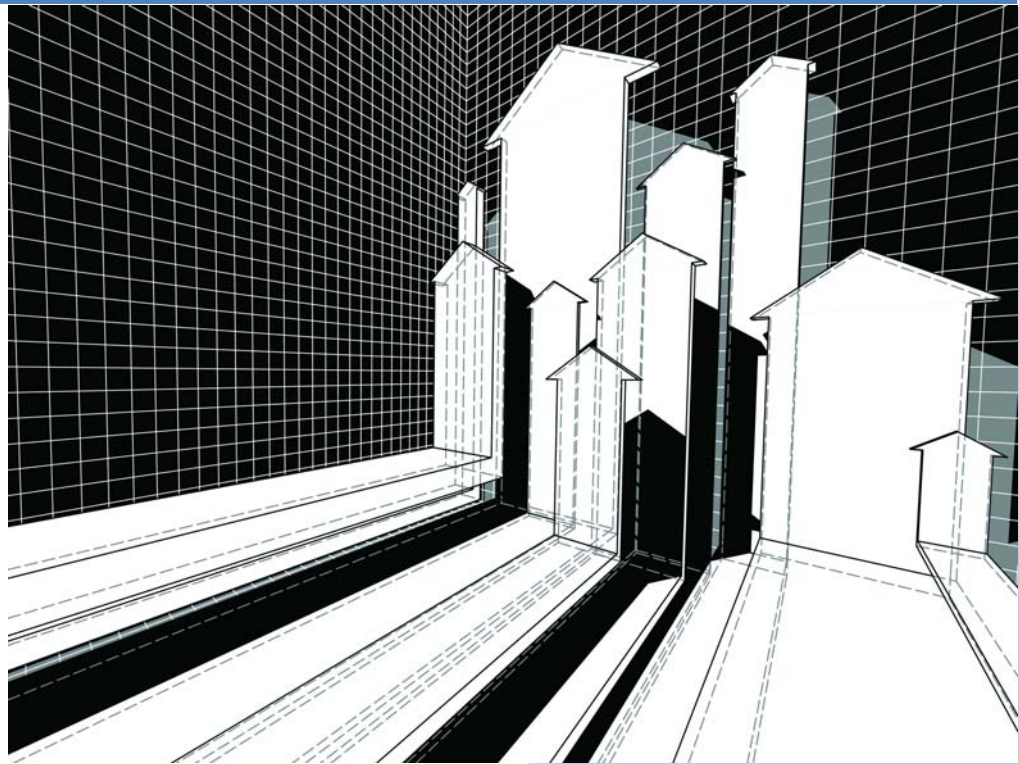


2011

Community Progress Report



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

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Intervention and Prevention (CHIP)*

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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 focus on:

- Increasing the number of units of affordable, supportive housing
- Strengthening prevention
- Improving access to housing and services
- Enhancing and coordinating services

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 then more than 300 local communities followed suit and now boast similar 10-year plans.** As we enter into the last two 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

In 2002, it was estimated 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 shelters 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, 2009, 2010 and 2011, and in July 2009. Since January 2007, CHIP has partnered with the IUPUI Indiana Public Policy Institute 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 60 volunteers participated in the 2010 count), 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.

The most recent point in time count, in January 2011, indicated that there were **1,567 individuals experiencing homelessness in Indianapolis** on the night of the count, and for the last three years the number has hovered around 1,500 (1,524 in 2008, 1,454 in 2009, and 1,488 in 2010). Based on these point in time numbers, **it is estimated that 4,500 to 7,500 people will experience homelessness in Indianapolis 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, **there was a 78% rise in family homelessness between 2008 and 2009, and for the year 2011, 444 individuals including 248 children under the age of 18 comprised 155 homeless families. During 2010 up to the night of the 2011 count, temporary funding from the federal stimulus program kept another 872 individuals comprising 473 Indianapolis households from becoming homeless.** For those who were homeless on the night of the count, 35% cited the loss of a job as the primary reason for their homelessness, and 245 individuals stated that they were homeless only after having been asked to leave the home of a friend or an extended family member where they had taken up temporary refuge.

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

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

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. The 2010 inventory indicates that there are currently 3,422 units of affordable housing in the city. With only two years remaining in the Blueprint period, Indianapolis is 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. **The 2010 inventory indicates that there are currently 1,063 units of permanent supportive housing (including 826 units created after the Blueprint was adopted), and 438 units of transitional housing. There are another 128 units of permanent supportive housing and 28 units of transitional housing in the pipeline, meaning that they are scheduled to be developed and come on line prior to the end of the Blueprint period.**

The Blueprint did not set a 10-year goal for permanent supportive housing, but with two years remaining, our community is still slightly less than halfway toward the five-year goal.

IV. SPECIFIC BLUEPRINT GOALS

The Blueprint 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, the primary community 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 2008 survey by family shelter providers indicated 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. *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.

line as affordable or supportive, but change status over time and with changing economic and other conditions. In 2009, CHIP created a comprehensive database to track existing and pipeline units.

- 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 developed through a local developer and, nearly completed in 2010, adds more than 150 units of housing. This model of housing is currently being evaluated for its ability to produce 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.
- Emergency Assistance Programs. These include the Community Emergency Relief Fund and the Emergency Shelter and Food Program. Funding is provided through the federal government and local philanthropies to provide support to social service agencies to offer clients emergency financial assistance for rent, food and utilities.
- Indy Resource Connect. This initiative was launched in 2009, and included a series of three events to provide direct services to people at risk of homelessness. Modeled after the annual Indy Homeless Connect events, CHIP coordinated community and

professional volunteers to come together in a single venue for a day to provide a variety of services to individuals and families. Providers included attorneys, employment counselors, credit and financial counselors, health care providers, housing providers, and social services and public benefits providers. People were able to meet with these professionals and apply for benefits or receive services while they were in the venue. Free childcare was provided to allow parents to spend as much time with the service providers as was needed. An estimated 350 households received services and resources in 2009 and 2010 through these events.

- Homeless Prevention and Rapid Re-housing Program. Supported by the 2009 federal stimulus, the HPRP program provides emergency funding to social service agencies to assist individuals and families at risk of homelessness to maintain their homes. CHIP was tasked with integrating the required data management components into our Continuum’s Homeless Management Information System (HMIS), training new users in data collection, performing data quality audits and generating reports to show how funding was used and in what ways it supported homeless prevention efforts in the city. The HPRP program ended its first year on September 30, 2010. The prevention programs served 469 households (representing 1140 individuals).
- Trusted Mentors. In 2003, CHIP secured a grant to establish a volunteer mentoring program to support individuals who have been recently housed. Resulting in the creation of a new non-profit organization, Trusted Partners – now Trusted Mentors – matches trained volunteers with individuals in mentoring relationships that 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.
- City of Indianapolis, Pack the Pantries Program. This initiative, started in 2008, is a city-wide food drive to supply area food pantries. This initiative provides added resources to the community to allow for individuals at risk of homelessness to reduce or eliminate their food budget during challenging economic times.

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

- HPRP (reference page 7).

- Marion County Low Income Housing Trust Fund. The Marion County Low Income Housing Trust Fund was established by the state legislature in 2000 to make affordable housing available to persons of low and moderate incomes. However, no revenue source was identified to go into the fund.

In 2006, CHIP led the advocacy and awareness campaign, “A Home Within Reach”, to generate support for a dedicated revenue stream for the fund. This campaign consisted of many elements including developing a message, implementing a public relations strategy targeting elected officials, media, campaign partners and other audiences, hosting awareness events, and conducting other public forums. CHIP also mobilized a base of supporters throughout the community called the “Friends of the Housing Trust

Fund”, who were encouraged to contact their City Councilors via e-mail, postcards, and phone calls as well as to engage in awareness events other supportive activities.

In December of 2007, the City-County Council approved an ordinance under which revenues collected via the electronic filing of property sales disclosure forms are allocated to the fund, providing about \$300,000 a year. CHIP and a number of partners from the public and private sectors worked to secure approximately \$1.3 million from permanent and reliable revenue sources that will flow into the fund each year, including a commitment from Health and Hospital Corporation to make an annual investment of \$1 million to the fund.

The uses for the trust fund are primarily to provide financial assistance to those individuals and families whose income is at or below eighty percent (80%) of the county's median income to purchase or lease residential units within the county; and making grants, loans, and loan guarantees for the development, rehab, or financing of affordable housing.

The state legislation establishing the fund also authorized the establishment of a low-income housing trust fund advisory committee that is charged with making recommendations to the Metropolitan Development Commission regarding uses of the housing trust fund and sources of capital for the fund. The committee consists of eleven members, comprised of City-appointed stakeholders in the low income housing community, neighborhood associations, community-based organizations, and other social services agencies and appointments made by the Coalition for Homeless Intervention and Prevention of Greater Indianapolis, Local Initiatives Support Corporation, Indianapolis Coalition for Neighborhood Development, and the Indianapolis Neighborhood Housing Partnership.

Since the inception of the fund, \$6,592,274.00 has been invested in Housing Trust Fund projects helping to yield 282 units of affordable housing.

- 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. As of 2010, this database contains 5,706 listings for the Indianapolis metropolitan area, representing 25,114 affordable housing units by 1,938 different landlords; 1,355 of the total listed units are currently available. In the last 12 months, 166,214 searches had been conducted by 36,109 unique 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 additional housing to come on line in 2011.

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.

- HPRP (reference page 7). In addition to providing support for families at risk of homelessness, this program also provides assistance to individuals and families who are currently homeless. Funds from this program can be used to assist eligible clients with low to moderate barriers to return to and sustain housing. The HPRP ended its first year on September 30, 2010, and by the night of the homeless count in January, 2011, the program served 473 households (representing 872 individuals).

- 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 the last two years, CHIP has steadily increased the community participation rate from 22 to 37 agencies and from 40 to more than 130 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.

- 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, 2009, 2010 and 2011. 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 6th Annual Indy Homeless Connect in April 2011, more than 600 community volunteers and over 100 provider organizations provided housing and supportive services to more than 1,000 individuals experiencing homelessness, including 94 children under the age of five.

- Indy Resource Connect (reference page 6).

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.

- Indy Resource Connect (reference page 6).
- IndianaHousingNow.org (reference page 8).
- Indy Homeless Connect (reference page 9).
- 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 again in 2010 and 2011. The current edition contains more than 50 pages of resources to assist the homeless. CHIP distributed more than 1,000 copies at each of the last three Indy Homeless Connect events, 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.
- Mental Health and Shelter Directory. CHIP partnered with shelters and mental health providers to create and update this directory for providers to make referrals among programs.

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

- Indy Homeless Connect (reference page 9)
- Service Provider Outreach Teams. There are currently six social services outreach agencies that work downtown. These include teams from the Homeless Initiative Program, HVAF of Indiana, the Indy Dream Center, The PourHouse, Outreach Inc., and Horizon House. In addition to these social service agencies, other agencies and organizations such as Helping Our Own People, Helpers Helping Others, and Tear Down the Walls, provide outreach that connects individuals who are unsheltered with social service providers, shelters and housing. Numerous other organizations provide hot

meals or blankets and clothing to individuals on the street. Outreach occurs in and around the existing “camps,” alleys and underpasses where the chronically homeless stay. While the social service outreach 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. In 2011, through a grant supported by the Lilly Endowment, the community will added additional outreach capacity through personnel and a mechanism to provide rapid response. The outreach teams meet monthly to coordinate their activities.

- 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. The count also creates an opportunity for outreach as teams and volunteers interact with people who are unsheltered.
- 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 have planned and participated in events and activities for National Hunger and Homelessness Week in November 2009 and November 2010. They 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, and the IMPD operates under a general order which provides a process for officers to notify CHIP on issues of homelessness in the community. IMPD also plays an integral role with the annual homeless count, detailing teams of officers to participate in the street count.

- IMPD Homeless Outreach Unit. In 2010, the IMPD established a Homeless Outreach Unit. The IMPD Homeless Outreach Unit (HOU) is designed to assist persons in Indianapolis experiencing homelessness. The HOU responds to initial complaints referencing the homeless with an initial social service perspective in an effort to place these individuals in shelter, housing or in a service provider's program. The HOU works with social service providers as a partner in the Blueprint to End Homelessness. The HOU also acts as a liaison between the homeless and public safety agencies.
- Community Outreach Task Force. In 2009, a Homeless Mental Health Outreach collaborative was convened by the Marion County Mental Health Court and IMPD. This group started meeting in response to the need to look at what was currently being done by homeless outreach services as it relates to individuals with mental health problems, specifically those who have a mental illness. The group engages in an ongoing review of what the community could do better with current resources, and to identify what long-term resources it would like to see become available for homeless mental health outreach. In addition to representatives from IMPD and the courts, the group was composed of key staff from 16 social service agencies that work with the homeless. This collaborative formed a working group of direct service providers to coordinate and apply existing resources and system change to serve specific clients. That working group was initially referred to as the Homeless Mental Health Case Conferencing Committee, but is now known as the Community Outreach Task Force or "COT Force." In its first year of operation the COT Force targeted 21 individuals for intensive interventions. Those individuals were responsible for more than 1,200 arrests for public intoxication prior to engagement, and fewer than 100 post-engagement.
- Outreach Standards and Training. In 2010, CHIP facilitated the creation of Consensus Standards for Community Outreach. Outreach teams from eight different agencies, in conjunction with the IMPD, collaborated on consensus standards for homeless outreach and engagement. The city is currently reviewing those standards for endorsement and recognition as a best practice. In addition, one team (The Indy Dream Center) worked with the IMPD and other community stakeholders to develop a training curriculum for outreach workers, new police officers and others who provide outreach to or encounter unsheltered homeless. The curriculum encompasses and coordinates public safety, public health and outreach. The first training class was held on October 5-7, 2010. Additional classes will be held in 2011.
- Central Library, Homeless Outreach. In late 2009, CHIP facilitated a partnership between the Indianapolis Marion County Public Library and social services outreach teams. The Library Board approved use of a room in the Central library for outreach teams and social services providers to meet with homeless patrons and engage in outreach activities on site. Teams meet with individuals to provide supportive services or referrals. As part of this partnership, the Neighborhood Christian Legal Clinic conducts office hours at that location. In the first seven months of this outreach initiative, team members have had more than 400 outreach encounters in the library and using the resources the library is providing the teams.
- 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. These include presentations at schools

and to community groups, providing referrals and resources at community events, creating a new website with features promoting partner organizations and personal stories from people who have experienced homelessness, and social media. CHIP actively submits letters and articles to newspapers and community newsletters, and serves as a community resource for information on homelessness and interventions.

- 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 more than 400 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 2008-10. During that time, CHIP convened meetings of the Engagement Center Task Force and community partners to advance this initiative and secured operational support. The Health and Hospital Corporation of Marion County and Midtown Community Mental Health Center have an interest in providing operational support for this community initiative. Community and professional stakeholders began developing operating partnerships and completing an operations plan and budget for operations. CHIP utilized a grant from the Indianapolis Low Income Housing Trust Fund to support a consultant to prepare architectural renderings, cost modeling, and site evaluation and analysis on viable properties that could serve as locations for an Engagement Center. The Engagement Center Task Force supported a development in two phases. Pending property availability and negotiations, implementation of existing plans call for a facility to open during 2011 with capacity to serve 12 individuals. During the first year of operation the facility would expand to support and serve up to 50 individuals. Under the operations plan endorsed by the Engagement Center Task Force, individuals could stay at the facility for up to three days while they are engaged in services, and then participating individuals would be moved to treatment and other residential programs or housing located throughout the city.

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

- Community Wish List (reference page 10)

- Connect2Help 2-1-1 (reference page 10)
- 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 9)
- 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 10)
- IndianaHousingNow.org. This database is available in Spanish. (reference page 8)
- 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 9)
- Community Wish List (reference page 10)
- 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.*

- COT Force (reference page 12).
- IMPD HOU (reference page 11).

- Engagement Center (reference page 13).
- Indy Homeless Connect (reference page 9). This event also 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 9)
- Community Wish List (reference page 10)
- Advocacy Council (reference page 11)
- 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 collection, 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 May 2008, when the city initiated this

program, the boxes have collected slightly more than \$11,000. The return in funds collected has been modest compared to the need in the community as well as the cost of maintaining the boxes; however, the funds that have been collected have been used to partially subsidize a service event for homeless veterans, the purchase of eyeglasses for individuals who are homeless, and helped to equip street outreach teams. 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. The point-in-time count, coordinated by CHIP, identifies not only how many people are experiencing homelessness but also who they are. Among the many homeless are children attending school. In January 2011, in addition to the count conducted on the streets and in shelters and transitional housing, CHIP 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 2,925 children in Indianapolis that fall within this at-risk population.

5. *Improve legal services.*

- Indy Homeless Connect (reference page 9).
- Indy Resource Connect (reference page 6).
- Library Outreach (reference page 12). As part of the Central library homeless outreach effort, the Neighborhood Christian Legal Clinic conducts office hours at that location.
- 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 9).
- Indy Resource Connect (reference page 6).
- Transition in Place Housing Model (reference page 5).
- 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 18).
- Handbook of Help (reference page 10).
- Training and Technical Assistance (reference page 16).
- 34 North Transitional Housing, The Julian Center. In 2010, The Julian Center and Herman Kittle Properties completed construction on a housing project for survivors of domestic violence. This project, known as 34 North, is 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 consists 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 8).
- Outreach Inc. Outreach, Inc. is a faith-based organization on the east side of Indianapolis providing 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. In 2010, CHIP provided Outreach, Inc. with technical assistance and consulting services to evaluate that organization’s capacity for housing services, and to increase community awareness around the issue of homeless youth, effective interventions with homeless youth, and prevention of adult homelessness through homeless youth interventions. Outreach, Inc. produced a book on homelessness and youth that it is using to increase awareness and generate support for interventions and services to support homeless youth.
- Restoring Lives West is a faith-based organization on the west side of Indianapolis providing a daytime drop-in shelter and programming to help homeless youth engage in social services, education, employment and housing.
- Homeless Youth Housing Initiative. Supported by a 2009 grant, this initiative seeks to implement the Blueprint goal of providing sustainable housing and youth-centered transition services for homeless youth. During 2010, CHIP convened partners and community stakeholders to identify the level of awareness surrounding youth homelessness and the community commitment to adopting successful models for intervention. As a result of those meetings and focus groups, CHIP is convening a task

force to identify and support implementation of youth housing and transition models, with anticipated outcomes in 2011 to include community support for the need of youth-centered supportive housing, completion of a business and service plan for a youth housing model, a viable location or locations identified for youth housing, and partners and funding support will be identified to develop a youth housing model. Among the service partnerships and models being examined is providing more direct linkages between teenage youth student financial aid and housing at IUPUI and other institutions of higher learning.

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 16).
- Homeless Management Information System: Data Collection, Coordination, and Analysis (reference page 9).
- McKinney-Vento Liaison Meetings (reference page 16).
- Mental Health and Shelter Collaboration (reference page 18).
- COT Force (reference page 12).
- 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. Currently, 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 9).
- Advocacy Council (reference page 11).
- Homeless Management Information System (reference page 9).
- Annual Point-in-Time Homeless Count (reference page 11).
- HPRP (reference page 7).
- 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.
- Post-Blueprint Work Plan. Through a grant provided by Lilly Endowment, in 2011, CHIP will be convening partners and community stakeholders in planning to establish priorities for post-Blueprint maintenance of effort and ongoing initiatives to prevent and end homelessness. A new strategic plan will be created by 2012 to coincide with the last year of 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. In 2009, CHIP released an update using 2009 cost figures.

- *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 an evaluation of the Trusted Mentors program, 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.
- *Evaluation of Community Awareness.* In 2010, CHIP commissioned an evaluation of community awareness efforts and the community's understanding of homelessness. A final report was issued in 2011.
- *Evaluation of Blueprint Goals and Strategies.* In 2010, CHIP commissioned an evaluation of the Blueprint goals, strategies and outcomes. A final report is anticipated in 2012.

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.

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.

Four significant challenges moving forward include and require a community investment to:

- a. Create more affordable housing units for individuals and families,
- b. Enhance funding for supportive services,
- c. Create more units of housing and improve access to housing and transitional services for youth, and
- d. Establish an engagement center to address people who are chronically homeless and have addiction issues.

These challenges, new priorities and ongoing initiatives will be evaluated in 2011 and a new strategic plan will be developed for 2013 and beyond.

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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