

Rebuilding Lives Updated Strategy Columbus and Franklin County, Ohio

Emergency Shelter Inventory Report

October 24, 2007

Prepared for:

Rebuilding Lives Updated Strategy Steering Committee

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Introduction

In 1999 the Community Shelter Board (CSB) in Columbus, Ohio implemented the *Rebuilding Lives* plan, which called for a community-wide approach that would replace a patchwork system of emergency shelters with coordinated, targeted, and cost effective ways of providing shelter and services to meet the long and short-term needs of homeless adults. The approach included an improved emergency shelter system to address immediate needs and the development of 800 supportive housing units for homeless single adults with long-term needs.

Rebuilding Lives: An Updated Strategy to House Homeless Families and Adults is a CSB initiative to conduct a comprehensive research and resources inventory of the current *Rebuilding Lives* plan and of the existing system to serve homeless and formerly homeless families. As part of that initiative, CSB contracted the Center for Urban Community Services to compile inventories of the existing capacity of emergency shelter, supportive housing and outreach systems and to analyze the resources currently invested in those systems.

The primary purpose of this report is to describe the characteristics of and resources invested in the inventory of emergency shelter for homeless persons in Columbus and Franklin County, Ohio from 1998 to 2006. This analysis, which will be used in the overall evaluation of the *Rebuilding Lives* initiative and creation of the Updated Strategy, examines data on program capacity in both the single adult and family shelter systems, target population, unit location, funding sources, and cost per unit. Specifically, it provides data to help the RLUS Steering Committee understand how the following elements of the emergency shelter system changed from 1998 to 2006:

- Total inventory by year of all units for single adults and families
- Inventory of units targeted to specific populations
- Location by zip code of all units for 1998 and 2006
- Total investments by public and private funding sources in 1998 and 2006.
- Average cost per day for units serving single men, single women, and families in 1998 and 2006 system-wide and at programs that target specific populations.

Evaluation Questions

The analysis addresses the following questions:

How have the characteristics of the shelter inventory evolved between 1998 and 2006?

- What has been the capacity in each year?
- How many units were available for single adults and families?
- How many units were targeted for specific sub-populations?
- How has the geographic distribution of units changed over time?

What were the average daily costs per unit, and how have the resources invested changed between 1998 and 2006?

- What federal, state, local and private resources have been invested?
- How much has been contributed by each funding source?
- What were the average daily costs per unit in 1998 and 2006?

Methodology

To address the evaluation questions, CUCS analyzed data from the following sources:

- Annual US Department of Housing and Urban Development Continuum of Care Exhibit 1 shelter inventories from 1998-2006
- CSB Program Evaluation Reports
- Budget reports provided by CSB and by agency sponsors.

CSB staff reviewed the data used in this analysis for accuracy. As necessary, CSB staff contacted sponsoring agencies and consulted their archives to obtain missing data. All capacity data cited in this report is regular year-round capacity and excludes overflow capacity which is only available during periods of peak demand. All funding data has been adjusted for inflation and is shown in 2006 dollars.

Key Findings

- Over the full course of the study period, emergency shelter capacity remained relatively stable with an increase in total units of 4% from 1998 to 2006 (Chart 1, Table 1A).
- At the outset of the study period, there were 12 emergency shelter programs with capacity to serve 636 households. By 2002 shelter capacity had grown to 748 units at 14 programs. At the end of the study period, in 2006, there were 663 shelter units at 12 programs (Table 1A, 1B).
- At its peak capacity in 2002 and 2004, the system had 18% more units than at its lowest capacity in 1998 (Chart 1, Table 1A, 1B).
- There were a total of 15 emergency shelter programs that operated during the study period. Forty percent were relatively small with capacity to serve fewer than 40 households. Thirty-three percent were mid-size (40-89 households), and 27% were large with capacity to serve 90 or more households. The largest shelter could accommodate 130 men (Table 1A).¹

¹ Size categories are based on average capacity over the full study period.

- One large and two small shelters closed during the study period (Table 1A).
- Growth in units serving youth (33%), single women (27%), and families (15%) outpaced growth in the system as a whole. Capacity to serve men fell by 4% during the study period (Table 1B, Chart 2).
- Bed distribution by gender shifted slightly over time with beds designated for women increasing from 15% of total singles beds in 1998 to 19% in 2006 and beds designated for men decreasing from 82% of total singles beds in 1998 to 78% in 2006 (Table 1B, Chart 2).
- At the conclusion of the study period, there were nine non-specialized emergency shelter programs:
 - Three served families (total capacity 120 households)
 - Four served single adult men (total capacity 375 beds)
 - Two served single adult women (total capacity 89 beds) (Table 1A)
- In addition, there were three specialized shelters:
 - Choices domestic violence shelter (total capacity 7 families, 6 single women)
 - Huckleberry House Youth Shelter (total capacity 16 units)
 - Maryhaven Engagement Center (total capacity 42 single men, 8 single women) (Table 1A)
- Maryhaven Engagement Center opened in 1999 to meet the basic needs of homeless men and women who are inebriated and unable to self-care.
- The YWCA Family Center serves as the centralized intake point for homeless families. The Family Center conducts triage, provides assessment services and diverts families who can return safely to housing to prevention and community-based supportive services. As needed, families are accommodated temporarily at the on-site emergency shelter before they are placed at a Tier II family shelter, in transitional or permanent housing.
- No system for centralized intake currently exists for homeless single adults.
- At the outset of the study period, units were concentrated in zip code 43215 (63%) and by 2006, though the greatest number of units continued to be located in zip code 43215 (30%), units were more evenly distributed (Map: 1998; Map: 2006; Table 5).

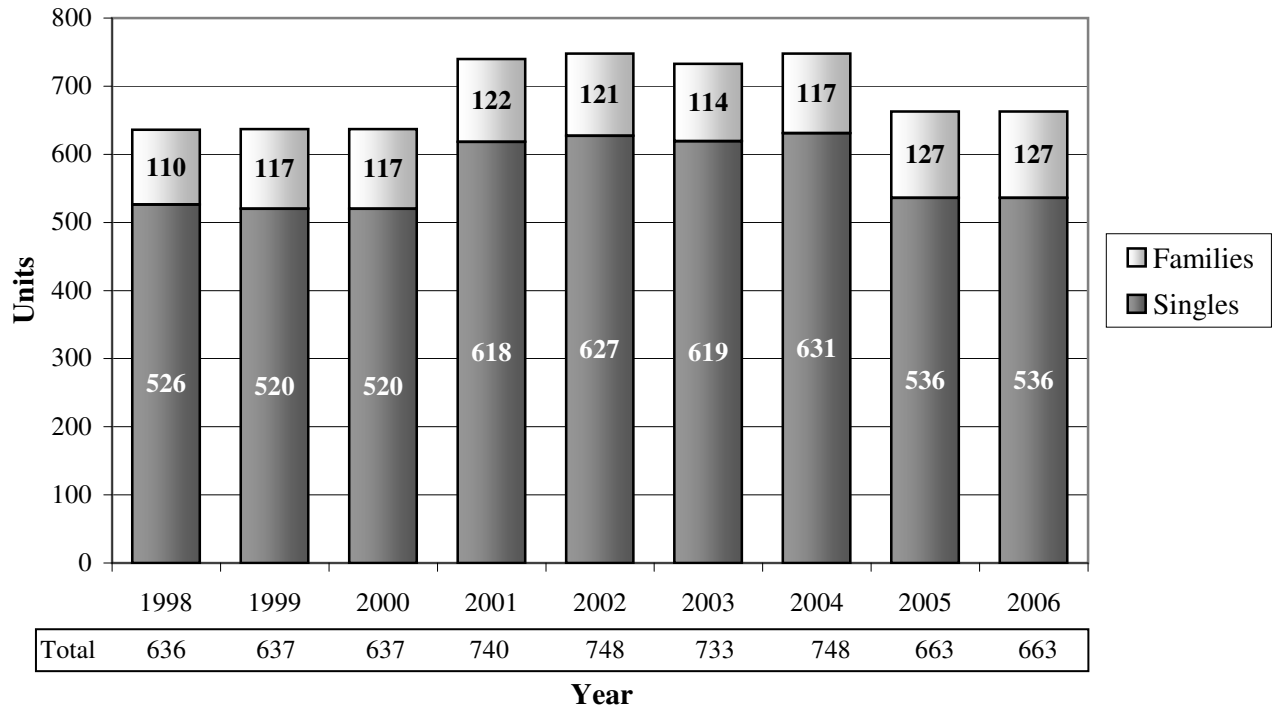
- Variance in cost per unit among shelters was great. In 2006, the highest cost per unit was \$55,385 per year (\$152 per day) and the lowest cost per unit was \$4,945 per year (\$14 per day) (Table 6F).²
- Programs serving single women had a significantly higher (53%) average cost per unit than those serving men (\$10,640 vs. \$6,940 per year in 2006) (Table 6B).³
- The average cost per unit for families was \$26,995 per year in 2006 (\$74 day) (Table 6B).⁴

² . Due to variations in program model and size, the authors caution against drawing conclusions based on comparisons of unit cost across programs.

³ Excludes three programs serving special populations (Choices, Maryhaven Engagement Center and Huckleberry House Youth Shelter)

⁴ Excludes Choices.

Chart #1: Emergency Shelter Capacity - Singles, Families



Note: The data presented in this report reflect static unit capacity. Additional overflow beds are available as needed to meet peak demand.

TABLE #1A: Regular Emergency Shelter Capacity Data Organized by Program - All Programs

Data includes only year-round capacity and excludes overflow capacity.

PrimaryAgency	Program	Total Units 1998	Total Units 1999	Total Units 2000	Total Units 2001	Total Units 2002	Total Units 2003	Total Units 2004	Total Units 2005	Total Units 2006
Catholic Social Services	Holy Rosary/Barbara Bonner	16	16	16	21	21	21	21	21	0
Choices	Domestic Violence Shelter	13	13	13	13	13	13	13	13	13
Friends of the Homeless	Men's Shelter	130	130	130	130	130	130	130	130	130
Friends of the Homeless/Salvation Army	Rebecca's Place	35	35	35	35	35	35	47	47	47
Homeless Family Foundation	Family Shelter	26	30	30	30	32	25	25	25	46
Huckleberry House	Youth Shelter	12	12	12	12	12	16	16	16	16
Lutheran Social Services	Faith Mission on 6th Street	132	110	110	110	110	110	110	110	110
Lutheran Social Services	Faith Mission on 8th Avenue	0	0	0	95	95	95	95	95	95
Lutheran Social Services	Nancy's Place	40	40	40	40	42	42	42	42	42
Maryhaven	Engagement Center	0	35	35	43	50	50	50	50	50
Open Shelter	Men's Shelter	119	95	95	95	95	95	95	0	0
Volunteers of America	Family Shelter	27	27	27	27	24	24	24	24	24
Volunteers of America	Men's Shelter	52	52	52	52	52	40	40	40	40
W.A.I.T.	Ladies in Waiting	0	5	5	0	0	0	0	0	0
YWCA	Family Center/IHN	34	37	37	37	37	37	40	50	50
Total		636	637	637	740	748	733	748	663	663

TABLE #1B: Regular Emergency Shelter Capacity Data Aggregated By Year - All Programs

Figures in parentheses indicate percent of total units.
Data includes only year-round capacity and excludes overflow capacity.

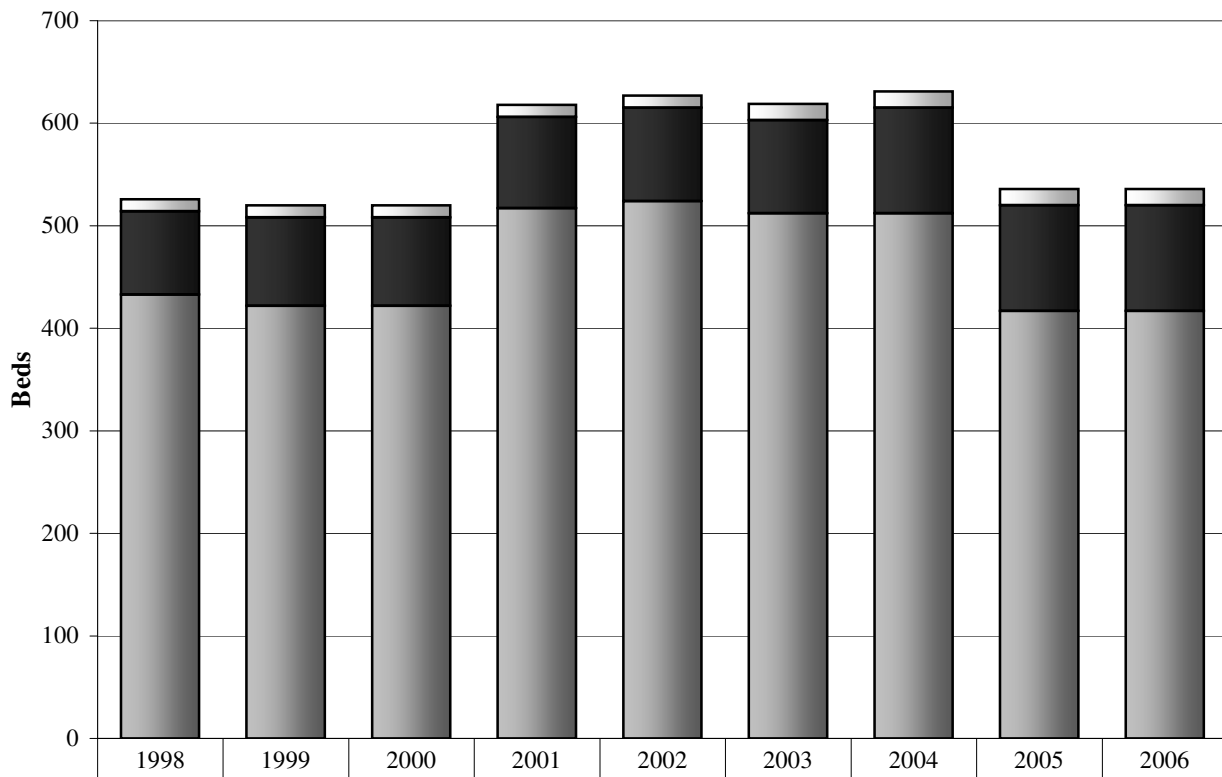
Year	Number of Programs	Total Units	Single Male		Single Female		Youth		Total Singles		Family Units	
			n	(%)	n	(%)	n	(%)	n	(%)	n	(%)
1998	12	636	433	(68)	81	(13)	12	(2)	526	(83)	110	(17)
1999	14	637	422	(66)	86	(14)	12	(2)	520	(82)	117	(18)
2000	14	637	422	(66)	86	(14)	12	(2)	520	(82)	117	(18)
2001	14	740	517	(70)	89	(12)	12	(2)	618	(84)	122	(16)
2002	14	748	524	(70)	91	(12)	12	(2)	627	(84)	121	(16)
2003	14	733	512	(70)	91	(12)	16	(2)	619	(84)	114	(16)
2004	14	748	512	(68)	103	(14)	16	(2)	631	(84)	117	(16)
2005	13	663	417	(63)	103	(16)	16	(2)	536	(81)	127	(19)
2006	12	663	417	(63)	103	(16)	16	(2)	536	(81)	127	(19)

TABLE #1C: Regular Emergency Shelter Capacity Data Aggregated By Year - Excludes Choices, Huckleberry, Maryhaven

Figures in parentheses indicate percent of total units.
Data includes only year-round capacity and excludes overflow capacity.

Year	Number of Programs	Total Units	Single Male		Single Female		Youth		Total Singles		Family Units	
			n	(%)	n	(%)	n	(%)	n	(%)	n	(%)
1998	10	611	433	(71)	75	(12)	0	(0)	508	(83)	103	(17)
1999	11	577	387	(67)	80	(14)	0	(0)	467	(81)	110	(19)
2000	11	577	387	(67)	80	(14)	0	(0)	467	(81)	110	(19)
2001	11	672	482	(72)	75	(11)	0	(0)	557	(83)	115	(17)
2002	11	673	482	(72)	77	(11)	0	(0)	559	(83)	114	(17)
2003	11	654	470	(72)	77	(12)	0	(0)	547	(84)	107	(16)
2004	11	669	470	(70)	89	(13)	0	(0)	559	(84)	110	(16)
2005	10	584	375	(64)	89	(15)	0	(0)	464	(79)	120	(21)
2006	9	584	375	(64)	89	(15)	0	(0)	464	(79)	120	(21)

Chart #2: Emergency Shelter Capacity - Single Male, Single Female, Youth

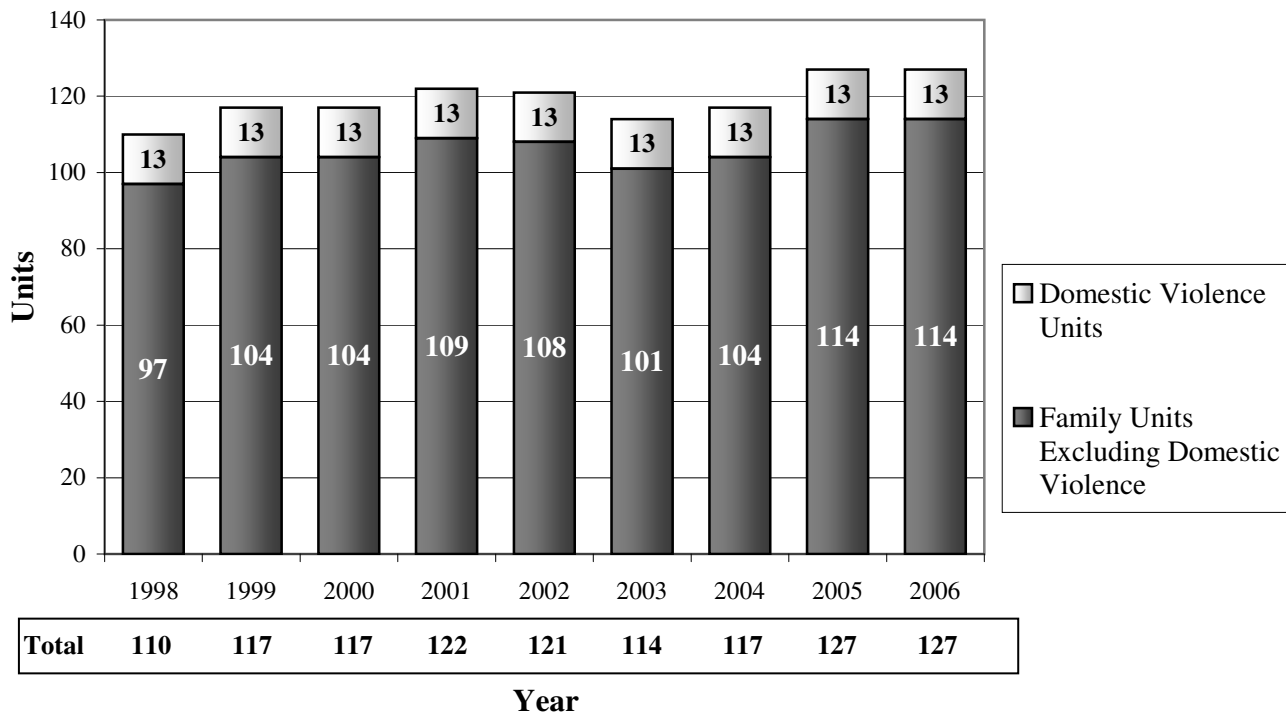


	1998	1999	2000	2001	2002	2003	2004	2005	2006
■ Youth	12	12	12	12	12	16	16	16	16
■ Females	81	86	86	89	91	91	103	103	103
■ Males	433	422	422	517	524	512	512	417	417
Totals	526	520	520	618	627	619	631	536	536

Year

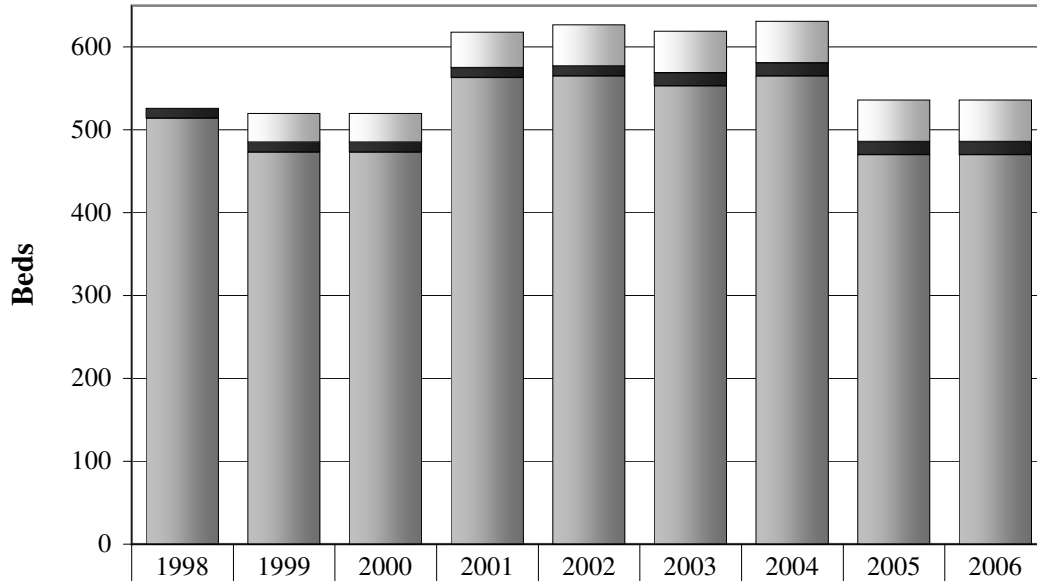
Note: The data presented in this report reflect static unit capacity. Additional overflow beds are available as needed to meet peak demand.

Chart #3: Emergency Shelter Capacity - Families, Domestic Violence



Note: The data presented in this report reflect static unit capacity. Additional overflow beds are available as needed to meet peak demand.

**Chart #4: Emergency Shelter Capacity - Youth, Engagement,
All Singles Excluding Youth and Engagement**



	1998	1999	2000	2001	2002	2003	2004	2005	2006
Engagement	0	35	35	43	50	50	50	50	50
Youth	12	12	12	12	12	16	16	16	16
All Excluding Youth and Engagement	514	473	473	563	565	553	565	470	470
Totals	526	520	520	618	627	619	631	536	536

Year

Note: There is no data for Engagement in 1998; the shelter opened in 1999. The data presented in this report reflect static unit capacity. Additional overflow beds are available as needed to meet peak demand.

1998 Shelter Capacity for Franklin County, OH

