



# MISSOURI BALANCE OF STATE CONTINUUM OF CARE Gaps Analysis Report, 2019 Update



**Homebase**

ADVANCING SOLUTIONS TO HOMELESSNESS



*Strength, Dignity, Quality of Life*  
**MISSOURI HOUSING**  
DEVELOPMENT COMMISSION



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## INTRODUCTION

Pursuant to 24 CFR 578.7(c)(3), one of the primary duties of a Continuum of Care is to conduct an annual gaps analysis of the needs and services available within its geographic area related to homelessness. Homebase, a national technical assistance provider on homelessness, prepared this Assessment of the Missouri Balance of State Continuum of Care (CoC) under contract with Missouri Housing Development Commission, the Collaborative Applicant of the Missouri Balance of State CoC.

This analysis uses 2018 data to evaluate the current system, identify existing gaps, and make recommendations designed to improve the overall system of care to better address the needs of the homeless population in the Missouri Balance of State CoC region.

This report is structured into three key areas:

### **1. Service Availability Across the Balance of State Continuum of Care**

This section provides a high level overview of the services/beds available in 2018. It utilizes multiple data sources to analyze the discrepancy between the need (as estimated through the 2018 PIT count) versus the bed availability (derived from the 2018 Housing Inventory Count). It also assesses HMIS data, such as HMIS coverage and HMIS bed utilization rates to assess gaps in services across providers utilizing HMIS.

#### Key Findings

- a. Across the Balance of State CoC, Housing stock and need has consistently decreased since 2014, across all housing types.
- b. Most regions had a similar portion of the overall CoC-wide bed count compared to their portion of PIT count in 2018 (e.g. Region 5 has 36 percent of the overall PIT count but 33 percent of the overall beds).
- c. While most regions' portion of the overall PIT count was representative of their portion of the overall population (according to 2010 Census information), Region 1 had a disproportionately low amount of homelessness versus population share, and Region 5 has a disproportionately high amount of homelessness.
- d. Most regions that increased housing stock from 2017 to 2018 also saw a decrease in unsheltered homelessness (with some outliers).
- e. Finally, the CoC-wide housing stock was made up of 50 percent temporary housing beds in 2018 (40 percent emergency shelter and 10 percent transitional housing). Less than 10 percent of stock was in rapid rehousing.
- f. A notably high percentage (19 percent) of individuals that left permanent supportive housing exited to temporary destinations and institutional settings.

### **2. Assessing Racial Disparities in the Homeless System of Care**

This section provides analysis of 2018 PIT count data and HMIS data disaggregated by race and ethnicity. It offers an initial look at disparities by race and ethnicity in terms of who is experiencing homelessness and entering the Balance of State CoC homeless system of care; and, the types of homeless housing and services accessed by race and ethnicity. The analysis

also provides a look at outcomes by race and ethnicity in terms of exits to permanent housing destinations in 2018.

#### Key Findings

- a. In the Balance of State CoC, Black or African American households experience homelessness at rates 7.5 times higher than white households. Households that identify as multi-racial experience homelessness at rates 3 times higher than white households.
- b. Hispanic/Latino households experience homelessness at rates 1.6 higher than non-Hispanic/non-Latino households.
- c. Households that identify as Black or African American are more likely to include adults with children compared to white households, which are more likely to enter the CoC as adults only.
- d. Initial analysis of access to emergency shelter, transitional housing, rapid rehousing, and permanent supportive housing by race and ethnicity indicate levels of access proportional to each groups experience of homelessness.
- e. Initial analysis of exits to permanent housing by race for 2018 indicate few disparities. Rapid rehousing and permanent supportive housing have similar percent exits for Hispanic/Latino households and non-Hispanic/non-Latino households but exits to permanent housing from emergency shelter and transitional housing are lower for Hispanic/Latino households.

### **3. System Performance Measures Over Time**

This section provides an assessment of the System Performance Measures from 2015 through 2018. The System Performance Measures are derived through aggregated HMIS data of all providers utilizing HMIS and provide quantified and objective insights into the effectiveness of a CoC.

#### Key Findings

- a. The median length of beds night for individuals staying in emergency shelters, safe havens, and transitional housing increased between 2017 and 2018.
- b. The number of individuals entering the system for the first time has steadily decreased since the peak of 2,446 in 2016.
- c. The percentage of successful exits among emergency shelter, transitional housing, safe havens, and rapid rehousing has slowly increased from 2015 to 2018, (from 47 percent to 61 percent).

#### **Methodology**

To create this report, Homebase analyzed data from the following sources:

- Housing Inventory Count data from 2017 and 2018, accessed via the HUD Homelessness Data Exchange at HUDHDX.info (“HUD HDX”)
- Point in Time (PIT) Count data from 2013-2018, accessed via HUD HDX

- Regional PIT count data from 2013-2018, accessed via yearly reports on the Missouri Balance of State website<sup>1</sup>
- HMIS data for all HMIS-participating providers from 2018, provided by the Institute for Community Alliances (ICA)
- The Missouri Coalition Against Domestic Violence’s 2018 Domestic and Sexual Violence Statistics Report<sup>2</sup>
- System Performance Measure data from 2015-2018, accessed via HUD HDX
- 2019 survey distributed to Balance of State providers by the Missouri Housing Development Commission

### **Methodological Limitations**

- *Housing Inventory Count:* While the Housing Inventory Count provides a comprehensive list of providers and their respective numbers of beds across all housing types (Emergency Shelter, Permanent Supportive Housing, Transitional Housing, Rapid Rehousing, and Safe Havens), it does not specify the geographic location of each provider. Furthermore, many of the Balance of State’s providers are not limited to a specific geographic area or county, but instead provide and service beds across multiple counties and regions. In the *Missouri Balance of State Gaps Analysis Report—March 2018*, Homebase cross-referenced the Housing Inventory Count with APR data to estimate the number of beds in each region. Due to data limitations and time constraints of this update, Homebase was unable to conduct this cross-reference. Instead, it utilized the counties recorded in the Housing Inventory Count (labeled as “geocode”). As a result, in cases where providers are maintaining beds in counties/regions other than their own home county/region, it will appear as if some regions have a disproportionate number of beds compared to their PIT counts.
- *Data Discrepancies:* While Homebase was careful to ensure that its data was accurate, there were some instances where data did not entirely align. For example, the 2018 Housing Inventory Chart shows 322 transitional housing beds, but HMIS data showed only 21 participants in transitional housing. Similarly, the 2018 System Performance Measure data and 2018 HMIS data—while similar—varied slightly. These discrepancies were likely due to data quality and reporting, as well as HMIS utilization among providers and bed utilization among individuals.

<sup>1</sup> Missouri Balance of State Point In Time Count Reports. 2019. Accessed at: <https://www.moboscoc.org/point-in-time-count>.

<sup>2</sup> MCADSV Member Programs’ Domestic and Sexual Violence Statistics. 2018. Accessed at: <https://www.mocadsv.org/FileStream.aspx?FileID=1078>

## SERVICE AVAILABILITY ACROSS THE BALANCE OF STATE CONTINUUM OF CARE

### *Trends in Population Experiencing Homelessness*

A CoC's success is largely related to its ability to maintain an appropriate number of services and beds relative to the size of its homeless population. While rural CoCs such as the Missouri Balance of State CoC generally have the benefit of smaller homeless populations per capita compared to metropolitan areas such as Kansas City, they also typically suffer from a lower proportion of beds and services, particularly given the large geographic area they serve. The Missouri Balance of State CoC is no exception to this rule, serving individuals across 101 counties and ~72,000 square miles.

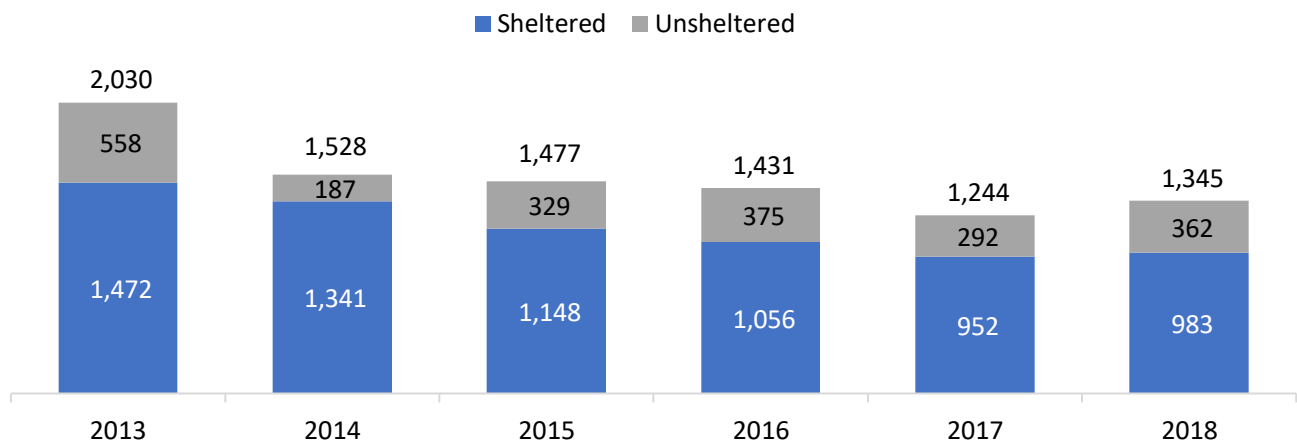
To address homelessness effectively, a CoC must maintain a (1) strategic number of housing beds and units in the CoC, (2) with an appropriate distribution of beds across housing types to meet the needs and abilities of the homeless population, (3) that are geographically accessible, and (4) receptive to special populations of people experiencing homelessness.

While there were over 200 providers operating housing programs and services in 2018, gaps still exist. This section analyzes trends in Point-In-Time (PIT) Count data from 2018 compared to data from the Housing Inventory Count recorded at the same time. It also assesses Homeless Management Information System (HMIS) data to a lesser extent. However, because HMIS only captures data for those programs that choose to utilize HMIS, it can only provide a portion of the full picture.

### **Balance of State CoC**

As of the January 2018 PIT Count, 1,345 individuals were experiencing homelessness on a single night in the Missouri Balance of State CoC. This represents a 4 percent increase in the total number of individuals experiencing homelessness versus 2017, the year with the lowest PIT count recorded in Missouri's Balance of State CoC. As a result, 2018 was the first year with an increase in numbers since the Balance of State CoC's record high of 2,030 in 2013, despite a five-year trend of decreasing numbers.

**Figure 1.** Number of Individuals Experiencing Homelessness on a Single Night Across Missouri Balance of State CoC Region Categorized by Sheltered/Unsheltered (2013-2018)



Source: 2013-2018 PIT count reports from HUD HDX.

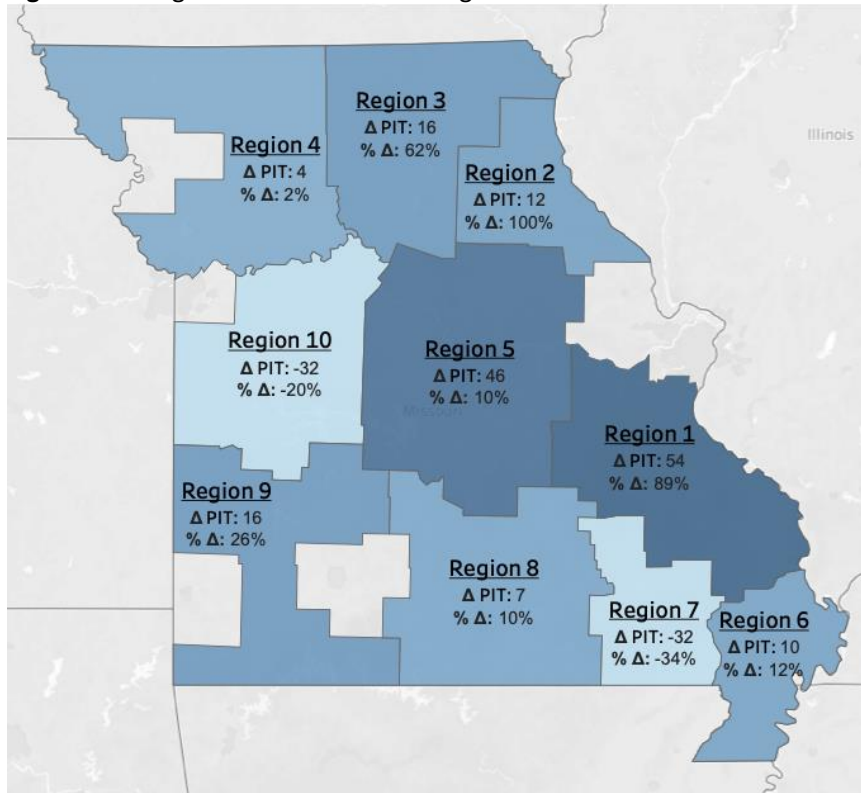
Of these 1,345 individuals, 27 percent were living in unsheltered locations (outside, their cars, places not meant for human habitation, etc.). This represents a 4 percentage point shift from the 23 percent of individuals living in unsheltered locations the year prior. This shift is not a significant change, as the number of unsheltered persons experiencing homelessness fluctuated between approximately 20 and 28 percent of the overall homeless population between 2013 and 2017. However, it is nearly double that of 2014, where only 12 percent of individuals were living in unsheltered locations.

By contrast, 73 percent of individuals experiencing homelessness were living in sheltered locations (e.g. emergency shelters or transitional housing). 2014 saw the highest number of individuals in sheltered locations, at 88 percent.

### By Region

In order to more effectively govern and distribute resources, the Missouri Balance of State CoC is divided into 10 regions. While the CoC as a whole only saw an overall increase of four percent in homelessness between 2017 and 2018, the individual regions had mixed results.<sup>3</sup>

**Figure 2.** Change in PIT Count Across Regions in the Missouri Balance of State CoC (2017 vs. 2018)



Source: 2017 and 2018 regional reports found on Missouri Balance of State CoC website.

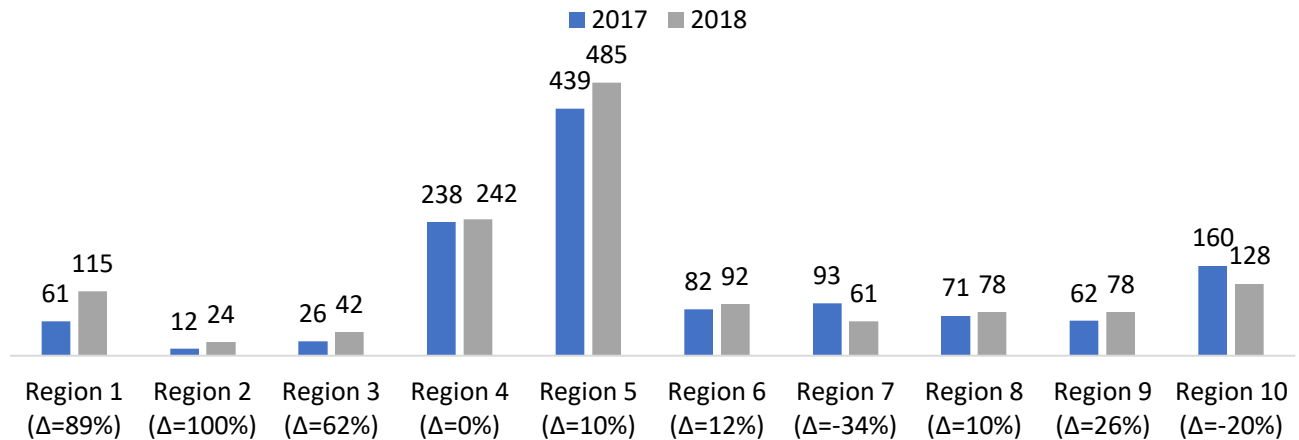
For example, Regions 6, 7, and 8 saw a decrease in their total PIT counts between 20 and 30 percent—but others saw significant increases. Regions 1, 2, and 3, all saw an increase exceeding 60 percent, with Region 1 and 2 nearly doubling or doubling in total numbers.<sup>4</sup> Regions 4, 5, and 8

<sup>3</sup> For more information on PIT counts across region between 2013 and 2017, see *Missouri Balance of State CoC Gaps Analysis Report—March 2018*.

<sup>4</sup> While Region 2 did see a 100% increase from 2017 to 2018, this was only a difference of 12 people.

remained relatively flat from 2017 to 2018. This is particularly noteworthy for Region 5, since Boone County is one of the most populous counties within the Balance of State CoC. On balance, it also has the largest concentration of providers across the Continuum, which may have contributed to its minimal increase.

**Figure 3.** PIT Count Across Regions in the Missouri Balance of State CoC (2017 vs. 2018)



Source: 2017 and 2018 regional reports found on Missouri Balance of State CoC website.

Mirroring the above graph, regions have seen varying results in their percentages of sheltered and unsheltered individuals. While many regions saw an increase in their total percentage of individuals experiencing homelessness, this did not always indicate an increase in unsheltered homelessness. For example, while Region 3 experienced a 62 percent increase in homelessness from 2017 to 2018, its percentage of individuals in unsheltered homelessness decreased by 14 percent. That said, in most cases where a region's PIT count increased in 2018 (e.g. Regions 1, 2, 5), there was a correlated increase in the percentage of unsheltered homelessness (increases of 17, 25, and 10 percent, respectively). Similarly, regions that saw a reduction in overall homelessness typically experienced reductions in unsheltered homelessness.

For regions that saw large percentage increases in their total PIT count, there may be relationship in the increase in unsheltered homelessness and their reduction in beds overall (see *"Changes In Housing Stock Over Time"* on the next page). However, a more in-depth analysis would be required to fully understand the change in percentages across each region. This analysis could explore regional changes in economics, policy, transportation, etc., and require extensive stakeholder feedback.



**Figure 4.** Percentage Change in Sheltered PIT Counts Across Missouri Balance of State CoC Regions (2017 vs. 2018)

	<b>% Sheltered (2017)</b>	<b>% Sheltered (2018)</b>	<b>% Change (<math>\Delta</math>)</b>
<b>Region 1</b>	75%	58%	-17%
<b>Region 2</b>	83%	58%	-25%
<b>Region 3</b>	62%	76%	15%
<b>Region 4</b>	78%	83%	6%
<b>Region 5</b>	86%	76%	-9%
<b>Region 6</b>	70%	63%	-6%
<b>Region 7</b>	75%	84%	8%
<b>Region 8</b>	61%	53%	-8%
<b>Region 9</b>	72%	73%	1%
<b>Region 10</b>	65%	72%	7%
<b>Total</b>	77%	73%	-4%

Note: Percentages may not add up to 100% due to rounding.

Source: 2017 and 2018 regional reports found on Missouri Balance of State CoC website.

**Figure 5.** Percentage Change in Unsheltered PIT Counts Across Missouri Balance of State CoC Regions (2017 vs. 2018)

	<b>% Unsheltered (2017)</b>	<b>% Unsheltered (2018)</b>	<b>% Change (<math>\Delta</math>)</b>
<b>Region 1</b>	25%	42%	17%
<b>Region 2</b>	17%	42%	25%
<b>Region 3</b>	38%	24%	-15%
<b>Region 4</b>	22%	17%	-6%
<b>Region 5</b>	14%	24%	9%
<b>Region 6</b>	30%	37%	6%
<b>Region 7</b>	25%	16%	-8%
<b>Region 8</b>	39%	46%	7%
<b>Region 9</b>	28%	27%	-1%
<b>Region 10</b>	35%	28%	-7%
<b>Total</b>	23%	27%	4%

Note: Percentages may not add up to 100% due to rounding.

Source: 2017 and 2018 regional reports found on Missouri Balance of State CoC website.

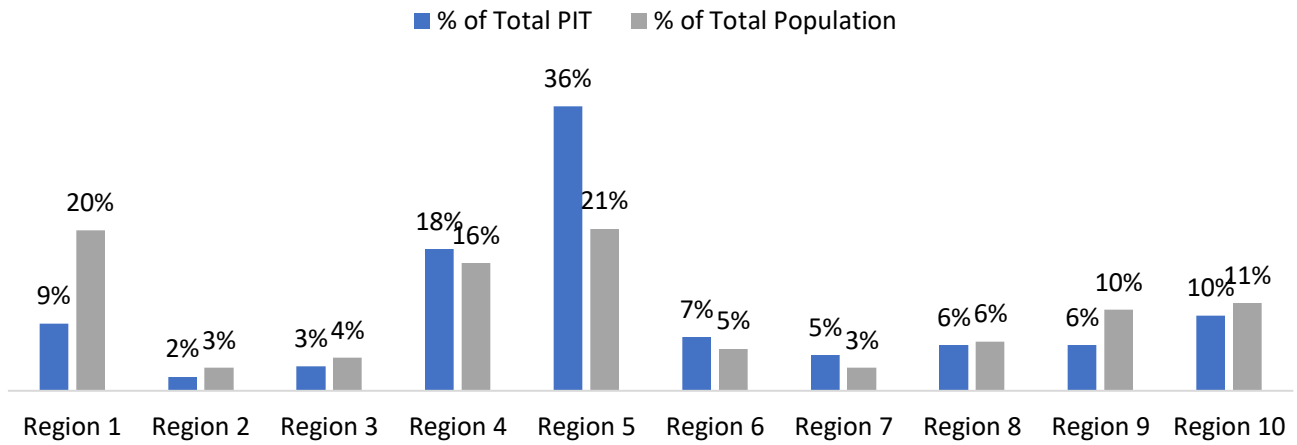
Finally, there are some regions that see a larger portion of the overall PIT count. For example, Region 5 makes up more than a third of the overall PIT count, and Region 4 makes up a fifth. This is logical, given these regions are more populated overall (with Region 5 consisting of Boone County and Region 4 consisting of Platte and Clay). In most cases, the percentage share of the total PIT count is similar to the percentage share of the total population.<sup>5</sup> However, they are not always parallel.

This discrepancy in 2018 PIT count versus overall population percentage was most noticeable in Region 1 and Region 5. In Region 1, its percentage share of the PIT count is approximately half of its percentage share of the total overall CoC population (9 percent versus 20 percent). At the same time, in Region 5, its percentage share of the PIT count is nearly double its percentage share of the total overall CoC population (36 percent versus 20 percent). While these numbers may have changed given

<sup>5</sup> Using population estimates from 2010 census.

changes in population between 2010 and 2018, it still does demonstrate a disproportionate number of individuals experiencing homelessness in Region 5 area.

**Figure 6.** Percentage Share of CoC PIT Count vs Percentage Share of Total Population Across CoC by Region (2018)



Source: 2018 PIT Count from HUD HDX and 2010 Census Information.

### Changes in Housing Stock Over Time

Homeless-dedicated housing interventions are organized into four main component types:

- **Emergency Shelter:** Emergency shelters provide temporary shelter for individuals or families. They are often short-term and may provide night-to-night accommodations, with beds filled and turned over on a nightly basis. They are intended to offer a safe and secure place for people to access emergency services and temporary shelter.
- **Transitional Housing:** Transitional housing is a longer-term intervention than emergency shelter, with beds reserved for individuals for periods of months, and sometimes up to two years. These beds are generally coupled with intensive support services in a facility-based environment.
- **Rapid Rehousing:** Rapid rehousing is a time-limited intervention intended to connect individuals or families with long term housing. Rapid rehousing programs provide housing vouchers or stipends to individuals or families to cover the cost of their rent (in full or in part) in the short term, with the intention that participants are able to become self-sufficient transition to paying their full rent in their unit over time. Program participants usually receive time-limited services.
- **Permanent Supportive Housing:** Permanent supportive housing is a housing intervention intended for individuals with greater levels of need. This includes persons experiencing chronic homelessness or that have disabilities. This intervention is not time limited, and participants are able to remain in their permanent supportive housing units as long as needed. Like transitional housing, it is combined with supportive services.

From its peak in 2014, the availability of housing stock and beds has decreased by 22 percent, from 3,976 beds to 3,082). This equates to an average decrease of six percent per year across the Balance of State CoC. The PIT count experienced a parallel reduction.<sup>6</sup>

<sup>6</sup> Not including 2018.

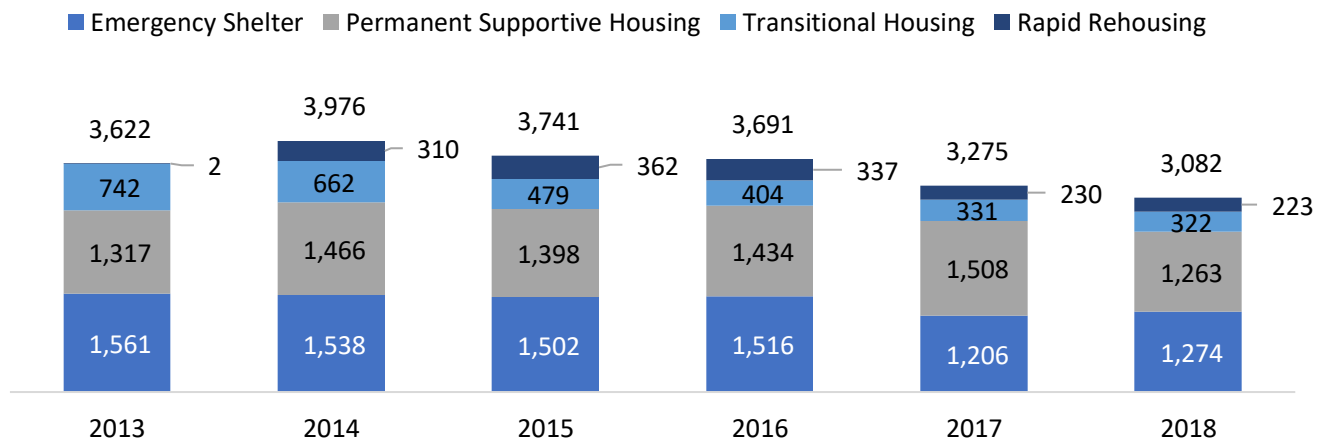
## **Balance of State CoC**

In 2018, the bulk of the Balance of State CoC's housing stock was in emergency shelter (41 percent) and permanent supportive housing (41 percent) beds. By contrast, its percentage of rapid rehousing beds is minimal, at 7 percent. This is notable, given the cost effectiveness and outcomes of rapid rehousing—especially since the CoC continues to operate more transitional housing beds (322 transitional housing versus 223 rapid rehousing beds), which has been proven to be less cost effective when compared to the model's overall outcomes. Furthermore, it is similarly notable that the CoC consists of a nearly identical number of emergency shelter beds as permanent supportive housing beds, since the latter is long-term and ends a participant's homelessness overall.

In addition, from 2014 to 2018, the number of beds decreased overall. However, the percentage reduction across housing types varied. For example, transitional housing saw the largest percentage reduction in beds, decreasing from 662 to 322, or by 51 percent. This may be due to a national shift away from transitional housing for many funders, after studies showed the cost of the model versus its expected outcomes. However, in the same period many funders, including HUD, increased their focus on rapid rehousing programs, and surprisingly, the Balance of State CoC saw a similar reduction in rapid rehousing availability during the same time period (by 28 percent).

Emergency shelter and permanent supportive housing beds experienced the smallest percentage reductions, decreasing by only 17 and 14 percent, respectively. To be more effective, the Balance of State CoC should be strategic in what types of housing to add, emphasizing permanent housing beds such as rapid rehousing and permanent supportive housing.

**Figure 7.** Number of Beds by Housing Type Over Time (2013-2018)

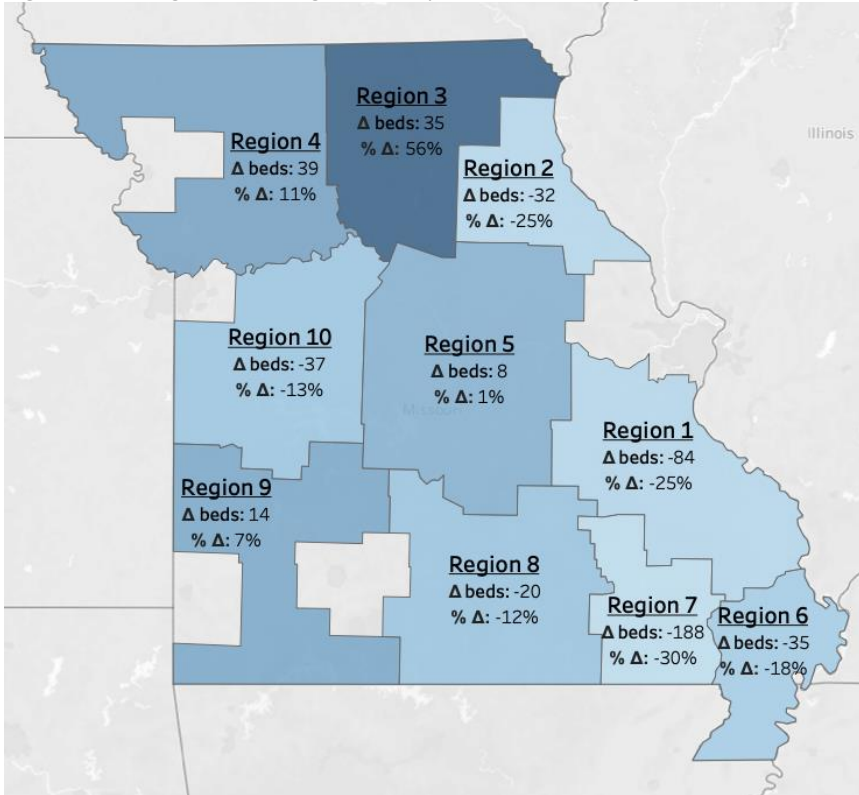


Source: 2018 Housing Inventory Count from HUD HDX.

## **By Region**

As explained in “*Methodological Limitations*” on page 4, it is difficult to accurately discern the breakdown of beds across regions, since HUD only tracks the county in which an agency is located as opposed to the exact locations of its individual beds. In many cases, an agency will maintain beds across multiple counties—and in turn, multiple regions. However, data from the Housing Inventory Count below can still provide some understanding of the availability of beds across regions.

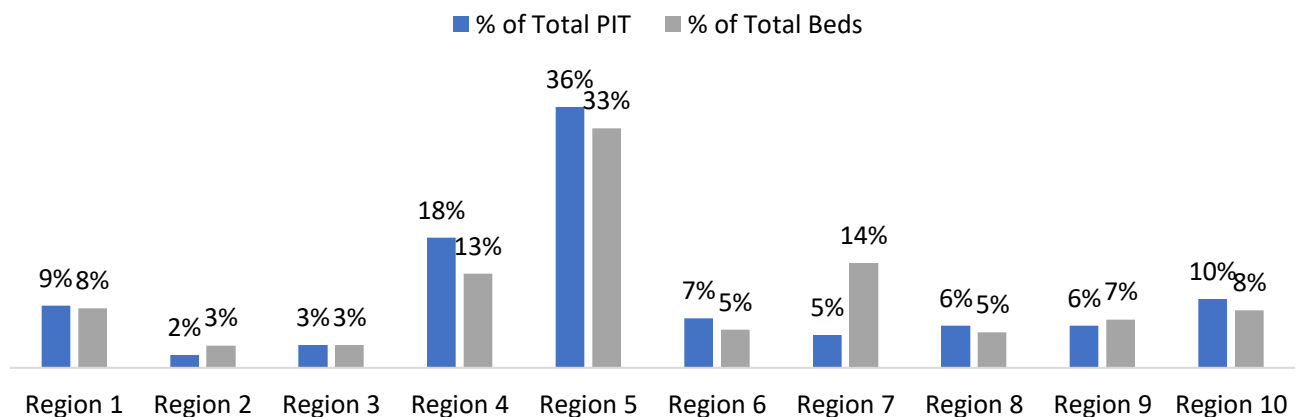
**Figure 8.** Change in Housing Inventory Count Across Regions in the Missouri Balance of State CoC (2017 vs. 2018)



Source: 2018 Housing Inventory Count from HUD HDX.

When comparing each region’s percentage share of beds to its respective share of the overall PIT count, it appears that beds are generally allocated to the appropriate regions. For example, Region 5 made up 36 percent of the PIT count in 2018 and held 33 percent of the housing stock, or a difference of three percent. Similarly, Regions 1, 2, 3, 7, and 9’s PIT and bed percentages were all within one percent of each other. The primary exception was Region 7, which showed only five percent of the total PIT count—but 14 percent of the total beds. This may suggest an opportunity to reallocate resources/beds to ensure they are benefiting regions with the most need.

**Figure 9.** Percentage Share of Overall CoC PIT Count vs Percentage Share of Total Beds by Region (2018)



Source: 2018 Housing Inventory Count and 2018 PIT Count from HUD HDX.



With this in mind, some regions saw significant changes in their housing stock between 2017 and 2018.<sup>7</sup> Changes ranged from decreases of 30 percent to increases of 56 percent. For example, Regions 1, 2, and 7 experienced large percentage drops in their total available beds (with decreases of 25, 25, and 30 percent, respectively). That said, while Regions 1 and 2 saw parallel increases in their unsheltered homelessness, Region 7 experienced a nine percent decrease in unsheltered homelessness. This demonstrates that there is not a precise one-to-one relationship between housing stock and the ratio of sheltered/unsheltered homelessness, but that the latter is typically a result of a variety of factors.

Still, some regions saw large increases in their total available beds, such as Region 3, which increased beds by 56 percent. This increase in beds in Region 3 correlates with the reduction in unsheltered homelessness during the same time period. Regions 4 and 9 also saw increases in housing stock (11 and 7 percent, respectively), along with reductions in unsheltered homelessness (5 and 1 percent, respectively). See “Trends in Population Experiencing Homelessness” on page 5.

**Figure 10.** Change in Number of Beds by Region (2017 vs. 2018)

	2017	2018	Change
Region 1	338	254	-25%
Region 2	128	96	-25%
Region 3	63	98	56%
Region 4	363	402	11%
Region 5	1,015	1,023	1%
Region 6	198	163	-18%
Region 7	635	447	-30%
Region 8	173	153	-12%
Region 9	193	207	7%
Region 10	284	247	-13%
<b>Balance of State CoC</b>	<b>3,390</b>	<b>3,090</b>	<b>-9%</b>

Source: 2017 and 2018 Housing Inventory Count and 2018 PIT Count from HUD HDX.

The chart below shows the number of beds across types of housing, broken down by region. Without significant additional analysis to understand the specific population demographics of each region (e.g. income and mental health characteristics), it is difficult to discern whether the makeup of each region’s housing stock is responsive to each region’s specific needs. Instead, the chart below simply provides some insight into availability of housing types by region.

Regarding emergency shelter: Region 8 has a disproportionately high number of emergency shelter beds compared to other types of housing. Region 2 and 7 have the lowest percentage (25 and 19 percent, respectively). Region 5 has 40 percent of the total emergency shelter beds across the CoC, with emergency shelter beds making up 50 percent of its regional housing stock. This makes sense, given its high percentage of individuals experiencing homelessness. Furthermore, it may suggest that its inventory is too heavily concentrated in emergency shelter stock as opposed to rapid rehousing or

<sup>7</sup> Analysis referenced used parallel methodology for both years.

permanent supportive housing—both of which are found to be more effective than emergency shelters in ending an individual’s homelessness.

Permanent supportive housing makes up anywhere between 27 percent (Region 9) and 75 percent (Region 2) of each region’s individual housing inventory, with an average of 43 percent across all regions. Region 5 again maintains the bulk of CoC’s permanent supportive housing beds (31 percent), which is reflective of its large number of beds compared to the overall CoC. However, permanent supportive housing only makes up 38 percent of Region 5’s individual housing stock, due to its heavy presence of emergency shelter and even transitional housing.

As stated above, rapid rehousing makes up only a small share of each region’s individual stock, ranging from zero to 20 percent. Given additional resources, the Balance of State CoC might benefit from a prioritization of rapid rehousing stock, especially because it can be more flexible geographically than other housing types.

**Figure 11.** Number of Beds by Housing Type and Region (2018)

	Emergency Shelter	Permanent Supportive Housing	Rapid Rehousing	Safe Haven	Transitional Housing	Total Beds
Region 1	79	159	16	-	-	254
Region 2	24	72	-	-	-	96
Region 3	48	50	-	-	-	98
Region 4	122	61	39	-	180	402
Region 5	511	390	52	-	70	1,023
Region 6	59	57	11	8	28	163
Region 7	83	298	42	-	24	447
Region 8	107	46	-	-	-	153
Region 9	100	56	41	-	10	207
Region 10	141	74	22	-	10	247
<b>Total</b>	<b>1,274</b>	<b>1,263</b>	<b>223</b>	<b>8</b>	<b>322</b>	<b>3,090</b>

Source: 2017 and 2018 Housing Inventory Count and 2018 PIT Count from HUD HDX.

## Outcomes Among Providers Using HMIS

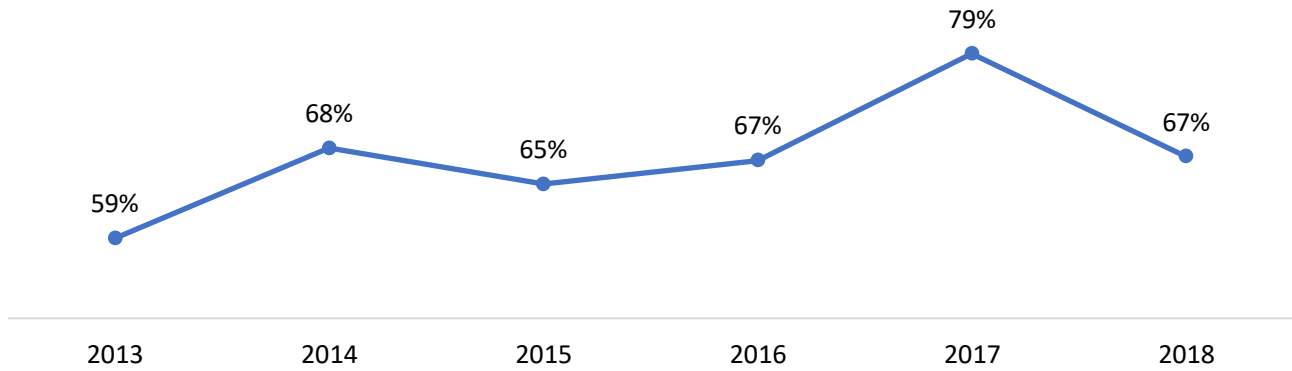
### HMIS Coverage

The next section analyzes 2018 housing data from projects that utilize HMIS (around 67 percent of all projects). In the Missouri Balance of State CoC, there are many homeless service providers that do not utilize HMIS, typically due to one of the following reasons: 1) they are not required to participate by their funders, 2) providing homeless services is not their primary function, 3) they are a domestic violence provider and are required by federal law to use a separate data system, or 4) they do not have the capacity to participate in HMIS. Without a larger percentage of providers operating using the HMIS system, it is challenging to draw systemwide conclusions about programs, strengths, and areas for growth. Instead, HMIS data currently provides only a portion of the picture, based on the providers and programs that do use HMIS.

From 2013 through 2017, there was a steady increase in the percentage of providers using HMIS—from 59 of all providers with homeless programs, to 79 percent in 2017. This was an increase in coverage of 20 percentage points, which is significant for a four-year period and indicative of active,

targeted efforts by the Balance of State CoC to increase HMIS coverage among its various providers. However, this record high in 2017 preceded a of 12 percentage point loss in coverage in just the year following. As a result, around 33 percent of providers and beds are not currently using HMIS, which in turn impacts the ability to draw meaningful conclusions about the system at large.

**Figure 12.** Change in HMIS Bed Coverage Rates Over Time for the Missouri Balance of State CoC (2013-2018)



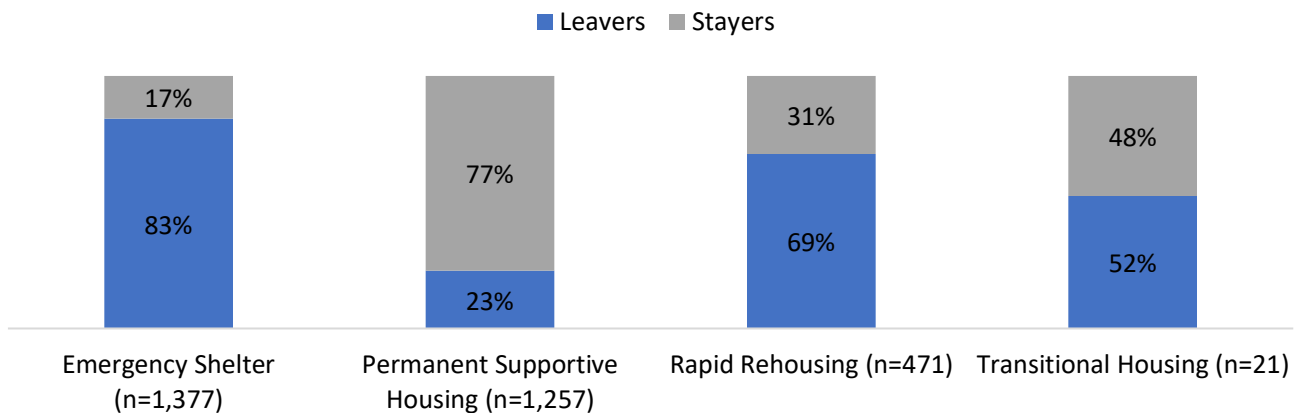
Source: HMIS bed coverage report from HUD HDX

**Outcomes<sup>8</sup>**

Still, HMIS data can provide some information about those programs that have opted into using HMIS—for example, the percentage of leavers and stayers from each housing type in 2018. Of all individuals served in permanent supportive housing programs, 23 percent exited the program in 2018. Of this 23 percent, 19 percent went to temporary destinations or institutional settings (see next page). Since permanent supportive housing is intended to be a permanent program, this is a fairly high percentage of leavers and may suggest a need for additional supports to ensure the success of individuals entering permanent supportive housing to sustain their stay.

On balance, the percentage of leavers and stayers in transitional housing, emergency shelters and rapid rehousing are typical and a result of the nature of each housing type.

**Figure 13.** Comparison of Leavers vs. Stayers by Housing Type Across Balance of State CoC Geography (2018)



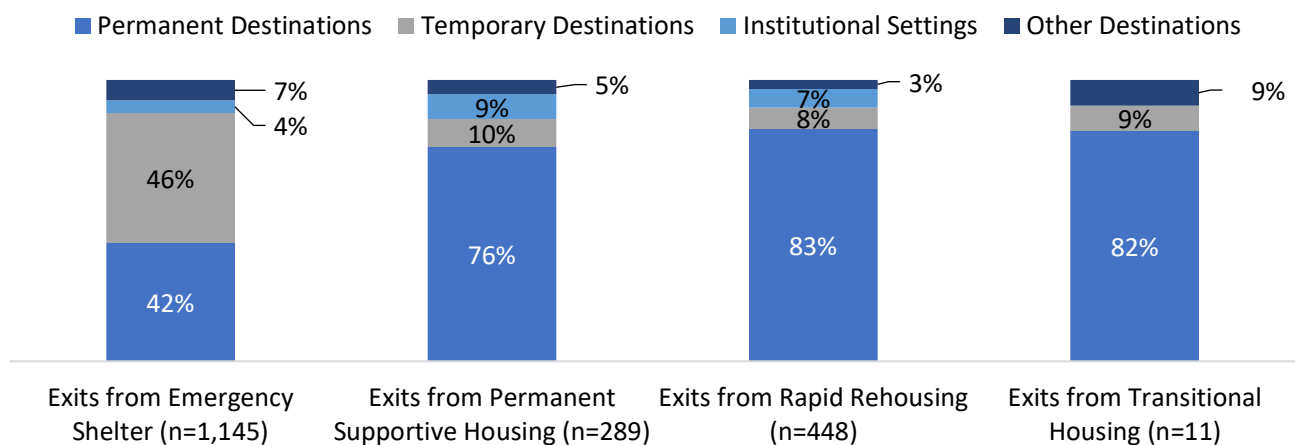
Source: 2018 HMIS Data provided by ICA.

<sup>8</sup> As stated above, this section only considers data from projects that utilize HMIS.

Of those leavers exiting each type of housing in 2018, the results were generally positive. Across permanent supportive housing, rapid rehousing, and transitional housing, about 80 percent exited to permanent destinations. Even 42 percent of those individuals exiting emergency shelter entered permanent destinations, which is higher than expected given the volatility of emergency shelter situations.

That said, some leavers did exit to temporary destinations and institutional settings. For example, 46 percent—or nearly half—of individuals exiting emergency shelters went to temporary destinations. In many cases, this may mean those leavers did not resolve their homelessness. 15 percent and 18 percent of individuals exiting rapid rehousing and transitional housing programs exited to temporary destinations or institutional settings.

**Figure 14.** Exit Types by Housing Program, All Participants (2018)



Source: 2018 HMIS Data provided by ICA.

Most notably, 19 percent of individuals exiting permanent supportive housing programs went to temporary destinations or institutional settings, which is larger than expected given the national average is a success rate of 94.8 percent.<sup>9</sup> While these rates of exit to non-permanent destination do not align with the System Performance Measures discussed on page 30, if accurate, they would be below the national averages of performance for like measures.

## ***Access to Housing by Homeless Sub-Populations<sup>10</sup>***

### **Housing Utilization by Age/Gender**

In 2018, housing was primarily accessed by adults age 18 or over, across all housing types. Emergency shelters had the highest percentage of adult utilizers compared to children (86 percent compared to 14 percent). This was followed by transitional housing and permanent supportive housing, of which 76 percent and 68 of beds are occupied by adults, respectively. On balance, rapid rehousing beds are occupied at a nearly equal rate between adults and children (53 percent compared to 47 percent), indicating families are more likely to access rapid rehousing than single adults.

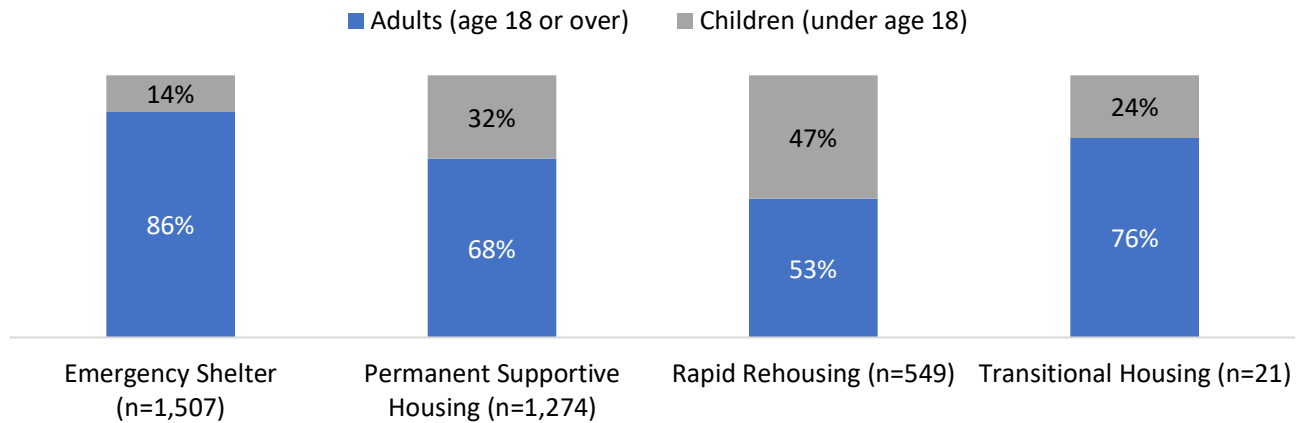
<sup>9</sup> National Summary of Homeless System Performance (2015-2017), <https://files.hudexchange.info/resources/documents/National-Summary-of-Homeless-System-Performance-2015-2017.pdf>

<sup>10</sup> This section only considers data from projects that utilize HMIS.



Transition age youth (18-24) primarily accessed emergency shelter resources (64 percent of all transition age youth in 2018). However, many also accessed rapid rehousing (28 percent), with a smaller percentage going into permanent supportive housing (seven percent).

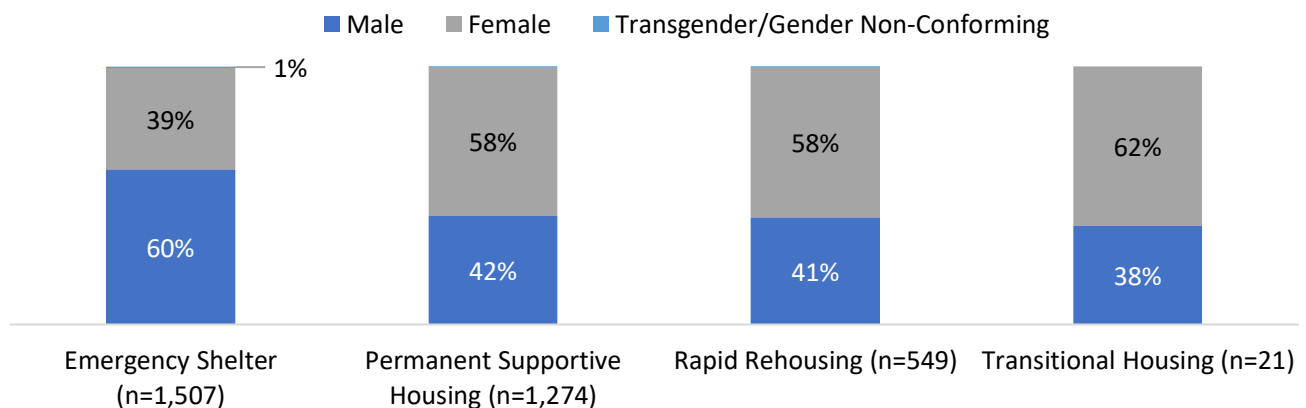
**Figure 15.** Housing Utilization by Age (2018)



Source: 2018 HMIS Data provided by ICA.

While males were the primary utilizers of emergency shelters in 2018, females accessed all other types of housing at higher rates. For example, males made up 60 percent of all emergency shelter utilizers, with the other 40 percent of utilizers being females and transgender/gender-nonconforming (at 1 percent). Females accessed permanent supportive housing, rapid rehousing, and transitional housing at a rate of 3:2 compare to males, with women being around 60 percent of all participants in each housing type. Overall, this demonstrates that men are more likely to access temporary shelter services and have less access to longer term programs.

**Figure 16.** Housing Utilization by Gender (2018)



Source: 2018 HMIS Data provided by ICA.

### **Access to Housing by Subpopulation**

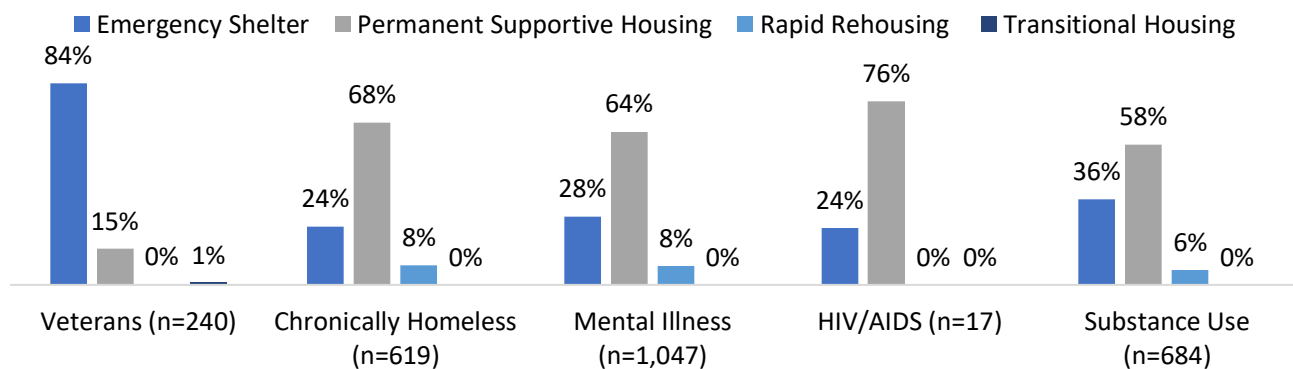
In 2018, individuals experiencing chronic homelessness, mental illness, HIV/AIDS, and substance use disorders were more likely to access permanent supportive housing. This is likely because their conditions qualify them for permanent supportive housing during the intake process. Additionally, it

shows that the CoC is successfully connecting the majority of these high needs-populations with the appropriate intervention, permanent supportive housing. That said, around one-fourth of the mentioned subpopulations (chronic homelessness, mental illness, HIV/AIDS, and substance use disorders) were accessing emergency shelters in 2018.

In contrast, according to HMIS data, veterans were significantly more likely to draw on emergency shelter resources to meet their housing needs than other subpopulations. This data is significantly impacted by non-participation in HMIS by the VA and veteran providers; however, it may still demonstrate a gap across the Balance of State CoC.

Only eight percent of individuals experiencing chronic homelessness or mental illness accessed rapid rehousing in 2018.

**Figure 17.** Subpopulation by Access to Housing (2018)



Source: 2018 HMIS Data provided by ICA.

### **Access to Housing by Survivors of Domestic Violence**

Since domestic violence providers are barred from participating in HMIS by federal law, Homebase chose not to analyze HMIS data for this subpopulation. However, statewide data released by the Missouri Coalition Against Domestic Violence can provide some insight for this particular population.<sup>11</sup>

**Figure 18.** Requests for Housing Among Survivors of Domestic Violence (2018)

	Statewide <sup>12</sup>	Balance of State CoC <sup>13</sup>
<b>Persons That Received Shelter</b>	12,178 individuals	4,163 individuals
<b>Persons That Requested Shelter; Request Unmet</b>	26,638 individuals	9,106 individuals
<b>Persons That Received Shelter (%)</b>	31%	
<b>Persons that Received Shelter; Request Unmet (%)</b>	69%	

Source: 2018 MCADSV Member Programs' Domestic and Sexual Violence Statistics

<sup>11</sup> MCADSV Member Programs' Domestic and Sexual Violence Statistics. 2018. Accessed at:

<https://www.mocadsv.org/FileStream.aspx?FileID=1078>

<sup>12</sup> Ibid.

<sup>13</sup> Because the Missouri Coalition Against Domestic Violence report does not break down numbers by CoC, but instead by regions that do not match CoC boundary lines, this column was calculated using a multiplier. Homebase compared the total number of domestic violence survivors recorded in the Missouri Balance of State CoC during the 2018 PIT Count to the overall number of domestic violence survivors recorded statewide in the same time period. In 2018, there were 348 survivors in the Balance of State CoC, compared to 1,018 across the state as a whole, results in a multiple of .341 (or 348/1,018). Each of the statewide numbers was multiplied by .341 to derive rough estimates for each category for the Missouri Balance of State.

The multiplier described in footnote 11 can only provide rough estimates around housing access among survivors of domestic violence in the Balance of State. However, if accurate, it does demonstrate that a significant percentage of requests for shelter from survivors of domestic violence go unmet (69 percent of all requests). Of those requests for shelter that are eventually fulfilled, the type of housing was typically emergency shelter. In 2018, 88 percent of bed nights among survivors of domestic violence were in shelter beds, compared to 12 percent in transitional housing beds.<sup>14</sup>

Overall, the average individual stayed an average of 37 total bed nights across both emergency shelter and transitional housing.

**Figure 19. Bednights Among Survivors of Domestic Violence (2018)**

	Statewide <sup>15</sup>	Balance of State CoC <sup>16</sup>
<b>Total Bednights in Emergency Shelter and Transitional Housing (All Individuals Served)</b>	394,692 nights	134,924 nights
<b>Total Bednights in Transitional Housing (All Individuals Served)</b>	55,320 nights	18,911 nights
<b>Total Bednights</b>	450,012 nights	153,835 nights
<b>Average Number of Bednights Per Person</b>	37 nights per person	

Source: 2018 MCADSV Member Programs' Domestic and Sexual Violence Statistics

### Survey Feedback

In the last two weeks of March 2019, the Missouri Housing Development Commission distributed a survey about strengths and opportunity areas to providers across the Balance of State. 45 people opted into the survey. For detailed summaries of each question, see *Appendix 2* on page 42.

Overall, survey participants believe that the Balance of State CoC is doing an effective job in responding to homelessness, especially given the relative newness of the CoC governance structure and its coordinated entry system. When asked whether the Balance of State CoC is “on the road to ending homelessness,” 71 percent said “yes.” With that said, some agencies indicated that the problem of homelessness seems overwhelming—and despite efforts, there are more and more homeless individuals.

Regarding collaboration, most survey participants noted that they were appreciative of the level of collaboration and cooperation between providers. This includes coordination around funding, data collection, and implementation of coordinated entry. With that said, survey respondents also acknowledged a desire for stronger partnerships with landlords, public housing authorities, and non-CoC-funded providers, among others. Participants are hopeful that these increased partnerships could increase access to, and utilization of, housing vouchers. Furthermore, participants believe that increased involvement among non-CoC-funded providers could improve the effectiveness of coordinated entry.

<sup>14</sup> The MCADSV report does not provide information about bednights for permanent supportive housing or rapid rehousing.

<sup>15</sup> MCADSV Member Programs' Domestic and Sexual Violence Statistics. 2018. Accessed at: <https://www.mocadsv.org/FileStream.aspx?FileID=1078>

<sup>16</sup> See footnote 11.

When asked about which service improvements would most benefit the Balance of State CoC, participants ranked each item as follows: 1) transportation, 2) health, including behavioral, 3) income and benefits support, 4) employment and education, and 5) case management. When asked about which housing resources would most benefit the Balance of State CoC, participants ranked each item as follows: 1) permanent/affordable housing without services, 2) emergency housing, 3) rapid rehousing, 4) prevention, 5) transitional housing, and 6) permanent supportive housing.

Respondents were generally in agreement that the Balance of State CoC should prioritize individuals who are seriously mentally ill—in addition to families, youth, and people who are chronically homeless.

Other noteworthy feedback included suggestions to:

- Simplify the funding application process. Some of the requirements for funders are so complicated that agencies are discouraged from applying.
- Implement a dedicated, CoC-wide CE hotline staffed by the Balance of State CoC to do assessments and collect client referral data.
- Fund additional staff to assist with HMIS data collection process.
- Grow the Balance of State CoC's capacity, become a 501(3)(c), and eventually hire a paid staff to engage in fundraising, lobbying, and technical assistance work.
- Create a master landlord list shared between agencies to improve access to housing.

For additional insights from the provider survey, please see *Appendix 2* on page 42.

## **Recommendations**

### **1. Conduct additional analysis to understand changes in homeless populations within regions using HMIS data, stakeholder interviews, and other sources.**

Some regions saw significant percentage changes in the PIT count and unsheltered homelessness between 2017 and 2018, including Regions 1, 2, 3, and 9. To better understand the cause, the CoC should consider commissioning further analysis to determine whether there are any clear causes that may have led to increases in these regions and not others, particularly targeting those regions with the greatest increases in homelessness. This could include analysis of 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.

### **2. Conduct additional analysis to identify causes for the reduction in housing stock across all housing types in the CoC.**

Between 2014 and 2018, the Missouri Balance of State CoC experienced a significant decline in housing stock, losing no less than 22 percent of its beds from its peak in 2014. In order to make an impact on homelessness, the CoC must identify the causes for this trend and take action to reverse it. In many cases, providers may close their doors due to lack of local funding or lack of administrative resources. Without understanding the root causes for a trend that now spans four years, it will likely continue, which may lead to further increases in homelessness. This assessment would likely entail a qualitative interview and stakeholder feedback process, which includes reaching out to program staff.



**3. *Increase housing stock, prioritizing regions that have experienced significant increases in homelessness in recent years.***

Given the reduction of housing over time, the Balance of State CoC should consider identifying additional resources to create new housing opportunities. The CoC should make efforts to develop a variety of funding opportunities, which may include non-traditional federal, state, local, or private options. The CoC could also consider reallocating funds from transitional housing programs into programs that offer more cost-effective results, such as rapid rehousing.

**4. *Continue to prioritize increasing HMIS participation among providers.***

While it appears that the Balance of State CoC made a significant effort to increase HMIS bed coverage between 2013 and 2017, the sharp decline in coverage from 2017 to 2018 suggests these efforts are still vital. The Balance of State CoC should encourage providers to participate in HMIS regardless of funding source (except for domestic violence providers who are barred from participating by federal law). It can do so through marketing 1) the benefits of Coordinated Entry, which allows for seamless referrals, but requires HMIS participation, and 2) the benefits of accurate systemwide data, which informs decision-making to make targeted improvements to the system as a whole, and can in turn lead to reductions in homelessness overall.

## ASSESSING RACIAL DISPARITIES IN THE HOMELESS SYSTEM OF CARE

Across the United States homelessness disproportionately affects communities of color. Black or African American people experience homelessness at much higher rates than white people; 13 percent of the U.S. population is Black or African American but 40 percent of those experiencing homelessness identify as Black or African American.<sup>17</sup> Poverty alone does not account for this disparity as 26 percent of those in poverty identify as Black. Looking at the State of Missouri, Census population estimates indicate that 11.5 percent of the population identifies as Black or African American but according to 2018 statewide Point-in-Time (PIT) count numbers, 39.6 percent of those experiencing homelessness across the state identify as Black or African American.<sup>18</sup> The historical and current impact of structural racism results in the disparate outcomes and disadvantages communities of color experience, particularly people who are Black or African American.

This section of the 2019 Gaps Analysis utilizes 2018 PIT count and HMIS data to assess the extent to which racial disparities exist within the Balance of State CoC, including analysis of who is entering the system of care and receiving services by race and ethnicity. Using data to identify the disparities in the system of care is step one. Step two involves developing a plan to address disparities within the homeless system. This analysis focuses on step one, assessing available data and offering an initial understanding of what disparities exist within the Balance of State CoC homeless system of care. It also provides a set of recommendations on what additional information is needed to more fully understand the disparities within the system and how to begin creating a plan to address racial and ethnic disparities.

### *Analyzing Balance of State CoC Data for Disparities by Race*

#### **Homelessness Status by Race**

Identifying racial disparities within the homeless system of care, requires analyzing PIT count and HMIS service data disaggregated by race to help determine what inequities exist in who is experiencing homelessness before receiving services.

The Balance of State CoC's general population demographics show that approximately 92 percent of residents in the CoC are white, 4 percent are Black or African American, 3 percent are multi-racial, 1 percent are Asian/Pacific Islander, and less than 1 percent are Native American/Alaskan. This information offers a baseline of the racial demographics within the CoC.<sup>19</sup> The PIT count provides a snapshot of who is experiencing homelessness within the CoC. The 2018 CoC PIT count identified 1,345 people experiencing homelessness.<sup>20</sup> Of those counted, 70 percent identified as white, 22 percent identified as Black or African American, 7 percent identified as multiple races, and 0.6 percent identified as American Indian/Alaskan Native.

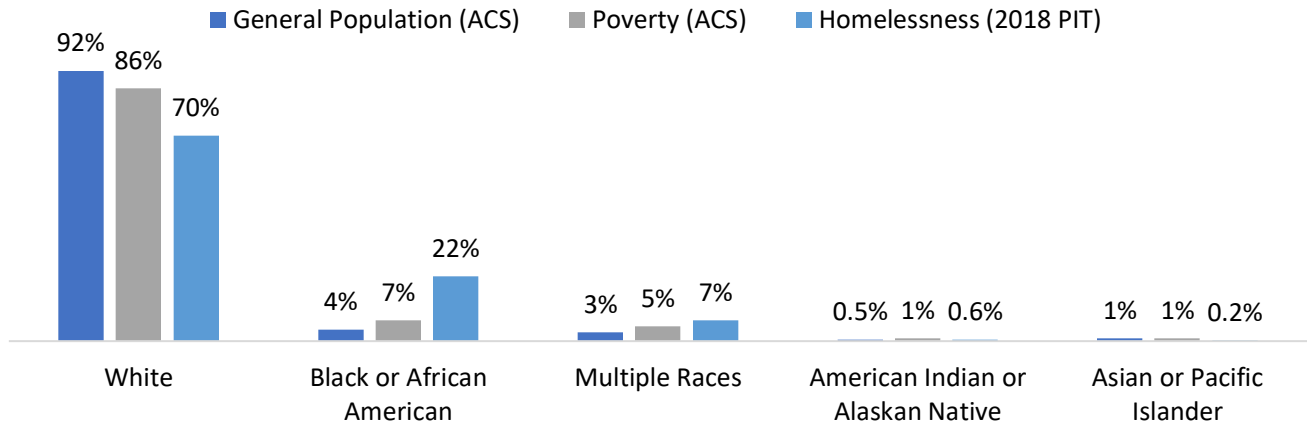
<sup>17</sup> SPARC, Phase One Study Findings. March 2018. Accessed at: <https://center4si.com/wp-content/uploads/2016/08/SPARC-Phase-1-Findings-March-2018.pdf>.

<sup>18</sup> Accessed via HUD HDX. U.S. Census Bureau, 2011-2015 American Community Survey 5-year Estimates.

<sup>19</sup> U.S. Census Bureau, 2011-2015 American Community Survey 5-year Estimates

<sup>20</sup> 2018 PIT Count Data. Accessed via HUD HDX.

**Figure 20.** Missouri Balance of State CoC Racial Demographics by General Population, Poverty, and Homelessness (2018)



Source: American Community Survey 5-year Estimates, 2011-2015 for General Population/Poverty Statistics. 2018 Point-in-Time Count Data for Missouri Balance of State CoC from HUD HDX.

The chart above reflects the disproportionate rate at which Black or African American people are experiencing homelessness (22 percent) in the Balance of State CoC compared to both the general population (4 percent) and poverty (7 percent) statistics. In the Balance of State CoC people who identify as more than one race are also more likely to experience homelessness (7 percent) compared to the general population (3 percent) and percent experiencing poverty (5 percent). These trends indicate that higher percentages of communities of color experience homelessness at rates disproportionate to their representation in the general population and experience of poverty. According to the 2018 PIT count data, there were differences among regions in the percentages of people experiencing homelessness by race. The chart below demonstrates that Regions 1, 4, 5, 6, and 10 had larger numbers of people experiencing homelessness who identified as people of color. Region 4 had the largest percentage of people identifying as Black or African American and experiencing homelessness (35%).

**Figure 21.** Missouri Balance of State CoC Racial Demographics by Region (2018)

	White	Black/ African American	Bi-Racial	Unknown	Other
<b>Region 1 (n=115)</b>	66%	24%	4%	5%	0%
<b>Region 2 (n=24)</b>	88%	4%	4%	0%	4%
<b>Region 3 (n=42)</b>	95%	2%	2%	0%	0%
<b>Region 4 (n=242)</b>	56%	35%	7%	0%	2%
<b>Region 5 (n=485)</b>	68%	25%	6%	0%	1%
<b>Region 6 (n=92)</b>	75%	25%	0%	0%	0%
<b>Region 7 (n=61)</b>	85%	11%	3%	0%	0%
<b>Region 8 (n=79)</b>	81%	11%	5%	1%	1%
<b>Region 9 (n=78)</b>	82%	5%	9%	3%	1%
<b>Region 10 (n=128)</b>	60%	16%	22%	2%	0%
<b>Total</b>	69%	22%	7%	1%	1%

Source: 2018 Point-in-Time Count Data for Missouri Balance of State CoC from 2018 report: <http://www.mhdc.com/ci/PITC%20Report%202018.pdf>.

In the CoC, Black or African American people experience homelessness at rate of 7.5 times that of white people (30 per 10,000 compared with 4 per 10,000). This rate is also higher for those who identify as multi-racial or American Indian/Alaskan Native compared to those who identify as white.

**Figure 22.** Rate of Homelessness per 10,000 Residents by Race Across Missouri Balance of State CoC (2018)

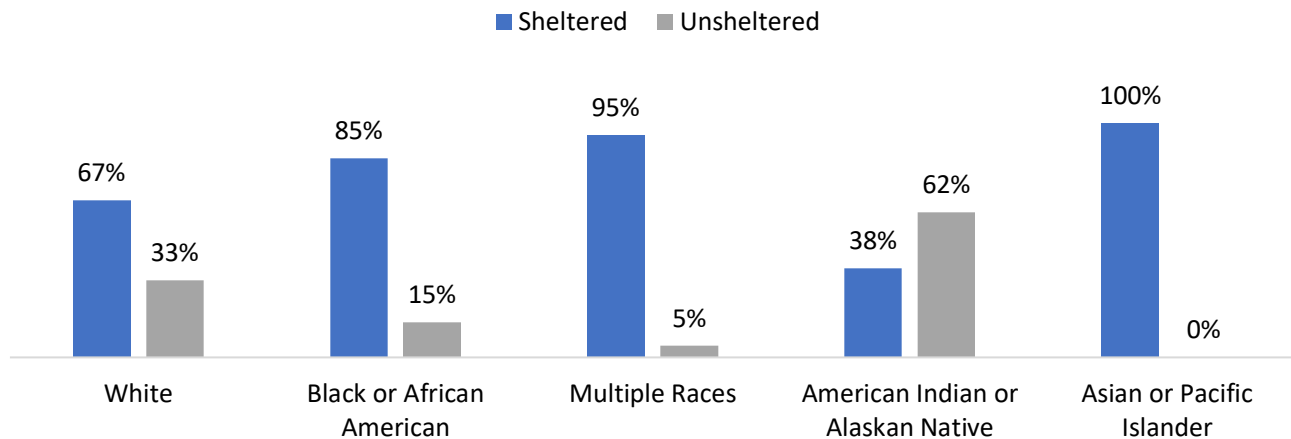
Race	Rates of Homelessness per 10,000 Residents*	Rate Compared to White People in the CoC
Black or African American	30	7.5x
Multi-Racial	12	3x
American Indian/Alaskan Native	6	1.5x
White	4	x
Asian or Native Hawaiian/Pacific Islander	1	0.25x

\*Rounded to the nearest whole number.

Source: American Community Survey 5-year Estimates, 2011-2015 for General Population and Poverty Statistics. 2018 Point-in-Time Count Data from HUD HDX.

Looking at sheltered and unsheltered PIT count data for 2018 indicates differences in the rates of sheltered and unsheltered homelessness by race. Based on 2018 PIT count data, people of color experiencing homelessness are more likely to be sheltered and experiencing homelessness (in emergency shelters or transitional housing) compared to white people. There is one exception for people identifying as American Indian or Alaskan Native.

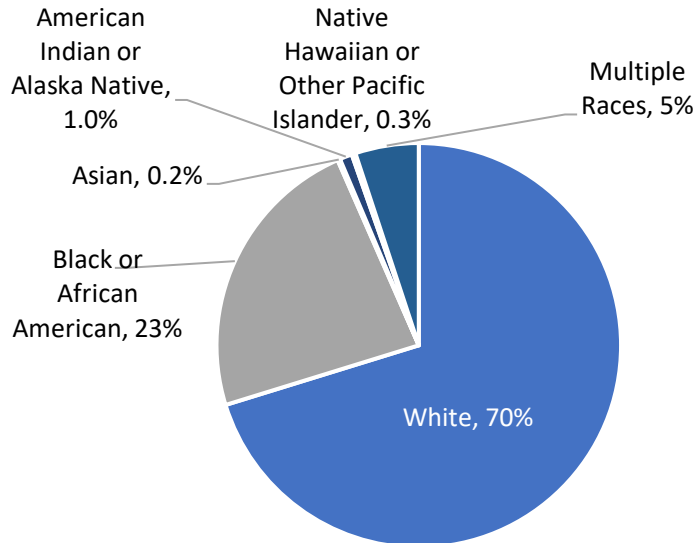
**Figure 23.** Percent of Sheltered and Unsheltered Individuals by Race Across Missouri Balance of State CoC (2018)



Source: 2018 Point-in-Time Count Data for Missouri Balance of State CoC from HUD HDX.

While the number of people identifying as American Indian or Alaskan Native in the 2018 PIT count were low (8 total) the majority were unsheltered. Of those identifying as white, 67 percent were sheltered and 33 percent unsheltered while 85 percent of those identifying as Black or African American were sheltered and 15 percent unsheltered. The numbers are higher for those identify with multiple races. There are 3 individuals who identified as Asian or Pacific Islander, and all were recorded as sheltered. The reason for the differences in sheltered and unsheltered rates by race is not clear based on this data alone. It could be a result of availability of services, methodology, and/or outreach of the PIT count.



**Figure 24. Balance of State CoC Service Intake by Race (2018)**

Source: 2018 HMIS Service Data. Provided by ICA.

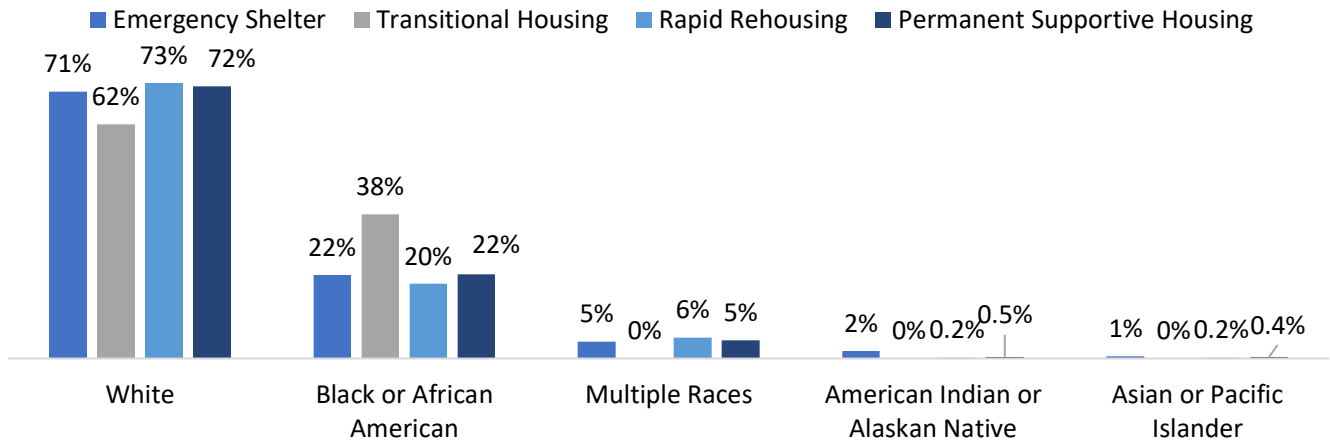
### **Access to Housing and Project Exits by Race**

PIT count data is one data source to determine the racial composition of who is experiencing homelessness. HMIS program data provides additional information about who is accessing services in the CoC and what types of services they are accessing. Based on 2018 service data for housing providers in the Balance of State CoC, 3,935 people entered into the CoC's HMIS. Of those who entered the CoC, 70 percent identified as white, 23 percent identified as Black or African American, 5 percent identified with multiple races, 1 percent as American Indian or Alaska Native, and less than 1 percent as Asian and Native Hawaiian or Pacific Islander. The service intake information for 2018 is consistent with the PIT Count data by race, further supporting the disproportionate rates of Black or African American people experiencing homelessness in the CoC compared to white people.

According to HMIS data, the type of households seeking assistance varies by race. Black or African American families (households with adults and children) and children only households entered the CoC's HMIS at a higher rate compared to white households with adults and children or children only. Forty-nine percent of all people who are Black or African American who entered the Balance of State CoC HMIS identified their household type as adults with children; 41 percent identified as without children; and, 9 percent identified as children only households. This is compared with 39 percent of white households that identified as being a household of adults with children; 56 percent identified as without children; and, 4 percent who identified as children only households.

Further analysis of HMIS data provides information about the types of homeless programs and housing accessed by race. The chart below illustrates that access to housing programs in the Balance of State CoC stayed relatively consistent for each racial group compared to each groups experience of homelessness. One notable difference is in transitional housing where Black or African Americans were accessing this housing-type at a higher rate. However, in 2018, transitional housing programs served 21 individuals in the CoC, making it a small sample to draw a conclusion from.

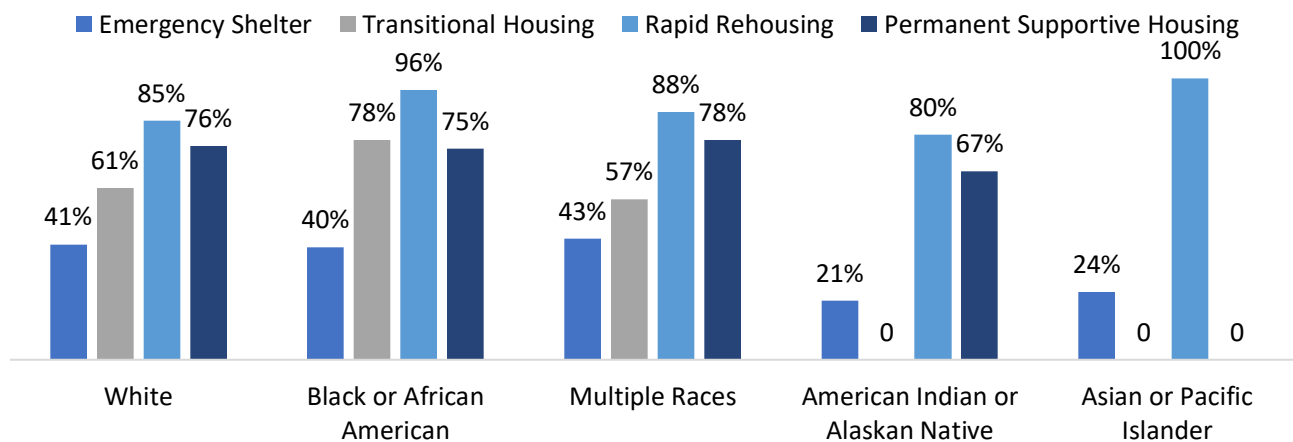
**Figure 25.** Balance of State CoC: Access to Homeless Programs and Housing by Race Across Missouri Balance of State CoC (2018)



Source: 2018 HMIS Service Data. Provided by ICA.

In addition to understanding access to services, analysis of HMIS data provides insights into whether outcomes are experienced similarly across races. By reviewing HMIS data about exits to permanent destinations broken down by race and by project type, we see that this information demonstrates that exits to permanent destinations by project are experienced at similar rates when disaggregating the data by race. Rapid Rehousing has the highest percent permanent exits for all groups and is particularly high for Black or African American households with 96% percent achieving exits to permanent housing in 2018. This data offers a snapshot of housing outcomes by race through exit data. Additional data collection and analysis, as described further in the recommendations, will offer more context about the types of outcomes within the CoC by race and what disparities may exist and where.

**Figure 26.** Percent Exits to Permanent Housing by Project Type and Race Across Missouri Balance of State CoC (2018)



Source: 2018 HMIS Service Data. Provided by ICA.

Note: This HMIS data was pulled separately and using different specifications than the HMIS data presented earlier and should be analyzed as a standalone measure. "0" indicates that data was not available or not applicable for that particular project type and race.

Initial analysis of race data in the Balance of State CoC indicates persistent racial disparities with regard to who is experiencing homelessness. HMIS data indicates that the composition of who is seeking services reflects a similar breakdown of who is entering programs and receiving housing and homeless services. Exit data also indicates that positive outcomes track similarly across project type and race. Further exploration of how household type (families with children versus single adults versus children only households) varies by race is an important next step to better understand services accessed and needs.

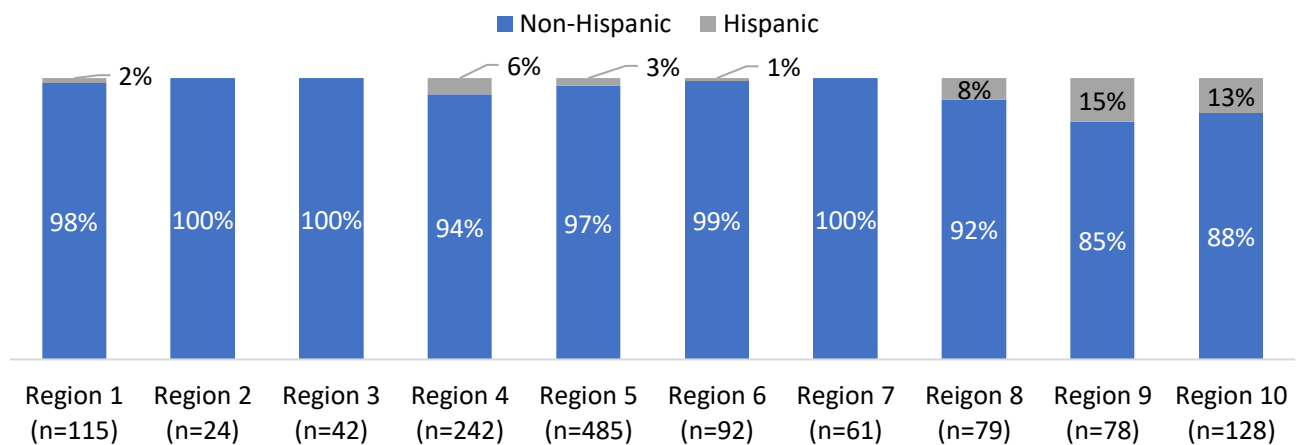
### *Analyzing Balance of State CoC Data for Disparities by Ethnicity*

In addition to analyzing homelessness data for racial disparities, it is important for the CoC to also look at data broken down by ethnicity, as specific ethnic groups also often face discrimination and disadvantage when it comes to needing and accessing services. Census, PIT count, and HMIS data breaks down ethnicity into Hispanic or Latino compared to non-Hispanic or non-Latino. While these categories do not give a full picture of the ethnic groups within a CoC, they offer a starting place for assessing what disparities may exist between those who identify as Hispanic or Latino and those who do not.

### **Homelessness Status by Ethnicity**

In the Balance of State CoC, 3 percent of the population identifies as Hispanic/Latino. Of those experiencing poverty, 5 percent identify as Hispanic/Latino; and, according to 2018 PIT count numbers, of those experiencing homelessness, 5 percent identify as Hispanic/Latino (63 of 1,345 individuals). Rates varied by Region, with Regions 9 and 10 having the largest number of people who were experiencing homelessness and identified as Hispanic/Latino (see chart below).

**Figure 27.** Missouri Balance of State CoC Ethnicity Demographics by Region (2018)



Source: 2018 Point-in-Time Count Data for Missouri Balance of State CoC from 2018 report: <http://www.mhdc.com/ci/PITC%20Report%202018.pdf>.

The rate of homelessness for people who identify as Hispanic/Latino in the CoC is slightly higher than their overall representation in the general population. Hispanic/Latino individuals are 1.6 times more likely to experience homelessness compared to those who do not identify as Hispanic/Latino.

**Figure 28.** Rate of Homelessness Per 10,000 Residents by Ethnicity Across Missouri Balance of State CoC (2018)

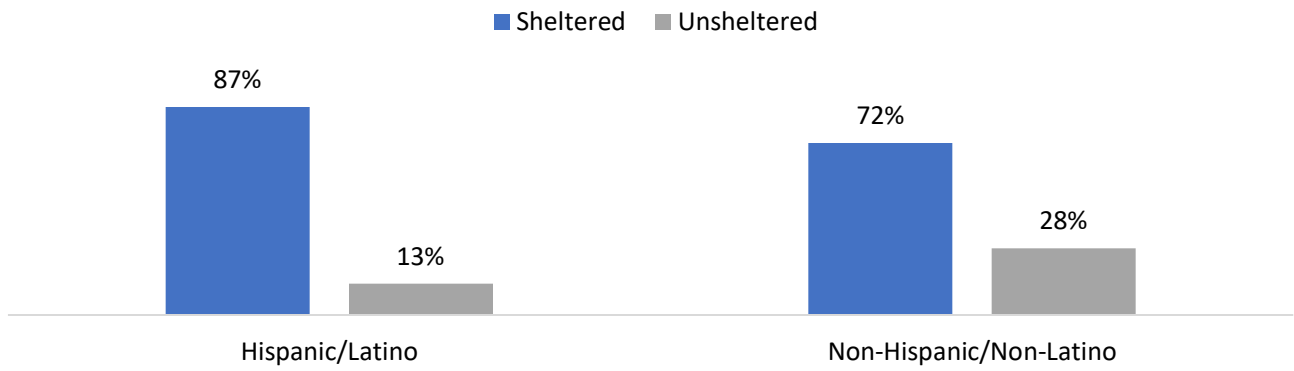
Race	Rates of Homelessness per 10,000 Residents*	Rate Compared to Non-Hispanic/Latino People in the CoC
Hispanic/Latino	8	1.6x
Non-Hispanic/Non-Latino	5	x

\*Rounded to the nearest whole number.

Source: American Community Survey 5-year Estimates, 2011-2015 for General Population and Poverty Statistics. 2018 Point-in-Time Count Data for Missouri Balance of State CoC from HUD HDX.

Hispanic/Latino individuals are more likely to experience sheltered homelessness than unsheltered homelessness. In 2018, 87 percent of people identifying as Hispanic/Latino were sheltered during the PIT Count compared with 72 percent for non-Hispanic/non-Latinos.

**Figure 29.** Percent of Sheltered and Unsheltered Individuals by Ethnicity Across Missouri Balance of State CoC (2018)

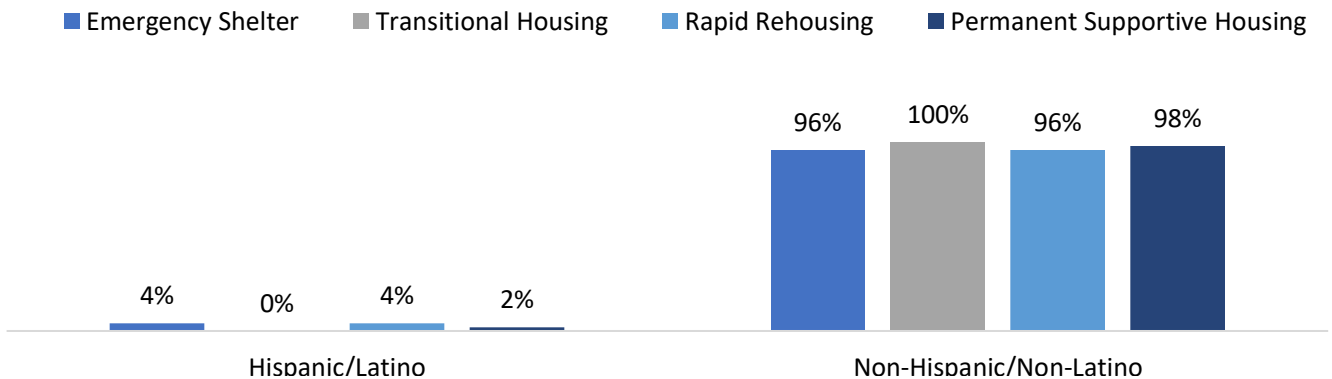


Source: 2018 Point-in-Time Count Data for Missouri Balance of State CoC from HUD HDX.

**Access to Housing and Project Exits by Ethnicity**

HMIS data provides information on access to housing and homeless services by ethnicity. 2018 HMIS data indicates that 4 percent of those entering the CoC through HMIS identify as Hispanic/Latino (146 out of 3,935). Of those who identify as Hispanic/Latino, 49 percent (72) are households comprised of adults with children; 34 percent (50) are adults without children and 16 percent (24) are households with only children. Of those entering the CoC, 96 percent identify as non-Hispanic/non-Latino; 53 percent are households of adults without children; 42 percent are households of children and adults; and 5 percent are households with only children.

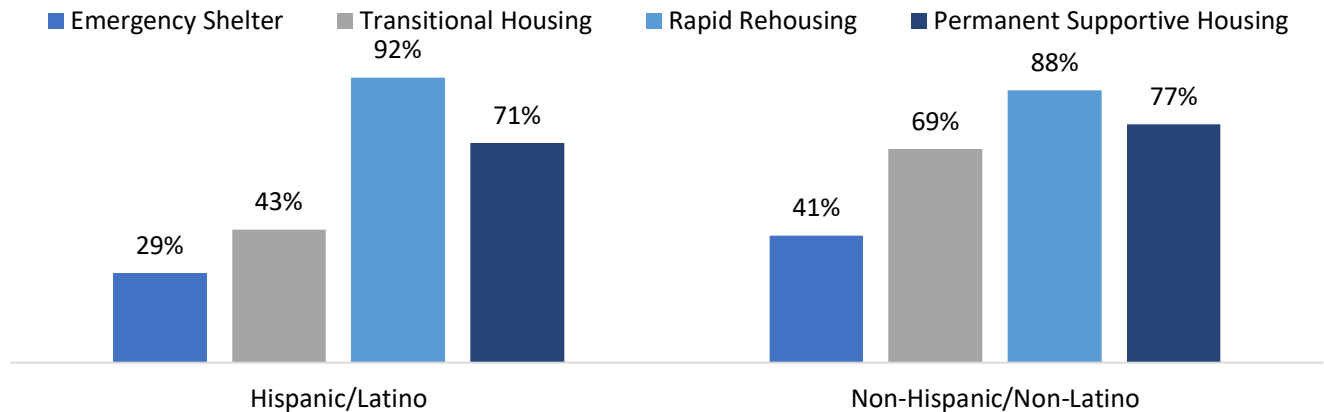
**Figure 30.** Access to Housing Programs by Ethnicity Across Missouri Balance of State CoC (2018)



Source: 2018 HMIS Service Data. Provided by ICA.

HMIS data by project-type indicates that Hispanic/Latino households are accessing emergency shelter and rapid rehousing as rates consistent with their experience of homelessness based on PIT count data. Transitional housing was not accessed by any Hispanic/Latino households, but there were a small number of households accessing transitional housing (21) overall. Rates of access to permanent supportive housing were slightly lower at 2 percent for Hispanic/Latino households. Further analysis should be conducted to better understand permanent supportive housing access among Hispanic/Latino households.

**Figure 31.** Percent Exits to Permanent Housing by Project Type and Ethnicity Across Missouri Balance of State CoC (2018)



Source: 2018 HMIS Service Data. Provided by ICA.

Note: This data was pulled separately and using different specifications than the HMIS data presented earlier and should be analyzed alone.

Exits to permanent destinations by project type and ethnicity vary. The percentage of exits to permanent housing from rapid rehousing and permanent supportive housing are similar across households identifying as Hispanic/Latino (92 percent for rapid rehousing and 71 percent for permanent supportive housing) and non-Hispanic/non-Latino (88 percent for rapid rehousing and 77 percent for permanent supportive housing). However, these numbers vary when looking across transitional housing and emergency shelter. Missing data and a small number of households identifying as Hispanic/Latino may also skew the numbers. However, additional analysis of exit data from emergency shelters and transitional housing is important to understand potential disparities.

Analysis of PIT count and HMIS data indicates that there are disparities between the rates at which Hispanic/Latino versus non-Hispanic/non-Latino households enter the Balance of State CoC. These disparities may carry through in particular instances in terms of access to services and exits to permanent destinations, but given data limitations, additional analysis and qualitative data collection is needed to better understand the extent of the disparities within the homeless system of care.

## Recommendations

### 1. **Conduct additional data analysis by race and ethnicity utilizing coordinated entry system (CES) and system performance measure (SPM) data.**

In order to more fully understand where racial disparities may exist in the Balance of State CoC system of care, a more robust analysis of the coordinated entry system (CES) and system performance measure (SPM) data. The Balance of State CoC's CES data is still in its infancy with 2019 marking the first year that the entire CoC is recording data into HMIS. Once the CoC has a

year's worth of data, it will be important to disaggregate the data by race and ethnicity and assess at each decision point within the CES if there are disparities. This includes looking at who is accessing CES at intake, who is being assessed, who is being prioritized, and who is connected to services through the CES process. As part of this, the CoC should also consider looking at the CES assessment tool itself, how the assessment is conducted, and by whom, to help determine what additional disparities may exist or be exaggerated through CES.

Due to limitations of available data for this analysis, SPM data disaggregated by race was not included. Information about permanent exits begins to offer information about outcomes by race and ethnicity. However, additional information from SPM data disaggregated by race could help answer whether there are disparities in length of time experiencing homelessness, first time homelessness, returns to homelessness, income and job growth, and stabilization in permanent housing. Knowing this information will help the CoC assess whether the system of care combats or perpetuates the disparities that exist in who enters.

2. ***Engage in qualitative data collection through surveys, focus groups, and interviews, particularly with communities of color.***

Qualitative data is critical to gain a more robust understanding of racial and ethnic disparities within the Balance of State CoC's homeless system of care. This includes conducting outreach to CoC clients, providers, staff, and leadership through surveys, focus groups and interviews to better understand their experience with race and ethnicity, perceived racial disparities in the system of care, and understanding of racial equity. Outreach to clients who identify as people of color, particularly those identifying as Black or African American, is especially important as the rate of experiencing homelessness for Black or African Americans is much higher. Through qualitative data collection, the CoC will be able to further understand the quantitative data analysis and better position itself to create a plan to address existing disparities.

3. ***Identify a committee or structure within the Balance of State CoC to improve resources and systems to address disparities.***

Committing to understand and address racial and ethnic disparities within the system of care is challenging but important work. This requires creating an internal structure to help guide and review this work. The CoC should consider creating a specific committee or task force to take on the work of developing a plan to address racial and ethnic disparities and guide this work. This includes reviewing internal policies and procedures, providing trainings, and sharing best practices to ensure they are promoting equity and inclusion.

4. ***Further explore how housing type served varies by race and ethnicity.***

This analysis indicates that Black or African American families with children are more likely to enter the CoC seeking services than individuals. This finding is consistent for families that identify as Hispanic or Latino. White and non-Hispanic/non-Latino adults without children are more likely to enter the CoC than white households with adults and children. This difference by race also extends when looking at households with only children. This finding should be further analyzed to better understand if services are appropriately meeting needs of these different household types and if this finding extends to CES and SPM data analysis.



## SYSTEM PERFORMANCE MEASURES OVER TIME

### *Introduction to System Performance Measures*

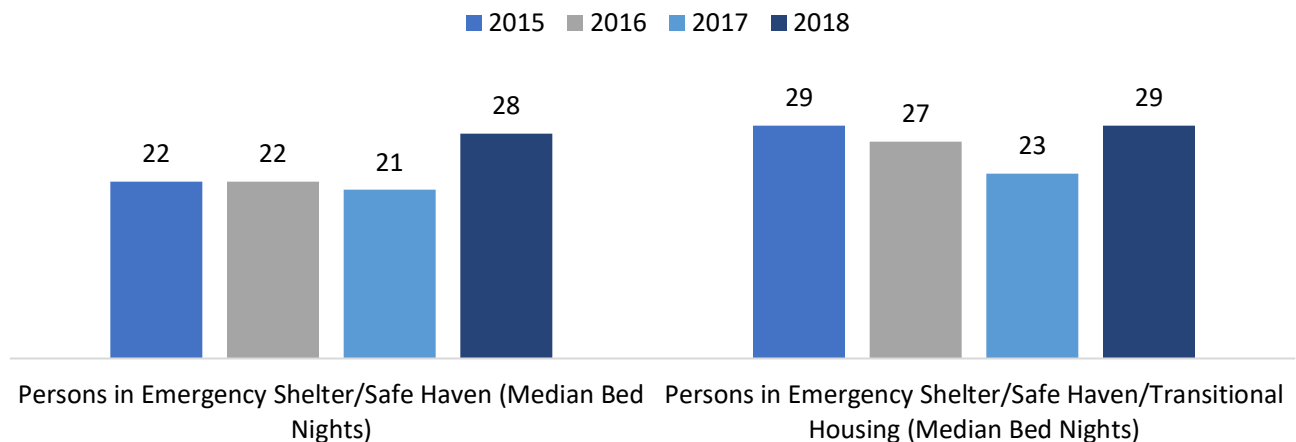
The Department of Housing and Urban Development (HUD) has designed seven system performance measures to evaluate each CoC's progress over time. HUD designed the System Performance Measures for multiple purposes. First, they allow for a systemwide focus, rather than project- or agency-level. Second, they capture a wide variety of performance information to assess various gaps in the system of care, each of which should be considered in the context of performance elsewhere (e.g., a shortened length of time homeless is not as much of a community success if returns to homelessness increase). Finally, they create a data-driven basis for CoC decision-making.

### *Analysis of System Performance Measures*

#### **Measure 1—Length of Stay**

HUD's Measure 1 analyzes the average and median length of time that people spend in homeless situations. This is tracked over time to determine whether that time period decreases, increases, or stays the same.

**Figure 32.** Change in Median Length of Stay (Bed Nights) Across Emergency Shelter, Safe Havens, and Transitional Housing Over Time (2015 -2018)



Source: 2015-2018 System Performance Measure Data from HUD HDX.

In 2018, the median length of stay increased for persons in emergency shelter and safe havens, as well as persons in emergency shelters, safe havens, and transitional housing. More specifically, the median length of stay for persons in emergency shelter or safe havens increased from 21 in 2017 to 28 in 2018, while the median length of stay for individuals in emergency shelter, safe haven, or transitional housing increased from 23 in 2017 to 29 in 2018. This follows a three-year pattern of decreasing medians for this metric. Compared to the 2017 national average of 151 days for this measure, the Balance of State CoC's median is much shorter.<sup>21</sup>

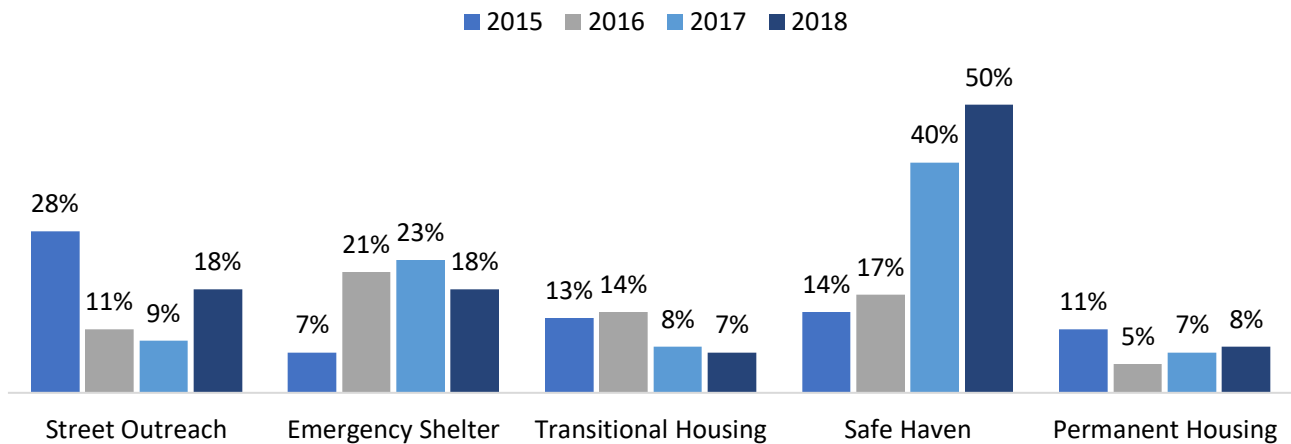
<sup>21</sup> National Summary of Homeless System Performance 2015-2017, available at: <https://files.hudexchange.info/resources/documents/National-Summary-of-Homeless-System-Performance-2015-2017.pdf>

This sudden increase in the length of time homeless may be a result of a variety of factors, including the 16 percent decrease in permanent supportive housing from 2017 to 2018. With this reduction in housing stock, there are fewer beds/units for offering to individuals from emergency shelters, safe havens, and transitional housing. Furthermore, given the rising cost of housing across both Missouri and the nation, this increase in the length of time homeless may also be a result of fewer affordable housing options outside of the system of care. This change may also indicate a change in program policies.

### **Measure 2—Returns to Homelessness**

HUD's Measure 2 considers the percentage of persons that exit to permanent housing destinations and return to homelessness within 24 months. Returns are recorded by the housing/program type that the participant exited from (e.g. Street Outreach, Emergency Shelter, Permanent Supportive Housing).

**Figure 33.** Change in Returns to Homelessness by Type of Housing Exit Over Time (2015-2018)



Source: 2015-2018 System Performance Measure Data from HUD HDX.

While returns to homelessness varied depending on the type of program, some housing programs demonstrated fewer returns than others. For example, individuals in transitional housing or permanent housing had lower percentages of returns to homelessness across all four years of SPM data. This is unsurprising, given that these are more stable housing types compared to the emergency shelter or safe havens.

Returns to homelessness after exits from emergency ranged from 7 percent to 23 percent from 2015 to 2018, which is symptomatic of a housing type that caters to all populations regardless of their income, level of independence, mental health, or overall acuity. This number will likely continue to fluctuate in the future, with similarly low years as 2015 and similarly high years as 2017.

Returns after exits from street outreach saw a similar varied range. However, 2016 and 2017 show surprisingly low rates of returns to homelessness given the unstable reality of street homelessness. That said, this number did return to 18 percent in 2018. These changes may also reflect a change in service availability, program rules or data collection procedures for street outreach programs (see also Measure 7 on page 33 below).

Finally, the rates of return from individuals previously staying in safe havens grew to 50 percent in 2018 from 40 percent in 2017 and just 17 percent in 2016. While this may appear significant, it is largely related to the small number of safe haven beds across the Balance of State CoC. With only eight beds, a small number of returns to homelessness can make year over years changes appear more significant.

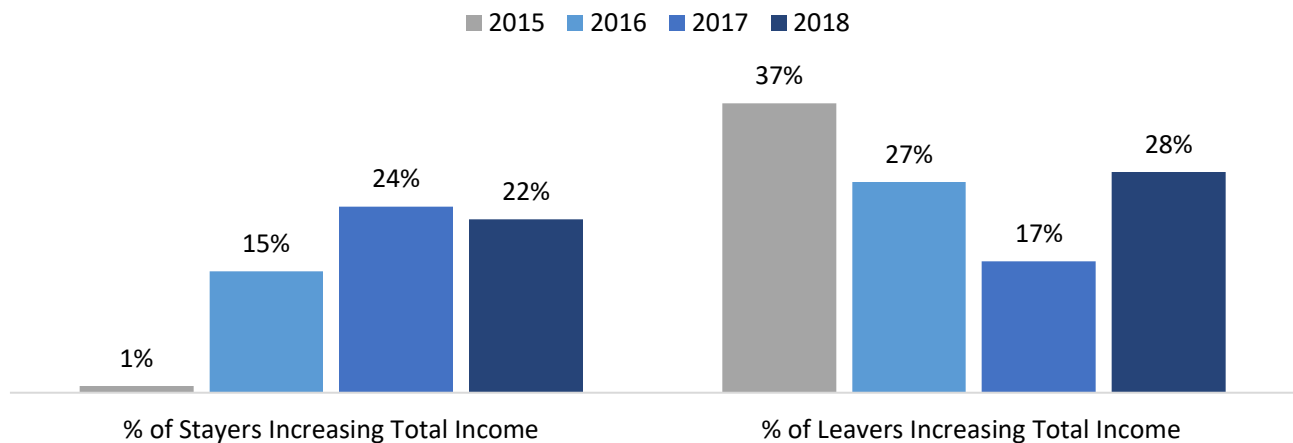
### **Measure 3—Size of Homeless Population**

HUD’s Measure 3 looks at changes to the total number of homeless persons in a CoC by considering data from both the PIT count and HMIS. See “*Trends in Population Experiencing Homelessness*” on page 5 of this document.

### **Measure 4—Change in Income**

HUD’s Measure 4 looks at the extent to which participants in CoC Program-funded projects increase employment and other forms of cash income.

**Figure 34.** Change in the Percentage of Stayers and Leavers that Increased Total Income at Time of Annual Assessment Over Time (2015-2018)



Source: 2015-2018 System Performance Measure Data from HUD HDX.

Between 2015 and 2017, a growing percentage of individuals who stayed in the homeless system increased their total income (including cash, benefit, and employment income). While there was a slight decrease in the total percentage of stayers with increased income between 2017 and 2018 (from 24 percent to 22 percent) this number still remained relatively high compared to previous years.

By contrast, the percentage of leavers who were able to increase their total income grew by 9 percent between 2017 and 2018 (from 17 percent to 28 percent), after three years of decline. This was in large part due to increases the percentage of individuals increasing their non-employment cash income (from 17 percent in 2017 to 20 percent in 2018), which may have aided in their departure from the system. The national average for this measure in 2017 was 33.2 percent.<sup>22</sup>

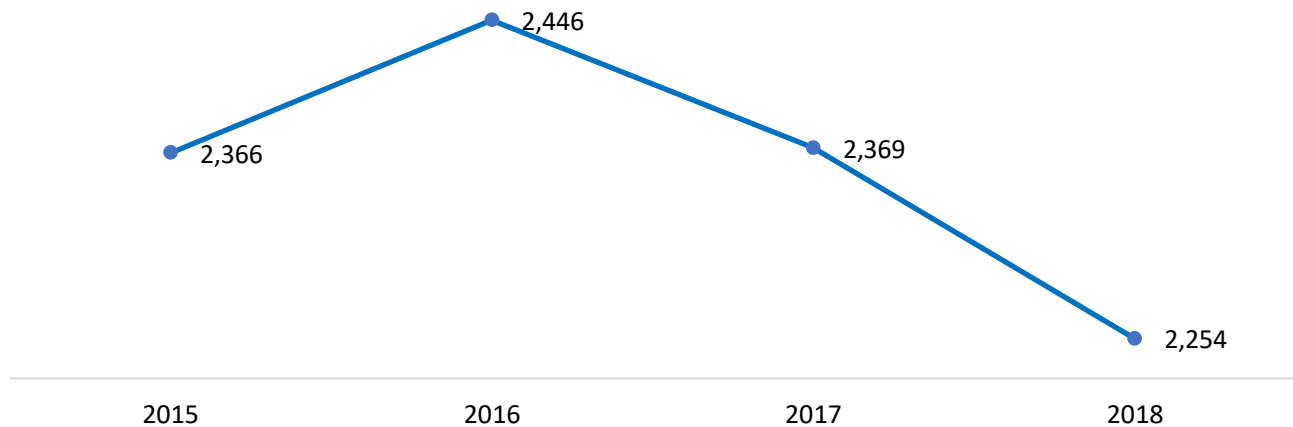
<sup>22</sup> Id.

It is not uncommon to see a greater percentage of leavers increasing their total income than stayers. This is because individuals with more total income are able to leave the system of care for more permanent destinations. Furthermore, the staying population includes a large percentage of individuals in permanent supportive housing, which consists of individuals with higher needs and greater acuity. These individuals may not be able to easily increase their income through employment and instead rely on fixed, non-employment cash benefits.

### **Measure 5—First Time Homeless**

HUD’s Measure 5 analyzes the rate of first-time homelessness within a CoC, and does so by counting the number of persons entering HMIS without any HMIS records or activity in the homeless system in the 2 years prior to entry into the system.

**Figure 35.** Change in the Number of Individuals Experiencing First Time Homelessness Over Time (2015-2018)



Source: 2015-2018 System Performance Measure Data from HUD HDX.

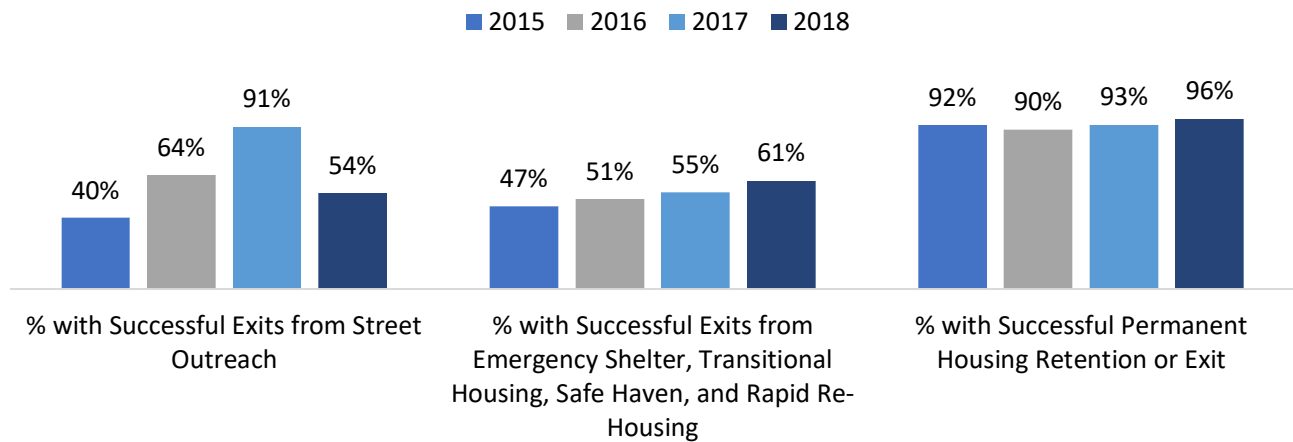
The number of individuals experiencing first time homelessness continued to decline in 2018, following a peak in 2016. At 2,254 individuals, 2018 marked the four-year low-point in individuals making contact with the homeless services system for the first time. This trend runs counter to the PIT data, which showed a four percent increase in homelessness from 2017 to 2018. Assuming data is reliable, this would suggest that the increase in homelessness is not due primarily to new individuals becoming homeless but is most impacted by individuals returning to homelessness after exiting the system of care.

### **Measure 6—Stabilizing Individuals in Homeless Category 3**

The Missouri Balance of State CoC does not currently serve any individuals classified under Homeless Category 3 due to HUD limitations on serving this population.

### **Measure 7—Successful Exits and Retention of Permanent Housing**

This measure the rates of successful placements into permanent housing (including permanent supportive housing and traditional, non-service-enriched housing) from each of the different housing or shelter types. Additionally, it assesses the percentage of individuals that successfully retained permanent housing.

**Figure 36.** Change in the Percentages of Successful Exits and Housing Retention Over Time (2015-2018)

Source: 2015-2018 System Performance Measure Data from HUD HDX.

From 2015 to 2018, the homeless system of care saw a steady increase in the percentage of individuals with successful exits from emergency shelter, transitional housing, safe haven, permanent housing, or rapid rehousing. The national average for percent of successful exits from emergency shelter, transitional housing, safe haven and rapid rehousing in 2017 was 41.3 percent. The Balance of State CoC exceeded the national average each year (2015-2018). The percentage of individuals with successful permanent housing retention or exit increased from 2015 to 2018 to a four-year high of 96 percent, exceeding the national average in 2017 of 94.8 percent<sup>23</sup>. It is likely that these high percentages have contributed to the general decline in the total PIT count across the same time period.

By contrast, the percentage of individuals with a successful street outreach exit dropped from 91 percent in 2017 to 54 percent in 2018, following a three-year increase between 2015 and 2017. This decrease, especially paired with the increase for this service type in returns to homelessness, may be indicative of a change in service availability, program rules, or data collection for street outreach programs across the Balance of State CoC. The outcome is still above the national average for this program type in 2017, 42.1 percent.<sup>24</sup>

### **Summary**

Overall, the 2018 system performance measures reflect an increase in average length of stay and the 4 percent increase in the PIT count number. But, the 2018 measures also highlight a decrease in first time homelessness, increases in income for leavers, and an overall increase in exits to permanent housing. In addition, returns to homelessness stayed relatively steady across the system of care. On balance, this data indicates that the CoC's strategies for responding to homelessness are making incremental progress, contributing to ending homelessness in the Balance of State CoC region.

<sup>23</sup> Id.

<sup>24</sup> Id.

## **Recommendations**

**1. Continue to regularly review system performance measure data to track progress and identify changes in the system.**

System Performance Measure data provides objective, quantitative year-over-year data, and in turn enables a CoC to effectively track progress against multiple metrics over time. Therefore, the Balance of State CoC should continue to prioritize project-level and system-level data quality in order to draw accurate conclusions.

**2. Analyze street outreach practices and availability over the past four years to help determine the effect of these services on reductions in returns to homelessness and exits to permanent housing.**

From 2015 to 2017, the percentage of successful exits from street outreach increased from 40 to 91 percent (51 percentage points). This suggests that the Balance of State CoC was using increasingly more effective street outreach practices during this time period. As a result, the Balance of State CoC should identify which practices were working during this time period that may have led to such a high success rate, so that it may be able to replicate these in future years.



## CONCLUSION

The 2019 Missouri Balance of State CoC Gaps Analysis builds off of the 2018 Gaps Analysis, focusing on identifying gaps around three specific areas: 1) Service Availability Across the Balance of State; 2) Assessing Racial Disparities in the Homeless System of Care; and 3) System Performance Measures Over Time. Within these three areas the Balance of State CoC demonstrates its strengths as a system of care as well as opportunities for improving homeless services and housing. The Analysis makes the following set of recommendations:

### ***Service Availability Across the Balance of State Continuum of Care***

- Conduct additional analysis to analyze disparities across regions using HMIS data, stakeholder interviews, and other sources.
- Increase housing stock, prioritizing regions that have experienced significant increases in homelessness in recent years.
- Continue to prioritize increasing HMIS participation among providers.

### ***Assessing Racial Disparities in the Homeless System of Care***

- Conduct additional data analysis by race and ethnicity utilizing coordinated entry system (CES) and system performance measure (SPM) data.
- Engage in qualitative data collection through surveys, focus groups, and interviews, particularly with communities of color.
- Identify a committee or structure within the Balance of State CoC to improve resources and systems to address disparities.
- Further explore how housing type served varies by race and ethnicity.

### ***System Performance Measures Over Time***

- Continue to regularly review system performance measure data to track progress and identify changes in the system.
- Analyze street outreach practices and availability over the past four years to help determine the effect of these services on strong reductions in returns to homelessness and exits to permanent housing.

## APPENDIX

### Appendix 1. Regional Maps

Figure A. Region 1 by County, PIT vs. Bed Count (2018)

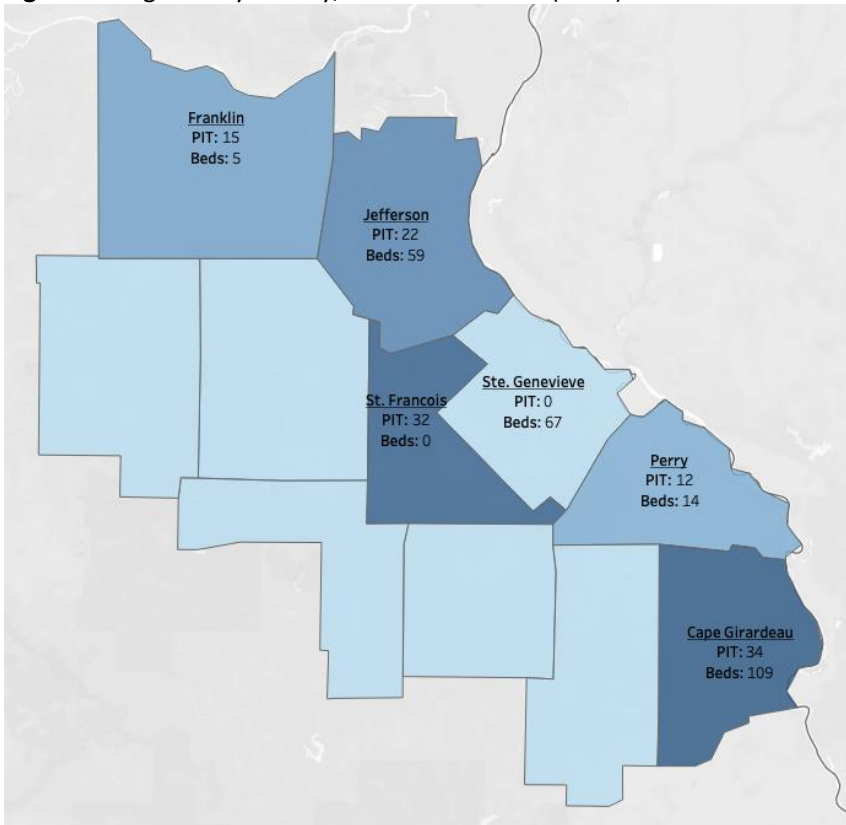
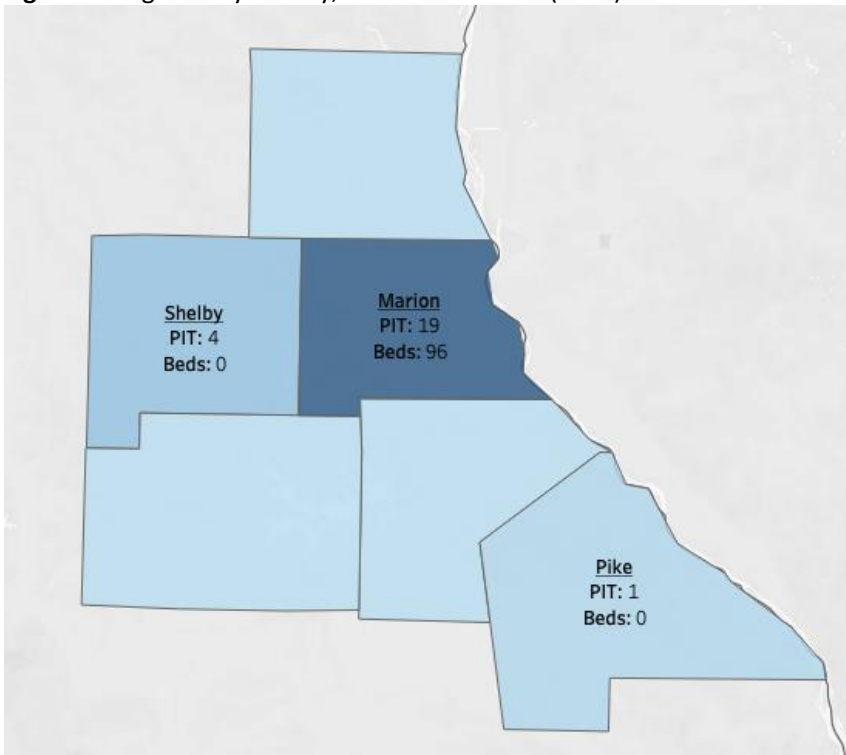
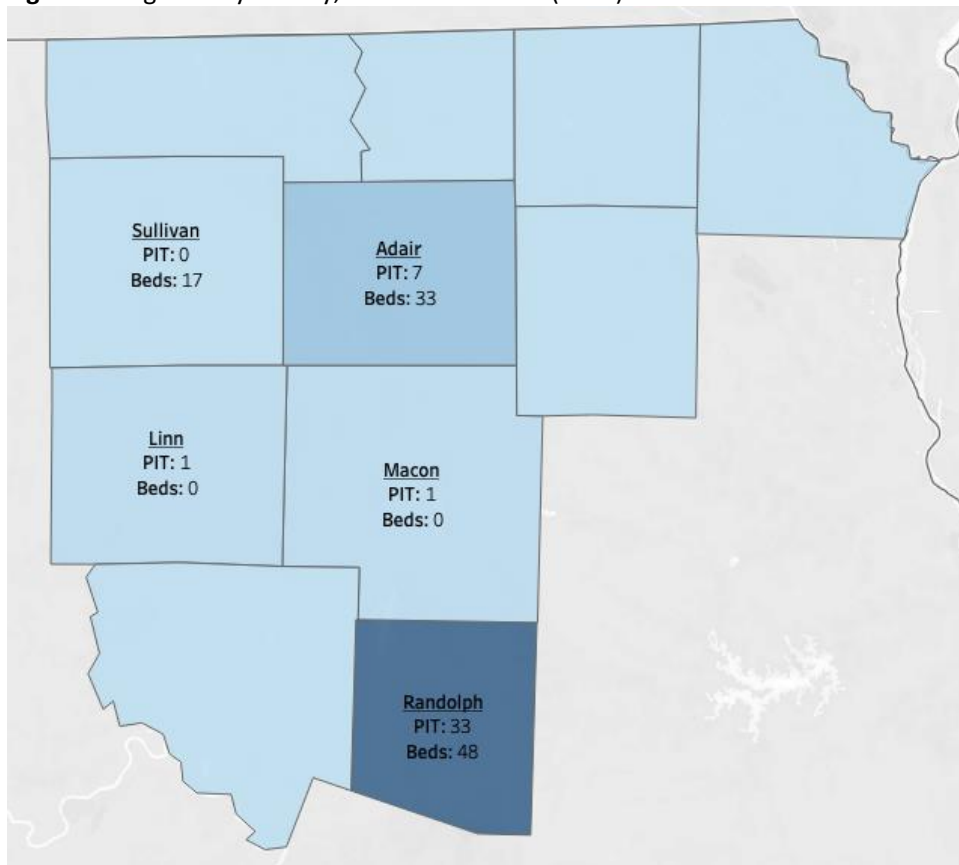


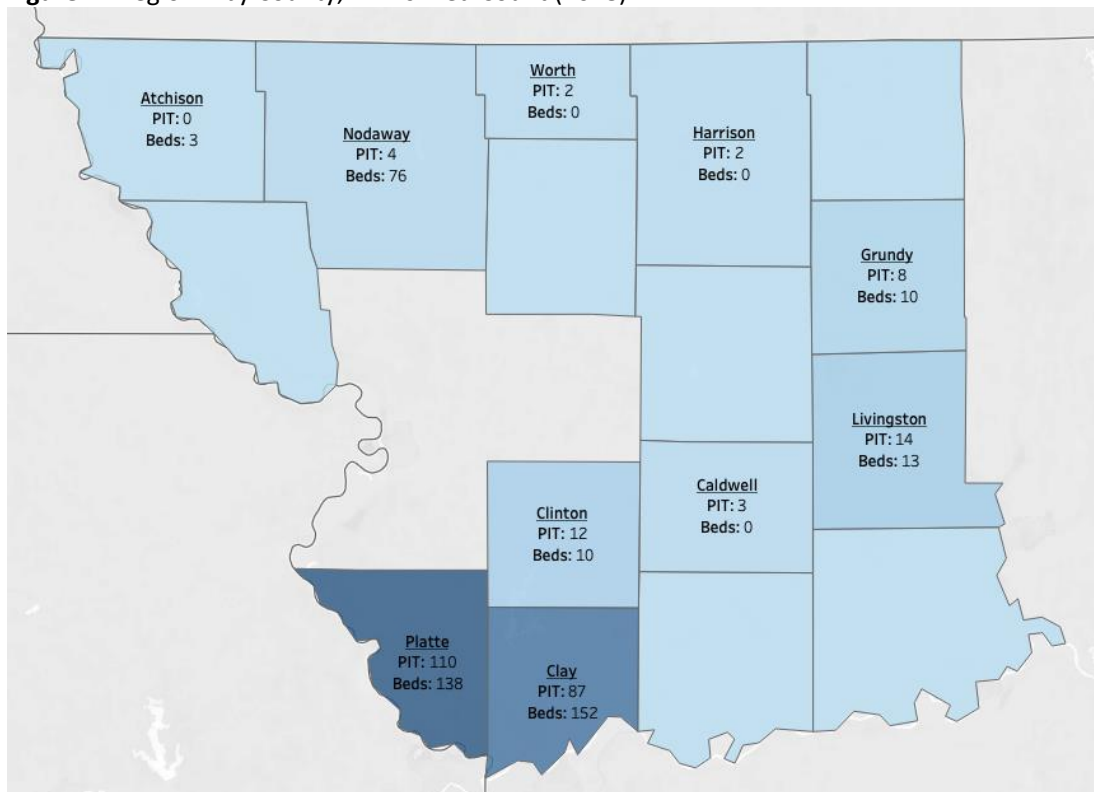
Figure B. Region 2 by County, PIT vs. Bed Count (2018)



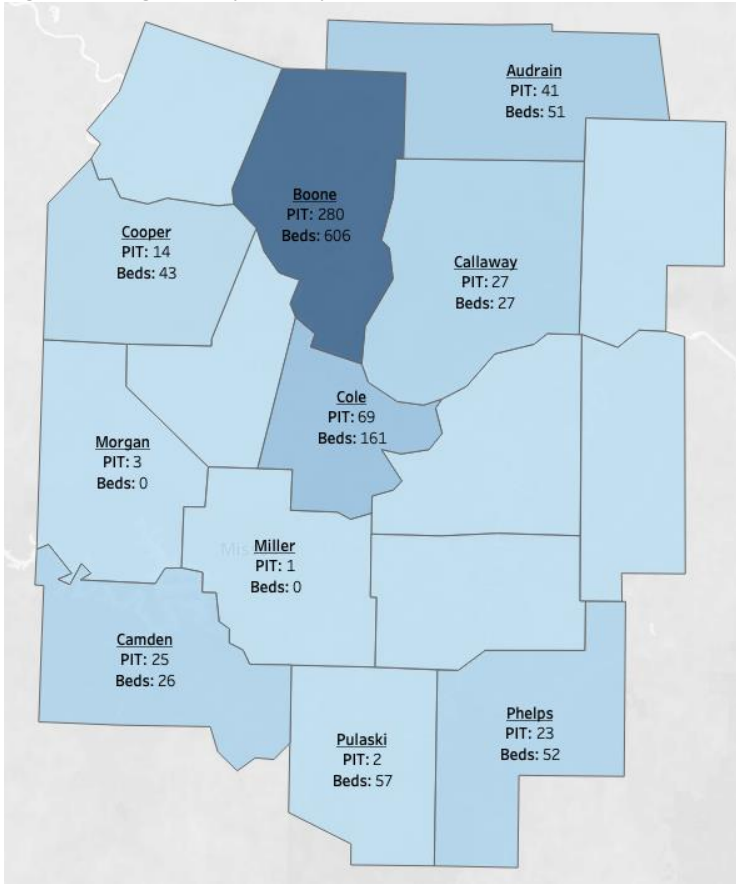
**Figure C. Region 3 by County, PIT vs. Bed Count (2018)**



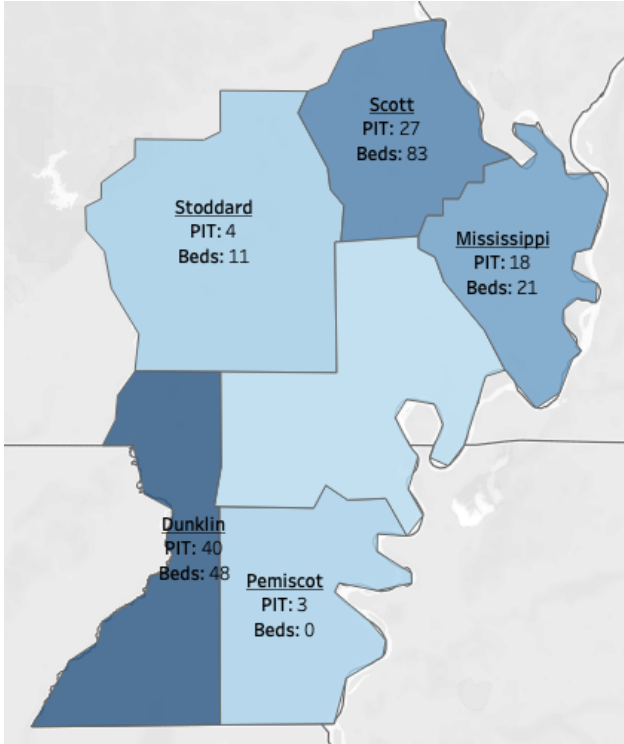
**Figure D. Region 4 by County, PIT vs. Bed Count (2018)**



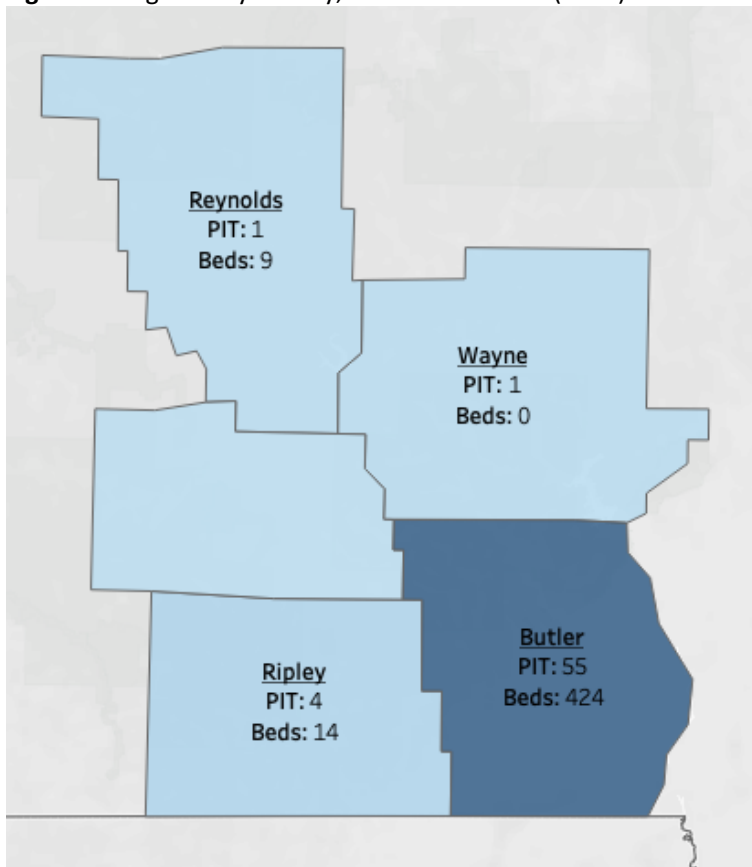
**Figure E. Region 5 by County, PIT vs. Bed Count (2018)**



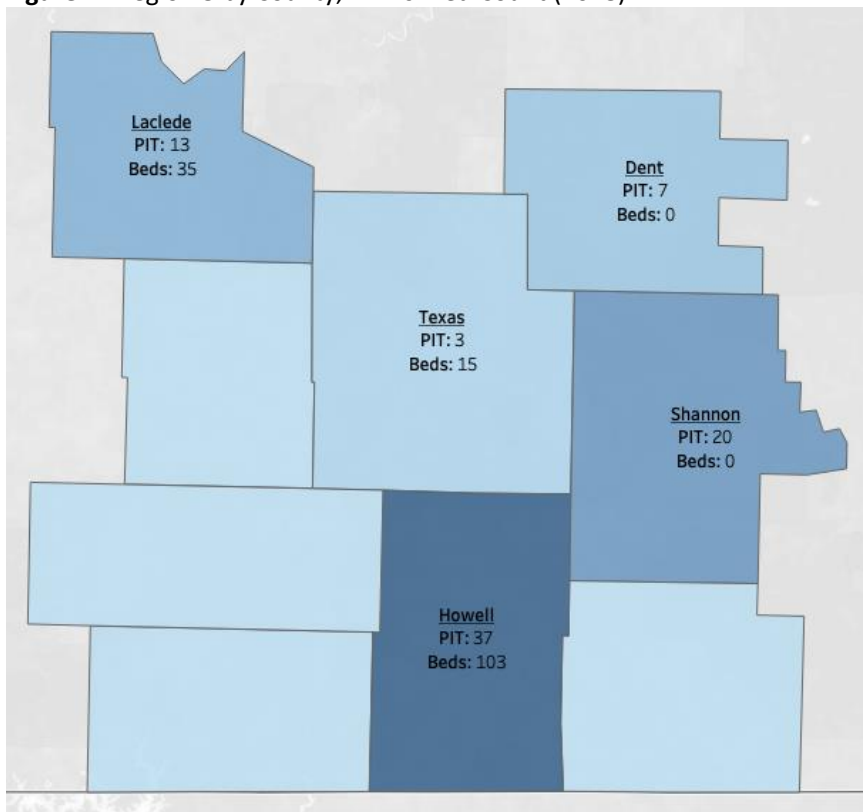
**Figure F. Region 6 by County, PIT vs. Bed Count (2018)**



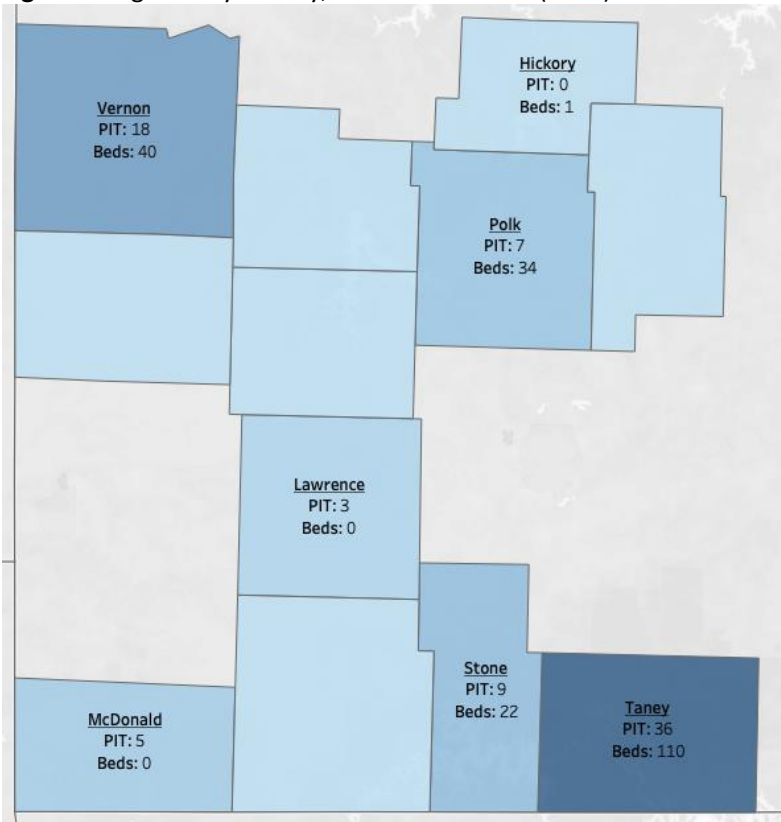
**Figure G. Region 7 by County, PIT vs. Bed Count (2018)**



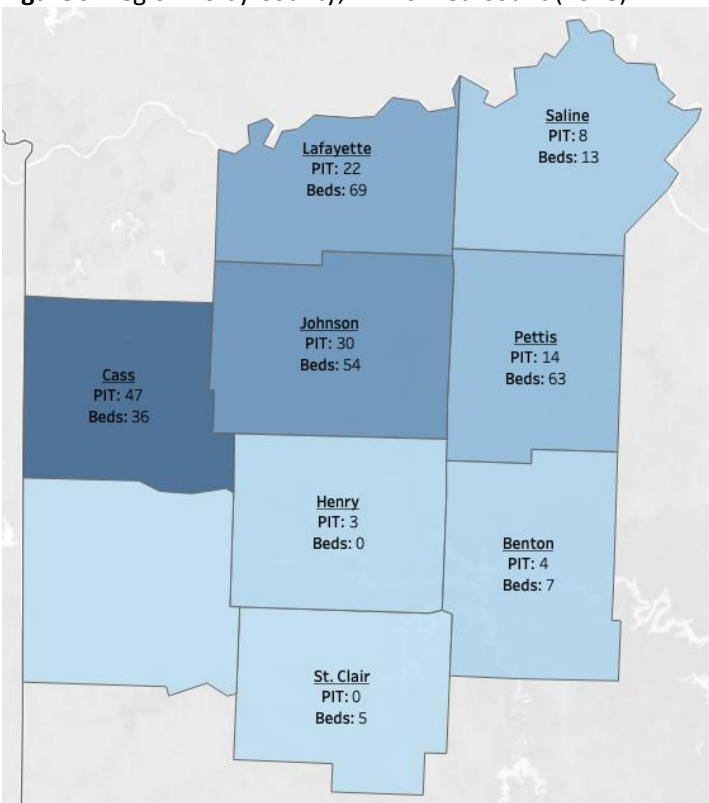
**Figure H. Region 8 by County, PIT vs. Bed Count (2018)**



**Figure I. Region 9 by County, PIT vs. Bed Count (2018)**



**Figure J. Region 10 by County, PIT vs. Bed Count (2018)**





## Appendix 2. Survey Results (Summarized by Question)

In the last two weeks of March 2019, the Missouri Housing Development Commission distributed a survey about strengths and opportunity areas to providers across the Balance of State. 45 participants opted in to the survey.

*Question 1. What are the Missouri BoS CoC and its stakeholders doing really well?*

- Organizing and improving Coordinated Entry efforts
- Coordinating, applying for, and receiving funding when necessary to meet the needs of homeless service
- Improving data collection and increasing communication with relevant stakeholders, including the public and policymakers

*Question 2. What are the biggest needs the CoC should address?*

<b>Overall</b>	<ul style="list-style-type: none"> <li>• Development of affordable, safe housing</li> <li>• Establishing emergency shelters in suburban and rural areas</li> <li>• Obtaining more funding and resources for existing programs</li> </ul>
<b>Rural Needs</b>	<ul style="list-style-type: none"> <li>• Transportation</li> <li>• Emergency shelters</li> <li>• Permanent housing</li> </ul>
<b>Youth Needs</b>	<ul style="list-style-type: none"> <li>• Emergency shelter and rapid re-housing options</li> <li>• Expanding services to meet the needs</li> </ul>
<b>Seniors, Veterans, and Persons with Disabilities Needs</b>	<ul style="list-style-type: none"> <li>• Overall, providers seem satisfied with available resources and housing for this group</li> <li>• Protection for the vulnerable nature of this group</li> <li>• Identifying and linking with available resources</li> <li>• Comparison to national benchmarks, like USICH</li> </ul>
<b>Domestic Violence Needs</b>	<ul style="list-style-type: none"> <li>• Space for immediate accommodations, such as expanded safe haven access and set aside spaces in shelters</li> <li>• Trainings on the specific needs of individuals in a DV/SA situation and how to best address</li> </ul>
<b>Support Needs</b>	<ul style="list-style-type: none"> <li>• More funds and individuals dedicated to case management</li> <li>• The CoC should have more Coordinated Entry staff, specifically focused on providing trainings on CE to ensure consistency through the BoS, as well as help with overflow on CE intake and overseeing cross-region clients</li> </ul>
<b>Logistics/Data Collection Needs</b>	<ul style="list-style-type: none"> <li>• The CoC should offer personnel to assist with completing the data collection process</li> <li>• Implement a dedicated CE hotline staffed by the CoC to do assessments and collect client referral data</li> <li>• Create a more user-friendly system than HMIS</li> </ul>
<b>Funding Needs</b>	<ul style="list-style-type: none"> <li>• Overall, most providers indicated a need for additional funding sources</li> </ul>

	<ul style="list-style-type: none"> <li>• More specifically, there was frustration about having enough funding for the CoC to run the Coordinated Entry (instead of relying on volunteers) and making sure there is a fair distribution between rural and non-rural areas</li> </ul>
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Question 3. Which homeless subpopulations need more attention from the CoC (Rank from 1 to 8, with 1 being your top priority). / Question 4. Of these subpopulations, which one(s) needs the most attention? Why? What needs to be changed?

	Average Ranking	Of these subpopulations, which one(s) needs the most attention? Why? What needs to be changed?
<b>Seriously Mentally Ill</b>	3	<ul style="list-style-type: none"> <li>• Difficult for individuals to access housing or services after “burning bridges” with landlords and service providers</li> <li>• Individuals this subcategory also hold some of the other identities in this list, making them especially difficult to house</li> <li>• This population needs more options for housing, especially options that do not require income and have comprehensive wrap-around services</li> </ul>
<b>Families</b>	3	<ul style="list-style-type: none"> <li>• Hard to find housing that can appropriately accommodate children and meet “fair market rent” standards</li> <li>• More space in emergency shelters, rapid re-housing, or other temporary housing options that serve families</li> </ul>
<b>Youth</b>	3.8	<ul style="list-style-type: none"> <li>• This group needs more attention from the CoC because they are at a high risk for trauma and victimization</li> <li>• Many youth are difficult to serve because they want to stay “off the radar” and avoid relocation with the Department of Family Services</li> <li>• Many agencies felt particularly strongly about this population because of their age and the possibility of a brighter future</li> </ul>
<b>Chronically Homeless</b>	4	<ul style="list-style-type: none"> <li>• Agencies thought many individuals in this position wanted to be left alone, did not want housing, or face particular difficulties in maintaining their housing</li> <li>• Others think the chronically homeless population needs more access to intensive case management and supportive services, as well as collaboration between supportive services and housing</li> <li>• VI-SPDAT needs amending because the scores are too low for chronically homeless individuals who have adjusted to living in crisis</li> <li>• More housing options</li> </ul>
<b>Precariously Housed</b>	4.3	<ul style="list-style-type: none"> <li>• Individuals in this category often do not qualify for resources and fall through the cracks</li> <li>• A more comprehensive understanding of what it means to be homeless, includes “doubled up” and “couch surfing”</li> <li>• Access to resources like eviction prevention, utilities assistance, life skills education, and full-time employment</li> </ul>

<b>Domestic Violence</b>	4.9	<ul style="list-style-type: none"> <li>Overall, survivors of and individuals fleeing domestic violence need more resources and more space in emergency shelters</li> <li>Some agencies claim that DV survivors do not score highly enough on the housing priority list because they are not chronically homeless and do not have a disability, but they are in immediate need because of the possibility of future harm</li> </ul>
<b>Veterans</b>	5.3	<ul style="list-style-type: none"> <li>Rural counties do not have adequate housing or services available to veterans</li> <li>The Veterans Administration does not do enough to help the CoC meet the needs of this subpopulation</li> </ul>
<b>Other</b>	7.1	<ul style="list-style-type: none"> <li>Single people get little help, especially if they are paying child support. It is difficult to get child support adjusted</li> </ul>

*Question 5. Which type of homeless services are most needed in the Missouri BoS Region? (Rank from 1 to 5, with 1 being your top priority).*

	<b>Average Ranking</b>
<b>Transportation</b>	2.4
<b>Health (Including Behavioral)</b>	2.9
<b>Income Support/Benefits Advocacy</b>	3
<b>Employment And Education</b>	3.2
<b>Case Management</b>	3.3

Source: Agency survey administered and provided by MHDC.

*Question 6. Are there other types of housing that are being impacted by a lack of resources?*

- Affordable or subsidized housing for low-income individuals
- Transitional housing
- Housing for individuals who do not qualify for public housing because of past felony convictions
- Emergency shelters
- Safe, sanitary housing

*Question 7. Which type of homeless housing resource is most needed in the Missouri BoS Region?*

	<b>Average Ranking</b>
<b>Affordable Housing/Permanent Vouchers Without Services</b>	2.8
<b>Emergency Housing</b>	2.5
<b>Rapid Rehousing</b>	3.5
<b>Prevention</b>	3.8
<b>Transitional Housing</b>	4
<b>Permanent Supportive Housing</b>	4.4
<b>Other</b>	6.3

Source: Agency survey administered and provided by MHDC.

*Question 8. How well is the CoC doing in addressing rural / suburban / urban areas / needs?*

- Disparity of resources in rural areas
- Doing the best they can with the resources available – a common sentiment
- Mixed whether it is working better than before or worse – some people see improvement and others think the CoC is in decline

*Question 9. Which stakeholders need to have a bigger role or stronger partnership with the CoC to prevent and end homelessness in the Missouri BoS Region? (Rank from 1 to 5, with 1 being your top priority). / Question 10. Of these stakeholders, what do you hope stronger partnerships would accomplish?*

Stakeholder	Average Ranking	Of these stakeholders, what do you hope stronger partnerships would accomplish?
<b>Landlords</b>	2.5	<ul style="list-style-type: none"> <li>• Overall, agencies want to educate landlords about the needs of individuals experiencing homelessness and partner with them to provide housing for this population</li> <li>• Address misinformation about programs and demographic information of clients (such as where they are from, not usually “out of town”)</li> </ul>
<b>Public Housing Authorities (PHA)</b>	3.4	<ul style="list-style-type: none"> <li>• With stronger partnerships, maybe they would amend rules around renting to individuals with prior felonies or mandating background checks</li> <li>• PHAs may have access to additional housing resources, such as low-income permanent vouchers</li> <li>• CoC may have the ability to influence PHAs to practice more responsibility with clients. Make sure they are helping meet basic needs, responsibly housing vulnerable populations.</li> </ul>
<b>Non-CoC-Funded Providers</b>	4.2	<ul style="list-style-type: none"> <li>• Agencies want non-CoC funded providers to get involved with Coordinated Entry and work with the CoC to organize housing efforts</li> <li>• Some agencies thought non-CoC funded providers also have resources that could be useful to achieving the goals of the CoC, including supportive services, general increased capacity in the network/housing options</li> </ul>
<b>Foundations</b>	4.9	<ul style="list-style-type: none"> <li>• Agencies saw foundations as a potential source of necessary additional funding, but find current foundation funding opportunities too restrictive and not focused enough on homelessness</li> </ul>
<b>Law Enforcement</b>	5.1	<ul style="list-style-type: none"> <li>• Some agencies saw law enforcement as a key stakeholder. Law enforcement makes contact with homeless individuals and should have an understanding of programs available to help</li> <li>• Other agencies felt they had an antagonistic relationship with law enforcement. That issues around parole, fines, and citations directly harm individuals already struggling to pay for housing. In turn, law enforcement saw agencies as causing problems.</li> </ul>
<b>Hospitals</b>	5.6	<ul style="list-style-type: none"> <li>• Similarly to law enforcement, agencies saw hospitals as a potential first point of contact, who could help with the identification of need and</li> </ul>

		<p>linking of patients with services if brought into partnership with the CoC.</p> <ul style="list-style-type: none"> <li>In addition, physical and mental healthcare providers have a unique perspective that could benefit the operations of the CoC.</li> </ul>
<b>Businesses</b>	5.7	<ul style="list-style-type: none"> <li>Businesses have a variety of services they could offer the CoC including funding for housing, jobs for the un- and underemployed, and an increased awareness and interest in the general community for the goal of ending homelessness.</li> </ul>
<b>Advocates</b>	5.8	<ul style="list-style-type: none"> <li>Agencies saw advocates as important sources of information for homeless individuals about resources available to them. They also saw advocates as essential to ensuring that other stakeholders are providing safe, sanitary, and affordable housing without barriers to individuals experiencing homelessness, as essential and unique role.</li> <li>One agency saw advocates, including people with lived experience, as essential to pushing for change in the MO BoS CoC.</li> </ul>
<b>Jurisdictions</b>	6.4	<ul style="list-style-type: none"> <li>As of now, agencies did not see local jurisdictions as strong partners in the CoC push to end homelessness, however, agencies saw the potential benefits of a partnership. Partnerships with local governments could bring awareness, support, and opportunities for access to new funding streams.</li> </ul>
<b>Other</b>	9	<ul style="list-style-type: none"> <li>Substance Abuse Treatment Centers could be beneficial partners. As could schools, who have access to information about homeless or housing instable youth that could be connected to resources.</li> </ul>

11. *How are the various CoC stakeholders doing in supporting the effort to prevent and end homelessness? Who has been a good partner and who has been a barrier?*

- Landlords can be both good partners and barriers. They the ability to provide housing to individuals experiencing homelessness and have become more involved following trainings, however, sometimes they fail to maintain the safety or quality of properties or simply will not cooperate with homeless individuals.
- Community mental health centers and substance abuse treatments centers are good partners in supporting the establishment of permanent supportive housing.
- Law enforcement and local governments occasionally act as barriers

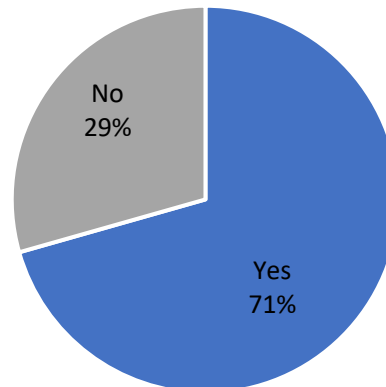
12. *Are there certain stakeholders that need to better partner with the CoC?*

- Law enforcement
- Local governments
- Landlord associations
- Faith-based organizations providing shelter services
- Hospitals, healthcare providers, mental health specialists, addictions services

13. *From your perspective, how is the BoS doing in responding to homelessness?*

- Most agencies believe the BoS is doing well with the resources available, especially given the limited history of the MO BoS and relative newness of Coordinated Entry efforts
- Overall, agencies believe the BoS could do better work if they had more access to resources like options for vouchers, more support for couch surfing, and trainings on new techniques to assist clients with housing stability.
- Some agencies indicated that the problem of homelessness seems overwhelming and despite efforts, there are more and more homeless individuals.

14. *Is Missouri BoS CoC on the road to ending homelessness?*



Source: Agency survey administered and provided by MHDC.

15. *What can your Region be doing better in implementing policies, practices, and funding?*

- More availability of funding and a simplified application process. Some of the requirements for funders are so complicated that agencies are discouraged from applying
- Better communication within the CoC around policies, best practices, training opportunities, and networking
- Increased access to trainings
- Lobbying government officials for more funding

16. *What do you hope the CoC is going to become and do that is going to change things?*

- A place where new ideas are generated to address homelessness and the barriers that clients face; A place where homeless individuals are listened to and housed
- The CoC will hopefully become a support structure for coordinating agencies and services
- Agencies hope the CoC will grow in its capacity, become a 501(3)(c) and eventually have a paid staff able to engage in fundraising, lobbying, and technical assistance work.
- Hopefully the CoC will be able to access more funding sources to support the work of agencies
- Some agencies envision the CoC acting as a centralized intake point and assessment body to house homeless individuals across the BoS CoC

17. *Is there anything else you want to make sure we are thinking about or other data that should be considered?*

- “Create a master landlord list shared between regions in the BoS with agencies able to make direct contact to make referrals.”



- “The focus has been on chronic persons, there are many first time homeless people that just need a little help to be stable. They are falling through the cracks and will become chronic if we are not careful. We also need to rethink what is affordable...”
- “Some things to think about: the individuals that come to my shelter are often mentally ill, drug/alcohol addicted, and do not know how to function in society. Holding a job, paying bills, "normal" things are not in their scope of skills. Support services are crucial, but they must be willing to receive them, most aren't. I don't know what the answer is.”
- “The BOS isn't working. You can't expect people, agencies, landlords, and other entities to get involved with all of these meetings when there isn't anything in it for them. Our funding streams do not allow for the admin time required to keep up on all of this. The space is too big. Just my 2 cents. I think the advocacy piece is great. I think the passion of the people involved is great.”
- “I get a lot of emails from BOS COC. Too many can make me have a tendency to overlook them. If there is information that is time sensitive/pertinent a different delivery system should be used. We specialize in Rapid Rehousing and like most stakeholders see the need for more monies being available for Temporary Shelters until the homeless can be housed.”
- “I'm in region 1, I have ever so many 1 and 2 bedroom vouchers and it's just not enough. I want to take away more one bedrooms and implement more 2 and 3 bedroom apartments and homes.”