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**Missouri  
Statewide  
Homelessness  
Study  
Report  
2015**

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Prepared by the  
Public Policy Research Center at the  
University of Missouri – St. Louis

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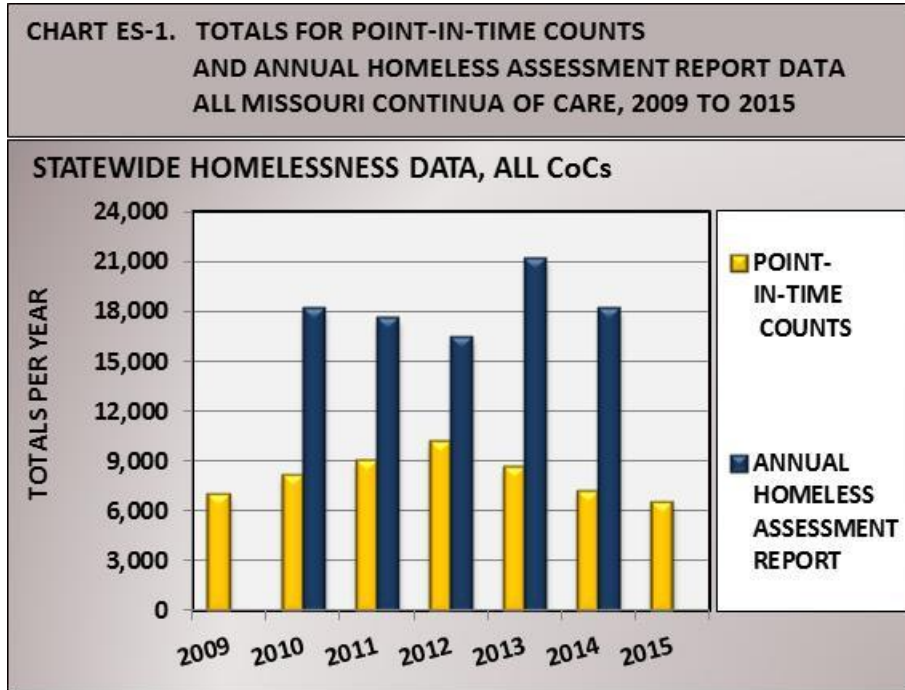
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# MISSOURI STATEWIDE HOMELESSNESS STUDY REPORT, 2015

## Executive Summary

Statewide, homelessness has declined in Missouri since 2012 and 2013. Based on Annual Homeless Assessment Report data supplied by service providers throughout the year, the number of homeless individuals and families declined by 16.2 percent between 2013 and 2014 (Chart ES-1). The decline in Point-In-Time Counts resulted from a sustained decrease over a four-year period, bringing the 2015 total to a level 36 percent below its value in 2012 and 6 percent less than its 2009 value.



### 1) CONTEXT

Although common denominators are at work among the CoCs, the differences that distinguish one CoC from another can be even more pronounced.

The unique experience of the Joplin/Jasper, Newton County CoC is a case in point. The infusion of resources following the 2011 tornado enabled the CoC to quickly address the upsurge in homelessness. Other CoCs have had more limited access to resources and have, in fact, experienced a loss of shelter or transitional housing space. The different circumstances of CoCs with a primarily rural character, such as Balance of State, may be insufficiently taken into account to avoid misleading comparisons with other CoCs that are much more urbanized.

Other distinctions include:

- ***The variability in the relationships which CoCs may have with service organizations outside the network of participating service providers:*** While a wide variety of organizations may offer varying levels of support to homeless families and individuals, not all have the capacity or the philosophical inclination to supply data on those they serve. Nevertheless, some CoCs have had noteworthy success in bringing outside agencies or ad hoc services into the Homeless Management Information System (HMIS) data collection effort. Others face challenges in engaging those outside the CoC network in the gathering and sharing of data.
- ***Service delivery systems:*** The way in which services are delivered and the eligibility of some groups for services may vary. Informal networks – for example, churches willing to support a homeless family – may provide an important supplement to more formal homelessness programming. But eligibility for services may be determined by service provider capacity or the service provider’s mission, if they are committed to supporting a particular subpopulation, such as women with children.
- ***Coalition longevity and working relationships:*** Within-network cohesiveness may also vary. CoCs such as Kansas City and St. Louis City have longstanding coalitions of service providers who have been working on issues related to homeless services, the count and other data collection efforts since the 1980s. In other CoCs outreach to new partners and recruitment is ongoing. Partners may also participate at varying levels, with some limiting their involvement to attendance at meetings while others, in addition to service provision, are actively involved in data collection.
- ***Access to services:*** For some CoCs it may be difficult to derive an accurate estimate of need from demand for services. This is particularly true in areas where those in need of shelter cannot access available programs due to a lack of either personal or public transportation. This can even be the case in population centers that are urban in character. In these urban centers, public transportation can be a viable resource, but it may be focused on serving more inner-city neighborhoods or inner-ring suburbs and not outlying areas. Cost of bus tickets and passes can also be an impediment.

CoCs differ also in the type of initiatives that the membership has launched or supported. For some, centralized intake that will link homeless individuals and families with services has been a high priority. Others in close proximity to one another have been able to collaborate on long-term planning and goal-setting. Still others have used the Point-In-Time Count processes to introduce homeless individuals and families to services for which they may qualify.

## 2) DECLINE IN SUBPOPULATION COUNT

### A. CHRONICALLY HOMELESS INDIVIDUALS AND FAMILIES : NUMBERS DECLINE IN SOME COCS

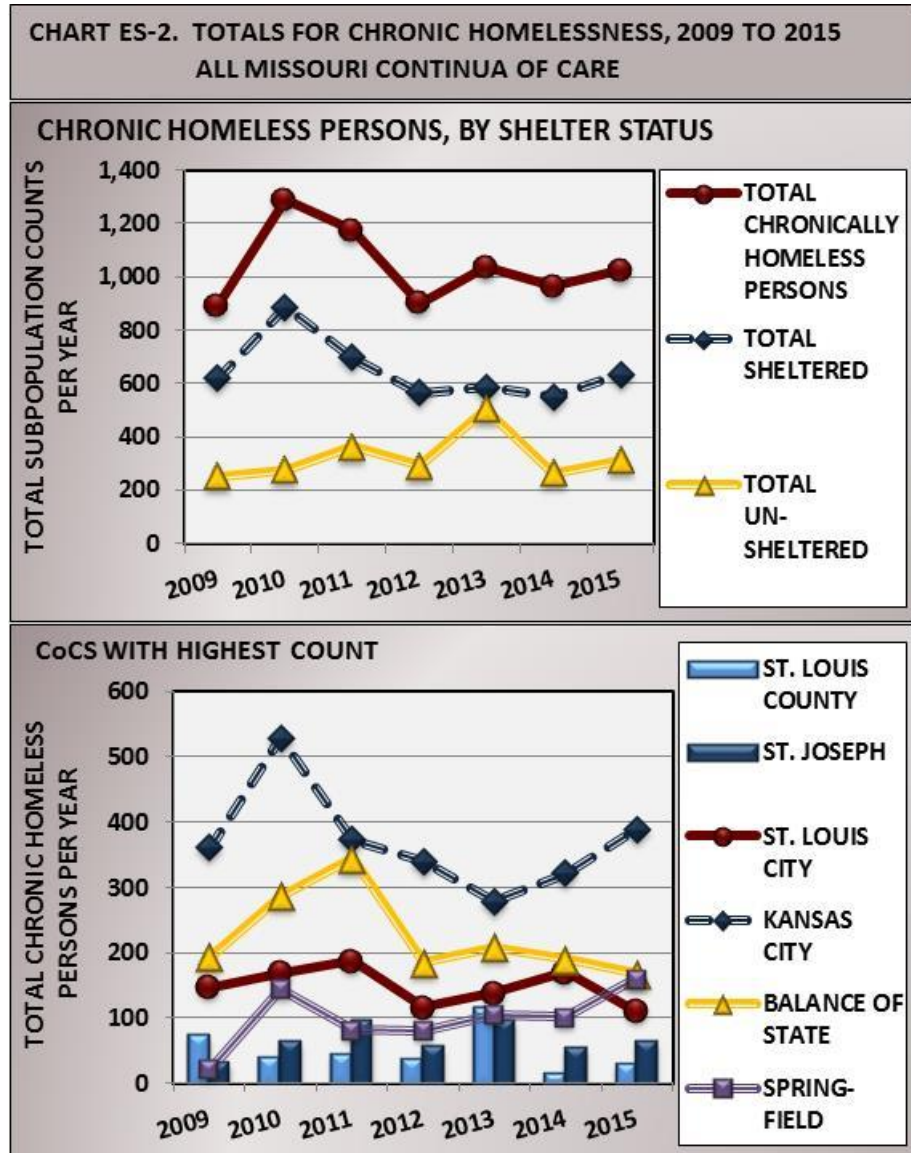
Progress is evident in Missouri’s effort to reduce chronic homelessness, despite slight upticks in the numbers for sheltered and unsheltered persons in 2015 (Chart ES-2.)

Since reaching a high in 2010, the number of chronically homeless individuals and families has declined by 20.4 percent.

Change in some of the CoCs is consistent with this pattern. In Kansas City, for example, total chronic homelessness has decreased by 20.6 percent.

A similar process has occurred with Balance of State. Although the total in 2015 is 13 percent below that of 2009, the decline from 2011 is much more substantive at 51 percent. The count for this group has also declined in St. Louis County and St. Louis City

– for St. Louis County, by nearly 60 percent since 2009 and for St. Louis City, by 25 percent. This can be seen as an outcome of a City /County collaboration on a ten-year plan to end chronic homelessness.

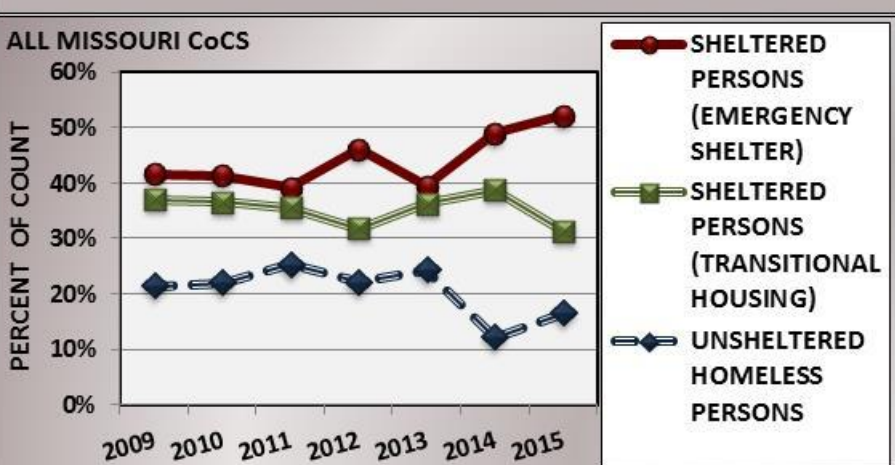


**B. FEWER UNSHELTERED INDIVIDUALS AND FAMILIES**

From 2009 to 2015, the proportions of sheltered to unsheltered in the Point-In-Time Counts favored those who were sheltered. The count for the unsheltered population remained at or below 25 percent of the total. Among those who were sheltered, a majority were in emergency housing. Chart ES-3 depicts the comparison between trend lines.

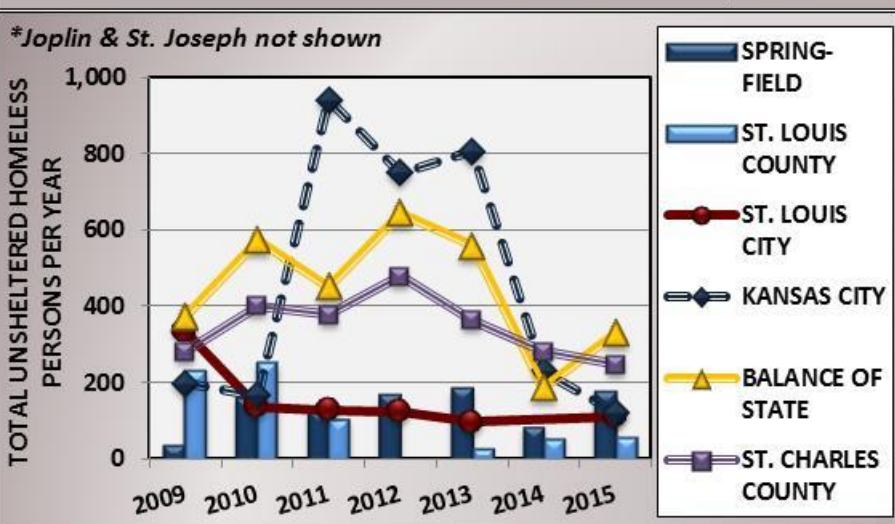
Chart ES-4 breaks down the unsheltered data by CoC. (The chart displays only those CoCs with the highest count. Data for the Joplin and St. Joseph CoCs are included in the data table.) The declines are readily apparent, some quite steep. As of 2015, St. Louis City had reduced its unsheltered population (333 in 2009) by nearly 200 percent. St. Louis County also recorded reductions (by 74 percent) as did Kansas City (by 38 percent). The latter declined even more sharply between 2011 and the end of the period, down by 75 percent.

**CHART ES-3. TOTALS FOR SHELTERED AND UNSHELTERED PERSONS**



	2009	2010	2011	2012	2013	2014	2015
<b>TOTALS</b>	6,959	8,122	8,989	10,142	8,581	7,186	6,482
UNSHeltered HOMELESS PERSONS	1,490	1,786	2,271	2,239	2,080	877	1,071
SHELTERED PERSONS (EMERGENCY SHELTER)	2,894	3,363	3,523	4,683	3,381	3,521	3,379
SHELTERED PERSONS (TRANSITIONAL HOUSING)	2,575	2,973	3,195	3,220	3,120	2,788	2,032

**CHART ES-4. HIGHEST TOTALS OF UNSHELTERED PERSONS, BY CoC**

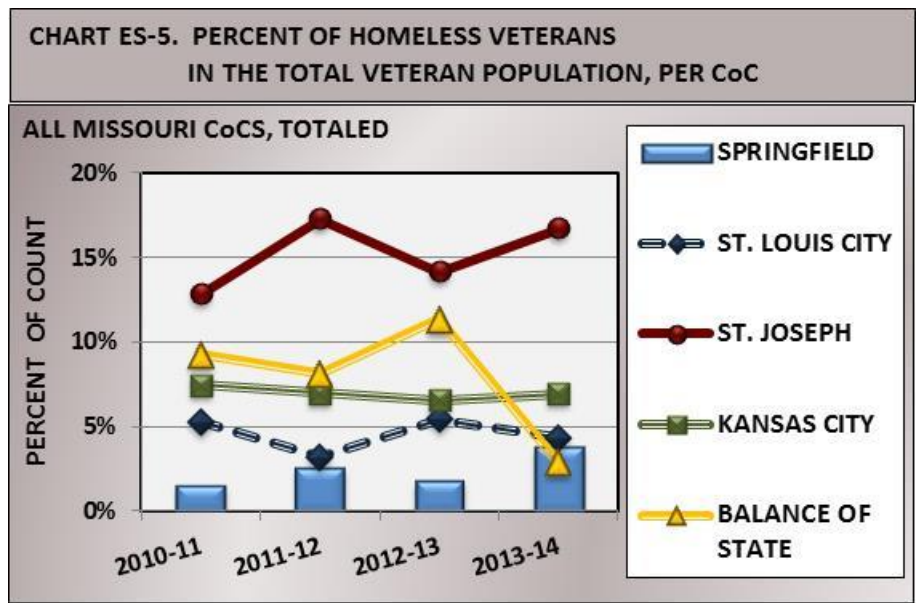


	2009	2010	2011	2012	2013	2014	2015
Kansas City	197	165	941	749	807	229	121
Balance of State	374	573	451	645	558	187	329
St. Charles Co	281	401	377	479	364	282	247
St. Louis City	333	137	129	125	96		112
Springfield	35	159	127	168	182	84	175
St. Louis County	229	251	105		29	55	59
Joplin	37	74	116	58	35	34	20
St. Joseph	4	26	25	15	9	6	8

**C. VETERANS REPRESENT A SMALL PERCENTAGE OF PERSONS WHO ARE HOMELESS**

Homeless veterans appear to constitute only a small proportion of the general veteran population in the CoC catchment areas (Chart ES-5). The chart shows the share of homeless veterans by year for those CoCs where veterans are most populous.

Whether due to the Obama Administration’s policy of ending veteran homelessness or other factors, the 2013-14 AHAR reports indicate that the veteran subpopulation has declined in five of the eight Missouri CoCs. Balance of State has experienced the greatest decrease, at 85 percent between 2010-11 and 2013-14. Similarly, St. Louis City CoC also declined over the four years, its 2013-14 total at 18 percent below the tally in 2010-11. Over a shorter timeframe (from 2012-13 to 2013-14), Joplin’s total for veterans in the CoC dropped by 73 percent, as did Kansas City’s -- though by a more modest 6 percent.



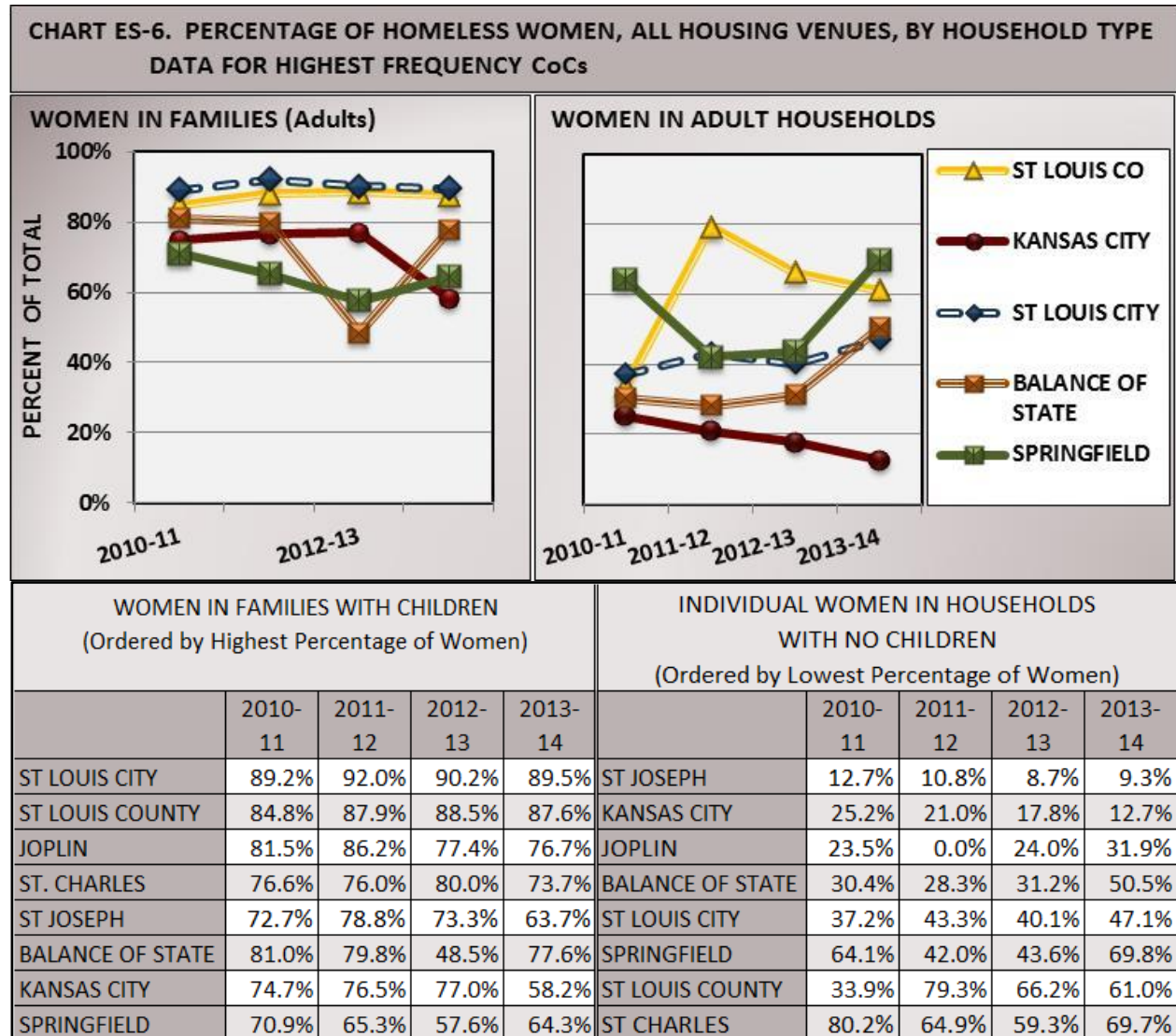
	2010-11		2011-12		2012-13		2013-14	
	ALL	VETS	ALL	VETS	ALL	VETS	ALL	VETS
Kansas City	4,132	308	4,581	320	8,474	556	7,530	521
St. Louis City	5,368	282	4,499	144	4,942	267	5,269	229
Balance of State	2,850	263	3,182	258	2,924	332	1,359	39
St. Joseph	562	72	754	130	841	119	803	134
Joplin	1,362	0	80	0	634	173	290	47
Springfield	1,589	24	1,244	31	877	15	1,118	42
St. Louis County	1,404	26	1,414	15	1,547	15	1,251	15
St. Charles County	271	0	696	1	873	6	551	5

Veterans were frequently found in emergency shelter living as individuals without children. Within the space of the four years mentioned, however, veterans increased their presence in permanent supportive housing by over 80 percent.

Taken as a whole, the majority of homeless veterans receiving services from Missouri CoC networks are in single person households. As mentioned above, very few live with children and very few are women. (Across the state, women account for only 6 percent of this subpopulation.) In the individual CoC populations, gender is more variable. There are CoCs – Joplin for example – where there were no homeless female veterans from 2010-11 through 2013-14. By contrast, in both Springfield CoC and St. Louis County CoC, they represent over a third of the homeless veteran subpopulation.

**D. GENDER DEMOGRAPHICS**

One of the noteworthy tendencies apparent in demographic data for the CoCs is the variability in the proportion of males to females in the populations that are served in the separate catchment areas. Women are predominant in households where children are included in the family. As the data table supplied with Chart ES-6 indicates, they constitute in most CoCs and most years, 70 percent or more of all adults living with children, with the percentage of men representing the remainder.



With respect to households without children, the pattern is reversed in some CoCs. For example, in the St. Joseph catchment area, women represent less than 13 percent of all single individuals (i.e., adults without children) in programming, with men accounting for 87 percent or more of this group. In other CoCs, there are years where women also comprise a high percentage of those involved in available programming for individuals without children. In St. Charles, in the year 2010-11, 80 percent of individuals receiving services were women. On the whole, however, women are most prevalent in households where children are present, with the opposite being true for men.



### 3) ACCESS TO SHELTER

The report focuses on several aspects of availability with regard to program services. Among them is the extent to which the CoCs have increased inventory for specific programs.

**TABLE 1. CHANGE IN BED INVENTORY FOR SPECIFIED HOMELESSNESS PROGRAMMING, ALL COCS**

	PERMANENT SUPPORTIVE HOUSING	EMERGENCY SHELTER	TRANSITIONAL HOUSING
<b>CHANGE FROM 2008</b>			
ST. CHARLES	102.9%	-15.1%	93.6%
KANSAS CITY	49.8%	-2.4%	-2.4%
ST. JOSEPH	26.4%	3.2%	3.2%
ST. LOUIS CITY	26.4%	3.2%	115.8%
SPRINGFIELD	-22.9%	8.9%	-81.1%
<b>CHANGE FROM 2009</b>			
JOPLIN	237.8%	52.3%	52.3%
BALANCE OF STATE	50.6%	1.1%	-57.1%
ST. LOUIS COUNTY	33.6%	-25.7%	-25.7%

As the table illustrates, there have been substantial increases in beds available specifically for use in permanent supportive housing programs. This is consistent with increases in funding for this purpose. Allocations for Rapid Re-housing have had a similar effect.

#### E. PREVIOUS NIGHT’S LIVING ARRANGEMENTS OR ACCOMMODATIONS

Data specifying where homeless families and individuals spent the night prior to entering programming provides information on two indicators: what type of accommodations are most frequently used and how long the homeless person or family maintained those living arrangements.

In terms of frequency of use, prior-night living arrangements tended to vary based on type of household (whether there were children present) and the type of programming that followed. There was also variability between CoCs. Several general observations can be made, however:

- 1) HMIS allows for 18 possible responses to the question of where a homeless person or family spent the night prior to entering programming. Of these 18 options, five were most often cited, including:
  - Staying with family or friends
  - Emergency shelters
  - Places not fit for human habitation
  - Client rental situations, most often without a subsidy
  - Transitional housing [prior to entry into permanent supportive housing]

In some CoCs, frequencies among veterans citing places not fit for human habitation as their prior night accommodations were among the highest percentages cited for this option.

- 2) Tenure in these prior-night accommodations was most often short-term, in some cases extremely short-term. For example, data for the St. Louis County CoC in 2013-14 indicated that 65 percent of families entering emergency shelter had remained a week or less in the accommodations where they spent the preceding night.
- 3) In all CoCs, length of stay in homelessness programming tended to improve with the extent of support provided. In many CoCs, 90 to 100 percent of individuals and families in permanent supportive housing remained in this housing for a year or longer. Stays in emergency shelter were much shorter, as is consistent with the goals related to provision of permanent housing as opposed to short-term, crisis housing. Similarly, length of stay in transitional housing also tended to be longer, although not as long as the duration in permanent supportive housing.

**F. RACIAL DEMOGRAPHICS**

Various demographic statistics available on the population of homeless individuals and families were examined. As a result of this analysis, it seems apparent that for several of the CoCs certain racial groups have been over-represented within the homeless population as compared to their presence in the general population. For example, in one CoC, Black/African American families accounted for 85 to 90 percent of emergency shelter occupants, while White, non-Hispanic, non-Latino families represented less than 10 percent of the same population.

These and other topics are covered in much more detail in the sections on individual CoCs, as well as the statewide section.

# MISSOURI STATEWIDE HOMELESSNESS STUDY REPORT, 2015

## I. Introduction

The *2015 Missouri Statewide Homeless Study* provides comprehensive data for 2013 and 2014 and examines trends since 2007. It reports the total population of homeless and of homeless subpopulations for those years and the incidence of homeless in the service areas of the Continua of Care.

This study is the latest in a biennial series published by the Missouri Housing Development Commission (MHDC). Prior studies completed in this decade summarized statistics on homelessness as of 2011 and 2013.

The Point-in-Time Counts conducted by the Continua of Care are one primary source of data for this study. The term “Point-in-Time Count” refers to the method by which volunteers and organizations – both those funded by the United States Department of Housing and Urban Development (HUD) as well as non-funded agencies -- enumerate homeless individuals and persons in families within their communities.

The other primary source of data summarized during the course of the study stems from the Annual Homeless Assessment Reports. These reports compile data submitted by service providers via the Homeless Management Information System (HMIS). Since the initial Statewide Homelessness Study, there has been a significant expansion of data available on the HUD Homeless Data Exchange (HDX), particularly in the areas of veteran homelessness, unaccompanied children and gender. Through HDX, online access is provided to data from the Point-In-Time Counts, as well as the Annual Homeless Assessment Reports and the Housing Inventory Count. Analysis of trends relied on these data.

MHDC contracted with the University of Missouri-St. Louis Public Policy Research Center (PPRC) to prepare this study. In addition to the data received directly from the Continua of Care and from the HDX, PPRC conducted interviews with Continua of Care leads and relied on data from additional published reports.

In completing the study of statewide homelessness in Missouri, the PPRC intended to do several things:

- Analyze data on homelessness available on HDX and specifically look at trends over a series of years.
- Examine these trends both for the state as a whole and for each of the Continua of Care operating in the State.
- Look at the context in which the Continua of Care operate.
- Examine the degree to which target populations are affected by homelessness.

The resulting report is structured in nine sections that include a statewide overview and a separate section for each of the eight Continua of Care.

## STATEWIDE OVERVIEW

### MISSOURI TRENDS IN HOMELESSNESS AND SERVICES FOR HOMELESS INDIVIDUALS AND PERSONS IN FAMILIES

Missouri’s 2014 homelessness rate of 12.0 per 10,000 population was below the national average of 18.9 per 10,000.<sup>1</sup> The data in Table SW-1 from the 2014 PITC highlight differences between Missouri’s homeless population and the national homeless population.

A larger percentage of Missouri’s homeless population was sheltered (83.5 percent) compared with the national population (69.3 percent). With 43.9 percent of homelessness occurring in families, the state also exceeds the national rate for this measure, though only by 6.5 percentage points.

**TABLE SW-1. MISSOURI AND NATIONAL HOMELESS POPULATION CHARACTERISTICS—2014**

	Sheltered	Unsheltered	Individual	Persons in Families
Missouri	83.5%	16.4%	56.0%	43.9%
United States	69.3%	30.7%	62.6%	37.4%

Source: National Alliance to End Homelessness

In fact, the gap between the percent of homeless persons in families in the state as compared to the nation has narrowed as the share in Missouri has declined from past years.

A comparison of Point-in-Time Count (PITC) data from the past decade (shown in Table 1.2) documents a peak in the annual number of homeless persons in 2012 at over 10,000 but that in 2015 the total for homeless persons (6,482) was only slightly above the decade low count recorded in 2007.

Table SW-2 shows the PITC data in the categories of Sheltered (Emergency and Transitional) and Unsheltered and the percentage for each of these categories and how it has evolved over time.

The notable statewide trend in the most recent 2014 and 2015 PITC data involves the number of unsheltered individuals. For most of the decade the percentage of those who were unsheltered ranged from 21 percent to 27 percent. More recent data show a drop to 13 and 16.5 percent respectively. And while the number of persons in emergency shelters was about the same at the beginning and end of the 10-year period, there was a marked drop at those same time points in the number of persons in transitional housing.

<sup>1</sup> 2014 data are the most recent national data available from the National Alliance to End Homelessness’ annual *State of Homelessness* report.

**TABLE SW-2. SHELTERED AND UNSHELTERED IN POINT-IN-TIME COUNTS  
TOTALS FOR THE STATE OF MISSOURI, 2006 TO 2015**

	SHELTERED		UNSHELTERED	TOTAL
	Emergency Shelter	Transitional Housing		
2015	3,379 (52%)	2,032 (31%)	1,071 (17%)	<b>6,482</b>
2014	3,521 (48%)	2,788 (38%)	973 (14%)	<b>7,282</b>
2013	3,381 (40%)	3,120 (36%)	2,080 (24%)	<b>8,581</b>
2012	4,683 (46%)	3,210 (31%)	2,344 (23%)	<b>10,237</b>
2011	3,523 (39%)	3,195 (36%)	2,271 (25%)	<b>8,989</b>
2010	3,363 (41%)	2,973 (37%)	1,786 (22%)	<b>8,122</b>
2009	2,894 (42%)	2,575 (37%)	1,490 (21%)	<b>6,959</b>
2008	3,157 (41%)	2,450 (32%)	2,080 (27%)	<b>7,687</b>
2007	2,969 (47%)	2,168 (35%)	1,110 (18%)	<b>6,247</b>
2006	3,329 (38%)	3,529 (40%)	1,940 (22%)	<b>8,798</b>

Source: Point-in-Time (PITC) information provided to the U.S. Department of Housing and Urban Development by CoCs in the application for CoC Homeless Assistance Programs <https://www.hudexchange.info/manage-a-program/coc-homeless-populations-and-subpopulations-reports>

Table SW-3 compares data from 2009 (the year the Great Recession ended) with the most recent 2015 PITC data for each Continuum of Care (CoC) in Missouri in the categories of sheltered/unsheltered and individuals/families. The table organizes the CoCs into the clusters of large urban (City of St. Louis, Kansas City, St. Louis County), small urban (St. Charles, Springfield, Joplin and St. Joseph) and Balance of State.

Approximately one-half of total homelessness in Missouri is in the three large urban CoCs. These data show a highly variable experience across the CoCs in the number of homeless persons as compared at these two points in time. Springfield CoC recorded almost a 40 percent increase while the CoC in St. Louis County shows a decrease of just over 30 percent. Joplin CoC and Balance of State also had significant decreases while comparable downward trends recorded for St. Charles and Kansas City were more modest.

Like Springfield CoC, the cities of St. Louis and St. Joseph had increases, although much more limited in scope.

**TABLE SW-3. COMPARISON OF 2009 TO 2015 POINT-IN-TIME COUNTS, BY URBAN AND RURAL CATEGORIES**

	Total Homeless		Sheltered		Unsheltered		Individuals		Persons in Families		Pct Change in Total Homeless
	2009	2015	2009	2015	2009	2015	2009	2015	2009	2015	
CONTINUA OF CARE											
Kansas City	1,587	1,471	1,390	1,325	197	138	978	919	609	518	-7.8%
St. Louis County	643	438	414	379	229	59	221	154	422	233	-31.9%
City of St. Louis	1,306	1,354	973	1,258	333	96	842	780	464	574	+3.6%
<b>Large Urban (percent of total)</b>	<b>50.8%</b>	<b>49.8%</b>	<b>50.8%</b>	<b>54.2%</b>	<b>51%</b>	<b>27.3%</b>	<b>53%</b>	<b>52.8%</b>	<b>48%</b>	<b>46.1%</b>	
St. Charles	830	803	549	556	281	128	338	239	492	548	-3.2%
Springfield	418	584	383	409	35	175	201	328	217	245	+39.7%
Joplin	322	258	285	238	37	20	261	156	61	98	-19.9%
St. Joseph	159	164	155	156	4	8	96	107	63	57	+3.1%
<b>Small Urban (percent of total)</b>	<b>24.8%</b>	<b>27.6%</b>	<b>25.1%</b>	<b>24.8%</b>	<b>24%</b>	<b>30.8%</b>	<b>23%</b>	<b>23.6%</b>	<b>27%</b>	<b>33.0%</b>	
Balance of State	1,694	1,479	1,320	1,148	374	331	886	836	808	603	-12.7%
<b>(percent of total)</b>	<b>24.3%</b>	<b>23.0%</b>	<b>24.1%</b>	<b>21%</b>	<b>25%</b>	<b>31.0%</b>	<b>23%</b>	<b>24.0%</b>	<b>26%</b>	<b>21.0%</b>	

Source: Point-in-Time (PITC) information provided to HUD by CoCs in the application for CoC Homeless Assistance Programs <https://www.hudexchange.info/manage-a-program/coc-homeless-populations-and-subpopulations-reports>

**A. PATTERNS OF CHANGE**

Data for the period since the 2013 Missouri Homelessness report shows a much higher rate of change when compared with the 2009 to 2015 figures.

**1) Decline in Unsheltered:**

Among the most notable patterns to emerge from an analysis of the seven year trend is a decline in the rate of unsheltered homeless. In 2009 slightly over one-fifth (21.4 percent) of the homeless population was housed in unsheltered locations. The 2015 count shows the percentage of unsheltered decreasing by 5 points, to 16.4 percent, with a decline in absolute numbers of 416.

**2) Decline in the Number of Homeless Families:**

Another percentage decline occurred in the number of homeless persons in families. Whereas 45.8 percent of the homeless population in 2009 were part of families, this rate dropped to 43.9 percent in 2015, with individuals constituting the remainder.

**3) Homelessness in Major Metropolitan Areas:**

Even as their percentage of the state’s homeless population declined slightly, the CoCs that encompass St. Louis City, St. Louis County, and Kansas City continued to account for the largest share of total homelessness. Patterns have changed within this sector of the homeless population as well, however. Most noticeable was a steep decline in the percentage of unsheltered, from 51 percent in 2009 to 27.3 percent in 2015.

- While the portion of the homeless population in these major metropolitan areas remained virtually unchanged, numbers increased by 273 persons to a total of 3,263 as of 2015.
- The percentage of homeless in families reported by major city CoCs remained at roughly one-fifth of the total homeless population in each area.
- St. Louis County saw a significant decrease (by 31.9 percent) in its numbers of homeless, and also had the largest numeric decrease in the number of unsheltered.

**4) Decline in Balance of State Homelessness:**

Along with a decrease in total numbers, the portion of the homeless population in the Balance of State Continuum of Care (BoS) declined relative to the metropolitan area CoCs. Notably, the share of homeless taking refuge in unsheltered locations fell by 6 percent as their numbers were halved in the BoS. Both individuals and persons in families declined in number and proportion.

**5) Slight Increase in Homelessness for Regional CoCs:**

When compared to the 2009 total, the smaller regional CoCs saw a modest increase in the homelessness rate from 24.8 percent to 27.6 percent.

- The increase was related to increased homelessness in the Springfield CoC. For Springfield there was only a minor increase in the number of homeless in families, but the total for homeless individuals increased by roughly 50 percent over the 2009 total.
- In Joplin, which saw a dramatic surge in homelessness in the wake of a 2011 tornado, total homeless numbers declined from 322 to 258 in 2015.
- In catchment areas served by smaller regional CoCs, the number of persons who were counted as unsheltered increased among the homeless population. At the January 2015 count, over 30 percent of this group was not residing in a shelter.

Another trend that is troubling when viewed in tandem with the previous statistic is the increasing proportion of families classified as homeless in the regional CoCs. Residents of these areas constituted 33 percent of Missouri’s homeless in families in 2015, up from 27 percent in 2009.

**B. HOUSEHOLD TYPE DETAIL**

As seen in Table SW-4 the number of homeless households that include children, both sheltered and unsheltered, decreased across most categories, for an overall decline of 27 percent.

The number of households without children also declined across all housing categories, amounting to a total decrease of 22 percent. In contrast, the number of persons without children in emergency shelters increased by 38 percent.

**TABLE SW-4. HOUSEHOLD TYPE RECORDED IN POINT-IN-TIME COUNTS, 2012-2015**

	Sheltered				Unsheltered		Total	
	Emergency Shelter		Transitional Housing		2013	2015	2013	2015
	2013	2015	2013	2015	2013	2015	2013	2015
<b>HOUSEHOLDS</b>								
Without children	1,722	1,673	1,467	866	1,162	691	4,351	3,264
With at least one adult and one child	496	458	518	574	245	82	1,259	872
With only children	59	56	39	40	4	23	102	119
<b>PERSONS</b>								
Adults only	1,769	1,821	1,487	910	1,279	779	4,535	3,510
With at least one adult and one child	1,546	1,558	1,590	1,047	793	271	3,929	2,876
With only children	66	87	43	46	8	24	117	157

Source: HUD Homeless Data Exchange

**C. HOUSING INVENTORY COUNT**

Across the state, housing capacity increased for the homeless from 2009 to 2014. Over the four categories of emergency shelter, transitional housing, safe haven and permanent supportive housing shown in Table SW-5, the increase was just over 22 percent.

**TABLE SW-5. MISSOURI HOUSING INVENTORY COUNT**

HOUSING INVENTORY COUNT TYPE	2009	2014	Change
Emergency Shelter	3,732	3,882	+4%
Transitional Housing	3,633	3,348	-7%
Safe Haven	26	54	+107%
Permanent Supportive Housing	3,195	5,659	+77%
<b>Total</b>	<b>10,586</b>	<b>12,943</b>	<b>22.3%</b>

Source: HUD Homeless Data Exchange

The inventory of beds targeted for permanent supportive housing increased by 77 percent. Nonetheless, advocates for the mentally ill and disabled argue that availability of these remains inadequate. As a result, those who find it difficult to function in the community may either remain institutionalized or, in some cases, prefer to live on the streets.



**TABLE SW-6. HOUSING INVENTORY COUNT, BY CoC, FOR 2009 AND 2014**

CoC	Emergency Shelter		Transitional Housing		Permanent Supportive Housing	
	2009	2014	2009	2014	2009	2014
Kansas City	1,047	1,007	791	862	915	1,678
St. Louis County	276	211	141	188	261	322
City of St. Louis	478	558	1,007	783	895	1619
subtotal	48.3%	46.7%	53.4%	54.7%	64.8%	64.0%
St. Charles	104	102	78	163	36	74
Springfield	120	119	563	422	115	103
Joplin	101	171	300	183	37	152
St. Joseph	107	95	49	85	158	253
subtotal	11.6%	12.8%	27.3%	25.5%	10.8%	10.3%
Balance of State	1,499	1,538	704	662	778	1,458
subtotal	40.2%	40.5%	19.4%	19.8%	24.4%	25.8%
<b>Missouri Total</b>	<b>3,732</b>	<b>3,801</b>	<b>3,633</b>	<b>3,348</b>	<b>3,195</b>	<b>5,659</b>

Source: HUD Homeless Data Exchange

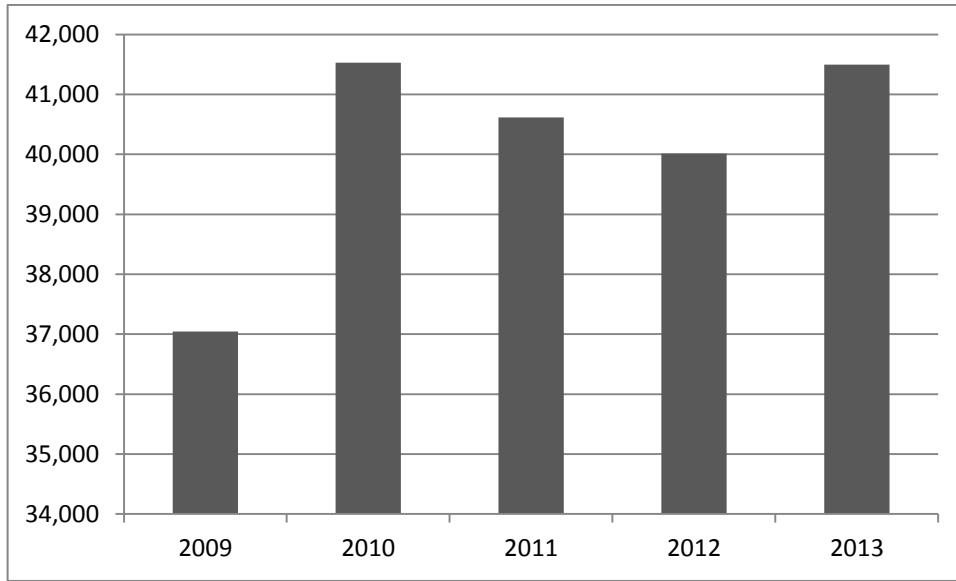
The largest share of permanent supportive housing — 65 percent — is found in the major metropolitan CoCs (Table SW-6). The trend line over the period 2009 to 2014 indicates that this proportion has held steady. The beds dedicated to this use in the smaller CoCs of St. Charles, Springfield, Joplin and St. Joseph constitute the lowest share of permanent supportive housing in the state at 10.3 percent. Over this same period, the share of emergency shelter beds found in the major urban center CoCs decreased slightly, from 48.3 percent to 46.7 percent.

When entering data on housing inventory, service providers have the option of designating target populations. Domestic violence survivors may be included among the secondary target populations associated with a stock of beds, but domestic violence shelters are not required to participate in HMIS. Consequently, the inventory count does not necessarily offer a complete picture of the space available.

Data from other sources indicate that the unmet need for shelter for survivors of domestic violence in Missouri exceeds the available supply of beds. For example, these data for 2014 show 1,613 beds in Missouri which sheltered 9,852 individuals during that year. In 2014, more than 23,000 individuals were turned away because a shelter was full. The unmet need is greatest in the urban areas of Kansas City and St. Louis which together account for 70 percent of that unmet need.<sup>2</sup> As the data in Chart SW-1 illustrate, domestic violence incidents in Missouri have persisted above 40,000 since 2010.

<sup>2</sup> Missouri Coalition Against Domestic & Sexual Violence 2014 Annual Report  
<http://www.mocadsv.org/FileStream.aspx?FileID=345>

**CHART SW-1. DOMESTIC VIOLENCE INCIDENTS – 2009-2013**



Source: Missouri State Highway Patrol

**D. SUBPOPULATION DETAIL**

A comparison of 2015 subpopulation totals with those from 2013 provides an additional perspective on how homelessness appears to be declining.

Decreases have occurred in the numbers of both sheltered and unsheltered (Table SW-7). The sharpest reduction is evident in the count for homeless individuals and persons in families identifying as having substance use disorders. The number experiencing symptoms of mental illness also dropped, although by a smaller percentage, and at last count was roughly equal to the number with substance use disorders.

Although the state is far from having eliminated homelessness among veterans – the 5-year goal set by the Obama Administration in 2011 – there were steep declines in this group as well, both in totals and the numbers for sheltered and unsheltered.

The ranks of those experiencing chronic homelessness decreased only slightly from 2013. Since many of those belonging to this category need additional help to function in housing, the move from homelessness to more stable living conditions will often require available permanent supportive housing.

**TABLE SW-7. MISSOURI HOMELESS SUBPOPULATIONS, 2013 AND 2015**

Subpopulation	TOTALS		Percent Change	SHELTERED		Percent Change	UNSHELTERED		Percent Change
	2013	2015		2013	2015		2013	2015	
Substance Use Disorders	1,904	1,119	-41.2%	1,526	850	-44.3%	378	269	-28.8%
Experiencing Symptoms of Mental Illness	1,540	1,120	-27.3%	1,092	804	-26.4%	448	316	-29.5%
Veterans	843	540	-35.9%	667	430	-35.5%	176	110	-37.5%
Domestic Violence Survivors	928	924	-0.4%	839	863	2.9%	89	61	-31.5%
Persons with HIV/AIDS	57	42	-26.3%	50	32	-36.0%	7	10	42.9%
Chronically Homeless	1,037	1,025	-1.2%	601	652	8.5%	436	373	-14.4%

Source: HUD Homeless Data Exchange

In the seven subcategories included in Table SW-8, there are no consistent patterns with respect to changes in the number of homeless persons. Generally, totals for three groups account for the majority of the subcategory population. These include individuals and persons in families who:

- Are chronically homeless
- Have experienced symptoms of mental illness
- Have substance use disorders.

**Table SW-8. MISSOURI POINT-IN-TIME COUNT SUBPOPULATION DETAIL – 2006-2015**

	Chronically Homeless	Experienced Symptoms of Mental Illness	Have Substance Use Disorders	Served As Veterans	Persons with HIV/AIDS	Domestic Violence Survivors	Unaccompanied Youth
2015	1,025	1,120	1,119	540	42	924	474
2014	997	1,134	993	652	79	697	*
2013	1,037	1,540	1,904	843	57	928	*
2012	906	1,461	2,023	899	66	1,198	77
2011	1,156	1,562	1,969	852	55	969	112
2010	1,287	1,317	1,568	*	357	974	81
2009	892	763	1,263	529	113	723	118
2008	1,226	639	1,095	377	80	919	97
2007	1,221	741	1,052	416	55	653	35
2006	1,189	1,612	1,139	387	85	818	108

Source: Point-in-Time (PIT) information provided to HUD by CoCs in the application for CoC Homeless Assistance Programs; <https://www.hudexchange.info/manage-a-program/coc-homeless-populations-and-subpopulations-reports> (\* data not reported in HUD Exchange)

**1) Needs of Chronically Homeless Individuals and Families:**

While Housing First and Rapid Re-housing may offer a viable solution for some of the chronically homeless, there are others who have greater or simply different needs. The latter may, for example, experience emotional crises during the night. Without appropriate supports, these incidents may end with a

visit to an emergency room or conflicts with a landlord that can lead to eviction. The difficulties associated with finding other residences should not be underestimated, no more than emergency room costs. One of the CoC chairs has stressed that no one in the geographic area served by their participating agencies is making the connection between homelessness and the medical expenses associated with treating uninsured individuals who, because of their lack of healthy accommodations, have or are at risk of serious illness. (This is a topic that deserves much more attention.)

Although the state has been adding permanent supportive housing, according to advocates for those most difficult to house, the need remains. Some service providers, particularly those working with the mentally ill, have ventured into development projects or have opened negotiations with landlords that are intended to educate them in how best to work with certain populations.

With respect to development projects, many service providers feel satisfaction with what they've achieved, as well as the flexibility that comes with designing service facilities in tandem with housing. At the same time, some question their capacity to continue this type of work, no matter how pronounced the need, due to the intricacies of acquiring funding, dealing with sub-contractors and project management in general. Some have commented on the complexity of the LIHTC application process, which can put non-profits with limited development experience at a disadvantage. The Missouri Housing Development Commission (MHDC) has responded to these concerns by offering developers and non-profits opportunities to strengthen their relationships in ways that will benefit development of special needs housing. One example of such opportunities are sessions conducted at the Missouri Housing Summit.

## 2) ***Subpopulations in the Urban Areas:***

Across the eight continua of care, homelessness programming in Missouri's major urban centers serves a disproportionate share of almost every category of homeless persons. Evidence of this is readily apparent in Table SW-9.

Comparison of 2013 to 2015 tallies indicates the proportions shift somewhat, but the overall pattern remains the same, with a 2-to-1 or even 3-to-1 ratio in the numbers of urban-based to rural-based homeless individuals and families. The same sort of pattern prevails when the population in the small MSA-oriented CoC is compared with urban areas.

Although city leadership in these less populous regions of the state have expressed fears that the services they offer will attract larger numbers of homeless individuals and families, urban centers seem to exercise a greater pull.

This may explain why the pattern is less pronounced with respect to statistics for the unsheltered homeless population. Because of the necessity of dealing with more sizeable populations, large urban centers may offer a greater range of available and accessible services than is possible for rural areas where there is perceived to be less demand and where resources may be more constrained. Increased availability and accessibility would tend to impact percentages for those who are sheltered, as opposed to those who are unsheltered: i.e., have not been tallied as in receipt of services.

**TABLE SW-9. SHELTERED AND UNSHELTERED SUBPOPULATIONS**

CoC	Chronic Homelessness		Symptoms of Mentally Illness		Substance Use Disorders		Veterans		Persons with HIV/AIDS		Domestic Violence Survivors	
	2013	2015	2013	2015	2013	2015	2013	2015	2013	2015	2013	2015
<b>SHELTERED</b>												
Kansas City	120	316	393	244	393	305	176	125	21	14	174	295
City of St. Louis	110	174	277	101	300	48	173	140	27	23	192	30
St. Louis County	96	16	102	40	21	41	40	27	0	3	64	17
<i>subtotal</i>	<b>54.2%</b>	<b>63.9%</b>	<b>70.7%</b>	<b>50.0%</b>	<b>46.8%</b>	<b>51.8%</b>	<b>58.3%</b>	<b>61.9%</b>	<b>96.0%</b>	<b>97.6%</b>	<b>51.3%</b>	<b>45.1%</b>
St. Charles	50	33	85	121	33	8	0	2	0	0	11	18
Springfield	131	46	68	66	56	68	12	10	0	0	75	78
Joplin	6	36	16	11	196	68	99	50	0	1	35	15
St. Joseph	88	60	39	45	50	53	28	11	0	0	18	37
<i>subtotal</i>	<b>24.0%</b>	<b>22.1%</b>	<b>19.0%</b>	<b>31.6%</b>	<b>22.0%</b>	<b>25.9%</b>	<b>20.9%</b>	<b>15.5%</b>	<b>0.0%</b>	<b>2.4%</b>	<b>16.6%</b>	<b>17.2%</b>
Balance of State	131	111	112	142	477	170	139	107	2	0	270	268
<i>subtotal</i>	<b>21.8%</b>	<b>14.1%</b>	<b>10.3%</b>	<b>18.4%</b>	<b>31.3%</b>	<b>22.3%</b>	<b>20.8%</b>	<b>22.7%</b>	<b>4.0%</b>	<b>0.0%</b>	<b>32.2%</b>	<b>40.3%</b>
Total Count	601	792	1,092	770	1,526	761	667	472	50	41	839	758
<b>UNSHELTERED</b>												
Kansas City	158	71	163	61	142	45	78	24	4	3	32	22
City of St. Louis	28	28	27	27	22	22	20	20	0	0	6	6
St. Louis County	20	14	5	33	2	35	1	1	0	2	1	1
<i>subtotal</i>	<b>47.2%</b>	<b>34.9%</b>	<b>43.5%</b>	<b>43.1%</b>	<b>42.8%</b>	<b>43.6%</b>	<b>56.2%</b>	<b>38.5%</b>	<b>50.0%</b>	<b>50.0%</b>	<b>39.8%</b>	<b>56.9%</b>
St. Charles	28	25	23	11	29	14	3	1	0	0	2	6
Springfield	105	115	139	72	79	40	36	36	3	2	21	0
Joplin	12	9	5	6	8	5	7	2	0	0	9	0
St. Joseph	8	5	7	5	7	5	2	1	0	0	0	1
<i>subtotal</i>	<b>35.1%</b>	<b>47.5%</b>	<b>38.8%</b>	<b>33.5%</b>	<b>32.5%</b>	<b>27.4%</b>	<b>27.3%</b>	<b>34.2%</b>	<b>50.0%</b>	<b>20.0%</b>	<b>32.7%</b>	<b>2.0%</b>
Balance of State	77	57	79	66	89	68	29	32	0	3	27	15
<i>subtotal</i>	<b>17.7%</b>	<b>17.6%</b>	<b>17.6%</b>	<b>23.5%</b>	<b>23.5%</b>	<b>29.1%</b>	<b>16.5%</b>	<b>27.4%</b>	<b>0.0%</b>	<b>30.0%</b>	<b>27.6%</b>	<b>31.4%</b>
Total Count	436	324	448	281	378	234	176	117	8	10	98	51

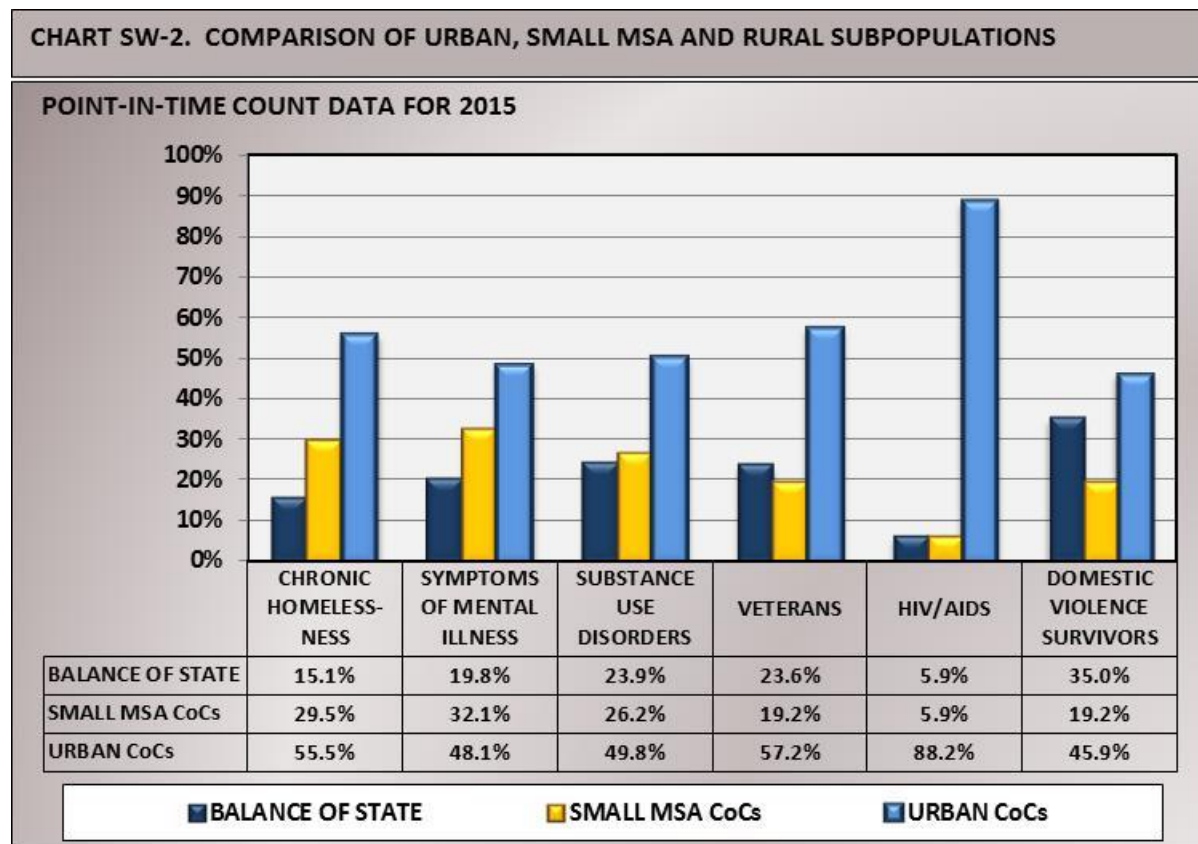
Source: HUD Homeless Data Exchange.

The changes in subpopulations between 2013 and 2015 will be explored in the sections on individual CoCs. Without understanding the context, however, it's not clear what some of these changes may mean: for example, why in urban shelters there has been a 20 percent decline in the presence of persons experiencing symptoms of mental illness or a nine percent increase in the population of chronically homeless individuals and families.

With respect to those who are chronically homeless, the statistics indicate that a greater percentage of this group was found in sheltered than in unsheltered conditions. In comparison to the 2013 figures, 17 percent more were included in the sheltered category in 2015.

In the smaller, more rural CoCs roughly 12 percent more were unsheltered. These CoCs, along with the Balance of State CoC, also had increases in the number of mentally ill that were identified during the count, either in sheltered or unsheltered conditions.

Chart SW-2 compares proportions for each subpopulation across CoC categories, using aggregated 2015 PITC records.



## **E. SCHOOL DISTRICT DATA ON HOMELESSNESS AS COMPARED TO POINT-IN-TIME COUNTS**

Trends in Missouri parallel the rise in the numbers of homeless students nationwide. Last year the U.S. Department of Education reported that over 1.25 million students enrolled during the 2012-13 school year were homeless. That's an 8 percent increase from the previous school year. Of those homeless children, nearly 76,000 were living without a parent, as unaccompanied youth. This is consistent with other data indicating that low-income people have not benefited from the recent economic recovery.

Missouri Department of Elementary and Secondary Education (DESE) data parallel these results somewhat more closely than is possible for PITC and Annual Homeless Assessment Report (AHAR) data. DESE estimates of "homeless enrolled students" indicate (1) higher numbers of homeless youth and families than reported in the PITC; and (2) a significantly higher rate of increase in homelessness. DESE reported 14,437 homeless students in its 2009-10 enrollment and 29,680 such students in 2013-14, a 106 percent increase. In contrast, PIT data over the same period shows a decrease in total homeless numbers, although the recorded instances of homeless children have increased.

While the comparison highlights a discrepancy between the two sources of data, it's important to remember how school districts collect the numbers they compile: i.e., not from a single count conducted during a 24-hour period, but throughout the school year, as children without a settled residence are identified. These children may be staying with family or friends (doubled-up), in motels or hotels or unsheltered. The definition of homelessness applied by HUD does not take into account anyone who has shelter – children or adults -- no matter how precariously housed they may be.

Even with AHAR results – more comparable with DESE records in that they are also based on data that are cumulative over a year's time -- there is a distinction: with schools, the child is the point of contact for its family, whereas CoCs tally adults seeking services for themselves and their children.

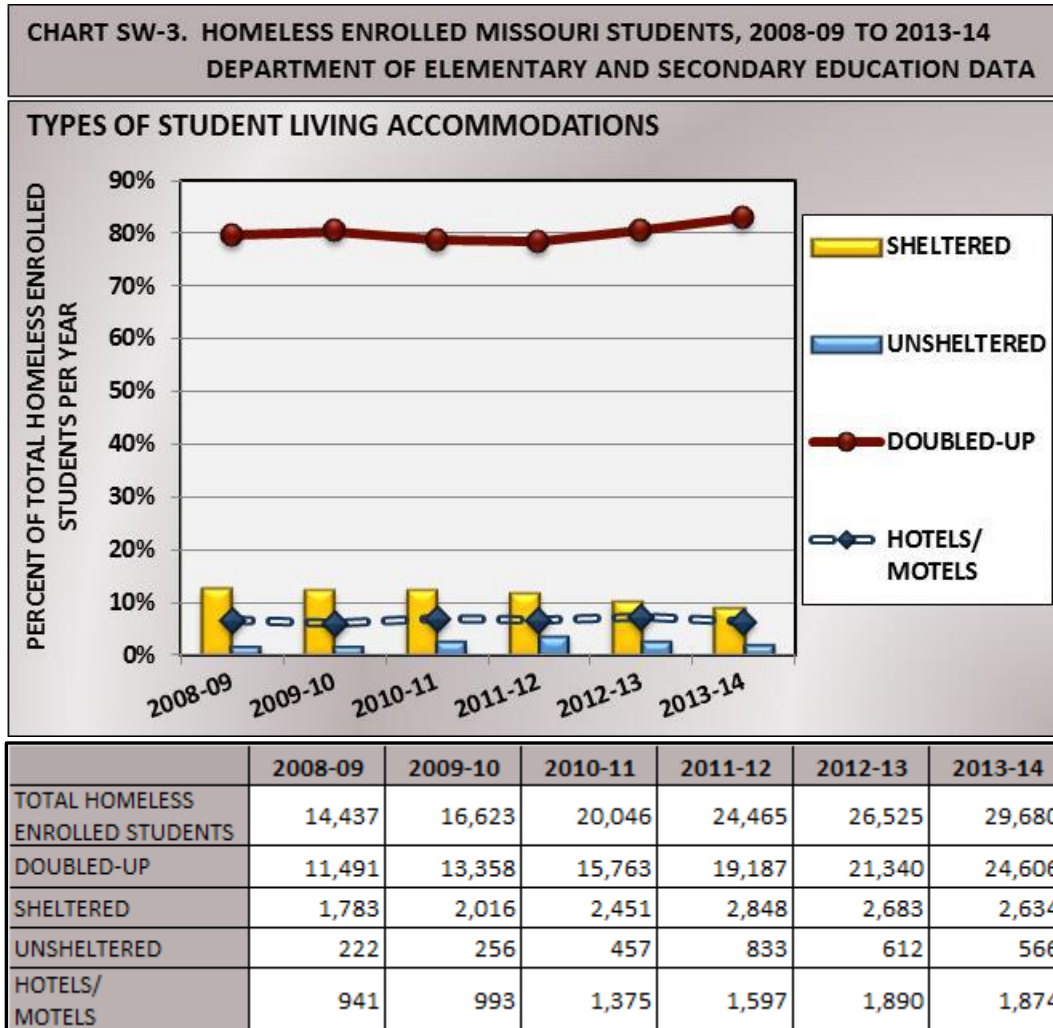
As noted in the 2013 report, teachers are in a unique position in the regular contact they maintain with children who have less than optimal home life. Through observation of behavior, conversations with students themselves or their friends, as well as other types of scrutiny afforded by the school environment, they may perceive vulnerabilities in a child's situation that the head of the household for a family may be unwilling to acknowledge.

In detecting living situations that impede student progress in school, teachers may also identify families that qualify for homeless assistance. In addition, each school district designates a homeless liaison to report to the state coordinator. This designates a staff person to take on the responsibility of maintaining a count.

### **6) *Doubling Up***

As seen in Chart SW-3, living accommodations for the vast majority of these students involved finding family or friends willing to give them temporary housing, either as independent individuals or within their family structure. Little has changed in this respect since the 2008-09 school year. The steep rise in the number of homeless enrolled students evident in Missouri's five-year trends in part results from a 114 percent increase in the number of students that are doubled-up.

The definition of homelessness employed by the U.S. Department of Housing and Urban Development (HUD) does not recognize this as a living situation that qualifies an individual or family to be considered homeless. The availability of and access to shelter are the determining considerations.



Source: Missouri Department of Elementary and Secondary Education Office of Quality Schools.

Accessed July 13, 2015 at:

<https://dese.mo.gov/sites/default/files/qs-hmls-homeless-data-statewide%202013-2014.pdf>

In explaining the discrepancy between DESE numbers and the PITC results, CoC leads cite divergence in the preferred federal definitions of homelessness: in this case between HUD and the Department of Education. Most programs that receive federal funding through HUD use the McKinney-Vento definition of a homeless individual as one who lacks a fixed, regular, and adequate nighttime residence. School districts, however, operate under the education subtitle of the Act, which expands the definition to include those “who are sharing the housing of other persons due to loss of housing or economic hardship.”



As housing resources are strained and families are forced to devote a higher portion of their income to rent or other housing costs, staying with friends or relatives – i.e., doubling-up” -- is increasingly becoming the option of last resort.<sup>3</sup> Identifying and counting individuals and families in these types of arrangements has a role to play in preventing homelessness, but some CoC leads have expressed concern that doubled-up families and youth are not adequately captured in the annual PITCs. National AHAR data show that these types of arrangement are often the last living situation of households that enter the homeless system.<sup>4</sup>

Although those who are doubled-up occupy a category outside HUD’s strict application of the term “homeless,” data that shed some light on these living situations are being tracked in HMIS, through responses to the question: where did the individual or family spend the night prior to entering homeless programming? While AHAR statistics derived from these responses have been telling, in some instances homeless persons are reluctant to disclose the accommodations they relied on during the previous night, leading to a situation where there may be a high level of missing data.

### **7) Unsheltered Students**

Roughly 2 percent of all homeless students were unsheltered in the 2013-2014 school year. In absolute numbers, students identified as unsheltered have increased by 154 percent since 2009. The two-year trend is more positive: since 2012, the number of unsheltered students has *decreased* by 267, reversing an upward arc evident in the previous four years.

### **8) Motels/Hotels**

Those living in motels or hotels represent 6.3 percent of all homeless students in 2013-14, down from 6.5 percent in 2009-2009. Still, in raw numbers of students living in these locations has increased by 933—nearly doubling—over the previous five years.

Table SW-10 below shows Missouri school districts that reported over 100 homeless enrolled students in 2014. Data from the 2013-14 school year is compared with data from the school year analyzed in the previous study (2011-12).

The table clearly shows that homeless students are found in high concentrations in a few urban districts. Just three districts – St. Louis City, Ferguson-Florissant R-II, and Kansas City 33—account for slightly over 8,000 homeless students, as documented by DESE. This amounts to roughly a quarter of total homeless students shown in Chart SW-3.

In 2014, 61 of Missouri public school districts or charter schools had over 100 homeless enrolled students, compared with 56 in 2012. The average change over two years for these districts was +59. The

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<sup>3</sup> American Institutes for Research, “America’s Youngest Outcasts: A Report Card on Child Homelessness (November 2014), pdf accessed at [www.homelesschildrenamerica.org/mediadocs/280.pdf](http://www.homelesschildrenamerica.org/mediadocs/280.pdf).

<sup>4</sup> State of Homelessness in America 2015, p. 36. According to the 2013 Annual Homeless Assessment Report to Congress (AHAR) 74.7 percent of people who had housing prior to accessing shelter were living in the home of a family or friend.

largest increase in homeless numbers occurred in the City of St. Louis school district, while Springfield R-XII saw the second largest increase.

Four other districts where the numbers of homeless students at least doubled include Springfield R-II, Jackson R-II, Waynesville R-VI, Seneca R-VII, and Wright City II of Warren County.

**TABLE SW-10. HOMELESS ENROLLED STUDENTS: SCHOOL DISTRICTS WITH TALLIES OF OVER 100, 2012/2014**

District	2012	2014	Change	District	2012	2014	Change
St. Louis City	3,551	5,033	1,482	Raytown C-2	180	179	-1
Ferguson-Florissant R-II	1,182	1,585	403	Warren Co. R-II	281	172	-109
Kansas City 33	1,101	1,569	468	Mexico 59	101	170	69
Independence 30	927	995	68	Harrisonville R-IX	160	169	9
Springfield R-XII	402	978	576	Liberty 53	148	169	21
Sedalia 200	825	898	73	Normandy Schools Coll.	267	168	-99
Riverview Gardens	856	747	-109	Waynesville R-VI	66	160	94
St. Joseph	500	695	195	West Plains R-VII	173	160	-13
Hazelwood	577	516	-61	St. Charles R-VI	184	156	-28
Branson R-IV	543	490	-53	Seneca R-VII	77	155	78
Fort Osage R-I	250	424	-174	McDonald Co. R-I	124	153	29
North Kansas City 74	371	389	18	Joplin Schools	855	148	-707
Camdenton R-III	207	383	176	Parkway C-2	220	142	-78
Hickman Mills C-1	248	334	86	Mehlville R-IX	156	139	-17
Rockwood R-VI	268	319	51	Cape Girardeau 63	107	136	29
Warrensburg R-VI	281	316	35	Forsyth R-III	125	136	11
Neosho R-V	335	290	45	Northwest R-I	253	133	122
Marshall	185	262	77	North St. Francois Co. R-I	284	130	-154
Confluence Academies	156	256	100	Wentzville R-IV	172	122	-50
Francis Howell R-III	174	245	71	Dunklin R-V	80	122	42
Hollister R-V	207	236	29	Park Hill	125	115	-10
Carthage R-IX	138	213	75	Wright City II, Warren Co.	54	113	59
Meramec Valley R-III	110	213	103	Farmington R-VII	115	112	-3
Columbia 93	182	211	29	Clinton	102	109	7
Jennings	170	208	38	Nevada R-V	94	108	14
Jackson R-II	67	207	140	Lee's Summit R-VII	85	108	23
St. Clair R-XIII	145	203	58	Ft. Zumwalt R-II	95	106	11
Jefferson City	115	198	83	Excelsior Springs 40	55	106	51
Ritenour	121	194	73	Willard R-II	155	103	-52
Republic R-III	153	194	41	Hannibal 60	91	102	11
University City	122	187	65				

Source: Missouri Department of Elementary and Secondary Education

To better understand the relationship between DESE’s numbers and the broader issue of homelessness in the state, we indexed Missouri school districts to the CoCs that encompassed their boundaries. Table SW-11 organizes the counts of homeless students reported by districts by the corresponding CoC.

**TABLE SW-11 . HOMELESS STUDENTS REPORTED BY SCHOOL DISTRICTS, ORGANIZED BY CoC**

Continua of Care	2011-2012	2013-2014	Change (number)	Change (%)
Balance of State CoC	8,805	<b>9,937</b>	+1,932	+24.1%
St. Louis City CoC	3,841	<b>5,517</b>	+1,676	+43.6%
Kansas City CoC	3,802	<b>4,849</b>	+1,047	+27.5%
St. Louis County CoC	4,365	<b>4,693</b>	+328	+7.5%
Springfield CoC	997	<b>1,629</b>	+632	+63.4%
St. Charles CoC	957	<b>1,169</b>	+212	+22.2%
Joplin CoC*	1,567	<b>920</b>	-647	-43.1%
Joplin CoC, excluding Joplin Schools	712	<b>772</b>	+60	+8.4%
St. Joseph CoC	546	<b>780</b>	+234	+42.9%

Source: Missouri Department of Elementary and Secondary Education

Although urban centers have the highest concentrations of homeless students, the BoS is home to the highest number. School districts in this extensive, heavily rural area reported a total of 9,937 students as homeless in 2014. The next highest numbers are associated with the large urban CoCs, beginning with St. Louis City (including charter schools) at 5,517 and followed by the CoCs of Kansas City, St. Louis County and Springfield. Districts within the continua of St. Louis City and Springfield reported the steepest increases in numbers of homeless students. When considering its combined school districts, the Springfield CoC experienced growth of 63.4 percent. Numbers within the St. Louis City CoC grew by 43.6 percent.

Table SW-12.1 on the following pages indexes tallies of homeless students from school districts within each of the eight CoCs. (Please note: The table is displayed in two parts.) The points below highlight observations made in relation to the data presented:

- The highest number of homeless students of any district, with roughly one in five of its student population without a stable housing situation at some point in the 2013-2014 school year, was located in the St. Louis City CoC catchment area. In addition to the St. Louis Public Schools, there are a number of charter schools within the City of St. Louis CoC. These schools reported approximately 70 percent more homeless students in 2014 than two years prior. The St. Louis Public Schools added 1,482 students, for a 41.7 percent increase.
- The homeless student population in the St. Louis County CoC grew at the slowest rate (7.5 percent), with a median of 103 homeless students per district. Approximately one third of districts reported lower numbers for 2013-14 than for 2011-12. By far, the highest numbers are found in the Ferguson-Florissant district, followed by Riverview Gardens and Hazelwood.

**TABLE SW-12.1. HOMELESS ENROLLED STUDENTS BY SCHOOL DISTRICT AND CoC**

<b>St. Louis City CoC Districts</b> <i>(organized by Change value)</i>	<b>2011-12</b>	<b>2013-14</b>	<b>Change</b>	<b>St. Louis City CoC Districts</b> <i>(organized by Change value)</i>	<b>2011-12</b>	<b>2013-14</b>	<b>Change</b>
City of St. Louis	3,551	5,033	1,482	Ferguson-Florissant	1,182	1,585	403
Confluence Academies	156	256	100	Ritenour	121	194	73
St. Louis Language Immersion	10	54	44	University City	122	187	65
Eagle College Prep Endeavor	0	21	21	Rockwood R-VI	268	319	51
Lift for Life Academy	5	18	13	Jennings	170	208	38
Grand Center Arts Academy	0	10	10	Special School District	49	73	24
JAMAA Learning Center	19	28	9	Lindbergh	42	64	22
Preclarus Mastery Academy	1	10	9	Pattonville R-III	95	110	15
Construction Careers Center	14	20	6	Hancock Place	81	96	15
Premier Charter School	37	41	4	Valley Park	10	20	10
South City Preparatory	0	1	1	Kirkwood R-VII	18	27	9
City Garden Montessori	0	0	0	Clayton	6	10	4
Ethel Hedgeman Lyle Academy	0	0	0	Ladue	14	17	3
Gateway Science Academy	0	0	0	Affton	31	33	2
Lafayette Prep Academy	0	0	0	Bayless	11	13	2
Hawthorn Leadership School	0	0	0	Brentwood	19	3	-16
City Garden Montessori	0	0	0	Mehlville R-IX	156	139	-17
Carondelet Leadership Academy	22	17	-5	Webster Groves	50	22	-28
Better Learning Community Academy	4	3	-1	Hazelwood	577	516	-61
Northside Community School	5	0	-5	Normandy Schools Collaborative	267	168	-99
KIPP St. Louis	17	5	-12	Parkway C-II	220	142	-78
				Riverview Gardens	856	747	-109
<b>Totals</b>	<b>3,841</b>	<b>5,517</b>	<b>+1,676</b>	<b>Totals</b>	<b>4,365</b>	<b>4,693</b>	<b>+328</b>

<b>St. Charles CoC Districts</b> <i>(organized by Change value)</i>	<b>2011-12</b>	<b>2013-14</b>	<b>Change</b>	<b>Springfield CoC Districts</b> <i>(organized by Change value)</i>	<b>2011-12</b>	<b>2013-14</b>	<b>Change</b>
Warren County R-III	66	172	106	Springfield R-XII	402	978	576
Francis Howell R-III	174	245	71	Ozark R-VI	46	100	54
Wright City R-II	54	113	59	Republic R-III	153	194	41
Orchard Farm R-V	43	82	39	Logan-Rogersville R-VIII	31	60	29
Ft. Zumwalt R-II	95	106	11	Sparta R-III	5	28	23
Washington	45	55	10	Clever R-V*	0	13	13
Winfield R-IV	80	86	6	Fair Grove R-X*	0	7	7
Silex R-1	3	3	0	Spokane R-VII	14	18	4
Tory R-III	28	22	-6	Marshfield R-I	1	5	4
Elsberry R-II	13	7	-6	Ash Grove R-IV*	0	2	2
St. Charles R-VI	184	156	-28	Chadwick R-I	0	2	2
Wentzville R-IV	172	122	-50	Niangua R-V	0	0	0
				Seymour R-II	0	0	0
				Billings R-IV	0	0	0
				Strafford R-VI	0	0	0
				Walnut Grove R-V*	1	0	-1
				Fordland R-III	56	49	-7
				Willard R-II	155	103	-52
				Nixa*	133	70	-63
<b>Totals</b>	<b>957</b>	<b>1,169</b>	<b>+212</b>	<b>Totals</b>	<b>997</b>	<b>1,629</b>	<b>+632</b>

\*A portion of this district falls within the Balance of State Continuum of Care.

**TABLE SW-12.1. (CONTINUED)**

<b>Joplin CoC Districts</b> <i>(organized by Change value)</i>	<b>2011-12</b>	<b>2013-14</b>	<b>Change</b>	<b>St. Joseph CoC Districts</b> <i>(organized by Change value)</i>	<b>2011-12</b>	<b>2013-14</b>	<b>Change</b>
Carthage R-IX	138	213	75	St. Joseph	500	695	195
East Newton Co. R-VI	28	75	47	Maysville R-I	23	61	38
Diamond R-IV	21	59	38	Osborn R-O School Dist*	0	5	5
Westview C-6	13	32	19	Savannah R-III	3	5	2
Sarcoxie R-II	0	7	7	Union Star R-II	1	2	1
Webb City R-VII	57	61	4	North Andrew Co. R-VI	0	0	0
Jasper Co. R-V*	15	16	1	Stewartsville C-2*	0	0	0
Avilla R-XIII	0	0	0	Avenue City R-IX	0	0	0
Golden City R-III*	0	0	0	Buchanan Co. R-IV	0	0	0
Neosho R-V	335	290	-45	East Buchanan Co. C-I*	0	0	0
Carl Junction R-I	105	19	-86	Mid-Buchanan Co. R-V	19	12	-7
Joplin Schools	855	148	-707				
<b>Totals</b>	<b>1,567</b>	<b>920</b>	<b>-647</b>	<b>Totals</b>	<b>546</b>	<b>780</b>	<b>+234</b>
<b>Totals excluding Joplin</b>	<b>712</b>	<b>772</b>	<b>+60</b>				

\*A portion of this district falls within the Balance of State Continuum of Care.

- Homeless students in the St. Charles CoC topped 1,000 in 2014. Warren County R-III reported the largest increase (103) in this population.
- Much of the decrease in homelessness in the Joplin CoC reflects a return to more stable conditions in the aftermath of the 2011 tornado that caused significant devastation in the city. When school districts in the City of Joplin area are excluded from the count, the data show an *increase* of 60 homeless students in the CoC catchment area. As noted previously, within the Springfield CoC, the Springfield R-XII district reported numbers of homeless that were double the numbers reported two years prior. At the same time, Nixa and Willard R-II documented significant declines in their homeless student populations.
- Homeless students in the St. Joseph CoC are primarily concentrated in the St. Joseph district. In 2014, the CoC’s districts reported a total number of homeless students that was 42.9 percent higher than the figure from two years prior. It appears that the growth stemmed from an increase in this district.

The last section of Table SW-12 (SW-12.2) shows the 30 BoS CoC school districts. The list is limited to the districts with the highest numbers of homeless enrolled students in 2014, organized in descending order by 2013-14 frequency. Districts within the Kansas City CoC catchment area appear in the same table, with comparative data for the same school years (2011-2012 and 2013-14).

As noted previously, in 2014 DESE documented a total of 9,937 homeless students in the state’s school districts that align with the Balance of State CoC’s boundaries. This count represents an increase of 24 percent from the 2011-2012 school year. The highest numbers are found in Sedalia 200 (898), followed by Branson (490), and Camdenton R-III (383). Altogether, the 30 districts contained in the table account for 60 percent of the homeless students in the BoS.

In the Kansas City CoC, the median homeless student population per district is 21. Nearly one third of this population attends Kansas City 33.

**TABLE SW-12.2. HOMELESS ENROLLED STUDENTS BY SCHOOL DISTRICT AND CoC (CONTINUED)**

<b>Kansas City CoC Districts</b> <i>(organized by Change value)</i>	<b>2011-12</b>	<b>2013-14</b>	<b>Change</b>	<b>Balance of State CoC Districts</b> <i>(30 highest, organized by 2013-14 value)</i>	<b>2011-12</b>	<b>2013-14</b>	<b>Change</b>
Kansas City 33	1,101	1,569	468	Sedalia 200	825	898	73
Fort Osage R-I	250	424	174	Branson R-IV	543	490	-53
Hickman Mills C-1	248	334	86	Camdenton R-III	207	383	176
Della Lamb Elementary	18	96	78	Warrensburg R-VI	281	316	35
Independence 30	927	995	68	Marshall	185	262	77
Center 58	67	118	51	Hollister R-V	207	236	29
Crossroads Academy, Kansas	0	39	39	Meramec Valley R-III	110	213	103
Hogan Prep Academy	32	71	39	Columbia 93	182	211	29
Hope Academy	0	37	37	Jackson R-II	67	207	140
Hope Leadership Academy	0	37	37	St. Claire R-XIII	145	203	58
Lee's Summit R-VII	85	108	23	Jefferson City	115	198	83
Grandview C-4	38	57	19	Mexico 59	101	170	69
North Kansas City 74*	371	389	18	Harrisonville R-IX	160	169	9
Academy Lafayette	0	14	14	Liberty 53**	148	169	21
KIPP Endeavor Academy	1	17	16	West Plains R-VII	173	160	-13
DeLasalle Charter School	0	13	13	Waynesville R-VI	66	160	94
Academy for Integrated Arts	0	8	8	Seneca R-VII	77	155	78
Grain Valley R-V	9	14	5	McDonald County R-I	124	153	29
Lee A. Tolbert Com Academy	8	13	5	Forsythe R-III	125	136	11
Alta Vista Charter School	8	10	2	Cape Girardeau 63	107	136	29
Frontier School of Innovation	0	1	1	Northwest R-I	253	133	-120
Allen Village	4	5	1	No. St. Francois Co. R-I	284	130	154
Oak Grove R VI*	0	1	1	Dunklin R-V	80	122	42
Scuola Vita Nuova	0	1	1	Farmington R-VII	115	112	-3
University Academy	66	67	1	Clinton	102	109	7
Frontier School of Innovation	0	1	1	Nevada R-V	94	108	14
Genesis School Inc.	0	0	0	Excelsior Springs 40	55	106	51
B. Banneker Academy	0	0	0	Hannibal 60	91	102	11
Ewing Marion Kauffman School	0	0	0	Cassville R-IV	56	99	43
Raytown C-2	180	179	-1	Belton 124	60	98	38
Lone Jack C-VI	5	3	-2				
Brookside Charter School	6	2	-4				
Park Hill School District*	125	115	-10				
Pathway Academy	45	25	-20				
Gordon Parks Academy	32	7	-25				
Platte Co. R-III*	101	66	-35				
Blue Springs R-IV	75	14	-61				
<b>Totals</b>	<b>3,802</b>	<b>4,849</b>	<b>+1,047</b>	<b>**Portion in the Kansas City CoC.</b>			

Source: Missouri Department of Elementary & Secondary Education

\*Portion(s) within BoS CoC

Table SW-13 groups the districts into categories based on defined ranges. As this table shows, there are districts within the Balance of State CoC boundaries that have high numbers, but these districts are in the minority.

**TABLE SW-13. TALLIES FOR SCHOOL DISTRICT CATEGORIES  
BASED ON NUMBER OF HOMELESS ENROLLED STUDENTS  
DATA FROM THE 2013-14 SCHOOL YEAR**

Range	Number of School Districts
No reported homeless students among enrollees	249
Between one and 20 homeless students	62
Between 20 and 100	69
More than 100 homeless students	28
• Between 200 and 500	9

Source: Missouri Department of Elementary and Secondary Education

**9) *Student Homelessness And Implications For Academic Proficiency***

Ten years of data show that mobility has a negative impact on student’s grades and a student’s likelihood of graduating from high school. In fact, a 2014 report from America’s Alliance and the Center for Promise at Tufts University found that a child who experienced homelessness had an 87 percent higher chance of dropping out than a stably housed peer.<sup>5</sup>

Based on data provided in Table SW-14, it is evident that housing instability has had an impact on homeless children in Missouri. The data suggest that the impact may be even more pronounced for Missouri children in comparison to students at the national level. Between 2009-10 and 2012-13, less than 30 percent of students in the state who had experienced homelessness performed proficiently on the annual math assessment. Though showing slight improvement from a couple years ago, this rate is still 15 percentage points below the national rate of 44 percent.

**TABLE SW-14. ACADEMIC PROFICIENCY RATING OF HOMELESS STUDENTS**

	School Year			
	2009-10	2010-11	2011-12	2012-13
<b>MATH ASSESSMENT</b>				
Missouri	26%	26%	29%	29%
US	50%	51%	48%	44%
<b>READING ASSESSMENT</b>				
Missouri	26%	30%	31%	30%
US	52%	52%	51%	47%

Source: National Center for Homeless Education

Similar statistics are associated with reading proficiency, with 31 percent or less demonstrating competency. As was true for mathematics, this puts Missouri scores well below those achieved at a national

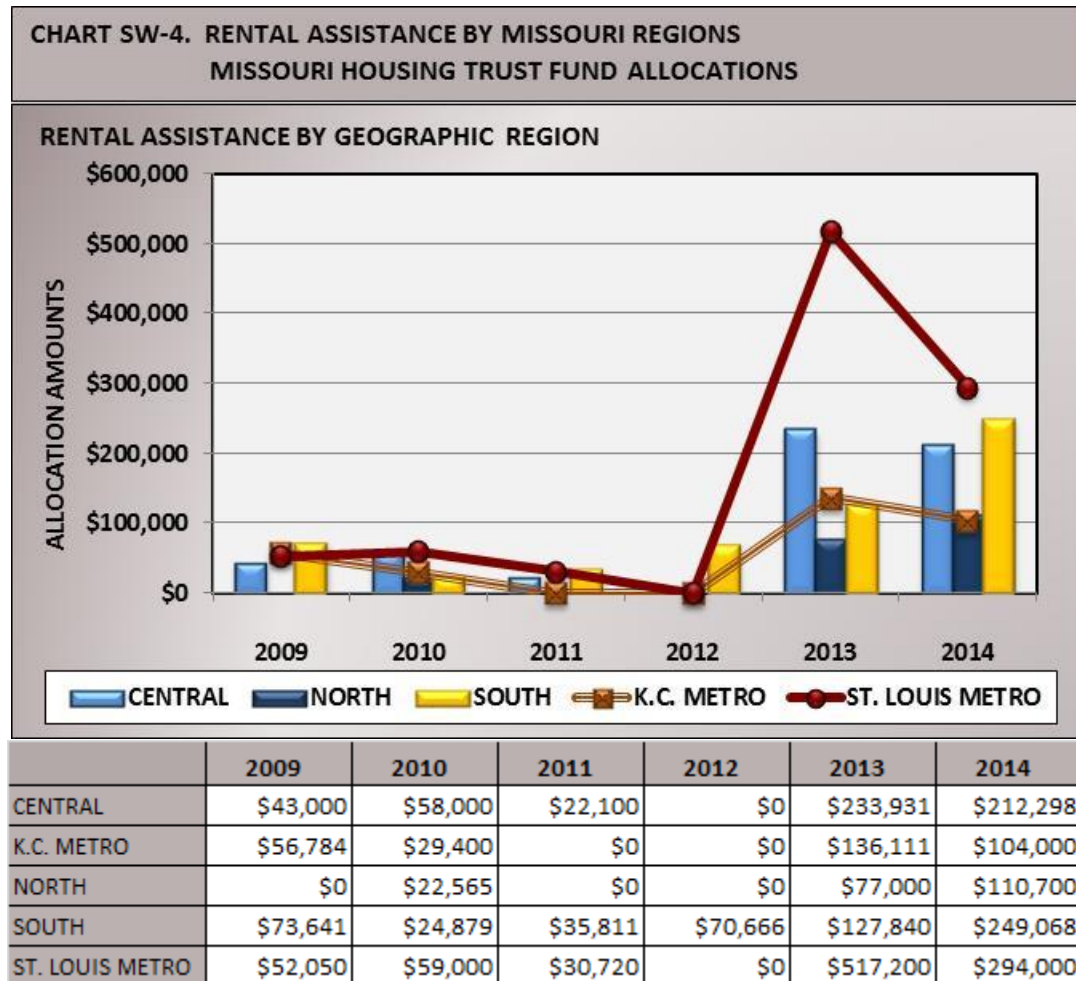
<sup>5</sup> Tim Lloyd, “Homeless Students in Missouri on the Rise; Some ‘Clique Up in Vacant Buildings.” (December 21, 2014) St. Louis Public Radio. Accessed at <http://news.stlpublicradio.org/post/homeless-students-missouri-rise-some-clique-vacant-buildings>.

level. By way of comparison, the percentages of all students in the state who demonstrated proficiency in math and reading in the 2012-2013 school year were 53.9 percent and 55.6 percent respectively. A policy director from the National Association for Homeless Children and Youth stated in a 2014 article that some of these students are on a track toward adult homelessness. This director stated, “We are hearing some of our school district liaisons and shelter providers saying, ‘A mom came in with her child, I served her when she was a child.’”<sup>6</sup>

**F. NEW OR INCREASED FUNDING STREAMS**

**1) Missouri Housing Trust Fund**

MHDC administers the Missouri Housing Trust Fund (MHTF). This fund makes grants to non-profit organizations and for-profit corporations or partnerships, formed pursuant to applicable Missouri law, that provide housing assistance to individuals with incomes at or below 50 percent of the area median income. Dollars are targeted at a variety of housing needs, with five main priorities: rental assistance, emergency assistance, operating funds, home repair and construction. A three dollar recording fee levied on all real estate documents filed in the state supports the Fund.



<sup>6</sup> Ibid.



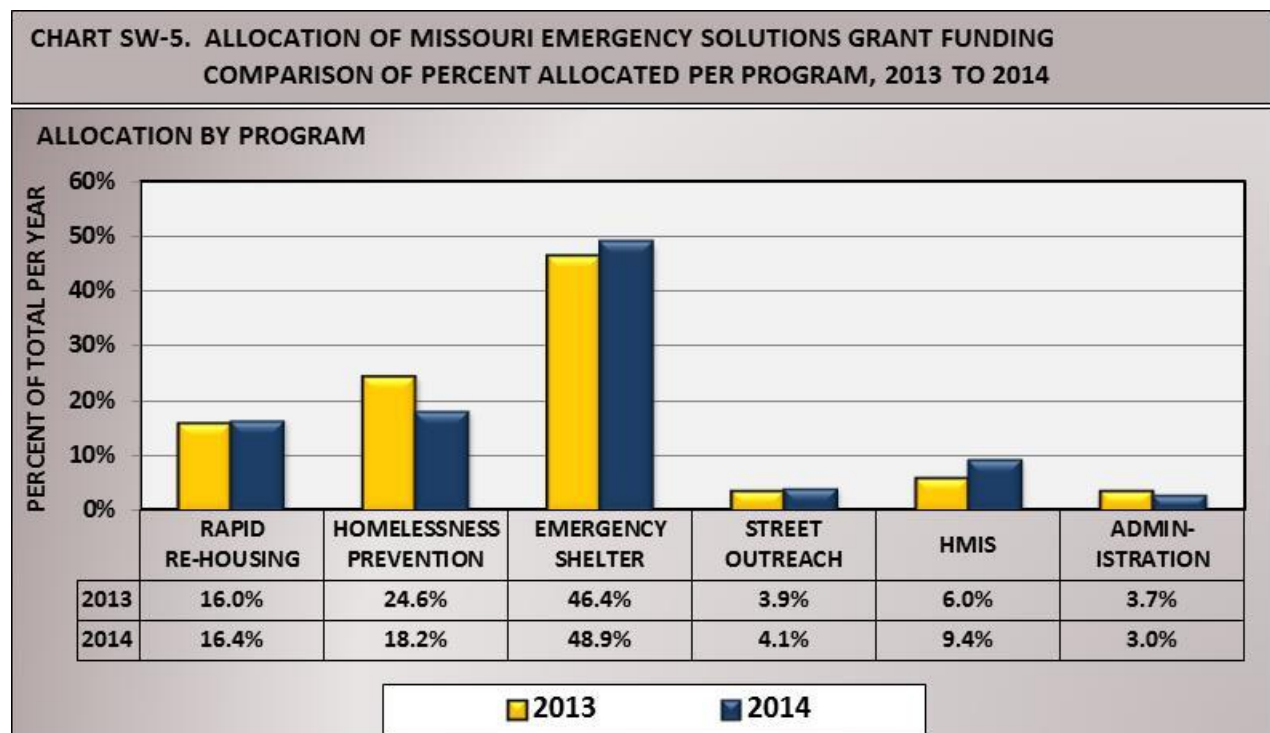
Since 2013, rental assistance has been MHDC’s first priority in allocating MHTF funds.<sup>i</sup> Whereas in 2012 funding for rental assistance represented 13.9 percent of total allocations, that percentage increased to approximately 32 percent in 2013 and stood at 25.5 percent in 2014. This shift in funding emphasis parallels the national strategy of directing more dollars into permanent housing efforts as opposed to financing for temporary shelters.

As seen in Chart SW-4, of the over \$2.06 million allocated for rental assistance in 2013 and 2014, roughly 39 percent of those funds went to the St. Louis Metropolitan Area. The next biggest chunk of funding was funneled into the central region of the state, which received 21.6 percent of total funding for this purpose.

Providers have indicated that they’ve used rental assistance funds as a stop gap measure when a client leaves residential placement or hospitalization, but has no services to provide support following release. If they’ve had shelter on the preceding night, a client is not eligible for any sort of homeless services, but may be in a state where functioning on the street, as they may have done before receiving treatment, is no longer feasible. In general, the rental assistance funding enables providers to provide housing until they can determine eligibility for subsidies or other assistance.

**2) Emergency Solutions Grant**

In 2009 HEARTH (the Homeless Emergency Assistance and Rapid Transition to Housing Act) revised the Emergency Shelter Grants Program and re-introduced it under the name “Emergency Solutions Grant Program” (ESG). Changes to this program took effect in 2012. Eligible program components include Street Outreach, Emergency Shelter, Homelessness Prevention, Rapid Re-Housing, HMIS and administrative costs.



Although in 2013 and 2014 the bulk of ESG resources supported emergency shelters (Chart SW-5), MHDC has invested an equivalent amount in alternative support for the homeless. In both years it allocated approximately 16 percent to rapid re-housing programs operated by various nonprofits in the state. The impact on Housing Inventory Counts for 2013 and 2014 is summarized in Table SW-15 for each CoC.

**TABLE SW-15. RAPID RE-HOUSING INVENTORY COUNT, 2013 AND 2014**

CoC	Rapid Re-Housing 2013	Rapid Re-Housing 2014*
Balance of State	2	310
Kansas City	68	108
St. Charles	0	115
St. Louis County	0	53
Springfield	0	26
St. Joseph	0	11
Joplin	0	0
City of St. Louis**	0?	0?

Source: HUD Homeless Data Exchange (HDX) \*This total includes demonstration projects.

\*\*The HUD HDX reports did not show any totals for rapid re-housing beds in the Inventory Lists or the HIC Total Summary Report for either 2014 or 2015. The HIC CoC Profile Report available at the same site and showing trends since 2012 also had no data entered. Since the CoC has funding for this project, it's likely the tallies have been logged in some other category. No notes were located pertaining to this topic.

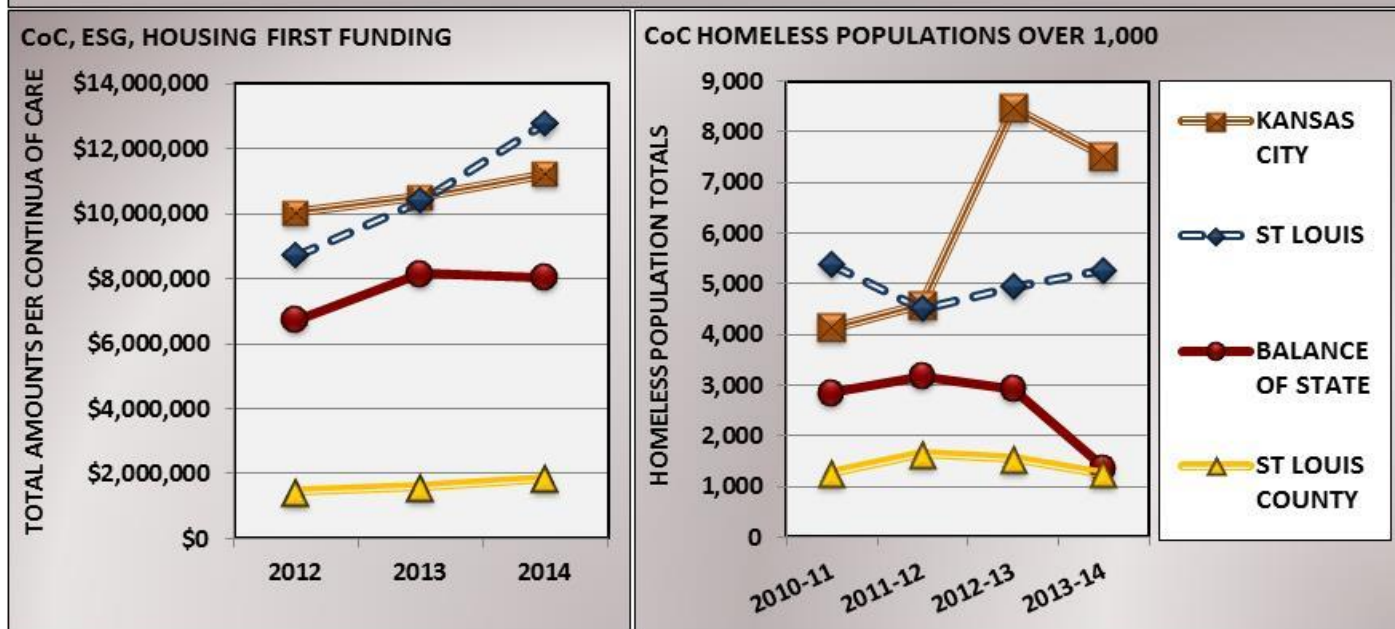
Rapid re-housing focuses on quickly transitioning homeless families and individuals to permanent housing while providing stabilizing services. Supportive services include housing search and landlord negotiation and short-term rental and other financial assistance. Homelessness prevention programs received 24 percent of the state's homeless funding in 2013 and 18 percent in 2014. Together, these two funding streams accounted for 35 percent to 40 percent of available resources in these years.

### ***3) Correlation of Change with Funding***

Chart SW-6 illustrates trends for 2009 through 2015 in the CoCs with the highest populations of homeless (Kansas City, Balance of State, St. Louis County and St. Charles) in comparison to funding distributions in 2012, 2013 and 2014. The chart relies on AHAR data as well as data compiled from the HUD online grant awards documentation and MHDC awards, also published online. Since individuals and families may re-enter the service network multiple times during a single year, AHAR data can potentially have duplications. While this detracts from its usefulness in determining a count of homeless individuals and families, the totals are a barometer of the service engagements that each CoC has responded to through its member agencies.

For the CoCs included in the chart, as funding has increased, the number of homeless persons has declined to varying degrees. Balance of State dropped by roughly 50 percent, while Kansas City also pulled back from its 2012-13 total. With the exception of Joplin, CoCs with minimal increases in funding seem to have experienced some growth in numbers served over the four year period. This includes CoCs in Springfield, St. Joseph and St. Charles areas.

**CHART SW-6. ALLOCATION OF CoC, ESG AND HOUSING FIRST FUNDING, 2012 TO 2014  
AS COMPARED TO AHAR TRENDS FOR CoCs WITH OVER 1,000 HOMELESS PERSONS**



	FUNDING DISTRIBUTION (Total of CoC, ESG [State and Federal] and Housing First Funding)			HOMELESS POPULATION (Annual Housing Assessment Data)			
	2012	2013	2014	2010-11	2011-12	2012-13	2013-14
KANSAS CITY	\$10,046,517	\$10,519,187	\$11,228,522	4,132	4,581	8,474	7,530
ST LOUIS CITY	\$8,707,472	\$10,412,151	\$12,798,926	5,368	4,499	4,942	5,269
BALANCE OF STATE	\$6,742,134	\$8,168,042	\$8,030,611	2,850	3,182	2,924	1,359
ST LOUIS COUNTY	\$1,445,426	\$1,609,077	\$1,853,886	1,271	1,649	1,547	1,251
ST. JOSEPH	\$945,455	\$1,163,554	\$1,393,268	1,367	1,142	936	1,340
SPRINGFIELD	\$945,455	\$956,702	\$959,622	1,589	1,244	834	1,118
JOPLIN	\$622,420	\$816,128	\$829,027	1,362	80	814	290
ST CHARLES	\$313,767	\$432,938	\$516,750	271	136	244	551

Source: Missouri Housing Trust Fund Housing Approvals. Data available at [http://www.mhdc.com/housing\\_trust\\_fund/index.htm](http://www.mhdc.com/housing_trust_fund/index.htm)  
 Source: HUD Exchange. An interactive site provides data on all grants awarded for each CoC in Missouri, as well as in other states. See: <https://www.hudexchange.info/grantees/?granteesaction=main.searchresults&searchText=&statel=MO&programId=3&programId=6&viewCoC=1>

Numbers such as these should raise questions about what may be contributing to the change: Has a new group of agencies begun entering data into HMIS? Have intake procedures changed in a way that facilitated data collection? Has a new initiative or a change in the amount of funding available increased service capacity? Or have economic pressures prompted a rise in the numbers of individuals and families needing homeless services? These are just a few examples of the sort of intervening factors that can significantly affect the totals, and should be considered in drawing conclusions with regard to the results.

Table SW-16 summarizes the extent of change in both PITC and AHAR totals for each CoC. In both, downward trends have prevailed, although to a lesser extent with the most recent AHAR data.

**SW-16. COMPARISON OF CHANGE IN PITC AND AHAR NUMBERS FOR ALL CoCs**  
**CHANGE IN TOTAL HOMELESS PERSONS OVER DESIGNATED TIME PERIODS**

CONTINUA OF CARE	POINT-IN-TIME COUNTS		ANNUAL HOMELESS ASSESSMENT REPORTS	
	PERCENT CHANGE 2009 TO 2015	PERCENT CHANGE 2013 TO 2015	PERCENT CHANGE 2010-11 TO 2013-14	PERCENT CHANGE 2012-13 TO 2013-14
JOPLIN	-19.9%	-55.1%	<b>-79%</b>	<b>-64%</b>
BALANCE OF STATE	-12.7%	-27.1%	<b>-52%</b>	<b>-54%</b>
ST. LOUIS COUNTY	-31.9%	+12.9%	<b>-2%</b>	<b>-19%</b>
KANSAS CITY	-7.8%	-37.2%	<b>82%</b>	<b>-11%</b>
CITY OF ST. LOUIS	+3.6%	-7.8%	<b>-2%</b>	<b>7%</b>
SPRINGFIELD	+39.7%	-17.9%	<b>-30%</b>	<b>34%</b>
ST. JOSEPH	+3.1%	-11.8%	<b>-2%</b>	<b>43%</b>
ST. CHARLES	- 3.2%	-14.6%	<b>103%</b>	<b>126%</b>

**F. CONTEXT FOR CURRENT AND TREND DATA**

**1) Demographic Context**

While there was only a one percent increase in population Missouri from 2009 to 2014, the composition of the resident population changed in notable ways over that five-year period. There was an eight percent decrease in the number of children under five years old (approximately 32,000 fewer young children) and a five percent decrease in 15-to-19 year olds (approximately fewer 20,000 teens) but a 22 percent increase in the population age 65 to 74 (approximately more 95,000 seniors).

While Whites and African Americans account for 94 percent of Missouri’s population (82.3 percent White and 11.7 percent African American), there was notable growth in the Asian and Hispanic populations. Asians increased 24 percent (approximately 20,000 persons) and Hispanics increased 16 percent (approximately 31,000 persons).

Paralleling the age group shifts were changes in household types from 2009 to 2014. Households with children under age 18 declined by 6 percent (approximately 46,000 households), but householders living alone increased by 6 percent (approximately 39,000 households), particularly householders age 65 and

over living alone, which increased 12 percent (approximately 27,000 households). There was an increase of 6 percent in the number of persons with disabilities (approximately 47,000 more people with disabilities) but a 7 percent increase of persons over age 65 with disabilities (approximately 21,000 more seniors with disabilities).

There was a decline in the veteran population of 12 percent (approximately 60,000 veterans).

**2) Housing Context**

There was a significant shift in housing occupancy in Missouri over the period 2009 to 2014. While there was only a small change in the number of occupied units (an increase of 15,000 units out of 2.3 million), the number of owner-occupied units in Missouri *decreased* by over 40,000 units and the number of renter-occupied units *increased* by 56,000.

One of the impacts of the increased demand for rental housing is shown in the rising costs of average rent in Missouri. Table SW-17 documents a 35.8 percent increase in average rent over the period 2006 to 2014. There will continue to be a large number of households at risk of homelessness with a poverty rate persisting above 15 percent of the population and over 40 percent of renter households paying more than 30 percent of their income for housing.

**TABLE SW-17. POVERTY AND HOUSING IN MISSOURI**

	Persons in Poverty	% Persons in Poverty	Owner Paying 30%+	Renter Paying 30%+	Median Rent	Average Gross Rent
2014	908,628	15.5	38.4%	43.6%	\$754	\$807
2013	931,066	15.9	37.9%	44.7%	\$734	\$790
2012	947,792	16.2	39.9%	46.4%	\$706	\$759
2011	920,118	15.8	42.8%	45.4%	\$708	\$755
2010	888,570	15.3	42.2%	45.8%	\$682	\$727
2009	849,009	14.6	40.8%	43.1%	\$668	\$714
2008	768,092	13.4	40.3%	41.1%	\$657	\$698
2007	742,486	13.0	40.7%	42.9%	\$618	\$611
2006	769,584	13.6	40.5%	42.3%	\$607	\$594

Source: U.S., Bureau of the Census American Community Survey; <http://census.missouri.edu/acs/profiles/>

Housing costs and other considerations related to context are covered in the sections of this report that are devoted to the individual CoCs.

**SECTION I.**  
**CITY OF ST. LOUIS CONTINUUM OF CARE**

Greater St. Louis encompasses three Continua of Care (CoCs), one of which is the City of St. Louis CoC. The CoC’s catchment area is among the most highly urbanized segments of the St. Louis, MO-IL metropolitan statistical area (MSA). Since the City of St. Louis and St. Louis County are very much interconnected, the two counties joined in a collaborative effort to address homelessness, the outlines of which are found in the 2005 Ten-Year Plan to End Chronic Homelessness.<sup>1</sup> Comparatively, the City of St. Louis Continuum of Care (St. Louis CoC) has a much larger homeless population than does St. Louis County. The City is home to a variety of services and modes of transportation, which likely serves as a strong attraction for many homeless individuals and families. Additionally, services to some particular populations are only available in the City, such as Peter and Paul Community Shelter, one operated specifically for men. The CoC comprises fifty-two members that provide services in the area.<sup>2</sup> Although the majority of its participating agencies are city-based, the services provided often span both the City and County areas. The latest revision to the ten-year plan, “Moving Forward,” describes the CoC’s ongoing strategies for reducing chronic homelessness.<sup>3</sup>

**KEY FINDINGS AND EXECUTIVE SUMMARY**

- a) **HOMELESS POPULATION:** The total homeless population has not fluctuated much since 2009. However, the population has been decreasing since hitting its peak in 2012. The total tally for 2015 represents an eight percent decrease since 2013.
- b) **SHIFT IN NUMBERS OF HOMELESS IN PROGRAMMING:** Numbers from both the Point-in-Time Count and Annual Housing Assessment Report data show usage rates for emergency shelter declining, at nine percent and 20 percent, respectively. At the same time, permanent supportive housing usage has increased by 21.5 percent over a five-year period, according to these reports.
- c) **CHRONICALLY HOMELESS:** A reduction in chronic homeless individuals and families in shelter prompted a significant drop in total numbers in this category. However, the number of homeless individuals and families in this population who are unsheltered reached a high point in 2015.
- d) **BEACH PROJECT:** One caveat is that totals for the sheltered population are still being finalized. If current numbers stand, the count represents a record low over a six-year period. These results speak to the success of intensive local efforts like the BEACH project, a comprehensive effort to identify, house, and support homeless individuals and families.
- e) **UNSHeltered POPULATION:** The number of unsheltered homeless individuals and families has increased significantly since 2014. Numbers have bounced back to a level slightly higher than the period prior to the BEACH project.
- f) **VETERANS:** The homeless veteran population is overwhelmingly male and tends to seek housing as single adults. Although the majority of veterans in every category of programming are Black/African

<sup>1</sup> St. Louis City Department of Human Services and St. Louis County Department of Human Services. “St. Louis City and St. Louis County: Ten-Year Plan to End Chronic Homelessness.” August 2005. Details at <https://www.stlouis-mo.gov/government/departments/human-services/homeless-services/documents/upload/Homeless10yearPlan.pdf> Accessed November 30, 2015.

<sup>2</sup> See <https://www.stlouis-mo.gov/government/departments/human-services/homeless-services/continuum-of-care/Continuum-Members.cfm>

<sup>3</sup> “Moving Forward: Policies, Plans & Strategies for Ending and Preventing Chronic Homelessness, City of St. Louis 2012.”(2012) Details at <https://www.stlouis-mo.gov/government/departments/human-services/homeless-services/documents/upload/Moving-Forward-2nd-Edition-2012.pdf> Accessed December 14, 2015.

American, the latter group's presence in emergency shelter and transitional housing decreased moderately from 2010 to 2014.

- g) **STABILITY IN HOUSING:** Among homeless individuals and families living in permanent supportive housing, 90 percent remained residents there for over three months and up to one year or longer. Extended stays in emergency shelter have increased slightly, with growth of approximately five percent (as of 2013-14) in the number of individuals without children whose length of stay is one to three months. Among the City of St. Louis CoC's homeless population, there is a sharp contrast with tenure in the place where the family or individual spent the night preceding entry into programming. In the population of both persons in families and individuals, those who reported the length of time in this housing indicated they were there one week or less.
- h) **GENDER DISTRIBUTION:** The bulk of the data indicates that adult single men are the predominant group in emergency shelter, though the trend in Point-in-Time Counts indicates that females of any age in families were most frequent in 2015. Annual Housing Assessment Report data also produces the largest frequencies for adult single males in transitional housing. Recent Point-in-Time Count numbers partially support this predominance: although females in families constitute the largest group in transitional housing in both 2014 and 2015, among single individuals, males are more numerous.
- i) **RACIAL DISTRIBUTION:** Although African-Americans comprise roughly half of the general population, they account for a significant portion of the homeless population, between 60 to 95 percent in different shelter types. African-Americans are more likely to experience homelessness than any other racial group in the CoC.
- j) **AGE DISTRIBUTION:** Children under 17 are most numerous in emergency shelter, where the majority is between the ages of one and 12. While the 6-to-12 age bracket represents the largest share of children in permanent supportive housing, persons 13-to-17 account for one third of youth in this shelter type. With respect to adults, the 31-to-50 age group is predominant across all shelter types. However, the population in permanent supportive housing appears to be aging, with those in the 51-to-60 group recently nearing 30 percent of the population. While the frequency of children in permanent supportive housing decreased, single adults accessed this programming in greater numbers, showing a 47 percent increase from 2010-11 to 2013-14.
- k) **DOUBLED-UP:** Sixty to 70 percent of families resided with family or friends prior to entering emergency shelter, an indication that this type of accommodation could be a common pathway to homelessness. Numbers reported by the Department of Elementary and Secondary Education shed additional light on this trend. In 2014 DESE records showed that over 4,000 homeless students in the St. Louis Public School system were housed in similar arrangements.
- l) **HOUSEHOLD SIZE:** Single adults are the predominant household arrangement across all shelter types, though they are most frequently seen in emergency shelter. However, multi-person families in general account for a larger share of those using various services in all years, with the exception of emergency shelter programming in 2010-11. Multi-person household units in transitional housing have increased in size somewhat, with families of five or more and families of three people modestly growing in number. In regard to permanent supportive housing, the number of single adults who accessed this programming between 2010-11 and 2013-14 grew rapidly – by 48 percent, with the steepest increase in the most recent year. Between 2013 and 2014, both single adults and families

of five or more increased in proportion in this period. However, the increase was relative for larger families, which actually decreased in number.

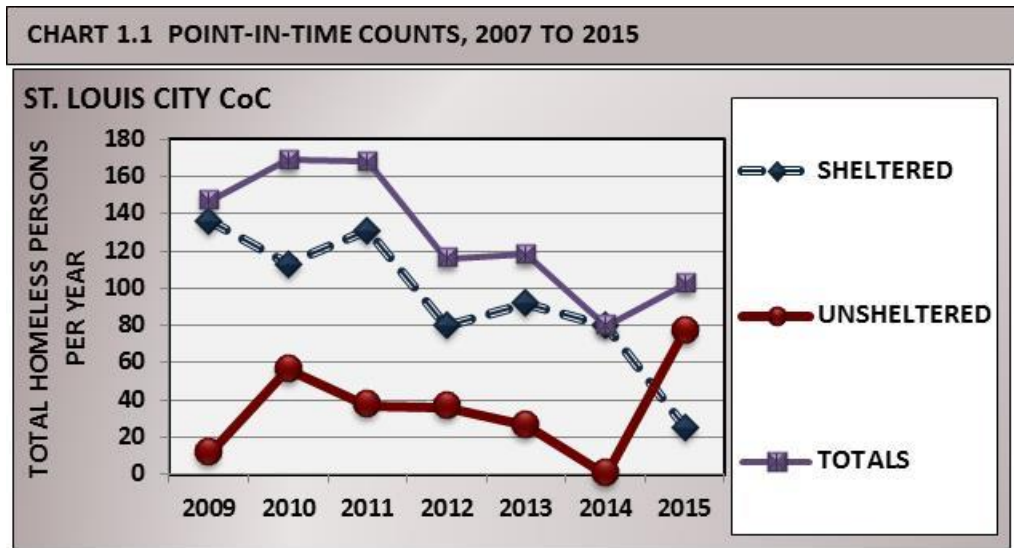
- m) **SERVICES FOR ADULTS WITH DISABILITIES:** Adults with disabilities show increased usage of permanent supportive housing, and this holds true for all household types. The increase for individuals was 33 percent and for families, seven percent.

Mental illness accounts for the majority of disabilities reported by persons using services. Among individuals and families, incidence of this disorder increased over the four-year period examined in this report. However, the share of households of any type with comorbid disorders involving mental illness and alcohol dependency decreased.



## 1) OVERVIEW

As host to the largest population of homeless individuals and families in its metropolitan area, the City of St. Louis continues to evolve its homeless policies in response to federal legislation and local developments, always with an eye to collaboration.



Since 2005, when the City joined with St. Louis County to produce the Ten Year Plan to End Chronic Homelessness, the City of St. Louis Continuum of Care (St. Louis City CoC) has documented considerable progress in providing outreach, services and appropriate housing to persons who experience persistent homelessness.<sup>4</sup>

As many people in this category face barriers such as substance use and mental illness, an intensive focus on supportive services has been integral to this approach.

The CoC’s creativity was put to the test in 2012 when a cluster of three homeless camps emerged near the Mississippi River in the St. Louis City downtown area. With input from service providers, area residents, and the encampment population, city officials completed the closure of the camps within a month. According to the city, 90 percent of the encampment population was relocated to stable housing where supportive services were provided.<sup>5</sup>

In the wake of this event, the City strengthened its approach to homelessness to align with new prerogatives and opportunities in the federal HEARTH act. The piloting of a new program that provides rental subsidies and utility assistance to allow individuals to transition in place, while leveraging available permanent supportive housing in the long term, represents one of these innovations.<sup>6</sup>

However, the need to balance a “Housing First” approach with provision of temporary and emergency shelter continues to present challenges for the city. The recent appearance of a small, downtown “tent

<sup>4</sup> “Five-year Update to the Ten Year Plan to End Chronic Homelessness.” Details at <https://www.stlouis-mo.gov/government/departments/human-services/homeless-services/documents/upload/Progress%20Report%20on%2010%20Year%20Plan%20Final.pdf> See also “Moving Forward,” (2012). Accessed December 14, 2015.

<sup>6</sup> See “Moving Forward,” (2012) pp. 15-16.

city” this spring prompted city officials to take quick action.<sup>7</sup> Friction between residents and homeless facilities operated by nonprofit service providers and area homeless advocates is again in the headlines.<sup>8</sup> In the wake of a court-ordered closing of a downtown homeless shelter that has accommodated over 200 people on a given night – in violation of its license – the city is now developing alternative shelter arrangements to bridge the gap. Plans include a permanent 24-hour homeless facility at City Hall West that will combine daytime services provided by a local nonprofit with overnight accommodations. At the time this report was written, a planned move was on hold.<sup>9</sup>

**A. HOUSING AFFORDABILITY**

The challenge of addressing homelessness in the City of St. Louis is commensurate with the high level of poverty. A 2014 report on poverty in Missouri indicated that, based on 2013 Census Bureau estimates, nearly 30 percent of the City’s population were living in poverty.<sup>10</sup> The fact that unemployment in the City reached a level of 13 percent during the course of the recession put further stress on the population. Although unemployment has significantly abated since reaching that high-water mark, the rate for St. Louis City continues to exceed that for St. Louis County and the state of Missouri as a whole. (See Table 1.1.)

**TABLE 1.1. UNEMPLOYMENT RATES AS OF OCTOBER 2015 [FEDERAL RESERVE BANK OF ST. LOUIS**

	St. Louis City	St. Louis County	State of Missouri	National Average
Unemployment Rate	5.5%	4.1%	5.0%	4.8%

The difference of more than one percentage point between St. Louis City and County is just one aspect of the different economic contexts in which the CoCs operate.

Further Census Bureau estimates – these from 2014 – indicate that 32 percent of St. Louis City homeowners with a mortgage spent over 30 percent of their income on housing. The 30-percent-of-income guideline is a standard applied by the U.S. Department of Housing and Urban Development (HUD) to designate a household as “cost-burdened” in relation to what it expends on housing, including rent or mortgage and utilities. Among renters, that percentage stood at roughly 56 percent.

<sup>7</sup> Associated Press, “St. Louis Homeless Camp Known as ‘Tent City’ Shut Down.” May 20, 2015. Accessed online at: <http://fox2now.com/2015/05/12/st-louis-homeless-camp-known-as-tent-city-shut-down/>

<sup>8</sup> Bythe Bernhard, “Residents, Officials Clash over Downtown St. Louis Homelessness.” St. Louis Post-Dispatch. January 5, 2016. Accessed online January 22, 2016 at: [http://www.stltoday.com/news/local/metro/residents-officials-clash-over-downtown-st-louis-homelessness/article\\_1c850629-7a74-51cf-a83a-f9d0bb37e8af.html](http://www.stltoday.com/news/local/metro/residents-officials-clash-over-downtown-st-louis-homelessness/article_1c850629-7a74-51cf-a83a-f9d0bb37e8af.html)

<sup>9</sup> Doug Moore, “Emergency Shelter for St. Louis Homeless to Open in Building Known as City Hall West.” St. Louis Post-Dispatch. December 1, 2015. Accessed online January 22, 2016 at [http://www.stltoday.com/news/local/metro/emergency-shelter-for-st-louis-homeless-to-open-in-building/article\\_d7637670-32a5-52fe-9f2f-d9fdffc8c7d4.html](http://www.stltoday.com/news/local/metro/emergency-shelter-for-st-louis-homeless-to-open-in-building/article_d7637670-32a5-52fe-9f2f-d9fdffc8c7d4.html); Doug Moore, “Plan to Open Homeless Shelter on Hold for Now.” St. Louis Post-Dispatch. December 20, 2015. Accessed online at [http://www.stltoday.com/news/local/metro/plan-to-open-homeless-shelter-near-city-hall-on-hold/article\\_a02057ec-5d9c-5d3a-ae67-c206465c1aac.html](http://www.stltoday.com/news/local/metro/plan-to-open-homeless-shelter-near-city-hall-on-hold/article_a02057ec-5d9c-5d3a-ae67-c206465c1aac.html).

<sup>10</sup> Missourians to End Poverty Coalition. “2014 State of the State: Poverty in Missouri.” Available online at: <http://www.caastlc.org/pdf/2014Poverty%20ReporteRSRKp.pdf>.

**TABLE 1.2. HOUSING COST ESTIMATES AS COMPARED TO ESTIMATED INCOME, BY TYPES**

<b>HOUSING COSTS IN ST. LOUIS CITY</b>				
MEDIAN HOUSING COST, 2014	\$806 per month	\$9,672		
GROSS RENT, 2014	\$761 per month	\$9,132		
<b>INCOME TYPES</b>	2014 ESTIMATES	Margin of Error	Median Housing Cost Pct of Income	Gross Rent Pct of Income
MEDIAN HOUSEHOLD INCOME	\$35,959	+/-1,796	26.9%	25.4%
RETIREMENT INCOME [MEAN]	\$20,581	+/-2,128	47.9%	44.4%
FEDERAL POVERTY LEVEL, FAMILY OF 3	\$20,090	N/A	48.1%	45.5%
SOCIAL SECURITY INCOME [MEAN]	\$13,869	+/-524	69.7%	65.8%
SUPPLEMENTAL SECURITY INCOME (SSI) [MEAN]	\$8,326	+/-500	116%	110%

Table 1.2 illustrates how housing costs consume the income of renters and owners of varying income types. While those with a median household income would generally devote slightly more than a quarter of their income to housing costs, the percentages climb steadily at other income levels. For example, gross rent as a percentage of income ranges from 44.4 percent of mean retirement income to 65.8 percent of an income derived solely from Social Security. The conditions for renters have a bearing on homelessness. Among homeless individuals and families who come into homeless programming from a private residence, most often have left a rental situation.

**B. HOMELESS COMING FROM PRIVATE RESIDENCES**

Table 1.3 on the following page presents a subset of Annual Homeless Assessment Report (AHAR) data on previous night’s stay for individuals and families who required homeless services. The table shows that no homeowners with subsidies used programming from 2010-11 through 2013-14. Homeowners without subsidies most frequently sought permanent supportive housing, but their numbers in other shelter categories are uniformly small for both individuals and families. Peak representation of non-subsidized homeowners occurred in 2011-12, when 11 families entered permanent supportive housing, citing an owned home as their prior-night living accommodations.

Similarly, limited numbers of renters with VASH or other subsidies sought programming assistance. Over the period under consideration, only 10 individuals and families reported having spent the previous night in either type of living accommodations. Within this group, only one individual had a rental with VASH subsidy support.

In contrast, unsubsidized renters appear in all program categories. Their frequency is highest in emergency shelter, where 21 families and 31 individuals sought services in the peak year of 2011-12. This group also received permanent supportive housing services, with families engaged in numbers ranging from eight to 20 (the latter in 2011-12) and individuals from eight to 19. In comparison, this group sought transitional housing in lesser numbers. In general, unsubsidized renters were more likely than other groups to seek shelter, and slightly more likely to appear in emergency shelter than permanent supportive housing. However, their numbers even in these categories do not exceed 35.

**TABLE 1.3. COUNT OF HOMELESS ENTERING SHELTER OR HOUSING FROM A PRIVATE RESIDENCE, BY RESIDENCE TYPE (SUBSIDIZED OR UNSUBSIDIZED)  
CITY OF ST. LOUIS CoC**

	EMERGENCY SHELTER PERSONS IN FAMILIES				EMERGENCY SHELTER INDIVIDUALS				TRANSITIONAL HOUSING PERSONS IN FAMILIES				TRANSITIONAL HOUSING INDIVIDUALS				PERMANENT SUPPORTIVE HOUSING PERSONS IN FAMILIES				PERMANENT SUPPORTIVE HOUSING INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>FORMER RENTERS</b>																								
RENTAL (NO SUBSIDY)	21	15	13	5	31	NO DATA	17	14	1	3	4	2	1	3	4	2	20	4	8	9	12	19	15	8
RENTAL (OTHER SUBSIDY)	0	1	1	3	0		1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2	1
RENTAL (VASH SUBSIDY)	0	1	0	0	0		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
<b>HOMEOWNERS</b>																								
OWNED (WITH SUBSIDY)	0	0	0	0	0	NO DATA	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
OWNED (NO SUBSIDY)	1	3	0	1	6		1	0	0	0	0	1	0	0	0	1	15	8	4	5	4	6	7	0
<b>TOTALS*</b>	<b>1,279</b>	<b>1,651</b>	<b>1,359</b>	<b>1,319</b>	<b>1,359</b>	<b>NA</b>	<b>1058</b>	<b>932</b>	<b>596</b>	<b>682</b>	<b>525</b>	<b>682</b>	<b>621</b>	<b>613</b>	<b>652</b>	<b>560</b>	<b>922</b>	<b>879</b>	<b>839</b>	<b>901</b>	<b>591</b>	<b>674</b>	<b>743</b>	<b>875</b>
*Totals represent the number of homeless individuals in each category who reported where they had spent the previous night. In some years, few of the homeless were able or chose to report this information.																								

## 2) STATUS OF HOMELESSNESS IN THE CITY OF ST. LOUIS COC

### A. HOMELESSNESS IN THE CONTEXT OF SELECTED FUNDING RESOURCES

Charts 1.2a and 1.2b juxtapose the changes evident in the homeless population with trends in federal funding by program. Highlights of the data include:

- AHAR data (top of Chart 1.2a) suggest that the total number of homeless individuals and persons in families is very similar to what it was in 2009-10, when homeless numbers began to reflect recession-related unemployment. However, the data also indicate a 20 percent decrease in emergency shelter usage over the five years displayed. Residence in permanent supportive housing, meanwhile, climbed by 21.5 percent. Numbers in transitional housing are slightly elevated.
- Based on Point-In-Time Count (PITC) data, a different pattern is apparent. Although a comparison of totals for 2010 and 2015 yields a slight increase in the overall numbers, there has also been a decline of 13 percent from a six-year peak reached in 2012. The 2013 PITC brought further decreases, although at a more modest eight percent in relation to the 2015 count. In this time frame, the ranks of those in emergency shelter and transitional housing declined by nine percent.
- The 2015 count revealed a jump of 112 in the number of unsheltered.<sup>11</sup> This contrasts with the former year when the PITC registered all persons as in some type of programming. Although a tally of 112 unsheltered persons in 2015 corresponds closely to counts in years previous to 2014, the St. Louis City CoC has over the five years prior to 2015 seen steady declines in the unsheltered.
- Similar to the AHAR data, the PITC shows a decline in use of emergency shelter – by nine percent – over the entire period examined (2010-15). In addition, the ranks of the unsheltered declined by 16 percent since 2010. When compared to the year 2009 (not pictured in the chart) the decrease in that category is even larger: 66 percent.
- Overall, permanent supportive housing has attracted the largest portion of funding, and this appears to have translated into increased usage rates. One component of this category, Shelter Plus Care, is administered by the Missouri Department of Mental Health and appears separately on the graph.
- Emergency Solutions Grants, funded as Emergency Shelter Grants prior to 2012, have increased since 2010, but have remained stable over the last few years.

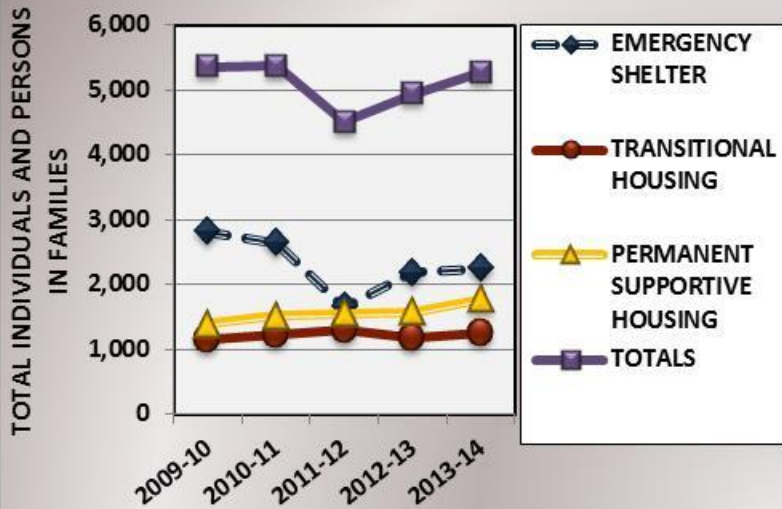
Emergency Solutions Grant funding administered by MHDC has remained stable at over \$200,000 in the past two years, with emergency shelter receiving the largest share of dollars. It should be noted that the CoC receives additional funding from other sources, including Housing First, SSVF, HOPWA (Housing Opportunities for Persons with AIDS) and programs aimed at homeless and runaway youth through the Family and Youth Services Bureau, as well as ESG funds from HUD.

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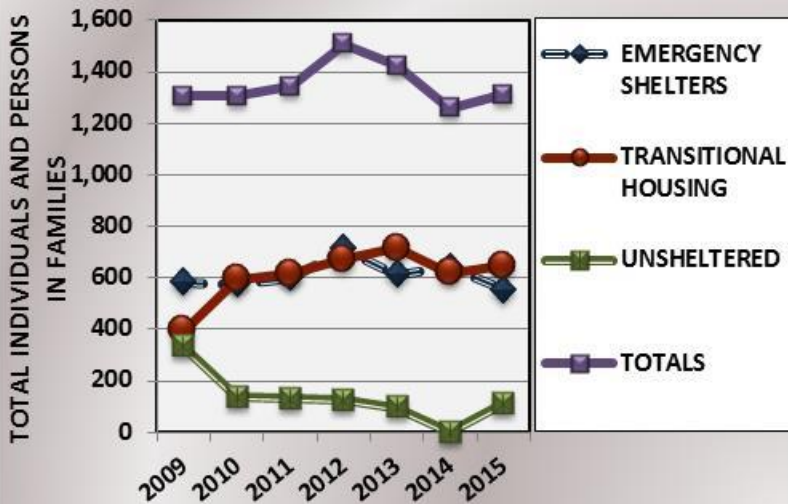
<sup>11</sup> The CoC notes that detailed information on PIT and HIC for the sheltered population was not completed for 2014: “Management is reviewing and correcting the errors.”

**CHART 1.2a. HOMELESSNESS TOTALS  
CITY OF ST. LOUIS CoC**

**ANNUAL HOMELESS ASSESSMENT REPORT DATA**

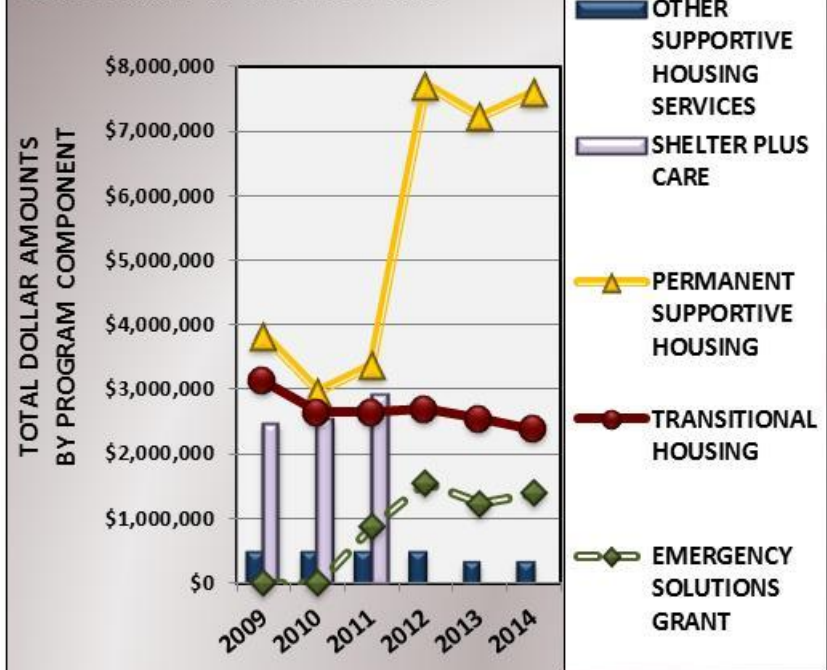


**POINT-IN-TIME COUNT DATA**



**CHART 1.2b. FUNDING FOR HOMELESS PROGRAMS  
CITY OF ST. LOUIS CoC**

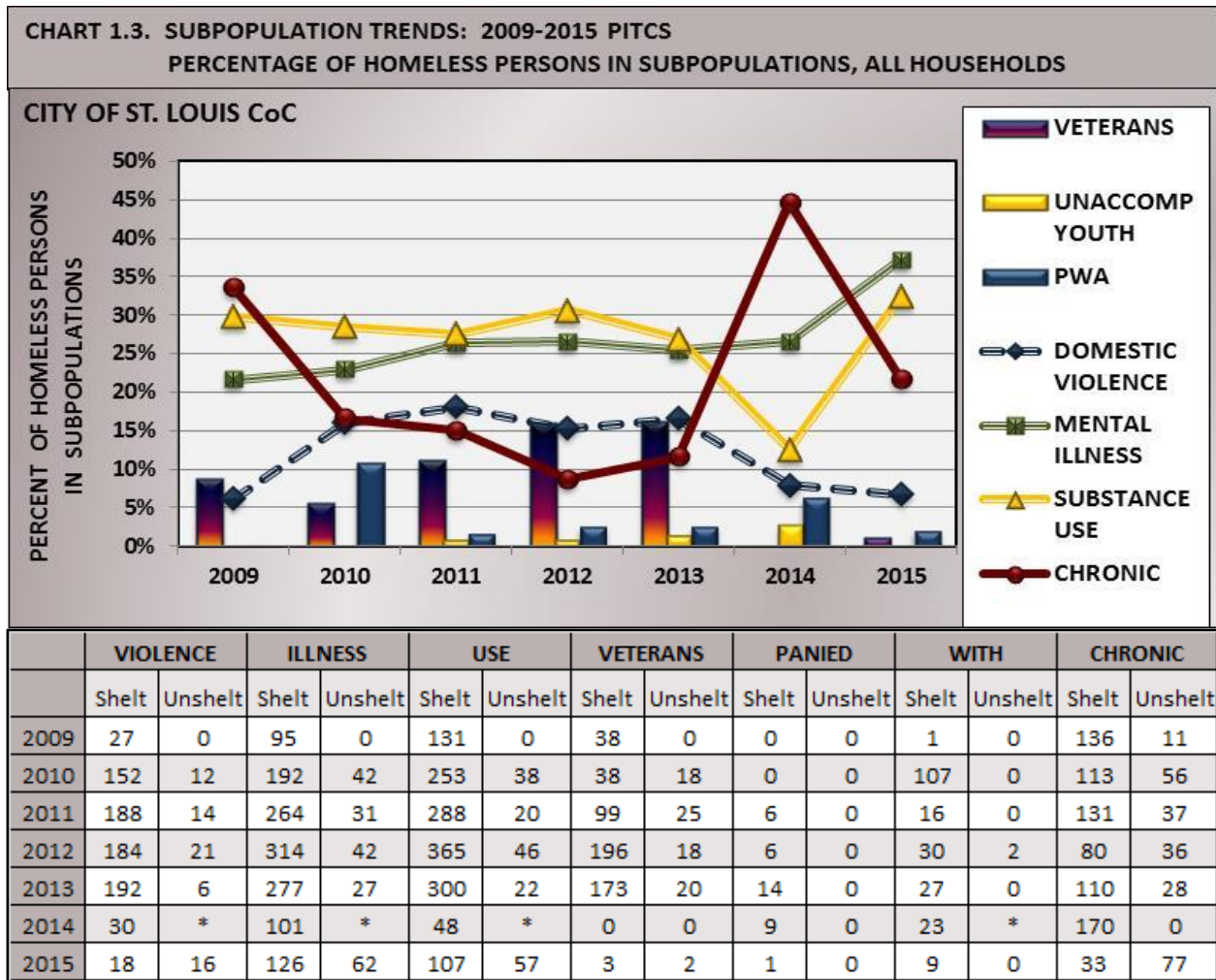
**CONTINUUM OF CARE FUNDING**



STATE AND OTHER FUNDING	2013	2014	2015
<b>Emergency Solutions Grant</b>			
*Emergency Shelter		\$125,000	\$146,562
*Homelessness Prevention		\$23,750	\$23,750
*Rapid Re-housing	\$71,430	\$92,710	\$66,500
<i>*Amounts exclude funding for HMIS and Administration</i>			
<b>Grand Total</b>	<b>\$71,430</b>	<b>\$241,460</b>	<b>\$236,812</b>
<b>HOUSING FIRST</b>	\$98,560	\$129,760	
<b>SSVF</b>	\$1,007,000	\$1,027,140	
<b>HOPWA</b>	\$1,322,829	\$1,389,124	\$1,387,314
<b>Family &amp; Youth Svcs Bureau</b>	\$367,160	\$286,768	

**B. SUBPOPULATIONS FROM POINT-IN-TIME COUNTS**

Chart 1.3 provides details on the distribution of subpopulations among St. Louis City CoC homeless individuals and persons in families.



\*Notes included at HUD’s Homeless Data Exchange (HDX) website pertaining to the 2014 subpopulation count indicate that, due to transitions in CoC staffing, some of the detailed information not fully updated. Fields designated with asterisks were blank in the subpopulation data displays.

**1) Chronically Homeless Individuals and Persons in Families**

In 2013 St. Louis launched a concerted effort to address the problem of chronic homelessness: The Beginning of the End: Abolishing Chronic Homelessness (BEACH) Project.

Using 2013 PITC data as its benchmark, the BEACH Project aimed to address the needs of every chronically homeless individual in the count. To accomplish this, city providers partnered with state and national agencies on an 18-month initiative that included a Rapid Re-Housing plan and additional services to combat chronic homelessness. As a result of this initiative, within a 10-month period 92 percent of

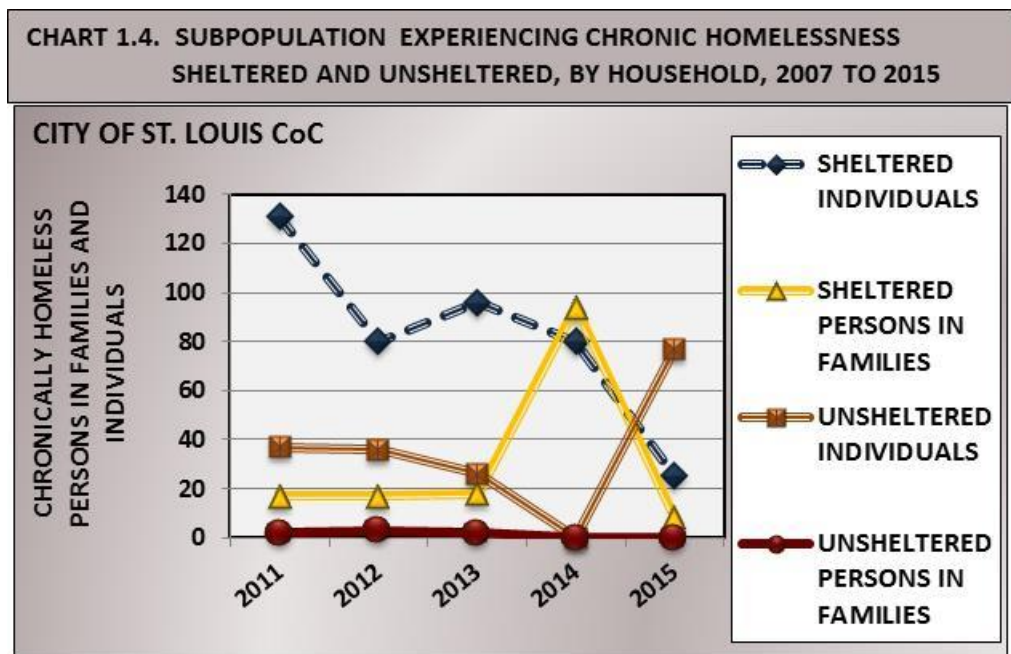
individuals and families identified as chronically homeless were housed.<sup>12</sup> Due to staff turnover in the CoC lead agency, which impacted processing of PITC data for 2014, the count recorded in 2014 may not be an accurate reflection of achievements that could be attributed to the BEACH project. Nonetheless, in the aftermath of the Ten-Year Plan to End Chronic Homelessness, which culminated in 2015, improvement in this area is reflected in a 31 percent decrease from 2009. The count for 2015 is at a point 35 percent below that which was tallied in several years (2010,2011 and 2014), as shown in Table 1.4.

**TABLE 1.4 CHRONICALLY HOMELESS INDIVIDUALS AND PERSONS IN FAMILIES, 2009 TO 2010**  
CITY OF ST. LOUIS CoC

	2009	2010	2011	2012	2013	2014	2015
<b>Totals</b>	<b>147</b>	<b>169</b>	<b>168</b>	<b>116</b>	<b>138</b>	<b>170</b>	<b>110</b>

The number of sheltered chronically homeless individuals has been decreasing, and 2015 represents the lowest number recorded over a five-year period, as depicted in Chart 1.4. The unsheltered have generally constituted a much smaller percentage of this subpopulation, up to 2014, a year in which the count for this group is uncertain.

The sharp increase seen in the 2015 count for unsheltered individuals could be an anomaly, rather than the beginning of a long-term trend. The extent of unsheltered homelessness, as recorded in PITCs, could be affected by intervening factors, such as the size of the tent

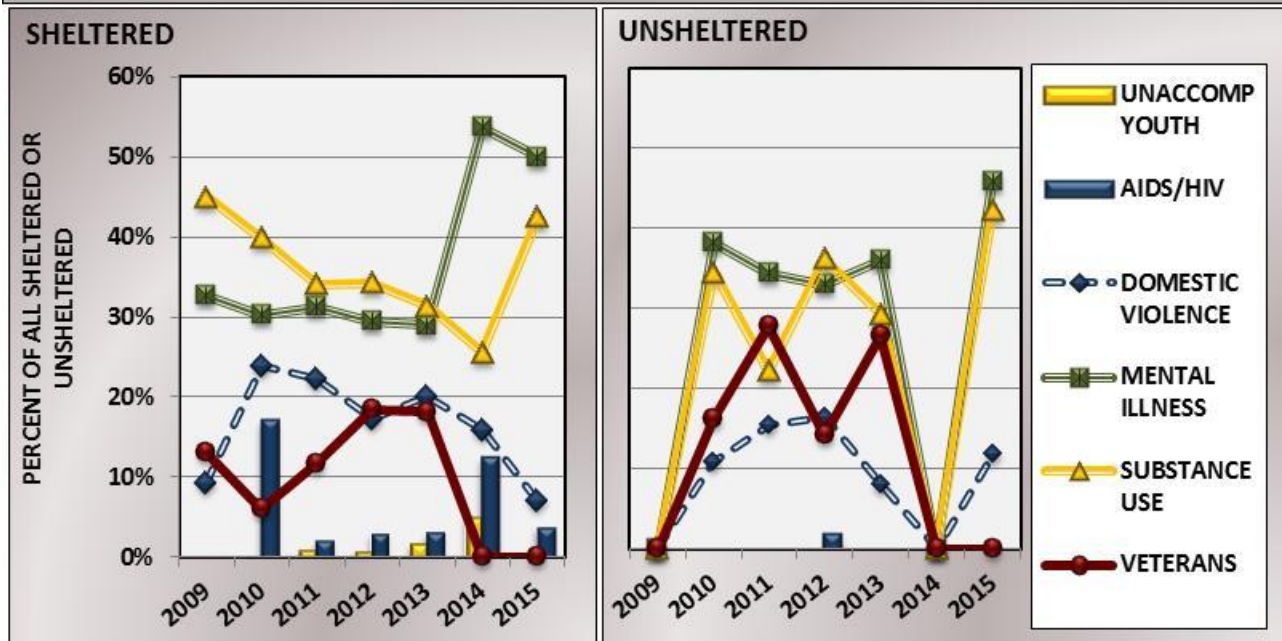


encampments, which the City has had to address in several recent years near the time when the counts are conducted. The proportions of other subpopulations in relation to the status of homeless individuals and persons in families as sheltered or unsheltered are shown in Chart 1.5. In all years depicted, those who report substance use or symptoms of mental illness have represented the largest share of both sheltered and unsheltered.

<sup>12</sup> The City of St. Louis, Missouri’s BEACH Project. More information at <https://www.stlouis-mo.gov/government/departments/human-services/homeless-services/documents/BEACH.cfm> Accessed December 21, 2015.



**CHART 1.5 SHELTERED AND UNSHELTERED IN POINT-IN-TIME COUNTS, 2009 TO 2015  
BY SUBPOPULATION, ALL HOUSEHOLDS  
CITY OF ST. LOUIS CoC**



**2) Domestic Violence Survivors**

The count of domestic violence survivors has fluctuated from year to year. Numbers are down, however, from 2012, when this group made up 23 percent of the subpopulations. Overall, there has been an 83 percent decrease since the subpopulation peaked.

While the decline is positive, unsheltered domestic violence survivors have increased their numbers slightly, while the number of sheltered has been declining (Chart 1.5). Between 2013 and 2015 ten were added to the unsheltered survivors count. Nonetheless, the numbers continue to be small, whether sheltered or unsheltered.

Table 1.5 compares the percentage of domestic violence survivors in the population of homeless individuals and persons in families for the years 2009 to 2015 with statistics on police reports of domestic violence incidents. In the years that statistics are available, domestic violence survivors comprise a portion of the total homeless population that greatly exceeds the proportion in the general population who, based on this indicator, appears to be affected.

Using data on domestic incidents where the police were called in is only a proxy measure, however, and not intended to express any sort of equivalency. Domestic violence sufficiently severe to drive family members or individuals from their home can occur without police intervention; or the police can intervene without any change in the living situation of the persons within the household. As a proxy measure, it can only provide a sense of the prevalence of this risk factor in the general population.

**TABLE 1.5. DOMESTIC VIOLENCE SURVIVORS IDENTIFIED IN POINT-IN-TIME COUNTS  
AS COMPARED TO POLICE INCIDENT REPORTS OF DOMESTIC VIOLENCE IN THE GENERAL POPULATION  
CITY OF ST. LOUIS CoC, 2009-15**

PITC Year	2009	2010	2011	2012	2013	2014	2015
Percent of Domestic Violence Survivors Among the Homeless	2.1%	12.6%	<b>15.0%</b>	<b>13.6%</b>	<b>13.9%</b>	2.4%	2.6%
Police reports of domestic violence as a percent of yearly population estimates for each county: <sup>13</sup>			<b>0.7%</b>	<b>0.8%</b>	<b>0.8%</b>		

Missouri Department of Mental Health “Substance Abuse and Mental Health Indicators.” Accessed January 31, 2015.

<http://health.mo.gov/data/mica/profiles/AlcoholandDrugAbuse/index.html?cnty=097>

Nonetheless the contrast is striking, and useful as an indicator of the impact that domestic violence may have in increasing the ranks of homeless individuals and families in the St. Louis City CoC.

### ***3) The Effects of Substance Use Disorders on Homelessness***

In 2015 homeless individuals and persons in families reporting substance user disorders represented the second largest share of the subpopulation count. The effects of heroin and other narcotic epidemics have made themselves felt in the St. Louis region. Nonetheless, the rate of drug- or alcohol-related incidents in the general population that require hospitalization or emergency room care is much lower than rates of self-reported drug use among the homeless population, as Table 1.6 shows.

**TABLE 1.6. SUBSTANCE USE DISORDERS IDENTIFIED DURING POINT-IN-TIME COUNTS  
AS COMPARED TO HOSPITALIZATIONS OR EMERGENCY ROOM VISITS DUE TO SUBSTANCE USE  
CITY OF ST. LOUIS CoC, 2009 TO 2015**

PITC Year	2009	2010	2011	2012	2013	2014	2015
Percent of Total Homeless Reporting Substance Use Disorders	10%	17.9%	<b>21.9%</b>	<b>23.6%</b>	<b>21.4%</b>	8%	14.3%
<sup>a</sup> SAMHSA statistics on Substance Use Disorders, St. Louis MSA				<b>15%</b>			
St. Louis City population requiring emergency medical treatment or hospitalization due to drug or alcohol use			<b>3.6%</b>	<b>3.6%</b>	<b>3.6%</b>		

Missouri Department of Mental Health “Substance Abuse and Mental Health Indicators.” Accessed January 31, 2015.

<http://health.mo.gov/data/mica/profiles/AlcoholandDrugAbuse/index.html?cnty=097>

<sup>b</sup>Source: SAMHSA, Center for Behavioral Health Statistics and Quality, National Survey on Drug Use and Health, 2005-2010 (Revised March 2012). Accessed December 15, 2015.

The homeless population suffering from a Substance Use Disorder has decreased over 60 percent since 2012, when it reached its highest level. This is significant progress, although it’s difficult to gauge developments between 2014 and 2015 because no value was entered for the unsheltered in 2014.

<sup>13</sup> See also: Missouri Statistical Analysis Center. *Crime in Missouri, 2012*. Missouri State Highway Patrol, Research and Development Division, Statistical Analysis Center. Accessed at: <http://www.mshp.dps.missouri.gov/MSHPWeb/SAC/pdf/2012CrimelnMO.pdf>. Viewed October 16, 2015.

**4) Those Experiencing Symptoms of Mental Illness**

Among the subpopulation groups, those who report experiencing symptoms of mental illness comprise the largest category. During the 2012 PITC, almost one fifth of homeless persons reported symptoms of mental illness. The percentage of the homeless population in this category has fluctuated considerably over the six-year period considered here, and as of 2015 represents nearly 14 percent of the total homeless population.

A closer look at the data reveals a more positive picture, however. Total numbers in this category have declined by 47 percent, from a high of 356 in 2012. The figures for 2014, if correct, suggest a recent uptick. As was true with the data on individuals and persons in families reporting substance use disorders, no value was entered for the unsheltered in 2014. This makes evaluating changes in 2015 more difficult.

There have been increases in funding for programs that specifically target this subpopulation, so if the 2014 data is correct, the increase is perplexing. While the number of homeless may be increasing, the simultaneous increase in funding should aid the sheltering of individuals who are currently unsheltered. The Ten-Year Plan targeted the underlying causes of chronic homelessness, which can include barriers such as mental health or substance use disorders, so efforts to reduce one or both will no doubt also impact chronic homelessness.

Table 1.7 compares the frequency of mental health episodes in the general population with PITC tallies for homeless persons who report similar symptoms. The data shows that nine to ten percent of the general population in St. Louis City has been hospitalized or received emergency room care for a mental health incident in the years recorded. The share of the homeless population that reports experiencing symptoms of mental illness exceeds the frequency of medical care for the general population by two-to-one.

**TABLE 1.7. POINT-IN-TIME COUNTS AS COMPARED TO HOSPITALIZATIONS OR EMERGENCY ROOM VISITS DUE TO SYMPTOMS OF MENTAL ILLNESS CITY OF ST. LOUIS CoC, 2009 TO 2015**

PITC Year	2009	2010	2011	2012	2013	2014	2015
Percent of Total Homeless Reporting Experiencing Mental Illness	7%	18%	<b>23.6%</b>	<b>24%</b>	<b>21.3%</b>	8.0%	14%
St. Louis City population requiring emergency mental health care or hospitalization (2010 Census)			<b>9.3%</b>	<b>9.6%</b>	<b>10.0%</b>		

Source: Missouri Department of Mental Health “Substance Abuse and Mental Health Indicators.” Accessed December 15, 2015. <http://dmh.mo.gov/ada/rpts/docs/status2014/saintlouiscity.pdf>

**5) Persons with HIV/AIDS**

St. Louis City CoC differs from other CoCs, which have smaller or nonexistent homeless populations living with HIV/AIDS. Trends for this subpopulation reflect a dramatic decline of 92 percent overall since its peak in 2010.

Between 2014 and 2015, this forward momentum continued with a 61 percent decrease. The 2015 PITC only identified nine homeless individuals, which is a very small portion of the total homeless population. The growth in funding and services available to this subpopulation may be at the root of the reduction in use of services for homelessness. Most recently, Doorways, an agency within the CoC that specifically addresses the needs of this population, received a grant of over one million dollars to support programming through 2015 and 2016.<sup>14</sup>

## **6) Veterans**

In 2015, only five homeless veterans were recorded in the count. The initiative to end homelessness among veterans has proven to be challenging in the CoC; however, if PITC numbers are indicative, efforts in this area have been successful.

Again, questions regarding the unsheltered count in 2014 make it difficult to establish a trend with authority. In that year no homeless veterans were found in the PITC. Nevertheless, comparing 2015 with 2012, a peak year for homeless veterans, reveals a 98 percent decrease in numbers.

In 2014, \$750,000 of existing emergency grant funding was allocated to Operation Reveille, a Rapid Re-Housing initiative in the City of St. Louis.<sup>15</sup> The objective was to locate and identify unsheltered homeless veterans and house them immediately. This project placed 51 veterans in supportive housing. The zero tally in 2014 could well reflect the impact of that project, if this number proves to be accurate

Conversion of public housing vouchers to HUD VASH vouchers for veterans has provided an additional source of funding.<sup>16</sup> Both St. Louis City and St. Louis County are transferring funding in order to provide more services to homeless veterans. In accordance with the effort to end homelessness among veterans, preparations have been made for the 2016 PITC process to identify veterans and immediately place them in Rapid Re-Housing.

## **C. GENDER DEMOGRAPHICS**

Chart 1.6 provides a breakdown of gender distribution for residents in transitional housing and emergency shelter from AHAR submissions for the St. Louis City catchment area. (The data set for permanent supportive housing is displayed in Chart 1.7. below.) With the exception of numbers for individuals in emergency shelter in 2011-12, the data is complete. It should be noted that statistics for persons in family summarize frequencies for adults only.

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<sup>14</sup> HUD Grant Allocations for HIV/AIDS Housing Programs. This is a competitive funding in which only twenty five programs were awarded portions of the twenty nine million dollars. In Missouri Doorways received \$1,109, 912 from the grant. While in Illinois, Doorways received \$965,658 from the same grant. More details as [http://portal.hud.gov/hudportal/HUD?src=/press/press\\_releases\\_media\\_advisories/2015/HUDNo\\_15-059](http://portal.hud.gov/hudportal/HUD?src=/press/press_releases_media_advisories/2015/HUDNo_15-059) Accessed December 21, 2015.

<sup>15</sup> St. Louis-MO Gov. "Operation: Reveille. The City of Saint Louis Rapidly Re-Houses Homeless Veterans." <https://www.stlouis-mo.gov/government/departments/human-services/homeless-services/news/operation-reveille.cfm> Accessed December 22, 2015.

<sup>16</sup> Supportive Services for Veterans Families (SSVF) Community Plan Summary, 2015. [http://www.va.gov/homeless/ssvf/docs/community\\_plans/SSVF\\_Community\\_Plan\\_Missouri\\_July.pdf](http://www.va.gov/homeless/ssvf/docs/community_plans/SSVF_Community_Plan_Missouri_July.pdf) Accessed December 22, 2015.

**CHART 1.6. FAMILY AND INDIVIDUAL GENDER DISTRIBUTION (ADULTS ONLY)  
EMERGENCY SHELTER AND TRANSITIONAL HOUSING  
CITY OF ST. LOUIS CoC, 2009-10 TO 2013-14**



**EMERGENCY SHELTER**

	2009-10		2010-11		2011-12		2012-13		2013-14	
	FAM	IND	FAM	IND	FAM	IND	FAM	IND	FAM	IND
<b>FEMALE</b>	453	406	407	454	558	no data*	384	393	428	438
<b>MALE</b>	58	923	43	905	27	no data*	27	665	35	485
<b>TOTALS</b>	1,840		1,809		585		1,469		1,386	

**TRANSITIONAL HOUSING**

	2009-10		2010-11		2011-12		2012-13		2013-14	
	FAM	IND	FAM	IND	FAM	IND	FAM	IND	FAM	IND
<b>FEMALE</b>	237	185	193	191	221	201	175	214	208	195
<b>MALE</b>	13	184	21	402	16	389	9	407	18	340
<b>TOTALS</b>	619		807		827		805		761	

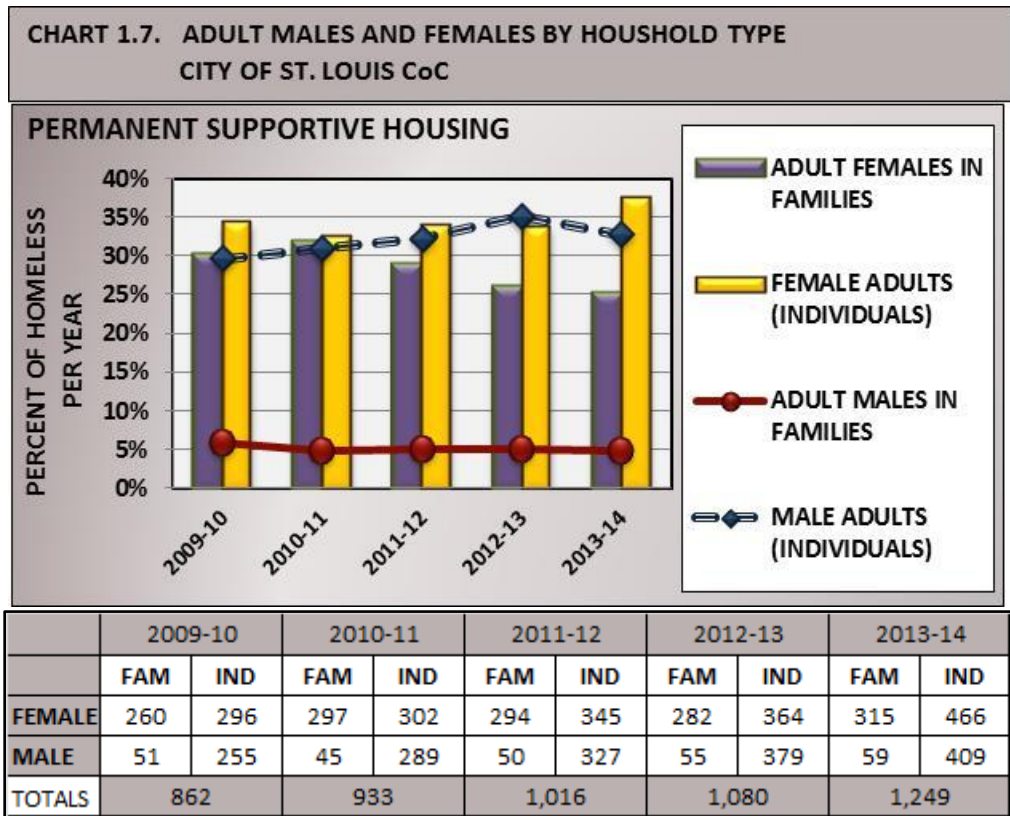
In general, homeless persons tend to use homeless services in the St. Louis City CoC more frequently as individuals than as families. Some specific observations are highlighted below:

- Men living in emergency shelters without children constitute the most sizeable group overall. In most years, they exceed the number of the next most frequent group in emergency shelter (individual females) by ratios of 1.6 to 1 to 2 to 1. However, the presence of this group in emergency shelter has decreased by 47 percent over the period indicated.
- Beginning in 2010-11, female individuals used emergency shelter services at a slightly higher rate than did females with families. The difference between the two groups' proportions has been less

than 1 percent in the two most recent years depicted, however. Female participation in this programming has remained fairly steady, with numbers vacillating around the low to mid 400s.

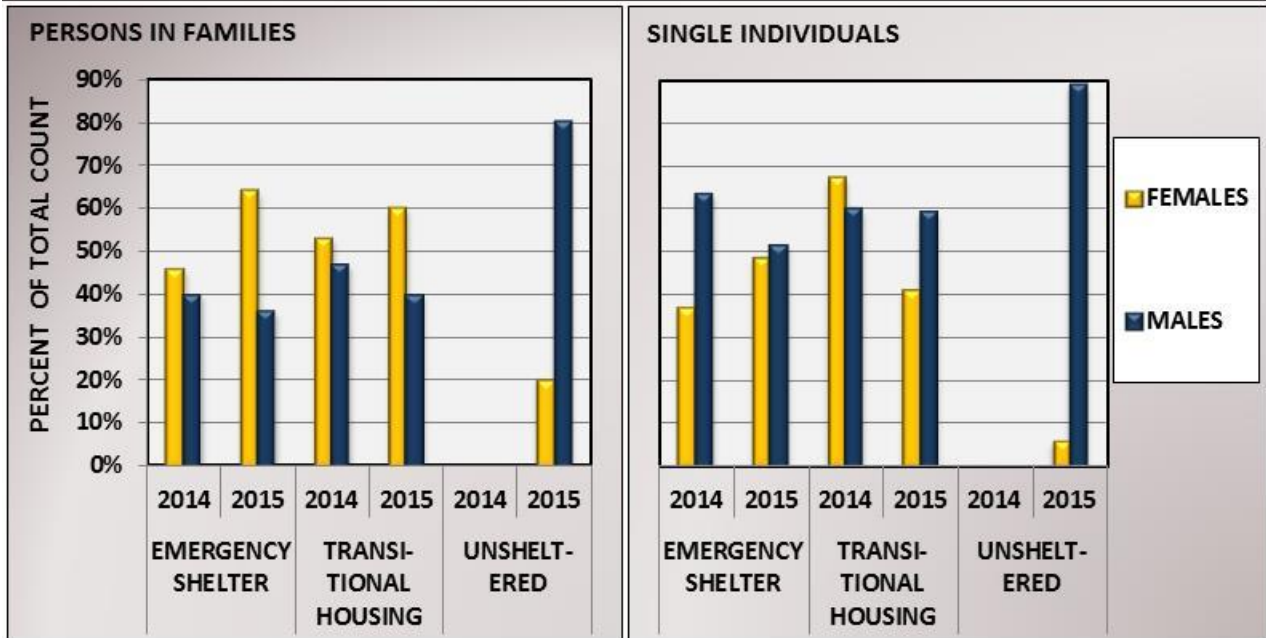
- Males with no family tend to use transitional housing more frequently than any other group. Their numbers have fluctuated over the past four years, ranging from 340 to 407.
- Females with families and female individuals represent the next most frequent group in this type of housing, appearing in very similar proportions in most years. While women of either household type are present in proportions ranging from 23 percent to 27 percent in most years, male individuals are seen with a frequency that ranges from 44 percent to 50 percent in most years.
- Conversely, men with families are not seen very frequently in either type of programming. In emergency shelter their numbers have ranged from a high of 58 to, more recently, a low of 27. Their share of the population using these services peaked at 3.2percent (in emergency shelter) in 2009-10 and has not reached 3 percent in either shelter type since then.

Males and females without families are the groups most frequently associated with permanent supportive housing (Chart 1.7). In four of the five years depicted, female individuals accounted for nearly 35 percent of those in residence. Over the last four years, the proportion of this population grew in relation to females with families.



Usage of permanent supportive housing by homeless persons in all groups has increased over the five-year period. Although low in comparison to other groups, the totals for males with families in this programming hit a high of 59 in 2013-14. The increase for male individuals is greatest, at 60 percent; for female individuals, 57 percent; and for females with families, 21 percent.

**CHART 1.8. PROPORTION OF MALE TO FEMALE BY HOUSHOLD TYPE AND PROGRAM  
2014 AND 2015 POINT-IN-TIME COUNTS  
CITY OF ST. LOUIS CoC**



	PERSONS IN FAMILIES				INDIVIDUALS WITHOUT CHILDREN			
	2014		2015		2014		2015	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
EMERGENCY SHELTER	87	131	94	167	268	155	104	98
TRANSITIONAL HOUSING	167	188	191	287	145	97	85	59
UNSHELTERED	0*	0*	12	3	0*	0*	86	11

Chart 1.8 illustrates the distribution of the genders across program type, as well as the unsheltered group, based on PITCs for 2014 and 2015. The percentages are derived from the total for all homeless persons in each program type by year. The following observations highlight a number of considerations:

- With respect to families in 2014 and 2015, females were predominant in both emergency shelter and transitional housing. In emergency shelters, females exceeded the percentage of men in both years: by 5.6 percentage points in 2014 and 28 percentage points in 2015.
- A similar pattern is seen in transitional housing, where the percentage of females surpassed that of males by 6 percentage points in 2014, with the gap widening to 20 percentage points in 2015.
- As for individuals without children in the PITC for the same years, men outnumbered women in emergency shelter. However, the discrepancy of 26.8 percentage points in 2014 narrowed to three percentage points in 2015.
- In transitional housing, the frequency for female individuals was higher than for males in 2014 by seven percentage points. However, the proportional balance flipped in 2015. In that year,

males represented 59 percent of those accessing transitional housing programming, while females represented 41 percent.

- As noted above, the 2014 count was subject to review. No unsheltered of either gender was documented in the 2014 count, but this result may still be tentative. In 2015, the number of males with families was equal to the number of females without. Twelve men with children appear in that year’s count.
- The degree to which men predominate in populations without children is evident in the disproportion between men and women, with 86 unsheltered identified during the 2015 PITC. In that year, women are present among the unsheltered, appearing as individuals as well as persons in families. Still, unsheltered men outnumber unsheltered women, by 4 to 1 in family households and nearly 8 to 1 in the group with no children.

**D. GENDER DEMOGRAPHICS AMONG VETERANS**

In St. Louis City CoC female veterans are present among homeless veterans in somewhat higher numbers, particularly among individuals without children, than in some of the other CoCs where the catchment areas have a more rural character. Even with these higher numbers, they remain in the minority in this subpopulation. This is true even among the persons-in-families demographic, a group typically dominated by women with children.

**TABLE 1.8. PARTICIPATION OF VETERANS IN HOMELESSNESS PROGRAMMING, BY GENDER  
CITY OF ST. LOUIS CoC, 2009 TO 2014**

	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>PERSONS IN FAMILIES</b>												
FEMALES	2	1	2	0	1	2	1	0	0	0		0
MALES	0	0	1	1	4	1	1	1	2	2	2	2
TOTAL	2	1	3	1	5	3	2	1	2	2	2	2
<b>INDIVIDUALS (NO CHILDREN)</b>												
FEMALES	11		8	2	1	4	8	3	7	6	8	13
MALES	109		64	29	107	92	127	122	38	36	45	56
TOTAL	120		72	31	108	96	135	125	45	42	53	69

In relation to individual veterans in households without children, males have consistently made up the majority of the population. In reviewing the frequencies for this group, by gender, the trends are most pronounced among males, whose patterns are similar to those summarized for non-veteran homeless males: i.e., decreasing reliance on emergency shelter and increased participation in both transitional housing and permanent supportive housing. (See Table 1.8.)

With regard to veterans in transitional housing, males have consistently comprised the majority of the population, regardless of household status. In the period covered by Table 1.8, men accounted for over

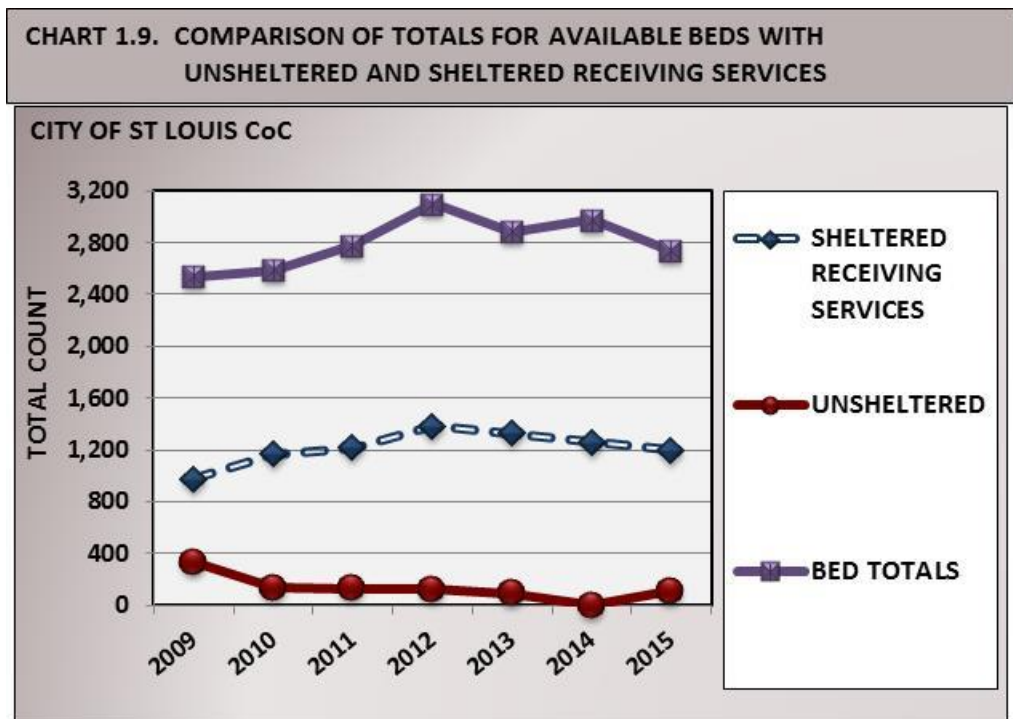


90 percent of the residents in transitional programming. Women without children have maintained their minority position, although their presence has increased – less so in transitional housing, where their numbers became smaller in 2013-14, than in permanent supportive housing. Here also male veterans are in the majority.

The number of female veterans in permanent supportive housing has not fluctuated much. Prior to 2013-14, they represented around 15 percent of this subpopulation. The significant point, however, is that the numbers for both men and women receiving services at this level have grown: females by 86 percent and men by 47 percent.

**E. ACCESS TO SHELTER**

Chart 1.9 compares bed counts with the PITCs for sheltered and unsheltered in each year, beginning in 2009. The data table depicts the difference between demand (sheltered receiving services plus unsheltered) and total beds. By these calculations, the St. Louis CoC had a comfortable margin in its bed supply in all years. The surplus ranges from slightly over 1,200 to slightly over 1,700. Most are categorized as “year-round,” with “seasonal” and “overflow” beds never comprising more than five percent.

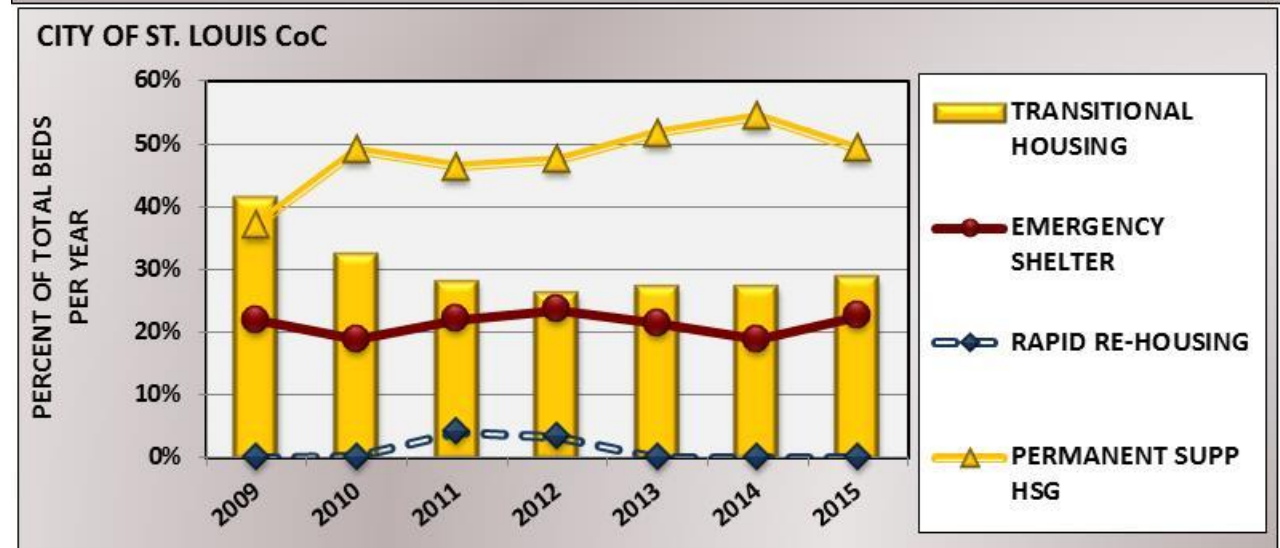


	2009	2010	2011	2012	2013	2014	2015
SHELTERED RECEIVING SERVICES*	973	1168	1215	1381	1327	1258	1200
UNSHELTERED	333	137	129	125	96	0	112
BED TOTALS	2,540	2,587	2,780	3,102	2,883	2,978	2,738
DIFFERENCE, BED TOTALS & TOTALS FOR SHELTERED/ UNSHELTERED	1,234	1,282	1,436	1,596	1,460	1,720	1,426
YEAR-ROUND BEDS ONLY	2,413	2,556	2,717	3,037	2,819	2,978	2,713
SEASONAL/OVERFLOW BEDS	127	31	63	65	64	0	25

Chart 1.10. below highlights the prioritization of permanent supportive housing beds over the same period. These beds increased by 32 percent since 2009, while transitional housing beds decreased by 24

percent, a reduction of 240 beds. The influx of resources for permanent supportive housing, along with the addition of 211 rapid-re-housing beds in 2011 and 2012, is consistent with the decrease in unsheltered individuals and families prior to 2015, which was noted earlier in this report. Emergency shelter beds have consistently accounted for roughly one fifth of the inventory over the years depicted here.

**CHART 1.10. CURRENT BEDS BY PROJECT, WITH BEDS ADDED PER YEAR  
HOUSING INVENTORY DATA, 2009 TO 2015**



	CURRENT BEDS							BEDS UNDER DEVELOPMENT (NO NEW BEDS)				
	2009	2010	2011	2012	2013	2014	2015	2009	2010	2011	2012	2013
TRANSITIONAL HOUSING	1,015	819	767	793	772	801	775			38	25	5
EMERGENCY SHELTER	539	480	605	720	610	558	614					
PERMANENT SUPPORTIVE HOUSING	920	1,255	1,281	1,458	1,485	1,619	1,349	25	55	82	55	38
RAPID RE-HOUSING	0	2	111	100	0	0	0					
<b>TOTAL</b>	<b>2,474</b>	<b>2,556</b>	<b>2,764</b>	<b>3,071</b>	<b>2,867</b>	<b>2,978</b>	<b>2,738</b>	<b>25</b>	<b>55</b>	<b>120</b>	<b>80</b>	<b>43</b>

Also apparent is an adjustment with regard to permanent supportive housing in 2015. Between 2014 and 2015 the number of beds designated for these services decreased to a number below that seen in 2012. At the same time, emergency beds increased in both number and proportion.

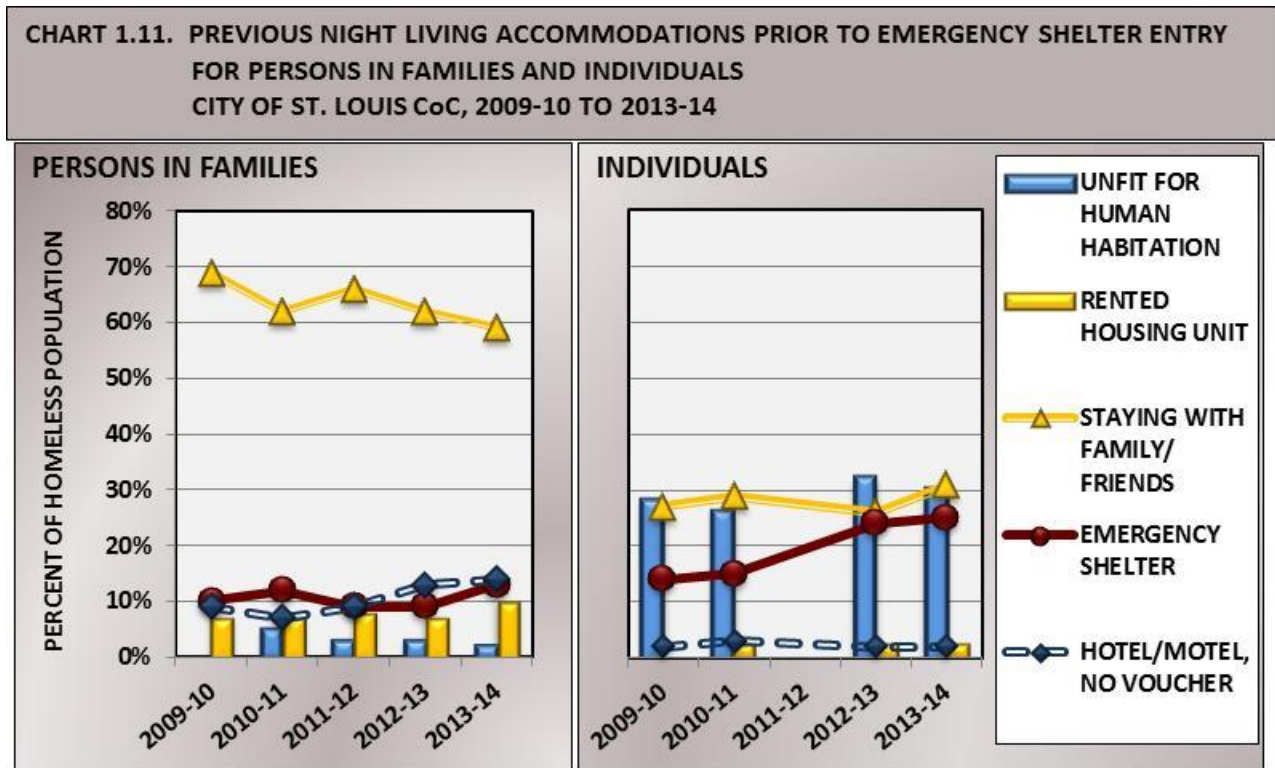
The number of permanent supportive housing beds designated for persons experiencing chronic homelessness is displayed in Chart 1.11. These “CH” beds increased by 170 percent over the seven-year period depicted. In 2015, as the number of permanent supportive beds online decreased, the proportion designated as CH stood at 24 percent, the highest seen in these years. The availability of this bed type, in combination with the comfortable margins in total bed availability, suggest that the CoC has the shelter capacity to address the spike in unsheltered persons experiencing chronic homelessness documented

for 2015 earlier in this report. (Refer to Chart 1.4.) This spike may speak more to the challenges of outreach to this population.

**F. PREVIOUS NIGHT’S LIVING ARRANGEMENTS OR ACCOMMODATIONS**

**1) Emergency Shelter**

Chart 1.11 compares the variety of previous living accommodations for individuals and families prior to entering emergency shelter.



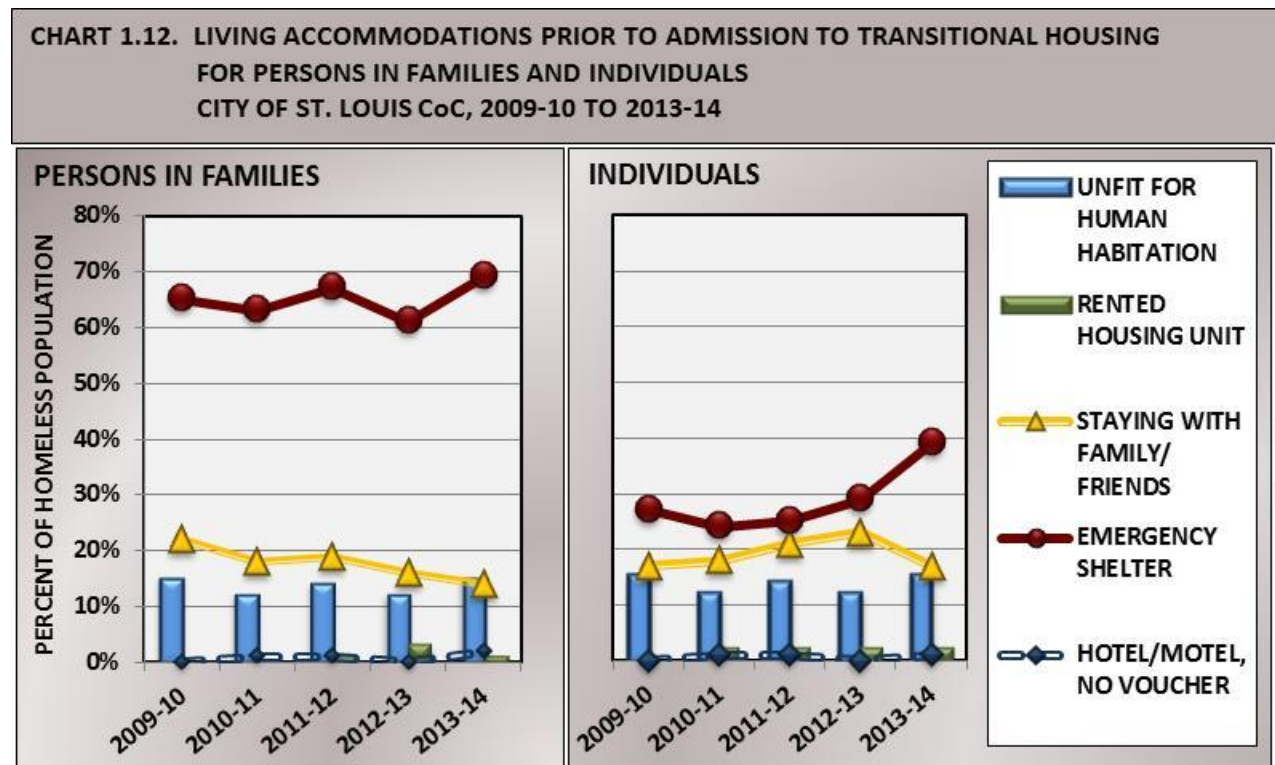
The chart clearly displays the distinct differences in patterns in living arrangements between individuals without children and families. With respect to households including children, a large majority (60 percent or higher in all years) reported being in accommodations with families or friends. Although individuals without responsibility for children also make similar arrangements, they are equally likely to have spent the night in a place unfit for human habitation. Based on the AHAR data, this option provides recourse for families much less frequently.

By contrast, in 2013-14, over 30 percent of individuals reported that an unfit place was their situation the night prior to entering emergency shelter. However, “doubling-up” vies with this category in frequency in most of the years considered in the chart. As for private residences, very few individuals in this type of programming rented prior to entry.

The fact that 60 to 70 percent of homeless persons in families attempted to reside with families or friends prior to seeking shelter is an indicator of the precariousness of this situation and the degree to which it may place households with children at risk of homelessness. Emergency shelter and places unfit for human habitation produce the next largest stream of shelter-bound families, but percentages for these groups have never topped 15 percent.

**2) Transitional Housing:**

Emergency shelter accounts for the largest proportion of both individuals and persons in families entering transitional housing from 2009-10 to 2013-14, as seen in Chart 1.12.

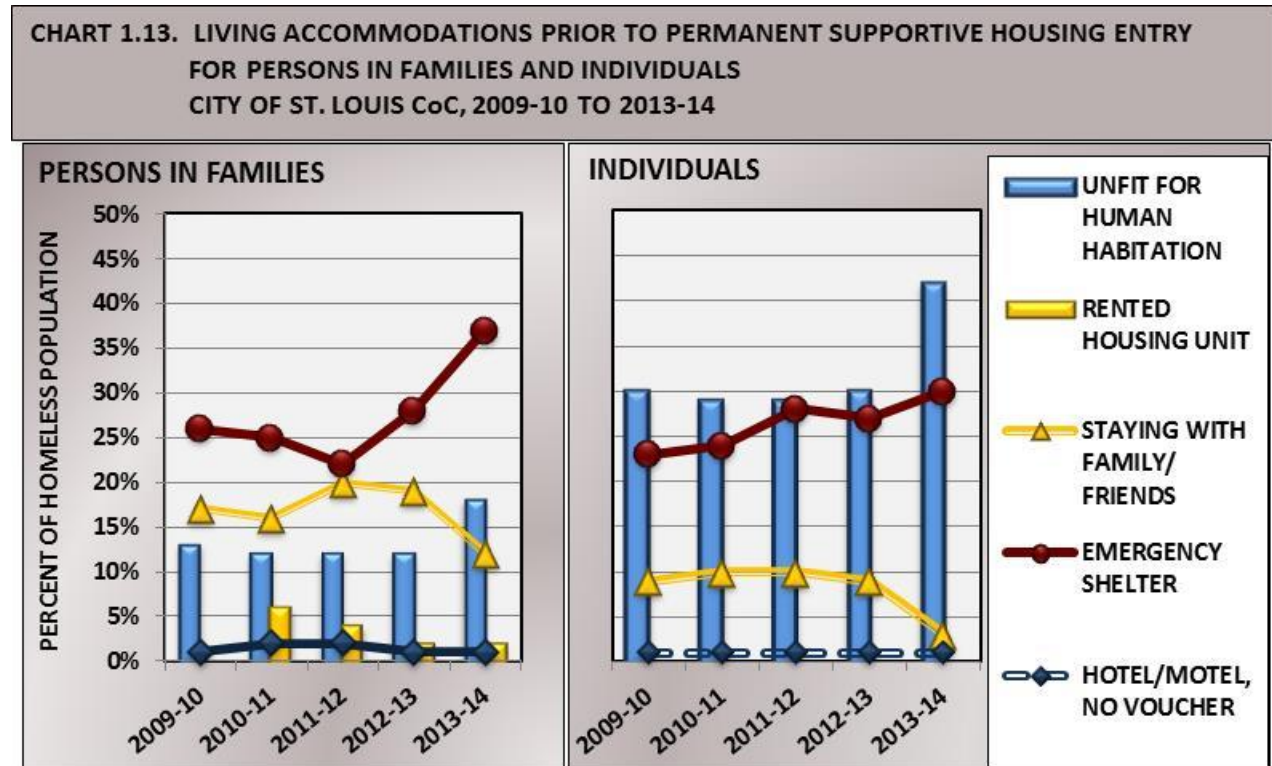


The trend for persons in families over the period features a consistent reliance on emergency shelter prior to entry into transitional housing, much as prior to entry into emergency shelter families relied on doubling up for prior-night accommodations. Between 60 to 70 percent of report they spent the previous night in emergency shelter. In contrast, reliance on family and friends decreases in these years. Rates at which persons in families have stayed in places not meant for human habitation remained stable – at around 15 percent since 2010.

Similar to the trend for families, individuals have tended to rely less on relatives and friends over the period, and more on emergency shelter, with increased usage occurring beginning in 2011-12. Increased emergency shelter stays leading to housing placement with longer tenure is consistent with the CoC’s plan to provide more permanent housing options for those who need it.

### 3) Permanent Supportive Housing

Chart 1.13 illustrates the extent to which individuals reported spending the night prior to admission to permanent supportive housing in a place unfit for human habitation. The share of individuals in this situation represented approximately 42 percent of this population in 2013-14. Based on a quick review of 2014-15 data, this high is temporary, and the next year reflects a six percent decline.



The relatively high number reporting a previous stay in a place unfit for habitation could reflect a recent emphasis on aggressively identifying and placing homeless individuals and families.

Initiatives such as the BEACH project are focusing on ending chronic homelessness through outreach combined with a variety of supportive services. With this approach, once providers engaged in a PITC identify someone as homeless, they attempt to place them in a Rapid Re-Housing program. Placement within a longer-term shelter type is prioritized; consequently there may be a higher incidence of transitioning directly from the streets to stable housing.

A stay in emergency shelter is the next highest previous living arrangement reported by individuals. For persons in families admitted into permanent supportive housing, emergency shelter also appears to be an entry point. This trend might be further indication of procedures within the CoC shelter system. Once families or individuals are placed in emergency shelter, they can more easily be referred to permanent supportive housing, and additional services beyond what is available through homelessness programming.

**G. HOUSING STABILITY**

**1) Emergency Shelter Residents Time in Shelter as Compared to Tenure in Previous Housing**

Closely associated with patterns in the sort of shelter sought prior to entering homelessness programming is the total length of time spent in that location. Table 1.9 summarizes statistics for St. Louis City CoC that show relative frequencies for duration of residence with respect to different households.

**TABLE 1.9. LENGTH OF STAY IN PRIOR-NIGHT LIVING SITUATIONS PRECEDING ENTRY INTO EMERGENCY SHELTER  
CITY OF ST. LOUIS CoC**

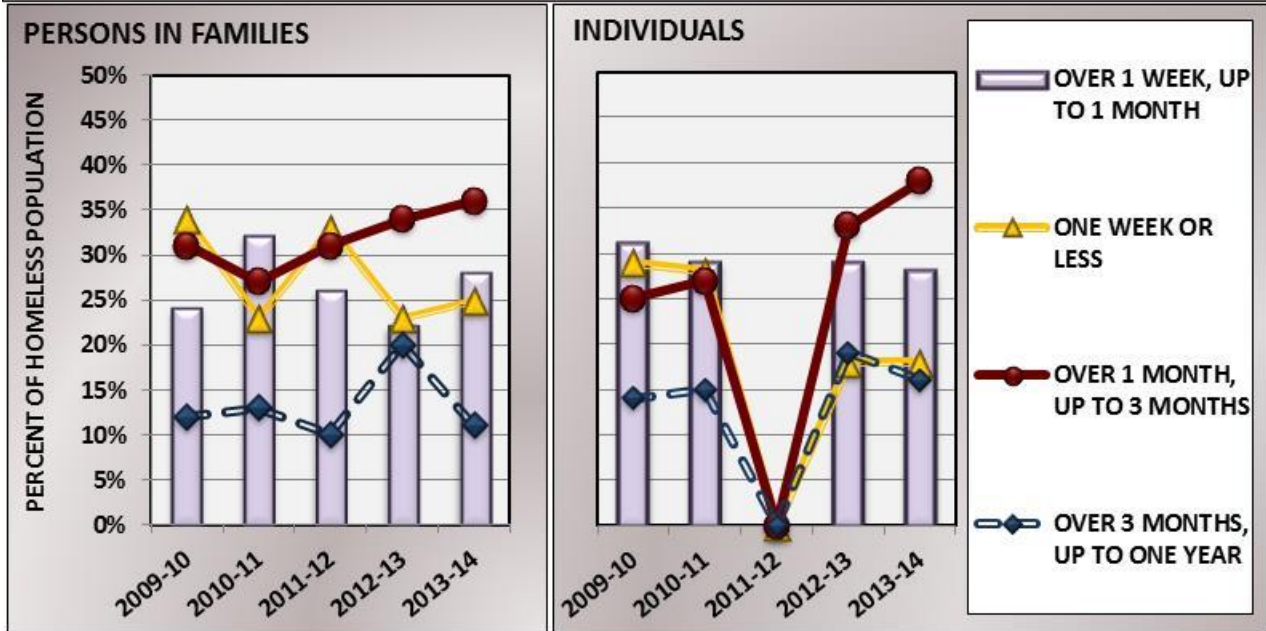
	2010-11		2011-12		2012-13		2013-14	
	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)
	<b>450</b>	<b>1359</b>	<b>585</b>	--	<b>411</b>	<b>1058</b>	<b>463</b>	<b>932</b>
A WEEK OR LESS	53.1%	66.4%	59.6%	--	59.9%	55.6%	68.5%	58.9%
OVER 1 WEEK, UNDER 1 MONTH	16%	14.9%	18.8%	--	16.3%	22.4%	12.7%	22.4%
1-3 MONTHS	13.7%	8.2%	13.2%	--	14.4%	13.6%	12.1%	11.7%
OVER 3 MONTHS, LESS THAN A YEAR	14%	4.4%	7.5%	--	4.9%	5.6%	3.9%	4.3%
1 YEAR OR MORE	3.1%	1.6%	3.9%	--	4.6%	2.8%	2.8%	2.5%

Data for the period 2010-11 to 2013-14 reveals that over half of both individuals and families entering emergency shelters have previously stayed just a week or less at their last residence (Table 1.9). In 2014 the proportion of both groups reporting a previous tenure of less than three months was 93 percent. This trend illustrates the instability of housing for families and individuals entering emergency shelters.

Prior to 2011-12, for homeless individuals without children, length of stay was fairly equally distributed over three time periods: 25 to 30 percent left within one week; an additional 30 to 35 percent stayed between one week and one month; and another 25 to 30 percent remained one month up to three months. After 2011-12, length of stay in St. Louis City CoC emergency shelters seems to have increased, with growth in the one-to-three month category and declines in the category of one week or less. (Chart 1.14 depicts a ten percent decline in stays of under one week between 2010-11 and 2012-13. The number of individuals whose stays were in the intervening length of time (over a week up to one month) remained fairly constant.

With regard to families, the distribution is somewhat similar, but with less sharp declines in the shorter duration categories. Persons in families also appear to have increased the length of stay, with more remaining from one to three months.. During this period longer stays of three months to a year have increased. Homeless families also show a trend toward shorter stays in emergency shelters.

**CHART 1.14. LENGTH OF STAY FOR FAMILIES AND INDIVIDUALS IN EMERGENCY SHELTER  
CITY OF ST. LOUIS CoC, 2009-10 TO 2013-14**



Comparing these data with tenure in the residence where emergency shelter occupants spent the night prior to coming into programming underscores the instability of housing situations among individuals and persons in families who eventually find themselves homeless. The most striking statistic is 50 to over 65 percent who were in that living situation a week or less.

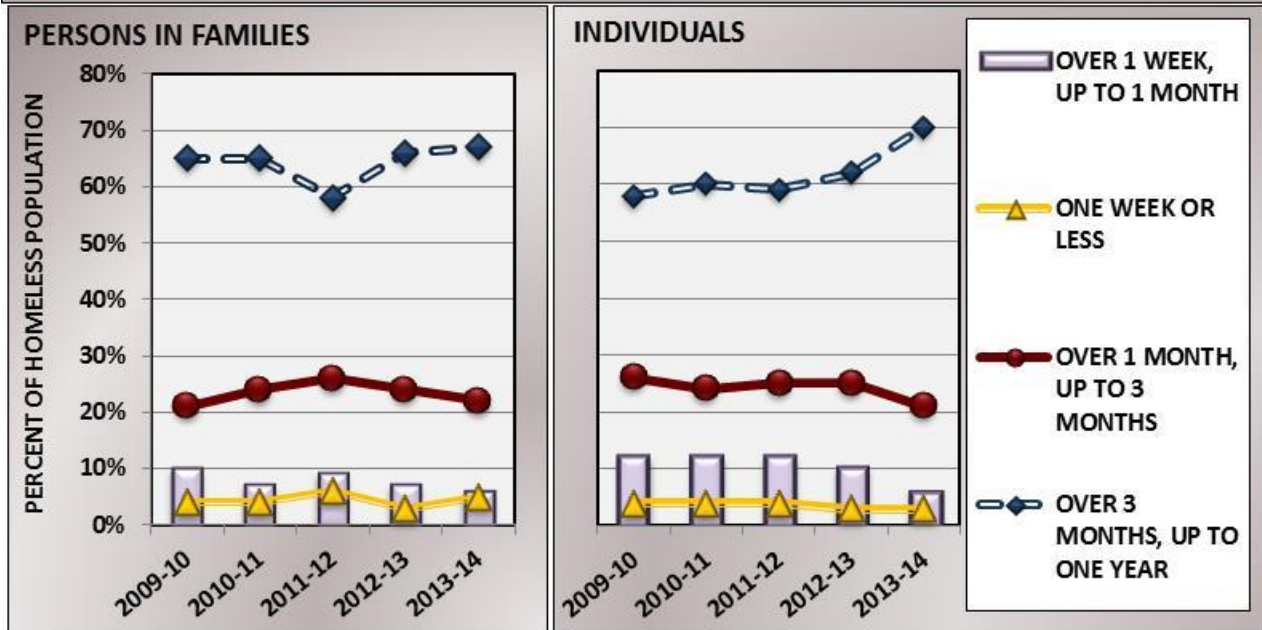
**2) Transitional Housing Residents Duration in Programming**

The majority of individuals, as well as persons in families, in transitional housing experience stays longer than three months, according to data displayed in Chart 1.15.

Over the five years shown, a length of stay extending beyond three months was the norm in both groups, with 60 percent and 70 percent of service recipients following this practice. A further one quarter of the residents also had more long-term stays lasting between one and three months. Stays of one week or less are atypical.

Similar to individuals, families most often stay from three months to a year or more, and have done so from 60 to 70 percent of the cases over the period considered. Such stays speak to the nature of transitional housing, which provides an extended period of time for individuals and families to secure other housing and services.

**CHART 1.15. LENGTH OF STAY FOR PERSONS IN FAMILIES AND INDIVIDUALS IN TRANSITIONAL HOUSING  
CITY OF ST. LOUIS CoC, 2009-10 TO 2013-14**



**3) Permanent Supportive Housing:**

The predominant trend among homeless individuals and persons in families is indicative of St. Louis City CoC’s commitment to providing more permanent housing for this population.

**TABLE 1.10. LENGTH OF STAY IN PERMANENT SUPPORTIVE HOUSING, BY HOUSEHOLD TYPE  
CITY OF ST. LOUIS CoC**

	PERSONS IN FAMILIES					INDIVIDUALS				
	2009-10	2010-11	2011-12	2012-13	2013-14	2009-10	2010-11	2011-12	2012-13	2013-14
ONE WEEK OR LESS	0%	1%	0%	0%	0%	1%	0%	1%	0%	0%
OVER 1 WEEK, UP TO 1 MONTH	3%	4%	1%	3%	4%	3%	2%	4%	3%	1%
OVER 1 MONTH, UP TO 3 MONTHS	4%	5%	4%	4%	6%	5%	5%	6%	5%	5%
OVER 3 MONTHS, UP TO ONE YEAR	93%	89%	95%	92%	93%	91%	93%	86%	91%	94%



Table 1.10 underscores the high percentage of residents in permanent supportive housing who remain between three months and a year or more, regardless of household status. As with transitional housing, longer lengths of stay in permanent supportive housing suggest that the shelter type is performing as intended, with rates near 100 percent for this longest-duration category.

**H. RACE, AGE, HOUSEHOLD SIZE AND OTHER DEMOGRAPHICS**

**1) *Racial Distribution of the Homeless Population of Individuals and Persons in Families***

As is evident in Table 1.11, almost half of St. Louis City is Black/African-American. Non-Hispanic Whites comprise another 42 percent of the population. While these two racial categories are in close proportion to one another, within the homeless population, disparities along racial lines are evident.

**TABLE 1.11. RACIAL COMPOSITION OF THE POPULATION IN THE CITY OF ST. LOUIS  
BASED ON 2014 CENSUS ESTIMATES**

	NON-HISPANIC WHITE	BLACK/AFRICAN AMERICAN	HISPANIC/LATION	ASIAN	MULTIPLE RACES	NATIVE AMERICAN/ALASKAN NATIVE	PACIFIC ISLANDER
ST. LOUIS CITY	42.2%	49.2%	3.5%	2.9%	2.4%	0.3%	--

Source: Census QuickFacts, <http://quickfacts.census.gov/qfd/states/29/2965000.html>

Table 1.12 on the next page presents data on the racial composition of homeless individuals and persons in families by shelter type and household status. It also includes a summary of race for homeless veterans in households without children.

As the table illustrates, in all categories, irrespective of programming, household type or veteran status, a distinct trend emerges in regard to the Black/African-American population. While comprising less than half of St. Louis City’s general population, this racial group accounts for 60 to 95 percent of the homeless population. This equates to approximately 10 to 35 percent in excess of their presence in the general population.

This is particularly true of emergency shelter. Whether it’s a question of families or individuals, Black/African-Americans represent the overwhelming majority of the occupants. Of all persons in families in emergency shelter, African Americans account for approximately 90 to 95 percent of this population.

Among individuals in the same venue, African-Americans comprised as much as 77 percent in 2010-11. In 2012-13, the amount was 68 percent; in 2013-14, 70 percent. These numbers suggest, however, that the share of African Americans has decreased relative to the pool of individuals in the shelter population overall, by nearly ten percent. There was a smaller, but steady decline in African-American families as well.

**TABLE 1.12. RACIAL DISTRIBUTION OF HOMELESS INDIVIDUALS AND PERSONS IN FAMILIES, BY HOUSEHOLD AND PROGRAMMING TYPE INCLUDING STATISTICS FOR VETERANS [INDIVIDUALS WITH NO CHILDREN IN THE HOUSEHOLD ONLY] CITY OF ST. LOUIS COC**

HOMELESS POPULATIONS	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>PERSONS IN FAMILIES</b>												
BLACK/AFRICAN-AMERICAN	94%	91%	89%	89%	92%	91%	93%	88%	93%	93%	91%	89%
WHITE, NON-HISPANIC, NON-LATINO	3%	4%	7%	5%	4%	5%	4%	6%	5%	6%	7%	8%
WHITE, HISPANIC OR LATINO	0%	0%	1%	1%	0%	0%	0%	0%	1%	0%	0%	0%
MULTIPLE RACES	3%	5%	6%	5%	4%	4%	3%	6%	1%	1%	2%	2%
OTHER	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
<b>INDIVIDUALS [NO CHILDREN]</b>												
BLACK/AFRICAN-AMERICAN	77%	.	68%	70%	71%	66%	67%	67%	79%	77%	76%	75%
WHITE, NON-HISPANIC, NON-LATINO	20%	.	28%	28%	26%	31%	29%	28%	19%	21%	21%	23%
WHITE, HISPANIC OR LATINO	1%	.	1%	1%	1%	1%	1%	2%	0%	0%	0%	1%
MULTIPLE RACES	1%	.	2%	1%	1%	2%	2%	2%	1%	1%	2%	1%
OTHER	0%	.	0%	0%	0%	0%	0%	1%	0%	0%	0%	0%
<b>VETERANS</b>												
<b>INDIVIDUALS [NO CHILDREN]</b>												
BLACK/AFRICAN-AMERICAN	71%	--	64%	61%	68%	60%	59%	54%	78%	74%	70%	75%
WHITE, NON-HISPANIC, NON-LATINO	26%	--	31%	32%	31%	39%	33%	41%	22%	26%	30%	23%
WHITE, HISPANIC OR LATINO	2%	--	0%	0%	1%	0%	1%	1%	0%	0%	0%	0%
MULTIPLE RACES	0%	5%	6%	3%	1%	1%	5%	2%	0%	0%	0%	1%
OTHER	2%	0%	0%	3%	0%	0%	1%	2%	0%	0%	0%	0%

The pattern is similar in transitional housing. As with the population in emergency shelters, the numbers are higher for families as compared to individuals. Yet, Black/ African-American individuals still hold a significant majority compared to the next most populous group: White, non-Hispanic, non-Latinos. For individuals, the number of Black/African-Americans is at least double the number of Whites.

White non-Hispanic individuals have increased their presence in transitional housing incrementally since 2010-11 to the point where they account for roughly one-third of this population.

There is no divergence from the patterns described above in permanent supportive housing. African-Americans in persons in families outnumber White, non-Hispanics, of this household type by ratios as high as 9 to 1. For individuals, that ratio is closer to eight to one. In reference to 2014-15 data, White individuals comprise – at 22 percent – a smaller proportion of the population in permanent supportive housing than they do in emergency shelter (28 percent) or transitional housing (31 percent).

## 2) Racial Distribution of Veterans

The demographic composition of the veteran population mirrors the rest of the homeless population in the CoC, with the Black/ African-American population comprising the majority in every shelter type. While this still holds, in transitional housing between 2012 and 2014 there was an increase in the White, non-Hispanic/non-Latino population with a corresponding reduction in the Black/ African-American population.

## 3) Age Distribution

Table 1.13 below compares the ratios of children in various programming by age, based on data compiled in AHAR reports. A few conclusions are listed below:

**TABLE 1.13. DISTRIBUTION OF CHILDREN BY AGE GROUPS AND SERVICE TYPE**  
CITY OF ST. LOUIS COC

CHILDREN IN FAMILIES	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS, ALL UNDER AGE 18	829	1066	714	856	382	445	341	456	580	535	502	527
UNDER 1	13.0%	14.4%	15.6%	12.6%	13.6%	13.0%	13.1%	11.8%	4.8%	3.3%	3.3%	5.1%
AGE 1 TO 5	35.2%	39.1%	37.3%	38.9%	38.2%	34.8%	35.1%	35.5%	20.6%	18.6%	16.0%	24.0%
AGE 6 TO 12	40.0%	37.6%	26.2%	39.9%	37.9%	41.5%	39.5%	40.1%	40.8%	46.3%	47.6%	38.7%
AGE 13 TO 17	11.7%	8.8%	7.7%	8.5%	10.2%	10.5%	12.0%	12.5%	33.6%	31.5%	31.8%	32.0%
<b>COUNT OF UNACCOMPANIED CHILDREN:</b>	<i>Across all service types, the most frequently recorded children are school age youngsters, while unaccompanied children appear to be fairly rare. The ones counted were limited to the 13-to-17 age range.</i>											
AGE 13 TO 17	0	-	0	9	4	8	5	7	0	0	0	0

\*\*No unaccompanied minors in AHAR report.

- Children under 17 are most numerous in emergency shelter. They are found in the smallest numbers in transitional housing.
- The total tally for all children in emergency shelter is slightly higher in 2013-14 than in 2010-11. Over the same period, numbers increased by 19 percent in transitional housing and decreased by 9 percent in permanent supportive housing.
- Over the four-year period, the group that represents the largest share of emergency shelter residents is children age 1-to-12, accounting for anywhere from 63 to 78 percent of the population under age 17.
- This age group (1-to-12) is also the predominant group among children in transitional housing, with percentages ranging from 74 to 76 percent.
- In permanent supportive housing, the population skews older. While the 6-to-12 age group is predominant, youths 13-to-17 constitute the next largest group, generally accounting for almost one-third of children. In total, children ages 6-to-17 represent 70 to 79 percent of the youth population, depending on the year.

Table 1.14 breaks down the numbers of school children designated as homeless by the Department of Elementary and Secondary Education (DESE) in 2014 by district and shelter type. It is apparent that there is a significant population of homeless school children in the CoC, and that the City of St. Louis school district has the largest population by far.

With respect to the disposition of these children, the highest numbers – over 4,000 – are ‘doubled-up.’ This high number is congruent with the large percentage of households with children that reported staying with family and friends prior to entering emergency shelter. (See Section E.) Together these indicators illustrate the degree to which many families are challenged to find stable housing in the City of St. Louis.

Although doubled-up situations are tracked in HMIS in terms of where the night prior to entering shelter or other housing is spent, this is not considered among criteria for designating a child or adult as homeless, according to HUD’s definition of homelessness. This is not true for school districts. The City of St. Louis School District also has a large number of unsheltered children, the second largest population in Missouri.

The DESE data provides another perspective on homeless families and the implications for children who lack stable housing. It also shows what a wide divergence there is from the HUD regulations.

**TABLE 1.14. HOMELESS ENROLLED SCHOOL CHILDREN, BY CATEGORY, CITY OF ST. LOUIS CoC, 2014\***

St. Louis City CoC School Districts	Doubled-Up	Hotel Motel	Shelters	Unsheltered
City of St. Louis	4178	169	640	47
Confluence Academies	228	-	23	-
St. Louis Lang Immersion School	47	-	-	-
Premier Charter School	37	-	-	-
JAMAA Learning Center	19	-	6	-
Lift for Life Academy	17	-	-	-
Eagle College Prep Endeavor	16	-	-	-
Construction Careers Center	15	-	-	-
Carondelet Leadership Academy	15	-	-	-
Grand Center Arts Academy	9	-	-	-
Preclarus Mastery Academy	8	-	-	-
North Side Community School	-	-	-	-
KIPP St. Louis	-	-	-	-
Gateway Science Academy/St. Louis	-	-	-	-
South City Preparatory	-	-	-	-
Ethel Hedgeman Lyle Academy	-	-	-	-
Better Learning Community Academy	-	-	-	-
City Garden Montessori	-	-	-	-
Lafayette Prep Academy	-	-	-	-
Hawthorn Leadership School for Girls	-	-	-	-

Source: Department of Elementary and Secondary Education (DESE)

\*Numbers in this table are only included for districts that reported more than five homeless enrolled students in each category.

Table 1.15 details the unaccompanied youth population in the CoC. For the St. Louis City CoC, children in this category are most numerous in transitional housing and numbers are uniformly low.

**TABLE 1.15. AHAR DATA FOR UNACCOMPANIED YOUTH, BY PROGRAMMING TYPE  
CITY OF ST. LOUIS CoC**

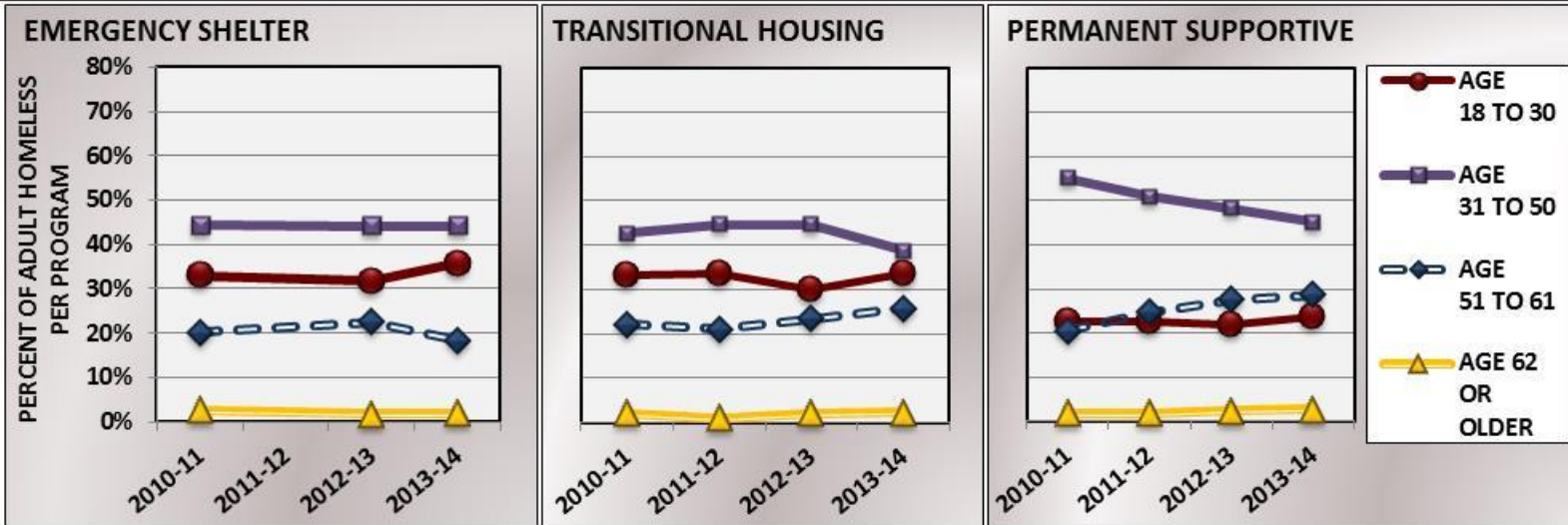
	EMERGENCY SHELTER					TRANSITIONAL					PERMANENT SUPPORTIVE				
	2011	2012	2013	2014	2015	2011	2012	2013	2014	2015	2011	2012	2013	2014	2015
<b>UNACCOMPANIED YOUTH</b>	0	-	0	9	4	8	5	7	9	2	0	0	0	0	0

PITCs provide another source of data for this population. Table 1.16 summarizes statistics for youth under age 18 who were recorded as persons in households containing only children during the counts from 2009 to 2015. These data are similar to the AHAR results, in that the count of unaccompanied children is low. Numbers peaked at 14 in 2013.

**TABLE 1.16. PITC DATA FOR HOMELESS YOUTH IN HOUSEHOLDS WITHOUT AN ADULT  
CITY OF ST. LOUIS CoC**

	PERSONS IN HOUSEHOLDS, ONLY CHILDREN						
	2009	2010	2011	2012	2013	2014	2015
<b>TOTAL</b>	0	8	7	10	14	9	1
<b>SHELTERED</b>	0	8	7	10	14	9	1
<b>UNSHELTERED</b>	0	0	0	0	0	0	0

**CHART 1.16. DISTRIBUTION OF TOTAL ADULT HOMELESS POPULATION BY AGE AND PROGRAM TYPE  
CITY OF ST. LOUIS CoC**



**CHART 1.17. DISTRIBUTION OF TOTAL VETERAN HOMELESS POPULATION BY AGE AND PROGRAM TYPE  
CITY OF ST. LOUIS CoC**

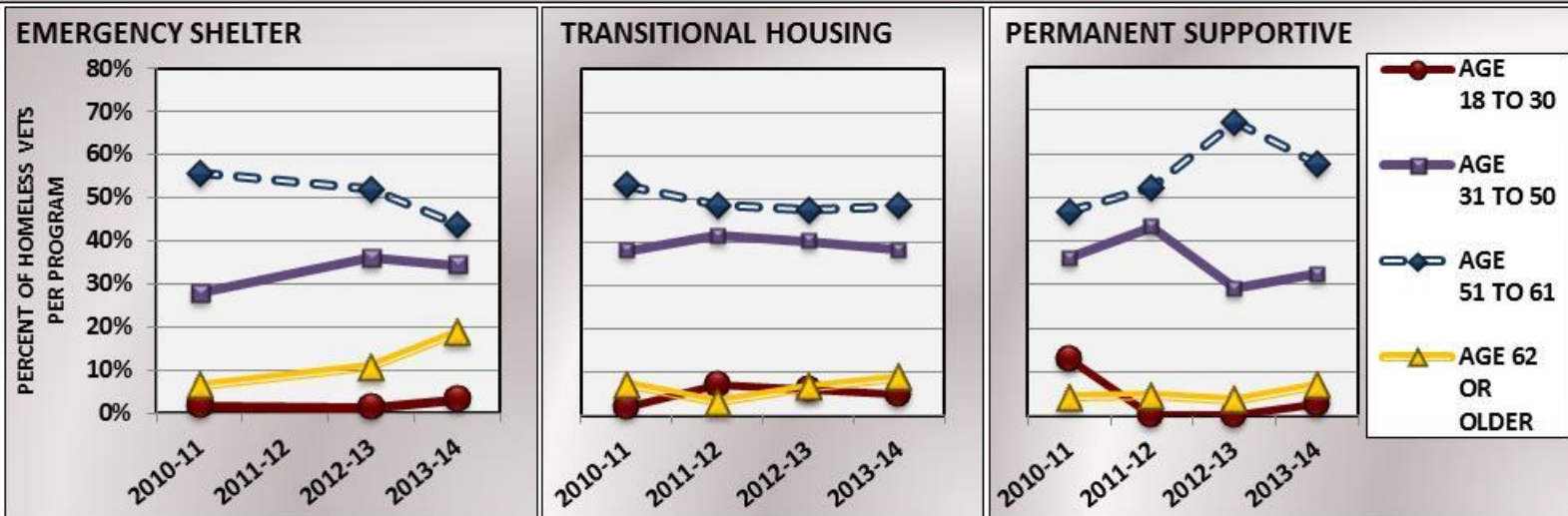


Chart 1.16 compares adult recipients of the three types of homeless programming by age groups. As the chart illustrates, persons in the age bracket 31-to-50 form the largest proportion of populations across all categories. Table 1.17 breaks down the numbers by household types.

**TABLE 1.17. AGE DISTRIBUTION OF INDIVIDUALS AND ADULTS IN FAMILIES, BY HOUSEHOLD AND PROGRAM**  
CITY OF ST. LOUIS COC

PERSONS IN FAMILIES, ADULTS	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS, AGE 18 AND OLDER	450	585	411	463	214	237	184	226	342	344	337	374
18 TO 30	303	405	268	284	127	149	112	135	125	137	137	160
31 TO 50	137	169	137	170	76	80	68	86	193	185	173	184
51 TO 61	10	11	6	8	11	8	4	5	21	19	23	27
62 OR OLDER	0	0	0	1	0	0	0	0	3	3	4	3
INDIVIDUALS, NO CHILDREN IN HOUSEHOLD	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS, AGE 18 AND OLDER	1,359	NA	1,058	923	593	593	621	535	591	674	743	875
18 TO 30	293		198	210	140	129	129	119	87	92	100	134
31 TO 50	665		510	442	268	290	291	209	321	334	348	380
51 TO 61	353		325	246	168	166	184	190	170	232	274	330
62 OR OLDER	48		25	25	17	8	17	17	13	16	21	31

Additional observations are summarized here:

- Seniors age 62 or older have never represented more than three percent of the adult population in any programming over the period considered.
- In emergency shelter, persons in the 31-to-50 age group have consistently accounted for roughly 44 percent of the adult population. Those in the 18-to-30 age group have generally represented one third of this population, and increased their proportion slightly in the latest tally.
- With respect to transitional housing, where overall numbers are lower, the pattern of age distribution is similar. However the 2013-14 data indicate a decline in share of six percentage points for the 31-to-50 bracket, while the 18-to-30 group grew proportionally by nearly four percentage points, and the 51-to-61 age group also increased their share slightly. As is apparent from the convergence in trend lines, there is less age disparity in adult age distribution in this programming than in other types.

- In permanent supportive housing, the population of adults skews slightly older (as it did for children), and appears to be aging. After the 31-to-50 age group, the 51-to-61 bracket represents the next highest proportion and has grown moderately over the period, to nearly 29 percent of the population in the latest tally. By contrast, the predominant group shrank in share by ten percentage points over the same period.
- With respect to permanent supportive housing, while numbers of children were down by nine percent in 2014 (Table 1.13), statistics for adults who access these services show an increase of almost 34 percent. This is largely driven by an increase in adults with no children, a category that has grown by almost 50 percent over the period.

#### 4) ***Age Distribution of Veterans***

Chart 1.17 above depicts the distribution of the veteran population in the St. Louis City CoC by age and programming. Although the chart combines household types, the majority of veterans seek housing as single individuals, as indicated by the numbers in the table below. The veteran population without housing tends to be older, with the most populated age category being between 51 and 61 years old. The 18-to-30 age group accounts for the lowest percentage of the total, suggesting that younger veterans are not experiencing homelessness as frequently as their older counterparts. Table 1.18 below summarizes additional details.

**TABLE 1.18. AGE DISTRIBUTION OF VETERANS BY HOUSEHOLD AND PROGRAM PARTICIPATION  
CITY OF ST. LOUIS CoC**

INDIVIDUALS, NO CHILDREN IN HOUSEHOLD	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
Totals	<b>120</b>	<i>No data</i>	<b>72</b>	<b>31</b>	<b>108</b>	<b>96</b>	<b>135</b>	<b>125</b>	<b>45</b>	<b>42</b>	<b>53</b>	<b>69</b>
18 TO 30	2		1	1	2	6	8	6	6	0	0	2
31 TO 50	32		24	10	41	40	54	48	16	17	14	21
51 TO 61	68		39	14	57	47	64	60	21	23	37	41
62 OR OLDER	8		8	6	8	3	9	11	2	2	2	5
VETERANS IN FAMILIES	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
Totals	<b>2</b>	<b>1</b>	<b>3</b>	<b>1</b>	<b>5</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>
18 TO 30	0	1	0	0	0	1	0	0	0	0	0	0
31 TO 50	2	0	3	1	2	1	1	0	1	2	2	2
51 TO 61	0	0	0	0	3	1	1	1	1	0	0	0
62 OR OLDER	0	0	0	0	0	0	0	0	0	0	0	0



## 5) Household Size

Chart 1.18 (below) illustrates the distribution of the population by household size, with data categorized by program type with the table below it providing a further breakdown. (Data is missing for individuals in emergency shelter in 2012; therefore percentages for multi-person households are distorted in that year.) Observations include the following:

- The data shows that one-person units are by far the most common type of household across all programming. The percentages for emergency shelter over the period ranged from 40 to 50 percent; for transitional housing 43 to 47 percent; and for permanent supportive housing 33 to 68 percent. In 2015, one-person units accounted for roughly 43 percent of households in each program type.
- With respect to families in emergency shelter, two-person households are most frequently reported, with percentages ranging from 14.5 percent to 20 percent in the latest tally. The percentages for three-person families hewed closely to those percentages, with discrepancies of less than four percentage points.
- Families of five or more accounted for between 10 and 12 percent of all households in emergency shelter over the period.
- Similar to emergency shelter, two-person and three-person units are also the most predominant multi-person household in transitional housing, with families representing the majority of those households.
- In both emergency shelter and transitional housing, two-person units – mostly families—have been the second most frequent arrangement.
- The number families with over five members in transitional housing increased by 59 percent over the period. In 2010-11 their share accounted for ten percent of all families. In 2013-14 it was 15 percent. Three-person families increased slightly in proportion, while two-person units declined.
- While single individuals represent the most dominant household pattern with respect to permanent supportive housing, the pattern for multi-person households differs from that seen in other programming. Here, families of five or more persons have been the most prevalent household type, peaking at 30 percent of all households in 2013-14. Numbers of larger households have actually decreased since 2010-11, however, and two-person households – the majority families –have narrowed the gap with larger units.
- When combined, units composed of two or three persons constituted the largest segment of residents in both transitional housing and permanent supportive housing from 2013 through 2015.

**CHART 1.18. HOUSEHOLD SIZE FOR THE HOMELESS POPULATION, ALL HOUSEHOLDS, BY PROGRAMMING OPTIONS  
CITY OF ST. LOUIS CoC**



	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
<i>FAMILIES</i>	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
2 PERSONS	354	532	382	420	206	200	154	182	164	152	148	184
3 PERSONS	366	465	357	408	153	198	150	180	180	195	186	204
4 PERSONS	252	344	212	212	116	124	96	128	244	200	176	200
5 OR MORE PERSONS	307	310	174	279	121	160	125	192	334	332	329	313
<b>TOTALS</b>	<b>1,279</b>	<b>1,651</b>	<b>1,125</b>	<b>1,319</b>	<b>596</b>	<b>682</b>	<b>525</b>	<b>682</b>	<b>922</b>	<b>879</b>	<b>839</b>	<b>901</b>
<i>ADULTS NO CHILDREN</i>	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
1 PERSON	1,325	<b>no data</b>	1,044	914	575	590	617	531	500	568	631	719
2 PERSONS	28		14	18	34	20	26	20	60	70	80	100
3 PERSONS	6		0	0	3	3	9	9	15	18	24	36
4 PERSONS	0		0	0	4	0	0	0	16	12	8	20
5 OR MORE PERSONS	0		0	0	5	0	0	0	0	6	0	0
<b>TOTALS</b>	<b>1,359</b>		<b>1,058</b>	<b>932</b>	<b>621</b>	<b>613</b>	<b>652</b>	<b>560</b>	<b>591</b>	<b>674</b>	<b>743</b>	<b>875</b>

**6) Household Size for Veterans**

As Table 1.19 shows, veterans in the St. Louis City CoC tend to use homeless programming most frequently as individuals. The highest tally of veterans with families occurred in transitional housing in 2010-11. The AHAR reports also capture two veterans with families in permanent supportive housing across all four years depicted. No information is available regarding the size of these families.

**TABLE 1.19. AHAR DATA FOR VETERAN HOUSEHOLD SIZE BY PROGRAM TYPE  
CITY OF ST. LOUIS COC**

	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
INDIVIDUALS	120	no data	72	31	108	96	135	125	42	42	53	69
PERSONS IN FAMILIES	2	1	3	1	5	3	2	0	2	2	2	2

**7) Persons with Disabilities among the Homeless Population**

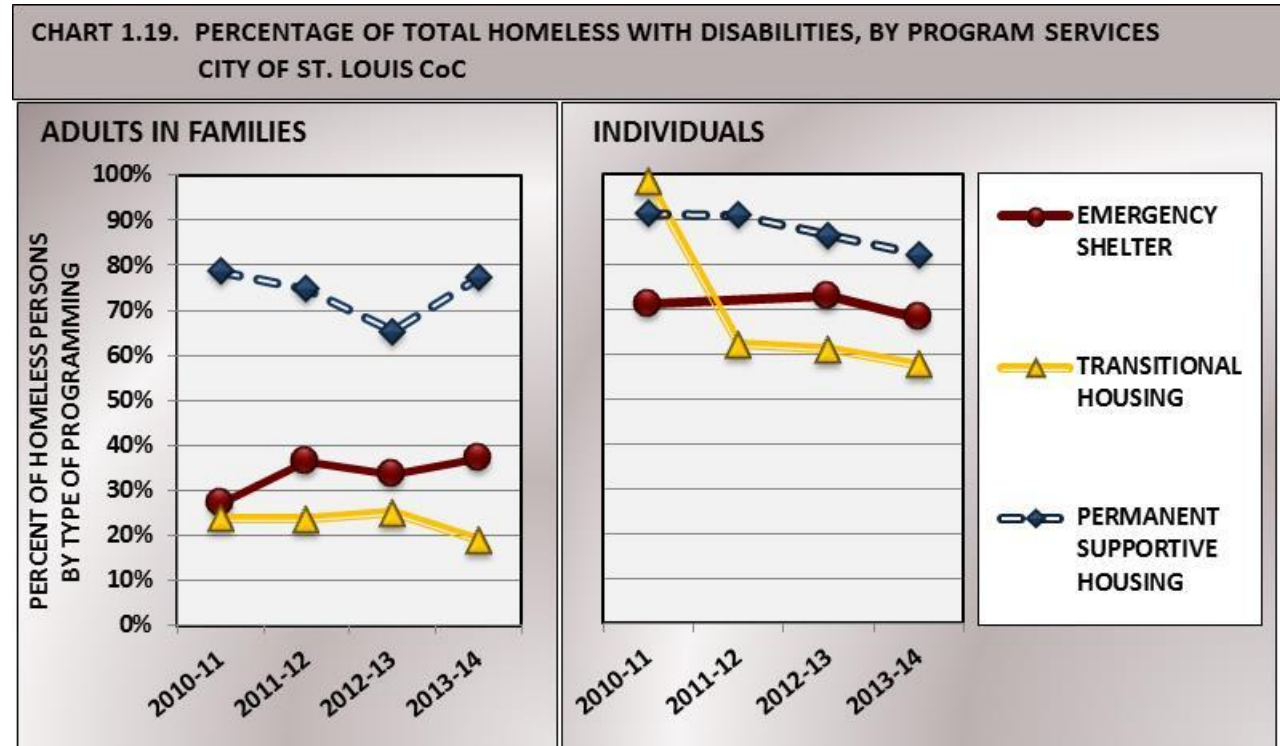
Within the St. Louis City CoC service area, individuals with disabilities among the sheltered homeless population are most likely to be found in permanent supportive housing (Chart 1.19). This is also true, to a somewhat lesser extent, of adults with families. For each household type, the proportion accessing permanent supportive housing has increased in the years between 2010-11 and 2013-14: by 33.2 percent for individuals and by almost seven percent for families.

**TABLE 1.20. DISABILITY TYPES REPORTED AMONG HOMELESS IN PERMANENT SUPPORTIVE HOUSING  
CITY OF ST. LOUIS COC**

<i>Data for Permanent Supportive Housing Only</i>	ADULTS IN FAMILIES				INDIVIDUALS IN HOUSEHOLDS WITHOUT CHILDREN			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>BOTH MENTAL HEALTH/ SUBSTANCE USE</b>	<b>41.8%</b>	<b>35.3%</b>	<b>38.2%</b>	<b>23.8%</b>	<b>41.3%</b>	<b>35.7%</b>	<b>35.2%</b>	<b>31.7%</b>
PHYSICAL DISABILITY	3.1%	4.6%	10.8%	4.4%	11.9%	13.5%	27.7%	9.9%
HIV/AIDS	8.4%	8.7%	10.0%	8.4%	2.6%	11.2%	7.5%	6.2%
MENTAL HEALTH	20.2%	24.1%	22.3%	30.0%	17.6%	28.1%	22.6%	32.1%
SUBSTANCE ABUSE	23.7%	27.4%	18.7%	23.1%	23.8%	11.5%	7.0%	11.2%
DEVELOPMENTAL DISABILITY	2.8%	0.0%	0.0%	8.1%	2.9%	0.0%	0.0%	8.8%

In permanent supportive housing, the share of persons with disabilities who report having co-occurring mental health and substance use disorders, once the largest category, has begun to decrease significantly in recent years. (Table 1.20.) In the same period, the frequency with which experience of systems of mental illness (excluding alcohol dependency) has increased, with the largest upward movement among

adult individuals reporting mental health symptoms. The numbers for this group nearly doubled over four years. In the latest tally, they represented approximately one third of the subpopulation with disabilities. With regard to families, 24 more people reported mental health disorders in 2013-14 than in 2010-11, and in the latter year these persons comprised 30 percent of adults with disabilities in family households. Substance use for all household types decreased, by roughly 25 percent for individuals and seven percent for adults in families.



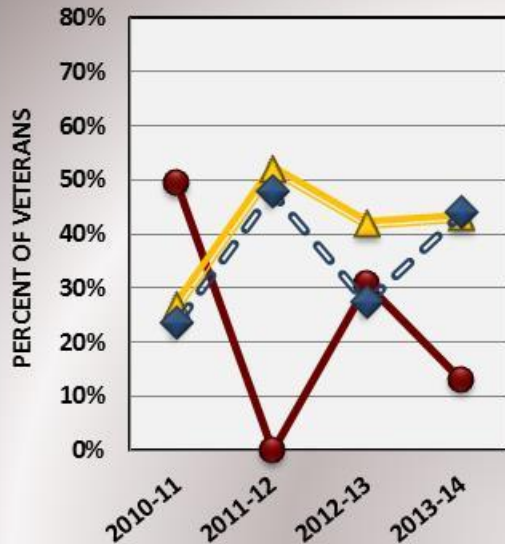
	ADULTS IN FAMILIES					ADULTS [HOUSEHOLDS WITHOUT CHILDREN]				
	2010-11	2011-12	2012-13	2013-14	Pct change 2010 to 2014	2010-11	2011-12	2012-13	2013-14	Pct increase 2010 to 2014
<b>EMERGENCY SHELTER</b>										
DISABLED	122	213	138	172	<b>+(29%)</b>	965	--	771	629	<b>-(53.4%)</b>
NOT DISABLED	328	372	278	291		394	--	287	294	
<b>TRANSITIONAL</b>										
DISABLED	51	56	46	43	<b>-(18.6%)</b>	585	368	379	309	<b>-(47.2%)</b>
NOT DISABLED	163	181	138	183		8	225	242	226	
<b>PERMANENT SUPPORTIVE</b>										
DISABLED	269	257	220	289	<b>+(6.9%)</b>	539	613	642	718	<b>+(33.2%)</b>
NOT DISABLED	73	87	117	85		52	61	101	151	

Together, mental health and substance use represent the bulk of disabilities reported in permanent supportive housing. Proportions of physical disabilities have fluctuated in both household types, but have not topped 10 percent of the population. The share of the disabled population with developmental

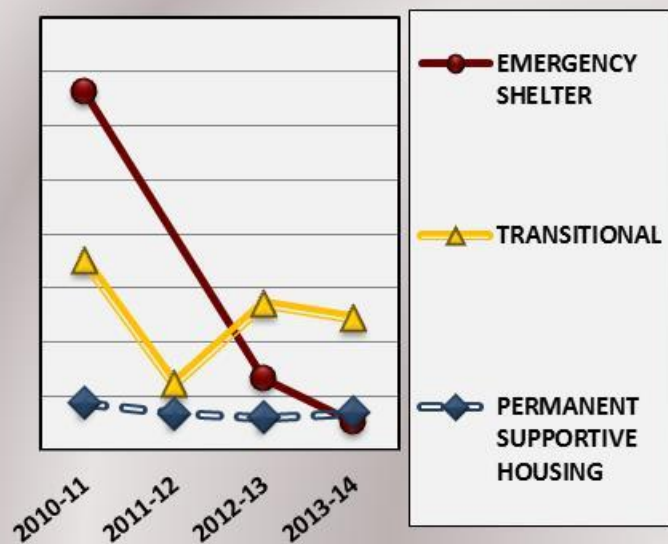
disabilities increased markedly for both household types in the last two years of data displayed, from 0 to 8 percent of the population.

**CHART 1.20. HOMELESS VETERANS WITH DISABILITIES, BY PROGRAMMING COMPARED TO PERCENTAGE OF VETERANS AMONG ALL ADULTS WITH DISABILITIES CITY OF ST. LOUIS CoC**

**VETERANS WITH DISABILITIES**



**ALL PERSONS WITH DISABILITIES**



PROGRAMMING	FAMILIES [HOUSEHOLDS WITH CHILDREN]				INDIVIDUALS [ADULTS/NO CHILDREN]			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>EMERGENCY SHELTER</b>								
DISABLED	2	0	0	0	96		56	19
NOT DISABLED	0	1	3	1	24		16	12
TOTALS	2	1	3	1	120		72	31
<b>TRANSITIONAL HOUSING</b>								
DISABLED	1	2	0	0	52	46	77	64
NOT DISABLED	4	1	2	1	56	50	59	61
TOTALS	5	3	2	1	108	96	135	125
<b>PERMANENT SUPPORTIVE HOUSING</b>								
DISABLED	2	2	0	2	45	42	50	63
NOT DISABLED	0	0	2	0	0	0	3	6
TOTALS	2	2	2	2	45	42	53	69

For individual adults with disabilities, there has been a significant reduction in the use of emergency shelters and transitional housing between 2010-11 and 2013-14. There is a corresponding increase in the use of permanent supportive housing of roughly 33 percent. This shift of program usage could suggest that individuals with disabilities are now specifically directed towards permanent supportive housing.

Veterans could be the source of some of the increase in the number of individuals with disabilities using permanent supportive housing. As the left-hand side of Chart 1.20 shows, veterans with disabilities have relied heavily on permanent supportive housing, although the trend line seems to fluctuate at regular intervals. The table accompanying the chart shows that they access all homeless services primarily as individuals.

However, although disabled veterans comprise a large proportion of veterans who use programming, their numbers in comparison to the larger population of homeless and to the overall population with disabilities tend to be small. After 2010-11, when veterans represented almost 70 percent of individuals with disabilities in emergency shelter, their percentage of the disabled population has not topped 35 percent in any program type.

## SECTION II. ST. LOUIS COUNTY CONTINUUM OF CARE

The catchment area of the St. Louis County Continuum of Care (St. Louis County CoC) lies on the boundaries of St. Louis City, and is the site of the inner-ring suburbs and outlying suburban areas that have grown up as St. Louis has expanded westward. It is also home to over 90 municipalities of varying sizes. Despite being absorbed into the County's demographic and socioeconomic base, these towns and villages have managed to maintain distinct identities, as well as their own governments and in many cases services. While roughly 25 percent of the County's land mass retains a rural character, the bulk of land usage and over 98 percent of the population is urban.<sup>1</sup> Like the City of St. Louis, it is a heavily populated part of the metropolitan region. The fact that most of St. Louis County has a Rural-Urban Commuting Area (RUCA) designation underscores the degree to which the residents regularly commute to outlying parts of the region for their livelihood and recreation as well as goods and services.<sup>2</sup> Their physical proximity enables the City and County to collaborate on addressing regional problems, as they did in formulating the "Ten-Year Plan to End Chronic Homelessness." Initiated in 2005, the plan has passed its ten-year mark. Since it is a collaborative effort, services between the two CoCs are often intertwined; however, St. Louis City continues to have the "majority of facilities and services in the region."<sup>3</sup>

### KEY FINDINGS AND EXECUTIVE SUMMARY

The following summary highlights some of the more important points raised in the report, including notable successes.

- a) **TEN-YEAR COLLABORATIVE PLANNING PROCESS:** Over the ten years beginning in 2005, a plan has guided St. Louis County CoC in its efforts to address the needs of those who routinely experience homelessness. This plan was developed in cooperation with the City of St. Louis and has been supported in its implementation by the St. Louis County Home Consortium, which has addressed its points in annual action plans. Given that the mission of the HOME Consortium is to assist in creating and maintaining affordable housing, this integrates consideration of the needs specific to homeless individuals and families into the broader context of St. Louis County's low-income housing situation.
- b) **DECREASING NUMBERS OF CHRONICALLY HOMELESS:** In 2014 the number of chronically homeless persons in St. Louis County dropped by 80 percent to its lowest level since 2009. The total increased in 2015, but remained 59 percent below the 2009 count.
- c) **DECLINE IN UNSHELTERED AND SHELTERED HOMELESS:** Despite staff turnover in 2012, a transition which proved disruptive to some of the Point-In-Time Count data collection efforts, the records indicate that the extent of homelessness has declined in St. Louis County. Specifically, high numbers recorded in 2010 and 2011 have dropped:

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<sup>1</sup> "2010 Census Urban and Rural Classification and Urban Criteria." Details available at <https://www.census.gov/geo/reference/ua/urban-rural-2010.html> Accessed November 25, 2015.

<sup>2</sup> "Rural-Urban Community Area: Documentation." Economic Research Service. United States Department of Agriculture. Available at: <http://www.ers.usda.gov/data-products/rural-urban-commuting-area-codes/documentation.aspx>. Accessed November 25, 2015.

<sup>3</sup> "St. Louis City and St. Louis County: Ten-Year Plan to End Chronic Homelessness." Details at <https://www.stlouis-mo.gov/government/departments/human-services/homeless-services/documents/upload/Homeless10yearPlan.pdf> Accessed November 30, 2015.

- **UNSHELTERED:** Between 2010 and 2015, totals for homeless individuals and persons in families without shelter decreased by 76 percent. The 2015 total represented only a slight increase over its value in 2014, which suggests this lower number has some stability.
  - **SHELTERED:** After an increase of 35 percent between 2010 and 2011, totals for the sheltered population have also gradually diminished. In 2015, the count was 31 percent below the recorded high in 2011.
- d) **DECLINE IN EMERGENCY SHELTER USAGE:** One of the objectives specified in the ten-year plan is the reduction in the number of individuals and families relying on emergency shelter services. Although the extent of usage varied between 2009-10 and 2013-14, overall there has been a 30 percent decline.
- e) **PERMANENT SUPPORTIVE HOUSING:** Despite the greater expense involved in delivering the more sustained services that are characteristic of permanent supportive housing, this strategy has gained considerable traction in the St. Louis County CoC and has become integral to planning efforts. Since 2009-10, entries into permanent supportive housing have grown by 11 percent. Identified as an important step to ending chronic homelessness, funding and availability of these services have increased significantly in recent years. As of 2015, the number of current beds associated with this programming had risen by 34 percent over the 2009 total.
- f) **LENGTH OF STAY FOR FAMILIES IN SHELTERS:** Once in emergency shelter, families in the St. Louis County CoC tend to have longer stays than in the housing where a family resided prior to entering programming. Between 55 and 65 percent of emergency shelter residents remained in that housing no longer than one week. The majority of families stayed in shelter less than three months, with 20 percent there a week or less and 20 to 30 percent for one week to under one month. In both transitional housing and permanent supportive housing, length of stay is far greater. In most of the years for which data was examined, over 65 percent of residents resided in permanent supportive housing for a year or longer, demonstrating much greater housing stability.
- g) **GENDER DISPARITY:** Data from Annual Housing Assessment Reports record either sizeable or narrow majorities of women in most of the homelessness programming venues. In the ten-year plan, homelessness services are characterized as primarily serving women and children, one reason for this being that women are more likely to request assistance. This is not true of all CoCs, however. With respect to adults in families in emergency shelters, in 2012-13 the number of women was 12 times that of men. Transitional housing had comparable discrepancies: adult women outnumbered men by nine to one in 2011-12 and 11 to one in 2012-13. Among individuals, in both emergency shelter and permanent supportive housing, women were also predominate, although in the latter venue the discrepancies were much smaller. Data from Point-In-Time Counts for the two years for which gender was recorded also reflect these tendencies. Only among the unsheltered population are women in the minority. In 2015, the number of unsheltered men increased by 28 percent over the 2014 count; their female counterparts saw a decrease of 75 percent, from 16 to 4.
- h) **SUBSTANCE USE:** The count of individuals or persons in families who report substance use disorders increased 84 percent between 2014 and 2015. This is a surprising uptick in an otherwise downward sloping trend, first apparent in 2012. The current heroin epidemic affecting the St. Louis region could have some effect on this number. Nonetheless, the total in 2015 remained 65 percent



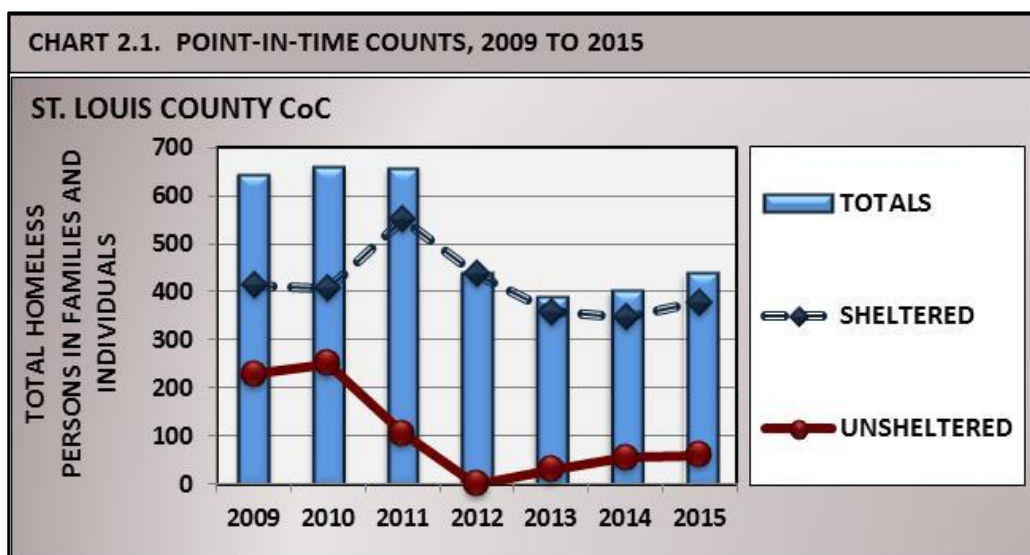
below 2009 and 2011 levels, two years in which the count for this subpopulation was at its highest level.

- i) **PREVIOUS NIGHT ACCOMODATIONS:** Some subpopulations have shown distinct behaviors in the prior night accommodations they rely on prior to entering homelessness programming.
  - **FAMILIES:** For families in emergency shelters during the period 2010-11 and 2013-14, 60 to 70 percent were “doubled-up” with relatives or friends prior to seeking homelessness services. By contrast, 50 to 60 percent of families entering permanent supportive housing were previously receiving emergency shelter services. Since St. Louis County -- through the CoC and the St. Louis County HOME Consortium – has focused its efforts on involving emergency shelter residents in case management, this result is consistent with the County’s planning objectives.
  - **VETERANS:** St. Louis County does not have a large homeless veteran population. Over the four year period from 2010-11 to 2013-14, the highest tally was 26. As a result, the numbers are too small to cite evidence of dominant patterns. Among veterans entering permanent supportive housing, however, there appears to have been a higher number reporting places unfit for human habitation for prior-night living accommodations, particularly but not exclusively in the case of individuals without children. In the most recent year of data, over 50 percent of the total (13) report relying on this as an option.
  - **INDIVIDUALS IN PERMANENT SUPPORTIVE HOUSING:** Places unfit for human habitation have also provided accommodations for many other individuals without children. Among this group, in three of the four years, 35 to 45 percent reported spending the night prior to coming into programming in this sort of venue.
- j) **RACIAL DISPARITY:** Among homeless individuals and persons in families in the CoC, there is a disproportionately large population that is African-American. In a geographic area where the general population is 67.6 percent White and 23.9 percent African- American, African-Americans have comprised 80 to 90 percent of the homeless population in recent years, regardless of the type of programming. In nearly every category the African-American population is at least 30 percent larger than the population that identifies as White. Race among persons in permanent supportive housing is slightly less disparate, especially with respect to individuals without children, but even in this context African-Americans outnumber Whites by a ratio of two-to-one.

## 1) CONTEXT

In 2005 St. Louis City and St. Louis County joined forces in developing the “Ten-Year Plan to End Chronic Homelessness.” The plan built on strategies that had been pursued independently by City and County in the years leading up to the collaboration: for example, the sixty organizations engaged in the Homeless Services Providers Networks, in addressing the needs of the homeless populations in both target areas had been a St. Louis City phenomenon since the 1980s.<sup>4</sup> St. Louis County Continuum of Care (St. Louis County CoC) appears not to have published a progress report in relation to the plan, as the City of St. Louis has done.<sup>5</sup> Nonetheless, it can claim significant progress in addressing issues raised in the Ten-Year Plan, with implementation of “Housing First” and expansion of permanent supportive housing services.

Between 2011 and 2015, the number of individuals and persons in families found to be unsheltered at the Point-In-Time Counts (PITCs) dropped by 76 percent. Although the 2015 total is a slight increase



over 2014, in both years it remained at a quarter of its 2010 level. The combined effect of these reductions is a decline in the overall total by 34 percent from its peak in 2010 (Chart 2.1).

Aspects of the “Ten-Year Plan to End Chronic Homelessness” have become an integral part of the annual action plans of the St. Louis County HOME Consortium. This entity was created by St. Louis County’s Office of Community Development to assist in development of affordable housing. It plays a leading role in implementation of the County’s Five-Year Consolidated Plan through its involvement in the action

<sup>4</sup> St. Louis City Department of Human Services, St. Louis County Department of Human Services and The Homeless Service Providers Network. “Ten-Year Plan to End Chronic Homelessness.” August 2005. Pages 54-55. Available online. Accessed November 28, 2015 at:

<https://www.stlouis-mo.gov/government/departments/human-services/homeless-services/documents/upload/Homeless10yearPlan.pdf>

<sup>5</sup> St. Louis City Continuum of Care. “Five Year Update on the Ten Year Plan to End Chronic Homelessness.” Not dated. Accessed February 23, 2016 at:

<https://www.stlouis-mo.gov/government/departments/human-services/homeless-services/documents/upload/Progress%20Report%20on%2010%20Year%20Plan%20Final.pdf>

planning process. The update on the 2015 plan, for example, reiterates the emphasis on “Housing First.”<sup>6</sup>

Further points from the plan update illustrate the direction that St. Louis County CoC or County government has taken in supporting homelessness programs and those receiving services:

- Establishment of a Warming Shelter where individuals and families can seek immediate relief from the cold and at the same time undergo assessment, obtain information about available services and arrange referrals to more permanent housing or other programming.
- Collaboration with a local university to conduct research related to improvements in locating unsheltered individuals and families that should be included in the PITCs.
- Provision of case management services to individuals entering Rapid Re-housing and emergency shelter.
- Channeling of additional funding to supportive services through St. Louis County’s Children’s Services Trust Fund.

It also addresses some of the systemic and infrastructure issues that have affected the course of homelessness programming in the County.

- **LOCATION OF SHELTERS:** Compared to the City of St. Louis, homelessness services are not as numerous within the St. Louis County CoC catchment area. Many shelters are located within City limits and are not easily accessible for those who lack transportation. Even if there is bus service to places where shelters are located, a homeless individual or a head of a family may not have the money for the cost of one or more bus tickets. Others who happen to be working may find the distance between a shelter and a place of employment creates more inconvenience than the job or having a place to stay is worth. Establishing more shelters has seemed an obvious solution to some, but there are obstacles.
- **LACK OF RESOURCES:** In relation to the County’s status as a Rural-Urban Commuting Area, the culture of commuting may have an impact on the County’s revenues. Habits of mobility prompt residents to spend money in locations (for example, St. Charles County) that may not support the County’s tax base, thereby reducing the pool of resources required to fund the sort of human services needed by homeless individuals and persons in families. Also, the County’s policy of ensuring a fair distribution of the funding available across a multiplicity of municipalities and other areas where there may be a need can result in a dispersion of assets, without sufficient funding to address areas that would benefit from a more targeted approach.<sup>7</sup>

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<sup>6</sup> St. Louis County Department of Planning and St. Louis County Office of Community Development. “St. Louis HOME Consortium Consolidated Plan 2015 Update.” March 2015. Pages 51-52. Accessed online February 22, 2016 at: <https://www.stlouisco.com/Portals/8/docs/document%20library/planning/community%20development/consolidated%20plan/2015/2015-Con-Plan-Final.pdf>.

<sup>7</sup> Ibid. Page 30.

- RESISTANCE OF RESIDENTS: Additional problems arise within unincorporated areas of the county that have not been receptive to the development of new affordable housing or shelters.<sup>8</sup> As the 2005 Plan put it, "... building new permanent supportive housing units requires either the support of a municipality, or the county funding an appropriate location in unincorporated areas."<sup>9</sup> Cooperation from residents in these and other areas of St. Louis County has been lacking, motivated by sentiments falling under the well-worn rubric, "not-in-my-backyard," or "NIMBY." The degree to which this opposition has been a stumbling block is indicated by the fact that the 2005 plan made mention of it as a factor that could impact success of the plan.<sup>10</sup>

One additional complication arises from the growing importance of compiling data on homeless individuals and persons in families. The joint efforts of St. Louis City and St. Louis County to combat homelessness has brought about a crucial pooling of resources. Some have been concerned, however, that such commingling can complicate the accuracy of federally mandated PITCs intended to give an accurate portrayal of the homeless population in St. Louis County. While transportation can be a barrier, this does not alter the fact that the boundary line between City and County is permeable. There is nothing to prevent a single individual or family from seeking services in both CoC service areas.

AHAR data indicate, however, that the zip code given at intake for previous permanent address has been in most cases the same zip code as the homelessness program's location. This suggests that that homeless individuals and persons in families have stayed within the same jurisdiction and have not moved across CoC lines. This may be a by-product of St. Louis County's centralized intake system. Catholic Charities Housing Resource Center operates the "Homeless Hotline" and conducts initial screening to determine needs and makes referrals. Incoming clients can be directed to resources in their home communities.

## A. INCOME

St. Louis County is "a mix of established affluent neighborhoods and middle- and lower-class housing areas on the north and south sides."<sup>11</sup> Data pertaining to socio-demographic, economic, and racial factors reveal a number of polarizing forces, many of which have had an impact on homelessness.

For example, an analysis of gender distribution for both individuals and adults in families in the St. Louis County CoC shows a predominance of women in all three types of homelessness programming and in all years for which data were examined. (See Table 2.1) While the Ten-Year Plan does not mention similar discrepancies at the time when it was prepared, it characterizes homelessness services as primarily serv-

<sup>8</sup> "Not in My Backyard" *The Homeless Hub*. Accessed November 9, 2015. <http://homelesshub.ca/solutions/affordable-housing/nimby-not-my-backyard>

<sup>9</sup> *Access, Attitude Makes It Tough to Address Homelessness In Saint Louis County*. St. Louis Public Radio, Feb. 12, 2014. <http://news.stlpublicradio.org/post/access-attitude-make-it-tough-address-homelessness-st-louis-county>. Accessed November 9, 2015.

<sup>10</sup> "Ten-Year Plan to End Chronic Homelessness." Pages 54-55.

<sup>11</sup> *Patterns and Trends in Drug Abuse in St. Louis, Missouri: 2013* Accessed December 4, 2015. Details at <https://www.drugabuse.gov/sites/default/files/stlouis2014.pdf>

ing women and children, citing the greater likelihood that they will contact the Homeless Hotline for assistance if they are without housing or in substandard housing.<sup>12</sup>

**TABLE 2.1. GENDER DISTRIBUTION, BY HOUSEHOLD AND PROGRAM, ADULTS ONLY  
ANNUAL HOMELESS ASSESSMENT REPORT DATA, ST. LOUIS COUNTY, 2010-11 TO 2013-14**

PERSONS IN FAMILIES	EMERGENCY SHELTER				TRANSITIONAL*			PERMANENT			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2010-11	2011-12	2012-13	2013-14
FEMALES	244	211	193	292	63	63	37	77	83	92	74
MALES	34	16	16	31	8	6	3	27	27	23	21
TOTAL	278	227	209	323	71	69	40	104	110	115	95
<b>ADULTS (NO CHILDREN)</b>											
FEMALES	no data	198	210	no data	6	no data	no data	51	85	95	83
MALES		2	71		77			34	72	85	53
TOTAL		200	281		83			85	157	180	136

\*No transitional housing data were available for either household type in 2013-14.

It is also true that many women face greater vulnerability to personal financial crises and, in turn, to crises affecting housing. The data related to the relative earnings of men as compared to women (Table 2.2) is indicative of the greater challenges that a single female head of household with children would face in meeting housing costs. St. Louis County’s gender disparity in pay is over \$5,000 higher than the national average. While income alone does not determine the likelihood of a person or family becoming homeless, the presence of more women in shelters in an environment with a correspondingly significant pay disparity is something that should be taken into consideration.

**TABLE 2.2. COMPARISON OF GENDER PAY DISPARITIES, IN 2014 INFLATION-ADJUSTED DOLLARS**

	St. Louis County, Missouri		U.S. National Average	
	Earnings	Margin of Error	Earnings	Margin of Error
Female: Full time, year- round earnings (median)	\$41,666	+/- 913	\$38,941	+/- 113
Male: Full time, year- round earnings (median)	\$57,153	+/- 2,483	\$48,745	+/- 149
<b>Gender Pay Disparity</b>	<b>\$15,487</b>		<b>\$9,804</b>	

Source: U.S. Census Bureau, accessed November 30, 2015.

[http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_14\\_1YR\\_S0201&prodType=table](http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_14_1YR_S0201&prodType=table)

Female earnings are also nearly \$18,000 below the County’s median household income, as Table 2.3 illustrates.

<sup>12</sup> “Ten-Year Plan to End Chronic Homelessness.” Page 15.

## B. COST OF HOUSING

The Department of Housing and Urban Development (HUD) applies a standard by which it determines if a household is cost over-burdened in relation to its housing. According to this standard, a household should spend no more than 30 percent of its income on rent or mortgage payments and utilities.

By this criterion, in St. Louis County, 49.4 percent of households that are renting would be considered housing cost overburdened, the bulk of which (40.8 percent) pay 35 percent or more of their income for this purpose. Homeowners with mortgages fare somewhat better, with under 30 percent reaching the 30-percent-of-income threshold.<sup>13</sup>

Those whose earnings or other resources put them near or above the median household income for the County would expend less than 20 percent on housing. The share of resources absorbed by housing costs are significantly higher for people on fixed incomes, the low income and those receiving disability payments, as seen in Table 2.3.

**TABLE 2.3. HOUSING COST ESTIMATES AS COMPARED TO ESTIMATED INCOME, BY TYPES**

HOUSING COSTS IN ST. LOUIS CITY				
MEDIAN HOUSING COST, 2014	\$994 per month	\$11,928 yearly	Margin of error +/-18	
GROSS RENT, 2014	\$873 per month	\$10,476 yearly		
INCOME TYPES	2014 ESTIMATES	Margin of Error	Median Housing Cost Pct of Income	Gross Rent Pct of Income
MEDIAN HOUSEHOLD INCOME	\$59,520	+/-708	20%	18%
RETIREMENT INCOME [MEAN]	\$24,837	+/- 723	48%	42%
FEDERAL POVERTY LEVEL, FAMILY OF 3 <sup>a</sup>	\$20,090	N/A	59%	52%
SOCIAL SECURITY INCOME [MEAN]	\$19,176	+/- 192	62%	55%
SUPPLEMENTAL SECURITY INCOME (SSI) [MEAN]	\$9,598	+/- 974	<b>124%</b>	92%

<sup>a</sup> Federal Poverty Level listings at healthcare.gov: <https://www.healthcare.gov/glossary/federal-poverty-level-FPL/>

1). [http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?\\_afpt=table](http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?_afpt=table)

2). [http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_14\\_5YR\\_DP03&prodType=table](http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_14_5YR_DP03&prodType=table)

As indicated in the table, a family of three living at the federal poverty level would expend 59 percent of their earnings on housing per year. If that family has a single wage earner working at Missouri's minimum wage (\$7.65), household income would be under the federal poverty level (\$15,912 gross income for full-time work). Paying the County's gross rent would put this family's housing cost burden at 65.8 percent.

One positive aspect of the County's economic situation is its low level of unemployment. Unemployment rates for St. Louis County fall below the national average and the state of Missouri as a whole (Table 2.4). Since St. Louis County is considered a Rural Urban Commuting Area (RUCA), many residents

<sup>13</sup> 2014 United States Census Bureau estimates for Gross Rent as a Percentage of Household Income and Selected Monthly Owner Costs as a Percentage of Household Income. Accessed online November 30, 2015 at: <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk>.

commute for work outside the County, enabling those who are unable to commute to more easily find work. As the table above shows, with respect to homelessness much depends on the type of work and the rate of pay.

**TABLE 2.4. COMPARISON OF UNEMPLOYMENT RATES, OCTOBER 2015<sup>14</sup>**

<b>St. Louis County</b>	<b>4.3%</b>
State of Missouri	4.5%
National Average	5.2%

**C. HOMELESS PERSONS IN FAMILIES AND INDIVIDUALS COMING FROM A PRIVATE RESIDENCE**

On the following page, Table 2.5 presents some comparative data from the HUD HDX website on accommodations preceding an individual’s or family’s entry into homeless programming.

In this CoC, those who previously rented or owned housing (based on where they spent the night before entering any homelessness programming) accounted for a very small portion of the total population without housing. This holds true regardless of subsidy or household status.

Individuals or families who reported that they had been in a home that they owned the night prior to seeking shelter or other homeless services tended to be few in number. None of the adults without children fell into this category, but between 2010-11 and 2013-14, five adults with families spent the preceding night in a home that they owned prior to coming into emergency shelter. Another eight obtained permanent supportive housing services. Among this group, five had a subsidy, while eight were without.

Among renters, those most frequently entering homelessness programming had been in rental situations where no subsidy was provided for support. The majority (36) resorted to emergency shelter while 15 found assistance in permanent supportive housing. Those without a subsidy to support their expenses (33) were also in the majority.

This would suggest that without subsidy assistance, adults in families – i.e., heads of households -- were more prone to experiencing homelessness. While this has been true in other CoCs, in St. Louis County CoC there were also families with Veterans Affairs Supportive Housing (VASH) and other subsidies (a total of 18) among those entering either emergency shelter or permanent supportive housing.

The small number who reported these kinds of prior living arrangements is consistent with lack of stability in previous housing where a family or individual is unable to exercise some control over their living arrangements. At intake into the CoC system, a much larger portion of the population reported other kinds of living arrangements on the preceding night, such as places not meant for human habitation, “doubled-up” situations or frequently emergency shelter.

<sup>14</sup> Federal Reserve Bank of St. Louis (FRED) accessed November 9, 2015. The most current data available was October 2015. More information at <https://research.stlouisfed.org/fred2/series/MOSLURN>

**TABLE 2.5. COUNT OF HOMELESS ENTERING SHELTER OR HOUSING FROM A PRIVATE RESIDENCE, BY RESIDENCE TYPE (SUBSIDIZED OR UNSUBSIDIZED)  
St. Louis County CoC, 2010-11 to 2013-14**

	EMERGENCY SHELTER PERSONS IN FAMILIES				EMERGENCY SHELTER INDIVIDUALS				TRANSITIONAL HOUSING PERSONS IN FAMILIES				TRANSITIONAL HOUSING INDIVIDUALS				PERMANENT SUPPORTIVE HOUSING PERSONS IN FAMILIES				PERMANENT SUPPORTIVE HOUSING INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>FORMER RENTERS</b>																								
RENTAL (NO SUBSIDY)	0	6	2	4	N	3	5	N	0	0	0	N	0	N	N	N	0	0	1	1	1	4	3	3
RENTAL (OTHER SUBSIDY)	0	1	1	1	D	0	0	D	0	0	0	D	0	D	D	D	0	0	0	0	2	0	0	0
RENTAL (VASH SUBSIDY)	13	0	0	0	A	0	0	A	0	0	0	A	0	A	A	A	0	0	0	0	0	0	0	0
<b>HOMEOWNERS</b>																								
OWNED (WITH SUBSIDY)	2	0	0	0	N	0	0	N	0	0	0	N	0	N	N	N	0	0	0	0	0	0	0	0
OWNED (NO SUBSIDY)	0	0	0	3	D	0	0	D	0	0	0	D	0	D	D	D	0	5	0	0	0	0	0	0
<b>TOTALS*</b>	278	227	209	323	N/A	200	419	N/A	71	69	40	N/A	93	N/A	NA	NA	104	110	115	95	85	157	180	136
*Totals represent the number of homeless individuals in each category who reported where they had spent the previous night. In some years, few of the homeless were able or chose to report this information.																								

Source: Homelessness Data Exchange.



## 2) STATUS OF HOMELESSNESS IN THE ST. LOUIS COUNTY CoC

### A. OVERVIEW OF ST. LOUIS COUNTY CoC HOMELESSNESS IN THE CONTEXT OF SELECTED FUNDING RESOURCES

As mentioned in relation to Chart 2.1 above, since 2010 St. Louis County CoC has seen a decrease of nearly 34 percent in the homeless population located through PITCs. While the total number has decreased, there has been a small, but steady increase in the number of unsheltered individuals. AHAR data also shows a decrease (by nearly 31 percent) in the total homeless population since 2009-10.

Charts 2.2a and 2.2b on the next page juxtapose homeless population data from both sources with federal and state funding awarded within the CoC.<sup>15</sup> This juxtaposition highlights emergent trends.

- Funding amalgamated under the “Permanent Supportive Housing” category has consistently been the highest dollar amount awarded in the CoC. There has been a corresponding increase in the usage of permanent supportive housing in the homeless population, a trend in accordance with the Ten-Year Plan to End Chronic Homelessness.
- The influx of permanent supportive housing funding is aimed at reducing more systemic housing issues for specific populations, like the population of chronically homeless individuals and families or those with additional barriers to finding housing.
- In 2009-10, funding for transitional housing represented a large portion of the total amount awarded to the CoC. By 2011-12, the amount had declined by roughly 60 percent, while allocations for permanent supportive housing increased. Transitional housing received no new funding until Fiscal Year 2014. This is consistent with the CoC’s shift in programming emphasis to Rapid Re-housing and permanent supportive housing.
- The awards summarized in Chart 2.2b are specific to St. Louis County. The County and the City both receive SSVF and HOPWA funding which are either designated for a specific program in the region.
- St. Louis County and City have prioritized funding for 2015 as follows: permanent supportive housing, transitional housing for specific populations, transitional housing renewals, new permanent supportive housing projects, and new Rapid Re-Housing projects.<sup>16</sup> The amount of Rapid Re-Housing funding has increased 94 percent in the last three years. Additionally, funding for homelessness prevention services increased and has held constant for the last two years.

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<sup>15</sup> Data with respect to funding accessed November 30, 2015 at HUD Exchange:

<https://www.hudexchange.info/onecpd/assets/File/2014-missouri-coc-grants.pdf>.

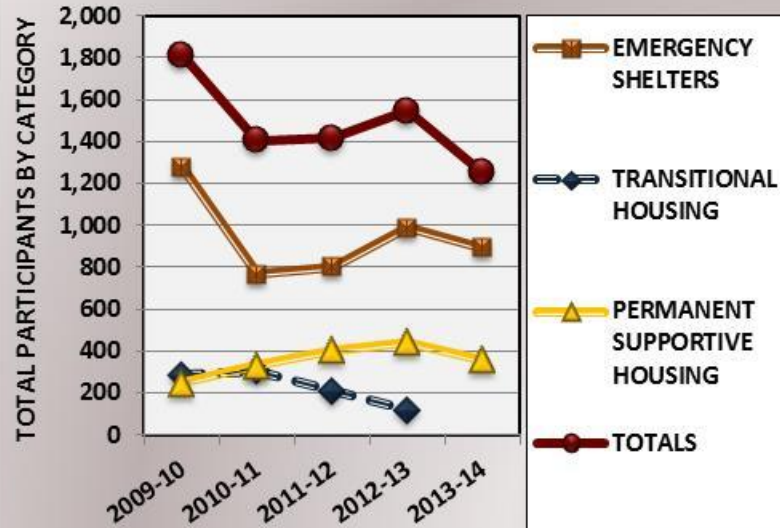
<sup>16</sup> St. Louis County Continuum of Care: Ranking and Review Committee Procedures (revised 10/1/15)

Accessed December 7, 2015 at the following URL:

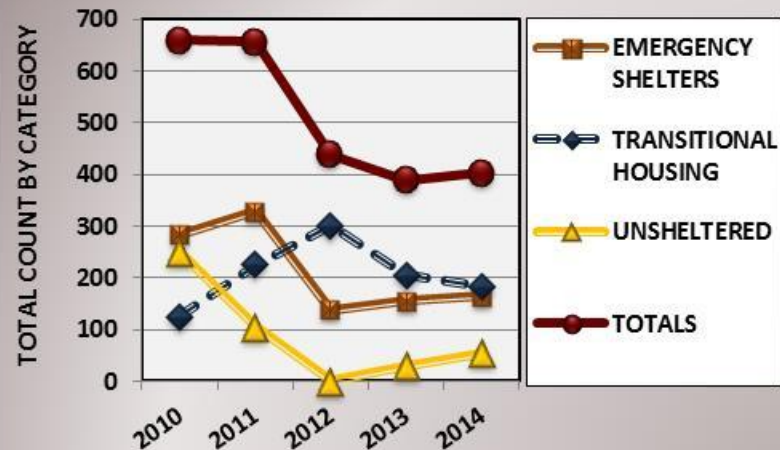
<https://www.stlouisco.com/Portals/8/docs/document%20library/human%20services/Homeless/2015/RankandReviewProcedures.pdf>

**CHART 2.2a. TOTALS, ALL HOUSEHOLDS, BY PROGRAMMING  
ST. LOUIS COUNTY CoC**

**ANNUAL HOMELESS ASSESSMENT REPORT DATA**

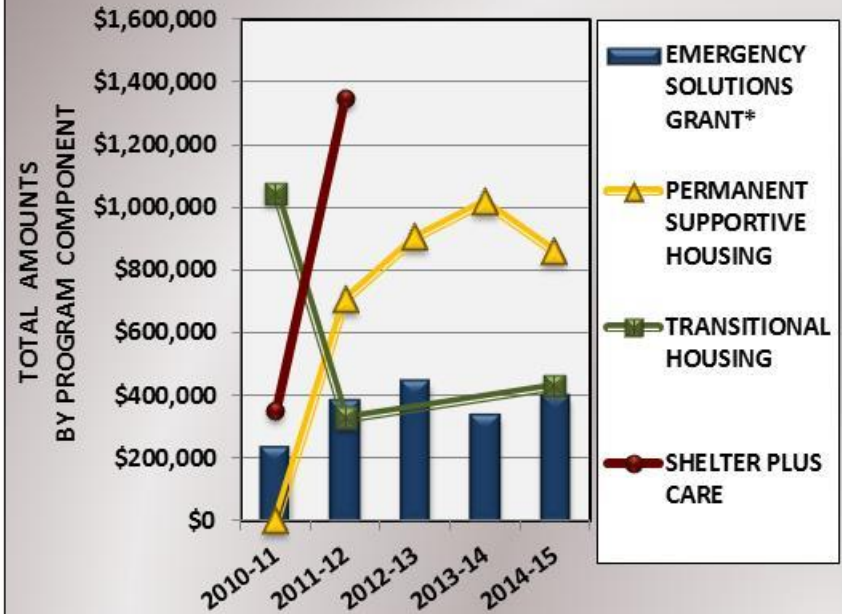


**POINT-IN-TIME COUNT DATA**



**CHART 2.2b. FUNDING FOR HOMELESS PROGRAMS  
ST. LOUIS COUNTY CoC**

**CONTINUUM OF CARE FUNDING**



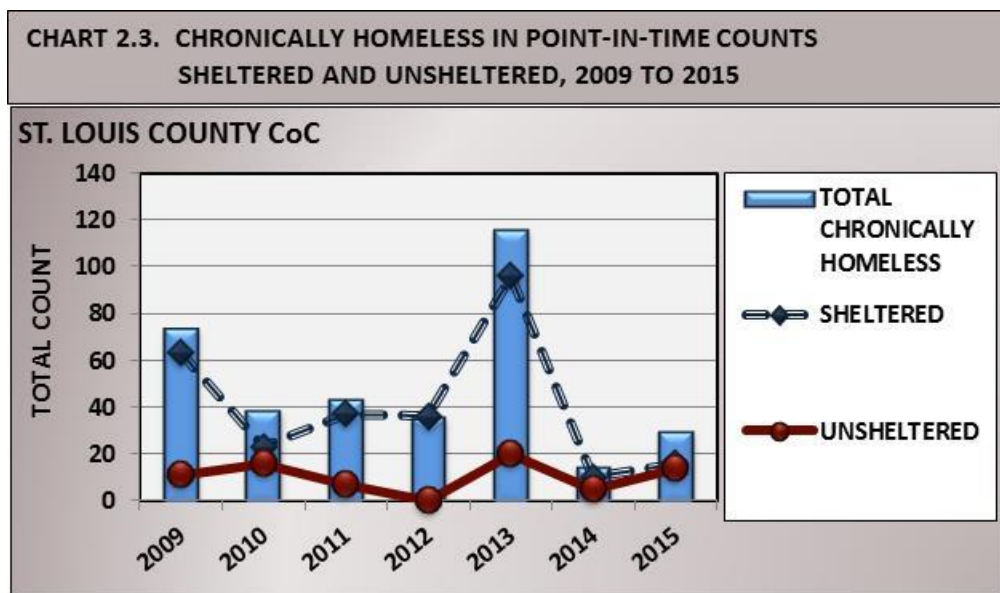
STATE AND OTHER FUNDING COMPONENTS	2013	2014	2015
<b>Emergency Solutions Grant</b>			
*Emergency Shelter	\$58,228	\$79,200	\$74,000
*Homelessness Prevention	\$0	\$23,750	\$23,750
*Rapid Re-housing	\$5,000	\$77,250	\$81,500
*Street Outreach	\$0	\$0	\$0
<b>Grand Total</b>	<b>\$63,228</b>	<b>\$180,200</b>	<b>\$179,250</b>
<b>HOUSING FIRST</b>	<b>\$98,560</b>	<b>\$129,760</b>	<b>\$130,410</b>
SSVF	\$0	\$0	\$0
Family & Youth Svcs Bureau	\$0	\$384,245	\$0
*Funding for HMIS and administration not listed			

**B. CHRONICALLY HOMELESS<sup>17</sup>**

The St. Louis County HOME Consortium has submitted annual action plans to HUD by as part of the Consolidated Plan Management Process (CPMP) for grantees receiving Emergency Solution Grants, CDBG and HOME funding. With regard to homelessness, the plans specify types of programming, such as Housing First and permanent supportive housing, as an alternative to emergency shelters. Based on the data that have been collected, this strategy has had some success.

Similarly, the St. Louis County/St. Louis City Ten-Year Plan to End Chronic Homelessness by 2015 proposed a concerted effort to prioritize this subpopulation for more immediate and comprehensive aid. The Housing First model has been implemented for this purpose, as has an emphasis on permanent supportive housing.

Although the goal of the Ten-Year Plan has not been met in terms of reducing totals for the chronically homeless to zero, the data indicate that significant progress has been made. As Chart 2.3 illustrates, the count fell to its lowest level in



2014. Totals for the chronically homeless population as recorded in PITC data have decreased significantly, by 72 percent, since 2009. This decline compares favorably with the rate of decline in the overall number of homeless individuals and persons in families (32 percent) in St. Louis County.

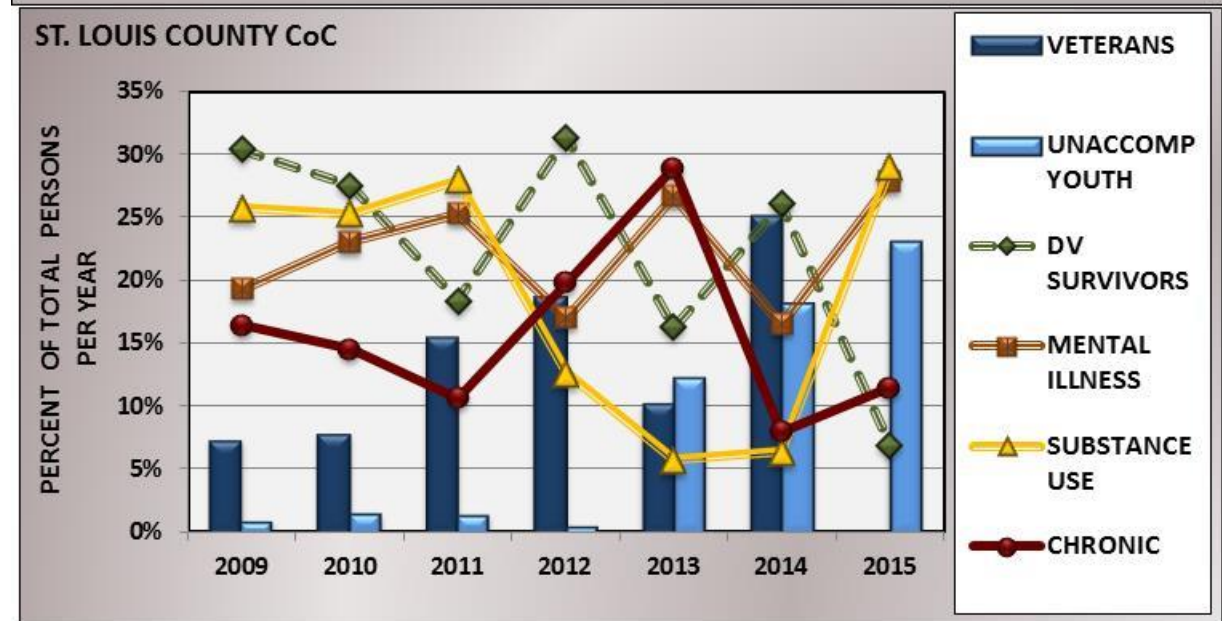
Although the 2015 PITC registered a 55 percent increase over 2014, the number has dropped well below the jump in 2013 and its previous high-water mark in 2009. A note posted to HDX explained the 2013 increase as resulting from a lack of both emergency shelter space and mental health resources for families needing housing in the County. In addition, in the prior year (2012) the PITC tally did not include chronically homeless families using Shelter-Plus Care vouchers. In that year also – due to staff turnover – the CoC was unable to conduct an unsheltered count. With respect to the unsheltered, the actual

<sup>17</sup> HUD defines chronic homelessness as “either (1) an unaccompanied homeless individual with a disabling condition who has been continuously homeless for a year or more, or (2) an unaccompanied individual with a disabling condition who has had at least four episodes of homelessness in the past three years.” Housing and Urban Development, “*Defining Chronic Homelessness: A Technical Guide for HUD Programs.*” Accessed November 30, 2015. More information at <https://www.hudexchange.info/resources/documents/DefiningChronicHomeless.pdf>. This definition was superseded by a new rule in January 2016.

count has remained small (never higher than 16) since 2009, but the number tends to fluctuate. While the 2013 increase appears to have been quickly addressed, with a sharp drop to a count much more commensurate with the CoC's goals for chronic homelessness, the 2015 tally brought a slight up-tick.

Another factor affecting the PITCs pertains to adjustments in the scope of data collection. In 2012 and 2013, the PITC began to record chronically homeless persons in families as separate from individuals. The changes supplement the evidence showing progress. In 2015 only two chronically homeless families were counted, both of which were sheltered. Consistent with the sharp increase in 2013, the number of chronically homeless families was highest in that year, with 23 sheltered families and ten unsheltered.

**CHART 2.4. SUBPOPULATION TRENDS: 2009-2015 POINT-IN-TIME COUNTS  
PERCENTAGE OF TOTAL HOMELESS PERSONS, ALL SUBPOPULATIONS**



	DOMESTIC VIOLENCE SURVIVORS		SYMPTOMS OF MENTAL ILLNESS		SUBSTANCE USE DISORDERS		VETERANS		UNACCOMPANIED YOUTH		CHRONIC	
	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered
2009	135	2	71	16	96	20	24	9	4	0	63	11
2010	71	3	40	22	48	20	19	2	2	2	23	16
2011	75	1	86	19	99	17	62	2	6	0	37	7
2012*	57	0	31	0	23	0	34	0	1	0	36	0
2013	64	1	102	5	21	2	40	1	49	0	96	20
2014	49	0	21	10	8	4	43	4	34	0	10	5
2015	17	1	40	33	41	35	0	0	56	4	16	14

\*In 2012, due to staff turnover, the CoC was unable to do an unsheltered count during the January PITC.

**C. OTHER HOMELESS SUBPOPULATIONS**

Chart 2.4 illustrates trends in the subpopulations that are tracked during the course of the PITCs, including the percentages for individuals and persons in families who are chronically homeless. As the chart indicates, the share of chronically homeless has reached a point where this group represents only a small proportion (slightly more than ten percent) of the total subpopulation count.

**1) Domestic Violence Survivors**

Since 2009 there has been a steady decrease in the number of homeless domestic violence survivors, with an 87 percent reduction overall. Within the total subpopulation, the majority is sheltered. In 2015, for example, there was only one person unsheltered. The total number decreased 64 percent between 2014 and 2015. Domestic violence survivors were among the least frequently encountered homeless individuals and persons in families in the 2015 PITC, second only to the chronically homeless.

In terms of funding, HUD has acknowledged that transitional housing is effective for domestic violence survivors, but also carries a high price tag.<sup>18</sup> This could be one factor in the shift away from transitional housing funding in recent years.

Table 2.6 compares the rate of reported domestic violence among the total count of homeless individuals and persons in families per year with statistics that are indicators of the prevalence of domestic violence in the general St. Louis County population. The first indicator draws upon the number of police reports resulting from calls for assistance. The second uses statistics compiled by the St. Louis County Domestic and Families Violence Council on court filings and dispositions.

**TABLE 2.6. DOMESTIC VIOLENCE SURVIVORS IN ST. LOUIS COUNTY CoC POINT-IN-TIME COUNTS AS COMPARED TO DOMESTIC VIOLENCE STATISTICS FOR THE GENERAL POPULATION**

PITC Year	2009	2010	2011	2012	2013	2014	2015
Total Per Year Count, All Households	643	659	657	438	388	402	438
Percent of Domestic Violence Survivors For All Homeless Individuals and Persons in Families*	21.3%	11.2%	<b>11.6%</b>	<b>13.0%</b>	<b>16.8%</b>	12.2%	4.1%
Court filings for domestic violence*	<b>0.2%</b>	<b>0.3%</b>	<b>0.3%</b>	<b>0.3%</b>	<b>0.3%</b>	<b>0.2%</b>	<b>0.3%</b>
Police reports of domestic violence as a percent of yearly population estimates for St. Louis County: <sup>19</sup>			<b>0.5%</b>	<b>0.4%</b>	<b>0.4%</b>		

\*Sources: Missouri Department of Mental Health “Substance Abuse and Mental Health Indicators.” Accessed November 20, 2015 at <http://dmh.mo.gov/ada/countylinks/docs/indicator-saintlouiscounty.pdf>  
 St. Louis County Domestic and Family Violence Council. Statistics on Filings and Dispositions. Accessed February 12, 2016. Available online at: <http://www.stlouiscodvcouncil.com/dvstats.html>

<sup>18</sup> Department of Housing and Urban Development. “Notice of Funding Availability for the Fiscal Years 2013 and 2014 Continuum of Care Program Competition.” See Section II. HUD’s Homeless Policy and Program Priorities, especially item 4. Page 10. Accessed online November 17, 2015 at: <http://www.stlouisco.com/Portals/8/docs/document%20library/human%20services/nofaprogramsection.pdf>

<sup>19</sup> See also: Missouri Statistical Analysis Center. *Crime in Missouri, 2012*. Missouri State Highway Patrol, Research and Development Division, Statistical Analysis Center. Accessed at: <http://www.mshp.dps.missouri.gov/MSHPWeb/SAC/pdf/2012CrimelnMO.pdf>. Viewed October 16, 2015.

The discrepancy between the statistics for homeless individuals and persons in families and those for the general population sheds some light on the unique challenges facing many of those who struggle to maintain control over housing and other basic needs. It should be noted that the statistic derived from police reports may be somewhat low. The St. Louis County Police Department has service agreements with 66 of the 91 County municipalities. Those that have service agreements may include participation in the County’s reporting system, but there are 25 municipalities that record domestic violence incidents outside this system.<sup>20</sup> Additionally, according to the U.S. Department of Justice, a high percentage of domestic violence incidents go unreported.<sup>21</sup>

**2) *Subpopulation Experiencing Symptoms of Mental Illness***

The number of homeless individuals and persons in families experiencing symptoms of mental illness fluctuated during the period from 2009 to 2015. The lowest frequencies were recorded in 2012 and 2014, when there were 31 at each PITC. In the intervening year (2013), the count increased 71 percent to 107, or the highest number tallied for this group.

The significant increase in 2013 could be related to the increase in chronically homeless individuals and persons in families. Notes posted at the HDX website indicate that there was a carry-over from 2012 of Department of Mental Health beds associated with Shelter Plus Care services. The overlap between persons experiencing mental health symptoms, those with substance use disorders and the chronically homeless can present challenges in quantifying one group as distinct from another. Whatever the reason, the varying levels contrast with the much more consistent data on medical care for mental health issues in the County’s general population, presented in Table 2.7.

**TABLE 2.7. SYMPTOMS OF MENTAL ILLNESS REPORTED AT THE POINT-IN-TIME COUNTS AS COMPARED TO MENTAL HEALTH RELATED MEDICAL CARE IN THE ST. LOUIS COUNTY POPULATION**

PITC Year	2009	2010	2011	2012	2013	2014	2015
Total Per PITC Year, All Households	643	659	657	438	388	402	438
Percent of PITC based on frequency with which symptoms of mental illness were reported *	13.5%	<b>9.4%</b>	<b>16.0%</b>	<b>7.1%</b>	<b>27.6%</b>	7.7%	16.7%
Frequency of hospital episodes (emergency room or hospitalization due to a diagnosis of mental illness) as a percent of population estimates for each year (2010 – 2013):		<b>6.5%</b>	<b>6.9%</b>	<b>7.6%</b>	<b>7.5%</b>		
Population admitted to treatment due to mental health concerns, as a percent of the total estimated County population, per year				<b>0.5%</b>	<b>0.5%</b>	<b>0.5%</b>	

\*Percentages are based on all homeless individuals and persons in families per count, regardless of household or programming type.

SOURCE: Missouri Department of Mental Health “Substance Abuse and Mental Health Indicators.” Accessed November 20, 2015 at <http://dmh.mo.gov/ada/countylinks/docs/indicator-saintlouiscounty.pdf>

Missouri Department of Mental Health. “Mental Health Treatment Data: Missouri DMH Division of Behavioral Health.” <http://dmh.mo.gov/ada/countylinks/docs/mentaltreatment-saintlouiscounty.pdf>. Accessed November 28, 2015.

<sup>20</sup> “St. Louis County Police Department: 2013 Annual Report.” Pp. 26-29. Accessed online February 12, 2016 at: <https://www.stlouisco.com/Portals/8/docs/document%20library/police/reports/13Annual.pdf>.

<sup>21</sup> AliveSTL. Domestic Violence Shelter statistics page, more information at <http://www.alivestl.org/about.shtml>.

Table 2.7 compares St. Louis County data from the Missouri Department of Mental Health (DMH) with PITC data showing the frequency with which homeless individuals or persons in families reported experiencing symptoms of mental illness. In three of the four years shown, the prevalence of mental health issues was more pronounced for the homeless subpopulation than for the general population. Given the variation in the statistics for the homeless population, the exact difference is difficult to quantify. Also included in the table are statistics for the County population entering mental health treatment. Here, there is more of a distinction between the homeless subpopulation and the general public.

HUD has proposed that permanent supportive housing using a Housing First model is effective for chronically homeless experiencing mental illness and substance use disorders.<sup>22</sup> This approach has dedicated advocates in the human services and mental health community. Places for People, a provider of CoC services to homeless individuals with mental illness, received a competitive three-year grant from U.S. Department of Health and Human Services’ Substance Abuse and Mental Health Services Administration (SAMHSA).<sup>23</sup> Although Places for People is located in the St. Louis City CoC catchment area and participates in that network, the homeless population in St. Louis County will likely benefit from the additional funding and services as well.

### 3) ***Substance Use Disorders***

Self-reported substance use disorders among homeless individuals and persons in families in the St. Louis County CoC has decreased 34 percent since 2009.

**TABLE 2.8. FREQUENCY OF SELF-REPORTED SUBSTANCE USE DISORDERS IN THE POINT-IN-TIME COUNTS AS COMPARED TO SUBSTANCE USE HEALTH CRISES IN THE ST. LOUIS COUNTY GENERAL POPULATION**

PITC Year	2009	2010	2011	2012	2013	2014	2015
Total Per Year Count, All Households	643	659	657	438	388	402	438
Percent of PITC based on frequency with which substance use disorder were reported*	18.0%	<b>10.3%</b>	<b>17.7%</b>	<b>5.2%</b>	<b>5.9%</b>	3.0%	17.4%
Frequency of hospital episodes (emergency room or hospitalization due to drug or alcohol use) as a percent of population estimates for each year (2010 – 2013):		<b>1.2%</b>	<b>1.4%</b>	<b>1.4%</b>	<b>1.4%</b>		
Population admitted to drug treatment programs, as a percent of the total estimated County population, per year				<b>0.3%</b>	<b>0.3%</b>	<b>0.3%</b>	

\* Source: SAMHSA, *Center for Behavioral Health Statistics and Quality, National Survey on Drug Use and Health, 2005-2010 (Revised March 2012)*. Accessed November 30, 2015.

[http://www.samhsa.gov/data/sites/default/files/NSDUHMetroBriefReports/NSDUHMetroBriefReports/NSDUH\\_Metro\\_Tables.pdf](http://www.samhsa.gov/data/sites/default/files/NSDUHMetroBriefReports/NSDUHMetroBriefReports/NSDUH_Metro_Tables.pdf)

<sup>b</sup>Source: Missouri Department of Mental Health. “2015 Status Report of Missouri’s Substance Abuse and Mental Health Problems. St. Louis County.” Accessed November 20, 2015. <http://dmh.mo.gov/ada/rpts/docs/status2015-saintlouis.pdf>. Treatment data are drawn from the Missouri Department of Mental Health. “Substance Abuse Treatment Data: Missouri DMH Division of Behavioral Health.” Accessed online November 20, 2015 at: <http://dmh.mo.gov/ada/countylinks/docs/substancetreatment-saintlouiscounty.pdf>

<sup>22</sup> <http://www.stlouisco.com/Portals/8/docs/document%20library/human%20services/nofaprogramsection.pdf>

<sup>23</sup> Places for People was awarded one of only twenty five SAMHSA grants in 2014. More information at <https://www.placesforpeople.org/pfp-receives-samhsa-grant-for-hope-health-healing-project/>

The lowest count was recorded in 2014, but between 2014 and 2015 there was an increase of 84 percent. This growth is noteworthy, given that it follows three years of decline. Even with the jump at the last PITC, however, the subpopulation remains at 65 percent of its 2009 and 2011 level. No notes were posted at the HDX website by way of explaining the number, but the heroin epidemic that is currently affecting the St. Louis region could be expected to have some impact in increasing the number of homeless individuals and persons in family that are self-reported as substance users.

Comparison data appears in Table 2.8. The percentages for individuals among the general public requiring some sort of medical care, either in an emergency room or through hospitalization, related to substance use is less than two percent. The contrasting data from the PITC pertaining to self-reported substance use disorders drops into the single digits in 2012, 2013 and 2014, but even in these years the percentages exceed those for the general population. Percentages for the County population seeking drug treatment are a fraction of emergency room/hospitalization figures.

This should not be viewed as a perfect comparison by any means. A 2013 paper on drug abuse in the St. Louis Metropolitan Statistical Area (MSA), a demographic region designated by the U.S. Census Bureau which includes St. Louis County, cautions that “treatment numbers may underestimate the scope of the substance abuse problem when used as an indicator.”<sup>24</sup> The paper cites a lack of treatment options as a cause – for example, federally funded treatment centers that accept Medicaid funding are limited to 16 detox beds.<sup>25</sup> There are a number of other factors, however, chief of which is the willingness on the part of the person with the disorder to enter a treatment program. Also, substance use disorders can reach a level where they are debilitating, but not so acute as to require medical intervention.

SAMHSA data shows that a statistically significant percentage of the population in the St. Louis MSA grapples with substance use disorders, surpassing the state (13.5 percent and national average (14.7 percent).<sup>26</sup> In addition, media reports have noted the increase in deaths in Missouri stemming from heroin usage, a figure that has apparently doubled in recent years, “with 90 percent of those deaths occurring in St. Louis.”<sup>27</sup> This gives only limited insight into what may be the situation specific to St. Louis County, but it does provide perspective on the environment where homeless individuals and families must function.

#### **4) Persons Living With HIV/AIDS**

This targeted group has the lowest counts of all the homeless subpopulations. The 2015 tally registered the highest number of homeless persons with HIV/AIDS in the seven year span beginning with 2009. That the total was only five is indicative of the low frequencies. As of 2014, the St. Louis region (St. Louis

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<sup>24</sup> Heidi Israel. “Patterns and Trends in Drug Abuse in St. Louis, Missouri: 2013 Report”. P. 2. Proceedings of the Community Epidemiology Work Group, June 2014. Full report available at <https://www.drugabuse.gov/sites/default/files/stlouis2014.pdf>.

<sup>25</sup> St. Louis Public Radio “*The St. Louis Heroin Epidemic: Barriers to Treatment.*” Accessed December 8, 2015. <http://news.stpublicradio.org/post/st-louis-heroin-epidemic-barriers-treatment>

<sup>26</sup> SAMHSA, Center for Behavioral Health Statistics and Quality, *National Survey on Drug Use and Health, 2005-2010 (Revised March 2012)*.

<sup>27</sup> St. Louis Public Radio “*The St. Louis Heroin Epidemic: Who is Addicted and Where Is It Coming From?*” Accessed December 8, 2015. <http://news.stpublicradio.org/post/st-louis-heroin-epidemic-who-addicted-and-where-it-coming>



City and St. Louis County combined) accounts for more than 48 percent of individuals living with the disease in the state.<sup>28</sup> The number residing in St. Louis County is, however, relatively small, as is consistent with the frequency among homeless individuals and persons in families served by the CoC.

The total number of homeless in this targeted population may be higher than what is reflected in the PITC data. Stigma surrounding the illness might deter some people from reporting their status. Also, the homeless populations living with HIV/AIDS have additional options for housing. Doorways, which only accommodates homeless persons living with the illness, has received support from HOPWA funding. The St. Louis region is allocated \$1.3 million annually in HOPWA funding, which is shared between City and County and is not specific to either of the CoCs.

## 5) Veterans

Although St. Louis County does not have a large veteran population, the CoC has had success in addressing the needs of the veterans that have been identified in the catchment area. The goal set by the Obama Administration of complete elimination of veteran homelessness by 2016 has not yet been met, but that is true in the other CoCs as well. Although the 2015 PITC total is not the lowest tally for homeless veterans, it represents a decrease of 40 percent from the number in 2014. Overall, the count of homeless veterans has decreased 56 percent since its peak in 2010 and 2011.

Table 2.9 illustrates the fluctuation in the proportion of veterans in the St. Louis County population in contrast to the percentage of veterans that have been identified in various PITCs. Initially below the concentration among the general public, veterans increased their presence among homeless individuals and persons in families until the 2015 count, when the proportion dropped to its 2009 and 2010 level.

**TABLE 2.9. PERCENTAGE OF VETERANS IN THE HOMELESS POPULATION  
AS COMPARED TO VETERANS IN THE ST. LOUIS COUNTY GENERAL POPULATION**

PITC Year	2009	2010	2011	2012	2013	2014	2015
Total Per PITC Year, All Households	643	659	657	438	388	402	438
Percentage of Veterans, by PITC	5.1%	<b>3.2%</b>	<b>9.7%</b>	<b>7.8%</b>	<b>10.6%</b>	<b>11.7%</b>	6.4%
Percentage of Veterans in St. Louis County Population		<b>10.3%</b>	<b>10.1%</b>	<b>9.6%</b>	<b>9.1%</b>	<b>8.8%</b>	

The efforts among service providers to increase support for homeless veterans have been significant. The principal vehicle for this assistance is the Supportive Services for Veterans Families (SSVF), with several grantees working to fulfill program requirements, among them 12 in coordination with St. Louis County CoC.<sup>29</sup> The CoC has developed new systems that facilitate identification of veterans and speedier referral to VA resources. The CoC has also emphasized identifying each homeless veteran by name, with the intent of establishing a personal relationship that fosters trust. This is symbolic of the CoC's

<sup>28</sup> Missouri Department of Health and Senior Services. *Missouri HIV Care Continuum 2014 Provisional Report*. More details at <http://health.mo.gov/data/hivstdaids/pdf/treatmentcascade2014.pdf> Accessed December 8, 2015.

<sup>29</sup> For persons to qualify for SSVF assistance they must be a veteran or identified as the veteran's family; qualify as very low income; and be at risk of homelessness or "literally homeless," in accordance with HUD's definition Department of Veteran Affairs, Supportive Services for Veteran Families Guidelines. Accessed December 1, 2015. More information at [http://www.va.gov/HOMELESS/ssvf/docs/SSVF\\_Program\\_Guide\\_March\\_2015\\_Edition.pdf](http://www.va.gov/HOMELESS/ssvf/docs/SSVF_Program_Guide_March_2015_Edition.pdf)

commitment to evaluate and prioritize the needs of veterans through a more coordinated intake and assessment process, coupled with realignment of available services, with the ultimate goal of reducing time in shelter.<sup>30</sup>

#### D. VETERAN DEMOGRAPHICS

For the period 2010-11 to 2013-14, the population engaged in CoC services tended to be very small. The 2010-11 year had the highest number at 26, but the remaining years totaled 15 each. In that year, the majority of veterans (13, or 50 percent) were in transitional housing, but in the following periods, most were in permanent supportive housing.

**TABLE 2.10. GENDER DISTRIBUTION AMONG VETERANS, AHAR DATA 2010-11 TO 2013-14  
St. Louis County CoC**

EMERGENCY SHELTER								
	2010-11		2011-12		2012-13		2013-14	
	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY	SINGLE
FEMALE	4	No	No	4	No	4	1	No
MALE	3	Data	Veterans	0	Veterans	0	1	Data
TOTALS	26		15		15		15	
TRANSITIONAL HOUSING								
	2010-11		2011-12		2012-13		2013-14	
	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY	SINGLE
FEMALE	2	0	No	No	No	No	No	No
MALE	0	11	Veterans	Data	Veterans	Data	Data	Data
TOTALS	26		15		15		15	
PERMANENT SUPPORTIVE HOUSING								
	2010-11		2011-12		2012-13		2013-14	
	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY	SINGLE
FEMALE	1	0	2	2	2	2	No	2
MALE	2	3	0	7	0	7	Veterans	11
TOTALS	26		15		15		15	

Women were a presence in the subpopulation, but only in the majority as compared to men in emergency shelter, where across all years women totaled nine, in contrast to four for men. Although the numbers are not high, in permanent supportive housing single males and females in families have consistently made up the majority of the veterans housed in these facilities. Males in families only appear in one year, 2009-10.

#### E. ACCESS TO SHELTER

Housing Inventory Count (HIC) data illustrates St. Louis County CoC’s growing focus on permanent supportive housing, as seen in the distribution of beds according to project allocation (Chart 2.5). Since 2013, 40 to 50 percent of current beds were associated with this project in particular.

By contrast, emergency shelter and transitional housing beds have both declined.

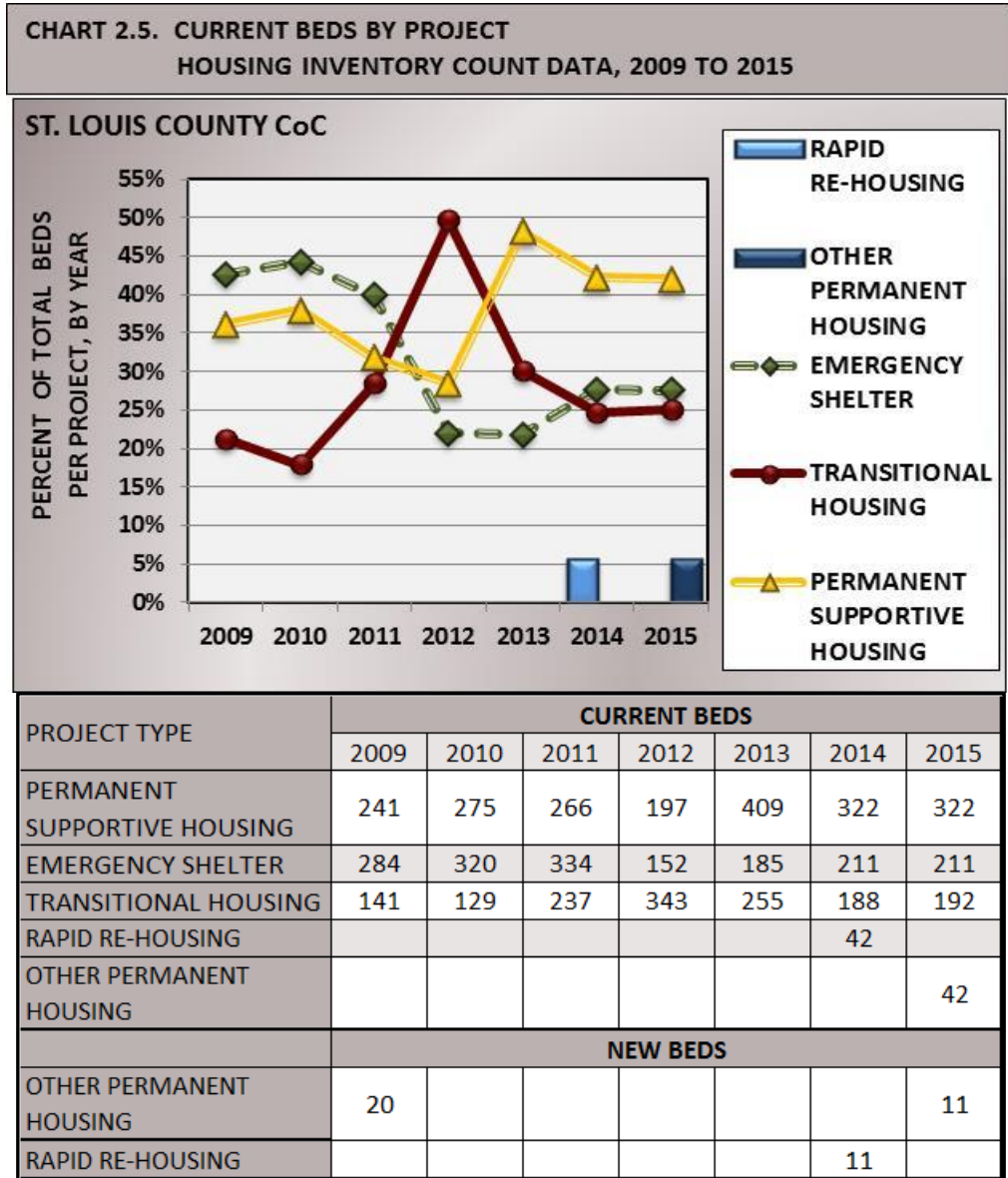
<sup>30</sup> SSVF Community Plan Summary. July 1, 2015. See St. Louis County CoC section, located at pages 1 to 3, specifically Item 4. [http://www.va.gov/homeless/ssvf/docs/community\\_plans/SSVF\\_Community\\_Plan\\_Missouri\\_July.pdf](http://www.va.gov/homeless/ssvf/docs/community_plans/SSVF_Community_Plan_Missouri_July.pdf)

The reduction in inventory for emergency shelter is roughly 36 percent, and this stock presently accounts for 25 to 30 percent of total current beds.

Transitional housing beds have also diminished by 44 percent to a point where this stock is at 25 percent of total bed volume.

Rapid Re-housing and Other Permanent Housing stock have also been added to the inventory.

The shifts in 2014 and 2015 -- with beds for the first time designated for Rapid Re-housing and also set-aside for Other Permanent Housing -- seems consistent with the CoC's plans for realignment of services.



**TABLE 2.11. HOUSING INVENTORY COUNT FOR BED AVAILABILITY BY TARGET POPULATION, ST. LOUIS COUNTY CoC**

	Totals for Target Populations, by Year						
	2009	2010	2011	2012	2013	2014	2015
Single male/female (age 18 or older) household with children	241	287	402	342	386	398	402
Single female (age 18 or older) household with children	280	255	268	173	213	176	98
Single male or female (age 18 or older)	34	23	77	70	114	157	157
Households with children	72	85	42	46	46	36	114
Youth, male or female (under 25 years of age)	17		13	61	90	7	7
Single male (age 18 or older)	26	23	23				
Single female (age 18 or older)	8	6	2				
Domestic violence services	130	132	133	39	35	69	69
Veterans	14	9	48	34	35		

Table 2.11 shows the distribution of beds by target population.

The allotment of beds also seems consistent with perceived need. Given the predominance of women in the population of homeless persons in families, as shown in Table 2.1, designating resources for households with children, particularly female-headed households, shows an awareness of the characteristics of the population seeking services.

The County’s Service Provider Network experienced some bed shortages from 2009 to 2011 (Chart 2.6). Even in 2011, when nearly 150 additional beds were incorporated into the system, the shortage continued and only in the following year did a surplus emerge.

As these were the years when the economic downturn had its greatest impact, the higher numbers of

unsheltered – a group who in the calculations used in Chart 2.6 seems to be the source of the greater need – seems a natural by-product of developments in the economy.

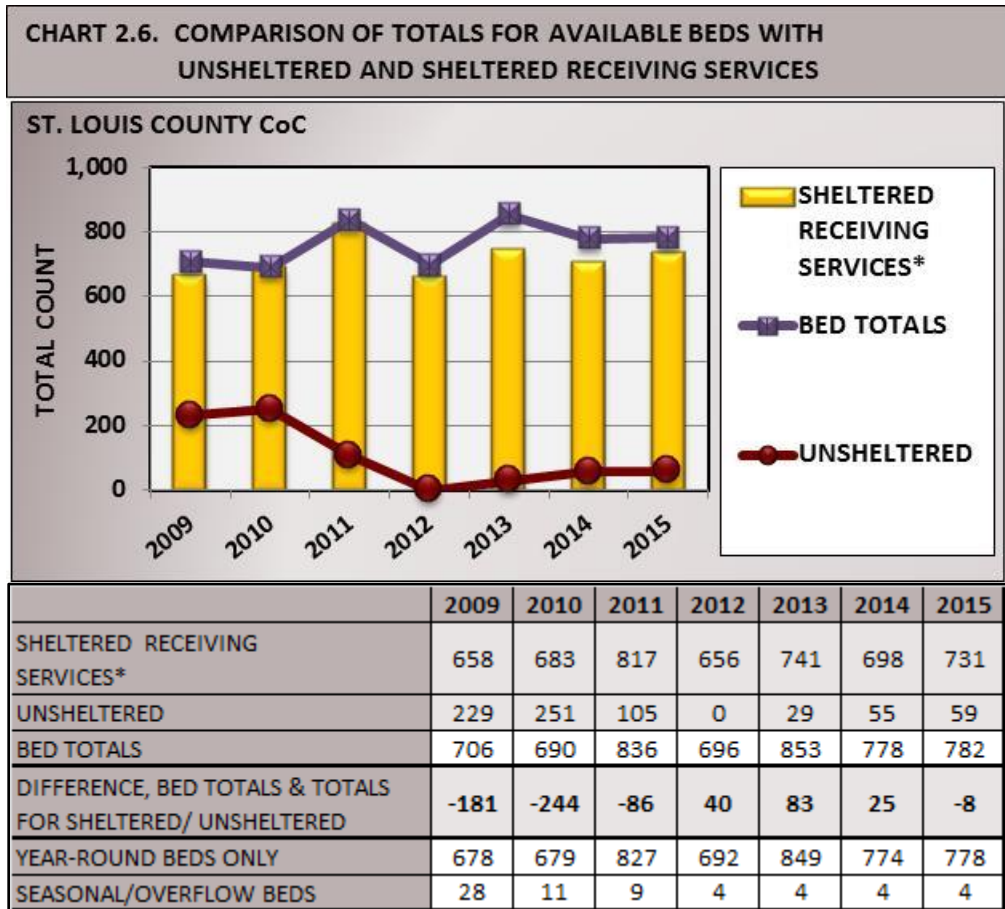


Table 2.12 includes a listing of shelters within the CoC’s service area, along with estimated travel distances to reach each one from designated points of origin. Although there is public transportation available in St. Louis County, Metrobus routes tend to give greatest coverage to the inner ring suburbs around the City of St. Louis.

While the distances are not as sizeable as those found in areas that are more rural in nature, even a distance as small as five miles can present a challenge to someone who does not have access to transportation, either their own, that of friend or public transportation where it’s available.

**TABLE 2.12. APPROXIMATE DISTANCES TO SHELTERS FROM DESIGNATED POINTS OF ORIGIN  
St. Louis County CoC**

*Note: Distances are calculated using Huntleigh (between Creve Coeur and Kirkwood) as the County mid-point.*

NAME OF SHELTER	DETAILS	LOCATIONS	POINT OF ORIGIN	DISTANCE
St. Louis Transitional Hope House, Inc.	Residential apartments: 50-unit transitional housing for families. Serves St. Louis City and St. Louis County.	University City	Wells-Goodfellow	12 miles
Humanitri	Transitional housing up to 24 months. 38 units. Serves St. Louis City and St. Louis County	St. Louis City	St. Louis City	18 miles
Humanitri: Next Steps Home Program	Transitional housing and permanent supportive housing programs for ex-offenders. Serves St. Louis City and St. Louis County.	St. Louis City	St. Louis City	18 miles
Salvation Army-Family Haven	Emergency shelter and transitional housing.	St. Louis County	Overland	8 miles
YMCA Metro St. Louis	Transitional housing for individuals age 18 and older. Must be single and have proof of income. Serves St. Louis City and St. Louis County.	St. Louis City	Central West End	13 miles
Room at the Inn	Temporary emergency shelter for families and women, up to 20 people per day.	St. Louis County	Bridgeton	15 Miles
Redevelopment Opportunities for Women (ROW)	Serves domestic violence survivors through Housing First Program, 6 to 24 months of housing assistance.	St. Louis City	Downtown West	14 miles
		St. Louis County	Overland	12 miles
More Than A Home Living Inc. Supportive Housing St. Louis	Supportive housing for women and women with children.	St. Louis County	Riverview	26 miles
Loaves and Fishes for St. Louis	Emergency shelter for families with children.	St. Louis County	Maryland Heights	13 miles
Boys Hope Girls Hope	Residential services for youth age 10 to 14 until high school graduation.	St. Louis County	Creve Coeur	5 miles
Marygrove	Emergency shelter, transitional group homes, and independent living programs for teens and families.	St. Louis County	Florissant	20 miles
Youth in Need	Emergency shelter and transitional housing for youth. More than 40 locations serving many counties.	St. Louis City	Dutchtown South	19 miles
		St. Louis County	Olivette	10 miles
		St. Charles County	St. Charles	18 miles
Kathy J Weinman Center*	Domestic violence shelter with 39 beds.	St. Louis County	Clayton	9 miles
ALIVE (Alternative to Living In Violent Environments)*	Provides temporary emergency shelter for abused women and men and their children regardless of age or sex. Serves many counties, including St. Louis County.	St. Louis		16 Miles
		Franklin County	Union	52 miles

NAME OF SHELTER	DETAILS	LOCATIONS	POINT OF ORIGIN	DISTANCE
Catholic Charities-St. Martha's Hall*	Domestic Violence Shelter for abused women 18 and older and their children. Serves St. Louis City and St. Louis County			
The Women's Safe House*	Domestic violence emergency shelter with capacity for 50 women and children. Serves St. Louis City and St. Louis County	St. Louis City	University City	11 miles
Lydia's House*	Transitional housing with 36 units for abused women and children for six months to two years. Serves Jefferson, Franklin, Lincoln, Warren, St. Louis City, St. Louis County, and St. Charles.			

\*Exact locations of domestic violence shelters are not publicized.

#### F. PREVIOUS NIGHT'S LIVING ACCOMMODATIONS

Homeless persons in families entering emergency shelter were most likely to have spent the night prior to program entry in a "doubled-up" situation.

Chart 2.7 shows the marked tendency for families to rely on relatives or friends when they are on the verge of homelessness. Based on self-report data obtained from adults in the families included, between 60 and 70 percent indicated that they spent the previous night in this sort of venue before resorting to emergency shelter.

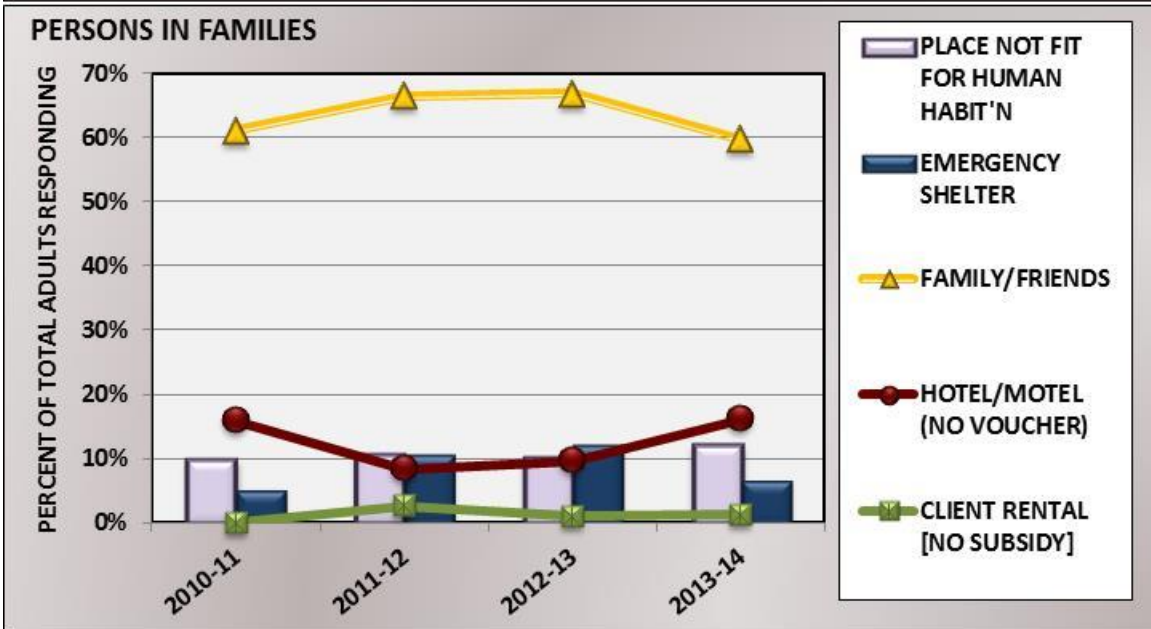
The data table also includes two years of statistics for individuals (adults without children) coming into shelter programming. They, too, were likely to have been doubled up. In each year, over 50 percent were with relatives or friends immediately prior to seeking emergency assistance.

Considerably lower percentages were apparent for other options in living accommodations:

- Under 15 percent of persons in families and under 20 percent of individuals resorted to places unfit for human habitation.
- Families were more likely than individuals to have used hotel or motel vouchers. Up to 16 percent of family households did so, while in 2011-12 and 2012-13 no more than 9 percent of adults in households without children relied on this option.
- Between the two groups, there was equal likelihood that they would have spent the previous night in another emergency shelter or in a private residence that they were renting. In any given year, the percentage of either group reporting that they had been in a rental or a home that they owned was under five percent.
- The data table also includes the prior-night accommodations that were least frequently mentioned. In two cases, there were relatively high percentages in one year only. This was true for individuals who reported having been in foster care (5.7 percent) and for adults in families who formerly resid-

ed in a rental supported by a VASH subsidy. In general, very few homeless youth or adults are identified in shelter or other programming as having previously been in foster care. This is the prevailing tendency in all CoCs in the State.

**CHART 2.7. MOST FREQUENTLY REPORTED PREVIOUS NIGHT LIVING ACCOMMODATIONS FOR ADULTS IN FAMILIES ENTERING EMERGENCY SHELTER  
ST. LOUIS COUNTY CoC AHAR DATA FROM 2010-11 TO 2013-14**



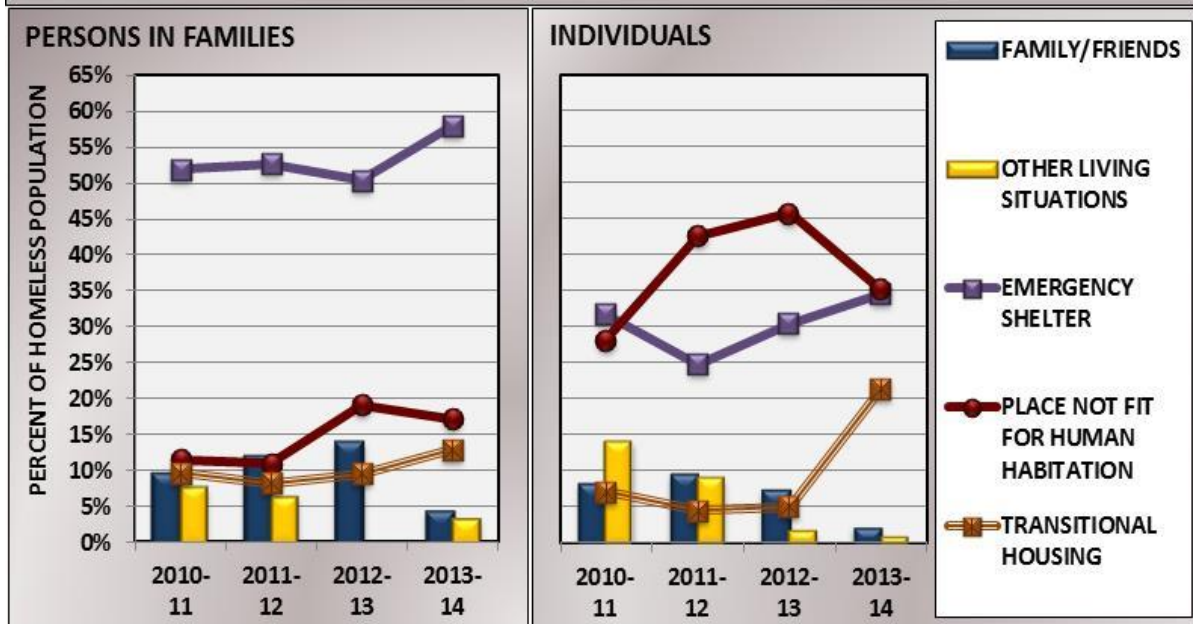
	ADULTS IN FAMILIES				INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS ["Missing" excluded]</b>	<b>278</b>	<b>227</b>	<b>208</b>	<b>323</b>		<b>200</b>	<b>418</b>	
FAMILY/FRIENDS	61.2%	66.5%	66.8%	59.8%	NO DATA	54.0%	59.8%	NO DATA
PLACE NOT FIT FOR HUMAN HABITATION	9.7%	10.6%	10.1%	12.1%		17.0%	12.7%	
HOTEL/MOTEL [NO VOUCHER]	15.8%	8.4%	9.6%	16.1%		8.0%	2.9%	
EMERGENCY SHELTER	5.0%	10.6%	12.0%	6.5%		10.5%	6.5%	
CLIENT RENTAL [NO SUBSIDY]		2.6%	1.0%	1.2%		1.5%	1.2%	
OTHER LIVING SITUATION		0.9%		0.3%		1.0%	9.1%	

LOWEST FREQUENCY PREVIOUS NIGHT ACCOMMODATIONS								
FOSTER CARE							0.0574	
CLIENT RENTAL [VASH SUBSIDY]	4.7%							
HOSPITAL [NON-PSYCHIATRIC]	0.7%			0.3%		3.5%	0.7%	
PSYCHIATRIC FACILITY				0.6%		4.0%	0.5%	
SUBSTANCE ABUSE TREATMENT CENTER	1.8%			1.2%			1.0%	
OWNED HOUSING UNIT	0.7%			0.9%				
JAIL, PRISON, JUVENILE DETENTION				0.6%		0.5%		

NOTE: A blank cell is equivalent to 0.0%

Preceding entry into permanent supportive housing programming, emergency shelter was the most important recourse for those needing housing, with 50 to 60 percent of persons in families and 25 to 35 percent of individuals without children citing that as the location of their previous night stay (Chart 2.8).

**CHART 2.8. MOST FREQUENTLY REPORTED PREVIOUS NIGHT LIVING ACCOMMODATIONS PRIOR TO ADMISSION TO PERMANENT SUPPORTIVE HOUSING ST. LOUIS COUNTY CoC AHAR DATA FROM 2010-11 TO 2013-14**



	PERSONS IN FAMILIES				INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS ["Unknown" excluded]</b>	<b>104</b>	<b>110</b>	<b>115</b>	<b>95</b>	<b>85</b>	<b>157</b>	<b>177</b>	<b>136</b>
EMERGENCY SHELTER	51.9%	52.7%	50.4%	58.1%	31.8%	24.8%	30.5%	34.6%
PLACE NOT FIT FOR HUMAN HABITATION	11.5%	10.9%	19.1%	17.2%	28.2%	42.7%	45.8%	35.3%
TRANSITIONAL HOUSING	9.6%	8.2%	9.6%	12.9%	7.1%	4.5%	5.1%	21.3%
FAMILY/FRIENDS	9.6%	11.8%	13.9%	4.3%	8.2%	9.6%	7.3%	2.2%
OTHER LIVING SITUATIONS	7.7%	6.4%		3.2%	14.1%	8.9%	1.7%	0.7%
SUBSTANCE ABUSE TREATMENT CENTER	3.8%	4.5%	3.5%	3.2%	1.2%	2.5%	2.8%	0.7%
HOTEL/MOTEL [NO VOUCHER]	1.9%		1.7%		4.7%	3.2%	2.3%	0.7%
CLIENT RENTAL [NO SUBSIDY]			0.9%	1.1%	1.2%	2.5%	1.7%	2.2%
<i>LEAST FREQUENTLY REPORTED</i>								
OWNED HOUSING UNIT [WITH OR WITHOUT SUBSIDY]	2.9%	4.5%						
JAIL, PRISON, JUVENILE DETENTION	1.0%	0.9%	0.9%					0.7%
HOSPITAL (NON-PSYCHIATRIC)					1.2%	0.6%		0.7%
CLIENT RENTAL [WITH NON-VASH SUBSIDY]					2.4%			
PERMANENT SUPPORTIVE HOUSING							2.3%	
FOSTER CARE						0.6%	0.6%	
PSYCHIATRIC FACILITY								0.7%

NOTE: A blank cell is equivalent to 0.0%.



With regard to individuals with no children in their households, a high percentage resorted to places not fit for human habitation before being admitted to permanent supportive housing. Between 30 percent and slightly more than 45 percent reported having spent the previous night in this type of accommodation. In addition, there was much less reliance in this population on either doubled-up situations or hotels or motels.

Although it is listed with the less frequently reported locations for previous-night stay, “Owned Housing Unit” is most notable for the timeframe in which the percentages appear: in 2010-11 and 2011-12, the two years with closest proximity to the financial crisis.

**TABLE 2.13. SUMMARY OF PREVIOUS NIGHT LIVING ACCOMMODATIONS FOR PERSONS IN FAMILIES AND INDIVIDUALS ENTERING TRANSITIONAL HOUSING ST. LOUIS CITY CoC AHAR DATA**

	PERSONS IN FAMILIES				INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS ["Missing" excluded]</b>	<b>71</b>	<b>69</b>	<b>40</b>	<b>NA</b>	<b>93</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>
EMERGENCY SHELTER	64.8%	62.3%	85.0%		17.2%			
FAMILY/FRIENDS	28.2%	31.9%	12.5%		8.6%			
SUBSTANCE ABUSE TREATMENT CENTER/DETOX	1.4%	1.4%			66.7%			
TRANSITIONAL HOUSING/SAFE HAVEN	4.2%	2.9%	2.5%		4.3%			
PLACE NOT FIT FOR HUMAN HABITATION	1.4%				3.2%			
OTHER LIVING SITUATIONS		1.4%						

NOTE: A blank cell is equivalent to 0.0%.

Data for transitional housing is shown in Table 2.13. Within the range of time examined (2010-11 to 2013-14, only one year is available for individuals in households without children, as compared to three years for persons in families.

This limited comparison presents a marked contrast between the family grouping and the group of individuals. Families, at a high rate, cited emergency shelter as the location of their previous night stay. The next most frequent location was a doubled-up situation, while percentages for other options were much smaller. For individual households, a substance abuse treatment center was most often mentioned as the prior-night living arrangement for many entering transitional housing.

Data for homeless veterans and their prior-night living arrangements are tallied in Table 2.14. Veterans are similar to their civilian counterparts in that a place unfit for human habitation is frequently reported at intake into programming. For individuals in households without children, it is most often the living situation that precedes entering permanent supportive housing.

**TABLE 2.14. PREVIOUS NIGHT LIVING ACCOMMODATIONSS FOR VETERANS ENTERING HOMELESS PROGRAMS  
ST. LOUIS COUNTY CoC**

Note: "No Data" refers to components of AHAR that were not accessible for the designated year and household type.  
"No Veterans" indicates only zeros were entered in the data fields for veteran information in specific years.

EMERGENCY SHELTER	2010-11		2011-12		2012-13		2013-14	
	FAMILY	SINGLE (No Data)	FAMILY (No Veterans)	SINGLE	FAMILY (No Veterans)	SINGLE	FAMILY	SINGLE (No Data)
Hotel/Motel (no voucher)	1			2		1	1	
Place unfit for human habit'n	1			1		2	1	
Staying with family/friends	3					1		
Emergency shelter				1				
Substance abuse treatment	1							
Rental (no subsidy)	1							
<b>TOTALS</b>	<b>7</b>		<b>4</b>		<b>4</b>		<b>2</b>	
PERMANENT SUPPORTIVE HOUSING	2010-11		2011-12		2012-13		2013-14	
	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY (No Veterans)	SINGLE
Place unfit for human habit'n	2		1	5	1	6		8
Emergency shelter		3		3		2		2
Transitional housing								3
Staying with family/friends			1		1	1		
Jail, prison, juvenile detention	1							
Other living situation				1				
<b>TOTALS</b>	<b>6</b>		<b>11</b>		<b>11</b>		<b>13</b>	
TRANSITIONAL HOUSING	2010-11							
	FAMILY	SINGLE						
Substance abuse treatment		6						
Staying with family/friends		3						
Place unfit for human habit'n		2						
Emergency shelter	2							
<b>TOTALS</b>	<b>13</b>							

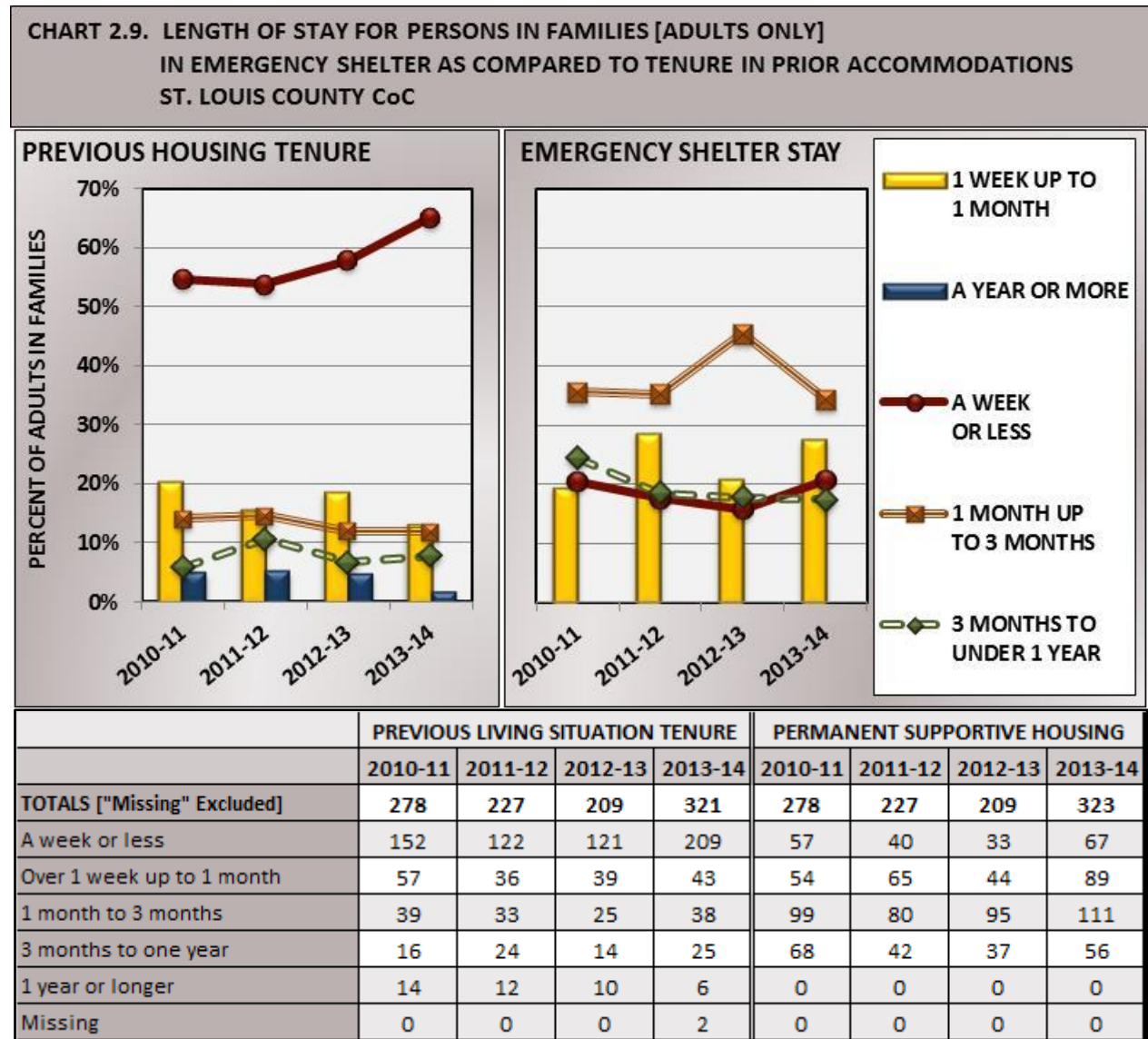
Emergency shelter also appears to be regularly cited as prior-night accommodations for veteran households without children. Although families may also have resorted to places unfit for human habitation, individuals predominated in use of emergency shelter prior to admission to permanent supportive housing.

**G. HOUSING STABILITY**

Stated objectives are in place with regard to the length of time that homeless individuals and persons in families should ideally remain in shelter. This section examines data on those standards, as well as evidence that may point to behavior regarding housing stability. The latter point is considered from the perspective of the length of time spent in the preceding night's housing accommodations as compared to data on the length of stay in shelter or other project housing.

### 1) Emergency Shelter

St. Louis County’s HOME Consortium Update of 2015 pointed to the impact of limited resources on the length of shelter stays. According to the update, a shortage of more permanent housing – Rapid Re-housing units and permanent supportive housing, in particular – emergency shelter stays had not improved beyond a typical length of 48 days, a duration more extensive than the 30-day stay that had been set as a goal.<sup>31</sup> National statistics put the typical stay, as of 2014, at 27 days, but longer for families with children (37 days) and shorter for individuals in adult-only households (22 days).<sup>32</sup>



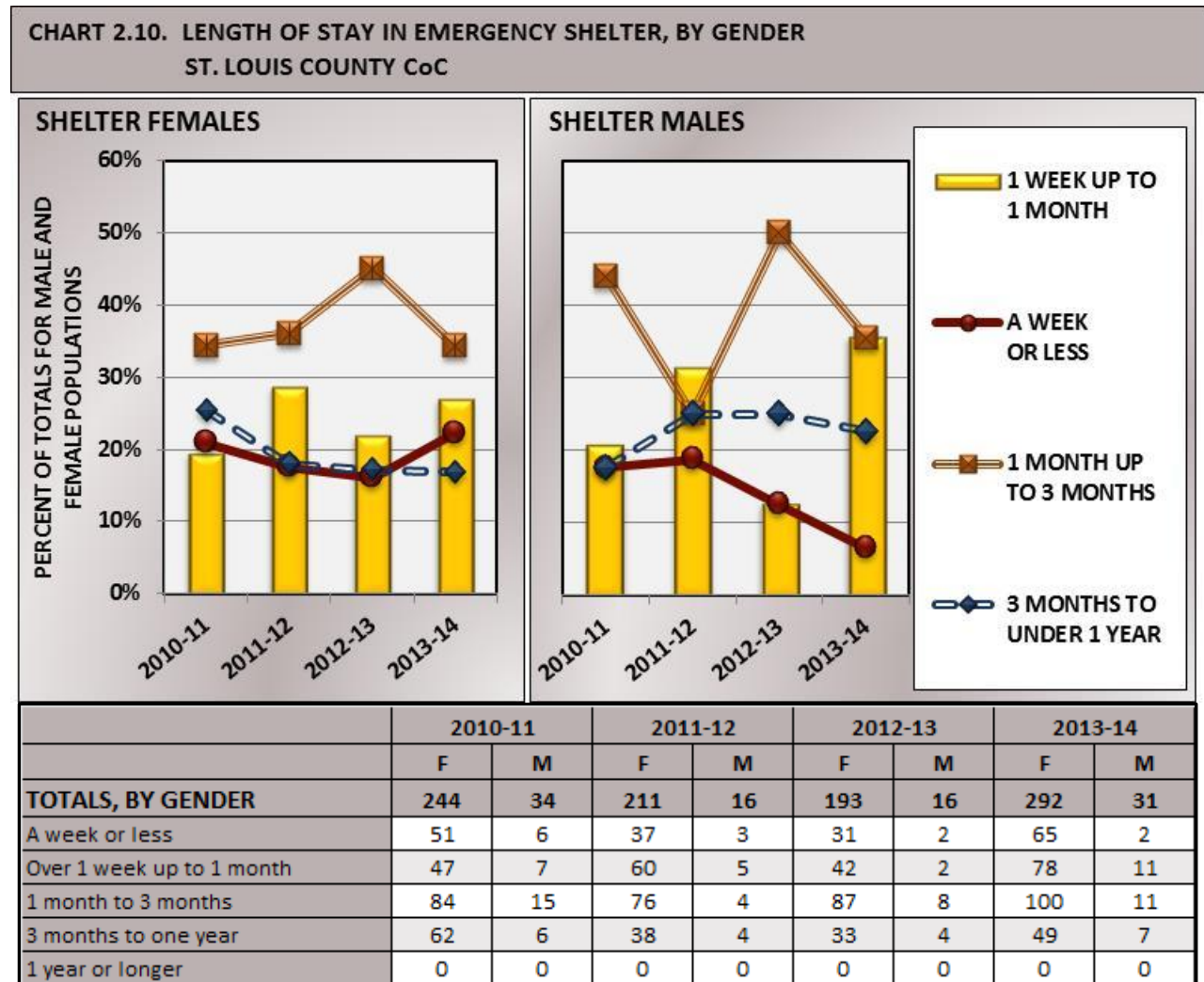
<sup>31</sup> “St. Louis HOME Consortium Consolidated Plan 2015 Update.” Page 53.

<sup>32</sup> Abt Associates. “The 2014 Annual Homeless Assessment Report (AHAR) to Congress.” November 2015. Prepared for the U.S. Department of Housing and Urban Development. See Part 2, page 1-15 for overall statistics; 2-15 for individuals; and 3-15 for families. Accessed online February 24, 2016 at: <https://www.hudexchange.info/onecpd/assets/File/2014-AHAR-Part-2.pdf>

With respect to national statistics, in 2014 46.1 percent of families with children would have exited shelters in less than a month's time. By comparison, in the St. Louis County CoC the same statistics would be 48.3 percent for the 2013-14 time period. In the County's shelters, an additional 34 percent stayed between one and three months.

Even though emergency shelter is intended to be temporary, for some families it offers greater stability than their previous housing.

As Chart 2.9 illustrates, families seeking homelessness programming appear to have come from housing situations that were highly tenuous. Of the families who reported the place of their previous night's stay, between 55 to 65 percent remained in those living accommodations no longer than one week. Those with the most long-term tenure (a year or more) represented less than five percent of the total. Other categories of intermediate tenure ("one week up to one month" and "one month up to three months") each accounted for 20 percent or less of the total.

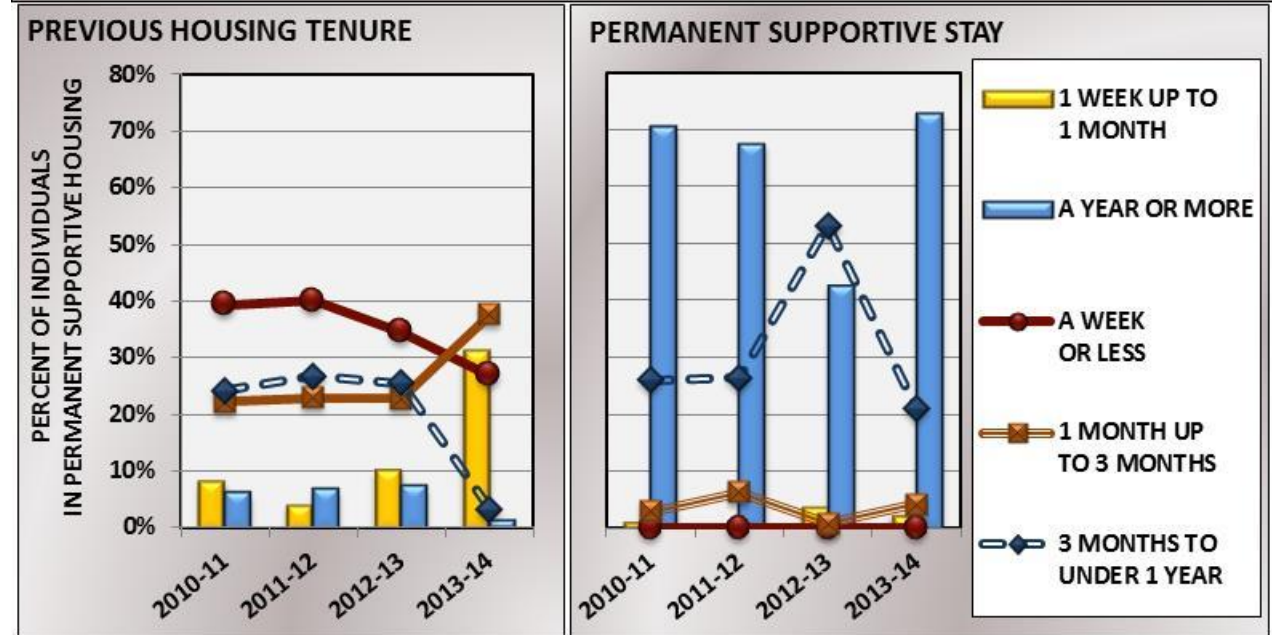


A comparison of length of stay by gender again raises the issue mentioned earlier about the discrepancy between the numbers of men and women in program venues. In emergency shelter programming, women predominate (Chart 2.10). The patterns in length of stay, however, are not radically different from one gender to the other, with the exception of more variability among men and a tendency over the four years for stays on the part of men to grow slightly longer. The numbers are small, however, and as a result the statistics for women are more reliable as a gauge of behavior. Nonetheless, in neither gender were there any families remaining a year or longer and the highest percentages tended to be for stays lasting one to three months.

**2) Permanent Supportive Housing**

The bulk of the data for St. Louis County pertained to permanent supportive housing, along with residence of families in emergency shelter.

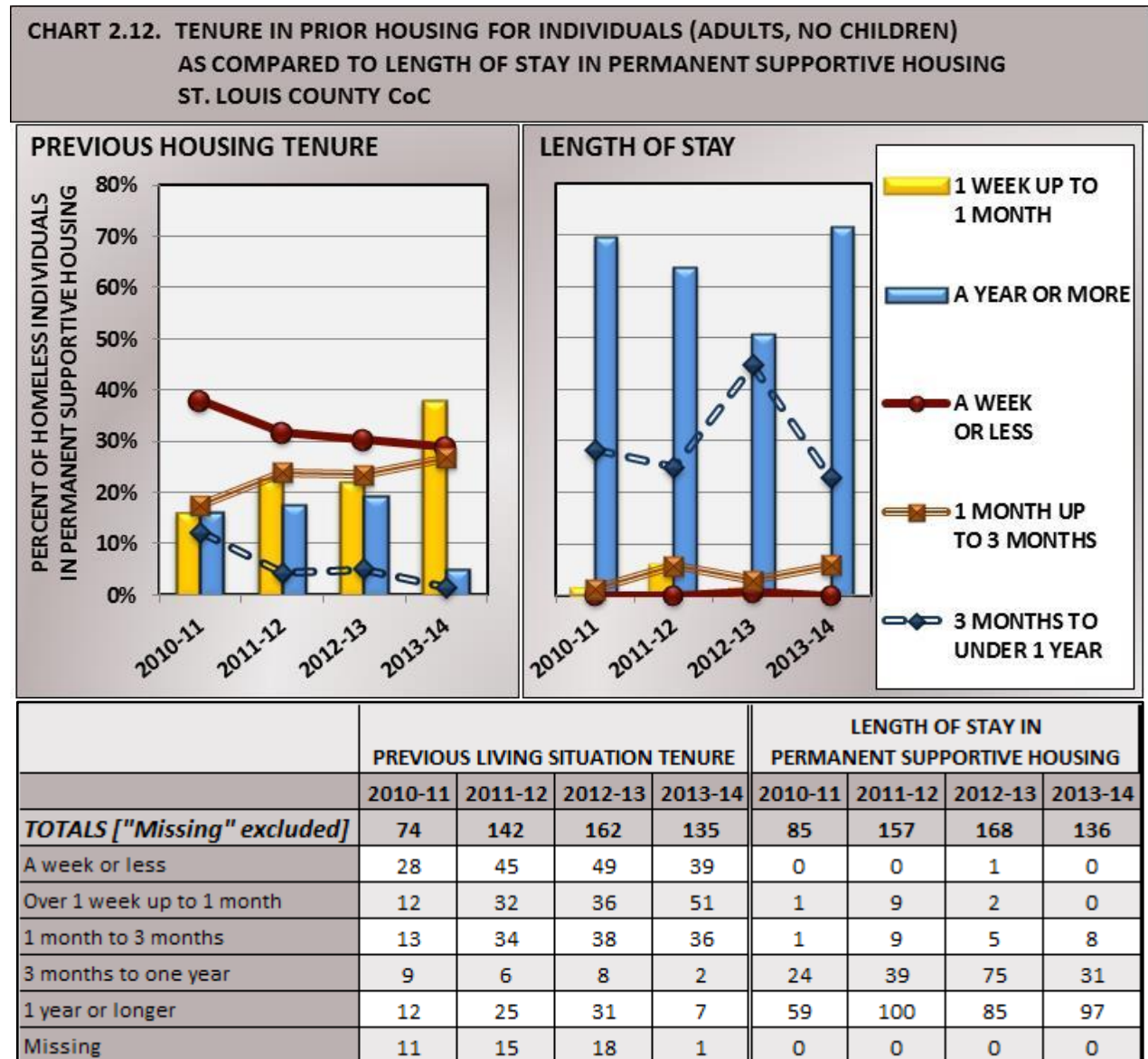
**CHART 2.11. LENGTH OF STAY IN PERMANENT SUPPORTIVE HOUSING AS COMPARED TO TENURE IN PRIOR ACCOMMODATIONS FOR ADULTS IN FAMILIES ST. LOUIS COUNTY CoC**



	PREVIOUS LIVING SITUATION TENURE				LENGTH OF STAY IN PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS ["Missing" Excluded]</b>	99	105	110	93	104	110	115	95
A week or less	39	42	38	25	0	0	0	0
Over 1 week up to 1 month	8	4	11	29	1	0	4	2
1 month to 3 months	22	24	25	35	3	7	1	4
3 months to one year	24	28	28	3	27	29	61	20
1 year or longer	6	7	8	1	73	74	49	69
Missing	5	5	5	2	0	0	0	0

With this programming, length of stay is extended well beyond tenure in prior accommodations as well as in emergency shelter.

The short-term nature of the majority of living arrangements for families entering emergency shelter is less evident among those admitted to permanent supportive housing. In 2010-11 40 percent reported having been in their prior-night accommodations for a week or less. By 2013-14, this statistic was below 30 percent. Although some had resided at that location for a year or more, the number who reported this represented less than 10 percent of families entering permanent supportive housing.



The length of stay in programming is a sharp contrast to previous housing tenure. In three of the four years the total families who had been in permanent supportive housing for 12 months or more accounted for close to or slightly above 70 percent. An additional 20 to 30 percent had remained longer than 3 months but not quite a year. Percentages for the other categories were negligible, if not zero. Since

these are households with children, the increase in housing stability can have significant implications for child, as well as adult, well being.

Data for individuals in households without children are shown in Chart 2.12. Patterns for the two groups have some similarities.

- Contrast between previous housing tenure and length of stay in permanent supportive housing resembles the contrast that was apparent in the data for families, with much shorter residence in previous housing and significantly longer stays in the programming venue.
- The number of individuals having the shortest tenure in previous housing (a week or less) declines between 2010-11 and 2013-14, from roughly 40 percent of the total to less than 30 percent. In terms of permanent supportive housing, this category is at or near zero in all four years.
- Significant growth is apparent in length of stay. In prior-night housing, only a small percentage of both individuals and families had resided in that location for a year or more. (For families, the share is under 10 percent; for individuals, under 20 percent.) Between individuals and families, the behavior in terms of duration of stay is virtually identical, with slightly more longevity apparent on the data for single adults.

Differences between patterns in the two groups are minimal, although for individuals over the four years, measures of longevity in pre-program housing appear to decline. In the “three months to under a year” category, percentages dropped to near zero. Numbers in the “one year or more” category also decreased: specifically, between 2012-13 and 2013-14 with a reduction of nearly 15 percent.

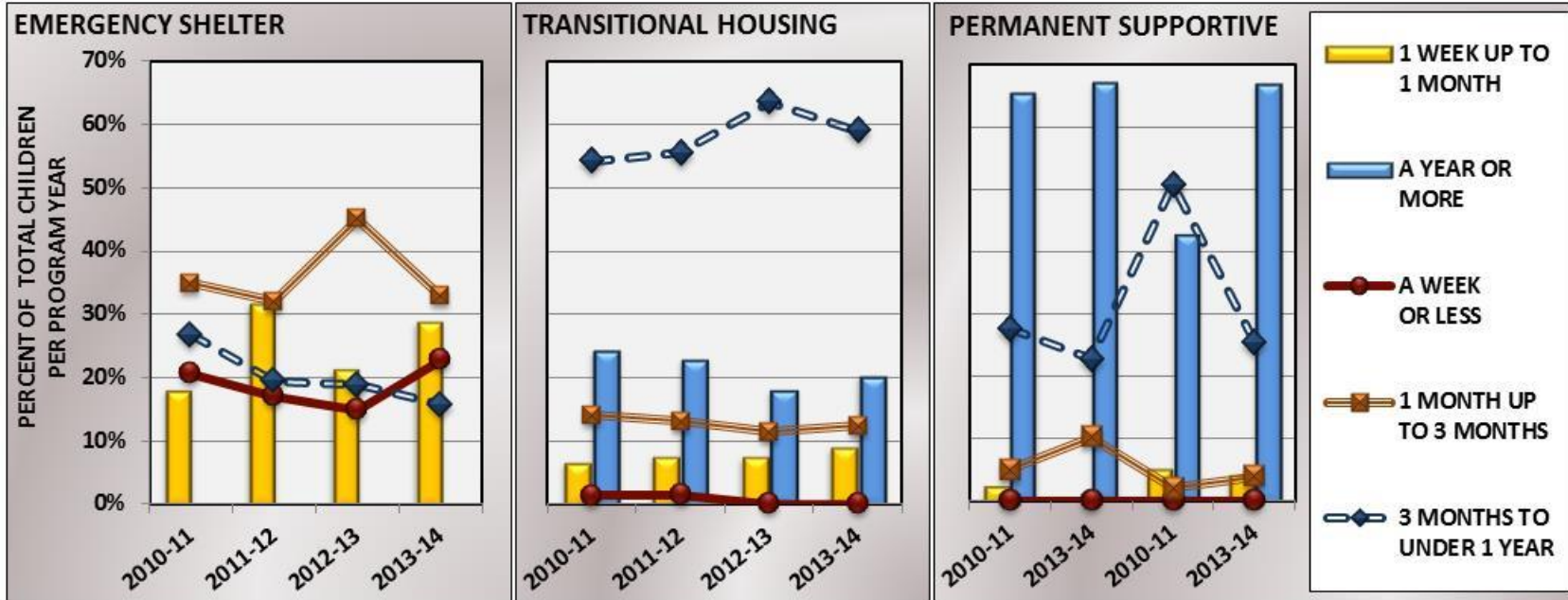
### **3) Length of Stay for Children in All Programs:**

Data on length of stay in homeless programs are collected for children as well as for adults. Chart 2.13 below shows patterns among children in length of stay for all programming venues.

Not surprisingly, length of stay for children in emergency shelter mirrors the pattern for the adults in families that have resided there. The same thing is true of permanent supportive housing, although children’s statistics indicate somewhat fewer stay a year or more.

With respect to transitional housing, a majority of children tend to have stays that are more long-term than residence in an emergency shelter, but not as long-term as in permanent supportive housing. Those residing in excess of a year represent less than 25 percent. The majority has stays under a year’s length, but that exceed three months. Fewer than 10 percent remained in transitional housing for a shorter duration than one month.

**CHART 2.13. LENGTH OF STAY FOR CHILDREN IN EMERGENCY SHELTER AS COMPARED TO OTHER HOMELESSNESS PROGRAMMING  
ST. LOUIS COUNTY CoC**



	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS ["Missing" Excluded]</b>	490	375	361	571	142	140	77	NA	141	136	146	126
A week or less	101	64	54	130	2	0	0		0	0	0	0
Over 1 week up to 1 month	87	118	76	163	9	10	6		3	0	7	5
1 month to 3 months	171	120	163	188	20	16	10	NO	7	14	3	5
3 months to one year	131	73	68	90	77	89	46	DATA	39	31	74	32
1 year or longer	0	0	0	0	34	25	15		92	91	62	84
Missing	0	0	0	0	0	0	0		0	0	0	0

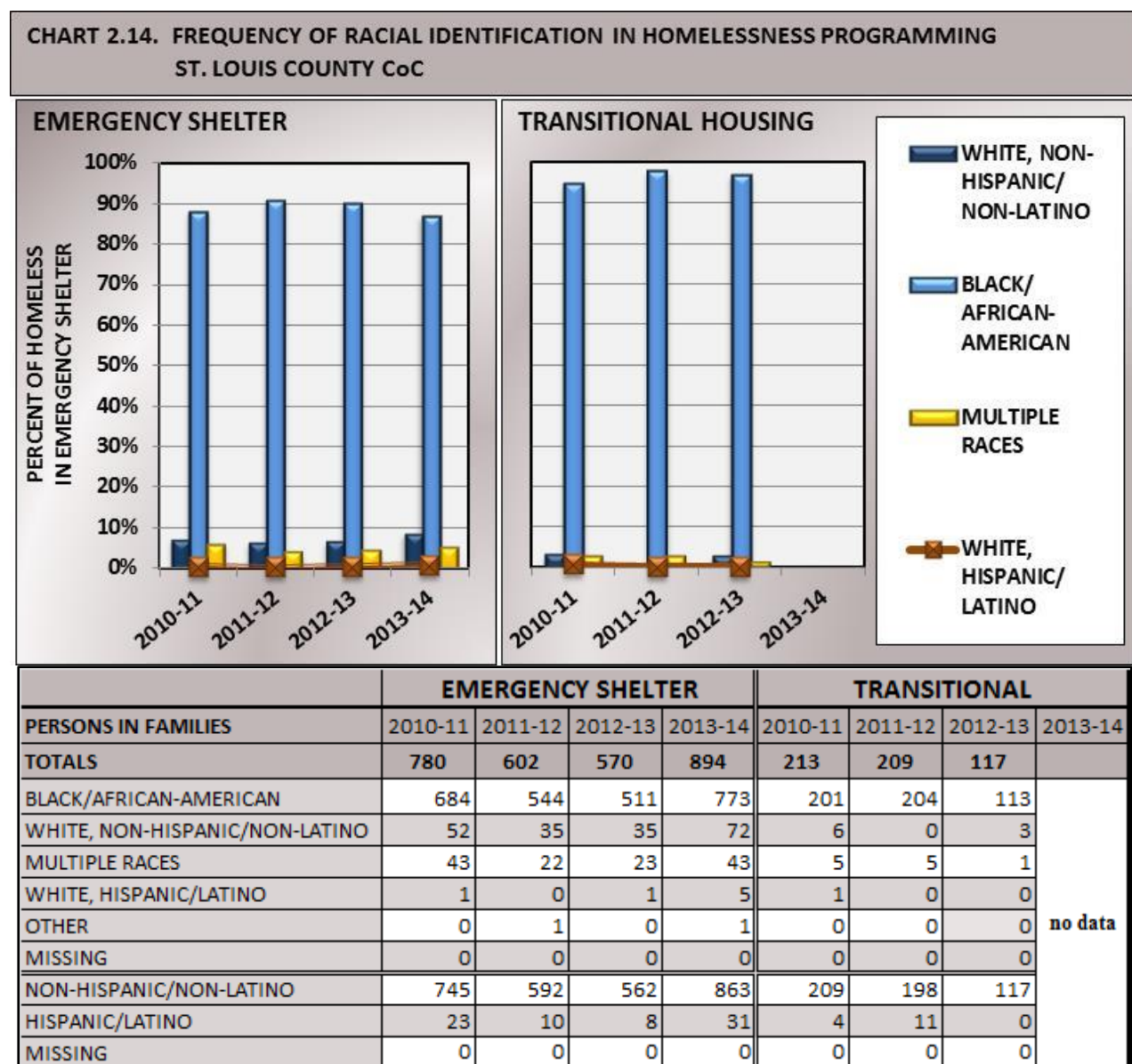


## H. DEMOGRAPHICS IN RELATION TO ST. LOUIS COUNTY CoC HOMELESS

Demographic statistics for St. Louis County’s general population as compared to similar data for homeless individuals and persons in families highlights some of the additional challenges faced by the CoC and its homelessness service providers.

### 1) Racial Distribution

African- Americans comprise 23 percent of the general population in St. Louis County. Based on 2014 census estimates, this demographic constitutes a share of total St. Louis County residents that is roughly ten percentage points higher than for the United States as a whole, and 11 percentage points higher than the statistic for the population of Missouri.



Even with this higher representation in the County, the White (non-Hispanic, non-Latino) segment of the population is roughly three times as large, based on the 2014 census estimates provided in Table 2.15.

**TABLE 2.15. CENSUS ESTIMATES (2014) FOR RACIAL DISTRIBUTION IN THE ST. LOUIS COUNTY POPULATION**

	White	Black/ African- American	Asian	Native Ameri- can/ Alaskan Native	Native Hawaiian/ Other Pacific Islander	Hispanic/ Latino	Multiple Races
<b>Percent per Race in St. Louis County General Population</b>	67.6%	23.9%	4%	0.2%	--	2.7%	2%

Black/African-Americans are over-represented, however, among persons in families and individuals in homelessness programming.

**CHART 2.15. FREQUENCY OF RACIAL IDENTIFICATION IN PERMANENT SUPPORTIVE HOUSING ST. LOUIS COUNTY CoC**



	PERSONS IN FAMILIES				INDIVIDUALS [NO CHILDREN]			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>PERSONS IN FAMILIES</b>								
<b>TOTALS</b>	245	242	257	221	85	157	180	135
BLACK/AFRICAN-AMERICAN	202	196	224	193	66	111	128	101
WHITE, NON-HISPANIC/NON-LATINO	34	28	21	20	19	44	50	31
MULTIPLE RACES	5	18	12	8	0	1	1	1
WHITE, HISPANIC/LATINO	0	0	0	0	0	1	1	2
OTHER	4	4	4	0	0	0	0	1
MISSING	0	0	0	0	0	0	0	0
<b>NON-HISPANIC/NON-LATINO</b>	242	243	255	221	85	155	179	134
HISPANIC/LATINO	3	3	6	0	0	2	1	2
MISSING	0	0	0	0	0	0	0	0

Chart 2.14 contrasts data for persons in families as recorded for emergency shelter and in transitional housing. In both of these venues, African-Americans account for 85 to over 95 percent of the population served. Other categories -- including that for White (Non-Hispanic, Non-Latino) -- make up the remainder.

In permanent supportive housing, whether among families or individuals without children, the discrepancy between the proportions of the respective White and African-American demographic is not as large (Chart 2.15). This is particularly true in relation to households without children. In two of the years, Whites accounted for nearly 30 percent of the population, with African-Americans at slightly more than 70 percent. Representation of other racial groups is negligible, with percentages very close to zero regardless of the type of programming. In emergency shelter, the highest number of Hispanic/Latino individuals or persons in families was five, and that was out of a population of nearly 900. In permanent supportive housing, there were even fewer.

**2) Racial Characteristics of Homeless Veterans**

Among homeless veterans, African-Americans also seem to predominate, although not in all years. The totals are small in all three types of programming. In the data examined (see Table 2.16), the tally for the four years includes only one multi-racial individual, no one ethnically Hispanic or Latino and no one in any of the sub-categories that comprise the “Other” designation (Asian, Native American/Alaskan Native, Native Hawaiian/Pacific Islander).

**TABLE 2.16. RACIAL DISTRIBUTION OF INDIVIDUAL VETERANS AND VETERANS IN FAMILIES  
ST. LOUIS COUNTY COC**

PERSONS IN FAMILIES	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING				
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	
Black/African-American	7			1	2				1	1	1	all zero	
White, Non-Hispanic/Non-Latino				1					2	1	1		
White/Hispanic, Latino		all zero	all zero			all zero	all zero	all zero					
Multiple Races						all zero	all zero	all zero					
OTHER													
Non-Hispanic/Non-Latino	7			2	2				3	2	2		
Hispanic/Latino													
<b>INDIVIDUALS</b>													
Black/African-American	no data	3	4		7				3	8	7	8	
White, Non-Hispanic/Non-Latino		1			4					1	2	4	
Multiple Races						all zero	all zero	all zero				1	
White/Hispanic, Latino							all zero	all zero	all zero				
OTHER													
Non-Hispanic/Non-Latino			4	4		11				3	9	9	13
Hispanic/Latino													

**3) Age Distribution of St. Louis County CoC Homeless**

Overall, the total for children in St. Louis County CoC’s homeless families has declined since 2010-11, as accounted for by AHAR data. Between 2010-11 and 2013-14, the number of children residing in emergency shelter increased by 16.5 percent, although this uptick came after two years in which the tally was roughly 25 percent lower than in 2010-11. In both transitional housing and permanent supportive housing there have been decreases, the largest drop being in the number of children in transitional housing.

**TABLE 2.17. CHILDREN IN HOMELESS PROGRAMMING, BY AGE CATEGORY  
ST. LOUIS COUNTY CoC**

PERSONS IN FAMILIES, CHILDREN	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS	490	375	361	571	142	140	77		141	136	146	126
UNDER 1	9.8%	10.4%	12.7%	12.3%	10.6%	10.4%	13.0%	no data	2.8%	3.7%	4.1%	4.0%
AGE 1 TO 5	36.7%	39.2%	33.0%	38.7%	33.1%	39.2%	40.3%		22.0%	19.1%	15.8%	27.0%
AGE 6 TO 12	39.2%	40.8%	39.6%	37.0%	36.6%	40.8%	36.4%		35.5%	41.9%	45.2%	38.1%
AGE 13 TO 17	14.3%	9.6%	14.7%	12.1%	19.7%	9.6%	10.4%		39.7%	35.3%	34.9%	31.0%

Despite variability in the totals, the distribution across age groupings has remained relatively constant (Table 2.17). The highest percentage of children, regardless of shelter type, is consistently found in the 6-to-12 age group.

AHAR data on the HUD HDX website appear to have questionable use in considering change over time for the years 2009 to 2015, the PITC data most readily available. As Table 2.18 shows, the numbers imply that the sharp rise in the number of unaccompanied youth in 2013 is a reflection of the homeless population. Instead, it is more likely a by-product of a change in data collection methods, with the addition of new data elements that rightly underscored the importance of tracking change in this group.

**TABLE 2.18. UNACCOMPANIED CHILDREN UNDER AGE 18, BY SHELTER CATEGORY  
ST. LOUIS COUNTY CoC, 2013-2015**

PITC Year	2009	2010	2011	2012	2013	2014	2015
Emergency shelter					20	8	33
Transitional housing					29	26	14
Sheltered	4	2	6	1			
Unsheltered	0	2	0	0	0	0	4
<b>Totals</b>	<b>4</b>	<b>4</b>	<b>6</b>	<b>1</b>	<b>49</b>	<b>34</b>	<b>51</b>

One issue raised in relation to unaccompanied youth and the nature of their homelessness is the discrepancy between PITC tallies and school district records of youth, which that system treats as homeless.

Data obtained from the Missouri Department of Elementary and Secondary Education (DESE) on homeless students sheds additional light on youth who are unstably housed. In 2014 all school districts within the St. Louis County CoC catchment area, with the exception of two (Affton and Brentwood), reported identifying homeless youth within the ranks of their students. Table 2.19 provides a listing of the school districts, along with the information gathered on the living conditions or arrangements of the students. The list is organized by the size of student population totaled across all categories.

Areas of the County with higher social and economic capital tend to have better schools and fewer instances of homeless students. Most of the homeless students counted in the more affluent areas are categorized as “doubled up.” Stays in hotels and motels are more frequent for students in less wealthy districts. Only one district (Ferguson-Florissant) reported unsheltered students in 2014.

Like the CoC, the school districts do more than simply take a head count, and children that are recognized as homeless are linked to services, as are their families. Although the objectives are similar, HUD’s definition of homelessness and that which the school districts apply may overlap, but the difference in approaches is evident in a comparison of the numbers.

**TABLE 2.19. HOMELESS YOUTH AS TABULATED BY SCHOOL DISTRICTS  
WITHIN THE ST. LOUIS COUNTY COC CATCHMENT AREA, 2014**

St. Louis County CoC School Districts	Doubled-Up	Hotel Motel	Shelters	Unsheltered
Ferguson-Florissant	1,480	38	38	29
Riverview Gardens	699	27	21	-
Hazelwood	379	107	30	-
Rockwood R-VI	280	28	11	-
Jennings	197	-	8	-
University City	170	8	9	-
Normandy Schools Collaborative	164	-	-	-
Ritenour	141	37	13	-
Mehlville R-IX	120	16	-	-
Parkway C-II	119	7	14	-
Hancock Place	89	-	-	-
Pattonville R-III	66	9	33	-
Lindbergh	50	10	-	-
Special School District St. Louis County	47	8	18	-
Kirkwood R-VII	20	-	-	-
Valley Park	19	-	-	-
Webster Groves	19	-	-	-
Ladue	17	-	-	-
Bayless	10	-	-	-
Clayton	10	-	-	-
Affton	-	-	-	-
Brentwood	-	-	-	-
<b>Totals</b>	<b>4,096</b>	<b>295</b>	<b>195</b>	<b>29</b>

\*\*Information from Missouri Department of Elementary and Secondary Education (DESE)

For the CoC’s children, the highest percentages tended to cluster in the mid-range for residents of both emergency shelter and transitional housing. Ages of children in permanent supportive housing tended to be somewhat older, with higher percentages in the youth category.

With respect to adults with families in CoC programming, percentages cluster at the bottom end of the spectrum. In some years, virtually all of the adults in either emergency shelter or transitional housing were between the ages of 18 and 50. In permanent supportive housing, there were similar high percentages in this age range, although the numbers in the “51 to 61” age group were more substantial. Adults aged 62 or older were almost entirely absent.

**TABLE 2.20. AGES OF ADULTS IN HOMELESSNESS PROGRAMMING  
ST. LOUIS COUNTY CoC**

PERSONS IN FAMILIES, ADULTS	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS</b>	<b>278</b>	<b>227</b>	<b>209</b>	<b>323</b>	<b>71</b>	<b>69</b>	<b>40</b>		<b>104</b>	<b>110</b>	<b>115</b>	<b>95</b>
18 TO 30	56.1%	65.6%	56.9%	63.5%	60.6%	62.3%	77.5%	no data	39.4%	42.7%	44.3%	42.1%
31 TO 50	41.7%	31.7%	40.7%	34.7%	35.2%	36.2%	20.0%		50.0%	49.1%	47.0%	50.5%
51 TO 61	2.2%	2.6%	2.4%	1.9%	2.8%	1.4%	2.5%		10.6%	8.2%	8.7%	7.4%
62 OR OLDER	0.0%	0.0%	0.0%	0.0%	1.4%	0.0%	0.0%		0.0%	0.0%	0.0%	0.0%
<b>INDIVIDUALS, NO CHILDREN</b>												
<b>TOTALS</b>	no data	<b>200</b>	<b>281</b>	no data	<b>83</b>	no data	no data	no data	<b>85</b>	<b>157</b>	<b>180</b>	<b>136</b>
18 TO 30		24.5%	50.9%		25.3%				32.9%	21.7%	20.6%	21.3%
31 TO 50		43.5%	29.9%		45.8%				41.2%	46.5%	44.4%	40.4%
51 TO 61		31.5%	18.5%		27.7%				20.0%	27.4%	32.2%	34.6%
62 OR OLDER		0.5%	0.7%		1.2%				5.9%	4.5%	2.8%	3.7%

Among households without children, adults tended to be older, with higher frequencies in the “51 to 61” age group, ranging from 18 to 35 percent (Table 2.20). Adults aged 62 or older also received services, particularly in permanent supportive housing, although the frequencies were considerably lower than those recorded for other age groups.

Comparing data for the total homeless population with data for veterans in the St. Louis County CoC system is hampered by their limited presence in programming. For veterans in households with children, the tally in all years is in the single digits, and remains so, even when totaled across years. Based on the available data (Table 2.21), however, age distribution for homeless veterans appears to depend on household type. For example, veterans with families tended to be almost exclusively in the “31 to 50” bracket.

Veterans in households without children are somewhat more numerous, particularly in permanent supportive housing. In this group, the majority of veterans were fairly equally distributed across the “31 to

50” and “51 to 61” age categories. Only permanent supportive housing and, to a lesser extent, transitional housing provided services to veterans age 30 and younger.

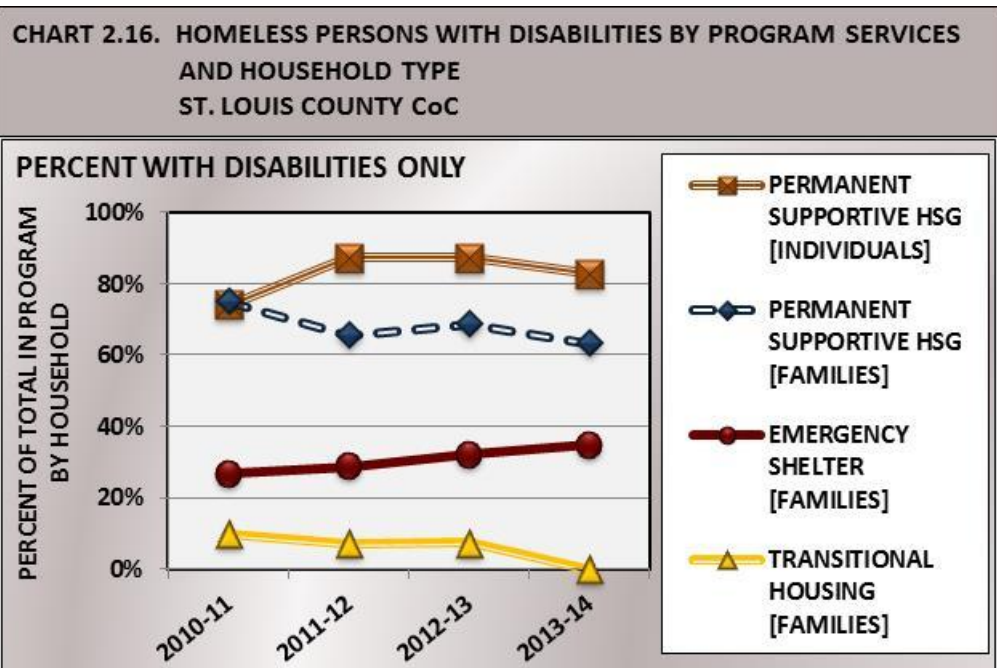
Although the data are sparse, it appears that the age distribution of veterans in family households is more consistent with that of adults in the larger homeless population that live in similar households. Veterans maintaining households of individuals without children, however, tend to be older than their counterparts in the broader population.

**TABLE 2.21. AGE DISTRIBUTION OF HOMELESS VETERANS WITH AND WITHOUT FAMILIES  
ST. LOUIS COUNTY CoC**

VETERANS WITH FAMILIES	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
18 TO 30					1							
31 TO 50	7	NO DATA	NO DATA	2	1	NO DATA	NO DATA	NO DATA	3	2	2	NO DATA
51 TO 61												
62 OR OLDER												
VETERANS, NO CHILDREN												
18 TO 30					2				1	1	1	1
31 TO 50	NO DATA	2	3	NO DATA	4	NO DATA	NO DATA	NO DATA	2	4	3	6
51 TO 61		2	1	NO DATA	5							4
62 OR OLDER												

**4) Persons with Disabilities Among the Homeless Population**

AHAR data for St. Louis County CoC services indicate that permanent supportive housing has the highest percentage of persons with disabilities as compared to residents who report no disabilities (Chart 2.16). The data for families are more complete, but the highest percentages are found among individuals without children living in permanent supportive housing.



Disability type is reported only for individuals or adults in families who are residing in permanent supportive housing. If there are multiple disabilities, each disability is separately recorded, with the exception of conditions that stem from co-occurring disorders. If this is the disability (or one of them), it can be tallied in its own category: "Both Mental Health/Substance Use," as listed in Table 2.22.

**TABLE 2.22. DISABILITIES REPORTED AMONG HOMELESS PERSONS IN PERMANENT SUPPORTIVE HOUSING  
ST. LOUIS COUNTY CoC**

DATA FOR PERMANENT SUPPORTIVE HOUSING ONLY	ADULTS IN FAMILIES				INDIVIDUALS IN HOUSEHOLDS WITHOUT CHILDREN			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS</b>	<b>104</b>	<b>110</b>	<b>115</b>	<b>95</b>	<b>85</b>	<b>157</b>	<b>180</b>	<b>134</b>
<b>MENTAL HEALTH</b>	<b>34.6%</b>	<b>39.7%</b>	<b>32.1%</b>	<b>52.1%</b>	<b>18.1%</b>	<b>31.7%</b>	<b>28.5%</b>	<b>45.5%</b>
BOTH MENTAL HEALTH/ SUBSTANCE USE	29.3%	26.0%	20.1%	10.8%	36.1%	45.5%	36.2%	27.7%
PHYSICAL DISABILITY	16.0%	17.8%	29.1%	15.2%	30.0%	14.5%	29.8%	12.5%
SUBSTANCE USE DISORDER	2.0%	16.4%	4.4%	19.5%	12.0%	4.8%	2.7%	8.0%
HIV/AIDS	0.0%	0.0%	0.0%	2.1%	3.6%	3.4%	2.7%	1.8%
DEVELOPMENTAL DISABILITY	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	3.6%

Rates of physical disability are similar for individuals and persons in families in permanent supportive housing.

With regard to substance use disorders, there appear to be fewer individuals citing this as a disability than is the case with adults having families. The percentage for families has fluctuated from year to year, but in 2013-14 almost a fifth of the total in this category indicated that they regarded substance use as disability. One would expect the opposite to be true, but the fact that individuals residing in permanent supportive housing are slightly older may have a bearing on the rate of occurrence. For the latter, this category reached its peak in 2010-11 and decreased to its lowest point two years later. Incidence of substance use increased five percent since the lowest point, yet remains at a rate of less than 10 percent among the total population in permanent supportive housing.



## SECTION III.

### JOPLIN/JASPER, NEWTON COUNTIES CONTINUUM OF CARE

The Joplin/Jasper, Newton Counties Continuum of Care (Joplin CoC) coordinates homeless counts for the two Missouri counties within the Joplin-Miami MO-OK Metropolitan Statistical Area (MSA). The counties are largely rural with municipalities, such as Carthage, of varying sizes. Joplin is the most populous city and is considered the hub of the region. According to 2010 Census Bureau estimates, the population in Jasper County is 76 percent urban, although the percent of the county land area designated as rural is at 90 percent. Newton’s population is much more rural, with 64 percent of residents living in rural communities, and 97 percent of the county’s land area designated rural.<sup>1</sup>

#### KEY FINDINGS AND EXECUTIVE SUMMARY

- a) **DECLINE IN HOMELESSNESS:** The number of homeless persons in families and individuals has been positively impacted by the rebuilding efforts to restore housing damaged by the 2011 tornado. Many of those who found themselves homeless after the storm were quickly provided with alternative housing. As a result, homelessness in the Joplin CoC declined by 85 percent from its 2012 total (1,724). Over and above this success, the January 2015 count represented a 20 percent decrease from the level of homelessness in 2009.
- b) **SHIFT IN NUMBERS OF HOMELESS IN PROGRAMMING:** Data from the Point-In-Time Counts indicate:
  - A 92 percent decline in emergency shelter usage since 2012.
  - A 53 percent decline from 2013 numbers and a trend over a six-year period showing a 37 percent decrease in transitional housing residence
  - A 62 percent increase in Permanent Supportive Housing usage over a five-year period.
- c) **2011 STORM:** Although acknowledged in the 2013 homelessness study report, the enormity of the 2011 storm remains a factor in assessing trends in homelessness for the Joplin CoC. While the numbers of displaced occasioned by the tornado are impressive, it is even more impressive to see how a continuum of care rose to such a challenge and made the required adjustments, both to meet the challenge and to scale back once the crisis had passed.
- d) **UNSHELTERED:** Joplin CoC Point-In-Time Count data record a limited number of unsheltered individuals or persons in families. Since 2012, the share of unsheltered among the homeless population in the Joplin CoC has been below 11 percent. Although the numbers have risen slightly, at the count immediately following the tornado (January 2012) the ranks of the unsheltered had declined to three percent of the total population. This is a significant achievement given the degree to which overall number of homeless individuals and persons in families had expanded.
- e) **ABANDONMENT OF PRIVATE RESIDENCE:** In most years, only a small percentage of individuals and persons in families report becoming homeless immediately after having been in possession of a private residence. The rates are minimal in comparison with other living accommodations that tend to

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<sup>1</sup> “2010 Census Urban and Rural Classification and Urban Area Criteria.” The Census Bureau defines an urban area as “a densely settled core of census tracts and/or census blocks that meet minimum population density requirements, along with adjacent territory containing non-residential urban land uses as well as territory with low population density included to link outlying densely settled territory with the densely settled core.” The term “rural” designates “all population, housing, and territory not included within an urban area.” Additional details can be found at: <http://www.census.gov/geo/reference/ua/urban-rural-2010.html>. Accessed October 19, 2015.

be the most prevalent places to stay prior to entering homeless programming. Abandonment of a private residence appears to have occurred with greatest frequency in the aftermath of the 2011 tornado, when it affected up to 35 percent of persons in families reporting the location of a previous night stay. Among those that have had this experience, the majority tends to have been in a rental situation with no subsidy to provide supplementary financial support. A Veterans Administration Supportive Housing (VASH) subsidy only pertained to one instance reported.

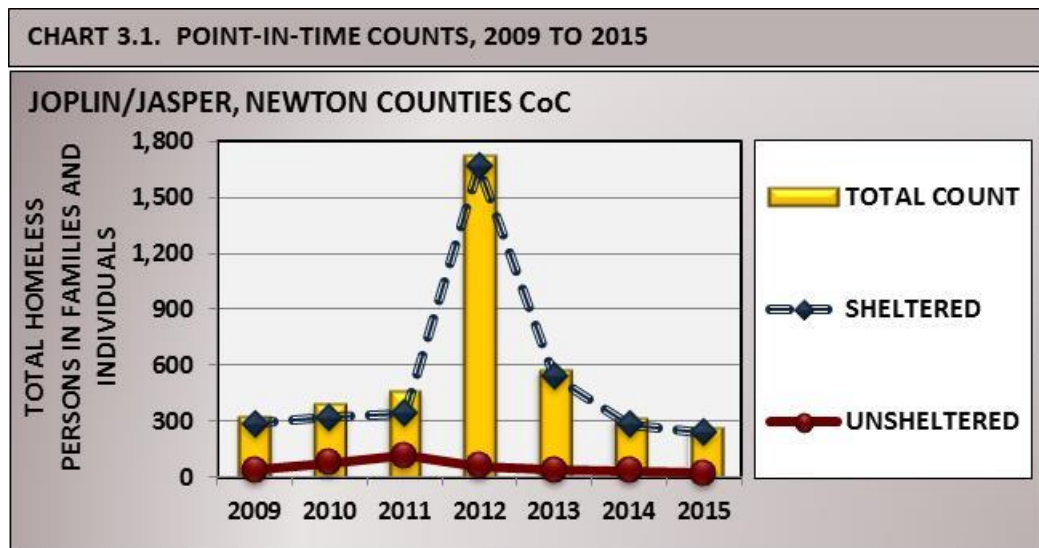
- f) **SUBSTANCE USE DISORDERS:** The percentage of homeless individuals and persons in families affected by substance use disorders declined slightly in 2014 and 2015. Nonetheless, subpopulation data from the Point-In-Time Counts since 2007 indicate that in most years, substance use disorders have a bearing on the situation of over 50 percent of the homeless population. Not surprisingly, there is a higher incidence of a substance abuse treatment center being the location where either individuals or persons in families spent the night preceding entering homelessness programming. In the case of Transitional Housing, this was true for approximately 20 percent of individuals without children and ten percent of householders with families.
- g) **LENGTH OF STAY:** Duration of length of stay for homeless individuals and families (and specifically for children) increased for those receiving permanent supportive housing services over the length of stay for those in Transitional Housing:
- In all three years for which data were examined, individuals remained in permanent supportive housing for one year or more, as compared to 10 to 25 percent in Transitional Housing.
  - For children in families for the years 2010-11, 2012-13 and 2013-14, 65 to over 80 percent had a length of stay in Permanent Supportive Housing of one year or longer. In Transitional Housing, this statistic in each year (including 2011-12, for which data were also available) was under 35 percent.
  - In terms of housing stability, both individuals and persons in families tended to have prolonged stays in Transitional Housing and Permanent Supportive Housing that far exceeded the time spent in the living accommodations where they were located the night prior to entering homelessness programming. For example, in 2013-14, over 70 percent of individuals entering Transitional Housing had been in the housing where they spent the previous night for less than one month. The situation is similar for homeless veterans. In the same year, 73 percent were in their previous housing for less than one month.
  - Homeless women in households without children tended to remain in Transitional Housing a much shorter period of time than their male counterparts. In 2013-14, over 70 percent of male residents remained in programming for three months or more, while 60 percent of the female population left before the end of a month.

## 1) OVERVIEW

The Joplin/Jasper, Newton Counties CoC (Joplin CoC) catchment area receives services from the Economic Security Corporation of Southwest Area (ESC), a community action agency that is also the lead agency for the CoC. On its website, ESC has vignettes of people it has assisted, among them both families and single individuals who were at one point homeless.<sup>2</sup> The Homeless Coalition of Southwest Missouri is the entity that coordinates and conducts CoC activities, such as the Point-In-Time Counts (PITCs) and homeless awareness events.<sup>3</sup>

Although Joplin occupies only a portion of the landmass in the two-county Missouri segment of the MSA, it's difficult to talk about this area without reference to the 2011 storm that devastated Joplin's business district and eliminated broad swathes of the city's housing. The influence of the storm and its aftermath are readily apparent in the PITC totals for homelessness since 2009 (Chart 3.1).

The CoC's progress with reduction of homelessness has paralleled Joplin's rebuilding efforts, along with the influx of disaster recovery funding and other types of federal and state



support. More than one billion dollars was ultimately channeled into replenishing housing stock, as well as launching more high profile construction projects, such as a new stadium. City leaders managed the decision-making involved with assistance from municipal groups, such as the Community Housing Resource Board. The latter entity took on the responsibility for safeguarding the interests of more vulnerable constituents, such as the disabled.

As Chart 3.1 shows, in the year immediately following the tornado, the ranks of homeless individuals and persons in families swelled, with the result that the 2012 figure for total homelessness was three times its size in 2011. Much of the housing stock affected by the storm was older and included the residences of many Section 8 voucher-holders. The Joplin Housing Authority estimated that 85 households were displaced. In April 2014, the Joplin City Council passed a resolution to amend the CDBG Disaster Recovery funding plan to provide for transfer of \$500,000 to the Joplin Housing Authority to be applied

<sup>2</sup> See: <http://www.escswa.org/District/1373-SUCCESS-STORY.html>. Page accessed July 22, 2015.

<sup>3</sup> Its website can be found at <http://www.swhomeco.com/>. Accessed July 15, 2015.

to the Section 8 program. Part of this funding was intended for repair of tornado-damaged housing; a slightly larger portion was devoted to tenant assistance.<sup>4</sup>

At the 2014 PITC, the level of homelessness dropped below the point where it was at the January 2011 count – i.e., pre-tornado -- to 315. With the January 2015 tally, the number further declined to 258. This is remarkable evidence of progress, yet there are factors that may challenge this downward trend. The remainder of this section discusses some of these factors.

**A. INCOME AND EMPLOYMENT**

While housing may present challenges for some renters and families in need of affordable single-family homes, the unemployment rate remains low, at roughly five percent in the area. Statistics for both Jasper and Newton counties indicate that close to 50 percent of the working population is self-employed.<sup>5</sup> In addition, the cost of living in both Jasper and Newton counties is well below the national average: figures as of 2013 put the COLI (cost of living index) for Jasper at 84.7 and for Newton at 79.0.

Table 3.1 provides basic income statistics for Jasper and Newton Counties, as well as the City of Joplin. Residents in Newton County appear to be slightly more prosperous. The poverty rate is lower than that for Missouri as a whole (15.4 percent, as of 2013). Averaged over a 4-year period (2009 to 2013), the per capita income for Joplin was the highest of the three geographies, but Joplin had the lowest median income as well as the highest poverty rate.

**TABLE 3.1. INCOME LEVELS IN JASPER AND NEWTON COUNTIES AS COMPARED TO STATE OF MISSOURI INCOME**

	Joplin	Jasper County	Newton County	State of Missouri
Per capita money income in past 12 months (2013 dollars), 2009-2013	\$23,061	\$21,124	\$22,341	\$25,649
Median household income, 2009-2013	\$37,912	\$40,399	\$42,268	\$47,380
Persons below poverty level, percent, 2009-2013	19.2%	18.4%	15.0%	15.5%

Source U.S. Census Bureau: State and County QuickFacts. Data derived from Population Estimates, and other Census Bureau resources. Accessible on line at: <http://quickfacts.census.gov/qfd/states/29/2937592.html>. Data downloaded August 17, 2015.

Among county populations, however, significant disparities exist in the income of residents. Parts of Joplin are noteworthy for the high income of the people who live in those sections. A pocket west of Highway 171 has a population with median income of nearly \$97,000. By contrast, east of this highway there are areas where median incomes are in the teens.<sup>6</sup>

<sup>4</sup> Joplin City Council. *City Council Meeting Minutes*. (7 April 2014) Meeting Packet, Resolution 2014-007.

<sup>5</sup> At City-Data.com, Jasper County’s percentage of self-employed, not incorporated workers is shown as 48 percent. Newton County’s rate is the same (48 percent). Newton statistics accessed February 9, 2016 at: [http://www.city-data.com/county/Newton\\_County-MO.html](http://www.city-data.com/county/Newton_County-MO.html) Jasper County’s data, accessed July 27, 2015, can be found at: [http://www.city-data.com/county/Jasper\\_County-MO.html](http://www.city-data.com/county/Jasper_County-MO.html)

<sup>6</sup> See CityData.com. Block group socio-economic data are available in an interactive map. Accessed July 27, 2015.

## B. HOUSING

In 2009 the City of Joplin commissioned a comprehensive housing market study. After the tornado, the City arranged to have the study updated with specific attention to the City's economic condition and the losses of housing stock the City had experienced. The resulting recommendations offered guidance in the planning for rebuilding.<sup>7</sup> One recommendation referred to affordable housing. The study indicated that low-to-moderate income areas of Joplin had been particularly hard hit, and the housing stock eliminated could be replaced with affordable housing. The previously cited City Council amendment, however, described the housing that replaced this sector as more expensive.

Based on data from the 2010 census that the housing market study referenced, over 40 percent of Joplin renters were rent over-burdened, paying more than 30 percent of their income for housing.<sup>8</sup> With reference to the early months of 2011, both the rental and the housing sales markets were described as being "soft," with vacancy rates for apartments at 8.7 percent and that for houses at 2.4 percent.<sup>9</sup> The degree to which conditions changed is evident from a survey conducted as part of the study. The results indicated that, out of 424 units in seven local apartment buildings, only three units were vacant.<sup>10</sup>

Housing cost burden is usually determined based on median income. How this may apply to the Joplin CoC service area is given a little more context in Table 3.2 on the next page. In addition:

- Annual housing costs for homeowners are based on median monthly expenses for homeowners, both when the owner has a mortgage and when the house is owned outright. The latter situation would be in most cases well below the standards set by the Department of Housing and Urban Development (HUD) for housing cost burden (expending 30 percent or more of income on housing-related costs).
- The greatest housing cost burden is experienced by those who are on a fixed income. In the absence of some sort of housing subsidy, individuals with disabilities who rely on Supplemental Security Income (SSI) are most challenged in meeting their living expenses, particularly if their housing costs include a mortgage.

The table that follows (Table 3.3a) shows Annual Homeless Assessment Report (AHAR) data for previous night stay prior to entry of individuals or persons in families into homelessness programming. This table focuses specifically on those who had accommodations on the previous night in a home of their own: either a rented or owned home.

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<sup>7</sup> Novogradac & Company, LLP. "Updated Housing Market Analysis, Joplin, Missouri." September, 2011. (The original study was done in 2009.) Accessed online July 14, 2015 at <http://joplinmo.org/DocumentCenter/View/1265>

<sup>8</sup> Novogradac & Company, p. 60.

<sup>9</sup> "Comprehensive Housing Market Analysis: Joplin, Missouri. As of May 1, 2011." Office of Policy Development and Research. U.S. Department of Housing and Urban Development. Accessed July 24, 2015. See Page 1. [http://www.huduser.org/publications/pdf/JoplinMO\\_Comp.pdf](http://www.huduser.org/publications/pdf/JoplinMO_Comp.pdf).

<sup>10</sup> Ibid, p. 89.

**TABLE 3.2. HOUSING COST ESTIMATES FOR THE JOPLIN COC SERVICE AREA (DATA FOR JOPLIN, JASPER COUNTY AND NEWTON COUNTY)\***

COST OF HOUSING, BY TYPE, BASED ON MONTHLY MEDIAN	JOPLIN				JASPER COUNTY				NEWTON COUNTY			
	From 2013 Estimates	Margin of Error	Median Housing Cost As Percent of In- come	Gross Rent As Percent of In- come	From 2013 Estimates	Margin of Error	Median Housing Cost As Percent of In- come	Gross Rent As Percent of In- come	From 2013 Estimates	Margin of Error	Median Housing Cost As Percent of In- come	Gross Rent As Percent of In- come
ANNUAL HOUSING COSTS [OWNER WITH MORTGAGE]	\$11,760				\$11,916				\$11,700			
ANNUAL HOUSING COSTS [OWNER, NO MORTGAGE]	\$4,392				\$4,368				\$4,032			
ANNUAL GROSS RENT	\$8,208				\$7,992				\$7,368			
MEDIAN HOUSEHOLD INCOME, 2009-2013	\$37,912	1762	31.0%	21.7%	\$40,399	1,147	29.5%	19.8%	\$42,268	1,856	27.7%	17.4%
PER CAPITA INCOME	\$23,061	1314	51.0%	35.6%	\$21,124	618	56.4%	37.8%	\$22,341	799	52.4%	33.0%
RETIREMENT INCOME [MEAN]	\$14,999	1379	78.4%	54.7%	\$16,330	1,621	73.0%	48.9%	\$17,058	1,820	68.6%	43.2%
SOCIAL SECURITY INCOME [MEAN]	\$15,893	681	74.0%	51.6%	\$16,016	481	74.4%	49.9%	\$16,358	611	71.5%	45.0%
SUPPLEMENTAL SECURITY INCOME (SSI) [MEAN]	\$7,954	659	147.9%	103.2%	\$8,279	524	143.9%	96.5%	\$8,739	1,046	133.9%	84.3%
CASH PUBLIC ASSISTANCE INCOME [MEAN]	\$2,196	520	535.5%	373.8%	\$2,785	417	427.9%	287.0%	\$1,994	2,018	586.8%	369.5%

Source U.S. Census Bureau: State and County QuickFacts. Data derived from Population Estimates, American Community Survey, Census of Population and Housing, County Business Patterns, Economic Census, Survey of Business Owners, Building Permits, Census of Governments. Accessible on line at: <http://quickfacts.census.gov/qfd/states/29/2937592.html>. Data downloaded February 2, 2016.

**TABLE 3.3a. FREQUENCY OF PRIVATE RESIDENCE, BY RESIDENCE TYPE (SUBSIDIZED OR UNSUBSIDIZED)\*\***  
**COUNT OF HOMELESS PERSONS IN FAMILIES AND INDIVIDUALS**  
**JOPLIN/JASPER, NEWTON COUNTIES CoC**

	EMERGENCY SHELTER PERSONS IN FAMILIES				EMERGENCY SHELTER INDIVIDUALS				TRANSITIONAL HOUSING PERSONS IN FAMILIES				TRANSITIONAL HOUSING INDIVIDUALS				PERMANENT SUPPORTIVE HOUSING PERSONS IN FAMILIES				PERMANENT SUPPORTIVE HOUSING INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>FORMER RENTERS</b>																								
RENTAL (NO SUBSIDY)	12	N O	N O	N O	0	N O	N O	N O	11	1	1	2	8	N O	22	4		N O	0	0	0	N O	1	1
RENTAL (OTHER SUBSIDY)	0	D A T A	D A T A	D A T A	0	D A T A	D A T A	D A T A	0	0	0	0	0	D A T A	2	0		D A T A	0	0	0	D A T A	1	0
RENTAL (VASH SUBSIDY)	0	A	A	A	195	A	A	A	0	0	2	0	0	A	1	0		A	0	0	0	A	0	0
<b>HOMEOWNERS</b>																								
OWNED (WITH SUBSIDY)	0	N O	N O	N O	0	N O	N O	N O	0	0	0	0	0	N O	1	0		N O	0	0	0	N O	0	0
OWNED (NO SUBSIDY)	1	D A T A	D A T A	D A T A	15	D A T A	D A T A	D A T A	0	0	0	0	0	D A T A	1	0		D A T A	0	0	0	D A T A	0	0
<b>TOTALS*</b>	34	NA	NA	NA	602	NA	NA	NA	56	NA	54	54	356	NA	377	52	21	NA	30	19	23	NA	48	44
*Totals represent the number of homeless individuals in each category who reported where they had spent the previous night. In some years, few of the homeless were able or chose to report this information.																								

\*\*Comments included in the Notes Report for the AHAR data in 2011-12 indicate that a transition in the HMIS software had delayed entry of data for that year.

Table 3.3a is intended to show the higher frequency of homeless individuals and persons in families accessing programming after having been in a rental situation, particularly one without any sort of subsidy to assist with expenses. In general, subsidized rentals in the Joplin CoC catchment area appear to have rarely been the last residence of those entering homelessness programs. The only exception is the high number for VASH-subsidized rentals in 2010-1011 reported by those using emergency shelter.

Given that the Joplin tornado occurred in May 2011, this high number could be an anomaly related to that event. The U.S. Department of Veterans Affairs issued a press release at the end of May 2011 encouraging veterans with mortgages guaranteed by Veterans Affairs to apply for disaster assistance.<sup>11</sup> This press release made no direct reference to veterans who were renting.

**TABLE 3.3b. FREQUENCY OF PRIVATE RESIDENCE AMONG HOMELESS VETERANS  
DATA FOR PREVIOUS NIGHT STAY PRIOR TO ENTRY INTO HOMELESS PROGRAMMING  
JOPLIN/JASPER, NEWTON COUNTIES COC**

	TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	PERSONS IN FAMILIES		INDIVIDUALS (HOUSEHOLDS WITHOUT CHILDREN)		PERSONS IN FAMILIES		INDIVIDUALS (HOUSEHOLDS WITHOUT CHILDREN)	
	2012-13	2013-14	2012-13	2013-14	2012-13	2013-14	2012-13	2013-14
RENTAL (NO SUBSIDY)	0	0	9	4				0
RENTAL (OTHER SUBSIDY)	0	0	2	0				0
RENTAL (VASH SUBSIDY)	1	0	1	0				0
					NO ENTRIES	NO ENTRIES	NO ENTRIES	
OWNED (WITH SUBSIDY)	0	0	1	0				0
OWNED (NO SUBSIDY)	0	0	1	0				0
TOTAL VETERANS REPORTING	1	1	170	43	0	0	0	43

Based on the available data (from two years only, 2012-13 and 2013-14, shown in Table 3.3b), most homeless veterans entering homelessness programming spent the previous night in living accommodations other than a private residence. Similar to the broader population of homeless individuals and persons in families, those that were in a private residence had been in a rental situation without a subsidy.

<sup>11</sup> “VA Announces Disaster Assistance after Tornadoes.” May 26, 2011 press release. Text available online at: <http://www1.va.gov/opa/pressrel/pressrelease.cfm?id=2107>. Accessed February 3, 2016.



## 2) STATUS OF HOMELESSNESS IN THE JOPLIN COC

### A. OVERVIEW OF JOPLIN COC HOMELESSNESS IN THE CONTEXT OF SELECTED FUNDING RESOURCES

With respect to PITCs, Chart 3.4a below illustrates the sharp reduction in total homelessness that has occurred since 2012, when the tally of 1,724 persons spoke to the enormous displacement caused by the 2011 storm.

As would be expected, a decrease in emergency shelter usage is driving this decline. In fact, activity in the latter category is down by 92 percent compared with 2012, and numbers are just below what they were in the pre-tornado year of 2010. Unfortunately it is not possible to compare the PITC numbers with AHAR data in this category for most years. Three emergency shelter providers in the CoC do not participate in the HMIS system. Without these numbers, data for this shelter category does not meet the threshold for reporting. Still, PITC totals in this category suggest that homelessness in the Joplin CoC has passed its crisis stage.

The PITC captures 130 persons in transitional housing on a January night in 2015. This represents a 53 percent decline from the peak numbers seen in 2013. High activity in the intervening years likely reflects a continuous flow of referrals of displaced persons who sought refuge in emergency shelter. AHAR data supports a similar decline in usage (59.6 percent) for the same period since 2013. When considering the six years depicted in the charts, transitional housing usage has decreased by 37 percent, according to PITC numbers. AHAR data reveals an even steeper reduction of nearly 62 percent in the long view.

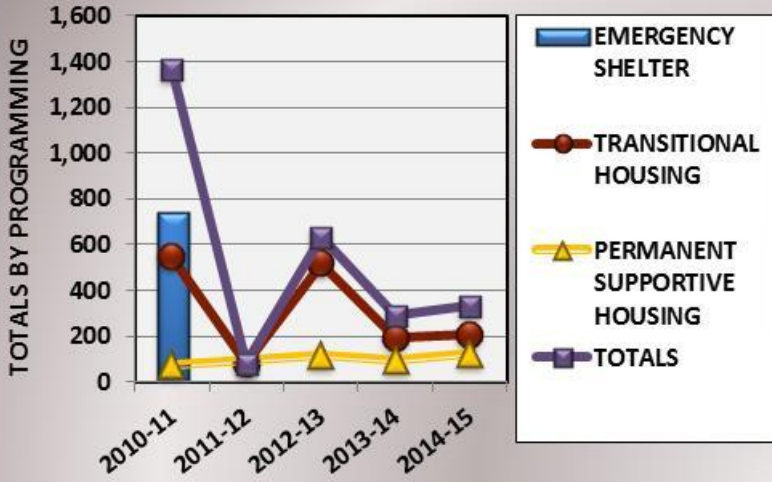
Usage of permanent supportive housing has increased by 62 percent over the five years depicted in Chart 3.2a. Funding for this category has increased as well (Chart 3.2b), more than doubling between 2009 and 2014. HUD has allocated the majority of funding dollars to this category since 2012. Rapid-Rehousing grants from HUD are one component of PSH, and are shown separately on the chart.

Emergency Solutions Grant awards, shown in the table, are an important component of state funding. Emergency shelter and Homelessness Prevention programs receive the most dollars from the state. However, in 2015 there was a sizeable increase in the amount awarded for Rapid Re-housing services.

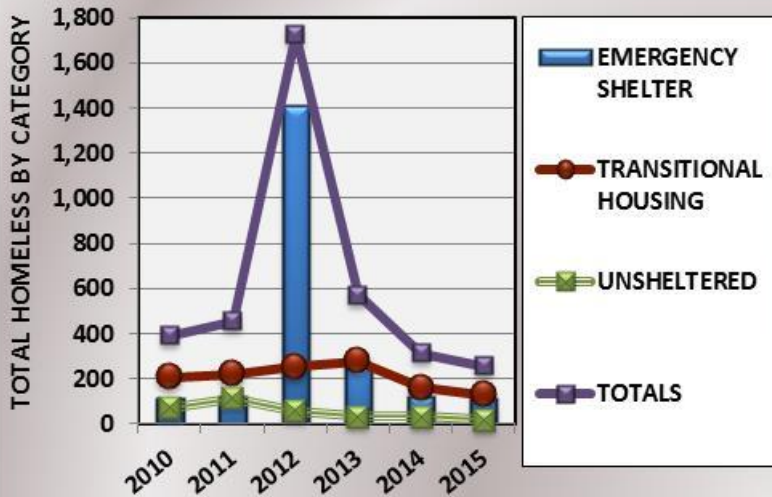
The Joplin CoC should benefit from a grant from the Supportive Services for Veteran Families (SSVF) program of the Department of Veterans Affairs. The 2015 SSVF grant, in the amount of \$620,238, was awarded to Catholic Charities of Southern Missouri, which serves Jasper and Newton, as well as 34 other counties. The SSVF program, in its sixth year, supports community nonprofits in their efforts to support very low-income homeless veterans who are living or transitioning to permanent housing. Services include case management, assistance in obtaining VA and other benefits and temporary financial assistance. This initiative has played an important role in furthering the federal government's goal of ending veteran homelessness by 2015.

**CHART 3.2a. TOTALS, ALL HOUSEHOLDS, BY PROGRAMMING JOPLIN/JASPER, NEWTON COUNTY CoC**

**ANNUAL HOMELESS ASSESSMENT REPORT DATA**

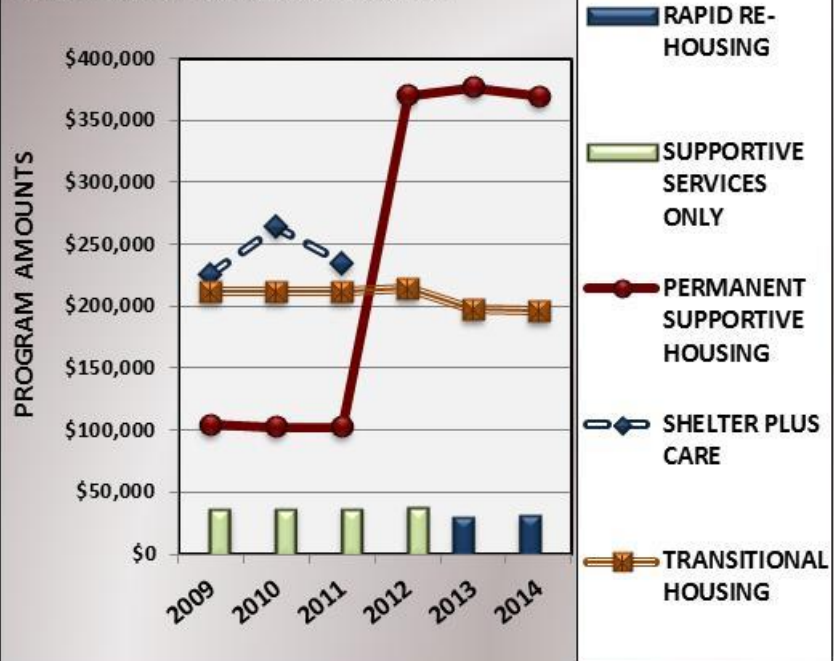


**POINT-IN-TIME COUNT DATA**



**CHART 3.2b. FEDERAL FUNDING FOR HOMELESS PROGRAMS JOPLIN/JASPER, NEWTON COUNTIES CoC**

**CONTINUUM OF CARE FUNDING**

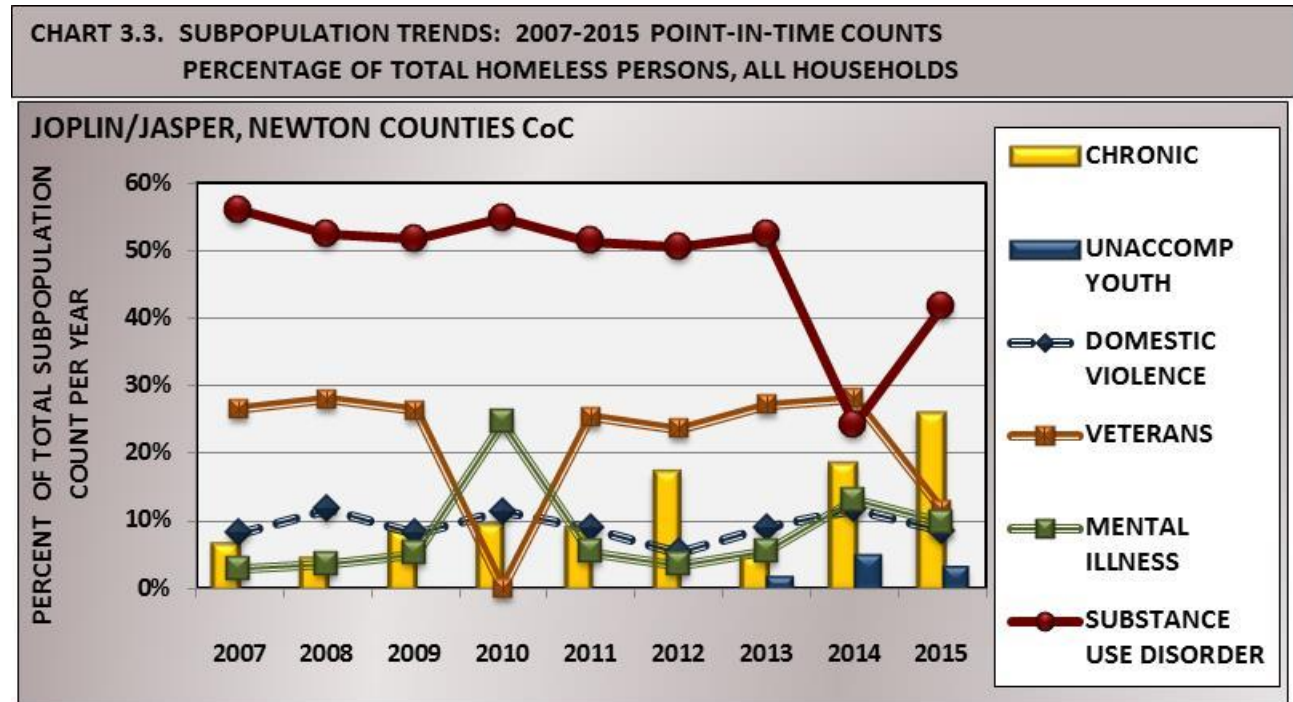


STATE AND OTHER FUNDING COMPONENTS	2013	2014	2015
<b>Emergency Solutions Grant</b>			
Emergency Shelter	\$111,800	\$129,720	\$94,720
Homelessness Prevention	\$93,900	\$96,670	\$89,670
Rapid Re-housing	\$6,000	\$6,000	\$50,000
Street Outreach	\$0	\$0	\$0
<b>Grand Total</b>	<b>\$211,700</b>	<b>\$232,390</b>	<b>\$234,390</b>
HOUSING FIRST	\$0	\$0	\$0
SSVF	\$0	\$0	\$620,238
CDBG Disaster Recovery Fund		\$500,000	

\*Funding for HMIS and administration not listed.

**B. TARGETED SUBPOPULATIONS**

Data on subpopulations tracked among homeless individuals and persons in families indicate that substance use disorder is a factor for many of those entering programming in the Joplin CoC catchment area (Chart 3.3). This distinguishes Joplin from other CoCs where an experience of symptoms of mental illness is tallied in equal or greater numbers.



	DOMESTIC VIOLENCE SURVIVORS		SYMPTOMS OF MENTAL ILLNESS		SUBSTANCE USE DISORDER		VETERANS		UNACCOMPANIED YOUTH		CHRONIC HOMELESSNESS	
	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered
2007	26	0	9	0	179	0	85	0	0	0	13	8
2008	37	0	11	0	165	0	88	0	0	0	11	3
2009	24		15		153		78		1		23	2
2010	32	0	69	0	154	0	52	0	0	0	19	7
2011	27	0	16	0	156	0	70	7	1	0	21	6
2012	19	0	12	0	179	1	84	0	0	0	61	0
2013	35	0	16	5	196	8	99	7	6	0	6	12
2014	18	0	14	6	35	2	40	3	7	0	12	16
2015	15	0	11	6	68	5	18	2	4	1	36	9

Among the ranks of Joplin CoC’s homeless population, the situation is significantly different, with the records indicating that between 50 to 60 percent of homeless individuals and persons in families identify as having some type of substance use disorder. This was true in each year from 2007 to 2013. In 2014 a

sudden drop of approximately 30 percent altered this pattern. In the following year, the statistic was again elevated, but not to the level that prevailed in 2013 and the years prior.

**1) Substance Use Disorders**

Table 3.4 contains data on the incidence of episodes associated with drug use that required admission to a hospital or emergency room. The rate at which homeless individuals and persons in families in the PITCs report substance use far exceeds the incidence of hospital episodes among the general population. Comparing the PITC data with the percentage of Jasper and Newton County resident served by drug treatment programs produces a similar disparity. Rates for both kinds of substance use-related episodes among the general population are no more than one percent.

**TABLE 3.4 SUBSTANCE USE DISORDERS RECORDED IN POINT-IN-TIME COUNTS  
AS COMPARED TO DATA FOR THE JOPLIN/JASPER, NEWTON COUNTIES TARGET POPULATION**

PITC Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
Percent of PITC records indicating substance use	58.5%	43.4%	47.4%	39.2%	<b>34.1%</b>	<b>10.4%</b>	<b>35.5%</b>	11.7%	28.3%
Population involved in hospital episodes (emergency room or hospitalization due to drug or alcohol use) as a percent of population estimates for each year (2011 – 2013):	<b>JASPER COUNTY</b>				<b>.6%</b>	<b>.6%</b>	<b>.5%</b>		
	<b>NEWTON COUNTY</b>				<b>1.0%</b>	<b>1.2%</b>	<b>1.1%</b>		
Population admitted to drug treatment programs as a percent of estimated total population, per year	<b>JASPER COUNTY</b>				<b>1.0%</b>	<b>1.0%</b>	<b>.8%</b>		
	<b>NEWTON COUNTY</b>				<b>0.5%</b>	<b>0.5%</b>	<b>0.3%</b>		

Source: *Substance Use and Mental Health Indicators: Substance Use Treatment Data: Missouri DMH Division of Behavioral Health and Substance Use Treatment Data: Missouri DMH Division of Behavioral Health*. Missouri Department of Mental Health. Accessed January 9, 2016 at: <http://health.mo.gov/data/mica/profiles/AlcoholandDrugAbuse/index.html?cnty=097>

Although the data for more recent years are not yet available from the Missouri Department of Mental Health, the percentages for the general population can be expected to climb. An epidemic of opioid and heroin use is affecting counties across the state. According to the CDC, deaths related to heroin overdoses are more prevalent in the Midwest than any other region of the country.<sup>12</sup>

A recent article in the Joplin Globe highlighted the ramifications of this epidemic in Southwest Missouri. According to the report, heroin has been confiscated in the region and a methadone treatment center in Joplin has experienced an increase in clients. According to the clinic director, addiction to prescription painkillers had been then cause of clinic visits, but “now heroin has really come into the area.” A spokesman for the Ozark Drug Enforcement team describes one of the main routes for heroin distribu-

<sup>12</sup> Holly Hedegaard, Li-Hui Chen. and Margaret Warner, Ph.D. “Drug Poisoning Deaths Involving Heroin: United States, 2000-2013.” NCHS Data Brief. Accessed January 25, 2015 at <http://www.cdc.gov/nchs/data/databriefs/db190.pdf>

tion in the region: “It starts in St. Louis and spreads down the Interstate 44 corridor to Springfield and then to Joplin. Springfield is just now starting to see heroin.”<sup>13</sup>

**2) Occurrence of Symptoms of Mental Illness**

In the years following the tornado, at a time when mental health care was most in need, many of the facilities that delivered this kind of care were attempting to rebuild, having been damaged and in some cases destroyed during the storm.<sup>14</sup> The increased demand in Jasper County is evident in the 2012 data from the Missouri Department of Health and Senior Services for mental health related hospitalizations and emergency room visits.

By contrast with substance use, the share of homeless individuals and families who report experiencing symptoms of mental illness tends to be lower than mental illness-related hospital episodes recorded for residents of the two counties.

The incidence of mental health symptoms among homeless individuals and persons in families as compared to the frequency of admission to mental health treatment programs among the larger population is more variable. In 2014 the rate for homeless persons was significantly higher than that seen in the general population for this measure.

**TABLE 3.5. INCIDENCE OF MENTAL ILLNESS RECORDED IN POINT-IN-TIME COUNTS AS COMPARED TO DATA FOR THE JOPLIN/JASPER, NEWTON COUNTY GENERAL POPULATION**

PITC Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
Percent of PITC records indicating symptoms of mental illness	2.9%	2.9%	4.7%	17.6%	<b>3.5%</b>	<b>0.7%</b>	<b>3.7%</b>	<b>6.3%</b>	6.6%
Population involved in hospital episodes (emergency room or hospitalization due to a diagnosis of mental illness as a percent of population estimates	<b>JASPER COUNTY</b>				<b>12.9%</b>	<b>15.2%</b>	<b>15.5%</b>		
	<b>NEWTON COUNTY</b>				<b>8.9%</b>	<b>9.5%</b>	<b>9.6%</b>		
Population admitted to treatment for mental illness as a percent of estimated total population, per year	<b>JASPER COUNTY</b>					<b>2.7%</b>	<b>2.6%</b>	<b>2.0%</b>	
	<b>NEWTON COUNTY</b>					<b>1.6%</b>	<b>5.2%</b>	<b>1.4%</b>	

Source: *Substance Use and Mental Health Indicators: Substance Use Treatment Data: Missouri DMH Division of Behavioral Health and Substance Use Treatment Data: Missouri DMH Division of Behavioral Health*. Missouri Department of Mental Health. Accessed January 9, 2016 at: <http://health.mo.gov/data/mica/profiles/AlcoholandDrugAbuse/index.html?cnty=097>

<sup>13</sup> Wally Kennedy, “Opioid Abuse Leading to Increased Heroin Use in Country, Locally,” *Joplin Globe*. (January 30, 2016). Accessed online at [http://www.joplinglobe.com/news/local\\_news/opioid-abuse-leading-to-increased-heroin-use-in-country-and/article\\_4c215fb2-2533-59b6-bbb1-1e149e7b38d3.html](http://www.joplinglobe.com/news/local_news/opioid-abuse-leading-to-increased-heroin-use-in-country-and/article_4c215fb2-2533-59b6-bbb1-1e149e7b38d3.html)

<sup>14</sup> “Situation Reports: 2011 Joplin, Missouri Tornadoes.” Public Health Emergency Preparedness and Recovery, Office of the Assistant Secretary for Preparedness and Response, U.S. Department of Health & Human Services. Last updated May 27, 2011. Accessed July 21, 2015 at <http://www.phe.gov/emergency/news/sitreps/Pages/missouri-tornado2011.aspx>.

Nevertheless, Table 3.5 suggests that mental health-related crises in the general population generally occur more often than in the homeless population. The frequency of mental health episodes increased over the 2011-2013 period for both groups.

Mental health and drug-related episodes were most prevalent in Jasper County, although the frequency of the two types of medical issues was quite different. In Jasper, the ratio in 2010 was 5-to-1 while in 2012 the discrepancy was even greater, at 7-to-1. In Newton, over the 3-year period it ranged from 7-to-1 to 8-to-1. The stress of dealing with the aftermath of the tornado is quite evident in the increased incidence for both Jasper and Newton populations.

Admittedly these data reflect a limited span of time and fall at the midpoint of the 2009-to-2015 homelessness trend line. That said, it indicates that a percentage of both the Jasper and Newton County population has had mental health issues requiring treatment at an emergency room, hospitalization or both. Based on 2010 Census records, Jasper County has 117,404 residents. For Newton County this figure totals 58,114. This puts the segment of the population affected for both counties in the range of 11 percent to 13 percent. Substance abuse frequency was much lower, at approximately 20 per 1,000 in Jasper County and 10 per 1,000 in Newton.<sup>15</sup>

### 3) ***Domestic Violence***

Table 3.6 compares the incidence of domestic violence among the homeless population with the general population in the two counties covered by the Joplin CoC catchment area.

**TABLE 3.6. PREVALENCE OF DOMESTIC VIOLENCE INCIDENTS IN THE GENERAL POPULATION AS COMPARED TO PERCENTAGE OF HOMELESS WHO REPORT BEING AFFECTED BY DOMESTIC VIOLENCE**

PITC Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
Percent of Domestic Violence Survivors Among the Homeless	8.5%	9.7%	7.5%	8.1%	<b>5.9%</b>	<b>1.1%</b>	<b>6.1%</b>	5.7%	5.8%
Police reports of domestic violence as a percent of yearly population estimates for each county: <sup>16</sup>	<b>JASPER COUNTY</b>				<b>1.0%</b>	<b>1.2%</b>	<b>1.1%</b>		
	<b>NEWTON COUNTY</b>				<b>0.6%</b>	<b>0.7%</b>	<b>0.7%</b>		

Source: "2015 Status Report on Missouri's Substance Abuse and Mental Health Problems" Missouri Information for Community Assessment [MICA]. Greene, Christian, and Webster Counties. Accessed December 9, 2015. Downloaded from: <http://health.mo.gov/data/mica/profiles/AlcoholandDrugAbuse/index.html?cnty=097>

<sup>15</sup> Based on 2010 Census population data reported in MICA: Jasper County – 117,404; Newton County – 58,114.

<sup>16</sup> See also: Missouri Statistical Analysis Center. *Crime in Missouri, 2012*. Missouri State Highway Patrol, Research and Development Division, Statistical Analysis Center. Accessed at: <http://www.mshp.dps.missouri.gov/MSHPWeb/SAC/pdf/2012CrimelnMO.pdf>. Viewed October 16, 2015.

The data suggest that the incidence of domestic violence among the homeless population is much higher than that for the general population. However, it is difficult to make this comparison with certainty, as evidence indicates that domestic violence incidents in the general population are under-reported.<sup>17</sup>

#### 4) **Chronic Homelessness**

Although the number remains low, chronic homelessness has increased somewhat as compared to its 2011 value, as well as its value in 2013. The peak in 2012 is consistent with the impact of the tornado, although one would not expect that there would be increases in the ranks of the persistently homeless, unless resources they had previously accessed were no longer available. This is possible, given the vacancy rate among single-family and commercial structures prior to the storm,<sup>18</sup> allowing some homeless individuals and persons in families the option of sheltering in vacant buildings. In the summer, camps are set up in the vicinity of the river. As described by interviewees, warmer weather makes this viable, but as the cold returns, the campers look to family and friends to take them in. Although this type of behavior would be consistent with that of chronically homeless persons, it's unlikely this group would be captured in the January count if they have a place to sleep in doors within a private residence.

### C. ACCESS TO SHELTER

Table 3.7 lists CoC participating agencies, along with their location and the distances to local towns.

**TABLE 3.7. DISTANCE TO EMERGENCY SHELTERS AND OTHER HOUSING OPTIONS**

NAME OF SHELTER	DETAILS	LOCATION	POINT OF ORIGIN	DISTANCE
Economic Security Corporation of Southwest Area	Permanent supportive housing involving vouchers	Joplin	Webb City	7 miles
			Sarcoxie	22 miles
Carthage Crisis Center	Faith-based homeless center	Carthage	Jasper	12 miles
			Seneca (Newton)	34 miles
			Granby (Newton)	23 miles
Salvation Army Center of Hope Family Life Center	Emergency shelter, transitional housing and domestic violence services	Joplin	Asbury	15 miles
			Reeds	22 miles
			Newtonia (Newton)	33 miles
Lafayette House	Emergency shelter for women and children. Serves 7-counties.	Joplin	Carytown	19 miles
			Stella (Newton)	39 miles
Neosho Crosslines Ministries	Faith-based homeless shelter, with thrift store. Serves Newton.	Neosho	Stark City	12 miles
			Sarcoxie (Jasper)	29 miles
Soul's Harbor of America	Emergency shelter. Serves Jasper, Lawrence, McDonald and Newton.	Joplin	Seneca (Newton)	18 miles
			Stark City (Newton)	17 miles
Watered Gardens Gospel Rescue Mission	Overnight shelter. Services for men in need.	Joplin	Fairview (Newton)	21 miles
Children's Haven of Southwest Missouri	Emergency shelter, services. Serves over 9 counties.	Joplin	Alba	16 miles
			Granby	23 miles
Ozark Center	Permanent supportive housing; transitional housing for adolescents	Joplin	Loma Linda (Newton)	12 miles
			Diamond (Newton)	17 miles

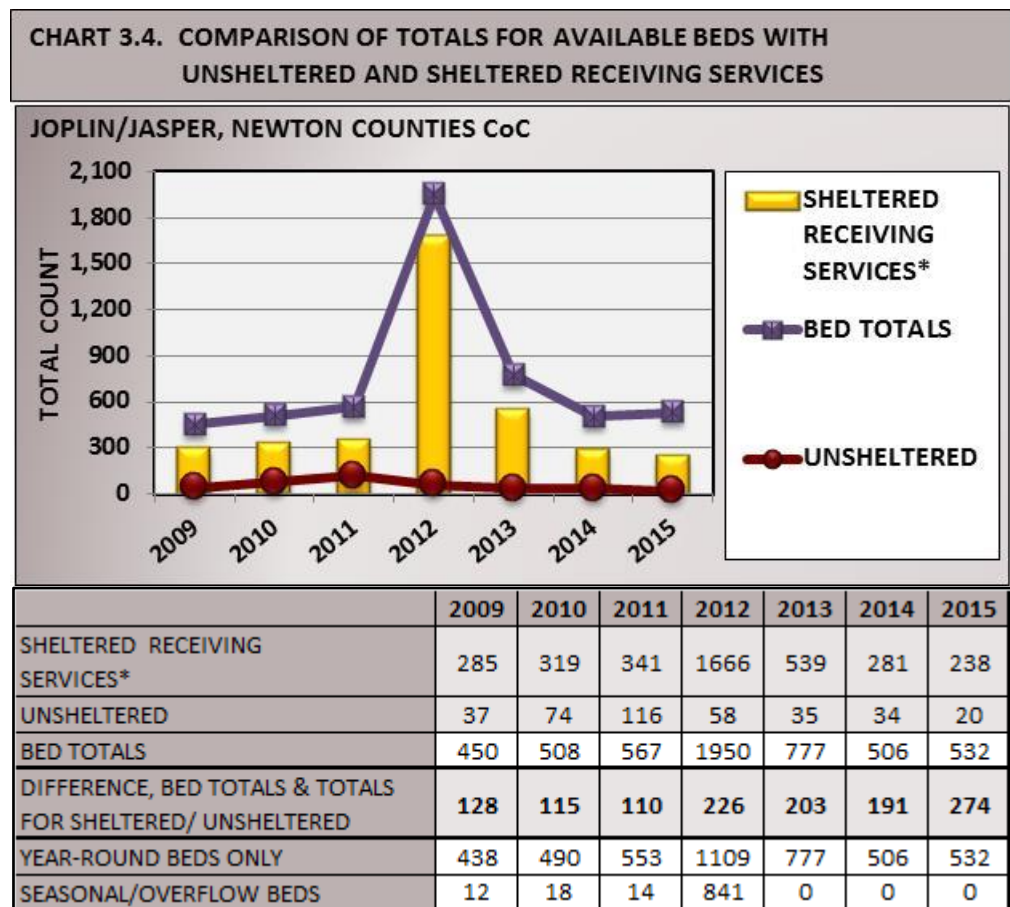
<sup>17</sup> AliveSTL. Domestic Violence Shelter statistics page. "The U.S. Department of Justice estimates that more than 40% of domestic violence is unreported." Accessed January 20, 2015. <http://www.alivestl.org/about.shtml>

<sup>18</sup> Novogaradac & Company (2011), pp. 55-56.

Using information from City-Data.com sites for Newton and Jasper County,<sup>19</sup> the county geographies were examined to identify low-income areas where a higher incidence of homelessness could be expected. Compared to some sections of Missouri, both Jasper and Newton appear to be relatively prosperous, with the bulk of the counties having median incomes near or above the median income for the State as a whole. Since the CoC catchment area consists solely of these counties, the municipalities cited are within the county boundaries.

While this list is not necessarily a complete inventory of all homelessness services in the two counties, it highlights an important fact. Anyone needing immediate assistance with shelter would be at a disadvantage unless they were already located in Joplin, Neosho or Carthage. Without a vehicle or a friend with transportation that would allow them to travel from the place where they had become, or were in danger of becoming homeless, the distances would be very difficult to transcend.

In some areas of Missouri, there is a perception that there is inadequate shelter space. Certainly, given the spike in need that the Joplin CoC experienced in 2011 and 2012, an existing system would be unlikely to absorb such an unusual and unexpected increase in the volume of demand. As Chart 3.4 illustrates, it required the addition of a substantial number of beds to provide sufficient sleeping arrangements for those who lost their housing as a result of the storm. The system adapted to this, as it has handled the subsequent reduction in need, maintaining availability above the actual demand.

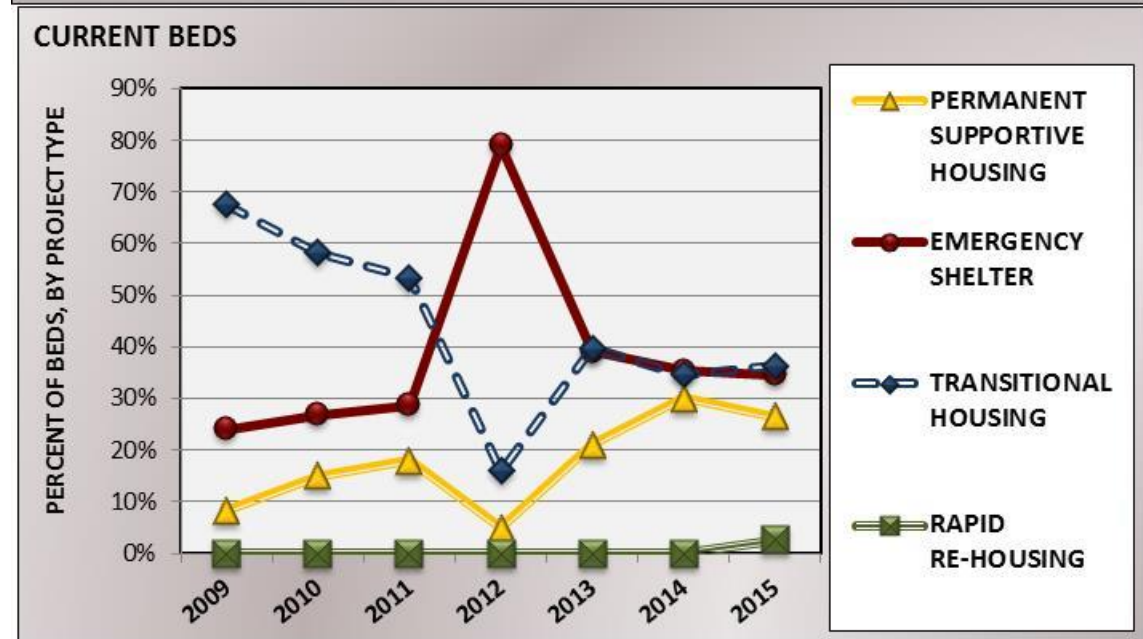


<sup>19</sup> City-Data.com for Jasper County is available at: [http://www.city-data.com/county/Jasper\\_County-MO.html](http://www.city-data.com/county/Jasper_County-MO.html). Data for Newton is located at a second URL: [http://www.city-data.com/county/Newton\\_County-MO.html](http://www.city-data.com/county/Newton_County-MO.html). Accessed February 4, 2016.



Joplin CoC's bed tally in January 2015 was much closer to its 2009 inventory, although nearly 100 beds had been added. Chart 3.4 depicts the relationship between bed availability and bed usage from 2009 to 2015. The chart also distinguishes between the number of year-round beds and the number of over-flow or other beds that are enlisted to respond higher demand.

**CHART 3.5. CURRENT BEDS BY PROJECT, WITH BEDS ADDED PER YEAR  
JOPLIN CoC HOUSING INVENTORY DATA, 2009 TO 2015**



	CURRENT BEDS (AVAILABLE DURING 12 MONTHS PRIOR TO COUNT)							NEW BEDS ADDED DURING THE 12 MONTHS PRECEDING THE COUNT				
	2009	2010	2011	2012	2013	2014	2015	2011	2012	2013	2014	2015
TRANSITIONAL HOUSING	300	292	280	305	306	167	171			2	16	4
EMERGENCY SHELTER	107	135	150	1507	302	171	163			12		27
PERMANENT SUPPORTIVE HOUSING	37	75	94	94	163	145	125	37	37		7	3
RAPID RE-HOUSING	0	0	0	0	0	0	12					27
<b>TOTALS</b>	<b>444</b>	<b>502</b>	<b>524</b>	<b>1906</b>	<b>771</b>	<b>483</b>	<b>471</b>	<b>37</b>	<b>37</b>	<b>14</b>	<b>23</b>	<b>61</b>

With the exception of 2012, the highest proportion of beds in the Joplin CoC is associated with transitional housing. Approximately 81 percent of these beds receive funding through McKinney-Vento. Permanent Supportive Housing availability has grown, however, to a point where it contributes 25 to 30 percent of the beds in use in the CoC. The bulk is also supported with McKinney-Vento funding.

In addition, Chart 3.5 shows that in every year beginning with 2011, the inventory grew as more beds entered the system. The most significant increase (61) was recorded at the last count. In some cases, the additions – like current beds -- were designated for specific populations. Table 3.8 summarizes target population allocations for the six years from 2010 to 2015.

**TABLE 3.8. BED AVAILABILITY BY TARGET POPULATION, JOPLIN COC**

	Totals for Target Populations, by Year					
	2010	2011	2012	2013	2014	2015
HOUSEHOLDS WITH CHILDREN	80	80	80	82	92	80
SINGLE FEMALE (AGE 18 OR OLDER) IN A HOUSEHOLD WITH CHILDREN	54	54	54	54	57	60
SINGLE MALE (AGE 18 OR OLDER)			30	30	30	66
SINGLE MALE OR FEMALE (AGE 18 OR OLDER)	158	146	171	178	41	121
SINGLE MALE OR FEMALE (AGE 18 OR OLDER) IN HOUSEHOLD WITH CHILDREN	210	281	1,608	429	274	181
YOUTH, MALES OR FEMALES (UNDER 25 YEARS OF AGE)				12	12	24
DOMESTIC VIOLENCE SERVICES	54	54	54	54	57**	60**
VETERANS		37*	37*	86		

\*Total represents new beds specifically for veterans

\*\*Only a portion of beds for domestic violence were new in 2014 (a count of 4) and 2015 (3).

**D. PREVIOUS NIGHT’S LIVING ARRANGEMENTS OR ACCOMMODATIONS**

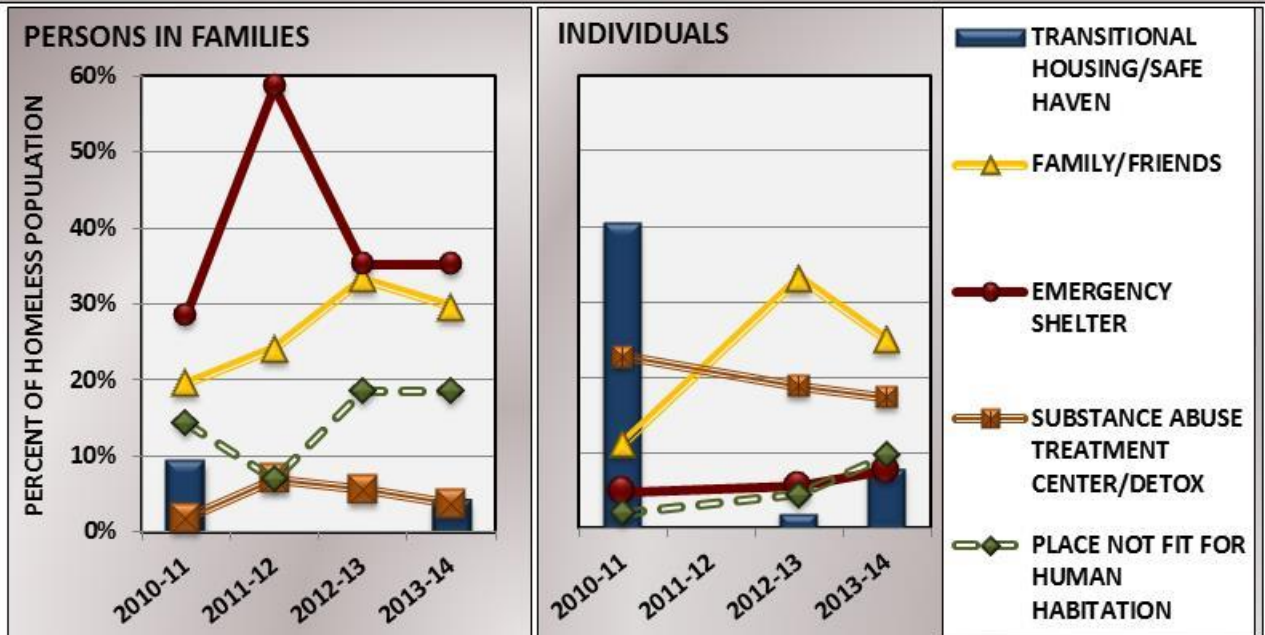
Section B addressed one aspect of the living accommodations that homeless individuals and persons in families rely on previous to entering homelessness programming. That section assessed to what extent a private residence was the location of the prior-night stay. This section deals with other types of accommodations to which the homeless population may have resorted.

**TABLE 3.9. PREVIOUS NIGHT STAY FOR RESIDENTS IN EMERGENCY SHELTER  
MOST FREQUENTLY REPORTED LIVING ARRANGEMENTS  
JOPLIN COC AHAR DATA FOR 2010-11**

<i>[Data for 2010-11 only]</i>	PERSONS IN FAMILIES	INDIVIDUALS [NO CHILDREN]
TOTALS ["Unknown" excluded]	<b>34</b>	<b>602</b>
FAMILY/FRIENDS	26.5%	40.0%
CLIENT RENTAL [NO SUBSIDY]	35.3%	0.0%
CLIENT RENTAL [VASH SUBSIDY]	0.0%	32.4%
EMERGENCY SHELTER	8.8%	7.1%
HOTEL/MOTEL [NO VOUCHER]	8.8%	1.8%
TRANSITIONAL HOUSING	5.9%	4.2%
PLACE NOT FIT FOR HUMAN HABITATION	5.9%	4.0%
OWNED HOUSING UNIT [NO SUBSIDY]	2.9%	2.5%
OTHER LIVING SITUATIONS	2.9%	3.3%

As compared to other prior-night living accommodations, a high percentage of private residences, particularly rentals, appear among the responses from this group (Table 3.9). Although doubling up was most frequent, both rentals without a subsidy as well as rentals with a VASH subsidy were the living quarters of many in this cohort of homeless individuals and persons in families. As mentioned earlier, the unusual circumstances that caused the influx of homeless individuals and persons in families into emergency shelter services in 2011 suggest that the high percentages could be an anomaly that, fortunately, the Joplin CoC was able to manage.

**CHART 3.6. MOST FREQUENTLY REPORTED PREVIOUS NIGHT LIVING ACCOMMODATIONS FOR PERSONS IN FAMILIES AND INDIVIDUALS ENTERING TRANSITIONAL HOUSING JOPLIN CoC AHAR DATA FROM 2010-11 TO 2013-14**

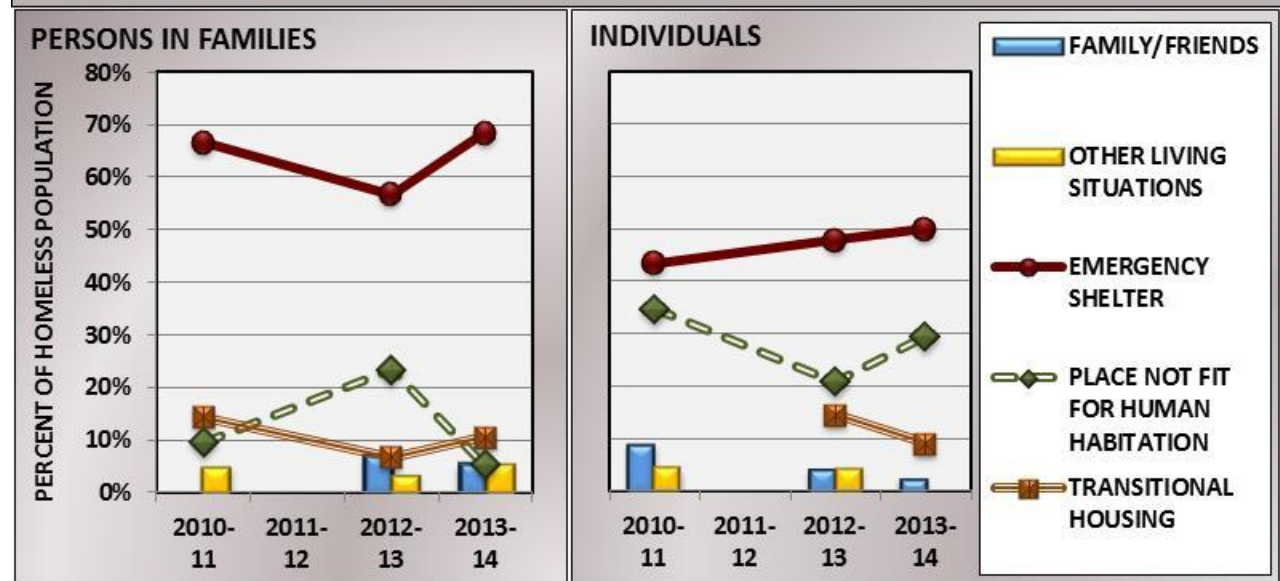


	PERSONS IN FAMILIES				INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS ["Unknown" excluded]	56	29	54	54	356		377	52
FAMILY/FRIENDS	19.6%	24.1%	33.3%	29.6%	11.2%		33.2%	25.0%
EMERGENCY SHELTER	28.6%	58.6%	35.2%	35.2%	4.8%		5.6%	7.7%
SUBSTANCE ABUSE TREATMENT CENTER/DETOX	1.8%	6.9%	5.6%	3.7%	22.8%		18.8%	17.3%
TRANSITIONAL HOUSING/SAFE HAVEN	8.9%			3.7%	40.2%		1.9%	7.7%
PLACE NOT FIT FOR HUMAN HABITATION	14.3%	6.9%	18.5%	18.5%	2.0%		4.5%	9.6%
JAIL, PRISON, JUVENILE DETENTION					15.4%		7.2%	7.7%
PSYCHIATRIC FACILITY							14.3%	7.7%
CLIENT RENTAL [NO SUBSIDY]	19.6%	3.4%	1.9%	3.7%	2.2%		5.8%	7.7%
OTHER LIVING SITUATIONS	5.4%			5.6%	0.6%		0.8%	3.8%

Chart 3.6 focuses on homeless families and individuals without children in Joplin CoC's Transitional Housing. A comparison of the two groups reveals some noteworthy patterns:

- In 2012-13 and 2013-14, a similar proportion of individuals and persons in families were doubled-up with family or friends. In 2010-11, individuals were more likely to have spent the previous night in another transitional housing venue.
- A higher percentage of persons in families were located in emergency shelter before entering transitional housing. Excluding 2011-12, when the influx into emergency shelter was at its peak, typically between 30 and 40 percent of persons in families came into transitional housing from shelter.
- Persons in families appear to have been slightly more likely to have been in a place unfit for human habitation than individuals in households without children.
- Spending the previous night in a substance abuse treatment center was the pattern for roughly 20 percent of individuals without children and under 10 percent for persons in families.

**CHART 3.7. MOST FREQUENTLY REPORTED PREVIOUS NIGHT LIVING ACCOMMODATIONS PRIOR TO ADMISSION TO PERMANENT SUPPORTIVE HOUSING JOPLIN/JASPER, NEWTON COUNTIES CoC AHAR DATA FROM 2010-11 TO 2013-14**



	PERSONS IN FAMILIES				INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS ["Unknown" excluded]</b>	<b>52</b>	<b>53</b>	<b>53</b>	<b>23</b>	<b>76</b>	<b>94</b>	<b>86</b>	<b>99</b>
EMERGENCY SHELTER	66.7%		56.7%	68.4%	43.5%		47.9%	50.0%
PLACE NOT FIT FOR HUMAN HABITATION	9.5%		23.3%	5.3%	34.8%		20.8%	29.5%
TRANSITIONAL HOUSING	14.3%		6.7%	10.5%			14.6%	9.1%
FAMILY/FRIENDS			6.7%	5.3%	8.7%		4.2%	2.3%
OTHER LIVING SITUATIONS	4.8%		3.3%	5.3%	4.3%		4.2%	
SUBSTANCE TREATMENT CENTER/DETOX	4.8%		3.3%	5.3%	4.3%			
HOTEL/MOTEL [NO VOUCHER]							4.2%	4.5%

For those entering Permanent Supportive Housing, Emergency Shelter appears to be the principal point of entry in terms of where homeless individuals or persons in families spent the previous night. Individuals having no children tended, in 20 to 35 percent of the cases, to have resorted to places unfit for human habitation. This was less frequent among persons in families. Doubling-up occurred at a considerably reduced rate. Chart 3.7 provides additional details.

The bulk of veterans lived in households without children in Transitional Housing. Table 3.10 summarizes data for two successive years (2012-13 and 2013-14) for both veterans and non-veterans who received these types of services.

**TABLE 3.10. PRIOR NIGHT ACCOMMODATIONS FOR VETERANS AS COMPARED TO NON-VETERANS\*  
TRANSITIONAL HOUSING RESIDENTS  
JOPLIN/JASPER, NEWTON COUNTIES CoC**

	VETERANS WITHOUT CHILDREN		NON-VETERAN INDIVIDUALS WITHOUT CHILDREN	
	2012-13	2013-14	2012-13	2013-14
<b>TOTALS ["Unknown" excluded]</b>	<b>170</b>	<b>43</b>	<b>377</b>	<b>52</b>
FAMILY/FRIENDS	27.1%	23.3%	4.2%	2.3%
PSYCHIATRIC FACILITY	27.1%	9.3%		2.3%
SUBSTANCE ABUSE TREATMENT CENTER	15.3%	20.9%	0	
CLIENT RENTAL [NO SUBSIDY]	5.3%	9.3%	2.1%	2.3%
JAIL, PRISON, JUVENILE DETENTION	4.1%	9.3%	0	
PLACE NOT FIT FOR HUMAN HABITATION	5.3%	7.0%	20.8%	29.5%
HOSPITAL (NON-PSYCHIATRIC)	5.3%	4.7%	0	
OTHER LIVING SITUATIONS	1.2%	7.0%	4.2%	
EMERGENCY SHELTER	4.7%	2.3%	47.9%	50.0%
CLIENT RENTAL [VASH SUBSIDY]	0.0%	32.4%	0	
TRANSITIONAL HOUSING	0.6%	7.0%	14.6%	9.1%
CLIENT RENTAL [OTHER SUBSIDY]	1.2%			

\*NOTE: Blank cells are equivalent to a zero value.

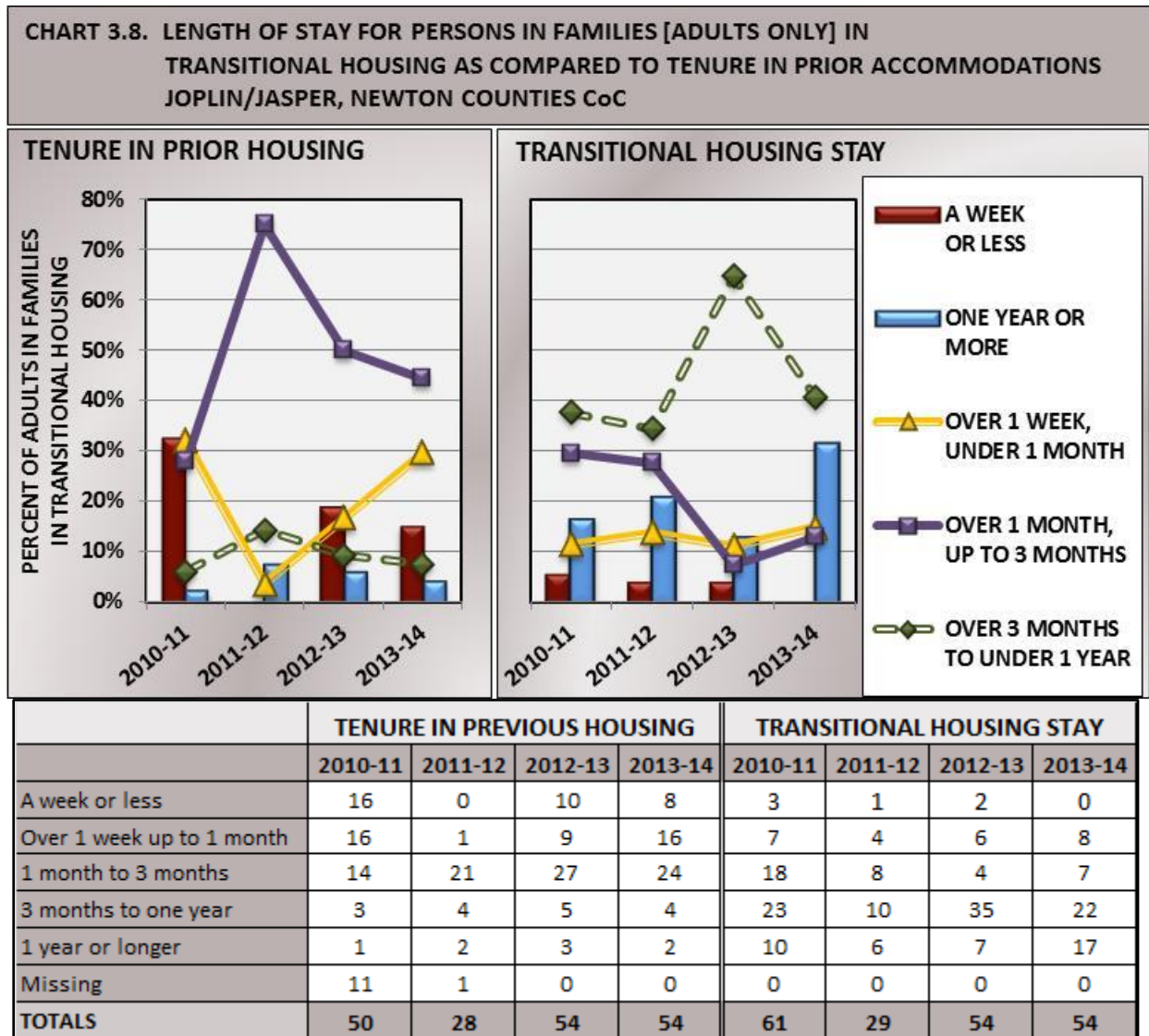
The statistics for veterans are very different than those for the broader population of homeless individuals (non-veterans). The high rates of previous night stay in psychiatric facilities and substance abuse treatment centers illustrate the unique needs of veterans and suggest some of the dynamics of their situation when it comes to homelessness. Although specific to the Joplin CoC catchment area, these needs, as evident in the places that veterans leave only to find themselves homeless, are similar to what is being seen on a larger scale nationwide.<sup>20</sup>

<sup>20</sup> National Alliance to End Homelessness. "Fact Sheet: Veteran Homelessness." April 2015. Accessed online at: <http://www.endhomelessness.org/library/entry/fact-sheet-veteran-homelessness>. National Coalition for Homeless Veterans. "FAQ About Homeless Veterans." Undated. Accessed online at: [http://nchv.org/index.php/news/media/background\\_and\\_statistics/](http://nchv.org/index.php/news/media/background_and_statistics/). Sources accessed February 5, 2016.

**E. HOUSING STABILITY**

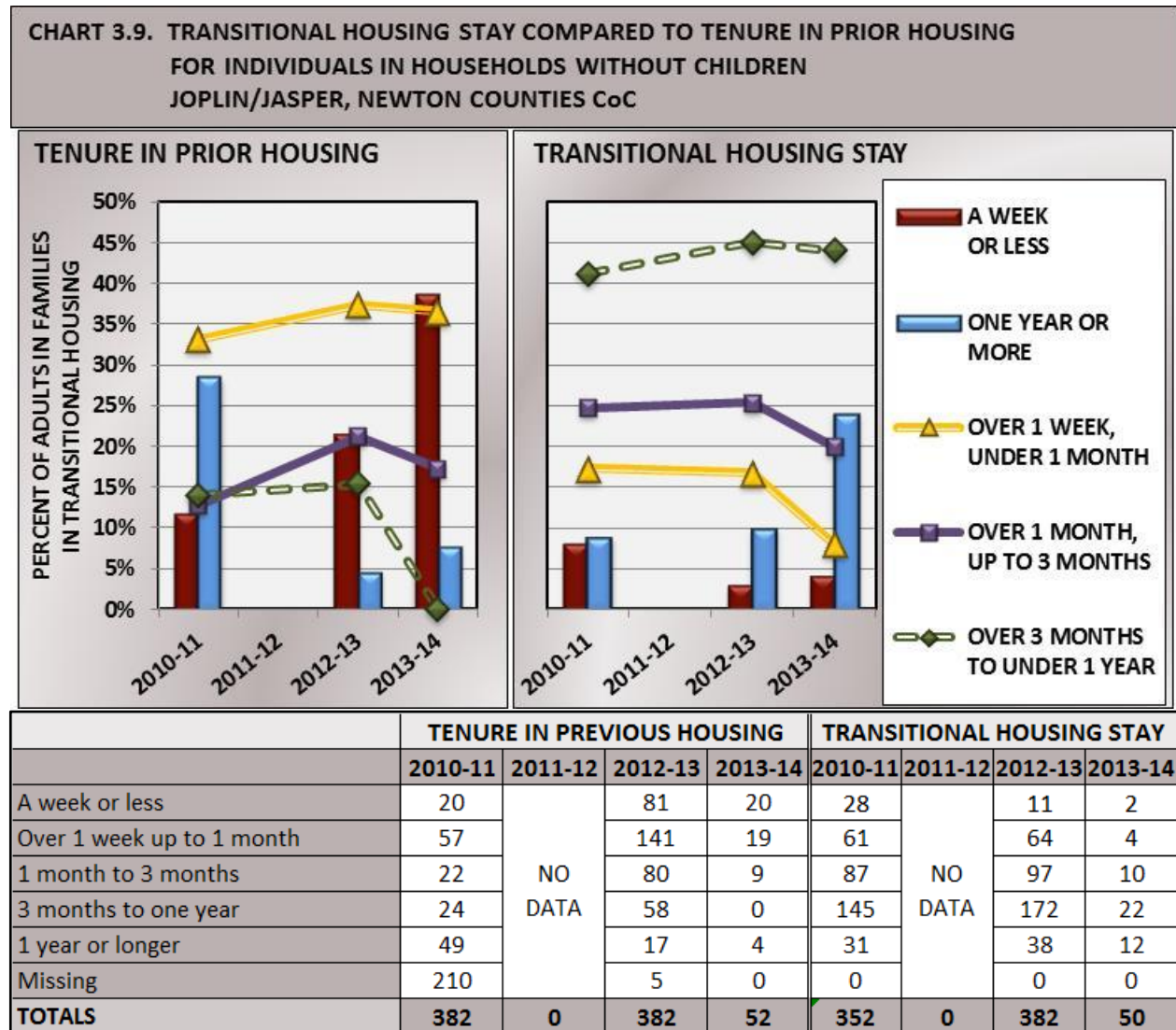
**1) Transitional Housing:**

In the Joplin CoC, persons in families who receive transitional housing services tend to continue in programming with greatest frequency for three months to a year. In 2013-14, over 30 percent remained a year or more (Chart 3.8).



As Chart 3.8 illustrates, this is several months longer than persons in families tended to retain the housing they were in the night prior to entering homelessness programming. All of the longer-term categories – “three months to a year” and “one year or more” – had frequencies that kept them below 15 percent. The most short-term categories – “a week or less” and “over 1 week, under 1 month” -- had higher numbers, but only in 2010-11 were they equivalent to the mid-range category (“over 1 month, up to 3 months”).

Chart 3.9 provides comparable data for individuals in households without children.

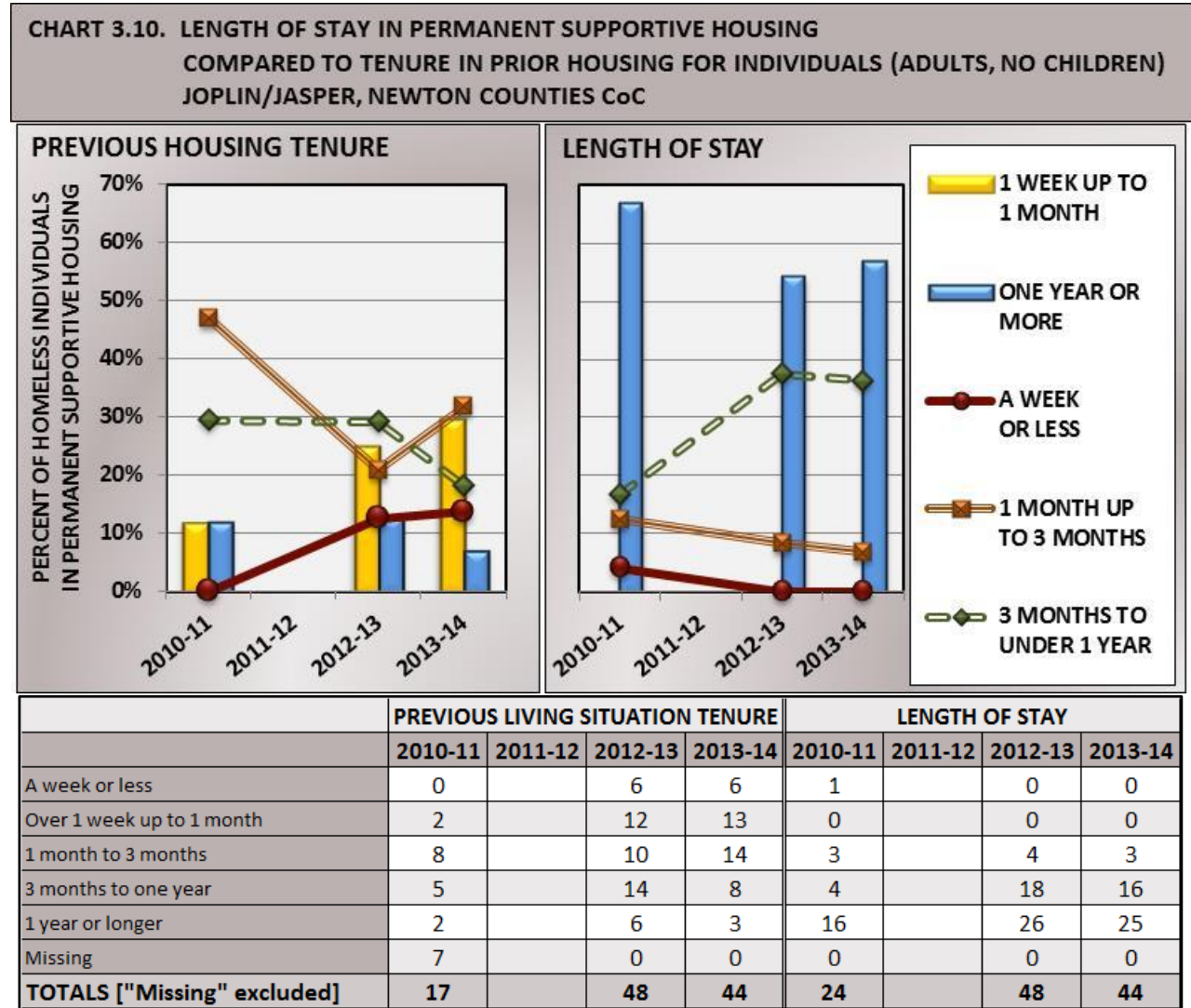


Among homeless individuals, in contrast to persons in families, nearly 30 percent in 2010-11 had remained in their previous-night housing for a year or longer. (For persons in families, an equivalent percentage in this same time period showed them to have been in their previous-night housing for less than a week.) Over the two years following (2012-13 and 2013-14), the pattern for individuals bore a greater resemblance to that for persons in families: i.e., occupancy of a short duration, particularly by 2013-14 when nearly 40 percent reported being there a week or less and 35 percent indicated they had stayed between one week and one month.

As with persons in families, individuals without children appear to have adopted much more stable behavior in Transitional Housing. In 2013-14, nearly a quarter had been in this housing for a year or more, with 45 percent indicating they had stayed between three months and one year.

**2) Permanent Supportive Housing:**

Although total Joplin CoC individuals and persons in families receiving Permanent Supportive Housing services are not numerous, the time in residence shows the highest-level longevity of any homelessness programming in the Joplin CoC service area.



Tenure in the housing where homeless individuals spent the night prior to being admitted to Permanent Supportive Housing was much shorter by comparison. The more long-term categories – the periods of “three months to under a year” and “a year or more” – both declined between 2010-11 and 2013-14, while the periods of briefer duration, including “a week or less” and “a week to one month” increased (Chart 3.10).

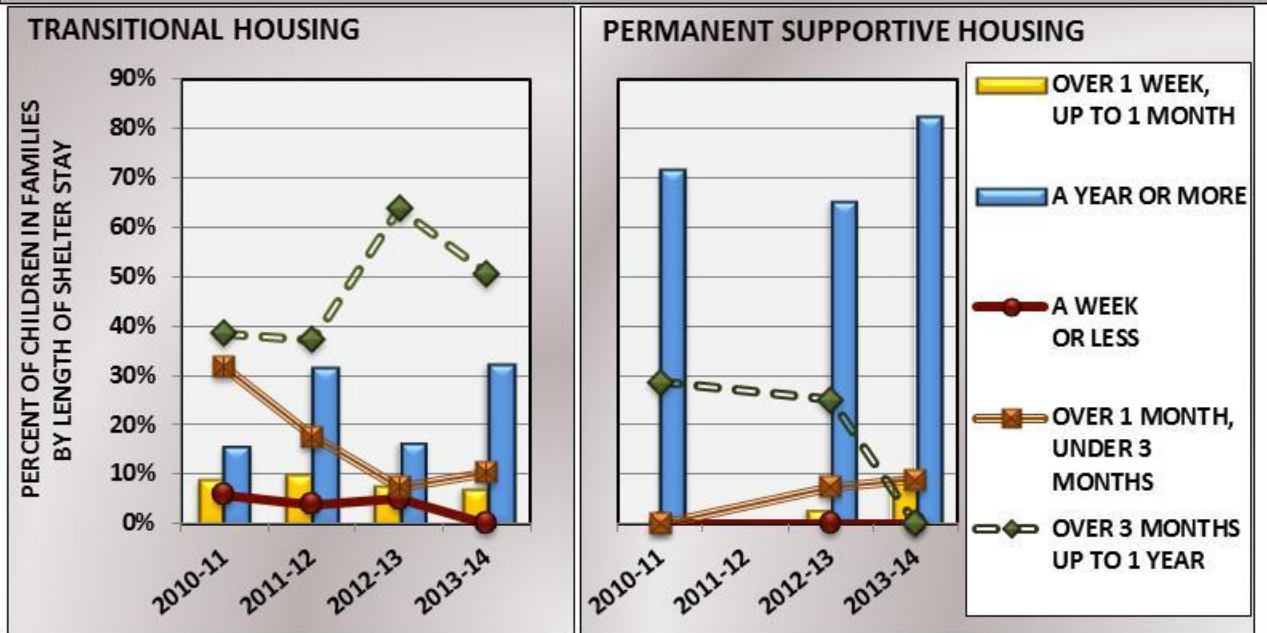


**3) Children:**

As important as increased stability in housing is for adults in families, it is equally crucial for the well being of children.<sup>21</sup>

Length of stay for residents of Permanent Supportive Housing as compared to those residing in Transitional Housing shows the effectiveness of Permanent Supportive Housing in providing increased stability of housing.

**CHART 3.11. LENGTH OF STAY FOR CHILDREN IN FAMILIES  
TRANSITIONAL HOUSING AS COMPARED TO PERMANENT SUPPORTIVE HOUSING  
JOPLIN/JASPER, NEWTON COUNTIES CoC**



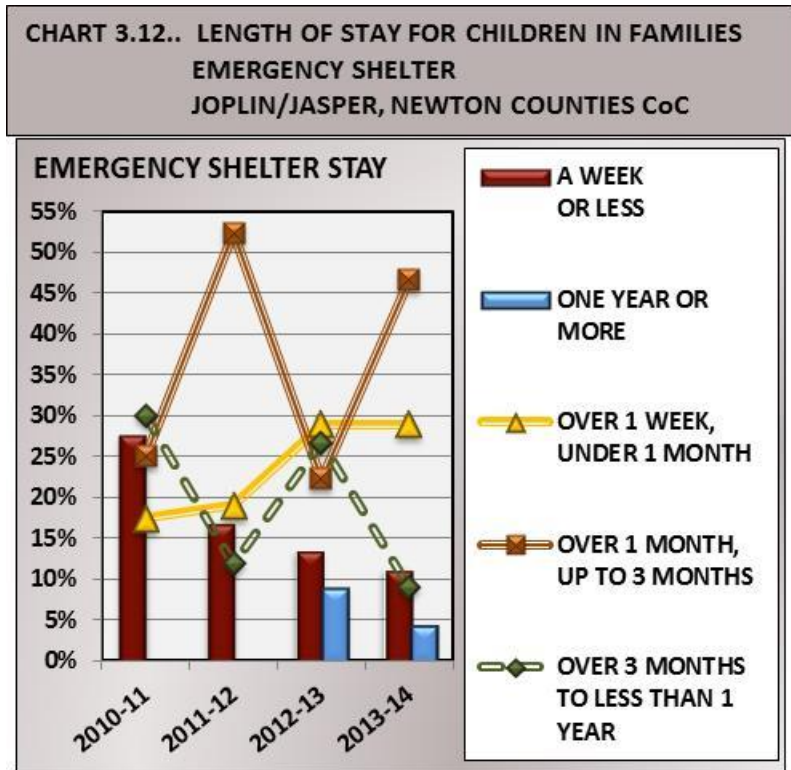
	TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
A week or less	6	2	4	0	0		0	0
Over 1 week up to 1 month	9	5	6	6	0		1	3
1 month to 3 months	33	9	6	9	0		3	3
3 months to one year	40	19	51	44	6		10	0
1 year or longer	16	16	13	28	15		26	28
Missing	0	0	0	0	0		0	0
<b>TOTALS ["Missing" excluded]</b>	<b>104</b>	<b>51</b>	<b>80</b>	<b>87</b>	<b>21</b>	<b>no data</b>	<b>40</b>	<b>34</b>

<sup>21</sup> Yumiko Aratani. "Homeless Children and Youth: Causes and Consequences." September 2009. National Center for Children in Poverty. Mailman School of Public Health. Columbia University. Available online at Academic Commons: <http://academiccommons.columbia.edu/item/ac:126257>. Accessed February 6, 2016.

In Chart 3.11, this is evident in the distribution of children in each venue by the length-of-stay categories. In Transitional Housing, approximately 30 percent or less of this subpopulation remained in Transitional Housing for a year or more. In contrast, 65 to over 80 percent were housed in Permanent Supportive Housing for a similar period.

The length of stay for children in Emergency Shelter is even more abbreviated (Chart 3.12), with high percentages of the subpopulation having remained in this programming under three months, with longevity increasing somewhat in 2012-13 and 2013-14.

With the effort to move individuals and families into more long-term housing, a pattern of shorter stays is in line with CoC objectives and, in fact, is positive if the next housing proves to be of longer duration. In terms of the data available through the HUD online resources, this is a point of uncertainty. Although data is collected on expected destination following departure from programming, the response rate tends to be low and is only gathered for Permanent Supportive Housing.



**4) Housing Stability for Veterans:**

Veteran numbers in Permanent Supportive Housing were too small to discern any patterns in behavior. Based on data for Transitional Housing, housing stability for veterans appears to improve in this venue. Background information is provided in Table 3.11, which compares three sets of data:

- **TENURE IN PREVIOUS HOUSING:** As with other groups dealing with homelessness, veterans for the most part tended to spend shorter time in the housing where they were located prior to entering homelessness programming. In 2012-13, close to 80 percent had been in this housing for three months or less. In the following year, this tendency became even more pronounced, with 73 percent remaining at that location for under one month.
- **LENGTH OF STAY IN TRANSITIONAL HOUSING [VETERANS]:** Once established in Transitional Housing, veterans tended to reverse this pattern, maintaining their place of residence for three months or more. This was true for 65 percent in 2012-13 and for 76 percent in 2013-14.

**TABLE 3.11. LENGTH OF STAY IN TRANSITIONAL HOUSING FOR HOMELESS VETERANS AND INDIVIDUALS  
JOPLIN/JASPER, NEWTON COUNTIES COC**

	VETERANS*				INDIVIDUALS			
	TENURE IN PRIOR HOUSING		LENGTH OF STAY IN TRANSITIONAL HOUSING		LENGTH OF STAY IN TRANSITIONAL HOUSING			
	2012- 13	2013- 14	2012- 13	2013- 14	2010- 11	2011- 12	2012- 13	2013- 14
A week or less	20.6%	35.7%	2.3%	0.0%	8.0%	NO DATA	2.9%	4.0%
Over 1 week up to 1 month	39.4%	38.1%	14.0%	4.7%	17.3%		16.8%	8.0%
1 month to 3 months	20.6%	14.3%	18.6%	18.6%	24.7%		25.4%	20.0%
3 months to one year	12.4%	2.4%	52.9%	48.8%	41.2%		45.0%	44.0%
1 year or longer	7.1%	9.5%	12.2%	27.9%	8.8%		9.9%	24.0%
Missing	2	1	5	0	0	0	0	
<b>TOTALS</b>	<b>172</b>	<b>43</b>	<b>172</b>	<b>43</b>	<b>352</b>	<b>0</b>	<b>382</b>	<b>50</b>

\*Data on veterans was available only for 2012-13 and 2013-14.

- LENGTH OF STAY FOR INDIVIDUALS [ADULTS WITHOUT CHILDREN]: Although the percentages are not as high, the same tendency seen in veterans is evident for homeless individuals in the broader homeless population. The share retaining their Transitional Housing placement for three months or more equals 50 percent in 2010-11; 55 percent in 2012-13; and 68 percent in 2013-14.

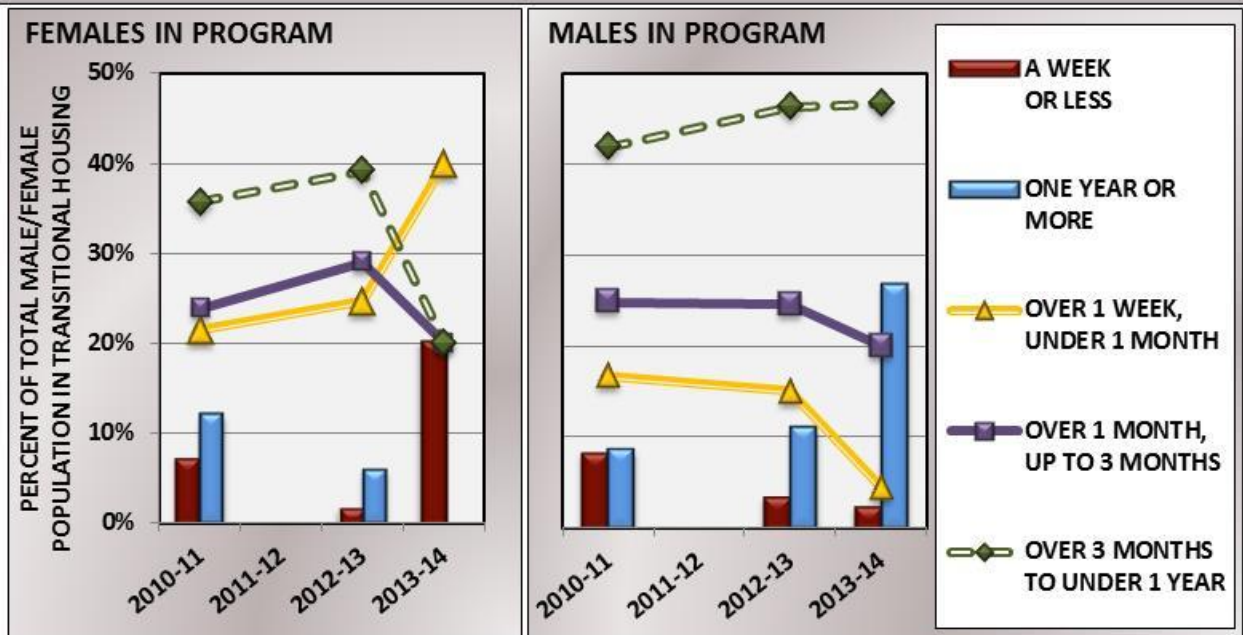
**5) Differences in Length of Stay in Relation to Gender**

In the Joplin CoC, among the population of individuals receiving Transitional Housing services, the number of males far exceeds the number of females (Chart 3.13). In 2010-11, the ratio of men to women was seven to one; in 2012-13, four to one.

Single women were also less likely to have a prolonged stay in Transitional Housing as compared to men. In 2013-14, over 70 percent of men remained in their housing placement longer than three months. In the same period, only 20 percent of women had stayed in their housing for this length of time, and 60 percent left before the end of a month.

In addition, over the three years shown in Chart 3.13, an increasing number of men continued with Transitional Housing programming for a year or longer. In 2010-11, the percentage was under 10 percent, increasing slightly in 2012-13 and finally reaching a point above 25 percent in 2013-14. In the latter year, the population of individuals in Transitional Housing dropped rather drastically, by 87 percent from the 2012-13 level.

**CHART 3.13. LENGTH OF STAY IN TRANSITIONAL HOUSING, BY GENDER  
JOPLIN/JASPER, NEWTON COUNTIES CoC**



	MEN IN TRANSITIONAL HOUSING				WOMEN IN TRANSITIONAL HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
A week or less	25	NO DATA	10	1	3	NO DATA	1	1
Over 1 week up to 1 month	52		47	2	9		17	2
1 month to 3 months	77		77	9	10		20	1
3 months to one year	130		145	21	15		27	1
1 year or longer	26		34	12	5		4	
Missing	0		0	0	0		0	0
<b>TOTALS</b>	<b>310</b>	<b>0</b>	<b>313</b>	<b>45</b>	<b>42</b>	<b>0</b>	<b>69</b>	<b>5</b>

**F. ADDITIONAL DEMOGRAPHICS**

**1) Racial Distribution**

Table 3.12 provides a breakdown of 2014 Census population estimates on race in the counties served by Joplin CoC agencies.

After Whites, Hispanics or Latinos constitute the largest racial group in both counties. “Two or more races” represents the third largest category in the area. African Americans are found in a slightly higher percentage in Jasper than in Newton, perhaps because of the number of African Americans located in Joplin (3.8 percent of the population). In the two counties combined, they account for a proportion equivalent to that of American Indian and Alaska Native.

**TABLE 3.12. DEMOGRAPHIC STATISTICS ON RACE  
JOPLIN/JASPER, NEWTON COUNTIES COC SERVICE AREA**

	Jasper County	Newton County	Pct of 2014 2-county population total
White alone [non-Hispanic, non-Latino]	91.2%	91.0%	91.1%
Black or African American alone	2.4%	1.0%	1.9%
Hispanic or Latino	7.5%	5.0%	6.6%
Asian, Pacific Islander alone	1.7%	2.5%	1.6%
Two or more races	3.0%	3.0%	3.0%
American Indian, Alaskan Native	1.8%	2.4%	1.9%

Source: Bureau of the Census, <http://quickfacts.census.gov/qfd/states/29/2937592.html>

Table 3.13 below summarizes statistics on participants, by race, for the different types of homeless programming. By comparison with their prevalence in the general population in the Joplin CoC catchment area, White (non-Hispanic/non-Latinos) are under-represented with respect to homelessness programs. This is true in every housing category in most of the years considered.

- **PERMANENT SUPPORTIVE HOUSING:** In 2010-11, White families were present in the CoC’s Permanent Supportive Housing services at a percentage (94.3 percent) that exceeded their share of the general population (91.1 percent). Four years later, in 2013-14, Whites remained in the majority, but their share of Permanent Supportive Housing slots had dropped by 25 percent. In the latter year, persons of multiple races represented over 20 percent of the Permanent Supportive Housing population. Records for the four years summarized indicate that there were no African American families in in this type of programming, although they constituted a small percentage of the individuals without children who received these services. The multi-racial category, however, appears in Permanent Supportive Housing at levels significantly higher than the rate at which it is used by Census respondents. Although no White, Hispanic Latinos individuals are documented, they are present as family members at a rate roughly equivalent to their presence in the population.
- **TRANSITIONAL HOUSING:** Hispanics or Latinos entering homelessness programming were most likely to be in families and were found with somewhat greater frequency in Transitional Housing. African Americans also tended to appear most frequently in Transitional Housing. In some years – for example in the 2012-13 and 2013-14 percentages for individuals without children – African Americans were present in proportions three to four times their proportion in the general population. In other years, African Americans were barely or not at all represented.
- **EMERGENCY SHELTER:** With only one year of data available for emergency shelter, it is not possible to discern long-range patterns. However, in the one year available (2010-11), it is apparent that African Americans are over-represented. As families, this racial group appeared in shelter three times more frequently than in the general population. As individuals, this ratio increased to over four to one. This contrast with the absence of African Americans in Permanent Supportive Housing in the three years depicted.

**TABLE 3.13. RACIAL AND ETHNIC DISTRIBUTION IN ALL HOMELESSNESS PROGRAMMING  
JOPLIN/JASPER, NEWTON COC**

	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>PERSONS IN FAMILIES</b>												
WHITE, NON-HISPANIC/NON-LATINO	80.2%	<b>no data</b>	<b>no data</b>	<b>no data</b>	72.7%	75.0%	78.4%	73.0%	94.3%	<b>no data</b>	74.3%	67.9%
BLACK/AFRICAN-AM	6.3%				0.0%	10.0%	4.5%	4.3%	0.0%		0.0%	0.0%
WHITE, HISPANIC/LATINO	1.0%				6.6%	1.3%	7.5%	5.7%	5.7%		4.3%	5.7%
MULTIPLE RACES	4.0%				0.0%	13.8%	9.0%	13.5%	0.0%		18.6%	22.6%
OTHER	8.3%				12.8%	0.0%	0.7%	3.5%	0.0%		2.9%	3.8%
<i>MISSING</i>	0				4	0	0	0	0		0	0
<b>TOTALS ["MISSING EXCLUDED"]</b>	<b>96</b>				<b>223</b>	<b>80</b>	<b>134</b>	<b>141</b>	<b>53</b>		<b>70</b>	<b>53</b>
NON-HISPANIC/NON-LATINO	89.6%				87.3%	93.8%	91.8%	92.9%	94.3%		95.7%	94.3%
HISPANIC/LATINO	10.4%				12.1%	6.3%	8.2%	7.1%	5.7%		4.3%	5.7%
<i>MISSING</i>	0				1	0	0	0	0		0	0
<b>TOTALS ["MISSING" EXCLUDED]</b>	<b>96</b>	<b>165</b>	<b>80</b>	<b>134</b>	<b>141</b>	<b>53</b>	<b>70</b>	<b>53</b>				
<b>INDIVIDUALS (NO CHILDREN)</b>												
WHITE, NON-HISPANIC/NON-LATINO	79.1%	<b>no data</b>	<b>no data</b>	<b>no data</b>	66.0%	<b>no data</b>	84.3%	82.7%	70.8%	<b>no data</b>	91.7%	88.6%
BLACK/AFRICAN-AM	9.0%				0.0%		11.3%	13.5%	0.0%		2.1%	4.5%
WHITE, HISPANIC/LATINO	0.8%				2.9%		1.8%	0.0%	4.2%		0.0%	0.0%
MULTIPLE RACES	5.6%				0.0%		0.8%	3.8%	20.8%		2.1%	2.3%
OTHER	1.1%				5.8%		1.8%	0.0%	0.0%		4.2%	4.5%
<i>MISSING</i>	0				3		0	0	1		0	0
<b>TOTALS ["MISSING" EXCLUDED]</b>	<b>642</b>				<b>279</b>		<b>382</b>	<b>52</b>	<b>23</b>		<b>48</b>	<b>44</b>
NON-HISPANIC/NON-LATINO	95.6%				96.3%		98.2%	96.2%	91.7%		95.8%	95.5%
HISPANIC/LATINO	4.4%				3.7%		1.8%	3.8%	8.3%		4.2%	4.5%
<i>MISSING</i>	0				2		0	0	0		0	0
<b>TOTALS ["MISSING EXCLUDED"]</b>	<b>642</b>	<b>380</b>	<b>382</b>	<b>52</b>	<b>24</b>	<b>48</b>	<b>44</b>					

## **2) Age Distribution**

Tables 3.14 and 3.15 below illustrate the age distribution of adults and children in various housing types in the CoC. The AHAR data indicate that the totals for age groupings vary across Transitional Housing and permanent supportive housing.

**ADULTS:** Among persons in families in Transitional Housing, the 18-to-30 age group was predominant in recent years, and accounted for 66 percent of the total population in the last year depicted. Those in the 31-to-50 year age group constituted the next largest category. With regard to individuals without children, comparatively large numbers (over 350) are seen in years following the storm, and the pattern for age distribution is not as consistent. Whereas individuals in the 18-to-30 group were most prevalent in previous years, in 2013-14 the 31-to-50 age group outnumbered the younger group by two to one. The aging of this population could be a result of a return to former norms after the crisis created by the storm, or it could be a trend to watch for.

In recent years, individuals tended to participate in the Permanent Supportive Housing programming more often than adults with families in the CoC. Among householders without children, the 31-to-50 age group is predominant, while those over 50 constitute over one third of this population. For family members the age distribution skews younger, as would be expected. The 31-to-50 age group is predominant in the family population, accounting for 66 to 84 percent. Currently there are no people over 50 with families who use these services. By contrast, seniors (62 or older) represent from four to six percent of individuals using the Permanent Supportive Housing in any year.

**CHILDREN:** The population in Transitional Housing has skewed younger over recent years. The share of children still in infancy (aged under one) grew by nearly 14 percentage points from 2010-11 to 2013-14. In the same period, the one-to-five age group increased to half of the children served, with some fluctuation in the interval. Consequently, there's been a reduction in the share of the population between six and 17. (Over the four-year period, total numbers have shrunk from 104 to 87.)

With regard to Permanent Supportive Housing (where total numbers are smaller), the 6 to 12 group has been predominant in recent years. Ages 13 to 17 represented the next largest group in the population in 2013-14, but in past years children aged one to five were roughly equivalent in the share these groups represented. There have been no children under age one associated with this programming since 2010-11, when one child was recorded.

Unaccompanied children accessed emergency shelter services and transitional housing in a couple years, as depicted in the table above. Eight children, including, an infant, appeared in emergency shelter in 2010-11. Also in that year, 28 unaccompanied youth are present in transitional housing, including five infants. These numbers may include children in Joplin's crisis nursery services.

**TABLE 3.14. AGE DISTRIBUTION FOR ADULTS AND CHILDREN IN HOMELESSNESS PROGRAMMING  
JOPLIN/JASPER, NEWTON COUNTIES COC**

PERSONS IN FAMILIES, ADULTS	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS, AGE 18 AND OLDER	37	no data	no data	no data	61	29	54	54	21	no data	30	19
18 TO 30	48.6%				39.3%	62.1%	51.9%	66.7%	28.6%		36.7%	15.8%
31 TO 50	40.5%				59.0%	37.9%	46.3%	31.5%	66.7%		63.3%	84.2%
51 TO 61	10.8%				1.6%	0.0%	1.9%	1.9%	4.8%		0.0%	0.0%
62 OR OLDER	0.0%				0.0%	0.0%	0.0%	0.0%	0.0%		0.0%	0.0%
INDIVIDUALS, NO CHILDREN IN HOUSEHOLD	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS, AGE 18 AND OLDER	633	no data	no data	no data	352	NA	382	50	24	no data	48	44
18 TO 30	24.8%				20.2%	NA	19.1%	6.0%	4.2%		10.4%	6.8%
31 TO 50	52.8%				51.1%	NA	48.4%	30.0%	58.3%		43.8%	54.5%
51 TO 61	18.2%				26.1%	NA	28.5%	60.0%	33.3%		39.6%	34.1%
62 OR OLDER	4.3%				2.6%	NA	3.9%	4.0%	4.2%		6.3%	4.5%
PERSONS IN FAMILIES, CHILDREN	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS, AGE 17 AND YOUNGER	51	no data	no data	no data	104	51	80	87	32	no data	40	34
UNDER 1	13.7%				4.8%	11.8%	11.3%	18.4%	3.1%		0.0%	0.0%
1 TO 5	49.0%				38.5%	35.3%	38.8%	51.7%	37.5%		25.0%	23.5%
6 TO 12	29.4%				37.5%	35.3%	30.0%	21.8%	34.4%		52.5%	41.2%
13 TO 17	7.8%				19.2%	17.6%	20.0%	8.0%	25.0%		22.5%	35.3%



**TABLE 3.15. UNACCOMPANIED CHILDREN BY HOMELESSNESS PROGRAMMING  
JOPLIN/JASPER, NEWTON CoC**

CHILDREN AS INDIVIDUALS	EMERGENCY SHELTER		TRANSITIONAL HOUSING	
	2010-11	2013-14	2010-11	2013-14
TOTALS, 18 AND UNDER	8		28	2
UNDER 1	1		5	1
1 TO 5	0		10	0
6 TO 12	6		8	0
13 TO 17	1	No data	5	1

Data from the Department of Elementary and Secondary Education (DESE) provides another perspective on the number of youth and families in the CoC who may require homelessness services. DESE defines homelessness to include persons who lack a fixed, regular and adequate nighttime residence or who share housing with other persons due to lack of housing or economic hardship. The definition is much broader than that used by HUD, and encompasses the categories included in Table 3.16.

**TABLE 3.16. HOMELESS ENROLLED STUDENTS IN THE JOPLIN/JASPER, NEWTON COUNTIES CoC  
MISSOURI DEPARTMENT OF ELEMENTARY AND SECONDARY EDUCATION, 2013-14\***

Joplin CoC School Districts	Doubled-Up	Hotel/Motel Voucher	Shelters	Unsheltered
Carthage R-IX	176	9	21	7
Joplin Schools	90	6	43	9
East Newton Co. R-VI	75	-	-	-
Webb City R-VII	57	-	-	-
Diamond R-IV	57	-	-	-
Westview C-6	32	-	-	-
Carl Junction R-I	18	-	-	-
Jasper Co. R-V	16	-	-	-
Neosho R-V	10	7	6	7
Sarcoxis R-II	7	-	-	-
Avilla R-XIII	-	-	-	-
Golden City R-III	-	-	-	-
<b>TOTALS</b>	<b>548</b>	<b>22</b>	<b>70</b>	<b>23</b>

Source: DESE

\*Numbers in this table are only included for districts that reported more than five homeless enrolled students in each category.

In the 2013-14 school year, 920 students in school districts within the Joplin CoC catchment area were designated as homeless, according to DESE criteria. Table 3.16 above supplies a breakdown of numbers by category of accommodation, as recorded by DESE. The numbers are masked to protect the privacy of students, so only numbers over five are reported. The data indicate that the highest numbers of home-

less students are found in Carthage R-IX and Joplin Schools. Further, the table shows that the overwhelming majority of homeless students (84 percent) were categorized as “Doubled-up,” a classification that rose sharply with the recent recession. Children in this situation may be staying with relatives or couch surfing with friends, unaccompanied or with their families. Some children in the doubled-up category may experience accommodations that are precarious, unstable, or unsafe, and might receive less assistance than students in designated homeless shelters.<sup>22</sup>

Another 70 students, or 11 percent of the numbers provided here, reported living in shelters. Motels were another type of housing resorted to, with 3.5 percent reporting that this is where they were residing. Another 3.5 percent were regarded as unsheltered, meaning that they were living outside, in abandoned buildings, in cars, or in other places not meant for human habitation. Regardless of their specific situation, homeless students may require extra emotional, healthcare or academic support. In many instances, the burden for this support – in terms of cost, administrative decisions, interfacing with child welfare systems and logistics – falls on the school district, more specifically, school district personnel.

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<sup>22</sup> Theresa Wiltz. “Invisible Homeless Kids Challenge States.” The Pew Charitable Trusts. December 3, 2014. Accessed online at <http://www.pewtrusts.org/en/research-and-analysis/blogs/stateline/2014/12/3/invisible-homeless-kids-challenge-states>

## SECTION IV.

### ST. CHARLES/LINCOLN/WARREN COUNTIES CONTINUUM OF CARE

Part of Greater St. Louis and the St. Louis, MO-IL MSA (metropolitan statistical area), St. Charles County contains most of the population in the catchment area served by the St. Charles/Lincoln/Warren Counties Continuum of Care. Over 98 percent of Lincoln and Warren Counties is considered “rural” by the Census Bureau.<sup>1</sup> As of the 2010 census, these counties had no urbanized area populations. Between 25 and 36 percent of the population live in municipalities with populations of less than 50,000. Proximity to St. Charles and St. Louis, however, enables less densely populated areas with more limited services to draw on more varied programming for crises like homelessness. Because of this, fragile families have a higher level of choice and availability of services than those at risk of homelessness in exclusively rural locations. While this is the case, it is also true that distance from services can be a significant obstacle.

#### KEY FINDINGS AND EXECUTIVE SUMMARY

The observations below summarize some of the principal features of the data examined for the St. Charles/ Lincoln/Warren Counties CoC homeless population.

- a) **DECLINE IN HOMELESSNESS:** As measured by Point-In-Time Counts, overall homelessness declined for the CoC by 22 percent since 2012. A contributing factor is a 48 percent decline, over the same period, in the number of unsheltered. (See Chart 4.1.)
- b) **CHRONICALLY HOMELESS:** At the 2015 Point-In-Time Count, the number of chronically homeless dropped by 27 percent from its 2014 total.
- c) **SINGLE MEN:** The CoC has experienced a significant challenge in providing homeless services to single men. Although the numbers of unsheltered were not large – for 2014 and 2015, the amounts were less than 140 in each year – between 80 and 90 percent of this group were men. (See Chart 4.5.)
- d) **MOTELS/VOUCHERS:** Reliance on housing vouchers honored at participating motels has become an integral part of supplying emergency shelter to the homeless served by the CoC. The number of beds supported by housing vouchers nearly doubled between 2011 and 2015.
- e) **PREDOMINANCE OF CHILDREN:** In both emergency shelters and permanent supportive housing providing CoC services, the group of children age 12 and under has had the highest frequency among persons in families. In both populations, this age group has in general constituted 45 to 55 percent of the total, although in some cases the number has risen to close to 60 percent.
- f) **SCHOOL DISTRICT TALLIES:** Both Point-In-Time Count and Annual Homeless Assessment Report data show discrepancies with school district tallies of homeless children. For the CoC as a whole this discrepancy was approximately 1,170 in 2013-14. The difference in count may derive partially from the fact that school districts regard families or individual children who are doubled up as homeless.
- g) **DISABLED:** The percentage of persons identifying themselves as disabled among homeless persons in families or individuals living in either emergency shelter or permanent supportive housing declined between 2012-13 and 2013-14. Some of this decline may be traced to programs providing

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<sup>1</sup> “2010 Census Urban and Rural Classification and Urban Criteria.” Details available at <https://www.census.gov/geo/reference/ua/urban-rural-2010.html> Accessed November 25, 2015.

support to the disabled, such as the Independent Living Centers and Money Follows the Person, which will supply rental assistance and help with utilities as funds are available.

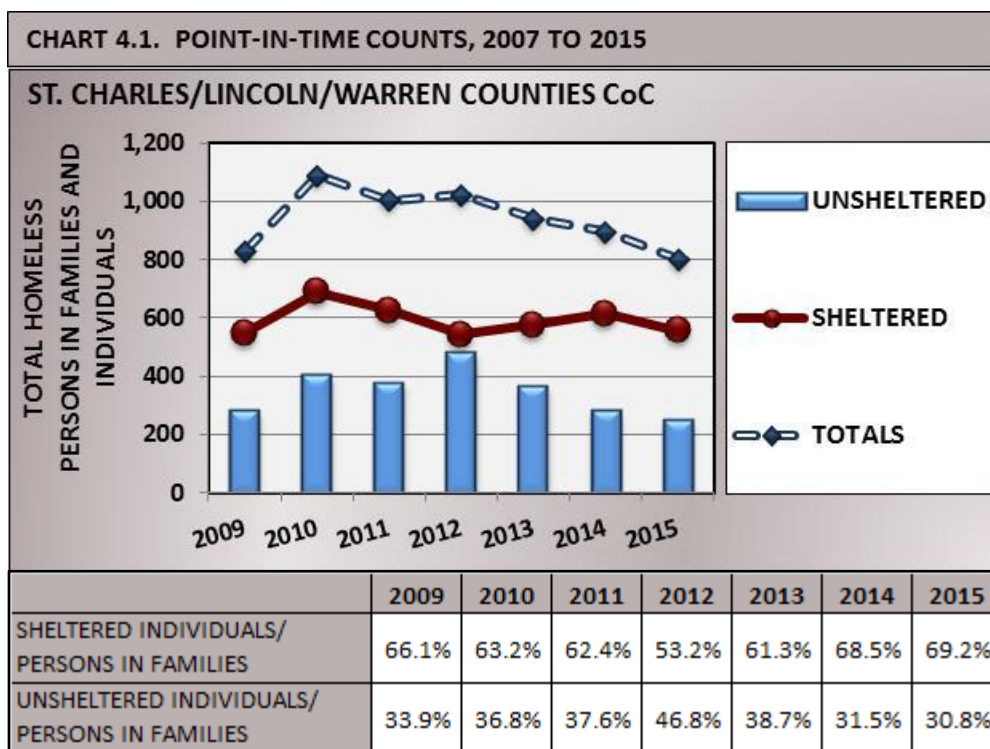
- h) **RACIAL DISPARITY:** In the CoC’s tallies African Americans are disproportionately represented among homeless persons compared to their numbers in the general population. This is true among the emergency shelter population, as well as in permanent supportive housing, although the percentage in the latter is lower. It is also the case among the unsheltered, with African Americans representing 30 to 35 percent as compared to over 60 percent for Whites. In general, African Americans are present among the homeless in the St. Charles CoC target area at roughly ten times their proportion in the general population, where based on 2014 census estimates, they account for four percent of the population.

## 1) STATUS OF HOMELESSNESS IN THE ST. CHARLES CoC

Trends in the homeless count for the St. Charles/Lincoln/Warren Counties CoC (St. Charles CoC) evident from Point-In-Time Counts (PITCs) and Annual Homeless Assessment Reports (AHAR) show declines in the homeless population (Chart 4.1).

### A. COMPARISON OF POINT-IN-TIME COUNTS AND AHAR DATA

In Chart 4.1, the numbers for PITCs from 2009 to 2015 illustrate the downward trends for total homeless persons in the St. Charles CoC. The data indicate improvements have been made, particularly in the reduction of the unsheltered population. This is significant in that as of the 2012 PITC, the CoC had close to a



one-to-one ratio of sheltered to unsheltered persons. This may result from the fact that St. Charles CoC has had limited flexibility in housing certain groups, such as men who are not part of a family with children. The CoC can draw on an informal network for support of households where there are children, but these resources do not extend to individuals

Table 4.1 summarizes records for homeless households that St. Charles CoC agencies recorded in the Homeless Management Information System (HMIS), from 2009-10 to the most recent year available. The data are displayed to distinguish between the numbers associated with a family (i.e., at least one adult and one child) and with individuals. (This category may include households consisting of multiple adults, but the majority is single individuals.)

St. Charles CoC tends to have higher PITC totals than those derived from AHAR documentation. The latter shows limited use of transitional housing. Only the 2011-12 dataset included records for households in this type of programming. This may relate to the services offered by the agencies that participate in HMIS. The PITCs over the same period routinely tallied transitional housing participation.

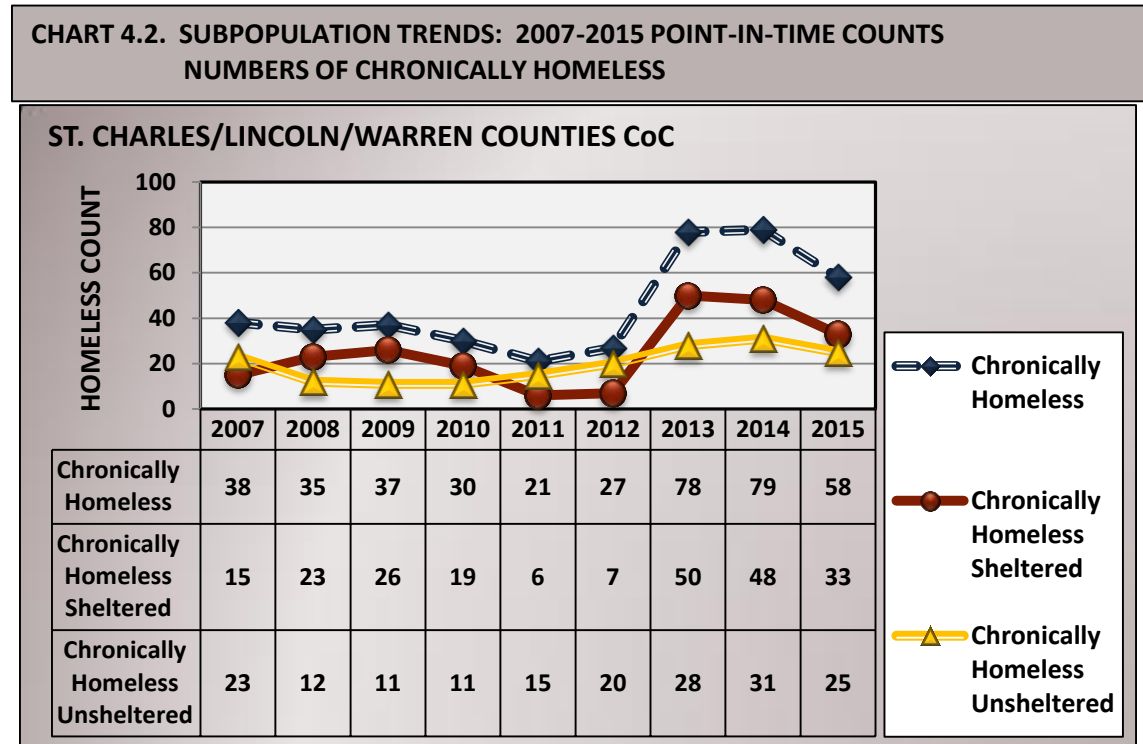
**TABLE 4.1: ANNUAL HOMELESS ASSESSMENT REPORT DATA FOR THE ST. CHARLES COC**

	2009-10		2010-2011		2011-2012		2012-2013		2013-2014	
	Persons in Families	Individuals	Persons in Families	Individuals	Persons in Families	Individuals	Persons in Families	Individuals	Persons in Families	Individuals
Emergency Shelter			86	131	240	358	247	344	198	281
Permanent Supportive Housing	55	19	39	15	47	51	51	85	40	32

From year-to-year, the total number of individuals in permanent supportive housing in the St. Charles CoC is much lower than in emergency shelters. CoC leadership indicated that the area lacks this type of housing, so the need cannot always be met. This will be discussed in greater detail in the section on housing inventory, but overall the totals vary too much within the limited time span for which data are available to see a clear pattern of decrease or increase, although between the last two years (2012-13 and 2013-14) the number dropped by nearly 50 percent. In contrast, the AHAR records indicate that emergency shelter usage has been on the increase, only declining by roughly 19 percent in the last year for which data are available (2013-14).

**B. HOMELESS SUBPOPULATIONS COMPARED TO GENERAL POPULATION CHARACTERISTICS**

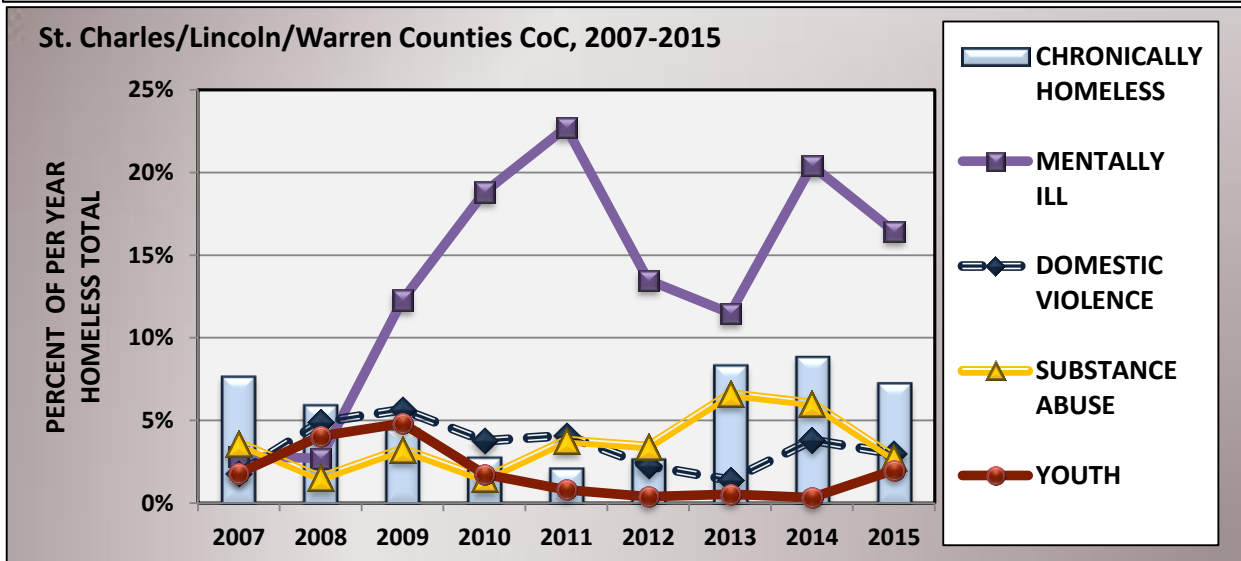
Subpopulation data from the Point-In-Time Counts indicates that the number of chronically homeless persons also declined, although the pattern of change contrasts with that for the overall PITC totals.



The decline among this group (Chart 4.2), whether sheltered or unsheltered, is a more recent development, with an increase in 2012 that persisted until the 2015 count. Because the numbers are small, they have minimal impact on the trends in the broader homeless population. Nonetheless the change from 2014 to 2015 suggests that there has been local success in addressing the goals that the U.S. Department of Housing and Urban Development (HUD) has established with respect to homeless subpopulations.

Chart 4.3 shows how four other categories of homeless subpopulations are distributed over the PITC conducted since 2007. The chart illustrates the extent to which individuals with mental health debilities have been most prevalent in the St. Charles CoC counts since 2009.

**CHART 4.3. SUBPOPULATION TALLIES FOR POINT-IN-TIME COUNTS, 2007 TO 2015**  
**PERCENT OF TOTAL HOMELESS, PER YEAR**

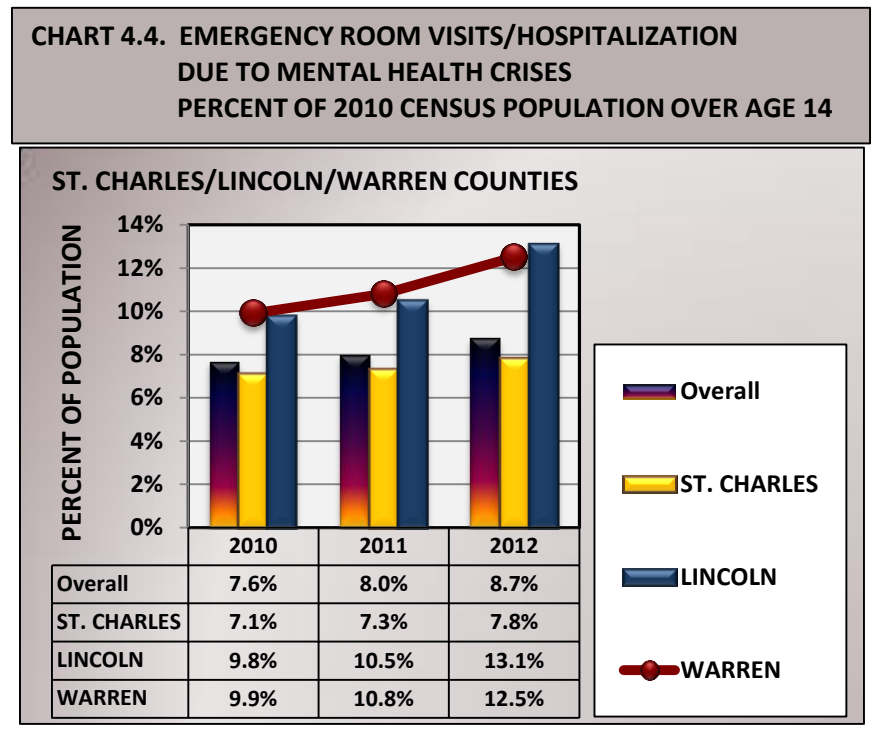


	2007	2008	2009	2010	2011	2012	2013	2014	2015
MENTALLY ILL	14	16	102	205	228	138	108	183	132
CHRONICALLY HOMELESS	38	35	37	30	21	27	78	79	58
SUBSTANCE ABUSE	18	9	27	16	38	35	62	54	22
DOMESTIC VIOLENCE	9	29	47	41	41	23	13	34	24
YOUTH	9	24	40	19	8	4	5	3	16
VETERANS	1	2	2		9	5	3	8	3

The number of homeless veterans within the St. Charles CoC was in single digits throughout the period, so no attempt was made to represent this group’s percentages on the chart. For the sake of comparison, statistics for the chronically homeless are also included. It should be noted that in the category added for the 2015 PITC – “chronically homeless veterans” – St. Charles CoC recorded only one individual (unsheltered) who fit this description.

For all homeless individuals and families in the PITCs since 2007, persons with mental illness have been the most frequently identified. The CoC’s leadership indicates that this is due to the fact that the teams working on the PITC have the greatest success in collecting data on this group because of the number of agencies providing services and their cooperation in completing the count.

To further put this in context, a subset of data from the Missouri Department of Mental Health was examined. Chart 4.4 shows mental health crises in the general population requiring emergency room care, hospitalization or both from 2010 to 2012. As the chart indicates the percentage of population affected is as high as 13 percent in Lincoln County.



Source: “2015 Status Report on Missouri’s Substance Abuse and Mental Health Problems.” Accessed July 31, 2015 at <http://health.mo.gov/data/mica/profiles/AlcoholandDrugAbuse/index.html?cnty=097>

Among the homeless population, however, during the years that most closely correspond to the timeframe represented in the chart (2009, 2010 and 2011), the percentage of the population reporting mental health issues was two to ten points higher for the individual counties, as Table 4.2 illustrates.



**TABLE 4.2. PERCENT OF PITC-IDENTIFIED HOMELESS REPORTING MENTAL HEALTH ISSUES, 2009 TO 2015  
ST. CHARLES/LINCOLN, WARREN COUNTIES COC**

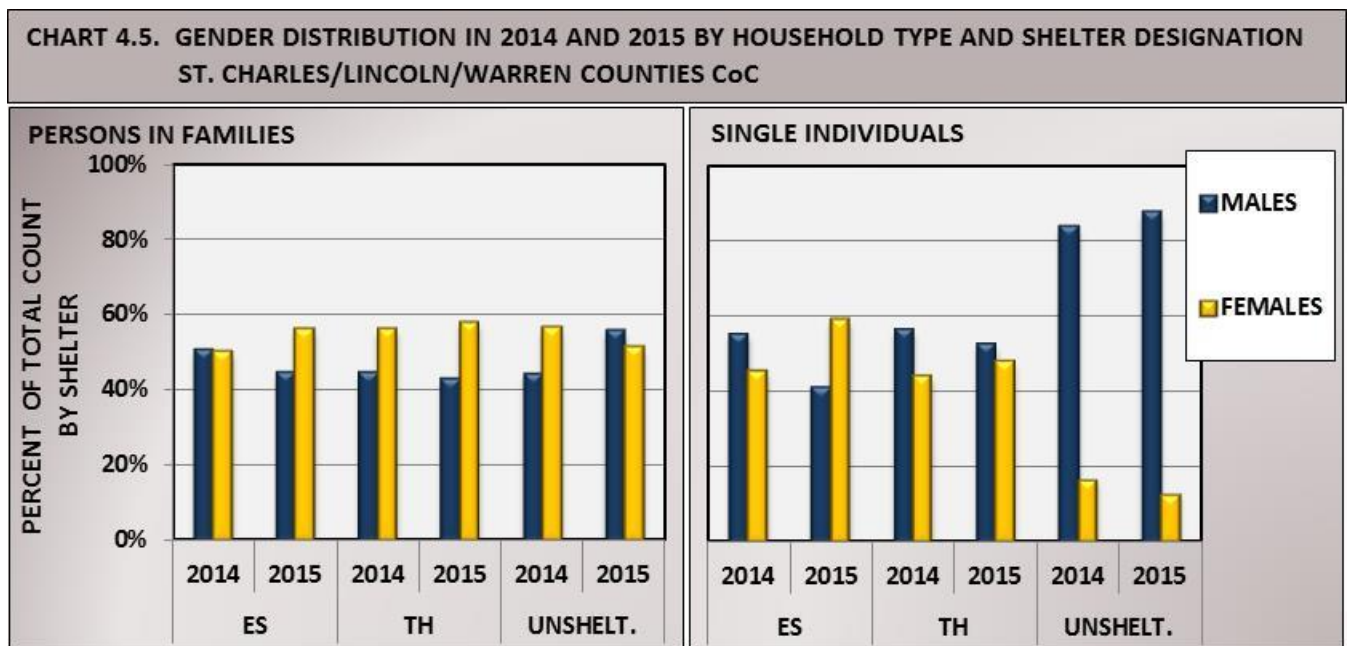
PITC Year	2009	2010	2011	2012	2013	2014	2015
Percent of Total Homeless Count	<b>12.3%</b>	<b>18.8%</b>	<b>22.7%</b>	13.5%	11.5%	20.4%	16.4%

The discrepancy is even more pronounced if the figures for the homeless are compared to the “overall” percentages – i.e., percentages based on the total population across the three counties. As the accuracy of the instrumentation improves – particularly with the introduction of the VI-SPDAT, in use for the 2015 count – these data are likely to provide a telling indicator of the needs of the homeless.

**C. ACCESS TO SHELTER**

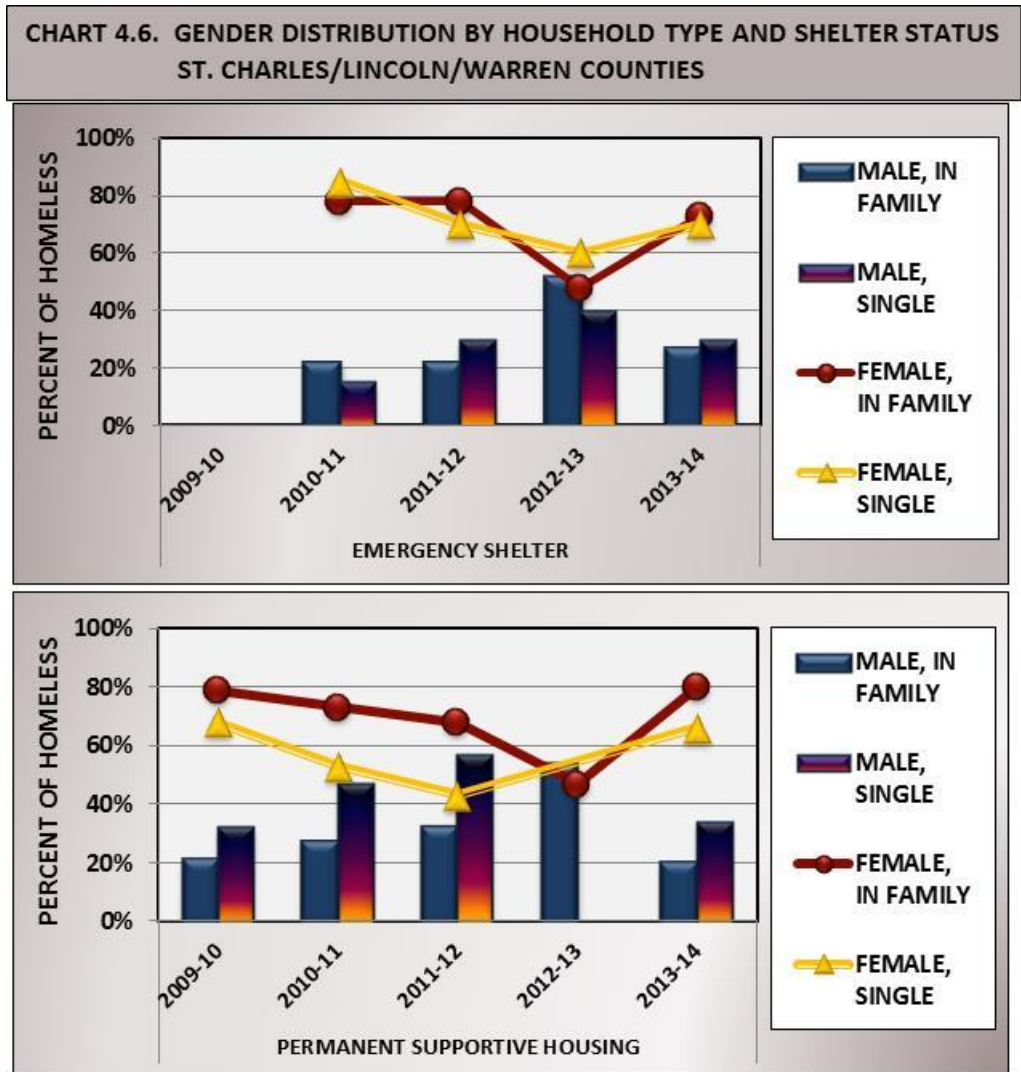
The CoC leadership contends that the St. Charles area has inadequate shelter space for single homeless men. Data from both the PITC and HMIS support this view. Chart 4.5 below illustrates one indication of this: the high proportion of men found in unsheltered situations at the time that the two most recent PITC were conducted. The chart contrasts percentages for men and women who are homeless either as part of a family group or as single individuals. The data are further refined by the type of living situation the homeless persons were in at the time the count was conducted.

For persons in families there is not a large difference between the numbers of men and women, although women in general have a slightly higher frequency. Among single individuals, the disparities in most years are larger with respect to the distribution in emergency shelters and transitional housing. In relation to unsheltered single individuals identified during the 2014 and 2015 PITCs, however, the number of men far exceeds the number of women.



St. Charles County lacks a shelter to house single men.<sup>2</sup> Although a St. Charles City Council ordinance authorized such shelters in 2011, the ordinance had a number of stipulations. Shelters had to be located on church

property; sites zoned commercial or industrial could not be used; and before a shelter could open its doors for operations, the church had to obtain a conditional-use permit. Since no local shelter has adopted a mission to support single homeless men, this remains a gap in County services. The higher incidence of women in shelter situations evident during the PITCs is comparable to the long-term trends reflected in HMIS data collected from 2009-10 to 2013-14, as Chart 4.6 illustrates.



With implementation of CaseWorthy, the CoC hopes to gain more insight into the homeless population by compiling more detailed data on the extent to which single men may have greater challenges in finding services. Currently, the CoC has limited information on the number of persons or families that shelters find it necessary to turn away, and which group of homeless they may belong to.

<sup>2</sup> Russell Korando. "St. Charles Allows Shelters for Single Homeless Men. Mount Zion Church First Approved to Provide Building." *St. Charles County Suburban Journal*. February 4, 2011. Accessed online August 20, 2015 at: [http://www.stltoday.com/suburban-journals/stcharles/news/st-charles-allows-shelters-for-single-homeless-men/article\\_e5fd2506-5837-5cd2-b45c-d77980776f24.html](http://www.stltoday.com/suburban-journals/stcharles/news/st-charles-allows-shelters-for-single-homeless-men/article_e5fd2506-5837-5cd2-b45c-d77980776f24.html)

Another factor that may impact the data available to the CoCs is the location of shelters and other service providers. St. Charles County Transportation (SCAT) operates within the City of St. Charles and provides service to some outlying areas in St. Louis City and County by providing transit to the North Hanley Metrolink Station.<sup>3</sup> OATS, Inc. coordinates bus schedules for all three counties.<sup>4</sup> Both of these services, as well as the others that are more specialized, such as those provided for transportation to medical appointments, are extremely valuable. But a review of the schedules suggests that they're not structured for emergencies or abrupt changes in living situation. SCAT, for example, operates Monday through Friday only. OATS transportation to or from certain locations may be available bi-weekly or only once per month.

As Table 4.3 illustrates, any individuals or families who are homeless in Warrenton would require a vehicle to reach a shelter, given that the nearest facilities are approximately 22 miles from that municipality. In these cases, a lack of public transportation is an impediment. This is particularly true for anyone who is attempting to work, despite being homeless. A number of St. Louis shelters are also listed.

**Table 4.3. Shelter Availability for St. Charles, Lincoln & Warren County Homeless, By Locality**

NAME OF SHELTER	DETAILS	LOCATION OF SHELTER	POINT OF ORIGIN	DISTANCE TO SHELTER
First Step Back Home	Limited homeless services & financial assistance. 3 nights per week with \$100 match from clients	<i>Lake St Louis</i>	Warrenton	22 miles
			Troy	16 miles
			St. Charles	15 miles
			St. Peters	10 miles
			Foristell	9 miles
			Wentzville	4 miles
Salvation Army of O'Fallon	Shelter for Families	<i>O'Fallon</i>	Troy	18 miles
			St. Charles	10 miles
			Wentzville	8 miles
			St. Peters	6 miles
			Lake St. Louis	5 miles
Youth in Need Emergency Shelter	12-bed emergency residential center for male/female children and teens, ages 10 to 18	<i>St. Charles</i>	Warrenton	36 miles
			Wentzville	19 miles
			Lake St. Louis	15 miles
			St. Peters	5 miles
Gateway Homeless Services	Emergency shelter for women and children	<i>St. Louis</i>	St. Peters	24 miles
			St. Charles	20 miles
Metro Homeless Center		<i>St. Louis</i>	St. Peters	21 miles
			St. Charles	17 miles
Peter and Paul Community Service	Emergency shelter, men only	<i>St. Louis</i>	St. Charles	21 miles
St. Patrick Center	Emergency shelter, services	<i>St. Louis</i>	St. Charles	20 miles
Salvation Army Family Haven		<i>St. Louis</i>	Lake St. Louis	22 miles
			St. Peters	13 miles
			St. Charles	9 miles
Stepping Into the Light Ministry	Housing for homeless with substance abuse issues	<i>St. Louis</i>	St. Charles	19 miles

<sup>3</sup> See the SCAT website for details: <http://www.stcharlescountytransportation.net/work.html>. Accessed September 28, 2015.

<sup>4</sup> The timetables for Lincoln and Warren Counties are available at <http://www.oatstransit.org/#!northeast-region/c1npj>. Schedules for St. Charles can be viewed here: <http://www.oatstransit.org/#!east-region/cida>.

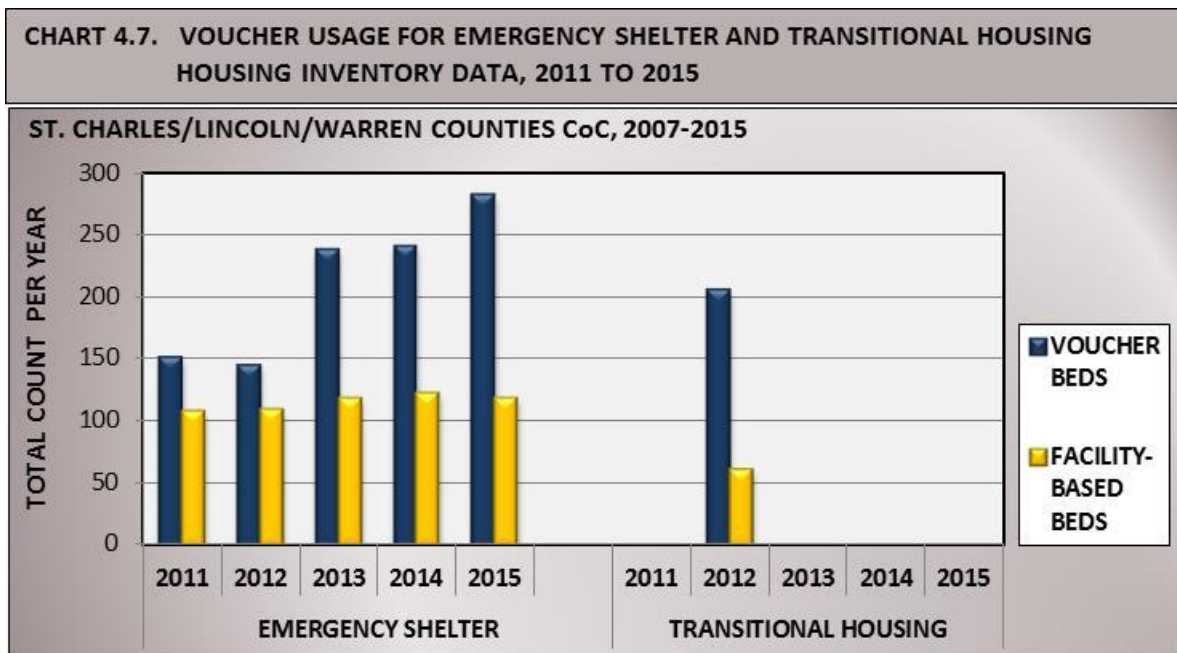
NAME OF SHELTER	DETAILS	LOCATION OF SHELTER	POINT OF ORIGIN	DISTANCE TO SHELTER
Sunshine Mission	Emergency shelter, men only	St. Louis	St. Charles	20 miles
Epworth Youth Emergency Service (YES)	Shelter for 6 girls & 6 boy, ages 11 to 19	University City	St. Peters	18 miles
			St. Charles	14 miles

Source: Homeless Shelter Directory for Missouri. Accessed August 14, 2015.

<http://www.homelessshelterdirectory.org/missouri.html>

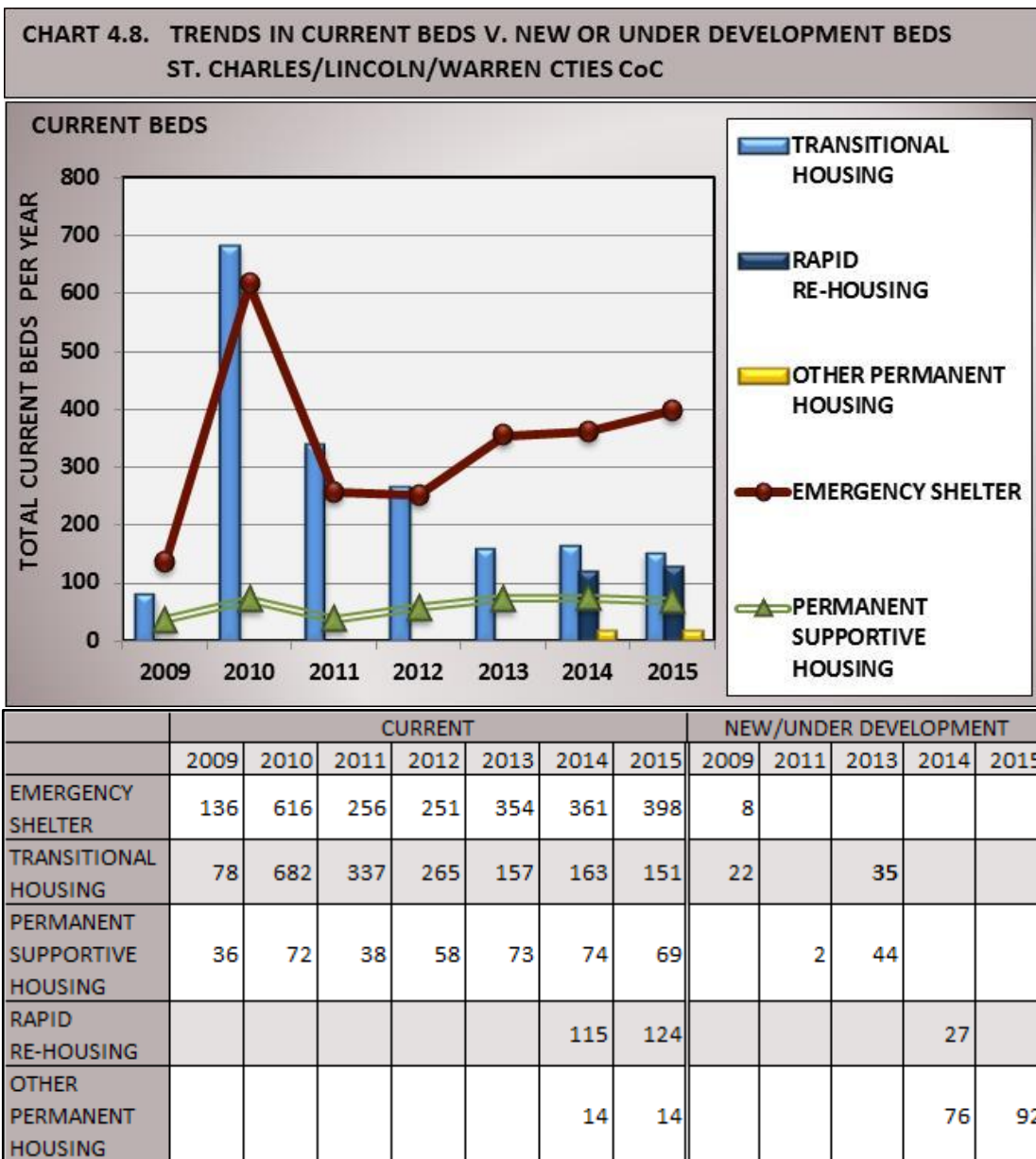
In the St. Louis region, St. Louis City serves the greatest number of homeless individuals and families with the largest supply of shelters. Despite greater availability of shelter space outside St. Charles County, St. Louis City records show only four percent of families and one percent of individuals enter a shelter in a jurisdiction different from the one where they previously lived. These percentages would encompass individuals and families from St. Charles County as well as St. Louis County. While this suggests that those being served are homeless City residents, it is also true that many homeless individuals and families are reluctant to give details on prior addresses, so these percentages may be less reliable.

As mentioned earlier in regard to the mentally ill subpopulation, CoC leadership acknowledges that it is most feasible to collect data from homeless persons who access services. If services are difficult to obtain or non-existent in some communities, this may artificially lower the count in ways that misrepresent the true nature of the need. The leadership also described the provision of services to the homeless as a system that combines both formal and informal networks. The latter relies heavily on hotel or motel accommodations, frequently funded by church donations. Chart 4.7 shows how the vouchers have supplemented the availability of shelter space.



Data from the housing inventories tallied over a slightly longer period show that compared to currently available beds, the number of new supply added has been limited. Chart 4.8 illustrates how the volume

differs by beds related to specific projects. It shows that the system not only had limited increases in its inventory, but it has also been necessary to absorb decreases in shelter or transitional housing space.



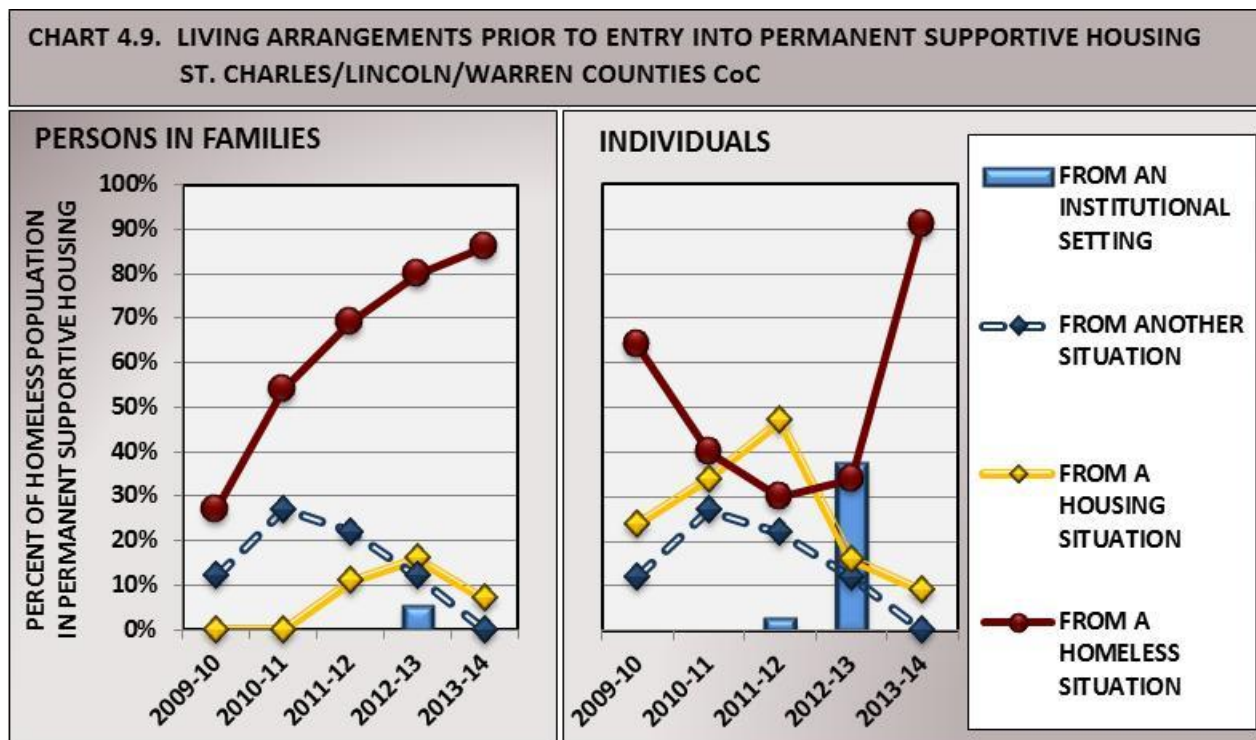
#### D. PREVIOUS NIGHT ACCOMMODATIONS

Based on the St. Charles dataset, results regarding the previous night accommodations that the homeless have found vary by type of household and the needs that may dictate the type of housing services required. Table 4.4 provides details on trends in previous night's residence for homeless in permanent supportive housing. According to the trends shown, the majority who secured this type of housing came from a homeless situation, such as an emergency shelter. In the most recent year's data, the number coming from a place not considered as "human habitation" exceeded 50 percent of the total among both families and individuals.

**TABLE 4.4. PREVIOUS NIGHT’S RESIDENCE FOR HOMELESS ADMITTED TO PERMANENT SUPPORTIVE HOUSING**

ST. CHARLES/LINCOLN/WARREN COUNTIES <i>Continuum of Care Annual Homeless Assessment Reports</i>	2013-2014		2012-2013		2011-2012		2010-2011		2009-2010	
	Families	Individuals	Families	Individuals	Families	Individuals	Families	Individuals	Families	Individuals
	40	32	51	85	47	51	39	15	55	19
<b>TOTAL FROM HOMELESS SITUATION</b>										
<i>Place not meant for human habitation</i>	53%	50%	37%	19%	37%	24%	27%	33%	0%	29%
<i>Emergency shelter</i>	33%	38%	32%	15%	32%	6%	27%	7%	16%	35%
<i>Transitional housing</i>	0%	3%	11%	0%	0%	0%	0%	0%	11%	0%
<b>TOTAL FROM HOUSING SITUATION</b>										
<i>Permanent supportive housing</i>	0%	0%	0%	2%	0%	29%	0%	0%	0%	0%
<i>Rented housing unit</i>	0%	0%	0%	5%	0%	6%	0%	7%	0%	0%
<i>Staying with family or friends</i>	7%	9%	16%	9%	11%	12%	0%	27%	0%	24%
<b>TOTAL FROM INSTITUTIONAL SETTING</b>										
<i>Psychiatric facility</i>	0%	0%	5%	36%	0%	2%	0%	0%	0%	0%
<i>Substance abuse treatment center or detox</i>	0%	0%	0%	1%	0%	0%	0%	0%	0%	0%
<b>TOTAL FROM OTHER SITUATION</b>										
<i>Hotel or motel (no voucher)</i>	0%	0%	0%	0%	16%	8%	40%	27%	5%	6%
<i>Foster care home</i>	0%	0%	0%	2%	0%	4%	0%	0%	37%	0%
<i>Other living situation</i>	7%	0%	0%	5%	5%	6%	7%	0%	16%	0%
<i>Unknown</i>	0%	0%	0%	5%	0%	4%	0%	0%	11%	6%
<b>NO RECORDS FOR HOMELESS IN THESE LOCATIONS:</b>										
<i>Hospital (non-psychiatric)</i>										
<i>Jail, prison, or juvenile detention</i>										
<i>Owned housing unit</i>										

To provide a broader overview of the table data, Chart 4.9 below summarizes accommodation categories in line with the categories that HUD uses.



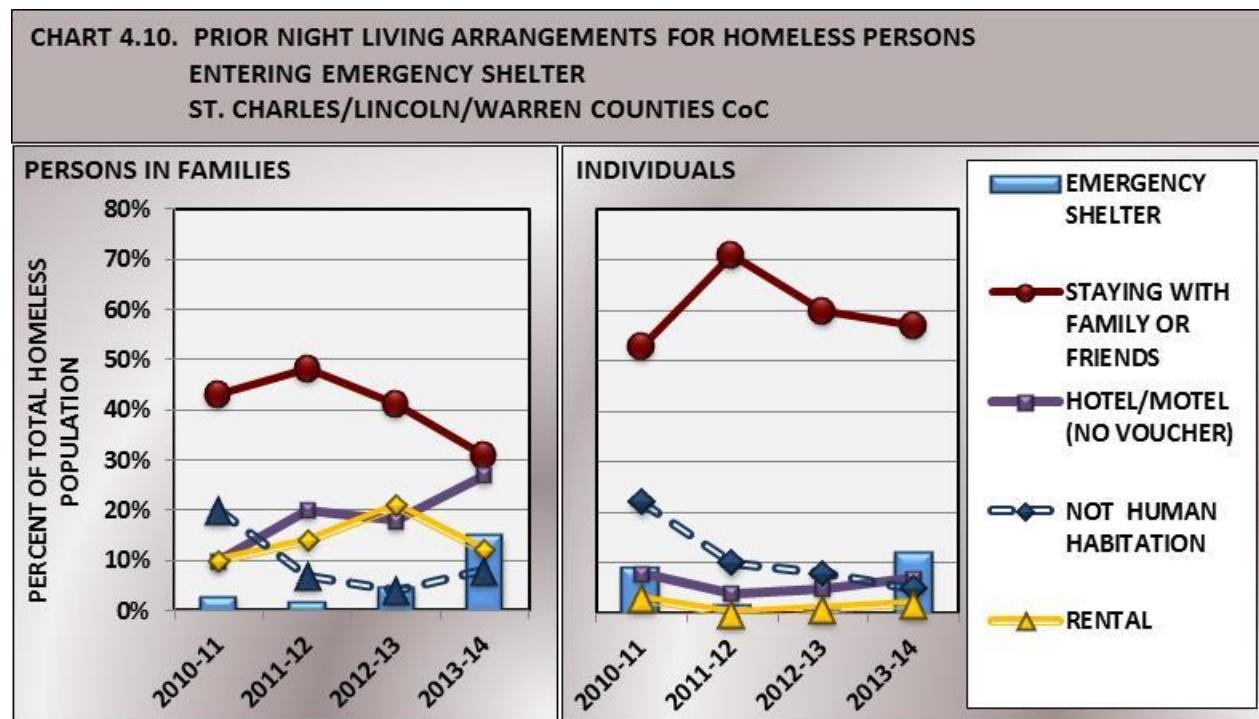
Source: Annual Housing Assessment Reports for the years 2009-10 to 2013-14. Accessible online from the HUD HDX website. Downloaded August 14, 2015.

Within the homeless population served by the St. Charles CoC, the difference between the type of accommodations to which families and individuals resort prior to entering PSH has been much more pronounced in the past. In 2013-14, however, the pattern is virtually identical, regardless of household type. In this timeframe, a large majority of both family households and individuals came from a homeless situation (a place not meant for human habitation or an emergency shelter), while less than 10 percent were in a housing situation (renting, staying with friends, etc.)

The analysis continues with Charts 4.10, which presents comparable data for emergency shelter populations. (Data on transitional housing were limited to a single year and are not included.)

The chart illustrates that both families and individuals entering emergency shelters are most likely to have been doubled up. This is less true of families, however: in the 2013-14 period, approximately 30 percent were staying with family or friends prior to entering shelter; for individuals it was slightly less than 60 percent. Trend lines indicate that since 2010, the incidence of individuals coming to emergency shelter from a doubled up situation has ranged from 50 percent to as high as 70 percent, while the percentage of persons in families that reported these accommodations prior to entering shelter remained below 50 percent.

As was discussed earlier, in the St. Charles CoC service area, families have access to both a formal shelter network as well as an informal support system that enlists assistance from churches to supply housing vouchers. The latter option is generally not available to single individuals, except in cases of extreme need. This explains the higher percentages of families coming into emergency shelter from motels, which can be the conduit to required services.



Source: Annual Housing Assessment Reports for the years 2009-10 to 2013-14. Accessible online from the HUD HDX website. Downloaded August 14, 2015.

Families were also much more likely than single individuals to have been in a rental situation. The percentage of individuals who left a rented housing unit in immediate need of an emergency shelter was too small to display meaningfully in the chart.

Individuals who weren't doubled up for the most part came either from another shelter or, less frequently, from a motel or hotel. In contrast to permanent supportive housing, prior to entering emergency shelter both families and individuals rarely reported being in accommodations unfit for human habitation. For individuals this was recorded for less than 25 percent in the 2010-11 12-month period and declined to under 10 percent in 2013-14.

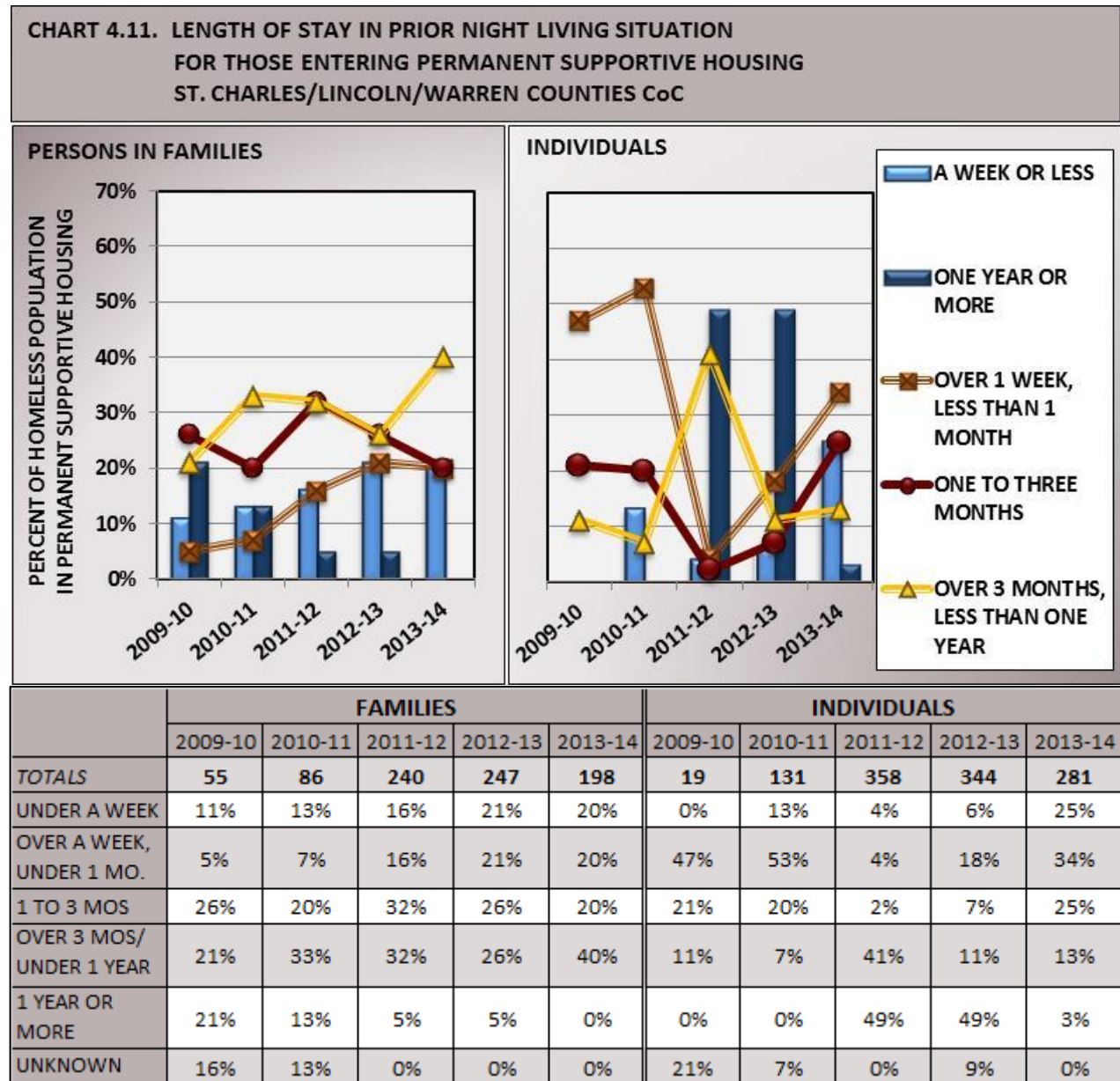
The fact that the figures for individuals are higher than for families is consistent with the segment of the homeless population being accommodated in shelter and the commitment on the part of CoC service providers to address the needs of families with children.



**E. STABILITY IN PREVIOUS NIGHT LIVING ARRANGEMENTS**

Charts 4.11 and 4.12 compare the stability that individuals versus families experienced in the living accommodations they secured, just prior to entering either emergency shelter or permanent supportive housing.

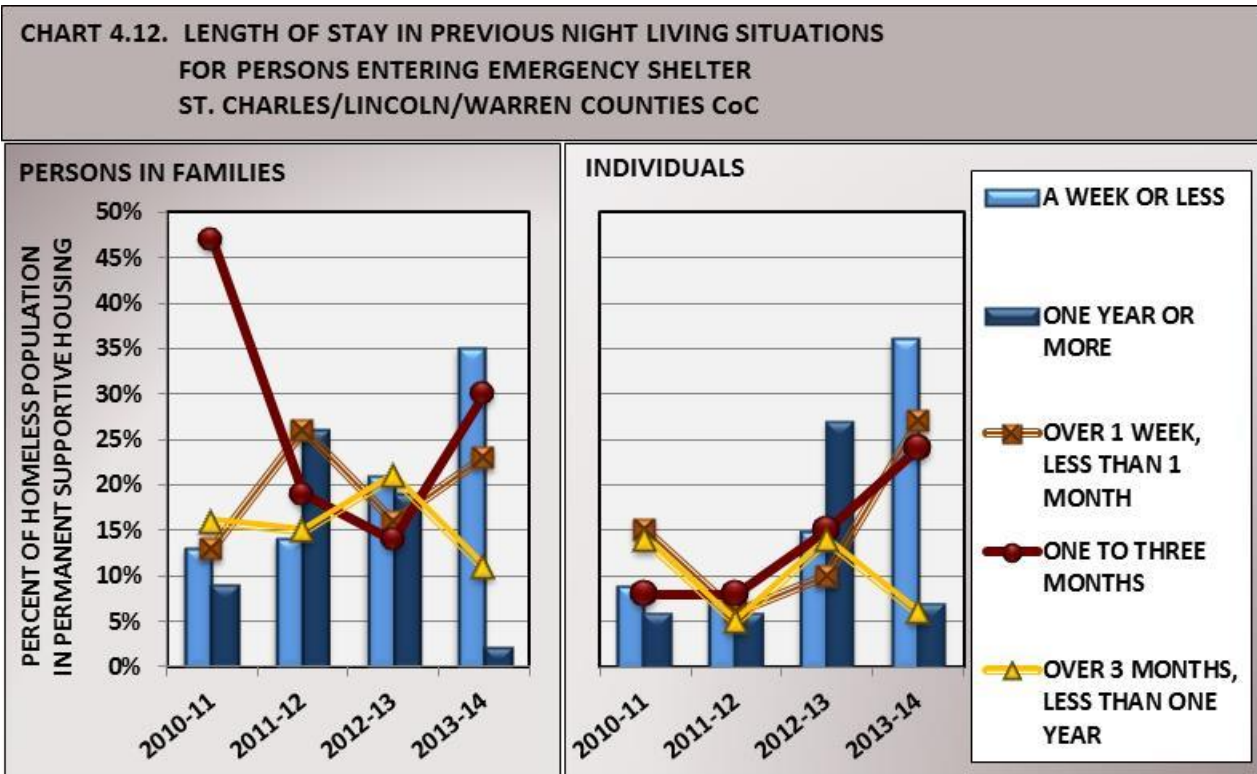
Chart 4.11 shows the results over the period from 2009-10 to 2013-14 for those residing in permanent supportive housing.



- Although the trends are more consistent, there appears to be somewhat less stability for families in the accommodations they find prior to entering permanent supportive housing. The chart tracks yearly increases in the percentage of the population that remains in the previous living situation for

no more than one month. In 2009-10, this figure was roughly 16 percent. By 2013-14, it had risen to 40 percent.

- Also, the lowest percentages are shown for persons in families that remained in the prior living arrangement for a year or longer.
- Single individuals had more variability, with significant jumps in the percentages shown in Chart 4.11. In 2010-11, as well as 2013-14, the highest percentage of individuals in permanent supportive housing had been in their previous accommodations for less than one month. In both 2011-12 and 2012-13, nearly 50 percent had spent a year or more in their prior living situation.



	FAMILIES				INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS</b>	86	240	247	198	131	358	344	281
UNDER A WEEK	13%	16%	21%	20%	13%	4%	6%	25%
OVER A WEEK, UNDER 1 MONTH	7%	16%	21%	20%	53%	4%	18%	34%
1 TO 3 MOS	20%	32%	26%	20%	20%	2%	7%	25%
OVER 3 MOS/ UNDER 1 YEAR	33%	32%	26%	40%	7%	41%	11%	13%
1 YEAR OR MORE	13%	5%	5%	0%	0%	49%	49%	3%
UNKNOWN	13%	0%	0%	0%	7%	0%	9%	0%

- In two consecutive years, nearly 50 percent of the individuals requiring services reported more longevity in their prior living situation, having remained there at least one year.
- By contrast, for persons in families the share of the homeless in a stable home for a year or longer declined over the period 2009-10 to 2012-13. In 2013-14, there were no data to display for this group.
- For both families and individuals, the percentages recorded as “Unknown” are high in some years, particularly 2009-2010 and 2010-2011. Since these are the earliest datasets, this may be due to the need for some procedural adjustments rather than a reflection of some characteristic of the population.

Due to larger numbers, the statistics shown for emergency shelters are valuable in confirming patterns of behavior (Chart 4.12).

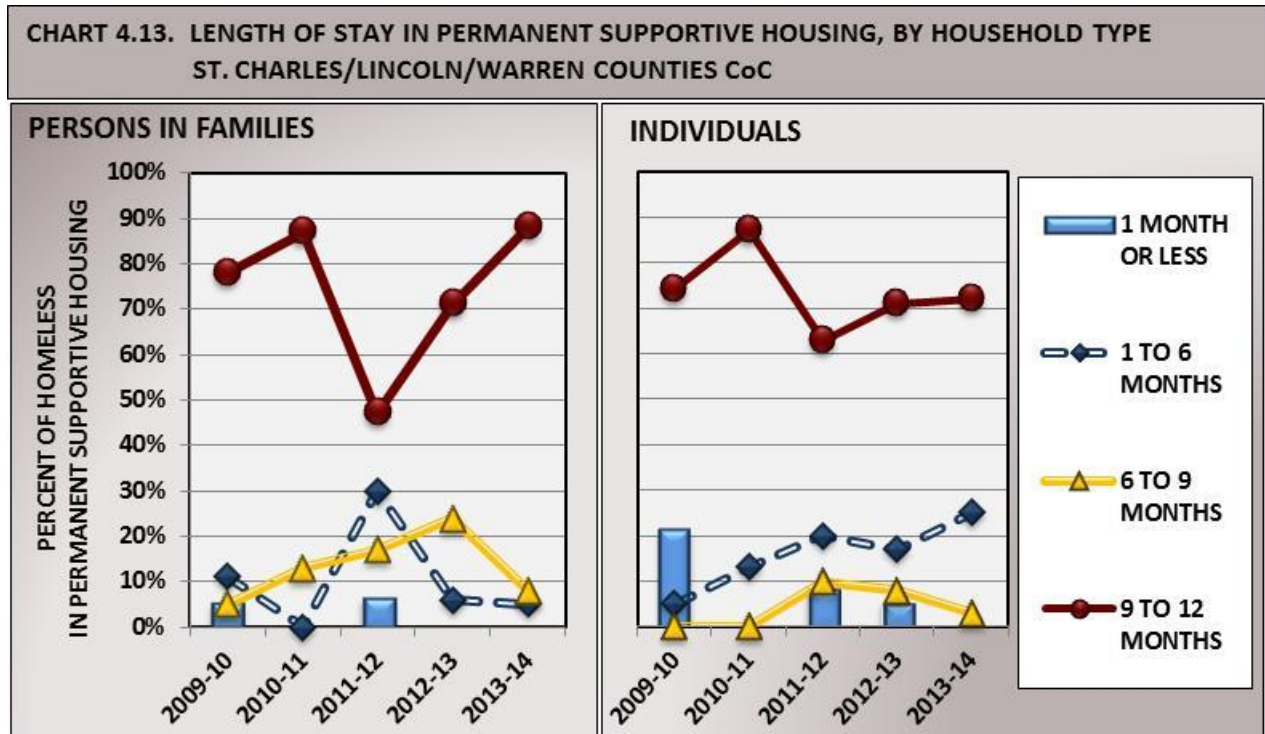
- For both families and individuals the length of stay in living situations preceding entry into emergency shelters has declined. In 2013-14, the percentage with a tenure under one month rose to the 60 percent range in both groups.
- The percentages for one-to-three month tenure also rose, though not so dramatically: for persons in families, to 30 percent; for individuals to over 20 percent.
- Interestingly, the statistics for the category “Unknown” are quite high for individuals in the initial years covered in the dataset, at 49 percent in 2010-11 and 67 percent in 2011-12. CoC leadership indicates this is due to variability in how systematically data were collected.

**F. LENGTH OF STAY IN SHELTER AND OTHER HOMELESS HOUSING OPTIONS**

Dissimilarities between individuals and persons in families also are evident in length-of-stay statistics pertaining to St. Charles emergency shelters or permanent supportive housing. Charts 4.14 and 4.15 illustrate some of these characteristics.

- PERMANENT SUPPORTIVE HOUSING: Chart 4.13, which displays trend data in length of stay from 2009-10 to 2013-14, documents the following patterns:
  - The majority of persons in families or single individuals who entered permanent supportive housing tended to remain there from nine to twelve months, regardless of the household type. Although patterns in the trend lines vary, an average of the nine to twelve month values for both types of household was slightly under 75 percent.
  - It appears to be rare for either families or individuals to make only short-term stays in permanent supportive housing.

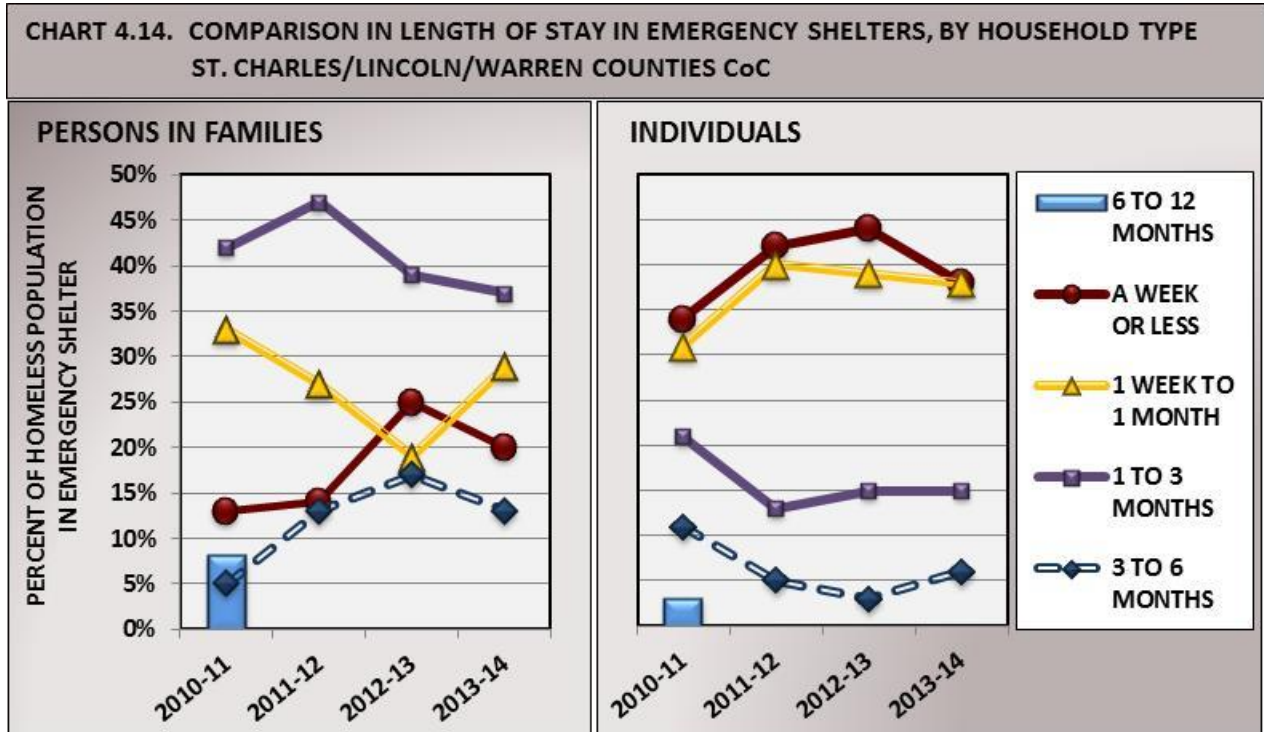
- For families in both the 2012-13 and 2013-14 periods, there were no reports of stays of one month or less. In this same timeframe, there were also declines in the share of family members staying either one to six months or six to nine months.
- Individuals in the same type of housing appeared to make shorter term stays, with slightly more than 20 percent in 2013-14 continuing in permanent supportive housing no more than one to six months.



Source: Annual Housing Assessment Reports for the years 2009-10 to 2013-14. Accessible online from the HUD HDX website. Downloaded August 14, 2015

- EMERGENCY SHELTER: With regard to emergency shelter, more dissimilarity in length of stay exists between types of household. (See Chart 4.14.)
  - The majority of homeless individuals (typically 75 to 85 percent) tend to stay in an emergency shelter for a month or less, with the second largest group remaining slightly longer (one to three months). According to CoC leadership, these statistics pertain to a youth shelter – the CoC’s primary shelter for individuals – which is characterized by high turnover.
  - With respect to persons in families, the prevailing pattern appears to be a stay of one to three months, although for 2013-14 the trend was toward somewhat shorter stays with roughly 30 percent of the population holding shelter space for under one month.

- Only a small percentage reported being in emergency shelter from 6 to 12 months and this was in the initial year for which data are available – coincidentally, the period closest to the onset of the economic downturn in 2008.



Source: Annual Housing Assessment Reports for the years 2009-10 to 2013-14. Accessible online from the HUD HDX website. Downloaded August 14, 2015

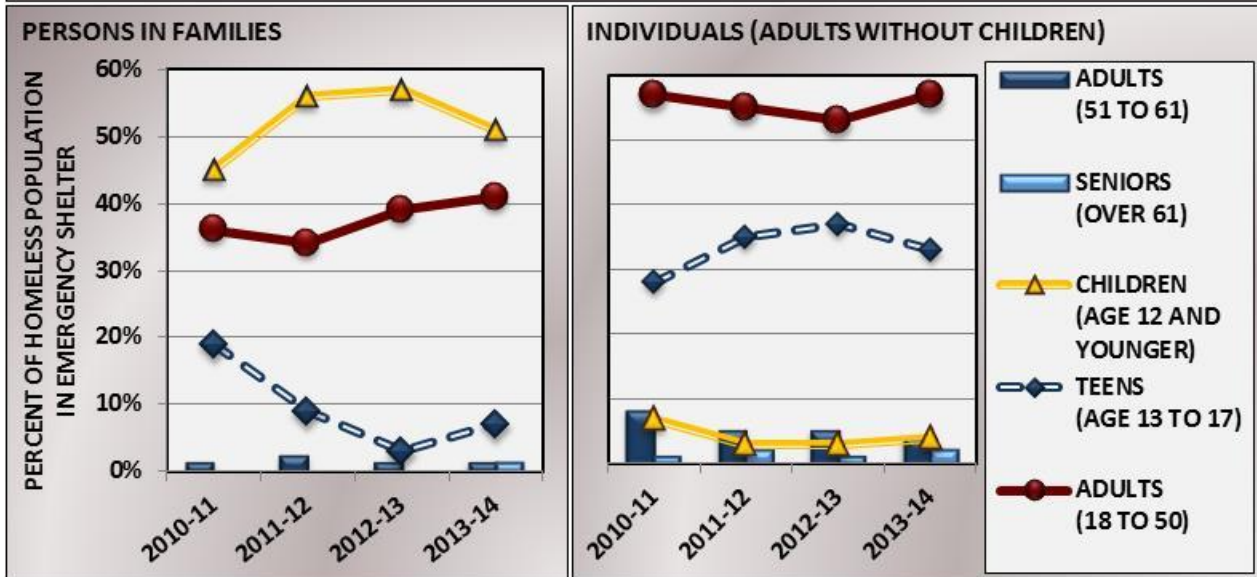
**G. AGE, RACE, SIZE OF HOUSEHOLD AND OTHER DEMOGRAPHICS**

**1) Age Groups:**

CoC leadership notes the lack of low-barrier shelters for individuals in the CoC service area. As a result, children tend to be a larger part of the homeless population than seniors. Data for all age groups were plotted for both permanent supportive housing and emergency shelter populations. Chart 4.15, along with its tabulations for the distribution by age, provide an indication of the degree to which the more vulnerable groups – seniors and young children – require homeless services.

- **SCHOOL-AGE AND YOUNGER CHILDREN:** With respect to families in emergency shelter, the frequencies for children age 12 and under are much greater than are those for adults. From 2010-11 to 2013-14, children 12 and under represented 45 to over 55 percent of the shelter population while those 31 and older constituted roughly 20 percent.
- **SENIORS:** Senior citizens figured minimally among homeless families in emergency shelter. By way of comparison, Chart 4.17 – depicting statistics for individuals in the same type of housing – indicates that the age groups with greatest representation are children and younger adults (aged 18 to 50).

**CHART 4.15. AGE GROUPINGS FOR HOMELESS PERSONS LIVING IN EMERGENCY SHELTER  
ST. CHARLES/LINCOLN/WARREN COUNTIES CoC**



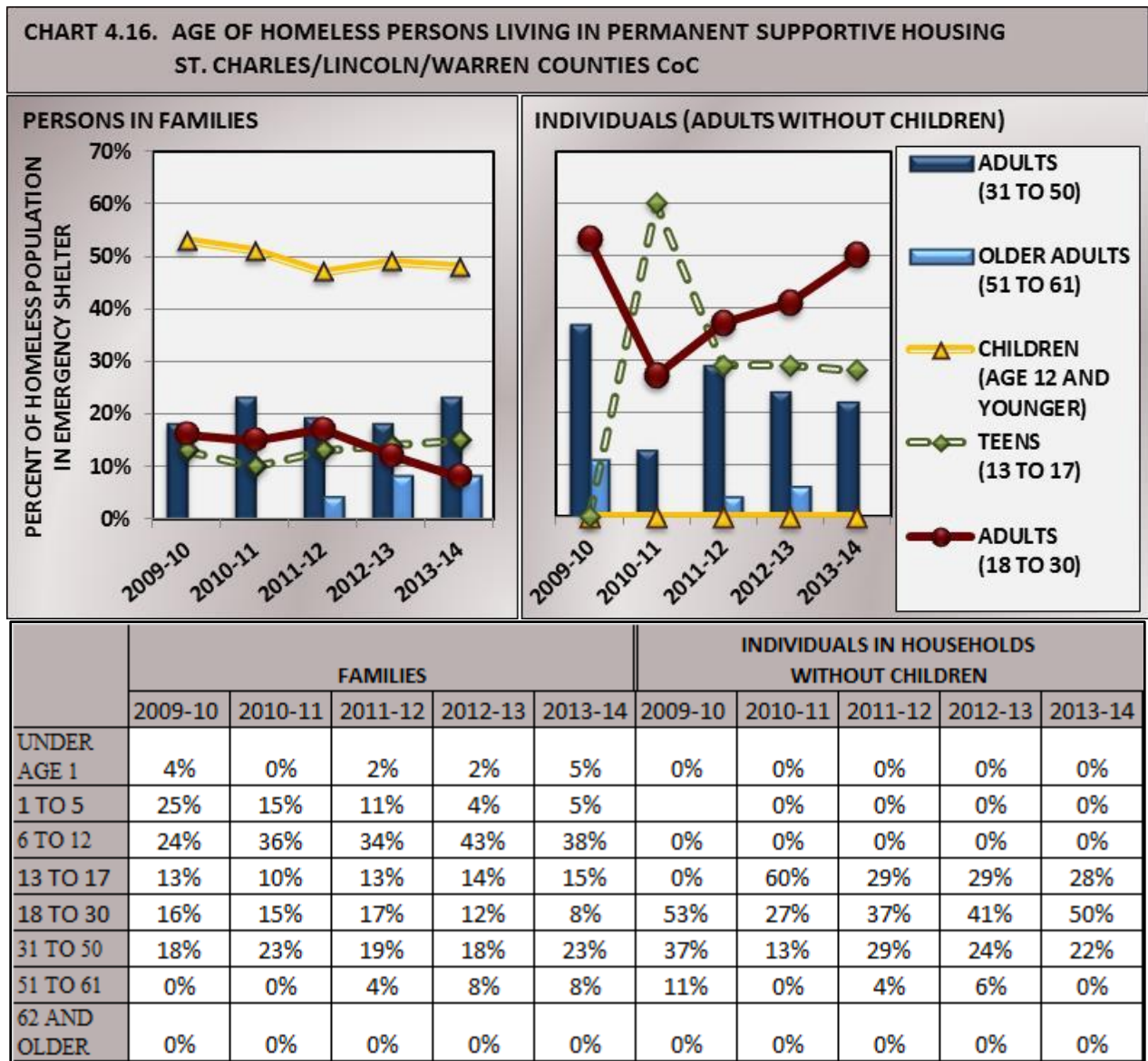
	FAMILIES				INDIVIDUALS IN HOUSEHOLDS WITHOUT CHILDREN			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
UNDER AGE 1	6%	5%	8%	10%	1%	0%	0%	0%
1 TO 5	20%	22%	25%	27%	1%	0%	0%	0%
6 TO 12	19%	29%	24%	14%	5%	3%	3%	4%
13 TO 17	19%	9%	3%	7%	28%	35%	37%	33%
18 TO 30	16%	16%	19%	21%	40%	42%	42%	41%
31 TO 50	20%	18%	20%	20%	17%	13%	11%	16%
51 TO 61	1%	2%	1%	1%	8%	5%	5%	4%
62 AND OLDER	0%	0%	0%	1%	1%	1%	1%	1%

Source: Annual Housing Assessment Reports for the years 2009-10 to 2013-14. Accessible online from the HUD HDX website. Downloaded August 14, 2015

The limited variation in types of shelter – i.e., one youth shelter serving individuals and one shelter serving families -- has a bearing on the age distribution in the CoC’s homeless population:

- Numbers for older adults (age 50 and over) living in households of individuals are higher than among persons belonging to families, but the frequency with which they are recorded makes their share of the population insignificant.
- Youth are more prevalent in the individual household grouping. Teens between the ages of 13 and 17 make up a large share of this population than the population of persons in families, with numbers falling in the range of 25 to 40 percent.

Chart 4.16 illustrates similar statistics for permanent supportive housing.



- As was true for emergency shelter residents, over the four-year period, the age group that represented the largest share of permanent supportive housing residents has been children under age 12, accounting for 45 to nearly 55 percent of the total. Coupled with the numbers for teens, the juvenile age group is a major factor among these households, at 60 percent to more than 65 percent of the total population per year.
- By contrast, there were few older adults. No homeless in the age category 62 and older were found in any of the years tallied. Even older adults (age 51 to 61) were infrequent, although their number increased slightly beginning in 2011 and continuing at this level into 2014.

Given the general lack of permanent supportive housing reported for the St. Charles CoC, anyone eligible for nursing home or assisted living care under Medicaid or Medicare would be referred to programs that could provide services of that type. This would include many elderly. Because of the attendant health risks, an elderly person living on the streets would be likely to need more intensive nursing or care following a period of homelessness. This may partially explain the low number for this group. According to CoC leadership, another factor may be a need for more outreach to chronically homeless families.

Among individuals in permanent supportive housing (the data shown in the right-hand segment of Chart 4.16), the same pattern is evident.

- There were no senior citizens age 62 and older among the residents tallied. Even the age 51 to 61 group had small percentages.
- Adults 18 to 30 were most frequently encountered, with older adults (age 31 to 50) slightly less so.
- In 2010-11, teens (age 13 to 17) occupied a high percentage, but in the next year declined by half and remained at this level.

Age is handled somewhat differently in the PITC tabulations. Table 4.5 provides statistics for youth recorded during St. Charles CoC’s data collection: as unaccompanied from 2007 to 2011 and from 2012 to 2015 as persons in households containing only children.

**TABLE 4.5. POINT-IN-TIME COUNT DATA FOR HOMELESS YOUTH IN HOUSEHOLDS WITHOUT AN ADULT ST. CHARLES/LINCOLN/WARREN COUNTIES CoC**

	UNACCOMPANIED YOUTH					PERSONS IN HOUSEHOLDS, ONLY CHILDREN			
	2007	2008	2009	2010	2011	2012	2013	2014	2015
TOTAL	9	24	40	19	8	8	5	3	16
SHELTERED	9	24	40	19	8	5	5	3	9
UNSHELTERED	0	0	0	0	0	3	0	0	7

These numbers are very different from the numbers that the Missouri Department of Elementary and Secondary Education (DESE) shows for the CoC counties. For the CoC as a whole, in the 2013-14 school year, 1,170 homeless students were identified. The difference in the way the counts are managed is significant, but nonetheless school district perspective on homelessness can shed light on the tallies that the CoC has obtained.

Since the school districts account for students that are doubled up, district numbers can serve as a supplement to the CoC’s information, without deviating from the McKinney-Vento definition of homelessness. Table 4.6 gives an indication of how this might be the case.

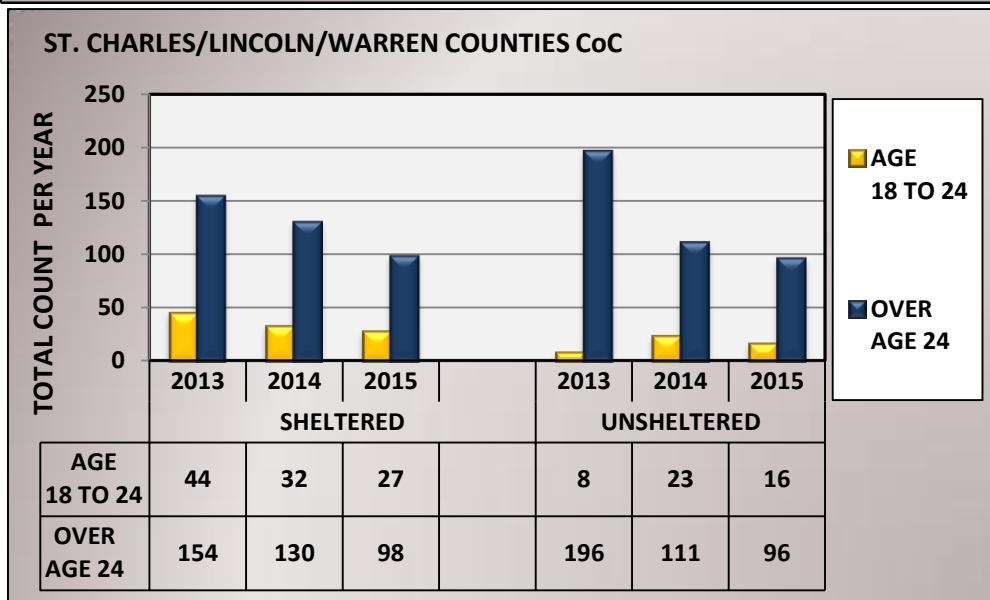


**TABLE 4.6. HOMELESS ENROLLED STUDENTS IN THE ST. CHARLES COC CATCHMENT AREA  
2013-14 SCHOOL DISTRICT DATA**

St. Charles CoC School District	Doubled-Up	Hotel/Motel	Shelters	Unsheltered
Francis Howell R-III	165	32	44	-
Warren Co. R-III	161	-	9	-
St. Charles R-VI	116	28	11	-
Wright City R-II	108	-	-	-
Winfield R-IV	86	-	-	-
Wentzville R-IV	68	34	18	-
Orchard Farm R-V	67	15	-	-
Ft Zumwalt R-II	64	18	22	-
Washington	49	-	-	-
Troy R-III	21	-	-	-
Elsberry R-II	7	-	-	-
Silex R-I	-	-	-	-

The high numbers of students reportedly living in a “Hotel/Motel” situation is consistent with homeless services provided by the CoC. As noted earlier, CoC service providers supplement availability of shelter space and other housing with hotel or motel rooms supplied through the auspices of churches or other ad hoc funding sources.

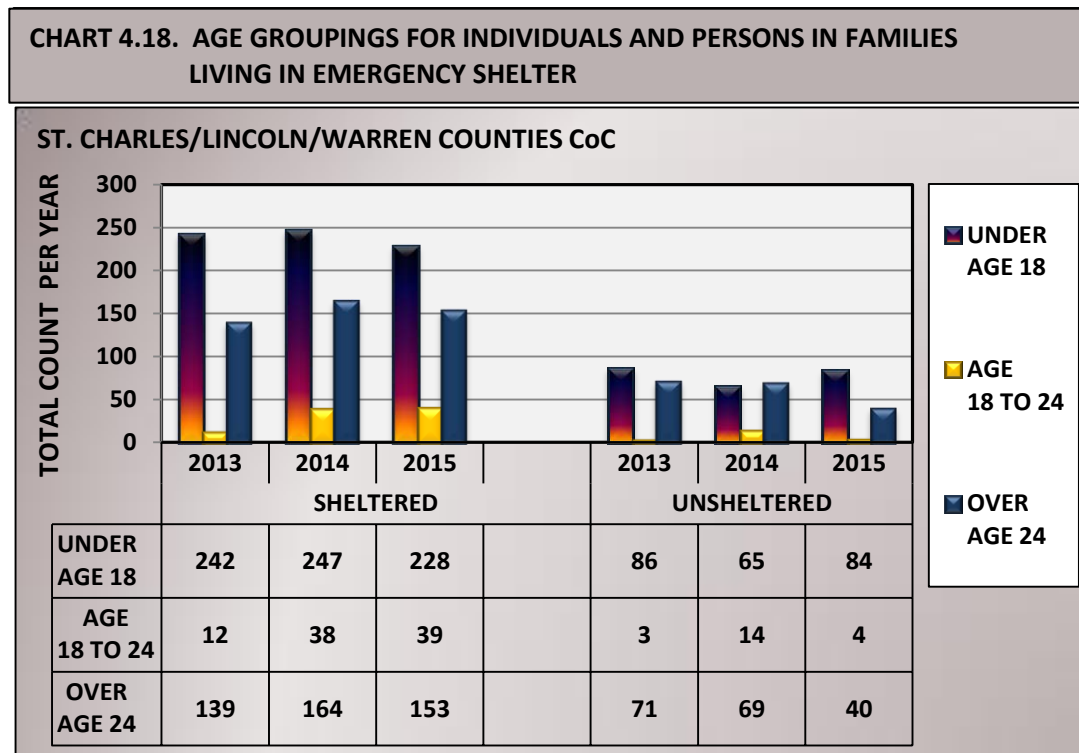
**CHART 4.17. AGE DISTRIBUTION FOR SHELTERED AND UNSHELTERED  
POINT-IN-TIME COUNTS OF HOUSEHOLDS WITHOUT CHILDREN**



PROPORTIONS:

	SHELTERED			UNSHELTERED		
	2013	2014	2015	2013	2014	2015
AGE 18 TO 24	22%	20%	22%	4%	17%	14%

Chart 4.17 shows the totals for youth age 18 to 24 as compared to homeless adults over age 24 living in households without children. Chart 4.18 provides PITC data for households with children from 2013 to 2015. Youth aged 18 to 24 represent the smallest share of the population of persons in families within the St. Charles CoC. Among both sheltered and unsheltered groups, juveniles – in this case, under age 18 – are the most populous.



PROPORTIONS:

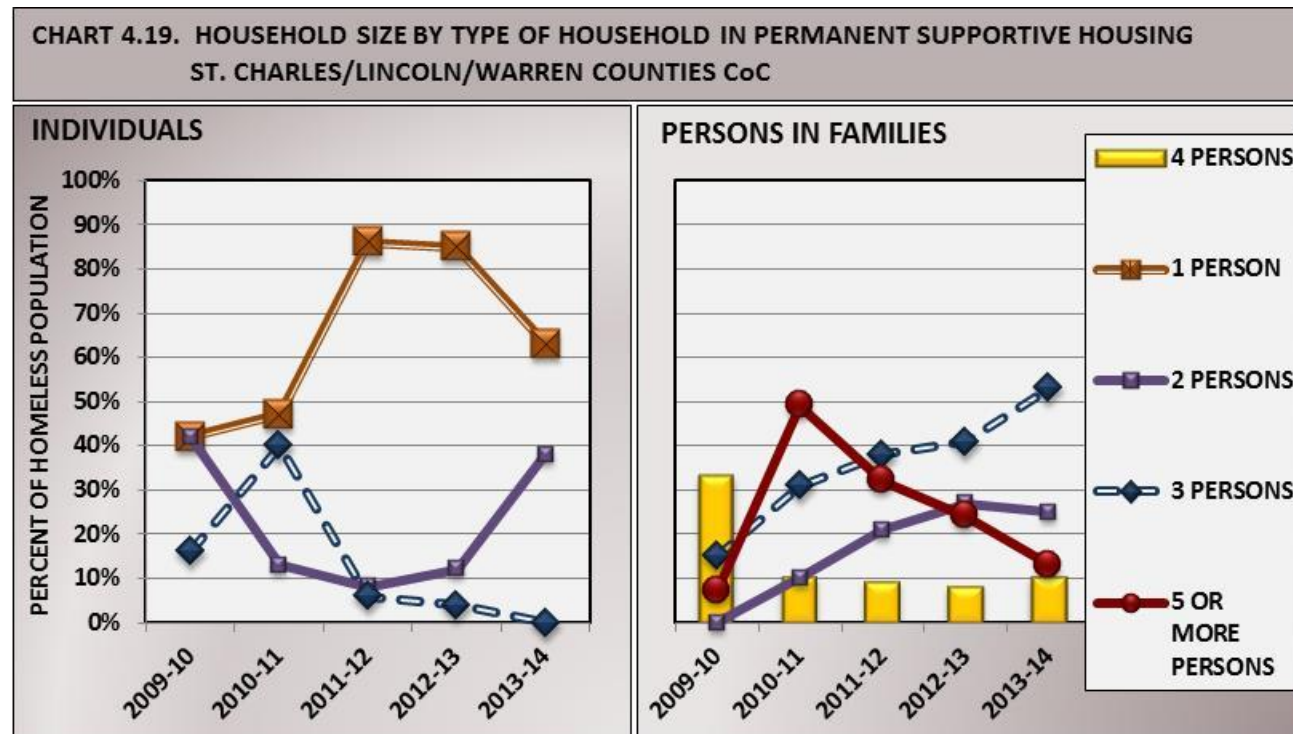
	SHELTERED			UNSHELTERED		
	2013	2014	2015	2013	2014	2015
UNDER AGE 18	61.6%	55.0%	54.3%	53.8%	43.9%	65.6%
AGE 18 TO 24	3.1%	8.5%	9.3%	1.9%	9.5%	3.1%
OVER AGE 24	35.4%	36.5%	36.4%	44.4%	46.6%	31.3%

## 2) ***Household Size***

The number of children recorded among the homeless population gives rise to questions about the size of households needing services. Chart 4.19 shows trends with regard to both individuals and families in permanent supportive housing.

- **INDIVIDUALS:** Households included in the individual category in general are one-person units, although in the most recent period approximately 40 percent of the population in permanent supportive housing belonged to two-person units.

- **FAMILIES:** Among persons in families, three-person households are most frequently reported, with between 30 and 50 percent of the population associated with a unit this size. In 2010-11 there was a marked jump in families with a size of 5 or more. In this period, close to 50 percent of the population in permanent supportive housing was in a large family.



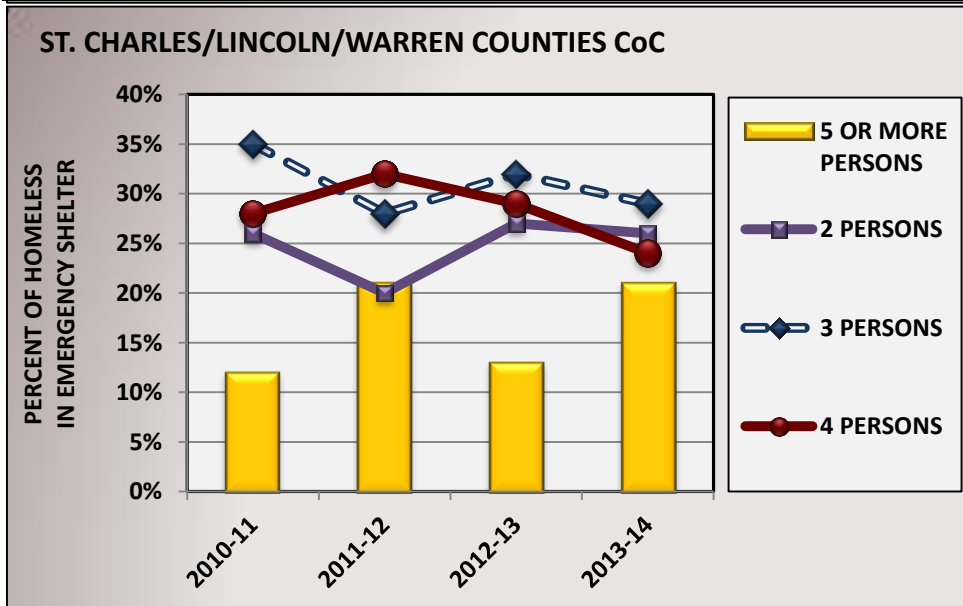
Source: Annual Housing Assessment Reports for the years 2009-10 to 2013-14. Accessible online from the HUD HDX website. Downloaded August 14, 2015

There are low numbers in St. Charles CoC’s permanent supportive housing, and expressing the relative frequency in percentages can give undue weight to a more populous category. For example, due to the small size of the cohort in 2010-11 (39), three or four large families might have a total head count equal to those in several smaller households. This would be equivalent to 50 percent of the population, even though the number of smaller-size households might be much greater.

Throughout the 5-year period, the percentage of population associated with three-person families has been increasing. In the most-recently available tally (2013-14), this group exceeded 50 percent of the total.

Chart 4.20 below illustrates the distribution of population by household size for persons in families living in emergency shelter. In the St. Charles CoC service area, single individuals in emergency shelters are for the most part all in one-person households. The percentage ranges from 94 to 97 percent, with the remainder in two-person units.

**CHART 4.20. HOUSEHOLD SIZE FOR PERSONS IN FAMILIES LIVING IN EMERGENCY SHELTER**



Source: Annual Housing Assessment Reports for the years 2009-10 to 2013-14. Accessible online from the HUD HDX website. Downloaded August 14, 2015

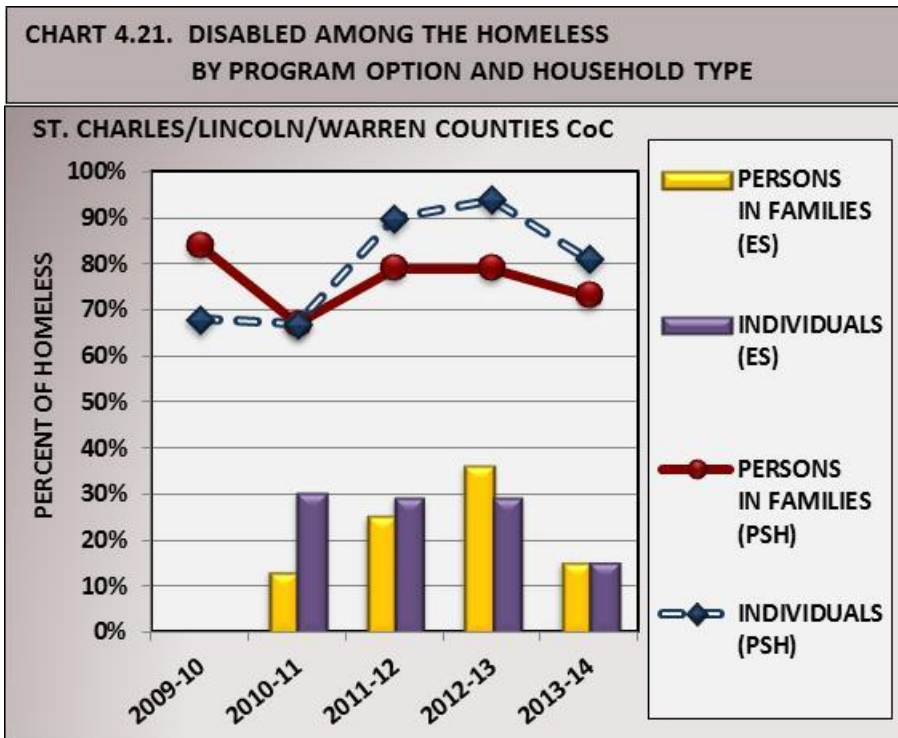
Large families (5 or more persons) accounted for between 10 and 25 percent of persons in families in emergency shelter. Three-person families were most frequently reported, although the percentage of four-person families clustered with it along the 30 percent mark. Two-person families were only slightly less frequent.

**3) Persons with Disabilities:**

Persons with disabilities are most frequently found in permanent supportive housing (Chart 4.21). Among the groups in this type of housing, they can represent over ninety percent of the population of single individuals and over eighty percent of persons in families.

They tend to be a smaller percentage of those receiving emergency shelter services, although the number reporting a disability reached 30 percent of individuals in the three years from 2010-11 through 2012-2013. Among persons in families, the numbers were much more variable: less than 15 percent in 2010-11 and over 35 percent in 2012-2013.

In general the numbers declined in all categories in 2013-14. Services offered by programs such as Money Follows the Person and the Independent Living Centers – among them Delta Center in St. Charles – are working to establish persons with disabilities in living situations within local communities. State agencies such as the Department of Mental Health have provided invaluable support to these programs. This influence can be seen in these declines.



ES = Emergency Shelter; PSH = Permanent Supportive Housing

Source: Annual Housing Assessment Reports for the years 2009-10 to 2013-14. Downloaded August 14, 2015

**4) Racial Distribution**

Table 4.7 provides a breakdown of 2014 population estimates on race in the three counties served by St. Charles CoC agencies. Inhabitants of Lincoln and Warren counties, the most rural of these areas, are predominantly white with minimal representation of other groups.

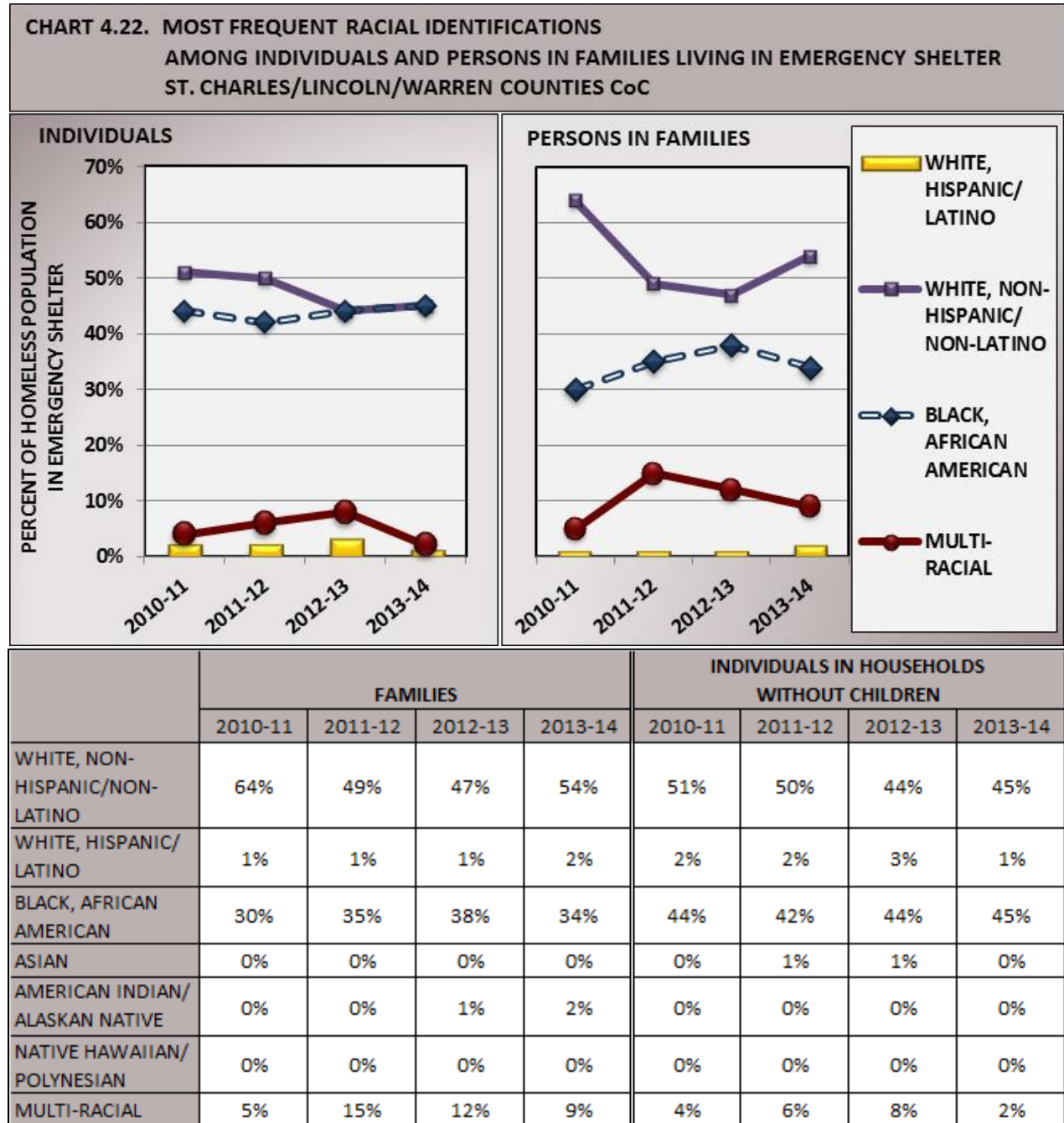
A comparison of data for the general population and data for the homeless populations show some significant discrepancies.

**TABLE 4.7. DEMOGRAPHICS STATISTICS ON RACE FOR THE ST. CHARLES CoC SERVICE AREA**

NOTE: July 2014 census estimates collapse the Asian with the Native Hawaiian/Pacific Island category.	ST CHARLES	LINCOLN	WARREN	Pct of 2014 3-county population total
White alone [non-Hispanic, non-Latino]	90.7%	95.3%	94.6%	91.5%
Black or African American alone	4.7%	2.0%	2.4%	4.2%
Hispanic or Latino	3.1%	2.2%	3.2%	3.0%
Asian, Pacific Islander alone	2.6%	0.6%	0.7%	2.2%
Two or More Races	1.8%	1.7%	1.8%	1.8%
American Indian and Alaska Native	0.3%	0.4%	0.5%	0.3%

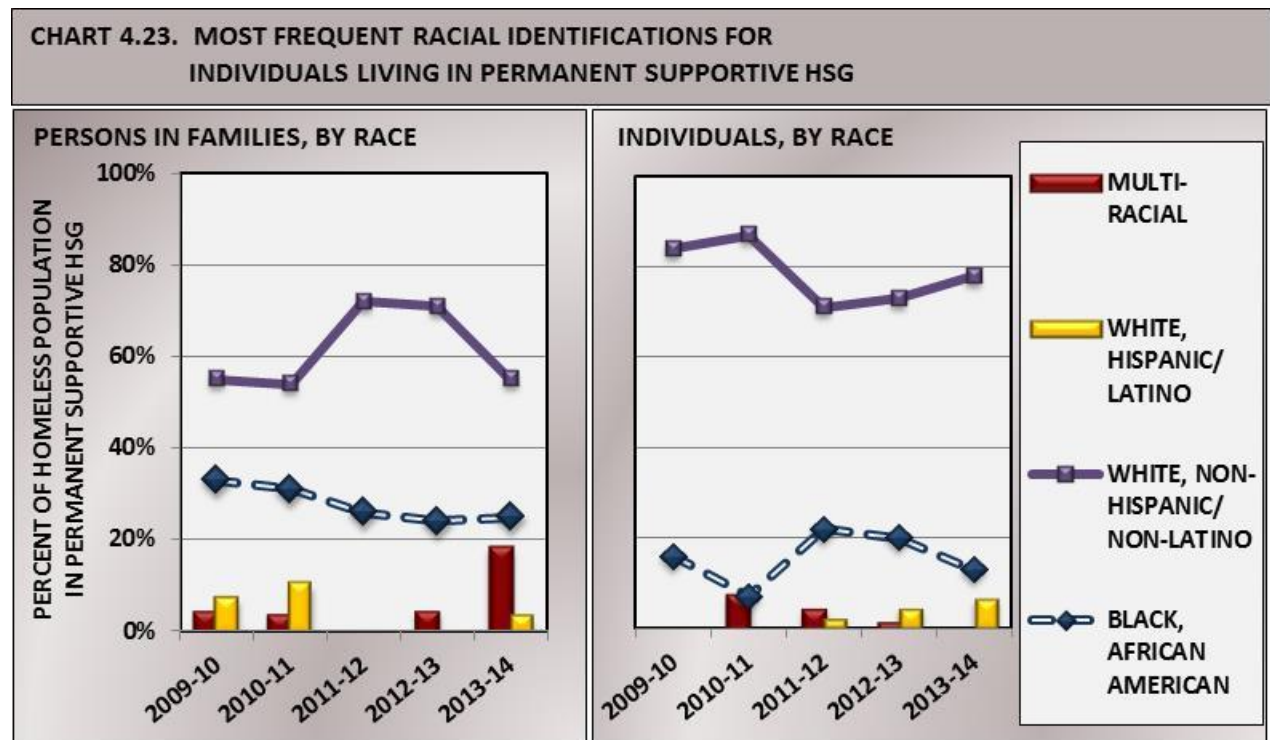
Source: UM Extension Social and Economic Profiles for designated counties. Data available at: <http://census.missouri.edu/>. Accessed September 4, 2015.

Charts 4.22 and 4.23 display statistics related to the racial identifications most frequently recorded for either persons in families or single individuals in emergency shelter. For both groups, the percentage of black and African Americans is more than 10 times greater than its percentage in the 2014 general population, while the percentage of Whites tends to be lower by 20 to 30 percentage points.



\*Other races present in the population at frequencies under 2 percent are not shown in the graphic.  
 Source: Annual Housing Assessment Reports for the years 2009-10 to 2013-14. Accessible online from the HUD HDX website.  
 Downloaded August 14, 2015.

A similar pattern is apparent in the distribution of races among persons in families living in permanent supportive housing, although Whites tend to be more prevalent among this population.



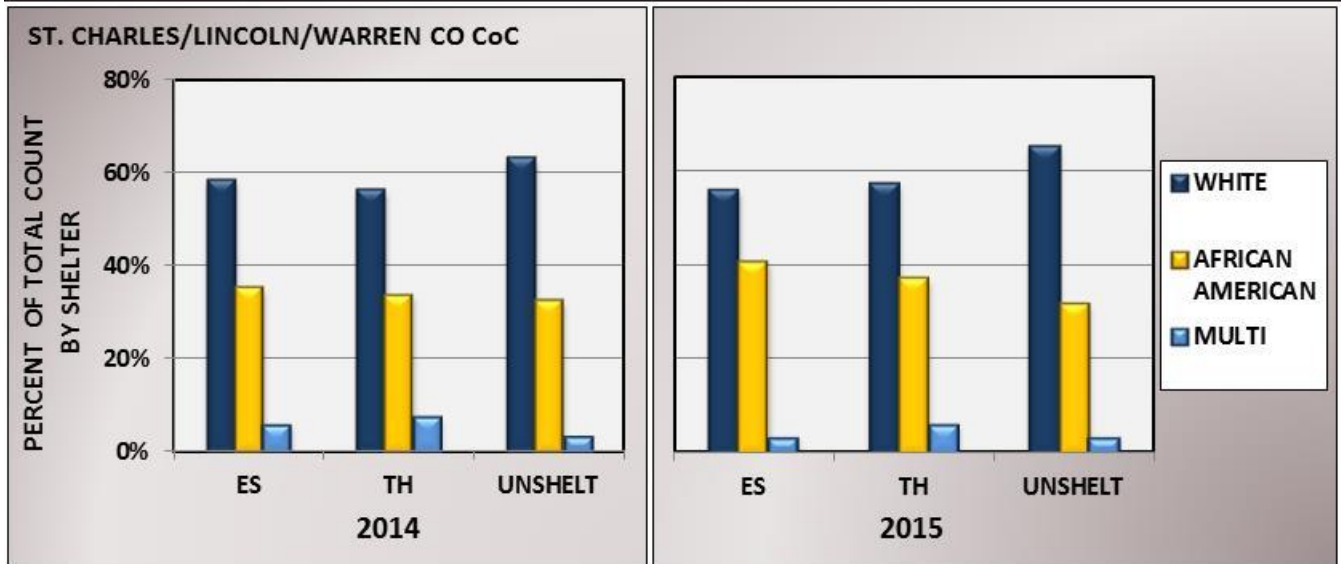
	FAMILIES				INDIVIDUALS IN HOUSEHOLDS WITHOUT CHILDREN			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
WHITE, NON-HISPANIC/NON-LATINO	54%	72%	71%	55%	87%	71%	73%	78%
WHITE, HISPANIC/LATINO	10%	0%	0%	3%	0%	2%	4%	6%
BLACK, AFRICAN AMERICAN	31%	26%	24%	25%	7%	22%	20%	13%
ASIAN	0%	0%	0%	0%	0%	2%	0%	0%
AMERICAN INDIAN/ALASKAN NATIVE	3%	2%	2%	0%	0%	0%	2%	3%
NATIVE HAWAIIAN/POLYNESIAN	0%	0%	0%	0%	0%	0%	0%	0%
MULTI-RACIAL	3%	0%	4%	18%	7%	4%	1%	0%

\*Racial groupings not displayed represented less than 3 percent of the total.

Source: Annual Housing Assessment Reports for the years 2009-10 to 2013-14. Downloaded August 14, 2015

Black/African American homeless individuals and families who are unsheltered also exceed their proportionate representation in the general population (Chart 4.24). While Whites clearly are much more prevalent – at over 60 percent of all those tallied as unsheltered – African Americans account for 30 to 35 percent of the total.

**CHART 4.24. COMPARISON OF RACIAL DISTRIBUTION IN 2014 AND 2015 [HIGHEST PERCENTAGE ONLY] BY SHELTERED / UNSHELTERED IN THE POINT-IN-TIME COUNTS**



\*Racial groupings not displayed represented less than 3 percent of the total.

Source: Annual Housing Assessment Reports for the years 2009-10 to 2013-14. Accessible online from the HUD HDX website. Downloaded August 14, 2015

**H. EX-OFFENDER HOUSING WITHIN THE CoC**

Homeless service providers within range of St. Louis City and St. Louis County can include programs within those jurisdictions in what they can offer clients, assuming those agencies or programs have a regional focus. This is also true of re-entry initiatives assisting ex-offenders. Compared to other areas of the state, St. Louis has a number of services for this target population. (These will be discussed in greater detail in the sections on St. Louis City and County.)

Within St. Charles, Lincoln and Warren Counties, the services are much more limited, and are less likely to deal with housing.

Corizon Health has established an interactive website under the rubric, “Missouri Re-entry.” It functions as a clearinghouse for services that may be useful to ex-offenders.<sup>5</sup> A search for housing options on this site generated 80 separate entries, including nursing homes, homeless shelter directories and health care centers, as well as substance abuse treatment facilities and independent living centers.

Table 4.8 summarizes the services that are currently available to ex-offenders in the St. Charles CoC target area.

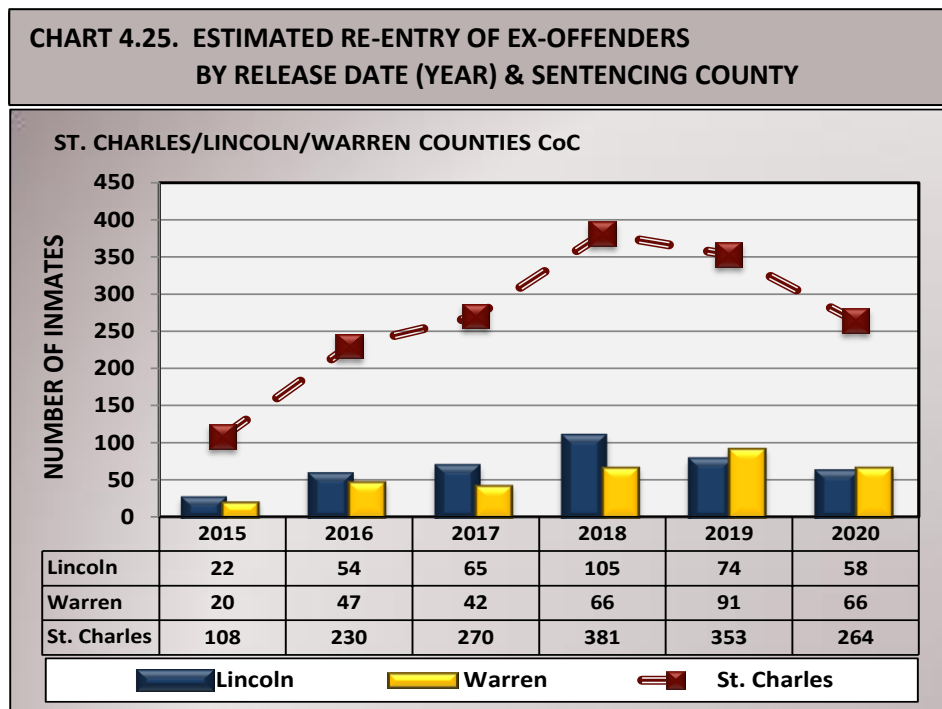
<sup>5</sup> Missouri Re-entry. Site maintained by Corizon Health. Housing services are available at this URL: <http://missouri.corizonreentry.com/Housing>. Accessed August 24, 2015.



**TABLE 4.8. EX-OFFENDER SERVICES WITHIN THE ST. CHARLES COC TARGET AREA**

ORGANIZATION	EX-OFFENDER SERVICES
Connections to Success	Although housing is not specifically a focus, a range of programming is available, from coaching with a “Life Transformation Coach” and mentoring to a four-week personal and professional development class. In addition, job search training is provided, with a “Dress for Success” component that supplies appropriate clothes for job interviews. Job developers assist in making contacts with employers. Participants also have access to transportation, as well as guidance for custodial and non-custodial fathers on child support, healthy relationships, etc. <a href="http://connectionstosuccess.org/about-connections/our-mission/">http://connectionstosuccess.org/about-connections/our-mission/</a>
One-Eighty Prevention Coalition	The One-Eighty Prevention Coalition is a conduit for substance abuse prevention resources available from NCADA through the Regional Support Center (RSC). It serves the re-entry community – ex-offenders and their families – in St. Charles, Lincoln and Warren Counties.
Society of St. Vincent De Paul of St. Louis	Ex-Offender Reentry Programs, Rent Payment Assistance for Ex-Offenders <a href="https://svdpstlouis.org/">https://svdpstlouis.org/</a>

Chart 4.25 below projects the influx of ex-offenders into the separate counties. The estimates are based on maximum release dates, so the data should be considered conservative and likely actual release would occur much sooner. Nonetheless it gives an assessment of the likely need.



Source: Missouri Department of Corrections Sunshine Law Offender Dataset.

Available at <http://doc.mo.gov/index.php>.

Downloaded August 15, 2015.

## SECTION V. KANSAS CITY/INDEPENDENCE/LEE'S SUMMIT/JACKSON COUNTY CONTINUUM OF CARE

Although the Kansas City Metropolitan Statistical Area (MSA) straddles nine Missouri counties and five counties in Kansas, the three cities that are included in the continuum of care (CoC) region lay largely within Jackson County. These include, as the name indicates, Kansas City, Missouri; Lee's Summit; and Independence. Only Lee's Summit extends into an adjacent county (Cass). The CoC is predominantly urban, with less than four percent of the population considered rural, although 55 percent of the county land area is not included in urbanized geographies.<sup>1</sup> Despite the fact that the population of the metropolitan region as a whole is less than that of the St. Louis region, the Missouri portion of Kansas City proper is the largest city in the state.

### KEY FINDINGS AND EXECUTIVE SUMMARY

The summary that follows addresses some of the most important points covered in Section V of the statewide homelessness report. Section V focuses on the Kansas City/Independence/Lee's Summit/Jackson County CoC (Kansas City CoC), and highlights the notable progress the CoC has achieved in its efforts to address homelessness.

- a) **DECLINE IN HOMELESSNESS:** Based on Point-In-Time Count data, the rate of homelessness in the Kansas City CoC has declined by 26 percent since 2010. In addition, since 2012, there has been a 48 percent decrease in the number of homeless who are unsheltered.
- b) **SHIFT IN NUMBERS OF HOMELESS IN PROGRAMMING:** After two consecutive years of substantial increases, between 2012-13 and 2013-14, the number of homeless individuals and families entering into emergency shelter declined by 15 percent. There was also a decrease (by 22 percent) in the number entering into transitional housing. During the same period, the homeless served in permanent supportive housing rose by 19 percent.
- c) **CHRONICALLY HOMELESS:** Since 2013, the number of chronically homeless sheltered by Kansas City CoC service providers has increased by over 160 percent, which is in line with the benefits hoped for from the Rapid Re-housing effort. In the same time period, totals for chronically homeless identified during the Point-In-Time Counts have increased by roughly 40 percent. It's not clear how much of this increase should be attributed to growth in this subpopulation and how much to the heightened awareness arising from the federal Department of Housing and Urban Development (HUD) directives.
- d) **HOUSING INVENTORY:** The increase in the number of chronically homeless persons who are sheltered coincides with the addition of 398 Rapid Re-housing beds to the Kansas City CoC inventory. An additional 14 are under development.
- e) **SINGLE MEN:** Among adults in emergency shelters and transitional housing, single men are the most numerous. This is also true of permanent supportive housing, although the difference in proportion between men and women in various household situations is less extreme. In most years, the totals for single men were eight to nine percentage points higher than the totals for single women. By

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<sup>1</sup>"2010 Census Urban and Rural Classification and Urban Area Criteria." Details can be found at: <http://www.census.gov/geo/reference/ua/urban-rural-2010.html>. Accessed September 14, 2015.

contrast, for all but one of the years, records for transitional housing showed a difference of over 50 percent based on gender. Statistics for emergency housing were more variable, but in 2013-14 the discrepancy between totals for single men and single women was nearly 80 percent. Similar patterns were apparent in Point-In-Time Counts.

- f) **PREVIOUS NIGHT ACCOMMODATIONS:** With regard to the living situation that the homeless reported at intake into shelter or housing, Kansas CoC data indicate that:
  - 1) **DECREASE IN VETERANS RESORTING TO PLACES UNFIT FOR HUMAN HABITATION:** With regard to veterans, in 2009-2010 nearly 70 percent of adult individuals – i.e., excluding adults living with one or more children, which tend to be a minority in this population – spent the night preceding entry into homeless programming in a place unfit for human habitation. By 2013-14, this figure had declined to under 40 percent.
  - 2) **OTHER HOMELESS IN PLACES UNFIT FOR HUMAN HABITATION:** Approximately 20 percent of individuals, as well as persons in families, entering permanent supportive housing in the Kansas City CoC service area spent the previous night in a location unfit for human habitation.
  - 3) **FORMER RENTERS ENTERING PERMANENT SUPPORTIVE HOUSING:** For both individuals and persons in families, there has been an increase in the number coming to permanent supportive housing from a rental situation.
- g) **STABILITY IN HOUSING:** Data for both transitional housing and permanent supportive housing indicate that the households involved in homeless programming in these venues show greater stability as measured by length of stay. A comparison of data on tenure in previous living situations to length-of-stay in housing secured through a program showed far more of both individuals and families remaining for a year or more. For individuals this ranged from 80 percent to in excess of 95 percent. By contrast, in previous living situations, only 30 to 40 percent remained for a year or longer. In relation to transitional housing, the typical stay was under one year, with the highest frequency being in the three month to less than a year category. With regard to prior housing, over 70 percent of adults in families and over 60 percent of individuals who entered transitional housing had remained in their prior living situation for less than three months.
- h) **RACIAL DISTRIBUTION:** Regardless of the type of programming, Black/African American homeless persons are far more likely than non-Hispanic/non-Latino Whites to require services. The ratio in some years is as high as two to one, and only among individuals in transitional housing does the ratio favor Whites. For example, over a four year period from 2010-11 to 2013-14, Black/African American persons in families accounted for 60 to 70 percent of the population in Kansas City CoC emergency shelters: this fact is more remarkable in comparison to the Black/African American share of the population in Jackson County, which is 24 percent. Among veterans there appears to be greater equivalency, but nonetheless Black/African Americans are present in homeless programming in a larger proportion than their presence in the general Jackson County population.
- i) **AGE OF VETERANS IN HOMELESS PROGRAMS:** Homeless veterans in the Kansas City CoC service area tend to be older as compared to the age distribution of the general homeless population. In emergency shelter and transitional housing the age of homeless adults in general skews younger, with the majority falling into the 18 to 50 group. With veterans in the same housing venues (emergency shelter and transitional housing), the majority are over age 31, with the highest percentage (from 60 to 70 percent) over age 51.

Permanent supportive housing has a slightly different demographic. In the general homeless population, the greatest number of residents are over age 30, with those in the age 31 to 50 bracket accounting for the highest percentage (in the range of 75 to 80 percent). With veterans in permanent supportive housing, the largest number (from 50 to 55 percent) fall into the age 18-to-30 category, with the age 51-to-61 group making up the remainder, or 40 to 45 percent.

j) **SERVICES FOR ADULTS WITH DISABILITIES:**

- 1) **ADULTS IN FAMILIES WITH CHILDREN:** The proportion of disabled adults in families accessing permanent supportive housing as compared to emergency shelter or transitional housing has risen by over 20 percent since 2010-11: from 68 percent at the beginning of the four-year period to over 90 percent in 2013-14. Over the same timeframe, the number of disabled persons in families entering permanent supportive housing has increased by over 50 percent. With respect to other programming, the share of the disabled persons entering transitional housing and emergency shelter sank into the single digits.
- 2) **INDIVIDUALS IN HOUSEHOLDS WITHOUT CHILDREN:** With respect to other disabled adults (those without children), the proportion of permanent supportive housing as compared to either emergency shelter or transitional housing shows a less dramatic increase to more long-term housing; and that increase came in 2013-14 after three years of decline. Nonetheless, over all four years, the majority (from 50 to 65 percent) of individual disabled adults derived services from permanent supportive housing. The number entering transitional housing increased by 122 percent, but the largest increase has occurred in the numbers entering emergency shelter, although its proportion of disabled occupants was less than 30 percent.
- 3) **DISABILITY TYPES:** Types of disability are reported only for permanent supportive housing. For disabled homeless in this category, the vast majority – regardless of household type – indicated their disability involved symptoms of mental illness.

- k) **HOUSEHOLD SIZE:** Most homeless veterans in the Kansas City CoC are in households where there are no children. In addition, the majorities seek housing as single adults. This is also true of the general homeless population. The most significant variation is seen in the data for emergency shelter, where anywhere from 30 percent to nearly 80 percent of the population may be single adults in a one-person household. In transitional housing there is also a majority of single adults, but the percentage is relatively steady over the four year period, at close to 50 percent in 2010-11 and 35 percent in 2012-13, the other years falling in this range. Permanent supportive housing, by contrast, shows a trend of increased single adults, with a 40 percent majority in 2010-11 to 50 percent in 2013-14.

## 1) CONTEXT

Kansas City prides itself on its strong neighborhoods. This commitment to community action is also apparent in the City’s approach to homelessness. The lead agency for the Kansas City / Independence / Lee’s Summit/Jackson County Continuum of Care (Kansas City CoC) is the Homeless Services Coalition of Greater Kansas City (HSCGKC).

Since its inception in 1982, this coalition has had participation from over 60 agencies providing various types of homeless services across the metropolitan area.<sup>2</sup> In addition, the Mid-America Regional Council, the planning entity for the region, established the Homelessness Task Force of Greater Kansas City (HTF). Having originated in 2010, it is a much younger entity than HSCGKC, but like the older organization it is committed to eliminating homelessness through prevention in an area that extends beyond Jackson County. The task force has targeted two Kansas counties (Johnson and Wyandotte), as well as two counties adjacent to Jackson (Clay and Platte).

Through these leadership entities, Kansas City has been involved in innovative ways to address homelessness, such as the 100,000 Homes Campaign. Also, the CoC routinely couples Point-In-Time Counts (PITCs) with Project Homeless Connect events. This is true for other CoCs in the state, but the Kansas City CoC is unique in adhering to the previous standard of conducting two PITCs per year. CoC leadership believes this improves the quality of the PITC data. The leadership also sees this as an opportunity to offer a second Project Homeless Connect in the mid-year, to expose others to available homeless services. The influence of these and other efforts are evident in the statistics pertaining to the Jackson County CoC.

The Census Bureau’s 2014 estimates for Jackson County indicate that among homeowners, 26 percent were at or above the 30-percent mark at which the federal Department of Housing and Urban Development (HUD) considers renters or homeowners “cost-overburdened.” In the case of renters in Kansas City, this figure is nearly 50 percent. Improvements in job prospects and the overall economy have somewhat mitigated the economic pressures that are conducive to homelessness,<sup>3</sup> but other conditions have not improved, among them the cost of housing.

Table 5.1 looks at a comparison of the financial characteristics of Jackson County median monthly housing costs and gross rent and the percentage that each represents for households at different income levels: median household income, as well as three different types of fixed income and the established federal poverty level for a family of three. As the table shows, those whose earnings would be thousands of dollars less than the median income level have the greatest chance of becoming cost-overburdened. Those in the most straitened circumstances would far exceed the federal guidelines for housing costs: as the table indicates, paying 50 to 60 percent of their income to maintain a residence.

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<sup>2</sup> The current list of dues-paying agencies includes 48 organizations. See: <http://www.hscgkc.org/membership.html>. Accessed September 14, 2015.

<sup>3</sup> As of August 2015, the Federal Reserve Bank of St. Louis puts the unemployment rate in Jackson County at 6.3 percent, down from a high of over 10 percent in 2008 and 2009. FRED® Economic Data, St. Louis Fed. Accessed October 1, 2015 at <https://research.stlouisfed.org/fred2/series/MOJACK5URN>.

**TABLE 5.1. HOUSING COST ESTIMATES AS COMPARED TO ESTIMATED INCOME, BY TYPES<sup>4</sup>**

<b>HOUSING COSTS IN JACKSON COUNTY</b>				
MEDIAN HOUSING COST, 2014	\$876 per month	\$10,512 per year		
GROSS RENT, 2014	\$806 per month	\$9,672		
<b>INCOME TYPES</b>	2014 ESTIMATES	Margin of Error	Median Housing Cost Pct of Income	Gross Rent Pct of Income
MEDIAN HOUSEHOLD INCOME	\$45,874	+/-1,886	22.9%	21.1%
RETIREMENT INCOME [MEAN]	\$21,380	+/-2,193	49.2%	45.2%
FEDERAL POVERTY LEVEL, FAMILY OF 3	\$20,090	N/A	52.3%	48.1%
SOCIAL SECURITY INCOME [MEAN]	\$17,434	+/-454	60.3%	55.5%
SUPPLEMENTAL SECURITY INCOME (SSI) [MEAN]	\$9,641	+/-720	109.0%	100.3%

Sources (accessed October 1, 2015): 1) American Factfinder, Census Bureau.

[http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS\\_13\\_1YR\\_S0201&prodType=table](http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_13_1YR_S0201&prodType=table)

2) Federal Poverty Level listings at healthcare.gov: <https://www.healthcare.gov/glossary/federal-poverty-level-FPL/>

On the following page, a second table (5.2) presents some comparative data from the HUD HDX website on accommodations preceding an individual’s or a family’s entry into homeless programming. With respect to the Kansas City CoC, there were a limited number of former homeowners. The highest percentage was found among individuals, either in emergency shelter or permanent supportive housing, who also reported having a subsidy. But their frequency compared to other groups was negligible, in most years less than one percent of the total.

Among renters, the pattern was reversed. The tally showed a smaller number of individuals or families with rent subsidies became homeless as compared to those who reported not having a subsidy. The count was lowest for those who had rental support through VASH and highest for those without any subsidy at all. Overall, the numbers were highest for individuals receiving permanent supportive housing services. Because of the type of homeless person that permanent supportive housing intends to serve (most particularly, the disabled, such as those who are experiencing symptoms of mental illness), there may have been circumstances unrelated to rent that precipitated homelessness.

In general, the data suggest that few homeless individuals and families in the Kansas City CoC entered programming immediately after vacating a home where they resided independently, either as owner or renter. Those who made this transition from a rental situation lacked a subsidy for their previous residence and were most likely to go into emergency shelter, with the exception of those eligible for permanent supportive housing. Numbers were much lower for those who reported becoming homeless despite the fact that they owned their own home. Although the numbers were small, the data indicate that homeowners with a subsidy were more likely to become homeless than those without. This may be due to the fact that homeowners with a housing subsidy are already experiencing the strain arising from limited financial resources, leaving them little margin to deal with financial emergencies.

<sup>4</sup> The Kansas City Housing Sustainability Plan provides another view which focuses on income for different occupations. See: Resource Development Institute. *Homeward Bound: Greater Kansas City Housing Sustainability Plan*. Page 62. Available online: <http://www.marc.org/Community/Homelessness-Task-Force/Assets/HomewardBound-GreaterKansasCityHousingSustainabili.aspx> Accessed November 15, 2015.

**TABLE 5.2. COUNT OF HOMELESS ENTERING SHELTER OR HOUSING FROM A PRIVATE RESIDENCE, BY RESIDENCE TYPE (SUBSIDIZED OR UNSUBSIDIZED)  
KANSAS CITY/JACKSON COUNTY CoC, 2010-11 TO 2013-14**

	EMERGENCY SHELTER PERSONS IN FAMILIES				EMERGENCY SHELTER INDIVIDUALS				TRANSITIONAL HOUSING PERSONS IN FAMILIES				TRANSITIONAL HOUSING INDIVIDUALS				PERMANENT SUPPORTIVE HOUSING PERSONS IN FAMILIES				PERMANENT SUPPORTIVE HOUSING INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>FORMER RENTERS</b>																								
RENTAL (NO SUBSIDY)	31	47	45	29	64	36	218	222	13	24	21	10	18	17	19	12	20	12	13	19	26	30	35	43
RENTAL (OTHER SUBSIDY)	6	2	1	1	5	1	9	11	2	1	3	0	0	2	0	4	11	14	14	32	0	16	29	39
RENTAL (VASH SUBSIDY)	0	0	0	0	3	0	3	1	1	0	0	0	0	0	0	2	0	0	0	0	0	0	1	2
<b>FORMER HOMEOWNERS</b>																								
OWNED (WITH SUBSIDY)	0	0	2	1	2	1	13	15	0	1	1	0	3	1	4	1	1	0	0	0	5	5	3	2
OWNED (NO SUBSIDY)	0	0	0	0	1	0	3	4	0	0	0	0	0	0	0	1	1	1	0	1	0	3	3	4
<b>TOTALS*</b>	197	228	176	137	235	321	378	269	228	243	285	344	529	528	2250	1946	235	591	487	440	497	591	739	825
*Totals represent the number of homeless individuals in each category who reported where they had spent the previous night. In some years, few of the homeless were able or chose to report this information.																								

Source: Homelessness Data Exchange.

## 2) STATUS OF HOMELESSNESS IN THE KANSAS CITY CoC

### A. OVERVIEW OF KANSAS CITY CoC HOMELESSNESS IN THE CONTEXT OF SELECTED FUNDING RESOURCES

The Kansas City CoC has witnessed a steady decline since 2012 in the number of total homeless persons in families and individuals located during PITCs. As of 2015, the total reached a level below that of 2009, when rising unemployment resulting from the 2008 recession had yet to have such an obvious effect on the rate of homelessness. Annual Homelessness Assessment Reports (AHAR) also show declines occurring in the various programs, but with a steady rise in Permanent Supportive Housing.

Charts 5.1a and 5.1b juxtapose the changes evident in the homeless population, with trends in federal funding.<sup>5</sup> Targeting of federal resources for the Kansas City CoC has undergone strategic changes since 2010, as noted below:

- Overall, funding for program components awarded to CoC projects increased by nearly 18 percent between 2010 and 2014.
- Although various supportive housing programs were funded over the five-year period, Permanent Supportive Housing and programs under that rubric, such as Shelter Plus Care and Rapid Re-housing, tended to attract either the bulk of the resources or the greatest growth in resources. Allocation levels for this component were increased by nearly 45 percent from 2010 to 2014. Over the same time period, the number of homeless persons in families and individuals receiving Permanent Supportive Housing services increased by 103 percent.
- The initial funding for Rapid Re-housing represented five percent or less of the total CoC program component allocation, but its share increased dramatically in 2014 – by 190 percent over its original allotment in 2012.
- Similarly, Housing First funds have also increased, though by a more modest 24 percent.
- Funding allocations for Transitional Housing have declined 75 percent, from a share of 16 percent of the total federal homelessness allocation to three percent. AHAR data shows a decline of 22 percent in the numbers being served through this programming. At the most recent PITC, the decrease from 2009 levels was 53 percent.
- Other allocations have remained relatively flat, such as the amounts designated for HOPWA. Since 2010, the amounts have declined slightly, but with intervening increases in 2011 and 2012.

This is, of course, not a complete summary of funding available for homelessness programs. For example, in 2014 the Rose Brooks Center in Kansas City received a grant of over \$350,000 from the Office of Violence Against Women, a branch of the Department of Justice, for its transitional housing program.<sup>6</sup> In 2012, Hope House in Lee’s Summit received a similar award in the amount of \$300,000.

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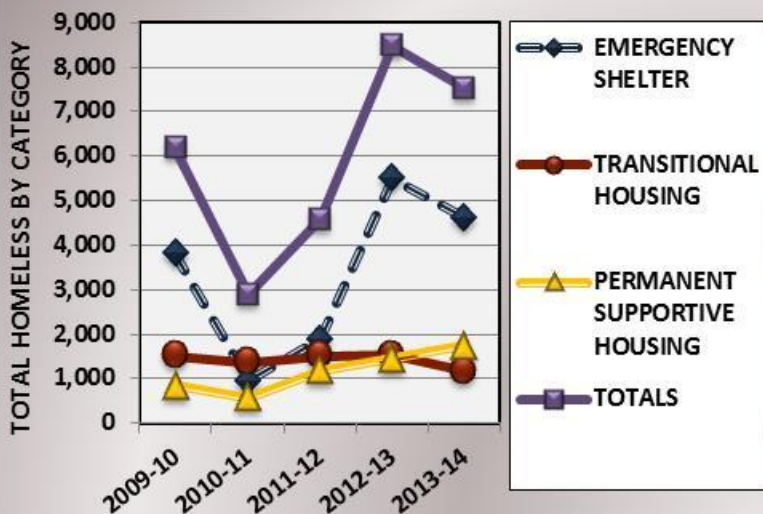
<sup>5</sup> Data on funding awards for the Kansas City CoC programs were accessed November 11, 2015 at the HUD website: [https://www.hudexchange.info/grantees/cpd-allocations-awards/?filter\\_year=2014&filter\\_program=8&filter\\_state=MO&filter\\_coc=629](https://www.hudexchange.info/grantees/cpd-allocations-awards/?filter_year=2014&filter_program=8&filter_state=MO&filter_coc=629)

<sup>6</sup> Office of Violence Against Women grant awards for several years are listed at the following website: <http://www.justice.gov/ovw/awards/fy-2014-ovw-grant-awards-program#23>. Accessed November 13, 2015.

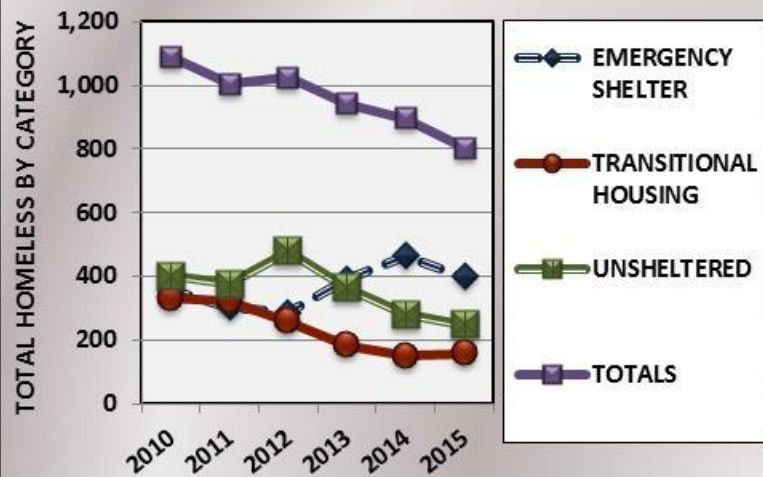


**CHART 5.1a. TOTAL HOMELESS BY PROGRAM SERVICES  
KANSAS CITY/JACKSON COUNTY CoC**

**ANNUAL HOMELESS ASSESSMENT REPORT DATA**

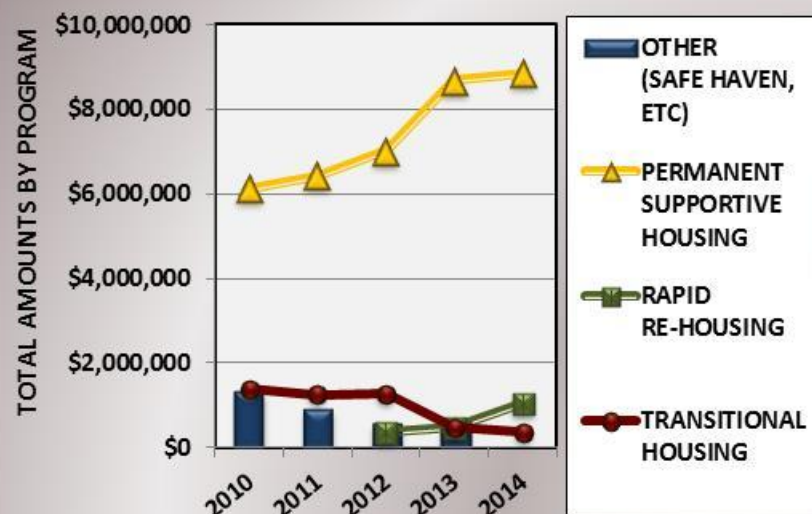


**POINT-IN-TIME COUNT DATA**

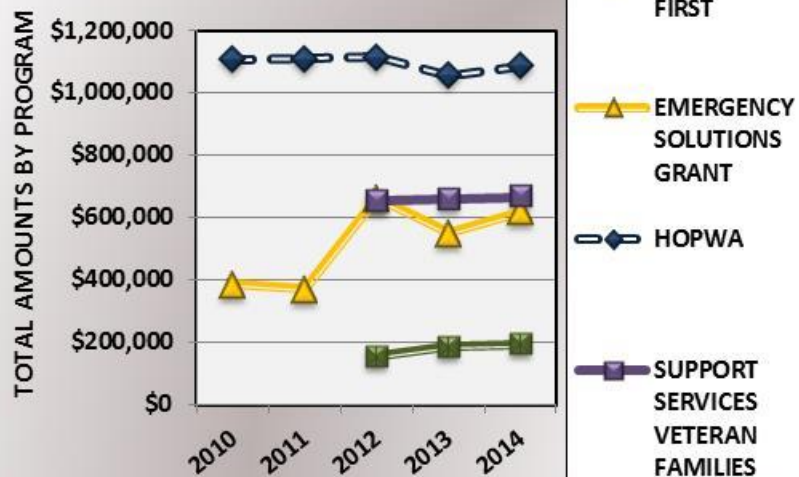


**CHART 5.1b. FEDERAL FUNDING FOR HOMELESS PROGRAMS  
KANSAS CITY/JACKSON COUNTY CoC**

**CONTINUUM OF CARE FUNDING**



**OTHER HOMELESS PROGRAM FUNDING**



The Substance Abuse and Mental Health Services Administration (SAMSHA) also has housing programs, but the grants awarded to Kansas City institutions since 2010 have largely had a treatment, technology or education focus. State and local government may supply resources, as well. One instance of this is the support available from Jackson County government for drug treatment, mental health care and domestic violence programs, some of which have a homelessness or homelessness prevention component.<sup>7</sup>

Given the complexity of homelessness as a phenomenon, the link between funding levels and the population of homeless persons in families and individuals should not be over-stated. Improvements in the economy and employment opportunities have undoubtedly helped to alter the prospects for many who struggle to find and maintain housing. Nonetheless, the strategic allocation of resources for housing appears to have had an impact on the services available and how services are being delivered in the Kansas City CoC target area.

## **B. TARGETED SUBPOPULATIONS**

The CoC and its member service providers have progressed with alternative strategies for specific sub-populations. The 100,000 Homes Campaign – which met its goal in June 2014 – focused on chronically homeless persons in families and individuals. Kansas City’s share in the achievement was the provision of housing to 434 chronically homeless persons, among them 107 veterans.<sup>8</sup>

This success would make the results shown in Chart 5.2 somewhat counter-intuitive. After three successive years of decline beginning in 2010, in both the 2014 and 2015 PITCs, the extent of chronic homelessness in the Kansas City CoC target area appears to have increased.

A closer examination, however, indicates that while the overall numbers have gone up (by roughly 40 percent), the 2015 PITC for the unsheltered has decreased by 55 percent from its 2013 value. The totals for the sheltered have increased even more dramatically – by more than 160 percent – over the same time period. It’s possible that the association with a program may facilitate including them in the count, or it may be that improved screening tools – the Kansas City CoC is now using the VI-SPDAT – better enables PITC volunteers to identify those who fall into this category.

That said, as of the 2015 PITC, the Rapid Re-housing initiative had contributed 398 beds to the inventory, with an additional 14 under development. The high-profile success of the 100,000 Homes Campaign led to Kansas City’s housing 200 chronically homeless by November 2013,<sup>9</sup> with a final tally of 434 housed. As noted earlier, 107 of these individuals were veterans.

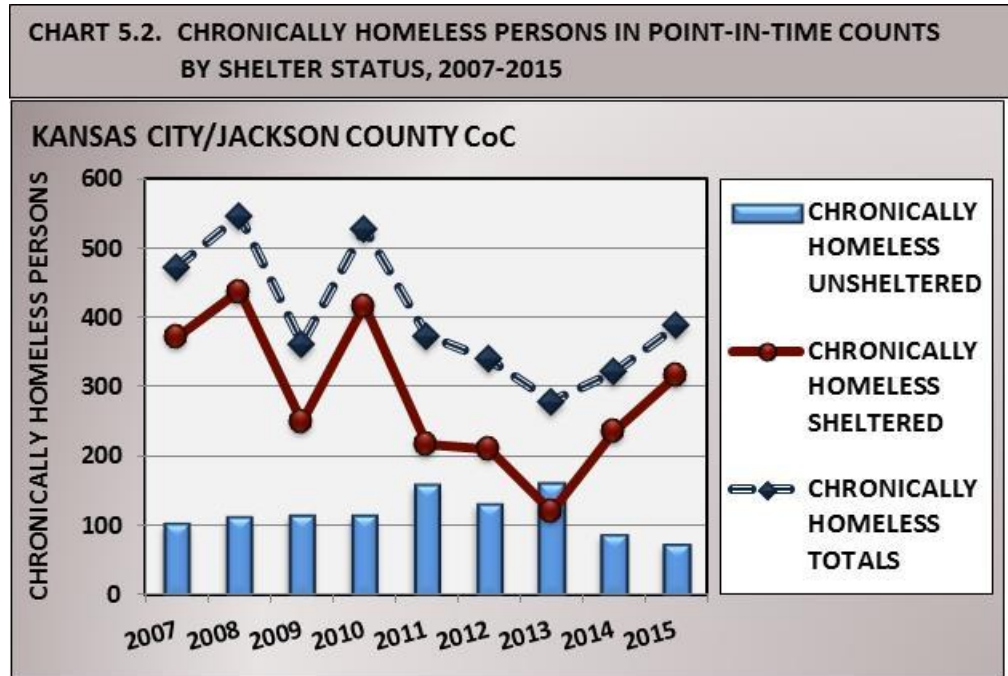
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<sup>7</sup> For a list of Jackson County COMBAT grantees, see: <http://www.jacksongov.org/content/9469/9479/9508/9514/default.aspx>. Website accessed November 13, 2015.

<sup>8</sup> John Pepitone, “Housing for Homeless in Kansas City Pushes to End Plight of Life on the Streets.” June 11, 2014. WDAF-TV Kansas City. Accessed September 17, 2015 at: <http://fox4kc.com/2014/06/11/housing-for-homeless-in-kansas-city-pushes-to-end-plight-of-life-on-the-streets/>.

<sup>9</sup> Lynn Horsley. “A New Start for Kansas City’s Homeless.” *Kansas City Star*. November 9, 2013. Accessed online September 30, 2015 at <http://100khomes.org/press/a-new-start-for-kansas-city%E2%80%99s-homeless>.

The data displayed in Chart 5.2 summarizes trends in chronic homelessness since 2007. Over that period, as of 2015, the number of persons who were tallied as “chronically homeless persons, unsheltered” declined by 30 percent, with an even sharper drop of 55 percent in relation to the 2013 and 2015 totals.



	2007	2008	2009	2010	2011	2012	2013	2014	2015
CHRONICALLY HOMELESS POPULATION TOTALS	472	547	361	528	373	339	278	321	388
CHRONICALLY HOMELESS PERSONS, SHELTERED	372	438	249	417	217	210	120	236	317
CHRONICALLY HOMELESS PERSONS, UNSHELTERED	100	109	112	111	156	129	158	85	71

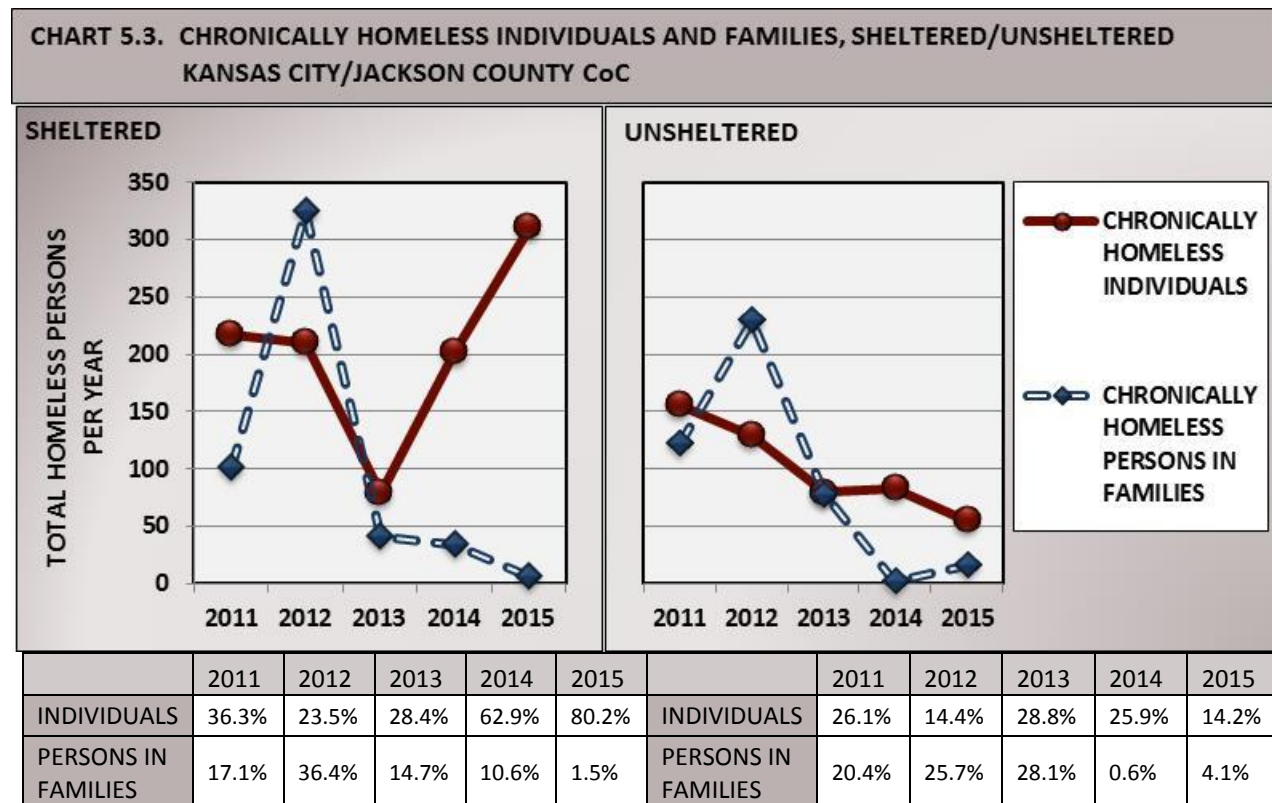
When the tallies for chronic homelessness are examined by household status (i.e., persons in families in comparisons to individuals), as in Chart 5.3, the ranks of

the unsheltered appear to have thinned considerably, especially for the homeless persons in family units. Between 2011 and 2015, the size of this group dropped by 86.9 percent overall. An even steeper decrease, at 93 percent, occurred between 2012 and 2015.

Data for sheltered chronically homeless families reveal a similar pattern. A comparison of 2011 numbers with those for 2015 indicates a 94 percent decline. Their numbers have dropped to single digits, with a sizeable decline (98 percent) from 2012 to 2013.

Unsheltered individuals also declined in number, with a 64 percent decrease between 2011 and 2015. The reduction in this group occurred at a more even pace, with comparable declines in 2012 and 2013. The only growth occurred among sheltered individuals, with the number for this group up by 43 percent in 2015.

Whether viewed as a whole or in terms of how different types of households have been affected, these developments point to the efficacy of both the Rapid Re-housing dollars and the 100,000 Homes Campaign in finding solutions for this subpopulation.



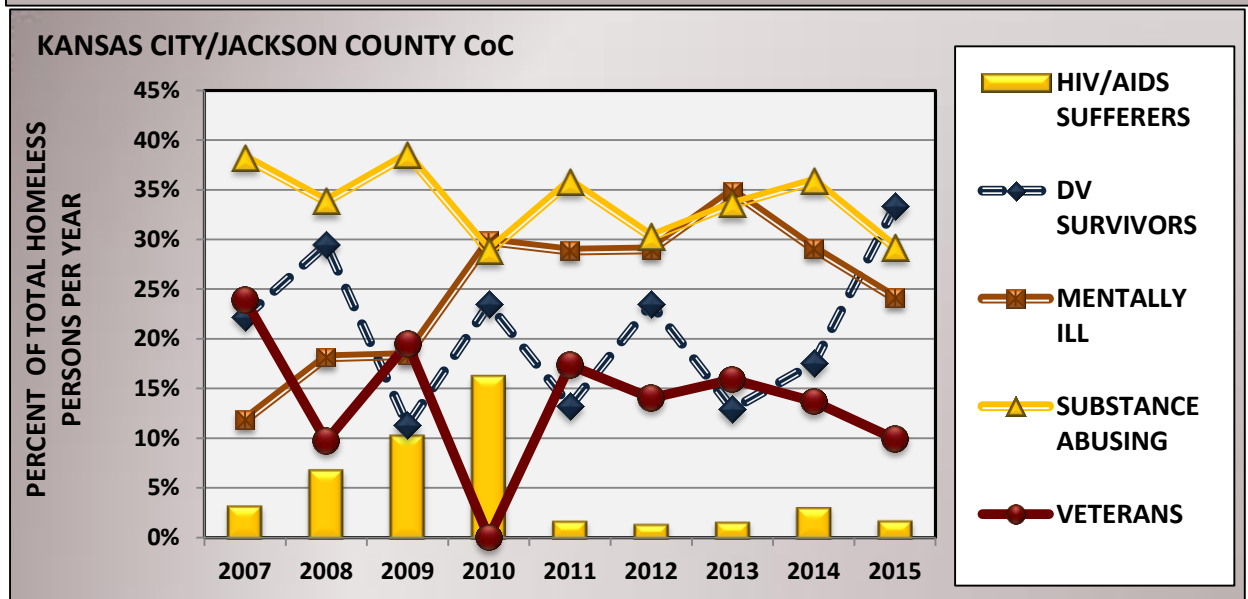
**C. OTHER SUBPOPULATIONS AMONG HOMELESS PERSONS IN FAMILIES AND INDIVIDUALS**

Chart 5.4 illustrates trends in five different subpopulations. The percentages for each group represent their frequency among the count for total homeless persons each year. For the Kansas City CoC, most of the subpopulations have declined from their proportions in 2014, with just a few exceptions:

**DOMESTIC VIOLENCE SURVIVORS:** With regard to homeless persons in families and individuals who reported having experienced domestic violence, the count increased by nearly 70 percent over its 2014 total and roughly 110 percent over the 2013 figure, to a point where, as of January 2015, it represents 30 percent of the total population. As the trend line shows, however, there is considerable variability among the count for this group, with increases of more than 100 percent in one year, followed by equally dramatic declines in the next.

This may be related to the success of advocacy efforts – such as those of the Missouri Coalition Against Domestic and Sexual Violence (MCADSV) – in increasing funding for shelter beds and other domestic violence services. In 2016, for example, Missouri is slated to receive an additional \$28 million in federal funding for domestic violence assistance.

**CHART 5.4. SUBPOPULATION TRENDS: 2007-2015 POINT-IN-TIME COUNTS  
PERCENTAGE OF TOTAL HOMELESS PERSONS, ALL HOUSEHOLDS**



	2007	2008	2009	2010	2011	2012	2013	2014	2015
<b>DOMESTIC VIOLENCE</b>	133	325	121	356	240	499	206	256	434
<b>HIV/AIDS</b>	19	75	110	246	30	28	25	44	22
<b>SYMPTOMS OF MENTAL ILLNESS</b>	71	200	197	452	524	616	556	425	314
<b>SUBSTANCE USE DISORDER</b>	229	373	413	437	650	643	535	524	380
<b>UNACCOMPANIED YOUTH*</b>	4	22	22	25	56	39	19	11	23
<b>VETERANS</b>	143	107	209		315	298	254	200	129

NOTE: Unaccompanied Youth category not shown in chart. Totals constituted less than 3.5 percent in all years.

MCADSV has aggressively campaigned to raise awareness among policymakers that high numbers of people seeking assistance from domestic violence shelters were being turned away due to lack of bed space. Even with this influx of federal resources, it’s unlikely that the discrepancy between demand and availability will be resolved, given that 23,000 across Missouri were turned away from shelters in 2014. According to MCADSV statistics, 44 percent of this total sought to receive services in the Kansas City, Missouri region.<sup>10</sup>

<sup>10</sup> Kendyl Kearly. “Cost of Care: What It Takes to Support Missouri’s Domestic Violence Programs.” *Vox Magazine*. November 5, 2015. Accessed November 15, 2015 online at: <http://www.voxmagazine.com/2015/11/cost-of-care-what-it-takes-to-support-missouris-domestic-violence-programs/>. “2014 Regional Statistics. Individuals served in 2014 by region.” Missouri Coalition Against Domestic and Sexual Violence.” Available online at: <http://www.mocadsv.org/FileStream.aspx?FileID=345>. Accessed November 15, 2015.

Although there isn't a direct correlation between Jackson County police reports of domestic violence and its incidence among those who are homeless, the statistics shown in Table 5.3 illustrate the extent to which the homeless persons in families and individuals have distinctive characteristics not necessarily found in the general population.

**TABLE 5.3. DOMESTIC VIOLENCE SURVIVORS AMONG THE GENERAL HOMELESS POPULATION IN JACKSON COUNTY CoC AS COMPARED TO POLICE REPORTS OF DOMESTIC VIOLENCE IN THE GENERAL POPULATION**

PITC Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
Percent of Domestic Violence Survivors Among the Homeless	8.3%	15.5%	7.6%	18.4%	<b>8.6%</b>	<b>20.1%</b>	<b>8.8%</b>	13.3%	30.0%
Police reports of domestic violence as a percent of Jackson County population (2010 census) <sup>11</sup>					<b>1.0%</b>	<b>1.0%</b>	<b>1.0%</b>		

Source: Missouri Department of Mental Health. "2015 Status Report on Missouri's Substance Abuse and Mental Health Problems. Jackson County." Accessed September 15, 2015 at: <http://dmh.mo.gov/ada/countylinks/docs/indicator-jackson.pdf>

MCADSV's 2014 count for individuals sheltered was 2,012. Including the 10,122 turned away, this gives an average of 33 per day. The number shown for 2014 in Chart 5.4's data table is 256, roughly 8 times the average derived from MCADSV's statistics.

In all other subpopulations present in the Jackson County CoC count, the numbers dropped.

- **PERSONS EXPERIENCING SYMPTOMS OF MENTAL ILLNESS:** The number of persons experiencing symptoms of mental illness continued a modest decline that began with a 10 percent dip between 2012 and 2013, followed by a 24 percent decrease from 2013 to 2014 and 26 percent from 2014 to 2015. In 2007, the percentage stood at roughly five percent, but subsequent refinements to the data collection system may explain the steep rise from that low point.

Similar to Table 5.3, Table 5.4 provides data recording the incidence of mental health episodes in the general Jackson County population. Data for the years shown correspond to PITCs tallying the presence of those with symptoms of mental illness. The share of homeless persons in families and individuals debilitated in this way is three to four times greater than the occurrence of similar problems in the general population.

<sup>11</sup> See also: Missouri Statistical Analysis Center. *Crime in Missouri, 2012*. Missouri State Highway Patrol, Research and Development Division, Statistical Analysis Center. Accessed online October 16, 2014 at: <http://www.mshp.dps.missouri.gov/MSHPWeb/SAC/pdf/2012CrimelnMO.pdf>.

**TABLE 5.4. INCIDENCE OF MENTAL HEALTH ISSUES IN POINT-IN-TIME COUNTS AS COMPARED TO THE JACKSON COUNTY GENERAL POPULATION**

PITC Year	2009	2010	2011	2012	2013	2014	2015
Percent of Total Homeless Persons in Families and Individuals Reporting Severe Mental Illness	12.4%	<b>23.3%</b>	<b>18.8%</b>	<b>24.8%</b>	23.9%	22%	21.7%
Jackson County population requiring emergency mental health care or hospitalization		<b>6.2%</b>	<b>6.8%</b>	<b>6.8%</b>			

Source: Missouri Department of Mental Health. "2015 Status Report on Missouri's Substance Abuse and Mental Health Problems. Jackson County." Accessed September 15, 2015 at: <http://dmh.mo.gov/ada/countylinks/docs/indicator-jackson.pdf>

- **SUBSTANCE USE DISORDER:** In addition, there were fewer homeless persons reporting problems with substance use. This group dropped to roughly 27 percent of its 2014 level. Nonetheless the incidence of self-reported drug use among homeless persons in families and individuals is significantly higher than one indicator of substance use disorders in the general Jackson County population: i.e., the number experiencing hospitalization or emergency room care due to drug use (shown in Table 5.5). For both those experiencing symptoms of mental illness and those with substance use disorders, Kansas City CoC has begun to implement Housing First concepts, as well as programs such as Rapid Re-housing. The recognition of the value of these approaches extends even to ex-offenders, as noted in the Kansas City Housing Sustainability Plan.<sup>12</sup>
- **PERSONS WITH HIV/AIDS (PWA):** Since 2011, persons with HIV/AIDS have not been as prevalent among the homeless persons in families and individuals included in the Kansas City CoC count.

**TABLE 5.5. SUBSTANCE USE DISORDERS AMONG THE GENERAL HOMELESS POPULATION AS COMPARED TO EMERGENCY MEDICAL CARE OR HOSPITALIZATION IN THE GENERAL JACKSON COUNTY POPULATION**

PITC Year	2009	2010	2011	2012	2013	2014	2015
Percent of Total Homeless Reporting Substance Use Disorders	12.4%	<b>23.3%</b>	<b>18.8%</b>	<b>24.8%</b>	23.9%	22.0%	21.7%
<sup>a</sup> SAMSHA Statistics for Substance Use Disorders, Kansas City MSA				<b>13.1%</b>			
<sup>b</sup> Jackson County population requiring emergency medical treatment or hospitalization due to drug or alcohol use		<b>2.9%</b>	<b>3.0%</b>	<b>3.2%</b>			

<sup>a</sup> Source: SAMHSA, Center for Behavioral Health Statistics and Quality, National Survey on Drug Use and Health, 2005 and 2006 to 2010 (Revised March 2012). Accessed October 2, 2015 at: <http://www.samhsa.gov/data/sites/default/files/NSDUHMetroBriefReports/NSDUHMetroBriefReports/NSDUH-Metro-Kansas-City.pdf>.

<sup>b</sup> Source: Missouri Department of Mental Health. "2015 Status Report on Missouri's Substance Abuse and Mental Health Problems. Jackson County." Accessed September 15, 2015 at: <http://dmh.mo.gov/ada/countylinks/docs/indicator-jackson.pdf>

Compared to the other subgroups, this category constitutes a small segment of the homeless population. Since 2011, homeless persons in families and individuals have been at levels less than 3 per-

<sup>12</sup> Homeward Bound, pp. 154-155.

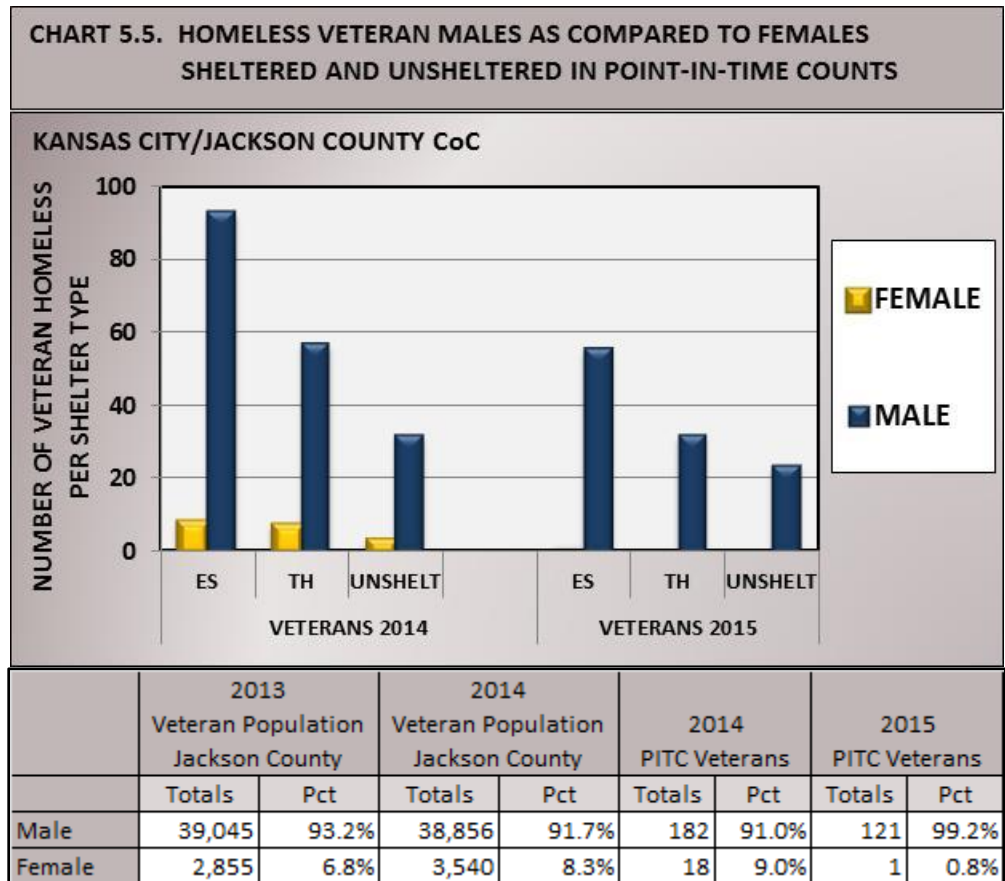
cent of the total subpopulation tally. A slight increase in 2014 was not sustained in 2015. This suggests that individuals or adults in families with HIV/AIDS are able to maintain housing, either through programs operating with HOPWA funds or other monies.

- **VETERANS:** Since 2007, the veteran count among homeless families and individuals has been limited, certainly in comparison to those experiencing symptoms of mental illness or dealing with substance use disorders. The trend for this subpopulation has been a gradual decline to a point where it represents less than ten percent of the total homeless population. Kansas City (both the Missouri and Kansas segments of the metropolitan area) have been participants in Zero: 2016,<sup>13</sup> an initiative central to the CoC’s plans for reducing both veteran and chronic homelessness. Under the leadership of the Homeless Services Coalition of Greater Kansas City and with the support of Housing First dollars provided by MHDC, veteran homelessness has held steady. At the January 2016 PITC, the tally identified a total of 169 veterans, while AHAR data from 2014-15 showed a figure of 836 veterans across all household and programming types. This represents less than two percent of the 2014 estimate for veterans in the Jackson County general population (42,396).

**D. GENDER DEMOGRAPHICS FOR VETERANS AS COMPARED TO THE TOTAL HOMELESS POPULATION**

Although veterans tend to be under-represented in PITCs and AHAR data, Kansas City CoC has a substantive veteran population (Chart 5.5 data table).

In the 2014 and 2015 counts, the majority of homeless veterans served by the CoC were men. The proportion of males to females in Jackson County’s general population estimates for 2013 and 2014 differs

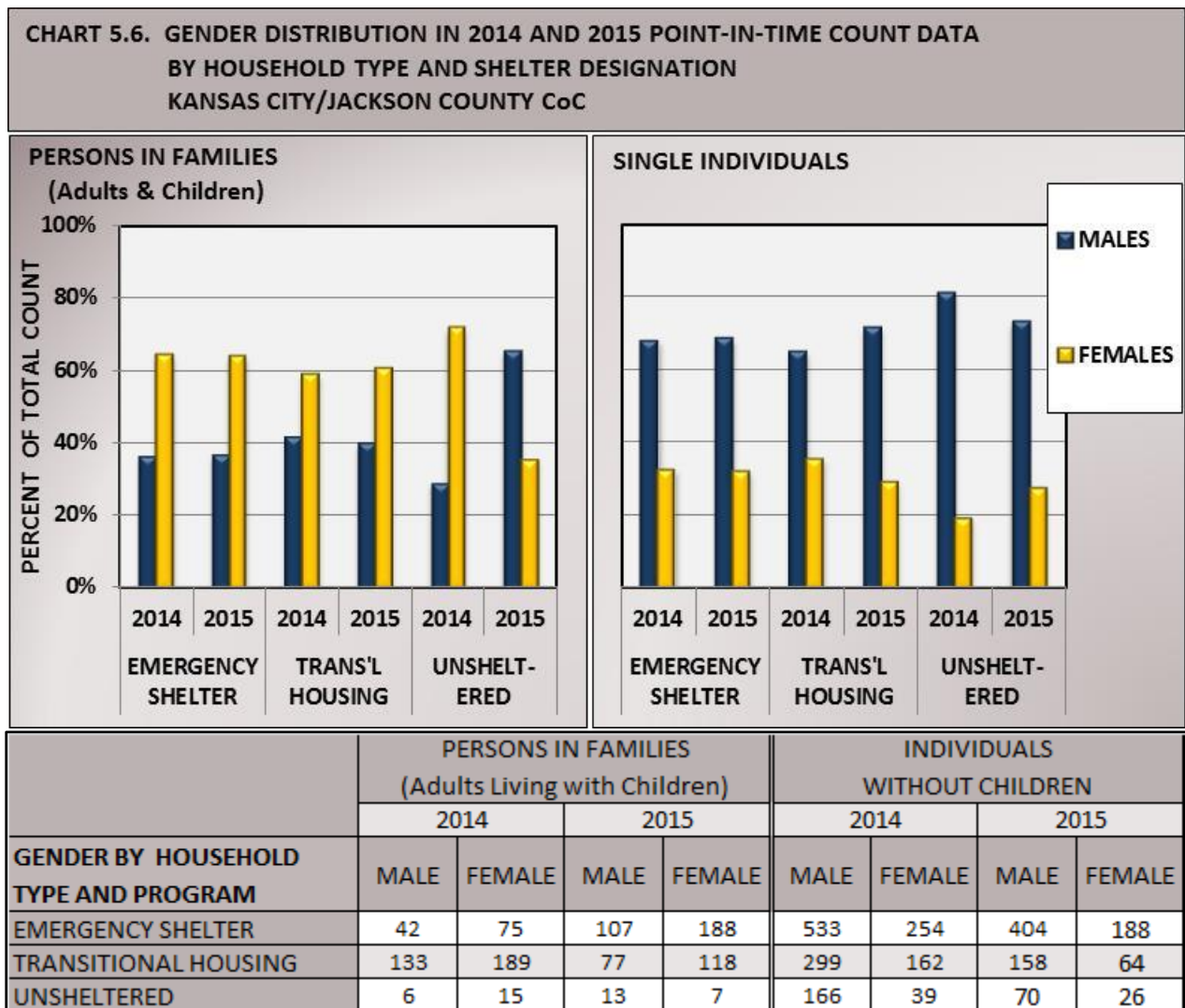


<sup>13</sup> “Communities Announced for Zero: 2016.” Community Solutions Press Release, November 6, 2014. Accessed online at: <https://cmtysolutions.org/updates/press-releases>, April 14, 2016.



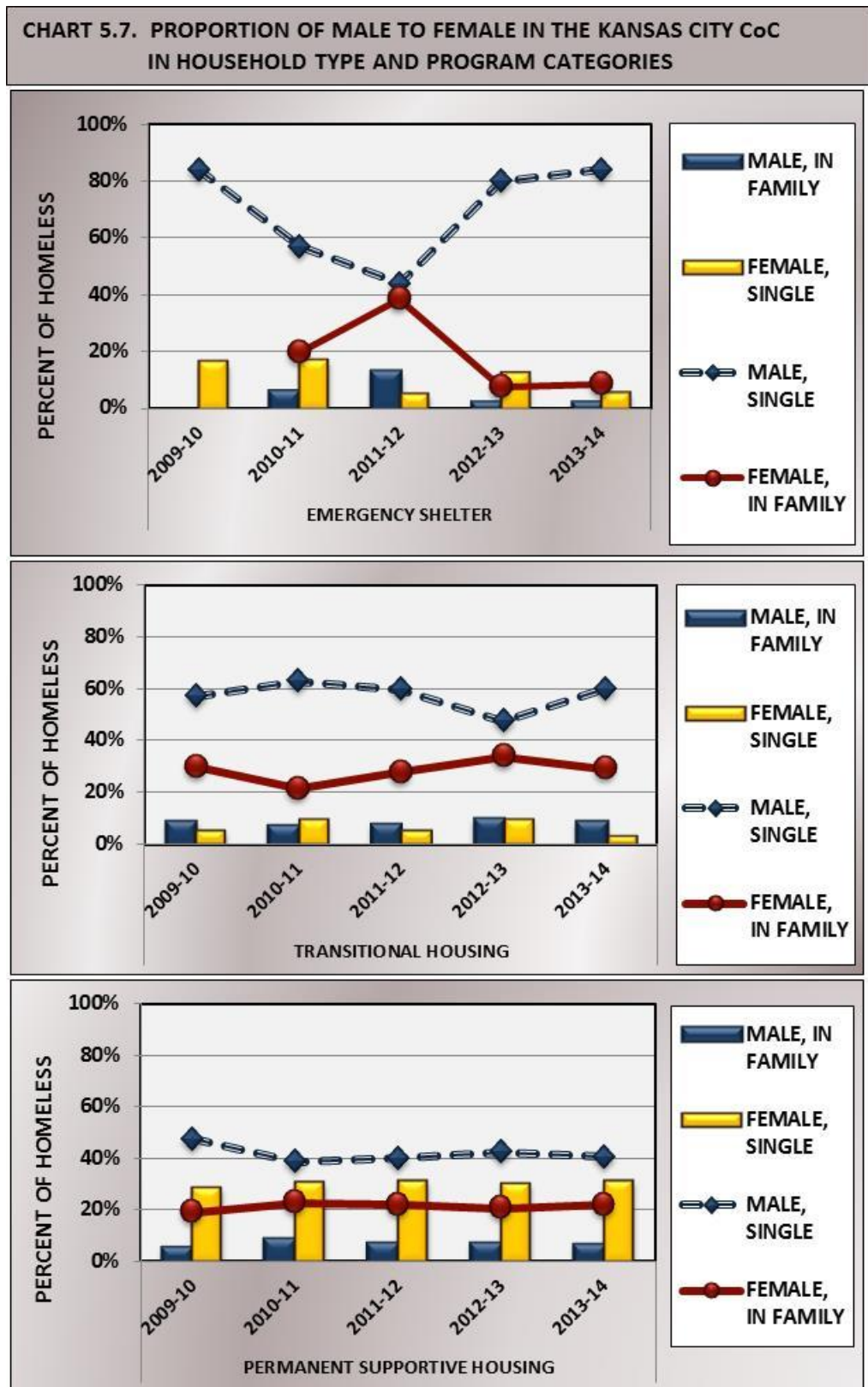
from the proportion of men to women among veterans counted at the 2014 and 2015 PITCs, as well as in the AHAR data from HMIS.

Chart 5.6 contrasts the proportion of males to females in the 2014 and 2015 PITCS in the two household categories. The “persons in families” PITC data for 2014 and 2015 combines adults with children. Due to the inclusion of children with adults in the Persons in Families data, there isn’t a direct comparison between the two chart sections. In the chart for households with only adults, men outnumber women by roughly two-to-one in the shelter locations (emergency shelter and transitional housing) and up to four-to-one among the unsheltered.



AHAR statistics provide separate gender datasets for adults and children. When data for adults only are examined for the five-year period beginning with 2008-09, a slightly more complex picture of gender distribution emerges, with a significant difference apparent in relation to the types of households in each category of shelter.

Chart 5.7 illustrates the proportion of adult males to adult females based on program records compiled as part of AHAR datasets from 2009-10 to 2013-14. The data shown parallel what is illustrated in the previous chart, but extend the comparison to include details on permanent supportive housing. The same categories are used. (Table 5.6 shows numbers for each category.) The analysis indicates that single men tend to represent the highest proportion among the homeless persons in families and individuals in Kansas City CoC shelters or other housing. This pattern is repeated regardless of the type of programming, although they occupied the highest proportion of any group in emergency shelter (up to nearly 85 percent) and were less frequent in permanent supportive housing (as low as 40 percent).



In addition:

**MALES IN FAMILIES:** Among the four categories, males accompanied by families frequently were present in the lowest proportion of all four groups. This group constituted 12 percent or less of the category totals per year. More frequently, they represented an even lower percentage: more in the range of 6 to 8 percent. This was most pronounced in permanent supportive housing, where they were the group with lowest proportion in all five years.

- **FEMALES IN FAMILIES:** Adult females are most frequently associated with households that have children. In general, this group accounted for between 20 to 30 percent of those for whom gender was recorded. Nonetheless, in most types of programming and most years their proportion was less than half of single males.
- **SINGLE FEMALES:** Like males living with families that have children, females without a family also tended to be a minority, although this was more dependent on the type of programming. Single females appeared in highest proportion in the permanent supportive housing population, and at their lowest in transitional housing.

**TABLE 5.6. AHAR DATA ON GENDER DISTRIBUTION BY PROGRAM AND HOUSEHOLD, 2009-10 TO 2013-14  
KANSAS CITY/INDEPENDENCE/LEE’S SUMMIT/JACKSON COUNTY CoC**

<b>EMERGENCY SHELTER</b>										
	<b>2009-10</b>		<b>2010-11</b>		<b>2011-12</b>		<b>2012-13</b>		<b>2013-14</b>	
	<b>FAMILY</b>	<b>SINGLE</b>	<b>FAMILY</b>	<b>SINGLE</b>	<b>FAMILY</b>	<b>SINGLE</b>	<b>FAMILY</b>	<b>SINGLE</b>	<b>FAMILY</b>	<b>SINGLE</b>
<b>FEMALE</b>	NO	594	224	189	412	53	350	584	333	207
<b>MALE</b>	DATA	3,206	74	644	137	474	104	3,675	82	3,295
<b>TOTALS</b>	<b>3,800</b>		<b>1,131</b>		<b>1,076</b>		<b>4,713</b>		<b>3,917</b>	
<b>TRANSITIONAL HOUSING</b>										
	<b>FAMILY</b>	<b>SINGLE</b>	<b>FAMILY</b>	<b>SINGLE</b>	<b>FAMILY</b>	<b>SINGLE</b>	<b>FAMILY</b>	<b>SINGLE</b>	<b>FAMILY</b>	<b>SINGLE</b>
<b>FEMALE</b>	273	47	193	82	266	51	310	87	211	20
<b>MALE</b>	75	525	60	568	68	574	85	436	59	437
<b>TOTALS</b>	<b>920</b>		<b>903</b>		<b>959</b>		<b>918</b>		<b>727</b>	
<b>PERMANENT SUPPORTIVE HOUSING</b>										
	<b>FAMILY</b>	<b>SINGLE</b>	<b>FAMILY</b>	<b>SINGLE</b>	<b>FAMILY</b>	<b>SINGLE</b>	<b>FAMILY</b>	<b>SINGLE</b>	<b>FAMILY</b>	<b>SINGLE</b>
<b>FEMALE</b>	116	175	180	240	187	266	266	315	271	387
<b>MALE</b>	32	292	68	307	60	341	341	444	82	502
<b>TOTAL</b>	<b>615</b>		<b>795</b>		<b>854</b>		<b>1,366</b>		<b>1,242</b>	

In the Kansas City CoC, women have a greater presence in transitional housing than in emergency shelters, with approximately 20 to 40 percent of the total homeless population being women in families. Women who are single represent only a small fraction of total individuals in this group. Single men account for 50 to 60 percent of all those in transitional housing. Having such a high percentage of single males receiving services is not necessarily the norm for Missouri CoCs. Some CoC leadership have expressed concern that the CoC system may not adequately serve this group, due to inadequate shelter space set aside for a population that may have a higher incidence of crime.

### E. ACCESS TO SHELTER

Housing inventory data from 2014 and 2015 shows similar gender distribution patterns (presented in Chart 5.8), as do the statistics from the most recent PITCs (see Chart 5.6 above).

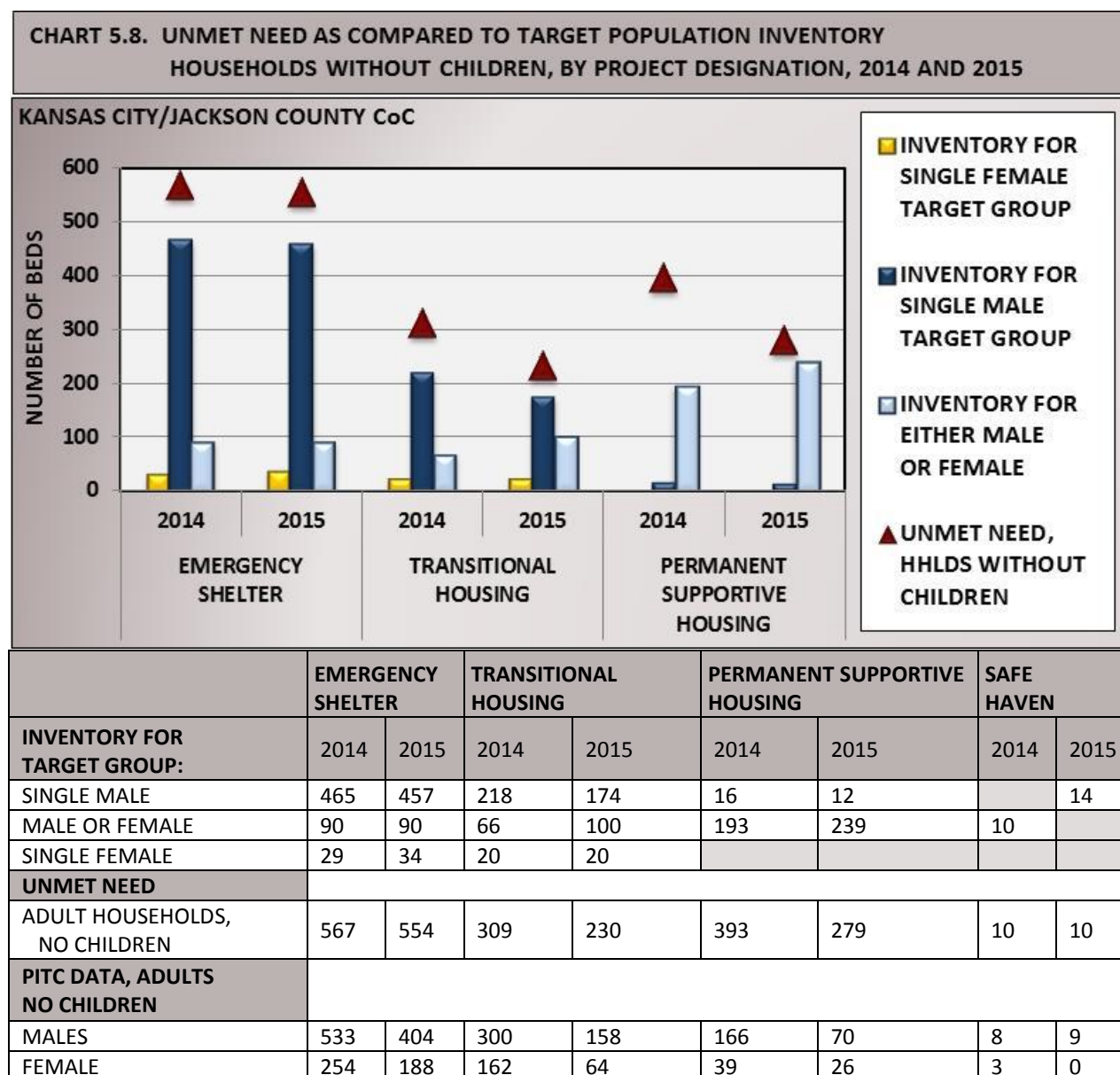
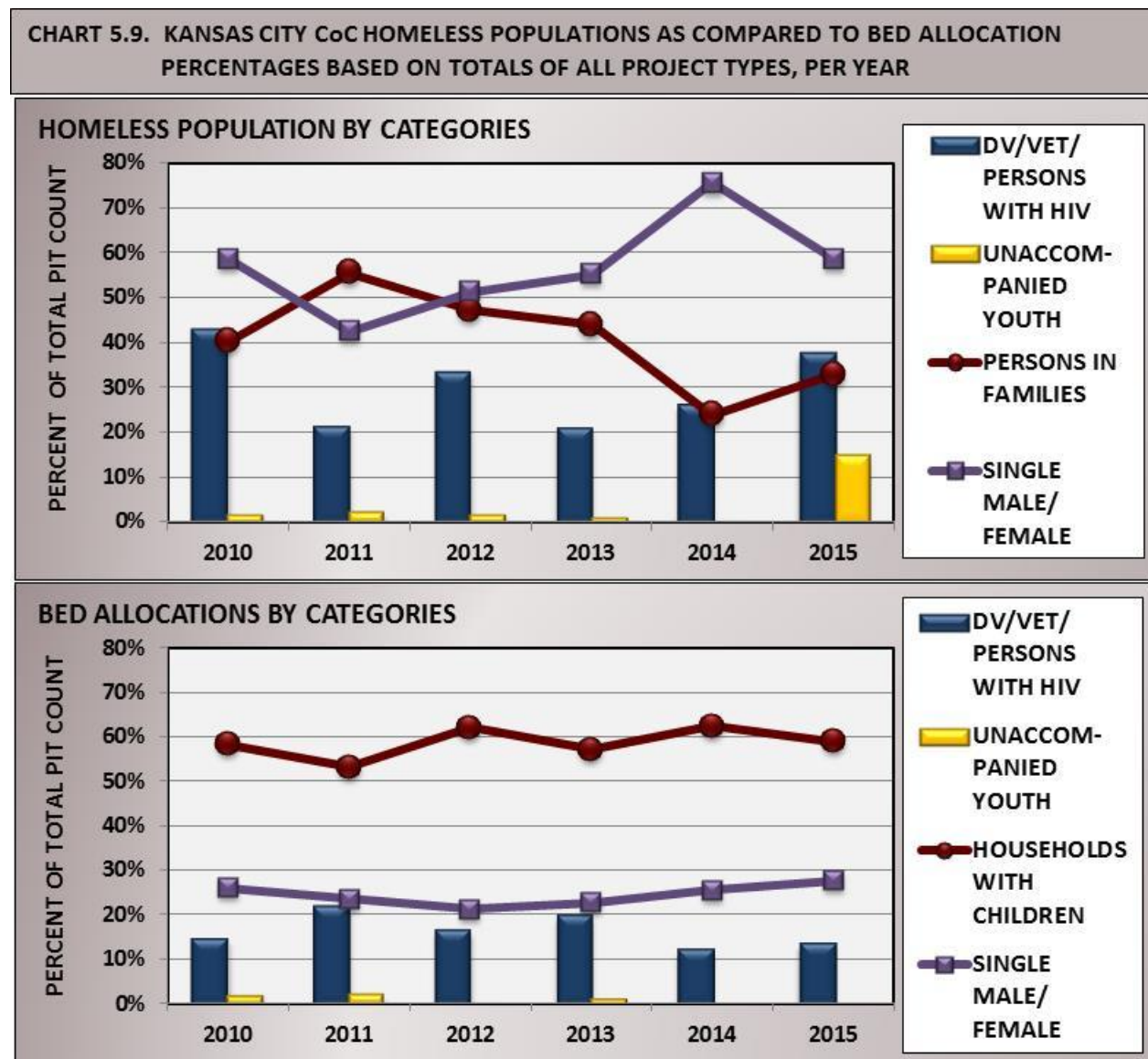


Chart 5.8 compares the inventory of beds for project types (emergency shelter, transitional housing and permanent supportive housing) in relation to the estimates for unmet need specific to adults in households without children. The unmet need estimate does not discriminate by gender, but for both emergency shelter and transitional housing the inventory appears to be in line with what shelter providers see as the most desirable programming for those receiving services at the time of the count.

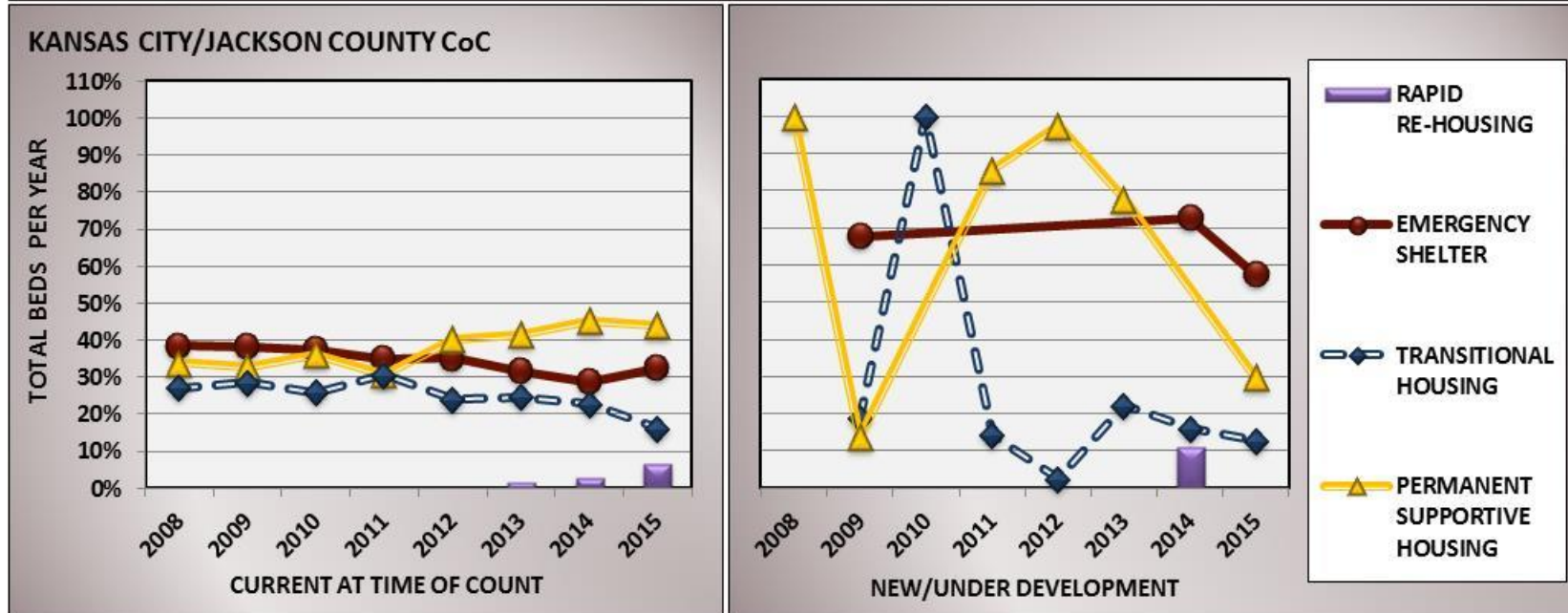
Chart 5.8's data table provides additional comparisons with PITC data for 2014 and 2015. Since 25 percent of the inventory funded for a target population (for example, households with children) can be used, if necessary, for overflow from other groups, this may provide support for the number of single women that appears to exceed the beds provided.

While the allocations of beds has considerable flexibility to adapt to needs, this chart suggests a discrepancy in the distribution similar to that discussed in the previous section and what funders or planners may have determined as likely need. The two components of Chart 5.9 compare the population of homeless persons in families and individuals as determined by the annual PITCs from 2010 to 2015 with the bed allocation indicated by the Housing Inventory Count.



NOTE: Percentages are based on a total of amounts, per year, for adults without children; persons in households with at least one child; and unaccompanied children/youth. The "DV/VET/Persons with HIV" group is treated as a subset of the total, since there may be overlap with other categories. Also, the data in all categories includes both sheltered and unsheltered.

**CHART 5.10. TRENDS IN CURRENT BEDS AS COMPARED TO BEDS THAT ARE NEW OR UNDER DEVELOPMENT  
HOUSING INVENTORY DATA, 2008 TO 2015**



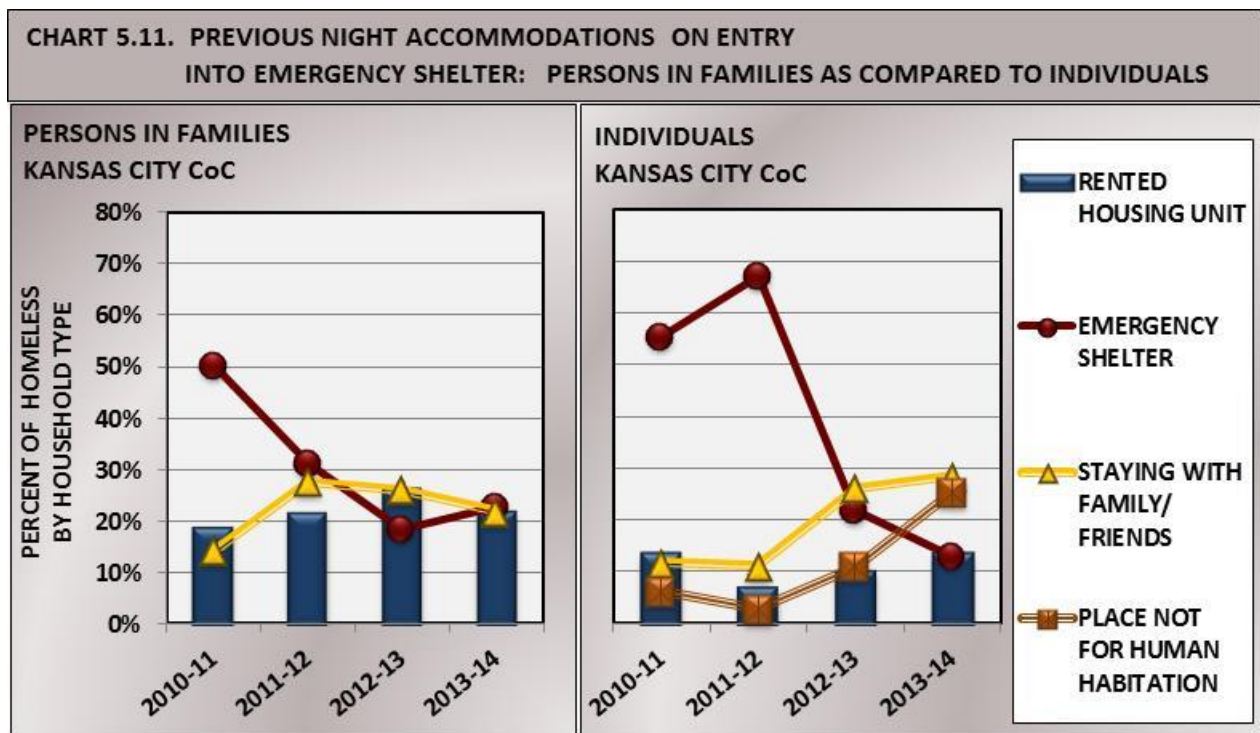
	CURRENT								NEW/UNDER DEVELOPMENT							
	2008	2009	2010	2011	2012	2013	2014	2015	2008	2009	2010	2011	2012	2013	2014	2015
EMERGENCY SHELTER	1,090	1,055	1,238	1,207	1,167	1,146	1,065	1,064		163					90	90
PERMANENT SUPPORTIVE HOUSING	965	907	1,197	1,064	1,337	1,506	1,678	1,446	41	33		36	787	70		47
TRANSITIONAL HOUSING	770	791	853	1,058	798	893	842	530		45	116	6	20	20	20	20
RAPID RE-HOUSING						68	108	222							14	
SAFE HAVEN	10	10	10	10	10	10	10	14	In 2011, current inventory also included 115 HPRP beds.							

In bed allocations, provisions are made for a high percentage of households with children. Drawing on beds designated for family units in order to accommodate single males and females is a common practice, but it's less clear how this might affect other aspects of homelessness programming.

Chart 5.10 provides further details on housing inventory from 2008 to 2015 by comparing beds available for use on the night of the each year's count ("Current") with those added in the Kansas City CoC target area during the year (designated as "New") or "Under development". It also shows the Rapid Re-housing beds that have been added under that programming.

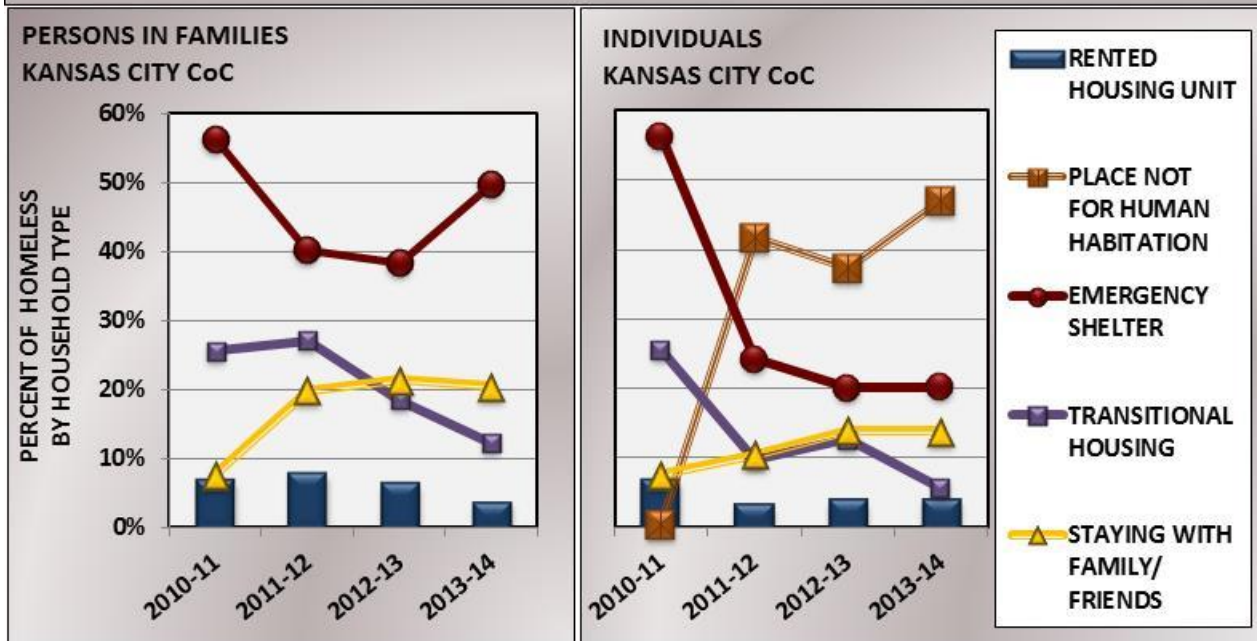
**F. PREVIOUS NIGHT'S LIVING ARRANGEMENTS OR ACCOMMODATIONS**

Homeless families and individuals may find themselves in a variety of living accommodations prior to entering a shelter or other housing available through formal programming. While this is true, AHAR data for the Kansas City CoC indicate that some types of accommodations are more prevalent than others. Chart 5.11 illustrates the previous night accommodations reported with the greatest frequency during intake for homeless persons in families and individuals coming into emergency shelter.



Prior to 2011-12, homeless individuals and to a lesser extent families tended most frequently to seek emergency shelter after having previous night accommodations in another emergency shelter. Afterwards, there was an increased incidence of staying with family or friends in a doubled up situation prior to entering shelter. This behavior is particularly noteworthy among homeless adults having no children. For the latter group, there was also an increase in the percentage of individuals who previously obtained housing in a place regarded as not fit for human habitation.

**CHART 5.12. PREVIOUS NIGHT ACCOMMODATIONS ON ENTRY INTO TRANSITIONAL HOUSING PERSONS IN FAMILIES AS COMPARED TO INDIVIDUALS**



With regard to transitional housing, far fewer of both families and individuals without children came into programming from a rented housing unit. As Chart 5.11 illustrates, roughly 20 to 25 percent of incoming families in emergency shelter previously were in a rental. Data on transitional housing residents (provided in Chart 5.12) indicate that less than 10 percent reported this was the case for them.

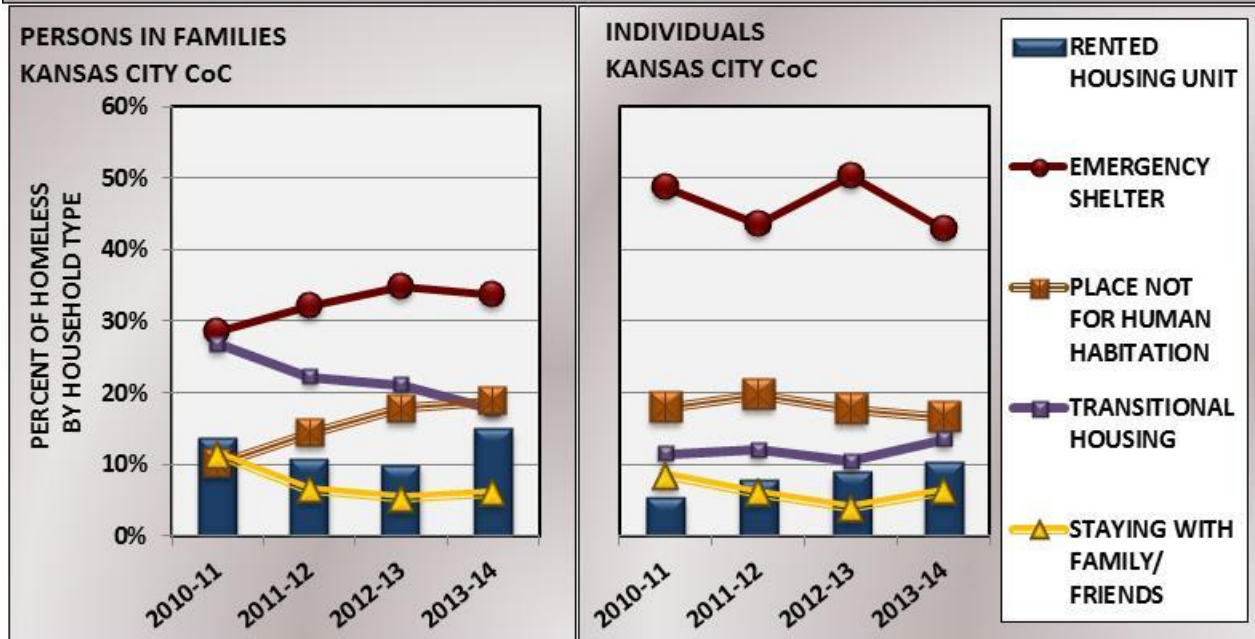
For adults in transitional housing with no children in their households, a high percentage (over 40 percent in 2011-12 and nearly 50 percent in 2013-14) reported previously relying on places not fit for human habitation.

Before entering transitional housing, a high percentage of families with children in the Kansas City CoC also tend to have prior experience in an emergency shelter. Although the trends follow an inconsistent pattern, the percentage has remained in the range of 50 percent. Approximately 20 percent were doubled up.

Regarding permanent supportive housing in the Kansas City CoC, emergency shelter is the most frequent recourse prior to entry. In this case, however, a high percentage of both persons in families and individuals spent the previous night in a place not fit for human habitation, while fewer tend to be doubled up with family or friends (Chart 5.13).



**CHART 5.13. PREVIOUS NIGHT ACCOMMODATIONS ON ENTRY INTO PERMANENT SUPPORTIVE HOUSING: PERSONS IN FAMILIES AND INDIVIDUALS**



A comparison of the three sets of charts shows a few noteworthy distinctions in behavior:

1. **SERVICES TO THOSE LIVING IN A PLACE UNFIT FOR HUMAN HABITATION:** The percentage of persons in families moving from a place unfit for human habitation into permanent supportive housing has increased by roughly ten percent since the 2010-2011 period. Although the percentage of individuals (single adults) in the same living accommodations prior to obtaining permanent supportive housing has declined slightly since 2011-2012, the share for this group has remained in range of 20 percent. The influx into transitional housing has been even more marked, where the number of individuals leaving a place unfit for human habitation has reached nearly 50 percent of the subpopulation from all sources. With regard to individuals in emergency shelter, the share was close to 30 percent.
2. **PERSONS DOUBLED UP:** For the most part, regardless of the type of household, the percentages for those staying with family or friends prior to accepting homeless services have either increased or remained at the same level in since 2012-2013. The only exception to this appears in the statistics for persons in families entering emergency shelter, where the percentage has declined slightly from its 2011-2012 level.
3. **RELIANCE ON EMERGENCY SHELTER:** Among some populations, entry into homeless services from a previous emergency shelter situation has declined sharply in the last five years. Table 5.7 records subpopulation frequencies for household types and the types of homeless program. The sharpest declines are with individuals, especially among those entering emergency shelter.

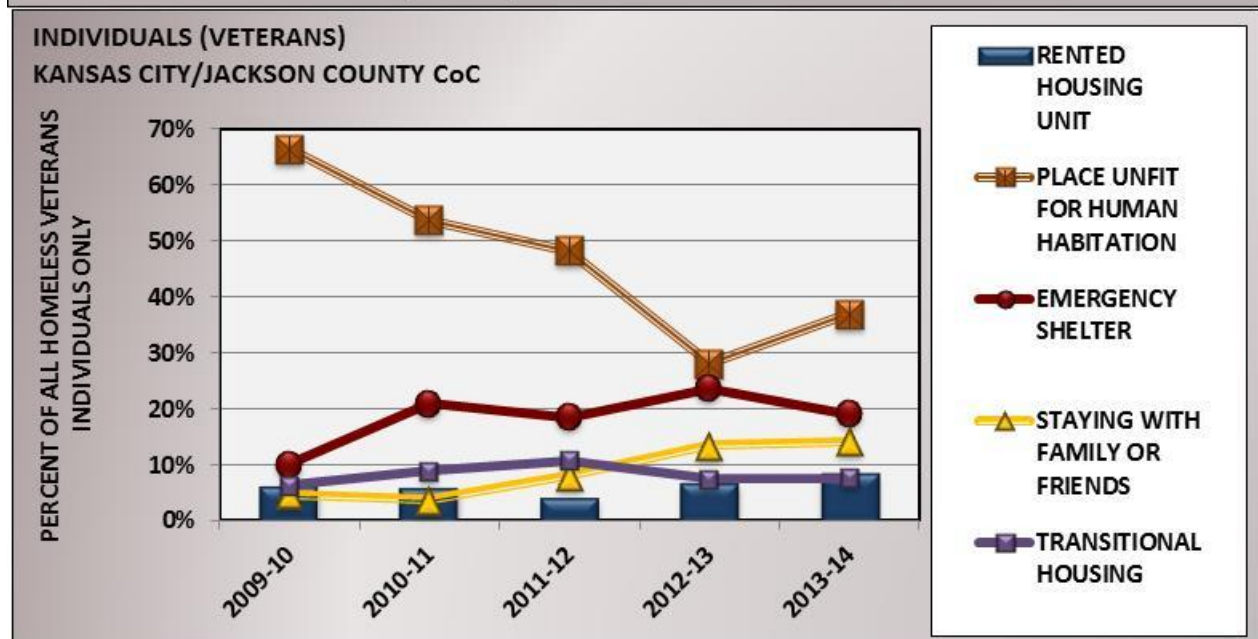
**TABLE 5.7. PRIOR NIGHT STAY IN EMERGENCY SHELTER FOR THOSE ENTERING HOMELESS PROGRAMMING  
KANSAS CITY/INDEPENDENCE/LEE'S SUMMIT/JACKSON COUNTY CoC**

		SHARE OF POPULATION BY HOUSEHOLD & PROGRAM TYPE				CHANGE STATISTICS		
TYPE OF HOMELESS PROGRAMMING	GROUPS WITH PRIOR NIGHT STAY IN EMERGENCY SHELTER	2010-11	2011-12	2012-13	2013-14	2012-13 to 2013-14	2011-12 to 2013-14	2010-11 to 2013-14
EMERGENCY SHELTER	INDIVIDUALS	55.4%	67.0%	21.8%	12.9%	-8.8%	<b>-54.1%</b>	<b>-42.4%</b>
	PERSONS IN FAMILIES	50.3%	31.1%	18.2%	22.6%	4.4%	-8.5%	<b>-27.6%</b>
TRANSITIONAL HOUSING	INDIVIDUALS	56.2%	24.2%	20.1%	20.2%	0.1%	-4.0%	<b>-35.9%</b>
	PERSONS IN FAMILIES	56.2%	40.2%	38.4%	49.8%	11.5%	9.6%	-6.4%
PERMANENT SUPPORTIVE HOUSING	INDIVIDUALS	48.7%	43.7%	50.2%	42.8%	-7.4%	-0.9%	-5.9%
	PERSONS IN FAMILIES	28.5%	32.1%	34.7%	33.7%	-1.0%	1.6%	5.2%

For persons in families in 2013-14, it was equally likely that their previous night stay had been with family or friends; a rental unit; or some other unspecified type of housing.

Patterns in living accommodations for homeless veterans prior to entry into programming show definite changes in behavior since 2009-10. These are evident in Chart 5.14.

**CHART 5.14. PREVIOUS NIGHT ACCOMMODATIONS FOR VETERANS  
ALL INDIVIDUALS (ADULTS) REGARDLESS OF SUBSEQUENT HOUSING**



**G. HOUSING STABILITY**

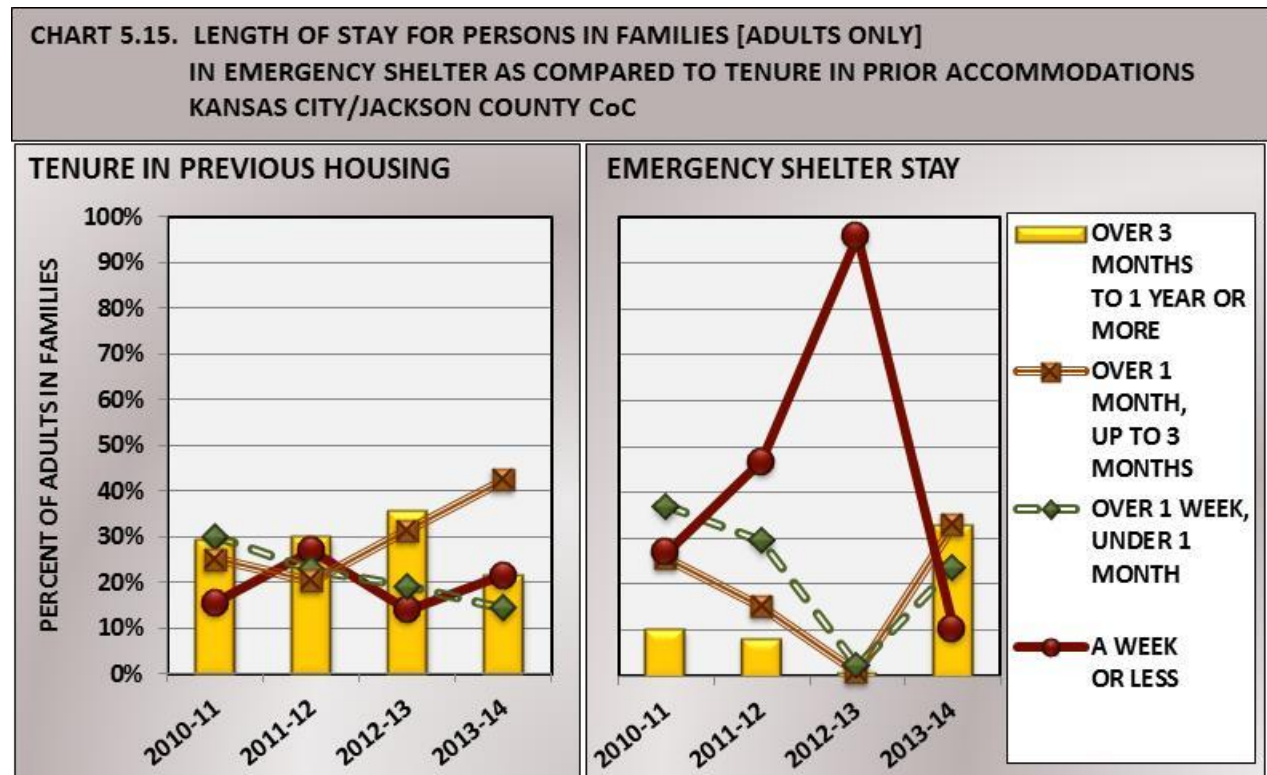
Kansas City CoC data was applied in a comparison of housing stability before and after entry into homeless programming. When examined by program type and household status, these data reveal patterns of behavior that give some insight into housing instability and the impact of the services provided by CoC member agencies. The estimates for length of stay in shelter, transitional or permanent supportive housing were compiled from the number of bed nights reported in HMIS and grouped into the following time segments:

- A week or less
- Over a week up to one month
- Over one month up to 3 months
- Over 3 months up to 1 year or more

For permanent supportive housing, the data are extended to a longer timeframe of five years or more.

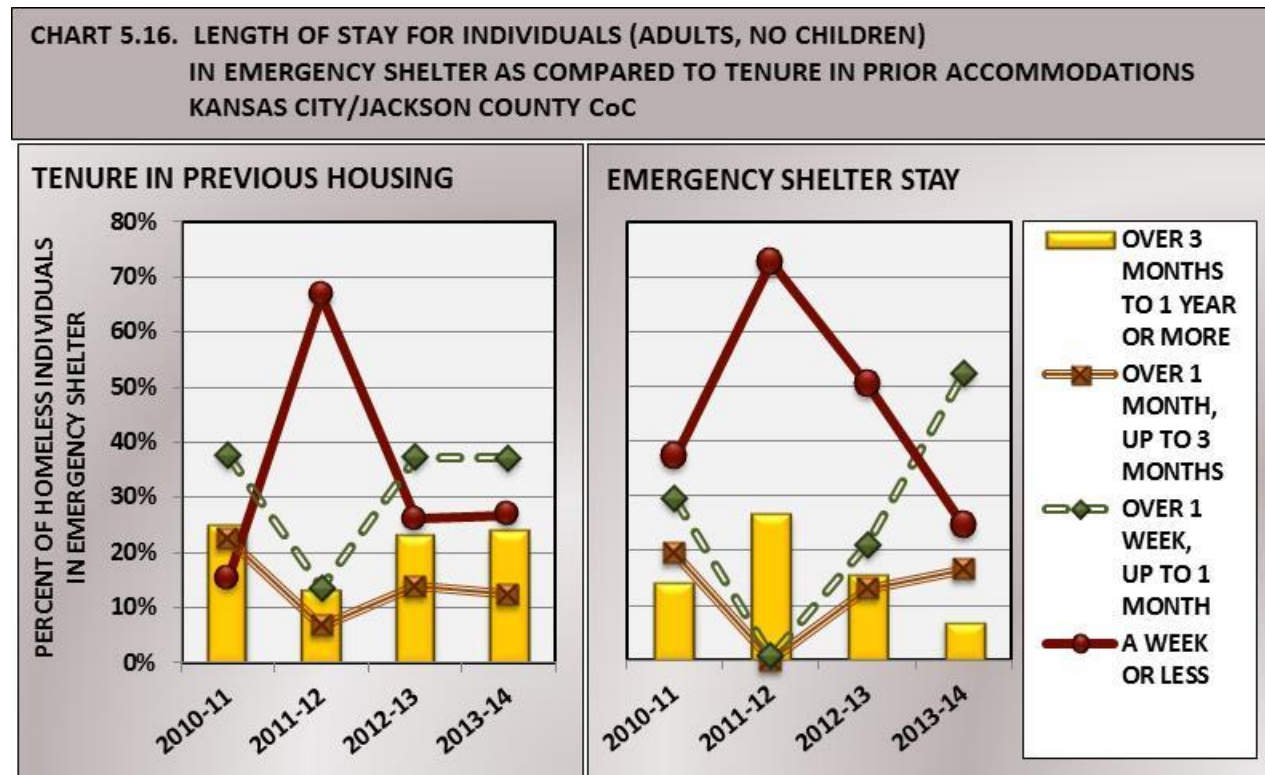
1) **Emergency Shelter:**

Chart 5.15 portrays graphically the trends with regard to “tenure in previous housing” (i.e., prior to entering emergency shelter) as compared to those for the length of stay in shelter for adults living with children in their households.<sup>14</sup> Extended duration is evident in the 2013-14 data: the percentage in residence a week or less dropped from 95 percent to ten percent.



<sup>14</sup> Please note the data are aggregated and should not be interpreted as a one-to-one correspondence between individuals.

In their previous housing, adults with families had a slightly higher rate of more long-term residence, with over 60 percent or more remaining stable for over three months, more than will be seen with individuals without children, where the same statistic was 40 percent or less. These data are presented in Chart 5.16. The living situations of individuals having no children in their households is characterized by considerable instability prior to emergency shelter entry, with close to 70 percent of sheltered homeless persons in families and individuals having been in their former housing for under a month.



Statistics for the length of stay after entering emergency shelter indicate that short-term residence of less than one month is also most frequent. Short-term residence in previous living arrangements suggests insecurity in housing; stays of similar length in emergency shelter are more difficult to interpret. The objective for Kansas City CoC, as for the other CoCs, is to replace reliance on shelters with provision of more permanent housing and to increase the capacity of former shelter residents to maintain it. In this respect, quick departure from shelter could be seen as an indication of a shift to more long-term housing.

Chart 5.16 depicts an increase in the number prolonging their stay slightly, with a jump in the percentage of homeless individuals remaining up to a month (to 50 percent) and up to three months (to nearly 20 percent) as the number staying a week or less declines: from over 70 percent in 2011-12 to roughly 25 percent in 2013-14. Nonetheless, in 2013-14 over 75 percent of shelter inhabitants drew on these services for a limited period of one month or less.

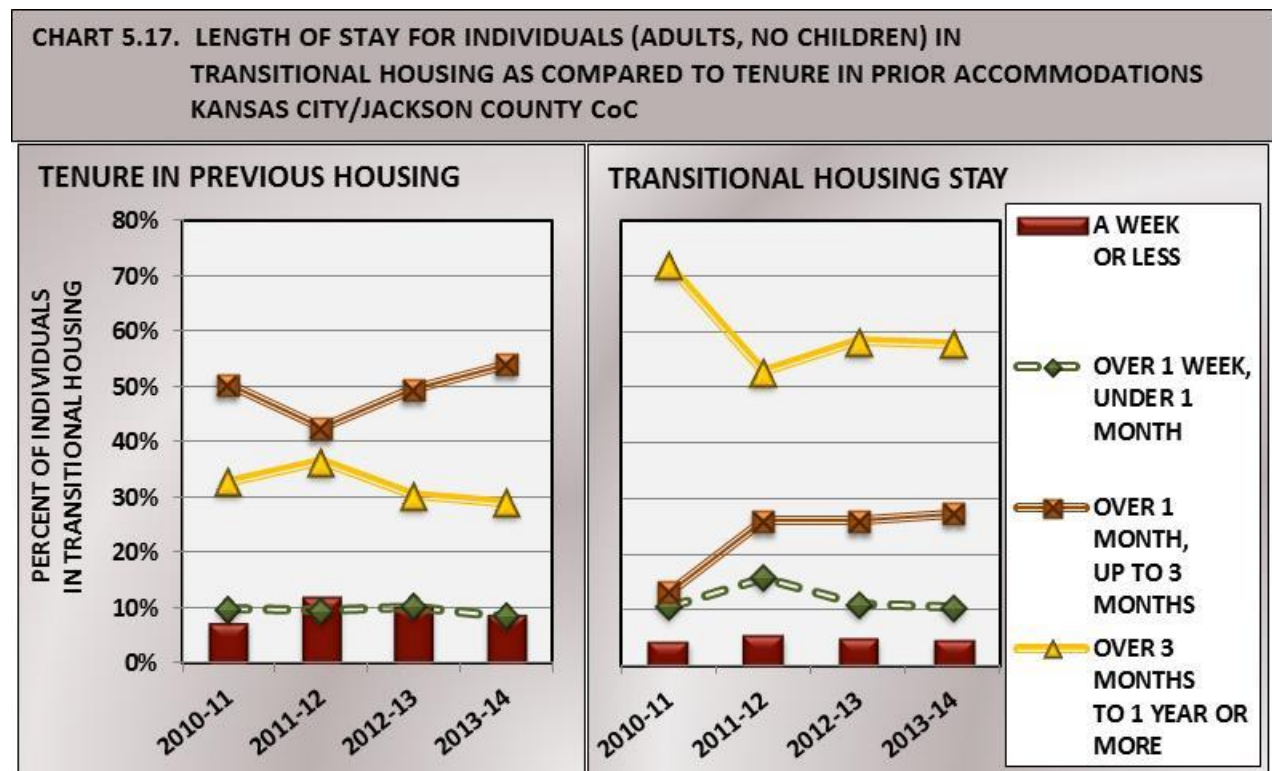
Further details on emergency shelter stays are shown in Table 5.8. The data indicate that the length of stay for adults in the Kansas City CoC service area can also vary depending on the type of household. While the patterns tend to be inconsistent, individuals appear to exercise somewhat more mobility, based on the percentage leaving a shelter after less than a week. There are also periods, however, where a quarter of households without children remain in shelter for a full 12 months or longer.

**TABLE 5.8: LENGTH OF STAY IN EMERGENCY SHELTER, BY HOUSEHOLD STATUS [ADULTS ONLY]  
KANSAS CITY/INDEPENDENCE/LEE’S SUMMIT/JACKSON COUNTY COC**

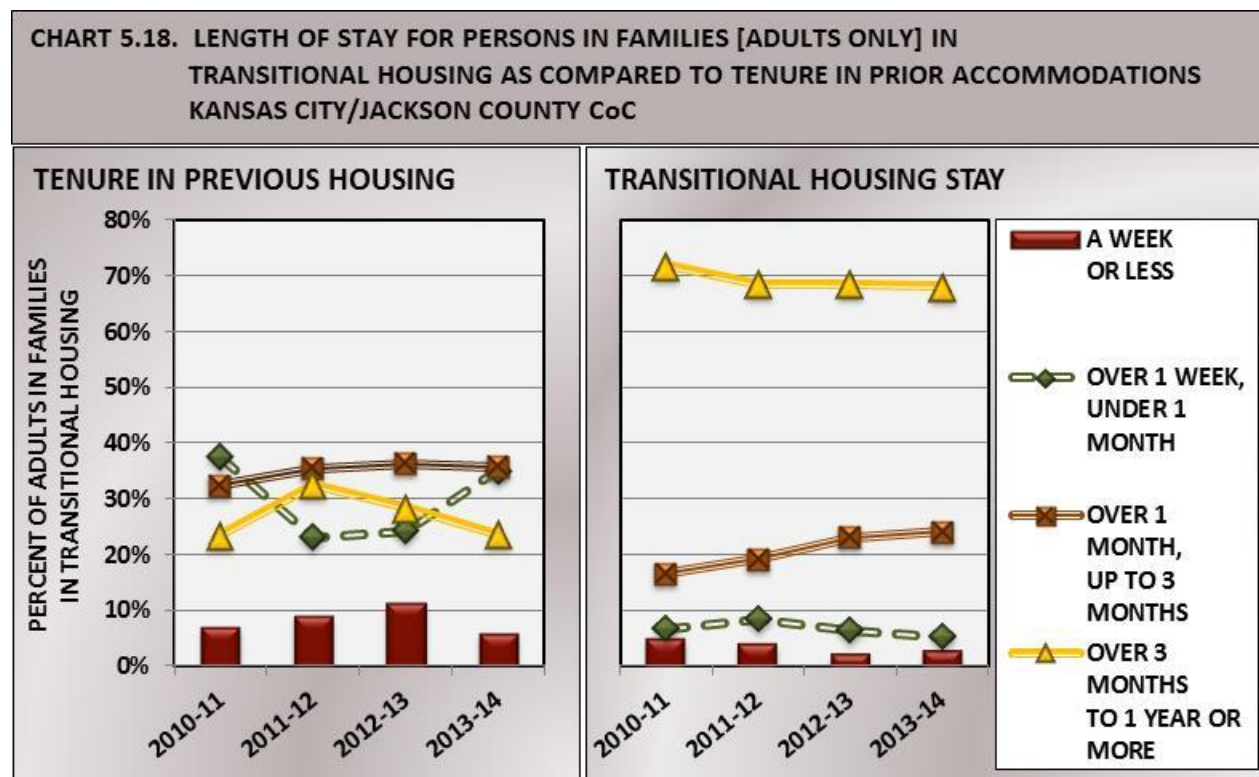
	2010-2011		2011-2012		2012-2013		2013-2014	
	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)
	180	423	163	457	121	1,859	125	1,656
A WEEK OR LESS	15.6%	15.4%	27.0%	66.7%	14.0%	26.1%	21.6%	26.8%
OVER 1 WEEK, UNDER 1 MONTH	30.0%	15.8%	22.7%	6.8%	19.0%	17.8%	14.4%	19.3%
1 TO 3 MONTHS	25.0%	21.7%	20.2%	6.8%	31.4%	19.5%	42.4%	17.8%
OVER 3 MONTHS, UNDER 1 YEAR	15.0%	22.5%	12.3%	6.8%	18.2%	13.8%	12.0%	12.4%
1 YEAR OR MORE	14.4%	24.6%	17.8%	12.9%	17.4%	22.8%	9.6%	23.7%

**2) Transitional Housing:**

With Chart 5.17, similar data on transitional housing are provided for households with individuals having no children.



As a comparison of Charts 5.17 and Chart 5.18 illustrates, adults-only households among homeless persons in families and individuals have more stability in housing in transitional facilities than in their prior living accommodations, but not to the same degree as with adults in families.



More stable residences in both prior night accommodations and in transitional programming appear to prevail for homeless adults with families. Approximately 20 to 35 percent came from housing where they remained in the same accommodations for over three months.

Despite this greater degree of housing stability, there is a noticeable contrast between tenure in prior accommodations and the degree of retention in programming. Among the homeless families who enter transitional housing within the Kansas City CoC service area, nearly 70 percent or more remain over three months as compared to the less than 35 percent who remain for that length of time in previous housing.

Table 5.9 provides additional details. The table shows a breakdown of frequency by two-month increments. These statistics provide a better idea of the extent to which year-long stays were favored by the largest percentage of adults in families in 2010-11 (36 percent) and 2011-12 (26 percent). This prevalence declined in subsequent years (down to 14 percent) in favor of stays lasting six months or less. The share with short-term stays (under 3 months) remained fairly steady over all years, although there was a tendency for families – as opposed to individuals, as shown in the following table -- to remain longer than one month.

**TABLE 5.9. FAMILIES (ADULTS ONLY) IN TRANSITIONAL HOUSING: DATA ON HOUSING STABILITY  
KANSAS CITY/INDEPENDENCE/LEE'S SUMMIT/JACKSON COUNTY CoC**

TENURE IN PRIOR ACCOMMODATIONS					TRANSITIONAL HOUSING STAY				
TENURE [SELF-REPORTED ESTIMATES]	2010- 11	2011- 12	2012- 13	2013- 14	BED NIGHTS REPORTED BY FACILITY	2010- 11	2011- 12	2012- 13	2013- 14
A WEEK OR LESS	6.8%	8.9%	11.1%	5.6%	1-7	4.7%	3.9%	2.0%	2.6%
OVER 1 WEEK, UNDER 1 MONTH	37.4%	23.1%	24.2%	35.0%	8-30	6.7%	8.4%	6.3%	5.2%
1 TO 3 MONTHS	32.4%	35.4%	36.3%	35.7%	31-90	16.6%	19.2%	23.0%	24.1%
OVER 3 MONTHS, UNDER 1 YEAR	15.8%	21.2%	21.6%	20.7%	91-150	13.0%	19.2%	27.3%	26.7%
1 YEAR OR MORE	7.7%	11.4%	6.8%	3.0%	151-210	7.1%	8.1%	9.1%	11.9%
<b>TOTALS</b>	<b>222</b>	<b>316</b>	<b>380</b>	<b>266</b>	211-270	11.1%	6.3%	5.6%	10.0%
					271-330	4.7%	9.3%	3.3%	5.6%
					331-365	36.0%	25.7%	23.3%	14.1%
					<b>TOTALS</b>	<b>253</b>	<b>334</b>	<b>395</b>	<b>270</b>

Table 5.10 parallels 5.9 in providing more refinement in the statistics related to bed-night occupancy for adult households in transitional housing, living without children. In the periods following 2010-11, adult-only households tended to have shorter-term stays, with 40 percent or more remaining in programming for under three months. The statistic for those with a length of residence exceeding three months was roughly 70 percent in 2010-11, but this figure dropped below 60 percent in 2012-13 and 2013-14.

**TABLE 5.10. HOUSING STABILITY FOR INDIVIDUALS (ADULT ONLY HOUSEHOLDS) IN TRANSITIONAL HOUSING  
KANSAS CITY/INDEPENDENCE/LEE'S SUMMIT/JACKSON COUNTY CoC**

TENURE IN PRIOR ACCOMMODATIONS					TRANSITIONAL HOUSING STAY				
TENURE [SELF-REPORTED ESTIMATES]	2010- 11	2011- 12	2012- 13	2013- 14	BED NIGHTS REPORTED BY FACILITY	2010- 11	2011- 12	2012- 13	2013- 14
A WEEK OR LESS	7.3%	11.6%	10.0%	8.7%	1-7	4.3%	5.4%	4.8%	4.4%
OVER 1 WEEK, UNDER 1 MONTH	9.7%	9.5%	10.2%	8.4%	8-30	10.6%	15.8%	11.1%	10.5%
1 TO 3 MONTHS	50.3%	42.5%	49.5%	53.9%	31-90	13.2%	25.9%	26.0%	27.4%
OVER 3 MONTHS, UNDER 1 YEAR	10.7%	13.8%	13.2%	12.3%	91-150	12.5%	19.0%	17.9%	15.1%
1 YEAR OR MORE	22.0%	22.6%	17.1%	16.7%	151-210	10.5%	10.1%	8.6%	12.5%
<b>TOTALS</b>	<b>495</b>	<b>567</b>	<b>479</b>	<b>438</b>	211-270	7.7%	4.8%	4.6%	7.7%
					271-330	6.9%	4.8%	5.0%	4.4%
					331-365	34.3%	14.1%	22.1%	18.2%
					<b>TOTALS</b>	<b>650</b>	<b>625</b>	<b>524</b>	<b>457</b>

Table 5.10's data demonstrate even more markedly the trend toward shorter stays, with declining percentages in the 331-to-365 night category and increases in the one-to-three month grouping. In 2013-14, residence of this extent was found in over 40 percent of individuals without children, as compared to 30 percent of adults in families. For the purposes of this analysis, it's not possible to determine in the aggregate if increased short-term stays arise from the decisions of individuals and families to leave the programming provided, or if more permanent housing options have been located for them. The data necessary to answer this question are only available to those with access to client-level records with information on the reason for departure and possible future plans.

**3) *Permanent Supportive Housing:***

With permanent supportive housing, the length of stay in programming-supported situations is at its most long-term, with the majority of individuals remaining one year or longer, as Table 5.11 shows.

**TABLE 5.11. PERMANENT SUPPORTIVE HOUSING RESIDENCES UNDER ONE YEAR, BY HOUSEHOLD TYPE  
KANSAS CITY/INDEPENDENCE/LEE'S SUMMIT/JACKSON COUNTY CoC**

	2010-2011		2011-2012		2012-2013		2013-2014	
	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)
<b>TOTALS</b>	<b>248</b>	<b>547</b>	<b>247</b>	<b>608</b>	<b>289</b>	<b>764</b>	<b>353</b>	<b>890</b>
A WEEK OR LESS	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.6%	0.0%
OVER 1 WEEK, UNDER 1 MONTH	0.0%	0.0%	0.0%	0.2%	0.0%	0.0%	3.1%	1.2%
1 TO 3 MONTHS	0.0%	0.0%	0.4%	1.6%	2.1%	6.4%	3.1%	0.7%
OVER 3 MONTHS TO 1 YEAR	100.0%	100.0%	99.6%	98.2%	97.9%	93.6%	93.2%	98.1%

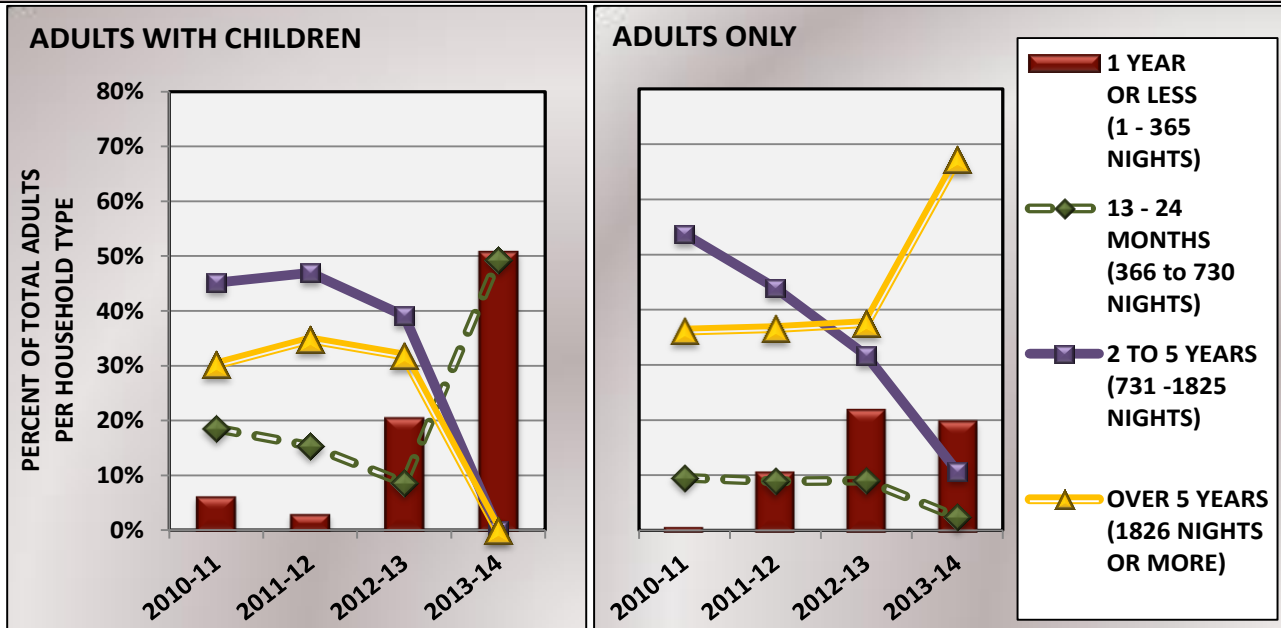
As elsewhere, Kansas City CoC permanent supportive housing providers allow for much more long term stays, which can exceed a year or – as seen in Chart 5.19 – beyond five years. The chart illustrates the distribution in permanent supportive housing by the length of most recent consecutive stay for adults in the two types of households.

With regard to extended residence over five years, the group with greatest frequency includes individuals in households without children. Adults in families with children, by contrast, have most recently shortened their stays in permanent supportive housing to two years or less, although prior to 2013-14, their tenure was comparable to that of adults without children.

In the course of the analysis, the permanent supportive housing data was also examined by gender. The behavior of adult males and females living in households without children showed little variation in the patterns observed.



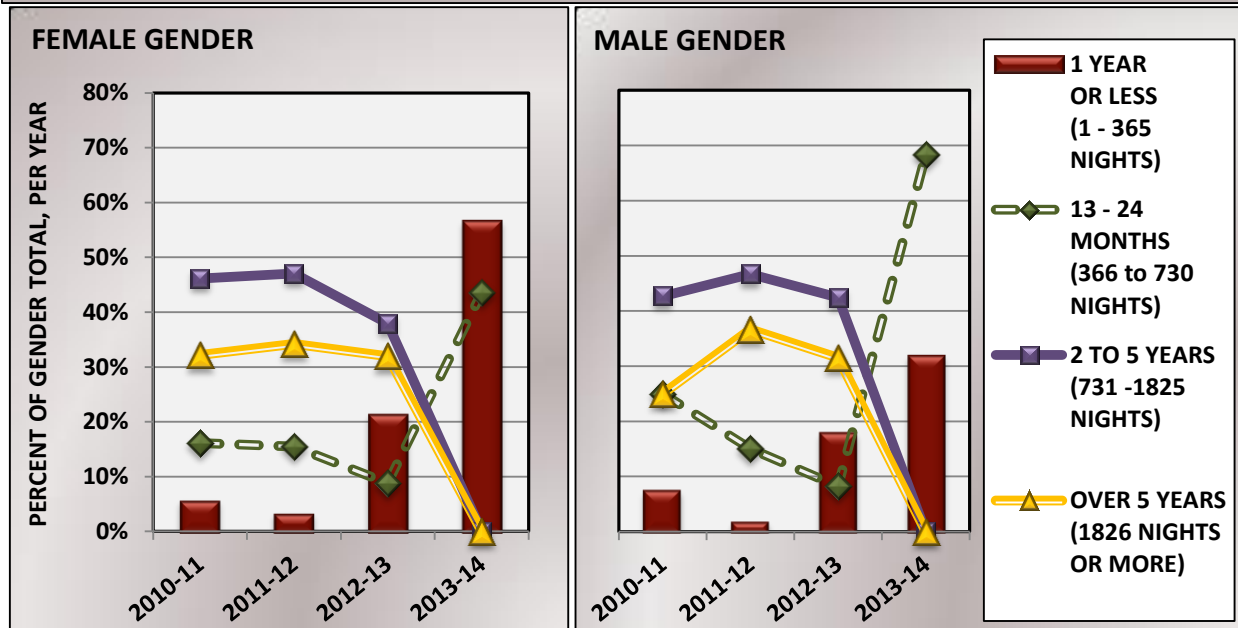
**CHART 5.19. LENGTH OF MOST RECENT CONSECUTIVE STAY BY HOUSEHOLD TYPE  
KANSAS CITY/JACKSON COUNTY CoC**



	2010-11		2011-12		2012-13		2013-14	
	INDIVIDUALS (ADULTS ONLY)	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)	ADULTS IN FAMILIES WITH CHILDREN	INDIVIDUALS (ADULTS ONLY)	ADULTS IN FAMILIES WITH CHILDREN
1 YEAR OR LESS (1 - 365 NIGHTS)	3	15	64	7	166	59	175	179
13 - 24 MONTHS (366 TO 730 NIGHTS)	52	46	54	38	69	25	21	174
2 TO 5 YEARS (731 -1825 NIGHTS)	294	112	267	116	242	113	95	0
OVER 5 YEARS (1826 NIGHTS OR MORE)	198	75	223	86	287	92	599	0
<b>TOTALS</b>	<b>547</b>	<b>248</b>	<b>608</b>	<b>247</b>	<b>764</b>	<b>289</b>	<b>890</b>	<b>353</b>

With regard to adults in families, the patterns varied although to a limited degree, as Chart 5.20 reveals. As noted earlier, the ranks of men among adults with families are sparsely populated. This is reflected here, with the proportion of women surpassing that of men by a wide margin. For most of the time periods and in most of the categories, the percentages for men are near or below ten percent. With women, the ranges for more long-term stays are between 20 and 25 percent (residence of over five years) or 30 and 35 percent (two to five years).

**CHART 5.20. LENGTH OF MOST RECENT CONSECUTIVE STAY BY GENDER FOR ADULTS WITH CHILDREN IN PERMANENT SUPPORTIVE HOUSING KANSAS CITY/JACKSON COUNTY CoC**



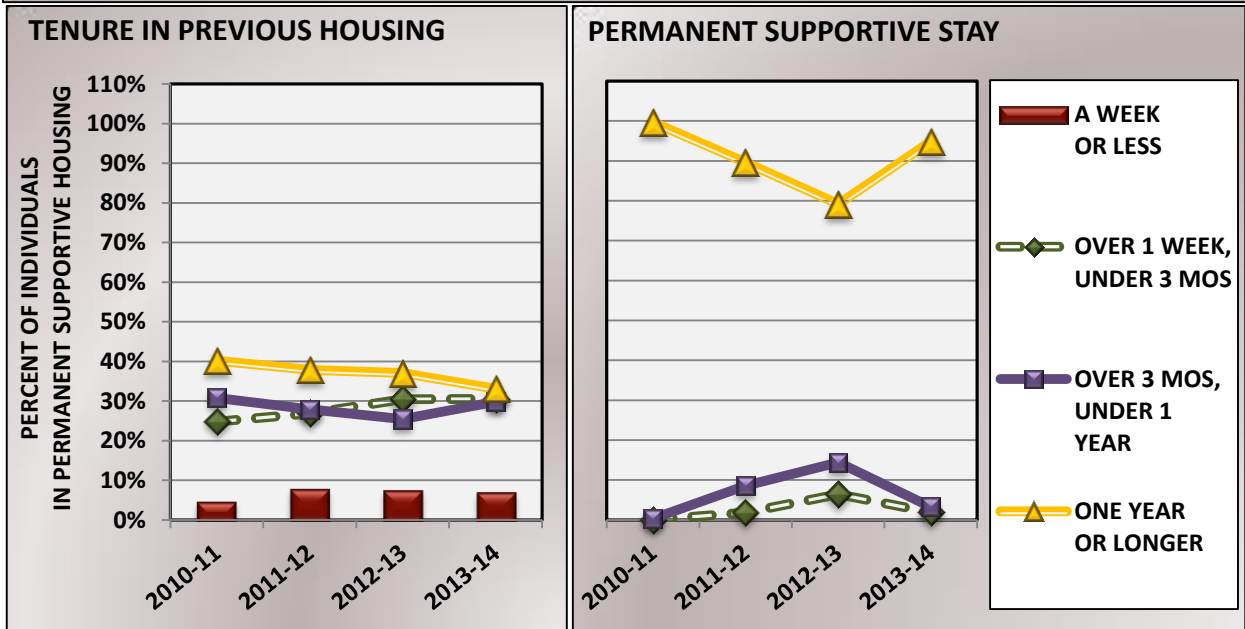
The other noteworthy consideration is that in 2013-14, the number of adults, whether male or female, with a length of residence exceeding two years – either in the “2 to 5” or “Over 5 Years” ranges – dropped to zero.

This seems surprising, given that among individuals (see Chart 5.19), a proportion of the population was represented in both categories, most especially in the “Over 5 Year” grouping, which increased to over 30 percent among women and over 40 percent among men. Such a drastic change could be a data anomaly or perhaps related to a change in the service provider system.

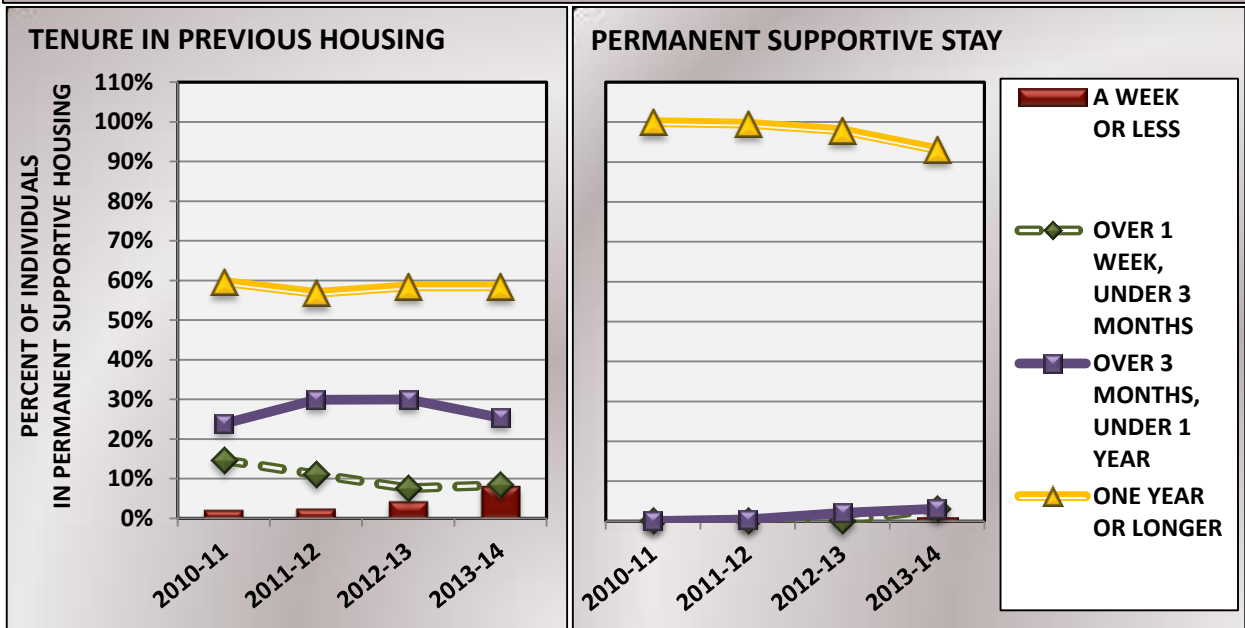
Chart 5.21 contrasts the length of time that adults without children maintained their previous living situations with the length of stay in permanent supportive housing. The chart reflects a distinct difference in behavior, with fewer than 40 percent remaining in their previous living situation for a year or longer. By contrast, the percentage of the population continuing in permanent supportive housing for a year or longer ranged from 80 to 100 percent.

For adults in families (Chart 5.22), the evidence of housing stability was more pronounced. The data show that for those eventually migrating to permanent supportive housing, up to 60 percent remained in their prior housing for over a year. Nonetheless, the contrast between their behavior prior to entering permanent supportive housing and their behavior after is sharp, with those holding their place in permanent supportive housing for a year or more either equal to, or very close to, 100 percent in all years.

**CHART 5.21. LENGTH OF STAY FOR INDIVIDUALS (ADULTS, NO CHILDREN) IN PERMANENT SUPPORTIVE HOUSING AS COMPARED TO PRIOR ACCOMMODATIONS KANSAS CITY/JACKSON COUNTY CoC**



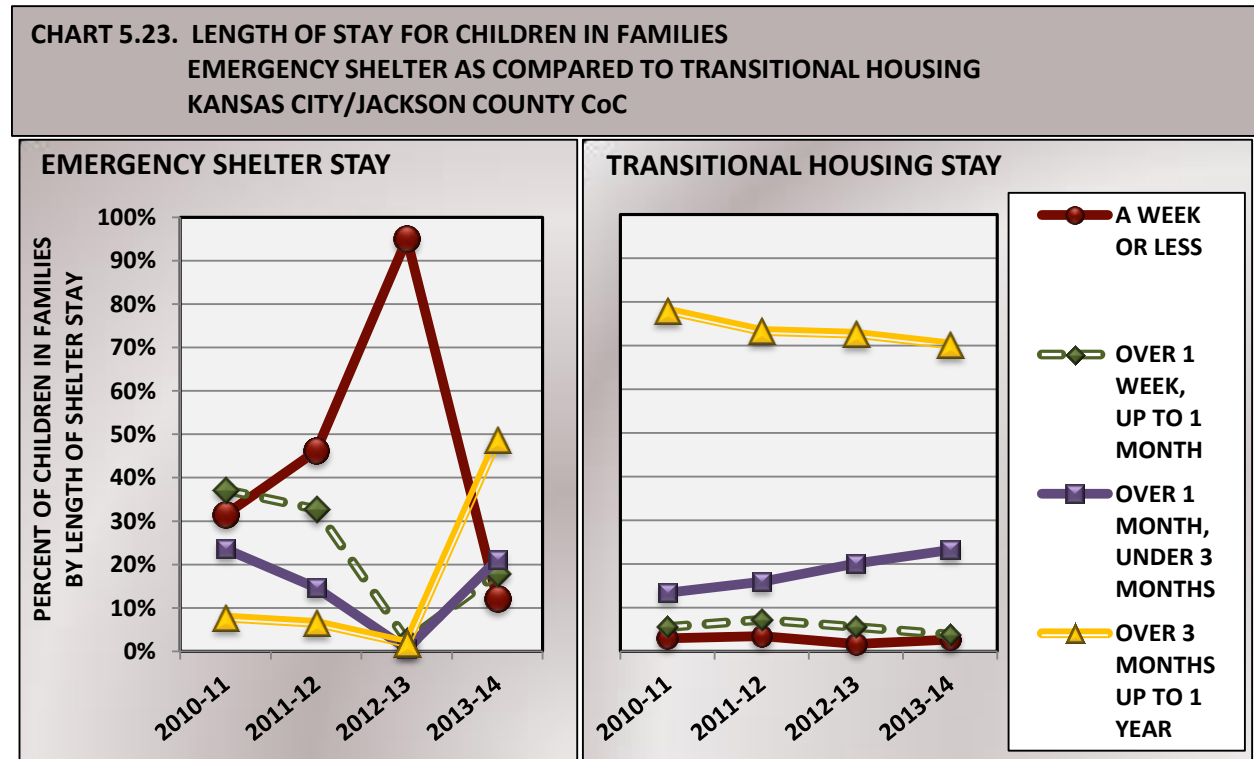
**CHART 5.22. LENGTH OF STAY FOR PERSONS IN FAMILY [ADULTS ONLY] IN PERMANENT SUPPORTIVE HOUSING AS COMPARED TO PRIOR ACCOMMODATIONS KANSAS CITY/JACKSON COUNTY CoC**



**4) Children:**

Chart 5.23 deals specifically with the patterns among groups of children. With respect to those living in family households, the percent remaining a year or longer in emergency shelter increased to nearly 50 percent in 2013-14, after three years below 10 percent. It should be noted, however, that the actual numbers involved are small, with the amount for 2013-14 under 25.

Data for transitional housing reflects much greater stability, with between 70 and 80 percent of children receiving those services remaining in the programming for a year or longer.

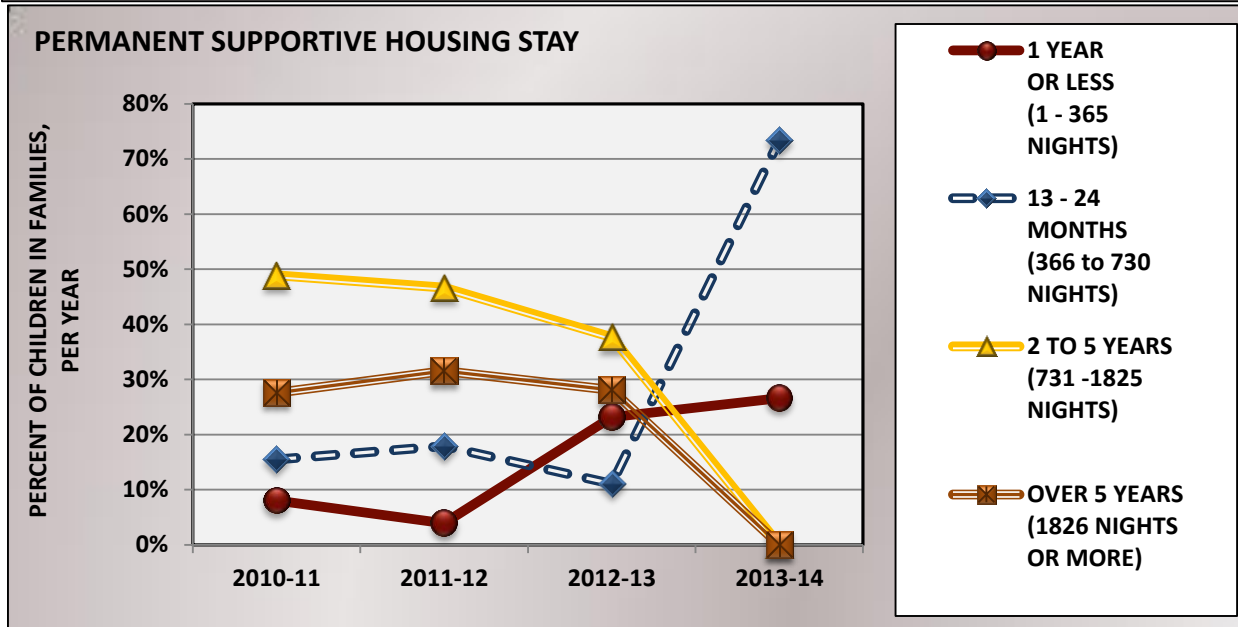


With regard to more long-term permanent supportive housing stays for children, from 2010-11 to 2012-13 the typical length for children in families was from two years to over five years. The other two categories – representing shorter time periods of a year or less or one to two years – both saw increases 2012-13 and 2013-14, especially the latter. The number of children whose last consecutive stay in permanent supportive housing was between 13 and 24 months increased by over 60 percent.

As Chart 5.24 shows, in the 2013-14 reporting period, the statistics for the “2 to 5 Years” and “Over 5 Years” categories were negligible. Records for this period indicate that the most recent consecutive stay for all children in Kansas City CoC permanent supportive housing was less than two years.

In this respect, the data are consistent with the dataset for adults in permanent supportive housing.

**CHART 5.24. MOST RECENT CONSECUTIVE STAY DURING EACH REPORTING PERIOD FOR CHILDREN IN FAMILIES IN PERMANENT SUPPORTIVE HOUSING PROGRAMS KANSAS CITY/JACKSON COUNTY CoC**



Regardless of the type of programming, the numbers of unaccompanied children reported in HMIS was quite small. These are provided in Table 5.12.

**TABLE 5.12. UNACCOMPANIED CHILDREN BY PROGRAMMING TYPE AND LENGTH OF STAY KANSAS CITY/INDEPENDENCE/LEE'S SUMMIT/JACKSON COUNTY CoC**

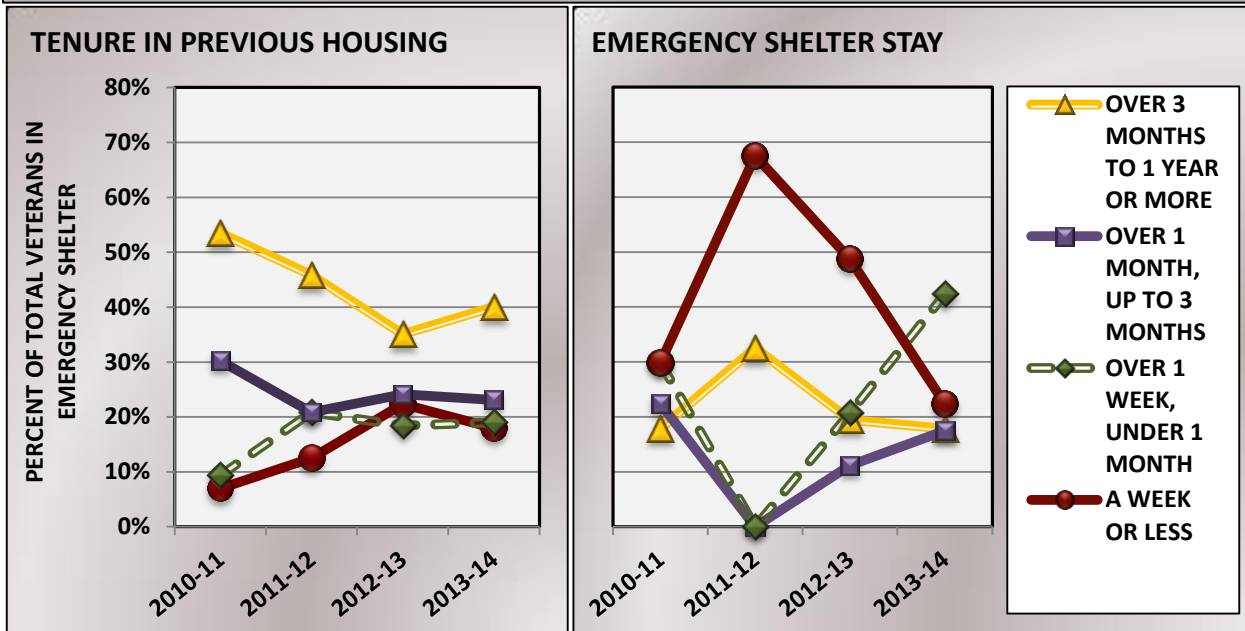
	2010-2011			2011-2012			2012-2013			2013-2014		
	ES	TH	PSH	ES	TH	PSH	ES	TH	PSH	ES	TH	PSH
A WEEK OR LESS	0	0	0	0	0	0	<b>8</b>	0	0	0	0	0
OVER 1 WEEK, UNDER 1 MONTH	0	0	0	0	<b>1</b>	0	<b>2</b>	0	0	0	0	0
1 TO 3 MONTHS	0	0	0	0	0	0	0	0	0	0	0	0
OVER 3 MONTHS TO 1 YEAR	0	0	0	0	0	0	0	<b>1</b>	0	0	0	0

ES = Emergency Shelter; TH = Transitional Housing; PSH = Permanent Supportive Housing

**5) Housing Stability for Veterans:**

Chart 5.25 provides statistics that compare the length of time veterans were able to maintain prior accommodations against their length of stay in shelter. The chart gives information solely for adults, the majority of whom are male.

**CHART 5.25. LENGTH OF STAY FOR VETERANS (ADULTS, NO CHILDREN) IN EMERGENCY SHELTER AS COMPARED TO TENURE IN PRIOR ACCOMMODATIONS  
KANSAS CITY/JACKSON COUNTY CoC**



**CHART 5.26. LENGTH OF STAY FOR VETERANS (ADULTS, NO CHILDREN) IN TRANSITIONAL HOUSING AS COMPARED TO TENURE IN PRIOR ACCOMMODATIONS  
KANSAS CITY/JACKSON COUNTY CoC**

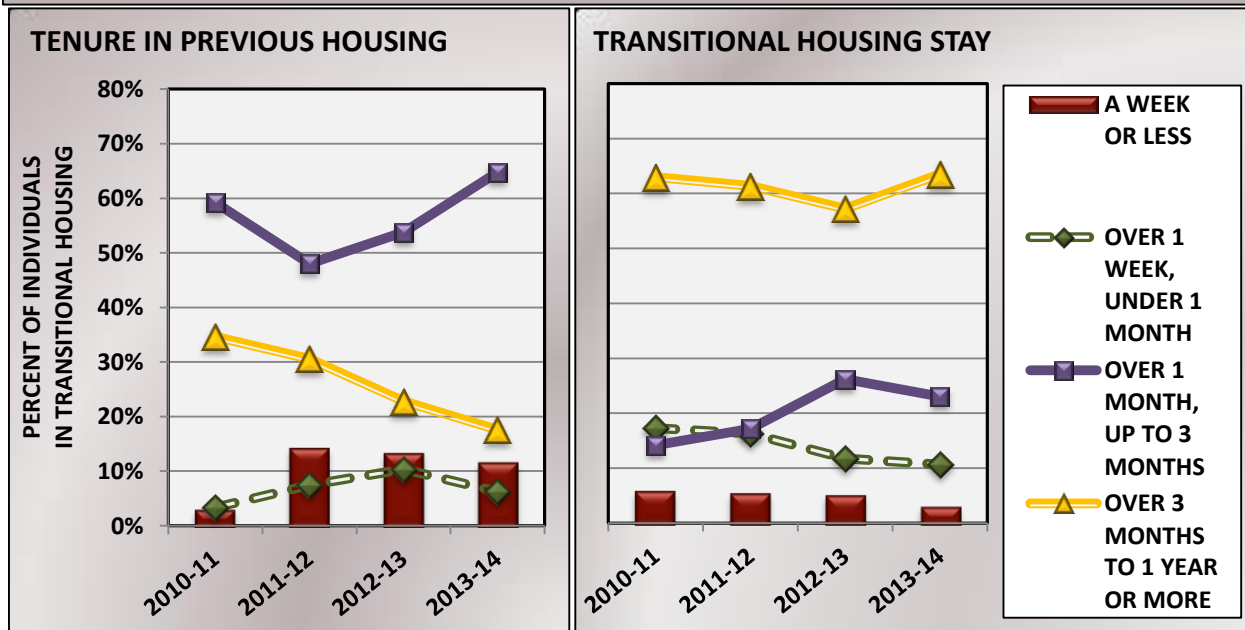


Chart 5.26 displays comparable data for transitional housing residents. The following points relate to comparisons between these two charts, as well as between the charts for veterans and non-veterans.

- Tenure in housing prior to entering emergency shelter is very different. Non-veterans appear to have much more housing instability, with 60 to 70 percent having been in their previous accommodations under one month. (See Chart 5.15.) In general, veterans were more likely than their non-veteran counterparts to remain in existing housing three months or more before finding themselves in need of shelter. The largest percentage of veterans (40 to 50 percent) report maintaining their prior living situation for over a year. There is very little variation in the patterns for emergency shelter stay, however, with short-term stays dominating.
- With regard to transitional housing, veteran and non-veteran behavior with regard to tenure in prior living situations is similar, as is behavior after entering programming, although slightly more veterans experienced short-term stays. The percentage reporting tenure of a year or more declined from 2010-11 when it was 35 percent to roughly 15 percent in 2013-14.

Across all four years in the periods shown in Charts 5.25 and 5.26, slightly more veterans resided in transitional housing than in emergency shelter. Base numbers are available in Table 5.13.

**TABLE 5.13. VETERANS' LENGTH OF STAY DATA FOR EMERGENCY SHELTER AND TRANSITIONAL HOUSING  
KANSAS CITY/INDEPENDENCE/LEE'S SUMMIT/JACKSON COUNTY COC**

TOTALS [EXCLUDE MISSING VALUES]	2010-2011		2011-2012		2012-2013		2013-2014	
	EMERGENCY SHELTER	TRANSITIONAL HOUSING	EMERGENCY SHELTER	TRANSITIONAL HOUSING	EMERGENCY SHELTER	TRANSITIONAL HOUSING	EMERGENCY SHELTER	TRANSITIONAL HOUSING
	<b>67</b>	<b>162</b>	<b>40</b>	<b>233</b>	<b>314</b>	<b>187</b>	<b>269</b>	<b>178</b>
A week or less	20	9	27	12	153	9	60	5
Over 1 week up to 1 month	20	28	0	38	65	22	114	19
1 month to 3 months	15	23	0	40	35	49	47	41
3 months to one year or more	12	102	13	143	61	107	48	113

Veteran data for permanent supportive housing follows the same patterns as the larger population of homeless adults in households without children. The numbers for veterans are quite small, however, with the total per year under 55 for the four time periods shown in Table 5.14.

**TABLE 5.14. PERMANENT SUPPORTIVE HOUSING PRIOR TENURE AND LENGTH OF STAY DATA FOR VETERANS  
KANSAS CITY/INDEPENDENCE/LEE'S SUMMIT/JACKSON COUNTY COC**

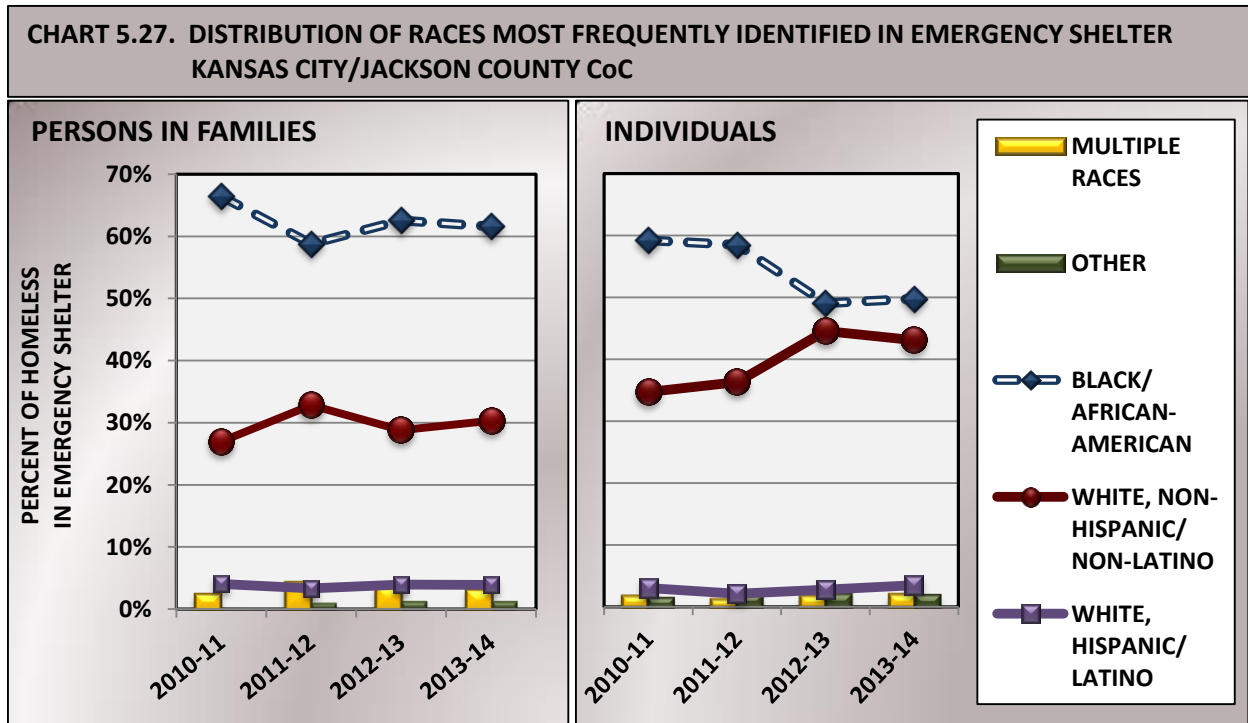
TOTALS [EXCLUDING MISSING DATA]	2010-2011		2011-2012		2012-2013		2013-2014	
	TENURE	LENGTH OF STAY	TENURE	LENGTH OF STAY	TENURE	LENGTH OF STAY	TENURE	LENGTH OF STAY
	<b>32</b>	<b>35</b>	<b>35</b>	<b>35</b>	<b>42</b>	<b>43</b>	<b>54</b>	<b>5</b>
A WEEK OR LESS	0.0%	0.0%	2.9%	0.0%	0.0%	0.0%	1.9%	0.0%
OVER 1 WEEK, UNDER 1 MONTH	6.3%	0.0%	2.9%	0.0%	2.4%	0.0%	11.1%	20.0%
1 TO 3 MONTHS	18.8%	0.0%	25.7%	0.0%	26.2%	7.0%	22.2%	0.0%
OVER 3 MONTHS UP TO 1 YEAR OR MORE	75.0%	100.0%	68.6%	100.0%	71.4%	93.0%	64.8%	80.0%

As noted previously, individuals coming into permanent supportive housing tend to have the greatest longevity, both in the prior living situations and in programming. This is also the case for the limited group of homeless veterans that receive these services.

**H. DEMOGRAPHICS IN RELATION TO KANSAS CITY CoC HOMELESS PERSONS IN FAMILIES AND INDIVIDUALS**

**1) Race Among Kansas City CoC Service Recipients**

Examination of racial composition of the homeless population in the Kansas City/Jackson County CoC service area reveals some noteworthy differences depending on household and programming type. Chart 5.27 shows this graphically. With respect to persons in families in this time period, the majority seeking housing in emergency shelters were African-American, at between 60 and 70 percent of the homeless population. Non-Hispanic Whites were the second largest group, at close to 30 percent in all time periods, or roughly a ratio of two-to-one.



	FAMILIES [HOUSEHOLDS WITH CHILDREN]				INDIVIDUALS [ADULTS/NO CHILDREN]			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
NON-HISPANIC/ NON-LATINO	93.7%	94.1%	94.7%	92.5%	94.1%	95.1%	94.8%	93.8%
HISPANIC/ LATINO	6.3%	5.9%	5.3%	7.5%	5.9%	4.9%	5.2%	6.2%

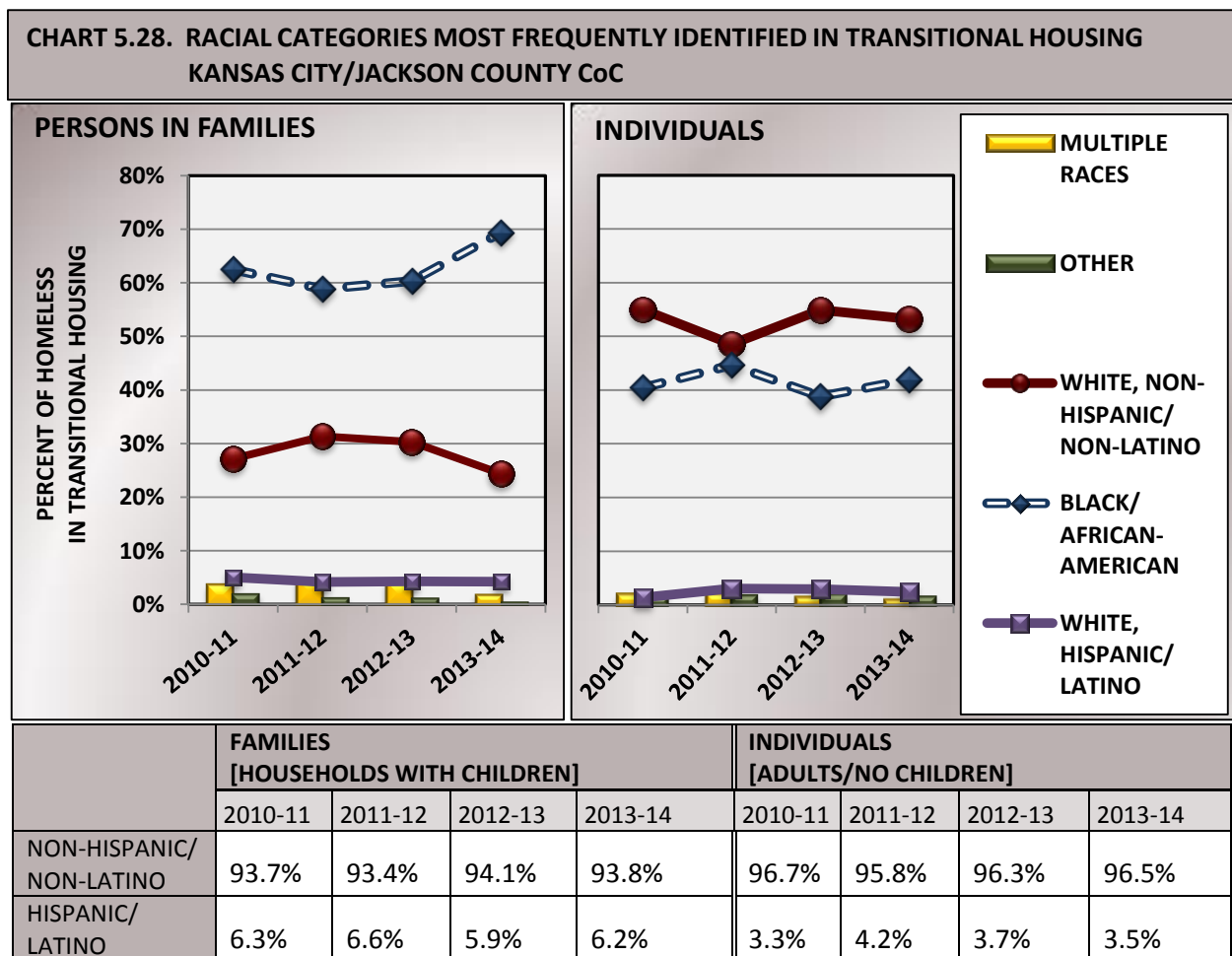
[Note: the "Other" category includes Native American/Alaska Natives; Asians; Native Hawaiians/Pacific Islanders. Combined into a miscellaneous category, they represent under two percent of the population in the years shown.]



Among individuals, the discrepancy was less pronounced, particularly in 2012-13 and 2013-14, when both White and African American households without children constituted between 40 and 50 percent of the total population. In the preceding two years, however, African Americans were in the range of 60 percent while Whites made up most of the remainder.

The table below the chart shows the respective frequencies, by time period, for persons with Hispanic/Latino origins and those who are non-Latino, non-Hispanic residing in emergency shelters. Other races appearing in the data had extremely small percentages, as the chart shows.

Chart 5.28 deals in a similar way with the population of homeless persons in families and individuals in transitional housing. While the Black/African-American category remains predominant among persons in families, with the population of individuals, White, Non-Hispanic/Non-Latino homeless tend to be more frequently involved in transitional housing services, although not by a large margin.

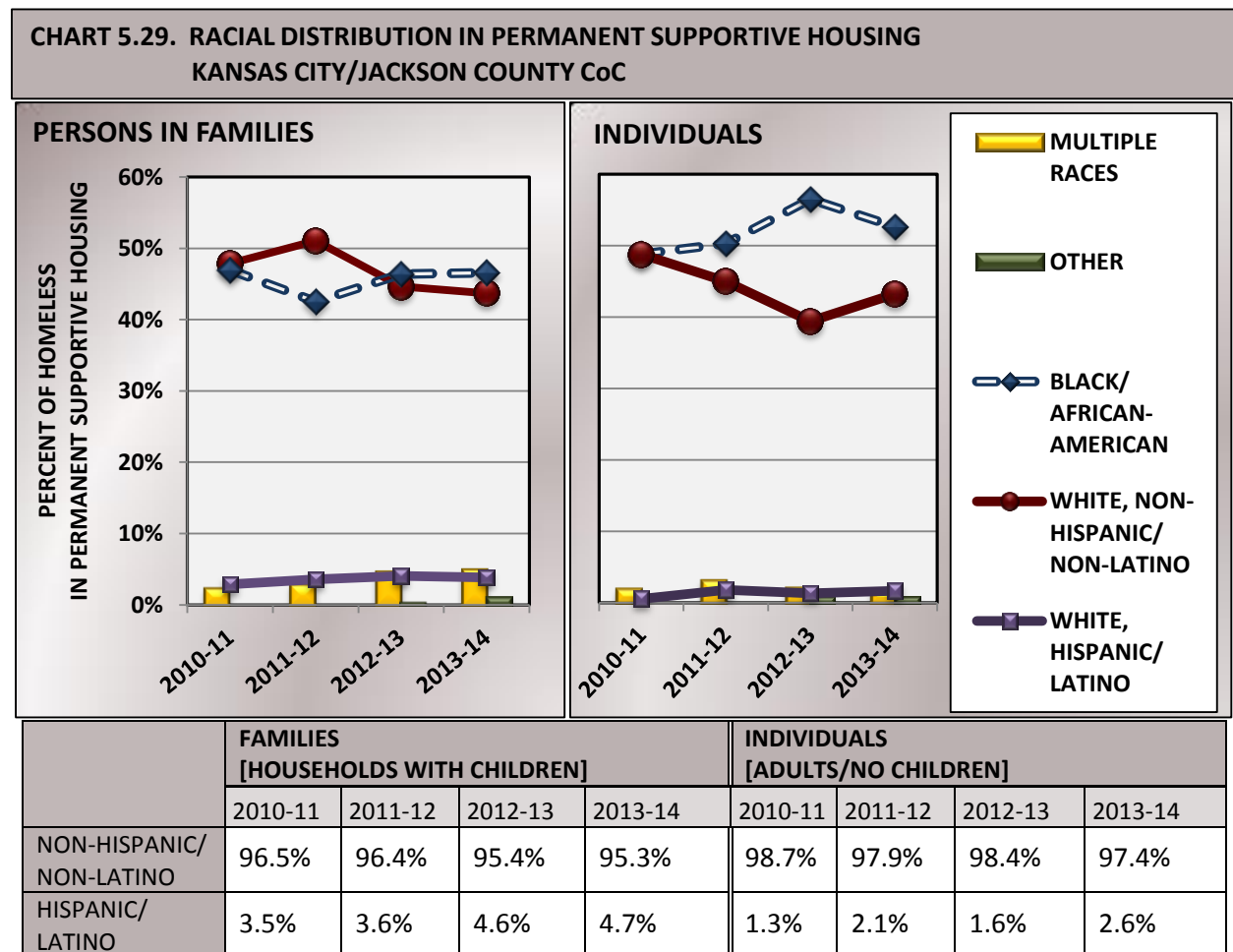


[Note: the "Other" category includes Native American/Alaska Natives; Asians; Native Hawaiians/Pacific Islanders. Even combined into a miscellaneous category, they represent less than two percent of the population in the years shown.]

In transitional housing, Black/African-American homeless adults in households with children also make up a majority of the population. In all four years, this group accounted for 60 to 70 percent of those receiving transitional housing services, while Whites in families with children made up 30 percent or below. As the chart shows, neither the population of families with children nor that of households with only adults have significant representation from other races or the multiple race category.

In terms of adults without children living in transitional housing, this group appears to have more Whites, although the difference is, at its greatest, roughly 15 percent. With regard to persons in families with Hispanic/Latino background, their presence in transitional housing is comparable to the degree to which they are found in emergency shelter. Among the population of individuals without children, however, they represent a share that is two to three percentage points lower.

Chart 5.29 displays data for permanent supportive housing service recipients in the Kansas City CoC.



[Note: the "Other" category includes Native American/Alaska Natives; Asians; Native Hawaiians/Pacific Islanders. Even combined into a miscellaneous category, they represent less than two percent of the population in the years shown.]

A comparison of the two types of households indicates that non-Hispanic Whites and Black/African American subpopulations are proportionally more closely aligned. The frequency for each group remains within 10 to 15 percentage points of the other, although among individuals, African Americans represent the larger share.

Both individuals and persons in families with Hispanic/Latino origins are less frequently found in this type of programming.

Regardless of the type of programming, Black/African Americans are far more likely than non-Hispanic/non-Latino Whites to require services. As noted earlier, the ratio in some years is as high as two-to-one, and only among individuals in transitional housing does the ratio favor Whites.

A comparison with Jackson County census data, provided in Table 5.15, gives some further context. Although not as pronounced in all services, statistics for persons in families indicate that one finds African-Americans in both emergency shelter and transitional housing at nearly three times their incidence in the general population.

**TABLE 5.15. RACIAL DISTRIBUTION OF THE JACKSON COUNTY (MISSOURI) POPULATION, 2013 ESTIMATES AS COMPARED TO JACKSON COUNTY CoC HMIS DATA ON RACE**

	WHITE	BLACK/ AFRICAN AMERICAN	ASIAN	NATIVE AMERICAN/ ALASKAN NATIVE	NATIVE HAWAIIAN/ OTHER PACIFIC ISLANDER	MULTIPLE RACE	HISPANIC/ LATINO	OTHER
Jackson Co	<b>70.4%</b>	<b>24.0%</b>	1.8%	0.6%	0.3%	2.9%	8.8%	2.7%
2013-14 HMIS CoC totals	<b>45.7%</b>	<b>60.1%</b>	0.2%	0.8%	0.4%	2.6%	3.8%	N/A
2013-14 Emer- gency Shelter Totals	<b>40.1%</b>	<b>52.5%</b>	0.3%	0.9%	0.4%	2.1%	3.6%	N/A
2013-14 Transi- tional Housing Totals	<b>35.6%</b>	<b>58.7%</b>	0.1%	0.3%	0.3%	1.4%	3.5%	N/A
2013-14 Permanent Supportive Housing	<b>43.4%</b>	<b>49.7%</b>	0.1%	0.5%	0.3%	3.3%	2.7%	N/A

Source: <http://quickfacts.census.gov/qfd/states/29/29219.html> and HUD HDX Annual Homeless Assessment Report for 2013-14

In permanent supportive housing, the same statistic puts them at nearly two times their frequency in the census (24 percent).

**2) Racial Characteristics of Homeless Veterans**

Statistics on race pertaining to veterans indicate that the share of this population made up of Black/ African American homeless persons in families and individuals remains higher than the percentage this group constitutes in the Jackson County general population.

Ratios for Black/African-American homeless veterans tend to be lower, however, than in the total homeless population:

- In the 2013-14 Kansas City CoC emergency shelter population, Black/African Americans represented 53 percent of all homeless, but only 45.7 percent when limited to veterans only.
- For transitional housing in the same period, Black/African Americans were 59 percent of the entire population, while their numbers were under 43 percent among veterans.
- Only with permanent supportive housing were Black/African Americans veterans at roughly equal strength as in the overall homeless population

Table 5.16 shows these and other details.

**TABLE 5.16. FREQUENCY OF RACES AMONG THE VETERAN POPULATION, BY PROGRAM  
KANSAS CITY/INDEPENDENCE/LEE’S SUMMIT/JACKSON COUNTY COC**

	VETERANS IN EMERGENCY SHELTER				VETERANS IN TRANSITIONAL HOUSING				VETERANS IN PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
WHITE, NON-HISPANIC/NON-LATINO	36.9%	50.0%	51.6%	48.0%	50.8%	50.4%	52.9%	52.2%	60.5%	40.0%	42.2%	48.5%
BLACK/AFRICAN-AMERICAN	58.5%	45.2%	44.2%	45.7%	42.9%	42.7%	39.3%	42.8%	39.5%	52.5%	57.8%	50.0%
MULTIPLE RACES	1.5%	0.0%	1.6%	2.2%	1.6%	2.1%	1.6%	0.6%	0.0%	2.5%	0.0%	0.0%
WHITE, HISPANIC/LATINO	1.5%	0.0%	1.0%	1.9%	1.6%	3.4%	4.2%	3.3%	0.0%	5.0%	0.0%	1.5%
OTHER	1.5%	4.8%	1.6%	2.2%	3.1%	1.3%	2.1%	1.1%	0.0%	0.0%	0.0%	0.0%
NON-HISPANIC/ NON-LATINO	94.0%	93.2%	96.2%	95.3%	96.5%	96.2%	94.8%	95.6%	97.4%	95.0%	100%	98.5%
HISPANIC/LATINO	6.0%	6.8%	3.8%	4.7%	3.5%	3.8%	5.2%	4.4%	2.6%	5.0%	0.0%	1.5%

**3) Age Distribution of Kansas City CoC Homeless**

Children in homeless families whose services have been documented in the Kansas City CoC area are predominantly under age 13. Table 5.17 provides a breakdown of the statistics for the 2010-11 to 2013-14 periods. The overall distribution does not appear to have changed significantly in that four-year span with the exception of the following points:

- Infants occupy a small percentage of the children counted, but in transitional housing this population has grown by 5.5 percent.
- The percentage of children age 1 to 5 recorded in permanent supportive housing has increased by over 7 percent.

**TABLE 5.17. DISTRIBUTION OF CHILDREN BY AGE GROUPS AND SERVICE TYPE  
KANSAS CITY/INDEPENDENCE/LEE’S SUMMIT/JACKSON COUNTY COC**

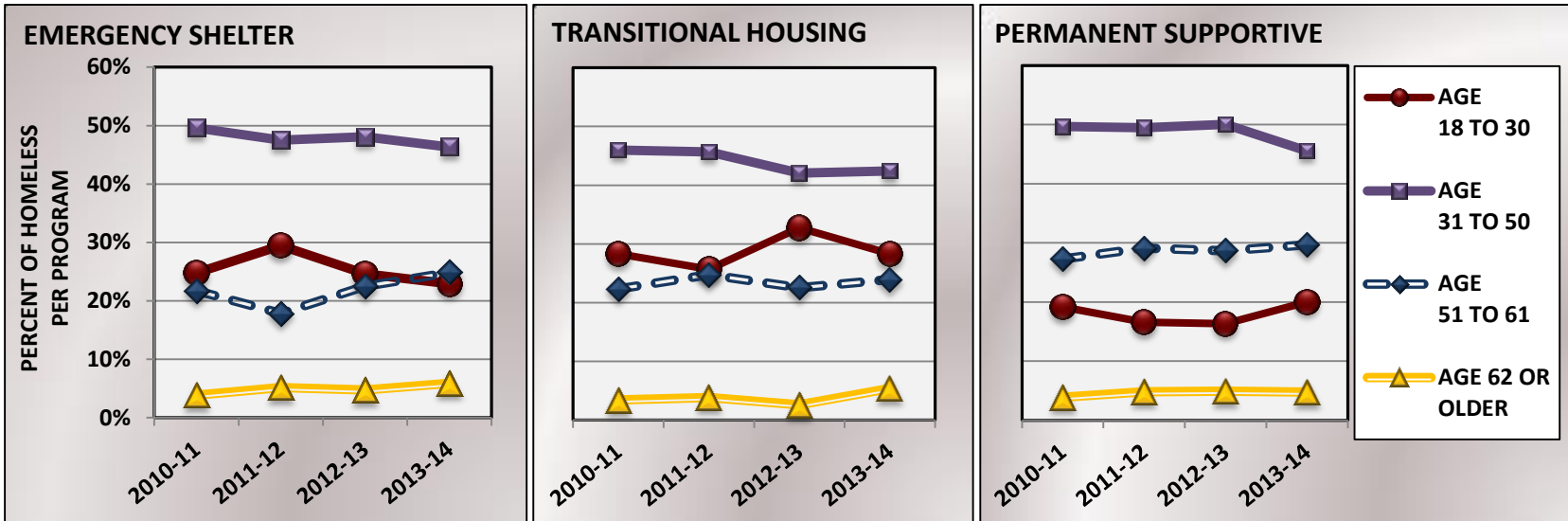
CHILDREN IN FAMILIES	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS, ALL UNDER AGE 18	377	801	730	674	470	553	598	447	323	330	408	493
UNDER 1	2.4%	2.4%	2.5%	3.9%	0.4%	2.5%	4.7%	6.0%	0.6%	0.3%	0.5%	0.8%
AGE 1 TO 5	43.2%	42.3%	42.2%	39.9%	41.5%	40.0%	43.5%	40.3%	22.0%	22.4%	25.5%	29.2%
AGE 6 TO 12	37.9%	39.6%	41.4%	41.4%	43.4%	40.7%	34.9%	38.9%	48.3%	50.0%	46.8%	45.2%
AGE 13 TO 17	16.4%	15.7%	14.0%	14.8%	14.7%	16.8%	16.9%	14.8%	29.1%	27.3%	27.2%	24.7%
<b>COUNT OF UNACCOMPANIED CHILDREN:</b>	<i>Across all service types, the most frequently recorded children are school age youngsters, while unaccompanied children appear to be fairly rare. The ones counted were limited to the 13-to-17 age range.</i>											
AGE 13 TO 17	0	0	10	0	0	1	1	0	0	0	0	0

With reference to Chart 5.30, from 2010-11 to 2013-14 between 40 and 50 percent of homeless adults were consistently in the 31-to-50 age bracket. With the inclusion of the 51-to-61 age category, the percentages range for each type of programming from 65 percent to as high as 80 percent, with permanent supportive housing near 80 percent in all years. The 18-to-30 group is much less prominent (in nearly all years, less than 30 percent) while the smallest percentage is accounted for by individuals age 62 or older. Chart 5.30 above illustrates the distribution by program type.

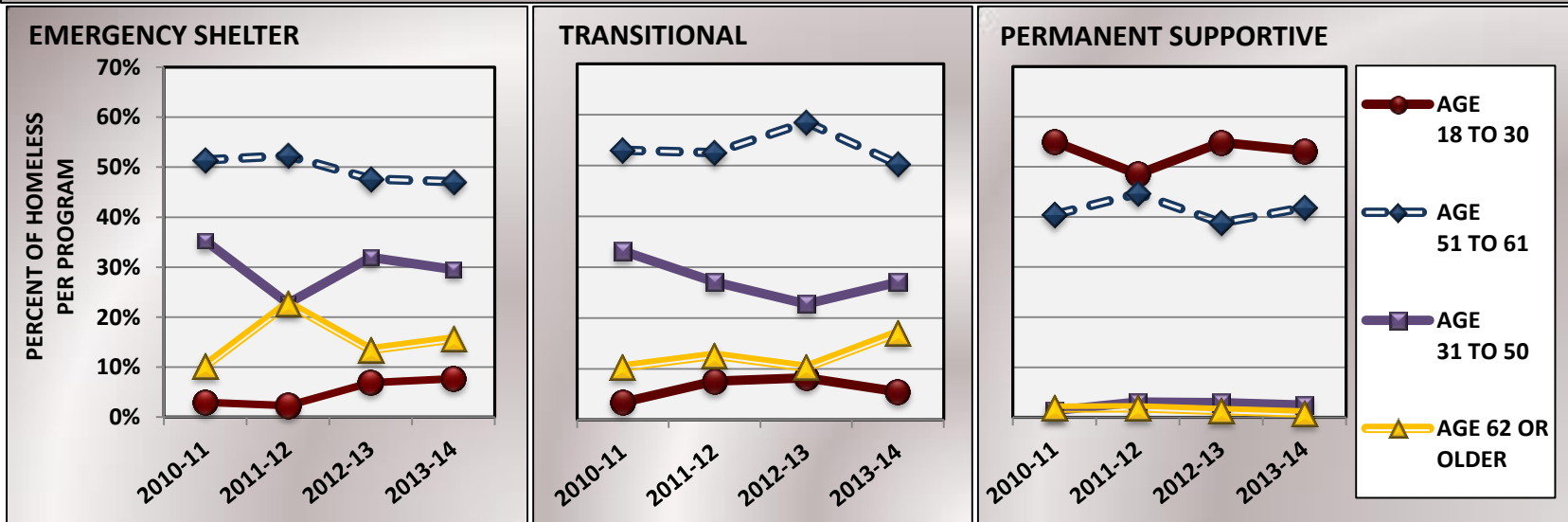
When veterans are isolated from the total homeless population, their age statistics indicate that as a whole, they tend to be older, as Chart 5.31 illustrates. In both emergency shelter and transitional housing a high percentage (50 to 60 percent) of veterans are at ages ranging from 51 to 61. In these same venues, there are also more seniors with ages 62 or older. They represent 10 to 20 percent of the veteran population, as compared to roughly five percent or less of the homeless population as a whole, but appear to be most prevalent among adults seeking emergency shelter.

The pattern is very different for veterans in permanent supportive housing, where the highest percentage of veterans are in the 18-to-30 age range, followed by individuals age 51 to 61. The other age groups (middle-age and seniors) represent only a small percentage of those receiving these services.

**CHART 5.30. DISTRIBUTION OF TOTAL HOMELESS POPULATION BY AGE AND PROGRAM TYPE -- KANSAS CITY/JACKSON COUNTY CoC**



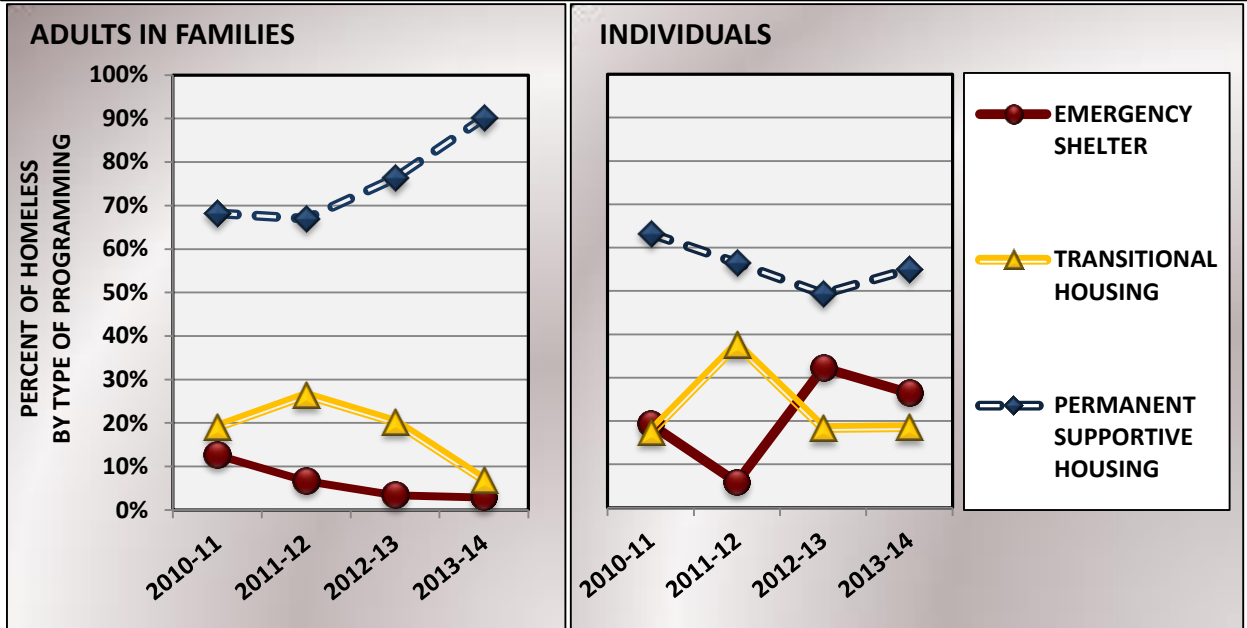
**CHART 5.31. DISTRIBUTION OF VETERANS BY AGE AND PROGRAM TYPE -- KANSAS CITY/JACKSON COUNTY CoC**



**4) Disabled Among the Homeless Population**

Within the Kansas City CoC service area, individuals with disabilities among the sheltered homeless population are most likely to be found in permanent supportive housing (Chart 5.32).

**CHART 5.32. PERCENTAGE OF TOTAL HOMELESS WITH DISABILITIES, BY PROGRAM SERVICES  
KANSAS CITY/JACKSON COUNTY CoC**



	ADULTS IN FAMILIES					ADULTS [HOUSEHOLDS WITHOUT CHILDREN]				
	2010-11	2011-12	2012-13	2013-14	Pct change 2010 to 2014	2010-11	2011-12	2012-13	2013-14	Pct increase 2010 to 2014
<b>EMERGENCY SHELTER</b>										
DISABLED	27	16	8	7	-(74.1%)	121	50	416	347	187%
NOT DISABLED	267	481	402	377		683	449	3,667	3,028	
<b>TRANSITIONAL</b>										
DISABLED	41	64	48	17	-(58.5%)	110	325	237	244	122%
NOT DISABLED	205	269	348	253		541	289	273	205	
<b>PERMANENT SUPPORTIVE</b>										
DISABLED	146	162	181	220	50.7%	398	487	636	722	81%
NOT DISABLED	101	79	102	125		110	119	123	148	

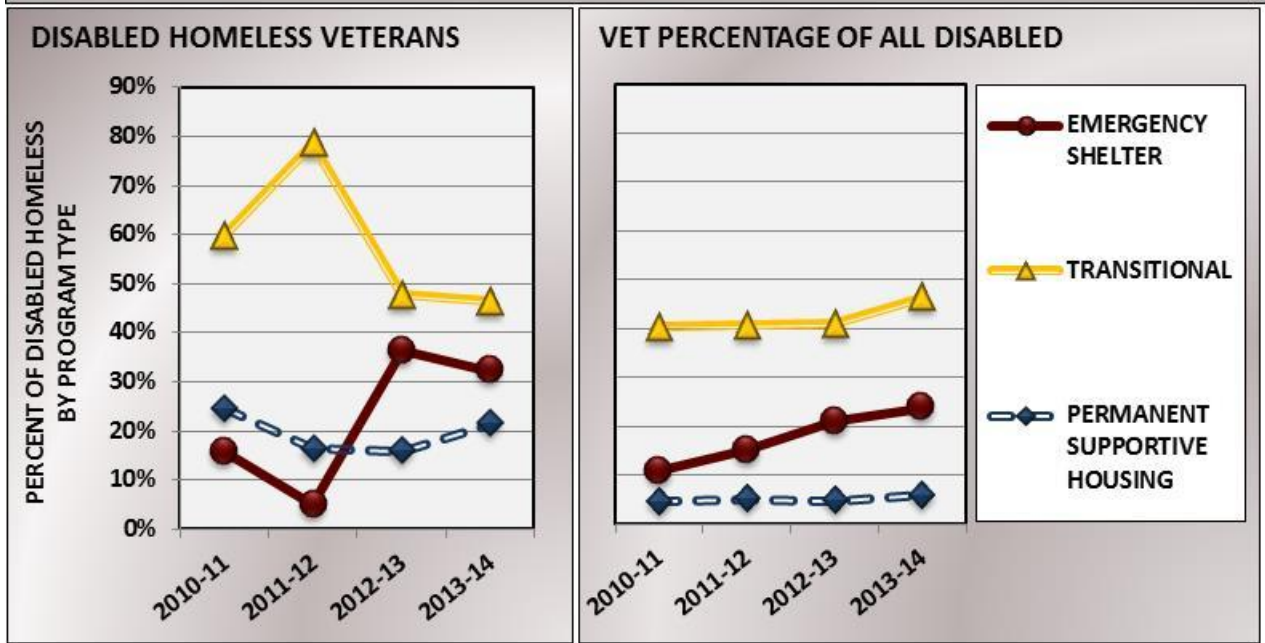
This is even truer of adults with families. With respect to the latter, the proportion accessing permanent supportive housing has increased from 70 percent in 2010-11 to over 90 percent in 2013-14. The other programming options do not provide for data collection on types of disabilities, but this is a requirement for permanent supportive housing. For disabled homeless persons in families and individuals in those programs, mental health is by far the most frequent complaint reported (Table 5.18).

**TABLE 5.18. DISABILITY TYPES REPORTED IN PERMANENT SUPPORTIVE HOUSING  
KANSAS CITY/INDEPENDENCE/LEE'S SUMMIT/JACKSON COUNTY COC**

	ADULTS IN FAMILIES				INDIVIDUALS WITHOUT CHILDREN			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>MENTAL HEALTH</b>	<b>81.9%</b>	<b>88.1%</b>	<b>81.9%</b>	<b>66.5%</b>	<b>61.1%</b>	<b>77.8%</b>	<b>63.0%</b>	<b>62.7%</b>
PHYSICAL DISABILITY	3.6%	5.1%	9.8%	27.8%	20.3%	6.5%	12.7%	13.8%
HIV/AIDS	3.6%	2.8%	4.1%	2.9%	8.6%	8.5%	19.5%	17.4%
BOTH MENTAL HEALTH/ SUBSTANCE USE DISORDERS	2.9%	2.3%	2.6%	1.6%	1.3%	2.1%	1.6%	2.6%
SUBSTANCE USE DISORDERS ONLY	8.0%	1.7%	1.6%	1.3%	6.2%	1.4%	1.0%	1.1%
DEVELOPMENTAL DISABILITY	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%

For disabled adults in households without children, the percentage using permanent supportive housing is not as high, but still represents the majority in all years.

**CHART 5.33. DISTRIBUTION OF DISABLED HOMELESS VETERANS IN CONTRAST TO  
PERCENTAGE OF VETERANS AMONG ALL DISABLED HOMELESS ADULTS  
KANSAS CITY/JACKSON COUNTY COC**



	FAMILIES				INDIVIDUALS [NO CHILDREN]			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>EMERGENCY SHELTER</b>								
DISABLED		1	1	1	16	9	88	83
NOT DISABLED		3	4	4	51	31	224	184
<b>TRANSITIONAL HOUSING</b>								
DISABLED	0	0	1	1	61	158	116	120
NOT DISABLED	2	3	4	2	139	75	69	57
<b>PERMANENT SUPPORTIVE</b>								
DISABLED	3	3	0	7	22	30	39	49
NOT DISABLED	1	2	2	2	11	5	4	8



There is also a higher level of need, it appears, with respect to individuals without children. Over the four years shown, the ranks of single individuals with disabilities have increased: in emergency shelter, by nearly 190 percent and in transitional housing by over 120 percent.

Increased tallies for disabilities among homeless persons in families and individuals may be attributed to an increased numbers of veterans needing services. As Chart 5.33 shows, however, the number of veterans – either disabled or non-disabled – is not necessarily a large segment of the homeless population, particularly where the population of adults is those with children.

The right-hand portion of Chart 5.33 illustrates the percentage of veterans that have been present among the disabled population in various programs from 2010-11 to 2013-14. It shows the importance of transitional housing to this group as a resource.

**5) *Household Size:***

Most homeless veterans tend to live in households where there are no children, regardless of the type of programming. Table 5.19 illustrates the extent to which this is true.

**TABLE 5.19. SIZE OF HOUSEHOLDS FOR HOMELESS VETERANS, ALL HOUSEHOLD TYPES  
KANSAS CITY/INDEPENDENCE/LEE’S SUMMIT/JACKSON COUNTY CoC**

	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
1 PERSON	68	44	314	274	202	236	187	181	35	40	43	66
2 PERSONS	0	0	1	0	0	0	0	0	3	0	0	0
3 OR MORE PERSONS	0	0	4	0	0	0	6	0	1	0	2	0

Chart 5.34 displays data for the distribution of the homeless population in the Kansas City CoC service area by household size. The data are categorized by program type. The chart does not distinguish between household types, but the data table below it provides this breakdown.

Because the data for households without children does not lend itself to display in a chart, the amounts shown are for all homeless persons in families and individuals tallied in the respective time period. As the data table indicates, the overwhelming majority of adults in these types of households live alone. In both emergency shelter and transitional housing settings, it’s rare to find multi-person households among them.

In permanent supportive housing, however, the pattern changes slightly for the adult-without-children group, with small percentages of the population in multi-person adult-only households.

**CHART 5.34. HOUSEHOLD SIZE FOR THE HOMELESS POPULATION, ALL HOUSEHOLDS, BY PROGRAMMING OPTION  
KANSAS CITY/JACKSON COUNTY CoC**



	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
<i>FAMILIES</i>	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
2 PERSONS	151	282	300	244	110	174	196	132	96	98	92	142
3 PERSONS	216	366	324	393	246	246	324	207	150	165	192	211
4 PERSONS	169	412	308	272	151	220	220	156	131	136	192	256
5 OR MORE PERSONS	154	291	254	180	217	247	254	222	194	178	221	237
<i>ADULTS NO CHILDREN</i>	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
1 PERSON	949	530	4,306	3,530	649	628	516	456	447	498	641	880
2 PERSONS	0	0	0	0	2	0	8	2	58	60	94	10
3 PERSONS	0	0	0	0	0	0	3	0	21	30	21	0
4 OR MORE PERSONS	0	0	0	0	0	0	0	0	21	20	8	0

**SECTION VI.**  
**SPRINGFIELD/GREENE, CHRISTIAN, WEBSTER COUNTIES**  
**CONTINUUM OF CARE**

Springfield is the third largest city in Missouri and the county seat of Greene County, which is the fourth most populous county in the state. The Continuum of Care members provide services in the Springfield-Branson Metropolitan Statistical Area (MSA). Greene, Christian and Webster Counties represent only a portion of the MSA, which encompasses seven counties in all. Greene County is the most urbanized with approximately 14 percent of its land area classified as urban. In other respects, the counties in the CoC, as well as in the MSA are largely rural, although a section of Christian County has gained a slightly suburban character due to its proximity to Springfield and the growth the city has been experiencing. Greene County itself – despite the presence of a city with a 2010 population at close to 160,000 – is also predominantly rural, with 86 percent of its territory designated as non-urban and 48 percent devoted to agricultural production.<sup>1</sup>

**KEY FINDINGS AND EXECUTIVE SUMMARY**

Despite economic challenges in the City of Springfield, homelessness in the CoC, based on the PITC data, has declined since 2013. As with both substance abuse and domestic violence, however, the extent of mental illness among homeless individuals and families has been more highly concentrated than in the general population. The rate among homeless individuals and families has exceeded four-to-one in some years in reference to each of the three counties, as well as in the catchment area population as a whole.

- a) **DECLINE IN HOMELESSNESS:** Homelessness has declined since 2013 by 22 percent. One aspect of this decline is a 40 percent reduction in persons served in shelters or housing.
- b) **SHIFT IN NUMBERS OF SERVICE RECIPIENTS IN PROGRAMMING:** Since 2010-11, the number of homeless persons entering permanent supportive housing has increased by 150 percent. There continues to be a heavy reliance on emergency shelter, however. As of 2013-14, the total of persons in permanent supportive housing was equal to roughly 20 percent of the number of persons in emergency shelter.
- c) **FUNDING FOR VETERANS:** The Kitchen, a Springfield CoC member agency, received Supportive Services for Veteran Families (SSVF) funding from the Department of Veterans Affairs in the amount of nearly \$500,000 in FY 2013.<sup>2</sup> Between 2014 and 2015, the total number of veterans in the PITC dropped by 16 percent, which suggests that the additional funding may have had some impact.
- d) **SUBPOPULATIONS:** Beginning in 2010, substance abuse alternated with mental illness as the defining characteristic of groups with highest numbers recorded among the subpopulations tracked. Substance abuse was most prevalent among subpopulations from 2010 to 2012. In 2013 mental illness became most prevalent, affecting 40 percent of the total count for subpopulations.

<sup>1</sup> Census of Agriculture, 2012. County Profile: Greene County, Missouri. U.S. Department of Agriculture. Accessed online November 24, 2015 at [http://www.agcensus.usda.gov/Publications/2012/Online\\_Resources/County\\_Profiles/Missouri/cp29077.pdf](http://www.agcensus.usda.gov/Publications/2012/Online_Resources/County_Profiles/Missouri/cp29077.pdf). Clarification on distinctions between “urban” and “rural” can be found at the Missouri Census Data Center in an article entitled, “Ten Things to Know About Urban Vs. Rural,” located at the following site: <http://mcdc.missouri.edu/TenThings/urbanrural.shtml>. Accessed November 24, 2015.

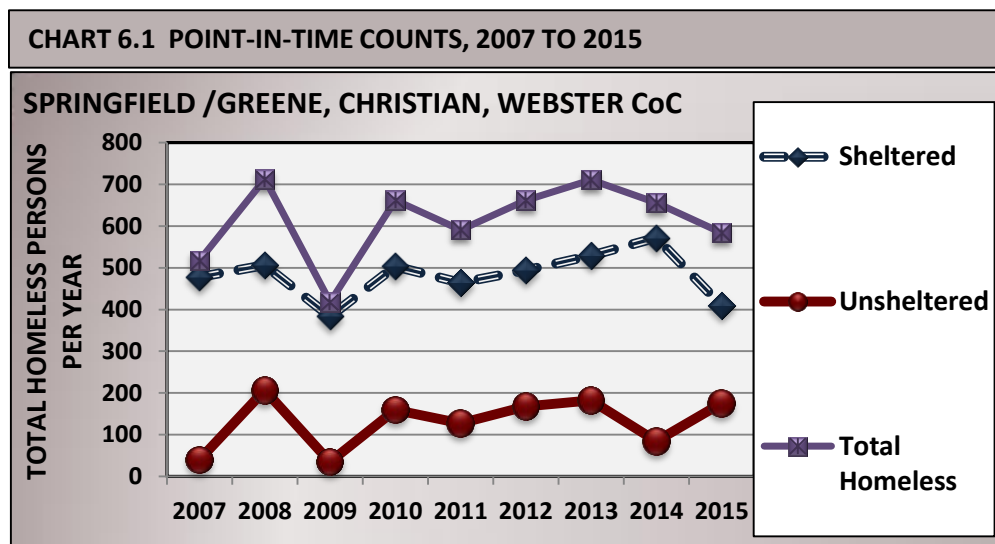
<sup>2</sup>A list of awards for FY 2013 is accessible online. Those for Missouri appear on page 10. Document available at: [http://www.va.gov/homeless/docs/ssvf/2013\\_ssvf\\_awards\\_final\\_71113.pdf](http://www.va.gov/homeless/docs/ssvf/2013_ssvf_awards_final_71113.pdf). Accessed December 11, 2015.

- e) **CHRONIC HOMELESSNESS:** Point-In-Time Count data for the years 2007 to 2015 indicate that Springfield CoC’s population of chronically homeless individuals and families has grown by over 70 percent. At the 2015 count, the unsheltered portion of this subpopulation was four times the size of the count of persons sheltered. Since 2013, however, the proportion of sheltered persons as compared to the unsheltered group has been increasing.
- f) **SHELTER STATUS:** Data comparing sheltered subpopulations with unsheltered indicate that domestic violence survivors are the most likely to be sheltered, while veterans are the least likely. In 2015, only 20 percent of veterans were involved in homelessness programming. It is also true that records on homelessness in the Springfield CoC showed only a small number of veterans.

## 1) OVERVIEW

The Springfield/ Greene, Christian and Webster Counties Continuum of Care (Springfield CoC) coordinates efforts to address homelessness in the City of Springfield and its surrounding areas. Planning for this continuum requires conducting a count and providing services for both rural and urban areas.

Trends in homelessness in the CoC since 2007 have been somewhat variable, but since 2013 the overall total has declined by 18 percent. Despite this decrease, the number of homeless families and individuals at the 2015 count stood at roughly 13 percent above the total in 2007 (Chart 6.1).



The 2013 Point-In-Time Count (PITC) represented a peak in the tallies, one not equaled since 2008. The overall reduction in homelessness since that point can be largely explained by two trends: a 58 percent decline in the unsheltered in 2014 and a 28.5 percent decline in sheltered homeless individuals and families between 2014 and 2015.

Improvements were somewhat offset by a rebound in the count for unsheltered in 2015. The totals for this group were comparable to the levels in preceding years, suggesting that there continues to be a segment of homeless persons who have not accessed programming.

The CoC’s progress shows evidence of the hard work of a far-reaching collaborative effort to address and prevent homelessness dating back over 15 years. The coalition has partnered with city agencies, housing and shelter providers, and social service providers on long-range planning, including a 10-year plan to end homelessness. A centralized support system and access point for housing assistance were among the major goals of this project.

That goal was realized in 2013 when the City of Springfield joined with the CoC to create “One Door,” a central intake office that coordinates services and assistance for homeless individuals and families and at-risk persons in the CoC service area. One Door is housed within the Springfield Affordable Housing Center. Designed to prevent homelessness as well as remedy it, the Center functions as a “one-stop”

resource offering a range of supportive services. The Veteran’s Administration, Family Services, and Legal Services of Missouri are among the entities housed here.<sup>3</sup>

A more recent product of collaboration is the Springfield Homeless Court. Using alternative sentencing, referrals to treatment and opportunities for housing, law enforcement personnel and service providers help defendants resolve outstanding nonviolent misdemeanor offenses before they become liabilities for finding housing and jobs. The local paper highlighted the court’s efforts in July 2015, when two homeless individuals “graduated” to permanent housing.<sup>4</sup>

The local economy in Springfield and surrounding areas appears robust based on a number of indicators. For example, unemployment is trending toward pre-recession levels and the labor pool has grown. However, in two counties (Webster and Greene) median household incomes are lower than for Missouri as a whole. While a 2009-2013 census estimate places median income for the state at \$47,380, this measure is \$44,596 for Webster and \$40,337 for Greene. By contrast, Christian County has a comparable level of \$52,000. Statistics on homelessness appear to reflect some recent positive developments, as well as mixed indicators with regard to income.<sup>5</sup>

Despite these and other improvements, the area has had challenges tending to influence the level of homelessness.

#### **A. INCOME**

In February 2015, officials in Springfield learned that the Department of Housing and Urban Development (HUD) designated the city as being in “severe fiscal distress.” Based on both the percentage of families living in poverty (19 percent) and the per capita income (under \$21,000), this designation sets Springfield apart from other metro areas in the state.<sup>6</sup> Community leaders have identified the economic distress suggested by the statistics cited for the City as a matter of urgent concern.<sup>7</sup>

Conditions in Springfield are not necessarily representative of the service area where the Springfield CoC operates. Table 6.1 provides a comparison of trends in the indicators cited above (families living in pov-

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<sup>3</sup> See <http://www.commpartnership.org/what-we-do/by-division/housing/one-door/> and Herzog, “Despite Efforts of Task Force, Springfield Becomes Top Metro Area for Poverty.”

<sup>4</sup> Jackie Rehwald, “Springfield Homeless Court Program’s First Success Stories Graduate,” *Springfield News-Leader*. July 11, 2015. Accessed at <http://www.news-leader.com/story/news/local/ozarks/2015/07/11/springfield-homeless-court-programs-first-success-stories-graduate/30037135/>.

<sup>5</sup> U.S. Census Bureau: State and County Quick Facts. Accessed online August 14, 2015 at <http://quickfacts.census.gov/qfd/states/29/29077.html>.

<sup>6</sup> Stephen Herzog, “Despite Efforts of Task Force, Springfield Becomes Top Metro Area for Poverty,” *Springfield News-Leader*. March 14, 2015. <http://www.news-leader.com/story/news/local/ozarks/2015/03/14/despite-efforts-task-force-springfield-becomes-top-metro-area-poverty/24790367/>

<sup>7</sup> Harrison Keegan, “Impacting Poverty Commission Starts Game-Planning for Action,” *Springfield News-Leader*. November 21, 2014. Accessed at <http://www.news-leader.com/story/news/local/ozarks/2014/11/21/impacting-poverty-commission-starts-game-planning-action/70039500/>; for post-recession economic trends in Springfield, see Community Focus 2013: A Report for Springfield and Greene County, “Business and Economic Conditions.” Accessed at [http://springfieldcommunityfocus.org/2013\\_report/community-focus-2013.pdf](http://springfieldcommunityfocus.org/2013_report/community-focus-2013.pdf)

erty and per capita income) between Springfield, the counties that make up the surrounding area and the State of Missouri.

Although from 2010 to 2013 the level of families living in poverty increased in Springfield, as well as in Greene County, this indicator has either declined (for Webster) or remained the same (in Christian). Per capita income has gone up in all counties and in Springfield has dropped only slightly.

**TABLE 6.1. ECONOMIC INDICATORS FOR SPRINGFIELD AND COUNTY GEOGRAPHIES FROM 2010 TO 2013 AS COMPARED TO DATA FOR THE STATE OF MISSOURI**

		2010		2011		2012		2013	
		Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error
<b>PER CAPITA INCOME</b>	<b>SPRINGFIELD</b>	<b>\$20,793</b>	<b>581</b>	<b>\$21,233</b>	<b>653</b>	<b>\$20,857</b>	<b>516</b>	<b>\$20,634</b>	<b>594</b>
	WEBSTER CO	\$18,699	813	\$18,709	880	\$19,449	1,006	\$19,955	966
	GREENE CO	\$23,443	424	\$23,956	563	\$23,637	405	\$23,520	462
	CHRISTIAN CO	\$23,720	650	\$24,284	606	\$24,879	650	\$25,134	799
	STATE OF MISSOURI	\$24,724	106	\$25,371	108	\$25,546	110	\$25,649	115
<b>FAMILIES LIVING IN POVERTY (Percent)</b>	<b>SPRINGFIELD</b>	<b>15.6%</b>	<b>1.4</b>	<b>16.3%</b>	<b>1.4</b>	<b>17.3%</b>	<b>1.5</b>	<b>19.0%</b>	<b>1.7</b>
	WEBSTER CO	12.4%	2.5%	11.7%	2.2	11.5%	2.1	11.8%	2.0
	GREENE CO	11.2%	0.8	12.0%	0.9	12.8%	0.8	13.5%	1.0
	CHRISTIAN CO	7.8%	1.2	8.2%	1.4	7.7%	1.2	7.9%	1.1
	STATE OF MISSOURI	10.0%	0.2	10.3%	0.2	10.7%	0.2	11.1%	0.2

\*Source: United States Census Bureau. <http://quickfacts.census.gov/qfd/states/29/29077.html> Accessed November 30, 2015.

Per capita income in Missouri has grown steadily, if not dramatically, to reach a level in 2013 nearly four percent above the amount estimated in 2010. The same indicator in Springfield has vacillated around a mean of \$20,880, which is roughly \$4,500 less than the state average over the four-year period from 2010 to 2014. For families in poverty, the percentage for the state increased slightly between 2010 and 2013, but remains at or below 11 percent.<sup>8</sup>

## B. HOUSING COST

Table 6.2a compiles monthly and annual housing costs for Springfield and the counties which constitute the service area for the Springfield CoC. Both homeowner costs (derived from median selected monthly owner costs) and gross rent are included. This illustrates the range of typical housing expenditures. Table 6.2b uses the annual amounts for the housing cost data to determine percentage of income absorbed by these expenses. In addition to the median income for Springfield and the counties encompassed by CoC member services, the table presents totals for persons on fixed incomes.

<sup>8</sup> HUD designates any household that expends 30 percent or more of its income on housing as “housing-cost burdened.” For background on this designation, see: Mary Schwartz and Ellen Wilson. “Who Can Afford to Live in a Home?: A Look at Data from the 2006 American Community Survey.” U.S. Census Bureau. Undated. Available online at: <http://www.census.gov/housing/census/publications/who-can-afford.pdf>. Accessed December 2, 2015.

**TABLE 6.2a. HOUSING COST ESTIMATES FOR THE SPRINGFIELD COC SERVICE AREA (SPRINGFIELD CITY AND GREENE, CHRISTIAN AND WEBSTER COUNTIES)\***

	SPRINGFIELD		GREENE COUNTY		CHRISTIAN COUNTY		WEBSTER COUNTY	
	Median Selected Owner Cost	Gross Rent	Median Selected Owner Cost	Gross Rent	Median Selected Owner Cost	Gross Rent	Median Selected Owner Cost	Gross Rent
MONTHLY (Average of estimates 2010-2013)*	\$902	\$636	\$1,052	\$659	\$1,190	\$720	\$918	\$611
ANNUAL	\$10,824	\$7,632	\$12,624	\$7,908	\$14,280	\$8,640	\$11,016	\$7,332

**TABLE 6.2b. HOUSING COST ESTIMATES AS A PERCENT OF 2013 INCOME ESTIMATES FOR THE SPRINGFIELD COC SERVICE AREA**

	SPRINGFIELD				GREENE COUNTY				CHRISTIAN COUNTY				WEBSTER COUNTY			
	2013 Estimates	MoE <sup>^</sup>	Owner Cost As Percent of Income	Gross Rent As Percent of Income	2013 Estimates	MoE <sup>^</sup>	Owner Cost As Percent of Income	Gross Rent As Percent of Income	2013 Estimates	MoE <sup>^</sup>	Owner Cost As Percent of Income	Gross Rent As Percent of Income	2013 Estimates	MoE <sup>^</sup>	Owner Cost As Percent of Income	Gross Rent As Percent of Income
MEDIAN HOUSEHOLD INCOME, 2009-2013	\$32,333	705	33.5%	23.6%	\$40,337	773	31.1%	19.6%	\$52,838	1,856	27.0%	16.4%	\$44,596	1,743	24.7%	16.4%
PER CAPITA INCOME	\$20,634	594	52.5%	37.0%	\$23,520	462	53.4%	33.6%	\$25,134	799	56.8%	34.4%	\$19,955	966	55.2%	36.7%
RETIREMENT INCOME [MEAN]	\$21,347	2,855	50.7%	35.8%	\$21,939	1,653	57.3%	36.0%	\$19,917	1,820	71.7%	43.4%	\$17,758	2,134	62.0%	41.3%
SOCIAL SECURITY INCOME [MEAN]	\$15,492	345	69.9%	49.3%	\$16,642	281	75.5%	47.5%	\$17,263	611	82.7%	50.0%	\$16,556	617	66.5%	44.3%
SUPPLEMENTAL SECURITY INCOME (SSI) [MEAN]~	\$8,446	499	128.2%	90.4%	\$8,709	503	144.3%	90.8%	\$8,476	1,046	168.5%	101.9%	\$7,684	1,022	143.4%	95.4%
CASH PUBLIC ASSISTANCE [MEAN]	\$2,990	468	362.0%	255.3%	\$3,170	536	396.3%	249.5%	\$3,954	2,018	361.2%	218.5%	\$2,102	498	524.1%	348.8%

\*Source: United States Census Bureau. American Fact Finder. Housing Characteristics. <http://quickfacts.census.gov/qfd/states/29/29077.html> Accessed November 30, 2015. Monthly and annual amounts are based on averages of 2010-2013 values for 1) Median Selected Monthly Ownership Cost (SMOC, a composite of routine homeowner payments, including mortgage costs, taxes, insurance, utilities, and fuel, as well as mobile home and condominium fees). 2) Gross Rent, which includes contracted rent payments, as well as utilities, fuels, etc.

<sup>^</sup> MoE = Margin of Error

~Anyone qualifying for SSI is eligible for the Housing Choice Section 8 program. This limits the amount that the Section 8 recipient pays for housing to 30 percent of their income. Percentages shown do not account for Section 8 support.



### **1) Costs of Owning a Home**

Homeowners with a mortgage in the CoC service area whose incomes are equal to or greater than the median would only be considered “housing-cost burdened” to a limited degree in both the City of Springfield and Greene County. At all of the lower income levels, however, from per capita income through cash public assistance, the cost-burden for mortgage holders steadily increases. For those without a mortgage, selected monthly owner costs shrink to roughly a third of the amounts for mortgage holders and half of gross rent amounts.

### **2) Affordability of Rentals**

In general, those in rental properties are less dramatically cost-burdened, but become so at essentially the same income level. Typical rent for those subsisting on per capita income would require over 30 percent of household income in all of the geographies cited. This is true for all other income levels provided in the table, with the exception of households relying on Supplemental Security Income (SSI).

Springfield/Greene County has the highest percentage of renters of the three counties in the CoC, with 40.7 percent of all units occupied as rentals, compared to a rate of 33 percent for the state of Missouri as a whole. Roughly 50 percent of those who rent in the Springfield area made less than \$25,000 annually. In Greene County, nearly half – 49.3 percent – of all those in rental property spent 30 percent or more of their household income on rent, making them cost-burdened. A report on housing needs prepared for the MHDC in 2015 found that Greene County was the fourth most cost-burdened county in the state.<sup>9</sup>

HUD Fair Market Rents, which are used to compute Section 8, have risen for the Springfield Metropolitan area over the past five years. In 2010 rent amounts were calculated at \$610 for a two-bedroom unit and \$869 for a 3-bedroom unit. Figures for 2015 place those rents at \$654 and \$963, respectively.<sup>10</sup> A 2014 HUD housing market profile states that multi-family permitting averaged 510 units annually for 2009 to 2011, with most new units concentrated in the Springfield area. However, the profile also notes that the apartment market has been tightening since the second half of 2010, pushing rents upward. The vacancy rate in the third quarter of 2014 was 3.2 percent.<sup>11</sup>

### **3) Subsidized Housing**

Individuals on SSI are eligible to participate in the Housing Choice Voucher program (commonly referred to as Section 8). Housing assistance for the three Springfield CoC counties is administered by the local community action agency (Ozark Area Community Action Corporation, or OACAC). The agency serves a

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<sup>9</sup> Public Policy Research Center, University of Missouri St. Louis; Institute of Public Policy, University of Missouri; and Center for Applied Research and Environmental Systems. *MHDC Housing Needs Assessment Report*. 2015, p.56.

<sup>10</sup> See “HUD Releases Fair Market Rent Amounts for 2015 for Missouri” at <http://stlouisrealestatenews.com/st-louis-rental-property/hud-releases-fair-market-rent-amounts-2015-missouri/> and Final Fair Market Rent Documentation System at [http://www.huduser.org/datasets/fmr/fmrs/fy2010\\_code/2010summary.odn?inputname=METRO44180M44180\\*Springfield,%20MO%20HUD%20Metro%20FMR%20Area&data=2010&fmrtype=Final](http://www.huduser.org/datasets/fmr/fmrs/fy2010_code/2010summary.odn?inputname=METRO44180M44180*Springfield,%20MO%20HUD%20Metro%20FMR%20Area&data=2010&fmrtype=Final)

<sup>11</sup> “HUD PD & R Housing Market Profile.” Office of Policy Development and Research. U.S. Department of Housing and Urban Development. Accessed July 31, 2015 at [www.huduser.org/portal/ushmc/profile\\_archive.html](http://www.huduser.org/portal/ushmc/profile_archive.html).

ten-county area that includes Greene, Christian and Webster.<sup>12</sup> Like many Housing Choice administrators, OACAC finds it necessary to manage the demand by maintaining a waiting list for vouchers. As of December 3, 2015, a notice was posted on the OACAC website housing assistance page stating that it was “now serving households that applied prior to February 4, 2013.”<sup>13</sup>

Without vouchers or similar support, SSI recipients find it necessary to rely on market rate housing, in which case the data indicates that they can potentially spend the bulk of their income on housing.

Springfield’s Affordable Housing Center received nearly 16,000 calls for assistance in 2014 or approximately 100 calls on a busy day.<sup>14</sup> Although Springfield has a large concentration of subsidized housing relative to non-urban areas of the state, there are signs that publicly supported housing is not meeting the demand.

A recent report calculated the gap between the supply of subsidized housing and the number of renters at or below average median income in the combined area of Greene, Christian and Webster Counties. That gap amounts to 18,632 units, the second largest such gap in the state, next to St. Louis County.<sup>15</sup>

Some in the area have resorted to staying in housing that is deteriorating and even unsafe. In 2014 the city of Springfield conducted a random sample housing survey that found that 33 percent of single-person occupant housing was considered substandard. In addition, utility costs have escalated, according to the survey. These findings indicate a need for rehabilitation assistance, as well as weatherization and utility aid.<sup>16</sup>

### **C. HOMELESS INDIVIDUALS AND FAMILIES COMING FROM PRIVATE RESIDENCES**

The extreme housing-cost burden evident at certain income levels raises questions regarding the extent to which the homeless individuals and families who are in Springfield CoC programming left a previously maintained private residence that proved to be unaffordable.

Collection of Annual Homeless Assessment Report (AHAR) data requires that service providers request information about the previous night stay of those receiving program services: both where the family or household had accommodations and how long the stay lasted. Data specifically for private residences are summarized in Table 6.3.

The following points highlight some of the key considerations:

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<sup>12</sup> Counties served can be found on OACAC’s home page: <https://oacac-caa.org/oacac/content/welcome>. Also accessed December 3, 2015.

<sup>13</sup> Posted at: <https://oacac-caa.org/oacac/content/housing-assistance>. Accessed December 3, 2015.

<sup>14</sup> Herzog, “Despite Efforts of Task Force.”

<sup>15</sup> MHDC Housing Needs Assessment Report, p. 90.

<sup>16</sup> “Consolidated Plan, Fiscal Years 2015-2019.” (Draft) Department of Planning and Development. City of Springfield. Accessed at <http://www.springfieldmo.gov/DocumentCenter/View/16014>

**TABLE 6.3. HOMELESS INDIVIDUALS AND FAMILIES ENTERING PROGRAMMING FROM A PRIVATE RESIDENCE  
BY RESIDENCE TYPE (SUBSIDIZED OR UNSUBSIDIZED)  
SPRINGFIELD/GREENE, CHRISTIAN AND WEBSTER COUNTIES COC**

	EMERGENCY SHELTER PERSONS IN FAMILIES				EMERGENCY SHELTER INDIVIDUALS				TRANSITIONAL HOUSING PERSONS IN FAMILIES				TRANSITIONAL HOUSING INDIVIDUALS				PERMANENT SUPPORTIVE HOUSING PERSONS IN FAMILIES				PERMANENT SUPPORTIVE HOUSING INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>FORMER RENTERS</b>																								
RENTAL (NO SUBSIDY)	8	12	31	5	6	N O	N O	38	11	15	16	11	12	11	N O	N O	0	0	0	0	0	2	4	2
RENTAL (OTHER SUBSIDY)	0	2	3	0	4	D A T A	D A T A	4	0	2	4	2	0	0	D A T A	D A T A	0	0	2	0	0	0	0	0
RENTAL (VASH SUBSIDY)	0	1	0	0	0	D A T A	D A T A	1	0	0	0	0	0	0	D A T A	D A T A	0	0	0	0	0	0	0	0
<b>HOMEOWNERS</b>																								
OWNED (WITH SUBSIDY)	0	0	0	0	0	N O	N O	0	0	0	0	0	0	0	N O	N O	0	0	0	0	0	0	0	0
OWNED (NO SUBSIDY)	3	2	3	0	0	D A T A	D A T A	3	0	0	1	0	0	0	D A T A	D A T A	0	0	0	0	0	0	0	0
<b>TOTALS*</b>	193	212	187	94	289	NA	NA	487	179	154	150	119	369	328	NA	NA	9	29	34	31	30	48	74	74
*Totals represent the number of homeless individuals in each category who reported where they had spent the previous night. In some years, few of the homeless were able or chose to report this information.																								

- 1) Although households with a mortgage in the Springfield CoC service area appear to have a much higher cost-burden, very few of the homeless individuals and families who provided data cited a residence that they owned as the place where they spent the immediately preceding night. Across all years and all program categories, fewer than five individuals had just left an owned residence. None of this group appears to have been in housing that was subsidized.
- 2) Nonetheless, leaving a private residence that proved unaffordable could have been the first step toward homelessness. The data at the HUD Homeless Data Exchange does not indicate where the homeless person had been living at the point where they originally became homeless; only where they were on the preceding night. For example, the Springfield CoC data show that a high number of homeless individuals had been staying with family or friends prior to entering emergency shelter. For anyone giving up a previous private residence, either owned or rented, this could be a preferable short-term alternative to entering a shelter.
- 3) Those who cited previous accommodations in a private residence were far more frequently renters than owners. Only a small percentage of these renters had subsidies to support their living situation, and among those receiving subsidies, the support came from VASH in only two instances.

Additional discussion of analysis related to previous night living accommodations will be included in Section 2F below.

## **2) STATUS OF HOMELESSNESS IN THE SPRINGFIELD COC**

### **A. SPRINGFIELD COC HOMELESSNESS IN THE CONTEXT OF SELECTED FUNDING RESOURCES**

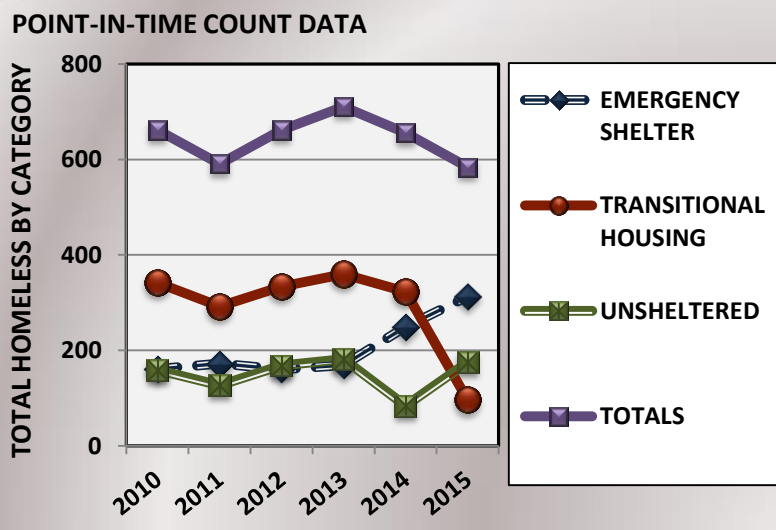
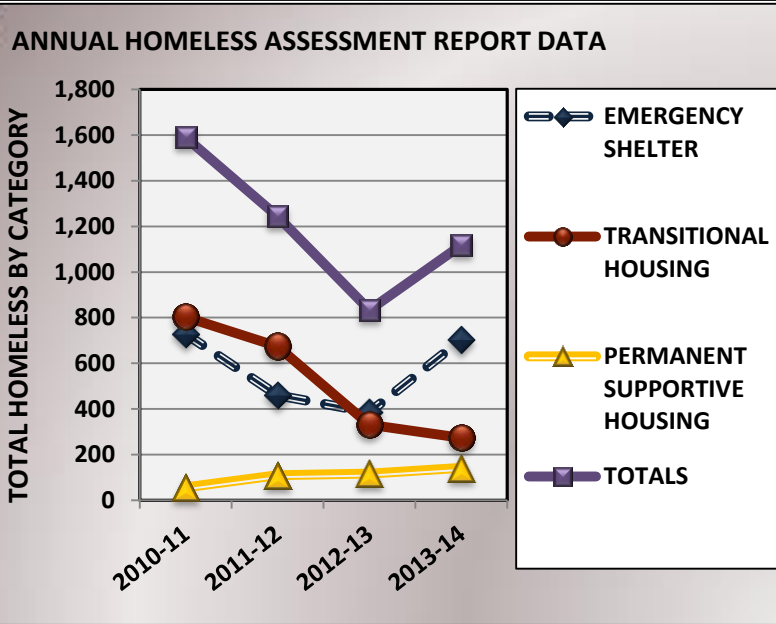
Based on the long-term trends evident in PITC as well as AHAR data, a diminished use of transitional housing is evident, with a 66 percent decrease since 2010-11 in the AHAR data and a 72 percent decrease in PITCs between 2010 and 2015. These changes have been accompanied by an increase in emergency shelter usage.

The most dramatic increase, however, has been in permanent supportive housing. AHAR records since 2010-11 indicate that the number of homeless individuals and families entering permanent supportive housing increased by nearly 150 percent. As Chart 6.2a illustrates, however, all persons in permanent supportive housing as of 2013-14 are equivalent to roughly 20 percent of the total for emergency shelter residents.

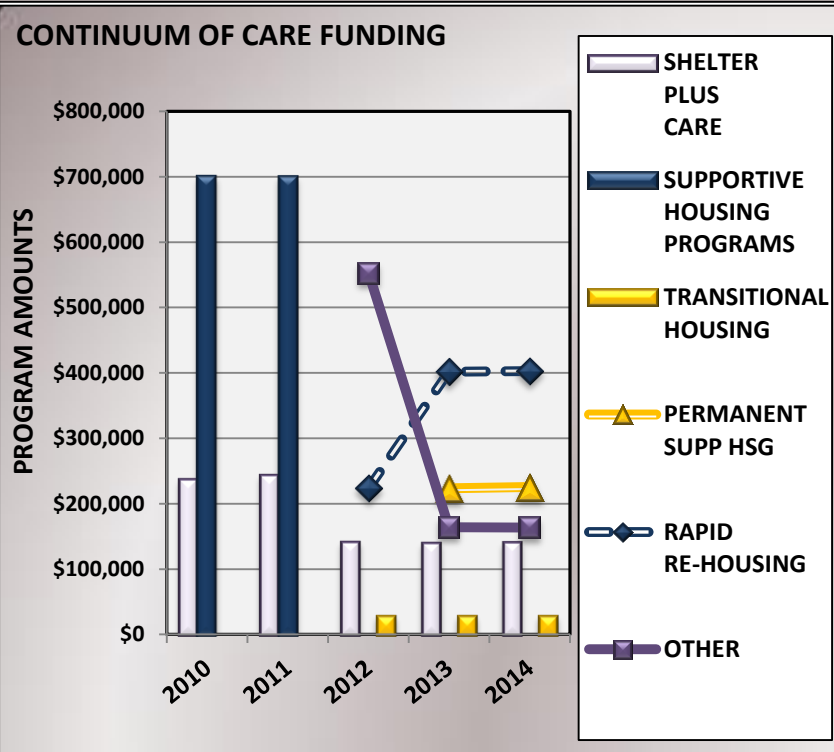
In the Springfield CoC in 2013-14, after two years of decline, the number residing in emergency shelter returned to a level equal to its 2010-11 amount. Data from the PITC also showed an uptick in 2013 and continued its rise as recorded at the 2015 count, at which point it was 85 percent above its 2013 level.

The Springfield CoC members began to receive emergency solution grant funds in 2013.

**CHART 6.2a. TOTAL HOMELESS BY PROGRAM SERVICES  
SPRINGFIELD/GREENE, CHRISTIAN, WEBSTER CoC**



**CHART 6.2b. FUNDING FOR HOMELESS PROGRAMS  
SPRINGFIELD/GREENE, CHRISTIAN, WEBSTER CoC**



FURTHER STATE AND FEDERAL FUNDING	2013	2014	2015
Emergency Solutions Grants	\$206,852	\$219,023	\$371,736
Supportive Services for Veteran Families			\$490,009
<b>Grand Total</b>	<b>\$206,852</b>	<b>\$219,023</b>	<b>\$861,745</b>

From 2008 to 2014, the Springfield CoC consistently received funding for Shelter Plus Care. Prior to 2012, it was also routinely awarded the bulk of its money for supportive housing programs. (The amounts are shown in Table 6.4.) Since 2012, the funding has become more diversified, although the emphasis is clearly on permanent housing and rapid re-housing. The Springfield CoC, like the other more rural CoCs, does not presently receive Housing First money from the State.

**TABLE 6.4. CHIEF FEDERAL PROGRAM FUNDING FROM 2008 TO 2014  
SPRINGFIELD/GREENE, CHRISTIAN AND WEBSTER COUNTIES CoC**

	2008	2009	2010	2011	2012	2013	2014	Grand Total
Supportive Housing Programs	\$621,632	\$652,237	\$699,689	\$699,499				\$4,419,036
Shelter Plus Care	\$238,956	\$242,016	\$235,824	\$242,544	\$141,185	\$140,009	\$140,729	\$1,845,937
Rapid Re-housing						\$401,625	\$402,852	\$804,477
Other*					\$151,718	\$164,141	\$163,518	\$479,377
Permanent Supportive Housing						\$223,764	\$225,360	\$449,124
Supportive Services Only					\$401,625			\$401,625
Permanent Housing					\$223,764			\$223,764
Transitional Housing	\$26,655				\$27,163	\$27,163	\$27,163	\$108,144
<b>Grand Total</b>	<b>\$887,243</b>	<b>\$894,253</b>	<b>\$935,513</b>	<b>\$942,043</b>	<b>\$945,455</b>	<b>\$956,702</b>	<b>\$959,622</b>	<b>\$8,731,484</b>

\*"Other" includes supportive services only, planning grants and funding for a Salvation Army Family Enrichment Center

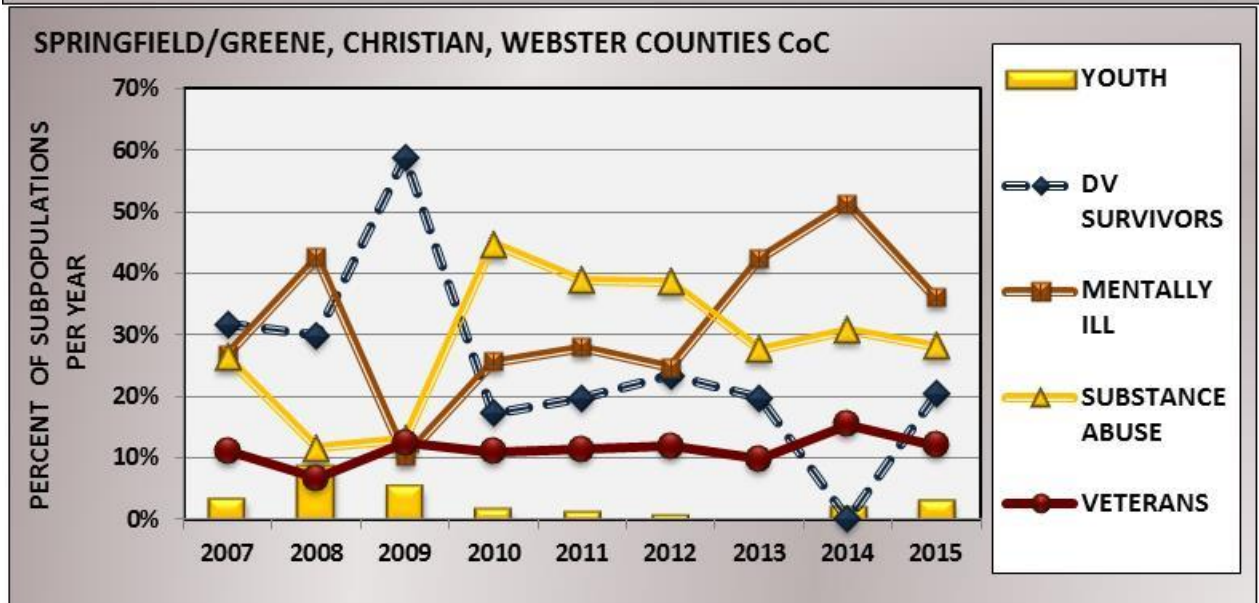
The decline in transitional housing is reflected in the funding trends. Although funds for transitional housing have been awarded yearly since 2012, examination of data tracked back to 2005 indicates that the only previous year in which Springfield CoC received resources for transitional housing was 2008.

**B. SUBPOPULATIONS FROM POINT-IN-TIME COUNTS**

In the Springfield CoC, interviews conducted during the PITCs most frequently identified problems with mental illness and substance abuse. Chart 6.3 displays the trends in these and other subpopulations.

- Beginning in 2010, substance users have alternated with mentally ill persons as the groups with highest numbers recorded among the categories tracked. Substance use was most prevalent among subpopulations from 2010 to 2012.
- Since 2013, those reporting a mental illness have been the most predominant subpopulation, with a proportion over 40 percent.

**CHART 6.3. SUBPOPULATION TRENDS: 2007-2015 POINT-IN-TIME COUNTS  
PERCENTAGE OF SUBPOPULATIONS, ALL HOUSEHOLDS**



	DV SURVIVORS		MENTALLY ILL		SUBSTANCE ABUSE (CHRONIC)		VETERANS		UNACCOMPANIED YOUTH		PERSONS WITH HIV/AIDS	
	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered
2007	89	0	75	0	74	0	31	0	9	0	3	0
2008	54	0	64	13	15	6	4	8	15	0	2	0
2009	100	4	11	7	19	4	17	5	9	0	1	0
2010	44	0	44	21	99	15	15	13	4	0	0	0
2011	52	0	37	37	69	34	10	20	2	1	0	3
2012	71	4	49	30	91	33	17	21	2	0	1	2
2013	75	21	68	139	56	79	12	36	0	0	0	3
2014	0	0	123	60	80	30	40	15	6	0	0	3
2015	78	0	66	72	68	40	10	36	7	4	0	2

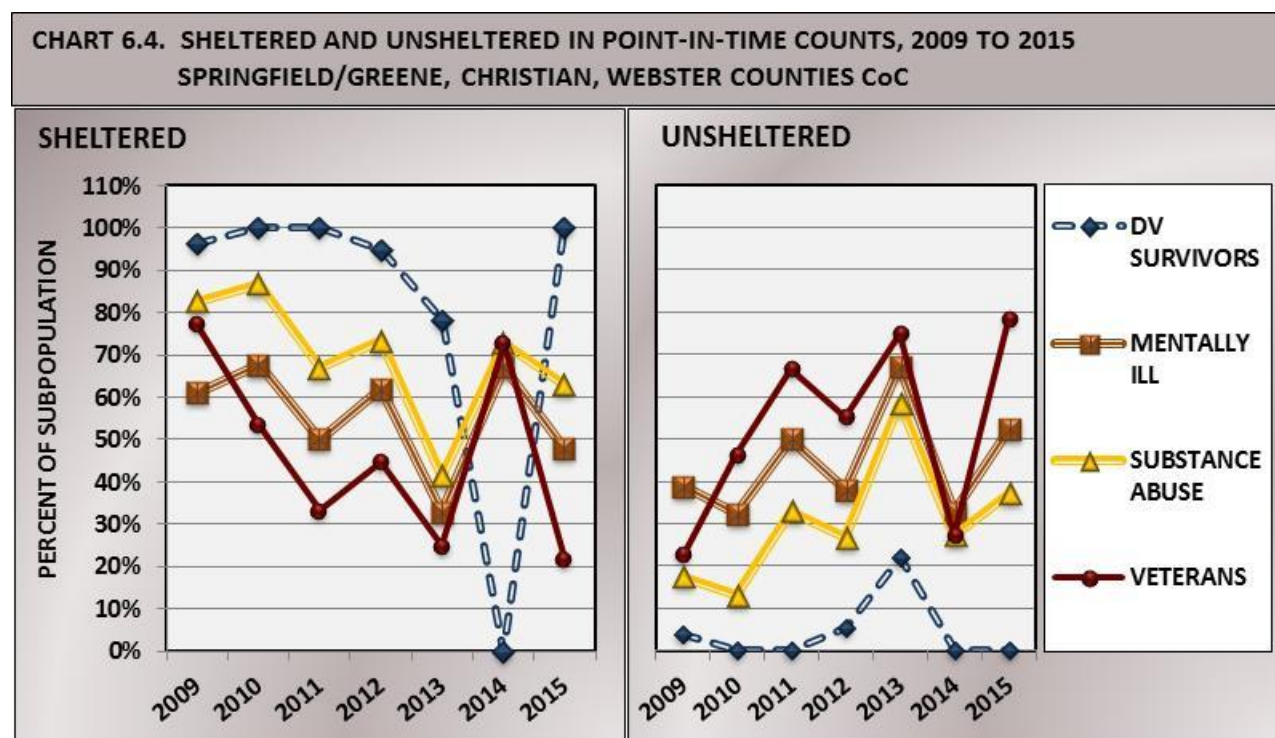
Source: Continuum of Care Homeless Assistance Programs: Homeless Populations and Subpopulations for years 2007 to 2015. Downloaded from <https://www.hudexchange.info/manage-a-program/coc-homeless-populations-and-subpopulations-reports/> December 9, 2015.

- After spiking in 2009, the number of domestic violence survivors decreased as a proportion of the homeless population, although in 2015 there was a resurgence that brought this group to approximately one-fifth of the subpopulation count.
- As a share of all subpopulations represented in Chart 6.3, veterans maintained at 15 percent or below. Totals for veterans in the Springfield CoC count were at the lowest rate in 2008, but rose above 10 percent in 2009 and have not dropped below this level since that period.

Homeless individuals with HIV/AIDS are not included on this chart, but are in the data table below it. In all years, the totals for this group never exceeded one percent, and in most years were significantly less than one percent. Statistics for Unaccompanied Youth are included, but this group also had low percentages. (This topic will be discussed in greater detail in a later section.)

With regard to the relative proportions of sheltered versus unsheltered among Springfield CoC homeless individuals and families, Chart 6.4 makes more explicit what the data accompanying Chart 6.3 show. Among the subpopulations, homeless persons affected by domestic violence are most likely to be in shelter, while veterans appear to be the least likely. The fluctuations in numbers of sheltered have been extreme in some groups, with drops in percentages from year-to-year of 30 to 40 percent or more being common.

This is particularly the case with veterans. At the 2009 PITC, roughly 80 percent were sheltered. In 2015, only 20 percent indicated that they are involved with some sort of homelessness program that provided them with housing. The 2015 figure represents a drop of 50 percent from the previous year.



Source: Continuum of Care Homeless Assistance Programs: Homeless Populations and Subpopulations for years 2007 to 2015. Accessed July 1, 2015 from <https://www.hudexchange.info/manage-a-program/coc-homeless-populations-and-subpopulations-reports/>

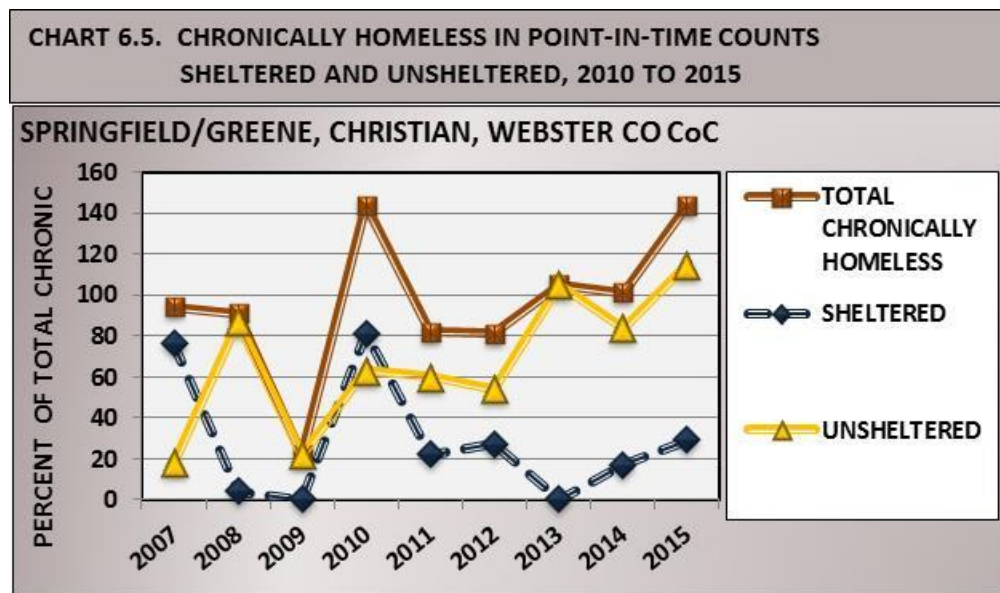
The rates for homeless individuals and families experiencing symptoms of mental illness and those with substance use disorders are very similar to those of veterans, with an increased percentage in 2015, suggesting that there is a trend affecting all groups. One possible explanation might be a shortage of shelter space.



In notes to the 2015 PIT Count, Springfield CoC officials point out that one of the area’s largest homeless service providers is in the process of reallocating beds from transitional to permanent supportive housing. They cite the resulting reduction in emergency and transitional housing beds as the “main factor” in the increase in unsheltered homeless individuals and families in 2015.

**1) Chronic Homelessness**

Chart 6.5 illustrates the comparative frequency of sheltered and unsheltered among the chronic homeless population as documented by PITCs from 2007 to 2015. The numbers for this group in 2015 surpassed a high previously recorded in 2010.



Although the totals for sheltered and unsheltered both increased, the category of unsheltered individuals and persons in families grew by the highest percentage.

	2007	2008	2009	2010	2011	2012	2013	2014	2015
<b>TOTALS</b>	<b>94</b>	<b>22</b>	<b>22</b>	<b>144</b>	<b>82</b>	<b>85</b>	<b>105</b>	<b>101</b>	<b>161</b>
<b>CHRONICALLY HOMELESS SHELTERED</b>	80.9%	4.4%	0.0%	56.3%	26.8%	33.3%	0.0%	16.8%	20.1%
<b>CHRONICALLY HOMELESS UNSHELTERED</b>	19.1%	95.6%	100.0%	43.8%	73.2%	66.7%	100.0%	83.2%	79.9%

The chronically homeless sheltered population has declined since 2010 (by 43 percent), with this category zeroed-out in 2013, and subsequently followed by an increase in both 2014 and 2015. Unsheltered persons appear to be the source of the growth in total chronic homelessness. Since 2011, among the Springfield CoC service recipients, this subpopulation has grown by 48 percent.

As the data table accompanying the chart shows, since 2011 unsheltered homeless individuals and families have exceeded the sheltered count at the rate of two to one to as much as four to one. The staff attributes the recent increase in *sheltered* chronic homeless individuals and families to the shifting em-

phasis in programming for this population, specifically Rapid Re-housing.<sup>17</sup> The increased funding for permanent supportive housing (deemed most appropriate given the needs of the chronically homeless population) and Rapid Re-housing – totaling approximately \$600,000 in 2013 and 2014 – promise further growth in these services.

## 2) Domestic Violence Survivors

As depicted in Chart 6.3, domestic violence survivors have generally accounted for between one-fifth and one third of homeless individuals and families in subpopulations between 2007 and 2015. Their numbers increased dramatically between 2008 and 2009, and more gradually between 2010 and 2013. A pattern of fluctuation is evident in the trend line, but without knowing why the count produced zero in 2014 it is difficult to say anything about the resurgence evident in 2015. As noted above in the discussion of sheltered and unsheltered, the majority of this subpopulation has been involved in some type of programming that provided housing.

**TABLE 6.5. PREVALENCE OF DOMESTIC VIOLENCE INCIDENTS IN THE GENERAL POPULATION AS COMPARED TO HOMELESS INDIVIDUALS AND FAMILIES**

PITC Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
Percent of Domestic Violence Survivors Among the Homeless	17.2%	7.6%	24.9%	6.6%	<b>8.8%</b>	<b>11.3%</b>	<b>13.5%</b>	No data	13.4%
Police reports of domestic violence as a percent of 2010 Census for 3 counties: <sup>18</sup>									
<b>GREENE COUNTY</b>					<b>1.0%</b>	<b>1.0%</b>	<b>1.0%</b>		
<b>CHRISTIAN COUNTY</b>					<b>0.7%</b>	<b>0.6%</b>	<b>0.6%</b>		
<b>WEBSTER COUNTY</b>					<b>0.4%</b>	<b>0.4%</b>	<b>0.3%</b>		

Source: “2015 Status Report on Missouri’s Substance Abuse and Mental Health Problems” Missouri Information for Community Assessment [MICA]. Greene, Christian, and Webster Counties. Accessed December 9, 2015. Downloaded from: <http://health.mo.gov/data/mica/profiles/AlcoholandDrugAbuse/index.html?cnty=097>

Table 6.5 contrasts PITC data on exposure to domestic violence to domestic violence incidents in the general population. Over the six-year period from 2007 to 2013, tallies of domestic violence incidents noted in police reports showed minimal change in Webster and Christian counties (from 476 to 472 in Christian and from 118 to 127 in Webster). The numbers for Greene County follow a pronounced upward trend overall, with occasional reversals. In 2013 there were 219 more such incidents reported in that county than in 2007.

Even in Greene County, however, where domestic violence was most frequently cited by the police, the degree to which the general population appears to be affected is significantly less than among the population of homeless individuals and families.

<sup>17</sup> Note in “Homeless Subpopulations,” in “PIT Counts,” HUD Homelessness Data Exchange website, <http://www.hudhdx.info>.

<sup>18</sup> See also: Missouri Statistical Analysis Center. *Crime in Missouri, 2012*. Missouri State Highway Patrol, Research and Development Division, Statistical Analysis Center. Accessed at: <http://www.mshp.dps.missouri.gov/MSHPWeb/SAC/pdf/2012CrimelnMO.pdf>. Viewed October 16, 2015.

### 3) Homeless Individuals and Families Affected by Chronic Substance Use Disorder

Within the nine-year span depicted in Table 6.6, 2011 registered the highest percentage of those in need of housing who at the PITC also reported a substance use disorder. As seen in Chart 6.3, numbers in this subpopulation have declined over the last two years, but remain above the tally for 2007.

**TABLE 6.6. SUBSTANCE USE DISORDER RECORDED IN POINT-IN-TIME COUNTS AS COMPARED TO DATA FOR THE SPRINGFIELD COC TARGET POPULATION**

PITC Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
Percent of Chronic Substance Use Disorder Among Homeless Individuals and Families	14.3%	2.9%	5.5%	17.2%	<b>17.4%</b>	<b>18.7%</b>	<b>19.0%</b>	16.8%	18.5%
Population involved in hospital episodes (emergency room or hospitalization due to drug or alcohol use) as a percent of population estimates for each year (2011 – 2013): <sup>19</sup>	<b>GREENE COUNTY</b>			<b>2.7%</b>	<b>3.1%</b>	<b>3.1%</b>			
	<b>CHRISTIAN COUNTY</b>			<b>1.3%</b>	<b>1.5%</b>	<b>1.4%</b>			
	<b>WEBSTER COUNTY</b>			<b>1.3%</b>	<b>1.6%</b>	<b>1.7%</b>			
Population admitted to drug treatment programs	<b>GREENE COUNTY</b>			<b>0.8%</b>	<b>0.8%</b>	<b>0.8%</b>			
	<b>CHRISTIAN COUNTY</b>			<b>0.6%</b>	<b>0.7%</b>	<b>0.6%</b>			
	<b>WEBSTER COUNTY</b>			<b>0.4%</b>	<b>0.5%</b>	<b>0.4%</b>			

\*Population estimates exclude children under age 15.

A 2010 Office of National Drug Control Policy report on drug-related activities in Missouri – including not only production and prevention, but treatment as well – cited both Greene and Christian Counties as High Intensity Drug Trafficking areas. In addition, the same summary describes Springfield as one of the secondary drug markets in the United States.<sup>20</sup>

At a more local level, increased illegal drug use is included in the “red flags” listed in the Public Safety section of the Community Focus report for Springfield and Greene County, produced in 2013.<sup>21</sup> It was again referred to as a significant issue in the 2015 report.<sup>22</sup> This level of public concern and government awareness stems from year over year increases.

<sup>19</sup> See also: Missouri Statistical Analysis Center. *Crime in Missouri, 2012*. Missouri State Highway Patrol, Research and Development Division, Statistical Analysis Center. Accessed at: <http://www.mshp.dps.missouri.gov/MSHPWeb/SAC/pdf/2012CrimelnMO.pdf>. Viewed October 16, 2015.

<sup>20</sup> Office of National Drug Control Policy. “Missouri Drug Control Update.” See page 5. Report dated November 30, 2010. Updated March 11, 2011. Accessed December 10, 2015. Available for download at: [https://www.whitehouse.gov/sites/default/files/docs/state\\_profile\\_-\\_missouri.pdf](https://www.whitehouse.gov/sites/default/files/docs/state_profile_-_missouri.pdf).

<sup>21</sup> “2013 Community Focus Report to Springfield and Greene County.” Springfield Community Focus. September 2013. See page 21. Accessed December 10, 2015. Available online at: [http://springfieldcommunityfocus.org/2013\\_report/community-focus-2013.pdf](http://springfieldcommunityfocus.org/2013_report/community-focus-2013.pdf)

<sup>22</sup> “2015 Community Focus Report to Springfield and Greene County.” Springfield Community Focus. [Undated?] See the Public Order and Safety Section: <http://www.springfieldcommunityfocus.org/public-order-and-safety.cfm> Accessed December 10, 2015 online at: <http://www.springfieldcommunityfocus.org/>.

The data presented in Table 6.6 resulted from an examination of the incidence of debilitating substance use in the general population by applying two proxy indicators: the number of hospitalizations or emergency room visits related to consumption of drugs and the number admitted to drug treatment programs. While not necessarily a perfect equivalency with the extent of addiction or routine use that would jeopardize maintenance of employment and housing leading to homelessness as an outcome, these indicators give some idea of the extent of extreme use. As the table shows, less than five percent of the general population engaged in substance use that was sufficiently debilitating to require hospitalization. Less than one percent were referred to and subsequently enrolled in drug treatment programs.

This is in stark contrast to the 17 to 19 percent of homeless individuals and families interviewed or identified during the PITCs that reported drug use as an element of their homelessness.

**4) *Persons Experiencing Mental Illness***

The number of homeless persons in the count reporting mental illness increased by over 160 percent from 2012 to 2013. In the latter year, mental illness replaced substance abuse as the largest subpopulation category. The count decreased by 33 percent in the last two years, with sheltered homeless individuals and families leading the decline. Still, total numbers, as well as numbers of unsheltered who reported mental illness, remain higher than those seen prior to 2012.

Table 6.7 tracks mental health-related incidents in the Springfield CoC catchment area that required hospitalizations or emergency room visits in the last three years for which this data is available (2011-2013). Medical interventions for mental illness increased over the period in all three counties. Concern regarding the prevalence of mental health issues in the population of Southwest Missouri as a whole is expressed in both the 2013 and 2015 Community Focus reports for Springfield and Greene County.<sup>23</sup>

**TABLE 6.7. RATE OF MENTAL ILLNESS RECORDED IN POINT-IN-TIME COUNTS AS COMPARED TO INCIDENCE IN THE SPRINGFIELD COC GENERAL POPULATION**

PITC Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
Percent of Homeless Individuals and Persons in Families Experiencing Symptoms of Mental Illness	14.5%	10.8%	4.3%	9.8%	<b>12.5%</b>	<b>11.9%</b>	<b>29.1%</b>	27.9%	23.6%
Percent of general population, by county, requiring hospitalization or emergency room care due to symptoms of mental illness or mental health concerns	<b>GREENE COUNTY</b>				<b>7.4%</b>	<b>10.8%</b>	<b>11.1%</b>		
	<b>CHRISTIAN COUNTY</b>				<b>4.6%</b>	<b>6.9%</b>	<b>6.7%</b>		
	<b>WEBSTER COUNTY</b>				<b>5.2%</b>	<b>8.0%</b>	<b>8.2%</b>		
	<b>PERCENT, 3-COUNTY TOTAL</b>				<b>6.7%</b>	<b>9.8%</b>	<b>10.0%</b>		

<sup>23</sup> See page 11 in the 2013 Community Focus Report and the Community Health section in the 2015 report: <http://www.springfieldcommunityfocus.org/community-health.cfm>.

## 5) Veterans

Based on the Springfield CoC PITC tallies, small but steady increases in the number of homeless veterans augmented their count from 2008 to 2014, when their count topped 50 for the first time. A recent dip has brought total numbers down to 46, but a high proportion of those counted are unsheltered. In fact, unsheltered veterans outnumbered sheltered among homeless individuals and families for five out of the nine years depicted in Chart 6.3 above. The year 2014 presents a notable exception to that trend. Veterans appear among the homeless less frequently than in the catchment area population (Table 6.8).

**TABLE 6.8. VETERANS INCLUDED IN POINT-IN-TIME COUNTS AS COMPARED TO VETERANS IDENTIFIED AMONG THE SPRINGFIELD COC GENERAL POPULATION**

PITC Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
Total Homeless Veterans, Per Year	31	12	22	28	30	38	48	55	46
Percent of homeless population that is veteran	6.0%	1.7%	5.3%	4.2%	<b>5.1%</b>	<b>5.7%</b>	<b>6.8%</b>	<b>8.4%</b>	7.9%
Veterans In The General Population, By County	<b>GREENE COUNTY</b>				<b>11.3%</b>	<b>11.0%</b>	<b>10.9%</b>	<b>10.2%</b>	
	<b>CHRISTIAN COUNTY</b>				<b>11.9%</b>	<b>12.3%</b>	<b>11.5%</b>	<b>11.1%</b>	
	<b>WEBSTER COUNTY</b>				<b>11.9%</b>	<b>11.7%</b>	<b>11.6%</b>	<b>10.8%</b>	
	<b>PERCENT, 3- COUNTY TOTAL</b>				<b>11.5%</b>	<b>11.3%</b>	<b>11.1%</b>	<b>10.4%</b>	

The totals for number of veterans are included in the table to illustrate that despite the lack of progress in reducing their proportions in the Springfield CoC homeless population, the count is on the whole small. The Kitchen, a CoC member agency, has received Supportive Services for Veteran Families (SSVF) funding from the Department of Veterans Affairs in the amount of nearly \$500,000, an award dating from FY 2013.<sup>24</sup> Between 2014 and 2015, the total number of veterans dropped by 16 percent, which suggests that the additional funding may have had some impact.

Funding in an equivalent amount was provided under the same program in FY 2016.

## 6) Unaccompanied Youth

Of all the subpopulations taken into consideration during the PITCs conducted in the Springfield CoC area, unaccompanied youth tends to be the smallest. Over all nine years, very few (five total for the whole nine years included in the series) were unsheltered, and 15 or less per year were located in shelter. The circumstances of unaccompanied youth are discussed in more detail later in the report in relation to age group demographics. It should be noted, however, that the City of Springfield has given special attention to the issue of youth homelessness.

<sup>24</sup>A list of awards for FY 2013 is accessible online. Those for Missouri appear on page 10. Document available at: [http://www.va.gov/homeless/docs/ssvf/2013\\_ssvf\\_awards\\_final\\_71113.pdf](http://www.va.gov/homeless/docs/ssvf/2013_ssvf_awards_final_71113.pdf). Accessed December 11, 2015.

Sharp increases in homeless students in Springfield area school districts have garnered much media attention over the past several years, as have reports of teenagers and young adults living with friends or on the street.<sup>25</sup>

The Springfield-News Leader reported in August 2015 that, in a record high, 807 students in the Springfield R-XII district started the school year classified as homeless.<sup>26</sup> According to the Department of Elementary and Secondary Education (DESE) records, the number of homeless students enrolled in Springfield R-XII totaled 978 in 2014, more than double the count of 402 reported in 2012.

### C. GENDER DEMOGRAPHICS

Chart 6.6 highlights gender distribution for emergency shelters and transitional housing from AHAR data reported for the Springfield CoC catchment area. The percentages in the graph show the share each gender represents of the total homeless for that year. There are some gaps in the trend lines due to a lack of records for individuals – i.e., adults in either emergency shelter or transitional housing – in a number of the years shown. The following characteristic elements were noted:

- In the available data, single women appear to be the majority in emergency shelters, constituting 50 to 60 percent of the population, followed by women with families. The latter group was less than 30 percent of the total in emergency shelter.
- Men, regardless of whether they are in families or living as single adults, were below 25 percent of the total emergency shelter population.
- By contrast, adult males with no family represented a slight majority in transitional housing, at roughly 35 to over 50 percent.
- Transitional housing totals for women without children, as well as women in families were similar, with the single women being somewhat more numerous.
- Males living with children accounted for 12 percent or less of the transitional housing total.

The dataset for permanent supportive housing is more complete, but the totals are much lower than for the other programming types. These data are available in Chart 6.7 and its accompanying data table.

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<sup>25</sup> Katie Pollack Esties, “Don’t Turn Away: Taking a Long Hard Look at Springfield’s Poverty Problem,” 417 Magazine (January 2015). Accessed at <http://www.417mag.com/417-Magazine/January-2015/Dont-Turn-Away-Taking-a-long-hard-look-at-Springfields-Poverty-Problem/> See also Nick Thompson, “Year Round Homeless Youth Shelter to Open,” OzarksFirst.com. Accessed at <http://www.ozarksfirst.com/news/year-round-homeless-youth-shelter-to-open>.

<sup>26</sup> “Springfield District Identifies 807 Homeless Students” (Associated Press) August 27, 2015. Accessed 9/25/2015 at [http://www.columbiatribune.com/news/springfield-district-identifies-homeless-students/article\\_19eb0e88-2513-5e86-b86d-3a9f3578749b.html](http://www.columbiatribune.com/news/springfield-district-identifies-homeless-students/article_19eb0e88-2513-5e86-b86d-3a9f3578749b.html). Statistics cited by sources may not be consistent with the numbers that the Department of Elementary and Secondary Education (DESE) has compiled for the same district.

**CHART 6.6. FAMILY AND INDIVIDUAL GENDER DISTRIBUTION (ADULTS ONLY)  
EMERGENCY SHELTER AND TRANSITIONAL HOUSING  
SPRINGFIELD/GREENE, CHRISTIAN, WEBSTER COUNTIES CoC, 2009-10 TO 2013-14**



EMERGENCY SHELTER										
	2009-10		2010-11		2011-12		2012-13		2013-14	
	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY	SINGLE
<b>FEMALE</b>	124	248	131	250	134	NO DATA*	115	NO DATA*	57	350
<b>MALE</b>	48	36	63	38	78	NO DATA*	72	NO DATA*	37	139
<b>TOTALS</b>	456		482		212		187		583	

TRANSITIONAL HOUSING										
	2009-10		2010-11		2011-12		2012-13		2013-14	
	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY	SINGLE	FAMILY	SINGLE
<b>FEMALE</b>	124	173	132	162	102	119	95	NO DATA*	79	NO DATA*
<b>MALE</b>	39	192	47	194	52	203	57	NO DATA*	40	NO DATA*
<b>TOTALS</b>	528		535		476		152		119	

NO DATA\*: Data unavailable at the HUD HDX website; data in this category designated as unusable. Could not locate clarifying notes at the HUD site referring to the reason for the missing data, other than the data was not usable.

Chart 6.7 shows the same prevalence of female adult individuals, at between 40 to 50 percent of the total over the period.

Single adult males have a greater frequency in permanent supportive housing than in emergency shelter, but their numbers remain at their highest in transitional housing. In all venues, adult males living in families with children are the least frequent. Springfield CoC records indicated there were no Transgender individuals in the population during the period shown in the AHAR charts.

Although not illustrated in Chart 6.8 (see below), during the 2014 PITC one individual among homeless adults self-identified as transgender. This person was unsheltered and therefore not involved in programming at the time of the count.

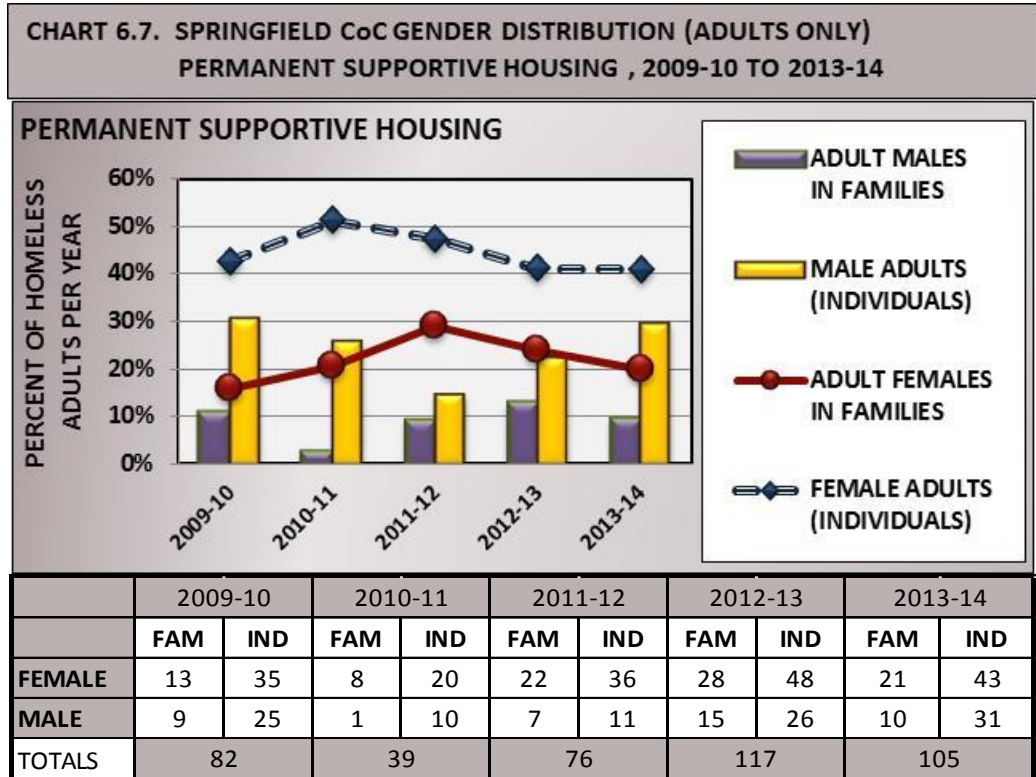


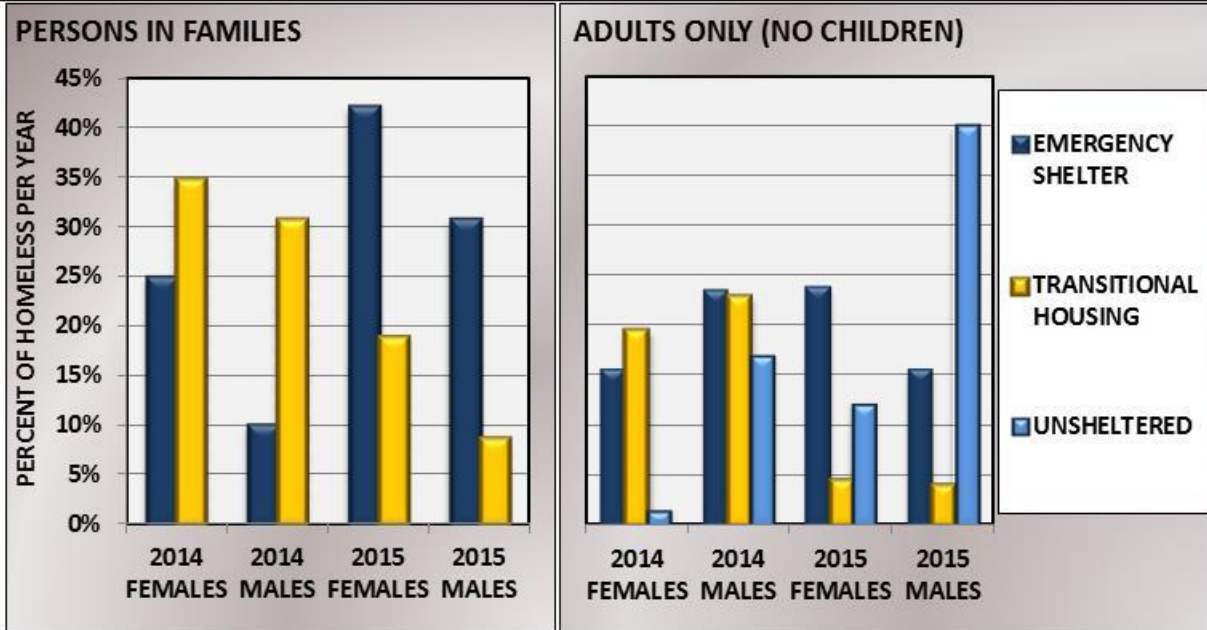
Chart 6.8 distributes the genders

across the program types, as well as the unsheltered group, based on PITC data. The percentages shown are based on the total for all homeless adults in each year. The following points were noted:

- With regard to families with children, in 2014 the highest percentage of both males and females were in transitional housing. In this year, the count showed that roughly 35 percent of homeless individuals and families in programming were in emergency shelter, while the remainder had access to transitional housing.
- In the following year, however, the pattern is reversed, with over 70 percent of homeless persons in families residing in emergency shelter.
- A similar configuration is evident in the records for adults only (single individuals without children), with the following differences:
  - The population includes sizeable percentages of unsheltered, especially among men (at slightly more than 15 percent in 2014 and up to 40 percent in 2015).
  - In 2014 the reliance on emergency shelter is roughly equivalent to the use of transitional housing, with a sharp drop in transitional housing in 2015.
  - In both 2014 and 2015, women are present among the unsheltered.



**CHART 6.8. GENDER DISTRIBUTION IN POINT-IN-TIME COUNTS FOR 2014 AND 2015  
SPRINGFIELD/GREENE, CHRISTIAN, WEBSTER COUNTIES CoC**



	PERSONS IN FAMILIES						ADULTS ONLY (NO CHILDREN)					
	2014			2015			2014			2015		
	FE-MALE	MALE	TRANS	FE-MALE	MALE	TRANS	FE-MALE	MALE	TRANS	FE-MALE	MALE	TRANS
EMERGENCY SHELTER	50	20	0	103	75	0	70	105	0	78	51	0
TRANSITIONAL HOUSING	70	62	0	46	21	0	87	102	0	15	13	0
UNSHELTERED	0	0	0	0	0	0	7	76	1	40	131	0

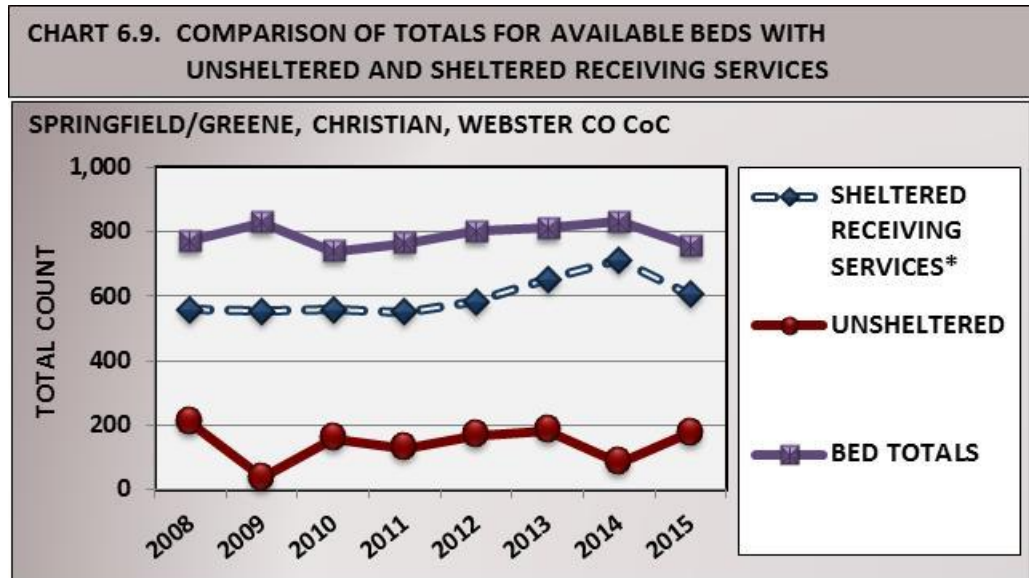
**D. ACCESS TO SHELTER**

The closing in May 2015 of the Missouri Hotel, a 90-room emergency shelter in Springfield that formerly housed 150 to 160 people, marked a turning point in the region’s approach to homelessness.

The Kitchen, Inc., which ran the shelter, has shifted its focus to getting families and individuals into permanent housing facilities and providing support services to help stabilize them. Former occupants of congregant shelter are being relocated to community-based housing developments, such as Beacon Village. Emergency shelter for single women, families and youth is now offered in a 50-bed facility. The stated goal was to move shelter occupants into permanent housing in the community within 20 days.<sup>27</sup>

<sup>27</sup> “Transition from Mass Shelter to Community Housing,” (Transition Plan for the Missouri Hotel) Pdf accessed at <http://www.thekitcheninc.org/news.html>

Chart 6.9 assesses bed availability against the PITCs for sheltered and unsheltered homeless persons in each year, beginning with 2008. The difference between bed totals and demand is also calculated.



In most years, the Springfield CoC could point to a slight oversupply, although in both 2013 and 2015 there was a deficit.

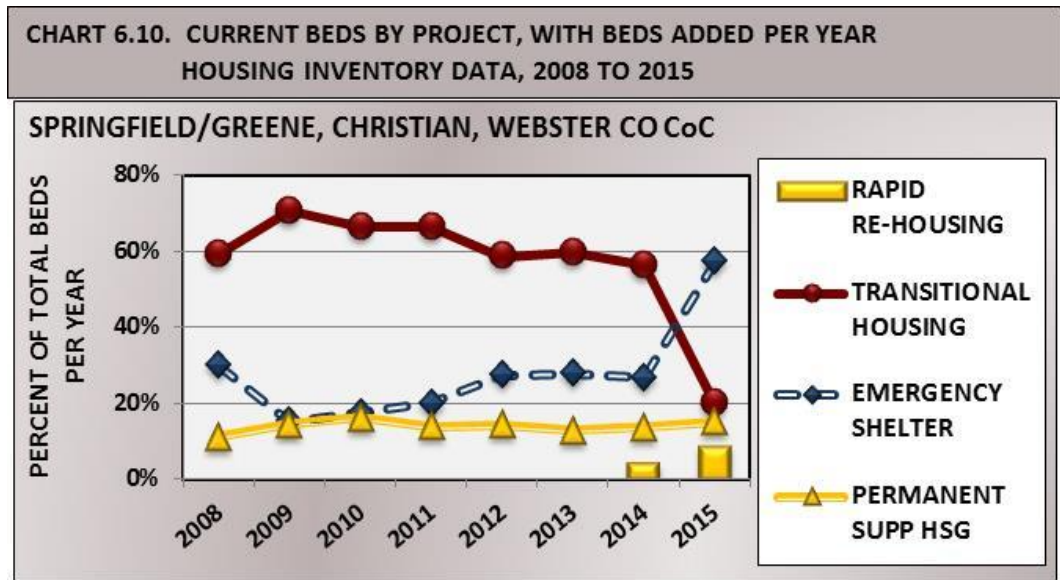
	2008	2009	2010	2011	2012	2013	2014	2015
SHELTERED RECEIVING SERVICES*	559	554	558	551	584	653	711	606
UNSHELTERED	207	35	159	127	168	182	84	175
BED TOTALS	772	828	739	764	802	812	831	758
DIFFERENCE, BED TOTALS & TOTALS FOR SHELTERED/ UNSHELTERED	6	239	22	86	50	-23	36	-23
YEAR-ROUND BEDS ONLY	765	798	709	684	722	732	751	733
SEASONAL/OVERFLOW BEDS	7	30	30	80	80	80	80	25

The bed total used in this instance includes

the number of year-round beds, as well as seasonal and overflow beds.

The bulk of the beds not considered year-round are seasonal and their numbers range from seven (in 2008) to as high as 80. Since the counts are done in January, when demand is high, the appropriate bed total should include both categories. In 2015 Springfield CoC ostensibly added 307 new beds, the bulk of which were for emergency shelter. Increasing the availability of this type of accommodation appears to have addressed an urgent need. As new beds, however, they would not have been in the system to defray the high numbers of unsheltered individuals and families.

Chart 6.10 provides additional housing inventory data. It illustrates the degree to which transitional units have declined (by 45 percent) since 2009, for a loss of 360 beds. In notes for its 2015 PIT Count report, the Springfield CoC attributes this shrinkage to a large provider's reallocation of transitional housing beds to permanent housing as part of prioritizing services for chronically homeless individuals and families. Given the in-



	CURRENT BEDS (AVAILABLE DURING 12 MONTHS PRECEDING THE COUNT)								NEW BEDS	BEDS UNDER DEVELOPMENT	
	2008	2009	2010	2011	2012	2013	2014	2015	2015	2008	2013
TRANSITIONAL HOUSING	444	563	470	453	422	422	422	84	62		
EMERGENCY SHELTER	224	120	124	136	197	197	200	244	146		
PERMANENT SUPPORTIVE HOUSING	83	115	115	95	103	91	103	64	42	14	8
RAPID RE-HOUSING	0	0	0	0	0	0	26	34	57		14
<b>TOTAL</b>	<b>751</b>	<b>798</b>	<b>709</b>	<b>684</b>	<b>722</b>	<b>710</b>	<b>751</b>	<b>426</b>	<b>307</b>	<b>14</b>	<b>22</b>

creased rates of chronic homelessness (see Chart 6.5), additional investment in the latter type of housing seems warranted. Permanent supportive housing has remained in the range of 14 percent of inventory, but rapid re-housing beds have been introduced since 2014.

Table 6.9 summarizes data on the principal shelters in the CoC, along with distances that could in themselves present hurdles to individuals or families seeking housing. Although some smaller communities in the Greene/Christian/Webster County area have human service agencies – for example, Fordland where there is a program for ex-offenders -- the majority of services form a nucleus based in Springfield. Some sections of Springfield have median incomes \$30,000 to \$40,000 above that for the State as a whole, but Springfield also contains pockets where median incomes are below \$13,000.<sup>28</sup> This is in sharp contrast to the more affluent parts of Springfield itself as well as outlying areas of Greene, Christian and Webster Counties. It suggests that there is some justification for locating so many agencies in Springfield, despite the obstacles that might be faced by someone without transportation in a town 25 miles distant.

<sup>28</sup> Data obtained from City-Data.Com March 2, 2016: [http://www.city-data.com/county/Greene\\_County-MO.html](http://www.city-data.com/county/Greene_County-MO.html).

**TABLE 6.9. SHELTERS PROVIDING HOMELESSNESS SERVICES IN THE SPRINGFIELD CoC CATCHMENT AREA  
WITH DISTANCES FROM POINTS**

NAME OF SHELTER	DETAILS	COUNTY LOCATION	POINT OF ORIGIN	DISTANCE
The Kitchen, Inc. <i>1530 N Jefferson</i>	Emergency shelter and programs for men, veterans, the elderly. Home at Last serves homeless veterans.	<i>Greene Webster</i>	Republic Seymour	15.1 miles 38.7 miles
The Kitchen, Inc.- Rare Breed Youth Services <i>301 N Main Ave</i>	A drop-in center for homeless youth, emergency shelter, and transitional housing.	<i>Webster</i>	Seymour	39 miles
Springfield Victory Mission <i>1715 N Broadway Ave</i>	Operates Victory Square, a men's facility that provides shelter, services	<i>Greene/ Webster</i>	Rogersville	38.9 miles
Salvation Army <i>1707 West Chestnut Expy</i>	The Family Enrichment Center provides emergency shelter, transitional housing, and food assistance.	<i>Christian Greene/ Webster</i>	Sparta Rogersville	27.1 miles 20.4 miles
Salvation Army - Harbor House <i>636 N Boonville Ave</i>	Shelter for men	<i>Greene</i>	Ozark Sparta	18.2 miles 25.8 miles
Harmony House for Women and Children <i>519 E Cherry St</i>	The Family Violence Center provides a 110 bed emergency shelter and transitional housing.	<i>Greene</i>	Strafford	13.9 miles
Isabel's House Crisis Nursery of the Ozarks <i>2750 W Bennett St</i>	Shelter, supportive services for children up to 12 years old.	<i>Webster</i>	Diggins	32.3 miles
Catholic Charities of So. Mis- souri- Life House Crisis Mater- nity Home <i>424 E Monastery St</i>	Housing, supportive services for 20 pregnant women and their children. Serves 39 counties.	<i>Webster</i>	Fordland	21.4 miles
New Life Evangelistic Center <i>209 W Commercial St</i>	Emergency shelter, supportive services.	<i>Greene</i>	Oak Grove Hts	12.5 miles
Great Circle <i>1212 West Lombard</i>	Youth emergency shelter.	<i>Webster Christian</i>	Diggins Highlandville	32.6 miles 20.8 miles
The Alpha House <i>2300 E Division St</i>	A residential re-entry program for 80 federal offenders.	<i>Christian</i>	Sparta	24.9 miles
Hearts for the Homeless, Inc. <i>Fair Grove, Missouri</i>	Supportive services such as tents and blankets	<i>Webster</i>	Marshfield	21.4 miles
1:27 Missions Project Freedom's Rest <i>5517 N Farmer Branch Rd Ozark, MO</i>	Shelter, supportive services to women and children escaping domestic and sexual violence.	<i>Greene Webster</i>	Republic Seymour	20.3 miles 30.5 miles
Fishers of Men Prison Ministry <i>Fordland, MO</i>	Faith-based ex-offender services in 4 correction center areas around Springfield.	<i>Greene</i>	Springfield	27 miles
New Life Evangelistic Center <i>Marshfield, MO</i>	Emergency shelter, supportive services. Serves many areas, including Greene County.	<i>Greene/ Webster</i>	Rogersville	21 miles
Safe to Sleep <i>300 E Central</i>	Women's shelter provides emergency and temporary overnight shelter for 30 to 40 homeless women in the area.	<i>Greene/ Webster</i>	Rogersville	19.7 miles

NOTE: Information provided in the table is the result of a Google search for homeless shelters conducted December 28, 2015.

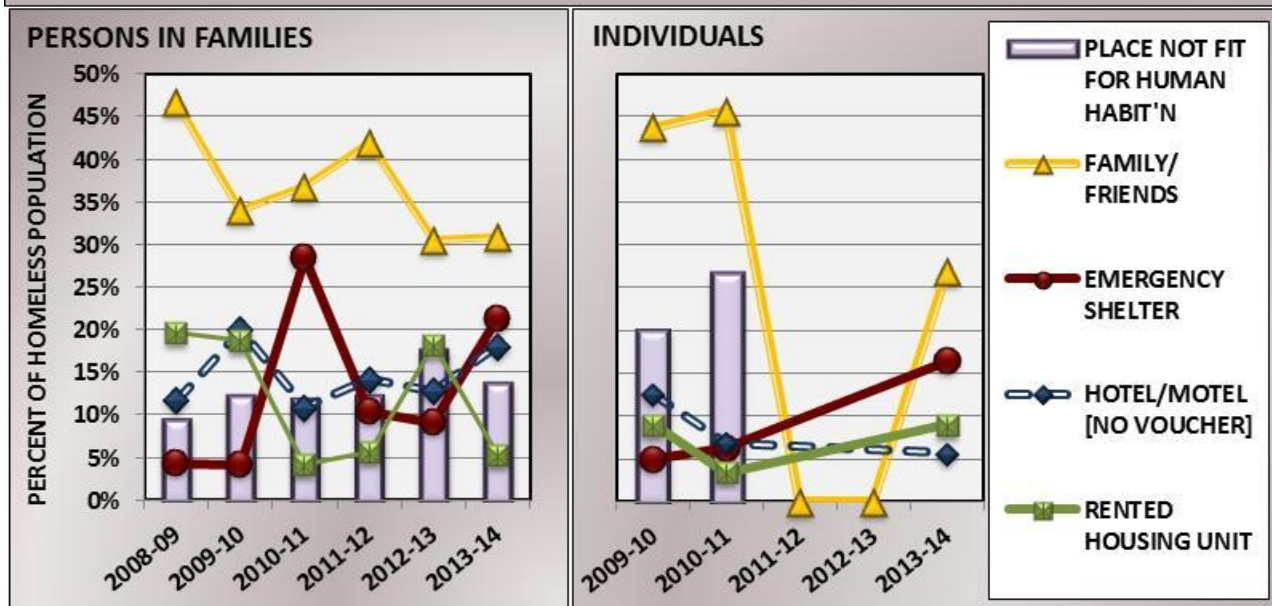
**E. PREVIOUS NIGHT'S LIVING ARRANGEMENTS OR ACCOMMODATIONS**

**1) Emergency Shelter**

In the Springfield CoC catchment area, individuals entering emergency shelter most frequently spent the preceding night doubled up with family or friends. This observation was also included in the 2013 homeless study report. However, this arrangement was reported at a lesser rate in the more recent years for which data are available.

After reaching a point exceeding 45 percent in 2008-09, the percentage of persons in families who were doubled up remained slightly below that high water mark, at between 34 and 42 percent (Chart 6.11). In the most recent one-year periods, only about 30 percent of homeless families reported this type of situation. The prevalence among individuals also declined, although there are fewer years of data for this group from which to draw conclusions.

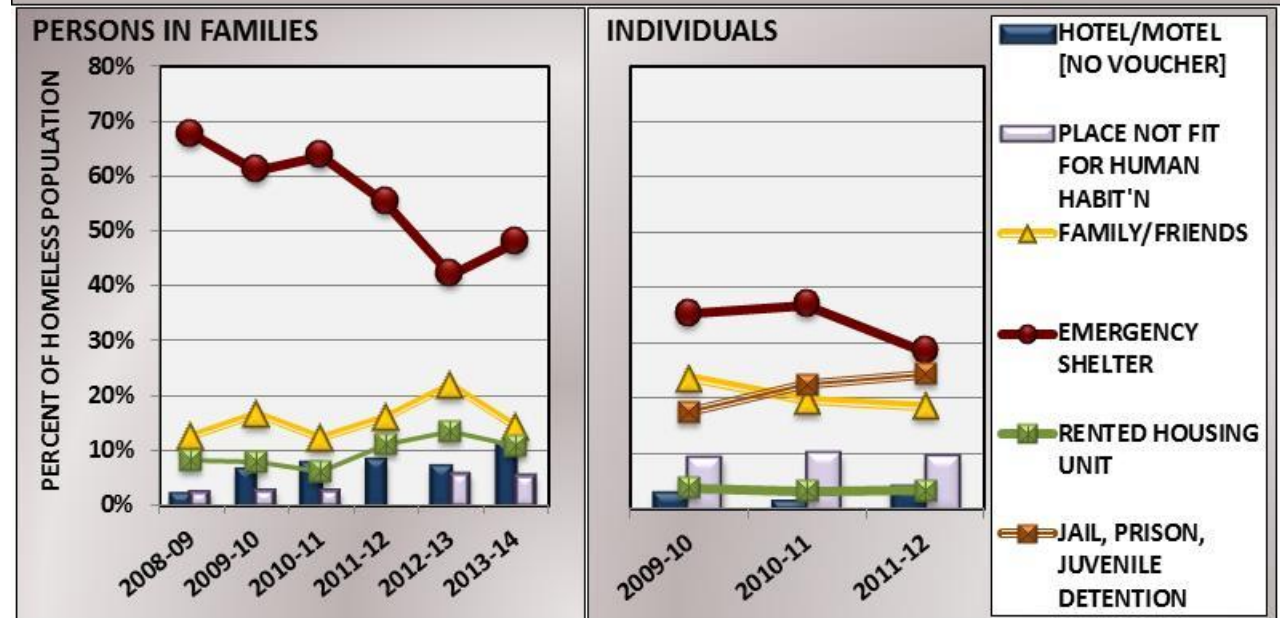
**CHART 6.11. SPRINGFIELD CoC PREVIOUS NIGHT LIVING ACCOMMODATIONS FOR PERSONS IN FAMILIES & INDIVIDUALS ENTERING EMERGENCY SHELTER AHAR DATA FROM 2008-09 TO 2013-14**



	PERSONS IN FAMILIES						INDIVIDUALS					
	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
FAMILY/FRIENDS	46.7%	34.1%	36.8%	42.0%	30.5%	30.9%	NO DATA	43.7%	45.7%	NO DATA	NO DATA	26.9%
PLACE NOT FIT FOR HUMAN HABIT'N	9.5%	12.4%	11.9%	12.3%	17.6%	13.8%		20.1%	26.6%			
HOTEL/MOTEL [NO VOUCHER]	11.7%	20.0%	10.9%	14.2%	12.8%	18.1%		12.5%	6.9%			5.7%
EMERGENCY SHELTER	4.4%	4.1%	28.5%	10.4%	9.1%	21.3%		5.0%	6.2%			16.4%
RENTED HOUSING UNIT	19.7%	18.8%	4.1%	5.7%	18.2%	5.3%		9.0%	3.5%			9.0%
OTHER LIVING SITUATION		5.3%	2.1%	9.9%	8.6%	10.6%		3.6%	2.1%			8.8%
TRANSITIONAL HOUSING	5.1%	2.9%	2.6%		1.1%				2.4%			3.3%

Instead of finding temporary housing with family or friends, it appears that at least a portion of both groups (persons in families and individuals) may be moving from one emergency shelter to another. The proportions of persons in families who reported spending the previous night in emergency shelter was 17 percentage points higher in 2013-14 than in 2008-09. Regarding individuals, as shown in Chart 6.12, over a slightly shorter span (2009-10 to 2013-14) the increase was 11 percent.

**CHART 6.12. SPRINGFIELD CoC PREVIOUS NIGHT LIVING ACCOMMODATIONS FOR PERSONS IN FAMILIES & INDIVIDUALS ENTERING TRANSITIONAL HOUSING**  
AHAR DATA FROM 2008-09 TO 2013-14



	PERSONS IN FAMILIES						INDIVIDUALS					
	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
TOTALS PER YEAR	182	162	179	154	152	119		377	369	328		
EMERGENCY SHELTER	67.6%	61.1%	63.7%	55.2%	42.0%	47.9%	NO DATA	35.3%	36.9%	28.4%	NO DATA	NO DATA
FAMILY/FRIENDS	12.6%	16.7%	12.3%	16.2%	22.0%	14.3%		23.6%	19.5%	18.6%		
RENTED HOUSING UNIT	8.2%	8.0%	6.1%	11.0%	13.3%	10.9%		3.7%	3.3%	3.4%		
JAIL, PRISON, JUVENILE DETENTION	<i>NOT REPORTED FOR PERSONS IN FAMILIES</i>							17.5%	22.5%	24.4%		
HOTEL/MOTEL [NO VOUCHER]	1.6%	6.2%	7.3%	7.8%	6.7%	10.9%		2.9%	1.4%	4.0%		
PLACE NOT FIT FOR HUMAN HABIT'N	2.2%	2.5%	2.2%		5.3%	5.0%		9.3%	10.0%	9.5%		
OTHER LIVING SITUATION		1.2%	2.2%	3.9%	7.3%	8.4%		2.4%	2.2%	4.6%		
TRANSITIONAL HOUSING	6.0%	3.1%	3.4%	1.9%	1.3%	2.5%		1.1%	1.1%	2.7%		

Prior to entering emergency shelter, families were also inclined to use hotels or motels. The increase in this category was 7 percent. Of greater concern is the share found in a place unfit for human habitation.

From an examination of prior year percentages, the statistic for persons in families is typically close to 12 percent. Among individuals in 2013-14, no one reported using accommodations of that type.

**2) Transitional Housing:**

For those entering transitional housing, the majority of persons in families were previously in emergency shelter, although this statistic declined from 68 percent in 2008-09 to 48 percent in 2013-14. That said:

- Residents of transitional housing residing without families also frequently cited emergency rooms as the place of their prior-night stay, but at a lesser rate than did families: from 28 to 37 percent for individuals as compared to between 40 and 70 percent for families.
- Individuals who use transitional housing are more likely than families who do so to have incarceration in their history. In 2010-11, 22 percent reported having come from jail, prison or juvenile detention. That figure was slightly higher the following year.

Other frequent arrangements involved doubled-up situations (typically, between 12 and 16 percent of family members with children) or private rentals (at 11 percent in 2013-14). Also, the reliance on hotels or motels showed an increase from its level in 2008-09 (from less than two percent to 11 percent).

**3) Permanent Supportive Housing**

With permanent supportive housing, the patterns are somewhat different. As apparent in the data provided in Table 6.10, the base totals were much smaller than with the other program types.

**TABLE 6.10. PRIOR NIGHT LIVING ACCOMMODATIONS FOR PERSONS IN FAMILIES AND INDIVIDUALS ENTERING PERMANENT SUPPORTIVE HOUSING  
SPRINGFIELD/GREENE, CHRISTIAN AND WEBSTER COUNTIES CoC**

	PERSONS IN FAMILIES					INDIVIDUALS				
	2009-10	2010-11	2011-12	2012-13	2013-14	2009-10	2010-11	2011-12	2012-13	2013-14
TOTALS PER YEAR	22	9	29	34	31	60	30	48	74	74
EMERGENCY SHELTER	45.5%	55.6%	48.3%	32.4%	12.9%	33.3%	23.3%	50.0%	43.2%	25.7%
TRANSITIONAL HOUSING	36.4%	33.3%	34.5%	35.3%	64.5%	18.3%	43.3%	14.6%	20.3%	35.1%
PLACE NOT FIT FOR HUMAN HABIT'N	18.2%			14.7%	16.1%	23.3%	3.3%	12.5%	9.5%	9.5%
SUBSTANCE ABUSE TREATMENT CENTER						16.7%	20.0%	4.2%	9.5%	5.4%
FAMILY/FRIENDS			3.4%	2.9%		8.3%	10.0%	14.6%	6.8%	6.8%
FOSTER CARE HOME		11.1%	13.8%							
RENTED HOUSING UNIT								4.2%	5.4%	2.7%
PERMANENT SUPPORTIVE HOUSING					3.2%					9.5%

While high percentages of both individuals and family members come directly from emergency shelter, transitional housing is also an important point of departure. Permanent supportive housing entrants are less likely to have been doubled up with family or friends and only a small percentage of families used a hotel or motel.

As indicated by Table 6.10, a percentage of persons in families who take up residence in permanent supportive housing may have come from a place unfit for human habitation. While not a high percentage and therefore not a high likelihood, it has deviated very little from 2009-10 to 2013-14. For households without children, since 2009-10, the number of individuals who report those accommodations as their prior-night stay has declined – from 23 to 9.5 percent.

#### 4) Veterans

As Chart 6.3 indicated, based on the in the PITCs, the Springfield CoC has a limited population of veterans who lack housing. AHAR data show an even more narrow range, from 15 to the low 40s.

**TABLE 6.11. PREVIOUS NIGHT LIVING ACCOMMODATIONS FOR VETERANS WITHOUT PERMANENT HOUSING  
SPRINGFIELD CoC AHAR DATA, 2009-10 TO 2013-14**

	INDIVIDUALS						PERSONS IN FAMILIES						TOTALS, ALL TYPES
	2009-10	2010-11	2011-12	2012-13	2013-14	TOT-AL	2009-10	2010-11	2011-12	2012-13	2013-14	TOT-AL	
TOTAL VETERANS	16	23	21	3	34		4	1	10	12	8		
STAYING WITH FAMILY/FRIENDS	2	2	4		11	19			3	2	3	8	27
EMERGENCY SHELTER	3	2	3		7	15	2		3	3	2	10	25
PLACE UNFIT FOR HUMAN HABITATION	2	2	3		11	18		1	1			2	20
JAIL, PRISON, JUVENILE DETENTION	4	12	1			17						0	17
RENTED HOUSING UNIT [RENTED BY CLIENT]	3	3	1	2		9				1	1	2	11
OTHER LIVING SITUATION			9			9				1		1	10
TRANSITIONAL HOUSING				1	3	4				2	1	3	7
SUBSTANCE ABUSE TREATMENT/DETOX	1				1	2						0	2
HOSPITAL (NON-PSYCHIATRIC)	1	1				2						0	2
HOTEL/MOTEL [NO VOUCHER]		1				1			1	2	1	4	5
HOUSING UNIT OWNED BY CLIENT						0			1	1		2	2



Table 6.11 illustrates by greatest to least frequency the prior night living situations that veterans reported on entry into programming. Because the numbers are small, a breakdown by project is not provided, but in most years, individuals in transitional housing were most prevalent.

Due to the overlap in categories and populations, drawing comparisons may have limited use. Nonetheless there are some distinctions between groups depending on the project they are involved with when data are collected. This is also true of veterans, although the small size of the population limit the value of examining the data by project. The following differences were noted, however:

- **EMERGENCY SHELTER:** Those entering shelter programming are most likely to have come from a doubled-up situation with family or friends or a place unfit for human habitation. Emergency shelters are reported as the most frequent prior-night accommodations for people transferring to transitional housing or permanent supportive housing.
- **VETERANS:** While most likely to first engage in homeless programming after a stay with family or friends, veterans have also frequently been in emergency shelter or have resorted to accommodations in a place unfit for human habitation. In addition, the data show a high frequency of incarceration among veterans.
- **FAMILIES:** Homeless families in the Springfield CoC catchment area tend to make more use of hotels or motels than single individuals.

## **F. HOUSING STABILITY**

This section evaluates the impact of homeless programming on improving housing stability, as well as addressing the goal established by HUD of reducing emergency shelter stays in favor of more permanent housing.

### **1) Emergency Shelter Residents Time in Shelter as Compared to Tenure in Previous Housing**

With respect to emergency shelter, program participants tended to have a longer residence in shelter than in the housing they maintained prior to becoming homeless.

In regard to housing prior to the onset of homelessness, over 60 percent and as high as 80 percent of adults in families reported they had been in the immediately previous location less than one month. Although there were program participants who indicated that they had been in their former housing over three months and in some cases over one year, this group was in the minority, constituting less than 30 percent of the population (Chart 6.13).

**CHART 6.13. LENGTH OF STAY FOR PERSONS IN FAMILIES [ADULTS ONLY] IN EMERGENCY SHELTER AS COMPARED TO TENURE IN PRIOR ACCOMMODATIONS  
SPRINGFIELD/GREENE, CHRISTIAN, WEBSTER COUNTIES CoC**



By contrast, beginning in 2011-12, the majority of adults with families engaged in programming remained in shelter between one and three months, with a smaller percentage sustaining this housing over three months.

The group staying less than one month dropped to between 30 and 40 percent of the residents after 2010-11.

Table 6.12 contains all data from 2010-11 to 2013-14 for adults in emergency shelter. For individuals without children, the patterns with regard to previous living situations are similar to those for adults in families. The majority reported being in their prior housing less than one month. With respect to the stay in emergency shelter, the statistics for 2010-11 are distinctly different from those for 2013-14.

In 2010-11, 80 percent of adults without children remained in shelter less than one month. In 2013-14, this was true for roughly 60 percent, while over 40 percent had a stay that exceeded one month, with 13 percent of this group continuing in shelter over three months. With regard to the latter category, in 2010-11, less than one percent had a shelter stay of this duration.

**TABLE 6.12. COMPARISON OF TENURE IN PREVIOUS LIVING SITUATION WITH LENGTH OF STAY IN SHELTER  
ALL ADULTS IN EMERGENCY SHELTER, 2010-11 TO 2013-14  
SPRINGFIELD/GREENE, CHRISTIAN, WEBSTER COUNTIES CoC**

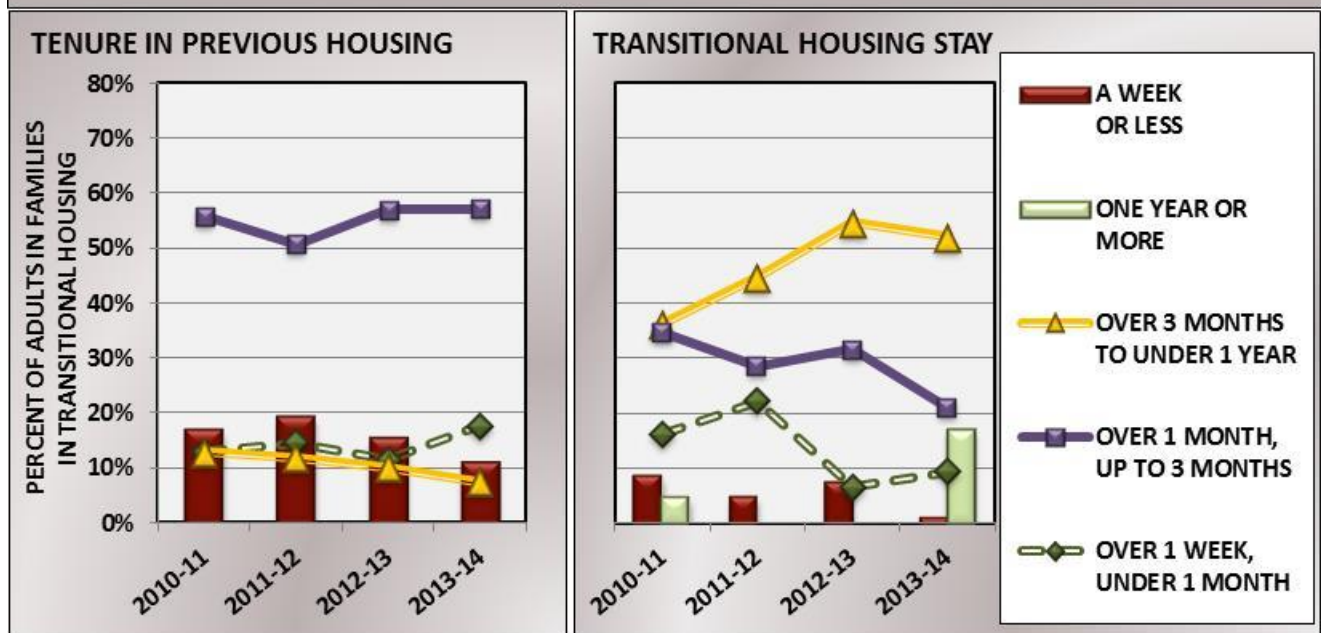
	TENURE IN LIVING SITUATION BEFORE PROGRAM ENTRY				LENGTH OF STAY IN EMERGENCY SHELTER			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>ADULTS IN FAMILIES</b>								
A WEEK OR LESS	79	97	51	41	21	22	22	24
OVER ONE WEEK, UNDER ONE MONTH	64	53	47	39	119	52	36	21
OVER ONE MONTH, UP TO THREE MONTHS	31	23	38	8	49	130	103	51
OVER THREE MONTHS TO LESS THAN ONE YEAR	16	30	35	4	5	8	20	11
ONE YEAR OR MORE	4	4	15	2	0	0	0	0
Missing	0	5	1	0	0	0	0	0
TOTALS	194	207	186	94	194	212	181	107
<b>INDIVIDUAL ADULTS (NO CHILDREN)</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>	<b>2013-14</b>
A WEEK OR LESS	124	NO DATA	NO DATA	200	56	NO DATA	NO DATA	156
OVER ONE WEEK, UNDER ONE MONTH	67			70	175			135
OVER ONE MONTH, UP TO THREE MONTHS	62			116	55			136
OVER THREE MONTHS TO LESS THAN ONE YEAR	24			59	2			62
ONE YEAR OR MORE	17			42	0			0
Missing	1			2	0			0
TOTALS	295				489			288

**2) Transitional Housing Residents Time in Programming**

By comparison, adults with families who entered transitional housing tended to have a longer tenure in their previous housing, with 50 to 60 percent maintaining the same residence from one-to-three months. Less than 15 percent stayed in this location between three months and one year, however, and none reported being in the same housing situation for over a year. Short-term residences continued to be frequently reported, with 30 to 40 percent of the reporting adults indicating their former housing lasted less than one month.

Once involved in programming associated with transitional housing, increased length of stay tended to be the norm, particularly in 2012-13 and 2013-14. At this point, residence in transitional housing most often (i.e., for 50 to 60 percent) exceeded three months, and in 2013-14 for over 15 percent it extended beyond one year (Chart 6.14).

**CHART 6.14. LENGTH OF STAY FOR PERSONS IN FAMILIES [ADULTS ONLY] IN TRANSITIONAL HOUSING AS COMPARED TO TENURE IN PRIOR ACCOMMODATIONS  
SPRINGFIELD/GREENE, CHRISTIAN, WEBSTER COUNTIES CoC**



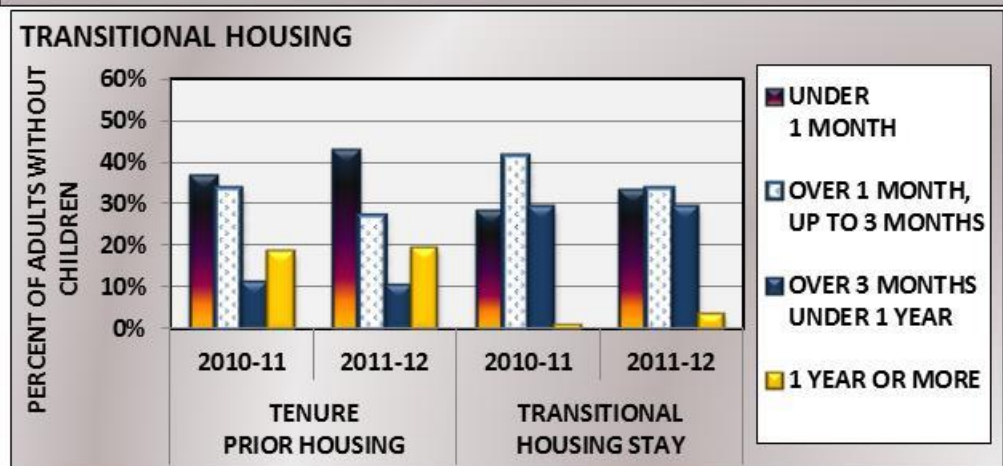
For adults without children in their household, the majority reported short-term tenure in previous housing, although because data for only two years are available (2010-11 and 2011-2012), trends are more difficult to assess. Still, the patterns are for the most part the same. Roughly 70 percent of transitional housing residents in both years reported having remained in their previous housing for under three months (Chart 6.15). After entering transitional housing, these residents tended to be somewhat more stable.

Short-term stays continued to be prevalent, although the number staying less than one month dropped slightly.

Those staying between three months and one year were 20 percent higher than the same category for previous housing.

There were also, however, fewer adults who remained in transitional housing after one year as compared to the percentage who retained previous housing for that amount of time.

**CHART 6.15. LENGTH OF STAY FOR ADULTS WITHOUT CHILDREN TRANSITIONAL HOUSING COMPARED TO PRIOR HOUSING  
SPRINGFIELD/GREENE, CHRISTIAN, WEBSTER COUNTIES CoC**



**3) Permanent Supportive Housing:**

Data are available for all years on residents of permanent supportive housing, though the numbers are much smaller. (See Table 6.13.) With regard to adults in families, the percentage of the population with prior tenure of less than three months increased over the three-year period beginning with 2011-12, rising from 58 percent to over 75 percent by 2013-14. Over the same period, an increasing percentage of residents extended their length of stay in programming to three months or more. In 2010-11 the percentage of the population with a stay of this duration was at 78 percent; by 2013-14, the percentage was at nearly 100 percent, with 65 percent having a residence of one year or more.

Interestingly, a larger share of adults without children remained in previous housing for a year or more -- between 15 and 20 percent in all four years -- as compared to no or very low numbers of adults in families. In addition, the percentage of adults staying over three months and up to a year more than doubled during the four years. That said, 50 percent or more of these adults had tenure in prior housing under the three-month mark. For this group, length of stay in programming was overall the longest, with 80 percent or more remaining in permanent supportive housing for over three months, a large share of that segment remaining a year or more.

**TABLE 6.13. LENGTH OF STAY AND TENURE FOR ADULTS IN PERMANENT SUPPORTIVE HOUSING  
SPRINGFIELD/GREENE, CHRISTIAN, WEBSTER COUNTIES CoC**

	TENURE IN LIVING ARRANGEMENTS BEFORE PROGRAM ENTRY				LENGTH OF STAY IN PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>ADULTS IN FAMILIES</b>								
TOTALS	9	29	43	31	9	29	43	31
UNDER 1 MONTH	0.0%	13.8%	23.3%	19.4%	0.0%	0.0%	0.0%	0.0%
OVER 1 MONTH, UP TO 3 MONTHS	100.0%	44.8%	46.5%	54.8%	22.2%	20.7%	7.0%	0.0%
OVER 3 MONTHS TO LESS THAN 1 YEAR	0.0%	41.4%	30.2%	19.4%	44.4%	48.3%	55.8%	35.5%
ONE YEAR OR MORE	0.0%	0.0%	0.0%	6.5%	33.3%	31.0%	37.2%	64.5%
Missing	0	0	0	0	0	0	0	0
<b>INDIVIDUAL ADULTS (NO CHILDREN)</b>								
TOTALS	74	48	72	74	85	36	74	74
A WEEK OR LESS	37.8%	6.3%	8.3%	8.1%	0.0%	2.8%	0.0%	0.0%
OVER 1 WEEK, UNDER 1 MONTH	16.2%	4.2%	11.1%	13.5%	1.2%	8.3%	1.4%	2.7%
OVER 1 MONTH, UP TO 3 MONTHS	17.6%	43.8%	43.1%	33.8%	1.2%	5.6%	16.2%	20.3%
OVER 3 MONTHS TO LESS THAN 1 YEAR	12.2%	27.1%	20.8%	28.4%	28.2%	50.0%	41.9%	32.4%
ONE YEAR OR MORE	16.2%	18.8%	16.7%	16.2%	69.4%	33.3%	40.5%	44.6%
Missing	11	0	2	0	0	0	0	0

**TABLE 6.14. VETERANS' TENURE IN PRIOR LIVING SITUATION AS COMPARED TO LENGTH OF STAY IN PROGRAM HOUSING  
SPRINGFIELD/GREENE, CHRISTIAN, WEBSTER COUNTIES CoC**

	EMERGENCY SHELTER								TRANSITIONAL HOUSING								PERMANENT SUPPORTIVE HOUSING								
	TENURE IN PRIOR LIVING SITUATION				LENGTH OF STAY IN SHELTER				TENURE IN PRIOR LIVING SITUATION				LENGTH OF STAY IN HOUSING				TENURE IN PRIOR LIVING SITUATION				LENGTH OF STAY IN HOUSING				
<b>VETERANS IN FAMILIES</b>	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	
Under 1 month	0	3	2	2	0	4	3	1	1	0	4	3	1	2	2	1	0	0	0	0	0	0	0	0	
Over 1 month, up to 3 months	0	1	0	0	0	2	1	0	0	3	2	0	0	1	0	3	0	0	2	1	0	0	0	0	
Over 3 months/under 1 year	0	1	2	0	0	0	0	1	0	0	0	2	0	1	4	1	0	0	0	0	0	0	2	0	
One year or more	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	
<b>TOTALS</b>	<b>0</b>	<b>6</b>	<b>4</b>	<b>2</b>	<b>0</b>	<b>6</b>	<b>4</b>	<b>2</b>	<b>1</b>	<b>4</b>	<b>6</b>	<b>5</b>	<b>1</b>	<b>4</b>	<b>6</b>	<b>5</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>1</b>	
<b>VETERANS (NO CHILDREN)</b>																									
Under 1 month	0			21	0			12	7	8			3	7			0	0	0	1			1	0	0
Over 1 month, up to 3 months	0			0	0			12	0	2			10	6			0	1	1	2			0	1	0
Over 3 months/under 1 year	0			8	0			5	1	1			10	5			0	0	0	0			1	2	2
One year or more	0			1	0			1	4	3			0	0			0	2	2	1			1	0	2
<b>TOTALS</b>	<b>0</b>			<b>30</b>	<b>0</b>			<b>30</b>	<b>23</b>	<b>18</b>			<b>23</b>	<b>18</b>			<b>0</b>	<b>3</b>	<b>3</b>	<b>4</b>			<b>3</b>	<b>3</b>	<b>4</b>

**4) Housing Stability for Veterans**

This section extends the analysis of housing stability prior to and during programming to homeless veterans. Table 6.14 summarizes basic tallies from AHAR data for veterans in the three program types.

The numbers for veterans with families tend to be quite small, particularly with respect to permanent supportive housing. With the limited data available, it’s difficult to discern patterns. It appears, however, that behavior for veterans with families tended to be similar to the total population, with short-term tenure (under 3 months) in previous housing and length of stay increasing in transitional housing and permanent supportive housing.

In general, the same description applies to veterans without children, although the numbers were higher, particularly for emergency shelter and transitional housing. The lack of available data for emergency shelter (in 2011-12 and 2012-13) and for transitional housing (in 2012-13 and 2013-14) increases the challenge of discerning patterns.

**5) Children**

Children’s behavior with regard to length of stay in shelter not surprisingly mirrors adults in families in the proportion per category of time.

Data for unaccompanied children, shown in Table 6.15, is minimal, with emergency shelter records for only seven provided in 2010-11, and none for the other three years in the period (2011-12 to 2013-14).

With respect to transitional housing, unaccompanied children were recorded in 2010-11 and – with a 50 percent drop in the total – in 2011-12.

**TABLE 6.15. LENGTH OF STAY FOR UNACCOMPANIED CHILDREN**

	Emergency Shelter		Transitional Housing	
	2010-11	2011-12	2010-11	2011-12
<b>UNACCOMPANIED CHILDREN</b>				
A week or less	1	0	0	0
Over 1 week up to 1 month	2	0	3	2
1 month to 3 months	4	0	8	0
3 months to one year	0	0	2	4
1 year or longer	0	0	0	0
<b>TOTALS</b>	<b>7</b>	<b>0</b>	<b>13</b>	<b>6</b>

Additional data on homeless children is available from the Missouri Department of Elementary and Secondary Education (DESE). These data are displayed in Table 6.16.

It should be noted that the school district data extends to children in families, as compared to Table 6.15’s focus on unaccompanied children. School districts collect this information as part of identifying students who may have trouble academically due to unstable home situations. The child functions as the first point of contact with a family that may be struggling to find housing, whereas AHAR data are compiled from adults who may not be willing to disclose all details of their former housing conditions or family life. DESE data also reflects a much broader interpretation of homelessness, taking into account – as the table shows – children who are staying with family or friends or living in motels or hotels.

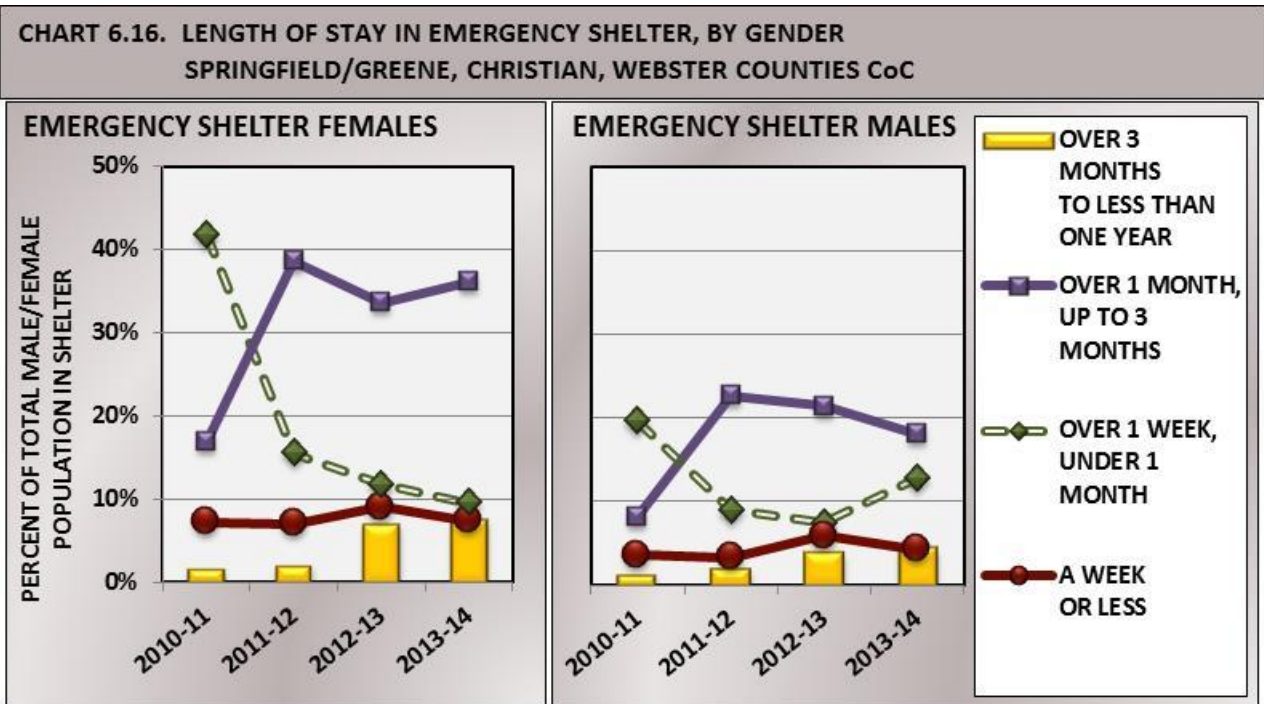
These data offer a valuable supplement to the information that is being compiled by HUD.

**TABLE 6.16. HOMELESS ENROLLED CHILDREN TALLIES FROM THE 2013-14 SCHOOL YEAR  
SCHOOL DISTRICTS WITHIN THE SPRINGFIELD COC CATCHMENT AREA**

Springfield CoC School District	Doubled-Up	Hotel Motel	Shelters	Unsheltered
Springfield R-XII	636	197	134	11
Republic R-III	192	-	-	-
Willard R-II	90	11	-	-
Ozark R-VI	76	-	24	-
*Nixa	69	-	-	-
Logan-Rogersville R-VIII	54	-	-	-
Fordland R-III	49	-	-	-
Sparta R-III	21	-	-	7
Spokane R-VII	16	-	-	-
*Clever R-V School District	13	-	-	-
*Fair Grove R-X	7	-	-	-
Seymour R-II	-	-	-	-
Marshfield R-I	-	-	-	-
Niangua R-V	-	-	-	-
Strafford R-VI	-	-	-	-
*Walnut Grove R-V	-	-	-	-
*Ash Grove R-IV	-	-	-	-
Billings R-IV	-	-	-	-
Chadwick R-I	-	-	-	-

\*A portion of the district falls within the Balance of State CoC catchment area.

Source: Missouri Department of Elementary and Secondary Education (DESE)





**6) Comparison of Length of Stay for Men and Women**

Another aspect of duration of stay in shelter is the contrast between men and women. In emergency shelter, over the period, the proportion of slightly longer stays increased for women, while for males there was a slight decline (Chart 6.16). The percentages shown in the chart are based on the total number of the male/female population in each year. The share for women in each category added to the comparable share for men will equal 100 percent. This is intended to convey not only proportions in the respective categories, but frequency as well.

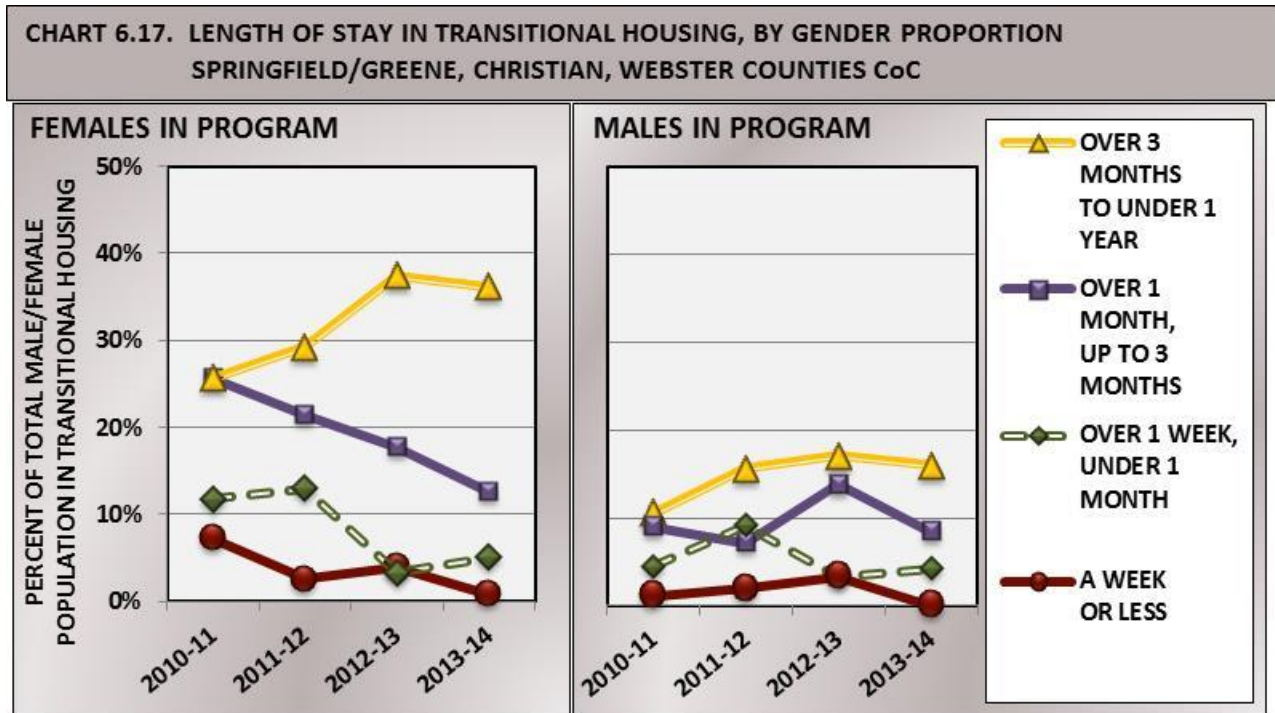


Chart 6.17 shows data for transitional housing which reflects the increased involvement women in this programming as well as the increased longevity in their length of stay. While the category for longest stays (over three months) rose by over 15 percent between 2010-11 and 2013-14, the number for the preceding category (one to three months) declined from 25 percent to close to ten percent. Stays of a week or less also declined. By comparison, the percentage of men in the category of longest duration remained below 20 percent, while all other categories were lower than ten percent.

**G. DEMOGRAPHICS IN RELATION TO SPRINGFIELD CoC SERVICE RECIPIENTS**

**1) Race Among the Springfield CoC's Homeless**

Table 6.17 provides a breakdown of 2014 Census population estimates on race in the three counties served by Springfield CoC agencies.

**TABLE 6.17. DEMOGRAPHIC STATISTICS ON RACE FOR THE SPRINGFIELD COC SERVICE AREA**

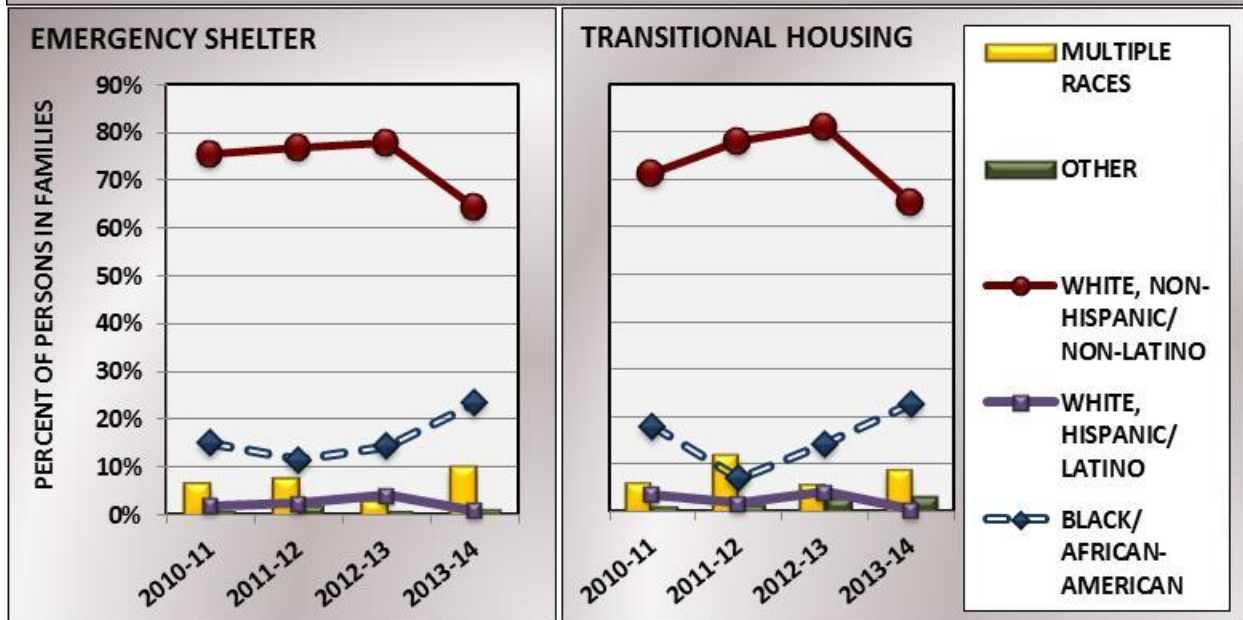
	GREENE	CHRISTIAN	WEBSTER	Pct of 2014 3-county population total
White alone [non-Hispanic, non-Latino]	89.1%	93.8%	95.1%	92.7%
Black or African American alone	3.0%	0.1%	1%	1.6%
Hispanic or Latino	3.2%	2.7%	1.8%	2.6%
Asian, Pacific Islander alone	1.7%	0.6%	0.2%	0.8%
Two or More Races	2.3%	1.6%	1.3%	1.7%
American Indian and Alaska Native	0.6%	0.6%	0.6%	0.6%

Although all of the counties have predominantly White populations, African Americans, Hispanics and multi-racial residents are found in higher percentages in Greene County. After Whites, Hispanics or Latinos represent the largest racial group in all three counties.

As Chart 6.18 shows, the distribution in emergency shelter is largely repeated in transitional housing. The following comments relate to trends in the racial composition by household type, specifically for emergency shelter.

- **White non-Hispanics, non-Latinos** who represent 92.7 percent of the population in the CoC, are slightly underrepresented in emergency shelter. In recent years they accounted for under 80 percent of the population in families, and their share dropped to 65 percent in 2013-14. They are found more frequently as single individuals in this type of programming. For the two recent years for which data are available, their proportion exceeded 80 percent.
- **African Americans** are over-represented in emergency shelter. Within families, their share of the shelter population prior to 2013 ranged from 12 to 15 percent. In that year it increased to 23 percent, roughly 14 times their presence in the general population in the CoC’s catchment area. The share of homeless persons who identify as multi-racial increased to 10 percent that year, as well.
- **Hispanics**, both as individuals and families, are found in the lowest numbers in emergency shelter. Only 1 percent of shelter occupants and families reported this racial background in 2013-14.

**CHART 6.18. DISTRIBUTION OF RACES MOST FREQUENTLY IDENTIFIED IN PERSONS IN FAMILIES  
SPRINGFIELD/GREENE, CHRISTIAN, WEBSTER COUNTIES CoC**



	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
INDIVIDUALS	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS</b>	<b>295</b>	no data	no data	<b>489</b>	<b>369</b>	<b>328</b>	no data	no data	<b>30</b>	<b>48</b>	<b>74</b>	<b>74</b>
WHITE, NON-HISPANIC/NON-LATINO	84.4%			83.4%	79.9%	76.8%			66.7%	70.8%	79.7%	78.4%
WHITE, HISPANIC/LATINO	3.1%			2.7%	3.0%	3.4%			10.0%	0.0%	6.8%	0.0%
BLACK/AFRICAN AMERICAN	5.8%			6.7%	9.8%	13.4%			16.7%	12.5%	5.4%	4.1%
MULTIPLE RACES	4.4%			3.7%	5.1%	4.6%			0.0%	8.3%	2.7%	9.5%
OTHER	2.4%			3.5%	2.2%	1.8%			6.7%	8.3%	5.4%	8.1%

**2) Household Size**

Data on household size in various types of homeless programming indicate that for families, households tend to consist of more than two persons, with the largest percentage being three-person units, particularly in permanent supportive housing (Table 6.18).

**TABLE 6.18. HOUSEHOLD SIZE BY HOMELESS PROGRAMMING AND HOUSEHOLD TYPE  
SPRINGFIELD/GREENE, CHRISTIAN AND WEBSTER COUNTIES COC**

<b>FAMILIES</b>	<b>EMERGENCY SHELTER</b>				<b>TRANSITIONAL HOUSING</b>				<b>PERMANENT SUPPORTIVE HOUSING</b>			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS</b>	<b>434</b>	<b>460</b>	<b>386</b>	<b>214</b>	<b>351</b>	<b>346</b>	<b>331</b>	<b>273</b>	<b>16</b>	<b>62</b>	<b>86</b>	<b>68</b>
2 PERSONS	21.2%	20.0%	17.6%	22.4%	29.6%	20.2%	18.7%	18.3%	37.5%	32.3%	18.6%	20.6%
3 PERSONS	38.7%	35.2%	37.3%	36.1%	38.5%	38.2%	34.4%	31.1%	37.5%	29.0%	41.9%	44.1%
4 PERSONS	17.5%	21.7%	17.6%	25.0%	31.9%	20.8%	27.8%	22.0%	25.0%	6.5%	4.7%	5.9%
5 OR MORE PERSONS	22.6%	23.0%	27.5%	16.5%	23.6%	20.8%	19.0%	28.6%	68.8%	32.3%	34.9%	29.4%
<b>ADULTS (NO CHILDREN)</b>												
<b>TOTALS</b>	<b>295</b>	<i>no data</i>	<i>no data</i>	<b>489</b>	<b>369</b>	<b>328</b>	<i>no data</i>	<i>no data</i>	<b>30</b>	<b>48</b>	<b>74</b>	<b>74</b>
1 PERSON	72.9%			94.5%	81.6%	84.1%			93.3%	66.7%	71.6%	74.3%
2 PERSONS	27.1%			4.1%	17.3%	14.0%			6.7%	33.3%	24.3%	21.6%
3 PERSONS	0.0%			0.6%	0.0%	0.0%			0.0%	0.0%	4.1%	4.1%
4 PERSONS	0.0%			0.8%	1.1%	0.0%			0.0%	0.0%	0.0%	0.0%
5 OR MORE PERSONS	0.0%			0.0%	0.0%	1.8%			0.0%	0.0%	0.0%	0.0%

For adults in households without children, the overwhelming majority are single-person units.

**SECTION VII.**  
**ST. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES**  
**CONTINUUM OF CARE**

The St. Joseph/Buchanan, Andrew, DeKalb Counties CoC is located within the St. Joseph Metropolitan Statistical Area (MSA). The MSA encompasses four counties, three of which are in Missouri and form part of the CoC's name. The City of St. Joseph is the eighth largest city in Missouri and is the county seat of Buchanan County. It is located between two larger MSAs: Kansas City, Kansas and Omaha, Nebraska. The presence of St. Joseph proper as well as close proximity to Kansas City influences the demographics of Buchanan County, with 87 percent of its population classified as urban. Both Andrew and DeKalb Counties have similar land use patterns and population distribution. Both have approximately 60 percent of their populations in rural areas, while over 99 percent of each county's land mass is rural.<sup>1</sup> A large portion (90 percent) of Buchanan County is also designated as rural. With the City of St. Joseph located in its northern section, however, and the outskirts of the Kansas City metropolitan region on its southern border, the rural character of the county is somewhat overshadowed. One indicator of this is the fact that Buchanan, along with the City of St. Joseph, has the most sizeable percentage of population living below the federal poverty level.

**KEY FINDINGS AND EXECUTIVE SUMMARY**

- a) **DECLINE IN TOTAL HOMELESSNESS:** Based on Point-In-Time Counts, the total homeless population has decreased 18 percent from its six-year high in 2014. After several years of increased numbers, the 2015 decline brought the total homeless persons in families and individuals to a value roughly seven percent lower than the number in 2009.
- b) **SHELTERED AND UNSHELTERED:** A contributing factor is a 225 percent decline in the number of homeless individuals. Based on Point-In-Time Count records, St. Joseph/Buchanan, Andrew, DeKalb Counties Continuum of Care (St. Joseph CoC) has successfully sheltered all homeless persons in families.
- c) **CHRONICALLY HOMELESS INDIVIDUALS:** Totals for chronic homelessness have fluctuated. A comparison of the 2013 count to that for 2015 indicates a 32 percent decline in the number of persistently homeless persons in families and individuals. In addition, very few members of this group have been without shelter. It's noteworthy that of those who were unsheltered, none were persons in families.
- d) **YOUTH:** Leadership of the St. Joseph CoC has been highly conscious of the discrepancy between homelessness among children and youth as recorded by DESE and that recorded by Point-In-Time Counts and Annual Homeless Assessment Report data. In the St. Joseph CoC catchment area, Buchanan County has the highest number of children or youth that are considered homeless, having recorded a total of 695 students who are doubled up, in shelter, unsheltered or living in a hotel or motel. Of this total, 82 percent were not in a shelter situation, where the CoC would have an opportunity to tally them. Other areas in the CoC have a significantly lower number, if any at all are recorded.

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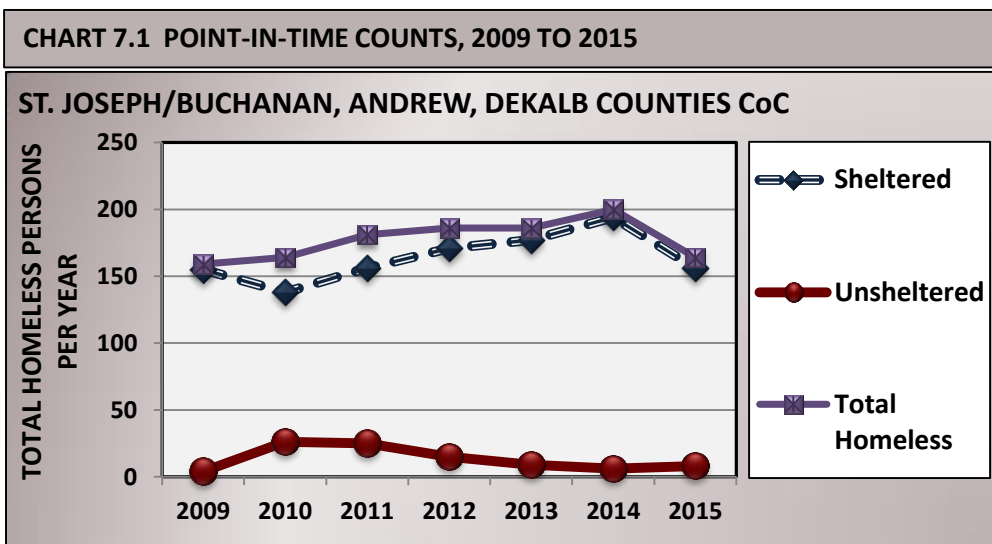
<sup>1</sup> "2010 Census Urban and Rural Classification and Urban Area Criteria." Details can be found at: <http://www.census.gov/geo/reference/ua/urban-rural-2010.html>. Accessed October 19, 2015.

- e) **VETERANS:** The majority of homeless veterans are male. In the 2015 Point-In-Time County, only six percent of the veterans in emergency shelters were female. Of veterans in permanent supportive housing from 2010-11 to 2013-14, 100 percent in each year were male. The 2014-2015 data records the highest number to date of homeless veterans in a shelter setting (148). Of this number, women accounted for eight percent.
- f) **SHELTERS:** A search for shelter locations outside of the City of St. Joseph was unsuccessful. Although informal support through churches or other resources is always a possibility, this could present logistical problems for persons in families or individuals who lack a means of transportation.
- g) **PRIVATE RENTAL SITUATIONS:** In 2013-14, data on living accommodations prior to entry into homeless programming indicate that among persons in families in emergency shelter, 15 percent spent the previous night in a rental situation. For permanent supportive housing, this figure was nearly 70 percent. In both cases, it was a rental without a subsidy to provide financial support.
- h) **VETERANS IN PERMANENT SUPPORTIVE HOUSING:** Although there has not been a large influx of veterans into permanent supportive housing, the number receiving services of this type more than doubled between 2010-11 and 2013-14.
- i) **RACIAL DISPARITIES:** Regardless of the type of homeless programming, African Americans tend to be over-represented. In comparison to the percentage this group constitutes in the general population (from 0.7 percent in Andrew to 10.8 percent in DeKalb County), its numbers among homeless persons in families and individuals constitute a percentage that is much higher (from 7.5 percent at the low end to 30 percent at the high end).

## 1) OVERVIEW

The St. Joseph/Buchanan, Andrew, DeKalb Counties Continuum of Care (St. Joseph CoC) comprises more than 38 agencies. The CoC has been successful in keeping the number of unsheltered homeless individuals and families to a low number – in many of the years, in single digits.

The total homeless count declined by 18 percent between 2014 and 2015 (Chart 7.1). In the prior periods, beginning in 2010, there were increases from year to year. Although the change per year was slight, the cumulative effect was an increase of roughly 22 percent as of 2014. As was true for the subsequent decrease, changes in the number of sheltered individuals and persons in families governed the adjustment in total numbers.



The CoC’s community partnership plan includes efforts to address distressed areas and provide improved services to residents that are homeless.<sup>2</sup> The CoC is working with the Missouri Housing Development Commission (MHDC) to obtain funding for programs as well as reach projected goals. Grant proposals have been accepted for rapid re-Housing as well as emergency shelters.<sup>3</sup>

The City of St. Joseph is the major hub of the MSA. According to the city’s Economic Development Partnership, St. Joseph offers fertile ground for burgeoning development in a new sector, with “agricultural, animal health and food processing” focus. The area has also proved to be a supportive environment for “companies in the manufacturing, insurance, health care, back office and logistics and warehousing

<sup>2</sup> City of St. Joseph. St. Joseph Community Partnership Strategy and Consolidated Plan. Fifth Year Annual Plan Proposed for the One-Year Period July 1, 2014 through June 30, 2015. See pp. 2-3. Accessed online October 15, 2015 at: <http://www.stjoemo.info/DocumentCenter/View/1455>

<sup>3</sup> [http://mhdc.com/ci/esg/documents/2014/ESG\\_2014\\_Agencies\\_Requested\\_Amounts\\_by\\_CoC.PDF](http://mhdc.com/ci/esg/documents/2014/ESG_2014_Agencies_Requested_Amounts_by_CoC.PDF)

business clusters.”<sup>4</sup> This reflects the shift from heavy manufacturing to service-based and light manufacturing activities<sup>5</sup> that the state of Missouri as a whole has been experiencing.

Unemployment in the MSA has decreased significantly since its peak in 2010 (9.8 percent). Currently the rate stands at 4.9 percent, which is just below the State of Missouri’s unemployment rate 5.2 percent, as well as the national average (also 5.2 percent).<sup>6</sup> With the exception of DeKalb (see Table 7.1), the individual county unemployment rates fall below the national average.

**TABLE 7.1. UNEMPLOYMENT RATES IN ST. JOSEPH AND NATIONAL AVERAGE, AUGUST 2015**

Andrew County	4.7%
Buchanan County	4.9%
DeKalb County	5.3%
<b>State of Missouri</b>	<b>5.2%</b>
<b>National Average</b>	<b>5.2%</b>

Source: FRED, Federal Reserve Bank of St. Louis. Averages are not seasonally adjusted. August 2015 is the most current count available. <https://research.stlouisfed.org/fred2/series/STJO129UR>. Accessed October 15, 2015.

As Section 2) will discuss in more detail, despite the increase in economic growth the impact on the reduction of homelessness has not been fully realized. Given that Andrew and DeKalb counties have not engaged in the same urban redevelopment initiatives, those looking for housing face greater challenges in these areas.

**A. INCOME**

Expansion in the fields of animal health science and technology as well as human services is projected to benefit the overall economy within the St. Joseph CoC catchment area. The impact that these relatively new concerns may have on resident income may be more potential than actual at this early stage, but as Table 7.2 shows, data for the Missouri portion of the MSA provides some positive indications of economic health.

Andrew County has the largest median household income, surpassing the median income for the state of Missouri by roughly \$5,000 and the other counties included in the CoC service area by \$9,000 to \$10,000. In addition, it has the highest per capita income, which has increased by eight percent since 2010, as compared to less than six percent for the other counties as well as the State of Missouri. While DeKalb County has a lower income level, it also has had lower rates of families living in poverty, although not so low as Andrew County where the typical income is the highest of all the areas included in the comparison.

<sup>4</sup> “St. Joseph is the Only Missouri MSA to increase firms and employment 1977 to 2011.” St. Joseph Economic Development Partnership Press Release. December 9, 2014. Reviewed online on January 4, 2015 at: <http://choosesaintjoseph.com/st-joseph-is-the-only-missouri-msa-to-increase-firms-and-employment-1977-2011/#sthash.WTFEzSaSB.dpuf>

<sup>5</sup> <http://www.mo-kan.org/docs/CEDSfinal>

<sup>6</sup> FRED. Federal Reserve Bank of St. Louis. Accessed October 15, 2015. <https://research.stlouisfed.org/fred2/series/STJO129UR>



Although Buchanan shares in the economic growth that the City of St. Joseph has enjoyed, among the county geographies it also has the largest percent of people falling below the federal poverty level. Buchanan County’s median household income is three thousand dollars less than the figure for the state of Missouri, as is its per capita income. With respect to income levels, it tends to track higher than the City of St. Joseph, while Buchanan County’s share of families living in poverty is one to two percentage points lower than that of St. Joseph.

**TABLE 7.2. INCOME LEVELS IN ST. JOSEPH CoC AS COMPARED TO THE STATE OF MISSOURI**

		2010		2011		2012		2013		2014	
		Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error	Estimate	Margin of Error
PER CAPITA INCOME	ST. JOSEPH	\$21,002	655	\$21,699	1,210	\$21,440	917	\$21,127	1,156	\$22,144	1,363
	BUCHANAN	\$21,638	624	\$22,349	1,056	\$22,184	819	\$21,961	1,016	\$22,839	1,209
	ANDREW	\$24,009	1,098	\$25,409	1,290	\$25,821	1,097	\$25,302	1,362	\$26,086	1,191
	DEKALB	\$16,916	1,328	\$17,754	1,616	\$16,729	1,494	\$16,635	1,640	\$17,288	1,397
	STATE OF MISSOURI	\$24,724	106	\$25,371	108	\$25,546	110	\$25,649	115	\$26,006	114
FAMILIES LIVING IN POVERTY (Percent)	ST. JOSEPH	11.1%	1.6	11.6%	1.8	12.2%	1.5	13.7%	1.6	15.1%	1.8
	BUCHANAN	9.7%	1.4	10.1%	1.5	10.8%	1.3	12.1%	1.4	13.4%	1.6
	ANDREW	6.1%	1.8	5.8%	1.8	5.4%	1.8	6.5%	1.8	7.8%	2.5
	DEKALB	6.1%	2.2	5.1%	2.2	6.2%	3.5	8.3%	3.5	9.5%	3.3
	STATE OF MISSOURI	10.0%	0.2	10.3%	0.2	10.7%	0.2	11.1%	0.2	11.1%	0.2

Source: US Census Bureau, State and County Quickfacts. Accessed online October 21, 2015 at: <http://quickfacts.census.gov/qfd/states/29/29063.html>

**B. HOUSING COST**

Table 7.3a and 7.3b (below) provide St. Joseph CoC area data for comparison of typical housing costs and the relative cost burden at various income levels. Based on these statistics, people who enjoy an income near or above the median specific to the City of St. Joseph or Andrew County would not be considered “cost burdened” for their housing. In DeKalb and Buchanan Counties, this is also true in the case for renters with typical gross rents.

**1) Costs of Owning a Home**

For homeowners with a mortgage, the percentage of income committed to housing is close to the federal Department of Housing and Urban Development (HUD) standard (30 percent or more).<sup>7</sup> In Buchanan and DeKalb Counties, typical owner costs result in the commitment of slightly higher percentage. While in the City of St. Joseph and in Andrew County the percentages paid for owner costs are under the limit, persons in these populations who pay in excess of the median for housing could easily cross this threshold.

<sup>7</sup> “Who Can Afford to Live in a Home?” The US Census Bureau. Accessed October 26, 2015. <http://www.census.gov/housing/census/publications/who-can-afford.pdf>

Those with more limited incomes, beginning with the per capita amounts through SSI, pay what appear to be unmanageable amounts for their housing, with the greatest encumbrance falling on those with fixed incomes (i.e., retirement income or income derived from social security, as well as SSI for the disabled). In all of these categories, the costs are most onerous for those who own a home that still has a mortgage. Even for renters with earnings at or below the estimated per capita income in each geography, costs exceed the standard.

**TABLE 7.3A. HOUSING COST ESTIMATES FOR THE ST. JOSEPH COC SERVICE AREA (CITY OF ST. JOSEPH AND BUCHANAN, ANDREW, DEKALB COUNTIES)\***

	ST. JOSEPH		BUCHANAN COUNTY		ANDREW COUNTY		DEKALB COUNTY	
	Selected Median Owner Costs	Median Gross Rent	Selected Median Owner Costs	Median Gross Rent	Selected Median Owner Costs	Median Gross Rent	Selected Median Owner Costs	Median Gross Rent
MONTHLY Average estimates 2010-2014*	\$1,030	\$681	\$1,082	\$681	\$1,176	\$703	\$1,139	\$545
ANNUAL	\$12,360	\$8,172	\$12,984	\$8,172	\$14,112	\$8,436	\$13,668	\$6,540

**TABLE 7.3B. HOUSING COST ESTIMATES AS A PERCENT OF 2013 INCOME ESTIMATES FOR THE ST. JOSEPH COC SERVICE AREA**

	ST. JOSEPH				BUCHANAN COUNTY				ANDREW COUNTY				DEKALB COUNTY			
	2014 Dollars	MoE^	Owner Cost As Percent of Income	Gross Rent As Percent of Income	2014 Dollars	MoE^	Owner Cost As Percent of Income	Gross Rent As Percent of Income	2014 Dollars	MoE^	Owner Cost As Percent of Income	Gross Rent As Percent of Income	2014 Dollars	MoE^	Owner Cost As Percent of Income	Gross Rent As Percent of Income
MEDIAN HOUSEHOLD INCOME, 2010-2014	\$42,042		29.4%	19.4%	\$44,971		32.2%	20.3%	\$53,986		26.7%	16.0%	\$44,936		30.6%	14.7%
PER CAPITA INCOME, 2010-2014	\$22,144		55.8%	36.9%	\$22,839		55.2%	34.7%	\$26,086		56.1%	33.6%	\$17,288		68.5%	32.8%
RETIREMENT INCOME [MEAN]	\$18,790	1,398	65.8%	43.5%	\$18,851	1,190	59.2%	37.2%	\$24,107	7,860	70.9%	42.4%	\$15,219	4,265	77.0%	36.8%
SOCIAL SECURITY INCOME [MEAN]	\$16,909	545	73.1%	48.3%	\$16,679	508	78.0%	49.1%	\$18,389	1,099	81.7%	48.9%	\$16,277	1,156	82.6%	39.5%
SUPPLEMENTAL SECURITY INCOME (SSI) [MEAN]~	\$8,322	676	148.5%	98.2%	\$8,632	597	149.1%	93.8%	\$10,078	2,300	166.5%	99.5%	\$7,426	1,703	177.9%	85.1%
CASH PUBLIC ASSISTANCE [MEAN]	\$2,664	503	464.0%	306.8%	\$2,815	496	409.6%	257.8%	\$2,556	1,889	356.9%	213.4%	\$4,019	1,104	650.2%	311.1%

\*Source: United States Census Bureau. American Fact Finder. Housing Characteristics. <http://quickfacts.census.gov/qfd/states/29/29077.html> Accessed November 30, 2015. Monthly and annual amounts are based on averages of 2010-2013 values for 1) Median Selected Monthly Ownership Cost (SMOC, a composite of routine homeowner payments, including mortgage costs, taxes, insurance, utilities, and fuel, as well as mobile home and condominium fees). 2) Gross Rent, which includes contracted rent payments, as well as utilities, fuels, etc.

^ MoE = Margin of Error

~Anyone qualifying for SSI is eligible for the Housing Choice Section 8 program. This limits the amount that the Section 8 recipient pays for housing to 30 percent of their income. Percentages shown do not account for Section 8 support.

Not surprisingly, homeowners without a mortgage tend to have the lowest expenses for housing, ranging from a median for monthly owner costs of \$376 for the City of St. Joseph to \$390 and \$391 respectively for Andrew and DeKalb Counties, with Buchanan County at a mid-point (\$383).

**2) Affordability of Rentals**

In 2013 the number of St. Joseph MSA residents who were cost burdened as the result of gross rent constituted 47.7 percent of the population.

In 2014, the size of this group decreased somewhat,<sup>8</sup> but nonetheless, the overall share of the population who could be considered cost burdened, regardless of housing type, equaled 40.7 percent. This figure is seven percent less than the amount in 2013, but nonetheless signifies a trend that could adversely contribute to the extent of homeless individuals and persons in families requiring services from the CoC.

In the geographies included within the St. Joseph CoC catchment area, the highest percentages of cost burdened renters were located in the City of St. Joseph and Buchanan County.

Table 7.4 includes a breakdown, by geography, of city and county data showing the percentage of either renters or homeowners who can be considered excessively burdened by housing costs, based on percent of income expended for selected owner costs or gross rent.<sup>9</sup>

<b>TABLE 7.4. HOUSING COST BURDENS IN ST. JOSEPH COC AREAS</b>					
<b>CITY OF ST. JOSEPH</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>
RENTED UNITS, COST OVER-BURDENED	47.1%	48.5%	49.6%	52.5%	52.5%
OWNED UNITS WITH MORTGAGE, COST OVER-BURDENED	25.9%	24.8%	24.2%	22.7%	23.2%
<b>BUCHANAN COUNTY</b>					
RENTED UNITS, COST OVER-BURDENED	45.8%	47.1%	48.6%	51.6%	51.6%
OWNED UNITS WITH MORTGAGE, COST OVER-BURDENED	25.9%	24.2%	24.5%	23.8%	23.8%
<b>ANDREW COUNTY</b>					
RENTED UNITS, COST OVER-BURDENED	41.5%	43.3%	39.9%	41.8%	39.7%
OWNED UNITS WITH MORTGAGE, COST OVER-BURDENED	20.0%	20.1%	20.6%	22.2%	23.8%
<b>DEKALB COUNTY</b>					
RENTED UNITS, COST OVER-BURDENED	36.0%	38.9%	32.8%	41.0%	38.0%
OWNED UNITS WITH MORTGAGE, COST OVER-BURDENED	27.4%	25.7%	24.3%	24.4%	22.6%

These data indicate that over 45 percent of renters in Buchanan County are cost burdened with respect to housing. In both Andrew and DeKalb Counties the figure is closer to 40 percent, with DeKalb having the lowest percentages in this category throughout the period.

<sup>8</sup> [http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?\\_afpt=table](http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?_afpt=table)

<sup>9</sup> Data from Census Bureau Quickfacts. Data for rented units are based on GRAPI (gross rent as a percent of income); the source of owned-unit data is the SMOCAPI (selected monthly owner costs as a percent of income).

Among homeowners, the percentages are smaller – in some counties half of what is found with renters. This suggests that although homeowners have higher housing costs, they also tend to have higher incomes that enable them to afford mortgages and the other expenses associated with homeownership.

**C. HOMELESS PERSONS IN FAMILIES AND INDIVIDUALS COMING FROM PRIVATE RESIDENCES**

Data from Annual Homeless Assessment Reports (AHAR) for the St. Joseph CoC indicate that during the period 2010-11 to 2013-14, few homeless individuals or persons in families spent the night preceding entry into programming in a home that they owned, either with or without the benefit of a subsidy. Far more frequently, those who find themselves deprived of housing were previously in a rental situation.

Table 7.5 provides additional details. It categorizes the rent accommodations by subsidy status, specifying whether the individual or family had a VASH subsidy (available to veterans); some other subsidy; or no subsidy.

1. In general, it was not the norm for renters to have subsidies. For those coming into emergency shelter or transitional housing, the majority had no subsidies.
2. The exceptions to this tendency are individuals and persons in families eligible for permanent supportive housing. Within these groups, some had been in rental situations without subsidies, but in most years the majority reported having had subsidies of other types to support rent payments.
3. The least frequent subsidy – regardless of the type of programming that followed entry – were those associated with VASH.

One possible interpretation of these data is the likelihood that, for many, the difficulty in locating decent, affordable housing may be a factor ultimately contributing to homelessness.

Although the homeownership numbers are far lower in relation to previous night living arrangements, it is also likely that owner costs have an impact comparable to cost of rent, but are less easy to detect through data such as that provided in Table 7.5. Since these data are restricted to living accommodations immediately preceding entrance to homeless programming, they do not reveal where individuals and families were residing at the time they actually became homeless.

There may be one or more intermediate steps between leaving a home that was foreclosed on, for example, and a homeless program. As will be seen in a later section, individuals and families may have recourse to other options, such as doubling up with family or friends, until they have no further alternatives but homeless services.

**TABLE 7.5. COUNT OF HOMELESS ENTERING SHELTER OR HOUSING FROM A PRIVATE RESIDENCE, BY RESIDENCE TYPE (SUBSIDIZED OR UNSUBSIDIZED)  
St. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES CoC, 2010-11 TO 2013-14**

	EMERGENCY SHELTER PERSONS IN FAMILIES				EMERGENCY SHELTER INDIVIDUALS				TRANSITIONAL HOUSING PERSONS IN FAMILIES				TRANSITIONAL HOUSING INDIVIDUALS				PERMANENT SUPPORTIVE HOUSING PERSONS IN FAMILIES				PERMANENT SUPPORTIVE HOUSING INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>FORMER RENTERS</b>																								
RENTAL (NO SUBSIDY)	5	2	4	5	31	45	24	37	NO	NO	0	1	NO	6	3	1	2	4	9	16	3	2	5	11
RENTAL (OTHER SUBSIDY)	2	3	1	2	9	7	15	11	DATA	DATA	0	0	DATA	1	0	0	14	8	3	0	21	19	12	9
RENTAL (VASH SUBSIDY)	0	0	0	0	2	1	0	5	DATA	DATA	0	0	DATA	0	2	0	1	0	1	0	0	0	0	0
<b>HOMEOWNERS</b>																								
OWNED (WITH SUBSIDY)	0	1	0	0	1	5	3	5	NO	NO	0	0	NO	0	0	0	0	0	0	0	0	0	1	1
OWNED (NO SUBSIDY)	0	0	0	0	0	0	0	1	DATA	DATA	0	0	DATA	0	0	0	0	0	0	0	1	2	1	0
<b>TOTALS*</b>	16	18	18	33	183	299	295	385	NA	NA	17	15	NA	43	36	49	52	53	53	23	76	94	86	99
*Totals represent the number of homeless individuals in each category who reported where they had spent the previous night. In some years, few of the homeless were able or chose to report this information.																								

Source: Homelessness Data Exchange

## 2) STATUS OF HOMELESSNESS IN THE ST. JOSEPH CoC

### A. OVERVIEW OF ST. JOSEPH CoC HOMELESSNESS IN THE CONTEXT OF SELECTED FUNDING RESOURCES

Accompanied by a gradual decline in emergency shelter usage that began in 2012, St. Joseph CoC has seen a drop in overall totals for both its Point-In-Time Count (PITC) and AHAR statistics, as of the most recent tallies.

With respect to the PITCs, the lower section of Chart 7.2a illustrates the reduction in emergency shelter numbers. Since 2012, usage has declined by 28 percent. By contrast, increased activity has been the norm for transitional housing services, which have grown by 112 percent over the 2010 level for this program, despite a decline of 16 percent between 2014 and 2015. What is not apparent in the chart is the extent to which these transitional housing numbers record services to veterans. Also, the numbers for unsheltered – never high in comparison to other groups – have declined and remained low.

Overall totals for AHAR statistics decreased, as well, between 2012-13 and 2013-14. The principal contributing factor appears to have been a drop in emergency shelter usage. The numbers for permanent supportive housing have maintained at the same level over the four years shown, while the increase in transitional housing services is comparable to what is shown in the PITC data. As mentioned above, transitional housing has offered an important support for veterans in the St. Joseph catchment area. In two years (2011-12 and 2012-13), it appears from AHAR data that 100 percent of the individuals entering this type of CoC programming were veterans.

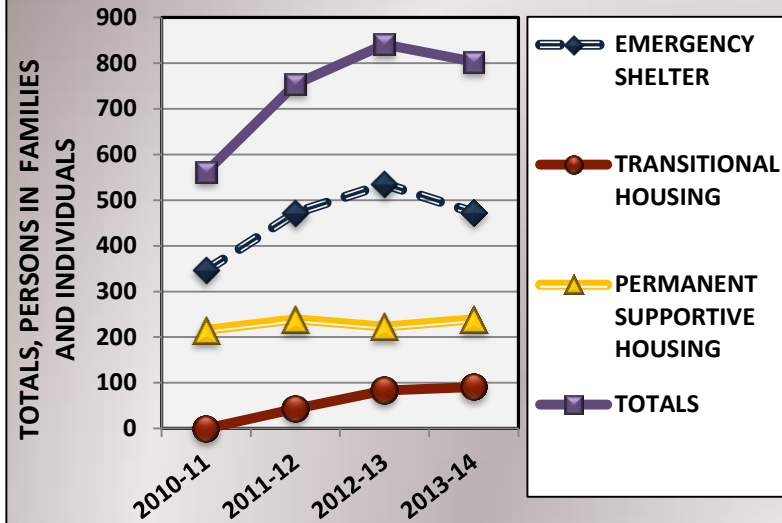
Chart 7.2b illustrates the federal funding that the CoC has obtained, with important components of state funding in the form of the Emergency Solutions Grant awards. St. Joseph CoC has only recently begun to receive additional support for chronic homelessness. This came in the form of an award in 2015 for the Housing First initiative. Allocations for Rapid Re-housing are included in the Emergency Solutions Grant funds. These funds were first available in 2013. In that year, as well as in 2014, St. Joseph CoC received \$15,000. In 2015 the award increased to \$20,000.

Chart 7.3a in the next section shows positive developments with respect to chronic homelessness. A comparison of the 2013 count to that for 2015 indicates a 32 percent decline in the number of persistently homeless persons in families and individuals. In addition, very few members of this group have been without shelter. It's noteworthy that of those who were unsheltered, none were persons in families.

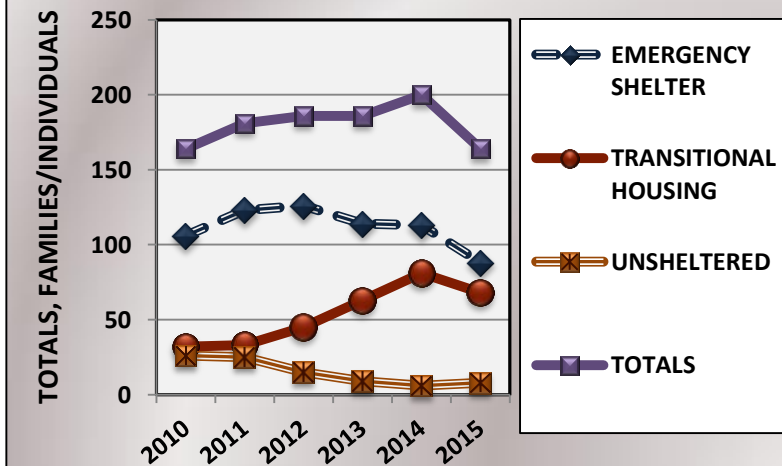
Many of the federal initiatives that have been funded for homelessness services now fall under the rubric of permanent supportive housing. AHAR statistics show steady growth in this type of housing, but further details will be presented in later sections. AHAR data also shows increases in the number of residents in transitional housing. Under the auspices of Emergency Solution Grants, St. Joseph CoC received money for transitional housing projects – either as part of a rapid-re-housing program or for homelessness prevention.

**CHART 7.2a. TOTALS, ALL HOUSEHOLDS, BY PROGRAMMING  
ST. JOSEPH CoC**

**ANNUAL HOMELESS ASSESSMENT REPORT DATA**

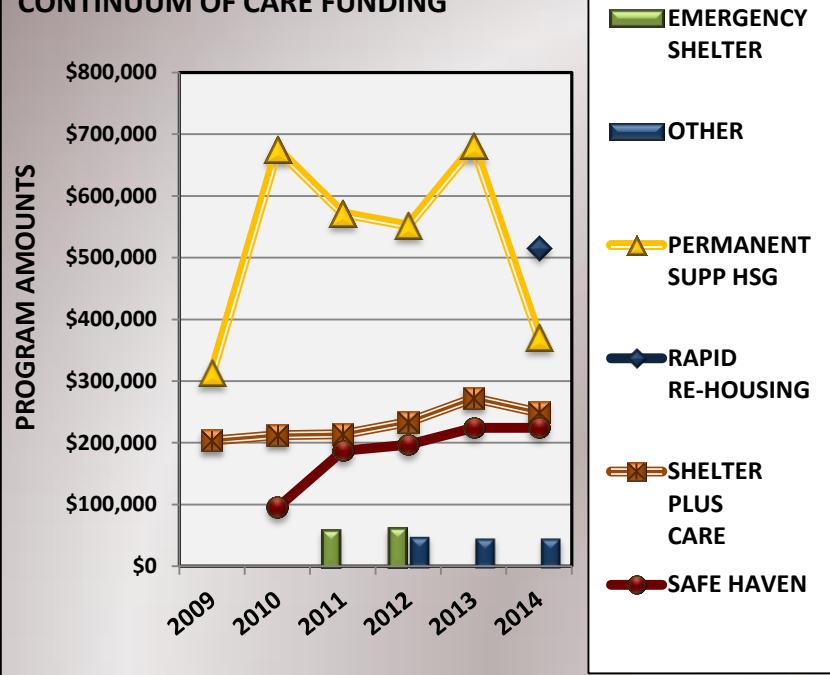


**POINT-IN-TIME COUNT DATA**



**CHART 7.2b. FEDERAL FUNDING FOR HOMELESS PROGRAMS  
ST. JOSEPH CoC**

**CONTINUUM OF CARE FUNDING**



FURTHER STATE AND FEDERAL FUNDING	2013	2014	2015
Housing First			\$25,000
Emergency Solutions Grants	\$248,850	\$214,623	\$199,276
Supportive Services for Veteran Families	\$666,547	\$679,878	\$0
<b>Grand Total</b>	<b>\$206,852</b>	<b>\$894,501</b>	<b>\$224,276</b>



**B. SUBPOPULATIONS FROM POINT-IN-TIME COUNTS**

**1) Chronic Homelessness**

In 2015 the number of sheltered individuals and persons in families who were considered chronically homeless increased slightly over its 2014 total. Given that there can be overlap between those who have had continued or repeated bouts of homelessness, to the degree that they are considered “chronically homeless,” the size of this category can also be affected by growth in other groups. At the 2015 count, however, its total was down to nearly a third of its 2011 level.

Also, as Chart 7.3a illustrates, there is a close correspondence between the total per year and the number who are sheltered, with the widest disparity evident in 2010 and 2011. In these periods, there was an increase in the number of unsheltered. Since that time the count for this group has held steady in single digits.

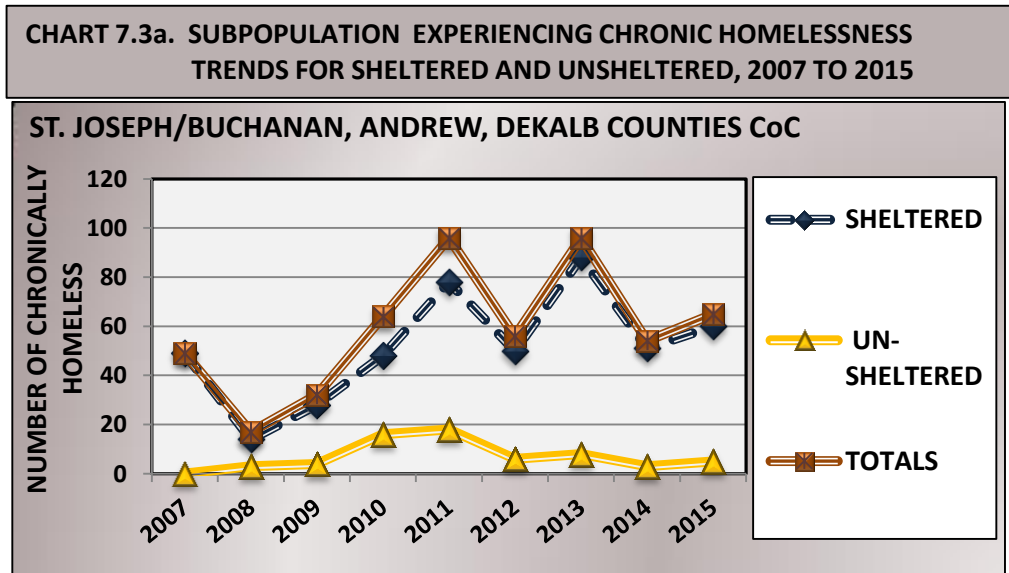
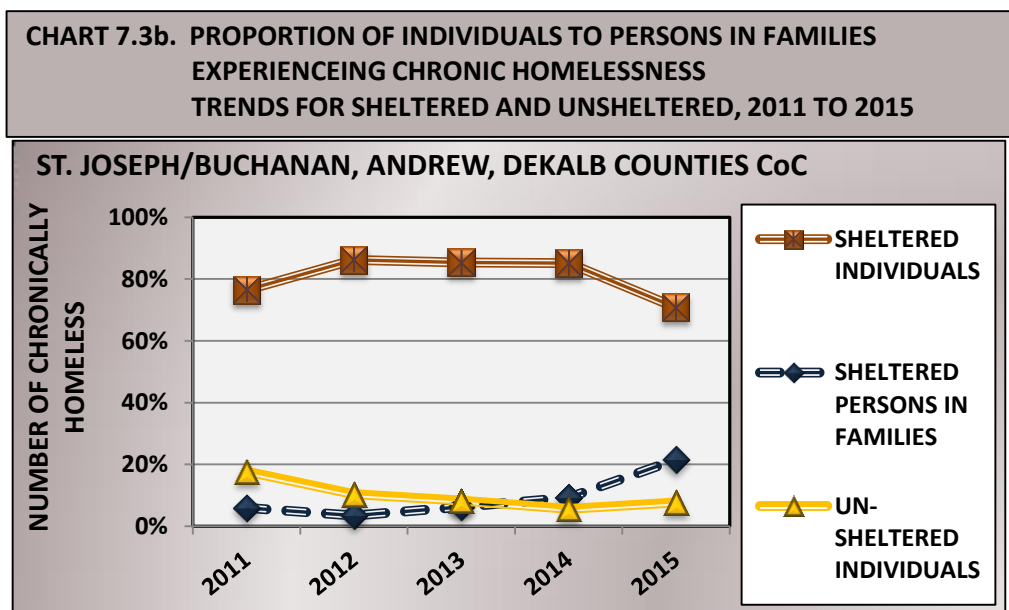


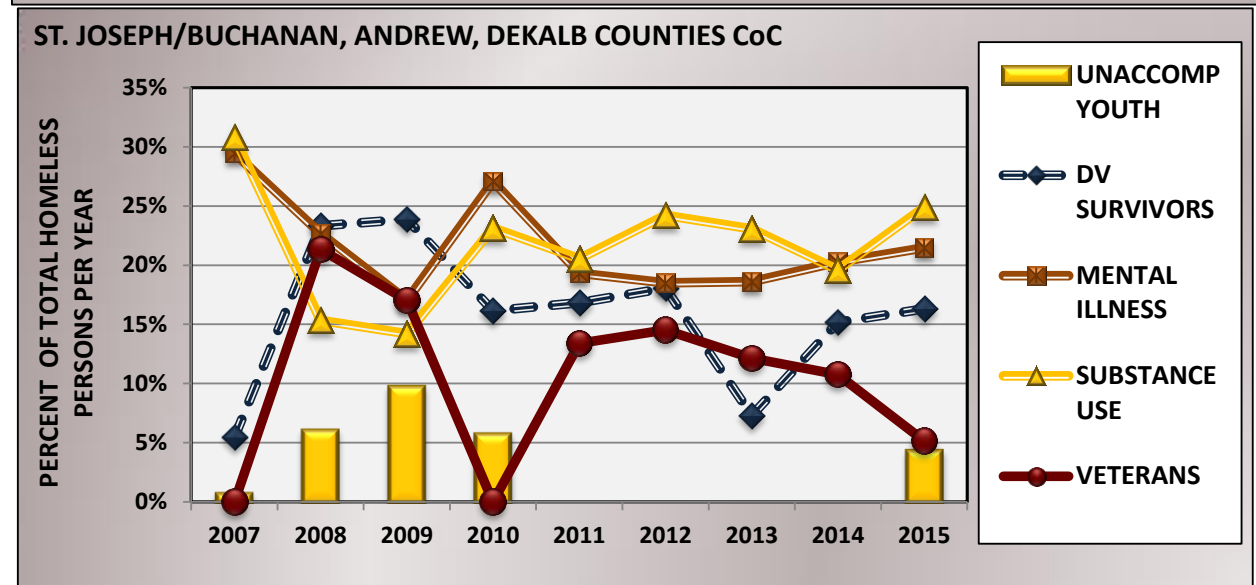
Chart 7.3b shows the proportion of household types affected by chronic homelessness, as well as their shelter status. The counts for five years revealed a minority of unsheltered individuals among the chronic homeless. All persons in families were sheltered.



In 2013 St. Joseph CoC, like other CoCs, began receiving additional funding – beyond Shelter Plus Care – for permanent supportive housing initiatives. In 2015 it also began to receive some Housing First money. The uptick in the sheltered total may be less a reflection of growth in the chronically homeless subpopulation and more a by-product of additional resources for housing.

With respect to other identified subpopulations among homeless individuals and persons in families, those experiencing either mental illness or affected by a substance use disorder tend to be the most prevalent. In some of the years shown in Chart 7.4, however, domestic violence survivors and even veterans have constituted an equal or somewhat greater proportion.

**CHART 7.4. SUBPOPULATION TRENDS: 2007-2015 POINT-IN-TIME COUNTS  
PERCENTAGE OF TOTAL HOMELESS PERSONS, ALL HOUSEHOLDS**



	DV SURVIVORS		MENTALLY ILL		SUBSTANCE ABUSE (CHRONIC)		VETERANS		UNACCOMPANIED YOUTH		PERSONS WITH HIV/AIDS	
	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered	Shel-tered	Unshel-tered
2007	8	0	43	0	45	0	0	0	1	0	0	0
2008	33	2	11	23	9	14	21	11	9	0	0	0
2009	42	0	26	4	24	1	29	1	17	0	0	0
2010	37	0	48	14	39	14			13	0	0	0
2011	54	0	45	17	56	10	38	5	0	0	0	0
2012	41	0	33	9	47	8	31	2	0	0	0	0
2013	18	0	39	7	50	7	28	2	0	0	0	0
2014	24	0	28	4	30	1	17	0	0	0	0	0
2015	37	1	45	5	53	5	11	1	10	0	0	0

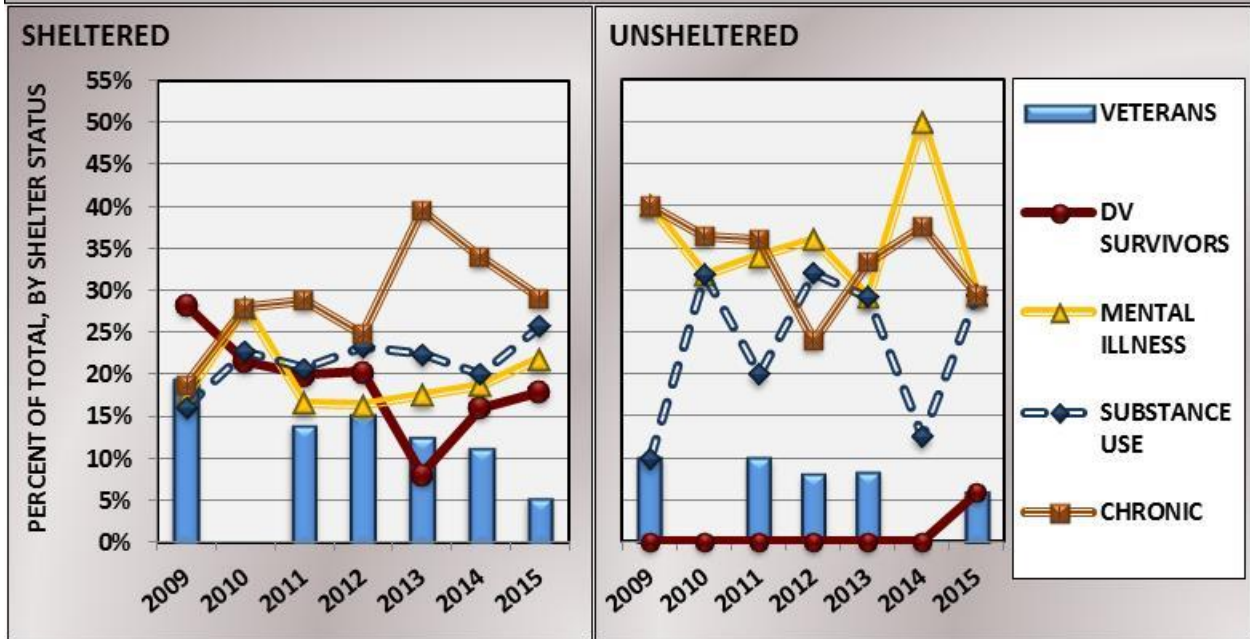
- **SUBSTANCE USE:** In 2007, over 30 percent of the homeless persons counted cited substance use during interviews for the count. After a 50 percent decline sustained through 2008 and 2009, the number rose to a level it has occupied from 2010 through the most recent count, at 20 to 25 percent of the subpopulation total. Together, the number of persons in families or individuals experiencing symptoms of mental illness and substance use disorder represent 40 to 50 percent of the count.
- **DOMESTIC VIOLENCE:** In 2013, references to domestic violence declined by 57 percent from the number in 2009. Although remaining below the 2009 total, in 2014 and 2015 the persons citing experience with domestic violence increased to 15 percent of the subpopulation total. In almost all instances, domestic violence survivors were in shelter when they were counted. (See Chart 7.3.)
- **VETERANS:** Veterans have not been a prominent part of the population of homeless individuals and persons in families. Since 2007, the total number identified during the count has never exceeded 45. The decline has been gradual, but the veteran category has dropped from slightly over 20 percent (in 2008) to nearly five percent (in 2015).
- **UNACCOMPANIED YOUTH:** Unaccompanied youth were counted in an even smaller number of cases than veterans. From 2011 to 2014, none were recorded. Throughout the period, all of those who were recorded were already in housing accommodations.
- **PERSONS WITH HIV/AIDS:** From 2007 to 2015, St. Joseph CoC volunteers found no persons suffering from HIV/AIDS among the populations counted.

Unaccompanied youth were infrequently encountered – in some years, not at all – and were always sheltered. The school districts tend to have a much larger number of children – whether or not they are unaccompanied – shown as “homeless.” The largest group is children that are doubled up, followed by those in shelter. (For example, in the St. Joseph School District, 525 students were identified as doubled up, with an additional 125 in shelters).

The discrepancies raise questions for CoC leadership, but it should be acknowledged that these are two different systems of counting, one which allows much closer observation of children than may be possible in a shelter or during a single-night count. Also, any children – with or without their families – who are doubled up would not be considered “homeless” under HUD’s definition, although some data are collected on this group, principally through self-reported responses to questions about where persons in families or individuals spent the night prior to entering homeless programming.

Chart 7.5 illustrates the proportions among either the sheltered or unsheltered of the more frequently recorded subpopulations. Among the unsheltered, individuals and persons in families experiencing symptoms of mental illness represented the highest percentage, followed by those categorized as chronically homeless and, with more variability, by individuals who reported a substance use disorder. In 2015, these three groups made up roughly equivalent proportions of total individuals and persons in families not involved in homeless programming.

**CHART 7.5. SHELTERED AND UNSHELTERED IN SUBPOPULATIONS, BY SHELTER STATUS  
ST. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES CoC**



Total sheltered individuals experiencing chronic homelessness decreased 32 percent from 2013 to 2015. Also at the 2015 count, there was a 62 percent increase in the number of chronically homeless persons in families who were sheltered, as opposed to unsheltered. Overall, the number of unsheltered individuals has dramatically declined (by 72 percent) since 2011. Across the entire time span from 2009 to 2015, the CoC reported no persons in families or unaccompanied youth that were unsheltered.

**2) Domestic Violence Survivors**

The population of homeless persons in families and individuals in St. Joseph CoC tends to have a much higher percentage of domestic violence survivors than would be expected, given statistics for the community overall. Table 7.6 compares the incidence of domestic violence among the homeless population with the general population in the three counties covered by the St. Joseph CoC catchment area.

Based on data from the PITCs in the most recent five years, approximately 15 to 20 percent of all persons in families and individuals experiencing homelessness have background involving domestic violence. Only in 2013, when the proportion of domestic violence survivors dropped to near seven percent, was there a departure from this tendency. Data from the preceding five years, during the time when the economy was most unfavorable, suggest that rates have declined from previous highs.

By comparison, statistics for the general population, derived from the total number of domestic violence incidents recorded in police reports, remain at one percent or less. Buchanan County tends to have a much higher number of such reports, but its population is roughly four to five times greater than Andrew and DeKalb.

**TABLE 7.6. PREVALENCE OF DOMESTIC VIOLENCE INCIDENTS IN THE GENERAL POPULATION AS COMPARED TO PERCENTAGE OF HOMELESS WHO REPORT BEING AFFECTED BY DOMESTIC VIOLENCE**

PITC Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
Percent of Domestic Violence Survivors Among the Homeless	5.5%	23.3%	23.9%	16.2%	<b>16.8%</b>	<b>18.1%</b>	<b>7.3%</b>	15.2%	16.3%
Police reports of domestic violence as a percent of yearly population estimates for each county: <sup>10</sup>									
<b>BUCHANAN COUNTY</b>					<b>0.9%</b>	<b>0.9%</b>	<b>1.0%</b>		
<b>ANDREW COUNTY</b>					<b>0.5%</b>	<b>0.4%</b>	<b>0.4%</b>		
<b>DE KALB COUNTY</b>					<b>0.2%</b>	<b>0.1%</b>	<b>0.2%</b>		

Source: "2015 Status Report on Missouri's Substance Abuse and Mental Health Problems" Missouri Information for Community Assessment [MICA]. Greene, Christian, and Webster Counties. Accessed December 9, 2015. Downloaded from: <http://health.mo.gov/data/mica/profiles/AlcoholandDrugAbuse/index.html?cnty=097>

**3) Substance Use**

Similar to domestic violence, substance use disorders among those interviewed in the course of the PITCs is higher than in the general population.

**TABLE 7.7. SUBSTANCE USE RECORDED IN POINT-IN-TIME COUNTS AS COMPARED TO DATA FOR THE ST. JOSEPH COC TARGET POPULATION**

PITC Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
Percent of PITC records indicating substance use	30.8%	15.3%	14.2%	23.1%	<b>20.6%</b>	<b>24.2%</b>	<b>23.1%</b>	19.6%	24.9%
Population involved in hospital episodes (emergency room or hospitalization due to drug or alcohol use) as a percent of population estimates for each year (2011 – 2013):	<b>BUCHANAN COUNTY</b>				<b>2.3%</b>	<b>2.4%</b>	<b>2.4%</b>		
	<b>ANDREW COUNTY</b>				<b>0.8%</b>	<b>1.1%</b>	<b>1.0%</b>		
	<b>DE KALB COUNTY</b>				<b>0.6%</b>	<b>0.6%</b>	<b>0.6%</b>		
Population admitted to drug treatment programs as a percent of estimated total population, per year	<b>BUCHANAN COUNTY</b>				<b>1.0%</b>	<b>1.0%</b>	<b>1.0%</b>		
	<b>ANDREW COUNTY</b>				<b>0.4%</b>	<b>0.4%</b>	<b>0.3%</b>		
	<b>DE KALB COUNTY</b>				<b>0.3%</b>	<b>0.3%</b>	<b>0.3%</b>		

\*Population estimates for Andrew and DeKalb Counties exclude children under age 15. Estimates for Buchanan include ages 10 to 14. Treatment statistics show between 80 to 90 admissions for individuals under age 18.

Source: *Substance Use and Mental Health Indicators* and *Substance Use Treatment Data: Missouri DMH Division of Behavioral Health*. Missouri Department of Mental Health. Accessed January 7, 2016 at: <http://health.mo.gov/data/mica/profiles/AlcoholandDrugAbuse/index.html?cnty=097>

<sup>10</sup> See also: Missouri Statistical Analysis Center. *Crime in Missouri, 2012*. Missouri State Highway Patrol, Research and Development Division, Statistical Analysis Center. Accessed at: <http://www.mshp.dps.missouri.gov/MSHPWeb/SAC/pdf/2012CrimelnMO.pdf>. Viewed October 16, 2015.

In comparison years (2011, 2012 and 2013), 20 to 25 percent of persons in families and individuals who were homeless reported some level of substance use sufficiently excessive to be debilitating.

Table 7.7 contrasts statistics for the population of homeless individuals and family members with the general population. Percentages were developed from population estimates and Department of Mental Health data obtained from hospital records as well as treatment centers for each of the three counties. Data for the percentage of population entering drug treatment programs is also shown.

Among Buchanan County residents, over two percent experienced drug-related exposure that required medical assistance. In Andrew and DeKalb Counties the percentages are even lower, but even with respect to Buchanan, the statistics are considerably lower for the general population than for those whose records were collected during the PITCs from 2007 to 2015.

#### 4) ***Mental Health***

Data pertaining to mental health reveal comparisons in line with domestic violence and substance use, with the proviso that the incidence of medical treatment for mental health-related crises is much higher among residents of all three of the counties. Buchanan County, however, appears to report them twice as frequently, as Table 7.8 illustrates.

**TABLE 7.8. INCIDENCE OF MENTAL ILLNESS RECORDED IN POINT-IN-TIME COUNTS AS COMPARED TO DATA FOR THE ST. JOSEPH CoC GENERAL POPULATION**

PITC Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
Percent of PITC records indicating symptoms of mental illness were reported	29.5%	22.7%	17.0%	27.1%	<b>19.3%</b>	<b>18.5%</b>	<b>18.6%</b>	20.3%	21.5%
Population involved in hospital episodes (emergency room or hospitalization due to a diagnosis of mental illness as a percent of population estimates for each year (2011 – 2013):	<b>BUCHANAN COUNTY</b>				<b>8.1%</b>	<b>7.3%</b>	<b>6.7%</b>		
	<b>ANDREW COUNTY</b>				<b>3.9%</b>	<b>4.2%</b>	<b>3.6%</b>		
	<b>DE KALB COUNTY</b>				<b>4.0%</b>	<b>3.9%</b>	<b>3.6%</b>		
Population admitted to treatment for mental illness as a percent of estimated total population, per year	<b>BUCHANAN COUNTY</b>				<b>2.1%</b>	<b>1.9%</b>	<b>1.8%</b>		
	<b>ANDREW COUNTY</b>				<b>0.5%</b>	<b>0.5%</b>	<b>0.4%</b>		
	<b>DE KALB COUNTY</b>				<b>0.7%</b>	<b>0.5%</b>	<b>0.4%</b>		

Source: *Substance Use and Mental Health Indicators: Substance Use Treatment Data: Missouri DMH Division of Behavioral Health and Substance Use Treatment Data: Missouri DMH Division of Behavioral Health*. Missouri Department of Mental Health. Accessed January 9, 2016 at: <http://health.mo.gov/data/mica/profiles/AlcoholandDrugAbuse/index.html?cnty=097>

As with substance abuse, two sets of statistics are included in the table. The first provides the proportion of the population requiring emergency room care, hospitalization or both to address mental health crises in 2011, 2012 and 2013.

The second set shows the percent of population admitted to mental health treatment. Statistics for residents entering treatment are lower than those related to hospitals or emergency rooms episodes, while the contrast with the data for homeless individuals and persons in families is stark.

### 5) Veterans

The number of veterans who were recorded during PITCs has declined since 2012 and is well below the high for this group in 2008 (Chart 7.9).

In 2008, veterans who were without permanent housing constituted over 20 percent of the individuals and persons in families categorized by homeless subpopulation. In 2015 this number had declined to 5.1 percent of the subpopulation total.

**TABLE 7.9. VETERANS INCLUDED IN POINT-IN-TIME COUNTS AS COMPARED TO VETERANS IDENTIFIED AMONG THE ST. JOSEPH COC GENERAL POPULATION**

PITC Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
HOMELESS VETERAN TOTALS PER YEAR	0	32	30	0	43	33	30	17	12
PERCENT FOR THE SUBPOPULATION	0.0%	21.3%	17.0%	0.0%	<b>13.4%</b>	<b>14.5%</b>	<b>12.1%</b>	<b>10.8%</b>	5.1%
VETERANS IN THE GENERAL POPULATION, BY COUNTY	BUCHANAN COUNTY				<b>11.6%</b>	<b>11.2%</b>	<b>10.4%</b>	<b>9.9%</b>	
	ANDREW COUNTY				<b>11.4%</b>	<b>11.2%</b>	<b>11.3%</b>	<b>9.8%</b>	
	DE KALB COUNTY				<b>13.3%</b>	<b>20.5%</b>	<b>17.7%</b>	<b>17.0%</b>	
	PERCENT, 3- COUNTY TOTAL				<b>11.7%</b>	<b>12.2%</b>	<b>11.3%</b>	<b>10.6%</b>	

Source: U.S. Census Bureau: State and County QuickFacts. Data based on Population Estimates, American Community Survey, Census of Population and Housing, etc. Data specific to Missouri counties available online at: <http://quickfacts.census.gov/qfd/states/29/29077.html> Accessed December 20, 2015.

DeKalb County has had the highest concentration of veterans in the general population, but the percentage represented by homeless veterans is more in-line with the share of veterans in the three-county total.

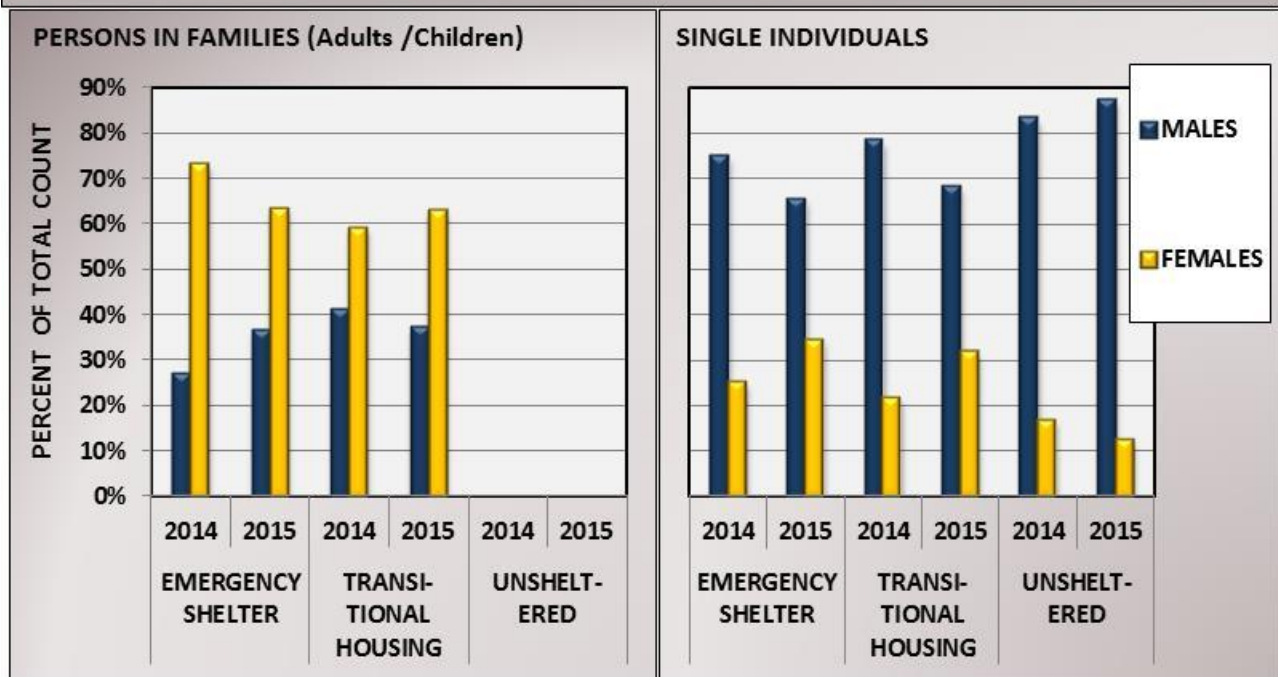
### C. GENDER DEMOGRAPHICS

With respect to the PITCs conducted in 2014 and 2015, females predominated among persons in families, regardless of the type of program (Chart 7.6). In emergency shelter, women exceeded the percentage of men in both years: in 2014 by approximately 45 percent and in 2015 by 25 percent.

In transitional housing, women were also present in higher percentages, though the discrepancy was not so great. In 2014, their percentage exceeded that for men by nearly 20 percent. In 2015, it was over 25 percent.

As for individuals without children in the PITC for the same years, males out-numbered females, with the discrepancy (at or above 50 percent) being greatest in 2014 for both emergency shelter and transitional housing. In 2015 the gap closed somewhat, with the difference in gender frequency being 31 percent for emergency shelter and roughly 37 percent for transitional housing.

**CHART 7.6. GENDER DISTRIBUTION IN 2014 AND 2015 POINT-IN-TIME COUNT DATA BY HOUSEHOLD TYPE AND SHELTER DESIGNATION ST. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES CoC**

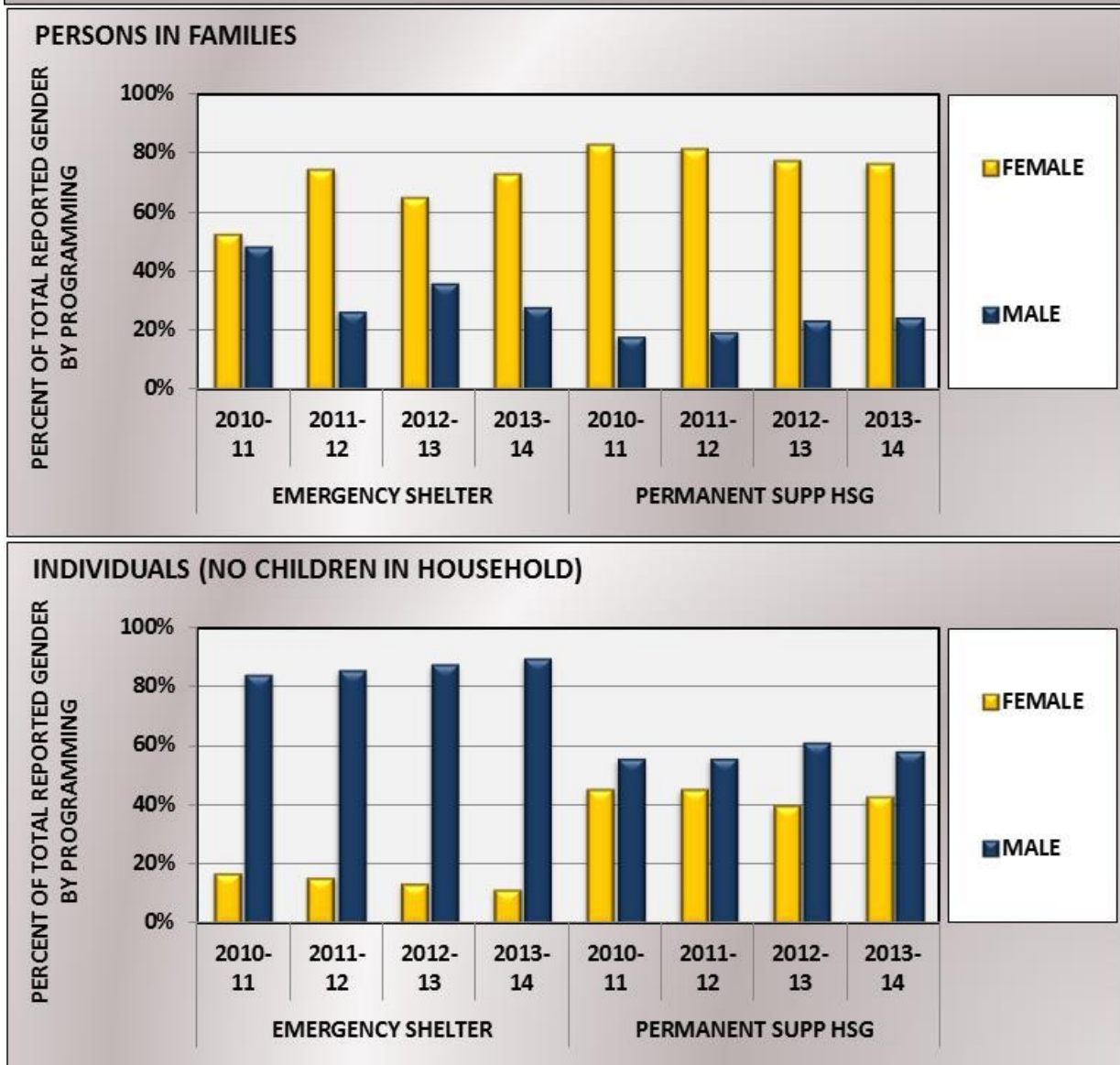


GENDER BY HOUSEHOLD TYPE AND PROGRAM	PERSONS IN FAMILIES				INDIVIDUALS WITHOUT CHILDREN			
	2014		2015		2014		2015	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
EMERGENCY SHELTER	11	30	11	19	54	18	38	20
TRANSITIONAL HOUSING	18	26	10	17	29	8	28	13
UNSHELTERED	0	0	0	0	5	1	7	1

AHAR data from emergency shelter and permanent supportive housing tell a similar story. With respect to individuals living in households without children, men are preponderant, representing anywhere from 80 to 100 percent of the population. Women hold a similar position with similar frequency in family households. The only exception found to these high percentages is among residents of permanent supportive housing, where for the years of data examined, the share of men was in the range of 55 to 60 percent, with the proportion of women slightly lower at 40 to 45 percent (Chart 7.7).



**CHART 7.7. PROPORTION OF MALE TO FEMALE BY PROGRAM**  
**ST. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES CoC**



Source: Annual Homeless Assessment Reports for St. Joseph/Buchanan, Andrew, DeKalb Counties CoC, 2010-11 to 2013-14.

The most sizeable group overall, however, are men living in emergency shelters and in households without children. Chart 7.7 shows relative percentages of total males and females by household and programming type. Due to a lack of data for 2010-11 and 2011-12, transitional housing is not displayed in the chart, but amounts for this program are included in Table 7.10.

**TABLE 7.10. GENDER DATA BY PROGRAMMING RECEIVED  
ST. JOSEPH/ANDREW, BUCHANAN, DEKALB CoC**

	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>PERSONS IN FAMILIES</b>												
FEMALES	13	20	20	24	0	0	13	11	43	43	44	41
MALES	12	7	11	9	0	0	4	4	9	10	13	13
TOTAL	25	27	31	33	0	0	17	15	52	53	57	54
<b>INDIVIDUALS (NO CHILDREN)</b>												
FEMALES	46	59	59	43	0	2	0	7	35	42	34	43
MALES	235	333	398	351	0	41	36	43	43	52	53	59
TOTAL	281	392	457	394	0	43	36	50	78	94	87	102

**D. GENDER DEMOGRAPHICS FOR VETERANS AS COMPARED TO THE TOTAL HOMELESS POPULATION**

While the data indicate that there are some women among veterans who are homeless, the majority are males. Table 7.11 provides a breakdown by household and programming type.

**TABLE 7.11. VETERANS BY GENDER, HOUSEHOLD TYPE AND PROGRAM PARTICIPATION  
ST. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES CoC**

	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>PERSONS IN FAMILIES</b>												
FEMALES	0	0	0	0	0	0	0	0	0	0	0	0
MALES	0	0	1	0	0	0	0	1	0	0	0	0
TOTAL	0	0	1	0	0	0	0	1	0	0	0	0
<b>INDIVIDUALS (NO CHILDREN)</b>												
FEMALES	2	2	1	5	0	2	0	1	0	0	0	0
MALES	63	75	63	76	0	41	36	31	7	10	14	17
TOTAL	65	77	64	81	0	43	36	35	7	10	14	17

Source: Annual Homeless Assessment Reports for St. Joseph/Buchanan, Andrew, DeKalb Counties CoC, 2010-11 to 2013-14.

Both male and female veterans have used emergency shelter, as well as transitional housing. Of the women who have participated in either type of programming, however, none have had children with them. Based on the data available, veterans without housing tend overwhelmingly to live in households that are not shared with children or other persons. The zero tallies in many years for families residing either in emergency shelter or permanent supportive housing are an indication of this.

**TABLE 7.12. SIZE OF HOUSEHOLD FOR VETERANS WHO ARE HOMELESS [INDIVIDUALS WITHOUT CHILDREN ONLY]  
ST. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES CoC**

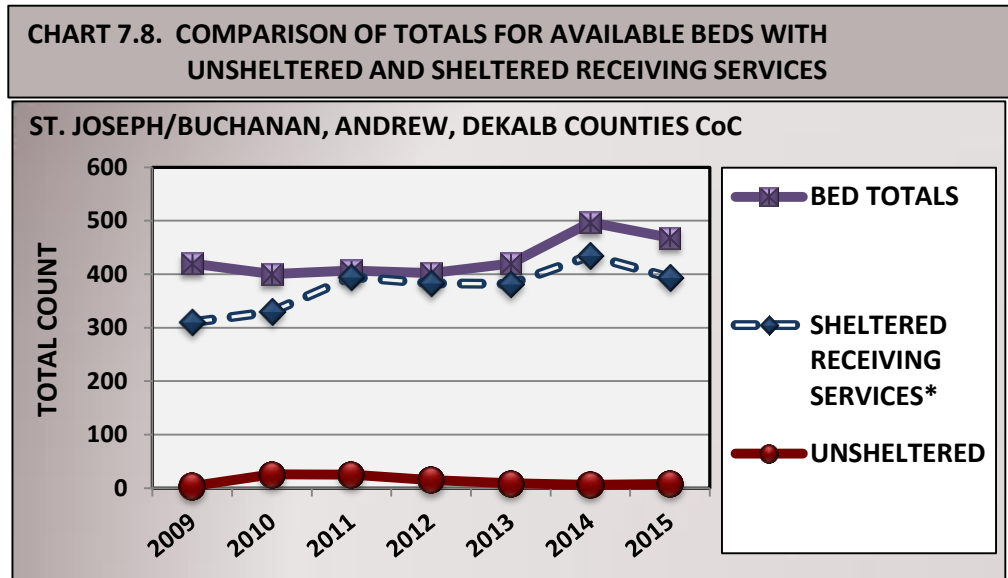
INDIVIDUALS (NO CHILDREN)	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
1-PERSON	65	77	64	81	0	43	36	35	7	10	14	17
2 OR MORE PERSONS	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	65	77	64	81	0	43	36	35	7	10	14	17

Source: Annual Homeless Assessment Reports for St. Joseph/Buchanan, Andrew, DeKalb Counties CoC, 2010-11 to 2013-14.

The numbers for transitional housing are slightly higher, but data were only available for two of the four years. Another indicator is displayed in Table 7.12. In the majority of instances, the size for veteran households in the St. Joseph CoC is recorded as one person.

**E. ACCESS TO SHELTER**

Based on the availability of shelter beds, St. Joseph CoC has been well-supplied in most of the years examined. The numbers indicate that the CoC has been able to meet demand, as expressed by the sum of those receiving services with those who are unsheltered.

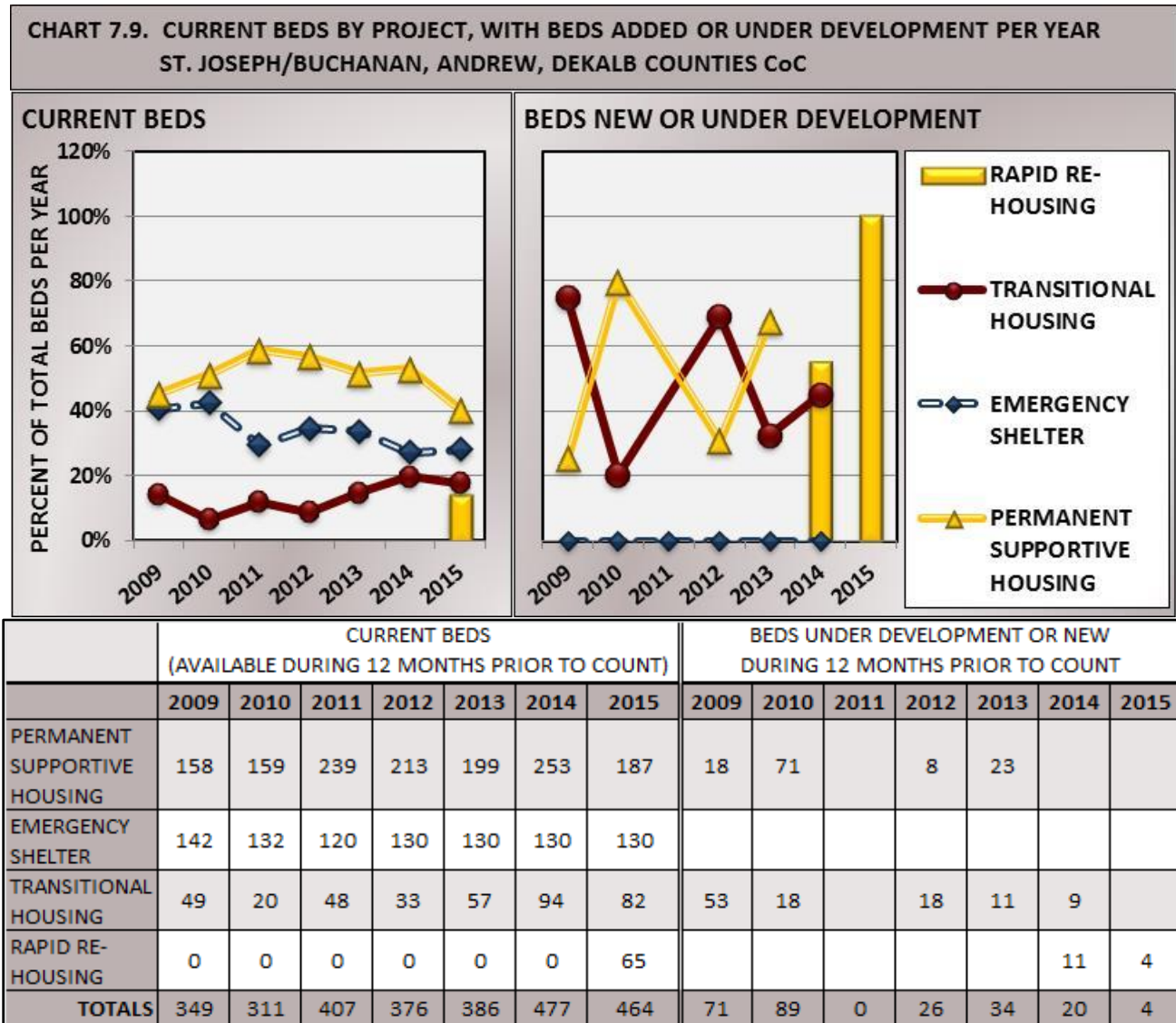


	2009	2010	2011	2012	2013	2014	2015
SHELTERED RECEIVING SERVICES*	310	330	395	383	382	435	394
UNSHELTERED	4	26	25	15	9	6	8
BED TOTALS	420	400	407	402	420	497	468
DIFFERENCE, BED TOTALS & TOTALS FOR SHELTERED/ UNSHELTERED	106	44	-13	4	29	56	66
YEAR-ROUND BEDS ONLY	385	375	382	367	385	462	433
SEASONAL/OVERFLOW BEDS	35	25	25	35	35	35	35

Only in 2011 do the numbers (illustrated in Chart 7.8) suggest that the system was somewhat strained by excess demand. Even at that point, there was only a calculated shortage of 13 beds. The category included in the data table as “Sheltered

Receiving Services” includes persons in families and individuals who are living in permanent supportive housing or have obtained stable accommodations through rapid re-housing, as well as those in emergency shelter and transitional housing.

Chart 7.9 indicates that in both 2012 and 2013 there was an addition of beds to the existing stock that brought the total available close to 500, increasing the inventory to over 55 beds in excess of the rough estimate in relation to demand.



A portion was located in transitional housing and the remainder in permanent supportive housing. Along with rapid re-housing, these projects alone increased their inventory of beds. Beginning in 2009, the CoC appears to have added no capacity to its emergency shelter stock.

Homeless service providers in the St. Joseph CoC tend to operate their facilities in St. Joseph proper. (Table 7.13 lists the most prominent.)

Outside St. Joseph, shelters and services appear to be difficult to find, growing scarcer as the distance from the urban hub increases. A Google search for shelters in Andrew and DeKalb Counties identified no options in those areas.

Given that the St. Joseph MSA is predominantly rural, this could be a significant problem for anyone without personal transportation who is in need of shelter.

For example, although veterans are eligible for services at the St. Joseph-based Salvation Army Booth Center, the only service provider exclusively targeting this population is located an hour’s drive from downtown St. Joseph (in Kansas City). For those lacking personal transportation, the capacity of shelters may be adequate, yet present logistical problems in reaching the shelter location if persons in families or individuals must rely on public transportation, the loan of a car or a ride from someone who agrees to assist them.

Table 7.13. Homeless Shelters and Service Providers in Buchanan County, Missouri

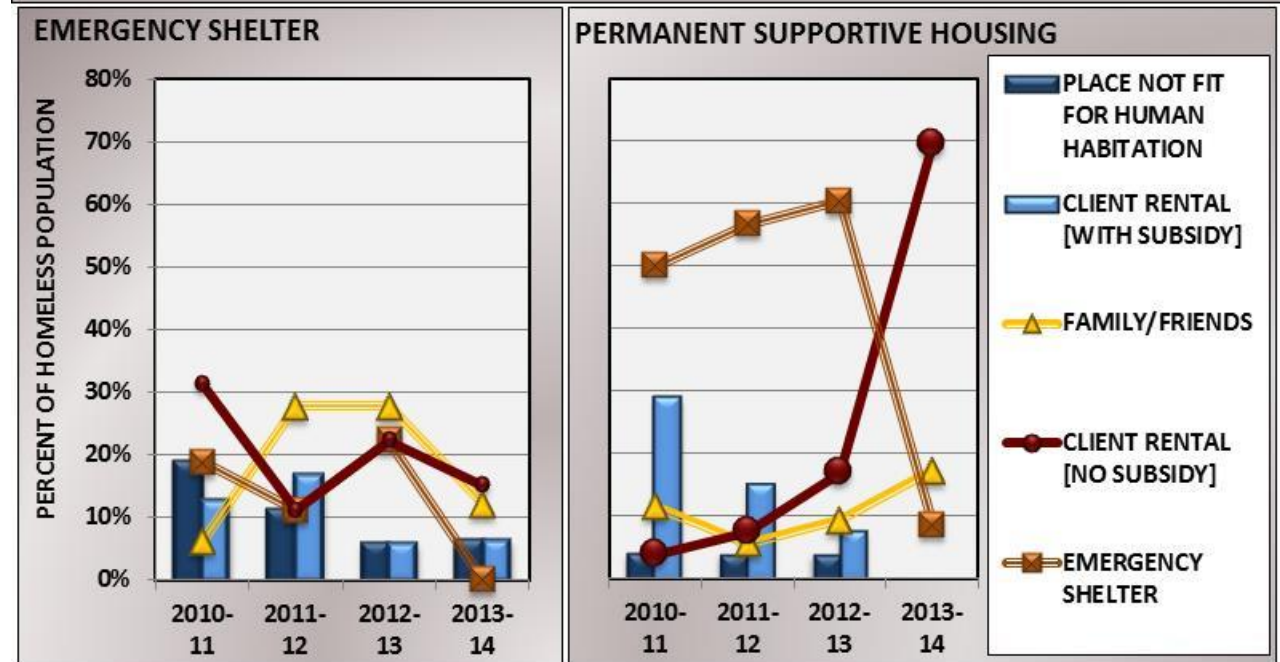
Agency	Location	Details	Distance
<b>Bliss Manor</b> <i>*Domestic Violence Survivors</i>	Office in St. Joseph	Transitional and permanent supportive housing for domestic violence survivors. Additional supportive services available.	Office located less than 1 mile from downtown.
<b>Catholic Charities</b>	Office in St. Joseph	Services for the elderly, disabled. Turn Around program for ex-offenders.	Less than 1 mile from downtown.
<b>Family Guidance Center Transitional Housing Corporation St. Joseph</b>	Located in St. Joseph	16 apartments for elderly and disabled homeless.	1.1 miles from St. Joseph Downtown district.
<b>InterServ</b>	Located in St. Joseph	Transitional housing for abused women and youth program.	4 miles from downtown.
<b>Juda House</b>	Located in St. Joseph	Men only. A 16-bed facility for homeless men diagnosed with one or more disabilities.	Less than one mile from downtown.
<b>Salvation Army Booth Center Shelter</b>	Located in St. Joseph	A 65-bed shelter serves veterans, men, women, and families. 24-hour admittance. Serves St. Joseph/ Andrew, Buchanan, DeKalb Counties.	Less than one mile from downtown.
<b>St. Joseph’s Haven</b>	Located in St. Joseph	Men only. Houses eighteen homeless men and an additional seven in crisis emergencies.	Less than one mile from downtown.
<b>St. Michael’s Veteran Center (Catholic Charities)</b>	Located in Kansas City	124 apartment homes for homeless veterans on 24 acres.	60 miles from downtown St. Joseph.

**F. PREVIOUS NIGHT'S LIVING ARRANGEMENTS OR ACCOMMODATIONS**

**1) Persons in Families with Emergency Shelter or Permanent Supportive Housing Services:**

In many of the Missouri CoCs, only a small percentage of homeless persons in families cite a rental situation as their previous night accommodations prior to seeking homeless services. By contrast, from 2010-11 to 2013-14, St. Joseph CoC provided emergency shelter services to a relatively high number of families who appear to have left a private residence that they were previously renting (Chart 7.10).

**CHART 7.10. PREVIOUS NIGHT LIVING ACCOMMODATIONS FOR PERSONS IN FAMILIES  
EMERGENCY SHELTER AS COMPARED TO PERMANENT SUPPORTIVE HOUSING  
ST. JOSEPH CoC AHAR DATA FROM 2010-11 TO 2013-14**



	FAMILIES - EMERGENCY SHELTER				FAMILIES - PERMANENT SUPPORTIVE			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS ["Unknown" excluded]	16	18	18	33	52	53	53	23
EMERGENCY SHELTER	18.8%	11.1%	22.2%	0.0%	50.0%	56.6%	60.4%	8.7%
CLIENT RENTAL [NO SUBSIDY]	31.3%	11.1%	22.2%	15.2%	3.8%	7.5%	17.0%	69.6%
FAMILY/FRIENDS	6.3%	27.8%	27.8%	12.1%	11.5%	5.7%	9.4%	17.4%
CLIENT RENTAL [WITH SUBSIDY]	12.5%	16.7%	5.6%	6.1%	28.8%	15.1%	7.5%	0.0%
PLACE NOT FIT FOR HUMAN HABITATION	18.8%	11.1%	5.6%	6.1%	3.8%	3.8%	3.8%	
HOTEL/MOTEL [NO VOUCHER]	0.0%	16.7%	11.1%	3.0%	1.9%	1.9%		
JAIL, PRISON, JUVENILE DETENTION	6.3%							4.3%
OTHER LIVING SITUATION				57.6%		7.5%	1.9%	

\*Data pertains only to adult heads of household in families.

If the 2010-11 totals for renters without subsidies and those with subsidies are combined, as high as 45 percent of families seeking emergency shelter were in this category. The numbers decline over the next three years, and in 2013-14 drop to less than half of the 2010-11 figures.

For persons in families entering permanent supportive housing, the growth in the population coming from a no-subsidy rental situation is striking, with the percentage for 2013-14 reaching nearly 70 percent.

That said, emergency shelter is a frequently reported option regardless of the subsequent programming, but particularly for entrants to permanent supportive housing. Among this group, as many as 60 percent spent the previous night in shelter. Among the positive trends over the four years shown, fewer families have resorted to places not meant for human habitation. When families spent the previous night in accommodations of this sort, they generally entered emergency shelter programming on the following day. The incidence for families who received permanent supportive housing services was under four percent in the first three years and in the fourth, it appears no families had this type of prior-night stay.

Prior-night accommodations for families and individuals entering permanent supportive housing, as shown in Chart 7.11, display higher usage of emergency shelter, particularly among families (up to 60 percent of those tallied). In 2013-14, however, there is a 94 percent decline from the previous year, with a corresponding increase in the share of individuals coming from a private rental situation where the family had had no supplementary financial support in the form of a VASH or other subsidy.

The majority of rental subsidies were primarily of the “Other” category. The incidence of individuals leaving a VASH-subsidized rental to enter homeless programming is extremely low: under two percent in any given year, with most years having none.

## **2) Veterans Compared to All Individuals Without Children in Emergency Shelter**

Comparison of the two sections of Chart 7.11 illustrates the tendency of individuals without children to rely on family or friends prior to entering emergency shelter. This tended to be less true of veterans, however. Some in this group were also previously in rental accommodations, but to a lesser extent and only in unsubsidized situations.

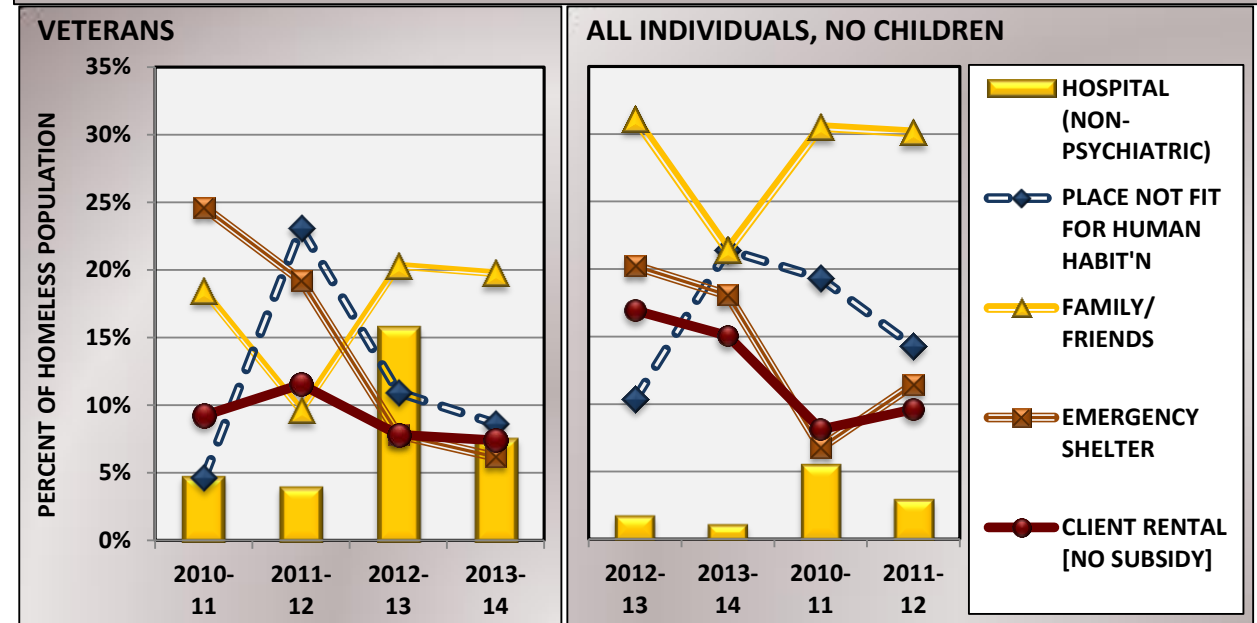
The data indicates, as well, that in contrast to percentages for the sum total of individuals, veterans were slightly less likely to have been in an unfit habitation. Over the four years, the share of all individuals opting for this type of accommodation remained above 10 percent and accounted for over 20 percent of the population in one of the periods (2011-12). In the same year, a somewhat larger percentage of veterans also had this type of living situation, but in other years, this group’s percentages were considerably lower.

In three of the four years, the data for individuals entering emergency shelter without children in the household showed a high number of “Unknown” responses with regard to previous-night accommoda-

tions. In explanatory remarks recorded at the HUD HDX website, the CoC indicates that in the majority of cases, the responses given at intake were not missing – for example, skipped over. Instead, the data were not provided, most often due to reticence on the part of the individual seeking shelter, which led them to answer with “Don’t Know” or “Refused”.

It appears that there may be particular reluctance to answer this question, as well as other sensitive questions, in contrast to queries that may seem less threatening. Requests for information about race, for example, or age have a full complement of data or a much lower number recorded as “Missing” or “Unknown.”

**CHART 7.11. ST. JOSEPH CoC PREVIOUS NIGHT LIVING ACCOMMODATIONS FOR VETERANS AS COMPARED TO INDIVIDUALS ENTERING EMERGENCY SHELTER AHAR DATA FROM 2010-11 TO 2013-14**



	VETERANS				INDIVIDUALS (NO CHILDREN)			
	2010-11 (65)	2011-12 (52)	2012-13 (64)	2013-14 (81)	2010-11 (183)	2011-12 (299)	2012-13 (295)	2013-14 (385)
FAMILY/FRIENDS	18.5%	9.6%	20.3%	19.8%	31.1%	21.4%	30.5%	30.1%
EMERGENCY SHELTER	24.6%	19.2%	7.8%	6.2%	20.2%	18.1%	6.8%	11.4%
PLACE UNFIT FOR HUMAN HABITATION	4.6%	23.1%	10.9%	8.6%	10.4%	21.4%	19.3%	14.3%
CLIENT RENTAL [NO SUBSIDY]	9.2%	11.5%	7.8%	7.4%	16.9%	15.1%	8.1%	9.6%
HOSPITAL (NON-PSYCHIATRIC)	4.6%	3.8%	15.6%	7.4%	1.6%	1.0%	5.4%	2.9%
TRANSITIONAL HOUSING/ SAFE HAVEN		9.6%	4.7%	7.4%	2.7%	5.4%	4.7%	4.4%
JAIL, PRISON, JUVENILE DETENTION		3.8%	4.7%	2.5%	2.7%	5.0%	5.8%	8.3%
OTHER LIVING SITUATION	4.6%	3.8%	10.9%	27.2%	4.9%	2.7%	7.8%	5.2%



Fortunately, the number of this type of response declined significantly in the most recent period (2013-14). Also, this is the largest population residing in emergency shelters, so the data are more representative of the group's behavior. The analysis presented in this section excluded these responses from the statistical calculations. Table 7.14 compares the least frequently recorded responses by both persons in families and individuals regarding the previous night stay before entry into emergency shelter.

**TABLE 7.14. LEAST FREQUENTLY REPORTED PRIOR NIGHT ACCOMMODATIONS FOR ST. JOSEPH CoC INDIVIDUALS AND FAMILIES ENTERING EMERGENCY SHELTER**

	PERSONS IN FAMILIES				INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS ["Unknown" excluded]</b>	<b>16</b>	<b>18</b>	<b>18</b>	<b>33</b>	<b>183</b>	<b>299</b>	<b>295</b>	<b>385</b>
TRANSITIONAL HOUSING/SAFE HAVEN			5.6%		2.7%	5.4%	4.7%	4.4%
HOSPITAL [NON-PSYCHIATRIC]					1.6%	1.0%	5.4%	2.9%
OWNED HOUSING UNIT		5.6%			0.5%	1.7%	1.0%	1.6%
SUBSTANCE ABUSE TREATMENT CENTER					1.6%	0.7%	0.7%	2.9%
PSYCHIATRIC FACILITY						0.3%	1.4%	2.9%
PERMANENT SUPPORTIVE HOUSING	6.3%					1.3%		
FOSTER CARE						0.7%		

*\*Data for adults in households only.*

The low percentages for Owned Housing Unit (less than six percent for families and two percent for individuals) offer a marked contrast with those for rentals (as noted above, as high as 70 percent for some family groups). It's also noteworthy that few youth served by the St. Joseph CoC become homeless after leaving foster care. Table 7.15 parallels the previous table in showing the lowest frequency prior-night accommodations reported. Again, a low percentage of individuals without children in the household came to permanent supportive housing from a house that they had owned.

**TABLE 7.15. LEAST FREQUENTLY REPORTED PRIOR NIGHT ACCOMMODATIONS FOR ST. JOSEPH CoC INDIVIDUALS AND FAMILIES ENTERING PERMANENT SUPPORTIVE HOUSING**

	PERSONS IN FAMILIES				INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS ["Unknown" excluded]</b>	<b>52</b>	<b>53</b>	<b>53</b>	<b>23</b>	<b>76</b>	<b>94</b>	<b>86</b>	<b>99</b>
OTHER LIVING SITUATIONS		7.5%	1.9%			3.2%	5.8%	6.1%
TRANSITIONAL HOUSING/SAFE HAVEN					3.9%	4.3%	5.8%	6.1%
OWNED HOUSING UNIT					1.3%	2.1%	2.3%	1.0%
JAIL, PRISON, JUVENILE DETENTION				4.3%				
HOTEL/MOTEL [NO VOUCHER]	1.9%	1.9%						
PSYCHIATRIC FACILITY		1.9%				1.1%		
SUBSTANCE ABUSE TREATMENT CENTER/DETOX					1.3%			

**3) Transitional Housing**

With regard to families participating in programs offering transitional housing, doubling-up represents a frequent recourse for accommodations prior to entry, along with places not appropriate for habitation.

**TABLE 7.16. REPORTED PRIOR NIGHT ACCOMMODATIONS FOR INDIVIDUALS AND FAMILIES ENTERING TRANSITIONAL HOUSING, ST. JOSEPH CoC**

	PERSONS IN FAMILIES				INDIVIDUALS			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS ["Unknown" excluded]</b>	<b>52</b>	<b>53</b>	<b>53</b>	<b>23</b>	<b>76</b>	<b>94</b>	<b>86</b>	<b>99</b>
FAMILY/FRIENDS			47.1%	66.7%		9.3%	8.3%	14.3%
EMERGENCY SHELTER			11.8%	6.7%		16.3%	33.3%	28.6%
TRANSITIONAL HOUSING/SAFE HAVEN			5.9%	6.7%		9.3%	11.1%	40.8%
PLACE NOT FIT FOR HUMAN HABITATION			23.5%	13.3%		0.0%	8.3%	4.1%
OTHER LIVING SITUATIONS						34.9%		4.1%
CLIENT RENTAL [NO SUBSIDY]				6.7%		14.0%	8.3%	2.0%
JAIL, PRISON, JUVENILE DETENTION						4.7%	11.1%	2.0%
HOTEL/MOTEL [NO VOUCHER]			11.8%			2.3%		
SUBSTANCE ABUSE TREATMENT CENTER/DETOX							11.1%	2.0%
HOSPITAL (NON-PSYCHIATRIC)						7.0%	2.8%	
CLIENT RENTAL [WITH SUBSIDY]						2.3%	5.6%	
PSYCHIATRIC FACILITY								2.0%

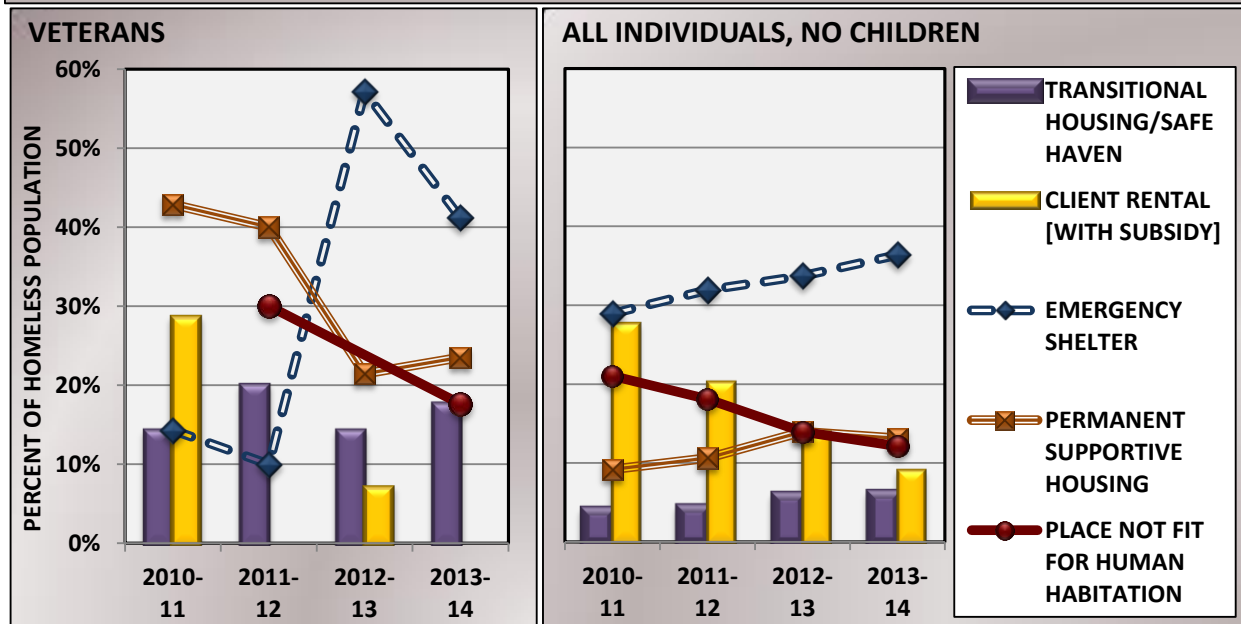
Table 7.16 lists all the responses provided by both families and individuals regarding previous night living situations. The options for families appear to be more restricted in comparison to those selected by individuals without children. In 2012-13 and 2013-14, “transitional housing” or “safe haven” and “emergency shelter” were the responses that individuals most often gave, particularly in 2012-13 and 2013-14. In 2011-12, other living situations were cited.

In general, individuals had much more varied options for prior-night living situations. This is true regardless of the type of programming, suggesting that when children are involved, heads of household may choose more carefully and select options that they would expect to be safer or have an environment somewhat easier to control. The high number staying with family and friends may be a further indication.

**4) Veterans and Individuals Without Children in Permanent Supportive Housing**

Although the number of veterans in St. Joseph CoC’s permanent supportive housing is low compared to the sum total of individuals, the size of the group more than doubled between 2010-11 and 2013-14. The growth is striking in relation to the bulk of all individuals in permanent supportive housing. Residence of this population has grown roughly 30 percent, in contrast to 143 percent for veterans.

**CHART 7.12. ST. JOSEPH CoC PREVIOUS NIGHT LIVING ACCOMMODATIONS FOR VETERANS AS COMPARED TO INDIVIDUALS IN PERMANENT SUPPORTIVE HOUSING AHAR DATA FROM 2010-11 TO 2013-14**



	VETERANS				ALL INDIVIDUALS WITHOUT CHILDREN IN THE HOUSEHOLD			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS ["Unknown" excluded]	7	10	14	17	76	94	86	99
EMERGENCY SHELTER	14.3%	10.0%	57.1%	41.2%	28.9%	31.9%	33.7%	36.4%
PERMANENT SUPPORTIVE HOUSING	42.9%	40.0%	21.4%	23.5%	9.2%	10.6%	14.0%	13.1%
TRANSITIONAL HOUSING/SAFE HAVEN	14.3%	20.0%	14.3%	17.6%	3.9%	4.3%	5.8%	6.1%
PLACE NOT FIT FOR HUMAN HABITATION		30.0%		17.6%	21.1%	18.1%	14.0%	12.1%
CLIENT RENTAL [WITH SUBSIDY]	28.6%		7.1%		27.6%	20.2%	14.0%	9.1%
CLIENT RENTAL [NO SUBSIDY]					3.9%	2.1%	5.8%	11.1%
FAMILY/FRIENDS					2.6%	6.4%	4.7%	5.1%
OTHER LIVING SITUATION						3.2%	5.8%	6.1%

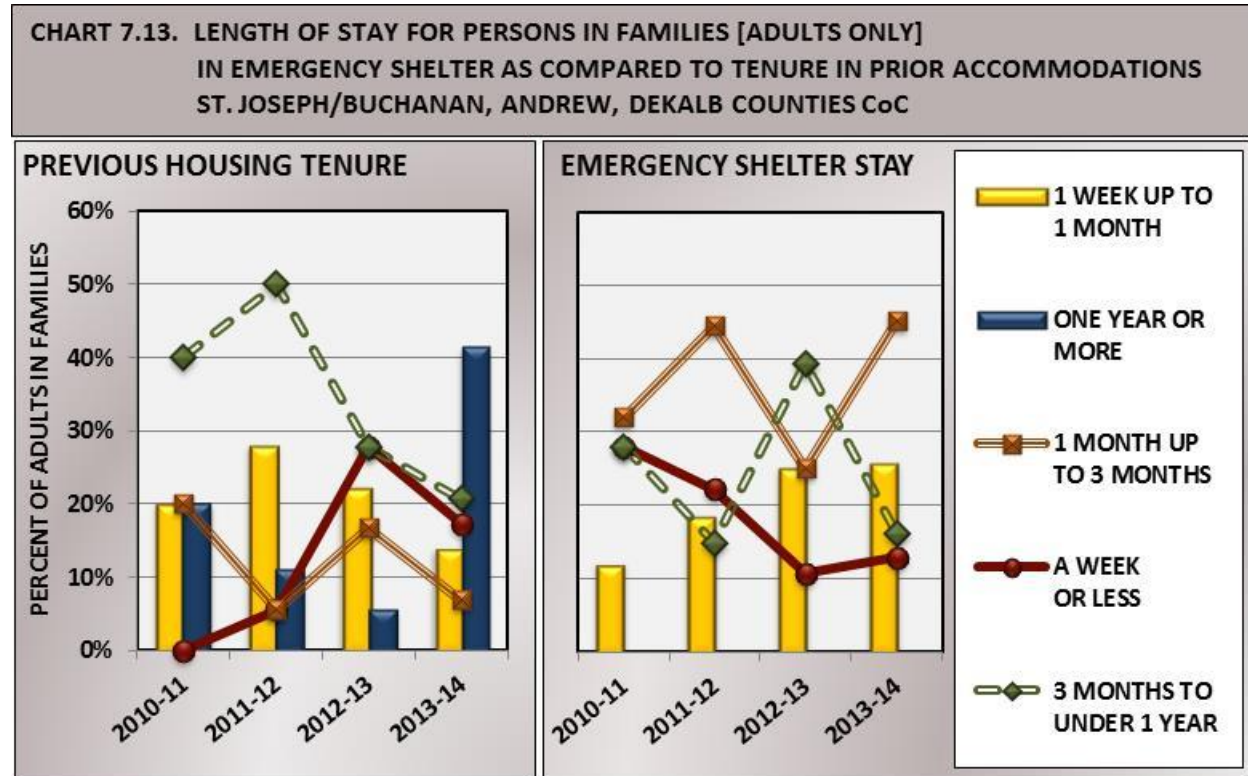
Chart 7.12 shows the most frequently reported prior-night accommodations for both groups receiving permanent supportive housing services. For a high percentage of veterans as compared to total individuals, service recipients appear to be transferring from one permanent supportive housing venue to another. This was true for over 40 percent of veterans in 2010-11 and 2011-12. In 2012-13 and 2013-14, this pattern shifts and the majority of veterans came from emergency shelter.

Data for all individuals shows a high percentage originating in emergency shelter. This remains true in all four years. In the earlier periods, both veterans as well as the larger group of individuals resorted to places unfit for habitation, but for both groups the percentage declined by a third or more by 2013-14.

**G. HOUSING STABILITY**

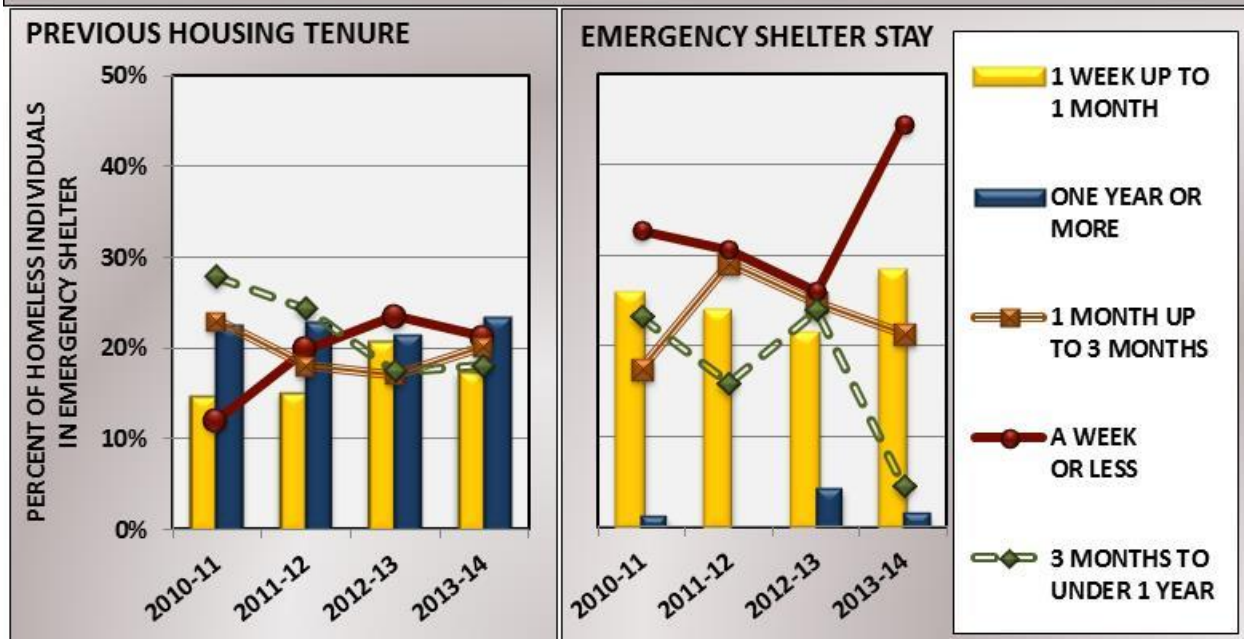
1) **Emergency Shelter:**

AHAR data for St. Joseph CoC gives an indication of the CoC’s progress with regard to HUD’s goal of reducing length of stay in emergency shelter. Compared to families’ tenure in previous housing, those who enter emergency shelter tend to have shorter stays. This is exemplified by a sharp decline in the longest stays in 2013-14, and the fact that none of the families were resident for a year or more. For the years shown in Chart 7.13, none of the families housed in emergency shelter remained for a year or more.



	PREVIOUS LIVING SITUATION TENURE				LENGTH OF EMERGENCY SHELTER STAY			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
A week or less	0	1	5	5	7	6	3	4
Over 1 week up to 1 month	3	5	4	4	3	5	7	8
1 month to 3 months	3	1	3	2	8	12	7	14
3 months to one year	6	9	5	6	7	4	11	5
1 year or longer	3	2	1	12	0	0	0	0
Missing	10	9	13	4	0	0	0	0
<b>TOTALS</b>	<b>15</b>	<b>18</b>	<b>18</b>	<b>29</b>	<b>25</b>	<b>27</b>	<b>31</b>	<b>33</b>

**CHART 7.14. LENGTH OF STAY FOR INDIVIDUALS (ADULTS, NO CHILDREN) IN EMERGENCY SHELTER AS COMPARED TO TENURE IN PRIOR ACCOMMODATIONS ST. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES CoC**



	PREVIOUS LIVING SITUATION TENURE				LENGTH OF EMERGENCY SHELTER STAY			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
A week or less	22	54	66	81	92	120	119	175
Over 1 week up to 1 month	27	41	58	66	72	93	97	111
1 month to 3 months	42	49	48	77	49	114	113	84
3 months to one year	51	66	49	69	65	62	109	18
1 year or longer	41	62	60	89	3	3	19	6
Missing	98	131	178	13	0	0	0	0
<b>TOTALS</b>	<b>281</b>	<b>403</b>	<b>459</b>	<b>395</b>	<b>281</b>	<b>392</b>	<b>457</b>	<b>394</b>

With the exception of 2013, the percentage of individuals who left emergency shelter within the one-month time frame has been slightly higher than that for families. In addition, the percentage of families who stay less than one week in emergency shelter has decreased by half since 2011 (Chart 7.14).

**2) Length of Stay for Males and Females in Emergency Shelter**

Although women are much more numerous in family households, men are present in greater numbers overall. Chart 7.15 illustrates the relative proportions, as well as compares the length of stay for men versus women, irrespective of household type.

**CHART 7.15. LENGTH OF STAY IN EMERGENCY SHELTER, BY GENDER  
ST. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES CoC**



	FAMILIES								INDIVIDUALS							
	2010-11		2011-12		2012-13		2013-14		2010-11		2011-12		2012-13		2013-14	
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M
A week or less	5	2	5	1	2	1	3	1	17	75	14	106	16	103	13	162
Over 1 week up to 1 month	2	1	3	2	4	3	6	2	17	55	11	82	7	90	12	99
1 month to 3 months	3	5	9	3	5	2	10	4	5	44	24	90	18	95	16	68
3 months to one year	3	4	3	1	6	5	3	2	7	58	10	52	16	93	2	16
1 year or longer	0	0	0	0	3	0	2	0	0	3	0	3	2	17	0	6
Missing																
<b>TOTALS, BY GENDER</b>	<b>13</b>	<b>12</b>	<b>20</b>	<b>7</b>	<b>20</b>	<b>11</b>	<b>24</b>	<b>9</b>	<b>46</b>	<b>235</b>	<b>59</b>	<b>333</b>	<b>59</b>	<b>398</b>	<b>43</b>	<b>351</b>
<b>OVERALL TOTALS</b>	<b>25</b>		<b>27</b>		<b>31</b>		<b>33</b>		<b>281</b>		<b>392</b>		<b>457</b>		<b>394</b>	

\*Data for families show statistics for adults only.

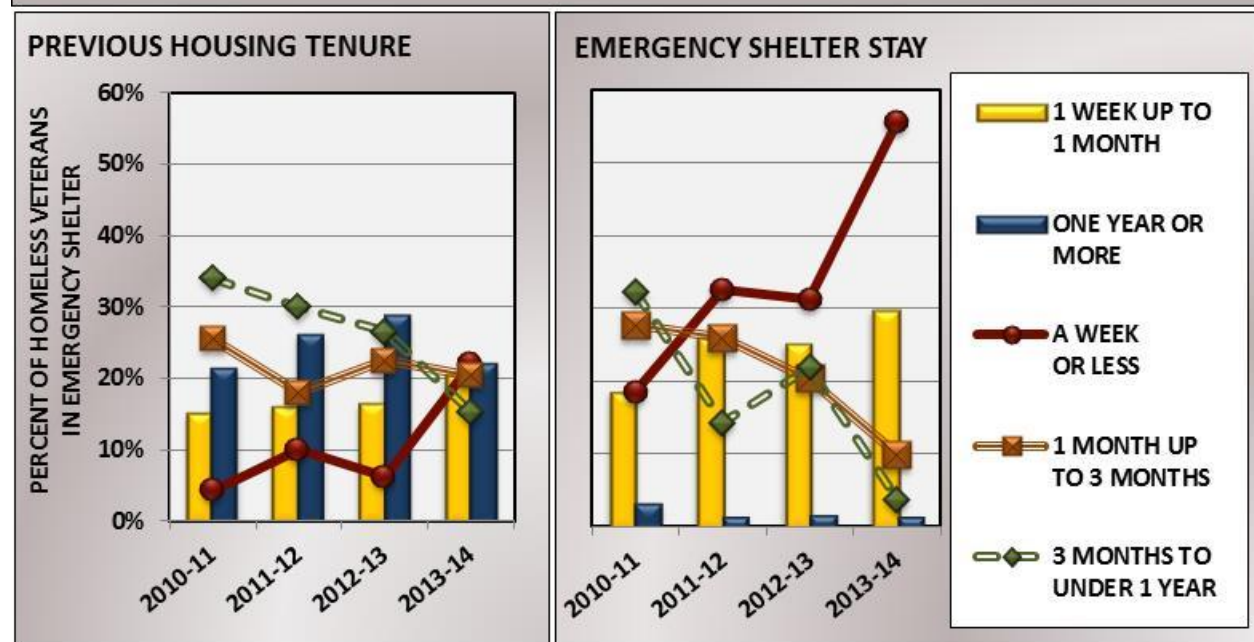
The chart indicates that males served within the St. Joseph CoC catchment area tend to remain in shelter for a slightly shorter duration than women. In most years, over 50 percent of men ended their stay in less than one month. In 2013-14, the figure jumped to over 70 percent. For women, 1-3 months was more common, particularly toward the end of the four-year period. This represented a change, in that women in emergency shelter in 2010-11 curtailed their stays to much the same extent as men, with close to 70 percent leaving shelter space within one month of their entry into programming.

**3) Length of Stay for Veterans in Emergency Shelter and Transitional Housing**

Tenure for veterans in previous housing appears to have been more long-term than the time typically spent in programming.

As Chart 7.16 demonstrates, the percentage of veterans who had been in prior housing for a year or more ranged from 20 to 25 percent. In three of the four years, over 50 percent were resident over three months.

**CHART 7.16. LENGTH OF STAY FOR IN VETERANS IN EMERGENCY SHELTER AS COMPARED TO TENURE IN PRIOR ACCOMMODATIONS ST. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES CoC**



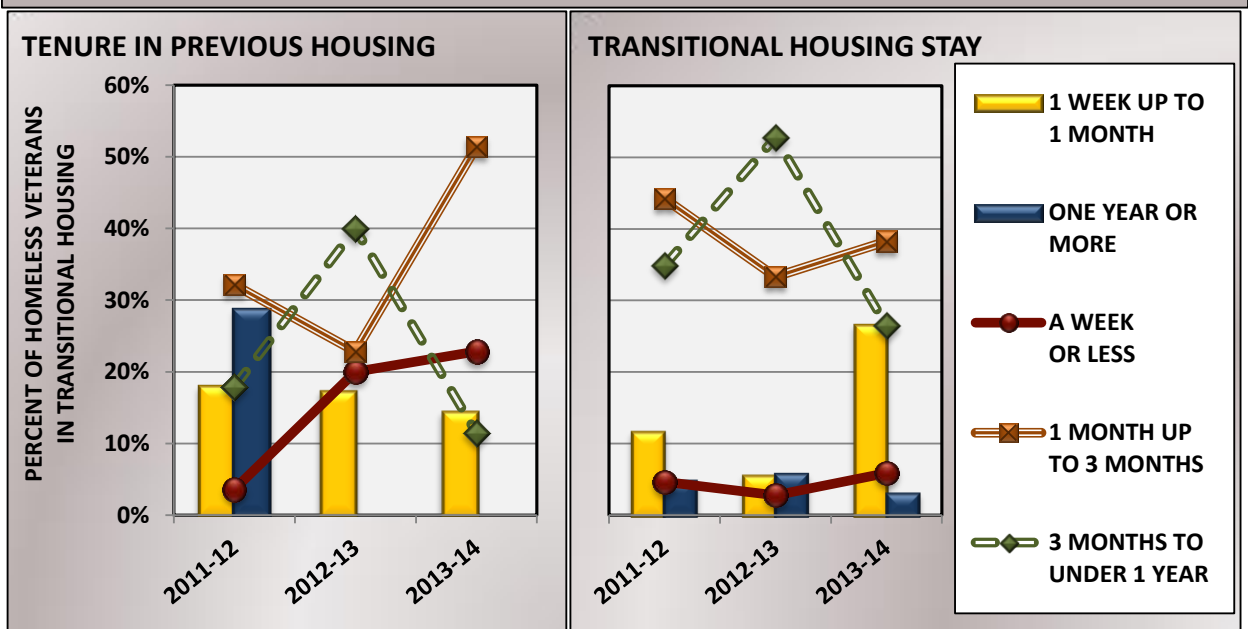
	PREVIOUS LIVING SITUATION TENURE				LENGTH OF EMERGENCY SHELTER STAY			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
A week or less	2	5	3	13	12	25	20	45
Over 1 week up to 1 month	7	8	8	12	12	20	16	24
1 month to 3 months	12	9	11	12	18	20	13	8
3 months to one year	16	15	13	9	21	11	14	3
1 year or longer	10	13	14	13	2	1	1	1
Missing	18	27	15	22	0	0	0	0
<b>TOTALS ["Missing" excluded]</b>	<b>47</b>	<b>50</b>	<b>49</b>	<b>59</b>	<b>65</b>	<b>77</b>	<b>64</b>	<b>81</b>

By contrast, stays in emergency shelter were short-term, with 40 percent or more departing within one month. This tendency became even more pronounced by the end of the four-year period. At that point, nearly 90 percent of veterans were in this category.

Veterans entering transitional housing services appeared to experience more instability in their housing. Although the data examined are limited to three years, records indicate that only in 2011-12 were there veterans with tenure of a year or more in prior housing, at 29 percent of the total number. The highest percentage in all years (approximately 50 percent) had a residence of under three months.

In transitional housing programming, longevity seems to improve somewhat, with an increased percentage of veterans remaining three months or longer (Chart 7.17).

**CHART 7.17. LENGTH OF STAY FOR VETERANS IN TRANSITIONAL HOUSING AS COMPARED TO TENURE IN PRIOR ACCOMMODATIONS  
ST. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES CoC**



	TENURE - PREVIOUS HOUSING			LENGTH OF STAY		
	2011-12	2012-13	2013-14	2011-12	2012-13	2013-14
A week or less	1	7	8	2	1	2
Over 1 week up to 1 month	5	6	5	5	2	9
1 month to 3 months	9	8	18	19	12	13
3 months to one year	5	14	4	15	19	9
1 year or longer	8	0	0	2	2	1
Missing	15	1	0	0	0	0
<b>TOTALS ["Missing" excluded]</b>	<b>28</b>	<b>35</b>	<b>35</b>	<b>43</b>	<b>36</b>	<b>34</b>

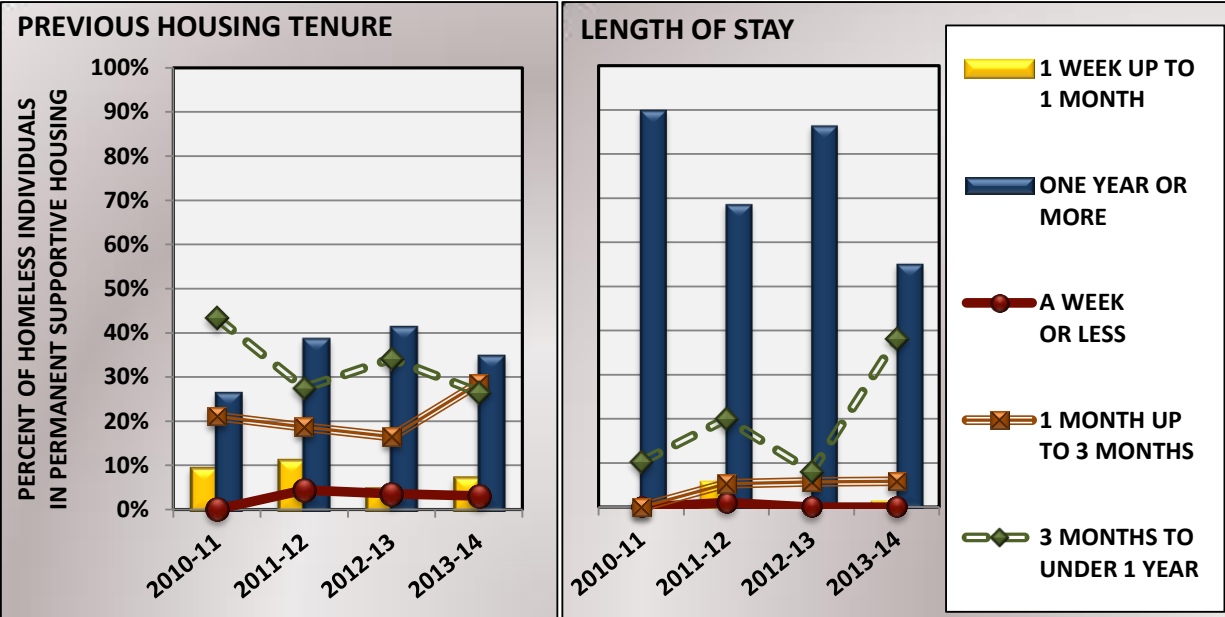
**4) Permanent Supportive Housing:**

Individuals in permanent supportive housing appear to have the most marked tendency toward housing stability. A quarter to over one-third of permanent housing residents report having been in their previous housing a year or more, with a roughly equivalent share recorded as being in a prior residence from 3 to 12 months.

Once established in permanent supportive housing, the majority remains over one year. The smallest percentage in this category (approximately 55 percent) was tallied in 2013-14, when a high percentage was recorded in the 3-to-12 months category. (See Chart 7.18 for additional details.)



**CHART 7.18. LENGTH OF STAY IN PERMANENT SUPPORTIVE HOUSING FOR INDIVIDUALS (ADULTS, NO CHILDREN) COMPARED TO TENURE IN PRIOR HOUSING ST. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES CoC**



	PREVIOUS LIVING SITUATION TENURE				LENGTH OF STAY			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
A week or less	0	4	3	3	0	1	0	0
Over 1 week up to 1 month	7	10	4	7	0	5	0	1
1 month to 3 months	16	17	14	28	0	5	5	6
3 months to one year	33	25	29	26	8	19	7	39
1 year or longer	20	35	35	34	70	65	75	56
Missing	2	4	2	4	0	0	0	0
<b>TOTALS ["Missing" excluded]</b>	<b>76</b>	<b>91</b>	<b>85</b>	<b>98</b>	<b>78</b>	<b>95</b>	<b>87</b>	<b>102</b>

**H. DEMOGRAPHICS IN RELATION TO HOMELESS PERSONS IN FAMILIES AND INDIVIDUALS**

**1) Race Among the St. Joseph CoC's Homeless**

Some of the racial and ethnic groups present in the populations for the St. Joseph CoC catchment area are over-represented among the ranks of homeless persons in families and individuals.

Table 7.17 provides statistics on participants, by race, of the different types of homeless programming. A second table (7.18) shows the racial distribution published by the Census Bureau as estimates for 2011 and 2014.<sup>11</sup> The most sizeable African American population is found in DeKalb County, where this group accounts for eight to ten percent of the residents. In the other counties, as well as in the City of St. Joseph, the African American segment of the communities is much smaller: in St. Joseph, between five and six percent; in Buchanan County, under five percent; and in Andrew County, less than one percent.

<sup>11</sup> Due to limited variability in the statistics from year-to-year, data for only two years are shown.

**Table 7.17. Racial Distribution in St. Joseph CoC Programming Based on Annual Homelessness Assessment Report Data, 2010-11 to 2013-14**

	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HSNB			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>PERSONS IN FAMILIES</b>												
▪ WHITE, NON-HISPANIC/NON-LATINO	60.0%	65.7%	37.5%	82.0%	no data	no data	52.3%	90.0%	75.2%	73.0%	73.9%	64.2%
▪ BLACK/AFRICAN-AMERICAN	15.4%	29.9%	29.2%	13.1%			15.9%	7.5%	17.3%	17.7%	17.2%	19.0%
▪ WHITE, HISPANIC/LATINO	7.7%	4.5%	20.8%	4.9%			9.1%	0.0%	0.0%	2.1%	2.2%	2.2%
▪ MULTIPLE RACES	6.2%	0.0%	4.2%	0.0%			20.5%	2.5%	7.5%	7.1%	6.7%	14.6%
▪ OTHER	10.8%	0.0%	8.3%	0.0%			2.3%	0.0%	0.0%	0.0%	0.0%	0.0%
<i>MISSING</i>	0	2	4	2			3	3	5	4	2	0
<b>TOTALS ["MISSING" EXCLUDED]</b>	<b>65</b>	<b>67</b>	<b>72</b>	<b>61</b>			<b>44</b>	<b>40</b>	<b>133</b>	<b>141</b>	<b>134</b>	<b>137</b>
▪ NON-HISPANIC/NON-LATINO	92.3%	95.4%	75.0%	94.7%			91.1%	100.0%	100.0%	97.9%	97.8%	97.8%
▪ HISPANIC/LATINO	7.7%	4.6%	25.0%	5.3%			8.9%	0.0%	0.0%	2.1%	2.2%	2.2%
<i>MISSING</i>	0	4	4	3			2	2	0	1	0	0
<b>TOTALS ["MISSING" EXCLUDED]</b>	<b>65</b>	<b>65</b>	<b>72</b>	<b>75</b>	<b>45</b>	<b>39</b>	<b>138</b>	<b>144</b>	<b>136</b>	<b>137</b>		
<b>INDIVIDUALS (NO CHILDREN)</b>												
▪ WHITE, NON-HISPANIC/NON-LATINO	74.4%	73.0%	67.0%	74.8%	no data	88.4%	72.2%	76.0%	78.2%	74.2%	73.6%	79.4%
▪ BLACK/AFRICAN-AMERICAN	18.1%	19.3%	22.7%	17.6%		11.6%	19.4%	18.0%	9.0%	16.1%	17.2%	12.7%
▪ WHITE, HISPANIC/LATINO	5.6%	5.1%	6.7%	4.7%		0.0%	5.6%	2.0%	2.6%	1.1%	1.1%	2.0%
▪ MULTIPLE RACES	0.7%	1.3%	0.9%	1.0%		0.0%	0.0%	0.0%	2.6%	2.2%	2.3%	2.0%
▪ OTHER	1.1%	1.3%	2.8%	1.8%		0.0%	2.8%	4.0%	7.7%	6.5%	5.7%	3.9%
<i>MISSING</i>	11	29	23	14		0	0	0	0	1	0	0
<b>TOTALS ["MISSING" EXCLUDED]</b>	<b>270</b>	<b>374</b>	<b>436</b>	<b>381</b>		<b>43</b>	<b>36</b>	<b>50</b>	<b>78</b>	<b>93</b>	<b>87</b>	<b>102</b>
▪ NON-HISPANIC/NON-LATINO	92.2%	92.2%	92.7%	93.7%		100.0%	94.4%	98.0%	97.4%	98.9%	98.9%	98.0%
▪ HISPANIC/LATINO	7.8%	7.8%	7.3%	6.3%		0.0%	5.6%	2.0%	2.6%	1.1%	1.1%	2.0%
<i>MISSING</i>	11	11	20	12		0	0	0	0	1	0	0
<b>TOTALS ["MISSING" EXCLUDED]</b>	<b>270</b>	<b>270</b>	<b>383</b>	<b>383</b>	<b>43</b>	<b>36</b>	<b>50</b>	<b>78</b>	<b>93</b>	<b>87</b>	<b>102</b>	

While African Americans never exceed the percentage of Whites in homeless programming, in the 2012-13 figures for emergency shelter, they come within 20 percentage points of one another.

**TABLE 7.18. POPULATION ESTIMATES FOR RACIAL AND ETHNIC GROUPS, 2011 AND 2014**  
**ST. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES CoC TARGET AREAS**

	ST. JOSEPH		BUCHANAN		ANDREW		DEKALB	
	2011	2014	2011	2014	2011	2014	2011	2014
WHITE, NON-HISPANIC/NON-LATINO	84.4%	83.5%	86.6%	85.1%	95.7%	95.5%	85.5%	83.0%
BLACK/AFRICAN-AMERICAN	5.0%	5.7%	4.3%	5.0%	0.7%	0.8%	8.8%	10.8%
WHITE, HISPANIC/LATINO	3.7%	4.3%	2.9%	4.1%	1.1%	1.2%	0.9%	1.5%
MULTIPLE RACES	3.8%	3.9%	3.4%	3.5%	1.3%	1.1%	3.1%	3.2%
OTHER*	1.4%	1.5%	1.3%	1.3%	0.6%	0.8%	0.8%	1.1%
HISPANIC/LATINO	5.7%	6.2%	5.0%	5.7%	1.5%	2.0%	1.6%	1.9%
NON-HISPANIC/NON-LATINO	94.3%	93.8%	95.0%	94.3%	98.5%	98.0%	98.4%	98.1%

Source: U.S. Census Bureau: State and County QuickFacts. Data based on Population Estimates, American Community Survey, Census of Population and Housing, etc. Data specific to Missouri counties available online at: <http://quickfacts.census.gov/qfd/states/29/29077.html>. Accessed January 20, 2016..

By contrast, the tallies for the group designated as “Hispanic/Latino” is much more closely aligned to population estimates.

**2) Age Distribution**

Regardless of the type of homeless programming, the veterans who participate tend to be largely in the 51-to-61 age group. Table 7.19 indicates that only a small percentage of younger veterans (age 18 to 30) are in emergency shelter. This is even truer of transitional housing, while in permanent supportive housing, no one in this age group was tallied. The next oldest age group also had limited representation in permanent supportive housing, although it accounted for between 35 and 40 percent of the population in emergency shelter and transitional housing.

Veterans age 62 or older were present in all programming types from nearly 10 percent of the subpopulation total up to 30 percent.

For individuals without children, the most prevalent age group (31-to-50) in emergency shelter and permanent supportive housing accounted for 40 to 50 percent. This was also true for persons in families. In transitional housing, slightly older individuals were the norm, with 46 to 65 percent age 51 to 61, but persons in families tended to be somewhat younger.

**TABLE 7.19. AGE DISTRIBUTION FOR ADULTS, BY HOUSEHOLD AND HOMELESS PROGRAMMING, AS COMPARED TO VETERANS  
ST. JOSEPH/BUCHANAN, ANDREW, DEKALB COUNTIES COC**

PERSONS IN FAMILIES, ADULTS	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010- 11	2011- 12	2012- 13	2013- 14	2010- 11	2011- 12	2012- 13	2013- 14	2010- 11	2011- 12	2012- 13	2013- 14
TOTALS, AGE 18 AND OLDER	25	27	31	33			17	15	52	53	57	54
18 TO 30	36.0%	40.7%	51.6%	45.5%			64.7%	60.0%	32.7%	32.1%	33.3%	35.2%
31 TO 50	56.0%	55.6%	45.2%	51.5%			35.3%	40.0%	53.8%	56.6%	50.9%	55.6%
51 TO 61	8.0%	3.7%	3.2%	3.0%			0.0%	0.0%	11.5%	9.4%	14.0%	9.3%
62 OR OLDER	0.0%	0.0%	0.0%	0.0%			0.0%	0.0%	1.9%	1.9%	1.8%	0.0%
<b>INDIVIDUALS, NO CHILDREN IN HOUSEHOLD</b>												
TOTALS, AGE 18 AND OLDER	281	403	459	394		43	36	50	78	94	87	102
18 TO 30	17.8%	21.3%	21.6%	18.0%		0.0%	5.6%	16.0%	10.3%	11.7%	9.2%	9.8%
31 TO 50	43.8%	48.4%	45.8%	48.0%		25.6%	27.8%	26.0%	50.0%	45.7%	34.5%	39.2%
51 TO 61	32.7%	26.1%	25.7%	27.9%		65.1%	50.0%	46.0%	35.9%	38.3%	54.0%	45.1%
62 OR OLDER	5.7%	4.2%	7.0%	6.1%		9.3%	16.7%	12.0%	3.8%	4.3%	2.3%	5.9%
<b>VETERANS</b>												
TOTALS	65	77	64	81		43	36	35	7	10	14	17
18 TO 30	0.0%	5.2%	18.8%	3.7%		0.0%	5.6%	2.9%	0.0%	0.0%	0.0%	0.0%
31 TO 50	26.2%	35.1%	37.5%	35.8%		25.6%	27.8%	25.7%	0.0%	0.0%	7.1%	5.9%
51 TO 61	64.6%	50.6%	28.1%	45.7%		65.1%	50.0%	54.3%	71.4%	70.0%	85.7%	82.4%
62 OR OLDER	9.2%	9.1%	15.6%	14.8%		9.3%	16.7%	17.1%	28.6%	30.0%	7.1%	11.8%

## SECTION VIII. MISSOURI BALANCE OF STATE CONTINUUM OF CARE

Missouri's Balance of State Continuum of Care includes representation from 101 counties organized in 10 regions. While these counties have within their boundaries some vital population centers – Branson, Columbia and Jefferson City being prime examples – the area covered is largely rural. Out of the total, 30 of the counties – or nearly one-third – have land mass and population that are 100 percent non-urban. A second set of 41 is between 99 and 100 percent. Population density is correspondingly low, ranging from 8.1 to 42.8. With respect to land usage, all but three of the counties have 90 percent or more of their area considered rural in character.<sup>1</sup>

### KEY FINDINGS AND EXECUTIVE SUMMARY

- a) **DECLINE IN THE HOMELESS POPULATION:** Since 2012, the overall total for homeless individuals and families recorded in the Balance of State Point-In-Time Counts has declined by 30 percent. Over the same time period, the numbers of unsheltered homeless individuals and families have trended downward to an even greater degree, dropping by nearly 50 percent.
- b) **DECLINE IN CHRONIC HOMELESSNESS:** The number of individuals and persons in families who report being chronically homeless has declined by 28.5 percent since 2007 and over 50 percent since its 2011 high.
- c) **INCREASE IN VETERANS IN PERMANENT SUPPORTIVE HOUSING:** Between 2010-11 and 2013-14, the number of homeless veterans receiving services in permanent supportive housing increased for both men and women. Overall, the total rose by 86 percent, while for men alone, the increase was 65 percent. Although this population is not sizeable, especially in comparison to the number who find themselves in emergency shelter, this sort of growth is an indication of the shift in programming that the federal Department of Housing and Urban Development (HUD) supports.
- d) **INCREASE IN WOMEN IN PERMANENT SUPPORTIVE HOUSING:** In the Balance of State Continuum of Care (BoS CoC), the homeless population in permanent supportive housing has increased overall. In this programming, however, the female population has grown somewhat more than men. For women the increase has been 34 percent, while that for men was 15 percent.
- e) **INCREASED HOUSING STABILITY:** Data indicate that individuals and persons in families given access to permanent supportive housing programming demonstrate a tendency to remain in this housing for a year or more. This contrasts favorably with tenure reported in relation to the time spent in the living accommodations on the night prior to entering homelessness programming.
- f) **THE BURDEN OF HOUSING COSTS:** Based on data compiled for a 2015 statewide housing needs assessment, there are five sections of Missouri where the housing cost burden estimated by the Bureau of the Census exceeds the federal standard for over 40 percent of the population. (This standard puts the threshold for onerous expenditure on housing at 30 percent of annual income.) In the Bootheel, for example, housing costs exceed this standard for 52 percent of the residents. In some counties and cities external to the metropolitan regions -- where housing cost burdens can be at their highest -- the rate can exceed 55 percent.

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<sup>1</sup> United States Census Bureau. "Census 2000 Urban and Rural Classification." Available online at: <https://www.census.gov/geo/reference/ua/urban-rural-2000.html>. Accessed February 26, 2016.

- g) **RENTAL SITUATIONS:** High percentages of BoS CoC homeless individuals and families tend to enter programming from stays with family and friends, from emergency shelter or from places unfit for human habitation. For example, in the case of individuals (adults without children) accepted into permanent supportive housing in 2013-14, nearly 48 percent spent the previous night in emergency shelter. Those who came from a private residence, however, most often had prior-night living accommodations in a rental situation – specifically, one without a subsidy to assist with housing costs. For individuals without children who entered emergency shelter in 2010-11, eight percent had previously been renting (without a subsidy). In the same period, this living situation applied to 26 percent of persons in families in emergency shelter.
- h) **FREQUENCY OF SUBSTANCE USE DISORDERS:** Among the BoS CoC subpopulations, the statistics for individuals and persons in families reporting substance use disorders has declined by 58 percent since 2013. Within this group, the number of unsheltered also declined by 24 percent.
- i) **VETERANS WITH DISABILITIES:** Data for veterans in permanent supportive housing indicate that a high percentage of this group have disabilities of some type. In two of the years for which data were examined, this was true for 100 percent of veterans receiving these services.
- j) **RACIAL DISTRIBUTION:** Given the distinct regional characteristics of Missouri, it is challenging to generalize about homeless individuals and families in relation to race. A comparison of demographic information for counties in the regions with comparable data for the homeless indicate that there are some racial disparities, despite the highly homogeneous population in many areas of the State. In the BoS CoC’s homelessness statistics, African Americans represented 18 percent or more of those in need of housing. In the region with the largest African American concentration, this group makes up roughly 26 percent of the residents. In nine of the remaining ten regions, however, the African American demographic constitutes less than ten percent of the population.

## 1) OVERVIEW

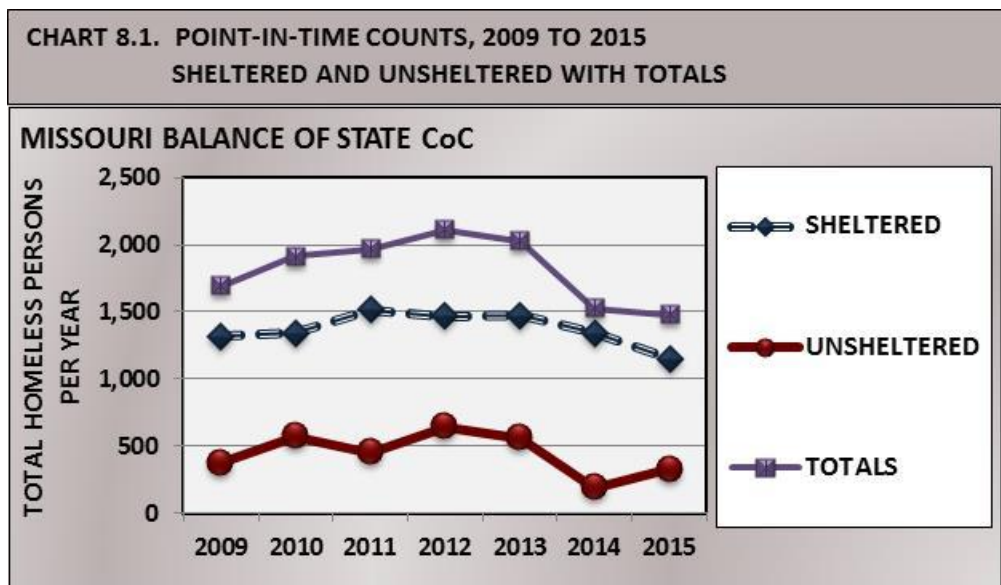
The Missouri Balance of State Continuum of Care (BoS CoC) serves the areas that lay outside of the state’s major metropolitan regions. The state varies widely in its socioeconomic character. Some counties are noted for a vibrant and growing economy – conditions that have been fostered in and around Farmington, for example – while other counties are economically depressed, as is exemplified by the Bootheel region.

Likewise, housing and demands on housing vary. In some counties, the preferences of developers has resulted in a proliferation of mini-mansions with a corresponding dearth of one- and two-bedroom homes. For low-income residents in some areas of the state, the best available rental units are in public housing due to the fact that they are maintained in accordance with federal standards.

A 1977 article took note of Missouri’s policy of delegating authority to certain local governments – either counties or municipalities – to establish and enforce building codes, but this authority pertains only to counties and municipalities of a certain size.<sup>2</sup> No codes were in place at the state level that would have statewide application, leaving implementation of guidelines for construction and maintenance up to local municipalities or counties. For villages (with populations of 250 or less) and Class 3 counties, there is the option of integrating building codes into local ordinances.

The BoS CoC coordinates homeless tracking and services through a structure made up of ten regions.

Each region is comprised of several counties within a sector of the CoC catchment area. Through the regions, the BoS CoC brings together local service providers and works with the county leads, volunteers who manage the Point-In-Time Count (PITC) activities.



<sup>2</sup> James Jay Brown. “Building Codes and Construction Statutes in Missouri.” 13 Urban Law Annual 81 (1977) Accessed February 26, 2016 at: [http://openscholarship.wustl.edu/law\\_urbanlaw/vol13/iss1/5](http://openscholarship.wustl.edu/law_urbanlaw/vol13/iss1/5). Current information available from the Construction Market Data website: <http://www.cmdgroup.com/building-codes/missouri/>. Accessed February 26, 2016.

Since 2012, total homeless individuals and families recorded in the BoS CoC counts have declined by 30 percent, as Chart 8.1 shows. Over the same time period, an even sharper decline has been seen in the segment of the population who are unsheltered, where the number have dropped by nearly 50 percent. The count for families and individuals who are experiencing chronic homelessness has decreased by an equivalent amount from this subpopulation’s high in 2011. The reduction since 2007 has been 28 percent.

**A. HOUSING AFFORDABILITY**

A 2015 Housing Needs Assessment for Missouri analyzed at length the extent to which residents in various regions of the state are cost overburdened in relation to their housing.

**TABLE 8.1. HOUSING COST BURDEN FOR CITY, COUNTY OR REGIONAL POPULATIONS AT OR ABOVE THE 30 PERCENT CRITERION BY MISSOURI BALANCE OF STATE COC REGIONS<sup>3</sup>**

Balance of State Region	County	City	Other	2012 Pct of Population	Pct Change since 2008
5	Boone			60%	+ 10%
5	[Camden, Miller]	Lake Ozark		51%	+ 9%
5	[Phelps]	Rolla		47%	+ 5%
5	Montgomery			46%	+ 7%
5	[Cole]	Jefferson City		37%	+ 10%
7	[Butler]	Poplar Bluff		57%	+ 5%
1	Franklin			50%	+ 6%
1	Ste. Genevieve			49%	+ 6%
1	Jefferson			47%	+ 11%
1	Cape Girardeau			46%	+ 2%
4			Northwest	48%	+ 7%
4	Platte			46%	+ 15%
4	Clay			46%	+ 14%
9	[Polk]	Bolivar		50%	+4%
9			Southwest	49%	+ 6%
9	[Vernon]	Nevada		44%	- 1%
3	[Randolph]	Moberly		44%	+ 2%
3			Northeast	42%	- 3%
10	[Johnson]	Warrensburg		54%	+ 13%
10	[Cass]	Harrisonville		38%	- 5%
6			Bootheel	52%	+ 2%
8			South Central	48%	+ 5%

Source: MHDC Housing Needs Assessment Report, 2015. See Page 57, Table 3-2.3. No areas in Region 2 were listed in the source table.

<sup>3</sup> Balance of State regions can be viewed at the Institute for Community Alliances website located at: <http://www.icalliances.org/missouri-state-continuum/>. Accessed January 24, 2015.



The report acknowledges that the cost of housing can have a disparate effect on different sectors of the population, contingent on disability status, who is head of household, the race or ethnicity of the household, age and even veteran status.<sup>4</sup>

In evaluating the cost burden status, the report examined the percent of the population in selected cities, counties and regions that census data indicate are cost overburdened, based on the 30 percent criteria adopted by the U.S. Department of Housing and Urban Development (HUD)<sup>5</sup>. The results are summarized in a slightly different fashion in Table 8.1 above.

The 2015 needs assessment report focused on the percent change between 2008 and 2012. Table 8.1 presents the same data, grouped by each BoS CoC region and further organized by percent of the population within the geography that met HUD's cost-burdened criteria.

The table shows the most cost overburdened areas (either county or city) in each region. In some cases, the statistic refers to the region as a whole. It should be noted that these data are based on Census Bureau calculations. Since the Census Bureau uses median income as the standard for determining the portion of income expended on housing in a geographic area, the size of these percentages is significant. For the population with incomes below the median, the burden will be of much greater magnitude.

The most sizeable percentage of cost-burdened population is found in Boone County. Even its 2008 value would have put it among the places with the greatest number of cost-burdened in the population. Setting aside conditions in Boone County's rural areas, Columbia is known to have several prerequisites for a hot housing market, in this case rental: competition for affordable apartments, elimination of older, less costly units and an interest among developers in building luxury student housing.

The expense of a rental situation is of greatest relevance to persons in families and individuals who are homeless. The next section discusses this issue in more detail.

## **B. HOMELESS COMING FROM PRIVATE RESIDENCES**

Based on Annual Homelessness Assessment Report (AHAR) data, few homeless persons in families or individuals spend the night prior to entering programming, regardless of type, in a private residence that they either rent or own.

Table 8.2 summarizes the data recorded on the number of renters versus owners entering the BoS CoC homeless programs. While the overall percentages in relation to the total homeless population tend to be small, as Table 8.3 illustrates, the most sizeable group is the one including renters with no subsidy to assist with housing expenses.

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<sup>4</sup> *MHDC Housing Needs Assessment Report*. See Table 3.2-8, p. 61. Accessed January 24, 2016 from an online source: <https://pprc.umsl.edu/pprc.umsl.edu/data/MHDC-final-report1.pdf>.

<sup>5</sup> HUD uses a benchmark to determine if a household is cost over-burdened in relation to housing. This criteria stipulates that a household is considered as having an excessive housing cost burden if 30 percent or more of income is expended on rent or mortgage and utilities.

**TABLE 8.2. COUNT OF HOMELESS ENTERING SHELTER OR HOUSING FROM A PRIVATE RESIDENCE, BY RESIDENCE TYPE (SUBSIDIZED OR UNSUBSIDIZED)  
MISSOURI BALANCE OF STATE COC**

	EMERGENCY SHELTER PERSONS IN FAMILIES				EMERGENCY SHELTER INDIVIDUALS				TRANSITIONAL HOUSING PERSONS IN FAMILIES				TRANSITIONAL HOUSING INDIVIDUALS				PERMANENT SUPPORTIVE HOUSING PERSONS IN FAMILIES				PERMANENT SUPPORTIVE HOUSING INDIVIDUALS				
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	
<b>FORMER RENTERS</b>																									
RENTAL (NO SUBSIDY)	0	NO DATA			88	83	91		4	3	NO DATA			NO DATA				6	9	10	6	30	7	6	3
RENTAL (OTHER SUBSIDY)	47	NO DATA			0	7	5	NO DATA	0		NO DATA			NO DATA				0	0	0	0	6	1	1	0
RENTAL (VASH SUBSIDY)	0	NO DATA			0	2	3		0	0	NO DATA			NO DATA				0	0	0	0	0	0	0	0
<b>HOMEOWNERS</b>																									
OWNED (WITH SUBSIDY)	0	NO DATA			0	0	0	NO DATA	0	0	NO DATA			NO DATA				1	0	0	0	0	0	0	0
OWNED (NO SUBSIDY)	47	NO DATA			14	7	5	NO DATA	1	1	NO DATA			NO DATA				1	1	0	0	0	3	3	1
<b>TOTALS*</b>	225	NA	NA	NA	1,114	1,834	1,630	NA	50	81	NA	NA	NA	NA	NA	NA	240	261	314	339	107	491	497	512	
*Totals represent the number of homeless individuals in each category who reported where they had spent the previous night. In some years, few of the homeless were able or chose to report this information.																									

Table 8.3 provides statistics in reference to the previous table. This table highlights the impact that lack of a subsidy or other financial support may have on rental or homeownership situations.

**TABLE 8.3. PREVIOUS NIGHT STAY IN PRIVATE RENTAL HOUSING AS COMPARED TO OWNED UNITS  
MISSOURI BALANCE OF STATE COC**

	RENTAL [NO SUBSIDY]				OWNED [NO SUBSIDY]			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
EMERGENCY SHELTER -- PERSONS IN FAMILIES	0.0%				<b>21.0%</b>			
EMERGENCY SHELTER -- INDIVIDUALS	<b>7.9%</b>	4.5%	5.6%		1.3%	0.4%	0.3%	
TRANSITIONAL HOUSING -- PERSONS IN FAMILIES	<b>8.0%</b>	3.7%			2.0%	1.2%		
PERMANENT SUPPORTIVE HOUSING -- PERSONS IN FAMILIES	2.5%	3.4%	3.2%	1.8%	0.4%	0.4%	0.0%	0.0%
PERMANENT SUPPORTIVE HOUSING INDIVIDUALS	<b>28.0%</b>	1.4%	1.2%	0.6%	0.0%	0.6%	0.6%	0.2%

Comparison with the percentage of families or individuals who stayed in an owned housing unit, also without support from a subsidy, shows the greater prevalence of former renters. With the exception of 2010-11 data for families in emergency shelter, percentages of the total population residing in a house are much lower, at under two percent or less.

This suggests how crucial financial support can be in maintaining permanent housing. Although not the only group needing assistance, renters appear to be most vulnerable, particularly those who are on disability. Such programs as the Missouri Housing Trust Fund Rental Assistance Program have addressed this need.<sup>6</sup> It also points to the limited extent that homeless individuals and families have the sort of control over their housing situation that comes from having a private residence.

## 2) STATUS OF HOMELESSNESS IN THE MISSOURI BALANCE OF STATE COC

### A. HOMELESSNESS IN THE CONTEXT OF SELECTED FUNDING RESOURCES

In 2009 among the allocations under the Homelessness Prevention and Rapid Re-housing (HPRP) stimulus program was an allocation to the “Missouri State Program” for \$12 million dollars.<sup>7</sup> All funds were to be expended within three years from the date of distribution.<sup>8</sup> Under the Emergency Solutions Grant funding, the BoS CoC has continued to receive funding for HPRP activities, most notably Rapid Re-housing.

<sup>6</sup> Funding has been provided to human services agencies through the Missouri Housing Trust Fund. Information accessed January 25, 2016 at: [http://www.mhdc.com/housing\\_trust\\_fund/MHTF-info.htm](http://www.mhdc.com/housing_trust_fund/MHTF-info.htm).

<sup>7</sup> Source: <http://portal.hud.gov/hudportal/HUD?src=/recovery/programs/homelessness>. Accessed January 23, 2016.

<sup>8</sup> See: <https://www.hudexchange.info/programs/hprp/hprp-requirements/>.

Chart 8.2a and 8.2b on the following page compare the infusion of funds allocated to the BoS CoC with the trends in homelessness, by program. Several points can be noted from what is shown.

- The most sizeable funding component has been permanent supportive housing. (Although Shelter Plus Care is shown separately, it also falls into the category of permanent supportive housing, but is administered by the Department of Mental Health.)
- The AHAR statistics presented in Chart 8.2a (upper section) depict a significant decline (by over 50 percent) in the total population of homeless individuals and families. While it appears that the character of its funding has enabled the BoS CoC to shift the focus of its services to permanent supportive housing, data administrators for the BoS CoC indicate that demand for emergency shelter among homeless persons in families has been limited.

One possible reason for this is related to points made earlier about the rural nature of many of the 101 counties that make up the BoS CoC regions. Shelters may be 20 to 30 miles from the location of a family or individual needing homeless services. (This is addressed in greater detail in Section 2)D.) Few public transportation services provide coverage to rural areas at a distance from cities.<sup>9</sup> Also, for many seeking shelter in a facility may be a last resort, and only chosen as an option if family, friends or other alternatives are unavailable.

- This may be a contributing factor and may help to explain why PITCs indicate emergency shelter usage has remained fairly flat, declining by just eight percent between 2010 and 2015, despite a perceived need. The ranks of the unsheltered have become less populated, with a 43 percent decline over the same period, although the drop was even larger (67 percent) at the 2014 count. The numbers in transitional housing have declined as well, by 25 percent.
- Trends in program planning and particularly funding also predicate delivery of homelessness services. Chart 8.2b depicts federal Continuum of Care funding awards from 2009 to 2014. With the bulk of funding going to permanent supportive housing and Shelter Plus Care – also considered a permanent supportive housing program – the resources reflect the philosophical commitment to permanent housing as opposed to non-permanent (such as transitional housing).
- This is underscored at the state level with the 32 percent decline in emergency shelter support since 2013. This pertains to Emergency Solutions Grant funding only, as reported in the Funding Approvals Report provided by MHDC’s website.<sup>10</sup> It’s also true, however, that there have been comparable declines in state funding for homelessness prevention and Rapid Re-housing.

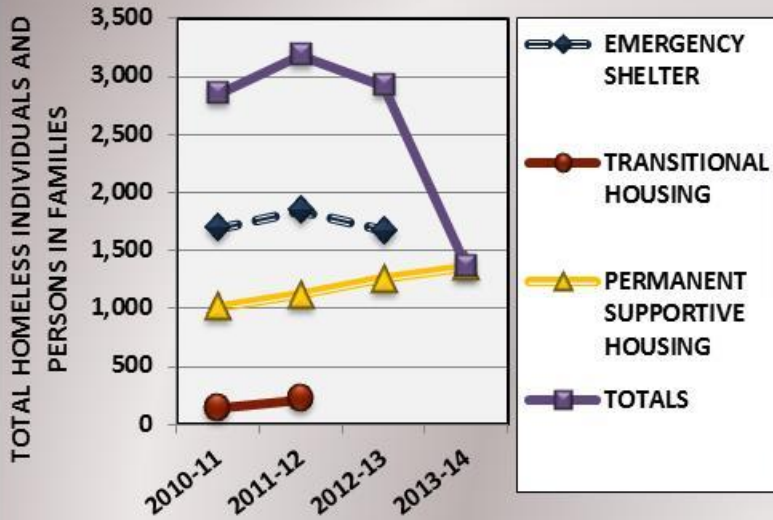
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<sup>9</sup> Missouri Balance of State data portal “Notes Report” posted to HDX for 2010-11 and 2011-12.

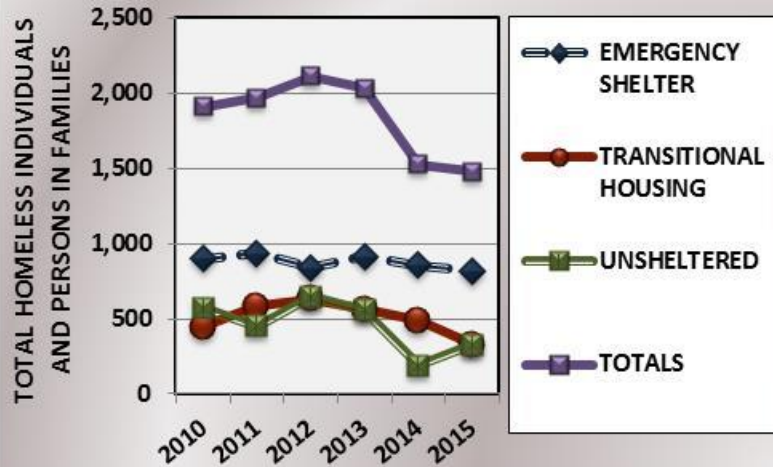
<sup>10</sup> Missouri Housing Development Corporation, Community Initiatives, Emergency Solutions Grant Program Funding Approvals. Accessible by funding cycle. Accessed online February 22, 2016 at: <http://www.mhdc.com/ci/esg/index.htm>.

**CHART 8.2a. HOMELESSNESS TOTALS**  
MISSOURI BALANCE OF STATE CoC

**ANNUAL HOMELESS ASSESSMENT REPORT DATA**

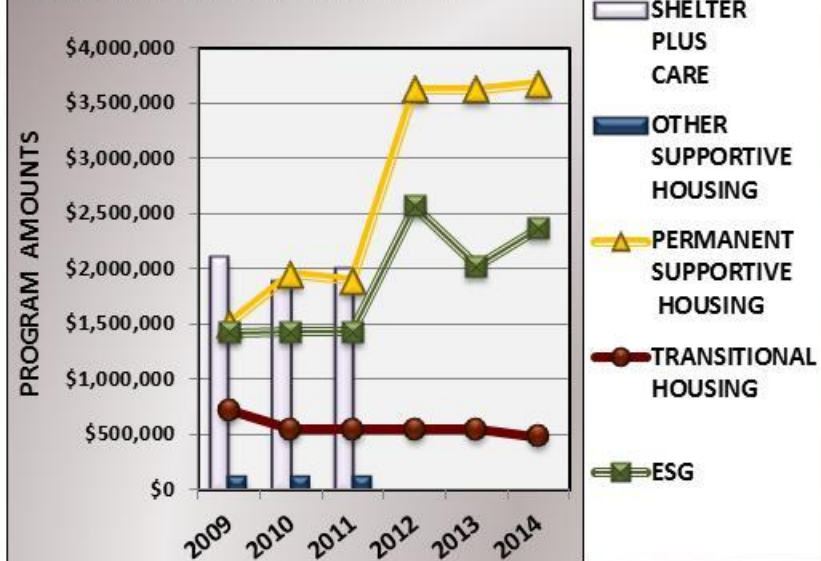


**POINT-IN-TIME COUNT DATA**



**CHART 8.2b. FUNDING FOR HOMELESS PROGRAMS**  
MISSOURI BALANCE OF STATE CoC

**CONTINUUM OF CARE FUNDING**



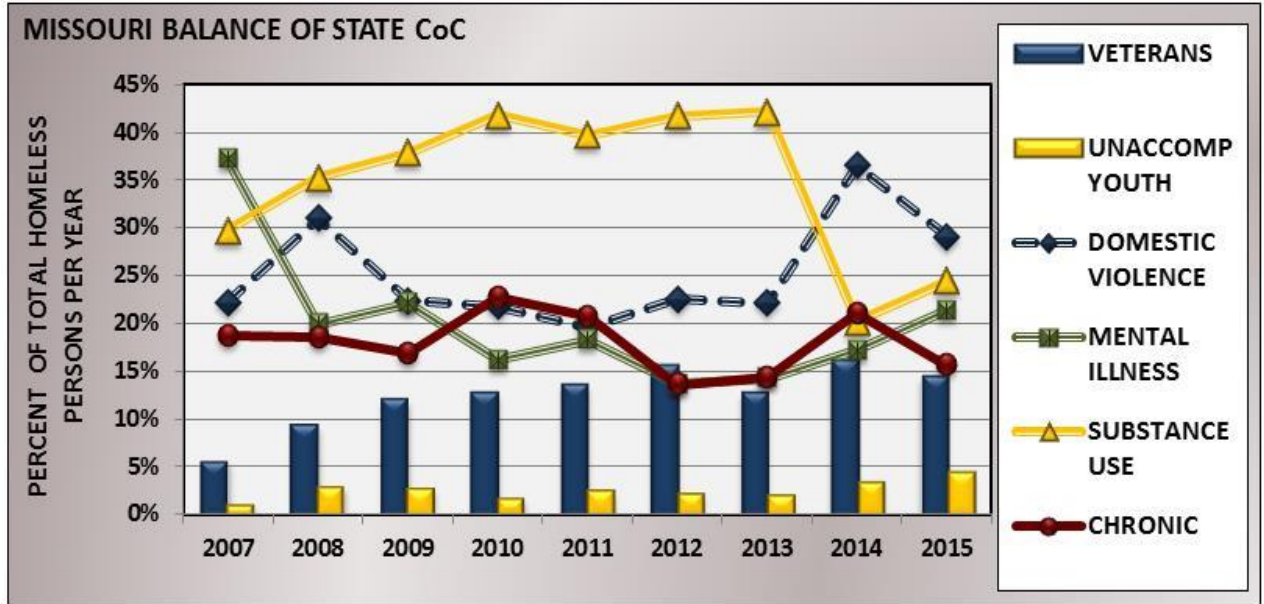
STATE AND OTHER FUNDING COMPONENTS	2013	2014	2015
<b>Emergency Solutions Grant</b>			
*Emergency Shelter	\$922,417	\$834,950	\$628,719
*Homelessness Prevention	\$563,634	\$409,426	\$377,618
*Rapid Re-housing	\$159,940	\$123,221	\$114,413
*Street Outreach	\$55,119	\$87,919	\$55,882
<b>Grand Total</b>	<b>\$1,837,433</b>	<b>\$1,455,516</b>	<b>\$1,176,632</b>
<b>HOUSING FIRST</b>	<b>\$139,000</b>	<b>\$69,020</b>	<b>\$41,400</b>
<b>SSVF</b>		<b>\$751,500</b>	
<b>Family &amp; Youth Svcs Bureau</b>	<b>\$359,999</b>		

\*Funding for HMIS and administration not listed. Data obtained from <http://www.mhdc.com/ci/esg/index.htm>

**B. SUBPOPULATIONS FROM POINT-IN-TIME COUNTS**

For the BoS CoC, there have been some notable changes in the distribution of subpopulations among homeless individuals and persons in families.

**CHART 8.3. SUBPOPULATION TRENDS: 2007-2015 POINT-IN-TIME COUNTS  
PERCENTAGE OF TOTAL HOMELESS PERSONS, ALL HOUSEHOLDS**



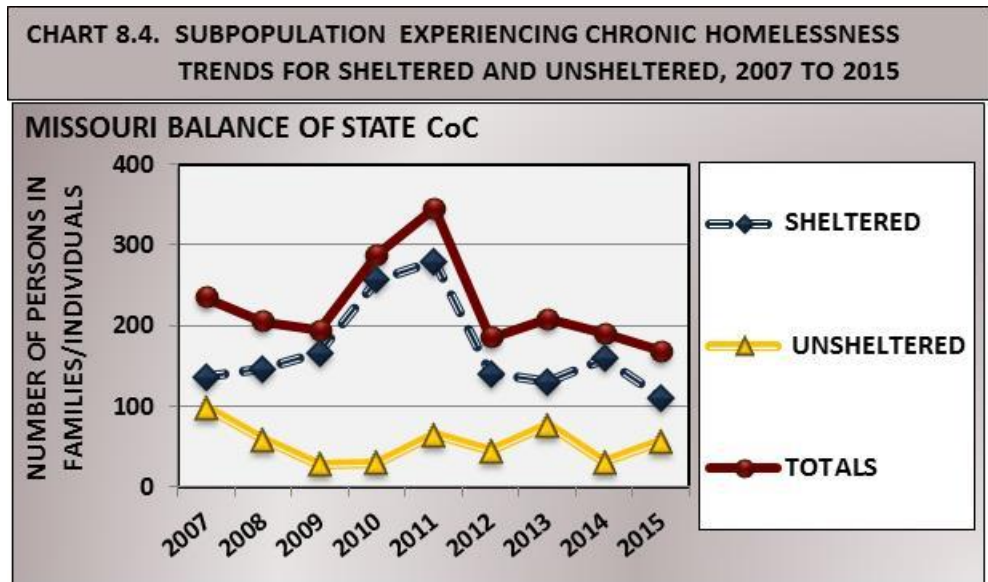
	DOMESTIC VIOLENCE		MENTAL ILLNESS		SUBSTANCE USE		VETERANS		UNACCOMPANIED YOUTH		PERSONS WITH HIV/AIDS		CHRONIC	
	Shelt	Unshelt	Shelt	Unshelt	Shelt	Unshelt	Shelt	Unshelt	Shelt	Unshelt	Shelt	Unshelt	Shelt	Unshelt
2007	239	0	400	0	320	0	58	0	8	0	30	0	136	99
2008	251	34	94	89	244	80	56	28	19	6	1	0	146	59
2009	201	20	148	71	327	48	90	27	22	3	0	1	166	28
2010	207	19	75	93	367	68	104	26	16	0	2	1	257	30
2011	259	18	134	124	418	144	157	33	32	0	2	0	280	65
2012	245	33	102	66	437	78	162	29	24	1	1	1	140	45
2013	270	27	112	79	477	89	139	29	22	2	2	0	131	77
2014	266	14	113	19	126	29	112	10	22	2	5	1	159	31
2015	268	15	142	66	170	68	107	32	37	3	0	3	111	57

Source: Continuum of Care Homeless Assistance Programs: Homeless Populations and Subpopulations for years 2007 to 2015. Downloaded from <https://www.hudexchange.info/manage-a-program/coc-homeless-populations-and-subpopulations-reports/> December 9, 2015.

As is illustrated in Chart 8.3, the numbers have improved in several areas:

- **CHRONIC HOMELESSNESS:** Trends in sheltered chronically homeless are shown below (Chart 8.4).

Since 2007, totals for chronically homeless families and individuals have decreased by 28.5 percent. Between 2007 and 2015, the reduction in the count for unsheltered chronically homeless families and individuals was 22 percent.



The total for this

group reached its high in 2011. By 2015, it had declined from that point by 42 percent.

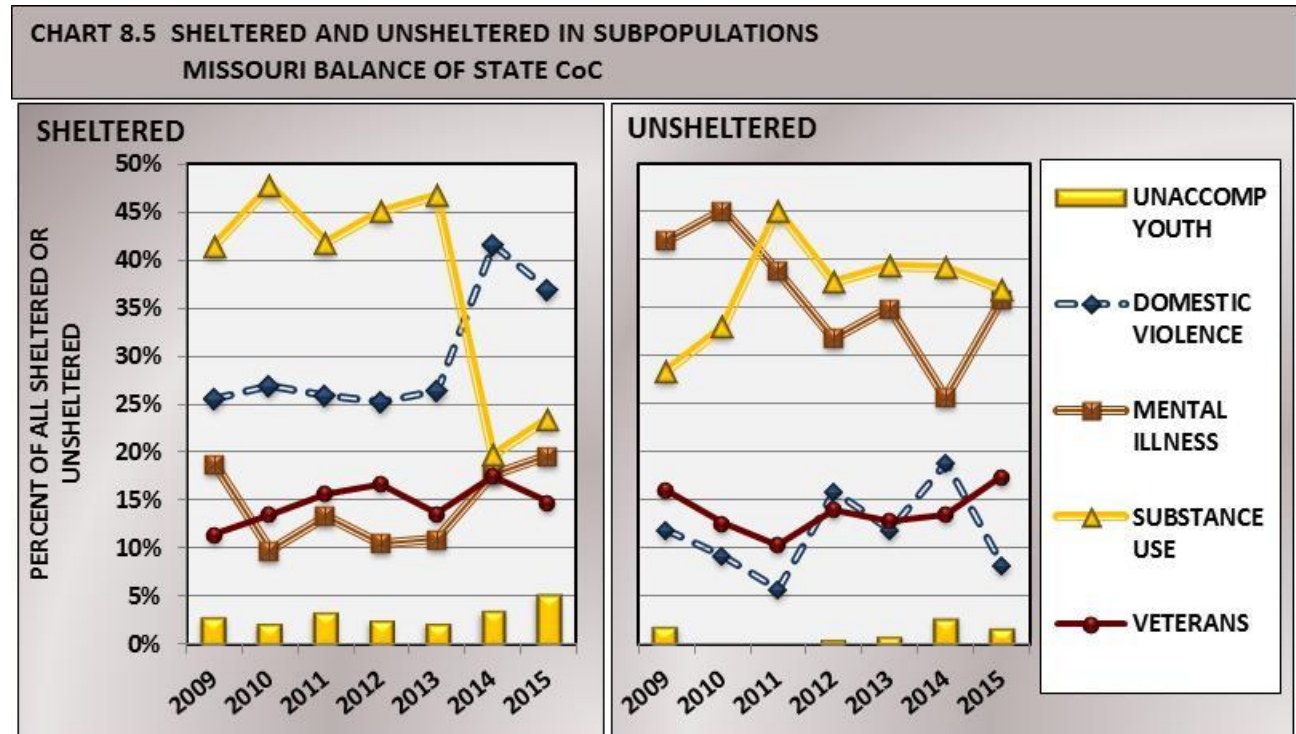
- **SUBSTANCE USE DISORDERS:** Homeless individuals and persons in families reporting substance use disorders have reduced their frequency by 58 percent since 2013. This includes a 24 percent decrease in those who are unsheltered. The proportionate share of this subpopulation among the total population experiencing homelessness has declined to 25 percent.
- **MENTAL ILLNESS:** Although symptoms of mental illness appear to affect a growing proportion of the total homeless population in the BoS CoC catchment area, frequencies have dropped, from a total of 400 in 2007 to 208 in 2015. This represents a decline of 48 percent. Chart 8.3’s data table indicates that this subpopulation has previously reached even lower levels: for example, in 2014 when it totaled 132.

Some of the groups have had increases in their count or the count has displayed more variability:

- **DOMESTIC VIOLENCE:** The individuals and adults in families reporting a background with domestic violence increased by 18 percent between 2007 and 2015. Totals for the subpopulation have remained near the 2015 figure since 2011, although in 2013 the count spiked to 297. Change from this level in 2015 represents a decline of four percent.
- **VETERANS:** Veterans have increased their presence among homeless individuals and, to a lesser extent, among families since 2007. Their numbers reached a highwater mark in 2012. Since that level was reached, there has been a decline of 27 percent. The changes that have occurred have principally taken place in relation to the sheltered. Numbers for the unsheltered have remained fairly constant since 2008, with the exception of 2014 when the level dropped by 65 percent over its previous, consistently maintained value.

- **UNACCOMPANIED YOUTH:** Although the number of unsheltered in this group has remained at a low level, totals for unaccompanied youth have increased. Over the period from 2007 to 2015, the most frequent count for this category has been 24 to 25. In 2013 and 2014 it was at 24, which renders the change in 2015 (to 37) a 67 percent increase. The frequencies, however, have consistently been small.

Marked differences are evident from a comparison of sheltered and unsheltered homeless individuals and families and their relative proportions among other subpopulations (Chart 8.5).



- From 2009 to 2013 those most likely to be sheltered were individuals or persons in families who reported having a substance use disorder, followed by the group with domestic violence incidents in their background. The proportion for the substance use disorder group declined sharply (by 25 percent) in 2014 while the proportion for domestic violence survivors increased.
- A sizeable share of the unsheltered population was likely to report difficulties with substance use disorders, although the frequencies were much lower than for the sheltered. Up to 2011, the numbers for those experiencing symptoms of mental illness exceeded the totals for unsheltered who acknowledged a substance use disorder.



**C. GENDER DEMOGRAPHICS**

In the BoS CoC, among the ranks of individuals without children, permanent supportive housing has a relatively equal proportion of males to females, with a slight predominance of males. Chart 8.6 illustrates this, as it does the discrepancy in the other household type. With respect to persons in families, the proportion is heavily weighted in favor of females. Among this group, in the years 2010-11 to 2013-14, the ratio of women to men is roughly four to one.

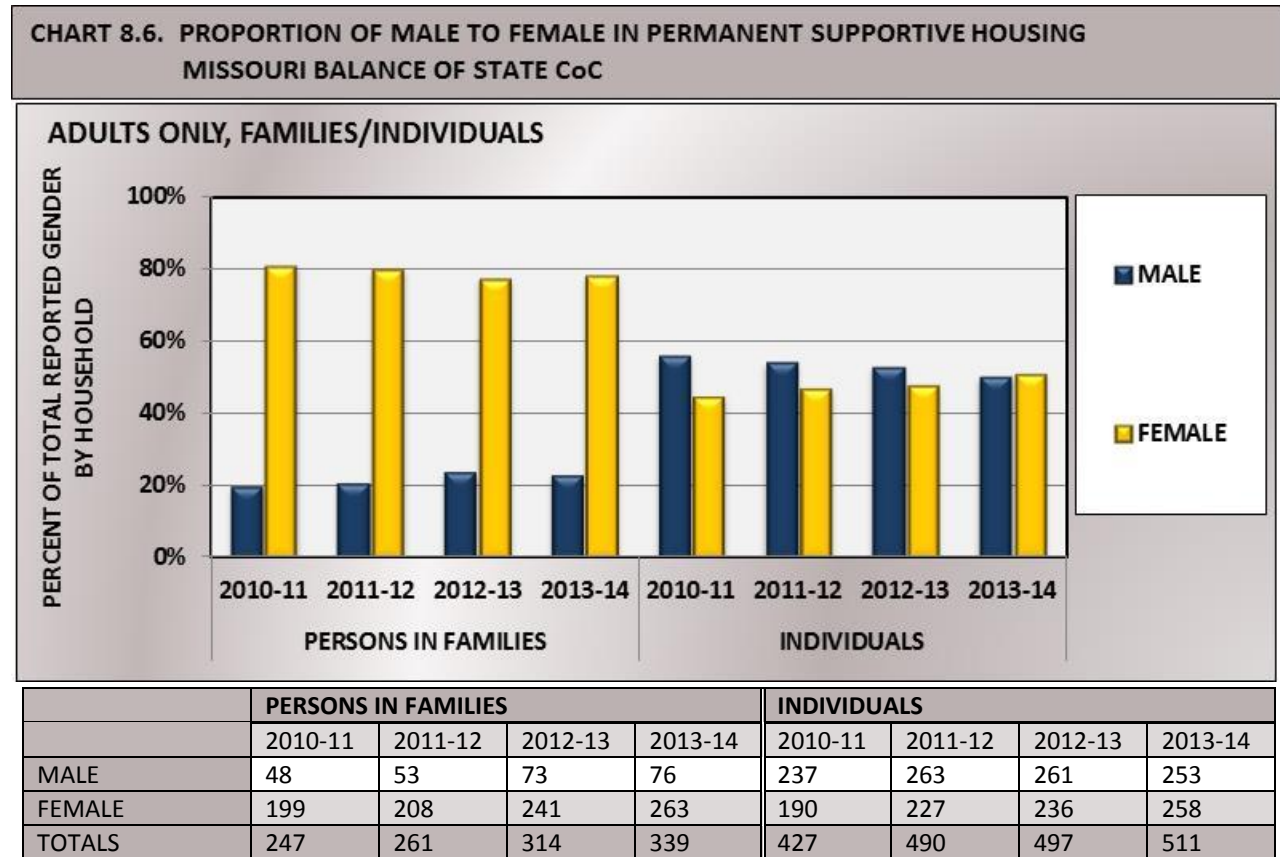
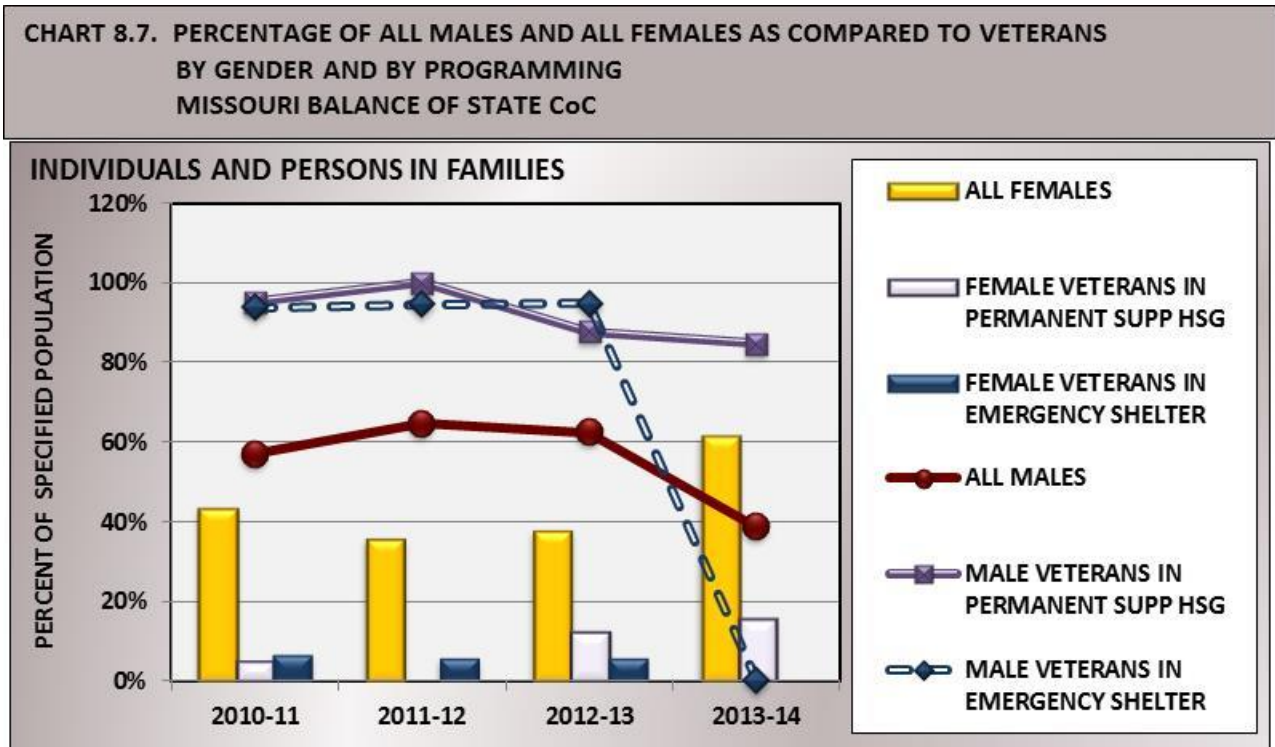


Chart 8.7 provides a comparison of statistics for all men and women in the BoS CoC homeless population with veterans in the same population, according to gender usage of program facilities. The table below the chart provides additional details on the veteran subpopulation.

- The number of veterans in emergency shelter has remained relatively constant over the three-year period for which there is data. This is not the case for males in general. Although not depicted in Chart 8.7 but represented in the data table, totals for men in this programming venue increased by 41 percent between 2010-11 and 2011-12. Although the total dropped in the following year, it remained 20 percent higher than the 2010-11 number. Given the timing, there may have been a ripple effect from the Joplin tornado that had an impact of Balance of State numbers. Although the counties south of Joplin (McDonald) or north (Barton) were not directly affected by the tornado, there may have been displaced individuals or families from the Joplin area seeking shelter in communities located in these or other adjacent areas.

- While the population of homeless individuals and families in permanent supportive housing increased between 2010-11 and 2013-14, growth was more extensive for women. The number of males went up by 15 percent whereas the increase for women was twice that, at 34 percent.
- Among veterans, women are present in small numbers as compared to men. This is particularly true in emergency shelter. Also, the number of veterans in permanent supportive housing is small as compared to those who have received shelter services, but the numbers for women are in single digits.



- In permanent supportive housing, however, numbers for homeless veterans are clearly on the increase for both men and women. Overall, between 2010-11 and 2013-14, the total number served increased by 86 percent. For men alone, the increase was 65 percent.

**D. ACCESS TO SHELTER**

The rural character of most Balance of State regions creates different dynamics in the need for and use of homeless services than is found in the State’s major metropolitan areas. Posted to the BoS CoC HDX portal, notes from the CoC’s HMIS manager in relation to the 2015 data attempt to explain some of the complicating factors that may influence the perception of available bed space.

- **GEOGRAPHIC LOCATION OF SHELTERS:** The concentration of shelters in the more populous areas of a county or region may limit usage due to lack of access to transportation.

- **TARGET POPULATIONS:** The missions of specific service providers may designate groups they intend to serve: for example, domestic violence survivors. They may not be equipped or authorized to handle other types of homeless individuals. In these cases, there may be available beds that have not been taken up by needs of the target population and consequently affect the utilization rates.
- **RURAL DEMOGRAPHICS:** The low population count in many rural areas will naturally reduce demand, even where individuals may struggle to come up with rent or mortgage payments.

Table 8.4 provides a listing of selected shelters or housing programs in each of the BoS CoC regions, along with small towns or cities within the same or adjacent counties where the income levels would create an environment conducive to homelessness. The areas were chosen based on median incomes that are \$15,000 to \$25,000 below the median income for the State of Missouri.<sup>11</sup>

The table supplies ample evidence of the distances that may present an impediment to individuals living in outlying areas who need emergency shelter or access to other homelessness programming. Without use of a car, even a distance as small as four miles can be daunting, particularly to women with small children or people who are grappling with a disability. Some communities may have public transportation, particularly communities where community action agencies are based. But such transportation may be strictly limited to services for senior citizens or the disabled, and/or may only operate only during set hours of the day.

A factor related to rural demographics is the distinct nature of rural culture. Like availability of transportation, this may vary from community to community. The assumption that in rural areas neighbors look after neighbors, or that churches will actively support anyone in need, may be fairly accurate. It may also obscure abuses. Rural communities are no different than metropolitan areas in having landlords who may capitalize on housing shortages at the expense of tenants. As a state, Missouri has few statutes that safeguard renters against landlords who charge market rates for housing that is deteriorated and, in areas where housing codes are enforced, would be subject to code violations.

It is also true that in some communities there are prejudices against anyone who is poor; that those who live at a level that is viewed as substandard have elected this sort of lifestyle and brought it on themselves by being lazy and not wanting to work.

Those who need support with housing may feel this stigma.

These considerations may shed light on what appears to be a large surplus of bed space, as shown in Chart 8.8. This chart presents total available bed space from the PITCs conducted from 2009 to 2015 and compares these data with sheltered and unsheltered totals over the same period.

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<sup>11</sup> Income data obtained from county analyses at City-Data.com: <http://www.city-data.com/>.

**TABLE 8.4. SAMPLE OF SHELTERS IN SELECTED COUNTIES, BY MISSOURI BALANCE OF STATE REGION, WITH DISTANCES FROM POINTS OF ORIGATION**

*Note: Communities located in counties adjacent to the shelter county have the county location shown in parentheses.*

REGION NUMBER	SHELTER NAME	COUNTY	CITY LOCATION	DESCRIPTION	POINTS OF ORIGATION	DISTANCE TO SHELTER
1	COMTREA	Jefferson	Festus	Serves women with children in the Jefferson County area	Herculaneum DeSoto Barnhart Imperial Fenton	4.5 miles 14 miles 12 miles 17 miles 25 miles
1	Jefferson County Rescue Mission	Jefferson	Peveley	Housing assistance and food pantry	Arnold	10.5 miles
1	Shared Blessings	St. Francois	Bonne Terre	Temporary housing & shelter	Farmington	11.5 miles
1	Salvation Army of Iron County	Iron	Ironton	Emergency and temporary shelter. Some motel vouchers for homeless.	Bismarck Des Arc	13 miles 28 miles
2	Avenues	Marion	Hannibal	Shelter and supportive services for women	Palmyra	12.9 miles
3	Victim Support Services Kirksville Domestic Violence Shelter for Women	Adair	Kirksville	Domestic violence shelter. Safe House for a stay of up to 30 days. Serves Adair, Knox, Macon, Putnam, Schuyler, Scotland and Sullivan Counties.	Edina (Knox) Winigan (Sullivan) Lancaster (Schuyler) Unionville (Putnam) Memphis (Scotland) New Cambria (Macon)	25.1 miles 25.3 miles 25.5 miles 38.0 miles 38.4 miles 50.4 miles
4	Hope Royale	Harrison	Bethany	Men only shelter. Faith-based transitional housing. Services available for 3 to 12 months.	Ridgeway Eagleville Cainsville	11 miles 15 miles 23 miles
4	SALT – Simply Achieving Life’s Triumphs	Livingston	Chillicothe	Only emergency shelter in 15-county area. Average stay 16.5 days. Capacity: 13.	SEE DESCRIPTION	
5	Lake Area Helping Hands	Camden	Camdenton	Emergency shelters and transitional housing for men, women, children and families.	Mack’s Creek	12.9 miles
5	Center of Hope – Jefferson City Homeless Shelter	Cole	Jefferson City	40-bed shelter for men and women and families with children.	Holl’s Summit (Callaway)	6.9 miles
5	St. Francois Catholic Worker - Columbia	Cole	Columbia	Individual shelters for men and women. St. Francis House for men has 10-12 beds. Lois Bryant House for women is an emergency shelter with a stay of 72 hours.	Centralia Sturgeon Holl’s Summit (Callaway)	24 miles 24.4 miles 33.3 miles
5	Our House: Caring for Callaway’s Homeless	Callaway	Fulton	Provides emergency and transitional housing for abused men and women.	Holl’s Summit	18.5 miles
6	The Guardian Angel Overnight Shelter	Scott	Sikeston	Emergency shelter for homeless and transient men, women and children	Vanduser Chaffee	11.9 miles 23.5 miles

REGION NUMBER	SHELTER NAME	COUNTY	CITY LOCATION	DESCRIPTION	POINTS OF ORIGATION	DISTANCE TO SHELTER
6	Delta Area Economic Opportunity Corporation	New Madrid	Portageville	Domestic Violence/Homeless Shelter consists of six units. Shelter offers temporary housing for 30 days. Transitional Housing can extend from 30 days to 2 years.	Howardville Libourn Gideon Parma	11.5 miles 13.2 miles 14.0 miles 22.7 miles
7	United Gospel Rescue Mission	Butler	Poplar Bluff	Men only emergency shelter. Has a three day transient program. Serves Butler and surrounding counties.	Fisk Qulin Neelyville	10.7 miles 14.7 miles 18.7 miles
7	Ozark Family Resource Agency	Ripley	Doniphan	Rapid Re-housing Program. Also scattered site permanent housing for homeless people with disabilities. Domestic Violence Crisis Shelter. Serves Butler, Carter, Oregon, Reynolds, Ripley, Shannon and Wayne Counties.	Poyner Pratt Fairdealing Naylor Hunter (Carter) Alton (Oregon) Greenville (Wayne) Eminence (Shannon)	9.7 miles 10.0 miles 13.5 miles 14.2 miles 21.7 miles 38.9 miles 58.1 miles 73.4 miles
8	COPE ( Creating Opportunities for Personal Empowerment) of Lebanon	Laclede	Lebanon	Emergency shelter for women, men, and their children. Short-term housing as well as other supportive services. 35 beds.	Phillipsburg Conway	12.2 miles 17.0 miles
8	Silverleaf of the Ozarks	Ozark	Gainesville	Homeless shelter, emergency and transitional housing. Residential program, outreach services and shelter for victims of domestic violence and sexual assault in Ozark County and surrounding areas.	Theodosia	15.0 miles
9	FAITH (Families Assisted in Transitional Housing)	Henry	Clinton	Short term, temporary housing for families and individuals.	Windsor Ionia (Benton)	19.2 miles 32.6 miles
9	Good Samaritan A.K.A Lamar Area Christian Ministries	Barton	Lamar	Provides homeless motel vouchers	Golden City Arcola (Dade) Nevada (Vernon)	17.2 miles 26.8 miles 28.4 miles
10	The Lighthouse Shelter	Saline	Marshall	Emergency shelter and additional supportive services. Serves Saline and surrounding counties.	Slater Nelson	12.9 miles 18.5 miles
10	Show Me Christian Youth Home	Pettis	LaMonte	Leadership U is a youth home where young adults will learn life, planning, and job skills. Includes 10 homes in five locations.	Knob Noster (Johnson) Sedalia	8.1 miles 12.7 miles

The totals for sheltered and unsheltered appear to be well-below the number of beds available for use.

The data table underscores the fact that even if seasonal and overflow beds are excluded, a surplus remains, exceeding the totals of sheltered and unsheltered.

The bed total has increased as programming emphasis has shifted.

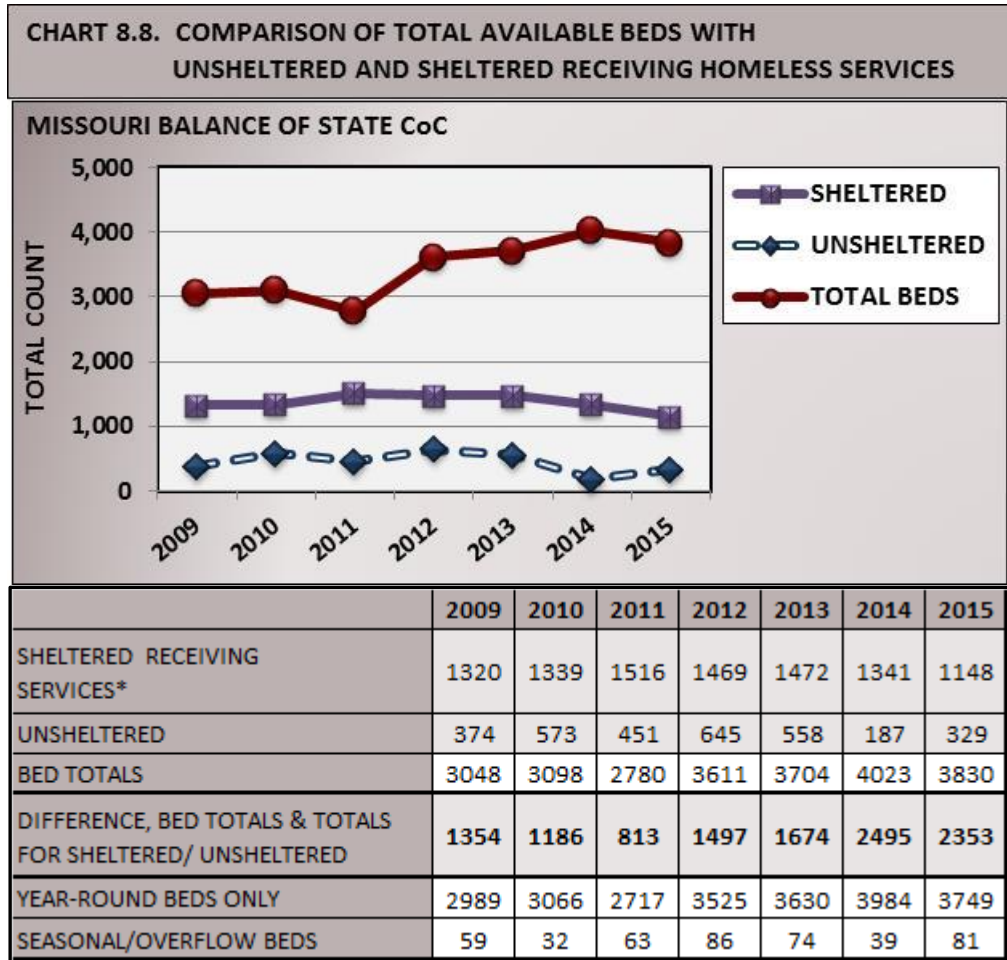


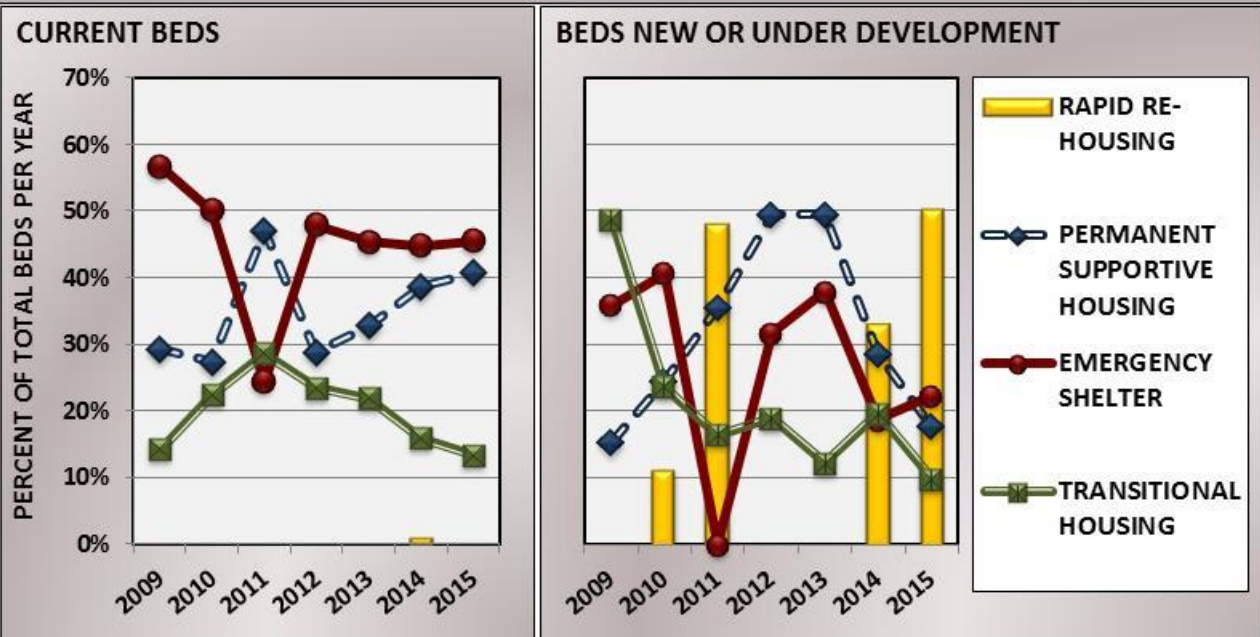
Chart 8.9 below illustrates the percentage of current beds in each year that were associated with the four major current programs: Rapid Re-housing; Permanent Supportive Housing; Emergency Shelter; and Transitional Housing.<sup>12</sup> (Corresponding numbers are provided in the data table.) The chart also supplies details on beds that were either new or under development in the 12 months prior to the date of the PITC.

The chart illustrates the growing importance of permanent supportive housing resources. Although the trend lines show permanent supportive housing bed tallies peaking in 2011, as well as surpassing emergency shelter beds by approximately 20 percent, the proportion has grown steadily since 2012, while emergency shelter beds have remained flat over the same period.

With respect to beds that are new or under development, Rapid Re-housing has grown in importance. In 2014 and 2015, this was the category with the highest number of new beds.

<sup>12</sup>Beds designated as Safe Haven have been combined with Transitional Housing. Similarly, any HPRP have been combined with Rapid Re-housing.

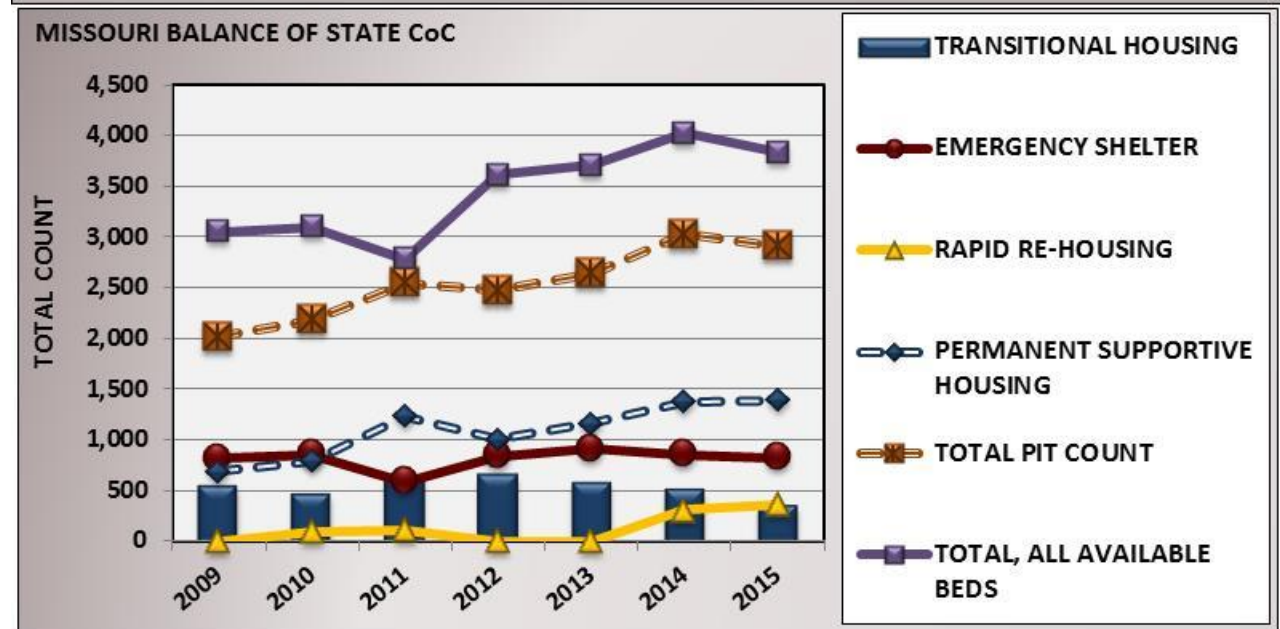
**CHART 8.9. CURRENT BEDS BY PROJECT, WITH BEDS ADDED OR UNDER DEVELOPMENT PER YEAR  
MISSOURI BALANCE OF STATE HOUSING INVENTORY DATA, 2008 TO 2015**



	CURRENT BEDS (AVAILABLE DURING 12 MONTHS PRECEDING THE COUNT)								BEDS UNDER DEVELOPMENT				
	2008	2009	2010	2011	2012	2013	2014	2015	2008	2011	2012	2013	2014
PERMANENT SUPPORTIVE HOUSING	559	653	627	1,199	826	1,013	1,219	1,276	22	82	162	24	8
EMERGENCY SHELTER	1,079	1,266	1,148	621	1,375	1,402	1,415	1,429					
TRANSITIONAL HOUSING	183	316	514	729	674	675	500	419		38	10		
RAPID RE-HOUSING	0	0	5	0	0	0	24	15					
<b>TOTALS</b>	<b>1,821</b>	<b>2,235</b>	<b>2,294</b>	<b>2,549</b>	<b>2,875</b>	<b>3,090</b>	<b>3,158</b>	<b>3,139</b>	<b>22</b>	<b>120</b>	<b>172</b>	<b>24</b>	<b>8</b>
	<b>NEW BEDS (AVAILABLE DURING 12 MONTHS PRECEDING THE COUNT)</b>												
EMERGENCY SHELTER	406	292	327		233	233	162	154					
PERMANENT SUPPORTIVE HOUSING	79	125	197		202	280	239	122					
TRANSITIONAL HOUSING	401	396	190		129	75	170	68					
RAPID RE-HOUSING			90	111		2	286	347					
<b>TOTALS</b>	<b>886</b>	<b>813</b>	<b>804</b>	<b>111</b>	<b>564</b>	<b>590</b>	<b>857</b>	<b>691</b>					

Using data for the sheltered and unsheltered totals in the PITCs, Chart 8.10 compares these totals with housing inventory records the “PIT Count” included in that data set. This count represents the number of individuals or persons in families served on the night of the count as occupants of the beds tallied in the inventory. Anyone given a bed from permanent supportive housing or rapid re-housing stock is part of this tally, whereas with the PITCs these beds or units are excluded.

**CHART 8.10. COMPARISON OF TOTAL AVAILABLE BEDS WITH PROJECT-BASED PIT COUNT  
MISSOURI BALANCE OF STATE CoC HOUSING INVENTORY COUNT DATA, 2009 TO 2015**



	2009	2010	2011	2012	2013	2014	2015
PERMANENT SUPPORTIVE HOUSING	688	792	1,236	1,007	1,165	1,373	1,394
EMERGENCY SHELTER	810	852	581	839	912	853	819
TRANSITIONAL HOUSING	517	444	614	630	560	488	329
RAPID RE-HOUSING	0	93	111	0	2	310	362
TOTAL PIT COUNT, ALL PROGRAMS	2,015	2,181	2,542	2,476	2,639	3,024	2,904
TOTALS, ALL AVAILABLE BEDS	3,048	3,098	2,780	3,611	3,704	4,023	3,830

Here again, as Chart 8.10 illustrates, the total available beds exceeds the number occupied on the night of the count over the span of seven years. The only year in which the numbers representing “supply” and “usage” are in close proximity is 2011 and even in that period there were approximately 350 excess beds.

**E. PREVIOUS NIGHT’S LIVING ARRANGEMENTS OR ACCOMMODATIONS**

Data for prior-night living arrangements were somewhat limited: not in overall totals, but in the programming types for which data were provided. Since these data are compiled as part of AHAR, the focus of the analysis were the four years from 2010-11 to 2013-14. Because the information was most complete for individuals in emergency shelter (three years of data) and permanent supportive housing (four



years of data for both families and individuals), the focus of the analysis was on the practices of homeless persons in these categories.

### 1) *Emergency Shelter*

A comparison of the single year of data for persons in families (2010-11) and the three years for individuals reveals few differences between the two groups. The only exception is a higher percentage of persons in families initiating emergency shelter services after having spent the prior night in a rental situation (Table 8.5). All of those included in the persons in families group in 2010-11 (at 26 percent of the total) had been in a no-subsidy rental situation. None of those who reported having spent the previous night in a rental situation were using a VASH subsidy to defray housing expenses.

**TABLE 8.5. PREVIOUS NIGHT LIVING ACCOMMODATIONS FOR EMERGENCY SHELTER ENTRANTS\*  
MISSOURI BALANCE OF STATE CoC, 2010-11 TO 2013-14**

	PERSONS IN FAMILIES	INDIVIDUALS (ADULTS, NO CHILDREN)			
		2010-11	2010-11	2011-12	2012-13
<b>TOTALS ["Unknown" excluded]</b>	<b>225</b>	<b>1,114</b>	<b>1,834</b>	<b>1,630</b>	<b>No Data</b>
FAMILY/FRIENDS	33.7%	42.8%	37.4%	36.6%	
PLACE NOT FIT FOR HUMAN HABITATION	16.3%	12.7%	17.7%	16.4%	
CLIENT RENTAL [WITH OR WITHOUT SUBSIDY]	26.4%	7.7%	5.0%	6.1%	
JAIL, PRISON, JUVENILE DETENTION		11.0%	8.8%	4.8%	
OTHER LIVING SITUATION	5.6%	4.6%	7.6%	8.5%	
HOTEL/MOTEL [NO VOUCHER]	8.4%	4.0%	5.2%	6.1%	
EMERGENCY SHELTER	4.5%	5.2%	6.0%	5.8%	
SUBSTANCE ABUSE TREATMENT CENTER	2.2%	3.9%	2.8%	4.2%	
PSYCHIATRIC FACILITY	0.6%	2.4%	4.0%	5.5%	
HOSPITAL [NON-PSYCHIATRIC]		3.3%	3.8%	3.7%	
<b>LOWEST FREQUENCY PREVIOUS NIGHT ACCOMMODATIONS</b>					
	2010-11	2010-11	2011-12	2012-13	2013-14
<b>TOTALS ["Unknown" excluded]</b>	<b>225</b>	<b>1,114</b>	<b>1,834</b>	<b>1,630</b>	<b>No Data</b>
TRANSITIONAL HOUSING/SAFE HAVEN	2.2%	1.0%	1.0%	1.5%	
OWNED HOUSING UNIT		1.2%	0.4%	0.3%	
PERMANENT SUPPORTIVE HOUSING		0.1%	0.1%	0.2%	
FOSTER CARE HOME			0.1%	0.2%	

\*NOTE: Only one year of data was available for persons in families in emergency shelter and only three years for individuals. The 2010-11 data for persons in families included unusually high values for prior-night living accommodations in two situations: owned units without a subsidy (a total of 47) and rented units with a subsidy (also a total of 47). See Table 8.2. As is evident from the earlier table, the fact that these numbers are much higher than those for other years, as well as the fact that they are equivalent, suggests that there may be circumstances which justify treating them as outliers. They have been excluded from calculating the percentages for 2010-11.

Although slightly higher, the percentages for individuals who were doubled-up (staying with friends or family) were comparable to those for households with children. Persons in families were twice as likely to have spent the night in these accommodations than individuals.

Surprisingly, a higher percentage of persons in families than individuals reported being in a place not fit for human habitation on the night prior to entering emergency shelter. The percentage of adults coming into shelter from living quarters of this type increased in the next two years, however, while the percentage of those locating with family or friends declined.

**2) Permanent Supportive Housing**

Persons in families and individuals coming into permanent supportive housing tended to have spent the preceding night in an emergency shelter (Table 8.6). This is particularly true of persons in families. In this group, over 45 percent in 2010-11 and over 55 percent by 2013-14 were in these living quarters immediately prior to their move to more permanent housing.

**TABLE 8.6. PREVIOUS NIGHT LIVING SITUATIONS FOR ENTRANTS TO PERMANENT SUPPORTIVE HOUSING\* MISSOURI BALANCE OF STATE CoC, 2010-11 TO 2013-14**

MOST FREQUENTLY REPORTED PREVIOUS NIGHT ACCOMMODATIONS	PERSONS IN FAMILIES				INDIVIDUALS (ADULTS, NO CHILDREN)			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS ["Unknown" excluded]</b>	<b>240</b>	<b>261</b>	<b>298</b>	<b>339</b>	<b>421</b>	<b>491</b>	<b>497</b>	<b>512</b>
EMERGENCY SHELTER	46.3%	47.5%	51.3%	57.2%	38.0%	38.9%	41.9%	47.5%
PLACE NOT FIT FOR HUMAN HABITATION	31.3%	30.7%	30.3%	26.3%	32.3%	26.3%	32.0%	34.4%
FAMILY/FRIENDS	11.7%	9.6%	8.3%	2.9%	10.7%	9.5%	6.8%	1.4%
TRANSITIONAL HOUSING/SAFE HAVEN	5.0%	6.1%	4.8%	8.8%	6.2%	8.6%	8.5%	7.8%
SUBSTANCE ABUSE TREATMENT CENTER	0.8%	0.8%	1.0%		6.2%	7.4%	3.2%	3.3%
CLIENT RENTAL [WITH OR WITHOUT SUBSIDY]	2.5%	3.4%	3.2%	1.8%	7.5%	1.6%	1.4%	0.6%
OTHER LIVING SITUATION	0.4%	0.4%	0.6%	1.5%	1.2%	3.3%	2.2%	2.3%
<i>LIST BELOW INCLUDES LOWEST FREQUENCY PREVIOUS NIGHT ACCOMMODATIONS</i>								
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS ["Unknown" excluded]</b>	<b>240</b>	<b>261</b>	<b>314</b>	<b>339</b>	<b>421</b>	<b>491</b>	<b>497</b>	<b>512</b>
HOTEL/MOTEL [NO VOUCHER]	0.4%	0.8%	0.6%	0.3%	0.5%	1.2%	1.2%	0.4%
PSYCHIATRIC FACILITY	0.4%	0.4%		0.3%	0.7%	1.0%	1.0%	
OWNED HOUSING UNIT	0.8%	0.4%			0.7%	0.6%	0.6%	0.2%
JAIL, PRISON, JUVENILE DETENTION				0.6%	0.5%	0.4%	0.4%	1.0%
HOSPITAL [NON-PSYCHIATRIC]	0.4%				0.7%	0.6%	0.6%	0.2%
PERMANENT SUPPORTIVE HOUSING				0.3%	0.5%	0.6%	0.2%	

\*Blank cell is equivalent to 0.0%.

High percentages were also found in places unfit for human habitation. The proportions were typically in the 30 percent range for both persons in families and individuals.

**3) Veterans**

Homeless veterans also reported having been in a place unfit for human habitation on the night prior to entering emergency shelter, but in this group the percentages were much lower: under 13 percent in each of the three years. (See Table 8.7.) Far more veterans – from 27 percent to 35 percent -- had come from berths with family or friends.

**TABLE 8.7. PREVIOUS NIGHT LIVING ACCOMMODATIONS FOR VETERANS IN EMERGENCY SHELTER  
MISSOURI BALANCE OF STATE CoC, 2010-11 TO 2013-14**

	VETERANS			
	2010-11	2011-12	2012-13	2013-14
TOTALS [ <i>"Unknown" excluded</i> ]	<b>205</b>	<b>223</b>	<b>291</b>	<b>No Data</b>
FAMILY/FRIENDS	35.1%	27.4%	27.1%	
PLACE NOT FIT FOR HUMAN HABITATION	10.7%	9.0%	12.7%	
HOSPITAL [NON-PSYCHIATRIC]	8.8%	10.3%	8.9%	
JAIL, PRISON, JUVENILE DETENTION	8.8%	9.4%	5.2%	
OTHER LIVING SITUATION	8.3%	11.7%	15.1%	
EMERGENCY SHELTER	7.8%	6.7%	6.2%	
HOTEL/MOTEL [NO VOUCHER]	4.4%	6.3%	6.5%	
PSYCHIATRIC FACILITY	4.4%	6.7%	4.1%	
SUBSTANCE ABUSE TREATMENT CENTER	2.0%	5.4%	4.8%	
CLIENT RENTAL [WITH OR WITHOUT SUBSIDY]	4.9%	3.1%	3.8%	
TRANSITIONAL HOUSING/SAFE HAVEN	1.5%	1.8%	3.4%	
OWNED HOUSING UNIT [NO SUBSIDY]	3.4%	1.3%	1.4%	
PERMANENT SUPPORTIVE HOUSING	0.0%	0.0%	0.0%	
FOSTER CARE HOME		0.0%	0.0%	

Veterans were also more likely to report having come into shelter from an institutional setting, such as a hospital or prison, while they were less likely to have been in a private residence, as can be seen from the percentages in the table. In the case of veterans entering emergency shelter from a home of their own, however, a greater proportion were in rentals than in a homeownership situation.

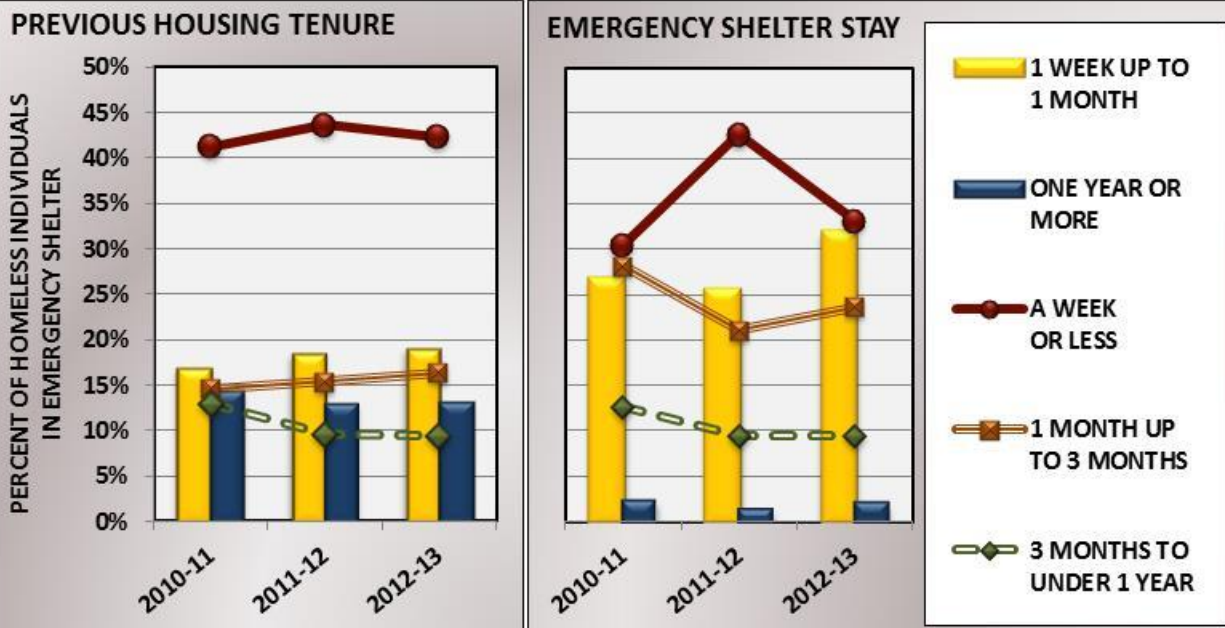
**F. HOUSING STABILITY**

This section compares data on length of time that homeless individuals and persons in families remained in programming as compared to the duration of their stay in the living accommodations on the night prior to entering shelter or other services.

**1) Emergency Shelter Residents Time in Shelter as Compared to Tenure in Previous Housing**

For individuals in emergency shelter, the length of time spent in prior accommodations tended to be longer than their length of stay in shelter. Between 10 to 15 percent had been in those accommodations for a year or more. Nonetheless, in the three years shown in Chart 8.11, over 40 percent of adults without children had a tenure of no longer than one week and an additional 15 to 20 percent were only resident two to four weeks.

**CHART 8.11. LENGTH OF STAY FOR INDIVIDUALS (ADULTS, NO CHILDREN) IN EMERGENCY SHELTER AS COMPARED TO TENURE IN PRIOR ACCOMMODATIONS MISSOURI BALANCE OF STATE CoC**



	PREVIOUS LIVING SITUATION TENURE				LENGTH OF EMERGENCY SHELTER STAY			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
A week or less	435	729	672		344	695	477	
Over 1 week up to 1 month	178	308	301		302	417	458	
1 month to 3 months	154	257	260		318	344	341	
3 months to one year	136	160	149		142	153	136	
1 year or longer	152	217	207		25	22	28	
Missing	89	175	80		0	0	0	
<b>TOTALS [exclude "missing"]</b>	<b>1,055</b>	<b>1,671</b>	<b>1,589</b>		<b>1,131</b>	<b>1,631</b>	<b>1,440</b>	

With respect to length of stay in emergency shelter, roughly one-third of programming participants remained a week or less, though longer periods were also common: 25 to 35 percent were in shelter one week to under one month. A slightly smaller percentage remained over a month but less than three months.

**2) Permanent Supportive Housing:**

In comparison to the data on length of stay in emergency shelter, where the tenure in prior night housing was comparable to the time individuals remained in shelter, the length of stay for permanent supportive housing residents reflects markedly different behavior in comparison to tenure in previous housing (Chart 8.12).

In contrast to the ten percent or less of residents who had been in their prior-night housing for a year or more, those whose stay in permanent supportive housing was of this duration represented over 50 percent of the population in three of the four periods.

**CHART 8.12. LENGTH OF STAY IN PERMANENT SUPPORTIVE HOUSING AS COMPARED TO TENURE IN PRIOR HOUSING FOR PERSONS IN FAMILIES MISSOURI BALANCE OF STATE CoC**



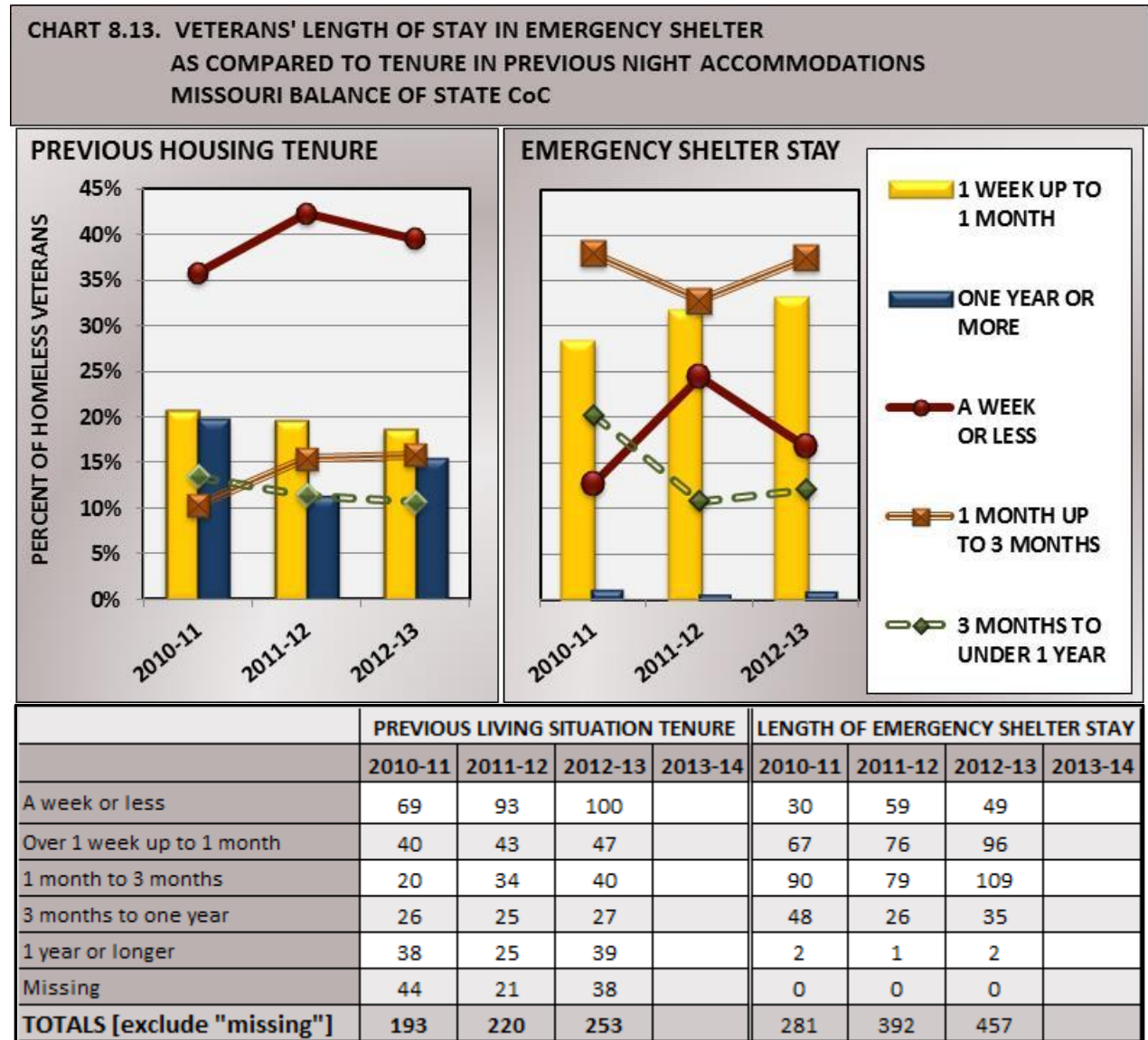
PERSONS IN FAMILIES	PREVIOUS LIVING SITUATION TENURE				LENGTH OF EMERGENCY SHELTER STAY			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
A week or less	51	53	64	112	2	1	2	0
Over 1 week up to 1 month	54	63	81	101	10	4	9	8
1 month to 3 months	63	80	94	67	20	38	33	14
3 months to one year	35	34	38	42	81	80	134	107
1 year or longer	23	11	21	17	134	138	136	210
Missing	21	20	16	0	0	0	0	0
<b>TOTALS [exclude "missing"]</b>	<b>226</b>	<b>241</b>	<b>298</b>	<b>339</b>	<b>247</b>	<b>261</b>	<b>314</b>	<b>339</b>

INDIVIDUALS	PREVIOUS LIVING SITUATION TENURE				LENGTH OF STAY			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
A week or less	96	102	115	149	3	5	0	2
Over 1 week up to 1 month	77	90	127	173	27	18	15	19
1 month to 3 months	112	136	129	138	28	43	41	33
3 months to one year	70	67	62	18	150	150	181	164
1 year or longer	63	50	34	35	219	274	260	295
Missing	9	46	30	0	0	0	0	0
<b>TOTALS ["Missing" excluded]</b>	<b>418</b>	<b>445</b>	<b>467</b>	<b>513</b>	<b>427</b>	<b>490</b>	<b>497</b>	<b>513</b>

Although not shown, the percentages for individuals (adults without children) were comparable, indicating a similar pattern of behavior, with increased stability in housing with access to permanent supportive housing.

**3) Housing Stability for Veterans:**

As compared to persons in families seeking emergency shelter, veterans had somewhat more longevity in prior-night housing. Over the three years shown in Chart 8.13, between ten and 20 percent had been in that residence for a year or more. In other respects, the tendency regarding short-term tenure is even more pronounced, with 35 to nearly 45 percent remaining a week or less in that housing, while the percentage leaving before one month had elapsed exceeded the percentages of those who had the longest tenure (a year or more).



Stays in emergency shelter tended to be slightly longer, with the number remaining over one month and up to three months accounting for between 30 and 40 percent, and the “week up to one month” category being slightly less (25 to 35 percent).

**4) Children:**

Table 8.8 addresses length of stay for children in the three programming venues. Due to the limited data available on length of stays for families in emergency shelter and transitional housing, comparisons are modified to accommodate the years for which entries were made.

- **TRANSITIONAL HOUSING:** Children living with their families in transitional housing tended to have more long-term stays than unaccompanied children in emergency shelter, particularly in 2011-12, during which time 55 percent remained in that venue for three months to one year.
- **PERMANENT SUPPORTIVE HOUSING:** In permanent supportive housing, the majority of children resident with their families were stable in this programming over 3 months, with the highest percentages in most years accounted for by those who remained a year or more: 2010-11, 52 percent; 2011-12, 45 percent; 2013-14, 57 percent. Only in 2012-13 did the “3 months to one year” category have a higher percentage. This category accounted for 46 percent as opposed to 40 percent for the “one year or longer” group.

**TABLE 8.8. LENGTH OF STAY FOR UNACCOMPANIED CHILDREN IN EMERGENCY SHELTER AS COMPARED TO CHILDREN IN FAMILIES IN PERMANENT SUPPORTIVE HOUSING  
MISSOURI BALANCE OF STATE CoC**

LENGTH OF STAY	UNACCOMPANIED CHILDREN				CHILDREN IN FAMILIES					
	EMERGENCY SHELTER				TRANSITIONAL HOUSING		PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2010-11	2011-12	2012-13	2013-14
<b>TOTALS</b>	<b>13</b>	<b>215</b>	<b>229</b>	<b>no data</b>	<b>88</b>	<b>127</b>	<b>343</b>	<b>369</b>	<b>444</b>	<b>507</b>
A week or less	9	107	84		21	6	1	1	3	0
Over 1 week up to 1 month	4	97	127		15	16	20	10	12	8
1 month to 3 months	0	11	18		23	35	43	61	44	22
3 months to one year	0	0	0		21	70	101	132	206	189
1 year or longer	0	0	0		8	0	178	165	179	288
Missing	0	0	0		0	0	0	0	0	0

- **EMERGENCY SHELTER:** Children living without families in emergency shelter tended to have the shortest stays. The majority departed shelter in less than a month’s time.

Many Missouri CoCs have a fairly low count of unaccompanied children. For example, the Kansas City/Jackson County CoC, over the same time period shown in Table 8.8, recorded only 12 in venues where individuals were tallied for AHARs.

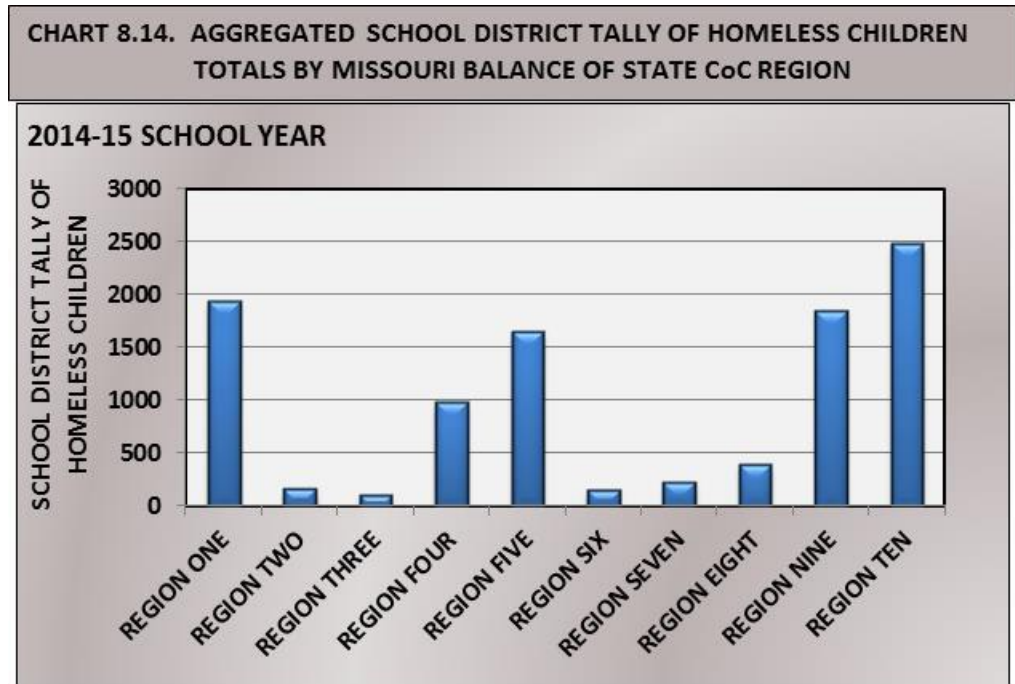
The Missouri Department of Elementary and Secondary Education (DESE) provides a second source of data on children in homeless programming who are either unaccompanied or with families. Although the data compiled from DESE records are comparable, school districts that identify and count homeless children have a different system, based on standards that are not encompassed by HUD rules.

Appendix A provides a list of 146 school districts located in the BoS CoC catchment area. (Totals for each Balance of State region are provided in Chart 8.14). The list is grouped to show:

- The regions in descending order of frequency based on school district counts aggregated by county
- The highest frequency counties per region
- The highest school districts per county
- The numbers of children per district that are:
  - staying in the homes of friends or extended family (“doubled up” or “couch surfing”)
  - residing in hotels or motels
  - living in shelter
  - unsheltered

It should be noted that one group that HUD has not included in its definition of homeless individuals and families are those who have access to living accommodations , but are precariously housed. This includes persons who have found habitable conditions with another family or relatives and anyone who has gotten housing in a hotel or motel, with or without a voucher. As Appendix A shows, the highest frequency of homeless children identified by school districts in the BoS CoC regions is tallied for the “doubled up” category.

Among the regions, the highest number of homeless children tends to be associated with geographies that are adjacent to the larger metropolitan areas: Region Ten, for example, which lies south of Kansas City; likewise, Region One comprising the area south of St. Louis.



The school district with the highest count of homeless students (Sedalia) is in the middle of Pettis County and is separated from Jackson County, the center of the Kansas City metropolitan statistical area, by a third county (Johnson). The number of homeless students was also calculated as a percentage of total enrollment in each school district. These figures range from 18 percent to .2 percent.<sup>13</sup>

<sup>13</sup> One small school district in Franklin County calculated to 45 percent, but this was treated as an outlier.



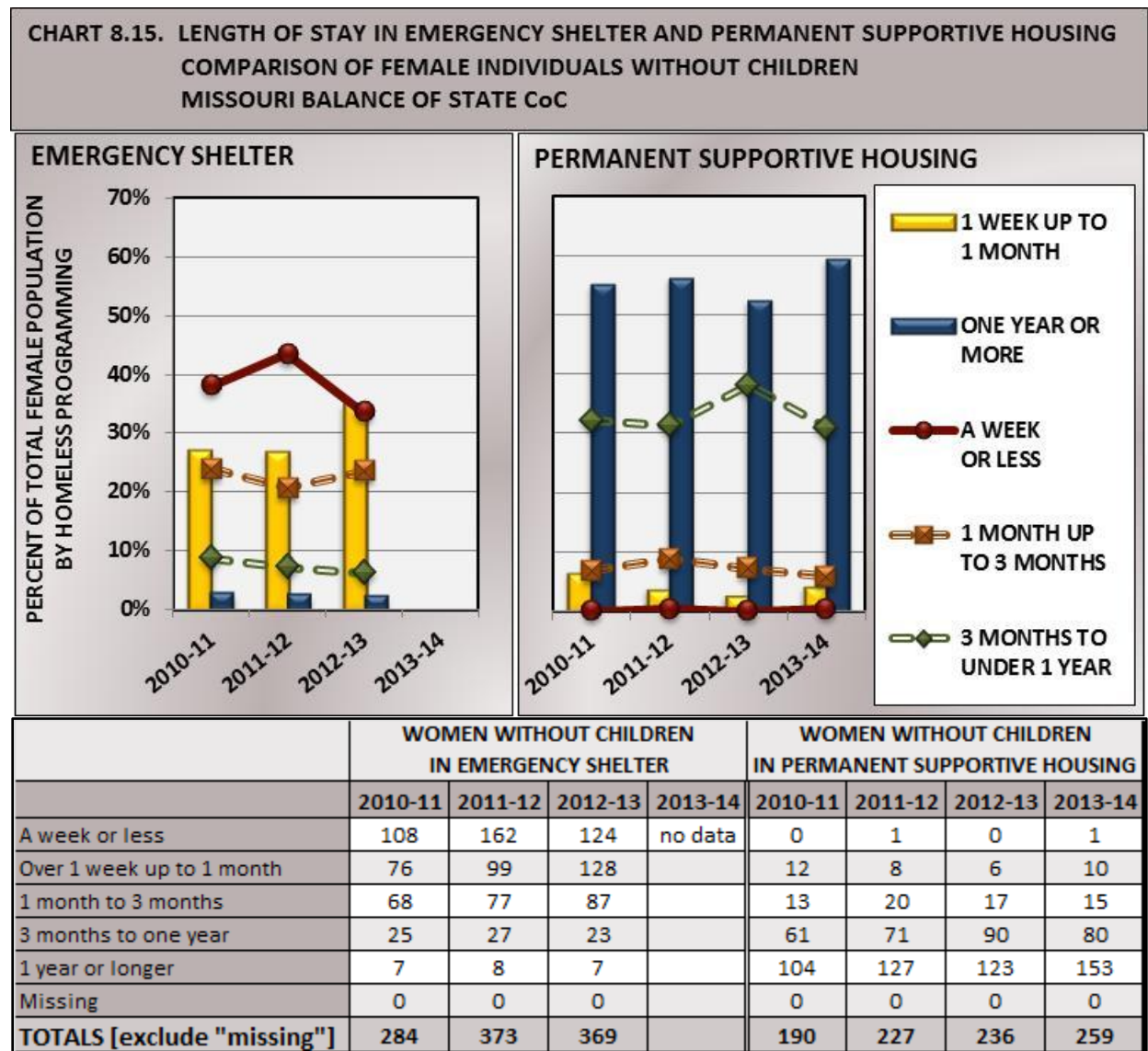
The percentages for homeless students in school districts as a percent of the total enrollment can be further broken down:

- Over 10 percent of enrollment were homeless students = 10 districts
- Between 5 and 10 percent = 31 districts
- Between 1 and 5 percent = 83 districts.

School districts with the number of homeless students at 10 percent or more of enrollment were all located in either Region 9 (southwest Missouri) or Region 10 (west central Missouri).

**5) Comparison of Length of Stay for Men and Women**

Length of stay varies by gender, although the same dynamics apply in increasing longevity in permanent supportive housing as compared to emergency shelter.



For women without children in the BoS CoC, most emergency shelter stays terminated within three months, with the greatest number lasting a week or less or – as in 2012-13 – a month or less. By contrast, 50 to 60 percent of the comparable group in permanent supportive housing remained a year or longer, while a further 30 to 40 percent had stays lasting between 3 months and a year. Statistics for both venues are shown in Chart 8.15.

With regard to men living without children, the patterns for length of stay in both emergency shelter and permanent supportive housing are very similar to the patterns for women in the same type of household. This is perhaps most significant in permanent supportive housing where the totals per year are comparable across the two genders, as was seen in Chart 8.6 above, unlike in emergency shelter where the number of men was three times that of women.

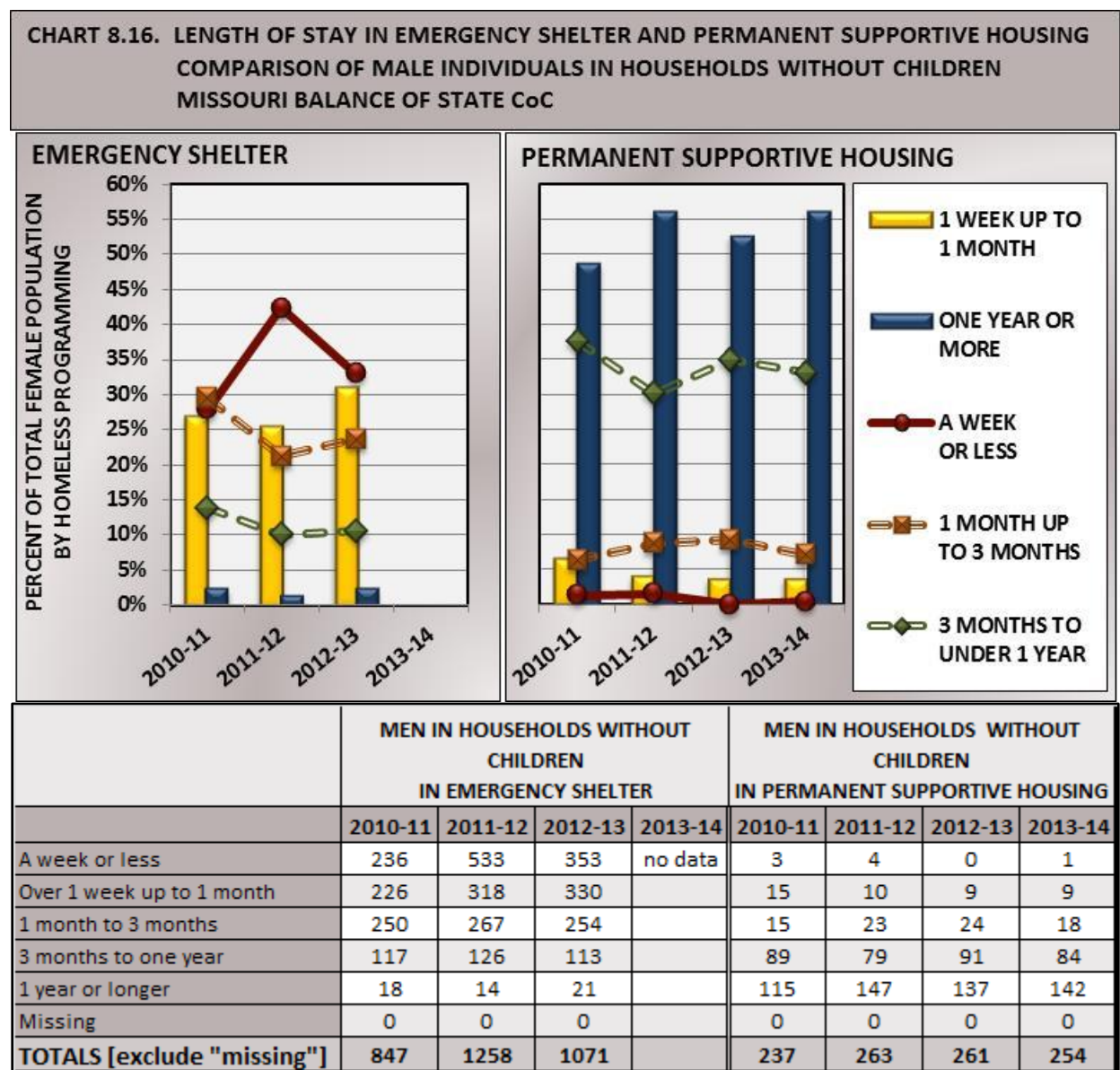


Chart 8.16 illustrates the tendency for a somewhat smaller percentage of men to stay a year or longer, as compared to women. Although in 2010-11, slightly over 45 percent of men without children remained in permanent supportive housing – a proportion lower than that for women living singly – over the four years the number increased until the two genders were in a few percentage points of one another.

**G. DEMOGRAPHICS IN RELATION TO SPRINGFIELD CoC SERVICE RECIPIENTS**

**1) Racial Distribution**

In several of the Missouri CoCs, analysis of racial distribution in homelessness programming has revealed a disparity in the concentration of certain groups receiving services and the more dispersed presence of these same groups in the general population. In an effort to look at the BoS CoC from this perspective, data have been assembled on the percentages of the most frequently found races and ethnicities in the county populations that are included in the respective regions.<sup>14</sup>

Table 8.9 provides maximum and minimum percentages in each region for the designated race and ethnic groups, ordered by the highest proportion of White/Non-Hispanic, Non-Latino population. As the table illustrates, the size of the African-American and Hispanic/Latino populations varies widely.

**TABLE 8.9. PERCENTAGES OF SPECIFIC RACE AND ETHNICITIES IN MISSOURI BALANCE OF STATE CoC REGIONS\***

	WHITE/ NON-HISPANIC, NON-LATINO		BLACK/ AFRICAN AMERICAN		HISPANIC/ LATINO	
	HIGH	LOW	HIGH	LOW	HIGH	LOW
REGION FIVE	<b>98.1%</b>	88.6%	12.5%	0.3%	2.1%	1.0%
REGION THREE	<b>97.9%</b>	79.2%	5.8%	0.1%	18.2%	0.8%
REGION FOUR	<b>97.4%</b>	69.2%	6.4%	0.2%	6.2%	1.5%
REGION ONE	<b>96.7%</b>	89.4%	7.7%	0.4%	2.1%	1.1%
REGION TWO	<b>96.6%</b>	91.5%	7.5%	0.6%	2.2%	1.0%
REGION SEVEN	<b>95.9%</b>	79.3%	5.5%	0.4%	11.5%	1.3%
REGION EIGHT	<b>95.9%</b>	81.2%	3.7%	0.3%	9.5%	1.6%
REGION TEN	<b>95.7%</b>	70.3%	5.5%	0.4%	10.4%	0.6%
REGION SIX	<b>95.8%</b>	87.1%	26.7%	1.1%	2.2%	0.9%
REGION NINE	<b>95.6%</b>	82.9%	1.6%	0.3%	6.3%	0.8%

\*The maximum percentage (“HIGH”) corresponds to the value for the county with the highest percentage of the specified race / ethnicity. The “LOW” represents the value for the county which had the smallest proportion of that group.

These data offer a comparison to the racial distribution in the BoS CoC’s homeless population. Statistics for the CoC are shown in Table 8.10 on the following page.

<sup>14</sup> IndexMundi. “Missouri Black Population Percentage, 2013 by County.” Accessed online March 2, 2016 at: <http://www.indexmundi.com/facts/united-states/quick-facts/missouri/black-population-percentage#map>. The site has an interactive map, a listing and a ranking of counties.

**TABLE 8.10. RACIAL DISTRIBUTION IN PERMANENT SUPPORTIVE HOUSING AS COMPARED TO EMERGENCY SHELTER AND TRANSITIONAL HOUSING**  
**MISSOURI BALANCE OF STATE**

	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HSNG			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>PERSONS IN FAMILIES</b>												
WHITE, NON-HISPANIC/NON-LATINO	54.4%	<i>no data</i>	<i>no data</i>	<i>no data</i>	43.2%	66.5%	<i>no data</i>	<i>no data</i>	67.3%	66.3%	72.4%	70.5%
BLACK/AFRICAN-AM	33.8%				19.4%	27.0%			20.7%	21.9%	19.8%	21.3%
WHITE, HISPANIC/LATINO	3.8%				23.7%	3.7%			1.7%	3.0%	1.7%	0.4%
MULTIPLE RACES	6.2%				13.7%	2.8%			8.0%	7.3%	5.7%	6.9%
OTHER	1.8%				0.0%	0.0%			2.4%	1.4%	0.4%	0.4%
MISSING	0				0	0			0	0	0	5
<b>TOTALS ["MISSING" EXCLUDED]</b>	<b>550</b>									<b>139</b>	<b>215</b>	
NON-HISPANIC/NON-LATINO	92.7%				54.0%	92.9%			95.9%	92.9%	96.6%	99.0%
HISPANIC/LATINO	7.3%				46.0%	7.1%			4.1%	7.1%	3.4%	1.0%
MISSING	0				0	0			0	0	0	5
<b>TOTALS ["MISSING" EXCLUDED]</b>	<b>550</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>139</b>	<b>215</b>	<b>NA</b>	<b>NA</b>	<b>590</b>	<b>630</b>	<b>758</b>	<b>841</b>
<b>INDIVIDUALS (NO CHILDREN)</b>												
WHITE, NON-HISPANIC/NON-LATINO	72.5%	65.7%	66.8%	<i>no data</i>	<i>no data</i>	<i>no data</i>	<i>no data</i>	<i>no data</i>	73.8%	72.9%	73.4%	72.8%
BLACK/AFRICAN-AM	18.5%	22.0%	18.3%						20.4%	19.1%	20.7%	22.7%
WHITE, HISPANIC/LATINO	4.0%	6.2%	8.3%						1.9%	1.8%	2.6%	0.4%
MULTIPLE RACES	3.8%	4.7%	4.8%						2.6%	4.3%	2.0%	3.0%
OTHER	1.1%	1.3%	1.9%						1.4%	1.8%	1.2%	1.2%
MISSING	0	0	0						0	0	0	6
<b>TOTALS ["MISSING" EXCLUDED]</b>	<b>1,144</b>	<b>1,846</b>	<b>1,669</b>									
NON-HISPANIC/NON-LATINO	94.5%	90.2%	88.5%					96.5%	96.9%	96.2%	99.0%	
HISPANIC/LATINO	5.5%	9.8%	11.5%					3.5%	3.1%	3.8%	1.0%	
MISSING	0	0	0					0	0	0	8	
<b>TOTALS ["MISSING" EXCLUDED]</b>	<b>1,144</b>	<b>1,846</b>	<b>1,669</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>NA</b>	<b>427</b>	<b>491</b>	<b>497</b>	<b>505</b>	

Among individuals and families using CoC homeless services, African-Americans are present in a strength commensurate with the high end of ranges for the regions: specifically, with percentages comparable to the maximum for Region Six (26.7 percent) and, to a lesser extent, Region Five (12.5 percent). Regardless of homelessness program or household type, African-Americans are consistently above 18 percent of the population for the years shown.

In 2010-11 among families in transitional housing, nearly a quarter of the residents reported “Hispanic/Latino” as their racial identification. In all other circumstances, irrespective of household type, this group remained in the single digits. A similar pattern is evident for Multiple Races, with a high proportion (13 percent) among families in transitional housing in the year 2010-11, but in single digits thereafter.

**2) Age Distribution of Children, Civilian Adults and Veterans**

Children in families, particularly older children, tend to be present in greatest frequency in permanent supportive housing (Table 8.11), with totals ranging from 343 to 507. Youth (ages 13 to 17) account for over 20 percent of all children located in that programming venue, as compared to under 13 percent in both emergency shelter and transitional housing. Infants in the latter programs appear with frequency equal to adolescents, but – at under five percent in all four years – are more rarely found in permanent supportive housing families.

**TABLE 8.11. DISTRIBUTION BY AGE GROUPS OF HOMELESS CHILDREN IN FAMILIES OR RESIDENT AS INDIVIDUALS MISSOURI BALANCE OF STATE**

CHILDREN IN FAMILIES	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS	325	NA	NA	NA	89	134	NA	NA	343	369	444	507
UNDER 1	11.1%	NO DATA	NO DATA	NO DATA	12.4%	9.0%	NO DATA	NO DATA	4.1%	2.2%	4.3%	3.9%
AGE 1 TO 5	38.5%				36.0%	27.6%			25.1%	30.4%	26.4%	32.5%
AGE 6 TO 12	37.5%				39.3%	53.0%			46.1%	45.0%	46.6%	41.8%
AGE 13 TO 17	12.9%				12.4%	10.4%			24.8%	22.5%	22.7%	21.7%
<b>INDIVIDUAL CHILDREN</b>												
TOTALS	13	215	229	NA	NA	NA	NA	NA	0	1	0	2
UNDER 1	0.0%	0.9%	0.0%	NO DATA	NO DATA	NO DATA	NO DATA	NO DATA	NO PERCENTAGES CALCULATED DUE TO SMALL SIZE OF TALLIES			
AGE 1 TO 5	7.7%	0.0%	0.0%									
AGE 6 TO 12	0.0%	3.3%	4.8%									
AGE 13 TO 17	92.3%	95.8%	95.2%									

Virtually all children (over 93 percent) living independently as individuals in BoS CoC emergency shelters are in the 13-to-17 age bracket, although in 2010-11 over 7 percent were toddlers or pre-kindergarten age. In 2011-12 and 2012-13 some slightly older (i.e., school age) children were also recorded as being

on their own, but this group, representing ages 6 to 12, accounted for less than five percent of each year's total. Over all four years shown in Table 8.11, permanent supportive housing in the BoS CoC had only one or two children living independently.

Differences are apparent in adult age groupings, as well, based on the available data. (See Chart 8.12.) The following observations relate to the data shown:

- Adults living with their families in either emergency shelter or transitional housing tend to be younger, with a slight predominance of the 18-to-30 age group. By contrast, those in permanent supportive housing are somewhat older: in those venues between 55 and 60 percent fell into the 31-to-50 age range.
- Among families, few adults were older than age 50 and an even smaller proportion were in the senior citizen category (i.e., over age 62). In relation to adults living without children, seniors were more numerous although at under five percent, the percentages remain low as compared to other groups.
- BoS CoC adult individuals tended to be slightly older. In both emergency shelter and permanent supportive housing, the majority ranged in age from 31 to 50, with the next most prevalent group being those 51 to 61.

**TABLE 8.12. AGE DISTRIBUTION OF CIVILIAN ADULTS BY HOUSEHOLD TYPE AND PROGRAMMING  
MISSOURI BALANCE OF STATE**

ADULTS IN FAMILIES	EMERGENCY SHELTER				TRANSITIONAL HOUSING				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
<b>TOTALS</b>	<b>225</b>	NA	NA	NA	<b>50</b>	<b>81</b>	NA	NA	<b>247</b>	<b>261</b>	<b>314</b>	<b>339</b>
18 TO 30	52.9%				54.0%	60.5%			36.0%	37.5%	39.2%	38.3%
31 TO 50	43.1%	NO	NO	NO	44.0%	39.5%	NO	NO	60.3%	56.3%	55.4%	55.8%
51 TO 61	2.7%	DATA	DATA	DATA	2.0%	0.0%	DATA	DATA	3.6%	6.1%	5.1%	5.0%
62 OR OLDER	1.3%				0.0%	0.0%			0.0%	0.0%	0.3%	0.9%
<b>ADULT INDIVIDUALS</b>												
<b>TOTALS</b>	<b>1,131</b>	<b>1,631</b>	<b>1,440</b>	NA	NA	NA	NA	NA	<b>427</b>	<b>490</b>	<b>497</b>	<b>511</b>
18 TO 30	24.8%	29.2%	29.9%						14.8%	15.5%	17.1%	15.1%
31 TO 50	47.5%	47.3%	42.6%	NO	NO	NO	NO	NO	56.0%	51.2%	53.1%	51.9%
51 TO 61	23.7%	20.4%	22.7%	DATA	DATA	DATA	DATA	DATA	26.7%	30.0%	27.0%	29.2%
62 OR OLDER	4.0%	3.1%	4.7%						2.6%	3.3%	2.8%	3.9%

Age data for veterans living in households without children appears in Table 8.13. As compared to the broader population of homeless individuals, veterans in both emergency shelter and permanent supportive housing are older. The number in emergency shelter is smaller than that pertaining to permanent supportive housing, but in most years the majority report being in late middle age (51 to 61), with the 31-to-50 age group also accounting for a high percentage.

In contrast to the broader ranks of homeless individuals, persons age 62 and older are most numerous in the BoS CoC veteran population and, in some years, accounted for 11 to 12 percent of the adults served in emergency shelter or in permanent supportive housing.

**TABLE 8.13. AGE DISTRIBUTION OF VETERAN ADULTS IN HOUSEHOLDS WITHOUT CHILDREN  
MISSOURI BALANCE OF STATE**

VETERANS LIVING WITHOUT CHILDREN	EMERGENCY SHELTER				PERMANENT SUPPORTIVE HOUSING			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS	237	241	291	NA	19	13	35	43
18 TO 30	8.9%	12.0%	10.7%	NO DATA	0.0%	0.0%	2.9%	0.0%
31 TO 50	38.0%	38.6%	33.0%		31.6%	46.2%	42.9%	27.9%
51 TO 61	42.2%	41.1%	46.0%		63.2%	38.5%	42.9%	60.5%
62 OR OLDER	11.0%	8.3%	10.3%		5.3%	15.4%	11.4%	11.6%

**3) Persons with Disabilities**

With the exception of the total number of veterans in emergency shelter during 2010-11, the proportion of disabled individuals differs very little between the population of civilians who are homeless as compared to veterans who are homeless.

Trends for emergency shelter stay as well as permanent supportive housing are provided in Chart 8.17. The data pertain to the total number of persons in households in each venue.

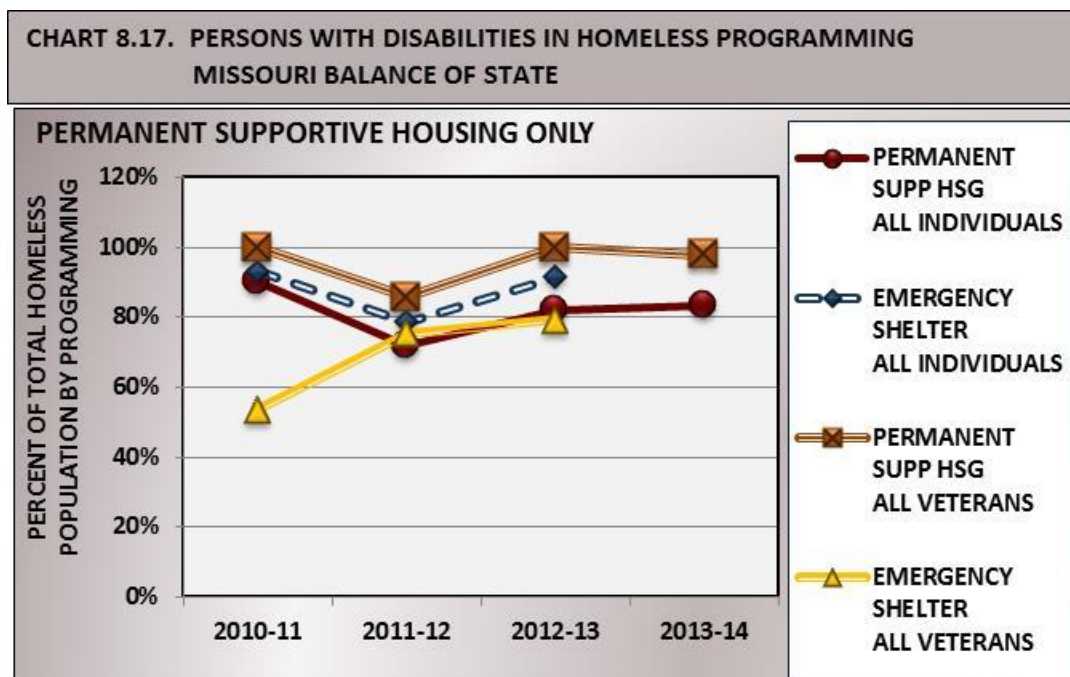


Table 8.14 provides similar data restricted to individuals – both veterans and civilians -- in households without children.

**TABLE 8.14. COMPARISON OF FREQUENCY OF VETERANS AND CIVILIANS WITH DISABILITIES  
MISSOURI BALANCE OF STATE**

<b>EMERGENCY SHELTER</b>	2010-11		2011-12		2012-13		2012-13	
	CIVILIANS	VETERANS	CIVILIANS	VETERANS	CIVILIANS	VETERANS	CIVILIANS	VETERANS
<i>INDIVIDUALS ONLY</i>								
<b>DISABLED</b>	<b>40.3%</b>	<b>54.0%</b>	<b>45.8%</b>	<b>75.5%</b>	<b>48.5%</b>	<b>79.4%</b>	no data	
TOTALS	1,131	237	1,631	241	1,440	291		
<b>PERMANENT SUPPORTIVE HOUSING</b>								
<b>DISABLED</b>	<b>93.0%</b>	<b>100.0%</b>	<b>78.6%</b>	<b>84.6%</b>	<b>91.3%</b>	<b>100.0%</b>	<b>89.0%</b>	<b>100.0%</b>
TOTALS	427	19	490	13	497	35	339	43

Although the number of veterans in permanent supportive housing is small, most of those in residence in the BoS CoC had some type of disability. In three of the four years from 2010-11 to 2013-14, this was true for all those in adult-only veteran households. The contrast with parallel data for emergency shelters is especially striking.

**TABLE 8.15. DISABILITY TYPES REPORTED FOR CIVILIANS WITH DISABILITIES IN COMPARISON TO VETERANS  
MISSOURI BALANCE OF STATE**

<i>DATA FOR PERMANENT SUPPORTIVE HOUSING ONLY</i>	<b>ADULTS IN FAMILIES</b>				<b>INDIVIDUALS IN HOUSEHOLDS WITHOUT CHILDREN</b>			
	2010-11	2011-12	2012-13	2013-14	2010-11	2011-12	2012-13	2013-14
TOTALS	<b>240</b>	<b>213</b>	<b>296</b>	<b>304</b>	<b>393</b>	<b>438</b>	<b>382</b>	<b>497</b>
MENTAL HEALTH	43.8%	50.7%	44.9%	47.0%	42.2%	40.0%	56.0%	47.9%
BOTH MENTAL HEALTH / SUBSTANCE USE DISORDER	12.9%	23.5%	28.4%	18.4%	25.4%	25.1%	3.9%	16.7%
PHYSICAL DISABILITY	15.8%	15.5%	15.9%	12.2%	13.2%	16.2%	20.7%	15.3%
SUBSTANCE USE DISORDER	12.1%	10.3%	10.8%	11.5%	15.8%	17.8%	17.0%	11.9%
DEVELOPMENTAL DISABILITY	3.8%	0.0%	0.0%	10.5%	1.5%	0.0%	0.8%	7.0%
HIV/AIDS	11.7%	0.0%	0.0%	0.3%	1.8%	0.9%	1.6%	1.2%
<i>DATA FOR VETERANS IN PERMANENT SUPPORTIVE HOUSING ONLY</i>	<b>ALL VETERANS</b>							
TOTALS	<b>21</b>	<b>13</b>	<b>54</b>	<b>53</b>				
MENTAL HEALTH	4.8%	30.8%	37.0%	49.1%				
PHYSICAL DISABILITY	28.6%	23.1%	20.4%	26.4%				
SUBSTANCE USE DISORDER	57.1%	7.7%	16.7%	9.4%				
BOTH MENTAL HEALTH / SUBSTANCE USE DISORDER	9.5%	38.5%	22.2%	11.3%				
DEVELOPMENTAL DISABILITY	0.0%	0.0%	1.9%	3.8%				
HIV/AIDS	0.0%	0.0%	1.9%	0.0%				



Table 8.15 summarizes the types of disabilities recorded for residents of permanent supportive housing. For both veteran and non-veteran populations, residents most frequently cite mental health capacities as the source of debility, with nearly 50 percent of both populations having this characteristic. For non-veterans, this is underscored by the high percentages for co-occurring disorders: specifically, both mental health and substance use disorders affecting the same individual.

With respect to veterans, physical disabilities ranked higher. Neither population appeared to have a sizeable number of persons with HIV/AIDS or developmental disabilities.

**APPENDIX A: HOMELESS ENROLLED STUDENTS IN MISSOURI BALANCE OF STATE CoC SCHOOL DISTRICTS**  
**MISSOURI DEPARTMENT OF ELEMENTARY AND SECONDARY EDUCATION DATA, 2013-14**

Region	Region Totals	COUNTY	SCHOOL DISTRICT	DOUBLED-UP	HOTEL/MOTEL	SHELTERED	UN-SHELTERED	TOTALS
TEN	2,483	Pettis (918)	Sedalia 200	695	18	25	160	898
			Smithton R-VI	14	0	0	0	14
			La Monte R-IV	6	0	0	0	6
		Johnson (515)	Warrensburg R-VI	262	15	24	15	316
			Holden R-III	97	0	0	0	97
			Johnson Co. R-VII	53	0	0	0	53
			Knob Noster R-VIII	49	0	0	0	49
		Cass (448)	Harrisonville R-IX	150	8	10	0	168
			Belton 124	73	8	12	0	93
			Sherwood Cass R-VIII	55	0	0	0	55
			Midway R-I	52	0	0	0	52
			Raymore-Peculiar R-II	38	0	8	0	46
			Archie R-V	26	0	0	0	26
		Pleasant Hill R-III	8	0	0	0	8	
			8	0	0	0	8	
		Saline(288)	Marshall	249	0	9	0	258
			Slater	30	0	0	0	30
		Henry (114)	Clinton	99	0	7	0	106
			Henry Co. R-I	8	0	0	0	8
		Benton (107)	Warsaw R-IX	75	0	0	12	87
			Cole Camp R-I	20	0	0	0	20
Lafayette (74)	Odessa R-VII	66	0	8	0	<b>74</b>		
Bates (19)	Hume R-VIII	11	0	0	0	11		
	Miami R-I	8	0	0	0	8		
ONE	1,934	Jefferson [557] <i>None: Festus R-VI</i>	Northwest R-I	126	7	0	0	133
			Dunklin R-V	112	0	10	0	122
			Hillsboro R-II	87	0	0	0	87
			Fox C-6	57	15	0	0	72
			Desoto 73	60	0	0	0	60
			Grandview	33	0	0	0	33
			Jefferson Co. R-VII	24	0	0	0	24
			Sunrise R-IX	14	0	0	0	14
			Crystal City 47	12	0	0	0	12
		Franklin (548)	New Haven	21	22	0	0	213
			St. Clair R-XIII	181	10	12	0	203
			Sullivan	57	11	0	0	68
			Union R-XI	24	0	0	0	24
			Lonedell R-XIV	20	0	0	0	20
			Meramec Valley R-III	191	0	0	0	20
		Cape Girardeau (341)	Jackson R-II	191	14	0	0	205
			Cape Girardeau 63	122	0	14	0	136
		St. Francois (319)	N. St. Francois Co. R-I	98	16	16	0	130
			Farmington R-VII	106	0	0	0	106
			Central R-III	59	7	0	0	66
			W. St. Francois Co. R-IV	17	0	0	0	17
		Washington (68)	Kingston K-14	68	0	0	0	<b>68</b>
		Crawford (47)	Crawford Co. R-II	30	0	0	0	30
			Crawford Co. R-I	17	0	0	0	17
		Bollinger (28)	Meadow Heights R-II	28	0	0	0	<b>28</b>

Region	Region Totals	COUNTY	SCHOOL DISTRICT	DOUBLED-UP	HOTEL/MOTEL	SHELTERED	UN-SHELTERED	TOTALS
		Madison (16)	Fredericktown R-I	16	0	0	0	<b>16</b>
		Perry (9)	Perry Co. 32	9	0	0	0	<b>9</b>
<b>NINE</b>	1,841	Taney (876)	Branson R-VI	271	192	24	0	487
			Hollister R-V	183	44	9	0	236
			Forsyth R-III	134	0	0	0	134
			Kirbyville R-VI	19	0	0	0	19
		Barry (185)	Cassville R-IV	87	7	0	0	94
			Southwest R-V	48	0	0	0	48
			Monett R-I	43	0	0	0	43
		Stone (172)	Reeds Spring R-IV	83	0	6	0	89
			Galena R-II	67	0	0	0	67
			Blue Eye R-V	16	0	0	0	16
		McDonald (152)	McDonald Co. R-I	146	0	0	6	<b>152</b>
		Lawrence (136)	Aurora R-VIII	63	0	0	0	63
			Miller R-II	50	0	0	0	50
			Marionville R-IX	23	0	0	0	23
		Vernon (108)	Nevada R-V	100	0	8	0	<b>108</b>
		Polk (65)	Humansville R-IV	39	0	0	0	39
			Bolivar R-I	26	0	0	0	26
		Barton (61)	Liberal R-II	55	0	0	0	55
			Lamar R-I	6	0	0	0	6
		Dallas (48)	Dallas Co. R-I	48	0	0	0	<b>48</b>
Cedar (28)	Stockton R-I	28	0	0	0	<b>28</b>		
<b>FIVE</b>	1,646	Camden (446)	Camdenton R-III	342	18	16	7	383
			Stoutland R-II	42	0	0	0	42
			Macks Creek R-V	15	0	0	0	15
			Climax Springs R-IV	6	0	0	0	6
		Boone (250)	Columbia 93	145	40	23	0	208
			Centralia R-VI	27	0	0	0	27
			Sturgeon R-V	9	0	0	0	9
			Harrisburg R-VIII	6	0	0	0	6
		Pulaski (215)	Waynesville R-VI	150	0	8	0	158
			Richland R-IV	57	0	0	0	57
		Cole (209)	Jefferson City	162	12	24	0	198
			Blair Oaks R-II	11	0	0	0	11
		Audrain (170)	Mexico 59	151	10	9	0	<b>170</b>
		Callaway (93)	Fulton 58	52	0	7	0	59
			S. Callaway Co. R-II	34	0	0	0	34
		Gasconade (88)	Gasconade Co. R-II	45	0	0	0	45
			Gasconade Co. R-I	43	0	0	0	43
		Morgan (64)	Morgan Co. R-I	42	0	0	8	50
			Morgan Co. R-II	14	0	0	0	14
		Phelps (62)	Rolla 31	18	7	19	0	44
			St. James R-I	18	0	0	0	18
		Cooper (20)	Boonville R-I	12	8	0	0	<b>20</b>
		Miller (19)	Eldon R-I	8	0	0	0	8
			School of the Osage	0	11	0	0	11
		Howard (16)	Fayette R-III	8	0	0	0	8
			New Franklin R-I	8	0	0	0	8
Moniteau (10)	Moniteau Co. R-I	10	0	0	0	<b>10</b>		

Region	Region Totals	COUNTY	SCHOOL DISTRICT	DOUBLED-UP	HOTEL/MOTEL	SHELTERED	UN-SHELTERED	TOTALS
<b>FOUR</b>	976	Clay (734)	N. Kansas City 74	257	63	60	9	389
			Liberty 53	122	21	25	0	168
			Excelsior Spgs. 40	91	7	0	0	98
			Smithville R-II	67	0	0	0	67
			Kearney R-I	12	0	0	0	12
		Platte (167)	Park Hill	30	21	64	0	105
			Platte Co. R-III	40	0	22	0	62
		Grundy (38)	Trenton R-IX	30	0	0	0	30
			Grundy Co. R-V	8	0	0	0	8
		Carroll (15)	Carrollton R-VII	15	0	0	0	<b>15</b>
Caldwell (13)	Hamilton R-II	13	0	0	0	<b>13</b>		
Ray (9)	Lawson R-XIV	9	0	0	0	<b>9</b>		
Mercer (7)	N. Mercer Co. R-III	7	0	0	0	<b>7</b>		
<b>EIGHT</b>	390	Howell (214)	West Plains R-VII	139	16	0	0	155
			Mt. View-Birch Tree R-II	25	0	10	0	35
			Fairview R-XI	15	0	0	0	15
			Glenwood R-VII	9	0	0	0	9
		Dent (56)	Salem R-80	39	0	0	0	39
			Dent-Phillips R-III	17	0	0	0	17
		Texas (50)	Cabool R-IV	44	0	0	0	44
			Houston R-I	6	0	0	0	6
		Wright (31)	Mansfield R-IV	31	0	0	0	<b>31</b>
		Laclede (21)	Lebanon R-III	21	0	0	0	<b>21</b>
Oregon (11)	Alton R-IV	11	0	0	0	<b>11</b>		
Ozark (7)	Lutie R-VI	7	0	0	0	<b>7</b>		
<b>SEVEN</b>	221	Butler (104)	Twin Rivers R-X	61	0	0	6	67
			Poplar Bluff R-I	19	0	9	0	28
			Neelyville R-IV	9	0	0	0	9
		Carter (69)	Van Buren	69	0	0	0	<b>69</b>
		Ripley (30)	Doniphan R-I	6	6	22	0	<b>30</b>
		Reynolds (18)	Southern Reynolds	18	0	0	0	<b>18</b>
<b>TWO</b>	155	Marion (119)	Hannibal 60	85	14	0	0	99
			Palmyra R-I	20	0	0	0	20
		Ralls (23)	Ralls Co. R-II	23	0	0	0	<b>23</b>
			Lewis (13)	Lewis Co. C-1	7	0	0	0
		Clark (7)	Canton	6	0	0	0	6
			Clark Co. R-I	7	0	0	0	<b>7</b>
Adair (6)	Kirksville R-III	6	0	0	0	<b>6</b>		
<b>SIX</b>	149	New Madrid (48)	Portageville	36	0	0	0	36
			Gideon 37	12	0	0	0	12
		Scott (41)	Sikeston R-6	11	0	13	0	24
			Scott Co. R-IV	17	0	0	0	17
		Dunklin (35)	Kennett 39	22	0	0	0	22
			Campbell R-II	13	0	0	0	13
		Pemiscot (25)	Caruthersville 18	25	0	0	0	<b>25</b>
		<b>THREE</b>	101	Randolph (46)	Moberly	37	0	9
Linn (16)	Brookfield R-III			16	0	0	0	<b>16</b>
Sullivan (16)	Milan C-2			16	0	0	0	<b>16</b>
Scotland (10)	Scotland Co R-I			10	0	0	0	<b>10</b>

## CONCLUSION

Given the pace of twenty-first century life, lengthy reports are often viewed as ineffectual and burdensome. A report on the condition of homelessness in a state is as challenging to write as it is to read. But the length of this report stands as a testimony to the enormous complexity of homelessness and the efforts being made to alleviate the suffering that it causes.

In general, when examined against national data, Missouri has a lower rate of homelessness and a much higher percentage of its homeless population in shelters. Point-in-Time Count data show that the number of Missouri homeless persons peaked in 2012 and declined by over 35 percent by 2015. Missouri can be justifiably gratified by this result.

Data from other Missouri sources, however, suggest that gaining a full perspective on homelessness in the state may require a broader view. The Missouri Department of Elementary and Secondary Education, for example, assembles records on homeless enrolled students in school districts across the state. Data from this source indicate that there has been a persistent increase during the same time period (2012 to 2015). In addition, homeless students, particularly those doubled up, are present in schools in much higher numbers than the extent of homelessness recorded by the Point-in-Time Count would suggest.

This report has highlighted similar countervailing trends in both the geography of homelessness in Missouri and the distribution of homelessness across subpopulations. While homelessness in Missouri is predominantly an urban condition, there has been a slight shift in recent years to a greater percentage of the homeless population residing in Missouri's smaller urban areas. A comparison on the basis of population density reveals:

- large urban areas experienced a notable decline in the number of unsheltered homeless persons, but totals for unsheltered homeless individuals and families increased in the smaller urban areas.
- large urban areas have a disproportionate share of all categories of the Missouri homeless subpopulations, but the service delivery challenge for all Continuum of Care is the constantly evolving distribution of the homeless population across these groups. Reflecting the overall trend in the decline in the number of homeless in Missouri, the number of homeless persons in each of the subcategories decreased, but by differing percentages. In any given year the number of homeless in a particular subcategory can vary by a wide margin in a CoC.

Similar fluctuations are evident across time and across geography in the numbers of homeless individuals (adults without children) compared to the number of homeless within families. Statewide data point to a decline in total homeless persons in households where adults were living with children. Data for discrete CoCs, however, reflect considerable variability in relation to families: in some CoCs the totals for this demographic group increased, while in others the numbers declined.

Missouri’s capacity to provide shelter for individuals and families experiencing homelessness, particularly with permanent supportive housing, expanded in the past several years. Prioritizing rental assistance and rapid re-housing, the Missouri Housing Development Commission and the Continuum of Care have expanded the infrastructure for homeless services. Management of facilities and service providers for the homeless individuals and families in Missouri continue to address the twin challenges of investing in preventing homelessness and providing for those persons who are experiencing homelessness.

There is the ever-present reality of insufficient resources and pressures in society – both within the State and without – that are not easily resolved. The poverty rate in Missouri has persistently been above 15 percent of the population since 2010, while at the same time the cost of rent has increased steadily for the past decade.

That does not diminish the value of the work that has been done in the delivery of services to homeless individuals and families. All those involved should be commended, whether it is the front-line service providers, the Continuum of Care lead agencies or those who provide financial support. The challenges are obvious, but so is the progress that has been made.