DATE          April 1, 2016

TO              The Honorable Mayor and Members of the City Council

SUBJECT          The Homeless in Dallas

On Wednesday, April 6, 2016, you will be briefed on The Homeless in Dallas. The briefing is attached for your review.

Please let me know if you have any questions.

[Signature]

Alan E. Sims
Chief of Neighborhood Plus

C:            A. C. Gonzalez, City Manager  
               Rosa A. Rios, City Secretary  
               Warren M.S. Ernst, City Attorney  
               Craig Kinton, City Auditor  
               Daniel F. Solis, Administrative Judge  
               Ryan S. Evans, First Assistant City Manager  
               Eric D. Campbell, Assistant City Manager  
               Jill A. Jordan, P. E., Assistant City Manager  
               Mark McDaniel, Assistant City Manager  
               Joey Zapata, Assistant City Manager  
               Jeanne Chipperfield, Chief Financial Officer  
               Sana Syed, Public Information Officer  
               Elsa Cantu, Assistant to the City Manager – Mayor and Council
Purpose

• To collectively **review data**, information and derive knowledge about the nature and extent of homelessness

• To **inform our decisions** on how to move forward and build an effective homeless response system

• To be honest with one another about the challenges, barriers and obstacles our homeless residents face and as providers **own up** to what role we play in removing or creating them

• To **welcome ideas and insights** from all persons on how to make homelessness **rare, brief and non recurring** in our community
The Department of Housing & Urban Development (HUD) Requirements for Continuum of Care

• The Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act of 2009 amended and reauthorized the McKinney-Vento Homeless Assistance Act.
  – Amendment streamlined HUD’s homeless grants by consolidating the Supporting Housing, Shelter Plus Care, and Single Room Occupancy grant programs into what is now the CoC program.

• The CoC is “a geographically based group of representatives that carries out the planning responsibilities of the [CoC] program [...] These representatives come from organizations that provide services to persons experiencing homelessness, or represent the interests of the homeless or formerly homeless.” (HEARTH Act Interim Rule, page 45423)

• The CoC is required to designate a collaborative applicant to apply to HUD for CoC funding on behalf of all of the local applicants (Dallas and Collin counties) as well as designate a Homeless Management Information System (HMIS) administrator.
  – The local CoC has designated Metro Dallas Homeless Alliance (MDHA) as the collaborative applicant and HMIS administrator
• **MDHA** = Metro Dallas Homeless Alliance
• **PIT** = Point in Time census of the homeless
• **HUD** = US Department of Housing and Urban Development
• **HMIS** = Homeless Management Information System (the database of homeless persons and programs)
• **CoC** = Continuum of Care which is *BOTH* a local Board of Directors of stakeholders and professionals charged with our homeless response system *AND* a federal grant from HUD
• **UN** = Unsheltered  **ES** = Emergency Shelter  **TH** = Transitional

:60 second tutorial
Leading the development of an effective homeless response system that will make the experience of homelessness rare, brief and non-recurring in Dallas and Collin Counties.

MISSION
Primary Functions of MDHA

• Lead agency for Continuum of Care Operations and Planning for the homeless response system
• Conducts local CoC Program Grant competition and grant submission
• Administer the single Homeless Management Information System for additional HUD, VA, SAMHSA, RHY, HOPWA, ESG and other housing and homeless services programs
• Develop the Coordinated Assessment/Access System
• Maintain inventory count of homeless housing (ES, SH, TH, RRH, PSH, Other PH)
• Maintain count of persons experiencing homelessness
• Coordinate the efforts of over 60 agencies that provide services to homeless people
2015-2016 Accomplishments of the Continuum of Care Group

- **Addressing the Data Gap**: IRIS as the new HMIS, built HUD latest standards. Mapping pathways between clinical and social information.

- **Improving quality of care** through professional development and interagency communication

- **Building the system** infrastructure: Data, Inventories and Prioritization

- **Reinforcing the policy infrastructure**: amended bylaws, leadership
2016 POINT IN TIME COUNT
Homeless Count

- Geographic Coverage Blitz Style = Improved Accuracy
- Sheltered data came from HMIS and agency data
- Unsheltered from Volunteer Interviews and Observations
- Just over 700 volunteers in both counties
- + Police Officers

It was big, but it needs to be bigger

Goal was 750 volunteers

We need 1,000 in Dallas to improve geographic coverage in 2017
## All Homeless – 2016 PIT

<table>
<thead>
<tr>
<th></th>
<th>UN</th>
<th>ES</th>
<th>SafeHaven</th>
<th>Transitional Housing</th>
<th>Total</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>2016</td>
<td>739</td>
<td>1,873</td>
<td>23</td>
<td>1,269</td>
<td>3,904</td>
<td>24% +</td>
</tr>
<tr>
<td>2015</td>
<td>363</td>
<td>1,748</td>
<td>23</td>
<td>1,007</td>
<td>3,141</td>
<td></td>
</tr>
</tbody>
</table>

2014 National AHAR 31% of homeless are unsheltered.
PIT GIS Maps Dallas County

- Total CoC Area Density Map
- Dallas Area Density Map
# Unsheltered Homeless

<table>
<thead>
<tr>
<th>TOTAL UNSHELTERED</th>
<th>739</th>
<th>Proportion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dallas</td>
<td>586</td>
<td>79%</td>
</tr>
<tr>
<td>Irving</td>
<td>27</td>
<td>4%</td>
</tr>
<tr>
<td>Garland</td>
<td>70</td>
<td>9%</td>
</tr>
<tr>
<td>Dallas County</td>
<td>680</td>
<td>92%</td>
</tr>
<tr>
<td>Plano</td>
<td>35</td>
<td>5%</td>
</tr>
<tr>
<td>Frisco</td>
<td>1</td>
<td>0%</td>
</tr>
<tr>
<td>McKinney</td>
<td>15</td>
<td>2%</td>
</tr>
<tr>
<td>Wylie</td>
<td>5</td>
<td>1%</td>
</tr>
<tr>
<td>Collin County</td>
<td>56</td>
<td>8%</td>
</tr>
</tbody>
</table>
Age of Unsheltered

Average Age: 47.5
Youngest: 19
Oldest: 79

48% of Unsheltered 40-61
Gender of Unsheltered

Total Responses: 562
Men: 440
Women: 119
Transgendered: 3

Been Attacked While Homeless?
Women: 19 16%
Men: 86 20%
Race and Ethnicity of Unsheltered

- Black: 55%
- White: 43%
- Other: 2%

- Hispanic: 13%
- Non-Hispanic: 87%
Unsheltered Veterans

Total Veterans: 54
Men: 54
Women: 0

Discharge Status
Honorable: 25
General: 6
Dishonorable: 6
Bad Conduct: 2
# Total Veterans

<table>
<thead>
<tr>
<th></th>
<th>UN</th>
<th>ES</th>
<th>SH</th>
<th>TH</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Individuals</td>
<td>54</td>
<td>170</td>
<td>0</td>
<td>75</td>
<td>299</td>
</tr>
<tr>
<td>Households with Children</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>5/15</td>
<td>5/15</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td><strong>304 Veterans</strong></td>
</tr>
</tbody>
</table>

- Of the 304 Veterans, 189 directly connected to a Veterans program.
- Significant improvement in VA and emergency response system collaboration
- **7.7%** of all homeless
Experience in Criminal Justice System

Total Responses: 358
Served in Jail or Prison: 267

75% have exited in some capacity from the criminal justice system
Total Responses: 202

From Dallas: 87%
From Dallas County: 3%
From Texas: 4%
From Other Stats: 5%

This is a typical distribution.
Hierarchy of Needs

- **Physiology**: Breathing, food, water, sex, sleep, homeostasis, excretion
- **Safety**: Security of body, of employment, of resources, of morality, of the family, of health, of property
- **Love/belonging**: Friendship, family, sexual intimacy
- **Esteem**: Self-esteem, confidence, achievement, respect of others, respect by others
- **Self-actualisation**: Morality, creativity, spontaneity, problem solving, lack of prejudice, acceptance of facts
What I Need Tonight - Unsheltered

- Food: 111
- Shelter: 82
- Warmth/Blanket: 76
- Housing: 53
- Clothes: 42
- Money: 27
- Job: 20
- Transportation/Gas: 18
- Water: 10
- Get Some Sleep: 9
- ID: 8
- Shower/Bath: 7
- Hygiene Items: 6
- Medical Care: 3
What I Need Tonight

“Medicine for my friend”

“Freedom”

“To be loved by God”

“To be a blessing to somebody”

<table>
<thead>
<tr>
<th>Needs</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Self-actualisation</td>
<td>1%</td>
</tr>
<tr>
<td>Esteem</td>
<td>2%</td>
</tr>
<tr>
<td>Love/belonging</td>
<td>3%</td>
</tr>
<tr>
<td>Safety</td>
<td>39%</td>
</tr>
<tr>
<td>Physiology</td>
<td>55%</td>
</tr>
</tbody>
</table>

- Self-esteem, confidence, achievement, respect of others, respect by others
- Morality, creativity, spontaneity, problem solving, lack of prejudice, acceptance of facts
- Friendship, family, sexual intimacy
- Security of body, of employment, of resources, of morality, of the family, of health, of property
- Breathing, food, water, sex, sleep, homeostasis, excretion
Do unsheltered homeless want help?

- 365 persons gave us their full name
- 216 asked for a street outreach follow up visit
- 186 gave detailed contact information
- 136 let us take their picture for the HMIS

Yes.
Why are you not staying in an Emergency Shelter?

- Shelter Full: 39
- No Transportation: 29
- Prefer Outdoors to Shelter: 17
- Don't Know Where: 16
- Uncomfortable/People/Stress: 15
- Too Many Rules: 13
- Personal Safety: 7
- Criminal Record: 6
- Have Pet: 6
- Sanitation/Bugs: 5
- Hate/Dislike Shelter: 5
- Separation from Partner: 4
- Barred: 4
- Have a Car: 3
- Too Many Possessions: 3
- Feel Like Jail: 2
- No ID: 1
- Have a Pet: 1
- Nit of Parnter: 1
- Criminal Record: 1
- Too Many Possessions: 1
- Have a Car: 1
- Too Many Possessions: 1
- Have a Car: 1
- No ID: 1
- No ID: 1
- Personal Safety: 1
- Criminal Record: 1
- Too Many Possessions: 1
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- Personal Safety: 1
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- No ID: 1
- Personal Safety: 1
- Criminal Record: 1
- Too Many Possessions: 1
- Have a Car: 1
- Too Many Posse
Chronic Homeless

**Definition:**
Homeless *at least 1 year* or homeless four or more times in the last 3 years where the cumulative time homeless is at least 1 year AND Possess a documented *disabling condition*.

**Goal:**
End chronic homelessness moved, again, to December 2017.
Length of time homeless - Unsheltered

Total Responses: 293
Homeless less than 30 days: 13%
**Homeless over one year: 47%**
First Time Homeless: 147
Health and Unsheltered Homelessness

• Irregular or no proper administration of prescription drugs (lost, no storage, stolen, sold)
• Insufficient, irregular nutrition
• Irregular access to clean water
• Unsanitary living conditions
• **Sleep deprivation**
Health and Unsheltered Homelessness

• Poor physical health is associated with poverty in general but is more pronounced among those who are without homes (APA, 2010).
• Rates of mental illness among people who are homeless in the United States are twice the rate found for the general population (Bassuk et al., 1998).
• 47% of homeless women meet the criteria for a diagnosis of major depressive disorder—twice the rate of women in general (Buckner, Beardslee, & Bassuk, 2004).
• When compared with the general population, people without homes have poorer physical health, including higher rates of tuberculosis, hypertension, asthma, diabetes, and HIV/AIDS (Zlotnick & Zerger, 2008), as well as higher rates of medical hospitalizations (Kushel et al., 2001).

• Housing is Healthcare
Health Status - Unsheltered

Total Responses: 387

Significant health condition(s) reported: 185 48%
Chronic Homeless – Disabling Conditions

133 Chronic Unsheltered (34% of the 387 interviewed)*

- 64 with 1 disabling condition
- 51 with 2 disabling conditions
- 15 with 3 disabling conditions
- 3 with 4 disabling conditions

*HUD report will include only the actual identified. For local CoC Planning, the 34% rate applied to the total unsheltered would yield an estimated additional 118 chronically homeless.
## Total Chronically Homeless

<table>
<thead>
<tr>
<th></th>
<th>2016</th>
<th>UN</th>
<th>ES</th>
<th>SafeHaven</th>
<th>Total</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chronically Homeless Individuals</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016</td>
<td>133</td>
<td>411</td>
<td>22</td>
<td>566</td>
<td></td>
</tr>
<tr>
<td>Chronically Homeless Families</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016</td>
<td>0</td>
<td>12</td>
<td>0</td>
<td>31</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>31 persons</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>TOTAL</td>
<td></td>
<td></td>
<td>597</td>
<td>615</td>
</tr>
</tbody>
</table>

**Where the Chronic live:**
- Unsheltered – 22%
- Metrocare Safehaven – 4%
- The Bridge – 5%
- Austin Street – 28%
- Dallas Life Center – 19%
- The Salvation Army – 19%
- Union Gospel Mission – 3%
# Families with Children

<table>
<thead>
<tr>
<th>2016</th>
<th>UN</th>
<th>ES</th>
<th>SH</th>
<th>TH</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Households</td>
<td>2</td>
<td>149</td>
<td>0</td>
<td>283</td>
<td>434</td>
</tr>
<tr>
<td>Total Adults</td>
<td>3</td>
<td>172</td>
<td>0</td>
<td>308</td>
<td>660</td>
</tr>
<tr>
<td>Total Children</td>
<td>3</td>
<td>356</td>
<td>0</td>
<td>485</td>
<td>844</td>
</tr>
<tr>
<td>Unaccompanied Youth</td>
<td></td>
<td></td>
<td></td>
<td>7</td>
<td>7</td>
</tr>
</tbody>
</table>

|                          |     |      |    |      | 1,511 |

21.7% of total homeless are under 18. National 2014 average was 23%.
TENT CITY
I-45 Encampment – “Tent City”

- Location: I-30 to the North, Corinth to the South, under the I-45 Bridge
- Size: length is 1,759 ft. with the number of occupants varying from 60 in summer 2015 to over 300 a month ago
- Sections: Five sections labelled A-E
I-45 Tent City was ‘gridded’ out into sectors to organize engagement and provide locations of persons being served. E is the largest sector. Each area has a distinct grouping of self selected ‘neighbors’
Tent City Population

- Mean age: 50
- Median Age: 52
- Men: 60%
- Women: 40%
- 92% from Dallas
- 85% previously incarcerated
- 50% with psychiatric or emotional conditions
- Low of 60 tents with a peak of 300 tents
Who’s Involved

• City, State, and Dallas County Elected Officials
• Metro Dallas Homeless Alliance
• City of Dallas: DPD, Crisis Intervention, City Attorneys, Community Courts, Community Prosecutors, Housing, Inter Governmental Services, Streets, Sanitation, Public Works, City Managers
• Dallas County: Health and Human Services, Criminal Justice
• Cedars and Farmers’ Market Neighborhood Associations
• Emergency Shelters
• Nonprofit organizations serving homeless
• Churches
I-45 Encampment – “Tent City”

- 8.5 case workers since March 21, 2016
- 221 case files established, entered into the HMIS, vulnerability and housing barrier assessments complete
- ID Blitz at City Square
- Daily contact, daily problem solving
- Weekly resident meetings started 3/21
- Weekly Community Court services
- Weekly SSI/SSDI services
- 20 moved out through services, 23 scheduled in next 10 days
- Self-selecting and camp migration
- Closure Notices began 3/25/16
Tent City Communication Targets
Building a System

Dallas (City & County)

Adjacent Neighborhood

Homeless Response System

Street Outreach Case Management

I-45 Residents
Lessons from I45 Encampment to Date

- Dallas *must* increase professional **Street Outreach**/ACT Teams
- ID access cannot be funneled to ONE agency when it is a pervasive need
- **HMIS HMIS HMIS** – must document episodes of unsheltered homeless
- **Interagency collaboration** saves time, money, and improves care.
- **Interagency staffing** breaks down barriers, stops service ‘shopping’ and focuses on problem solving
- Homeless can and should when possible be housed *directly from the street.*
Next Steps

• Continue daily outreach efforts to connect residents with resources and obtain critical documents

• City to complete assessment of what it will cost to close each section (A-E) of Tent City and secure the site with TxDOT assistance
  – Secure sections as vacated

• City will formalize agreements with shelters for an overflow plan

• Notices of Closure began March 25, 2016 and will continue every two weeks
Possible Outcomes

• Ideally, all residents will:
  – move into stable housing
  – go to shelters

• Consider using vacant buildings/sites for emergency shelter
  – Dawson State Jail
  – Parkland
  – Hensley
Supply – Emergency Shelter Beds

100 beds in an Emergency Shelter
Average Length of Stay is 180 days.
Can serve 200 people in a year.

OR

100 beds in an Emergency Shelter
Average Length of Stay is 90 Days
Can serve 400 people in a year
Supply – Emergency Shelter Beds

*How many beds do we need?*

More.

But, to plan properly, more data is required to ‘right-size’:

- Number of *new* homeless each month
- *Length of Stay* in the emergency system (UN, ES, TH)
- Recidivism rates
- Shelters have to share information and plan together
What do we do in the *Short Term*?

- Continue Street Outreach Work- Funding from State and Federal Grants
- Work with All Emergency Shelters
  - To accommodate overflow
  - To cover costs (estimate: 240 people x $25/day x 365 days = $2,190,000)
- Paid professional real estate Apartment Finder Brokers to place voucher holders— $125 per person x 250 = $31,250
- Aggressive implementation of Coordinated Assessment System to *prioritize* resources- Funding from HUD
- Ready-to-Rent curriculum to Improve Tenancy- $5,000
- *Real-time housing inventories* within HMIS- Funding from HUD
- Pervasive top to bottom mantra “*What is your Housing Plan?*”- Continuum of Care group
## Emergency Shelter Capacity

<table>
<thead>
<tr>
<th>Agency</th>
<th>Estimated Occupancy/Night*</th>
<th>Additional Guests that may be Served within Available Space**</th>
</tr>
</thead>
<tbody>
<tr>
<td>Austin Street Shelter</td>
<td>411</td>
<td>At maximum capacity</td>
</tr>
<tr>
<td>Bridge Steps</td>
<td>250</td>
<td>50</td>
</tr>
<tr>
<td>Dallas Life</td>
<td>320</td>
<td>100</td>
</tr>
<tr>
<td>Salvation Army</td>
<td>600</td>
<td>40</td>
</tr>
<tr>
<td>Union Gospel Mission</td>
<td>700</td>
<td>50</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>2,281</strong></td>
<td><strong>240</strong></td>
</tr>
</tbody>
</table>

* Includes emergency and transitional beds  
** Additional funding will be necessary to cover increasing bed space
Case Managers assist client at *every step* of the housing process *till the key is in the door*
And Long Term Housing solutions?

- Total service provider participation in HMIS (data sharing)
- Provide more supportive services for DHA homeless preference vouchers
- Policy Changes: NIMBY and acceptance of vouchers
- Prioritize Development Incentives for Permanent Supportive Housing units
  - Estimate of 1250 units needed
- Private ‘Matching Funds’ for State and Federal Grants
  - Example: Funders Together to End Homelessness
- Capital Improvement Program **General Obligation Bond**
  
**Election: Affordable Housing**

- Transportation Pilot to access health & human services
  - Example: Seattle’s circulator bus
THE TAKE-AWAYS
Final Thoughts

How the Community Can Help?

• Contact and donate to emergency shelters
• Donate to the homeless service providers
• Donate to MDHA flex fund
• Volunteer to assist in the shelters
• Support Affordable Housing opportunities in your neighborhood

Each of us can do better.
DISCUSSION