



# HOMELESS SERVICES

A Division of Resilience and Community Services

## Ending Homelessness in Louisville, KY

December 8, 2022



# Myth: Housing First does not work

- The solution to homelessness is housing
- Housing First is an approach to quickly and successfully connect households experiencing homelessness to housing without preconditions
- Supportive services are offered
- Applicable to a variety of housing models



# Myth: People experiencing homelessness choose to live on the streets

- No one grows up with the goal to be homeless
- Displacement vs. Chronic Homelessness
- Studies estimate that 53% of sheltered homeless and 40% of unsheltered homeless have employment
- 64% of the homeless population has a reported disability



# Myth: Focusing only on building housing solves homelessness

## Louisville Affordable Housing Trust Fund

Year	Metro Allocations	New Units (total)	</= 80% AMI	</= 50% AMI	</= 30% AMI
ARP	\$40,000,000	294	0	42	252
FY22	\$10,000,000	816	327	286	203
FY21	\$10,000,000	763	426	267	70
FY20	\$5,000,000	664	394	78	192
FY19	\$10,000,000	487	153	334	included
FY18	\$9,570,000	1306	812	494	included
FY17	\$2,500,000	324	216	108	included

# Myth: The funded Storage Facility is no longer in operation

## Homeless Services Funding

Homeless Initiative Grant	Scope of Work	FY19	FY20	FY21	FY22	FY23
Coaliton for the Homeless	RAVE system	\$25,000			\$61,000	\$60,000
Family Health Center	LCSW Outreach		\$11,000	\$11,000		
Legal Aid	Civil cases		\$30,000	\$30,000	\$30,000	\$30,000
Metro HSD CarryFwd	Emergency/ Winter Reserve					\$16,540
Salvation Army	Storage		\$97,130	\$102,130	\$102,200	
St. John Center/UP	Outreach	\$95,000	\$189,326	\$68,200	\$68,200	
St. John Center	Storage	\$45,791	\$7,600			
St. Stephen's	Family Life Center	\$97,500	\$16,250			
St. Vincent de Paul	Sanctuary Beds		\$30,000	\$30,000	\$30,000	\$250,000
The Healing Place	Winter beds (4 months)	\$90,000	\$100,000	\$100,000	\$50,000	
UofL Report	Evaluation		\$29,250	\$50,000	\$50,000	\$50,000
VOA	Direct housing assistance for families	\$73,000	\$169,100	\$157,000	\$157,000	\$160,000
Wayside	Low Barrier Shelter	\$100,000	\$216,600	\$240,000	\$300,000	\$200,000
Wellspring	ACT Team		\$100,000	\$211,670	\$211,700	\$220,000
Emergency/Winger Reserve	Misc Expenditures (first link storage)	\$20,500	\$3,744			\$30,000
<b>TOTAL</b>		<b>\$546,791</b>	<b>\$1,000,000</b>	<b>\$1,000,000</b>	<b>\$1,060,100</b>	<b>\$1,016,540</b>

HSD Funding	Scope of Work				FY22	FY23
Block By Block	Outreach				\$98,488	\$100,000
Feed Louisville	Camp clearing support/Housing Navigation				\$266,251	\$450,000
Metro HSD	Emergency/ Winter Reserve					\$30,000
Salvation Army	Storage				\$28,136	\$50,000
St. John's Center	Outreach				\$75,655	\$70,000
The Healing Place	Low Demand Shelter				\$409,144	\$378,000
UofL Report	Evaluation				\$50,000	\$50,000
<b>TOTAL</b>					<b>\$927,674</b>	<b>\$1,128,000</b>

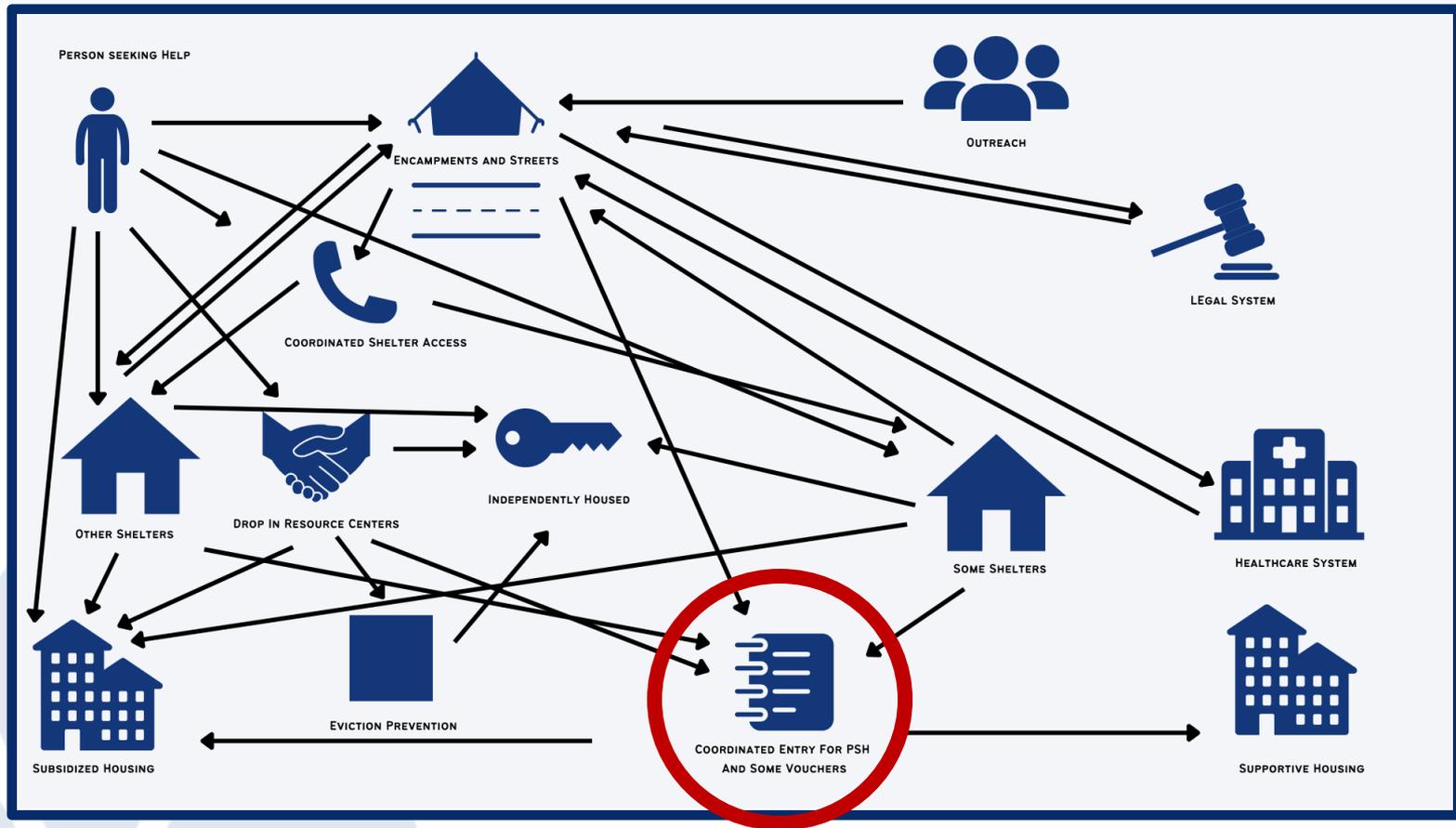
# Case Study: Carter



Carter presents with both psychiatric and physical illnesses. He lives on the streets, frequently near a hospital. He cannot stay in congregate shelter and would not be able to maintain housing without supportive services. When he goes to the hospital for psychiatric intervention, they send him to the ER, fix his colostomy bag, and give him a bus ticket to get to a shelter. Within a few hours, he has detached his colostomy bag and is again on the street. No one claims responsibility for Carter's care.

Sadly, Carter is not the only houseless person in Louisville who does not have a stable place to go.

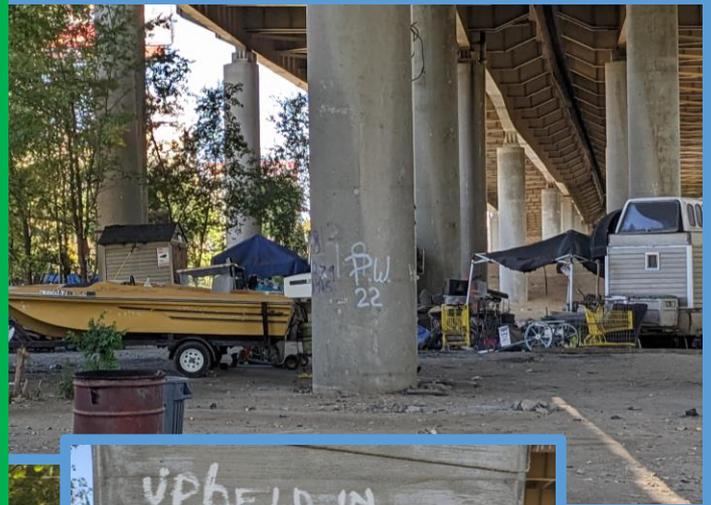
# Current State: Gaps & Barriers in the Coordinated System of Care



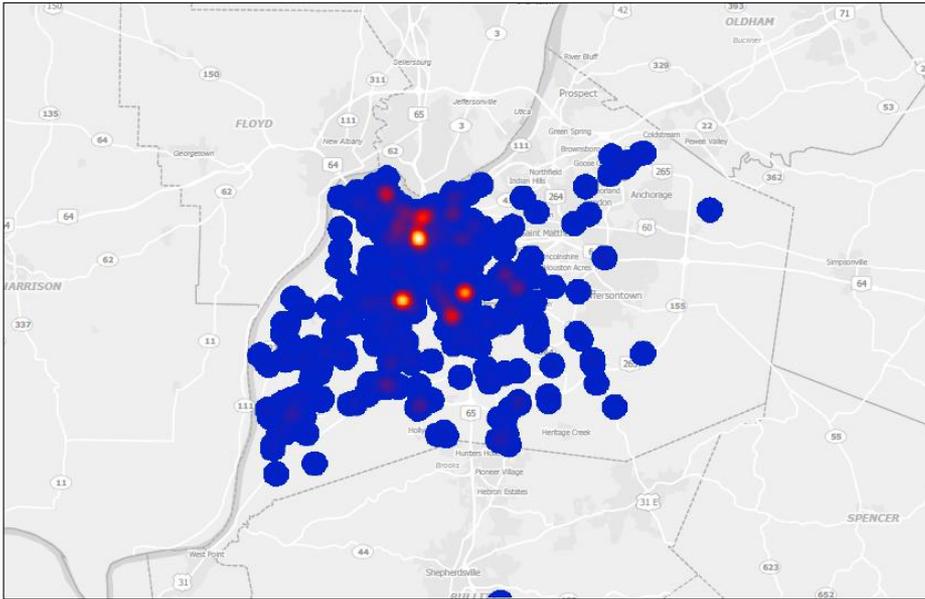
Navigating the complex system of care to access aid and overcome barriers to housing is overwhelming and confusing, and sometimes not possible.

# Case Study: Encampment under I-64 on the River

**Weeks of Coordinated Outreach: 8**  
**Total Number of Individuals Assessed: 76**  
    Moved Into Housing Before Clearing: **2**  
    Deceased Before Clearing: **3**  
    Individuals Who Refused Services: **11**  
**Individuals Relocated to Hotel: 34**  
    Average Number of Organizations  
    Providing Services per Person: **5**  
**Individuals Moving From Hotel to Housing: 0**  
**Individuals Connected to Housing Vouchers: 13**  
**Individuals Moving From Hotel Back to Streets: 21**



# Current State: Increasing Unsheltered Homelessness



All Reports - 7/1/2021 to 7/15/2022

Friday, July 15, 2022 | 8:05 AM



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This map is not a legal document and should only be used for general reference and identification.

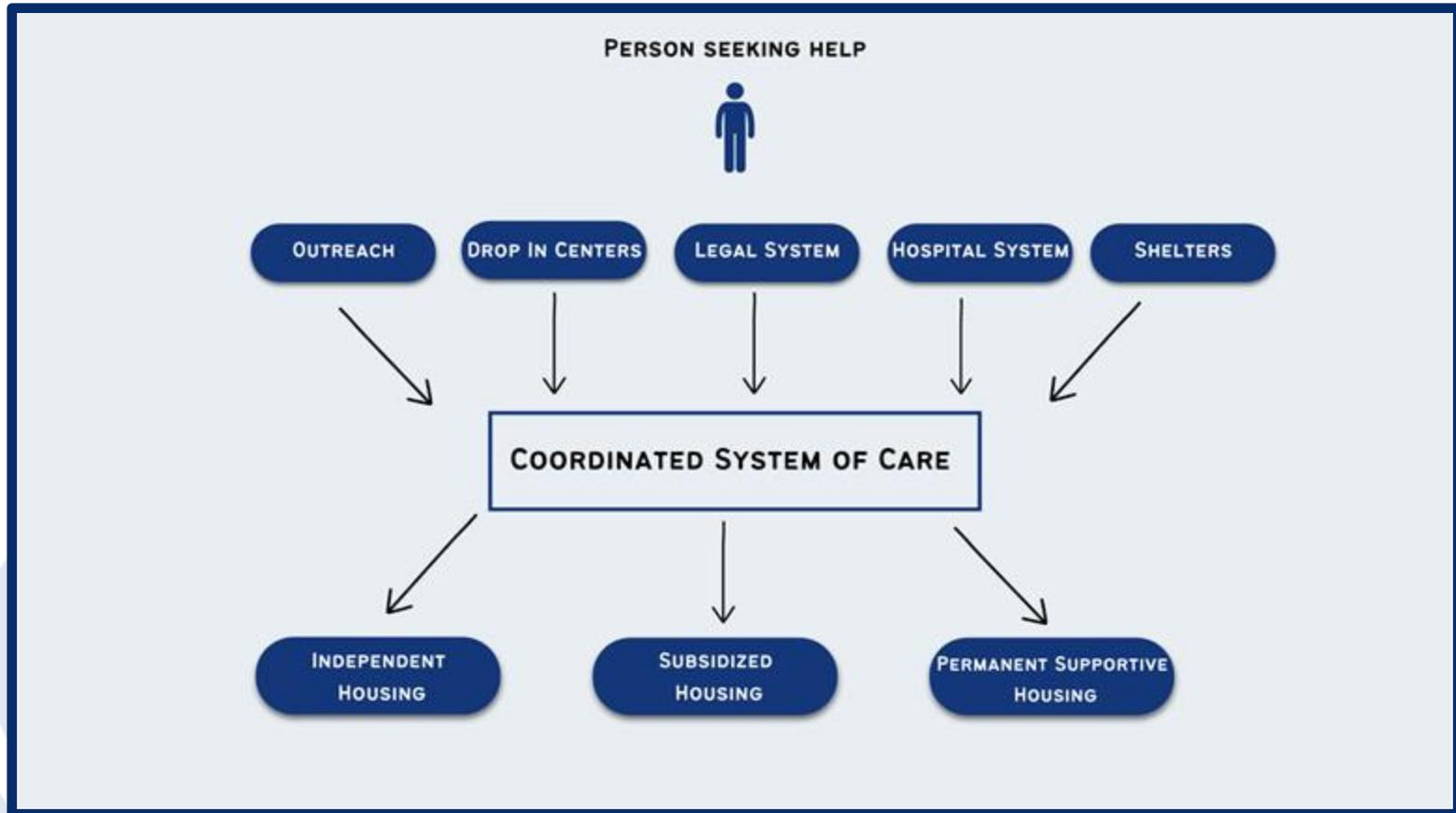
We project **12,120** Louisvillians will utilize homeless services in 2023 with approximately **1,765** individuals needing shelter each night.

Louisville only has **683** shelter beds per night, and restrictions apply.

Public Works spends **\$1,797.92** per encampment cleaning and **\$7,815.60** per clearing for a total of **\$842,016.76** each year. HSD's budget for coordinating services post-clearing is **\$450,000** annually.

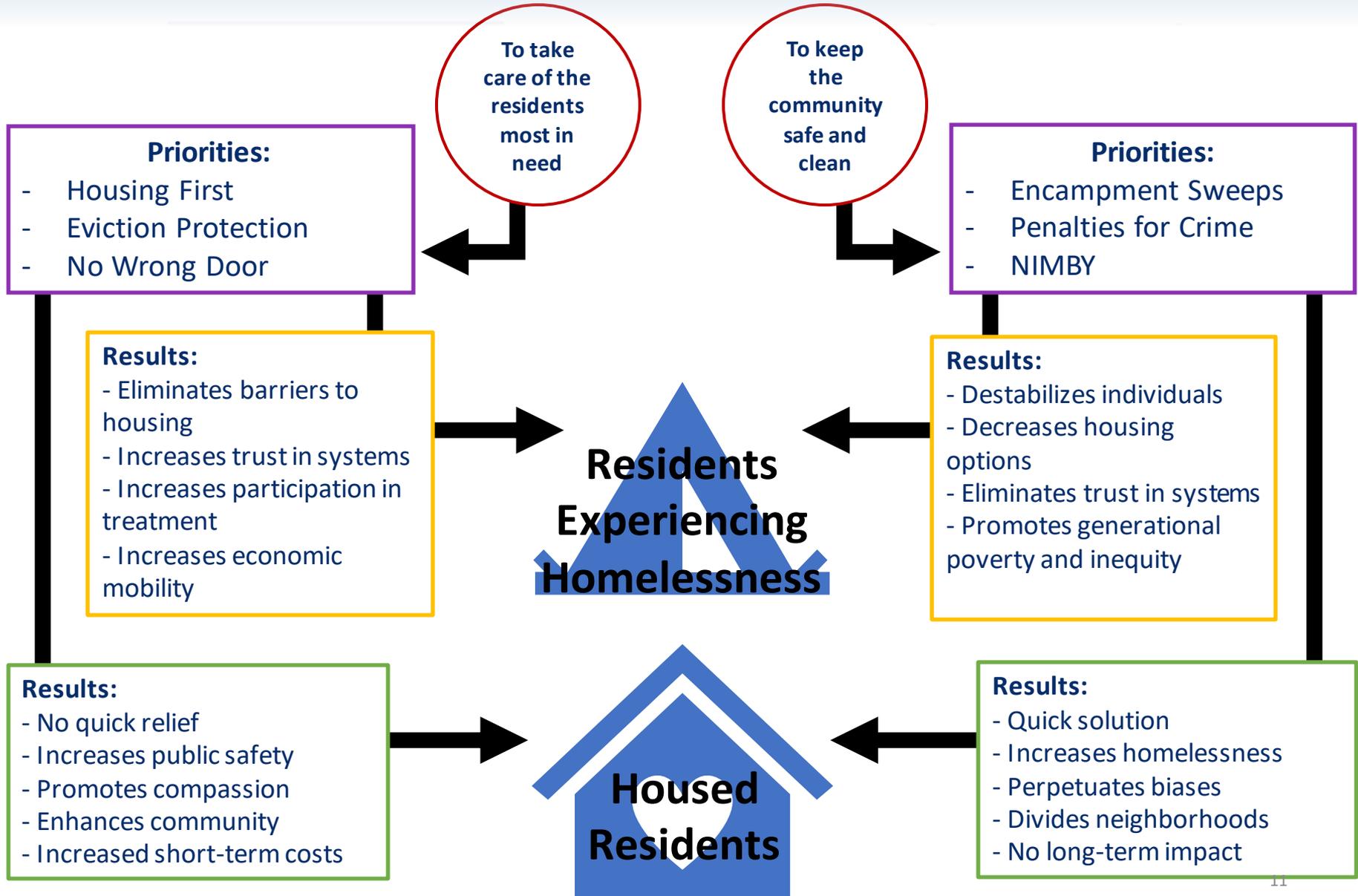


# Future State: Housing First with No Wrong Door



An efficient and effective system ensures rapid connectivity to resources and services and episodes of homelessness are brief.

# Government: Dual Public Responsibility



# Future State: No One Sleeps on the Street



Louisville reaches **functional zero** for all homelessness, meaning that there is a balance between the number of people entering and exiting the system of care.

Episodes of homelessness are **rare, brief, and nonrecurring.**

ARP-funded PSH, affordable housing, and short-term housing contribute to a **variety of housing options** with **necessary supports** to address a wide range of needs to provide individual choice and autonomy.

# Challenges

1

There are gaps in the system of care and barriers to finding help.

2

The shelter system does not meet the current need.

3

The system offers short-term solutions that do not address root causes.

4

Increasing encampments pose health and safety risks to the community.



Challenges

# Opportunities

1

Decrease barriers to housing and shorten the time individuals experience homelessness.

2

Elevate the shelter system to best practice standards.

3

Increase community engagement for system alignment to address root causes.

4

Improve LMG's encampment clearing process and increase coordinated clearings.

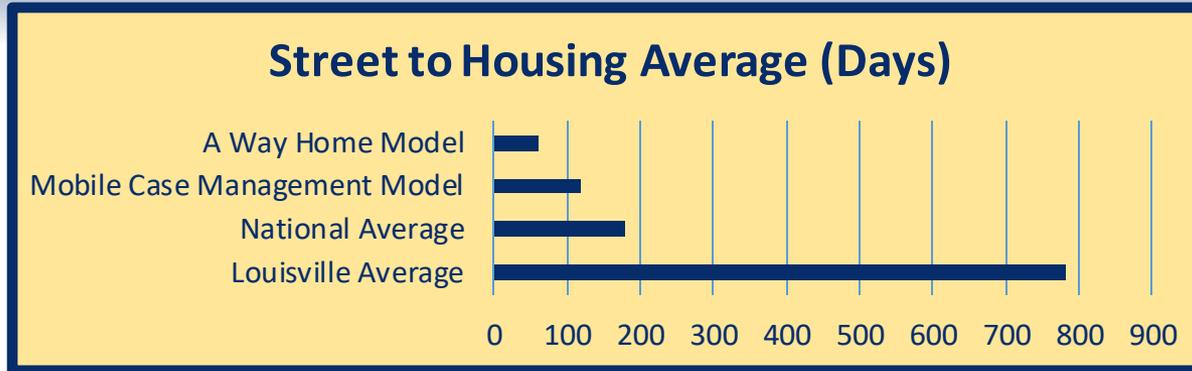


# Ending Homelessness Strategic Plan

**Vision:** No one sleeps on the street.

Challenge	Opportunity	Goal
There are gaps in the system of care and barriers to finding help.	Decrease barriers to housing and shorten the time individuals experience homelessness.	By the end of FY24, HSD and partners will reduce time between entry into homelessness and achieving housing to under 90 days.
The shelter system does not meet the current need.	Elevate the shelter system to best practice standards.	Louisville will reduce the number of people experiencing unsheltered homelessness by 25% annually beginning in FY24.
The system offers short-term solutions that do not address root causes.	Increase community engagement for system alignment to address root causes.	HSD will enact strategies to increase stakeholder engagement by recruiting a point person from each system to the Homelessness Task Force by the end of FY23.
Increasing encampments pose health and safety risks to the community.	Improve LMG's encampment clearing process and increase coordinated clearings.	HSD will increase encampment clearings to 12 in FY23.

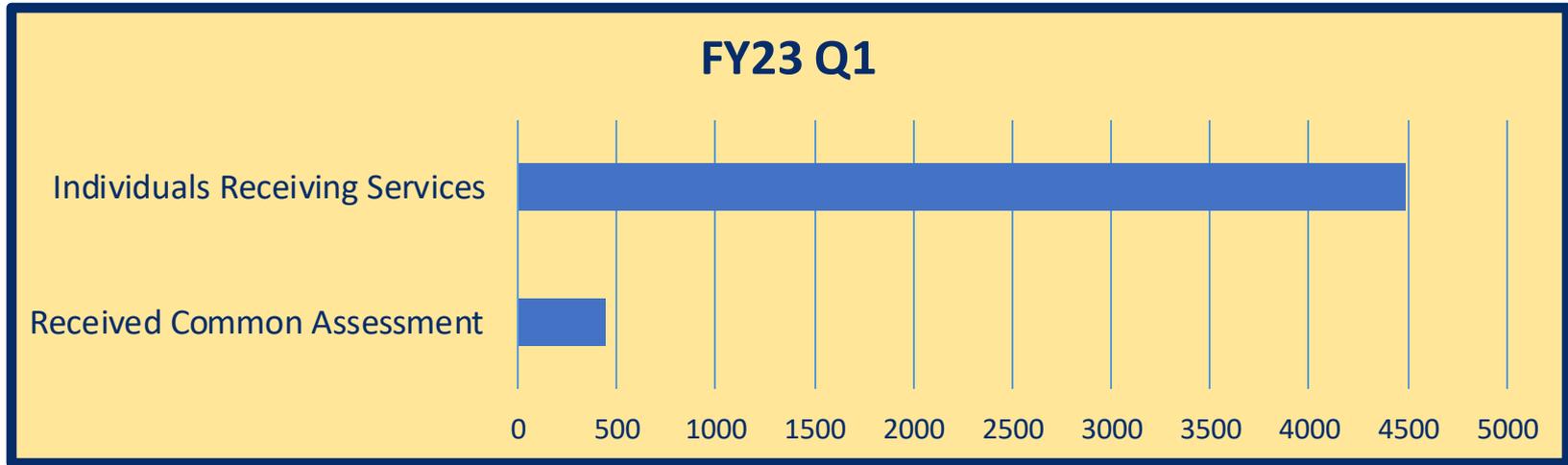
# Decrease barriers to housing and shorten the time individuals experience homelessness



**Strategic Goal 1:** By the end of FY24, HSD and partners will reduce time between entry into homelessness and achieving housing to under 90 days.

Step #	What	% Complete	Status
1.	Institute a mobile case management team to meet the need of the homeless population	0%	Funding Needed <span style="color: red;">●</span>
2.	Increase outreach coordination and efficiency so that individuals experiencing homelessness receive a Common Assessment within 14 days of entry into HMIS	15%	<span style="color: green;">●</span>
3.	Expand the “A Way Home” program to rapidly rehouse 50 individuals or families per month	0%	Funding Needed <span style="color: red;">●</span>
4.	Partner with LMHA to increase the voucher utilization rate to above 90%	10%	<span style="color: green;">●</span>
5.	Institute legal assistance for houseless individuals facing criminal charges	5%	<span style="color: green;">●</span>

# Key Performance Indicators: Reducing Housing Barriers

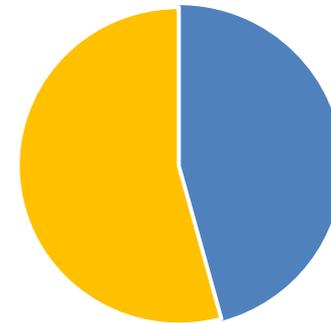


**14.8%** of Louisville's homeless population was housed in FY22.

**20** evictions are filed each day in Louisville.

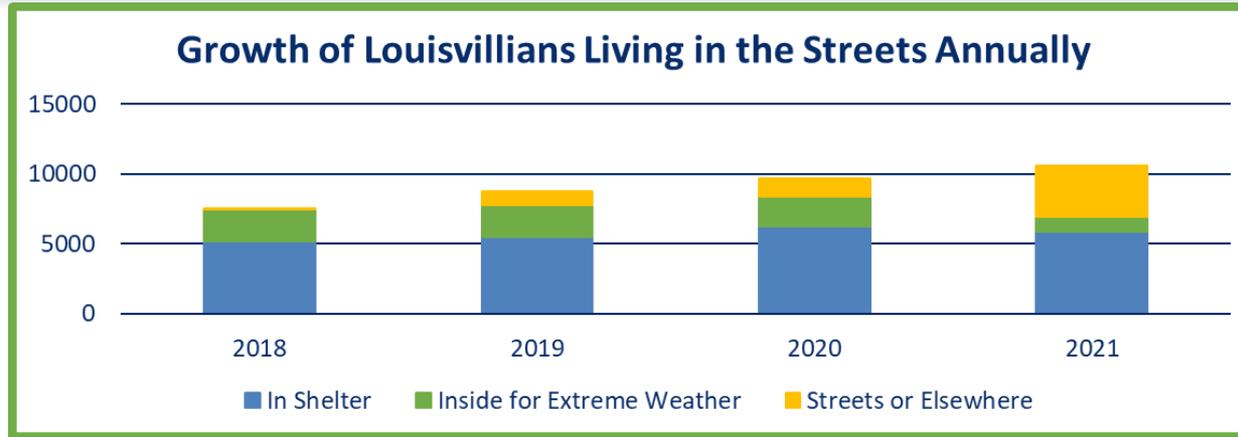
Louisville programs are currently only using **50%** of their LMHA special allotment of housing vouchers.

**Louisville Only has Housing to Meet the Need of 46% Households up to 30% AMI**



■ Needs Met ■ Unmet Need

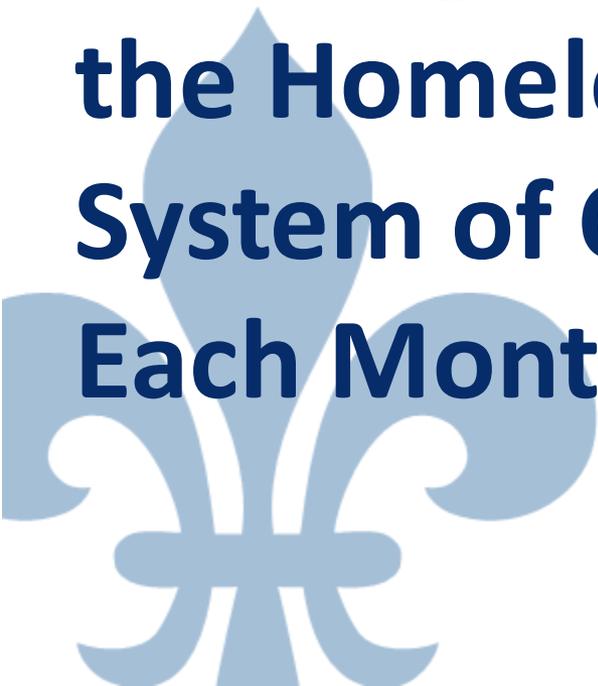
# Elevate the shelter system to best practice standards



**Strategic Goal 2:** Louisville will reduce the number of people experiencing unsheltered homelessness by 25% annually beginning in FY24.

Step #	What	% Complete	Status
1.	Standardize staff to resident ratios in Metro-funded shelter programs	10%	Funding Needed <span style="color: red;">●</span>
2.	Enhance communication tools and strategies to improve client access to emergency shelter	25%	<span style="color: green;">●</span>
3.	Facilitate the creation of additional non-congregate shelter options or safe outdoor spaces to meet community need	0%	Funding Needed <span style="color: red;">●</span>
4.	Utilize the HUD racial equity toolkit and the Stella P Race and Ethnicity Analysis to evaluate racial bias within the Louisville continuum of care apply findings to our system of providers	10%	<span style="color: green;">●</span>
5.	Establish a shelter option for registered sex offenders	0%	Funding Needed <span style="color: red;">●</span>

**596**  
**Individuals are**  
**Entering Into**  
**the Homeless**  
**System of Care**  
**Each Month**



In the first 6 months of operating, Hope Village has moved **35%** of their residents into housing.

**Between 2018 and 2021 Louisville Experienced:**

- A **41%** increase in experiencing homelessness.
- A **4,837%** increase in people seeking services other than shelter.

**Homeless Families as of 12/2/22:**

- **12 families** staying outdoors
- **1 family** doubled up with family/friends
- **22 families** staying in a hotel

# Increase system alignment and community engagement



**Strategic Goal 3:** HSD will enact strategies to increase stakeholder engagement by recruiting a point person from each system to the Homelessness Task Force by the end of FY23.

Step #	What	% Complete	Status
1.	Lead an educational campaign to increase the community's understanding of housing as a human right and to empower Louisvillians to be proactive in connecting their neighbors to care	8%	Funding Needed <span style="color: red;">●</span>
2.	Perform a barrier analysis between homeless service providers and health care/substance use providers to ensure that individuals receiving a higher level of care are not being discharged back to the streets	40%	<span style="color: green;">●</span>
3.	Decrease the rate of encampment reestablishment by training Metro staff to use their presence in public spaces to engage individuals experiencing homelessness and connect people to care	0%	Funding Needed <span style="color: red;">●</span>
4.	Engage the legal and political systems to evaluate local ordinances and Kentucky statutes that present barriers to housing	15%	<span style="color: green;">●</span>

# Key Performance Indicators: Community Engagement

Goal #	What
A.1.1	In FY22, Metro will reevaluate and pass an update to the 21 Day ordinance to meet the current needs of the program.
A.1.2	Encampments where 21-Day notices have been posted will be cleared after 21 days
A.1.3	12 encampments will be cleared in FY23.
A.1.4	HSD will decrease the rate of encampment reestablishment by increasing LMPD and HSD street presence and coordination.
A.2.1	HSD will respond to complaints submitted to 311 in less than 2 days from receipt.
A.2.2	SWMS will have a dedicated team for clearing homelessness encampments by [date].
A.3.1	HSD will train XX Metro agencies on compassionate response to homeless individuals by [date]
A.3.2	HSD will train XX community groups on compassionate response to homeless individuals by [date]
B.1.1	HSD and LMHA will track voucher utilization by type throughout FY23.
B.1.2	HSD and LMHA will improve the voucher utilization rate by XX% in FY24.
B.1.3	By the end of FY24, HSD and partners will reduce time between entry into homelessness and housing to under 90 days.
B.2.1	LMHA will track the number of new voucher housing units coming online in FY23.
B.2.2	HSD will have 100% voucher utilization in FY23.
B.2.3	Develop Louisville and LMHA will increase voucher housing units by XX #/% in FY24.
B.3.1	By the end of 2024, Develop Louisville will build 240 units with Permanent Supportive Housing funds
B.3.2	HSD will work with ACLU, Legal Aid, and Criminal Justice Center to develop a legal aid system to support homeless individuals with criminal records
C.2.1	HSD will compile a by-name list by end of FY23 to track the population of street homeless.
C.3.1	The workgroup will create a process to institute a warm handoff from Corrections / EMS to homeless services.
C.3.3	Utilization rates of homeless shelters will remain above 90% and average length of stay will decrease to XX days by 12/31/2023.

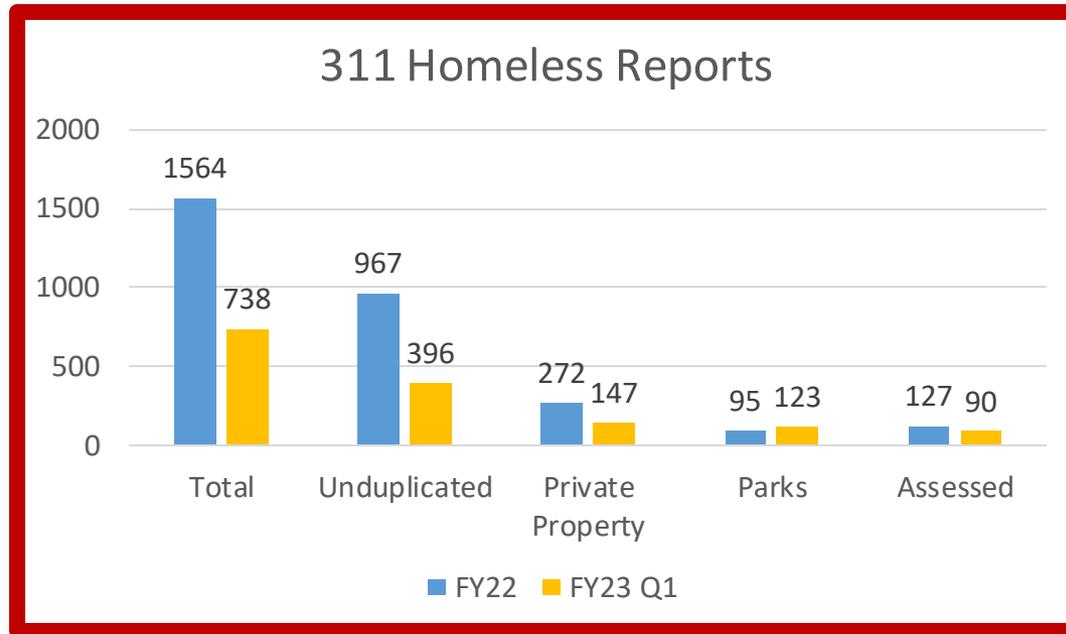
# Improve LMG's encampment clearing process and increase coordinated cleanings



## Strategic Goal 4: HSD will increase encampment clearings to 12 in FY23.

Step #	What	% Complete	Status
1.	Increase coordination of care with partners for hotel clearing to ensure clients receive the same level of care with the increase in clearings	50%	●
2.	Revise SOP for care provided during hotel relocations to guarantee that no unhoused Louisvillian leaves these temporary hotel stays without: government identification, enrollment into all eligible government benefits (Medicaid, public assistance and housing assistance), and enrollment into any necessary medical, mental health, or substance use treatment	33%	●
3.	Support LMG partner agencies to revise SOPs and establish goals to improve the clearing process and consistency	50%	●

# Key Performance Indicators: Cleanings and Clearings



There have been **32 camp cleanings** in FY23.

The average length of time between report and risk assessment is **0.8 Days**.

There have been **28 camp clearings** in FY23.

# Homeless Services Dashboard

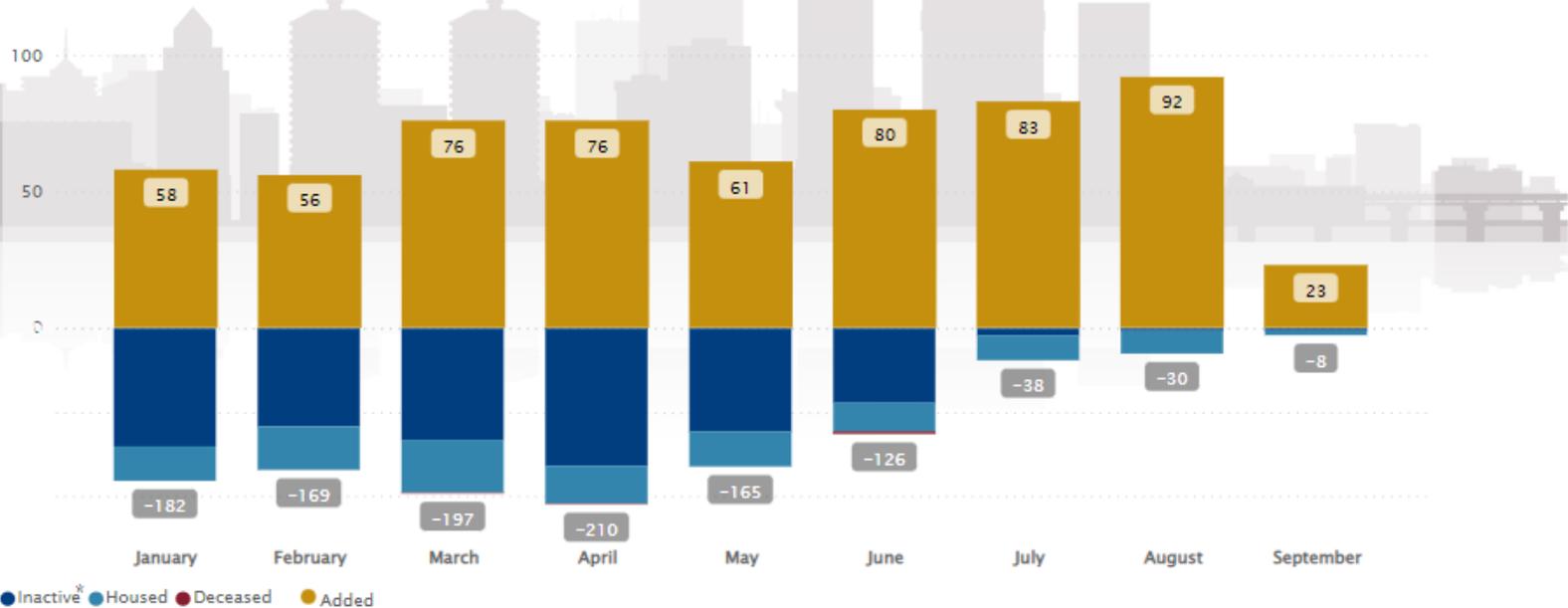


Data Sources:

**Common Assessment Housing Referral Waitlist and Homeless Management Information System (HMIS)**

From Family Health Centers, Inc. and the Coalition for the Homeless

The Housing Referral Wait List tracks the inflow and outflow of individuals awaiting housing. New individuals are added to the list each month when they receive an assessment. Others are removed from the list when they have become housed, deceased, or marked inactive due to lack of communication with the outreach team.



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\*Clients are marked "Inactive" after 90 days of no communication. Recent months do not reflect true "Inactive" change because of this delay.

Using information provided by the Common Assessment Team from Family Health Centers and the Homeless Management Information System (HMIS) managed by The Coalition for the Homeless, LMG is now able to provide real time data on individuals receiving services, entering housing, and in need of supportive services.

# Solution: Invest in Widescale and Coordinated Strategies

**Strategic Goal:** By the end of FY23, the Ending Homelessness Workgroup will be expanded to include all partnering Metro divisions. Furthermore, these divisions will each submit goals, budgets, and SOP revisions that prioritize actions for mitigating homelessness in the greater work toward ending it.

Division	Need
Mayor's Office	Champion housing as a human right, engage major community stakeholders on making systemic changes to policies and practices that act as barriers to housing, and mandate compassionate encounter training for all Louisville Metro employees
Metro Council	Establish a Housing Sub-Committee that collaborates with the administration to evaluate and revise ordinances that act as barriers to housing
Accelerator Team	Facilitate ARP shelter renovations and housing unit construction to increase community housing options
Develop Louisville	Institute strategies to reduce eviction rates and the increase the inventory and type of safe, affordable housing options
EMA	Expand the Alternative Response Model to include SOPs for stabilizing homeless individuals in crisis and connecting them to the coordinated system of care
LMDC	Develop a plan to provide unhoused Louisvillians exiting LMDC with an emergency hotel stay until they can acquire government identification, enrollment into all eligible government benefits (Medicaid, public assistance and housing assistance), and enrollment into any necessary medical, mental health, or substance use treatment
LMPD	Train all officers on best practices for de-escalation and redirection of houseless individuals
LMPHW	Expand access to low barrier Medication-Assisted Treatment, naloxone, and harm reduction services through the expansion of existing programs, piloting of new interventions, and policy changes
Public Works	Revise workflow and budget to meet the greater demand of encampment clearings and cleanings

# Solution: Invest in Crisis Mitigation

**Strategic Goal:** Secure annual funding to apply the Housing First model to the Louisville System of Care.

Program	FY23 Budget	FY24 Budget	FY25 Budget	FY26 Budget
Mobile Case Management Team	\$505,000	\$505,000	\$505,000	\$505,000
“A Way Home” Expansion	\$6,658,160 (plus vouchers)	\$5,922,425 (plus vouchers)	\$5,318,500 (plus vouchers)	\$4,415,000 (plus vouchers)
Community Staffing Support	-	\$1,000,000	\$1,000,000	\$1,000,000
Compassionate Interactions Training	-	\$50,000	-	-
Non-congregate Shelter Options	-	\$3,000,000	\$3,000,000	\$3,000,000
Special Population Shelter	-	-	\$1,000,000	\$1,000,000