Homelessness Prevention and Rapid Re-Housing Program (HPRP): Year 3 & Final Program Summary

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Introduction

Purpose of This Report

This document is the third and final Annual Performance Report (APR) Summary for the Homelessness Prevention and Rapid Re-Housing Program (HPRP). The first and second year summaries can be found at www.hudexchange.info/hprp. This report goes beyond the scope of the first and second summary reports in that it provides a national picture of HPRP data, history, and accomplishments from its beginning through its third and final year, which ended on September 30, 2012. This summary is a valuable resource for understanding HPRP's overall impact on individuals and families nationwide over its 3-year course. It also provides a record of HPRP's significant national impact, the efforts by the individuals involved with its success, and offers lessons learned from its implementation.

Data from the following sources were used to produce this report:

1. **Quarterly Performance Reports (QPRs)**, which provided data on program performance and progress at 3-month intervals during the third year of HPRP—October to December 2011, January to March 2012, April to June 2012, and July to September 2012.

2. The **first, second, and third APRs**, which tracked the accomplishments of the HPRP grantees and evaluated the effectiveness of the program by collecting detailed information on persons and households served. HUD required each grantee to submit an APR at the end of each of the 3 program years. The first APR covered the initial implementation of HPRP in the summer/fall of 2009 through September 2010, the second covered October 2010 through the end of September 2011, and the third and final APR covered October 2011 through the end of September 2012 (the end of the program).

Grantees submitted both reports electronically through *e-snaps*, a grants management system for HUD's homeless grants. It is important to note that grantees self-reported and submitted all data, as generated by their Homeless Management Information Systems (HMIS) and local financial systems. To view the questions in each report, see the training guides available on the HUD Exchange.

Homelessness prevention and rapid re-housing are key strategies of *Opening Doors: Federal Strategic Plan to Prevent and End Homelessness*, published by the U.S. Interagency Council on Homelessness on June 22, 2010, under the leadership of former HUD Secretary Shaun Donovan. These strategies are also included in the Homeless Emergency Assistance and Rapid Transition to Housing Act (HEARTH Act), which President Barack Obama signed on May 20, 2009. Although the HEARTH Act was not yet passed at the time the American Recovery and Reinvestment Act (ARRA) was enacted, ARRA drew upon the draft HEARTH Act language, which introduced homelessness

> *"…The real power of HPRP—and the Recovery Act as a whole—has been how it has paved the way for us to change the system…Instead of shuffling people through the system, HPRP is keeping people in their homes, while quickly returning others to the stable, permanent housing they need."*
>
> *– Former HUD Secretary Shaun Donovan*
> *2010 Annual National Conference on Ending*

prevention and rapid re-housing into HUD's strategies for preventing and ending homelessness. They are now eligible activities under the Emergency Solutions Grants (ESG) Program. Lessons from HPRP continue to inform HUD on its implementation of ESG as well as the Continuum of Care (CoC) Program, both administered by HUD's Office of Special Needs Assistance Programs (SNAPS). These lessons also have the potential to influence the development of future programs, such as the Rural Housing Stability Assistance Program.

The Year 3 APRs collected both numerical data and asked grantees to write narratives about the program, including their significant accomplishments, barriers, changes to the program, and approaches to the provision of assistance. For a complete analysis of thse narrative responses, see *HPRP: Qualitative Analysis of Year 3 APR Narrative Responses*.

For more information about the implementation of HPRP and lessons learned, from the perspective of HPRP grantees, see the HUD video released on May 6, 2013 entitled, "*Building the Bridge to the Future: Lessons Learned from HPRP*."

Program History

Statute

On February 17, 2009, President Obama signed the American Recovery and Reinvestment Act (ARRA), which included $1.5 billion for a new HUD program originally called the Homelessness Prevention Fund, which HUD renamed the Homelessness Prevention and Rapid Re-Housing Program (HPRP) in order to place an equal emphasis on assisting individuals and families who were already homeless.

Before ARRA became law, HUD convened a series of focus groups to gather input on key concepts to inform the new program's implementation. Once passed, the ARRA language provided the following elements of the program: a set-aside for HUD administration of HPRP; a definition of eligible jurisdictions; an allocation formula; 2-year and 3-year expenditure requirements; basic eligible activity types, including Homelessness Prevention and Rapid Re-housing; a requirement that grantees and subgrantees collect data on persons served through the local HMIS or a comparable database; and a 5 percent cap on grantee administrative costs. In addition, Congress directed HUD to publish—within 30 days of enactment—a Notice to implement the program, and allowed the Secretary of HUD to establish a minimum grant size. On March 19, 2009, HUD published the *Notice of Allocations, Application Procedures, and Requirements for Homelessness Prevention and Rapid Re-Housing Program Grantees (HPRP Notice)*.

HPRP was a response to the nation's economic downturn, and HUD's decisions regarding implementation of the program reflected this. For example, HUD established the income maximum for program participant eligibility at 50 percent of Area Median Income (AMI), which was higher than the HEARTH Act's 30 percent requirement. HUD made this decision in order to reach a wider net of individuals and families—still considered "very low-income" by HUD's standards—who were affected by the economic downturn, about to become homeless, and needed urgent, short- or medium-term help. At the same time, HUD communicated that funds should be targeted to those most likely to

actually become homeless without assistance. Ultimately, over the three years of the program, over 1.3 million people experiencing a housing crisis or homelessness received assistance.

The remainder of this section describes the details of HUD's development and implementation of HPRP, including key decisions that had a significant impact on the program, its grantees, and the people it served.

- **HUD Administrative Costs:** ARRA set aside 5 percent of the total, or $7.5 million, for HUD administrative activities, including staffing, training, technical assistance, monitoring, and research and evaluation activities. With these funds, HUD hired four term staff, provided technical assistance, including the development of guidance documents and webinars, implemented the *e-snaps* reporting system, and established and administered the Virtual Help Desk, among other activities.

    HUD distributed the remaining $1,492,500,000 to states, urban counties, metropolitan cities, and U.S. territories based on the Emergency Shelter Grants program formula.

- **Allocation Formula and Grant Minimum:** HUD was able to allocate these funds quickly by using the existing regulatory framework, including the Consolidated Planning process. The Emergency Shelter Grants Program's grant minimum was .05 percent of the annual appropriation; however, at $1.5 billion for HPRP, a threshold of .05 percent would have resulted in a minimum grant size of $750,000. HUD used its discretion to lower the minimum amount to $500,000 in order to increase the number of metropolitan cities and urban counties that could receive an allocation. HUD anticipated that this would enable the funds to be spent more quickly, and reach more areas and people requiring assistance.

    The $500,000 threshold resulted in an increase of 180 metropolitan cities and urban counties over those that received Emergency Shelter Grants funds in 2009. Overall, a total of 540 grantees were eligible to apply for a direct formula allocation, which included 337 metropolitan cities (including Washington, DC), 148 urban counties, the 50 states, Puerto Rico, and the 4 territories. Five communities declined the funds, resulting in 535 grantees operating HPRP-funded programs.[1]

- **Implementation and Expenditure Deadlines:** ARRA provided strict expenditure deadlines: 60 percent of the funds had to be expended within 2 years of the date HUD signed the grant agreement, and 100 percent had to be expended within 3 years of this date, or unused funds would be returned to the Treasury.

- **Subgrantees:** State grantees were required to allocate all funds, except administrative funds, to private nonprofit organizations or local governments, which could further subgrant to private nonprofit organizations. However, metropolitan cities and urban counties could either administer HPRP themselves or subgrant to private nonprofit organizations.

    On the Year 3 HPRP APR, 454 grantees reported a total of 2,545 subgrantees. Due to some changes in sub-awards over time, and reporting discrepancies, the number reported varied slightly from year to year. Additionally, this number does not include data from the 3 grantees that finished their programs early and submitted Year 2 APRs as their final reports. There were

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[1] These were: Dearborn, Michigan; Battle Creek, Michigan; Troy, New York; Town of Union, New York; and Muncie, Indiana. The funds that would have gone to each of these communities were instead reallocated to the states in which the recipients were located.

also 78 grantees that did not report any subrecipients in the Year 3 APR, likely due to local government grantees carrying out HPRP activities themselves rather than using subgrantees.

The following table breaks down these grantees and subgrantees by grantee type, and reports the average number of subgrantees reported by each grantee type. It is important to note that in many cases, especially in the case of state subgrantees, subgrantees further subgranted to other organizations to facilitate their local HPRP implementation.

Of all subgrantees, 138, or 2.5 percent, were domestic violence service providers. A later section of this report discusses the number of persons served who were identified as survivors of domestic violence.

Table: Grantees by Type and Number of Subgrantees

Type of Grantee	Total Number of Grantees	Total Number of Subgrantees	Average Number of Subgrantees per Grantee
Metropolitan City	279	1,026	4
Urban County	124	467	4
State	49	1,048	21
Territory	2	4	2
Total	**454**	2,545	8

Eligible Activities

ARRA specified that the program funds must be used for:

> "…the provision of short-term or medium-term rental assistance; housing relocation and stabilization services including housing search, mediation or outreach to property owners, credit repair, security or utility deposits, utility payments, rental assistance for a final month at a location, moving cost assistance, and case management; or other appropriate activities for homeless prevention and rapid re-housing of persons who become homeless."

HUD organized the statutorily eligible activities into two major program components: homelessness prevention and rapid re-housing. Homelessness prevention targeted individuals and families who, without assistance, would lose their current housing, while rapid re-housing aimed to quickly assist individuals and families who were already homeless—living in emergency shelters or on the streets—find affordable housing.

Overall, there were four categories of eligible activities for HPRP grant funds:

1. Financial assistance, which included:
   - Rental assistance: short- (up to 3 months) or medium-term (4 to 18 months) rental payments, including up to 6 months of rental arrears;
   - Security and utility deposits;
   - Utility payments: up to 18 months of assistance, including up to 6 months of utility arrears;

- Moving cost assistance: reasonable costs, such as truck rental, hiring a moving company, or short-term storage fees; and

- Motel and hotel vouchers: up to 30 days if no appropriate shelter beds available and subsequent rental housing has been identified, but is not immediately available for move-in by the program participants;

2. Housing relocation and stabilization services, which included:

   - Case management;

   - Outreach and engagement;

   - Housing search and placement;

   - Legal services; and

   - Credit repair;

3. Data collection and evaluation (HMIS); and

4. Administrative costs: capped at 5 percent of grant award by statute.

HUD provided substantial flexibility to grantees to decide how best to use HPRP to address homelessness in their communities, including choosing how the funds were divided between eligible activities, targeting specific populations, and deciding how much assistance to provide each household.

HUD intentionally focused HPRP on housing—either through financial assistance to help pay for housing, or services to assist people in obtaining and maintaining housing. Programming was focused on helping individuals and families rapidly transition to stability, by linking them to community resources and mainstream benefits, and helping them develop a plan for preventing future housing instability. HPRP assistance was not intended to provide long-term support for program participants, nor did HUD expect it would be able to address all of the financial and supportive services needs that affect housing stability.

Eligible Persons

In the HPRP Notice, HUD established basic eligibility criteria for receiving assistance under this program, which were: (1) each household must have had an initial consultation to determine the appropriate amount and type of assistance; (2) a household income at or below 50 percent of Area Median Income (AMI); (3) the household must have been either homeless or at risk of losing their housing and met both of the following circumstances: (a) no appropriate subsequent housing options identified; AND (b) the household lacked the financial resources and support networks needed to obtain immediate housing or remain in its existing housing.

The HPRP Notice further outlined a partial approach to eligibility determination that came to be known as the "but for" test: would a program participant be homeless *but for* the HPRP assistance? Although the Notice's concepts were simple on paper, they proved difficult to implement. A major challenge grantees faced was how does one document what would have happened if the household did not receive the HPRP assistance? How does one document that an individual or family has no resources or support networks?
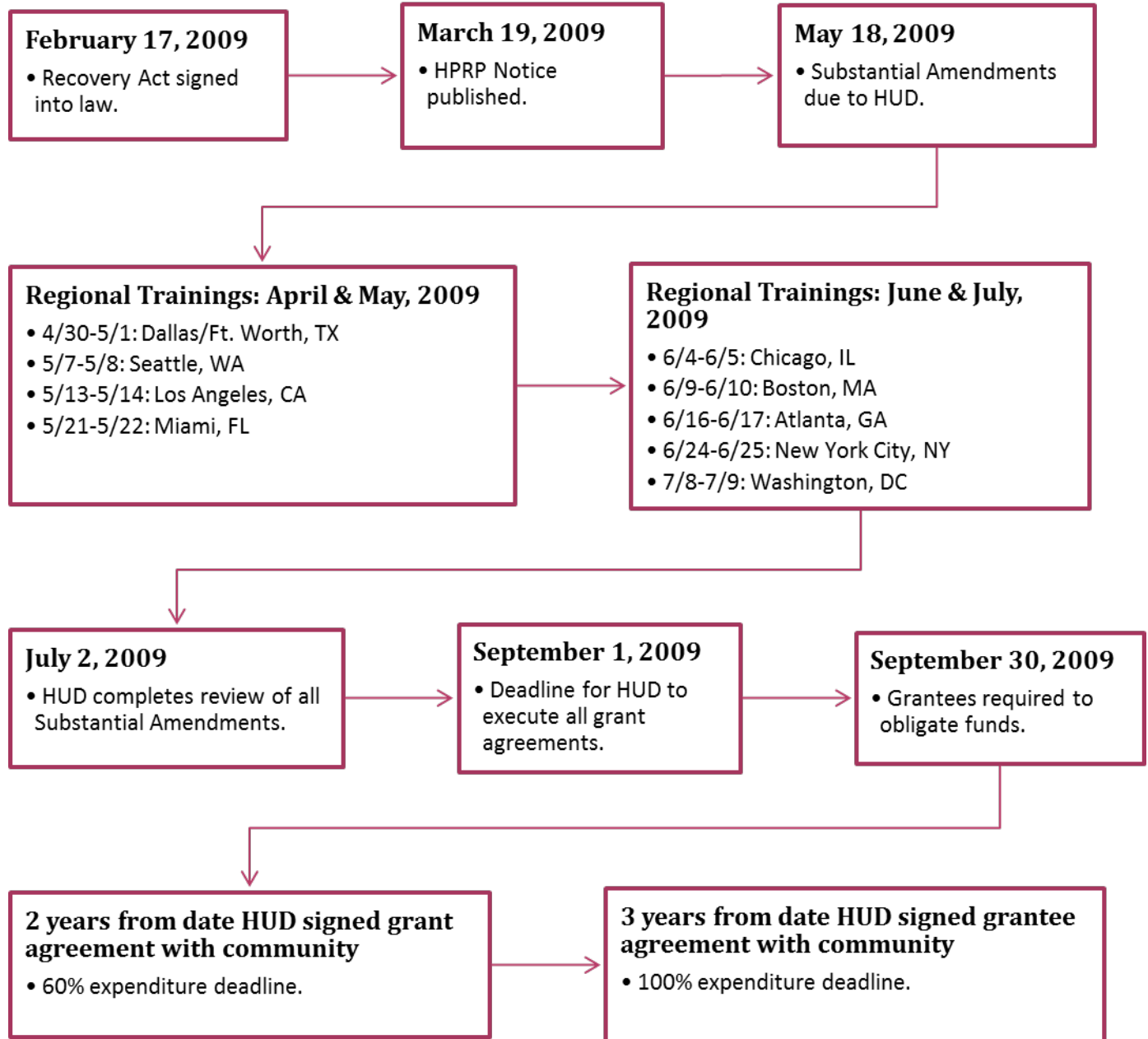
Program Rollout and Timeline

Application Process and Review: By administering HPRP through the Consolidated Plan process, with a shortened public comment process, HUD aimed to facilitate the rapid review and distribution of funds. In order to receive these funds, grantees were required to submit a substantial amendment to their Consolidated Plan 2008 Action Plan, detailing their plan for spending the HPRP funds. HUD also developed a substantial amendment form to provide a uniform and straightforward process for communities to submit their plan for the funds while at the same time designing their local programs.

Grantees were required to submit the substantial amendment to HUD within 60 days of HUD posting the HPRP Notice. HUD then completed its review of all correctly completed substantial amendments within 45 days of receipt. HUD established a requirement that all grant agreements be executed by September 1, 2009, and that grantees must have obligated funds to their subgrantees by September 30, 2009. During this same time, HUD rolled out the program via nine 2-day regional training sessions across the country.

Headquarters-Administered HPRP: SNAPS made the decision to administer the program from HUD Headquarters, reasoning that it would: 1) alleviate an additional work burden for field offices; 2) allow SNAPS to make program adjustments based on current understanding and experience of grantees identified through monitoring; and 3) enable SNAPS to quickly report information to Congress and the White House. SNAPS staff worked in close collaboration with field offices, especially on monitoring, which resulted in an implementation and enforcement of the program, including making policy changes and disseminating information to grantees as issues arose, that would not have been possible otherwise. Overall, SNAPS and field office staff completed 156 monitoring reviews of HPRP grantees, or 29 percent of all grantees.

Throughout HPRP's implementation and eventual closeout, HUD used a variety of methods to communicate policy to grantees and provide examples of best practices. HPRP's Virtual Help Desk received and answered a total of 9,209 questions during the course of HPRP. In addition, HUD issued FAQs, guidance documents, and 18 webinars on a variety of topics, including using the Integrated Disbursement & Information System (IDIS), identifying common monitoring findings, and working with subgrantees. SNAPS staff also attended speaking engagements, participated in live meetings and conference calls, and conducted trainings with HUD field offices.

Timeline of HPRP Rollout

February 17, 2009
- Recovery Act signed into law.

March 19, 2009
- HPRP Notice published.

May 18, 2009
- Substantial Amendments due to HUD.

Regional Trainings: April & May, 2009
- 4/30-5/1: Dallas/Ft. Worth, TX
- 5/7-5/8: Seattle, WA
- 5/13-5/14: Los Angeles, CA
- 5/21-5/22: Miami, FL

Regional Trainings: June & July, 2009
- 6/4-6/5: Chicago, IL
- 6/9-6/10: Boston, MA
- 6/16-6/17: Atlanta, GA
- 6/24-6/25: New York City, NY
- 7/8-7/9: Washington, DC

July 2, 2009
- HUD completes review of all Substantial Amendments.

September 1, 2009
- Deadline for HUD to execute all grant agreements.

September 30, 2009
- Grantees required to obligate funds.

2 years from date HUD signed grant agreement with community
- 60% expenditure deadline.

3 years from date HUD signed grantee agreement with community
- 100% expenditure deadline.

Financial Reporting

Funds Spent by Activity

As of the end of 2014, **HPRP grantees reported expending $1,438,765,909, or 96.4 percent of the total $1,492,500,000 in grant funds awarded**.[2]

While providing communities with discretion to choose the funding mix of rapid re-housing and homelessness prevention, HUD initially anticipated that most communities would choose about 50 percent for each. However, the following chart shows actual spending by activity type as of the end of the program, as reported on the Year 3 APR. This data is similar to the data on total draws by activity type from IDIS.[3]

Chart: Total Expenditures by Activity (Percentages)
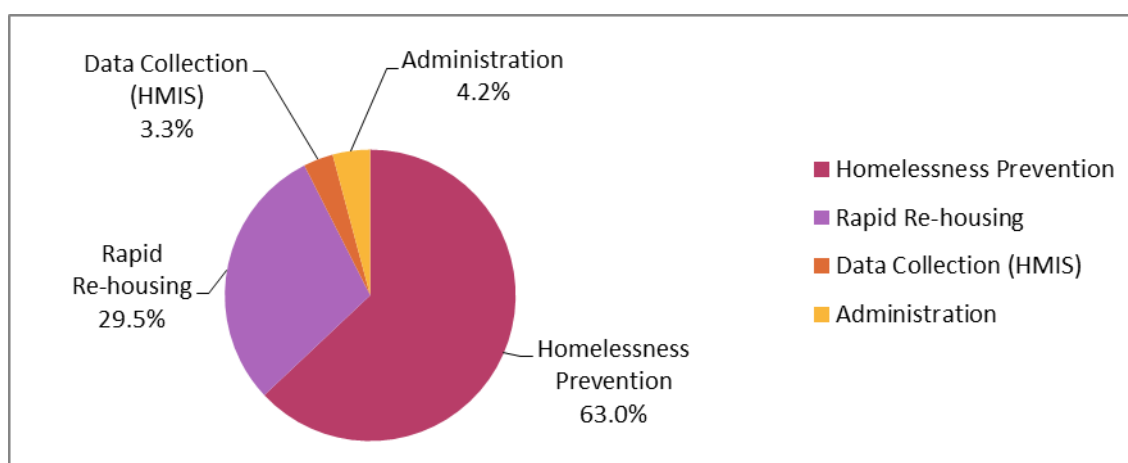
The following table repeats this information, including the total dollar amounts spent on each activity:

Table: Total Expenditures by Activity Type (Dollars and Percentages)

Activity Type	Total Amount Expended	Percentage of Total
Homelessness Prevention	$906,295,077	63.0%
Rapid Re-housing	$424,723,939	29.5%
Data Collection (HMIS)	$47,721,583	3.3%
Administration	$60,025,310	4.2%
Total	**$1,438,765,909**	100%

Looking at the expenditures data from the APRs for *only* Homelessness Prevention and Rapid Re-housing activities, grantees expended approximately 68 percent on Homelessness Prevention and 32 percent on Rapid Re-housing activities.

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[2] The amount that IDIS shows as having been drawn is higher, at approximately 99 percent of the total, but it does not reflect all funds that are required to be returned to HUD. HUD is using APR data for this summary because it provides more detail, which allows for more complete analysis.

[3] The main differences are in the Rapid Re-housing activity, which IDIS shows as about 32 percent drawn for Rapid Re-housing (as opposed to 29.5 percent from the APRs) and the Data Collection activity, which IDIS shows as 1.5 percent (as opposed to 3.3 percent from the APRs).

Table: Homelessness Prevention and Rapid Re-housing Only (Dollars and Percentages)

Activity Type	Total Amount Expended	Percentage of Total
Homelessness Prevention	$906,295,077	68.1%
Rapid Re-housing	$424,723,939	31.9%
Total	**$1,331,019,016**	**100%**

The graph below shows total HPRP expenditures reported by grantees over the life of HPRP. The graph shows a sharp increase in spending from year 1 to year 2, likely a result of grantees being more familiar with the program rules, allowing them to focus more on providing services. Also, many communities saw significant demand for this program, so they spent funds quickly in year 1. The spending increases more gradually from year 2 to year 3, likely as a result of many communities ramping down their programs throughout the final year. Through closeout of the program, grantees made adjustments to the amounts drawn from and returned to IDIS (e.g. for amounts required to be returned because of audits, or because funds were advanced but not expended), and most amended their Year 3 APR reports to reflect these adjustments. Therefore, the most accurate number comes from a date much later than the actual end of the program.

Graph: Total HPRP Funds Expended by Date
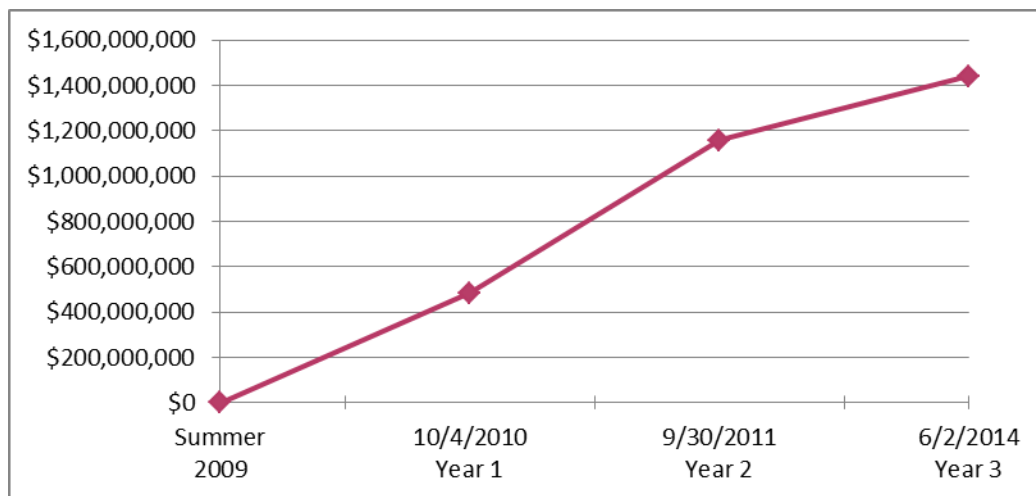
The data below is nationally-aggregated data from the Financial Information table (Chart 21) in the Year 3 APRs. This is the full expenditure data reported by HPRP grantees, for the entirety of the program. The total does not match the total amount allocated to all grantees ($1,492,500,000), or the total amount drawn for several reasons:

1. HUD specifically instructed grantees to use their own financial systems to track this data because IDIS did not have the capability to capture this level of detail. Therefore, HUD expected that there would be some differences between the data reported and the actual amounts drawn down from IDIS.

2. During closeout, HUD worked to ensure that the final APR matched the actual amount of eligible costs incurred; however, the report did not always reflect this, especially if a grantee returned funds to HUD after submitting the report.

3. This does not include data from all grantees—several still had not submitted complete and accurate final APRs as of the end of 2014.

This data is an estimate, and is intended to provide a general understanding of the amount expended for each activity. Grantees and subgrantees can compare their own data to the national totals if they would like to see how they differed from the nation as a whole.

Overall, $941,792,967, or 70.8 percent of funds, were expended on Financial Assistance, and $389,226,049, or 29.2 percent of funds, were expended on Housing Relocation and Stabilization Services. The table below also shows that 73.3 percent of Homelessness Prevention funds were expended on Financial Assistance, while 65.2 percent of Rapid Re-housing funds were expended on Financial Assistance. The data below reflects the perception that most Homelessness Prevention assistance was more focused on providing rental assistance than any other service.

Table: Expenditures on Homelessness Prevention and Rapid Re-housing by Activity Type (Dollars and Percentages)

Financial Assistance

Activity Type	Homelessness Prevention Dollars / %	Rapid Re-housing Dollars / %	Program Overall Dollars / %
Rental assistance	$542,816,213 / 59.9%	$197,849,719 / 46.6%	$740,665,932 / 55.7%
Security and utility deposits	$42,186,083 / 4.7%	$49,715,975 / 11.7%	$91,902,058 / 6.9%
Utility payments	$47,000,467 / 5.2%	$11,095,158/ 2.6%	$58,095,625 / 4.4%
Moving costs	$3,083,897 / 0.3%	$2,401,476/ 0.6%	$5,485,373 / 0.4%
Motel/hotel vouchers	$1,460,077 / 0.2%	$4,354,926 / 1.0%	$5,815,003 / 0.4%
Other costs of Financial Asst.	$28,171,254 / 3.1%	$11,657,722 / 2.7%	$39,828,976 / 3.0%
Total Financial Assistance	**$664,717,991 / 73.3%**	**$277,074,976 / 65.2%**	**$941,792,967 / 70.8%**

Housing Relocation & Stabilization Services (HRSS)

Activity Type	Homelessness Prevention Dollars / %	Rapid Re-housing Dollars / %	Program Overall Dollars / %
Case Management	$170,141,579 / 18.8%	$107,155,314 / 25.2%	$277,296,893 / 20.8%
Outreach and engagement	$14,738,342 / 1.6%	$13,842,616 / 3.3%	$28,580,958 / 2.2%
Housing search and placement	$15,975,214 / 1.8%	$15,581,088 / 3.7%	$31,556,302 / 2.4%
Legal services	$21,523,559 / 2.4%	$1,810,571 / 0.4%	$23,334,130 / 1.8%
Credit repair	$1,968,062 / 0.2%	$925,938 / 0.2%	$2,894,000 / 0.2%
Other costs of HRSS	$17,230,330 / 1.9%	$8,333,436 / 2.0%	$25,563,766 / 1.9%
Total HRSS	**$241,577,086 / 26.7%**	**$147,648,963 / 34.8%**	**$389,226,049 / 29.2%**

Totals

Activity	Homelessness Prevention Dollars / %	Rapid Re-housing Dollars / %	Program Overall Dollars / %
Total Financial Assistance and HRSS	**$906,295,077 / 100%**	**$424,723,939 / 100%**	**$1,331,019,016 / 100%**

Persons and Households Served

Numbers of Persons and Households Assisted

By year 3, most communities could focus their efforts on quickly serving people in need rather than on implementation and planning. Those who were still actively conducting intake for new HPRP program participants tended to have a better understanding of the program requirements and best practices for their communities than in the previous 2 years. This section discusses the breakdown of total persons and households served during the third and final year of HPRP.

During year 3, HPRP **served a total of over 290,000 people.** This number is lower than in the previous 2 years because many grantees expended their funds quickly—some even before the end of the 2 years. **In total, over 1.3 million people, representing roughly 537,000 households, were served by HPRP** between July 2009 and the program's end on September 30, 2012.

Additionally, during year 3, approximately 55 percent of people receiving assistance were adults and 44 percent were children, which is in line with the year 1 and year 2 data. These numbers also include 1,490 unaccompanied youth served with homelessness prevention and 379 served with rapid re-housing assistance during year 3, for a total of approximately 1,869 unaccompanied youth served with HPRP during year 3.

> *"I think the lasting legacy of HPRP will be the collaboration among the agencies, as well as the number of families that we were able to stably house, and they are no longer on the street or at risk of homelessness."*
>
> *– Braunwin Camp,*
> *Community Development Department,*
> *DeKalb County, GA*

In year 3, approximately 134,900 *households* were served. Just over half of these were households composed of families with children, and just under half were composed of adults only—either individuals or couples. About 0.6 percent, or 1,500 households, were composed of children only.

Overall, in year 3, 73 percent of *persons served* were in households composed of families with children and 25.6 percent were in households without children (0.6 percent were children-only households, and 0.7 percent were in unknown household situations). The data for homelessness prevention assistance shows a similar trend, with 75.1 percent of persons in families with children, and 23.6 percent in households without children. The rapid re-housing data, however, shows a higher percentage of persons in households composed of only adults, at 32.6 percent, and the percentage of persons in households composed of families with children is lower, at 66.1 percent. These data indicate that HPRP actually served a higher proportion of families with children than in HUD's other homeless programs (such as Continuum of Care and ESG)—and this is particularly true for homelessness prevention assistance.

The first graph below shows the number of *persons* served during year 2 and year 3, in total and by program component, as well as since the start of the program in 2009 (grant to date, or GTD, is the cumulative count assisted by the end of year 3). The second graph displays the same data, but for the number of *households* served.

Graph: Number of *Persons* Served in Years 2 & 3 and GTD
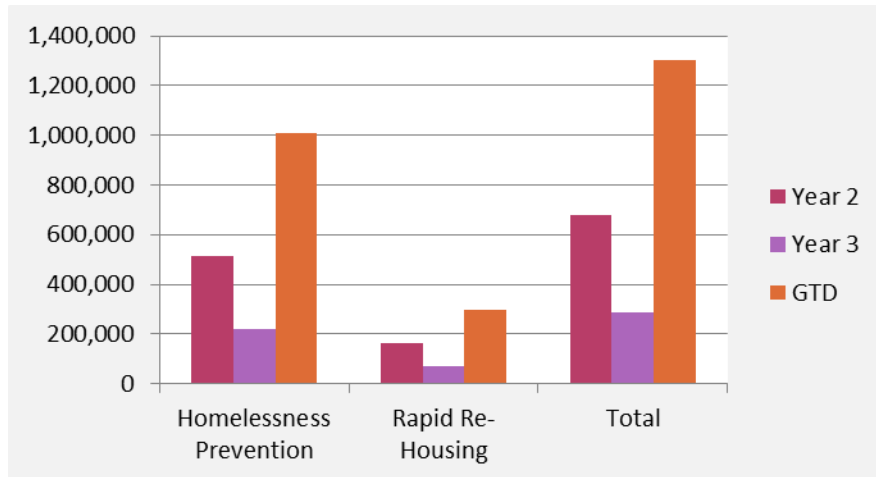
Graph: Number of *Households* Served in Years 2 & 3 and GTD
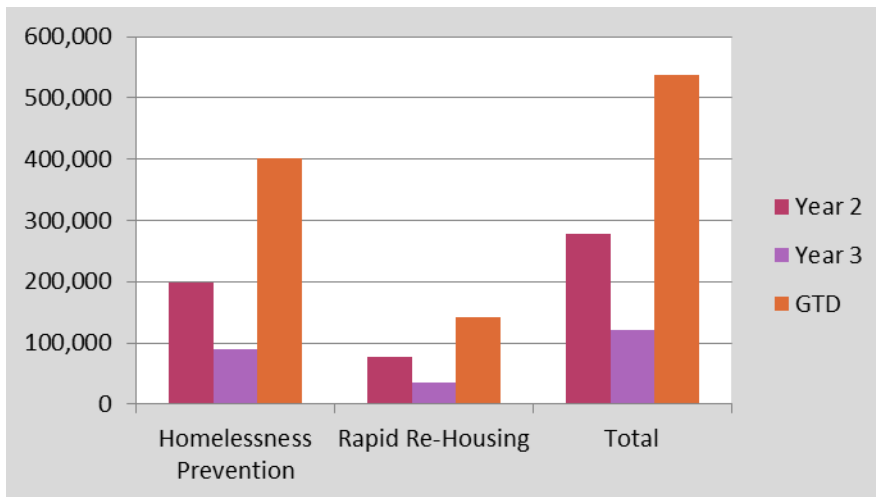
The decreases in numbers served in year 3 compared to year 2 are unsurprising due to the 3-year program ramping down during this time. Decreases from year 2 to year 3 can be attributed to a variety of factors, some of which might include the following:

1. Some programs expended all their funds by the end of year 2, or did not operate for the full year due to expending the entirety of their remaining HPRP funds before the year's end;

2. Some served fewer and fewer households as the grants drew near their expiration dates, sometimes providing each household with more months of assistance; and

3. Some programs chose to serve fewer people for longer periods of time.

It is important to note that GTD numbers are not simply the sum of year 1, year 2, and year 3 data. GTD numbers should be unduplicated, accounting for the fact that a program participant could be served across multiple program years, whereas the year 2 and year 3 data represent program participants served within that reporting period regardless of whether they were carried over from the prior reporting period. This is why GTD numbers are lower than the result of adding together years 1, 2, and 3.

Types of Assistance Provided

This section discusses eligible activities and compares the results from homelessness prevention assistance provided under HPRP to those of rapid re-housing assistance provided under HPRP. Grantees chose how to divide expenditures between these two components based on which populations they planned to serve. Overall, 48 grantees chose to assist persons only through homelessness prevention in year 3, which was up from 21 grantees in the second year and 34 grantees in year 1. **Nine grantees chose to assist persons only through rapid re-housing in year 3**, which is up slightly from only three grantees in year 1 and year 2. The majority of grantees offered both types of assistance.

Homelessness Prevention vs. Rapid Re-Housing

In year 1 and year 2, most programs served the majority of persons and households under homeless-ness prevention rather than under rapid re-housing. Data from the Year 3 APR followed this trend:

Persons: In year 3, approximately 77.0 percent of program participants received homelessness prevention assistance and 24.8 percent received rapid re-housing assistance.[4]

Households: The breakdown for homelessness prevention and rapid re-housing assistance followed the program participant-level breakdown closely in year 3, with approximately 74.1 percent of households receiving homelessness prevention assistance and 29.4 percent receiving rapid re-housing assistance. The slight difference between households and persons served might suggest that more families were served with homelessness prevention assistance than individuals.

> *"As important as prevention is, the experience of HPRP showed that we can have the greatest impact on homelessness by helping people who have just fallen into homelessness quickly get back out – by rapidly finding long-term living situations for them."*
>
> *– Former HUD Secretary Shaun Donovan*
> *February 3, 2012 video message*

For the program overall (all years), approximately 77.6 percent of program participants received homelessness prevention assistance and 23 percent received rapid re-housing assistance.

Grantees reported the following information in the Year 3 APR for each type of assistance:

- Of the persons who received *homelessness prevention assistance*, approximately 74.7 percent received financial assistance and 85.7 percent received housing relocation and stabilization services.
- Of those who received *rapid re-housing assistance*, 76.5 percent received financial assistance and 86.5 percent received housing relocation and stabilization services.

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[4] This total does not equal 100 percent because some program participants received assistance under both activities in the same reporting period. Likewise, other totals of of rapid re-housing and homelessness prevention described in this section show the same result.

All of these percentages are comparable to the Year 2 APR numbers by assistance type, which are as follows:

- Of the persons who received *homelessness prevention assistance*, approximately 75.7 percent received financial assistance and 87.7 percent received housing relocation and stabilization services.
- Of those who received *rapid re-housing assistance*, 73.3 percent received financial assistance and 88.4 percent received housing relocation and stabilization services.

The category with the smallest change from year 2 to year 3 is financial assistance for program participants receiving homelessness prevention assistance. This activity type decreased by only one percentage point.

The chart below shows the year 3 data and the amount by which the assistance provided differed from what grantees reported in year 2.

Graph: Year 3 Total Percentages of Program Participants Receiving Each Activity Type and Percentage Point Changes in Activity Type from Year 2 to Year 3
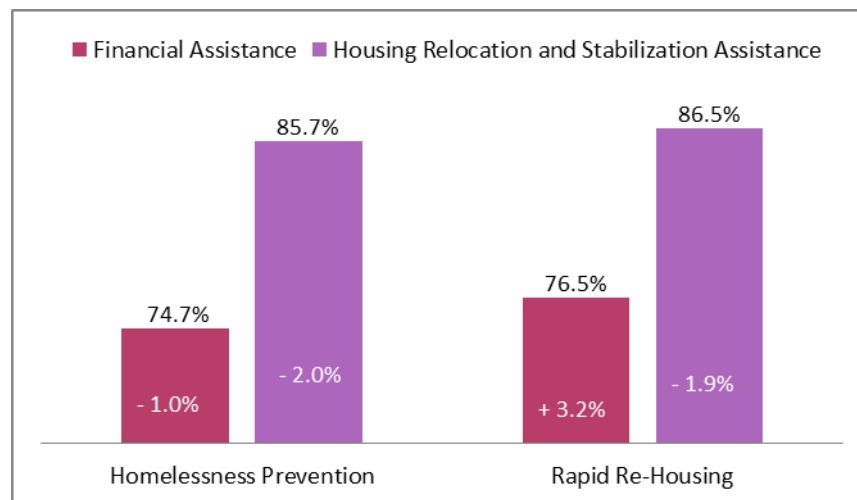
As with the first 2 years of HPRP, the most common types of assistance provided with HPRP funds were rental assistance and case management. Approximately 62.6 percent of persons served received rental assistance and approximately 82.5 percent received case management, which are both in alignment with the year 2 percentages of 63.6 percent and 85.7 percent, respectively. It is likely that a higher percentage of HPRP program participants received case management services than the data shows, as they were often assisted by other funding sources in combination with HPRP. Other common assistance types provided in year 3 were security deposits, utility assistance, housing search and placement, and legal services.

When the data on persons served is compared with the data on expenditures for both rapid re-housing and homelessness prevention, the chart below illustrates that grantees spent more per person on rapid re-housing than on homelessness prevention. This makes sense because these households might have needed a larger amount of assistance (e.g., 100 percent of rent as opposed to a portion of monthly rent) or assistance for longer periods of time (e.g. for several months as opposed to simply a security deposit and 1-months' rent).

Graph: Percentage of Persons Served Compared to Percentage of Funds Expended: Rapid Re-housing and Homelessness Prevention
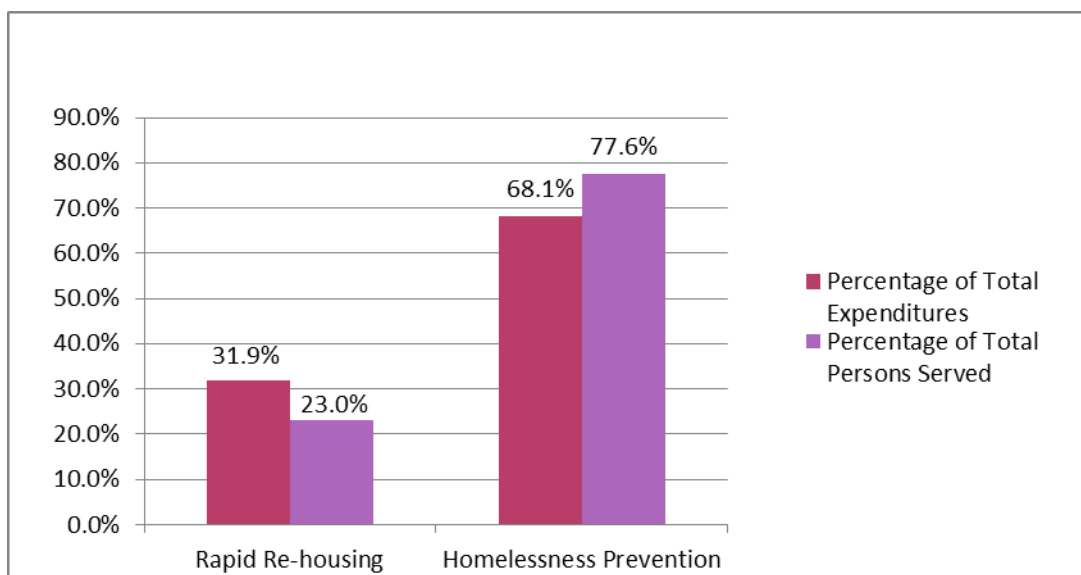
The table below also shows that the approximate total cost per person for homelessness prevention assistance was lower than for rapid re-housing assistance. These numbers were derived by taking the total amount expended on each component and simply dividing it by the total number of persons and households served under each component.

Table: Average Costs of Providing HPRP Assistance

Activity	Amount Expended Per *Person* Served	Amount Expended Per *Household* Served
Homelessness Prevention	$897	$2,252
Rapid Re-housing	$1,418	$2,969
Total (including HMIS and Admin Costs)	**$1,103**	**$2,676**

Program Accomplishments

Nationwide, point-in-time count data reported on the Annual Homeless Assesssment Report to Congress shows that homelessness did not increase from 2009–2012, during a deep recession. Although a lack of an increase may seem underwhelming on its face, it is important to remember that many Americans were facing housing crises, many of whom had never needed to seek help before. It is likely that HPRP played a key role preventing an increase in homelessness during this critical time in our nation's history.

The data that follows examines some of the special populations that HPRP assisted, and summarizes the housing status of program participants at entry, their length of assistance, and final housing status upon program exit. Ultimately, the data shows that after receiving homelessness prevention and/or rapid re-housing assistance, program participants were more likely to exit the program to permanent housing than to any other housing situation. In fact, the data shows that HPRP surpassed its initial
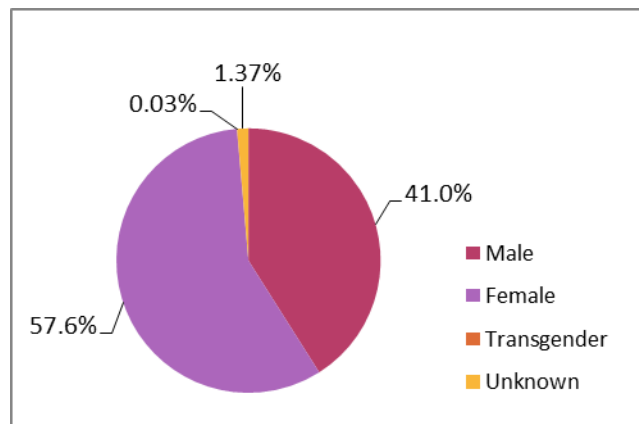
target of 70 percent of all program participants served nationally being permanently housed upon program exit.

Special Populations

Gender

Overall, in year 3, 41.0 percent of program participants were male, 57.6 percent were female, and 0.03 percent were transgender (1.37 percent were listed as "unknown"). When broken down by adults and children, 34.3 percent of all adults were male, 65.2 percent of adults were female; 50.0 percent of all children were male, 49 percent of all children were female. Finally, 0.05 percent of all adults were transgender, and 0.01 percent of all children were transgender.

Chart: Gender (Percentages)

Age

Program participants ranging in age from 0-17 years old represented 43.4 percent of all HPRP clients, making it the most represented age group. This was closely followed by the 25–61 years age range, which represented 42.8 percent of all HPRP clients, and then the 18–24 years age range, which accounted for 10.5 percent of all HPRP clients.[5] The least represented age group was over 62 years, which accounted for 2.1 percent of all program participants served with HPRP funds.

Chart: Age (Percentages)

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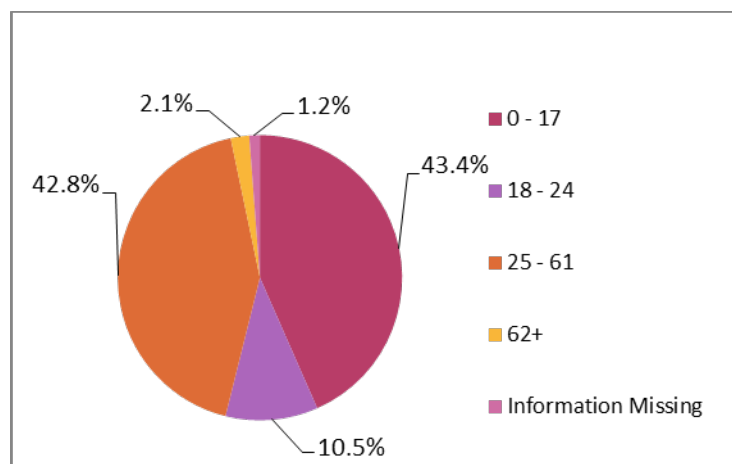
[5] Persons aged 18–24 are now included as "youth."

Race and Ethnicity

In year 3, the majority of all people served with HPRP funds identified as either White/Caucasian (44.3 percent) or as Black/African-American (41.6 percent). In addition, 4.0 percent identified as Multiple Races, 1.6 percent as American Indian/Alaskan Native, 1.6 percent as Native Hawaiian/Other Pacific Islander, and 0.8 percent as Asian.

Chart: Race (Percentages)

In addition, 74.4 percent of all year 3 program participants reported as Non-Hispanic/Non-Latino, and 22.7 percent reported as being Hispanic/Latino.
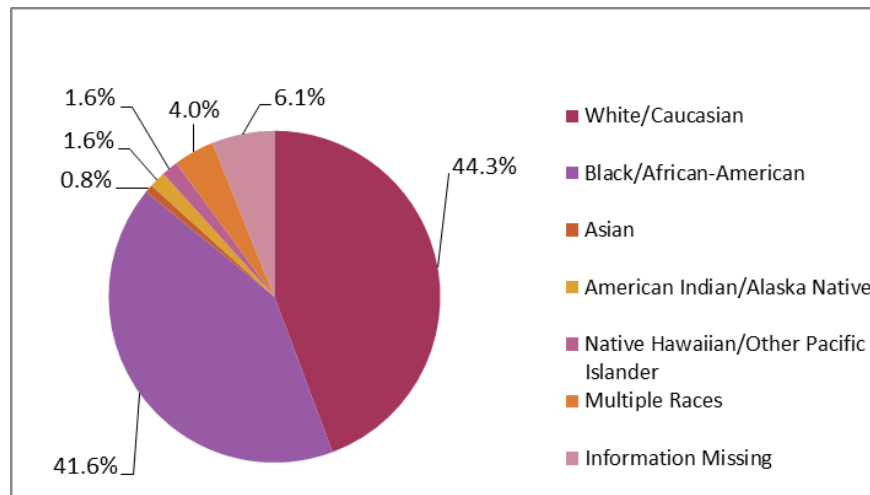
Veterans

In year 3, HPRP assisted **7,129 veterans**, which represented 4.3 percent of the total adults served in year 3. Of these veterans, **26.8 percent were in households with children**. The HPRP APR data shows that the number of veterans served in each year of HPRP is as follows:

- **2010**: 15,292 veterans
- **2011**: 16,878 veterans
- **2012**: 7,129 veterans

The total of these numbers is 39,299, but it is important to note that some veterans might have been served in more than 1 year (across program years). HUD estimates that the total number of veterans served with HPRP assistance is likely around 35,000.

Victim Service Providers

Victim Service Provider (VSP) is defined as a private nonprofit organization whose primary mission is to provide services to victims of domestic violence, dating violence, sexual assault, or stalking. This term includes rape crisis centers, battered women's shelters, domestic violence transitional housing programs, and other programs.

In year 3, **VSPs assisted 13,029 persons** through HPRP, 73.3 percent of whom were families with children. This number reflects an approximate 22 percent decrease from the estimated 16,700 participants served by VSPs in year 2, and a 43.4 percent decrease from the estimated 23,000 HPRP participants served by VSPs in year 1 of the program. VSPs were mainly domestic violence shelters assisting people to move into permanent housing. Like the veterans data, some served by VSPs were assisted in more than one program year.

Using HPRP to Rapidly Re-House Victims of Domestic Violence in Bonne Terre, Missouri

One morning in early June 2010, Mrs. Brown, a friend of the East Missouri Action Agency (EMAA), found a young woman and her four children outside of a convenience store in Bonne Terre, Missouri. They were huddled together at the front of the building, seeking refuge from the pouring rain.

When the young woman was approached and asked if she needed help, she explained that her name was Amanda* and that she and her children had been dropped off at the Homeless Shelter in Bonne Terre the previous night by another family member. Amanda was a victim of domestic violence and had been given a room at the shelter. However, as a condition for continued stay, the shelter required that residents actively search for employment, and return only after 5 pm. After eating breakfast, Amanda and her children walked a mile in the rain to the convenience store so that Amanda could buy a newspaper to view the employment ads and use the pay phone. Not from the area, Amanda had no transportation and virtually no knowledge of where to look for work. She worried that with four children she would be unable to find a job that would accommodate her situation.

After gathering some information from Amanda, Mrs. Brown transported the family to EMAA's St. Francois County Outreach Office in Desloge. The EMAA Representative identified Amanda as a potential participant for HPRP rapid re-housing assistance, and told her that if she could locate a suitable rental unit in the area, EMAA might be able to provide her with short-term rental assistance. Within a week, Amanda found a mobile home in Bonne Terre. EMAA was able to pay the security and utility deposits for the rental unit with HPRP funding, and Amanda was also certified for HPRP rental assistance. While supporting Amanda's housing costs, EMAA also provided her HPRP case management services, resulting in referrals to various charities that supplied the family with donated household goods and clothing. In addition, case managers worked with Amanda to enroll her in Supplemental Nutrition Assistance Program (SNAP) benefits through the local Family Support Division Office.

By August, Amanda's children were enrolled in the North County School District, and Amanda began working for the owners of the mobile home court where she lived. She received HPRP rental assistance for a total of 6 months, after which time, she was able to begin paying her own rent.

Recently, a Housing Specialist followed up with Amanda. She still lives in the mobile home court and now manages the property for the owners. She earns additional money cleaning houses around town. She reported to the Housing Specialist that she and her children are very happy, and that she feels as if she has been given "a new lease on life." The family joined a local church where one of Amanda's daughters is serving as a youth captain.

Although Amanda might face challenges ahead raising four children by herself, her situation was stabilized in large part due to the specialized funding provided through HPRP. HPRP's short-term financial support enabled Amanda to maintain a stable residence while working with HPRP case managers to find employment and other benefits to help her get back on her feet.

Source: Valerie Howard, East Missouri Action Agency
*(573) 751-6789, valerie.howard@dss.mo.gov*

*Names have been changed for confidentiality.

Length of Assistance

While HPRP assistance could be provided for up to 18 months, it was up to grantees to provide the assistance based on each household's needs. HUD required that program participants be reassessed for eligibility every 3 months in the program.

Grantees reported that, of *all* program participants who exited HPRP during year 3, 25.8 percent received services for less than 30 days, which was down slightly from 29.3 percent in year 2. Many of these program participants regained housing stability solely through assistance with rental arrears. Of those who exited HPRP during year 3, 15.2 percent of program participants exited the program after receiving assistance between 1 and 2 months, and 34.3 percent exited between 2 and 6 months. Both of these percentages are in line with those for year 2 of the program. **Overall, of all those who exited the program during year 3, 89.4 percent had stayed in the program for 1 year or less**, which is down slightly from 93.7 percent in year 2. This data makes sense since people who had stayed in the program for longer periods of time would be more likely to be exited during year 3, rather than year 1 or year 2.

Chart: Length of Stay in Program for all Exiting Participants
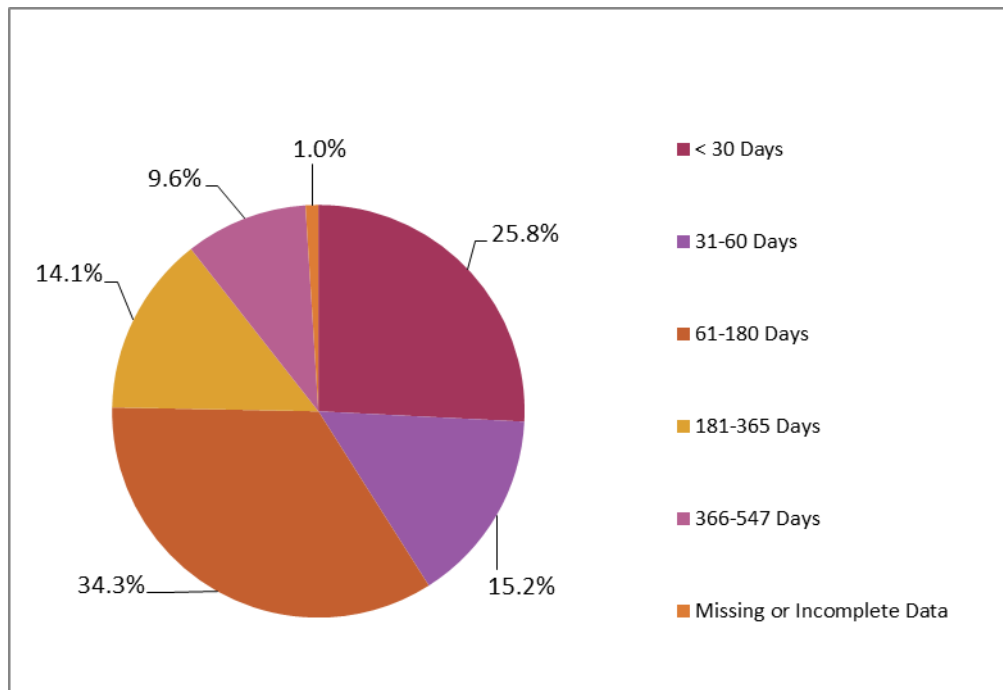
Further, grantees reported the following information in the Year 3 APR by assistance type:

Of the persons who received **homelessness prevention assistance**, approximately 28.6 percent of program participants stayed in the program for less than 30 days, down slightly from 31.3 percent in year 2. In addition, 15.7 percent exited the program between 1 and 2 months, and approximately 34.7 percent exited between 2 and 6 months; both of these percentages are in line with the year 2 figures. **Overall, of all those who received prevention assistance and exited the program during year 3, 79.0 percent had stayed in the program for 6 months or less**, which is down slightly from 80.8 percent in year 2 and 91.6 percent in year 1.

Chart: Length of Stay in Program for Exiting Participants of Homelessness Prevention Assistance
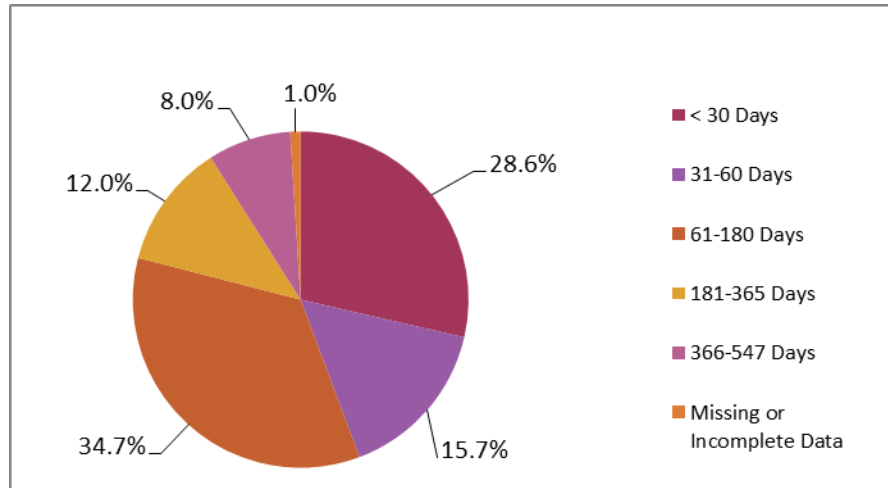
Of those who received *rapid re-housing assistance*, approximately 17.1 percent of program participants stayed in the program for less than 30 days, which is a slight decrease from 22.4 percent in year 2, but still a significant decrease from 55.1 percent in year 1. Approximately 13.9 percent exited the program between 1 and 2 months, and 32.9 percent between 2 and 6 months, which are both in line with the year 2 figures. **Overall, of all those who exited the program during year 3, 63.9 percent had stayed in the program for 6 months or less**, which is down slightly from 67.9 percent in year 2 and 93.0 percent in year 1.

Chart: Length of Stay in Program for Exiting Participants of Rapid Re-Housing Assistance
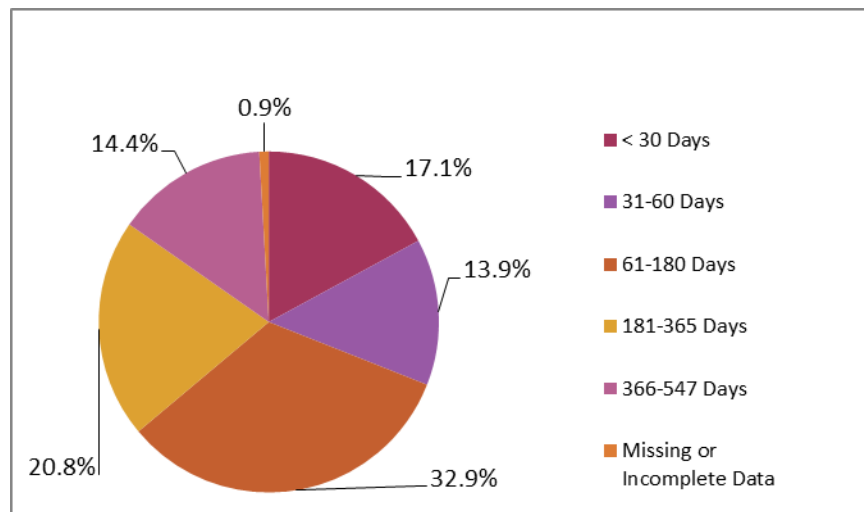
The much higher percentage of persons exiting the program within 6 months under homelessness prevention, compared to rapid re-housing, is a notable difference, and generally indicative of shorter stays with homelessness prevention assistance. Also, the changes in assistance length throughout the 3 program years could be an indicator that communities moved more towards targeting funds to households with greater barriers to obtaining or stabilizing housing. Once they were more familiar with the program and its intent, communities might have been more comfortable taking a risk and assisting the harder-to-serve clients. The year 2 and year 3 data is more in line with what HUD had initially

expected in year 1, where homelessness prevention assistance was provided for a shorter period of time than was rapid re-housing assistance. For a more in-depth analysis of program changes that grantees made over time, see *HPRP: Qualitative Analysis of Year 3 APR Narrative Responses*.

Housing Status at Entry and Exit

For all persons receiving assistance through HPRP during year 3, grantees reported that 24.6 percent of households were homeless *upon entry* into HPRP, which was up 2.9 percentage points from year 2, indicating rapid re-housing was provided to more new program entrants. An additional 46.6 percent were imminently losing their housing and 27 percent were unstably housed. These percentages are similar to those for years 1 and 2. Persons leaving the program who were classified as stably housed *upon entry* into HPRP remained around 1.7 percent, which is a decrease from 3.4 percent in year 1, potentially signifying an increase in data quality and a better understanding of the program by grantees after initial implementation.

Of those who were literally homeless at entry, 67.2 percent were stably housed at exit, which is up 3.1 percentage points from year 2. In addition, 2.3 percent of this population had missing data, which is down from 8.8 percent in year 1 and 6 percent in year 2. This likely indicates heightened attention to entering this data element into HMIS. The remaining program participants who were literally homeless upon entry into HPRP (approximately 30 percent, on par with the percentage from year 2) exited to an unstable housing situation or literal homelessness (i.e. the streets, an emergency shelter, or transitional housing).

For program participants who were either imminently losing their housing or unstably housed upon entry into HPRP, about 71.6 percent exited to stable housing, which is an increase by approximately 4.3 percentage points from year 2. It is important to note that stable housing does not necessarily mean permanent housing. In addition, HUD did not define what the terms "imminently losing housing," "unstably housed," and "stably housed" meant, so the categories were self-defined and reported by grantees and subgrantees. For this reason, the information reported in this table offers only generalizations about outcomes from HPRP assistance.

Destinations

Overall, approximately 89.9 percent of program participants exited to permanent housing, which is up slightly from 87.9 percent in year 1 and 87.7 percent in year 2.[6]

Of those who received *homelessness prevention assistance*, **92.2 percent of program participants lived in permanent housing when exiting the program in year 3**, following the upward trend from 88.8 percent in year 1 and 89.4 percent in year 2. Of those who received *rapid re-housing assistance*, **82.9 percent of program participants lived in permanent housing when exiting the program in year 3**, which is down slightly from 84.1 percent in year 1, but up from 81.8 percent in year 2. Interestingly, the data does not differ largely between program participants who stayed in the program for less than 90 days versus those who stayed for more than 90 days.

The tables below show the approximate percentage of households who exited the program to each destination by the type of assistance they received and how long they stayed in the program. They also show comparisons to the year 1 and year 2 figures and the percentage point changes. The first table

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[6] An exit to permanent housing means where the program participant was recorded as living at the time the assistance ended. HUD did not require programs to follow up after the HPRP assistance ended.

represents *Homelessness Prevention Assistance,* and the second table represents *Rapid Re-Housing Assistance*.

Tables: Destination of Households who Exited the Program by Type and Length of Assistance: HOMELESSNESS PREVENTION ASSISTANCE

Before or at 90 Days

Destination Type	Year One	% Change Yr 1 to Yr 2	Year Two	% Change Yr 2 to Yr 3	Year Three
Owned by client	3.2%	0.1%	3.3%	(0.1%)	3.2%
Rented by client	83.3%	1.3%	84.6%	1.3%	85.9%
HUD-VASH recipient	1.2%	(0.3%)	0.9%	(0.4%)	0.5%
Permanent Supportive Housing	0.3%	(0.2%)	0.1%	0.1%	0.2%
Living with family or friends permanently	1.0%	1.0%	2.0%	(0.7%)	1.3%
Permanent Destinations Subtotal	**90.0%**	**0.8%**	**90.8%**	**0.3%**	**91.1%**
Temporary Destinations	**3.1%**	**(0.4%)**	**2.6%**	**(0.6%)**	**2.0%**
Institutional Settings	**0.7%**	**(0.6%)**	**0.1%**	**0.1%**	**0.2%**
Other/Unknown	**7.4%**	**(1.3%)**	**6.1%**	**0.6%**	**6.7%**

After 90 Days

Destination Type	Year One	% Change Yr 1 to Yr 2	Year Two	% Change Yr 2 to Yr 3	Year Three
Owned by client	2.1%	(0.5%)	1.6%	2.2%	3.8%
Rented by client	84.7%	(1.2%)	83.5%	3.5%	87.0%
HUD-VASH recipient	0.7%	0.0%	0.7%	(0.1%)	0.6%
Permanent Supportive Housing	0.2%	0.0%	0.2%	0.0%	0.2%
Living with family or friends permanently	1.2%	0.4%	1.6%	(0.1%)	1.5%
Permanent Destinations Subtotal	**88.9%**	**(1.4%)**	**87.5%**	**5.6%**	**93.1%**
Temporary Destinations	**2.3%**	**0.0%**	**2.3%**	**0.3%**	**2.6%**
Institutional Settings	**0.3%**	**(0.1%)**	**0.2%**	**(0.1%)**	**0.1%**
Other/Unknown	**8.6%**	**1.4%**	**10%**	**(5.8%)**	**4.2%**

Source: 2010/2011/2012 APRs. Note: *Permanent Supportive Housing* refers to HUD's Continuum of Care programs.

Tables: Destination of Households who Exited the Program by Type and Length of Assistance: RAPID RE-HOUSING ASSISTANCE

Before or at 90 Days

Destination Type	Year One	% Change Yr 1 to Yr 2	Year Two	% Change Yr 2 to Yr 3	Year Three
Owned by client	0.4%	0.1%	0.5%	1.1%	1.6%
Rented by client	81.6%	(8.2%)	73.4%	5.7%	79.1%
HUD-VASH recipient	1.6%	1.5%	3.1%	(1.5%)	1.6%
Permanent Supportive Housing	0.7%	0.3%	1.0%	0.4%	1.4%
Living with family or friends permanently	1.1%	1.1%	2.2%	(0.3%)	1.9%
Permanent Destinations Subtotal	**85.5%**	**(5.4%)**	**80.1%**	**5.5%**	**85.6%**
Temporary Destinations	**6.9%**	**3.6%**	**10.5%**	**(4.1%)**	**6.4%**
Institutional Settings	**0.6%**	**0.1%**	**0.7%**	**0.0%**	**0.7%**
Other/Unknown	**7.1%**	**1.6%**	**8.7%**	**(1.4%)**	**7.3%**

		After 90 Days			
Destination Type	Year One	% Change Yr 1 to Yr 2	Year Two	% Change Yr 2 to Yr 3	Year Three
Owned by client	0.7%	0.0%	0.7%	0.1%	0.8%
Rented by client	73.8%	2.8%	76.6%	(5.3%)	71.3%
HUD-VASH recipient	1.4%	0.4%	1.8%	1.5%	3.3%
Permanent Supportive Housing	1.8%	(0.6%)	1.2%	0.4%	1.6%
Living with family or friends permanently	2.2%	0.7%	2.9%	(0.8%)	2.1%
Permanent Destinations Subtotal	**79.8%**	**3.4%**	**83.2%**	**(4.2%)**	**79.0%**
Temporary Destinations	**6.4%**	**0.1%**	**6.5%**	**5.5%**	**12.0%**
Institutional Settings	**1.2%**	**(0.3%)**	**0.9%**	**(0.2%)**	**0.7%**
Other/Unknown	**12.6%**	**(3.3%)**	**9.3%**	**(1.0%)**	**8.3%**

Source: 2010/2011/2012 APRs. Note: *Permanent Supportive Housing* refers to HUD's Continuum of Care programs.

Lessons Learned & Moving Forward

The data included in this summary reflect the work of HUD's grantees and subgrantees, which used this program to prevent and end homelessness in communities across the nation. This summary presents information that HUD and communities can use to improve homeless services in the future. Also, HUD's Office of Policy Research and Development (PD&R) contracted for a qualitative evaluation of HPRP grantees' processes related to homelessness prevention. The results of this study—Prevention Programs Funded by the Homelessness Prevention and Rapid Re-Housing Program—provide further insights and perspectives on the implementation of homelessness prevention programs, which may inform HUD's policies and potential future empirical study.

Year 3 of HPRP involved the ramping down of local programs and operations as HPRP funds were spent out. The challenges of fully expending year 3 funding, coupled with diminishing local resources and continuing need, placed a premium on careful program planning. Communities are now using the lessons they learned from HPRP as they look forward and begin to use other funding streams, such as under the ESG Program, which itself is being influenced by the HPRP experience.

In particular, some of the lessons HUD learned from the implementation of HPRP included the following:

1. HPRP was a quick program with a quick startup, by Congressional intent. It was difficult for grantees to design programs without a prototype in such a short time frame, especially accounting for local approval processes (e.g., City Councils, etc.). More advance notice would have allowed the local and national program administration (e.g., program rules, design of systems, etc.) to be more fully developed before implementation. However, the need was great when the funds become available.

2. Some grantees and subgrantees perceived that the program rules were changing throughout the program. While the basic rules and requirements of the program that were outlined in the HPRP Notice did not change, HUD issued guidance to clarify the requirements, especially based on the many questions HUD received via the Virtual Help Desk. This fast pace of

implementation inevitably led to some confusion as programs were being designed and implemented.

3. There is a fine balance between spending funds quickly and spending funds well, and—while it can be done—it is difficult to do both. HUD recognizes that this was one of the greatest challenges grantees faced.

4. After the final expenditure deadlines, both HUD and grantees incurred significant administrative costs for closeout and grantees were not reimbursed for those costs. In fact, it has taken over 3 years to close out 99 percent of the grants due to the voluminous paperwork, audits, and various issues that must be resolved.

5. There was a tradeoff between meeting frequent reporting requirements and running the program effectively. While the amount of data required for ARRA programs required an intensive effort at both the local and Federal levels, in the end, HUD was able to use this data to demonstrate how effective HPRP was—both during and after the program had ended. HUD did provide recommendations for FederalReporting.gov and other "ARRA lessons learned" to the Office of Management and Budget. One such recommendation described the challenges HPRP grantees encountered— having to report in two systems each quarter—because FederalReporting.gov lacked the capability to capture the data required for HUD to measure the impact of HPRP.

> *"We got the recipe right [with HPRP]. And so, why not use that same recipe with other populations? So, that's what we're doing. We're doing that in our shelters—in our family shelters now. And we're also doing that as we develop more programs, currently with our veterans."*
>
> *– Amani Sawires,*
> *Volunteers of America, Sacramento, CA*

6. Many communities found that HPRP pushed them to collaborate with organizations with which they did not normally work, and in different ways with organizations that they did. The Recovery Act also pushed various Federal programs to collaborate differently, as well; at HUD, HPRP strengthened relationships between HUD Headquarters and field offices, and between Headquarters offices running various ARRA programs.

In addition, throughout HPRP, HUD collected community HPRP stories—including "promising practices" from an implementation standpoint and "success stories" from a client perspective—and compiled them online at the HUD Exchange. One example of a client success story is on page 21 of this report. These stories offer a lasting library of inspiration for why this work is important, and offer ideas on varying ways communities can design their ESG programs.

The transition to other funding sources post-HPRP represents a change in program size and scope. Successful transitions are relying on lessons learned from HPRP, specifically:

- Investing in rapid re-housing

- Targeting funds carefully

- Focusing on results

- Collecting quality data in HMIS and using data to monitor progress and inform what changes are needed

- Collaborating with CoCs

- Thinking strategically about limited resources

- Considering local lessons learned, and implementing changes needed at the community level

- Coordinated entry

In summary, HPRP was an unprecedented, unique, and incredible opportunity to explore homelessness prevention and rapid re-housing on a scale never before seen, in hundreds of different ways, in communities around the country. HUD greatly appreciates the immense amount of work put in by grantees, subgrantees, and all other partners who made this program possible. Each person who touched HPRP and was touched by HPRP has their own story, many of which will never be known to more than a few people. But it is undeniable that this program made a significant impact on the lives of millions of Americans, and will not be soon forgotten.

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- http://www.hud.gov/homeless

- http://www.recovery.gov

- http://www.hud.gov/recovery