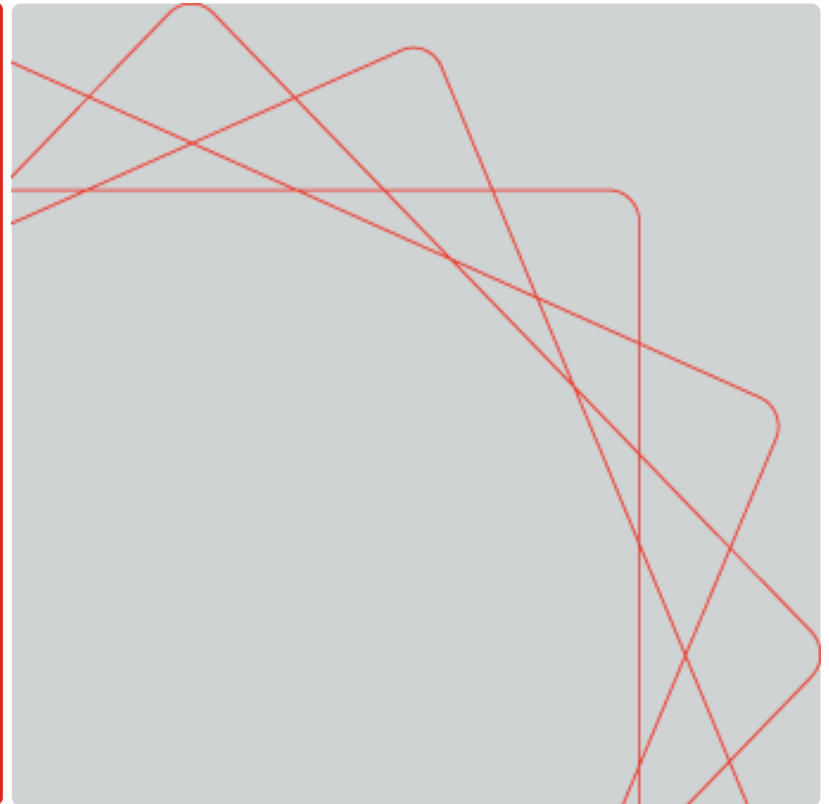




Indianapolis System Modeling Project

Final Report

April 2017





Project Vision and Goals

Project Process



- Develop a model of the system of housing and services interventions that would more effectively meet the needs of individuals and families experiencing homelessness in Indianapolis
- CHIP contracted with Abt Associates to:
 - conduct system modeling
 - analyze HMIS and other data to understand the way people use the current system
- System Modeling Steering Committee met with Abt staff five times to develop the system modeling assumptions and review the system utilization analysis results

Defining the End of Homelessness



The United States Interagency Council on Homelessness (USICH) has developed an operational definition of the end of homelessness:

An end to homelessness **does not mean that no one will ever experience a housing crisis again....**

An end to homelessness means that every community will have a **systematic response in place** that ensures homelessness is **prevented whenever possible or is otherwise a rare, brief, and non-recurring** experience.

Project Goals



The key goals of the project were to:

- Analyze and understand the utilization of the projects in the homeless system
- Determine the annual number of individuals and families experiencing homelessness in Indianapolis
- Model the units needed to end homelessness, including the cost of the model, for various priority populations (including chronically homeless people, Veterans, families and youth)
- Develop five year recommendations for identified populations to move the homeless system to the ideal model



**FY2016
Annual Count
of Persons
Served by the
Homeless
System**

Estimating Annual Number of People Experiencing Homelessness



- HUD requires that data on people experiencing homelessness in projects in the homeless system enter data into the Homeless Management Information System (HMIS)
- Indianapolis HMIS only had 56% of beds or units in the CoC participating in HMIS for the report period (FY2016 – 10/1/2015-9/30/2016)
 - Participation will go to 67% when Wheeler Mission starts uploading data to HMIS

Process Used to Estimate Annual Number



- Analyzed HMIS and Wheeler Mission data for the report period to determine annual number of people served
- Extrapolated number of unique people served by domestic violence programs
- Extrapolated number of people served by all other projects that do not enter data into HMIS

FY2016 Annual Count For System Modeling

(All Homeless Programs excluding PSH)



Source	Number of People
HMIS	7,077
Wheeler (unduplicated with HMIS)	2,018
Julian Center (extrapolation based on survey information)	483
Coburn Center (extrapolation based on survey information)	144
Non-HMIS Projects (extrapolation based on HIC, HMIS & AHAR sources)	2,033
TOTAL	11,755

Estimating Number of People by Household Type and Subpopulation



- Household type breakdown available as part of the estimation process

Type of Household	Number of Households
Individual	8,047
Family (people)	1,072 (3,579)
Unaccompanied Youth	129
TOTAL (people)	9,248 (11,755)

- Subpopulation breakdowns by age, Veteran status and other characteristics only available for people with information in HMIS

Annual Count Subpopulation Breakdown



Population Type	Percent of HMIS Data	Number of Households
FAMILIES		
Families (age 25+)	83%	890
Parenting Youth	17%	182
INDIVIDUALS		
Individuals (age 25+, non-Veteran, non-CH)	65%	5,207
Single youth (age 18-24, non-Veteran, non-CH)	10%	806
Chronically homeless (age 18+, non-Veteran)	11%	879
Veterans including CH Veterans (age 18+)	14%	1,155
UNACCOMPANIED YOUTH		
Minors (age under 18)	100%	129
TOTAL ESTIMATED HOUSEHOLDS		9,248



System Modeling Process

System Modeling Overview



- System modeling is a technique to create an ideal model of the inventory and performance needed by a system to provide the assistance needed to exit every individual and family experiencing homelessness to permanent housing
- Once the ideal model has been developed it can be used to:
 - Advocate for increased resources, in Los Angeles and the District of Columbia similar work has resulted in substantial investments in their homeless systems
 - Prioritize investments and programmatic changes to transition current homeless system and projects to ideal system

Indianapolis System Modeling Overview



- System modeling conducted for the following household types and subpopulations:
 - Families
 - Parenting Youth age 18-24
 - Individuals age 25+ (non-Veteran & non-chronically homeless)
 - Single Youth age 18-24
 - Chronically homeless individuals age 18+
 - Veterans age 18+
 - Chronically homeless Veterans age 18+

Program Models



1. Developed program models for all the programs expected to be used in the ideal system
 - Diversion
 - Emergency Shelter
 - Transitional Housing
 - Rapid Re-housing
 - Permanent Supportive Housing
 - Other Permanent Housing

Annual Count & System Utilization



2. Analyzed HMIS and other data to understand the annual number of people experiencing homelessness.
3. Reviewed system utilization data for:
 - combinations of programs people use
 - average length of stay in programs
 - program performance at exiting people to permanent housing

Develop Assumptions for Modeling



4. For each population, developed combinations of programs or pathways that people would ideally use to rapidly exit to permanent housing.
5. Estimated the percentage of the population that will need each pathway.
6. Estimated how long people will stay at each program in the pathway.

Model Recommended Inventory



7. Using assumptions and annual number of individuals or families experiencing homelessness calculated inventory needed for an ideal system.
8. Developed cost estimates for ideal system.

Pathway Assumptions For Families with Head of Household age 25+



- Assumptions about the different sets of interventions or pathways the 890 families with heads of household over the age of 25 will need to rapidly exit to permanent housing.

Pathways	Overall Strategy	Detail Strategy
Diversion	20%	20%
Emergency Shelter (ES) Only	15%	15%
Transitional Housing from Coordinated Entry	4%	2%
Transitional Housing from ES with RRH at exit		2%
Rapid Re-housing (one-time assistance)	55%	5%
Rapid Re-housing (med-term assistance)		50%
Permanent Supportive Housing	6%	6%

Average Length of Stay for Families 25+ in each Program in a Pathway (months)



Pathways	Detail Strategy	Diversion	ES	TH	RRH	PSH
Diversion	20%	3				
Emergency Shelter (ES) Only	15%		1			
Transitional Housing (TH) from Coordinated Entry	2%			6		
Transitional Housing from ES with RRH at exit	2%		1	6	3	
Rapid Re-housing (RRH) - one-time assistance	5%		1		1	
Rapid Re-housing – med-term assistance	50%		1		4	
Permanent Supportive Housing (PSH)	6%		1			1 (unit)



Inventory Recommendations

Developing Inventory Recommendations



- Calculate ideal inventory for a population using pathway and length of stay assumptions and the annual number of families experiencing homelessness

Example – 10 families enter shelter each month

- 20% need shelter only for 2 weeks 1 bed
 - 10% go to TH after 1 month in shelter 1 bed
 - 50% go to RRH after 1 month in shelter 5 beds
 - 20% go to PSH after 2 months in shelter 4 beds
- 11 beds

Ideal Inventory for Families 25+



Program Type	Inventory Recommendation at a Point in Time	Families Served in a Year by each Bed/Unit/Subsidy Slot
Diversion	45 services & subsidy slots	180
Emergency Shelter	57 family shelter units (average family size 3.34)	684
Transitional Housing	18 family units	36
Rapid Re-housing	156 services & subsidy slots	508
Permanent Supportive Housing	53 units a year available through turnover or new development	53
TOTAL	329 units or subsidy slots	890 families served by one or more programs

Summary Inventory Recommendations to Meet Annual Need



Project Type	All Families (age 18+)	All Non-Veteran Individuals (age 18+)	All Veterans (age 18+)	Total Inventory Recomm.
Diversion	57	170	26	253
Emergency Shelter	71	368	76	515
Transitional Housing	39	125	116	280
Rapid Re-housing	270	958	133	1,361
Permanent Supportive Housing (available through turnover or new development)	62	560	70	692
TOTAL BEDS/UNITS/ SUBSIDY SLOTS NEEDED	499	2,181	421	3,101



Initial Housing Priorities and Key Implications

Initial Housing Priorities and Key Implications



- System Modeling Steering Committee identified two initial housing priorities and three key findings as a focus for immediate action
- Implementing the initial housing priorities and key findings will:
 - Enhance the Indianapolis homeless system
 - Reduce demand on shelter
 - Improve performance on the System Performance Measures by reducing length of stay and exiting more people to permanent housing

End Chronic Homelessness in 5 Years



- A person who is chronically homeless has been homeless continuously for a year or has been homeless on 4 occasions over the last 3 years with 12 or more months homeless and has a qualifying disability
- Many chronically homeless people have high costs for homeless system and other crisis systems (law enforcement, emergency rooms, etc.)
- Proven model for ending chronic homelessness – permanent supportive housing using Housing First principles

PSH Inventory Development Scenarios



	Initial CH PSH Inventory	PSH Units Created in 5 Years	Ending CH PSH Inventory
Scenario #1 – serve 20% or 176 people a year	225	664	889
Scenario #2 – serve 10% first year (88 people), 15% second year (132), 20% third year (176), 25% fourth year (220), 30% fifth year (264)	225	684	909
Scenario #3 – serve 100 people first year, 150 second year, 200/year in third, fourth & fifth year	225	653	877
Scenario #4 – end chronic homelessness in 5 years with no yearly target	225	781	1,006

Planning Considerations



- Housing and services planning
 - Coordinated outreach to identify and assess individuals experiencing chronic homelessness
 - Assess type of housing needed – tenant based subsidies used in private market vs. site-based projects owned and managed by PSH provider
 - Assess intensity of services needed – some people will need more frequent and sophisticated services
- Coordinated entry planning should ensure available PSH units are targeted to people who are chronically homeless with priority for most vulnerable and longest time homeless

Costs and Potential Funding Sources



- Preliminary annual housing, services and admin costs \$12,315/unit
- Preliminary annual cost to end chronic homelessness: \$8-9 million
- Communities funding PSH development to end chronic homelessness through:
 - LA – property and sales tax increases
 - Orlando – Housing Choice Vouchers and services funding from largest hospital
 - DC – general revenue and affordable housing funds

Rapidly Re-house 600 Families per Year



- Rapid re-housing helps families to quickly locate, lease and move-in to housing with temporary rent assistance and supportive services provided to the family in housing
- Estimated 1,072 families with heads of household over the age of 18 experience homelessness each year
- Family shelter system does not have enough capacity to serve families – create permanent housing options not more shelter capacity

Rapid Re-housing Inventory Development Scenario



	Year 1	Year 2	Year 3	Pathway Assumptions
Parenting Youth (18-24)	36 RRH slots 36 families served	73 RRH slots 73 families served	109 RRH slots 109 families served	60% need average of 12 months of assistance
Families (25+)	78 RRH slots 269 families served	123 RRH slots 400 families served	152 RRH slots 489 families served	5% need one-time assistance 50% need average of 4 months of assistance
Existing RRH	0	114	196	
New RRH	114	82	65	
TOTAL	114 RRH slots 305 families served	196 RRH slots 473 families served	261 RRH slots 598 families served	

Planning Considerations



- Program models reference the National Alliance to End Homelessness' *Rapid Re-housing Performance Benchmarks and Program Standards* as model for rapid re-housing
- As resources increase also need to:
 - Create efficient funding and services structure
 - Develop provider capacity to effectively deliver program through training and technical assistance

Costs and Potential Funding Sources



- Preliminary annual housing, services and admin costs: \$15,549/RRH slot
- Preliminary annual cost to serve 600 families/year: \$4 million
- Communities have combined or braided various sources of funding to serve families based on eligibility and need. These sources include TANF, HOME, ESG, SSVF, CoC Program, state or local housing funds, and private foundations and fundraising

Key Implications



- Indianapolis CoC does not have sufficient resources to provide permanent housing and supportive services interventions to the people experiencing homelessness
 - Commit to a surge in resources to end chronic homelessness and rapidly re-house 600 families a year
- Existing projects may not have staff, training or effective models to implement ideal system
 - Conduct a shelter assessment to evaluate capacity and functioning of current shelter system
 - Evaluate permanent supportive housing services, models, staff resources, and training needs including Housing First training



- **POPULATION SPECIFIC SLIDES**



- Parenting Youth

Average Length of Stay in each Program for Parenting Youth in a Pathway (months)



Pathways	Detail Strategy	Diversion	ES	TH	RRH	PSH
Diversion/After ES Support	10%	4				
Emergency Shelter (ES) Only	10%	4	1			
Transitional Housing (TH) from Coordinated Entry	5%			9		
Transitional Housing from ES with RRH at exit	10%		1	9	3	
Rapid Re-housing – med-term assistance	60%		1		12	
Permanent Supportive Housing (PSH)	5%		1			1 (year)

Ideal Inventory for Parenting Youth



Program Type	Inventory Recommendation at a Point in Time	Families Served in a Year by each Bed/Unit/Subsidy Slot
Diversion/After ES Care	12 services & subsidy slots	36
Emergency Shelter	14 family shelter units (average family size 3.34)	168
Transitional Housing	21 family units	28
Rapid Re-housing	114 services & subsidy slots	114
Permanent Supportive Housing	9 units a year available through turnover or new development	9
TOTAL	170 units or subsidy slots	182 families served by one or more programs



- Single Youth 18-24

Average Length of Stay in each Program for Single Youth in a Pathway (months)



Pathways	Detail Strategy	Diversion	ES	TH	RRH	PSH
Diversion/After ES Support	10%	2				
Emergency Shelter (ES) Only	20%	2	1			
Transitional Housing (TH) from Coordinated Entry	5%			6		
TH from ES with RRH at exit	10%		1	6	6	
Rapid Re-housing (RRH) – one-time assistance	5%		1		1	
RRH – med-term assistance	45%		1		9	
Permanent Supportive Housing (PSH)	5%		1			1 (unit)

Ideal Inventory for Single Youth (age 18-24)



Program Type	Inventory Recommendation at a Point in Time	Single Youth Served in a Year by each Bed/Unit/Subsidy Slot
Diversion/After ES Care	40 services & subsidy slots	80
Emergency Shelter	56 shelter beds	672
Transitional Housing	60 beds	120
Rapid Re-housing	315 services & subsidy slots	420
Permanent Supportive Housing	40 units a year available through turnover or new development	40
TOTAL	511 beds, units or subsidy slots	806 youth served by one or more programs



- Individuals 25+

Average Length of Stay in each Program for Individuals 25+ in a Pathway (months)



Pathways	Detail Strategy	Diversion	ES	TH	RRH	PSH
Diversion	15%	2				
Emergency Shelter (ES) Only	30%		1			
Transitional Housing (TH) from Coordinated Entry	4%			3		
TH from ES with RRH at exit	1%		1	3	3	
Rapid Re-housing (RRH) – one-time assistance	5%		1		1	
RRH – from unsheltered homelessness	5%				4	
RRH – med-term assistance	30%		1		4	
Permanent Supportive Housing (PSH)	6%		1			1 (unit)
PSH from unsheltered homelessness	4%					1 (unit)

Ideal Inventory for Individuals 25+



Program Type	Inventory Recommendation at a Point in Time	Individuals Served in a Year by each Bed/Unit/ Subsidy Slot
Diversion	130 services & subsidy slots	260
Emergency Shelter	312 shelter beds	3,744
Transitional Housing	65 beds	260
Rapid Re-housing	643 services & subsidy slots	1,929
Permanent Supportive Housing	520 units a year available through turnover or new development	520
TOTAL	1,670 beds, units or subsidy slots	5,207 individuals served by one or more programs



- Chronically homeless individuals

Average Length of Stay in each Program for Chronically Homeless Individuals in a Pathway (months)



Pathways	Detail Strategy	ES	TH	RRH	PSH
Emergency Shelter (ES) Only	5%	1			
RRH – med-term assistance	5%	1		8	
Permanent Supportive Housing (PSH)	45%	1			1 (unit)
PSH from unsheltered homelessness	45%				1 (unit)

PSH Inventory Development Scenarios



	Initial CH PSH Inventory	PSH Units Created in 5 Years	Ending CH PSH Inventory
Scenario #1 – serve 20% or 176 people a year	225	664	889
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Scenario #3 – serve 100 people first year, 150 second year, 200/year in third, fourth & fifth year	225	653	877
Scenario #4 – end chronic homelessness in 5 years with no yearly target	225	781	1,006



- Veterans

Average Length of Stay in each Program for Veterans in a Pathway (months)



Pathways	Detail Strategy	Diversion	ES/BH	TH	RRH	PSH
Diversion	15%	3				
Emergency Shelter (ES)/Bridge Housing Only	15%		2			
Transitional Housing (TH) from Coordinated Entry	10%			10		
TH from ES with RRH at exit	10%			10	3	
RRH – med-term assistance	40%		2		5	
Permanent Supportive Housing (PSH)	10%		2			1 (unit)

Ideal Inventory for Veterans 18+



Program Type	Inventory Recommendation at a Point in Time	Individuals Served in a Year by each Bed/Unit/ Subsidy Slot
Diversion	26 services & subsidy slots	104
Emergency Shelter/ Bridge Housing	76 shelter beds	456
Transitional Housing	116 beds	135
Rapid Re-housing	133 services & subsidy slots	288
Permanent Supportive Housing	70 units a year available through turnover or new development	70
TOTAL	421 beds, units or subsidy slots	698 Veterans served by one or more programs