

# **THE 10-YEAR PLANNING PROCESS TO END CHRONIC HOMELESSNESS IN YOUR COMMUNITY**

## **A Step-by-Step Guide**

**United States Interagency Council on Homelessness**  
451 7th St. SW, Suite 2200 • Washington, D.C. 20410  
Phone (202) 708-4663 • [www.ich.gov](http://www.ich.gov) • Fax (202) 708-1216

# SUPPORT FOR 10-YEAR PLANS

“The U.S. Conference of Mayors supports the 10-year planning process and strongly encourages cities to create and implement... strategic plans to end chronic homelessness in 10 years.”

– *Resolution passed unanimously by the **U.S. Conference of Mayors**, June 2003*

---

“NACo endorses the Bush Administration’s national goal of ending chronic homelessness in ten years...NACo encourages counties to develop 10 Year Plans incorporating the latest research...to prevent and end chronic homelessness.”

– *Resolution adopted by the **National Association of Counties**, July 15, 2003*

---

“The National League of Cities (NLC) supports the Bush Administration’s goal to end chronic homelessness in the United States in 10 years and will help advance the planning process set forth by the Administration.”

- *Resolution adopted by the **National League of Cities**, December 2003*

---

“We have to do more than just manage homelessness. Our objective [is] to prevent homelessness, and ultimately end it. [That is the] intent of this plan.”

– *Mayor Richard Daley, on Chicago’s 10-Year Plan*

---

“Five years ago the notion of cities having 10-year plans to end homelessness was naïve and risky. No one thought it was possible. But the new research and new technologies have created such movement and innovation on this issue that it may now be naïve and risky not to have such a plan.”

– *Executive Director Philip Mangano, US Interagency Council on Homelessness*



The United States Interagency Council supports and encourages the development of local 10-year plans to end chronic homelessness. Planning to **end** homelessness – not to manage or maintenance – is new. Inspired by the President’s call to end this profile of homelessness and by city and county 10-year plans that have been developed across our country – Atlanta, Chicago, and Maricopa County to name a few – these planning processes have offered new resources, new collaborations, and new energy to create solutions. BY mid-2004 more than 120 cities had committed to such 10 year plans.

The Council’s work with federal departments and agencies promises new collaborative approaches and new funding opportunities at the national level. Our encouragement of Governors to create state interagency councils on homelessness will create new state level opportunities. Again, by mid-2004, 46 Governors had made such a commitment.

Most importantly, the new research and new technologies offer performance based, results oriented strategies to reduce and end homelessness. We have prioritized people on the streets and in long term stays in shelters, those experiencing “chronic homelessness.” They are the most vulnerable, visible, and costly.

This document is designed to guide your community through the steps of developing and implementing a 10-year plan to end chronic homelessness.

We are indebted to the U.S. Conference of Mayors for their assistance in creating this document, to the National Alliance to End Homelessness for their innovative work in developing the 10-year planning template, and to HUD Secretary Alphonso Jackson and his staff for their support in endorsing and promoting 10-year plans.

Homelessness is a national problem with local solutions. Working together, we can end this national disgrace.

All the best,

Philip F. Mangano  
Executive Director  
U.S. Interagency Council on Homelessness

# TABLE OF CONTENTS

- What Is Chronic Homelessness? 1
- What Are Characteristics of Individuals Experiencing Chronic Homelessness? 2
- Why Focus on Chronic Homelessness? 3
- Why Focus on Chronic Homelessness Now? 5
- How Can You End Chronic Homelessness In Your Community? 6
- What Are the Elements of a Successful 10-Year Plan? 18
- What Results Can Your Community Expect? 19
- Where Can You Find Additional 10-Year Planning Resources? 20

# WHAT IS CHRONIC HOMELESSNESS?



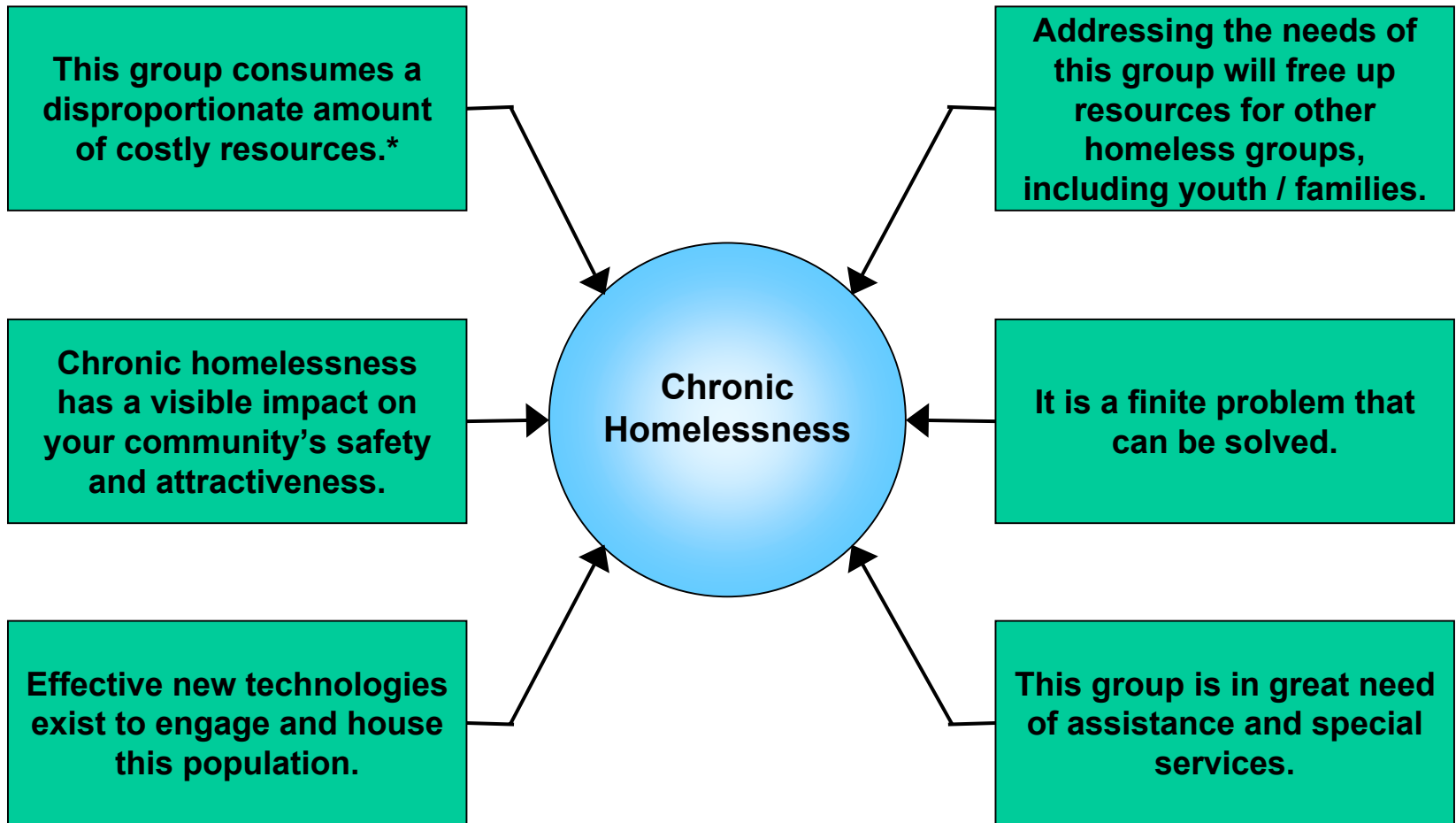
- The most visible form of homelessness; often people on the streets of our neighborhoods and communities
- Experienced by 150,000 Americans each year
- A subgroup that constitutes 10% of the homeless population
- A condition found in counties, cities, suburbs, and rural areas

# WHAT ARE CHARACTERISTICS OF INDIVIDUALS EXPERIENCING CHRONIC HOMELESSNESS?



- Unaccompanied individuals
- Homeless for a year or more or multiple times over a several year period
- Disabled by addiction, mental illness, chronic physical illness or disability, or developmental disability
- Frequent histories of hospitalization, unstable employment, and incarceration
- Average age in the early 40s

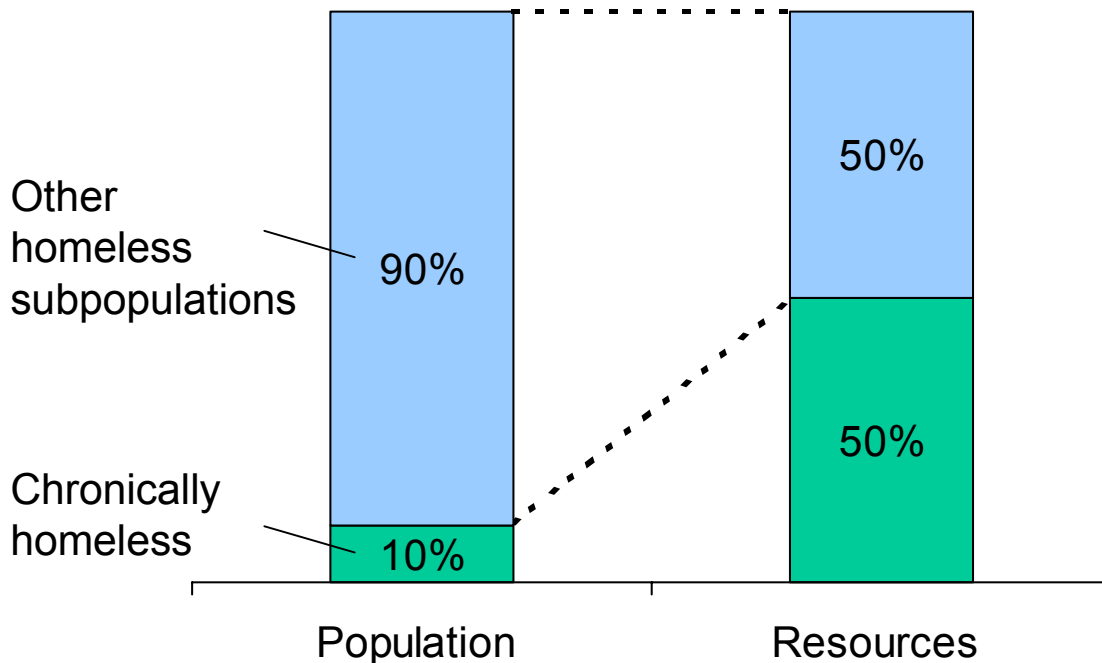
# WHY FOCUS ON CHRONIC HOMELESSNESS?



\* Described in more detail on following page

# INDIVIDUALS EXPERIENCING CHRONIC HOMELESSNESS CONSUME A DISPROPORTIONATE AMOUNT OF RESOURCES

*10% of the homeless population consumes over 50% of the resources*



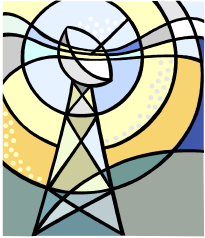
Individuals experiencing chronic homelessness are heavy users of costly public resources, including :

- Emergency medical services
- Psychiatric treatment
- Detox facilities
- Shelters
- Law Enforcement / Corrections

Burt, Martha R., Laudan Y. Aron and Edgar Lee. 2001. *Helping America's Homeless: Emergency Shelter or Affordable Housing?* Washington, DC: Urban Institute Press. Kuhn, R. & Culhane, D.P. (1998). Applying cluster analysis to test of a typology of homelessness: Results from the analysis of administrative data. *The American Journal of Community Psychology*, 17 (1), 23-43. Community Shelter Board. *Rebuilding Lives: A New Strategy to House Homeless Men*. Columbus, OH: Emergency Food and Shelter Board.



# WHY FOCUS ON CHRONIC HOMELESSNESS NOW?



New technologies exist to move people off the streets and keep them housed (e.g., Housing First Strategies, Assertive Community Treatment)

Solution-oriented strategies offer alternative to expensive police/court interventions

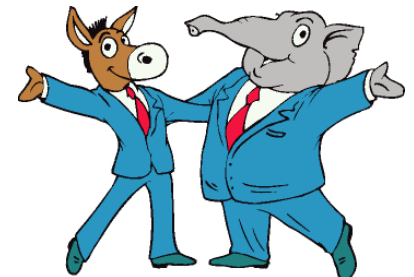


New federal funding



A new commitment by the President and his Administration to end chronic homelessness

A new spirit of partnership on this issue that trumps partisanship



# HOW CAN YOU END CHRONIC HOMELESSNESS IN YOUR COMMUNITY?

- Step 1: Commit to Developing a 10-Year Plan
- Step 2: Identify Stakeholders
- Step 3: Convene a Working Group
- Step 4: Gather Research and Data on Homelessness
- Step 5: Define Your Community's Homeless Problem
- Step 6: Develop Strategies to Address these Problems
- Step 7: Solicit Stakeholder Feedback and Finalize Strategic Plan
- Step 8: Create an Action Plan to Implement Strategies
- Step 9: Announce and Publicize the Plan
- Step 10: Implement the Plan



# STEP 1: COMMIT TO DEVELOPING A 10-YEAR PLAN

A strong commitment from the Mayor or County Executive is critical, although many parties can initiate the process

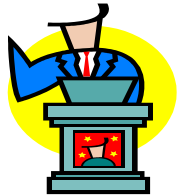


The 10-Year Planning Process Requires:

- Long-term commitment from the first planning steps to full implementation
- Staff time and energy
- Willingness to engage diverse stakeholders and forge new partnerships
- Ability to think creatively about old problems and existing resources

# STEP 2: IDENTIFY STAKEHOLDERS

The most successful efforts have broad support and participation from the public, private, and non-profit sectors



**Mayor/  
County Executive**



**Agency /  
Department Heads**



**Business & Civic  
Leaders**



**Law Enforcement  
Officials**



**United Way/Chambers  
of Commerce**



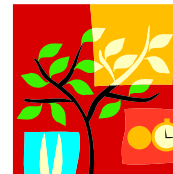
**Housing Developers  
& Service Providers**



**Hospital  
Administrators**



**Individuals  
experiencing Chronic  
Homelessness**



**Non-profits /  
foundations**



**Faith-based  
Organizations**



**General Public**

# STEP 3: CONVENE A WORKING GROUP

The working group coordinates the planning process and should include representation from different stakeholders



- The working group should create forums to facilitate broader community input and participation throughout the process
- Individuals chosen for the working group should:
  - Have authority to make funding and resource decisions
  - Have relevant expertise or experience
  - Be committed to the planning process
  - Be well respected by stakeholders and the larger community
- Chair and co-chair should report directly and regularly to Mayor or County Executive

# STEP 4: GATHER RESEARCH AND DATA ON HOMELESSNESS

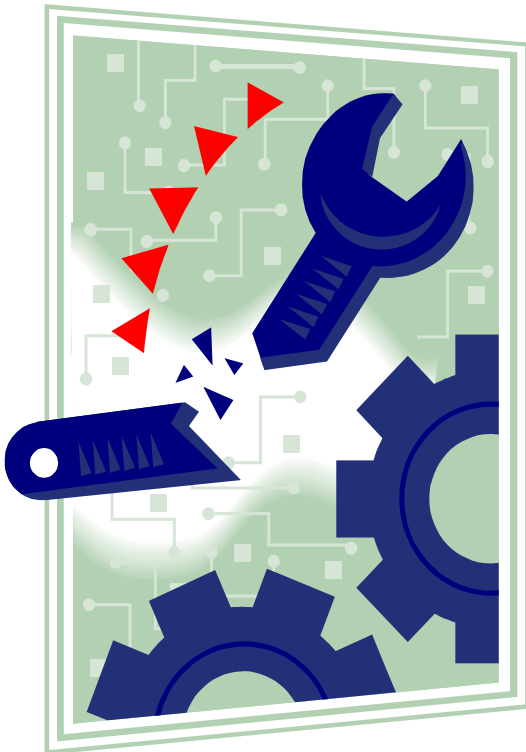
Accurate, timely data and research will create a solid foundation for your community's plan

- Existing research on homelessness (local/national)
- Local homeless counts
- Service and housing capacity
- 10-Year Plans from other communities
- Availability of funding resources



# STEP 5: DEFINE YOUR COMMUNITY'S HOMELESS PROBLEM

Identify and assess the root causes of chronic homelessness in your community



Problems identified by other communities include:

- Difficulties in engaging this population
- Inadequate service capacity
- Lack of appropriate supported, permanent housing
- Poor discharge planning from public systems
- Inaccessibility of mainstream resources
- Fragmented systems of care
- Historical leadership vacuum on issue
- Investment in stop-gap measures rather than permanent solutions

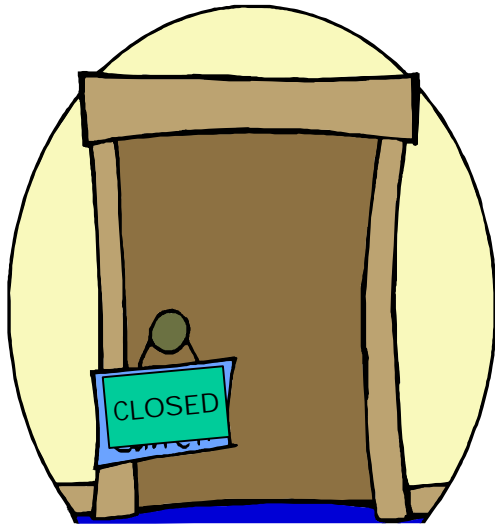
# STEP 6: DEVELOP STRATEGIES TO ADDRESS THESE PROBLEMS

Strategies to end chronic homelessness fall into two major categories:  
Prevention and Intervention

## PREVENTION

### “Close the Front Door”

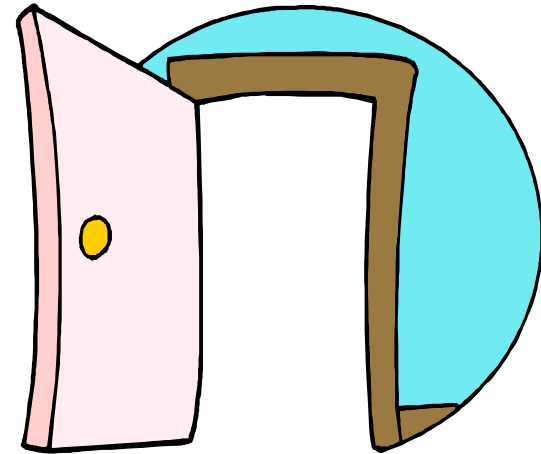
*Reduce the number of people who become chronically homeless*



## INTERVENTION

### “Open the Back Door”

*Increase placement into supported housing of people who are currently experiencing homelessness*



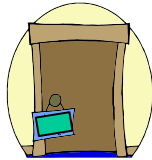


# STEP 6: DEVELOP STRATEGIES TO ADDRESS THESE PROBLEMS (continued)

Effective strategies used by other communities can help guide and inform your community's approach

## PREVENTION

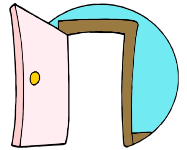
### “Close the Front Door”



- Centralization of funding and service delivery to increase coordination  
*[Community Shelter Board, Columbus and Franklin County, Ohio]*
- Dedicated resources to house individuals discharged from psychiatric care institutions  
*[Special Initiative to House the Homeless Mentally Ill, State of Massachusetts]*
- Discharge planning protocols that prevent homelessness

## INTERVENTION

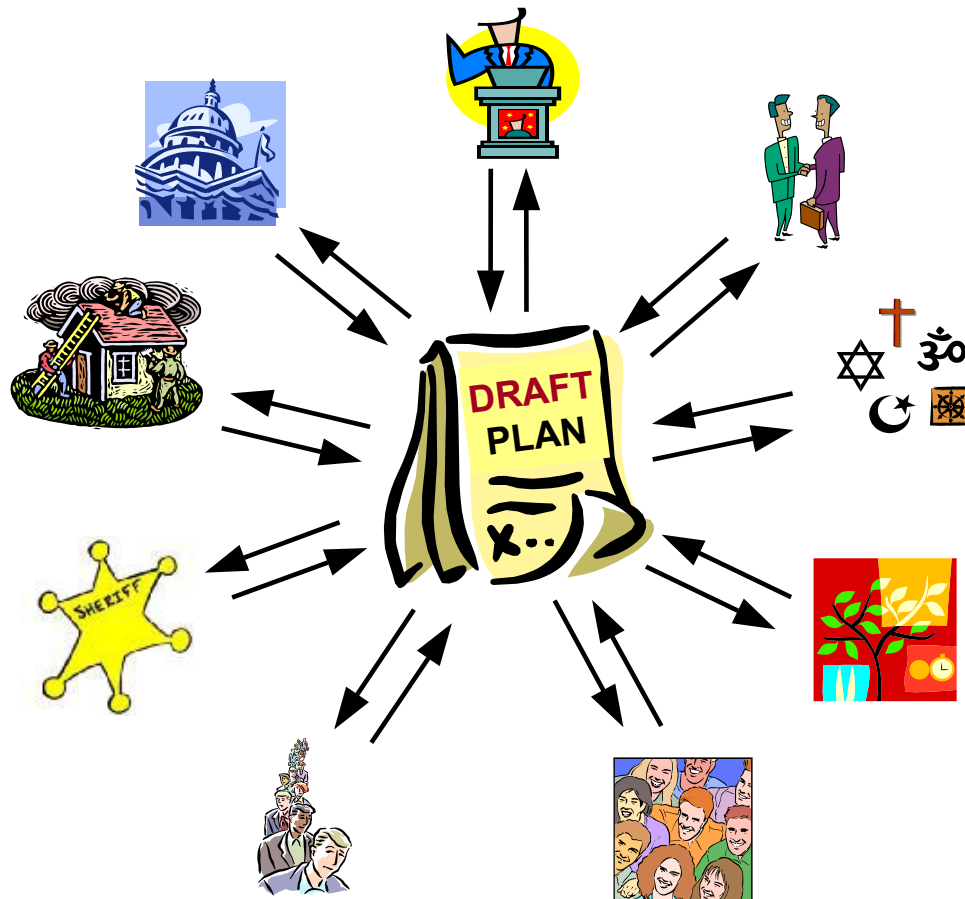
### “Open the Back Door”



- Assertive Community Treatment (ACT): multi-disciplinary, clinically-based teams that engage people experiencing chronic homelessness on the streets and in shelters
- Permanent supported housing with low threshold access for homeless mentally ill people  
*[Pathways to Housing, New York City]*
- Direct access to permanent supported housing for frequent users of acute health systems  
*[Direct Access to Housing, San Francisco]*

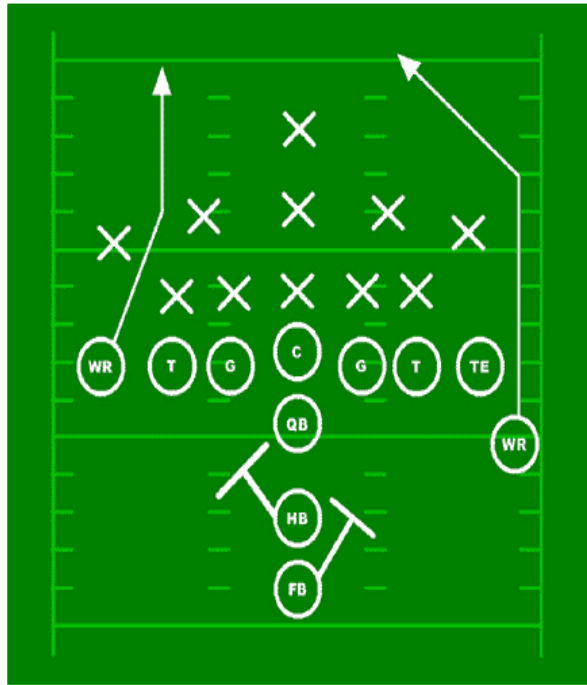
# STEP 7: SOLICIT STAKEHOLDER FEEDBACK AND FINALIZE STRATEGIC PLAN

Input from stakeholders is particularly critical at this point to ensure support for and consensus on the final plan



# STEP 8: CREATE AN ACTION PLAN TO IMPLEMENT STRATEGIES

Translate high-level strategies and goals into concrete, actionable steps to achieve them



The Action Plan Should Include:

- Specific activities and the parties responsible for executing them
- Costs and funding sources
- Timelines/Benchmarks
- Performance metrics

# STEP 9: ANNOUNCE AND PUBLICIZE THE PLAN

Plans should be publicly endorsed and announced by the Mayor / County Executive to ensure maximum visibility



- Host a special press conference where Mayor/County Executive announces 10-year plan
- Leverage print, TV, and radio media to maximize press coverage
- Encourage participating stakeholders and organizations to actively promote plan
- Enlist the support of community leaders and local celebrities to spread the word

# STEP 10: IMPLEMENT THE PLAN

The final step is to execute the identified strategies and action steps to begin ending chronic homelessness in your community



- Use the plan to guide your activities, but recognize that it is a living document and should be updated as situations change
- Regularly track your community's progress using the identified metrics
- Continue to innovate and stay informed of activities in other communities
- Encourage ongoing stakeholder and community input
- Continue to build new partnerships

# WHAT ARE THE ELEMENTS OF A SUCCESSFUL 10-YEAR PLAN?



1. Collaborative Planning Process

2. Research and Data-Driven Approach

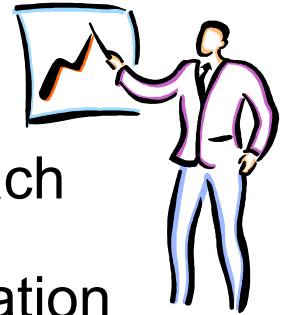
3. Performance and Outcome Orientation

4. Innovation and Creativity

5. Endorsement by Top City / County Officials

6. Involvement of Stakeholders In Resource Enhancement

7. Planful Implementation Strategy



# WHAT RESULTS CAN YOUR COMMUNITY EXPECT?



- Significant savings in public systems from reduced use of services including hospital emergency rooms, ambulances, and EMT services (San Diego study)
  - Savings in other service systems, including homeless shelters, acute psychiatric services, and corrections can result from placement of individuals into supportive housing (Culhane et al.)



- Enhancement of quality of life for both those who are housed and homeless
- Supported housing retention rates of 80% or greater



- More resources to address other homeless subpopulations, including youth and families
- Inspiration and energy from working together to help your neediest neighbors

# WHERE CAN YOU FIND ADDITIONAL 10-YEAR PLANNING RESOURCES?



## United States Interagency Council on Homelessness

- ICH Regional Coordinators have specific local expertise and are based in ten regions nationwide (see map on next page)
- ICH Website ([www.ich.gov](http://www.ich.gov)) has links to 10-Year Plans and information on interagency and agency-specific activities and funding opportunities
- ICH's weekly e-newsletter headlines new developments, innovations, and resources focused on ending chronic homelessness: subscribe at [www.ich.gov](http://www.ich.gov)



## National Alliance to End Homelessness

- Website ([www.endhomelessness.org](http://www.endhomelessness.org))
- “Ten Essentials Toolkit” – comprehensive set of resources to help communities prevent and end homelessness



United Way (<http://national.unitedway.org/>)

Foundations and Non-Profits







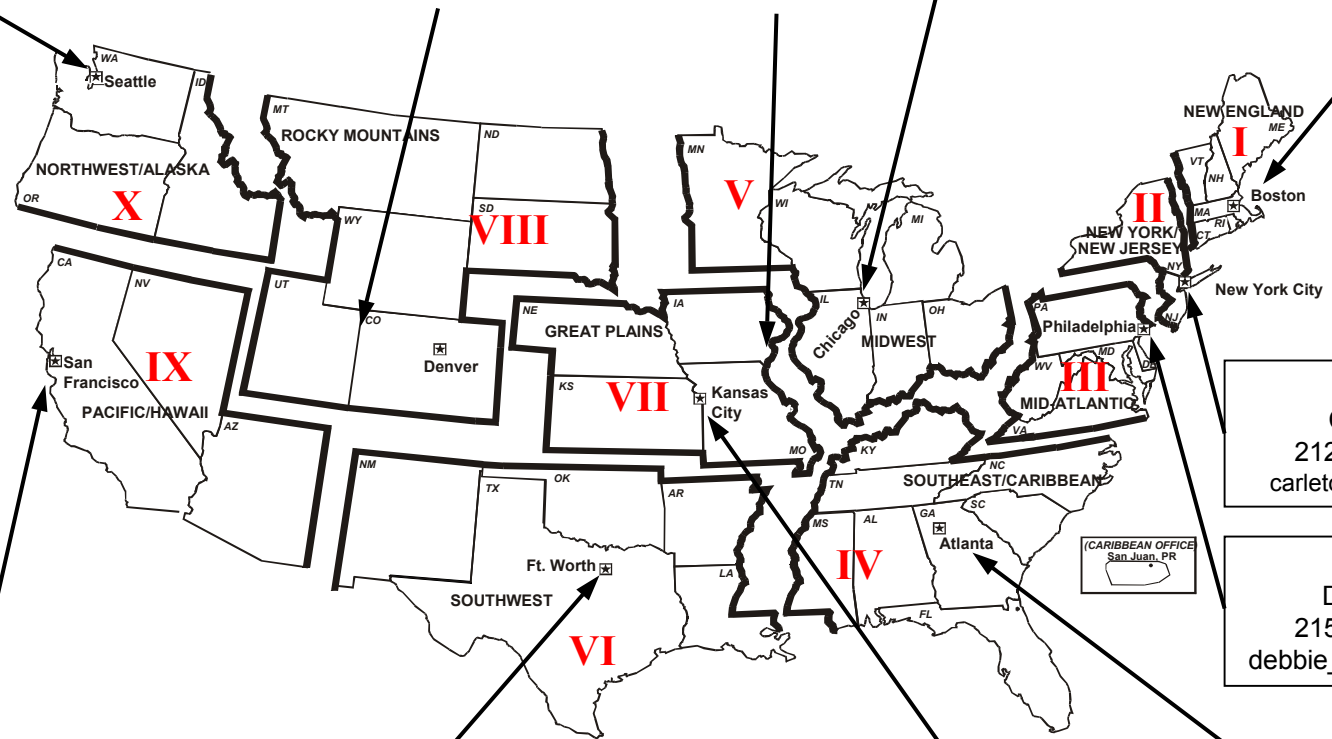
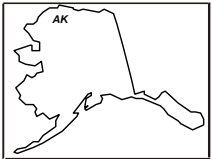
# UNITED STATES INTERAGENCY COUNCIL ON HOMELESSNESS REGIONAL COORDINATORS

**Region X**  
Paul Carlson  
206-220-5362  
paul\_carlson@hud.gov

**Region VIII**  
Contact ICH at  
202-708-4663

**Region V**  
Daryl Hernandez  
312-353-6236 x2090  
daryl\_l.\_hernandez@hud.gov

**Region I**  
John O'Brien  
617-994-8203  
john\_j.\_o'brien@hud.gov



**Region II**  
Carleton Lewis  
212-264-8000 x3135  
carleton\_k.\_lewis@hud.gov

**Region III**  
Debbie Jackson  
215-656-0616 x3101  
debbie\_r.\_jackson@hud.gov

**Region IX**  
Eduardo Cabrera  
415-436-6501  
eduardo\_cabrera@hud.gov

**Region VI**  
Sally Shipman  
817-978-5984  
sally\_shipman@hud.gov

**Region VII**  
Contact ICH at  
202-708-4663

**Region IV**  
Michael German  
404-331-5001 x2147  
michael\_german@hud.gov

For more information, visit our web site at: [www.ich.gov](http://www.ich.gov)



The federal United States Interagency Council on Homelessness develops and implements comprehensive and innovative national strategies to end homelessness through interagency, intergovernmental, and intercommunity collaborations.