: none"> <li>■ Signed NY/NY III Memorandum of Understanding providing supportive housing for chronically homeless families or families at risk of chronic homelessness with mental illness, substance abuse, HIV/AIDS, or other disabling medical conditions</li> <li>■ Provides enriched housing for families through DHS/HPD collaboration</li> <li>■ Implemented new housing subsidy, Children Advantage, which is available to families with involvement in the Child Welfare system <ul style="list-style-type: none"> <li>□ Placed 972 families into permanent housing with Children Advantage subsidy from April 2007 through June 2008</li> </ul> </li> </ul>
<b>38. Develop a Mobile Services Model to Bridge Transition of Chronically Homeless Individuals and Families from Shelter to Housing</b>		<ul style="list-style-type: none"> <li>■ Upon review, changed direction from mobile-based services to community-based services through Homebase prevention efforts and aftercare</li> </ul>
<b>39. Assist Single Adults at the Front End of the Shelter System to Avoid Homelessness or Avoid Unnecessarily Long Stays</b>		<ul style="list-style-type: none"> <li>■ Developed diversion program model to engage single adult males in shelter to find alternative housing in the community</li> <li>■ Diverted 3,927 single adult males from 30th Street's Providing Alternative Solutions to Shelter (PASS) program</li> </ul>
<b>40. Develop Permanency Interventions for Adult Families</b>		<ul style="list-style-type: none"> <li>■ Through implementation of innovative initiatives, reduced adult family shelter census 21 percent from average daily census of 1,429 in June 2007 to 1,158 in June 2008</li> <li>□ Initiatives include: <ul style="list-style-type: none"> <li>— culture changes to encourage families to move into permanent housing</li> <li>— enhanced social services model to assist families who would benefit from more intensive case management</li> <li>— case conferences with DHS and shelter staff to develop individualized housing plans to assist families' transition to permanency</li> <li>— new Performance Investment Program (PIP) with simplified pay per placement structure</li> <li>— targeted technical assistance for shelter staff provided by DHS</li> </ul> </li> </ul>

 Completed
 In progress
 Direction Changed



## Chapter 7: Shift Resources into Preferred Solutions

Initiative	Status	Accomplishments/Milestones
41. Analyze Resource Reinvestment by Sector		<ul style="list-style-type: none"> <li>■ City and State have funded housing assistance and prevention services</li> <li>■ Analyzed funding collaborations with other agencies</li> <li>■ Analyzed viability of Federal, State, and City reimbursement streams</li> </ul>
42. Obtain State and Federal Waivers to Current Reimbursement Limitations		<ul style="list-style-type: none"> <li>■ DHS successfully obtained Federal funding stream for prevention programs</li> </ul>
43. Increase Up-Front Investments to Fund Prevention Models		<ul style="list-style-type: none"> <li>■ Implemented diversions at family intake center (PATH)</li> <li>■ Expanded Homebase services throughout the City</li> </ul>
44. Reinvest Targeted Savings		<ul style="list-style-type: none"> <li>■ Monitored and reinvested savings achieved since the inception of the Five-Year Plan</li> </ul>
45. Downsize Shelters to Reinforce Savings		<ul style="list-style-type: none"> <li>■ Developed automated system for modeling the outcomes of strategies/criteria for closing shelters</li> <li>■ Planning for shelter takedowns, and subsequent reinvestments, is an on-going process                             <ul style="list-style-type: none"> <li><input type="checkbox"/> Closed 14 adult families facilities resulting in a 276-bed reduction</li> <li><input type="checkbox"/> Closed six single adult facilities, including Camp LaGuardia, which was the City's largest single-bed shelter for single adult men, resulting in a 1426-bed reduction</li> </ul> </li> </ul>



Completed











In progress



Direction Changed

## Chapter 8: Provide Resources for Vulnerable Populations to Access and Afford Housing

Initiative	Status	Accomplishments/Milestones
46. Coordinate Rental Assistance Across All Agencies		<ul style="list-style-type: none"> <li>■ Created Housing Stability Plus (HSP) rental subsidy program in 2004                             <ul style="list-style-type: none"> <li>□ Moved over 10,000 households from shelter to permanent housing</li> <li>□ Recognized need for more individualized subsidy options</li> </ul> </li> <li>■ Launched Advantage NY in April 2007, a targeted rental assistance program for families and individuals based upon need, including:                             <ul style="list-style-type: none"> <li>■ <b>Work Advantage</b> invests in and rewards families and individuals who are working. A year of assistance is guaranteed, and up to two years of rental assistance is available for families and individuals who continue to work, save, and make their rent contribution. A savings match is provided at the end of the program to assist in building assets.</li> <li>■ <b>Children Advantage</b> helps families with child welfare cases and issues.</li> <li>■ <b>Fixed-Income Advantage</b> helps families and individuals receiving a fixed-income benefit, such as Social Security Disability Insurance, and unable to work. Families and individuals receive rental assistance for up to one year and as they apply for Priority Section 8 housing vouchers.</li> <li>■ <b>Short-term Advantage</b> helps families and individuals who have income above 150 percent of the Federal Poverty Level and need short-term rental assistance, security deposit, and broker's fee to exit shelter.                                     <ul style="list-style-type: none"> <li>□ Nearly 5,000 families and individuals moved into homes of their own with one of the Advantage NY rental subsidies through June 30, 2008</li> </ul> </li> </ul> </li> </ul>
47. Develop a Rental Assistance Primer		<ul style="list-style-type: none"> <li>■ Developed plain language guides to understanding the Advantage NY program, which are available through nyc.gov or directly at DHS' Web site</li> <li>■ Distributed targeted rental assistance primers widely to shelter staff and potential tenants and landlords</li> </ul>
48. Streamline the Rental Assistance Application		<ul style="list-style-type: none"> <li>■ Eligible clients are certified for Advantage NY rental assistance program through an automated system</li> </ul>
49. Redesign Rental Assistance to Disincentivize Shelter		<ul style="list-style-type: none"> <li>■ Priority Section 8 applications are now available only through Homebase community-based prevention sites throughout the City                             <ul style="list-style-type: none"> <li>□ Priority for Section 8 vouchers is no longer received by entering shelter.</li> </ul> </li> <li>■ Resulted in over 1,213 certifications through June 2008</li> <li>■ Since opening in fall of 2004, Homebase programs have provided over \$6.5 million in short-term financial assistance to families at risk of shelter entry</li> </ul>
50. Increase the Supply of Supportive Housing for Adults and Families		<ul style="list-style-type: none"> <li>■ Secured commitment from City and State to develop 12,000 units of supportive housing over 10 years</li> <li>■ Awarded contracts for the development of 3,450 units (City and State combined) in addition to 3,000 units HPD already had in process</li> </ul>
51. Increase the Supply of Service- Enriched Housing for Adults and Families		<ul style="list-style-type: none"> <li>■ In FY2008, more than 300 families exited shelter through HPD enriched housing</li> <li>■ In FY2008, more than 60 individuals exited shelter through HPD enriched housing</li> </ul>
52. Advance <i>New Housing Marketplace</i> Initiative		<ul style="list-style-type: none"> <li>■ After DHS found that shelter sites could not be converted to supportive housing units, changed direction and focused efforts on working with HPD to bring on additional units of supportive housing</li> </ul>
53. Improve Community Relationships to Support New Community Housing Initiatives		<ul style="list-style-type: none"> <li>■ DHS has been working closely with elected officials and the public to improve community relations and address community concerns in a timely fashion.</li> <li>■ Developed a database to track specific issues raised by elected officials and the public-at-large</li> </ul>



Completed










In progress



Direction Changed

## Chapter 9: Measure Progress, Evaluate Success, and Invest in Continuous Improvement

Initiative	Status	Accomplishments/Milestones
54. Create and Maintain a Research Advisory Board		<ul style="list-style-type: none"> <li>The Research Advisory Board meets periodically to inform DHS on evaluation of key initiatives</li> </ul>
55. Conduct One-City Data Matches		<ul style="list-style-type: none"> <li>DHS has engaged in 62 joint projects with other City agencies</li> <li>DHS conducts data matches with 20 different agencies and organizations and conducts over 110 data matches each year</li> </ul>
56. Track Key Indicators Impacting Homeless New Yorkers		<ul style="list-style-type: none"> <li>Report monthly on 61 categories of indicators to the public on DHS' Critical Activity Report (CAR). Indicators are available for public viewing via nyc.gov and DHS' Web site</li> <li>In January 2008, DHS unveiled a new set of 40 indicators that are part of the Administration's monthly Citywide Performance Report (CPR)</li> </ul>
57. Use Data and Research to Inform and Evaluate Homeless Prevention Efforts		<ul style="list-style-type: none"> <li>To identify the communities in greatest need of homelessness prevention services, the Vera Institute conducted a geographic analysis of homelessness in NYC. DHS utilized their findings to inform the selection of community districts for the first phase of the Homebase prevention program</li> <li>On an on-going basis, shelter application data was used for programmatic outreach and evaluation of targeting and client outcomes.</li> <li>Since December 2004, prevention providers receive real-time data of family shelter applicants so providers can respond immediately to clients enrolled in their program who are experiencing a housing crisis</li> <li>A comprehensive evaluation of the Homebase program will be undertaken in Fall 2008 by a team of experts that includes the City University of New York and its Center for Urban Research, Abt Associates, Inc., the Columbia Center for Homelessness Prevention Studies, and several other experts in the field of homelessness prevention</li> </ul>
58. Track Community Level Performance		<ul style="list-style-type: none"> <li>Implemented DHS reporting and mapping capabilities for shelter demand</li> <li>Worked with partners to identify indicators</li> </ul>
59. Reinforce the Objectives of <i>Uniting for Solutions Beyond Shelter</i> Through Staff Training and Development		<ul style="list-style-type: none"> <li>Established Training Advisory Committee</li> <li>Developed and implemented staff education program and curriculum</li> <li>DHS conducted 105 trainings to reinforce the objectives of <i>Uniting for Solutions Beyond Shelter</i></li> </ul>
60. Implement a Broad Public Education Campaign		<ul style="list-style-type: none"> <li>In March 2008, DHS launched a joint campaign with the MTA and the Department of Health and Mental Hygiene, "Give Real Change," to highlight the work of the street and subway outreach teams and engage New Yorkers in calling 311 to have outreach teams dispatched                             <ul style="list-style-type: none"> <li>Advertisements were displayed in subway cars and stations across the City</li> <li>Posters and "palm cards" with information on where the homeless can get help were distributed for people to give to homeless individuals instead of providing change</li> </ul> </li> <li>In July 2008, DHS and the New York Community Trust launched a campaign to promote Homebase, the homelessness prevention program, in neighborhoods where those most at risk of becoming homeless live                             <ul style="list-style-type: none"> <li>This campaign uses community billboards, check cashing establishments, and targeted bus shelters to inform people that there is an alternative to shelter — prevention services through Homebase — which they can access through 311</li> </ul> </li> </ul>



Completed



In progress



Direction Changed

## Appendix

### Common Acronyms Used in the Progress Report

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ACS:	Administration for Children Services
APS:	Adult Protective Services
CAR:	Critical Activity Report
CPR:	Citywide Performance Report
DHS:	Department of Homeless Services
DOC:	Department of Corrections
DOHMH:	Department of Health & Mental Hygiene
FUSE:	Frequent User Service Enhancement
HHS:	Health and Human Services
HOPE:	Homeless Outreach Population Estimate
HPD:	Department of Housing Preservation and Development
ILP:	Independent Living Plan
MICA:	Mentally Ill and Chemically Addicted
MTA:	Metropolitan Transportation Authority
NoVA:	No Violence Again
OCME:	Office of Chief Medical Examiner
OTDA:	Office of Temporary & Disability Assistance
PASS:	Providing Alternative Solutions to Shelter
PATH:	Prevention Assistance and Temporary Housing
PIP:	Performance Investment Program
SOAR:	SSI/SSDI Outreach, Access & Recovery
SSA:	Social Security Administration
SSI/SSDI:	Supplemental Security Income/ Social Security Disability Insurance