

Toledo/Lucas County Continuum of Care Performance Indicators

Quarterly Report, First Quarter 2015

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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 not meeting a majority of the performance targets adopted for 2015.

Emergency Shelter programs met two of four of their respective targets for 2015. Transitional Housing met three of seven of their targets for the first quarter. Permanent Supportive Housing met three of six targets for the first quarter of 2015. Rapid Re-Housing programs two of seven indicator targets.

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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 its first formal performance indicators and targets for calendar year 2013. In November 2014, TLCHB adopted updated performance indicators and targets for calendar year 2015.

This is the ninth 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 eight quarters.

A snapshot is also given for both primary a set of supporting indicators, including *Improvements in Income* by program participants, *Adult Employment Rates* at program exit, and the percent of *Households Exiting with Non-Cash Benefits*.

Total Households Exiting by Program Type

Indicators are 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 for each program type.

Total Households Exiting	Emergency Shelter	Transitional Housing	Permanent Supportive Housing	Rapid Re-Housing
First Quarter 2015	143	15	25	41
Quarterly average, 2012-present	177	18	36	45

Discussion of Outcomes

The CoC is not meeting a majority of its adopted 2015 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 first quarter 2015, emergency shelters met two of the four outcome targets for calendar year 2015. The unmet targets were *Average Length of Stay* and *Positive or Neutral Reasons for Leaving Programs*.

Average Length of Stay increased over the quarter. In first quarter 2015, the *Average Length of Stay* in emergency shelters was 57 days, compared with 48 days in fourth quarter 2014, exceeding the 40 day target. *Positive or Neutral Reasons for Leaving Programs* increased to 63 percent in first quarter 2015, up from 57 percent in the fourth quarter 2014. This is under the indicator target of 65 percent.

Emergency shelters maintained positive results in *Exits to Permanent Housing*. The percentage of *Exits to Permanent Housing* decreased from 46 percent for fourth quarter 2014 to 40 percent for the second quarter, which exceeds the indicator target of 38 percent.

Short-term Recidivism improved from 5 percent in second quarter 2014 quarter to 1 percent in the third quarter 2014.

Transitional Housing

During the first quarter, transitional housing met three of seven outcome targets for calendar year 2015. The following targets were unmet for the first quarter: *Exits to Permanent Housing*, *Average Length of Stay*, *Adults Employed at Exit*, and *Households Exiting with Non-Cash Benefits*.

Exits to Permanent Housing (73 percent) was below its target of 80 percent; while *Positive or Neutral Reasons for Leaving Programs* (87 percent) was above its target of 75 percent. *Average Length of Stay* was below the target of 270 days at 195 days. *Adults Employed at Exit* was 7 percent, with a target of 10 percent. Households exiting with Non-Cash Benefits was at 67 percent, missing the target of 90 percent.

Improvements in Income was at 33 percent for the first quarter, well above the 20 percent indicator target. *Positive or Neutral Reasons for Leaving Programs* was at 87 percent, well above the target of 75 percent.

Short-term Recidivism increased from zero (0) percent in second quarter 2013 quarter to 6 percent in the third quarter 2013.

Permanent Supportive Housing

During the first quarter, permanent supportive housing met three of six outcome targets for calendar year 2015. The following targets were unmet for the first quarter: *Exits to Permanent Housing*, *Adults Employed at Exit*, and *Households Exiting with Non-Cash Benefits*.

Exits to Permanent Housing decreased from 76 percent to 68 percent in the first quarter, which is below the 70 percent indicator total, and represents the first time this indicator was not met for Permanent Supportive Housing since tracking commenced. *Adults Employed at Exit* decreased slightly from 13 percent to 12 percent. However, an increase of the indicator target to 15 percent means that the target was not met for first quarter 2015. *Households Exiting with Non-Cash Benefits* decreased slightly from 85 percent to 84 percent, which is below the 90 percent target.

Positive or Neutral Reasons for Leaving Programs decreased slightly from 73 percent in fourth quarter 2014 to 72 percent for the first quarter of 2015, meeting the indicator target of 65 percent. There was a slight increase for *Improvements in Income* from 55 percent to 56 percent in the first quarter 2015, although still above the 40 percent indicator target.

Six-month retention rate for clients dipped slightly to 99 percent for permanent supportive housing.

Rapid Re-Housing

During the first quarter 2015, rapid re-housing met two of the seven outcome targets for calendar year 2015. The following targets were unmet for the first quarter: *Exits to Permanent Housing*, *Positive or Neutral Reasons for Leaving Programs*, *Improvements in Income*, *Adults Employed at Exit*, and *Short-term Recidivism*.

Exits to Permanent Housing decreased to 75 percent in first quarter 2015 from 90 percent in the fourth quarter 2014. *Average Length of Stay* decreased from 210 days to 203 days in the first quarter.

Positive or Neutral Reasons for Leaving Programs decreased slightly from 55 percent to 54 percent in the first quarter 2015, which is well below the target of 75 percent. Further investigation may be required to determine the cause of seven quarters below the indicator target.

Improvements in Income improved slightly to 33 percent in first quarter 2015 from 26 percent in the fourth quarter of 2014. This represents a steady increase over the last three quarters, while still below the 50 percent indicator target.

Rapid re-housing programs reported only 17 percent of *Adults Employed at Exit*, representing a significant decrease from the previous quarter (46 percent), and dropped well below the target of 40 percent. Further investigation may be required to determine the cause of the drop.

Short-term Recidivism increased from 9 percent in second quarter 2014 to 12 percent in the third quarter 2014.

For 2015, Average Length of Stay was broken into two types: Short Term and Medium Term¹; each type was given a target. Short Term Rapid ReHousing Length of Stay was 85 days, below the target of 120 days. Medium Term Rapid ReHousing Length of stay was 266 days, below the target of 270 days. The overall average for Length of Stay for Rapid ReHousing was 203 days.

¹ Definitions are given in the footnotes on the Indicator Snapshot.

Households Exiting with Non-Cash Benefits increased from 81 percent in fourth quarter 2014 to 96 percent in first quarter 2015, which exceeded the indicator target of 90 percent.

Notes on Graphs of Trends

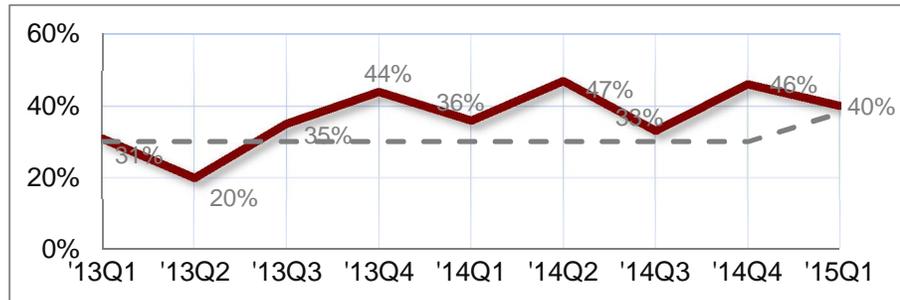
The solid red line on each of the following charts is the observed quarterly outcome for each indicator. Where applicable, a dotted line represents the target for that indicator.

Trends for Emergency Shelter

Exits to Permanent Housing

Target: 38%

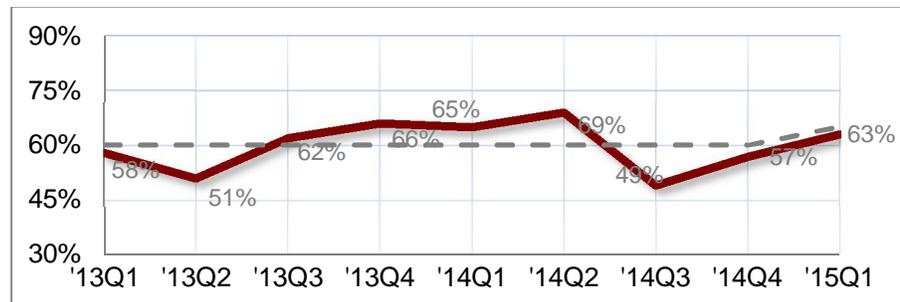
Percent of households whose destination at exit was a category of permanent housing (higher is better).



Positive or Neutral Reasons for Leaving Programs

Target: 65%

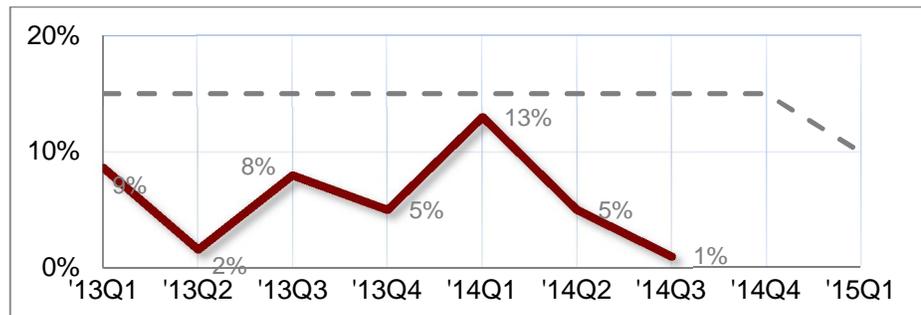
Percent of households whose reason for leaving at exit was not a category such as "Disagreement with rules/persons" or "Needs could not be met by program" (higher is better).



Short-term Recidivism

Target: 10%

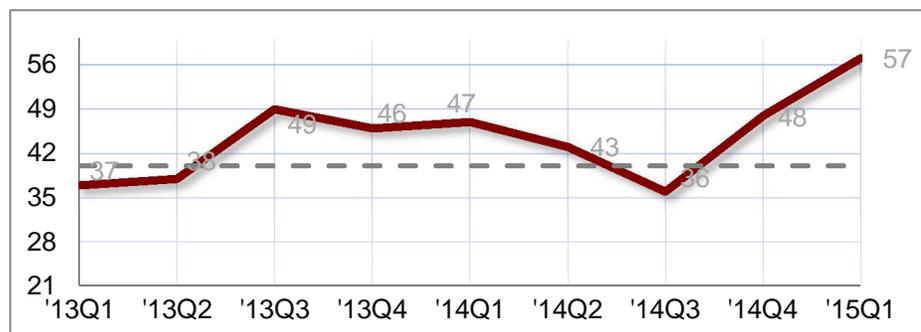
Percent of persons who exited to permanent housing and then entered emergency shelter or transitional housing within six months (lower is better).



Average Length of Stay

Target: 40 days

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

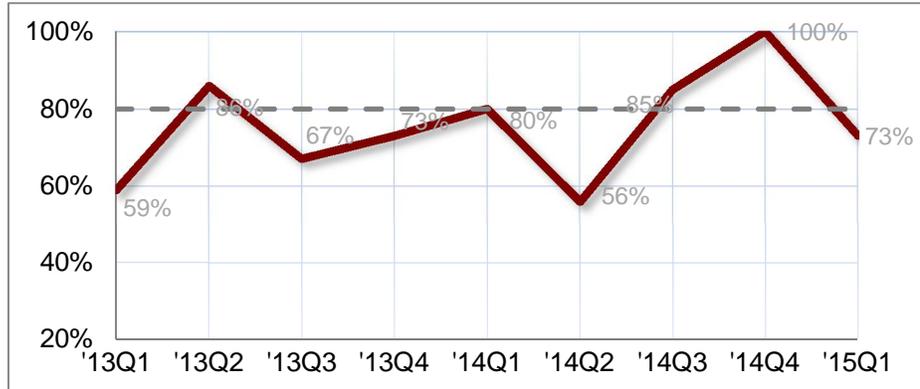


Trends for Transitional Housing

Exits to Permanent Housing

Target: 80%

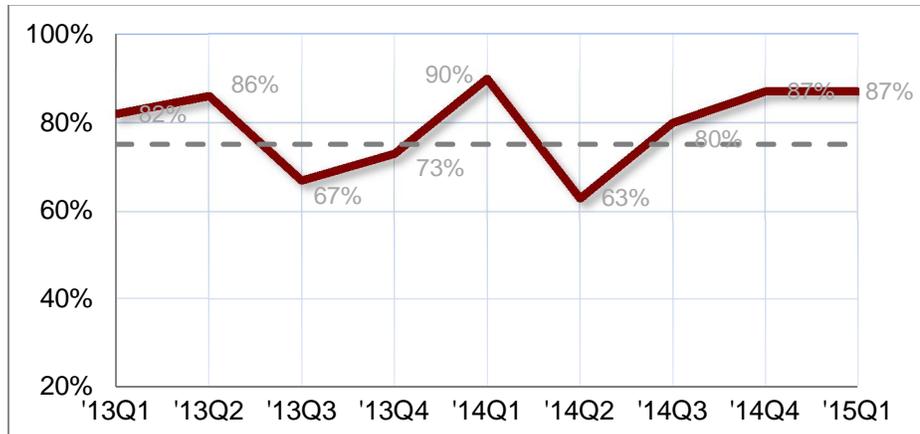
Percent of households whose destination at exit was a category of permanent housing (higher is better).



Positive or Neutral Reasons for Leaving Programs

Target: 75%

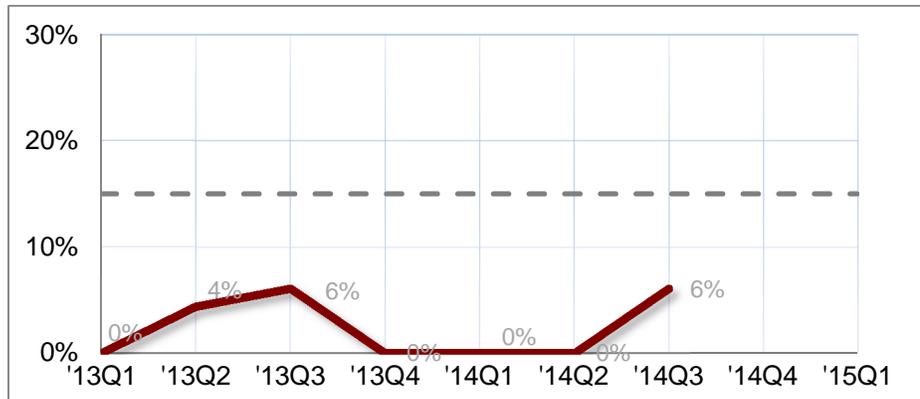
Percent of households whose reason for leaving at exit was not a category such as "Disagreement with rules/persons" or "Needs could not be met by program" (higher is better).



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).

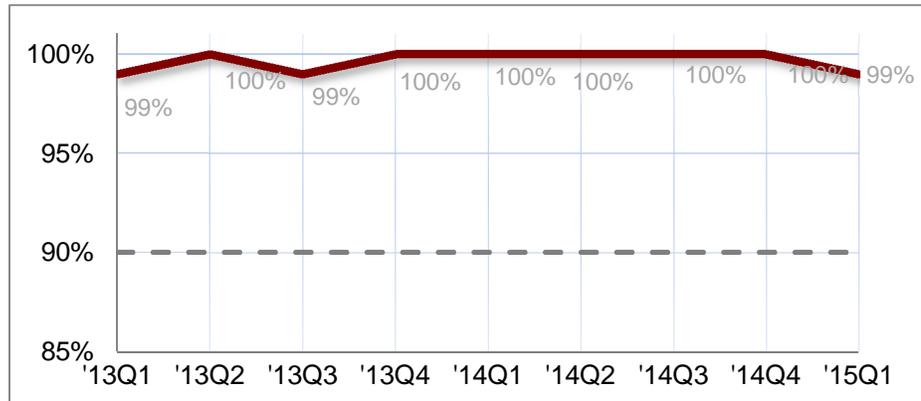


Trends for Permanent Supportive Housing

Retention

Target: 90%

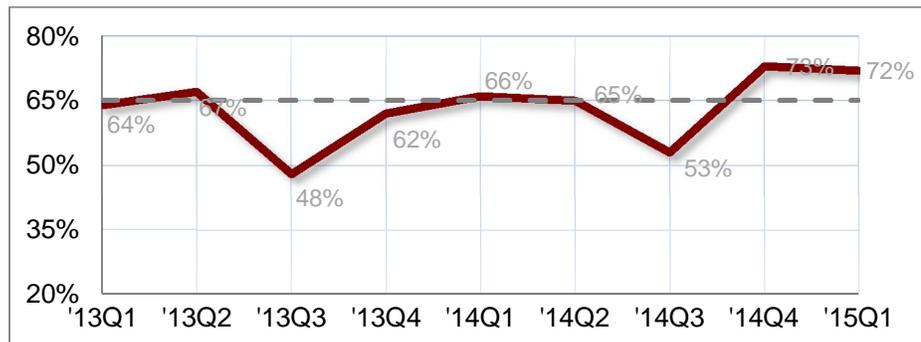
Percent of households whose length of stay in Permanent Supportive Housing is at least 181 days (higher is better).



Positive or Neutral Reasons for Leaving Programs

Target: 65%

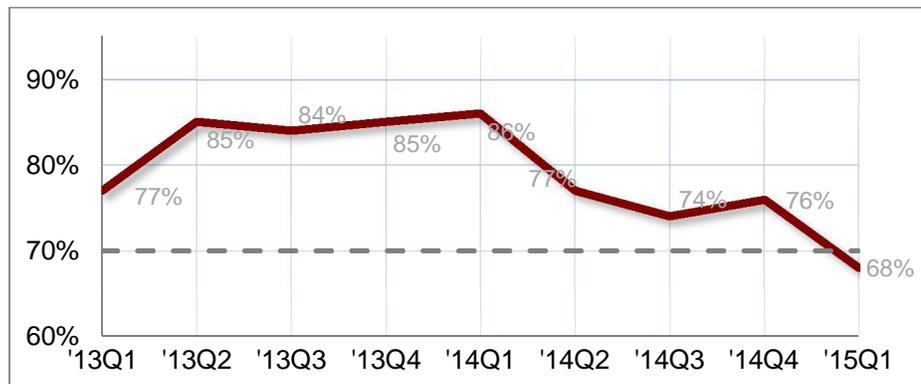
Percent of households whose reason for leaving at exit was not a category such as "Disagreement with rules/persons" or "Needs could not be met by program" (higher is better).



Exits to Permanent Housing

Target: 70%

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

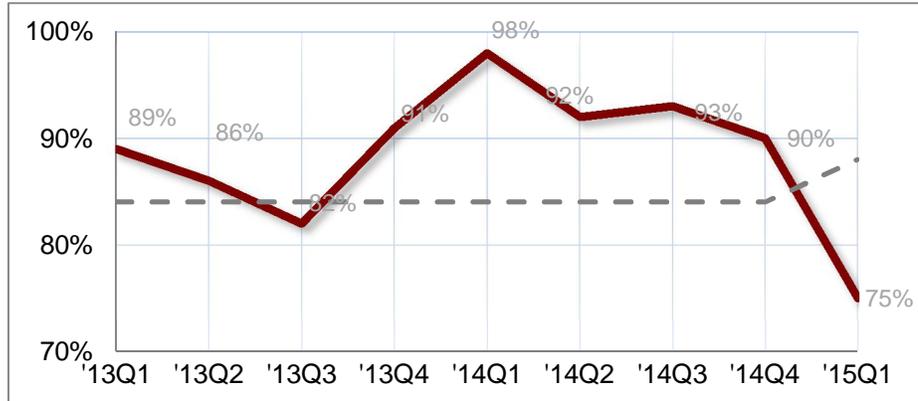


Trends for Rapid Re-Housing

Exits to Permanent Housing

Target: 88%

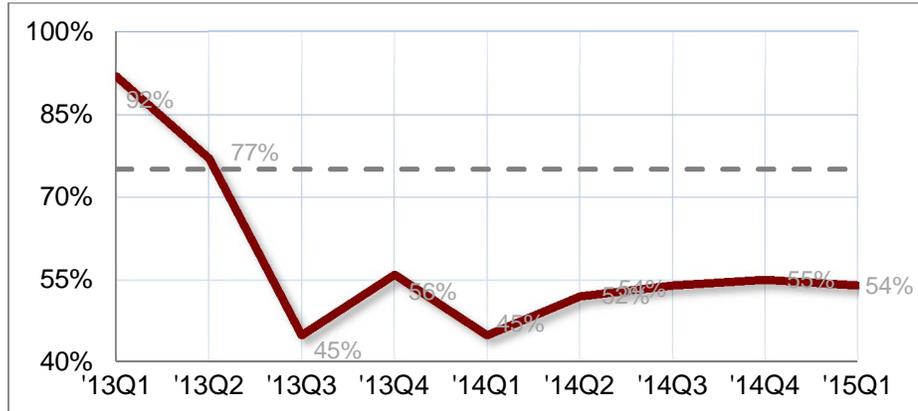
Percent of households whose destination at exit was a category of permanent housing (higher is better).



Positive or Neutral Reasons for Leaving Programs

Target: 75%

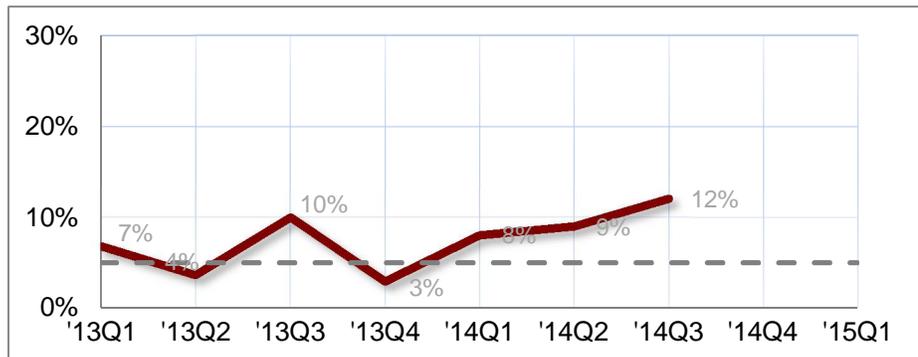
Percent of households whose reason for leaving at exit was not a category such as "Disagreement with rules/persons" or "Needs could not be met by program" (higher is better).



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 First Quarter 2015

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	40% (38%)	73% (80%)	68% (70%)	75% (88%)
Positive or Neutral Reasons for Leaving Programs	63% (65%)	87% (75%)	72% (65%)	54% (75%)
Short-term Recidivism for exits during 2013Q4	1% (10%)	6% (15%)	7%	12% (5%)
Average Length of Stay, in days	57 (40)	195 (240)	n/a	Overall: 203 (n/a) Short ² : 85 (120) Medium ³ : 266 (270)
PSH Retention	n/a	n/a	99% (90%)	n/a
Improvements in Income	13%	33% (20%)	56% (40%)	33% (50%)
Adults Employed at Exit	23%	7% (10%)	12% (15%)	17% (40%)
Households Exiting with Non-Cash Benefits	63%	67% (90%)	84% (90%)	96% (90%)

² Short term Rapid Re-Housing is defined as projects whose funding source generally can fund clients up to three (3) months.

³ Medium Term Rapid Re-Housing is defined as projects whose funding source generally can fund clients up to nine (9) months.

Appendix I: Indicator Definitions

Except where noted, all indicators in this report use definitions adopted by TLCHB in November 2013. 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. In cases where members of a household enter or exit at different times, the earliest entry date and latest exit date should be used.

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 persons who return to homelessness within six months (180 days) after an exit to a permanent housing destination as defined above.

For example, a person who exits from a rapid re-housing project with a destination of "Rental by client, without subsidy," and then enters an emergency shelter 175 days later would count as a recidivist client. If the person enters an emergency shelter 200 days after the exit to permanent housing, they are not counted as a recidivist.

4. Improvements 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. SCHIP;
- c. Special Supplemental Nutrition Program for WIC;
- d. Veteran's Administration (VA) Medical Services;
- e. TANF Child Care Services;
- f. TANF Transportation Services;
- g. Other TANF-Funded Services; or
- h. Section 8 Public Housing or rental assistance.

7. Positive or Neutral Reasons for Leaving

Defined as a percent of households whose Reason for Leaving at program exit was **not** 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.

8. PSH Retention

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

9. Timeliness

Defined as the average number of days per household between two events in the Coordinated Assessment and Re-Housing process. These figures are averages of lag times with shelter entry dates starting after 1/1/2014.

*In this report, 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.

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, *Improvements 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
 - Neighborhood Properties Inc. Road to Recovery
 - 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, ODMH Homeless Prevention, Veterans-Griffin, MHR SB HUD Pact, MHR SB Affordable Housing, MHR SB Shelter Plus Care, MHR SB Shelter Plus Care Site, and MHR SB Shelter Plus Care 3
 - St. Paul's Community Center Home Base
 - Treatment Accountability for Safer Communities Walls for All
 - 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 and Steps to Home TH-C
 - Lutheran Social Services Project Home and Tenant Based Rental Assistance
 - Treatment Accountability for Safer Communities Project Home and Tenant Based Rental Assistance
 - Beach House Project Home and Tenant Based Rental Assistance