

GOVERNMENT LAW CENTER

2017  
Warren M. Anderson  
Legislative Breakfast Seminar Series

*“Homelessness and Housing in  
New York State”*

April 4, 2017



ALBANY LAW SCHOOL

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**WARREN M. ANDERSON**  
**LEGISLATIVE BREAKFAST SEMINAR SERIES**

***Homelessness and Housing in New York State***

**April 4, 2017**

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**SPEAKER BIOGRAPHIES**

**RAY BURKE, ESQ.**, is a Staff Attorney with the Public Benefits Unit in the Albany office of Empire Justice Center. He represents low income individuals and families with issues concerning public benefits such as cash assistance, emergency assistance, child care, and the Supplemental Nutrition Assistance Program (food stamps). Mr. Burke graduated from Boston College Law School, where he was a Public Service Scholar and a recipient of the Susan Grant Desmarais Award for achievement in public service and leadership. While in law school, Mr. Burke interned for Greater Boston Legal Services, Make the Road New York, and Justice At Work. He also represented clients through the Boston College Federal Appeals Clinic and volunteered with Shelter Legal Services (now Veterans Legal Services). Prior to law school, Mr. Burke worked for several years as a paralegal for Legal Aid of Western Missouri's Advocates for Family Health Project. Mr. Burke holds a B.A. in Theology from Boston College and speaks Spanish.

**NANCY CHIARELLA, MSW**, has been the Executive Director of CARES, Inc., since 2009. CARES, Inc., is a not-for-profit agency located in Albany, NY, that is dedicated to collaboration within the community to create a system of care to prevent and end homelessness. This is done through planning and technical assistance for partner organizations, providing housing for people living with HIV/AIDS, and raising awareness of the extent of homelessness and of solutions. As Executive Director, Ms. Chiarella oversees the management of 24 supportive housing units for individuals and families living with HIV/AIDS in Albany, is responsible for the development of the HUD Continuum of Care grant applications for six upstate New York communities, oversees the administration of the CARES Regional Homeless Management Information System which encompasses 26 counties, and heads the new Empire State Poverty Reduction Initiative for the City of Albany. In addition, Ms. Chiarella is the Chair of the Capital Region Coalition to End Homelessness and a board member of the National AIDS Housing Coalition. As a former social worker, she worked in public schools, mental health settings, homeless shelters, transitional housing, and labor unions. Ms. Chiarella received a BA in Economics from Loyola College in Maryland and a Masters in Social Welfare and Public Policy from the University at Albany.

**HON. ANDREW D. HEVESI** was first elected to serve the residents of the 28th district in the New York State Assembly on May 10, 2005. His district includes Forest Hills, Rego Park, Ridgewood, Richmond Hill, Middle Village, Glendale, and Kew Gardens. Assemblyman Hevesi maintains a legislative email program to update constituents on

legislation that passes through Albany and on community events. The program also allows constituents to give feedback on pending legislation before votes are cast. Assemblyman Hevesi has successfully written multiple laws that enhance renewable energy generation. He has also taken a leadership role on environmental justice issues, both locally and statewide, including authoring legislation that now requires the New York State Energy Research and Development Authority to establish a first-of-its-kind Generation Attribute Tracking System. The System monitors all the State's energy production, where the generation occurs, and the emissions that are produced. Assemblyman Hevesi negotiated a budget allocation of \$3 million in each of the past three budgets to upgrade antiquated freight locomotive engines that run through his district, as well as numerous other downstate counties. From 2011-2015, Assemblyman Hevesi served as Chairman of the Assembly Oversight, Analysis, and Investigations Committee. He wrote and passed "Enterprise Fraud" legislation, which uses data from all state agencies and authorities in order to combat fraud, waste, and abuse. Assemblyman Hevesi wrote and passed several government efficiency measures including the Federal Clearing House legislation to help improve government efficiency by allowing localities to meet their responsibilities to the federal government and ensure that the appropriate state agencies continue to have access to the audit information that they must receive under federal law. In February 2015, Assemblyman Hevesi was named Chairman of the Assembly Social Services Committee, which is responsible for providing oversight of programs administered by the State Office of Temporary and Disability Assistance and analyzing the State's multi-billion dollar funding allotment for social services each fiscal year. In this role, he reviews legislation addressing financial, medical, and other support for people in need who are living in communities throughout the State. As Chairman, Assemblyman Hevesi created a new initiative to enable individuals and families on the verge of homelessness to remain sheltered in their homes. The new rental subsidy program targets increased housing allowances to several specific at-risk populations, including survivors of domestic violence. He also secured a significant budget increase for runaway and homeless youth designed to keep this vulnerable population off the streets. The budget allocation of \$2.1 million in fiscal year 2015-16 will help hundreds of runaway and homeless youth obtain suitable housing, food, counseling, transportation, and other support. In addition, Assemblyman Hevesi has partnered with the Campaign 4 NY/NY Housing to work towards the creation of 35,000 units of statewide supportive housing. He gathered the support of 133 of his Assembly colleagues and called on Governor Cuomo to develop the new supportive housing units over the next ten years. Support for this crucially important campaign continues to grow. In 2015, along with several of his colleagues, Assemblyman Hevesi held three public hearings and roundtables throughout the State, where elected officials heard testimony from various agencies, local non-profits, medical professionals, and policy analysts from various regions of the state on how to eliminate barriers that keep children and families in poverty. He continues to work to create pathways out of poverty and into self-sufficiency for individuals and families in need. Assemblyman Hevesi received a BA in Political Science from Queens College. He previously served as Chief of Staff to former State Assemblyman and now State Senator Jeff Klein; as Director of Community Affairs for New York City Public Advocate Betsy Gotbaum; and in the Domestic Violence Bureau of the Queens County District Attorney's Office.



**SHELLY NORTZ** is Deputy Executive Director for Policy with Coalition for the Homeless, where she has provided policy advocacy, analysis, and legislative representation regarding homelessness, and related policy areas since 1987. Ms. Nortz worked directly with families and individuals for many years in the foster care, mental health, and homeless services systems, and finds that the experience of people directly affected helps to inform successful public policy development. With the input of people affected by homelessness, poverty, mental illness, disability, and discrimination, she helped draft and negotiate New York's Community Mental Health Reinvestment Act, the New York/New York Agreements between New York City and New York State, the Disability Rent Increase Exemption program, Timothy's Law, and key provisions of the Federal Mental Health Parity and Addiction Equity Act of 2008. Ms. Nortz has drafted legislation to strengthen New York's laws and budgets in the areas of housing, public assistance, adult and foster care, Medicaid, health insurance, mental health care, and the educational rights of homeless children.

**KEVIN O'CONNOR** is the Executive Director of Joseph's House & Shelter of Troy, NY, where he supervises all operations of a non-profit agency providing a continuum of services for men, women and children who are homeless, at-risk, or formerly homeless. This includes coordinating programs, directing staff development, and overseeing fiscal administration, outreach, and community organizing. Mr. O'Connor also works closely with a volunteer board of directors to define and support the agency's mission, culture, and strategic planning process. He serves as Chair of the Rensselaer County Homeless Services Collaborative and on the board of directors of the Supported Housing Network of New York State. Mr. O'Connor was previously a Visiting Professor of Social Work at Siena College, and he has worked in various homeless service programs in New York City. Mr. O'Connor is a graduate of Massachusetts College of Liberal Arts and Hunter College School of Social Work.

Anderson Legislative Breakfast Series 2017  
Homelessness and Housing in New York State  
Tuesday, April 4, 2017

Materials

- Emergency Assistance Overview
- Public Benefits 101
- Assembly Budget Resolution Part FF in response to the 2017-2018 Executive Budget
- Campaign 4 NY/NY Housing
- What is Supportive Housing
- Cost Comparison charts on supportive housing spending by state
- 2016 Report on the state of homelessness by the National Alliance to End Homelessness
- Home Stability Support Editorials 2017



## **Emergency Assistance Overview**

Outline created by Saima Akhtar and Raymond Burke

### **I. What Is an Emergency? (02 ADM-2)**

- A. Little or no food.
- B. No shelter.
- C. Threat of eviction, pending eviction or homelessness
- D. No fuel for heating during cold weather.
- E. Utility disconnect with shut-off scheduled within 72 hours.
- F. Lack of items necessary for health or safety.

In addition to those emergencies listed above, Question and Answer Book 3 (“What You Should Know If You Have an Emergency,” LDSS-4148C) lists several other emergencies:

- Threat of violence in the home
- Little or no income or resources
- If the amount of the applicant’s income and resources is less than the total cost of housing, utilities and heat
- Being a seasonal or migrant worker

### **II. Emergency Assistance Recipient Categories**

#### **A. Emergency Assistance to Families (EAF)**

##### **1. Some sources of Authority:**

- a. Social Services Law 350-j
- b. 18 NYCRR 372
- c. 02 ADM-02
- d. 03 ADM-11

##### **2. Eligibility Criteria:**

a. Family Composition:

- i. There must be a child under 21 (regs and ADM say 18, or under 19 and a full time student) who is living in the household with an adult who is related by blood, marriage or adoption; OR
- ii. The child has lived with an adult related by blood, marriage or adoption within the last 12 months.

b. Financial eligibility: the family does not have to be eligible for ongoing public assistance.

- i. A person is eligible for EAF if her income is under 200% of poverty. *Matter of B.B.*, (fh# 4762872L, Suffolk Co., 6/8/07).
- ii. Eligibility is based, not upon eligibility for Temporary Assistance, but on whether income and resources are actually available to meet the immediate need, and are under 200% of poverty. 02 ADM-02; 03 ADM-11.
- iii. See also 06 INF-21 (6/22/06), p. 4, Q. 9; 04 INF-7, p. 12, Q. 74.
- iv. Past or anticipated income cannot be counted as it is not actually available. 06 INF-21, p. 4, Q. 9.
- v. The household must use available resources to meet its needs, but recipients of TA cannot be required to use a credit card. An applicant for TA and EA cannot be denied for canceling a credit card that had cash advance privileges. *Matter of MO*, (fh # 2073280H, Rensselaer Co., 2/16/94).

c. Must arise from sudden occurrence or set of circumstances demanding immediate action.

- i. SSL 350-j applies to sudden and unexplained emergency events and not to remedy anticipated demands. *Williams v. Toia*, 89 Misc 2d 918 (1976).
- ii. Availability of emergency relief turns on unexpectedness or unforeseeability of the circumstances. *Mann v. Berger*, 86 Misc 2d 690 (1976).
- iii. Where utility company made a protracted series of underestimates of utility usage and then threatened to cut off utility service unless \$687.82 was paid, the demand was deemed to be “sudden and unexpected,” entitling the applicant to an emergency assistance grant. *Lofton v. Berger*, 89 Misc 2d 582 (1977), affd 65 AD2d 556.

d. The emergency must be unforeseeable.

- i. Where rent arrears accumulated because of the demands of everyday life, they are not payable under EAF. Martinez v. Turner, 289 AD2d 408 (2d Dept 2001).
  - e. The need cannot arise from mismanagement of grant or refusal to accept employment without good cause.
3. Examples (many set forth in 03 ADM-11) include:
- a. Loss of employment income due to illness lay-off; (Loss of work after Appellant's miscarriage was an unforeseeable occurrence). Martinez v. Turner, 289 AD2d 408 (2d Dept 2001).
  - b. Unusually cold winter: breakdown of a home heating unit constitutes "destitution," and thereby an "emergency situation." Luca v. D'Elia, 99 AD2d 778 (2d Dept 1984);
  - c. Recovery of social security overpayment;
  - d. Lack of essentials such as furniture can create destitution so immediate in nature as to require EA to needy families with children. Davis v. Lavine, 76 Misc 2d 984 (1972).
4. Agency may require a deed, mortgage or lien on real property as a condition of receiving EAF. The Agency may alternately require a repayment agreement under certain circumstances also depending on the type of assistance requested.
5. EAF is considered "non-assistance," i.e., meets one time or short-term needs, so it does not count towards the 5-year Family Assistance time limit. 02 ADM-2, p. 8.

## **B. Emergency Assistance to Adults (EAA)**

- 1. Some sources of authority:
  - a. Social Services Law §§ 300-308
  - b. 18 NYCRR 397
- 2. Eligibility Criteria:
  - a. EAA is only available to individuals actually receiving or effectively eligible for SSI (elderly or disabled).
    - i. The involvement of Adult Protective Services to handle rent payments is not a prerequisite to obtaining EAA. Matter of W.S., (fh# 3512629R, Suffolk Co., 06/14/01).
    - ii. Finger imaging may not be required for EAA benefits or 131-s grants. Matter of D.S. (fh# 4545829J, Suffolk Co., 05/04/06).
  - b. Cannot be eligible for EAF.
  - c. Resources below the SSI resource limit are exempt.



3. EAA is not recoupable.
  - a. An SSI recipient who is subject to a non-fraud recoupment is still eligible for EAA and cannot be required to sign a repayment agreement. *Matter of V.M.*, (fh# 4595291P, Suffolk Co., 9/7/06).
4. Social Services Law § 303 and 18 NYCRR 397.5 list the specific circumstances when EAA can be granted.
  - a. Appellant, who was receiving SSI, was eligible for EAA to pay \$700 in water arrears to prevent water shut off. Shut off would constitute constructive eviction. *Matter of Anonymous*, (fh# 2489441Q, Erie Co., 11/20/00).

### **C. Emergency Safety Net (ESNA)**

1. Some sources of authority:
  - a. Social Services Law § 131-w
  - b. 18 NYCRR 370.3(b)
  - c. 18 NYCRR 370.5
2. Eligibility Criteria:
  - a. Generally available to those at or below 125% of poverty who do not fit the eligibility criteria for EAF and EAA. *GIS 03 TA/DC005* (2/20/03).
  - b. However, the income cap does NOT apply if the emergency is the result of a fire, flood, or other like catastrophe. *GIS 12 TA/DC021* (10/29/12).
  - c. Applicant who had worked as a per diem employee in a school system fell behind in rent because she had no work in the summer and had only been called back for a few days in the fall. Agency wrongly determined that her income was over 125% of poverty by averaging her wages. The calculation of past earnings of an applicant working per diem is not an assurance of a future ability to earn over 125% of poverty. *Matter of E.S.* (fh# 2986786H, Erie Co., 10/15/98).
3. Must use available resources, but recipients of TA cannot be required to use a credit card.
4. Must not be subject to a durational sanction.
5. Must not be eligible for EAF.
6. There is not a requirement for sudden or unforeseen circumstances. 04 INF-7, p. 12, Q. 75.
  - a. Appellant was denied EAF, which she requested for broker's fees and a security deposit to move out of a dangerous neighborhood. The ALJ held that the dangerous nature of her neighborhood was not an unforeseen occurrence and so she was not entitled to EAF. However, she would be eligible for

ESNA, which could pay for those items. *Matter of T.W.*( *fh# 4060031P*, *Nassau Co.* 2/25/04).

7. Those over the public assistance standard of need must sign a repayment agreement. A chart that lists the county by county standard of need is available online at <http://www.empirejustice.org/issue-areas/public-benefits/cash-assistance/2012-standard-by-county.html#.UKKA5meH3iQ>.
  - a. Unlike assistance received under EAF, assistance received under ESNA must be repaid within a year. *Martinez v. Turner*, 289 AD2d 408 (2d Dept 2001).
  - b. However, the person's ability to make payments under the repayment agreement cannot be a condition of eligibility. *Richardson v. Commissioner*, 88 NY2d 35 (1996).
  - c. If payment is not made and a person experiences another emergency, he/she may be ineligible for further assistance.

### **III. Types of Emergency Assistance Grant**

#### **A. Emergency Assistance: General Rules**

1. Income or Resources credibly earmarked for basic essential items cannot be considered available to meet an emergency need. 02 ADM-2, p.4.
2. The agency can require applicant to explore community resources.
3. Resource exemption limits do not apply in most cases (except for SSI recipients).
  - a. A recipient of SSI is not within the statutory definition of persons receiving public assistance for purpose of calculating EA. *Garvey v. Kirby*, 94 AD2d 702 (2d Dept 1983).
4. Resources must be liquid or easily converted to cash in determining eligibility for emergency assistance. 02 ADM-2, p.4.
5. Denial of emergency assistance can be challenged by an expedited fair hearing. 18 NYCRR 358-3.2(a), 358-5.2(b).

#### **B. Preinvestigation and Predetermination Grants**

1. Some sources of authority:
  - a. Social Services Law § 133
  - b. 18 NYCRR 351.8(c)(4)
  - c. 15 ADM-06
2. Temporary assistance shall be granted to a person in immediate need pending the completion of the eligibility determination.

3. An applicant/recipient is eligible for a pre-investigation grant so long as the applicant/recipient has provided documentation and information to which he or she has access, cooperates with the social services district to obtain information to which he or she does not have access without assistance, and has not been otherwise been determined ineligible for Temporary Housing Assistance. 15 ADM-06, p. 5.
4. The social services district need only make a determination that immediate need exists. See *Brad H. v. City of New York*, 2003 NY Misc LEXIS 1446 \*3 (Sup Ct, New York County, November 12, 2003) ["temporary Medicaid benefits shall be granted pending completion of an investigation", as required by Social Services Law §§ 2(18), 133 . . . ."], aff'd 8 AD3d 142, 142-143, 779 NYS2d 28, 29 (1st Dept 2004), not for leave to appeal denied 4 NY3d 702, 790 NYS2d 648, 24 NE2d 49 (2004)

### **C. Rent/Shelter Arrears – General Rules**

1. Local district can take ability to meet future shelter costs into account. Agency determination that the Appellant could not meet his ongoing rental obligation and was therefore ineligible for Emergency Safety Net Assistance was reversed where the Agency did not take into account that the Appellant and his roommate shared expenses. *Matter of P.D.*, (fh# 4758774Q, Suffolk Co., 6/4/07).
2. If SSD says rent is high, applicant may be able to stay if a third party is willing to pay a portion on an ongoing basis.
3. Legal fees are not recoverable.
4. Local social services district (SSD) does not need a formal eviction notice to determine whether an applicant is eligible for an arrears payment. 93 INF-3, Q. 31.
5. Limited to a period of six months every five years unless the district determines at its discretion that additional shelter arrears payments are necessary based on the individual circumstances. 18 NYCRR 352.7 (g) (4).

### **D. Shelter Arrears – ESNA**

1. Must sign agreement to repay amount in full.
2. Subsequent assistance cannot be given unless applicant is up-to-date in his or her repayment term.
3. Repayment agreements are legally enforceable.
4. Emergency needs of SN applicant must be met during the 45-day waiting period.
5. Balance is suspended if person subsequently becomes eligible for ongoing assistance.
6. If ESNA payment is made during the 45-day waiting period, repayment agreement can be required in the event that a case is never opened.
7. When case is opened, agreement becomes null and void and only the amount over the shelter allowance is recouped.
8. See 06 INF-25 for more information.

9. County pays full amount without state or federal reimbursement if payment is issued more than once in a 12 month period. 90 ADM-13.

#### **E. Temporary Housing Assistance**

1. Recipient in hotels/motels must actively seek permanent housing as a condition of eligibility; recipient is entitled to a 10 day notice if A/R fails to comply. 93 INF-3, Q. 32.
2. Although the Agency may take the cost of THA into account when placing an individual, where mental health professionals indicated that move to less expensive temporary housing placement would cause psychological harm to the Appellant the Agency was directed not to move Appellant to a less expensive motel. Matter of T, (fh# 4479857P, Nassau Co., 8/8/07).
3. For specific information on repeated applications for THA, see 15 ADM-06.

#### **F. Fuel and Utility Emergencies**

1. Some sources of authority:
  - a. Social Services Law §131-s;
  - b. 18 NYCRR 352.5;
  - c. 09 ADM-17
  - d. 08 INF-09 .
2. Must use HEAP if available (available November 16, 2015).
3. Must explore deferred payment agreement with utility companies. 93 INF-3, Energy Issues, Q. 3, p. 13.
4. Applicant must be “tenant of record” as well as “customer of record” to receive assistance. Goodwin v. Perales, 88 NY2d 383 (1996); GIS 96 TA/DC035 (9/25/96).
  - a. Submission of expired lease and subsequent rent receipts constitutes adequate documentation to establish applicant for HEAP as “tenant of record.” Matter of M.T., (fh# 3737845Z, Queens Co., 08/7/02).
  - b. Spouse/Appellant is a “tenant of record” where she lived in the house with her husband when the arrears accrued and the bill was in her husband’s name, and Appellant continued to reside there even though her husband no longer lived in the home. Matter to D.M., (fh# 5252030K, Suffolk Co., 4/24/09).
  - c. PA applicants cannot be required by the Agency to complete an application for HEAP. Instead, verification should be done by using the Applicant’s PA case record. Matter of D.M., (fh# 4939194Y, Queens Co., 2/6/08).
1. EAF and EAA are available to meet Fuel/Utility needs of non-temporary assistance households.

- a. Although the general rule is that EAA cannot be used to meet a recurring monthly expense that the applicant cannot afford when less costly housing is available, agency was directed to provide SSI recipient with EAA to avoid a utility shutoff and to guarantee payment pursuant to 131-s for the next six months, where Appellant had unsuccessfully tried to find affordable housing. *Matter of A.W.*, (fh # 4282134R, Erie Co., 3/14/05).
2. EAF is **not** available to meet fuel emergencies for TA households.
  - a. For TA recipients, recoupment can only be imposed if Fuel/Utility allowance in grant was not applied.
  - b. Sanctioned persons are eligible for EA for utility assistance.
3. Emergency Utility Payment Program (Social Services Law § 131-s):
  - a. Applicants for and recipients of public assistance and Supplemental Security Income who have a threatened or actual utility termination and no alternative payment or living arrangement are entitled to four months of retroactive utility arrears payments.
  - b. Where the applicant household is not in receipt of SSI or Temporary Assistance and has income exceeding the standard of need for a household of their size, the household will be asked to sign a repayment agreement which must be paid back within 2 years.
  - c. Non-payment of these agreements will result in ineligibility for future §131-s payments. However, local districts may suspend the enforcement of these agreements during cold weather if a household is experiencing a new utility emergency.
  - d. When a local social services district pays utility arrears for a recipient household of public assistance, it will guarantee payment for the next 2 years or until the recipient's TA benefits are terminated, whichever is sooner. In such case, the Agency will remove the recipient's fuel for heating, HEA and SHEA allowances from the public assistance grant and pay those amounts to the utility company directly. The local DSS will have to conduct at least annually a fuel reconciliation to determine whether the recipient has been underpaid or overpaid. 18 NYCRR 352.5(f)(7).
  - e. Shared meters are not a reason to deny payment; utility company must determine the tenant's proportional share, and agency must pay a proportional amount on the account. The Public Service Law § 52 requires that shared meters be eliminated by re-wiring or placing the bill in the owner's name.



## IV. The Application Process

### A. Generally:

1. Any adult member of the family or a person acting on his/her behalf may file an application for assistance. 18 NYCRR 350.3(a).
2. There must be an immediate (same day) interview for those with immediate needs. 18 NYCRR 350.3(c), 02 ADM-02.
  - a. The Agency's failure to schedule an eligibility interview in a timely manner is a violation of 02-ADM-2. *Matter of A.H.*, (fh# 5321781K, Suffolk Co., 7/29/09).
3. "If it shall appear that a person is in immediate need, emergency needs assistance or care shall be granted pending completion of an investigation." NY Soc Serv Law § 133; 15 ADM-06.
  - a. The right to preinvestigation allowance of public assistance depends only on immediate need and applicant was entitled to allowance on finding of such need, regardless of whether her situation was an emergency. *Gutowski v. Lavine*, 44 AD2d 649 (4th Dept 1974); *Pastore v. Sabol*, 160 Misc 2d 983 (1994), *revd in part, appeal dismissed in part* 230 AD2d 835.
  - b. The state must supply assistance to eligible public assistance applicants in immediate need, even if the applicant does not meet the eligibility requirements of the federally-financed programs. *Gonzalez v. Blum*, 127 Misc 2d 558 (Sup Ct, Westchester County 1985).
  - c. An applicant/recipient is eligible for a pre-investigation grant so long he or she has provided documentation and information to which he or she has access, cooperates with the local district to obtain information to which he or she does not have access without assistance, and has not been otherwise been determined ineligible for temporary housing. 15 ADM-06.
4. So long as applicant is cooperating, immediate needs must be met. 02 ADM-02; 93 INF-3, Q. 4 & 5.
5. If the applicant has no verification of identity, applicant must be processed with collateral contacts. 03 INF-25, Q. 78.
6. As long as the applicant comes in before closing time, applicant must be pre-screened, assessed and provided with immediate needs on the same day, if eligible. 93 INF-3, Q. 3.

- a. Once Appellant stated she had an emergency, the Agency had a duty to determine whether there was an emergency situation that required a same day interview. *Matter of J.L.*, (fh# 5133735J, Suffolk Co., 10/29/08).
7. The applicant should receive an acceptance or denial notice on the same day. 18 NYCRR 350.3(a), (c); 02 ADM-02; GIS 09 TA/DC033. The district must issue a same day notice even if it determines the emergency is not immediate and they will meet the need later. 02 ADM-02; GIS 09 TA/DC033.
  - a. The notice generally used for responding to immediate needs requests is the LDSS-4002. 15 ADM-06 also specifies that this notice be used for THA immediate needs placements.
  - b. The LDSS-4013 can be used as a manual notice in some circumstances if the client doesn't specify that one-time assistance was requested. TASB, Ch. 11, Sec. K.
  - c. CNS notices may also be generated on an expedited issuance of SNAP benefits.
8. Application can be made for food stamps, medical assistance and child care at the same time.
  - a. Upon a determination that the submitted recertification was not complete, the Agency is required to provide the Appellant with 10 days to submit the requested documentation. *Matter of A.M.*, (fh# 4984608J, Erie Co., 3/21/08).

## **B. Repeat applications**

1. Where there are repeated applications (within 90 days of last application) to meet what appear to be ongoing basic needs, the application may be denied and the person may be required to apply for ongoing assistance as a condition of receiving Emergency Assistance. 03 INF-34.
  - a. Local Social Services District may not impose a durational sanction for frequent applications for emergency assistance. 05 INF-02, p. 9; *Matter of T.C.*, (fh# 4225860Z, Suffolk County, 12/02/04).
2. When an application has been denied, reapplication within 30 days does not require the submission of a new application form. 18 NYCRR 350.4(b).
3. Per 15 ADM-06, in no instance may an individual or family who previously applied for THA be denied the right to reapply for THA or other forms of TA. If a re-applicant who has applied within the past 30 days and has been found ineligible for THA applies again, an immediate need is present and a pre-investigation grant must be made when:

- a. the re-applicant asserts new facts establishing that the re-applicant is a victim of domestic violence and the alleged perpetrator of the violence lives in the same residence the re-applicant did immediately prior to submitting the application or is aware of the re-applicant's current address and presents a clear and ongoing threat to the re-applicant; or
- b. the re-applicant asserts new facts establishing that the re-applicant or the primary tenant has been evicted from the residence where the re-applicant lived immediately prior to submitting the application; or
- c. the re-applicant asserts new facts establishing that the re-applicant's child(ren) is/are a victim of child abuse and the alleged perpetrator of the abuse lives in the same residence the re-applicant did immediately prior to submitting the application or has access to the re-applicant's household; or
- d. the re-applicant asserts any other material change since the previous application creating an immediate need for housing; or
- e. the re-applicant establishes that the previous determination of ineligibility was made incorrectly, and that the re-applicant continues to be in immediate need.
- f. In addition, other immediate needs that necessitate rehousing may exist in other circumstances, such as where there is a threat to health or safety.

#### **C. Applications for Additional Allowances for a Recipient of On-going Assistance**

- 1. May be over the phone or by mail.
- 2. Face to face interview not required.
- 3. Notice should be mailed when request made is by telephone.
- 4. If situation is not an emergency, district generally has 30 days to make a decision.

#### **D. Application Concerns for Domestic Violence Victims**

- 1. DSS Workers are mandated Child Protective Services (CPS) reporters and are required to report suspected child abuse.
- 2. Domestic violence victims cannot be required to use resources in the custody of the batterer to access resources that would compromise their safety. 94 ADM-11, p. 26.
- 3. Documentation: due to the special problems of DV applicants, eligibility determinations may be made using collateral contacts such as friends. Under no circumstances should the batterer be contacted. 94 ADM-11, p. 28.
- 4. Income and resources of victim (not spouse) that are available must be counted before TA will pay per diem rate for shelter stay. 02 INF-27, Q. 11.

## E. Verification Issues

1. The Local Department of Social Services is required to assist applicants and recipients in obtaining documents and paying a fee if necessary. (Birth certificates, immigration papers.) 18 NYCRR 351.5(a); 15 ADM-06; Matter of Anonymous, (fh# 2971335L, Albany Co., 12/14/98); Matter of J.M., (fh# 2690814M, Monroe Co., 9/3/97).
  - a. The DSS can require the applicant to make “reasonable efforts” to obtain the documentation in order to trigger their obligation to assist. See 15 ADM-06.
2. Districts must attempt to obtain as much verification as possible from the applicant, but are only *required* to verify identity, family composition and citizenship status prior to meeting an immediate need. 02-ADM-02, page 3.
3. The Agency’s policy that 72-hour notices are the only documents that will prove an eviction was held to be illegal. Matter of K.D. (fh# 5251312H, Suffolk Co., 4/24/09).

## V. Expedited Fair Hearings

- A. New York Social Services Law § 305: “In scheduling investigations, local social services districts shall give priority to applications for assistance under this title.”
- B. 18 NYCRR 358-3.2: Gives persons seeking emergency assistance priority in the fair hearing process.
- C. 18 NYCRR 358-5.2(b)(1): The fair hearing subject to priority processing “must be scheduled as soon as practicable after the request therefore is made” with consideration given to the nature and urgency of the situation “including any date before which the decision must be issued to allow for meaningful resolution of the issue under review.”
  1. Applicants for emergency assistance under aid to families with dependent children program must be afforded expedited hearing on such applications. Jones v. Berman, 37 NY2d 42 (1975).
  2. Public assistance applicants have the right to procedural due process, which right includes an expedited hearing when emergency assistance is denied. Gonzalez v. Blum, 127 Misc 2d 558 (1985).
- D. **Practice tip:** In urban areas, emergency hearings are likely to be scheduled quickly. If you are in a rural area where calendars are not scheduled frequently, you can indicate that you are willing to travel to an adjoining county if the hearing would be scheduled more quickly there.
- E. Fair hearings can be requested by telephone (518-474-8781), fax (518-473-6735), or on line at: <http://www.otda.state.ny.us/oah/default.asp>.

- F. You may want to edit the request form to provide easy way to request an expedited fair hearing (see attached).





## Public Benefits 101

Outline created by Saima Akhtar and Raymond Burke

### I. Introduction and Overview

#### A. Resources

1. Public assistance regulations are at 18 NYCRR Volume A;
2. The Online Resource Center (ORC), operated jointly by Empire Justice Center and the Western New York Law Center, includes a number of useful resources. Fair Hearing Decisions are summarized and available in the Fair Hearing Bank. State policy documents such as Administrative Directives (ADMs), Informational Letters (INFs), Local Commissioner's Letters (LCMs) and General Information System (GIS) messages are also available electronically. The Benefits Law Database is a restricted access portion of the ORC that contains decisions and pleadings of interest in public benefits cases. The Online Resource Center can be located at:  
<http://www.onlineresources.wnyc.net>;
3. Many ADMs, INFs, LCMs and GIS messages can also be found on the web page of the Office of Temporary and Disability Assistance (OTDA) at  
<http://otda.ny.gov/policy/directives/2017/> and  
<http://www.otda.state.ny.us/main/gis>;
4. Many public assistance policy interpretations are also found in the Temporary Assistance Sourcebook which can be found online at:  
<http://www.otda.state.ny.us/main/ta/TASB.pdf>;
5. D. Friedman, The Advocates Guide to the Work Rules, available at:  
<http://www.empirejustice.org/assets/pdf/issue-areas/public-benefits/welfare-work-rules.pdf>;
6. OTDA Temporary Assistance and Food Stamps Employment Policy Manual,  
<http://www.otda.state.ny.us/main/resources/employmentmanual/employmentmanual.pdf>.

## **B. Types of Temporary (Cash) Assistance (TA)**

1. Family Assistance (FA):
  - a. Must be a child in the household.
  - b. Funded with Temporary Assistance to Needy Families (TANF) – federal block grant.
  - c. Household is only eligible to receive for 5 years and then transferred to Safety Net Assistance.
  - d. However, the time limit does not apply to children or child-only cases.
2. Safety Net Assistance
  - a. Generally available to single, childless adults.
  - b. Funded with 29% state and 71% local dollars
  - c. Recipient of SNA is only eligible for 2 years, then recipient is transferred to non-cash Safety Net Assistance.
3. Non-cash Safety Net Assistance
  - a. Applies to families who have reached their time limit or in certain drug/alcohol cases.
  - b. Payments provided by voucher to landlords and utility companies with the rest in cash.

## **C. Time Limits**

1. Only apply to adults receiving “assistance,” ongoing benefits meant to provide for ongoing basic needs.
2. Do not apply to children or “child only” cases.

## **II. Public Assistance Eligibility Rules**

### **A. Financial**

1. Standard of need and grant determination – 18 NYCRR 352.2, 352.3; see Empire Justice’s website for county by county standard of need charts at:  
<http://www.empirejustice.org/assets/Excel/issue-area/public-benefits/son-charts-october12.xls>
  - a. Rent paid, up to the shelter allowance;
  - b. Living allowance (also called basic needs allowance or pre-add);
  - c. Home energy allowance (HEA) and Supplemental Home Energy Allowance (SHEA);
  - d. Fuel for heating allowance;

e. Other special needs grants:

- i. Pregnancy allowance: 18 NYCRR 352.7(k) – \$50 per month is added to the standard of need beginning with the fourth month of pregnancy or the month in which medical verification of pregnancy is presented, whichever is later. However, where recipient informed agency of her pregnancy and they failed to advise her of the availability of the allowance or that verification was necessary, recipient was entitled to a retroactive allowance. Matter of S.M., fh# 0638734P (NYC 12/4/84).
- ii. Restaurant allowance: 18 NYCRR 352.7(c) – Allowance must be made available when a recipient of public assistance is not able to prepare meals at home. See Taylor v. Perales in Benefits Law Database where Erie County was directed to provide restaurant allowances to families without functioning refrigerators or stoves. Although the County was permitted to repair or replace non-functioning appliances, it had to provide a restaurant allowance in the interim. Individual does not have to specifically request allowance to be eligible for it. Matter of S.B., fh# 3769696Y, (Rensselaer Co. 1/23/03) and the allowance cannot be denied because there is a relative living nearby where the individual might eat. Matter of S.R., fh# 2151539M, (Erie Co. 9/29/94).

2. Income

- a. Household income, excluding SSI, cannot exceed 185% of the standard of need OR the poverty level. 18 NYCRR 352.18.
- b. Income can be treated one of three ways:
  - i. It can count dollar for dollar (example: unemployment benefits).
  - ii. It can be entirely disregarded.
    1. All earnings of full or part time students (high school or college), under the age of 21, who reside with their parent or other caretaker, are disregarded entirely. 18 NYCRR 352.20(a); 04 ADM-06.
    2. Other disregarded income is listed in 18 NYCRR 352.22.
  - iii. It can be partially disregarded (example: child support, earnings):
    1. The first \$100 of child support collected by the support collection unit is passed through to the recipient and

disregarded as income if it is paid in the month when it is due. Effective January 1, 2010, if there is more than one child, the first \$200 of child support is passed through and disregarded (if only one child, the amount remains at \$100); the local social services district retains all but the passed through amount of the support collected to reimburse themselves, the State and the federal government for welfare benefits paid to the recipient. SSL § 111-c(2)(d); 111-e(1); 131-a(8)(a)(v), as amended by L.2008, ch.57 Part Z §§ 2, 3 and 6(c).

- c. All earnings of recipients are subject to a \$90 general earnings disregard.
- d. Recipients with children are entitled to both the \$90 disregard, and a percentage disregard that is applied to earnings remaining after the \$90 disregard. This percentage disregard is adjusted annually in June and is currently 50%. 18 NYCRR 352.20(c); 09 ADM-05.
- e. The disregards are applied until the household reaches 185% of the standard of need or the poverty level, whichever is lower. Social Services Law §131-a(8)(a)(iii), (10).

### 3. Resources

- a. See generally 18 NYCRR 351.2(e) and 352.16-352.27.
- b. The home: exempt as a resource (18 NYCRR 352.23(b)(1)).
  - i. But, the Social Services District can take a mortgage against it to recover the cost of public assistance paid.
  - ii. The refusal of the applicant or recipient to sign a mortgage will result in the needs of the owner being taken off the grant. 18 NYCRR 352.27(a).
- c. Automobile resource limit is \$10,000 (fair market value), and will be going up to \$11,000 on April 1, 2017. SSL § 131-n; 18 NYCRR 352.23 (b) (2)-(3); 16 ADM-09.
  - i. Districts are to use the average NADA trade-in book value available at [www.nada.com](http://www.nada.com).
  - ii. Appellant has right to present evidence to rebut agency's valuation of the vehicle, and must be advised of this. 08 TA/DC029.
  - iii. General resource exemption can be added to the auto resource level amount. Matter of P.W., fh# 5105384Q (Monroe Co. 12/2/08).
- d. General resource exemption is \$2,000, or \$3000 if there is a household member over the age of 60. 18 NYCRR 352.23(b).

- e. Burial plot. 18 NYCRR 352.23(b)(6).
- f. Earned Income Tax Credit. TA Source Book XX-I-1.
- g. Funeral agreement worth up to \$1500. 18 NYCRR 352.23(b)(7).
- h. Clothes, furniture, appliances. 18 NYCRR 352.23(b)(5).
- i. Personal property necessary for employment purposes. 18 NYCRR 352.23(b)(9).
- j. Individual Development Accounts (savings from earnings that can be matched and used for education, the purchase of a home, or starting a business. 18 NYCRR 352.21; 97 ADM-23, pp 39-42.

## **B. Required Conduct/Cooperation**

1. In order to establish and maintain eligibility for public assistance, the client must comply with a variety of required actions. The client must:
  - a. Make a reasonable, good faith effort to verify initial and on-going eligibility, including obtaining documents that are appropriately required, and reporting changes in circumstances, 18 NYCRR 351.1(b)(2). Discussed further under Applications, below.
  - b. Comply with the public assistance work requirements, 18 NYCRR 351.2(j), discussed further below.
  - c. If there is an absent parent (usually the father), cooperate in establishing paternity and obtaining child support, 18 NYCRR 351.2(e)(2), see further discussion below.
  - d. All adult applicants are required to be finger imaged (electronically finger printed), for comparison with other PA recipients, 18 NYCRR 351.2(a).
  - e. Cooperate with an initial screening and subsequent requirements relating to alcohol or substance abuse, 18 NYCRR 351.2(i), see further discussion below.
  - f. Apply for and utilize any other benefits or resources for which the person might be eligible and that might reduce the need for public assistance, 18 NYCRR 351.1(b)(2)(iii).
  - g. Participate in periodic recertification to demonstrate continuing eligibility, 18 NYCRR 351.20.



### **III. Processes**

#### **A. Applications**

1. Basic rights in the application process: Applicants have the right:
  - a. To have an application filed by an adult family member or a person acting in his/her behalf. 18 NYCRR 350.3(a). Any person has a right to apply for benefits, TASB Chap.3(B)(1).
  - b. To a same-day interview to evaluate eligibility for assistance to meet emergencies or immediate needs, such as no food, no shelter, no utilities, or an imminent threat to these needs (such as an eviction notice), 18 NYCRR 350(3)(c). This assistance, described in TASB Chap. 5(J), can come in the form of:
    - (i) A preinvestigation grant for essential items, 18 NYCRR 351.8(c)(4);
    - (ii) Emergency assistance under Emergency Assistance to Needy Families (EAF, 18 NYCRR Part 372), Emergency Safety Net Assistance (ESNA – 18 NYCRR 370.3(b)) or Emergency Assistance to Adults (EAA – 18 NYCRR Part 397);
    - (iii) The Home Energy Assistance program (HEAP); or
    - (iv) Expedited Food Stamps, Food Stamps Source Book, Section 4.
  - c. To an interview within 7 working days, for regular on-going benefits, 18 NYCRR 350.3(c).
  - d. To apply for food stamps, medical assistance and child care at the same time.
2. Verification and documentation of eligibility
  - a. Applicant duty to cooperate: The applicant has the initial burden to comply with the application requirements and to provide information required to verify eligibility, 18 NYCRR 351.1(b)(2), 351.2(a), and 351.5.
  - b. Agency duty to assist: Once the applicant has made reasonable efforts to obtain necessary verification of eligibility, the agency

must assist in securing necessary documentation, including paying fees if necessary (such as for birth certificates), 18 NYCRR 351.5(a). Matter of BT, fh# 4978140J (Erie Co. 8/22/08); Matter of Anonymous, fh# 2971335L (Albany Co. 12/14/98); Matter of J.M., fh # 2690814M (Monroe Co. 9/3/97).

3. Eligibility determination

- a. The date of application is the date that the social services district receives a completed, signed application, 18 NYCRR 350.3(b).
- b. A decision must be made on the application within 30 days from the date of application for FA and 45 days from the date of application for SNA, 18 NYCRR 351.8(b).
- c. Payment for FA is made effective as of the date that eligibility is established or 30 days after the date of application, whichever is earlier, 18 NYCRR 351.8(b)(2).
- d. There is a 45 day waiting period for SN benefits, which begins on the date of application, but during the waiting period, immediate needs **MUST BE MET!!** Otherwise payment begins effective the 45<sup>th</sup> day after application, 18 NYCRR 351.8(b)(2).

4. Application concerns for domestic violence victims

- a. DSS workers are Child Protective Services (CPS) reporters and are required to report suspected child abuse.
- b. Documentation: due to the special problem of DV applicants, eligibility determinations may be made using collateral contacts such as friends. Under no circumstances should the batterer be contacted. 94 ADM-11, p. 28.

**B. Fair Hearings (18 NYCRR Part 358)**

- 1. Right to a fair hearing: *Goldberg v. Kelly*, 397 U.S. 254 (1970) – due process applies to welfare benefits.
  - a. The *Goldberg* rules have been expanded somewhat by state law, see SSL § 22, and 18 NYCRR Part 358.
  - b. All applicants and recipients are entitled to notice whenever local DSS intends to take adverse action (to deny an application, reduce or terminate benefits, impose a sanction, etc.).

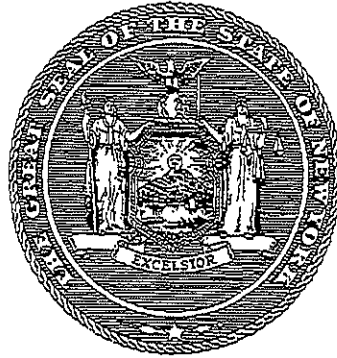
Note that clients can also request hearings in certain situations where notice has not been sent, such as the agency's failure to act on a request (right to a fair hearing – 18 NYCRR 358-3.1).

2. Notice to recipients: Under NYS law, recipients are entitled to:
  - a. Notice that is *timely* and *adequate*, 18 NYCRR 358-3.3(a)(1):
    - (i) Notice is timely when it is mailed at least 10 days before the threatened action, 18 NYCRR 358-2.23;
    - (ii) Notice is adequate when it explains the action to be taken, the reasons for that action, the laws and/or regulations upon which the action is based, and the person's fair hearing rights, 18 NYCRR 358-2.2;
  - b. Request a fair hearing. If the request is made before the end of the advance notice period, the person is entitled to "aid continuing," meaning no change in assistance until the hearing is held and a decision rendered, 18 NYCRR 358-3.6, 358-2.2(a)(7), (8), and 358-2.5.
3. Notice to applicants: Public assistance applicants have a right to adequate, but not timely notice, 18 NYCRR 358-3.3(a)(2).
4. Notice to applicants *and* recipients: All notices to applicants and recipients must advise them that they are entitled to a "fair hearing" with the following features, *see generally* 18 NYCRR 358-3.4:
  - a. The right to be represented (if the person can secure representation);
  - b. The right to testify and present evidence and witnesses;
  - c. The right to cross-examine witnesses for the county;
  - d. The right to see all evidence that the county intends to introduce at the hearing (in addition to the general right of clients to see their entire case file), including a case summary prepared by DSS, see also 18 NYCRR 358-3.7 and 358-4.2, 4.3;
  - f. The right to a decision by an impartial decision maker, 18 NYCRR 358-5.6.
5. Expedited hearings: Individuals in emergency situations are entitled to priority in the scheduling and determination of their hearings, 18 NYCRR 358-3.2, 358-5.2.
6. Burden of proof: Appellant has the burden of proof if application has been denied or if Appellant is contesting the denial of a request for an exemption from the

work rules. Agency has the burden of proof if benefits are reduced or discontinued. 18 NYCRR 358-5.9(a).

7. Compliance – DSS must comply with hearing decisions within 90 days after the FH request. The FH decision cover sheet explains the process for obtaining compliance when the time limit has been exceeded. This is often a problem area for clients and has been the subject of much litigation, 18 NYCRR 358-6.4.
8. Negative hearing decisions: If appellants lose their hearing they may:
  - a. Request that the decision be modified due to errors of law or fact, or that the hearing be reopened for receipt of additional evidence, 18 NYCRR 358-6.6.
  - b. File an Article 78 proceeding in the Supreme Court, see CPLR Art. 78.

## STATE OF NEW YORK



MAR 13 2017

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## The Legislature

ways and means

## In Senate

## In Assembly

ASSEMBLY RESOLUTION in response to the 2017-2018 Executive Budget submission (Bill Nos. A. 3000-A, A. 3001, A. 3002, A. 3003-A, A. 3004-A, A. 3005-A, A. 3006-A, A. 3007, A. 3008-A, A. 3009-A and A. 3010) to be adopted as legislation expressing the position of the New York State Assembly relating to the 2017-2018 New York State Budget

Introduced by

Sen. \_\_\_\_\_

The Senators whose names are circled below wish to join me in the sponsorship of this resolution:

s15 Addabbo	s23 Krueger
s52 Akshar	s24 Lanza
s31 Alcantara	s39 Larkin
s46 Amedore	s37 Latimer
s11 Avella	s01 LaValle
s36 Bailey	s45 Little
s42 Bonacic	s05 Marcellino
s04 Boyle	s43 Marchione
s44 Breslin	s26 Montgomery
s08 Brooks	s40 Murphy
s38 Carlucci	s58 O'Mara
s14 Comrie	s62 Ortt
s03 Croci	s21 Parker
s50 DeFrancisco	s13 Peralta
s32 Diaz	s19 Persaud
s18 Dilan	s07 Phillips
s17 Felder	s61 Ranzenhofer
s02 Flanagan	s48 Ritchie
s55 Funke	s33 Rivera
s59 Gallivan	s56 Robach
s12 Gianaris	s10 Sanders
s22 Golden	s23 Savino
s47 Griffo	s41 Serino
s20 Hamilton	s29 Serrano
s06 Hannon	s51 Seward
s54 Heimig	s28 Squadron
s27 Hoylman	s16 Stavisky
s60 Jacobs	s35 Stewart-Cousins
s09 Kaminsky	s49 Tedisco
s83 Kennedy	s53 Valesky
s34 Klein	s57 Young
	s30

Senate introducer's signature

Introduced by

M. of A. \_\_\_\_\_

HEASTIE

The Members of the Assembly whose names are circled below wish to join me in the sponsorship of this resolution:

a049 Abbate	a072 De La Rosa	a128 Hunter	a020 Miller, M.L.	a025 Rozic
a092 Abinanti	a034 DenDekker	a029 Hyndman	a015 Montesano	a149 Ryan
a084 Arroyo	a070 Dickens	a097 Jaffee	a136 Morelle	a111 Santabarbara
a035 Aubry	a054 Dilan	a011 Jean-Pierre	a145 Morinello	a140 Schimminger
a120 Barclay	a081 Dinowitz	a118 Janne	a057 Mosley	a076 Seawright
a030 Barnwell	a147 DiPietro	a135 Johns	a039 Moya	a087 Sepulveda
a106 Barrett	a016 D'Urso	a116 Jones	a003 Murray	a027 Simanowitz
a060 Barron	a004 Englebright	a077 Joyner	a065 Niou	a052 Simon
a082 Benedetto	a133 Errigo	a074 Kavanagh	a037 Nolan	a036 Simotas
a042 Bichotte	a109 Fahy	a142 Kearns	a144 Norris	a104 Skartados
a079 Blake	a071 Farrell	a040 Kim	a130 Oaks	a099 Skoufis
a117 Blankenbush	a126 Finch	a131 Kolb	a069 O'Donnell	a022 Solages
a098 Brabenec	a008 Fitzpatrick	a105 Lalor	a051 Ortiz	a114 Stec
a026 Braunstein	a124 Friend	a013 Lavine	a091 Otis	a110 Steck
a119 Brindisi	a095 Galef	a134 Lawrence	a132 Palmesano	a127 Stirpe
a138 Bronson	a137 Gantt	a050 Lentoi	a002 Palumbo	a001 Thiele
a093 Buchwald	a007 Garbarino	a125 Lifton	a088 Paulin	a061 Titone
a118 Butler	a148 Giglio	a102 Lopez	a141 Peoples-Stokes	a031 Titus
a094 Byrne	a080 Gjonaj	a123 Lupardo	a058 Perry	a033 Vanel
a103 Cahill	a066 Glick	a010 Lupinacci	a023 Pheffer Amato	a055 Walker
a044 Carroll	a150 Goodell	a121 Magee	a086 Pichardo	a143 Wallace
a062 Castorina	a075 Gottfried	a129 Magnarelli	a089 Pretlow	a112 Walsh
a047 Colton	a005 Graf	a064 Malliotakis	a073 Quart	a148 Walter
a032 Cook	a100 Gunther	a090 Mayer	a019 Ra	a041 Weinstein
a085 Crespo	a046 Harris	a108 McDonald	a012 Raia	a024 Weprin
a122 Crouch	a139 Hawley	a014 McDonough	a006 Ramos	a059 Williams
a021 Curran	a083 Heastie	a017 McKeivitt	a043 Richardson	a113 Woerner
a063 Cusick	a028 Hevesi	a107 McLaughlin	a078 Rivera	a056 Wright
a046 Cymbrowitz	a048 Hiki	a101 Miller, B.	a068 Rodriguez	a096 Zebrowski
a053 Davila	a018 Hooper	a038 Miller, M.G.	a067 Rosenthal	a009

Assembly introducer's signature

## INTRODUCTION OF ALL RESOLUTIONS

To introduce this resolution:

Sign one copy, circle co-sponsors and hand it up at the desk of the house with six other completed and signed copies

If the resolution is to be offered in the other house:

Sign the remaining copy and give that to the sponsoring member of the other house together with six other completed and signed copies

03/01/17

LBDC(P) 03-12-17

WHEREAS, Article 7 of the constitution requires the Governor to submit an executive budget containing a plan of expenditures to be made before the close of the ensuing fiscal year and recommendations as to proposed legislation; and

WHEREAS, At the time of submitting the budget to the legislature the Governor is required to submit a bill or bills containing all the proposed appropriations and reappropriations included in the budget and the proposed legislation, if any, recommended therein; and

WHEREAS, No provision may be embraced in any appropriation bill submitted by the Governor unless it relates specifically to some particular appropriation in the bill, and any such provision shall be limited in its operation to such appropriation; and

WHEREAS, Upon submission, pursuant to Joint Rule III, the Senate finance committee and the Assembly ways and means committee undertake an analysis and public review of all the provisions of such budget; and

WHEREAS, After study and deliberation, each committee makes recommendations in the form of bills and resolutions as to the contents thereof and such other items of appropriation deemed necessary and desirable for the operation of the government in the ensuing fiscal year; and

WHEREAS, All such fiscal committees' recommendations, when arrived at, are then to be placed before the members of the Legislature, individually and collectively, in their respective houses for their consideration and approval; and

WHEREAS, Each house thereupon considers and adopts legislation in bill format expressing its positions on the budget for the ensuing fiscal year; and

WHEREAS, Upon adoption thereof, a Conference Committee on the Budget, authorized by concurrent resolution of the Senate and Assembly pursuant to Joint Rule III, and such subcommittees thereof as may be deemed necessary are appointed by the Speaker of the Assembly and the Temporary President of the Senate, respectively, will engage in negotiations designed to reach an accord on the contents of the budget for the ensuing fiscal year; and

WHEREAS, In order to commence a Legislative process of budget negotiations designed to reach a timely accord on the contents of the budget for the ensuing fiscal year, it is necessary that budget proposals be adopted by each house of the Legislature; now, therefore, be it

RESOLVED, That, this resolution, together with the New York State Assembly proposals for Executive budget resubmission contained in Assembly Bill Nos. A. 3000-B, A. 3001, A. 3002, A. 3003-B, A. 3004-B, A. 3005-B, A. 3006-B, A. 3007-A, A. 3008-B and A. 3009-B which are incorporated as if fully set forth in this resolution, herein constitute the legislation which expresses the budget proposals of the Assembly for the 2017-2018 New York State Budget.

RESOAS

SHORT TITLE: Assembly budget resolution in response to the 2017-2018 Executive Budget submission

BLURB: Assembly budget resolution

## PART FF

Section 1. The social services law is amended by adding a new section 131-bb to read as follows:

§ 131-bb. Home stability support program. 1. (a) Notwithstanding any other provision of law to the contrary, each local social services district shall provide a shelter supplement to eligible individuals and families with children to prevent eviction and address homelessness in accordance with this section.

(b) For the purposes of this section:

(i) "homeless" shall mean the lack of a fixed, regular, and adequate nighttime residence; having a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, including a car, park, abandoned building, bus or train station, airport or campground or other places not meant for human habitation; living in a supervised publicly or privately operated shelter designated to provide temporary living arrangements (including hotels and motels paid for by federal, state or local government programs for low-income individuals or by charitable organizations, congregate shelters, or transitional housing); exiting an institution where they resided and will lack a regular fixed and adequate nighttime residence upon release or discharge; or are an unaccompanied youth and homeless families with children and youth defined as homeless under either this paragraph or federal statute who have experienced a long-term period without living independently in permanent housing; have experienced persistent instability as measured by frequent moves; and can be expected to continue in such status for an extended period of time because of chronic disabilities, chronic physical health or mental health conditions, substance addiction, histories of domestic violence or childhood abuse, the presence of a child or youth with a disability, or multiple barriers to employment, or other dangerous or life-threatening conditions, including conditions that relate to violence against an individual or a family member; and

(ii) "imminent loss of housing" shall mean having received a verified rent demand or a petition for eviction; having received a court order resulting from an eviction action that notifies the individual or family that they must leave their housing; facing loss of housing due to hazardous conditions, including but not limited to asbestos, lead exposure, mold, and radon; having a primary nighttime residence that is a room in a hotel or motel and lack the resources necessary to stay; facing loss of the primary nighttime residence, which may include living in the home of another household, where the owner or renter of the housing will not allow the individual or family to stay, provided further, that an assertion from an individual or family member alleging such loss of housing or homelessness shall be sufficient to establish eligibility; or, fleeing, or attempting to flee, domestic violence, dating violence, sexual assault, stalking, human trafficking or other dangerous or life-threatening conditions that relate to violence against the individual or a family member, provided further that an assertion from an individual or family member alleging such abuse and loss of housing shall be sufficient to establish eligibility.

2. (a) Each local social services district shall provide a shelter supplement to eligible individuals and families with children as defined in subdivision three of this section in an amount equal to eighty-five percent of the fair market rent in the district, as established by the federal department of housing and urban development, for the particular



1 household composition. The shelter supplement shall be issued by the  
2 local social services district directly to the landlord or vendor.

3 (b) A local social services district may also provide an additional  
4 supplement in an amount up to one hundred percent of the fair market  
5 rent in the district, as established by the federal department of hous-  
6 ing and urban development. Provided, however, the cost of the additional  
7 supplement shall be paid by the local social services district.

8 (c) In addition to the shelter supplement referenced in this subdivi-  
9 sion, when an eligible recipient, as defined in subdivision three of  
10 this section, incurs separate fuel for heating expenses, the local  
11 social services district shall also provide a heating allowance. The  
12 allowance shall be equivalent to the full amount of fuel for heating  
13 expenses, and shall be made directly to the vendor on behalf of the  
14 recipient. Any expenses incurred by the local social services district  
15 that are (i) in excess of a recipient's fuel for heating allowance  
16 authorized pursuant to paragraph (b) of subdivision two of section one  
17 hundred thirty-one-a of this title; (ii) made pursuant to section nine-  
18 ty-seven of this chapter; or (iii) to cover any arrears payments made to  
19 restore heating services or to prevent a shut-off, shall not be recoupa-  
20 ble.

21 (d) Individuals not in receipt of public assistance, residing in a  
22 household that is benefiting from a shelter supplement under this  
23 section shall be required to contribute thirty percent of their gross  
24 income, or their pro rata share of the rent, whichever is less. Minor  
25 children without income shall not be counted in the pro rata share  
26 equation. In addition, the income of minor children shall not be consid-  
27 ered part of the gross income.

28 (e) Any supplement or allowance provided under this section shall not  
29 be considered to be part of the standard of need as defined in paragraph  
30 (b) of subdivision ten of section one hundred thirty-one-a of this  
31 title.

32 (f) In the event that the local social services district determines  
33 that payment of rental arrears would prevent homelessness and subse-  
34 quently pays such arrears, such payments shall not be recoupable.

35 3. (a) For the period beginning October first, two thousand seventeen  
36 until September thirtieth, two thousand eighteen, individuals, or fami-  
37 lies with children, who are eligible for public assistance, are either  
38 homeless or face an imminent loss of housing, and are not currently  
39 receiving another shelter supplement shall be eligible for the shelter  
40 supplement provided under this section.

41 (b) On and after October first, two thousand eighteen, (i) individ-  
42 uals, or families with children, who are eligible for public assistance  
43 and are either homeless or face an imminent loss of housing, and are not  
44 currently receiving another shelter supplement; or (ii) are currently in  
45 receipt of a shelter supplement, other than a supplement required by  
46 this section being transferred to the home stability support program  
47 pursuant to subdivision eight of this section shall be eligible for the  
48 shelter supplement provided under this section.

49 4. (a) Local social services districts shall provide the shelter  
50 supplement required under this section for up to five years, provided  
51 such individuals or families are otherwise eligible for public assist-  
52 ance. A shelter supplement may be provided for an additional length of  
53 time for good cause.

54 (b) If an individual or family with children receiving the shelter  
55 supplement is no longer eligible for public assistance, the local social  
56 services district shall continue to provide the shelter supplement, and





1 if appropriate heating allowance, for one year from the date of such  
2 determination, so long as their income does not exceed two hundred  
3 percent of the federal poverty level.

4 5. The shelter supplement and heating allowance shall not be affected  
5 by a recipient's sanction status.

6 6. (a) The commissioner shall contract with a not-for-profit agency,  
7 that has experience providing casework services to the homeless and  
8 at-risk of homelessness populations, for the purpose of providing home  
9 stability support case management services. Such services shall assist  
10 recipients, as defined in subdivision three of this section, in avoiding  
11 homelessness and achieving long-term housing stability. Such services  
12 shall include, but not limited to:

13 (i) services to resolve conflicts between landlords and tenants and to  
14 facilitate fair and workable solutions;

15 (ii) referrals to legal services to households threatened with the  
16 loss of their homes through eviction, harassment or other means;

17 (iii) benefit/entitlement advocacy to ensure that households are  
18 receiving all federal, state and local benefits to which they are enti-  
19 tled, such as temporary assistance to needy families, safety net assist-  
20 ance, supplemental nutrition assistance program, supplemental security  
21 income, rent security deposits, furniture and household moving expenses,  
22 medical assistance; and

23 (iv) relocation assistance which provides for the identification of  
24 and referral to permanent and habitable housing, transportation  
25 services, landlord/tenant lease negotiation services and assistance in  
26 establishing utility services.

27 (b) The commissioner shall issue a request-for-proposal for home  
28 stability support casework services. The request-for-proposal shall  
29 include:

30 (i) a description of the home stability support services to be  
31 provided, including procedures for intake, referral, outreach, the  
32 provision of services, follow-up and anticipated outcomes;

33 (ii) a description of the manner in which coordination with other  
34 federal, state, local and privately funded services will be achieved;  
35 and

36 (iii) a description of how the services will be designed to assist  
37 households to achieve housing stability.

38 (c) Prior to entering into a contract pursuant to this subdivision,  
39 the commissioner shall determine that the eligible applicant is a bona  
40 fide organization which shall have demonstrated by its past and current  
41 activities that it has the ability to provide such services, that the  
42 organization is financially responsible and that the proposal is appro-  
43 priate for the needs of households to be served.

44 7. The home stability support program shall provide for up to a total  
45 of fourteen thousand new shelter supplements a year statewide, and funds  
46 shall be distributed to each local social services district based on  
47 their pro rata share of households below the federal poverty level in  
48 the state, using the most recent United States census data as of April  
49 first, two thousand seventeen, and annually thereafter.

50 8. If local social services districts offer a shelter supplement not  
51 required by this section, such districts may utilize supplements avail-  
52 able under this section on or after October first, two thousand eigh-  
53 teen, to transfer eligible recipients as defined in subparagraph (ii) of  
54 paragraph (b) of subdivision three of this section into the home stabil-  
55 ity support program. Provided, however, a district shall not allocate  
56 one hundred percent of their shelter supplements provided under this



1 section to existing supplement recipients, unless there is no current or  
2 unmet need for supplements as defined in subparagraph (i) of paragraph  
3 (b) of subdivision three of this section in such district.

4 9. The commissioner shall issue a report on the home stability support  
5 program to the governor, the speaker of the assembly, the temporary  
6 president of the senate, the chairs of the senate and assembly social  
7 services committees, and the chairs of the assembly ways and means  
8 committee and the senate finance committee on or before October first of  
9 each year, starting October first, two thousand nineteen, regarding the  
10 effectiveness of the program, based on the information provided from the  
11 local social services districts. Each local district, upon the request  
12 of the office, shall provide the office the necessary data for the  
13 completion of the report. Each report shall include the following infor-  
14 mation for each district:

15 (a) the number of individuals participating in the program;

16 (b) factors contributing to households experiencing housing issues,  
17 including, but not limited to, health and safety and budgeting  
18 constraints;

19 (c) total funding utilized;

20 (d) estimated avoided costs in temporary shelter; and

21 (e) any other information or available data that the commissioner  
22 deems relevant and necessary for comprehensive evaluation of the current  
23 need of entitlements for public assistance recipients.

24 § 2. Section 153 of the social services law is amended by adding a new  
25 subdivision 13 to read as follows:

26 13. Notwithstanding any other provision of law to the contrary, one  
27 hundred percent of costs for shelter supplements and home stability  
28 support services required by section one hundred thirty-one-bb of this  
29 article shall be subject to reimbursement by the state, as follows:

30 (a) by federal funds that can be properly applied to such expendi-  
31 tures; and

32 (b) the remainder to be paid by state funds.

33 § 3. This act shall take effect immediately and shall be deemed to  
34 have been in full force and effect on and after April 1, 2017.

35 PART GG

36 Section 1. Paragraph (e) of subdivision 2 of section 209 of the social  
37 services law is amended by adding two new subparagraphs (iii) and (iv)  
38 to read as follows:

39 (iii) (A) From January first, two thousand seventeen to December thir-  
40 ty-first, two thousand seventeen, for an eligible individual receiving  
41 enhanced residential care, \$1429.00; and (B) for an eligible couple  
42 receiving enhanced residential care, two times the amount set forth in  
43 clause (A) of this subparagraph.

44 (iv) (A) From January first, two thousand eighteen and thereafter, for  
45 an eligible individual receiving enhanced residential care, \$1549.00;  
46 and (B) for an eligible couple receiving enhanced residential care, two  
47 times the amount set forth in clause (A) of this subparagraph.

48 § 2. This act shall take effect on the same date and in the same  
49 manner as section 2 of part P of a chapter of the laws of 2017 enacting  
50 into law major components of legislation necessary to implement the  
51 state education, labor, housing and family assistance budget for the  
52 2017-2018 state fiscal year, takes effect.

53 PART HH

# Campaign 4 NY/NY Housing

**Supportive Housing Solves Homelessness,  
Improves Neighborhoods,  
Saves Tax Dollars**

**There Is No Better, No More Cost-Effective Solution**

# What is Supportive Housing?

- It pairs **permanent affordable housing** with **voluntary support services** to help chronically homeless people move out of shelters, off the streets and into **stable** homes.
- Adults, youth and families living with disabilities and chronic health conditions, or leaving foster care, shelters, psychiatric or correctional facilities, developmental centers, addiction treatment programs, nursing homes, and hospitals **all find stable lives** in supportive housing **throughout New York State**.
- New York State pioneers invented this innovative **solution to homelessness** in the 1980's.

## What are the New York/New York Agreements?

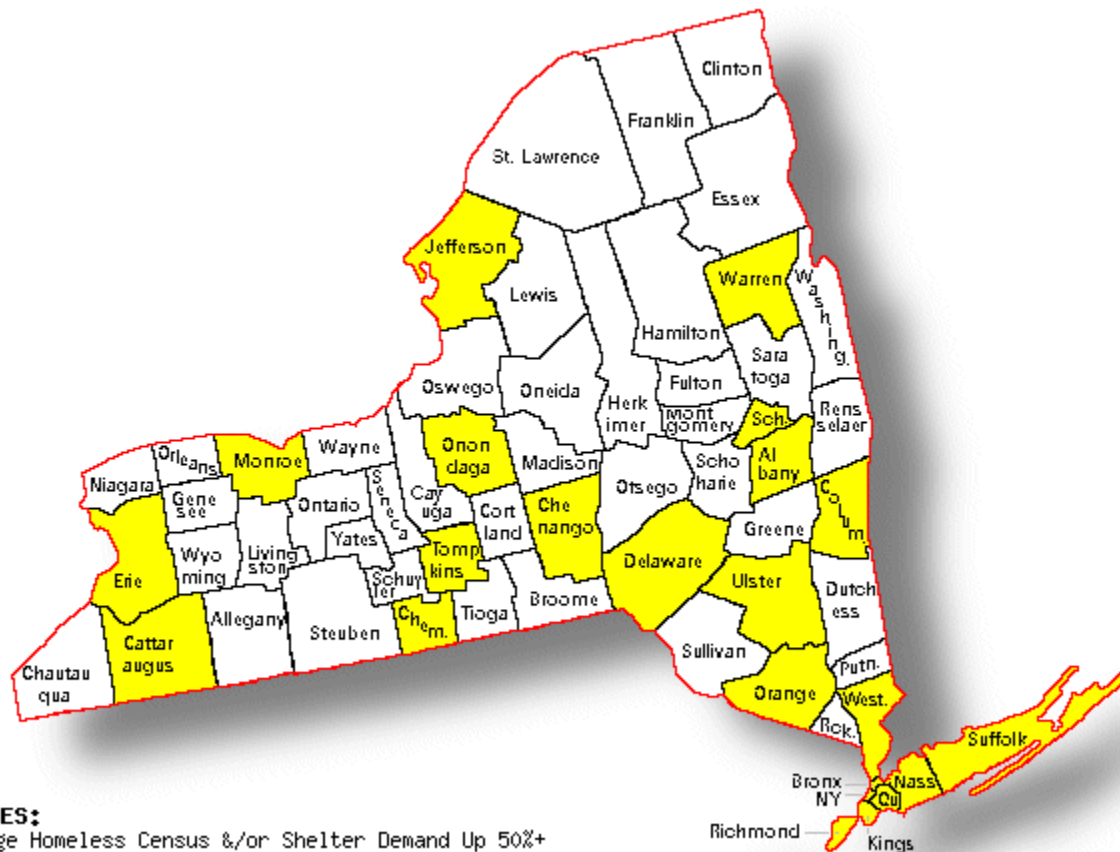
- NYS and NYC have jointly financed **more than 14,000 supportive housing units** via three NY/NY Agreements since 1990.
- **More than three-quarters** of the homeless people moving into this housing were still **stably housed after two years**.
- In the first five years of the New York/New York III supportive housing agreement, chronic homelessness among adults was **reduced by 47 percent**.
- However, the number of homeless New Yorkers sleeping in municipal shelters has **nearly doubled** since the start of the NY/NYIII Agreement.

# Record Homelessness in New York State

- A record **60,000 people, including 25,000 children** sleep in New York City homeless shelters each night. Thousands more sleep on the streets.
- **7,400 people** stay in shelters outside New York City every quarter with thousands more finding shelter in abandoned buildings and makeshift campsites.
  - Four out of five of those living in shelters are located in Albany, Erie, Monroe, Nassau, Onondaga, Orange, Schenectady, Suffolk, Ulster and Westchester Counties.
  - Recent increases in shelter demand are concentrated in Suffolk, Onondaga and Schenectady Counties, but some districts with smaller populations have also had increases of greater than 50 percent, including Cattaraugus, Chemung, Chenango, Columbia, Delaware, Jefferson, Tompkins, and Warren.

\*See map

# Significant or Significantly Rising Homelessness



## NOTES:

Large Homeless Census &/or Shelter Demand Up 50%+

Source: diymaps.net (c)

## The Unmet Need for Supportive Housing

- The homeless shelter census is **93 percent higher** than it was in May of 2006, the last significant low-water mark when there were 31,350 people staying in shelters each night.
- **More than 20,000** New York City households are found eligible for supportive housing each year but there is **only one housing unit available for every six eligible applicants**.
- The wait for supportive housing outside NYC forces many homeless people to **remain homeless for years**.
- The statewide estimated unmet **annual** need for supportive housing is **24,100 units**.



# Supportive Housing Solves Homelessness

- **Numerous studies show that supportive housing solves homelessness:**
  - Shelter use **decreased** by as many as **170 days** in the first year
  - Detoxification visits **declined 82 percent**
  - Hospitalizations were **reduced by 57 percent**
  - Emergency room use **dropped by 58 percent**
  - Days spent incarcerated **decreased** by as many as **7 days** in the first year

# Supportive Housing Improves Neighborhoods

- The Furman Center for Real Estate and Urban Policy studied the impact of 123 supportive housing residences in New York and found:
  - Properties closest to supportive housing **increased in value** and experienced **strong and steady growth** in the years after the supportive housing opened, regardless of the **size of the development (number of units) or the development's characteristics.**
  - Real estate in the same neighborhood increased in value more than comparable properties further from the supportive housing property **in both low and high density neighborhoods.**

## Supportive Housing Saves Tax Dollars

- Public costs for each homeless person moving into supportive housing **dropped on average by \$10,100** - after accounting for housing and service costs.
- In a rural setting, moving chronically homeless adults with disabilities into supportive housing **greatly reduced public costs**, including: Lower costs for shelter (99% less), jail (95%), mental health care (57%), ambulance services (32%), and emergency room visits (14%).
- Taxpayer costs were **reduced by nearly \$47,000 per person** when the highest cost homeless patients left hospitals for supportive housing.

# Campaign **4** NY/NY Housing

- The statewide **Campaign 4 New York/New York Housing** is asking Governor Cuomo to develop **35,000 new units** of supportive housing over the next ten years:
  - **23,350** units for adults,
  - **10,150** units for families (including young families, adult families, and those affected by domestic violence),
  - **1,500** units for youth.
- The solution to homelessness lies in helping the neediest New Yorkers recover their lives by providing them with safe, stable homes.
- **By wisely investing in this proven solution, we can**
  - ✓ **Solve homelessness**
  - ✓ **Improve our neighborhoods**
  - ✓ **Save tax dollars**

## What is Supportive Housing?

Supportive housing — permanent, affordable housing in which a range of on-site support services are available — provides low-income, disabled and formerly homeless people the help and support they need to stay housed and live independent, healthy and fulfilling lives. Supportive housing is the single most effective and cost-efficient way to reduce homelessness. It strengthens communities and helps integrate people with disabilities and other special needs into the life of their neighborhoods.

### Supportive housing and tenants

Because supportive housing is designed to meet tenants' needs with services that match their challenges, the people who live there thrive. Dozens of studies attest to the positive impacts of supportive housing: residents stay housed, get healthy and reconnect to the community.

### Supportive housing and communities

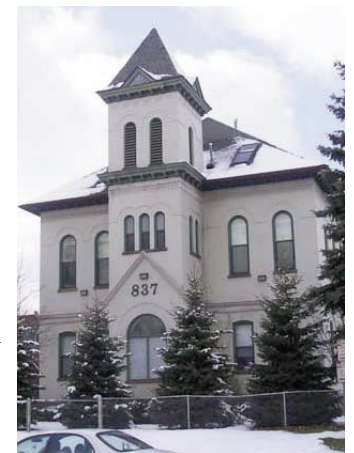
In 2008, the NYU Furman Center for Real Estate and Urban Policy conducted the largest and most rigorous study ever done of supportive housing's impact on neighborhoods. Examining eighteen years of data on sales of properties near 123 residences in New York City, the study concluded that, contrary to popular opinion, the values of properties closest to supportive housing residences actually *rose* over the norm. Contributing factors may include developers' use of blighted properties and buildings, which, when rehabilitated into quality housing instantly improve a block's visual appeal; developers and investors' insistence on high quality design, construction and property management; supportive housing's 24/7 staffing which frequently leads to improved neighborhood safety; long-term oversight by multiple private and public agencies; and local accountability associated with operation by local non-profits.

### Supportive housing and cost

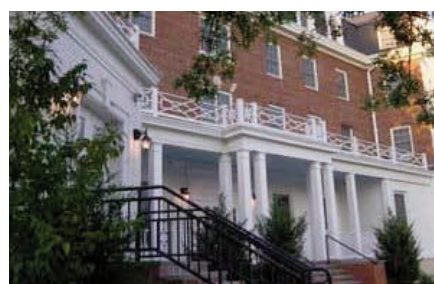
Study after study attest to the cost effectiveness of supportive housing. Not only is it significantly less expensive than the institutional alternatives that homeless and disabled people often cycle through - including shelters, institutions and hospitals - it ends tenants' dependence on emergency services for healthcare and treatment.



St. Peter's Residence, Albany



Monica Place, Rochester



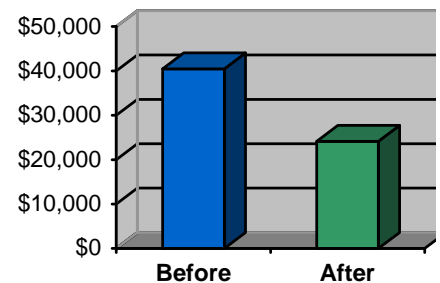
From left: YWCA of Binghamton and Broome County; Cornerstone Residence, Newburgh; resident of Sojourner House; Concern Riverhead, Riverhead; Johnson Park Apartments, Utica.



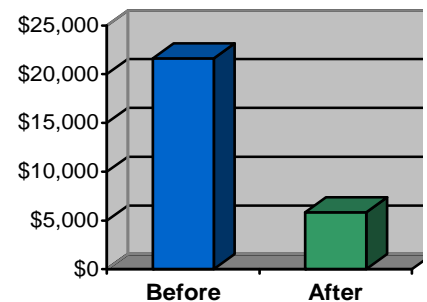
## Supportive Housing Reduces Spending on Services

Fifteen studies nationwide show that supportive housing dramatically reduces spending on services for homeless people. Three studies quantify total per-person costs 'before' and 'after' placement.

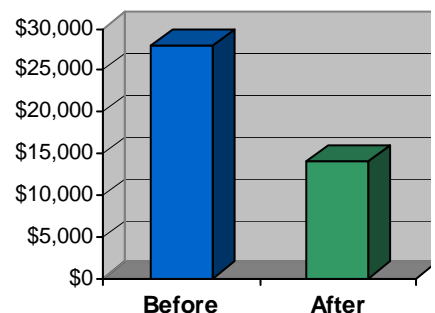
**New York, NY: \$16,282 less per unit per year<sup>1</sup>**



**Denver, CO: \$15,773 less per person per year<sup>2</sup>**



**Portland, ME: \$14,036 less per person per year<sup>3</sup>**



<sup>1</sup> Culhane, Dennis et al. "Public Service Reductions Associated with Placement of Homeless Persons with Severe Mental Illness in Supportive Housing." *Housing Policy Debate*, 2002.

<sup>2</sup> Perlman, Jennifer and John Parvensky. *Cost Benefit Analysis and Program Outcomes Report*. Denver Housing First Collaborative, 2006.

<sup>3</sup> Mondello, Melany, et al. *Cost of Homelessness: Cost Analysis of Permanent Supportive Housing*. Corporation for Supportive Housing/Maine Department of Health and Human Services, September 2007.

# Supportive housing reduces emergency room costs, detox costs, hospital costs and mental health inpatient costs.

**Emergency Rooms:** Six studies quantified tenants' average use of emergency room care before and after moving into supportive housing.

San Francisco I <sup>1</sup>	↓ <b>58%</b>
Seattle I <sup>2</sup>	↓ <b>74%</b>
Chicago <sup>3</sup>	↓ <b>50%</b>
Maine <sup>4</sup>	↓ <b>62%</b>
Cape Cod <sup>5</sup>	↓ <b>67%</b>
San Francisco II <sup>6</sup>	↓ <b>66%</b>

**De-Tox:** Four studies indicate that once chronic inebriates move into supportive housing, their need for costly detox services practically disappears.

Seattle II <sup>7</sup>	↓ <b>87%</b>
Colorado <sup>8</sup>	↓ <b>82%</b> (visits)
	↓ <b>84%</b> (costs)
Minneapolis <sup>9</sup>	↓ <b>89%</b>
Seattle I	↓ <b>97%</b>

**Hospitals:** As tenants stabilize and begin managing their chronic illnesses, use of hospitals falls sharply, according to seven studies.

San Francisco I	↓ <b>57%</b>
Colorado	↓ <b>40%</b>
San Francisco II	↓ <b>44%</b>
Seattle I	↓ <b>75%</b>
Chicago	↓ <b>42%</b>
Maine	↓ <b>59%</b>
Seattle II	↓ <b>41%</b>

**Psychiatric Inpatient:** Once mentally ill homeless tenants are placed in supportive housing, their use of psychiatric inpatient services drops significantly, replaced by on-site services.

Maine	↓ <b>41%</b>
New York <sup>10</sup>	↓ <b>60%</b>
Illinois <sup>11</sup>	↓ <b>49%</b>
San Francisco I	↓ <b>100%</b>

<sup>1</sup> Proscio, Tony. *Supportive Housing and Its Impact on the Public Health Crisis of Homelessness*. Corporation for Supportive Housing, 2000.

<sup>2</sup> Debra Srebnik, Ph.D. *One Year Outcomes Report for Plymouth on Stewart "Begin at Home" Program*, King County Mental Health and Chemical Abuse and Dependency Services Division, October 2007.

<sup>3</sup> *Initial Findings of the Chicago Housing for Health Project*. Presented at National Housing and HIV/AIDS Summit, March 2008.

<sup>4</sup> Mondello, Melany, et al. *Cost of Homelessness: Cost Analysis of Permanent Supportive Housing*. Corporation for Supportive Housing/Maine Department of Health and Human Services, September 2007.

<sup>5</sup> Hamilton, Lee M. *Costs Of Homelessness: A Study Of Current and Formerly Chronically Homeless 28 Individuals On Cape Cod, Massachusetts*. Cape Cod Commission, 2009.

<sup>6</sup> Martinez, Tia E. and Martha R. Burt. "Impact of Permanent Supportive Housing on the Use of Acute Care Health Services by Homeless Adults." *Psychiatric Services*, July 2006.

<sup>7</sup> *1811 Eastlake: First-Year Preliminary Findings*. Downtown Emergency Service Center, November 2007.

<sup>8</sup> Perlman, Jennifer and John Parvensky. *Cost Benefit Analysis and Program Outcomes Report*. Denver Housing First Collaborative, 2006.

<sup>9</sup> Thornquist, Lisa. *Anishinabe Wakiagun Residents' Use of Emergency Services in Hennepin County, MN*. Hennepin County Adult Services Chemical Health Division, 2001.

<sup>10</sup> Culhane, Dennis et al. "Public Service Reductions Associated with Placement of Homeless Persons with Severe Mental Illness in Supportive Housing." *Housing Policy Debate*, 2002.

<sup>11</sup> Noqaski, Alyssa, et al. *Supportive Housing in Illinois: A Wise Investment*. The Heartland Alliance Mid-America Institute on Poverty, 2009.





# *The* STATE *of* HOMELESSNESS IN AMERICA

20



16

AN EXAMINATION OF TRENDS IN HOMELESSNESS, HOMELESS ASSISTANCE,  
AND AT-RISK POPULATIONS AT THE NATIONAL AND STATE LEVELS.



National Alliance to  
END HOMELESSNESS





The National Alliance to End Homelessness is a leading voice on the issue of homelessness. To accomplish its mission of ending homelessness, the Alliance uses data and research to identify the nature of, and solutions to, the problem. It analyzes policy to determine how best to advance these solutions. And, it helps build the capacity of communities to implement strategies that help them end homelessness.



The Homelessness Research Institute (HRI), the research and education arm of the National Alliance to End Homelessness, works to end homelessness by building and disseminating knowledge. The goals of HRI are to build the intellectual capital around solutions to homelessness; to advance data and research to ensure that policymakers, practitioners, and the caring public have the best information about trends in homelessness and emerging solutions; and to engage the media to promote the proliferation of solid data and information on homelessness.

An aerial, high-angle photograph of a dense urban skyline, likely New York City, featuring numerous skyscrapers and buildings. The image is in grayscale and serves as the background for the document's table of contents.

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# EXECUTIVE SUMMARY

The State of Homelessness in America 2016 is the sixth in a series of reports charting progress in ending homelessness in the United States. It is intended to serve as a desktop reference for policymakers, journalists, and community and state leaders.

## REPORT CONTENTS

This report uses the most recently available data from the U.S. Department of Housing and Urban Development (HUD), the U.S. Census Bureau, and the U.S. Bureau of Labor Statistics to present national and state trends in homelessness, populations at risk of homelessness, and the types and utilization of homeless assistance. Chapter 1 details national and state trends from 2014 to 2015 in the overall homeless population and subpopulations, including individuals, families, and veterans. Chapter 2 presents trends in populations at risk of homelessness from 2013 to 2014, including households experiencing severe housing cost burden and people living doubled up with family and friends. Chapter 3 analyzes trends in the types and scope of assistance available to people experiencing homelessness and utilization of those resources from 2014 to 2015.

## REPORT HIGHLIGHTS

### HOMELESSNESS

On a single night in January 2015, 564,708 people were experiencing homelessness<sup>1</sup> — meaning they were sleeping outside or in an emergency shelter or transitional housing program. From 2014 to 2015, overall homelessness decreased by 2.0 percent and homelessness decreased among every major sub-population: unsheltered persons (1.2 percent), families (4.6 percent), chronically homeless individuals (1.0 percent), and veterans (4.0 percent).

- In total, 33 states and the District of Columbia (D.C.) reported decreases in overall homelessness, while 16 states reported increases. The states with decreases in homelessness were concentrated in the South and Midwest.
- Despite a national decrease in unsheltered homelessness, only 18 states reported decreases in the number of people living in unsheltered locations, including the street, cars, and abandoned buildings. The national decrease in unsheltered homelessness was driven in large part by decreases in unsheltered homelessness in Florida, Texas, and Georgia.
- The national rate of homelessness in 2015 fell to 17.7 homeless people per 10,000 people in the general population from 18.3 in 2014. The rates in individual states ranged from 111 in D.C. to 7 in Mississippi.
- The rate of veteran homelessness continued its descent of the past several years to 24.8 homeless veterans per 10,000 veterans in the general population. The rates in individual states ranged from 145 in D.C. to 9 in Virginia.
- The majority of states had decreases in every major subpopulation: family homelessness (33 states and D.C.), chronically homeless individuals (31 states and D.C.), and veteran homelessness (33 states).

### POPULATIONS AT RISK OF HOMELESSNESS

Many poor people are at risk of homelessness. Ultimately, this is because it is hard for them to afford housing. Unemployment, housing cost burden, and living doubled up are indications of this struggle to afford housing. Longitudinal trends and changes from 2013 to 2014 indicate populations at risk of homelessness may be starting to benefit from the economic recovery.

- In 2014, 7 million people in poor households were doubled up with family and friends, the most common prior living situation before becoming homeless. This represents a 9 percent decrease from 2013 and the first significant decrease in the size of this at-risk population since the Great Recession. Forty-seven states and D.C. had decreases. Still, the number of people in poor households living doubled up is 52 percent higher now than in 2007, prior to the recession.
- The number of poor renter households experiencing severe housing cost burden, those households in poverty paying more than 50 percent of their income toward housing, totaled 6.6 million in 2014, increasing 2.1 percent nationally from 2013, with 32 states seeing an increase. Since 2007, the number of poor households with severe housing cost burden has increased 27.7 percent and has plateaued since the recession instead of decreasing with the recovery.
- From 2013 to 2014, the number of unemployed people fell 16 percent, and the unemployment rate continued its multi-year decline, falling to 6.2 percent in 2014. Every state and D.C. saw decreases in the number of unemployed people.
- The number of people in poverty (48.2 million) and the poverty rate (15.5 percent) remained relatively steady in 2014. Thirty-two states and D.C. saw a decrease in the number of people in poverty; 18 saw an increase.

<sup>1</sup> National estimates of homelessness include Guam, Puerto Rico, and the Virgin Islands, but these jurisdictions are not included in the totals of states seeing increases or decreases.



## HOMELESS ASSISTANCE SYSTEM

Communities across the country respond to homelessness with a variety of housing and services programs, including emergency shelters, transitional housing, rapid re-housing, and permanent supportive housing. The HEARTH Act, passed in 2009, placed a greater emphasis on permanent supportive housing and rapid re-housing as permanent housing solutions to homelessness. The shift away from transitional housing to permanent housing began to be seen in 2013 and has continued in 2015.

- Rapid re-housing capacity grew dramatically for a second year—an increase of 22,529 beds. This represents a 59.6 percent increase from 2014 to 2015 and a 204 percent increase from 2013 to 2015. Thirty-eight states and D.C. increased rapid re-housing capacity from 2014 to 2015.
- The number of permanent supportive housing beds continued to grow from 2014 to 2015 by 18,930 beds (6.3 percent) to a total of 319,212 beds. Thirty-five states reported increases and 15 states and D.C. reported decreases.
- Transitional housing capacity continued to decrease nationwide with 40 states and D.C. reducing capacity. Despite the decrease in capacity, utilization of transitional housing was low, with 81.7 percent of beds filled at the time of the point-in-time count. This is the lowest utilization of transitional housing recorded since 2007.

## MOVING FORWARD

The number of people who are homeless, defined as those sleeping outside and in homeless assistance programs, continues to decrease despite the fact that the size of low-income populations in at-risk housing situations remains significantly above pre-recession levels. These decreases are likely due in part to the effectiveness of targeted federal funding to address homelessness administered by a variety of federal agencies, including HUD, the U.S. Department

of Veteran Affairs, the U.S. Department of Health and Human Services, and the U.S. Department of Education. These federal programs and the public and private homeless assistance efforts in states and local communities have increasingly shifted to a focus on permanent housing solutions, such as permanent supportive housing and rapid re-housing. Since 2007, permanent supportive housing capacity has grown 69 percent nationally and, since beginning to be funded by HUD McKinney-Vento homeless assistance programs in 2013, rapid re-housing capacity has grown 204 percent nationally.

Homelessness may be decreasing, probably due in part to improvements in homeless assistance and increasing investment in proven solutions by the federal government, but this alone cannot overcome the inability of low-income households to afford housing. Housing is difficult to access and maintain for a large swath of the American public due to a lack of affordable housing stock combined with insufficient and stagnant incomes. This was the case prior to the recession, worsened during the recession, and has not improved substantially since the end of the recession. In fact, it appears that lower-income populations may not be experiencing the same benefits of the improving economy as those in higher income levels despite decreases in unemployment. And, the recovery of the housing market is making housing even more difficult to afford than earlier in the recovery when rents remained lower. Simultaneously, many low-income assistance programs are facing federal spending cuts and caps. The homeless assistance system is doing what it can to serve those in the country with the most desperate housing needs, but the federal government should prioritize investment in affordable housing and other efforts to improve economic conditions for low-income populations.



## CHAPTER ONE

# HOMELESSNESS IN AMERICA

The January 2015 point-in-time count,<sup>2</sup> which identified 564,708 people experiencing homelessness,<sup>3</sup> is the most recent national estimate of homelessness in the United States. This translates to a national rate of homelessness of fewer than 18 homeless persons out of every 10,000 persons in the general public on a single night. From 2014 to 2015, homelessness decreased overall and amongst every major subpopulation: unsheltered homelessness, families, chronically homeless individuals, and veterans. Homeless unaccompanied youth and children represented 6.5 percent of the overall homeless population, but it remains unlikely that the point-in-time counts present an accurate enumeration of this population.<sup>4</sup>

This chapter provides longitudinal national trends in overall homelessness and all subpopulations. State-by-state changes from 2014 to 2015 are detailed for overall homelessness and for each subpopulation.

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<sup>2</sup> Every year, during the last 10 days of January, communities across the country conduct an enumeration of homeless persons living in emergency shelter, transitional housing, or on the street, in what is commonly known as a point-in-time count. See page 10 for more information on point-in-time counts.

<sup>3</sup> For the purposes of this report, homelessness or homeless refers to the definition set by HUD, which considers an individual homeless if he or she lives in an emergency shelter, transitional housing program (including safe havens), or a place not meant for human habitation, such as a car, abandoned building, or on the streets.

<sup>4</sup> Unaccompanied children and youth were first differentiated in the point-in-time counts in 2013 and communities are still adopting and developing strategies to ensure that homeless youth are captured during the point-in-time count.

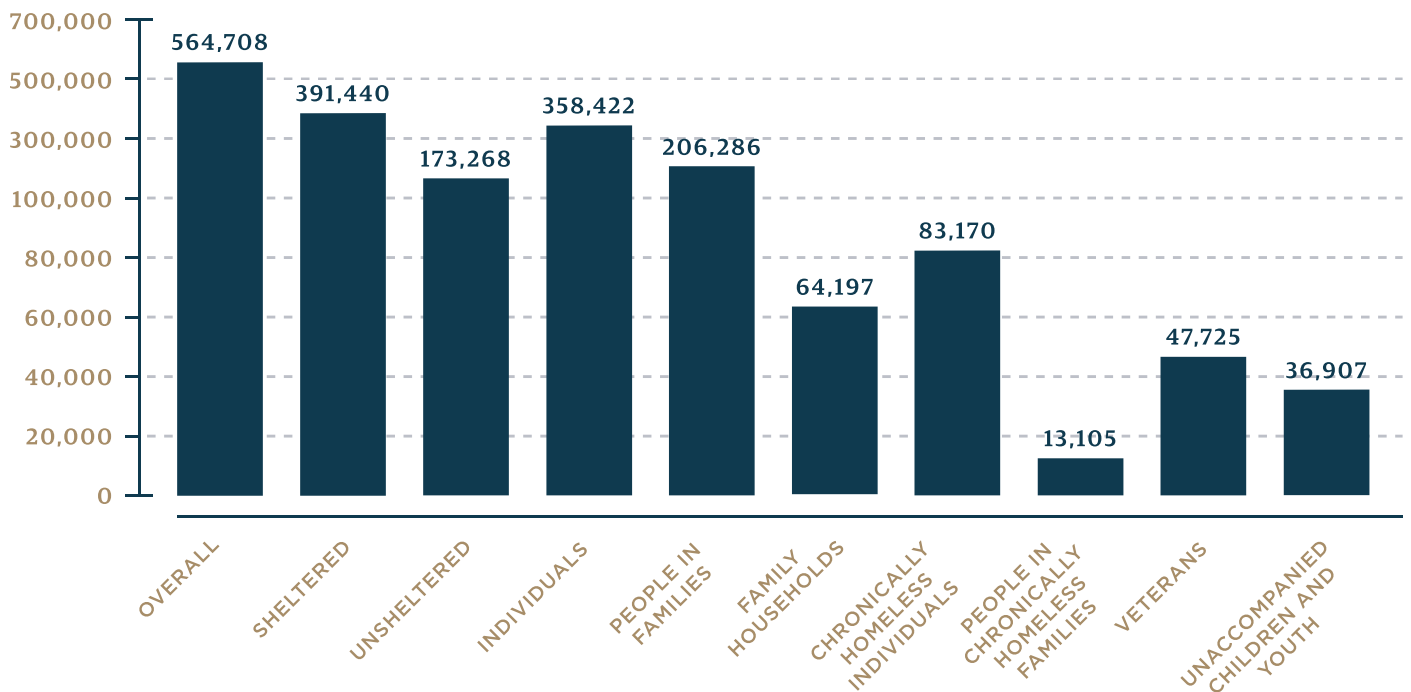
## HOMELESS POPULATION AND SUBPOPULATIONS

The January 2015 point-in-time count identified 564,708 people experiencing homelessness. Though the vast majority of the homeless population (391,440 people) lived in some form of shelter or in transitional housing at the time of the point-in-time count in 2015, approximately 31 percent (173,268 people) lived in a place not meant for human habitation, such as the street or an abandoned building.

The largest subpopulation experiencing homelessness was individuals, comprising almost 63 percent of all homeless people (358,422 people). About 37 percent were people in families (206,286 people in 64,197 households). Individuals who were chronically homeless represented almost 15 percent (83,170 people) of the homeless population, while people in chronically homeless families made up approximately 2 percent (13,105 people) of the homeless population. About 8 percent of the homeless population was made up of veterans (47,725 people). Unaccompanied youth and children accounted for 6.5 percent of the total homeless population (36,907 people).<sup>5</sup>

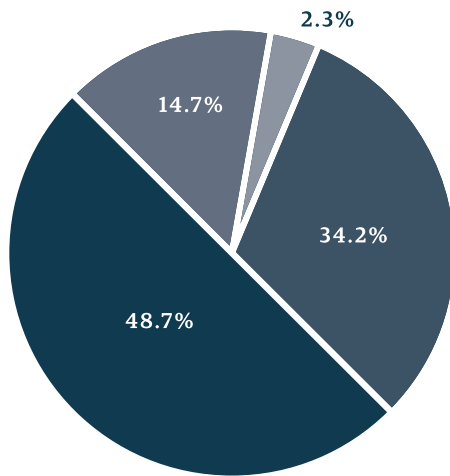
Figures 1.1 and 1.2 illustrate the breakdown of homeless populations and subpopulations in 2015.

**FIGURE 1.1**  
**HOMELESS POPULATION AND SUBPOPULATIONS, 2015**



<sup>5</sup> An individual or family is considered chronically homeless if he or she or, in the case of a family, a head of a household, has a disabling condition and has been continuously homeless for 1 year or more or has experienced at least 4 episodes of homelessness in the last 3 years. Prior to the 2013 point-in-time count, information on chronic homelessness was collected only for individuals. Starting in 2013, information on chronic homelessness was collected for both individuals and families.



**FIGURE 1.2****MAJOR HOMELESS SUBPOPULATIONS, 2015**

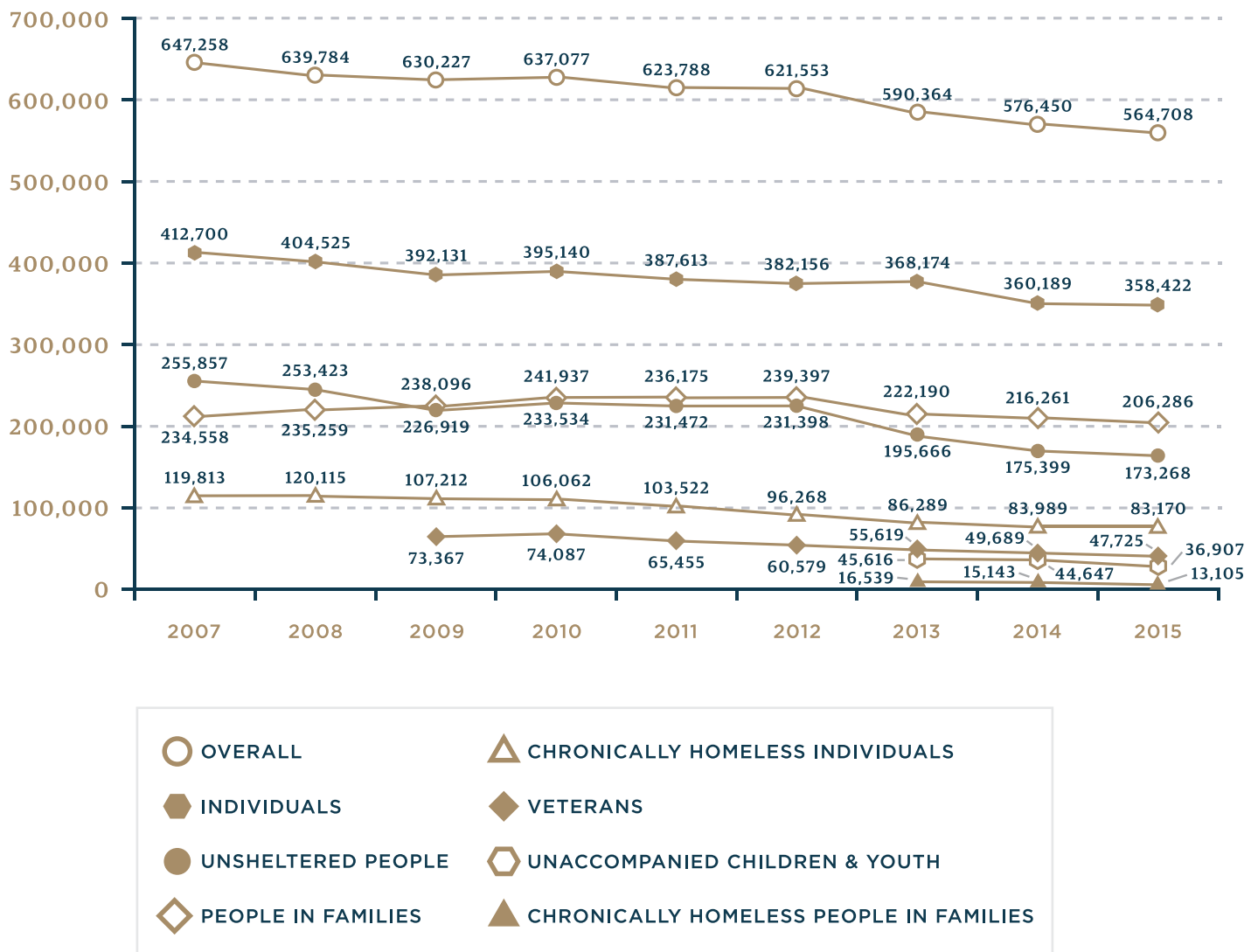
- NON-CHRONICALLY HOMELESS INDIVIDUALS (275,252)
- PEOPLE IN NON-CHRONICALLY HOMELESS FAMILIES (193,181)
- CHRONICALLY HOMELESS INDIVIDUALS (83,170)
- PEOPLE IN CHRONICALLY HOMELESS FAMILIES (13,105)



## NATIONAL TRENDS IN THE HOMELESS POPULATION AND SUBPOPULATIONS

Since 2007, homelessness has decreased overall and across every subpopulation (see Figure 1.3), but the most dramatic decreases in homelessness have been amongst veterans (35 percent decrease since 2009), people living in unsheltered locations (32 percent decrease since 2007), and people experiencing chronic homelessness (31 percent decrease since 2007).

**FIGURE 1.3**  
**SUBPOPULATION TRENDS, 2007-2015**



## *Point-In-Time*

# ESTIMATES *of* HOMELESSNESS

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*The State of Homelessness in America* series and many prior reports on the incidence and prevalence of homelessness use point-in-time counts as the measure to evaluate progress in ending homelessness. On a given night in January, communities, organized into Continuums of Care (CoCs), count the number of people experiencing homelessness in emergency shelters, transitional housing, and sleeping outside and in other places not meant for human habitation.<sup>6</sup> Electronic administrative records are used to enumerate people living in emergency shelters and transitional housing. An organized unsheltered count is conducted by outreach workers and volunteers who canvas CoCs to enumerate the people who appear to be living in places not meant for human habitation. Unsheltered counts are required every other year, although most communities conduct an unsheltered count annually.<sup>7</sup> These two counts, the sheltered and unsheltered counts, provide information on nationwide trends in homelessness. CoCs report the data to HUD through the annual application for homeless assistance grants as well as through the Homelessness Data Exchange (HDX). This data is disseminated through the Annual Homeless Assessment Report to Congress (AHAR).

**POINT-IN-TIME COUNTS ARE THE ONLY MEASURE THAT CAPTURE SHELTERED AND UNSHELTERED PEOPLE EXPERIENCING HOMELESSNESS.**

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The point-in-time counts are not without limitations. There is variation in count methodology year-to-year within and across communities. Unsheltered counts have more limitations than sheltered counts and there is more variation in methodology. Point-in-time counts are, however, the only measure that enumerates people experiencing unsheltered homelessness in addition to those who are sheltered. And, despite its flaws, the annual point-in-time counts result in the most reliable estimate of people experiencing homelessness in the United States from which progress can be measured.

<sup>6</sup> There are populations other than those captured in the point-in-time count that are eligible for homeless assistance services, including those who will be without housing within 14 days or are living unstably doubled up or couch-surfing.

<sup>7</sup> Communities were mandated to conduct an unsheltered count in 2015, but not in 2014. 78 percent of communities completed an unsheltered count in 2014. For the purposes of the year-to-year comparisons between 2014 and 2015, if a community did not conduct an unsheltered count in 2014, the 2013 unsheltered number was used.

## NATIONAL AND STATE RATES OF HOMELESSNESS

National trends and overall totals do not provide a complete picture of homelessness across the country. Larger and more populous areas have greater numbers of people experiencing homelessness, but not necessarily higher rates of homelessness. Similarly, as the overall population of the country grows, one may see the homeless population grow, although the frequency of homelessness remains the same. By calculating the rate of homelessness, one can see trends in homelessness in relation to the size of and trends in the general population of the nation or an individual state.

In 2015, the national rate of people experiencing homelessness was 17.7 people experiencing homelessness per 10,000 people in the general population. Since 2007, the size of the overall homeless population has only decreased 12.8 percent, but the rate of homelessness has decreased by 17.7 percent. This indicates that homelessness has decreased despite increases in the general population (see Figure 1.4).

Similarly, examining rates of homelessness can provide a clearer picture of the prevalence of homelessness in individual states (see Figure 1.5). For example, Texas is the state with the 4th highest number of people experiencing homelessness (23,678 people on a given night in 2015), but has a rate of homelessness significantly lower than the national rate of homelessness.

**FIGURE 1.4**

### CHANGE IN NATIONAL RATE OF HOMELESSNESS, 2007-2015

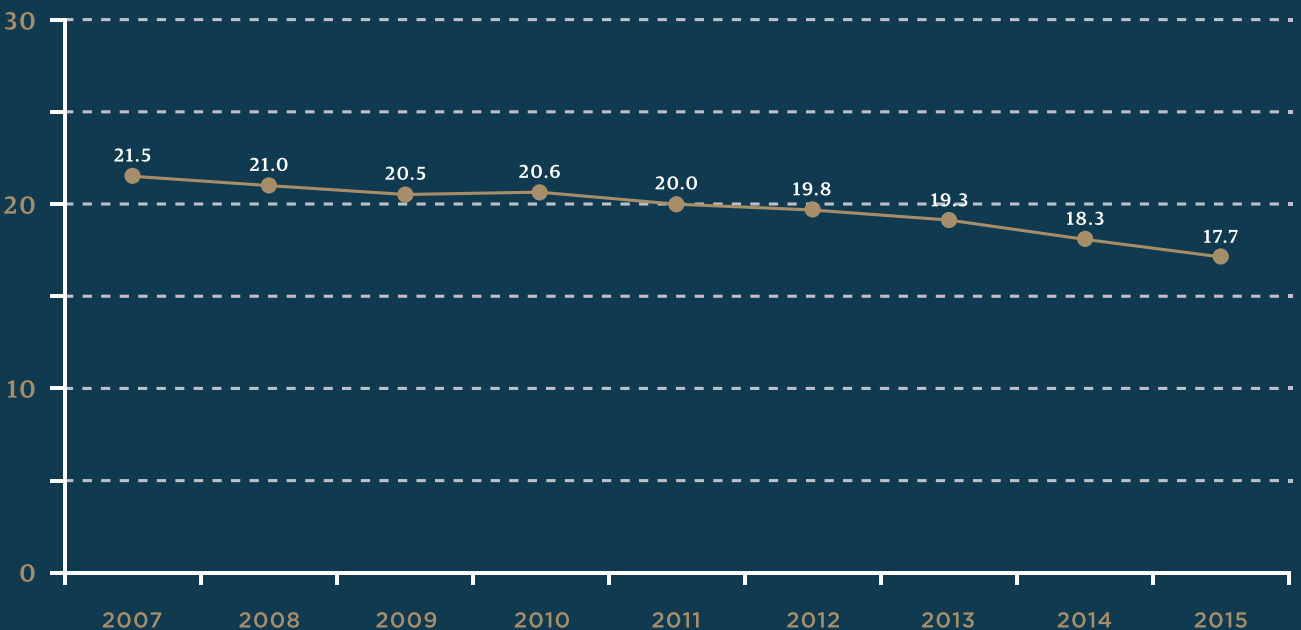
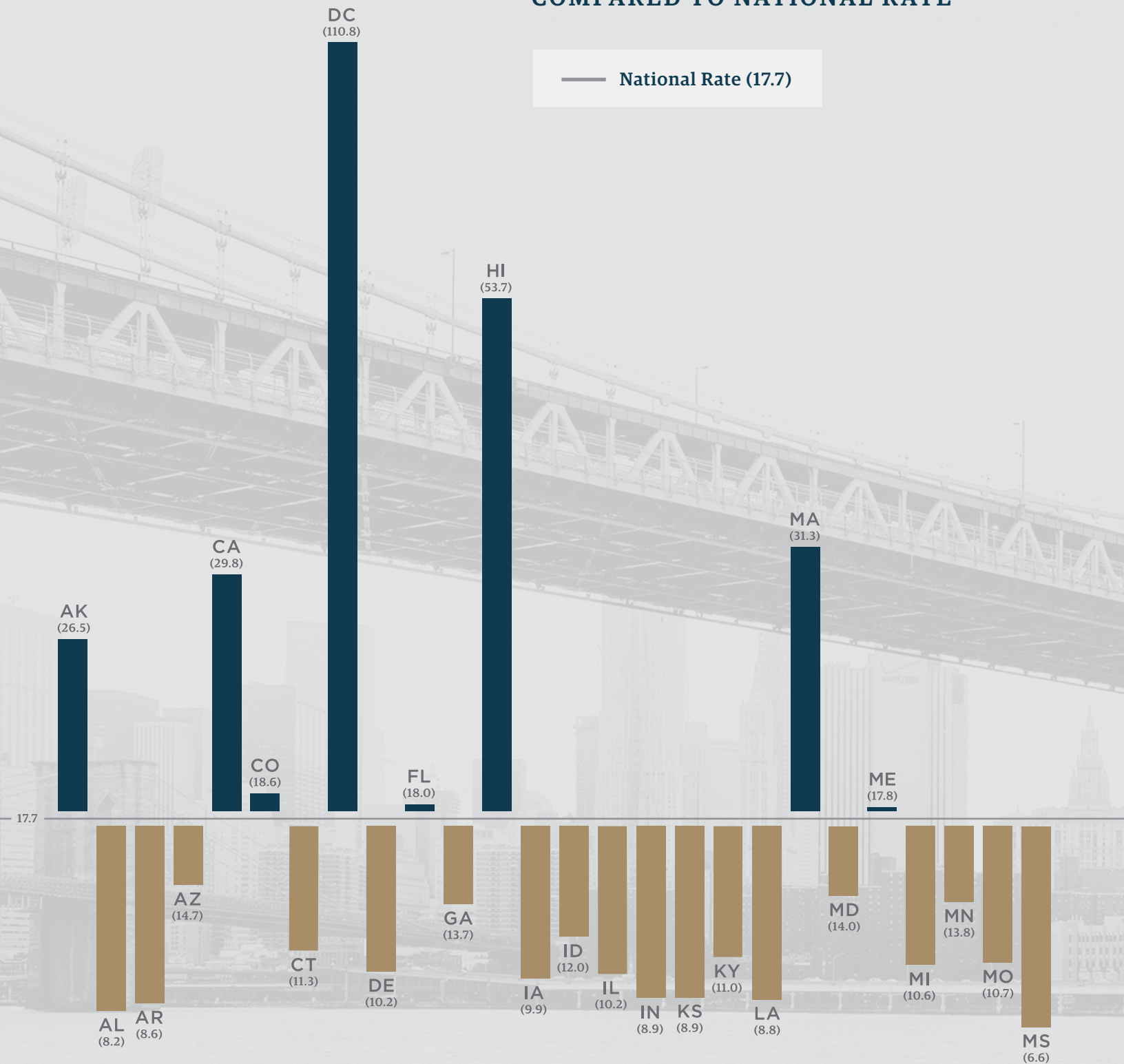
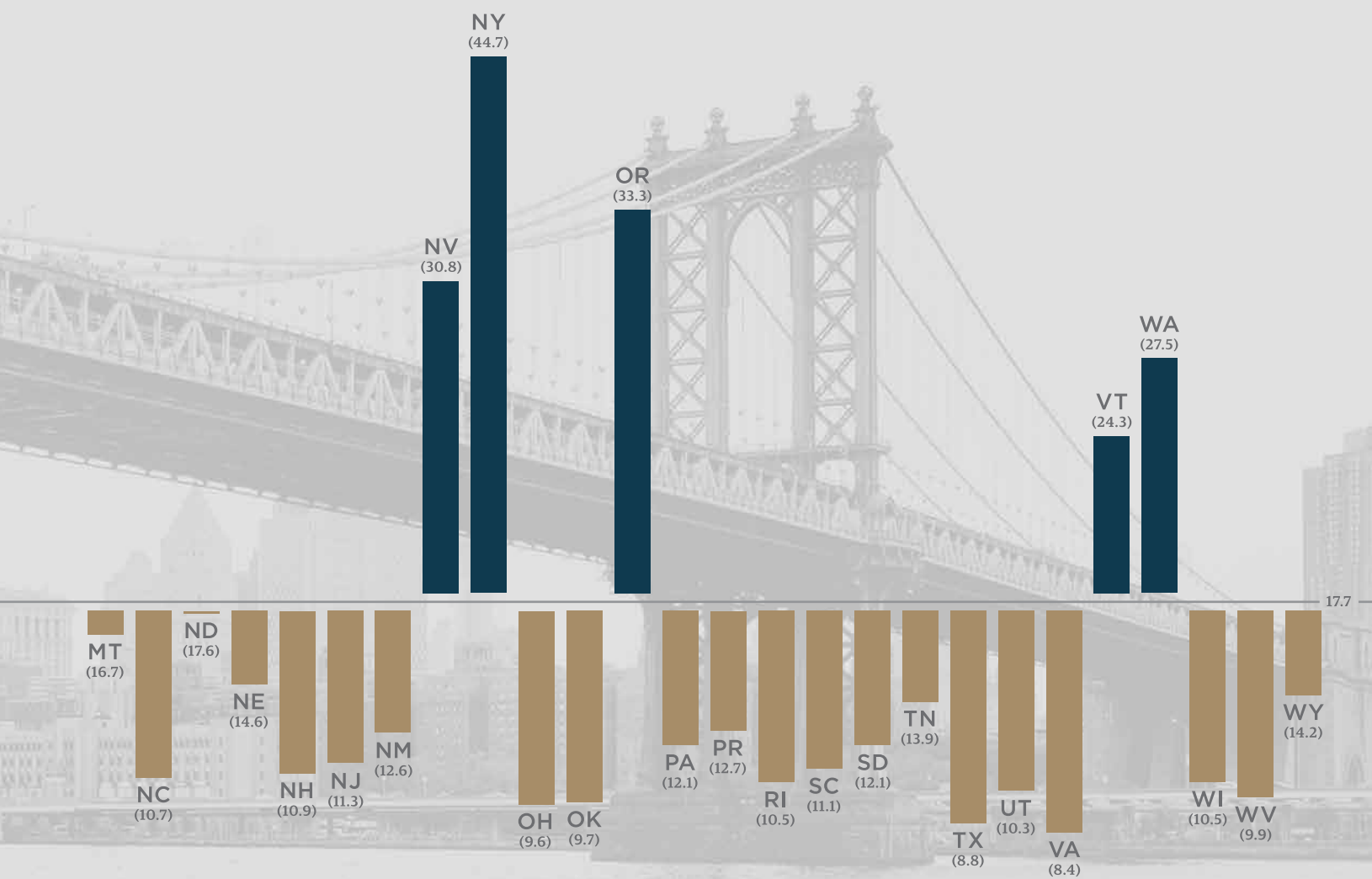


FIGURE 1.5

## 2015 STATE RATES OF HOMELESSNESS COMPARED TO NATIONAL RATE





## STATE TRENDS IN HOMELESSNESS

### OVERALL HOMELESSNESS

The number of people experiencing homelessness in America decreased by 2.0 percent from 2014 to 2015, but trends varied among states: 33 states and D.C. reported decreases in overall homelessness, while 16 states reported increases (see Map 1.1 and Table 1.1).

States with decreases in homelessness were concentrated in the South and Midwest with many states in those regions seeing significant decreases in homelessness. Additionally, large decreases were seen in three large and populous states that are among the states with the most people experiencing homelessness: Florida (5,642 people fewer), Texas (4,817 fewer people), and Georgia (2,731 fewer people).

Increases in homelessness were concentrated in the West and Northeast and the two states with the largest homeless populations: New York (7,660 more people) and California (1,786 more people).

MAP 1.1

### CHANGE IN OVERALL HOMELESSNESS, 2014-2015

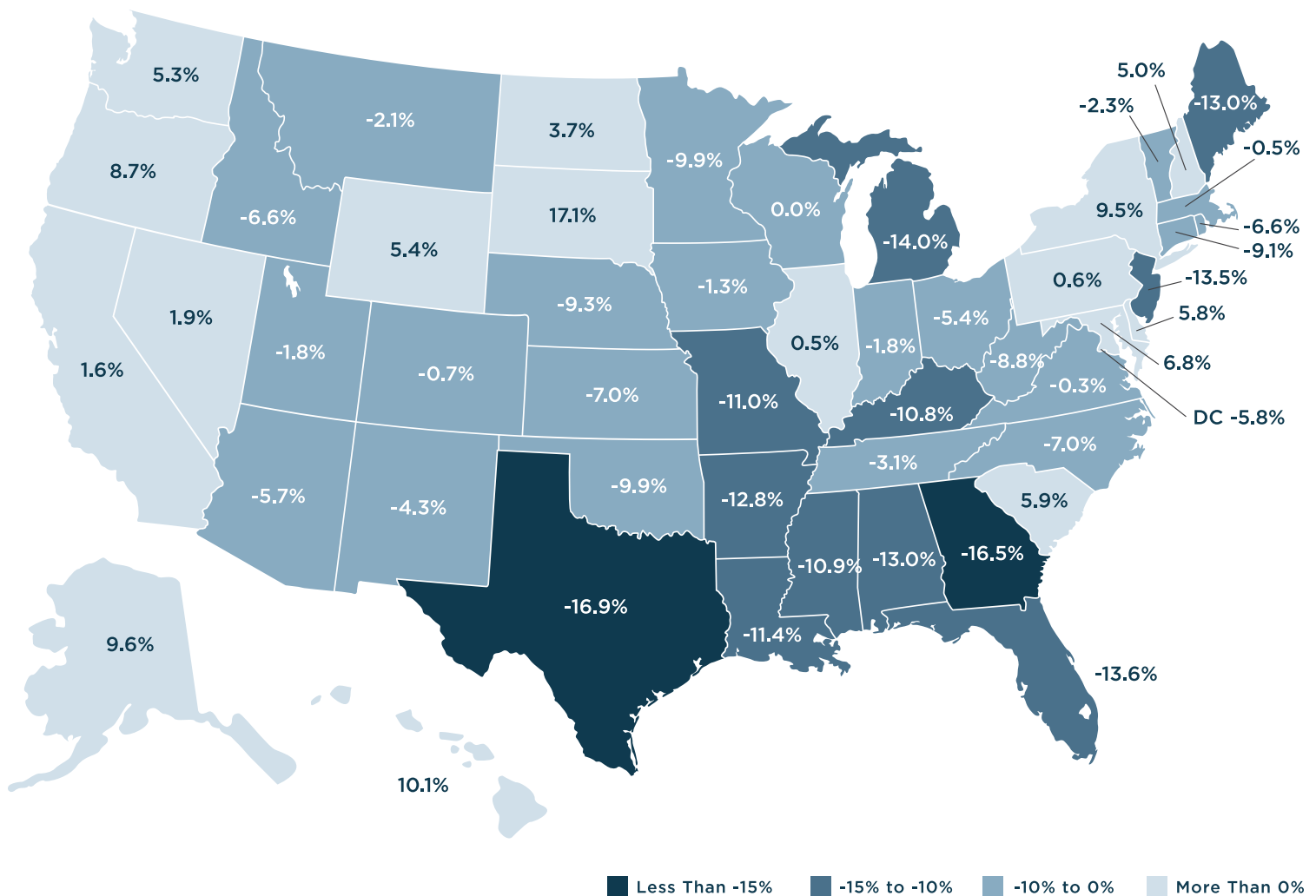




TABLE 1.1

## CHANGE IN OVERALL HOMELESSNESS, 2014-2015

ST	2015 Homeless Persons	2014 Homeless Persons	% Change	2015 Rate Per 10,000	ST	2015 Homeless Persons	2014 Homeless Persons	% Change	2015 Rate Per 10,000
AK	1,956	1,784	9.6%	26.5	MT	1,709	1,745	-2.1%	16.7
AL	3,970	4,561	-13.0%	8.2	NC	10,685	11,491	-7.0%	10.7
AR	2,560	2,936	-12.8%	8.6	ND	1,305	1,258	3.7%	17.6
AZ	9,896	10,495	-5.7%	14.7	NE	2,744	3,026	-9.3%	14.6
CA	115,738	113,952	1.6%	29.8	NH	1,445	1,376	5.0%	10.9
CO	9,953	10,028	-0.7%	18.6	NJ	10,098	11,671	-13.5%	11.3
CT	4,047	4,450	-9.1%	11.3	NM	2,629	2,746	-4.3%	12.6
DC	7,298	7,748	-5.8%	110.8	NV	8,743	8,582	1.9%	30.8
DE	953	901	5.8%	10.2	NY	88,250	80,590	9.5%	44.7
FL	35,900	41,542	-13.6%	18.0	OH	11,182	11,823	-5.4%	9.6
GA	13,790	16,521	-16.5%	13.7	OK	3,777	4,191	-9.9%	9.7
GU	1,280	1,356	-5.6%	-	OR	13,226	12,164	8.7%	33.3
HI	7,620	6,918	10.1%	53.7	PA	15,421	15,333	0.6%	12.1
IA	3,081	3,122	-1.3%	9.9	PR	4,518	4,132	9.3%	12.7
ID	1,966	2,104	-6.6%	12.0	RI	1,111	1,190	-6.6%	10.5
IL	13,177	13,107	0.5%	10.2	SC	5,354	5,057	5.9%	11.1
IN	5,863	5,971	-1.8%	8.9	SD	1,036	885	17.1%	12.1
KS	2,588	2,783	-7.0%	8.9	TN	9,123	9,415	-3.1%	13.9
KY	4,538	5,089	-10.8%	11.0	TX	23,678	28,495	-16.9%	8.8
LA	4,081	4,606	-11.4%	8.8	UT	3,025	3,081	-1.8%	10.3
MA	21,135	21,237	-0.5%	31.3	VA	7,001	7,020	-0.3%	8.4
MD	8,390	7,856	6.8%	14.0	VI	337	448	-24.8%	-
ME	2,372	2,726	-13.0%	17.8	VT	1,523	1,559	-2.3%	24.3
MI	10,516	12,227	-14.0%	10.6	WA	19,419	18,442	5.3%	27.5
MN	7,546	8,377	-9.9%	13.8	WI	6,057	6,055	0.0%	10.5
MO	6,482	7,282	-11.0%	10.7	WV	1,835	2,013	-8.8%	9.9
MS	1,983	2,226	-10.9%	6.6	WY	798	757	5.4%	14.2
					USA	564,708	576,450	-2.0%	17.7

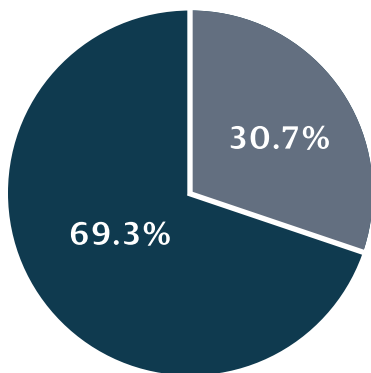


FIGURE 1.6

## SHELTERED AND UNSHELTERED PROPORTIONS, OVERALL HOMELESSNESS, 2015





## UNSHELTERED HOMELESSNESS

Most people experiencing homelessness do so while in emergency shelter or transitional housing, but approximately one-third (30.7 percent) of the homeless population was unsheltered during a single night in January 2015. This means they were living in a place unfit for human habitation, such as on the street, in a car, or in an abandoned building. Throughout Chapter 1, the proportion of each subpopulation that was unsheltered nationally will be shown in a pie chart on the same page as state trends.

From 2014 to 2015, the number of people experiencing unsheltered homelessness decreased by 1.2 percent, but most states (32 states and D.C.) reported increases in unsheltered homelessness (see Map 1.2 and Table 1.2). The national decrease in unsheltered homelessness is significantly driven by decreases in unsheltered homelessness in three states: Florida (4,674 fewer people), Texas (2,781 fewer people), and Georgia (2,504 fewer people).

**MAP 1.2**

### CHANGE IN UNSHELTERED HOMELESSNESS, 2014-2015

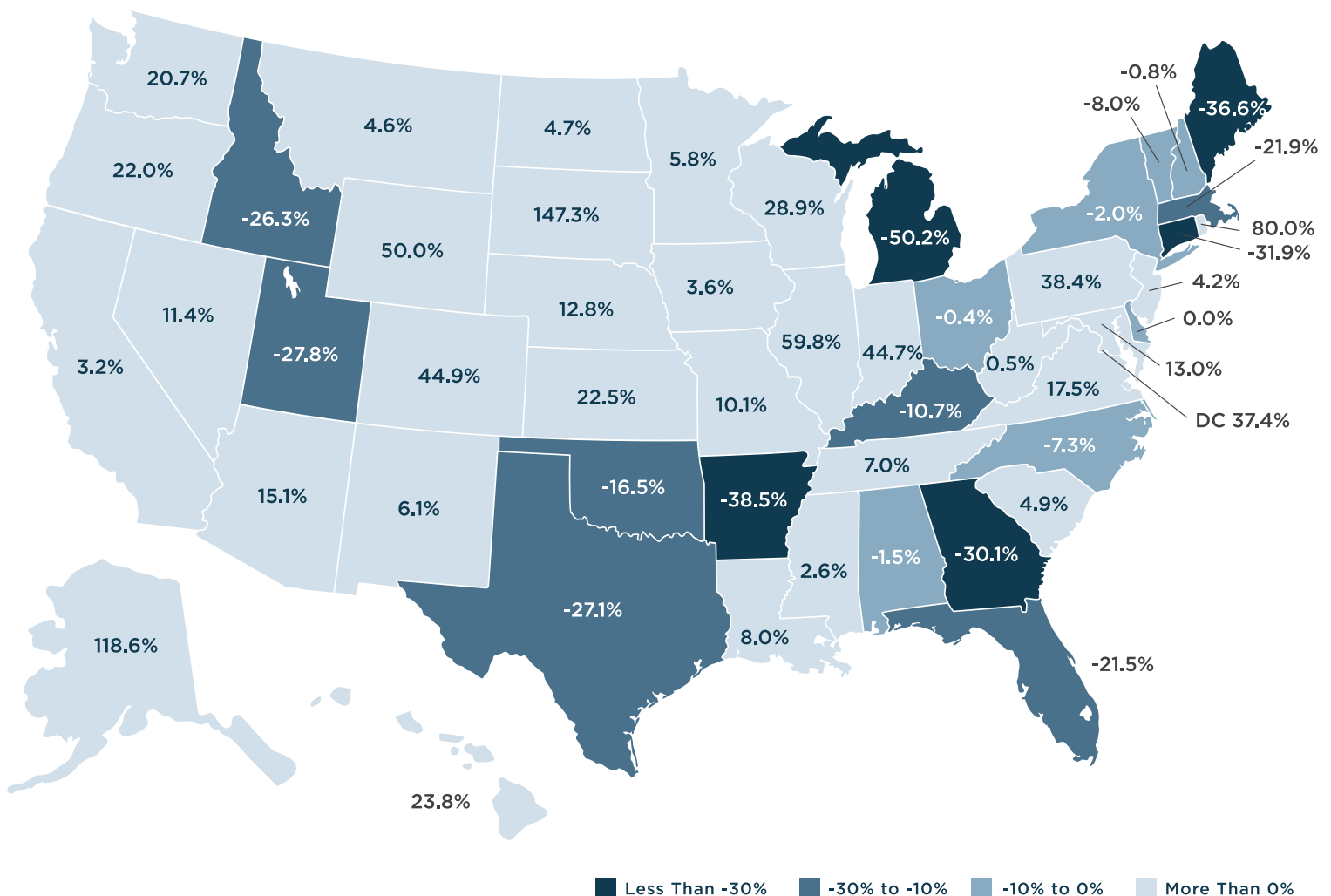


TABLE 1.2

## CHANGE IN UNSHELTERED HOMELESSNESS, 2014-2015

ST	2015 Unsheltered Persons	2014 Unsheltered Persons	% Change	ST	2015 Unsheltered Persons	2014 Unsheltered Persons	% Change
AK	317	145	118.6%	MT	872	834	4.6%
AL	1,027	1,043	-1.5%	NC	2,425	2,617	-7.3%
AR	882	1,433	-38.5%	ND	486	464	4.7%
AZ	2,957	2,569	15.1%	NE	123	109	12.8%
CA	73,699	71,437	3.2%	NH	132	133	-0.8%
CO	2,819	1,945	44.9%	NJ	974	935	4.2%
CT	626	919	-31.9%	NM	454	428	6.1%
DC	544	396	37.4%	NV	4,215	3,785	11.4%
DE	37	37	0.0%	NY	4,022	4,103	-2.0%
FL	17,017	21,691	-21.5%	OH	1,099	1,103	-0.4%
GA	5,803	8,307	-30.1%	OK	778	932	-16.5%
GU	1,193	1,230	-3.0%	OR	7,395	6,063	22.0%
HI	3,843	3,105	23.8%	PA	1,428	1,032	38.4%
IA	203	196	3.6%	PR	3,097	2,726	13.6%
ID	469	636	-26.3%	RI	36	20	80.0%
IL	2,714	1,698	59.8%	SC	1,896	1,808	4.9%
IN	583	403	44.7%	SD	136	55	147.3%
KS	305	249	22.5%	TN	3,244	3,032	7.0%
KY	742	831	-10.7%	TX	7,486	10,267	-27.1%
LA	1,191	1,103	8.0%	UT	226	313	-27.8%
MA	593	759	-21.9%	VA	811	690	17.5%
MD	1,796	1,589	13.0%	VI	252	363	-30.6%
ME	59	93	-36.6%	VT	150	163	-8.0%
MI	1,072	2,152	-50.2%	WA	7,121	5,902	20.7%
MN	841	795	5.8%	WI	442	343	28.9%
MO	1,071	973	10.1%	WV	432	430	0.5%
MS	842	821	2.6%	WY	291	194	50.0%
				USA	173,268	175,399	-1.2%

## FAMILY HOMELESSNESS BY STATE

The number of people in homeless families reported in point-in-time counts in 2015 decreased by 4.6 percent from 2014 to 206,286 people. The vast majority of those homeless families were in sheltered locations (see Figure 1.7).

Decreases in family homelessness were wide-spread throughout the country with 33 states and D.C. reporting decreases in people in homeless families from 2014 to 2015 (see Map 1.3 and Tables 1.3 and 1.4). The three states with the largest decreases in people in homeless families were Florida (3,237 fewer people), Texas (1,905 fewer people), and New Jersey (1,316 fewer people).

Increases in family homelessness were reported sporadically across the country 2015 (see Map 1.3 and Tables 1.3 and 1.4), but the largest increase was reported in New York with an increase of 4,168 people in 1,023 family households.

**MAP 1.3**

### CHANGE IN PEOPLE IN HOMELESS FAMILIES, 2014-2015

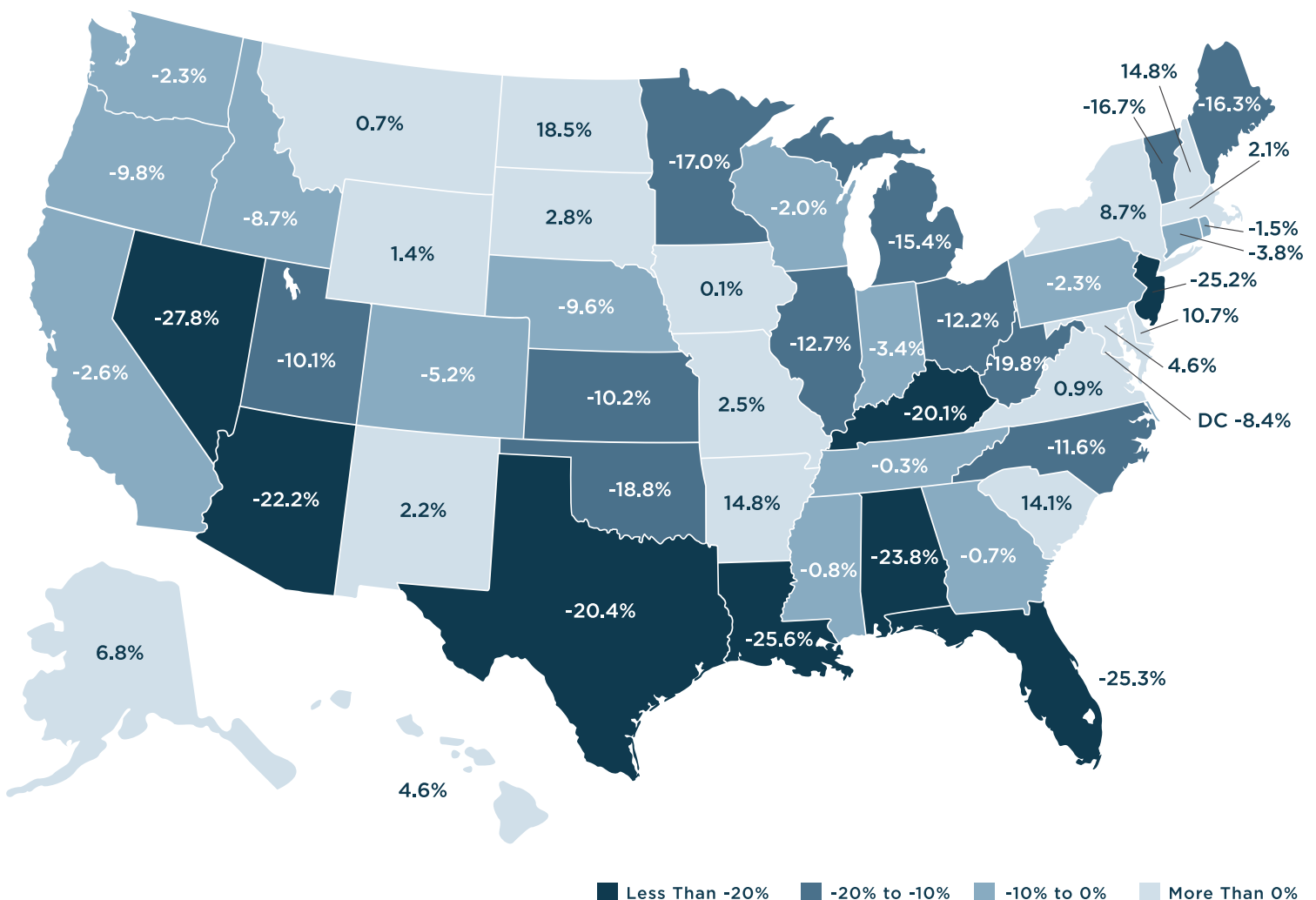


TABLE 1.3

## CHANGE IN PEOPLE IN HOMELESS FAMILIES, 2014-2015

ST	2015 Persons in Families	2014 Persons in Families	% Change	ST	2015 Persons in Families	2014 Persons in Families	% Change
AK	614	575	6.8%	MT	582	578	0.7%
AL	1,102	1,446	-23.8%	NC	3,529	3,993	-11.6%
AR	727	633	14.8%	ND	441	372	18.5%
AZ	3,348	4,301	-22.2%	NE	1,024	1,133	-9.6%
CA	22,582	23,187	-2.6%	NH	667	581	14.8%
CO	4,224	4,455	-5.2%	NJ	3,909	5,225	-25.2%
CT	1,328	1,381	-3.8%	NM	963	942	2.2%
DC	3,477	3,795	-8.4%	NV	885	1,226	-27.8%
DE	351	317	10.7%	NY	52,115	47,947	8.7%
FL	9,575	12,812	-25.3%	OH	3,617	4,119	-12.2%
GA	4,088	4,118	-0.7%	OK	996	1,227	-18.8%
GU	974	1,024	-4.9%	OR	3,765	4,176	-9.8%
HI	3,313	3,168	4.6%	PA	6,816	6,974	-2.3%
IA	1,580	1,578	0.1%	PR	589	700	-15.9%
ID	794	870	-8.7%	RI	405	411	-1.5%
IL	5,025	5,757	-12.7%	SC	1,420	1,244	14.1%
IN	1,949	2,018	-3.4%	SD	406	395	2.8%
KS	1,122	1,250	-10.2%	TN	2,607	2,615	-0.3%
KY	1,387	1,737	-20.1%	TX	7,413	9,318	-20.4%
LA	864	1,162	-25.6%	UT	1,216	1,352	-10.1%
MA	14,757	14,449	2.1%	VA	2,811	2,786	0.9%
MD	3,007	2,876	4.6%	VI	29	23	26.1%
ME	1,153	1,378	-16.3%	VT	613	736	-16.7%
MI	3,970	4,692	-15.4%	WA	6,893	7,052	-2.3%
MN	3,924	4,725	-17.0%	WI	3,065	3,126	-2.0%
MO	3,048	2,975	2.5%	WV	421	525	-19.8%
MS	508	512	-0.8%	WY	298	294	1.4%
				USA	206,286	216,261	-4.6%

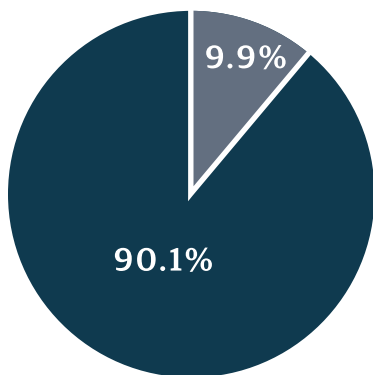


FIGURE 1.7

## SHELTERED AND UNSHELTERED PROPORTIONS, PEOPLE IN HOMELESS FAMILIES, 2015

- SHELTERED PEOPLE IN HOMELESS FAMILIES (185,824)
- UNSHELTERED PEOPLE IN HOMELESS FAMILIES (20,462)

TABLE 1.4

## CHANGE IN HOMELESS FAMILY HOUSEHOLDS, 2014-2015

ST	2015 Family Households	2014 Family Households	% Change	ST	2015 Family Households	2014 Family Households	% Change
AK	180	193	-6.7%	MT	182	166	9.6%
AL	360	457	-21.2%	NC	1,110	1,303	-14.8%
AR	240	240	0.0%	ND	123	120	2.5%
AZ	1,002	1,295	-22.6%	NE	327	347	-5.8%
CA	7,195	6,956	3.4%	NH	244	213	14.6%
CO	1,242	1,317	-5.7%	NJ	1,346	1,716	-21.6%
CT	456	495	-7.9%	NM	296	306	-3.3%
DC	1,131	1,231	-8.1%	NV	279	397	-29.7%
DE	115	104	10.6%	NY	15,361	14,338	7.1%
FL	3,053	4,550	-32.9%	OH	1,108	1,314	-15.7%
GA	1,236	1,291	-4.3%	OK	343	400	-14.3%
GU	180	180	0.0%	OR	1,179	1,275	-7.5%
HI	798	790	1.0%	PA	2,299	2,384	-3.6%
IA	496	487	1.8%	PR	170	208	-18.3%
ID	251	264	-4.9%	RI	112	132	-15.2%
IL	1,648	1,880	-12.3%	SC	510	445	14.6%
IN	636	654	-2.8%	SD	125	121	3.3%
KS	346	395	-12.4%	TN	869	804	8.1%
KY	467	564	-17.2%	TX	2,316	2,784	-16.8%
LA	285	376	-24.2%	UT	364	298	22.1%
MA	4,903	4,781	2.6%	VA	890	883	0.8%
MD	970	948	2.3%	VI	10	9	11.1%
ME	358	388	-7.7%	VT	201	239	-15.9%
MI	1,285	1,521	-15.5%	WA	2,154	2,182	-1.3%
MN	1,192	1,422	-16.2%	WI	954	1,007	-5.3%
MO	926	902	2.7%	WV	129	173	-25.4%
MS	152	179	-15.1%	WY	93	89	4.5%
				USA	64,197	67,513	-4.9%

## CHRONIC HOMELESSNESS

Chronic homelessness is defined as homelessness among people who have a disability—including serious mental illness, chronic substance use disorders, or chronic medical issues—and who are homeless repeatedly or for long periods of time. Starting in 2013, data was collected on both chronically homeless individuals and families.

### *Chronic Homelessness Among Individuals*

From 2014 to 2015, the total number of individuals experiencing chronic homelessness fell by 1.0 percent nationally and the majority of them were living in unsheltered locations (see Figure 1.8). In most states, changes in chronic homelessness were of modest magnitude: 31 states and D.C. reported decreases; 18 states reported increases (see Map 1.4 and Table 1.5).

Three states reported large decreases in the number of chronically homeless individuals: Texas (1,174 fewer people), Florida (822 fewer people), and Georgia (651 fewer people). An additional 6 states reported decreases in chronic homelessness of at least one-third from 2014 to 2015: Utah (53.9 percent), Connecticut (47.6 percent), Rhode Island (46.1 percent), Montana (39.8 percent), Kentucky (37.6 percent), and North Dakota (36.9 percent).

Three states reported increases of significant magnitude in chronic homelessness from 2014 to 2015: Oregon a 59.5 percent increase (1,314 people) and South Carolina a 236 percent increase (643 people). California also reported an increase of 978 people experiencing chronic homelessness, a 3.5 percent increase.

MAP 1.4  
CHANGE IN CHRONICALLY HOMELESS INDIVIDUALS, 2014-2015

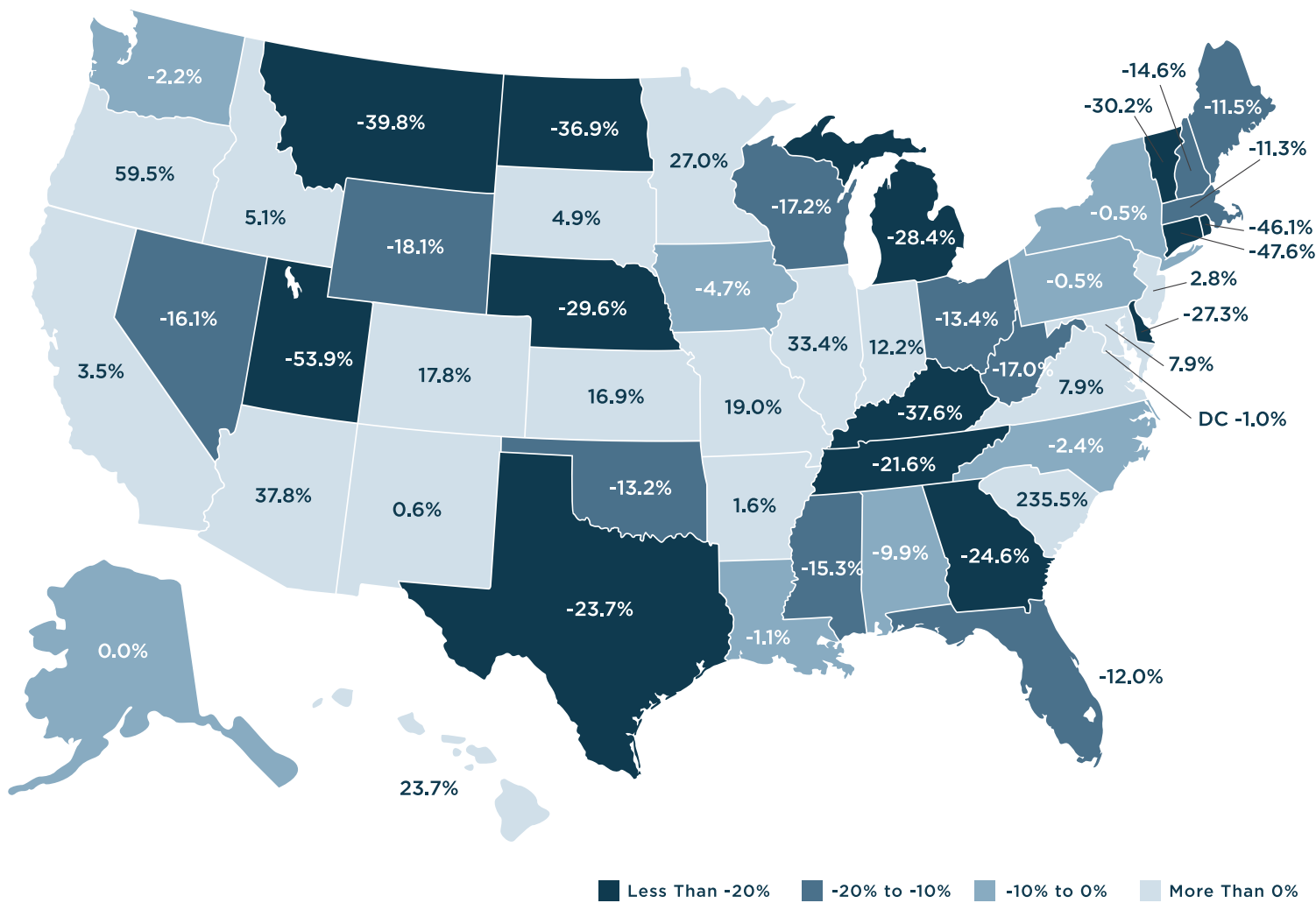


TABLE 1.5

## CHANGE IN CHRONICALLY HOMELESS INDIVIDUALS, 2014-2015

ST	2015 Chronically Homeless Individuals	2014 Chronically Homeless Individuals	% Change	ST	2015 Chronically Homeless Individuals	2014 Chronically Homeless Individuals	% Change
AK	182	182	0.0%	MT	154	256	-39.8%
AL	557	618	-9.9%	NC	1,253	1,284	-2.4%
AR	524	516	1.6%	ND	70	111	-36.9%
AZ	1,246	904	37.8%	NE	257	365	-29.6%
CA	29,178	28,200	3.5%	NH	257	301	-14.6%
CO	1,572	1,335	17.8%	NJ	1,182	1,150	2.8%
CT	538	1,026	-47.6%	NM	621	617	0.6%
DC	1,593	1,609	-1.0%	NV	585	697	-16.1%
DE	64	88	-27.3%	NY	4,327	4,350	-0.5%
FL	6,021	6,843	-12.0%	OH	1,160	1,340	-13.4%
GA	1,994	2,645	-24.6%	OK	508	585	-13.2%
GU	27	24	12.5%	OR	3,521	2,207	59.5%
HI	1,372	1,109	23.7%	PA	1,442	1,449	-0.5%
IA	201	211	-4.7%	PR	1,615	1,567	3.1%
ID	164	156	5.1%	RI	110	204	-46.1%
IL	1,799	1,349	33.4%	SC	916	273	235.5%
IN	608	542	12.2%	SD	85	81	4.9%
KS	339	290	16.9%	TN	1,492	1,904	-21.6%
KY	383	614	-37.6%	TX	3,778	4,952	-23.7%
LA	735	743	-1.1%	UT	178	386	-53.9%
MA	1,411	1,590	-11.3%	VA	1,041	965	7.9%
MD	1,634	1,515	7.9%	VI	22	88	-75.0%
ME	193	218	-11.5%	VT	139	199	-30.2%
MI	830	1,160	-28.4%	WA	2,261	2,311	-2.2%
MN	1,124	885	27.0%	WI	361	436	-17.2%
MO	875	735	19.0%	WV	352	424	-17.0%
MS	233	275	-15.3%	WY	86	105	-18.1%
				USA	83,170	83,989	-1.0%

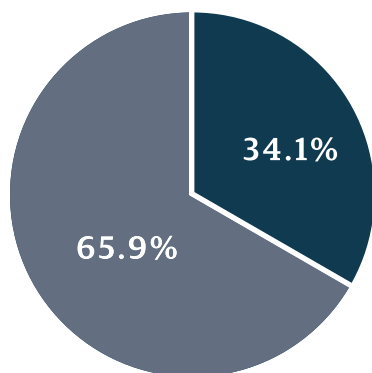


FIGURE 1.8

## SHELTERED AND UNSHELTERED PROPORTIONS, CHRONICALLY HOMELESS INDIVIDUALS, 2015

- SHELTERED CHRONICALLY HOMELESS INDIVIDUALS (28,355)
- UNSHELTERED CHRONICALLY HOMELESS INDIVIDUALS (54,815)



### Chronic Homelessness Among Families

In 2015, 6.4 percent of all people in homeless families were chronically homeless (13,105 people) and they were significantly more likely to be unsheltered. Over one-third of the people in families experiencing chronic homelessness were unsheltered (see Figure 1.9), making up almost one-quarter of all people in homeless families who are unsheltered. Three states report more than 1,000 people in chronically homeless families: California (3,049 people), New York (2,789 people), and Massachusetts (1,150 people). Five states report concentrations of people in chronically homeless families of more than 10 percent of all people in homeless families: North Dakota (15.4 percent), Arkansas (13.6 percent), California (13.5 percent), Oregon (13.0 percent), and Idaho (10.2 percent).

**MAP 1.5**

### PERCENTAGE OF PEOPLE IN HOMELESS FAMILIES WHO ARE CHRONICALLY HOMELESS, 2015

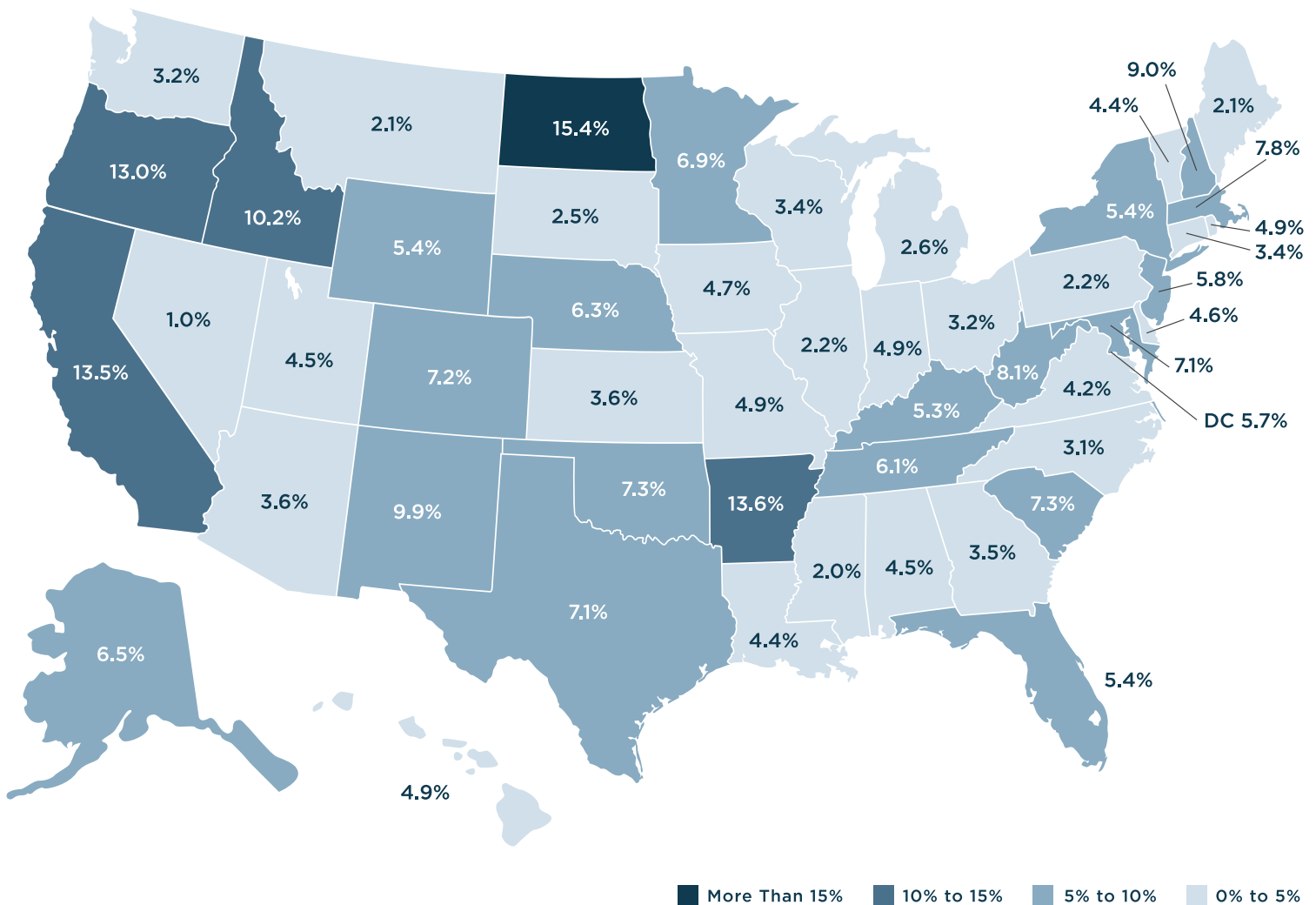


TABLE 1.6

## PERCENTAGE OF PEOPLE IN HOMELESS FAMILIES WHO ARE CHRONICALLY HOMELESS, 2015

ST	2015 Persons in Chronically Homeless Families	2015 Persons in Homeless Families	2015 Percentage of Persons in Homeless Families That Are Chronically Homeless	ST	2015 Persons in Chronically Homeless Families	2015 Persons in Homeless Families	2015 Percentage of Persons in Homeless Families That Are Chronically Homeless
AK	40	614	6.5%	MT	12	582	2.1%
AL	50	1,102	4.5%	NC	111	3,529	3.1%
AR	99	727	13.6%	ND	68	441	15.4%
AZ	120	3,348	3.6%	NE	65	1,024	6.3%
CA	3,049	22,582	13.5%	NH	60	667	9.0%
CO	305	4,224	7.2%	NJ	228	3,909	5.8%
CT	45	1,328	3.4%	NM	95	963	9.9%
DC	197	3,477	5.7%	NV	9	885	1.0%
DE	16	351	4.6%	NY	2,789	52,115	5.4%
FL	519	9,575	5.4%	OH	115	3,617	3.2%
GA	143	4,088	3.5%	OK	73	996	7.3%
GU	126	974	12.9%	OR	490	3,765	13.0%
HI	162	3,313	4.9%	PA	148	6,816	2.2%
IA	74	1,580	4.7%	PR	141	589	23.9%
ID	81	794	10.2%	RI	20	405	4.9%
IL	113	5,025	2.2%	SC	104	1,420	7.3%
IN	95	1,949	4.9%	SD	10	406	2.5%
KS	40	1,122	3.6%	TN	158	2,607	6.1%
KY	74	1,387	5.3%	TX	526	7,413	7.1%
LA	38	864	4.4%	UT	55	1,216	4.5%
MA	1,150	14,757	7.8%	VA	117	2,811	4.2%
MD	213	3,007	7.1%	VI	0	29	0.0%
ME	24	1,153	2.1%	VT	27	613	4.4%
MI	105	3,970	2.6%	WA	221	6,893	3.2%
MN	272	3,924	6.9%	WI	103	3,065	3.4%
MO	150	3,048	4.9%	WV	34	421	8.1%
MS	10	508	2.0%	WY	16	298	5.4%
				USA	13,105	206,286	6.4%

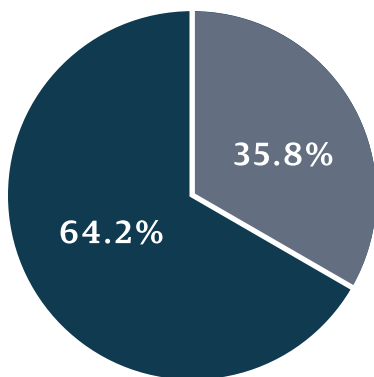


FIGURE 1.9

## SHELTERED AND UNSHELTERED PROPORTIONS, CHRONICALLY HOMELESS PEOPLE IN FAMILIES, 2015

- SHELTERED PEOPLE IN CHRONICALLY HOMELESS FAMILIES (8,412)
- UNSHELTERED PEOPLE IN CHRONICALLY HOMELESS FAMILIES (4,693)

## VETERAN HOMELESSNESS

Veteran homelessness decreased by 4.0 percent from 2014 to 2015 across the nation. The majority of homeless veterans were in shelters (66.0 percent) in 2014 (see Figure 1.10). Veteran homelessness decreased in most states from 2014 to 2015 with 33 states reporting decreases; 17 states and D.C. reported increases (see Map 1.6 and Table 1.7). The majority of increases and decreases were modest with Arizona seeing the largest percentage increase at 42.2 percent (362 veterans more) and Mississippi seeing the largest percentage decrease at 26.2 percent (73 veterans).

**MAP 1.6**

### CHANGE IN VETERAN HOMELESSNESS, 2014-2015

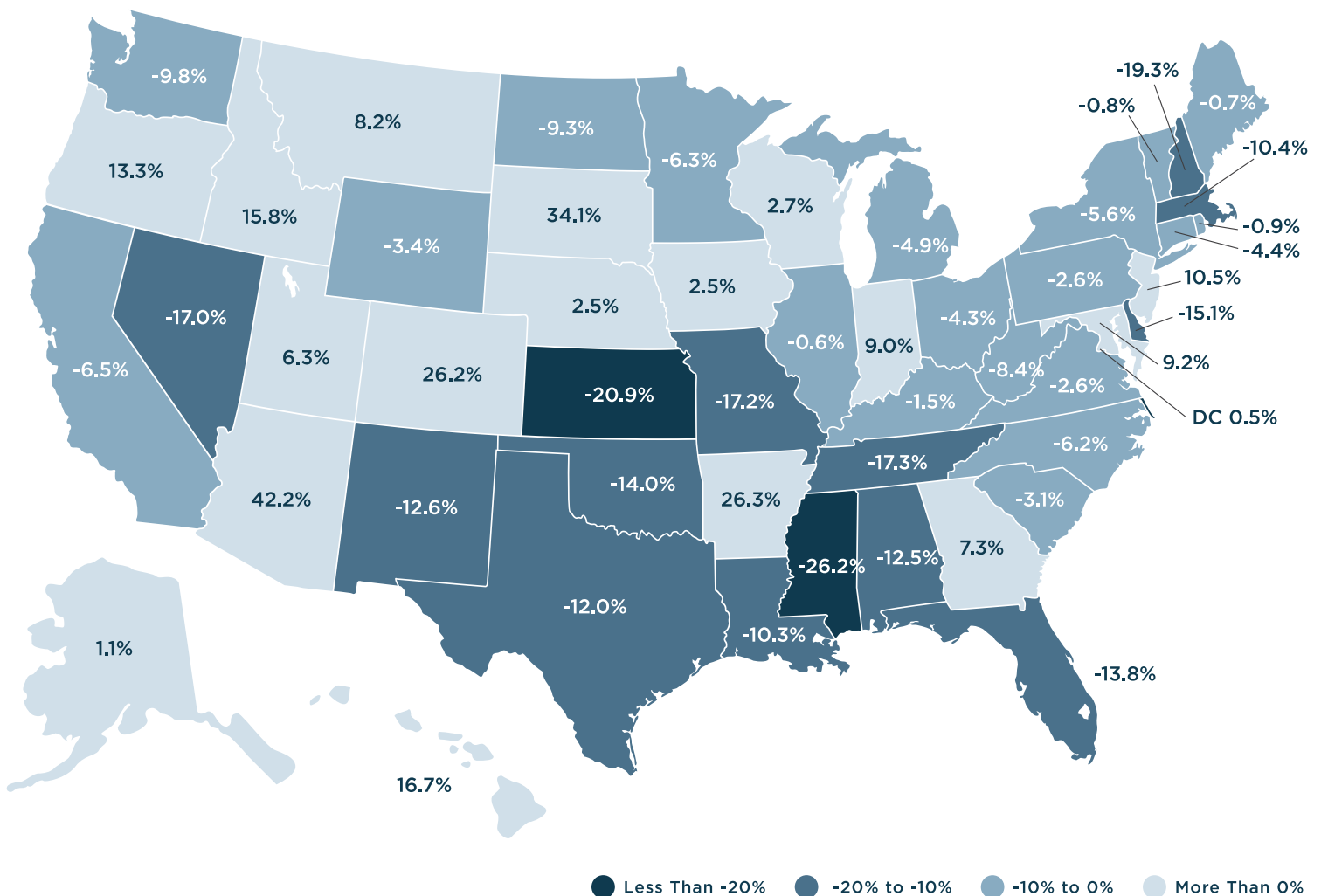


TABLE 1.7

## CHANGE IN VETERAN HOMELESSNESS, 2014-2015 AND RATE OF VETERAN HOMELESSNESS, 2015

ST	2015 Veterans	2014 Veterans	% Change	2015 Rate Per 10,000 Veterans	ST	2015 Veterans	2014 Veterans	% Change	2015 Rate Per 10,000 Veterans
AK	180	178	1.1%	25.8	MT	277	256	8.2%	32.8
AL	474	542	-12.5%	13.8	NC	1,092	1,164	-6.2%	16.2
AR	456	361	26.3%	21.9	ND	137	151	-9.3%	27.3
AZ	1,220	858	42.2%	25.3	NE	247	241	2.5%	19.3
CA	11,311	12,096	-6.5%	66.8	NH	138	171	-19.3%	13.9
CO	950	753	26.2%	25.1	NJ	696	630	10.5%	19.3
CT	282	295	-4.4%	14.9	NM	278	318	-12.6%	18.3
DC	408	406	0.5%	145.4	NV	860	1,036	-17.0%	40.5
DE	79	93	-15.1%	11.0	NY	2,399	2,542	-5.6%	31.0
FL	3,926	4,552	-13.8%	26.9	OH	1,183	1,236	-4.3%	15.6
GA	1,548	1,443	7.3%	23.8	OK	351	408	-14.0%	12.7
GU	23	36	-36.1%	-	OR	1,464	1,292	13.3%	49.6
HI	692	593	16.7%	63.0	PA	1,375	1,411	-2.6%	16.7
IA	207	202	2.5%	10.4	PR	164	87	88.5%	18.3
ID	249	215	15.8%	21.5	RI	107	108	-0.9%	16.8
IL	1,226	1,234	-0.6%	19.2	SC	681	703	-3.1%	18.5
IN	790	725	9.0%	19.3	SD	177	132	34.1%	28.3
KS	311	393	-20.9%	16.6	TN	945	1,142	-17.3%	21.0
KY	591	600	-1.5%	21.1	TX	2,393	2,718	-12.0%	16.0
LA	392	437	-10.3%	15.0	UT	337	317	6.3%	25.7
MA	1,133	1,264	-10.4%	33.5	VA	604	620	-2.6%	8.7
MD	714	654	9.2%	18.6	VI	34	32	6.3%	-
ME	151	152	-0.7%	13.3	VT	119	120	-0.8%	27.2
MI	1,067	1,122	-4.9%	17.8	WA	1,293	1,433	-9.8%	23.1
MN	297	317	-6.3%	9.2	WI	534	520	2.7%	14.5
MO	540	652	-17.2%	12.3	WV	305	333	-8.4%	21.7
MS	206	279	-26.2%	11.8	WY	112	116	-3.4%	24.7
					USA	47,725	49,689	-4.0%	24.8

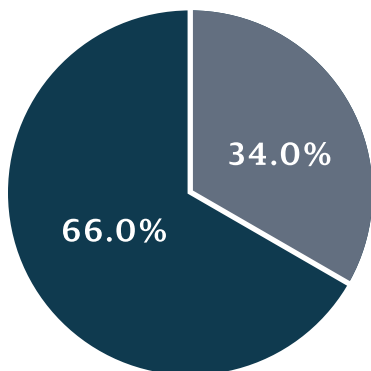


FIGURE 1.10

## SHELTERED AND UNSHELTERED PROPORTIONS, HOMELESS VETERANS, 2015

- SHELTERED HOMELESS VETERANS (31,505)
- UNSHELTERED HOMELESS VETERANS (16,220)

## RATES OF VETERAN HOMELESSNESS

Similar to the rates of overall homelessness, one can see trends in veteran homelessness in relation to the size of and trends in the general population of veterans in the nation or in an individual state. This is particularly important with regards to veterans as a homeless subpopulation because veterans tend to be concentrated in particular regions of the country. Per 10,000 veterans in the United States, 24.8 veterans were homeless in the 2015 point-in-time count. The rate of homelessness among veterans has decreased significantly since first calculated in the *State of Homelessness in America 2009* at 32.7 homeless veterans per 10,000 veterans in the general population to 24.8 in 2015 (see Figure 1.11). Rates of veteran homelessness vary greatly among states, ranging from a high of 145.4 in the District of Columbia to a low of 8.7 in Virginia (see Figure 1.12 and Table 1.7).

FIGURE 1.12

### STATE-BY-STATE RATES OF VETERAN HOMELESSNESS COMPARED TO NATIONAL RATE

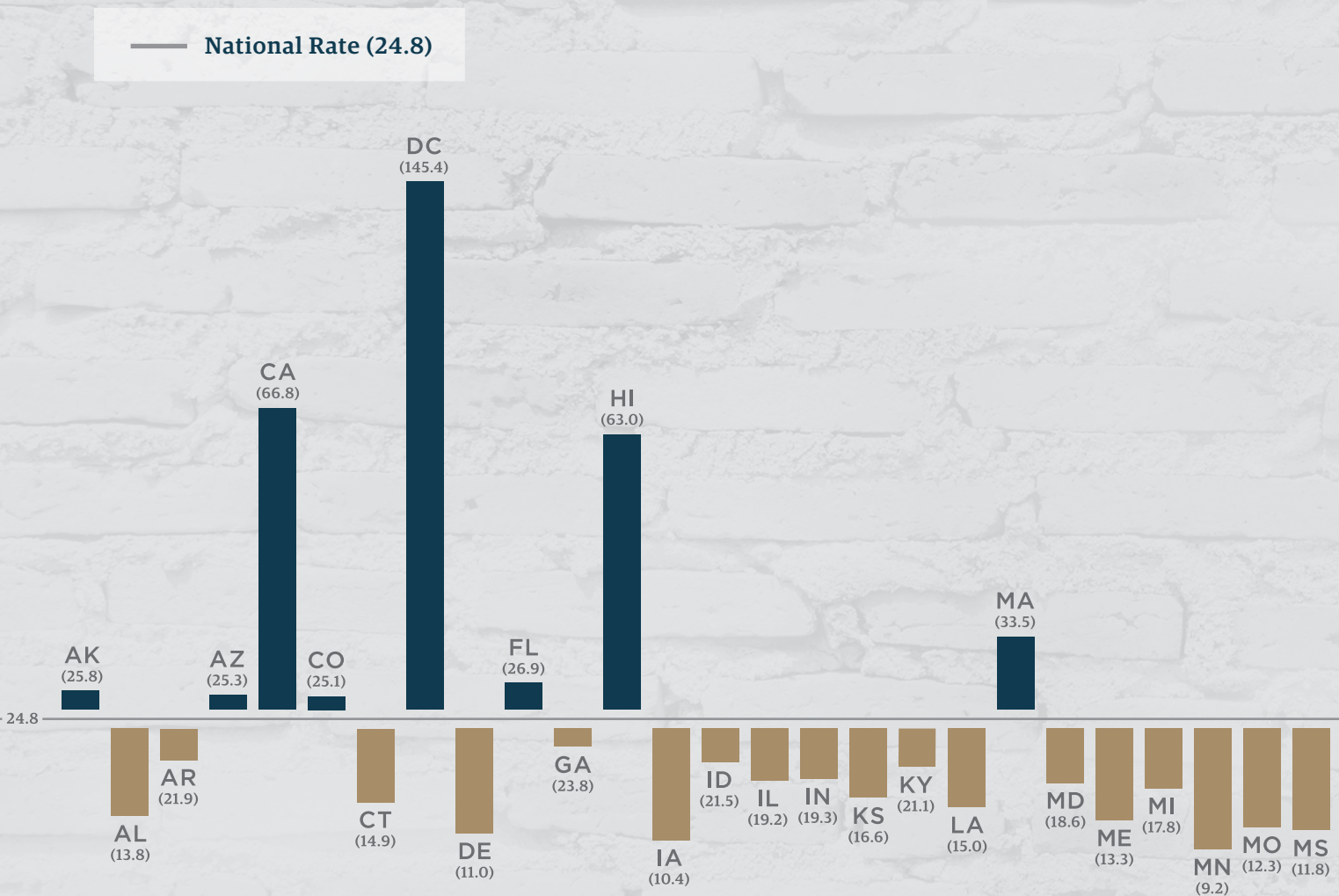
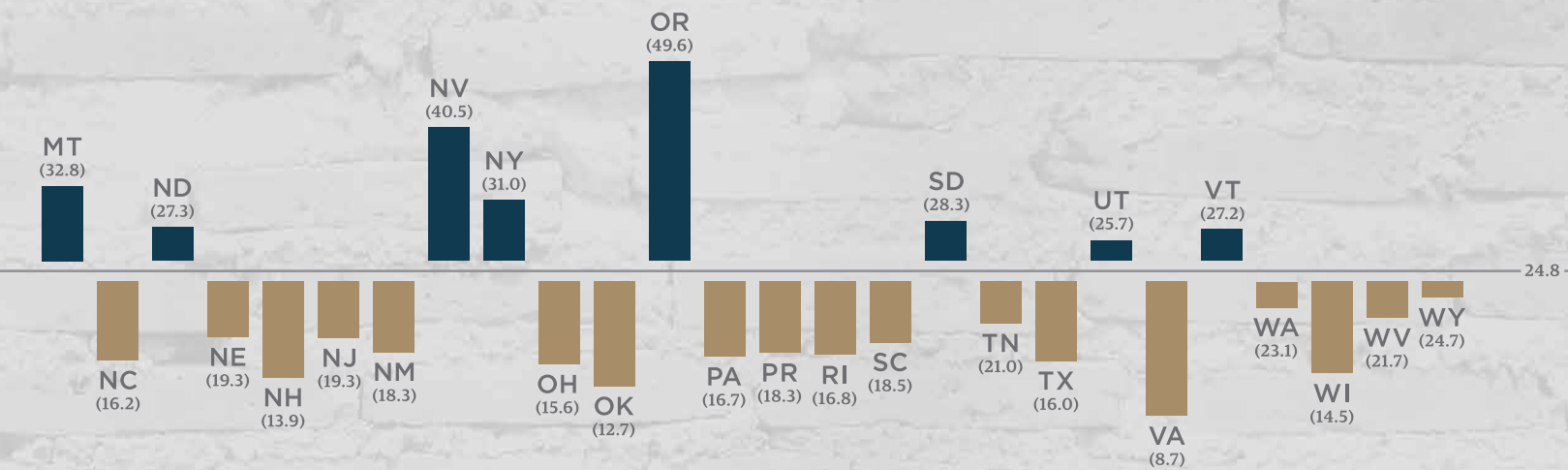
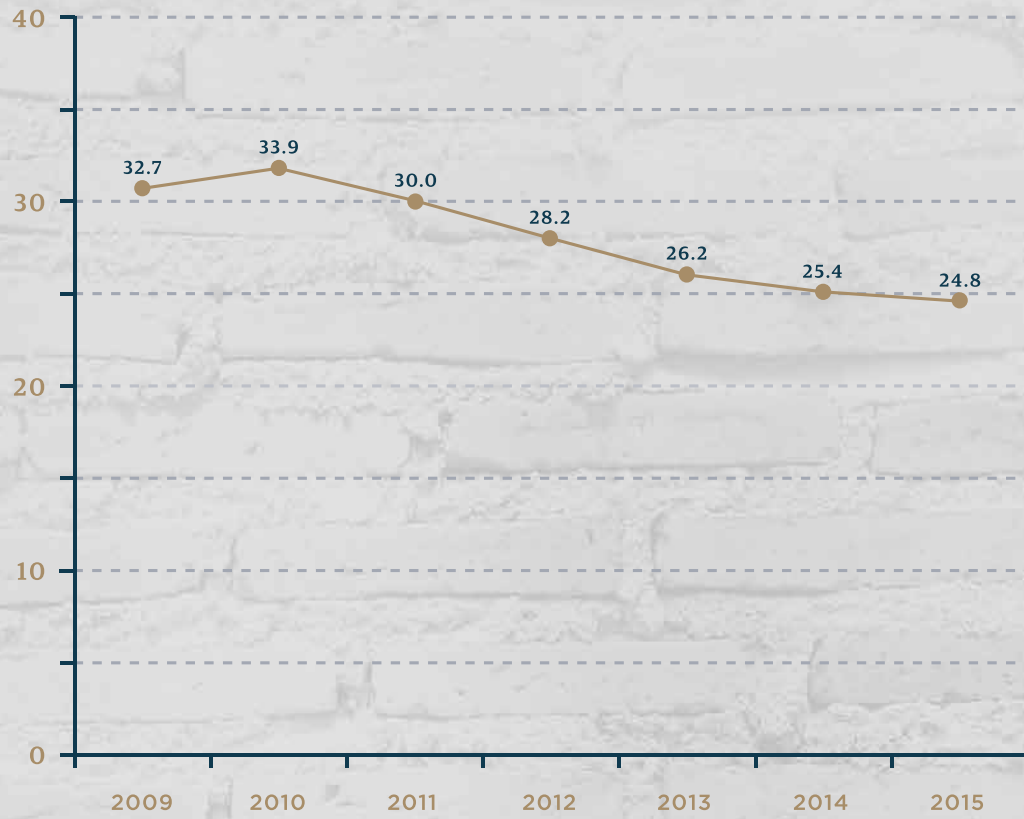




FIGURE 1.11

# CHANGE IN NATIONAL RATE OF VETERAN HOMELESSNESS, 2009-2015



## UNACCOMPANIED CHILDREN AND YOUTH BY STATE

The number of unaccompanied children and youth<sup>8</sup> found to be experiencing homelessness in the January 2015 point-in-time counts was 36,907. This number is not likely to be accurate, as youth are thought not to be enumerated effectively with point-in-time counts methods currently used in a large number of CoCs. There are limited beds available for this population nationwide, which impacts the size of the sheltered population, and it is widely accepted that homeless young people do not congregate in the same areas as older homeless adults. This means targeted outreach to youth during point-in-time counts is needed. It is not clear how many CoCs implement specific strategies to capture unsheltered children and youth during their point-in-time counts.

Nationally, youth made up 6.5 percent of the overall homeless population, but, in Nevada, where Las Vegas undertook an extensive youth count, unaccompanied youth were found to account for 26.4 percent of the overall homeless population (see Table 1.8 and Map 1.7). Because of this, changes in youth homelessness from 2014 to 2015 are not presented as the data is considered less complete than data for other subpopulations.

Still, these numbers provide a snapshot of unaccompanied children and youth homelessness in each state. Unaccompanied children and youth are a population that appears to be particularly at risk of being unsheltered; with 51.0 percent of unaccompanied minors and 45.6 percent of youth ages 18 to 24 unsheltered (see Figures 1.13 and 1.14). Only chronically homeless individuals are more likely to be unsheltered.

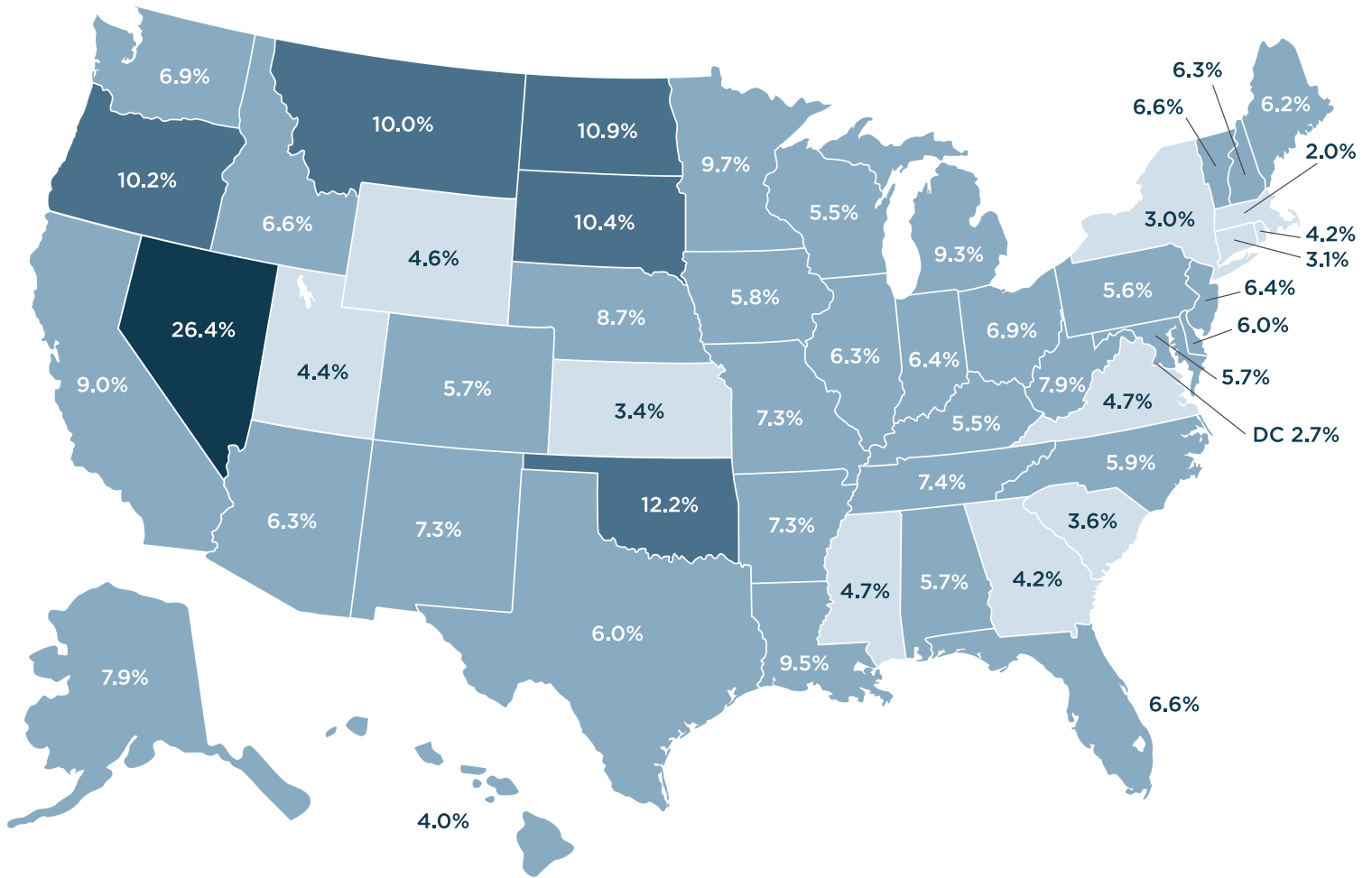


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<sup>8</sup> Unaccompanied children are those individuals experiencing homelessness who are unattached to a family household and under the age of 18. Unaccompanied youth are those individuals experiencing homelessness who are unattached to a family household and ages 18 to 24.

MAP 1.7

# PERCENTAGE OF HOMELESS PEOPLE WHO ARE UNACCOMPANIED CHILDREN AND YOUTH, 2015



More Than 15% 10% to 15% 5% to 10% 0% to 5%



TABLE 1.8

## HOMELESS UNACCOMPANIED CHILDREN AND YOUTH, 2015

ST	2015 Sheltered Unaccompanied Children	2015 Unsheltered Unaccompanied Children	2015 Sheltered Unaccompanied Youth (18-24)	2015 Unsheltered Unaccompanied Youth (18-24)	2015 Unaccompanied Children and Youth	2015 Children and Youth Percent of Overall Homeless Population
AK	18	6	105	26	155	7.9%
AL	27	5	141	55	228	5.7%
AR	0	0	95	93	188	7.3%
AZ	79	4	371	167	621	6.3%
CA	260	632	2,204	7,320	10,416	9.0%
CO	74	8	286	198	566	5.7%
CT	11	0	81	32	124	3.1%
DC	7	0	176	17	200	2.7%
DE	3	0	53	1	57	6.0%
FL	321	272	886	892	2,371	6.6%
GA	11	4	281	279	575	4.2%
GU	1	0	0	6	7	0.5%
HI	8	16	68	211	303	4.0%
IA	7	0	169	3	179	5.8%
ID	3	1	88	37	129	6.6%
IL	33	5	647	147	832	6.3%
IN	36	0	297	40	373	6.4%
KS	3	0	69	17	89	3.4%
KY	27	0	167	54	248	5.5%
LA	27	3	206	153	389	9.5%
MA	4	1	380	30	415	2.0%
MD	22	32	305	122	481	5.7%
ME	18	0	127	1	146	6.2%
MI	153	7	727	88	975	9.3%
MN	113	18	526	76	733	9.7%
MO	83	18	310	63	474	7.3%
MS	25	0	30	38	93	4.7%

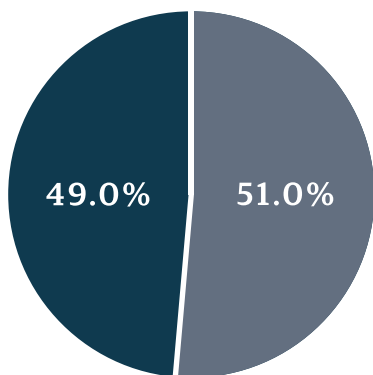


FIGURE 1.13

## SHELTERED AND UNSHELTERED PROPORTIONS, HOMELESS UNACCOMPANIED CHILDREN, 2015



ST	2015 Sheltered Unaccompanied Children	2015 Unsheltered Unaccompanied Children	2015 Sheltered Unaccompanied Youth (18-24)	2015 Unsheltered Unaccompanied Youth (18-24)	2015 Unaccompanied Children and Youth	2015 Children and Youth Percent of Overall Homeless Population
MT	6	7	35	123	171	10.0%
NC	63	16	405	147	631	5.9%
ND	18	0	95	29	142	10.9%
NE	29	0	191	18	238	8.7%
NH	5	1	77	8	91	6.3%
NJ	47	0	540	56	643	6.4%
NM	53	1	115	24	193	7.3%
NV	9	816	279	1,206	2,310	26.4%
NY	128	5	2,239	254	2,626	3.0%
OH	47	2	618	103	770	6.9%
OK	40	44	275	101	460	12.2%
OR	62	326	386	576	1,350	10.2%
PA	28	9	717	117	871	5.6%
PR	11	2	51	109	173	3.8%
RI	4	0	35	8	47	4.2%
SC	12	1	114	68	195	3.6%
SD	8	0	75	25	108	10.4%
TN	3	11	451	208	673	7.4%
TX	185	33	612	586	1,416	6.0%
UT	11	0	95	26	132	4.4%
VA	12	0	276	42	330	4.7%
VI	0	0	4	8	12	3.6%
VT	3	1	84	13	101	6.6%
WA	91	63	609	578	1,341	6.9%
WI	25	8	262	39	334	5.5%
WV	11	0	92	42	145	7.9%
WY	2	2	24	9	37	4.6%
USA	2,287	2,380	17,551	14,689	36,907	6.5%

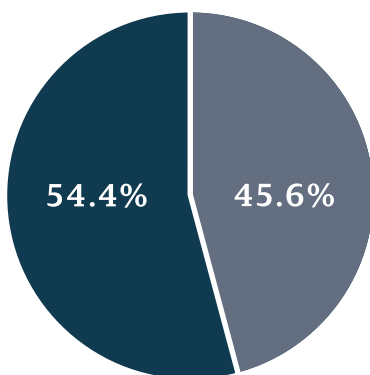


FIGURE 1.14

### SHELTERED AND UNSHELTERED PROPORTIONS, HOMELESS UNACCOMPANIED YOUTH, 2015

- SHELTERED UNACCOMPANIED YOUTH, 18-24 (17,551)
- UNSHELTERED UNACCOMPANIED YOUTH, 18-24 (14,689)

## CHAPTER ONE SUMMARY

Table 1.9 summarizes trends in the homeless population and subpopulations between point-in-time counts in January 2014 and January 2015.

TABLE 1.9

### CHANGES IN HOMELESS POPULATION AND SUBPOPULATIONS, 2014-2015

ST	Overall	Sheltered	Unsheltered	Individuals	Persons in Families	Family Households	Chronically Homeless Individuals	Veterans
AK	9.6%	0.0%	118.6%	11.0%	6.8%	-6.7%	0.0%	1.1%
AL	-13.0%	-16.3%	-1.5%	-7.9%	-23.8%	-21.2%	-9.9%	-12.5%
AR	-12.8%	11.6%	-38.5%	-20.4%	14.8%	0.0%	1.6%	26.3%
AZ	-5.7%	-12.5%	15.1%	5.7%	-22.2%	-22.6%	37.8%	42.2%
CA	1.6%	-1.1%	3.2%	2.6%	-2.6%	3.4%	3.5%	-6.5%
CO	-0.7%	-11.7%	44.9%	2.8%	-5.2%	-5.7%	17.8%	26.2%
CT	-9.1%	-3.1%	-31.9%	-11.4%	-3.8%	-7.9%	-47.6%	-4.4%
DC	-5.8%	-8.1%	37.4%	-3.3%	-8.4%	-8.1%	-1.0%	0.5%
DE	5.8%	6.0%	0.0%	3.1%	10.7%	10.6%	-27.3%	-15.1%
FL	-13.6%	-4.9%	-21.5%	-8.4%	-25.3%	-32.9%	-12.0%	-13.8%
GA	-16.5%	-2.8%	-30.1%	-21.8%	-0.7%	-4.3%	-24.6%	7.3%
GU	-5.6%	-31.0%	-3.0%	-7.8%	-4.9%	0.0%	12.5%	-36.1%
HI	10.1%	-0.9%	23.8%	14.9%	4.6%	1.0%	23.7%	16.7%
IA	-1.3%	-1.6%	3.6%	-2.8%	0.1%	1.8%	-4.7%	2.5%
ID	-6.6%	2.0%	-26.3%	-5.0%	-8.7%	-4.9%	5.1%	15.8%
IL	0.5%	-8.3%	59.8%	10.9%	-12.7%	-12.3%	33.4%	-0.6%
IN	-1.8%	-5.2%	44.7%	-1.0%	-3.4%	-2.8%	12.2%	9.0%
KS	-7.0%	-9.9%	22.5%	-4.4%	-10.2%	-12.4%	16.9%	-20.9%
KY	-10.8%	-10.9%	-10.7%	-6.0%	-20.1%	-17.2%	-37.6%	-1.5%
LA	-11.4%	-17.5%	8.0%	-6.6%	-25.6%	-24.2%	-1.1%	-10.3%
MA	-0.5%	0.3%	-21.9%	-6.0%	2.1%	2.6%	-11.3%	-10.4%
MD	6.8%	5.2%	13.0%	8.1%	4.6%	2.3%	7.9%	9.2%
ME	-13.0%	-12.2%	-36.6%	-9.6%	-16.3%	-7.7%	-11.5%	-0.7%
MI	-14.0%	-6.3%	-50.2%	-13.1%	-15.4%	-15.5%	-28.4%	-4.9%
MN	-9.9%	-11.6%	5.8%	-0.8%	-17.0%	-16.2%	27.0%	-6.3%
MO	-11.0%	-14.2%	10.1%	-20.3%	2.5%	2.7%	19.0%	-17.2%
MS	-10.9%	-18.8%	2.6%	-13.9%	-0.8%	-15.1%	-15.3%	-26.2%

ST	Overall	Sheltered	Unsheltered	Individuals	Persons in Families	Family Households	Chronically Homeless Individuals	Veterans
MT	-2.1%	-8.1%	4.6%	-3.4%	0.7%	9.6%	-39.8%	8.2%
NC	-7.0%	-6.9%	-7.3%	-4.6%	-11.6%	-14.8%	-2.4%	-6.2%
ND	3.7%	3.1%	4.7%	-2.5%	18.5%	2.5%	-36.9%	-9.3%
NE	-9.3%	-10.1%	12.8%	-9.1%	-9.6%	-5.8%	-29.6%	2.5%
NH	5.0%	5.6%	-0.8%	-2.1%	14.8%	14.6%	-14.6%	-19.3%
NJ	-13.5%	-15.0%	4.2%	-4.0%	-25.2%	-21.6%	2.8%	10.5%
NM	-4.3%	-6.2%	6.1%	-7.6%	2.2%	-3.3%	0.6%	-12.6%
NV	1.9%	-5.6%	11.4%	6.8%	-27.8%	-29.7%	-16.1%	-17.0%
NY	9.5%	10.1%	-2.0%	10.7%	8.7%	7.1%	-0.5%	-5.6%
OH	-5.4%	-5.9%	-0.4%	-1.8%	-12.2%	-15.7%	-13.4%	-4.3%
OK	-9.9%	-8.0%	-16.5%	-6.2%	-18.8%	-14.3%	-13.2%	-14.0%
OR	8.7%	-4.4%	22.0%	18.4%	-9.8%	-7.5%	59.5%	13.3%
PA	0.6%	-2.2%	38.4%	2.9%	-2.3%	-3.6%	-0.5%	-2.6%
PR	9.3%	1.1%	13.6%	14.5%	-15.9%	-18.3%	3.1%	88.5%
RI	-6.6%	-8.1%	80.0%	-9.4%	-1.5%	-15.2%	-46.1%	-0.9%
SC	5.9%	6.4%	4.9%	3.2%	14.1%	14.6%	235.5%	-3.1%
SD	17.1%	8.4%	147.3%	28.6%	2.8%	3.3%	4.9%	34.1%
TN	-3.1%	-7.9%	7.0%	-4.2%	-0.3%	8.1%	-21.6%	-17.3%
TX	-16.9%	-11.2%	-27.1%	-15.2%	-20.4%	-16.8%	-23.7%	-12.0%
UT	-1.8%	1.1%	-27.8%	4.6%	-10.1%	22.1%	-53.9%	6.3%
VA	-0.3%	-2.2%	17.5%	-1.0%	0.9%	0.8%	7.9%	-2.6%
VI	-24.8%	0.0%	-30.6%	-27.5%	26.1%	11.1%	-75.0%	6.3%
VT	-2.3%	-1.6%	-8.0%	10.6%	-16.7%	-15.9%	-30.2%	-0.8%
WA	5.3%	-1.9%	20.7%	10.0%	-2.3%	-1.3%	-2.2%	-9.8%
WI	0.0%	-1.7%	28.9%	2.2%	-2.0%	-5.3%	-17.2%	2.7%
WV	-8.8%	-11.4%	0.5%	-5.0%	-19.8%	-25.4%	-17.0%	-8.4%
WY	5.4%	-9.9%	50.0%	8.0%	1.4%	4.5%	-18.1%	-3.4%
USA	-2.0%	-2.4%	-1.2%	-0.5%	-4.6%	-4.9%	-1.0%	-4.0%

## CHAPTER TWO

# POPULATIONS AT RISK OF HOMELESSNESS

For the most part, people who ultimately become homeless have strained financial resources and are challenged by the cost of housing. Lower income households often pay large portions of their income towards housing. For those that cannot afford housing independently, living with family and friends, known as doubling up, in order to reduce individual housing-related costs, is an option. This is often the last living situation of households that become homeless.<sup>9</sup> The second most common prior homelessness situation is living in rental housing—often that household is facing a situation in which the majority of their income is dedicated to their rent.

The impacts of economics and housing trends are often delayed, meaning that homelessness may not be affected by these factors immediately, but measures of severe housing cost burden and people living doubled up show the pressing affordable housing issue and a looming threat to increases in homelessness. And, the sizes of these populations are important for the purposes of understanding the magnitude of people at risk of homelessness.

This chapter examines the trends in populations that are plausibly at risk of homelessness, starting with those that are in poverty and unemployed, followed by two populations that are directly vulnerable to homelessness, those experiencing severe housing cost burden and those that are living doubled up.

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<sup>9</sup> The 2014 Annual Homeless Assessment Report to Congress (AHAR) Part II (December 2015) showed that 74.3 percent of people who had housing prior to accessing shelter were living in the home of a family or friend.

## TRENDS IN POPULATIONS AT RISK OF HOMELESSNESS

National changes in economic and housing related factors between 2013 and 2014 show overall ongoing recovery from the Great Recession but present a mixed picture as it relates to the size of the population at risk of homelessness (see in Table 2.1). Despite the unemployment rate falling from 7.4 percent to 6.2 percent, the number of people in poverty and the poverty rate remained relatively unchanged. Additionally, the number of poor renter households paying more than 50 percent of their income towards housing—a group at particular risk of homelessness—increased by 2.1 percent to total 6.5 million. This is likely because, while incomes among poor households have not increased with the recovery, rents have increased as the housing market has recovered. In good news, there was a 9.0 percent decrease in the number of people in poor households doubled up with family and friends.

More striking than changes from 2013 to 2014 are the changes in populations at risk of homelessness from prior to the Great Recession to now (see Figure 2.1). While the number of people in poverty has been steadily increasing, the number of unemployed people has continuously decreased since peaking in 2009, suggesting that lower income populations are being left behind in the economic recovery and may in fact be struggling more because of the recovery of the housing market without a corresponding increase in incomes. The number of households experiencing severe housing cost burden appears to have plateaued at a higher level than was the case prior to the recession. And, despite a 9.0 percent decrease in doubling up from 2013 to 2014, the number of poor people living doubled up is 52 percent higher than it was in 2007.

**TABLE 2.1**  
**AT-RISK POPULATION TRENDS, 2013-2014**

ECONOMIC FACTORS	2014	2013	% CHANGE
Persons in Poverty	48,208,387	48,810,868	-1.2%
Poverty Rate*	15.5%	15.8%	-0.3
Unemployed Persons	9,636,189	11,476,789	-16.0%
Unemployment Rate*	6.2%	7.4%	-1.2
HOUSING-RELATED FACTORS	2014	2013	% CHANGE
Poor Renter Households with Severe Housing Cost Burden	6,551,674	6,416,946	2.1%
People in Poor Households Living Doubled up	6,999,086	7,691,313	-9.0%

\* Percent change column represents change in percentage point.

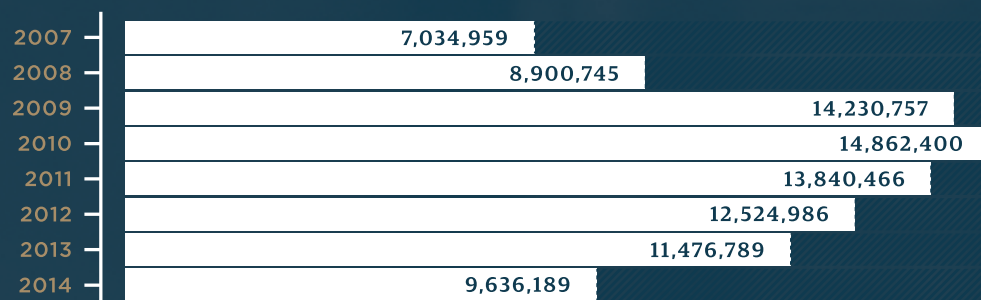
FIGURE 2.1

## NATIONAL ECONOMIC AND HOUSING-RELATED TRENDS, 2007-2014

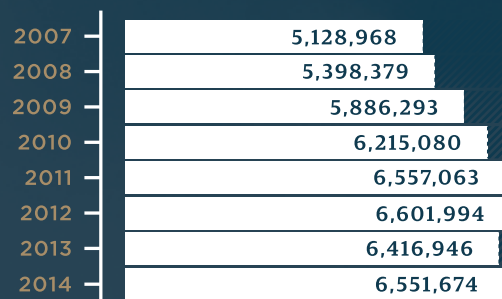
## PERSONS IN POVERTY



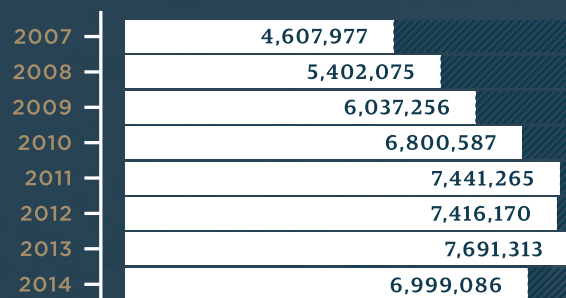
## UNEMPLOYED PERSONS



## POOR RENTER HOUSEHOLDS WITH SEVERE HOUSING COST BURDEN



## PEOPLE IN POOR HOUSEHOLDS DOUBLED UP



38,052,247
39,108,422
42,868,163
46,215,956
48,452,035
48,760,123
48,810,868
48,208,387



# STATE TRENDS IN POPULATIONS AT RISK OF HOMELESSNESS

## POVERTY

From 2013 to 2014, the number of people in poverty decreased slightly (1.2 percent). 32 states and D.C. saw decreases in poverty; 18 states saw increases (see Map 2.1 and Table 2.2). Alaska saw the largest percent increase in poverty (20.3 percent); Mississippi the largest percent decrease (10.5 percent).

**MAP 2.1**  
**CHANGE IN PEOPLE IN POVERTY, 2013-2014**

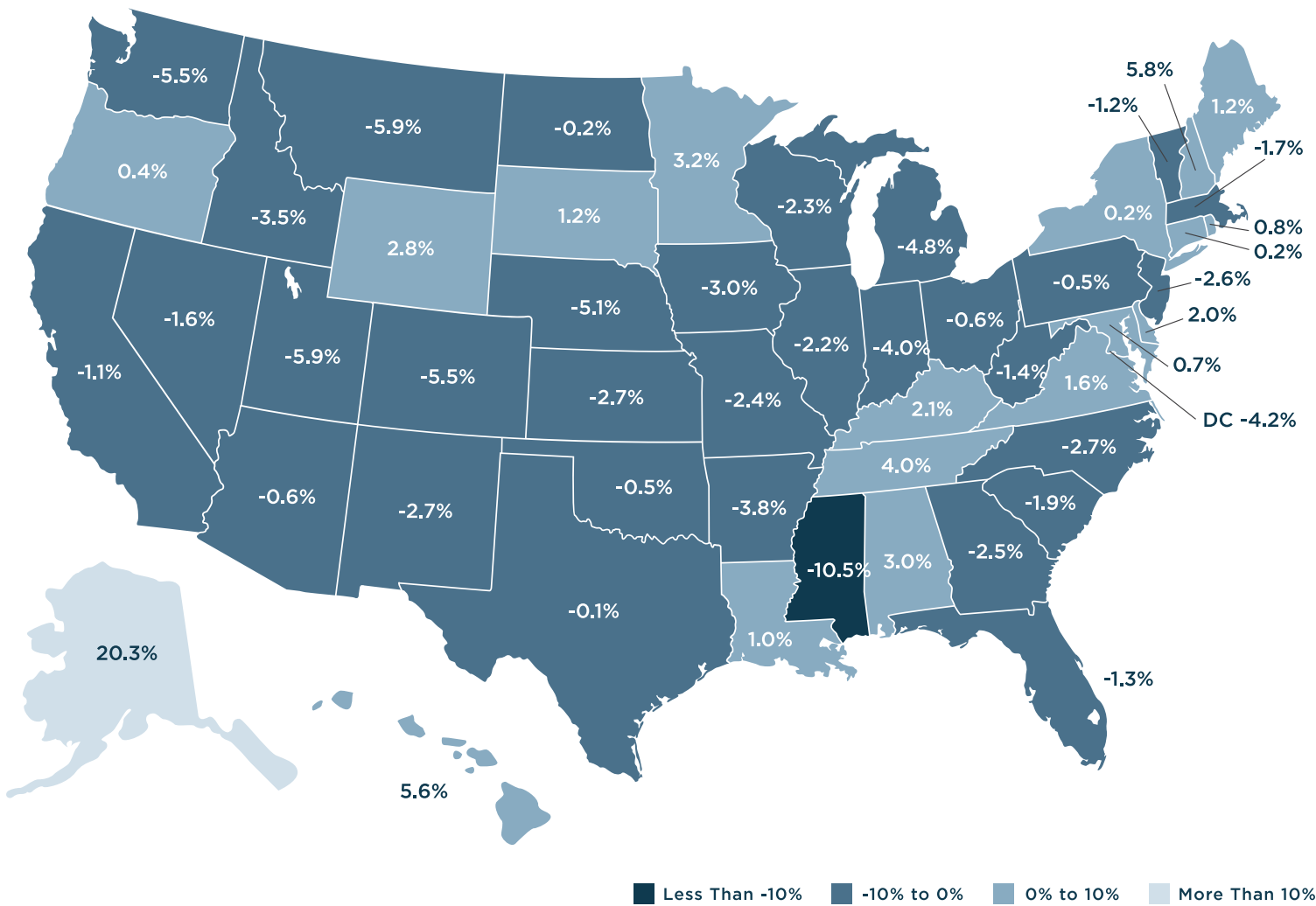


TABLE 2.2

## CHANGE IN PEOPLE IN POVERTY, 2013-2014 AND POVERTY RATE, 2014

ST	2014 Persons in Poverty	2013 Persons in Poverty	% Change	2014 Poverty Rate	ST	2014 Persons in Poverty	2013 Persons in Poverty	% Change	2014 Poverty Rate
AK	80,627	67,016	20.3%	11.2%	MT	153,954	163,637	-5.9%	15.4%
AL	910,175	883,371	3.0%	19.3%	NC	1,668,686	1,715,397	-2.7%	17.2%
AR	543,882	565,469	-3.8%	18.9%	ND	82,264	82,398	-0.2%	11.5%
AZ	1,199,061	1,206,460	-0.6%	18.2%	NE	227,310	239,433	-5.1%	12.4%
CA	6,259,098	6,328,824	-1.1%	16.4%	NH	117,983	111,495	5.8%	9.2%
CO	630,786	667,446	-5.5%	12.0%	NJ	972,903	998,549	-2.6%	11.1%
CT	374,772	373,900	0.2%	10.8%	NM	436,153	448,461	-2.7%	21.3%
DC	110,666	115,551	-4.2%	17.7%	NV	426,730	433,576	-1.6%	15.2%
DE	113,508	111,327	2.0%	12.5%	NY	3,062,938	3,055,645	0.2%	15.9%
FL	3,211,615	3,253,333	-1.3%	16.5%	OH	1,785,780	1,796,942	-0.6%	15.8%
GA	1,797,969	1,843,768	-2.5%	18.3%	OK	623,840	626,906	-0.5%	16.6%
HI	156,729	148,368	5.6%	11.4%	OR	644,450	642,138	0.4%	16.6%
IA	367,816	379,127	-3.0%	12.2%	PA	1,682,212	1,690,405	-0.5%	13.6%
ID	237,981	246,550	-3.5%	14.8%	RI	145,596	144,446	0.8%	14.3%
IL	1,804,535	1,845,393	-2.2%	14.4%	SC	843,860	860,380	-1.9%	18.0%
IN	974,218	1,015,127	-4.0%	15.2%	SD	116,843	115,454	1.2%	14.2%
KS	382,712	393,358	-2.7%	13.6%	TN	1,171,307	1,126,772	4.0%	18.3%
KY	817,542	800,635	2.1%	19.1%	TX	4,523,708	4,530,039	-0.1%	17.2%
LA	896,524	888,019	1.0%	19.8%	UT	339,900	361,181	-5.9%	11.7%
MA	757,235	770,513	-1.7%	11.6%	VA	953,395	938,733	1.6%	11.8%
MD	589,818	585,571	0.7%	10.1%	VT	73,149	74,058	-1.2%	12.2%
ME	182,791	180,639	1.2%	14.1%	WA	913,619	967,282	-5.5%	13.2%
MI	1,568,844	1,648,436	-4.8%	16.2%	WI	738,270	755,551	-2.3%	13.2%
MN	611,354	592,422	3.2%	11.5%	WV	327,764	332,347	-1.4%	18.3%
MO	908,628	931,066	-2.4%	15.5%	WY	63,774	62,039	2.8%	11.2%
MS	623,113	695,915	-10.5%	21.5%	USA	48,208,387	48,810,868	-1.2%	15.5%

## POVERTY RATE

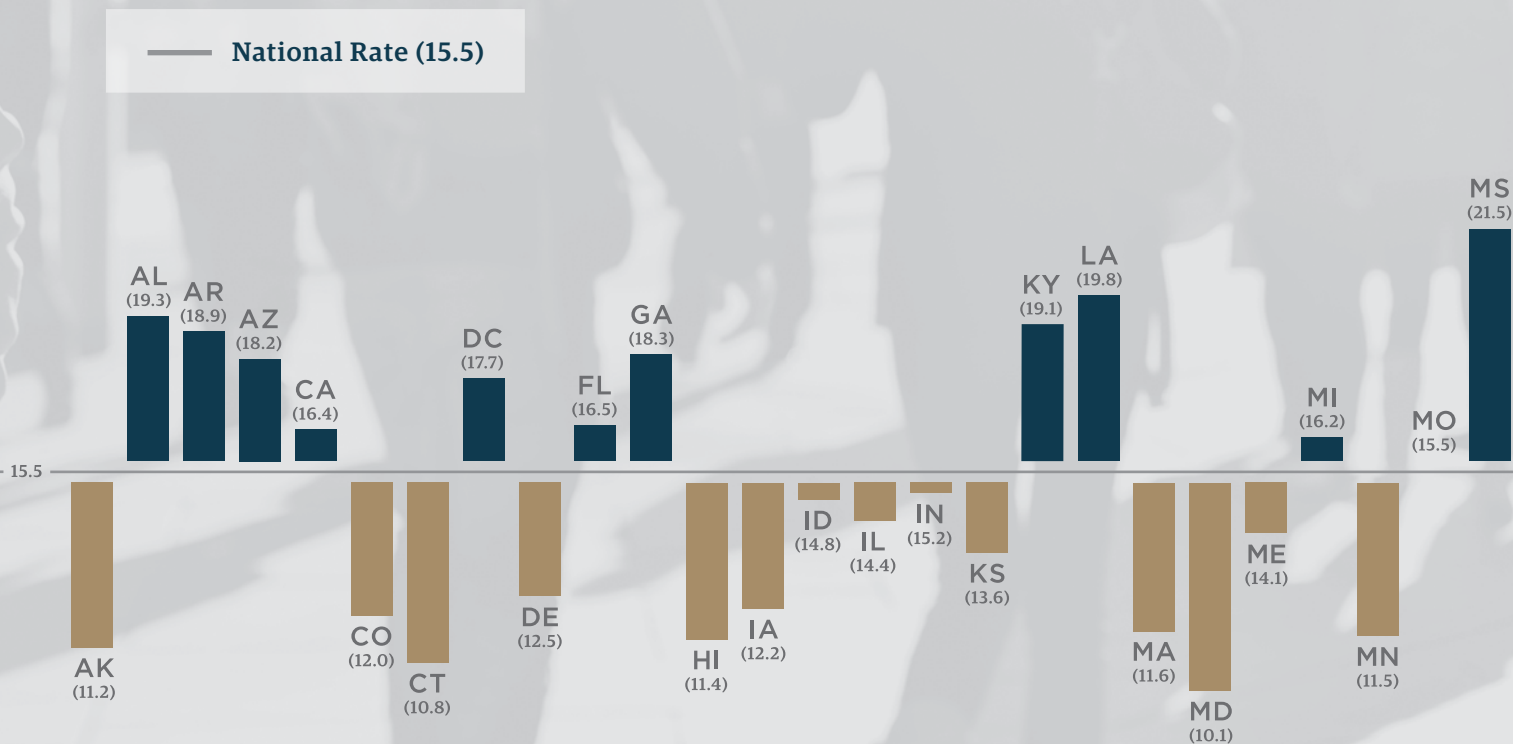
In 2014, the national rate of people experiencing poverty was 15.5 percent. This rate is not significantly different than it was in 2013, but is significantly higher than the rate in 2007, prior to the recession (see Figure 2.2).

Similar to examining rates of homelessness (see Chapter 1), looking at poverty rates state-by-state can provide a clearer picture of the comparative risk of being impoverished in individual states (see Figure 2.3). Despite a large decrease in poverty from 2013 to 2014, Mississippi remains the state with the highest poverty rate at 21.5 percent. Similarly, despite a significant increase in poverty from 2013 to 2014, New Hampshire remained the state with the lowest poverty rate at 9.2 percent.

While the prevalence of poverty is an important measure of the risk of homelessness in a given state, Mississippi and New Hampshire serve as good examples of how being at risk of homelessness is not only a matter of being low income. The poverty rate in Mississippi is more than double that in New Hampshire, but the rate of homelessness in Mississippi is almost half of that in New Hampshire. One possible reason for this is that housing is significantly more expensive in New Hampshire than it is in Mississippi—in 2014, to be able to afford a two bedroom apartment in Mississippi, a household would need to make \$13.67 per hour in a full-time job; in New Hampshire the households would need to earn \$20.50 an hour.<sup>10</sup>

FIGURE 2.3

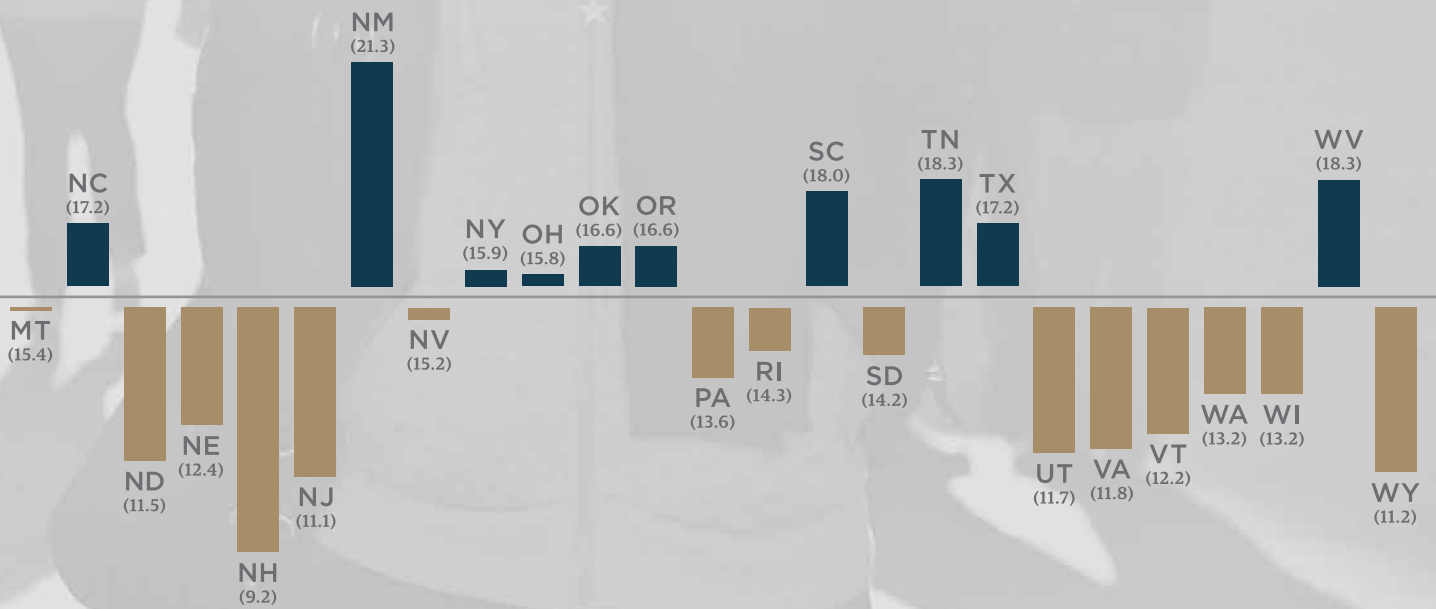
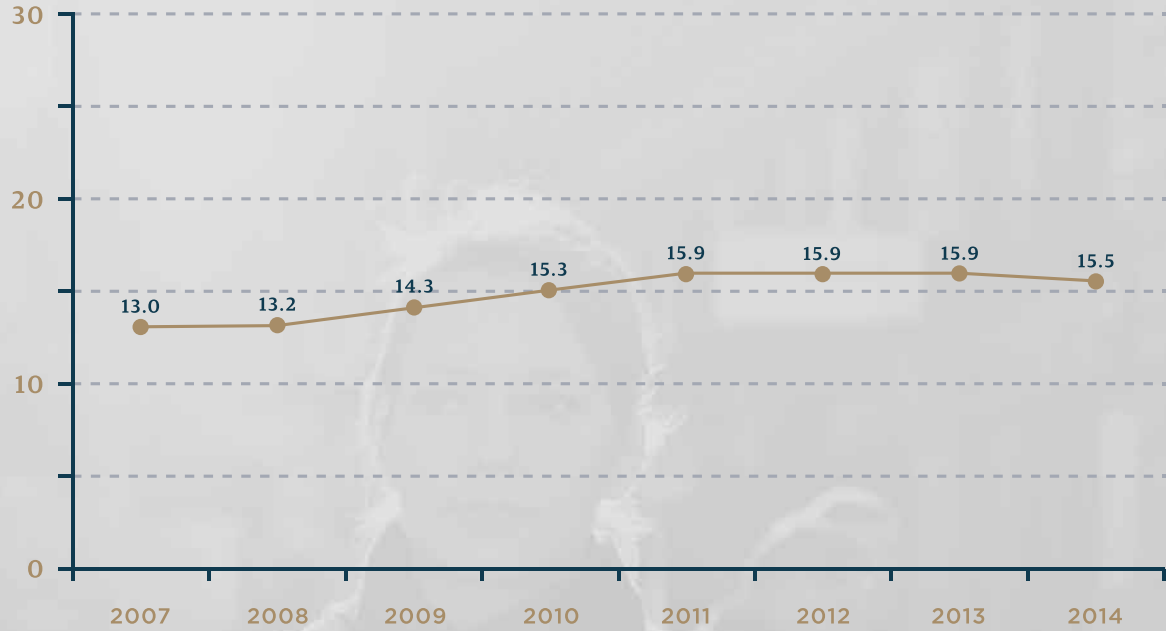
### 2014 STATE-BY-STATE RATE OF POVERTY COMPARED TO NATIONAL RATE



<sup>10</sup> Out of Reach, 2015, National Low Income Housing Coalition

FIGURE 2.2

# CHANGE IN NATIONAL POVERTY RATE, 2007-2014



## UNEMPLOYMENT

Unemployment often precedes homelessness and is frequently cited in research as a risk factor for experiencing homelessness. This factor is measured by the number of people in the workforce who are actively seeking a job but do not have one. From 2013 to 2014, the number of unemployed people decreased significantly (16.0 percent) with all 50 states and D.C. seeing decreases in the number of unemployed people (see Map 2.2 and Table 2.3). The states with the largest percent decreases in the number of unemployed people were Colorado (25.2 percent) and Ohio (23.2 percent). California saw the largest decrease in the number of unemployed people, more than 250,000.

**MAP 2.2**

### CHANGE IN NUMBER OF UNEMPLOYED PEOPLE, 2013-2014

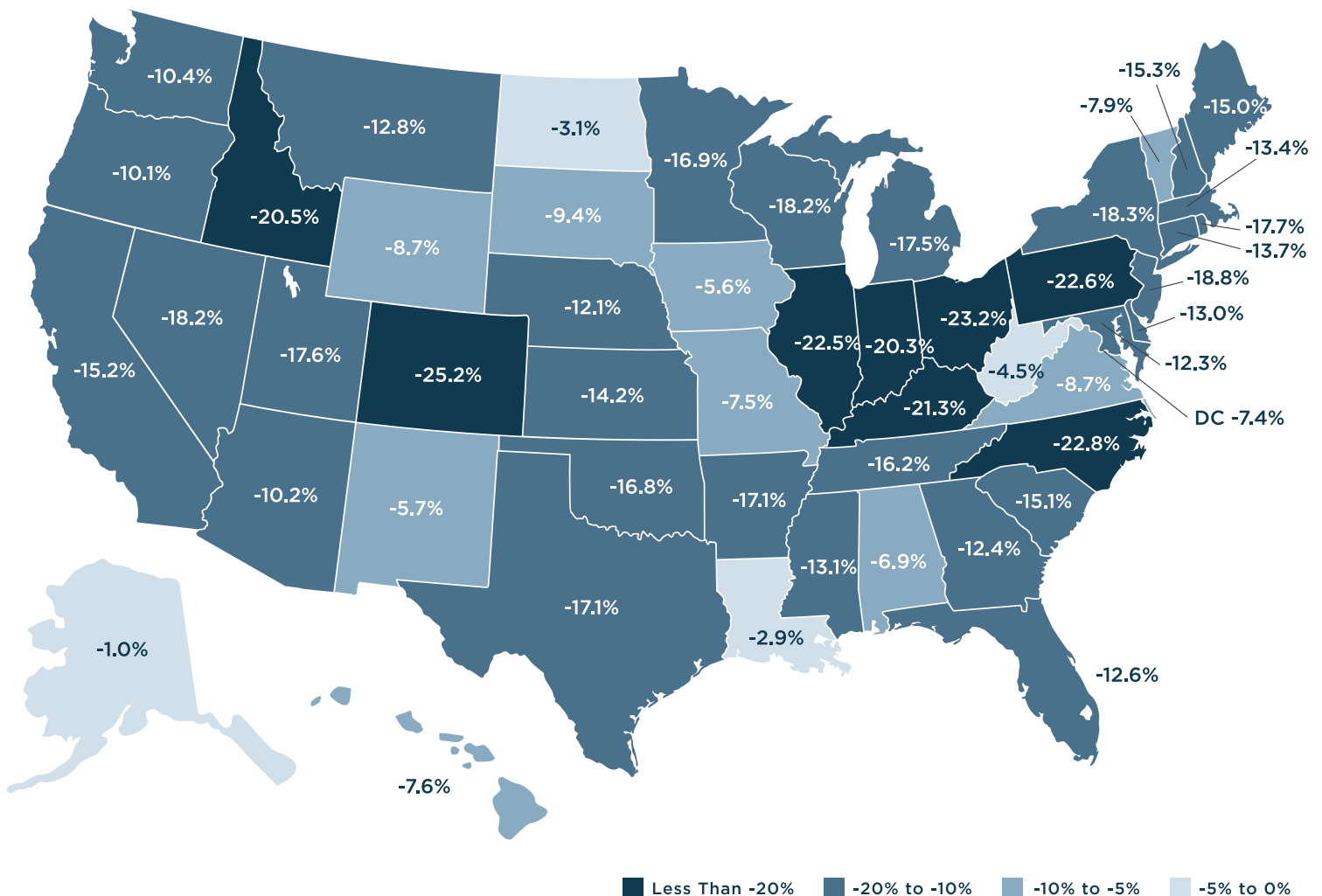


TABLE 2.3

## CHANGE IN NUMBER OF UNEMPLOYED PEOPLE, 2013-2014 AND UNEMPLOYMENT RATE, 2014

ST	2014 Unemployed Persons	2013 Unemployed Persons	% Change	2014 Unemployment Rate	ST	2014 Unemployed Persons	2013 Unemployed Persons	% Change	2014 Unemployment Rate
AK	24,956	25,205	-1.0%	6.8%	MT	24,346	27,914	-12.8%	4.7%
AL	146,208	156,998	-6.9%	6.8%	NC	285,815	370,326	-22.8%	6.1%
AR	79,733	96,148	-17.1%	6.1%	ND	11,503	11,868	-3.1%	2.8%
AZ	212,985	237,229	-10.2%	6.9%	NE	33,903	38,571	-12.1%	3.3%
CA	1,414,276	1,668,743	-15.2%	7.5%	NH	31,959	37,723	-15.3%	4.3%
CO	141,387	189,023	-25.2%	5.0%	NJ	300,277	369,958	-18.8%	6.6%
CT	124,705	144,580	-13.7%	6.6%	NM	60,057	63,690	-5.7%	6.5%
DC	29,399	31,742	-7.4%	7.8%	NV	108,125	132,137	-18.2%	7.8%
DE	25,854	29,702	-13.0%	5.7%	NY	605,041	740,805	-18.3%	6.3%
FL	603,296	690,157	-12.6%	6.3%	OH	327,969	426,918	-23.2%	5.7%
GA	342,365	390,799	-12.4%	7.2%	OK	80,203	96,430	-16.8%	4.5%
HI	29,153	31,552	-7.6%	4.4%	OR	134,956	150,186	-10.1%	6.9%
IA	75,249	79,755	-5.6%	4.4%	PA	369,962	477,843	-22.6%	5.8%
ID	37,404	47,033	-20.5%	4.8%	RI	42,430	51,540	-17.7%	7.7%
IL	460,363	594,127	-22.5%	7.1%	SC	141,451	166,641	-15.1%	6.4%
IN	194,959	244,752	-20.3%	6.0%	SD	15,228	16,813	-9.4%	3.4%
KS	67,994	79,202	-14.2%	4.5%	TN	200,633	239,328	-16.2%	6.7%
KY	130,106	165,262	-21.3%	6.5%	TX	663,997	800,537	-17.1%	5.1%
LA	137,577	141,689	-2.9%	6.4%	UT	54,158	65,722	-17.6%	3.8%
MA	204,809	236,540	-13.4%	5.8%	VA	220,070	241,165	-8.7%	5.2%
MD	181,352	206,890	-12.3%	5.8%	VT	14,305	15,529	-7.9%	4.1%
ME	39,876	46,929	-15.0%	5.7%	WA	217,821	243,072	-10.4%	6.2%
MI	347,972	421,928	-17.5%	7.3%	WI	170,385	208,266	-18.2%	5.5%
MN	121,626	146,423	-16.9%	4.1%	WV	51,508	53,956	-4.5%	6.5%
MO	186,901	202,049	-7.5%	6.1%	WY	13,239	14,507	-8.7%	4.3%
MS	96,343	110,887	-13.1%	7.8%	USA	9,636,189	11,476,789	-16.0%	6.2%



## UNEMPLOYMENT RATE

In 2014, the national unemployment rate of people experiencing poverty was 6.2 percent, approaching pre-recession rates and falling 1.2 percentage points since 2013. (see Figure 2.4).

Similar to examining rates of homelessness (see Chapter 1) and poverty, looking at unemployment rates state-by-state can provide a clearer picture of the comparative risk of being unemployed in individual states (see Figure 2.5). With a slight decrease in unemployment, North Dakota maintained the lowest unemployment rate at 2.8 percent. D.C. and Nevada, despite a large decrease in unemployment, had the highest unemployment rates at 7.8 percent.

**FIGURE 2.5**

### 2014 STATE-BY-STATE UNEMPLOYMENT RATE COMPARED TO NATIONAL RATE

— National Rate (6.2)

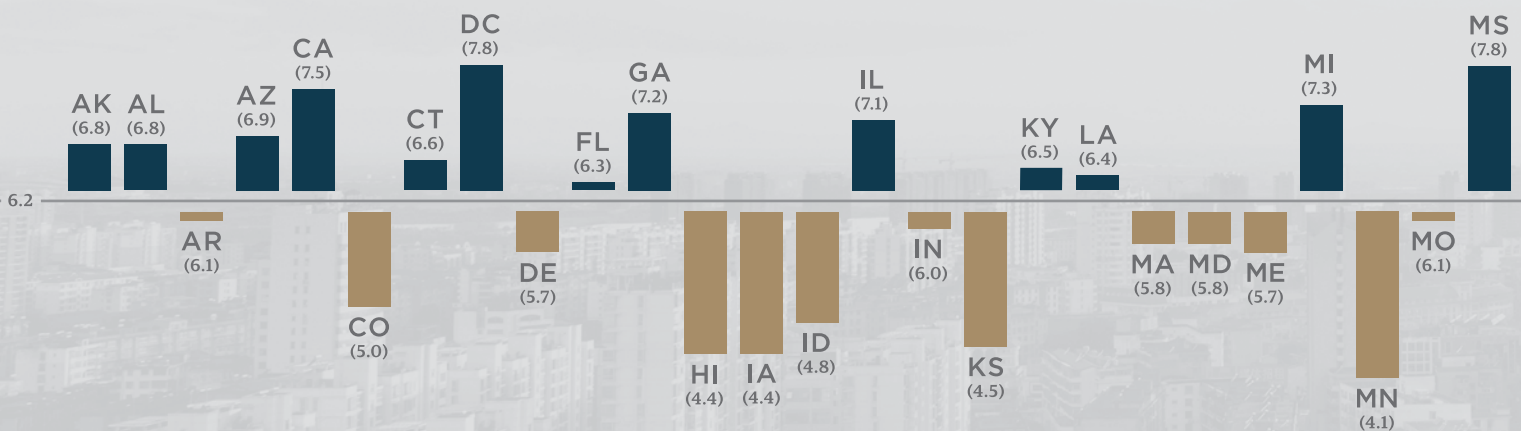
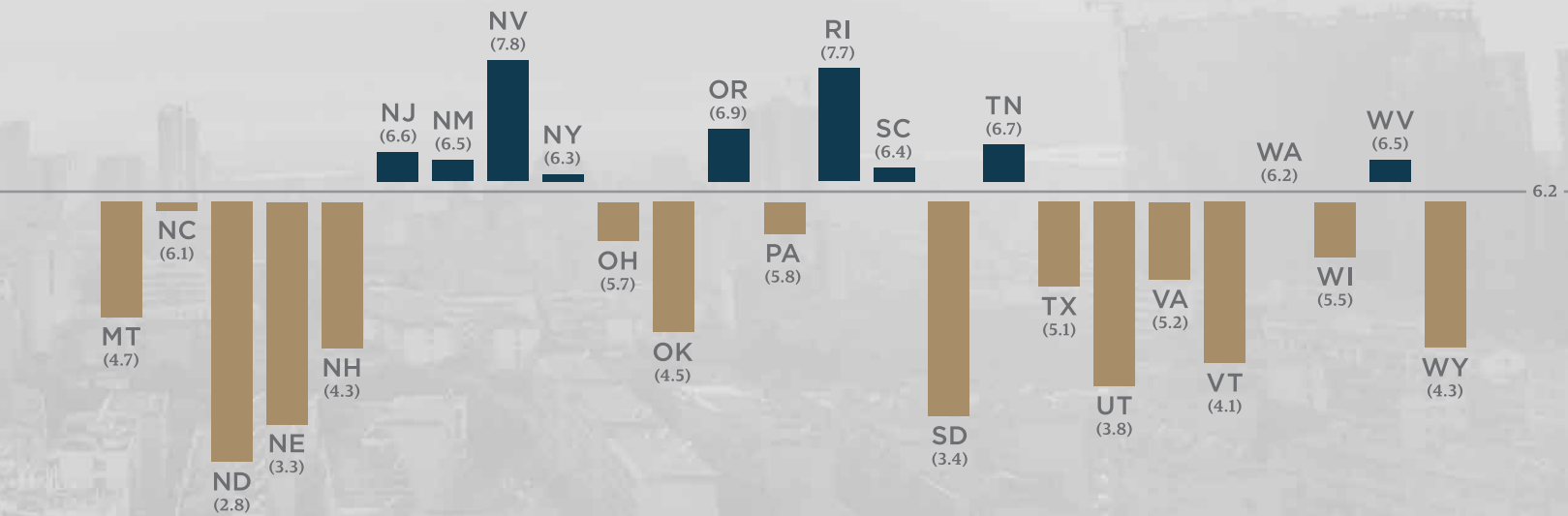
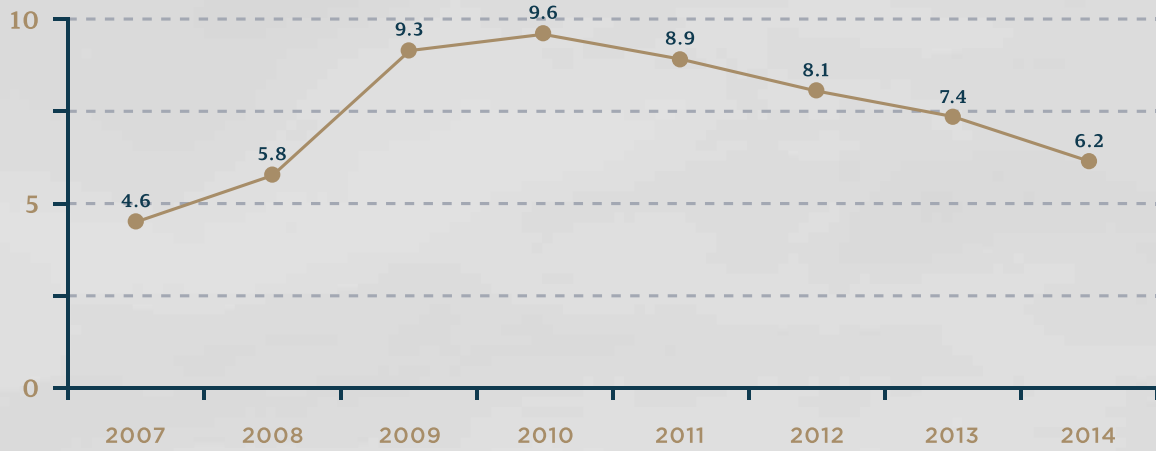


FIGURE 2.4

# CHANGE IN NATIONAL UNEMPLOYMENT RATE, 2007-2014





## POOR RENTER HOUSEHOLDS WITH SEVERE HOUSING COST BURDEN

When more than 50 percent of a poor household's income goes to paying rent, that household is experiencing what is known as severe housing cost burden. Households that fall into this category spend a disproportionate amount of income on housing, and are more likely to have an unexpected event—such as loss of employment or unexpected medical costs—result in an experience of homelessness.

Nationally, the number of poor renter households with severe housing cost burden increased slightly (2.1 percent) with 32 states seeing increases (see Map 2.3 and Table 2.4). This is likely an indication that as the housing market recovers, rents are increasing.

**MAP 2.3**

### CHANGE IN POOR RENTER HOUSEHOLDS WITH SEVERE HOUSING COST BURDEN, 2013-2014

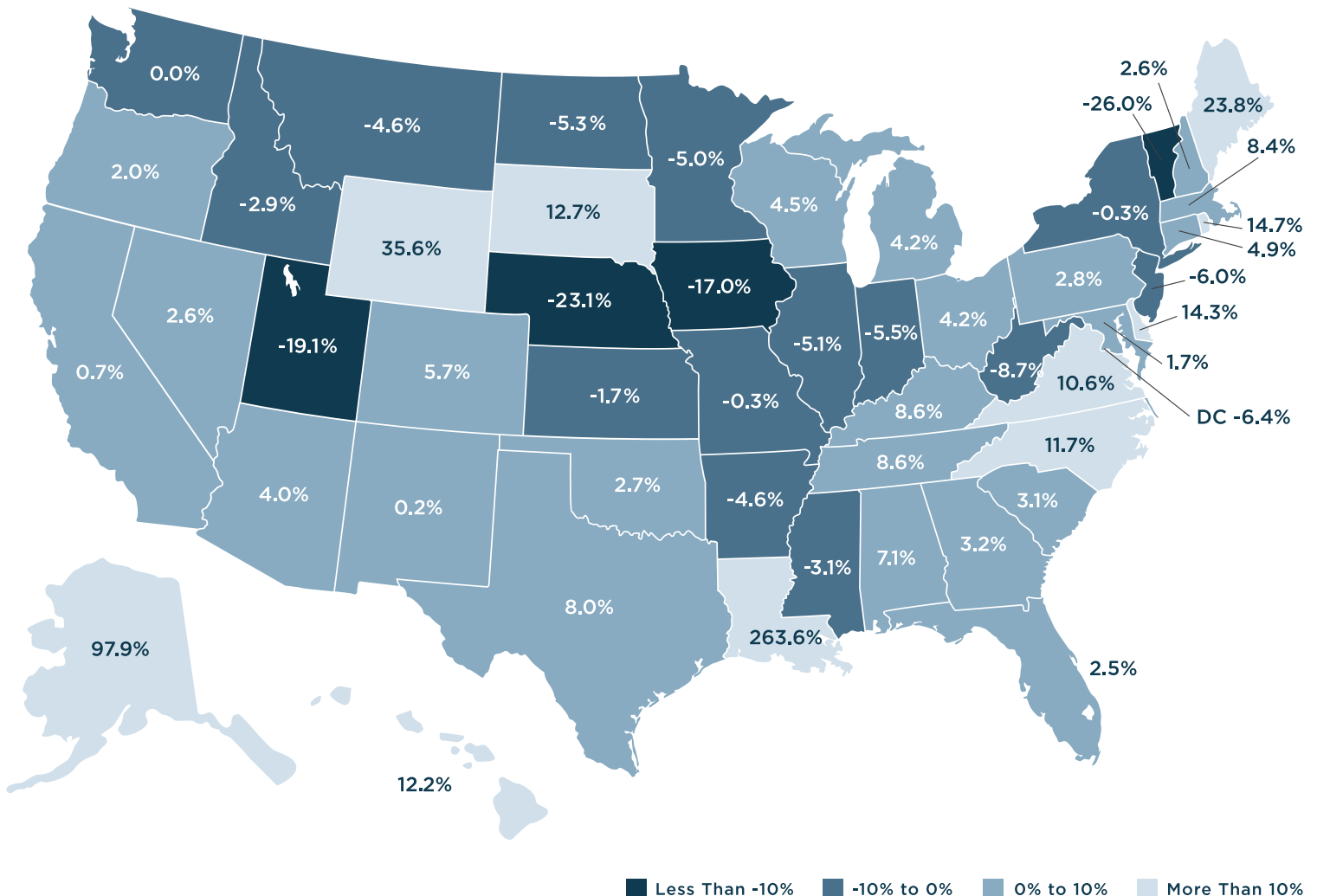


TABLE 2.4

## CHANGE IN POOR RENTER HOUSEHOLDS (PRH) WITH SEVERE HOUSING COST BURDEN (SHCB), 2013-2014

ST	2014 PRH with SHCB	2013 PRH with SHCB	% Change	ST	2014 PRH with SHCB	2013 PRH with SHCB	% Change
AK	9,607	4,855	97.9%	MT	19,693	20,638	-4.6%
AL	111,385	104,002	7.1%	NC	229,862	205,835	11.7%
AR	59,504	62,348	-4.6%	ND	13,272	14,010	-5.3%
AZ	138,210	132,836	4.0%	NE	29,080	37,795	-23.1%
CA	867,948	861,575	0.7%	NH	17,856	17,405	2.6%
CO	100,302	94,933	5.7%	NJ	149,095	158,661	-6.0%
CT	61,782	58,880	4.9%	NM	42,817	42,730	0.2%
DC	19,932	21,287	-6.4%	NV	60,089	58,551	2.6%
DE	14,651	12,820	14.3%	NY	517,334	518,697	-0.3%
FL	411,315	401,344	2.5%	OH	274,402	263,390	4.2%
GA	227,344	220,192	3.2%	OK	72,460	70,561	2.7%
HI	18,906	16,853	12.2%	OR	98,446	96,494	2.0%
IA	46,463	55,951	-17.0%	PA	248,120	241,261	2.8%
ID	26,663	27,455	-2.9%	RI	25,368	22,126	14.7%
IL	251,808	265,420	-5.1%	SC	94,425	91,603	3.1%
IN	128,012	135,098	-5.5%	SD	13,142	11,662	12.7%
KS	52,405	53,330	-1.7%	TN	147,973	136,307	8.6%
KY	96,805	89,179	8.6%	TX	537,200	497,207	8.0%
LA	109,635	113,120	-3.1%	UT	32,453	40,105	-19.1%
MA	128,137	118,239	8.4%	VA	138,283	125,055	10.6%
MD	85,413	84,026	1.7%	VT	6,558	8,868	-26.0%
ME	29,117	23,527	23.8%	WA	127,624	127,564	0.0%
MI	220,803	211,904	4.2%	WI	115,969	110,977	4.5%
MN	84,149	88,558	-5.0%	WV	32,497	35,610	-8.7%
MO	128,567	128,926	-0.3%	WY	10,083	7,434	35.6%
MS	68,710	69,742	-1.5%	USA	6,551,674	6,416,946	2.1%

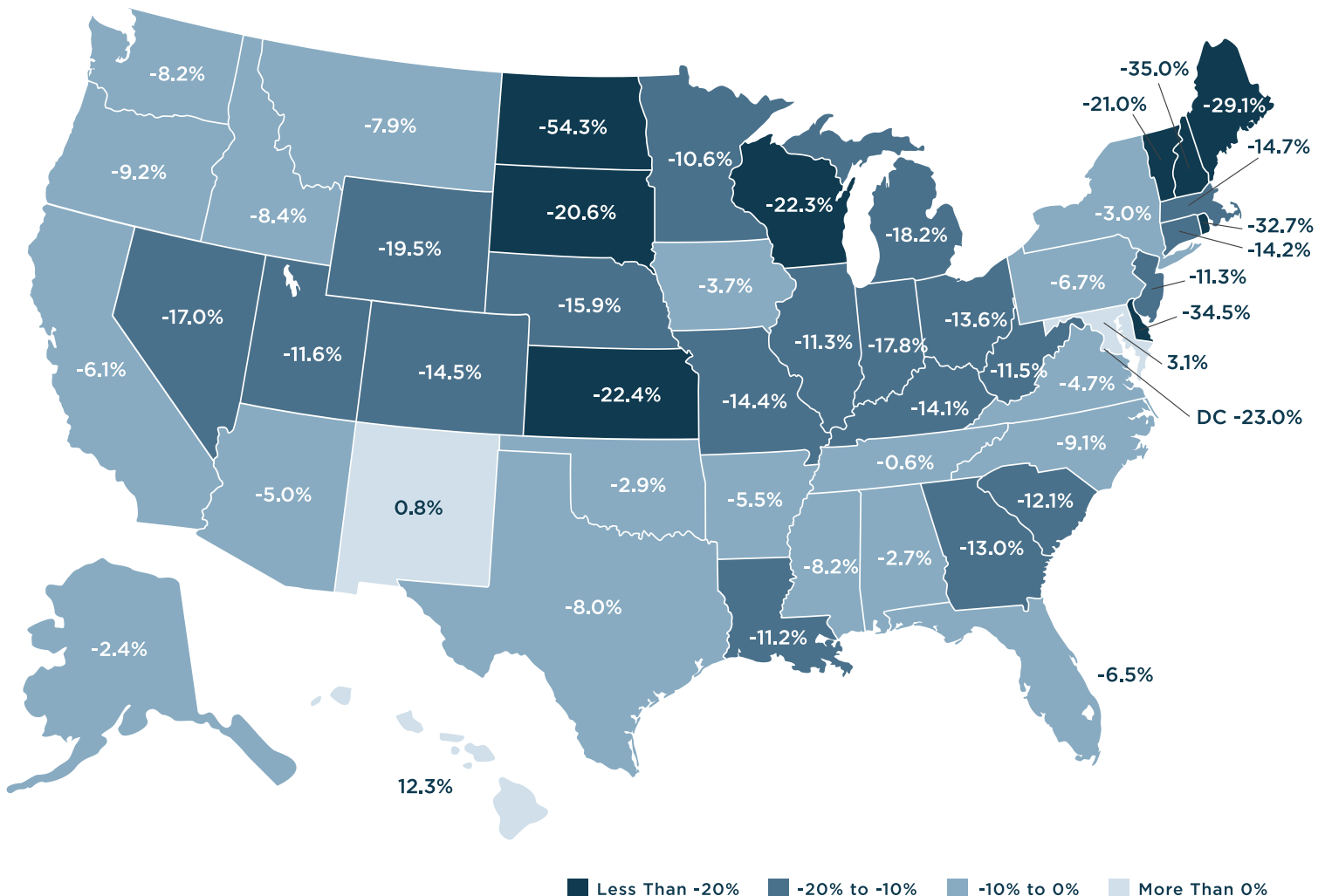
## PEOPLE IN POOR HOUSEHOLDS LIVING DOUBLED UP

People who are living with family and friends are described as living doubled up. While some people may choose to live doubled up for personal reasons, others are likely doubled up because they cannot afford housing independently and some of them may be at risk of homelessness. Not surprisingly, living doubled up has consistently been shown as the most common prior housed living situation of people who become homeless.<sup>11</sup>

Nationally, the number of people in poor households living doubled up decreased significantly (9.0 percent) with only 3 states seeing increases in the size of this population, and those increases were relatively small (see Map 2.4 and Table 2.5). California and Texas saw the largest decreases in this population with 72,580 and 56,015 less people respectively.

**MAP 2.4**

### CHANGE IN PEOPLE IN POOR HOUSEHOLDS DOUBLED UP, 2013-2014



<sup>11</sup> People living in precarious doubled up situations (unable to remain for more than 14 days or moving repeatedly) are not included in point-in-time counts, but are eligible for homeless assistance.

TABLE 2.5

## CHANGE IN PEOPLE IN POOR HOUSEHOLDS (HH) DOUBLED UP, 2013-2014

ST	2014 People in Poor HH Doubled Up	2013 People in Poor HH Doubled Up	% Change	ST	2014 People in Poor HH Doubled Up	2013 People in Poor HH Doubled Up	% Change
AK	14,306	14,656	-2.4%	MT	18,086	19,635	-7.9%
AL	130,302	133,912	-2.7%	NC	240,982	265,088	-9.1%
AR	72,916	77,155	-5.5%	ND	5,111	11,179	-54.3%
AZ	196,349	206,783	-5.0%	NE	22,839	27,158	-15.9%
CA	1,108,973	1,181,553	-6.1%	NH	13,229	20,349	-35.0%
CO	73,165	85,590	-14.5%	NJ	149,935	169,075	-11.3%
CT	46,905	54,698	-14.2%	NM	73,599	72,998	0.8%
DC	13,363	17,346	-23.0%	NV	62,485	75,294	-17.0%
DE	15,001	22,901	-34.5%	NY	488,152	503,403	-3.0%
FL	583,094	623,306	-6.5%	OH	208,079	240,832	-13.6%
GA	265,803	305,680	-13.0%	OK	77,048	79,389	-2.9%
HI	31,375	27,946	12.3%	OR	79,774	87,833	-9.2%
IA	36,879	38,283	-3.7%	PA	228,077	244,446	-6.7%
ID	27,331	29,849	-8.4%	RI	15,389	22,851	-32.7%
IL	259,484	292,578	-11.3%	SC	120,235	136,836	-12.1%
IN	117,799	143,349	-17.8%	SD	13,654	17,192	-20.6%
KS	34,754	44,769	-22.4%	TN	166,863	167,914	-0.6%
KY	98,596	114,836	-14.1%	TX	642,970	698,985	-8.0%
LA	130,043	146,393	-11.2%	UT	39,324	44,507	-11.6%
MA	93,404	109,556	-14.7%	VA	135,708	142,371	-4.7%
MD	103,047	99,955	3.1%	VT	7,529	9,536	-21.0%
ME	17,437	24,611	-29.1%	WA	115,409	125,749	-8.2%
MI	204,422	249,982	-18.2%	WI	71,298	91,814	-22.3%
MN	66,630	74,513	-10.6%	WV	44,002	49,738	-11.5%
MO	106,391	124,360	-14.4%	WY	6,679	8,296	-19.5%
MS	104,861	114,285	-8.2%	USA	6,999,086	7,691,313	-9.0%

## CHAPTER TWO SUMMARY

Table 2.6 summarizes trends in populations at risk of homelessness between 2013 and 2014.

**TABLE 2.6**

### CHANGE IN POPULATIONS AT RISK OF HOMELESSNESS BY STATE, 2013-2014

ST	Persons in Poverty	Poverty Rate*	Unemployed Persons	Unemployment Rate*	Poor Renter Households with Severe Housing Cost Burden	People in Poor Households Living Doubled Up
AK	20.3%	11.2	-1.0%	6.8	97.9%	-2.4%
AL	3.0%	19.3	-6.9%	6.8	7.1%	-2.7%
AR	-3.8%	18.9	-17.1%	6.1	-4.6%	-5.5%
AZ	-0.6%	18.2	-10.2%	6.9	4.0%	-5.0%
CA	-1.1%	16.4	-15.2%	7.5	0.7%	-6.1%
CO	-5.5%	12.0	-25.2%	5.0	5.7%	-14.5%
CT	0.2%	10.8	-13.7%	6.6	4.9%	-14.2%
DC	-4.2%	17.7	-7.4%	7.8	-6.4%	-23.0%
DE	2.0%	12.5	13.0%	5.7	14.3%	-34.5%
FL	-1.3%	16.5	-12.6%	6.3	2.5%	-6.5%
GA	-2.5%	18.3	-12.4%	7.2	3.2%	-13.0%
HI	5.6%	11.4	-7.6%	4.4	12.2%	12.3%
IA	-3.0%	12.2	-5.6%	4.4	-17.0%	-3.7%
ID	-3.5%	14.8	-20.5%	4.8	-2.9%	-8.4%
IL	-2.2%	14.4	-22.5%	7.1	-5.1%	-11.3%
IN	-4.0%	15.2	-20.3%	6.0	-5.5%	-17.8%
KS	-2.7%	13.6	-14.2%	4.5	-1.7%	-22.4%
KY	2.1%	19.1	-21.3%	6.5	8.6%	-14.1%
LA	1.0%	19.8	-2.9%	6.4	-3.1%	-11.2%
MA	-1.7%	11.6	-13.4%	5.8	8.4%	-14.7%
MD	0.7%	10.1	-12.3%	5.8	1.7%	3.1%
ME	1.2%	14.1	-15.0%	5.7	23.8%	-29.1%
MI	-4.8%	16.2	-17.5%	7.3	4.2%	-18.2%
MN	3.2%	11.5	-16.9%	4.1	-5.0%	-10.6%
MO	-2.4%	15.5	-7.5%	6.1	-0.3%	-14.4%
MS	-10.5%	21.5	-13.1%	7.8	-1.5%	-8.2%

ST	Persons in Poverty	Poverty Rate*	Unemployed Persons	Unemployment Rate*	Poor Renter Households with Severe Housing Cost Burden	People in Poor Households Living Doubled Up
MT	-5.9%	15.4	-12.8%	4.7	-4.6%	-7.9%
NC	-2.7%	17.2	-22.8%	6.1	11.7%	-9.1%
ND	-0.2%	11.5	-3.1%	2.8	-5.3%	-54.3%
NE	-5.1%	12.4	-12.1%	3.3	-23.1%	-15.9%
NH	5.8%	9.2	-15.3%	4.3	2.6%	-35.0%
NJ	-2.6%	11.1	-18.8%	6.6	-6.0%	-11.3%
NM	-2.7%	21.3	-5.7%	6.5	0.2%	0.8%
NV	-1.6%	15.2	-18.2%	7.8	2.6%	-17.0%
NY	0.2%	15.9	-18.3%	6.3	-0.3%	-3.0%
OH	-0.6%	15.8	-23.2%	5.7	4.2%	-13.6%
OK	-0.5%	16.6	-16.8%	4.5	2.7%	-2.9%
OR	0.4%	16.6	-10.1%	6.9	2.0%	-9.2%
PA	-0.5%	13.6	-22.6%	5.8	2.8%	-6.7%
RI	0.8%	14.3	-17.7%	7.7	14.7%	-32.7%
SC	-1.9%	18.0	-15.1%	6.4	3.1%	-12.1%
SD	1.2%	14.2	-9.4%	3.4	12.7%	-20.6%
TN	4.0%	18.3	-16.2%	6.7	8.6%	-0.6%
TX	-0.1%	17.2	-17.1%	5.1	8.0%	-8.0%
UT	-5.9%	11.7	-17.6%	3.8	-19.1%	-11.6%
VA	1.6%	11.8	-8.7%	5.2	10.6%	-4.7%
VT	-1.2%	12.2	-7.9%	4.1	-26.0%	-21.0%
WA	-5.5%	13.2	-10.4%	6.2	0.0%	-8.2%
WI	-2.3%	13.2	-18.2%	5.5	4.5%	-22.3%
WV	-1.4%	18.3	-4.5%	6.5	-8.7%	-11.5%
WY	2.8%	11.2	-8.7%	4.3	35.6%	-19.5%
USA	-1.2%	15.5	-16.0%	6.2	2.1%	-9.0%

\* Column represents change in percentage point.

## CHAPTER THREE

# HOMELESS ASSISTANCE IN AMERICA

Every year, communities conduct a housing inventory count (HIC) in conjunction with the point-in-time count, enumerating emergency shelter, transitional housing, permanent supportive housing, and, beginning in 2013, rapid re-housing beds. Regardless of the funding source for the bed, communities are required to report on all beds for use by people experiencing homelessness. Funding sources include HUD, VA, and the Runaway and Homeless Youth program administered by the U.S. Department of Health and Human Services (HHS).

Longitudinal trends in bed inventory show an increasing shift in homeless assistance toward permanent housing solutions. Permanent supportive housing beds continued multi-year increases in 2015 and rapid re-housing (short-term assistance to help people access permanent housing) capacity increased significantly for the second year. The decrease in transitional housing that started in 2011 became steeper. In this chapter, housing inventory data is used to estimate the capacity of the homeless assistance system on a given night.

As part of the housing inventory and point-in-time efforts, communities also report on the number people in emergency shelter and transitional housing. This chapter also includes an analysis of utilization rates for those two bed types.

## NATIONAL HOMELESS ASSISTANCE SYSTEM CAPACITY

In January 2015, communities across the nation reported a total of 805,791 beds designated for people experiencing homelessness (see Table 3.1). Permanent supportive housing represents the largest proportion of beds available for people experiencing homelessness, making up 39.6 percent of available beds. 32.8 percent of all beds were designated as emergency shelter and 20.0 percent were transitional housing beds.<sup>12</sup> The number of rapid re-housing beds, which has been increasing drastically since 2013, comprised 7.5 percent of all beds.

**TABLE 3.1**

### HOMELESS ASSISTANCE BY BED TYPE AND TARGET HOUSEHOLD TYPE, 2015

	HOUSEHOLDS WITH CHILDREN	HOUSEHOLDS WITHOUT CHILDREN	ONLY CHILD HOUSEHOLDS	TOTAL
EMERGENCY SHELTER	133,007	128,575	2,858	264,440
TRANSITIONAL HOUSING	83,693	76,911	1,223	161,827
PERMANENT SUPPORTIVE HOUSING	119,194	199,327	691	319,212
RAPID RE-HOUSING	44,861	15,433	18	60,312
OVERALL	380,755	420,246	4,790	805,791

## TRENDS IN HOMELESS ASSISTANCE SYSTEM CAPACITY AND UTILIZATION

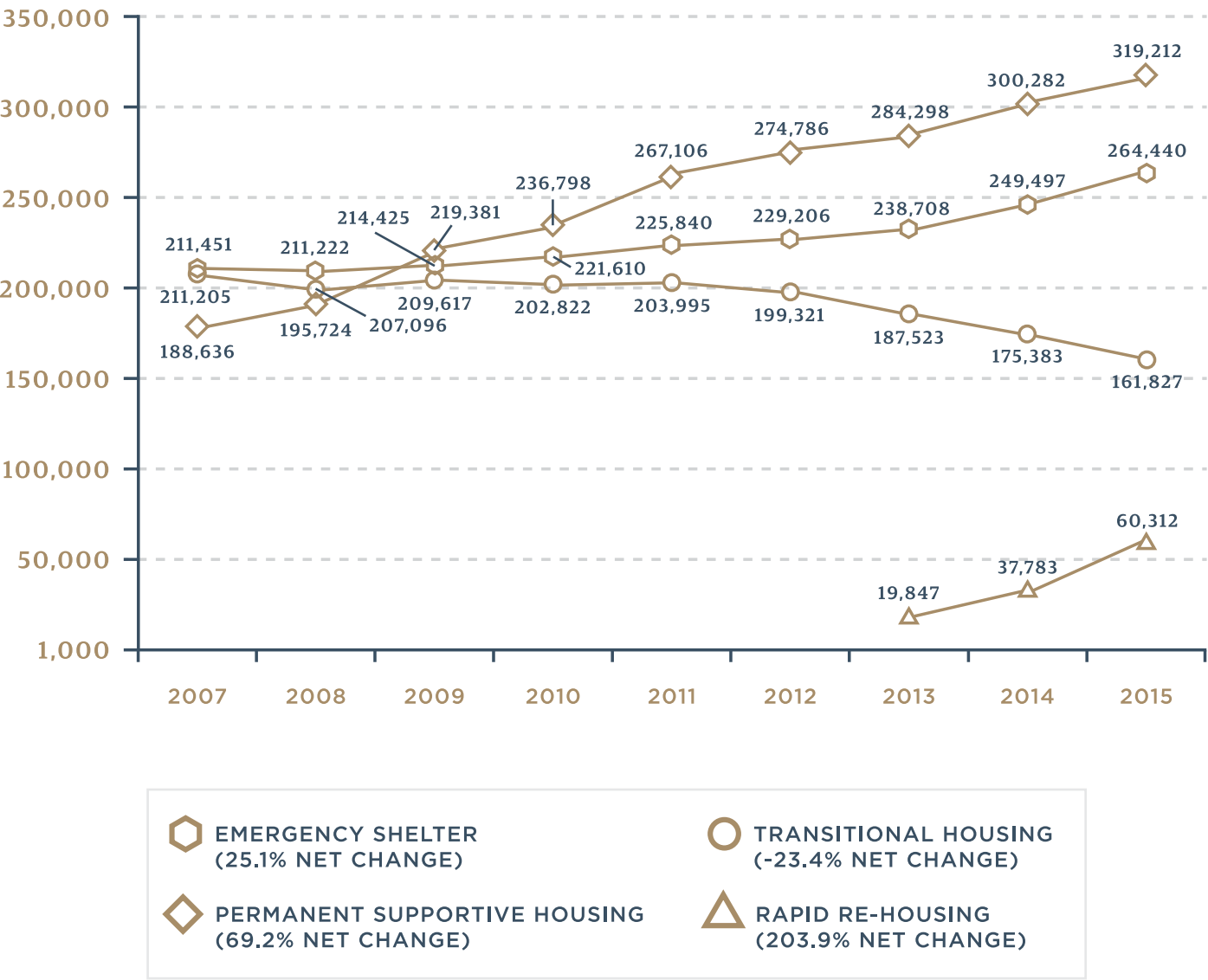
From 2007 to 2015, the number of emergency shelter (ES) and permanent supportive housing (PSH) beds increased by 25.1 percent and 69.2 percent, respectively (see Figure 3.1). In this same time period, the number of transitional housing (TH) beds decreased by 23.4 percent. From 2013 to 2015, the number of rapid rehousing (RRH) beds increased by 203.9 percent.

People living in permanent supportive housing and rapid re-housing are no longer considered homeless for the purposes of the point-in-time count (see Chapter 1). Only those in emergency shelter and transitional housing are counted as homeless on the night of the point-in-time count. Nationally, emergency shelter and transitional housing beds could assist 76 percent of the total homeless population on a single night in January 2015; however, geographic and population mismatches may prevent every bed from being filled (see Figure 3.2).

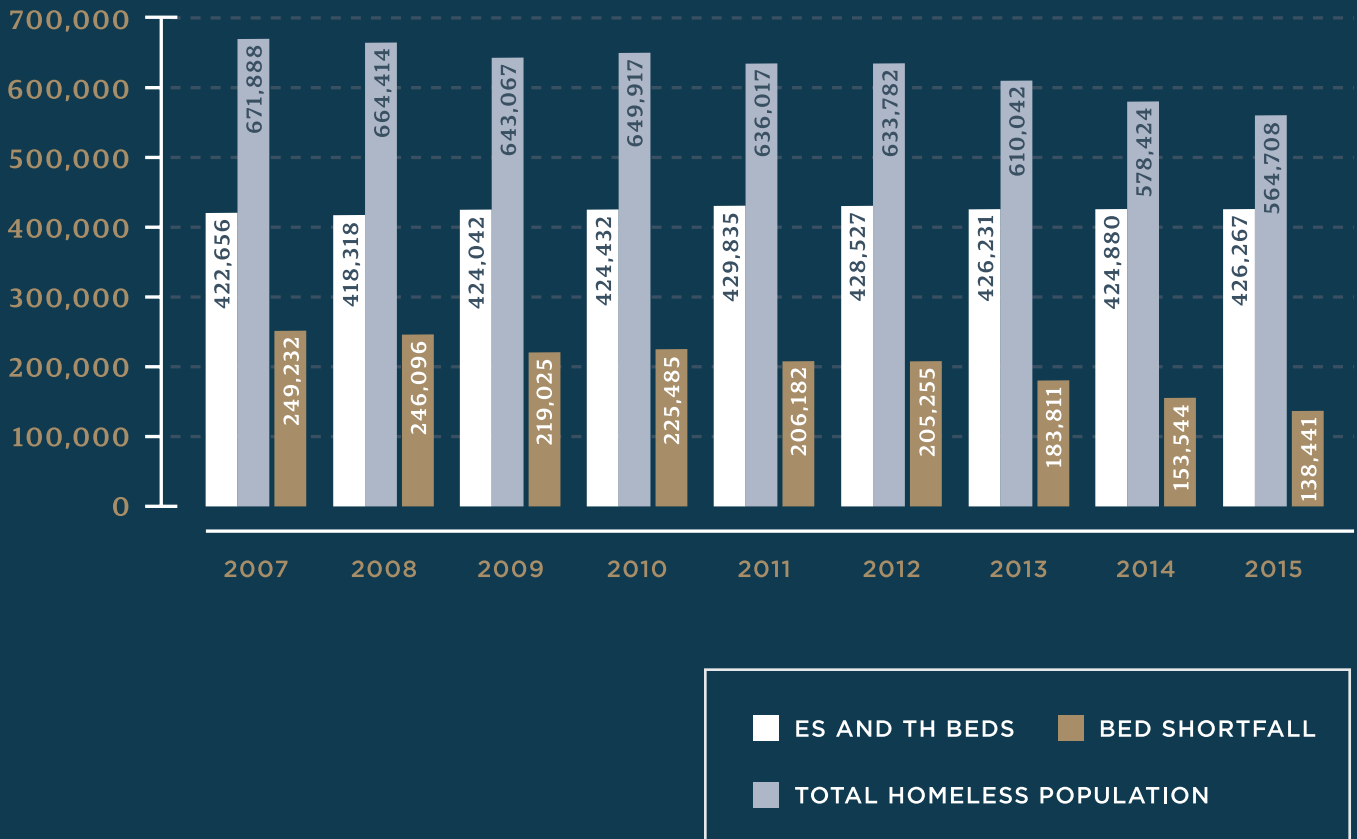
<sup>12</sup> Throughout this chapter, Safe Haven beds are included in transitional housing totals.



FIGURE 3.1  
HOUSING INVENTORY, 2007-2015



**FIGURE 3.2**  
**HOUSING SYSTEM CAPACITY, 2007-2015**



## HOMELESS ASSISTANCE BED UTILIZATION

Utilization of available homeless assistance beds has consistently been above 90 percent since 2007 (see Figure 3.3). In 2015, 91.8 percent of beds were full on a given night, but rates for emergency shelter utilization and transitional housing utilization differ significantly.

In 2015, 98.1 percent of emergency shelter beds were full on a given night, while only 81.7 percent of transitional housing beds were full (see figures 3.4 and 3.5). This disparity in rates of utilization between transitional housing and emergency shelter has existed since 2007 and persists despite large increases in emergency shelter capacity and significant decreases in transitional housing capacity. This indicates that investments in crisis housing should likely go to programs like emergency shelter that have higher utilization rates and contribute to efforts to keep the largest numbers of people from sleeping outside.

**FIGURE 3.3**  
**BED UTILIZATION TRENDS, 2007-2015**

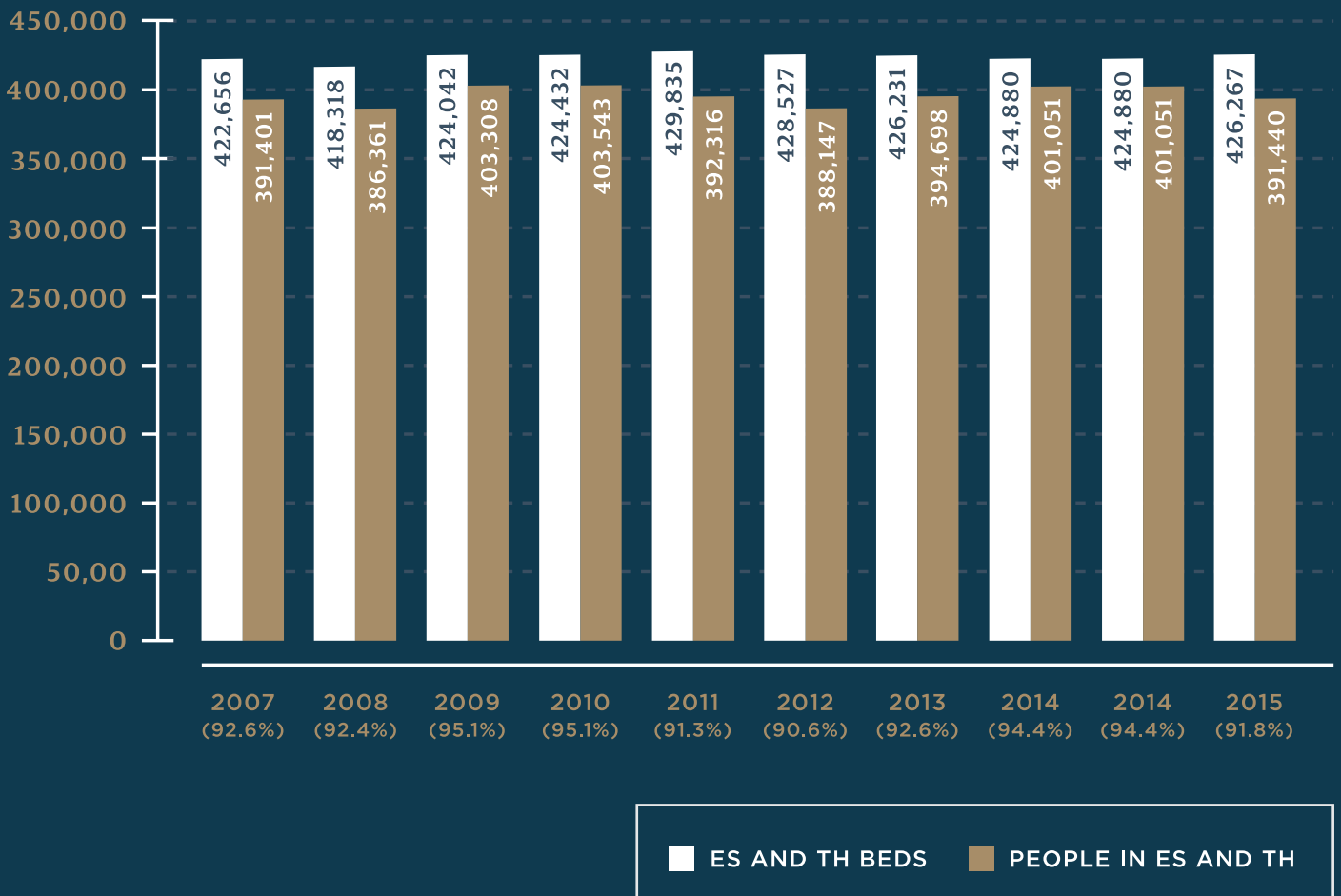


FIGURE 3.4

## EMERGENCY SHELTER UTILIZATION, 2007-2015

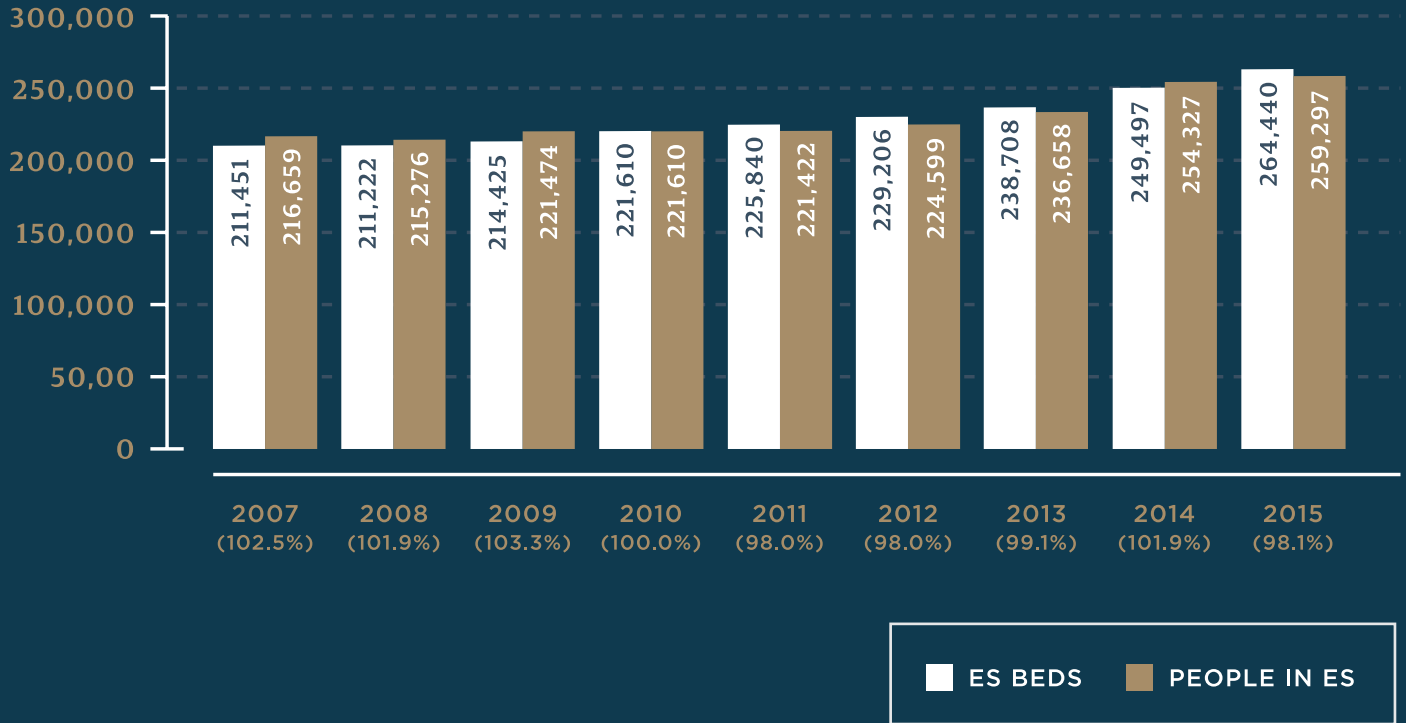
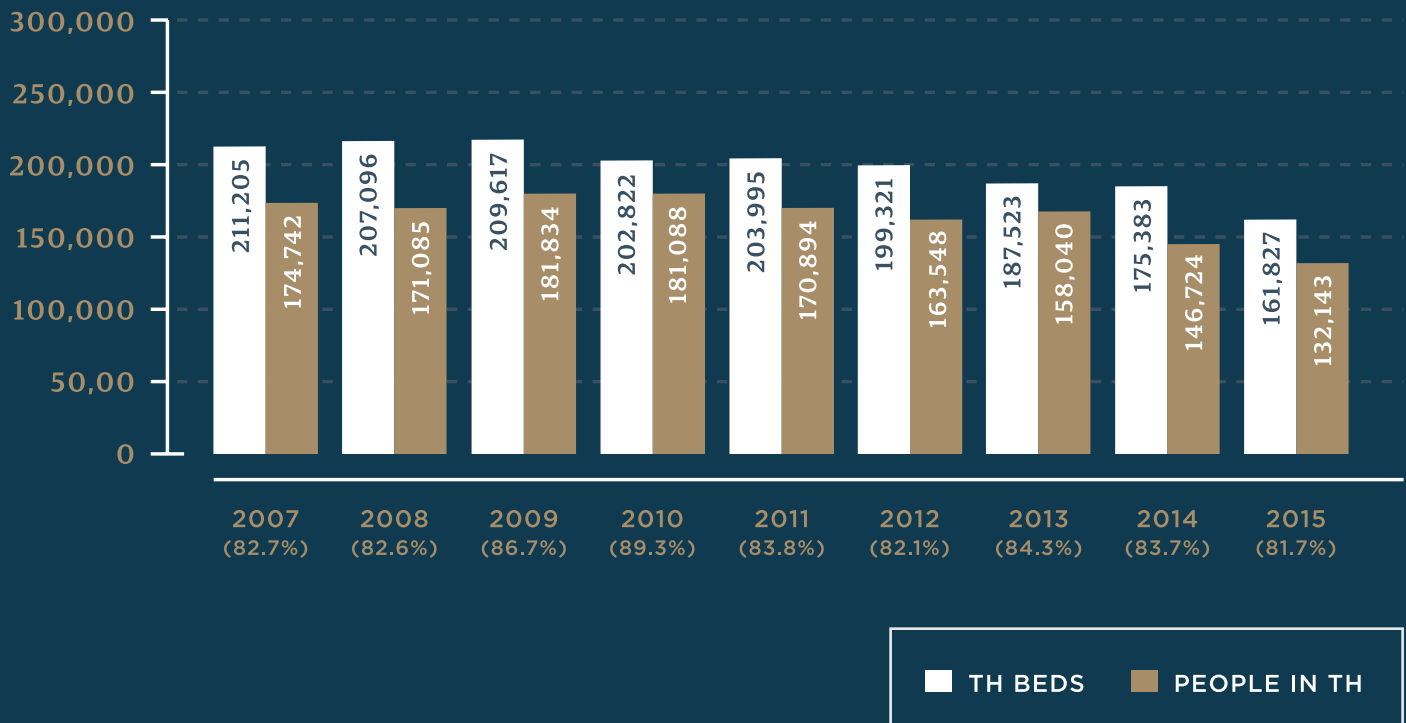


FIGURE 3.5

## TRANSITIONAL HOUSING UTILIZATION, 2007-2015



## STATE TRENDS IN HOMELESS ASSISTANCE BED CAPACITY AND UTILIZATION

### EMERGENCY SHELTER

Emergency shelter bed capacity increased nationally by 6.0 percent from 2014 to 2015, but trends varied among states: 30 states reported increases in emergency shelter capacity, while 20 states and D.C. reported decreases (see Map 3.1 and Table 3.2). The largest increases in emergency shelter capacity were in New York (8,865 more beds), California (2,998 more beds), and Massachusetts (2,674 more beds).

The trends in New York and Massachusetts are impacted by what are known as “right to shelter” policies, meaning a jurisdiction is legally required to provide emergency shelter to prevent an individual or family from sleeping outside. Without the concentrated increases seen in the New York and Massachusetts “right to shelter” jurisdictions, the country would have only have seen about a 3,500 bed increase in emergency shelter capacity.

Nationally, the utilization rate of emergency shelter beds<sup>13</sup> was 98.1 percent at the time of the 2015 point-in-time counts, but utilization varied across states. 17 states had emergency shelter utilization rates at above 100 percent (see Map 3.2 and Table 3.2).<sup>14</sup> These states are concentrated, but not exclusively so, in regions of the country that are colder in January when point-in-time counts are conducted.



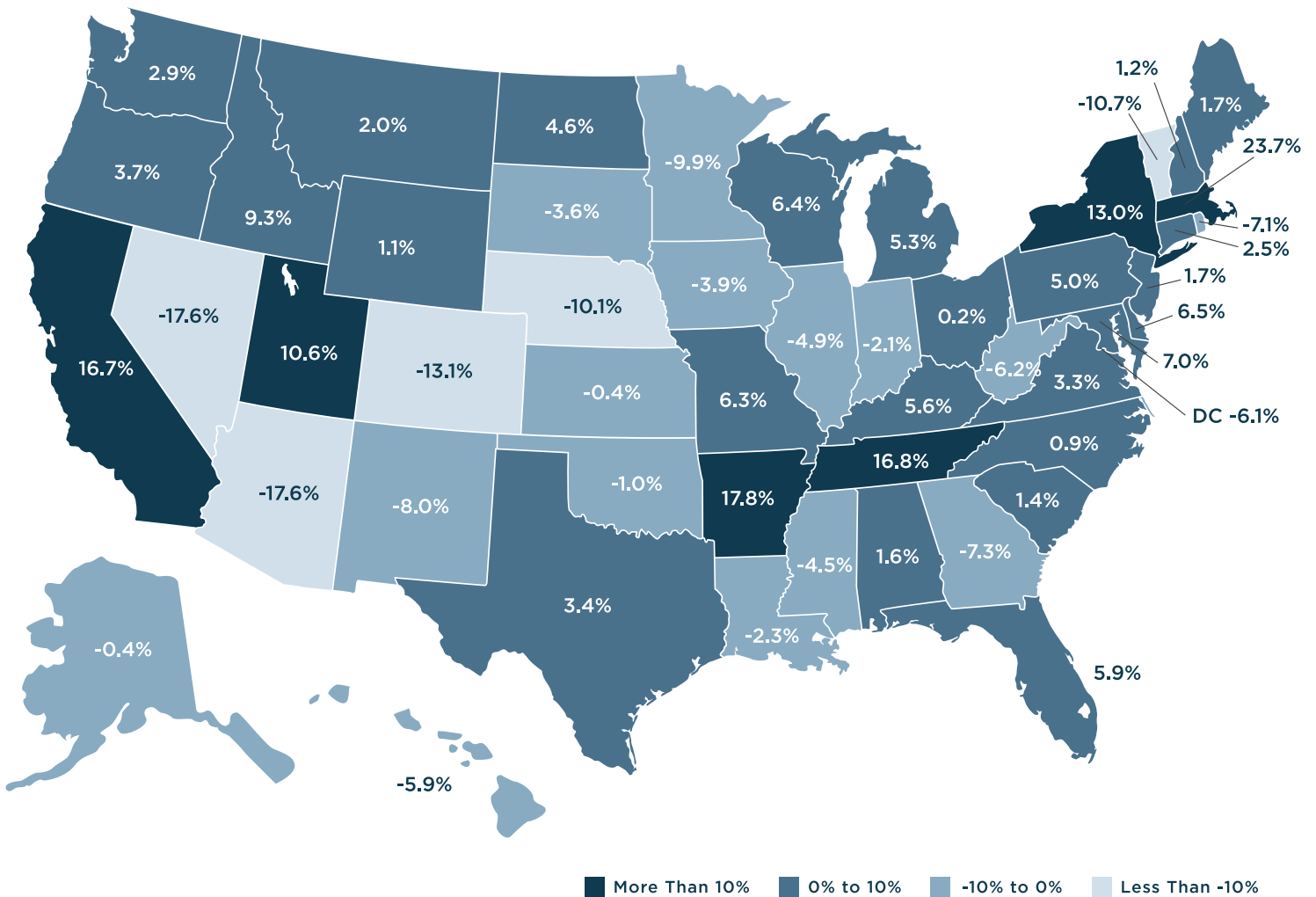
PHOTOGRAPHY CREDIT: PISAPHOTOGRAPHY/SHUTTERSTOCK.COM

<sup>13</sup> Utilization rates are calculated using year-round emergency bed capacity. The calculations do not include seasonal beds that are only available under specific circumstances.

<sup>14</sup> As utilization rates are calculated using year-round emergency shelter bed capacity, places that have seasonal beds or flexible capacity to add emergency shelter capacity can . The calculations do not include seasonal beds that are only available under specific circumstances.

MAP 3.1

## CHANGE IN EMERGENCY SHELTER BED CAPACITY, 2014-2015



MAP 3.2  
EMERGENCY SHELTER BED UTILIZATION, 2015

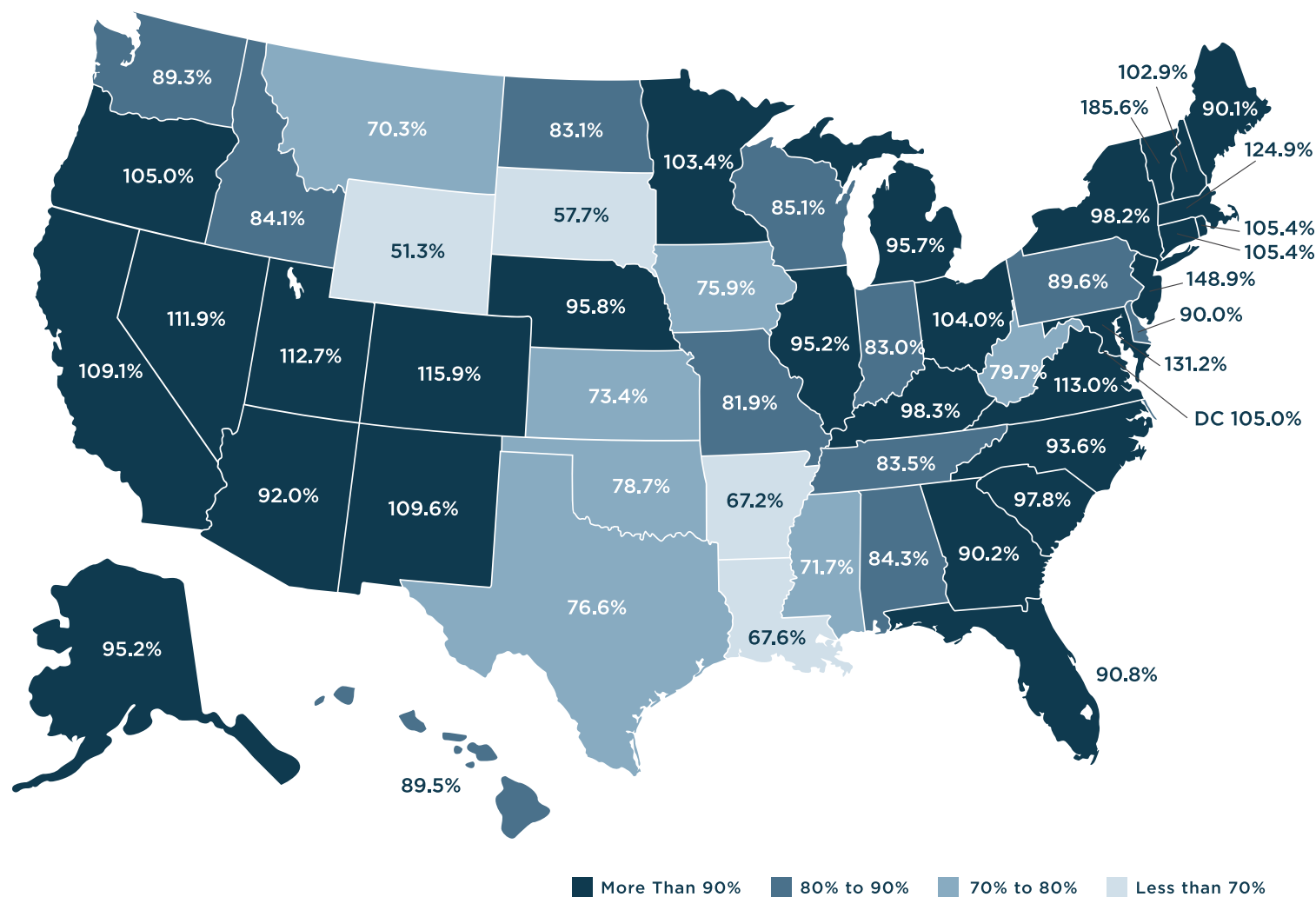






TABLE 3.2

## CHANGE IN EMERGENCY SHELTER (ES) BED CAPACITY AND UTILIZATION, 2014-2015

ST	2015 People in ES	2015 ES Beds	% Beds Filled, 2015	2014 People in ES	2014 ES Beds	% Beds Filled, 2014	% Change in ES Beds	Change in Utilization*
AK	1,127	1,184	95.2%	1,139	1,189	95.8%	-0.4%	-0.6
AL	1,574	1,868	84.3%	1,851	1,838	100.7%	1.6%	-16.4
AR	1,161	1,727	67.2%	1,021	1,466	69.6%	17.8%	-2.4
AZ	3,395	3,692	92.0%	4,291	4,481	95.8%	-17.6%	-3.8
CA	22,750	20,857	109.1%	20,964	17,869	117.3%	16.7%	-8.2
CO	3,782	3,263	115.9%	4,002	3,753	106.6%	-13.1%	9.3
CT	2,418	2,295	105.4%	2,481	2,238	110.9%	2.5%	-5.5
DC	5,085	4,843	105.0%	5,754	5,157	111.6%	-6.1%	-6.6
DE	529	588	90.0%	435	552	78.8%	6.5%	11.2
FL	9,894	10,891	90.8%	10,250	10,286	99.7%	5.9%	-8.8
GA	3,984	4,416	90.2%	4,441	4,765	93.2%	-7.3%	-3.0
GU	73	132	55.3%	57	102	55.9%	29.4%	-0.6
HI	1,257	1,404	89.5%	1,162	1,492	77.9%	-5.9%	11.6
IA	1,225	1,615	75.9%	1,387	1,681	82.5%	-3.9%	-6.7
ID	790	939	84.1%	739	859	86.0%	9.3%	-1.9
IL	4,684	4,918	95.2%	5,031	5,174	97.2%	-4.9%	-2.0
IN	3,082	3,715	83.0%	3,376	3,796	88.9%	-2.1%	-6.0
KS	1,353	1,844	73.4%	1,460	1,852	78.8%	-0.4%	-5.5
KY	2,281	2,320	98.3%	2,382	2,198	108.4%	5.6%	-10.1
LA	1,306	1,931	67.6%	1,451	1,976	73.4%	-2.3%	-5.8
MA	17,444	13,961	124.9%	16,835	11,287	149.2%	23.7%	-24.2
MD	3,953	3,014	131.2%	3,703	2,818	131.4%	7.0%	-0.3
ME	1,085	1,204	90.1%	1,107	1,184	93.5%	1.7%	-3.4
MI	5,393	5,634	95.7%	5,513	5,348	103.1%	5.3%	-7.4
MN	3,764	3,639	103.4%	4,414	4,041	109.2%	-9.9%	-5.8
MO	3,379	4,128	81.9%	3,521	3,882	90.7%	6.3%	-8.8
MS	523	729	71.7%	732	763	95.9%	-4.5%	-24.2

ST	2015 People in ES	2015 ES Beds	% Beds Filled, 2015	2014 People in ES	2014 ES Beds	% Beds Filled, 2014	% Change in ES Beds	Change in Utilization*
MT	535	761	70.3%	471	746	63.1%	2.0%	7.2
NC	5,672	6,062	93.6%	5,631	6,008	93.7%	0.9%	-0.2
ND	640	770	83.1%	639	736	86.8%	0.9%	-3.7
NE	1,493	1,559	95.8%	1,584	1,735	91.3%	-10.1%	4.5
NH	770	748	102.9%	710	739	96.1%	1.2%	6.9
NJ	6,877	4,618	148.9%	7,692	4,543	169.3%	1.7%	-20.4
NM	1,387	1,265	109.6%	1,409	1,375	102.5%	-8.0%	7.2
NV	3,251	2,904	111.9%	3,582	3,523	101.7%	-17.6%	10.3
NY	75,646	77,017	98.2%	66,893	68,152	98.2%	13.0%	0.1
OH	6,942	6,676	104.0%	7,043	6,660	105.8%	0.2%	-1.8
OK	2,309	2,933	78.7%	2,499	2,962	84.4%	-1.0%	-5.6
OR	3,214	3,062	105.0%	2,767	2,952	93.7%	3.7%	11.2
PA	7,576	8,452	89.6%	7,733	8,053	96.0%	5.0%	-6.4
PR	399	646	61.8%	406	589	68.9%	9.7%	-7.2
RI	743	705	105.4%	803	759	105.8%	-7.1%	-0.4
SC	1,639	1,676	97.8%	1,782	1,653	107.8%	1.4%	-10.0
SD	642	1,112	57.7%	528	1,154	45.8%	-3.6%	12.0
TN	3,540	4,237	83.5%	4,160	3,628	114.7%	16.8%	-31.1
TX	10,244	13,382	76.6%	10,601	12,942	81.9%	3.4%	-5.4
UT	1,912	1,697	112.7%	1,762	1,535	114.8%	10.6%	-2.1
VA	4,453	3,942	113.0%	4,281	3,816	112.2%	3.3%	0.8
VI	53	82	64.6%	51	84	60.7%	-2.4%	3.9
VT	1,082	583	185.6%	1,031	653	157.9%	-10.7%	27.7
WA	6,624	7,415	89.3%	6,202	7,209	86.0%	2.9%	3.3
WI	3,112	3,656	85.1%	3,111	3,436	90.5%	6.4%	-5.4
WV	1,020	1,279	79.7%	1,189	1,363	87.2%	-6.2%	-7.5
WY	231	450	51.3%	268	445	60.2%	1.1%	-8.9
USA	259,297	264,440	98.1%	254,327	249,497	101.9%	6.0%	-3.9

\* Column represents change in percentage point.

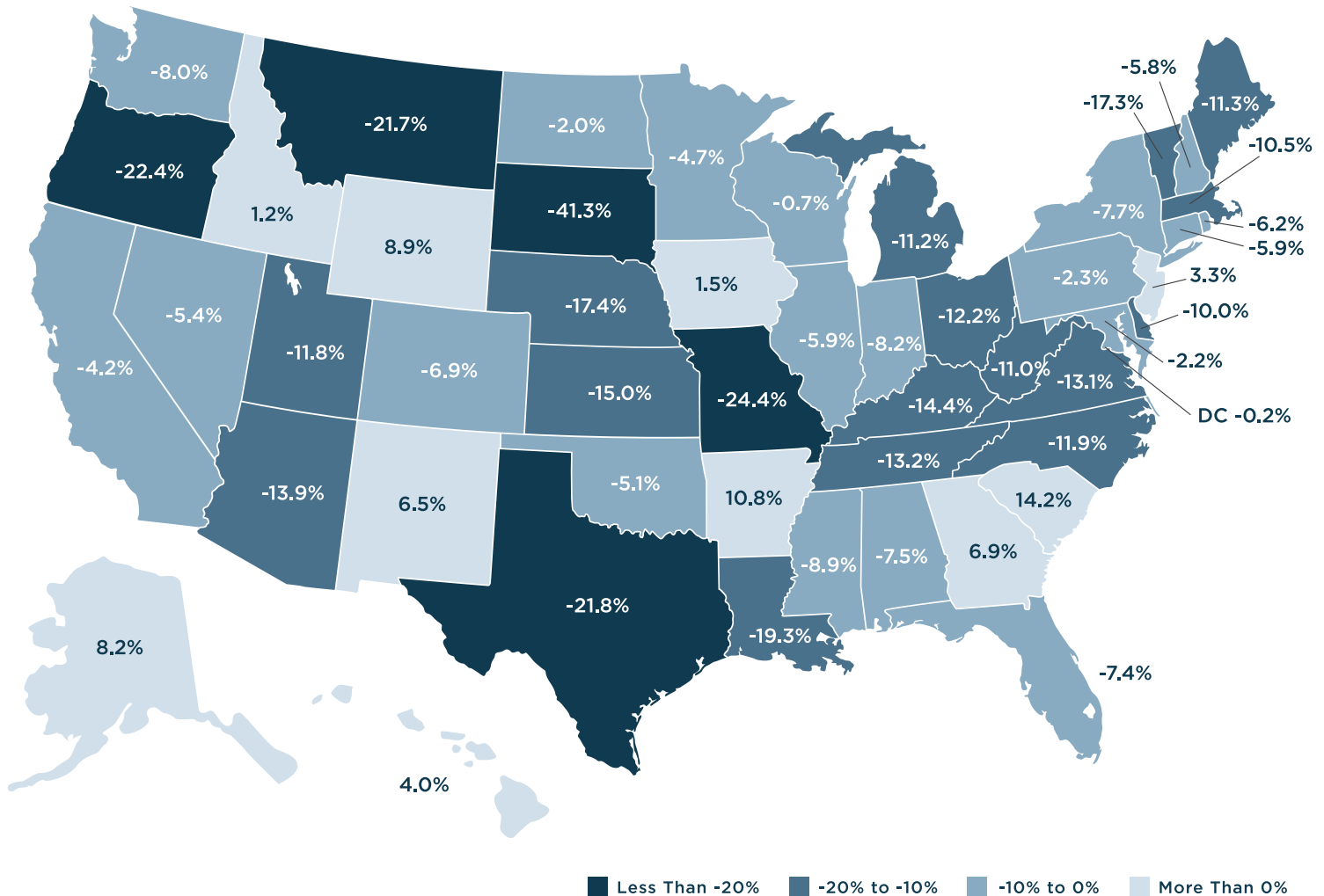
## TRANSITIONAL HOUSING

Transitional housing bed capacity decreased nationally by 7.7 percent from 2014 to 2015 with 40 states and D.C. reporting decreases in capacity (see Map 3.3 and Table 3.3). The largest decreases in transitional housing capacity were in Texas (2,071 fewer beds) and California (1,094 fewer beds).

Nationally, the utilization rate of transitional housing beds was 81.7 percent at the time of the 2015 point-in-time counts, but utilization varied across states (see Map 3.4 and Table 3.3). Five states had transitional housing utilization rates above 90 percent (about the national rate of emergency shelter utilization): Arizona, Connecticut, Minnesota, North Dakota, and Vermont. Similar to high emergency shelter utilization rates, these states with higher rates are concentrated, but not exclusively so, in regions of the country that are colder in January when point-in-time counts are conducted.

**MAP 3.3**

### CHANGE IN TRANSITIONAL HOUSING BED CAPACITY, 2014-2015



MAP 3.4

# TRANSITIONAL HOUSING BED UTILIZATION, 2015

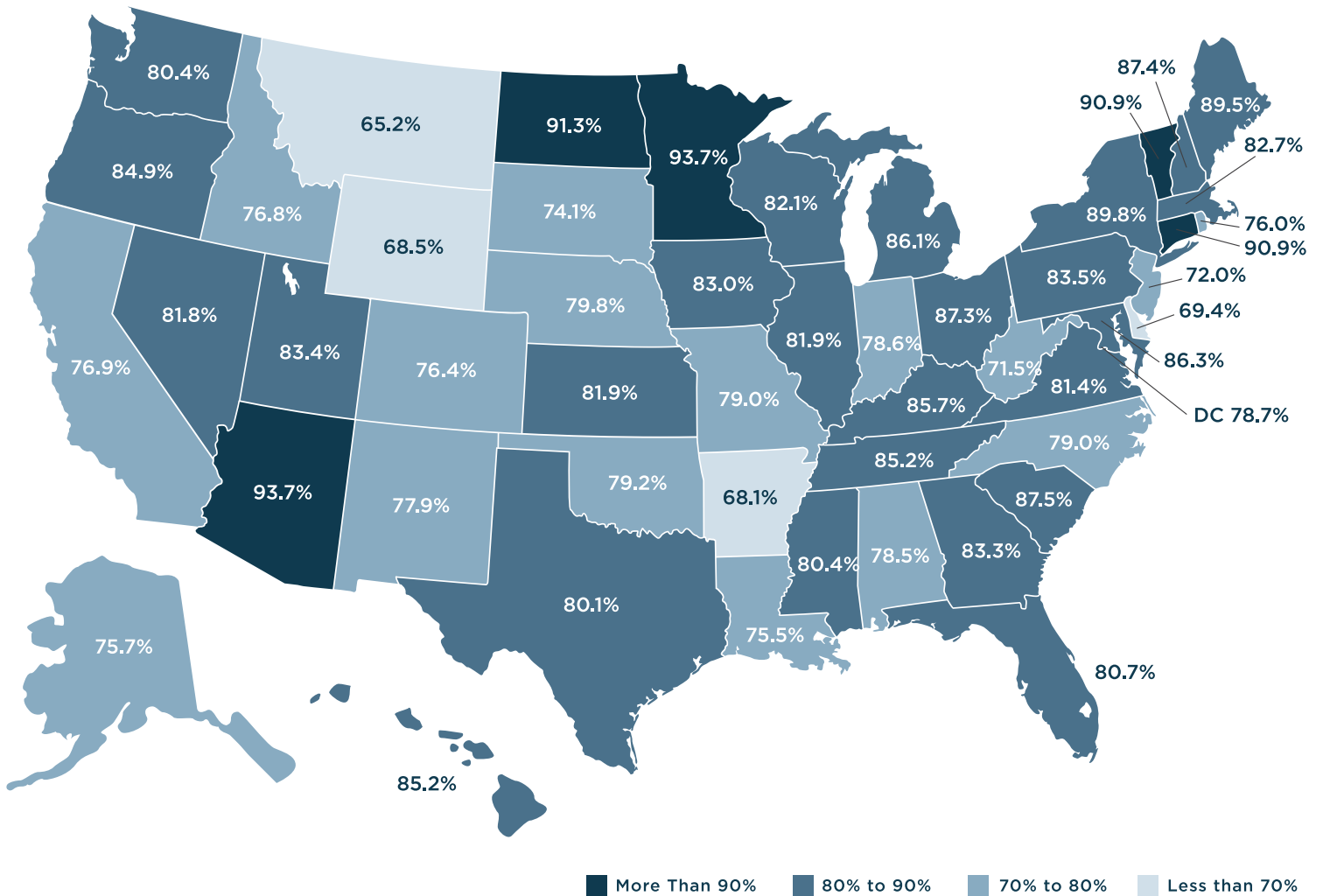


TABLE 3.3

## CHANGE IN TRANSITIONAL HOUSING BED (TH) CAPACITY AND UTILIZATION, 2014-2015

ST	2015 People in TH	2015 TH Beds	% Beds Filled, 2015	2014 People in TH	2014 TH Beds	% Beds Filled, 2014	% Change in TH Beds	Change in Utilization*
AK	512	676	75.7%	500	625	80.0%	8.2%	-4.3
AL	1,369	1,745	78.5%	1,667	1,886	88.4%	-7.5%	-9.9
AR	517	759	68.1%	482	685	70.4%	10.8%	-2.2
AZ	3,544	3,781	93.7%	3,635	4,392	82.8%	-13.9%	11.0
CA	19,289	25,072	76.9%	21,551	26,166	82.4%	-4.2%	-5.4
CO	3,352	4,390	76.4%	4,081	4,713	86.6%	-6.9%	-10.2
CT	1,003	1,104	90.9%	1,050	1,173	89.5%	-5.9%	1.3
DC	1,669	2,120	78.7%	1,598	2,124	75.2%	-0.2%	3.5
DE	387	558	69.4%	429	620	69.2%	-10.0%	0.2
FL	8,989	11,135	80.7%	9,601	12,030	79.8%	-7.4%	0.9
GA	4,003	4,803	83.3%	3,773	4,491	84.0%	6.9%	-0.7
GU	14	22	63.6%	69	84	82.1%	-73.8%	-18.5
HI	2,520	2,959	85.2%	2,651	2,844	93.2%	4.0%	-8.0
IA	1,653	1,991	83.0%	1,539	1,962	78.4%	1.5%	4.6
ID	707	920	76.8%	729	909	80.2%	1.2%	-3.4
IL	5,779	7,057	81.9%	6,378	7,502	85.0%	-5.9%	-3.1
IN	2,198	2,796	78.6%	2,192	3,046	72.0%	-8.2%	6.6
KS	930	1,135	81.9%	1,074	1,336	80.4%	-15.0%	1.5
KY	1,515	1,767	85.7%	1,876	2,064	90.9%	-14.4%	-5.2
LA	1,584	2,097	75.5%	2,052	2,598	79.0%	-19.3%	-3.4
MA	3,098	3,746	82.7%	3,643	4,184	87.1%	-10.5%	-4.4
MD	2,641	3,062	86.3%	2,564	3,132	81.9%	-2.2%	4.4
ME	1,228	1,372	89.5%	1,526	1,546	98.7%	-11.3%	-9.2
MI	4,051	4,703	86.1%	4,562	5,295	86.2%	-11.2%	-0.0
MN	2,941	3,140	93.7%	3,168	3,295	96.1%	-4.7%	-2.5
MO	2,032	2,572	79.0%	2,788	3,402	82.0%	-24.4%	-2.9
MS	618	769	80.4%	673	844	79.7%	-8.9%	0.6

ST	2015 People in TH	2015 TH Beds	% Beds Filled, 2015	2014 People in TH	2014 TH Beds	% Beds Filled, 2014	% Change in TH Beds	Change in Utilization*
MT	302	463	65.2%	440	591	74.5%	-11.9%	-9.2
NC	2,588	3,275	79.0%	3,243	3,716	87.3%	-11.9%	-8.2
ND	179	196	91.3%	155	200	77.5%	-2.0%	13.8
NE	1,128	1,414	79.8%	1,333	1,711	77.9%	-17.4%	1.9
NH	543	621	87.4%	533	659	80.9%	-5.8%	6.6
NJ	2,247	3,119	72.0%	3,044	3,018	100.9%	3.3%	-28.8
NM	788	1,012	77.9%	909	950	95.7%	6.5%	-17.8
NV	1,277	1,562	81.8%	1,215	1,652	73.5%	-5.4%	8.2
NY	8,582	9,561	89.8%	9,594	10,354	92.7%	-7.7%	-2.9
OH	3,141	3,597	87.3%	3,677	4,099	89.7%	-12.2%	-2.4
OK	690	871	79.2%	760	918	82.8%	-5.1%	-3.6
OR	2,617	3,082	84.9%	3,334	3,972	83.9%	-22.4%	1.0
PA	6,417	7,688	83.5%	6,568	7,869	83.5%	-2.3%	0.0
PR	1,022	1,466	69.7%	1,000	1,373	72.8%	6.8%	-3.1
RI	332	437	76.0%	367	466	78.8%	-6.2%	-2.8
SC	1,819	2,079	87.5%	1,467	1,820	80.6%	14.2%	6.9
SD	258	348	74.1%	302	593	50.9%	-41.3%	23.2
TN	2,339	2,744	85.2%	2,223	3,163	70.3%	-13.2%	15.0
TX	5,948	7,430	80.1%	7,627	9,501	80.3%	-21.8%	-0.2
UT	887	1,063	83.4%	1,006	1,205	83.5%	-11.8%	-0.0
VA	1,737	2,135	81.4%	2,049	2,458	83.4%	-13.1%	-2.0
VI	32	46	69.6%	34	43	79.1%	7.0%	-9.5
VT	291	320	90.9%	365	387	94.3%	-17.3%	-3.4
WA	5,674	7,061	80.4%	6,338	7,677	82.6%	-8.0%	-2.2
WI	2,503	3,047	82.1%	2,601	3,068	84.8%	-0.7%	-2.6
WV	383	536	71.5%	394	602	65.4%	-11.0%	6.0
WY	276	403	68.5%	295	370	79.7%	8.9%	-11.2
USA	132,143	161,827	81.7%	146,724	175,383	83.7%	-7.7%	-2.0

\* Column represents change in percentage point.

## PERMANENT SUPPORTIVE HOUSING

Permanent supportive housing (PSH) bed capacity increased nationally by 6.3 percent from 2014 to 2015, but trends varied among states: 35 states reported increases in PSH capacity, while 15 states and D.C. reported decreases (see Map 3.5 and Table 3.4). The largest increases in PSH capacity were reported in Delaware (21.6 percent), Georgia (20.2 percent), and South Dakota (18.1 percent).

**MAP 3.5**

### CHANGE IN PERMANENT SUPPORTIVE HOUSING BED CAPACITY, 2014-2015

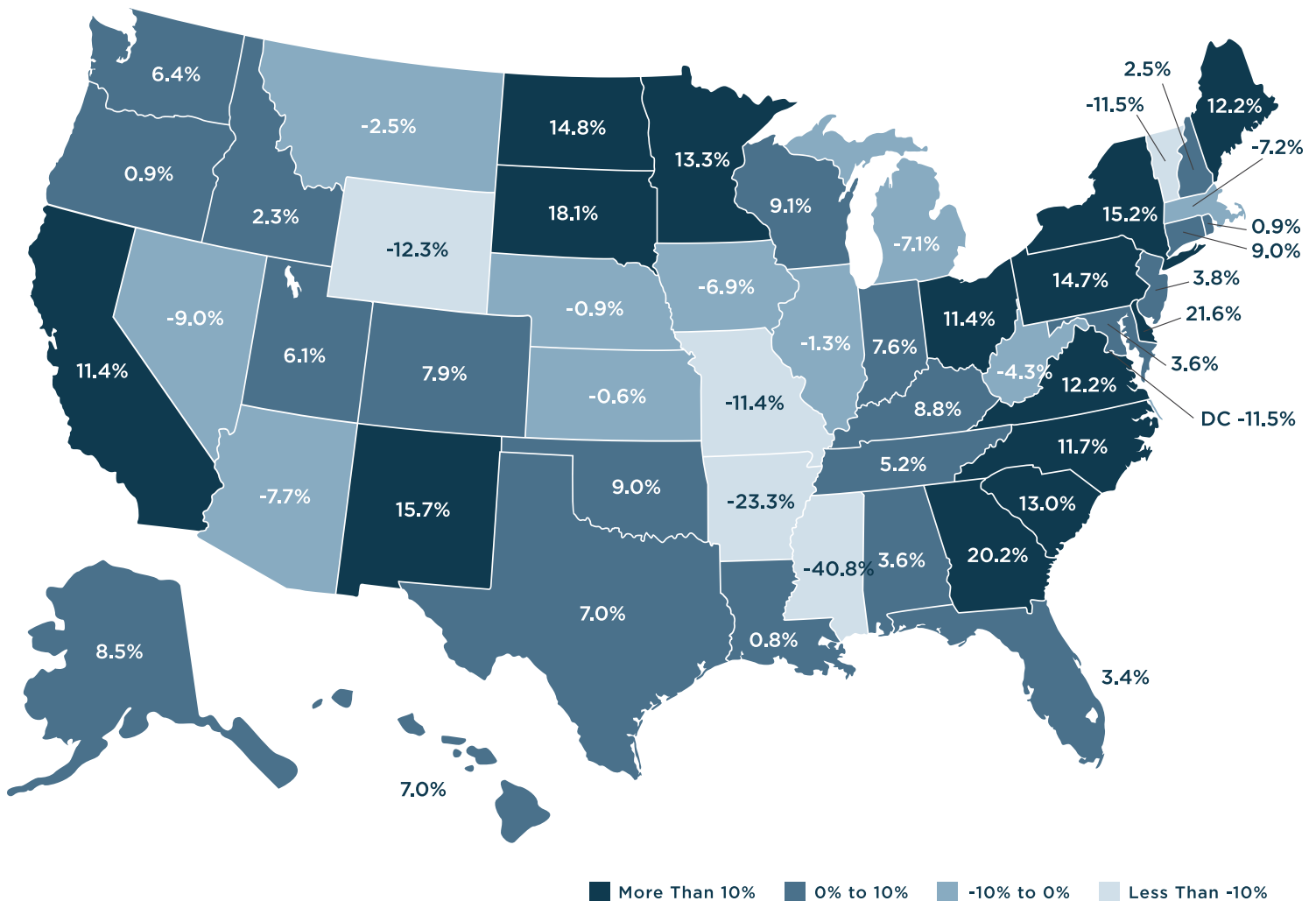


TABLE 3.4

## CHANGE IN PERMANENT SUPPORTIVE HOUSING (PSH) CAPACITY CHANGE, 2014-2015

ST	2015 PSH Beds	2014 PSH Beds	% Change	ST	2015 PSH Beds	2014 PSH Beds	% Change
AK	776	715	8.5%	MT	550	564	-2.5%
AL	2,995	2,891	3.6%	NC	6,250	5,597	11.7%
AR	708	923	-23.3%	ND	746	650	14.8%
AZ	6,789	7,358	-7.7%	NE	1,024	1,033	-0.9%
CA	50,760	45,580	11.4%	NH	1,110	1,083	2.5%
CO	3,334	3,091	7.9%	NJ	5,939	5,724	3.8%
CT	6,216	5,705	9.0%	NM	2,049	1,771	15.7%
DC	5,679	6,414	-11.5%	NV	2,587	2,842	-9.0%
DE	727	598	21.6%	NY	39,971	34,698	15.2%
FL	16,271	15,742	3.4%	OH	15,824	14,211	11.4%
GA	8,319	6,923	20.2%	OK	1,517	1,392	9.0%
GU	104	102	2.0%	OR	5,889	5,835	0.9%
HI	1,305	1,220	7.0%	PA	13,610	11,862	14.7%
IA	1,022	1,098	-6.9%	PR	1,721	1,988	-13.4%
ID	854	835	2.3%	RI	1,506	1,493	0.9%
IL	12,162	12,317	-1.3%	SC	1,976	1,748	13.0%
IN	3,171	2,947	7.6%	SD	621	526	18.1%
KS	1,400	1,408	-0.6%	TN	4,800	4,563	5.2%
KY	3,347	3,077	8.8%	TX	13,058	12,209	7.0%
LA	4,634	4,596	0.8%	UT	2,403	2,264	6.1%
MA	11,088	11,948	-7.2%	VA	4,020	3,582	12.2%
MD	7,405	7,145	3.6%	VI	35	22	59.1%
ME	2,764	2,464	12.2%	VT	529	598	-11.5%
MI	8,026	8,644	-7.1%	WA	9,628	9,046	6.4%
MN	12,372	10,921	13.3%	WI	2,918	2,675	9.1%
MO	5,016	5,659	-11.4%	WV	1,166	1,219	-4.3%
MS	314	530	-40.8%	WY	207	236	-12.3%
				USA	319,212	300,282	6.3%



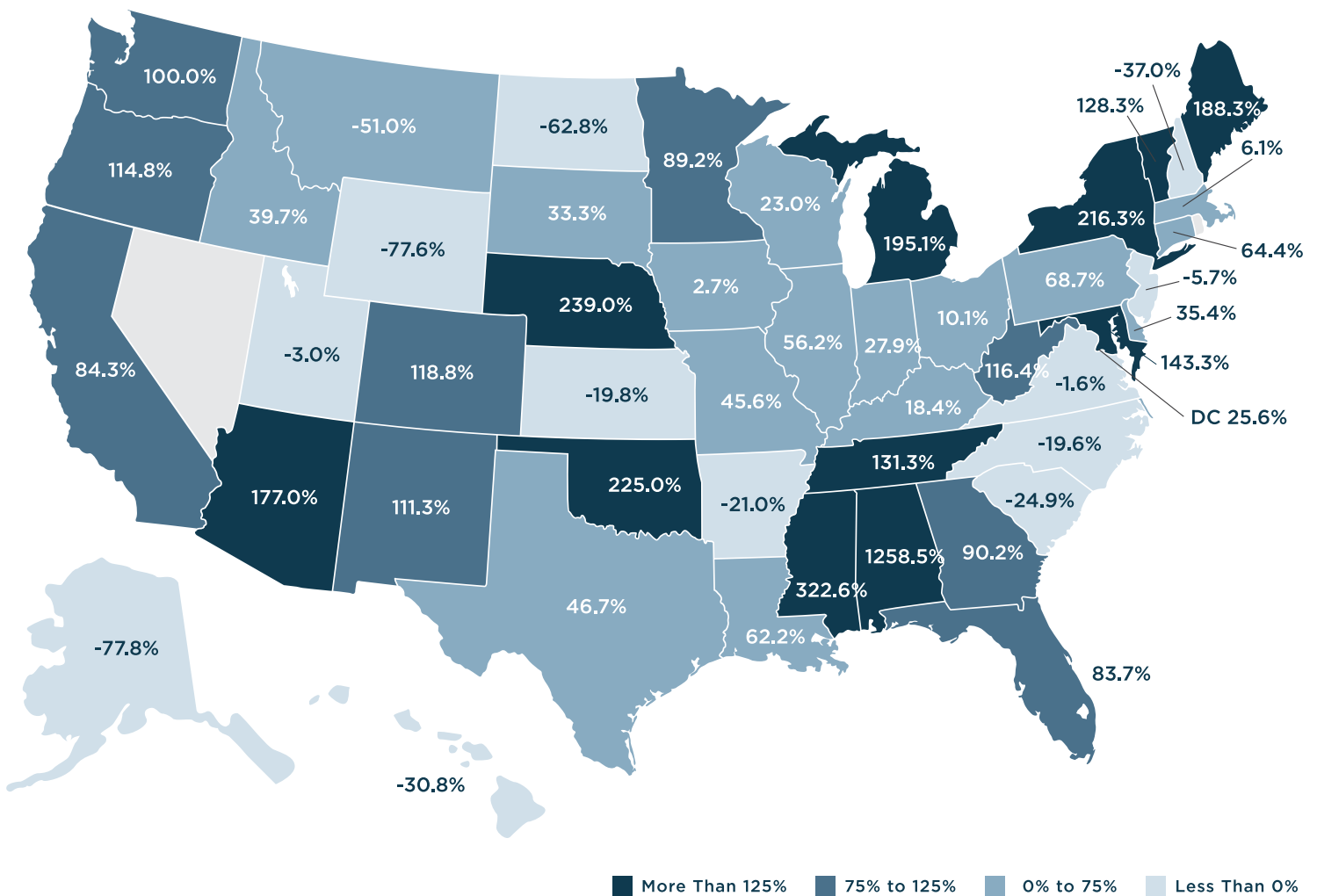
## RAPID RE-HOUSING

Rapid re-housing (RRH) capacity increased nationally by 60 percent from 2014 to 2015, but trends varied among states: 37 states and D.C. reported increases in RRH capacity, while 13 states reported decreases (see Map 3.6 and Table 3.5). Sixteen of the 37 states that reported increases in RRH more than doubled their RRH capacity from 2014 to 2015.

The number of rapid re-housing beds, which has been increasing drastically since 2013, comprised 7.5 percent of all beds in January 2015, but the concentration of rapid re-housing varies greatly among the states (see Map 3.7 and Table 3.5). In 11 states and D.C., RRH comprised more than 10 percent of a state's overall bed capacity in January 2015.

**MAP 3.6**

### CHANGE IN RAPID RE-HOUSING BED CAPACITY, 2014-2015



11 For the purposes of the Housing Inventory, a rapid re-housing bed is one for which rental assistance from any source is being provided on the night of the count.

MAP 3.7

## PROPORTION OF OVERALL BEDS THAT ARE RAPID RE-HOUSING, 2015

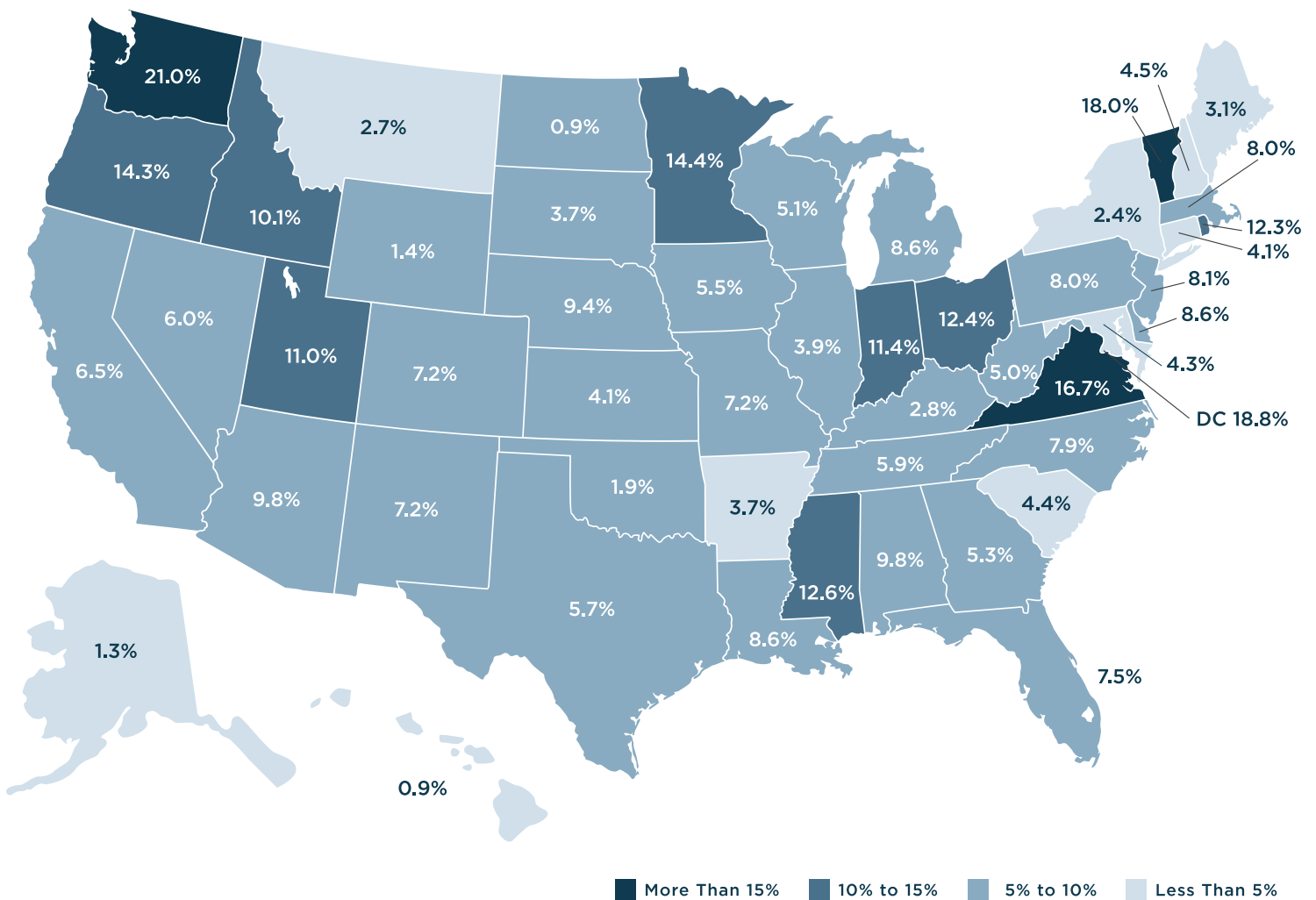


TABLE 3.5

# CHANGE IN RAPID RE-HOUSING CAPACITY, 2014-2015 AND PROPORTION OF OVERALL BEDS THAT ARE RAPID RE-HOUSING, 2015

ST	2015 RRH Beds	2014 RRH Beds	% Change	Total Beds (ES, RRH, TH, PSH)	Proportion of beds that are RRH	ST	2015 RRH Beds	2014 RRH Beds	% Change	Total Beds (ES, RRH, TH, PSH)	Proportion of beds that are RRH
AK	35	158	-77.8%	2,671	1.3%	MT	50	102	-51.0%	1,824	2.7%
AL	720	53	1258.5%	7,328	9.8%	NC	1,340	1,667	-19.6%	16,927	7.9%
AR	124	157	-21.0%	3,318	3.7%	ND	16	43	-62.8%	1,728	0.9%
AZ	1,543	557	177.0%	15,805	9.8%	NE	417	123	239.0%	4,414	9.4%
CA	6,673	3,621	84.3%	103,362	6.5%	NH	116	184	-37.0%	2,595	4.5%
CO	849	388	118.8%	11,836	7.2%	NJ	1,201	1,274	-5.7%	14,877	8.1%
CT	406	247	64.4%	10,021	4.1%	NM	336	159	111.3%	4,662	7.2%
DC	2,921	2,326	25.6%	15,563	18.8%	NV	447	-	-	7,500	6.0%
DE	176	130	35.4%	2,049	8.6%	NY	3,055	966	216.3%	129,604	2.4%
FL	3,126	1,702	83.7%	41,423	7.5%	OH	3,707	3,366	10.1%	29,804	12.4%
GA	991	521	90.2%	18,529	5.3%	OK	104	32	225.0%	5,425	1.9%
GU	-	-	-	258	0.0%	OR	2,000	931	114.8%	14,033	14.3%
HI	54	78	-30.8%	5,722	0.9%	PA	2,604	1,544	68.7%	32,354	8.0%
IA	271	264	2.7%	4,899	5.5%	PR	272	43	532.6%	4,105	6.6%
ID	306	219	39.7%	3,019	10.1%	RI	373	-	-	3,021	12.3%
IL	976	625	56.2%	25,113	3.9%	SC	265	353	-24.9%	5,996	4.4%
IN	1,248	976	27.9%	10,930	11.4%	SD	80	60	33.3%	2,161	3.7%
KS	186	232	-19.8%	4,565	4.1%	TN	740	320	131.3%	12,521	5.9%
KY	212	179	18.4%	7,646	2.8%	TX	2,059	1,404	46.7%	35,929	5.7%
LA	814	502	62.2%	9,476	8.6%	UT	637	657	-3.0%	5,800	11.0%
MA	2,515	2,370	6.1%	31,310	8.0%	VA	2,029	2,062	-1.6%	12,126	16.7%
MD	601	247	143.3%	14,082	4.3%	VI	-	-	-	163	0.0%
ME	173	60	188.3%	5,513	3.1%	VT	315	138	128.3%	1,747	18.0%
MI	1,729	586	195.1%	20,092	8.6%	WA	6,415	3,207	100.0%	30,519	21.0%
MN	3,229	1,707	89.2%	22,380	14.4%	WI	514	418	23.0%	10,135	5.1%
MO	907	623	45.6%	12,623	7.2%	WV	158	73	116.4%	3,139	5.0%
MS	262	62	322.6%	2,074	12.6%	WY	15	67	-77.6%	1,075	1.4%
						USA	60,312	37,783	59.6%	805,791	7.5%



## CHAPTER THREE SUMMARY

Table 3.6 summarizes the capacity and utilization rates of the different types of housing assistance provided by the homeless assistance system.

**TABLE 3.6**

### CHANGES IN HOMELESS ASSISTANCE SYSTEM BY STATE, 2013-2014

ST	Change in Number of ES Beds	Change in ES Bed Utilization•	Change in Number of TH Beds	Change TH Bed in Utilization•	Change in Number of PSH Beds	Change in Number of RRH Beds
AK	-0.4%	-0.6	8.2%	-4.3	8.5%	-77.8%
AL	1.6%	-16.4	-7.5%	-9.9	3.6%	1258.5%
AR	17.8%	-2.4	10.8%	-2.2	-23.3%	-21.0%
AZ	-17.6%	-3.8	-13.9%	11.0	-7.7%	177.0%
CA	16.7%	-8.2	-4.2%	-5.4	11.4%	84.3%
CO	-13.1%	9.3	-6.9%	-10.2	7.9%	118.8%
CT	2.5%	-5.5	-5.9%	1.3	9.0%	64.4%
DC	-6.1%	-6.6	-0.2%	3.5	-11.5%	25.6%
DE	6.5%	11.2	-10.0%	0.2	21.6%	35.4%
FL	5.9%	-8.8	-7.4%	0.9	3.4%	83.7%
GA	-7.3%	-3.0	6.9%	-0.7	20.2%	90.2%
GU	29.4%	-0.6	-73.8%	-18.5	2.0%	-
HI	-5.9%	11.6	4.0%	-8.0	7.0%	-30.8%
IA	-3.9%	-6.7	1.5%	4.6	-6.9%	2.7%
ID	9.3%	-1.9	1.2%	-3.4	2.3%	39.7%
IL	-4.9%	-2.0	-5.9%	-3.1	-1.3%	56.2%
IN	-2.1%	-6.0	-8.2%	6.6	7.6%	27.9%
KS	-0.4%	-5.5	-15.0%	1.5	-0.6%	-19.8%
KY	5.6%	-10.1	-14.4%	-5.2	8.8%	18.4%
LA	-2.3%	-5.8	-19.3%	-3.4	0.8%	62.2%
MA	23.7%	-24.2	-10.5%	-4.4	-7.2%	6.1%
MD	7.0%	-0.3	-2.2%	4.4	3.6%	143.3%
ME	1.7%	-3.4	-11.3%	-9.2	12.2%	188.3%
MI	5.3%	-7.4	-11.2%	-0.0	-7.1%	195.1%
MN	-9.9%	-5.8	-4.7%	-2.5	13.3%	89.2%
MO	6.3%	-8.8	-24.4%	-2.9	-11.4%	45.6%
MS	-4.5%	-24.2	-8.9%	0.6	-40.8%	322.6%

ST	Change in Number of ES Beds	Change in ES Bed Utilization*	Change in Number of TH Beds	Change TH Bed in Utilization*	Change in Number of PSH Beds	Change in Number of RRH Beds
MT	2.0%	7.2	-21.7%	-9.2	-2.5%	-51.0%
NC	0.9%	-0.2	-11.9%	-8.2	11.7%	-19.6%
ND	4.6%	-3.7	-2.0%	13.8	14.8%	-62.8%
NE	-10.1%	4.5	-17.4%	1.9	-0.9%	239.0%
NH	1.2%	6.9	-5.8%	6.6	2.5%	-37.0%
NJ	1.7%	-20.4	3.3%	-28.8	3.8%	-5.7%
NM	-8.0%	7.2	6.5%	-17.8	15.7%	111.3%
NV	-17.6%	10.3	-5.4%	8.2	-9.0%	-
NY	13.0%	0.1	-7.7%	-2.9	15.2%	216.3%
OH	0.2%	-1.8	-12.2%	-2.4	11.4%	10.1%
OK	-1.0%	-5.6	-5.1%	-3.6	9.0%	225.0%
OR	3.7%	11.2	-22.4%	1.0	0.9%	114.8%
PA	5.0%	-6.4	-2.3%	0.0	14.7%	68.7%
PR	9.7%	-7.2	6.8%	-3.1	-13.4%	532.6%
RI	-7.1%	-0.4	-6.2%	-2.8	0.9%	-
SC	1.4%	-10.0	14.2%	6.9	13.0%	-24.9%
SD	-3.6%	12.0	-41.3%	23.2	18.1%	33.3%
TN	16.8%	-31.1	-13.2%	15.0	5.2%	131.3%
TX	3.4%	-5.4	-21.8%	-0.2	7.0%	46.7%
UT	10.6%	-2.1	-11.8%	-0.0	6.1%	-3.0%
VA	3.3%	0.8	-13.1%	-2.0	12.2%	-1.6%
VI	-2.4%	3.9	7.0%	-9.5	59.1%	-
VT	-10.7%	27.7	-17.3%	-3.4	-11.5%	128.3%
WA	2.9%	3.3	-8.0%	-2.2	6.4%	100.0%
WI	6.4%	-5.4	-0.7%	-2.6	9.1%	23.0%
WV	-6.2%	-7.5	-11.0%	6.0	-4.3%	116.4%
WY	1.1%	-8.9	8.9%	-11.2	-12.3%	-77.6%
USA	6.0%	-3.9	-7.7%	-2.0	6.3%	59.6%

\* Column represents change in percentage point.

APPENDIX

# METHODOLOGY

## CHAPTER 1

# HOMELESS POPULATIONS AND SUBPOPULATIONS

Data on overall homelessness and subpopulations are based on annual point-in-time (PIT) counts of homeless persons conducted by Continuums of Care (CoCs), local or regional entities that coordinate services and funding for homeless programs. In 2015, 406 CoCs throughout the United States, including Guam, Puerto Rico, and the U.S. Virgin Islands, submitted homeless population data to HUD. This report used state and CoC-level point-in-time data from 2007 through 2015 in electronic format from HUD Exchange.

- U.S. Department of Housing and Urban Development. HUD Exchange. PIT Data since 2007. Retrieved from: <https://www.hudexchange.info/resources/documents/2007-2015-PIT-Counts-by-CoC.xlsx>

## CHAPTER 2

# POPULATIONS AT RISK OF HOMELESSNESS

Populations at risk of homelessness—persons in poverty, unemployed persons, poor renter households with severe housing cost burden, and people in poor households living doubled up—were identified based on the fundamental assumption that constrained resources, including low or poverty-level income, place individuals and households at risk for homelessness.

## POVERTY: NUMBER OF PERSONS AND RATE

Data on poverty comes from the U.S. Census Bureau's American Fact Finder. This data reports on the number of people and families whose income in the previous 12 months was below the U.S. poverty level.

- U.S. Census Bureau. American Fact Finder. American Community Survey 1-Year Estimates, 2013 and 2014. Retrieved from: <http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>

## UNEMPLOYMENT: NUMBER OF PERSONS AND RATE

Data on unemployment comes from the U.S. Bureau of Labor Statistics. This report used statewide annual averages for the civilian non-institutionalized population.

- U.S. Bureau of Labor Statistics. Local Area Unemployment Statistics Program, Statewide Data, Annual Averages Series, 2013 and 2014. Retrieved from: <http://www.bls.gov/lau/rdsncp16.htm>

## POOR RENTER HOUSEHOLDS WITH SEVERE HOUSING COST BURDEN

Data on poor renter households with severe housing cost burden was calculated using variables from the U.S. Census Bureau's American Community Survey and from the U.S. Census Bureau's Poverty Threshold Charts. These calculations included households who met all of the following conditions: households renting a housing unit, households whose total income falls under the poverty threshold for the household size (as specified by the Poverty Threshold Charts), and households paying 50 percent or more of total household income in housing rent.

- Household, renter, and housing cost burden variables: U.S. Census Bureau. American Community Survey 1-Year Estimates, 2013 and 2014. Retrieved from: <http://www2.census.gov/>
- Household poverty status variable: U.S. Census Bureau Poverty Threshold Charts, 2013 and 2014. Retrieved from: <http://www.census.gov/hhes/www/poverty/data/threshld/index.html>



## POOR PEOPLE LIVING DOUBLED UP

Data on poor people living doubled up was calculated using variables from the U.S. Census Bureau's American Community Survey. This report defined poor people as persons living under 125 percent of the poverty level.

Persons who were defined as poor and who also fell into any of the following categories were included in these calculations: persons aged 22 years or older living with father and/or mother, persons living with brother and/or sister, persons living with father-in-law and/or mother-in-law, persons living with son-in-law and/or daughter-in-law, persons living with any other relative, persons living with any other non-relative.

Persons who met any of the following conditions were not included in these calculations: institutionalized persons, non-institutionalized persons living in group quarters, persons under the age of 22 years, married persons living with spouse, housemates/roommates, and boarders/roomers.

- U.S. Census Bureau. American Community Survey 1-Year Estimates, 2013 and 2014. Retrieved from: <http://www2.census.gov/>

## CHAPTER 3

# HOUSING INVENTORY

Housing Inventory Count (HIC) data is based on annual point-in-time counts of beds conducted by Continuums of Care (CoCs), local or regional entities that coordinate services and funding for homeless programs. In 2015, 406 CoCs throughout the United States, including Guam, Puerto Rico, and the U.S. Virgin Islands, submitted housing inventory data to HUD. This report used state and CoC-level housing inventory data from 2007 to 2015 in electronic format from HUD Exchange.

- U.S. Department of Housing and Urban Development. HUD Exchange. HIC Data since 2007. Retrieved from: <https://www.hudexchange.info/resources/documents/2007-2015-HIC-Counts-by-CoC.xlsx>

The HIC data set for 2015 categorizes rapid re-housing beds into Demonstration Projects and Non-Demonstration Projects. The data used for rapid re-housing beds includes both Demonstration Projects and Non-Demonstration Projects.



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**Press and editorial coverage  
regarding creation of the  
Home Stability Support  
program to reduce and prevent  
homelessness.**

**March 16, 2017**

## Amid de Blasio's Modest Goals on Homelessness, State Proposal Gains Support

By Nikita Stewart, March 2, 2017

Mayor Bill de Blasio's declaration that the best New York City could do to reduce the ranks of homeless people in its shelters was to move 2,500 out over five years is rallying advocates and some elected officials behind a plan now working its way through the State Legislature.

Assemblyman Andrew Hevesi, a Queens Democrat, has proposed a statewide rental assistance program that would help families receiving public assistance stay in their homes by bridging the gap between the rent subsidies they now get from the state and typical fair-market rents.

For a family of three receiving the basic shelter allowance of \$400 a month and paying a fair-market rent of \$1,637 for a two-bedroom apartment, the \$1,237 gap is well out of reach, Mr. Hevesi said, and a potential push toward homelessness.

An analysis by the office of Scott M. Stringer, the city comptroller, found that over 10 years, Mr. Hevesi's plan could cut the city's shelter population by 80 percent among families with children and 40 percent among single adults.

Hitting those numbers, which are well above Mr. de Blasio's

modest goal of reducing the shelter population by less than 1 percent a year, could lessen the need for the 90 new shelters the mayor proposed this week to help cope with the 60,000 people straining the city's main shelter system.

"The de Blasio administration is doing the best they can, but they need help," Mr. Hevesi said. "We can't keep building shelters to get our way out of this."

Mr. Hevesi estimates that his plan, Home Stability Support, would cost \$450 million a year in federal and state financing, a figure that gives some state leaders pause. Still, he and others hope to make it a priority in the coming state budget talks.

"I'm going to push real hard to get this in our one-house budget resolution," said Senator Jeffrey D. Klein, who represents parts of the Bronx and Westchester County and leads the Independent Democratic Conference. "We want to be in a position so that now we can start negotiating."

There are concerns that increasing the subsidy could lead landlords to raise rents, dissuade those receiving public assistance from seeking inexpensive apartments, and put recipients at risk of becoming

homeless if they lose their benefits while living in units they cannot otherwise afford.

Assemblyman Andrew Hevesi, a Queens Democrat, is proposing a statewide rental assistance program that he says would help struggling families stay in their homes and save New York City money.

The state is already set to start a revamped rental assistance program, after settling a lawsuit filed by the Legal Aid Society on behalf of public assistance recipients threatened with eviction. The revised program, which could take effect next month, stops short of raising the basic shelter allowance as the plaintiffs had sought.

Under the settlement, the eviction-prevention subsidy, which has been limited to families with minor children being sued by a landlord, will rise to \$1,515 a month from \$850 for a family of three. Domestic violence victims, whether facing eviction proceedings or not, can now get the subsidy.

Mr. Hevesi said in a statement this week that the settlement, which applied only to New York City residents, did not go far enough. In a separate interview, he said the savings his plan would generate made concerns about its cost misplaced.

## A Bold New Plan To Fight LGBT Homelessness

By Glenda Testone, 1/31/2017

At New York City's Lesbian, Gay, Bisexual & Transgender Community Center, we welcome over 6,000 people into our building at 208 West 13th Street every week. At any given moment, our lobby is filled with tourists looking to tap into LGBT history; clients getting support services; community members receiving referrals to resources all over the city; people attending a community meeting to organize and activate and always, always, vibrant LGBTQ young people who are part of our youth program.

More than 1,000 young people access our youth program each year. Because of the sheer volume of participation, I unfortunately don't get the chance to sit down with each and every young person to hear about how they came to The Center. But whenever I can, I seize the opportunity to engage with our young people, the future leaders of the LGBTQ community.

I recently met with Dara,\* one of these young leaders, to talk about her participation in The Center's Foster Care Project. The Foster Care Project is an internship for people who have had experience with New York City's foster care system. Dara bravely shares her story with the goal of making the foster care system a better environment for LGBT youth, and to help others in similar situations feel understood and supported.

Dara told me that her home life growing up was, put most simply, not very accepting. When Dara was 15, her "hothead" father, a stickler for rules, exploded in anger after discovering that Dara had broken his rule about having a Facebook page and using it to talk with friends. He flew into a rage and beat her as she cried for him to stop.

The next day at school, with her bruises noticeable, Dara's guidance counselor called the police. She was removed from her home and placed into foster care with her aunt. Dara's sisters were angry that she had told the truth, and asked why she couldn't just say she got into a fight to avoid the family being separated. Dara felt guilt and regret that she wouldn't be able to stay with her sisters in their home, but ultimately knew that she had to escape this environment that was violent, unaccepting and stifled her ability to see a future for herself.

Around this time, Dara's cousin encouraged her to come to The Center. Dara says it changed her life, and that The Center became her touchstone; a place where she feels supported, accepted and connected to her community. After living for several years with her aunt, Dara, now 18 years old, had to find another option. There wasn't a good one; her relationship with her mother, who struggled with alcoholism, was strained and she didn't have enough money to get her own place. Dara left her aunt's and began couch-surfing, constantly worrying about where she was going to stay. Today, Dara is now back with her mother in an apartment where they have several roommates. It's not the most stable arrangement but it is, for now, the only option Dara has.

Dara isn't alone. According to a recent report by the Center for American Progress, as many as 400,000 LGBT youth each year face the prospect of homelessness. This amounts to as much as 40% of the nation's total number of homeless youth. Like Dara, many are fleeing dangerous home lives or the heartbreaking rejection of loved ones who do not accept them for who they are.

On top of the unimaginable stress these young people face, they also have to

navigate their local community's network of social services and temporary shelters for homeless individuals. Through The Center's work to connect LGBT people to these services we see firsthand how, despite constant efforts to adequately resource them, public programs in New York often fall short of meeting critical housing needs.

That's why, as our city faces its greatest homeless crisis since the Great Depression, we support a proposal by Queens Assembly Member Andrew Hevesi to find a better way to aid the individuals like Dara that we at The Center serve. This plan, called Home Stability Support, would replace the state's current outdated rental subsidies to ensure more New Yorkers have access to safe, affordable housing. It would create a new statewide rent supplement for families and individuals who are eligible for public assistance benefits and who are facing eviction, homelessness, or loss of housing due to domestic violence or hazardous living conditions.

Most importantly, Home Stability Support would provide some of the most vulnerable members of the LGBT community with the stable footing to be able to take care of other urgent needs, like employment and healthcare.

Our young people, like Dara, shouldn't be worrying about which couch they'll sleep on tonight. They should be looking to their future and realizing the incredible potential they have to become leaders and trailblazers in the LGBT community and beyond. With Home Stability Support, we would be equipped with a powerful tool to help them do just that and become the happy, healthy adults they deserve to be.

\*Dara is a pseudonym used to protect her identity

# Reducing poverty will grow economy

By the Editorial Board

The Rochester Downtown Development Corporation has, for the past several years, sponsored an annual State of Rochester's Economy event. Inevitably, panelists face a difficult balancing act. They need to present the facts while still offering the audience a reason to believe things will get better.

That challenge was even more difficult than usual this year. The event took place just hours after an announcement by Verizon that the company is cutting 600 local jobs, and just months after Headlight Data declared Rochester has the slowest growing economy in all of America. The region's euphoria over being selected home to the AIM Photonics Institute has faded over the past year — and troubling new doubts have surfaced following the arrest and resignation of SUNY Poly President Alain Kaloyeros, a dominant player in the photonics project.

There was the usual talk about the

need to attract venture capital and startups. There was the usual joke about the lack of sunshine in this corner of the country, and how that really does not matter. There was the usual reminder that we have to figure out what millennials want and give it to them.

But the reason for optimism at this year's event came in an unlikely place: a discussion about our poverty problem.

This issue has not typically been part of the economic development equation. There has been general consensus that if we rebuild the economy and add jobs, poverty will eventually vanish.

But, our state and local officials are beginning to approach the issue from the opposite direction. Reversing the tide of poverty in our city and suburbs will bolster our economic development efforts.

That is because poverty has become a such huge drain on our economy. There are no solid figures to show what poverty is costing the

Rochester region, but a national study found that childhood poverty alone is a \$500 billion burden on U.S. taxpayers every year. The bigger we allow our poverty problem to become, the longer we will be digging ourselves out from under it.

There are some potentially innovative solutions on the table, such as the Home Stability Support legislation being proposed by downstate Assembly Member Andrew Hevesi (D-Forest Hills). By helping more people pay their rent, he says, New York state and its municipalities could save hundreds of millions of dollars on the back end each year by reducing the public costs of eviction and homelessness. That is money that could be used to cut taxes or provide smart business incentives.

Eradicating poverty is not just a moral issue any more, to be solved because it is the "right thing" to do. It is essential to economic improvement.

## How to truly help N.Y.'s homeless: State legislation could finally deliver progress and save money

### Opinion

You cannot solve the homelessness crisis by throwing hundreds of millions of dollars into a bottomless cup.

The city hasn't seen a homeless population as vast as today's since the Great Depression. It stands at over 62,800. Most heartbreaking of all are the homeless families who are shuffled in a disorganized system, where vast amounts of money are poured into temporary shelters.

Frustrated communities across the city have reacted loudly, protesting in front of motels. These settings, often used without the input of community groups, lack foresight.

As a result of this myopic approach, homeless families sometimes find ritzy roofs over their heads, like \$629 a night rooms in Times Square, or are sheltered in other hotels and motels across the city averaging nearly \$200 a night.

This Band-Aid answer keeps over 42,000 children from sleeping on the streets, but does nothing to stem the tide of homelessness or put families back on track.

Despite the high price tags, there's nothing glamorous about the quarters either. Rooms are often inadequate, sometimes riddled with violations and lack accommodations like kitchens required in family settings. It's simply an indignity to let families reside like this.

Housing in hotels and motels keep families and individuals in a state of transiency, a constant state of upheaval which negatively impacts children. During the 2014-15 school year, 32% of homeless students missed in excess of 20 days of school, while another 34% were absent for more than 40 days.

Apartments steady family life. A stable home makes job hunting easier too, removing the stigma of a temporary address.

City to pay homeless men \$1,515 for destroyed possessions: NYCLU  
There is a need to keep families in one steady place that they can call home.

The real solution is subsidizing permanent housing for homeless families and those on the brink of homelessness, a wise investment that will save taxpayers money and keep families off the streets, out of inappropriate hotels and out of the shelter system.

Shoppers pass by a man begging for money on 6th Avenue at 33rd Street in Herald Square on Sunday, June 19, 2016.

This year, the Independent Democratic Conference will partner with Assemblyman Andrew Hevesi to create the Home Stability Support program, a new statewide rent supplement for families and individuals facing eviction, who are currently homeless or who have lost housing due to domestic violence or hazardous living conditions.

More than 170,000 individuals already collect shelter allowances, rent subsidies that are supposed to help stave off homelessness. The biggest problem is the disparity between that allowance and the market rate of an apartment.

Take New York City, where the allowance is \$400 and the fair market rate set by the U.S. Department Housing and Urban Development is \$1,571. That's a difference of over \$1,100 a month. Not to mention the fact that a family needs other necessities like food and clothing. As a result, many find themselves in shelters or on the street.

The new law would bridge the gap between the shelter allowance and 85% of the local fair market rate set by HUD. Local governments would be able to fund the remainder of the benefit, if needed, adding flexibility across the state.

This would provide over 80,000 households with the stability of residing in a home rather than a desultory string of expensive hotels or motels with deplorable living conditions. Children would experience less stress and attend school regularly without packing up and moving from place to place. With the security of a consistent roof, parents and individuals can stay near family, establish routines and feel comfortable as they rebalance their lives.

To ensure landlords do not discriminate, the IDC is proposing a fine for those who refuse to accept rent vouchers. To further alleviate the homeless crisis, New York City should give New York families already in the shelter system and ready to reestablish themselves in apartments priority for the city's affordable housing lottery.

Finally, a comprehensive shelter survey sent to the Legislature and governor must be conducted quarterly across the state to ensure that homeless individuals and families receive the help they need.

We cannot turn our backs on our homeless families and individuals, and we cannot stow them in costly hotels and motels and pretend the problem abated. The solution is a simple investment that keeps families at home and costs far less than sheltering families in pricey hotels.

Klein, a state senator who represents the Bronx and Westchester, leads the Senate's Independent Democratic Conference.



## A Bold Plan to Prevent Homelessness

By The Editorial Board  
Jan. 23, 2017

It can't be said enough that New York's homelessness crisis is complicated. In a city where people are squeezed beyond their means by rising rents, just one of any number of additional stresses — a lost job, sickness, addiction, domestic violence — can propel a family into the shelter system or the street.

The problem won't be solved by flooding the city with shelter beds, though more are needed. It certainly won't be solved by blocking City Hall's shelter plans, as New Yorkers in neighborhoods like Maspeth, Queens, have stridently done, demanding that these families go suffer someplace else. Protesters seem to think that poor people can be harangued into making the rent.

The current crisis requires bigger, bolder solutions, and Assemblyman Andrew Hevesi is proposing one. It's a plan to create a statewide rental subsidy to help families on public assistance stay in their homes. The program, called Home Stability Support, would help bridge the

gap between the shelter allowance for public assistance recipients and market rents. Families who face eviction or are forced to move because of domestic violence or hazardous living conditions need a sturdy bridge to permanent housing. But existing aid often isn't enough to help them avoid the shelter trap. Mr. Hevesi's proposal would use state and federal funds to supplement a family's shelter allowance up to 85 percent of fair-market rent (localities could add their own funds to raise that to 100 percent) and would help pay for heat, if heat is not included in rent.

The tab might seem high up front — about \$11,000 a year for a family of three. But it's a bargain compared with the public cost of nearly \$41,000 for that family in the shelter system now.

Mr. Hevesi doesn't claim subsidies are the only answer, but they would at least provide a long-term strategy to meet a problem plagued by stopgap responses, and an overdue commitment by New York State to pitch in to confront an overarching housing crisis that

New York City has been scrambling to subdue.

On affordable housing, Mayor Bill de Blasio's administration is on a tear, building and preserving affordable units on a pace not seen since Ed Koch oversaw the rebuilding of a city awash in blighted property. Mr. de Blasio doesn't have the luxury of such abundant vacancy, but he is succeeding anyway.

And the Coalition for the Homeless noted in a report this month that the de Blasio administration is moving more homeless families into permanent housing than at any time since 2004, but that the influx of new families into shelters continues.

About 80,000 families in New York are at risk of homelessness each year. A serious effort by the Legislature this year to protect them would be better than the inadequate existing rental assistance programs, and better for protecting stable neighborhoods in New York City and communities across the state.



# La crisis de los desamparados

Editorial – March 7, 2017

Tanto la ciudad de Nueva York como el estado enfrentan un problema acuciante: cada vez hay más gente sin hogar o a punto de perderlo.

La crisis de los desamparados es palpable. Los neoyorquinos lo notan a diario en las calles, en las estaciones del metro, en los parques, en los refugios, en las escuelas.

Y es que las estadísticas así también lo reflejan: hay más de 150,000 menores sin hogar en el estado, y más de 80,000 familias corren el riesgo de quedarse sin un techo.

Según la Coalición de Desamparados actualmente en la ciudad hay un 83% más de personas sin hogar que hace 10 años. Se calcula que en 2016, más de 127,000 personas, entre hombres mujeres y niños durmieron en

los albergues de la Gran Manzana. Esta situación tiene que parar. La Ciudad y es estado necesitan una pronta solución para atajar la crisis que está afectando a miles de familias. A nivel estatal existe una propuesta del asambleísta Andrew Hevesi que busca sustituir los programas de protección de vivienda por uno más amplio que evitaría el desalojo de miles de familias.

La medida denominada “Apoyo de Estabilidad para Vivienda” (Home Stability Support o HHS) busca consolidar la ayuda de asistencia pública y funcionaría como un equivalente estatal de la Sección 8. Pagaría el 85% de la renta. Todo el plan estaría financiado con fondos federales, lo que quitaría una carga a las municipalidades.

La otra ventaja del proyecto es que HHS reduciría los costos de refugio y menos gente tendría que depender de estos lugares.

Esta propuesta viene como anillo al dedo en momentos en que algunos sectores de la ciudad ven con cierto recelo una parte de la iniciativa del alcalde Bill De Blasio de colocar más refugios para los sin hogar en vecindarios de Brooklyn y El Bronx. Además, NYC ahorraría los gastos colaterales que se destinan a otros servicios para desamparados.

De Blasio ha reconocido que el problema de los sin hogar no es algo que puede arreglarse de la noche a la mañana. Sin embargo, un trabajo mancomunado entre la Legislatura estatal, la gobernación y la alcaldía puede dar luz al final del túnel para ayudar a que más familias puedan tener un techo seguro.

El compromiso con los residentes del estado y la ciudad tiene que prevalecer por encima de cualquier interés político. Hay que poner un alto a la crisis de los desamparados.

## The Homeless Crisis

Editorial – March 7, 2017

Both New York City and the state face an urgent problem: there are more and more people that are without a home or are about to lose it.

The homeless crisis is palpable. New Yorkers notice it every day in the streets, train stations, parks, shelters, and schools. This is also reflected in the statistics: there are more than 150,000 homeless children in the state, and more than 80,000 families run the risk of losing the roof over their head.

According to the Coalition for the Homeless, there are currently 83% more homeless people than there were 10 years ago. It is estimated that in 2016, more than 127,000 people - among them men, women and children - slept in homeless shelters in the Big Apple.

This situation has to stop. The City and the state need a quick solution to put a stop to this crisis affecting thousands of families.

At the state level there is a proposal by Assemblyman Andrew Hevesi that looks to substitute current housing protection programs for a one larger program that would avoid the eviction of thousands of families.

This measure, called Home Stability Support or HSS looks to consolidate public assistance and would work as a state equivalent to Section 8. It would pay 85% of rent. The whole plan would be financed with federal funds, which would relieve some of the burden on municipalities.

The other advantage of the program is that HSS would reduce shelter costs and less people would depend on them.

This proposal comes at just the right moment, as some parts of the city view with certain apprehension part of Mayor Bill de Blasio's initiative to place more homeless shelters in Brooklyn and Bronx neighborhoods.

NYC would also save on some of the related expenses dedicated to the homeless.

De Blasio has acknowledged that the homeless crisis isn't a problem that can't be fixed overnight. However, a joint effort between the state legislature, the Governor, and the Mayor can offer light at the end of the tunnel to help provide more families with a stable home.

The obligation to residents of the city and state needs to take precedent over any political interest. We have to put a stop to the homeless crisis

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