DEPARTMENT OF HOMELESS SERVICES

Molly Wasow Park, Commissioner
Joslyn Carter, Administrator

WHAT WE DO

The Department of Homeless Services (DHS) works to prevent homelessness, addresses unsheltered homelessness, and assists New Yorkers experiencing homelessness in transitioning to permanent housing. DHS collaborates with nonprofit partners to provide temporary shelter and services to New Yorkers experiencing homelessness, helping them to achieve and maintain housing permanency.

In February 2022, New York City released a new "Subway Safety Plan," to address public safety concerns in the subway and support people who are experiencing unsheltered homelessness and serious mental illness. The Plan increases collaboration between multiple City and State agencies, works to increase public awareness and added mental health and outreach supports to DHS's existing holistic structure for addressing unsheltered homelessness. In June 2022, the City released "Housing Our Neighbors: A Blueprint for Housing and Homelessness," a comprehensive plan addressing affordable housing and homelessness in New York City. The Blueprint engages stakeholders at all levels of government and in the community to develop broad strategies to address housing instability, lack of affordable housing and homelessness.

FOCUS ON EQUITY

In New York City and throughout the United States, homelessness is driven by income and racial inequities, lack of affordable and supportive housing and stagnant wages combined with social factors, including domestic violence, deinstitutionalization of persons who have mental illness without sufficient community-based services, and discharges from a range of other institutions. People of color, particularly African Americans, are over-represented among those who are experiencing homelessness, both in New York City and throughout the country.[1] Poverty is a strong predictor of homelessness; and African American families and individuals are more likely to experience poverty, especially deep poverty, than their White counterparts. Higher incarceration rates, especially for African American men, are also linked to increased risk of homelessness.[2] 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.

DHS works with the Department of Social Services (DSS) to connect New Yorkers at risk of homelessness to preventive services that help them remain in their homes; provides safe and appropriate transitional shelter and services to unsheltered homeless; and facilitates placement into permanent subsidized and supportive housing. In partnership with DSS and other agencies, DHS provides access to targeted rental assistance to help eligible families and individuals avoid or exit shelter. The Housing Blueprint and the Subway Safety Plan outline the steps that the City is taking to better measure and address homelessness and combat housing instability, to help New Yorkers stay housed, to improve shelter and services for New Yorkers experiencing homelessness, to help New Yorkers in shelter move into permanent housing more quickly, to address the complexities of unsheltered homelessness, and to reduce the risk of returning to shelter or to the street.

[1] Across the U.S., African Americans make up 13.6 percent of the population of the United States, and account for 45 percent of the national sheltered homeless population. In NYC, African Americans account for 24 percent of the population, and more than 50 percent of the sheltered homeless population. (The 2021 Annual Homeless Assessment Report (AHAR) to Congress, Part 1: Point in Time Estimates of Sheltered Homelessness, February 2022 https:// www.huduser.gov/portal/sites/default/fiUnited States Census Bureau, Quick Facts, Population Estimates, July 1, 2021, https://www.census.gov/quickfacts/fact/table/newyorkcitynewyork,US/PST045221; DHS Data Dashboard Charts FYTD 2022, https://www1.nyc.gov/assets/dhs/downloads/pdf/dashboard/FYTD22-DHS-Data-Dashboard-Charts.pdf).

[2] Couloute, Lucius. (2018). Nowhere to Go: Homelessness among formerly incarcerated people. Prison Policy Initiative. https://www.prisonpolicy. org/reports/housing.html; Remster, Brianna (2021). Homelessness among formerly incarcerated men: Patterns and predictors. ANNALS, AAPSS, 693, 141-157; Metraux S. and Dennis Culhane (2006). Homeless shelter use and reincarceration following prison release. Criminology & Public Policy, 3 (2), 139-160.

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 services.

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

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.

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 2024, the average number of individuals in shelter per day increased by 53 percent compared to the same period in Fiscal 2023, driven by the unprecedented increase in entrants, primarily asylum seekers who made up over half of all entrants during the period.

- Through the first four months of Fiscal 2024 the flow of asylum seekers to New York City drove a 147 percent increase in entries to shelter for families with children and a 185 percent increase in entries to shelter for adult families. Entries to shelter for single adults decreased by over 13 percent, primarily due to the large influx of asylum seekers in the summer and fall of calendar year 2022 as well as the creation of alternative shelter options in other agencies for asylum seekers. This rapid and sustained increase in entries resulted in growth of 66 percent in the families with children census and of 42 percent in the adult family census, despite increases to permanent housing exits during the period. The single adult census increased by 15 percent despite fewer entries compared to the previous period as a result of the unparalleled number of entries during Fiscal 2023.

- In the first four months of Fiscal 2024, the percent of families with children receiving public assistance declined by about three percentage points, to 73.0 percent, compared to the same period in the prior year. This is below the target of 85 percent. The public assistance eligibility rate excludes asylum seekers, many of whom do not qualify for public benefits.

- DHS continues to work to place families in the borough of their youngest child's school. During the first four months of Fiscal 2024, 79 percent of families in shelter were living in the borough of their youngest child's school, about a four percentage point increase compared to the same period in Fiscal 2023. The average school attendance rate for children in the DHS shelter system was 84.8 percent, unchanged from the same period in the prior year and consistent with pre-pandemic rates.

- DHS provides access to screening by dedicated licensed social workers in families with children shelters. These staff conduct behavioral health assessments, developmental screenings for children, and provide services to help address barriers to permanent housing. These clinicians served 53.0 percent of families in shelter in the first four months of Fiscal 2024, a decrease from 62.0 percent in the same period in Fiscal Year 2023 due to both the rapid increase in the families with children population as well as a shortage of social workers available to administer the screenings.

- During the first four months of Fiscal 2024, the rate of serious incidents per 1,000 residents decreased by 24 percent for families with children, by 26 percent for single adults, and by 15 percent for adult families. The decline in serious incidents was primarily attributable to fewer COVID-19-related incidents, including quarantining of both staff and clients. Since the onset of the pandemic, reporting of COVID-19 positive infections was required as part of the protocol for categorizing serious incidents. The Agency's Serious Incident Unit (SIU), a centralized unit for all incident reporting that operates 24 hours a day, year-round, continues to ensure accurate reporting and tracking through its quality assurance review process.

- During the first four months of Fiscal 2024, exits to permanent housing increased by 21 percent for families with children and by four percent for single adults; and decreased by five percent, nine placements, for adult families compared to the same period in Fiscal 2023. Increases to rent levels for City-funded housing vouchers that went into effect in September 2021, and that are indexed to changes in the federal Fair Market Rent standards, continued to facilitate the growth in subsidized exits in Fiscal 2023 and through the first four months of Fiscal 2024. For single adults, subsidized exits increased by four percent, driven by CityFHEPS placements, which made up the largest share of the increase in subsidized placements in the first four months of Fiscal 2024 compared to the same period in the prior year. For families with children, subsidized exits increased by one percent with an increase in CityFHEPS placements which were offset by fewer Supportive Housing and Emergency Housing Voucher (EHV) program placements.

- During the first four months of Fiscal 2024, the average length of stay in shelter decreased across all systems, by 29 percent for families with children, almost 29 percent for adult families, and 10 percent for single adults compared to the same period in Fiscal 2023. The marked increase in new entrants, primarily among asylum seekers, compared to the same period in the prior year, led to a larger proportion of clients in shelter with shorter stays. This, along with the growth in exits among long-stayer households, contributed to the lower average length of stay in the reporting period.

- During the first four months of Fiscal 2024, returns to shelter within one year decreased by five percentage points for single adults, by one percentage point for families with children, and by one percentage point for adult families. For all populations, the return rates remain lower than prior to the pandemic. DHS's success in minimizing re-entries reflects the City's investment in subsidized housing that generates sustained and permanent placements within communities.

- The number of unsheltered clients referred to placement into permanent housing, transitional housing, and other settings was 4,141 in the first four months of Fiscal 2024, a 79 percent increase compared to the prior period. The End of Line (EOL) initiative, which began during the Metropolitan Transportation Authority's (MTA) pandemic-era overnight shutdown of subway services and provides outreach to individuals remaining on the trains at end-of-line stops, contributed to the large increase in referrals beginning in calendar year 2020.

- The average number of clients in low barrier safe haven and stabilization beds increased by eight percent during the first four months of Fiscal 2024, driven by increases in capacity with over 780 beds added between Fiscal 2022 and Fiscal 2023 and over 120 added in Fiscal 2024 to date.

- In the first four months of Fiscal 2024, the average wait time to speak with a customer service agent increased by 36 minutes, which reflects an increase in the volume of applications to family shelter compared to the same period in Fiscal 2023.

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

Goal 1a   Ensure that individuals and families have access to emergency shelter and services.

	Actual			Target		4-Month Actual	
Performance Indicators	FY21	FY22	FY23	FY24	FY25	FY23	FY24
★ Average number of individuals in shelter per day	52,409	45,563	66,195	⇩	⇩	54,838	83,865
★ ✹ Average number of adult families in shelters per day	1,983	1,493	2,416	⇩	⇩	1,747	2,479
★ Average number of individuals in adult families in shelters per day	4,186	3,130	5,119	⇩	⇩	3,687	5,276
★ ✹ Average number of families with children in shelters per day	9,823	8,505	12,749	⇩	⇩	10,651	17,681
★ Average number of individuals in families with children in shelters per day	30,212	25,969	40,915	⇩	⇩	33,257	57,961
★ ✹ Average number of single adults in shelters per day	18,012	16,465	20,162	⇩	⇩	17,895	20,627
★ Adult families entering the DHS shelter services system	528	598	777	⇩	⇩	182	519
★ Families with children entering the DHS shelter services system	6,107	7,061	14,339	⇩	⇩	2,851	7,052
★ Single adults entering the DHS shelter services system	18,127	19,968	35,019	⇩	⇩	12,710	11,030
Average number of families with children receiving public assistance (%)	84.7%	77.1%	75.9%	85.0%	85.0%	76.3%	73.0%
Average school attendance rate for children in the DHS shelter services system (%)	77.9%	82.1%	84.4%	*	*	85.0%	84.8%
Families in shelter living in the borough of their youngest child's school (%)	75.4%	76.1%	77.3%	*	*	74.6%	79.0%
Families initially placed in shelter in the borough of their youngest school-aged child's school address (%)	57.6%	60.8%	58.3%	85.0%	85.0%	58.6%	61.3%
Families living in shelter who received biopsychosocial screenings from mental health clinicians (%)	80%	72%	58%	*	*	62%	53%

★ 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	
	FY21	FY22	FY23	FY24	FY25	FY23	FY24
★ Adult shelter inspections with safety, maintenance or cleanliness deficiencies per 1,000 beds	NA	1.70	5.10	*	*	NA	NA
Serious incidents in the adult shelter system, per 1,000 residents	38.1	54.7	41.0	*	*	45.7	33.7
Serious violent incidents in the adult shelter system, per 1,000 residents	2.5	4.8	4.1	*	*	4.2	3.4
Serious incidents in the adult family shelter system, per 1,000 residents	16.3	21.8	13.6	*	*	15.1	12.8
Serious violent incidents in the adult family shelter system, per 1,000 residents	1.0	1.6	1.0	*	*	0.9	1.2
Serious incidents in the families with children shelter system, per 1,000 residents	11.5	16.0	10.1	*	*	12.0	9.1
Serious violent incidents in the families with children shelter system, per 1,000 residents	1.0	1.1	0.9	*	*	1.0	0.9
Cost per day for shelter facilities - Single adult facilities ($) (annual)	$137.74	$135.83	$145.13	*	*	NA	NA
Cost per day for shelter facilities - Family facilities ($) (annual)	$191.36	$186.01	$234.03	*	*	NA	NA
— Adult families	$172.99	$172.31	$243.51	*	*	NA	NA
— Families with children	$193.76	$188.20	$232.40	*	*	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	
	FY21	FY22	FY23	FY24	FY25	FY23	FY24
Single adults exiting to permanent housing	6,539	7,043	8,238	*	*	2,730	2,850
— Subsidized	4,603	5,243	5,903	*	*	1,969	2,055
— Unsubsidized	1,936	1,800	2,335	*	*	761	795
Adult families exiting to permanent housing	496	504	560	*	*	166	157
— Subsidized	393	443	502	*	*	147	132
— Unsubsidized	103	61	58	*	*	19	25
Families with children exiting to permanent housing	7,191	5,207	6,175	*	*	1,998	2,424
— Subsidized	5,647	4,118	5,012	*	*	1,619	1,639
— Unsubsidized	1,544	1,089	1,163	*	*	379	785
★ Average length of stay — Single adults in shelter (days)	483	509	412	⇩	⇩	441	396
★ Average length of stay — Adult families in shelters (days)	773	855	750	⇩	⇩	802	573
★ Average length of stay — Families with children in shelter (days)	520	534	437	⇩	⇩	485	344

★ Critical Indicator   ✹ Equity Indicator   "NA" Not Available   ⇧⇩ Directional Target   * None

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

	Actual			Target		4-Month Actual	
Performance Indicators	FY21	FY22	FY23	FY24	FY25	FY23	FY24
★ Single adults who exited to permanent housing and returned to the DHS shelter services system within one year (%)	11.8%	9.8%	9.5%	20.0%	20.0%	12.3%	7.7%
★ — Subsidized exits (%)	5.6%	4.6%	4.3%	⇩	⇩	5.6%	4.0%
★ — Unsubsidized exits (%)	21.7%	22.1%	24.3%	⇩	⇩	25.8%	18.4%
★ Adult families who exited to permanent housing and returned to the DHS shelter services system within one year (%)	1.3%	1.9%	0.9%	12.5%	12.5%	1.5%	0.5%
★ — Subsidized exits (%)	0.7%	0.6%	0.4%	⇩	⇩	1.2%	0.0%
★ — Unsubsidized exits (%)	3.6%	7.4%	5.8%	⇩	⇩	5.0%	2.3%
★ Families with children who exited to permanent housing and returned to the DHS shelter services system within one year (%)	4.1%	3.7%	3.7%	12.5%	12.5%	4.5%	3.5%
★ — Subsidized exits (%)	0.5%	0.3%	0.3%	⇩	⇩	0.2%	0.6%
★ — Unsubsidized exits (%)	15.6%	15.2%	16.2%	⇩	⇩	18.0%	15.6%

★ 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.

	Actual			Target		4-Month Actual	
Performance Indicators	FY21	FY22	FY23	FY24	FY25	FY23	FY24
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	2,376	3,439	4,042	*	*	NA	NA
HOME-STAT clients referred to placement into permanent housing, transitional housing and other settings	5,454	5,021	8,569	*	*	2,319	4,141
Average number of clients in low barrier beds	NA	2,086	2,732	*	*	2,654	2,856

★ Critical Indicator   ✹ Equity Indicator   "NA" Not Available   ⇧⇩ Directional Target   * None

AGENCY-WIDE MANAGEMENT

	Actual			Target		4-Month Actual	
Performance Indicators	FY21	FY22	FY23	FY24	FY25	FY23	FY24
Workplace injuries reported	104	97	84	*	*	34	28

★ Critical Indicator   ✹ Equity Indicator   "NA" Not Available   ⇧⇩ Directional Target   * None

AGENCY CUSTOMER SERVICE

	Actual			Target		4-Month Actual	
Performance Indicators							
Customer Experience	FY21	FY22	FY23	FY24	FY25	FY23	FY24
Completed requests for interpretation	26,123	47,504	84,020	*	*	27,860	32,686
Letters responded to in 14 days (%)	100%	97%	97%	*	*	96%	100%
E-mails responded to in 14 days (%)	99%	100%	100%	*	*	100%	100%
Average wait time to speak with a customer service agent (minutes)	55	70	96	*	*	77	113
CORE facility rating	100	90	NA	*	*	NA	NA

★ Critical Indicator   ✹ Equity Indicator   "NA" Not Available   ⇧⇩ Directional Target   * None

AGENCY RESOURCES

Resource Indicators	Actual			Sept. 2023 MMR Plan	Updated Plan	Plan	4-Month Actual	
	FY21	FY22	FY23	FY24	FY24[1]	FY25[1]	FY23	FY24
Expenditures ($000,000)[2]	$3,044.5	$2,732.8	$3,540.4	$3,021.4	$3,784.9	$3,963.7	$1,804.1	$2,516.6
Personnel	2,005	1,849	1,797	2,001	1,922	1,907	1,845	1,798
Overtime paid ($000,000)	$19.8	$19.6	$26.3	$14.9	$23.2	$17.7	$6.6	$8.9
Capital commitments ($000,000)	$20.1	$26.9	$14.7	$46.3	$103.7	$105.4	$4.5	$2.9
Human services contract budget ($000,000)	$2,709.5	$2,420.0	$3,102.4	$2,676.6	$3,379.3	$3,749.6	$820.5	$1,083.3

[1]January 2024 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 FY23[1] ($000,000)	January 2024 Financial Plan FY24[2] ($000,000)	Applicable MMR Goals[3]
Personal Services - Total	$158.9	$173.6	
100 - Shelter Intake and Program	$118.2	$128.4	All
101 - Administration	$30.8	$34.5	All
102 - Street Programs	$9.9	$10.6	3a
Other Than Personal Services - Total	$3,381.4	$3,611.3	All
200 - Shelter Intake and Program	$3,049.9	$3,265.6	All
201 - Administration	$30.8	$34.1	All
202 - Street Programs	$300.7	$311.7	3a
Agency Total	$3,540.4	$3,784.9	

[1]Comprehensive Annual Financial Report (CAFR) for the Fiscal Year ended June 30, 2023. 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 number of unique requests for interpretation are not available for on-site Spanish interpretation services that were provided at a number of DHS locations in Fiscal 2023 and 2024. As a result, Fiscal 2023 and 2024 data for 'Completed requests for interpretation' do not reflect the full scope of interpretation services provided by DHS.

- Fiscal 2023 data for 'Adult shelter inspections with safety, maintenance or cleanliness deficiencies per 1,000 beds', which were unavailable at the time of Fiscal 2023 Mayor's Management Report publication, are now published. Fiscal 2020–2021 data are unavailable as the inspections were paused during the COVID-19 pandemic; and Fiscal 2022 and Fiscal 2023 data is based on the second half of the fiscal year (the only portion of the year for which data are available).

- Preceding the Fiscal 2024 Preliminary Mayor's Management Report, the Mayor's Office of Operations implemented updated standards for indicator names. Minimal stylistic changes, such as the use of em-dashes, percent symbols and acronyms, were made to the names of previously published indicators here within. Substantive name changes for indicators that clarify what is being measured are otherwise noted above.

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

- Housing our Neighbors: A New York City Blueprint for Housing and Homelessness:
  https://www1.nyc.gov/assets/home/downloads/pdf/office-of-the-mayor/2022/Housing-Blueprint.pdf

- The Subway Safety Plan:
  https://www1.nyc.gov/assets/home/downloads/pdf/press-releases/2022/the-subway-safety-plan.pdf

- The Social Indicators and Equity Report, EquityNYC:
  http://equity.nyc.gov/

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