How to Drive Performance in Homelessness Prevention Programs
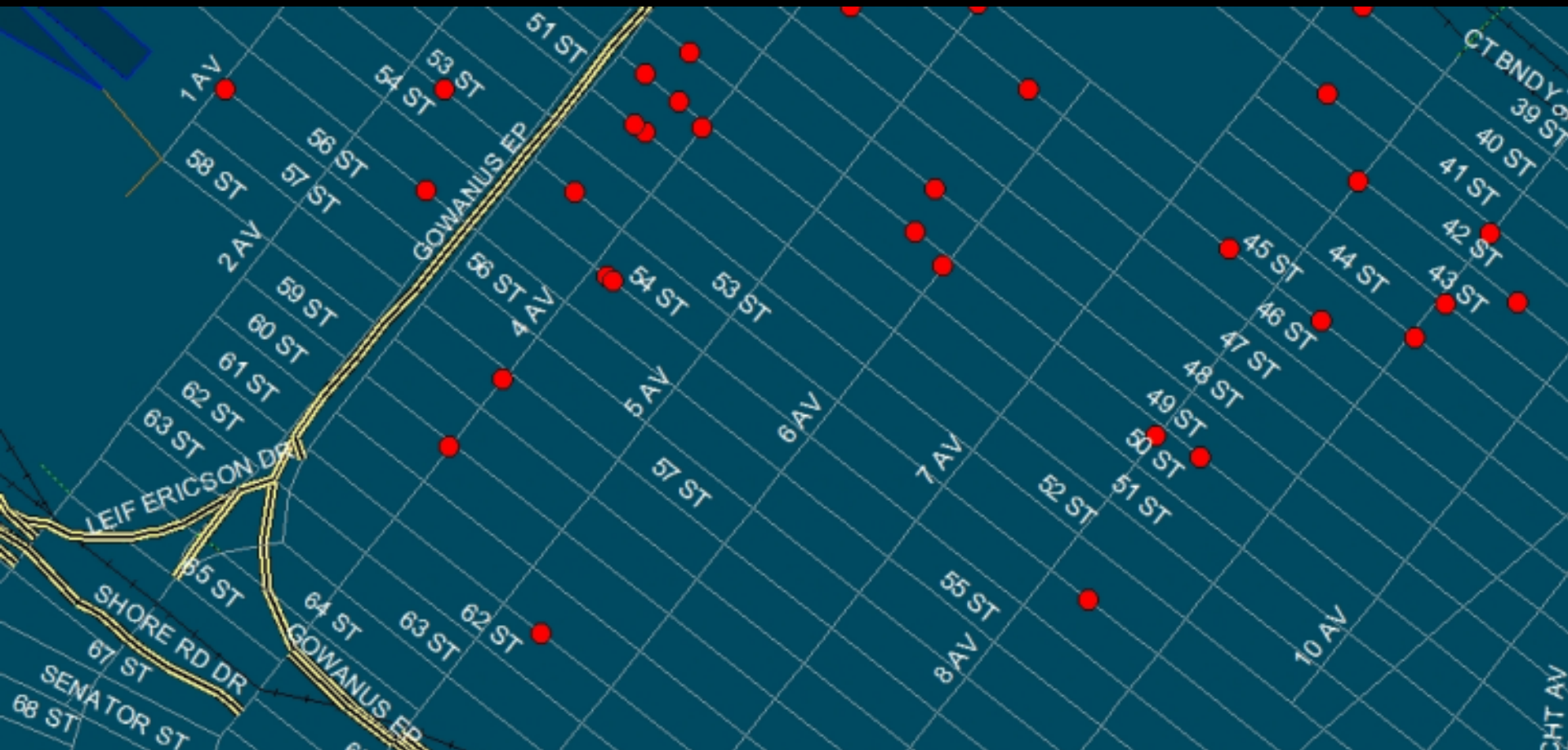
NAEH Conference, 2/22/13

Homelessness Prevention Context

Employment & Training

Work Supports

TANF Cash Grant

Diversion at Intake

Eviction Prevention

Homebase Prevents Shelter Entry:

- *Finding the most at risk in the community*

- *Serving the hardest to serve*

Program Model

DHS partners with 8 non-profit organizations to run 11 Homebase programs in the highest need communities.

Services include:
- Family and landlord mediation
- Budgeting and financial counseling
- Entitlements advocacy
- Employment and training
- Legal advice and referral
- Short-term financial assistance

What is the Impact of Homebase?

Research from 2012* showed that during the period from November 2004 through November 2008:

Homebase reduced shelter population.

By between 10 and 20 families per 100 HB cases.

By around 15 families per 100 HB cases.

*Can Homelessness Be Prevented? Evidence from New York City's Homebase Program, Brendan O'Flaherty, Peter Messeri, and Sarina Goodman

*This year, Homebase will use the assessment to serve **5,000 high risk families** and provide brief services to thousands more.*

Increasing Impact through Performance Management

PreventionStat:

- *Assessing Individual Risk*
- *Neighborhood Targeting*
- *Enrollment*
- *Client Outcomes*

Targeting

HOMEBASE Performance Indicators

PERIOD: FY13, July 1, 2012 - December 31, 2012

Description: 30% of the Provider's budget is performance-based. The provider will be scored annually, and any amount of underperformance shall be deducted from the following FY's budget. When calculating the subsequent FY's budget impact, the denominator shall be 30% of the budget for the FY in which performance is being assessed. For each percentage point below the goal, the provider may be deducted 1 point up to the value of the indicator.

TARGETING: 40 Points, *plus a bonus indicator*

	Points	Goal	Actual	Points Earned
Risk Assessment Score of 6 or More ₁	30	95%	96%	30
BONUS : *Avg. Risk Assessment Score 8 or more*	5	8 or more	9	5

	Points	Goal	Actual	Points Earned
Million Dollar Block^	10	-10%	-17%	10

₁ *Full Enrollments*

^ *Goal is to reduce shelter entrant for the assigned Million Dollar Block by 10%. Provider's Million Dollar block identified in adjacent maps.*

ENROLLMENTS: 30 Points, *plus a bonus indicator*

	Points	Goal	Actual	Points Earned
Total Enrollments (Goal Prorated)	10	50%	38%	0
Full Enrollments	///	672	354	///
Brief Enrollments	///	600	128	///
BONUS : Exceeded Enrollments; 1 point for each 2% over the target	10	10%	0%	0

How do we target services?

New Yorkers are below the poverty line: **1,000,000**

According to Census data, at least 13% of all American households are doubled up—that would be **950,000** *households in NYC*

The TANF cash assistance caseload is **355,000** *households*

Over **120,000** *eviction warrants issued each year in NYC*

Less than **20,000** *households become homeless each year*

*What makes a household high risk for shelter entry and can Homebase target services to these high risk individuals?**

DHS provided a database of 11,105 Homebase families who applied for services between Oct 1, 2004 and June 30, 2008

Analyzed intake and program eligibility data for families with children

DHS provided administrative data on shelter entry over the next 3 years

*Efficient Targeting of Homelessness Prevention Services for Families, Marybeth Shinn and Andrew Greer, 2012

Risk Assessment Screener

One Point

Pregnancy	Reintegrating into community
Child under 2	Age: 23 - 28
No high school/GED	Moves: 1-3 in the past year
Not currently employed	Disruptive Experiences in childhood: 1-2
Not leaseholder	Discord (Landlord or HOH): Moderate

Two Points

Receiving Public Assistance	Age: younger than 23
Protective services	Moves: 4+ in past year
Evicted by landlord or leaseholder	Disruptive Experiences in childhood: 3+
Applied for shelter in past 3 months	Discord (Landlord or HOH): Severe

Three Points

Reports previous shelter stay as an adult

The short screener can predict likelihood of shelter entry more accurately than current decisions

Prediction is hard: Even at the highest levels of risk, most families avoid shelter.

Workers should be able to override the recommendation of the model with written explanations

The higher the risk score, the more success at preventing shelter entry.

Applicant Assessment Scores

8,700 assessments 7/1/12 -12/31/12, 25 Point scale
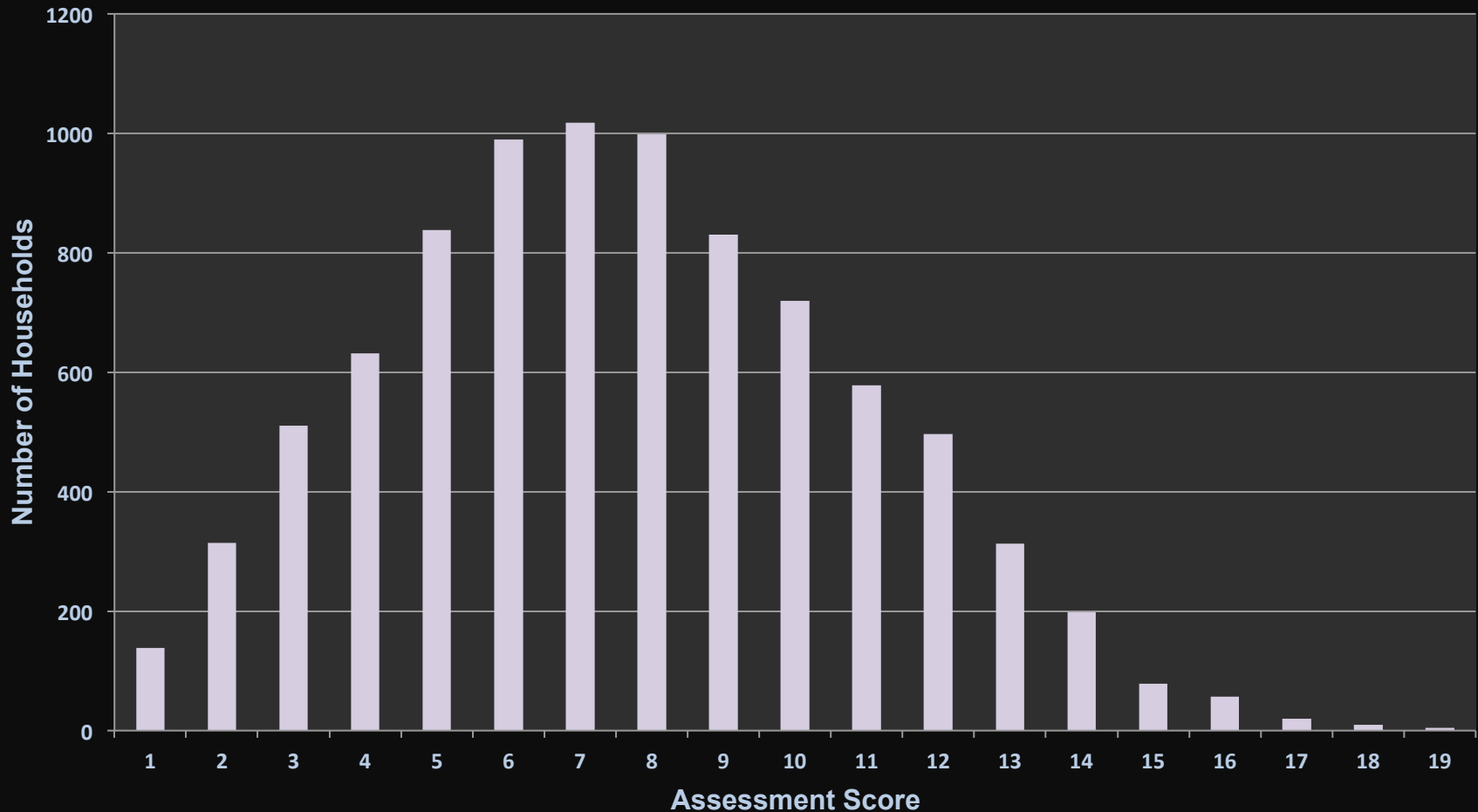
Million Dollar Blocks

Neighborhood Mapping

Sample CD 303 Map

Enrollment & Outcomes

ENROLLMENTS: 30 Points, *plus a bonus indicator*

	Points	Goal	Actual	Points Earned
Total Enrollments (Goal Prorated)	10	50%	38%	0
Full Enrollments	////	672	354	////////
Brief Enrollments	////	600	128	////////
BONUS: Exceeded Enrollments; 1 point for each 2% over the target	10	10%	0%	0
FAMILES WITH CHILDREN				
Full Enrollments, % of Caseload	10	50.0%	71.5%	10
FAMILES WITHOUT CHILDREN				
Full Enrollments, % of Caseload $_1$	10	100.0%	100.0%	10

CLIENT OUTCOMES: 30 Points

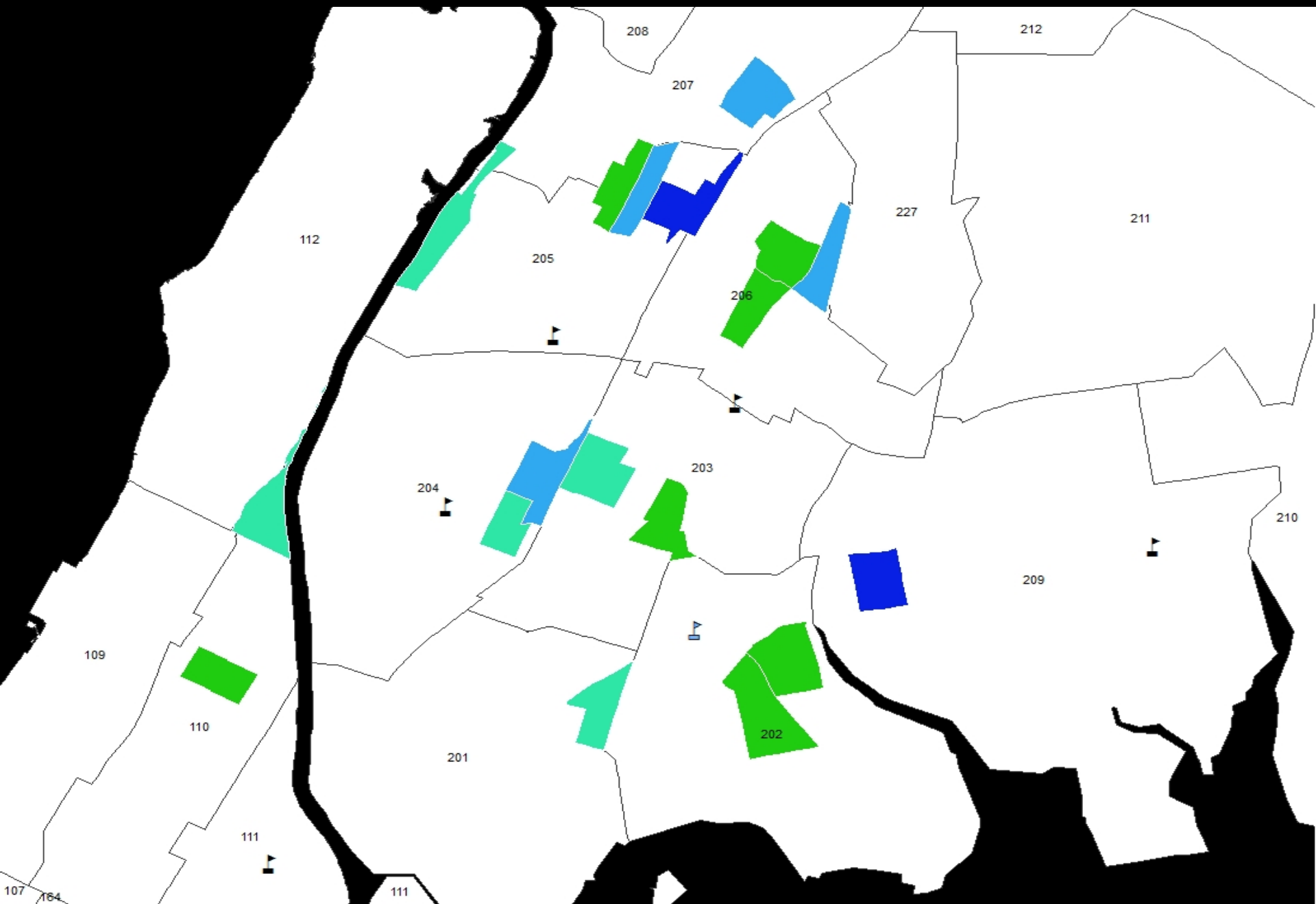|	Points	Goal	Actual	Points Earned
Families with children receiving prevention services who did not enter the shelter system within 1 year.	10	75.0%	93.2%	10
Single Adults receiving prevention services who did not reside 21 days or more in the shelter system within 1 year.	10	75.0%	99.1%	10
Adult families receiving prevention services who did not reside 21 days or more in the shelter system within 1 year.	10	75.0%	89.2%	10

CONTRACT SUMMARY

Enrollment

Family with Children	1199
Singles & Adult Families	72

Budget

FY13 Total Budget	$2,617,387
Performance Budget	$785,216

SUMMARY

	Points	Points Earned
Targeting	40	45
Enrollment	30	20
Client Outcome	30	30
TOTAL	**100**	**95**

FY14 Budget Impact

-$39,261

1/31/2013

Enrollments by Provider

Number of Households

Providers: ARCHNY, ARCHNY II, BXW, CAMBA I, CAMBA II, CCNS, CCNS II, HELP I, HELP II, PALLADIA, RBSCC

Legend: FULL SERVICE, BRIEF SERVICE
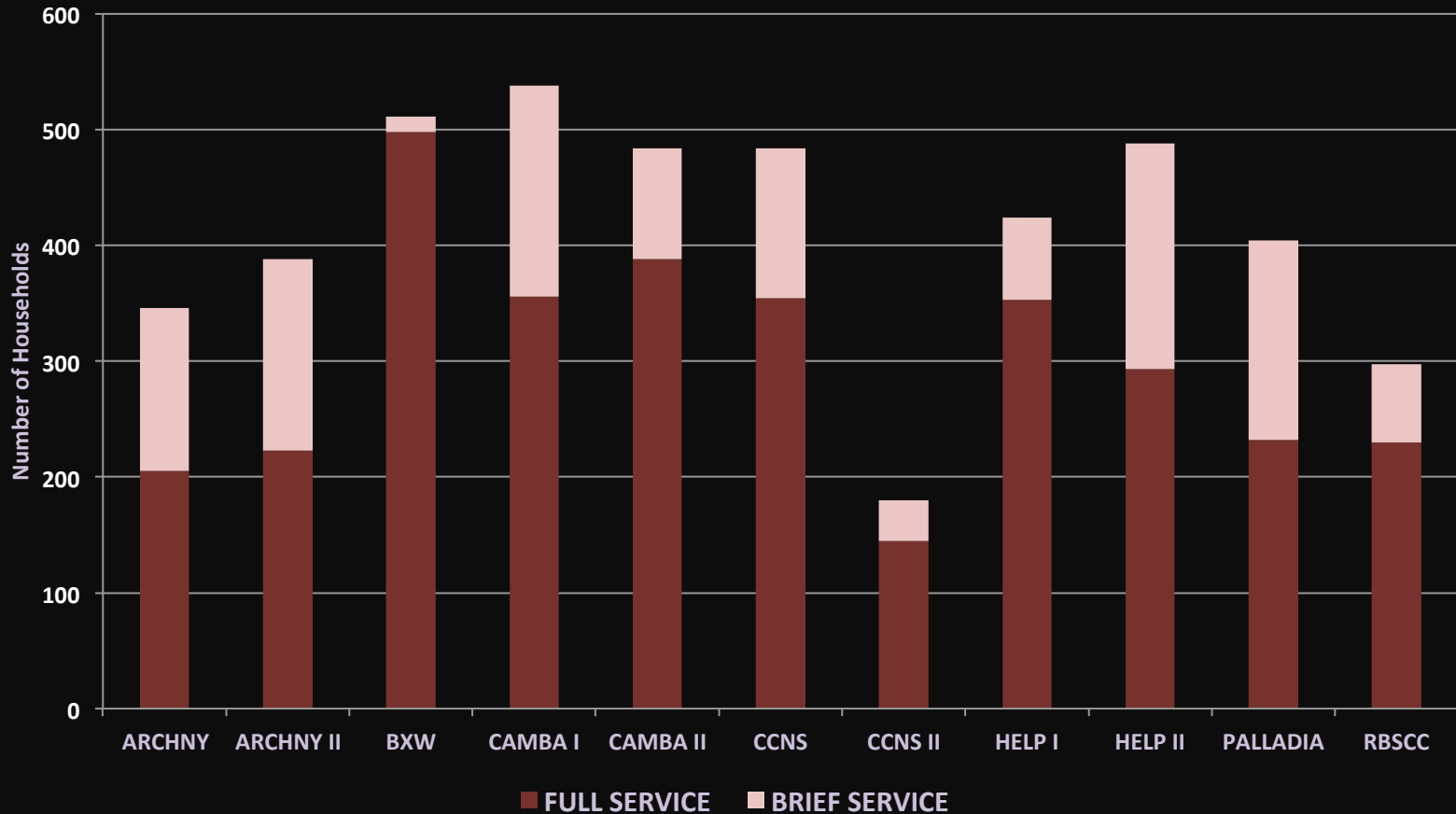
4,544 enrollments, July 1 – December 31 2012

Service Provision

- The hardest to serve…are the hardest to serve
  - Individualized plans
  - Partnership agreement—with flexibility
  - Doubled-up households as a housing option
  - Have to be willing to adjust your effectiveness goal—100% retention is fishy
- Effective prevention services do not have to include financial assistance, at least right away
- Focus vast majority of resources on highest risk cases, but also create low resource, light touch services

Service Provision

- "Brief" service model: Offer a range of services that are progressively more intensive and expensive only after initial interventions doesn't work
  - Workshops
  - Housing advice
  - Financial empowerment
  - Meaningful referrals

Client Outcomes

Performance Statistics	Actual					Target		5-Yr. Trend
	FY08	FY09	FY10	FY11	FY12	FY12	FY13	
★ Adults receiving preventive services who did not reside 21 days or more in the shelter system (%)	96.0%	95.8%	94.6%	91.4%	91.4%	90.0%	70.0%	Neutral
★ Adult families receiving preventive services who did not enter the shelter system (%)	95.9%	98.6%	94.6%	95.5%	97.0%	90.0%	70.0%	Neutral
★ Families with children receiving preventive services who did not enter the shelter system (%)	89.8%	91.3%	92.6%	90.7%	93.9%	90.0%	70.0%	Neutral
★ Critical Indicator "NA" - means Not Available in this report								

Next Steps

Continually study and improve assessment tool

Release cost-benefit study

Prevention and Shelter Diversion

Matthew Ayres

Minneapolis-Hennepin County

Office to End Homelessness

Context

- Hennepin Co. Population: 1,168,000
  - 45 urban, suburban and rural municipalities
- Largest City: Minneapolis: 388,000

- Hennepin County passed a right to shelter policy in 1988, which ensures shelter to all families who were eligible.

Context

- Hennepin can shelter around 340 families at any given time.
  - 3 county funded shelters (100 rooms, 16 rooms, 125 rooms)
    - In 2012, Hennepin's shelters served 1453 families
    - Average length of stay: 46 days
  - One non-county funded, non-collaborative shelter (100 families)
    - Non-county shelter served 362, LOS = 70 days
- Vacancy Rate – 1.6% in Minneapolis

Context

Families in Hennepin County Emergency Shelters
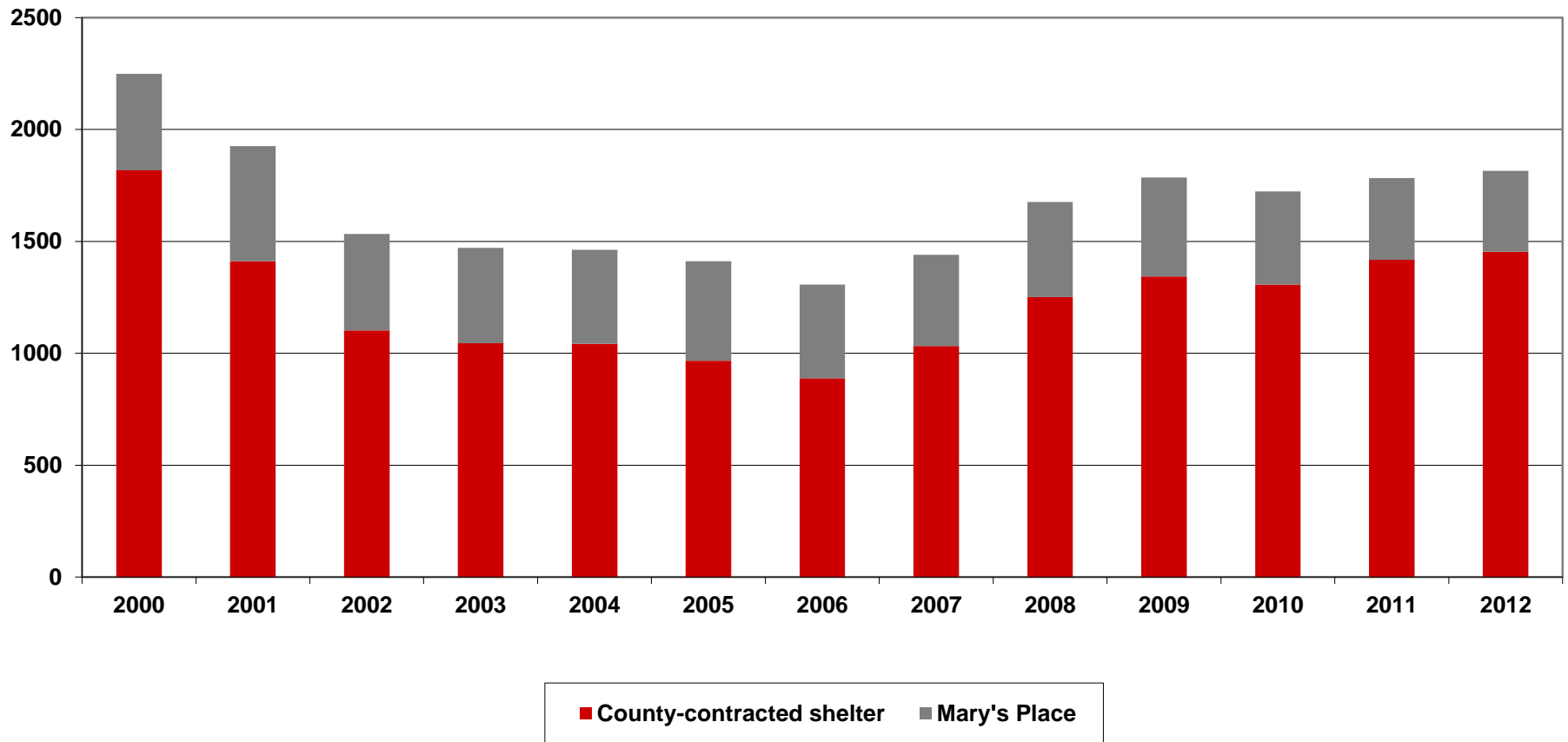
Context

- All "Hennepin" beds are accessed through a central intake process, via county intake workers.

- These Central Intake Staff determines eligibility for shelter, but also looks at opportunities for **preventing** homelessness or **diverting** by identifying alternatives to shelter.

Context

- **Prevention** is keeping people in the housing they are in, or helping them move to a new place without an instance of homelessness

- **Diversion** is helping people who are homeless avoid shelter

Context

- Three-tier prevention and diversion process before shelter:
    - Mainstream Prevention
    - Targeted Prevention
    - Diversion, or shelter alternatives

- Shelter – Rapid re-Housing

Prevention

- Two types:
- <u>Mainstream</u> Prevention - $15.6m
  - TANF/Emergency Assistance
  - Emergency General Assistance (singles)
- <u>Targeted</u> Prevention
  - Family Homeless Prevention and Assistance Program (FHPAP)- $1.8m

Prevention

$1,871,250

$3,100,000

$12,500,000

■ Emergency Assistance

■ Emerg. General Assistance

■ FHPAP
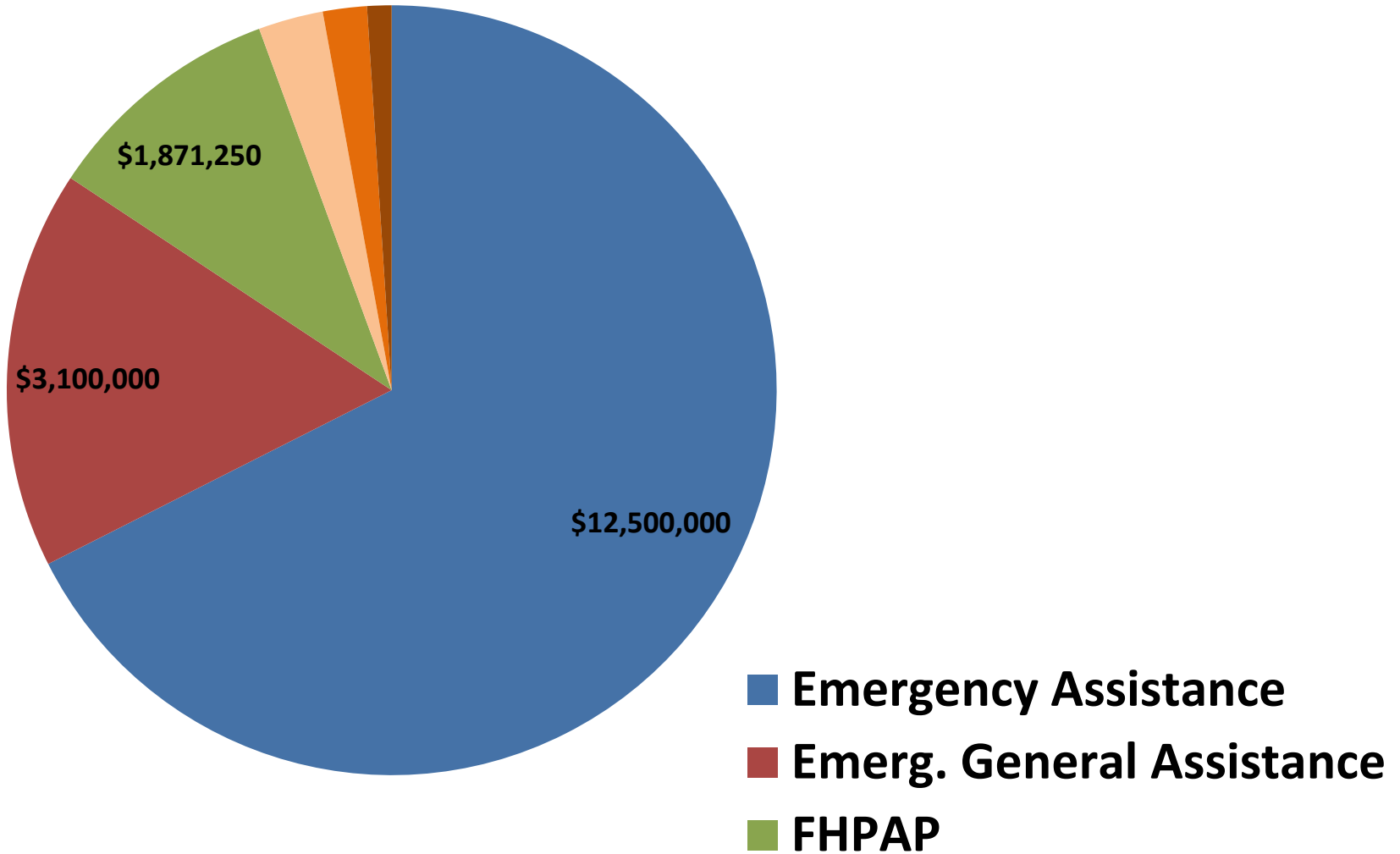
Prevention- Mainstream

- Mainstream Resources - 2012
  - Emergency Assistance (EA) served 9003 households
  - Average cost of $1307 per family

- People seeking shelter are triaged for prevention, if preventable they will get EA.
  - Typical uses are first month rent, deposit, back rent, utility bills, etc. Will pay 2 months back rent and up to $3000 for Utilities
  - Heavy county staff time to verify and confirm info, get agreements with landlord, cut checks, etc.
  - Only available once every 12 months

Prevention - Mainstream

- Eligibility
  - Below 200% Federal Poverty Guidelines
    - ($46,100 gross/year for a family of 4)
  - Not have used EA in the past 12 months
  - Have a child eligible for federal assistance (TANF)
  - The crisis needs to be resolvable, and the situation sustainable after resolution

Prevention - Targeted

- Dedicated resources from state of MN
- Family Homeless Prevention and Assistance Program – $1.87 million
  - 31% for Prevention Activities ($550k)
  - 61% for Re-housing
- Prevention can only be issued to a family if EA has been used in the past 12 months
- Targeted funds are distributed via 1 urban and 11 sub/exurban non-profits

Prevention – Targeted Screening

- Eligibility
  - 30% AMI ($25,170)
  - Trigger Crisis (current or in next 30 days)
    - Eviction, foreclosure, doubled up and must leave, discharge from institution
    - Sudden increase in rent or utilities, sudden loss of income, rental arrears, excessive overcrowding
    - Violence in the household
  - No other plan or resources
  - Reasonable expectation that crisis can be resolved

- Eligibility Scoring – must be 20+ for funds
  - At or below 15% AMI ($12,585)   + 20 Pts
  - 16-29% AMI   + 10 pts
  - Rent Burden at 66-80% income   + 5 pts
  - Risk Factors + 1 pt each
    - Eviction history, no credit history, lack of rental history, unpaid rent in past, poor credit, past misdemeanors, other felony
    - Critical Felony (3pts), pregnant or has one child under 6 (5pts), HH under 30yrs (5pts) Homeless in past 3 years (5pts), single HH (3 pts)
- Can override eligibility with authorization and 15-19 points

Prevention

- FHPAP FY12 served 796 families with prevention
- Average cost of $690
- Of those served, 5% returned to seek shelter that fiscal year.

- Generally $700 to prevent or $7000 to resolve an episode of homelessness.

Diversion (Shelter Alternatives)

- With the values that:
  - Shelter is very expensive
  - Shelter is not housing
  - Shelter should only be last resort
- Hennepin Central Shelter Intake Staff screens each shelter applicant for Diversion (shelter alternatives)

Diversion (Shelter Alternatives)

- Due to our "right to shelter" policy, beds are at a premium, so all prospective guests are rigorously screened to ensure shelter is last resort

- This includes last night's location, family, friends, resources for housing, etc.

- Often diversion leads to identification of a prevention case.

Diversion (Shelter Alternatives)

- Each applicant is asked where they spent last night, and staff calls to see if they can stay again.

- Applicants from out of state who have a place to go back to will be offered transportation assistance.

Diversion (Shelter Alternatives)

- Self Elimination – some shelter policies self divert people:
  - Our shelters require a guest pay for their stay if they have income: all available resources must be used for shelter
  - Re-voucher each week
  - Comply with all public assistance programs and all partners
  - Look for housing
  - No guaranteed housing vouchers or subsidy, made clear at intake.

Diversion (Shelter Alternatives)

- In 2012, there were 4375 requests for shelter
- 1453 unduplicated families entered shelter.

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