



MEMORANDUM

TO: Mayor and Council Members

FROM: Christopher Shorter, Assistant City Manager
Rodney Gonzales, Assistant City Manager

DATE: July 22, 2020

SUBJECT: Investing for Results Report Release and P3 Homelessness Task Force Update

This memorandum serves to provide a brief summary of the *Investing for Results: Priorities and Recommendations for a Systems Approach to End Homelessness* report (Report) which was developed by Barbara Poppe and associates under a contract with the City of Austin. This Report represents the culmination of a great deal of effort and analysis – by the consulting team, City staff, the Ending Community Homelessness Coalition (ECHO), and people across Austin’s network of homelessness and housing-focused organizations. This memorandum also provides an introduction to Austin’s Public-Private Partnership Task Force to End Homelessness (P3 Homelessness Task Force), which includes a team of dedicated individuals and organizations focused on helping implement recommendations in the Report and continue Austin’s goal of ending homelessness in our community.

The objectives of the consulting teams work included:

- Conducting an analysis of the City of Austin’s investments in homelessness services
- Comparing those investments to Austin’s *Action Plan to End Homelessness*
- Considering the strategic deployment of those investments in the context of documented need for crisis response services and best practices to address documented needs
- Providing policy recommendations for potential resource and grants management realignment

The primary focus of the Report is on recommendations and strategies to ensure that public and private investments into efforts to address homelessness in Austin have the maximum impact possible. The report does not - and was never intended to replace the Austin Action Plan to End Homelessness (Plan) developed by ECHO and endorsed by the City Council. Instead, it provides recommendations for strategies that will support the effective implementation of that Plan and can guide refinements to that Plan as needed.

Development of the Report entailed deep analysis of current City practices, including:

- Review of each contract administered by the COA to address homelessness
- Stakeholder input with a wide range of involved stakeholders and partners, including people with lived experience, and one intensive community visit performed before COVID-19 pandemic restrictions

- Quantitative analysis of system-level and program-level data from Austin’s homelessness response system
- Coordination with other expert consultants and further input discussions of findings and recommendations with City officials and other stakeholders

Findings

The report finds that Austin currently lacks a strong systems approach to preventing and ending homelessness and provides recommendations for how the City, ECHO, and their partners can be more effective through stronger coordination, more purposeful investments, and data-driven and collaborative decision-making. It is only through such a systems approach that the community will be able to implement effective approaches to reducing entries into homelessness.

Additionally, a systems approach is necessary to respond to the immediate crises of homelessness experienced by Austinites and create lasting solutions to homelessness by quickly stabilizing people back into housing they can afford and improve their quality of life long-term. There also exists a need for clearly delineating roles and responsibilities for the City, ECHO and partners, but with shared accountability. Streamlining and standardizing COA contracting practices, including clear program standards, should also be part of developing a systems approach to ending homelessness. The Report also recommends improving capacity for data-driven decision-making with a central focus on racial equity, which aligns with direction from the City Council and with the approach included in the City Manager’s proposed budget.

The City of Austin invested \$32 million into homelessness efforts last year, leveraging an equal amount of matching investments, and that \$10 million in federal funding comes into the community through ECHO’s coordination of the Continuum of Care. The Report finds that the community lacks a coordinated approach for determining priorities for investments, for ensuring investments are consistently used in support of strong models and best practices, and for measuring and being accountable to results.

Implementing a systems approach is essential – but greater investments of resources, from a diverse range of public and private sources, are also necessary to create the scale of opportunities needed to make homelessness a rare experience for the people of Austin, and a brief and one-time experience when it does occur. The Report documents the need for significant investments in order to close profound gaps in opportunities that end people’s homelessness – including for diversion assistance, for rapid rehousing, and especially for permanent supportive housing for people facing the most significant challenges. The Report also recommends adoption initially of short-term, 2-year targets for expanding crisis beds, rapid rehousing options, and permanent supportive housing – while also strengthening data and refining modeling to refine longer-term projections.

Similar to many communities, the City faces additional challenges with the continuing response to the public health crisis of the COVID-19 pandemic in addition to addressing homelessness. The Report notes that a “strategic, simultaneous solution to both crises is possible. They require robust and coordinated investments across both public and private sectors that engage a wide range of systems, organizations, and programs.”

Next Steps

The City, ECHO, and partners are committed to implementing the recommendations and strategies of this Report and know that it is only together – and as an entire community – that we can build the effective system for preventing homelessness that we need, at the scale we need.

Over the next year, the City of Austin plans to use a significant and strategic multi-departmental approach to implementing recommendations from this report. These efforts will include, but are not limited to:

- Adopting a more results-oriented contract management approach to streamline and standardize the COA contracting process and shifting to a data-informed decision-making process to support strategy development, resource allocation and performance management.
- Aligning all future COA investments to specific activities identified in an updated Austin Action Plan.
- Expanding investments and the range of housing options to support persons experiencing homelessness and focusing new investments to reduce unsheltered homelessness.
- Continuing to undertake a proactive and inclusive approach to public space management with non-punitive policies and exploring how to implement the report recommendations.
- Implementing a system-wide Outreach and Diversion strategy to explore engagement and problem-solving opportunities for all persons needing crisis assistance at all CES entry points and engagement locations and expanding crisis-housing capacity using low barrier approaches for single adults who are unable to divert from emergency shelter.
- Identifying the extent of discharges from public systems such as justice, child welfare, and physical and behavioral health that contribute directly to homelessness and engaging these systems in discharge planning and homelessness prevention initiatives.
- Clarifying the roles of the City and ECHO in context of establishing a policy for system design, strategic responses to unsheltered/encampments, collecting and analyzing data to inform further system refinements, and communication with homelessness assistance system partners and community at large; partnering with ECHO to strengthen their role as system manager for crisis response and housing stabilization, inclusive of HMIS, CES, system planning, service coordination, establishing practice standards, driving system coordination with data-informed analysis.
- Conducting further racial equity analyses to better understand how and where system responses to homelessness may be contributing to disparities in access to crisis shelter and housing stabilization services for persons of color, persons with disabilities, and persons who identify as LGBTQIA+. Adjust current strategies and programs to eliminate disparities.

Additionally, the P3 Homelessness Task Force is a new group focused on shared commitments and collaborative strategies and activities to address and reduce unsheltered homelessness in Austin. The P3 Homelessness Task Force will play a key role in putting the recommendation in the Report into action. The P3 Homelessness Task Force is convened by the City of Austin and ECHO, and the membership includes the Downtown Austin Alliance, Caritas of Austin, Front Steps, Integral Care, LifeWorks, Salvation Army, and other community partners.

Matthew Doherty will continue working with the City and partners on implementation and next steps. Matthew will provide technical assistance, facilitate the work of the P3 Homelessness Task Force, and ensure the recommendations and findings outlined in the Report are used to develop actionable next steps that are in line with the Action Plan to the End Homelessness.

The P3 Homelessness Task Force will be especially focused on the recommendations for expanding capacity within our community's crisis response and housing resources, including prevention and diversion, emergency shelter, rapid rehousing, and permanent supportive housing.

Immediate next steps for the P3 Task Force include:

- Setting shared and public targets for expanding diversion, rapid rehousing, and permanent supportive housing opportunities
- Creating a funders collaborative of public and private partners who will collectively invest for results in our efforts to end homelessness
- Partnering with the LBJ School of Public Affairs on data-strengthening strategies
- Supporting the City and ECHO in the development of an implementation plan for Austin's *Action Plan to End Homelessness*

City leadership considers this report a significant and positive step forward and are confident that this analysis will help us to advance the City's efforts to align the Action Plan to End Homelessness.

We look forward to continued conversations and collaboration with the City Council, community partners, and other stakeholders as we collectively move forward as a community to pursue the most compassionate and effective way to end homelessness in Austin.

CC: Spencer Cronk, City Manager
CMO Executive Team
City Department Directors and Assistant Directors



Investing for Results

Priorities and Recommendations
for a Systems Approach
to End Homelessness

Recommendations for the City of Austin by
Barbara Poppe and associates
The collective for impact



July 2020

Acknowledgements

The authors wish to thank staff with the City of Austin for their solution-oriented leadership in addressing tough questions around homelessness investments and strategy. Specifically, Nuria Rivera-Vandermyde, Christopher Shorter, Rodney Gonzales, Vella Karman, Stephanie Hayden and Rosie Truelove provided forward thinking guidance as the BPA team shaped and refined policy recommendations. We also appreciate the support from ECHO leadership and staff who provided important content and context. We also thank the following organizations for providing photos that represent people who live and work in Austin: Caritas of Austin, IntegralCare, and The Other Ones Foundation.

Primary Authors

Barbara Poppe is the founder of [Barbara Poppe and Associates](#) and the former executive director of the United States Interagency Council on Homelessness. Ms. Poppe is a nationally recognized expert on homelessness and results-driven public-private partnerships.

Ms. Poppe served as the Executive Director of the [United States Interagency Council](#) on Homelessness from November 2009 to March 2014. During her tenure, Poppe oversaw the Federal response to homelessness by working with 19 Federal agencies to create partnerships at every level of government and with the private sector to reduce and end homelessness. In June 2010, Barbara Poppe and four Cabinet Secretaries announced [Opening Doors](#), the nation's first-ever comprehensive Federal plan to prevent and end homelessness.

Ms. Poppe served as the executive director of the nationally recognized [Community Shelter Board](#) (Columbus, Ohio) from October 1995 to November 2009. She holds a Masters of Science degree in Epidemiology from the University of Cincinnati.

Ms. Poppe serves on the national board of the [Enterprise Community Partners](#) and the national advisory board for the [Center for Evidence-based Solution to Homelessness](#).

Matt White is a Senior Associate with Housing Innovations, a consultancy specializing in homelessness system policy analysis, program implementation, training, and evaluation. Mr. White's homelessness system technical assistance expertise includes evaluating the effectiveness of crisis response systems and leading strategic planning and facilitation engagements to reorient homelessness services. He holds master's degrees from University of New Mexico in Community and Regional Planning and American History from Columbia University.

Additional writing support was provided by Matthew Doherty, Dusty Olson, and Todd Ives.

Table of Contents

Executive Summary	1
<i>COVID-19 Pandemic</i>	1
<i>Unsheltered Homelessness Framework.....</i>	2
<i>Recommendations.....</i>	3
<i>Conclusion.....</i>	5
Analysis Approach	6
<i>Contract Review</i>	6
<i>Key Stakeholder Input.....</i>	6
<i>Quantitative System Data.....</i>	6
<i>Key Assessment Questions and Data Sources.....</i>	6
Homelessness Assistance System Design	8
<i>Housing Inventory Count (HIC) and Point-in-time (PIT) Count.....</i>	8
<i>Annualized Counts</i>	9
<i>System Performance.....</i>	10
<i>Modeling Optimal System.....</i>	11
<i>Affordable Housing.....</i>	14
<i>Equity Analysis</i>	14
Inventory of City of Austin Homelessness Assistance Contracts.....	16
<i>Core Homelessness Services</i>	16
<i>Public Space Management.....</i>	17
<i>Sources of COA Funding.....</i>	19
<i>Leveraged Funding.....</i>	19
<i>Funding by Activity.....</i>	20
<i>Funding by Household Type.....</i>	21
<i>Funding by Special Population.....</i>	22
<i>Funding by Type of Assistance and by Household Type.....</i>	22
Homelessness Assistance Funding Process for City of Austin	24
Policy and Investment Decisions Among System Leads	26
<i>Systems Approach.....</i>	28
Recommendations	30
<i>Adopt a Systems Approach</i>	31
<i>Reduce Inflow.....</i>	33
<i>Strengthen Crisis Response.....</i>	34
<i>Housing Stabilization.....</i>	35
<i>Inclusive Public Space Management.....</i>	36
<i>Conclusion.....</i>	37



Figures

<i>Figure 1. Framework for Addressing Unsheltered Homelessness</i>	2
<i>Figure 2. Investment Strategy Analysis Matrix</i>	7
<i>Figure 3. PIT compared to HIC in 2020</i>	8
<i>Figure 4. PIT Trends from 2015</i>	9
<i>Figure 5. Exit Destinations from Homelessness in 2020</i>	10
<i>Figure 6. Investment Planning Based on Modest System Expansion for Single Adults & Youth</i>	12
<i>Figure 7. Investment Planning Based on Modest System Expansion for Families</i>	13
<i>Figure 8. Racial Inequity Analysis</i>	15
<i>Figure 9. COA Costs Associated with Core Homelessness Services</i>	16
<i>Figure 10. COA Costs Associated with Public Space Management</i>	18
<i>Figure 11. FY2020 COA Administered Homelessness Funding by Source</i>	19
<i>Figure 12. COA Funding vs. Leveraged Funding</i>	19
<i>Figure 13. COA Funding Amount by Activity</i>	21
<i>Figure 14. Total System Funding Compared to Annual Person Prevalence by Household Type</i>	21
<i>Figure 15. Total Funding Dedicated to Special Populations</i>	22
<i>Figure 16. COA Funding Amounts by Assistance Type and Household Type</i>	23
<i>Figure 17. Systems Approach</i>	28

Key Terms

CARES Act (Coronavirus Aid, Relief, and Economic Security) – Legislation signed into law on March 27, 2020, designed to mitigate the economic impact of Covid-19. Among other provisions, the CARES Act allocated additional funding to various HUD programs, including the CDBG, ESG, and HOPWA.

CDBG (Community Development Block Grant) – Provides grants annually on a formula basis to eligible entitlement communities to be used for community development, housing and expanding economic opportunities, primarily for low- and moderate-income persons.

CoC (Continuum of Care) Program – A competitive grant program designed to assist individuals (including unaccompanied youth) and families experiencing homelessness and to provide the services needed to help such individuals move into transitional and permanent housing, with the goal of long-term stability.

ESG (Emergency Solutions Grant) – Provides formula grants to states, counties, cities, and US territories on a formula basis. The purpose of the program funding is to assist individuals and families in quickly regaining stability in permanent housing after experiencing a housing crisis or homelessness.

HDX (Homelessness Data Exchange) – HUD’s data submission tool for CoCs to view and submit data such as the LSA report, the PIT, and the HIC.

HIC (Housing Inventory Count) – A point in time inventory of the provider programs that operate within a CoC that provide beds and units dedicated to people experiencing homelessness.

HMIS (Homeless Management Information

System) – A local database which captures client-level data over time on the characteristics and service needs of those experiencing homelessness, as well as the services provided to these individuals. HMIS data can be aggregated for use by planners and policymakers to better understand homelessness in a locality over time.

HOME (HOME Investment Partnerships Program) – Provides grants to states and localities for implementing local housing strategies designed to increase homeownership and opportunities for affordable housing primarily among low- and very low-income persons. It funds a wide range of activities including building, buying, and rehabilitating for rent or homeownership, including providing direct rental assistance.

HOPWA (Housing Opportunities for Persons With AIDS) – The only federal housing program dedicated to people living with HIV/AIDS. It provides grants to local communities, States, and nonprofit organizations for projects that benefit low-income persons living with HIV/AIDS and their families.

IsoFac (Isolation Facility) – Isolation facilities are locations that are used to house patients who do not need medical care but do not have anywhere to safely be isolated from the public (e.g. are unable to adequately isolate from a family member’s home).

LSA (Longitudinal System Analysis) – A report produced from a CoC’s HMIS and submitted annually to HUD, which provides critical information about how homeless individuals use the system of care.

PATH (Projects for Assistance in Transition from Homelessness) – Provides a formula grant through the Substance Abuse and Mental Health Services Administration (SAMSHA) to fund services for people with serious mental illness (SMI) experiencing homelessness.

PIT (Point in Time count) – A count of sheltered and unsheltered people experiencing homelessness, conducted by the local CoC on a single night in January.

ProLodge (Protective Lodge) – A housing facility, often motels, used to temporarily house vulnerable populations who are highly susceptible to negative health outcomes associated with COVID-19 infection.

PSH (Permanent Supportive Housing) – A housing intervention or model that combines permanent, affordable housing assistance with health care and supportive services to address the needs of chronically homeless and/or individuals with serious and long-term disabilities.

TDHCA (Texas Department of Housing and Community Affairs) – The State of Texas' lead agency responsible for homeownership, affordable housing, community and emergency assistance, among other programs and services.

Executive Summary

In January 2020 the City of Austin (COA, or the City) contracted with Barbara Poppe and Associates (BPA) to perform the following services:

- Conduct an analysis of the COA's investments in homelessness services
- Compare those investments to Austin's *Action Plan to End Homelessness*
- Consider the strategic deployment of those investments in the context of documented need for crisis response services and best practices to address documented needs
- Provide policy recommendations for potential resource and grants management realignment

COVID-19 Pandemic

The approach to the analysis work and resulting recommendations has evolved in the context of the COVID-19 pandemic. This crisis has had a measurable impact on persons experiencing homelessness and the system designed to address their housing and health needs.

While the COVID-19 situation is unfolding and fluid, the City can leverage its crisis planning and stand up new resources and expanded services. The combined work can support longer-term goals associated with the City's intentional investment strategy. The two efforts are mutually beneficial:

1. **An intentional and near-term homelessness system investment strategy** supports the community's ability to respond to the acute public health crisis and the emerging economic crisis resulting from the necessary public health response.
2. **A more focused, comprehensive long-term approach combined with strategic investments made now** will build out the City's infrastructure for needs to come. This will form the foundation for a more effective and comprehensive homelessness assistance system in the future.

The COVID-19 pandemic has emphasized the need to develop a coordinated, community-wide response to the public health crisis and recession in the context of the long-term homelessness assistance system planning. A coordinated, community-wide response is described throughout this Report as a *systems approach* and forms the foundation for a successful strategy to address homelessness.

KEY OVERALL FINDING

Unsheltered people living with homelessness have been recently increasing in number, and as a group, they are more publicly visible. Communities have worked with heightened urgency to develop ways to address both the needs of homeless individuals and the concerns of residents and businesses who share public spaces. It has also led to questions about the best ways for service providers, police, first responders, and other stakeholders to address unsheltered homelessness.

The key overall finding based upon available evidence is:

Adopting more humane, person centered approaches brings about more efficient and effective outcomes than the more punitive policies that are often used throughout the U.S.

(RESEARCH & RESULTS: Human-centered solutions to unsheltered homelessness, Arnold Ventures, March 2020)

Unsheltered Homelessness Framework

The crisis of unsheltered homelessness in Austin, an issue of increasing public concern, informs the approach to this analysis and resulting policy recommendations. Persons experiencing unsheltered homelessness—living outside in encampments, on the streets, in places not meant for human habitation—are at great risk of harm. The reasons include higher rates of morbidity and mortality resulting from pre-existing health conditions and lack of access to healthcare, and elevated rates of hospitalizations with longer, more complex hospital stays.

Simply being unsheltered puts persons at much greater risk for negative health outcomes, greater social dislocation and isolation, and makes the

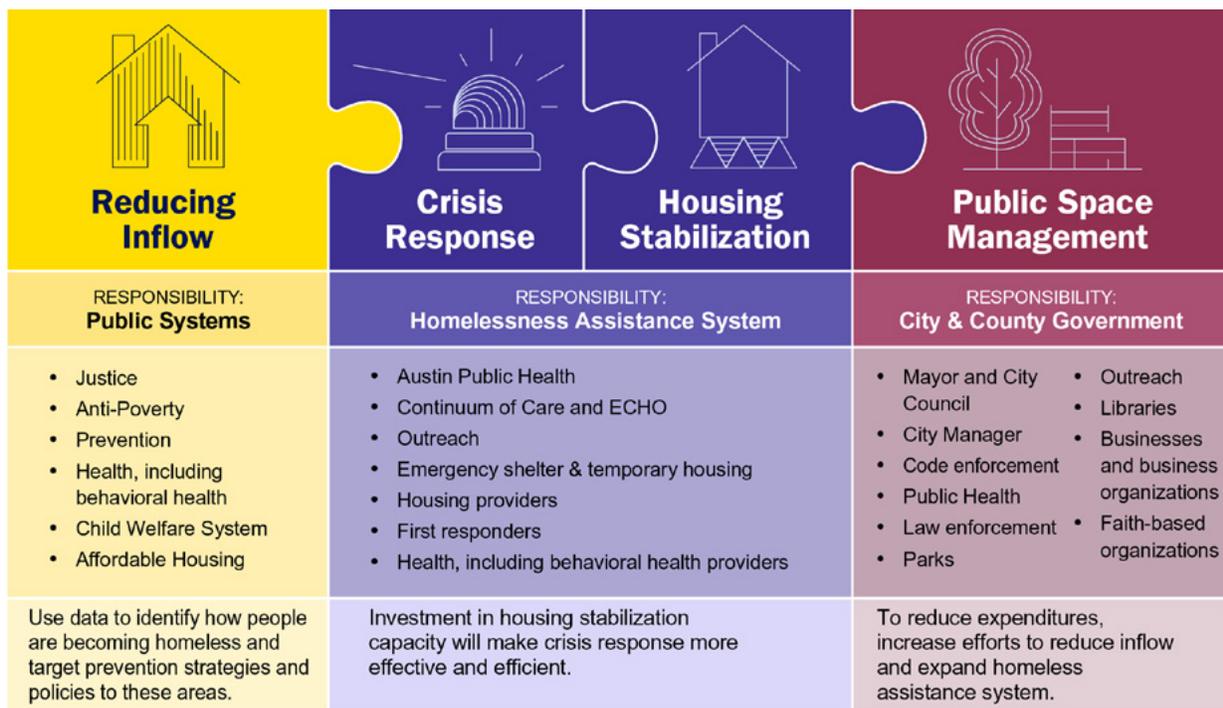
process of resolving homelessness much more complicated and protracted compared to persons receiving crisis shelter. Additionally, the visibility of people living in encampments in public spaces exacerbates the COA’s ability to maintain public support for the most effective evidence-based solutions for all persons experiencing homelessness. A homelessness assistance system that efficiently engages unsheltered persons and supports their transition to necessary services and housing will ensure a system that works for all populations.

BPA recommends the COA adopt a framework for addressing unsheltered homelessness that also functions as a guiding structure for addressing the needs of all persons experiencing a housing crisis. Figure 1 illustrates the recommended system framework.

Figure 1. Framework for Addressing Unsheltered Homelessness adapted from [RESEARCH & RESULTS: Human-centered solutions to unsheltered homelessness](#), Arnold Ventures, March 2020

Addressing Unsheltered Homelessness

There are four required components to successfully address unsheltered homelessness.



The recommended framework organizes strategic planning, investment decisions and system management around four core components:

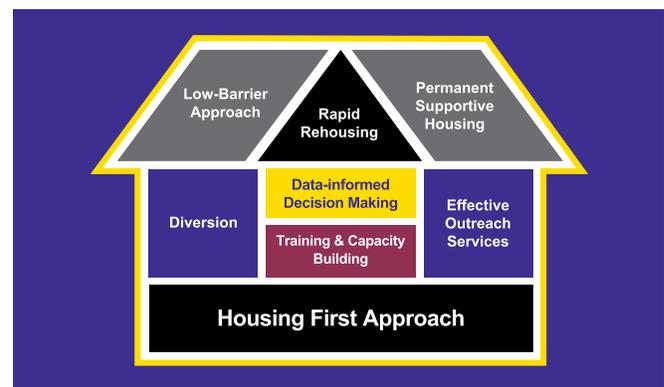
1. **Reducing Inflow**, focused on preventing people from entering homelessness, which is primarily the responsibility of a wide range of public systems.
2. **Crisis Response**, focused on identifying and engaging people experiencing homelessness and connecting them to crisis services and temporary shelter options, which is primarily the responsibility of the public and private partners within the homelessness assistance system.
3. **Housing Stabilization**, focused on connecting people to permanent housing options with the right level of services to ensure their stability and success, which is primarily the responsibility of public and private partners within the homelessness assistance systems.
4. **Public Space Management**, focused on inclusive, person-centered practices that support the rights of all people to use and benefit from public spaces, which is primarily the responsibility of City and County government agencies.

An overarching systems approach is necessary to guide the integration and management of the unsheltered framework core components and ensure that there is a system-wide focus on using Housing First strategies and approaches. A systems approach refers to a holistic way of understanding the unique role each individual programmatic component in the homelessness assistance system plays in contributing to overall system effectiveness. Programmatic components, and all associated investments supporting those components, are aligned to a defined system strategy. System leaders understand and support that strategy, maximize

available tools and resources to execute on that strategy, and leverage critical partnerships to achieve goals.

This systems approach is absent in Austin's homelessness assistance system. Although many incremental system improvements and short-term refinements are possible, until the COA adopts a framework for their system design and a systems approach for executing on that framework, homelessness, and especially unsheltered homelessness, will continue to be a vexing problem for the community and the people left behind living unsheltered and in extreme destitution.

Achieving Optimal Results



Recommendations

Based on work outlined in this investment analysis, BPA analysts have developed the following core recommendations, each with supporting sub-recommendations, to accelerate progress on achieving an effective homelessness assistance system best positioned to reduce homelessness in Austin.

The first set of recommendations aligns with taking a comprehensive systems-based approach to change, and all other recommendations align with each of the four components of addressing homelessness reviewed in Figure 1. Sub-recommendations are described in the Recommendations section of this Report.

Adopt a Systems Approach

1. Define a **system-wide strategy**, or refine and officially adopt an implementation plan for the existing Austin Action Plan, for managing the homelessness assistance system and tie all COA contracts to specific activities to the system-wide strategy. Addressing unsheltered homelessness should be a primary focus of the strategy.
2. Clarify homelessness assistance **system management** roles and stakeholder partnerships to ensure all critical partners are working in a concerted effort towards aligned system goals and objectives.
3. Streamline and **standardize the COA contracting process** by establishing uniform procurement schedules, contracting templates, resource allocation decision making, program standards, and contract management practices.
4. Shift to a **data-informed decision-making process** to support strategy development, inform resource allocation, and track progress against goals. This must include using a racial equity lens to shift practice, policy and funding decisions to foster greater diversity, equity, and inclusion in all work around addressing racial inequities in housing and homelessness.

Reduce Inflow

5. Identify the **extent of discharges from public systems** such as justice, child welfare, and physical and behavioral healthcare that contribute directly to homelessness. Engage these systems in discharge planning and homelessness prevention initiatives with the goal of reducing inflow into the homelessness assistance system.



Crisis Response

6. Direct COA resources to a new **system-wide Outreach and Diversion strategy** to explore engagement and problem-solving opportunities for all persons needing crisis response at all engagement locations and CES entry points. Expand crisis housing capacity for single adults and families to accommodate the projected number who will not be able to be diverted from emergency shelter.

Housing Stabilization

7. Direct COA resources to an **expanded housing stabilization infrastructure** which is needed to support persons experiencing homelessness who require additional supports to obtain and maintain permanent housing. Expand rapid rehousing and permanent supportive housing capacity for single adults, youth, and families. Expand partnerships to increase access to other community housing settings.

Public Space Management

8. Review current approaches to public space management and update as needed to **ensure alignment with inclusive and non-punitive policies**.

Conclusion

COA investments in the homelessness assistance system are part of a larger safety net providing services and support to low income families and individuals throughout Austin and Travis County. The current investments could be achieving greater results, however. Current efforts are not consistently aligned with a focused, system-wide strategy. COA will need to continue responding to the immediate public health crisis of the COVID-19 pandemic while preparing for the broader crisis of homelessness which is expected to worsen in the year ahead.

A strategic, simultaneous solution to both crises is possible. They require robust and coordinated investments across both public and private sectors that engage a wide range of systems, organizations, and programs. The solutions must reduce the inflow into homelessness, provide adequate outreach and crisis services to persons who become homeless, and quickly connect people to permanent housing with appropriate financial supports and services to ensure their success.

Implemented strategically, with investments tied to proven solutions, the homelessness assistance system will ensure that homelessness for Austin's most vulnerable neighbors becomes a rare, brief, and one-time experience.



Analysis Approach

Contract Review

BPA reviewed each individual contract administered by the COA to address homelessness. The review included an analysis of contract scope, program activities, target population, budget amounts and sources, and intended program outputs and outcomes. As a next step, BPA then compared the complete set of contracts to strategies to address homelessness as identified in the community's *Action Plan to End Homelessness*.

Key Stakeholder Input

The contracts review was followed by a site visit in March with a series of engagements as follows:

- Meeting with a range of homelessness assistance providers (e.g., prevention, permanent housing, outreach)
- Touring facilities and programs
- Ride-along with outreach providers, visiting encampments and other places where unsheltered people are found
- Meeting with COA staff who administer homelessness assistance contracts
- Facilitating a focus group of persons with lived experience of homelessness
- Meeting with the board and staff at ECHO — the Continuum of Care (CoC) lead agency — who coordinate policy decisions and planning for the CoC
- Engaging with the CoC Membership Council
- Meeting with COA leadership from the City Manager's office

These meetings were critical to understand how the homelessness assistance system in Austin is designed, how it operates, how COA contracts support strategic priorities throughout the community, and how funding and planning decisions across the community are aligned with strategic priorities.

Throughout this initial site visit BPA staff focused the inquiry on how COA is implementing and supporting Austin's Action Plan to End Homelessness, and what re-alignment of current contracts is needed to better implement the plan and accelerate progress on the goals. Following the site visit BPA staff conducted follow-up interviews with contracting management staff from COA Departments of Public Health (APH), Downtown Austin Community County (DACC), and Austin's Department of Neighborhood Housing and Community Development (NHCD). Additional interviews were conducted with the Austin Police Department, Integral Care, ECHO, and the Texas Department of Housing and Community Affairs (TDHCA).

Quantitative System Data

In addition to contract analysis, BPA staff reviewed system and program-level data from Austin's crisis response system. These data sources included the Austin Point-in-Time (PIT) count, Housing Inventory Chart (HIC), system performance measures from the longitudinal system analysis (LSA), and various custom reports generated from the Austin Homeless Management Information System (HMIS).

Key Assessment Questions and Data Sources

To complete the system analysis and develop a set of policy recommendations for a more impactful homelessness assistance system, BPA analysts

defined a set of key assessment questions with data sources and analysis process steps associated

with each. Figure 2 organizes these questions and associated data sources.

Figure 2. Investment Strategy Analysis Matrix

Assessment Question	Data Sources
What are the funding sources supporting the homelessness assistance system?	<ul style="list-style-type: none"> FY2020 COA Contracts HUD CoC Program Awards State of Texas TDHCA Funding
What activities does each funding source support?	<ul style="list-style-type: none"> FY2020 COA Contracts
How is the current homelessness assistance system configured?	<ul style="list-style-type: none"> 2020 Housing Inventory Chart 2019 System Performance Data from HDX 2019 CoC Program NOFA Consolidated Application
How many people experience homelessness and what are their characteristics?	<ul style="list-style-type: none"> 2020 Point-in-Time Count Travis County Census Data Coordinated Entry Acuity Scores HMIS-based reports
What are the performance results of the current system?	<ul style="list-style-type: none"> 2019 System Performance Data from HDX HMIS-based reports
What barriers do different populations face in accessing system resources and ending their housing crisis?	<ul style="list-style-type: none"> 2019 System Performance Data from HDX HMIS-based reports
How can system partners and resources be better utilized?	<ul style="list-style-type: none"> Key Stakeholder Interviews
How are strategic decisions made, revisited, and communicated? Who makes them?	
How are system plans defined, executed, managed, and monitored?	
How are cross-system partnerships developed and supported?	
What program strategies and system configurations are best equipped to reduce inflow into the homelessness assistance system?	
What program strategies and system configurations are best equipped to manage Austin's crisis response system?	
What program strategies and system configurations are best equipped to manage Austin's housing stabilization infrastructure?	
What program strategies and operational refinements will best position system management leadership to implement strategic improvements and optimize system operations?	



Homelessness Assistance System Design

In FY2020 an estimated annual total of 10,350 people experienced homelessness in Austin/Travis County, TX, or about 1.0% of the total Travis County population of 1,025,000. This total represents all persons who were served by street outreach programs, emergency shelter,

and transitional housing, as well as an estimate of annualized unsheltered persons who were not enrolled in street outreach.

This section of the Investing for Results report details the number of people who experience homelessness, their characteristics, the number of beds and housing units designated to serve persons experiencing homelessness, and the utilization patterns for those resources. This section also includes system modeling analysis that investigates the number and configuration of homelessness assistance resources to produce an optimal system where homelessness is prevented when possible and brief and non-recurring when not possible.

Best Practice

Smaller-scale shelters with evidence-based, trauma-informed, client-centered, housing-focused services.



Strategic investment in best practices emergency shelter that is balanced with strong investment in housing resources will increase throughput and reduce unsheltered homelessness.

Housing Inventory Count (HIC) and Point-in-Time (PIT) Count

The Housing Inventory Count (HIC) details the number and configuration of **crisis response** resources associated with outreach, shelter, and transitional housing, and **housing stabilization** resources associated with rapid rehousing and

Figure 3. PIT compared to HIC in 2020

	Singles		Families		Youth	
	PIT (people)	HIC (beds)	PIT (families)	HIC (units)	PIT (people)	HIC (beds)
Crisis Response						
Outreach to Unsheltered	2,204*	N/A	4*	N/A	143*	N/A
Emergency Shelter	411	395	84	82	19	20
Transitional Housing	48	61	48	60	10	39
Total	2,663	456	136	142	172	59
Housing Stabilization						
RRH	91	91	190	190	67	67
PSH	1,129	1,129	58	58	20	20
Total	1,226	1,226	248	248	87	87

*Estimated using same assumptions for system modeling associated with COVID-19 pandemic impact – actual PIT count plus an additional 40% to account for persons uncounted during PIT.



permanent supportive housing designated for persons who are experiencing homelessness.

Figure 3 details the current inventory of resources (HIC) and compares that to persons using those resources (PIT). To a large extent the number of people counted at a single point in time using CoC resources is a result of how and where those resources are configured. A count of system users is necessarily a function of the number and type of resources intended for those users.

A comparison of PIT to HIC for *crisis response* resources reveals a deficit of resources for single adults and youth, as indicated by the large number of unsheltered persons who are single adults and the high rate for youth, while the crisis response system has a slight under-utilization of crisis response resources for families.

BPA analysts applied a standard 40% multiplier to the officially reported unsheltered number to account for persons who were unsheltered on the evening of the unsheltered count but were not encountered, and therefore not included in the count reported to HUD. The presence of unsheltered families despite this surplus of capacity

merits further investigation, and some stakeholders provided feedback that they believed that the PIT count of unsheltered families was a significant undercount.

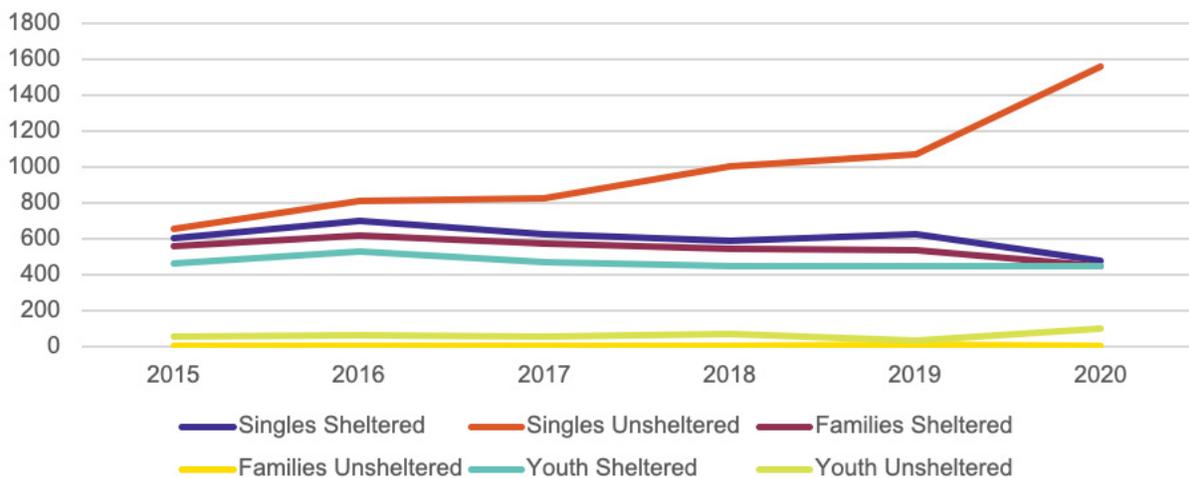
An analysis of PIT trends over the past six years, shown in Figure 4, reveals a dramatic increase in unsheltered single adults, while trends for other populations have remained stable or decreased.

The alarming trend of increasing unsheltered homelessness among single adults requires focused attention and concerted effort among all Austin stakeholders.

Annualized Counts

A useful way to understand rates at which people fall into homelessness in Austin is by analyzing the yearly prevalence and the subset of persons experiencing homelessness for the first time. The number of people experiencing homelessness and enrolling in outreach, emergency shelter or transitional housing has declined slightly over the past five years

Figure 4. PIT Trends from 2015



from 5,022 in 2015 to 4,237 in 2020. This 15% reduction in services is especially troubling in light of increasing unsheltered homelessness.

These numbers do not reflect the persons experiencing unsheltered homelessness and who never access outreach, shelter or transitional housing at any point during the year. Similarly, trends in the annual number of people who experience first-time homelessness (i.e., no prior record of program enrollment in HMIS) have also slightly decreased over the same time horizon. Data about unsheltered people who do not access emergency shelter and transitional housing is not available. Thus, it is not known how the overall annual prevalence of homelessness is trending.

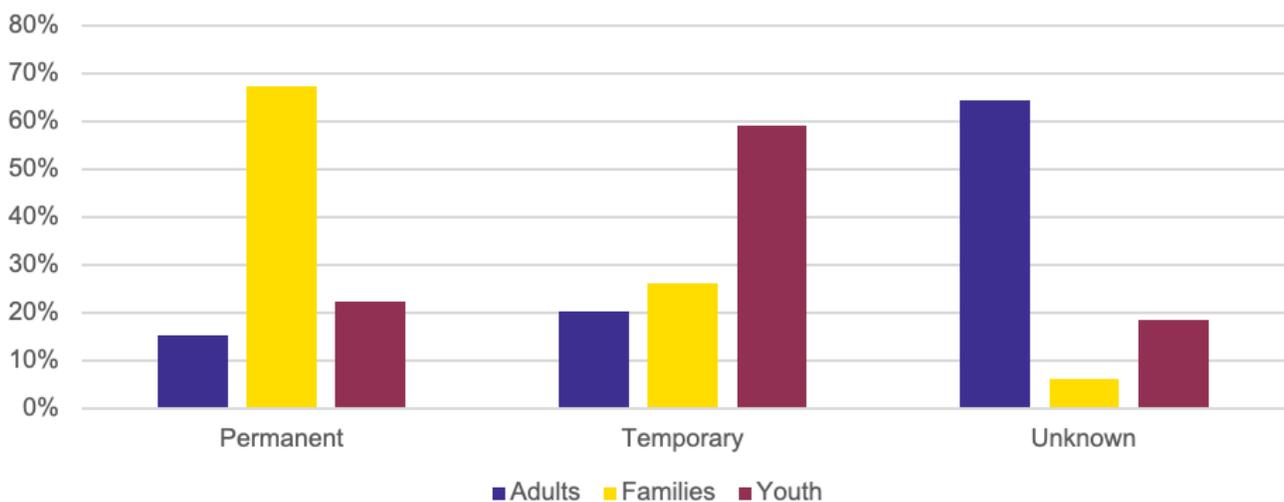
System Performance

System Performance refers to how efficiently the crisis response system functions in quickly resolving homelessness for all persons experiencing a housing crisis, transitioning persons to permanent housing, and ensuring those permanent housing placements aren't followed by subsequent returns to literal

homelessness again. System evaluators look at these three important system performance measures — length of time homeless, exits to permanent housing and recidivism (returns to homelessness) — as indicators of system effectiveness. In addition, the extent to which persons who enter the homelessness assistance system are actually experiencing literal homelessness is another indication that the system is effectively targeting persons who have no other means to manage their housing crisis. Too often the homelessness system misses the opportunity to divert households from entering who have other safe, reliable housing options instead of crisis shelter.

Figure 5 shows that most adults (64%) who exit homelessness programs are documented as leaving to an unknown destination, while only 15% overall achieve permanent housing. Note that significant data quality issues are expected in the recording of exits, however. Families, conversely, are reported as achieving permanent housing 67% of the time, and only 6% leave to an unknown destination. Youth have the highest rate of temporary exits at 59%, which is largely a function of many youth

Figure 5. Exit Destinations from Homelessness in 2020



temporarily reunifying with family as a primary strategy for ending their housing crisis.

To increase overall system effectiveness Austin will need to focus on new resources for adults and investigate the types of programs and service strategies that contribute most to their success, and broaden the reach of these successful programs and strategies so more single adults are able to exit homelessness successfully.

BPA analysts investigated what program types and combinations of program types most resulted in exits to permanent housing. This “pathway” analysis is important to understand the nature of how system components work in concert with other program components to support a successful systems approach. Programs that operate in isolation, without referrals or collaborations with other components, suggest a disjointed system with lack of coordination and alignment of resources.

A total of 4,464 separate households were served by homelessness programs (not including Outreach or other programs that do not contribute data to HMIS) in FY2019, the most recent period for which pathway analysis data are available. Of those households, 22% (n=722) achieved a permanent housing exit. The greatest number of permanent housing exits (n=352) do so by exiting emergency shelter directly into permanent housing without involvement in other programs such as transitional housing, rapid rehousing, or permanent supportive housing.

Modeling Optimal System

BPA used homelessness data to model which system performance improvements, adjustments to the homelessness system’s configuration of program interventions, and changes in housing and crisis response service strategies would be needed to effectively end homelessness for Austin. This goal

is described in the Federal strategic plan, **Home, Together**, which encourages communities to adopt a systems strategy that ensures homelessness is a rare, brief, and one-time experience. The benchmarks and criteria for measuring this goal were used as the building blocks for modeling this optimal system.

BRIGHT SPOT: Rapid Rehousing is a proven strategy to end homelessness

Rapid rehousing is the single most effective intervention to end homelessness as measured by both the total number of successful exits from homelessness and the percentage of successful exits as a proportion of all exits. Pathways and service strategies that work in combination with rapid rehousing, such as emergency shelter and outreach, lead to a near 75% success rate for all COA RRH-enrolled households.

Data inputs used to model an optimal system for Austin included the following:

- Point-in-Time (PIT) counts of persons experiencing homelessness (2020)
- Housing Inventory Chart (HIC) for the Austin CoC (2020)
- Annualized prevalence counts generated from the Austin Homeless Management Information System (HMIS) (2020)
- System performance data describing the pathways of persons who move through the crisis response system (i.e., combination of programs and service strategies used by persons to address their crisis needs and resolve their homelessness) (FY2019)

Modeling assumptions include optimizing the system with the following changes:

- All unsheltered persons are provided engagement supports and crisis shelter.



- Annually 300 households resolve their housing crisis before experiencing literal homelessness through the provision of targeted prevention and shelter diversion strategies.
- When shelter stays cannot be avoided the average length of time persons experience homelessness is reduced from the current system average of 114 days to 90 days for most persons.
- Annually, 50% of individuals and 20% of families resolve their housing crisis through enhanced shelter services and housing relocation supports without the need for additional supports beyond crisis housing.
- Rapid Rehousing is offered to all households who require additional housing supports and financial supports on an interim basis.
- PSH is offered to the highest-need, most vulnerable households with a documented disability and long-term homelessness history.

Appendices D, E and F, at the end of the report, include the results of the system modeling. The modeling assumptions offer just one strategy to optimize the current system. BPA encourages COA to work with ECHO and other system stakeholders,

as part of the overall system re-design, to continually review the modeling assumptions and update projections accordingly (see Section 6. System Policy and Investment Decisions among System Partners).

Given the modeling assumptions, this analysis provides guidelines for the number of needed housing resources and services slots and how those new resources could be distributed across different program components to achieve greater system efficiency and effectiveness. By applying average unit costs to modeling projections, this analysis provides a framework for prioritizing current funding and deciding where future COA investments need to be directed. The level of investment needed to optimize the system is substantial. However, COA can achieve a significant impact on reducing homelessness and increasing housing stabilization by making near-term additional, targeted investments in strategic areas. Figures 6 and 7 provide recommended guidelines for the level of additional investment and the types of programs and services strategies that, if expanded, provide the greatest opportunity for positive impact in the near term. These system expansion recommendations represent additional capacity beyond the current system offerings and are in addition to those expected from CARES Act investments.

Figure 6. Investment Planning Based on Modest System Expansion for Single Adults & Youth – annual operating and services costs only

Single Adults + Youth	Average Cost* per Unit/Person Served	Modest Unit Expansion by 7/1/2022	Additional Annual Investment Needed
Prevention	\$10,000	-	-
Diversion	\$1,000	800	\$800,000
Emergency Shelter	\$6,000	75	\$1,800,000
Transitional Housing	\$23,000	-	-
Rapid Rehousing	\$14,000	200	\$2,800,000
Permanent Supportive Housing	\$29,000	500	\$14,500,000
Total			\$19,900,000

*Average costs represent operational costs and do not reflect capital acquisition or rehab.



Figure 7. Investment Planning Based on Modest System Expansion for Families – annual operating and services costs only

Families	Average Cost* per Unit/Person Served	Modest Unit Expansion by 7/1/2022	Additional Annual Investment Needed
Prevention	\$10,000	-	-
Diversion	\$1,200	180	\$216,000
Emergency Shelter	\$6,000	-	-
Transitional Housing	\$23,000	-	-
Rapid Rehousing	\$33,000	50	\$1,650,000
Permanent Supportive Housing	41,000	10	\$410,000
Total			\$2,276,000

*Average costs represent operational costs and do not reflect capital acquisition or rehab.

These near-term system expansion targets direct the Austin crisis response system to increase capacity for single adults and for youth by **adding system-wide diversion**, and a smaller-scale, **emergency shelter** for single adults located outside the core downtown area. COA requires significantly **more rapid rehousing** service slots for single adults and **substantial increases in the number of PSH units** for single adults and youth to meet the total need. But, modest investments in short-term rehousing strategies will provide much needed capacity and enable the system for single adults to operate more efficiently, while the city pursues longer-term full system optimization investments. These additional beds and resources would enable Austin to shift to a more optimal system— one that is able to quickly and successfully respond to the crisis needs of all single adults and youth facing a housing crisis, ensuring that their homelessness is **rare, brief, and non-recurring**.

Similarly, the **crisis response system** for families experiencing a housing crisis may need to incrementally increase capacity. However, the recent opening of the Salvation Army’s Rathgeber Center may have addressed this gap.

Housing stabilization resources must also be increased. Additional RRH slots and modest increases in PSH capacity will ensure more families

Investment Recommendations

New, Annual Dedicated Resources for Down Payment on Progress Toward a More Equitable Impact



By July 1, 2022, the Homelessness Assistance System investment must increase for both single adults/youth and families. Our investment recommendations address the reality that 80% of single adults are unsheltered and have no access to housing or other assistance. Current per capita COA investment in families, who are a smaller share of the overall homeless population, is greater than single adults.

needing longer-term supports have the resources necessary to end their housing crisis and obtain permanent housing.

Federal resources available through the CARES Act will enable local communities such as Austin to make immediate targeted investments necessary to respond to the COVID-19 pandemic. The City of Austin in partnership with ECHO has defined a strategy for investment of initial CARES Act funding through the ESG and CDBG programs. In addition to addressing immediate public health needs for persons experiencing homelessness, Austin CARES Act investments will expand the crisis response and housing stabilization systems with targeted one-time investments in prevention, diversion, and rapid rehousing, in addition to shelter expansion through the ProLodges. The community planning process necessary to define Austin's CARES Act funding strategy, while successful in the immediate term, highlights the need for continued coordination and alignment among system leaders so that all homelessness assistance providers coalesce around a unifying funding strategy for homelessness system investments over the long term. These efforts underscore the need for urgent investment by the City of Austin as described above.

Affordable Housing

An examination of the investment needs must be placed within the context of the housing environment in Austin and Travis County. High rents and an overall shortage of affordable rental units of all types underpin the analysis as whole. While there may be debate over the nuances of what housing type and population should receive prioritized attention, such debate exists within the general assumption that substantial progress will not be achieved without significant increase in the region's affordable rental housing stock. More affordable rental housing is essential to address the existing population's needs, and most importantly, reduce the inflow of households

entering homelessness. Rapid rehousing and tenant-based PSH require access to more units with willing landlords to use those subsidies and accept the referrals for households with histories of homelessness.

Equity Analysis

Adding new units and services slots to the crisis response system may not be sufficient for certain populations. COA must make efforts to ensure that populations inequitably represented among people experiencing homelessness are effectively and equitably linked to new opportunities. People of color, people with disabilities, and young people who identify as lesbian, gay, bisexual, or transgender are disproportionately represented among people who experience homelessness in the Austin and Travis County metropolitan area. African Americans specifically are more likely to become homeless than people of other racial and ethnic backgrounds. Persons who identify as Black or African American are disproportionately represented in the homeless population (38%) compared to their proportion of the general population (8%) and the poverty population (20%).



While this evidence does not suggest that the homelessness crisis response system is the cause of these disturbing levels of inequity, the homelessness assistance system must play a role in addressing inequity. ECHO and the Austin CoC recently released a report (September 2019) that documents racial disparities and recommends further study and action. The report noted variations by race in scores using the VI-SPDAT (Vulnerability Index – Service Prioritization Decision Assistance Tool), type of exits from programs, and the frequency of returns to homelessness.

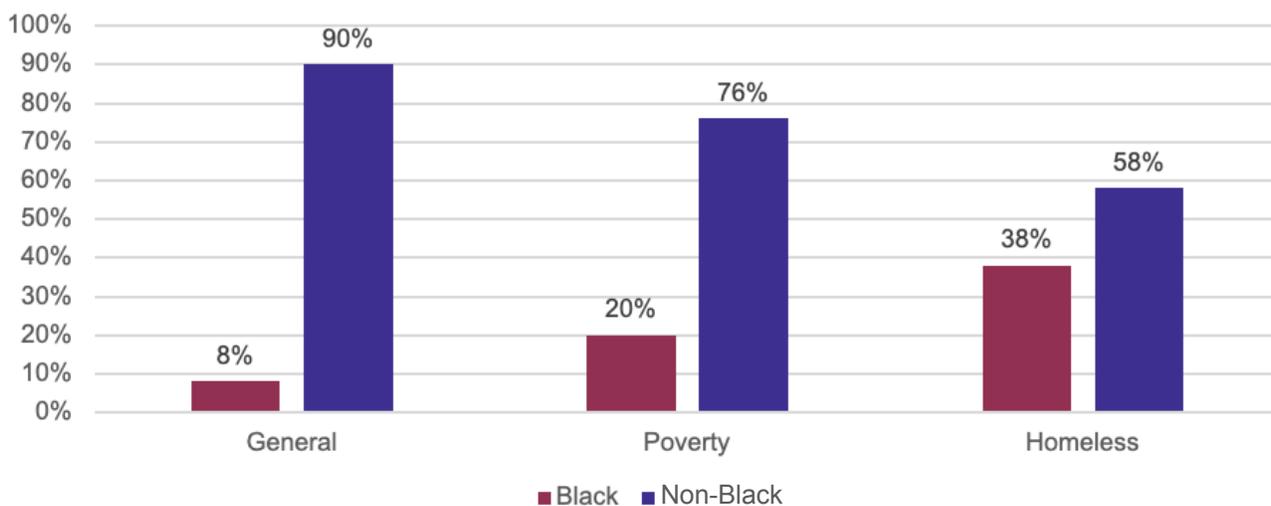
Like the ECHO report, a recent study that looked at the use of the VI-SPDAT (Vulnerability Index – Service Prioritization Decision Assistance Tool) in prioritizing persons for PSH found that the use of such tools may perpetuate racial inequities by scoring people of color at statistically significant lower prioritization rates than their White counterparts. Another study did not find significant differences in assessment results by race or ethnicity. ECHO and the Austin CoC are currently exploring how to address these issues.

COA staff and members of the Austin CoC must work to ensure the following:

- Staff at all levels have similar experiences and characteristics of those served
- Assistance is provided in an individualized manner that accounts for personal and structural barriers to service access
- Strong collaborations are supported with systems that may be contributing to inequity such as criminal justice, legal assistance, housing providers, and employers

BPA recommends that there be further research to understand how and why racial inequities exist and to explore tools and processes that assess eligibility and match prioritized households to appropriate housing resources in a standardized way regardless of race.

Figure 8. Racial Inequity Analysis



Sources: statisticalatlas.com/place/Texas & [Stella-p-hudhdx2.info](https://www.stella-p-hudhdx2.info)



Inventory of City of Austin Homelessness Assistance Contracts

Core Homelessness Services

An analysis of FY2020 homelessness-specific funding administered by the COA reveals 70 contracts managed by three City departments: Austin Public Health (APH), Downtown Austin Community Court (DACC), and Neighborhood Housing and Community Development (NHCD). The APH, DACC and NHCD contracts represent **core homelessness services** that provide direct support (i.e., homelessness assistance provided directly by City staff) or contracted support (i.e., homelessness assistance provided through contracts with non-profit homelessness assistance provider agencies).

In addition, CoA owns the ARCH building and is in the process of acquiring and owning hotels for use as bridge housing and/or PSH. Figure 9 shows the total amount managed by each of the City departments funding core homelessness services and the total project budgets. Overall City funding is leveraged at over 100%: For every dollar the City spends, funded projects match with at least an equal amount of funding.

Several other COA departments fund services associated with outreach efforts to persons who are unsheltered. Although these other departments are not part of the three core departments providing homelessness assistance (APH, DACC and NHCD), their activities support the City’s core homelessness services approach.

Core homelessness services support activities related to two of the four required components of a successful community response to homelessness: **Crisis Response** and **Housing Stabilization**. **Reducing Inflow** is largely the responsibility of the public systems that should not be discharging people into homelessness. The fourth component, **Public Space Management**, can be considered outside the realm of core homelessness services and is discussed further below. Collectively these four components make up the framework for addressing unsheltered homelessness and maintaining the infrastructure for a successful homelessness assistance system. By building out and maintaining the necessary infrastructure, COA will be able to address

Figure 9. COA Costs Associated with Core Homelessness Services

City Department	Services	FY2020 COA Portion of Project Budgets	Total Project Budgets
APH	Crisis Housing, Housing Supports, Supportive Services, Infrastructure Support, and System Coordination	\$21,459,547	\$38,991,536
DACC	Outreach and Supportive Services	\$6,404,843	\$16,127,364
NHCD	Infrastructure and Housing Supports	\$4,257,234	\$8,652,565
Emergency Medical Services (EMS)	Support services to HOST	\$419,976	\$419,976
Core Homelessness Services Total		\$32,541,600	\$64,191,441



homelessness for all populations and characteristics of persons experiencing a housing crisis.

Many of the core homelessness services contracts support multiple activities for a blended group of program recipients. The contracts include scope language that describes a range of available services from provision of crisis response assistance (e.g., outreach and engagement, emergency shelter, supportive case management services, support with behavioral and physical health needs) to housing stabilization services (e.g., housing-related assistance, temporary financial assistance, housing-related case management) in a single contract. Based on the nature of these blended contracts, BPA analysis is unable to determine precisely how much COA is investing in any one particular activity and which population (i.e., single adults, families, youth) is targeted for the investment.

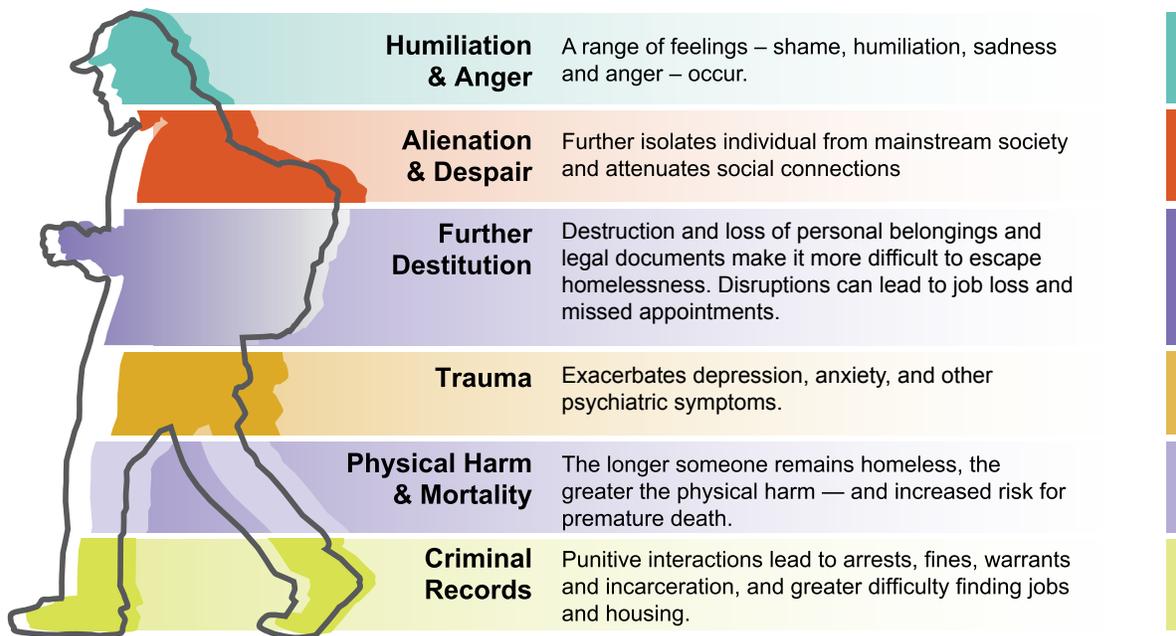
Public Space Management

In addition to these core homelessness services, COA manages other homelessness-related assistance or ancillary support through an additional 17 contracts with nine other City departments. These other City departments include Emergency Medical Services, Austin Public Library, Parks and Recreation Department, Police, Austin Resource Recovery, and Public Works among others. These other, non-core homelessness services, contracts all are related in some way to the City’s response to persons who are unsheltered, experiencing homelessness in public spaces such as parks, under highway bridges, along waterways, etc.

Unsheltered persons are often unwilling or unable, due to restrictive eligibility criteria at crisis shelters, to access emergency housing resources. Groups of

Consequences of Punitive Approaches

Displacement through move-along orders or arrest and citations for activities like sleeping, camping and “acts of living” laws are fundamentally unfair when individuals have no other reasonable alternatives, and prolong homelessness and increase the need for services from various public systems. *From RESEARCH & RESULTS: Human-centered solutions to unsheltered homelessness. Arnold Ventures, March 2020*



persons living together in unsheltered locations often form encampments, a collection of tents, shanties, or lean-to shacks built with scavenged materials. COA expends considerable resources in the realm of public space management as a result of unsheltered homelessness. Figure 10 shows the estimated amount expended by City departments that contribute some role, service or function related to managing public spaces throughout the COA. These services include security, site cleaning, waste removal, and maintenance of public toilets among other functions.

COA specifically contracts for over \$3.3M in expenses related to managing public spaces used by persons who are unsheltered, but far greater expenses for such activities are likely incurred through other City-funded activities, such as policing, maintenance and sanitation, and other efforts. Although COA will likely always need to allocate some resources to managing public spaces where persons experiencing unsheltered homelessness are residing, reducing unsheltered homelessness could free up resources expended in this area and enable COA to redirect some of the non-personnel savings to housing-related investments for persons experiencing homelessness.



BRIGHT SPOT: Guided Path ends street homelessness

In 2019, Austin initiated a pilot outreach plus housing program, Guided Path, designed to provide permanent housing and connection to services for people who have experienced street homelessness for long periods of time and/or have significant barriers to engaging in services. This Housing First program eliminates income requirements, sobriety conditions and criminal record barriers that have previously created obstacles to housing. By following a guided path, program participants are able to obtain permanent housing after living on the streets for many years. As of May 31st, Guided Path has placed 38 people in permanent housing. While the scale of those outcomes is relatively small, the lessons learned and practices within the program could be considered for opportunities to strengthen Austin’s coordinated entry and rehousing strategies.

Figure 10. COA costs associated with Public Space Management

City Department	Service	FY2020 Cost
Austin Public Library	Staff response to encampments on library grounds	\$185,914
Parks and Recreation Department	Grounds maintenance and cleanups	\$220,000
Austin Police Department	Security services for HOST	\$313,929
Austin Code Department	Relocation assistance due to code issues	\$1,642,500
Austin Transportation Department	Underpass cleanup	\$85,000
Austin Resource Recovery	Underpass and encampment cleanup	\$450,000
Austin Public Works	Portable toilets and cleanup services	\$160,000
Austin Watershed	Encampment cleanup	\$250,000
Public Space Management Total		\$3,307,303

Sources of COA Funding

COA departments administer funding from multiple sources. The primary source is the City General Fund, although COA administers funding from other City, State and Federal sources. Figure 11 shows the distribution of total homelessness funding administered by COA by source.

Leveraged Funding

COA leverages homelessness assistance funding with other, non-COA, sources. Figure 12 shows that the COA portion of total homelessness assistance project budgets is 50%. Leveraged funds are from other Federal, State, foundation and other philanthropic sources.

COA contract budgets do not identify the source of leveraged funds, nor do contracts identify which funding source is supporting which contract activity. For these a reasons, further analysis of leveraged funding is not possible with available information.

Although BPA analysis investigated non-COA administered funding supporting homelessness services, the exact amount of leveraged funds and the source of those funds isn't clear.

BPA did not review project budgets for homelessness assistance projects that do not receive funding from COA. Of the project budgets reviewed by BPA, many did not show the complete project budget or the sources of other, non-COA, funding. Thus, this is an incomplete picture of funding for homelessness assistance efforts across Austin.

By contrast, HUD homelessness assistance funding administered through the CoC Program NOFA includes a total award for all projects in FY2019 of \$10,008,509, which is a sizeable increase

Every dollar invested by COA in homelessness assistance is essentially doubled by matching funds from other sources.

Figure 11. FY2020 COA Administered Homelessness Funding by Source

Funding Source	Total FY2020 Funding
City - General Funds	\$24,973,224
HUD - CDBG	\$1,804,699
HUD - HOPWA	\$1,609,938
HUD - HOME	\$1,135,365
City - Downtown Density Bonus	\$950,000
HUD - ESG	\$726,385
State of TX - TDHCA	\$554,843
City - Housing Trust Funds	\$367,200
Core Homelessness Services Total	\$32,121,624

Figure 12. COA Funding vs. Leveraged Funding

Leveraged Funding	Amount
Amount of All Homelessness Project Funding Administered by COA	\$32,121,624
Total Budget for all Homelessness Projects (including leverage)	\$64,191,441



from FY2018 when Austin and Travis County homelessness assistance from CoC Program funds was \$6,780,538. The increase from FY2018 to FY2019 represents new bonus funding for transitional housing and rapid rehousing projects dedicated to serve households fleeing domestic violence and transition-aged youth experiencing a housing crisis. An analysis of HUD funding is included as Appendix G at the end of this Report.

Funding by Activity

Each COA contract scope describes a core set of project area activities supported by the contract. Some contracts enable multiple activities. For the purposes of this analysis, project budgets amounts were associated with the primary activity described in the contract.

- **Coordination** activities support the work of ECHO in managing CoC related planning, management, evaluation and funding activities.
- **Crisis Housing** includes all costs associated with maintaining emergency shelter, including related staffing, operations, facility, and administrative costs.
- **Housing Supports** include both temporary and permanent rent payment and housing-focused case management to support persons who have recently ended their homelessness and moved into permanent housing.
- **Infrastructure** activities specifically relate to COA's motel strategy, a plan to purchase area motels and convert them to crisis housing or permanent housing for persons experiencing homelessness.
- **Management** includes support to external consultants for homelessness system analysis and planning.
- **Outreach** activities reflect only contracts that explicitly target populations of people

who are unsheltered and provide specialized services by the Homeless Outreach Street Team (HOST) related to engagement, although other activities also support persons who are unsheltered to access crisis housing, permanent housing and get physical and behavioral health needs met.

- **Prevention** represents temporary financial assistance, landlord mediation, and problem-solving support to help households experiencing a housing crisis to avoid literal homelessness.
- **Support Services** is typically a staffing related cost associated with any project that provides housing focused case management.

Many of the COA supportive services contracts also provide transportation, food assistance, education and training, employment supports, legal assistance, and childcare. BPA analysts noted that contracts identified by COA as a "homelessness investment" under the Support Services activity type often offer services to a broader general population that might include persons experiencing homelessness, but homelessness is not a designated target population and not necessarily an eligibility criteria. Examples includes support services targeted to new immigrants, poverty populations, the elderly, and parenting teens. Many of these support services contracts identified as "homelessness investments" likely benefit a broader population of people who are not homeless. Figure 13 shows COA-administered funding by activity type with total project funding reflected in addition to just the portion managed by the COA.

Funding by Household Type

Although many COA contracts provide services to multiple household types, most contracts are designated to serve a single household group. Household groups include single adults, families (at least one adult and one dependent child) and transition-aged youth (persons aged 18–24).

Figure 14 shows the relationship of COA funding supporting different household types in relation to each household type’s percentage of the total

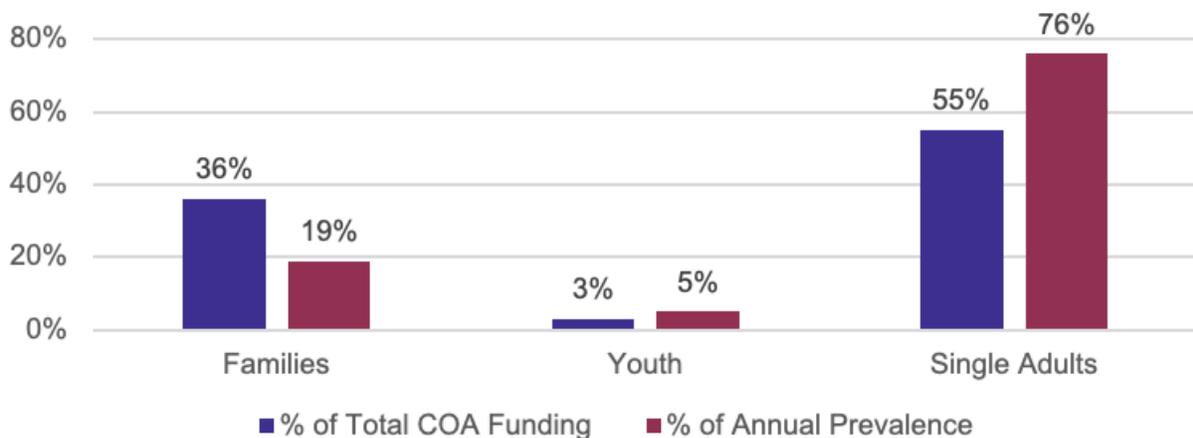
homeless population. Because some COA contracts serve both families and single adults BPA analysts excluded those resources from the analysis in Figure 14. This analysis reveals that COA is likely underinvesting in

Single adults represent 76% of all people who experience homelessness but only receive 55% of dedicated COA funding.

Figure 13. COA Funding Amount by Activity



Figure 14. Total System Funding Compared to Annual Person Prevalence by Household Type



single adults based on the percentage that single adults represent among the total prevalence of all persons who experience homelessness during the course of a year.

Funding by Special Population

Some COA homelessness contracts reference special targeted populations as the intended recipients of contracted services. Not all contracts target

resources, or they don't exclusively target resources. In fact, most COA contracted services and housing are made available to any eligible population of people experiencing a housing crisis.

However, resources from certain sources require that special populations be exclusively served by the funding. For example, HOPWA funds may only serve persons who are HIV+/AIDS. Of the COA contracts that explicitly identify a special target population, Figure 15 shows the distribution of such funding.

Unsheltered persons constitute nearly 48% of all persons counted as literally homeless during the 2020 Point-in-Time (PIT) count. Yet, funding directed to an explicitly unsheltered population constitutes only 15% of funds that are dedicated to a special population.

Funding by Type of Assistance and by Household Type

COA funding in FY2020 for the homelessness assistance system is distributed across four fundamental components as discussed earlier: Reducing Inflow, Crisis Response, Housing Stabilization, and Public Space Management.

Resources associated with a *crisis response* include emergency shelter and other forms of temporary housing. Housing associated with *housing stabilization* include interventions and resources to transition people to permanent housing and maintain their tenancy after initial move in. Total crisis response funding is \$16,476,566, (see Figure 16) while funding dedicated to housing stabilization is \$13,958,980. Note that COA also executes several support services contracts, included separately in the figure below, but those initiatives support both crisis response programs and housing stabilization programs and cannot be attributed exclusively to either one.

BRIGHT SPOT: LifeWorks leverages data to chart system approach for youth

Through the Youth Homelessness Demonstration Program and their broader efforts to end youth homelessness in Austin/Travis County, LifeWorks has used data to guide program development and inform their decision-making. Most notably, LifeWorks conducted a Targeted Assertive Outreach effort, which involved systematically reaching out to every youth in Austin's HMIS. Through this endeavor, the agency was able to determine the proportion of youth who self-resolved their homelessness (or who otherwise were no longer eligible for services) and connect those who remained homeless to diversion services and other resources. When coupled with cost analyses and broader systems-level data (e.g. inflow rates), LifeWorks was able to use the results of Targeted Assertive Outreach to project the future demand for services, program costs, and staffing needs in order to scale service effectively.

Figure 15. Total Funding Dedicated to Special Populations

Special Population	Total Funding
Immigrants	\$1,168,326
Unsheltered	\$1,499,716
HIV/AIDS	\$1,773,370
Domestic Violence	\$2,360,011
Chronically Homeless	\$3,025,596

Figure 16. COA Funding Amounts by Assistance Type and Household Type

Type of Assistance By Household	Funding Amount	Percentage of Funding
Homelessness Prevention	\$3,148,779	6%
Families	\$95,600	
Multiple	\$3,053,179	
Crisis Response	\$16,476,566	28%
Families	\$4,673,067	
Multiple	\$3,278,440	
Single Adults	\$3,602,347	
Youth	\$5,472,079	
Housing Stabilization	\$13,958,980	24%
Families	\$1,982,605	
Multiple	\$6,779,210	
Single Adults	\$3,581,040	
Youth	\$1,616,125	
Support Services*	\$20,471,064	35%
Families	\$160,000	
Multiple	\$7,865,408	
Single Adults	\$12,445,656	
Public Space Management	\$4,165,279	7%

*Support Services activities support both Crisis Response and Housing Stabilization activities.



Homelessness Assistance Funding Process for City of Austin

During a site visit in March of 2020 BPA analysts met with City staff involved in setting funding priorities, managing departmental budgets, administering the procurement and grant execution process and monitoring contract performance. These conversations were concentrated on the three City departments providing core homelessness services: APH, DACC and NHCD. Collectively these departments manage over \$32M in homelessness assistance funding annually with nearly \$25M coming from the City's General Fund.

City General Funds make up 77% of all homelessness assistance provided by COA.

By contrast, HUD funding awarded through the competitive CoC Program NOFA was just over \$10M in 2019, which was a substantial increase from the FY2018 HUD award of \$6.78M. (See Appendix G for specific HUD funding amounts.) The HUD funding for CoC Program funds follows a set annual cycle of establishing strategic priorities, evaluating program performance, rating and ranking projects according to performance and alignment with priorities, and, finally, grant award and contract

execution. BPA analysts looked for similar focus and rigor in the City's funding process due largely to the fact that the City is managing three times as much funding.

After reviewing all COA's homelessness contracts, meeting collectively with APH, DACC and NHCD grants management staff to discuss funding processes and decision making, and following up individually with departments to investigate exceptions and one-off decisions about what projects get funded and at what amount, BPA analysts identified the following findings.

- **Funding decisions lack strategic alignment to community-adopted system objectives.** Funding processes and decisions do not follow a consistent strategy informed by data-informed priority needs, resource availability and constraints, or alignment to strategic objectives. Funding decisions can sometimes be influenced by one-off or non-strategic requests that are awarded by City Council processes and not aligned with system goals. City staff report that, historically, the homelessness strategy was not actively discussed at a City-wide level during any point of the budgeting or contracting process. There have not been strategic discussions about where investments should be directed, or if current investments are impactful, duplicative, or successfully targeted.

COA provides \$32M in annual funding for the homelessness assistance system. HUD Continuum of Care funding is \$10M.

COA investments require data-driven decision making, investments aligned with strategy, and performance-based contracting.



- **Eligible contract activities are unclear.** Most contracts describe scope of services without enough detail or specificity. Program operators are afforded great latitude in designing and operating projects and the result may be that actual operations do not align with proven approaches, best practices or COA priorities.
- **Funding cycle is subject to wide variability.** City staff reported that funding awards often arose from City Council requests so were unable to describe a standardized funding schedule with reliably consistent activities and milestones related to budget projections, budget approvals, contract compliance and performance outcome analysis, RFP timelines, and contract execution.
- **Contract structure and formats are not consistent across all departments.** Consistent contract formats, budget templates, naming conventions, management practices, program or practice standards, or standardized program goals across all contracts does not occur.
- **Not all homelessness-defined contracts appear to be funding programs or activities exclusively used by persons experiencing homelessness** (e.g., other purposes are included like immigration support, foster care, teen parenting, employment supports, child welfare, etc.). While these other initiatives may be highly effective programs and important investments, by including them with homelessness funding COA is limiting its ability to track and evaluate effectiveness of investments directed to homelessness-specific initiatives.
- **Contracts do not always explicitly identify a targeted or priority program participant.** When a target population is not defined or not made explicitly clear in contracts, program operators will likely not serve specific priority populations who have been identified for targeted outreach, engagement and service delivery. For example, projects intended to prevent homelessness should establish clearer expectations for targeting that assistance to households most likely to imminently experience literal homelessness.
- **Some contracts blend activities and components.** Multiple program types appear to be blended into a single contract. For example, this might include rapid rehousing and homelessness prevention. Without differentiating activities and program types COA is unable to track system performance and direct additional resources to fill identified gaps. Contracts with multiple funded activities should be set up and managed in HMIS in a way that enables COA to track progress at a more granular program type, activity, and household type level.
- **Contracts lack references to Practice Standards.** Practice Standards which describe programmatic expectations for service delivery should be defined and referenced in contracts. Existing program descriptions listed in contracts are likely provided by grantees and definitions of homelessness services are not consistent across contracts.
- **Performance targets lack definition and uniformity.** Contract performance targets are likely defined by grantees resulting in performance expectations that are not standardized across the same CoC components, activities, or target populations.

Policy and Investment Decisions Among System Leads

As a primary investor in the *core housing and services* that make up the homelessness assistance system as well as activities designed to reduce the inflow into homelessness and manage public spaces where unsheltered persons are living, the COA is a leading system partner for directing community discussions about defining and following a strategic action plan to address homelessness. These conversations must include other public partners involved in behavioral health, physical health, criminal justice, affordable housing, and the private sector/business community.

ECHO is also a key system partner and, as the designated lead entity for the CoC, is tasked with managing the community's consolidated application for HUD CoC Program resources. Each system partner has a unique role to play to ensure the homelessness system is providing an effective crisis response to homelessness. COA currently defines and manages the system's crisis response, including outreach and core housing stabilization and services. ECHO manages the annual funding competition for U.S. Department of Housing and Urban Development's Continuum of Care (CoC) Program funds, which primarily support rapid rehousing and permanent supportive housing projects. Although these roles are different, coordination and alignment is critical to ensure the homelessness assistance system is best equipped to address unsheltered homelessness and direct rehousing strategies to all populations experiencing homelessness. Ultimately, COA's approach to system policy and resource investments must be coordinated with ECHO and all system partners to ensure the homelessness response is well integrated and is most impactful.

Further role confusion is apparent among the multiple city departments within COA. Each invests in specific programs and strategies, but

no single department or entity is responsible for aligning homelessness investments across all COA departments. A newly established Homeless Services Division with Austin Public Health is intended to support greater coordination across departments. However, this new division is not responsible for making investment decisions, or for ensuring that investments are aligned with a defined strategy and set of priorities, which is necessary to realize the greatest system impact

To ensure system policy and investment decisions are aligned across all system partners COA and ECHO should implement shared leadership by following these critical steps:

1. Convening the Public-Private Partnership Task Force to End Homelessness (the P3 Homelessness Task Force).
2. Updating the Austin Action Plan and providing implementation oversight.
3. Gathering, analyzing, and publicly-sharing data to strengthen and scale investments and effective practices and transparently assess progress and challenges.
4. Creating and managing an overall community investment plan and securing public and private investments to implement the investment plan.
5. Developing shared performance metrics for the Action Plan and publishing periodic public reports on progress.
6. Developing and implementing processes that use an equity lens to reduce racial and other disparities.

7. Developing COA-ECHO agreement on grant/contracting processes, performance management, and quality improvement.
8. Managing an aligned communication strategy with public information and community education about solutions to homelessness and progress on implementing the Action Plan.

COA and ECHO should create collaborative structures through which to manage the implementation of the Action Plan and these collaborative roles, but also through which to inform and support work in areas in which either COA or ECHO assumes lead responsibility, so that all efforts are aligned, closely coordinated, and mutually implemented. Those areas of lead responsibility should be further refined, and should include the following divisions of responsibility:

COA

COA is currently the primary local investor in the homelessness assistance system – both crisis response and housing stabilization. COA shifted approaches to public space management in the past year to be more inclusive and responsive to the needs of persons experiencing unsheltered homelessness. COA should lead the further enhancement and expansion of these strategies across all City departments and community partners. COA should establish a cross-city government body that is empowered to coordinate, align, and manage COA activities and accountabilities across COA departments.

COA currently has primary responsibility for development and implementation of community-wide affordable housing strategies to increase the supply of rental housing. COA should also assume lead responsibility for planning, coordination, and implementation of strategies to reduce inflow beyond the current efforts through the Downtown Austin Community Court (DACC).

ECHO

ECHO undertakes core system planning and coordination activities such as managing HMIS, CES, and preparing the community's consolidated application for HUD CoC Program funds, which comprise just 16% of overall system funding for core housing and services and other opportunities to apply for and receive state and federal funding for the homelessness assistance system. These responsibilities are conveyed by the CoC Membership Council which governs and oversees the CoC system of care.

Currently, ECHO's role as system planner and service coordinator is not fully inclusive of the entire homelessness assistance system. ECHO is primarily focused on the housing stabilization component of the CoC system since HUD CoC Program funding, which ECHO coordinates, is limited to those purposes. Currently, ECHO has a limited role with crisis response related to unsheltered strategy, outreach, diversion and emergency shelter. COA and ECHO should establish a phased plan for ECHO to assume lead responsibility for the overall planning, coordination, and management of the homelessness assistance system, regardless of funding source. COA should remain an active partner and co-lead as the primary investor in the homelessness assistance system and should continue to invest across the full range of crisis response and housing stabilization strategies and programs.

Before assuming new accountabilities and responsibilities, ECHO should upgrade its expertise and functionality to better support providers, programs, and the homelessness assistance system to increase alignment with best practices, achieve better results, and operate with greater efficiency and effectiveness. ECHO should support the COA grantmaking processes and provide routine performance reports, as well as data analysis on emerging issues.

Systems Approach

The COA, along with partners throughout the homelessness assistance system, need to adopt a system approach to planning, funding, managing, monitoring, and evaluating the homelessness assistance system. Such an approach defines a collaborative partnership strategy for effective planning, response, and delineation of system management roles. System leaders should align strategies across all sectors and funding sources to focus on clearly articulated goals and objectives.

Each individual system component must be resourced at the necessary scale to meet program performance standards and contribute to the effectiveness of the entire system. System managers and individual task leads must understand the role they play and be able to leverage data and best practices resources to support system goals. Finally, all system partners should be transparent about decision-making and contribute positively to message alignment. Figure 17 demonstrates the component parts and functions for a successful systems approach. A detailed systems approach matrix, including goals, roles, strategies and tools, is included as an appendix at the end of this Report.

Performance-based contracting is a critical component of a systems approach. It replaces the practice of automatic renewal of legacy contracts with a competitive process in which funding investments are tied to strategic performance metrics. Common performance metrics include demonstrated evidence of serving a priority population, facilitating quick access to permanent housing outcomes, retention of placements in permanent housing, and measures of cost effectiveness.

Homelessness assistance providers will be incentivized to achieve agreed-upon performance

metrics when specific and measurable levels of operational achievement result in increases in funding and longer-term contracts. Performance-based contracts replace conventional, transaction-based contracts where payments are related simply to provision of outputs.

These core elements of a systems approach are being incorporated into membership principles for the emerging P3 Homelessness Task Force, a public-private partnership convened by COA and ECHO which includes the critical partners from the Downtown Austin Alliance, Caritas of Austin, Front Steps, Integral Care, LifeWorks and Salvation Army. Membership is likely to expand as the partnership evolves into a more formal structure in the months ahead.

The public-private partnership P3 Task Force members have a shared commitment to collaborative strategies and activities to address and reduce unsheltered homelessness in Austin. The group has identified Austin's Action Plan to End Homelessness as a critical framing document with which to activate four core strategies: reducing inflow, providing a crisis response, expanding rapid rehousing capacity and expanding the supply of permanent supportive housing. In order to ensure success of the P3 Homelessness Task Force, members will need to identify leadership responsibilities for each strategy, convene essential partners to coalesce around the strategy, and identify necessary funding to execute on action steps tied to each strategy.

Key system stakeholders, including homelessness assistance providers, lack clarity about who is responsible for managing the homelessness assistance system or how key decisions ultimately get made.

Figure 17. Systems Approach



A successful systems approach includes these components that frame the City of Austin’s investment in results to end homelessness. Please see Appendix L for more detail.

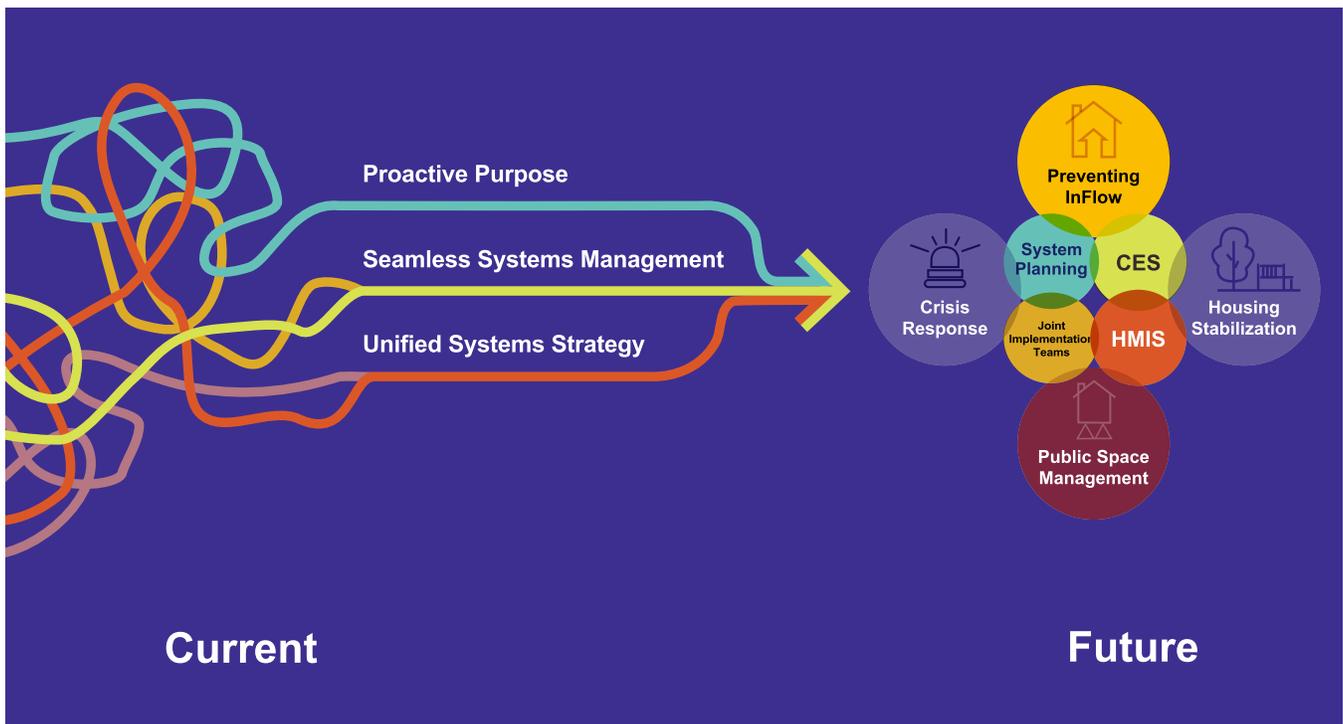
Recommendations

Resource alignment recommendations follow findings identified during contract reviews, site visits, individual stakeholder conversations, and ongoing research and analysis. The following recommendations are provided in the context of current system policy framework, partnerships, and service delivery.

However, the COVID-19 pandemic represents an evolving crisis for all communities and the long-term impact on the crisis response system for persons experiencing homelessness are still not entirely

clear. The impact of COVID-19 will likely include increased homelessness in the months ahead as the economic consequences of the public health crisis created by COVID-19 are realized. The timing of the direct impact on homelessness may not be known for many months. Regardless, BPA analysts have included several recommendations for further analysis and resource alignment related to the expected surge in Federal funding for homelessness system programming from additional CDBG, ESG, and HOPWA allocations identified in Federal stimulus funding.

Attributes of Effective Shared Leadership



Shared leadership is created over time, by embracing and implementing a systems approach to plan and act with proactive purpose, seamless systems management and a unified systems strategy. To successfully address unsheltered homelessness, shared leadership ultimately interlocks the four required components of reducing inflow, crisis response, housing stabilization and public space management with other systems supports.

Adopt a Systems Approach

Define and follow a system-wide strategy for addressing homelessness. Build that strategy around the core focus of substantially reducing unsheltered homelessness.

Recommendation 1: Establish a **unifying system strategy** for homelessness system planning, management and investments. In partnership with ECHO define or update the existing strategic action plan for the homelessness assistance system with addition of focused strategies for reducing unsheltered homelessness and other strategies discussed below. Identify impactful actions COA will take to significantly reduce unsheltered homelessness and encampments.

- Align all future COA investments to specific activities identified in an updated **Austin Action Plan**, or other strategic plan that provides direction and guidance for decision making.
- Clarify role of COA vis-à-vis ECHO in context of establishing policy for system design, strategic responses to unsheltered/encampments, collecting and analyzing data to inform further system refinements, and communication with homelessness assistance system partners and community at large.
 - COA and ECHO jointly issue an update to Austin Action Plan with targeted strategies for addressing and significantly reducing unsheltered homelessness.
 - COA functions as primary lead for comprehensive inclusive public space management and inflow reduction strategy developments and final City investment decisions.
 - COA functions as primary interim lead for defining and managing a comprehensive crisis response strategy strategy, inclusive of coordinated street outreach, evidence-based approaches to crisis housing and effective connections to rehousing programs. This role transitions to ECHO over time.
 - ECHO functions as lead for HUD (CoC Program) resource management in context of updated Austin Action Plan and the housing stabilization system management in context of updated Austin Action Plan.
 - ECHO provides support to COA for contract management assistance – establishing practice standards, defining consistent outputs and outcomes by component type, tracking progress and preparing dashboard reports, monitoring compliance with practice standards, defining and directing provider capacity building efforts, including training and technical assistance.
- Leverage recent success with strategies directed to Veterans and Youth to refocus community attention and efforts to address unsheltered/encampments. Consider strategic approach that sets measurable goals, tracks progress, communicates success and engenders strategic buy-in from community for sustained response.
- Conduct further racial equity analyses to better understand how and where system responses to homelessness may be contributing to disparities in access to crisis shelter and housing stabilization services for persons of color, persons with disabilities, and persons who identify as LGBT. Adjust current strategies and programs to eliminate disparities.

Strategic Leadership by City of Austin is Required



The City of Austin needs a single strategic leader who can direct strategy across all COA departments, make decisions and activate funding within a multi-sector system and in collaboration with a cross-sector of community partners. The position will need to have clear authority and be sufficiently resourced with a team of qualified staff.

*Recommendation 2: Strengthen **system management**.* Clarify system management roles and stakeholder partnerships to ensure all critical partners are working in a concerted effort towards aligned system goals and objectives.

- Identify a high-level strategic leader within the City to coordinate and manage homelessness strategy across all COA departments. Empower that position to make COA investment decisions that align COA funding with system goals and objectives.
- Partner with ECHO to strengthen their role as system manager for crisis response and housing stabilization, inclusive of HMIS, CES, system planning, service coordination, establishing practice standards, driving system coordination with data-informed analysis.
- Establish actionable items associated with an updated **Action Plan, or other strategic planning document**. Identify lead entities responsible for coordinating each action and timeframes for when progress is expected. ECHO should collect data and report quarterly or bi-annually on progress relative to an updated **Action Plan**.
- Tie programmatic and agency capacity building efforts to specific performance concerns identified (by COA and ECHO) during routine monitoring and evaluation.

Recommendation 3: Adopt a more **results-oriented contract management approach**. Streamline and standardize the COA contracting process by establishing uniform procurement schedules, contracting templates, resource allocation decision making, and contract management practices.

- Tie each funded activity in COA contracts to a specific strategy in an updated Austin Action Plan. Track funding source, activities, populations served, outputs and outcomes in a grants management data system that enables COA staff to run tracking reports.
- Standardize the annual contracting process by instituting a formal schedule inclusive of the following components:
 - Project likely funding availability from COA General Fund and any pass-through dollars administered by COA (e.g., ESG, TDHCA).

Recommendation 4: Shift to **data-informed decision-making process** to support strategy development, resource allocation, etc. This must include using a racial equity lens to shift practice, policy and funding decisions to foster greater diversity, equity, and inclusion in all work around addressing racial inequities in housing and homelessness.

Reducing Inflow



To reduce unsheltered homelessness, public systems for justice, anti-poverty, prevention, health (including behavioral health), child welfare and affordable housing must use data to identify how people are becoming homeless and target prevention strategies and policies to these areas.

Reduce Inflow

Recommendation 5: Identify the **extent of discharges from public systems** such as justice, child welfare, and physical and behavioral health that contribute directly to homelessness. Engage these systems in discharge planning and homelessness prevention initiatives.

- COA and ECHO should undertake a complete analysis of persons experiencing a housing crisis and their involvement in public systems prior to entering the crisis response system. Use results of analysis to advocate with public systems contributing to inflow for enhanced and more responsive engagement of persons at risk of homelessness and for targeted discharge planning prior to exit from public systems.
- Develop a robust targeting strategy for COA funded homelessness prevention resources. Partner with ECHO to review system data to better understand household characteristics and prior housing situations of those most likely to enter homelessness. Prevention should be directed strategically to households at imminent risk of homelessness for whom targeted prevention (direct client assistance and housing-focused services) has highest likelihood of reducing crisis response system inflow.

Strengthen Crisis Response

Recommendation 6: Implement a **system-wide Outreach and Diversion strategy** to explore engagement and problem-solving opportunities for all persons needing crisis assistance at all CES entry points and engagement locations. Expand crisis housing capacity using low barrier approaches for single adults who are unable to divert from emergency shelter.

- Adopt and implement Housing-First, trauma-informed practices and policies across the Crisis Response system and providers that make up the system.
- Train all crisis housing operators and outreach workers in effective Diversion and problem-solving practices. Create a centralized flexible fund to support Diversion and problem solving.
- Tie existing street outreach efforts to a unifying strategy for unsheltered persons and encampments. Link outreach strategy to defined CoC housing resources and stabilization opportunities.
- Leverage motel conversion strategy to identify additional opportunities for low-barrier bridge housing units dispersed through the City with strong housing-focused programming.

Diversion

Aimed at helping households stay safely in current housing or, if that is not possible, move to other housing without requiring a shelter stay first. Priority is given to households who are most likely to be admitted to shelters or be unsheltered if not for this assistance.

Low-Barrier Approaches

Low-barrier approaches involve minimizing the requirements placed on people who wish to utilize services, shelter, or housing. The objective with this approach is to have services “meet people where they are”, as long as this does not negatively affect other residents or staff. A low-barrier approach is consistent with a harm reduction philosophy.

Housing Stabilization

Recommendation 7: Expand the **housing stabilization infrastructure** to support persons experiencing homelessness who require additional housing and service supports to obtain housing and maintain that housing without returning to homelessness. For single adults significantly expand Rapid Rehousing and build out PSH capacity. All housing options should use a Housing First approach.

- Deconcentrate crisis services at the Salvation Army/ARCH/Caritas location. Current impact is destabilizing, unsafe and trauma-inducing for persons trying to access those services.
- Continue capacity building efforts at ARCH to ensure staff and shelter programming is trauma-informed, client-centered and housing focused. Expand this approach to other emergency shelters.
- Eliminate the use of shelter time limits and mandatory engagement in services in existing programs. These practices can create barriers to stabilization in shelter.
- Standardize the quality and service delivery model for RRH by establishing RRH practice standards for all COA funded RRH contracts. Eliminate any enrollment requirements that act as barriers to accessing RRH. Leverage the collaborative approach of Best Single Source+ to enforce service delivery consistency and quality. Split out HP from RRH in contracts and define distinct scope and performance targets for each.
- Standardize the quality of PSH projects by establishing PSH practice standards for all COA funded PSH contracts.
- Fully implement the motel conversion strategy to provide additional low-barrier, Housing-First PSH.
- Coordinate a formalized partnership with private, public and philanthropic entities to establish a funding strategy for a long-term pipeline of PSH development.
- Partner with PSH and affordable housing experts to seed additional development projects (similar to Terrace at Oak Springs). Build capacity of local provider and developer community to expand supply of project-based PSH.
- Expand PSH development capacity by leveraging role of COA as equity source (HOME, LIHTC, Trust Fund), HACA as

Housing First

An approach to ending homelessness that centers on providing people experiencing homelessness with housing as quickly as possible — and providing services as needed. The basic underlying principle of Housing First is that people are better able to move forward with their lives if they are first housed.

provider of vouchers for operations support, and Integral Care as provider of support services.

- Expand partnerships to increase access to community housing options.

Inclusive Public Space Management

Recommendation 8: When adequate access to safe shelter or housing is not provided, people who are unhoused have few options other than living in public spaces. While Austin is scaling up capacity for crisis response and housing, ***being attentive the needs of people who are unsheltered*** is critical to ensuring health and well-being despite the hazards associated with living unsheltered. CoA should continue undertaking a proactive and inclusive approach to public space management with non-punitive policies. Additional enhancements are recommended.

- Undertake additional proactive responses, which are critical when there are high numbers of people who are unsheltered. Make public spaces (like parks, sidewalks, trails) more usable and healthier for all. Support services and programs that can advance these objectives:
 - Safe and accessible storage for personal belongings both during the day and ongoing
 - Regular trash pick-up at all areas where people are living unsheltered
 - Access to drinking water and nutritious food
 - Public restrooms and showers or other hygiene and sanitary options
 - Safe needle disposal and needle exchange
- Hire people with lived experience as peer support staff to accompany first responders in engaging people in encampments and encouraging engagement with housing strategies.
- Agree upon a cross-departmental protocol for addressing encampments that pose a serious and significant danger to those who are unsheltered.

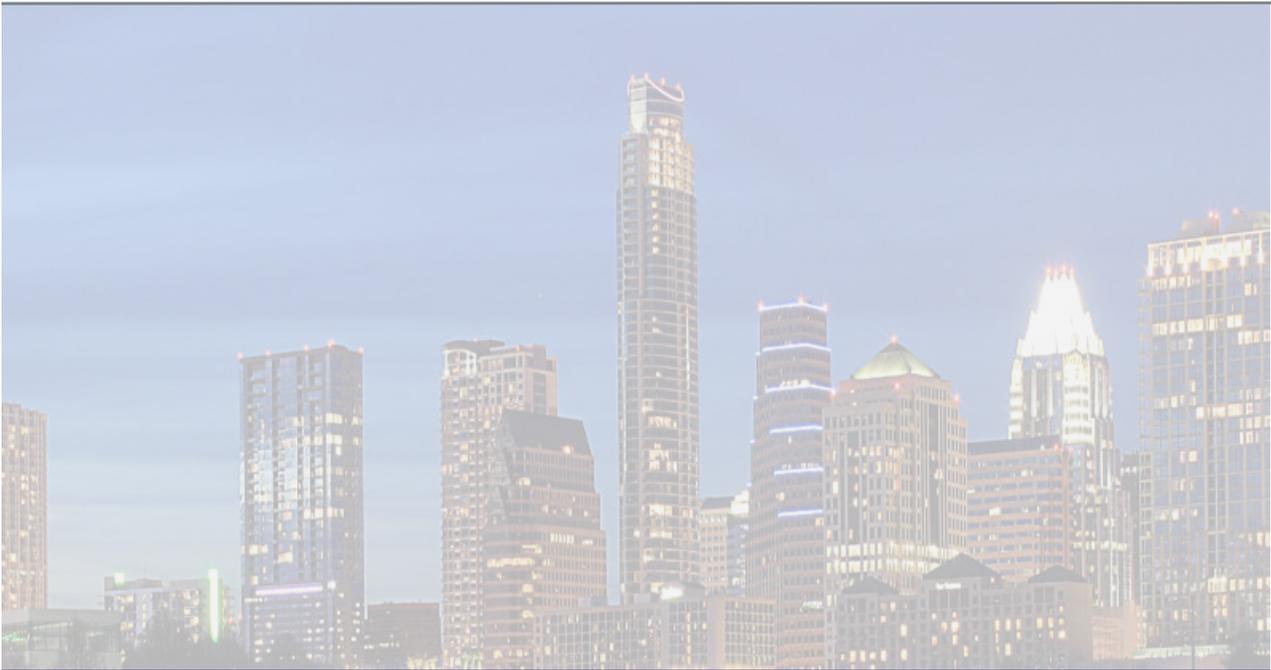
Conclusion

COA investments in the homelessness assistance system are part of a larger safety net providing services and support to low income families and individuals throughout Austin and Travis County. The current investments could be achieving greater results, however. Current efforts are not consistently aligned with a focused, system-wide strategy. COA will need to continue responding to the immediate public health crisis of the COVID-19 pandemic and while preparing for the broader crisis of homelessness which is expected to worsen in the year ahead.

A strategic, simultaneous solution to both crises is possible. They require robust and coordinated investments across both public and private sectors that engage a wide range of systems, organizations, and programs. The solutions must reduce the inflow into homelessness, provide adequate outreach and crisis services to persons who become homeless, and quickly connect people to permanent housing with appropriate financial supports and services to ensure their success.



Implemented strategically, with investments tied to proven solutions, the homelessness assistance system will ensure that homelessness for Austin's most vulnerable neighbors becomes a rare, brief, and one-time experience.



Appendices



Appendix A: FY2020 COA Grants for Homelessness Assistance Programs

Contract	City Department	Agency	Project Area	Population	Special Population	City Budget	Total Budget	Funding Source
Rodeway Motel Purchase	NHCD	City owned, ECHO operated	Infrastructure	Single Adults	Unspecified	\$1,804,669	\$6,200,000	CDBG
Permanent Supportive Housing	NHCD	ECHO	Housing Supports	Single Adults	Unspecified	\$950,000	\$950,000	Downtown Density Bonus
ARCH	APH	Front Steps	Crisis Housing	Single Adults	Unspecified	\$313,922	\$313,922	ESG
DACC Rapid Rehousing	APH	DACC	Housing Supports	Single Adults	Unspecified	\$178,467	\$356,935	ESG
HMIS Front Steps	APH	Front Steps	Infrastructure	Multiple	Unspecified	\$48,997	\$97,994	ESG
Rapid Rehousing CDU	APH	Communicable Disease Unit	Housing Supports	Single Adults	HIV/AIDS	\$81,716	\$163,432	ESG
RRH Front Steps	APH	Front Steps	Housing Supports	Single Adults	Chronic	\$103,283	\$206,567	ESG
Guided Path	APH	Spread across existing contracts	Housing Supports	Single Adults	Unspecified	612,336	612,336	General Funds
Arbor Terrace PSH	APH	Foundation Communities Inc	Housing Supports	Single Adults	Chronic	\$111,149	\$323,149	General Funds
ARCH	APH	Front Steps	Crisis Housing	Single Adults	Unspecified	\$2,739,058	\$2,739,058	General Funds
Austin Shelter for Women and Children	APH	Salvation Army	Crisis Housing	Families	Unspecified	\$1,939,765	\$1,939,765	General Funds
Behavioral Health Services	APH	Caritas of Austin	Support Services	Single Adults	Unspecified	\$238,368	\$238,368	General Funds
Best Single Plus Source Collaborative	APH	Caritas of Austin	Housing Supports	Families	Unspecified	\$3,702,268	\$3,732,268	General Funds
Casa Marinella	APH	Casa Marinella	Crisis Housing	Multiple	Immigrants	\$201,668	\$773,429	General Funds
Children's Emergency Shelter	APH	The SAFE Alliance	Crisis Housing	YYA	Unspecified	\$98,033	\$2,098,525	General Funds
CIC Housing	APH	Youth and Family Alliance	Crisis Housing	YYA	Unspecified	\$333,721	\$3,218,200	General Funds
City ACT Expansion	APH	Austin Travis Co Mental Health	Support Services	Single Adults	Chronic	\$1,074,676	\$1,074,676	1115 Waiver
ECHO	APH	ECHO	Coordination	Multiple	Unspecified	\$243,972	\$1,692,996	General Funds
Elder RRH	APH	Family Elder Care	Housing Supports	Single Adults	Unspecified	\$157,750	\$288,601	General Funds
Family Rehousing Initiative	APH	Foundation for the Homeless Inc	Housing Supports	Families	Unspecified	\$264,519	\$462,727	General Funds
Financial Stability Program	APH	Catholic Community Charities	Prevention	Families	Unspecified	\$785,946	\$1,238,686	General Funds



Contract	City Department	Agency	Project Area	Population	Special Population	City Budget	Total Budget	Funding Source
HOME	APH	Foundation Communities Inc	Housing Supports	Single Adults	Chronic	\$322,000	\$322,000	1115 Waiver
Homeless Navigation	APH	ECHO	Support Services	Multiple	Unspecified	\$130,000	\$130,000	General Funds
Housing Assistance for Refugee Families	APH	Catholic Charities of Central Texas	Prevention	Families	Immigrants	\$95,600	\$95,600	General Funds
Housing Stability and Debt Negotiation	APH	Austin's Tenants Council	Prevention	Families	Unspecified	\$20,000	\$20,000	General Funds
Oak Springs PSH	APH	Austin Travis Co Mental Health	Housing Supports	Single Adults	Chronic	\$600,000	\$600,000	General Funds
Open Doors	APH	Casa Marinella	Housing Supports	Single Adults	Immigrants	\$121,125	\$299,297	General Funds
Passage Child Care Voucher	APH	Salvation Army	Support Services	Families	Unspecified	\$160,000	\$160,000	General Funds
Pathways and Partners Shelter	APH	Salvation Army	Support Services	Single Adults	Unspecified	\$252,628	\$3,179,388	General Funds
PSH Front Steps	APH	Front Steps	Housing Supports	Single Adults	Chronic	\$340,300	\$340,300	General Funds
Public Benefits and Housing Rights	APH	Texas RioGrande Legal Aid	Prevention	Families	Unspecified	\$203,159	\$1,080,192	General Funds
Rapid Recovery	APH	Austin Travis Co Mental Health	Housing Supports	Single Adults	Unsheltered	\$400,000	\$400,000	General Funds
Rathgeber Center	APH	Salvation Army	Crisis Housing	Families	Unspecified	\$1,000,000	\$2,733,302	General Funds
Residents Advocacy	APH	Texas RioGrande Legal Aid	Prevention	Families	Unspecified	\$460,000	\$559,301	General Funds
St Louise House	APH	VinCare Services of Austin	Housing Supports	Families	Unspecified	\$101,146	\$1,011,467	General Funds
Supported Employment	APH	Foundation Communitis Inc	Support Services	Single Adults	Chronic	\$55,574	\$90,574	General Funds
Victim's Services	APH	The SAFE Alliance	Crisis Housing	Families	DV	\$802,495	\$2,360,011	General Funds
Workforce First Program	APH	Family Elder Care	Support Services	Single Adults	Unsheltered	\$720,000	\$869,900	General Funds
Youth RRH Collaborative	APH	Youth and Family Alliance	Housing Supports	YYA	Unspecified	\$281,125	\$1,616,125	General funds
Integral Care - HHSC PATH	DACC	Integral Care	Outreach	Single Adults	Unsheltered	\$280,000	\$280,000	General Funds
1 New DACC Case Manager	DACC	DACC	Support Services	Single Adults	Unspecified	\$313,643	\$313,643	General Funds
2 New DACC Case Managers	DACC	DACC - internal	Support Services	Single Adults	Unspecified	\$690,636	\$690,636	General Funds
3 New DACC Case Managers for HOST	DACC	DACC	Support Services	Single Adults	Unspecified	\$274,135	\$274,135	General Funds



Contract	City Department	Agency	Project Area	Population	Special Population	City Budget	Total Budget	Funding Source
A New Entry	DACC	DACC - internal	Support Services	Single Adults	Unspecified	\$94,058	\$94,058	General Funds
DACC Peer Support Program	DACC	Communities for Recovery	Support Services	Single Adults	Unspecified	\$163,558	\$163,558	General Funds
Front Steps	DACC	Front Steps	Support Services	Single Adults	Unspecified	\$105,000	\$105,000	General Funds
Front Steps PSH	DACC	Front Steps	Housing Supports	Single Adults	Unspecified	\$340,300	\$340,300	General Funds
Homeless Outreach Street Team	DACC	Austin Travis Co Mental Health	Outreach	Single Adults	Unspecified	\$262,354	\$319,551	General Funds
Integral Care - Mobile Crisis Outreach	DACC	Integral Care	Support Services	Single Adults	Unspecified	\$1,147,229	\$1,147,229	General Funds
Integral Care - Mobile Crisis Outreach	DACC	Integral Care	Support Services	Single Adults	Unspecified	\$602,000	\$602,000	General Funds
Intensive Case Management	DACC	DACC - internal	Support Services	Multiple	Unspecified	\$705,545	\$705,545	General Funds
Planned Living Assist of Central TX	DACC	Planned Living Asst Cent TX	Support Services	Single Adults	Unspecified	\$45,000	\$45,000	General Funds
Residential and Outpatient Treatment	DACC	Austin Recovery Inc	Support Services	Single Adults	Unspecified	\$234,474	\$7,538,449	General Funds
Road to Recovery	DACC	Austin Travis Co Mental Health	Support Services	Single Adults	Unspecified	\$543,427	\$543,427	General Funds
Road to Recovery Expansion	DACC	Austin Travis Co Mental Health	Support Services	Single Adults	Unspecified	\$261,668	\$1,255,608	General Funds
SAMSO	DACC	Austin Travis Co Mental Health	Support Services	Single Adults	Unspecified	\$392,000	\$1,759,409	General Funds
Tenant Based Rental Assistance	NHCD	Austin Housing Authority	Housing Supports	Families	Unspecified	\$626,954	\$626,954	HOME
Tenant Based Rental Assistance	NHCD	Salvation Army	Housing Supports	Families	Unspecified	\$508,411	\$508,411	HOME
HOPWA Hotel Motel	APH	AIDS Services of Austin	Crisis Housing	Single Adults	HIV/AIDS	\$145,000	\$145,000	HOPWA
HOPWA Housing CM	APH	AIDS Services of Austin	Support Services	Single Adults	HIV/AIDS	\$292,031	\$292,031	HOPWA
HOPWA Permanent Housing	APH	AIDS Services of Austin	Housing Supports	Single Adults	HIV/AIDS	\$20,000	\$20,000	HOPWA
HOPWA STR	APH	AIDS Services of Austin	Prevention	Single Adults	HIV/AIDS	\$155,000	\$155,000	HOPWA
HOPWA TBRA	APH	AIDS Services of Austin	Housing Supports	Single Adults	HIV/AIDS	\$544,872	\$544,872	HOPWA
Project Transitions	APH	Project Transitions	Housing Supports	Single Adults	HIV/AIDS	\$453,035	\$453,035	HOPWA
Professional Services - PSH Consultant	NHCD	Dianna Grey	Management	Multiple	Unspecified	\$51,000	\$51,000	Housing Trust Funds



Contract	City Department	Agency	Project Area	Population	Special Population	City Budget	Total Budget	Funding Source
PSH/COC Coordination	NHCD	ECHO	Housing Supports	Multiple	Unspecified	\$160,000	\$160,000	Housing Trust Funds
Rent Availability Payment Program	NHCD	ECHO	Housing Supports	Multiple	Unspecified	\$156,200	\$156,200	Housing Trust Funds
HHSP	APH	Salvation Army	Housing Supports	Families	Unspecified	\$223,152	\$223,152	TDHCA
HHSP Front Steps	APH	Front Steps	Housing Supports	Single Adults	Unspecified	\$176,337	\$176,337	TDHCA
Youth Homelessness Set-Asides	APH	Youth and Family Alliance	Crisis Housing	YYA	Unspecified	\$155,354	\$155,354	TDHCA



Appendix B: 2020 HIC

Organization Name	Project Type	Project Name	Total Beds
A New Entry	ES	Re-Entry Program (non-veterans)	38
A New Entry	ES	(HCHV/CERS) Veterans Program	42
A New Entry	ES	McCabe Veterans (HCHV/CERS)	25
A New Entry	ES	McCabe Non-Veterans	25
ATCIC-Housing Authority City of Austin	PSH	Onward	88
ATCIC-Housing Authority of Travis County	PSH	Upward	94
Austin Recovery	ES	Residential Programs	42
Caritas of Austin	RRH	(SSVF) Supportive Services for Veteran Families	19
Caritas of Austin	RRH	Best Single Source Plus	33
Caritas of Austin	PSH	My Home	133
Caritas of Austin	PSH	Pay For Success PSH	24
Caritas of Austin	RRH	RRH Plus (YHDP)	23
Casa Marianella	ES	Adult Shelter	48
Casa Marianella	RRH	City RRH	32
Casa Marianella	ES	Posada Esperanza	41
Family Eldercare	RRH	Rapid Re-Housing	
Foundation Communities	PSH	Garden Terrace - PSH	4
Foundation Communities	OPH	Garden Terrace Mod Rehab	50
Foundation for the Homeless	ES	Family Rehousing Initiative	
Foundation for the Homeless	RRH	Family Rehousing Initiative Case Management - RRH	
Front Steps	RRH	(SSVF) Supportive Services for Veterans Families	
Front Steps	PSH	City of Austin PSH	18
Front Steps	ES	Emergency Night Shelter	120
Front Steps	RRH	ESG Rapid-Rehousing (City of Austin partnership)	
Front Steps	PSH	Front Steps Housing (Merger of First Steps/Samaritan)	36
Front Steps	ES	Recuperative Care	12
Green Doors	TH	(GPD) Veteran Housing Program	32
Green Doors	PSH	Glen Oaks Corner	16
Housing Authority City of Austin	PSH	(VASH) Austin Veteran PSH	486
Housing Authority of Travis County	PSH	(VASH) HUD VASH voucher project	30
Integral Care (formerly ATCIC)	SH	(HCHV/SH) Safe Haven	
Integral Care (formerly ATCIC)	RRH	Bridge to PSH	



Integral Care (formerly ATCIC)	PSH	Fresh Start	
Integral Care (formerly ATCIC)	RRH	Healthy Communities Collaborative	
Integral Care (formerly ATCIC)	PSH	Oak Springs	
Integral Care (formerly ATCIC)	PSH	Open Doors - Homeless Dedicated	
Integral Care (formerly ATCIC)	RRH	State funded RRH	
LifeWorks	RRH	Housing Options for Youth (RRH)	
LifeWorks	OPH	Permanent Supportive Housing	16
LifeWorks	RRH	PORT Rapid Re-housing (Joint Component)	
LifeWorks	TH	PORT Transitional Housing (Joint Component)	
LifeWorks	RRH	RRH Plus	
LifeWorks	RRH	TDHCA ESG Rapid Re-housing	3
LifeWorks	TH	Transitional Living	4
LifeWorks	TH	Young Parents	
LifeWorks	ES	Youth Shelter	16
SAFE Alliance	RRH	Best Single Source Plus RRH	59
SAFE Alliance	RRH	ESG Rapid Re-housing	0
SAFE Alliance	ES	Family Shelter	106
SAFE Alliance	RRH	Passages RRH	20
SAFE Alliance	RRH	RRH Plus (YHDP)	29
SAFE Alliance	TH	Supportive Housing	105
SAFE Alliance	TH	Supportive Housing (Non-HUD)	26
SAFE Alliance	RRH	DV RRH (New Project)	6
Saint Louise House	OPH	Saint Louise House	120
Salvation Army	ES	Austin Women's and Children Shelter	21
Salvation Army	RRH	Passages II RRH Collaborative	23
Salvation Army	TH	Passages TBRA	
Salvation Army	ES	Salvation Army Downtown Shelter	
Salvation Army	ES	Salvation Army - Rathgeber Center	



Appendix C: 2020 PIT

2020 PIT Families

Persons in Households with at least one Adult and one Child

	Sheltered		Unsheltered	Total
	Emergency	Transitional		
Total Number of Households	84	48	4	136
Total Number of persons (Adults & Children)	294	156	8	458
Number of Persons (under age 18)	191	95	4	290
Number of Persons (18 - 24)	22	25	0	47
Number of Persons (over age 24)	81	36	4	121

By Gender (Adults and Children)

	Sheltered		Unsheltered	Total
	Emergency	Transitional		
Female	186	110	8	304
Male	107	46	6	159
Transgender	1	0	0	1
Gender Non-Conforming (i.e. not exclusively male or female)	0	0	0	0
Female	186	110	8	304

By Ethnicity (Adults and Children)

	Sheltered		Unsheltered	Total
	Emergency	Transitional		
Non-Hispanic/Non-Latino	176	57	4	237
Hispanic/Latino	118	99	4	221

By Race (Adults and Children)

	Sheltered		Unsheltered	Total
	Emergency	Transitional		
White	121	97	0	218
Black or African-American	164	43	8	215
Asian	0	0	0	0
American Indian or Alaska Native	0	0	0	0
Native Hawaiian or Other Pacific Islander	0	0	0	0
Multiple Races	9	16	0	25



2020 PIT Singles

Persons in Households without Children

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Total Number of Households	411	48	19	1,550	2,028
Total Number of Persons (Adults)	411	48	19	1,562	2,040
Number of Persons (18-24)	19	10	0	102	131
Number of Persons (over age 24)	392	38	19	1,460	1,909

By Gender (Adults and Children)

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Female	141	17	0	335	493
Male	266	30	19	1,219	1,534
Transgender	3	1	0	3	7
Gender Non-Conforming	1	0	0	5	6

By Ethnicity (Adults and Children)

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Non-Hispanic/Non-Latino	316	39	17	1,294	1,666
Hispanic/Latino	95	9	2	268	374

By Race (Adults and Children)

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
White	224	30	15	1,042	1,311
Black or African-American	153	12	4	456	625
Asian	4	0	0	11	15
American Indian or Alaska Native	2	1	0	18	21
Native Hawaiian or Other Pacific Islander	0	0	0	13	13

Chronically Homeless (Adults and Children)

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Total Number of Persons	160		12	596	768



2020 PIT Totals

Persons in Households without Children

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Total Number of Households	498	96	19	1,558	2,171
Total Number of Persons (Adults)	709	204	19	1,574	2,506
Number of Persons (18-24)	195	95	0	8	298
Number of Persons (over age 24)	41	35	0	102	178

By Gender (Adults and Children)

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Female	329	127	0	345	801
Male	374	76	19	1,221	1,690
Transgender	5	1	0	3	9
Gender Non-Conforming	1	0	0	5	6

By Ethnicity (Adults and Children)

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Non-Hispanic/Non-Latino	492	96	17	1,300	1,905
Hispanic/Latino	217	108	2	274	601

By Race (Adults and Children)

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
White	349	127	15	1,044	1,535
Black or African-American	317	55	4	466	842
Asian	4	0	0	11	15
American Indian or Alaska Native	2	1	0	18	21
Native Hawaiian or Other Pacific Islander	0	0	0	13	13

Chronically Homeless (Adults and Children)

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Total Number of Persons	275		12	602	889



Appendix D: System Modeling Assumptions

General Assumptions

- Time period for modeling = 4/1/2019 - 3/31/2020
- All persons are offered a housing strategy to exit homelessness and/or end their housing crisis
- The modeling assumptions are the same for singles and families

2020 COVID Updated HIC Austin includes all homeless assistance programs operational during the time period for modeling, including ProLodges 1-3, planned ProLodge 4. Units at IsoFac are not included. ProLodge units are modeled as operational for 6 months (4/1/20 - 9/30-20).

Annual Prevalence Forecast

- Projection for all people (single adults, families, youth) who will experience a housing crisis in the course of a 12-month period, requiring some intervention from the homelessness assistance system.
- Baseline:
 - Unsheltered number is adjusted from 2020 PIT count using 40% escalator to estimate under-count.
 - All persons who were served by the homelessness assistance system within 12-month period (4/1/2019 - 3/31/2020).
 - Future homeless rates pegged to current % of homeless within poverty population; as poverty rate increases homelessness rate will increase proportionally.

Service Strategies

Households with Short-Term Needs = Long-term needs subtracted from annual prevalence

- Prevention = all households beyond current annual prevalence model who are at risk for losing their housing due to the economic impacts of COVID-19 (i.e. loss of income, unemployment, etc.)
- Diversion = current rates from existing system programming
- ES Only = current rates at which households exit homelessness without CoC/homeless programming (i.e. general community-based housing supports)
- ES+TH = current rates based on DV, Youth, and Vets projects that cannot be reprogrammed
- ES+RRH = current rates from existing system programming
- Streets+RRH = current rates from existing system programming

Households with Long-Term Needs = determined by middle value of three options: 1) SPDAT=8 + CH + 2Screen; 2) SPDAT=8 + no 2Screen; 3) SPDAT=13 + CH + 2Screen

- ES+PSH = current rates from existing system programming

Street+PSH = current rates from existing system programming

Appendix E: System Modeling – Singles

Table 1: Current System - HIC & PIT Estimates

Crisis Response Type	# Beds Singles (HIC)	Total Singles (PIT)
ES (Note 1)	395	411
TH/RRH	426	413
Street Population (Unsheltered)		2,187
Point-in-Time Estimates (HIC & PIT)	821	3,011

Table 1a: Annual Prevalence Forecasts

Populations		Current Poverty	Modest increase in Poverty (+2%)	Significant increase in Poverty (+4%)	Substantial increase in Poverty (+6%)	Rental asst need based on 6% increase
Austin	896,303	15.43%	17.43%	19.43%	21.93%	
Poverty	138,274	138,274	156,226	174,152	196,559	58,285
Homeless						
All Homeless	7.67%	10,607	11,984	13,359	15,078	
Singles	88%	8,887	10,546	11,756	13,268	51,291
Families	12%	637	1,436	1,603	1,809	2,590
Total						53,881

Table 2: Current Crisis System - Estimated Monthly System Turnover

	Total Units (#)	Individual Units
Pt-in-time System Units	1,061	821
- Estimate of # units used by long-term homeless hslds (Note 2)	164	142
= Estimate of # units used by short-term homeless	897	679
<i>Note: long-term homeless = chronic numbers from PIT *2</i>		
	Total Hslds (#)	Individuals (# Hslds)
Annual # Hslds Served*	9,524	8,887
- Estimate of long-term hslds that remain hmls throughout the year	164	142
Estimate of # short-term homeless served in system each year	9,359	8,745
Estimate of # short-term hslds that present each month	780	729
<i>Source: HMIS Data October 2018-September 2019</i>		
<i>*Numbers from Mason's projections (all persons who entered any type of homeless program from 4/1/19 to 3/31/2020)</i>		

Table 3: Assumptions re- Service Strategies for People Presenting for Services each Month

Service Strategies	Individuals			
	Of those becoming hmls ea mo	Detail Estimates (ea mo)	Monthly (undup hshlds)	Annual (undup hshlds)
Homeless Prevention				
% divert from ES w/ Subsidy (up to 3 mo)	5%	5%	36	437
% ES (with community-based options) (Note 3)	36%	36%	262	3,148
% RRH (from streets)	9%	9%	66	787
% ES + RRH (ave 12 mo)	13%	13%	95	1,137
% ES + TH (6 - 9 mo)	0%	0%	0	0
% ES + TH (10 - 24 mo)	1%	1%	7	87
% PSH (from streets)	36%	12%	<1	1,049
% PSH (through Safe Havens)		0%	<1	0
% PSH (through ES)		24%	175	2,099
TOTAL	100%	100%	729	8,745

NOTE: 50% of unsheltered families require Outreach. 75% of unsheltered single adults require outreach.

Table 4a: Service Strategy Projections for Persons with Temporary Barriers to Self-Sufficiency

Service Strategies	Intake & Triage: Coordinated Assessment			Diversion or Housing Placement (Note 2)		
	Av LOS (Days)	Turnover multiplier (#/unit/yr)	Indiv PIT Capacity (Units)	Av # (subsidy)	Turnover multiplier (#/unit/yr)	Indiv PIT Capacity (Units)
Diversion - One-time Subsidy (up to 3 mo)	1	1	437	3	4	437
Outreach (only)	1	1				
Emergency Shelter (+ other com options)	1	1	3,148	0		
Rapid Re-Housing (ave 12 mo)	1	1	1,924	0		
Transitional Housing (6 - 9 mo)	1	1	0	0		
Transitional Housing (10 - 24 mo)	1	1	87	0		
TOTAL			5,597			437

Note 2: 2/3 of ES clients may need housing placement



Table 4a: Service Strategy Projections for Persons with Temporary Barriers to Self-Sufficiency (Cont'd)

Service Strategies	Emergency Shelter			Transitional Housing		
	Av LOS (Days)	Turnover multiplier (#/unit/yr)	Individuals (Hslds)	Av LOS (Months)	Turnover multiplier (#/unit/yr)	Indiv PIT Capacity (Units)
Diversion - One-time Subsidy (up to 3 mo)						
Outreach (only)						
Emergency Shelter (+ other com options)	70	5	630			
Rapid Re-Housing (ave 12 mo)	70	5	227			
Transitional Housing (6 - 9 mo)	70	5	0	6	2.00	0
Transitional Housing (10 - 24 mo)	70	5	17	12	1.00	87
TOTAL			874			87

Table 4a: Service Strategy Projections for Persons with Temporary Barriers to Self-Sufficiency (Cont'd)

Service Strategies	Rapid Rehousing		
	Av LOS (Months)	Turnover multiplier (#/unit/yr)	Indiv PIT Capacity (Units)
Diversion - One-time Subsidy (up to 3 mo)			
Outreach (only)	12	1	787
Emergency Shelter (+ other com options)			
Rapid Re-Housing (ave 12 mo)	12	1	1137
Transitional Housing (6 - 9 mo)			
Transitional Housing (10 - 24 mo)			
TOTAL			1924

Table 4b: Service Strategy Projections for Persons with Long-term Barriers to Self-Sufficiency (Note 4)

Service Strategies	Outreach			Emergency Shelter		
	Av LOS (Days)	Turnover multiplier (#/unit/yr)	Indiv PIT Capacity (Units)	Av LOS (Days)	Turnover multiplier (#/unit/yr)	Indiv PIT Capacity (Units)
PSH (accessed from the streets)	90	4	536			
PSH (accessed through Safe Haven)	30	12	15			
PSH (accessed through ES)				70	5	420
TOTAL			551			420



Table 4b: Service Strategy Projections for Persons with Long-term Barriers to Self-Sufficiency (Note 4), Cont'd

Service Strategies	Safe Havens			Permanent Supportive Housing		
	Av LOS (Days)	Turnover multiplier (#/unit/yr)	Indiv PIT Capacity (Units)	Av LOS (Months)	Turnover multiplier (#/unit/yr)	Individuals (Hslds)
PSH (accessed from the streets)				12	1.0	1771
PSH (accessed through Safe Haven)	70	5	0	12	1.0	547
PSH (accessed through ES)				12	1.0	2645
TOTAL			0			4,963

Table 5: Conversion Summary

Program Types - INDIVIDUALS (Pt-in-time Unit Count)	Current System for Indiv (Units)	Proposed System for Indiv (Units)	Difference
Prevention (Note 7)		1,659	-1,659
Diversion (Note 4)	0	437	-437
Emergency Shelter	395	1,294	-899
Transitional Housing	61	87	-26
Rapid Re-Housing (Note 5)	365	1,924	-1,559
Permanent Supportive Housing (Note 6)	1,016	5,827	-4,811
TOTAL	1,837	8,695	-6,858

Notes

Note 1: The PIT beds in Table 1 reflect the year round beds (including any overflow) that were available on the night of the PIT count. Seasonal beds have been excluded from this analysis. Seasonal beds can be used to address gaps in year round emergency shelter beds.
Note 2: Some Diversion households will need housing navigation and \$\$ move in supports.
Note 3: Represents % of overall sheltered population that will only access ES: some will go on to mainstream housing (market rate, family & friends, Sect. 8, public housing), others will go to nursing care, in-patient care, and some will self-discharge.
Note 4: Represents estimate of additional capacity needed to supplement existing programs. Target = households at imminent risk of literal homelessness
Note 5: For the purposes of this analysis, Rapid Re-Housing beds/units are a snapshot number for any one point in time. On an annualized basis, 5 times the number of RRH units are needed over the course of the year.
Note 6: Based on HMIS data from PSH projects, the TWH CoC has an 85% retention rate. Give that, 15% of the existing PSH inventory beds are estimated to be available each year.
Note 7: Forcecasted future demand for targeted homelessness prevention based on modest increase (+2%) in poverty due to economic impact of COVID-19



Appendix F: System Modeling – Families

Table 1: Current System - HIC & PIT Estimates

Crisis Response Type	# Units Families (HIC)	Total Persons in Families (PIT)
ES (Note 1)	82	294
TH/RRH	158	254
Street Population (Unsheltered)		8
Point-in-Time Estimates (HIC & PIT)	240	556

Table 1a: Annual Prevalence Forecast

Populations		Current Poverty Rate	Modest increase (+2%)	Significant increase (+4%)	Substantial increase (+6%)	Rental asst need based on 6% increase
Austin	896,303	15.43%	17.43%	19.43%	21.93%	
Poverty	138,274	138,274	156,226	174,152	196,559	58,285
Homeless	7.67%	10,607	11,984	13,359	15,078	
Families	12%	637	1,438	1,603	1,809	2,590

Table 2: Current Crisis System - Estimated Monthly System Turnover

	Total Units (#)	Family Units
Pt-in-time System Units	1,061	240
- Estimate of # units used by long-term homeless hsls (Note 2)	164	22
= Estimate of # units used by short-term homeless	897	218
<i>Note: long-term homeless = chronic numbers from PIT *2</i>		
	Total Hsls (#)	Families (# Hsls)
Annual # Hsls Served*	9,524	637
- Estimate of long-term hsls that remain hmls throughout the year	164	22
Estimate of # short-term homeless served in system each year	9,359	615
Estimate of # short-term hsls that present each month	780	51
<i>Source: HMIS Data October 2018-September 2019</i>		
<i>*Numbers from Mason's projections (all persons who entered any type of homeless program from 4/1/19 to 3/31/2020)</i>		



Table 3: Assumptions re- Service Strategies for People Presenting for Services each Month

Service Strategies	Families			
	Of those becoming hmls ea mo	Detail Estimates (ea mo)	Monthly (undup hshlds)	Annual (undup hshlds)
Homeless Prevention				
% divert from ES w/ Subsidy (up to 3 mo)	15%	15%	8	92
% ES (with community-based options) (Note 3)	13%	13%	7	80
% RRH (from streets)	18%	18%	9	111
% ES + RRH (ave 12 mo)	24%	24%	12	148
% ES + TH (6 - 9 mo)	3%	0%	0	0
% ES + TH (10 - 24 mo)		3%	2	18
% PSH (from streets)	27%	27%	14	166
% PSH (through Safe Havens)				
% PSH (through ES)				
TOTAL	100%	100%	51	615

NOTE: 50% of unsheltered families require Outreach. 75% of unsheltered single adults require outreach.

Table 4a: Service Strategy Projections for Persons with Temporary Barriers to Self-Sufficiency

Service Strategies	Intake & Triage: Coordinated Assessment			Diversion or Housing Placement (Note 2)		
	Av LOS (Days)	Turnover multiplier (#/unit/yr)	Families PIT Capacity (Units)	Av # (subsidy)	Turnover multiplier (#/unit/yr)	Family PIT Capacity (Units)
Diversion - One-time Subsidy (up to 3 mo)	1	1	92	3	4	92
Outreach (only)	1	1				
Emergency Shelter (+ other com options)	1	1	80	0		
Rapid Re-Housing (ave 12 mo)	1	1	258	0		
Transitional Housing (6 - 9 mo)	1	1	0	0		
Transitional Housing (10 - 24 mo)	1	1	18	0		
TOTAL			449			92

Note 2: 2/3 of ES clients may need housing placement



Table 4a: Service Strategy Projections for Persons with Temporary Barriers to Self-Sufficiency (Cont'd)

Service Strategies	Emergency Shelter			Transitional Housing		
	Av LOS (Days)	Turnover multiplier (#/unit/yr)	Families (Hslds)	Av LOS (Months)	Turnover multiplier (#/unit/yr)	Families PIT Capacity (Units)
Diversion - One-time Subsidy (up to 3 mo)						
Outreach (only)						
Emergency Shelter (+ other com options)	70	5	16			
Rapid Re-Housing (ave 12 mo)	70	5	30			
Transitional Housing (6 - 9 mo)	70	5	0	6	2.00	0
Transitional Housing (10 - 24 mo)	70	5	4	12	1.00	18
TOTAL			50			18

Table 4a: Service Strategy Projections for Persons with Temporary Barriers to Self-Sufficiency (Cont'd)

Service Strategies	Rapid Rehousing		
	Av LOS (Months)	Turnover multiplier (#/unit/yr)	Families PIT Capacity (Units)
Diversion - One-time Subsidy (up to 3 mo)			
Outreach (only)	12	1	111
Emergency Shelter (+ other com options)			
Rapid Re-Housing (ave 12 mo)	12	1	148
Transitional Housing (6 - 9 mo)			
Transitional Housing (10 - 24 mo)			
TOTAL			259

Table 4b: Service Strategy Projections for Persons with Long-term Barriers to Self-Sufficiency (Note 4)

Service Strategies	Outreach			Emergency Shelter		
	Av LOS (Days)	Turnover multiplier (#/unit/yr)	Families PIT Capacity (Units)	Av LOS (Days)	Turnover multiplier (#/unit/yr)	Families PIT Capacity (Units)
PSH (accessed from the streets)	90	4	0			
PSH (accessed through Safe Haven)	30	12	0			
PSH (accessed through ES)				70	5	33
TOTAL			0			33



Table 4b: Service Strategy Projections for Persons with Long-term Barriers to Self-Sufficiency (Note 4), Cont'd

Service Strategies	Safe Havens			Permanent Supportive Housing		
	Av LOS (Days)	Turnover multiplier (#/unit/yr)	Families (Hslds)	Av LOS (Months)	Turnover multiplier (#/unit/yr)	Families (Hslds)
PSH (accessed from the streets)				12	1.0	0
PSH (accessed through Safe Haven)	70	5	0	12	1.0	0
PSH (accessed through ES)				12	1.0	166
TOTAL			0			166

Table 5: Conversion Summary

Program Types - FAMILIES (Pt-in-time Unit Count)	Current System for Indiv (Units)	Proposed System for Indiv (Units)	Difference
Prevention (Note 7)		82	-82
Diversions (Note 4)	0	92	-92
Emergency Shelter	82	83	-1
Transitional Housing	60	18	42
Rapid Re-Housing (Note 5)	98	259	-161
Permanent Supportive Housing (Note 6)	110	260	-150
TOTAL	350	620	-444

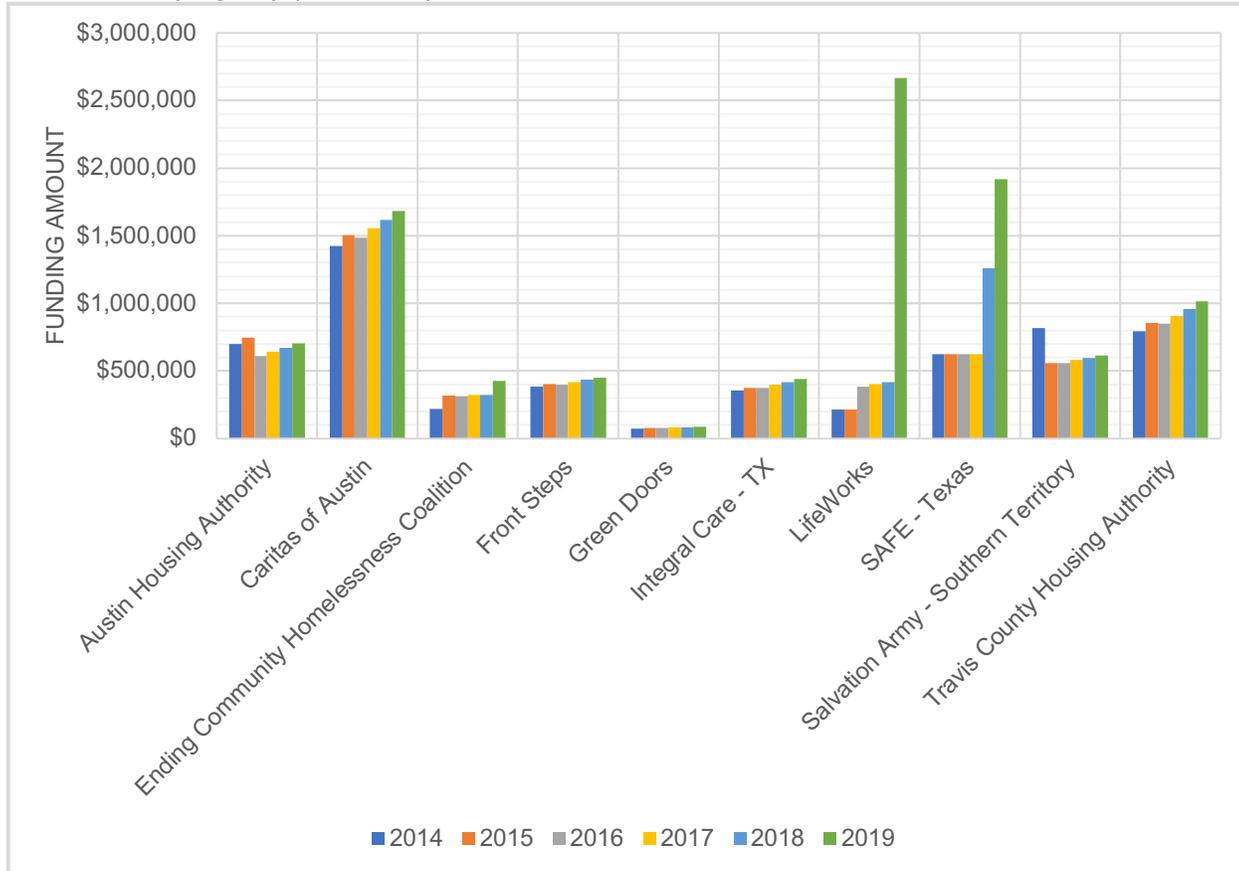
Notes

Note 1: The PIT beds in Table 1 reflect the year round beds (including any overflow) that were available on the night of the PIT count. Seasonal beds have been excluded from this analysis. Seasonal beds can be used to address gaps in year round emergency shelter beds.
Note 2: Some Diversion households will need housing navigation and \$\$ move in supports.
Note 3: Represents % of overall sheltered population that will only access ES: some will go on to mainstream housing (market rate, family & friends, Sect. 8, public housing), others will go to nursing care, in-patient care, and some will self-discharge.
Note 4: Represents estimate of additional capacity needed to supplement existing programs. Target = households at imminent risk of literal homelessness
Note 5: For the purposes of this analysis, Rapid Re-Housing beds/units are a snapshot number for any one point in time. On an annualized basis, 5 times the number of RRH units are needed over the course of the year.
Note 6: Based on HMIS data from PSH projects, the TWH CoC has an 85% retention rate. Give that, 15% of the existing PSH inventory beds are estimated to be available each year.
Note 7: Forcasted future demand for targeted homelessness prevention based on modest increase (+2%) in poverty due to economic impact of COVID-19

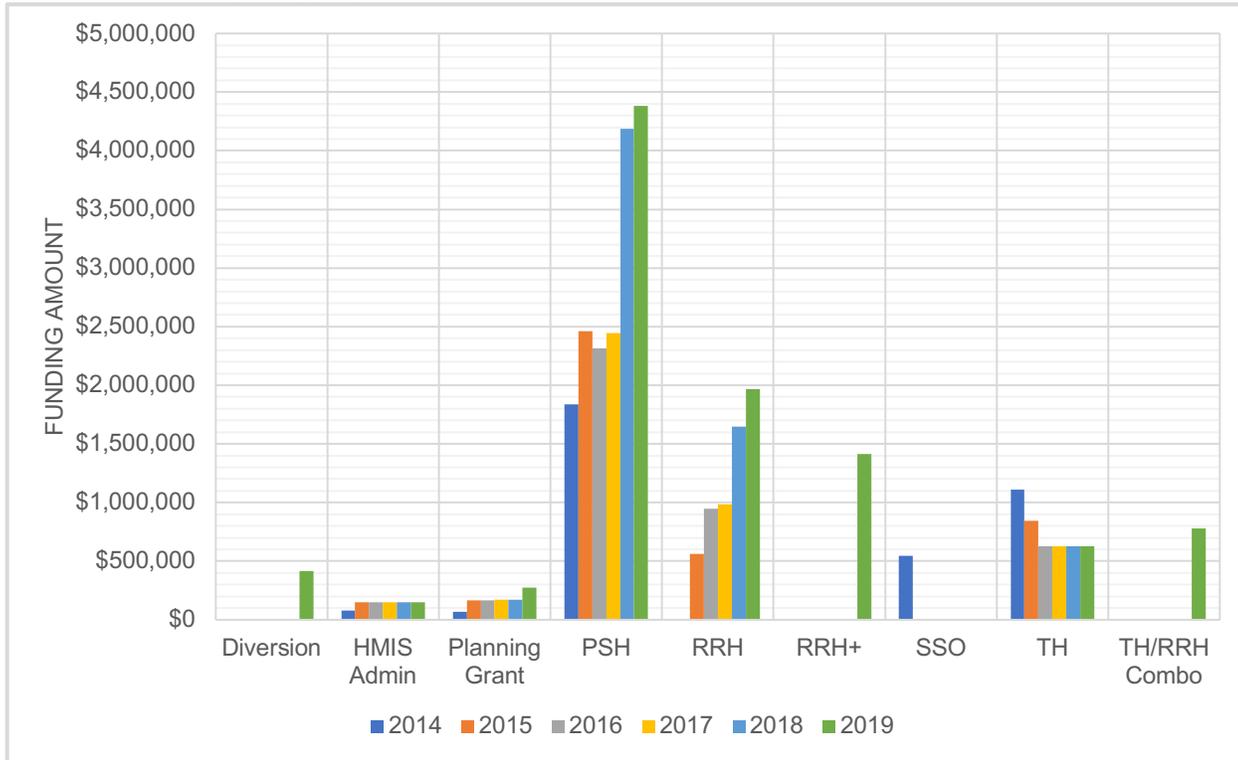


Appendix G: 2019 HUD CoC Program Competition Funding Awards Analysis

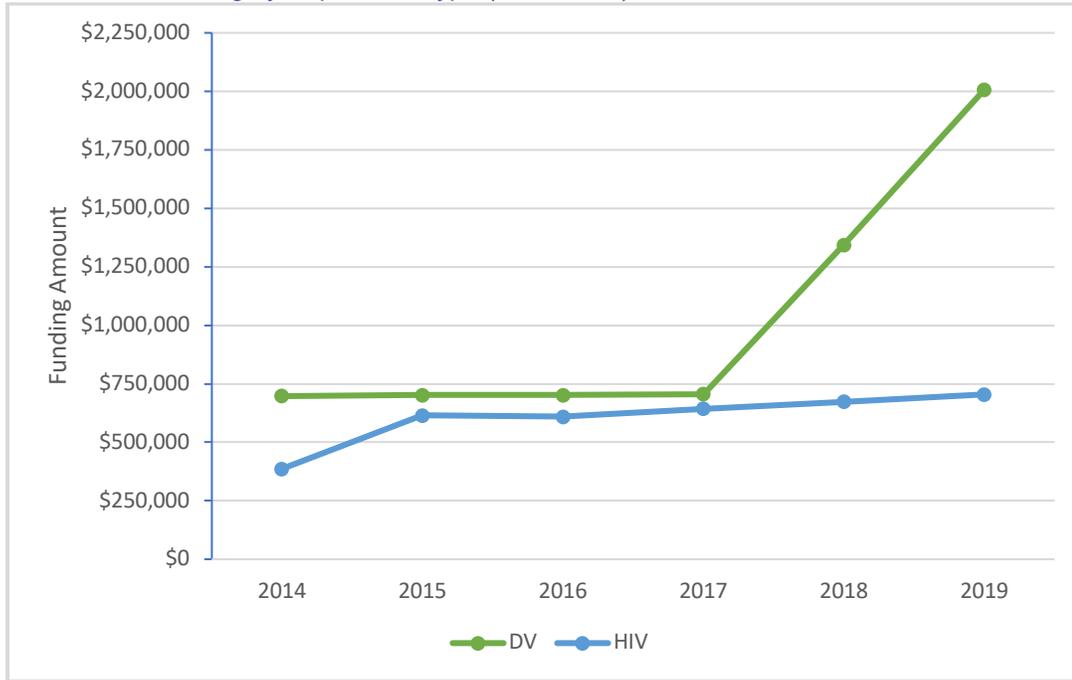
CoC Awards by Agency (2014-2019)



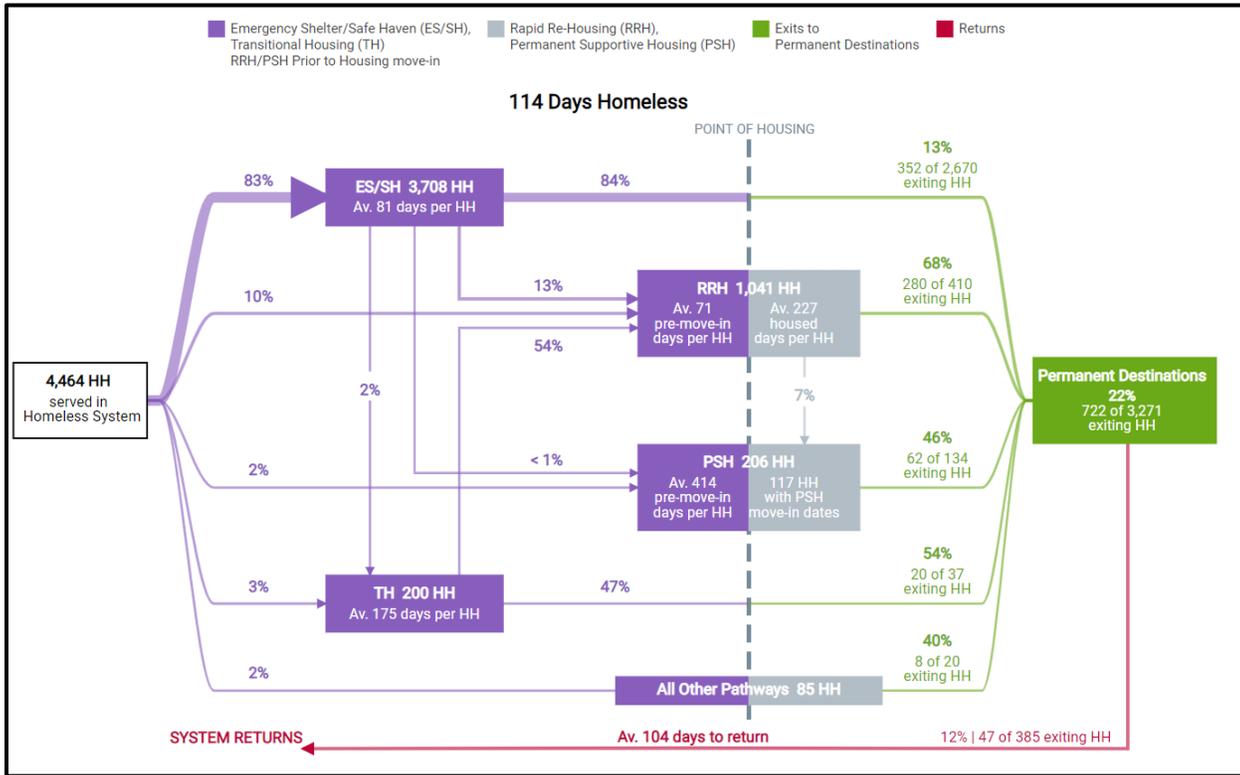
CoC Awards by Project Type (2014-2019)



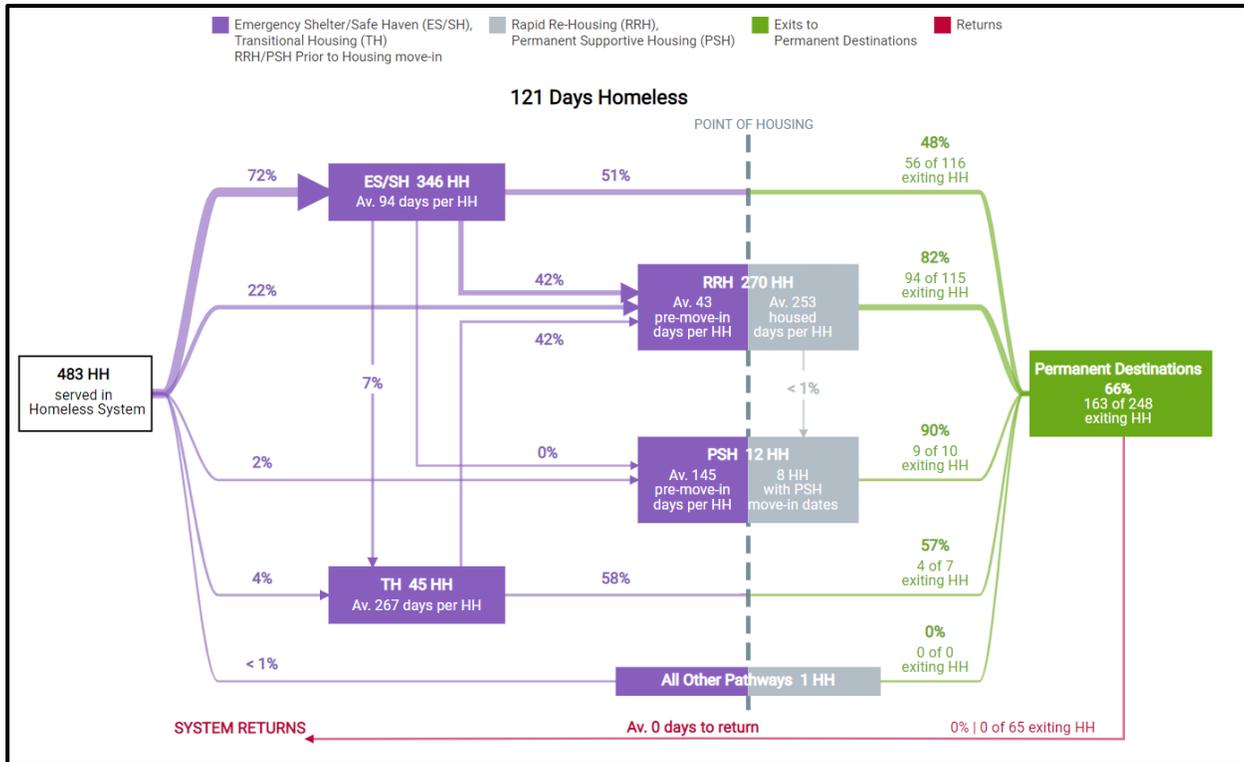
CoC Award Funding by Population Type (2014-2019)



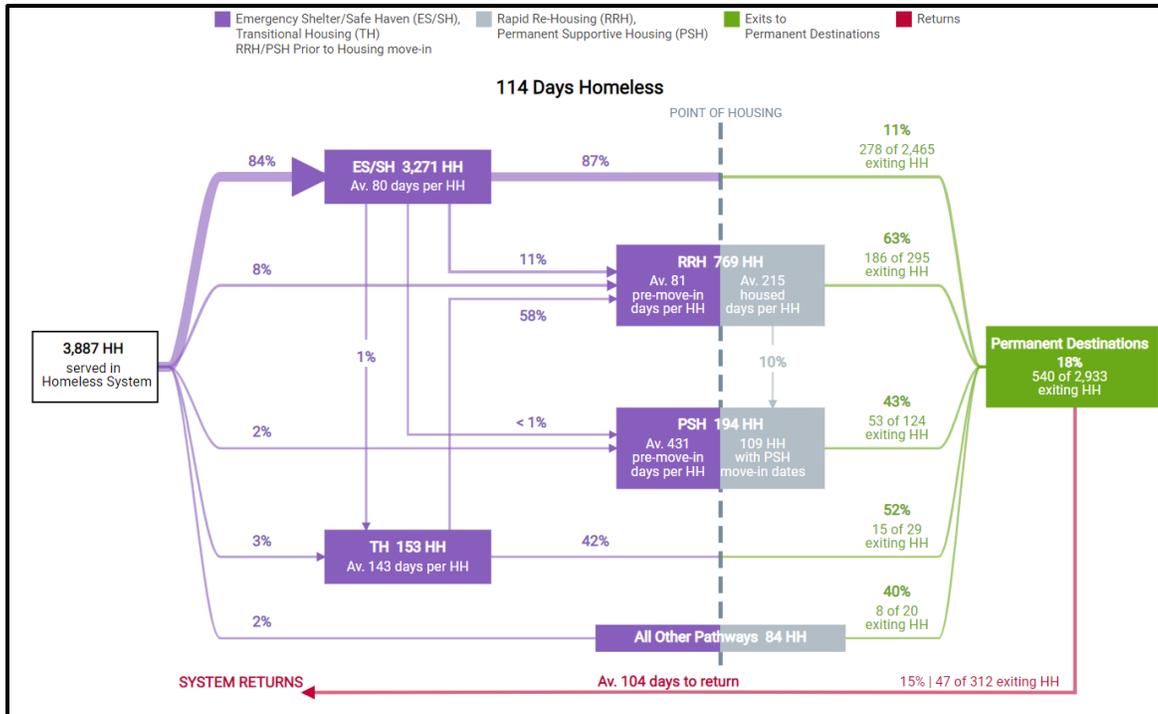
Appendix H: HUD HDX 2.0 System Performance Measures – 2019 System Performance Map – All Households



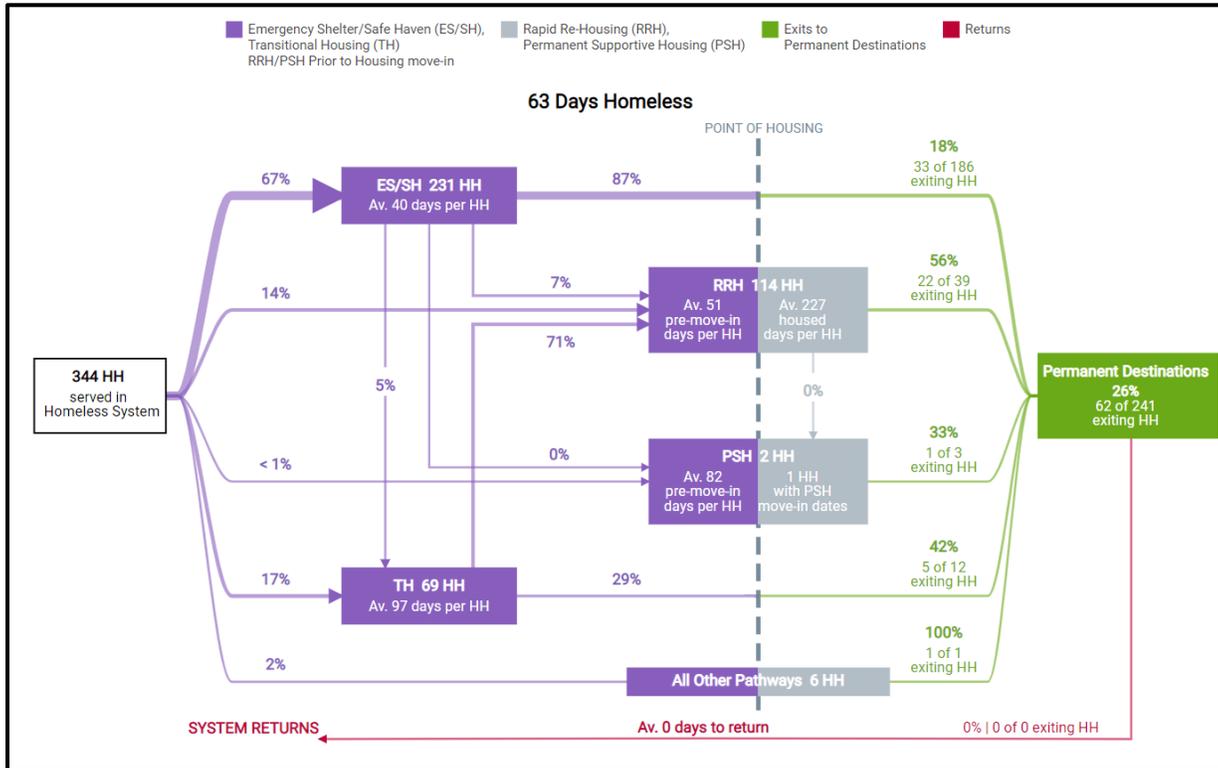
Appendix I: HUD HDX2.0 System Performance Measures – 2019 System Performance Map – Households with at least one adult and one dependent child



Appendix J: HUD HDX2.0 System Performance Measures – 2019 System Performance Map – Households with only Adults

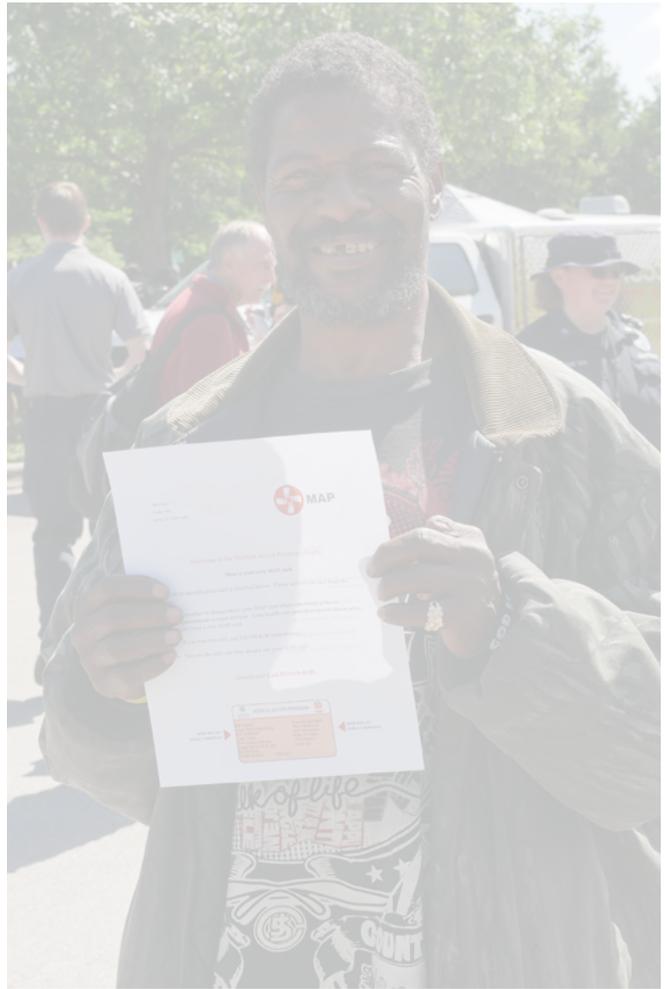
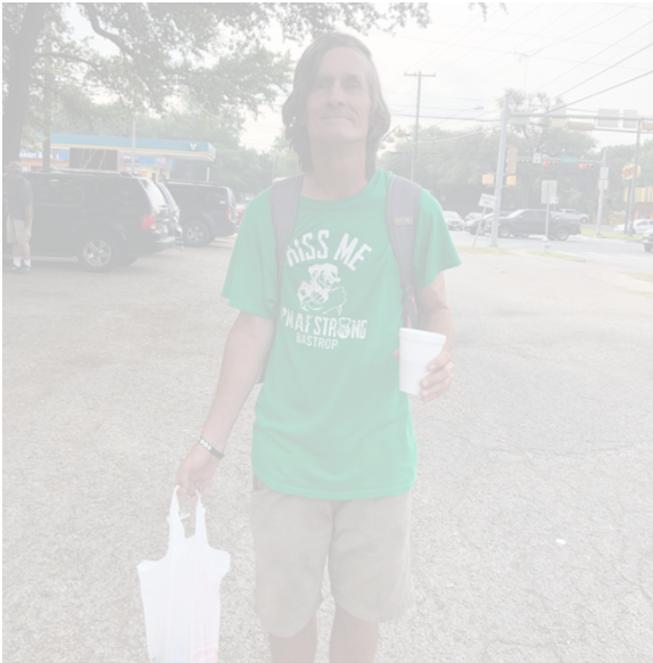


Appendix K: HUD HDX2.0 System Performance Measures – 2019 System Performance Map – Transition Aged Youth Households



Appendix L: Systems Approach

Component ⇒	Solution-Oriented Leadership	Collaborative System Strategy	Aligned Components and Funding	Action-Oriented Management	Proactive Communication Strategy
Goal ⇒	<i>System leaders align homelessness assistance system strategy across government, non-profit, business, public systems, and faith communities.</i>	<i>A clearly defined, collaborative system strategy provides focus for effective planning, response, and delineation of roles.</i>	<i>Each individual component is invested in at scale, meets program performance standards, and contributes to effectiveness of the entire system.</i>	<i>System managers and task leads understand their role and leverage system management tools to achieve system goals with urgency.</i>	<i>All system partners are transparent about decision-making and contribute to message alignment.</i>
Tools & Strategies ⇒	<ul style="list-style-type: none"> • COA and ECHO clearly define their leadership roles and partnership structures • Key funders align investments with system strategy • All homelessness assistance projects contribute data to HMIS and participate in Coordinated Entry System • Public systems reduce inflow to homelessness assistance system • Housing providers and developers ramp up production of permanent housing resources 	<ul style="list-style-type: none"> • Guiding principles for decision making • Priorities established • Actions defined • Investments aligned with priorities • Roles clarified • Performance benchmarks defined • Timelines established • Process for monitoring and evaluation defined 	<ul style="list-style-type: none"> • Homelessness Prevention • Diversion • Outreach • Crisis Shelter • Temporary Housing • Supportive Services • Housing Supports • RRH • PSH • Other community housing resources 	<ul style="list-style-type: none"> • Data-based decision making • Performance-based contracting • Monitoring of system performance in regular intervals (daily, monthly, quarterly) • Continuous testing and refinement of new programmatic partnerships and strategies • Continuous capacity building of staff to ensure best practices are followed 	<ul style="list-style-type: none"> • Clear communication "leads" • Joint communications planning • Accessible and transparent clearinghouse for up-to-date information • Proactive outreach to elected officials, media, system partners, persons experiencing a housing crisis



Investing for Results

