

## **Future of Housing CoC Status Report**

This report has been compiled at the request of the Future of Housing Continuum of Care. The objective of this report is to use Wisconsin ServicePoint data provided by participating Future of Housing CoC (Northeast CoC in ServicePoint) homeless service providers to reflect on how well housing programs in the region currently align with HUD objectives as highlighted through the HEARTH Act. *Projects that do not enter data into ServicePoint are not included in this report.*

This report aims to address the following questions:

- Where are we now, with regard to internal or external (e.g., programmatic, CoC, state or federal) goals?
- What seems to be working well?
- What areas need improvement?
- Where should we focus our efforts in order to achieve the greatest improvement?

### *Longitudinal Overview: Homelessness in the Northeast CoC*

In 2013, 332 clients were served in Northeast CoC WISP emergency shelters. The number of clients served has increased by 44% (101 clients) since 2010. Northeast CoC WISP transitional housing projects served 103 clients in 2013, a 47% (33 client) increase since 2010. This increase may be due in part to the addition of one emergency shelter and one transitional housing project to the region. 26 clients were served in permanent supportive housing in 2013, and 33 clients utilized rapid re-housing.

In an effort to gain further insight into the population of individuals experiencing homelessness in Wisconsin, point-in-time counts are conducted biannually in January and July. On January 30, 2014, 43 clients were in emergency shelter and 33 clients (11 families and one individual) were in transitional housing.

### *NEW Client Risk Score: Serving the Neediest Clients*

The Institute for Community Alliances has partnered with the Balance of State CoC to create an updated client risk score. This is a numeric score assigned to a client as a method of quantifying a particular set of barriers linked to decreased program success rates. The calculation is based on the following characteristics:

- Did the client earn/receive any income in the 30 days prior to program entry?
- Is the client coming from the streets, or some other place not meant for human habitation?
- Is the client chronically homeless?
- Is the client suffering from alcohol or drug abuse?
- Does the client have a diagnosed mental illness?

By aggregating client risk scores, we then create the provider risk score. This score offers insight into the distribution of risk scores within a program's clientele and allows for a more standardized side-by-side comparison of programs. It encourages programs to serve high-barrier clients and allows us to analyze program success rates in light of the demographics of clients being served. This score will be added to the Balance of State CoC scoring/ranking process. Additionally, this measure will allow for better comparisons from year to year within programs.

### *Updates to the Previous Risk Score*

The previous risk score model (2013) averaged the percentage of clients with particular demographic factors served in the program. Updates to this model include:

- Removing “from shelter” as high-risk criteria: For clients served in transitional housing in 2012, clients coming from shelter were 14% more likely to have a successful outcome than those coming from other living situations.
- Weigh all factors equally: Since “from streets” and “from shelter” were drawn from the same data element, the sum of these two factors could not exceed 100%. Thus, these field were not weighted as heavily as the others included in the score.
- Generate Provider Score Based on Documented Success Rates: The calculation to determine each provider risk score based on client risk scores was derived from trends found in WISP data.
- Calculated from client-level, rather than aggregate data: In the previous model, aggregate client data were averaged to create the client risk score. The new measure will include a better measure of the number of barriers faced on a per-client basis and the distribution of risk among clients served by a specific provider.

### *Emergency Shelter Risk Scores (Out of 100 possible points)*

Provider	2012 Risk Score	2013 Risk Score	Increase/Decrease	2014 (January - June)
NEWCAP Motel Voucher Program(7759)	N/A	25	N/A	27
Discipleship Inc. (Haven of Hope)(8514)	24	26	≈	30
Eagle's Nest Emergency Shelter(7001)	16	26	+	26
The Salvation Army of Marinette - Motel/Hotel Vouchers(8863)	20	53	+	44

*Transitional Housing Risk Scores (Out of 100 possible points)*

Provider	2012 Risk Score	2013 Risk Score	Increase/Decrease	2014 (January - June)
Forward SHP Oconto/Marinette (7847)	6	4	≈	7
NEWCAP TH Program (9115)	10	10	≈	10
Forward SHP Shawano (7771)	8	13	+	N/A
Eagle's Nest TH (7147)	0	20	+	0

*Other Projects: Risk Scores (Out of 100 possible points)*

Type	Provider	2012 Risk Score	2013 Risk Score	Increase/Decrease	2014 (January - June)
Prevention	NEWCAP Eviction Prevention Program Future of Housing (8944)	10	12	≈	13
Rapid Re-Housing	NEWCAP RRH Program Future of Housing (8947)	17	20	≈	16
Permanent Supportive Housing	NEWCAP Housing First PSH (9116)	N/A	44	N/A	42

For projects with provider risk scores that remained approximately the same (within five points) from 2012-2013, we can directly compare client outcomes and average length of stay. For projects with risk score increase greater than 5 points, we might begin to expect slightly lower outcomes if program components remained unchanged. Projects that saw a decrease in risk score greater than 5 points should experience a corresponding increase in performance measures. Any provider with a risk score greater than 60 points serves a large proportion of high-barrier clients. Based on the low risk scores for all providers in the Northeast CoC, it seems that a majority of clients are low-barrier.

### *Length of Stay – Emergency Shelters*

The HEARTH Act and its attendant programs require communities to begin reducing the length of homeless stays in their CoCs. HUD encourages shelter stays of 30 days or less for all clients. A “high performing community” has an average shelter stay length under 20 days, or a >10% decrease in shelter stay length<sup>1</sup>.

The average shelter stay across the CoC in 2012 was 50.1 days. In 2013 the average decreased by 6.8% to 46.7 days. While length of stay increased for one project (Discipleship Inc. Haven of Hope), it decreased by over ten percent for Eagle’s Nest Emergency Shelter (-14%) and The Salvation Army of Marinette – Motel/Hotel Vouchers (-23%). Both motel voucher projects maintained an average length of stay below 30 days, as recommended by HUD.

Service Provider	2012 Average Length of Stay	2013 Average Length of Stay	Percent Change
Discipleship Inc. (Haven of Hope)(8514)	65.9	73.1	+ 11%
Eagle's Nest Emergency Shelter(7001)	51.2	44.2	-14%
NEWCAP Motel Voucher Program(7759)	N/A	6.6	N/A
The Salvation Army of Marinette - Motel/Hotel Vouchers(8863)	5.2	4.0	-23%
Northeast CoC Average	50.1	46.7	- 6.8%

### *Length of Stay – Transitional Housing*

Unlike emergency shelter, transitional housing has a length of stay limit of twenty-four months (two years.) Still, HUD challenges projects to find ways to reduce length of stay for clients, without compromising their success upon exiting the program.

The average length of stay in transitional housing in 2012 was 14 months<sup>2</sup>. Northeast CoC clients in 2013 saw a 10% reduction in length of stay, to an average of 12 months. While average length of stay for completers increased in the Eagle’s Nest Transitional Housing project, it remained under 6 months and maintained the shortest average among all transitional projects in Northeast CoC. This project also saw a spike in its risk score in 2013. Length of stay decreased by 3% for the Forward Service Corporation SHP Oconto/Marinette and remained the same for the NEWCAP Transitional Housing Program.

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<sup>1</sup> While HUD identifies an ideal average length of shelter stay for clients (20-30 days,) this is not the same as a mandated cut-off date for clients being served in shelter. Providers should focus on serving clients effectively and efficiently rather than creating program time limits.

<sup>2</sup> This average was calculated based on clients who completed the program.

<b>Transitional Housing Provider</b>	<b>2012 Average Length of Stay (Months)</b>	<b>2013 Average Length of Stay (Months)</b>	<b>Percent Change</b>
Eagle's Nest Transitional Housing(7147)	5.0	5.7	+ 16%
Forward Service Corporation SHP Oconto/Marinette	13.5	13.1	- 3%
Forward Service Corporation SHP Shawano(7771)	12.4	N/A	N/A
NEWCAP Transitional Housing Program(9115)	22.3	22.3	0%
Northeast CoC Average	13.8	12.4	- 10%

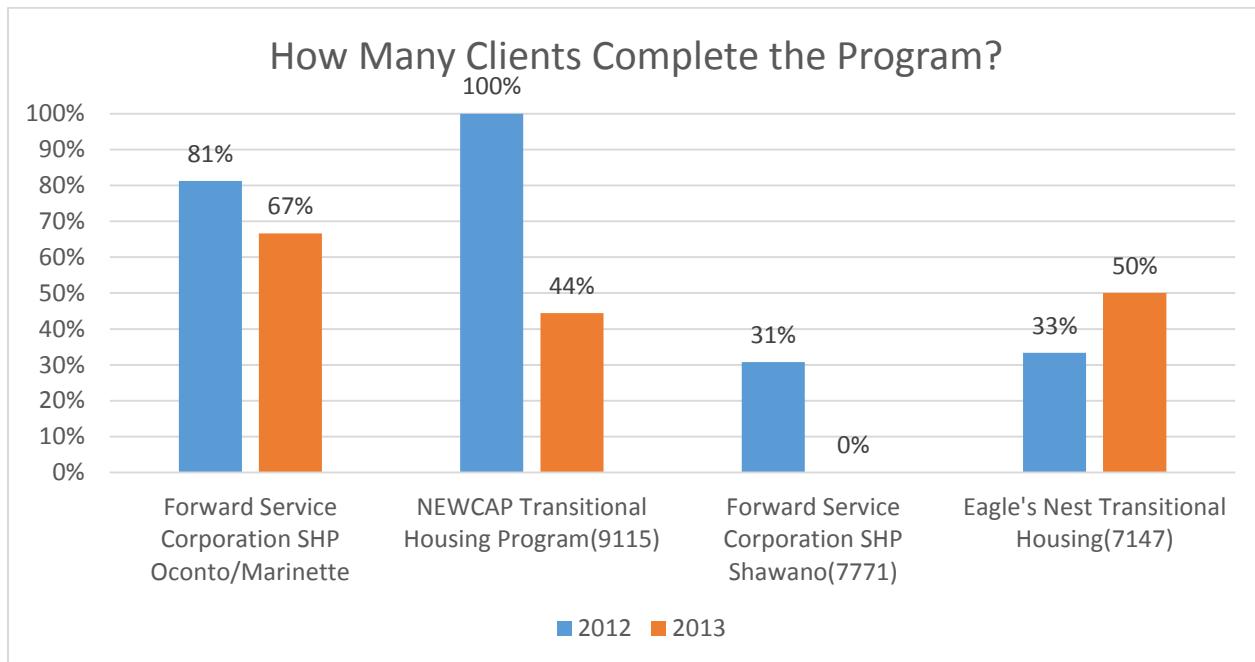
### *Transitional Housing: Retention and Completion*

The HEARTH Act considers a project successful if, among other requirements, it permanently houses 65% of the clients who are admitted. This measure can be broken down into two steps: first, what percentage of clients complete the program? Second, what percentage of clients are successfully housed upon completion?

#### *Completers*

In 2012, the programs with the highest percentage of completers (out of all exiting clients) were NEWCAP Transitional Housing Program (100%) and Forward Service Corporation SHP Oconto/Marinette (81%). Other projects performed considerably lower at 31% and 33% for Forward Service Corporation SHP Shawano and Eagle's Nest Transitional Housing, respectively.

Eagle's Nest Transitional Housing project increased its completion rate to 50% in 2013, while all other projects experienced a decrease. Most significantly, NEWCAP Transitional Housing Program's completion rate dropped to 44%, and Forward Service SHP Shawano's rate was reduced to 0%. Because most clients are served as a family and many of these projects are small, one family exiting prior to program completion can impact these figures significantly. Still, providers should analyze the reasons for these dramatic decreases and consider ways to increase completion rates.



### *Completer Destinations*

For clients completing transitional housing programs in 2013, 59% moved to a rental without a subsidy, and 6% moved to an owned or rented residence with a subsidy<sup>3</sup>. The remaining 35% were doubled-up, moving in with friends or family. 76% of completers exited to a permanent living situation.

For clients leaving transitional housing programs prior to completing the program, 10% moved to a rental with subsidy, and 13% moved to an owned or rented residence without a subsidy. 42% of clients were doubled-up with family or friends, and 32% entered other homeless programs. One individual exited to jail, prison, or a juvenile detention facility. It appears that program completion is linked to more stable housing outcomes for transitional housing clients.

### *Barriers to Completion – Program Non-Compliance or Disagreement with Staff*

Of the reasons clients may have for leaving transitional housing prior to completion, program non-compliance and disagreement with staff are both prevalent. Providers with high rates of early leavers should analyze programming to ensure that they are not creating additional barriers for clients<sup>4</sup>.

In 2012, three projects did not have ANY clients leave due to non-compliance or disagreements with staff (Forward Service Corporation SHP Oconto/Marinette, NEWCAP Transitional Housing Program, and

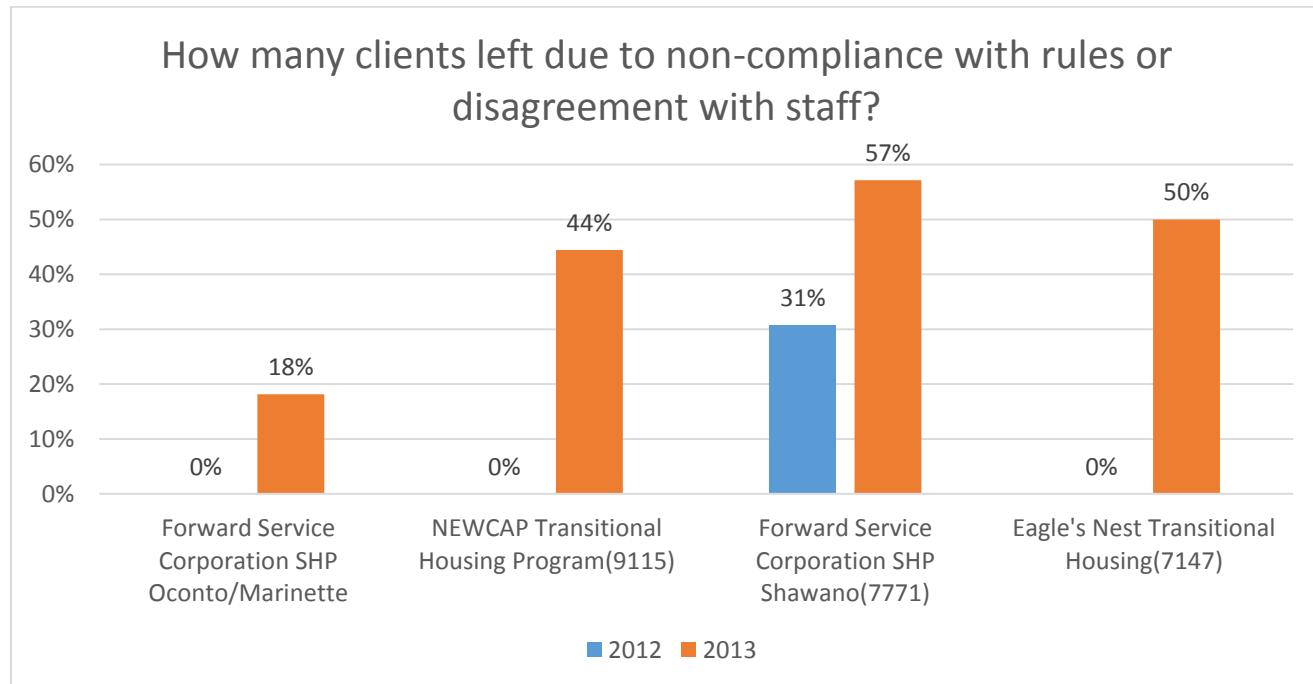
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<sup>3</sup> Rental with a housing subsidy is typically considered the most stable housing outcome for very low-income persons. If clients are able to substantially raise their income during a transitional housing stay, a rental without a subsidy can be a stable housing placement. While doubled-up may be a good option for some clients, it is generally considered an unstable housing situation.

<sup>4</sup> For more information, please refer to the Termination section of the CoC Program Interim Rule.

Eagle's Nest Transitional Housing.) Forward Service Corporation SHP Shawano had 31% of clients exit due to non-compliance or disagreements with staff in 2012.

Rates of exits due to non-compliance or disagreement spiked dramatically for Northeast CoC transitional housing projects in 2013. The lowest rate was 18% for Forward Service Corporation SHP Oconto/Marinette. 44% of clients enrolled in NEWCAP Transitional Housing Program exited for these reasons, as did 50% of Eagle's Nest clients and 57% of clients at Forward Service Corporation SHP Shawano. In order to conform to HUD's expectations, such disparities should prompt serious re-evaluation of program rules and procedures and discussions of how programs can best meet client needs.



### *Recidivism – Emergency Shelter*

Another important measure of success for housing projects is whether a client returns to emergency shelter after participating in the program.

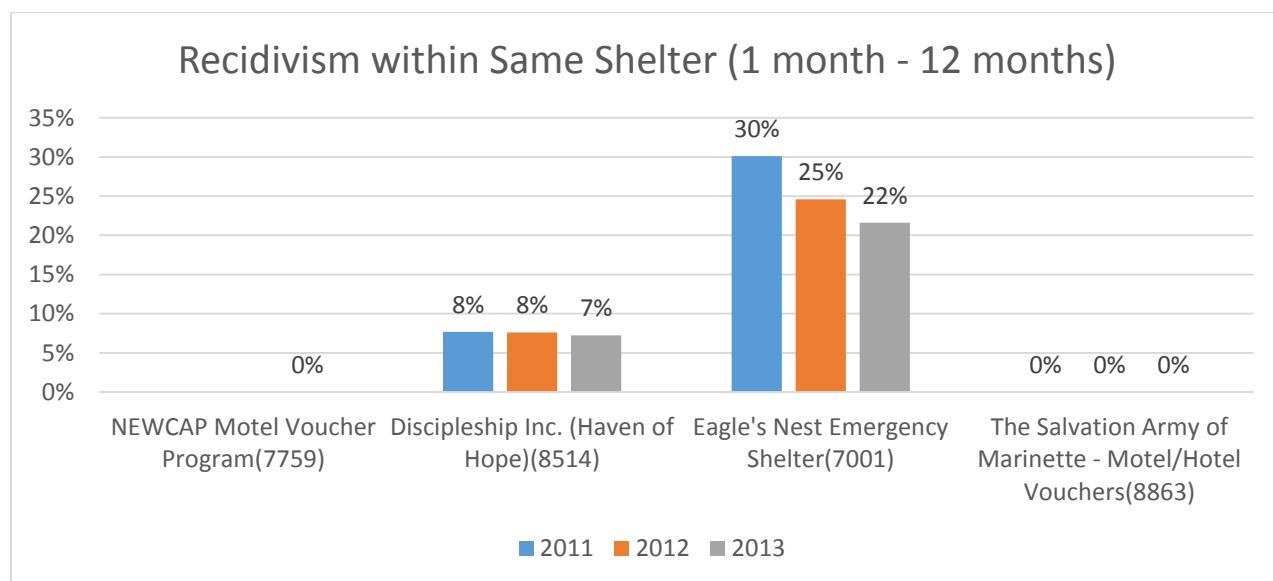
For clients who utilized emergency shelter during 2011 in the Northeast CoC, 17% returned to emergency shelter within 6 months of exiting shelter. Of these clients, 8% returned to a shelter other than the one in which they were initially served. (Additionally, 11% returned to shelter in 6-12 months, and 2% returned within 12-18 months.) Recidivism rates ranged from 6-22% in the six months after exit, 0-15% in six to twelve months, and 0-3% for twelve to 18 months.) The Salvation Army of Marinette – Motel/Hotel Vouchers had the lowest rate of recidivism within 18 months of exit (6%), and Eagle's Nest Emergency Shelter had the highest (39%).

For clients served in 2012, 6 month recidivism decreased slightly to 15% of all clients. As compared to 2011, recidivism rates decreased for all but The Salvation Army of Marinette – Motel/Hotel Vouchers. Recidivism rates decreased further to 11% of clients served in 2013. Two projects had zero clients return to shelter after exit (NEWCAP Motel Voucher Program and The Salvation Army of Marinette – Motel/Hotel Vouchers).

The following table details cumulative recidivism rates up to 18 months after program exit for clients utilizing emergency shelter in 2012, as well as 6-month recidivism rates for clients served in 2013:

<b>Emergency Shelter Provider</b>	<b>Recidivism w/in 6 Months (2012)</b>		<b>Recidivism in 6-12 Months (2012)</b>		<b>Recidivism in 12-18 Months (2012)</b>		<b>Recidivism w/in 6 Months (2013)</b>	
	All Shelters	Other Shelters	All Shelters	Other Shelters	All Shelters	Other Shelters	All Shelters	Other Shelters
NEWCAP Motel Voucher Program(7759)	N/A	N/A	N/A	N/A	N/A	N/A	0%	0%
Discipleship Inc. (Haven of Hope)(8514)	9%	8%	10%	6%	1%	1%	10%	7%
Eagle's Nest Emergency Shelter(7001)	18%	7%	12%	1%	8%	1%	13%	5%
The Salvation Army of Marinette - Motel/Hotel Vouchers(8863)	14%	14%	0%	0%	0%	0%	0%	0%
Northeast CoC Average	15%	8%	10%	2%	5%	1%	11%	5%

In many cases, clients returned to the same shelter. The chart below details same-shelter recidivism rates for clients served from 2011 to 2013. As of mid-August 2014, recidivism rates for 2013 are down slightly from the previous year. However, as some clients served in 2013 have not yet been out of shelter for a year, these rates have the potential to go up. Recidivism rates in this report are accurate as of August 15, 2014.



While these rates should provide insight to providers, differing rules and circumstances may make comparison between projects difficult. If a project does not allow individuals to return for a set period of time, this will be reflected by low in-project recidivism rates. If a project is isolated in an area with few other housing projects or supportive services, we might expect its recidivism rates to be higher.

### *Recidivism - Transitional Housing*

Since transitional housing programs in general offer more stability and resources to clients than emergency shelters, it is expected that recidivism rates for transitional housing clients will be lower. This holds true in the Northeast CoC, as 9% of clients served in transitional housing in 2013 utilized emergency shelter within 6 months of exiting the program. Forward Service Corporation SHP Oconto/Marinette and NEWCAP Transitional Housing Program had 0% recidivism in 6 months, while 29% of Forward Service Corporation SHP Shawano clients and 38% of Eagle's Nest Transitional Housing clients returned to shelter within 6 months of program exit. For Forward Service Corporation SHP Shawano and Eagle's Nest Transitional Housing, this is a marked increase compared to clients served in 2012.

The following table details cumulative recidivism rates up to 18 months after program exit for clients utilizing transitional housing in 2012, as well as 6-month recidivism rates for clients served in 2013:

TH Provider	Recidivism w/in 6 Months (2012)	Recidivism in 6-12 Months (2012)	Recidivism in 12-18 Months (2012)	Recidivism w/in 6 Months (2013)
Forward Service Corporation SHP Oconto/Marinette	2%	0%	0%	0%
NEWCAP Transitional Housing Program(9115)	0%	0%	0%	0%
Forward Service Corporation SHP Shawano(7771)	15%	23%	0%	29%
Eagle's Nest Transitional Housing(7147)	0%	17%	0%	38%
Northeast CoC Average	4%	6%	0%	9%

For clients served in transitional housing projects in the Northeast CoC from 2011 – 2013, none returned to transitional housing within a year of exiting the project.

### *Recidivism – Other Projects*

Recidivism rates for prevention and rapid re-housing are very low in the Northeast CoC. In 2012, only one client from each the NEWCAP Eviction Prevention Program and NEWCAP RRH Program returned

to shelter between 6 months and one year after exiting the program. (No clients entered shelter within 6 months of program exit.) While it is too soon to draw any strong conclusions about the NEWCAP Housing First Permanent Supportive Housing project, no clients served in 2013 returned to shelter within 18 months of exit (as of mid-August 2014.) Similarly, no clients enrolled in NEWCAP prevention services or rapid re-housing in 2013 have returned to shelter.

### *Conclusions – Emergency Shelter*

#### *What's Working?*

- In 2013 the average length of shelter stays decreased by 6.8% to 46.7 days. (HUD considers an average length of stay  $\leq$ 20 days or a >10% decrease a criteria for high performing CoCs.) The Northeast CoC is well situated to continue reducing shelter stays to a goal of 20-30 days.
- Recidivism rates for emergency shelter seem to be decreasing.

#### *What Next?*

- Continue to aim for shorter (20-30 day) shelter stays for clients.
- Examine whether the recent decline in recidivism is due to changes in project operations rather than chance or some unknown factor. Consider ways to reduce recidivism among clients (e.g. offering additional/alternate services, partnering with other organizations, pursuing coordinated assessment for effect client placement.)

### *Conclusions – Transitional Housing*

#### *What's Working?*

- For most projects, the vast majority of clients who complete transitional housing programs are moving on to stable or likely-stable housing. In 2013, 76% of completers moved to a permanent housing situation.

#### *What's Next?*

- A large proportion of the clients that many transitional housing programs are serving are low-barrier. These clients may be better served through increased homeless prevention efforts or rapid re-housing.
- In 2013, 34% of clients left transitional housing prior to completing the program due to non-compliance or a disagreement with staff. The rates vary significantly between providers, from 18% to 57%. Providers with high rates of early leavers could consider ways to improve retention rates.
- Transitional-to-Emergency recidivism ranged from 0% to 38% within 6 months of program exit in 2013. Projects with high recidivism rates should consider new methods (e.g. offering additional/alternate services, partnering with other organizations, determining best practices) in an effort to reduce client recidivism.

### *Looking Forward*

This report serves to highlight CoC progress and identifies areas to focus future efforts in combating homelessness in the Northeast CoC. The Institute for Community Alliances is available to offer ongoing technical assistance and support in order to help grantees be as successful as possible.

## *Questions and Feedback*

We welcome your questions, feedback, and input. Please direct inquiries to:

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*Summary Table – Emergency Shelter*

Service Provider	Risk Score	Length of Stay <30 days or >10% decrease	Decrease in recidivism to other shelters (or below 5%)	Decrease in same-shelter recidivism (or below 5%)
NEWCAP Motel Voucher Program(7759)	25	+	+	+
Discipleship Inc. (Haven of Hope)(8514)	26			
Eagle's Nest Emergency Shelter(7001)	26	+	+	+
The Salvation Army of Marinette - Motel/Hotel Vouchers(8863)	53	+		+

*Summary Table – Transitional Housing*

Provider	2013 Risk Score	Program Completion rate >= 65% or >10% increase from 2012	0% Non-Compliance/ Disagreement Leavers	6 Month Recidivism Reduction (or below 5%)	0% TH → TH Recidivism
Forward Service Corporation SHP Oconto/Marinette(7847)	4	+		+	+
NEWCAP Transitional Housing Program(9115)	10			+	+
Forward Service Corporation SHP Shawano(7771)	13				+
Eagle's Nest Transitional Housing(7147)	20	+		+	+