



**The Blueprint to End Homelessness,
A 10-Year Plan to End Homelessness in Indianapolis**

COMMUNITY PROGRESS REPORT, 2009

*Prepared by
Coalition for Homelessness Intervention and Prevention (CHIP)*

I. INTRODUCTION

In 2002, after a year of research and planning, the bipartisan Indianapolis Housing Task Force finalized a 10-year strategic plan to end homelessness. More than 450 individuals and 150 community organizations contributed to the city's plan, known as the Blueprint to End Homelessness. The Blueprint promotes "Housing First," a nationally-recognized "best practice" that places an immediate and primary focus on helping families and individuals quickly access and sustain permanent housing and then additionally providing supportive services as needed.

The Blueprint goals are focused on strengthening prevention, improving access to housing and services, and enhancing and coordinating services. An overarching goal is the addition of new units of affordable, supportive housing in the community. The Blueprint also recognizes itself as a dynamic strategic plan, and as an additional goal, called for a lead entity to mobilize the community's efforts around the Blueprint to ensure its implementation, to monitor progress, and to foster increased effectiveness over time and through changing circumstances. The Indianapolis Housing Task Force designated CHIP, a nonpartisan non-profit agency, to serve as the lead entity.

The United States Interagency Council on Homelessness endorsed the Blueprint as one of the first comprehensive local plans in the nation, stating that the city's "plan sets the pace for cities across [the] country to develop and implement similar 10-year initiatives." Indianapolis launched the Blueprint in April 2002, and since that time more than 300 local communities followed suit and now boast similar 10-year plans. As we are poised to enter into the last three years of our community's 10-year plan to end homelessness (January 2003 through December 2012), we pause to take stock of our community's progress and our needs moving forward.

II. STATUS OF HOMELESSNESS

At the time the Blueprint was launched in 2002, it was estimated that within Indianapolis, as many as 3,000 people were experiencing homelessness on any given night, and approximately 15,000 people experienced homelessness over the course of a year.

Following implementation of the Blueprint, CHIP and coalition partners, including homeless shelter and service providers, have conducted comprehensive single night street and shelter counts in April 2003, January 2005, each year in January for the years 2007, 2008 and 2009, and July 2009. Since January 2007, CHIP has partnered with the IUPUI Center for Health Policy to enhance the survey forms and count protocol and to conduct data collection, analysis, and reporting.

While these counts were comprehensive and conducted with the support of many coalition partners and volunteers (more than 100 volunteers participated in the 2009 counts), they are only snapshots of homelessness based on the people encountered on a single night. Moreover, using federal guidelines mandated by the United States Department of Housing and Urban Development (HUD), these counts tallied only those individuals who were staying in an emergency shelter or transitional housing program, or who were living in conditions that were not fit for human habitation, such as in an abandoned building, a car or on the street. Individuals who were staying in motels or who were “doubled up” with extended family or friends were not counted under this definition.

With each passing year, the total number of people found to be experiencing homelessness in Indianapolis has dropped. Two recent counts, in January 2008 and 2009, reflected that approximately 1,500 individuals (1,524 in 2008, and 1,454 in 2009) were experiencing homelessness on the night of the count, with an estimated 4,400 to 7,300 people experiencing homelessness over the course of a year.

Based on these point-in-time counts, it appears that the total number of people experiencing homelessness in our community has declined by half since implementation of the Blueprint. That said, the number is now holding steady and is subject to increasing with rising unemployment, evictions and home foreclosures. Indeed, while the demographics of who is experiencing homelessness has fluctuated over the years, the most recent point-in-time count indicated an increase in family homelessness since 2002 and a 78% rise in family homelessness since the same period last year. In addition, the January 2009 count indicated a 41% increase in the number of individuals who were staying on the street since the same period last year.

III. AFFORDABLE HOUSING

As noted above, an overarching goal of the Blueprint is the addition of new units of affordable and supportive housing in our community. The Blueprint established specific benchmarks toward achievement of this goal.

The Blueprint established a 10-year goal for the creation of 12,500 units of affordable housing for low-income residents. The Blueprint noted that Indianapolis had an estimated 13,000 vacant rental units, many not currently affordable to low-income residents. The Blueprint suggested that this surplus provided an unusual and important resource in meeting the need for affordable housing. The Blueprint established a five-year goal for the creation of 1,700 *new units* of affordable housing. In addition, the Blueprint set a five-year goal to establish 2,100 units of supportive housing using a combination of existing and new housing stock. Supportive housing

includes case management and a variety of temporary or ongoing social and other services to ensure that people residing in those units live as independently as possible and can sustain their housing. In establishing these short- and long-term goals, the Blueprint acknowledged that meeting these goals would require an extraordinary level of political commitment and public investment.

Much has been done to advance the housing goals of the Blueprint since its adoption, but our community has significant work to do to accomplish the five- and ten-year goals for housing.¹ As of 2007, the City of Indianapolis Department of Metropolitan Development reported that 1,479 new units of affordable housing were created. During that same period, another 440 new units of affordable, permanent supportive housing were created, indicating that our community met the Blueprint's five-year goal for the creation of 1,700 new units of "affordable" housing. That said, with only three years remaining in the Blueprint period, we are not on track to meet the 10-year goal for affordable housing.

Existing and new units of supportive housing were also identified. During the first five years of the Blueprint, 1,360 units of affordable, supportive housing were identified, but these included units of temporary, transitional housing. Only 628 of those were units of permanent supportive housing, well below the five-year goal of 2,100 units. Since that time, additional existing units were identified and new units were created bringing the number of permanent supportive housing units to a little more than 1,000. The Blueprint did not set a 10-year goal for supportive housing, but with three years remaining, our community is still slightly less than halfway toward the five-year goal.

IV. SPECIFIC BLUEPRINT GOALS

The Blueprint otherwise sets out five specific goals, each with multiple actions. Some CHIP and community initiatives support multiple goals, and while coalition partners have engaged in many more activities than are reflected here, our primary initiatives and outcomes are reported below under each goal and relevant action.

A. Strengthening Efforts to Prevent People from Becoming Homeless

Historically, prevention efforts have included emergency financial assistance from township trustees and community centers, and case management and services from community centers or social services agencies and programs. The Blueprint recognizes prevention efforts as critical. Indeed, a recent survey by family shelter providers indicates that 80% of their clients previously received financial assistance to avoid their homelessness. The Blueprint calls for two specific actions to improve prevention efforts.

¹ The number of housing units referenced here comes from multiple sources. Every effort has been made to eliminate duplication and ensure accuracy; however, many units that are reported by these sources come on line as affordable or supportive, but change status over time and with changing economic and other conditions. CHIP has created a comprehensive database to track existing and pipeline units, and is currently populating that database with plans to bring it live by Fall 2009.

1. *Develop a neighborhood homeless prevention initiative that provides rental subsidies and other services to vulnerable populations.*

- Community Centers. This goal is historically and currently achieved through neighborhood community centers which provide comprehensive services and emergency financial assistance to vulnerable populations. There is no single, static, neighborhood homeless prevention initiative operating locally.
- Transition in Place Housing Program (TIP). This program was established to respond to an increase in the number of homeless families. TIP families have limited barriers to self-sufficiency and need from six months to two years of support. Unlike the traditional transitional housing model where individuals are required to move after two years, TIP provides services for a transitional period, allowing the family to remain in the same housing once the services end.
- Rental Assistance Collaborations. In 2002, CHIP developed and implemented a demonstration tenant based rental assistance program (TBRA) that was administered by local community centers and other community-based organizations, including Community Alliance of the Far Eastside (CAFÉ), Concord Community Center, Irvington Congregations as Partners (ICAP), Hawthorne Community Center, and Westside Community Ministries, Inc. This TBRA model was then adapted and CHIP helped broker new partnerships among services providers, faith-based organizations, and local property owners that served additional families and individuals who earned less than 50% Median Family Income. Partners in this second-wave rental assistance program included Englewood Community Development Corporation, Van Rooy Properties, and Partners in Housing Development Corp. In all, the TBRA programs utilized \$500,000 in HOME funds over five years to assist 158 households to stabilize their housing and work towards long-term self sufficiency.
- Other Short-Term Prevention and Emergency Assistance. Through partnerships with emergency shelters that serve families (Interfaith Hospitality Network, Holy Family Shelter, and Salvation Army Social Service Center) and the Homeless Initiative Program and Horizon House, CHIP allocated \$30,000 to help re-establish approximately 100 homeless families in apartments by providing help with rent, utility assistance, and security deposits. Another \$20,000 was utilized by the Indianapolis Urban League to provide one-time assistance with rent and utilities to 24 households on the verge of homelessness.
- Sustainable Support Services Model Housing Program (SSSM). In partnership with Lilly Endowment, Inc. and the United Way of Central Indiana, CHIP led efforts to develop a new Homeless Targeted Initiative Fund grant proposal in 2007. This grant supports, in part, a housing program that is designed to generate revenues to cover the cost of supportive services. The program is being developed through a local developer and when completed, will add 150 units of housing. Approximately one-third of those units are currently on line. This model of housing produces units at a fraction of the national affordable housing cost and

in a time frame of roughly one third of that utilizing tax credits. A predecessor of the SSSM program, Linwood Manor was developed with capital funds provided by the Irwin Financial Foundation.

2. *Provide supportive housing to people at risk of becoming homeless upon leaving the criminal justice system, treatment institutions, and the foster care system.*

- Indianapolis Low Income Housing Trust Fund. In 2006, CHIP led an awareness campaign to generate support for a dedicated revenue stream for the Indianapolis Low Income Housing Trust Fund. The City-County Council, Health and Hospital Corporation of Marion County, and the Indiana General Assembly all dedicated revenue sources for this fund, which adds more than one million dollars annually that may be awarded to housing providers to support homeless prevention and intervention. Awards made by this fund have supported special populations such as prisoner re-entry.
- IndianaHousingNow.org. CHIP worked closely with local and eventually statewide partners in 2003 and 2004 to research and bring to Indianapolis (and later the state) a free, online, affordable housing listing and search service. IndianaHousingNow.org launched publicly in June 2005. By the end of 2008, this database contained listings for almost 18,000 affordable units for the Indianapolis metropolitan area, with 2,337 of those units being immediately available. During 2008, 219,000 searches had been conducted by 40,000 users for the Indianapolis metropolitan area. This affordable housing database is available online at all times. Users may also access the database through a toll-free number. The Indianapolis Housing Agency uses this system for listing Section 8 properties, and Connect2Help searches this system for callers seeking affordable housing. The Indiana Housing and Community Development Authority now oversees the statewide operation of this program.
- Connected By 25. Currently, there are only ten transitional housing units with support services available for former foster care youth in Indianapolis. The Blueprint calls for the creation of 230 such units in the first five years. Connected by 25 is a program that seeks to bridge this gap and ensure that foster care youth are educated, housed, financially stable, employed and connected to a support system by age 25. Connected by 25 has partnered with a housing developer and is currently developing plans for a housing project as part of the 2009 Corporation for Supportive Housing Institute.

B. Improving Access to, and coordination of, housing and services.

People experiencing or at risk of homelessness often have difficulty locating housing and gaining access to appropriate services. The Blueprint calls for seven specific actions to overcome barriers and better coordinate housing and services.

1. *Coordinating housing and services through case management that is well structured, strength based, and responsive.*

- Homeless Management Information System (HMIS). As a recipient of federal funding, the City of Indianapolis is responsible for having its sub-grantees participate in a computerized data collection process that captures system-wide information about the characteristics and service needs of individuals experiencing homelessness. CHIP administers this data collection effort for the City. The data is used to inform community planning, improve coordination of services, support advocacy efforts, and enhance funding requests. In Indianapolis, there are about 90 programs providing services, but only a handful of those programs are required to participate because of their receipt of federal funds. CHIP has steadily increased the community participation rate to 49%, with 22 agencies representing 40 programs engaged in collecting and sharing data that will target services where they are most needed and improve the efficiency of having multiple agencies serving the same individual. The number of participating agencies will expand to more than 30 by the end of 2009.
- Indy Homeless Connect. Project Homeless Connect is a national initiative that brings multiple services together in a single place on a single day in each participating community to provide housing and supportive services to those experiencing homelessness. CHIP brought Project Homeless Connect to Indianapolis in December 2005. Subsequent events were held in 2007, 2008 and 2009. At each of these events, people experiencing homelessness were able to access an array of services including, for some, immediate housing, and for all, housing and employment assistance, benefits and identification, legal aid, mental health, acute medical care and dental and vision screenings. Participants also took advantage of haircuts, phone and email access, book distribution, and spiritual support for meditation or prayer. At the 4th Annual Indy Homeless Connect in March 2009, more than 600 community volunteers and over 50 provider organizations provided housing and supportive services to 966 individuals experiencing homelessness, including more than 50 children under the age of five.

2. *Designating a care management organization to ensure that homeless are able to receive appropriate support services.*

- Indianapolis does not have a designated care management organization; however, care management is offered by individual shelters and provider organizations.

3. *Enhancing access to current information and referral services.*

- IndianaHousingNow.org (reference page 5)
- Indy Homeless Connect (reference page 6)
- Community Wish List. CHIP promotes an online community wish list enabling housing and service providers to solicit volunteers and donations. This site receives thousands of visits every year.
- Connect2Help 2-1-1. Connect2Help is a nonprofit agency dedicated to facilitating connections between people who need human services and those who provide them. Individuals and agencies may access Connect2Help by calling 2-

1-1 or by visiting their online directory of thousands of community health and human services programs available to persons in Central Indiana. Connect2Help 2-1-1 is staffed 24 hours a day, seven days a week by highly trained staff. Services are available in English and Spanish.

- Handbook of Help. In 2005, Horizon House, in partnership with CHIP, assembled a small handbook of social services and shelter resources for the homeless. CHIP supported the publication and distribution of that resource to individuals experiencing homelessness and organizations that serve them. CHIP updated this resource guide in 2009, and the current edition contains more than 50 pages of resources to assist the homeless. CHIP distributed more than 1,000 copies at the 2009 Indy Homeless Connect, and thousands more have been distributed to providers, law enforcement and public health personnel, the central library, and to other venues and organizations that come into contact with people experiencing homelessness. CHIP has also posted this and similar resources on its website.

4. *Conducting outreach that emphasizes moving people off the street and into shelter or housing.*

- Indy Homeless Connect (reference page 6)
- Service Provider Outreach Teams. There are eight recognized professional outreach groups that work (or worked) downtown. These include teams from Homeless Initiative Program, HVAF of Indiana, the Indy Dream Center, The PourHouse, Outreach Inc., Tear Down the Walls, and SWAT. The eighth would include a team from Horizon House; however, their outreach was eliminated with funding losses in 2008 and their outreach positions are currently vacant. Approximately 15 people staff these various teams to cover the entire city, but they work primarily in and around the existing “camps,” alleys and underpasses where the chronically homeless stay. While these teams identify and seek to engage people in professional services and shelter or housing, they do not act as a rapid response network, and they cannot compel individuals to accept their services. These teams meet monthly to coordinate their activities.
- Winter Contingency. Since 2002, CHIP and homeless shelter providers have collaborated on a plan to ensure that our community provides emergency shelter for inclement weather from November 1 through March 31. The plan and emergency procedures are invoked every night during January and February, and in other months under certain weather conditions.
- Advocacy Council. CHIP facilitated the establishment of a consumer “Advocacy Council” within the Indianapolis Continuum of Care. The Advocacy Council meets monthly and is composed of ten and sometimes more individuals who are currently homeless and formerly homeless. Several of these individuals are members of governing boards for organizations that serve the homeless, such as CHIP, or are currently employed with organizations that serve the homeless, including HVAF of Indiana, Peter’s House, Ada’s Place, WINGS, Agape House and Fresh Start of Indiana. The Advocacy Council was set up to be independent

of CHIP. It has its own governance, bylaws and officers, and they engage in planning efforts related to how our community is responding to homelessness as a system. Council membership is both a result of outreach and a resource for outreach, and members participate in CHIP and community outreach activities including the point-in-time count. Members have also presented in classrooms at Ivy Tech and IUPUI, and at several community events, including Indy Homeless Connect and the Homeless Persons' Memorial Service. They have engaged in community awareness, responded to the city's request for public comment on the use of federal funds, and they are currently planning events and activities for National Hunger and Homelessness Week in November 2009. They will also have a role in providing feedback on HMIS planning, policies, and procedures.

- IMPD Partnership. CHIP works closely with the Indianapolis Metropolitan Police Department to facilitate increased communication between the homeless service providers and law enforcement. IMPD regularly participates in monthly meetings with the homeless outreach teams and CHIP. CHIP and IMPD staff interact almost daily regarding updates on homeless camps and new law enforcement initiatives. IMPD also plays an integral role with the annual homeless count.
- Community Awareness Campaign. CHIP has engaged in several community awareness initiatives to promote coalition partners and the work that they are doing, and to expose more broadly the faces of homelessness. Within the last year, these efforts have assisted CHIP in identifying more than 500 additional community partners. Most recently, CHIP launched a new micro website created to focus on the Blueprint progress and to raise general awareness regarding the state of homelessness in Indianapolis. This website, promoted through radio ads, written and electronic brochures, wrist bands and in other ways, contains video success stories from men and women who have experienced homelessness or who serve the homeless. We continue to submit letters and articles to newspapers and community newsletters, and we accept speaking opportunities with clubs and organizations and in classrooms at local colleges. During the last year, CHIP staff attended and presented at four community fairs and made presentations at multiple churches, the Indianapolis Marion County Public Library, IUPUI, Ivy Tech, Carmel High School, The Kiwanis Club, Lumen Dei, and at public and private events. Other awareness activities include hosting nationally recognized guest speakers at special events, such as Dennis Culhane, researcher, and Matt Miller, author, and a separate awareness campaign themed "Back Home Again" in 2005 and 2006.
- Annual Homeless Persons' Memorial Service. Each year CHIP coordinates a Memorial Service at Christ Church Cathedral. This service provides the community with an opportunity to honor the memory of the men and women who were homeless and died during the past year. It also provides an opportunity to build community awareness and do outreach with those who are homeless and who attend the service. Since CHIP began this event, we have honored the memory of 346 such men and women who were homeless and died in our

community, including the aged, veterans, women fleeing domestic violence, individuals suffering from mental illness, and many more.

5. *Appoint an entity or entities to coordinate street outreach.*

- Coordination of Monthly Outreach Meetings. CHIP coordinates monthly meetings of the outreach teams in Indianapolis. During these meetings, outreach team members share information and coordinate their activities and services.

6. *Develop a temporary shelter or “engagement center” for people who are homeless and publicly intoxicated, and provide them with access to treatment.*

- Engagement Center. An engagement center is a facility that provides emergency shelter, safety, and social engagement for publicly intoxicated individuals who do not have a home. CHIP assembled a task force to identify steps to establish a center and also commissioned a feasibility study and cost study to drive further action. Significant progress occurred in 2008-09. CHIP engaged consultants to prepare three planning documents for such a facility, including a location plan, a development plan, and a sustainment and operations plan. On the basis of those planning documents and advocacy from CHIP, city staff prompted next steps to evaluate and move forward on this initiative. In April, CHIP hosted a fact finding trip to Columbus, Ohio to tour Maryhaven, the engagement center in that community. That trip was attended by the city’s public safety director and the president and CEO of Health and Hospital Corporation of Marion County, and it included seven other community leaders and stakeholders, including the Judge of the Marion County Drug Court and representatives from the mental health and housing developer community. Key stakeholders continue to discuss next steps.

7. *Provide subsidized childcare and transportation to help people experiencing homelessness find and retain employment.*

- Community Wish List (reference page 6)
- Connect2Help 2-1-1 (reference page 6)
- Shelter and Provider Services. Shelters and providers collaborate with one another and offer transportation and childcare to assist their clients who attend school or work, or in seeking employment or off-site services.

8. *Improve information and access to housing and services for people who do not speak English.*

- Indy Homeless Connect. Indy Homeless Connect utilizes written materials and has translators on hand to facilitate services for individuals who do not speak English. (reference page 6)
- Community Wish List. The Community Wish List provides a venue for volunteers to offer language services and for providers to seek such services. (reference page 6)

- IndianaHousingNow.org. This database is available in Spanish. (reference page 5)
- Shelter and Provider Services. Shelters and providers collaborate with one another and offer interpretation services staff to support their clients.

C. Enhancing services in specific areas of need.

The Blueprint recognizes that while many services can be strengthened by improving access and coordination, others must be enhanced. The Blueprint calls for enhancing services in five areas.

1. Increase employment opportunities.

- Indy Homeless Connect (reference page 6)
- Community Wish List (reference page 6)
- Trusted Mentors. Started in 2003 to support the Blueprint, Trusted Mentors provides trained, volunteer mentors to individuals who have been recently housed. These mentoring relationships empower, educate, and provide life skills and on-going support to help people maintain employment and retain their housing. Trusted Mentors has supported over 100 families and individuals in their effort to remain housed and move forward with their lives, with a success rate of 70% remaining housed while in the program.
- Hospitality Certification Program. The Hospitality Certification Program is a collaborative among homeless service providers, local businesses and hotels, education, workforce development, faith-based organizations, mental health service providers and CHIP, to provide training and employment for homeless persons with disabilities. This program, funded for five years through the Department of Education, is designed to train 100 people annually for positions within the hospitality industry.
- Threshold Program. One of five national five-year projects funded by the Department of Labor and HUD, this program was supported by area service and housing providers. This program offers individuals who are chronically homeless and suffering from mental illness or addiction with housing and supportive services related to their mental health or addiction status, as well as employment services designed to support their return to self-sufficiency.

2. Establish a crisis response team and stabilization programs to help people with mental illness and chronic addictions keep their housing.

- Engagement Center (reference page 9)
- Indy Homeless Connect. This event serves as a venue and access point to provide emergency mental health triage. At each of the events, mental health professionals encountered and arranged for the immediate admission of people experiencing both homelessness and severe mental illness or addiction.

- Mental Health and Safety Training. This one-day, collaborative effort developed and presented by NAMI Indianapolis is designed to provide practical information for persons who encounter disruptive clients or someone who may be dealing with a mental illness.
- Crisis Intervention Training (CIT). This training is for law enforcement who may encounter a crisis situation where someone is suffering from a mental illness or addiction.
- ACT Teams, Coordination with Outreach. ACT, or Assertive Community Treatment, is a treatment model for adults with severe mental illnesses. This model utilizes a team approach and intensive community-based services, and it focuses on assisting participants with daily living skills and maintaining stable housing. The Indiana Division of Mental Health and Addiction maintains an initiative to establish and support ACT Teams as part of provider services in Indiana. Indianapolis mental health providers are supported by ACT teams who work with homeless outreach teams and shelter providers to support individuals with severe mental illness.

3. *Help homeless service providers including shelters and day centers to implement client-centered services to address immediate needs of the clients they serve.*

- Indy Homeless Connect (reference page 6)
- Community Wish List (reference page 6)
- Advocacy Council (reference page 7)
- ACES. ACES was the Action Coalition to Ensure Stability system of care program. This program began in 1999 as a three-year demonstration project funded by Lilly Endowment to explore how to best help 50 chronically homeless persons suffering from serious mental illness and addiction. The demonstration project proved highly successful, and ACES received an expansion grant from Lilly Endowment and a three-year federal grant that enabled them to serve 220 people. This award-winning program, which is now ended, serves as a model for other providers in helping people accustomed to living on the streets find housing. During its operation, eight out of ten ACES clients stayed with the program for over a year rather than dropping out, and nearly 65 percent of the ACES clients were helped to find homes of their own.
- Indianapolis “Chip in at the Box” Campaign. In spring of 2008, the city engaged in a campaign to discourage panhandling by installing donation boxes that could be used by people to make charitable donations to support the homeless. Since the launch of the campaign, CHIP has partnered with the city to facilitate the distribution and use of those funds for homeless initiatives, to raise awareness regarding the difference between the panhandler and someone experiencing homelessness, and to improve the messaging and efficacy of that program. Since mid-2008, over \$6,000 has been distributed to serve people experiencing homelessness: to shelters and professional outreach workers for blankets, gloves,

water and other items to address safety issues during the winter months and to engage people in services; to support the purchase of eyeglasses that were dispensed to the homeless during the March 2009 Indy Homeless Connect; and in support of HVAF's Stand Down event in 2009. Current messaging for the box campaign distinguishes between panhandlers and homeless, noting that less than 1% of the homeless in our community engage in that activity. The city continues to explore ways to improve that program to provide assistance for homeless service providers.

- Training and Technical Assistance. Since implementation of the Blueprint, CHIP and community providers have brought extensive training and technical assistance into the provider community. Training includes the hospitality certification program and the mental health and safety training referenced above. Additional training has covered applying for grants, outcomes development for new housing program applications, technical assistance for project design in support of new funding applications, technical assistance to community stakeholders on creating or enhancing permanent supportive housing, training focused on housing finance, mission-based property management, effective service delivery, strengths-based case management, documenting chronic homelessness, and how to effectively work with those experiencing mental illness or substance abuse issues. Results of these efforts include increased and better-coordinated supportive housing projects in the pipeline, strengthened funding proposals for supportive housing, reduction of duplication of services among agencies, and better coordination and provision of services.

4. *Improve education services to help homeless children and youths succeed academically.*

- School on Wheels. School on Wheels works with Indianapolis homeless service and shelter providers to provide educational opportunities to children who are homeless. Since 2001, over 1,200 School on Wheels community volunteers have provided over 21,500 hours of tutoring to nearly 2,900 Indianapolis homeless children at twelve locations.
- McKinney-Vento Liaison Collaboration. The McKinney-Vento Act helps support school corporation programs that facilitate the attendance and success in school of homeless preschoolers, children and youth. McKinney-Vento Liaisons provide a variety of services including assisting with enrollment, arranging for appropriate school supplies and hot meals, assisting with transportation, and helping involve parents in their children's education. Liaisons also may work with social service agencies and others to identify homeless children in the community and connect them with services and transportation. CHIP facilitates quarterly meetings of McKinney-Vento Liaisons and service providers in Indianapolis to support their collaboration and service to almost 3,000 homeless youth attending school.
- Annual Point-in-Time Homeless Count. CHIP and coalition partners, including homeless shelter and service providers, conduct annual comprehensive single-night street and shelter counts. The point-in-time count reports identify not only

how many people are experiencing homelessness but also who they are. Among the many homeless are children attending school. In January 2009, in addition to the count conducted on the streets and in shelters and transitional housing, we tallied children who were receiving education services in each of the Marion County city and township schools that were considered homeless under the McKinney-Vento Homeless Assistance Act. This definition expands beyond those in shelters and transitional housing to include children living with friends or extended family, in motels, awaiting foster care placement, or other temporary accommodations. The report identified more than 2,600 children homeless in Indianapolis that fall within this at-risk population.

5. *Improve legal services.*

- Indy Homeless Connect (reference page 6)
- Coordination and Co-location with Providers. Homeless service providers have teamed with legal assistance organizations and bar associations to co-locate attorneys and legal staff at their facilities for the purposes of providing legal services to the people they serve.
- Community Court. Marion County operates a community court project known as the Community Impact Panel. This project brings provider resources to offenders as they go through the court system for various offenses including public intoxication, disorderly conduct, trespass and panhandling.
- Mental Health Court. Marion County operates a mental health court. This court directly connects mental health resources to offenders as they go through the court system for various offenses.

D. *Coordinate services systems for special populations.*

The Blueprint recognizes that within the Indianapolis community there are a number of organizations separately serving special groups of homeless, such as families, veterans, children, youth, survivors of domestic violence, persons with HIV/AIDS, and the mentally ill and addicted. The Blueprint identifies four strategies to better coordinate the efforts of these organizations.

1. *Coordinate service systems to promote family stability.*

- Indy Homeless Connect (reference page 6)
- Transition in Place Housing Model (reference page 4)
- SOAR Initiative. CHIP worked closely with the Indiana Housing and Community Development Authority to launch the SOAR Initiative. The objective of this initiative is to accelerate the approval of SSI and SSDI applications of homeless individuals with mental illness to be completed within 90 days. This effort has included cultivating, developing, and enhancing partnerships and relationships with Social Security Administration, Disability Determination Bureau, United

Way of Central Indiana, Community Health Network, Department of Correction, Housing and Urban Development, and Family and Social Services Administration/Division of Mental Health and Addiction.

- Mental Health and Shelter Collaboration. In 2006, CHIP facilitated a meeting among homeless and mental health service providers to address their concern for the overwhelming mental health needs of clients in the homeless service system. These agencies were experiencing increasing numbers of clients with untreated mental illness, and they sought to establish a continuum of care for those who are both homeless and mentally ill. Their goal was to bridge the communication gap and collaborate to meet the needs of this growing population. Since that first meeting, other agencies were invited to participate and the group grew to a consortium of 22 mental health agencies, homeless shelter providers, and hospital personnel to address this vital issue. As a result of this collaboration, a Memorandum of Understanding was developed among the group members, and they continue to meet monthly to collaborate on a strategic response to services.
- Youth Shelter Protection. HB 1063, effective July 2008, provides that an emergency shelter, a shelter care facility, or a program that provides services to homeless or low-income individuals may provide shelter and certain other related services or items to a child *without the permission of the child's parent, guardian, or custodian*. It also provides immunity from civil liability for a youth shelter and its director, employees, agents, and volunteers for any act or omission related to admitting, caring for, or releasing a runaway or homeless youth. This bill expands service and shelter options to youth under 18 years who previously were not legally allowed to access the services without parental permission.

2. *Coordinate services for veterans with the Veteran's Administration and other agencies that serve homeless veterans.*

- VA Homeless Outreach, Homeless Services. The United States Department of Veterans Affairs provides homeless services and outreach to homeless veterans in Indianapolis. VA outreach workers participate in the annual point-in-time homeless count and Indy Homeless Connect and regularly collaborate with shelter and service providers to maximize services to homeless veterans.
- HVAF Housing, Shelter, Outreach, Services. HVAF of Indiana, Inc. assists homeless and near homeless veterans to regain a position of stability within the community through structured, supportive housing, intensive case management, job training, counseling, and referrals to appropriate social service agencies in the community as needed. HVAF provides homeless veterans with outreach and services and operates an emergency shelter and transitional and permanent supportive housing programs. The Blueprint identifies HVAF as a community leader for providing services and programs to homeless and near homeless veterans. In 2008, HVAF of Indiana opened a new housing program, the Donald Moreau Sr. Veterans House, that provides 40 units of permanent supportive housing to homeless veterans.

- National Guard Seamless Transition Program. The 2008 and 2009 point-in-time counts each identified more than 200 homeless veterans on those night, and service providers estimate that there are as many as 500 homeless veterans in Indianapolis at any time. In late 2008, 3,200 Indiana National Guard troops returned home, many without employment and some homeless. The Indiana National Guard coordinated this return with social service providers, including the VA and HVAF, and collaborated on a “seamless transition” program to transition the demobilizing soldiers to civilian life. This transition program has since continued to address the needs of other troops returning from active duty.
3. ***Coordinate housing and services for survivors of domestic violence.***
- Mental Health and Shelter Collaboration (reference page 14)
 - Handbook of Help (reference page 7)
 - Training and Technical Assistance (reference page 12)
 - 34 North Transitional Housing, The Julian Center. In June 2009, The Julian Center and Herman Kittle Properties began construction on a transitional housing project for survivors of domestic violence. This project, known as 34 North, will be owned by The Julian Center - a nonprofit agency providing counseling, safe shelter and education for survivors of domestic violence, sexual assault and other life crises. Located near downtown Indianapolis, 34 North will consist of 71 apartment homes within two buildings and will have one-, two-, three-, and four-bedroom apartments.
4. ***Identify the special needs of young people living on their own and connect them to housing and appropriate services.***
- Connected By 25 (reference page 5)
 - Outreach Inc. Outreach, Inc. is a faith-based organization that provides street outreach, a daytime drop-in shelter, and programming to help homeless youth with physical, spiritual and emotional needs. The Outreach programs focus on giving youth the support, motivation and tools they need to leave the street and become successful, independent members of the community. Programming and supportive services include education programs, life-skills training, case management, faith study, educational programs, and a drop-in center.

E. Implementation and Monitoring of Blueprint.

The Blueprint recognizes that a lead entity must be designated to mobilize the community to achieve the goals of the Blueprint. CHIP was designated to be that lead entity, and the Blueprint sets out four specific actions to ensure implementation and monitoring.

1. ***Assemble and provide staff support to coalition partners including the city, local housing and service providers, and other interested stakeholders.***

- Capacity Building, Training and TA (reference page 12)
 - Homeless Management Information System: Data Collection, Coordination, and Analysis (reference page 6)
 - McKinney-Vento Liaison Meetings (reference page 12)
 - Mental Health and Shelter Collaboration (reference page 14)
 - Continuum of Care Advisory Board (CoCAB). CHIP serves along with city staff as staff support for the Indianapolis CoCAB. This advisory board is responsible for coordinating the city's receipt and distribution of federal funds to support homeless housing programs. The CoCAB replaced the Pipeline Committee, which served as a technical resource for new Blueprint projects.
 - Support Services Only Collaborative. CHIP facilitated meetings with Horizon House, the Homeless Initiative Program, and Midtown Mental Health to design a collaboration or identify alternate funding to replace cuts in funding to these major support service organizations following a shift in focus by HUD to support housing programs only. This collaborative identified ways to better coordinate efforts and reduce service duplication to improve efficiency for the clients they serve and the funding sources supporting those services.
- 2. *Provide staff to support a funders' council of public and private agencies that will consider funding requests related to the Blueprint's objectives.***
- The Funders' Council established by the Blueprint has dissolved. The role of that council has been replaced with a less formal process through the United Way of Central Indiana. Through that process, private foundations and other funding agencies come together to review community needs and direct resources. CHIP participates in this process. In addition, CHIP consults with MIBOR, CICF and other funders regarding project applications and how they fit within the objectives of the Blueprint.
- 3. *Regularly monitor data and conduct surveys to assess the community's progress toward ending homelessness.***
- Indy Homeless Connect (reference page 6)
 - Advocacy Council (reference page 7)
 - Homeless Management Information System (reference page 6)
 - Annual Point-in-Time Homeless Count (reference page 12)
 - Blueprint Work Plan and Program Models Matrix. The Blueprint to End Homelessness is a comprehensive framework for a more effective homeless assistance system in Indianapolis; however, it lacks specific process steps and benchmarks to convert a service provider's existing system to the Blueprint vision. Implementation of the Blueprint may require adjustments and changes within individual programs. Providers and donors recognized the need for a

concrete and detailed strategy, and they worked with CHIP to develop the Program Models Matrix (PMM). The PMM is meant to describe how each component of a provider's program fits into achieving the larger goals of the system and the Blueprint, and it defines how each component should work in order for the entire system to be effective. The Blueprint Work Plan and PMM lay out detailed strategies for achieving and monitoring Blueprint goals.

- Outcomes Indicators. In consultation with Luther Consulting and Dr. Eric Wright and IUPUI, CHIP developed recommendations for system-wide outcomes indicators, to better measure community progress on the goals of the Blueprint on an annual basis. The set of indicators was derived by examining existing data sources and conducting focus groups and key informant interviews with various organizations that collect data regarding homelessness and homelessness prevention. The indicators are organized by the primary goals of the Blueprint and will be used as part of the overall evaluation of the service delivery system.
- Community Surveys. CHIP has conducted two community surveys to gauge awareness about and support for the initiatives set out in the Blueprint.
- Research and Evaluation Projects.
 - *ACES Cost Study*. In October 2006, CHIP released the ACES Cost Analysis, a cost study that demonstrated a 75% reduction in pre- and post-enrollment health care charges for chronically homeless, dually diagnosed individuals served by the Action Coalition to Ensure Stability system of care program.
 - *Public Services Utilization Cost Study*. In June 2007, CHIP released the Public Services Utilization Cost Study, which looked at chronically homeless individuals who are considered frequent users of emergency and inpatient healthcare and mental health services and the criminal justice system. This study found an overall trend of increasing costs for the use of public services by chronically homeless individuals. It suggests that expanding access to programs that specifically target homeless individuals with mental illness and substance abuse problems would help both to provide better care to this high need population and reduce the financial stress on our criminal justice and public healthcare systems.
 - *Evaluation of Program Models*. CHIP conducts evaluations of newly implemented program and demonstration models, in order to measure their outcomes and to advance support for replication of successful programs that support Blueprint initiatives. Current evaluation efforts include the Transition in Place housing model for homeless families and the Sustainable Support Services Model. Prior evaluation efforts included the ACES, Homelessness Prevention, and Congregations as Partners programs.

4. *Provide semi-annual reports to the Indianapolis Housing Task Force.*

- The Indianapolis Housing Task Force is now dissolved and has been replaced by the Mayor's Housing Forum, an online venue for fostering dialogue and sharing information. CHIP continues to fulfill its reporting role through publication of our Annual Report.
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V. CONCLUSION.

Since the Blueprint was launched, Indianapolis has made significant strides as a community in providing coordinated homeless services through strong partnerships among providers. We have added affordable and supportive housing, and the number of people experiencing homelessness in our community has decreased. That said, there is much work to be done and little time left in our initial 10-year strategic plan. Three significant challenges moving forward include the lack of affordable housing units for individuals and families, the lack of funding for supportive services, and the establishment of an engagement center to address people who are chronically homeless and have addiction issues. These challenges require a community investment to resolve.

The 2008 United Way of Central Indiana Community Assessment recognizes CHIP and the local providers for their efforts in implementation of the city's 10-year plan and recommends and renews its call for a community-wide effort to "full implementation of the Blueprint to End Homelessness with an emphasis on the concept of Housing First."

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