



Emerging Knowledge on Homelessness among Families

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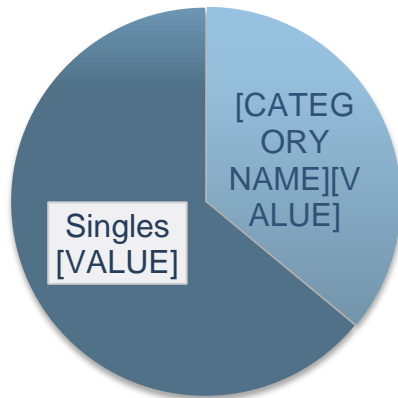
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NAEH

February 19, 2016



560,000 people are homeless



Of all people in homelessness:

- 17% chronic homelessness patterns
- 7% unaccompanied youth
- 20% suffer Serious Mental Illness
- 36% of all persons homeless are in families
- 22% (125,000) children under 18



Source: [The 2015 Homelessness Assessment Report \(AHAR\) to Congress: Part 1 Point In Time Counts](#), AHAR (2015)



Ending family homelessness

Housing First works for all households,
not just disabled households

- Shelters more costly for families *and* society
- Transitional housing largely ineffective

Rapid Re-housing the key federal policy focus to end family homelessness.

Housing Risk is visible in
Right to Shelter Sites

NYC FAMILIES IN HOMELESSNESS



U.S. FAMILIES IN HOMELESSNESS



MASSACHUSETTS FAMILIES IN HOMELESSNESS



Rental Assistance Works!

- Rental assistance allows families to reduce income paid for housing from >50% to <30%¹
- Rental assistance successfully ends homelessness
- Rental assistance helps young children and their families move to better neighborhoods²
- Rental assistance lowered recidivism with only three months of housing assistance provided to offenders leaving prison³



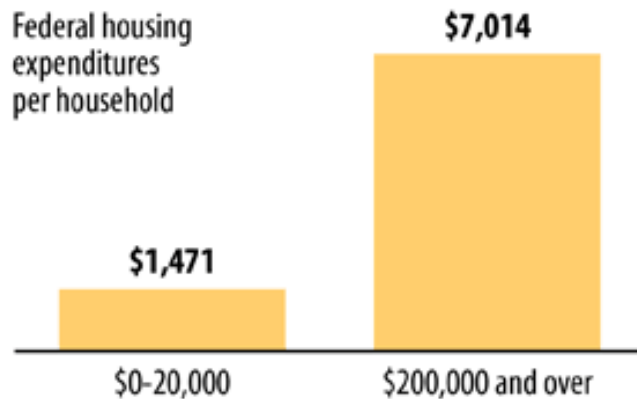
¹ Collinson, R., Ellen, I. G., & Ludwig, J. (2015). *Low-Income Housing Policy* (No. w21071). NBER.

² Hamilton, Z., Kigerl, A., & Hays, Z. (2015). Removing release impediments and reducing correctional costs: Evaluation of Washington State's Housing Voucher Program. *Justice Quarterly*, 32(2), 255-287.

³ Sard, B., & Rice, D. (2015). Realizing the Housing Voucher Program's Potential to Enable Families to Move to Better Neighborhoods.

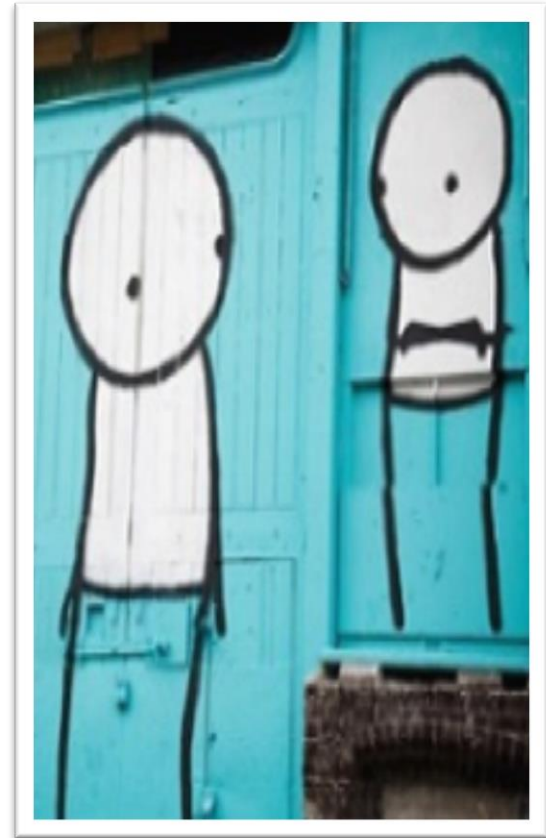
...and yet, most U.S. housing benefits go to high income households

High Income Households Get Four Times More Housing Benefits Than Low-Income Households



Notes: Data on the income of beneficiaries of various housing expenditures are available only for mortgage interest and property tax deductions and for the Housing Choice Voucher, Section 8 Project-Based, Public Housing, Housing for the Elderly (Section 202), and Housing for People with Disabilities (Section 811) programs, which represent somewhat more than half of homeownership and rental spending.

Sources: Joint Committee on Taxation, Estimates of Federal Tax Expenditures for Fiscal Years 2011-2015, Table 3, and CBPP analysis of HUD program data, Census data on households in each income group, and the Office of Management and Budget public budget database.



Source: Center on Budget and Policy Priorities - cbpp.org

Rental Assistance Investment Options

For communities:

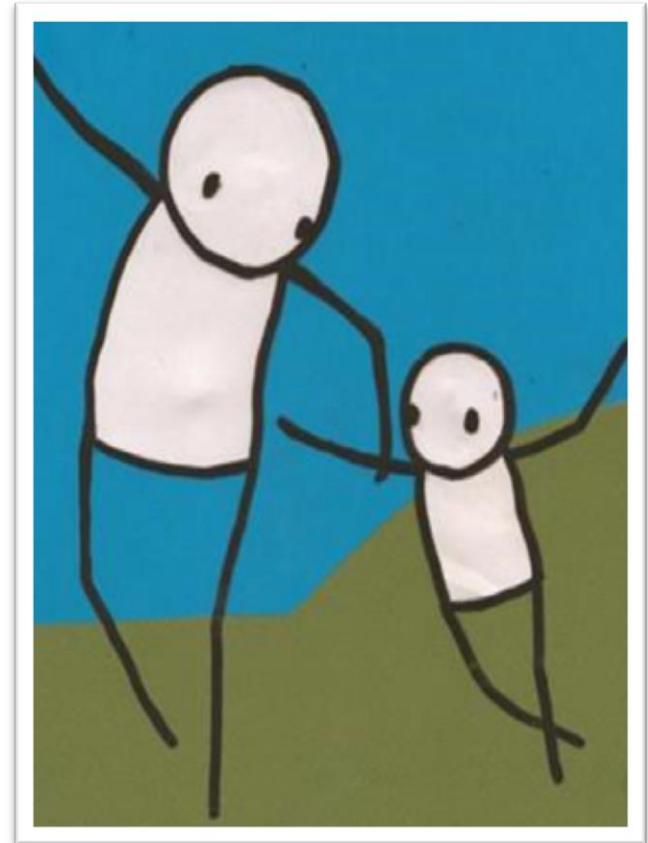
Educate and inform public about local housing policy, housing risk; innovative affordable housing options

For households struggling to pay rent:

Implement and evaluate housing assistance models that expand rental assistance to a larger share of income-eligible households

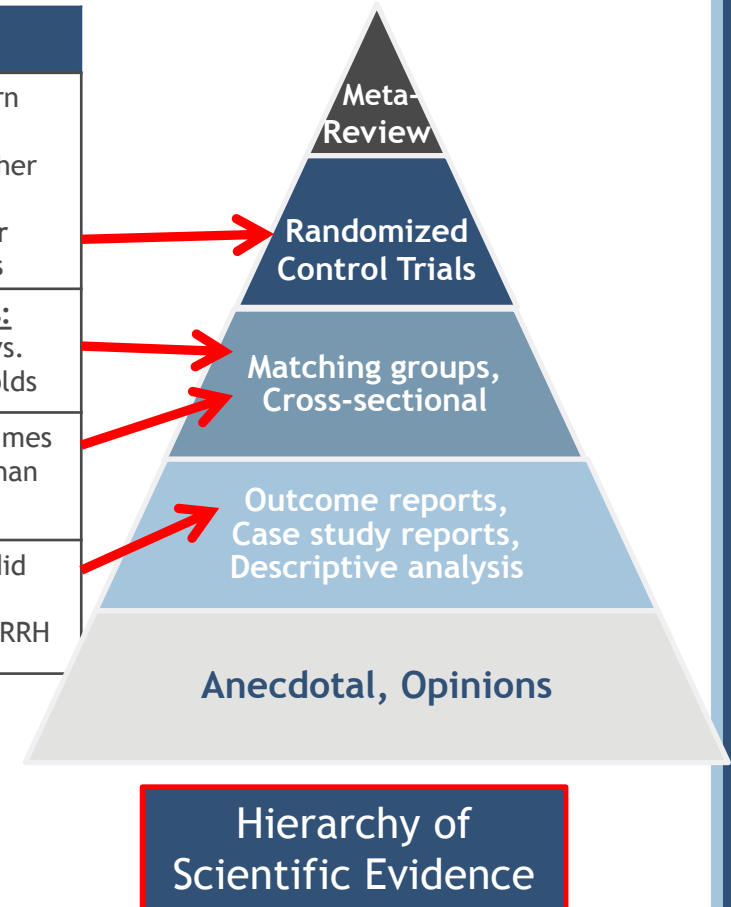
For families experiencing homelessness:

Expand research on Rapid Re-Housing; link behavioral economics, science-based employment innovations to RRH families

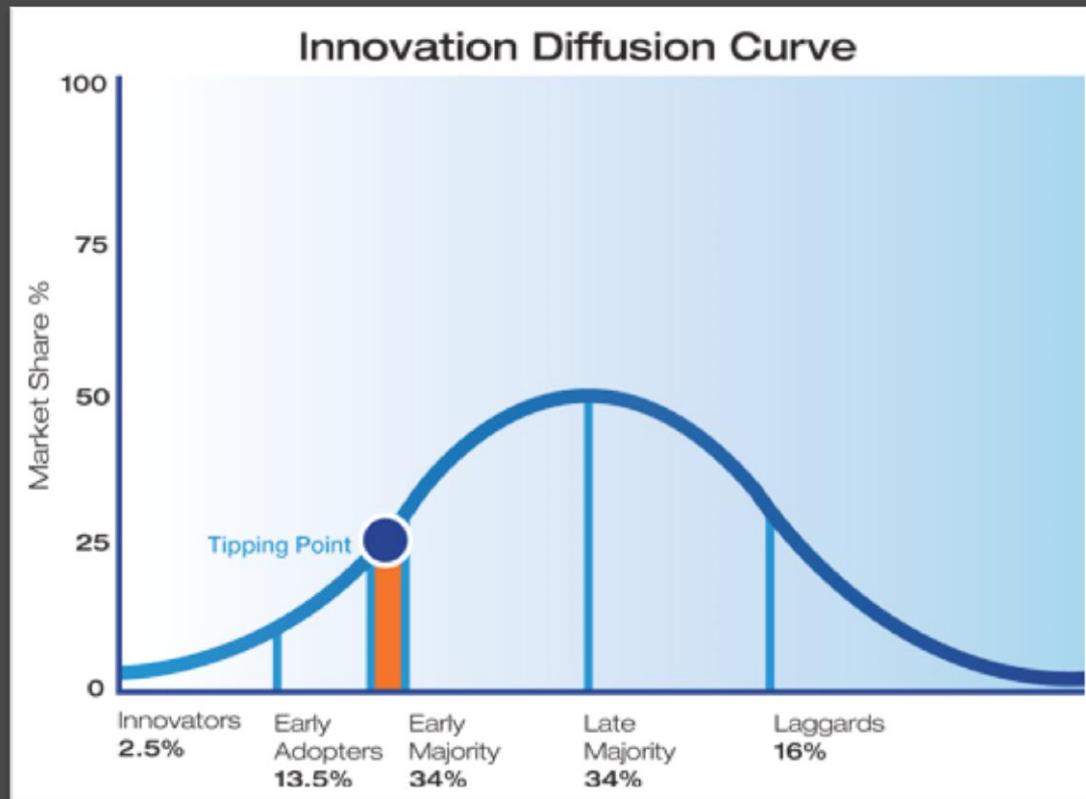


Limited RRH Evidence

Study	Time	Method	Findings
Family Options Study	2010 - 2012	RCT Family homelessness housing models: vouchers had greatest impact	77% RRH did not return Cost of RRH less than other interventions RRH incomes 10% higher than comparison families
Philadelphia HPRP RRH Study	2009 - 2012	Case-control matching	<u>Return to Homelessness:</u> 14% RRH households vs. 39% non-RRH households
State of Georgia PSM Study	2015	Case-control matching	RRH households 1.5 times less likely to return than similar households
SSVF Rapid Re-Housing Program	2012 - 2013	40,000 households received RRH	90% of SSVF families did not use VA homeless services in year after RRH



Serious Challenge: Very small body of RRH research evidence. Social investors/Policy makers need science-based evidence to *quickly* move RRH innovation diffusion curve.



Propensity Score Match Analysis: RRH reduces homelessness

Matching
analysis helps
answer the
counterfactual:

*What would
have happened
to RRH
households if
they had not
received RRH?*

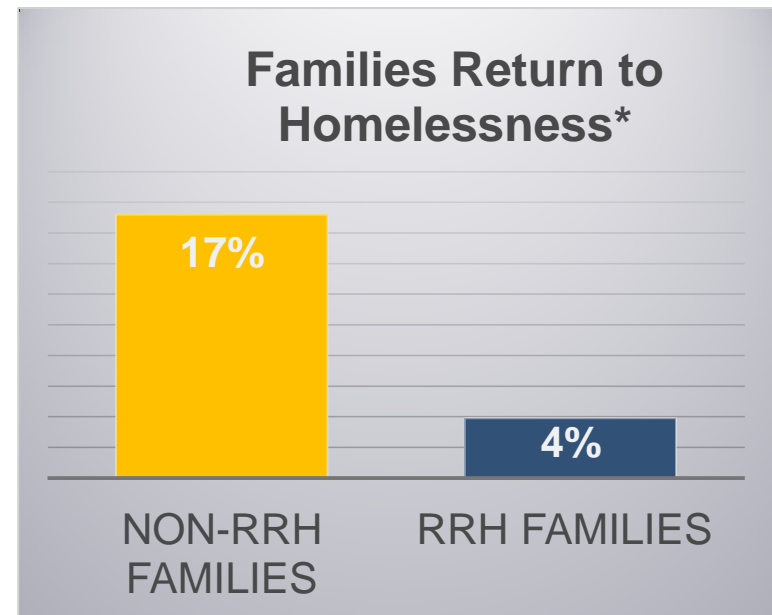
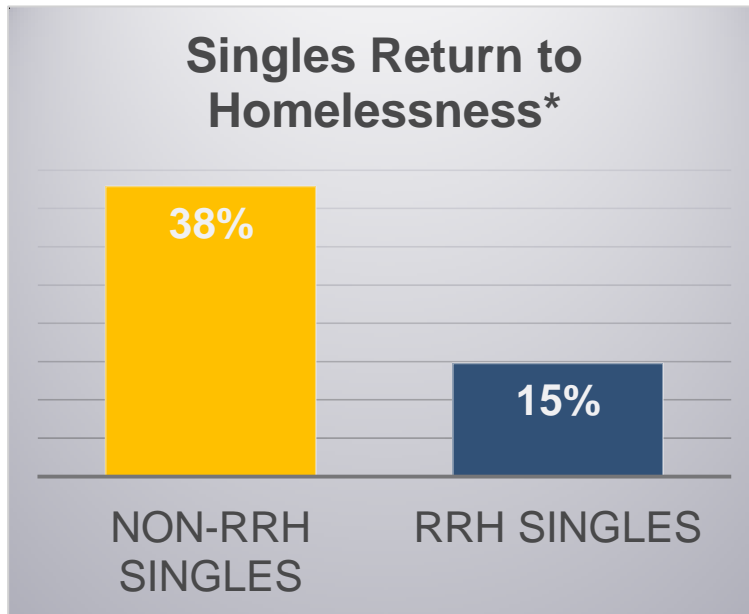
Phoenix / Maricopa County: 2013	# HHs Return to Homeless	% HHs Return to Homeless
539 RRH Households	84	15.6%
539 Non-RRH Households	187	34.7%

2.9 times more likely to return to shelter if you did not receive RRH compared to those that did.

San Diego County: 2013	# HHs Return to Homeless	% HHs Return to Homeless
514 RRH Households	70	13.6%
514 Non-RRH Households	101	19.6%

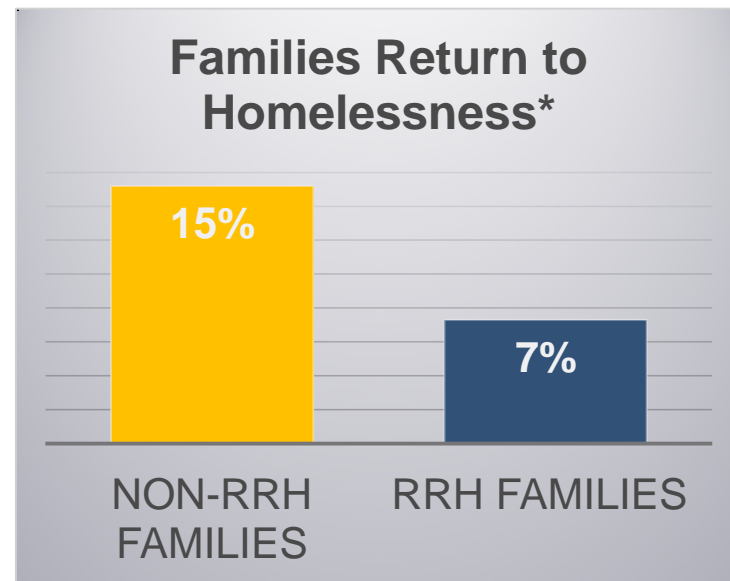
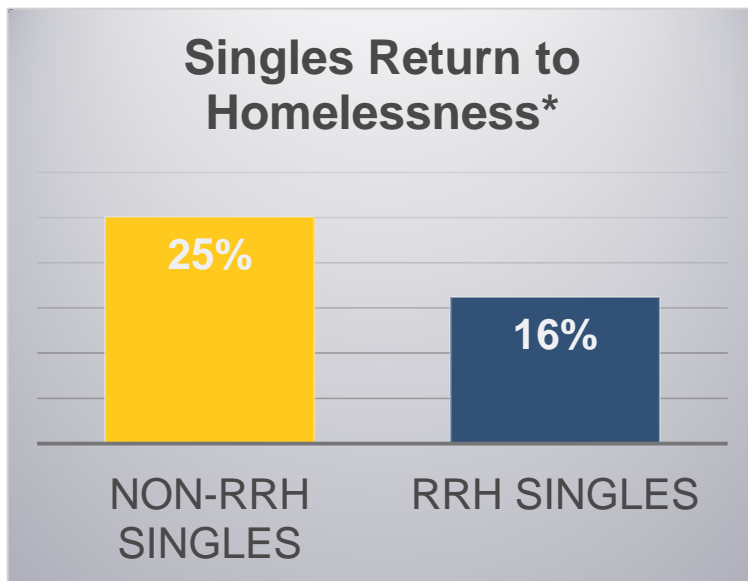
1.6 times more likely to return to shelter if you did not receive RRH compared to those that did.

Additional Analysis: Phoenix Family vs. Single Results



**Returns to homelessness were significantly lower for households receiving RRH than for similar households that received usual care. Significance at 5% level of significance. Return to Homelessness = within 12 months of exit of RRH.*

Additional Analysis: San Diego Family vs. Single Results



**Returns to homelessness were significantly lower for households receiving RRH than for similar households that received usual care. Significance at 5% level of significance. Return to Homelessness = within 12 months of exit of RRH.*

RRH Rental Assistance needs Increased Investment

- Rapid Re-Housing effectively reduces homelessness
- Local investments in RRH require local evaluation of RRH effects on ending homelessness
- Additional rigorous RRH evidence needed for increased attention from social investors
- Data results point to need to transform more TH housing to RRH housing



We can end family homelessness
by 2020 - with proven tools
and solid research.



Over 125,000 returns on investment!

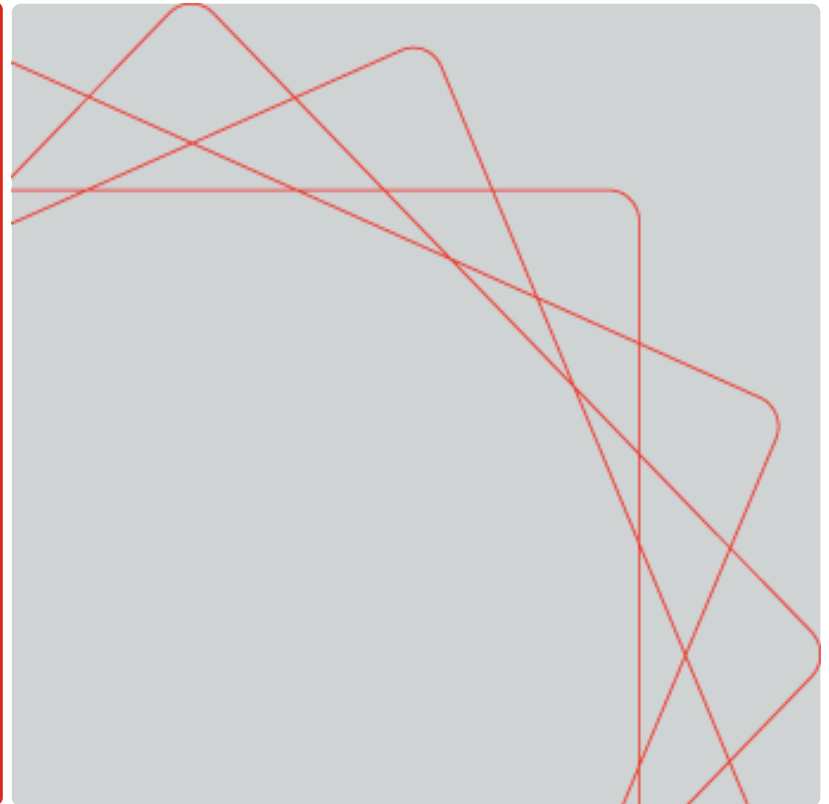




Family Options Study

Summary of
20-Month
Findings

November 3, 2015



Study Goal and Scope



How can homeless families' housing stability—and social and economic well-being—be improved?

Examine the effects of alternative housing and services interventions for homeless families

Experimental design:
2,300 families with 5,400 children
were randomly assigned to 3 distinct interventions and a
“usual care” group

Study Families



- Typical family = 29 year old woman with one or two children
- \$7,400 median annual household income
- 30% with psychological distress or PTSD symptoms
- 63% had a prior episode of homelessness

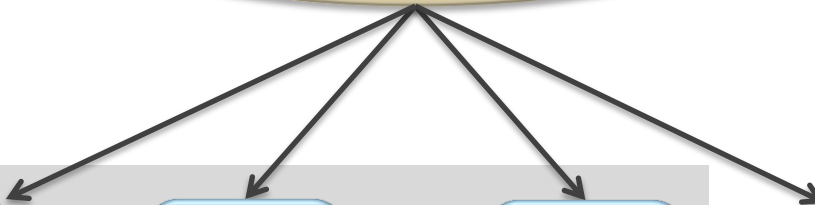
Outcome Contrasts Between Random Subsets



Families in homeless shelter 7 days



**Random
Assignment**



SUB

CBRR

PBTH

UC

PRIORITY ACCESS

Impact of Priority Access, Not Use



Goal = measure the impact of offering families priority access to an active intervention = HUD's "policy action"

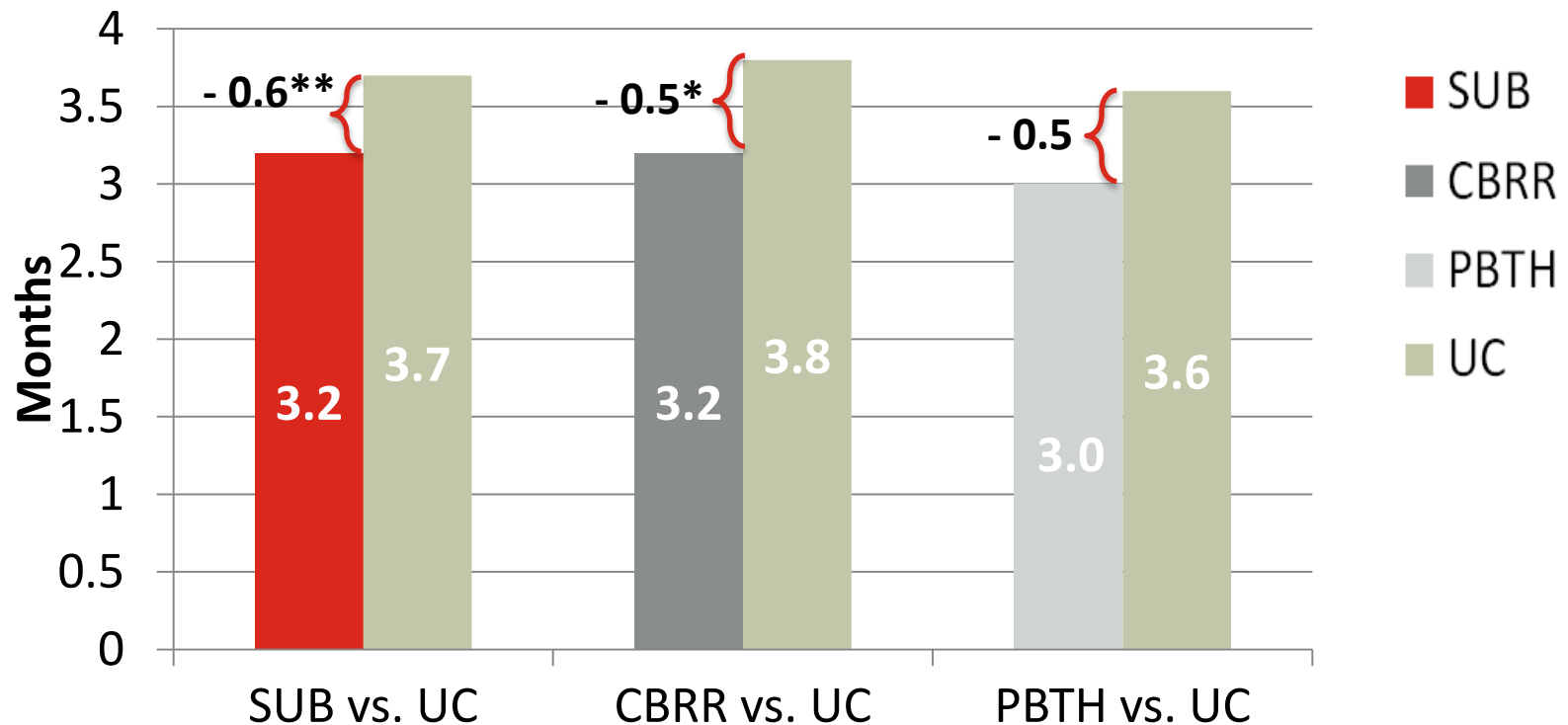
Example: permanent subsidy (SUB) vs. usual care (UC)

- Reported finding = impact, on average, of access
- Includes impact on families that used SUB
- Includes impacts on families that did not use SUB (some used other interventions instead - or in addition)

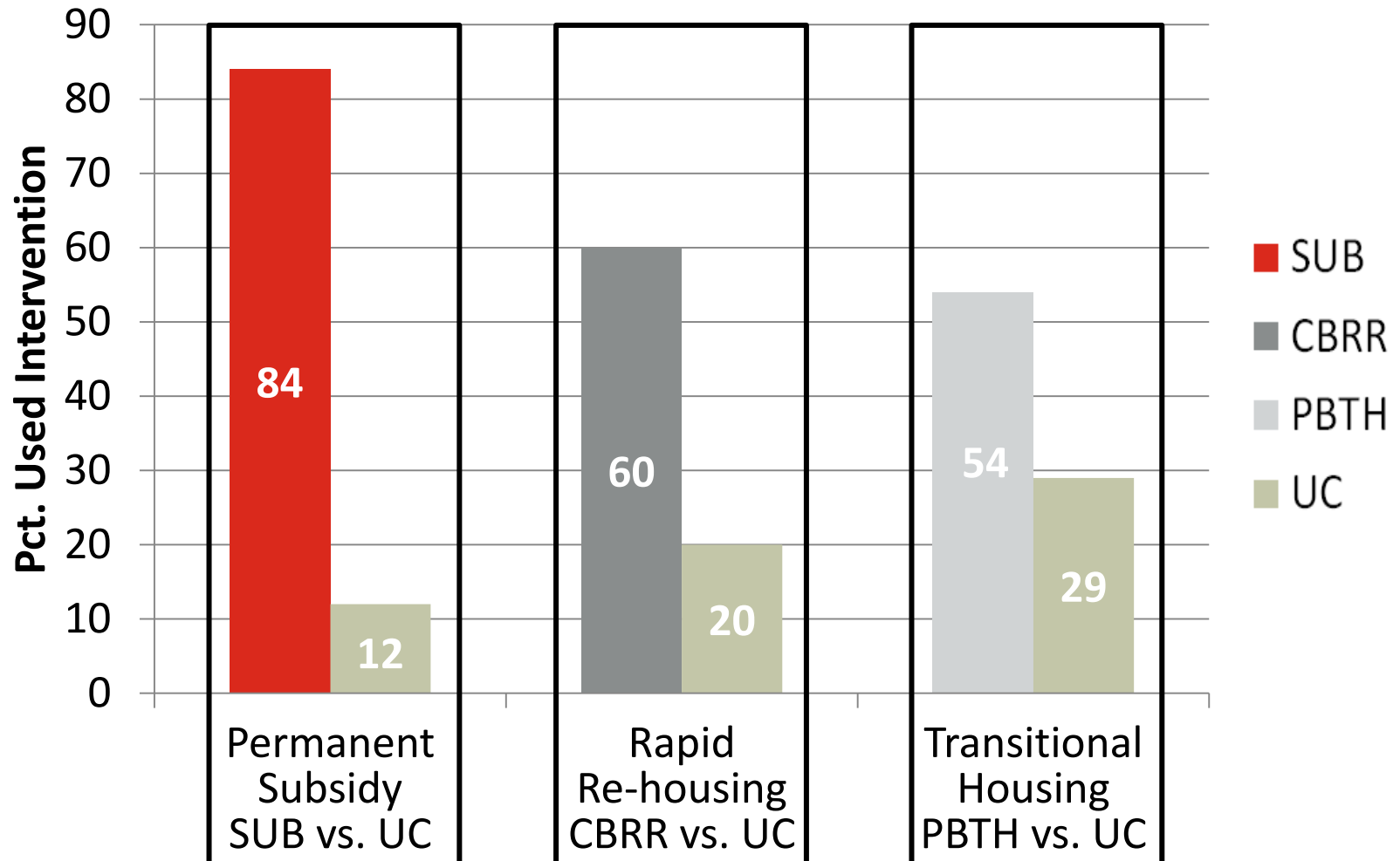
Length of Initial Stay in Emergency Shelter



Priority access to all three interventions shortened initial shelter stays by half a month relative to UC



Take-up of Assigned Intervention



Study Estimates Impacts in Five Domains



1

Housing Stability

2

Family Preservation

3

Adult Well-being

4

Child Well-being

5

Self-sufficiency

Lessons about UC



- Show what happens without special offers of assistance
- Spent on average 4 months in emergency shelter following random assignment
- Participated in homeless and housing assistance programs at fairly high rates with total cost of about \$30,000
- Were not faring well 20 months after study enrollment

Lessons about PBTH



- Relatively low take up
- Reduced homelessness compared to UC, but few benefits in other domains
- The finding of “no impact” extends to families with higher psycho-social challenges
- Cost less than shelters on a per-family, per-month basis, but total costs were higher than for UC

Lessons about CBRR



- Relatively low take up
- More rapid departures from emergency shelter than UC
- No improvements compared to UC in preventing subsequent homelessness and improving housing stability
- Fewer school absences and increased family income and food security compared to UC
- Lowest cost per month of the programs studied

SUB: Not So Surprising Lessons



- Notable improvements in housing stability
- Reduced labor market engagement, but without an impact on overall cash income
- Improved food security

SUB: Surprising Lessons

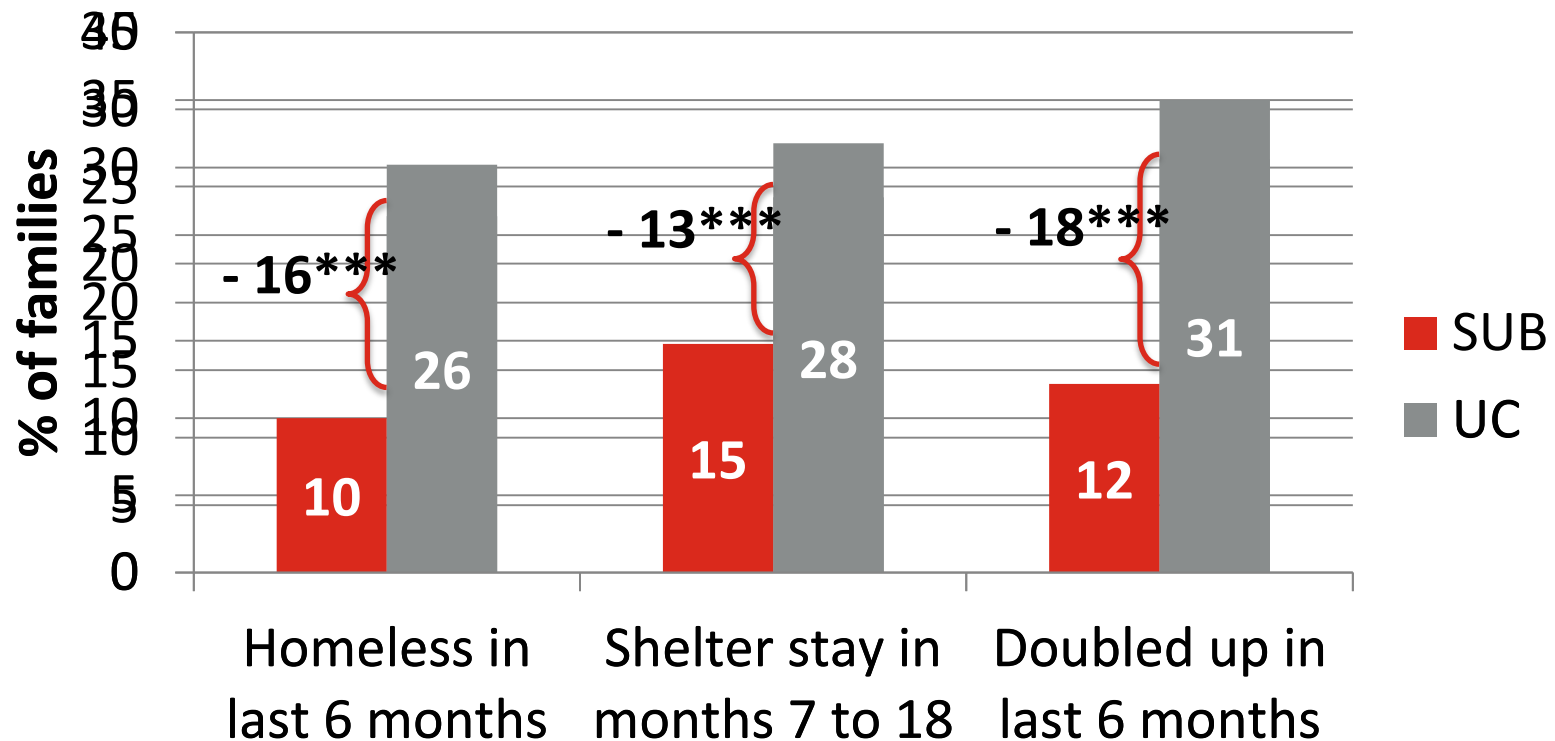


- Much higher take-up rates than previous studies of housing vouchers
- Benefits extended beyond housing stability to family preservation, adult well-being, and a few child outcomes
- Total costs over 20 months were only slightly higher than if families in shelter received no priority housing support

Housing stability impacts: SUB versus UC



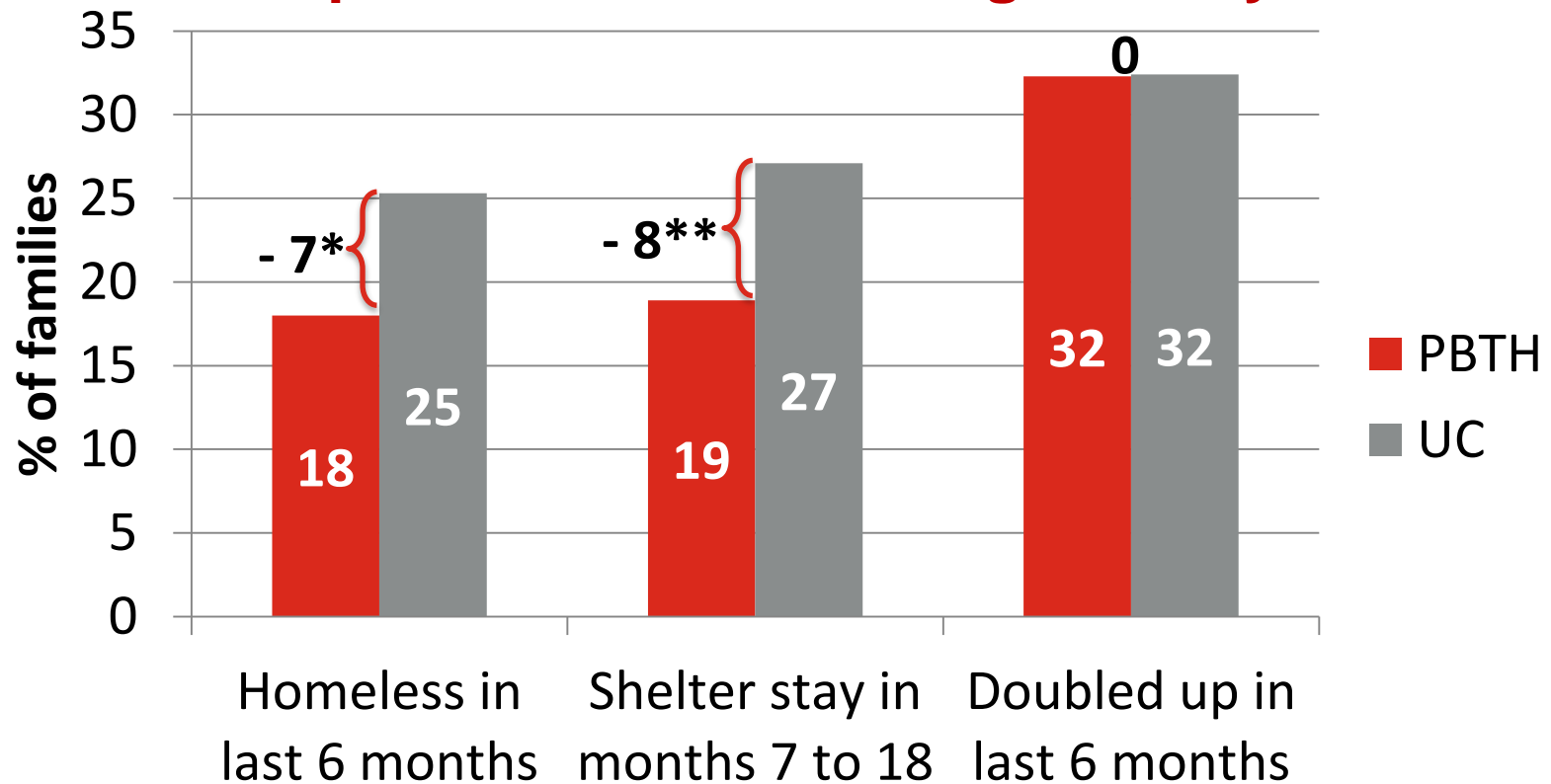
Priority access to SUB results in large improvements in housing stability compared to UC



Housing Stability Impacts: PBTH Versus UC



Priority access to PBTH results in some improvements in housing stability

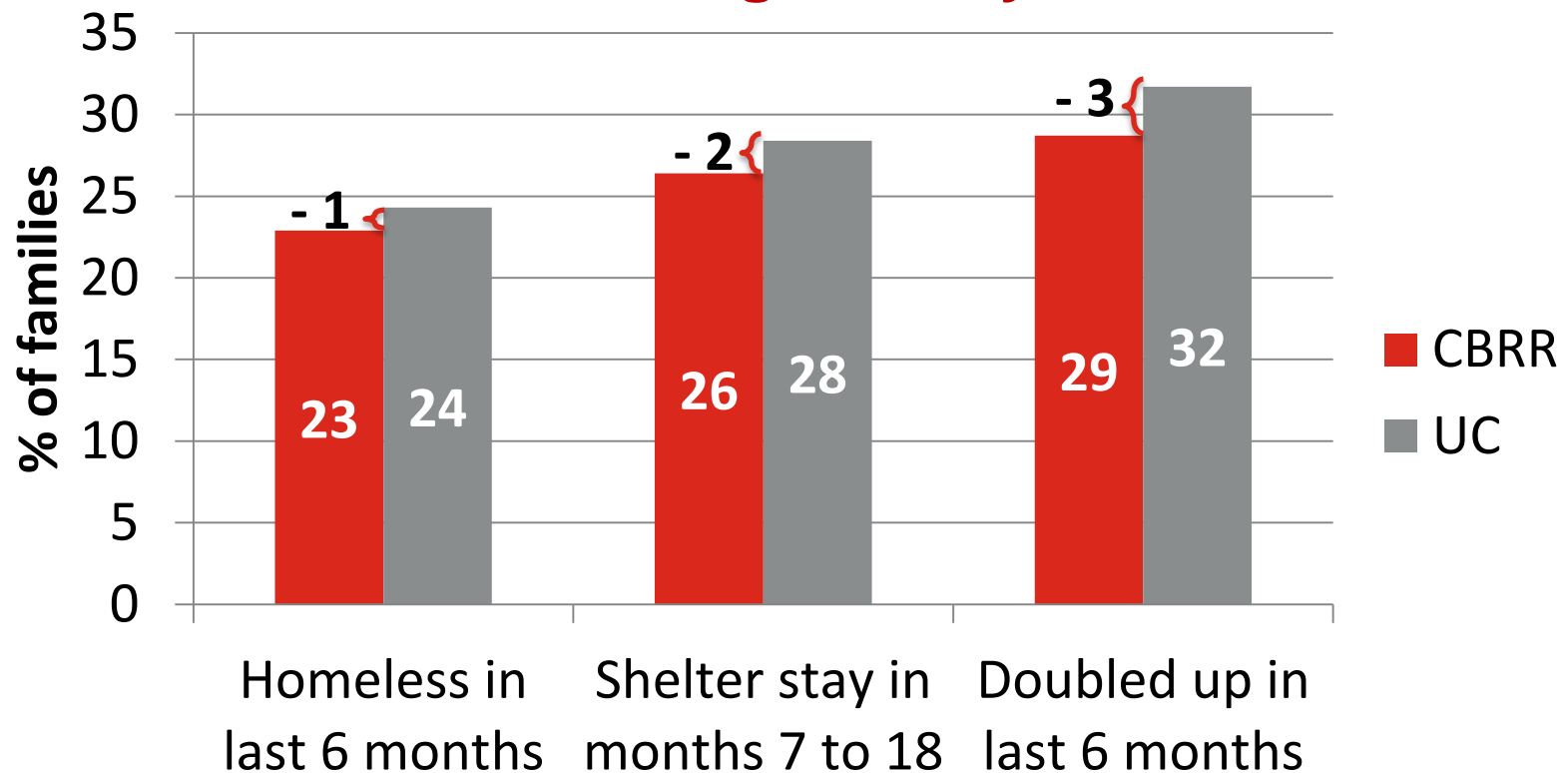


*p<.10 **p<.05 ***p<.01

Housing Stability Impacts: CBRR Versus UC



**Priority access to CBRR does not improve
housing stability**



*p<.10 **p<.05 ***p<.01

Family Preservation Impacts vs. UC



- 15 percent of UC families had a child separated from the family in the past 6 months. 4 percent had a child placed in foster care
- SUB reduced child separations by about 40 percent
- SUB reduced foster care placements by about 60 percent
- CBRR and PBTH had no impacts on family preservation
- None of the interventions affected separation of spouses/partners

Adult Well-Being Impacts vs. UC



- One in seven UC adults reported alcohol or drug dependency. One in eight reported they had experienced intimate partner violence in the past 6 months.
- SUB reduced dependence on alcohol and drugs by almost a third and intimate partner violence by more than half.
- SUB also reduced psychological distress, but did not affect physical health.
- CBRR and PBTH had no impacts on these measures.

Child Well-Being Impacts vs. UC



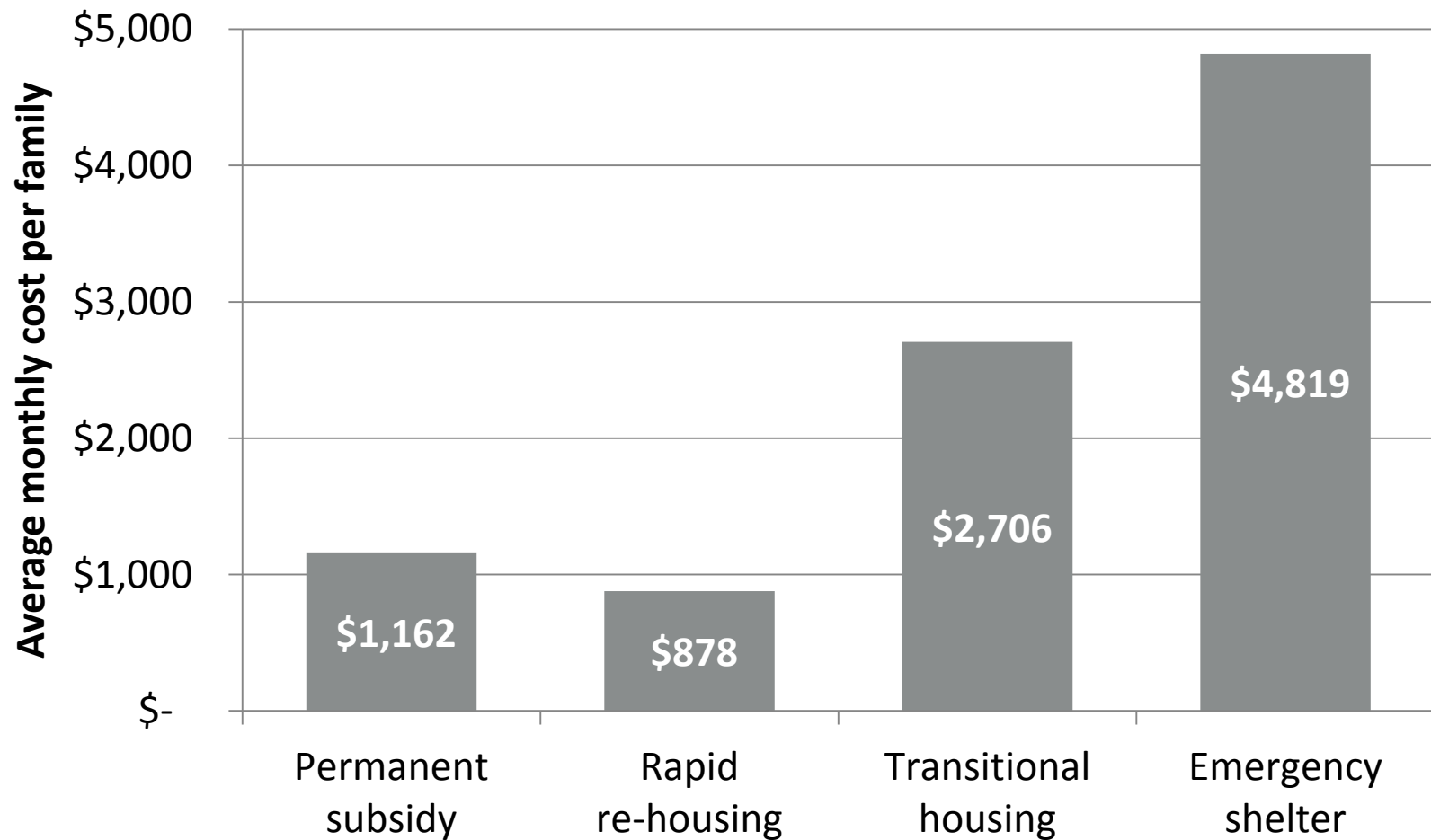
- Children in the SUB group moved schools less often: one fewer move for every 5 children over the 20-month follow-up period.
- SUB and CBRR both reduced school absences by equivalent amounts
- PBTH had no impacts on these outcomes
- None of the interventions affected child health or behavior problems

Self-sufficiency Impacts vs. UC



- Fewer than a third of UC families worked for pay in the week before the follow-up survey
- SUB resulted in 20 percent fewer families working for pay
- SUB and CBRR both increased families who reported they were secure in their access to food—from about two-thirds to three quarters of families
- CBRR resulted in a \$1,100 increase in annual income, from \$9,100 to \$10,200. Annual income for SUB families was the same as for UC families

Monthly Program Costs Varied Widely



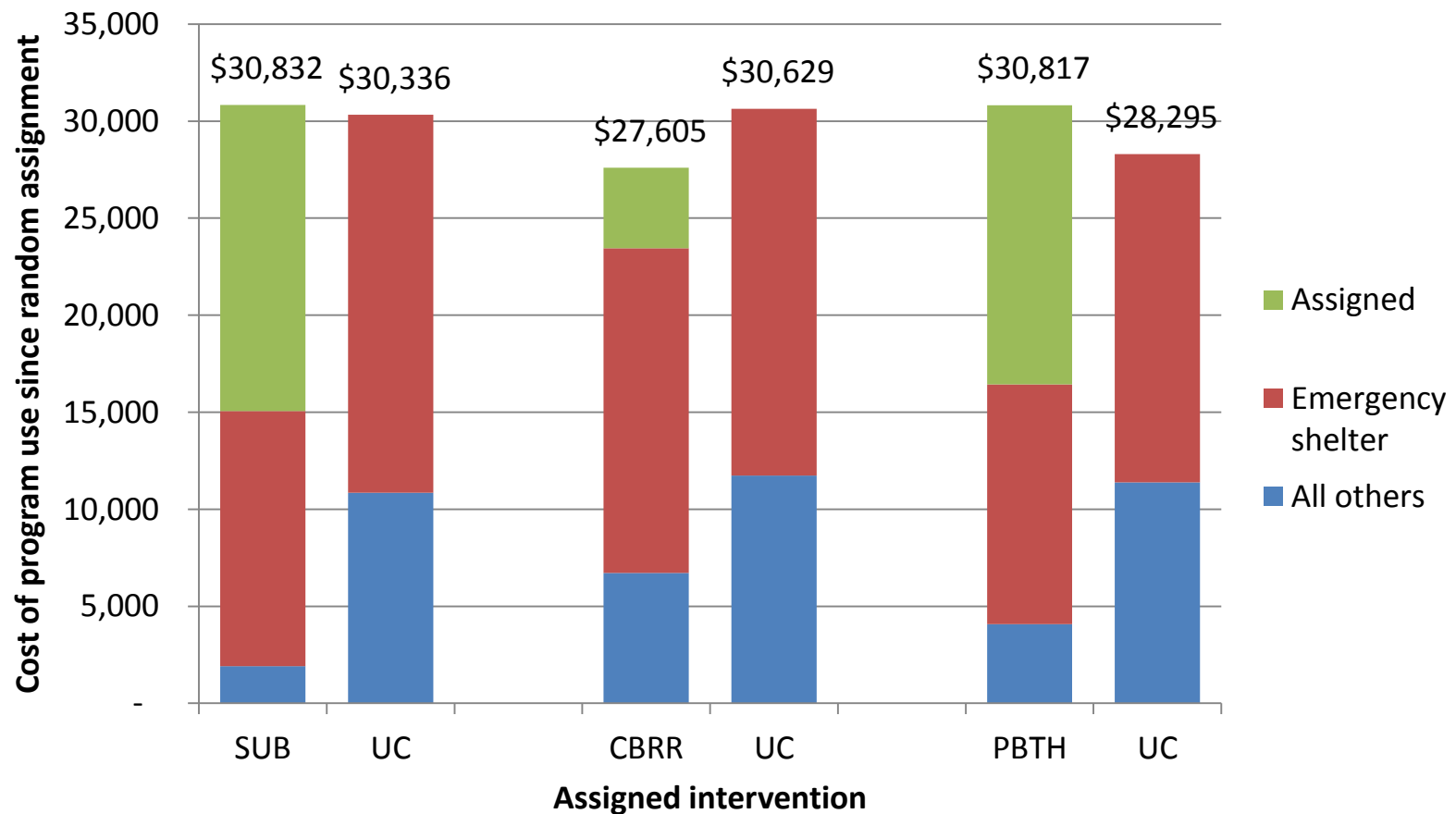
Total Spending Very Similar



Combine all housing program and service costs over 20 months, including additional shelter stays:

- SUB = \$30,800. Barely any more than UC.
- PBTH = \$30,800. Barely any more than UC.
- CBRR = \$27,600. Less than UC by \$3,000.

Cost of All Program Use During the 20-month Follow-up Period



What Works for Whom?



- Examined whether effects of all interventions differed by:
 - Psychosocial challenges
 - Self-rated housing barriers
- No evidence of differential effects

Questions for the 36-month Analysis



SUB

- Do the relative benefits of SUB in housing stability, family preservation, and adult well-being continue?
- Are permanent housing subsidies more expensive than the other interventions over the longer term?
- Do families assigned to permanent subsidies continue to have lower work effort than other families?

CBRR

- Do increased incomes continue and lead to improvements in other domains?
- Do families stabilize over a longer period?

PBTH

- Do lower rates of shelter use persist after families leave PBTH programs?
- Do services to address psychosocial needs have a longer-term effect not evident at 20 months?

More Information



For the full report, along with the an interim report and additional information on study design and data collection/analysis plan, see:

https://www.huduser.gov/portal/family_options_study.html

Rapid Rehousing Veterans:

Length of Time to Housing Placement, FY 2015



Rapid Re-Housing	
Average	45 days

Emerging Knowledge on Family Homelessness



Samantha Batko, National Alliance to End Homelessness

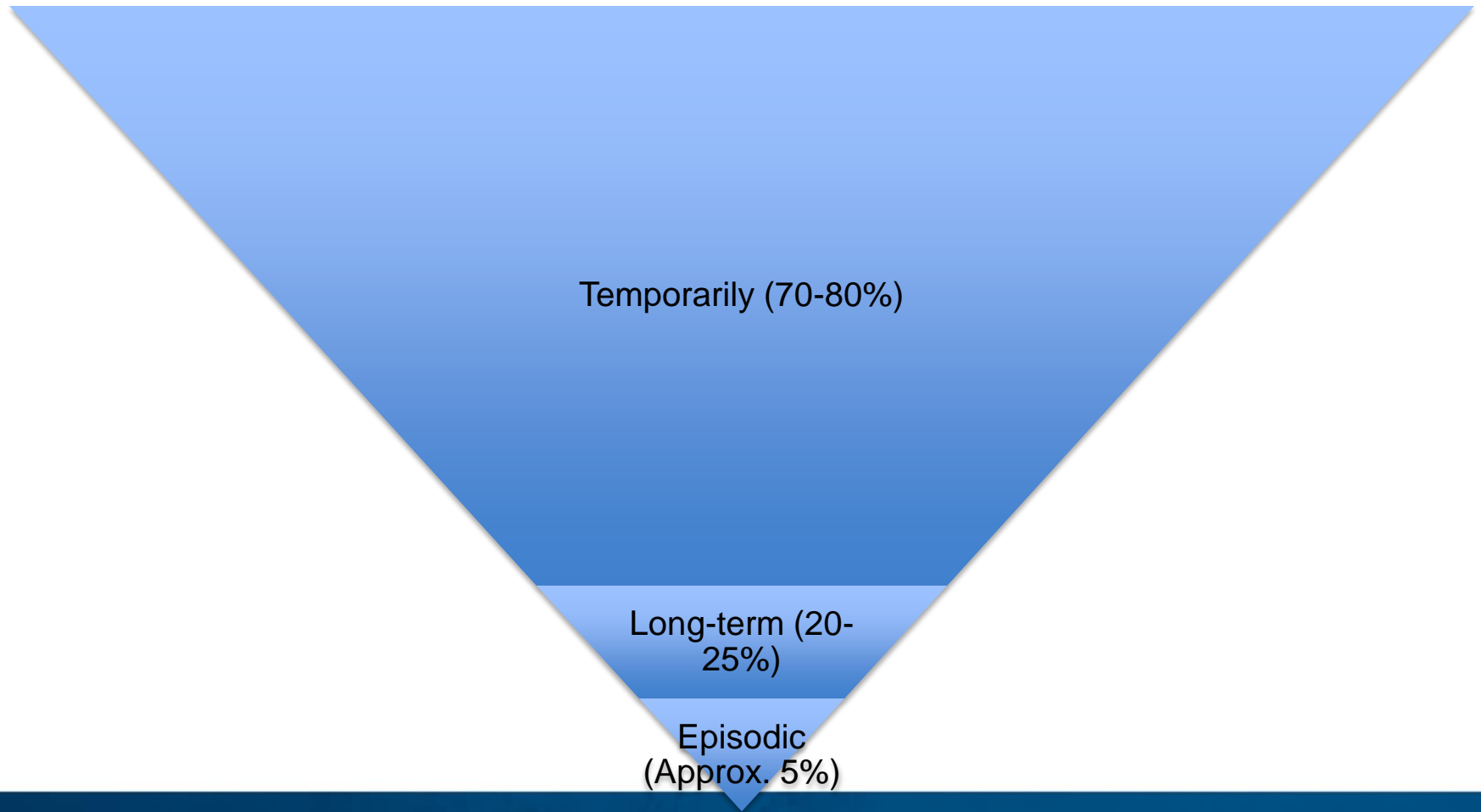
Tom Albanese, Abt Associates

Jamie Taylor, Cloudburst Consulting

What do we know about family homelessness?

- Typology of Families Experiencing Homelessness
- History of Interventions
 - TH
 - RRH
- Evidence of Effectiveness of Interventions

Typology of Homeless Families



The History of Responses to Family Homelessness

Transitional Housing

Function

Crisis Housing

Model characterized by short stays intended to provide a safe location during which a household resolves a homelessness crisis.

Interim Housing

Model characterized by short stays with programming intended to facilitate a rapid move to permanent housing.

Medium- to Long-term Housing

Model with housing and services support characterized by stays of up to 24 months after which a household must move.

Transition-in-Place

Model in which a household receives assistance from a transitional housing program, but the unit is intended to function as their permanent residence from move in.

Structure

Congregate - Dormitory

Model with shared living spaces in one building or location.

Congregate – Apartment Style

Model with independent living units in one building or location.

Scattered-Site

Model with living units embedded in the general community.

Program Sub-Lease

Model in which household sub-leases unit from program.

Private Lease

Model in which household leases directly with private market landlord.

Rapid Re-Housing (RRH)
ends homelessness for
families and individuals.

RRH HELPS



FIND HOUSING

Help people quickly find housing within one month or less.

PAY FOR HOUSING

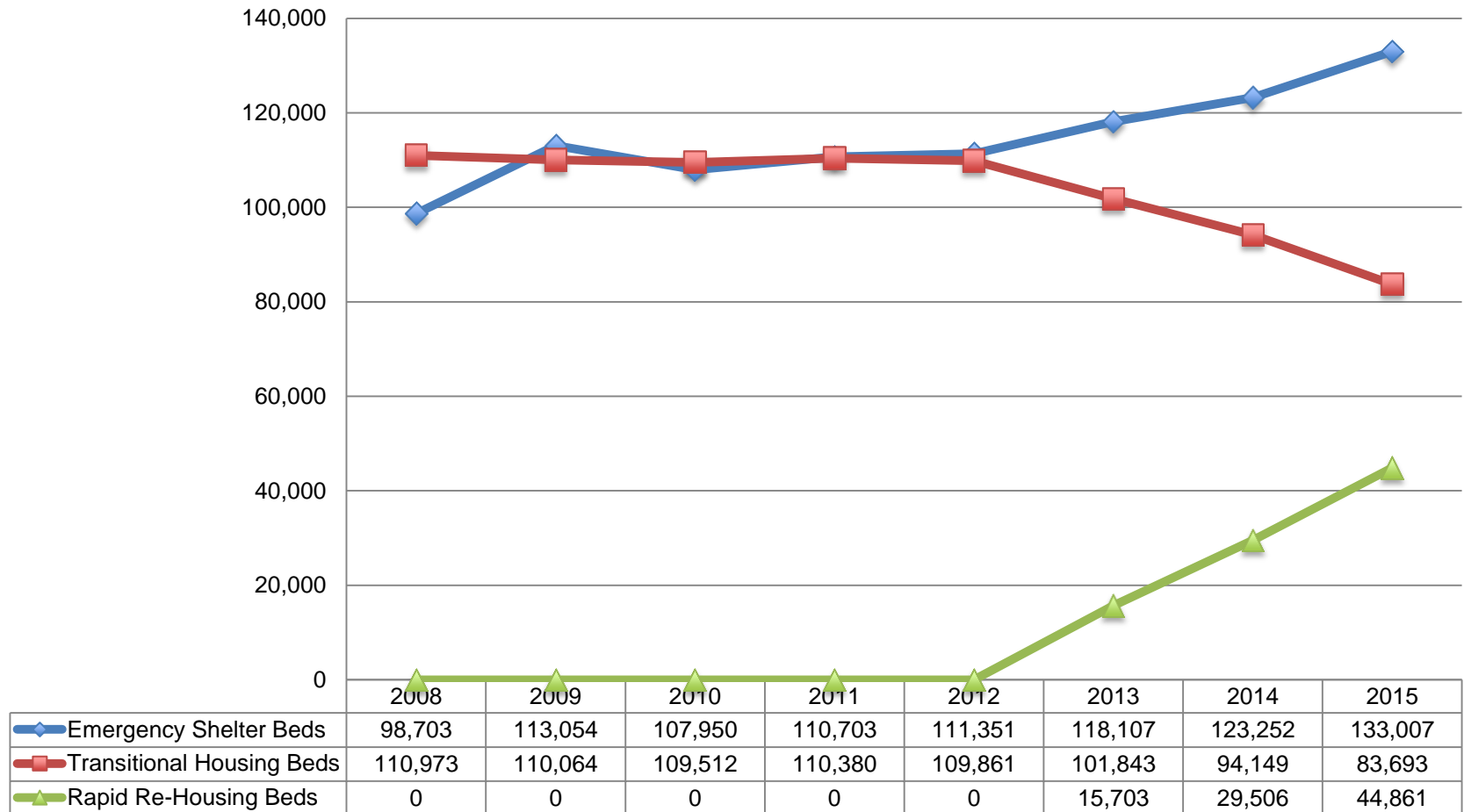
Help people pay for housing short term; longer-term help an option.

STAY IN HOUSING

Help access services so people can stay in housing.

The **Core Components** of Rapid Re-Housing help people **find** housing fast, **pay** for housing, and **stay** in housing.

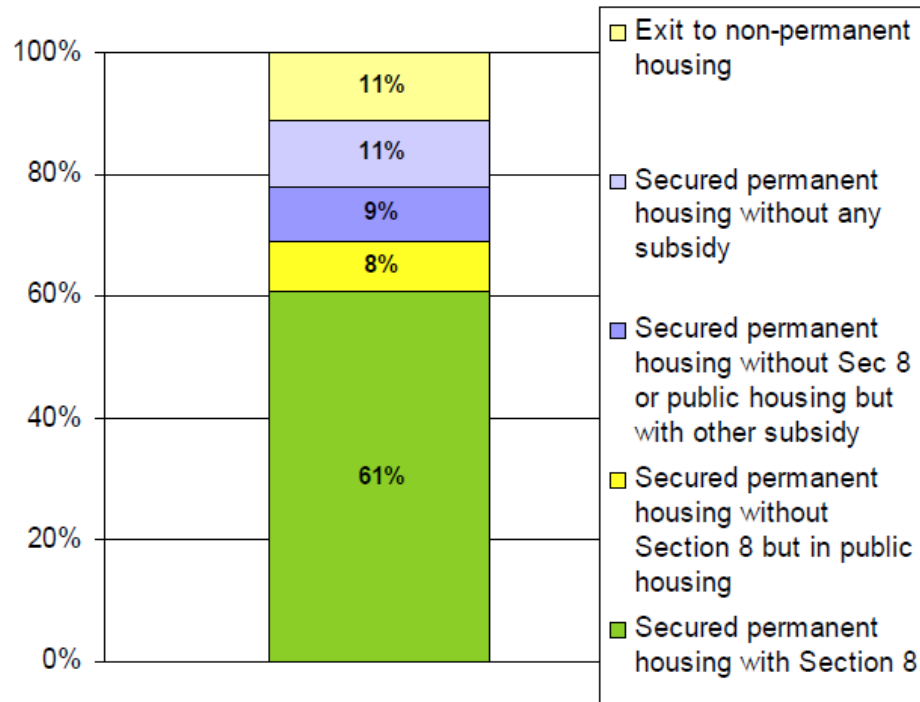
Trends in Homeless Assistance for Families



Research on Transitional Housing

Evaluation of the Sound Families Initiative, Final Findings Summary: A Closer Look at Families' Lives During and After Transitional Housing (2007)

Housing outcomes for families successfully completing transitional programs



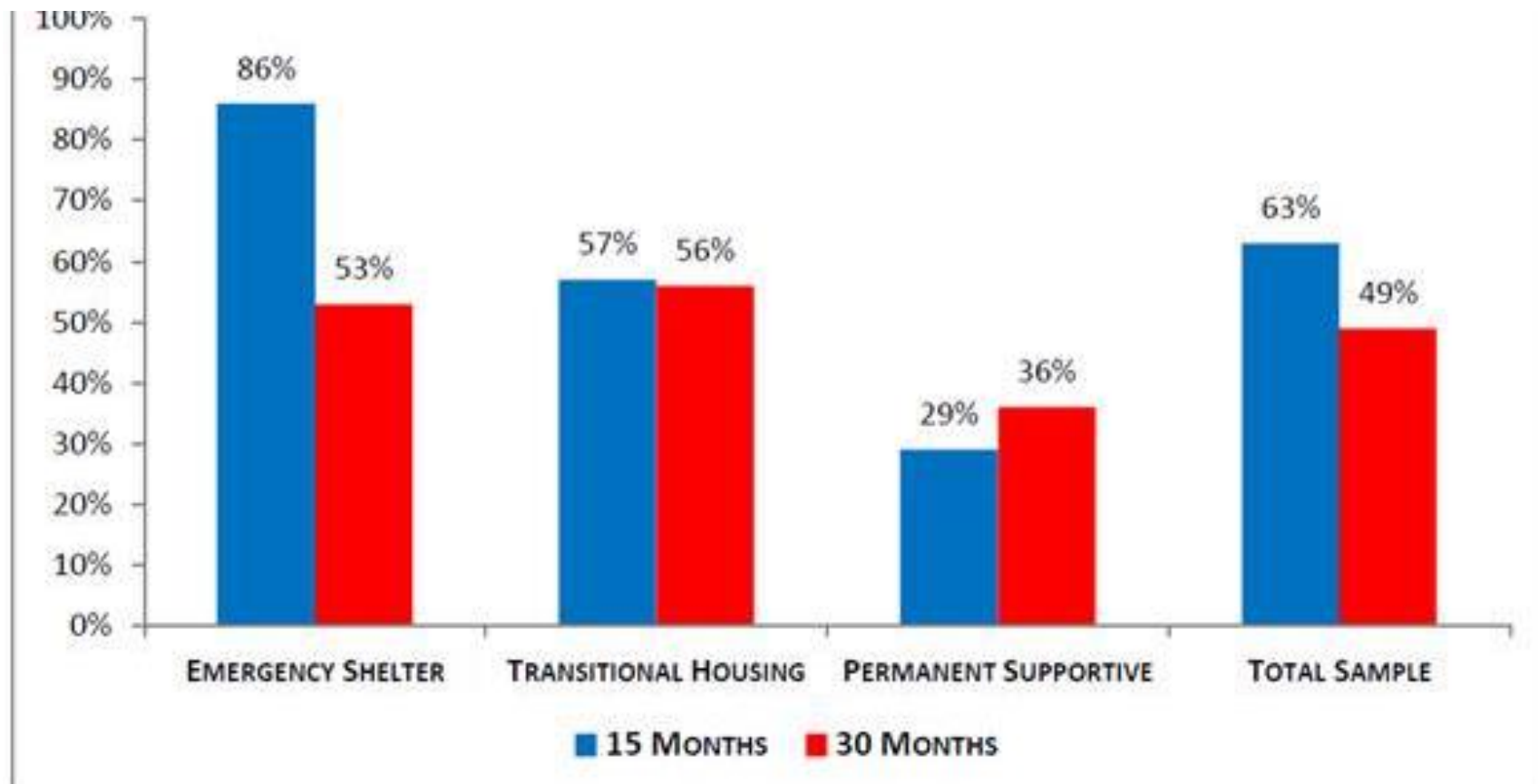
N=651, excludes unknowns.

Life After Transitional Housing (2010)

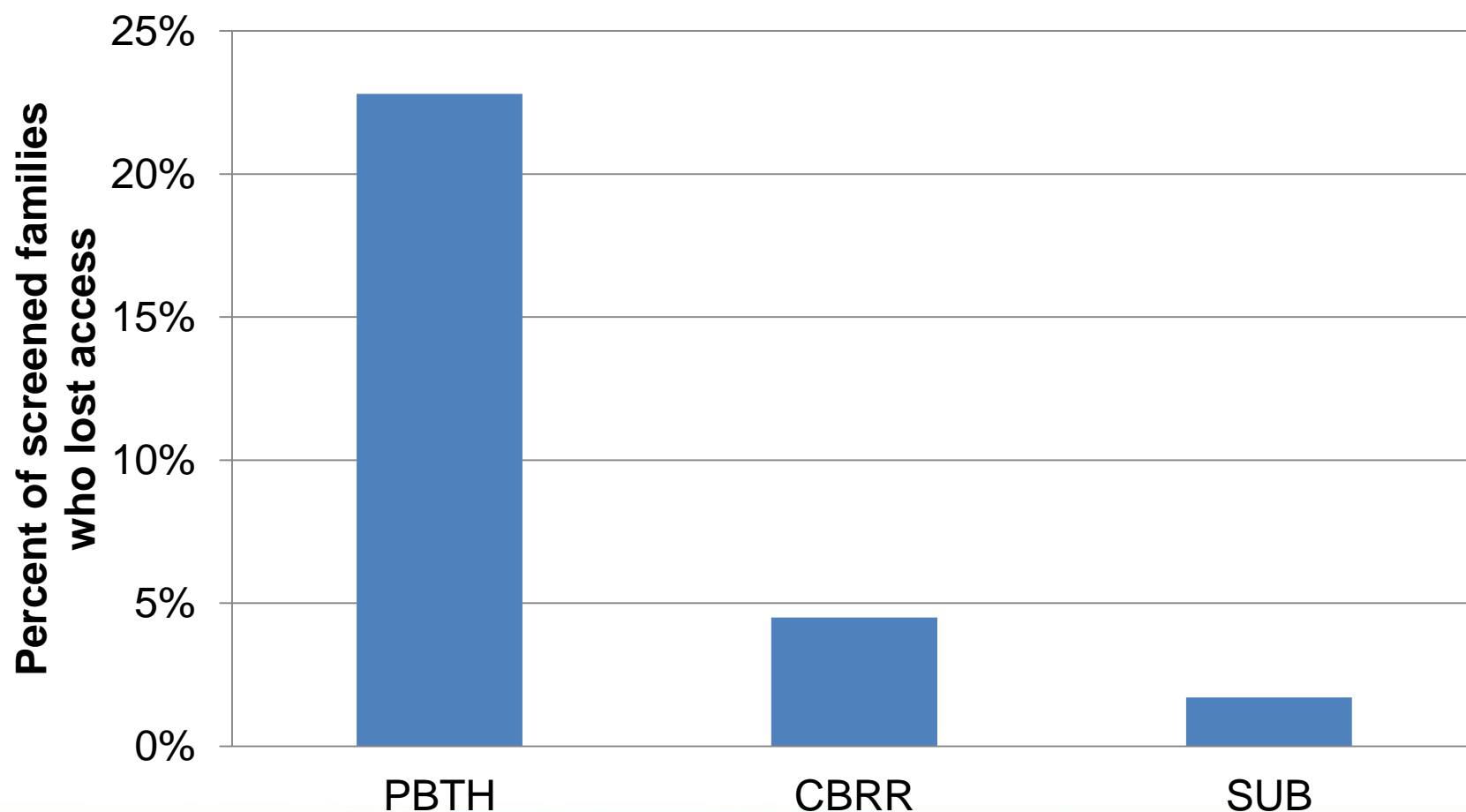
Families that “successfully” exited TH had high rates of moving to their “own place” following TH (86 percent).

That being said, 53 percent of families “successfully” exiting had a housing subsidy when they exited.

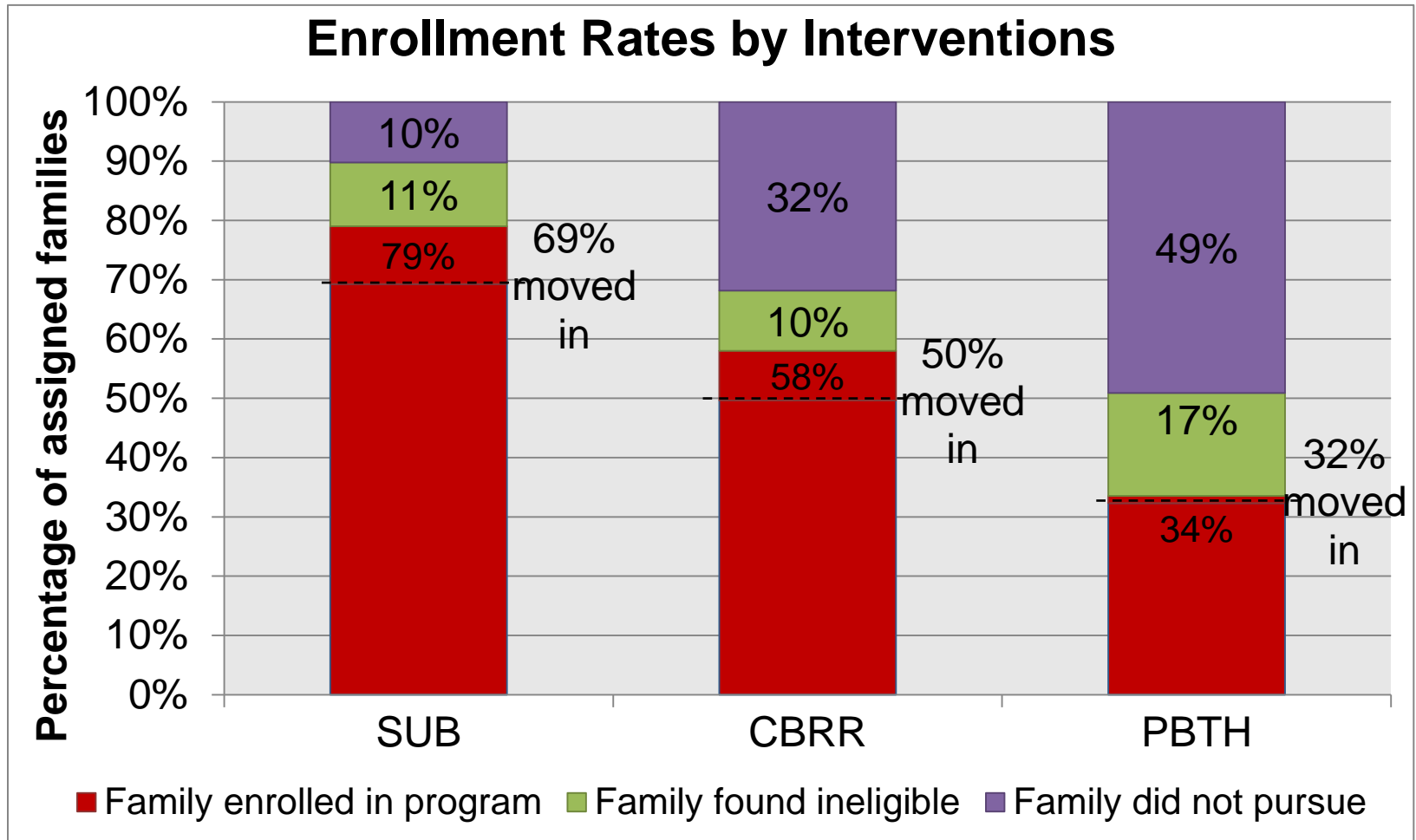
Service and Housing Interventions for Families in Transition (SHIFT) Study (2013)



Family Options Interim Report (2013)



Family Options Interim Report (2013)

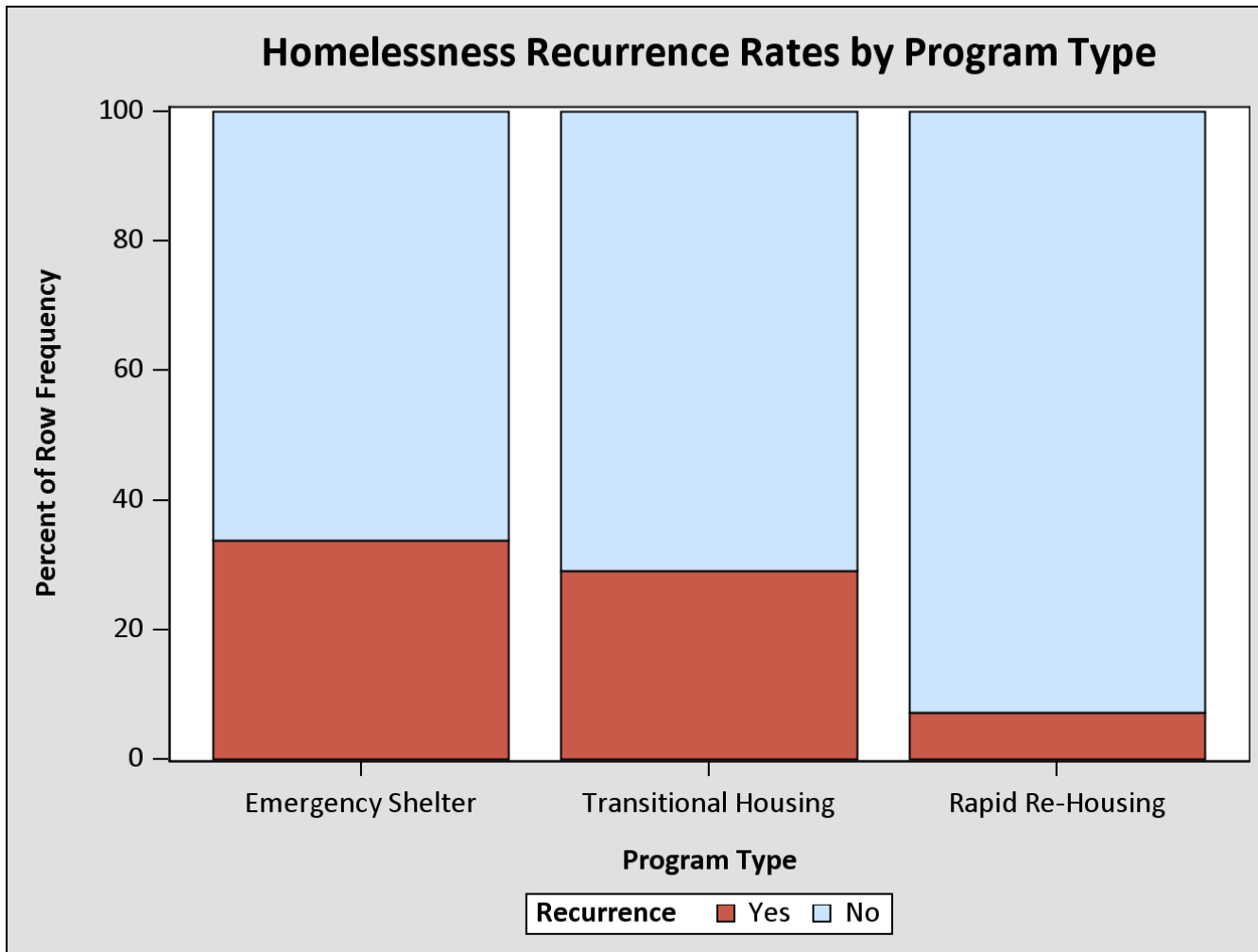


TH Summary

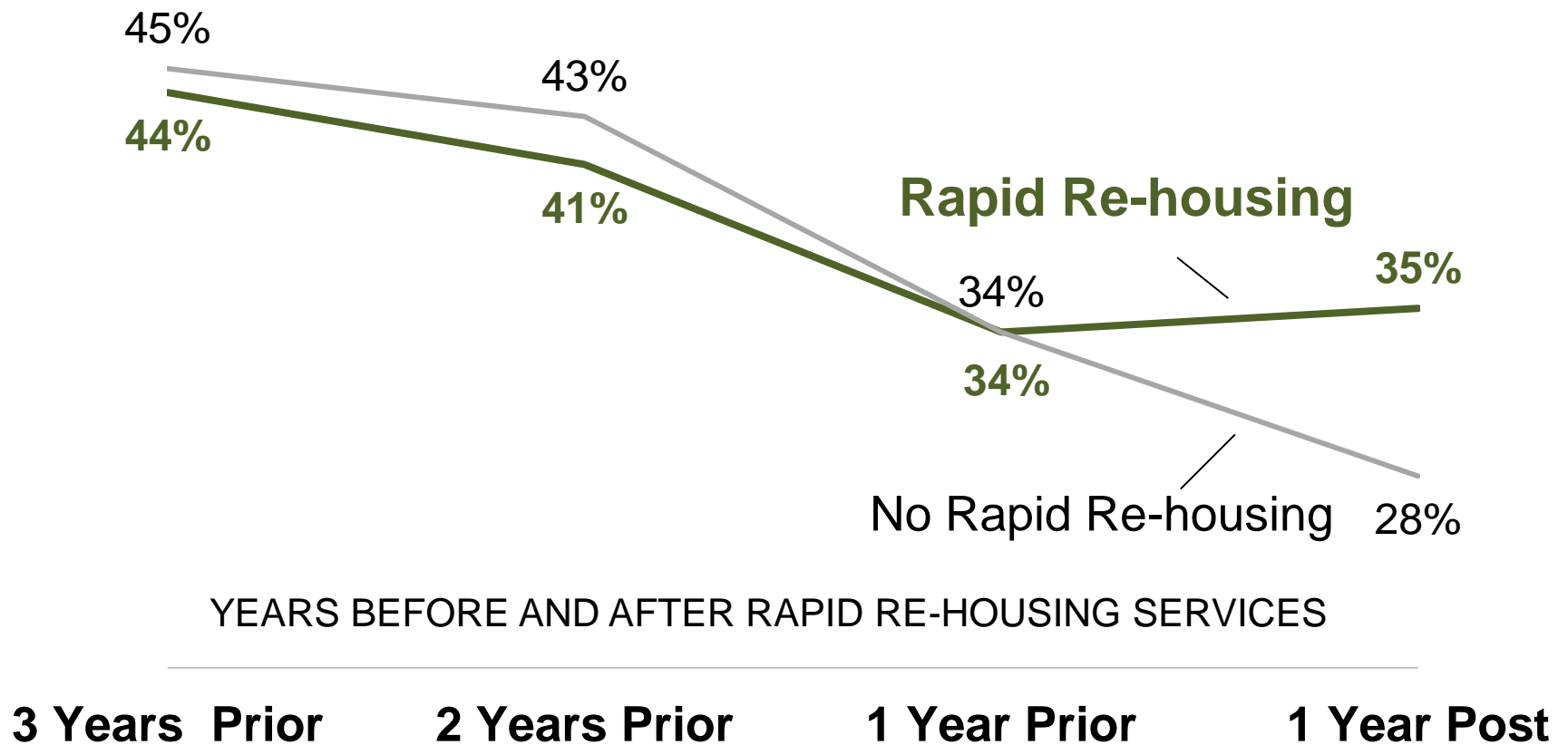
- TH impacts on housing stability and homelessness difficult to separate from impacts of subsidies.
- For families that stay for long periods (12 months +), TH does appear to have some positive impacts in education, income, etc. Not enough to substantially change self-sufficiency of family.
- Problems with barriers to entry and family desires to participate in program.

Research on Rapid Re-Housing

State of Georgia - HPRP



Washington State – RRH and Income



Community Examples

- **Reduces family homelessness.**
 - Mercer County, NJ: number of families who are served in shelter and transitional housing programs on any given day has declined by nearly one- third in two years.
 - Clark County (Las Vegas), NV: number of families experiencing homelessness on any given day decreased by 12 percent over a two year period.
- **Helps families successfully transition out of homelessness.**
 - State of Michigan: Of 4,550 homeless persons in families and, as of September 2011, fewer than 5 percent returned to shelter.
 - Harris County (Houston), TX: Only 6 percent of over 1,000 persons in families received rapid re-housing to exit homelessness during HPRP experienced another homeless episode within a year.
- **Reduces the amount of time families remain homelessness.**
 - Palm Beach County, FL: 69 percent of the 154 families they had re-housed (at time of report) were back in housing of their own within 30 days of entering shelter.
 - Richmond, VA: In just two years, the median length of time families in Richmond remained homeless declined by 50 percent, from 90 to 45 days.
- **Is cost-effective.**
 - Alameda County, CA: the cost for each successful exit from homelessness to rapid re-housing is \$2,800. In contrast, the cost is \$25,000 for each successful exit from transitional housing and \$10,714 from emergency shelter.
 - State of Delaware, the cost of a successful exit to permanent housing with rapid re-housing is \$1,701, compared to \$6,065 for emergency shelter and \$15,460 for transitional housing.

SSVF Rapid Re-Housing

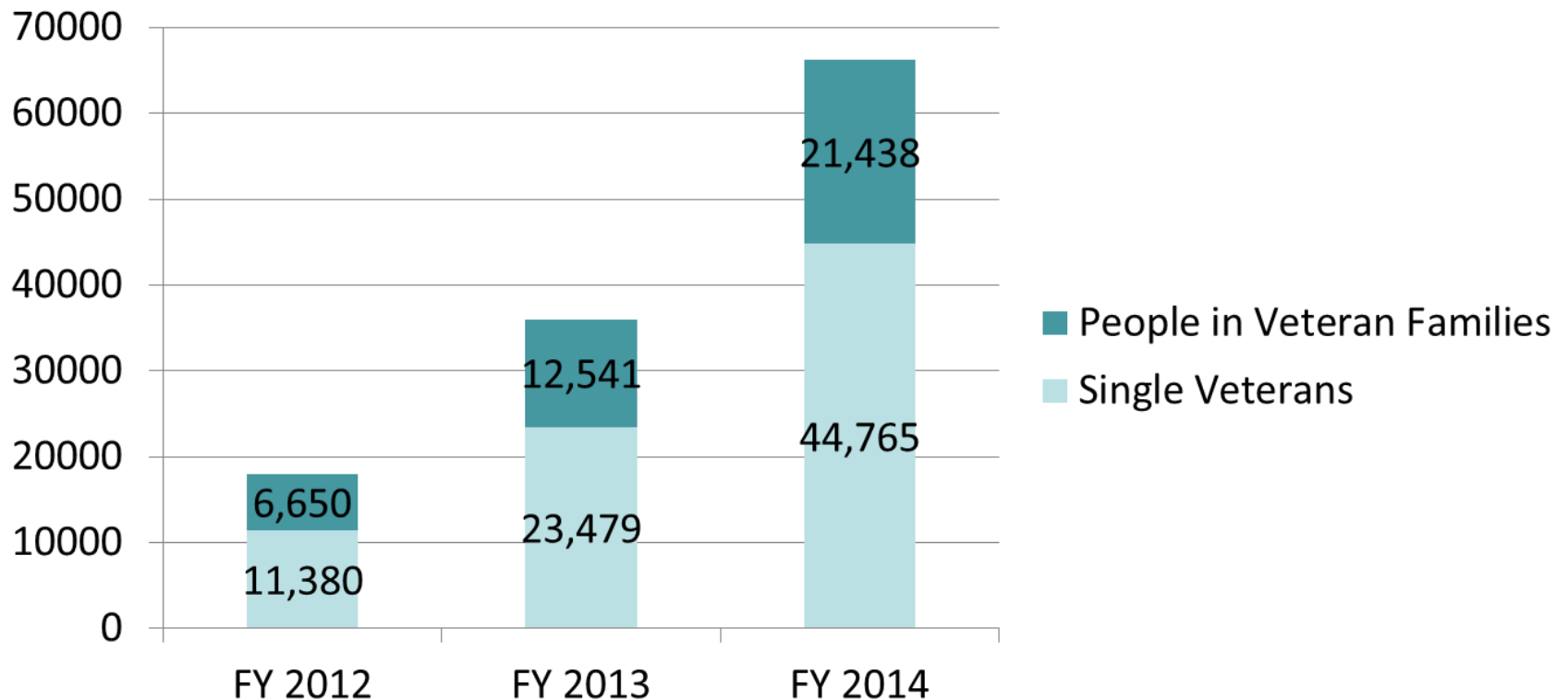
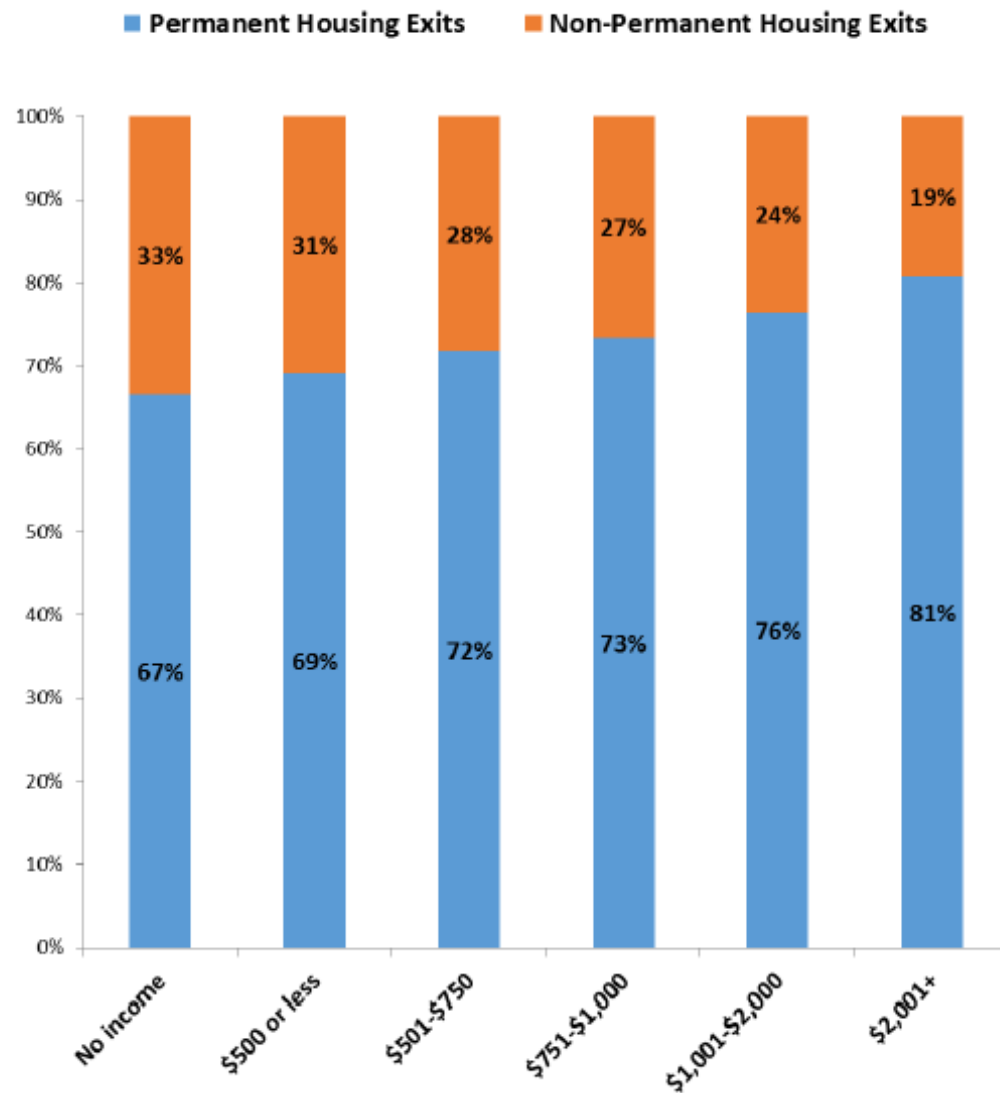


Exhibit 22: PH Success Rates by Monthly Income at Program Entry Among Veterans Served, Excluding VASH Exits, FY 2014³⁵



SSVF Returns to Homelessness

Exhibit 29: FY 2013 SSVF Veteran Participants with PH Destinations Avoiding Re-Entry into VA Homeless Programs

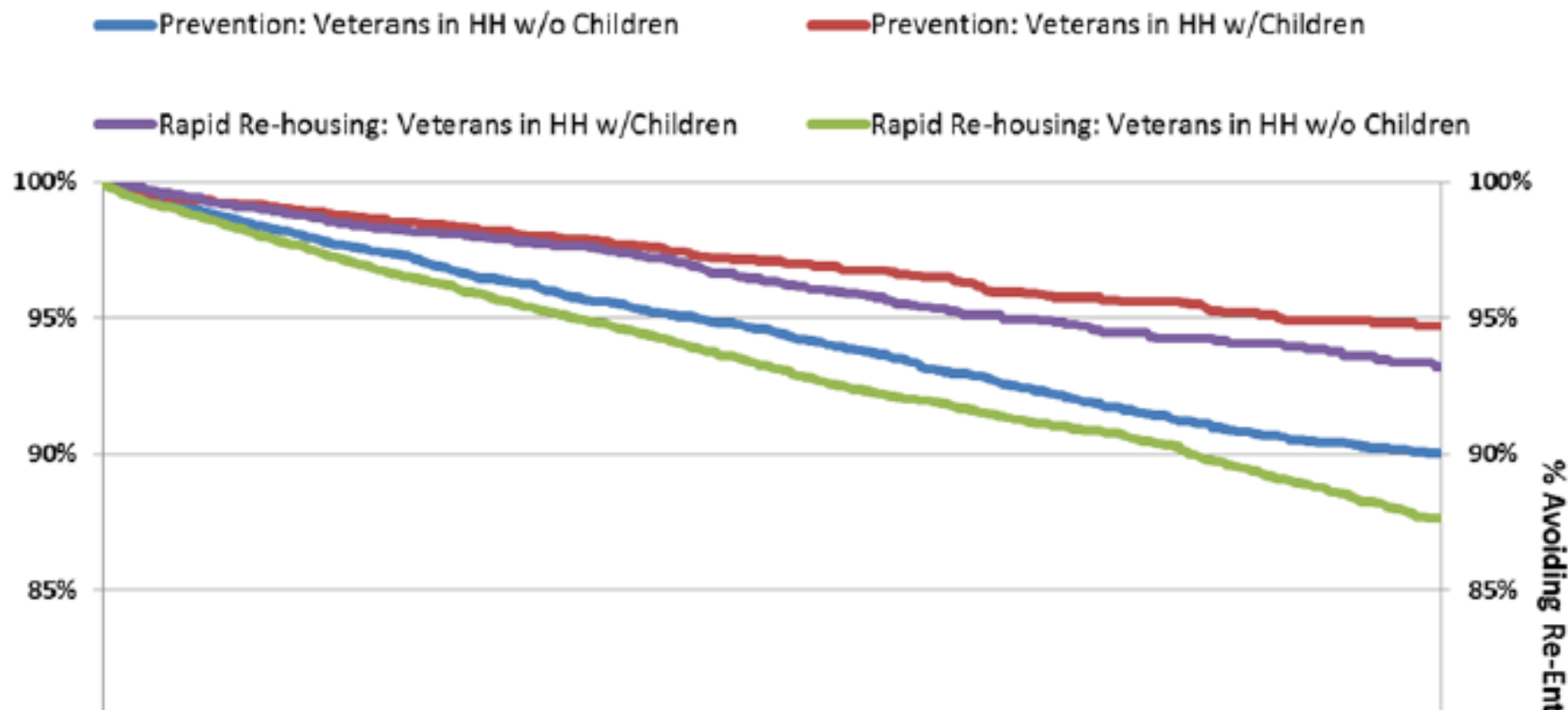
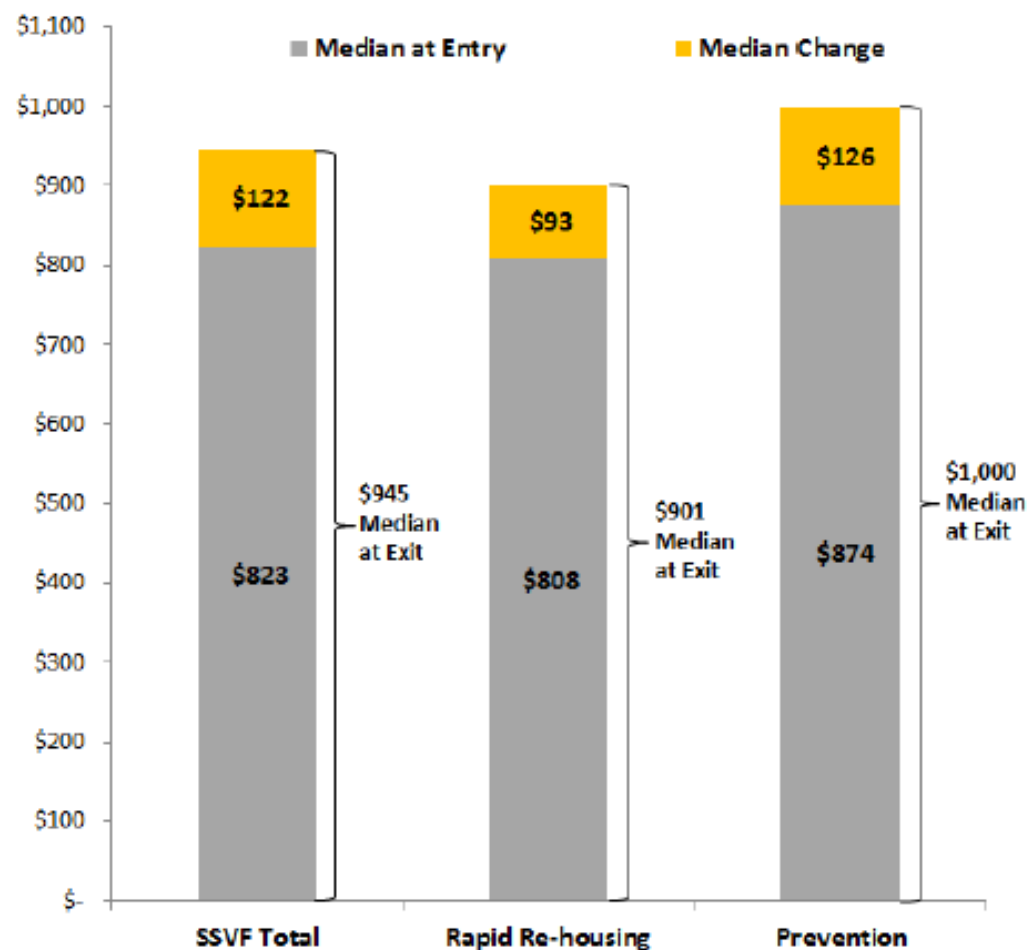


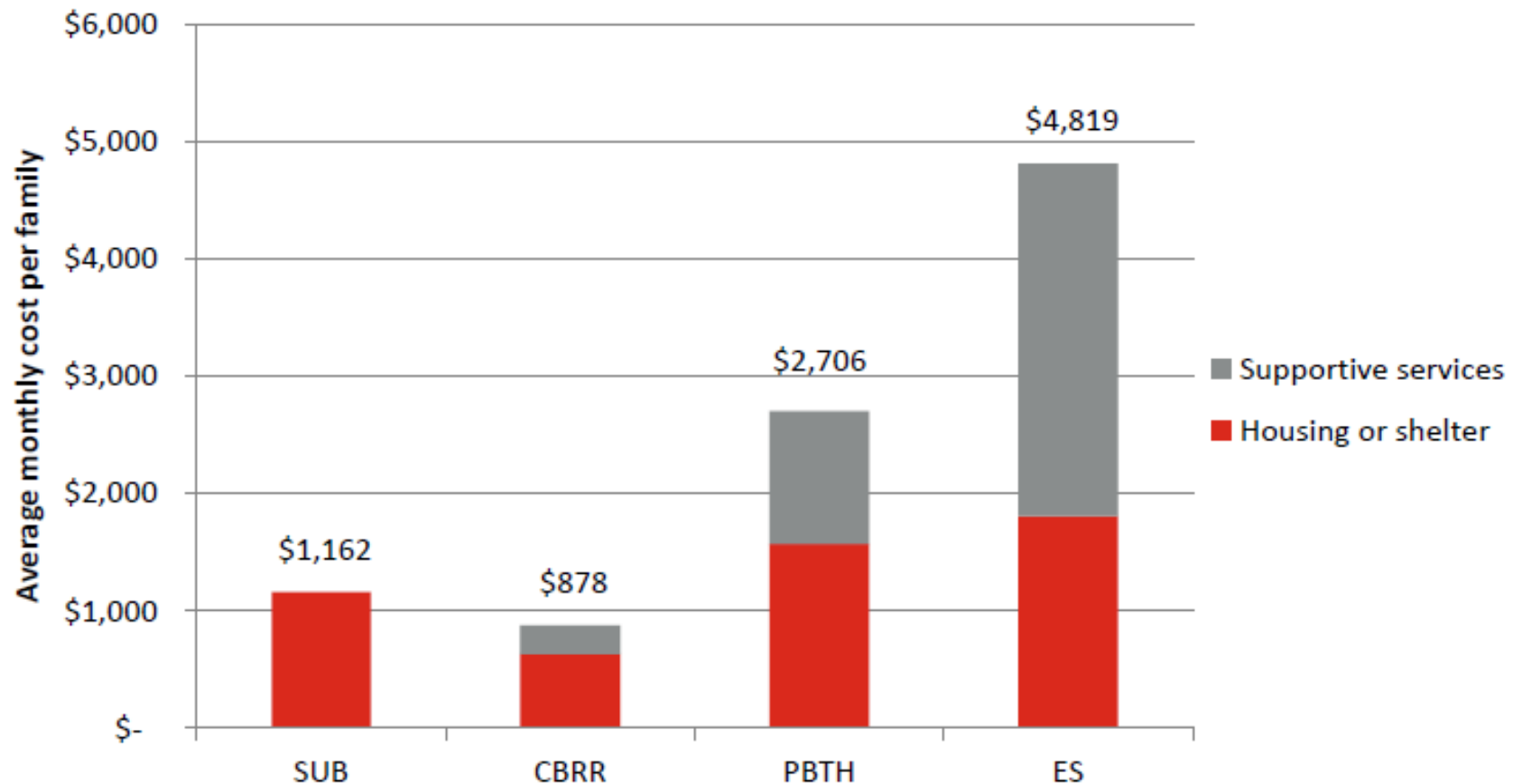
Exhibit 26: Changes in Median Veteran Monthly Income from Entry to Exit by Assistance Type, FY 2014³⁶



RRH Summary

- Limited knowledge on impact of length of homelessness, but anecdotal evidence from communities.
- Consistent 85-90 percent success in preventing returns to homelessness in observational studies.
- Appears to have impact on increased income, but not significant enough to lift families out of poverty.
- Income as a barrier to entry.

Costs of Supportive Services



Family Options: Appendix E

- Time spent in ES and TH (AKA time spent HUD homeless)
 - Referral to SUB decreases in all pairwise comparisons
 - Referral to RRH decreases by 1 month in comparison to UC and by almost 4 months in comparison to PBTH