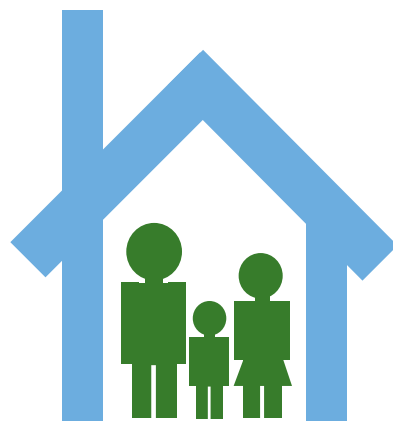


there's no place
like a home



chicago's plan to end homelessness

State of the Plan

DECEMBER 31, 2006



CITY OF CHICAGO • RICHARD M. DALEY, MAYOR



Message from the Mayor

The report culminating the fourth year of Chicago's Ten-Year Plan to End Homelessness celebrates the progress that we as a community are making in changing the lives of people who find themselves homeless. While this past year we saw the lowest number of homeless households since before the Plan began in 2003, much work remains to be done before we can claim victory in this struggle.

In this past year we have implemented special projects targeted to different types of homeless populations. Some of the more important accomplishments we made in 2006 include:

- Assisting 7,145 households with homelessness prevention assistance; 24% more households than 2005, and 140% more than in 2003, the first year of the plan;
- Adding 495 more units of permanent supportive housing, including 300 units for long-term homeless individuals and 16 units of permanent housing for youth, for a net increase of 1,798 units since 2003;
- Assisting more than 400 households move quickly and directly out of shelter into unsubsidized permanent housing through two initiatives targeted to households with income to pay rent;
- Creating the framework for the Homelessness Prevention Call Center that will be operational in early 2007; and,
- Funding a pilot project to systematically change the way people who are homeless with severe mental illness access disability financial benefits.

We are continually investing in the strategies and services that have been proven to work while targeting our resources so everyone gets the proper type of support to succeed. Thank you for your continued support of Chicago's Ten Year Plan to End Homelessness.

Sincerely,

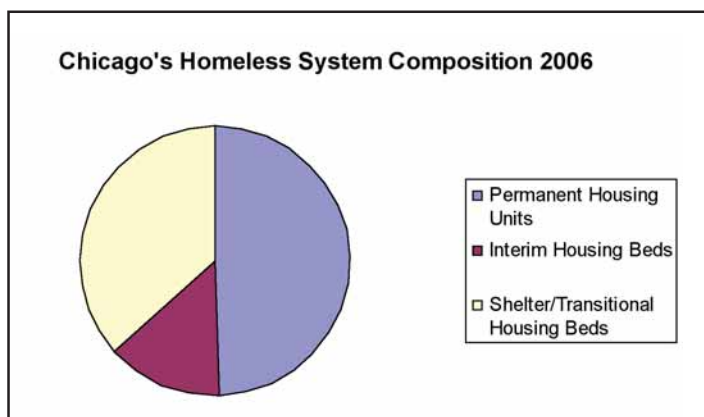
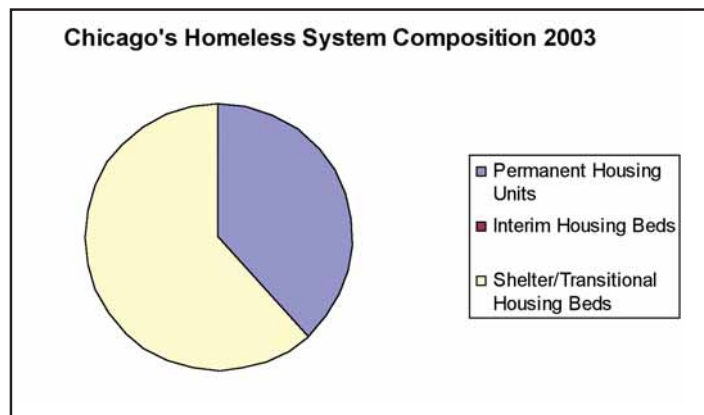
Richard M. Daley, Mayor



INTRODUCTION

At the end of the fourth year of our Ten-Year Plan to End Homelessness in Chicago, we have achieved over 70% of our overall production goals for prevention resources, permanent supportive housing units, and interim housing beds. We also are proud to report the lowest levels of Chicagoans experiencing homelessness in City-funded programs in the past five years—an 8.75% decrease in homelessness between FY05 and FY06, and a net decrease of 6.3% since FY03.

Chicago continues to provide leadership for the rest of the country on implementing its Plan, and achieving “systems change.” As such, public funding—local and federal—and private funding have shifted to support the priorities that have been jointly determined with the homeless service community. Implementation of the Plan, while coordinated through the City, continues to be a public-private venture with both sectors taking responsibility.



As a result, our system looks quite different than it did four years ago. In 2003, Shelter/Transitional Housing beds comprised 62% of the homeless service system, with Permanent Housing units only representing 38% of the system. By the end of 2006, Permanent Housing units comprised 49.5% of the system, Interim Housing 13.5%, and Shelter/Transitional Housing 37% of the system. The accompanying charts illustrate the change in the composition of our system since 2003.

While we make headway in changing our homeless system to be more effective, we must stop the flow of people returning to or entering homelessness for the first time. This problem is directly related to other systems such as corrections, hospitals and mental health facilities, as well as general poverty rates. A 2006 snapshot of Stroger Hospital found that 19.8% of the inpatients met the definition of homelessness (Buchanan, 2006). According to the Chicago Department of Human Services (CDHS) 2006 Annual Report, 4.8% of households served came directly from prisons or jail, and 2% came from hospitals. Combined, the total makes for nearly 1,000 households simply being “transferred” from one publicly funded system to another.

As we enter the 5th year of the Plan, we anticipate many exciting opportunities with new resources, infrastructure, and outcomes to announce in this and future reports.



PREVENTION

Prevention is the first line of defense against homelessness. The Plan provides for three major strategies to prevent Chicagoans from becoming homeless in the first place:

1. FINANCIAL ASSISTANCE

For one-time or short-term shortfalls such as back rent or utility assistance;

2. DISCHARGE PLANNING

From public systems such as hospitals and corrections to ensure people are released into stable living situations; and,

3. LANDLORD-TENANT INTERVENTIONS

To mediate disputes to avoid eviction proceedings.

In 2006, 7,145 units of prevention assistance were provided to Chicago households at imminent risk of becoming homeless; 101% of our goal for the year. Approximately 75% of the assistance went to rent and security deposits, and 25% for utilities.

Homelessness Prevention Call Center

An exciting and significant contribution to the prevention effort is planned for early 2007: The Homelessness Prevention Call Center. The City of Chicago's Departments of Housing, 311, Business Information Systems, and Human Services, came together with the major homelessness prevention providers to improve access to the types of emergency resources necessary to prevent vulnerable households from becoming homeless. To achieve this, the public-private partnership, under the auspices of Catholic Charities, is preparing to launch the Homelessness Prevention Call Center. The new Call Center will be the single point of entry for those who are in danger of becoming homeless. People in need of short-term financial assistance to avoid eviction or utility shut-off will call 311, and then be seamlessly transferred to the Call Center. Call Center staff is being trained to screen households for eligibility and connect them with appropriate funding available to their situation. The Homelessness Prevention Call Center is on target to be operational in early 2007.



Discharge Planning: Returning Home Initiative

Every year in Illinois, the state prison system releases approximately 26,000 people back to the Chicago region (Chicago Metropolitan 2020, 2006). In 2006, nearly 600 households served by Chicago's homeless system came immediately from prison or jail (Chicago Department of Human Services, 2006). This does not account for the incarceration histories of the remainder of the homeless population, estimated 50% of the homeless population, based on the 2005 Homeless Count.



PREVENTION

In 2006, the Corporation for Supportive Housing (CSH) received \$6 million from the Robert Wood Johnson Foundation to develop 1,000 permanent supportive housing units nationally—with 400 units expected for Chicago—for homeless and disabled ex-offenders who are frequent users of the correctional system. Called the *Returning Home Initiative*, it seeks to demonstrate that supportive housing can break the expensive and ineffective cycle of homelessness and incarceration.

Two other initiatives with a similar focus on discharge planning are also currently operating: the *Frequent Users Program*, funded by the Chicago Community Trust, is a data-sharing program across the various public/institutional systems, to identify users common to more than one system. In the second, the *Cook County Mental Health Court*, defendants that have open cases with the state's Office of Mental Health can receive probation if they agree to work with service providers on mental health, housing, and employment, and have regular status hearings with the Court. A federally-funded program, the *Community Reintegration Collaborative*, provides the supportive services connected with the Mental Health Court.



HOUSING FIRST

The second tenet of the Plan is to create a homeless system that can respond to a homeless situation quickly and intentionally by moving the household directly into safe, affordable, permanent housing, and to provide the services necessary to stay housed. In 2006, the focus was on applying the Housing First strategy in targeted ways with different populations. Through multiple strategies, we were able to apply Housing First to a more general population, including the non-disabled. Several noteworthy initiatives and outcomes in 2006 included:



Interim Housing Outreach Project

In the spring of 2006, the Department of Housing and Department of Human Services created a one-year project called the Interim Housing Outreach Project (IHOP), to speed the transition of homeless clients out of the Emergency Shelter Response Network (ESRN) to interim housing or directly back into permanent housing. The goal was to achieve change in service delivery as a result of a one-time investment.

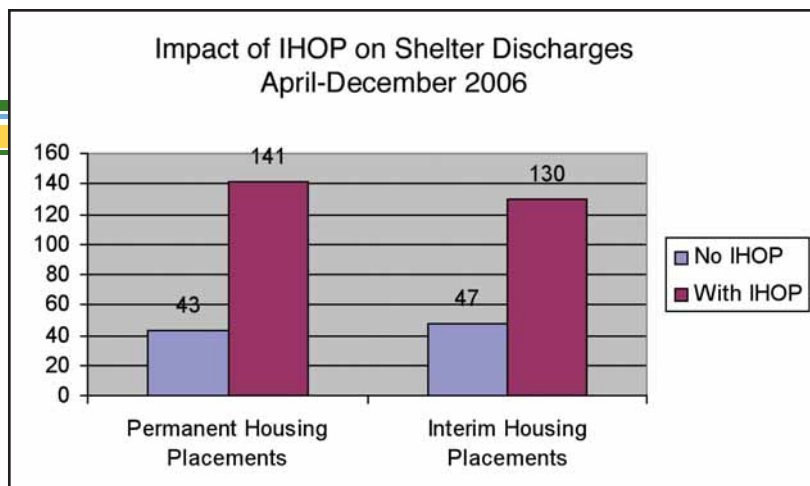
In 2006, we added 495 units of permanent supportive housing to the system inventory for a total of 5,396 units; 87% of our goal for the year.



HOUSING FIRST

Three interim housing agencies—The Inner Voice, Cornerstone Community Outreach and Humboldt Park Social Services —provided on-site services to all emergency response sites to conduct housing assessments and referrals. The three agencies were also provided with a pool of funds to help with security deposits and first month’s rent. Inner Voice, which contracts for the entire ESRN, has incorporated the IHOP activities into its standing contracts. Additionally, the three agencies will continue their relationship with the Emergency Fund that will assist them in preventing long-term shelter stays.

The Inner Voice, Inc. conducted a comparative analysis to examine the impact of IHOP on shelter discharges from ESRN. For the periods of April–December 2005 and April–December 2006 data results reflected the following:



In 2006, 272 households were placed in permanent housing through the Housing Locator Program. By year-end, 88% of those had remained housed.



Housing Locator Program Update

The Housing Locator Program (HLP) began in February 2006, and was designed to facilitate rapid housing placement of individuals and families in the shelter system. Housing placement was to be accomplished with two basic strategies: working with shelter providers to identify clients with resources to sustain housing; and building relationships with landlords in the private market to provide safe, affordable housing.

In the 2007 program year, the goals of the program have been expanded to include a prevention component; that is, using HLP to relocate households who are facing eviction or are in crisis to stop homelessness at the front door.



HOUSING FIRST

Street-To-Home Initiative Update

Also started in February, 2006, the Street-To-Home Initiative works to move individuals living unsheltered in the public space directly into housing and to provide the case management services necessary to help them stay housed. In 2006, 87 individuals were housed; 74% of them qualified as chronically homeless, under the HUD definition. By year-end, 72% had successfully retained their housing.



In 2007, the Street-To-Home Initiative will be expanded from 100 to 121 clients, based on existing agency capacity, with unit subsidies provided by the Chicago Low-Income Housing Trust Fund.

A program survey conducted at year-end found that among those housed through the Street-To-Home Initiative, there was a:

- 76% decrease in the number of hospital visits needed;
- 92% decrease in the number of arrests; and that
- 32% of clients increased their income.



WRAPAROUND SERVICES

The third core tenet of the Plan is Wraparound Services; that is, ensuring that those in housing have access to the right mix of support services to help them maintain their housing. Several initiatives are underway to target specific barriers to housing, and ensuring that services were sufficient to maintain housing.

Supplemental Security Income Presumptive Eligibility Outreach Project

The SSI Presumptive Eligibility Outreach Project is a pilot program to systematically change the way homeless people with severe mental illness access public entitlements. Through the SSI Presumptive Eligibility project, homeless, mentally ill individuals will be granted immediate cash assistance and medical benefits if presumed to have a debilitating condition by designated staff at a Chicago Social Security Administration office. Expediting the receipt of income is critical to moving this population into permanent housing.



WRAPAROUND SERVICES

The Social Security Administration and the Illinois Department of Human Services Bureau of Disability Determination Service have agreed to serve 50 chronically homeless individuals in Chicago. This income, coupled with Medicaid benefits, can help recipients access appropriate and affordable supportive housing and receive critical health care.

This initiative is funded by the Department of Housing and coordinated by the Corporation for Supportive Housing (CSH). Three mental health providers—Health and Disability Advocates, Thresholds, the Community Mental Health Council—work in collaboration to facilitate the goals of the SSI Presumptive Eligibility Outreach Project.

Assertive Community Treatment Resources for Chronically Homeless

The ARCH program in Chicago (Assertive Community Treatment Resources for Chronically Homeless) is one of eleven sites across the nation participating in a three-year collaboration with the U.S. Department of Health and Human Services, the U.S. Department of Housing and Urban Development, and the U.S. Department of Veterans Affairs. The project is in its third and final year and has successfully housed 59 individuals and served over 100 others with case management services. After this year, the project will continue to provide permanent housing, and funding will be secured through the Illinois Department of Human Services Divisions of Alcoholism and Substance Abuse and Mental Health to maintain the supportive services.

ARCH provides permanent housing and intensive case management for chronically homeless men and women with mental health, substance misuse, and/or co-occurring disorders. Services are provided through a team of qualified case managers, and medical and psychiatric staff. The team provides outreach and work with long-term homeless individuals to secure a unit using their Shelter Plus Care Subsidy, provide supportive services to tenants in their housing, and connect the tenants to mainstream resources and services in their community.

Over the past year, the team has been able to consistently maintain a 94% housing retention rate for their clients while also helping them to enhance their quality of life.



PARTNERS IN THE PLAN

Chicago Alliance to End Homelessness

In December 2006, the Chicago Continuum of Care consolidated resources with the Partnership to End Homelessness, forming a new organization called the *Chicago Alliance to End Homelessness*. The mission of the Chicago Alliance to End Homelessness is to create, support, and sustain effective strategies to end homelessness in Chicago. The Alliance's predecessor organizations had each established successful track records in slightly different areas. The Partnership, founded in 1999, was a collaboration of 86 homeless service providers that worked to help agencies transition according to the Plan, secure new funding and maintain strong public/private collaboration.



PARTNERS IN THE PLAN

The Continuum, founded in 2001, was a community-driven collaborative of providers, government agencies, funders, advocates, and people who were homeless or formerly homeless. Its twofold purpose was to support the Plan and to manage funding for homeless services from the U.S. Department of Housing and Urban Development (HUD).

The consolidation has brought together the best of both organizations. The Alliance seeks to create a single and powerful voice for ending homelessness, remove duplication of effort, coordinate and strengthen the work of implementing Chicago's Plan, and optimize the use of finite resources.

The Ruby Slipper Award

At an event held on November 3, 2006, the Mayor presented the City's first Ruby Slipper Award to Sol Flores, Executive Director of La Casa Norte, a non-profit organization that provides services to homeless individuals and families. The award recognizes Ms. Flores' exemplary commitment to Chicago's Plan to End Homelessness and to the vision of "there's no place like a home."



The ceremony also officially opened La Casa Norte's Solid Ground

Supportive Housing Program. The project provides permanent housing for 16 homeless and at-risk young men between the ages of 16 and 21 in the Humboldt Park community. The agency develops a specialized plan suited to each individual's strengths, needs, and challenges. They provide crisis services, case management, prevention, emergency and permanent housing, substance abuse services, and educational and job readiness & placement opportunities.

The Solid Ground project is in a three-flat building which was rehabilitated at a cost of \$1.2 million, of which \$307,560 came from the proceeds of the lease of the Chicago Skyway.



PARTNERS IN THE PLAN

The Pursuit of Happiness

We were also privileged to host a pre-screening of Sony Picture's *The Pursuit of Happiness*, sponsored by the Department of Housing and the U.S. Interagency Council on Homelessness. The film, starring Will Smith, is based on the life of Christopher Gardner. Mr. Gardner, who along with his five-year old son was once homeless, went on to become one of Chicago's business leaders. Attended by a diverse group of civic leaders with opening remarks by Mr. Gardner, this film reminded us about the daily struggles of those who live life on the margins, and lent a human face to our efforts.



LOOKING TO THE YEAR AHEAD

While we have made considerable progress in the last four years, we still have a lot of work to do. To address this work, many exciting and important initiatives and resources are planned for 2007, including:

- The kick-off of the Homelessness Prevention Call Center, routed through 311, to help people stay in their current home and avoid becoming homeless;
- The Rental Housing Support Program: The Board of Directors of the Chicago Low-Income Housing Trust Fund passed a \$4 million allocation in rental subsidies targeted to long-term homeless individuals and families;
- An increase in Interim Housing beds, supported through the funding goals of the Department of Human Services;
- The addition of a prevention component to the Housing Locator Program; and
- An expansion of the Street-To-Home Initiative.

Several other initiatives are in the planning stages to both support existing programs and resources, and to create new ways to achieve the goals of the Plan through transitioning the system toward the long-term solution of permanent housing. The chart on the following page provides detailed information on the progress we've made to date and the goals we hope to achieve in years to come.



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

Category	Type of Housing		Actual System Inventory at Year-End				Future System Goals	
			2002	2004	2005	2006 ⁽⁵⁾	2007	2012
			Total ⁽⁴⁾	Total ⁽⁴⁾	Total	Total	Total	Total
Permanent Housing Units	Permanent Supportive Housing	units	3,304	4,187	4,300	4,772	5,982	7,586
	Permanent Housing w/Short-Term Supports	units	226	365	509	532	534	1,115
	Safe Haven	units	68	92	92	92	92	21
	Subtotal		3,598	4,644	4,901	5,396	6,608	8,722
Interim Housing Beds ⁽¹⁾	Interim Housing	beds	0	945	1,497	1,470	2,642	3,632
	Subtotal		0	945	1,497	1,470	2,642	3,632
Shelter Beds ⁽²⁾	Shelter (ERC, OS, TS)	beds	3,873	2,896	2,517	2,786	2,234	300
	Transitional Housing	beds	1,938	1,511	1,346	1,171	960	0
	Subtotal		5,811	4,407	3,863	3,957	3,194	300
All Categories of Housing/Shelter	Subtotal Housing Units/Beds		9,409	9,996	10,261	10,823	12,444	12,654
Homeless Prevention ⁽³⁾	Subtotal Prevention Units of Assistance (Rent and Utility)		2,900	5,476	5,775	7,145	7,100	7,100
All Categories: Housing and Prevention	Total number in place to meet system need		12,309	15,472	16,036	17,968	19,544	19,754

Notes to data:

(1) 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.

(2) 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.

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

(4) Housing counts through 2004 did not differentiate units/beds for individuals from those for families. Since that time, data collection has become more refined, in part through the implementation of HMIS and other new technologies, allowing for more specific breakdown.

(5) The increase in shelter-type housing from 2005 to 2006 is attributed to inventory data received from Pacific Garden Mission in the 2006 survey.

Sources of data can be found in the reference section below.

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CITY OF CHICAGO
Richard M. Daley, Mayor



Chicago Department of Housing
John G. Markowski, Commissioner