

2015

Capacity Analysis

Milwaukee Continuum of Care

A review of the demand for homeless services, system capacity, utilization, unmet need and critical policy questions using data from the 2015 Housing Inventory, HUD Annual Performance Reports, Point in Time, and Coordinated Entry



TABLE OF CONTENTS

| | |
|---|----|
| Introduction | 3 |
| 1. What is the demand for homeless services? | 3 |
| 2. What is the capacity of the homeless services system? | 4 |
| 3. Who is the homeless services system serving? | 6 |
| Emergency Shelter | 6 |
| Transitional Housing | 10 |
| Permanent Supportive Housing | 13 |
| 4. What is the nature and extent of unmet need? | 15 |
| 5. What are the critical policy questions to consider? | 17 |
| a. To what extent does our current system reflect Housing First? | 17 |
| b. Are we fully utilizing existing capacity? | 18 |
| c. How does the racial distribution of participants vary across Continuum of Care program types? | 18 |
| d. When we say we aim to end homelessness, are we talking about Homeless as defined by HUD as Category 1 – Homeless or Category 2 – At imminent risk of losing housing? | 19 |
| e. Do reoccurrence rates tell us which programs are not as effective as Others or which programs are serving the ‘hardest to serve’? | 20 |
| f. Is the Continuum of Care serving people in greatest need? | 21 |
| Observations for Future Planning | 22 |

INTRODUCTION

The Milwaukee Continuum of Care is embarking on the second 5 years of its 10-Year Plan to End Homelessness. Revised goals focus on the reduction of homelessness to functional zero for veterans, chronically homeless, single adults and families.

Key to achieving these goals is the effective use of the system's current homeless services and the addition of services that will fill critical gaps. This capacity analysis has been done to help open the discussion about the system's current capacity, who it is serving and what key policy questions need to be addressed going forward.

The analysis addresses five major questions:

- ✚ What is the demand for homeless services?
- ✚ What is the capacity of homeless services system?
- ✚ Who is the homeless services system serving?
- ✚ What is the nature and extent of unmet need?
- ✚ What are the critical policy questions to consider?
 - To what extent does our current system reflect Housing First?
 - Are we fully utilizing existing capacity?
 - When we say we aim to end homelessness, are we talking about homelessness as defined by HUD as Category 1 – Homeless or Category 2 – At imminent risk of losing housing?
 - How does the racial distribution of participants vary across Continuum of Care program types?
 - Do reoccurrence rates tell us which programs are not as effective as others or which programs are serving the 'hardest to serve'?
 - Is the Continuum of Care serving people in greatest need?

The following data sources were used for this analysis:

- WI 501 HIC (Milwaukee City & County CoC Housing Inventory Chart) 2015¹
- HUD CoC APR Annual Performance Report: Total System, Emergency Shelter, Transitional Housing, Safe Haven and Permanent Supportive Housing
- Point-in-Time Count WI-501 Milwaukee City & County CoC, 1/28/2015
- 211 IMPACT Coordinated Entry Monthly and Year-End Totals 2014

1. What is the demand for homeless services?

The most documentable portion of demand for homeless services is the **expressed demand for emergency shelter**. Since the establishment of Coordinated Entry in fall 2013, data has been compiled on the number of callers seeking emergency shelter, the number determined ineligible, those referred to other resources, and people referred to shelter or placed on a wait list. Finally, the data indicates how many people actually entered shelter after referral. We have a full picture of single female and family demand for emergency shelter as expressed by calls to Coordinated Entry but we do not have similar data for single males.

¹ The HIC includes the Rescue Mission facilities; the APR's do not include them.

In 2014, there were 5,813 (unduplicated) families and 5,036 (unduplicated) single women who called Coordinated Entry seeking emergency shelter. **Of these, 2,056 families (35.4%) and 1,985 single women (39.4%) were determined to be appropriate for emergency shelter.** This expressed demand, qualified by assessment to identify the most appropriate/most in need, is a legitimate proxy for demand for homeless services in terms of the system's front door (emergency services). An estimate for single men can start with utilization: 804 for emergency shelters excluding Rescue Mission + 2,427 for Rescue Mission = 3,231. **A tally of all three populations gives us 7,272 families and single individuals in need of emergency shelter in 2014.**

The **January 2015 Point in Time Count** provides another look at need. The Count identified a total of 1,521 homeless people. Of these, 1,389 were sheltered (91.2%) and 132 were unsheltered (8.7%) at the time of the count on January 28, 2015.

2. What is the capacity of the homeless services system?

There is a total of 3,040 'spaces' in Milwaukee's shelter services system. These are physical places for people to reside and include emergency shelter, transitional housing, safe haven, permanent supportive housing and rapid re-housing. Each component of the system has different average lengths of stay so there is very high turnover in the emergency shelter system, moderate turnover in transitional housing and safe haven, and very low turnover in permanent supportive housing. In other words, 44.9% of the system's capacity, namely, its permanent supportive housing inventory, is static in the sense that once a unit is filled, it becomes unavailable to new use/occupancy for a long time.

In addition to the 44.9% of the system represented by permanent supportive housing, 25.9% of the system is emergency shelter, 25.9% is transitional housing, 1.4% is Safe Haven, and 2.0% is rapid re-housing.

It is useful in the analysis of system capacity to separate family from individual resources. As one reviews the utilization data, especially pertaining to demographic characteristics and severity of need, it is clear that homeless families and homeless individuals represent two, fairly distinct, populations.

| EMERGENCY SHELTER | Family Beds/Units | Single Adults | Youth Only | Total |
|--|----------------------|------------------|---------------|-------|
| Casa Maria | 10/4 | 2 | | 12 |
| Cathedral Center | 19/8 | 32 | | 51 |
| Community Advocates- Family Support Center | 40/16 | | | 40 |
| Community Advocates-Milwaukee Women's Center | 20/6 | | | 20 |
| Guest House - GATES | | 41 | | 41 |
| Hope House | 39/10 | 25 | | 64 |
| La Causa-Crisis Nursery | | | 8 | 8 |
| Rescue Mission-Joy House | 65/26 | | | 65 |
| Rescue Mission-Safe Harbor | | 250 | | 250 |
| Salvation Army-Emergency Lodge | 46/12 | 70 | | 116 |
| Salvation Army-Respite | | 20 | | 20 |
| Sojourner Truth House | 35/9 | 7 | | 42 |
| The Counseling Center-Pathfinders | | | 8 | 8 |
| Veterans Administration-Dom | | 35 | | 35 |
| Walker's Point Youth & Family Center ES | | | 14 | 14 |

| | | | | |
|---|----------------|------------|-----------|------------|
| Emergency Shelter - Total | 274/91 | 482 | 30 | 786 |
| TRANSITIONAL HOUSING | | | | |
| AIDS Resource Center WI | | 10 | | 10 |
| Center for Veterans Issues-Boudicca House | 6/2 | 13 | | 19 |
| Center for Veterans Issues-Vets Place Central Overflow | | 6 | | 6 |
| Center for Veterans Issues – MLD/VOID | | 12 | | 12 |
| Center for Veterans Issues-Vets Place Central | | 72 | | 72 |
| Community Development Partners-Project Restore TH | 72/24 | 5 | | 77 |
| Day Star | | 10 | | 10 |
| Guest House – VA/Per Diem | | 7 | | 7 |
| Guest House-LEADS | | 38 | | 38 |
| Meta House-TH | 18/9 | 3 | | 21 |
| Meta House-TH | 41/16 | | | 41 |
| MHYH-Lissy's Place | | 14 | | 14 |
| Outreach Community Health Center-Faith TH | 86/26 | | | 86 |
| Outreach Community Health Centers-Family Abodes | 123/36 | | | 123 |
| Rescue Mission-Joy House TH | 20/10 | | | 20 |
| Rescue Mission-Safe Harbor TH | | 25 | | 25 |
| Salvation Army-Winter Star | | 30 | | 30 |
| The Counseling Center-QBLOK | | 8 | | 8 |
| VA-TH | | 35 | | 35 |
| Walker's Point Youth & Family Center TH | 2/1 | 16 | | 18 |
| Walker's Point Youth & Family Center TH Insights | 20/9 | 12 | | 32 |
| YWCA-TH | 82/19 | | | 82 |
| Transitional Housing - Total | 470/152 | 316 | | 786 |
| SAFE HAVEN | | | | |
| Community Advocates-Autumn West Safe Haven | | 20 | | 20 |
| Milwaukee County Safe Haven | | 23 | | 23 |
| Safe Haven – Total | | 43 | | 43 |
| PERMANENT SUPPORTIVE HOUSING | | | | |
| Center for Veterans Issues-Operation Turning Point | 24/6 | 33 | | 57 |
| Center for Veterans Issues-Permanent Housing North | | 7 | | 7 |
| Center for Veterans Issues-Veterans Manor | | 17 | | 17 |
| Center for Veterans Issues-Vets Place Central PSH | | 16 | | 16 |
| Community Advocates-Autumn West PSH | | 80 | | 80 |
| Community Development Partners-Project Restore PSH | 37/14 | 6 | | 43 |
| Guest House PSH | 29/10 | 75 | | 104 |
| Guest House – Prairie Apts. | | 5 | | 5 |
| Heartland-St. Ben's-Capuchin Apts. | | 12 | | 12 |
| Housing Authority of the City of Milwaukee-Surgeon's Quarters SRO | | 12 | | 12 |
| Mercy Housing-Johnston | | 8 | | 8 |
| Meta House-PSH | 41/16 | | | 41 |
| Milwaukee County Shelter + Care | 120/40 | 425 | | 545 |

| | | | | |
|---|------------------|--------------|-----------|--------------|
| Milwaukee County Shelter + Care Mercy | | 33 | | 33 |
| Salvation Army-PSH | | 13 | | 13 |
| St. Aemilian-Lakeside | | 9 | | 9 |
| St. Catherine Residence | | 25 | | 25 |
| Veterans Administration-HUD VASH-HACM | | 238 | | 238 |
| Veterans Administration-HUD VASH-West Allis | | 100 | | 100 |
| Permanent Supportive Housing – Total | 251/86 | 1,114 | | 1,365 |
| RAPID RE-HOUSING | | | | |
| Center for Veterans Issues-SSVF | 10/2 | 9 | | 19 |
| Guest House-RRH | | 11 | | 11 |
| Hope House-RRH | 30/7 | | | 30 |
| Rapid Re-Housing – Total | 40/9 | 20 | | 60 |
| GRAND Total | 1,035/338 | 1,975 | 30 | 3,040 |

Key notes:

- **Overall**, 34.0% of the system's capacity is devoted to families; 65.0% to single adults and 1.0% to unaccompanied youth.
- This distribution is evident with **emergency shelter** with 34.9% devoted to families, 61.3% to single adults and 3.8% to unaccompanied youth.
- This flips with **transitional housing** where 59.8% of TH capacity is devoted to families and 40.2% to single adults.
- And flips again with **permanent supportive housing** where 18.4% is devoted to families and 81.6% to single adults.
- And flips once more with **rapid re-housing** where 66.7% is devoted to families and 33.3% to single adults.

3. Who is the homeless services system serving?**Emergency Shelter: Who is entering the front door of the homeless services system?**

- In 2014, 2,792 people used emergency shelter; 1,771 adults and 1,019 children
- Average number of people served each night was 324.07
- Point in Time Count of households served the last Wednesday in January (2014) was 315

Gender of adults in Emergency Shelter

| Gender | | Total | Adults without Children | | With Children and Adults | |
|-------------------|-------|--------|-------------------------|--------|--------------------------|--------|
| Male | 837 | 47.3% | 804 | 58.7% | 33 | 8.2% |
| Female | 934 | 52.7% | 565 | 41.3% | 369 | 91.8% |
| Transgender/other | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% |
| Total | 1,771 | 100.0% | 1,369 | 100.0% | 402 | 100.0% |

- Overall, the emergency shelter population is nearly evenly split.
- That changes among adults without children (single adults) where the majority is male.
- And changes again with families where nearly all adults are female.

Age of adults in Emergency Shelter

| Age | Total | | Adults without Children | | With Children and Adults | |
|-------|-------|--------|-------------------------|--------|--------------------------|--------|
| | | | | | | |
| 18-24 | 246 | 13.9% | 140 | 10.2% | 106 | 26.4% |
| 25-34 | 417 | 23.5% | 252 | 18.4% | 165 | 41.0% |
| 35-44 | 357 | 20.1% | 264 | 19.3% | 93 | 23.1% |
| 45-54 | 491 | 27.7% | 457 | 33.4% | 34 | 8.5% |
| 55-61 | 202 | 11.4% | 198 | 14.5% | 4 | 1.0% |
| 62+ | 58 | 3.3% | 58 | 4.2% | 0 | 0.0% |
| Total | 1,771 | 100.0% | 1,369 | 100.0% | 402 | 100.0% |

- Adults in families are much younger than single adults in shelter.
- Two-thirds of adults in families (67.4%) were ages 18-34 compared to 28.6% of single adults.
- Homelessness is a later in life occurrence for single adults. Associated with this: longer periods of unemployment, addiction, mental illness, involvement in the criminal justice system, and family estrangement.

Race of Persons in Emergency Shelter

| Race | Total | | Adults without Children | | With Children and Adults | |
|---|-------|--------|-------------------------|--------|--------------------------|--------|
| | | | | | | |
| White | 544 | 19.5% | 417 | 30.5% | 108 | 8.9% |
| Black or African-American | 2,093 | 75.0% | 883 | 64.5% | 1,045 | 86.0% |
| American Indian or Alaska Native | 5 | 0.2% | 5 | 0.4% | 0 | 9.9% |
| Native Hawaiian or Other Pacific Islander | 1 | 0.03% | 1 | 0.1% | 0 | 0.0% |
| Multiple Races | 130 | 4.7% | 57 | 4.2% | 55 | 4.5% |
| Don't know/Refused | 4 | 0.1% | 3 | 0.2% | 0 | 0.0% |
| Information Missing | 3 | 0.1% | 0 | 0.0% | 3 | 0.2% |
| Total | 2,792 | 100.0% | 1,369 | 100.0% | 1,216 | 100.0% |

Hispanic/Latino: 7.3% (205) of people served by emergency shelter were Hispanic/Latino.

- Three-fourths of the people in emergency shelter in 2014 were African American.
- The percentage is significantly higher for families than for single adults.

Income at entry into Emergency Shelter (Adults)

| Monthly Cash Income | All Adults | |
|---------------------|------------|-------|
| No income | 814 | 46.0% |
| \$1-\$150 | 46 | 2.6% |
| \$151-\$250 | 51 | 2.9% |
| \$251-\$500 | 107 | 6.0% |
| \$501-\$1,000 | 482 | 27.2% |
| \$1,001-\$1,500 | 131 | 7.4% |
| \$1,501-\$2,000 | 38 | 2.1% |
| \$2,001+ | 49 | 2.8% |
| Don't know/Refused | 7 | 0.4% |
| Missing | 46 | 2.6% |

| | | |
|-------|-------|--------|
| Total | 1,771 | 100.0% |
|-------|-------|--------|

- Over half (54.0%) of people entering emergency shelter have cash income.
- 39.5% have cash income of over \$500/month.

Physical and Mental Health Conditions at Entry into Emergency Shelter

| Condition | Total | | Adults without Children | | With Children and Adults | |
|--------------------------|-------|-------|-------------------------|-------|--------------------------|-------|
| | | | | | | |
| Mental Illness | 702 | 25.1% | 574 | 41.9% | 126 | 10.4% |
| Alcohol Abuse | 290 | 10.4% | 278 | 20.3% | 12 | 1.0% |
| Drug Abuse | 301 | 10.8% | 276 | 20.2% | 25 | 2.1% |
| Chronic Health Condition | 33 | 1.2% | 28 | 2.0% | 5 | 0.4% |
| HIV/AIDS | 12 | 0.4% | 10 | 0.7% | 2 | 0.2% |
| Developmental Disability | 115 | 4.1% | 71 | 5.2% | 42 | 3.5% |
| Physical Disability | 557 | 19.9% | 443 | 32.4% | 115 | 9.5% |

- Mental illness is the most common condition, affecting one-fourth of the shelter population.
- Single adults are four times as likely as adults in families to have mental illness.
- Overall, single adults are three times as likely to have one or more disabling conditions (68.3%) than adults in families (21.1%).

Domestic Violence

- Domestic violence is a major factor in homelessness: 25.3% of all homeless persons, 21.5% of single homeless adults and 39.2% of homeless adults in families
- For a significant proportion, the domestic violence was recent (within past 3 months): 40.2% of all homeless persons reporting DV, 37.8% of single homeless adults, 44.6% of homeless adults in families.
- Note that this data excludes women and families in domestic violence shelters; this information is for people in non-DV facilities only.

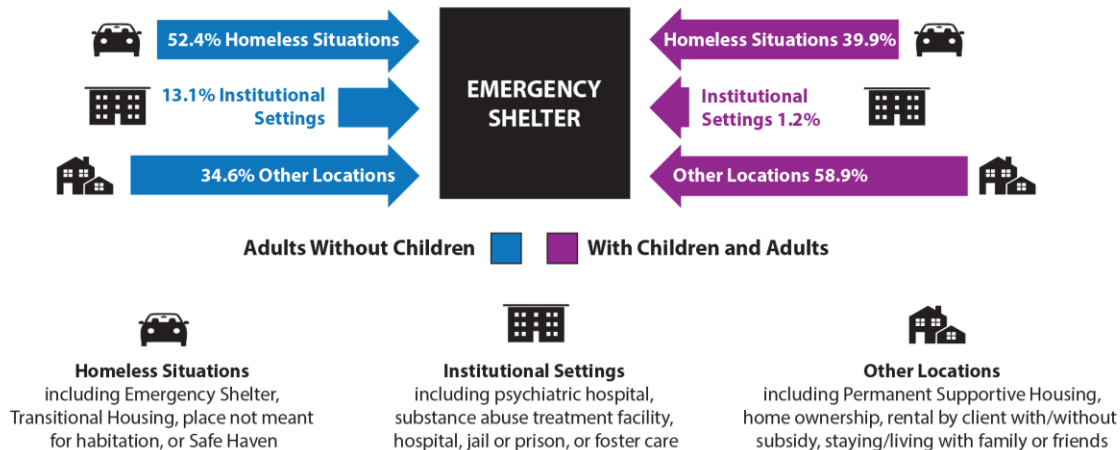
Prior Residence of Emergency Shelter Users

| Prior Residence | Total | | Adults without Children | | With Children and Adults | |
|------------------------|-------|-------|-------------------------|-------|--------------------------|-------|
| | | | | | | |
| Homeless Situations | 884 | 49.4% | 717 | 52.4% | 162 | 39.9% |
| Institutional Settings | 185 | 10.3% | 179 | 13.1% | 5 | 1.2% |
| Other Locations | 722 | 40.3% | 473 | 34.6% | 406 | 58.9% |

- Overall, half of people in emergency shelter came from 'homeless situations' such as a place not for human habitation like the street, abandoned building or car, another emergency shelter or an institutional setting (given their stay was less than 90 days and they were homeless on entry).
- There are differences between populations. The majority of families came into shelter from 'other locations,' most commonly from living with family or friends (51.2%).

- Single adults were much more likely to come from ‘homeless situations, most often places not meant for human habitation (32.1%) and also much more likely to come from institutions (13.1%).

Where are people in emergency shelter coming from?



Length of Stay (for Emergency Shelter Leavers)

| Length of Stay | Total | |
|--------------------|-------|-------|
| Less than 30 days | 1,501 | 62.3% |
| 31 to 60 days | 481 | 20.0% |
| 61-180 days | 363 | 15.1% |
| More than 180 days | 63 | 2.6% |

- Nearly two-thirds (62.3%) of emergency shelter users who left (leavers only) stayed less than 30 days. This could mean that the shelters are able to quickly organize services and address permanent housing needs or it could mean that people are leaving prematurely. The table below would suggest that latter.

Next Destination (for Emergency Shelter Leavers Who Stayed 90 Days or Less)

| Next Destination | Total | | Adults without Children | | With Children and Adults | |
|----------------------------------|-------|------------|-------------------------|------------|--------------------------|------------|
| | Count | Percentage | Count | Percentage | Count | Percentage |
| Permanent Destinations | 571 | 25.6% | 229 | 21.4% | 281 | 29.2% |
| Temporary Destinations | 826 | 37.0% | 329 | 30.9% | 379 | 39.4% |
| Institutional Settings | 56 | 2.5% | 40 | 3.8% | 6 | 0.6% |
| Other Destinations (DK, Refused) | 781 | 35.0% | 468 | 43.9% | 297 | 30.8% |

- Two things stand out about this table: 1) only one out of four (25.6%) of shelter users left shelter for a permanent destination; and 2) we don’t know where a very large percentage of shelter

leavers went; the bulk of other destinations is don't know/refused. In 2014, 688 of 2,234 leavers (30.8%) didn't tell anyone where they were going.

Transitional Housing: Who is using transitional housing?

- In 2014, 1,324 people used transitional housing; 823 adults and 504 children.
- Average number of people served each night was 595.27
- Point in Time Count of households served the last Wednesday in January (2014) was 334

Gender of adults in Transitional Housing

| Gender | Total | | Adults without Children | | With Children and Adults | |
|-------------------|-------|--------|-------------------------|--------|--------------------------|--------|
| Male | 419 | 51.2% | 395 | 70.0% | 24 | 9.4% |
| Female | 400 | 48.8% | 169 | 30.0% | 231 | 90.6% |
| Transgender/other | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% |
| Total | 819 | 100.0% | 564 | 100.0% | 255 | 100.0% |

- Overall, there is a nearly even gender split in transitional housing.
- This is not true, however, for single adults where most transitional housing users are male (70.0%); nor for families where almost all users are women (90.6%).

Age of adults in Transitional Housing

| Age | Total | | Adults without Children | | With Children and Adults | |
|-------|-------|--------|-------------------------|--------|--------------------------|--------|
| 18-24 | 140 | 17.1% | 61 | 10.8% | 79 | 31.0% |
| 25-34 | 186 | 22.7% | 80 | 14.2% | 106 | 41.6% |
| 35-44 | 118 | 14.4% | 74 | 13.1% | 44 | 17.3% |
| 45-54 | 212 | 25.9% | 188 | 33.3% | 24 | 9.4% |
| 55-61 | 127 | 15.5% | 125 | 22.2% | 24 | 9.4% |
| 62+ | 36 | 4.4% | 36 | 6.4% | 2 | 1.0% |
| Total | 820 | 100.0% | 564 | 100.0% | 255 | 100.0% |

- Adults in families are much younger than single adults in transitional housing. Most adults in families are between the ages of 18-34 (72.6%). Most single adults are over age 45 (61.9%).

Race of persons in Transitional Housing

| Race | Total | | Adults without Children | | With Children and Adults | |
|---|-------|-------|-------------------------|-------|--------------------------|-------|
| White | 313 | 23.6% | 220 | 39.0% | 93 | 12.3% |
| Black or African-American | 931 | 70.3% | 323 | 57.3% | 608 | 80.1% |
| American Indian or Alaska Native | 8 | 0.6% | 0 | 0.0% | 8 | 1.1% |
| Native Hawaiian or Other Pacific Islander | 5 | 0.4% | 0 | 0.0% | 5 | 0.7% |
| Multiple Races | 65 | 4.9% | 21 | 3.7% | 44 | 5.8% |
| Don't know/Refused | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% |

| | | | | | | |
|---------------------|-------|--------|-----|--------|---|------|
| Information Missing | 2 | 0.2% | 0 | 0.0% | 1 | 0.1% |
| Total | 1,324 | 100.0% | 759 | 100.0% | 0 | 0.0% |

Hispanic/Latino: 8.2% (109) of people served by transitional housing were Hispanic/Latino.

- The racial composition of people in transitional housing is slightly different from emergency shelter with a reduced percentage of African Americans and an increased percentage of whites.
- This is true for both single adults and families

Income at entry into Transitional Housing (Adults)

| Monthly Cash Income | Adults | |
|---------------------|--------|--------|
| No income | 323 | 39.4% |
| \$1-\$150 | 25 | 3.1% |
| \$151-\$250 | 22 | 2.7% |
| \$251-\$500 | 57 | 7.0% |
| \$501-\$1,000 | 224 | 27.4% |
| \$1,001-\$1,500 | 83 | 10.1% |
| \$1,501-\$2,000 | 34 | 4.2% |
| \$2,001+ | 21 | 2.6% |
| Don't know/Refused | 2 | 0.2% |
| Missing | 28 | 3.4% |
| Total | 819 | 100.0% |

- 60.6% of transitional housing residents have cash income.
- 44.3% have cash income over \$550/month.

Physical and Mental Health Conditions at Entry into Transitional Housing

| Condition | Total | | Adults without Children | | With Children and Adults | |
|-------------------------------|-------|-------|-------------------------|-------|--------------------------|-------|
| | | | | | | |
| Mental Illness | 412 | 31.1% | 310 | 55.0% | 102 | 13.4% |
| Alcohol Abuse | 217 | 16.4% | 198 | 35.1% | 19 | 2.5% |
| Drug Abuse | 214 | 16.2% | 184 | 32.6% | 30 | 4.0% |
| Chronic Health Condition | 17 | 1.3% | 12 | 2.1% | 5 | 0.7% |
| HIV/AIDS and Related Diseases | 15 | 1.1% | 13 | 2.3% | 2 | 0.3% |
| Developmental Disability | 53 | 4.0% | 22 | 3.9% | 31 | 4.1% |
| Physical Disability | 251 | 19.0% | 187 | 33.2% | 64 | 8.4% |

- The incidence of mental health issues, alcohol abuse, drug abuse and physical disability are all higher for the transitional housing group than for those in emergency shelter.
- In other words, transitional housing appears to be serving a population with a high proportion of people with disabilities: 80.0% of single adults and 21.6% of families had one or more disabling conditions.

Domestic Violence

- One in four people (27.4%) in transitional housing reported having had a past domestic violence experience: 21.5% of adults without children and 40.4% of adults in families with children.
- 22.3% reported violence within the past three months: 16.5% of adults without children and 29.1% of adults in families with children.
- Note that this data excludes women and families in domestic violence shelters; this information is for people in non-DV facilities only.

Prior Residence

| Prior Residence | Total | | Adults without Children | | With Children and Adults | |
|------------------------|-------|------------|-------------------------|------------|--------------------------|------------|
| | Count | Percentage | Count | Percentage | Count | Percentage |
| Homeless Situations | 530 | 64.7% | 325 | 57.6% | 205 | 80.4% |
| Institutional Settings | 82 | 10.0% | 81 | 14.4% | 1 | 0.4% |
| Other Locations | 207 | 25.3% | 158 | 28.0% | 49 | 19.2% |

- Most transitional housing users come from 'homeless situations,' most commonly emergency shelter (48.8%), reflecting the efforts of emergency shelters to make referrals to transitional housing.
- Single adults are much more likely than families to come from institutional settings and other locations.
- About one in five (19.7%) of single adults come from 'other locations,' most often family and friends. 17.6% of families also come into transitional housing from family or friends.

Length of Stay (Leavers Only)

| Length of Stay | Count | Total |
|-------------------|-------|--------|
| Less than 30 days | 121 | 16.9% |
| 31 to 60 days | 79 | 11.1% |
| 61-180 days | 131 | 18.3% |
| 181-365 days | 167 | 23.4% |
| 366-730 days | 180 | 25.2% |
| 731-1095 days | 36 | 5.0% |
| Total | 714 | 100.0% |

- One in six transitional housing residents (16.9%) leaves within 30 days; however, this is a much lower rate of early leaving than seen in emergency shelter (62.3%).
- More than half (53.6%) stay six months to three years.

Next Destination (Leavers Who Stayed More than 90 Days)

| Next Destination | Total | | Adults without Children | | With Children and Adults | |
|------------------------|-------|------------|-------------------------|------------|--------------------------|------------|
| | Count | Percentage | Count | Percentage | Count | Percentage |
| Permanent Destinations | 330 | 70.7% | 116 | 65.5% | 214 | 73.8% |
| Temporary Destinations | 95 | 20.3% | 43 | 24.3% | 52 | 17.9% |

| | | | | | | |
|----------------------------------|----|------|----|------|----|------|
| Institutional Settings | 9 | 1.9% | 7 | 4.0% | 2 | 0.6% |
| Other Destinations (DK, Refused) | 33 | 7.1% | 11 | 6.2% | 22 | 7.6% |

- When people leave transitional housing, they are nearly three times as likely to go to permanent destinations as emergency shelter leavers.
- Overall, seven out of ten transitional housing leavers (70.7%) went to permanent destinations compared to just one out of four emergency shelter leavers (25.6%).

Permanent Supportive Housing: Who is using PSH?

- In 2014, 1,099 people used permanent supportive housing, 1,021 adults and 76 children.
- Average number of people served each night was 964.66
- Point in Time Count of households served the last Wednesday in January 2014 as 857

Gender of adults in PSH

| Gender | Total | | Adults without Children | | With Children and Adults | |
|-------------------|-------|--------|-------------------------|--------|--------------------------|--------|
| Male | 636 | 64.8% | 626 | 69.1% | 10 | 13.2% |
| Female | 342 | 34.8% | 276 | 30.5% | 66 | 86.8% |
| Transgender/other | 4 | 0.4% | 4 | 0.4% | 0 | 0.0% |
| Total | 982 | 100.0% | 906 | 100.0% | 76 | 100.0% |

- The great majority of PSH residents (92.2%) are single adults.
- Unlike emergency shelter and transitional housing, genders are not evenly split with permanent housing where there are nearly twice as many men as women.
- Most of this difference is a function of the preponderance of males in the homeless single adult group along with the size of the single adult population.

Age of adults in PSH

| Age | Total | | Adults without Children | | With Children and Adults | |
|-------|-------|--------|-------------------------|--------|--------------------------|--------|
| 18-24 | 35 | 3.6% | 26 | 2.9% | 9 | 12.0% |
| 25-34 | 97 | 9.9% | 69 | 7.6% | 28 | 37.3% |
| 35-44 | 147 | 15.0% | 125 | 13.8% | 22 | 29.3% |
| 45-54 | 351 | 35.7% | 338 | 37.3% | 13 | 17.3% |
| 55-61 | 249 | 25.3% | 245 | 27.0% | 4 | 5.3% |
| 62+ | 103 | 10.5% | 103 | 11.4% | 0 | 0.0% |
| Total | 983 | 100.0% | 906 | 100.0% | 75 | 100.0% |

- Single adults in PSH tend to be over the age of 45 (75.7%).
- Adults in families in PSH are generally between the ages of 25 and 44 (66.6%).
- PSH has a larger percentage of older adults (62+) than either emergency shelter or transitional housing.

Race of persons in PSH

| Race | Total | | Adults without Children | | With Children and Adults | |
|---|-------|--------|-------------------------|--------|--------------------------|--------|
| | | | | | | |
| White | 455 | 41.1% | 392 | 43.3% | 63 | 33.0% |
| Black or African-American | 606 | 55.1% | 488 | 53.9% | 116 | 60.7% |
| Asian | 1 | 0.1% | 1 | 0.1% | 0 | 0.0% |
| American Indian or Alaska Native | 7 | 0.6% | 6 | 0.7% | 1 | 0.5% |
| Native Hawaiian or Other Pacific Islander | 1 | 0.1% | 1 | 0.1% | 0 | 0.0% |
| Multiple Races | 9 | 2.6% | 18 | 2.0% | 11 | 5.8% |
| Total | 1,099 | 100.0% | 906 | 100.0% | 191 | 100.0% |

Hispanic/Latino: 6.2% of people served by permanent supportive housing were Hispanic/Latino.

- PSH residents are much more likely to be white (41.1%) than people in emergency shelter (19.5%) or transitional housing (23.6%).
- This is true for single adults and for adults in families.

Income at entry into Permanent Supportive Housing (Adults)

| Monthly Cash Income | Adults | |
|---------------------|--------|--------|
| | | |
| No income | 267 | 27.2% |
| \$1-\$150 | 21 | 2.1% |
| \$151-\$250 | 26 | 2.6% |
| \$251-\$500 | 41 | 4.2% |
| \$501-\$1,000 | 464 | 47.3% |
| \$1,001-\$1,500 | 95 | 9.7% |
| \$1,501-\$2,000 | 30 | 3.1% |
| \$2,001+ | 23 | 2.3% |
| Don't know/Refused | 0 | 0.0% |
| Missing | 15 | 1.5% |
| Total | 982 | 100.0% |

- PSH residents are much more likely to have income at entry (72.8%) than people entering emergency shelter (54.0%) or transitional housing (60.6%).
- 62.4% of PSH residents had incomes of \$500/month or more, the big portion of residents with incomes between \$501 and \$1,000 probably represents SSI/SSDI, a key component in being able to obtain/retain PSH.

Physical and Mental Health Conditions at Entry into Permanent Supportive Housing

| Condition | Total | | Adults without Children | | With Children and Adults | |
|-------------------------------|-------|-------|-------------------------|-------|--------------------------|-------|
| | | | | | | |
| Mental Illness | 787 | 71.6% | 732 | 80.8% | 54 | 28.3% |
| Alcohol Abuse | 318 | 29.0% | 292 | 32.2% | 27 | 14.1% |
| Drug Abuse | 267 | 24.3% | 236 | 26.0% | 31 | 16.2% |
| Chronic Health Condition | 4 | 0.4% | 4 | 0.4% | 0 | 0.0% |
| HIV/AIDS and Related Diseases | 36 | 3.3% | 34 | 3.8% | 2 | 1.0% |
| Developmental Disability | 48 | 4.4% | 42 | 4.6% | 6 | 3.1% |

| | | | | | | |
|---------------------|-----|-------|-----|-------|----|-------|
| Physical Disability | 321 | 29.2% | 296 | 32.7% | 25 | 13.1% |
|---------------------|-----|-------|-----|-------|----|-------|

- The primary users of permanent supportive housing are single adults and most of those are individuals with mental illness.
- The incidence of mental illness among single adults in PSH is three times as great as among households with adults and children.
- PSH for single adults serves a population with substantial disabling conditions; PSH for households with adults and children serves a much less disabled population.

Where are people in permanent supportive housing coming from?

| Prior Residence | Total | | Adults without Children | | With Children and Adults | |
|------------------------|-------|-------|-------------------------|-------|--------------------------|-------|
| | | | | | | |
| Homeless Situations | 834 | 84.9% | 766 | 84.5% | 68 | 89.5% |
| Institutional Settings | 32 | 3.3% | 31 | 3.4% | 1 | 1.3% |
| Other Locations | 116 | 11.8% | 109 | 12.0% | 7 | 9.2% |

- People come into PSH from 'homeless situations, specifically emergency shelter (41.1%), transitional housing (23.9%), place not meant for human habitation (12.5%) and Safe Haven (7.3%).
- A small percentage comes from 'other locations' including a rental unit and living with family or friends (11.8%) and 3.3% come from institutional settings.

Length of Stay: Once in permanent supportive housing, people tend to stay. Of the 1,099 in permanent supportive housing in 2014, 133 (12.2%) left after staying an average of 1,488 days (4.2 years); and 767 (87.9%) stayed and had an average length of stay of 1,908 or 5.2 years.

Next Destination: Of the 131 leavers, 85 (64.9%) went to permanent destinations, 12 (9.2%) went to temporary destinations, 6 (4.6%) went to institutional settings and 28 (21.4%) went to other destinations (deceased, don't know/refused).

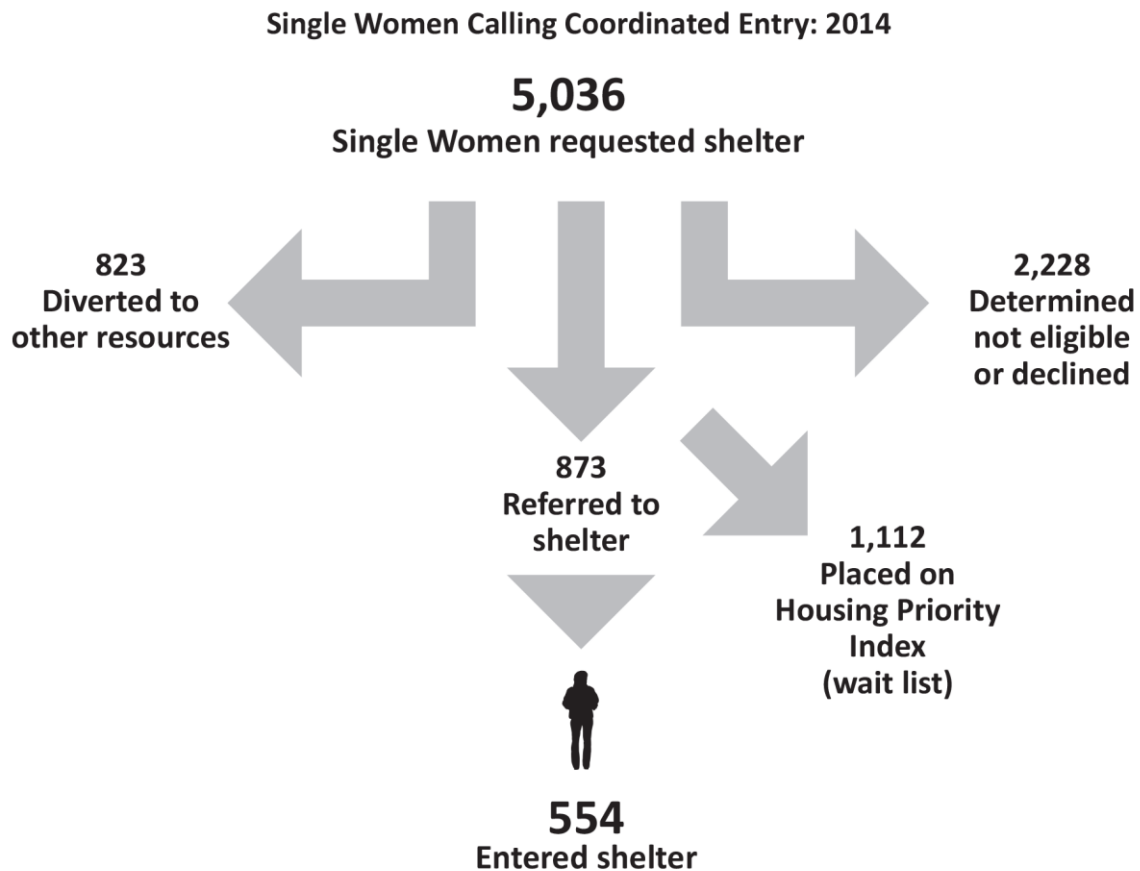
4. What is the nature and extent of unmet need?

Unmet need can be looked at in two ways. First, unmet need is represented by callers to Coordinated Entry who were essentially 'screened in' for shelter but who did not enter shelter. This is expressed demand; that is, calls to Coordinated Entry represent those individuals and families who have chosen to act on their desire to address their housing situation by seeking emergency shelter. As Coordinated Entry has become fully implemented and well-publicized, CE calls represent the most legitimate source of expressed demand. Latent demand, the number of people whose housing situations might make them eligible for emergency shelter but who haven't acted on their desire to address the situation, is less easily documented but could be represented by Census and other data showing people at risk of homelessness because of the combination of low income and high housing costs.

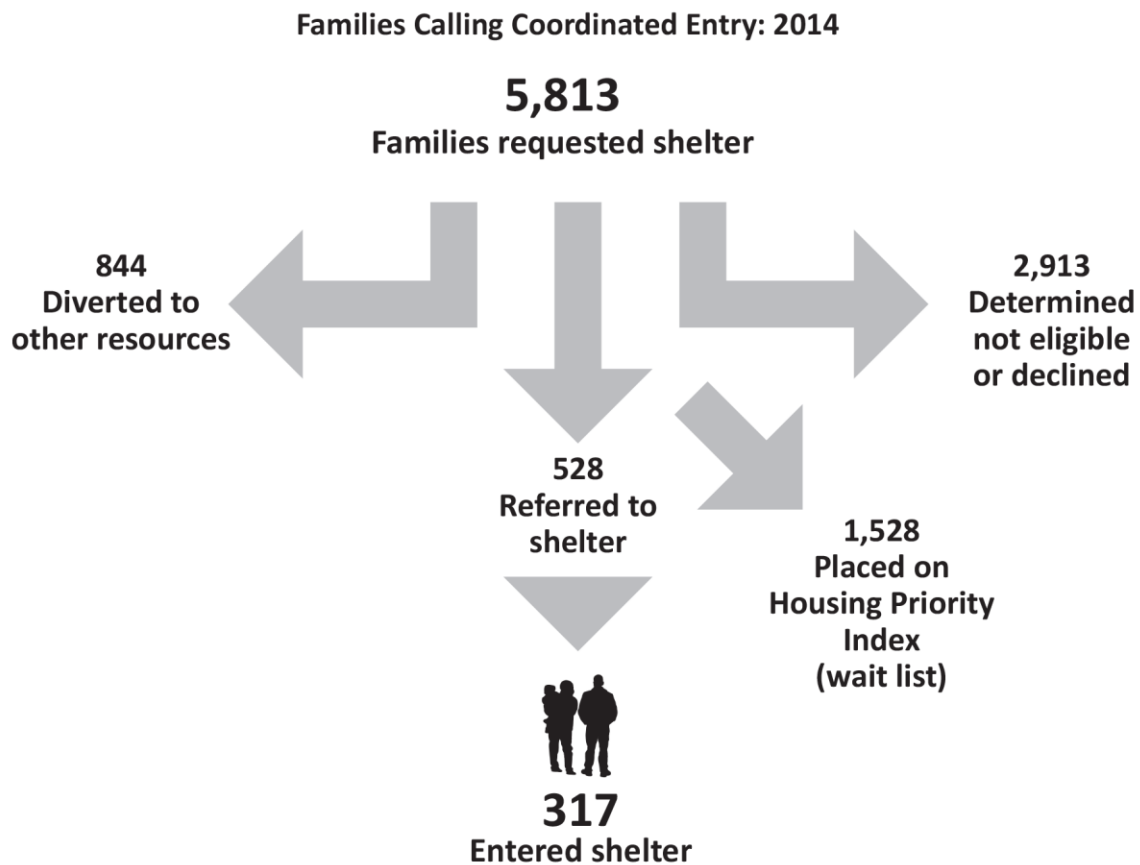
Second, unmet need is represented by people who enter shelter, exit and return to shelter at a later date indicating that their needs could not be fully met in shelter.

Unmet Need Documented by Coordinated Entry

Data for this section was provided by 211 IMPACT, 2014 Coordinated Entry monthly and year-end totals. Looking at the chart below: of the 5,036 (unduplicated) single women who called Coordinated Entry seeking shelter in 2014, 873 were referred to shelter and 554 entered shelter, leaving 319 who were referred but did not enter. Another 1,112 were also 'screened in' as being eligible for shelter but were placed on the Housing Priority Index (wait list) because there was not available space. This totals **1,431 single women** who met the criteria for entry into emergency shelter but who did not receive that service.



Using the same calculation for families gives us **1,739 families** who were determined to meet the criteria for entry into emergency shelter but who did not receive that service.



In summary, there were 3,170 single women and families who called Coordinated Entry whose needs were not met by entering emergency shelter.

In addition to the people who were determined to be eligible for shelter and were referred to shelter (whether or not they entered or were placed on the wait list), there is a significant number of people determined to be eligible but were diverted to other resources. This category included 844 families and 823 single women.

5. What are the critical policy questions to consider?

a. To what extent does our current system reflect Housing First?

Housing First is an approach to homelessness that involves immediately addressing the homeless person's housing needs and not making either the initial or ongoing receipt of housing assistance conditional on sobriety or participation in services. The approach differs from traditional homeless services which assume a linear progression from homelessness to emergency shelter to transitional housing and then permanent housing and which incorporates, at every level, expectations for the participant which if not met can result in his/her loss of housing. The Housing First thinking is that once housed, people will become open to services and this has generally occurred in other places where Housing First has been implemented.

Participants served who came from places not meant for habitation

| Housing Type | Total | Adults without Children | With Children and Adults |
|------------------------------|-------|-------------------------|--------------------------|
| Emergency Shelter | 30.2% | 32.1% | 23.9% |
| Transitional Housing | 12.8% | 17.0% | 3.5% |
| Safe Haven | 72.1% | 71.8% | 0.0% |
| Permanent Supportive Housing | 12.5% | 13.0% | 6.6% |
| Total | 16.4% | 18.3% | 10.3% |

Implementation of Housing First is new in Milwaukee; overall, only 16.4% of participants in the Continuum of Care system entered programs directly from a place not meant for habitation (the street). All components show low percentages of participants coming directly from the street except for Safe Haven where the percentage is 72.1%. Safe Havens, though small (43 beds total) provide a model for engagement of people using a Housing First strategy.

b. Are we fully utilizing existing capacity?

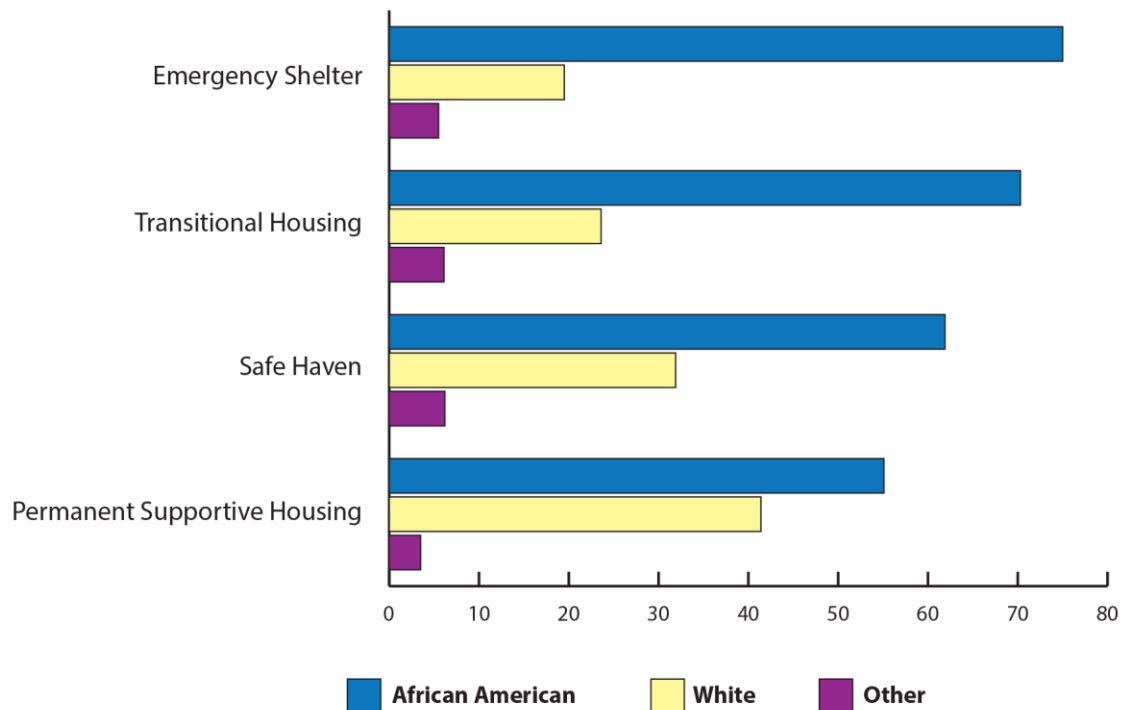
Of the 65 programs on Milwaukee's Housing Inventory (WI 501 HIC), 33 had less than 90% utilization at the time of the January 2015 Point in Time Count. In other words, 50.8% of the system had 10% of its beds available on the PIT night. Nineteen (19) had less than 80% utilization. This means that 29.2% of the system had beds available that night. This would suggest that there is unused capacity in the system that could be mobilized to address unmet need.

c. How does the racial distribution of participants vary across Continuum of Care program types?

| Housing Type | African American | White | Other |
|------------------------------|------------------|-------|-------|
| Emergency Shelter | 75.0% | 19.5% | 5.5% |
| Transitional Housing | 70.3% | 23.6% | 6.1% |
| Safe Haven | 61.9% | 31.9% | 6.2% |
| Permanent Supportive Housing | 55.1% | 41.4% | 3.5% |

At the emergency shelter level, three-fourths of participants (75.0%) were African American in 2014. This drops slightly to 70.3% in Transitional Housing, drops even further for Safe Haven to 61.9% but substantially drops for Permanent Supportive Housing where just over half (55.01%) of participants were African American. What accounts for this difference is not clear. There are many possible explanations: 1) Homeless people who are African American are more able to transition to non-CoC supported permanent housing; 2) Homeless people who are African American are less likely to meet disability and/or chronic homeless criteria necessary for Permanent Supportive Housing eligibility; 3) Participants in Permanent Supportive Housing are being referred from other non-CoC systems, e.g. directly from institutions; 4) There is racial disparity in the selection process for Permanent Supportive Housing.

How does the racial distribution of participants vary across Continuum of Care program types?



d. When we say we aim to end homelessness, are we talking about homelessness as defined by HUD as Category 1 – Homeless or Category 2 – At imminent risk of losing housing?

If we are talking only about Category 1, people who are entering the system from what is called a Homeless Situation, that represents only about half (49.6%) of the current population coming through the system's front door (Emergency Shelter). Because emergency shelter is included in Homeless Situation and many referrals come from Emergency Shelter, the percentage of participants falling in this category rises for Transitional Housing (64.7%) and Permanent Supportive Housing (84.9%). Safe Havens (whose mission is to take people directly from the streets) almost exclusively serves people who would come from Homeless Situations/Category 1 (98.2%).

The Category 1 definition is very explicit and limited.

Category 1 - Homeless is defined as follows:

Individual or family who lacks a fixed, regular, and adequate nighttime resident, meaning:

- *Has a primary nighttime residence that is a public or private place not meant for human habitation;*
- *Is living in a publicly or privately operated shelter designed to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state and local government programs; or*

- *Is exiting an institution where s/he has resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution.*

In contrast, the Category 2 has considerably more latitude.

Category 2 – Imminent Risk of Homelessness is defined as follows:

Individual or family who will imminently lose their primary nighttime residence, provided that:

- *Residence will be lost within 14 days of the date of application for homeless assistance;*
- *No subsequent residence has been identified; and*
- *The individual or family lacks the resources or support networks needed to obtain other permanent housing.*

Category 1 is a fairly straightforward determination. Either people are living in an emergency shelter situation or on ‘the street’. Category 2, however, is considerably more elastic, specifically the third criterion: *The individual or family lacks the resources or support networks needed to obtain other permanent housing.*

There are two other categories of homelessness that come into play as well: Category 3 – Homeless under other Federal statutes covers unaccompanied youth under age 25 and family with children experiencing a pattern of housing instability; and Category 4 – Fleeing/Attempting to Flee DV (domestic violence) includes individuals or families who are fleeing a DV situation without other housing options.

In summary, it is important, when discussing the ambitious goal of ending homelessness in Milwaukee, that it be made clear which category of homelessness we intend to end. It would seem much easier to end (or achieve functional zero) Category 1 homelessness because it is so clearly defined than it would be to achieve the goal of ending Category 2 homelessness where there is enough flexibility in the criteria to essentially guarantee a constant pool of people at imminent risk.

e. Do reoccurrence rates tell us which programs are not as effective as others or which programs are serving the ‘hardest to serve’?

Reoccurrence is the term used to describe a return to shelter after a shelter exit. This HMIS data provides a snapshot of reoccurrence by looking at utilization between January 1, 2012 and June 22, 2015. Reported are total occurrences (shelter exits) along with the number of positives (instances where people exited and did not return) and the number of negatives (instances where people exited and then returned within that timeframe). Note that the returns could have occurred at any Wisconsin shelter, not just Milwaukee County’s. Note that someone exiting very recently would have less time to return to shelter than someone who exited a longer time ago.

| CoC Program Type | Total occurrences (exits) | No shelter reoccurrence after exiting | Shelter reoccurrence after exiting | Reoccurrence rate |
|------------------------------|---------------------------|---------------------------------------|------------------------------------|-------------------|
| Emergency Shelter | 9,256 | 4,422 | 4,834 | 52.2% |
| Transitional Housing | 2,229 | 1,674 | 555 | 24.9% |
| Safe Haven | 279 | 187 | 92 | 33.0% |
| Permanent Supportive Housing | 544 | 462 | 82 | 15.1% |

| | | | | |
|------------------|-----|-----|----|-------|
| Rapid Re-Housing | 431 | 365 | 66 | 15.3% |
|------------------|-----|-----|----|-------|

As the table shows, if there is a revolving door in the Continuum of Care system, it is the front door (Emergency Shelter). This is also the part of the system that has shifted to serving people in greatest need with the implementation of Coordinated Entry and the severity (vulnerability) ranking process.

The two permanent housing components: permanent supportive housing and rapid re-housing show very low rates of shelter reoccurrence after exit. In both cases, the number of people exiting is very small.

f. Is the Continuum of Care serving people in greatest need?

Greatest need could be defined using three factors:

- 1) Coming from a ‘homeless situation,’ also known as being in Category 1
- 2) Having one or more disabling conditions
- 3) Having no income

Participants coming from ‘homeless situations’

The proportion of participants coming from homeless situations increases as people move up the service chain. People in PSH are very likely to come from homeless situations because they likely spent time in emergency shelter as a step toward permanent housing. Still, at every level of the system, there is a significant, if small, percentage coming directly from the street: 30.2% for emergency shelter, 12.8% for transitional housing and 12.5% for PSH.



Having one or more disabling conditions

The incidence of disabling conditions increases with each level of the system starting with 42.8% of shelter participants having one or more disabling conditions, increasing to 46.9% of transitional housing participants and jumping to 88.1% for PSH participants.

Having no income

The likelihood that participants will have no income decreases with the level of service. At emergency shelter, 46.0% have no income; at transitional housing, the rate is 39.4%. Finally, at PSH, only 27.2% have no income.

Observations for Future Planning

1. What is the problem the Continuum of Care wants to solve? Is it HUD Category 1 – Homelessness or Category 2 – At Imminent Risk of Homelessness or both?
2. Category 1 – Homelessness is well-defined and finite. Category 2 – At Imminent Risk of Homelessness is much more subjective and elastic. If Category 2 is to be included in the goal of ending homelessness, what is its outer boundary, ie, how do we make it more well-defined?
3. The fact that 62.3% of emergency shelter users stay less than 30 days is a red flag, especially when coupled with the high rate of movement to temporary or unknown destinations (72.0%).
4. Only one in four people exiting emergency shelter go to a permanent destination (25.6%). This is slightly lower for single adults and slightly higher for families. This leaves the remainder (74.4%) to continue to deal with homelessness/housing instability.
5. #3 and 4 above create continuous churn in the homeless system. More study is needed to determine: 1) who is successful in leaving to permanent destinations and why; 2) what is the cause of short (less than 30 day) stays; 3) why are people leaving without their destination being known, is this a data collection issue or a walking out the door without telling anyone issue; 4) what needs to be done to increase length of stay and increase likelihood of exit to permanent destinations.
6. A significant percentage of people, both single adults and adults in families, enter the homeless system from prior residence with family and friends. This is especially true of families entering emergency shelter where 58.9% enter from 'other locations' including own rental and staying/living with family or friends. Could coordinated provision of prevention services keep this group housed in their current location either temporarily or while more permanent housing can be obtained?
7. More than half of people coming into emergency shelter have cash income (54.0%). How are these resources currently managed; are there opportunities for new cooperative/shared housing to reduce costs before people come into shelter, e.g. roommate exchange.
8. Disabilities are a constant theme across all levels of the system, specifically mental illness, alcohol abuse, drug abuse and physical disabilities but are most critical at the front door (emergency shelter) where there are also the fewest resources to deal with complex problems. Residents of PSH have very high rates of disabilities but are also the most stable and least likely to leave PSH and reenter the shelter system, likely due to the PSH service package and peer support.
9. Permanent Supportive Housing, once filled, becomes a static resource. Residents rarely leave so opportunities for new people coming in are limited. To what extent should there be greater efforts to encourage positive turnover in PSH, especially among people potentially eligible for other housing support such as those over age 62?
10. New resources targeted to prevention (helping people in place) could have a more significant impact on homelessness (by serving more people for a shorter length of time) than building new physical capacity which will be filled with long-time residents.