

there's no place  
like a home



chicago's plan to end homelessness

State of the Plan

DECEMBER, 2007



CITY OF CHICAGO • RICHARD M. DALEY, MAYOR



## Message from the Mayor

In 2003, Chicago became one of the first cities in America to develop a comprehensive plan to end homelessness. Our goal was to find new ways to prevent homelessness. It was also to help turn around the lives of those who are homeless and who live without shelter or work so that they could share in the promise of Chicago. Our approach is holistic and designed to help homeless individuals go from our street to permanent housing and jobs.

In the first five years, we made considerable progress. But we need to continue our work to address the issues that force people into homelessness.

It will take the continued energy and collaboration from all partners in the Plan to be successful.

### Some of the more important accomplishments of 2007 include:

- Adding 587 more units of permanent supportive housing, including 100 units for veterans and 200 units for the chronically homeless;
- \$4 million in funding for permanent housing for long-term homeless individuals and families through the Chicago Low-Income Housing Trust Fund;
- Launch of the Homelessness Prevention Call Center that received calls from 17,000 households;
- A record grant of \$45.3 million from the U.S. Department of Housing and Urban Development for homeless housing and services.

In the coming year we will work with our public and private partners to create new strategies that will prevent homelessness, shorten the time that individuals and families experience homelessness, and ultimately break the cycle of homelessness. We thank you for your support of Chicago's Ten-Year Plan to End Homelessness.

Sincerely,

Mayor Richard M. Daley

# Introduction



Our measures and benchmarks continue to show progress toward the goals of Chicago's Ten-Year Plan to End Homelessness. At our midway point, we are at 80% of our initial production goals for our prevention resources, permanent supportive housing units, and interim housing beds. We also documented a 12% decrease in homelessness between the 2005 and 2007 homeless counts—a 4% decrease among singles and a 23% decrease among families. More important than the statistics, however, is the impact these efforts are having on those who actually experience homelessness. As one case manager put it, “people are rebuilding a trust with society.”

We've learned significant lessons along the way and have modified our approach to service provision based on these lessons. For example, by steering those with multiple barriers to stability toward our more service-rich programs, while matching households with less intensive needs toward mainstream and community services, we can better serve both. Further examples of how some of what we have learned will be used to guide policy and programming include:

- Homeless individuals with multiple barriers to housing such as poor credit and/or criminal histories, can obtain and retain housing.
- Permanent housing drastically changes the type of services homeless people use – from costly, emergency response services to more proactive, supportive, outpatient services.
- Income levels increase with stable permanent housing.
- Financial investments for housing relocation, such as security and utility deposits, help make a transition from shelter faster and smoother.

Chicago continues to provide leadership for the rest of the country on implementing its Plan and achieving “systems change.” This means we are effectively transitioning our homeless system from short-term fixes such as emergency shelter, to long-term solutions of permanent housing.



# PREVENTION

Prevention is the first line of defense against homelessness. With solid prevention strategies, we can prevent Chicagoans from ever becoming homeless. To this end, the Plan employs three major strategies:

## 1. FINANCIAL ASSISTANCE

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

## 2. DISCHARGE PLANNING

To ensure people exiting public systems such as corrections and hospitals are released into stable living situations

## 3. LANDLORD-TENANT INTERVENTIONS

To mediate disputes to avoid evictions

In 2007, 6,322 units of prevention assistance were provided to Chicago households at imminent risk of becoming homeless; 91% of our goal for the year.



## Prevention Call Center

In 2007 the vision of a central intake point for homelessness prevention resources became a reality. The Homelessness Prevention Call Center was launched on February 2, 2007 as a result of significant public-private investment, coordination, and collaboration. The Call Center is accessed through 311 City Services by dialing 3-1-1. The Call Center screens for a variety of fund sources including state, federal, private, and United Way resources for rent, mortgage and utility payments.

At year's end, the Call Center had received over 45,000 service requests from 17,000 households. For the first time the Call Center is now able to capture client requests in a database. From this information, we learned that of the households requesting assistance, 32% were eligible and over 53% were ineligible for the type of financial assistance currently available.<sup>1</sup> This information will help the City and its partners develop new responses to people in need of homelessness prevention services.

# PREVENTION



## DISCHARGE PLANNING

### **AIDS Foundation of Chicago**

In a new \$1.4 million grant funded through the Office of HIV/AIDS Housing, of the U.S. Department of Housing and Urban Development, the AIDS Foundation of Chicago will lead a citywide initiative to provide housing and supportive services for individuals with HIV/AIDS who are being discharged from Illinois state prisons.

The “AFC Reentry Housing for Health Partnership” will transition individuals from prison to 38 new units of scattered-site permanent housing, and provide supportive services designed to improve health and life stability outcomes for this population. The project will also produce research including a cost comparison between individuals in this supportive housing program to those who get usual care post release from prison.

### **IDOC Prisoner Re-entry Office**

In 2007, the Illinois Department of Corrections (IDOC) created the Office of Reentry Management (ORM) to provide a bridge between IDOC’s prison-based and community-based programs for offenders returning to the community. The new office will also develop and support new initiatives and programs aimed at increased public safety and reducing recidivism.

ORM will also build relationships with city and state agencies to improve service coordination, increase collaboration and address reentry barriers that influence an offender’s successful return to their community. In particular, this office will further the City’s efforts in the Plan by allowing improved identification of homeless inmates and pre-release coordination to prevent future homelessness.



# 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 the first five years, the focus has been on applying Housing First strategies tailored to specific populations such as the chronic disabled and transitional homeless.

**In 2007, we added 587 units of permanent supportive housing to the system inventory for a total of 6,004 units, 91% of our goal for the year.**

## NEW RESOURCES

### Youth Housing Grant The Night Ministry

The Night Ministry opened the doors to its new Transitional Living Program in the West Town community in February 2007. The Night Ministry also received a five-year grant from the U.S. Department of Health and Human Services, Runaway and Homeless Youth Program. This grant of \$200,000 per year will support eight beds for homeless youth, ages 16 to 21, and their infant or toddler children. The primary goal of The Night Ministry's Transitional Living Program is to help homeless youth move toward independent living and successful adulthood.





# HOUSING FIRST

## NEW PERMANENT HOUSING

During this year, 587 units of permanent housing were added to Chicago's homeless system. This accomplishment can be attributed in part to the success of partner agencies and City initiatives, including the state's Rental Housing Support Program, federally-funded Chronic Homeless Initiatives, and the City's Supportive Housing Initiative. Three new developments opened this year that indicate a shift in the way communities envision affordable housing. These programs are innovative in the way they have incorporated architectural excellence, eco-friendly design, and wraparound services.



Courtesy of Catholic Charities



Doug Shower Photography

**St. Leo's Residence for Veterans.** Catholic Charities opened St. Leo's Residence for Veterans in January 2007, the first of five pilot programs in the country focused on addressing veterans' homelessness. This program is located in the Auburn-Gresham neighborhood on the City's south side. The campus includes housing and case management services for 141 veterans, a library, fitness center, outpatient health care clinic, and resource center.

**Margot and Harold Schiff Residences.** Mercy Housing Lakefront opened the Margot and Harold Schiff Residences in March 2007. This eco-friendly, green building was designed by architect Helmut Jahn. Schiff Residences, located in the Near North community, provides 96 units of permanent housing. Half of these units are designated for homeless, disabled single men and women.

**Harriet Tubman Apartments.** Brand New Beginnings celebrated the opening of Harriet Tubman Apartments on November 27, 2007 in Washington Park. The 28-unit building is composed of two, three and four bedroom apartments with 14 units dedicated to homeless single mothers and their children. In addition to providing housing, this faith-based agency provides an array of on-site supportive services to address the needs of the women, many of whom are ex-offenders, former chronic substance abusers, or victims of domestic violence.



# HOUSING FIRST

## Other Housing Resources

After serving the community for 84 years at State and Harrison, the historic Pacific Garden Mission moved into the 21st century with its new state-of-the-art, eco-friendly shelter at 1458 S. Canal. Designed by architect Stanley Tigerman, "America's first green rescue mission" was dedicated on October 13th in a ceremony attended by Mayor Daley, Alderman Fioretti of the 2nd Ward, Senator Richard Durbin, and Illinois Attorney General Lisa Madigan, among others. Complementing the building's environmentally friendly design, the program now offers specialty job training in horticulture skills, material conservation, and recycling.

## PROGRAM UPDATES



### Housing Locator Program

**In 2007, 294 households moved into permanent housing and 95 new private-market landlords agreed to participate in the housing database. A total of 566 households have been assisted in the past two years.**

Since it began in February, 2006, the Housing Locator Program (HLP) has facilitated the rapid re-housing of individuals and families living in the shelter system. This is done on a citywide scale by 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 2007, two new tools were brought to the program to build the capacity of the agencies and staff to achieve greater success. New funding through the Emergency Fund helped 130 households with security deposits, utilities, and other moving costs, further facilitating movement into permanent housing. Another tool made available to the Housing Locator Program is a citywide housing database called Direct2Housing. Created by the AIDS Foundation of Chicago, it serves as a centralized resource for locating affordable, supportive, and other alternative housing options throughout the metro Chicago area.



# HOUSING FIRST



Iwona Biederman Photography

## Street-to-Home Initiative

**By the end of its second year, the Street-To-Home Initiative (STHI) had moved 154 individuals who had been living outside, unsheltered directly into housing, and continues to provide the supportive services necessary to help them stay housed. Of the 154 housed, 80% have remained stably housed.**

STHI demonstrates how housing is the first and most essential step toward stabilizing some of the other factors that can lead to homelessness, such as employment and income, physical and mental health, and encounters with the legal system. STHI has helped individuals increase their public benefits such as food stamps, SSI, and Medicaid while reducing panhandling activity and use of costly services such as emergency room visits and inpatient hospitalizations. A survey conducted at year-end of STHI clients found that:

- 28% have increased their income
- Emergency room visits decreased by 54%
- Inpatient hospitalizations decreased by 52%
- Arrests decreased by 78%; days spent incarcerated decreased by 93%.

In addition to the benefits of housing to the individual, STHI also benefits the community at large by decreasing the costs incurred to care for those living unsheltered. As illustrated in the graph below, shifting services from emergency care to supportive housing saved over \$460,000 in public resources in 2007 alone. For example, some of the savings realized included<sup>2</sup>:

- \$75,663 in inpatient hospitalizations
- \$19,890 in mental health inpatient hospitalizations
- \$151,020 in jail costs.

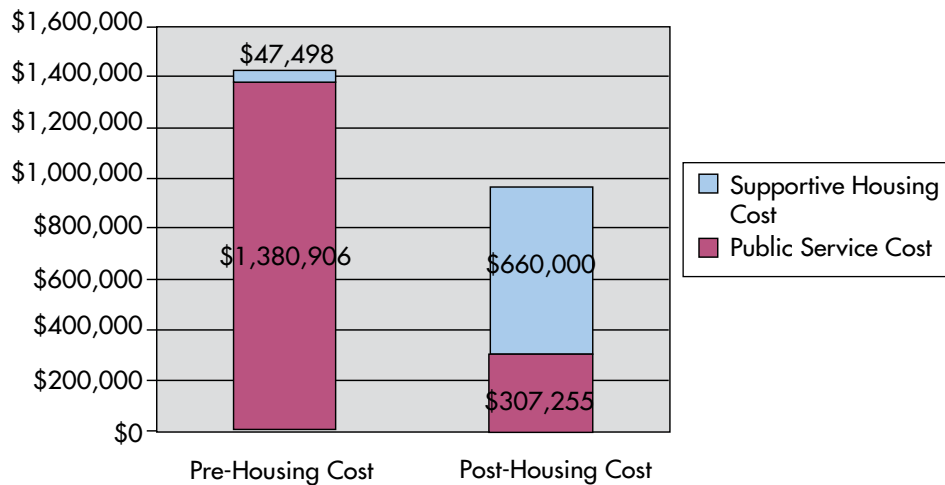
Overall, STHI has proven to be a successful strategy in the effort to end homelessness, particularly at the street level, benefiting both the individual and the community as a whole.



# HOUSING FIRST

## Comparison of Public Service and Supportive Housing Costs Pre- and Post Housing

(Data from 110 STHI participants)



### Rental Housing Support Program Homeless Dedicated Funding

The Illinois Rental Housing Support Program will allocate \$10 million annually to the Chicago Low Income Housing Trust Fund. Four million dollars of that allocation has been designated to serve homeless households who have been homeless the longest.

The Department of Housing and the Department of Human Services jointly issued an application for the community to refer homeless individuals and families. Through the initial application process, 46 public and private entities recruited 377 eligible households for this program. These households are now being matched with permanent housing units located throughout the City. Residents began moving into their new homes in October 2007.



# WRAPAROUND SERVICES

As new housing is created, supportive services are needed to break the cycle of homelessness. In 2007, the City employed two approaches to ensure that the large number of homeless households assisted through the Rental Housing Support Program would be connected with wraparound services.

The first approach was to identify existing service funding within the community and match those providers with housing subsidies. Eleven homeless service providers will house 370 of their own clients using their existing service funding. Secondly, the City made \$600,000 available to provide housing retention services for up to 360 households. These services will focus on lease compliance, increasing income, and accessing clinical services to minimize the threats to residential stability.





# SYSTEM INFRASTRUCTURE & INTEGRATION

In order to further the goals of the Plan, we continue to develop infrastructure within the homeless housing system. This includes technology, coordination of resources, policy advocacy, communications, evaluation, and training and technical assistance.

Agencies working to implement new funding and services require new skills and capacity building to be effective. Some training and technical assistance activities from this year include:

## **Interim Housing Technical Assistance**

Since the beginning of the Plan in 2003, over 2,000 beds of interim housing have replaced traditional shelter beds. This new model requires agencies to focus on stabilization, assessment, and the rapid re-housing of homeless individuals and families regardless of disability or background. Instead of making someone “housing ready,” they put “housing first.”

To help interim housing providers achieve the goals of rapid re-housing, the Corporation for Supportive Housing (CSH) produced a training series. Funded by the U.S. Department of Housing and Urban Development and the City’s Department of Housing, and co-sponsored by the City’s Department of Human Services, the series of four full-day sessions covered topics that will help agency staff better understand the program model and its goals, best practices in housing placement, working with challenging clients, and effectively accessing mainstream entitlements and other community resources. Open to all homeless services providers citywide, these valuable trainings were attended by representatives from 49 agencies.

## **Street-To-Home Initiative Shared Learning**

In order to build the expertise of those working on the front lines with the unsheltered homelessness, the City facilitated three specialized “shared learning” opportunities for the Street-To-Home Initiative provider agencies. Experts in various fields presented on issues of traumatic brain injury, Social Security benefits, common clinical disorders, and client engagement strategies. These sessions also served as a forum for providers to share some of the challenges and strategies they experience when working with this population.



# PARTNERS IN THE PLAN

## Corporation for Supportive Housing (CSH)

The Corporation for Supportive Housing is a national organization with a chapter in Illinois. Its mission is to help communities create permanent housing with services to prevent and end homelessness. In Chicago, CSH works closely with the City and its community partners to help implement the Plan through supportive housing development, technical assistance, and consultation. Some of their current initiatives include:



### Returning Home Initiative

CSH will create 1,000 units of permanent supportive housing nationwide for disabled homeless individuals that have had multiple stays in prison through a grant from the Robert Wood Johnson Foundation. Approximately 400 units will be targeted for Chicago.

### Supplemental Security Income (SSI) Presumptive Eligibility Outreach Project

The SSI Presumptive Eligibility Outreach seeks to systematically change the way homeless people with severe mental illness access public entitlements. Through the project, homeless, mentally ill individuals would be granted immediate cash assistance and medical benefits. In its first year, 54 people were awarded benefits, resulting in over \$403,700 in new federal dollars available to this group.

### Interim Housing Technical Assistance

As described previously, this training series was conducted to help interim housing providers achieve the goals of rapid re-housing. To prepare for the training series, CSH staff worked with the City's Department of Housing and Department of Human Services to conduct site visits, focus groups, and on-line surveys to learn more about agency operations and capacity. Representatives from 49 local agencies attended the series.



# PARTNERS IN THE PLAN

## Rental Housing Support Program

As discussed previously, CSH also worked closely with the City to deploy the new Rental Housing Support Program homeless-dedicated resources by developing the client application and accompanying assessments. CSH also conducted citywide trainings and provides on-going support to the agencies charged with recruiting both housing and clients for this new resource.

## FORGING NEW PARTNERSHIPS

In order to build consensus around a common goal of ending homelessness and create greater public awareness about the issue, the City has been working to create partnerships outside of the traditional social service community. Business leaders such as the Chicago Loop Alliance, Macy's, and others have expressed an interest in exploring ways of working together and lending support.

In May, the Chicago Loop Alliance hosted "Looptopia," the first all-night arts and culture celebration in the United States. Staff from the City's Department of Housing worked with CLA and the Chicago Temple to create an entertainment experience inside and outside of the church that focused public awareness on the issue of homelessness and garnered support for the Ten-Year Plan. Choirs, art exhibits, film, spoken-word, plays, and musical performances about and by the homeless were part of the event.

To help its effort to reduce street homelessness, the City also participated on a national initiative led by Common Ground in New York City, with the cities of Vancouver, B.C., Denver, Atlanta, Boston, and Washington D.C. The group worked together by using a common outreach and housing model and convened regularly to share strategies, progress, outcomes, and lessons learned.



# LOOKING TO THE YEAR AHEAD



## NEW RESOURCES

### **Hilton Foundation Grant for Homeless Young Mothers**

The Department of Housing along with local foundation partners are supporting the “Strengthening At Risk and Homeless Young Mothers and Children Initiative” led by Los Angeles-based Conrad N. Hilton Foundation.

This multi-year initiative seeks to mitigate the impact of homelessness on child development. In Chicago, it is expected to serve 75–100 young families annually. The broader goal of the initiative is to “create a new way of doing business” by engaging the leaders of the child welfare, child development, housing, and mental health arenas.

Over the next three years, this initiative will bring over \$1.5 million to Chicago. The Hilton Foundation is funding half of the project, with the local match being provided by DOH, Polk Bros. Foundation, McCormick Tribune Foundation, and Prince Charitable Trusts.



# LOOKING TO THE YEAR AHEAD

Both locally and nationally, momentum is still growing around the issue of homelessness. The focus is on the need for increased federal funding for services and housing, local investments in new housing and service strategies, networking among government and non-profit providers to share and adopt best practices, and the creation of concrete goals and with tools to measure progress and effectiveness.



## **Going forward in the next five years of the Plan, we will be considering the need for the types of services that address:**

- Flexible housing assistance and services to further speed up the movement out of homelessness to permanent housing;
- Mid-range prevention assistance to help people at risk of homelessness that need more than one month's financial assistance to gain self-sufficiency;
- Housing retention services for individuals and families moving out of shelter into unsubsidized housing;
- Increased access to state and federal entitlements and enhanced employment resources to get more homeless families a stable income.

In the first five years of the Ten-Year Plan to End Homelessness, we have made significant progress toward our goals for prevention, interim housing beds, and permanent housing resources, and have seen a 12% decrease in homelessness since January, 2005. Such progress could only be made by creative collaborations with the public, private, and service provider communities, securing new sources of funding, and raising public awareness.





## Point-In-Time Count, Chicago Homeless Count and Survey

POPULATION	January 27 2005	January 25 2007
<b>Sheltered</b>		
Persons in Families	2,651	2,042
Unaccompanied Youth (up to age 21)	110	127
Individuals	2,227	2,177
<b>Subtotal Sheltered</b>	<b>4,988</b>	<b>4,346</b>
<b>Unsheltered</b>		
Persons in Families	26	65
Unaccompanied Youth (up to age 21)	27	37
Individuals	1,674	1,474
<b>Subtotal Unsheltered</b>	<b>1,727</b>	<b>1,576</b>
<b>TOTAL HOMELESS</b>	<b>6,715</b>	<b>5,922</b>



## Housing Creation, Shelter Reduction, and Prevention Assistance Dedication Homeless Funding

Category	Type of Housing		Actual System Inventory at Year-End					Future System Goals	
			2002	2004	2005	2006 <sup>(5)</sup>	2007	2008	2012
			Total <sup>(4)</sup>	Total <sup>(4)</sup>	Total	Total	Total	Total	Total
Permanent Housing Units	Permanent Supportive Housing	units	3,304	4,187	4,300	4,772	5,479	5,676	7,586
	Permanent Housing w/Short-Term Supports	units	226	365	509	532	455	455	1,115
	Safe Haven	units	68	92	92	92	70	70	70
	<b>Subtotal</b>		<b>3,598</b>	<b>4,644</b>	<b>4,901</b>	<b>5,396</b>	<b>6,004</b>	<b>6,201</b>	<b>8,771</b>
Interim Housing Beds <sup>(1)</sup>	Interim Housing	beds	0	945	1,497	1,470	2,110	2,411	3,632
	<b>Subtotal</b>		<b>0</b>	<b>945</b>	<b>1,497</b>	<b>1,470</b>	<b>2,110</b>	<b>2,411</b>	<b>3,632</b>
Shelter Beds <sup>(2)</sup>	Shelter (ERC, OS, TS)	beds	3,873	2,896	2,517	2,786	2,492	1,566	300
	Transitional Housing	beds	1,938	1,511	1,346	1,171	1,039	769	0
	<b>Subtotal</b>		<b>5,811</b>	<b>4,407</b>	<b>3,863</b>	<b>3,957</b>	<b>3,531</b>	<b>2,335</b>	<b>300</b>
<b>All Categories of Housing/Shelter</b>	<b>Subtotal Housing Units/Beds</b>		<b>9,409</b>	<b>9,996</b>	<b>10,261</b>	<b>10,823</b>	<b>11,645</b>	<b>11,537</b>	<b>12,654</b>
Homeless Prevention <sup>(3)</sup>	<b>Subtotal Prevention Units of Assistance (Rent and Utility)</b>		<b>2,900</b>	<b>5,476</b>	<b>5,775</b>	<b>7,145</b>	<b>6,322</b>	<b>7,100</b>	<b>7,100</b>
<b>All Categories: Housing and Prevention</b>	<b>Total number in place to meet system need</b>		<b>12,309</b>	<b>15,472</b>	<b>16,036</b>	<b>17,968</b>	<b>17,967</b>	<b>18,637</b>	<b>19,754</b>

**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 of this report**



## NOTES

- <sup>1</sup> The remaining 15% of calls to the The Call Center did not complete an assessment because they were not available when their call was returned or cancelled their request for assistance.
- <sup>2</sup> Amount of savings was calculated based on the reported use of various public services by the surveyed clients. Costs estimates were provided by the Illinois Department of Human Services –Division of Mental Health on rates of stay at state and community hospitals; Heartland Health Outreach on Medicaid rates for mental health services, and a national report prepared for the Partnership to End Long-Term Homelessness that estimated jail, prison, and in-patient hospital costs in the City of Chicago.

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