

Toledo/Lucas County Continuum of Care Performance Indicators

Quarterly Report, Third Quarter 2013

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Executive Summary

This report covers performance of homeless service programs participating in a shared database for homeless services providers in Lucas County, Ohio. As a whole, participating programs are meeting a majority of the performance targets adopted for 2013. Emergency Shelter met all but one target, and Permanent Supportive Housing met all but two targets for the third quarter 2013.

Transitional Housing and Rapid-Re-Housing programs met roughly half of their respective targets for 2013. Transitional housing programs saw marked improvements in recidivism, but also experienced a decline in permanent housing outcomes and income improvement. Rapid Re-Housing programs just fell short of targets in permanent housing outcomes, recidivism, and employment outcomes.

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Background

In July 2012 the U.S. Department of Housing and Urban Development (HUD) published an interim rule regarding Continuums of Care (CoCs). The responsibilities in that rule included a requirement for CoCs to establish how they will measure performance.

As the lead agency in the Toledo/Lucas County Continuum of Care, the Toledo Lucas County Homelessness Board (TLCHB) reviewed statutory and regulatory requirements; examined metrics in use by other CoCs; referenced best practices guidance; and consulted in-depth with homeless services providers funded through the CoC. In November 2012, TLCHB adopted formal performance indicators and targets for calendar year 2013.

This is the third quarterly report in an indefinite series on the performance of homeless service programs participating in the Toledo Homeless Management Information System (Toledo HMIS). These reports will be presented quarterly to the TLCHB Board of Directors and published on the TLCHB website.

Scope of Report

This report is intended to illustrate trends and provide a snapshot of the CoC's most recent outcomes for several of its adopted indicators.

Quarterly trends are provided for primary indicators: exits to permanent housing, short-term recidivism, length of stay in programs, reasons for leaving programs, and retention in permanent supportive housing. The exact set of indicators varies by type of program. Where possible, trends are provided through the previous six quarters.

A snapshot of the most recent quarter is given for both primary indicators and a set of supporting indicators, which include improvements in income by program participants, client employment rates at program exit, and the percent of households receiving non-cash benefits.

Total Households Exiting by Program Type

Indicators are generally either percentages or averages based on exits during the reporting period. To provide context, the most recent quarter's total household exits and the average quarterly household exits from 2012 to present are listed below.

Total Households Exiting	Emergency Shelter	Transitional Housing	Permanent Supportive Housing	Rapid Re-Housing
First quarter 2013	172	17	39	64
Second quarter 2013	166	21	39	56
Third quarter 2013	142	21	31	49
Quarterly average, 2012-present	186	21	39	39

Discussion of Outcomes

The CoC is meeting a majority of its adopted 2013 targets. A brief discussion of indicator outcomes for each program type is provided here, followed by visualization of trends for primary indicators and a snapshot of outcomes for the most recent quarter. It may be helpful to refer to the charts and snapshot table while reading the discussion of outcomes for each program type.

Emergency Shelter

During the third quarter, emergency shelters met five of the six outcome targets for calendar year 2013. The only unmet outcome was average length of stay.

Average length of stay increased significantly over the quarter. In third quarter 2013, the average length of stay in emergency shelters was 49 days, compared with 38 days in second quarter 2013 and 37 days in first quarter 2013.

Emergency shelters meanwhile showed large improvements in exits to permanent housing and positive or neutral reasons for leaving programs. Exits to permanent housing increased to 35% in third quarter 2013 from 20% in second quarter 2013. Positive or neutral reasons for leaving programs increased to 62% in third quarter 2013 from 51% in second quarter 2013.

Transitional Housing

During the third quarter, transitional housing met three of the seven outcome targets for calendar year 2013. The outcomes that met their targets were short-term recidivism, average length of stay, and households exiting with non-cash benefits.

Of the outcomes that did not meet their targets, three had met the target in the previous quarter. From first quarter to second quarter, exits to permanent housing dropped from 86 percent to 67 percent; positive or neutral reasons for leaving programs dropped from 80 percent to 67 percent; and improvement in income worsened from 24 percent to ten percent.

Another outcome that was unmet was adults employed at exit. The outcome increased slightly from zero percent in the second quarter to five percent in third quarter 2013.

Transitional housing has shown improvements in short-term recidivism, households exiting with non-cash benefits, and average length of stay. Short-term recidivism improved from 22 percent for exits in fourth quarter 2012 to zero percent for exits in first quarter 2013. Households exiting with non-cash benefits increased from 86 percent in second quarter 2013 to 95 percent in the third quarter. Average length of stay decreased dramatically, from 217 days in second quarter 2013 down to 89 days in the third quarter.

Permanent Supportive Housing

During the second quarter, permanent supportive housing met four of the six outcome targets for calendar year 2013. The unmet outcomes were positive or neutral reasons for leaving programs and adults employed at exit.

Permanent supportive housing reported only five percent of adults employed at exit, which held steady from the previous quarter and remained well below the target of 22 percent for 2013. Positive or neutral reasons for leaving programs fell to 48 percent in third quarter 2013 from 67 percent in the second quarter.

That said, all other outcome targets were met, with most showing steady improvement during the past six quarters. Exits to permanent housing were 84 percent in the most recent quarter, an increase of 12 points from the same quarter last year and well above the target of 60 percent.

Of note is the extremely high six-month retention rate for clients in permanent supportive housing. Retention has consistently been at or above 99 percent, which may warrant further investigation to determine whether the most difficult to house are truly being enrolled in such programs.

Rapid Re-Housing

During the second quarter, rapid re-housing met three of the six outcome targets for calendar year 2013. The outcomes that met their targets are average length of stay, improvement in income, and households exiting with non-cash benefits.

Rapid re-housing programs reported only 32 percent of adults employed at exit, just below the target of 35 percent and down six percentage points from the previous quarter. Exits to permanent housing also just fell short of the target at 82% for third quarter 2013, which was down four percentage points from the previous quarter. Short-term recidivism worsened from three percent for exits in fourth quarter 2012 to seven percent for exits in first quarter 2013.

All other outcome targets were met, though improvement in income continued to drop from 48 percent in first quarter 2013 to 39 percent in the second quarter to 37 percent in the third quarter. Households exiting with non-cash benefits increased over the past quarter. During second quarter 2013, this indicator just missed the target at 89 percent, but improved to 92 percent in the third quarter.

Notes on Graphs of Trends

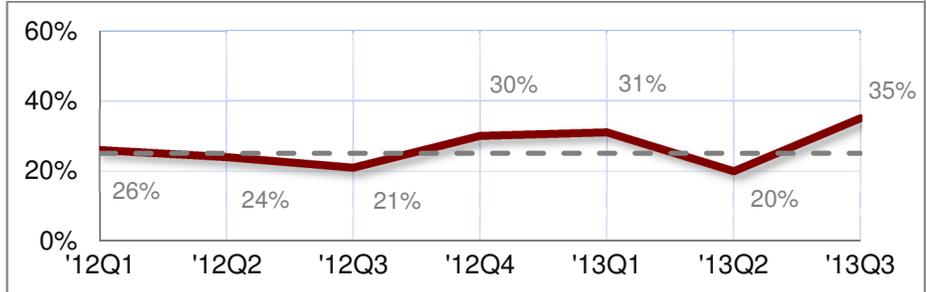
The solid red line on each of the following charts is the observed quarterly outcome for each indicator. Where applicable, a dotted line represents the target for that indicator.

Trends for Emergency Shelter

Exits to Permanent Housing

Target: 25%

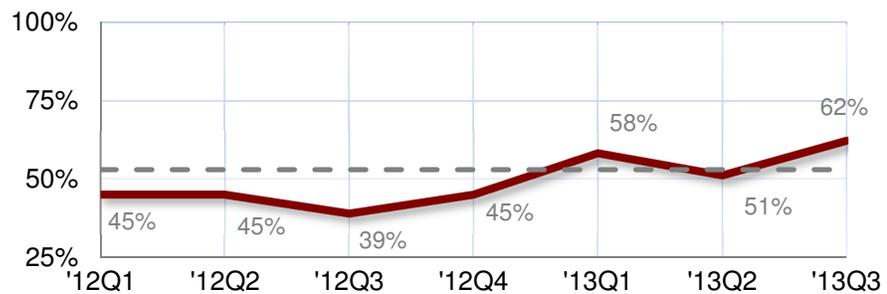
Percent of households whose destination at exit was a category of permanent housing (higher is better).



Positive or Neutral Reasons for Leaving Programs

Target: 53%

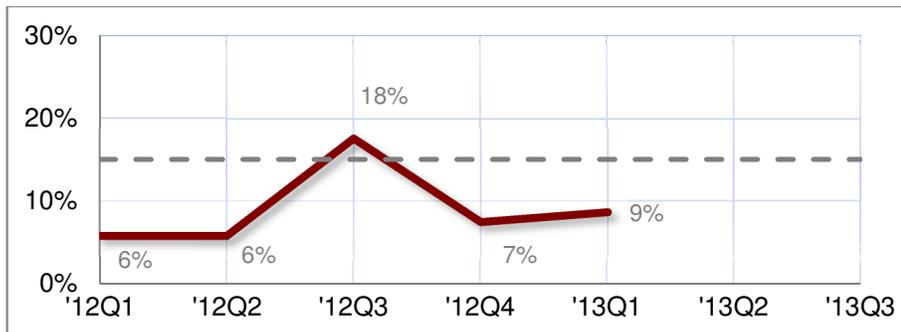
Percent of households whose reason for leaving at exit was not a category such as "Disagreement with rules/persons" or "Needs could not be met by program" (higher is better).



Short-term Recidivism

Target: 15%

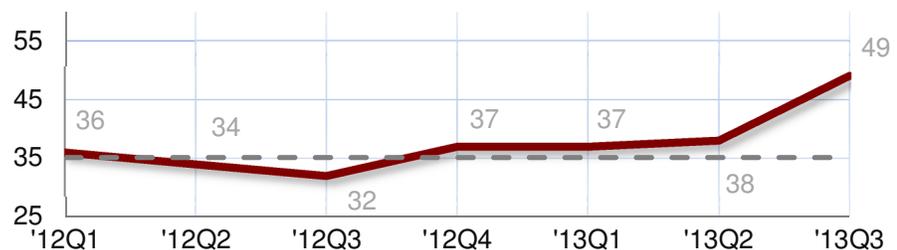
Percent of persons who exited to permanent housing and then entered emergency shelter or transitional housing within six months (lower is better).



Average Length of Stay

Target: 35 days

Average number of days between a household's entry and exit (lower is generally better).

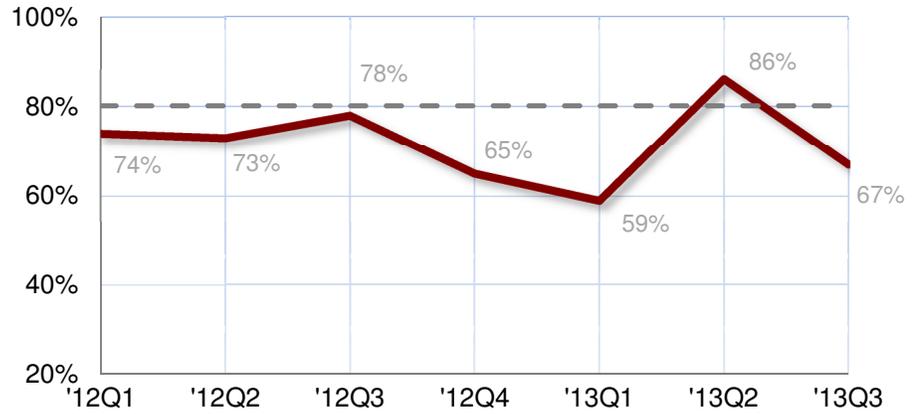


Trends for Transitional Housing

Exits to Permanent Housing

Target: 80%

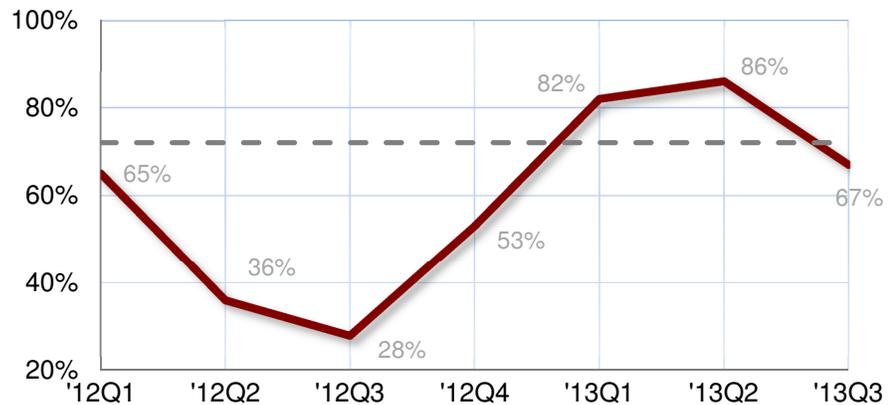
Percent of households whose destination at exit was a category of permanent housing (higher is better).



Positive or Neutral Reasons for Leaving Programs

Target: 72%

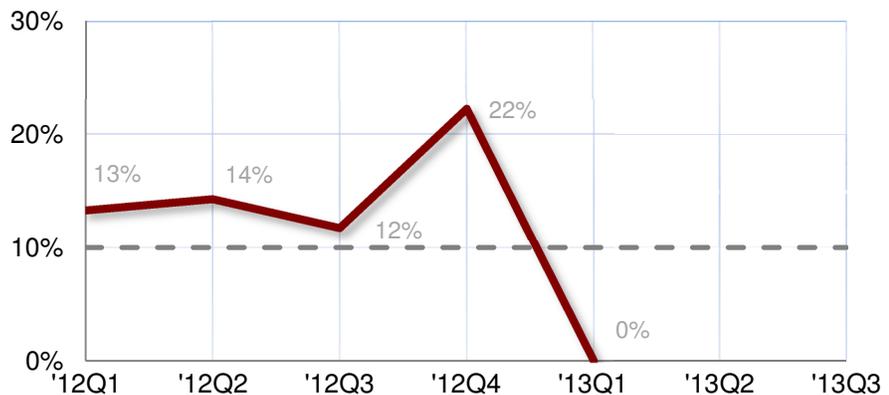
Percent of households whose reason for leaving at exit was not a category such as "Disagreement with rules/persons" or "Needs could not be met by program" (higher is better).



Short-term Recidivism

Target: 10%

Percent of persons who exited to permanent housing and then entered emergency shelter or transitional housing within six months (lower is better).

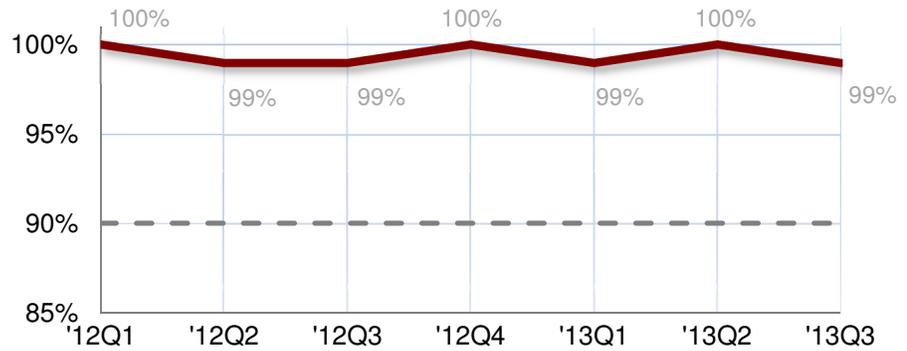


Trends for Permanent Supportive Housing

Retention

Target: 90%

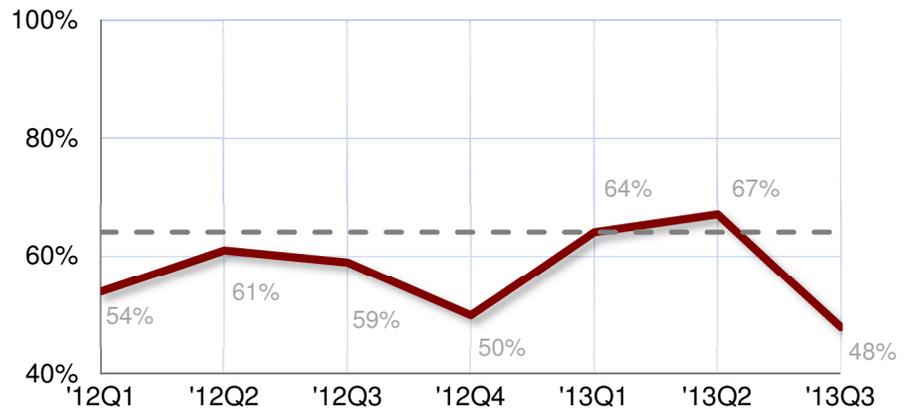
Percent of households whose length of stay in Permanent Supportive Housing is at least 181 days (higher is better).



Positive or Neutral Reasons for Leaving Programs

Target: 64%

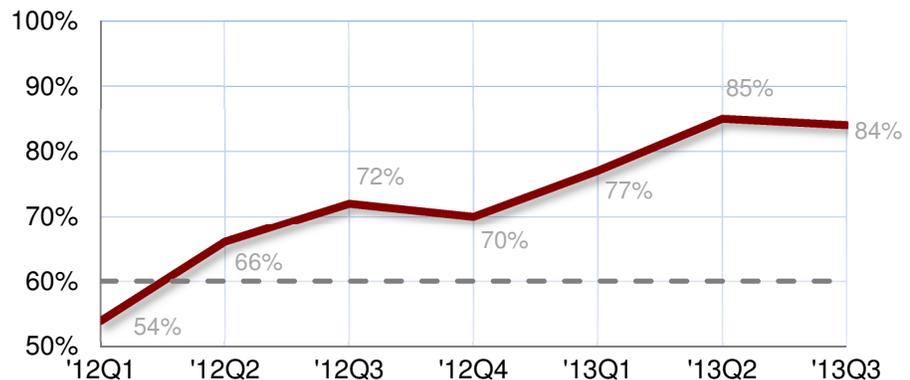
Percent of households whose reason for leaving at exit was not a category such as "Disagreement with rules/persons" or "Needs could not be met by program" (higher is better).



Exits to Permanent Housing

Target: 60%

Percent of households whose destination at exit was a category of permanent housing (higher is better).

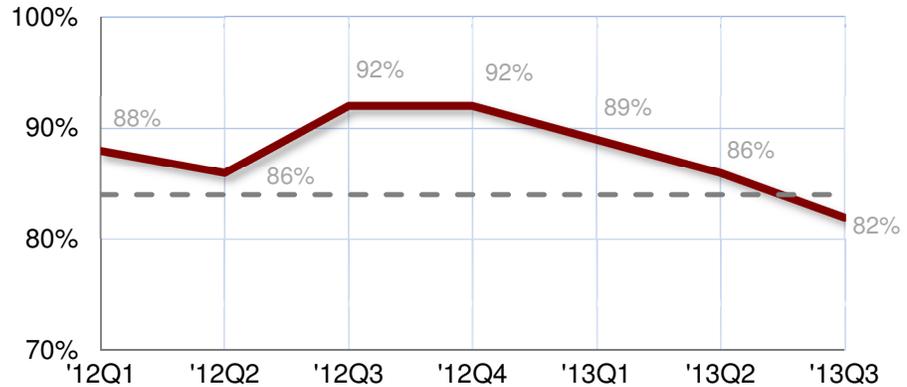


Trends for Rapid Re-Housing

Exits to Permanent Housing

Target: 84%

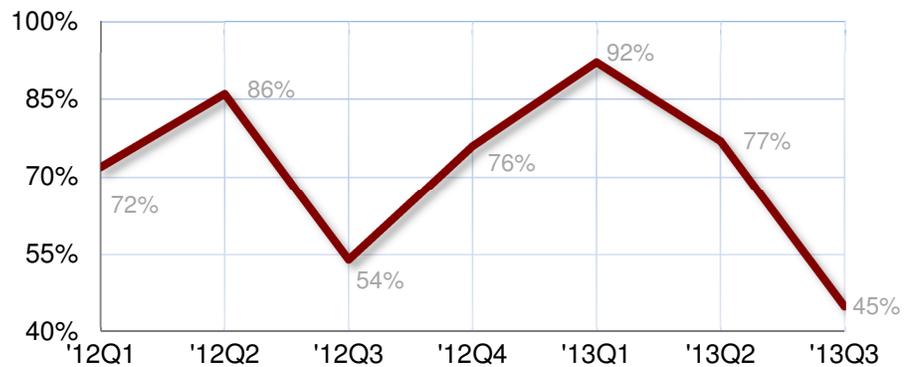
Percent of households whose destination at exit was a category of permanent housing (higher is better).



Positive or Neutral Reasons for Leaving Programs

Target: No target

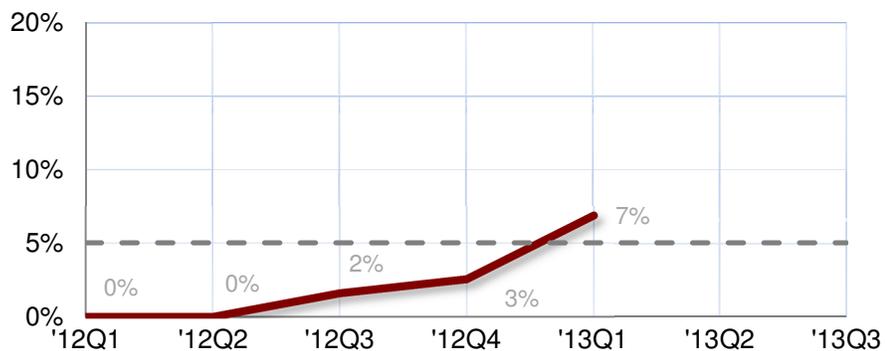
Percent of households whose reason for leaving at exit was not a category such as "Disagreement with rules/persons" or "Needs could not be met by program" (higher is better).



Short-term Recidivism

Target: 5%

Percent of persons who exited to permanent housing and then entered emergency shelter or transitional housing within six months (lower is better).



Indicator Snapshot for Third Quarter 2013

Targets for a given indicator are listed in parentheses, where applicable.

Indicator	Emergency Shelter	Transitional Housing	Permanent Supportive Housing	Rapid Re-Housing
Exits to Permanent Housing	35% (25%)	67% (80%)	84% (60%)	82% (84%)
Positive or Neutral Reasons for Leaving Programs	62% (53%)	67% (72%)	48% (64%)	45%
Short-term Recidivism for exits during 2013Q1	9% (15%)	0% (10%)	0%	7% (5%)
Average Length of Stay, in days	49 (35)	89 (180)	n/a	133 (360)
PSH Retention	n/a	n/a	99% (90%)	n/a
Improvement in Income	18% (5%)	10% (21%)	48% (15%)	37% (20%)
Adults Employed at Exit	19% (10%)	5% (25%)	10% (22%)	32% (35%)
Households Exiting with Non-Cash Benefits	77%	95% (90%)	100% (90%)	92% (90%)

Appendix I: Indicator Definitions

Except where noted, all indicators in this report use definitions adopted by TLCHB in November 2012. Excerpts from that definition are included in this appendix for convenience. The full document describing TLCHB's adopted indicators is available at www.tlchb.org.

1. **Length of Stay in Program**

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

2. **Exits to Permanent Housing**

Defined as percent of households whose destination at exit was

- a. Owned by client, no ongoing housing subsidy;
- b. Owned by client, with housing subsidy;
- c. Owned by client, no housing subsidy;
- d. Permanent supportive housing for formerly homeless persons (such as SHP, S+C, or SRO Mod Rehab);
- e. Rental by client, no housing subsidy;
- f. Rental by client, other (non-VASH) housing subsidy;
- g. Rental by client, VASH Subsidy;
- h. Staying or living with family, permanent tenure; or
- i. Staying or living with friends, permanent tenure.

3. **Recidivism***

Defined as percent of households who return to homelessness within two years after an exit to a permanent housing destination as defined above. For example, a household who exits from transitional housing with a destination of "Rental by client, without subsidy," and enters emergency shelter or transitional housing within 24 months would count as a recidivist client. If the household enters emergency shelter or transitional housing 25 months after the exit to permanent housing, they are not counted as a recidivist.

4. **Improvement in Income**

Defined as percent of households whose total household income at program exit is greater than their total household income at program entry. For example, 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.

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

5. **Adults Employed at Exit**

Defined as percent of persons aged 18 years or older who are employed at program exit. This figure includes those who were unemployed at program entry that gained employment by the time they exited as well as those who were employed at program entry that maintained the employment through to program exit.

6. Households Exiting with Non-Cash Benefits

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

- a. Supplemental Nutrition Assistance Program (Food Stamps);
- b. Medicaid;
- c. Medicare;
- d. SCHIP;
- e. Special Supplemental Nutrition Program for WIC;
- f. Veteran's Administration (VA) Medical Services;
- g. TANF Child Care Services;
- h. TANF Transportation Services;
- i. Other TANF-Funded Services; or
- j. Section 8 Public Housing or rental assistance.

7. Improved Discharge Reasons**

Defined as a percentage point reduction in the number of households whose Reason for Leaving at program exit was among the following:

- a. Criminal activity/destruction of property/violence;
- b. Disagreement with rules/persons;
- c. Needs could not be met by program;
- d. Non-payment of rent/occupancy charge;
- e. Non-compliance with program;
- f. Reached maximum time allowed by program; or
- g. Unknown/disappeared.

N.B., this is intended to be a percentage point reduction in total number of households leaving for these reasons. For example, if 25% of households in one year exit for these reasons, a reduction to 20% in the following year is a 5 percentage point reduction, not a 20% reduction.

8. PSH Retention

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

*The adopted indicator for recidivism examines returns to homelessness within a two year period, in alignment with HUD's definition of recidivism used to evaluate "High-Performing Communities." However, in the interest of providing more timely analysis, this report examines returns to homelessness within a six-month window. This is referred to as "Short-Term Recidivism" throughout.

In this report, even Short-Term Recidivism will be somewhat underestimated. Calculations of recidivism are based on whether or not clients have returned to participating (CHO) emergency shelter or transitional housing programs within six months. As a result, clients who enter non-participating shelters or transitional housing programs or who become "street" homeless will not be counted in recidivism calculations, and the shown recidivism rates will be somewhat below actual returns to homelessness.

**The targets for discharge reasons in this report are based on the net goal for 2013.

Appendix II: Data Sources

All data used in this report were contributed by participating service providers to a database managed by the Toledo HMIS.

Providers participating in Toledo HMIS (aka Contributory HMIS Organizations or CHOs) receive monthly reports that include exits to permanent housing, negative reasons for leaving, length of stay, improvement in income, adults employed at exit, households receiving non-cash benefits, and retention in permanent supportive housing. CHOs are given the opportunity to review and correct any of these which appear to be out of place, and can request incidental reports covering any time period.

This report contains data only from providers and programs participating in Toledo HMIS who have met certain standards for data quality. In particular, this edition includes data from the CHOs listed below.

- **Emergency Shelter**
 - Beach House Family Shelter
 - Family House
 - La Posada Family Shelter
 - St. Paul's Community Center Shelter (excluding Winter Crisis program)
- **Transitional Housing**
 - Aurora Project
 - Harbor House
 - St. Paul's Community Center Dwelling Place
- **Permanent Supportive Housing**
 - Catholic Charities Permanent Supportive Housing (formerly SAFAH)
 - Family Outreach Community United Services Steps to Home PSH
 - Neighborhood Properties Inc. Families with Mental Illness, Families with Mental Illness Expansion, First Avenue, Fresh Start, Housing First, MHR SB HUD Pact, ODMH Homeless Prevention, Shelter Plus Care, Shelter Plus Care Site, Shelter Plus Care 3, SHP Affordable Housing, and Veterans-Griffin
 - St. Paul's Community Center Home Base
 - Treatment Accountability for Safer Communities Walls for All and Women of Tomorrow
 - Volunteers of America Family Steps and Chestnut Hill
- **Rapid Re-Housing (formerly Homelessness Prevention and Rapid Re-Housing)**
 - Family Outreach Community United Services Steps to Home, Steps to Home TH-C, and Steps to Home I&II
 - Lutheran Social Services Project Home and Stable Families Collaborative
 - Treatment Accountability for Safer Communities Project Home