

Texas Balance of State Continuum of Care (TX BoS CoC) Gaps Analysis 2020



Homebase

ADVANCING SOLUTIONS TO HOMELESSNESS



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I. Introduction

Pursuant to 24 CFR §578.7(c)(3), one of the primary duties of a Continuum of Care (CoC) is to conduct an annual gaps analysis of the needs and services available within its geographic area related to homelessness. Homebase, a national non-profit technical assistance provider on homelessness, prepared this Gaps Analysis of the Texas Balance of State (TX BoS CoC) Continuum of Care under contract with Texas Homeless Network, the Collaborative Applicant of the TX BoS CoC.

In order to better assist the TX BoS CoC, Homebase has identified a number of challenges and areas in need of improvement in the current homelessness landscape. Our analysis is informed by quantitative and qualitative data to evaluate the current system and identify gaps where improvements are needed. The report also provides recommendations and action steps on how to begin closing the identified system gaps.

There is one major gap that impacts the entire CoC: **the lack of robust participation in the PIT count**. TX BoS CoC' PIT data does not accurately identify the number of people truly living unsheltered, because so few counties participate in the PIT count (see Appendix B). Only 32 of the 215 counties (15%) participated in the PIT count for each of the last three years – 2018, 2019 and 2020 – which means 85% of the TX BoS CoC counties have either not provided data or did not consistently provide data during that time. In 2020, more than 75% of the counties (164) in the CoC did not participate in the annual PIT count.

What this means is that the TX BoS CoC lacks relevant data that tells them about how people are experiencing homelessness across the state of Texas.

Our report is structured into five key areas:

- ***Lack of Data Creates Challenges in Understanding Homelessness***
- ***Trends in the Population Experiencing Homelessness Based on PIT Data***
- ***Housing Availability Across the TX BoS CoC***
- ***Service Availability Across the CoC***
- ***System Performance Measures Over Time***

1. Lack of Data Creates Challenges in Understanding Homelessness

This section identifies the significant data gap resulting from insufficient participation in the PIT count across the entire CoC.

Key findings:

- The inherent challenges of PIT count methodology, including undercounting, are compounded in the TX BoS CoC by the lack of consistent participation in PIT count across the CoC.

- Over three quarters (75%) of the TX BoS CoC counties did not participate in the 2020 PIT count.
- TX BoS CoC's reliance on an extrapolation method to measure homelessness across the CoC, although accepted by HUD, does a disservice to the CoC, as real data is not available to account for incidences of homelessness.
- Because the TX BoS CoC is missing real data, there is a lack of understanding of the true community needs, the policies, and the programs necessary to address the homelessness crisis.
- Consistent annual participation in the PIT count can help communities identify specific trends that would not have otherwise been brought to light.

2. Trends in the Population Experiencing Homelessness Based on PIT Data

This section analyzes the trends in populations experiencing homelessness both across the TX BoS CoC and at the regional level. It examines differences in sheltered and unsheltered populations, as well as specific demographic and subpopulation data.

Key Findings:

- More than half of the homeless population are living unsheltered.
- Single men make up the highest increase in the homeless population over the past three years.
- For all races and ethnicities, the percentage of unsheltered persons was higher than sheltered (except for Asian/Pacific Islanders).
- The number of children under age 18 experiencing homelessness almost doubled between 2018 and 2020.
- The number of unsheltered children is increasing, while the number in temporary housing is decreasing.
- The number of chronically homeless individuals almost doubled between 2019 and 2020.

3. Housing Availability across the TX BoS CoC

This section assesses the gap between the needs of individuals experiencing homelessness and the TX BoS CoC's homeless bed/unit capacity over time.

Key findings:

- Temporary beds across the entire TX BoS CoC far exceed permanent beds.
- Four out of the six regions increased their total bed capacity from 2019 to 2020 (with a high 27% increase in both the Central and Northeast Regions).
- Despite the increases in total bed capacity, all six regions had over 40% of people experiencing homelessness living unsheltered.
- PSH units remained relatively stable or increased slightly and RRH units increased at an encouraging rate.

4. *Service Availability across the CoC*

This section provides qualitative information looking at service availability across the CoC and within the six regions.

Key Findings:

- There is a greater need for services since COVID began.
- Services are harder to come by in the smaller communities.
- More regional and on-the-ground support from THN would be welcome.

5. *System Performance Measures Over Time*

This section provides an assessment of the System Performance Measures (SPMs) from 2016 through 2020. The SPMs are derived through aggregated HMIS data of all providers utilizing HMIS and provide quantifiable and objective insights into the effectiveness of a CoC.

Key Findings:

- Returns to homelessness from permanent housing increased by 20% in 2019, exceeding the national average of 9%.
- According to available PIT data, the number of people experiencing homelessness in the TX BoS CoC increased by 33% between 2016 and 2019.
- According to HMIS data, the total number of people experiencing homelessness increased 111%. The increase was largely seen in emergency shelters.
- There was a 129% increase in the number of individuals who were homeless for the first time between 2016 and 2019.

We are in a difficult time across the country in the time of COVID-19. Millions of households are facing record unemployment. While there is an eviction moratorium in place, it is unlikely communities have the systems in place to deal with the housing displacement that is likely to result *when* the moratorium is lifted. The likelihood of TX BoS CoC seeing an additional rise in unsheltered homelessness as a result of COVID-19 is quite high.

“We try our best. I wish rich people would see it from our point of view. Most of us have had jobs, were working and ended up homeless. It could happen to anyone.”

II. Methodology

Our analysis is based on CoC-wide and/or county-level data and stakeholder feedback regarding existing and needed resources to serve persons experiencing homelessness in the TX BoS CoC coverage area.

The quantitative analysis includes data from:

- Annual Point-In-Time (PIT) Count (2018-2020) of persons experiencing homelessness based on extrapolated data
- Annual PIT Count (2020) of persons experiencing homelessness based on non-extrapolated data
- Annual Housing Inventory Count (HIC) (2019-2020) of number of beds and units available by program type
- Homeless Management Information System (HMIS) data (2018-2020) (see Appendix E for a description of HMIS data analysis)
- System Performance Measures (2016-2019)
- American Community Survey data (2018-2020)

The qualitative analysis includes data from:

- 2020 surveys distributed to stakeholders located in the TX BoS CoC coverage area, resulting in over 100 responses from the community (See Appendix D for more information about the respondents and survey results).
- Four virtual interviews/focus groups with people experiencing homelessness or formerly homeless
- 5 key stakeholder interviews
- Local press articles and City Council meeting minutes

III. Methodological Limitations

There are several methodological limitations in the data analyzed in this report as described below:

Housing Inventory Count Limitations

The HIC provides a comprehensive list of providers and their respective number of facilities and beds across all housing types. HIC does include the provider's county labeled as "geocode," but it does not include the exact geographical location of each provider and where each facility and their beds are located. Thus, in analyzing the HIC distribution across the TX BoS CoC regions (see page 11 for explanation of the TX BoS CoC regions), Homebase also relied on the publicly available information regarding each provider to determine what county and region the provider is located in. While Homebase tried to capture if providers' beds were located in multiple counties and regions, this information may not have been readily available. Thus, the analysis may result in an inadvertent reflection of a higher or lower number of beds in some regions.

Regarding emergency shelter beds, the HIC does not include the exact populations that the shelters serve. Homebase also relied on publicly available information of each provider to determine the population served by each shelter. As some of this information was not always available or clear, there may be a few shelters where this information is not accounted for.

Data Discrepancies

Due to the size of the TX BoS CoC, which covers 215 of Texas' 254 counties, the TX BoS CoC collects data from a limited number of counties that participate in the PIT count and then uses a non-random sample extrapolation method to estimate the PIT number for the entire TX BoS CoC.¹ Thus, there are two sets of PIT data – extrapolated and non-extrapolated (or raw data). This report may refer to either sets of data in different sections, and it is important to note that the extrapolated data and raw data do not align.

One of the limitations of the HMIS data analysis is that it only included data for consumers in projects that enter data in HMIS. Therefore, it is not reflective of all service providers throughout the TX BoS CoC. Additionally, Homebase analyzed the HMIS data at the referral level. Thus, some clients appear more than once in the analysis if they received services from more than one project over the period analyzed (10/1/18-9/30/20). In other words, clients who re-enter the system or who received services from various providers may be overrepresented in the analysis. Even though the HMIS analysis did not directly assess data quality, it appeared there were some issues where data was not entered or it was entered incorrectly, as there were numerous blank fields or instances where the data was evidently inaccurate (e.g., clients with ages over 200 years old). The analysis also found extreme outliers in some cases, such as length of stay. The data available does not allow us to identify whether these outliers indicate data quality issues or consumers actually staying for extremely long periods of time in projects intended to be temporary, such as emergency shelters. For more information on HMIS data analysis methodology, see Appendix E.

IV. Key Areas

Homebase has identified five key areas that identify some of the gaps that the TX BoS CoC community is facing:

- ***Lack of Data Creates Challenges in Understanding Homelessness***
- ***Trends in the Population Experiencing Homelessness Based on PIT Data***
- ***Housing Availability Across the TX BoS CoC***
- ***Service Availability Across the CoC***
- ***System Performance Measures Over Time***

¹For more information on the extrapolation method used by the TX BoS CoC, refer to the 2020 Extrapolate PIT Report. <https://www.thn.org/wp-content/uploads/2020/07/Final-Combined-Report-1.pdf>

A. Lack of Data Creates Challenges in Understanding Homelessness

During Homebase’s data analysis and review, we identified that the TX BoS CoC has a number of data gaps that make it challenging to identify trends across many parts of their coverage area. The gap of greatest concern is the lack of participation in the PIT count in a large percentage of the CoC. The situation leaves the TX BoS CoC vulnerable to missing early warning signs of a community struggling to appropriately deal with homelessness.

Key findings include:

- Over the last three years, 85% of the TX BoS CoC counties did not consistently participate in the PIT count.
- In 2020, only 24% of all the counties participated in the PIT count.
- In some regions, the participation was much lower.
- The inherent challenges of PIT count methodology, including undercounting, are compounded in the TX BoS CoC by the lack of consistent participation in PIT count across the CoC.
- TX BoS CoC’s reliance on an extrapolation method to measure homelessness across the CoC, although accepted by HUD, does a disservice to the CoC, as real data is not available to account for incidences of homelessness.
- Because the TX BoS CoC is missing real data, there is a lack of understanding of the true community needs, the policies, and the programs necessary to address the homelessness crisis.
- Consistent annual participation in the PIT count can help communities identify specific trends that would not have otherwise been brought to light.

1. Challenges with the Point-in-Time Count – TX BoS CoC

TX BoS CoC is one of eleven CoCs in Texas. Six of the other ten primarily represent counties that serve large, urban metropolitan districts that include cities such as Austin, Dallas, El Paso, Fort Worth, Houston, and San Antonio. The TX BoS CoC covers a wide range of communities, rural, urban, and suburban.

Like all the other Texas CoCs, every year the TX BoS CoC conducts a “Point in Time” count of people experiencing homelessness on a single night in January. The PIT count plays a fundamental role in a CoC’s understanding of its homelessness landscape. The PIT Count uses a definition of homelessness mandated by the U.S. Department of Housing and Urban Development (HUD). This definition counts people as homeless when they are living in a place not meant for human habitation (such as an encampment, tent, or vehicle), emergency shelters, or transitional housing. People who are doubled up or couch surfing are not counted as homeless under this definition.

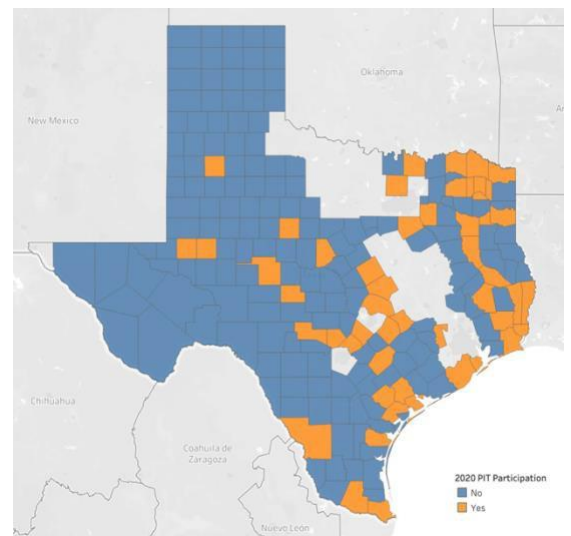
Although the PIT count does not always lead to an accurate reflection of the homeless population due to methodology and undercounts, it is helpful in providing a baseline

understanding of trends in homelessness overtime. As identified by the TX BoS CoC, there have been challenges in obtaining a full PIT count for the entire CoC due to the large geographical size of the CoC.

The TX BoS CoC represents 215 counties throughout the entire State. The counties within the TX BoS CoC are diverse – they represent all regions of the state. Only a very small proportion of the 215 counties provide data to the TX BoS CoC about their homeless population.

Because of the TX BoS CoC CoC’s large geography, the CoC depends on communities to volunteer to perform a PIT count to collect data. In the TX BoS CoC, different communities choose to participate each year, so the data set that the TX BoS CoC relies on varies. From 2018 to 2020, 85% of the TX BoS CoC counties did not consistently participate in the PIT count. In 2020, less than 25% of the counties in the CoC participated in the PIT Count.

The map to the right shows the state of Texas. The grey shaded regions represent the other CoCs. The blue and orange areas represent the TX BoS CoC. The majority blue shaded areas represent the one hundred and sixty-three counties in the TX BoS CoC that did not participate in the PIT count in January 2020. The orange shaded areas are the fifty-two counties that participated in the PIT count for 2020. Only one quarter of the counties participated in the TX BoS CoC PIT count in 2020, three quarters did not.



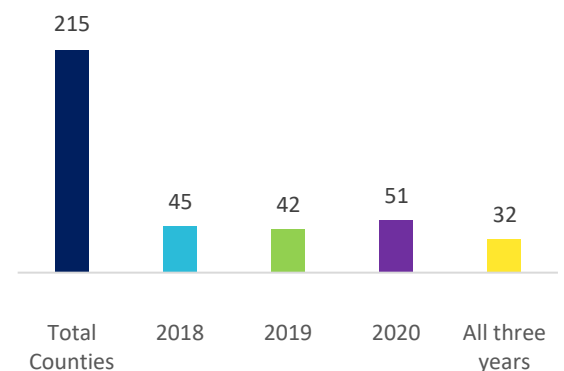
As a result, the TX BoS CoC can’t provide real data on communities that do not perform a PIT Count. Instead, for reporting purposes, the TX BoS CoC extrapolates data to report on homelessness across the 215 counties.

In January 2020, volunteers identified 5,728 individuals experiencing homelessness in the TX BoS CoC communities on the night of the count. The number of people who experience homelessness in the counties that make up the TX BoS CoC over the course of the year, however, was much higher, because the PIT count measures the number of people who are homeless on a given day and does not account for the many people who fall in and out of homelessness during the rest of the year. It also doesn’t account for the large number of counties that don’t participate.

To enhance the data we reviewed, Homebase conducted a number of interviews of service providers throughout the

TX BoS CoC. The service providers represented different regions. Consensus amongst those we interviewed was that community participation in the PIT count is sporadic.

Total PIT Participation across All Counties 2018-2020 (TX BoS CoC)



While some communities participate consistently every January, others either do not participate at all, or participate inconsistently. They acknowledged that big cities were more likely to participate in PIT than smaller cities and counties. They also shared that the motivation for participating in the PIT count may be more for garnering media attention. And the different methods that communities use to conduct their PIT count likely results in inconsistent data across and between counties.

The people we interviewed also felt that people living unsheltered are underrepresented in the PIT count across all communities. For those on the ground, the unsheltered population is increasing rapidly, although the PIT count might not indicate so. As one interviewee stated, “the unsheltered population is out of control.” In some cases, people experiencing homelessness who are unsheltered hide because they don’t want to be found by the police or because of their immigration status. Many are living in storage facilities or other places hidden, but not suitable for human habitation. As one provider shared, “In South Texas, homeless people hide in plain sight.” Another shared a story that residents will drive by an encampment shooting guns to chase the homeless population away. Such behavior makes people hide deeper into the swamps or marsh areas, which makes them harder to find and to assist. San Antonio providers commented on a constant inflow from surrounding rural areas into their community to access services. Bexar County used the anecdotal reports to institute a 90-day residency requirement in order to access services.

2. Challenges with the Point-in-Time (PIT) Count by Regions

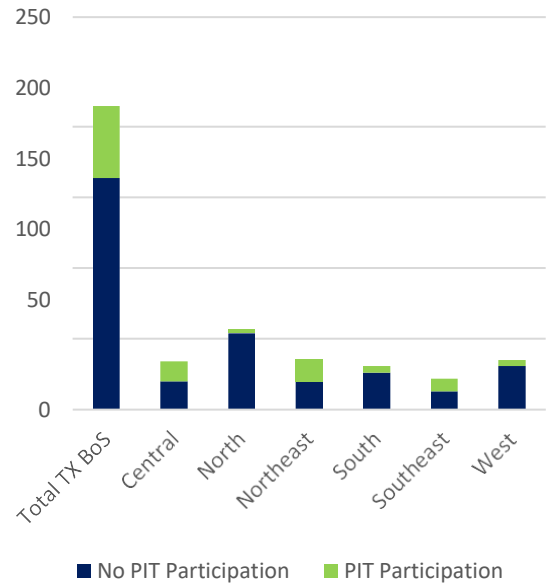
The CoC established six regions in 2020 as part of the Community Investment Committee membership. Those six regions are: Central, North, Northeast, South, Southeast, and West regions (For a list of the counties in each region, see Appendix A).

Our analysis looks at each of the six regions' PIT participation, which can help elucidate some of the challenges that arise when a majority of the communities' data are missing.

The Region with the overall lowest PIT count participation rate is the **North Region**. The North Region is the largest region within TX BoS CoC, made up of fifty-seven counties (27% of all counties in the TX BoS CoC). It also is the region with only a small handful of counties participating in PIT. In 2020, three of the counties in the North participated in the PIT count (5%). Ninety-five percent of the counties did not provide any data during the PIT count to help the TX BoS CoC understand people's experiences of homelessness in the region.

The **West Region** includes thirty-five individual counties. Over the past three years, five different counties (14%) have participated in the PIT count. In 2020, four of the thirty-five counties (11%) participated in the PIT count.

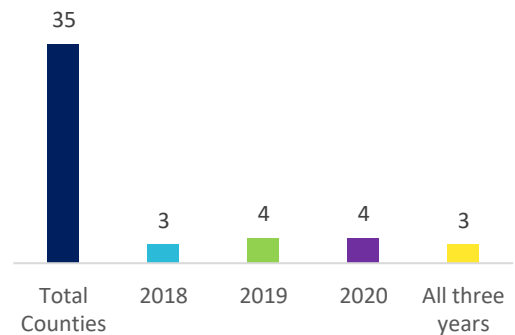
2020 PIT Participation by Region (TX BoS CoC)



PIT Participation 2018-2020 (North Region)

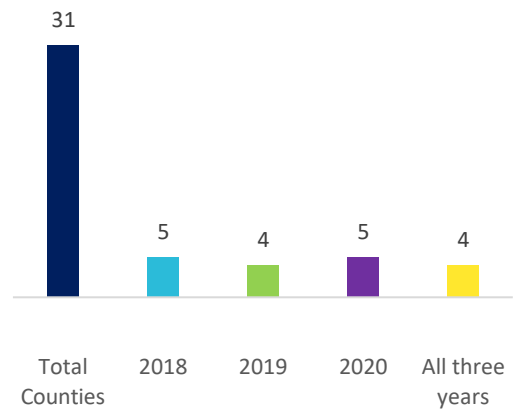


PIT Participation 2018-2020 (West Region)



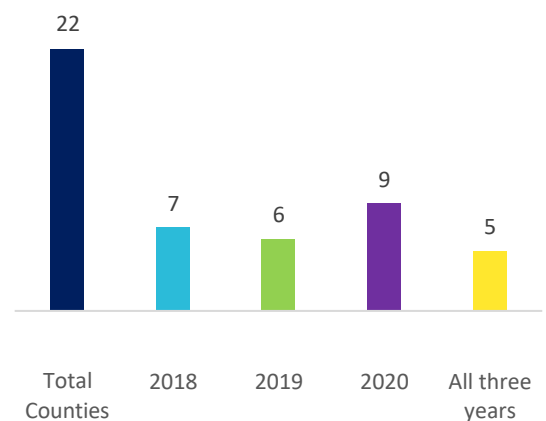
The **South Region** includes thirty-one counties. Over the past three years, six of those counties (19% of the region) participated in the PIT count. Of those six, four (13% of the region) participated in the PIT count all three years. For the 2020 PIT, the Region's participation rate was 16% (5 counties).

PIT Participation 2018-2020 (South Region)



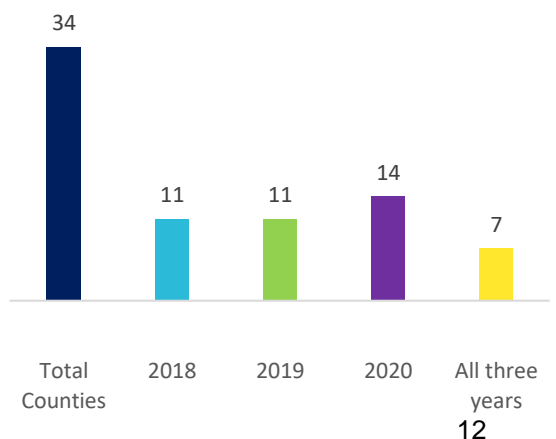
The **Southeast Region** includes twenty-two counties. The good news is that nine of the counties participated in 2020's PIT count (41%). The problem is that the participation by counties has been quite inconsistent. TX BoS CoC has 5 counties that have consistently provided PIT data for all three of the years (23%).

PIT Participation 2018-2020 (Southeast Region)

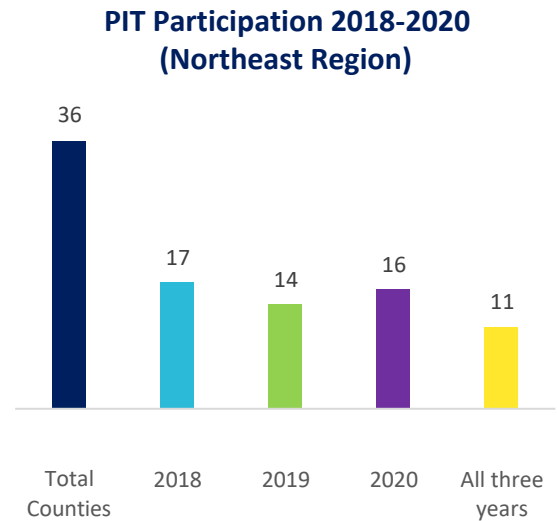


The **Central Region** fared better. In the Central Region, approximately half of the thirty-four counties in the region (17) have participated in the PIT count at least once over the past three years. Seven of the counties participated all three years (21%). In 2020, fourteen of the counties (41%) provided data for the PIT count.

PIT Participation 2018-2020 (Central Region)



The **Northeast Region** has had the most robust PIT count participation as a whole. Of the thirty-six counties that comprise the Region, twenty-two (61%) have contributed to the PIT count at least once in the past three years. Close to one third of the counties (eleven) have participated in the PIT count all three years. And in 2020, sixteen of the counties held a PIT count in the Region (44%).



There is dearth of data that TX BoS CoC can use to understand peoples’ experiences with homelessness in Texas. In 2020, a small fraction (24%) of the communities that the TX BoS CoC is mandated to

serve provided data about their community’s experience with homelessness. That means that TX BoS CoC does not have information for three out of every four communities it serves.

All the Regions lack sufficient participation in the PIT count. Because so few counties report PIT data, the TX BoS CoC has had to create an extrapolation formula that estimates the number of people experiencing homelessness throughout the CoC. While extrapolation is acceptable for HUD, it falls considerably short for the TX BoS CoC. Without real data that measures the incidence of homelessness, especially unsheltered homelessness, it is challenging for TX BoS CoC to develop policies and prioritize resources to meet the needs of the wide-ranging and diverse community.

3. Highlight: A Community with Robust Data - Lubbock County

While the PIT count does not fully represent the number of people experiencing homelessness during a given year, since it only measures homelessness on one night in January, it is extremely useful to help communities better understand homelessness and to determine policies, strategies, and allocation of resources. Looking at one community that is part of the TX BoS CoC – Lubbock County (in the North Region) – can illustrate how helpful comprehensive PIT data can be in understanding peoples’ experience of homelessness. Equally important, robust data can be relied on to make policy decisions, set funding priorities, and document challenges that can bring in additional resources to the community.

Lubbock County: According to the U.S. Census Bureau, approximately 310,500 individuals lived in Lubbock County² in 2019. At the time, approximately 24% of the Lubbock population was under age 18 years. The majority of people living in Lubbock were White (86%), Black

² Statistics for Lubbock County general population are from the U.S. Census Bureau [Quick Facts, Lubbock County](#), accessed January 4, 2021.

individuals were the next highest population, comprising 8% of individuals living in Lubbock County. Approximately 36% of the population identified as Hispanic/Latino. Close to 18% of the individuals living in Lubbock County lived at or below the federal poverty level (FPL).

Lubbock is one of the counties that participated in the PIT count for the TX BoS CoC every year for the North Region. In 2020, the news from the PIT count was positive in Lubbock County. The number of individuals experiencing homelessness had decreased 15% from 2018.

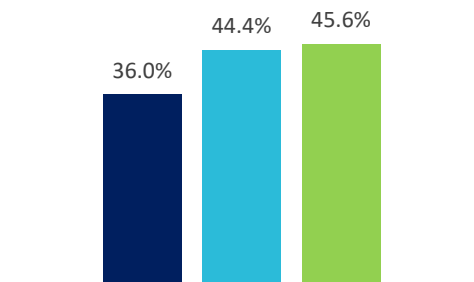
Number of Individuals Experiencing Homelessness: Lubbock County



Despite the lower PIT count, the demographic make-up of the homeless population in 2020 was different from 2018. Because Lubbock participates in the PIT count, they have data on the demographic make-up that can help them understand how to allocate resources and better serve individuals.

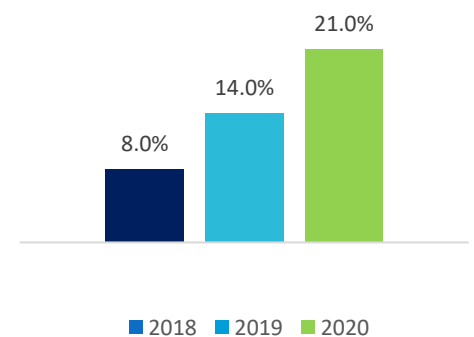
Women and Children: While the PIT count indicated the homeless population is decreasing in Lubbock County, it also showed that women and children comprise a larger percentage of the homeless population in 2020 compared to 2018. In 2018, women made up 36% of the total population of people experiencing homelessness, and by 2020 that percentage had risen to almost 46%.

Percent of Homeless: Women (Lubbock County)



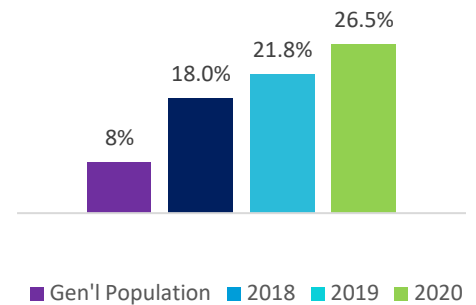
In 2020, the number of children experiencing homelessness represented 21% of the population in the PIT count, up from 8% in 2018 – representing a 130% increase. (Fortunately, in 2020 all children counted were sheltered.)

Percent of Homeless: Children (Lubbock County)



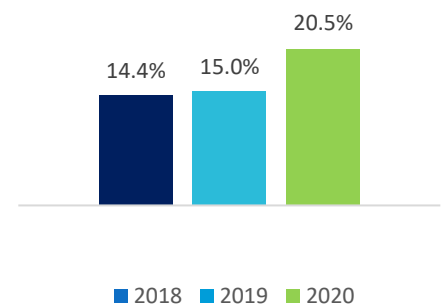
Black or African American people: For all three years (2018-2020), the percent of Black or African American individuals experiencing homelessness was more than double that of the general population (8%) in Lubbock County. In 2018, Black or African American individuals comprised 18% of the homeless population. In 2019, that had increased to 22%. and by the 2020 PIT count, Black or African American individuals represented more than 1 in 4 people experiencing homelessness (26.5%). At the same time, there were less than one in ten Black or African American individuals in the general population of Lubbock County.

Percent of Homeless: Black or African American (Lubbock County)



Seriously mentally ill: While the percentage of chronically homeless people and people with substance use disorders was fairly consistent between 2018 and 2020, the number of people with serious mental illnesses increased from 14% in 2018 to almost 21% in 2020.

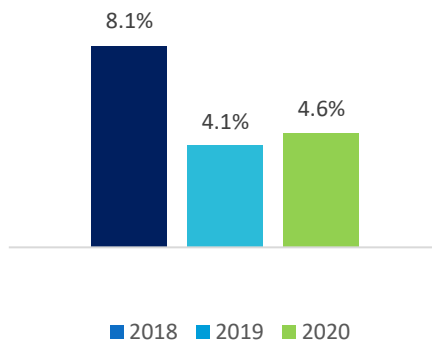
Percent of Homeless: Seriously Mentally Ill (Lubbock County)



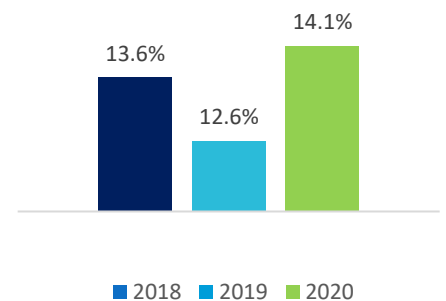
Veterans and Chronically Homeless. Examining the PIT count with the Housing Inventory Count (HIC) is also enlightening. In 2019, the county of Lubbock had a total of 415 beds available, 64% were temporary beds (emergency shelter or transitional housing), and 34% permanent housing

beds (PSH or RRH). Of the permanent housing beds, there were three sites, all of which were dedicated either to Veterans or people who were chronically homeless, even though by 2020, both the Veteran and chronically homeless populations had either gone down (Veterans) or stabilized (chronically homeless).

Percent of Homeless: Veterans (Lubbock County)



Percent of Homeless: Chronically Homeless (Lubbock County)



Lubbock County in 2020 had three active emergency shelters with a total of 217 beds available. One shelter served families (with fifteen beds), another served people experiencing domestic violence (with 110 beds) and another served men, women, and children (with 92 beds). The

percentage of people identified through the PIT as experiencing domestic violence in Lubbock County had stabilized between 2018 and 2020 (23.7% both years, with a drop to 16% in 2019).

Looking at Lubbock County’s general population demographics, their PIT count information from three years, and their shelter and bed count (HIC) for 2020, there is a great deal of information to help elucidate the homelessness issue. Although the number of people experiencing homelessness had decreased, more women and children were experiencing homelessness. While there were some temporary shelters and transitional housing to accommodate those women and children, the only PSH housing available for the entire county was targeted toward chronically homeless individuals or Veterans. Moreover, we know that the Black or African American community was experiencing homelessness in far greater numbers than were represented in the general population (8% of the general population compared to 26.5% of the homeless population).

Looking across Lubbock’s PIT count, the county has valuable information to help prioritize services in 2021 and beyond. For example, based on the PIT information regarding women and children, the county could consider developing a small diversion program that targets the growing number of women and children experiencing homelessness in their community (especially given the lack of permanent housing for that population) to help them stabilize their housing before they become homeless. Similarly, the county could target resources to better understand the disparate impact homelessness is having on the Black or African American community. Another consideration would be to allocate additional resources to determine whether the larger population of individuals experiencing homelessness who are seriously mentally ill is due to more people volunteering to do the PIT count resulting in more people being counted or whether there really is an increase in people seriously mentally ill in the homeless population of Lubbock.

With the PIT count, Lubbock has vital information about people impacted, changes over time, and service availability to help them determine how best to use the limited resources that they have.

4. Recommendations: Address the PIT Count Gaps for the TX BoS CoC

With the identified gaps associated with the PIT count for the TX BoS CoC, there are a number of recommendations that the community could consider undertaking to address the gaps.

Recommendations	
1. Year-Round PIT Planning and Collaboration	Engage in planning and collaboration with LHCs. Explain that the PIT count and the PIT teams are not simply a once annual activity but should be the result of ongoing coordination the entire year to make the PIT count successful.
2. PIT Count Goals	Establish CoC-wide goals to increase participation in the PIT count each year. In addition, set specific goals for each of the six regions. Strive to achieve sufficient participation to no longer require the extrapolate method for HUD reports.

3. CoC-wide PIT Count Effort	Consider a CoC-wide PIT count. Recruit volunteers throughout each of the regions. Centralize a series of trainings for volunteers. Recruit from all types of shelters. Prioritize counties that have not participated in PIT in the past.
4. Scorecard and Ranking	Create a non-binding LHC scorecard, where the BoS ranks (or at least scores) each LHC on their efforts to improve alignment and include PIT coverage area as one of the key scoring factors, building off some of the work the TX BoS CoC has already undertaken in regard to outreach mapping.
5. Local Targeted Campaigns	Engage in campaigns with “donut” counties around Austin, San Antonio, Houston, and Dallas. Coordinate with the other CoCs to conduct trainings, recruit volunteers, etc. Implement THN staff coordinated calls for the large metropolitan areas (Austin, Dallas, Houston) to align coverage area, encourage them to pick one date to conduct the PIT count simultaneously. Identify anecdotal trends among participants that could be helpful to THN to align staff and resources.

B. Trends in Population Experiencing Homelessness

Based on the PIT data that is available across the TX BoS CoC, this section analyzes the trends in populations experiencing homelessness both across the BoS and at the regional level. It examines differences in sheltered and unsheltered populations, as well as specific demographic and subpopulation data.

Key findings include:

Trends in Homeless Population across the TX BoS CoC

- The number of individuals experiencing homelessness is climbing at a much higher rate compared to the overall growth in population in Texas (20% increase since 2018).
- More than half of the homeless population are living unsheltered.
 - Single men make up the highest increase in the homeless population over the past three years.
- For all races and ethnicities, the percentage of unsheltered persons was higher than sheltered (except for Asian/Pacific Islanders).
- The number of children under age 18 years experiencing homelessness almost doubled (89% increase) between 2018 and 2020.
 - The number of unsheltered children is increasing while those living in temporary shelters is decreasing.
- The number of chronically homeless individuals almost doubled between 2019 and 2020, from 597 to 1,178 (97% increase). This represents a major gap as it shows that the CoC is not successfully connecting the most vulnerable individuals to appropriate interventions.

Trends in Homeless Population by Region

- The South and Northeast Regions had the highest number of individuals experiencing homelessness in 2020 (approximately 1,400 for both regions).
- Two out of six of the regions had over 60% of their homeless population living unsheltered in 2020.
- In all six regions, the percentage of unsheltered men experiencing homelessness outweighed the percentage of sheltered men.
- In contrast, there was a higher percentage of women experiencing homelessness in sheltered environments than in unsheltered in all regions except the South Region.
- In most regions, the majority of White persons experiencing homelessness were living unsheltered, with the highest percentage of unsheltered White persons in the South and Southeast Regions (62% for both regions).
- In most regions, the majority of Black or African American persons experiencing homelessness were sheltered, except for in the Southeast Region where 65% of Black or African American persons were living unsheltered.
- The South Region had the highest population of Hispanic/Latino experiencing homelessness, 64% of whom were living unsheltered.
- The West Region had the greatest percentage of children experiencing homelessness (28%).
- The percentage of chronically homeless individuals ranged from 9% to 15% throughout the six regions.

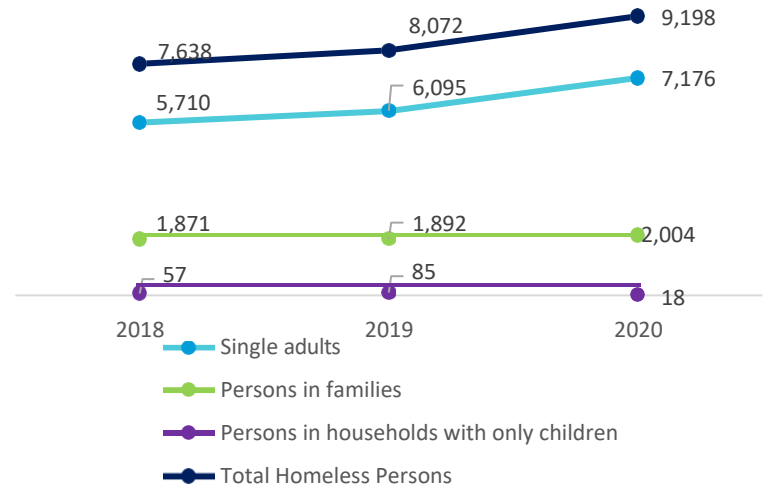
1. Population Experiencing Homelessness across the TX BoS CoC

Every year, the PIT Count provides the best data available on the size and characteristics of the homeless population over time.³

³ All population data in this report is taken from the PIT Count unless otherwise specified. PIT Count reports can be found on the Texas Homeless Network website here: <https://www.thn.org/texas-balance-state-continuum-care/data/>.

Based on extrapolated data from the January 2020 PIT Count, 9,198 individuals were experiencing homelessness on a single night in the TX BoS CoC, a 20% increase in the total number of individuals experiencing homelessness since 2018. As is evident from the graph, the greatest increase in the homeless population has been for single adults; a 26% increase (from 5,710 in 2018 to 7,176 in 2020). The number of individuals in families experiencing homelessness also increased throughout the same time period, but at a lower rate than single adults (a 10% increase).

Total Homeless Population in TX BoS CoC Over Time (2018-2020)



a) Overall Total Homelessness across the TX BoS CoC

The total PIT population has continued to increase from year-to-year at a significantly higher rate, in comparison to the growth in the population of the State of Texas.⁴ While the State of Texas as a whole has shown consistent increases of approximately 1%, the percentage change in PIT population from year-to-year has ranged from 5.7% to 13.9% over the same time period.

Table 1 – Percentage Change of PIT and State of Texas Populations (2018-2020)

Year	PIT Population Change	State of Texas Population Change
2018	+6.8% ⁵	+1.40%
2019	+5.7%	+1.02%
2020	+13.9%	(data not available) ⁶

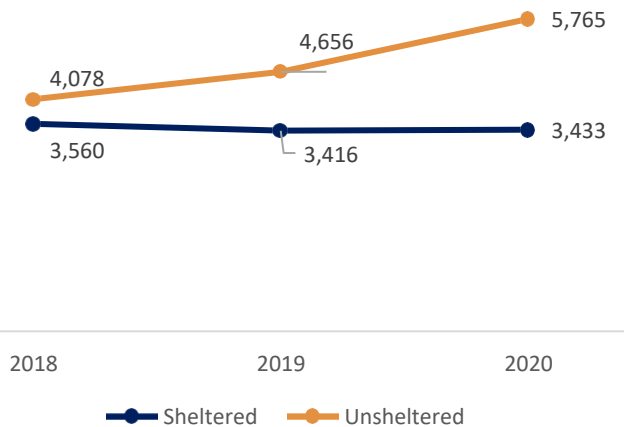
⁴ The population of the entire State of Texas is used as a proxy for reference, due to lack of data about population changes for only the counties in the TX BoS CoC.

⁵ This shows the increase in comparison to the PIT population from 2017, which is not included in this report. The total PIT population for the TX BoS CoC in 2017 was 7,153. For more information on PIT population in the Texas BoS prior to 2018, refer to <https://www.hudexchange.info/programs/coc/coc-homeless-populations-and-subpopulations-reports/>

⁶ As of the date of this report, the population for the State of Texas in 2020 has not been published.

Of the 9,198 persons experiencing homelessness in 2020, more than half (63%) were living in unsheltered locations (outside, on sidewalks, in parks or other places not meant for human habitation, etc.). The total number and percentage of people experiencing unsheltered homelessness has continued to climb from 53% in 2018 to 63% in 2020, whereas the number of people who were sheltered has decreased by 4% between 2018 and 2020.

Sheltered and Unsheltered Populations Over Time (2018-2020)

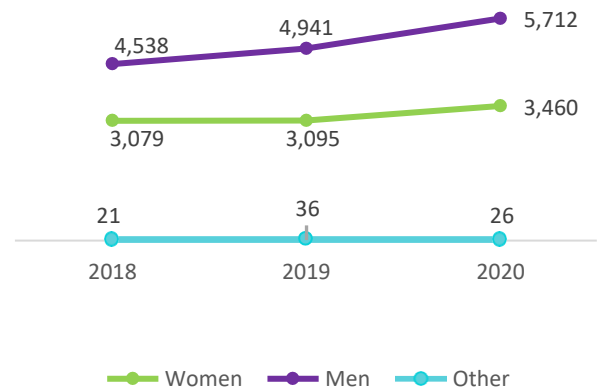


b) Demographics Trends across the TX BoS CoC

Gender

As is the case in most other communities, individuals that identify as men are overrepresented among the population of people experiencing homelessness. The number of men experiencing homelessness increased by 26% between 2018 and 2020 while the number of women experiencing homelessness increased by 12%. The data for other populations⁷ has remained low throughout the time period analyzed; therefore, it is challenging to identify trends for this population.

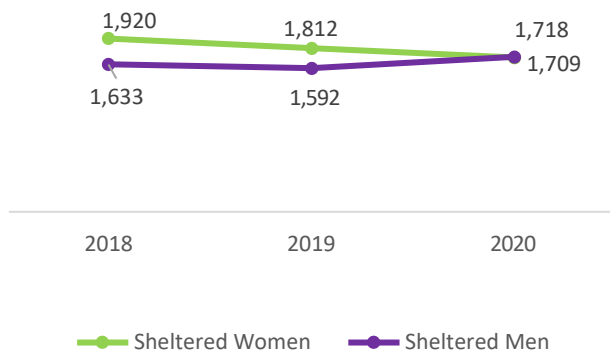
People Experiencing Homelessness by Gender over Time (2018-2020)



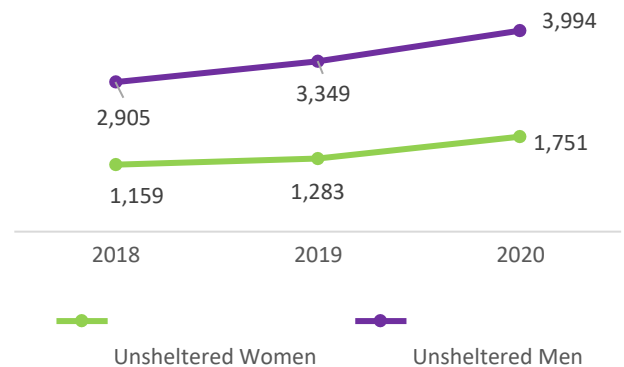
⁷ "Other" category includes people that identify as transgender and other non-cisgender identities, including gender non-conforming, non-binary, and agender.

Although the number of women experiencing homelessness that were sheltered exceeded men prior to between 2018 and 2019, as of 2020, the numbers for men and women were fairly equal (1,718 to 1,709 respectively). There are more men living unsheltered than women. Between 2018 and 2020, there was a 37% increase in the number of men living unsheltered. Although smaller in number, unsheltered women increased by a greater percentage (51%) over the same time period.

Sheltered Population by Gender over Time (2018-2020)



Unsheltered Population by Gender over Time (2018-2020)



The main difference was due to the increase in the number of men living in emergency shelters. In 2018 and 2019, the number of women residing in temporary destinations was greater than the number of men across both types. However, as of 2020, the population of men living in emergency shelters surpassed the number of women.

Race

Nationwide, homelessness disproportionately affects communities of color. Black or African American people experience homelessness at much higher rates than White people. Although 13% of the U.S. population is Black or African American, 40% of those experiencing homelessness identify as Black or African American.⁸

When comparing the racial demographics of the homeless population in the TX BoS CoC with the overall population American Community Survey (ACS) for the State of Texas,⁹ we found that

⁸ National Alliance to End Homelessness. *Racial Disparities in Homelessness in the United States*. (June 6, 2018) <https://endhomelessness.org/resource/racial-disparities-homelessness-united-states/>

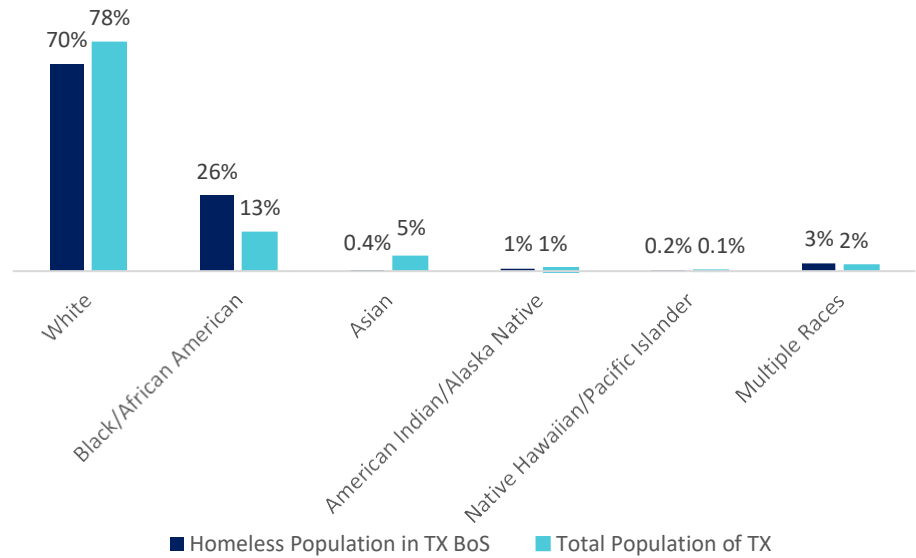
⁹ Due to lack of data on the racial demographics of only the counties in the TX BoS CoC, this report compares the racial demographics to the whole State of Texas, based on data from the American Community Survey (ACS) in 2019.

Black or African Americans are overrepresented in the homelessness system, as they are over one quarter (26%) of the homeless population.

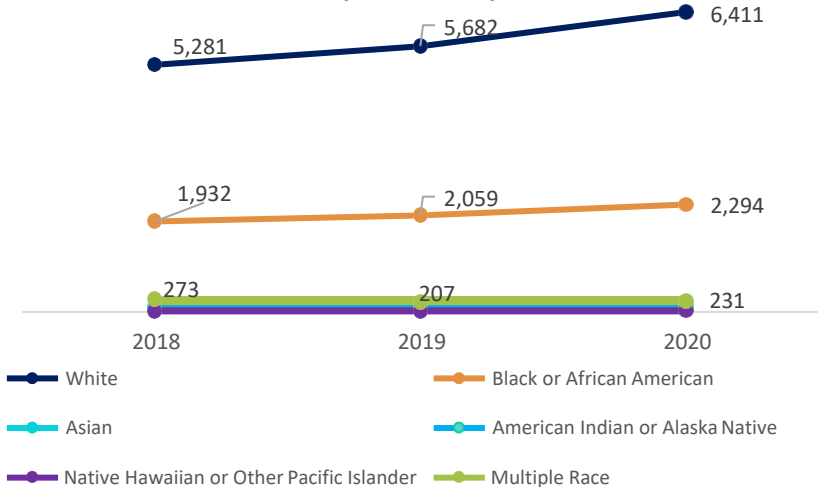
In the TX BoS CoC, the population with the highest overall numbers of people experiencing homelessness is the White population.¹⁰ However, as the ACS data shows, the White population comprised approximately 78% of the total population of Texas. Between 2018 and 2020, the number of people experiencing homelessness who were White and Black both increased (21% and 19% respectively). The other racial groups comprised less than 300 persons in each of the 3 years.

As the graph below shows, both White and Black or African American unsheltered populations increased between 2018 and 2020. The Black or African American population increased by 48%, while the White population increased by 37%. At the same time, the number of sheltered individuals from both races remained stable.

Homeless Population and Overall Population of Texas by Race (2019)

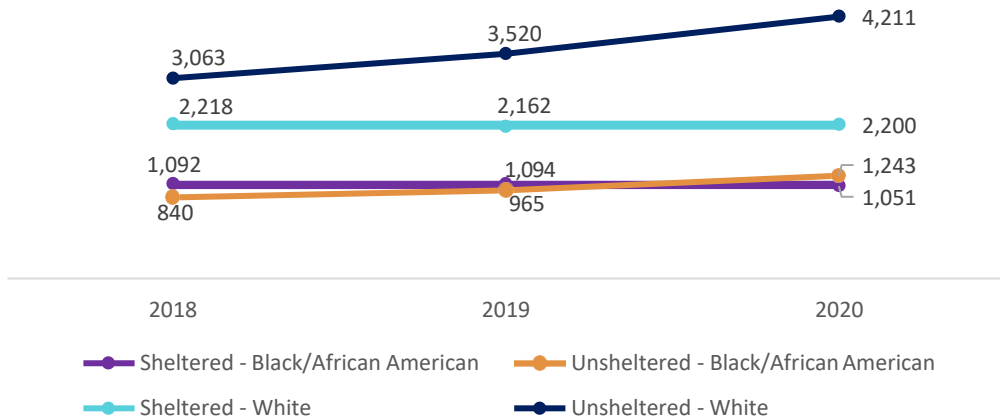


Total Homeless Population by Race (2018-2020)



¹⁰ HUD distinguishes between five different racial categories (American Indian or Alaska Native, Asian, Black or African American, Native Hawaiian or Other Pacific Islander, and White) and two ethnic categories (Hispanic or Latino and Non-Hispanic or Latino). Under the different racial categories, participants may select more than one race, which throughout this report are considered “Multiple Races”. Participants under any racial category may be considered either Hispanic/Latino or Non-Hispanic/Latino. Based on 2018-2020 HMIS data analysis, most people in the TX BoS CoC that identify as White also identify as Hispanic or Latino/a, as 61% of Whites are also Hispanic/Latino/a.

White and Black or African American Population by Sheltered Status (2018-2020)

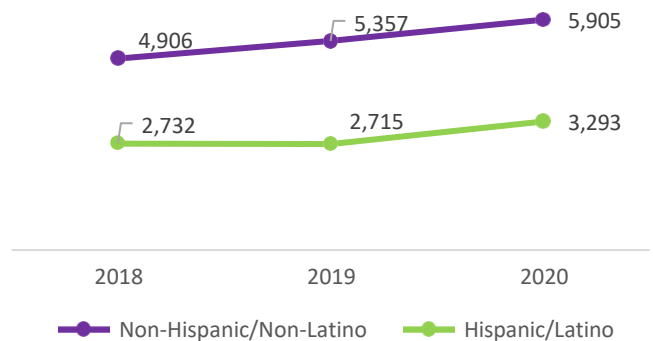


Ethnicity

PIT data distinguishes two ethnic categories: Hispanic/Latino and Non-Hispanic/Non-Latino. These ethnic categories are independent of race, and one person of any ethnic group may belong to any racial category. Aggregate PIT data does not allow us to identify which persons of one racial group belong to a specific ethnic group, but based on HMIS data, there is a strong correlation between White race and Hispanic/Latino ethnicity in the TX BoS CoC, as 61% of White people identify as Hispanic/Latino/a.

According to 2018-2020 PIT data, the majority of the population experiencing homelessness in the TX BoS CoC identified as non-Hispanic/Latino. There was a similar percentage change in the Hispanic/Latino population experiencing homelessness as for the non-Hispanic/Latino population, as they increased by 21% and 20% respectively.

Total Homeless Population by Ethnicity

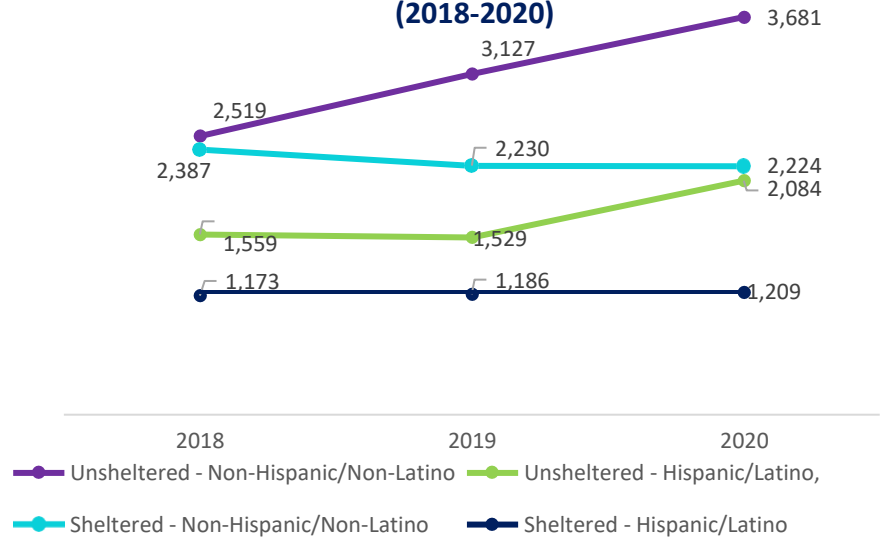


Annual PIT data from 2018-2020 show that the majority of both the sheltered and unsheltered populations identify as non-Hispanic/Latino. When comparing non-Hispanic/Latino and Hispanic/Latino populations experiencing sheltered and unsheltered homelessness, it is evident that the population that showed the highest increase in

population between 2018 and 2020 was the unsheltered non-Hispanic/Latino population, which increased by 46% over this time period. Even though the unsheltered Hispanic/Latino population also increased over this time period, the increase was lower (34%). On the other hand,

the sheltered non-Hispanic/Latino population decreased by 7% and the sheltered Hispanic/Latino population increased by 3% between 2018 and 2020.

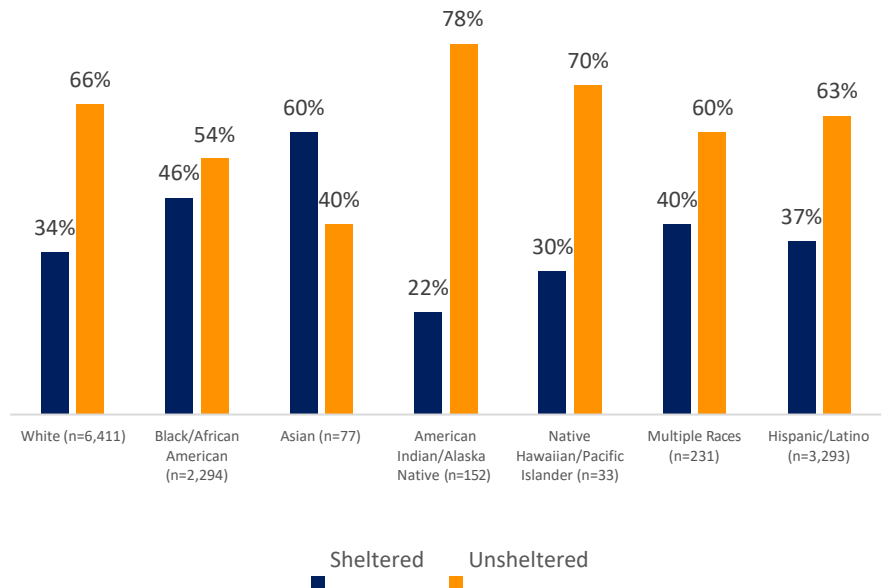
Total Homeless Population by Sheltered Status & Ethnicity over Time (2018-2020)



PIT data from 2020 indicates differences in the rates of sheltered and unsheltered homelessness by race and ethnicity. Based on the 2020 PIT count data, across all groups, with the exception of the Asian population, most persons homeless in the TX BoS CoC were unsheltered. People of color experiencing homelessness were more likely to be sheltered (in emergency shelters or

transitional housing) compared to White people.

2020 PIT Race/Ethnicity by Sheltered Status



The contrast is most evident for the Black or African American population, with 54% sheltered and 46% unsheltered. The one exception is for people who identify as American Indian or Alaskan Native, with 78% living unsheltered. The data for the White and Hispanic/Latino

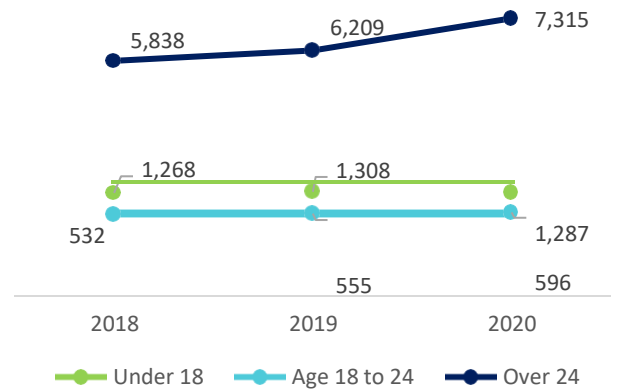
populations, which often overlapped, showed similar rates of people living sheltered and unsheltered. There was a smaller gap between the rate of Black or African Americans living sheltered and those living unsheltered. The widest gap between the unsheltered and sheltered populations was in the American Indian/Alaskan Native population, where 22% of them were sheltered, while 78% were unsheltered. This may indicate a need for further outreach to this specific group to improve sheltered numbers.

Age Groups

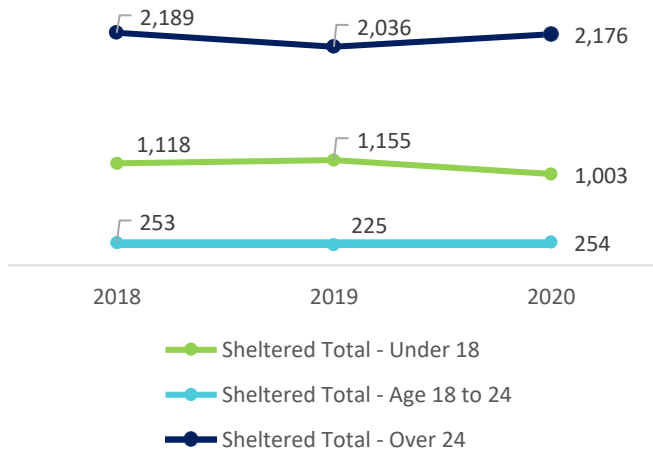
Persons of all ages are experiencing homelessness in the TX BoS CoC. As is the case nationwide, the majority of people experiencing homelessness are 24 years or older. While the number of young adults (ages 18-24) and children (under age 18) experiencing homelessness has remained stable, the adult population experiencing homelessness has increased 25% since 2018.

There has been a significant increase in the adult population living without shelter between 2018 and 2020, increasing from 3,649 to 5,139 (41%).

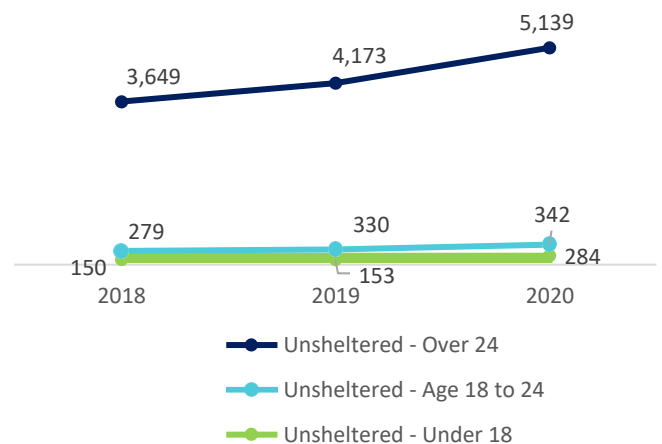
Total Homeless Population by Age over Time (2018-2020)



Sheltered by Age over Time (2018-2020)



Unsheltered by Age over Time (2018-2020)

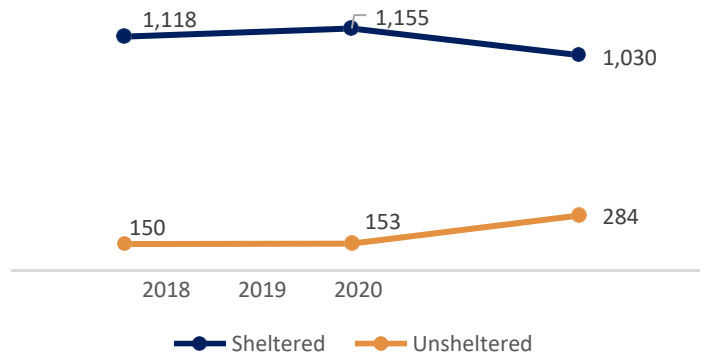


Even though the total numbers of youth and children living without shelter are lower, they are still increasing. While there was a 23% increase in homeless youth (ages 18-24), the population experiencing homelessness for children under 18 years of age has almost doubled (89% increase) between 2018 and 2020.

At the same time, the number of children living in shelters decreased by 11%. Which means there are an increasing number of children becoming homeless and living without shelter for the first time.

At least one of the providers we interviewed raised the issue of the undercounting of homeless youth, especially since parents are reluctant to report when their children are missing. National studies have shown youth experiencing homelessness often live in precarious housing situations and are much more transient than other populations. Corpus Christi, for example, commented that often homeless youth come in and out of their systems and are very hard to target with limited outreach services.

Sheltered/Unsheltered under age 18 Over Time (2018-2020)

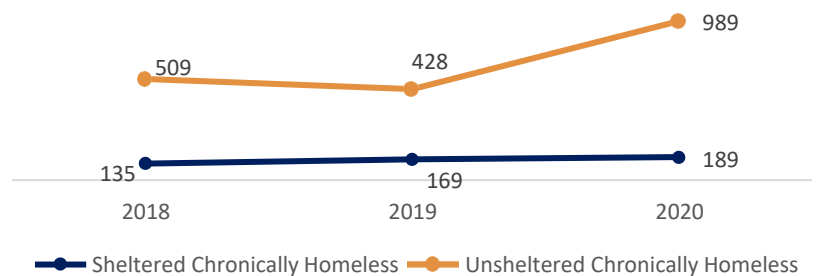


Chronically Homeless Population

According to PIT data, the number of people chronically homeless¹¹ almost doubled between 2019 and 2020, from 597 to 1,178 (97% increase). The trend was particularly visible in the case of the unsheltered chronically homeless population. Between 2018-2020, the unsheltered population increased by

94%. This represents a major gap in TX BoS CoC as it shows that the CoC is not successfully connecting these individuals to appropriate interventions such as permanent supportive housing.

Chronically Homeless Population Over Time (2018-2020)



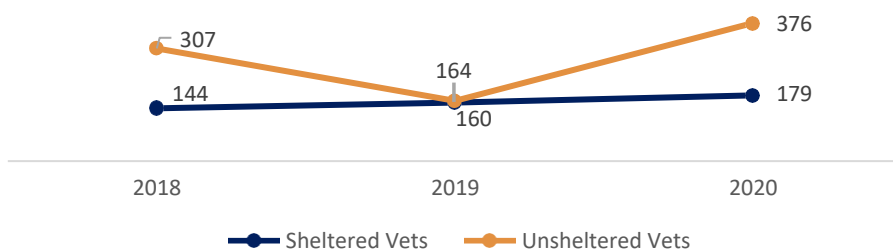
¹¹ “Chronically homeless” is defined in section 401(2) of the McKinney-Vento Homeless Assistance Act, 42 U.S.C. 11360 (McKinney-Vento Act or Act), as an individual or family that is homeless and resides in a place not meant for human habitation, a safe haven, or in an emergency shelter, and has been homeless and residing in such a place for at least 1 year or on at least four separate occasions in the last 3 years.”

Veteran Population

Similar to individuals experiencing chronic homelessness, though the overall numbers for veterans experiencing homelessness was on a decline prior to 2019,¹² the population of Veterans experiencing homelessness increased 71% (from 324 in 2019 to 555 in 2020).

The number of sheltered Veterans gradually increased between 2018 and 2020 (24% increase). However, the number for the unsheltered population has varied significantly throughout this time period: it decreased 47% between 2018 and 2019 but later increased by 129% between 2019 and 2020.

Veterans by Sheltered Status Over Time (2018-2020)



2. Populations Experiencing Homelessness by Region

This section examines the trends in population experiencing homelessness by region. Due to the large geographic area of TX BoS CoC, a regional analysis may provide a better picture of localized trends and differences in how individuals are experiencing homelessness throughout the regions. The analysis in this section is based on the raw numbers (not extrapolation) of PIT count surveys collected in 2020.

a) Overall Total Homelessness by Region

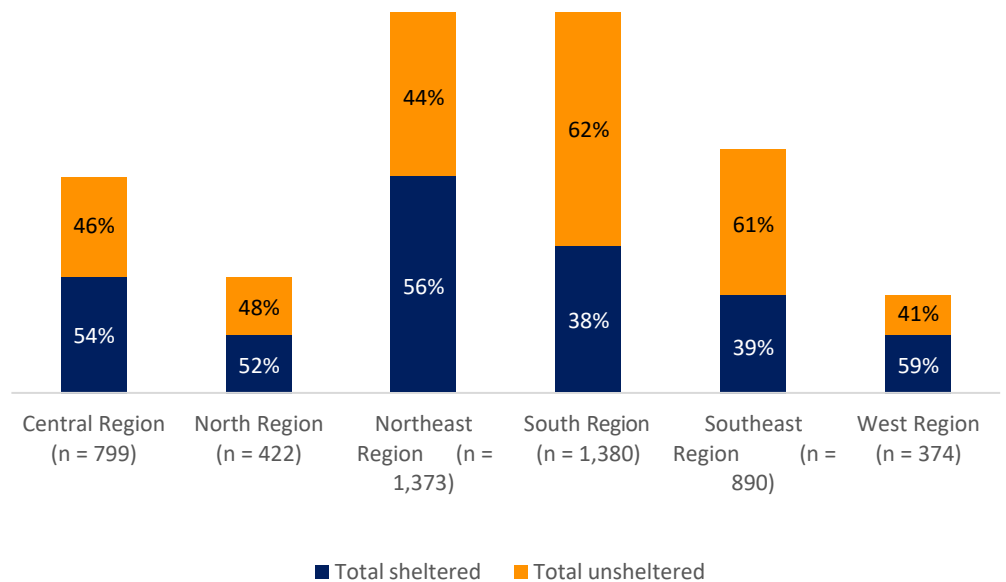
Sheltered vs. Unsheltered Homelessness

For 2020, the two regions with the highest numbers of people experiencing homelessness were the South and Northeast Regions, with a total number of 1,380 and 1,373 respectively. The sheltered and unsheltered population varied significantly between the two regions. In the Northeast Region, 44% of homeless people were unsheltered, while in the South Region 62% of people experiencing homelessness were unsheltered. The Southeast Region had similar rates of people experiencing unsheltered homelessness, as 61% of homeless people were unsheltered.

¹² Based on prior data, the number of homeless veterans in the Texas BoS decreased by 52% between 2017 and 2019.

The region with the highest percentage of sheltered population was the West Region, with a sheltered population of 59%.

Percentage Sheltered and Unsheltered by Region (2020)

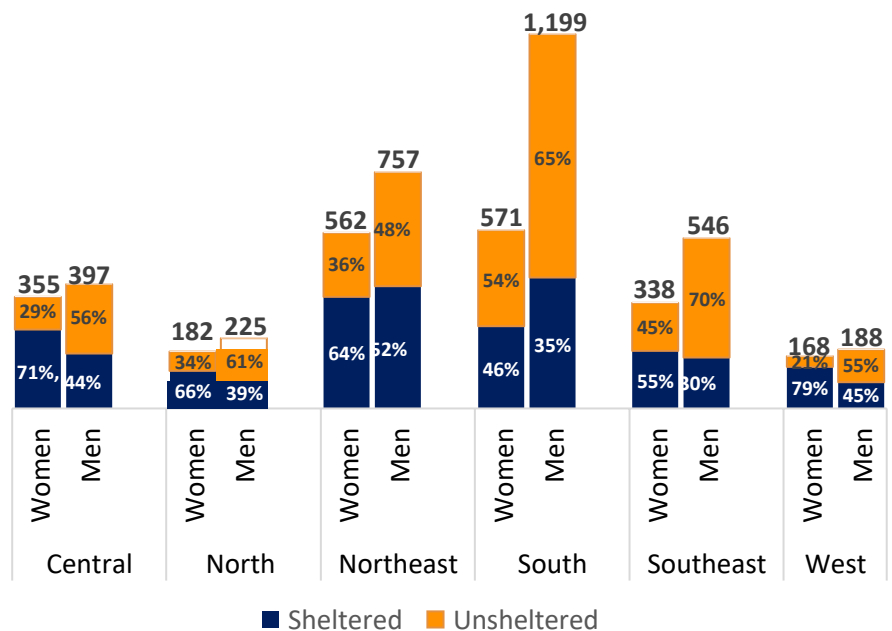


b) Demographic Trends by Region

Regional Gender Demographics

In all six of the regions, the majority of the men experiencing homelessness were in unsheltered locations, while in most regions the majority of women experiencing homelessness were in sheltered facilities. However, each region had a different level of disproportionality as the graph shows. One of the regions with the highest disproportionality was the West Region, where the total numbers of women and

Percentage Sheltered by Gender and Region

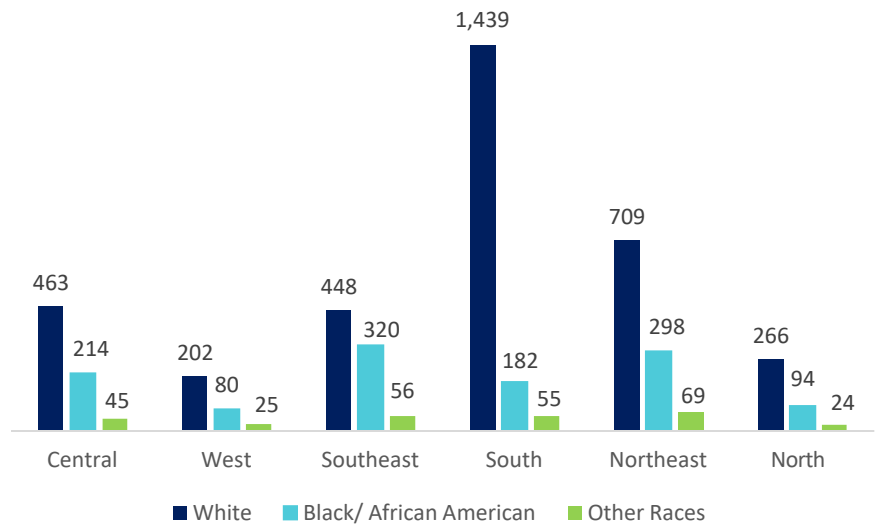


men experiencing homelessness were similar (168 women and 188 men). In this region, 79% of women were sheltered, compared to 45% of men that were sheltered. The Central Region shows a similar trend, as 71% of women were sheltered, while 44% of men were sheltered.

Regional Racial and Ethnic Demographics

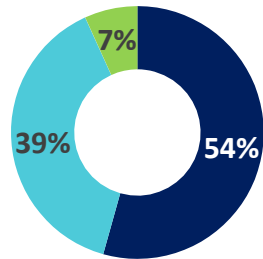
There are varying patterns regarding race and ethnicity throughout the six regions. This section focuses narrowly on White, Black or African American, and Hispanic/Latino groups. Due to small sample sizes of racial categories other than White and Black, this section groups the following groups under other: Asian, American Indian & Alaska Native, Native Hawaiian & Other Pacific Islander, and Multiple Races.

Racial Demographics by Region



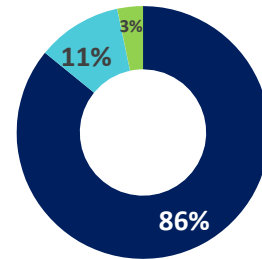
Based on the 2020 PIT data, most persons experiencing homelessness throughout all six regions identify as White. However, in some regions, the Black or African American population also has a significant percentage of persons experiencing homelessness. As the graphs illustrate, the

Racial Demographics in the Southeast Region



■ White ■ Black/ African American ■ Other Races

Racial Demographics in the South Region



■ White ■ Black/ African American ■ Other Races

region with the highest percentage of Black or African American homeless population is the Southeast Region, where 39% of the population is Black. On the other hand, the region with the highest percentage of White homeless population is the South Region. As the graph below shows, most homeless people in that region identify as Hispanic/Latinos.

When analyzing the homeless population in each region by

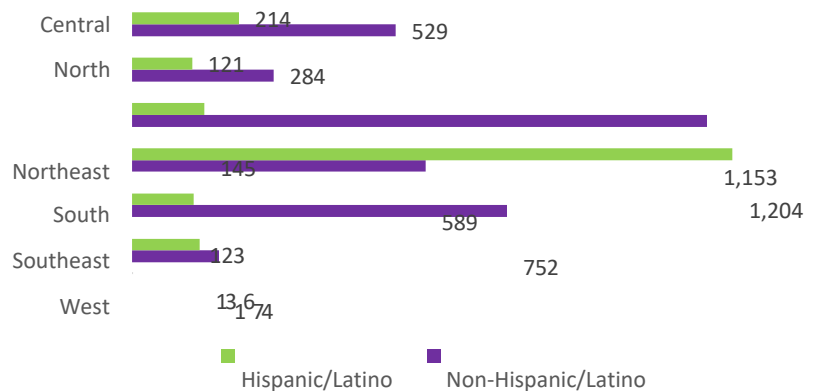
ethnicity, we found that the non-Hispanic/Latino exceeds the Hispanic/Latino population in all

regions, except for the South Region, where 67% of homeless people identify as Hispanic/Latino. On the other hand, the region with the lowest percentage of

Hispanic/Latinos in the homelessness system is the

Northeast region, where this population comprises 11% of the total homeless population.

Homeless Population by Ethnicity and Region

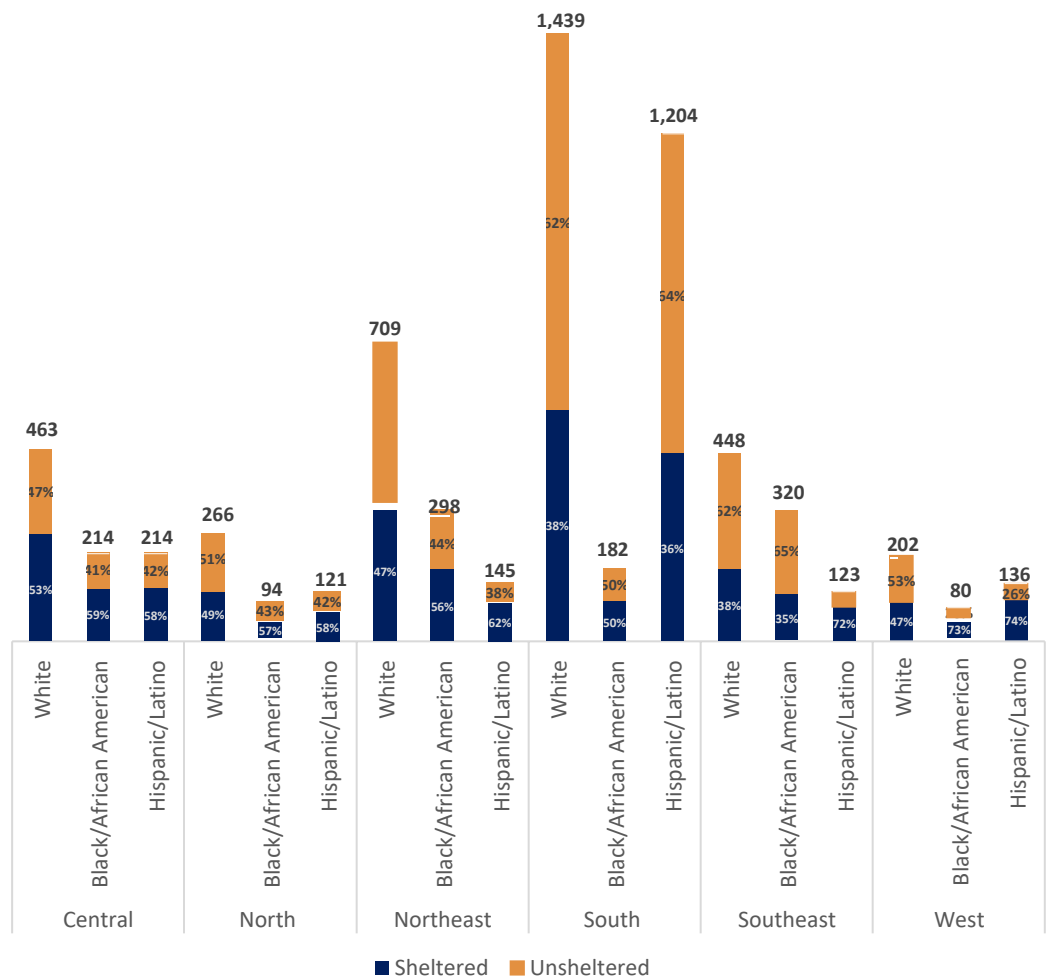


As the graph to the right indicates,¹³ throughout most regions, the majority of Black or African American persons experiencing homelessness were sheltered. The region with the highest percentage of sheltered Black or African American homeless persons was the West Region, where 73% of Black or African American

persons were living sheltered, although this was also the region with the smallest Black population. The region where most Black or African American persons were living unsheltered was the Southeast Region, where 65% of Black homeless individuals were living unsheltered.

The region with the highest number of Hispanic/Latinos experiencing homelessness was by far the South Region. Most of the Hispanic/Latino homeless population in this region (64%) was unsheltered. In all

Racial/Ethnic Demographics by Shelter and Region



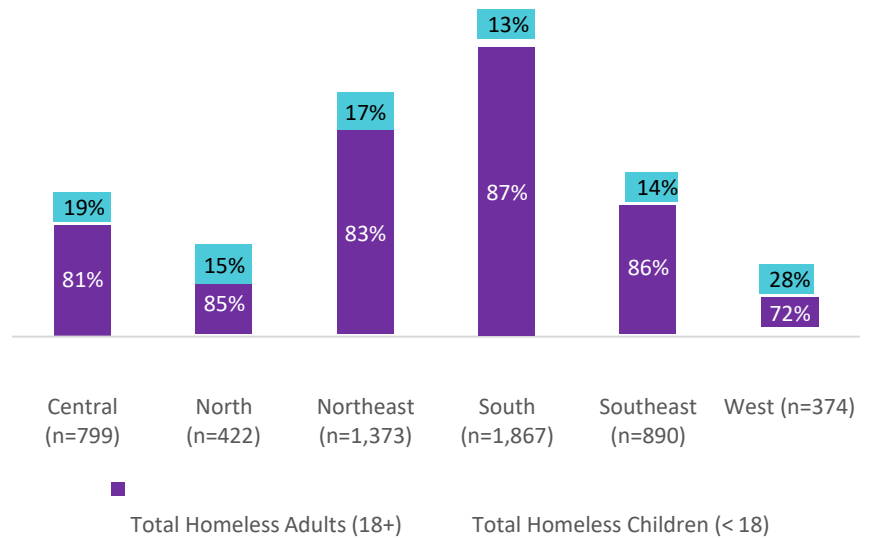
of the other regions, where the Hispanic/Latino population was significantly lower, most homeless persons were sheltered.

¹³ The graph combines two racial categories (White and Black or African American) and one ethnic category (Hispanic/Latino). As previously explained, the racial categories overlap with the ethnic categories, particularly in the case of the White racial category and the Hispanic/Latino ethnic category.

Regional Age Group Demographics

Throughout all of the regions, the majority of people experiencing homelessness were adults (age 18 and over). However, the proportion of homeless adults and children varied by region. The West Region showed the greatest percentage of children experiencing homelessness, as 28% of people experiencing homelessness were children. As section VI. C. shows, the West

Homeless Population by Age and Region



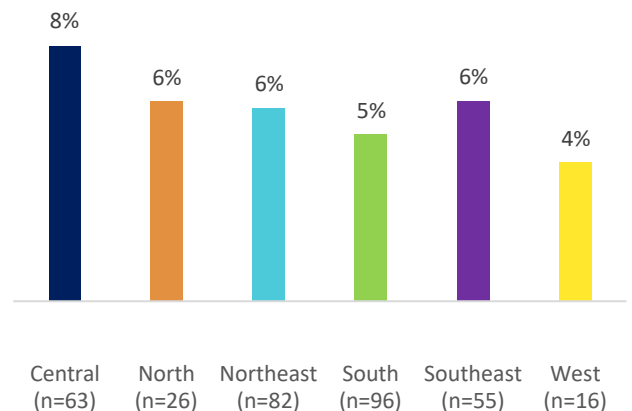
Region is the region with the smallest number of overall beds.

The regions with the lowest rates of children experiencing homelessness were the South (13%), Southeast (14%), and North (15%) Regions.

Veterans

The region with the highest percentage of Veterans experiencing homelessness was the Central region, where 8% of people (63) experiencing homelessness were Veterans. The higher percentage of Veterans in this region may be influenced by centers, such as the Joint Base in San Antonio and the V.A. Medical Center in Austin. The region with the lowest rate of Veterans experiencing homelessness was the

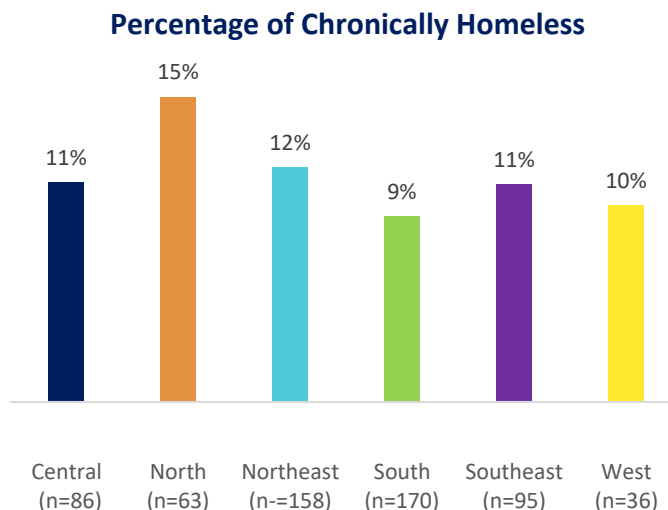
Percentage of Homeless Veterans



West Region, where 4% of people (16) experiencing homelessness were Veterans.

Chronically Homeless

The region with the highest percentage of chronically homeless persons was the North, where 15% of people (63) experiencing homelessness were chronically homeless. On the other hand, the region with the lowest percentage of chronically homeless was the South, where 9% (170) of people experiencing homelessness were chronically homeless.



3. Recommendations: Addressing Disparities in Homelessness Across Certain Populations

With the identified disparities and/or impacts of homelessness on specific populations served by the TX BoS CoC, there are a number of recommendations that the community could consider undertaking:

Recommendations	
1. Webinar Series	Host webinars for LHCs and their partners highlighting how communities have developed unsheltered plans, with time for local communities to identify how this could be adopted locally.
2. Conduct Additional Analysis	Conduct further analysis to determine whether there are any clear causes of disparities at a regional level. Are there some regions with greater increases than others? Target those regions that data shows some greater increases in homelessness by county. The analysis could include local economic changes (e.g., changes in job growth by county/region), changes in local county policies and ordinances, and changes in programs and services within the homeless system of care.
3. Population focused work	Consider establishing a workgroup or focus group within the TX BoS CoC to look at disparate impact of homelessness on children and Black or African American individuals. Having more consistent and complete data can help the TX BoS CoC determine if the incidence of homelessness across both populations is a reflection of the entire CoC, or only in some communities. Consider a pilot project in a region with a high percentage of Black or African Americans experiencing unsheltered homelessness (e.g., the Southeast Region) and work

more closely with service providers, provide them some technical assistance, and consider providing a small amount of funding for problem solving.

C. Housing Availability Across the TX BoS CoC

This section assesses the gap between the needs of individuals experiencing homelessness and the TX BoS CoC's homeless bed/unit capacity over time.

Key findings include:

- Temporary beds across the entire TX BoS CoC far exceed permanent beds.
- Four out of the six regions increased their total bed capacity from 2019 to 2020 (with a high 27% increase in both the Central and Northeast Regions).
- Despite the increases in total bed capacity, all six regions had over 40% of people experiencing homelessness living unsheltered.
- PSH units remained relatively stable or increased slightly and RRH units increased at an encouraging rate.

1. Housing Stock of TX BoS CoC over Time (2018-2020)

From 2018 to 2020, while the overall housing stock in the TX BoS CoC has increased by 9% (from 6,737 to 7,316 total beds),¹⁴ there was a corresponding 20% increase in the number of individuals experiencing homelessness (from 7,638 in 2018 to 9,198 individuals in 2019).¹⁵ As explained in section IV, the number of homeless individuals is likely significantly higher than that, given the lack of PIT data from the majority of the TX BoS CoC counties.

There are four types of homeless-dedicated housing interventions that are examined:

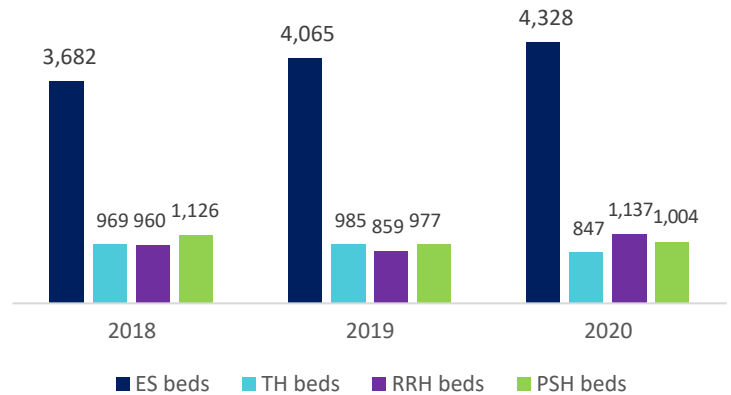
- ❑ **Emergency Shelter:** Emergency Shelters are facilities that provide temporary shelter for individuals experiencing homelessness in general or for specific subpopulations. They are often short-term, providing night-to-night accommodations, with beds filled and turned over on a regular basis and do not require occupants to sign leases or occupancy agreements.
- ❑ **Transitional Housing:** Transitional Housing provides longer temporary housing at a facility, for up to 24 months. This housing intervention is generally accompanied by intensive supportive services and is intended to provide interim stability to successfully move individuals to permanent housing
- ❑ **Rapid Rehousing (RRH):** Rapid Rehousing connects individuals and families to permanent housing through housing search and relocation services and time-limited financial assistance, typically in the form of short-term rental assistance, with the intention that participants are able to become self-sufficient and transition to paying their full rent over time.
- ❑ **Permanent Supportive Housing (PSH):** Permanent Supportive Housing provides indefinite housing or rental assistance to individuals with greater levels of need, including persons experiencing chronic homelessness and persons with disabilities. Similar to transitional housing, this intervention is combined with supportive services.

¹⁴ All data in this section is based on the Housing Inventory Count data. From 2018-2019 this data was accessed via HUD Exchange. For 2020, this information was accessed via THN.org.

¹⁵ Based on extrapolated PIT data from 2018 to 2020.

In 2020, the majority of the TX BoS CoC’s housing stock was in emergency shelter (59%). The next highest type of housing stock was Rapid Rehousing (RRH) at 16%. Transitional housing and Permanent Supportive Housing (PSH) each comprised less than 15% of beds (12% and 14% respectively). The higher proportion of emergency shelter beds compared to PSH beds did not fluctuate much over time. From 2018 to 2020, emergency shelter beds comprised more than 50% of total beds while the percentage of PSH beds dropped slightly from 17% in 2018 to 16% in 2020. Transitional Housing and RRH remained fairly stable across the three-year time period.

Number of Beds by Housing Type Over Time (2018-2020)



2. Housing Stock by Region over Time (2019 -2020 Compared to PIT)

It is difficult to discern an accurate breakdown of beds across the six regions, since HUD tracks HIC data by the county in which an agency is located and not by the exact location of its individual housing beds. In many cases, an agency will maintain beds across multiple counties—and in turn, multiple regions. However, data from the HIC below can still provide an understanding of the availability of beds across regions.

The change in total number of beds varied by region as shown in Table 2 below. While the Central, Northeast and Southeast Regions saw more significant increases (19% or higher), the North Region only gained 5% in total beds. At the same time, both the South and West Regions saw slight declines in their total beds.

Table 2– Change in Total Number of Beds by Region (2019-2020)

Region	2019	2020	Change
Central	1,097	1,395	27%
North	761	797	5%
Northeast	1,525	1,936	27%
South	1,700	1,665	-2%
Southeast	655	780	19%
West	577	535	-7%

With full and accurate data from a PIT count, comparison between the available housing stock and total individuals experiencing homelessness can be a measure of whether the TX BoS CoC is leveraging the housing it does have available to its maximum capacity in order to help individuals move into sheltered housing.

Because the actual TX BoS CoC PIT count by region is not comprehensive, however, with one in every four counties participating in 2020, it is difficult to generalize about the population to bed ratios. Table 3 indicates that in all regions except for the Southeast Region, the total number of beds available in each region was greater than the total number of individuals counted during the PIT as experiencing homelessness. Because so few counties participated in the PIT, however, the number of unsheltered individuals by region likely exceeds the available bed count.

Table 3 – Total Beds in 2020 Compared to Total Homeless and Percentage Sheltered 2020

Region	Total Beds 2020	Total Homeless 2020	Percent Sheltered 2020	Percent Unsheltered 2020
Central	1,395	799	54%	46%
North	797	422	52%	48%
Northeast	1,936	1,373	56%	44%
South	1,665	1,380	38%	62%
Southeast	780	890	39%	61%
West	535	374	59%	41%

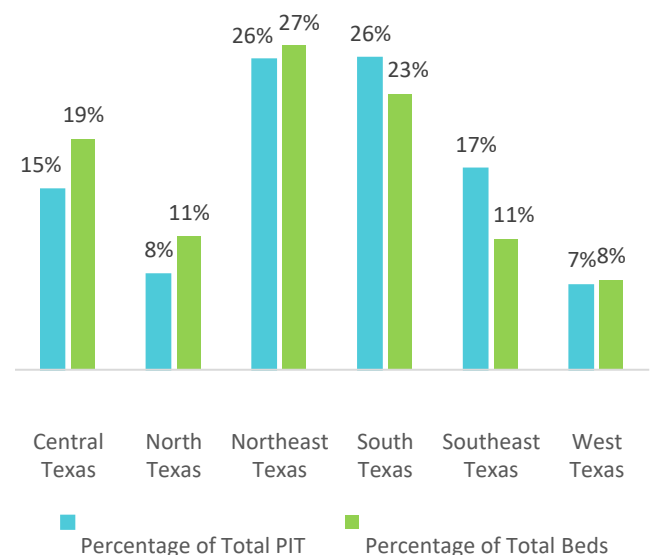
Comparison TX BoS CoC PIT Count to Temporary and Permanent Total Beds

Based on the PIT count from 51 of the 215 counties, each region’s share of the non-extrapolated PIT count compared to its percentage share of total beds is relatively comparable as shown in the chart to the right. The graph indicates that the number of beds generally allocated within each region is proportionate to the size of the homeless population within that region. The problem with just looking at that data is that many of the regions have very few counties that report PIT data. For example, in the North Region, three of the fifty-seven counties’ data

are available identifying people experiencing homelessness in the region. The proportions

identified in the graph are skewed, in that we have

Percentage Share of Overall CoC PIT Count vs Percentage Share of Total Beds by Region (2020)



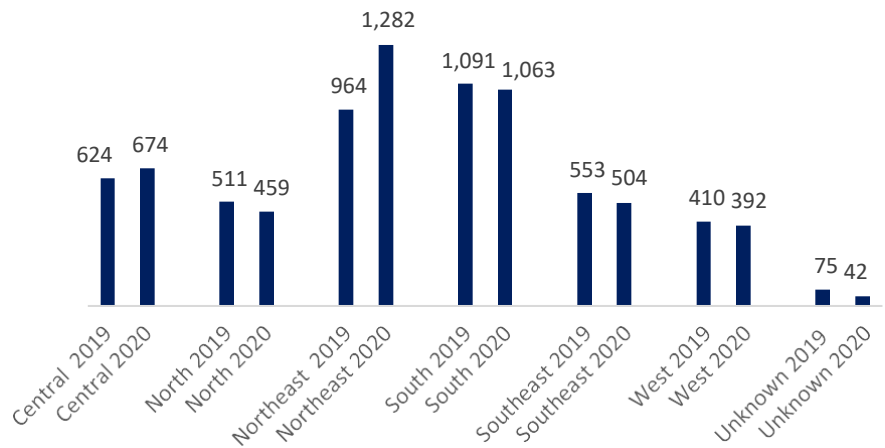
100% of data about available beds in the region (through HIC), but 5% of data about people experiencing homelessness (three of fifty-seven counties).

Even if we did have 100% of county PIT data, the data does not necessarily mean that the number of beds within each region is sufficient. Bed to person ratio does not address bed distribution or bed capacity. But even looking simply at bed to person ratios, the region with the largest discrepancy between percentage share of overall PIT and percentage share of total beds is Southeast Texas. There, the percentage of total beds is 6% lower than the percentage share of Total PIT. This may suggest an opportunity to focus on increasing the number of beds within this region to better meet the needs of the community.

Change in Emergency Shelter Beds by Region

As shown in the graph, all regions except for the Central and Northeast Regions had a slight decrease in emergency shelter beds between 2019 and 2020. The biggest change in the overall number of emergency shelter beds was accounted for in one region – Northeast Region – which had a 33% increase in emergency shelter beds.

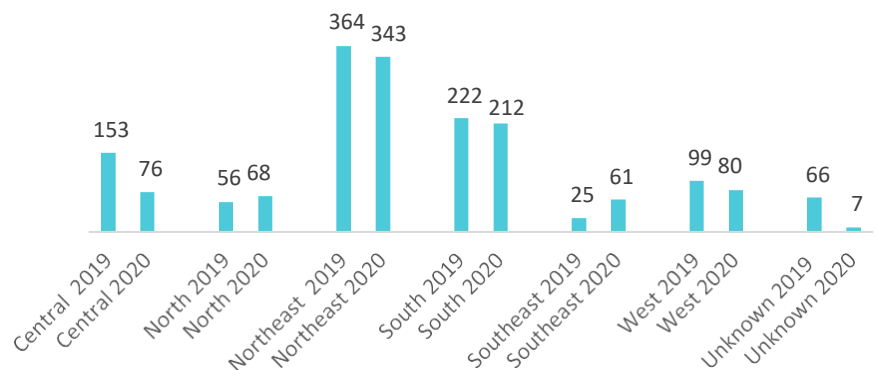
Change in Total Emergency Shelter Beds by Region (2019-2020)



Change in Transitional Housing Beds by Region

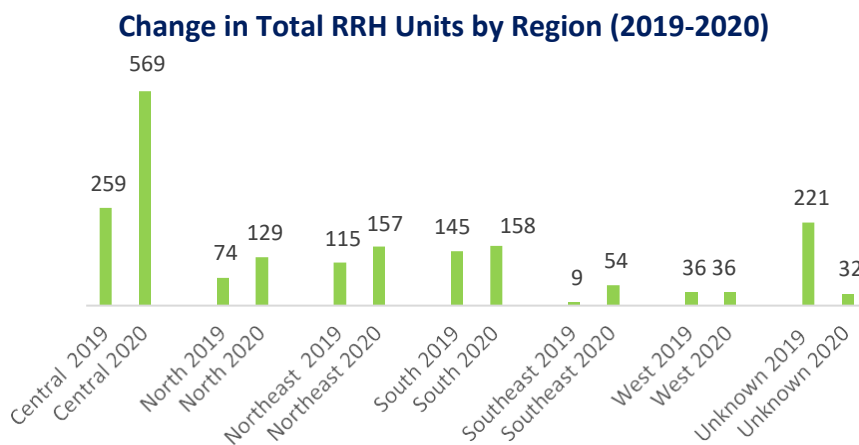
The change in transitional housing beds varied across the regions. Transitional housing beds increased in both the North and Southeast Regions (by 21% and 144% respectively). All other regions saw a decline in transitional housing beds with the Central Region having the greatest decrease (50%).

Change in Total Transitional Housing Beds by Region (2019-2020)



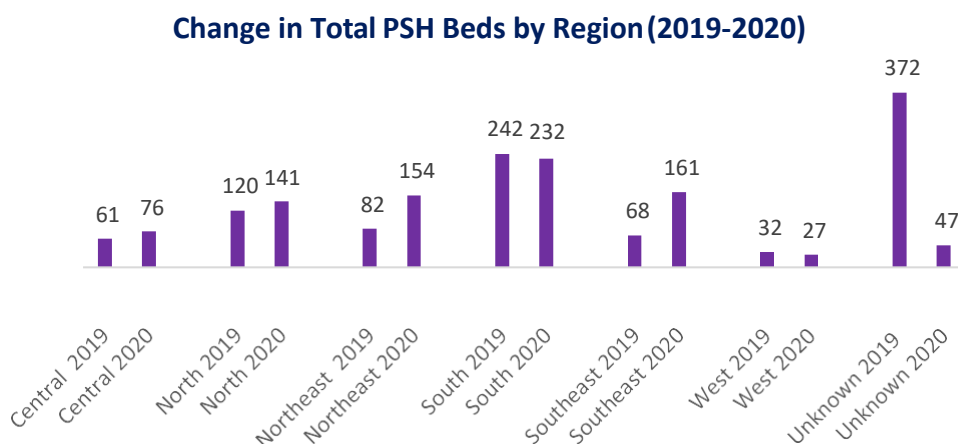
Change in Rapid Rehousing Units by Region

In five out of six of the regions, total RRH units increased, aligning with the TX BoS CoC-wide trend of increase in RRH units. In the West Region, the number of RRH remained the same. The Central Region saw the biggest increase in the number of RRH units from 259 to 569 (120% increase). The Southeast Region had the greatest percentage increase of beds (500% from 9 to 54 units).



Change in Permanent Support Housing by Region

PSH units increased in most regions, although the South and West Regions saw a slight drop in PSH units. The regions with the highest increases were the Northeast and Southeast



Regions (88% and 137% increases respectively).

3. In-Depth Analysis of 2020 HIC Count

This section provides an in-depth analysis of the housing inventory in the TX BoS CoC coverage area in 2020, specifically examining the distinct populations served by each bed type along with utilization rates within each bed type.

One of the things that is striking is the wide range of inventory of beds across the regions. In the 2020 HIC count, there are a number of **key findings**:

- There is a disproportionate number of temporary shelter beds compared to permanent beds.
 - A significant number of housing beds are temporary shelter beds.
 - There are a limited number of permanent housing options.

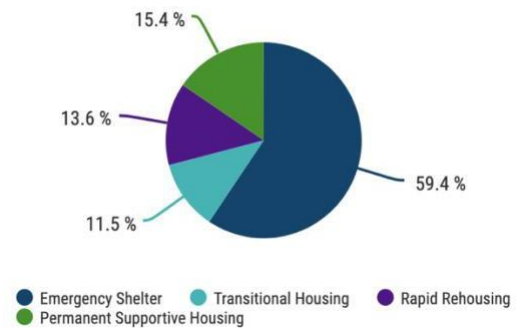
- Many of the permanent housing beds that exist in the TX BoS CoC coverage area are PSH beds dedicated to Veterans or people who are chronically homeless.
- Permanent housing beds across the TX BoS CoC are close to or at full occupancy.
- At the same time, there are low utilization rates in emergency shelters:
 - More than half (53%) of the emergency shelters had occupancy rates below 65% at the time of the HIC.
 - Five shelters (5%) were 100% occupied on the date of the HIC.
- There is a high proportion of emergency shelters dedicated to domestic violence (DV) survivors:
 - More than 40% of the emergency shelters (thirty-nine) are dedicated to survivors of domestic violence, crimes, or sexual assault.
 - More than half of those (64%) had low utilization rates.
 - Three shelters (8%) were 100% occupied on the date of the HIC.
- In contrast, a small percentage of shelters in TX BoS CoC are accessible by anyone experiencing homelessness:
 - Less than 22% of emergency shelters (21) serve individuals and families (All).
 - One of those shelters was at 100% capacity at the time of the HIC
- A more participatory PIT count across the entire TX BoS CoC could help better understand whether the bed distribution that currently exists by region is sufficient to meet the needs of people experiencing homelessness in each region.
- Utilization rates need to be evaluated to determine whether they are a result of poor data quality or actual utilization issues.

a) Total HIC Bed Distribution

One measure of a community’s ability to serve people experiencing homelessness is reflected in bed distribution. With the ultimate goal to provide people with permanent housing, which includes PSH and RRH, in most communities there are not enough permanent housing beds to serve all those in need. Emergency shelters and transitional housing are temporary solutions that provide shelter to individuals on a short-term basis until they can obtain a more permanent living situation.

In the TX BoS CoC, there are far too few beds available for people to obtain permanent housing. For the entire TX BoS CoC, the temporary beds – emergency shelter beds and transitional housing beds – represent **71%** of all the beds in the entire TX BoS CoC. Throughout the 215 counties, **29%** of all the beds are permanent beds (PSH and RRH); less than one in three beds.

2020 Housing Inventory (HIC) Total: TX BoS



Moreover, the PSH and RRH beds that are available are almost 100% full. With very few new permanent housing solutions coming online in the TX BoS CoC, there are limited options to move people from temporary shelter to permanent placements.

While the analysis below indicates that during the HIC in January 2020 (pre-pandemic) many shelters were not at capacity, our interviews with people occurred after the pandemic took root in the community. An important caveat about 2020's HIC is that it occurred before the country was dealing with COVID. The utilization rate in normal times may be very different today, given the COVID crisis, high unemployment, and evictions. Homebase's analysis of bed distribution and utilization reflects gaps in emergency shelter capacity and use pre-pandemic and does not necessarily reflect the current situation that the TX BoS CoC is facing due to COVID.

Homebase interviewed a number of individuals experiencing homelessness from different regions of the TX BoS CoC. Many of them indicated that they ended up in the smaller communities in Texas after becoming homeless in larger urban areas (e.g., Houston and Dallas), to avoid the crime and violence in the bigger cities.

Overall, they shared a number of overall concerns. The number one issue that everyone identified was that there isn't enough housing. Secondly, they raised concerns that there are not a sufficient number of shelters, especially for single adults. A number of people said that there aren't sufficient temporary shelters for singles; that most of the shelters focus on families. For example, in the Northeast Region, individuals said that there were only 2 shelters for single individuals in an entire three-county region. Further, when there are shelters, they aren't low-barrier.

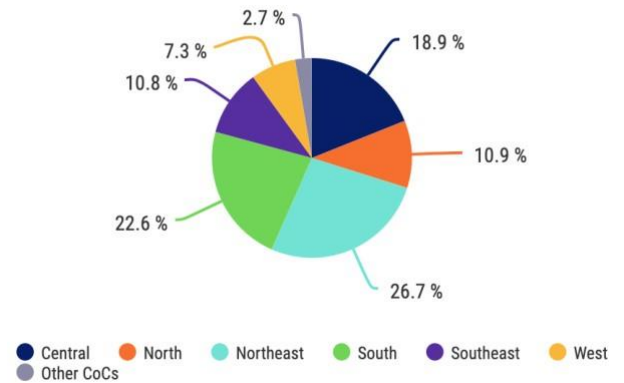
“The homeless community in general is not very kind to singles, especially in small towns.”

We also conducted our interviews with service providers after COVID had begun. In some instances, their comments did not reflect the pre-pandemic data that we analyzed. For example, some providers indicated that the number of Veterans experiencing homelessness has surged during the time of COVID. The number of single males in their 40s through 60s was also on the rise. One shelter provider running a low-barrier shelter said that since COVID, shelters are becoming so overcrowded that it is not safe. These observations do not necessarily match the data analysis based on pre-COVID numbers (January 2020).

b) Total HIC Bed Distribution by Region

Because TX BoS CoC covers such a significant part of Texas, it is helpful to understand bed distribution by the six regions (see Appendix A for a breakdown of counties by the six regions). People experiencing homeless who are served by the CoC, are sheltered in beds throughout all six regions (and in a few limited cases, are sheltered in beds of other CoCs). However, some regions offer more beds than other regions. For example, the Northeast Region includes 17% of the counties (36 of 215), but it hosts more than one quarter (27%) of all the beds in the entire TX BoS CoC. In contrast, the West Region includes 16% of the counties (35 of 215) and houses 7% of all available beds in TX BoS CoC.

2020 HIC: Total Beds by Region (TX BoS)



Another reason why it would be beneficial for the TX BoS CoC to know the number of people experiencing homelessness in each of the regions, is to be able to more accurately understand if the bed distribution is sufficient to meet the need. While we recognize that some regions in the TX BoS CoC have far fewer people living in the general population compared to other parts of the state, information about the homeless population in those communities is unknown given the lack of participation in the PIT Count. With limited PIT data, Homebase did not have sufficient information to be able to compare bed distribution to need based on real data about people living unsheltered.

c) Bed Distribution by Housing Intervention across the Six Regions

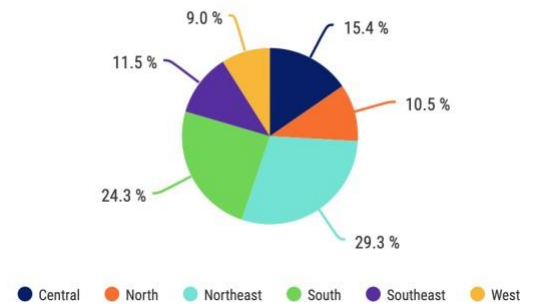
Bed Distribution by Housing Type

Bed distribution is not equal across the regions. Some regions provide more beds than others. Many of the regions do not have sufficient bed availability altogether. Because Homebase did not have PIT data for most of the counties in the regions, we have been able to map the distribution, but are unable to make comparisons based on a region's population and needs.

Emergency Shelter Bed Distribution across the Six Regions

Given the rising unsheltered population in the TX BoS CoC, emergency shelter beds are of high value. Close to one in three of the emergency shelter beds is located in the Northeast Region. Less than one in ten are located in the West, with little more in the North and Southeast regions. Together two regions – Northeast and South – have more than half of the emergency shelter beds.

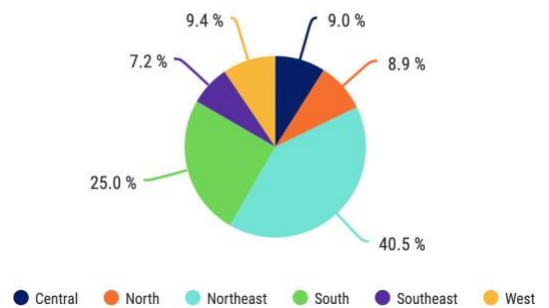
2020 HIC: Emergency Shelter Beds by Region (TX BoS)



Transitional Housing Bed Distribution across the Six Regions

Similar to the distribution of emergency shelter beds, transitional housing opportunities are mostly available in the Northeast and South Regions.

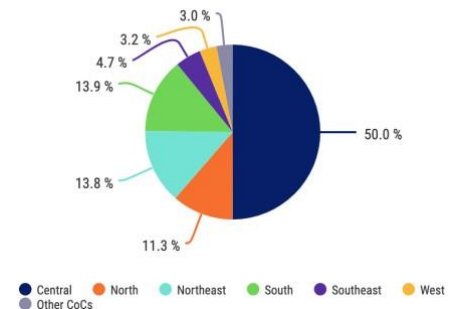
2020 HIC: Transitional Housing Beds by Region (TX BoS)



Rapid Rehousing (RRH) Bed Distribution across the Six Regions

In contrast to temporary shelters, RRH beds in the TX BoS CoC are mostly located in the Central Region. A full half of all the RRH beds are located in the Central region. Very few of these permanent options are available in most of the TX BoS CoC.

2020 HIC: Rapid Rehousing Beds by Region (TX BoS)



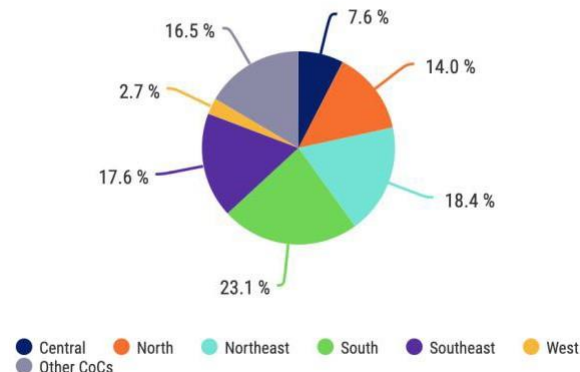
Permanent Supportive Housing (PSH) Bed Distribution across the Six Regions

Permanent Supportive Housing (PSH) is the most widely distributed type of housing, located throughout the TX BoS CoC. While the majority are located in the Northeast and South Regions, the remaining regions have a higher percentage of PSH than other types of beds (except for the West Region).

There is variation across the regions depending on the type of beds that are available. In some regions, like the Central Region, there is close to an equal distribution of beds that are temporary and beds that are permanent. In most of the other regions, however, there is a dearth of permanent beds as compared to temporary beds.

What that may indicate is that there is insufficient capacity in those communities to move people out of temporary shelter into more permanent housing. Being unable to move people to permanent solutions means that people need to stay in temporary shelters longer or they are moved out of the temporary shelters and end up living unsheltered. In the TX BoS CoC, there is a growing number of people experiencing homelessness who are living without shelters.

2020 HIC: Permanent Supportive Housing Beds by Region (TX BoS)



Bed Distribution by Region

For each region, the distribution of housing beds shows that in some areas there is a greater distribution across all bed types than in others.

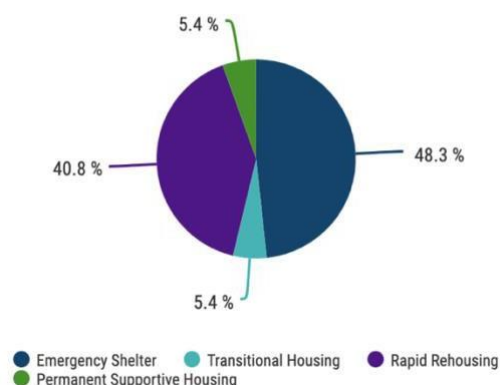
Central Region Bed Distribution

The Central Region has a fairly equal distribution of temporary to permanent housing beds available. It is the only Region in the entire TX BoS CoC that has an equal distribution.

The permanent beds – PSH and RRH – located in the Central Region represent 30% of all the permanent beds in the CoC. Temporary beds in the Central Region (emergency shelter beds and transitional housing beds) represent 14% of the entire temporary beds in the CoC.

Another aspect of the Central Region is that the availability of temporary housing and permanent housing is balanced, approximately 50% for each type, unlike other regions, most of which have significantly more temporary housing than permanent housing.

2020 HIC: Central Region Distribution (TX BoS)



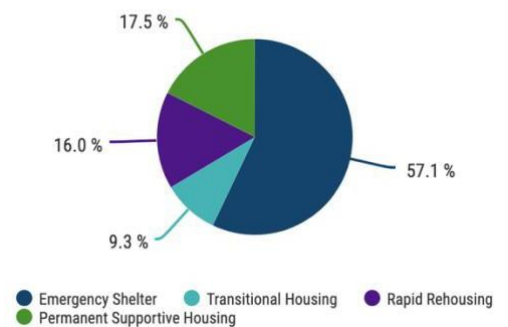
North Region – Bed Distribution

One third of the beds in the North Region are dedicated for permanent beds. Two out of every three beds in the region are temporary.

The permanent beds and the temporary beds in the North Region each represent 10% of the corresponding beds in the entire CoC.

For the North Region, for every three beds available, one of those beds is a permanent bed.

2020 HIC: North Region Distribution (TX BoS)

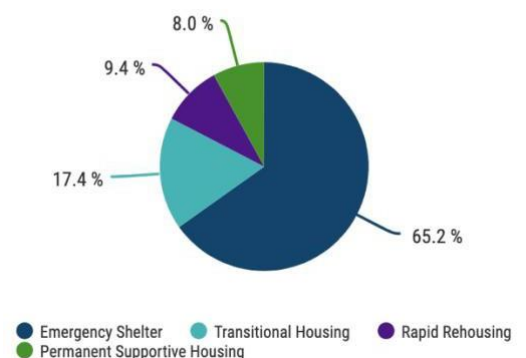


Northeast Region – Bed Distribution

The temporary beds in the Northeast region represent 31% of all temporary beds in the entire CoC. At the same time, the permanent beds in the Northeast region make up 16% of the permanent beds in the CoC.

Total of more than 82% of the Northeast Region is temporary housing and 19% of housing available in the Northeast Region is permanent housing. For every five temporary beds in the region, there is one permanent bed.

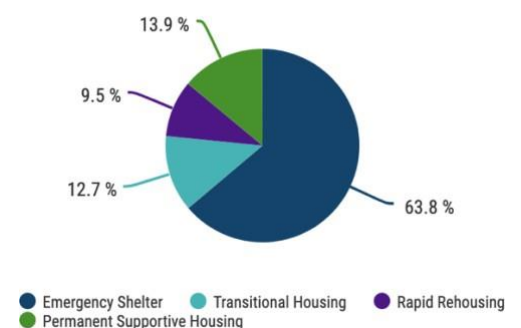
2020 HIC: Northeast Region Distribution



South Region – Bed Distribution

The temporary beds in the South Region represent almost one quarter of all temporary beds in the entire CoC. At the same time, the permanent beds in the South Region make up 18% of the permanent beds in the CoC. A full three quarters of the beds in the South region are temporary beds, compared to ¼ of beds that are permanent.

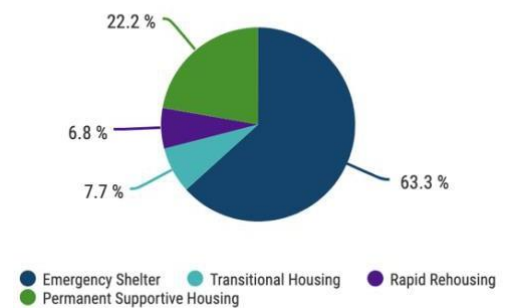
2020 HIC: South Region Distribution



Southeast Region – Bed Distribution

The permanent beds and the temporary beds in the Southeast Region each represent 11% of the corresponding beds in the entire CoC. Seventy percent of the beds in the region are temporary beds, while 30% are permanent housing beds.

2020 HIC: Southeast Region Distribution

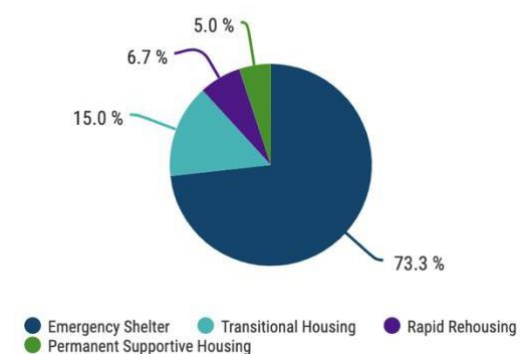


West Region – Bed Distribution

The permanent beds – PSH and RRH – located in the West Region represent 3% of all the permanent beds in the CoC. Not much better, temporary beds in the West Region (represent 9% of the entire temporary beds in the CoC).

Almost 90% of the beds in the West Region are temporary beds. One out of ten beds available is a permanent housing bed.

2020 HIC: West Region Distribution



d) Emergency Shelter Distribution and Bed Utilization Rates

Bed utilization rates measure bed occupancy. For emergency shelters, the utilization rate represents the percentage of beds that are occupied on a given night or on an average night over a period of time. According to HUD’s Annual Homeless Assessment Report (AHAR), a low utilization rate is below 65%.

Utilization rates can be a sign of poor data quality. If people aren’t entering data into the HMIS accurately, occupancy may appear lower or higher than it actually is. If the HMIS data quality is accurate, low utilization rates can provide the CoC with an opportunity to work with their local communities to create new goals for capacity, evaluate shelter barriers, and consider transitioning to low-barrier shelters.

In the TX BoS CoC, occupancy rates are measured at the time of the PIT and HIC counts. Emergency shelters, transitional housing facilities, RRH, and PSH sites report on a specific day in January each year how many beds are unoccupied. In January 2020, throughout the TX BoS CoC coverage area,

- There were sixty-three temporary facilities that had utilization rates of less than 65% (fifty emergency shelters and thirteen transitional housing facilities)
- Of the 4,374 emergency shelter beds, 36% (1,563) were unoccupied
- Of the 847 transitional beds, 27% (225) were unoccupied
- Of the total 5,221 temporary beds (5,221), 34% (1,788) were unoccupied
- In contrast, most of the RRH and PSH sites were at 100% occupancy.

Permanent Housing: There are 26 PSH sites with 1,004 beds and 40 RRH sites with 1,134 beds spread throughout the TX BoS CoC. The CoC is making the most of the permanent housing available to its community. One hundred percent of available RRH beds were occupied as of January 2020. Ninety-six percent of all the PSH beds were occupied. The majority of permanent housing beds are dedicated to serving people who are chronically homeless and/or are Veterans.

Emergency Shelters: In contrast, more than half of the emergency shelters (50 of 94) had low utilization rates when bed utilization was counted in January 2020.

- For the entire coverage area, there were 94 emergency shelters
 - Fifty of those shelters had 65% occupancy or less (53% of the shelters)
 - Three of the shelters were empty (3% of the shelters)

Of the 94 emergency shelters:

- Twenty-one shelters serve individuals and families (All). Of these twenty-one shelters, eight had 65% or less occupancy (38% of the shelters)
- Thirty-nine shelters serve survivors of domestic violence, sexual assault, or other crises. Of these thirty-nine shelters, twenty-five had 65% or less occupancy (64% of the shelters)
 - Nine shelters serve families. Three had 65% or less occupancy (33% of the shelters)
 - Six shelters in the TX BoS CoC serve women and their children/families. One had 65% or less occupancy (17% of the shelters)
 - Nine shelters in the TX BoS CoC serve youth. Six had 65% or less occupancy (67% of the shelters)
- Ten shelters serve other populations (e.g., men only, women only, refugees only, etc.). Seven had 65% or less occupancy (70% of the shelters)

The occupancy rate of a shelter doesn't completely tell the full picture of how many beds are empty. Some shelters are small and have the capacity to serve eight or ten individuals. While other shelters have greater capacity and are able to shelter a larger number of individuals. Looking at the number of beds available at each shelter, categorized by population served, provides a more complete picture of how shelters are serving the homeless community.

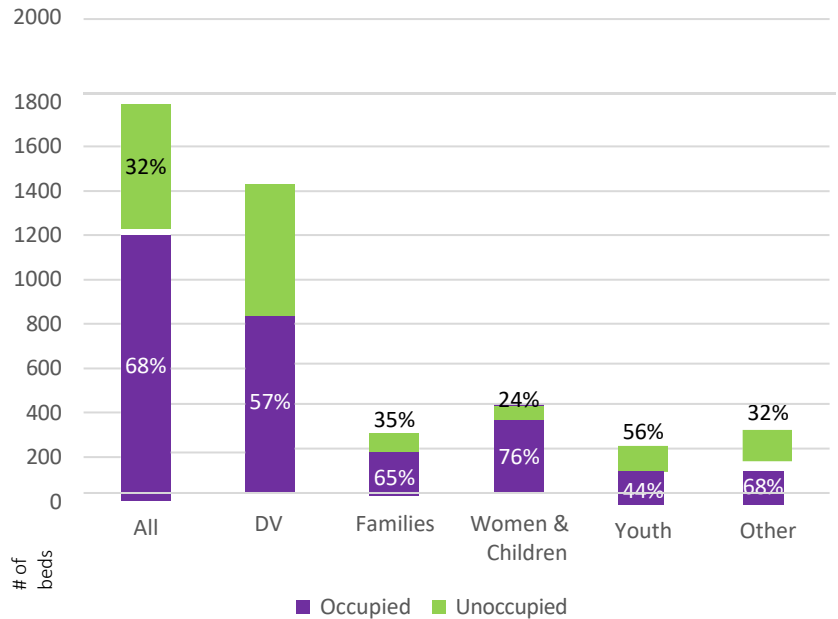
In the TX BoS CoC, based on the number of beds, there is a utilization gap in the coverage area. It is unclear

at the time of this Gaps Analysis whether there is a data quality issue underlying the underutilization of shelter beds, or whether there is a genuine issue throughout the TX BoS CoC with low occupancy in the shelters.

Based on available HIC data, shelters serving women and children/their families have a high utilization rate, while shelters serving youth and shelters serving survivors of domestic violence, sexual assault and other crises overall fall below the AHAR

utilization standard. Most troubling of those are the shelters dedicated to survivors of domestic violence, as those shelters host a high number of beds in the TX BoS CoC that appear to have been unoccupied on the night of the HIC.

**Bed Utilization Rates by Emergency Shelter Type
TX BoS CoC**



e) Regional Differences

There are differences across the six regions, both in the total number of shelters and Shelter beds available by type and by region and bed utilization. (See Appendix C for the raw data breaking down regional shelter and bed distribution, as well as utilization.)

Most, but not all regions, have shelters serving a variety of individuals and families in need. There is variation, however, in how many the distribution of shelters by type in each region.

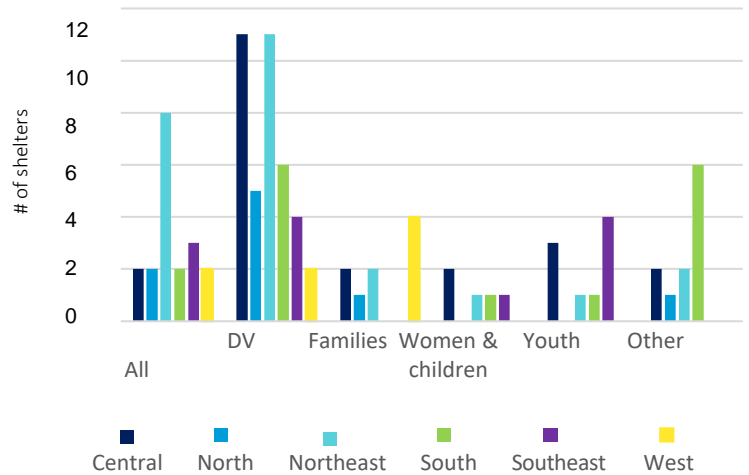
There is wide variation in the number of shelter beds that are low-barrier, available to anyone (individuals and families). While all regions have emergency shelters open to everyone, some communities have a large number of beds available (the Northeast and South Regions), while the Central and West Regions' shelters offer very few beds. For shelters available to all, many are low-barrier, but

not all are. And, of the beds available, close to one third were unoccupied during January 2020's HIC.

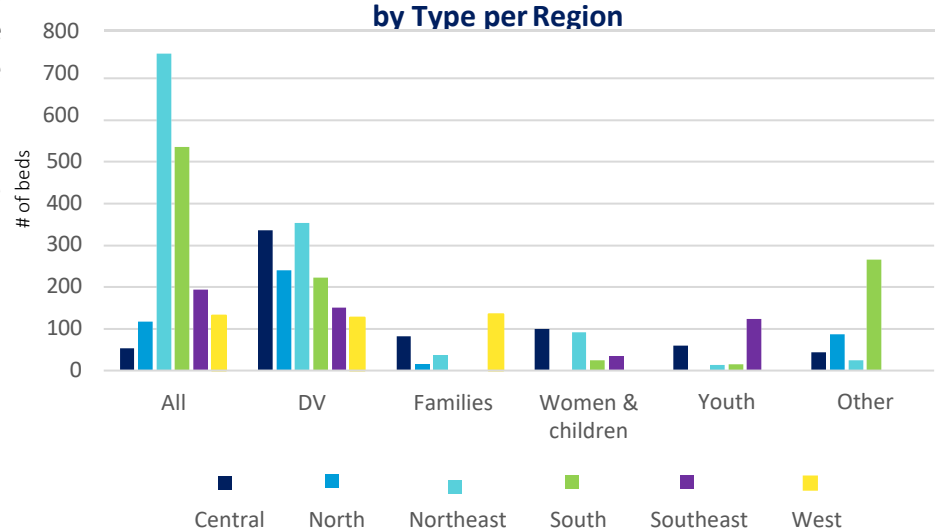
Half of the Central Region's emergency shelters serve survivors of domestic violence, sexual assault or other crises. More than half of the North Region's shelters serve the same population. Of the total 4,374 emergency shelter beds, one third serve survivors. Forty-two percent of those beds were unoccupied in January 2020 when the HIC was conducted.

While most regions offer shelters to women and children only or youth only, the North and West Regions offer neither.

Number of Emergency Shelters by Type per Region



Number of Emergency Shelter Beds by Type per Region



While some regions offer shelters specifically serving families, the South and Southeast regions do not. All six regions have issues with bed occupancy. The occupancy rates range from 45% unoccupied (the Central Region) to 63% unoccupied (West Region). At the same time, one of the six regions (the Central Region) did not have any bed availability for their PSH or RRH beds.

4. Recommendations: Closing the Shelter and Housing Gap in the TX BoS CoC

One of the biggest gaps for the TX BoS CoC is in the distribution and utilization rates of temporary housing compared to permanent housing. There are a number of recommendations Homebase has identified to help the TX BoS CoC better understand the gap and how to address it.

Recommendations	
1. Data Quality Plan	Develop a robust data quality plan, which will help determine whether the HIC data on bed distribution and/or utilization reflects a real issue with lack of beds and unoccupied beds or is a fundamental data quality issue.
2. Low-Barrier Shelters	Evaluate all emergency shelters in the TX BoS CoC to identify any conditions for participation for each of the 94 active shelters (including limiting by population served). Identify the number of low-barrier shelters that are available. Work with some of the high-barrier shelters to transition to Housing-First, low-barrier shelters to increase occupancy and reduce unsheltered homelessness.
3. At Risk Shelters	Provide TA and support to at-risk shelters. Given the dependence on emergency shelter, it is recommended that additional staff time be given to identify if shelters with low utilization are struggling or at risk of closure. The assistance could be focused on fundraising, capital renovations, lobbying local elected officials for the need to support these programs with general dollars.
4. Bed Distribution and Utilization	Develop a pilot project that digs deeper into the temporary and permanent bed information surfaced through HIC data within select communities. Examine: <ul style="list-style-type: none"> ○ Perceptions from services providers and community-based organizations about the need for and availability of temporary and permanent housing beds in the regions ○ Perceptions from services providers and community-based organizations about the need for and availability of emergency shelters in each of the regions ○ Identify any issues in the communities that may be impacting shelter bed utilization ○ Understand the turn-over process and rates for people moving from RRH and PSH to other permanent housing ○ Measure the distribution of shelters and shelter beds by population compared to the need, based on the community of people experiencing homelessness
5. Analyze Shelter Beds Compared to Population	Evaluate bed distribution by population/region compared to the PIT and HMIS. Where there is underutilization of shelters for specific populations (e.g., youth, survivors of domestic violence), initiate conversations with the LHCs about broadening the scope of populations being served by said shelters – to meet the needs of the current population of people experiencing homelessness and maximize use of shelters that are currently at low utilization rates. For example, shelters serving DV survivors comprise 41%, but DV survivors make up only 11%

	of the homeless population in the 2020 PIT count. Encourage reallocation for federally funded programs to address the need locally.
6. Expand PSH and RRH	Bring in an outside development and program model expert to increase development of PSH and RRH units in underserved areas, possibly from Texas communities such as Houston that have had large developments of these units and who are familiar with state funding sources. The experts can help bridge the knowledge gap in development of these units to underserved areas.
7. Estimation of Further Housing Needs	Develop an estimate of the temporary and permanent beds/units that are needed to shelter and house all individuals experiencing homeless in the TX BoS CoC after more counties participate in the PIT and data quality has been addressed.
8. Youth Homelessness	Undertake further outreach and research to better understand youth homelessness in Texas. Pilot one community with anecdotally large homeless Youth population (Denton, Corpus Christi) to use <u>Chapin Hall's "Voices of Youth Count"</u> material.

D. Service Availability Across the CoC

With the large service area that the TX BoS CoC covers, with 215 counties and six regions, there is a diversity of experiences with homelessness and services. We were able to undertake a number of interviews of key stakeholders, mostly service providers, who shared their experiences about services, availability of resources, and some of the challenges that they face. Homebase also had the chance to speak to a number of people experiencing homelessness or who were formerly homeless, about their experiences being homeless in the TX BoS CoC coverage area.

Key Findings:

- There is a greater need for services since COVID began;
- Services are harder to come by in the smaller communities; and
- More regional and on-the-ground support from THN would be welcome.

“You are going from having something to having nothing.”

1. Community Survey

In late October and early November 2020, the Texas Homeless Network distributed a survey about strengths and opportunity areas to providers across the TX BoS CoC. One hundred

fourteen people responded to the survey. The majority of survey respondents represented community-based organizations or service providers. Most respondents worked as program managers/coordinators or in operations. While respondents worked all over the TX BoS CoC coverage area, the majority of respondents served the Central, North, and Northeast Regions. Respondents, collectively, provided services in approximately two thirds of the counties in the TX BoS CoC.

When asked what resources or support they were most in need of, survey respondents said that they needed, in order of preference (1 being the most needed): 1. more funding, 2. more/better communication across service providers, 3. more collaboration within the community, 4. more staffing and resources, 5. More/better education and training, 6. More/better support from THN and other community leaders, and 7. More experienced staff. Commentary included a desire more specifically for “training and support for race equity and inclusion,” “funding and resources toward public health,” and “[m]ore trust and support from the CoC Lead Agency to support new approaches on a local level.”

When asked about the top three barriers to addressing homelessness in their communities, respondents overwhelmingly said that lack of affordable housing was on the top of their minds. Other top barriers that were identified in the top tier were: lack of emergency shelters, barriers to housing access, misperceptions about homelessness, lack of transportation, lack of funding or funding restrictions, lack of coordination and information amongst service providers, and lack of political will. Among the comments, respondents also suggested, “Lack of ability to customize HMIS for local purposes,” “Lack of state support,” and issues related to “document readiness.”

When asked about what the three most critical services needed to prevent homelessness, the top responses (with 1 being the most critical): 1. Behavioral health services, 2. Rental assistance, 3. Eviction prevention, 4. Life-skills training 5. Housing deposits and one-time rental payments, 6. Childcare, 7. Support customized for specific populations, and 8. Access to public benefit programs. See Appendix D for a complete list of survey results.

2. Services, Shelter and Housing Availability, and Coordinated Entry

Across the large geographic area of the TX BoS CoC, there are big differences the number of shelters that are available, the types of shelters, and the populations served. It is challenging to make generalizations about services, since they vary across counties and across the regions.

a) Disproportionate Services throughout the TX BoS CoC

With the COVID pandemic, the homeless population is increasing, especially because of the loss of employment for so many in communities across the TX BoS CoC. Interviewees indicated there is a greater need for services because of the unemployment issues that have increased since COVID.

While services are available in big cities in the TX BoS CoC, interviewees acknowledged the challenges of meeting the service needs of people experiencing homelessness in smaller communities. Long-time service providers in some communities only serve a few of the counties in the regions where they are located. One interviewee shared that urban centers have more resources, while rural small towns are ghost towns of no services and with little to no willingness to help those who are homeless.

Because of the disparate services available and the geography across the TX BoS CoC, at least one provider thought it might be useful to have more homeless prevention in small towns, indicating that by the time people get to the big cities, “it’s too late.”

Shelters have started to close in the time of COVID. For example, one shelter closed for repairs and then never reopened. A number of interviewees said that even when shelters are open, they are unable to staff them adequately; they are available, but with little to no services. Still other shelters are at or over capacity because of the crisis. As a result, some big cities feel like they are handling small town problems, but not getting the funding to do so.

Some communities indicated that they would appreciate more support from THN. They stated that there isn’t often a coalition working together to address homelessness, but more so an individual championing the work. They were interested in support from THN to build more than individual champions. As one interviewee stated, “It seems like the most successful areas have one strong individual as opposed to a coalition ... would be helpful to better understand how to develop a strong coalition so that it’s not on one person.” There was some consensus that communities would appreciate more regional help from THN, especially help to get more organized; seeing THN staff in person more and having more frequent trainings; and having THN on the ground in communities to help understand the cultural differences in each region.

b) Shelter and Housing Availability Issues

People experiencing homelessness remarked that there is not enough housing available in Texas. They also thought that there are not enough shelters; that the shelters that exist are not “low-barrier.” Many people, even those we interviewed who were homeless for the first-time, commented on the fact that homeless shelters often work for people who do exactly what the shelter requires.

There was a range of reactions about shelters in particular. For people experiencing homelessness, some shelters were applauded for their staff and the kinds of help they provided. While others fell short, with staff being unkind, imposing strict rules, or removing people for what they considered small infractions (e.g., smoking cigarettes).

Of the services lacking the most were transportation and legal aid. Several individuals noted that transportation in Texas leaves a lot to be desired. In some communities, there are no regular and predictable fixed route transportation services.

“There shouldn’t be any homeless. We should all get help. It’s hard to get medical attention, if they find out you don’t have insurance, you don’t really count. They tell you there’s nothing wrong with that. There are services, but not enough.”

Others lamented that some communities used to have legal services available; notably a “Veterans’ Treatment Court.” They suggested a similar effort for people experiencing mental illness would be a welcome service in their community.

c) Challenges with Coordinated Entry

For some in the regions, Coordinated Entry (CE) ran smoothly, while in other communities it was not always high functioning. A provider in the North Region, when asked about CE, said “it doesn’t exist.” Other providers indicated that some big cities have effective CE in place when/if there was a strong local homeless coalition. “Effective CE relies on a strong local homeless coalition. If there is not a strong local homeless coalition, it’s difficult to build out CE.”

At least one service provider believes that CE is hard to take root in small cities: “they don’t understand [CE] and see no value.” With so many small towns in the TX BoS CoC, there is some thought that perhaps THN needs to adapt expectations of what small communities and faith-based providers from those small communities can do when it comes to CE.

People experiencing homelessness also indicated that the wait list for housing didn’t always make sense. There is an impression that some people who are more stable and are able to live with friends or family are being prioritized, while others who are out on the street are the ones who need help the most.

3. Profile of a Community: Services in San Angelo

Through local interviews and public research, the Homebase team pieced together what local residents felt is the current state of homelessness in San Angelo.

San Angelo, Texas

Anecdotally, the situation has deteriorated in San Angelo over the past year. Program staff have seen a “significant increase in case load since the pandemic.” Many individuals in San Angelo are in the Oil and Gas industry and received severance pay, which has depleted. Some people in San Angelo were previously staying at “man-camps” or lived in their vehicles but have since migrated toward the few areas that offer services (Abilene and San Angelo). Others are general residents of the Concho Valley, who went to San Angelo hoping for services or employment. When they arrived, there was not the wealth of services or employment they might have expected.

Providers and the local media expressed concerns about the 2019 shutdown of a local Salvation Army shelter in the area and fear its loss will increase visibility of people who are unsheltered. The Salvation Army couldn’t continue operating due to financial issues and the physical deterioration of its building. The Salvation Army closure added to an already high level of homelessness visibility in the downtown area, especially under the Chadbourne Bridge near 7th Street. Police involvement to clean up the areas only scattered the population around the City and outlying areas. Numerous small camps popped up around the downtown area and in rural areas as well.

Nationwide, City Councils increasingly are becoming involved in the issue of homelessness—San Angelo was no exception. The City Council passed an ordinance in May 2017 that prohibited outdoor camping. However, the Salvation Army’s closure made enforcement of the ordinance challenging for police to implement. The Mayor and City Council had identified the gaps and needs for the community, recently approving a Rapid Rehousing program administered through the Housing Authority. Service provider staff expressed hope that the new program created for San Angelo could help assist some of the “70 homeless people” identified in the area.

Individuals whom Homebase interviewed had concerns about the direction San Angelo was heading, especially given the precarious economic situation the area faces. Many of the chronically homeless have high rates of substance abuse and mental health issues—which the community is ill equipped to handle. Providers were confident about the city staff, providers, data, PIT Count, and LHC in driving the community in the right direction, but were concerned about the limited financial resources available. They expressed a need to get information and assistance on what other resource constrained LHCs are doing to increase shelter or outreach options.

4. Recommendations: Service Availability

Homebase has identified a number of opportunities that the TX BoS CoC can consider to help build stronger and more engaged communities at the local level.

Recommendations	
1. Partner with Local Homeless Coalitions	Assign a senior THN staff to the LHCs that experience the highest number of unsheltered populations, with special focus given to the unique culture of the local community
2. Increase Capacity	Help to increase capacity among LHCs.
3. Develop Regional Expertise	Develop relationships with City, Housing Authority, and City Councils.
4. Community Trainings	Host a year-round series of trainings to build a foundation and support for the PIT count. Include a training on Community Collaboration 101. Moderate a panel with strong LHCs who can share how they energize and organize others. Address the benefits of PIT data to local work to help strategize and prioritize policies.
5. Dedicate THN Point Person by Region	Discuss how best to support local efforts. Consider assigning a point person from THN for each region, as key contact for on-location staff, responsible for understanding the region’s partners, activities, efforts, shelters, etc.
6. Link Communities to One Another	Work with the LHCs to establish a network of communities that are working to address similar issues. Consider establishing workgroup by subject matter (e.g., fundraising and resource allocation, PIT count, engaging people with lived experience) to collectively strategize and support one another. The groups could meet regularly and THN could host the Zoom call and facilitate communication between the local communities.

E. Overall System Performance and Outcomes

HUD established seven System Performance Measures (or SPMs) to evaluate the impact a homeless response system has on the homeless population it serves. The SPMs are quantifiable metrics that assist CoCs in measuring their impact in preventing and ending homelessness within their jurisdictions. In addition to HUD reporting, CoCs can use SPMs to better understand their communities and to help with decision-making. This section will provide an analysis of a select number of the TX BoS CoC’s SPMs.¹⁶

¹⁶ Unless otherwise stated, all references to SPM data in this section are from 2016-2019 System Performance Data accessed from HUD HDX.

Key findings include:

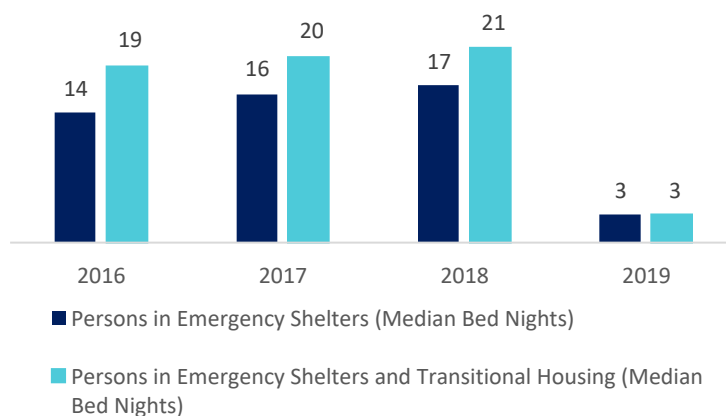
- **Returns to Homelessness:** Returns to homelessness from permanent housing increased to 20% in 2019, exceeding the national average of 9%. Further inquiry and data analysis are required to determine the main causes for the increase.
- **Total Number of Homeless Persons:** According to available PIT count data, the number of people experiencing homelessness in the TX BoS CoC increased by 33% between 2016 and 2019. According to HMIS data from the same time period, the total number of people experiencing homelessness increased 111%. The increase was largely seen in emergency shelters.
- **First-time Homeless:** Between 2016 and 2019, there was a 129% increase in the number of individuals who were homeless for the first time. The measure illustrates that the overall rise in homelessness in the TX BoS CoC coverage area is primarily due to new individuals becoming homeless, rather than individuals returning to homelessness after exiting the system of care

1. Measure 1 - Length of Stay

A sign that a CoC is working efficiently is when people experiencing homelessness are able to move quickly from homelessness to permanent housing. Measure 1 analyzes the average and median length of time that people spend in homeless situations and whether that period is getting shorter, staying the same, or getting longer over time.

For the Texas BoS, the median length of stay (the mid-point across all shelter residents) for individuals in temporary housing (emergency shelters and transitional housing) increased between 2016 and 2018,

Change in Median Length of Stay (Bed Nights) across Emergency Shelter and Transitional Housing Over Time (2016-2019)



but decreased significantly in 2019.¹⁷ The decrease happened the same year that the TX BoS CoC increased available Rapid Rehousing units. It is possible that the decrease in the median length of stay is directly related to more available RRH units. However, given that the decrease is fairly dramatic, there is the possibility of a quality issue with the data. Looking at Measure 1 for 2020 can help the TX BoS CoC determine whether the median length of stay stabilized at the lower rate or whether it jumped back up to previous year levels.

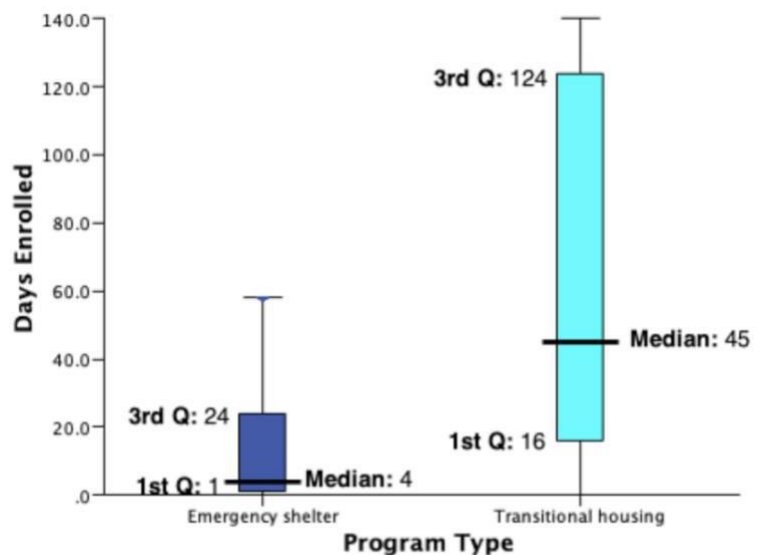
The HMIS analysis of length of stay provided a more in-depth view of this measure, as it allows for more information on the distribution of values and identify outliers. Through this analysis, Homebase found that the average emergency shelter stay (mean length of stay) between 2018-2020 was 24 days. (For an explanation of how the HMIS data was analyzed, refer to Appendix E). Based on the data, there is a wide range (or distribution) in the length of stay of in emergency shelters, as it ranges from 0 to 1,745 days.

Mean and Median Length of Stay in Emergency Shelters and Transitional Housing Projects (9/30/18-10/1/20)

Program Type	N	Mean	Median
Emergency Shelters	30,615	24.2	4
Transitional Housing	1,429	103.5	45

The first boxplot displays the first, second, and third quartiles with the outliers removed. The second quartile, or median, represents the 50th percentile. The first quartile indicates that one-quarter of data points are lower than that value, while the 3rd quartile or 75th percentile means that 25% of data points are higher than that value.

Box Plot - Length of Stay by Project Type Without outliers (9/30/18-10/1/20)



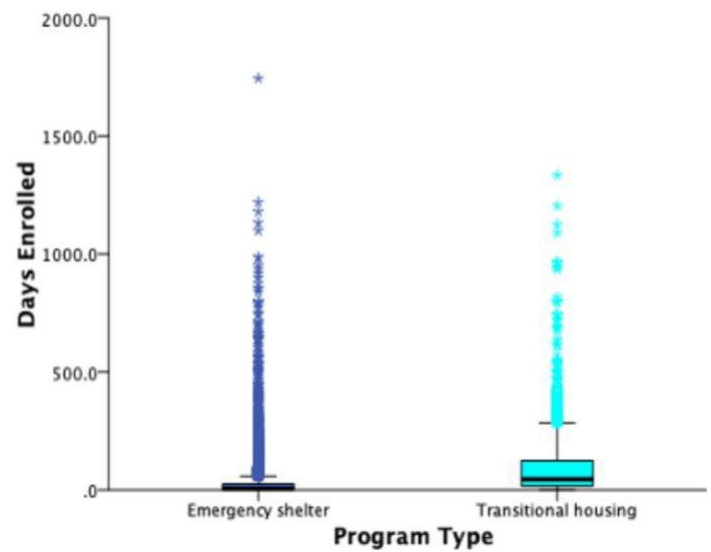
¹⁷ The comparison of the change in average length of stay for persons by bed nights does not appear as drastic. The average length of stay for persons in emergency shelters was 42 bed nights in 2018 and 30 bed nights in 2019, and the average length of stay for persons in emergency shelters and transitional housing was 53 bed nights in 2018 and 37 bed nights in 2019.

The first quartile of length of stay in emergency shelters is 1, which indicates that 25% of people are staying in shelters for one day or less. The 3rd quartile is 24, which means that 75% of people are stay 24 days or less. There are numerous outliers, which skew the data, particularly in emergency shelters, where the maximum value was 1,745 days.¹⁸ The median length of stay was 4 days, while the mean was 24.2 days.

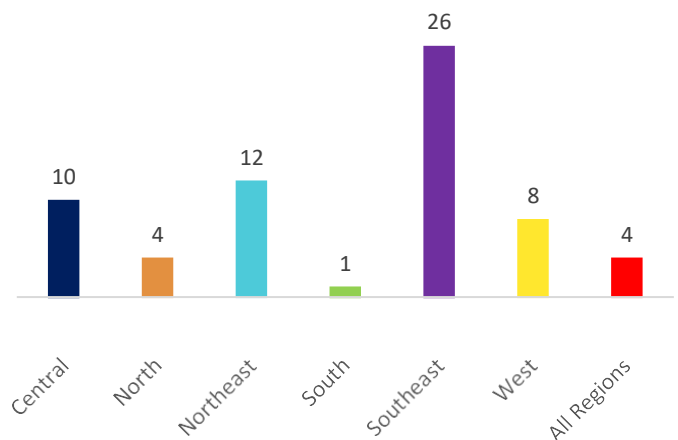
In the case of transitional housing projects, 25% of people are staying for 16 days or less, while 75% of people stay for 124 days or less. The median length of stay for consumers in transitional housing projects was 45 days, while the mean was 103.5. As in the case of consumers in emergency shelters, there were also outliers, which skew the mean.

The second boxplot also displays the length of stay for emergency shelters and transitional housing projects with a Y-axis that shows the minimum and maximum lengths of stay for each of these projects. As previously mentioned, this graph presents numerous outliers, represented by each one of the points above the box plots.

Box Plot - Length of Stay by Project Type with Outliers (9/30/18-10/1/20)



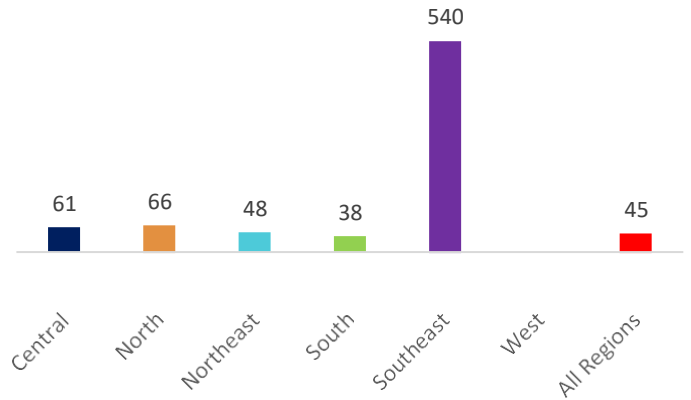
Homebase also analyzed HMIS data at the regional level by project type and found variations. Based on HMIS data, the Southeast has longer lengths of stay across emergency shelter and transitional housing projects. The median number of days in emergency shelters ranges from 1 day in the South region to 26 days in the Southeast region.



¹⁸ It is possible that some of these outliers are due to data quality issues. For instance, in the case of the consumer with a stay of 1,745, according to HMIS data, this person was enrolled in a shelter between Oct. 2015 and July 2020.

There is even greater variation when comparing the median number of days for those in transitional housing projects. As the graph shows, while the median number of days for all regions is 45 days, the median length of stay for consumers in transitional housing projects in the Southeast is 540 days.¹⁹

Median Number of Days in Transitional Housing by Region



2. Measure 2 - Returns to Homelessness

Individuals experiencing homelessness moving and staying in permanent housing destinations is a core element of reducing overall homelessness in a community.

Measure 2 examines the percentage of persons that exit to permanent housing destinations who then return to homelessness within certain time periods: 6 to 12 months (Measure 2a) and 24 months (Measure 2b).

Measure 2: Returns to Homelessness

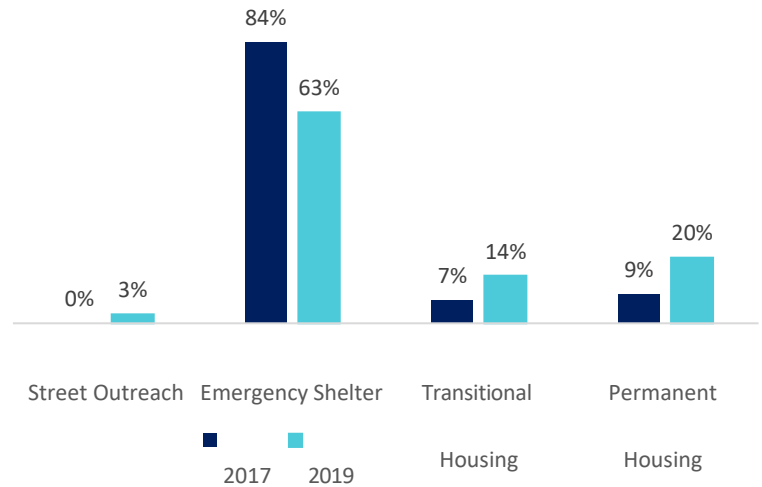
	2017	2019	% Increase
Total Returns to Homelessness within 6 to 12 Months	116	158	36%
Total Returns to Homelessness within 24 Months	449	653	45%

The returns to homelessness by housing type within the 6-to-12-month time period and the 24-month time period were substantially similar as shown in the table. Between both time periods, the total returns to homelessness increased (36% increase for total returns within 6 to 12 months and 45% increase for total returns within 24 months).

¹⁹Through our HMIS analysis, we did not identify any transitional housing projects in the West Region.

Overall, returns to homelessness from individuals in emergency shelter was the highest compared to other housing types. This is unsurprising given that emergency shelter services are more short term and typically do not have the intensive supportive services and case management services characteristic of many transitional housing and permanent housing programs. The low percentage of returns to homelessness from Street Outreach is reflective of the fact that there isn't a high volume of exits to

Change in Returns to Homelessness in 24 Months by Type of Housing Exit Over Time (2017, 2019)



Permanent Housing from Street Outreach.

In 2017 and 2019, less than 3% of exits to Permanent Housing were from Street

Outreach. The percentage of returns to homelessness from permanent housing more than doubled from 9% in 2017 to 20% in 2019. The jump to 20% in 2019 is higher than the national average of 9%.²⁰ The increase may be due to numerous factors such as difficulty navigating supportive services, change in capacity of service providers or insufficient types of supportive services (e.g., mental health and substance abuse). Further inquiry is required to determine the specific causes in TX BoS CoC.

3. Measure 3 - Total Number of Individuals Experiencing Homelessness

Reducing the overall number of people experiencing homelessness is the most important measure of a community's success in preventing and ending homelessness. Measure 3 analyzes the changes to the total number of homeless persons in a CoC through PIT Count and HMIS data.

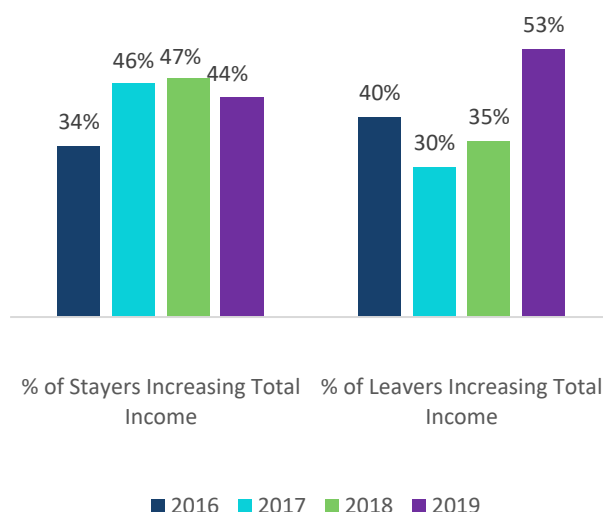
Both PIT Count and HMIS data between 2016 and 2019 showed an increase in total homeless individuals, with HMIS data showing a more dramatic increase. According to PIT Count, total

²⁰ National Summary of Homeless System Performance 2015-2019, available at: <https://files.hudexchange.info/resources/documents/National-Summary-of-Homeless-System-Performance-2015-2019.pdf>

homeless individuals increased by 33% over the course of those three years. However, according to HMIS data from the same time period, there was a 111% increase in total homeless individuals. The increase was largely seen in emergency shelters.

A variety of factors contribute to the difference between PIT Count and HMIS totals. For instance, HMIS data covers a 365-day period, whereas PIT Count data is derived from a single day. Nonetheless, both counts show that total homeless individuals in the TX BoS CoC is increasing at an alarming rate.

Change in the % of Stayers & Leavers that Increased Total Income at Annual Assessment (2016-2019)



Measure 3: Total Number of Homeless Persons

	2016	2017	2018	2019	% Change 2016-2019
Change in PIT count					
Total Homeless Individuals	6,048	7,153	7,638	8,072	33%
Emergency Shelter Total	2,564	2,617	2,881	2,684	5%
Transitional Housing Total	1,096	966	679	732	-33%
Change in HMIS					
Total Unduplicated Homeless Individuals	8,932	9,754	11,831	18,876	111%
Emergency Shelter Total	7,569	8,719	10,741	18,047	138%
Transitional Housing Total	1,612	1,138	1,297	1,038	-36%

4. Measure 4 - Employment and Income Growth for Homeless Persons

Measure 4 examines the extent to which participants in CoC Program-funded projects increase employment and other forms of cash income.

Between 2016 and 2019, a growing percentage of individuals who stayed in the homeless system increased their total income (including cash, benefit, and employment income). From 2018 to 2019, there was 3% drop in the total percentage of stayers with increased income.

By contrast, the percentage of leavers who were able to increase their total income grew by 18% between 2018 and 2019 (from 35% to 53%). This increase was primarily due to a 15% gain

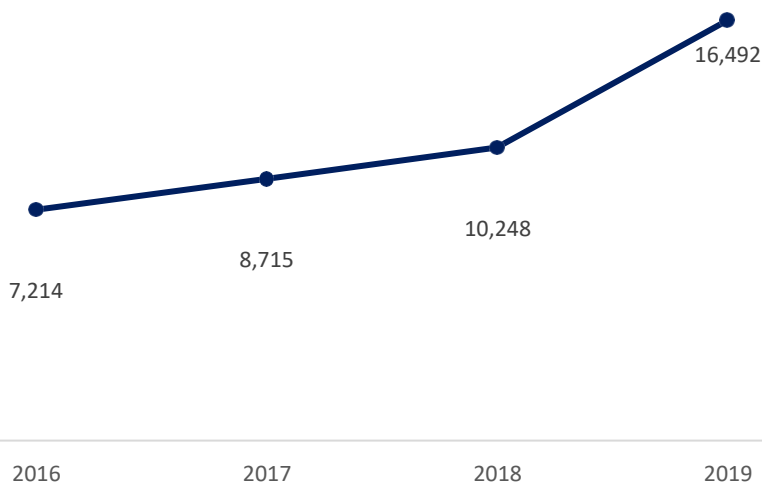
in the percentage of individuals increasing their earned income from 2018 to 2019 (13% to 28%). The higher percentage of leavers with increased income compared to stayers is common in that individuals with more total income are better able to leave the system of care as they can afford other permanent destinations.

5. Measure 5 - Number of Persons who Became Homeless for the First Time

Ending homelessness requires not just ensuring that all current homeless people are stably housed and do not return to homelessness, but also reductions in the number of people who become homeless in the first place through successful prevention. Measure 5 examines the rate of first-time homelessness within a CoC. For purposes of Measure 5, an individual is considered to be homeless for the first time if they do not have any HMIS records or activity in the homeless system in the last two years prior to entry into the system.

As shown in the graph, the number of individuals experiencing first time homelessness has continued to increase over time. From 2016 to 2019, there has been a 129% increase in first time homeless individuals. This measure shows that the overall rise in homelessness in the TX BoS CoC is primarily due to new individuals becoming homeless rather than individuals returning to homelessness after exiting the system of care (SPM Measure 2 discussed above).

Change in Number of Individuals Experiencing First Time Homelessness Over Time (2016-2019)



6. Measure 7 - Successful Exits and Retention to Permanent Housing

Effective homeless response systems must successfully move clients from the street, or from sheltered situations, to permanent housing. Measure 7 examines the success of street

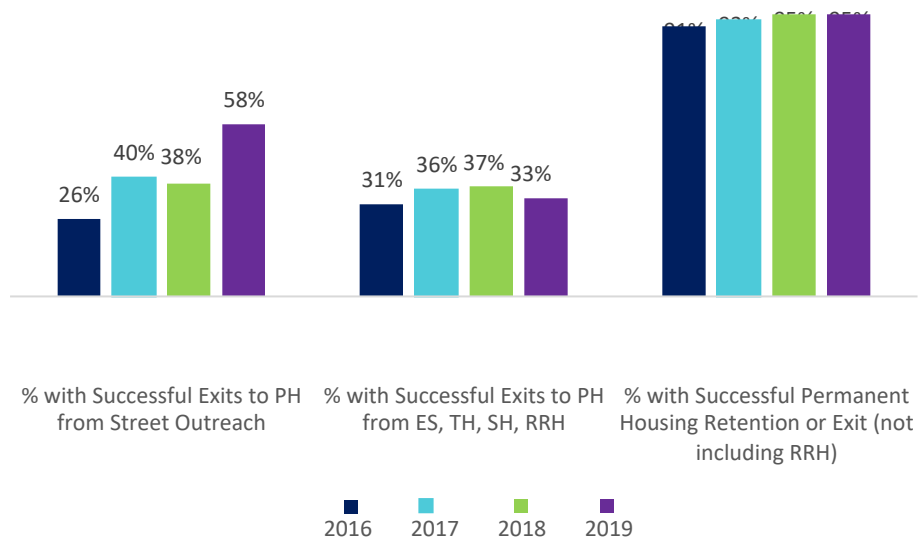
Outreach, emergency shelters, transitional housing, and RRH projects in placing people experiencing homelessness into permanent housing, as well as the success permanent housing projects have in exiting clients to (or retaining placement in) Permanent housing.

The percentage of successful exits to permanent housing from street outreach improved tremendously by 32 percentage

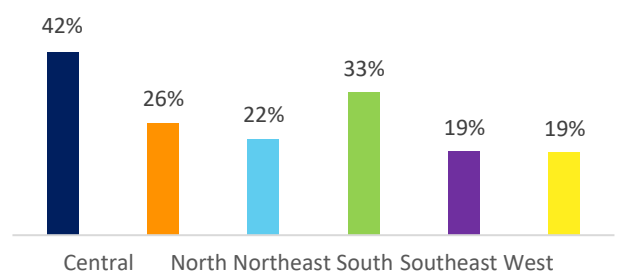
points - from 26% in 2016 to 58% in 2019. This increase may be due to the increase in Rapid Rehousing units throughout the TX BoS CoC. The 58% of successful exits to permanent housing from street outreach was also significantly higher than the national average of 33.4% in 2019.²¹

In contrast, although the percentage of successful exits to permanent housing from emergency shelter, transitional housing and RHH saw a steady three-year increase (from 31% in 2016 to 37% in 2018), there was a drop to 33% in 2019. Across all four years, the percentage of successful exits from emergency shelter, transitional housing and RHH in the TX BoS CoC was slightly lower than the national average, which ranged from 37.1% to 41.9%.²²

Change in Percentages of Successful Exits to PH and PH Housing Retention Over Time (2016-2019)



Exits to Permanent Destinations by Region (2018-2020)



²¹ National Summary of Homeless System Performance 2015-2019, available at:

<https://files.hudexchange.info/resources/documents/National-Summary-of-Homeless-System-Performance-2015-2019.pdf>

²² Id.

Between 2016 and 2019, the percentage of successful permanent housing retention steadily increased by 4% and the overall percentage range of 91% to 95% closely aligns with the national average of 92.8% to 95.8%.²³

Exit Destinations by Race, Ethnicity and Region

The HMIS data shows that there are variations in exit types across racial demographics. With the exception of transitional housing projects, Black or African American persons tend to exit to permanent destinations at a lower rate than other populations. Service providers should focus their efforts on ensuring that Black or African American consumers are able to exit to

permanent destinations at higher rates.

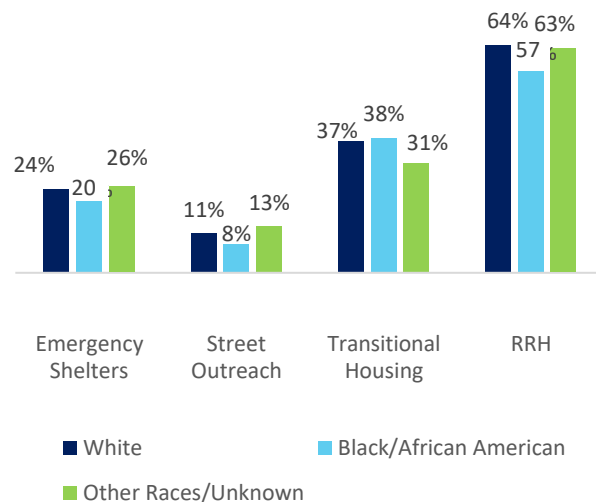
The HMIS data also showed that persons that identify as Hispanic/Latino tend to exit to permanent destinations at higher rates than other groups across all project types. However, the data also indicates that within these permanent destinations, the Hispanic/Latino population tends to exit to “Staying or living with family, permanent tenure”, while they exit less frequently to destinations they own or rent or other programs, such as “permanent housing for formerly homeless persons”. Additionally, HMIS data shows that the Hispanic/Latino

population comprises 19% of the PSH and 33% of the RRH population, while they are approximately 50% of the population across all other projects. The analysis

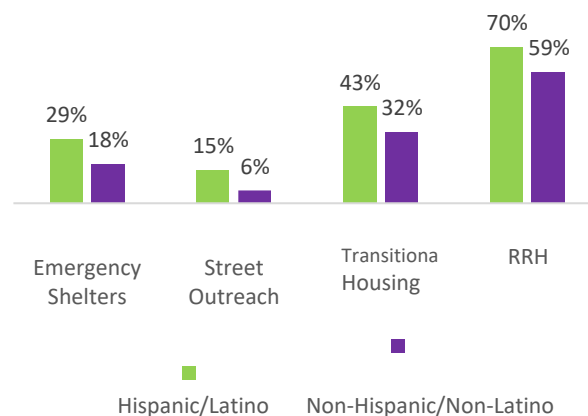
indicates this population tends to find permanent housing options outside the homeless services projects.

HMIS data also shows that the region where people exit to permanent destinations at higher rates is the Central Region, with 42% of exits to permanent destinations. On the other hand, the Southeast and West Regions are the regions with the lowest rates of exits to permanent destinations.

Exits to Permanent Destinations by Project Type and Race (2018-2020)



Exits to Permanent Destinations by Project Type and Ethnicity (2018-2020)



²³ Id.

7. Recommendations: Addressing the Gaps in SPMs

Homebase has identified a number of opportunities that the TX BoS CoC can consider to better understand and address some of the gaps identified through the SPMs.

Recommendations	
1. Conduct Data Quality Analysis	Undertake data quality analysis to ensure the data in SPMs represents real experiences in the system. Consider a deep analysis of Measure 1 to help ensure data quality is reliable.
2. Short-term rental assistance	Target short term rental support to those families and individuals with income in shelter, in order to quickly exit them from the shelter system and free up spots for individuals who are more chronically homeless. (Cities with a large sheltered population, like New York, have found this a useful approach to creating flow in shelters.)
3. Case study of San Angelo	Pay extra attention to sheltered populations, given the high incidence of people staying sheltered for long periods of time. Consider undertaking a case study of San Angelo's Rapid Rehousing efforts that may be replicated if successful.
4. First-time homelessness at regional level	Measure total number of first-time homelessness in real-time at the regional level to see patterns and potentially address changing demographics around broader housing issues. Pay special attention to specific populations.
5. Survey Permanent Housing Providers and Individuals with Lived Experience	Track change in returns to homelessness from 2019 to 2020 and conducting focus groups or a CoC-wide survey specific to permanent housing providers and individuals with lived experience who returned to homelessness to determine the main causes of the increase. Determine how THN can support LHCs through capacity building, additional training and/or assistance.
6. Exits to Permanent Destinations	Focus local service provider efforts on ensuring that Black or African American consumers are able to exit to permanent destinations at higher rates.

V. Conclusion

The 2020 Texas Balance of State CoC (TX BoS CoC) Gaps Analysis focuses on identifying gaps around five specific areas: 1) Participation in PIT Count; 2) Demographic Trends in the Homeless System of Care; and 3) Bed Distribution and Utilization; 4) Service Availability Across the TX BoS CoC; and 5) System Performance Measures Over Time. Within these five areas, the TX BoS CoC demonstrates strengths as a system of care, as well as opportunities for improving homeless services and housing. The Analysis makes a number of key recommendations:

Participation in PIT Count

- Undertake a number of strategies to increase the number of counties participating in the local PIT counts.
- Establish goals CoC-wide to increase participation in the PIT count by year.
- Set specific PIT county participation goals for each of the six regions.
- Strive to achieve sufficient participation to no longer need to extrapolate data for HUD reports.

Demographic Trends in the TX BoS CoC Homeless System of Care

- Conduct further analysis to determine whether there are any clear causes of disparities at a regional level.
- Develop programs or projects that focus data analysis, policy, and strategy on the growing populations of women, children, Black or African American individuals and those seriously mentally ill who are experiencing homelessness in Lubbock and other counties.
- Target efforts on regions where data indicates greater increases in homelessness by county and/or population.

Service Availability across the TX BoS CoC

- Host a year-round series of trainings to build a foundation and support for the PIT count. Include a training on Community Collaboration 101. Moderate a panel with strong LHCs who can share how they energize and organize others. Address the benefits of PIT data to local work to help strategize and prioritize policies.
- Assign a point person from THN for each region, as key contact for on-location staff, responsible for understanding the region's partners, activities, efforts, shelters, etc.
- Assign a senior THN staff to each of the LHCs that experience the highest number of unsheltered populations, with special focus given to the unique culture of the local community.
- Help to increase capacity among LHCs, Develop relationships with City, Housing Authority, and City Councils.

System Performance Measures Over Time

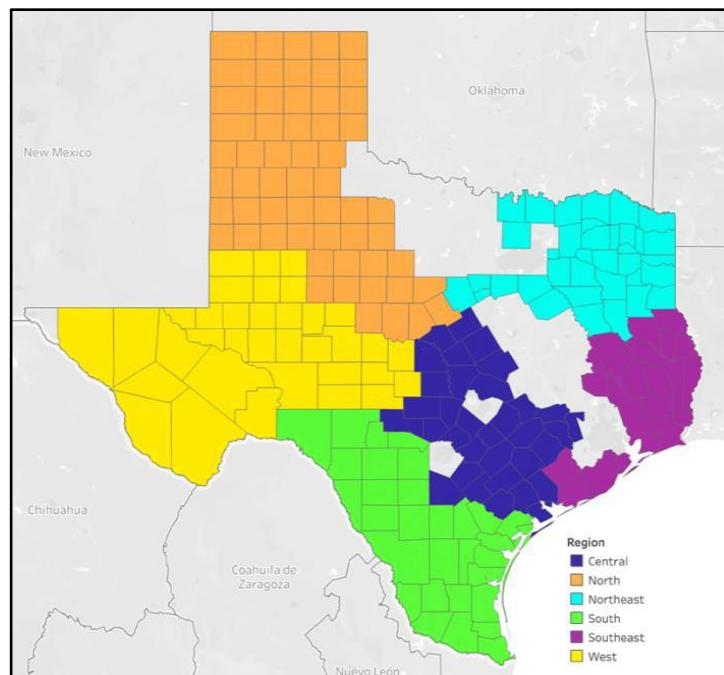
- Regularly review system performance measure data to track progress and identify changes in the system.
- Measure total number of first-time homelessness in real-time at the regional level to see patterns and potentially address changing demographics around broader housing issues. Pay special attention to specific populations.
- Undertake data quality analysis to ensure the data in SPMs represents real experiences in the system. Consider a deep analysis of Measure 1 to help ensure data quality is reliable.
- Target short term rental support to those families and individuals with income in shelter, in order to quickly exit them from the shelter system and free up spots for individuals who are more chronically homeless. (Cities with a large sheltered population, like New York, have found this a useful approach to creating flow in shelters.)

VI. Appendices

Appendix A: List of TX BoS CoC Regions by County

Central	North	Northeast	South	Southeast	West
Atascosa	Armstrong	Anderson	Aransas	Angelina	Andrews
Austin	Bailey	Bowie	Bandera	Brazoria	Borden
Bastrop	Briscoe	Camp	Bee	Chambers	Brewster
Bell	Brown	Cass	Brooks	Galveston	Coke
Blanco	Callahan	Cherokee	Cameron	Hardin	Concho
Burnet	Carson	Cooke	Dimmit	Houston	Crane
Caldwell	Castro	Delta	Duval	Jasper	Crockett
Calhoun	Cochran	Denton	Edwards	Jefferson	Culberson
Colorado	Coleman	Ellis	Frio	Liberty	Dawson
Comal	Collingsworth	Erath	Hidalgo	Matagorda	Ector
Coryell	Comanche	Fannin	Jim Hogg	Nacogdoches	Gaines
DeWitt	Crosby	Franklin	Jim Wells	Newton	Glasscock
Fayette	Dallam	Grayson	Kenedy	Orange	Howard
Gillespie	Deaf Smith	Gregg	Kinney	Polk	Hudspeth
Goliad	Dickens	Harrison	Kleberg	Sabine	Irion
Gonzales	Donley	Henderson	La Salle	San Augustine	Jeff Davis
Guadalupe	Eastland	Hood	Live Oak	San Jacinto	Kimble
Hamilton	Fisher	Hopkins	Maverick	Shelby	Loving
Hays	Floyd	Hunt	McMullen	Trinity	Martin
Jackson	Garza	Johnson	Medina	Tyler	Mason
Karnes	Gray	Kaufman	Nueces	Walker	McCulloch
Kendall	Hale	Lamar	Real	Wharton	Menard
Kerr	Hall	Marion	Refugio		Midland
Lampasas	Hansford	Morris	San Patricio		Pecos
Lavaca	Hartley	Navarro	Starr		Presidio
Lee	Haskell	Panola	Uvalde		Reagan
Llano	Hemphill	Rains	Val Verde		Reeves
Mills	Hockley	Red River	Webb		Schleicher
San Saba	Hutchinson	Rockwall	Willacy		Sterling
Victoria	Jones	Rusk	Zapata		Sutton
Waller	Kent	Smith	Zavala		Terrell
Washington	King	Somervell			Tom Green
Williamson	Knox	Titus			Upton
Wilson	Lamb	Upshur			Ward
	Lipscomb	Van Zandt			Winkler
	Lubbock	Wood			

Central	North	Northeast	South	Southeast	West
	Lynn				
	Mitchell				
	Moore				
	Motley				
	Nolan				
	Ochiltree				
	Oldham				
	Parmer				
	Potter				
	Randall				
	Roberts				
	Runnels				
	Scurry				
	Shackelford				
	Sherman				
	Stonewall				
	Swisher				
	Taylor				
	Terry				
	Wheeler				
	Yoakum				



Appendix B: List of Counties Participating in PIT (2018-2020)

Key: *** Participated all 3 years

Central	North	Northeast	South	Southeast	West
Austin	Brown	Bowie***	Cameron***	Angelina	Ector***
Bastrop***	Lubbock***	Camp***	Hidalgo***	Brazoria***	Menard
Bell***	Taylor***	Cass	Nueces***	Chambers	Midland***
Calhoun***		Cherokee***	Refugio	Galveston***	Pecos
Comal***		Cooke	Webb***	Hardin***	Tom Green***
Coryell		Denton***	Willacy	Jasper	
Fayette		Ellis***		Jefferson***	
Goliad***		Fannin		Liberty	
Gonzales		Franklin		Newton	
Hays		Grayson***		Orange***	
Kendall		Gregg***		Polk	
Kerr		Harrison***			
Lampasas		Henderson			
Lee		Hopkins			
Victoria***		Johnson			
Waller***		Kaufman			
Williamson		Lamar***			
		Morris			
		Red River			
		Rusk			
		Smith***			
		Titus***			

Appendix C: Raw Data for Parts IV through VI

Sheltered Populations by Gender (TX BoS CoC)				
Year	Women Sheltered in Emergency Shelter	Men Sheltered in Emergency Shelter	Women Sheltered in Transitional Housing	Men Sheltered in Transitional Housing
2018	1,484	1,390	436	243
2019	1,372	1,306	440	286
2020	1,330	1,475	379	243

Number of Beds by Housing Type Over Time (TX BoS CoC)			
	2019 Total Beds	2020 Total Beds	Percentage Change
Central	1097	1376	25%
North	761	797	5%
Northeast	1525	1936	27%
South	1700	1642	-3%
Southeast	655	780	19%
West	577	535	-7%
Unknown	734	128	-83%

Total Beds Distribution by Shelter Type (TX BoS CoC)	
Type of Beds	## of Beds
Emergency Shelter:	4,374
Transitional Housing:	847
Rapid Rehousing:	1,004
Permanent Supportive Housing:	1,137
Total:	7,362

Total Beds by Region (TX BoS CoC)	
Region	Total ## of Beds
Central Region	1,395
North Region	804
Northeast Region	1,967
South Region	1,665
Southeast Region	796
West Region	535
Other CoCs	200
Total:	7,362

Total Emergency Shelter Beds by Region (TX BoS CoC)	
Total Transitional Housing Beds by Region TX BoS CoC	Total ## of Beds
Central Region	76
North Region	75
Northeast Region	343
South Region	212
Southeast Region	61
West Region	80
Total:	847

Total Transitional Housing Beds by Region (TX BoS CoC)	
Region	Total ## of Beds
Central Region	76
North Region	75
Northeast Region	343
South Region	212
Southeast Region	61
West Region	80
Total:	847

Total RRH Beds by Region (TX BoS CoC)	
Region	Total ## of Beds
Central Region	569
North Region	129
Northeast Region	157
South Region	158
Southeast Region	54
West Region	36
Other CoCs	34
Total:	1,137

Total PSH Beds by Region (TX BoS CoC)	
Region	Total ## of Beds
Central Region	76
North Region	141
Northeast Region	185
South Region	232
Southeast Region	177
West Region	27
Other CoCs	166
Total:	1,004

Central Region Beds by Type (TX BoS CoC)	
Type of Beds	Total ## of Beds
Emergency Shelter	674
Transitional Housing	76
Rapid Rehousing	569
Permanent Supportive Housing	76
Total:	1,395

North Region Beds by Type (TX BoS CoC)	
Type of Beds	Total ## of Beds
Emergency Shelter	459
Transitional Housing	75
Rapid Rehousing	129
Permanent Supportive Housing	141
Total:	804

Northeast Region Beds by Type (TX BoS CoC)	
Type of Beds	Total ## of Beds
Emergency Shelter	1,282
Transitional Housing	343
Rapid Rehousing	157
Permanent Supportive Housing	185
Total:	1,967

South Region Beds by Type (TX BoS CoC)	
Type of Beds	Total ## of Beds
Emergency Shelter	1,063
Transitional Housing	212
Rapid Rehousing	158
Permanent Supportive Housing	232
Total:	1,665

Southeast Region Beds by Type (TX BoS CoC)	
Type of Beds	Total ## of Beds
Emergency Shelter	504
Transitional Housing	61
Rapid Rehousing	54
Permanent Supportive Housing	177
Total:	796

West Region Beds by Type (TX BoS CoC)	
Type of Beds	Total ## of Beds
Emergency Shelter	392
Transitional Housing	80
Rapid Rehousing	36
Permanent Supportive Housing	27
Total:	796

Emergency Shelter Bed Utilization (TX BoS CoC)				
Populations Served by Shelters	# of Shelters	# of Beds	Occupied	Unoccupied
Individuals and families (All)	21	1,792	1,231	561
Survivors of Domestic Violence, Sexual Assault and other Crises	39	1,430	835	595
Families	9	268	179	89
Women and children, women and families	6	388	329	59
Youth	9	212	94	118
Other populations	10	284	143	141
Total:	94	4,374	2,811	1,563

Emergency Shelter Bed Utilization (Central Region)				
Populations Served by Shelters	# of Shelters	# of Beds	Occupied	Unoccupied
Individuals and families (All)	2	54	25	29
Survivors of Domestic Violence, Sexual Assault and other Crises	11	336	213	123
Families	2	82	73	9
Women and children, women and families	2	100	92	8
Youth	3	59	20	39
Other populations	2	43	26	17
Total:	22	674	449	225

Emergency Shelter Bed Utilization (North Region)

Populations Served by Shelters	# of Shelters	# of Beds	Occupied	Unoccupied
Individuals and families (All)	2	117	98	19
Survivors of Domestic Violence, Sexual Assault and other Crises	5	240	176	64
Families	1	15	14	1
Other populations	1	87	51	36
Total:	9	459	337	120

Emergency Shelter Bed Utilization (Northeast Region)

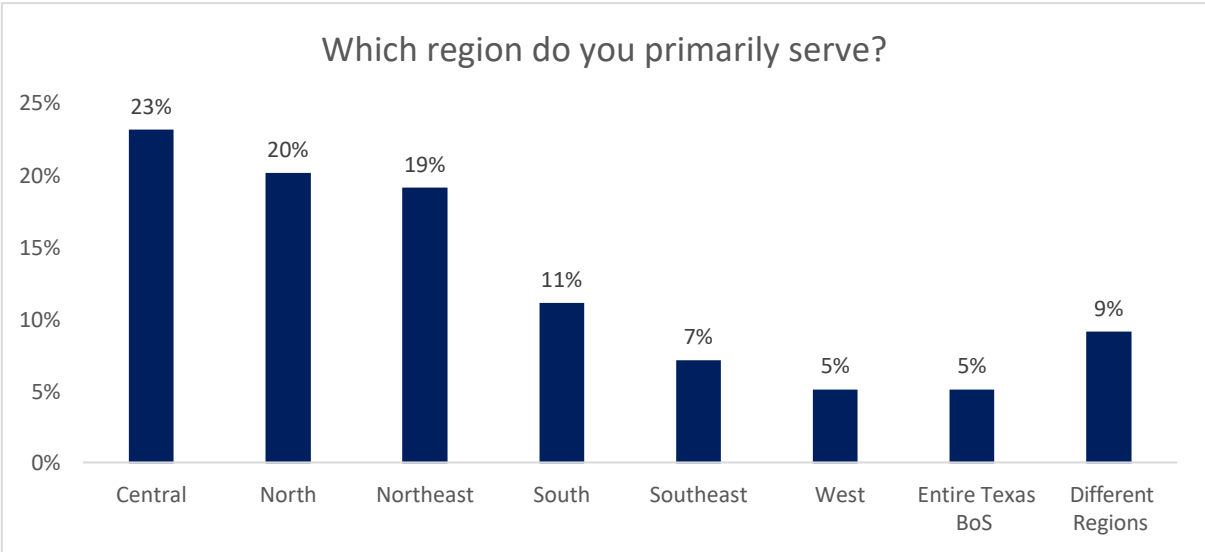
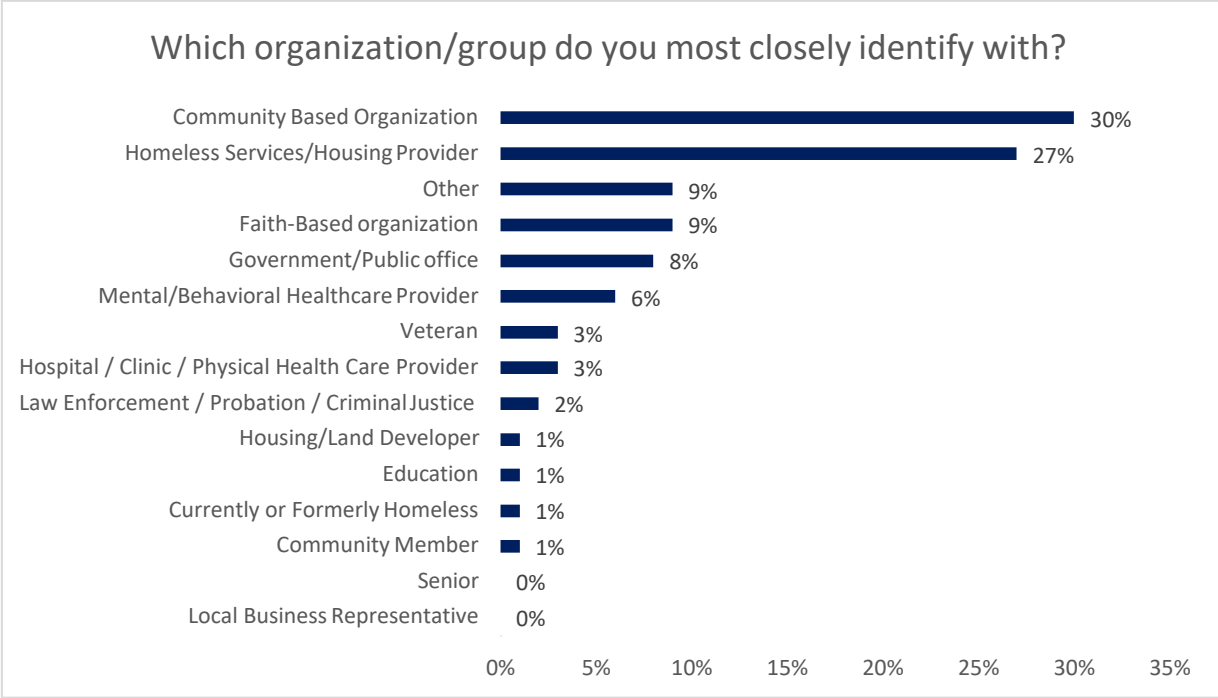
Populations Served by Shelters	# of Shelters	# of Beds	Occupied	Unoccupied
Individuals and families (All)	8	760	547	213
Survivors of Domestic Violence, Sexual Assault and other Crises	11	354	203	151
Families	2	37	27	10
Women and children, women and families	1	92	50	42
Youth	1	14	7	7
Other populations	2	25	11	14
Total:	25	1,282	845	437

Emergency Shelter Bed Utilization (South Region)				
Populations Served by Shelters	# of Shelters	# of Beds	Occupied	Unoccupied
Individuals and families (All)	2	536	356	180
Survivors of Domestic Violence, Sexual Assault and other Crises	6	223	113	110
Women and children, women and families	1	24	22	2
Youth	1	15	0	15
Other populations	6	265	187	78
Total:	18	1,063	678	385

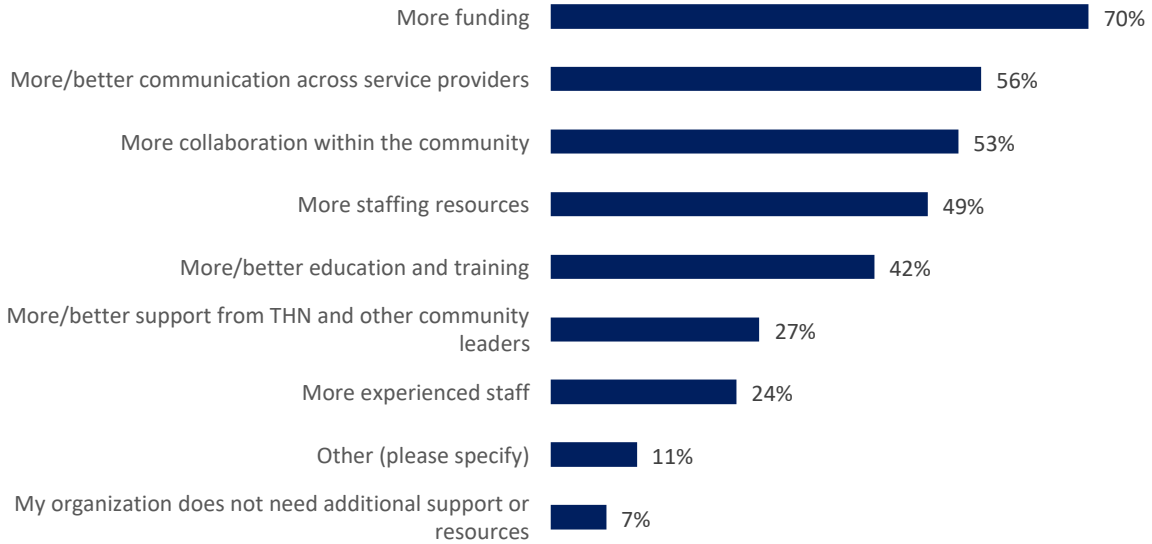
Emergency Shelter Bed Utilization (Southeast Region)				
Populations Served by Shelters	# of Shelters	# of Beds	Occupied	Unoccupied
Individuals and families (All)	3	194	111	83
Survivors of Domestic Violence, Sexual Assault and other Crises	4	150	63	87
Women & children/their families	1	36	33	3
Youth	4	124	67	57
Total:	12	504	274	230

Emergency Shelter Bed Utilization (West Region)				
Populations Served by Shelters	# of Shelters	# of Beds	Occupied	Unoccupied
Individuals and families (All)	2	131	94	37
Survivors of Domestic Violence, Sexual Assault and other Crises	2	127	67	60
Families	4	134	65	69
Total:	8	392	226	166

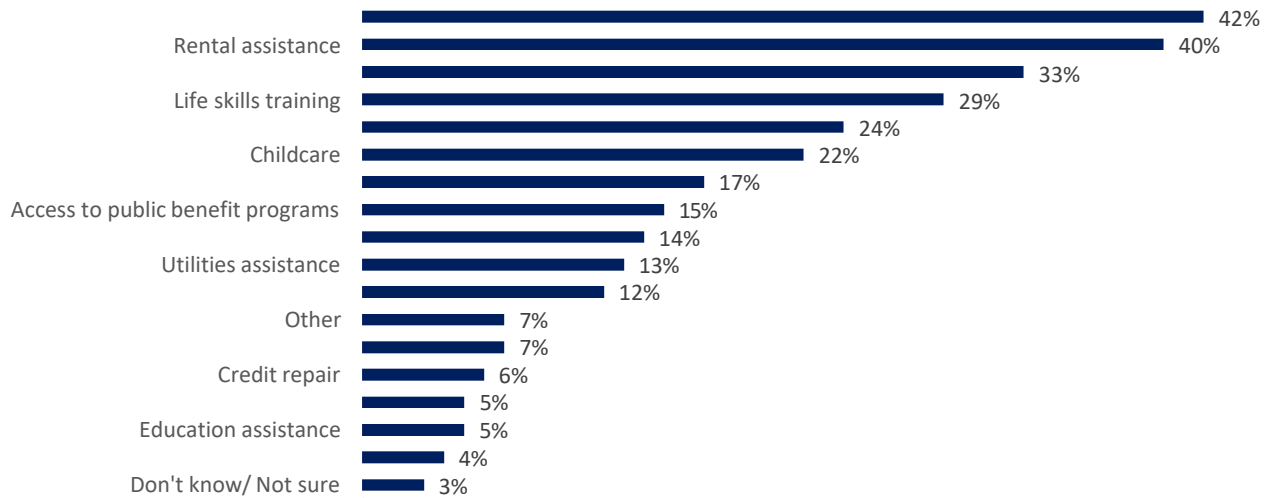
Appendix D – Staff/Stakeholder Survey Findings



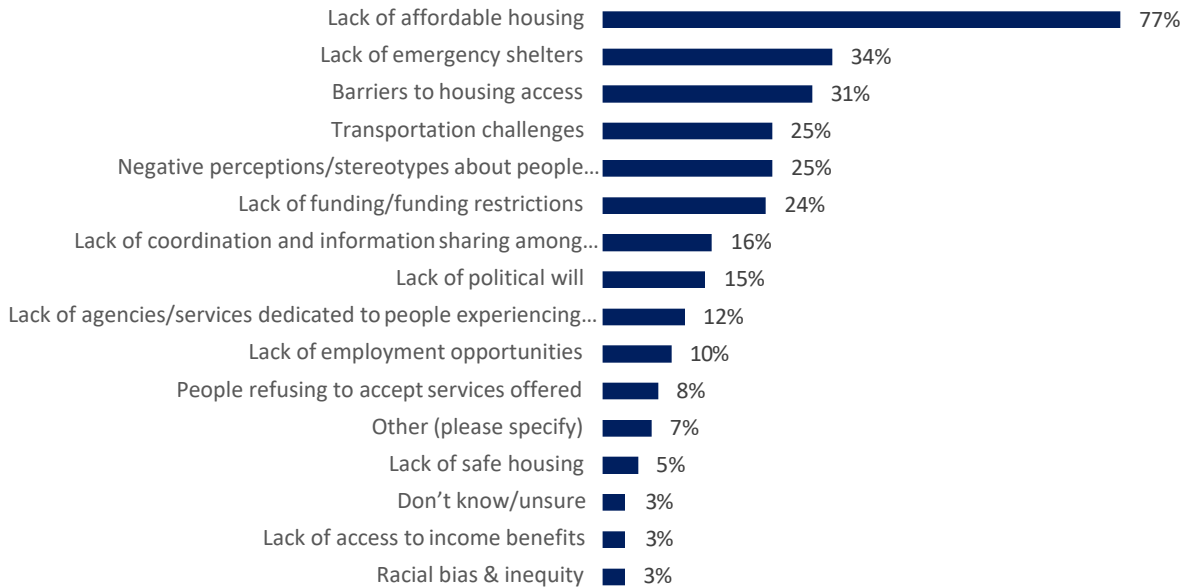
My organization needs the following resources or support



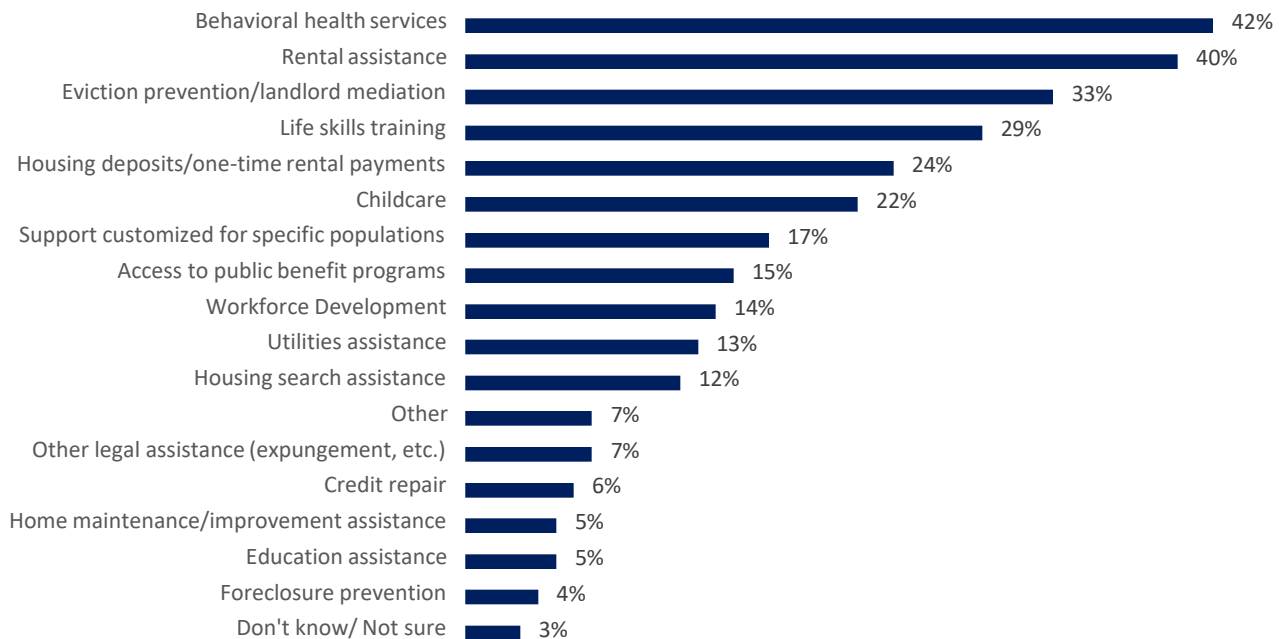
What do you think are the three most critical services needed to prevent homelessness for those at risk of homelessness in your community?



What do you believe are top three barriers to addressing homelessness in your community?



What do you think are the three most critical services needed to prevent homelessness for those at risk of homelessness in your community?



Appendix E - HMIS Data Analysis Methodology

The HMIS dataset analyzed includes the records for consumers served by projects at any point between 10/1/2018-9/30/2020. The projects include the following:

- Day Shelters²⁴
- Emergency shelters
- Homeless prevention
- Street outreach
- Transitional housing
- Rapid Rehousing
- Permanent Supportive Housing

The dataset was cleaned and analyzed using Statistical Package for the Social Sciences (SPSS). The original dataset included 88,304 rows, some of which were duplicates at both an individual and enrollment level. During the data cleaning process, the first step was to identify rows that were identical in every field to eliminate duplicates. Homebase then eliminated duplicate Enrollment IDs but did not remove duplicate Client IDs if they had distinct Enrollment IDs, as one person may have been served by more than one project during this time period. Therefore, some consumers may appear more than once in the dataset. After the data cleaning process, there were a total of 49,738 rows with distinct enrollment IDs. The data were analyzed at an individual level, not household level.

The original dataset included the following fields:

- Client ID
- Age
- Race
- Ethnicity
- Gender
- Household ID
- Veteran Status
- Relationship to Household
- Enrollment ID
- Enrollment Household ID
- Enrollment Start Date
- Enrollment Exit Date
- Days Enrolled
- Exit Destination

²⁴ The dataset only included three enrollments in Day Shelters.

- Domestic Violence Experience
- Disabling Condition
- Chronically Homeless
- Organization
- Program Name
- Program Type
- Assessment Date
- Assessment Type

In order to identify a project’s region, Homebase matched the project’s geocode with the county the project is located in and created new fields for county and region.

Due to small sample sizes for racial categories other than White and Black, in the analysis of racial demographics, the other groups were combined as “Other Races/Unknown,” which included the following categories: American Indian or Alaska Native, Asian, Native Hawaiian or Other Pacific Islander, Multi-Racial, Client doesn’t know, Client refused, and Data not collected.

In order to identify the exit destinations, Homebase used the exit destinations established in the HMIS Programming Specifications²⁵ and created a new “Exit Destination Category” field. The report includes an analysis of consumers that exited to permanent destination, which include the following exit destinations:

- Moved from one HOPWA funded project to HOPWA PH
- Owned by client, no ongoing housing subsidy
- Owned by client, with ongoing housing subsidy
- Rental by client, no ongoing housing subsidy
- Rental by client, with VASH housing subsidy
- Rental by client, with GPD TIP housing subsidy
- Rental by client, with other ongoing housing subsidy
- Permanent housing (other than RRH) for formerly homeless persons
- Staying or living with family, permanent tenure
- Staying or living with friends, permanent tenure
- Rental by client, with RRH or equivalent subsidy
- Rental by client, with HCV voucher (tenant or project based)
- Rental by client in a public housing unit

²⁵ HMIS Programming Specifications for Reporting Beginning October 1, 2019 Using HMIS Data Standards 2020, p. 58-59. (Released April 2020, HUD, Version 1.2),