

Ending Family Homelessness Report: Understanding the scale and needs of families experiencing homelessness in Chicago

Final Report
UChicago Urban Labs

June 1, 2018

Table of Contents

Executive summary.....	3
Key findings	4
Background and introduction.....	10
Key research questions.....	12
Framework for following families across sectors	13
Methodological overview	15
Section 1: The number of families currently experiencing homelessness in Chicago	17
Section 2: Pathways to experiencing literal homelessness.....	34
Section 3: Projected number of families that will experience homelessness in the next year.....	54
Section 4: Housing needs of families projected to experience homelessness in the next year ..	63
Appendix 1: Overview of data sources	78
Appendix 2: Creating a linked master dataset across the education and homeless sectors	84
Appendix 3: Methodology for classifying families' housing status.....	87
Appendix 4: Methodology for identifying and following families over time.....	90
Appendix 5: Count for families not accessing CoC services	94
Appendix 6: Overview of call center data	95
Appendix 7: Overview of evictions dataset	98
Appendix 8: Methodology for projecting the number of families that will experience homelessness	99
Appendix 9: VI Scores of families accessing CoC	100

ABOUT URBAN LABS

Cities fuel remarkable economic, social, educational and cultural progress. At the same time, cities concentrate and amplify dire social problems. The University of Chicago Urban Labs works to address these challenges across five key dimensions of urban life: crime, education, health, poverty, and energy and environment. We partner with civic and community leaders to identify, test, and help scale the programs and policies with the greatest potential to improve human lives. This approach is based in the belief that there is no shortage of innovation in urban policymaking, but there is a striking lack of evidence about what actually works, for whom, and why.

ABOUT CSH

CSH has been the national leader in supportive housing for over 25 years. We have worked in 48 states, including Illinois, to help create stable, permanent homes for individuals and families. This housing has transformed the lives of over 200,000 people who once lived in abject poverty, on our streets or in institutions. A nonprofit Community Development Financial Institution (CDFI), CSH has earned a reputation as a highly effective, financially stable organization with strong partnerships across government, community organizations, foundations, and financial institutions. Our loans and grants totaling over \$750 million have been instrumental in developing supportive housing in every corner of the country. Through our resources and knowledge, CSH is advancing innovative solutions that use housing as a platform for services to improve lives, maximize public resources, build healthy communities and break the cycle of intergenerational poverty.

Visit us at csh.org to learn more.

ACKNOWLEDGEMENTS

Urban Labs and CSH acknowledge several partners who played integral roles in the development of this report. The City of Chicago's Office of the Mayor and the Department of Family and Support Services (DFSS) first requested that the HomeWorks Campaign, a multi-year effort to create affordable housing for families experiencing homelessness and improve school services for students experiencing homelessness in Chicago, facilitate this analysis to provide information on the scope of services needed to effectively end family homelessness in Chicago. Polk Bros. Foundation generously supported CSH to commission this research, which was also funded by The Chicago Community Trust and Pierce Family Foundation. All Chicago and Chicago Public Schools, the two organizations that hold the most relevant data for providing insight into the needs of families who are at-risk of or experiencing homelessness in Chicago, agreed to share their data for this project provided invaluable guidance when working with the Homeless Management Information System (HMIS) dataset.

Several partner organizations helped shape the research questions, methodology, and narrative of this report, including the Chicago Coalition for the Homeless, Heartland Alliance Social Impact Research Center, Catholic Charities of the Archdiocese of Chicago, the Chicago Housing Authority, DFSS, Illinois Department of Children and Family Services, and Ounce of Prevention Fund.

EXECUTIVE SUMMARY

Housing instability is traumatic and harmful for all members of a family. Experiencing homelessness is associated with a wide range of negative outcomes, including increased rates of hospitalization,¹ increased likelihood of being diagnosed with a mental illness or substance use disorder,² and diminished future employment outcomes.³ Children who have experienced homelessness are more likely to face acute and chronic health problems, more likely to struggle socially and emotionally, and are twice as likely to drop out of school as other children with stable housing.⁴ In order to protect families from the damaging effects of housing instability, it is important to study family homelessness and take meaningful steps toward ending it.

Thousands of families in Chicago experience homelessness each year, but only a small percentage access shelters or other housing supports from the homeless services sector. Many of us think of homelessness in relatively black-and-white terms: either you are housed, or you are unhoused. In reality, many people teeter on the brink of losing their housing for months or even years. They may be one unexpected bill away from failing to make rent, unable to find enough money for a security deposit to move to more affordable housing, or forced to couch surf with friends and relatives to keep off the street. For the families that do access supports in the homeless services sector, the Homeless Management Information System (HMIS) keeps detailed information on their housing status. However, these data do not capture the many families that resort to other living arrangements after losing housing, like living doubled up with friends and family. Consequently, relying exclusively on HMIS to inform local policy on family homelessness risks dramatically underestimating the scale of the need and resources required.

Many families that do not access the shelter system do interact with other government agencies, and in most cases have children enrolled in Chicago Public Schools (CPS). The school district identifies students who are experiencing any type of “temporary living situation,” ranging from living in places not meant for human habitation to staying doubled up with family or friends. For this reason, data collected by the school district is helpful in understanding the full scale of family homelessness in Chicago. Unfortunately, legal restrictions on data sharing have historically presented challenges to learning about who these families are.

In partnership with CPS, All Chicago, and the Corporation for Supportive Housing, Urban Labs has linked data from the homeless service and education sectors in Chicago to estimate the total number of families experiencing homelessness, follow families’ pathways to experiencing homelessness over time, and project the number of families that will experience homelessness in the next year along with their housing needs. Findings will be used to identify new opportunities to support families experiencing homelessness and also intervene early to stabilize families confronting housing instability.

¹ Salit, S. A., Kuhn, E. M., Hartz, A. J., Vu, J. M., & Mosso, A. L. (1998). Hospitalization Costs Associated with Homelessness in New York City. *New England Journal of Medicine*, 338(24), 1734–1740. <https://doi.org/10.1056/NEJM199806113382406>

² Galea, S., & Vlahov, D. (2002). Social determinants and the health of drug users: socioeconomic status, homelessness, and incarceration. *Public Health Reports*, 117(Suppl 1), S135–S145.

³ National Coalition for the Homeless. (2009). *Homeless Families with Children Fact Sheet*.

⁴ Trends, Child. "Homeless Children and Youth." (2015).

KEY FINDINGS

1. THE SCALE OF FAMILY HOMELESSNESS IN CHICAGO

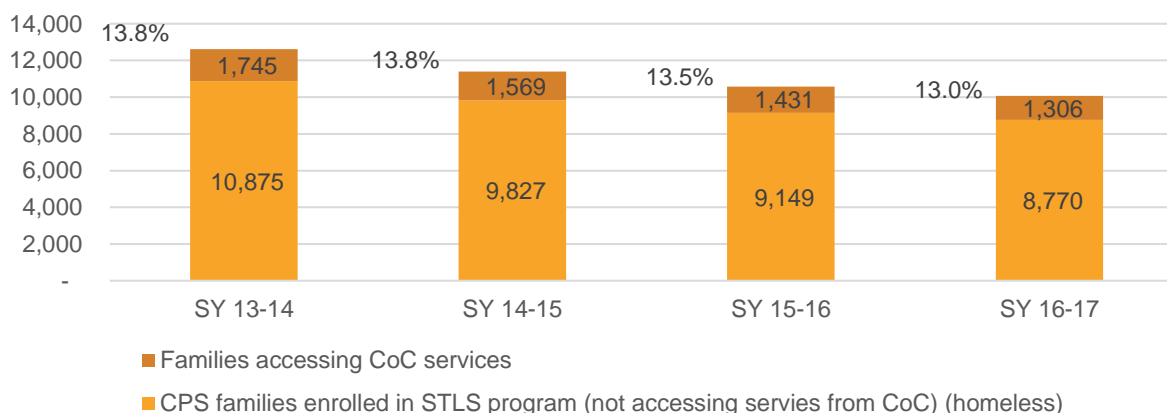
In the past year, approximately 10,000 families experienced homelessness in Chicago.⁵ Four out of five of these families (just under 8,000) were living doubled up with friends or family.

Family homelessness in Chicago is much more prevalent than suggested only by counting families that access shelter or temporary housing supports in Chicago's homeless services sector or "Continuum of Care" (CoC).⁶ There are nearly eight times as many families experiencing homelessness when including families in all temporary living situations. As shown in *Figure 1* below, only about 13 percent of all families experiencing homelessness across the two sectors access CoC shelter services or other housing supports.⁷

The number of families experiencing homelessness each year has been declining, decreasing from approximately 12,500 four years ago to just over 10,000 in the past year.⁸ This trend may be driven in part by changing demographics, as data show decreases in the number of low-income families and African American families citywide.⁹

Figure 1: Families accessing CoC services while experiencing literal homelessness as a portion of total families identified as experiencing homelessness

(July 1, 2013 - June 30, 2017)



Source: HMIS and CPS data

⁵ The 2017 Point in Time (PIT) count conducted in the City of Chicago found 570 families living in shelters with children on a single night in January (January 26, 2017). This report estimates the total number of families that experience homelessness over the course of an entire year and includes families experiencing homelessness while living doubled up, which account for 4 out of 5 families experiencing homelessness in Chicago. (Doubled up families are not included in the PIT count.) The closest comparable estimate to the PIT count in this report is included in Section 1, which finds that 716 families were experiencing homelessness as of August 21, 2017. This estimate is slightly larger than the PIT count number because the methodology for determining whether a family was homeless on a given day counts families that had accessed shelter or other short-term housing supports from the CoC on any night in the 90 days prior to August 21st, consistent with HUD's methodology for determining whether individuals or families currently experiencing homelessness are "active" in the CoC. An overview of the methodology for the 2017 Point in Time count can be found at the following link:

https://www.cityofchicago.org/content/dam/city/depts/fss/supp_info/Homeless/2017PITSummaryReportFinal.pdf

⁶ For the purposes of this report, any references to families "accessing CoC services" means families that access resources from any organization that addresses homelessness in Chicago and enters data into HMIS, most of which are part of Chicago's CoC.

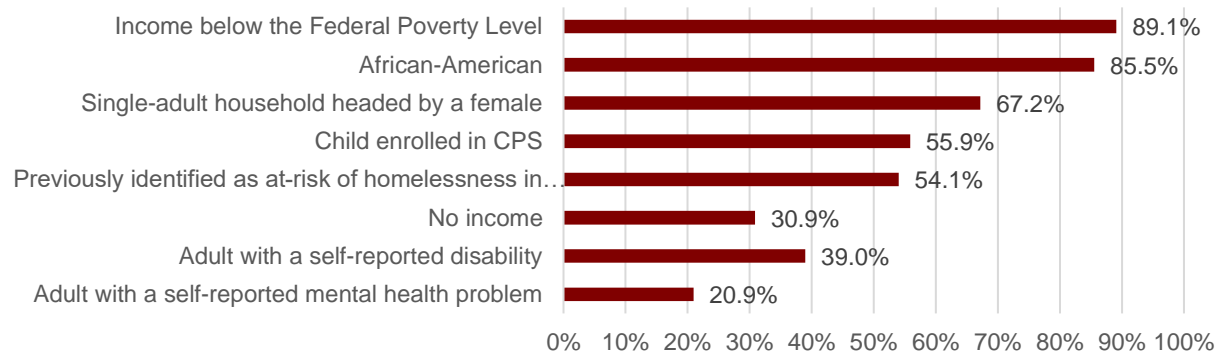
⁷ The phrase "families accessing shelter services or other housing supports" is used synonymously with families accessing CoC while experiencing literal homelessness throughout this executive summary.

⁸ Between July 1, 2013 and June 30, 2014, 12,620 families experienced homelessness. Between July 1, 2016 and June 30, 2017, 10,076 families experienced homelessness.

⁹ Hinz, G. (2017, October 4). Chicago is now the nation's best-educated big city. Retrieved April 2, 2018, from <http://www.chicagobusiness.com/article/20171004/BLOGS02/171009951/chicago-is-now-the-nations-best-educated-big-city>

While the homeless services sector collects rich information about the self-reported needs of families that access its services,¹⁰ we know little about the needs of other families experiencing homelessness. Information on the background characteristics and needs (where available) of families experiencing homelessness suggest that many might benefit from wraparound services. *Figure 2* below shows that of the 716 families accessing CoC services while experiencing homelessness in Chicago in August 2017, they overwhelmingly have income below the Federal Poverty Level (and almost one in three self-report no income at the time of accessing services). The majority are single-adult households headed by a female. Four out of ten families self-report a disability, and one in five self-report a mental health problem.

Figure 2: Snapshot of families accessing CoC services while experiencing homelessness in Chicago (August 2017)



¹¹ Source: HMIS and CPS data. All characteristics include families accessing CoC services while experiencing homelessness as of August 21, 2017.

2. PATHWAYS TO EXPERIENCING FAMILY HOMELESSNESS IN CHICAGO

Nearly half of all families that experience literal homelessness each year have previously accessed one of three types of services indicating they were at-risk or living doubled up:¹²

- 11 percent previously applied to receive short-term financial assistance available as part of prevention funding programs¹³
- 23 percent were previously identified by CPS as living doubled up; and
- 15 percent previously accessed CoC services CoC while classified as “at-risk” of homelessness per HUD’s definition (Category 2) prior to actually losing housing

Living doubled up is the most common pathway to homelessness: the majority of families (55.5%) experiencing literal homelessness have previously leaned on friends and family to

¹⁰ Families respond to detailed Vulnerability Index (VI) Assessments when accessing CoC services.

¹¹ Please note that in some cases the statistics presented in Figure 2 for the 716 families accessing CoC services while experiencing homelessness in August 2017 vary slightly from analyses in the report for the same characteristics because the populations examined are different depending on the characteristic being examined in the report.

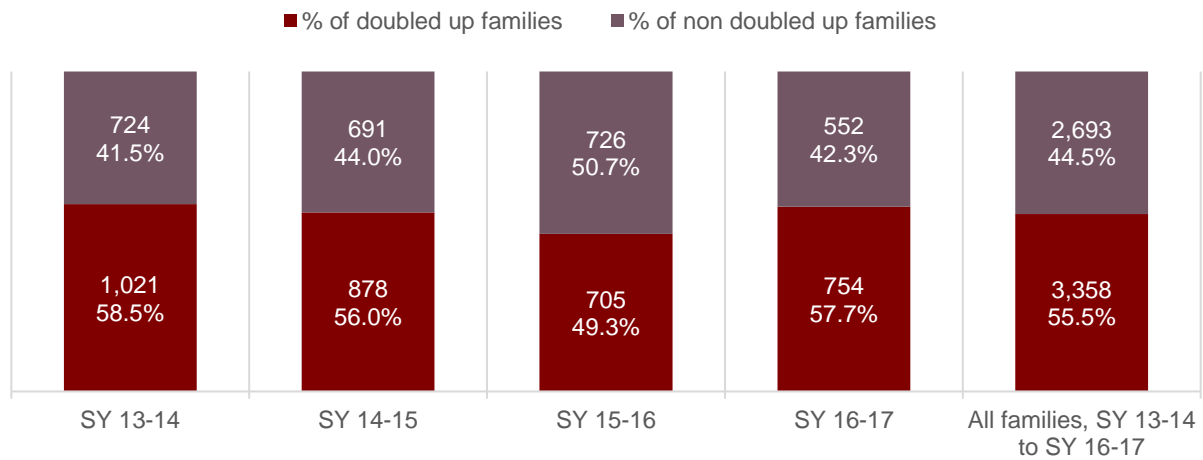
¹² Of 4,306 families that accessed CoC services while experiencing literal homelessness between July 1, 2014 and June 30, 2017, 46.5 percent were previously identified as either at-risk of homelessness or living doubled up in one of these three ways.

¹³ HMIS includes information on individuals who called “311” requesting short-term financial assistance and were forwarded to the city’s service request hotline. Prevention funding is available for eligible families as part of the Homeless Prevention Call Center (HPCC) and the State Homeless Prevention Fund (SHPF) program.

house them. *Figure 3* below shows the percentage of families that either self-report previously living with friends or family and/or were identified as living doubled up by the school district.

Figure 3: Percentage of families that accessed CoC services while literally homeless that previously lived doubled up (as captured by HMIS and/or CPS data)

(July 1, 2013 - June 30, 2017)

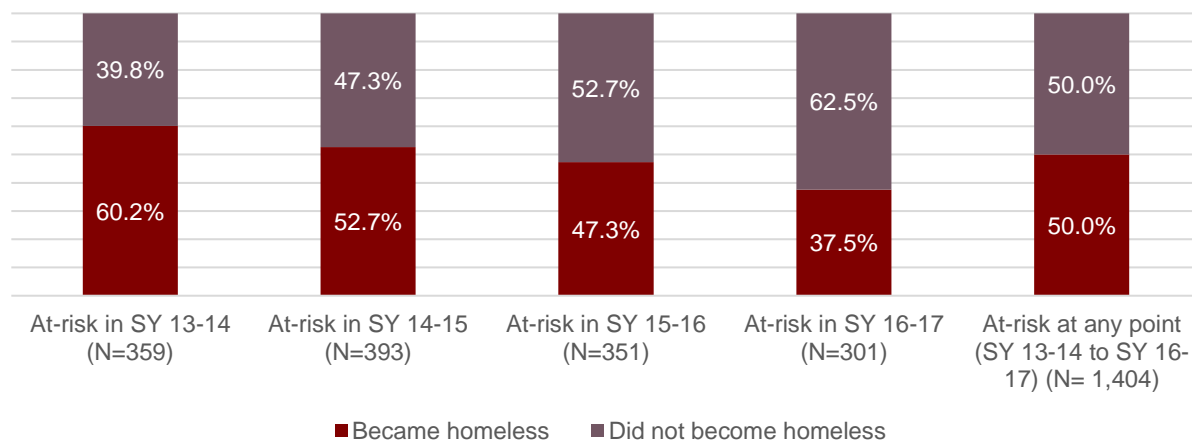


Source: HMIS and CPS data

3. OPPORTUNITIES TO PREVENT FAMILY HOMELESSNESS

The fact that almost half of all families accessing CoC services while experiencing literal homelessness have previously been identified as “at-risk” or as living doubled up by CPS suggests an opportunity to intervene earlier and help prevent or divert¹⁴ these families from needing to access shelter or other housing supports. *Figure 4* shows that families accessing CoC services while “at-risk” of homelessness per HUD’s definition (Category 2) are highly vulnerable of losing their housing: one in two of these families transition to literal homelessness. Half of these families lose their housing within three months.

Figure 4: Of families that accessed CoC services while "at-risk" of homelessness, percentage that then accessed CoC services while experiencing literal homelessness (July 1, 2013 - June 30, 2017)



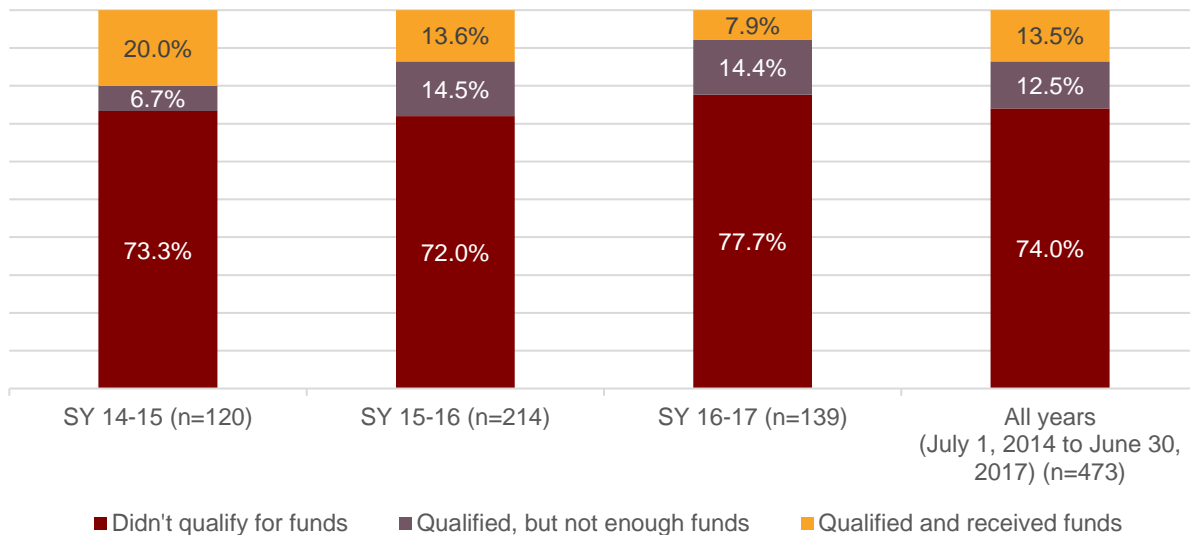
Source: HMIS data. Includes any family that accessed services while “at-risk” of homelessness (per HUD Category 2) at least once between July 1, 2013 and June 30, 2017.

¹⁴ Prevention and diversion strategies seek to prevent people from needing to access shelter by helping them identify immediate alternate housing arrangements and, if necessary, connecting them with services and financial assistance to help them retain or return to permanent housing. Supports may include financial or rental assistance, case management, conflict mediation, service referrals, or help with a housing search. The key difference between the two types of strategies is timing: prevention services target families that are at-risk of homelessness, while diversion services target families at the point at which they are seeking shelter.

While only one in ten families experiencing homelessness have previously applied for prevention funding, there is evidence demonstrating that this type of financial assistance is effective at preventing homelessness for certain populations.¹⁵ However, *Figure 5* below shows that three out of four families that access CoC services while experiencing literal homelessness after having sought prevention funding had been deemed ineligible and were denied funding.¹⁶

Figure 5: Families that previously applied for prevention funds and then accessed CoC services while experiencing literal homelessness

(July 1, 2014 - August 21, 2017)



Source: HMIS data, including from the Homeless Prevention Call Center (HPCC) and State Homelessness Prevention Fund.

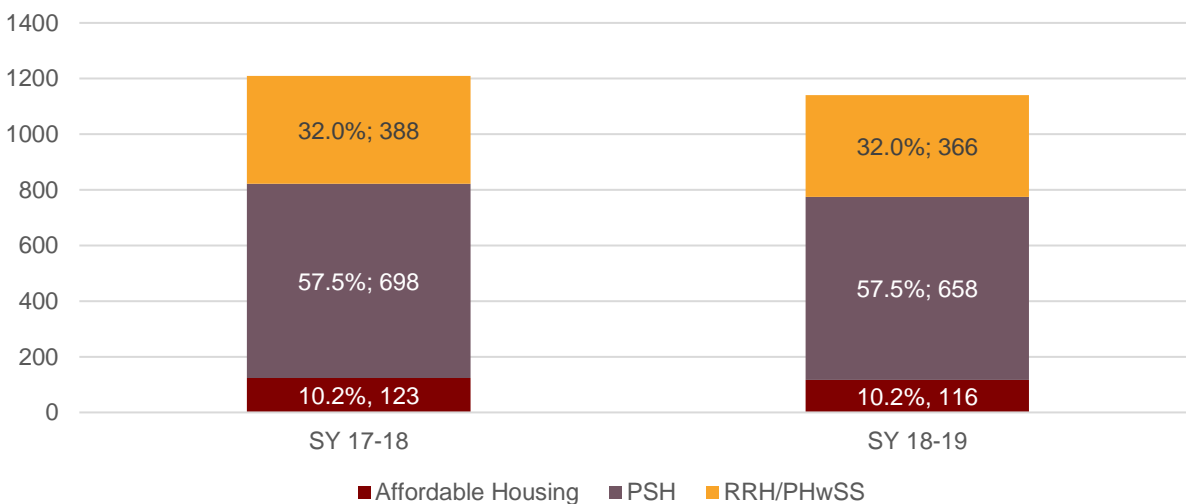
¹⁵ Evans, William N., et al. "The Impact of Homelessness Prevention Programs on Homelessness." *Science*, vol. 353, no. 6300, 12 Aug. 2016, pp. 694–699., doi:<http://dx.doi.org/10.1126/science.aag0833>.

¹⁶ Families may have been denied for any of the following reasons: considered self-sufficient (i.e. income levels too high), non-eligible crisis, no imminent risk of homelessness, need beyond resource, and/or income too low.

4. PROJECTING FAMILIES THAT WILL EXPERIENCE HOMELESSNESS

Urban Labs projects that approximately 1,200 families will access CoC services while experiencing literal homelessness in the coming year.¹⁷ As shown in *Figure 6*, we estimate that just over half (57.5%) will be eligible for permanent supportive housing, about a third for rapid rehousing (RRH) or permanent housing with short-term supports (PHwSS), and one in ten require access to affordable housing units.

Figure 6: Distribution of projected housing needs (based on VI Assessment scores) for families that are expected to access CoC services while experiencing literal homelessness



Source: HMIS data, specifically 1,338 Vulnerability Index (VI) Assessments collected between April 2017 and December 2017

¹⁷ Urban Labs urges extreme caution when interpreting these projections, which have several key methodological limitations. Urban Labs only analyzed four years of historical data to inform projections. In addition, the number of families experiencing homelessness will vary with a host of additional factors that are not modeled. A non-exhaustive list of factors that were not incorporated include changing poverty rates among families, housing prices (which themselves are a result of a complex market), demographic trends in family size and composition, availability of emergency financial assistance, and changes to safety net programs.

BACKGROUND AND INTRODUCTION

Families account for 37 percent of the total homeless population in the United States¹⁸ and 50 percent of the sheltered population.¹⁹ The U.S. Department of Housing and Urban Development (HUD) has set a goal to work with other federal agencies and state and local partners to end family homelessness. Progress is being made: in a national point-in-time count, the number of people in families with children experiencing homelessness declined by 24 percent from January 2010 to January 2017. However, approximately 185,000 people remain in families with children experiencing homelessness, according to the national 2017 point-in-time count. Roughly 59 percent of the individuals in these families were children under the age of 18.²⁰ This estimate does not include families experiencing homelessness while living doubled up with friends and family – a situation that reflects an increasing number of low-income families that lost housing and employment as part of the Great Recession.²¹ In response to these families' needs and HUD's call to action, there has been increasing attention at the local level on ending family homelessness.

In November 2015, the Chicago Coalition for the Homeless (“the Coalition”) launched the HomeWorks Campaign, a multi-year effort to create affordable housing for families experiencing homelessness and improve school services for students experiencing homelessness in Chicago. In partnership with the City of Chicago's Office of the Mayor, the HomeWorks Campaign and its founding members committed to conducting a foundational analysis that would quantify the scale of family homelessness in Chicago and provide a more nuanced understanding of the needs of families that are at risk of or experiencing homelessness in Chicago. This is a necessary step for identifying and dedicating sufficient resources to effectively serve these families.

The approach to this work has been modeled after the Ending Veteran Homelessness Initiative (EVHI), a city-wide collaborative effort launched in the spring of 2014 to house veterans experiencing homelessness in Chicago. At the start of the EVHI, the Corporation for Supportive Housing (“CSH”) partnered with All Chicago to develop a centralized list of all veterans experiencing homelessness. All Chicago manages a city-wide database that collects information on people experiencing homelessness and the services they receive (the Homeless Management Information System, or “HMIS”). All Chicago used HMIS data to update this list over time and analyze monthly inflow patterns of veterans who were either entering into homelessness for the first time or returning to homelessness. This analysis helped quantify the scope of need for services and monitor the city's progress in placing veterans in permanent housing over time. Providing all EVHI partners, including service providers and city agencies that were delivering services to veterans on the ground, with access to this information was instrumental in coordinating and aligning services across the sector to more effectively serve and house veterans.

¹⁸ “The Bassuk Center.” *The Bassuk Center*, www.bassukcenter.org/.

¹⁹ Bassuk, E L, et al. “Services Matter: How Housing & Services Can End Family Homelessness.” *The Bassuk Center*, www.bassukcenter.org/wp-content/uploads/2015/11/Services-Matter.pdf.

²⁰ The 2017 Annual Homeless Assessment Report (AHAR) to Congress (December 2017). Found at the following link: <https://www.hudexchange.info/resources/documents/2017-AHAR-Part-1.pdf>

²¹ Sermons, M. W., & Witte, P. (2011). *State of homelessness in America: A research report on homelessness*. Washington, DC: National Alliance to End Homelessness.

APPROACH TO FAMILY ANALYSIS

While Chicago's experience with the EVHI clearly demonstrates the value of using data to track progress and align services, family homelessness and veteran homelessness differ in several important ways. Most importantly, a minority of families experiencing homelessness actually access homeless services; as a result, understanding the true scale of family homelessness in Chicago requires taking a more expansive view than just referencing HMIS data alone. For this report, Urban Labs has linked two key datasets²² to provide a more comprehensive estimate of the number of families experiencing homelessness in Chicago:

1. The **Homeless Management Information System (HMIS)** data is housed at All Chicago and contains information on any families that:
 - Meet the Department of Housing and Urban Development's (HUD) definition of being homeless or "at-risk" of homelessness (see *Appendix 3: Methodology for classifying families' housing status* for more information on these legal definitions) and
 - Have accessed housing or other services from organizations in Chicago that are working to address homelessness and enter data into HMIS, most of which are part of Chicago's Continuum of Care (CoC) (i.e. service providers in Chicago's homeless services sector that collectively apply for funding from HUD).²³
2. **Chicago Public Schools (CPS)** data includes information on students who lack a fixed, regular, and adequate night-time place of residence (formally referred to as "Students in Temporary Living Situations" (STLS)). Importantly, these data include both students who are experiencing "literal" homelessness and those who are experiencing homelessness while living "doubled up" with friends or family. (For the purposes of this report, "literal" homelessness is used synonymously with HUD's definition of homeless, whereas families "experiencing homelessness while living doubled up" meet the Department of Education's definition. For more information on how these definitions are used in this report, please see *Appendix 3: Methodology for classifying families' housing status*.)

Combining these two datasets ensures that families experiencing homelessness while living doubled up are included in the estimate of the total number of families experiencing homelessness in Chicago. Families living doubled up are typically not tracked in HMIS data because they do not meet HUD's definition of homeless (and therefore do not qualify for housing supports funded by HUD).

²² For more details about each dataset and an overview of their key limitations, see *Appendix 1: Overview of data sources*. To learn more about how UL created one linked master dataset, see *Appendix 2: Creating a linked master dataset across the education and homeless sectors*.

²³ For the purposes of this report, any references to families "accessing CoC services" mean families that access resources from any organizations that enter data into HMIS, not all of which are actually a part of Chicago's CoC. As a result, the term "CoC" in this report effectively functions as a shorthand for the entire group of organizations that enter data into HMIS, even though some of these organizations are not a part of the formal CoC.

KEY RESEARCH QUESTIONS

This report is the first to study families experiencing homelessness across the homeless services and education sectors in Chicago. Urban Labs and CSH hope that this report will provide new actionable insights for policymakers, stakeholders, and service providers to help end family homelessness in Chicago. Urban Labs addresses the following research questions in this report:

1. How many families are currently experiencing homelessness in Chicago, including literal homelessness and homelessness while living doubled up with friends and family?
2. What pathways lead families to experience literal homelessness?
3. How many families do we anticipate will experience homelessness within the next year?
4. What are the projected housing needs of those families that will experience homelessness in the coming year?

It is important to note that our projection of the number of families that may experience homelessness in the next year has several limitations and should be interpreted with extreme caution. Urban Labs only analyzed the past four years of historical data to inform our projections. In addition, the number of families experiencing homelessness will vary with a host of additional factors that are not modeled as part of this analysis.²⁴ Finally, we do not formally incorporate estimates of how many at-risk families will experience literal homelessness in the next year.²⁵ In spite of the above limitations, our projections do provide a baseline from which stakeholders can begin planning efforts to serve families in the coming year, even if these efforts many need to adapt to unforeseen circumstances.

²⁴ A non-exhaustive list of factors that were not incorporated into our analysis and may impact the rate at which families become homeless includes changing poverty rates among families, housing prices (which themselves are a result of a complex market), demographic trends in family size and composition, availability of emergency financial assistance, and changes to safety net programs.

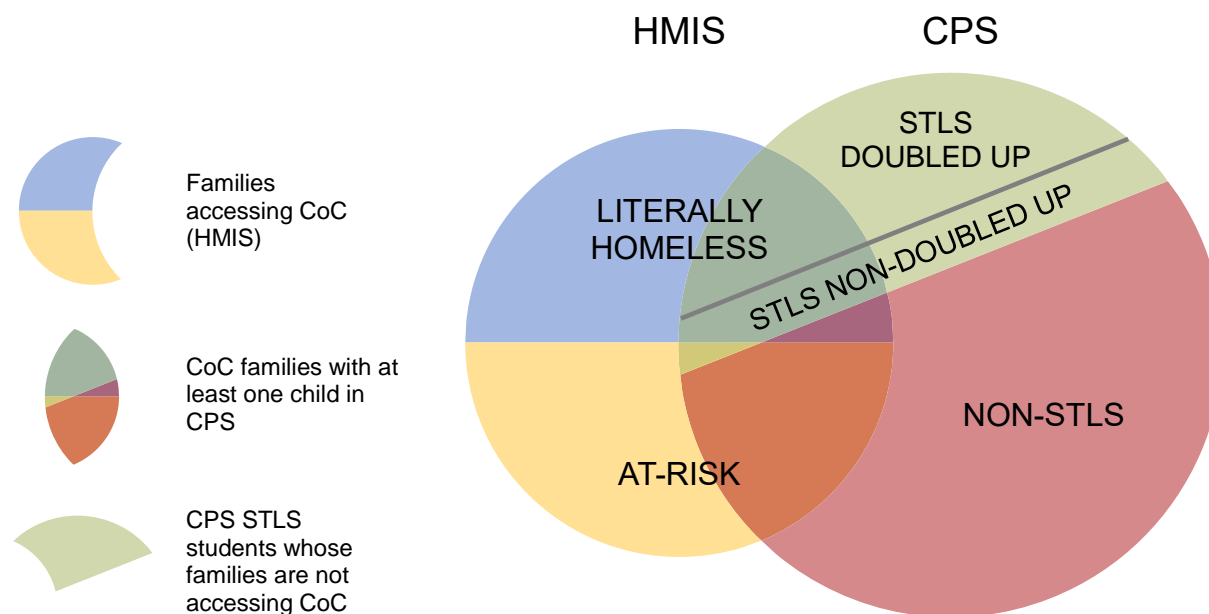
²⁵ We assume the rate at which at-risk families transition to experiencing literal homelessness will remain the same as it has in the last four years, which is reflected in our estimates.

FRAMEWORK FOR FOLLOWING FAMILIES ACROSS SECTORS

When quantifying the number of families experiencing or at-risk of homelessness across these two datasets, *Figure 1* illustrates that the number of unique families is comprised of families that:

- **Access CoC services only:** Families accessing services from the CoC (in HMIS data) and have no children enrolled in CPS (the blue and yellow section of the left side of the Venn diagram)
- **Access services from both sectors:** Families accessing services from the CoC that have at least one child enrolled in CPS (the overlapping part of the Venn diagram)
- **Have children enrolled in CPS' STLS program:** Families with children who CPS identifies as experiencing homelessness but are not accessing CoC services within a specified timeframe (represented by the non-overlapping green part of the Venn diagram on the right, which includes "STLS doubled up" and "STLS non-doubled up" families, the latter of which are considered literally homeless for the purpose of this report).

Figure 1: Framework for classifying families' housing statuses across sectors*



* Note: the Venn diagram is **not drawn to scale**. CPS serves approximately 8,000 – 9,000 unique families experiencing homelessness each year, while the CoC serves 1,000 – 1,500 unique families each year.

As *Figure 1* shows, accurately estimating the total number of families experiencing homelessness across sectors relies on de-duplicating families across the two datasets. In order to find families in both datasets (i.e. de-duplicate families), Urban Labs conducted exact and “fuzzy” matching using identifiable information on children in both datasets (see *Appendix 2: Creating a linked master dataset across the education and homeless sectors* for more details). While the matching methodology reflects current industry best practices, we cannot know with certainty whether we over- or under-identified children who actually accessed services in both sectors. Despite the fact that we account for common misspellings, nicknames, and other slight variations across datasets, it is possible that we failed to match some families. We cannot verify if our match rate is accurate because HMIS does not currently track whether children are

enrolled in CPS, and conversely, CPS does not verify if students who are identified as living in “temporary living situations” (STLS) are accessing services from the CoC.

As shown in *Figure 1*, there may also be discrepancies in how a family’s housing status is independently classified by the CoC and CPS within a specific timeframe. (The overlapping part of the Venn diagram in *Figure 1* illustrates the potential combinations of housing statuses between the two datasets.) For the purpose of conducting counts in this report, Urban Labs classified a family’s housing status using HMIS data if a family had conflicting housing classifications across sectors. (For example, a family that CPS categorized as experiencing homelessness while doubled up but the CoC classified as “literally homeless” over the same time period would be counted as literally homeless.) The decision to reference the CoC’s classification of families’ housing status was primarily due to the fact that CPS only tracks the housing status of its STLS students in administrative data once a year. By contrast, HMIS updates information each time a family accesses services in the CoC, which allows for a more granular and up-to-date analysis of a family’s status at a particular point in time.

METHODOLOGICAL OVERVIEW

For many families, experiencing homelessness is not a fixed state. Families cycle in and out of various types of unstable housing arrangements over the course of weeks, months, or even years. They may fall behind on rent one month and apply for prevention funds to remain in current housing until the next; live precariously doubled up with families and friends for a few weeks or months at a time after being forced to leave their own housing for economic reasons; and access emergency shelters and transitional housing intermittently if absolutely necessary. In light of the complex trajectories that families follow as they experience different types of homelessness, this report seeks to understand the scale of families currently experiencing homelessness (as of August 2017), but also follows families over time to understand historical patterns of service use.

DEFINITION OF A “FAMILY”

For the purposes of this report, we define “families” in HMIS as a group of individuals that access services together with a self-identified head of household and at least one child under 18, or at least one “child” aged 18 to 21 who either (a) has a disability, or (b) is still enrolled in CPS. Unaccompanied youth who accessed services from the CoC independently of their parents or guardians or were identified as unaccompanied in CPS data were not counted as families.

CPS administrative data has limited information on parents and guardians, which presents challenges for identifying family units among CPS students for the purposes of this report. Urban Labs estimated the number of families experiencing homelessness within CPS by looking at the families of CPS students that also accessed CoC services, since HMIS does identify groups of people who access services together. (For the purposes of this report, we consider the people who access HMIS services together to be “families,” even though members may not actually be biologically or legally related). Among families that were found in both datasets, we calculated the average number of CPS-enrolled children in families that accessed services from the CoC. We then applied that ratio to the total number of CPS students experiencing homelessness in CPS administrative data to estimate the total number of families. (For more information on this approach, please see *Appendix 4: Methodology for identifying and following families over time*.)

CLASSIFYING A FAMILY’S HOUSING STATUS

Families were considered “literally” homeless if they:

- Accessed a service in the CoC for which HUD considers recipients to be “homeless,” or
- Were identified in CPS data as living in a dwelling type that would meet HUD’s definition of homeless (in effect, any status other than living doubled up).

Families were categorized as experiencing homelessness while doubled up if the dwelling type of the STLS-enrolled student was listed as “doubled up.”

FOLLOWING FAMILIES OVER TIME

In order to follow families’ service use across the homeless services and public education sectors over time, Urban Labs reshaped the HMIS and CPS datasets. We first identified unique families within each dataset and transformed the data to follow these families longitudinally. Urban Labs then linked and deduplicated families across datasets to follow their service use

history across both sectors. For more information on this process, please see *Appendix 4: Methodology for identifying and following families over time*.

LIMITATIONS OF THIS ANALYSIS

There are several limitations to relying on these two primary data sources (HMIS and CPS) when estimating the number of families experiencing homelessness in Chicago:

- The analysis most likely undercounts unsheltered families living on the street, in places not meant for human habitation, or other similar situations because they will only be captured in HMIS data if they accessed a service provided by the CoC.²⁶ However, some of these families will be captured in CPS data, which does track students who live in these arrangements.
- This report most likely undercounts families experiencing homelessness while living doubled up. Doubled up families that either have children who are younger than school age or have school-aged students who are not enrolled in CPS will likely not be captured in these two data sources.
- Historically, only organizations that receive funding from HUD have been required to input client data into the HMIS. Almost all organizations serving clients experiencing homelessness in Chicago now enter data into HMIS, but there are still a few that do not participate. This limitation may also result in an undercount of families experiencing homelessness.
- In order to follow families' trajectories over time, Urban Labs linked any individuals who had ever accessed services together as a family in HMIS, even if the composition of the family members changed over time (e.g. different groups of family members accessed services at different points in time). It is possible that families members may have become estranged over time (e.g. guardians separated or divorced and took custody of different children), but they are still identified as one family in our analysis. This methodology may also result in an undercount of total families.
- There are likely a large number of families that are at-risk of homelessness and are not yet accessing CoC services or may not yet have children identified as STLS because they have not yet lost their housing (e.g. families that are facing imminent eviction). If families are not engaging with and/or receiving supports from either sector, they will not be identified in this report.

UL recommends interpreting this report's estimates of the total number of families currently experiencing homelessness as a foundation for understanding the scope of need of families in Chicago to help guide resource planning, rather than as a literal "One List" of families.

²⁶ These families may be partially accounted for in CPS data, which does track students whose families are living in these dwelling types.

SECTION 1: THE NUMBER OF FAMILIES CURRENTLY EXPERIENCING HOMELESSNESS IN CHICAGO

OVERVIEW

In order to make meaningful progress toward ending family homelessness in Chicago, it is important to have a baseline estimate of the scale of need for services. Understanding how many families are currently experiencing homelessness is a useful starting point for identifying and coordinating sufficient resources to help families find sustainable permanent housing.

In the first section of this report, UL uses administrative data from the homeless services and education sectors to estimate the total number of families currently experiencing homelessness in Chicago as of August 2017. This section of the report also describes the characteristics of these families and the unique challenges they face. This overview is intended to help inform efforts to provide tailored supports to meet these families' needs and address the root causes of their housing instability. We include information on:

- Family size and composition;
- Family demographics (age, gender, ethnicity, and race);
- Children's school enrollment; and
- Service needs as suggested by income levels, rates of adult and child disabilities, and involvement in the child welfare and foster care systems.

We conducted all analyses, where data were available, for three types of families:

- Families experiencing literal homelessness;
- Families experiencing homelessness while living doubled up; and
- Families that accessed CoC services while classified by HUD as "at-risk" of homelessness (Category 2).

If descriptive analyses identified notable differences in the characteristics of families based on their housing status, we highlighted these differences in our narrative and visualizations. For more information on how families' housing status were categorized for the purposes of this report, please see *Appendix 3: Methodology for classifying families' housing status*.

OVERVIEW OF METHODOLOGY FOR SECTION 1

UL used different methodologies with each data source (HMIS and CPS) to estimate the number of families experiencing homelessness in August 2017. August 2017 was the most recent month for which data were available at the time of conducting analysis for this report.

- Using HMIS data, UL identified any family that had accessed a service or been active in a placement that HUD classifies as experiencing literal homelessness in the 90 days²⁷ prior to August 21, 2017. For more information on which types of services or placements qualify a family as experiencing literal homelessness, please see *Appendix 3: Methodology for classifying families' housing status*.

²⁷ Per guidelines set by HUD, families that accessed services from the CoC but were inactive for more than 90 days prior to August 21, 2017 were not counted as homeless. U.S. Department of Housing and Urban Development (June 2017). *HMIS Standard Reporting Terminology*, p. 26. Found at the following link: <https://www.hudexchange.info/resources/documents/HMIS-Standard-Reporting-Terminology-Glossary.pdf>

- Because CPS' STLS data is updated once a year for each student, UL used students' housing status from the most recent school year (school year [SY] 2016-17), which concluded in June 2017, and assumed that the family's housing status remained the same through the school year and summer.

To determine a unique count of families experiencing homelessness, UL only counted families that appeared in both datasets once. If a family was found in both datasets, UL used HMIS data rather than CPS data to classify families' housing status because it is more up-to-date.

LIMITATIONS OF METHODOLOGY FOR SECTION 1

There are many important limitations to acknowledge about the methodology used for estimating the number of families currently experiencing homelessness in Chicago.

- It is possible, if not likely, that many CPS families' housing statuses changed throughout the school year or summer, and were no longer the same as of August 2017.
- HMIS data only captures families experiencing homelessness that access services from the CoC; if families are living on the street, in places not meant for human habitation, or in their car, etc. and not accessing services, they will not be captured in this estimate. CPS does track these types of living situations, so we assume that some of these families are captured in CPS data.
- These two data sources do not comprehensively capture all families experiencing homelessness in Chicago. For example, families living doubled up that have children who are not yet school aged or are not enrolled in CPS will not be captured in this estimate.

Please note that CPS does not collect data on parent and guardian demographics, background characteristics, or service use. As a result, when we present descriptive characteristics on the adults in families experiencing homelessness throughout this section, we are only referring to families accessing services from the CoC. Throughout the section, we explicitly state the number of families for which data on a specific characteristic was available.

For the purposes of this report, we estimated the number of families in CPS using the average number of CPS-enrolled students in families accessing services from the CoC (for which family size is available). We applied that ratio to the remaining number of students in CPS data to convert the number of students to an estimate of the number of families. (Please see *Appendix 4: Methodology for identifying and following families over time* for more information on how UL estimated the number of families experiencing homelessness in CPS data.)

ESTIMATE OF THE NUMBER OF FAMILIES CURRENTLY EXPERIENCING HOMELESSNESS

In August of 2017, **approximately 10,000 families were experiencing homelessness in Chicago**. Approximately 2,000 of these families (1,968) were experiencing literal homelessness. Only 716 of these families had accessed services from the CoC in the previous

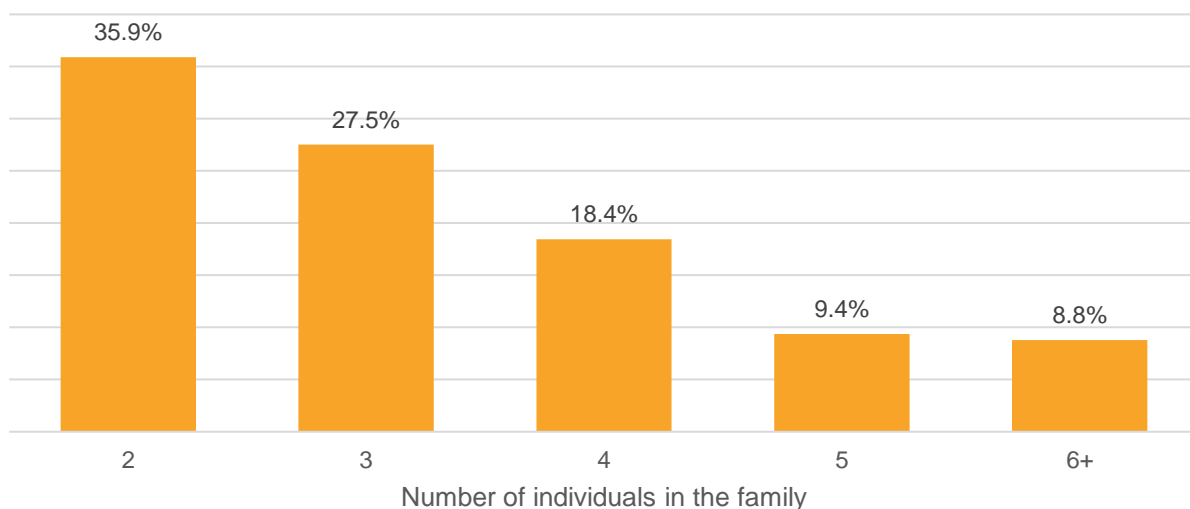
three months.²⁸ Nearly 8,000 additional families (7,828) were experiencing homelessness while living doubled up with friends or family during SY 2016-17.²⁹

FAMILY SIZE AND COMPOSITION

The average size of families accessing services from the CoC while experiencing literal homelessness was 3.3 members³⁰ – just below the citywide Chicago average of 3.4 from the 2010 Census.³¹ As shown in *Figure 2*, approximately four out of five families (81.8%, 586/716) have 4 or fewer members and, in fact, a little over a third of families (35.9%, 257/716) have just one adult and one child.

Figure 2: Distribution of size of families accessing CoC services while experiencing literal homelessness

(716 families accessing CoC services while experiencing literal homelessness as of 8/21/2017*)



Source: HMIS data. * Note: throughout Section 1, references to families accessing services as of 8/21/2017 actually refers to families that accessed services from the CoC in the 90 days leading up to 8/21/2017, per HUD's methodology.³²

²⁸The 2017 Point in Time count conducted in the City of Chicago found 570 families living in shelters with children on a single night in January (January 26, 2017). The estimate that 716 families were experiencing homelessness as of August 21, 2017 is slightly larger than this number because it counts families that had accessed shelter or other short-term housing supports from the CoC on any night in the 90 days prior to August 21st, consistent with HUD's methodology for identifying individuals or families currently experiencing homelessness. An overview of the methodology for the 2017 Point in Time count can be found at the following link:

https://www.cityofchicago.org/content/dam/city/depts/fss/supp_info/Homeless/2017PITSummaryReportFinal.pdf

²⁹ For more detail on how UL arrived at these estimates across the homeless services and education sectors, please see *Appendix 5: Count for families not accessing CoC services*

³⁰ All information about family size and composition is limited to families accessing services from the CoC.

³¹ 2010 Census Analysis. (2013, November 21). Retrieved from

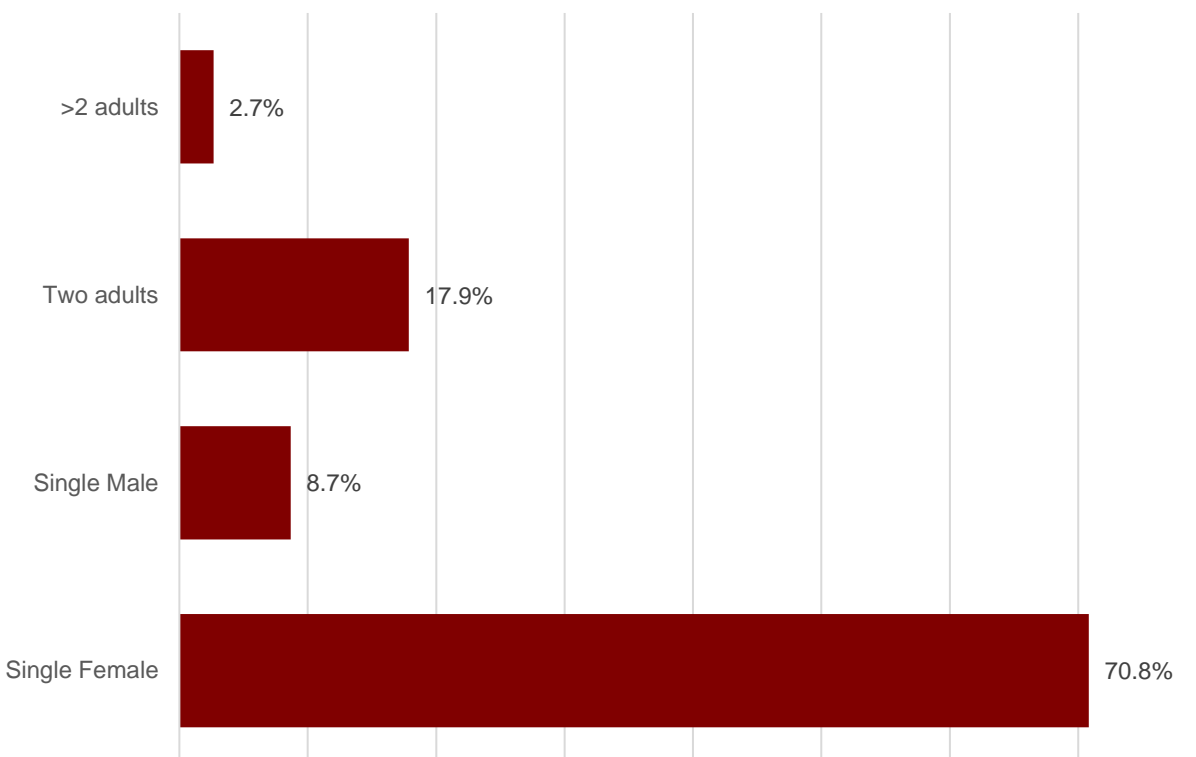
<http://www.cmap.illinois.gov/data/demographics/census/2010-census-analysis>

³² Per guidelines set by HUD, families that accessed services from the CoC but were inactive for more than 90 days prior to August 21, 2017 were not counted as homeless. U.S. Department of Housing and Urban Development (June 2017). *HMIS Standard Reporting Terminology*, p. 26. Found at the following

Just over two-thirds of families accessing CoC services while experiencing homelessness (70.8%, 507/716) are single-adult households headed by a female, as shown in *Figure 3*.

Figure 3: Number and gender of adults in families accessing CoC services while experiencing literal homelessness

(716 families accessing CoC services while experiencing literal homelessness as of 8/21/2017)



Source: HMIS data

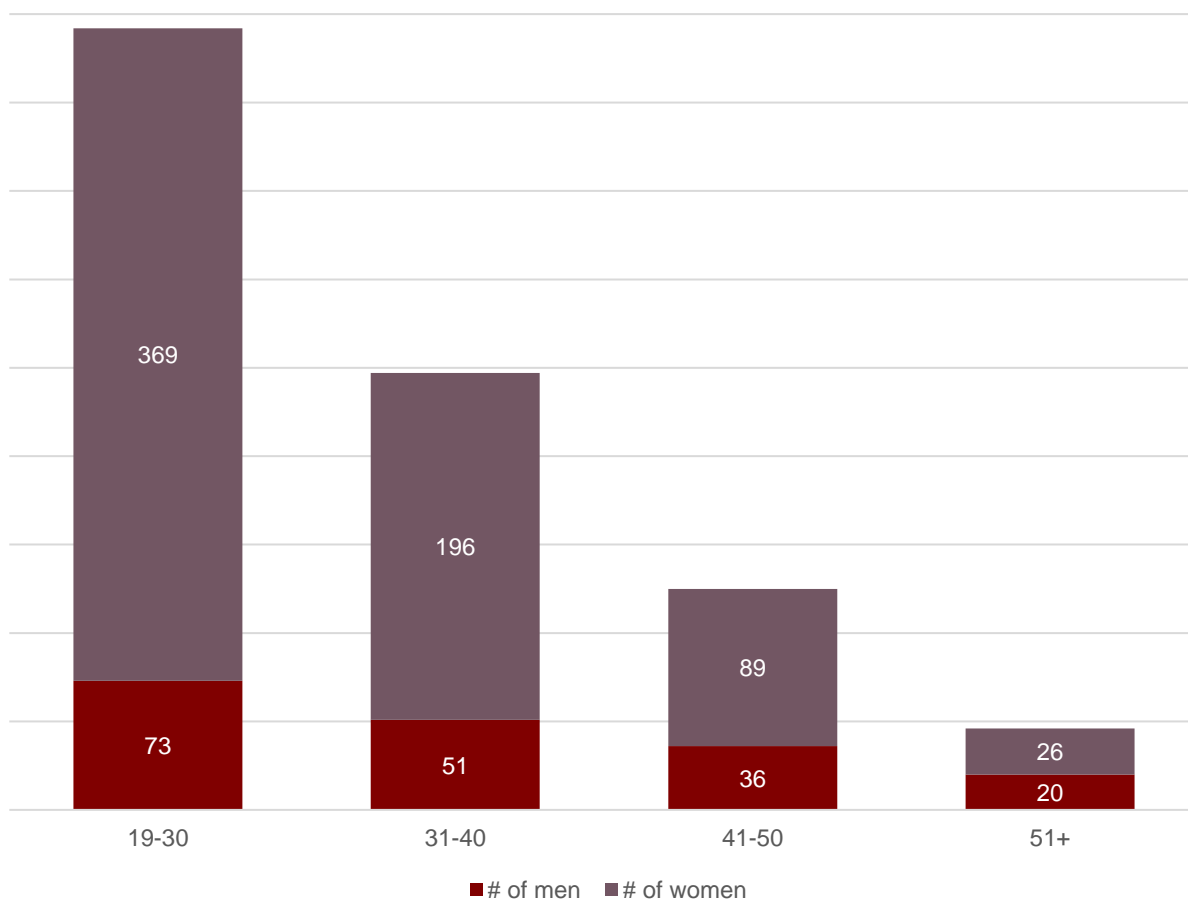
FAMILY DEMOGRAPHICS

Age and gender of adults

The average age of adults in families accessing CoC services while experiencing literal homelessness was 32.2 in August 2017 (887 adults in 716 families). As shown in *Figure 4*, half of all adults in families accessing CoC services while experiencing literal homelessness are between the ages of 19 and 30.³³ Only 1.4% of “adults” in literally homeless families accessing CoC services (12/872) are between the ages of 13 and 17, representing 11 families with a self-reported head of household under 18 years old (1.5%, 11/716).

Figure 4: Adult age and gender families accessing CoC services while experiencing literal homelessness

(872 out of 887 adults in 716 families accessing CoC services while experiencing literal homelessness as of 8/21/2017)*



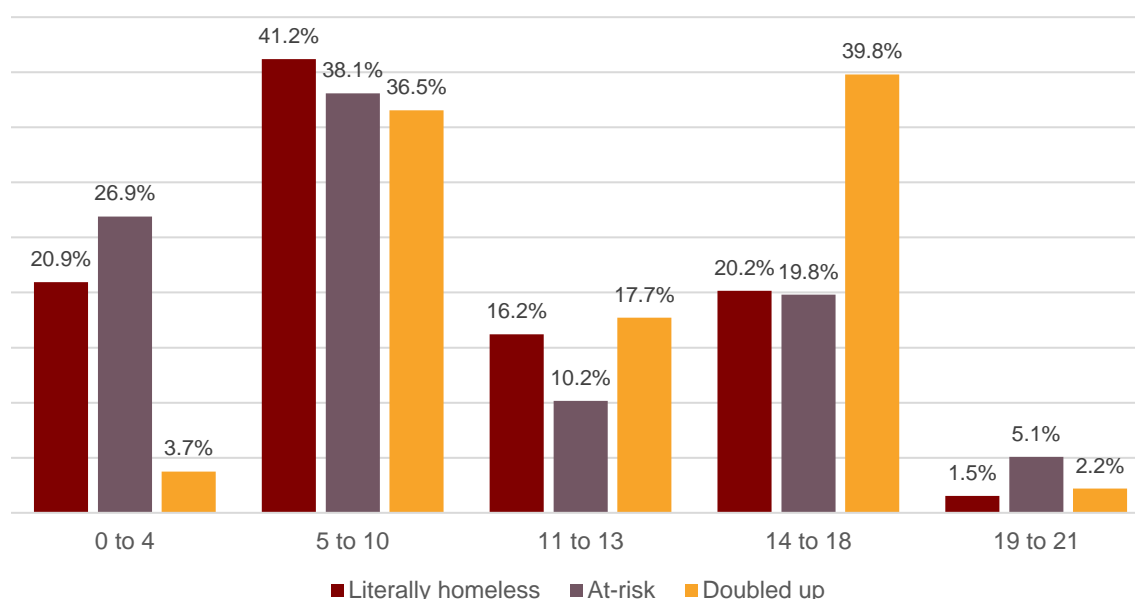
Source: HMIS data. *Fifteen adults without a reported gender were excluded from analysis. Twelve heads of household were 13-17 years old, but were not broken out by gender due to small cell size.

³³ Age of adults analyses exclude families found only in CPS data (and not in HMIS data) because CPS data does not include demographic information on parents and guardians.

Age of children in families experiencing or at-risk of homelessness

The majority of children in families experiencing literal homelessness in August 2017 were under the age of 10 (62.1%, 2,229/3,588), as shown in *Figure 5*. The comparatively low percentage of children living doubled up under the age of 4 reflects one of the key limitations of the two datasets discussed earlier: doubled up families are not captured in HMIS data and CPS data likely does not include most children living doubled up who are not school-aged.

Figure 5: Distribution of child age in families experiencing or at-risk of homelessness*



Source: HMIS and CPS data. *3,588 children in families accessing CoC services while experiencing literal homelessness as of August 21, 2017 in HMIS or categorized as literally homeless in CPS data in SY 2016-17; 197 children in families "at-risk" of homelessness as of August 21, 2017 in HMIS data; and 13,307 students identified by CPS as doubled-up in SY 2016-17

Race/ethnicity of family members

As shown in *Figure 6*, the members of families experiencing or at-risk of homelessness are disproportionately African American. Roughly 31 percent of residents citywide are African American,³⁴ yet they comprise 77.4 percent of individuals in families experiencing literal homelessness (3,497/4,515), 85.6 percent of families experiencing homelessness while living doubled up (11,394/13,307),³⁵ and 75.9 percent of those at-risk of homelessness (253/333) as of August 2017. This demographic breakout for families experiencing literal homelessness

³⁴ American Community Survey Demographic and Housing Estimates 2016.

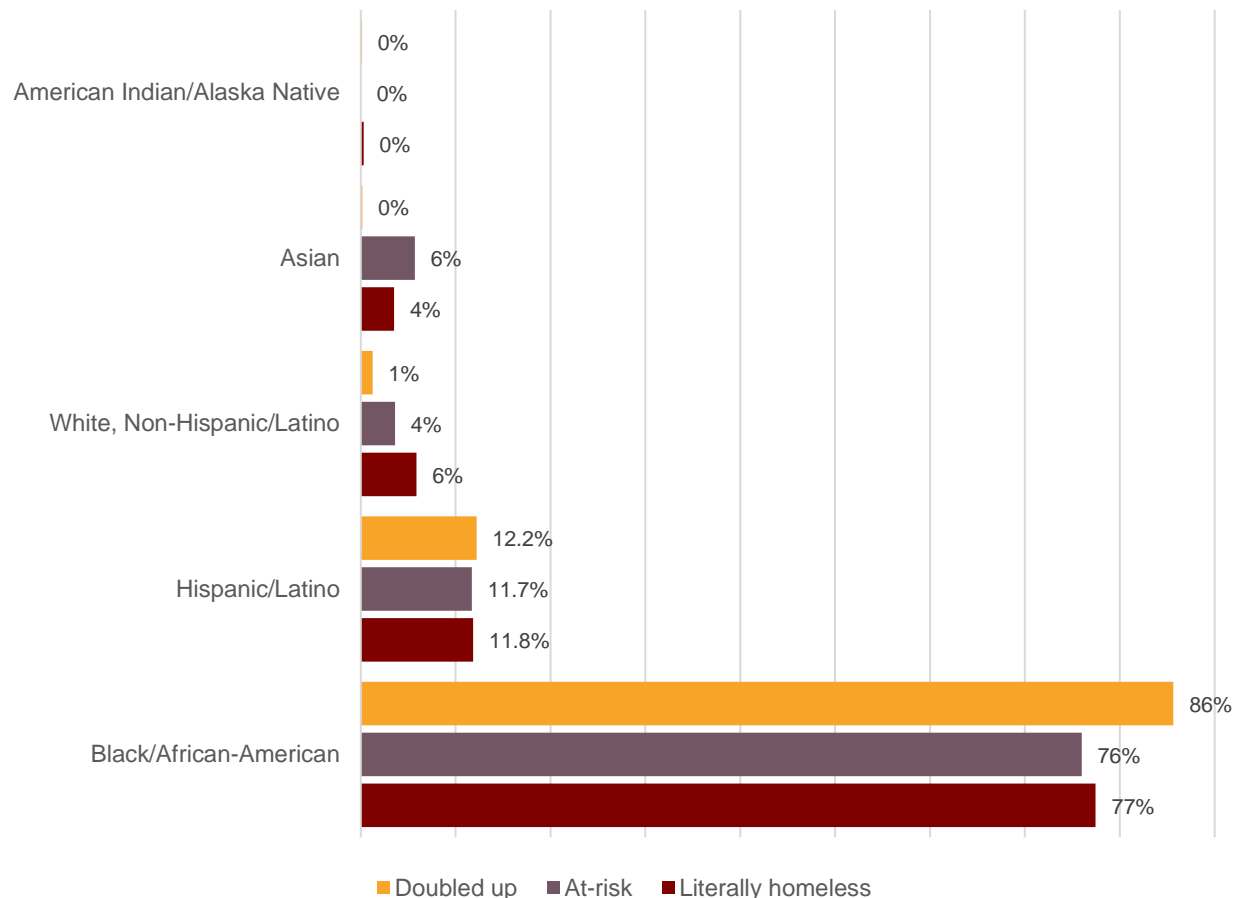
<https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>

³⁵ Note that in the case of families experiencing homelessness while living doubled up, only children are included in this count due to the fact that CPS does not collect demographic data on parents and guardians.

aligns with the City of Chicago's 2017 Point in Time (PIT) Count, which found that between 76 percent and 81 percent of the city's literally homeless population was African American.³⁶

Twelve percent of family members experiencing or at-risk of homelessness in August 2017 were Hispanic/Latino regardless of housing status (2197/18,155), compared to just under 30 percent (29.1%) of Chicago residents overall.³⁷ Although on the higher end, this aligns with the 2017 PIT Count estimate that 6-12% of individuals experiencing homelessness were Hispanic/Latino.³⁸

Figure 6: Race/ethnicity of family members experiencing literal homelessness, experiencing homelessness while living doubled up, or at-risk of homelessness*



Source: HMIS and CPS data. *4,494 individuals in families accessing CoC services while experiencing literal homelessness as of August 21, 2017 in HMIS data or students categorized as literally homeless in CPS data in SY 2016-17; 325 individuals in families

³⁶ Vorhees Center for Neighborhood & Community Improvement, University of Illinois at Chicago. "City of Chicago 2017 Homeless Point-in-Time Count & Survey Report."

www.cityofchicago.org/content/dam/city/depts/fss/supp_info/Homeless/2017PITSummaryReportFinal.pdf.

³⁷ American Community Survey Demographic and Housing Estimates 2016.

<https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>

³⁸ Vorhees Center for Neighborhood & Community Improvement, University of Illinois at Chicago. "City of Chicago 2017 Homeless Point-in-Time Count & Survey Report."

www.cityofchicago.org/content/dam/city/depts/fss/supp_info/Homeless/2017PITSummaryReportFinal.pdf.

"at-risk" of homelessness as of August 21, 2017; 13,302 students doubled-up in SY 2016-17 (individuals with no race/ethnicity reported were excluded from this analysis)

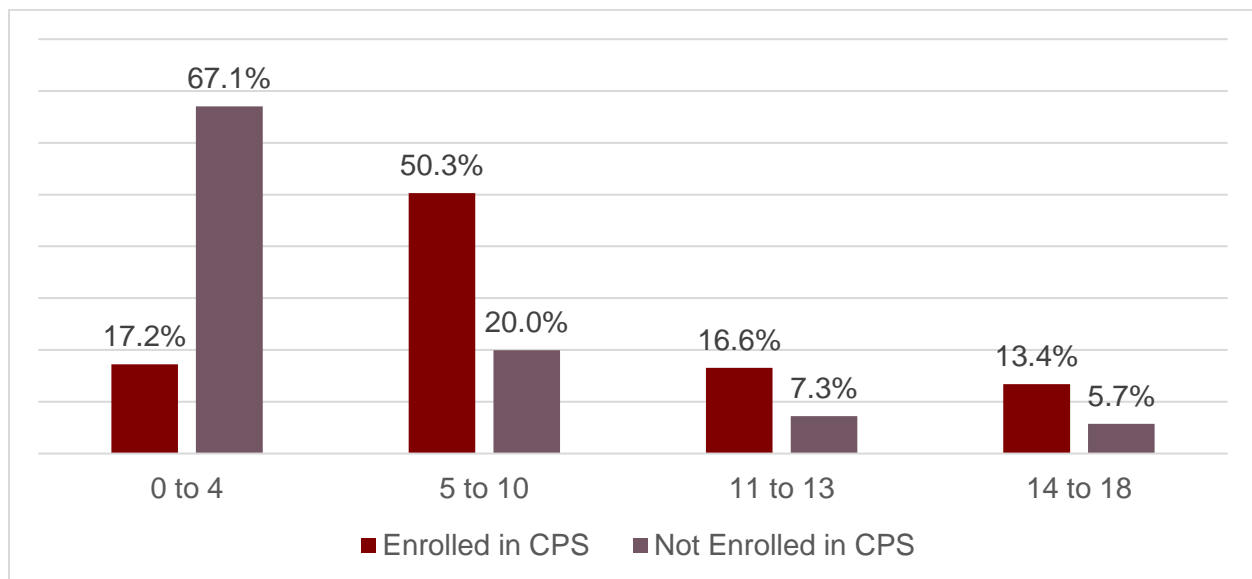
SCHOOL ENROLLMENT OF CHILDREN IN FAMILIES ACCESSING CoC SERVICES

The majority of families that access services from the CoC while experiencing homelessness have children enrolled in CPS (55.9%, 400/716), which presents an opportunity for coordinating and enhancing service provision for families, and particularly children, across sectors.

As shown in *Figure 7*, two out of three children who are not enrolled in CPS (67.1%, 527/796) are four years old or younger.

Figure 7: School enrollment of children in families accessing CoC services while experiencing literal homelessness

(1,442 children in 716 families accessing CoC services while experiencing literal homelessness as of 8/21/2017: 646 enrolled in CPS in SY 2016-17, 796 not enrolled in CPS in SY 2016-17)



Source: HMIS and CPS data. Students identified as "enrolled in CPS" were enrolled at some point in SY 2016-18. The visualization excludes "children" between the ages of 18 and 21 who are enrolled in CPS due to small cell size.

SERVICE NEEDS

Income levels

Low-income families, particularly those at or below the poverty level, often cannot pay for basic necessities, the most expensive of which is commonly housing. Below we analyze the incomes of families accessing services from the CoC in the 90 days prior to August 21, 2017. We then compare these income levels to those needed to afford median gross rent or a 2-bedroom rental at fair-market rate in Chicago.

As shown in *Figure 8* below, almost three in four families accessing CoC services self-report having income (70.6% 576/816),³⁹ whether it is earned, from government benefits, and/or from other sources. The average monthly income level among families who do report income is \$1,109 for families experiencing literal homelessness and \$1,269 for families at-risk of homelessness, significantly lower than the average monthly income for families in Chicago (\$4,203).⁴⁰ Approximately nine in ten families accessing CoC services in August 2017 (89.5%, 730/816) are below the federal poverty level (FPL).

³⁹ Income analyses exclude families identified as homeless by CPS. CPS data does not include information on families' incomes.

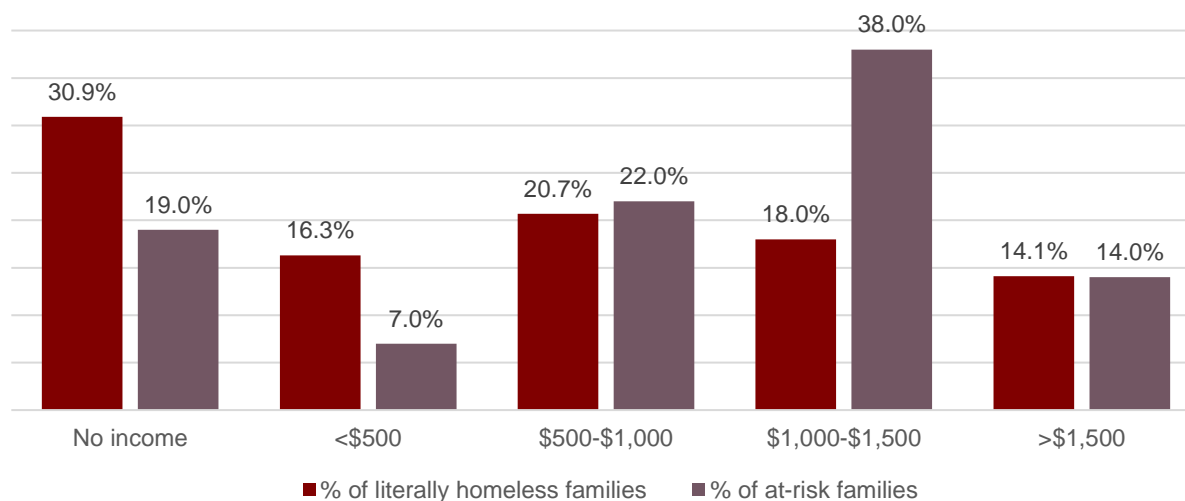
⁴⁰ U.S. Census Bureau QuickFacts: Chicago city, Illinois. (2016, July 1). Retrieved from <https://www.census.gov/quickfacts/fact/table/chicagocityillinois/PST045216>

Income distribution

As shown in *Figure 8* below, almost half of families experiencing literal homelessness (47.2%, 338/716) self-report having no income or a monthly income less than \$500. Two-thirds of families experiencing literal homelessness (67.9%, 486/716) reported having no income or monthly income less than \$1,000. One in five families accessing CoC services while categorized as “at-risk” of homelessness (per HUD’s definition, Category 2) reported having no income.⁴¹

Figure 8: Self-reported monthly income for families accessing CoC services while experiencing literal homeless or “at-risk” of homelessness

(716 families accessing CoC services while experiencing literal homelessness and 100 families accessing CoC services while “at-risk” of homelessness per HUD’s definition [Category 2] as of 8/21/2017)



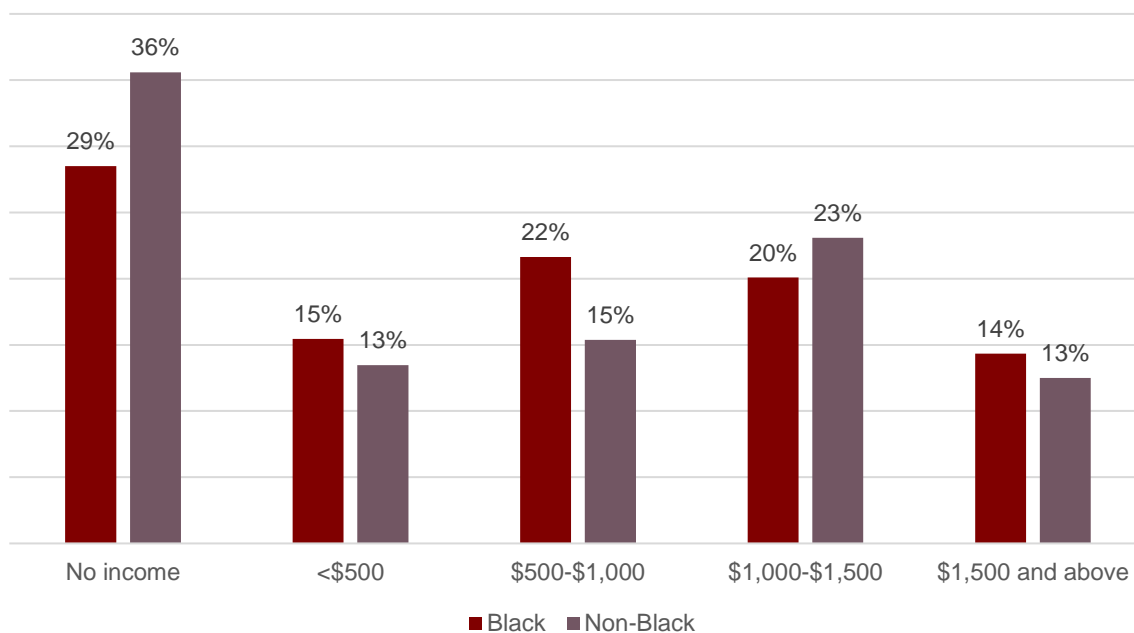
Source: HMIS data

⁴¹ It is important to note that these families (100 in total) accessed services from the CoC and met HUD’s formal definition of “at-risk” within the 90 days prior to August 21, 2017. Many more families are likely at-risk of homelessness citywide but are not yet accessing services from the CoC.

When disaggregating self-reported income by race, *Figure 9* shows that a lower percentage of Black families (29%, 203/712) report having no income at the time of accessing CoC services while at-risk of or experiencing homelessness than non-Black families (36%, 37/104).

Figure 9: Self-reported monthly income for Black vs Non-Black families accessing CoC services while experiencing literal homelessness or “at-risk” of homelessness

(712 Black families and 104 non-Black families accessing CoC services while experiencing literal homelessness or "at-risk" of homelessness per HUD's definition [Category 2] as of 8/21/2017)



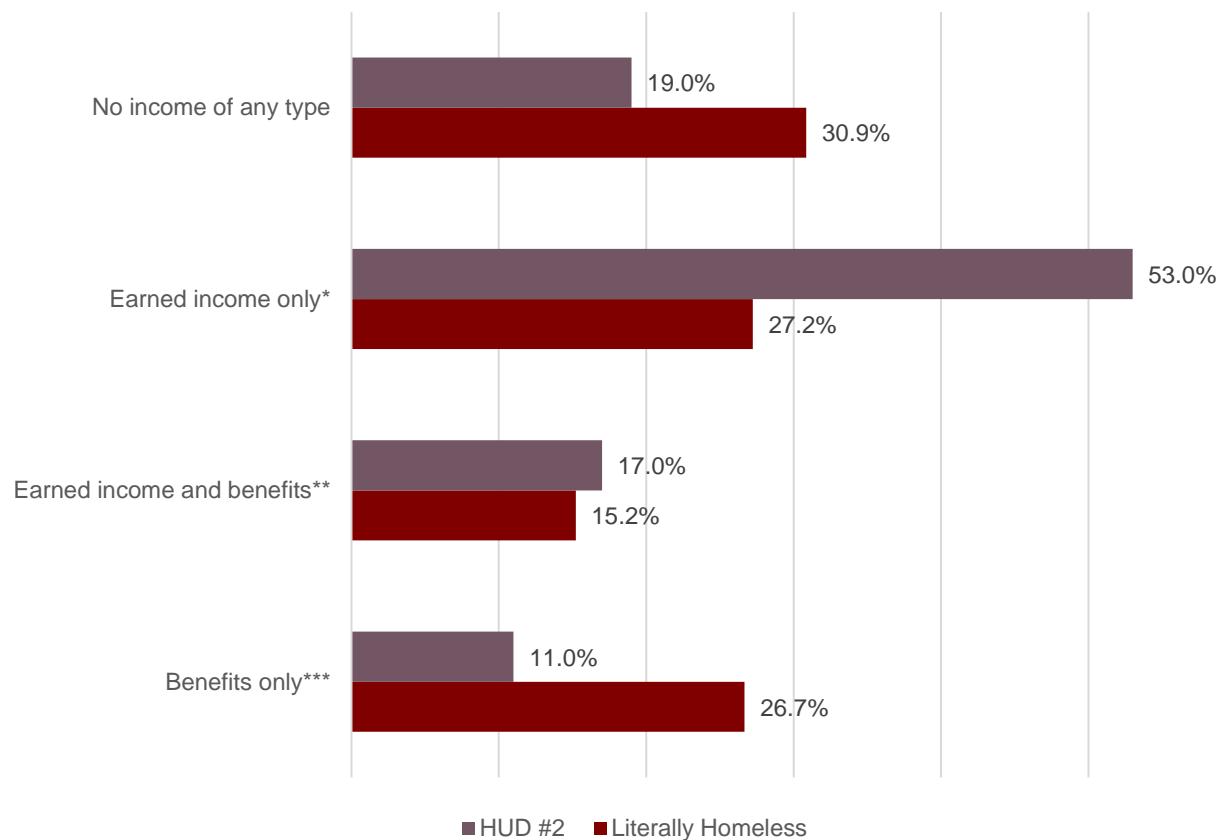
Source: HMIS data

Sources of income

Of families accessing CoC services in August 2017, approximately seven out of ten families experiencing literal homelessness (69.1%, 495/716) and eight out of ten families at-risk of homelessness (81.0%, 81/100) self-reported that they had monthly income and/or received benefits. As shown in *Figure 10*, a higher percentage of families experiencing literal homelessness (26.7%, 132/495) than of families at-risk of homelessness (11.0%, 11/81) report receiving income from benefits. Conversely, a little over half of families at-risk of homelessness (53.0%, 43/81) self-report only having earned income, versus a quarter of families experiencing literal homelessness (27.2%, 135/495).

Figure 10: Self-reported income sources among families accessing CoC services

(716 families accessing CoC services while experiencing literal homelessness and 100 families accessing CoC services while "at-risk" of homelessness, per HUD's definition [Category 2] as of 8/21/2017)



Source: HMIS data

*Earned income includes self-employment wages and employment wages.

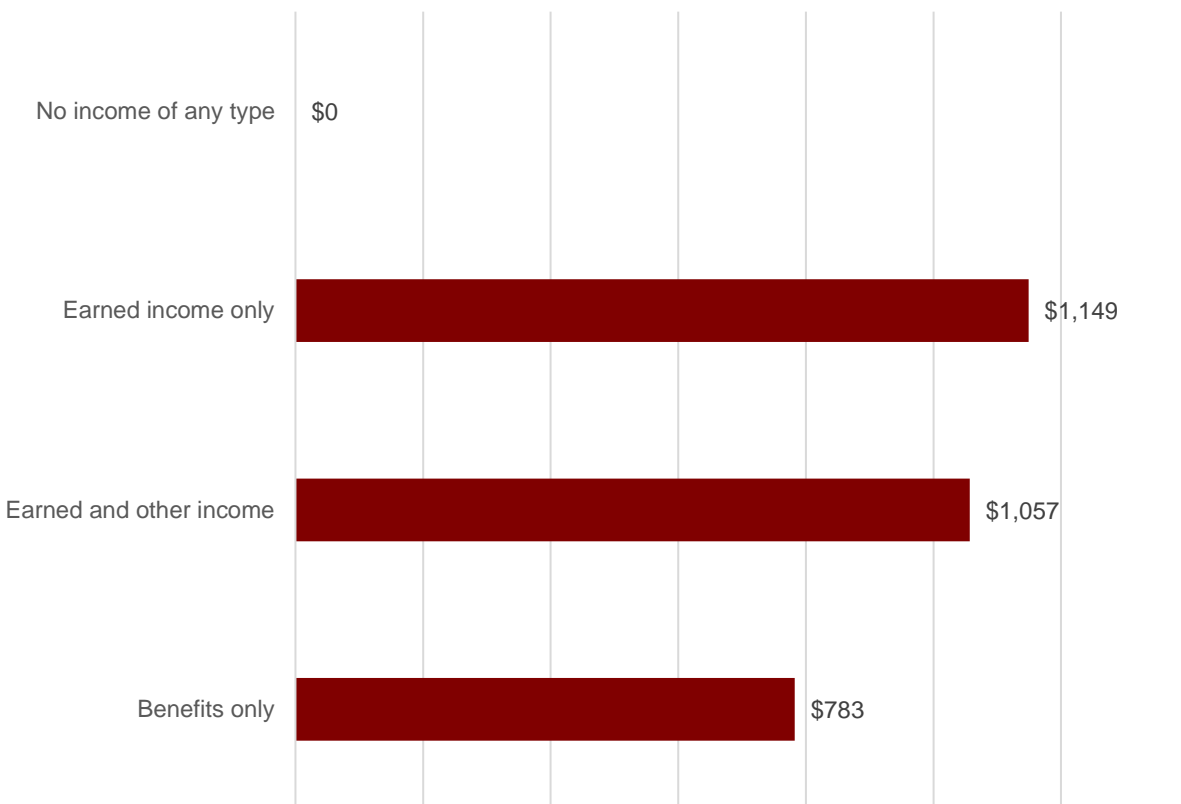
**Earned and other income and benefits includes earned income (self-employment wages and employment wages), other income (alimony, annuities, child support, contributions from others, pensions, retirement funds, worker's compensation, etc.), benefit income (TANF, SSDI, SSI, and SNAP), and other government income (Kid Care Insurance, State Disability).

***Benefits include benefit income (TANF, SSDI, SSI, and SNAP) and other government income (Kid Care Insurance, State Disability).

Figure 11 shows that families that self-report only earned income on average have a higher monthly income (\$1,149) than families that self-report only receiving income from benefits (\$783). Families that self-report receiving income from benefits on average receive approximately \$350 a month less than families that only self-report earned income.

Figure 11: Self-reported total income among families accessing CoC services by source of family income

(716 families accessing CoC services while experiencing homelessness and 100 families accessing CoC services while at-risk of homelessness per HUD's definition [Category 2] as of 8/21/2017)



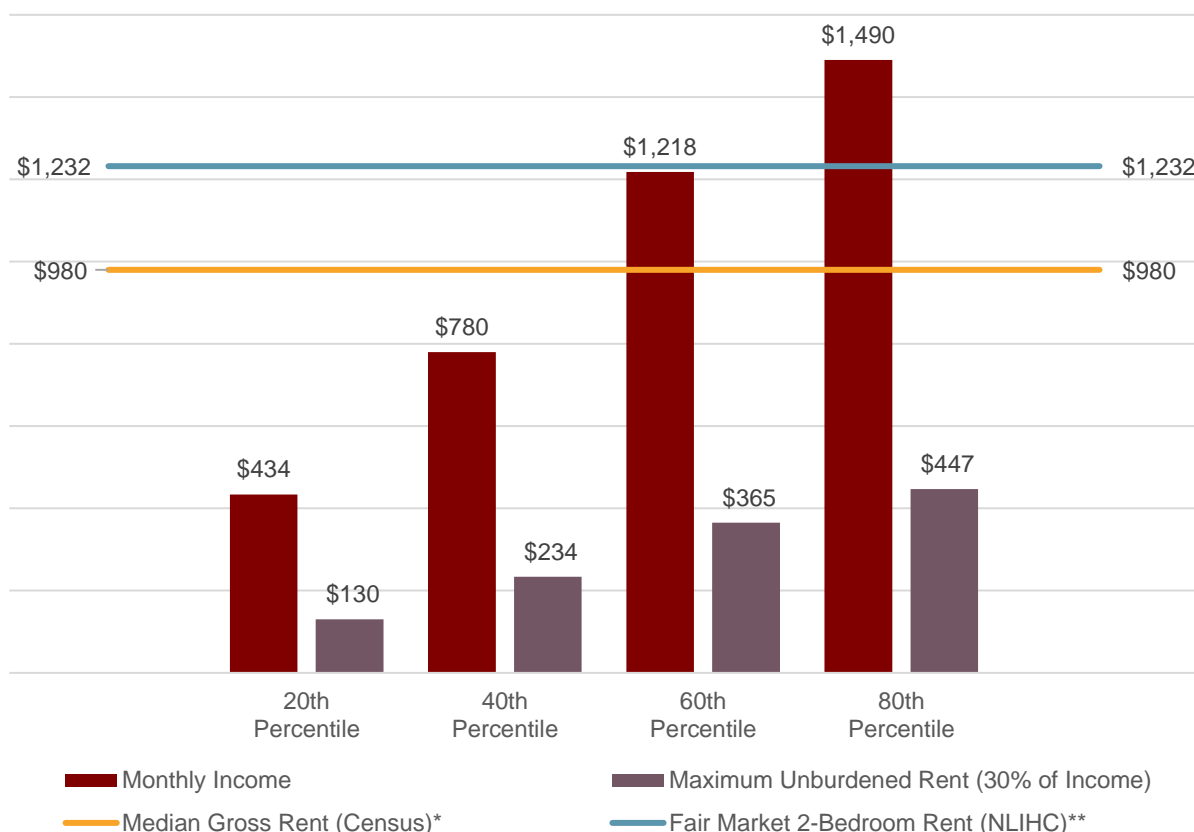
Source: HMIS data

Rent burden

At the monthly levels of income self-reported by families accessing CoC services in August 2017, all families would be severely rent burdened by the median gross rent⁴² and fair market two-bedroom rent⁴³ in Chicago.⁴⁴ As shown in *Figure 12*, a fair-market two-bedroom rent would be approximately three times the maximum unburdened rent of the 80th percentile of monthly income among families accessing CoC services. For the 60th percentile, a fair market two-bedroom would cost \$14 more per month than the family's entire monthly income, making the rental market in Chicago largely inaccessible to this family. Families at the 40th percentile of monthly income or below are unable to afford monthly rent without subsidies.

Figure 12: Rent burden by income percentile among families accessing CoC services (excluding families that self-report no income)

(576 families that self-report having an income at the time of accessing CoC services while experiencing literal homelessness as of 8/21/2017)



⁴²U.S. Census Bureau QuickFacts: Chicago city, Illinois. (2016, July 1). Retrieved from <https://www.census.gov/quickfacts/fact/table/chicagocityillinois/PST045216>

⁴³FY 2018 Fair Market Rent Documentation System — Calculation for Chicago-Joliet-Naperville, IL HUD Metro FMR Area. Retrieved from https://www.huduser.gov/portal/datasets/fmr/fmrs/FY2018_code/2018summary.odn

⁴⁴Income analyses exclude children only found in CPS data, because CPS data does not include information about their families.

Source: HMIS data

*Median gross rent is defined in the Census as rent plus utilities.

**HUD determines fair market rent annually by calculating 40% of the median rent for the Chicago metropolitan area.

ADDITIONAL SUPPORT SERVICE NEEDS

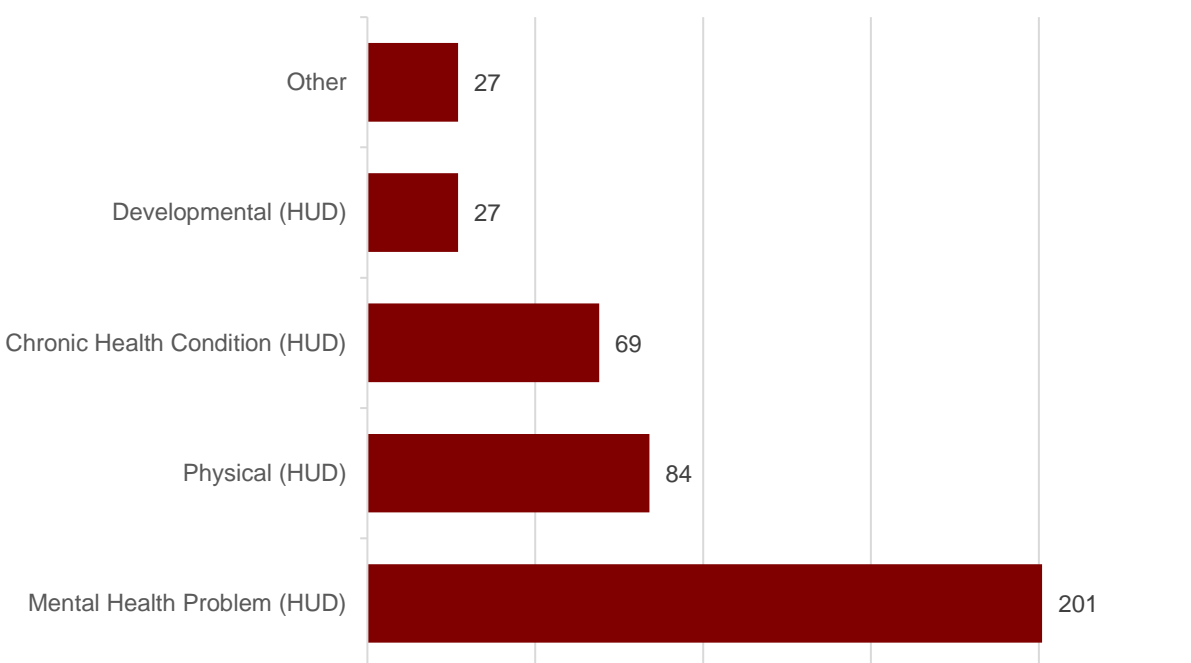
Below we report aggregate information on family characteristics and prior service use that may provide insight into the types of support services from which families experiencing and at-risk of homelessness in Chicago may benefit.

Adult disabilities

Approximately one in four adults in families accessing CoC services in August 2017 (24.1%, 245/1,017)⁴⁵ self-reported having a disability.⁴⁶ As shown in *Figure 13*, almost half of all adults who self-reported a disability have mental health problems (49.3%, 201/408). The next most commonly cited disabilities were physical disabilities (20.6%, 84/408), chronic health conditions (16.9%, 69/408), and developmental disabilities (6.6%, 27/408).

Figure 13: Most common self-reported adult disabilities among families accessing CoC services

(1017 adults in 816 families accessing CoC services while experiencing literal homelessness or "at-risk" of homelessness per HUD's definition [Category 2] as of 8/21/2017)



Source: HMIS data

⁴⁵Adult disability analyses exclude families identified as experiencing homelessness in CPS data, because CPS data does collect demographic information on parents and guardians.

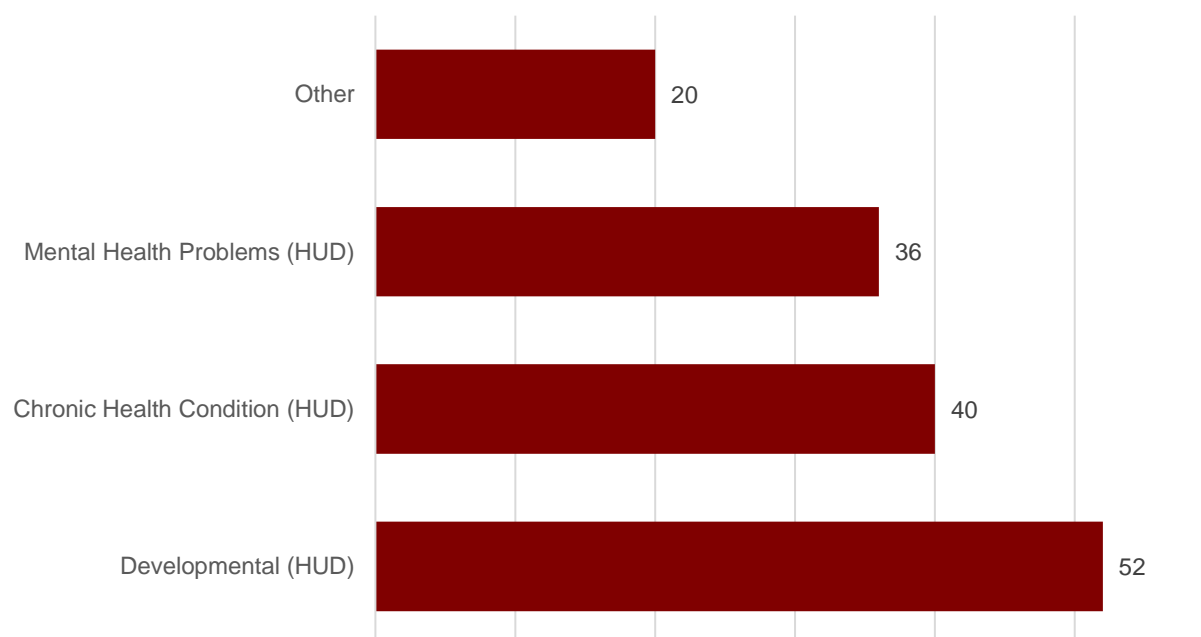
⁴⁶Clients can self-report any combination of the following disabilities: Mental health problem; alcohol abuse; drug abuse; both alcohol and drug abuse; HIV/AIDS; developmental; physical; physical/medical; and/or chronic health condition.

Child disabilities

Roughly 7.1 percent of children in families accessing CoC services in August 2017 (118/1,656) have a self-reported disability. As shown in *Figure 14*, the most commonly reported child disability is a developmental disability (44.1%, 52/118), followed by chronic health conditions (33.9%, 40/118) and mental health problems (30.5%, 36/118).⁴⁷

Figure 14: Most common reported child disabilities among families accessing CoC services

(148 reported disabilities across 118 children in families accessing CoC services while experiencing literal homelessness or "at-risk" of homelessness per HUD's definition [Category 2] as of 8/21/2017)



Source: HMIS data

⁴⁷ Note: Percentages exceed 100% because one child can have multiple reported disabilities.

Family separation

Of families that were accessing CoC services as of August 21, 2017 and responded to either a Family or Youth VI as part of the new Coordinated Entry System (185 families total), 17.8% (33/185) report they are currently not living with at least one of their children. Almost one in four of these families (23%, 44/185) report that they currently have, or in the past have had, a child placed in foster care. Almost no⁴⁸ families report having ever had an open case with the child welfare system for any of their children.

Domestic violence

Of families that were accessing services in the CoC in August 2017 and responded to either a Family or Youth VI as part of the new Coordinated Entry System (185 families total), 48% report that they are a survivor of relationship violence.

⁴⁸ The exact number of families cannot be reported as it is less than 10; the small cell size poses a risk that families could be identified.

SECTION 2: PATHWAYS TO EXPERIENCING LITERAL HOMELESSNESS

OVERVIEW

There are multiple pathways that families take to experiencing literal homelessness. In some cases, families actively seek prevention services from the CoC prior to losing housing and/or spend time living doubled up in vulnerable arrangements with family or friends for economic reasons. For the families that interact with either the education or homeless services sector prior to experiencing literal homelessness, these early connections present an opportunity for families to receive prevention or diversion services that could help stabilize their housing.

In this section of the report, we examine the pathways of families whose prior service use suggested they were at-risk of experiencing literal homelessness. We examine families that:

1. Contacted 311 to seek short-term rental assistance or financial support in the form of prevention funds from either the State Homelessness Prevention Fund (SHPF) or the Homeless Prevention Call Center (HPCC);
2. Had at least one child enrolled in CPS' STLS program who was identified as experiencing homelessness while living "doubled up";
3. Accessed services from the CoC and were categorized as "at-risk," per HUD's definition (Category 2);
4. Received an eviction court filing even after reaching out to the prevention call center.

Where the data allow, we address the following questions about each of these types of families:

- What percentage of families that had sought a particular service eventually accessed CoC services while experiencing literal homelessness?
- Out of the total number of families accessing CoC services while experiencing literal homelessness in any given year, what percentage have previously interacted with one of the two sectors for that specific type of service?
- How long did it take for families seeking a particular type of service to access CoC services while experiencing literal homelessness after receiving support?

OVERVIEW OF METHODOLOGY FOR SECTION 2

Using the master linked dataset and the Family ID that follows families' trajectories across the HMIS and CPS datasets over time, Urban Labs was able to determine which families that sought a particular type of service eventually accessed CoC services while experiencing literal homelessness in any given year. Because CPS tracks a student's STLS status once per school year, our annual counts align with the school year (i.e. from July 1 of one year to June 30 of the following year) rather than with the calendar year (from January 1 – December 31) for consistency. More details about the methodology for each type of pathway are discussed below.

1. **Families who contact the prevention call center:** HMIS includes information on individuals who called "311," Chicago's city service request hotline, requesting prevention funding. The Homeless Prevention Call Center (HPCC) data includes all calls received between August 1, 2014 and June 30, 2017. The State Homeless Prevention Fund (SHPF) program was implemented more recently. Our data includes all calls from November 2016 to June 2017. All Chicago had previously linked any individuals who called for prevention funds and accessed CoC services, adding the HMIS unique client

ID to the call center record. As a result, Urban Labs was able to analyze which individuals who had sought prevention funds eventually accessed CoC services while experiencing literal homelessness as a member of a family. Call center data includes information on whether the caller qualified for funds and received them; qualified for funds but did not receive them because there were none available at the time; or did not qualify for funds. For more information on the call center data, please see *Appendix 6: Overview of call center data*.

2. **Families experiencing homelessness while living doubled up:** Using the linked master dataset and unique Family IDs, Urban Labs was able to determine which families with at least one child enrolled in the STLS program identified as living doubled up eventually experienced literal homelessness. In addition, families that access CoC services are asked to self-report where they were living prior to accessing services and where they plan to go after accessing services. If families self-reported that they had previously or planned to live with “friends or family,” we identify them as living doubled up.
3. **Families accessing CoC services identified as “at-risk” (per HUD definition, Category 2):** The unique Family ID allowed Urban Labs to determine which families that had accessed CoC services and been identified as “at-risk” of homelessness, per HUD’s definition (Category 2) eventually accessed CoC services while experiencing literal homelessness.
4. **Families that sought prevention funds and received an eviction court filing:** Urban Labs partnered with researchers at the University of Chicago who have assembled a dataset with information from publicly available records on individuals who received an evictions court filing in 2015 and 2016. This dataset includes individuals’ first and last names, as well as the address at which they resided when they received the evictions court filing. For more information on this dataset, please see *Appendix 7: Overview of evictions dataset*.

It is important to note that due to limitations around identifiers for matching (described in more detail below), this section of the report does not analyze all families that faced an eviction and then accessed CoC services while experiencing literal homelessness; it only examines the subset of families facing eviction that also sought prevention funding. Unfortunately, HMIS does not include information on last known address for individuals accessing CoC services. As a result, our partners were not able to match individuals who had received an evictions court filing directly with individuals who eventually experienced literal homelessness in HMIS data. However, call center data does include reliable information on the addresses of individuals who called seeking prevention funds, so our partners were able to link individuals who called seeking prevention funding with individuals who received an evictions court filing. Once our partners established this match, the individuals identified in the call center data could be linked back to HMIS through the unique client ID referenced above.

Therefore, our partners were able to analyze the pathways of a subset of families that at one point called 311 seeking prevention funding and also faced an evictions court filing. They could then follow (a) the number of families that had requested prevention funding that then received an eviction court filing, and (b) the number of those families that then accessed CoC services while experiencing literal homelessness. While this analysis examines only a small portion of the total number of families that received evictions court filings and eventually experienced literal homelessness (i.e. only those that had also sought prevention funds), following this population still presents preliminary, lower-bound descriptive analysis on the relationship between eviction and homelessness.

LIMITATIONS OF METHODOLOGY FOR SECTION 2

While this section examines multiple pathways that families might take to experiencing literal homelessness, the analysis in this section does not comprehensively estimate the total number of families that are at-risk of homelessness in Chicago. Urban Labs did not access data for this report that identifies all families experiencing residential instability, and as noted above, our research partners were not able to examine the rates at which all families receiving evictions court filings eventually experienced literal homelessness. The analyses presented in this section should be interpreted as an extreme lower-bound estimate of the total number of families at-risk of homelessness. We believe that the more useful takeaways from this section relate to strategies to more effectively target prevention and diversion supports to specific “at-risk” populations.

Key limitations of the methodology for analyzing each of these different subpopulations of families are discussed below.

- 1. Families who contact the prevention call center:** The HPCC and SHPF data did not include reliable information on whether individuals calling to seek funding were a member of a family. As a result, Urban Labs was not able to determine what percentage of the overall number of families that called seeking funds eventually accessed CoC services while experiencing literal homelessness. Urban Labs was able to descriptively analyze the rates at which families that qualified for and/or received funding became homeless. However, it is important to underscore that this descriptive analysis does not identify the *causal* impact of receiving or being denied funding on a family’s likelihood of becoming homeless. For more information on the causal impact on receiving prevention funding on the likelihood of experiencing literal homelessness, see a recent study conducted by the Wilson Sheehan Lab for Economic Opportunities at Notre Dame.⁴⁹
- 2. Families experiencing homelessness while living doubled up:** CPS formally records students as STLS once per year. As a result, we were not able to analyze exactly how long it took for a family to access CoC services while experiencing literal homelessness after living doubled up. Instead, we examined whether families living doubled accessed CoC services while experiencing literal homelessness in the same school year or in following school years.
- 3. Families accessing CoC services identified as “at-risk” per HUD’s definition (Category 2):** There were no clear limitations to our descriptive analysis of this subpopulation because all data were included in HMIS and the family unique ID allows us to follow families’ trajectories over time.
- 4. Families that sought prevention funds and received an eviction court filing:** As discussed above, the lack of common unique identifiers between the evictions dataset and HMIS precluded our partners from directly linking all families that faced an evictions filing to families that accessed CoC services while experiencing literal homelessness. As a result, this section only examines the small subset of families who faced an evictions court filing *and* also sought prevention funds and then accessed CoC services while experiencing literal homelessness. In addition, these families may have systematically different characteristics than families that faced an evictions court filing and did not seek prevention funding, and therefore may not be representative of the pathways of all

⁴⁹ Evans, W., Sullivan, J., Wallskog, M. (2016). The impact of homelessness prevention programs on homelessness. *Science* 12 Aug 2016: Vol. 353, Issue 6300, pp. 694-699. Found at the following link: <http://science.sciencemag.org/content/353/6300/694>

families facing eviction court filings. We recommend employing extreme caution when interpreting the findings of this section.

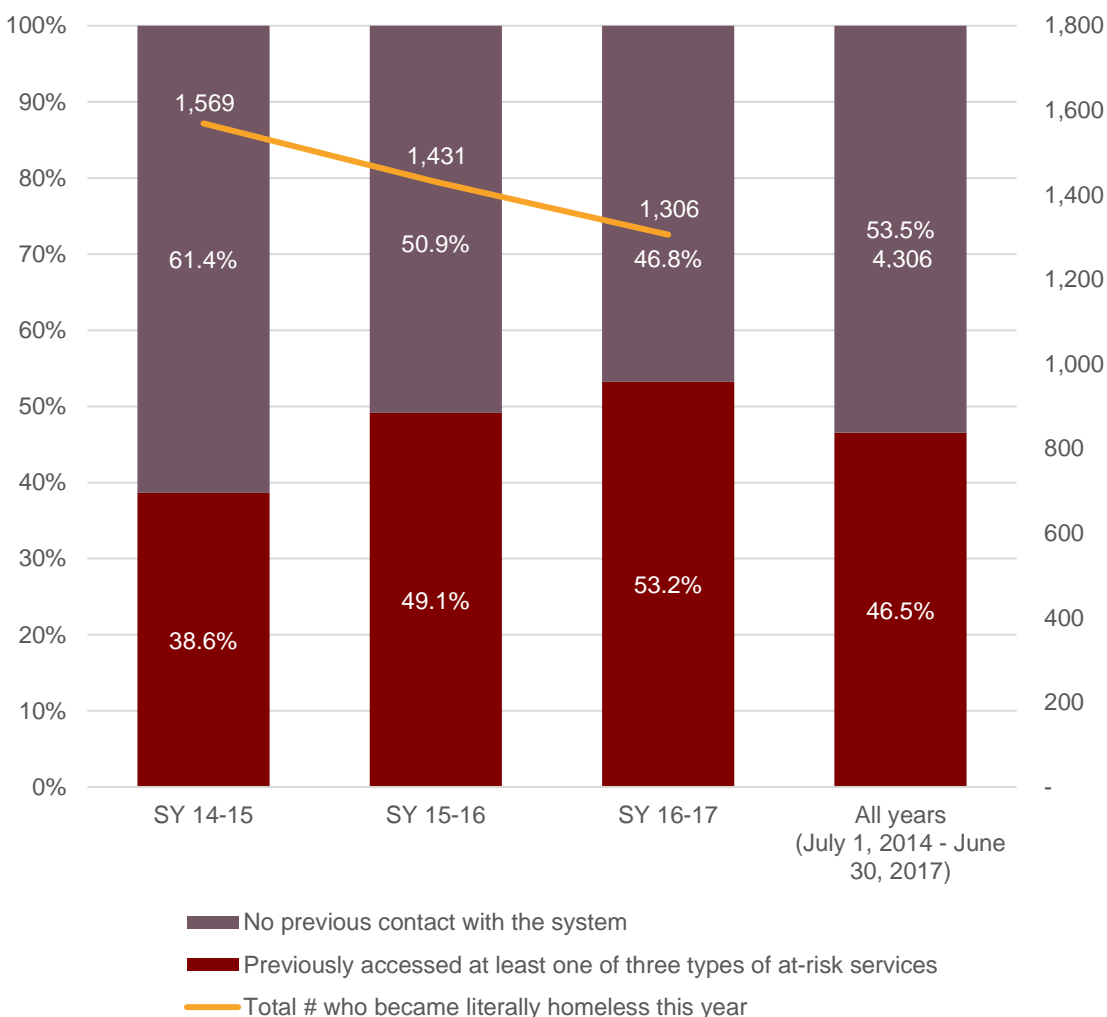
FAMILIES EXPERIENCING LITERAL HOMELESSNESS THAT HAD PREVIOUSLY SOUGHT SERVICES FROM THE CoC OR CPS

As shown in *Figure 15*, almost half of families that accessed CoC services while experiencing literal homelessness between July 1, 2013 and June 30, 2017 (46.5%, 2,004/4,306) had previously sought some type of service from either the CoC and/or CPS that suggested they were at-risk of experiencing literal homelessness or living doubled up. These families accessed one or more of the following types of services:

1. Contacted 311 to seek short-term rental assistance or financial support in the form of prevention funds;
2. Had at least one child enrolled in CPS' STLS program at least once since SY 2008-09 who was identified as experiencing homelessness while living "doubled up;" and/or
3. Accessed CoC services while being categorized as "at-risk," per HUD's definition (Category 2)

Figure 15: Of total families that accessed CoC services while literally homeless each year, percentage that previously accessed one of three types of services indicating they were "at-risk" or living doubled up

(4,306 families that accessed CoC services while experiencing literal homelessness between July 1, 2014 and June 30, 2017)



Source: HMIS and CPS data (SY 2008-09 – SY 206-17). HMIS includes data from the Homeless Prevention Call Center (HPCC) and the State Homeless Prevention Fund (SHPF). Families that

Please note that SY 2014-15 has an artificially lower rate of previous contacts with the system compared to all other years because the call center data begins as of July 1, 2014 (the beginning of SY 2014-15), so fewer families that access CoC services while experiencing literal homelessness in this year would have been able to previously call to request prevention funds.

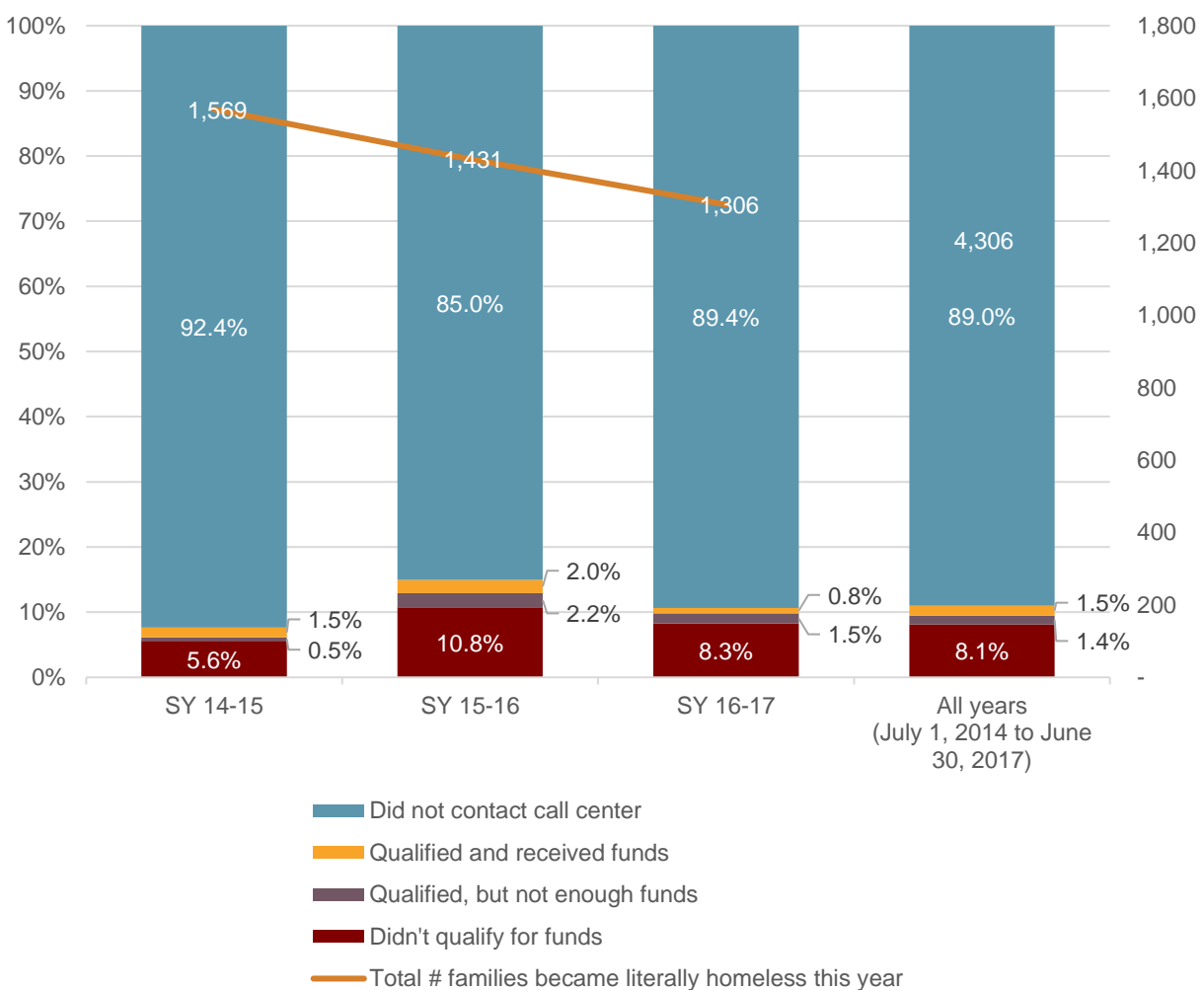
FAMILIES THAT HAD APPLIED FOR HOMELESS PREVENTION FUNDS

Percentage of total families accessing CoC services while experiencing literal homelessness that previously applied for call center prevention funds

Figure 16 shows that of the approximately 4,300 families that accessed CoC services while experiencing literal homelessness between July 1, 2014 and June 30, 2017, roughly 11 percent (473/4,306) had previously requested access to prevention funding from either the HPCC or the SHPF.

Figure 16: Percentage of total families that accessed CoC services while experiencing literal homelessness that had previously applied for prevention funds

(4,306 families that accessed CoC services while experiencing literal homelessness between July 1, 2014 and June 30, 2017)



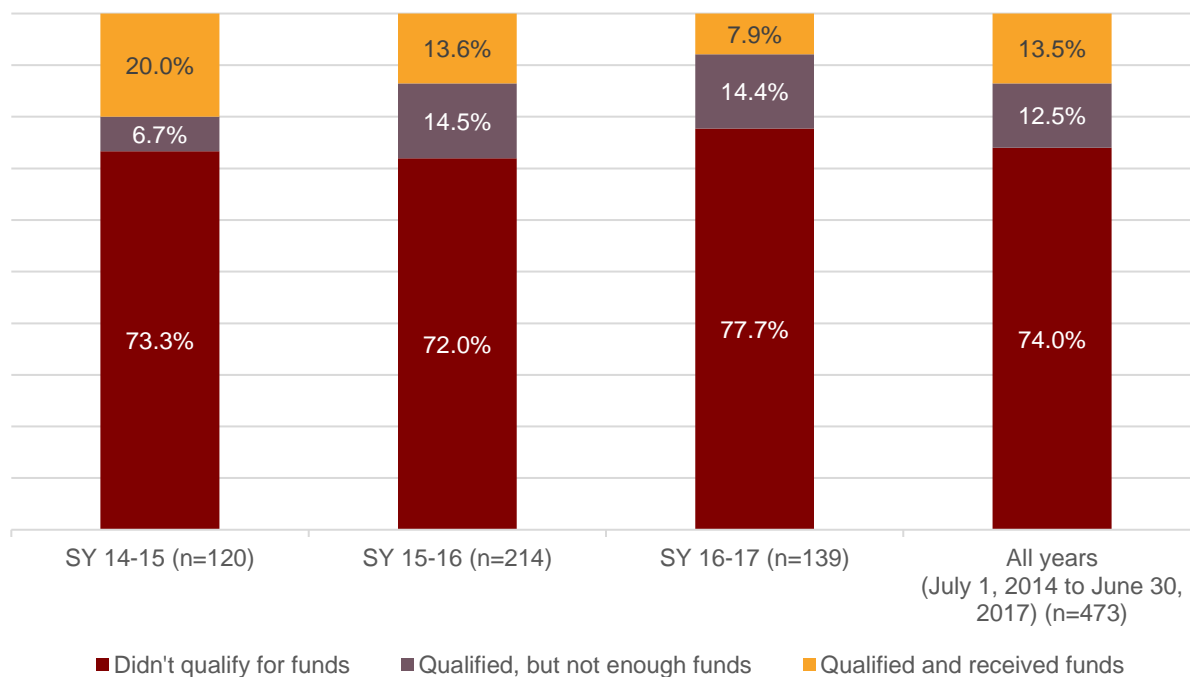
Source: HMIS, which includes data from the Homeless Prevention Call Center (HPCC) and the State Homeless Prevention Fund (SHPF).

Of those families that applied for prevention funding and still eventually accessed CoC services while experiencing literal homelessness, Figure 17 shows that almost three-quarters (350/473) were deemed ineligible for prevention funding for one or more of the following reasons:

- Self-sufficiency;
- Non-eligible crisis;
- No imminent risk of homelessness;
- Need beyond resource; and/or
- Income too low.⁵⁰

Figure 17: Of families that accessed CoC services while experiencing literal homelessness that had previously applied for prevention funds,* percentage of families that did or did not qualify for and/or receive prevention funds

(473 families accessing CoC services while experiencing literal homelessness between July 1, 2014 and June 30, 2017 that had previously applied for prevention funds)



Source: HMIS, which includes data from the Homeless Prevention Call Center (HPCC) and the State Homeless Prevention Fund (SHPF).

*This analysis only includes the subset of families that applied for prevention funds and then accessed CoC services while experiencing literal homelessness; it **excludes** all families that applied for prevention funds that **did not** eventually access CoC services while experiencing literal homelessness.

Time between applying for prevention funds and becoming homeless

Regardless of whether families had qualified for and/or received funds, *Figure 18* shows that over two-thirds of all families that applied for prevention funds and then accessed CoC services while experiencing literal homelessness did so within 12 months of last applying for funding.⁵¹

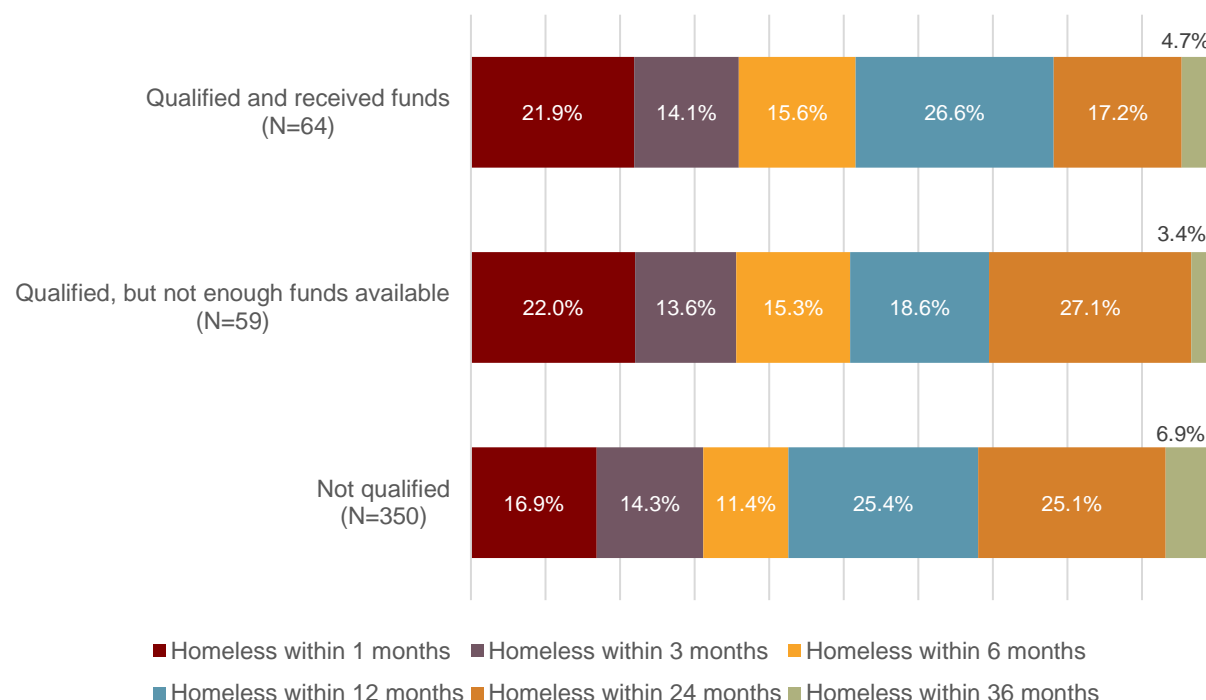
⁵⁰ When applying for State Homeless Prevention Funds, households that are currently experiencing homelessness must document the ability to afford rent and utilities in the future without assistance.

⁵¹ Our analysis should not be interpreted as evidence of whether or not being approved to receive these funds is effective in preventing homelessness. For a rigorous analysis of the causal impact of receiving prevention funding from the Homeless Prevention Call Center's (HPCC) on likelihood of experiencing literal homelessness, please see the University of Notre Dame Wilson Sheehan Lab for Economic

Over half of families that qualified for funding and then accessed CoC services while experiencing literal homelessness did so within six months of last applying for funding.

Figure 18: Length of time to accessing CoC services while experiencing literal homelessness from the last time families applied for homeless prevention funds

(473 families accessing CoC services while experiencing literal homelessness between July 1, 2014 and June 30, 2017 that had previously applied for prevention funds)



Source: HMIS, which includes data from the Homeless Prevention Call Center (HPCC) and the State Homeless Prevention Fund (SHPF).

FAMILIES THAT WERE PREVIOUSLY LIVING DOUBLED UP

Percentage of total families accessing CoC services while experiencing literal homelessness that CPS had previously identified as living doubled up

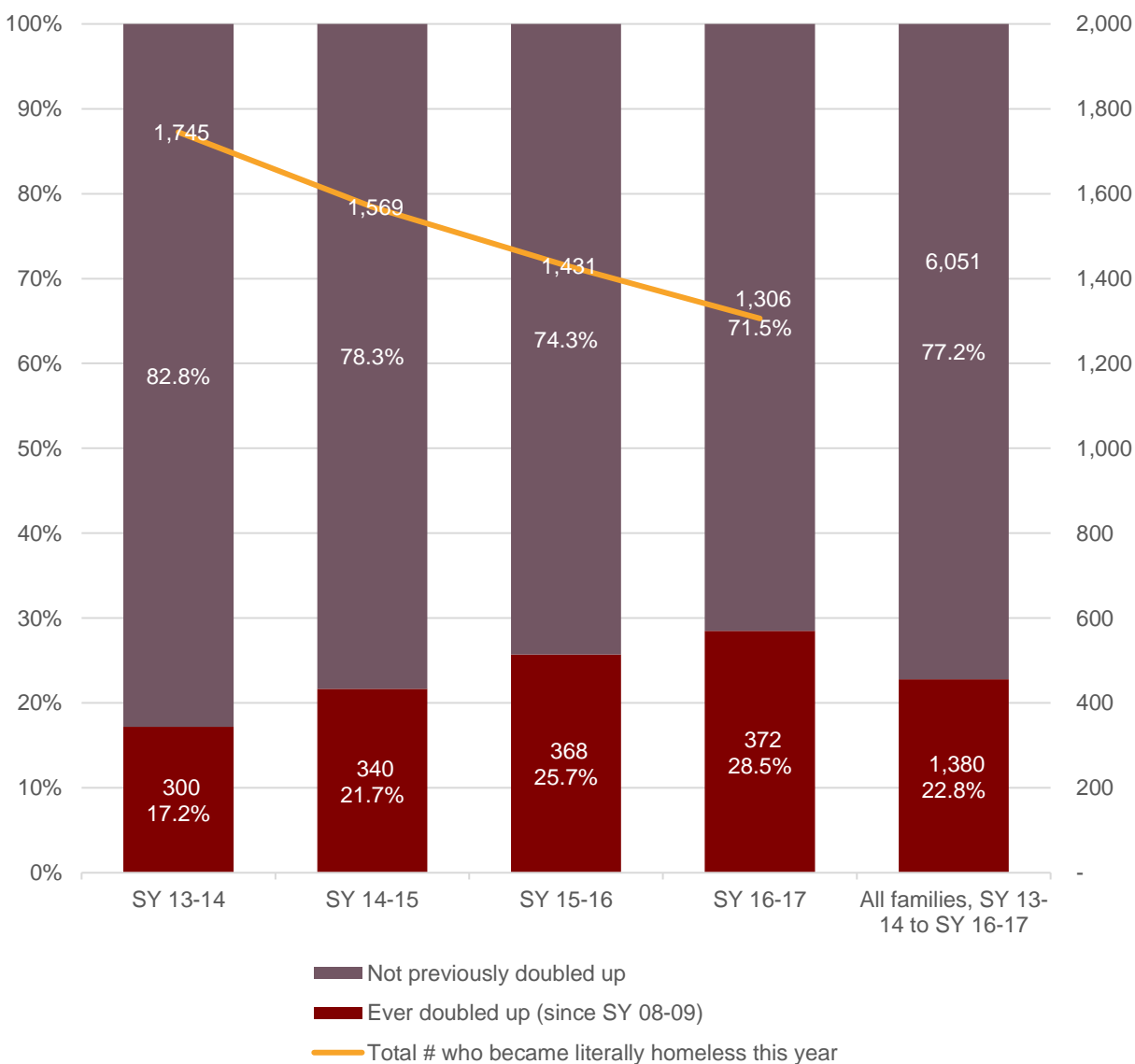
Over the last four school years (SYs 2013-14 to 2016-17), there have been 1,380 families that accessed CoC services while experiencing literal homeless that previously had at least one child identified as living doubled up by CPS. As shown in *Figure 19*, these families accounted for almost a quarter (22.8%, 1,380/6,051) of all families that accessed CoC services while experiencing literal homelessness at least once during this time period. The portion of all families experiencing literal homelessness each year that have also lived doubled up has been consistently trending up over the last four years, from 17.2 percent in SY 13-14 to 28.5 percent in SY 16-17. This increase has been driven both by an increase in the number of families that

Opportunities' paper: Evans, William N., et al. "The Impact of Homelessness Prevention Programs on Homelessness." *Science*, vol. 353, no. 6300, 12 Aug. 2016, pp. 694–699.

have experienced both types of housing instability (300 families in SY 2013-14 to 372 in SY 2016-17), but also by the decrease in the overall number of families accessing CoC services while experiencing literal homelessness each year (1,745 in SY 2013-14 to 1,306 in SY 2016-17).

Figure 19: Of all families that accessed CoC services while experiencing literal homelessness, percentage that had at least one child previously identified as living doubled up by CPS

(6,051 families accessing CoC services while experiencing literal homelessness between July 1, 2013 and June 30, 2017)



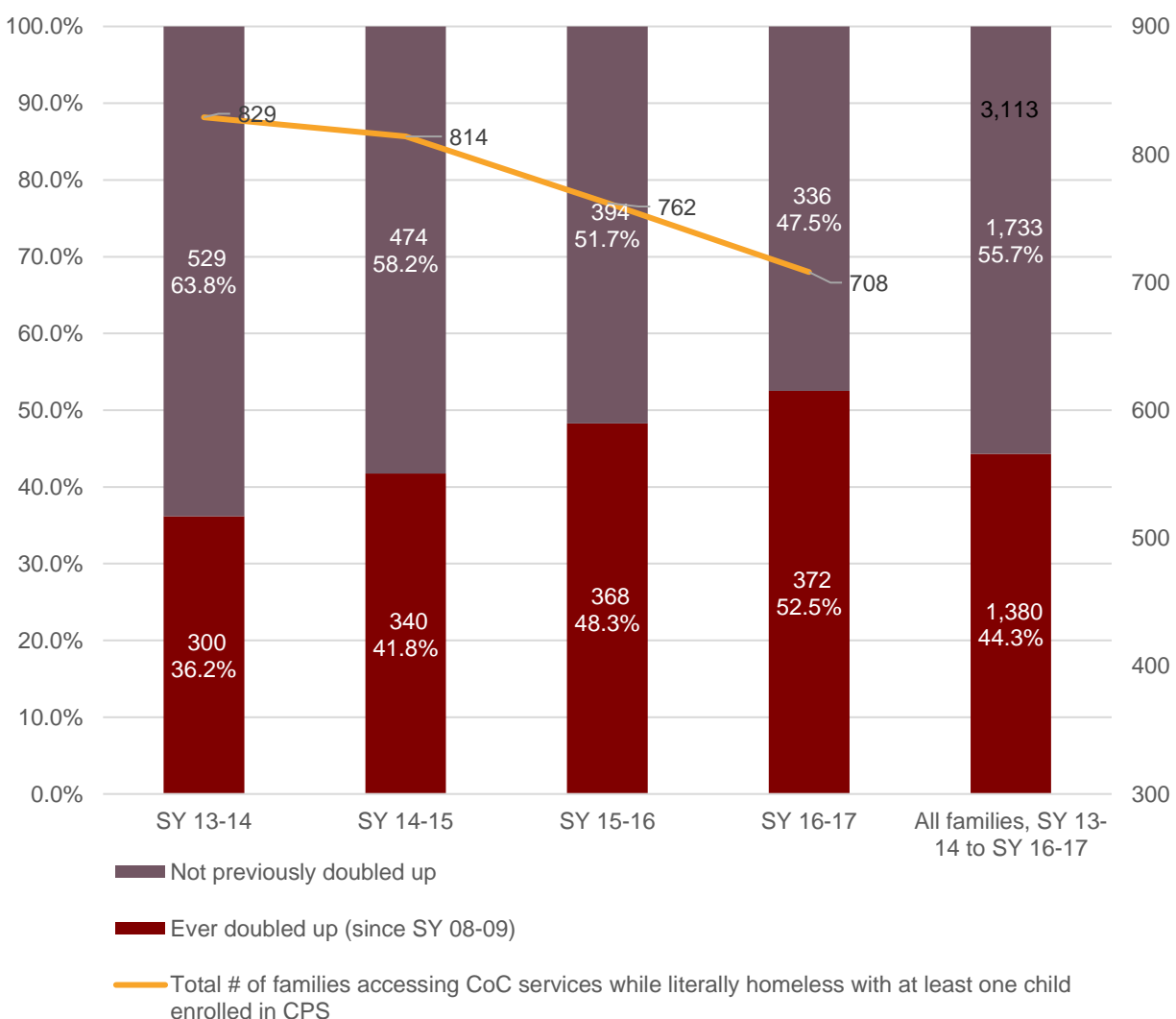
Source: HMIS and CPS data (SY 2008-09 – SY 2016-17).

Percentage of families accessing CoC services while experiencing literal homelessness with at least one child enrolled in CPS that CPS had previously identified as living doubled up

When limiting the analysis just to the subset of families accessing CoC services while experiencing homelessness that have at least one child enrolled in CPS (3,113 out of the total 6,051 over the same time period), *Figure 20* shows that 44.3% (1,380 / 3,113) of these families previously had at least one child identified as living doubled up by CPS in the same or previous school years.

Figure 20: Of all families with at least one child enrolled in CPS that accessed CoC services while experiencing literal homelessness, percentage that had at least one child identified by CPS as living doubled up in the same or a previous school year

(3,113 families accessing CoC services while experiencing literal homelessness between July 1, 2013 and June 30, 2017 with at least one child enrolled in CPS)



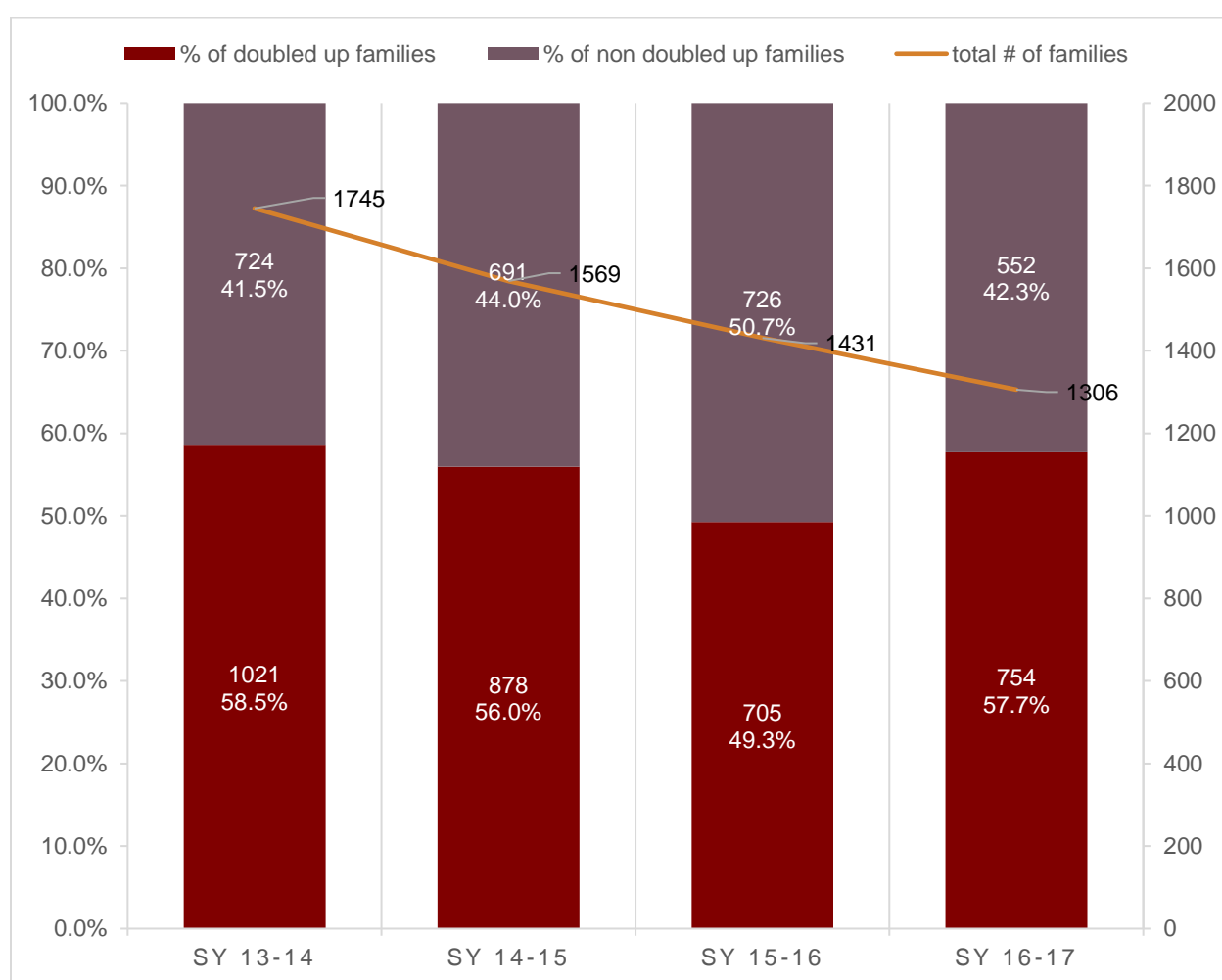
Source: HMIS and CPS data (SY 2008-09 to SY 2016-17).

Percentage of total families accessing CoC services while experiencing literal homelessness that self-reported previously living with friends or family and/or that CPS had previously identified as living doubled up

Of all families accessing CoC services while experiencing literal homelessness in the same time period, *Figure 21* shows that over half (55.5%, 3,358/6,051) have previously lived doubled up with friends or family, either as identified by CPS and/or based on their self-report in HMIS of where they lived prior experiencing literal homelessness.

Figure 21: Of all families that accessed CoC services while experiencing literal homelessness each year, percentage that previously lived doubled up (as identified in HMIS and/or STLS data)

(6,051 families accessing CoC services while experiencing literal homelessness between July 1, 2013 and June 30, 2017)



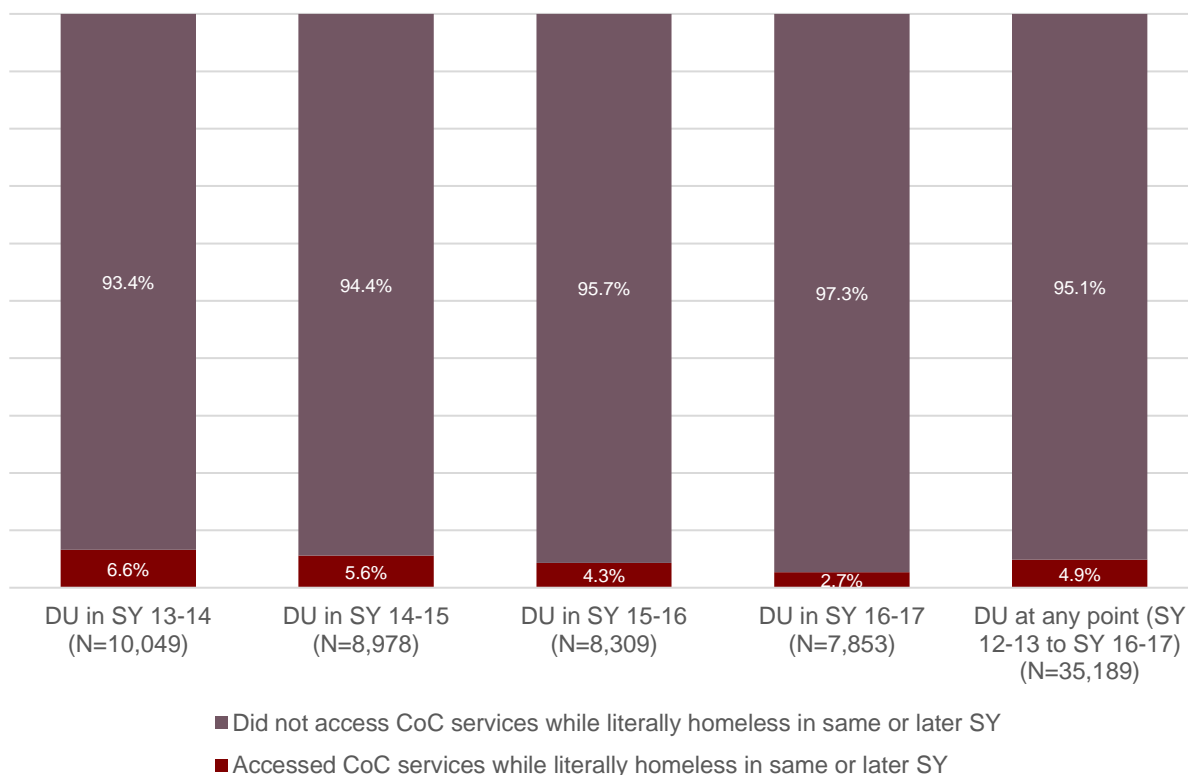
Source: HMIS and CPS data (SY 2008-09 – SY 2016-17). Families were considered as having been living doubled up per CPS data if they had at least one child identified as DU in that respective school year.

Percentage of families identified as living doubled up that accessed CoC services while experiencing literal homelessness in the same or later school years

Approximately 1 in 20 families that CPS identified as experiencing homelessness while living doubled up at any point in the last four school years also accessed CoC services while experiencing literal homelessness, either in the same school year or later school years (4.9%, 1,738/35,189), as shown in *Figure 22*.

Figure 22: Percentage of STLS doubled up families that accessed CoC services while experiencing literal homelessness in the same or later SYs

(35,189 families identified as living doubled up by CPS from July 1, 2013 to June 30, 2017)

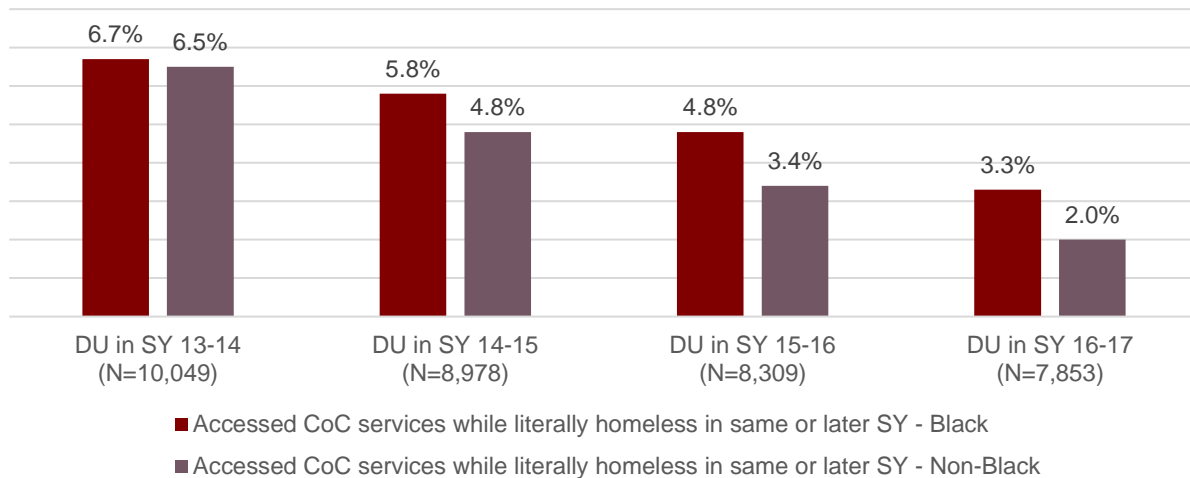


Source: HMIS and CPS data (SY 2013-14 to SY 2016-17)

When disaggregated by race, *Figure 23* shows that the families of Black children whom CPS identified as living doubled up accessed CoC services while experiencing literal homelessness at higher rates than Non-Black children that CPS identified as living doubled up.⁵²

Figure 23: Percentage of Black vs. Non-Black STLS doubled up families that accessed CoC services while experiencing literal homelessness in the same or later SYs

(35,189 families with at least one child identified as living doubled up by CPS from July 1, 2013 to June 30, 2017)



Source: HMIS and CPS data (SY 2013-14 to SY 2016-17)

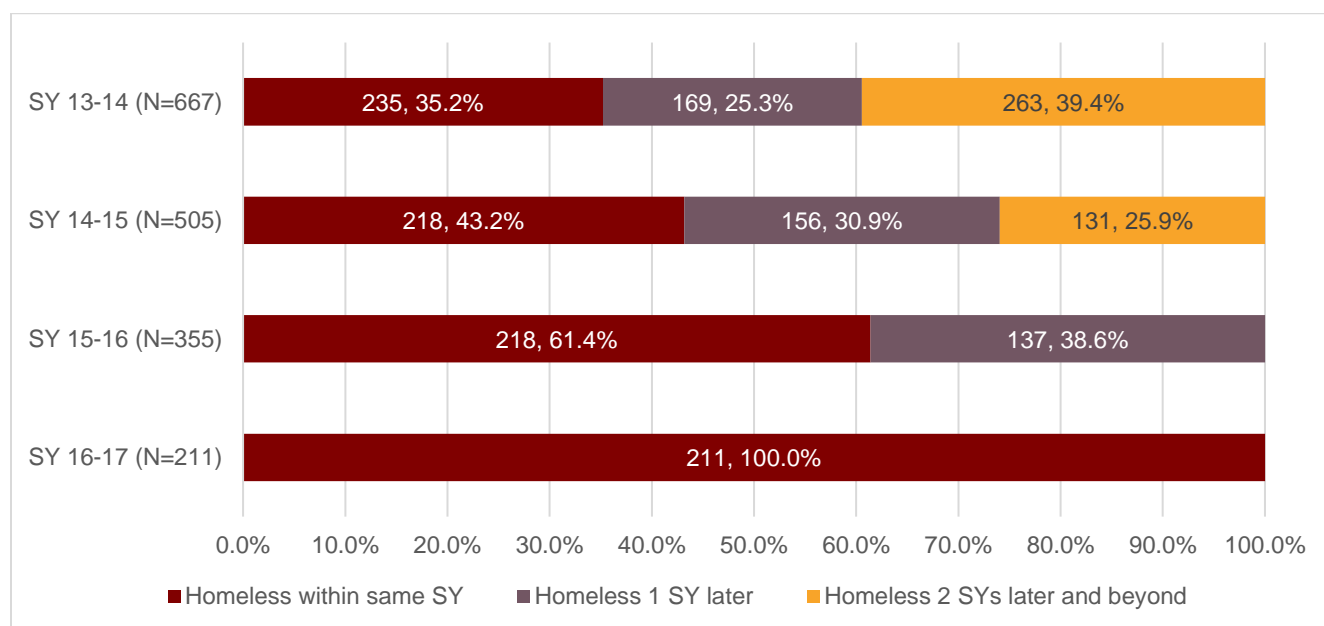
⁵² Supporting Partnerships for Anti-Racist Communities (SPARC), an initiative of Center for Social Innovation, recently conducted a study examining racial disparities in homelessness. Through qualitative interviews, SPARC determined in their 2018 Phase One Study Findings that because Black families' social networks experience poverty at a higher average rate, networks surrounding Black families that are facing housing instability may be less able to provide a safety net. This phenomenon – which SPARC calls network impoverishment – may hinder the social networks surrounding vulnerable families from bringing them into their home due to the additional food, utilities, and other costs that this would entail. [Phase One Study Findings. SPARC, 2018. <http://center4si.com/wp-content/uploads/2018/03/SPARC-Phase-1-Findings-March-20181.pdf>]

Time between living doubled up and accessing CoC services while experiencing literal homelessness

As shown in *Figure 24*, just over 200 families that CPS identified as living doubled up in each school year accessed CoC services while experiencing literal homelessness at some point in that same school year. For the school years in which more years of follow up data are available (SYs 2013-14 and 2014-15), we see that many families that were identified as living doubled up and did not access CoC services while experiencing literal homelessness in the same school year ended up accessing those services in subsequent years.

Figure 24: Length of time between last SY in which CPS identified family as living doubled up and same family accessing CoC services while experiencing literal homelessness

(1,738 families that had at least one child identified as doubled up in CPS data and then accessed CoC services while experiencing literal homelessness between July 1, 2013 and June 30, 2017)



Source: HMIS and CPS data (SY 2013-14 to SY 2016-17)

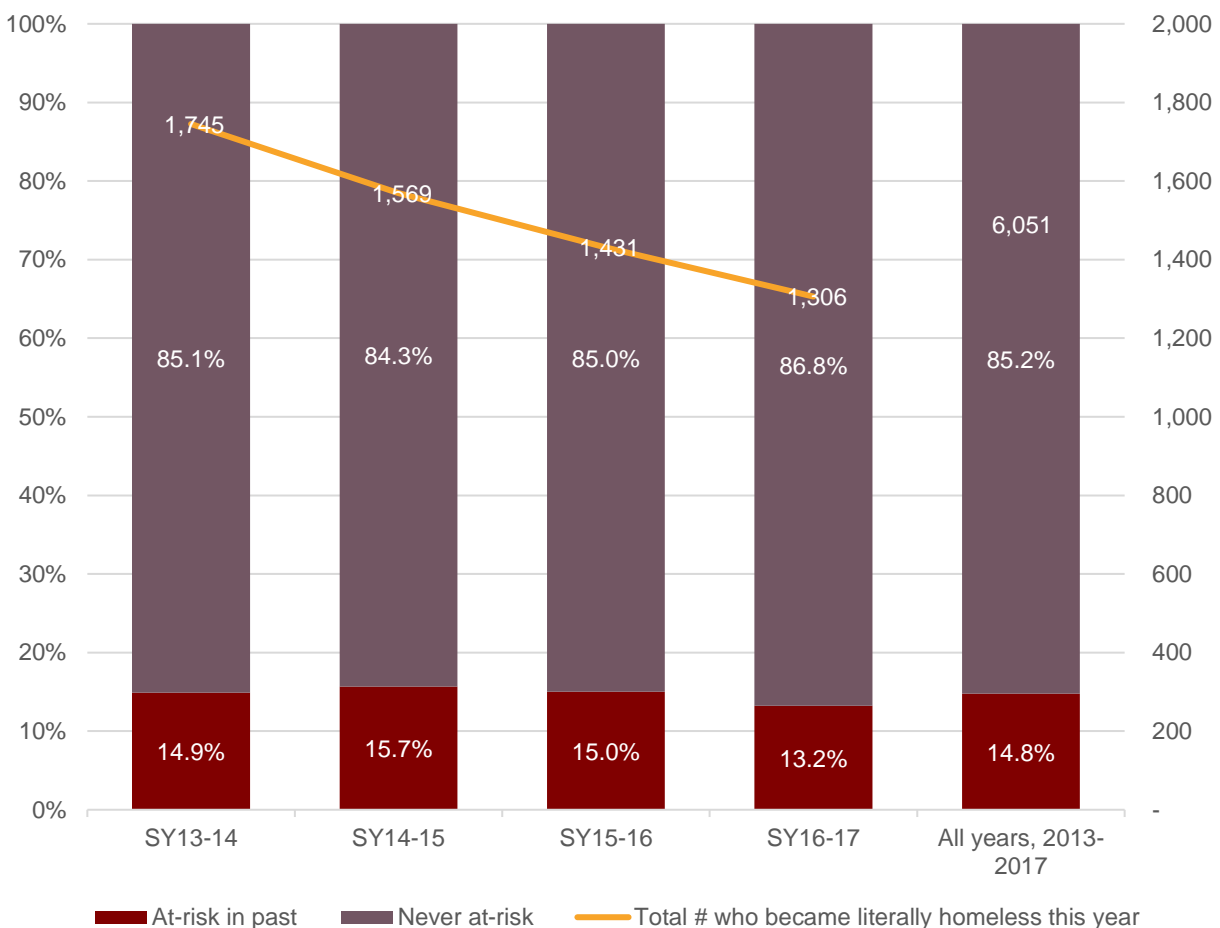
FAMILIES THAT PREVIOUSLY ACCESSED CoC SERVICES WHILE “AT-RISK” OF HOMELESSNESS

Percentage of total families accessing CoC services while experiencing literal homelessness that previously accessed CoC services while “at-risk” of homelessness

Figure 25 shows that of the approximately 6,000 families that accessed CoC services while experiencing literal homelessness between July 1, 2013 and June 30, 2017, roughly 15 percent (896/6,051) had previously accessed CoC services while considered “at-risk” of homelessness per HUD’s definition (Category 2).

Figure 25: Of all families that accessed CoC services while experiencing literal homelessness, percentage that had previously accessed CoC services while "at-risk" of homelessness

(6,051 families accessing CoC services while experiencing literal homelessness between July 1, 2013 and June 30, 2017)



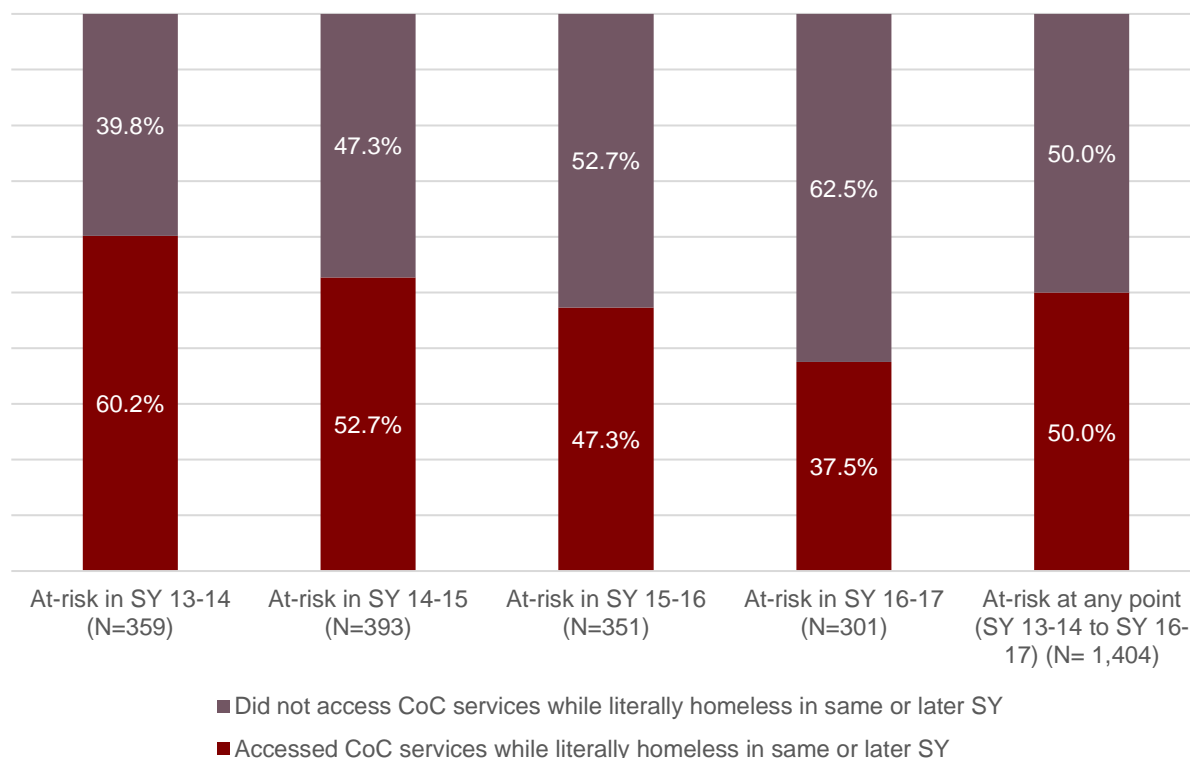
Source: HMIS data

Percentage of families that accessed CoC services while categorized as “at-risk” of homelessness that eventually accessed CoC services while experiencing literal homelessness

Half of families (50.0%, 702/1,404) that accessed CoC services while being considered “at-risk” of homelessness at any point in the last four years eventually accessed CoC services while experiencing literal homelessness, as *Figure 26* shows.

Figure 26: Percentage of total families that accessed CoC services while "at-risk" of homelessness that then accessed CoC services while experiencing literal homelessness

(1,404 families that accessed CoC services while “at-risk” of homelessness between July 1, 2013 and June 30, 2017)



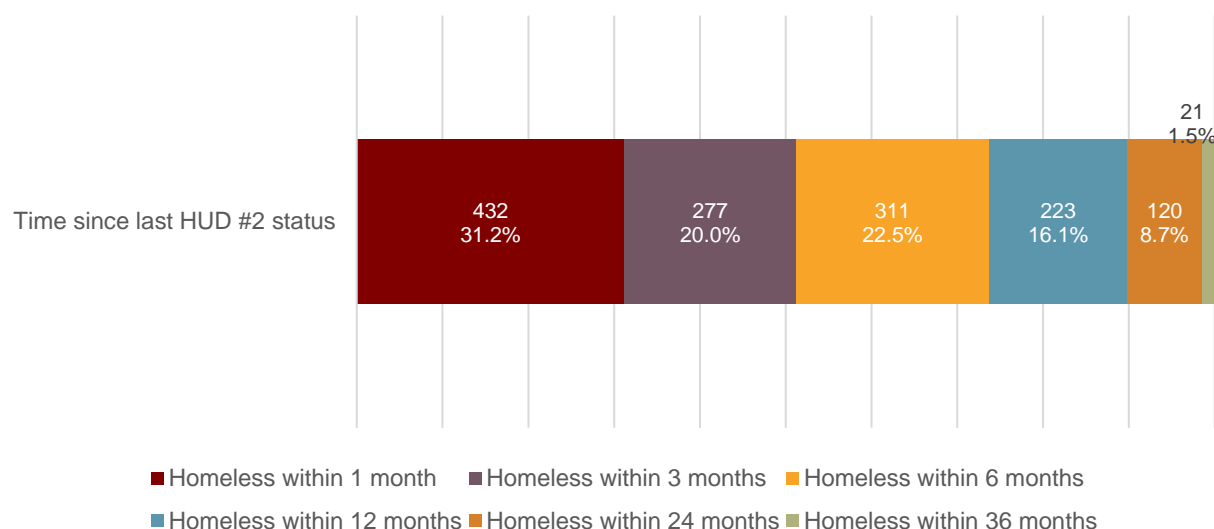
Source: HMIS data

Time between being HUD definition #2 “at-risk” and becoming homeless

Figure 27 shows that over half of all families that accessed CoC services while “at-risk” of homelessness and then experienced literal homelessness did so within three months of last accessing CoC services. Nearly all families (nine out of ten) accessed CoC services while experiencing literal homelessness within one year of having been identified as “at-risk” of homelessness.

Figure 27: Length of time from last CoC service accessed while considered “at-risk” to accessing service while experiencing literal homelessness

(1,404 families that accessed CoC services while “at-risk” of homelessness between July 1, 2013 and June 30, 2017)



Source: HMIS data

FAMILIES WHO REQUESTED PREVENTION FUNDS AND THEN FACED AN EVICTIONS COURT CASE

Percentage of total families accessing CoC services while experiencing literal homelessness that previously applied for prevention funds and then received an evictions court filing

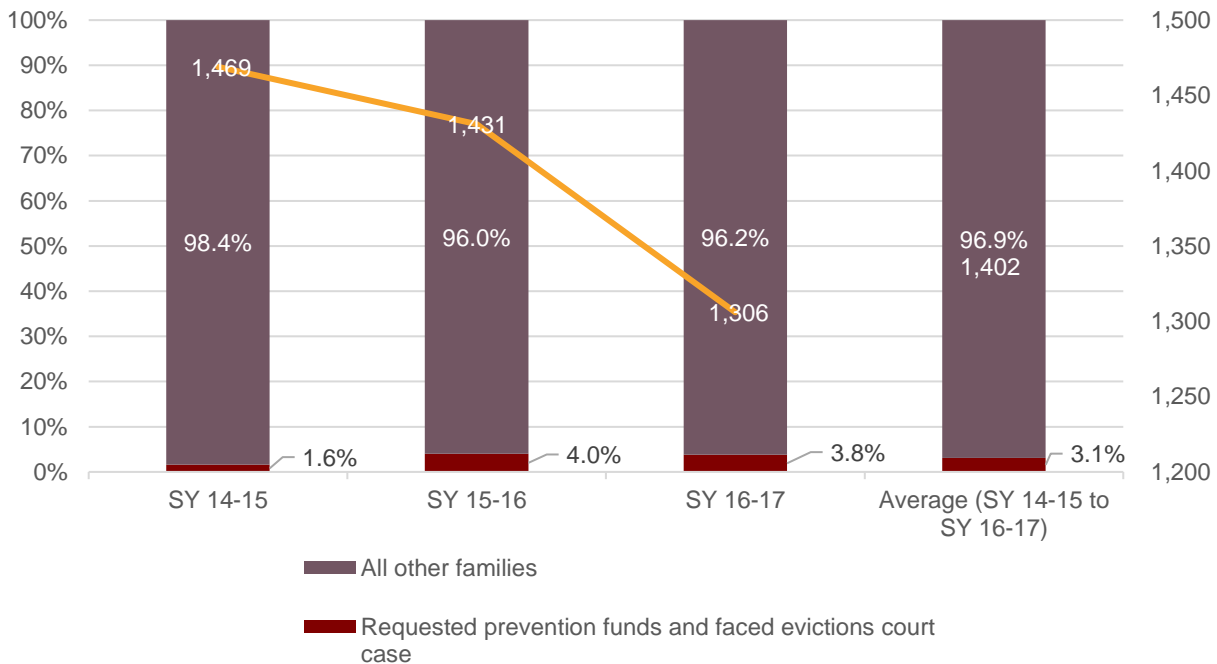
Over the last three years, there have been 108 families that accessed CoC services⁵³ while experiencing literal homelessness after having previously tried to access prevention funds⁵⁴ and faced an evictions court case. As shown in Figure 28, these families accounted for 3.1 percent of all families who accessed CoC services while experiencing literal homelessness during this time period.

⁵³ These 108 families accessed CoC services on 131 occasions between July 1, 2014 and June 30, 2017.

⁵⁴ This analysis only includes families that called the Homelessness Prevention Call Center (HPCC). The State Homelessness Prevention Fund (SHPF) was implemented late in 2016 and the evictions dataset ends at December 31, 2016. As a result, SHPF data was excluded from this analysis.

Figure 28: Percentage of all families that accessed CoC services while literally homeless each year that had previously requested prevention funds and then received an evictions court filing in 2015 or 2016

(4,206 families that accessed CoC services while experiencing literal homelessness between July 1, 2014 and June 30, 2017)



Source: HMIS data and publicly available Evictions Court Records in Chicago from 2015-16.

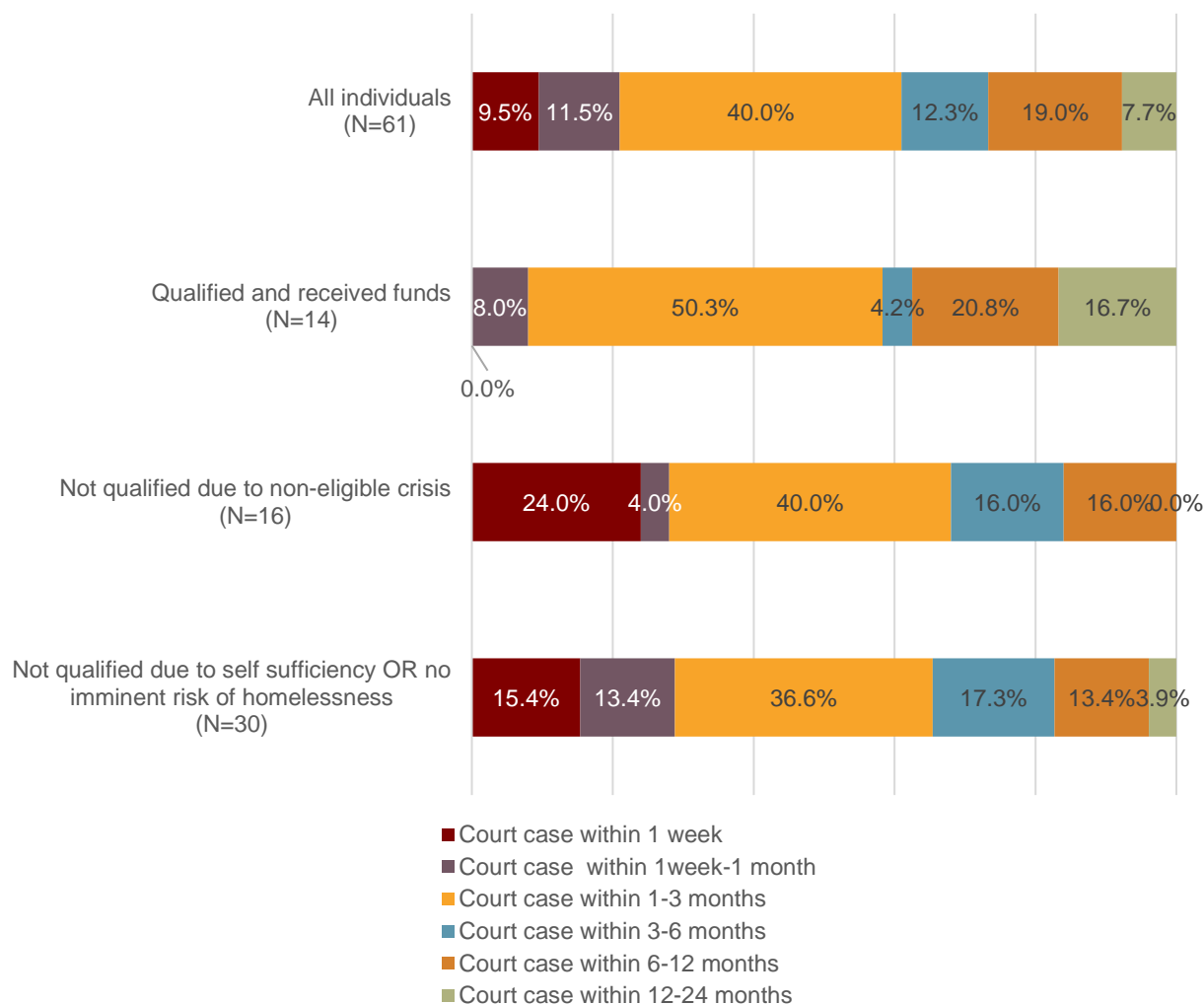
Time between last application for prevention funds and the court case

Of these families, the length of time between the point at which the family last applied for prevention funds and when they faced an evictions court case varied based on whether the family did or did not receive prevention funds. As shown in *Figure 29* below, the largest portion of families in each category of qualification for prevention funds faced a court case within one to three months of their last application for prevention funds (40 percent across all categories). However, families that did not qualify for funds were more likely to face an evictions court case within one week (24 percent of families that did not have an eligible crisis and 15.4 percent of families that were considered self-sufficient or not at imminent risk of homelessness, versus zero percent of families that did qualify for funds). It is important to underscore that these analyses refer to a very small subset of families (61),⁵⁵ so all findings should be considered preliminary and interpreted with caution.

⁵⁵ This figure consists of all unique families that entered or exited HMIS as experiencing literal homeless *after* their eviction court date, which restricts dates to after January 1, 2015. In addition, funding requests must have occurred *before* eviction, making this number smaller than the other counts in this section.

Figure 29: Length of time from last application for homeless prevention funds and date of evictions court case

(121 families that applied for prevention funds, faced an evictions court case, and accessed CoC services while experiencing literal homelessness between July 1, 2014 and June 30, 2017)



Source: HMIS data and publicly available Evictions Court Records in Chicago from 2015-16.

Of the 108 families⁵⁶ that requested funding and faced an eviction court case prior to becoming literally homeless, 36 (33%) requested funding in the three months leading to their eviction court case. The most common reason for families requesting assistance in the three months prior to an eviction case was job loss (21%). For families that requested but received no funding in the three months leading to court case, the top reasons for ineligibility of funding were self-sufficiency (47%), non-eligible crisis (25%), need beyond resource (15%), and no imminent risk of homelessness (13%). Finally, the mean total debt reported in call center data in the last 3 months leading to an eviction court case was \$1,342.

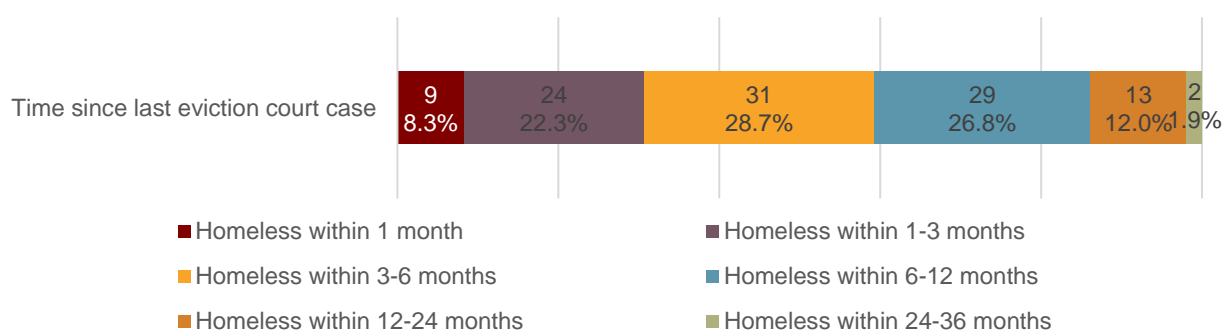
⁵⁶ This count consists of the unduplicated families that requested funding and faced an eviction court case before accessing CoC services while experiencing literal homelessness in this time period.

Time between eviction court case and accessing CoC services while experiencing literal homelessness

For the subset of families that accessed CoC services while experiencing literal homeless after applying for prevention funds and facing a court evictions case, *Figure 30* shows that the vast majority (71.3%) experienced literal homelessness within a year of the date of the evictions court case.

Figure 30: Of families that requested prevention funds, then faced an eviction court case in 2015 or 2016, and then accessed CoC services while experiencing literal homelessness: amount of time from eviction court case to becoming literally homeless

(108 families accessing CoC services while experiencing literal homelessness between July 1, 2014 and June 30, 2017)



Source: HMIS data and publicly available Evictions Court Records in Chicago from 2015-16.

SECTION 3: PROJECTED NUMBER OF FAMILIES THAT WILL EXPERIENCE HOMELESSNESS IN THE NEXT YEAR

OVERVIEW

When planning for efforts to help end family homelessness in Chicago, it is useful for the city to have a sense of the number of families that are likely to experience homelessness in the next year to identify sufficient resources to serve them. While there are several critical limitations in Urban Lab's methodology for projecting the number of families that will experience homelessness (see *Limitations of methodology for projections* section below), our estimates can serve as a baseline for understanding the scale of families in Chicago that may benefit from supports.

In this section we analyze four years of historical data. We specifically:

- Examine the total number of families that experienced homelessness (both literal and while living doubled up) in each of the last four years; and
- Use these data to inform projections for how many families will experience homelessness in the next year (separately projecting the number of families that will experience literal homelessness, experience homelessness while living doubled up, and both groups together).

It is important to note that the vast majority of families experiencing homelessness do not access services from the CoC. Because these families do not access CoC services, they have no reason or opportunity to respond to Vulnerability Index (VI) Assessments that the CoC uses to prioritize families for different types of housing supports (and that we use to estimate families' housing needs for the purposes of this report). In *Section 4: Housing needs of families projected to experience homelessness in 2018*, we look more closely at the subset of families that access housing and other support services from the CoC.

OVERVIEW OF METHODOLOGY FOR SECTION 3

In order to estimate the number of families that will experience homelessness in the next year, Urban Labs examined historical trends in the number of families experiencing literal homelessness or experiencing homelessness while living doubled up with friends or family over the past four years. Because CPS records a student's status as living in a temporary living situation (STLS) once per school year, our annual counts align with the school year (i.e. from July 1 of one year to June 30 of the following year) rather than with the calendar year (from January 1 – December 31). The 2018 calendar year spans two school years (SY 17-18 and SY 18-19), so we projected out two school years to encompass all of the 2018 calendar year.

Using four years of historical data, we ran a regression to establish a trend line and project the number of families that will experience homelessness over the next two school years. For each projection, we discuss the margin of error and cite the lower-bound and upper-bound estimates within which we can say with 95% confidence that the number of families experiencing homelessness will fall each year.

For more information on our methodology for developing projections, please see *Appendix 8: Methodology for projecting the number of families that will experience homelessness*.

LIMITATIONS OF METHODOLOGY FOR SECTION 3

The methodology that Urban Labs employs to project the number of families that will experience homelessness in 2018 has several notable limitations and should be interpreted with caution. Urban Labs was only able to analyze the past four years of historical data to inform our

projections. In addition, the number of families experiencing homelessness will vary with a host of additional factors in complex ways that are not modeled in this report. A non-exhaustive list of factors that were not incorporated into our analysis and may impact the rate at which families become homeless includes poverty rates among families, housing prices (which themselves are a result of a complex market), demographic trends in family size and composition, availability of emergency financial assistance, and changes to safety net programs. Unexpected events associated with any of these factors could also significantly influence the rates at which families become homeless. For example, if there is an unanticipated economic downturn in 2018, the number of families experiencing homelessness would likely be much higher than projected, but there is no way for UL to accurately predict these contingencies and incorporate them into our analysis at this point. Finally, we did not formally incorporate estimates of how many at-risk families are likely to transition to literal homelessness in the next year.

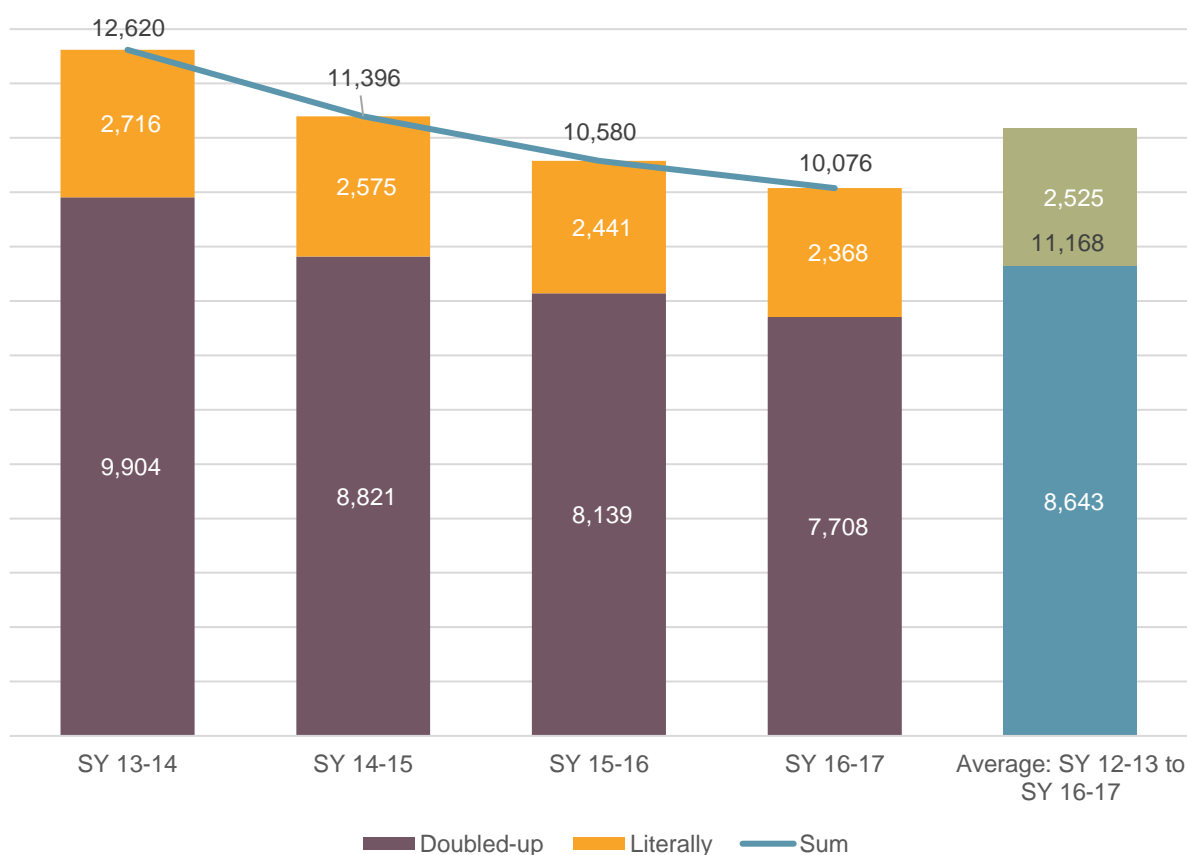
However, our projections do provide a baseline from which stakeholders can begin planning efforts to serve families in the coming year, even if these efforts many need to adapt to unforeseen circumstances or natural fluctuations in inflow that occur over time.

HISTORICAL ANALYSIS: TOTAL NUMBER OF FAMILIES EXPERIENCING HOMELESSNESS

As shown in *Figure 31*, the total number of families experiencing homelessness on an annual basis has been declining over the past four years. The total number of families that have experienced homelessness – either literal homelessness⁵⁷ or living doubled up with families or friends – has been as high as almost 13,000 in SY 2013-14 (12,620) and as low as approximately 10,000 in SY 2016-17 (10,076). This trend may be driven in part by changing demographics, as data show decreases in the number of low-income families and African American families citywide.⁵⁸

Figure 31: Total number of families experiencing homelessness per school year (including literal and living doubled up)

(44,672 families that either accessed CoC services while literally homeless at least once and/or had at least one child identified as STLS in CPS data between July 1, 2013 and June 30, 2017)



⁵⁷ For this analysis, a family was categorized as experiencing “literal” homelessness if they accessed CoC services while experiencing literal homelessness at least one time during that school year or were identified as STLS by CPS in a dwelling type other than living doubled up (e.g. in shelter, in a place not meant for human habitation, etc.). In the case of many families, they also lived doubled up during the same school year (as explored in more detail in Figure 34).

⁵⁸ Hinz, G. (2017, October 4). Chicago is now the nation’s best-educated big city. Retrieved April 2, 2018, from <http://www.chicagobusiness.com/article/20171004/BLOGS02/171009951/chicago-is-now-the-nations-best-educated-big-city>

Source: HMIS and CPS data. Visualization excludes STLS families that also accessed CoC services while “at-risk” of homelessness per HUD’s definition (Category 2) and never accessed CoC services while experiencing literal homelessness within that same school year. (For the purposes of this report, families that access CoC services while “at-risk” of homelessness are not considered experiencing homelessness. In SY 2013-14 there were 201 families for whom this was true, 238 in SY 2014-15, 210 in SY 2015-16, and 221 in SY16-17.)

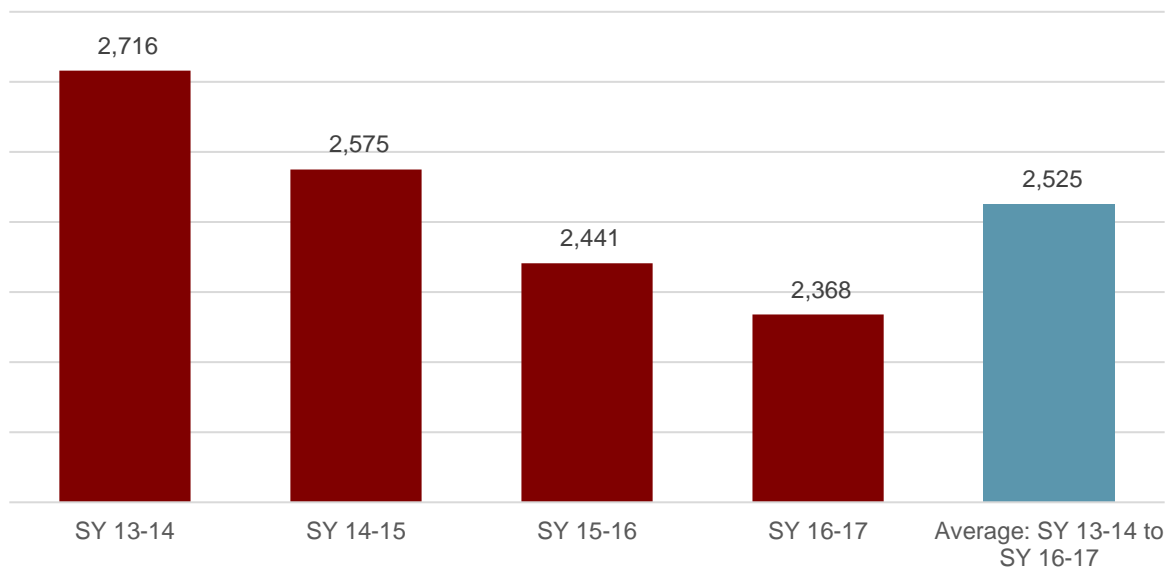
FAMILIES EXPERIENCING LITERAL HOMELESSNESS

Historical analysis

When considering only the number of unique families that were identified as experiencing literal homelessness per year – either by CPS, by the CoC, or both – we see that the total number of families experiencing literal homelessness on an annual basis has been trending down over the past four years. As shown in *Figure 32*, the total number of families has been as high as almost 2,750 in SY 2013-14 (2,716) and as low approximately 2,400 in SY 2016-17 (2,368). The average number of families experiencing literal homelessness was 2,525 per year.

Figure 32: Total number of families experiencing literal homelessness (annually)

(10,100 families that accessed CoC services while experiencing literal homelessness at least one time and/or had STLS children in CPS that were categorized as experiencing literal homelessness between July 1, 2013 and June 30, 2017)

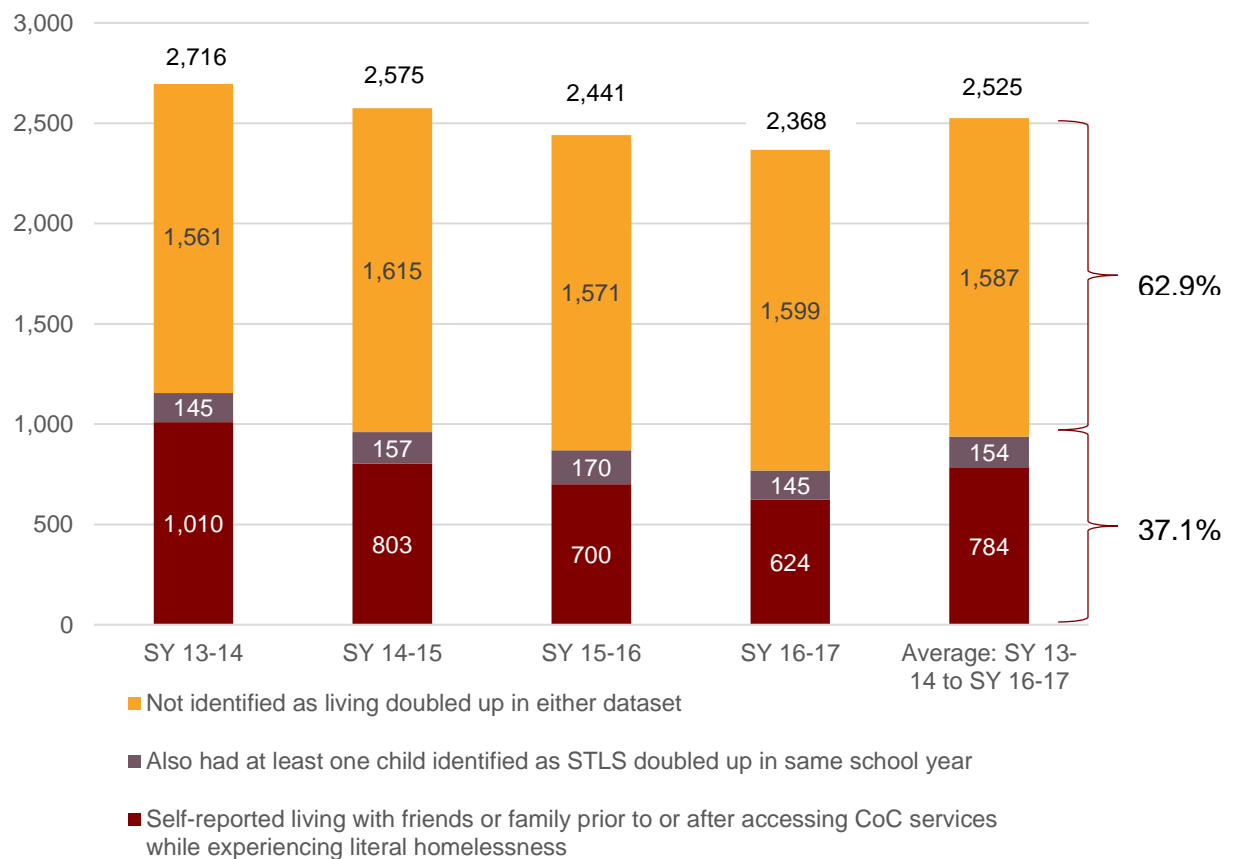


Source: HMIS and CPS data.

Of families that experienced literal homelessness in each school year, *Figure 33* shows that over one third (38.2%, 6,346/10,100) were also identified as living doubled up at some point in the same school year, either by CPS or by self-report in HMIS data.⁵⁹

Figure 33: Of families experiencing literal homelessness, number that also self-reported living with friends or family and/or had at least one child identified as living doubled up by CPS in the same school year

(10,100 families that accessed CoC services while experiencing literal homelessness at least one time and/or had STLS children in CPS that were categorized as experiencing literal homelessness between July 1, 2013 and June 30, 2017)



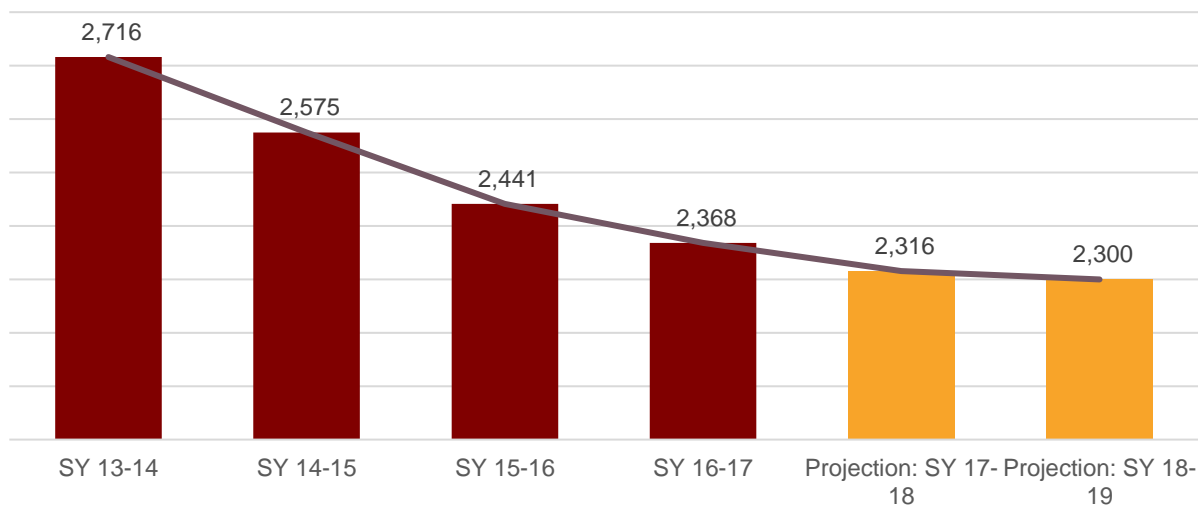
Source: HMIS and CPS data.

⁵⁹ Families either self-reported in HMIS that they were living with friends and family before or after accessing CoC services while experiencing literal homelessness, and/or had at least one child identified as living doubled up in CPS data.

Future projections

Given these patterns over the past four years, we project in *Figure 34* that approximately 2,200 to 2,500 families will experience literal homelessness in 2018 (2,316 in SY 2017-18 with a margin of error of +/- 66 families,⁶⁰ and 2,300 in SY 2018-19 with a margin of error of +/- 136 families).

Figure 34: Projected number of families who will experience literal homelessness in SYs 17-18 and 18-19



Source: HMIS and CPS data.

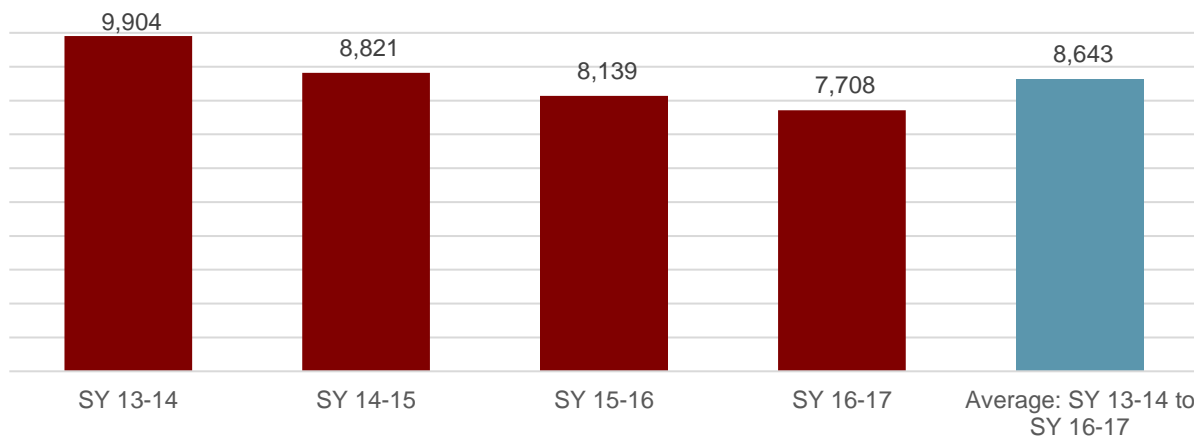
⁶⁰ All margins of error are calculated in accordance with a 95% confidence interval.

FAMILIES LIVING DOUBLED UP

Historical analysis

When considering only the number of families per year that were identified by CPS as experiencing homelessness while living doubled up, we see that the total number of families living doubled up has been trending down over the past four years, but decreasing at a slower rate over time. (We see a decrease of 1,083 families from SY 2013-14 to SY 2014-15, to a decrease of just 431 from SY 2015-16 to 2016-17). As shown in *Figure 35*, the total number of families has been as high as almost 10,000 in SY 2013-14 (9,904) and as low as approximately 7,700 in SY 2016-17 (7,708). The average number of families experiencing homelessness while living doubled up was 8,643 per year.

Figure 35: Total number of CPS STLS families experiencing homelessness while living doubled up that did not access CoC services (annually)

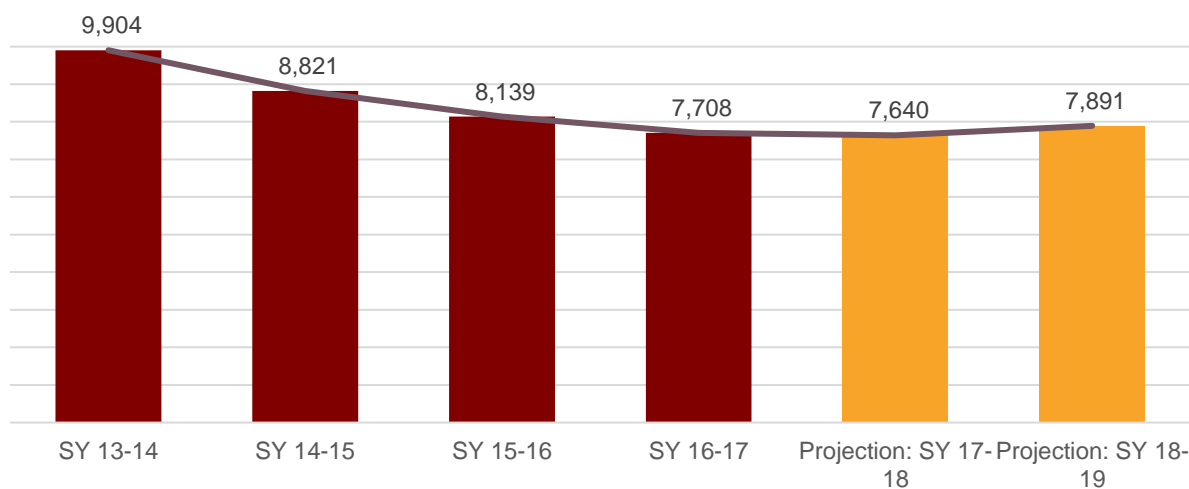


Source: CPS and HMIS data. (HMIS data used to identify which doubled up families also accessed CoC services while experiencing literal homelessness in the same school year, which for the purposes of this report were considered to be experiencing literal homelessness.)

Future projections

Given these patterns over the past four years, we project in *Figure 36* that approximately 7,500 to 8,300 families will experience homelessness while living doubled up in 2018 (7,640 in SY 2017-18 with a margin of error of +/- 183 families and 7,891 in SY 2018-19 with a margin of error of +/- 377 families).

Figure 36: Projected number of families who will experience homelessness while living doubled up in SYs 17-18 and 18-19

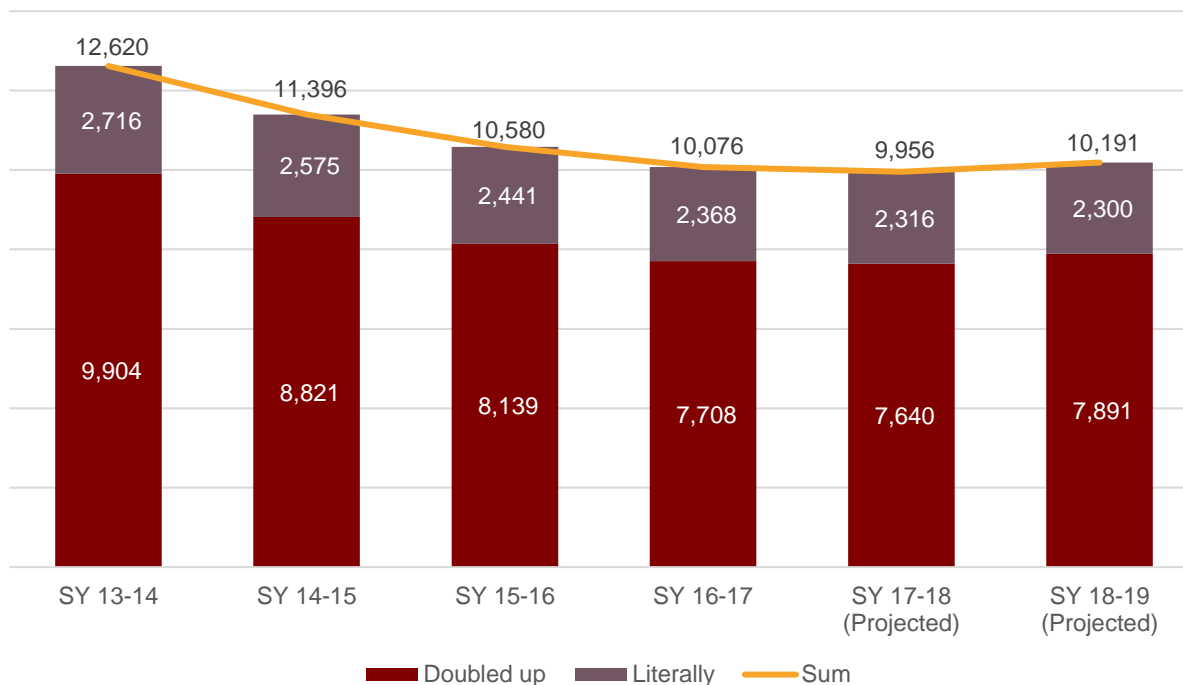


Source: CPS and HMIS data. (HMIS data used to identify which doubled up families also accessed CoC services while experiencing literal homelessness in the same school year, which for the purposes of this report were considered to be experiencing literal homelessness.)

FUTURE PROJECTIONS: TOTAL NUMBER OF FAMILIES EXPERIENCING HOMELESSNESS

Given these patterns over the past four years for families experiencing literal homelessness or homelessness while living doubled up, we project in *Figure 37* that approximately 9,800 to 10,400 families will experience homelessness in 2017 (9,956 in SY 2017-18 with a margin of error +/- 117 and 10,191 in SY 2018-19) with a margin of error +/- 242).

Figure 37: Projected number of families who will experience homelessness (literal or living doubled up) in 2018



Source: CPS and HMIS data

SECTION 4: HOUSING NEEDS OF FAMILIES PROJECTED TO EXPERIENCE HOMELESSNESS IN THE NEXT YEAR

OVERVIEW

In order to ensure that families served by the CoC have the best chance of remaining housed over the long term and do not return to homelessness, it is important that they are placed in housing types that have the appropriate levels of support for their unique needs and vulnerabilities. In this section, Urban Labs estimates the types of housing that the CoC would assign to most effectively serve the families that are projected to experience homelessness in the next year. Chicago recently implemented a Coordinated Entry System, which aims to assess families' vulnerability at the point at which they contact the CoC and uses that information to prioritize them for housing with the appropriate level of supports (based on availability of units).

In *Section 3: Projected number of families that will experience homelessness in 2018*, Urban Labs projected the total number of families that will experience homelessness in 2018 – including families experiencing literal homelessness and families living doubled up. However, it is important to note that not all families experiencing homelessness access services from the CoC, as shown in our analyses below. (In fact, a minority of them do.) If a family does not access CoC services, the head of household does not respond to a Vulnerability Index (VI) Assessment, which the CoC (and this report) uses to determine what type of housing would be the most appropriate fit for their needs.

Therefore, when projecting families' anticipated housing needs in 2018 in this section of the report, we:

- First project the total number of families that we expect will experience homelessness in the next year *and will access from the CoC*;
- Examine monthly trends in how many families access services from the CoC to provide a sense of when the most families might engage with the CoC;
- Project these families' housing needs based on the rates at which families that were recently assessed by the CoC since the implementation of the Coordinated Entry System were prioritized for different types of housing; and
- Discuss the little existing information we have on the needs of (the majority of) families experiencing homelessness that do not access services from the CoC.

Without having access to VI Assessments for the majority of families experiencing homelessness (which do not access CoC services), we are not able to formally project their housing needs in this report.

OVERVIEW OF METHODOLOGY FOR SECTION 4

Chicago began to implement a new Coordinated Entry System for specific subpopulations of people experiencing homelessness in April 2017. As part of this system, the CoC aims to administer VI assessments to individuals or families at the point at which they first access CoC services. Most families are given a Family VI Assessment, unless the family's head of household is between the ages of 18 and 25, in which case the head of household responds to the Youth VI assessment. The family's score on the assessment serves as a proxy for their need: the higher the score, the more "vulnerable" the family is considered. The CoC prioritizes families with higher scores for housing units with increasing levels of supportive services.

It is worth noting that the availability of housing placements with more supportive services typically fall short of demand, so even if families are assessed and have VI Assessment scores

for which the CoC would prioritize them for permanent supportive housing (PSH), they may not ultimately be placed in (or in some cases formally qualify for) a PSH unit. The rubric that the CoC uses to determine which families are prioritized for which types of housing follow:

- Families headed by a youth experiencing chronic homelessness⁶¹
 - Any score: Permanent supportive housing
- Families headed by youth *not* experiencing chronic homelessness
 - 0 - 1: Youth Transitional Housing
 - 2 and above: Permanent Supportive Housing
- Families experiencing chronic homelessness
 - Any score: Permanent supportive housing
- Families *not* experiencing chronic homelessness
 - 0 - 1.5: Affordable housing units
 - 2 - 5.5: Rapid Rehousing (RRH) or Permanent Housing with Short-term Supports (PHwSS)
 - 6 and above: Permanent supportive housing

In order to project the housing needs of families that will access services from the CoC while experiencing homelessness in 2018, UL first examined the VI Assessment scores of all families that responded to the new VI Assessments between April and December 2017 (the latest data to which we had access). Using the scoring rubric above, we calculated the distribution of the types of housing units for which these families qualified. UL was not able to analyze historical trends in VI Assessment scores prior to the start of the new Coordinated Entry system in April 2017 because families' scores on previous VI Assessments included different questions with a different prioritization ranking system.⁶²

Between April and December 2017, 1,388 families took the Family or Youth assessment. UL used families' scores on these assessments to determine for which type of housing they would qualify based on the CoC's prioritization system (from most to least intensive):

- Permanent supportive housing (PSH)
- Rapid rehousing (RRH) or permanent housing with short-term supports (PHwSS)
- Affordable housing

We then assumed that families projected to access services in 2018 will have a similar distribution of needs to families that accessed services between April and December 2017.

Unfortunately, there is very limited information on the housing and support needs of families that have not accessed CoC services in the past, and these families constitute the majority of families that experience homelessness each year in Chicago. These families are primarily experiencing homelessness while living doubled up. It is possible that families that have never accessed services from the CoC have different needs and vulnerabilities than families that have

⁶¹ Per HUD's definition, an individual is considered as experiencing chronic homelessness if they have a disability and they have been homeless continuously for the past 12 months or on at least four occasions in the last three years where those occasions cumulatively total at least 12 months. For more information, see HUD's guidance at the following link (accessed on January 24, 2018): <https://www.hudexchange.info/faqs/2750/what-are-the-main-differences-between-the-previous-definition-of/>

⁶² In addition, the data from historical VI assessments are held by a separate agency; Urban Labs does not have access to these data.

accessed services from the CoC in the past. As a result, we cannot assume that these families have the same distribution of need for housing and support services as families that have previously accessed services.

Starting in the summer of 2017, the HomeWorks Campaign worked in partnership with CPS, the Department of Family & Support Services, and the City of Chicago's Office of the Mayor to place 100 families identified as STLS in six CPS schools – including families experiencing literal homelessness and those living doubled up – in permanent supportive housing as part of the Families in Transition (FIT) pilot program. Families that applied for access to these units responded to VI Assessments to determine their eligibility, even if they had never accessed services from the CoC in the past. (Typically families are only assessed at the point of accessing services from the CoC.) Urban Labs has access to 164 assessments conducted with FIT families, 97 of which had never previously accessed services from the CoC. In the final part of this section of the report, we analyze the distribution of housing needs among this small number of families that had never previously accessed services from the CoC.

LIMITATIONS OF METHODOLOGY FOR SECTION 4

It is possible that the historical rates of families' housing and service needs vary from the population of families that accessed CoC services and were assessed as part of the new Coordinated Entry System between April and December 2017. It is also important to underscore that while families may technically be prioritized for permanent supportive housing based on their VI Assessment score in the new Coordinated Entry System, they do not always receive it (and in some cases, depending on the type of supportive housing, may not actually qualify for it). For the purposes of this report, we chose to analyze the types of housing for which families would be prioritized within the new Coordinated Entry System, which the CoC believes would best serve their needs, rather than examine historical patterns of the types of housing in which families were actually placed based on the availability of units.

Urban Labs recommends employing extreme caution when interpreting the distribution of needs of the 97 families that had not previously accessed services from the CoC at the time of assessment for the FIT program. These families represent less than one percent of the total families experiencing homelessness that do not access services from the CoC. Because this is the only known information on the needs of families that have not accessed services from the CoC we include the information in this report, but this analysis should be considered very preliminary. We strongly caution against assuming that all families that do not access services from the CoC have a similar distribution of housing needs.

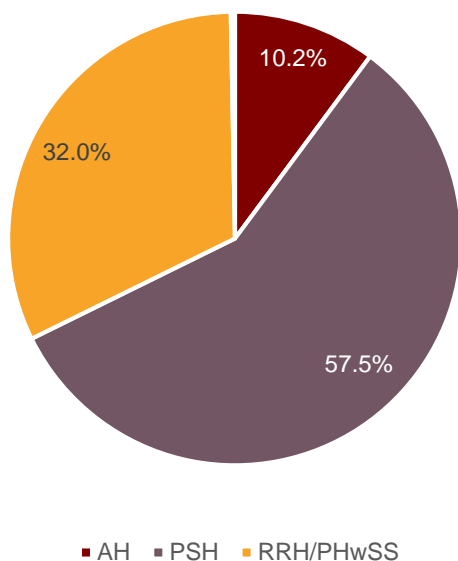
DISTRIBUTION OF NEEDS OF FAMILIES ACCESSING SERVICES FROM THE CoC

Figure 38 shows the types of housing for which families were prioritized that accessed a service from the CoC and responded to a VI assessment between April and December 2017:

- 58% of families (770/1,338) qualified for PSH
- 32% of families (428/1,338) qualified for RRH or PHwSS
- 10% of families (136/1,338) qualified for affordable housing

For a breakout of how different types of families scored on their unique VI assessments, please see *Appendix 9: VI Scores of families accessing CoC services between April and December 2017*.

Figure 38: Housing needs of families that completed Vulnerability Index (VI) assessments in between April and December 2017
(1,338 families)



Source: HMIS data

Of the families whose VI Assessment scores prioritize them for PSH in the new Coordinated Entry System (770/1,338), we conducted further analysis of their disabilities and found that:

- 58.0% have an adult member with a HUD-qualifying disability requirement;
- 58.9% self-report being a survivor of intimate partner violence;
- 24.5% are chronically homeless; and
- 2.8% have a family member with HIV

In the rest of this section, UL assumes that families that we project will access CoC services in the next year will have a similar distribution of needs to these families that accessed services between April and December 2017.

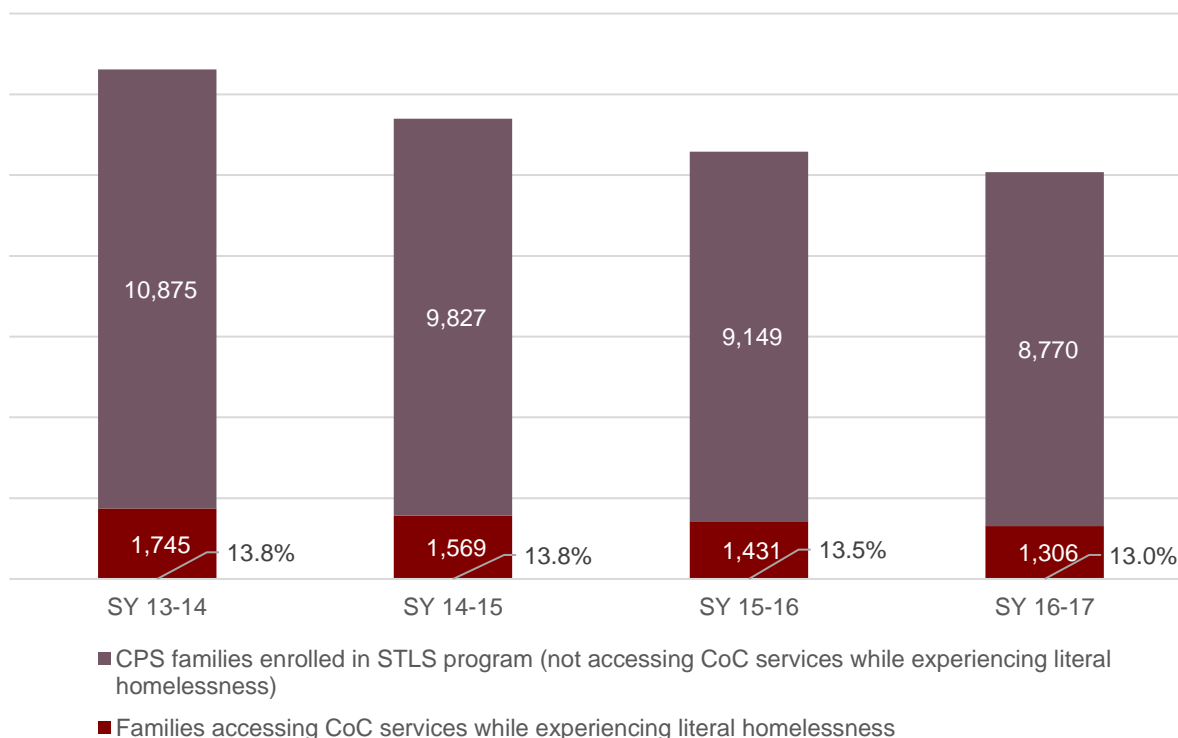
NUMBER OF FAMILIES EXPECTED TO ACCESS SERVICES FROM THE CoC IN NEXT YEAR

Not all families that were identified as experiencing homelessness in *Section 3* of this report actually accessed services from the CoC. In order to project the housing needs of families that are likely to access services from the CoC in 2018, we first examine trends in the number of families that accessed CoC services while experiencing literal homelessness over the past four years to help inform projections.

Historical analysis: families accessing CoC services while experiencing literal homelessness as a portion of total families experiencing homelessness

As shown in *Figure 39*, in any given year, 13 to 14 percent of the total number of all families experiencing homelessness – either literal homelessness or living doubled up – actively access CoC services while experiencing literal homelessness.

Figure 39: Families accessing CoC as a portion of total families identified as experiencing homelessness



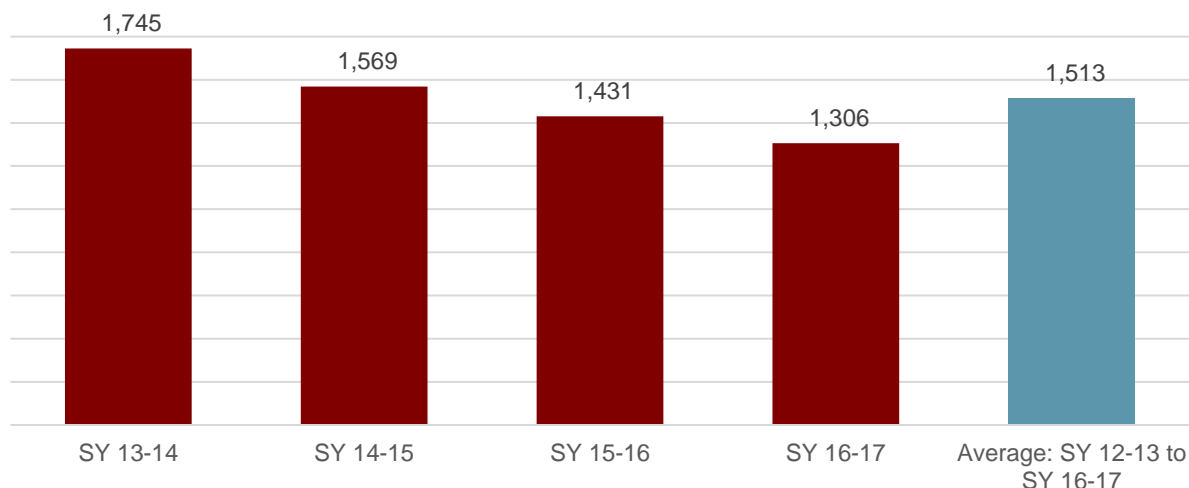
Percentage of families that access CoC services while experiencing literal homelessness

Source: HMIS and CPS data. Families that either accessed CoC services while literally homeless at least once and/or had at least one child identified as STLS in CPS data within each respective school year between July 1, 2013 and June 30, 2017. Visualization excludes STLS families that also accessed CoC services while “at-risk” of homelessness per HUD’s definition (Category 2) and never accessed CoC services while experiencing literal homelessness within that same school year. (For the purposes of this report, families that access CoC services while “at-risk” of homelessness are not considered experiencing homelessness. In SY 2013-14 there were 201 families for whom this was true, 238 in SY 2014-15, 210 in SY 2015-16, and 221 in SY16-17.)

Historical analysis: families experiencing homelessness that access CoC services

The total number of families annually that have accessed CoC services while experiencing literal homelessness has been trending down over the last four years. As shown in *Figure 40*, the total number of families that accessed services while experiencing homelessness has been as high as just over 1,700 in SY 13-14 (1,745) or as low as approximately 1,300 in SY 16-17 (1,306). The average number of families that has accessed services was 1,513 per year.

Figure 40: Total number of families experiencing homelessness that accessed services from the CoC

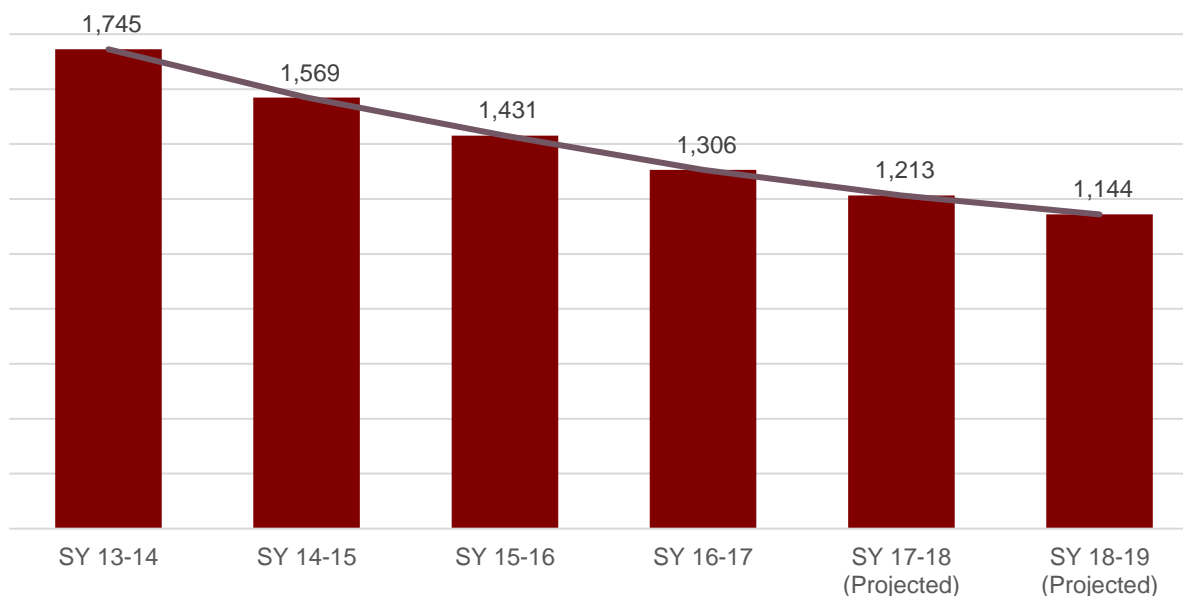


Source: HMIS data. Families that accessed CoC services while experiencing literal homelessness at least once within each respective school year.

Future projections: families experiencing homelessness that access CoC services

Given these patterns over the past four years, we project in *Figure 41* the total number of families that will access services from the CoC while experiencing homelessness in SY 2017-18 will be approximately 1,100 to 1,250 (1,213 with a margin of error of +/- 31 families in SY 2017-18,⁶³ and 1,144 families in SY 2018-19 with a margin of error of +/- 63 families).

Figure 41: Projected number of families who will access services from the CoC while experiencing homelessness in 2018



Source: HMIS data

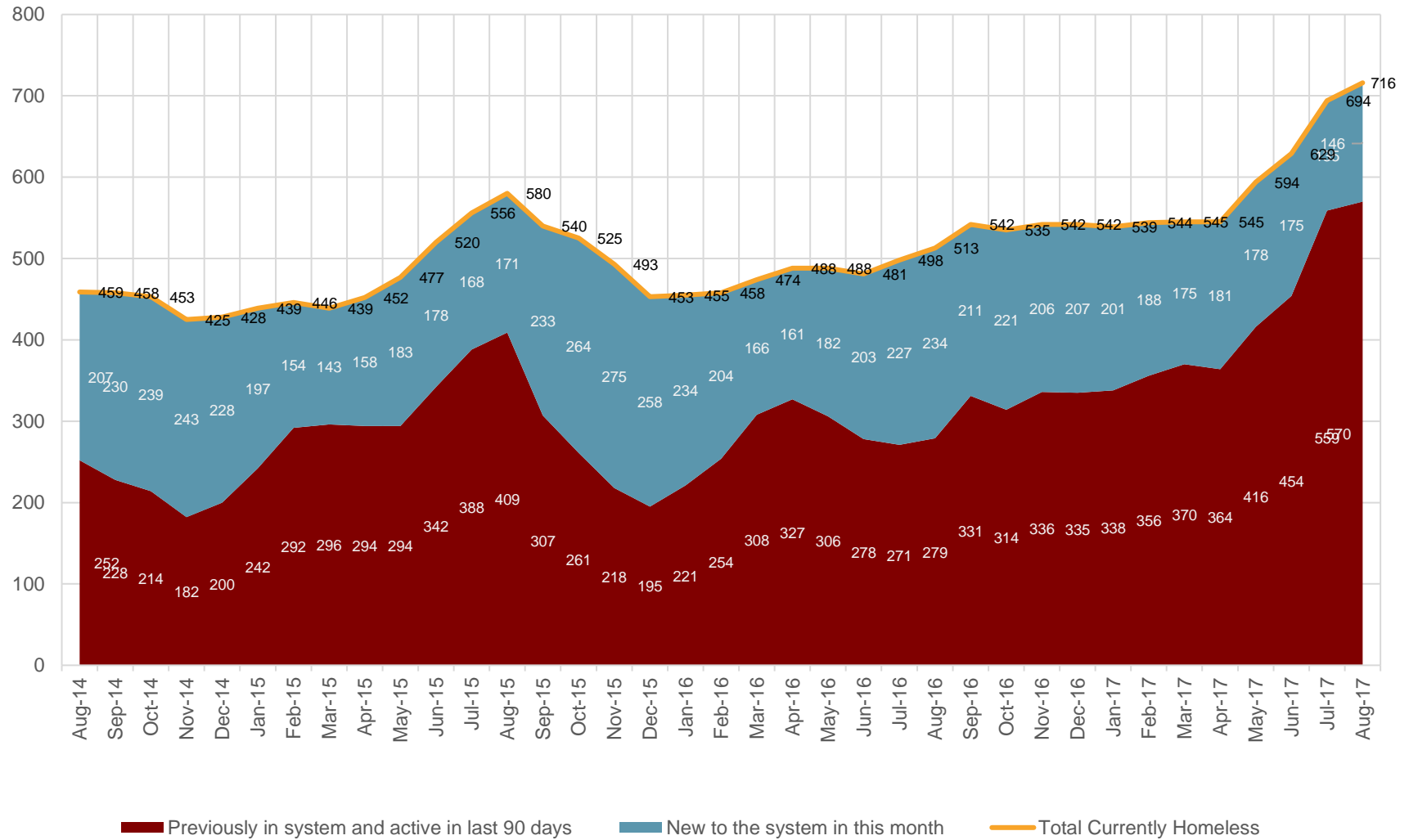
ARE THERE TIMES OF THE YEAR WHEN THE CoC SHOULD EXPECT TO SERVE MORE FAMILIES THAN AT OTHER POINTS IN THE YEAR?

Historical analysis – total families served

Over the past three years, the total number of families experiencing literal homelessness that accessed services from the CoC in one month has been as high as 716 in August 2017 and as low as 425 in November 2014. As shown in *Figure 42*, the CoC consistently needs to serve a higher number of families in the summer (July and August) and fewer in winter (November to February).

⁶³ All margins of error are calculated in accordance with a 95% confidence interval.

Figure 42: Total number of families accessing services from the CoC while experiencing literal homelessness (per month)

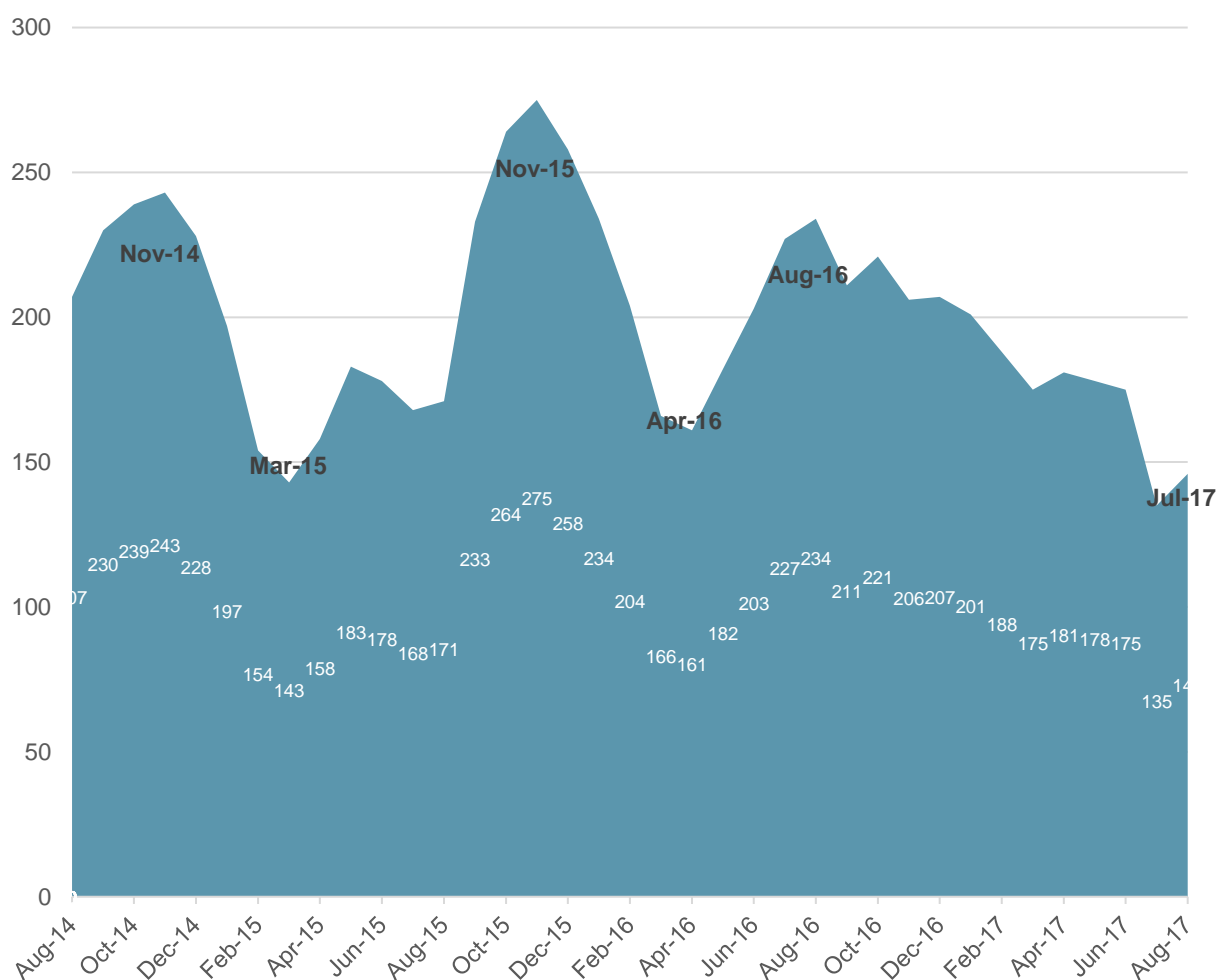


Source: HMIS data

Historical analysis – families new to the system each month

Figure 43 shows that peaks in the number of families that are new to the system have tended to appear in the late summer or fall over the past few years (November 2014, November 2015, and August 2016). In contrast, troughs in the numbers of families new to the system have occurred in the spring or mid-summer (March 2015, April 2016, and July 2017). Looking just at the number of families that are new to the system below in Figure 43 versus families that were previously in the system in Figure 42, trends suggests that the rise in the total number of active families experiencing literal homelessness in the CoC in the second half of 2017 can be explained by families remaining in the system for longer periods of time before exiting the CoC to permanent housing destinations, rather than a large rise in the number of families new to the system.

Figure 43: Number of families who access services from the CoC for the first time in 90 or more days (per month)



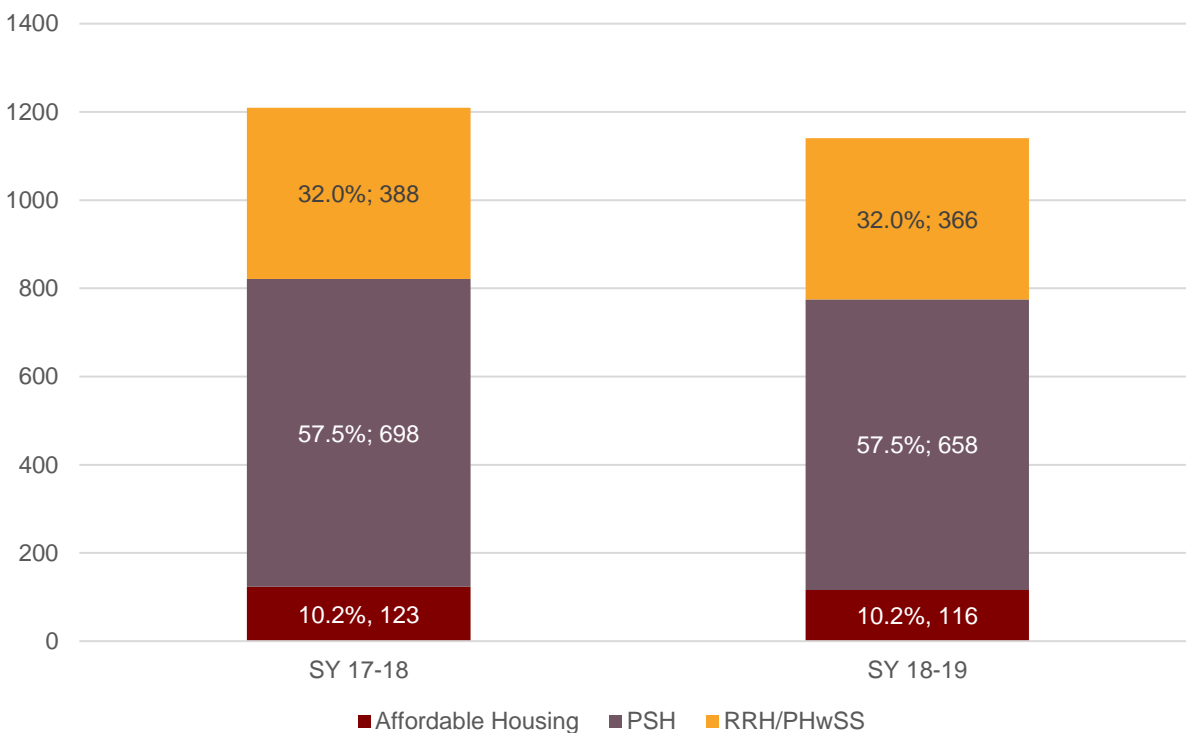
Source: HMIS data

ESTIMATED HOUSING NEEDS FOR FAMILIES EXPERIENCING HOMELESSNESS THAT WILL LIKELY ACCESS CoC SERVICES IN THE NEXT YEAR

Using our projections for the number of families that will access services from the CoC in SY 2017-18 and SY 2018-19, *Figure 44* estimates that these families would qualify for the following types of housing:

- Approximately 620 to 720 units of permanent supportive housing (698 in SY 2017-18 with a margin of error of +/- 18 units, and 658 in SY 2018-19 with a margin of error of +/- 36 units).
- Approximately 350 to 400 units of rapid rehousing or permanent housing with short-term supports (388 in SY 2017-18 with a margin of error of +/- 10 units, and 366 in SY 2018-19 with a margin of error of +/- 20).
- Approximately 110 to 130 units of affordable housing in (123 in SY 2017-18 with a margin of error of +/- 3 units, and 116 in SY 2018-19 with a margin of error of +/- 6).

Figure 44: Estimates of housing needs (based on VI Assessment Scores) for the projected number of families who access services from the CoC while experiencing homelessness in SY 2017-18 and SY 2018-19



Source: HMIS data. Projections based on 1,338 VI Assessment scores from families that accessed CoC services between April and December 2017.

ESTIMATED HOUSING NEEDS FOR FAMILIES THAT DO NOT ACCESS CoC SERVICES

As previously shown in *Figure 39* above, approximately 86 – 87 percent of families in Chicago that are identified as experiencing homelessness in any given year – either literal homelessness or while living doubled up – do not access services from the CoC. It is possible that these families' needs vary from families that do access CoC services. However, because families experiencing homelessness typically respond to VI Assessments at the point of accessing services, there is limited information on the housing and support needs of families that do not access services.

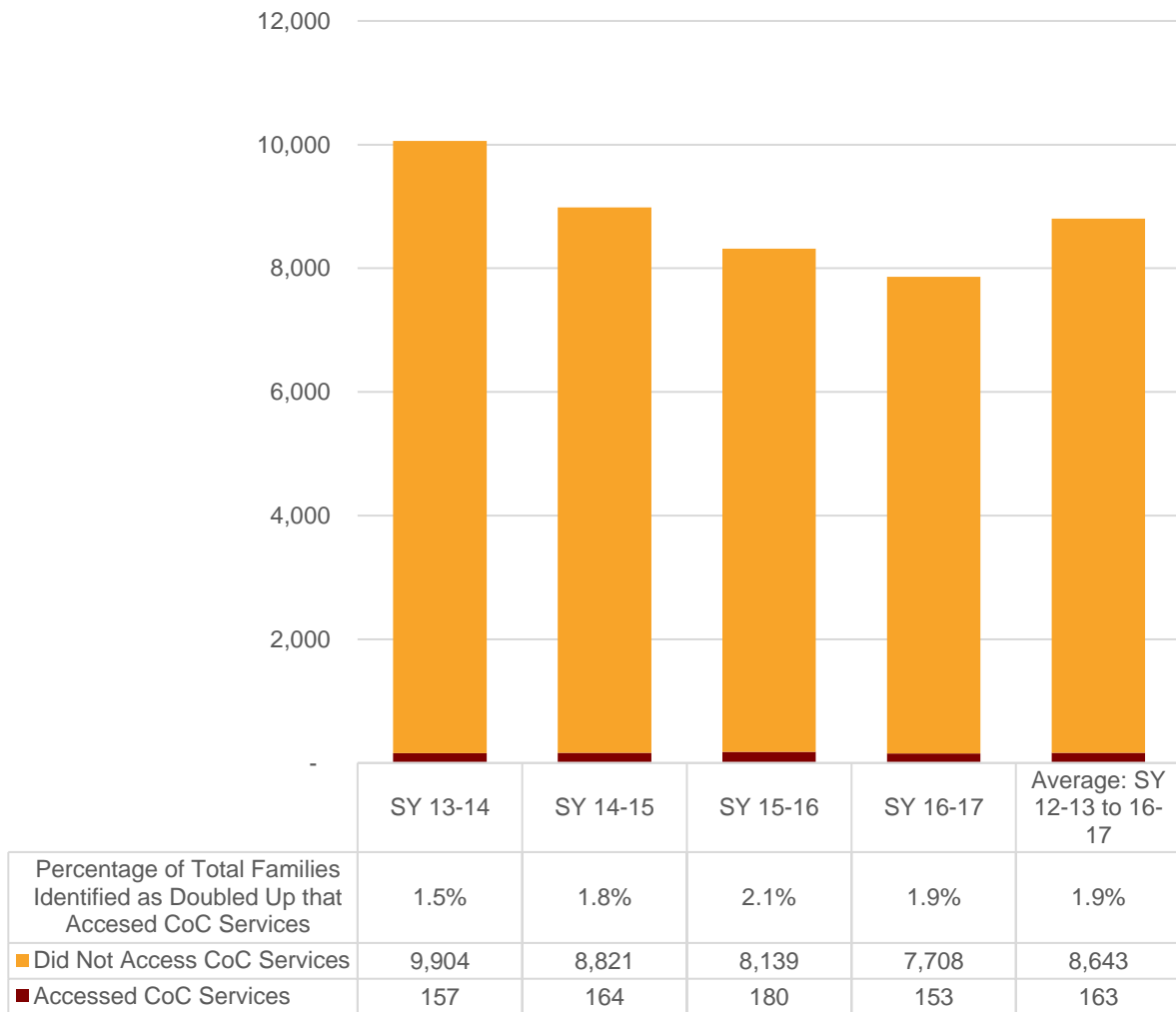
Within the scope of this report, all families that are experiencing homeless but are not accessing CoC services are identified in CPS data. As a result, below we first analyze the rates at which families identified as experiencing homelessness by CPS access CoC services. We then examine the housing needs of a very small portion of overall CPS families in temporary living situations (STLS) that have not previously accessed services. These families responded to vulnerability assessments to determine their eligibility for the FIT program even if they had never previously accessed CoC services. We strongly discourage assuming that these families' distribution of housing needs reflect the needs of all STLS families that do not access CoC services, as they represent such a small portion of overall CPS STLS families (approximately one percent).

Rates at which STLS families experiencing homelessness while living doubled up access CoC services

The majority of families experiencing homelessness that do not access services from the CoC are identified as living doubled up with family or friends by CPS. As *Figure 45* shows, over the past four school years, just under two percent of families that CPS identified as living as doubled up on average access CoC services while experiencing literal homelessness or at-risk of homelessness in the same or previous school years.

Figure 45: Families with children identified as doubled-up in STLS that have ever accessed CoC services

(Families with children identified as doubled up in CPS STLS data that also accessed CoC services while experiencing literal homelessness in the same or previous school years)



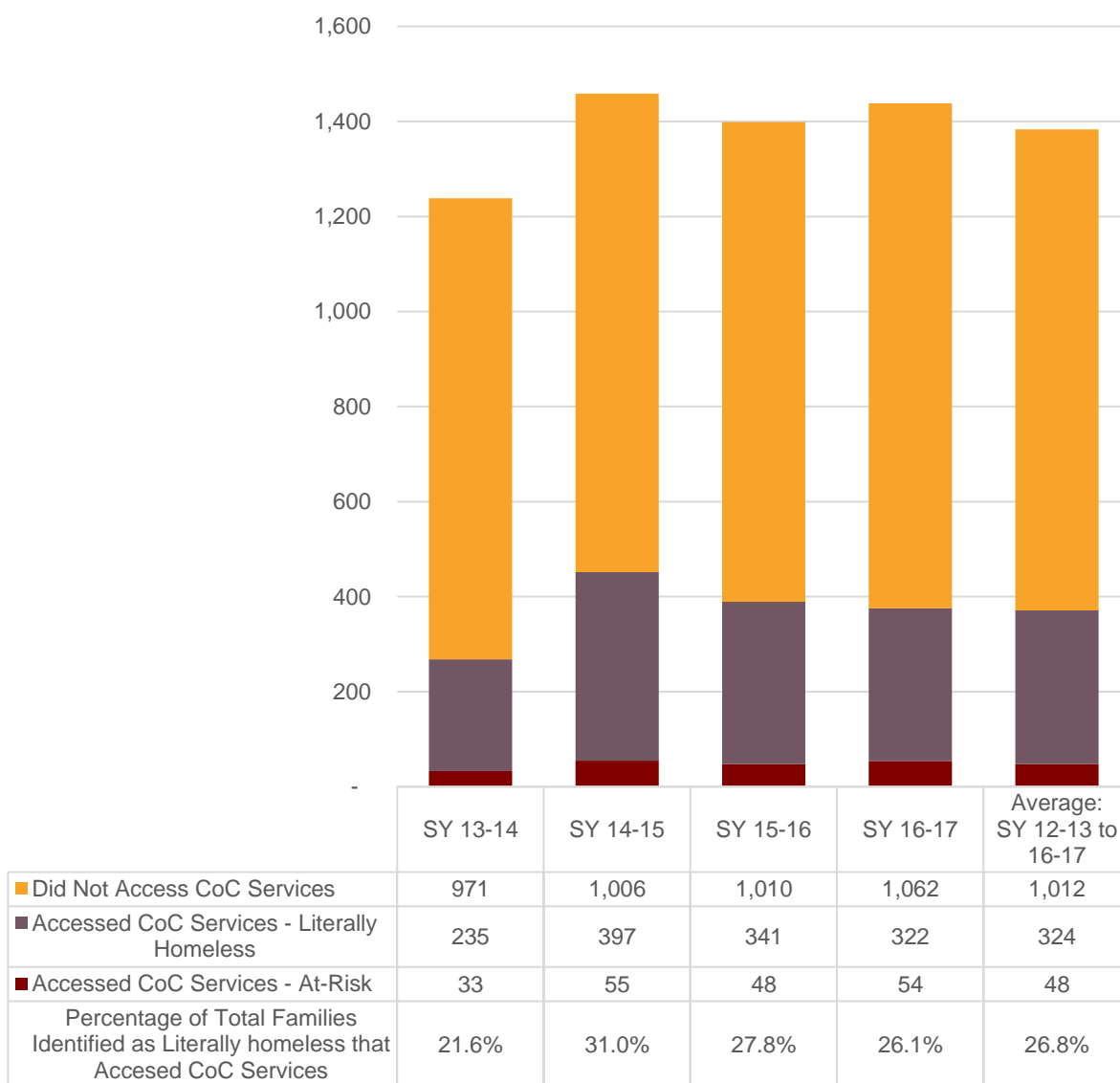
Source: HMIS and CPS data (SY 2008-09 to SY 2016-17).

Rates at which STLS families experiencing literal homelessness access CoC services

As *Figure 46* shows, over the past four school years, roughly 26.8 percent of families that CPS identifies as experiencing literal homelessness on average accessed services from the CoC in the same or previous school years.

Figure 46: CoC service access among families with children identified as literally homeless in STLS

(Families with at least one child identified as literally homelessness in CPS STLS data that also accessed CoC services while experiencing literal homelessness in the same or previous school year)

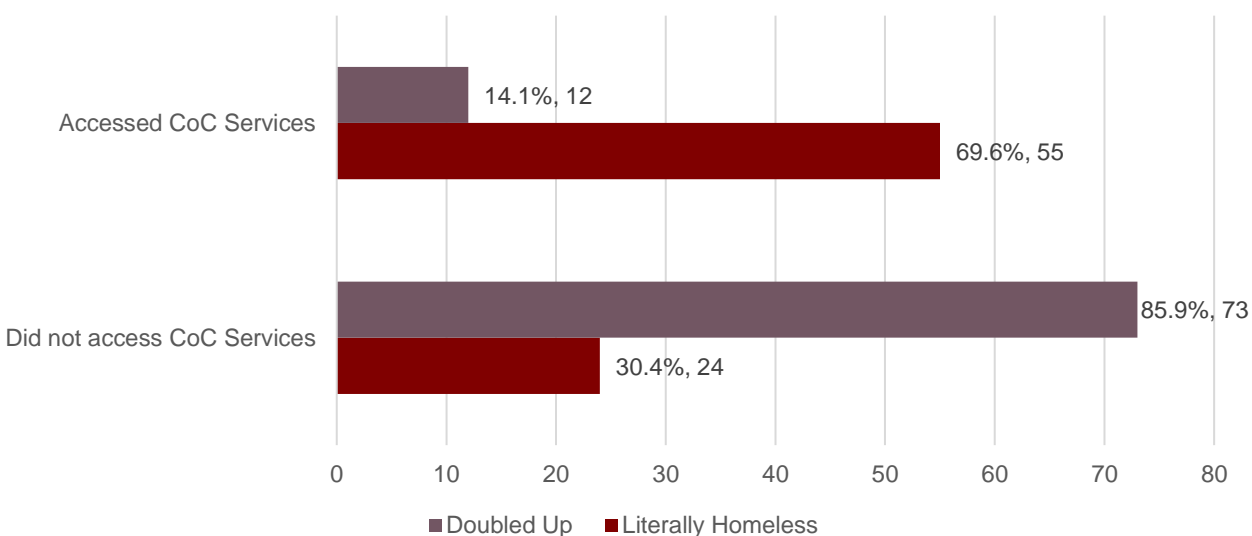


Source: HMIS and CPS data (SY 2008-09 to SY 2016-17).

Assessments from Families in Transition (FIT) doubled up families

For the Families in Transition (FIT) project, Urban Labs was able to access 164 assessments from CPS STLS families that responded to VI Assessments to determine if they were eligible to be placed in one of 100 units of permanent supportive housing. As *Figure 47* shows, of the 164 families who responded to assessments, 59.1 percent of these families (97/164) had never previously accessed services from the CoC. These 97 families represent about one percent of the total number of STLS families in SY 2016-17 that had never previously accessed services from the CoC (1.1%, 97/8,679).

Figure 47: CoC service access among families in the Families in Transition (FIT) program

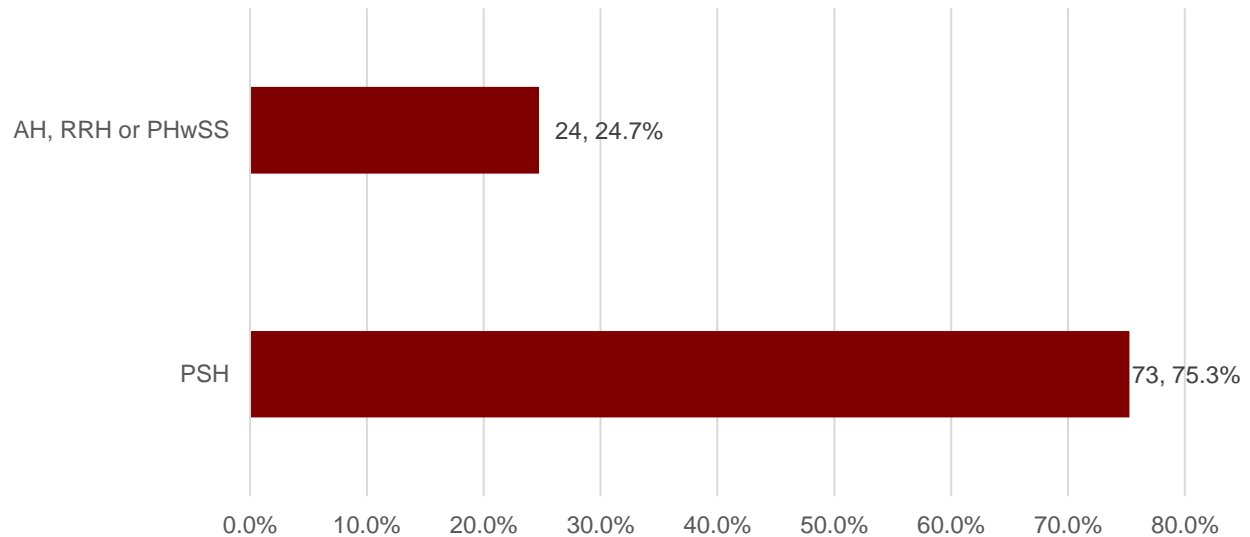


Housing needs of FIT families that had never previously accessed services

Figure 48 breaks out the distribution of housing needs of families that were assessed for FIT and had never previously accessed services from the CoC. In all, about three-fourths (75.3%, 73/97) qualified for PSH and the other fourth (24.7%, 24/97) qualified for rapid rehousing (RRH) or permanent housing with short-term supports (PHwSS).⁶⁴

⁶⁴A very small number of these 24 families experiencing homelessness while living doubled up qualified for affordable housing rather than RRH or PHwSS. However, the exact number of these families cannot be reported as it is less than 10 and the small cell size poses a risk that families could be identified. We have combined these few families into the category with RRH and PHwSS for this visualization.

Figure 48: Housing needs of families enrolled in Families in Transition (FIT) program that had not previously accessed CoC services, based on Vulnerability Index (VI) assessments



Given that these analyses only reflect the assessments of 97 CPS STLS families that had not previously accessed CoC services, we recommend extreme caution when reviewing these findings. If the CoC and CPS would like to know more about the needs of families that have not previously accessed CoC services so that they can more effectively support them and help end family homelessness in Chicago, Urban Labs recommends conducting more vulnerability assessments with STLS families that are not accessing services from the CoC.

APPENDIX 1: OVERVIEW OF DATA SOURCES

I. CHICAGO PUBLIC SCHOOLS (CPS): STUDENTS IN TEMPORARY LIVING SITUATIONS (STLS)

CPS granted UL permission to access a dataset containing information on its population of students in temporary living situations (STLS) to help inform the analysis for this report. The dataset shared with UL includes student records from school year (SY) 2009-2010 through SY 2016-2017 for all CPS students in all types of schools (district, selective enrollment, charters, contract, “options,” etc.), containing 145,900 records and 79,273 unique students.

DATA COLLECTION

Each CPS school designates a staff member to act as its school’s STLS Liaison, who is responsible for identifying students experiencing homelessness and coordinating the provision of supportive services to these students and their families.

CPS defines a student as STLS and qualifying for supports and services when they “lack a fixed, regular and adequate night-time place of residence, including those who are:

1. Sharing housing of other persons due to the loss of housing, economic hardship or similar reason (sometimes referred to as “doubled up”);
2. Living in a motel, hotel, trailer park or camping ground due to lack of alternative, adequate accommodations;
3. Living in an emergency or transitional shelter;
4. Living in a car, park, public place, abandoned building, substandard housing, bus or train station or similar setting;
5. Having a primary nighttime residence that is a private or public space not designated or ordinarily used as a regular sleeping accommodation;
6. Abandoned in a hospital;
7. Awaiting foster care placement (pursuant to the reauthorization of McKinney-Vento, this category was phased-out during the 2016-2017 school year); or
8. Migratory children living in any of the circumstances described above.”⁶⁵

Importantly for the purposes of this report, CPS counts students as STLS and provides services to them and their families for any of the categories listed above, including if they are experiencing homelessness while living “doubled up” with friends or families (number 1 on the list above). This definition extends beyond the U.S. Department of Housing and Urban Development’s definition of homelessness, which excludes people living with friends and friends due to economic hardship.

Once a student is identified as STLS, the Liaison records their status for that entire school year as qualifying for services outlined in the McKinney-Vento Act. In the official administrative record, each student has one STLS status for each year in which they are identified as living in a temporary living situation. The Liaison collects the following information on the student for that school year:

⁶⁵ See Chicago Public Schools Policy Manual: Education of Homeless Children and Youth, Section 702.5, found at: <http://policy.cps.edu/download.aspx?ID=128>

Column Name	Column Values
Homeless Indicator	1,0
Unaccompanied Youth Indicator	1,0
Initial Homeless Residence Date	Date & time
Initial Residence Date	Date & time
Residence Ended Date	Date & time
Dwelling Type	Abandoned Apartment/Building Boarding House Car Cooperative house Car/Park/Other Public Places Crisis Shelter Doubled Up Dormitory Disaster Shelter Hotel/Motel Other Living Situation Park Public Space Public Transit Station Residence of Other Individuals or Family Rooming House Awaiting Foster Care Placement; Temporary Foster Care Placement Transitional Housing Shelter; Transitional or Emergency Shelter
Resides With	Alone, Student is an Adult Alone, Minor with No Adult Supervision Alone Alone, in a Supervised Facility Grandparent Guardian One parent Other Adult(s) Other Other Adult Relative(s). Not Grandparent One parent & another adult One Parent Relative, Friend Spouse Two parents With Peer(s)

For the purposes of this report, UL considered the following dwelling types as constituting “literal” homelessness:

- Abandoned Apartment/Building
- Boarding House
- Car

- Cooperative house
- Car/Park/Other Public Places
- Crisis Shelter
- Dormitory
- Disaster Shelter
- Hotel/Motel
- Other Living Situation
- Park
- Public Space
- Public Transit Station
- Residence of Other Individuals or Family
- Rooming House
- Awaiting Foster Care Placement; Temporary Foster Care Placement
- Transitional Housing
- Shelter; Transitional or Emergency Shelter

That is, with the exception of students who are classified as “doubled up,” all STLS students are considered literally homeless for the purposes of this report.

LIMITATIONS OF STLS DATA

One key limitations of CPS’ STLS data within the context of this report is that each student’s STLS status is only officially reported on an annual basis, despite the fact that a student’s housing status may change throughout the school year. For example, it is possible that a student who was identified as STLS at the beginning of the year was stably housed by the end of school year, or became “literally” homeless after being identified as doubled-up at the beginning of the year.

USE OF STLS DATA IN THIS REPORT

For the purposes of this report, UL examined student records from SY 2016-17 – the most recent year of data available at the time of analysis – to identify the students of families “currently” experiencing literal homelessness or experiencing homelessness while living doubled-up as of August 2017. For the purposes of projecting the number of families who will experience homelessness in the next year, UL analyzed STLS data going back four years (i.e. from SYs 2013-14, 2014-15, 2015-16, 2016-17) to examine trends and patterns of housing instability. UL received STLS data dating as far back as SY 2008-09, which we used for analyses examining if a family “had ever” had at least one child identified as STLS.

UL also received CPS administrative data to use in this report via UL’s existing Master Data Sharing Agreement with CPS. This database includes student demographic information that can be linked to the STLS dataset through the student ID (SID) number. Using the SID, UL linked the end-of-year master data file to the CPS STLS dataset to obtain the respective first name, last name, gender, and date of birth linked to the student’s housing status in each school year. With this complete CPS-STLS dataset, the HMIS client information file could be linked based on the student’s name, date of birth, and gender.

II. HOMELESS MANAGEMENT INFORMATION SYSTEM (HMIS)

In 2009, the passage of the federal Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act consolidated homeless services programs into one “Continuum of Care” (CoC) grant, and held geographic rather than national competitions to receive funding from the U.S. Department of Housing and Urban Development (HUD), so that only one organization from each geographical region received the CoC grant and then distributed funding to individual

agencies and service providers. The City of Chicago has its own urban CoC that contains all HUD-funded service providers within city limits. The convener organization that coordinates the CoC's yearly grant application is All Chicago (AC). As Chicago's CoC applicant organization, AC also performs the important role of managing and coordinating the information that service providers enter into the Chicago Homeless Management Information System (HMIS).

HMIS was a local information technology system that was started under the Supportive Housing Program in 2001. Before the HEARTH Act of 2009, it was not an official system under HUD regulations, so HMIS did not have any regulations as to what data it should collect, or what security measures it should be using. However, the 2009 HEARTH Act required that all CoC organizations have an HMIS system capable of collecting client-level data and data on the provision of housing and services to homeless individuals and families—information which CoCs can then use to conduct needs analyses and clarify funding priorities. HMIS is also required, per HUD regulations, to have the capacity to collect unduplicated counts of homeless individuals, as well as meet HUD standards of data security, quality, and archiving standards.

AC granted UL permission to access the Chicago HMIS client information file for this project, which contains data records for 74,154 individuals who had contact with Chicago's CoC from January 1980 to August 2017. This information includes a Client Unique ID, name, date of birth, gender, and information capturing the extent of each clients' homelessness status.

In addition, Urban Labs received access to Vulnerability Index Assessments (VI Assessments) collected for 1,423 families that had been assessed between April 2017 and December 2017. When a family accesses services from the CoC, homeless service providers may perform a 10-15 minute guided interview called a Family Vulnerability Index (Family VI) to determine client families' "risk for chronic housing instability [and their] ability to provide [a] safe and stable environment for [their] children."⁶⁶ Families with heads of household under 18 years of age are assessed using a Youth VI for the same purpose as the Family VI, but is tailored toward the needs of younger clients. UL received access to families' overall score on the VI assessment, as well as their responses to individual questions.

DATA COLLECTION

Caseworkers within the CoC perform standardized intake assessments (that are distinct from the VI assessments) with a client when they enter a "project" (i.e. access a service or program from the CoC), as part of an interim assessment (in the case of rapid re-housing), and/or when they "exit" (i.e. leave) a project. These assessments are designed to comply with HUD's HMIS standards, collecting standardized data points that mirror other CoCs' HMIS databases around the country.

HMIS collects the following information on clients that access services:

1. Individual characteristics
 - a. Race
 - b. Ethnicity
 - c. Birth year
 - d. Gender
 - e. Whether the client has a disabling condition

⁶⁶ City of Chicago. 2 March 2012. *Family Vulnerability Index*.
https://www.cityofchicago.org/dam/city/depts/fss/supp_info/RFP/2013HomelessRFP/FamilyVIToolPilotFinal.pdf

- f. Disability type(s)
- g. Source(s) of income
- h. Monthly amount(s) per income source
- i. Start date per income source
- j. End date per income source
- 2. Current programmatic information
 - a. Unique client ID
 - b. Group ID (if the client accessed a service with a group of people)
 - c. Entry ID (specific to this assessment of the client)
 - d. Service provider
 - e. Program type (emergency shelter, permanent supportive housing, etc.)
 - f. Entry date (if entry assessment)
 - g. Interim move-in date (only applicable for rapid re-housing at interim assessment)
 - h. Exit date (if exit assessment conducted at the time of leaving a project)
 - i. Whether the client was homeless at entry (if entry assessment)
 - j. Whether the client was housed at entry (if entry assessment)
 - k. Whether the client was housed at interim (only applicable for rapid re-housing at interim assessment)
 - l. Whether the client was housed at exit (if exit assessment)
 - m. Whether the client was homeless at exit (if exit assessment)
 - n. The client's destination at exit from the project (if exit assessment)
 - o. Number of adults enrolling with the client (if in a group)
 - p. Number of children enrolling with the client (if in a group)
 - q. Housing type/location (if gained housing at interim through rapid re-housing)
- 3. Housing history
 - a. Self-reported primary reason that the individual is in current housing situation (eviction, substance use, etc.)
 - b. Whether the client was entering the program from the streets, emergency shelter, or a safe haven program
 - c. Approximate date when the client's homelessness started
 - d. The number of times the client was on the streets, in emergency shelter, or in safe haven over the last three years
 - e. The total number of months the client was homeless over the last three years
 - f. Whether the client was considered chronically homeless at time of assessment

Because this information is collected every time a client interacts with a program (i.e. when they enter, move into a unit, or exit a program), HMIS provides rich longitudinal data on a client's housing trajectory through the CoC over time. For the purposes of this report, we used HMIS data to track which families were homeless and housed at various points in time.

LIMITATIONS OF HMIS DATA

It is important to note two key limitations of HMIS data within the context of this report:

- Because HMIS data is only collected when someone interacts with a provider, a person's housing status may not be up-to-date. For example, if a provider loses touch with a person and they do not return to any CoC provider, it is impossible to know if that person became homeless again, got housed on their own, or left Chicago. The system also does not contain any information on individuals or families that are homeless but never access services.

- Caseworkers in dozens of different agencies enter their data into HMIS separately, meaning that there may be inconsistencies within a client's longitudinal housing history. There are sometimes blank fields, historical inconsistencies, and/or conflicting information, all of which necessitate making executive decisions about how to interpret housing histories to be able to interpret this data. It is worth noting, however, that data quality has improved significantly over time due to the hard work and commitment of AC and all Chicago CoC services providers, and has continued to improve with the rollout of the Coordinated Entry System in 2017.

USE OF HMIS DATA IN THIS REPORT

For the purposes of this report, UL examined the most recent HMIS records to which it had access (through August 21, 2017) to identify families “currently” experiencing or at-risk of homelessness. For the purposes of projecting the number of families who will experience homelessness in the next year, UL analyzed HMIS data going back four years from July 1, 2013 through August 21, 2017 to examine trends and patterns of housing instability.

APPENDIX 2: CREATING A LINKED MASTER DATASET ACROSS THE EDUCATION AND HOMELESS SECTORS

CREATING A LINKED MASTER DATASET ACROSS THE EDUCATION AND HOMELESS SECTORS

Urban Labs constructed the linked master dataset using CPS and HMIS data for the analysis for this report using a three-step process, which consisted of:

1. Matching HMIS clients to CPS students to create an HMIS-CPS crosswalk, where each student ID is associated with an HMIS client ID;
2. Importing relevant datasets;
3. Data preparation; and
4. Joining datasets.

In-depth descriptions of each step follow.

1. MATCHING METHODOLOGY

UL matched families across datasets using the child as the link, since CPS data on parents and guardians is not verifiable. To match HMIS client data and CPS student data, UL used three different approaches:

1. Exact matching on first name, last name, and date of birth
2. Probabilistically (fuzzy) matching on first name, last name, and date of birth
3. Exact matching on first name, last name, date of birth, and gender.

Table 1. Unique Records Kept by each HMIS Client – CPS Student Matching Method				
Dataset Name	Unique records after de-duplication	Unique records kept (% kept)		
		Exact (first name, last name, and date of birth)	Fuzzy (first name, last name, and date of birth)	Exact (first name, last name, date of birth, and gender)
HMIS Master Clients	74,154	24,324 (32.80%)	37,018 (49.92%)	23,673 (31.92%)
CPS Master SY1617	2,006,768	24,324 (1.21%)	37,018 (1.84%)	23,673 (1.17%)

Decision to Use both Exact and Fuzzy Matching Methodologies

While both exact matching methodologies only kept records whose spelling for all variables was exactly the same, the fuzzy matching methodology allowed UL to match records that – because of a data entry error due to a misspelling, typo, or a nickname given in lieu of a first name – would not be matched otherwise. UL decided to keep all matches used in each methodology to ensure we were accurately matching records across the two datasets, favoring no one method over another. The use of all three methodologies resulted in 38,537 HMIS client and CPS student records that were matched.

De-Duplication Process

The 38,537 matched records required de-duplication, i.e. the process of removing matched records that reappear due to CPS students who have multiple student IDs. Sometimes, if a student has multiple SID numbers, that can be the result of an administrative error between the withdrawal from CPS (or transfer within) and subsequent re-entry. If the CPS administrator cannot locate the student in the system upon re-entry, they will receive a new SID. After de-duplication, UL found 30,378 unique matched records between the two data sets.

2. IMPORTING RELEVANT DATASETS

The master dataset was created by combining the HMIS master file, HMIS disabilities file, HMIS-CPS crosswalk (connecting students and HMIS clients through their respective IDs in each dataset), STLS dataset, and CPS master files (one for each school year, from SY 08-09 to 16-17). Each CPS master file will contain data for students who are both enrolled and not enrolled from the current school year to 1989, explaining why each CPS master file grows larger over time. Sizes of each can be found in the table below:

Dataset Name	# of Rows	# of Columns
HMIS Master	148,179	56
HMIS Disabilities	137,815	12
HMIS-CPS Crosswalk	30,378	10
STLS	145,900	12
CPS Master SY1617	2,006,768	73
CPS Master SY1516	1,967,861	73
CPS Master SY1415	1,925,535	73
CPS Master SY1314	1,879,880	72
CPS Master SY1213	1,835,826	73
CPS Master SY1112	1,785,468	73
CPS Master SY1011	1,735,441	73
CPS Master SY0910	1,684,982	76
CPS Master SY0809	1,630,920	58

3. DATA PREPARATION

After the above datasets were imported, Urban Labs started preparing the data by first filtering it. For the CPS Master files, we included only those students actively enrolled at the time of each data pull. For CPS students that were identified as STLS, we only included students identified in SYs 2013-14, 2014-15, 2015-16, and 2016-17.

We then created new columns to include in the master dataset. In the HMIS Master, we created an “All Disabilities at Entry” column with a comma-separated list of all disability types the client self-reported at entry. We also converted each client entry date into a school year to prepare for joining with CPS/STLS data. Family Unique IDs were also created to identify HMIS clients who had ever accessed CoC services in the past with one another. In the CPS Master Files for SY 08-09 to SY 16-17, binary 0 or 1 variables were created for active enrollment in the column “Status in SY XX-XX,” where XX’s represent the school year in question.

4. JOINING DATASETS

In order to be able to access useful variables from both CPS and HMIS datasets, we joined additional records from each dataset. The first join performed – between the HMIS-CPS Crosswalk and CPS Master SY1617 – was a right join using Student IDs to match rows,

keeping all students, regardless of whether they accessed services. A left join then combined this CPS Master with STLS data, again using the Student ID column. This join further kept all CPS students, regardless if they were STLS. Finally, Client Unique IDs were used to perform a full outer join to bring in HMIS Master data, where all observations were kept. Details on each of these joins can be found in the table below:

Join Type	Dataset #1 (Left-hand side)	Dataset #2 (Right-hand side)	Common Column	# of Rows	# of Columns
Right	HMIS-CPS Crosswalk	CPS Master SY1617	<i>Student ID</i>	2,006,768	88
Left	CPS Master SY1617	STLS	<i>Student ID</i>	2,025,032	100
Full Outer	HMIS Master	CPS Master SY1617	<i>Client Unique ID</i>	2,146,689	176

APPENDIX 3: METHODOLOGY FOR CLASSIFYING FAMILIES' HOUSING STATUS

I. HOMELESS MANAGEMENT INFORMATION SYSTEM (HMIS)

Using HMIS data, we classify a family's housing status by looking at the family's most recent interaction with the CoC. The family's most recent interaction may be the point at which they:

1. Enter a "project" (i.e. access a service or program);
2. Participate in an interim assessment during their stay in a project; or
3. Exit a project (i.e. leave a service provider)

The following sections outline our methodology for classifying a family's housing status at a particular point in time based on the information we have about their most recent CoC interaction.

Classifying a family as "homeless" when they enter a project

Families entering a project in HMIS are automatically considered homeless if HMIS indicates that their most recent interaction with the CoC was entry into any one of the following project types:

1. Street outreach;
2. Emergency shelter;
3. Safe haven; or
4. Transitional housing.

If a family's most recent interaction is with any other project type (e.g. prevention services, services only, etc.), a family will be classified as homeless if the caseworker from the service provider marked the head of household in HMIS as meeting the eligibility criteria for HUD's "Category 1 - Homeless" or "Category 4 – Fleeing domestic violence" definitions.

Category 1 homelessness, according to HUD, means that the family lacks a fixed, regular, and adequate nighttime residence, meaning the family:

- 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 designated 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.⁶⁷

Category number 4 homelessness, according to HUD, means that the family:

- Is fleeing, or is attempting to flee, domestic violence;
- Has no other residence; and
- Lacks the resources or support networks to obtain other permanent housing.

⁶⁷https://www.hudexchange.info/resources/documents/HomelessDefinition_RecordkeepingRequirementsandCriteria.pdf

Classifying a family as “homeless” when they exit (i.e. when leaving) a project

Families exiting a project in HMIS are considered homeless if HMIS indicates that they are leaving the service provider for one of the following destinations:

1. Emergency shelter, including hotel or motel paid for with emergency shelter voucher;
2. Place not meant for habitation;
3. Safe haven; or
4. Transitional housing.

Classifying a family as “housed” when entering a project

Families entering into a project in HMIS are considered housed if HMIS indicates that they enter into one of the following project types:

1. Permanent supportive housing;
2. Permanent housing with services;
3. Permanent housing only; or
4. Permanent housing with short-term support.

Classifying a family as “housed” in a project at the time of their interim review

Families assessed at interim in an HMIS project are considered housed if they are marked “housed at interim” as part of their rapid re-housing enrollment.

Classifying a family as “housed” when they exit a project

Families exiting a project in HMIS are considered housed if HMIS indicates that they exit to one of the following destinations:

1. Unit owned by client with no ongoing housing subsidy;
2. Unit owned by client with ongoing housing subsidy;
3. Permanent housing;
4. Rental by client with no ongoing housing subsidy;
5. Rental by client with GPD TIP subsidy;
6. Rental by client with VASH subsidy;
7. Rental by client with other ongoing housing subsidy;
8. Staying or living with family permanently; or
9. Staying or living with friends permanently.

Classifying a family as HUD definition #2 “at-risk”

According to the U.S. Department of Housing & Urban Development (HUD), a family is defined as “at-risk” of homelessness if they meet the following criteria:⁶⁸

1. Has an annual income below 30% their area’s median family income and does not have resources that could prevent them from becoming literally homeless; and

⁶⁸ HUD Exchange. *Criteria for defining at risk of homelessness*. U.S. Department of Housing & Urban Development.
https://www.hudexchange.info/resources/documents/AtRiskofHomelessnessDefinition_Criteria.pdf

2. Has one or more of the following characteristics:
 - a. Two or more moves in the last 60 days due to economic reasons
 - b. Residence in someone else's home due to economic hardship
 - c. Receipt of an eviction/foreclosure notice within 21 days
 - d. Residence in a hotel/motel not paid for by a non-profit/government program
 - e. Residence in a single resident occupancy (SRO) unit or efficiency apartment with more than two people, or in another unit with more than 1.5 people per room
 - f. Recent exit from an institution (hospital, psychiatric institution, etc.)
 - g. Other housing characteristics determined in the locality's Consolidated Plan to inform community development and affordable housing decisions.⁶⁹

In HMIS, a client's "at-risk" status is determined through that client's coordinated assessment with a service provider in the CoC.

II. CHICAGO PUBLIC SCHOOLS STLS DATA

For the purposes of this report, UL considered the following dwelling types in STLS data as constituting "literal" homelessness:

- Abandoned Apartment/Building
- Boarding House
- Car
- Cooperative house
- Car/Park/Other Public Places
- Crisis Shelter
- Dormitory
- Disaster Shelter
- Hotel/Motel
- Other Living Situation
- Park
- Public Space
- Public Transit Station
- Residence of Other Individuals or Family
- Rooming House
- Awaiting Foster Care Placement; Temporary Foster Care Placement
- Transitional Housing
- Shelter; Transitional or Emergency Shelter

That is, with the exception of students who are classified as "doubled up," all STLS students are considered literally homeless for the purposes of this report.

⁶⁹ HUD Exchange. *Consolidated plan*. U.S. Department of Housing & Urban Development. <https://www.hudexchange.info/programs/consolidated-plan/>

APPENDIX 4: METHODOLOGY FOR IDENTIFYING AND FOLLOWING FAMILIES OVER TIME

III. HOMELESS MANAGEMENT INFORMATION SYSTEM (HMIS)

DEFINING A FAMILY IN HMIS DATA

When individuals access services from an organization within Chicago's CoC as a group, each individual is assessed individually and every member of the group is given the same Group ID, which identifies them as a unit in HMIS. It is not necessary for adults or the head of household to be legally or biologically related, or for the adults to be the legal guardians of children (if applicable), in order to receive a Group ID. There are multiple possible configurations of individuals that present to the CoC as a group:

- Family with children
- Multiple adults (all 18+ years)
- Unknown family type (all others)

For the purposes of this report in the context of the Ending Family Homelessness Initiative (EFHI), a "family" is considered to be a group that presents with a head of household and at least one child. When identifying "families" within HMIS, UL examined all groups with a Group ID to identify those with one of the following configurations:

1. At least one adult (at least 18 years old) and one child (younger than 18);
2. At least one adult (at least 18) and one person who is no older than 21 and is actively enrolled in CPS as of June 30, 2017;
3. At least one adult (at least 18) and one person who is no older than 21 who has a disability
4. A person who was under 18 but declared themselves the head of household when they entered with a child who was also under 18.

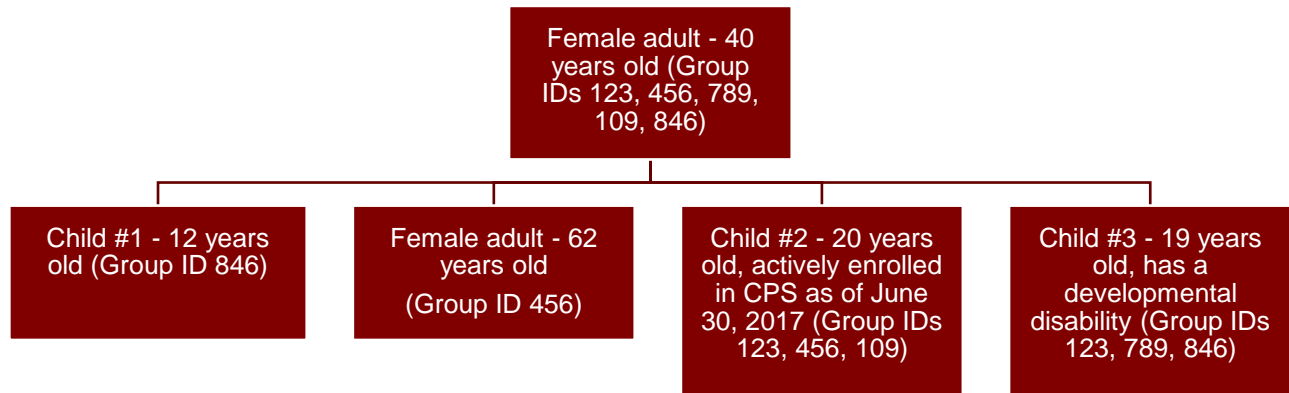
FOLLOWING FAMILIES OVER TIME IN HMIS DATA

Each time a group accesses services from the CoC, they are given a new unique Group ID, regardless of whether they are the same group of individuals who presented together in the past or a slightly changed configuration of individuals. For example, a parent with three children may access services in September 2016 and receive the Group ID 1234, and then return to access services again in June 2017 with only two of the three children and receive the Group ID 5678. Similarly, a family with the same configuration (a parent with three children) may access services in September 2016 and then again in June 2017 with the same three children each time and still be given two different Group IDs, despite presenting with exactly the same individuals.

For the purposes of this report, UL wanted to be able to follow families' history of accessing services over time, regardless of whether the same or different members of the family presented to the CoC each time. Because groups are assigned different Group IDs each time they present, we grouped families over time and assigned them a unique, longitudinal "Family ID" by "anchoring" them to one unique client with whom they have shared a Group ID in the past.

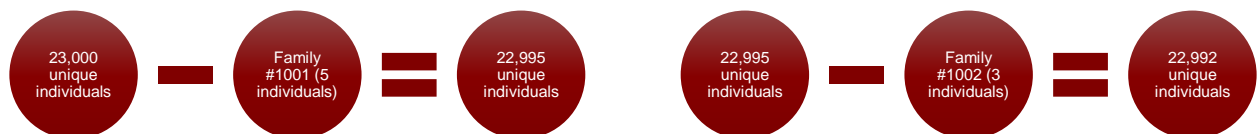
We began by identifying all individuals who had ever accessed services in the CoC as a member of a group in one of the four configurations listed above (approximately 23,000 individuals). We developed a coding script that would link one member of the group to all of the group IDs they have been given in the past and assign that person a Family ID. That same family ID would then be given to any other individual that had presented in any one of those previous Group IDs, as shown in *Graphic 1* below:

Graphic 1: Assigning Unique Family IDs

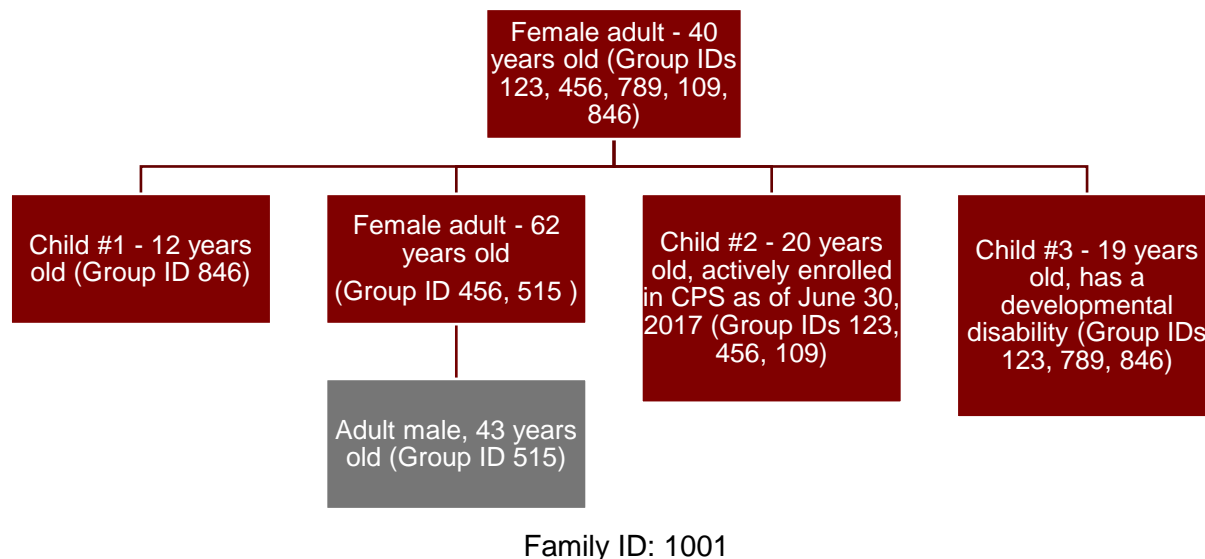


Family ID: 1001

Once all individuals that were included in any of the Group IDs associated with “female adult – 40 years old” have been “anchored” to her, all individuals across all groups are assigned one Family ID (Family ID 1001). Records for the remaining members of the “family” were then removed from the list of unique clients, bringing the total remaining individuals to be matched to Family IDs in this example down to 22,995 from the original 23,000. The coding script then selects the next unique individual, and the cycle of anchoring individuals from Group IDs into one Family ID would repeat until the total unique clients reached zero, as shown below:



It is important to note that each person assigned the same Family ID share the same network of individuals. In other words, people who share an immediate Group ID with other people share the same Family ID as those people who did not share the same exact Group ID but were associated with the same people. Below please find a visual example of this variation on the first example:



IV. CHICAGO PUBLIC SCHOOLS STUDENTS IN TEMPORARY LIVING SITUATIONS

DEFINING FAMILIES IN CPS DATA

CPS does not collect data on family units. In addition, parent and guardian data fields are not reliably complete, particularly for STLS students. As a result, we assumed that CPS students were part of a family unless they were marked in STLS data as “unaccompanied.”

In order to estimate the number of family units using CPS STLS student-level data, Urban Labs first attempted to identify families by trying to “match” CPS students to siblings. We conducted this matching only with the subset of STLS students whose families had accessed CoC services, which allowed us to “check” the quality of our matching by comparing the matches that we had identified with the “true” family members that were identified in HMIS data (although it is important to note that “families” in HMIS are simply defined as people who access services together as a group, and may or may not be biologically or legally related). We conducted this matching for students who were identified as STLS in SY 2016-17.

Overall, 2,222 children were identified as experiencing homelessness in both CPS and STLS datasets for SY 16-17. Using only the STLS side of the data for these children, we first attempted to use a three-tier matching method using guardian name, child last name, and address, and/or last name and School ID to match siblings together. With this method, we only matched 751 out of 2,222 children as siblings, leaving 1,471 unmatched (and assumed to be only children).

To test whether this matching technique successfully identified siblings versus only children, we compared our results with the students that HMIS data showed had appeared together as part of a “family.” We found that 1,125 of these children were actually siblings (or at least accessing CoC services as part of a “family” unit), as opposed to the 751 students we had identified.

Because our matching methodology was not successfully identifying all siblings, we instead calculated the historical average of the number of CPS-enrolled children in families that had accessed services from the CoC with at least one child enrolled in CPS. We then applied this

ratio (1.7 students per family) to the remaining STLS students whose families did not access CoC services (i.e. we divided the total number of students by 1.7).

FOLLOWING FAMILIES OVER TIME IN CPS DATA

In order to follow students – and by extension families – over time, we used CPS Student IDs, which link students across school years, allowing for longitudinal analyses.

APPENDIX 5: COUNT FOR FAMILIES NOT ACCESSING CoC SERVICES

In order to count the number of families experiencing homelessness that were not accessing services from the CoC as of August 2017, Urban Labs linked and deduplicated children across datasets and then divided the total number of remaining STLS students in CPS data by 1.7 (a ratio that represents the historical average number of CPS-enrolled students in families accessing services from the CoC).

We began our analysis with 18,117 students who were identified as STLS during the 2016-2017 school year.

1. We removed any STLS students who were marked as unaccompanied youth:
2,294 students removed
2. We de-duplicated any STLS students who linked back to a family experiencing literal homelessness or were at-risk of homelessness in the HMIS dataset as of 8/21/2017:
387 students de-duplicated.

15,436 STLS students remained.

- CPS categorized 13,307 of these students as experiencing homelessness while living doubled up
- CPS categorized 2,129 of these students as experiencing literal homelessness.

We divided each of these numbers by the historical average number of CPS-enrolled students in families accessing services from the CoC (1.7) to count the number of families:

- 7,828 families as experiencing homelessness while living doubled up
- 1,252 families experiencing literal homelessness

APPENDIX 6: OVERVIEW OF CALL CENTER DATA

For *Section 2: Pathways to homelessness*, Urban Labs accessed data from the Homelessness Prevention Call Center (HPCC) and State Homeless Prevention Fund (SHPF), which are a part of HMIS data.

These datasets include information on individuals who call 311 asking for assistance because they believe they are at risk of becoming homeless. If these individuals call 311 and request “short-term help,” the 311 operator will transfer the individual to an HPCC Information and Referral Specialist, who will determine if the individual is eligible for the City’s Emergency Rental Assistance Program. Eligible reasons for referral to the HPCC are extensive:

- Job loss
- Inability to afford bills
- Exit from shared housing
- Benefit loss/reduction
- Uninhabitable conditions
- Missed work due to medical issues
- Hours cut
- New voucher or subsidy
- Medical emergency
- Failed inspection
- Shelter exit
- Fleeing domestic abuse
- Loss of household member
- Court eviction
- Victim of crime
- Foreclosure
- Fire
- Sale of building
- Paid funeral expenses
- Moved from out of state
- Lost check
- Discharged from jail/prison less than 1 month ago
- Car repair
- Discharged from hospital less than 1 month ago
- Increase in family size
- Discharged from other facility less than 1 month ago
- Discharged from nursing facility less than 1 month ago
- Municipal/police action
- Furnace repair
- Doubled-up with friends or family
- Natural disaster
- Discharged from mental health facility less than 1 month ago

HPCC data contains the following data fields from August 1, 2014 to August 22, 2017:

- Caller consent
- Demographic information
- Household composition

- Monthly utility fees
- Monthly rent/mortgage/health insurance
- Assistance amount required
- Up to three reasons for applying for assistance
- Up to four reasons for ineligibility
- Whether a referral was made
- (If referral made) referral amount
- Caller contribution to payment

Within any of the above fields, 30%-99% of values were missing. Client IDs were missing 22.5% of the time, making linkage to HMIS data impossible for those clients. Another 22.5% of the time, Client IDs were negative, signaling an errant call, hang-up, information request, or client cancellation.

The operator will also assess SHPF eligibility (and/or eligibility for the citywide Emergency Fund). If determined eligible, the caller will be referred to a CoC partner agency who will assess eligibility in-person.

SHPF data contains the following fields from November 2016 to June 2017:

- Basic client demographics
- Monthly income
- Whether client has received assistance in the last two years
- Reasons for assistance
- Status on Food Stamp/LIHEAPP/Case management
- Whether enrollment in public benefits is required
- Whether the case is approved (738/743 cases were approved)
- Date the client received SHPF

SHPF data was much more complete than HPCC data, with most fields containing less than 2% missing values. Linking to HMIS data was performed by using Client Unique ID and Entry/Exit ID (which is unique to each entry/exit into a program).

SHPF funds can be used for payments on utilities, security deposits, mortgages, and/or rent. Only households within the City of Chicago who imminently face foreclosure, eviction, and/or homelessness – or are already homeless and can prove they will be able to afford rent and utilities on their own in the future – are eligible. In addition, households must prove a “temporary economic crisis,” which is a more limited definition than the HPCC and may include:

- Difficulty maintaining/obtaining subsidized housing
- Loss of employment
- Displacement by private/government action
- Homelessness
- Medical emergency/disability
- Public benefit loss/delay
- Criminal victimization
- Significant change in composition of household
- Illegal landlord action(s)
- Natural disaster

Assistance can be up to \$2,500 per households, and one household can only receive SHPF assistance once every two years.

APPENDIX 7: OVERVIEW OF EVICTIONS DATASET

Urban Labs partnered with a group of researchers at the University of Chicago that assembled a dataset that includes Eviction Court Records from 2015 and 2016. Our partners combined publicly available court records with additional public data purchased from an aggregator that collects records directly from the court house. In eviction court cases, the plaintiff is the landlord and the defendant is the tenant. In almost all eviction court cases, the landlord is seeking a court order to retake possession of the rental property from the tenant. In a subset of eviction cases, the landlord is additionally asking for monetary compensation. As the analysis relies on publicly available court records on eviction, the available identifiers for a tenant who experienced an eviction court case are first name, last name, and address of property for which the landlord is seeking possession.

Due to the limited set of unique identifiers for tenants who face eviction court cases, a direct linkage between HMIS and Eviction Court Records is not possible. Instead, Court Records are linked with Homeless Prevention Call Center (HPCC) records based on last name and whether the address provided by Court Records match the address an individual provided when contacting HPCC. Thus, a tenant facing an eviction court case regarding the property she was inhabiting is matched with HPCC data if an individual in HPCC data shares the same last name and called from the same address. The researchers do not match based on first name as different members of the same family may have called HPCC versus register as defendant in an eviction court case. Lastly, once Eviction Court Records were linked with HPCC data, this joint dataset was merged with HMIS based on Client Unique ID, which is consistent across HMIS and HPCC.

The merged dataset containing Eviction Court Records, HPCC, and HMIS is the subset based on HMIS family IDs as described in previous sections of the Appendix. Thus, every result should be interpreted as a subset of the number of families who requested funding from HPCC at some point and who faced an eviction court case in either 2015 or 2016 and who subsequently interacted with HMIS. Because this population is a small subset of the total number of families that faced an eviction court filing and then accessed CoC services while experiencing literal homelessness (i.e. those that *also* called the call center requesting prevention funds), findings should not be generalized to all families that faced eviction. This subset of families might have systematically different characteristics than all families facing eviction.

To perform the analysis of the merged data, the researchers considered HMIS and HPCC dates of matched families in relation to the first court date of their eviction court case. After a landlord is eligible to take legal action and decides to file an eviction court case against the tenant, the tenant is provided with a return date (typically two weeks after the filing date). This return date is considered the first court date, and is the reference date for all other activity. The first court date the researchers use in their analysis precedes any formal eviction. Furthermore, they consider a tenant to have been evicted if the court records indicate that at least one of the following is true: the judge ordered possession of the unit, the judge made a judgment in favor of the plaintiff, or the records show the filing of an eviction worksheet with the Sheriff's Office.

APPENDIX 8: METHODOLOGY FOR PROJECTING THE NUMBER OF FAMILIES THAT WILL EXPERIENCE HOMELESSNESS

In order to project the number of families that will experience homelessness in 2018, UL used four years of historical data to create a trend line for the specific family count of interest (e.g. the total number of families experiencing literal homeless, the number of families experiencing homelessness while living doubled up, etc.). Because the CPS STLS indicator is updated on an annual basis, we analyzed school years (from July 1st of one year to June 30th of the next year) rather than calendar years (from January 1st to December 30th). Because the 2018 calendar year spans two school years, we projected two school years into the future (SYs 2017-18 and 2018-19).

To calculate a trend curve for our projections, we utilized an Ordinary Least Squares (OLS) regression technique outlined below to model the relationship between time (school year) and number of homeless families using the following model:

$$Y_t = \beta_0 + \beta_1(Year_t) + \beta_2(Year_t)^2 + e_t$$

Where Y_t is the number of homeless families in year t , β_1 estimates the linear relationship between time and the number of homeless families, β_2 is an estimate of the quadratic relationship, and e_t is the variance in the number of homeless families that is not explained by time. This equation was used to project the number of families in SY 17-18 and SY 18-19. We then used the model standard errors to estimate a 95% confidence interval for these estimates.

APPENDIX 9: VI SCORES OF FAMILIES ACCESSING CoC

All Families Assessed

	AH	RRH or PHwSS	PSH
Chronic Families	0	0	197
Chronic Youth-Headed Families	0	0	<10
Non- Chronic Families	136	434	557
Non-Chronic Youth-Headed Families	0	0	21

In order to be able to estimate the housing needs of families that Urban Labs projected will access CoC services in 2018 while experiencing literal homelessness, we analyzed all family VI assessments that HMIS collected since the implementation of the new Coordinated Entry System in April 2017. Between April and December of 2017, 197 chronically homeless families took Family VI assessments, and because any score would qualify a chronically homeless family for Permanent Supportive Housing (PSH), all 197 were considered eligible for PSH.

Fewer than 10 families headed by chronically homeless youth took the Youth VI, and because any score would qualify a family headed by chronically homeless youth for Permanent Supportive Housing (PSH), both were considered eligible for PSH.

Between April and December 2017, 1,127 non-chronically homeless families took Family VI assessments between April and December 2017. 136 families received a score between 0 and 1.5, so they were identified as requiring affordable housing (AH). 557 received scores between 2 and 5.5, so these families were considered eligible for Rapid Re-Housing (RRH) or Permanent Housing with Short-Term Supports (PHwSS), and 434 received VI scores of 6 or higher, rendering them eligible for PSH.

Finally, 21 families headed by non-chronic youth took the Youth VI, all of whom had a VI score 2 or above, so they were all considered eligible for PSH. If they had received scores of 0 or 1, they would have been considered eligible for Youth Transitional Housing.

Doubled-Up FIT Families – Have Not Accessed CoC Services

	AH	RRH or PHwSS	PSH
Chronic Families	0	0	<10
Chronic Youth-Headed Families	0	0	0
Non- Chronic Families	<10	15	54
Non-Chronic Youth-Headed Families	0	0	0

Fewer than 10 chronically homeless FIT family marked as doubled up took a Family VI assessment, and because any score would deem that family eligible family for PSH, we considered them eligible for PSH.

No doubled up FIT families headed by chronically homeless youth took the Youth VI.

More than 70 non-chronically homeless doubled up FIT families took Family VI assessments between April and December 2017. Fewer than 10 families received a score between 0 and 1.5, so they were identified as requiring affordable housing (AH). 15 received scores between 2 and

5.5, so these families were considered eligible for Rapid Re-Housing (RRH) or Permanent Housing with Short-Term Supports (PHwSS), and 54 received VI scores of 6 or higher, rendering them eligible for PSH.

Finally, no doubled up FIT families headed by non-chronic youth took the Youth VI.

Literally Homeless FIT Families – Have Not Accessed CoC Services

	AH	RRH or PHwSS	PSH
Chronic Families	0	0	<10
Chronic Youth-Headed Families	0	0	0
Non- Chronic Families	0	<10	14
Non-Chronic Youth-Headed Families	0	0	0

Fewer than 10 chronically homeless FIT families marked as literally homeless took Family VI assessments, and because any score would qualify a chronically homeless family for PSH both were considered eligible for PSH.

No literally homeless FIT families headed by chronically homeless youth took the Youth VI.

More than 15 non-chronically homeless doubled up FIT families took Family VI assessments between April and December 2017. No families received a score between 0 and 1.5, so none required affordable housing. Fewer than 10 families received scores between 2 and 5.5, making them eligible for RRH or PHwSS. 14 received VI scores of 6 or higher, which rendered them eligible for PSH.

Finally, no literally homeless FIT families headed by non-chronic youth took the Youth VI.