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Indianapolis

Homelessness Prevention and Rapid Re-housing Program (HPRP)

Long-term Outcomes Report

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Report Overview

This report presents data from the Homeless Management Information System (HMIS) in Indianapolis on all 2,477 adults and children served in the Homelessness Prevention and Rapid Re-housing Program (HPRP) implemented from 2009 to 2012. The HMIS was a useful tool for exploring preliminary long-term outcomes of HPRP, identifying future directions for evaluation, and recommendations for implementing homelessness prevention and rapid re-housing interventions.

Contents of the report: The report contains an outline of the demographics of participants; as well as a summary of process-related indicators, including the type of assistance received (i.e., Homelessness Prevention or Rapid Rehousing), the duration of enrollment in HPRP, and the level of engagement with housing and financial services offered through the program. Immediate housing placement outcomes are highlighted and compared to the national HPRP goals put forth by the Department of Housing and Urban Development. Further, HMIS data were utilized to identify subsequent contacts with the homeless service system among HPRP participants following their placement in permanent housing and discharge from HPRP. Follow-up data were available for all HPRP participants through September 2015. Participants who re-entered homeless services were compared to those who did not re-enter services on demographic and program-related factors. Finally, the rate of re-entry over time was also examined to identify critical timeframes for housing loss after housing placement through HPRP.

Format of the report: This report presents findings for three subsets of HPRP participants: single adults, two-adult households, and families with children. It was assumed that these three types of households differed in important ways that may have influenced housing outcomes, including risk factors for homelessness, household income potential, and dependents in the household. A summary of findings and recommendations are provided in the final section of the report.

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1 Eight program participants were omitted because their identified reason for exit from the program was death. Immediate and long-term housing outcomes could not be evaluated for these individuals. An additional 27 duplicate cases or those enrolled in HPRP for 0 days were omitted.


3 Although it is evident that those who re-entered homeless services following HPRP experienced subsequent housing instability, the interpretation of those who did not re-enter is less clear. Some who did not re-enter may have remained stably housed, whereas others may have moved out of state and their residential status was unknown, and others may have experienced housing instability but did not seek or make contact with homeless services.
Single Adults
Enrolled in HPRP
Overview of Single Adults

Indianapolis served a total of 515 single adults in HPRP between program initiation in 2009 and program conclusion in 2012. The participant and program characteristics are outlined in the sections below, followed by a summary of immediate and long-term program outcomes.

Demographics of Single Adults

Among the 515 adults assisted through HPRP, the average age was 44 years. A total of 276 (53.6%) were male, 236 (45.8%) were female, and 3 (0.6%) were transgender.

In terms of race, a total of 347 (67.4%) were African American, 143 (27.8%) were White, 17 (3.3%) were multi-racial, three (0.6%) were American Indian or Alaska Native, and 2 (0.4%) were Asian.

One hundred and sixteen (23%) had a disabling condition and 92 (18.0%) were veterans.
Housing Status at Entry for Single Adults

For participants receiving Rapid Re-housing assistance, 283 (95.6%) were homeless at program entry, 11 (3.7%) were living in institutional settings, and 2 (0.7%) were permanently housed.

For participants receiving Homelessness Prevention assistance, 147 (67.1%) were permanently housed upon program entry, 53 (24.2%) were homeless, 18 (8.2%) were living in institutional settings, and 1 (0.5%) came from an unknown living situation.

Service Usage for Single Adults

Program Assistance: In developing the HPRP program, it was expected assistance would be split equally between two types of assistance: Homelessness Prevention and Rapid Re-housing (Department of Housing and Urban Development HPRP Year 1 Summary, 2010). A total of 219 (42.5%) of the single adults served in Indianapolis received Homelessness Prevention assistance and the remaining 296 (57.5%) received Rapid Re-housing assistance.

Resource Assistance for Single Adults: Two categories of assistance were provided through HPRP: housing services and financial services. Housing services were defined as case management, outreach and engagement, housing search and placement, legal services, and credit repair (HPRP Year 1 Summary, 2010). Financial services were defined as rental assistance, security deposits, utility deposits, utility payments, moving cost assistance, and hotel and motel vouchers (HPRP Year 1 Summary, 2010).
The vast majority of single adults, 512 (99.0%) in total, enrolled in the HPRP program received some level of housing services. A total of 391 (75.9%) received some level of financial services. On average, single adults accessed 20.91 housing services (Range 0 – 134) and 14.33 financial services (Range 0 – 657) during their time in the program. The number of housing services and number of financial services were not significantly correlated, suggesting that those receiving a greater number of one service did not necessarily receive a greater number of the other service.

**Type of Resource Assistance Provided Based on Program Assistance for Single Adults:** Of those who were in the Rapid Re-housing program, 225 (76.0%) received financial services and 294 (99.3%) received housing services. Of those who were in the Homelessness Prevention, 167 (76.3%) used financial services and 219 (99.5%) used housing services. Single adults in the Rapid Re-housing program received significantly more housing services compared to single adults in Homelessness Prevention.

On average, those in Rapid Re-housing received 24.83 housing services, while those in Homelessness Prevention received 15.61 services. A significant difference was not found between groups on receipt of financial services.
Special Populations within the Single Adults: Veterans

Of the single adults served in Indianapolis, 92 (17.9%) were veterans. Forty-seven (51%) veterans used Rapid Re-housing, and 45 (48.9%) used Homelessness Prevention. Every veteran (100%) received housing services, and 73 (79.3%) received financial services.

Special Populations within the Single Adults: Adults with Disabling Conditions

Of the 515 single adults served, 116 (22.5%) reported having a disabling condition. Of these 116 individuals, 79 (68.0%) used Rapid Re-housing, and 37 (32.0%) used Homelessness Prevention services. All (100%) single adults with a disabling condition were provided with housing services, and 82 (70.7%) received financial services.
Special Populations within the Single Adults: Chronic Homelessness

Federally defined chronic homelessness status was reported for a subset of 92 adults due to changes in reporting requirements during HPRP implementation. Of those for whom chronic homelessness status was reported, 15 (16.3%) were reported to be chronically homeless. Thirteen (86.6%) adults experiencing chronic homelessness used Rapid Re-housing and two (13.3%) used Homelessness Prevention services.

All (100%) single adults experiencing chronic homelessness were provided with housing services, and 9 (60.0%) received financial services.

Length of Enrollment for Single Adults

The average length of enrollment in HPRP was 205.0 days, or 6.8 months. The minimum enrollment was 0 days, and the maximum was 624 days (20.8 months). Seventy-two (14.0%) participants were enrolled less than 30 days, 36 (7.0%) were enrolled less than two months, and 142 (27.6%) were enrolled for less than six months. The majority of participants, a total of 265 (51.4%), were enrolled for six or more months.
Length of enrollment was not associated with demographic characteristics. There was no significant difference in length of program enrollment based on age at enrollment, race, gender, education level, enrollment in school at entry, veteran status, or disabling condition.

There was no significant difference in length of program enrollment based on if a participant was chronically homeless upon entry, or where participants were housed prior to HPRP enrollment. Length of enrollment did significantly differ by participants’ overall income at entry. Specifically, lower overall income at entry was associated with longer enrollment, while higher overall income was associated with briefer enrollment.

Services Provided by Length of Enrollment for Single Adults

A total of 151 (51.0%) Rapid Re-Housing participants stayed enrolled in the program for 6 months or longer, 87 (29.4%) exited within 6 months, 19 (6.4%) exited within 2 months, and 39 (13.2%) exited within 30 days.

Among participants receiving Homelessness Prevention, 114 (52.1%) stayed enrolled in the program for 6 months or longer, 55 (25.1%) exited within 6 months, 17 (7.8%) exited within 2 months, and 33 (15.1%) exited within 30 days.

Length of enrollment differed significantly between Homelessness Prevention and Rapid Re-Housing. Those in Rapid Re-Housing received services for an average of 7.24 months, while those in Homelessness Prevention received services for an average of 6.30 months.

The number of housing and financial services were both significantly correlated with length of stay in the HPRP program. The longer single adult participants were enrolled in the program, the more housing and financial service they received.
Outcomes of HPRP for Single Adults

Housing Outcomes based on Demographics for Single Adults

Exit housing type did not differ significantly by participant gender, race, age, veteran status, disability status, or chronic homelessness status. Exit housing type did not significantly differ based on whether the participant went through Homelessness Prevention or Rapid Re-housing services.

Overall Housing Outcomes for Single Adults

The goal of the national HPRP was to have 70.0% of participants become permanently housed upon completion of the program. After single adult participants were served by HPRP in Indianapolis, the majority, a total of 370 (71.8%), were living in permanent housing at program exit. Thus, for single adults, Indianapolis surpassed the national HPRP re-housing goal. Ninety (17.5%) were homeless, 13 (2.5%) were living in an institutional setting, and 42 (8.2%) exited the program to an unknown location.

Housing Status at Exit by Assistance Type for Single Adults

For participants receiving Homelessness Prevention services, 167 (76.3%) were permanently housed upon exit from the program, 31 (14.2%) were homeless, 13 (5.9%) went to an unknown living situation, and 8 (3.7%) were living in an institutional setting.

For participants receiving Rapid Re-housing services, 203 (68.5%) were permanently housed upon exit from the program, 59 (19.9%) were homeless, 29 (9.8%) went to an unknown living situation, and 5 (1.7%) were living in an institutional setting.
Among the 92 veterans served, 70 (76.1%) exited the program in permanent housing.

Among the 116 single adults with a disabling condition, 79 (68.1%) exited the program in permanent housing.

Among the 15 single adults who were identified as chronically homeless, 11 (73.3%) exited the program in permanent housing.

Housing Status at Exit by Single Adult Subpopulation

Housing Outcomes by Length of Enrollment for Single Adults

Exit housing type differed significantly by length of stay in the program. Those who exited the program permanently housed stayed in the program significantly longer (7.8 months, on average) than those who exited homeless (3.9 months, on average), or those whose exit location was unknown (4.4 months, on average). Permanently housed individuals did not differ significantly in length of stay compared to those who were living in institutional settings upon program completion (6.3 months, on average).
Of the 149 participants that entered the program permanently housed, 119 (79.9%) exited the program housed, 17 (11.4%) exited the program homeless, 10 (6.7%) exited the program to an unknown housing situation, and 3 (2.0%) exited the program to an institutional setting.

Of the 336 participants that entered the program homeless, 227 (67.7%) had been housed in permanent housing by exit from the program, 71 (21.1%) were still considered homeless, 30 (8.9%) exited the program to an unknown housing situation, and 8 (2.4%) were living in an institutional setting.

Of the 29 participants that entered the program from an institutional setting, 24 (82.8%) had been housed in permanent housing by exit from the program, 2 (6.9%) were considered homeless, 2 (6.9%) exited in an institutional setting, and 1 (3.4%) exited the program to an unknown housing situation.
Exit Income by Length of Enrollment for Single Adults

Single adults who exited the program having increased their earned income were enrolled significantly longer (8.1 months, on average) in HPRP than those who did not increase their earned income (6.64 months, on average).25 Single adults that exited the program having increased their overall income were enrolled significantly longer (8.30 months, on average) in HPRP than those who did not increase their overall income (6.52 months, on average).26

Re-entry to the Homeless Service System for Single Adults

The subsample of 370 program participants who exited HPRP into permanent housing was selected for examination of re-entry to the homeless service system. Participants who re-entered the homeless service system were defined as those who, after exiting HPRP, had a subsequent contact with non-permanent housing services, which included shelters, transitional housing, and safe havens. The follow-up period spanned from participants’ program exit—ranging from October 2009 to June 2012—through September 2015. The average HPRP participant was followed up for 4.5 years (Range 3.25 years – 5.92 years).

A total of 336 (90.8%) participants did not re-enter the homeless service system during the follow-up period, and 34 (9.2%) participants did re-enter.
Characteristics of Re-enterers

The average age of the 34 participants who re-entered homeless services after exiting HPRP was 46.41 years (Range 19 years – 62 years). Fourteen (41.2%) participants who re-entered were female, and 20 (58.8%) were male.

Twenty-seven (79.4%) participants who re-entered were African American, 6 (17.6%) were White, and 1 (2.9%) was Multi-racial.

Of the 34 re-enterers, 24 (70.6%) did not have a disabling condition, and 10 (29.4%) did have a disabling condition.

In terms of veteran status, 20 (58.8%) re-enterers were not veterans, and 14 (41.2%) were veterans.

The majority, 31 (91.2%), of participants who re-entered homeless services, had a total income below 50% of the area median income at program exit, and 3 (8.8%) had an income above 50% of the area median income.
Comparison of Re-.enterers and Non-re-enterers

No significant differences were found between participants who re-entered the homeless service system and those who did not re-enter the homeless service system on the following demographics: age, gender, racial category, whether they had a disabling condition, and chronic homelessness status. The difference in total income at program exit among those who re-entered and those who did not was not significant, but the difference in earned income at program exit approached statistical significance, such that those who re-entered had lower earned incomes ($208.94 per month), on average, than those who did not re-enter ($411.89 per month).

Special Populations by Re-entry: Veterans

Among the 370 participants exiting HPRP into permanent housing, 70 (18.9%) were veterans, and 300 (81.1%) were non-veterans. A total of 14 veterans (20%) re-entered the homeless service system at follow-up, and 20 (6.7%) non-veterans re-entered. Veteran status was significantly associated with re-entry such that a greater proportion of housed veterans returned to the homeless service system than non-veterans.

Among the 14 veterans and 20 non-veterans who re-entered the homeless service system, veterans re-entered into transitional housing settings significantly more often than non-veterans, while non-veterans re-entered into emergency shelters and safe havens more often than veterans.
Re-entry to Homeless Services By Program Variables

The proportion of re-enterers and non-re-enterers did not differ based on program completion, or whether participants exited the program into permanent housing with a subsidy versus permanent housing without a subsidy. Further, no significant differences were found between re-enterers and non-re-enterers on their length of stay in the program, the number of housing services they received, and the number of financial services they received.

Re-entry was significantly associated with program type (i.e., Homelessness Prevention vs. Rapid Re-housing), such that a greater proportion of participants who re-entered homeless services received Rapid Re-housing assistance than those who did not re-enter. Of those who re-entered, 9 (26.4%) received Homelessness Prevention services, and 25 (73.5%) received Rapid Re-housing assistance. Of those who did not re-enter, 158 (47.0%) received Homelessness Prevention assistance, and 178 (53.0%) received Rapid Re-housing assistance.

Rate of Re-entry to Homeless Services

Again utilizing the subsample of 370 participants who exited the program into permanent housing, the rate of re-entry to homeless services over time was evaluated using survival analysis. This analytical approach charts the proportion of participants who have not re-entered (i.e., “survived”) during a given interval of time. For this analysis, the follow-up period was divided into monthly intervals, ranging from 0 months to 72 months.

The Survival Analysis chart provides a visual representation of the rate of re-entry. The Y-Axis shows the proportion of participants who have not re-entered homeless services, and the X-Axis shows the time in months. Downward lines on the chart indicate that one or more participants re-entered homeless services during the corresponding month, and plateaus indicate no re-entries occurred during that timeframe. In turn, the steepest slope on the chart portrays a period of time in which the greatest proportion of program participants re-entered the system. Consistent with the figure above, the chart shows that 90.8% of participants did not re-enter the homeless service system by the end of the follow-up period.
Of the 34 participants who re-entered the homeless service system, 25% re-entered within 6 months after program exit, 50% re-entered within 16 months, 75% re-entered within 2.5 years, and 100% re-entered within 3.8 years. The chart below shows the number of participants who re-entered the homeless service system by month. No more than two participants re-entered homeless services during any given month. The earliest re-entry to services occurred within the first month after program exit, and the latest re-entry occurred 3.8 years after follow-up.
Predictors of Rate of Re-entry to Homeless Services

Cox proportional hazards regressions were conducted to explore risk factors of time to re-entry to homeless services. Results suggested that the rate of re-entry over time was not significantly associated with the following variables: gender, chronic homelessness status, total income at program exit, whether participants’ income was higher or lower than 50% of the area median income, program completion, length of stay in the program, whether participants exited to housing with a subsidy versus no subsidy, and the number of housing and financial services they received.

Although total income was not associated with rate of re-entry, whether or not participants increased their income between program entry and program exit was a significant predictor of the rate of re-entry. Specifically, those whose income increased re-entered homeless services less rapidly than those whose income did not increase.

The rate of re-entry was significantly associated with program type (i.e., Homelessness Prevention vs. Rapid Re-housing). Participants who received Homelessness Prevention assistance re-entered services less rapidly than those who received Rapid Re-housing assistance.
Two-Adult Households
Enrolled in HPRP
Overview of Two-Adult Households

Indianapolis served a total of 116 adults who were part of a household consisting of two adults with no children in HPRP. That is, there were 58 two-adult households, herein referred to as “households” or “partnerships.” The participant and program characteristics are outlined in the sections below, followed by a summary of immediate and long-term program outcomes.

Demographics of Individuals in Two-Adult Households

Among the 116 participants in two-adult households assisted in HPRP, the average age was 42 years. Fifty-eight (50.0%) were male and 58 (50.0%) were female.

In terms of race, 71 (61.2%) identified as African American, 38 (32.7%) identified as White, 4 (3.4%) identified as Multi-racial, 1 (1.0%) identified as American Indian or Alaska Native, 1 (1.0%) identified as Asian and 1 (1.0%) refused to answer.

Twenty-one (18.1%) reported having a disabling condition, and 21 (18.1%) were veterans.
Two-Adult Household Demographics

Each of the 58 two-adult households enrolled in HPRP consisted of two individuals. Services received during HPRP were generally tracked for one designated person on behalf of the household. Given that partnerships acted together instead of as individuals, all analyses herein, unless specified as individuals, refers to the 58 partnerships.

Fifty-two (90.0%) of the 58 two-adult households had 1 female adult and 1 male adult. In 6 (10.3%) households the participants were of the same gender (3 female and 3 male). Data on the nature of couples’ relationships were not collected. As a result, it is not possible to determine how many of the 58 partnerships were romantic partners and how many were other adult pairing such as adult siblings, adult parent/adult child, or another type of partnership.

A total of 26 (44.8%) two-adult households had partners that were within 4 years of age, 10 (17.2%) had an age gap of 5 to 9 years, 13 (22.4%) had an age gap of 10 to 19 years, and 9 (15.5%) had an age gap of 20 years or more.

<table>
<thead>
<tr>
<th>Age Differences in Households</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-4 year age gap</td>
<td>26</td>
<td>44.83%</td>
</tr>
<tr>
<td>5-9 year age gap</td>
<td>10</td>
<td>17.24%</td>
</tr>
<tr>
<td>10-19 year age gap</td>
<td>13</td>
<td>22.41%</td>
</tr>
<tr>
<td>20+ year age gap</td>
<td>9</td>
<td>15.52%</td>
</tr>
</tbody>
</table>

The majority of two-adult households, a total of 37 (63.7%), had two non-disabled adults, 20 (34.4%) had one adult with a disabling condition, and 1 (1.9%) had both adults with a disabiling condition.
Housing Status at Entry for Two-Adult Households

Broken down by service type, all 14 (100%) households receiving Rapid Re-housing services were homeless upon entry.

Among the 42 households receiving Homelessness Prevention assistance, 34 (81.0%) were permanently housed upon entry, 7 (16.7%) were homeless, and 1 (2.4%) partnership came from different prior residency situations.

Of the 2 households receiving both Rapid Re-housing and Homelessness Prevention assistance, both came from different prior residency situations.

Service Usage for Two-Adult Households

**Program Assistance:** Between 2009 and 2012, 14 (24.1%) two-adult households enrolled in the Indianapolis HPRP program were served using Homelessness Prevention assistance, 42 (72.4%) were served using Rapid Re-housing assistance, and 2 (3.5%) received both Homelessness Prevention as well as Rapid Re-housing assistance.
Resource Assistance for Two-Adult Households: All (100%) households enrolled in HPRP received some level of housing services. A total of 56 (96.6%) households received some level of financial services. On average, households accessed 15.6 housing services (Range 1 – 132) and 14.0 financial services (Range 0 – 51) during their time in the program.

| Type of Resource Assistance Provided Based on Individual(s) Receiving Services among Partnered Adults: One adult actively accessed housing or financial services on behalf of the partnership in the majority of cases, 51 (87.9%) and 53 (91.4%), respectively. Among seven (12.1%) partnerships, both partners accessed housing services, and in 3 (5.2%) partnerships both accessed financial services. |
Special Populations within Two-Adult Households: Veterans

Of the households served in HPRP, 20 (34.5%) had at least one veteran. Sixteen (80.0%) households with a veteran used Homelessness Prevention services, and 4 (20.0%) used Rapid Re-housing. All 20 veterans and their partners were provided with housing services and financial services.

Special Populations within Two-Adult Households: Adults with Disabling Conditions

Of the 58 partnerships served in HPRP, 21 (36.2%) had at least one partner who reported a disabling condition. Of these partnerships, 13 (61.9%) used Homelessness Prevention services, 3 (14.3%) used Rapid Re-housing, and 1 (4.7%) used both. All (100%) participants with disabling conditions were provided with housing services, and 20 (95.2%) accessed financial services.
Length of Enrollment for Two-Adult Households

The average length of enrollment in the program for two-adult households was 241.9 days, or 8.1 months. The minimum enrollment in the program was 14 days and the maximum enrollment in the program was 615 days (20.5 months). One (1.7%) household was enrolled in the program less than 30 days, 1 (1.7%) was enrolled less than 2 months, and 21 (36.2%) were enrolled for less than 6 months. The majority of households, 35 (60.3%) were enrolled for 6 or more months.

Length of enrollment did not differ significantly between Homelessness Prevention and Rapid-Re-housing assistance.42

Among the 116 participants in two-adult households, length of enrollment was not associated with individual demographic characteristics. There was no significant difference in length of program enrollment based on age at enrollment,43 race,44 gender,45 veteran status,46 or disabling condition.47

Length of enrollment was not associated with housing type upon program entry. There was no significant difference in length of program enrollment based on prior housing status.48

Services Provided by Length of Enrollment for Two-Adult Households

The number of housing and financial services both had a significant correlation with length of stay in the HPRP program.49,50 The longer partnered participants were enrolled in the program, the more housing and financial service were used to assist them.

Outcomes of HPRP for Two-Adult Households

Housing Outcomes based on Demographics for Two-Adult Households

Exit housing type did not differ significantly by participant gender,51 race,52 age at enrollment,53 veteran status,54 or disability status.55
Among the 116 adults in two-adult households served by HPRP, 102 (87.9%) were living in permanent housing upon exit from the program, while 11 (9.5%) were homeless or temporarily housed upon exit from the program, and 3 (2.6%) exited to an unknown location. Thus, for adult partnerships, Indianapolis’ HPRP surpassed the national HPRP re-housing goal of permanent housing for 70% of program participants.

Fourteen (70%) veterans and their partner exited the program in permanent housing. Sixteen (94.0%) participants with disabling conditions and their partners exited the program in permanent housing.

For households receiving Rapid Re-housing services, 11 (78.6%) were permanently housed upon exit from the program, and 3 (21.4%) were homeless.

For households receiving Homelessness Prevention services, 40 (95.2%) were permanently housed upon exit from the program, and 2 (4.8%) were homeless.

For the two households in which the adults received both forms of assistance, 1 (50.0%) was permanently housed upon exit, and the other (50.0%) was homeless.
Among the 20 households with at least one member who was a veteran, 14 (70.0%) exited the program in permanent housing.

Among the 21 households with at least one member with a disabling condition, 20 (95.2%) exited the program in permanent housing.

Housing Outcomes by Length of Enrollment for Two-Adult Households

Exit housing type did not differ significantly by length of stay in the program. Unlike with single adults, where those who stayed in the program longer had better housing outcomes, length of enrollment was not significantly associated with housing outcomes for households.

Housing Status at Exit by Entry Housing Status for Two-Adult Households

Of the 34 households that entered the program permanently housed, 32 (94.1%) exited the program permanently housed, and 2 (5.9%) exited the program homeless.
Of the 21 households that entered the program homeless, 18 (85.7%) had been housed in permanent housing by exit from the program, and 3 (14.3%) remained homeless at program exit.

Of the 3 households that entered the program from differing locations, 2 (66.7%) had been housed in permanent housing by exit from the program, and 1 (33.3%) was homeless.

### Exit Income by Length of Enrollment for Two-Adult Households

Unlike with single participants where length of enrollment in HPRP was associated with an increase of household income, the length of enrollment did not differ significantly between those whose total exit income or exit earned income increased and those whose income did not increase while enrolled in HPRP.57,58

### Re-entry to the Homeless Service System for Two-Adult Households

The subsample of 102 participants in two-adult households who exited HPRP into permanent housing was selected for examination of re-entry to the homeless service system. Participants who re-entered the homeless service system were defined as those who, after exiting HPRP, had a subsequent contact with non-permanent housing services, which included shelters, transitional housing, and safe havens. The follow-up period spanned from participants’ program exit—ranging from February 2010 to June 2012—through September 2015. The average HPRP participant in a two-adult household was followed up for 4.6 years (Range 3.25 years – 5.64 years).
A total of 96 (94.1%) participants in two-adult households did not re-enter the homeless service system during the follow-up period, and 6 (5.9%) did re-enter.

**Characteristics of Re-enterers**

Only 6 of 102 participants in two-adult households re-entered the homeless service system during the follow-up period. As such, statistical comparisons between those who re-entered and those who did not re-enter would likely yield non-significant findings simply due to the low sample size. The 6 who re-entered were an average age of 46.5 years. Three (50.0%) were female and 3 (50.0%) were male, and all (100%) were African American. Four (66.7%) of those who re-entered were not veterans, and 2 (33.3%) were veterans. In terms of assistance type 4 (66.7%) received Rapid Re-housing, and 2 (33.3%) received Homelessness Prevention assistance. Four, (66.7%) completed HPRP, and 2 (33.3%) left the program early for housing. All six program participants who re-entered had a total household income lower than 50% of the area median income. Four (66.7%) of the 6 who re-entered exited HPRP without any income, 1 (16.7%) exited with a monthly income of $1,058, and 1 (16.7%) exited with a monthly income of $1,663. Four (66.7%) of the adults who were initially a member of a two-adult household who re-entered homeless services, re-entered alone, and 2 (33.3%) re-entered as a partnership.

**Rate of Re-entry to Homeless Services**

Of the 6 participants who re-entered the homeless service system, 2 (33.3%) re-entered during the second month after exiting HPRP, 2 (33.3%) re-entered during months three and four after program exit, and 2 (33.3%) exited at 23 and 28 months after exiting. The chart below shows the number of participants who re-entered the homeless service system by month.
Families with Children
Enrolled in HPRP
Overview of Families with Children

Indianapolis served a total of 519 households composed of 1,846 adults and children in HPRP. The characteristics of adults and children served in HPRP are outlined in the sections below, followed by a summary of immediate and long-term program outcomes.

Demographics of Adults

A total of 697 adults were enrolled in Indianapolis’ HPRP as part of a family unit with children. Adults were an average age of 33 years (Range 18 years to 62 years) at time of enrollment. The majority, 534 (76.6%), were female, and 163 (23.4%) male.

In terms of race, 481 (69.0%) identified as African American, 194 (27.8%) identified as White, 16 (2.3%) identified as Multi-racial, 4 (0.6%) identified as Asian, and 2 (0.3%) refused to answer.

Sixty (8.6%) adults reported having a disabling condition, and 45 (6.5%) were veterans.
Demographics of Children

A total of 1,149 child participants were enrolled in HPRP as part of a family unit. The average age of children was 8.1 years (Range 0 years – 17 years). In terms of gender, 552 (48.0%) were female, and 597 (52.0%) were male.

A total of 859 (74.8%) identified as African American, 240 (20.9%) identified as White, 39 (3.4%) identified as Multi-racial, 2 (0.2%) identified as American Indian or Alaska Native, 4 (0.3%) identified as Asian, and 5 (0.5%) refused to answer.

Among the children, 36 (3.1%) reported having a disabling condition.

Household Demographics

In the case of all 519 families, participants interacted with services as a family unit, rather than individually. Services received during HPRP were generally tracked for one designated person on behalf of the family unit. Given that families acted together instead of as individuals, all analysis from this point forward, unless specified as individuals, refers to the 519 family units.
The average household size was 3.6 people (Range 2 people – 11 people). A total of 116 (22.4%) were two-person households, 181 (34.9%) were 3-person households, 115 (22.0%) were 4-person households, 66 (12.7%) were 5-person households, 25 (4.8%) were 6-person households, 5 (1.0%) were 7-person households, 8 (1.5%) were 8-person households, 2 (0.4%) were 9-person households, 1 (0.2%) was a 10-person household, and 1 (0.2%) was an 11-person household.

The majority of households, 374 (72.1%), had one adult, and 119 (22.9%) had two adults. For the remainder of the families, 22 (4.2%) had three adults, 2 (0.4%) had four adults, and 1 (0.2%) had six adults. While 2-person households were all composed of an adult and a child, the composition of the other families is less certain. Data on the nature of family relationships were not collected. As a result, it is not possible to determine how many of the family units included romantic partners, multigenerational families, blended families, or other adult pairing such as adult siblings, adult parent/adult child. All family units will be referred to as “families” or “households” regardless of the nature of the relationship of the members to each other.

The majority of families, 445 (85.7%), had no family members with a disabling condition. 58 (11.2%) had one family member with a disabling condition, 13 (2.5%) had two family members with a disability, and 3 (0.6%) had three family members with a disability.
Housing Status at Entry for Families

Of the 154 families receiving Rapid Re-housing service, 149 (96.8%) were homeless upon entry, 3 (1.9%) families came from different prior residency situations, 1 (0.6%) family was permanently housed, and 1 (0.6%) family came from an unknown location.

Of the 357 families receiving Homelessness Prevention services, 258 (72.2%) were permanently housed upon entry, 86 (24.1%) were homeless, 12 (3.4%) families came from different prior residency situations, and 1 (0.3%) family came from an unknown location.

Of the 8 families receiving both Rapid Re-housing and Homelessness Prevention assistance, 5 (62.5%) were homeless, and 3 (37.5%) came from different prior residency situations.

Service Usage for Families

Program Assistance: Between 2009 and 2012, 357 (68.8%) families were served with Homelessness Prevention assistance, 154 (29.7%) were served with Rapid Re-housing assistance, and 8 (1.5%) families received both types of assistance.
Resource Assistance for Families: All (100%) 519 families enrolled in HPRP received some level of housing services. A total of 473 (91.1%) families received some level of financial services. On average, families accessed 25.1 housing services (Range 1 – 172) and 16.6 financial services (Range 0 – 586) during their time in the program.

Special Population within Families: Veterans

Of the 519 families served in HPRP, 43 (8.2%) had a veteran family member. Eight (18.6%) families with a veteran used Rapid Re-housing, and 34 (79.1%) used Homelessness Prevention services. One (2.3%) veteran’s family used both. All (100%) veterans and their families were provided with housing services. Thirty-seven (86.0%) veterans and their families accessed financial services.
Special Population within Families: Member(s) with Disabling Conditions

Of the 74 families with at least one member with a disabling condition, 29 (39.2%) received Rapid Re-housing assistance, 43 (58.1%) received Homelessness Prevention services, and 2 (2.7%) received both. All (100%) families with a family member with a disabling condition were provided with housing services, and 68 (91.9%) accessed financial services.

Length of Enrollment for Families

The average length of enrollment in HPRP was 250 days, or 8.3 months. The minimum enrollment in the program was three days and the maximum enrollment was 588 days (19.6 months). Twenty-four (4.6%) families were enrolled in the program less than 30 days, 27 (5.2%) were enrolled less than two months, and 140 (27.0%) were enrolled for less than 6 months. The majority of families, 328 (63.2%), were enrolled for 6 or more months.
Length of enrollment did not significantly differ between Homelessness Prevention and Rapid-Re-housing assistance.\(^{59}\)

Length of enrollment was not associated with individual demographic characteristics, with the exception of the age of the adult head of household. A significant correlation between age and length of enrollment was found such that younger heads of household tended to remain enrolled longer.\(^{60}\) There was no significant difference in length of program enrollment based on race,\(^{61}\) veteran status,\(^{62}\) or disabling condition.\(^{63}\)

Length of enrollment was not associated with housing type upon program entry. There was no significant difference in length of program enrollment based on prior housing status.\(^{64}\)

**Services Provided by Length of Enrollment for Families**

The number of housing and financial services were both significantly correlated with length of stay in HPRP.\(^{65,66}\) The longer families were enrolled in the program, the more housing and financial service were used to assist them.

**Outcomes of HPRP for Families**

**Overall Housing Outcomes for Families**

Among the 519 families served by HPRP, 453 (87.3%) were living in permanent housing upon exit from the program, 37 (7.1%) were homeless, 2 (0.4%) were living in institutional settings, 17 (3.3%) went to an unknown location, and 10 (1.9%) families reported multiple exit locations. Thus, for families, Indianapolis surpassed the national HPRP permanent rehousing goal of 70%.

**Housing Status at Exit by Assistance Type for Families**

Most families receiving Rapid Re-housing services, 127 (82.5%), were permanently housed upon exit from the program, 18 (11.7%) were homeless, 7 (4.5%) were in an unknown location, and 2 (1.3%) families exited to multiple locations.
Among the families receiving Homelessness Prevention services, 321 (89.9%) were permanently housed upon exit from the program, 19 (5.3%) were homeless, 9 (2.5%) were in an unknown location, 7 (2.0%) families reported multiple exit locations, and 2 (0.6%) were living in an institutional setting upon exit.

For families that received both types of assistance, 6 (75.0%) were permanently housed upon exit, 1 (12.5%) was in an unknown location, and 1 (12.5%) family exited to multiple locations.

Sixty-four (86.5%) families with a disabled member exited the program in permanent housing, 6 (8.1%) exited homeless, 2 (2.7%) exited to an unknown location, and 2 (2.7%) exited to multiple locations.

Thirty-five (81.4%) veterans and their families exited the program in permanent housing, 3 (7.0%) exited homeless, 3 (7.0%) exited to an unknown location, and 2 (4.7%) exited to multiple exit locations.
Exit housing type differed significantly by length of stay in HPRP. Like single adults, but not partnered adults, families who stayed in the program longer had better housing outcomes upon exiting. Families that exited the program permanently housed stayed enrolled an average of 265.88 days (8.86 months) compared to those who exited homeless who stayed an average of 120.59 days (4.02 months).

Of the 259 families that entered the program permanently housed, 242 (93.4%) exited the program permanently housed, 9 (3.5%) exited the program homeless, 4 (1.5%) exited to an unknown location, and 4 (1.5%) exited to multiple exit locations. Of the 240 families that entered the program homeless, 196 (81.7%) had been housed in permanent housing by exit from the program, 25 (10.4%) were still considered homeless, 2 (0.8%) were living in an institutional setting at the end of the program, 12 (5.0%) exited to an unknown location, and 5 (2.1%) families exited to multiple exit locations.
Of the 18 families that entered the program from differing locations, 15 (83.3%) had been housed in permanent housing by exit from the program, 1 (5.6%) was homeless, 1 (5.6%) was at an unknown location, and 1 (5.6%) exited the program to multiple locations.

**Exit Income by Length of Enrollment for Families**

Family household income at time of exit from the program was not influenced by length of enrollment in HPRP.68

**Re-entry to the Homeless Service System for Families**

The subsample of 453 families who exited HPRP into permanent housing was selected for examination of re-entry to the homeless service system. Participants who re-entered the homeless service system were defined as those who, after exiting HPRP, had a subsequent contact with non-permanent housing services, which included shelters, transitional housing, and safe havens. The follow-up period spanned from participants’ program exit—ranging from November 2009 to June 2012—through September 2015. The average HPRP family was followed up for 4.4 years (Range 3.25 years – 5.85 years). Outcomes are summarized by the 453 family units, as well as by the 1,614 individuals comprising the families.

Among the 1,614 adults and children who were members of families, 1,455 (90.1%) did not re-enter the homeless service system, and 159 (9.9%) did re-enter during the follow-up period. Although these participants comprised family units, re-entry was not uniform within each family unit. Specifically, in some families, all members re-entered, whereas in others only some members of the family re-entered. Moreover, some individuals within families re-entered at different times during the follow-up period.
Of the 453 families, 398 (87.9%) did not have any members return to the homeless service system during the follow-up period, and 55 (12.1%) had at least one member who re-entered.

### Characteristics of Re-enterers

Of the 159 individuals in families who re-entered the homeless service system, 104 (65.4%) were children, and 55 (34.6%) were adults. The average age of children who re-entered was 6.96 years, and the average age of adults who re-entered was 33.36 years.

A total of 92 (57.9%) re-enterers were female, and 67 (42.1%) were male.

The majority, 148 (93.1%), of re-enterers were African American, 10 (6.3%) were White, and 1 (0.6%) was Multi-Racial.
In terms of disability status, 156 (98.1%) of those who re-entered did not have a disabling condition, and 3 (1.9%) did have a disabling condition.

Among the 55 adult re-enterers, 49 (89.1%) were not veterans, and 6 (10.9%) were veterans.

In terms of income level among the 55 households with at least one member who re-entered, 50 (90.9%) exited HPRP with a household income below 50% of the area median income, and 5 (9.1%) had a total income above 50% of the area median income. The average monthly household income of families with at least one member who re-entered was $949.21 (Range $0 - $3,033.00)

Comparison of Families with and without Members who Re-entered

No significant differences were found between families with at least one member who re-entered the homeless service system and families with no members who re-entered based on the size of the family, whether or not the household had a member with a disabling condition, or a member who was a veteran. There were no differences between families with a re-enterer and families without a re-enterer on total household income at program exit, or the proportion of families earning above and below 50% of the area median income.
Re-entry to Homeless Services By Program Variables

In terms of program variables, the proportion of families with at least one member who re-entered and those without a member who re-entered did not differ based on program completion.\(^4\) No significant differences were found between re-entering families and non-re-entering families on their length of stay in the program,\(^5\) the number of housing services they received,\(^6\) and the number of financial services they received.\(^7\)

Re-entry was significantly associated with program type (i.e., Homelessness Prevention vs. Rapid Re-Housing),\(^8\) such that a greater proportion of families with a member who re-entered homeless services received Rapid Re-Housing assistance than families that did not re-enter. Of the families who re-entered, 31 (56.4%) received Homelessness Prevention services, and 24 (43.6%) received Rapid Re-housing assistance. Of the families without at least one member who re-entered, 292 (73.4%) received Homelessness Prevention assistance, and 106 (26.6%) received Rapid Re-housing assistance.

Rate of Re-entry to Homeless Services

Utilizing the sample of 1,614 individuals comprising the families who exited HPRP into permanent housing, the rate of re-entry to homeless services after HPRP exit was evaluated using survival analysis. The survival analysis chart provides a visual representation of the rate of re-entry over time by showing the proportion of participants who have not re-entered at a given follow-up month. The steepest slope occurs between months 0 and 20, indicating that the greatest proportion of participants re-entered homeless services during this interval.
Of the 159 individuals who re-entered the homeless service system, approximately 25% re-entered within the first six months after HPRP exit, 50% re-entered within 11 months, 75% re-entered within 19 months, and 100% re-entered within 4.9 years. The chart below shows the number of participants who re-entered the homeless service system by month. The earliest re-entry to services occurred within the first month after program exit, and the latest re-entry occurred 4.9 years after follow-up.

Predictors of Rate of Re-entry to Homeless Services

Cox proportional hazards regressions were conducted to explore risk factors of time to re-entry to homeless services among the 1,614 individual participants. The number of family members was significantly associated with rate of re-entry, so family size was included as a control variable (i.e., the influence of family size on re-entry was removed) in the subsequent analyses. Results suggested that the rate of re-entry over time was not significantly associated with the following variables: gender, household income at program exit, whether household income increased during HPRP enrollment, whether the household income was above or below 50% of the area median income, the length of stay in the program, and the number of housing and financial services they received.
Completion of HPRP was a significant predictor of rate of re-entry. That is, participants who completed the program re-entered less rapidly than those who did not complete the program.

The rate of re-entry was significantly associated with program type (i.e., Homelessness Prevention vs. Rapid Re-housing). Participants who received Homelessness Prevention assistance re-entered services less rapidly than those who received Rapid Re-housing assistance.
Summary and Recommendations

A broad array of households experiencing, or at risk of, homelessness was served through HPRP in Indianapolis. Of the 2,477 HPRP participants, 515 (20.8%) were single adult households, 116 (4.7%) were households composed of two adults, and 1,846 (74.5%) were individuals in family households. Both Homelessness Prevention and Rapid Re-housing interventions yielded positive permanent housing outcomes at program exit across the three household types:

- **Single Adults**: Homelessness Prevention (76.3%), Rapid Re-housing (68.5%)
- **Two-Adult Households**: Homelessness Prevention (95.2%), Rapid Re-housing (78.6%)
- **Families with Children**: Homelessness Prevention (89.9%), Rapid Re-housing (82.5%)

Permanent housing outcomes for participants receiving Homelessness Prevention assistance were greater in all three household types than Rapid Re-housing. Outcomes for single adults were lower than those for two-adult households and families. Single adults may face unique challenges to securing affordable housing and benefitting from assistance programs like HPRP. Findings suggested long-term housing stability among the large majority of participants who were permanently housed upon exit from HPRP over the course of more than four years:

- **Single Adults**: 90.8% did not re-enter homeless services
- **Two-Adult Households**: 94.1% did not re-enter homeless services
- **Families with Children**: 87.9% of families had no members re-enter homeless services

Re-entry to homeless services among those who were permanently housed occurred most frequently within the first 12 months after participants exited HPRP. For single adults, 44% re-entered homeless services within the first follow-up year, 66.7% of participants in two-adult households re-entered within the first 4 months, and 60.0% of individuals in families re-entered in the first year.

In all three household types, re-entry occurred more frequently among participants receiving Rapid Re-housing assistance than those receiving Homelessness Prevention assistance. Among single adults and families, re-entry occurred more rapidly for those who received Rapid Re-housing assistance than those receiving Homelessness Prevention. Other program variables, such as the number of housing and financial services received did not have an influence on outcomes. However, for families, completion of HPRP was associated with the rate at which participants re-entered, such that those who successfully completed the program tended to re-enter less rapidly than those who did not complete the program.

A minority of HPRP households were able to increase their income while enrolled in the program. Among single adults, two-adult households, and families 17.7%, 17.2%, and 32.6% increased their total income, respectively. In all three household types, more than 90% of participants who re-entered had incomes lower than 50% of the area median income. For single adults, those who increased their income during HPRP re-entered less rapidly than those who did not increase their income.

**Recommendations for Implementation**: HPRP in Indianapolis demonstrated a high rates of permanent housing placement and low rates of re-entry to homeless services among program participants. The following recommendations for implementation of homelessness prevention
and rapid re-housing interventions are based upon the patterns that emerged among the minority of participants who re-entered services.

- **Long-term follow-up:** The first year following HPRP exit appeared to be critical window in which a large proportion of participants re-entered. As such, outcomes of prevention and re-housing assistance programs may be enhanced with regular follow-ups with discharged program participants for at least one year. Assessing homelessness risk during follow-up may facilitate identification of individuals who would benefit from additional prevention assistance.

- **Focus on income:** Most HPRP participants had very low incomes both at entry and exit from the program, despite financial services being offered to program participants. The majority of participants entered permanent housing with incomes lower than 50% of the area median income, an identified risk factor for homelessness. In order to ensure housing stability, particularly among those residing in mainstream affordable housing, economic stability must also be a programmatic emphasis in prevention and re-housing interventions.

**Recommendations for Further Evaluation:** HMIS data offered useful information regarding the immediate and long-term outcomes of HPRP, and illuminated additional evaluation questions.

- **Differences in outcomes based on assistance type:** Notably, participants receiving rapid re-housing had lower permanent housing placement and higher re-entry rates than those receiving homelessness prevention assistance. As such, it is recommended that future evaluations of prevention and re-housing interventions examine causes for the discrepancies in outcomes, which may include unique characteristics and risk factors of populations who are already homeless versus those who are at-risk of homelessness. Qualitative interviews with direct service providers and program participants might also highlight strengths and areas for growth in the two assistance programs for individuals who are homeless and those at-risk of homelessness.

- **Confirmatory data sources:** There are limitations to the interpretation of the long-term outcomes described in this report. Specifically, the living situations of those who did not re-enter homeless services in Indianapolis are uncertain. It is recommended that future evaluations follow-up with a subset of program participants directly over time for a more accurate assessment of the proportion of program participants remaining stably housed.
Endnotes

1 \( r(393) = .09, p = .09 \)
2 \( F(1, 510) = 23.70, p < .001 \)
3 \( F(1, 391) = .80, p = .37 \)
4 \( F(1, 513) = 2.18, p = .14 \)
5 \( F(5, 509) = 1.33, p = .25 \)
6 \( F(2, 512) = .14, p = .87 \)
7 \( F(8, 108) = 1.13, p = .35 \)
8 \( F(1, 113) = .41, p = .52 \)
9 \( F(1, 513) = .40, p = .53 \)
10 \( F(2, 512) = 1.1, p = .33 \)
11 \( F(1, 92) = .10, p = .75 \)
12 \( F(3, 511) = 0.89, p = .45 \)
13 \( r(515) = -.16, p < .001 \)
14 \( F(1, 513) = 4.52, p = .03 \)
15 \( r(393) = .47, p < .001 \)
16 \( r(393) = .17, p < .001 \)
17 \( \chi^2(6, N = 515) = 1.01, p = .99 \)
18 \( \chi^2(6, N = 515) = 10.36, p = .11 \)
19 \( F(3, 511) = 1.90, p = .99 \)
20 \( \chi^2(3, N = 515) = 2.33, p = .51 \)
21 \( \chi^2(6, N = 515) = 4.42, p = .62 \)
22 \( \chi^2(3, N = 94) = 1.22, p = .75 \)
23 \( \chi^2(3, N = 515) = 7.66, p = .06 \)
24 \( F(3, 511) = 20.92, p < .001 \)
25 \( F(1, 513) = 5.05, p = .03 \)
26 \( F(1, 513) = 9.65, p = .002 \)
27 \( \chi^2(N = 370) = .63, p = .73 \)
28 \( \chi^2(2, N = 370) = 1.84, p = .40 \)
29 \( \chi^2(1, N = 370) = 1.53, p = .47 \)
30 \( \chi^2(1, N = 66) = 1.32, p = .25 \)
31 \( \chi^2(N = 370) = 6.7, p = .51 \)
32 \( \chi^2(N = 370) = .52, p = .47 \)
33 \( \chi^2(N = 370) = 2.27, p = .13 \)
34 \( \chi^2(N = 370) = .68, p = .50 \)
35 \( \chi^2(N = 370) = .13, p = .89 \)
36 \( \chi^2(N = 370) = .37, p = .71 \)
37 \( \chi^2(N = 370) = 5.27, p = .02 \)
38 \( \chi^2(N = 370) = .92, p = .34 \)
39 \( \chi^2(N = 370) = 2.43, p = .12 \)
40 \( \chi^2(N = 370) = .83, p = .53 \)
$F(1, 114) = .98, p = .76$
$F(1, 114) = 3.53, p = .63$
$F(1, 114) = .80, p = .37$
$F(2, 113) = .91, p = .41$
$r(65) = .38, p = .002$
$r(58) = .65, p < .001$
$\chi^2(2, N = 116) = 3.13, p = .21$
$\chi^2(4, N = 116) = 5.07, p = .28$
$F(1, 114) = 2.42, p = .12$
$\chi^2(2, N = 116) = 3.52, p = .17$
$\chi^2(2, N = 116) = .48, p = .79$
$F(1, 114) = .40, p = .53$
$t(56) = 1.37, p = .18$
$t(56) = .86, p = .39$
$F(2, 517) = .34, p = .71$
$r(519) = -.13, p = .004$
$F(4, 515) = .33, p = .86$
$F(1, 518) = 3.76, p = .53$
$F(1, 72) = 2.35, p = .10$
$F(3, 519) = 1.32, p = .27$
$r(520) = .50, p < .001$
$r(473) = .23, p < .001$
$F(4, 515) = 14.51, p < .001$
$F(1, 518) = .45, p = .50$
$t(451) = .74, p = .46$
$\chi^2(1, N = 453) = .53, p = .47$
$\chi^2(1, N = 453) = 1.05, p = .31$
$t(451) = .38, p = .71$
$\chi^2(1, N = 453) = .91, p = .34$
$\chi^2(1, N = 453) = 2.30, p = .13$
$t(451) = 1.28, p = .20$
$t(451) = 1.62, p = .11$
$t(451) = .10, p = .92$
$\chi^2(1, N = 453) = 6.83, p = .01$