

## OVERVIEW

The City of New York is committed to identifying and addressing inequities. To further this commitment, the enactment of Local Law 174 of 2017 (LL 174) requires that “relevant city agencies” conduct an “Equity Assessment” to identify policies and practices that may be implemented to address disparate outcomes on the basis of: race, ethnicity, gender (including gender identity and expression), income, and sexual orientation, and any other relevant population characteristics that the Mayor may identify.

This Equity Assessment is a first step in a multi-stage effort to comply with the requirements of LL 174. This report presents client and staff data for the Department of Social Services (DSS), Human Resources Administration (HRA) and the Department of Homeless Services (DHS) that is disaggregated (where possible) by race, gender, sexual orientation, and income. The Assessment also includes an analysis of agency operations and policies, focusing on potential disparate impacts on marginalized populations.

Currently, DSS, HRA and DHS do not collect any information about sexual orientation for staff members or clients. Further, with a few minor exceptions, no data on binary gender is collected and neither clients nor staff members have been provided with an option to select a non-binary<sup>1</sup> gender. For clients, the primary case management system of record, WMS, is controlled by the state.

### Introduction to DSS

The City of New York has implemented an integrated management structure with both HRA and DHS reporting to a single Commissioner of Social Services. This allows the two chartered agencies, HRA and DHS, to provide more seamless and effective client services. We are leveraging the shared services functions across the two agencies, resulting in better day-to-day management and building a unified mission across agencies.

Under the DSS integrated management structure, the following are now shared services across both HRA and DHS: the Legal Affairs, Policy Procedures and Training and Contracts, IT, Program Accountability and Audits, Communications and External Affairs, Human Resources, Infoline, Finance, Performance Management, Research, and Policy and Planning as well as IDNYC.

The DSS Leadership team consists of the DSS First Deputy Commissioner and the DSS Chief of Staff; the General Counsel/Chief Legal officer whose responsibilities include Legal Affairs, Contracts, Policy, Procedures and Training, and the Fair Hearing

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<sup>1</sup> Non-binary gender refers to gender identities which do not fit the typical male-female binary.

Administration; the Chief Program Planning and Financial Management Officer whose responsibilities include Finance, Evaluation and Research, Planning and Performance Management, and Business Process Innovation; the Chief External Affairs Officer whose responsibilities include Community Engagement and Access, Constituent Services, Office of Advocacy and Outreach, Communications, Marketing and Legislative Affairs, Public Private Partnerships, and Citywide Health Insurance Access; the Chief Operating Officer whose responsibilities include Human Capital Management, Information Technology Services, General Support Services, and Police Operations; and the Chief Program Accountability Officer whose responsibilities include Investigation, Revenue and Enforcement Administration and Audit and Quality Assurance Services. The First Deputy Commissioner of DSS oversees Public Private Partnerships, the Chief External Affairs, the Chief Operating Officer, and the Chief Program Accountability Officer.

In conjunction with the Mayor's Office of Immigrant Affairs (MOIA), DSS administers the New York City municipal identification program (IDNYC). DSS has also been designated to implement the Fair Fares program to help targeted New Yorkers below the federal poverty level partially defray the cost of mass transit. Both of these programs help promote equity in New York City.

HRA and DHS are led by Administrators for each agency who report directly to the DSS Commissioner and have operational leadership teams.

### Introduction to DHS

In New York City and throughout the United States, homelessness is driven by income inequality, lack of affordable and supportive housing and stagnant wages combined with social factors, including domestic violence, de-institutionalization of persons who are mentally ill without sufficient community-based services and discharges from a range of institutions. DHS promotes equity and addresses homelessness by connecting New Yorkers to preventive services that help them remain in their homes and, when prevention is not an option, by providing safe and appropriate transitional shelter and placement into permanent subsidized and supportive housing. In partnership with HRA and other agencies, DHS administers subsidized housing programs, including targeted rental assistance to help eligible families and individuals avoid or exit shelter.

In Fiscal 2016, Mayor de Blasio announced a comprehensive plan to reform the delivery of homeless services in New York City. The plan includes expansion of homeless prevention, greater street outreach through HOME-STAT, a program to engage homeless individuals and connect them to support services, and enhancement of shelter services and security. "Turning the Tide," a report issued in February 2017, laid out a blueprint for moving forward with the reforms, providing borough-based services and shrinking the footprint of the shelter system by closing 360 facilities, including eliminating the 18-year old "cluster" apartment program and phasing out the use of commercial hotels.

### Introduction to HRA

HRA promotes equity for New Yorkers through providing services that fight poverty and income inequality, prevent homelessness and promote employment. HRA increases economic security by facilitating access to Cash Assistance, SNAP/food stamps, Medicaid and Child Support benefits, and employment and educational programs that emphasize individualized assessment, training and education, including access to four-year college and sustainable jobs. HRA eliminated processes that lead to unnecessary case sanctions for clients willing to comply with work rules; and implemented benefits re-engineering, which uses technology to streamline the SNAP/food stamps and Cash Assistance eligibility processes. HRA has also expanded access to benefits and services for New Yorkers with HIV by implementing the HASA for All initiative and has increased support for immigrants through expanded legal services funding. HRA has enhanced programs to prevent homelessness, including expansion of anti-eviction, anti-harassment and universal access to eviction defense legal services initiatives; expedited access to rental arrears benefits; and created new rental assistance programs for homeless families and adults in partnership with DHS.

### Equity at DSS, HRA and DHS

DSS, HRA and DHS are dedicated to ensuring that all New Yorkers are healthy, housed, and financially secure to live safe and self-determined lives.

HRA promotes equity for New Yorkers through its commitment to services that fight poverty and income inequality, prevent homelessness and promote employment.<sup>2</sup>

DHS recognizes that homelessness is driven by social and structural factors such as income inequality, lack of affordable and supportive housing, stagnant wages, domestic violence, and a lack of community services for mentally ill and formerly incarcerated persons.

The following is an analysis of DSS/HRA and DHS's rulemaking, contracts, procedures, budget, actions, employment, and services and programs, examining potential disparate impacts based on gender identity, race, socioeconomic status, and sexual orientation.

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<sup>2</sup> Mayor's Management Report includes equity statements from both chartered agencies.

## **RULEMAKING**

DSS's rulemaking process follows the procedure set forth in the City Administrative Procedure Act, and DSS uses templates for notices provided by the Mayor's Office of Operations. There are currently no plans to change the rulemaking processes unless suggested by the Mayor's Office of Operations and implemented citywide.

Because federal and state statutes and regulations govern almost every aspect of DSS/HRA/DHS programs a limited number of DSS, HRA, and DHS programs are codified in official City rules. DHS has three rules and HRA has ten rules (four of which relate to our rental assistance programs), subject to the City Administrative Procedures Act. Recent rental assistance rulemaking to streamline DSS's rental assistance programs is intended to enhance access to rental assistance and will therefore promote equity. However, one HRA rule concerning burial claims has an impact on low-income residents of NYC that does not promote equity. Burial funds are part of the overall federal and state public assistance programs, which have a broader impact on low-income New Yorkers.

### **Burial Claims Rates**

Currently, the Social Services Law limits State reimbursement of burial costs for indigent individuals to \$900. Under State law and HRA rule, burial allowance reimbursement benefits are unavailable if the cost of the total burial expenses, excluding cemetery fees, exceeds the "amount fixed by the appropriate public welfare official," which in NYC has been set by HRA rule at \$1,700.

The City, in conjunction with the State, assists indigent people with defraying the costs of burial. However, some have argued that the caps on reimbursement has denied people a dignified burial or has made burial more difficult. The \$1,700 cap on the costs of a burial, as well as the \$900 maximum reimbursement amount, were established in 1987 and have not kept pace with the rising cost of burials.

To address this inequity, changing State law to increase State reimbursement for burial claims continues to be a focus of HRA's State legislative agenda, and we look forward to introducing legislation this year to address this problem with the change in leadership in the New York State Senate. If there is no State agreement to share costs, HRA could also consider (1) raising the \$1,700 cap; and (2) allowing for reimbursement above the \$900, which would have to be funded by City tax levy dollars. Both these changes would require changes to HRA's Burial Claims rule, which is codified at 68 RCNY Chapter 2 and would require a budget new need in the absence of the changes in state law we are seeking.

## CONTRACTING

### Minority and Women-Owned Business Enterprises (MWBE) Analysis

The NYC Department of Social Services (DSS) contracts and subcontracts with a wide range of businesses to procure goods and services to support of its operations, and to administer services to HRA and DHS clients. DSS closely monitors HRA and DHS contracts with Minority and Women Owned Enterprises (MWBE). These are business enterprises in which at least fifty-one percent (51%) of the business is owned, operated and controlled by citizens or legal permanent residents who meet the definitions listed below:

- Woman/Women
- Black: Persons having origins from any of the Black African racial groups.
- Hispanic: Persons of Mexican, Puerto Rican, Dominican, Cuban, Central or South American descent of either Native American or Latin American origin, regardless of race.
- Asian-Pacific: Persons having origins from the Far East, Southeast Asia or the Pacific Islands.
- Asian-Indian Subcontinent: Persons having origins from the Indian subcontinent.
- Native American or Alaskan Native: Persons having origins in any of the original peoples of North America. (Source : <https://esd.ny.gov/doing-business-ny/mwbe/mwbe-certification-eligibility-requirements>)

An eligible business also must have:

- Been selling products or services for a period of at least one year prior to the date of application.
- A real and substantial presence in the geographic market of New York City, which includes the five boroughs of New York City and the following counties: Nassau, Putnam, Rockland, Suffolk, and Westchester in New York, and Bergen, Hudson, and Passaic in New Jersey. Businesses located outside of New York City must have a significant tie to the City's business community (e.g., have derived 25% or more of gross receipts from business conducted in the City; possess a license issued by the City, etc.).

Certified businesses obtain greater access to, and information about, contracting opportunities through classes, networking events, and targeted solicitations. They receive technical assistance to better compete for contracts and benefit from inclusion in the City's online directory of certified businesses. The directory promotes MWBE businesses to purchasers. During Q1-Q3 (July 1, 2017- March 31, 2018) of Fiscal Year 18 MWBEs represented the following portion of total contracts and subcontracts:

Agency	\$	%
HRA	\$6,096,249	36%
DHS	\$14,211,266	34%

New York State conducted a disparity study evaluating the participation of MWBEs in government contracting compared to the availability of MWBEs in the marketplace.<sup>3</sup> The study evaluated MWBE utilization from April 01, 2010 to March 31, 2015. The NYS Disparity Study recommended that New York State Government Agencies work at achieving a 30% MWBE participation rate in contracting and subcontracting. HRA and DHS exceeded this expectation by achieving 36% and 34% utilization respectively, during Q1-Q3 of FY'18. The DSS Agency Chief Contracting Officer (ACCO) has developed a plan to continue to expand HRA and DHS MWBE contracting.

### **Transgender and Gender Non-conforming (TGNC) Exclusion**

The MWBE certification qualifications exclude language that would allow for businesses owned and operated by transgender or gender non-conforming (TGNC) individuals to apply. Although TGNC individuals experience the same or similar disparate outcomes in business, they are not explicitly named in the qualifications as one of the “designated minority groups”. With the current language, transgender women-owned businesses may apply, however, it omits transgender men, gender non-binary, gender queer, and gender non-conforming people who may want to apply. It also mandates that applicants provide legal identity documentation to verify their status, which can produce significant barriers for many TGNC applicants. If the gender on their legal identity documents doesn't match their gender identity during the application process, they may not be able to establish their MWBE status at all. At the very least, it may create uncomfortable and confusing circumstances that affect approval. These barriers may significantly complicate or altogether prohibit transgender people from obtaining MWBE certification. Changes to the MWBE qualification process would need to be driven by the Mayor's MWBEs Office and Small Businesses Services.

### **Emerging Business Enterprise (EBE) Certification Program**

“The Emerging Business Enterprise (EBE) Certification Program works to ensure that businesses owned, operated, and controlled by individuals who are socially and economically disadvantaged receive preference for contracting opportunities with New York City. The program is designed to promote fairness and equity in city contracting and to level the playing field for these business owners.

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<sup>3</sup> [https://esd.ny.gov/sites/default/files/Vol\\_I\\_NYS\\_DisparityStudy.pdf](https://esd.ny.gov/sites/default/files/Vol_I_NYS_DisparityStudy.pdf)

To be eligible for EBE Certification, a business must be:

- “At least 51% owned, operated, and controlled by persons who can demonstrate social and economic disadvantage who has have experienced chronic and substantial negative treatment in the United States. The person'(s) [sic] inability to compete must have been impaired due to diminished access to capital and credit and the net worth of each socially and economically disadvantaged owner(s) whose combined interest totals 51% or more ownership of the business must be less than \$1 million.”<sup>4</sup>

DSS/HRA and DHS have recently started examining contractors’ eligibility for EBE. There is room for additional growth in the analysis of EBE status and setting goals to reach a designated percentage of contractors.

### **Human Services Vendors**

The MWBEs utilization rates for HRA and DHS do not fully reflect the diversity of the agencies’ vendors. As social service agencies HRA and DHS contract and subcontract with human services organizations for provision of services to clients. Most human services contractors are non-profits, and due to their tax exempt status and lack of ownership of the organization, nonprofits do not qualify for certification and MWBE businesses.

During Q1-Q3 (July 1, 2017- March 31, 2018) of Fiscal Year 18, human services contracts represented the following dollar values:

<b>Agency</b>	<b>\$</b>
<b>HRA</b>	\$706,360,000
<b>DHS</b>	\$3,802,980,200

Some philanthropic grantors require demographic information on the Executive Leadership and Board of Directors of nonprofit grantees, granting more diverse organizations priority in the RFP process. This is done to ensure that the demographic makeup of the nonprofit staff and decision makers is representative of the population they serve. DSS does not currently assess the leadership composition of the human services providers that the agency contracts with for services. DSS does not currently assess the leadership composition of human services providers but is evaluating the feasibility of conducting such a survey.

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<sup>4</sup> <https://www1.nyc.gov/nycbusiness/description/emerging-business-enterprise-ebe-program>

## PROCEDURES

The New York City Human Resources Administration (HRA) administers the Supplemental Nutrition Assistance Program (SNAP), serving over 1.6 million low-income New Yorkers. Prior to 2010, SNAP application procedures allowed eligible New Yorkers to submit applications and recertifications for SNAP benefits through multiple methods: either by coming in to an authorized location to apply for SNAP benefits, which included HRA SNAP Centers and other entry points such as Social Security offices, or by phone and mail, without physically coming in to a SNAP location. In 2010, the agency expanded access points to include an online portal called ACCESS HRA. The agency was further able to ease the application burden by allowing phone interviews, rather than requiring clients to come in to the office. These changes were incorporated through the agency procedures in 2010<sup>5</sup> and in 2015<sup>6</sup>.

In 2015, HRA received a three-year grant from the U.S. Department of Agriculture to develop a mobile application (“the app”) for use by SNAP beneficiaries. The Mobile App is a key component of HRA’s ongoing efforts to increase efficiency and improve service by moving toward a client-directed service model. SNAP recipients with an AccessHRA account can use the app to access information about their case, upload documents, update contact information, and receive notifications on their smartphones and tablets. The Mobile App reflects an advancement on HRA’s existing on-line benefits portal, AccessHRA, adding new features and recognizing that our clients often have greater access to a mobile device than to a desktop computer.

This business process innovation is being evaluated by the Department of Social Services’ Office of Evaluation and Research (OER). As part of this evaluation, a survey was conducted with SNAP applicants and clients to assess clients’ experience with this new tool and inform ongoing efforts to improve access to benefits to clients. Among other findings, results suggest that users who primarily speak Spanish may appreciate the Mobile App even more than their English-speaking counterparts, as evidenced by the higher average overall rating provided by Spanish-speaking respondents. Further research would be needed to understand if there are any differences in client experience based on gender identity, sexual orientation, or race.

### The Survey

The purpose of the survey was to better understand clients’ use of the app, and which app features have been most (and least) useful. We emailed the survey to people who applied to SNAP online or recertified online in March 2018. The survey was sent out July 16, 2018, to 4,271 people, made up of applicants and people who recertified. In total, 735 people responded; a 17 percent response rate (though individual question response rates varied). Among applicant respondents, 84 percent were found

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<sup>5</sup> HRA Policy Bulletin #10-100-SYS, Online Food Stamp Applications

<sup>6</sup> HRA Policy Directive #15-07-OPE, Revisions to the Mail Application Referral Unit



eligible (291 of 346), while among clients who recertified, 77 percent successfully recertified (164 of 214). The survey closed July 28, 2018.

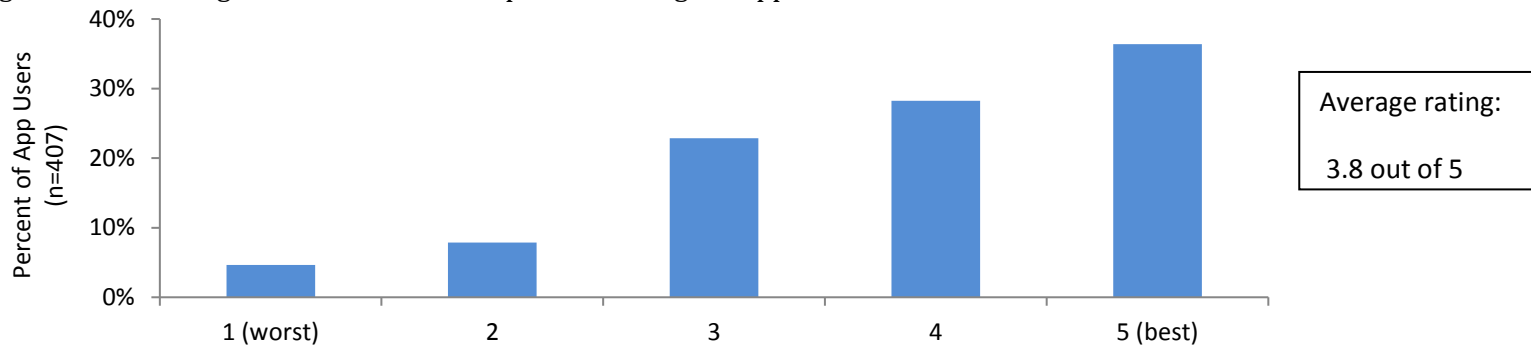
### SNAP Mobile App Uptake

Mobile app download rates were relatively high. More than three quarters of respondents (477; 78%) had downloaded the mobile app on their smartphone or other mobile device. We asked the other 137 respondents (22%) why they had not downloaded the app. Of the 129 who gave a reason, 39 percent said they had never heard about the app, suggesting there is potential to increase the number of users on the platform through continued visibility and outreach. Another 26 percent said they planned to download the app, but hadn't gotten around to it. Only ten percent lacked a smartphone or other device to download the app, while nine percent—just 11 respondents—indicated that they had attempted to download the app, but were unsuccessful.

### Overall Rating

We asked users how they would rate their overall experience using the app. Although respondents reported some challenges with the app, most users provided a positive rating, with an overall average of 3.8 stars out of 5 (n=407). Among Spanish speakers the average rating was 4.5 (n=49) compared to a 3.8 rating from English speakers (n=358). Despite a small sample from Spanish speakers, this particularly high rating may indicate that the app platform could improve services for non-English speakers by facilitating applications and case actions for individuals who may face the language barriers that complicate interactions with SNAP staff (see Figure 1).

Figure 1. User rating 1 – 5 stars: Overall experience using the app



Respondents' app ratings were somewhat related to their most recent SNAP case outcome. Clients who had recently successfully recertified or been found eligible rated the app 4.0 out of 5, while clients who most recently were denied recertification or eligibility rated the app 3.1 out of 5.

## **BUDGETING**

### **Analysis of HRA Cash Assistance and SNAP Clients and Center Locations**

#### Cash Assistance Clients by Race and Gender

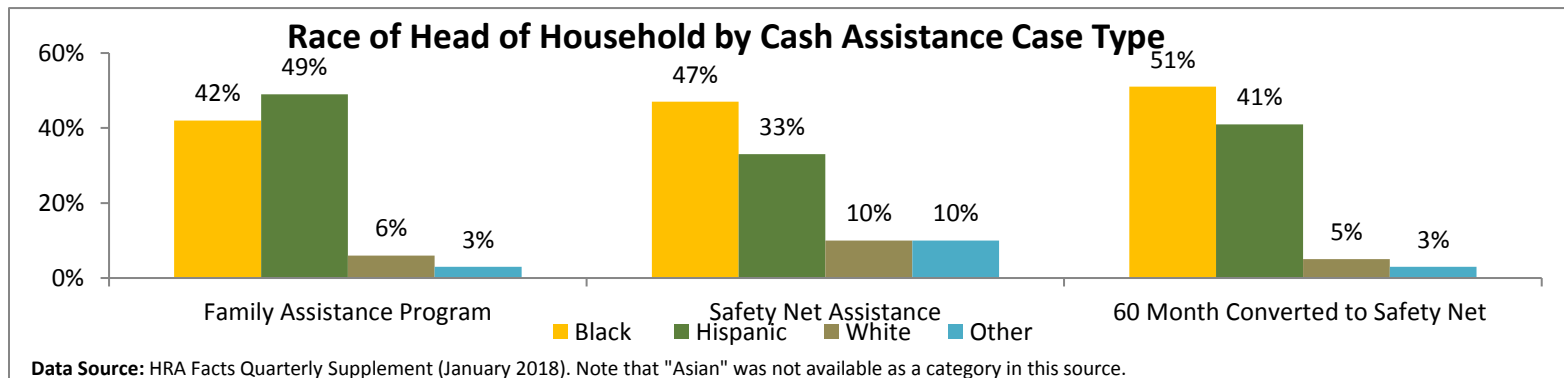
There are three major types of Cash Assistance (CA) in New York State: Safety Net Assistance (SNA-CA), Family Assistance Program (FA), and Safety Net Maintenance of Effort or Safety Net MOE (for those who have reached the 60 month time limit on TANF funded FA)(Converted SNA).<sup>7</sup> SNA-CA primarily serves adults without dependent children and families not eligible for Family Assistance, while FAP and M O E / 60 month Converted serve only families with children. HRA reports data on race and ethnicity in these case types by the characteristics of the adult case head.

- Black clients represent 42% of FAP case heads, 47% percent of SNA-CA case heads, and 51% of Converted SNA case heads.<sup>8</sup>
- Hispanic clients represent 49% of FAP case heads, 33% percent of SNA-CA case heads, and 41% of Converted SNA case heads.
- White clients represent 6% of FAP case heads, 10% of SNA-CA case heads, and 5% of Converted SNA case heads.
- All others, including Asian/Pacific Islander and mixed race-clients, represent 10% percent of SNA-CA case heads, 3% of FAP case heads, and 3% of Converted SNA case heads.

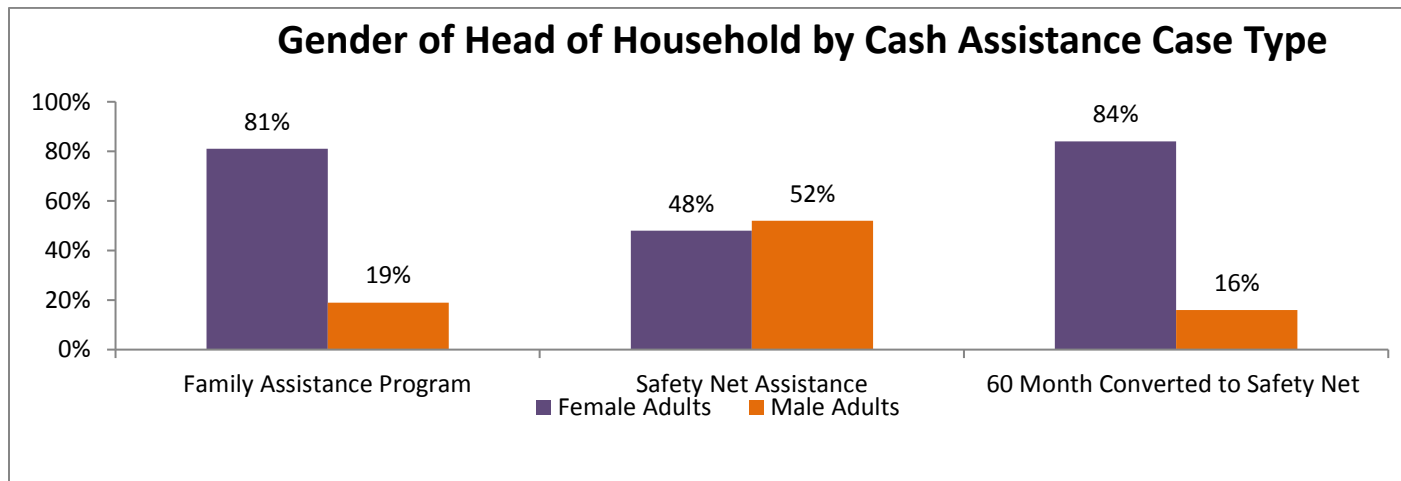
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<sup>7</sup> Office of Temporary Disability Assistance. (2018). *Office of Temporary Disability Assistance: Temporary assistance overview*. Retrieved June 28, 2018 from <https://otda.ny.gov/programs/temporary-assistance/>.

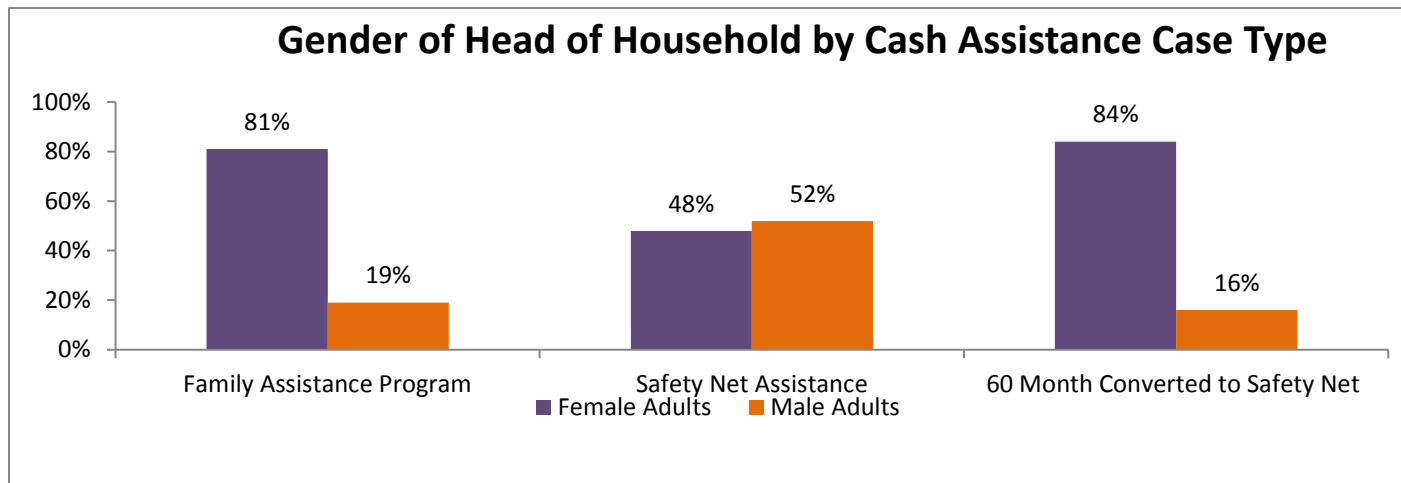
<sup>8</sup> NYC Human Resources Administration. (2018). *HRA Facts: January 2018*. Retrieved June 28, 2018 from [http://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra\\_facts/2018/hra\\_facts\\_2018\\_01.pdf](http://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2018/hra_facts_2018_01.pdf).



In SNA-CA (which consists primarily of single-person cases), 52% of case heads are male; and 48% are female. By contrast, more than 80% of case heads in the FAP and Converted SNA cases—which include dependent children—are women, and less than 20% are men.<sup>9</sup>



<sup>9</sup> NYC Human Resources Administration. (2018). *HRA Facts: January 2018*. Retrieved June 28, 2018 from [http://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra\\_facts/2018/hra\\_facts\\_2018\\_01.pdf](http://www1.nyc.gov/assets/hra/downloads/pdf/facts/hra_facts/2018/hra_facts_2018_01.pdf).



Cash Assistance Clients by Borough

DSS conducted an analysis of HRA Job Centers where clients can apply for benefits in-person, comparing the case load per borough with center locations. The greatest number of clients reside in the Bronx and Brooklyn with the smallest percentage on Staten Island.

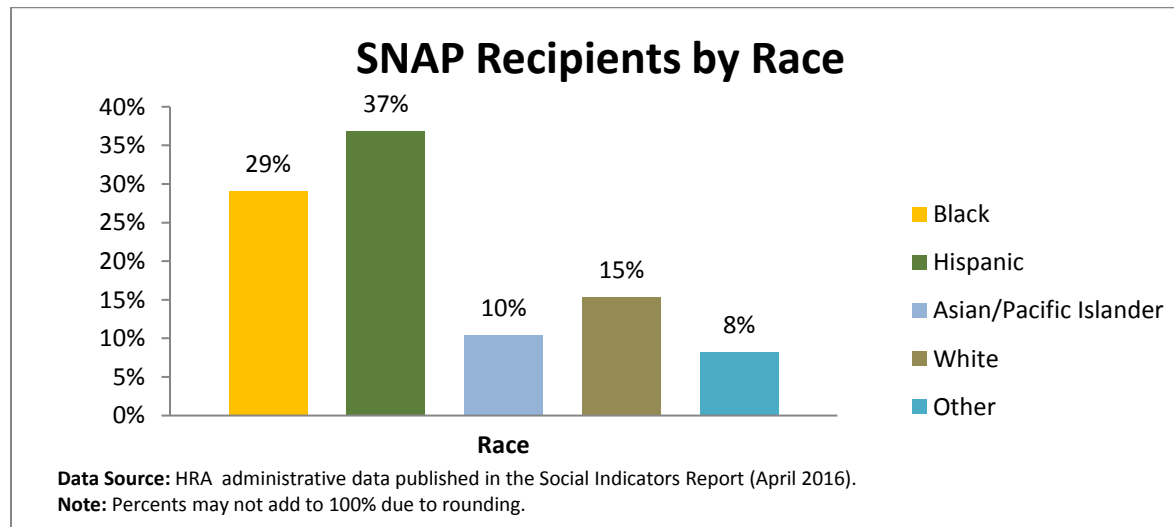
RES_BOROUGH_NAME	Recipient Count	\$s	
Bronx	216,823	\$580,973,523	37%
Brooklyn	181,073	\$485,182,009	30%
Manhattan	88,835	\$238,031,864	15%
Queens	80,009	\$214,382,748	13%
Staten Island	23,262	\$62,330,131	4%
UNKNOWN	3,761	\$10,077,535	1%
<b>TOTAL</b>	<b>593,763</b>	<b>\$1,590,977,810</b>	

- Bronx Job Centers – Five (5) centers provide clients access along five of six subway lines in the Bronx.
- Brooklyn Job Centers – Four (4) of the seven (7) centers are located near Grand Army Plaza and Downtown Brooklyn, providing centralized access on the subway. The remaining three (3) centers are located along major subway lines.

- Manhattan Job Centers – Nine (9) job centers including five (5) specialized sites.<sup>10</sup> While the number of centers does not proportionately reflect the number of clients in the borough, the centralized placement in Manhattan ensures all clients can reach the specialized job centers. The four (4) remaining centers are closely located near transportation centers for ease of access for clients.
- Queens Job Centers – Four (4) job centers including one specialized site. Given the borough’s size and difficulty with transportation accessibility, it may be valuable to further explore the accessibility of the centers for clients in Queens.
- Staten Island Job Centers – One (1) center reflective of the borough’s client population and centrally located near Staten Island’s transportation hub.

**SNAP Clients by Race and Gender**

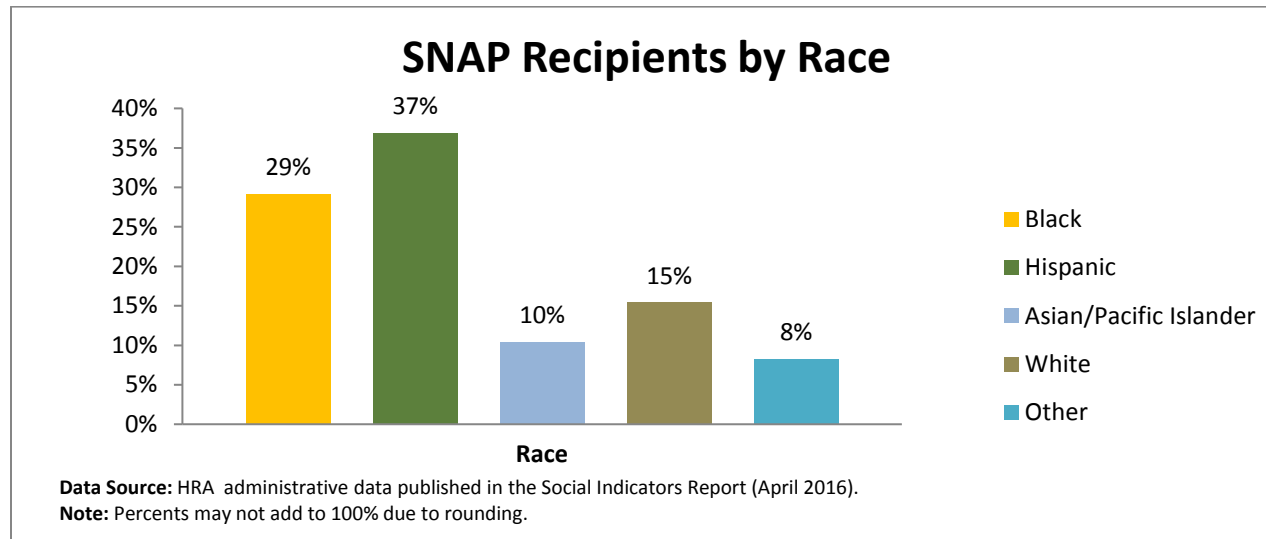
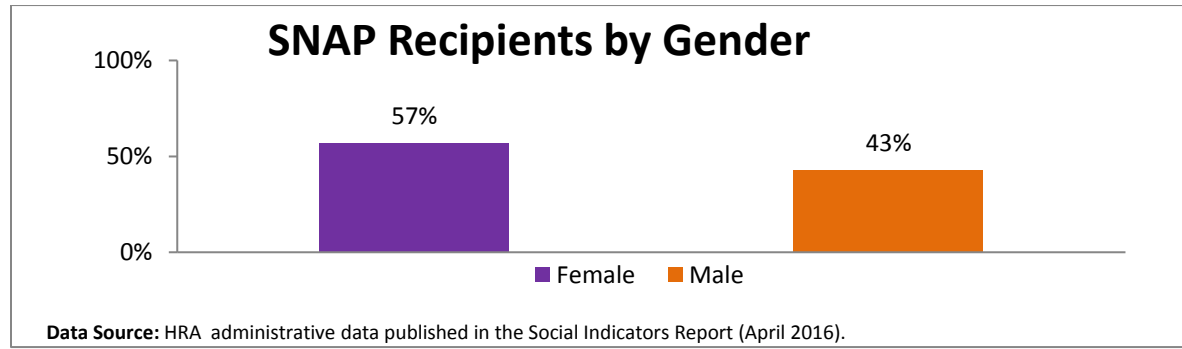
Among SNAP recipients, including children, in NYC, 29% identify as black, 37% as Hispanic, 10% Asian/Pacific Islander, 15% white, and approximately 8% other.<sup>11</sup> Note: unlike the CA data presented above, these figures reflect all SNAP clients, not just case heads. Among all SNAP clients, including children, in NYC, 43% are men, and 57% are women.<sup>12</sup>

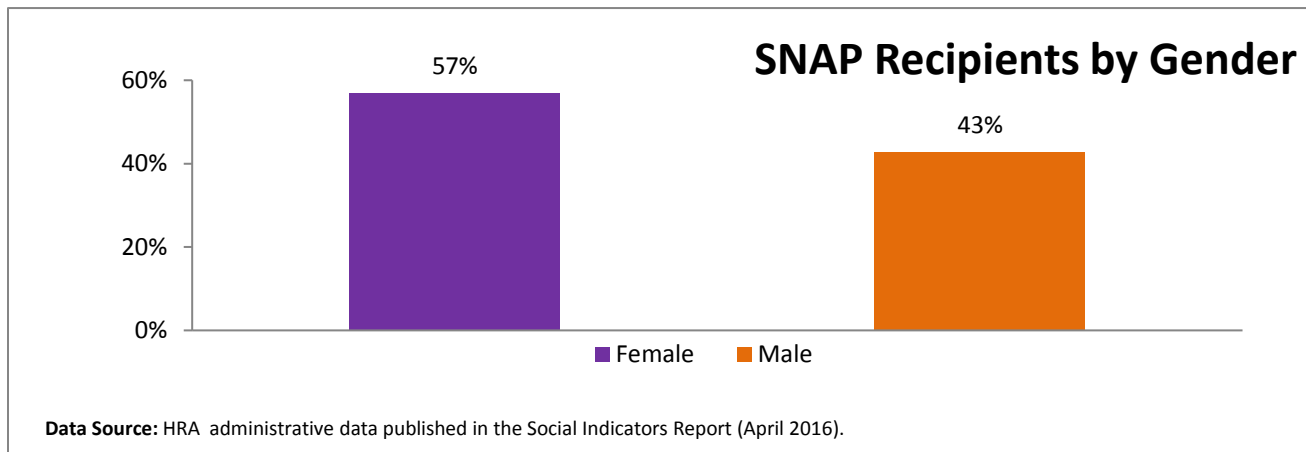


<sup>10</sup> Home Visit/Reasonable Accommodations Office, Residential Treatment Service Center, Centralized Rent Processing Unit, and Family Services Call Center

<sup>11</sup> NYC Mayor’s Office of Operations. (2016). *Social indicators report*. Retrieved June 28, 2018 from <http://www1.nyc.gov/assets/opportunity/pdf/Social-Indicators-Report-April-2016.pdf>.

<sup>12</sup> NYC Mayor’s Office of Operations. (2016). *Social indicators report*. Retrieved June 28, 2018 from





SNAP Clients by Borough

DSS conducted an analysis of HRA SNAP Centers where clients can apply for benefits in-person, comparing the case load per borough with center locations. The greatest number of clients apply for benefits in the Bronx and Brooklyn.

<b>Unduplicated 12 Month SNAP Caseload for June 2018 by Residential Borough</b>			
<i>(excludes CA clients, who also receive SNAP)</i>			
RES_BOROUGH_NAME	Recipient Count	\$s	
Bronx	554,407	\$798,062,899	28%
Brooklyn	697,911	\$1,004,635,360	35%
Manhattan	279,167	\$401,857,887	14%
Queens	363,276	\$522,931,885	18%
Staten Island	74,976	\$107,927,144	4%
UNKNOWN	3,978	\$5,726,288	0.2%
<b>Total</b>	<b>1,973,715</b>	<b>\$2,841,141,462</b>	

Note: Total expenditures are Citywide pro rated by population

- Bronx SNAP Centers – Three (3) centers located along distinct subway and train lines.
- Brooklyn SNAP Centers – Five (5) centers including two (2) specialized centers are located in South Brooklyn, Bushwick, and at the Atlantic Avenue transit hub.

- Manhattan SNAP Centers – Four (4) centers located in Harlem, Upper Manhattan and Downtown. The Harlem and Upper Manhattan locations are well-positioned to serve clients from the Bronx and the Downtown location can serve clients along multiple train lines from Brooklyn and Lower Manhattan.
- Queens SNAP Centers – Three (3) centers are located in the borough in Long Island City, Jamaica, and the Rockaways along multiple subway lines.
- Staten Island SNAP Centers – One (1) center centrally located in a transit hub.

For both Job Centers and SNAP Centers, the locations have been governed by a “walk-in” approach to providing access to benefits and services. As HRA modernizes access to benefits and services through more online and mobile app services, redesign of HRA’s footprint is part of an initiative to increase client access options and agency efficiency and effectiveness.

#### LGBTQ SNAP and Cash Assistance Recipients

National data shows that Lesbian, Gay, Bisexual and Transgender (LGBT) people are disproportionately likely to be food insecure<sup>[2]</sup> and to access SNAP. HRA does not currently collect data on sexual orientation **in significant part** because the case management system of record, WMS, is a state system that HRA does not control and does not provide for collection of this data.

### **ACTIONS**

#### **Analysis of the Potential Implicit Bias and Vicarious Trauma of Staff**

HRA and DHS frontline staff administer crucial support services for clients in crisis. Whether it is SNAP for clients who are food insecure, Cash Assistance for clients who are seeking employment, or emergency temporary shelter for clients who are homeless, nearly everyone who accesses our programs is in a place of crisis. Additionally, our staff are charged with helping clients navigate often complicated federal, state, and local eligibility requirements, ensuring compliance with mandates, and preventing fraud or misuse of entitlements. All of our staff show up to assist New Yorkers in need – even when they, themselves, are in crisis.

Working directly with clients experiencing trauma or crisis may lead to secondary traumatic stress symptoms in frontline providers.<sup>13</sup> Secondary traumatic stress symptoms include feelings of anxiety and hyper-vigilance both internally and in response to work/life events.<sup>14</sup> It has been found to occur in one-third of child protective services workers and 15% of social

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<sup>[2]</sup> Brown, T.N.T, Romero, A.P., Gates, G.J. (2016) *Food insecurity and SNAP participation in the LGBT community*. The Williams Institute, UCLA School of Law. Retrieved June 28, 2018 from <http://williamsinstitute.law.ucla.edu/wp-content/uploads/Food-Insecurity-and-SNAP-Participation-in-the-LGBT-Community.pdf>.

<sup>13</sup> Figley, C.R. (1995). *Compassion fatigue as secondary traumatic stress disorder: An overview*. In: Figley, CR, (Ed.). *Compassion fatigue: Coping with secondary traumatic stress disorder in those who treat the traumatized*. New York: Brunner-Routledge; 1995. pp. 1–20.

<sup>14</sup> Stamm, B. H. (1995). *Secondary traumatic stress: Self-care issues for clinicians, researchers, and educators*. Lutherville, MD: The Sidran Press



workers across disciplines.<sup>15</sup> Secondary traumatic stress can increase risk for burnout, which, in turn, is associated with reduced workplace performance and depression.<sup>16</sup> Strategies identified to reduce provider secondary traumatic stress include maintaining work-life balance, seeking psychotherapeutic treatment, peer consultation, supervision, and professional training.<sup>17</sup>

Under conditions of extreme stress, and entrusted with the significant responsibility of assisting clients in need, staff may unfortunately experience bias from clients or coworkers, or manifest personal bias themselves. Bias has been defined any “attitude, assumption, or judgment of any particular...group.”<sup>18</sup> While bias can be conscious and result in overt discriminatory acts, it can also be internalized and implicit (such as generalized assumptions about a person’s background), and manifest as unintentional behaviors or microaggressions.<sup>19</sup> Biases are established through attitudes and messages in the larger sociopolitical context, and social services providers, like all of members of society, can internalize these messages.<sup>20</sup> Social service staff bias has been identified in multiple contexts.<sup>21</sup> Much of this work has focused on race; bias by staff against people of color has been identified in public assistance,<sup>22</sup> homelessness services,<sup>23</sup> mental health care,<sup>24</sup> education,<sup>25</sup> and child welfare.<sup>26</sup> Bias against LGBTQ clients has been identified within domestic violence services and in both practicing social workers

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<sup>15</sup> Bride, B. E. (2007). Prevalence of secondary traumatic stress among social workers. *Social Work*, 52(1), 63-70.

[https://intranet.newriver.edu/images/stories/library/Stennett\\_Psychology\\_Articles/Prevalence%20of%20Secondary%20Traumatic%20Stress%20Among%20Social%20Workers.pdf](https://intranet.newriver.edu/images/stories/library/Stennett_Psychology_Articles/Prevalence%20of%20Secondary%20Traumatic%20Stress%20Among%20Social%20Workers.pdf)

<sup>16</sup> Kahill, S. (1988). Symptoms of professional burnout. *Canadian Psychology*, 29(3), 284-297. <http://psycnet.apa.org/record/1989-13352-001>

<sup>17</sup> Bober, T., & Regehr, C. (2006). Strategies for reducing secondary or vicarious trauma: Do they work? *Brief Treatment and Crisis Intervention*, 6(1), 1.

<https://triggered.clockss.org/ServeContent?url=http://btci.stanford.clockss.org%2Fcgi%2Fcontent%2Ffull%2F6%2F1%2F1>

<sup>18</sup> Miller, K. M., Cahn, K., Anderson-Nathe, B., Cause, A. G., & Bender, R. (2013). Individual and systemic/structural bias in child welfare decision making: Implications for children and families of color. *Children and Youth Services Review*, 35(9), 1634–1642. <https://www.sciencedirect.com/science/article/pii/S0190740913002363>

<sup>19</sup> Greenwald, A. G., & Krieger, L. H. (2006). Implicit bias: Scientific foundations. *California Law Review*, 94(4), 945-967.

<https://scholarship.law.berkeley.edu/cgi/viewcontent.cgi?article=1250&context=californialawreview>

<sup>20</sup> Gibelman, M. (1999). The search for identity: Defining social work—past, present, future. *Social Work*, 44(4), 298–310. <https://academic.oup.com/sw/article-abstract/44/4/298/1895162>

<sup>21</sup> Rodenborg, N. A., & Boisen, L. A. (2013). Aversive racism and intergroup contact theories: Cultural competence in a segregated world. *Journal of Social Work Education*, 49(4), 64–579. <https://www.tandfonline.com/doi/abs/10.1080/10437797.2013.812463>

<sup>22</sup> Kretsedemas, P. (2005). Language barriers and perceptions of bias: Ethnic differences in immigrant encounters with welfare system. *Journal of Social Work and Social Welfare*, 32, 109-123. <https://scholarworks.wmich.edu/cgi/viewcontent.cgi?referer=https://scholar.google.com/&httpsredir=1&article=3117&context=jssw>

<sup>23</sup> Weng, S.S. & Clark, P.G. (2018) Working with homeless populations to increase access to services: A social service providers’ perspective through the lens of stereotyping and stigma. *Journal of Progressive Human Services*, 29, 81-101, <https://www.tandfonline.com/doi/abs/10.1080/10428232.2018.1394784>

<sup>24</sup> Merino, Y., Adams, L., & Hall, W. J. (2018). Implicit bias and mental health professionals: Priorities and directions for Research. *Psychiatric Services*, 69(6), 723-725. <https://ps.psychiatryonline.org/doi/abs/10.1176/appi.ps.201700294>

<sup>25</sup> Gershenson, S., Holt, S.B., & Papageorge, N.W (2016). Who believes in me? The effect of student–teacher demographic match on teacher expectations. *Economics of Education Review*, 52, 209-224.

[https://research.upjohn.org/cgi/viewcontent.cgi?referer=https://www.google.com/&httpsredir=1&article=1248&context=up\\_workingpapers](https://research.upjohn.org/cgi/viewcontent.cgi?referer=https://www.google.com/&httpsredir=1&article=1248&context=up_workingpapers)

<sup>26</sup> Miller, K. M., Cahn, K., Anderson-Nathe, B., Cause, A. G., & Bender, R. (2013). Ibid.

and social work students.<sup>27</sup> For example, a study of crisis center staff found that staff rated same-sex domestic violence as less serious than opposite-sex domestic violence.<sup>28</sup> Social services staff have also been found to have biases against people experiencing homelessness; for example, in a study of homelessness service providers, many staff reported that their colleagues perceived clients as primarily “druggies and alcoholics,” lazy, and likely to abuse their children.<sup>29</sup>

These biases can potentially impact clients in multiple ways. When providers misdiagnose or misidentify client concerns, they can also fail to make appropriate referrals or provide appropriate treatment, make more false reports, provide lower-quality care, or involve clients in the social services system more than is necessary.<sup>30</sup> Biases can also impact trust and relationship-building between clients and staff or limit the attention staff provide,<sup>31</sup> which can impact the efficacy of support and contribute to client feelings of oppression.<sup>32</sup> For example, homeless clients have reported that providers did not understand their experiences and made them feel demeaned or punished.<sup>33</sup>

DSS has begun the process of incorporating trauma-informed care and cultural competency training into the work of the agency. Through mandatory trainings like Lesbian, Gay, Bisexual, Transgender, Questioning and Intersex (LGBTQI) training, Disability Affairs training, Language Access training, and through optional trainings like Implicit Bias training, Mental Health First Aid and Foundational Human Services training, the agency has provided opportunities to begin conversations about trauma, oppression, stress, and workplace bias. However, DSS staff and clients would benefit from the expansion of mandatory programs like these to better focus on race, gender, sexual orientation, and socioeconomic status and income, so that all of our staff have the opportunity to build basic skills and practices for a healthy and sustainable work environment.

### **Analysis of Service Delivery for LGBTQI Persons Experiencing Housing Instability**

#### **LBGTQ Homelessness and Housing Instability**

Many LGBTQ people experience homelessness or don't have stable places to live. Nearly one in five of LGBTQ people have been homeless at some point in their lives, and over a third of LGBTQ people have had trouble paying for housing, utilities and had

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<sup>27</sup> Chonody, J. M., & Smith, K. S. (2013). The state of the social work profession: A systematic review of the literature on antigay bias. *Journal of Gay & Lesbian Social Services*, 25(3), 326–361. <https://www.tandfonline.com/doi/abs/10.1080/10538720.2013.806877>

<sup>28</sup> Brown, M. J. & Groscup, J. (2009). Perceptions of same-sex domestic violence among crisis center staff. *Journal of Family Violence*, 24(2): 87-93. <https://link.springer.com/article/10.1007/s10896-008-9212-5>

<sup>29</sup> Weng, S.S. & Clark, P.G. (2018). Ibid.

<sup>30</sup> Miller, K. M., Cahn, K., Anderson-Nathe, B., Cause, A. G., & Bender, R. (2013). Ibid.

<sup>31</sup> Gershenson, S., Holt, S.B., & Papageorge, N.W. (2016). Ibid.

<sup>32</sup> Weng, S.S. & Clark, P.G. (2018). Ibid.

<sup>33</sup> Sznajder-Murray, B., & Slesnick, N. (2011). “Don’t leave me hanging”: Homeless mothers’ perceptions of service providers. *Journal of Social Service Research*, 37(5), 457–468. <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3285414/>

some form of housing insecurity.<sup>34</sup> These numbers are particularly striking for youth - while 5-10% of youth in the United States are LGBTQ, it is estimated that 40% of youth experiencing homelessness are LGBTQ.<sup>35</sup> Moreover, LGBTQ youth have a 120 percent higher risk of reporting homelessness than youth who identify as heterosexual and cisgender.<sup>36</sup> Family conflict or rejection is the most common cause of homelessness for LGBTQ youth, and more than 1 in 4 are thrown out of their homes when they come out.<sup>37</sup>

Although DHS and HRA do not currently collect standardized data on homeless LGBTQ people, national and local data confirms that LGBTQ youth access multiple support services to address homelessness. Specifically, one study found that 43% of youth clients served by drop-in centers identified as LGBT, 30% of street outreach clients identified as LGBT, and 30% of clients utilizing housing programs identified as LGBT.<sup>38</sup> When accessing these services, homeless LGBTQ people of all ages often experience difficulty finding shelters that are accepting, respectful, and inclusive.<sup>39</sup> LGBTQ individuals experiencing homelessness are also at a heightened risk of violence, abuse, and exploitation compared with their heterosexual and cisgender peers. Transgender people are particularly at risk due to a lack of acceptance and report being turned away from shelter entirely.<sup>40</sup>

Due to the high number of LGBTQ people experiencing homelessness, especially youth and young adults, it's imperative that homeless services administered by DSS, DHS and HRA are LGBTQ culturally competent in serving LGBTQ people. This includes our directly-run shelters as well as our preventive services programs and providers. Although LGBTQI training is mandatory for DHS/HRA/DSS direct employees, we have not created a formalized training program for our prevention providers.

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<sup>34</sup> According to the 2015 NYS Health & Human Services survey - <https://gaycenter.org/file/docs/network/Needs-Assessment-WEB.pdf>

<sup>35</sup> True Colors Fund. (2015). *Serving our youth: Service provider survey and report*. Retrieved October 19, 2018 from <https://truecolorsfund.org/wp-content/uploads/2015/05/Serving-Our-Youth-June-2015.pdf>

<sup>36</sup> Chapin Hall, University of Chicago. *Missed opportunities: Youth homelessness in America national estimates*. Retrieved October 19, 2018 from [http://voicesofyouthcount.org/wp-content/uploads/2017/11/ChapinHall\\_VoYC\\_NationalReport\\_Final.pdf](http://voicesofyouthcount.org/wp-content/uploads/2017/11/ChapinHall_VoYC_NationalReport_Final.pdf)

<sup>37</sup> True Colors Fund. (2018). *Our issue*. Retrieved October 19, 2018 from <https://truecolorsfund.org/our-issue/>

<sup>38</sup> Durso, L.E. & Gates G. J. (2012). *Serving Our Youth: Findings from a National Survey of Service Providers Working with Lesbian, Gay, Bisexual, and Transgender Youth who are Homeless or At Risk of Becoming Homeless*. The Williams Institute with True Colors Fund and The Palette Fund. Retrieved June 28, 2018 from <http://williamsinstitute.law.ucla.edu/wp-content/uploads/Durso-Gates-LGBT-Homeless-Youth-Survey-July-2012.pdf>

<sup>39</sup> DHS operates one shelter targeting services for LGBTQ+ young adults up to age 30.

<sup>40</sup> Studies and surveys on transgender homelessness consistently indicate disproportionate outcomes for transgender and gender non-conforming people. See e.g.: Mottet, L., & Ohle, J. (2003). *Transitioning Our Shelters: A Guide to Making Homeless Shelters Safe for Transgender People*. The National Coalition for the Homeless and the National Gay and Lesbian Task Force Policy Institute. Retrieved June 28, 2018 from <https://srp.org/wp-content/uploads/2012/08/TransitioningOurShelters.pdf>; Durso, L.E. and Gates, G.J. (2012).

### Homebase Clients

Homebase helps people develop a personalized plan to overcome an immediate housing crisis and achieve housing stability. With conveniently located prevention centers staffed with homelessness prevention experts, Homebase offers a range of services under one roof, including:

- Services to prevent eviction, including landlord & tenant mediation
- Assistance obtaining public benefits
- Emergency rental assistance
- Education and job placement assistance
- Financial counseling and money management
- Help relocating
- Short-term financial assistance

Homebase currently works with seven providers, via twenty-four sites throughout the five boroughs, with plans to add two additional sites in 2019. Additionally, Homebase aims to expand services to better reach youth and young adults. As part of the streamlining of rental assistance programs under the unified umbrella of CityFHEPS, DSS is partnering with youth-serving providers such as shelters and drop-in centers overseen by the Department of Youth and Community Development (DYCD) to improve access to rental assistance for young people who are street homeless or transitioning out of youth shelter. This approach will help young people move into permanent housing quicker and avoid the adult shelter system altogether.

Although some providers may have demonstrable LGBTQ-related experience, Homebase providers have never had a standardized training on serving LGBTQ people. With the increased focus on youth and young adult services in the program, there is a growing need to increase the LGBTQ competency of Homebase providers.

## **EMPLOYMENT**

### **Demographic Analysis of DSS-HRA-DHS Staff**

#### Inequities in Public Sector Employment and Advancement

Employees in high-wage local government jobs have consistently been disproportionately white over the past 50 years (from 1960-2010) despite changing demographics due to the passage of the Immigration and Nationality Act of 1965 (which abolished the decades-long quota system for immigration to the United States based on national origins) and the passage of the Civil Rights Act of 1964 (that banned discrimination in employment on the basis race, color, religion, sex, and national

origin).<sup>41</sup> Recent data shows that while the general population of the 100 largest metro areas was only 57.8% white, high-wage local government employment remained at over two-thirds (69.7%) white.<sup>42</sup> The disproportionate representation of white people in high-wage jobs has been especially pronounced in large cities, though this gap has narrowed somewhat in recent years.<sup>43</sup> Before the passage of the Civil Rights Act of 1964, African Americans were underrepresented in high-wage local government employment and overrepresented in low-wage public sector jobs in the early years of this study, particularly in the South.<sup>44</sup> By 2008 African Americans became proportionally represented in high-wage public sector jobs in large metro areas except the Midwest.<sup>45</sup> However, African Americans remain overrepresented in low-wage jobs despite declines since 1970.<sup>46</sup> Even though the Immigration and Nationality Act of 1965 increased the United States' overall Asian and Hispanic population<sup>47</sup> and the number of high-wage local Asian and Hispanic government employees, they are still underrepresented in high-wage positions.<sup>48</sup> Hispanics were underrepresented in low-wage local government employment before 1980, but in recent years have become proportionally represented in the 100 largest metro areas.<sup>49</sup> However, Hispanics are underrepresented in local government employment overall, regardless of earnings, in all regions except the West.<sup>50</sup> It appears that it will take several years for these groups to achieve proportional representation throughout the United States.<sup>51</sup>

Job loss in the public-sector severely impacts women and people of color. Historically, the state and local public sectors have provided more equitable opportunities for women and people of color due to federal regulations concerning equal opportunity and affirmative action programs. As a result, women and African Americans constitute a disproportionately large share of the state and local public-sector workforce. Consequently, these groups suffer tremendously when there are job cuts in this sector. During the Great Recession about 70.5% of the jobs lost from 2007 to 2011 (approximately 765,000 jobs), were held by women. 20% of the jobs lost at this time (177,000 jobs) were held by African Americans. By contrast, more Hispanics entered the public sector workforce (by 6.3% or 107,000 people), but they took lower paying jobs (their real median wages decreased by 5.2%). Since the recession's official end in June 2009, the private sector has experienced employment growth in

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<sup>41</sup> Gardner, T. (2013). The Racial and Ethnic Composition of Local Government Employees in Large Metro Areas, 1960-2010. Center for Economic Studies, 1. <https://www2.census.gov/ces/wp/2013/CES-WP-13-38.pdf>.

<sup>42</sup> Ibid. 3.

<sup>43</sup> Ibid. 4.

<sup>44</sup> Ibid. 5.

<sup>45</sup> Ibid. 3

<sup>46</sup> Ibid.

<sup>47</sup> Ibid. 1

<sup>48</sup> Ibid. 3.

<sup>49</sup> Ibid.

<sup>50</sup> Ibid. 4.

<sup>51</sup> Ibid. Abstract.

the majority of industries, while the public sector has continued to shed jobs. These continued cuts threaten to undermine progress that the public sector has made toward greater wage equality.<sup>52</sup>

According to the 2012 report *The Public Sector Job Crisis*, women and people of color working in the public sector experience wage disparities when compared to their male and white co-workers, but the wage gap is smaller than what they would experience in the private sector. Women who are state and local public-sector workers earn on average 20.9% less than men working at the same positions (it's about the same rate of disparity in the private sector). Women in the public sector with bachelor's degrees earn 16.9% less than men with bachelor's degrees (compared to women in the private-sector earning 18.9% less). Women with advanced degrees earn 12.4% less than their male counterparts (while women in the private sector with advanced degrees earn 21% less).<sup>53</sup> African American state and local public employees earn 2.2% less than their white co-workers (on average African Americans earn 12.9% less than whites). Hispanic state and local public sector workers earn 2.9% less than whites (compared to earning 11.1% less in the private sector).<sup>54</sup>

However, New York City Comptroller Scott M. Stringer's April 2018 report *Power and the Gender Wage Gap: How Pay Disparities Differ by Race and Occupation in New York City* asserts that the gender wage gap is significantly larger for women of color. Annual data from 2010 to 2016 finds that Black women working full-time in New York City made 57 cents for every dollar paid to white, non-Hispanic men—roughly \$32,000 less on average. The wage gap for Black women in New York City is larger than for Black women in New York and the U.S.—43 cents compared to 34 cents and 37 cents, respectively. Over a 40-year career, the median full-time working Black woman in New York City would lose on average over \$1,274,000 in earnings due to the gender wage gap. She would have to work an additional 30 years to attain the same earnings as her white, male counterpart. If the gender wage gap were closed, the more than 350,000 Black women working full-time, year-round in New York City in 2016 would have collectively contributed around \$11.2 billion more in earnings to the local economy. In 2016, nearly one in four (23.4 percent) Black women and girls in New York City lived in poverty, more than twice the rate among white men and boys (11.3 percent) and nearly twice the rate among white women and girls (12.8 percent). While Black women have the highest labor force participation rate among women of color in the city, they also have the highest unemployment rate. This remains the case despite the fact that attainment of bachelor's and graduate degrees is rising faster among Black women than nearly every other racial and ethnic group in the city. The Comptroller's analysis and Black women's

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<sup>52</sup> Cooper, D. (2012) *The Public Sector Job Crisis*. The Economic Policy Institute. <https://www.epi.org/publication/bp339-public-sector-jobs-crisis/>

<sup>53</sup> Ibid.

<sup>54</sup> Ibid.

lived experiences make clear that more work needs to be done to combat structural and social barriers to equal pay. As long as the wage gap persists, the economic security of Black women will be compromised.<sup>55</sup>

Factors that contribute to the gender wage gap in New York City:

1. Differences in access to educational opportunities that begin since birth.
2. Social expectations of what kinds of jobs/careers are considered valuable and who is appropriate for certain types of work or study.
3. Occupational segregation that results in Black women being underrepresented in the highest-paying fields (finance, law, engineering, technology, science, math) and overrepresented in less stable and lower-paying jobs (retail sales, food service, home health aide jobs).<sup>56</sup>

#### Analysis of DSS, HRA, and DHS Staff by Race<sup>57</sup>

The City of New York is one of the largest government employers in the nation. At the close of Fiscal Year 2016, it employed 383,704 people in a wide range of professions. Overall, the City's workforce is 60% non-white and 59% female.<sup>58</sup>

All City employees are hired in compliance with civil service laws and regulations as administered by the Department of Citywide Administration Services (DCAS) pursuant to state law. Staff positions are categorized as managerial or non-managerial.

- As of April 2018, DSS/HRA has a staff of 13,482 of whom 53% identify as black, 17% Hispanic, 14% white, 8% Asian/Pacific Islander, and 8% other.<sup>59</sup>
- Among 2,509 staff at DHS, 57% identify as black, 17% Hispanic, 4% Asian/Pacific Islander, 9% white, and 13% other.

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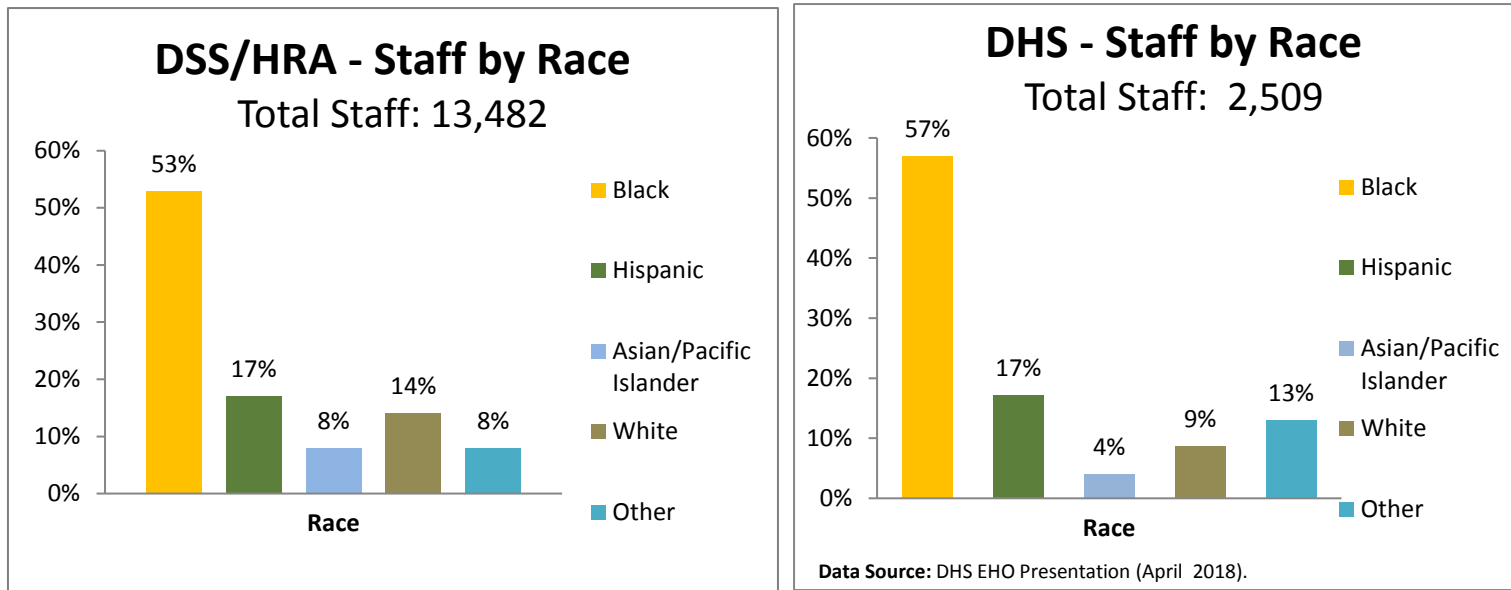
<sup>55</sup> Office of the New York City Comptroller Scott M. Stringer. (2018) Inside the Gender Wage Gap, Part I: Earnings of Black Women in New York City. <https://comptroller.nyc.gov/reports/inside-the-gender-wage-gap-part-i-earnings-of-black-women-in-new-york-city/>

<sup>56</sup> Ibid.

<sup>57</sup> All DSS/HRA and DHS staff data in this section are derived from DSS EEO Data as of April 30, 2018

<sup>58</sup> NYC Department of Citywide Administrative Services. (2017). *Fiscal year 2016 New York City government workforce profile report*. Retrieved June 28, 2018 from [http://www.nyc.gov/html/dcas/downloads/pdf/misc/workforce\\_profile\\_report\\_fy\\_2016.pdf](http://www.nyc.gov/html/dcas/downloads/pdf/misc/workforce_profile_report_fy_2016.pdf).

<sup>59</sup> All racial categories in this report reflect pre-existing self-reported demographic categories used in DSS/HRA and DHS data.



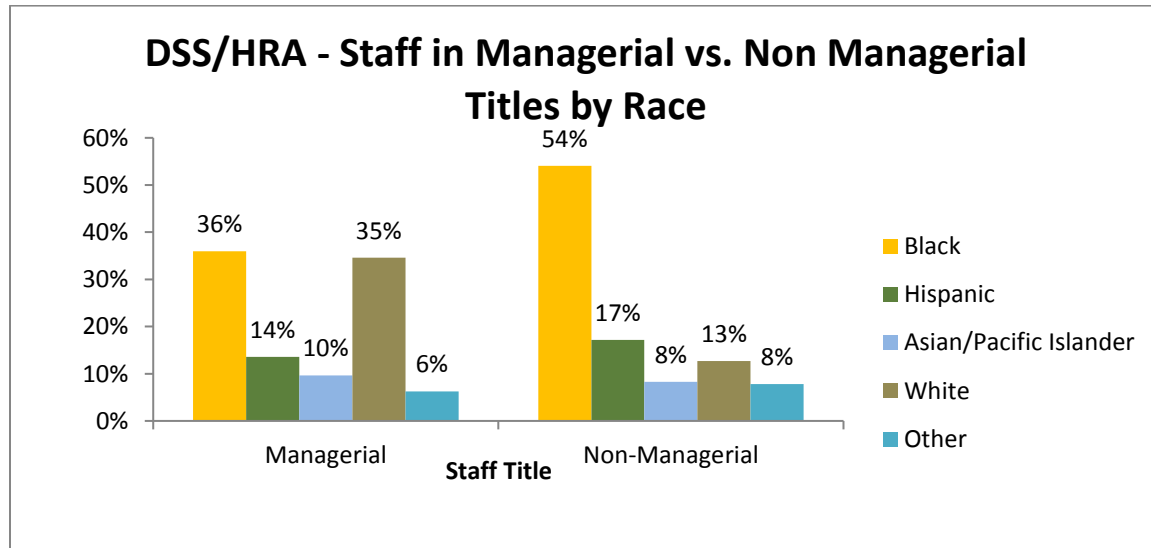
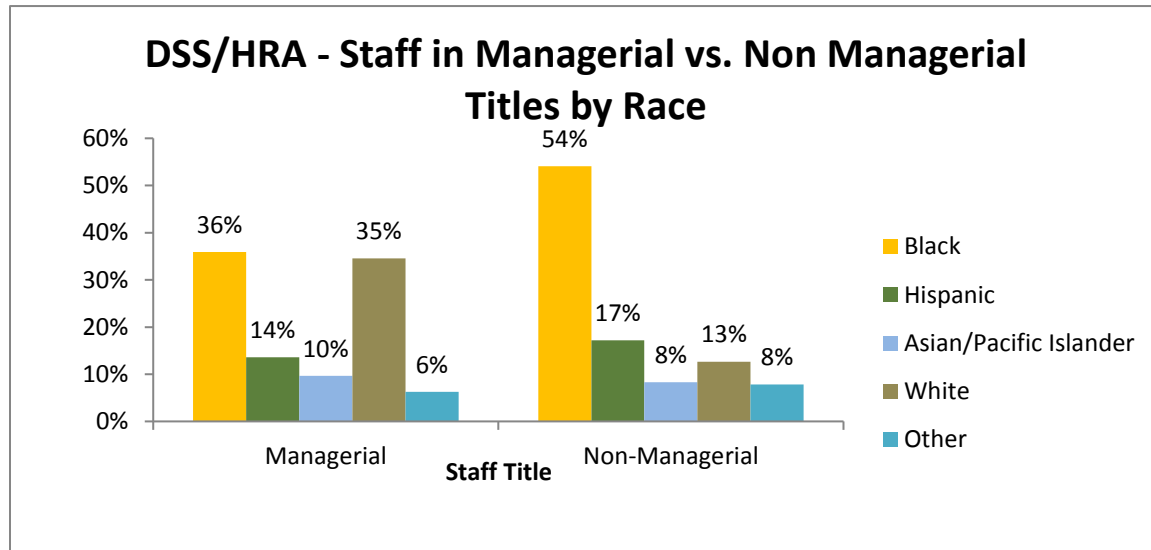
Analysis of DSS/HRA Management by Race<sup>60</sup>

Non-managerial employees make up 93% of the on-board staff in DSS/HRA. At DSS/HRA, the data show that 12,892 staff members are working in non-managerial titles, and 590 are in managerial titles. Among managerial staff, 36% identify as black, 14% Hispanic, 10% Asian/Pacific Islander, 35% white, and 6% other. Among non-managerial staff, 54% identify as black, 17% Hispanic, 8% Asian/Pacific Islander, 13% white, and 8% other.

Managerial positions are further defined with “levels” within titles. Levels are intended to signify increasing responsibility and qualifications of the position. There are 111 total staff members at DSS/HRA who are managerial staff at the level of M4 and above (through M9). These represent the highest levels of management. Out of the 111 staff members, 25% identify as black, 10% Hispanic, 6% Asian/Pacific Islander, 53% white, and 5% other.

<sup>60</sup> All DSS/HRA and DHS staff data in this section are derived from DSS EEO Data as of April 30, 2018

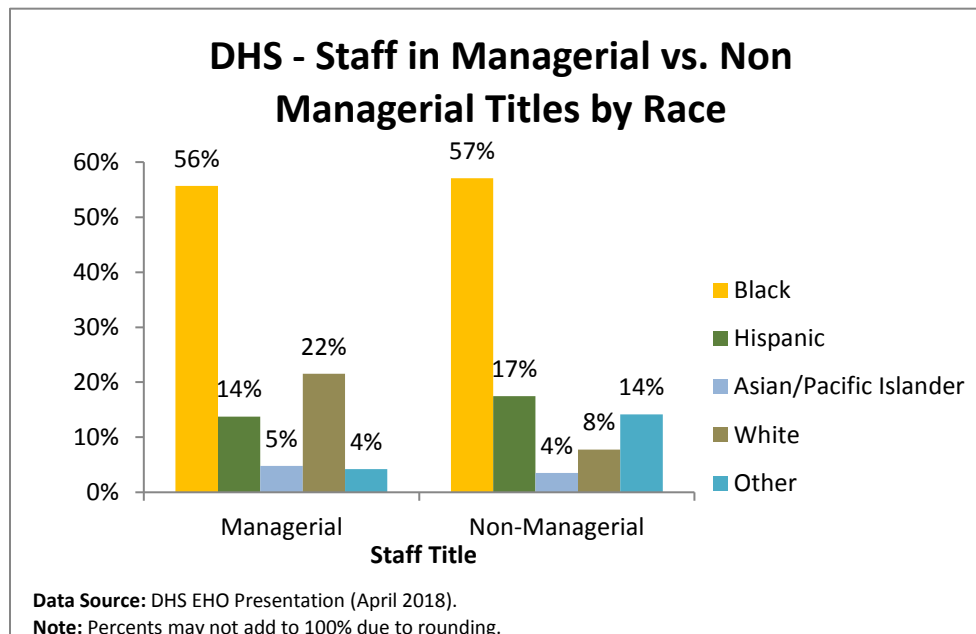




Analysis of DHS Management by Race<sup>61</sup>

Among managerial staff at DHS, 56% identify as black, 14% Hispanic, 5% Asian/Pacific Islander, 22% white, and 4% other. Among non-managerial staff, 57% identify as black, 17% Hispanic, 4% Asian/Pacific Islander, 8% white, and 14% other.

Within managerial titles at DHS, 1.0% of all DHS employees (29 staff members) are in levels of M4 and above. Among these staff, 38% identify as black, 10% Hispanic, 14% Asian/ Pacific Islander, and 38% white.



Analysis of DSS/HRA Staff Income by Race<sup>62</sup>

Approximately 4% of staff members at DSS/HRA earn above \$100,000 per year, approximately 44% earn between \$50,000 and \$100,000 and 52% of staff earn below \$50,000 per year. Broken down by race:

- Among black staff members, 52% earn less than \$50,000 per year, 46% earn between \$50,000 and \$100,000, and less than 2% earn above \$100,000.

<sup>61</sup> All DSS/HRA and DHS staff data in this section are derived from DSS EEO Data as of April 30, 2018

<sup>62</sup> All DSS/HRA and DHS staff data in this section are derived from DSS EEO Data as of April 30, 2018

- Among Hispanic staff members, 56% earn below \$50,000, 42% earn between \$50,000 and \$100,000, and 2% earn above \$100,000.
- Among Asian/Pacific Islander staff members, 50% earn below \$50,000, 42% earn between \$50,000 and \$100,000, and 9% earn above \$100,000.
- Among white staff members, 38% earn below \$50,000, 49% earn between \$50,000 and \$100,000, and 13% earn above \$100,000.

Within the pool of staff earning above \$100,000, 25% are black, 10% Hispanic, 17% Asian/Pacific Islanders, 41% white, and 6% other. Among those earning less than \$50,000, 54% are black, 18% Hispanic, 8% Asian/Pacific Islanders, 10% white, and 9% other.

#### Analysis of DHS Staff Income by Race<sup>63</sup>

Approximately 5% of staff members at DHS earn above \$100,000 per year, 43% earn between \$50,000 and \$100,000 and about 52% of earn below \$50,000 per year. Broken down by race:

- Among black staff members, 54% earn less than \$50,000 per year, 43% earn between \$50,000 and \$100,000, and 3% earn above \$100,000.
- Among Hispanic staff members, 53% earn below \$50,000, 44% earn between \$50,000 and \$100,000, and 4% earn above \$100,000.
- Among Asian/Pacific Islander staff members, 49% earn below \$50,000, 38% earn between \$50,000 and \$100,000, and 12% earn above \$100,000.
- Among white staff members, 23% earn below \$50,000, 57% earn between \$50,000 and \$100,000, and 19% earn above \$100,000.

Among all staff earning above \$100,000, 38% are black, 13% Hispanic, 9% Asian/Pacific Islander, 33% white, and 8% other. Among those earning less than \$50,000, 59% are black, 18% Hispanic, 3% Asian/Pacific Islander, 4% white, and 15% other.

#### Analysis of DSS/HRA Staff Income by Gender<sup>64</sup>

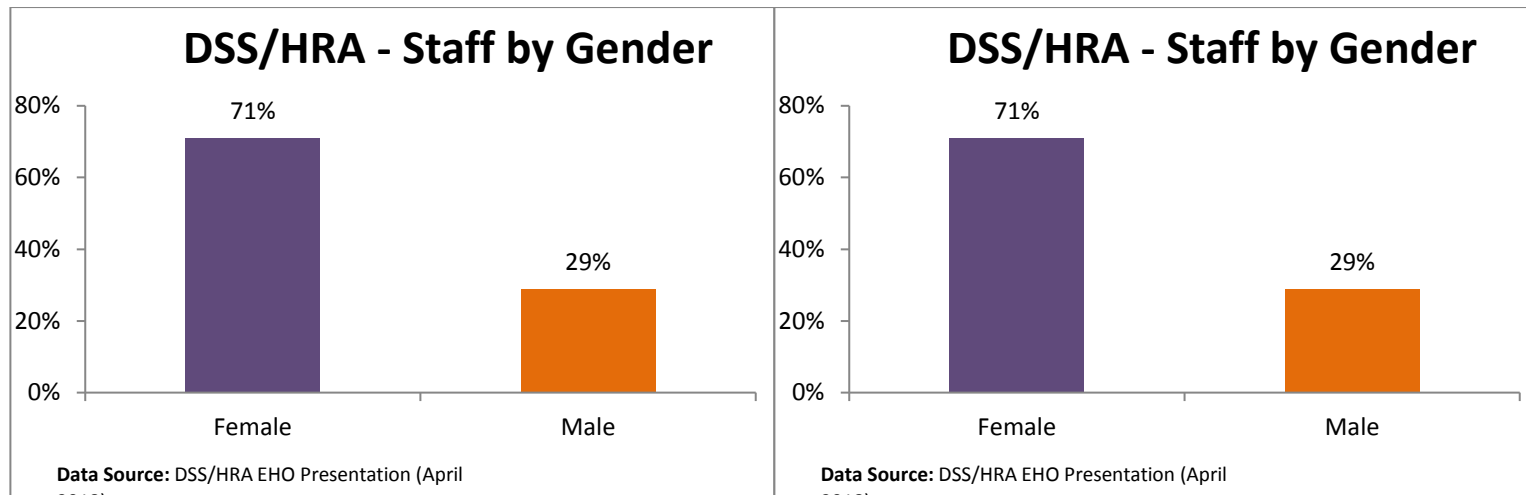
Out of the total staff at DSS-HRA, there are 9,572 people documented as female in their employee records, and 3,901

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<sup>63</sup> All DSS/HRA and DHS staff data in this section are derived from DSS EEO Data as of April 30, 2018

<sup>64</sup> All DSS/HRA and DHS staff data in this section are derived from DSS EEO Data as of April 30, 2018

documented as male in their employee records.<sup>65</sup>



- Approximately 55% of all of female staff members at DSS/HRA earn less than \$50,000, and 3% of females at DSS/HRA earn above \$100,000. 42% of females at DSS/HRA earn between \$50,000 and \$100,000.
- Among male staff at DSS/HRA, 44% earn below \$50,000, 8% earn above \$100,000, and 49% earn between \$50,000 and \$100,000.

Among DSS/HRA staff earning more than \$100,000 per year, 47% are female and 53% are male. Among staff earning less than \$50,000, 75% are female and 25% are male.

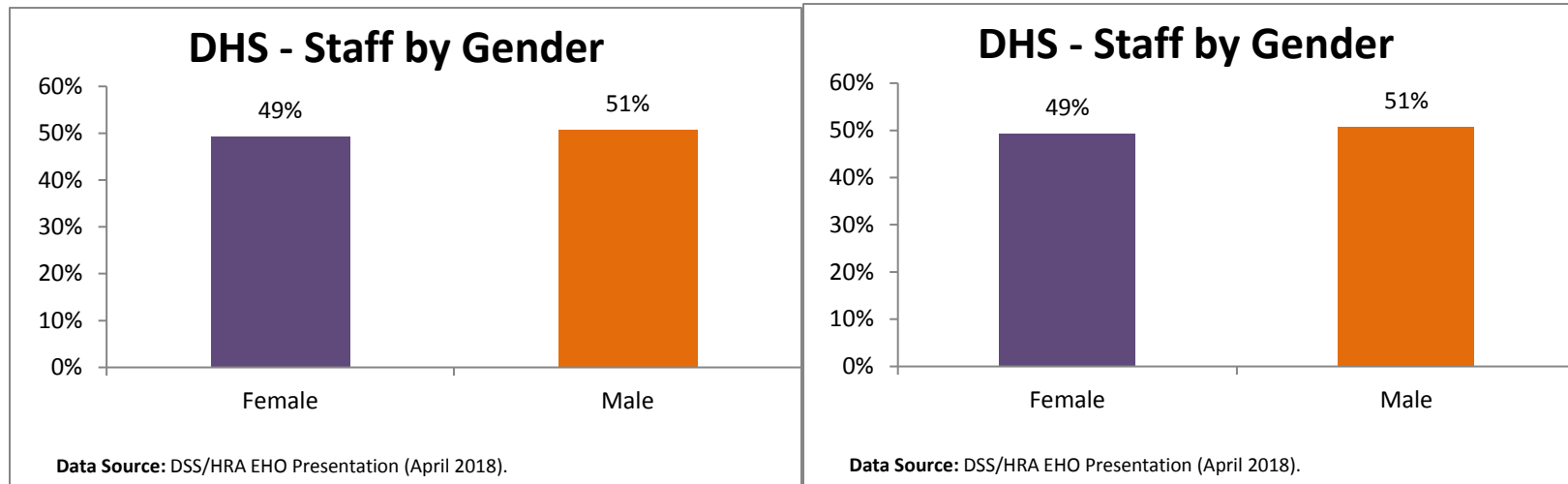
#### Analysis of DHS Staff Income by Gender<sup>66</sup>

Among all DHS staff, there are slightly more males than females: 1,271 males vs. 1,234 females.

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<sup>65</sup> This analysis looks solely at binary gender and does not take into account a wide range of gender identities. Non- binary gender data is currently not available. Hereafter, we will refer only to “men”/”males” and “women”/”females.”

<sup>66</sup> All DSS/HRA and DHS staff data in this section are derived from DSS EEO Data as of April 30, 2018



- Approximately 50% of female staff members at DHS earn less than \$50,000 and 5% of females at DHS earn above \$100,000. 45% of females at DHS earn between \$50,000 and \$100,000.
- Out of the male staff at DHS, 54% of males earn below \$50,000, and 5% earn above \$100,000. 41% of males earn between \$50,000 and \$100,000.

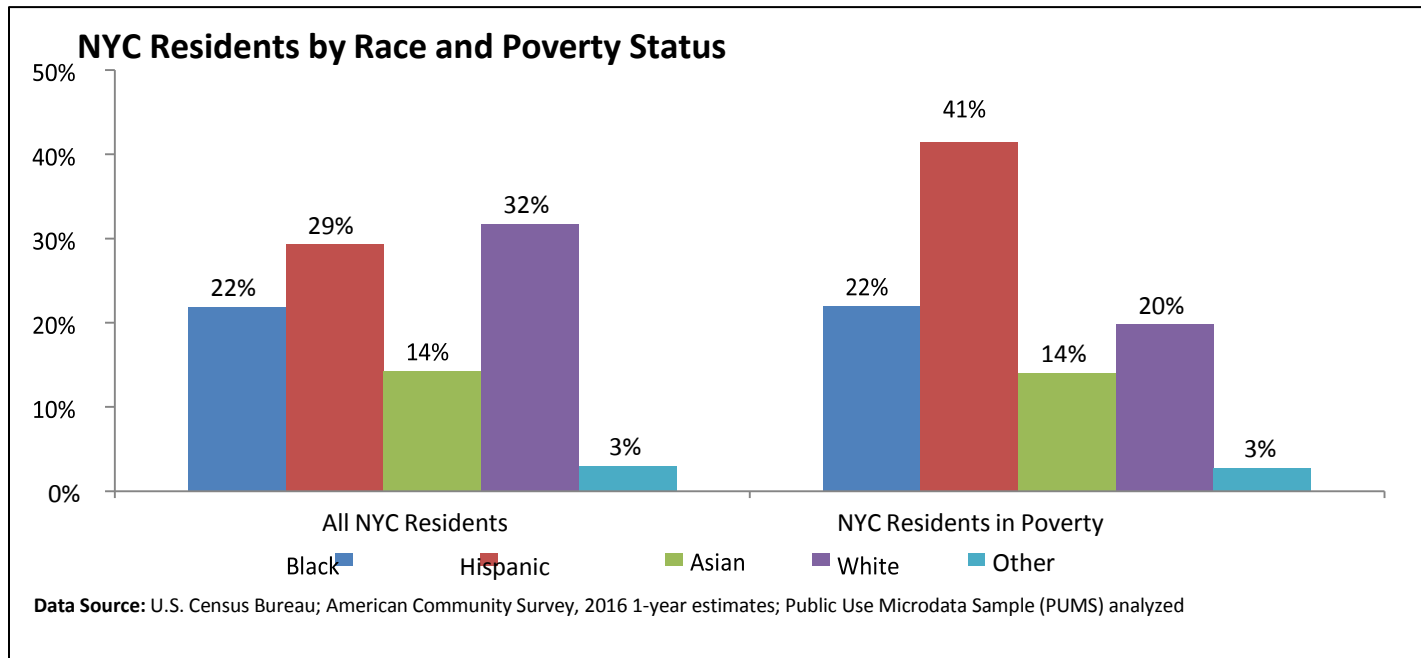
Among DHS staff earning more than \$100,000 per year, 46% are females and 54% are males. The distribution among staff earning less than \$50,000 is similar: 48% are females and 52% are males.

## SERVICES AND PROGRAMS

### Analysis of HRA Clients by Race and Economic Status

As an agency administering social services programs, it is likely that HRA caseloads reflect societal disparities in income, poverty, and economic opportunity, while at the same time, our mission commits us to addressing these disparities. This report will present disaggregated data in two of our major means-tested benefit programs, Cash Assistance and Supplemental Nutrition Assistance Program (SNAP).

Among all New York City residents, 22% identify as black (non-Hispanic), 29% as Hispanic or Latino, 14% Asian, and 32% as white. Among New Yorkers living below the federal poverty level, 22% identify as black, 41% as Hispanic, 14% as Asian, and 20% identify as white.<sup>67</sup>



### Analysis of Office of Child Support and Services (OCSS)

#### Child Support and Services – National Trends

The child support program was created in order to ensure an adequate standard of living for children in single-parent households,<sup>68</sup> and child support receipt has been found to raise households out of poverty<sup>69</sup> and been associated with better

<sup>67</sup> U.S. Census Bureau, American Community Survey 2016 1-year estimate; Public Use Microdata Sample (PUMS) analyzed by NYC DSS Office of Evaluation and Research. The Census Bureau presents race and ethnicity as separate categories, therefore those identifying as Hispanic/Latino may appear in multiple categories.

<sup>68</sup> Baughman, R. A. (2017). The impact of child support on child health. *Review of Economics of the Household*, 15(1): 69-91. <https://doi.org/10.1007/s11150-014-9268-3>

<sup>69</sup> Meyer, D. R., & Hu, M. C. (1999). A note on the antipoverty effectiveness of child support among mother-only families. *The Journal of Human Resources*, 34(1), 225-234. [https://www.jstor.org/stable/146309?seq=1#page\\_scan\\_tab\\_contents](https://www.jstor.org/stable/146309?seq=1#page_scan_tab_contents)

child health and cognitive and academic performance outcomes.<sup>70 71 72</sup> However, child support is often not paid in full; in 2015, only 69% of custodial parents who were supposed to receive payments received any, and only 44% received full payments.<sup>73</sup> The primary reason for lack of child support payment is low income or assets of the non-custodial parent.<sup>74 75 76 77</sup> <sup>78</sup> In addition to limiting the resources available to children, child support debt can have a substantial impact on non-custodial parents. Sanctions occurring on both the federal and state levels when non-custodial parents do not pay child support include wage garnishment of up to 65%; interception of tax refunds and unemployment compensation; freezing bank accounts, issuing property liens; reporting debt to credit agencies; revocation of passports; suspension of driver's licenses and professional licenses; and (while rare in NYS) incarceration.<sup>79</sup> Such sanctions can limit non-custodial parent's employment opportunities<sup>80</sup> and lead them to seek off-the-books employment,<sup>81 82</sup> and increase likelihood of having to live with family and friends, in order to save on housing costs.<sup>83</sup> Child support debt also appears to effect non-custodial parents' contact frequency with

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<sup>70</sup> Knox, V. & Bane, M.J. (1994). *Child support and schooling*. In: Garfinkel, I.; McLanahan, S.; Robins, P. (Eds.). *Child support and child well-being*. Washington, DC: Urban Institute Press.

<sup>71</sup> Argys, L.M., Peters, H.E.; Brooks-Gunn, J., Smith, J.R. (1998). Impact of child support on cognitive outcomes of young children. *Demography*, 35(2):159-173. [https://www.jstor.org/stable/3004049?seq=1#page\\_scan\\_tab\\_contents](https://www.jstor.org/stable/3004049?seq=1#page_scan_tab_contents)

<sup>72</sup> Nepomnyaschy, L., Magnuson, K. A., & Berger, L. M. (2012). Child support and young children's development. *Social Service Review*, 86(1), 3-35. <https://www.journals.uchicago.edu/doi/abs/10.1086/665668>

<sup>73</sup> Grall, T. (2018). *Custodial mothers and fathers and their child support: 2015*. Suitland, MD: US Census Bureau. Retrieved from <https://www.census.gov/library/publications/2018/demo/p60-262.html>

<sup>74</sup> U.S. Census Bureau. Families and living arrangements: Child support. Retrieved from: <https://www.census.gov/topics/families/child-support.html>

<sup>75</sup> Waller, M. R., & Plotnick, R. (2001). Effective child support policy for low-income families: Evidence from street level research. *Journal of Policy Analysis and Management*, 20(1), 89-110. [https://onlinelibrary.wiley.com/doi/abs/10.1002/1520-6688\(200124\)20:1%3C89::AID-PAM1005%3E3.0.CO;2-H](https://onlinelibrary.wiley.com/doi/abs/10.1002/1520-6688(200124)20:1%3C89::AID-PAM1005%3E3.0.CO;2-H)

<sup>76</sup> Office of Child Support Enforcement. (2017). *Who owes child support?* Washington, D.C.: Department of Health and Human Services, Administration of Children and Families, Office of Child Support Enforcement. Retrieved from: <https://www.acf.hhs.gov/css/ocsedatablog/2017/09/who-owes-the-child-support-debt>.

<sup>77</sup> The Lewin Group (2006). *Enhancing child support enforcement efforts through improved use of information on debtor income*. Retrieved from: <https://aspe.hhs.gov/system/files/pdf/74966/report.pdf>

<sup>78</sup> Haney, L. (2018). Incarcerated fatherhood: The entanglements of child support debt and mass imprisonment. *American Journal of Sociology*, 124(1), 1-48. <https://www.journals.uchicago.edu/doi/abs/10.1086/697580>

<sup>79</sup> Brito, T.L. (2012). Fathers behind bars: rethinking child support policy toward low-income noncustodial fathers and their families. *The Journal of Gender, Race, and Justice*, 15, 617-649.

<sup>80</sup> Taylor, E. (2013). *Non-custodial minority fathers maintaining their livelihood*. Master's Thesis. St. Catherine University. [https://sophia.stkate.edu/cgi/viewcontent.cgi?referer=https://www.google.com/&httpsredir=1&article=1267&context=msw\\_papers](https://sophia.stkate.edu/cgi/viewcontent.cgi?referer=https://www.google.com/&httpsredir=1&article=1267&context=msw_papers)

<sup>81</sup> Miller, D., & Mincy, R. (2012). Falling further behind? Child support arrears and fathers' labor force participation. *Social Service Review*, 86, 604-635. <https://www.journals.uchicago.edu/doi/abs/10.1086/668761>

<sup>82</sup> Turner, K. & Waller, M. (2017). Indebted relationships: Child support arrears and nonresident fathers' involvement with children. *Journal of Marriage and Family*, 79, 24-43. <https://onlinelibrary.wiley.com/doi/abs/10.1111/jomf.12361>

<sup>83</sup> Katzenstein, M. F., & Waller, M. R. (2015). Taxing the poor: Incarceration, poverty governance, and the seizure of family resources. *Perspectives on Politics*, 13(3), 638-656. <https://www.cambridge.org/core/journals/perspectives-on-politics/article/taxing-the-poor-incarceration-poverty-governance-and-the-seizure-of-family-resources/74641000B52C03BF4DFCD2289302D380>

children and non-monetary support provision, primarily by negatively impacting relationship quality with the custodial parent.<sup>15</sup>

These issues disproportionately affect low-income families of color, who make up a large proportion of states' child support caseloads.<sup>84</sup> Black, Hispanic, and Native American custodial parents are less likely to receive full payments than White parents. Inequities in receipt of child support payment are greatest by income: 70% of custodial parents living in poverty receive no child support whatsoever. Child support debt also unequally impacts low-income non-custodial parents; it has been estimated that 70% of those who owe child support either have no earnings or earn less than \$10,000 per year, and that the average child support debt for low-income men is \$8,000–\$11,000.<sup>85</sup> In addition, the impact of child support nonpayment and debt has disparate impacts by gender. Over 80% of custodial parents in child support cases are women, and the poverty rate for custodial-mother families (41%) is nearly twice that of custodial-father families (23%).<sup>7</sup> Conversely, most noncustodial parents in the child support system, who bear the brunt of enforcement actions, are low-income men.

Department of Social Services Child Support Case Load  
 Non-Custodial Parent (NCP) and Custodial Parent (CP)

	No CS Order On Any Cases		A CS Order on 1+ Cases		Total	
	#	%	#	%	#	%
Number of Unique NCPs	58,422	20%	235,120	80%	293,542	100
Number of Unique CPs	48,096	17%	241,562	83%	289,658	100

*Note: CPs/NCPs are counted by unique SSN, or by unique Name/DOB if no SSN is present. John Doe NCPs are counted by unique Case ID.*

NCP and CP Characteristics

Table 6. CP and NCP Characteristics: Homeless, Incarcerated, & Veteran Statuses

Case Characteristics	Cases Without Orders	Cases With Orders			Total Cases
		Actively Charging	Arrears Only	Zero Dollar Total	

<sup>84</sup> Solomon-Fears, C. (2016). Child support: An overview of Census Bureau data on recipients. Congressional Research Service. Retrieved from: <https://fas.org/sgp/crs/misc/RS22499.pdf>

<sup>85</sup> Sorenson, E., Sousa, L., & Schaner, S. (2007). *Assessing child support arrears in nine large states and the Nation*. Washington, D.C.: Urban Institute. Retrieved from <https://www.urban.org/sites/default/files/publication/29736/1001242-Assessing-Child-Support-Arrears-in-Nine-Large-States-and-the-Nation.PDF>



Homeless Status

CP	6,628	5,398	1,517	869	7,784	14,412
NCP	1,069	2,038	1,081	551	3,670	4,739

Incarcerated Status

CP	-	-	-	-	-	-
NCP	1,453	150	196	548	894	2,347

Veteran Status

CP	-	-	-	-	-	-
NCP	183	894	1,056	110	2,060	2,243

*Note: No data is available for CP Incarcerated and Veteran Status. Of the total cases, there are 672 cases where both CP and NCP are homeless; 11 cases where the NCP is homeless and a veteran; 3 cases where the NCP is a veteran and incarcerated; and 41 cases where the NCP was homeless and incarcerated.*

Non-Custodial Parent Characteristics

Table 7. NCP English Language Proficiency

English Proficiency	Cases Without Orders	Cases With Orders				Total Cases
		Actively Charging	Arrears Only	Zero Dollar	Total	
English Language Read	41,132	98,420	41,056	13,621	153,097	194,229
English Language Spoken	41,071	96,863	40,191	13,263	150,317	191,388
Other Language Read	6,494	13,887	5,273	1,473	20,633	27,127
Other Language Spoken	8,199	23,508	9,964	2,937	36,409	44,608

*Note: Data is missing for NCP Language Read for 119,775 cases and NCP Language Spoken for 105,135 cases.*

Table 8. NCP Ethnicity

Ethnicity	Cases Without Orders	Cases With Orders				Total Cases
		Actively Charging	Arrears Only	Zero Dollar	Total	
Black	28,142	54,816	24,878	8,173	87,867	116,009

Hispanic	27,035	49,760	22,548	6,995	79,303	106,338
Other	3,663	8,448	2,950	717	12,115	15,778
<b>Total</b>	<b>58,840</b>	<b>113,024</b>	<b>50,376</b>	<b>15,885</b>	<b>179,285</b>	<b>238,125</b>

Note: NCP Ethnicity is blank or marked Unknown for 103,006 cases.

Table 9. NCP Age

Age Range	Cases Without Orders	Cases With Orders				Total Cases
		Actively Charging	Arrears Only	Zero Dollar	Total	
24 and under	3,043	2,465	363	216	3,044	6,087
25 - 40	37,192	78,393	12,810	6,980	98,183	135,375
41 - 60	22,540	81,152	51,598	11,449	144,199	166,739
61 and older	1,104	5,366	14,811	1,419	21,596	22,700
<b>Total</b>	<b>63,879</b>	<b>167,376</b>	<b>79,582</b>	<b>20,064</b>	<b>267,022</b>	<b>330,901</b>

Note: NCP Age data (i.e. Date of Birth) is missing for 10,230 cases.

Custodial Parent Characteristics

Table 10. CP English Language Proficiency

English Proficiency	Cases Without Orders	Cases With Orders				Total Cases
		Actively Charging	Arrears Only	Zero Dollar	Total	
English Language Read/Spoken	51,250	116,808	44,626	14,133	175,567	226,817
Other Language Read/Spoken	10,257	23,640	10,612	2,877	37,129	47,386

Note: CP Language is missing for 66,928 cases.

Table 11. CP Ethnicity

Ethnicity	Cases Without Orders	Cases With Orders				Total Cases
		Actively Charging	Arrears Only	Zero Dollar	Total	
Black	20,159	26,361	18,610	5,061	50,032	70,191

Hispanic	20,861	27,459	17,539	4,597	49,595	70,456
White	1,479	3,244	2,024	403	5,671	7,150
Asian	609	1,016	213	55	1,284	1,893
American Indian or Alaskan	83	104	50	12	166	249
Native Hawaiian or Pacific Islander	41	30	8	3	41	82
Other	81	62	15	1	78	159
<b>Total</b>	<b>43,313</b>	<b>58,276</b>	<b>38,459</b>	<b>10,132</b>	<b>106,867</b>	<b>150,180</b>

Note: CP Ethnicity is blank or marked Unknown for 190,951 cases.

Table 12. CP Age

Age Range	Cases Without Orders	Cases With Orders				Total Cases
		Actively Charging	Arrears Only	Zero Dollar	Total	
24 and under	5,526	3,787	627	283	4,697	10,223
25 – 40	43,424	93,417	15,563	7,972	116,952	160,376
41 – 60	18,841	67,130	51,113	10,332	128,575	147,416
61 and older	1,402	2,658	11,463	1,294	15,415	16,817
<b>Total</b>	<b>69,193</b>	<b>166,992</b>	<b>78,766</b>	<b>19,881</b>	<b>265,639</b>	<b>334,832</b>

Note: CP Age data (i.e. Date of Birth) is missing for 6,299 cases.

Table 14. Cases With and Without Orders Benefit Statuses

a. Family (Children) Benefit Statuses*		Benefit Status			
		Current	Former	Never	Total
Cases Without Orders	Family CA Status	27,695	16,850	25,535	70,080
	Family FS Status	43,959	16,250	9,865	70,074
	Family MA Status	40,561	19,581	9,932	70,074

	Family SSI Status	2,793	1,620	65,661	70,074
Cases With Orders	Family CA Status	31,445	110,854	128,752	271,051
	Family FS Status	81,448	98,606	89,076	269,130
	Family MA Status	68,592	119,083	81,455	269,130
	Family SSI Status	10,187	9,891	249,052	269,130
Total	Family CA Status	59,140	127,704	154,287	341,131
	Family FS Status	125,407	114,856	98,941	339,204
	Family MA Status	109,153	138,664	91,387	339,204
	Family SSI Status	12,980	11,511	314,713	339,204

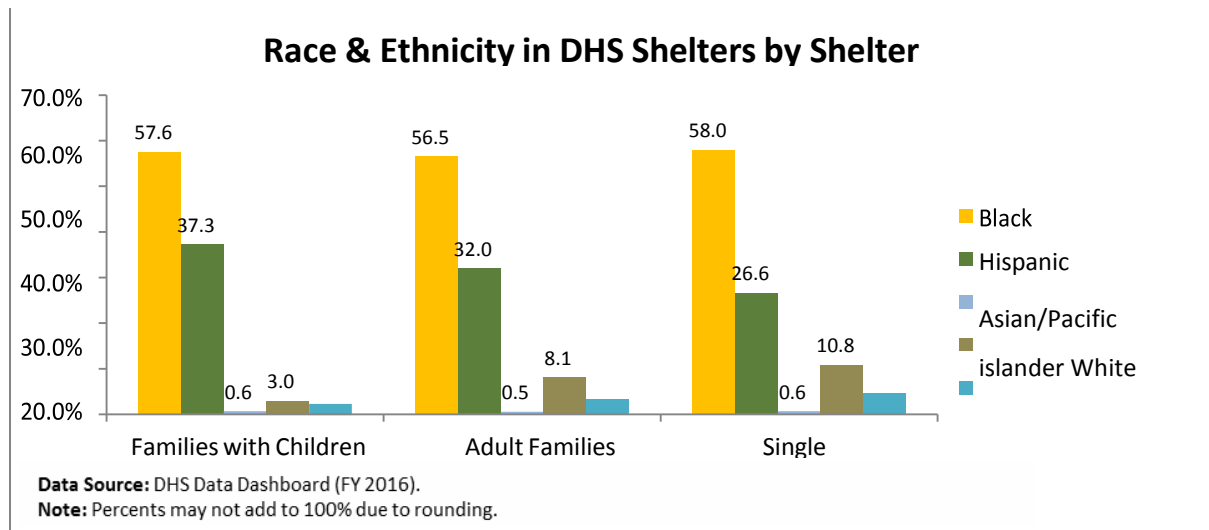
### DHS Clients by Race and Gender

The following section discusses the composition of DHS shelter residents by race/ethnicity and gender. For context, as noted above, 22% of all city residents identify as black, 29% Hispanic or Latino, 32% white, and 14% Asian/Pacific Islander. Among New Yorkers living in poverty, who are most likely to face housing insecurity and homelessness, 22% identify as non-Hispanic black, 20% as non-Hispanic white, 41% as Hispanic, and 14% as Asian.<sup>86</sup>

- Black clients represent approximately 57% of the shelter population, compared to 22% of both the overall New York City population and the population below the federal poverty level.
- Hispanic clients represent approximately 32% of the shelter population—which is more than the proportion of Hispanics in the overall New York City population (29%), but notably less than the proportion of Hispanics among NYC residents below the federal poverty level (41%).

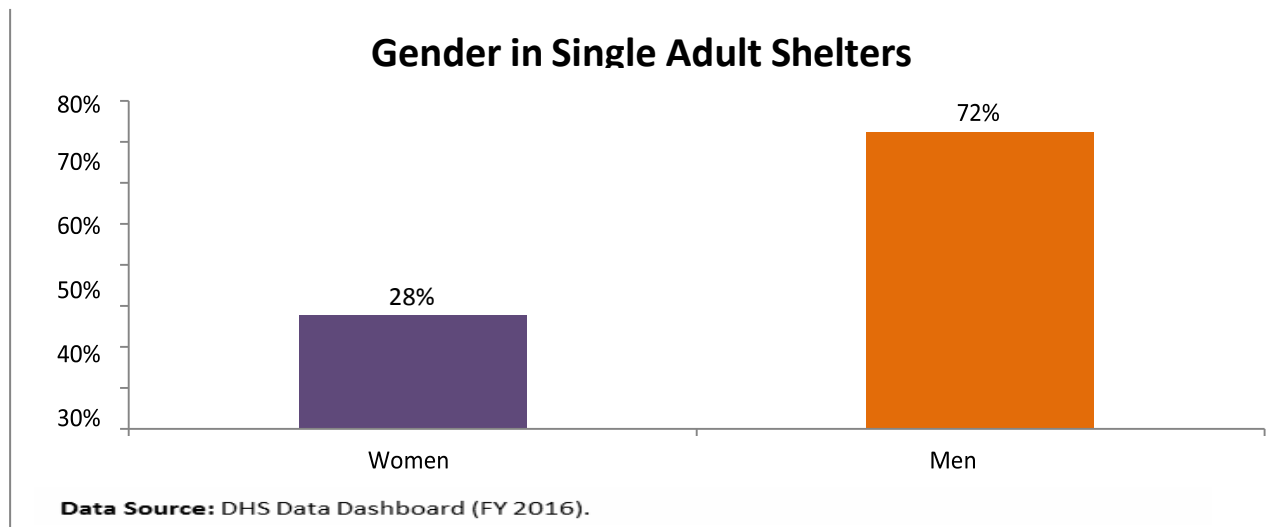
<sup>86</sup> U.S. Census Bureau, American Community Survey 2016 1-year estimate; Public Use Microdata Sample (PUMS) analyzed by NYC DSS Office of Evaluation and Research. Poverty is defined as income below the federal poverty threshold.

- White clients represent less than 10% of the shelter population, despite comprising approximately 32% of the overall New York City population and 20% of those below the federal poverty level in NYC.
- Asian/Pacific Islander clients represent less than 1% of the shelter population, compared to approximately 14% of both the overall New York City population and the population below the poverty level.



The representation of adult men and women in DHS shelters varies dramatically based on the type of shelter system. Men make up 72% of the single adults shelter system. Adult women make up 91% of adults in the families with children system and 62% of persons in the adult family system. Therefore, there are almost 3 times more men than women in the single shelter system, while there are far more women in the family shelter systems.<sup>87</sup>

<sup>87</sup> NYC Department of Homeless Services. (2016). *DHS data dashboard: Fiscal year 2016*. Retrieved June 28, 2018 from [https://www1.nyc.gov/assets/dhs/downloads/pdf/dashboard/dhs\\_data\\_dashboard\\_charts\\_FY\\_-2016-02.pdf](https://www1.nyc.gov/assets/dhs/downloads/pdf/dashboard/dhs_data_dashboard_charts_FY_-2016-02.pdf)



### Analysis of Serious Incidents and Arrests in DHS Shelter

It has been estimated that there are between 2 and 3 million unserved warrants in the U.S. at any given time,<sup>88 89</sup> and warrant backlog increases exponentially as unserved warrants accumulate<sup>90 91</sup> and additional warrants beyond the original charge are issued for failing to appear in court.<sup>92 93</sup> The majority of warrants issued are for minor offenses; more than half of open warrants are court-related offenses (mostly commonly failure to appear), as well as parole and probation violations, bail violations, or court-processing violations.<sup>94 95</sup> Though some warrants expire, many are open indefinitely; in one review of open warrants, only about 30% had been issued in the last year, and 10% had been issued more than 8 years earlier.<sup>96</sup> Having an

<sup>88</sup> Bierie, D. M. (2014). Fugitives in the United States. *Journal of Criminal Justice*, 42(4), 327-337.

<https://www.sciencedirect.com/science/article/pii/S004723521400049X>

<sup>89</sup> Johnson, R. R., Klahm, C. F., & Maddox, H. G. (2015). An exploratory analysis of time Lapses in serving arrest warrants: A focal concerns and disproportionate contact approach. *Criminal Justice Review*, 40(4), 470-487. <http://journals.sagepub.com/doi/abs/10.1177/0734016815596043>

<sup>90</sup> Guynes, R., & Wolff, R. (2004). *Un-served arrest warrants: An exploratory study*. Washington, DC: National Institute of Justice.

[http://ilj.org/publications/docs/Unserved\\_Arrest\\_Warrants.pdf](http://ilj.org/publications/docs/Unserved_Arrest_Warrants.pdf)

<sup>91</sup> Johnson, R. R., Klahm, C. F., & Maddox, H. G. (2015). Ibid.

<sup>92</sup> Goldkamp, J. S., & Vilcica, E. R. (2008). *Targeted enforcement and adverse system side effects: The generation of fugitives in Philadelphia*. *Criminology*, 46, 371-409.

<https://onlinelibrary.wiley.com/doi/abs/10.1111/j.1745-9125.2008.00113.x>

<sup>93</sup> Johnson, R. R., Klahm, C. F., & Maddox, H. G. (2015). Ibid.

<sup>94</sup> Bierie, D. M. (2014). Ibid.

<sup>95</sup> Guynes, R., & Wolff, R. (2004). Ibid.

<sup>96</sup> Bierie, D. M. (2014). Ibid.

open warrant can lead to challenges obtaining employment, housing, and treatment of all types, and if an individual receiving public benefits is found to have an outstanding warrant, they can be denied benefits.<sup>97</sup> In addition, those with open warrants may be more vulnerable to crimes if perpetrators know that they are unlikely to seek protection through police or the courts.<sup>98</sup> In some cases, open warrants are used to justify aggressive police enforcement tactics, such as sweeps of homeless shelters or in low-income neighborhoods.<sup>99</sup> Such sweeps have been reported in homeless shelters in NYC, even though they are against official DHS and NYPD policy.<sup>100</sup> Concerns about sweeps may keep some clients on the streets, to avoid arrest.<sup>101</sup> And while data on the number of outstanding warrants by socio-demographics is limited, those in poverty and Black and Hispanic are overrepresented in the criminal justice system,<sup>102</sup> and the same trends appear to hold true for those with outstanding warrants.<sup>103</sup> There is some data indicating that there are more warrants for minor offenses among minorities than Whites,<sup>104</sup> and that sweeps for warrants in low-income neighborhoods identify more open warrants than in other neighborhoods.<sup>105</sup>

There are some indications that the experience of being homeless forces those living in the public space to break rules and transform public space into their private environment for activities such as sleeping and eating.<sup>106</sup> <sup>107</sup> This rule-breaking can lead to feelings of aversion in the general public,<sup>108</sup> and is often the basis for police and legal actions against those experiencing homelessness.<sup>109</sup>

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<sup>97</sup> Goffman, A. (2009). On the run: Wanted men in a Philadelphia ghetto. *American Sociological Review*, 74(3), 339–357.

<http://journals.sagepub.com/doi/abs/10.1177/000312240907400301>

<sup>98</sup> Goffman, A. (2009). Ibid.

<sup>99</sup> Sekhon, N. (2018). Dangerous warrants. *Washington Law Review*, 93, 967-1017. <http://digital.law.washington.edu/dspace-law/bitstream/handle/1773.1/1810/93WLR0967.pdf>

<sup>100</sup> Gross, C. (July 21 2017). New York 1. Advocates: NYPD conducts warrant sweeps in some homeless shelters. Retrieved October 23, 2018 from

<http://www.ny1.com/nyc/all-boroughs/politics/2017/07/20/claims-warrant-sweeps-nyc-homeless-shelters-against-city-policy>

<sup>101</sup> Gross, C. (July 21 2017), Ibid.

<sup>102</sup> Kneebone, E. & Reeves, R.V. (Apr. 21, 2016). The intersection of race, place, and multidimensional poverty. Brookings Institute. Retrieved October 24, 2016 from <https://www.brookings.edu/research/the-intersection-of-race-place-and-multidimensional-poverty/>

<sup>103</sup> Sekhon, N. (2018). Ibid.

<sup>104</sup> Ryley, S. (Aug. 4, 2014). *Daily News analysis finds racial disparities in summonses in 'broken windows' policing*, New York Daily News. Retrieved October 23, 2018 from <http://www.nydailynews.com/new-york/summons-broken-windows-racial-disparity-garner-article-1.1890567>

<sup>105</sup> Sekhon, N. (2018). Ibid.

<sup>106</sup> Casey, R., Goudie, R., & Reeve, K. (2008). Homeless women in public spaces: Strategies of resistance. *Housing Studies*, 23(6), 899-916. <https://www.tandfonline.com/doi/abs/10.1080/02673030802416627>

<sup>107</sup> Sheehan, R. (2010). 'I'm protective of this yard': long-term homeless persons' construction of home place and workplace in a historical public space. *Social & Cultural Geography*, 11(6), 539-558. <https://www.tandfonline.com/doi/abs/10.1080/14649365.2010.497912>

<sup>108</sup> Bergamaschi, M., & Francesconi, C. (1996). Urban homelessness: The negotiation of public spaces. *Visual Studies*, 11(2), 35-44. <https://www.tandfonline.com/doi/pdf/10.1080/14725869608583764?needAccess=true>

<sup>109</sup> National Coalition for the Homeless and the National Law Center on Homelessness & Poverty. (2006).Ibid.

Since June 22, 2018, there have been 1,324 reported arrests of DHS clients, both in shelters and elsewhere in the city. This high number of arrests runs counter to DHS' mission of helping clients get back on their feet with dignity. With the creation of the Serious Incident Unit (SIU) in June of 2018, arrests are now reported in real time, highlighting the asymmetric criminal justice response targeting DHS shelter clients involved in low-level, non-violent incidents. An analysis of this data showed that it is estimated between 300-500 of the arrests were connected to an outstanding warrant, often stemming from minor infractions. Arresting clients in the shelter system for these small infractions yields unnecessary trauma for this vulnerable population in addition to the additional burdens that come from criminal justice involvement. To better address responses to such infractions, DHS is focusing on reducing criminalization of its clients by implementing tools and trainings which will decrease arrests for low-level incidents at shelter, as well as launching an initiative to try to systematically clear low-level warrants for shelter clients.

### **METHODOLOGY**

The data presented in this preliminary report was gathered with the support of our internal data teams, including DSS's Office of Evaluation and Research, Office of Human Capital Management, Equal Employment Opportunity Office, and the Office of Planning and Performance Management. Data was then gathered and reviewed for relevance for this assessment by the DSS Equity Design Team, comprised of representatives from DSS, HRA and DHS.

As previously stated, data regarding sexual orientation and non-binary gender, for both clients and staff, is not currently available. Further, qualitative data is not included in this assessment.

### **EQUITY ASSESSMENT FINDINGS**

What disparities are shown through your data analysis? What is the impact on the individuals who experience the disparate outcome(s)? In response to disparities you have identified, which disparate outcomes will your agency be addressing in the Equity Action Plan?

Upon examining DSS, HRA, and DHS's rulemaking, contracting, actions, budget, procedures, services/programs, and employment in combination with national data and research on the topics analyzed, we will be focusing our efforts on the following issue areas:

- Identifying programs and opportunities to enhance leadership training for women and minority staff members and to diversify Managerial Staff
- Improving the experience of Non-Custodial Parents with court summons in the Child Support System
- Implementing program opportunities to support clients in the DHS shelter system who are experiencing arrests as a result open warrants.



- Improving training on how to best serve LGBTQI clients experiencing housing instability
- Developing additional training for all new staff, focused on reducing structural racism, sexism, homophobia, and classism

### **CONCLUSION AND NEXT STEPS**

DSS, HRA and DHS are deeply invested and committed to race, gender, sexual orientation, and income equity. Therefore, the next step in our equity process is to build a robust and thorough action plan, through the following steps:

1. Hire a Director of Racial Equity Initiatives to anchor the specific components of this work that relate to race and racism. At the time of this assessment, the position has been posted and the hiring process is underway.
2. Determine strategic and effective action steps to address disparities identified, both in our internal staffing and agency culture and throughout the programs we oversee.