

Toledo Lucas County Continuum of Care: 2016 Key Performance Indicators

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Introduction

The goal to end homelessness is lofty, yet achievable. It takes the commitment of the community, and a guiding vision to make it reality. In the following pages, the Toledo Lucas County Continuum of Care outlines short term goals in which the future—where homelessness is rare, brief and non-reoccurring—will be built.

Background

Initially, the Toledo Lucas County Homelessness Board (TLCHB) adopted key performance indicators (KPI) and targets for calendar year 2013. These were developed in accordance with guidelines outlined in the HUD Continuum of Care Program Interim Rule requirements for adopting performance targets¹. Key Performance Indicators are re-evaluated annually. Most recently, the targets were reviewed and updated for calendar year 2016.

On October 30th and November 6th, 2015, the Quality & Performance KPI Committee reviewed

- General Program Reports from Toledo HMIS for calendar years 2014 and 2015 (to date) to assess Continuum of Care performance
- The HUD document *System Performance Measures: An introductory guide to understanding system-level performance measurement, version 2 (May 2015)*², which gives the recommendations to date from HUD
- A review of the Balance of State Continuum of Care's document *Ohio Balance of State Performance Management Plan*, which gives a snapshot of the State's performance measures.

¹ Responsibilities of the Continuum of Care (§578.7). HUD Interim Rule for Continuum of Care Program. Published 31 July 2012 in The Federal Register.

² <https://www.hudexchange.info/resource/3894/system-performance-measures-introductory-guide/>

Based on these, and discussions among the committee members, this document contains recommendations for the 2016 Key Performance Indicators.

Among these recommendations is to separate Overall System KPIs for evaluating CoC performance, while maintaining Project-Level KPIs for evaluating project performance.

Scope of Recommendations

Recommendations contained within this document are for overall Continuum of Care performance indicators for calendar year 2016. These recommendations do not address a framework to “take action against poor performers,” though that is called for by the HUD CoC Program Interim Rule.

Project-Level Key Performance Indicators

The following five major performance indicators for projects are recommended.

1. **Average Days between Emergency Shelter Entry and SPDAT List Referral (ES Only)**

This measure is under development.

2. **Exits to Permanent Housing**

Defined as percent of households whose destination at exit was:

- Long-term care facility or nursing home (HUD)
- Moved from one HOPWA funded project to HOPWA PH (HUD)
- Owned by client, no ongoing housing subsidy (HUD)
- Owned by client, with ongoing housing subsidy (HUD)
- Permanent housing for formerly homeless persons (HUD)
- Rental by client, no ongoing housing subsidy (HUD)
- Rental by client, with VASH subsidy (HUD)
- Rental by client, with GPD TIP subsidy (HUD)
- Rental by client, with other ongoing housing subsidy (HUD)
- Staying or living with family, permanent tenure (HUD)
- Staying or living with friends, permanent tenure (HUD)

$$\frac{\text{Sum (Exited Households with Permanant Destinations)}}{\text{Total Exited Households}}$$

Destinations considered as temporary (e.g., Staying or living with friends, temporary tenure (HUD)) or neutral (e.g., death) are not noted for this calculation.

3. **Improvement in Income**

Defined as percent of households whose total household income at program exit or last program update is greater than their total household income at program entry.

Equation Placeholder

For example, the following two households would be counted as having improved income: 1) a household whose members' total income added up to \$550 per month at program entry and whose members' total income added up to \$600 per month at program exit; 2) a household whose members' total income added up to \$300 per month at program entry and who had not exited, but whose last reported total income added up to \$400 per month.

Collected Income Sources are:

- Alimony or other spousal support
- Child support
- Earned income (i.e., employment income)
- General Assistance (GA) (or use local name)
- Other source (requires manual specification of source)
- Pension or retirement income from a former job
- Private disability insurance
- Retirement Income from Social Security
- Social Security Disability Income (SSDI)
- Supplemental Security Income (SSI)
- Temporary Assistance for Needy Families (TANF) (or use local name)
- Unemployment Insurance
- VA Non-Service-Connected Disability Pension
- VA Service-Connected Disability Compensation
- Worker's Compensation

Supplemental Nutrition Assistance Program (Food Stamps) benefits are considered non-cash benefits and are not included in calculations for Improvements in Income.

4. **Positive or Neutral Reasons for Leaving**

Defined as percent of households whose Reason for Leaving is listed as **positive** or **neutral** in this list:

- Completed Program (**positive**)

- Criminal Activity/Violence (*negative*)
- Death (***neutral***)
- Disagreement with Rules/Persons (*negative*)
- Left for Housing Opportunity before completing program (***positive***)
- Needs could not be met by program (*negative*)
- Non-compliance with program (*negative*)
- Non-Payment of Rent/occupancy charge (*negative*)
- Reached Maximum time allowed by program (*negative*)
- Unknown/disappeared (*negative*)
- Other (***neutral***)

$$\frac{\text{Sum}(\text{Exited Households}(\text{Positive or Neutral Exit Reason}))}{\text{Total Exited Households}}$$

Supplementary Project-Level Data

Past performance indicates that some measures are better seen as informative and unrelated to performance of an agency. However, they are still best measured at the project-level. The following six project-level additional measures are to be included in future KPI reports.

1. Length of Stay in Program

Defined as the average number of days a household is enrolled in a given program.

Equation Placeholder

For example, a household who enters a program on the first day of a month and exits on the tenth day of the same month would have a Length of Stay equal to 10 days. In cases where members of a household enter or exit at different times, the earliest entry date and latest exit date are used.

2. Adults Employed (all housing types)

Defined as percent of persons aged 18 years or older who are employed at program exit or who were not exited, but employed at the time of the report.

Equation Placeholder

This figure includes those who were unemployed at program entry that gained employment by the time they exited or if not exited, gained employment at the time of

the report as well as those who were employed at program entry that maintained employment through program exit or if not exited, maintained employment through the time of the report.

3. Households with Non-Cash Benefits (all housing types)

Defined as percent of households with at least one member receiving at least one non-cash benefit at program exit, including

- Supplemental Nutrition Assistance Program (Food Stamps);
- Special Supplemental Nutrition Program for WIC;
- TANF Child Care Services;
- TANF Transportation Services;
- Other TANF-Funded Services;
- Section 8 Public Housing or rental assistance;
- Other source; or
- Temporary Rental Assistance

$$\frac{\text{Sum (Exited Households (At Least One Household Member Receiving Non – Cash Benefits))}{\text{Total Exited Households}}$$

4. Individuals with Health Insurance (All housing types)

Defined as the percentage of persons covered by at least one Health Insurance type at program exit or who were not exited, but had health insurance at the time of the report. Health insurance types recognized by HUD include:

- Medicaid
- Medicare
- State Children’s Health Insurance Program (local name)
- Veteran’s Administration (VA) Medical Services
- Employer-Provided Health Insurance
- Health insurance obtained through COBRA
- Private Pay Health Insurance
- State Health Insurance for Adults (local name)

Equation Placeholder

5. Households that Stayed Over 30 Days without Referral (ES only)

This measure is in development.

6. **Average Days between Emergency Shelter Entry & Assessment (ES Only)**

Defined as the average length of time between shelter entry date until the assessment date. This measure is in development.

7. **Average Days Between Referral and Placement (TH, RRH, PSH)**

Defined as the average length of time between referral date and until the date were placed (entry date of new program). This measure is in development.

8. **PSH Retention (PSH Programs Only)**

Defined as the percentage of households whose length of stay in Permanent Supportive Housing is at least 181 days.

$$\frac{\text{Households(Leavers (At Least 181 days))} + \text{Households(Stayers (At Least 181 Days))}}{\text{Households(Leavers (At Least 181 days))} + \text{Households(Stayers (At Least 181 Days))} + \text{Households(Leavers (Less Than or Equal to 180 Days))}}$$

System-Level Key Performance Indicators

The following ### Key Performance Indicators for the entire Continuum of Care, as a system, are recommended.

1. **Return to Homelessness (RTH)**

Defined as the percentage of persons who leave homelessness to permanent destinations but return to a continuum project within 6, 12 or 24 months

The timeframe to measure Return to Homelessness is calculated as the date 6, 12 and 24 months from that report's quarter end date. Example: If the end of the quarter is September 30th, 2015, the RTH start dates are April 1st, 2015 for 6 month, September 30th, 2014, for 12 month and September 30th, 2013 for 24 month.

To identify persons who left the continuum for permanent housing destinations, or the persons who Left to Permanent Housing, a period of 3 months is defined as the RTH start dates minus three months. Using the above example, the Left to Permanent Housing (LPH) timeframe start dates are January 1st, 2015 for 6 months, July 1st, 2014 for 12 months and July 1st, 2013 for 24 months.

This measure is in development.

2. **Number of Homeless Persons (Historical & Current)**

Defined as number of persons in the current PIT, the number of first time persons year to date, and the number of open/active homeless persons per quarter for the previous five quarters. This measure is in development.

3. **Length of Time Homeless**

Defined as the length of time from entry in emergency shelter, safe haven, or transitional housing (whichever came first) to exit to a permanent housing destination. This measure is in development.

4. **First Time Homeless**

Defined as the percentage of persons without a previous entry/enrollment into any program (within a specified time frame). This measure is in development.

Monitoring

Thirty days following the last day of the each quarter (January 30th, April 30th, July 30st, October 30th), Toledo HMIS will produce a draft quarterly report, including comparison to at least five (5) previous quarters to allow evaluation of progress toward targets. The draft report will be presented and reviewed by the Quality & Performance Committee, then submitted to the Housing Collaborative Network (HCN) and finally to TLCHB Board for review and approval. A finalized copy of the report will be posted to the TLCHB website on the report page.³ Performance indicators should also be reported annually, to summarize and document full years of performance data.

Toledo HMIS will extend the existing General Program Reports that are issued monthly to Contributing HMIS Organizations (CHOs) so that they include as many of the recommended Performance Indicators as is feasible. Non-CHOs who receive CoC Program or Emergency Solutions Grant (ESG) funding should furnish these indicators to TLCHB on a quarterly basis for inclusion in the overall community figures.

³ <http://endinghomelessnessstoledo.org/thmis/reports>

2016 Recommended Project Level KPI and Targets by Project Type

Program Type Indicator	Emergency Shelter	Transitional Housing	Permanent Supportive Housing	Rapid Re-Housing
1. Length of Stay in Program (days)	--	--	--	(a) Short Term ⁴ : 120
				(b) Medium Term ⁵ : 320
2. Length of Time between Entry to SPDAT List Referral (days)	30	--	--	--
3. Exits to Permanent Housing (PH)	38%	82%	75%	88%
4. Improvement in Income	--	25%	50%	50%
5. Positive or Neutral Reasons for Leaving Projects	65%	80%	67%	75%

⁴ Short Term Rapid Re-Housing is defined as projects whose funding source generally can fund clients up to three (3) months.

⁵ Medium Term Rapid Re-Housing is defined as projects whose funding source generally can fund clients up to twelve (12) months.

2016 Recommended Supplementary Project-Level Data by Project Type (no Targets)

Program Type Indicator	Emergency Shelter	Transitional Housing	Permanent Supportive Housing	Rapid Re-Housing
1. Length of Stay in Program (days)	50	120 – 300	✓	--
2. Adults Employed	✓	✓	✓	✓
3. Households with Non-Cash Benefits	✓	✓	✓	✓
4. Individuals with Health Insurance	✓	✓	✓	✓
5. Households Stayed Over 30 Days without Referral	✓	--	--	--
6. Average Days between Emergency Shelter Entry & Assessment	✓	--	--	--
7. Average Days Between Referral and Placement	--	✓	✓	✓
8. PSH Retention	--	--	✓	--

2016 Recommended System Level KPI (no Targets)

Indicator	Reported and Compared Quarterly
1. Return to Homelessness	✓
2. Number of Homeless Persons (Historical & Current)	✓
3. Length of Time Homeless	✓
4. First Time Homeless	✓

Appendix A: 2015 Recommended KPI and Targets by Project Type

Program Type Indicator	Emergency Shelter	Transitional Housing	Permanent Supportive Housing	Rapid Re-Housing
1. Length of Stay in Program (days)	40	240	--	(a) Short Term ⁶ : 120
				(b) Medium Term ⁷ : 270
2. Exits to Permanent Housing (PH)	38%	80%	70%	88%
3. Short-Term Recidivism	10%	15%	--	5%
4. Improvement in Income	--	20%	40%	50%
5. Adults Employed at Exit	--	10%	15%	40%
6. Households Exiting with Non-Cash Benefits	--	90%	90%	90%
7. Positive or Neutral Reasons for Leaving Projects	65%	75%	65%	75%
8. PSH Retention	--	--	90%	--

⁶ Short term Rapid Re-Housing is defined as projects whose funding source generally can fund clients up to three (3) months.

⁷ Medium Term Rapid Re-Housing is defined as projects whose funding source generally can fund clients up to nine (9) months.

Appendix B: Changes in Language & Definitions from 2015 Recommendations

Project-Level Indicators

- Removed Short Term Recidivism from Project-Level KPIs and added to System-Level KPIs to realign with HUD practices; created “Returned to Homelessness” (RTH); statistics are given for 6 month, 12 month and 24 month RTH.
- Updated Improvement in Income to include non-exited households;
- Renamed Adults Employed at Exit to Adults Employed; updated to include non-exited adults;
- Created new, unscored section: Supplementary Project-Level Data; moved Length of Stay for ES/PSH/TH, Adults Employed, and Households with Non-Cash Benefits into the new group.
- Removed Medicare/Medicaid from Households with Non-Cash Benefits to align with HUD.
- Created Individuals with Health Insurance, to account for Medicare/Medicaid and “connecting to mainstream resources”; located in the Supplementary Project-Level Data.
- Added annual reports under the *Monitoring* section.
- Added formal review process for quarterly reports.
- Moved PSH Retention to Supplementary Project-Level Data
- Updated Medium Term Rapid Re-Housing Footnote from 9 to 12 months.
- Updated values for Targets for Project Level KPIs
- Created Charts for Supplementary Project-Level Data and System Level KPIs
- Put Equation Placeholders for indicators in development

System-Level Indicators

- Created System-Level Indicators: Return to Homelessness, Number of Homeless Persons, Length of Time Homeless, First Time Homeless

Appendix C: Quality & Performance Key Performance Committee Members

Julie Embree, Toledo Lucas County Homelessness Board, Board of Directors
Sue Brown, Harbor House
Joe Habib, St. Paul's Community Center
Alan Ronda, St. Paul's Community Center
Buffy Dutro, St. Paul's Community Center
L'Tonya White, St. Paul's Community Center
Vickie Williams, Catholic Charities
Veronica Burkhardt, Toledo Department of Neighborhoods
Jim Guenther, Neighborhood Properties, Inc
Deb Nolan, Neighborhood Properties, Inc
Cami Roth Szirotnyak, Mental Health & Recovery Services Board of Lucas County
Bianca Guerra, United Way of Greater Toledo
Lisa Flynn, Family House
Cindy Zawojski, Family Outreach Community United Services
Liz Links, Toledo Lucas County Homelessness Board
Richie Sutherland, Toledo Lucas County Homelessness Board

Appendix D: Housing Collaborative Network

HCN recommendations:

02/17/16

- p. 2, Project Level Key Performance Indicators, 1: Specify Referral is "SPDAT List Referral"; also updated on p. 8 (chart)
- p. 5, Households with Non-Cash Benefits (3): Remove incorrect type (Veteran's Administration (VA) Medical Services) and add correct type (Other source;)
- p. 5, Individuals with Health Insurance (4): include text specifying that both exited and non-exited households will be counted
- p. 6, System-Level Performance Indicators changed to System-Level Key Performance Indicators
- Grammar and Formatting changes

03/16/16

- p. 9, Length of Stay for Emergency Shelters was changed from a check mark to 50 days.

HCN Voting Members approved with changes.

Appendix E: Document History

- Reviewed 2015 KPI among the Quality and Performance Committee (10/30/15)
- First Draft (11/05/15)
- Continued review among the Quality & Performance Committee (11/06/15 & 12/04/15)
- Second Draft (12/07/15)
- Continued review among the Quality & Performance Committee (01/19/2016)
- Third Draft (01/19/16)
- Fourth Draft (02/05/16)
- Fifth Draft (02/16/16)
- Sixth Draft (02/19/16), updated with HCN recommendations
- Final Version (03/16/16), HCN and Toledo Lucas County Homeless Board approved, which changes
- Final Version, edit (06/02/16), added Transitional Housing Length of Stay as 120–300 days