



PARTNERSHIP TO **END HOMELESSNESS**

THE RALEIGH/WAKE PARTNERSHIP TO END AND PREVENT HOMELESSNESS

Gaps Analysis and System Performance Report

NC-507 Raleigh Wake County
Continuum of Care

Thank You!

We would like to extend a special thank you to the Michigan Coalition Against Homelessness and the North Carolina Coalition to End Homelessness for their continued HMIS technical assistance, the UNC-Chapel Hill APPLES program for providing outstanding interns to The Partnership each semester, and to the hard-working homeless service providers in Wake County for their commitment to ending homelessness as we know it!

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Gaps Analysis

The Partnership- CoC Lead Agency

The Raleigh Wake Partnership to End and Prevent Homelessness is the Continuum of Care (CoC) Lead Agency and Collaborative Applicant. As the CoC Lead Agency, we serve as the primary planning entity charged with coordinating the homeless response system to meet the needs of individuals and families experiencing homelessness in Wake County.

What is a Gaps Analysis?

A Gaps Analysis is a local, system-wide look at HUD-defined homelessness by population and program type. The analysis will focus on five main components: population, capacity, utilization, performance, and cost. The Partnership staff gathered aggregate information from the annual Point in Time Count (PIT), Housing Inventory Count (HIC), Annual Homeless Assessment Report (AHAR), System Performance Measures (SPMs), and data from the Homeless Management Information System (HMIS). Together, these data sources help to create an understanding of how we, as Wake County, are ending homelessness in our community.

What can you expect from this analysis?

This analysis is a best estimate. There are two key points to consider when reviewing this data:

- Our data is dynamic. Different reports may pull different results depending on the universe.¹ Each report may look slightly different based on when and how the report gathers information in HMIS. We've outlined our approach to gathering the most accurate and complete data in the Methodology section of this report.
- Clients vary in their service needs based on household size, income, etc. Therefore, the annual cost per bed is a best estimate.

Key Findings and Recommendations:

- Continue to invest in Rapid Rehousing for single individuals to meet the population need identified in the Annual Homeless Assessment Report and Point in Time and to ensure the highest impact of dollars spent. In Wake, Rapid Rehousing and Transitional Housing are similar in Annual Cost per Bed, but Rapid Rehousing outperforms Transitional Housing with high permanent housing exit rates and low returns to homelessness.
- Prioritize individuals and families experiencing literal homelessness to ensure resources are reaching the most vulnerable clients.
- For less vulnerable clients, continue to invest in prevention and diversion services, reducing the number of individuals and families that experience homelessness all together.
- Coordinated Entry (CE) is the most streamlined and effective way to ensure clients receive assistance that is proportionate to their needs. Wake County is in the process of developing CE to serve Wake residents better.

¹ Universe: The pool of data from which a report pulls

Methodology

The Partnership gathered the community's best available data including data directly from our local Homeless Management Information System (HMIS) as well as reports provided to the U.S Department of Housing and Urban Development. Each data source has its own set of strengths and limitations [Appendix A]; however, when taken in aggregate, the data sources complement one another to create a complete picture of our homeless response system.

This analysis utilized annualized data from **October 1, 2015, to September 30, 2016**, to align with HUD's fiscal year and primary reporting period. Data that falls outside of that reporting period is noted throughout the analysis.

Homeless Management Information System

HUD defines the Homeless Management Information System (HMIS) as "a local information technology system used to collect client-level data and data on the provision of housing and services to homeless individuals and families."² CoCs are responsible for ensuring HMIS is meeting HUD's data collection, management, and reporting standards. InterAct is a victim service provider that is required by law to enter their data into a separate database. At this time, there is no way to share that data with HMIS, therefore InterAct's data is only included in select components of this report.

Annual Homeless Assessment Report

Every year HUD develops the Annual Homeless Assessment Report (AHAR) for Congress using national homeless data submitted by local Continuums of Care. The purpose of this report is to provide nationwide estimates and trends in homelessness. AHAR uses HMIS to gather homelessness data over a 12-month period, beginning October 1 and ending September 30 of the following year.

Point in Time

The Point-in-Time (PIT) count is a count of sheltered and unsheltered homeless persons on a single night in January. Unsheltered homelessness is categorized as any persons residing in a place not meant for human habitation, such as the street, a car, an abandoned building, etc. Sheltered homelessness includes individuals and families residing in Emergency Shelter or Transitional Housing. HUD requires CoCs plan, coordinate, and implement the PIT, at a minimum, every two years. Wake chooses to conduct the PIT every year.

Housing Inventory Count

The Housing Inventory Count (HIC) is an annual count of beds and units dedicated to individuals and families experiencing literal homelessness and reported in five program types: Emergency Shelter; Transitional Housing; Rapid Re-Housing; Safe Haven; and Permanent Supportive Housing.

System Performance Measures

System Performance Measures (SPMs) quantify the efficacy of a local homeless response system through seven separate metrics. For this report, we will focus on Measure 1: Length of Time Homeless, Measure 2:

² <https://www.hudexchange.info/programs/hmis/>

Exits to Permanent Housing and Returns to Homelessness, and Measure 5: Number of First Time Homeless. System Performance Measures are the last of the three major HUD reports utilizing annualized data.

Annual Performance Report

The Annual Performance Report (APR) is designed to track the progress of CoC-funded projects through HMIS, including Rapid Rehousing and Permanent Supportive Housing.³ The CoC APR can also pull HMIS data for Transitional Housing, but not for Emergency Shelter.

ESG CAPER

The Emergency Solutions Grant- Consolidated Annual Performance and Evaluation Report (ESG-CAPER) is designed for recipients of the Emergency Solutions Grant through HUD. This report is used as a parallel to the APR, capturing aggregate, annualized data from HMIS and can be used to capture Street Outreach, Emergency Shelter, Transitional Housing, and Rapid Rehousing data.

0550-Exit Destination Outcomes:

The 0550 is a pre-programmed HMIS report captures client exit destinations for Emergency Shelter, Transitional Housing, Rapid Rehousing, and Permanent Supportive Housing projects. The 0550 supplements the ESG-CAPER by providing the total number of exits within a reporting period and their corresponding destination; however, this report does capture exit destination by household type.

National Alliance to End Homelessness: Homeless System Evaluator Tool

The Partnership also utilized the Homeless System Evaluator Tool developed by the National Alliance to End Homelessness (NAEH) and Focus Strategies. The Tool is designed to help communities understand the performance and cost-effectiveness of their homeless system. This tool provides the necessary formulas and structure to input and capture system and project-level data.

HMIS Data Quality

In Wake County, data quality is the highest priority and, as of this writing, the community is currently developing a Data Quality Plan outlining community standards and benchmarks for HMIS data. The primary area of improvement for Wake data is the Exit Destination field in HMIS. Strategies to improve this data element are developing through a working community-wide data quality plan.

This Analysis:

At its core, this analysis relies on a strong methodological approach, clear understanding of how data quality influences outputs, and hard-working homeless service providers in Wake County sharing information and learning from one another as a community striving to end homelessness. These are the tools necessary to build our understanding of homelessness in Wake County.

³ The APR is used to pull data for Transitional Housing projects, though none are currently funded through the CoC.

Population and Capacity

A homeless response system is comprised of two primary factors: homeless population and housing capacity determined by inventory and dedicated resources. A “right-sized” homeless system has capacity and dedicated resources that are proportionate to the population.

Key Finding: On any given night in Wake County, single individuals experiencing homelessness out number persons in families at a 2:1 ratio. Annual homeless population data increases this ratio to 3:1. [Table 1.1 and 1.2]. This ratio further increases to 9:1 when observed according to households (not pictured). Contrastingly, the capacity to house individuals and families experiencing homelessness reflect a 1:1 ratio, meaning there is an even split in housing inventory for single individuals and persons in families. [Table 2]

[Table 1.1]

2017 PIT Count	<u>Singles</u> (# of persons)	<u>Families</u> (# of persons)
Unsheltered	177	11
Emergency Shelters	349	198
Transitional Housing	61	88
TOTAL	587	297
	66.4%	33.6%
	Total # of Persons	884

[Table 1.2]

2016 AHAR	<u>Singles</u> (# of persons)	<u>Families</u> (# of persons)
Emergency Shelter	3325	935
Transitional Housing	224	242
TOTAL	3,549	1,177
	75.1%	24.9%
	Total # of Persons	4,726

[Table 2]

2016-2017 Housing Inventory Count	<u>Singles 2016</u> (# of beds)	<u>Families 2016</u> (# of beds)	<u>Singles 2017</u> (# of beds)	<u>Families 2017</u> (# of beds)
Emergency Shelter*	439	234	481	219
Transitional Housing	81	115	81	115
Rapid Rehousing	125	151	50	355
Permanent Supportive Housing*	510	388	670	476
TOTAL	1,155	888	1,282	1,165
	56.5%	43.5%	52.4%	47.6%

**Emergency Shelter:* Youth beds and undesignated seasonal beds are added to the Singles total based on priority of homeless single adults in our community.

Includes DORCAS ministries and InterAct, which is not on HMIS and is not included in total investment estimates.

**Permanent Supportive Housing:* VASH vouchers constitute 64% of family PSH capacity and 41% of singles PSH capacity. Effective July 1, The Partnership is in process of entering these vouchers into HMIS. VASH vouchers are not included in any reports or total investment estimates.

Possible Solution: Increasing permanent housing options such as Rapid Rehousing (RRH) and Permanent Supportive Housing (PSH) for single individuals without divesting in housing capacity for families will ensure the CoC continues to meet HUD’s population priorities⁴and align with Wake County’s homeless population. A divestiture in homeless resources for families will likely result in an increase in families experiencing homelessness rather than seeing an all-around decrease in the total number of persons experiencing homelessness.

⁴ HUD priorities include: families with children, youth, veterans and chronically homeless individuals

Total Investment

The Partnership gathered financial data from Wake County agencies included in the Housing Inventory Count (HIC). Agencies provided program budgets, which included operational and overhead costs.

Note: Some agencies may rely on external entities to provide certain services or additional care for clients. The cost associated with these partnerships are not captured in this estimate but is considered an area of further exploration for the CoC.

Key Finding: According to Wake estimates, Emergency Shelter (ES) is the most expensive and temporary housing intervention available. ES is an important part of the homeless system as it is often the first line of defense when an individual or family experiences homelessness. However, it is critical that Emergency Shelters move quickly to place the most vulnerable clients into permanent housing options, such as Rapid Rehousing (RRH) and Permanent Supportive Housing (PSH), while providing resources to less vulnerable to help quickly resolve their homeless episode. RRH and PSH are significantly more cost effective and tend to have higher rates of positive housing outcomes [See Pg. 17].

HUD encourages communities to refrain from investing in low performing Transitional Housing programs in favor of Rapid Rehousing, which is of similar cost according to Wake County estimates. Additionally, in Wake County, Transitional Housing typically involves long lengths of stay, low rates of exits to permanent housing, and high rates of returns to homelessness (see Pgs. 16-18).

[Table 3]

	<u>Singles</u>		<u>Families</u>		<u>Total</u>
	Amount	Annual Cost per Bed	Amount	Annual Cost per Bed	Amount
Emergency Shelter	\$4,302,359	\$8,945	\$2,000,460	\$9,135	\$6,302,819
Transitional Housing	\$368,087	\$4,544	\$522,592	\$4,544	\$890,679
Rapid Rehousing	\$240,850	\$4,817	\$1,748,571	\$4,926	\$1,989,421
Permanent Supportive Housing*	\$2,434,622	\$8,009	1,060,931	\$5,226	\$3,495,553
TOTAL*	\$7,345,918		\$5,332,554		\$12,678,472

**Missing DORCAS Ministries Emergency Shelter, InterAct Emergency Shelter, DHIC Lennox Chase Permanent Supportive Housing, and VASH Vouchers Permanent Supportive Housing.*

Possible Solution: Investment in more permanent housing solutions, such as RRH and PSH will ensure better outcomes for individuals and families at a much lower cost. Additionally, increased investment in RRH options for single individuals will meet the population composition identified in the *Population and Capacity* section of this report.

System Performance

What is System Performance?

HUD is leading the national trend of observing the efficacy of local homeless systems through a multi-faceted approach rather than simply observing the decrease in the number of homeless persons. System performance is the degree to which the homeless services system effectively ends and prevents homelessness in a community. There are six measures used in this report to determine system performance:

1. **Bed/Unit Utilization:** To what degree are existing services utilized by literally homeless individuals and families?
2. **Entries from Homelessness:** To what degree are clients entering homeless services from literal homelessness?
3. **First Time Homelessness:** To what degree are individuals and families entering the homeless system for the first time?
4. **Lengths of Stay:** How quickly are clients exiting emergency housing services once they enter the homeless system?
5. **Exits to Permanent Housing:** To what degree are clients exiting housing and homeless services to permanent destinations?
6. **Returns to Homelessness:** To what degree are clients who exit to permanent housing, returning to homelessness?

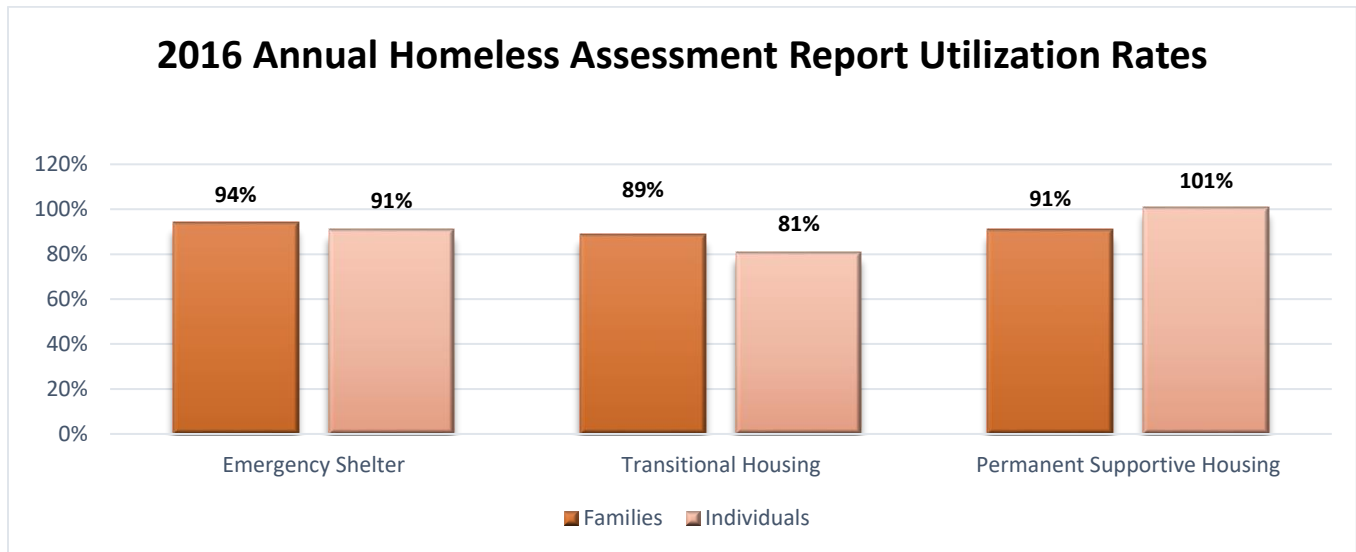
Each measure is a puzzle piece interlocking with the next to create a complete picture of Wake County's homeless response system.

Bed and Unit Utilization Rates

Utilization rates tell the day-to-day story of homeless service use in a community. An annualized view of housing and homeless service use indicates to what degree existing resources are meeting the population need.

The Annual Homeless Assessment Report (AHAR) calculates bed and unit utilization for Emergency Shelter, Transitional Housing, and Permanent Supportive Housing. Rapid Rehousing does not have a fixed bed capacity, but rather a set amount of assistance available to support individuals and families according to their needs. Therefore, Rapid Rehousing does not have a corresponding utilization rate.

[Table 4]



Key Finding: Most Emergency Shelters and Permanent Supportive Housing programs are at or above 90% capacity, while Transitional Housing averages below 90% capacity. As long as there are individuals and families experiencing homelessness, underutilization indicates a missed opportunity to serve this population. Lower utilization rates for Transitional Housing may be a reflection of continued investment in Rapid Rehousing, leading agencies to send more referrals to Rapid Rehousing programs rather than Transitional Housing. Additionally, utilization rates are affected by program design. If an agency sets high barriers for entry, it is less likely that individuals and families will access that program, thus reducing the overall utilization.

Possible Solution: Wake is making significant advances in implementing Housing First⁵ practices such as low-barrier Emergency Shelters and prioritization of the most vulnerable clients for Permanent Supportive Housing. The CoC will continue to allocate funding to housing solutions that meet the Housing First criteria, show high utilization and performance, and serve the most vulnerable clients according to HUD standards of prioritization.⁶

⁵ HUD defines Housing First as “an approach to quickly and successfully connect individuals and families experiencing homelessness to permanent **housing** without preconditions and barriers to entry, such as sobriety, treatment, or service participation requirements.”

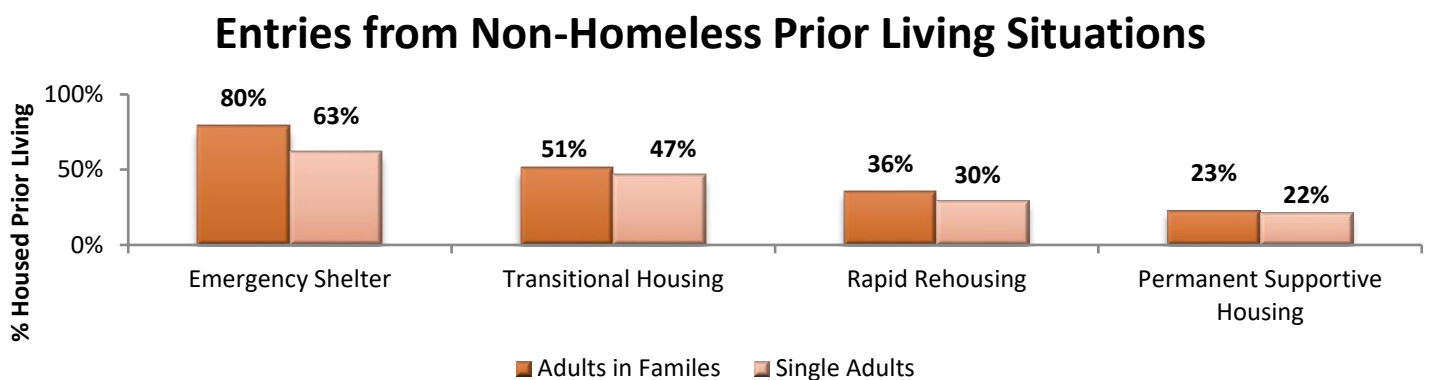
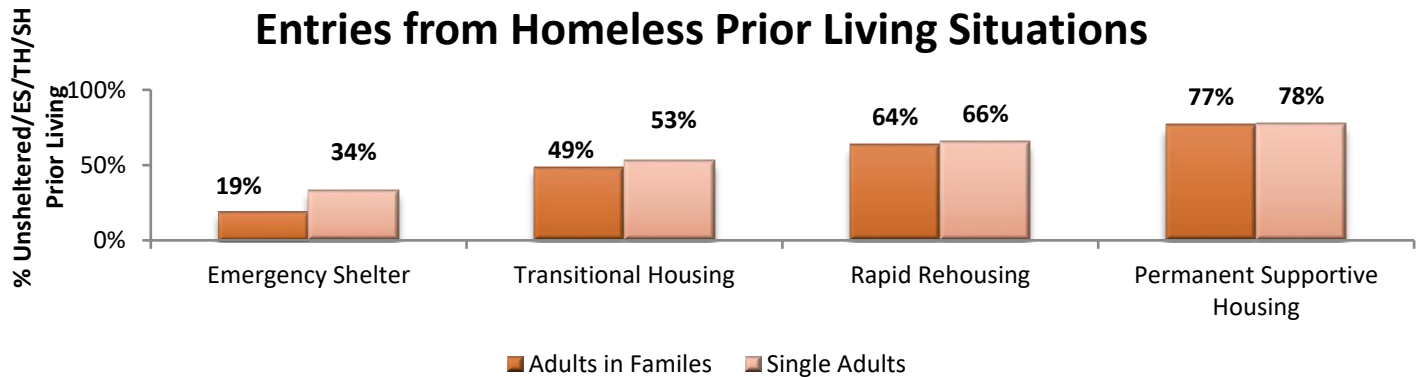
⁶ [HUD Notice CPD 16-11](#) Prioritizing Persons Experiencing Chronic Homelessness and Other Vulnerable Homeless Persons in PSH

Entries from Homelessness

A homeless response system is responsible for prioritizing individuals and families who are *literally homeless*. The term *literally homeless* refers to persons living in emergency shelters, transitional housing, or a place not meant for human habitation, such as a car or on the street. Individuals and families that are not literally homeless, but rather at-risk of becoming homeless, should be diverted from the homeless system altogether through prevention services.⁷ Prevention and diversion ensure that the limited housing and homeless resources available reach the most vulnerable clients.

Key Finding: National benchmarks indicate that at least 80% of clients entering any part of the homeless system should be experiencing literal homelessness.⁸ According to the 2016 AHAR, each housing intervention from Emergency Shelter to Permanent Supportive Housing fell below the 80% benchmark. If less than 80% of clients served are not literally homeless at the time of entry into the project, it is possible that these clients could have been prevented from entering homelessness in the first place or resolved their homeless episode outside of emergency services.

It is important to note that entry into Emergency Shelter, by definition, is a literal homeless living situation. Emergency Shelters are designed to be a first line of defense in a housing crisis. However, Emergency Shelters must be equipped with the tools to help clients resolve their homeless episode without having to enter the shelter if at all possible.



Possible Solution: A Coordinated Entry process that can successfully divert clients who can either self-resolve or who can avoid entering the homeless system altogether through “light-touch” assistance. Coordinated entry will also ensure a single point of entry so the most vulnerable clients can quickly move up the housing continuum to more permanent housing options and less vulnerable clients do not enter homelessness in the first place.

⁷ National Alliance to End Homelessness: [Homeless Prevention Guide](#)

⁸ <https://endhomelessness.org/resource/homeless-system-evaluator-tool/>

First Time Homelessness and Prevention:

Reducing the number of individuals and families experiencing homelessness for the first time will lead to an overall reduction in the homeless population as agencies can then house clients at a faster rate than individuals and families become homeless. Reducing first time homelessness requires a “front-door” approach to entry into the homeless system, meaning there is a single access point in which client vulnerability is assessed using a standardized tool, such as the VI-SPDAT, and clients can receive assistance that is proportionate to their need. This approach is called Coordinated Entry.

Key Finding: In Wake County, 70% of clients served in 2016 experienced homelessness for the first time.⁹ Also, Wake saw a 17% increase in clients served and a 19% increase in clients experiencing homelessness for the first time.

[Table 6]

Measure 5: Number of persons who become homeless for the 1st time

Metric 5.1 – Change in the number of persons entering ES, SH, and TH projects with no prior enrollments in HMIS

	FY 2015	FY 2016	Difference
Universe: Person with entries into ES, SH or TH during the reporting period.	3621	4236	615
Of persons above, count those who were in ES, SH, TH or any PH within 24 months before their entry during the reporting year.	1132	1263	131
Of persons above, count those who did not have entries in ES, SH, TH or PH in the previous 24 months. (i.e., Number of persons experiencing homelessness for the first time)	2489	2973	484

Possible Solution: Coordinated Entry paired with investment in prevention services will assist in diverting clients away from the homeless system, reducing the number of individuals and families experiencing homelessness for the first time. As shown in the *Total Investment* section, each entry into our homeless system has an associated cost not just in assistance, but in staff time, and resources. Prioritizing individuals experiencing literal homelessness for emergency services through Coordinated Entry and investing in prevention and diversion services for less vulnerable clients will lead to a reduction in the homeless population size and cost.

⁹ System Performance Measures identify first time homelessness as having no HMIS entries in the two years prior to this report.

Lengths of Stay

Once a client is engaged in emergency housing services, it is the responsibility of the homeless service system to transition that client into a permanent housing situation quickly. National benchmarks for average lengths of stay (LOS) in Emergency Shelter and Transitional Housing are 30 and 60 days, respectively. To meet these benchmarks, the homeless service system must be fully coordinated and comprehensive in identifying, assessing, and referring homeless individuals and families to assistance that meets their needs.

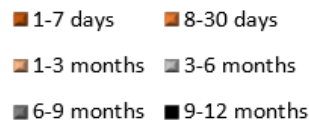
Key Findings: For Emergency Shelter, 67% of single adults and 49% of families exit within the 30-day time frame. There are significant outliers for both household types that increase the average length of stay to 46 days. For Transitional Housing, 51% of clients are staying in Transitional Housing for more than 90 days. TH also saw a 13-day decrease in the average length of stay between 2015 and 2016. Many Transitional Housing programs design their project to involve longer lengths of stay with the hope of improving client outcomes. However, as outlined in the next two sections, Transitional Housing programs in Wake County have a lower rate of exits to permanent housing and higher rates of returns to homelessness than Rapid Rehousing, which also involves longer lengths of stay.

Possible Solution: To reduce the overall length of stay, HUD recommends three system improvement strategies: enhanced Coordinated Entry, housing-focused case management, and scaled permanent housing interventions. The Partnership is currently working with Org Code Consulting Inc, to develop a Coordinated Entry system for Wake that prioritizes vulnerable households, incorporates prevention and diversion services, and reduces barriers to entry for emergency housing services. As shown in the *Population, Capacity, and Total Investment* sections of this report, building Rapid Rehousing capacity is a key component of right-sizing the homeless system to meet the population demographics.

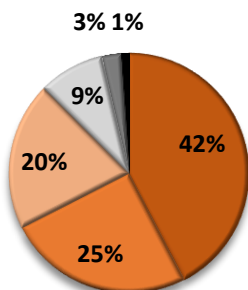
2016 System Performance Measures [Table 7]

	Universe (Persons)		Average LOS Homeless (bed nights)			Median LOS Homeless (bed nights)		
	FY 2015	FY 2016	FY 2015	FY 2016	Difference	FY 2015	FY 2016	Difference
Persons in ES	3443	4203	45	46	1	20	19	-1
Persons in TH	486	491	153	140	-13	114	106	-8
Persons in ES and TH (unduplicated)	3746	4397	65	60	-5	26	22	-4

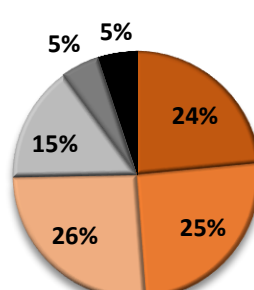
2016 AHAR [Table 8]



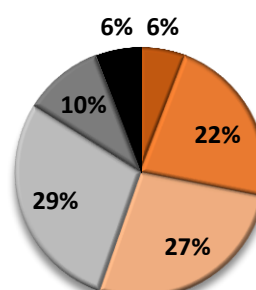
Length of Stay
Singles ES - 2016



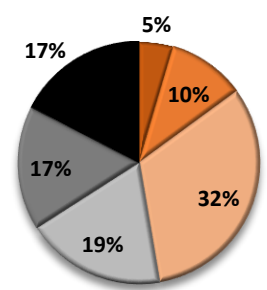
Length of Stay
Families ES - 2016



Length of Stay
Singles TH - 2016



Length of Stay
Families TH - 2016



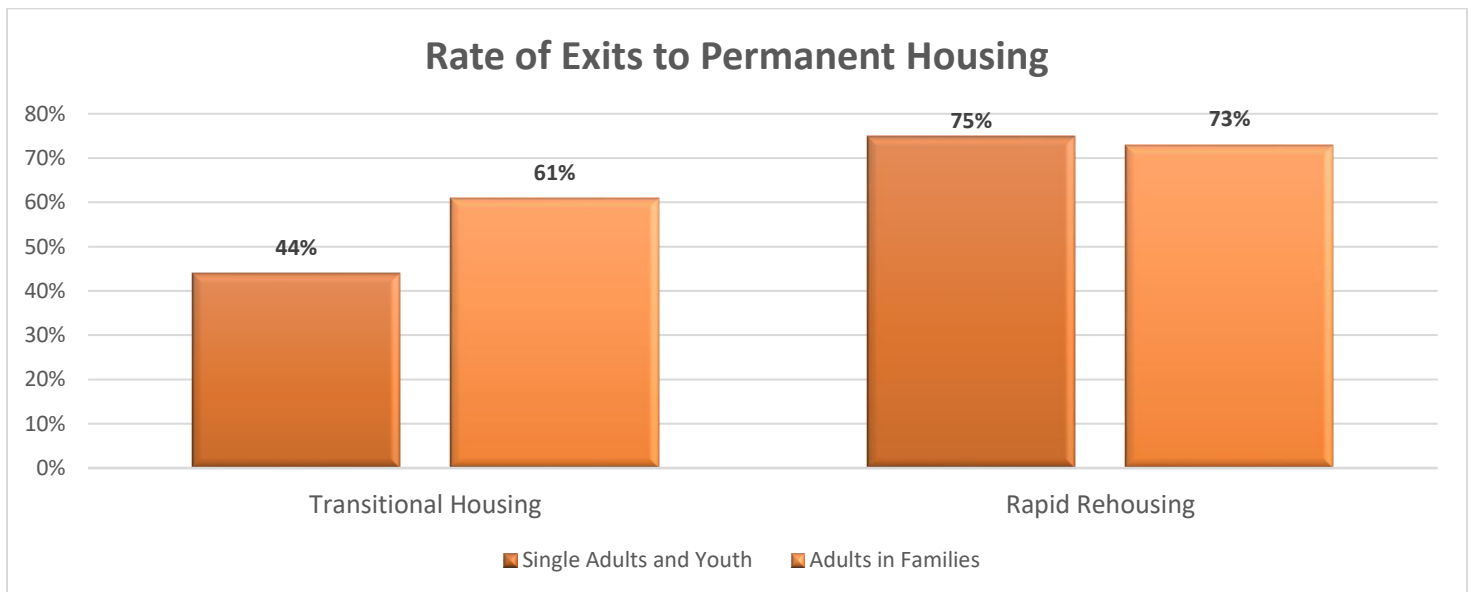
Exits to Permanent Housing

A reduction in the number of clients experiencing homelessness over time relies heavily on exiting existing clients to permanent housing situations and supporting long-term stability. National benchmarks indicate that Transitional Housing and Rapid Rehousing programs should meet an 80% permanent housing exit rate, at a minimum.¹⁰

Key Finding: For Wake County, Rapid Rehousing programs are close to meeting that benchmark with 75% and 73% rate of exits to permanent housing for singles and families, while Transitional Housing programs do not see the same level of success.

Possible Solution: As shown in the *Total Investment* section of this report, Transitional Housing and Rapid Rehousing are similar in annual cost per bed, while RRH out performs TH in exits to permanent housing. Further investment in Rapid Rehousing is likely to yield improved client outcomes.

[Table 9]



What about Emergency Shelter?

Many Wake shelters operate on a night-by-night basis which inflates the number of total exits because, rather than having one entry and one exit during their homeless episode, clients have multiple entries and exits throughout their length of stay. If we calculate the rate of exits to Permanent Housing using the last documented exit destinations, Emergency Shelters appear to have a 13% rate of exits to permanent housing. However, if we calculate the rate of exits to permanent destinations using the total number of exits recorded in that same annualized period, which totals around 66,000, that number is reduced to 3%.

Capturing exit data for Emergency Shelters is an area of further exploration and analysis for Wake County.

¹⁰ <https://endhomelessness.org/resource/homeless-system-evaluator-tool/>

Returns to Homelessness

The homeless response system is designed to help clients obtain and retain permanent housing. When clients successfully exit to a permanent housing situation and do not return to the homeless system, providers can serve more individuals and families, increasing the impact of our total investment.

Key Finding: The table below shows that permanent housing interventions (RRH and PSH) are the most effective with only an 8% return rate. Emergency Shelter and Transitional Housing do not see the same level of success with a 32% and 24% return rates, respectively.

Possible Solutions: Exits to and retention of permanent housing rely on similar components of the homeless system. HUD recommends that CoCs right-size homeless assistance through Rapid Rehousing capacity, and build partnership within the community to connect clients to mainstream services and benefits.

2016 System Performance Measures [Table 10]

Measure 2: The Extent to which Persons who Exit Homelessness to Permanent Housing Destinations Return to Homelessness

	Total # of Persons who Exited to a Permanent Housing Destination (2 Years Prior)	Returns to Homelessness in Less than 6 Months (0 - 180 days)		Returns to Homelessness from 6 to 12 Months (181 - 365 days)		Returns to Homelessness from 13 to 24 Months (366 - 730 days)		Number of Returns in 2 Years	
		# of Returns	% of Returns	# of Returns	% of Returns	# of Returns	% of Returns	# of Returns	% of Returns
Exit was from ES	674	115	17%	47	7%	56	8%	218	32%
Exit was from TH	172	23	13%	4	2%	14	8%	41	24%
Exit was from PH	515	17	3%	5	1%	18	3%	40	8%
TOTAL Returns to Homelessness	1377	158	11%	58	4%	89	6%	305	22%

Beyond the Data:

Wake County strives to improve the efficacy of our homeless system every day. Through the collective efforts of community members, non-profit and for-profit entities, homeless service providers, and government officials, our community continues to innovate and advance our efforts to end homelessness as we know it.

Here are just a few of our local initiatives:

- **Building a Coordinated Entry System**
 - The Partnership is collaborating with Org Code Consulting, Inc., a national leader in homeless system strategies, to build a Coordinated Entry system for Wake County. Coordinated Entry will ensure Raleigh residents receive critical assistance that meets their needs.
- **Multi-Service Center Development- Coming Early 2019!**
 - The Multi-Service Center is a collaborative effort between Wake County, the City of Raleigh and the Partnership. The Center will serve as a one-stop shop for Raleigh residents to get connected with community resources. The Center will also offer comprehensive assessments, referrals, and services, creating a centralized and coordinated space for individuals and families. Additionally, the Oak City Outreach Center will find a home in the Multi-Service Center for weekend food distribution. Finally, the Center will serve as a hub for Wake's Coordinated Entry system.
- **Affordable Housing Steering Committee**
 - The Partnership's Executive Director serves on the Wake County Affordable Housing Steering Committee lead by the Wake County Board of Commissioners. The Steering Committee will develop a 20-year affordable housing plan that, "Defines affordable housing within Wake County; Analyzes all existing affordable housing efforts; Identifies gaps, solutions and methods for increasing and preserving the affordable housing stock in Wake County; Determines the County's role in the overall investment of affordable housing; and, Links actionable steps to the Board of Commissioners' goals and the Wake County Transit Plan."¹¹
- **SAS Frequent Utilizer Analytics Project**
 - The Partnership, Wake County Jails, and Wake County Emergency Medical System, collaborated with SAS Analytics to better understand a small portion of Wake County's population, called frequent utilizers, that disproportionately and frequently interacts with the police, jail, and social services. SAS analyzed jail incarceration records, EMS transport records, and records from the Homeless Management Information System (HMIS). Through their analysis, SAS identified key characteristics of frequent utilizers and strategies to connect this population to critical stabilization services and resources.

¹¹<http://www.wakegov.com/media/news/Documents/Board%20Forms%20Steering%20Committee%20to%20Address%20Affordable%20Housing.pdf>

Appendix A

Methodology: Reporting Strengths and Limitations

Homeless Management Information System

HUD defines the Homeless Management Information System (HMIS) as “a local information technology system used to collect client-level data and data on the provision of housing and services to homeless individuals and families.”¹²

- *Strengths:* HMIS is an important tool for CoCs and local agencies as it captures client-level data that can be taken in aggregate to understand demographics, system performance, and trends in homelessness for a local community. Also, service providers using HMIS receive online and in-person training to improve HMIS data collection.
- *Limitations:* HMIS relies exclusively on end user data entry. The homeless services community is currently developing a CoC-wide Data Quality Plan to set community standards and benchmarks of complete, accurate, and timely data entry.

Annual Homeless Assessment Report

AHAR uses HMIS to gather homelessness data over a 12-month period, beginning October 1 and ending September 30 of the following year.

- *Strengths:* AHAR is an established annual report, submitted year after year, so this report captures long-term trends of homeless service use and demographics. Wake achieved 100% bed coverage¹³ for each reporting category.¹⁴ Wake County’s 2016 AHAR had less than 5% percent missing data, except exit destinations in the Permanent Supportive Housing category, which contained 10% missing data.
- *Limitations:* If Wake bed coverage fell below 50%, the data would be considered unusable by HUD. Also, AHAR does not collect data on Rapid Rehousing, though this is likely to change in 2018.

Point in Time

The Point-in-Time (PIT) count is a count of sheltered and unsheltered homeless persons on a single night in January.¹⁵

- *Strengths:* PIT is best used to show trends over time as it is one of the oldest reports submitted HUD. PIT also provides communities with the opportunity to connect with individuals and families experiencing unsheltered homelessness and would like to connect to homeless resources.
- *Limitations:* PIT trends are affected by counting methodology and weather, which vary among CoCs. PIT/HIC only includes individuals experiencing literal homelessness,¹⁶ which does not capture

¹² <https://www.hudexchange.info/programs/hmis/>

¹³ Bed Coverage: Refers to the proportion of beds dedicated to people experiencing HUD-defined homelessness that are entered into HMIS. The rate of bed coverage is determined by the number of HMIS-participating beds divided by the total number of beds in the community. The higher the bed coverage the more complete system-wide data.

¹⁴ Emergency Shelter Family (ESFAM) Emergency Shelter Individuals (ESIND), Transitional Housing Family (THFAM), Transitional Housing Individuals (THIND), Permanent Supportive Housing Family (PSHFAM), and Permanent Supportive Housing Individual (PSHIND).

¹⁵ <https://www.hudexchange.info/programs/hdx/guides/pit-hic/#general-pit-guides-and-tools>

¹⁶ Literal Homelessness: fixed, regular, or adequate night time resident in a place not meant for human habitation, emergency shelter, or transitional housing.

community level data such as homelessness within the school system, persons residing in substance use recovery beds, families, and individuals paying for hotel rooms as a means of housing. Also, because PIT reflects a moment in time, the report does not capture the number of clients served in the homeless system throughout the year.

Housing Inventory Count

The Housing Inventory Count (HIC) is an annual count of beds and units dedicated to individuals and families experiencing literal homelessness, reported in five program types: Emergency Shelter; Transitional Housing; Rapid Re-Housing; Safe Haven; and Permanent Supportive Housing.

- *Strengths:* The HIC is best used in tandem with the PIT as it will also show trends over time. HIC provides a snapshot of the number of beds and units dedicated to individuals and families. The HIC represents the capacity to house the identified homeless population.
- *Limitations:* While it is rare that agencies change bed designations, HIC can fluctuate throughout the year. This is particularly true as communities divest in Transitional Housing and invest in Rapid Rehousing. Rapid Rehousing does not rely on a fixed number of beds but rather the capacity to house individuals and families experiencing homelessness through rental assistance and available units. Rapid Rehousing differs from Emergency Shelter, Transitional Housing, and Permanent Supportive Housing, which often have dedicated brick and mortar spaces.

System Performance Measures

System Performance Measures (SPMs) quantify the efficacy of a local homeless response system through seven separate metrics using annualized data that aligning with HUD's fiscal year calendar.

- *Strengths:* System Performance Measures are a more dynamic way of looking at our homeless system than other HUD reports because the measures observe the intersection of core components of system performance. SPMs pull from HMIS data using the same annualized time frame as AHAR, so the data parallels and builds off of existing data.
- *Limitations:* HUD established SPMs in 2016, so the measures themselves are very new. As a result, we are unable to see trends in the measures and look forward to cultivating a better understanding of our system performance as these measures evolve.

Reports Used in HMIS

Annual Performance Report

The Annual Performance Report (APR) is designed to track the progress of CoC-funded projects through HMIS. This includes Rapid Rehousing and Permanent Supportive Housing.¹⁷ The CoC APR can also pull HMIS data for Transitional Housing, but it cannot be used for Emergency Shelter because the APR only captures data entered for the last time a client exits the homeless system.

ESG CAPER

¹⁷ The APR is used to pull data for Transitional Housing projects, though none are currently funded through the CoC.

The Emergency Solutions Grant- Consolidated Annual Performance and Evaluation Report (ESG-CAPER) is designed for recipients of the Emergency Solutions Grant through HUD. This report is used as a parallel to the APR, capturing aggregate, annualized data from HMIS and can be used to capture Street Outreach, Emergency Shelter, Transitional Housing, and Rapid Rehousing data. This report does not capture total exits within a reporting period.

0550-Exit Destination Outcomes:

The 0550 is a pre-programmed HMIS report that captures client exit destinations for Emergency Shelter, Transitional Housing, Rapid Rehousing, and Permanent Supportive Housing projects. The 0550 supplements the ESG-CAPER by providing the total number of exits within a reporting period and their corresponding destination; however, this report does capture exit destination by household type.

National Alliance End Homeless: Homeless System Evaluator Tool

The Partnership also utilized the Homeless System Evaluator Tool developed by the National Alliance to End Homelessness (NAEH) and Focus Strategies. The Tool is designed to help communities understand the performance and cost-effectiveness of their homeless system. This tool provided the necessary formulas and structure to input and capture system and project-level data. The primary limitation of this tool is that it requires a separation of outcomes and program cost by household type. This is an area of further exploration for Wake County’s data system, and we look forward to fully utilizing this tool in the future. NAEH’s Center for Capacity provided excellent and prompt feedback on the use of their tool throughout the development of this analysis.

HMIS Data Quality

“Missing” data includes data that is absent and altogether from client information.

“Unknown/Error includes data that is marked as “data not collected, doesn’t know/refused, or no exit interview completed, ” and that is either entered into HMIS incorrectly or conflicts with other client details

The rate of missing, unknown, or erroneous data provides this analysis with critical context. Complete and accurate data ensures that the conclusions gathered from this report are well-informed. The HUD Data Quality Framework was used to outline the data quality for this report. The Data Quality Framework is also used in the submission of System Performance Measures.

Program Type	Personally Identifiable Information	Universal Data Elements (except exit destinations)	Prior Living Situation		Exit Destinations
			Singles	Families	
Emergency Shelter	3.15%	1.94%	3.9%	1.2%	22.67%
Transitional Housing	2.67%	2.72%	<0%	<0%	13.92%
Rapid Rehousing	4.03%	5.6%	12%	4%	6.04%
Permanent Supportive Housing	1.74%	1.12%	<0%	<0%	7.51%

*PII and UDE based on average error % from 0640 HUD Data Quality Framework, *Prior Living Situation % gathered from AHAR, *Exit Destinations pulled from 0640 HUD Data Quality Framework