

there's no place
like a home



chicago's plan to end homelessness

State of the Plan

DECEMBER 31, 2005



CITY OF CHICAGO • RICHARD M. DALEY, MAYOR



Message from the Mayor

January 2006 marks the third anniversary of the City of Chicago adopting an ambitious 10 Year Plan to End Homelessness. I am proud of the public and private investment in the Plan and the progress we have already made. Our efforts are producing very positive results. Over the past three years we have:

- Nearly doubled the number of people served with homeless prevention assistance (5,775 households in 2005), thereby reducing the number of people who enter the homeless system each year;
- Added 1,303 permanent supportive housing units;
- Phased in 1,497 beds of interim housing;
- Phased out approximately 1,948 beds of emergency and transitional shelter;
- In 2005, opened four new permanent supportive housing developments totaling 386 units for individuals and families, including 157 units for the homeless;
- Received funding commitments to permanently house 269 chronically homeless individuals, representing an estimated 22 percent of Chicago's chronically homeless population;
- Committed resources from the 2005 Skyway Funds that will assist over 900 homeless households;
- Initiated the Homeless Management Information System (HMIS) with 27 agencies and 273 qualified users. HMIS is new technology that will assist in the coordination of services and improve data collection on homeless persons; and,
- Launched a Faith-Based Initiative to increase the involvement of faith based and community organizations in the Plan to End Homelessness.

As we move forward into the fourth year of our Plan to End Homelessness, it is important to recognize the accomplishments that have been made by the many partners in the Plan and celebrate the hundreds of households that have had their personal homelessness ended. But there is still much work to do. In 2006 we have set new benchmarks that will move us closer to our ultimate goal.

Thank you for your interest in Chicago's effort to end homelessness.

Introduction



In January 2003, Mayor Richard M. Daley endorsed an ambitious effort to eliminate one of the seemingly intractable problems of our time—homelessness. Chicago’s Ten-Year Plan to End Homelessness (the Plan) was developed through a comprehensive community process involving hundreds of public and private stakeholders. It provides a strategic map to end homelessness in the city by 2012 through a fundamental shift in the way homeless services are delivered.

Together, the public and private sectors work to address the three core principles of the Plan to transition the city’s homeless system from a shelter-based system to a system that is based on permanent housing. These three principles are: Prevention of Homelessness, Housing First, and Wraparound Services. Thus far, many lessons have been learned that underscore the importance of the public-private collaborative, such as:

- People who are homeless represent a diverse population and experience a complex combination of challenges, requiring a range of service strategies centered on housing.
- Solving the problem of homelessness in our city requires advocacy to affect the policies of other institutions and at various levels of government.
- Transition of the system requires that organizations reshape their programs and apply new technology such as the Homeless Management Information System (HMIS).

As stated previously, the Plan calls for a transition of the homeless service system from a shelter-based system, focused on temporary fixes, to a housing-based system focused on long-term solutions. To that end, we should expect to see the number of interim and permanent housing units increase, with a corresponding decrease in the number of temporary shelter beds. Furthermore, with an in-depth understanding of who uses the shelter system and the characteristics and needs of the homeless, we can better determine how the system must change to provide effective services.

The first State of the Plan reported on the progress of the Plan during its first two years: 2003 and 2004. This document provides a snapshot of the progress made in 2005, and looks forward, as we head into the fourth year of the Plan, 2006.





essential new resources

Exciting new resources became available in 2005 that will have a positive impact on the Plan's progress in the coming year.

Statewide Rental Housing Support Program

Governor Blagojevich signed the Statewide Rental Housing Support Program into law in July 2005. Patterned after the Chicago Low Income Housing Trust Fund ("Trust Fund"), it will be the largest state-run rental subsidy program in the nation, generating approximately \$30 million per year to help 5,500 very low-income households across the state. **Forty percent, or approximately \$10 million, will be allocated to Chicago's Trust Fund and assist approximately 2,000 Chicagoans, 1,000 of whom are currently residing in homeless shelters.**

Skyway Funds

With the sale of the Skyway in 2004, the Chicago City Council allocated \$10 million over five years to the Department of Housing for the Plan and an additional \$5 million over five years to the Trust Fund. This new funding is being used to leverage additional investments to support projects that are integral to the Plan. **In 2005, funds were committed for capital improvements, prevention infrastructure, and permanent housing, assisting 900 homeless households. 2005 projects include:**

- Capital funding for 15 units of permanent housing for homeless youth developed by La Casa Norte
- Housing Locator Program to facilitate permanent housing placement for 600 homeless households
- Street-To-Home Initiative to provide permanent supportive housing for up to 100 homeless individuals living on the street
- Programming for the Faith-Based Initiative including "Interfaith Homes," operated by Interfaith Council for the Homeless





- Creation of the Chicago Homeless Prevention Fund, managed by Emergency Fund
- Predevelopment funding for six units of permanent supportive housing for homeless veterans, a project of Walls Memorial CME Church/Joshua Ministries

U.S. Department of Housing and Urban Development Funding

In 2005, new federal resources were generated through the coordinated efforts of the partners in the Plan. Through the 2005 HUD award, Chicago received over \$44 million in HUD McKinney-Vento funding, which renewed existing homeless programs and two new projects discussed below. The Chicago Department of Public Health also received over \$5 million in funding to renew the Housing Opportunities for People with AIDS (HOPWA) program that serves homeless households with AIDS.

Chronic Homeless Initiative

This new initiative sponsored by the Trust Fund was awarded \$4.2 million over two years to permanently house 204 chronically homeless individuals. This award includes funding for rental subsidies and supportive services. Each project partner will place chronically homeless persons into permanent housing and work with them to maintain their housing and live independently. The Trust Fund selected 15 experienced social service and housing providers as partners for this new project.

Housing for Serial Inebriates

A \$250,000 HUD award went to the Community Mental Health Council to provide permanent housing for 15 chronically homeless individuals struggling with a long-term addiction to alcohol. This program will work with unsheltered homeless individuals who have lived on the street for the past five years.





PREVENTION

In 2005, approximately 5,775 households were provided rent and utility assistance to prevent homelessness. Prevention resources have nearly doubled since the beginning of the Plan.

Prevention of homelessness is the first line of defense in successfully ending homelessness. The Plan contemplates three main ways to reduce the number of new households that become homeless:

- Direct financial assistance: Provide one-time or short-term financial assistance for back rent or utility assistance to people at immediate risk of losing their housing.
- Discharge planning: Work with other systems such as corrections, hospitals, and child welfare agencies to ensure that people are released into stable situations.
- Landlord-tenant interventions: Develop early intervention strategies to help resolve conflicts before they proceed to eviction.

Efforts in 2005 focused primarily on increasing the amount of financial resources available to households in need. The Chicago Homeless Prevention Fund, (CHPF), created in mid-2005, provides an opportunity for individuals, corporations, and communities to help support the Plan to End Homelessness. Managed by the Emergency Fund, the CHPF exceeded its initial fundraising goal of \$100,000 through donations from individuals, religious institutions, corporations, and a government grant. Peoples Energy made a lead gift of \$25,000 as part of the 150th anniversary of the Peoples Energy Philanthropy Program.



PREVENTION



Also in 2005, providers of prevention services began to collaborate on improving access to their resources and are in the final stages of creating a Prevention Call Center. The Prevention Call Center will be a common point of entry for homelessness prevention assistance, and the Call Center staff will have the tools to connect the household in need with appropriate, available funds on the first attempt.

Prevention Profile: Denise went to St. Sabina, a partner agency serving the South Side of Chicago, for rental assistance after receiving an eviction notice. Denise was a new mother who had an emergency C-Section that caused her to miss several weeks of work and fall behind on the rent. With the Emergency Fund, a fund manager at St. Sabina was able to pay the back rent immediately and remove the threat of eviction for Denise and her baby, who was just one month old at the time. Now Denise is back at work and in her home.

Prevention Goals for 2006:

- Implement the Prevention Call Center
- Develop discharge planning recommendations and a time frame for implementation with the Illinois Department of Corrections and Department of Children and Family Services.



HOUSING FIRST

In 2005, funding was allocated for 269 units of permanent housing targeted to chronically homeless individuals. These investments will help 22% of the estimated chronically homeless population.

The vision for 2012 is to have a housing system that responds to a homeless situation quickly and intentionally, by moving homeless individuals and families into appropriate and affordable permanent housing. Such response requires that we have enough permanent housing resources for people who are currently homeless or may become homeless, as well as services in place to sustain the housing. To achieve this goal, the existing shelter-based system is changing to a housing-based system with a range of permanent housing alternatives, including short-term rental subsidies, permanent supportive housing, and access to affordable rental housing.

As stated in the State of the Plan in June, 2005, we are employing three strategies to increase the amount of permanent housing available to people who are homeless. Progress has been made in all three areas:

1. Access private market units made affordable with subsidies.

Street-To-Home Initiative

This five-year project supported by Skyway Funds will provide permanent supportive housing resources for up to 100 homeless individuals who live in public spaces. A one-night count of Chicago's homeless on January 27, 2005, found there were an estimated 1,727 unsheltered homeless individuals, with the highest concentrations found along the lakefront and in downtown areas. To date, 50 rental subsidies have been committed for this project by the Trust Fund.

Under this initiative, partner agencies will conduct outreach to unsheltered homeless, place them in permanent housing, and provide the necessary services to help the clients maintain their housing. Five agencies with proven track records working with this population were selected as project partners. Along with the Chronic Homeless Initiative, this program will provide greater resources for the chronically homeless.

Master Lease/Whole Lease

Master Lease, also referred to as Whole Lease, is a model of permanent housing that refers to the leasing of an entire building or a portion thereof by a nonprofit organization, which then provides subleases to homeless clients. This strategy adds to the inventory of available supportive housing units without the need for major financing or the time delays associated with new development. While new to Chicago, this model has had tremendous success in San Francisco, where over 1,000 homeless individuals have been housed using this strategy.

HOUSING FIRST



In 2005, the Trust Fund approved a demonstration of a Master Lease project with Inspiration Corporation, a homeless service organization, to lease a 27-unit apartment building. The Corporation for Supportive Housing will develop a manual in conjunction with this project to help other nonprofit providers replicate the model.

2. Access private market units that are affordable to low-income renters.

Housing Locator Program

This new program is designed to facilitate housing placement of families in shelters and interim housing programs more quickly by identifying available private market rental units that are or can be made affordable to households exiting the homeless system. While the primary goal of the program is to secure housing for 600 households per year, it is also intended to build the expertise and capacity of Chicago's homeless system in easing access to permanent housing units.

3. Develop new units through new construction and capital improvements.

In 2005, 257 new units of permanent supportive housing dedicated to homeless households were added to the homeless system. Highlights of some of these projects include:

The Leland Apartments. Developed by Heartland Alliance in partnership with more than 13 other public and private organizations, this project opened in October in the Uptown community. It offers 137 units of affordable housing, including 50 units dedicated exclusively to homeless clients.

The Studios at 618 South Wabash is the newest addition to the Chicago Christian Industrial League community. This 169-unit development is located in the heart of the Loop. Fifty units are reserved specifically to house formerly homeless individuals.

Casa Kirk Apartments, located on the 3200 block of E. 92nd Street, was developed by Interfaith Housing and Claretian Associates. The five new six-flat buildings provide 29 family-size apartments, with six units dedicated to housing homeless families.



The Leland Apartments



HOUSING FIRST



Casa Kirk Apartments

Wentworth Commons was developed by Lakefront Supportive Housing. The project is located at 111th and Wentworth in the Roseland Community and includes 27 apartments for families and 24 efficiency apartments for single adults. Twenty units are dedicated exclusively for homeless clients.

New Model Shows Promise: Interim Housing

Interim housing is the short-term housing program designed to rapidly rehouse homeless persons into appropriate and affordable permanent housing within a 120-day time goal. Focused on stabilization, assessment, and housing placement, interim housing will replace traditional shelter beds as the Plan progresses.

The interim housing model has been in place for two-and-a half years and had 1,497 beds in the system at year-end. The Chicago Continuum of Care, with assistance from the Chicago Department of Human Services (CDHS), has studied an initial group of 12 interim housing providers over a two-year period. The preliminary results of this research indicate positive advances toward the goals of the Plan such as:

- An average length of stay of 97 days, less than the program goal of 120 days
- An average of 70% of interim housing clients moved directly into stable housing in the community, well over the initial goal of 50% and significantly better than the placement rates for the other temporary housing models such as transitional shelter (45%) and second stage (52%).

Housing First Goals for 2006:

- Increase permanent supportive housing by 1,094 units and permanent housing with short-term supports by 202 units with resources from the Statewide Rental Housing Support Program, conversion of transitional housing programs, and opening new units currently under development
- Increase interim housing by 305 beds
- Decrease temporary shelter beds by 500
- Increase access to private market units with and without subsidies for 600 homeless households
- Develop a centralized waiting list for permanent supportive housing units for homeless households

WRAPAROUND SERVICES



Wraparound services are essential to the Plan to End Homelessness because services are tailored to support an individual's or family's stability and self-sufficiency. There are two significant and cost-effective ways the current system of supportive services can expand its capacity to meet the needs of people experiencing homelessness in Chicago: employ standards of practice and increase the use of resources that are available to the general public.

Improving Continuity of Care for People Experiencing Homelessness

There are nearly 100 programs that provide supportive services specifically for the homeless in the city of Chicago, serving thousands of households each year. To ensure quality and continuity of care for all individuals and families facing homelessness, case management standards are needed to guide agency practice and document the effectiveness of the services. A standard case management system is projected to begin implementation in 2006 and be fully operational in 2007.

Increasing the Role of Mainstream Resources in Service Delivery

Virtually all people who find themselves homeless have access to resources or entitlements that are available to other low-income people. Also called "mainstream resources," such services include public benefits such as Medicaid, Food Stamps, and Supplemental Security Income. These resources are an important part of the service delivery package to make sure that all available supports are taken advantage of—whether to fill a short-term gap or a long-term need.

Home to Stay Furniture Drive Program

Operated by CDHS with the Salvation Army, this program works to involve community organizations to provide furniture for those moving into permanent housing. Seven furniture drives were held in 2005, collecting 605 pieces of furniture that assisted 173 families. Eight drives are planned for 2006.

Wraparound Service Goals for 2006:

- Develop and implement a standard case management model, led by the Chicago Department of Human Services (CDHS) and the Chicago Continuum of Care
- Conduct eight furniture drives through the Home to Stay Furniture Drive program
- Ensure that the majority of Continuum of Care partners screen for mainstream entitlements



SYSTEM INFRASTRUCTURE & INTEGRATION

The three core tenets of the Plan, *Prevention, Housing First*, and *Wraparound Services*, require an underlying infrastructure to support the Plan in order to be effective and efficient. The Implementation Schedule outlines eight key elements necessary to successfully support the Plan's goals: technology, system transition, coordinated resource development, policy change and advocacy, communications, evaluation, mainstream resources, and training and technical assistance.

While *infrastructure* refers to these key elements, *integration* focuses on coordinating these elements to maximize the use of public and private funds, increase access to services for those who need them, and coordinate service delivery city-wide to ensure every community is served efficiently. While these elements have been discussed throughout this report, two warrant further discussion.

Technology

In August 2005, CDHS instituted a Homeless Management Information System (HMIS). There are currently 106 HMIS users, 228 users pending certification, and another 1,024 potential users in the training process. HMIS will link all services to one shared system. It will assist government, service providers, and other partners in understanding the current use of the homeless service system and obtain data to evaluate the implementation of the Plan.

In 2006, it is anticipated that HMIS will add a component to track homelessness prevention activities. This feature would be unique to Chicago's HMIS system, as it is not a component required by HUD's regulations. HMIS will provide an unduplicated count of callers, document the number of times each caller has sought assistance, and identify households before they become homeless, leading to greater understanding of the effectiveness of homelessness prevention assistance.

Training and Technical Assistance

The successful transition of the homeless system from shelter to permanent housing requires that homeless service agencies receive the support they need to change their programming according to the goals of the Plan. A large part of that support is provided through training and technical assistance. In 2005, over 1,000 persons representing approximately 100 service providers received training or technical assistance focused specifically on developing and maintaining permanent housing, organizational assessment, conversion to interim housing, chronic homelessness, and employment and workforce development strategies.

As we move forward in 2006, efforts will focus on continuing to integrate a cohesive and comprehensive system infrastructure, advocating for additional federal and state resources to support the Plan, evaluating data from the HMIS system, and providing training and technical assistance to agencies.

PARTNERS IN THE PLAN



System Infrastructure & Integration Goals for 2006

- 100% participation of required homeless service providers in the HMIS
- Initiate research and evaluation initiatives

Faith-Based Community

In March 2005 Mayor Daley announced a Faith-Based Initiative for the Plan to End Homelessness. The faith community in Chicago has an excellent reputation and tradition of responding quickly to our most vulnerable citizens. The City hopes to continue that tradition by collaborating with faith based institutions in programs such as "Interfaith Homes," a program of Interfaith Council for the Homeless that pairs communities of faith with homeless households to pro-

vide mentorship and timelimited financial assistance. Other opportunities include the Chicago Homeless Prevention Fund and the Home to Stay Furniture Drive program discussed previously. The Department of Housing also began publishing a quarterly newsletter called "Welcome Home," to engage Chicago's faith, corporate, and civic communities in the Plan to End Homelessness.

Private Philanthropy

In 2005, over \$26 million was granted to homeless service agencies for supportive services and other operations. Private foundation grants are extremely valuable to nonprofits, as they enable nonprofits to supplement and enrich their services. Private foundations such as McCormick Tribune Foundation/Tribune Charities, Polk Bros. Foundation, Prince Charitable Trusts, and the Chicago Community Trust have played a critical role in the development and implementation of Chicago's Plan to End Homelessness.

Homeless Constituents

People who are or have experienced homelessness play a significant role in the Plan to End Homelessness through the Chicago Continuum of Care. Their participation helps ensure that the Plan addresses the needs of the homeless and makes Chicago's Plan unique among the many initiatives around the country.

Homeless Service Providers

After homeless consumers, it is homeless service providers that are affected most directly by the Plan to End Homelessness. It is the providers that are being asked to change, modify, or even discontinue their services to be consistent with the goals of the Plan. Their input and participation is crucial to ensure a smooth transition of the homeless system.



Housing Creation, Shelter Reduction, and Prevention Assistance Dedicated Homeless Funding

| Category | Type of Housing | | 2002 Actual ⁽¹⁾ | 2004 Actual ⁽¹⁾ | 2005 Actual ⁽¹⁾ | Goals for 2006 ⁽²⁾ | Goals for 2012 ⁽²⁾ |
|-----------------------------------------------|-------------------------------------------------------------------|-------|----------------------------|----------------------------|----------------------------|-------------------------------|-------------------------------|
| Permanent Housing Units | Permanent Supportive Housing | units | 3,304 | 4,187 | 4,300 | 5,397 | 7,586 |
| | Permanent Housing w/Short-Term Supports | units | 226 | 365 | 509 | 711 | 1,115 |
| | Safe Haven | units | 68 | 92 | 92 | 92 | 21 |
| | Subtotal | | | 3,598 | 4,644 | 4,901 | 6,200 |
| Interim Housing Beds ⁽³⁾ | Interim Housing | beds | 0 | 945 | 1,497 | 1,802 | 3,632 |
| | Subtotal | | | 0 | 945 | 1,497 | 1,802 |
| Shelter Beds ⁽⁴⁾ | Shelter | beds | 3,873 | 2,896 | 2,517 | 2,200 | 300 |
| | Transitional Housing | beds | 1,938 | 1,511 | 1,346 | 1,154 | 0 |
| | Subtotal | | | 5,811 | 4,407 | 3,863 | 3,354 |
| All Categories of Housing/Shelter | Subtotal Housing Units/Beds | | 9,409 | 9,996 | 10,261 | 11,356 | 12,654 |
| Homeless Prevention ⁽⁵⁾ | Subtotal Prevention Units of Assistance (Rent and Utility) | | 2,900 | 5,476 | 5,775 | 7,100 | 7,100 |
| All Categories: Housing and Prevention | Total number in place to meet system need | | 12,309 | 15,472 | 16,036 | 18,456 | 19,754 |

Sources:

(1) *Housing Activity Chart*, updated quarterly. Prepared by DOH, in collaboration with CDHS, Chicago Continuum of Care, and the Partnership to End Homelessness.

(2) Originally, the Implementation Schedule for Chicago's 10-Year Plan to End Homelessness: *Getting Housed, Staying Housed*, January 2005, provided the primary source for the Plan's goals through 2012. Since the publication of that report, updated methodology and new data has become available, necessitating a revision of those goals. With the application of these new sources, projections have been adjusted to best meet the needs of the homeless population. In this report, the goals for 2006 and 2012 have been derived from working papers, "2006 Projections," developed by DOH, CDHS, the Continuum, and the Partnership to End Homelessness.

Notes to data:

(3) The June 2005 report projected the number of interim housing units for families and did not convert it to beds. The projections in this report does convert interim housing beds from units and therefore appears higher than previously stated.

(4) Though the Plan calls for the complete phasing out of shelter beds, CDHS will maintain its capacity to open additional emergency beds as conditions or circumstances warrant.

(5) Units of homelessness prevention are not separated by individuals and families.

For the breakdown of the above chart between singles and families please go to www.cityofchicago.org. Click on Departments, and then Housing, and go to the "There's No Place Like a Home" section.



Reference: Homeless Count on January 27, 2005

| Population | Jan. 27, 2005 |
|------------------------------------------------|---------------|
| Sheltered | |
| Persons in Families Sheltered | 2,651 |
| Unaccompanied Youth Sheltered (up to age 21) | 110 |
| Individuals Sheltered | 2,227 |
| Subtotal Sheltered | 4,988 |
| Unsheltered | |
| Persons in Families Unsheltered | 26 |
| Unaccompanied Youth Unsheltered (up to age 21) | 27 |
| Individuals Unsheltered | 1,674 |
| Subtotal Unsheltered | 1,727 |
| | |
| TOTAL HOMELESS | 6,715 |

Reference List

HUD SuperNOFA Application, Exhibit 1. June 2005.

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

"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.



City of Chicago
Richard M. Daley
Mayor



Chicago Department of Housing
John G. Markowski
Commissioner

