

2011

Homelessness Prevention and Rapid Re-Housing Program (HPRP): Year 2 Summary



Office of Special Needs Assistance Programs
Office of Community Planning and Development
U.S. Department of Housing and Urban Development

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Introduction

Purpose of This Summary

This document is the second Annual Performance Report (APR) Summary for HPRP. The first year summary can be found on [the OneCPD Resource Exchange](#).

This report provides a national summary of HPRP's accomplishments from its beginning, through its second year, which ended on September 30, 2011 – including, when applicable, a comparison to the first year numbers. HUD plans to publish a final Year 3 Summary after the end of HPRP, which will provide a more in-depth view of the program's accomplishments. However, this summary is a valuable resource for observing how the program progressed after its initial year. The data for the Year 2 Summary came from three sources:

1. **Quarterly Performance Reports (QPRs)** provide data on program performance and progress during three-month intervals – October to December 2010, January to March 2011, April to June 2011, and July to September 2011.
2. The **first APR**, which tracked the accomplishments of HPRP grants and evaluated the effectiveness of the program with detailed information on persons and households served from the initial implementation of HPRP in the summer/fall of 2009 through September 2010. Each grantee is required to submit an APR annually for each year of HPRP until the program is completed.
3. The **second APR**, which tracked the information described above from October 2010 through the end of September 2011.

Both of these reports were submitted using HUD's grants management system called *e-snaps*. It is important to note that this is a summary of self-reported data by grantees, as generated by their Homeless Management Information Systems (HMIS). To view the questions in each report, see the [training guides](#) available on HUD's HRE.

This summary includes the preliminary findings from this data.

Program Background

On February 17, 2009, President Barack Obama signed the American Recovery and Reinvestment Act, which included \$1.5 billion to the U.S. Department of Housing and Urban Development (HUD) for a Homelessness Prevention Fund.

Funding for this three-year program, called the **Homelessness Prevention and Rapid Re-Housing Program (HPRP)**, was allocated

“According to the U.S. Conference of Mayors, HPRP is ‘fundamentally changing’ the way communities respond to homelessness. And so, the Recovery Act not only gave the Federal government a powerful new tool to combat homelessness – but a model of success that we can use in all our communities. That’s why at HUD, we’re working to ensure that while HPRP itself may be coming to a close, its innovative, smart government approach will continue.”

– HUD Secretary Shaun Donovan

to state and local governments to keep individuals and families in their homes or to help individuals and families who are already homeless find affordable housing. Nationwide, 535 grantees received these funds, which were allocated according to the formula used by HUD's Emergency Shelter Grants program. HUD gave a great deal of flexibility to grantees to decide how best to use HPRP to address homelessness in their communities, including choosing how the funds are divided between eligible activities, targeting specific populations, and deciding how much assistance to provide each household. The program requirements are laid out in the [Notice of Allocations, Application Procedures, and Requirements for Homelessness Prevention and Rapid Re-Housing Program Grantees](#), effective on March 19, 2009.

Program Design

HPRP has two components: homelessness prevention and rapid re-housing. HPRP offered short- and medium-term financial assistance and services to those who would otherwise become homeless and those who are already in homeless shelters or living on the street, many due to the nation's economic crisis. Financial assistance could include short- and medium-term rental assistance, security deposits, utility deposits and/or payments, moving cost assistance, and hotel vouchers. Housing relocation and stabilization services could also be provided in the form of case management, housing location services, legal services, and credit repair, as well as outreach and engagement.

Homelessness prevention and rapid re-housing are key strategies of [Opening Doors: the 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 HUD Secretary Shaun Donovan. These ideas are also included in the [Homeless Emergency Assistance and Rapid Transition to Housing Act](#) (HEARTH Act), signed into law by President Barack Obama on May 20, 2009. Through this legislation, homelessness prevention and rapid re-housing are eligible activities in the new Emergency Solutions Grants program (ESG). Lessons from HPRP will advise the development of this and other future programs.

Year Two Accomplishments

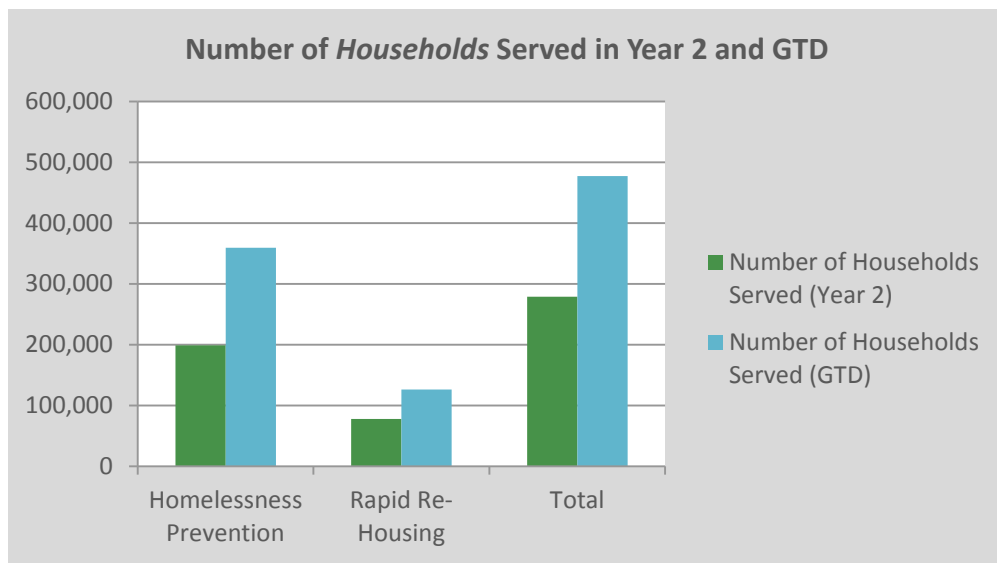
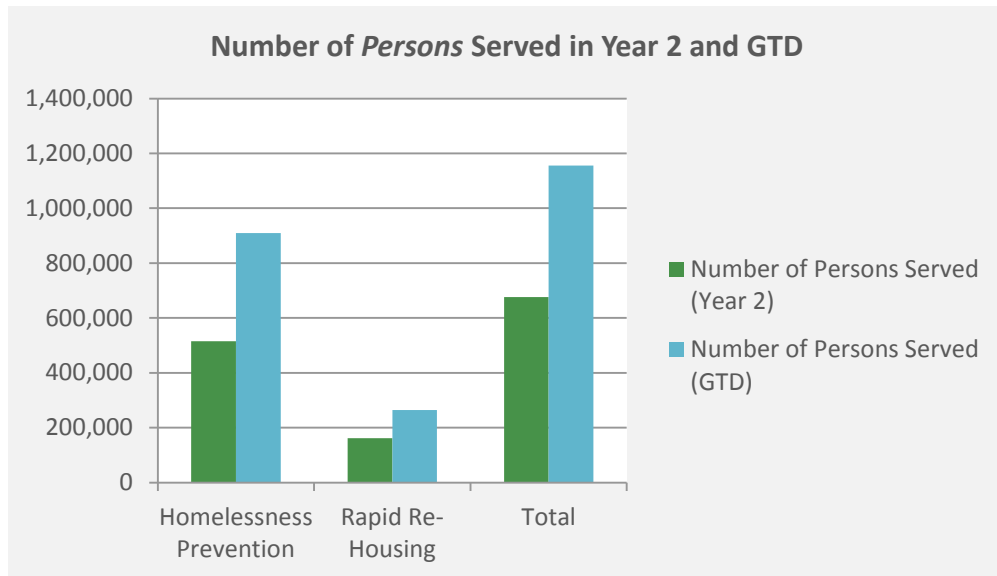
By the second year, HPRP grantees were more familiar with program regulations and what worked best in their communities. Therefore, communities could focus their efforts on serving people in need rather than on the implementation and planning they spent time on in the first year. This section shows the breakdown of total persons and households served, as well as the related expenditure numbers.

Number of Persons and Households Served

During the second year, HPRP **prevented and ended homelessness for over 670,000 people**. In total, approximately 1.15 million people, representing roughly 470,000 households, had been served between July 2009 and September 30, 2011.

Additionally, during the second year, approximately 55% of people receiving assistance were adults and 44% were children, which is in line with the first year's data. These numbers also include 3,180 unaccompanied youth served with homelessness prevention and 1,676 unaccompanied youth served with rapid re-housing assistance during year two.

The first graph below shows the number of *persons* served during the second program year, 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 2). The second graph displays the same data, but for the number of *households* served.



It is important to note that GTD numbers are not simply the sum of year one data and year two data. GTD numbers should be unduplicated, accounting for the fact that a program participant could be served across multiple program years, whereas the year one and year two 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 presumably lower than the result of adding year one to year two.

Total Funds Spent

As of September 30, 2011 HPRP grantees had drawn \$1,156,318,954, or 77% of total grant funds from the IDIS.

Types of Assistance Provided

This section discusses eligible activities and compares homelessness prevention assistance to rapid re-housing assistance. Local communities could choose how the funds were divided between these two components based on which populations they planned to serve. Overall, 21 grantees chose to assist persons only through homelessness prevention, which was down from 34 grantees in the first year. Three grantees, as was the case in the first year, chose to assist persons only through rapid re-housing. The majority of grantees offered both types of assistance.

Definitions of Services

HPRP has four categories of eligible activities: financial assistance, housing relocation and stabilization services, data collection and evaluation, and administrative costs. The vast majority of funds have been spent on financial assistance and housing relocation and stabilization services. These activities are briefly defined below; all terms are defined in the [Notice of Funding Availability](#) (pp.13-20).

- *Financial assistance* – Includes short-term (up to 3 months) and medium-term (up to 18 months) rental assistance, security deposits, utility deposits, utility payments, moving cost assistance, and hotel and motel vouchers.
- *Housing relocation and stabilization services* – Includes case management, outreach and engagement, housing search and placement, legal services, and credit repair. Each program participant may receive these services for up to 18 months.

Homelessness Prevention vs. Rapid Re-Housing

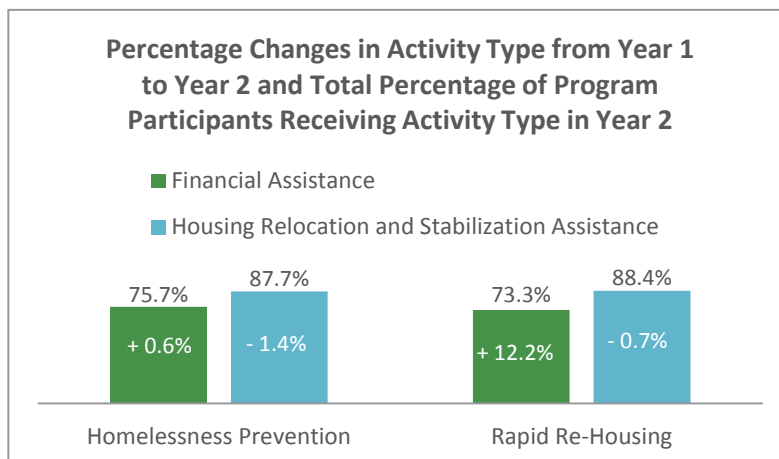
In the first year of the program, the majority of programs served persons under homelessness prevention rather than under rapid re-housing. Data from the year two APR followed this trend with **approximately 76.9% of program participants receiving homelessness prevention assistance and 23.7% receiving rapid re-housing assistance.** An estimated 0.68% of program participants received both types of assistance, which was significantly lower than the 2.4% of program participants that were estimated to have received both types of assistance in the first year of the program, and may indicate either improved data quality or improved outcomes from the program, such as a lower number of returning program participants.

The household breakdown for homelessness prevention and rapid re-housing assistance followed the program participant-level breakdown closely with approximately 71.3% of households receiving homelessness prevention assistance and 27.8% receiving rapid re-housing assistance. The slight variance could suggest that more families are served with homelessness prevention assistance than are individuals.

Grantees reported the following information in the Year 2 APR for each type of assistance:

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

This chart shows the year-2 data and the amount by which the assistance provided differed from what grantees reported in the first year. In the first year of HPRP, the number of program participants receiving financial assistance under the rapid re-housing component was fewer than expected. In the second year of the program, financial assistance was provided to 12.2% more of the rapid re-housing participants than in the first year.



The most common types of assistance provided with HPRP funds were rental assistance and case management. Approximately 63.6% of persons served received rental assistance and approximately 85.7% received case management. It is important to note that, although a higher percentage of HPRP program participants likely received case management services, they were often assisted by other funding sources in combination with HPRP. Many others received security deposits, utility assistance, or supportive services.

Why Invest in Rapid Re-Housing?

Homelessness prevention is difficult to strategically target, and it is hard to measure its effect on reducing literal homelessness. On the other hand, rapid re-housing transitions people who are literally homeless into housing quickly. It directly decreases the overall number of homeless persons in shelters and on the streets. In his February 3, 2012 video message, Secretary Shaun Donovan spoke to communities, urging to invest “an unprecedented percentage of your [Emergency Solutions Grants] funding in rapid re-housing.” He went on to describe the importance of this planning decision:

“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.

Indeed, creative partners like Salt Lake City focused their HPRP dollars on rapid re-housing – a decision that helped them reduce homelessness by 26 percent in just one year.”

Impact of HPRP

The data that follows examines some of the special populations that HPRP was able to assist, 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 most likely to exit the program to permanent housing. In fact, the data shows that HPRP had, as of year two, surpassed its

initial target of 70% of all program participants served nationally being permanently housed upon program exit.

Special Populations

In the first year of the program, HPRP helped to assist 15,292 veterans. In year two, this number **increased by 10.4%** to a total of 16,878 veterans served. Veterans represented **2.5% of the total adults served in year two**. It is important to note that some veterans may have been served in both year one and year two, across program years.

Using HPRP to Help Our Veterans in Ventura County, CA

On the streets and in the hills of Ventura County, homeless veterans make up over 10 percent of the unsheltered population. The County's Human Services Agency (HSA) social workers have been increasingly concerned about the presence of veterans on the streets. With the arrival of HPRP funds, a new solution to their concerns could be pursued.

The County's HPRP grantee saw an opportunity for collaboration when the L.A. and Ventura County public housing authorities (PHAs) received HUD-VASH vouchers. The grantee reached out to the Los Angeles Veterans Administration to find out how to use HPRP and HUD-VASH together. HPRP staff invited the L.A. VASH team to visit Ventura County, two hours south. The Ventura staff oriented the VASH team to the County's mix of urban and rural areas, its local methods of veteran outreach, and its PHAs.

The County put forth great effort to build a relationship with the VASH team, which resulted in expanded services and support for the area's homeless veterans. HPRP offers housing search assistance, housing inspections, and transportation assistance for travel to the VASH offices in Los Angeles. VASH social workers learn of veterans' concerns during home visits, and then communicate them to HPRP staff for follow-up. The County HSA workers, with their intimate knowledge of local agencies, then refer the veterans to the appropriate services.

Due to County-led cooperation among PHAs, landlords, and community organizations, veterans are typically housed within three weeks of intake. Without HPRP, this would be impossible, as a veteran's greatest housing barrier—once receiving the VASH subsidy—is pulling together enough money for a rental deposit. The veterans also find furniture, food, and household goods waiting for them on move-in day, coordinated by HPRP.

HPRP has served about 75 percent of Ventura County's current HUD-VASH clients. HPRP gave Ventura County an immediate, concrete way to help its homeless veterans get housed.

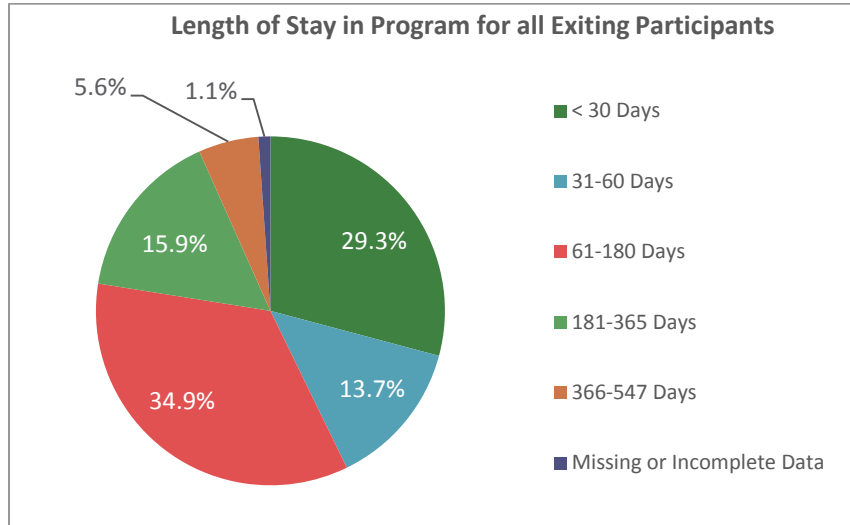
*Source: Karol Schulkin, County of Ventura Human Services Agency
(805) 385-1888, karol.schulkin@ventura.org*

Victim services providers (VSPs) assisted almost 16,700 persons through HPRP, 77.9% of whom were families with children. This number reflects an approximate decrease of 0.7 percentage points from the number of HPRP participants served by VSPs in the first year.

Length of Assistance

While HPRP assistance can be provided for up to 18 months, it is up to grantees to provide the assistance based on each household's needs. All households must be reassessed for eligibility every 3 months in the program.

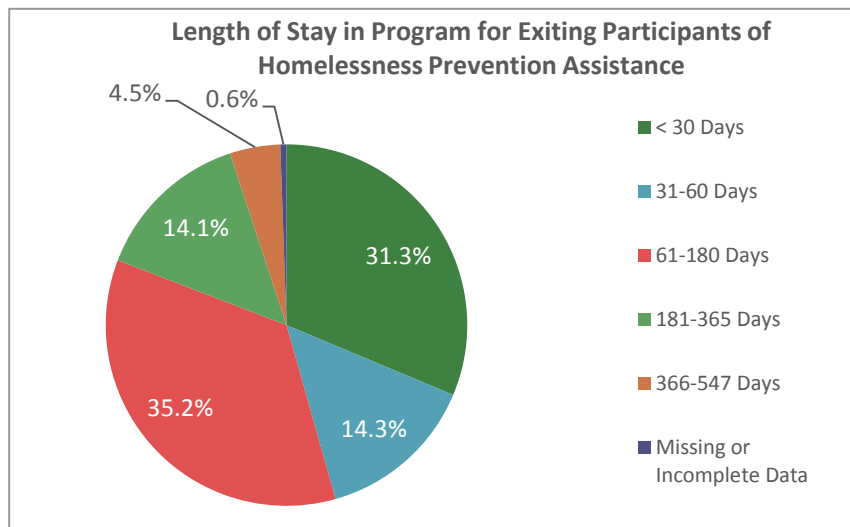
Grantees reported that, of all program participants who exited HPRP during Year 2, 29.3% received services for less than 30 days. Many of these program participants regained housing stability solely through assistance with rental arrears. 13.7% of program participants exited the program between 1 and 2 months. 34.9% exited between 2 and 6 months. **Overall, of all those who exited the program during Year 2 of HPRP, 93.7% had stayed in the program for 1 year or less.**



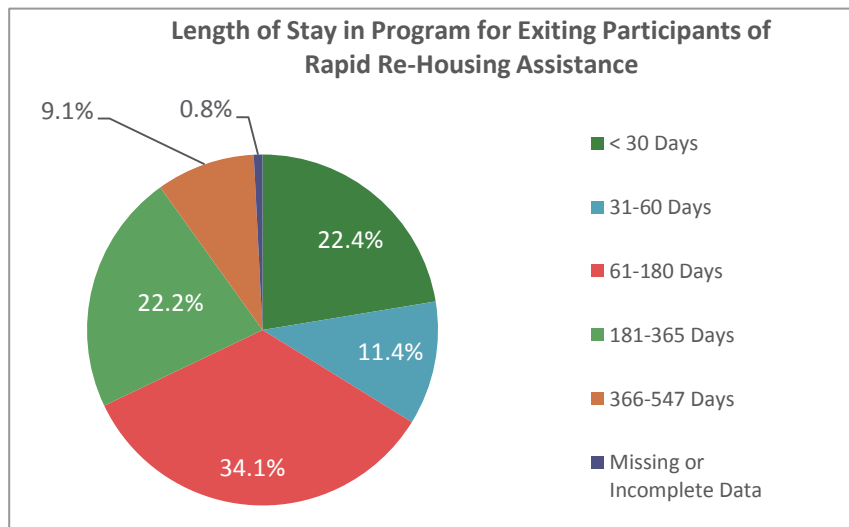
Further, grantees reported the following information in the Year 2 APR by assistance type:

Of the persons who received **homelessness prevention assistance**, approximately 31.3% of program participants stayed in the program for less than 30 days. 14.3% exited the program within 2 months. Approximately 35.2% exited within 6 months. Each of these program length categories show about a 10% decrease from year one in the amount of program participants exiting HPRP within these timeframes.

In the first year, 91.6% of program participants exited the program within 6 months of entering the program. However, in the second year, grantees only reported 80.8% of program participants exiting the program within 6 months.



Of those who received *rapid re-housing assistance*, approximately 22.4% of program participants stayed in the program for less than 30 days, which is a significant decrease from 55.1% in the first year. Approximately 11.4% exited the program within 2 months, and 34.1% within 6 months.



In a similar trend as homelessness prevention, in the first year, 93% of program participants exited the program within 6 months of entering the program. However, in the second year, grantees only reported 67.9% of program participants exiting the program within 6 months.

The change in assistance length for homelessness prevention, and especially rapid re-housing, from year one to year two could be an indicator that communities were targeting funds toward households with greater barriers to obtaining or stabilizing housing. The year two data is closer in line with what HUD had initially expected in year one, where homelessness prevention assistance was provided for a shorter period of time than was rapid re-housing assistance.

Housing Status at Entry and Exit

For all persons leaving the program in Year 2, grantees report that 21.7% of households were homeless *upon entry* into HPRP. An additional 49.2% were imminently losing their housing and 27.3% were unstably housed. These percentages are all very similar to those for year one. Persons leaving the program who were classified as stably housed *upon entry into HPRP* decreased from 3.4% to 1.7%, which may signify an increase in data quality and a better understanding of the program by grantees.

Of those who were literally homeless at entry, 64.9% were stably housed at exit, which is in line with the year one figure. 8.8% had missing data, which is up from 6% in the first year. This indicates a need for more attention to entering this data element into HMIS. The remaining program participants (approximately 26%, down 4% from year one) exited to an unstable housing situation or literal homelessness. For those who were either imminently losing their housing or unstably housed, about **67.3% exited to stable housing, up by approximately 15% from year one**. It is important to note that stable housing is not necessarily the same as permanent housing.

Destinations

Overall, approximately 87.7% of program participants exited to permanent housing, which is similar to year one's 87.9%. Of those who received *homelessness prevention assistance*, 89.4% of program participants lived in permanent housing when exiting the program, up slightly from year one's 88.8%. Of those who received *rapid re-housing assistance*, 81.8% of program participants lived in permanent housing when exiting the program, down slightly from year one's 84.1%. The data does not differ largely between those who stayed in the program for less than or 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 one figures and the percentage changes. The first table represents *Homelessness Prevention Assistance*, and the second table represents *Rapid Re-Housing Assistance*.

Destination of Households who Exited the Program by Type and Length of Assistance HOMELESSNESS PREVENTION ASSISTANCE						
	Before or at 90 Days			After 90 Days		
	Year One	Year Two	Percentage Change	Year One	Year Two	Percentage Change
Permanent Destinations						
Owned by client	3.2%	3.3%	0.1%	2.1%	1.6%	(0.5%)
Rented by client	83.3%	84.6%	1.3%	84.7%	83.5%	(1.2%)
HUD-VASH recipient	1.2%	0.9%	(0.3%)	0.7%	0.7%	0.0%
Permanent Supportive Housing	0.3%	0.1%	(0.2%)	0.2%	0.2%	0.0%
Living with family or friends permanently	1.0%	2.0%	1.0%	1.2%	1.6%	0.4%
Subtotal	90.0%	90.8%	0.8%	88.9%	87.5%	(1.4%)
Temporary Destinations						
Temporary Destinations	3.1%	2.6%	(0.4%)	2.3%	2.3%	0.0%
Institutional Settings						
Institutional Settings	0.7%	0.1%	(0.6%)	0.3%	0.2%	(0.1%)
Other/Unknown						
Other/Unknown	7.4%	6.1%	(1.3%)	8.6%	10%	1.4%

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

Destination of Households who Exited the Program by Type and Length of Assistance RAPID RE-HOUSING ASSISTANCE						
	Before or at 90 Days			After 90 Days		
	Year One	Year Two	Percentage Change	Year One	Year Two	Percentage Change
Permanent Destinations						
Owned by client	0.4%	0.5%	0.1%	0.7%	0.7%	0.0%
Rented by client	81.6%	73.4%	(8.2%)	73.8%	76.6%	2.8%
HUD-VASH recipient	1.6%	3.1%	1.5%	1.4%	1.8%	0.4%
Permanent Supportive Housing	0.7%	1.0%	0.3%	1.8%	1.2%	(0.6%)
Living with family or friends permanently	1.1%	2.2%	1.1%	2.2%	2.9%	0.7%
Subtotal	85.5%	80.1%	(5.4%)	79.8%	83.2%	3.4%
Temporary Destinations						
Temporary Destinations	6.9%	10.5%	3.6%	6.4%	6.5%	0.1%
Institutional Settings						
Institutional Settings	0.6%	0.7%	0.1%	1.2%	0.9%	(0.3%)
Other/Unknown						
Other/Unknown	7.1%	8.7%	1.6%	12.6%	9.3%	(3.3%)

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

At this time, it is not clear why there is little difference in outcomes between those who stayed in the program for less than 90 days and those that stayed longer. HUD's Office of Policy Research and Development (PD&R) has contracted for a formal evaluation of grantees' processes within the program and is hopeful that the results of this evaluation will provide insight into these types of questions. The lessons learned from this study will be carefully analyzed and will be used to make decisions regarding prevention and rapid re-housing activities under the Emergency Solutions Grants and Continuum of Care programs.

Moving Forward

The data included in this summary reflect the work of HUD's grantees and subgrantees, which have used this program to prevent and end homelessness in communities across the country. This summary also presents some areas of improvement for homeless services moving forward— areas that HUD is looking to for valuable lessons. HUD's evaluation of HPRP will provide a critical perspective on implementation of homelessness prevention and rapid re-housing programs which will inform HUD's policies and potential future empirical study on homelessness prevention.

Year 3 of HPRP has involved the ramping-down of local programs and operations as HPRP funds have been spent-out. The challenges of fully utilizing the last year of funding, coupled with diminishing local resources and continuing need, have placed a premium on careful program planning. Communities will be able to use the lessons they learned from HPRP as they look forward to other resources, such as the Emergency Solutions Grants program, which itself is greatly influenced by the nationwide HPRP experience. The Year 3 Summary Report will cover the results of this transition and the overall accomplishments of HPRP.

"The City's Emergency Solutions Grants program will more effectively support the County's Continuum of Care initiatives because the HPRP experience challenged the City and County to become working partners."

*— Joe Collins, Planning and Economic Development Department,
Saint Paul, MN*

The transition to other funding resources that will occur at the close of HPRP represents a change in program size and scope. Successful transitions will rely 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

Communities will also want to learn more about other resources that may be available to them. Some of these funding sources are summarized in the following table:

Other Funding Sources to Support HPRP Activities at Grant's End

Supportive Services for Veteran Families (SSVF): *Competitive program administered by the Department of Veteran Affairs. Eligible activities include: Security deposit/move-in assistance, case management, and outreach services.*

HOME Tenant-based Rental Assistance (TBRA): *Federal block grant to State and local governments. Eligible activities include: Up to 24 months rental assistance, security deposits, and, in some cases, utility deposits.*

Temporary Assistance for Needy Families (TANF) Block Grants: *Housing assistance can be provided under "short-term, non-recurrent benefit" category. Eligible activities include: Rent or mortgage payments, security deposits, first and last months' rent, utility payments, and rent/mortgage/utility arrears.*

Section 8: *HUD and USICH are collaborating around use of Public Housing Authority (PHA) resources to address homelessness. They are working on a "menu of options" for PHAs, including: set-asides for homeless families, encouraging close collaboration with CoCs, permanent subsidy services as ongoing or transitional, and targeting as a key component.*

Continuum of Care (CoC) Funding: *Single grant program combining the Supportive Housing program, Shelter Plus Care program, and Section 8 Moderate Rehabilitation SRO program. Opportunities to repurpose scattered site transitional housing programs into transition-in-place programs.*

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