

The Dynamics of Homelessness

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Comparative Context for Homelessness in the US

- ❖ Overall – weak social welfare protections for nondisabled, unemployed adults
- ❖ Disability Ins for SMI at \$640/mth (407GBD)
- ❖ Adults with primary SA disability get no cash assistance in nearly all states
- ❖ Only 25% of eligible poor households receive housing assistance

Proportion of NYC Population That Experienced a Shelter Stay in 1995, by Age

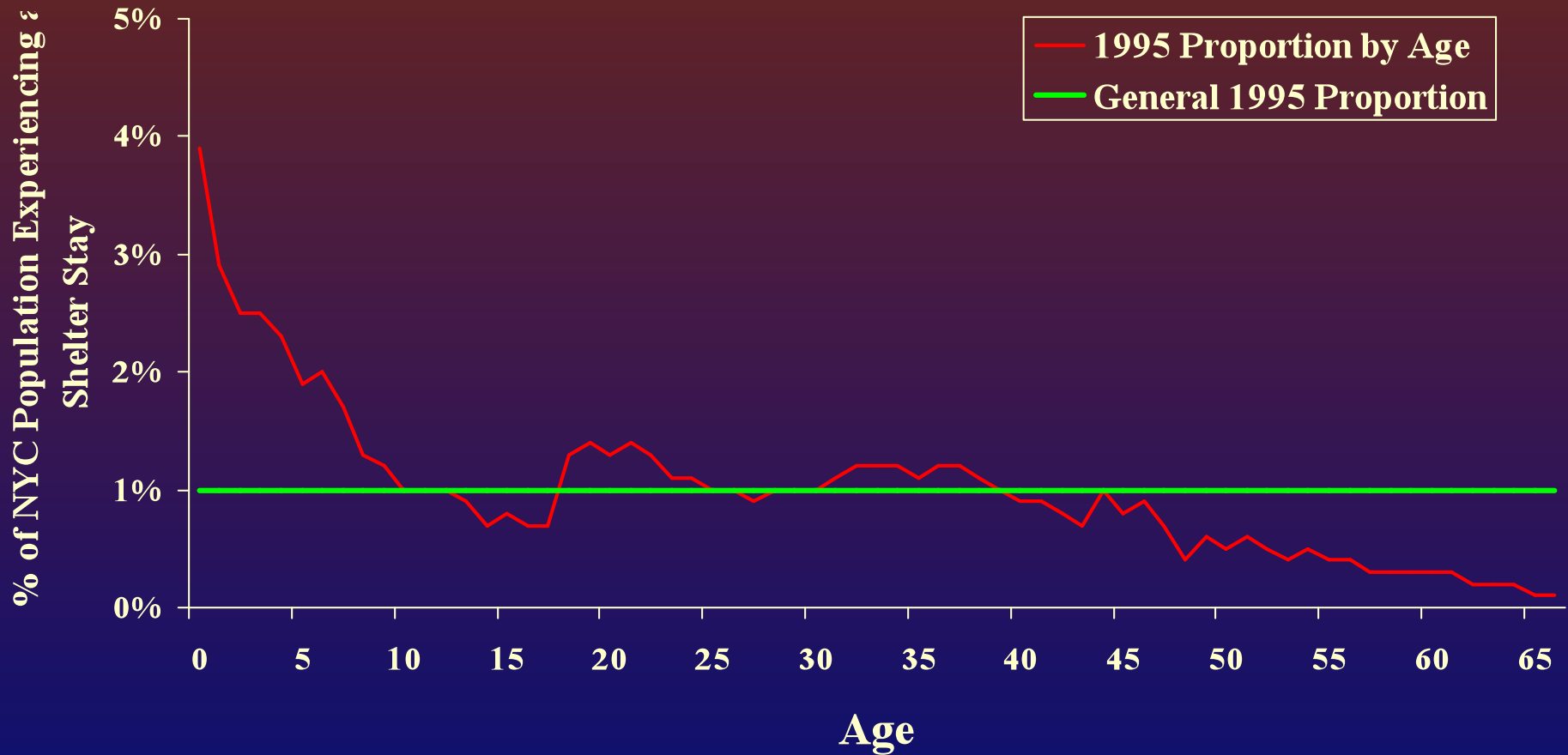
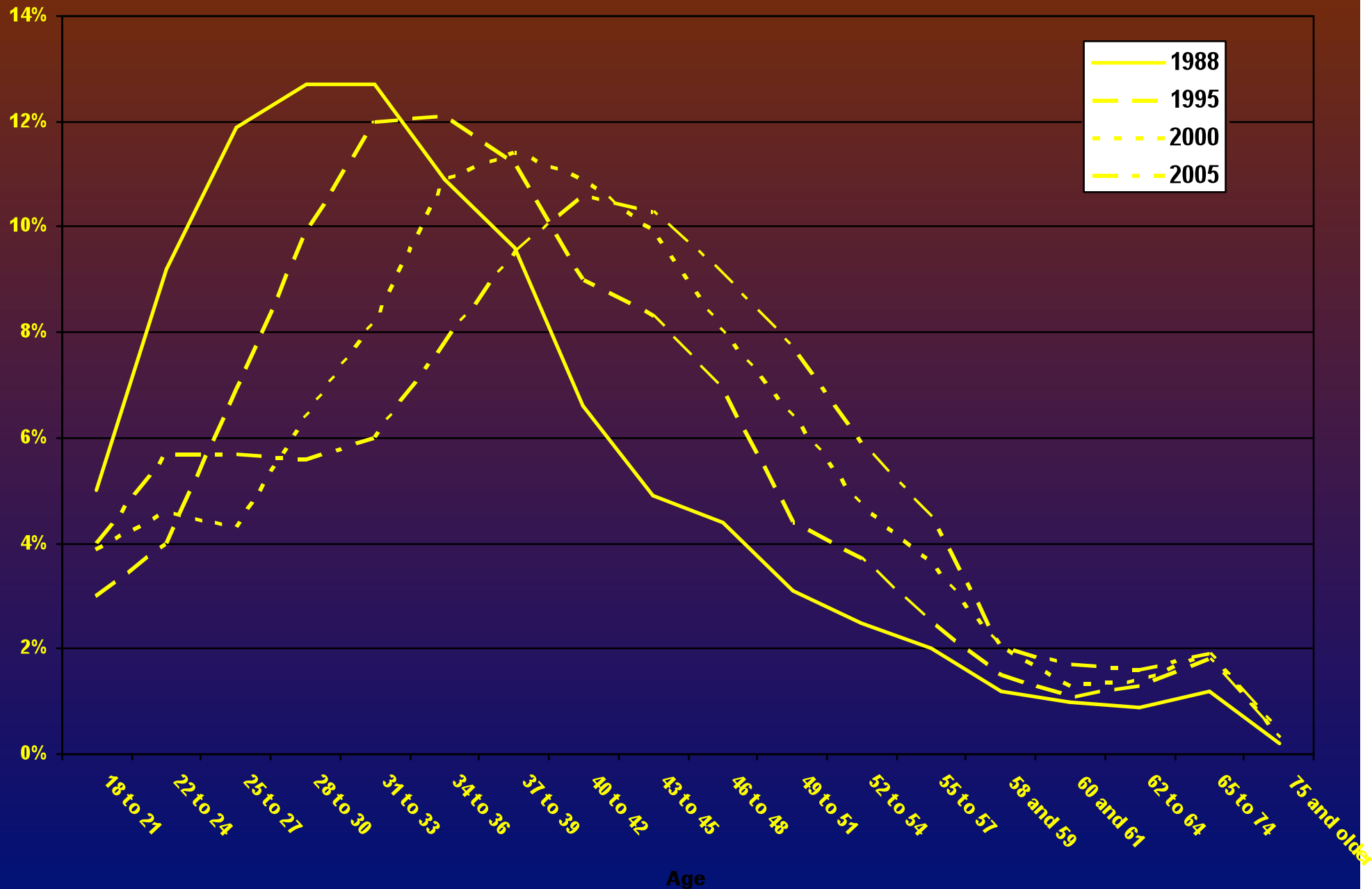
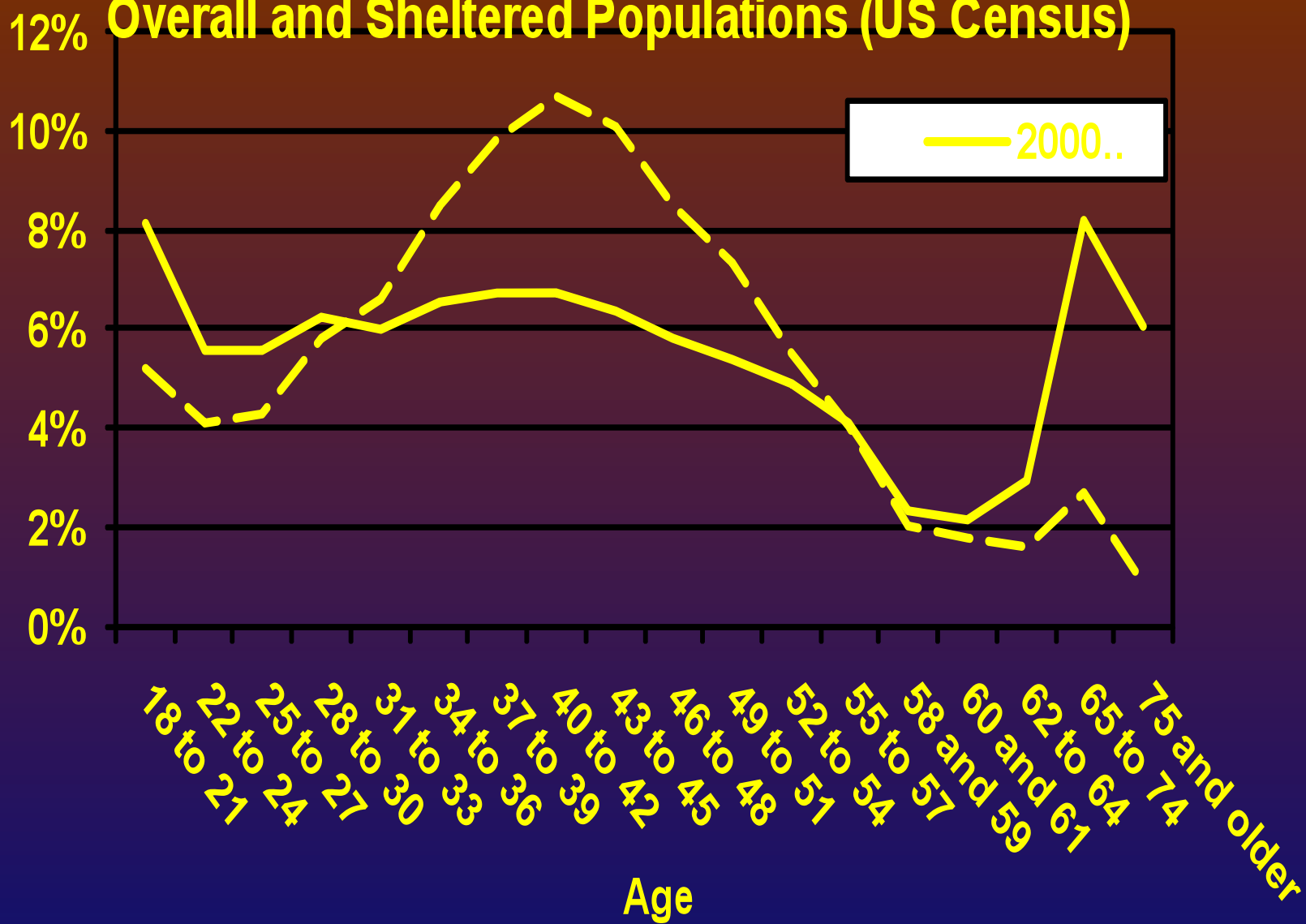


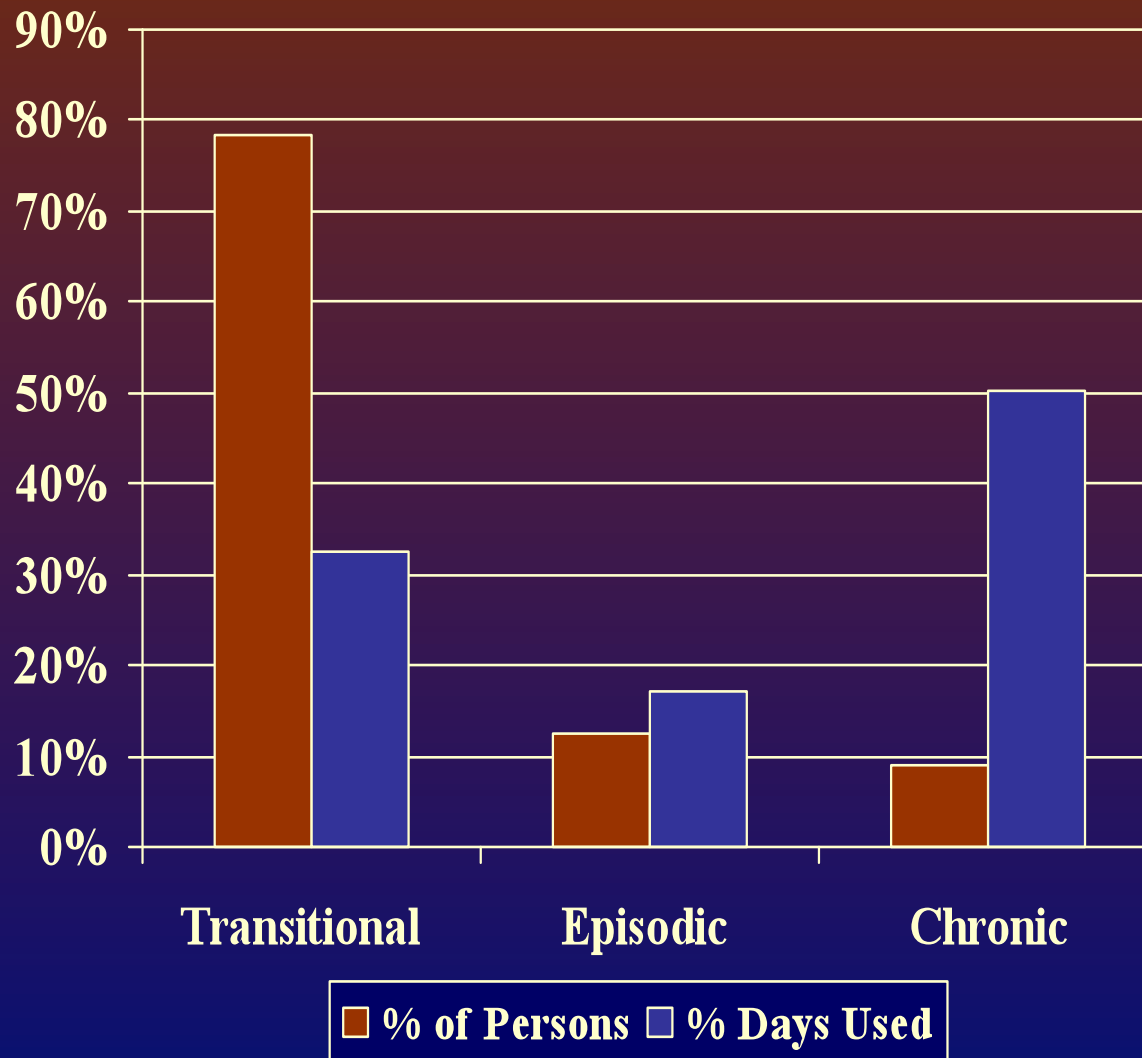
Figure 2 - Age Distribution for Four Male Prevalence Cohorts in NYC Single Adult Shelters



**Figure 5 - Age Distribution for Males in 2000 -
Overall and Sheltered Populations (US Census)**



Cluster Distributions: Persons and Shelter Days Consumed (Single Adults in Philadelphia)



❖ Transitionals:

❖ 1.19 stays

❖ 20.4 days

❖ Episodics:

❖ 3.84 stays

❖ 72.8 days

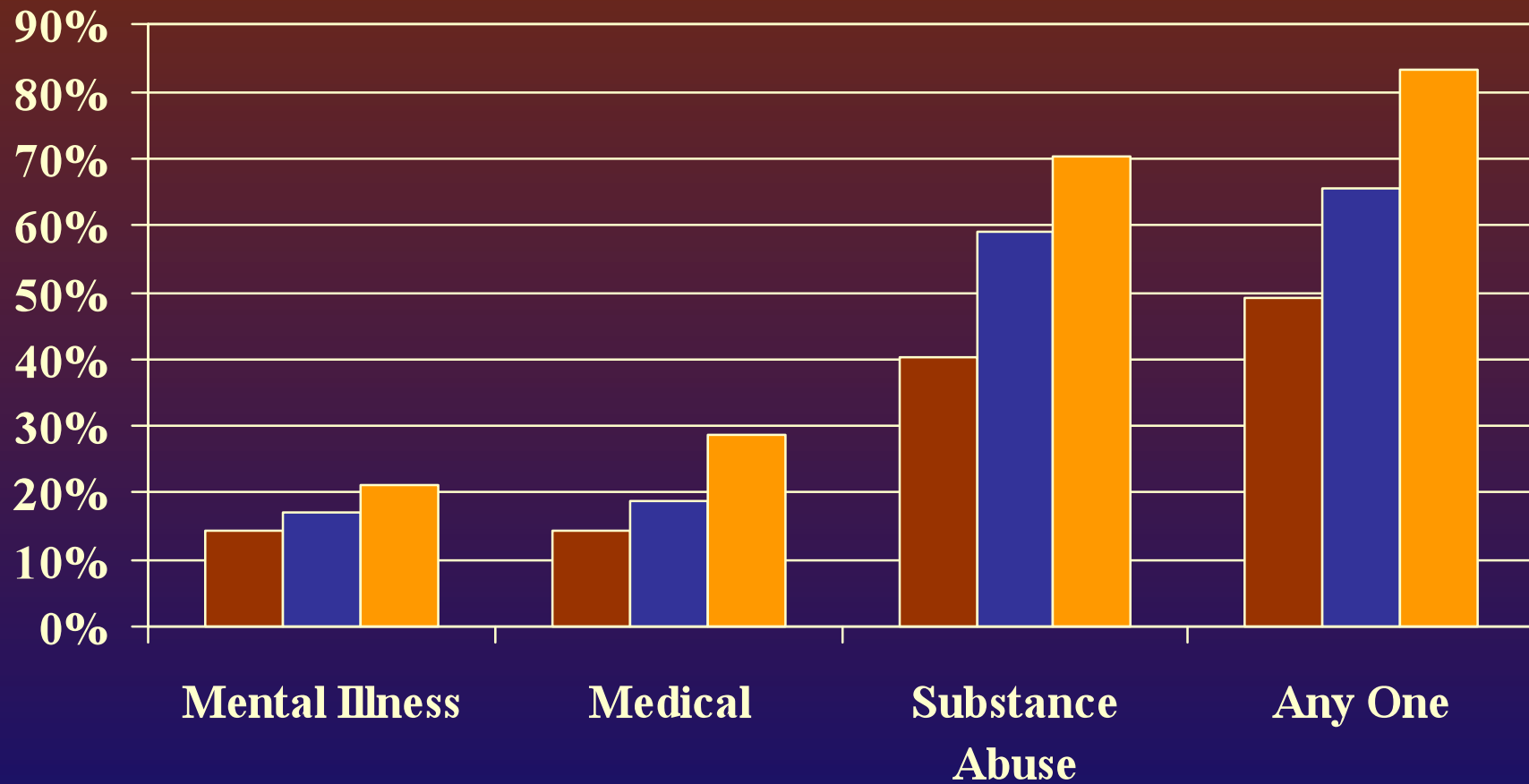
❖ Chronics:

❖ 1.53 stays

❖ 252.4 days

Disability Condition & Veteran Status By Cluster

(Single Adults in Philadelphia)



■ Transitional ■ Episodic ■ Chronic

Implications

- ❖ Transitionally Homeless: Prevention and Relocation Assistance
- ❖ Episodically Homeless: Low Demand Residences (Safe Havens), Harm Reduction, Transitional Housing, Residential Treatment
- ❖ Chronically Homeless: Permanent Supportive Housing

The New York-New York Evaluation

Culhane, Metraux and Hadley, 2002

Funded capital, operating and service costs for 3,600 supportive housing units in NY City

- Placement recipients must be SMI and have record of homelessness
- Data available on 4,679 NY/NY placement records between 1989-97

Data Sources

NY/NY Housing Placements: 1989-97

Singles Shelter Users and Stays: 1987-99

State Hospital Users & Stays: 1990-96

Municipal Hospital Users & Stays: 1989-96

Medicaid-Reimbursed (non-HHC) Inpatient Hospital Stays: 1993-97

Medicaid-Reimbursed Outpatient Visits: 1993-97

Veterans Hospital Stays: 1992-99

State Criminal Justice Prison Use & Convictions: 1987-97

City Jail Use: 1987-99

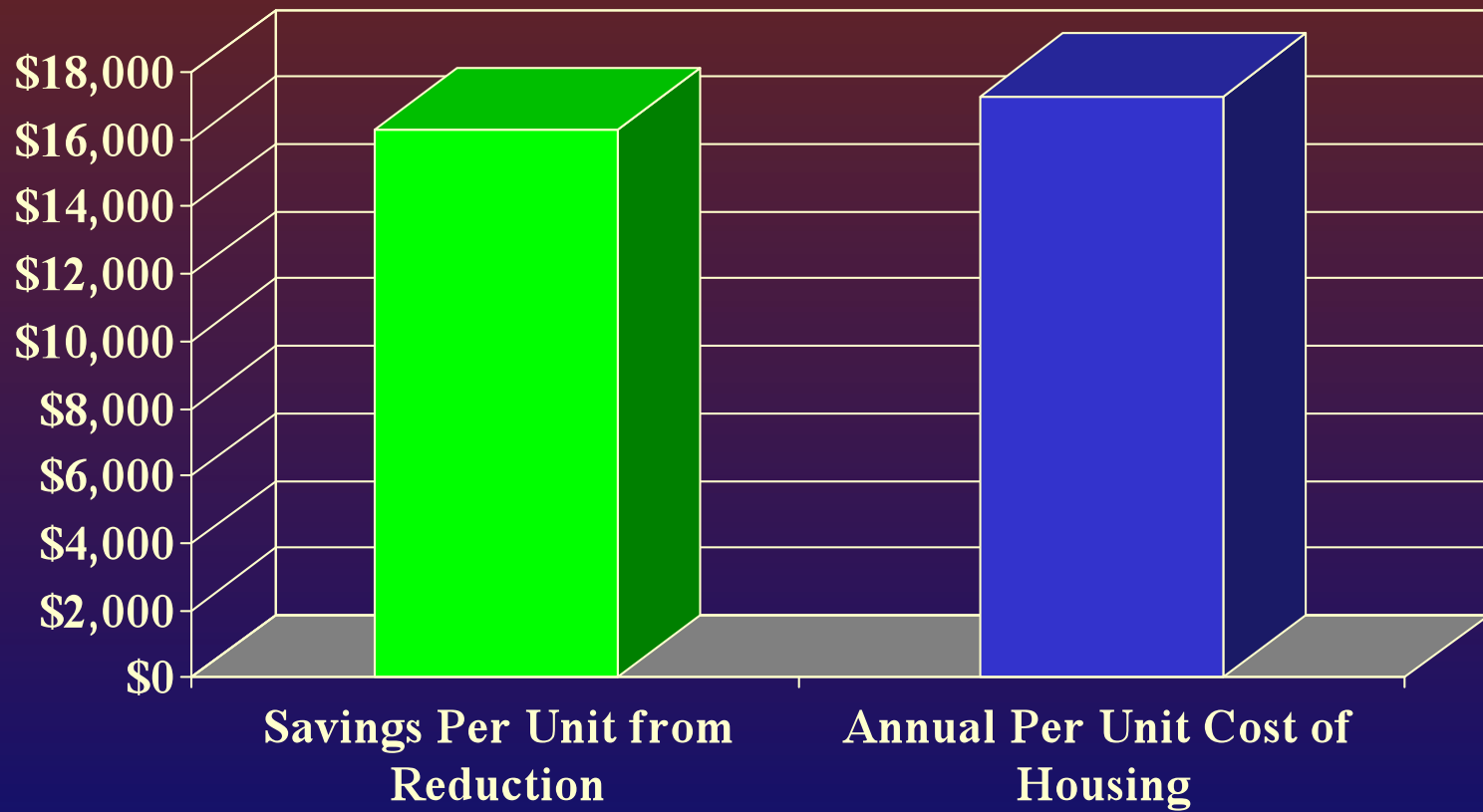
The Cost of Homelessness

Service Provider	Mean Days Used (2-year pre-NY/NY)	Per Diem Cost	Annualized Cost
NYC DHS – Shelter	137	\$68	\$4,658
NYS OMH – Hospital	57.3	\$437	\$12,520
NYC HHC – Hospital	16.5	\$755	\$6,229
Medicaid – Hospital	35.3	\$657	\$11,596
Medicaid – Outpatient	62.2 (visits)	\$84	\$2,612
VA – Hospital	7.8	\$467	\$1,821
NYS DCJS – Prison	9.3	\$79	\$367
NYC DOC – Jail	10	\$129	\$645
Total			\$40,449

NY/NY Savings: Per Housing Unit Per Year

Service	Annualized Savings per NY/NY Unit
DHS Shelter	\$3,779
OMH Hospital	\$8,260
HHC Hospital	\$1,771
Medicaid – Inpatient	\$3,787
Medicaid - Outpatient	(\$2,657)
VA Hospital	\$595
NYS Prison	\$418
NYC Jail	\$328
Total	\$16,282

NY/NY Housing - Costs and Savings



■ Savings Per Unit from Reduction ■ Annual Per Unit Cost of Housing

Key Findings

- ❖ 95% of supportive housing costs offset by service reductions
- ❖ Study underestimated savings associated with program-funded services (McKinney) and crime
- ❖ Study did not quantify benefits to consumers
- ❖ NY/NY was a sound public investment

What is Needed?

- ❖ 180,000 units of housing to “End Chronic Homelessness” (estimated, 2003)
- ❖ Rental subsidies (\$4k-6k each)
- ❖ Service supports (\$6-13k each)
- ❖ Capital costs in some cities

What has been done?

- ❖ Congress and President have increased funding \$400 million since 2004; 35% increase
- ❖ 80,000 units created
- ❖ HUD reported a 36% decline in CH from '05 to '10 (109,000 CH in US as of 2011)

Testing a Typology of Family Homelessness

Dennis Culhane
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Stephen Metraux
University of the Sciences in Philadelphia

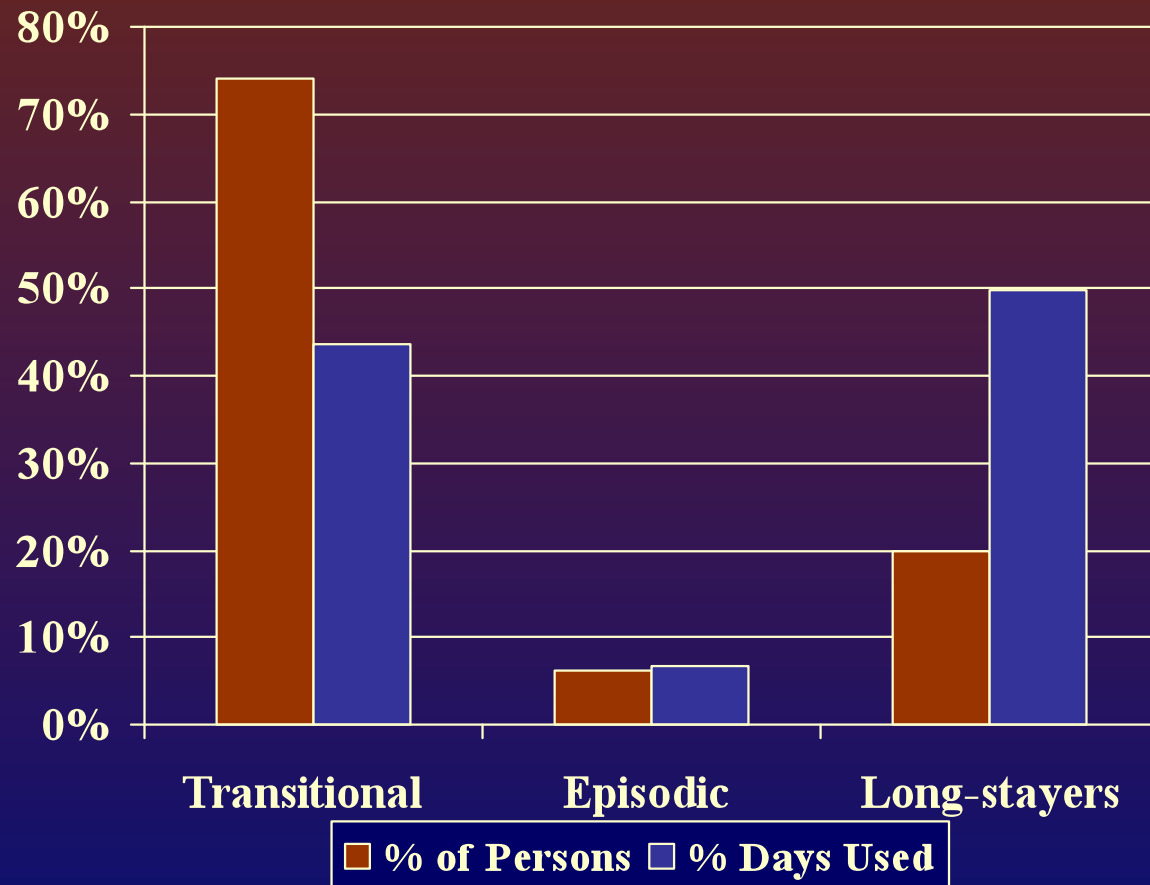
Jung Min Park
University of Illinois at Urbana-Champaign

Background

- ❖ Singles typology experience
- ❖ But families are different:
 - much lower MH/SA rates
 - not different from poor housed families
 - relatively homogeneous
- ❖ Potential confounders – policy/program factors
 - use of shelter system as queue for subsidies
 - transitional shelter as a reform movement

Results: Cluster Solution

(Massachusetts, family shelter users)



❖ **Transitionals:**

❖ 1.0 stays

❖ 105 days

❖ **Episodics:**

❖ 2.0 stays

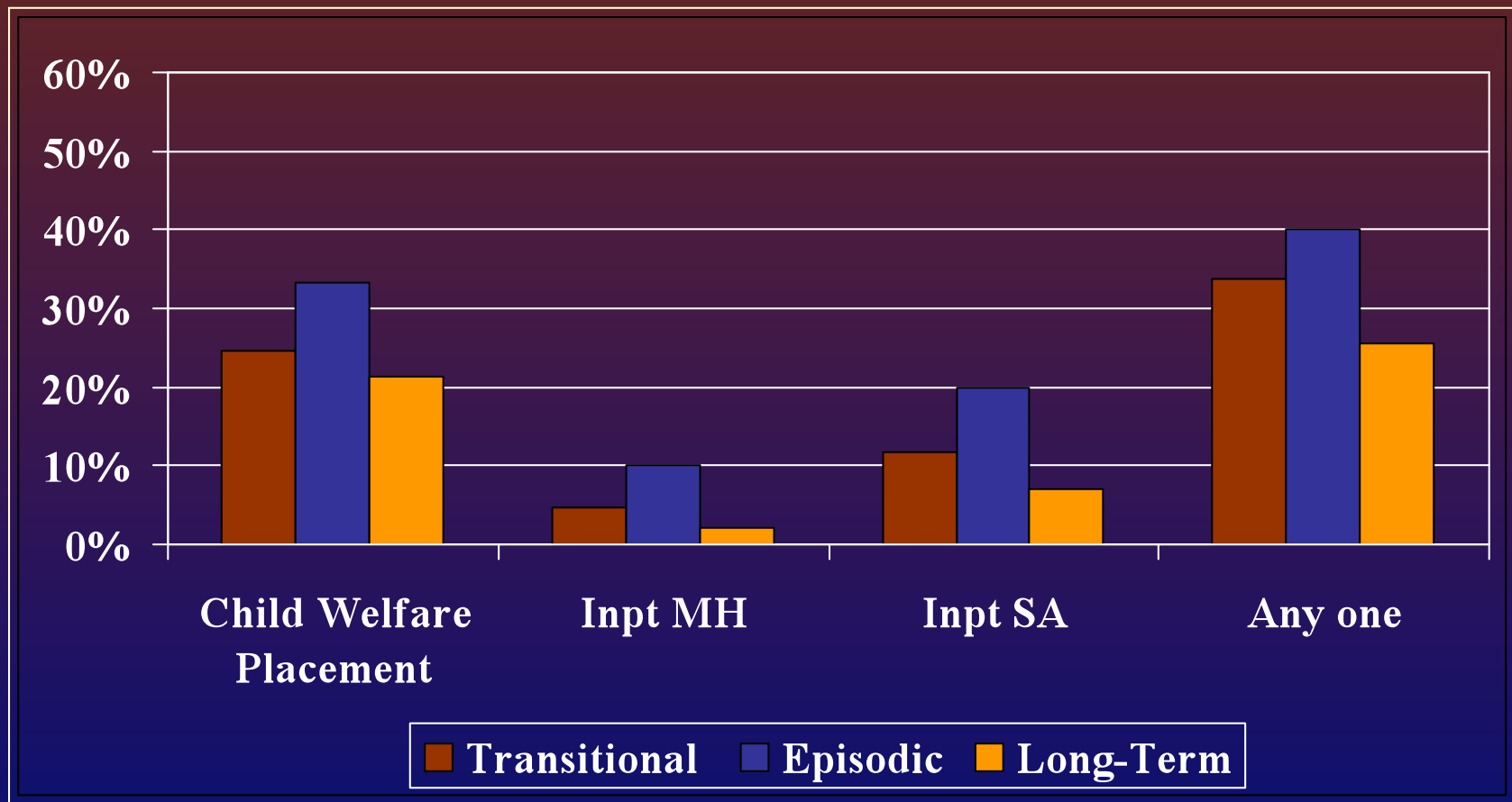
❖ 195 days

❖ **Long-Stayers:**

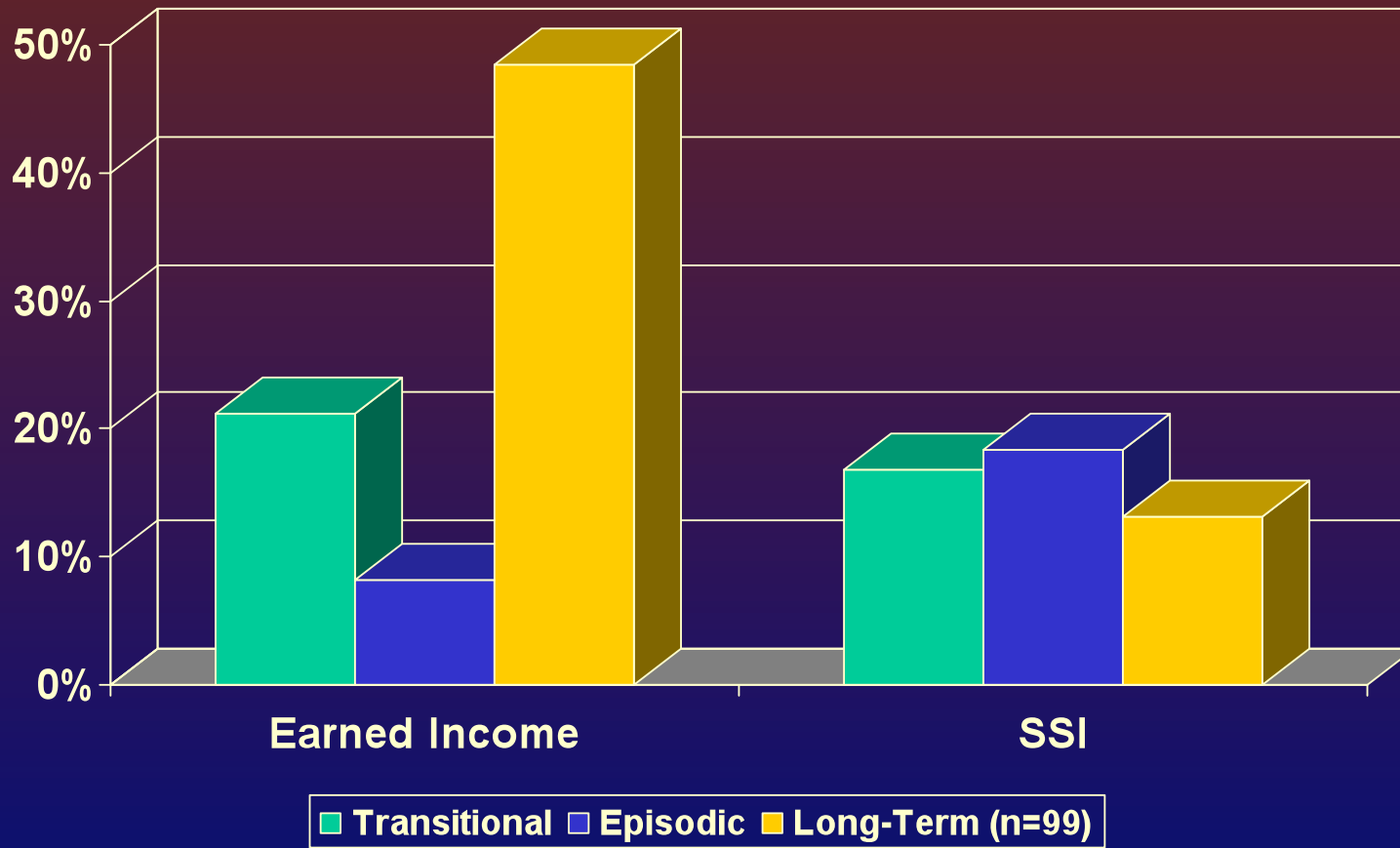
❖ 1.0 stays

❖ 444 days

Intensive Service Histories of Families



Income Sources



The Average Cost of Shelter Stays by Type

(Massachusetts)

❖ Transitional	\$11,550
❖ Episodic	\$21,450
❖ Long-term	\$48,440

Does not include McKinney-Vento funding or non-DTA public service contracts.

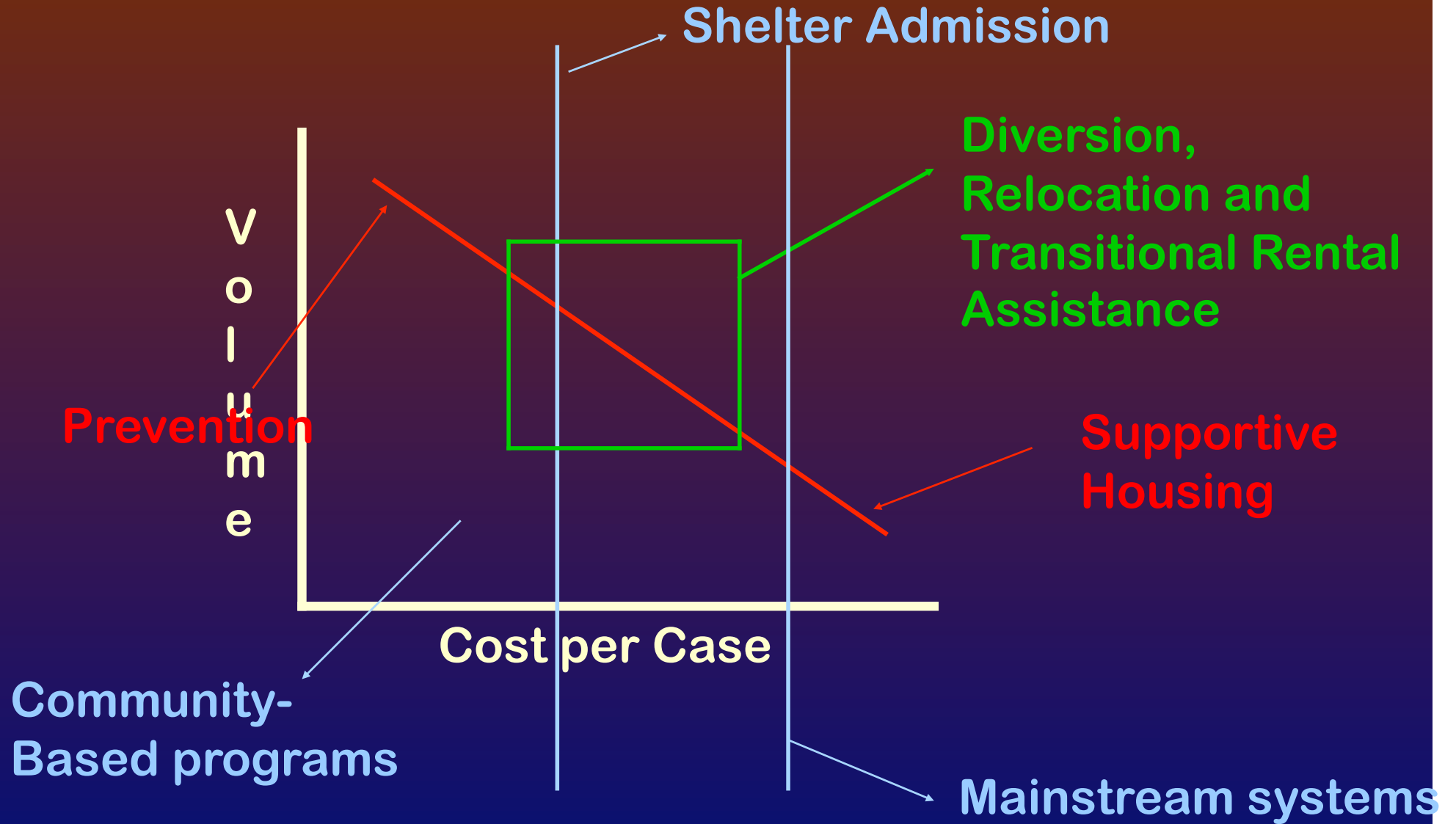
Summary

- ❖ Cluster patterns are robust across sites
- ❖ Most families (75%) leave quickly and don't return
- ❖ A small number (5%) return repeatedly
- ❖ 20% of families have long stays, using 50% of resources
- ❖ BUT – unlike singles – long stays do not indicate personal barriers to housing stability

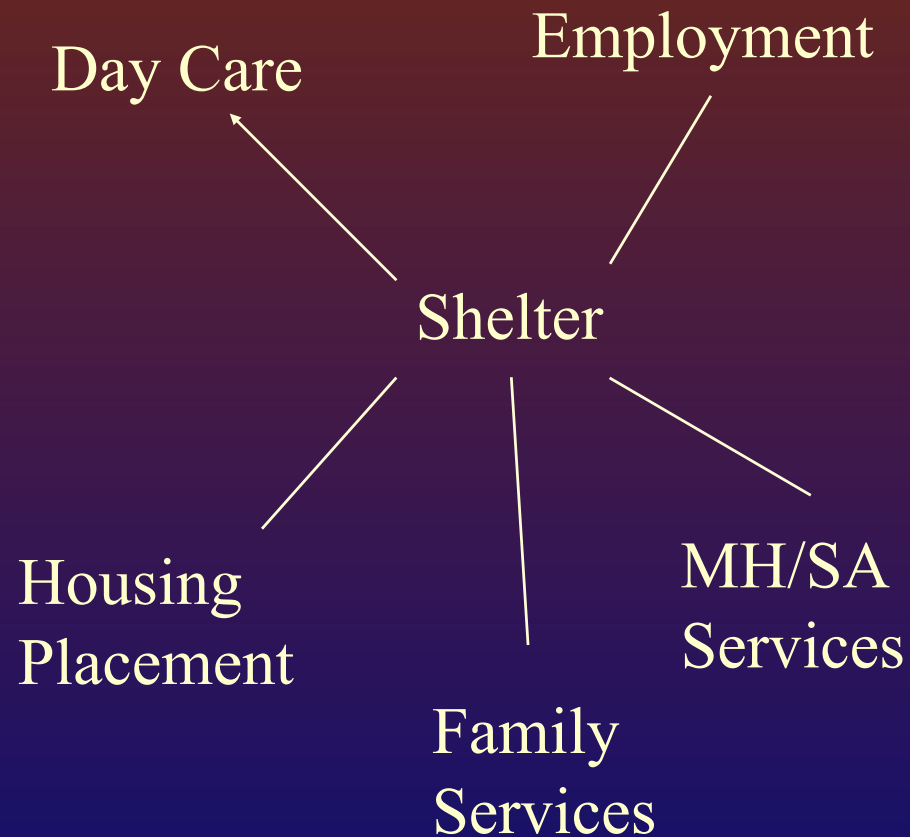
Conclusions

- ❖ Policies and programs driving long stays
- ❖ Characteristics of “graduates” may reflect selection effects of policies and programs
- ❖ Most costly service users are not differentially service-needy
- ❖ Need for reform

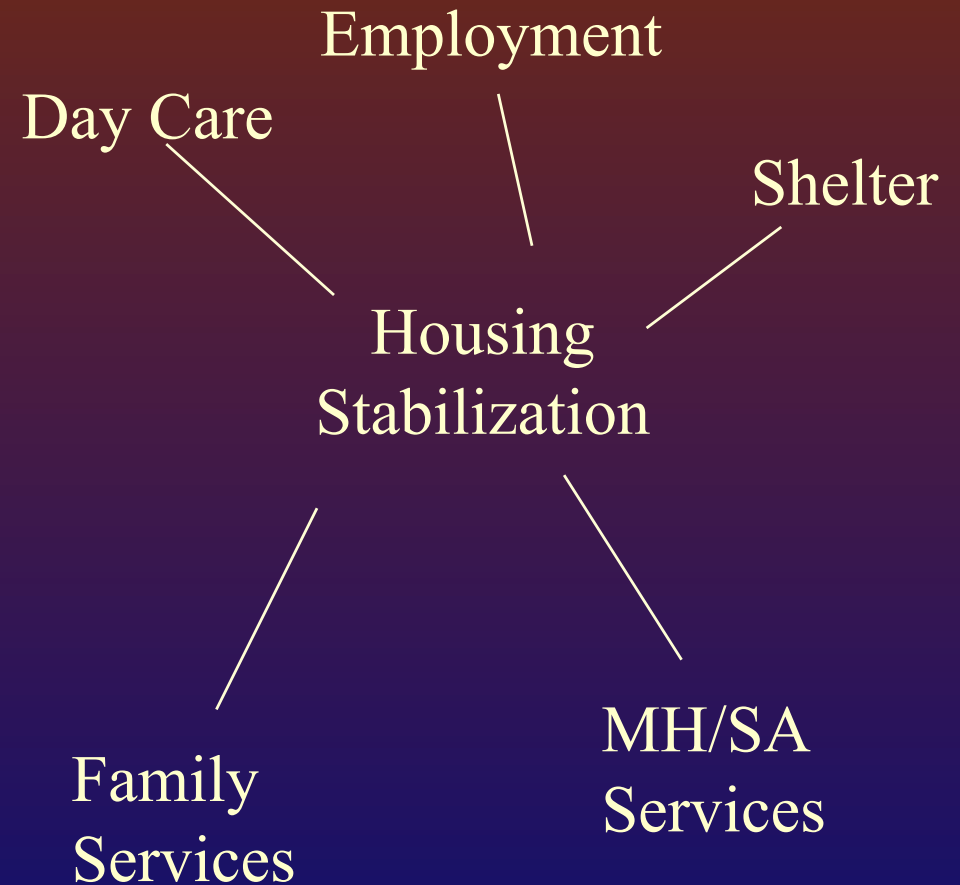
Model Cost by Volume Service System for Addressing Housing Emergencies



Prevailing Model



Emerging Model



“Progressive Engagement”

Community-based Prevention (Diversion and Stabilization)

\$1-2k per case

Rapid Exit:
Relocation

\$2-4k per case

Up to 2-4 weeks shelter

Housing Stabilization Service I
Relocation, Critical Time Intervention CM, Temp Rental Ass.

1 year shallow rental subsidy

Housing Stabilization Service II
More intensive services, 1 more year of Temp Rent Ass.

Long-Term Subsidy and Service Engagement

Transition to mainstream systems

Shelter exit

Shelter admission

Other Strategies

“On the Drawing Board”

- ❖ Creating a defined “Emergency Assistance” benefit within TANF
- ❖ Families have an “account” for managing housing emergencies, eg. to spend on prevention, shelter and temporary rental assistance
- ❖ Licensed “housing stabilization” providers access and administer the account

Some Concluding Observations

- ❖ US has benefitted from innovations in UK on prevention program design
- ❖ Lack of a rights-based context, and weak entitlements makes performance-based evidence critical to expanding political and financial support
- ❖ Even in a rights based context, political support for effective programs and implementation science remain important (right?); UK could benefit from US experience in this regard