

Toledo/Lucas County Continuum of Care Performance Indicators

Calendar Year 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 met a majority of the performance targets adopted for 2013. Rapid Re-Housing met all targets, and Emergency Shelter and Permanent Supportive Housing met all but one target for 2013.

Transitional Housing met all but two targets for 2013. Transitional Housing programs saw marked improvements in positive or neutral reasons for leaving, but fell short of targets in permanent housing outcomes 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.

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.

A snapshot of the most recent 12 months 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 total household exits for 2012 and 2013 are listed below.

Total Households Exiting	Emergency Shelter	Transitional Housing	Permanent Supportive Housing	Rapid Re-Housing
2012	823	88	165	325
2013	675	75	159	227

Discussion of Outcomes

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

Average length of stay increased over the past year and was slightly above the target of 35 days. In 2013, the average length of stay in emergency shelters was 42 days, compared with 35 days in 2012.

Emergency shelter has shown improvement across a majority of their indicators, including positive or neutral reasons for leaving, exits to permanent housing, and improvement in income. Positive or neutral reasons for leaving programs were 59 percent in 2013, an increase of 16 points from 43 percent in 2012. Exits to permanent housing increased to 33 percent in 2013, compared to 25 percent in 2012. Improvement in income was 17 percent 2013, an increase of 8 points from 2012 and well above the target of five percent.

Transitional Housing

During 2013, transitional housing met five of the seven outcome targets. The unmet outcomes were exits to permanent housing and adults employed at exit.

On a quarterly basis, exits to permanent housing has only met its target once in the past eight quarters. During 2013, exits to permanent housing were 73 percent, which was the same as 2012 and well below the target of 80 percent.

Another outcome that was unmet was adults employed at exit. Over the past eight quarters, this target was only met once in the fourth quarter of 2013. The outcome increased slightly from 11 percent in the 2012 to 13 percent in 2013, which is still well below the target of 25 percent.

Transitional Housing has shown improvement in positive or neutral reasons for leaving, improvement in income, and households exiting with non-cash benefits. Positive or neutral reasons for leaving programs were 77 percent in 2013, an increase of 29 points from 48 percent in 2012. Improvement in income was 32 percent 2013, an increase of 13 points from 2012 and well above the target of 21 percent. Households exiting with non-cash benefits increased to 92 percent in 2013, compared to 74 percent in 2012, and just over the target of 90 percent.

Permanent Supportive Housing

During 2013, permanent supportive housing met five of its six outcome targets. The only unmet outcome was adults employed at exit.

That said, all other outcome targets were met, with most showing steady improvement during the past eight quarters. Exits to permanent housing were 82 percent in 2013, an increase of 12 points from 2012, 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 year, rapid re-housing met all six outcome targets for calendar year 2013.

Rapid Re-Housing has shown improvement in households exiting with non-cash benefits, adults employed at exit, and average length of stay. Households exiting with non-cash benefits increased to 92 percent in 2013, compared to 83 percent in 2012, and just over the target of 90 percent. Adults employed at exit were 44 percent in 2013, an increase from 38 percent during 2012, and above the target of 35 percent. Average length of stay improved from 176 days in 2012 to 138 days in 2013, and well below the target of 360 days.

On a quarterly basis, short-term recidivism has met its target all but over the past eight quarters. For exits during the 12 months ending 30 June 2013, short-term recidivism was five percent, which is slightly above the same time period in 2012 of three percent, and still meeting the target of five percent.

Notes on Graphs of Trends

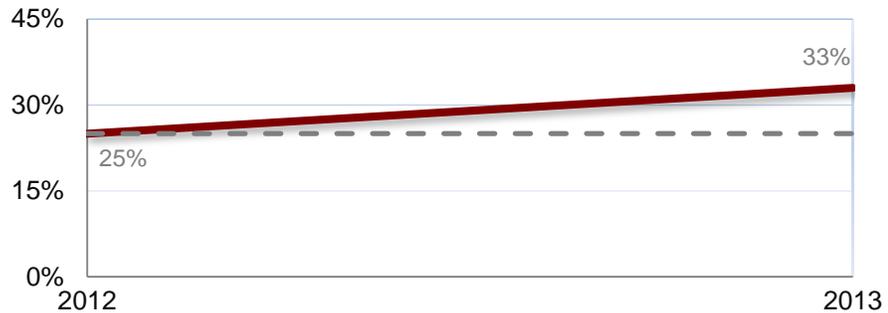
The solid red line on each of the following charts is the observed annual outcome for each indicator. Where applicable, a dotted line represents the target for that indicator.

Trends for Emergency Shelter

Exits to Permanent Housing

Target: 25%

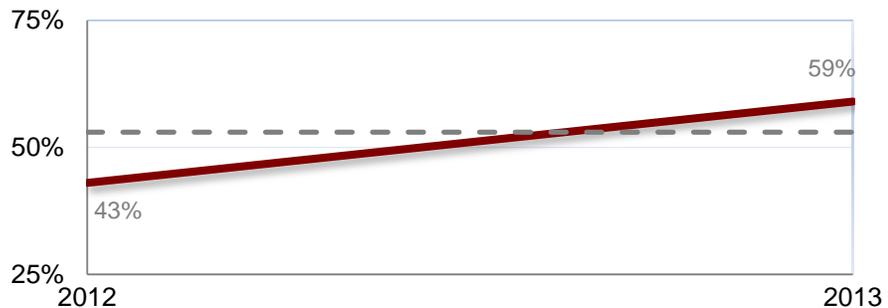
Percent of households whose destination at exit was a category of permanent housing (higher is better).



Positive or Neutral Reasons for Leaving Programs

Target: 53%

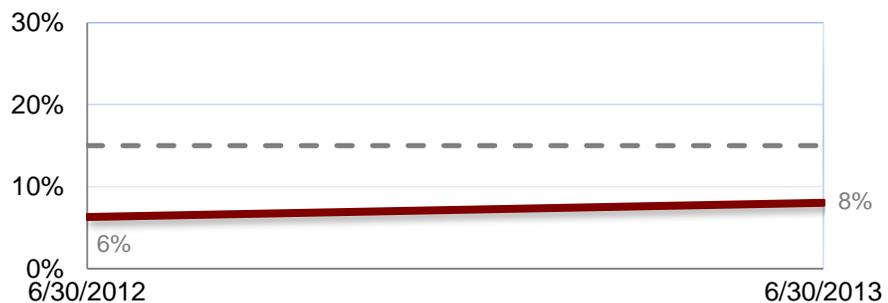
Percent of households whose reason for leaving at exit was not a category such as "Disagreement with rules/persons" or "Needs could not be met by program" (higher is better).



Short-term Recidivism

Target: 15%

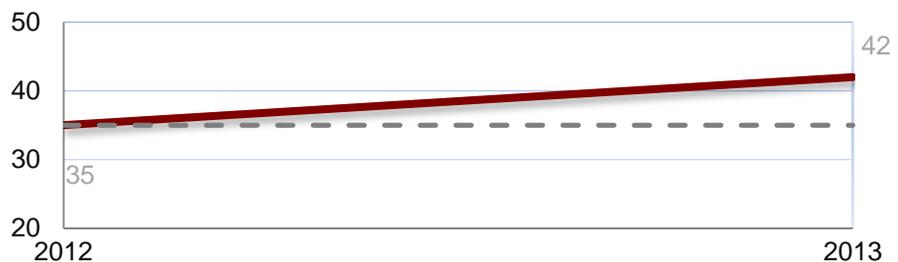
Percent of persons who exited to permanent housing and then entered emergency shelter or transitional housing within six months (lower is better).



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%

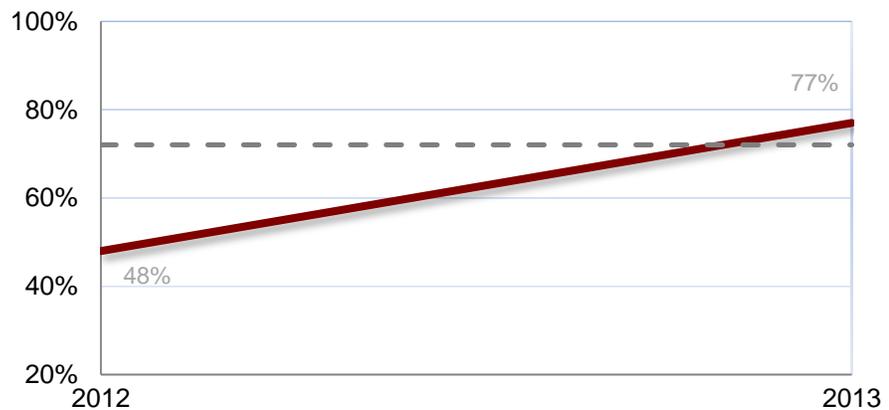
Percent of households whose destination at exit was a category of permanent housing (higher is better).



Positive or Neutral Reasons for Leaving Programs

Target: 72%

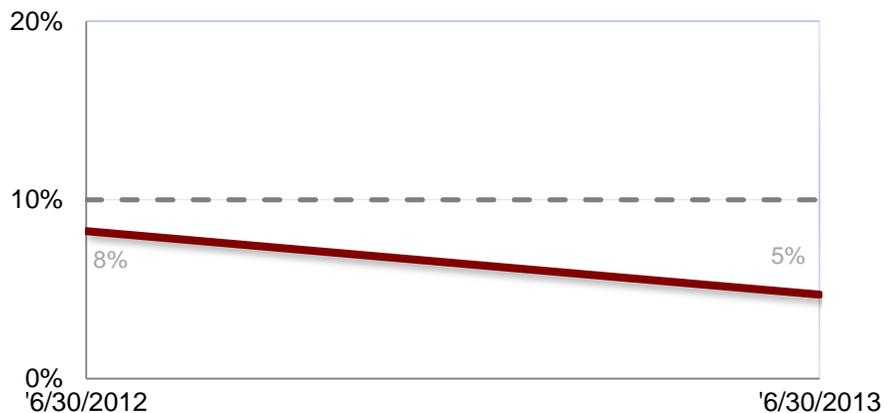
Percent of households whose reason for leaving at exit was not a category such as "Disagreement with rules/persons" or "Needs could not be met by program" (higher is better).



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%

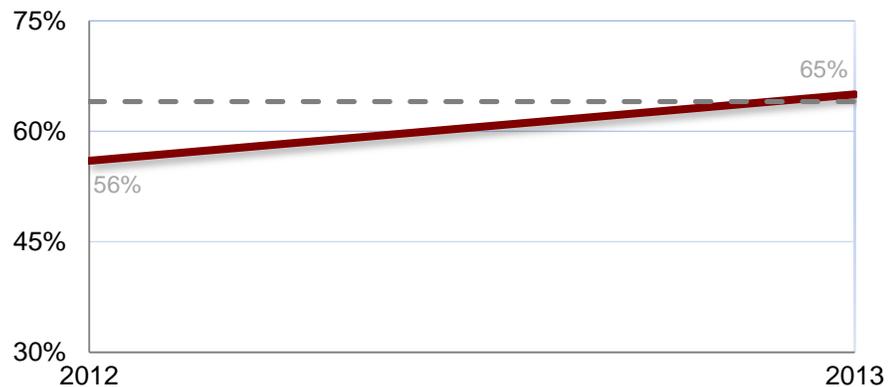
Percent of households whose length of stay in Permanent Supportive Housing is at least 181 days (higher is better).



Positive or Neutral Reasons for Leaving Programs

Target: 64%

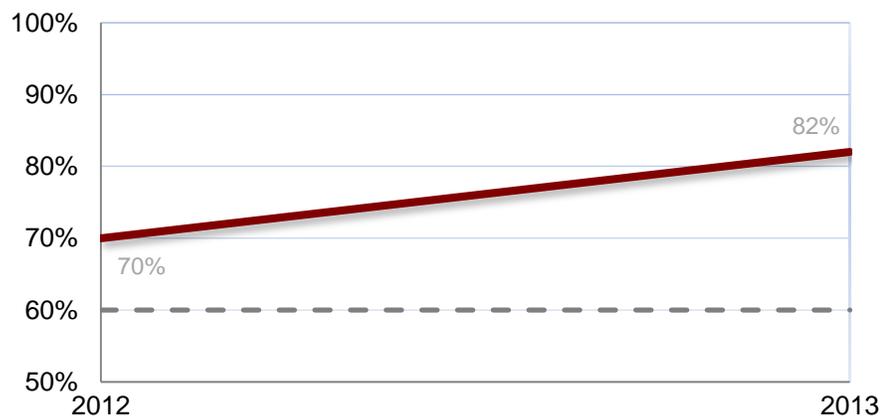
Percent of households whose reason for leaving at exit was not a category such as "Disagreement with rules/persons" or "Needs could not be met by program" (higher is better).



Exits to Permanent Housing

Target: 60%

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

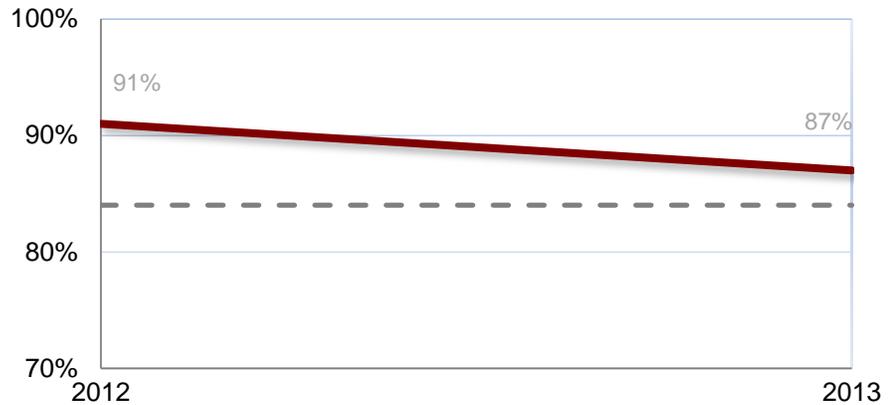


Trends for Rapid Re-Housing

Exits to Permanent Housing

Target: 84%

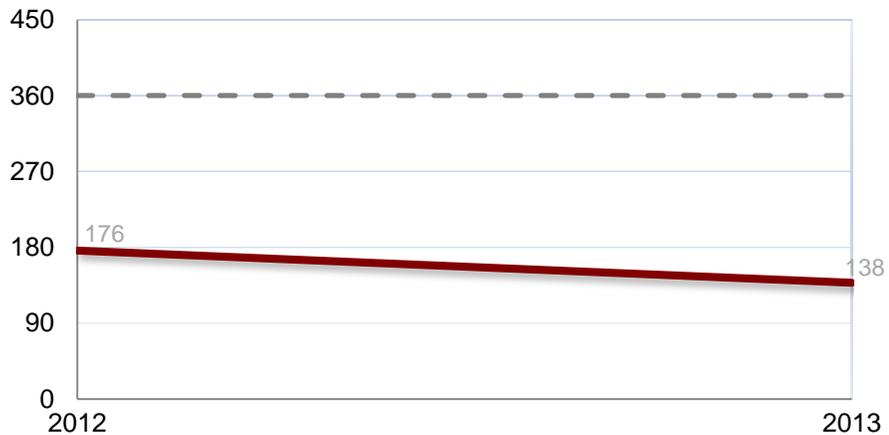
Percent of households whose destination at exit was a category of permanent housing (higher is better).



Average Length of Stay

Target: 360 days

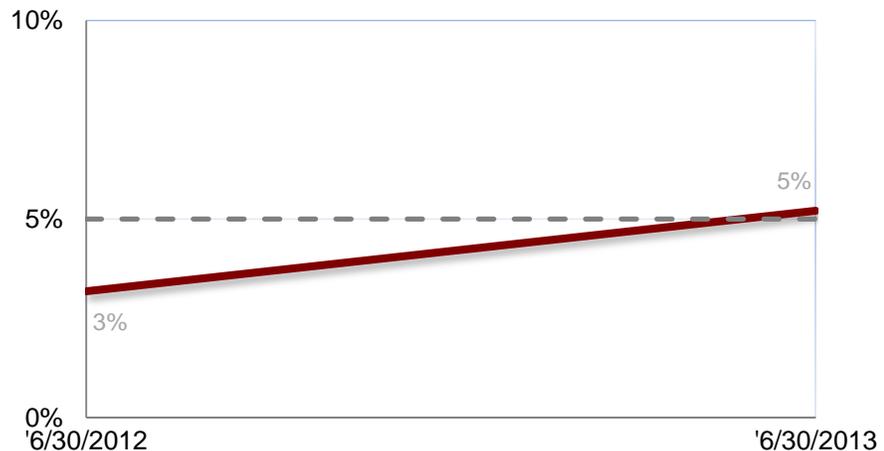
Average number of days between a household's entry and exit (lower is generally better).



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

Calendar Year 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	33% (25%)	73% (80%)	82% (60%)	87% (84%)
Positive or Neutral Reasons for Leaving Programs	59% (53%)	77% (72%)	65% (64%)	69%
Short-term Recidivism for exits during 12 months ending 6/30/2013	8% (15%)	5% (10%)	1%	5% (5%)
Average Length of Stay, in days	42 (35)	175 (180)	n/a	138 (360)
PSH Retention	n/a	n/a	100% (90%)	n/a
Improvement in Income	17% (5%)	32% (21%)	49% (15%)	44% (20%)
Adults Employed at Exit	17% (10%)	11% (25%)	12% (22%)	44% (35%)
Households Exiting with Non-Cash Benefits	78%	92% (90%)	96% (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