

there's no place
like a home



chicago's plan to end homelessness

State of the Plan

JUNE 30, 2005



CITY OF CHICAGO • RICHARD M. DALEY, MAYOR



Message from the Mayor

In January 2003 I endorsed an ambitious 10 Year Plan to End Homelessness. I was convinced that we could do better for those Chicagoans that find themselves homeless. Homelessness continues to be one of the seemingly intractable problems of our time. Short-term strategies of shelter and soup kitchens, while providing critical and life saving interventions, only provide a temporary solution for the thousands of homeless individuals and families in Chicago and throughout the country.

Hundreds of stakeholders have joined together in a common vision and are invested in making Chicago's Plan to End Homelessness a success. This includes homeless individuals, homeless service providers, advocacy organizations, private philanthropy, government officials, the faith-based community, and in collaboration with the Chicago Continuum of Care. This common vision and shared commitment is imperative because it will take all of us working together to end homelessness.

Much has been accomplished since January 2003. We've helped thousands of households from becoming homeless through strategic prevention investments. We've begun the gradual shift from a shelter-based homeless service system to a housing-based system. And we've added new resources that are crucial to the Plan's success.

Yet much work remains. We need more prevention resources because we know it is easier, cheaper and better to keep families from becoming homeless by paying back rent and utilities. We need the federal government to join with us, by dedicating additional resources with more flexibility. We need to continue to improve our infrastructure with technology to better connect homeless individuals and families with needed housing and services.

We need the sustained effort of everyone working together to end homelessness in Chicago because there's no place like a home.

A handwritten signature in black ink that reads "Richard M. Daley". The signature is written in a cursive, flowing style.

Inaugural “State of the Plan” Report



Since January 2003, we have made accomplishments in each of the three core areas of Chicago’s Plan to End Homeless—**Prevention of Homelessness, Housing First, and Wraparound Services**. We have:

- Increased the amount of people served with homeless prevention assistance by over 2,500 annually, thereby reducing the number of people who enter the homeless system each year;
- Added 1,046 permanent supportive housing units;
- Phased in 945 beds of interim housing, a short-term housing program that focuses on rapid re-housing into appropriate permanent housing and supportive services;
- Phased out approximately 1,400 beds of emergency and transitional shelter; and
- Trained 742 people from 91 agencies and programs to use the Homeless Management Information System (HMIS), new technology that will assist in the coordination of services and improve data collection of homeless persons.

This report serves as the first public report of the progress of Chicago’s Plan to End Homelessness. It summarizes the movement that has been made during the first two years of the Plan, from January 2003 through December 2004. It also outlines goals for 2005 in the three core principle areas—**Prevention of Homelessness, Housing First, and Wraparound Services**. In addition to these three core areas, there are additional system level infrastructure components that are detailed in the *Implementation Schedule: for Chicagos 10-Year Pla n to End Homelessness*.



essential new resources

As the first big-city mayor to endorse a Plan to End Homelessness, Mayor Daley has committed significant City resources to the effort, and has provided leadership to advocate for funding and legislation to further the goals of the plan and better serve Chicago's most vulnerable citizens. There are two new resources that significantly increase the amount of resources that will be used to meet the goals of the Plan.

- **Skyway Funds**—With the sale of the Skyway, \$10 million was committed to implement Chicago's Plan to End Homelessness and an additional \$5 million to the Chicago Low-Income Housing Trust Fund. With new funding, we will leverage additional dollars to support projects that are integral to the Plan. In 2005 we have committed funds for capital investments, prevention infrastructure, research, and permanent housing.
- **Statewide Rental Support Program**—This legislation, patterned after the Chicago Low-Income Housing Trust Fund, will generate an estimated \$34 million per year across the state for rental subsidies. This is funded through a \$10 surcharge on real estate recordings. In Chicago, we estimate \$14 million coming to the Chicago Low-Income Housing Trust Fund, which will provide rental subsidy to an additional 2,000 low income households (those earning up to 30% of the area median income). We intend for half of these new subsidies to be committed to homeless individuals and families moving into permanent housing.



PREVENTION

Since 2003, the number of households receiving homeless prevention services increased by 88%, from 2,900 to 5,476 households per year.



By providing either one-time or short-term financial assistance for rent or utility bills, individuals and families are able to maintain their homes and not become homeless. It is estimated that 10–15% of the people who enter Chicago’s homeless system could be prevented from doing so with targeted financial assistance. We know that targeted financial assistance works: 70% of households receiving prevention funds were still in their homes after one year.

Providing prevention funding is a cost-effective investment. The average prevention investment averages \$1,000 per household, while the average amount spent on a family in a shelter is \$13,600. There are additional costs of homelessness such as outstanding rent and utility bills, damaged credit and eviction history as well as the negative effects on child education, employment, and overall health.

Significantly more households have been provided with prevention assistance over the past two years. While public funding for prevention has remained static, private fundraising for homelessness prevention has increased and is being cultivated to further expand this resource. With the help of the Emergency Fund, a non-profit organization that helps those in financial crisis, we will continue to increase the pool of private donations for the Chicago Homeless Prevention Fund.

Goals for 2005:

- Raise \$100,000 for Chicago Homeless Prevention fund by December 2005
- Improve the process to assist households’ access to prevention funding by updating the prevention response information for 311 and utilizing a uniform screening tool



HOUSING FIRST

Permanent supportive housing financed through dedicated homeless funding increased by 29% (1,046 units) since 2003. During the same time period, shelter beds have decreased by 24% (1,404 beds), and a newly created short-term housing model called “interim housing” now comprises 945 beds.

We will effectively end homelessness if we move people to a permanent, stable housing arrangement where their other needs can be met. This requires us to move people quickly through the “shelter” system into permanent housing in a coordinated and deliberate manner. Over the past two years, permanent housing has been a priority in public funding decisions and many homeless service providers have changed their shelter programs to be consistent with the Plan. However, to meet the demand for permanent housing for people who are homeless and will become homeless in the next eight years, we must increase our permanent housing stock by an additional 53% (2,462 units).

We will employ three strategies to increase the amount of permanent housing available to people who are homeless:

- 1 Access private market units made affordable with subsidies**—Encourage landlords to participate in rental subsidy programs such as the Chicago Low-Income Housing Trust Fund and dedicate units to homeless households.
- 2 Access private market units that are affordable to low-income renters**—Expand the focus of housing resource specialists to include units such as private Single Room Occupancy (SRO) buildings that can be affordable to homeless individuals who are low-income wage earners or receive disability benefits.
- 3 Develop new units through construction and rehab**—Rehab or construct new affordable housing units through efforts such as the Supportive Housing Initiative, which will create 360 units for homeless individuals and families.

HOUSING FIRST



The second component of the Housing First strategy is to decrease the time a person spends in the shelter system, and phase out traditional shelters from the current system, replacing them with a smaller number of interim housing beds. The reduction of shelter beds over the past two years is largely due to the conversion of shelters to interim housing. **Interim housing** is a short-term housing program that rapidly re-houses persons who are homeless into appropriate and affordable permanent housing within a 120-day time goal. The focus of this program is to stabilize and assess the household and connect them to housing and community-based social services. As of June 1st of this year, 20 homeless service providers have converted their shelter programs to interim housing totaling 945 beds.

Goals for 2005:

- Create 722 units of permanent housing
- Through CDHS' FY06 funding decisions, an additional 739 beds of interim housing that align with the Plan will be added.
- Demonstrate the effectiveness of "master-leasing" buildings for permanent housing for homeless individuals and families
- Create a systematic, coordinated mechanism to access housing through a centralized waiting list and housing locator system



WRAPAROUND SERVICES

Supportive services are essential to addressing a person's root causes of homelessness, maintaining stability, and promoting community integration once in permanent housing. Supportive services are also what make individuals and families exiting homelessness successful in the long run. While this area is more difficult to measure than either prevention or housing units, it is important to set goals to achieve a service system in which all clients experience the same level of service and equal access to resources.

The Chicago Department of Human Services (DHS), in conjunction with the Department of Housing and community partners, is leading the effort to develop a standardized case management tool that will be implemented across the system of providers. Standard tools that span a continuum of service needs will ensure that each client achieves their highest personal outcome and is successful whether they need intensive clinical services or minimal case management.

An important piece of technology to aid in the coordination of wraparound services is the **Homeless Management Information System (HMIS)**, an effort led by DHS. HMIS is a client tracking and reporting system that all homeless service providers will utilize to provide client level data on each person with a unique identifier. This will tell us how many people use homeless services, what their service and housing needs are, and the other organizations with which they are working.



WRAPAROUND SERVICES



We anticipate that HMIS will be in operation by the end of the 3rd Quarter of 2005. The development of HMIS is a great example of cooperation between government and the provider community. DHS has trained over 740 people from 91 homeless service providers and three City Departments. So far this year 52 agencies were provided with technology grants to purchase computers, not only assisting in their participation but also contributing to their organizational infrastructure.

In connection with the Mayor's Faith-Based Initiative for the Plan, DHS is coordinating the "Home to Stay" program, a large scale furniture drive to assist families moving into permanent housing make their new home truly their own. DHS will provide households with vouchers to pick out their own furniture at participating Salvation Army stores.

Goals for 2005:

- Develop a standard case management model
- Implement HMIS and begin collecting data about clients and services used
- Conduct 15 furniture drives with community organizations and faith communities for the "Home to Stay" program





getting
involved:

chicago's faith-based community

Faith-based communities are in the business of healing souls and mending the spirit. People experiencing homelessness have had many things broken in their lives and need tools to rebuild them. The belief in the power and importance of Chicago's religious community was why Mayor Daley launched an initiative to involve them in the Plan to End Homelessness.

On March 3, 2005, the Mayor held a faith-based breakfast at the Palmer House Hilton, which drew over 250 members of the faith-based community, representing a diversity of religions. More than 110 members of institutions of faith pledged to do their part to help end homelessness including sponsoring a family, participating in the "Home to Stay" furniture drive program, or contributing to the Chicago Homeless Prevention Fund.

The Mayor will appoint an Interfaith Leadership Council to guide the efforts of the faith community to make the Faith Based Initiative a cornerstone of the Plan to End Homelessness.



understanding who's homeless: homeless count




On January 27, 2005 the City of Chicago and over 300 volunteers conducted a "point in time" count of sheltered and unsheltered homeless persons. This count created a snapshot of the homeless population at a single point in time, and will provide a benchmark to gauge our effectiveness in the Plan to End Homelessness.

Because the January count was required by the U.S. Department of Housing and Urban Development as a part of its annual funding application, the City followed HUD guidelines for enumeration of homeless persons. The methodology was developed in conjunction with a consultant from the Institute of Metropolitan Affairs at Roosevelt University.

Last year's point in time survey conducted on March 23, 2004 counted 9,687 people as homeless, including both individuals and persons in families, sheltered and unsheltered. This year's survey conducted on January 27th counted 6,715 people as homeless. As this count was performed with enhanced methodology and at a different time of year than previous counts, we consider this year's results to be the baseline from which we will gauge future results.

Population	January 27, 2005
Persons in Families Sheltered	2,651
Individuals Sheltered	2,337
Sub-total Sheltered	4,988
Persons in Families Unsheltered	26
Individuals Unsheltered	1,701
Sub-total Unsheltered	1,727
Total Homeless	6,715



Learning more about: chronic homelessness

Individuals experiencing chronic homelessness are what most people still visualize when they hear the word “homeless.” People who are chronically homeless are defined as having been continually homeless for at least 12 consecutive months, or four times in the last three years. In addition, HUD’s definition also says the person must have a disability such as HIV/AIDS, mental illness, or be physically disabled. The number of homeless individuals in this category is low but they consume the most public resources due to the length of homelessness and the complexity of their problems. We estimate that in Chicago, chronically homeless individuals comprise approximately 18% of the total homeless population. Based on the 2005 point in time survey, this translates into an estimated 1,228 individuals.

Chicago has been successful in obtaining resources that are targeted to chronic homelessness.

- Chicago was one of three national awardees for the Collaborative Initiative for Chronic Homeless, which funds 59 units of permanent supportive housing for chronic homeless individuals.
- The Chronic Homeless Initiative was developed in collaboration with the Chicago Low-Income Housing Trust Fund and 15 homeless service providers. This Initiative will assist 204 chronically homeless individuals access permanent housing. Funding for this Initiative is expected by the close of 2005.





Housing Creation, Shelter Reduction and Prevention Assistance Dedicated Homeless Funding

Category	Type of Housing ¹	2002 Actual	2004 Actual ²	Goal for 2005 ³	Goal for 2012 ³
Permanent Housing Units ⁴	Permanent Supportive Housing	3,304 units	4,187 units	4,436 units	6,048 units
	Permanent Housing with Short-Term Supports	226 units	365 units	847 units	1,037 units
	Safe Haven	68 units	92 units	83 units	21 units ⁵
	Subtotal	3,598 units	4,644 units	5,366 units	7,106 units
Interim Housing Beds ⁶	Interim Housing	0 beds	945 beds	1,556 beds	1,842 beds
	Subtotal	0 beds	945 beds	1,556 beds	1,842 beds
Shelter Beds ⁶	Shelter	3,873 beds	2,896 beds	2,667 beds	300 beds
	Transitional Housing	1,938 beds	1,511 beds	950 beds	430 beds
	Subtotal	5,811	4,407	3,617	730
All Categories of Housing/Shelter	Subtotal Housing Units/Beds	9,409	9,996	10,539	9,678
Homeless Prevention	Subtotal Prevention Units of Assistance (Rent and Utility)	2,900 units of assistance	5,476 units of assistance	7,100 units of assistance	7,100 units of assistance
All Categories: Housing and Prevention	Total number in place to meet system need	12,309	15,472	17,639	16,778

¹The information included in this chart is taken from the 2005 HUD SuperNOFA Exhibit 1 Housing Activity Chart and the Continuum of Care Conversion Blue Print 10-year projections.

²The year-end 2004 information was collected from February to April 2005 in the Chicago Continuum of Care Inventory updated by the Partnership to End Homelessness.

³Goals for 2005 and 2012 are the initial projections outlined in the CoC Blueprint for Conversion 2/04, and will be refined each year based on previous year accomplishments.

⁴Permanent Housing counts "units" to represent traditional housing units.

⁵The number of Safe Haven units is expected to decrease as individuals are increasingly engaged in traditional permanent housing programs.

⁶Figures do not reflect the total annual usage of each bed, just the number of available beds in the system.

⁷The information included in this chart is taken from the 2005 HUD SuperNOFA Exhibit 1 Housing Activity Chart and the Continuum of Care Conversion Blue Print 10-year projections.

Plan to End Homelessness Goals for 2005

CORE PRINCIPLE	MEASURE OF PROGRESS	2005 GOALS	PROGRESS AS OF JUNE 30, 2005
Core Principle Prevention of Homelessness	1. Increase the number of households provided with emergency financial assistance.	<ul style="list-style-type: none"> 7,100 households will receive rental and utility assistance. 	<ul style="list-style-type: none"> An estimated 3,600 households have been assisted with prevention funds at the end of the 2nd quarter.
	2. 65% of households receiving prevention funds will retain their housing.	<ul style="list-style-type: none"> 4,615 households will remain in their housing after 6 months. 	<ul style="list-style-type: none"> A report on housing retention will be provided at the end of the year.
	3. Increase funds for homeless prevention assistance.	<ul style="list-style-type: none"> Raise \$100,000 for the Chicago Homeless Prevention Fund. 	<ul style="list-style-type: none"> Initiated a fundraising plan for the Chicago Homeless Prevention Fund within the philanthropic and business communities, with over 25 faith-based institutions committed to raising funds.
Housing First	1. Permanent supportive housing will be created to meet system need.	<ul style="list-style-type: none"> The number of permanent supportive housing units will increase by 15% (722 units). 	<ul style="list-style-type: none"> 45 units of new permanent, scattered-site housing are operational.
	2. Interim Housing will be phased in to replace current shelter beds.	<ul style="list-style-type: none"> The number of Interim Housing beds will increase by 78% (739 beds). 	<ul style="list-style-type: none"> CDHS announced funding of 739 beds of Interim Housing, replacing 876 beds of shelter.
	3. The number of chronically homeless individuals in permanent housing will increase.	<ul style="list-style-type: none"> Place an additional 300 chronically homeless individuals in permanent housing. 	<ul style="list-style-type: none"> The Chronic Homeless Initiative permanent housing program for 204 chronically homeless individuals was developed and submitted for funding.
	4. Members of the faith community will commit to sponsoring homeless families in permanent housing.	<ul style="list-style-type: none"> 50 homeless families will be sponsored in permanent housing by religious institution. 	<ul style="list-style-type: none"> 26 faith-based institutions committed to sponsoring homeless families in permanent housing.
Wraparound System of Services	1. HMIS will produce accurate information about the homeless system.	<ul style="list-style-type: none"> HMIS will be in use by August 2005 by 107 agencies/programs. 	<ul style="list-style-type: none"> 91 agencies (85% of total HMIS users) and three City Departments have been trained on HMIS.
	2. Chronic homeless individuals will be accurately counted through case management and HMIS.	<ul style="list-style-type: none"> Indicators of chronic homelessness will be taken from HMIS data, giving an exact count of the population. 	<ul style="list-style-type: none"> Data collection will begin in August 2005.
	3. Clients in the homeless system will experience uniformity of services that promote and increase income and housing retention.	<ul style="list-style-type: none"> A standardized case management tool will be developed and prepared for implementation. 	<ul style="list-style-type: none"> Project will begin in July 2005.
	4. Provide homeless families moving into permanent housing with furnishings through the "Home to Stay" program.	<ul style="list-style-type: none"> Conduct 15 furniture drives with community organizations. 	<ul style="list-style-type: none"> Four furniture drives have taken place with 10 more committed in the upcoming months. 12 families moving into permanent housing received furnishings from the "Home to Stay."



REFERENCE LIST

HUD SuperNOFA Application, Exhibit 1. June 2005.

"Implementation Schedule for Chicago's 10-Year Plan to End Homelessness." January 2005.

Heartland Human Care Services "Homeless Prevention Fact Sheet."

"Point-in-time Survey of Homeless Persons in the City of Chicago." James Lewis, Ph.D. Director of the Institute of Metropolitan Affairs, Roosevelt University, with the Chicago Department of Human Services, Division of Grants, Research, and Planning. June 2005.



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