Exploring Disparity in Racine

Using HMIS Data to Look at Ethnic and Racial Disparity in Homelessness and Homeless Services in Racine County

July 2021 – June 2022

A presentation of the Systems Performance Committee to the Homelessness and Housing Alliance of Racine County – November 18, 2022



Presentation Outline

PART I: THE DATA

- 1. Introduction
- 2. Ethnic Disparity Data
- 3. Racial Disparity Data
- 4. Key Points

5 Minute Break

PART II: APPLICATION

- 1. A Closer Look at Project Level: Racial Disparity and Street Outreach
- 2. Moving Forward
- 3. Questions and Comments

PART ONE

Exploring Disparity in Homelessness and Homeless Services in Racine

Introduction

Definitions, Context, Data, Data Sources and Limitations

Definitions

- **Disparity:** a noticeable and usually significant difference or dissimilarity, lack of similarity or equality; inequality; difference
- Equity: the quality of being fair, just or impartial
- Homelessness (HEARTH Act Definition): Living in a government or privately funded emergency shelter, Transitional Housing, or living in a place not meant for human habitation (unsheltered)
- **HMIS:** Homeless Management Information System: A data base of people experiencing homelessness and services provided to them.
- Positive Outcomes: These are determined by exit destination when leaving a program:
 - Street Outreach (SO) Leaving the streets to temporary or permanent housing destination (excluding jail)
 - Emergency Shelter (ES), Transitional Housing (TH) and Rapid Rehousing (RRH) Leaving the program to a permanent housing destination
 - **Permanent Supportive Housing (PSH)** Remaining in PSH or exiting to permanent housing destination.

Context and Data Sources

CONTEXT

Late / Post Pandemic Period: End of Pandemic Supports and Protections, Increasing Housing Challenges

DATA SOURCES:

- American Community Survey (ACS) 5-year estimates
- Point-in-Time Count: January 26, 2022
- HMIS Data: July 1, 2021 June 30,2022
- Street Outreach Shift Reports and Data: July 2021 June 2022

Service Providers (by Program Type)

- Shelter (ES): HALO, SAFE Haven, Burlington TLC, Women's Resource Center (WRC) (PIT Only)
- Transitional Housing (TH): Union Grove GPD*, Bethany Apartments (PIT Only)
- Permanent Housing Rapid Rehousing (RRH): HALO, SAFE Haven,
 HOPES, Lutheran Social Services (LSS), Center for Veterans Issues (CVI)
- Permanent Housing Permanent Supportive Housing (PSH): HALO,
 CVI, VASH (Veterans Affairs Supportive Housing)
- Outreach (SO): HOPES
- Unsheltered Count: Point-in-Time (PIT) Unsheltered Count

Limitations

- Quantitative vs. Qualitative Data: We do not have qualitative data that gives interpretation, perspectives, and explanations, especially from people with lived experience.
- HMIS vs. Non-HMIS: Annual data on outcomes does not include services provided by Non-HMIS Participating Agencies (WRC, Bethany Apartments, Veterans Outreach of Wisconsin, Racine Kenosha Community Action Agency)
- Limited Focus: Due to time and data constraints, this presentation only focuses on two aspects of equity and diversity, being ethnicity and race. It focuses on 3 System Performance Measure: Number of People Homeless, Program Outcomes, and Length of Time Homeless.
- Intersectionality: In this report, we only focus on ethnicity and race in isolation. We do not explore the intersectionality of race, gender, ethnicity, household size and other factors combined

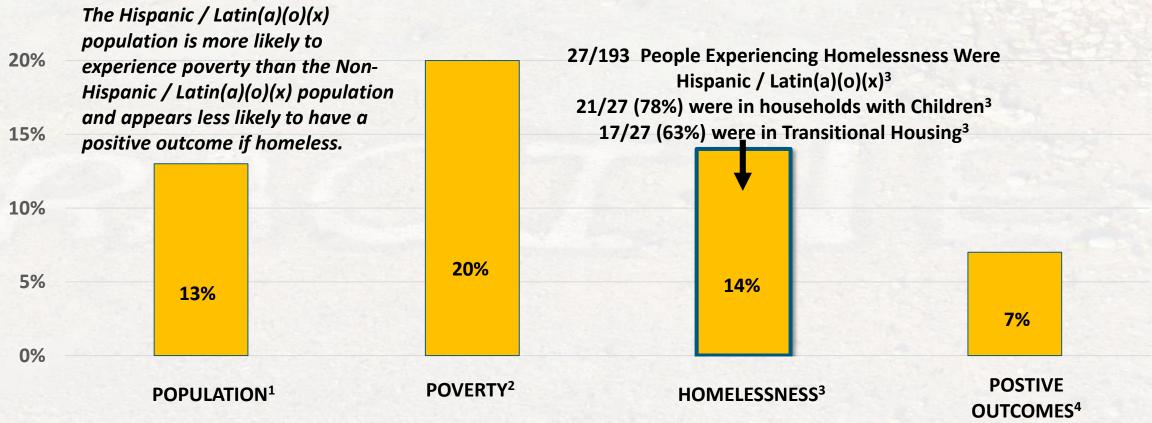
Ethnic Disparity

A look at Ethnic Disparity in Homelessness and Homeless Services in Racine 2021-2022

Note: Ethnicity defined as Hispanic/Latin(a)(o)(x) vs. Non-Hispanic/Latin(a)(o)(x)

Ethnicity and Homelessness in Racine County

Hispanic / Latin(a)(o)(x) population as % of Entire Population



¹Population: American Community Survey (ACS) 2015-2019 5-Year Estimates

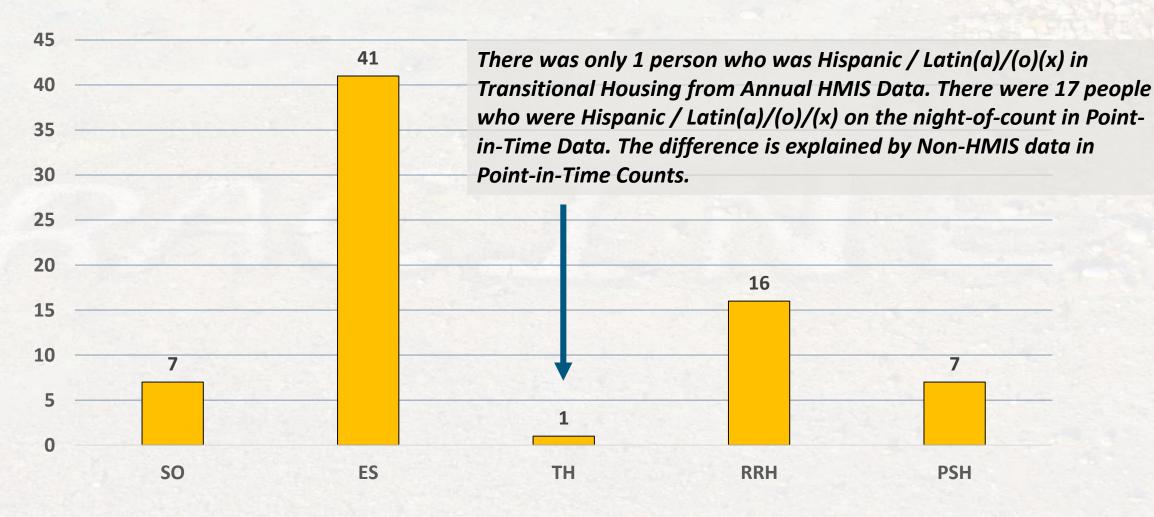
²Poverty: American Community Survey (ACS) 2015-2019 5-Year Estimates

³ Point-in-Time Data for Racine County – January 26, 2022

⁴ Equity Analysis in Program Outcomes HMIS Report for Racine COC – July 2021-June 2022 (Hispanic / Latin(a)(o)(x) persons with positive outcomes ÷ all persons with positive outcomes)

Ethnicity and Homeless Program Use¹

No. of People who reported being Hispanic / Latin(a)(o)(x)

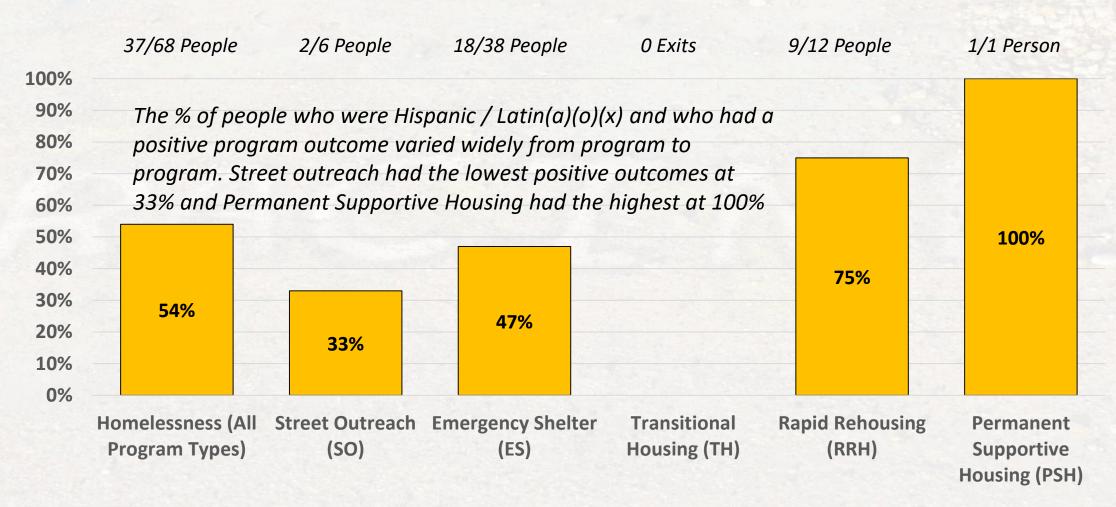


¹Annual data from HMIS:; July 1, 2022 – June 30,2022 – APRs by Program Type

SO = Street Outreach / ES = Emergency Shelter TH= Transitional Housing / RRH = Rapid Rehousing / PSH = Permanent Supportive Housing

Ethnicity and Program Outcomes¹

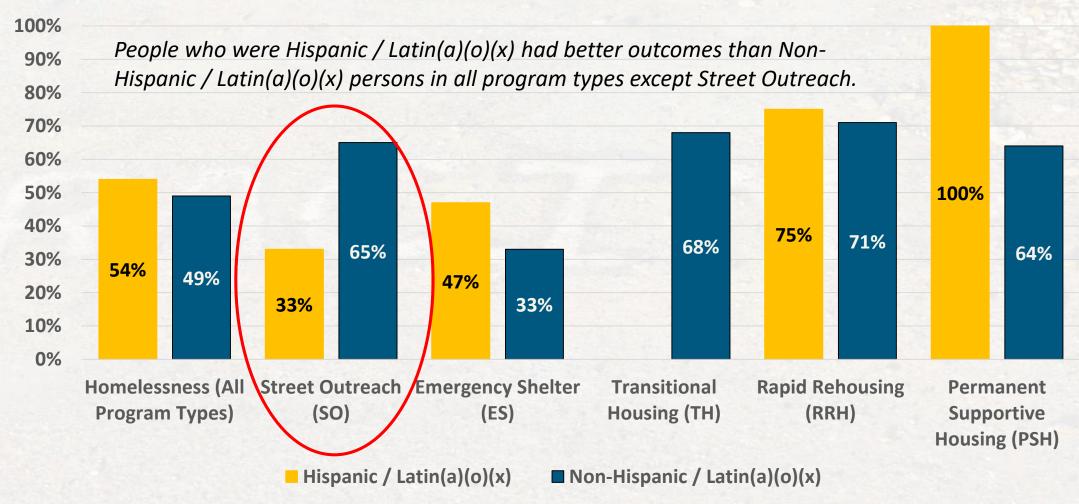
Hispanic/Latin(a)(o)(x) persons having a positive program outcomes at program exit \div Total Hispanic / Latin(a)(o)(x) persons with program exits



¹Annual data from HMIS:; July 1, 2022 – June 30,2022

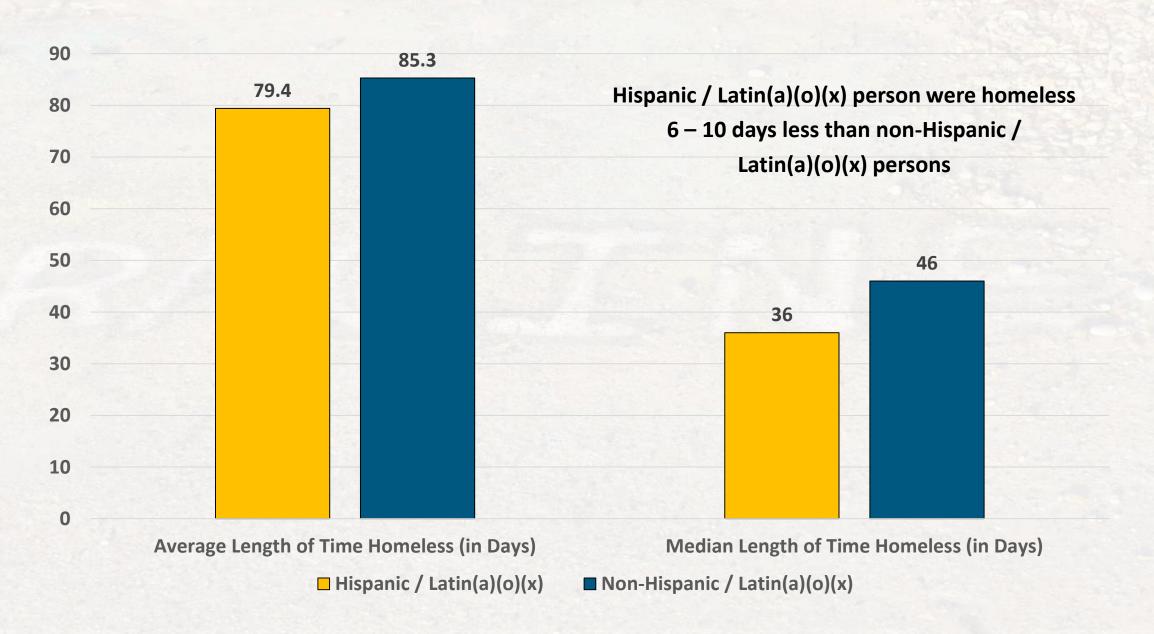
Ethnicity and Program Outcomes¹

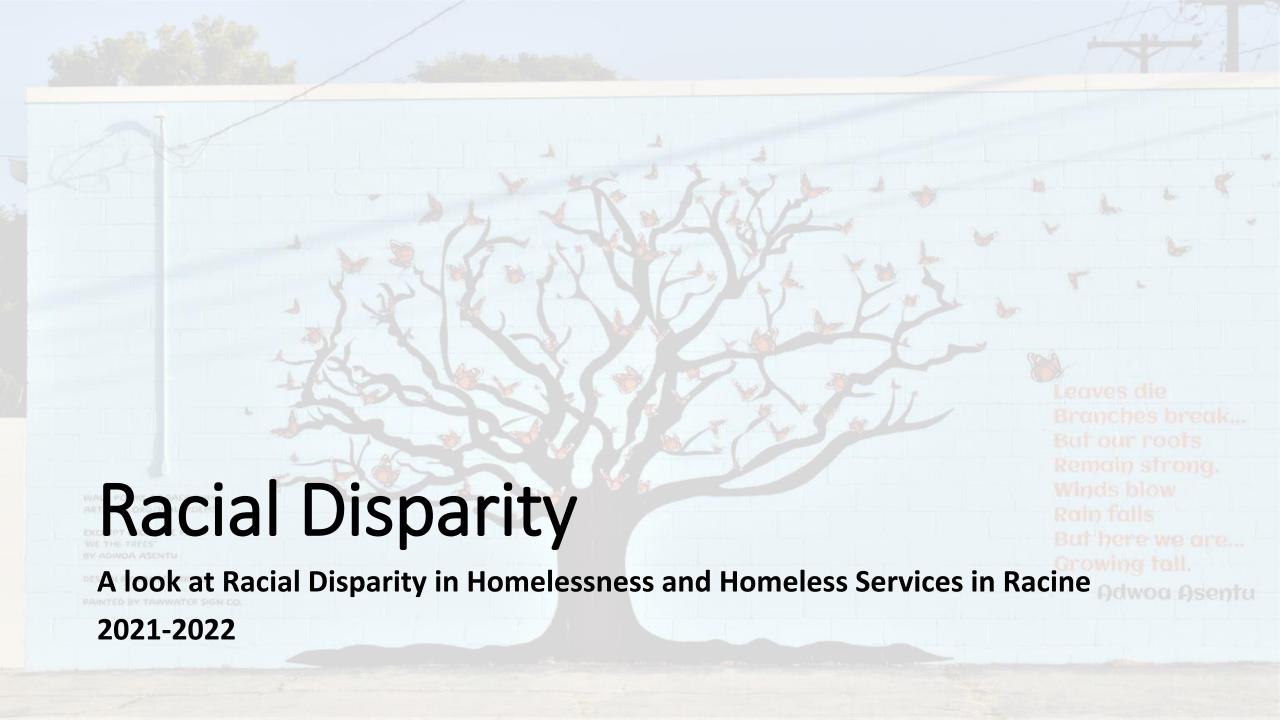
Persons from given ethnicity having a positive program outcomes at program exit ÷ Total persons with program exits from that Ethnicity



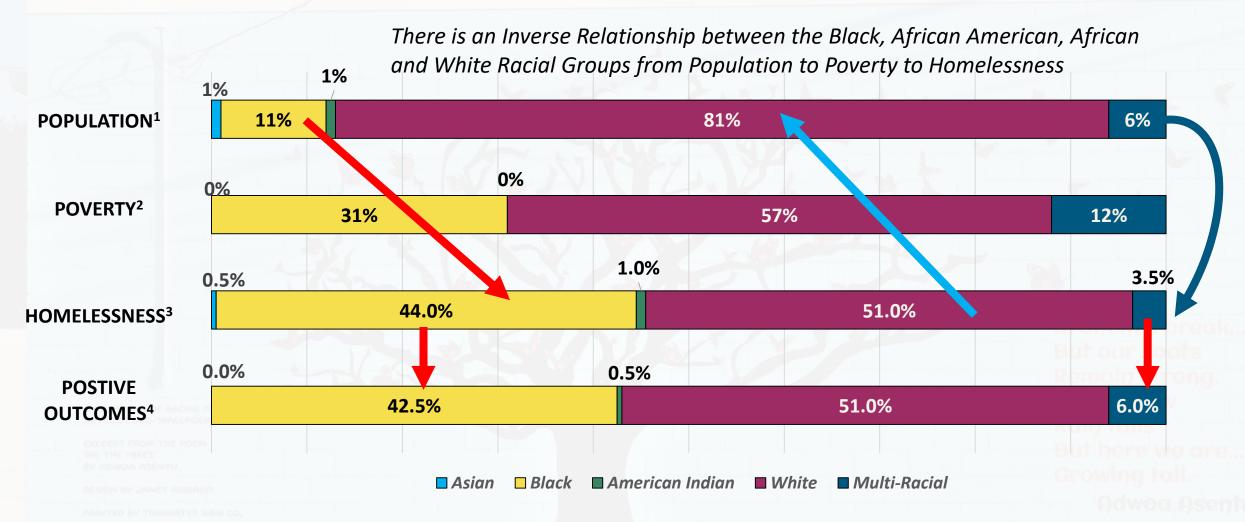
¹Annual data from HMIS:; July 1, 2022 – June 30,2022

Length of Time Homeless by Ethnicity (in Days)





Distribution of Race and Homelessness in Racine County



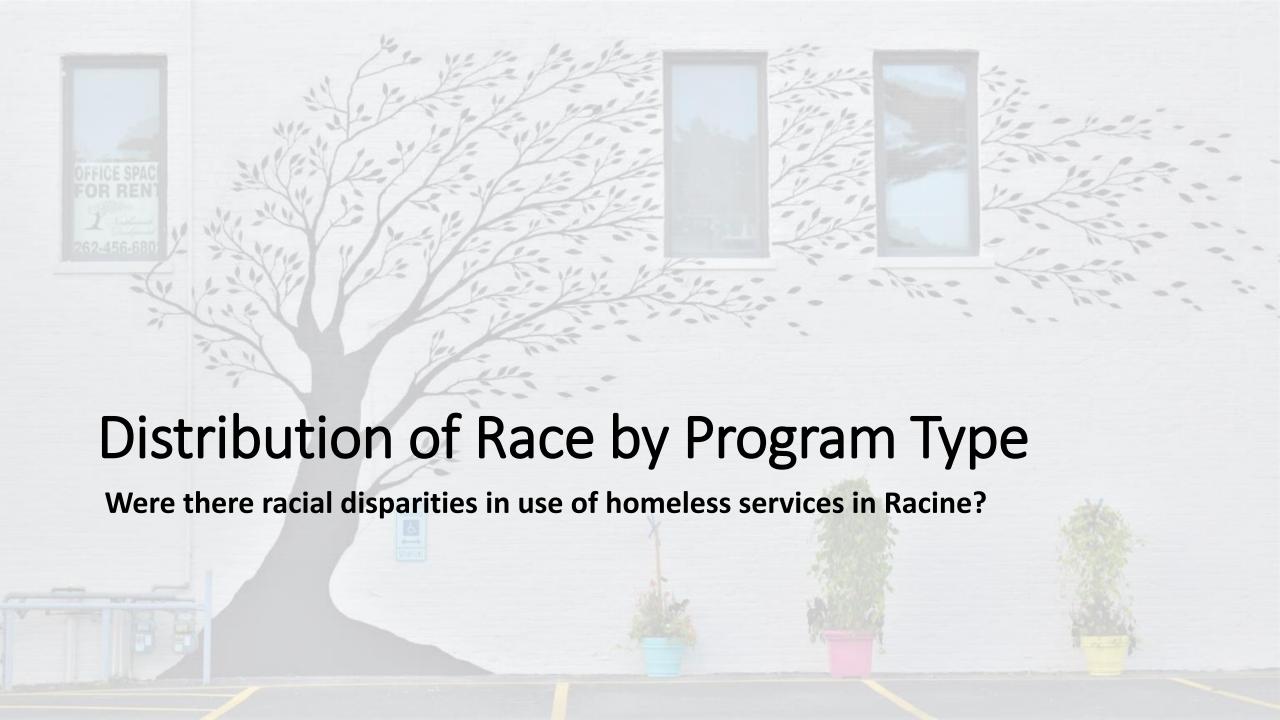
¹Population: American Community Survey (ACS) 2015-2019 5-Year Estimates

All graphs in this slide represent the distribution of race: Each racial group's percentage of the total population, total population in poverty, total population homeless and total positive outcomes of people who are homeless.

²Poverty: American Community Survey (ACS) 2015 2019 5-Year Estimates

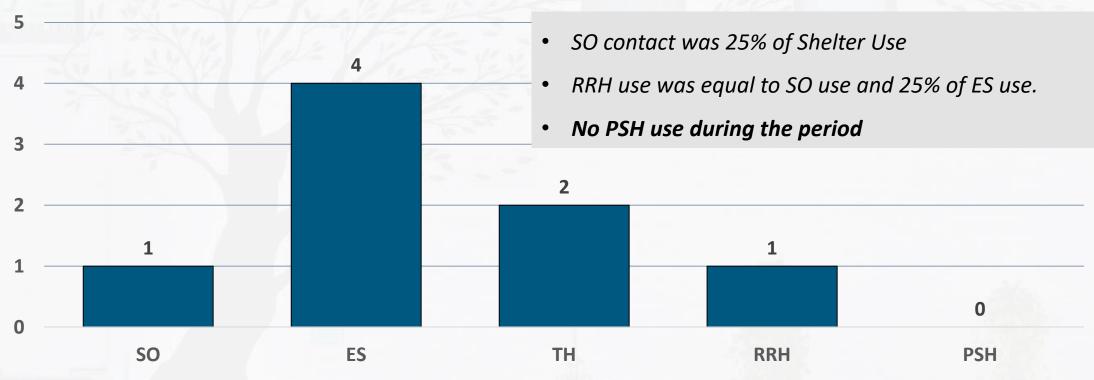
³ Point-in-Time Data for Racine County – January 26, 2022

⁴Equity Analysis in Program Outcomes HMIS Report for Racine COC – July 2021-June 2022



Number of people using program type during the period

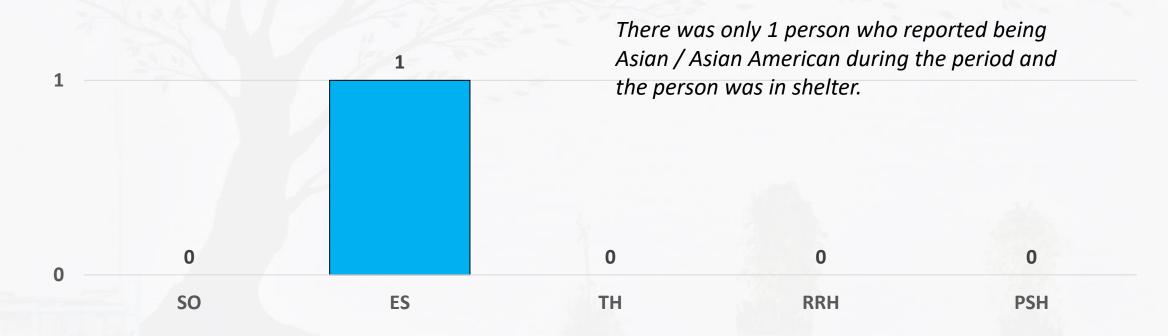




¹HMIS Data July 2021 – June 2022 – APR by Program Type

Number of people using program type during the period

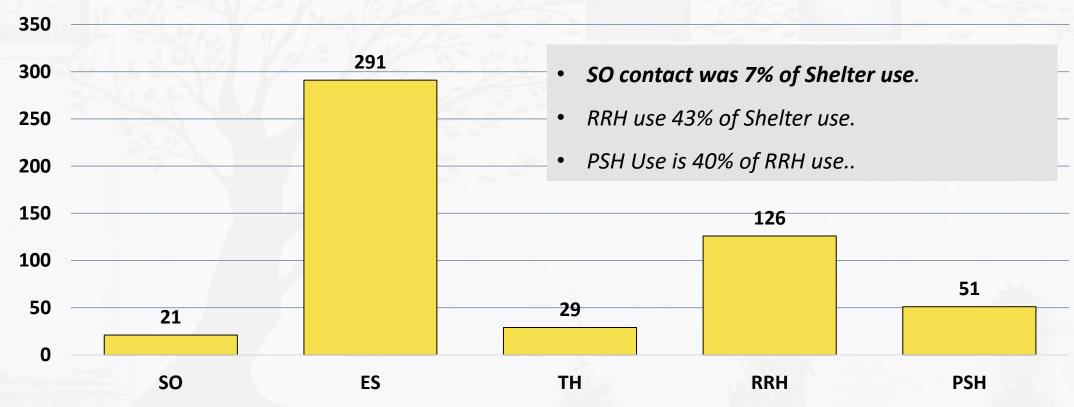




¹HMIS Data July 2021 – June 2022 – APR by Program Type

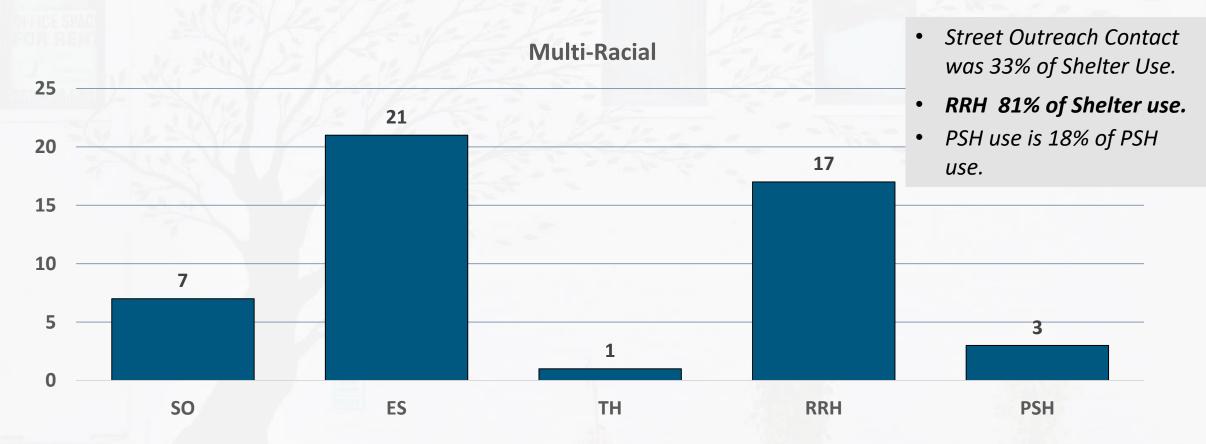
Number of people using program type during the period

Black, African American, African



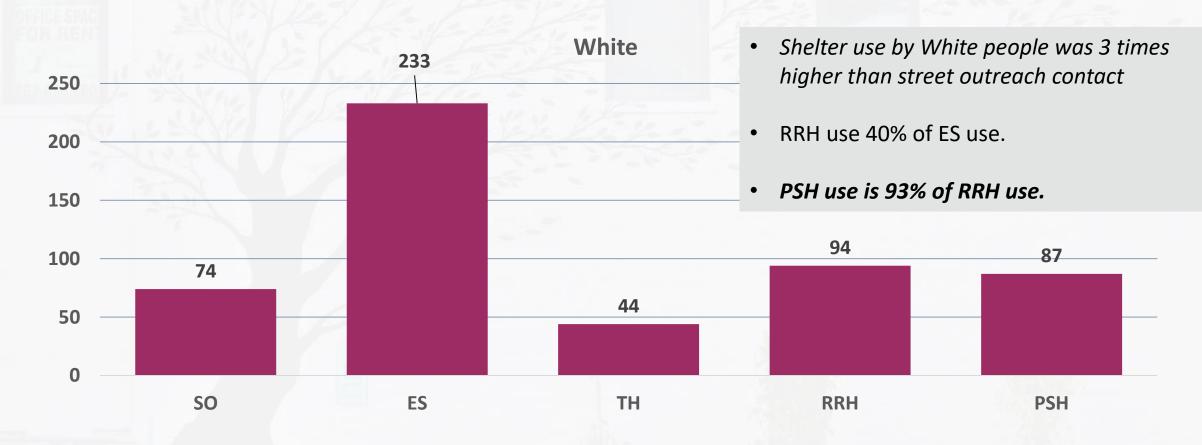
¹HMIS Data July 2021 – June 2022 – APR by Program Type

Number of people using program type during the period



¹HMIS Data July 2021 – June 2022 – APR by Program Type

Number of people using program type during the period



¹HMIS Data July 2021 – June 2022 – APR by Program Type

Program Use by Race: Salient Disparities

Do people from different racial groups use / have access to all homeless services equally?

American Indian / Alaska Native / Indigenous

No one in Permanent Supportive Housing

Asian

Only one person, who was in shelter

Black / African American African

Largest disparity between shelter use and street outreach contact

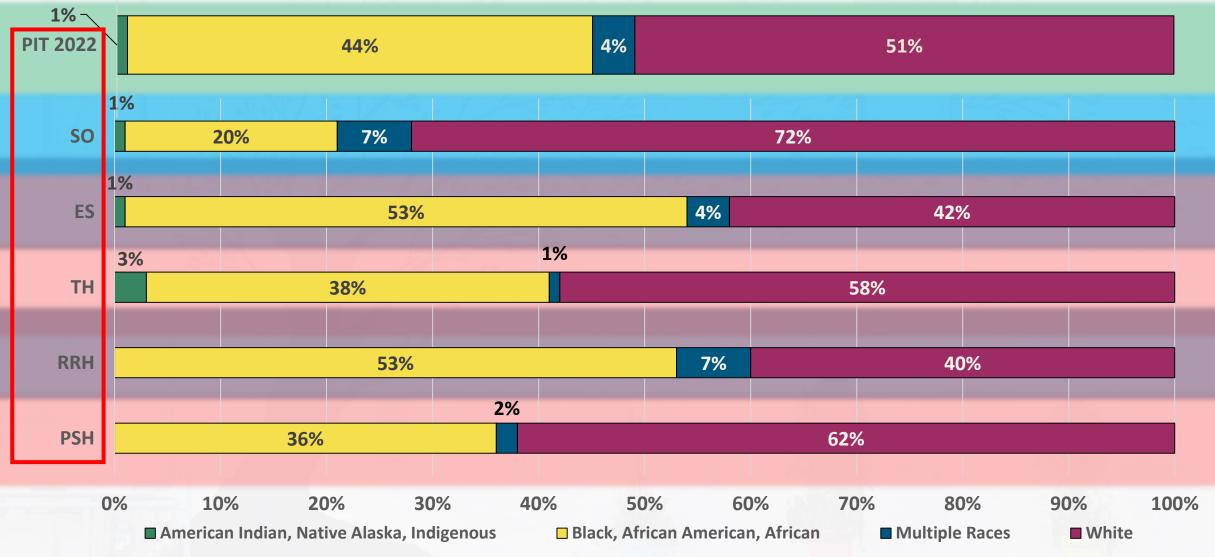
Multi-Racial

Highest percentage of RRH use compared to shelter use

White

Most people in PSH and smallest disparity between RRH use and PSH use

Distribution of Race by Program Type¹ No. of People of Given Race in Program Type / Total Number of People in Program Type



¹HMIS Data July 2021 – June 2022 – APR by Program Type

Equity in Outcomes by Program Type

Were there racial disparities in outcomes by program type?

DISPARITY IN DISTRIBUTION BY RACE HOMELESSNESS VS. POSITIVE OUTCOMES

White:

Black / African American / African:

Asian and American Indian:

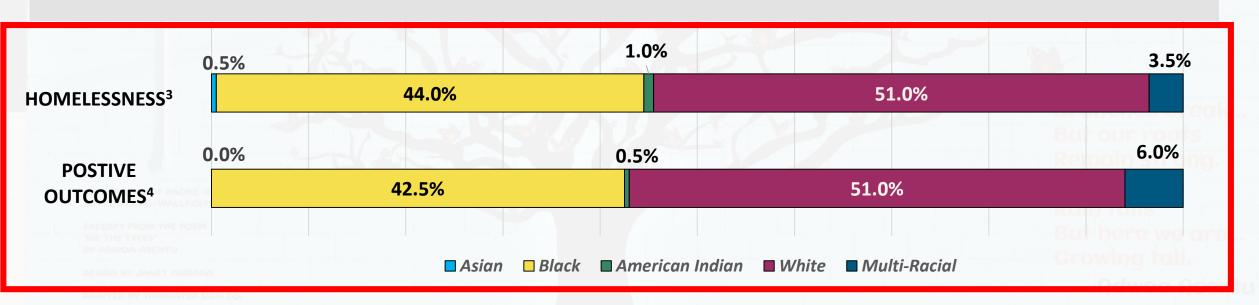
Multi-Racial:

No Disparity

DECREASE: 1.5%

DECREASE: 0.5% each

INCREASE: 2.5%



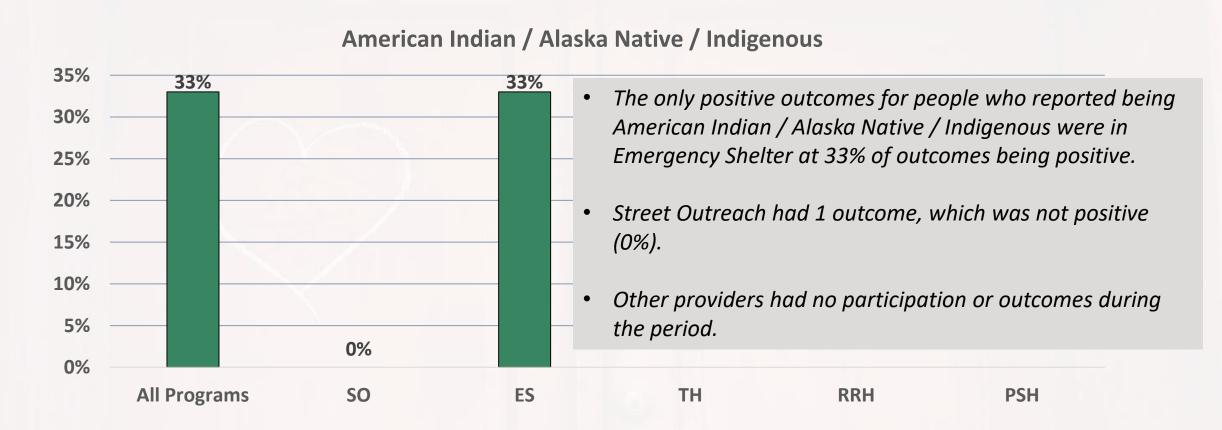
¹Population: American Community Survey (ACS) 2015-2021 5-Year Estimates

²Poverty: American Community Survey (ACS) 2015-2012 5-Year Estimates

³ Point-in-Time Data for Racine County – January 26, 2022

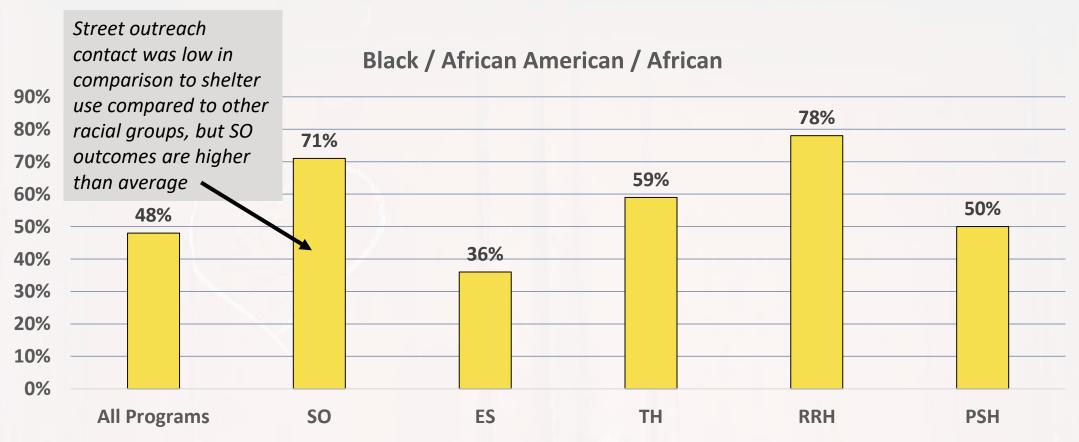
⁴Equity Analysis in Program Outcomes HMIS Report for Racine COC – July 2021-June 2022

No. of People of Given Race with Positive Outcome (as defined by Program Type) / Total No. of People from that Race in Program



¹Annual data from HMIS:; July 1, 2022 – June 30,2022 Equity Analysis in Program Outcomes Report – HUD HDX

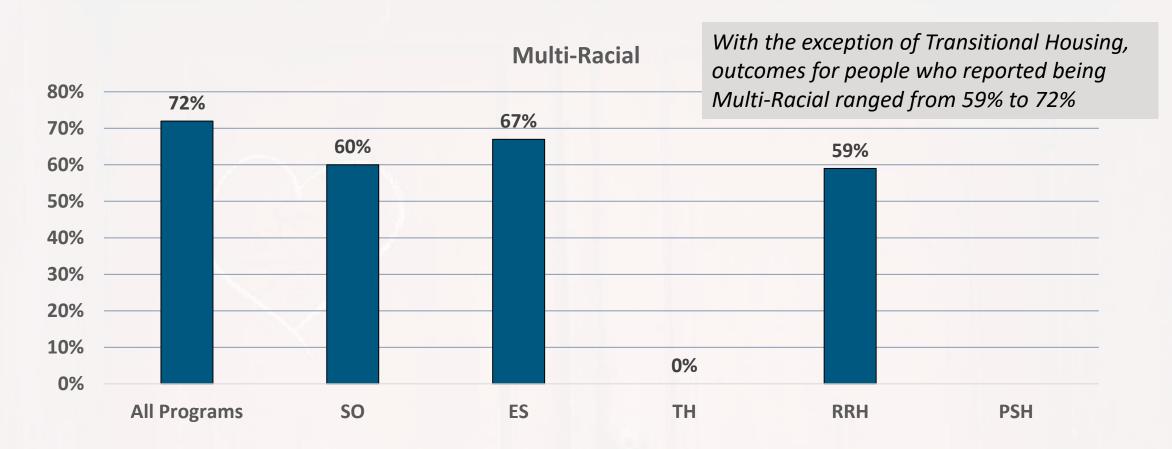
No. of People of Given Race with Positive Outcome (as defined by Program Type) / Total No. of People from that Race in Program



Outcomes vary widely from 36% of people in shelter to 78% of people in Rapid Rehousing.

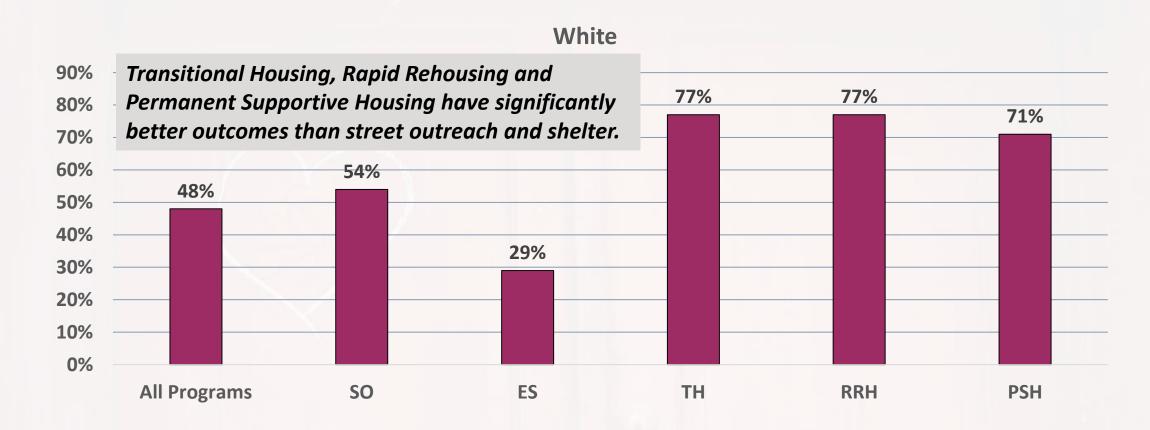
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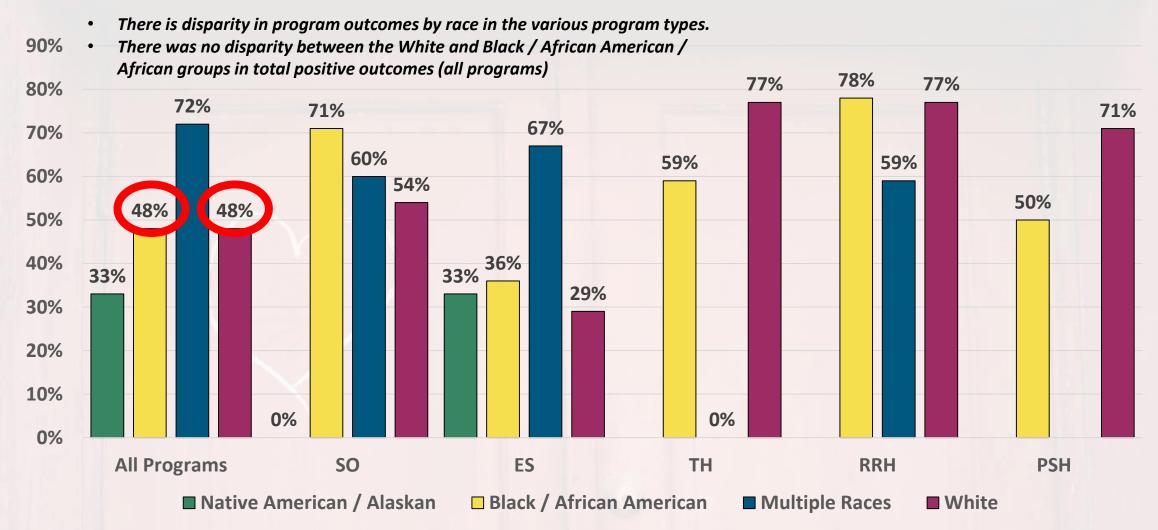
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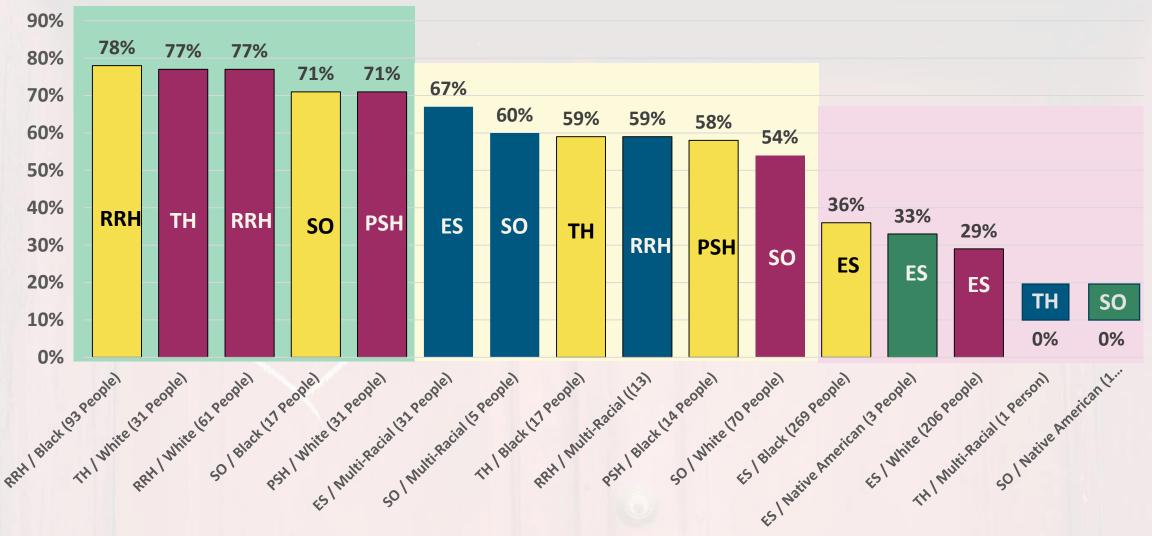
Positive Outcomes by Race and Program Type¹

No. of People of Given Race with Positive Outcome (as defined by Program Type) / Total No. of People from that Race in Program



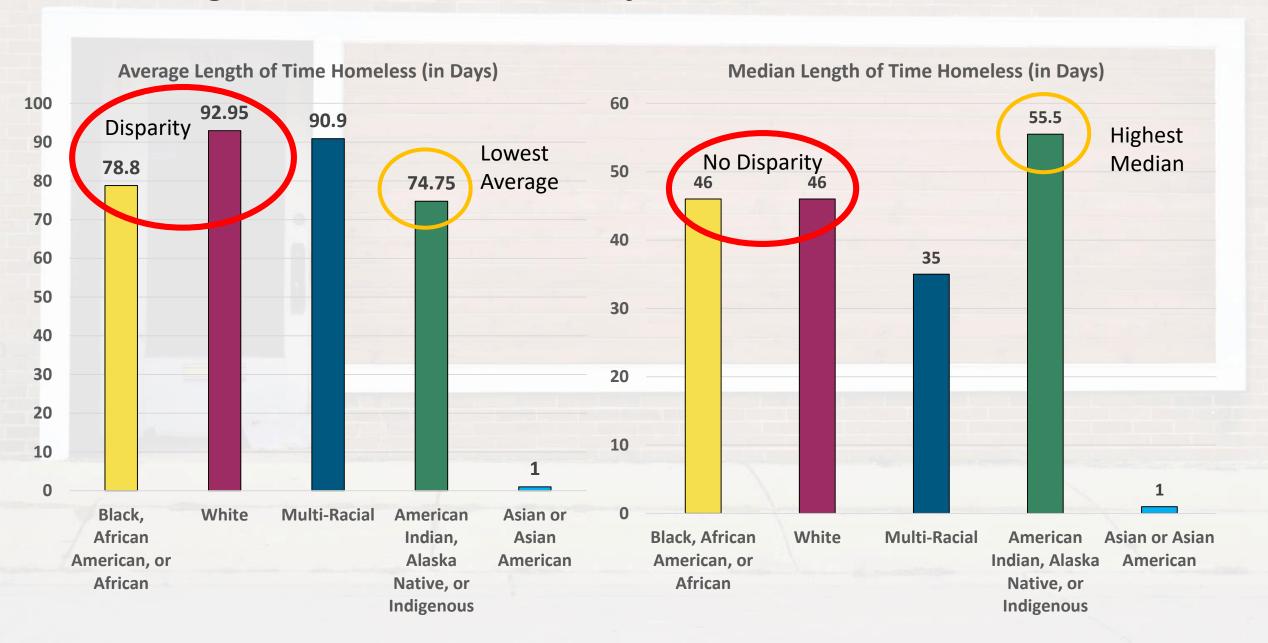
¹Annual data from HMIS:; July 1, 2022 – June 30,2022 Equity Analysis in Program Outcomes Report – HUD HDX

Positive Outcomes by Race and Program Type¹
No. of People of Given Race with Positive Outcome (as defined by Program Type) 7 Total No. of People from that Race in Program



¹Annual data from HMIS:; July 1, 2022 – June 30,2022 Equity Analysis in Program Outcomes Report – HUD HDX

Length of Time Homeless by Race





Ethnic Disparity in Homeless Services

Racine: July 2021 – June 2022

- 1. Non-HMIS Service Providers: Non-HMIS Service Providers play a significant role in serving people who are Hispanic / Latin(a)(o)(x). This may be under-reflected in program outcomes.
- 2. Disparity Across Programs: There is significant disparity in the number of Hispanic / Latin(a)(o)(x) persons using various program types and the outcomes across program types.
- 3. Higher Rates of Positive Outcomes: Hispanic / Latin(a)(o)(x) persons have better outcomes than Non-Hispanic / Latin(a)(o)(x) persons in all program types except Street Outreach.
- 4. Shorter Lengths of Time Homeless: The length of time homeless (both average and median) is shorter for the Hispanic / Latin(a)(o)(x) population served in the Racine COC than the Non-Hispanic / Latin(a)(o)(x) population

Racial Disparity in Homeless Services

Racine: July 2021 – June 2022

- Disparity in Distribution of Race Across Programs: Use of programs / services varies widely by race across program types.
- Black / White Parity in Overall Outcomes: Overall positive outcomes show little disparity between Black / African American / African and White racial groups. There is also parity between the two racial groups in Median Length of Time Homeless.
- Disparity between Native American and Other Racial Groups: The Native American / Alaska Native / Indigenous racial group had fewer overall positive outcomes (total for all programs) than other racial groups.
- Disparity been Multi Racial and Other Racial Groups: People who identified as multi-racial had significantly better program outcomes (total for all programs) than other racial groups.
- Wide Disparity in Outcomes Across Program Types: There is significant disparity in outcomes by race between different program types.

KEY QUESTION: WHY?

ACCESS AND PROGRAM DESIGN

To what extent are racial and ethnic disparities in program use and outcomes related to access, program design, features, and implementation vs. other explanations?

What can we do to try to decrease disparity and increase equity in services for people experiencing homelessness in Racine?





Racial Disparity in Street Outreach

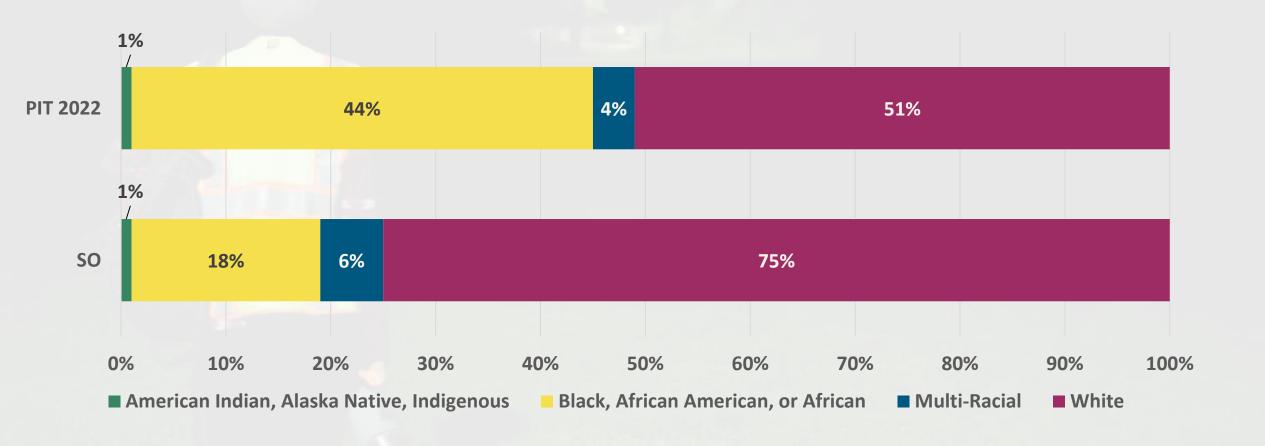
Thinking About Street Outreach in Racine Through the Lens of Racial Disparity



Distribution of Race:

Total people experiencing homelessness vs. street outreach contacts

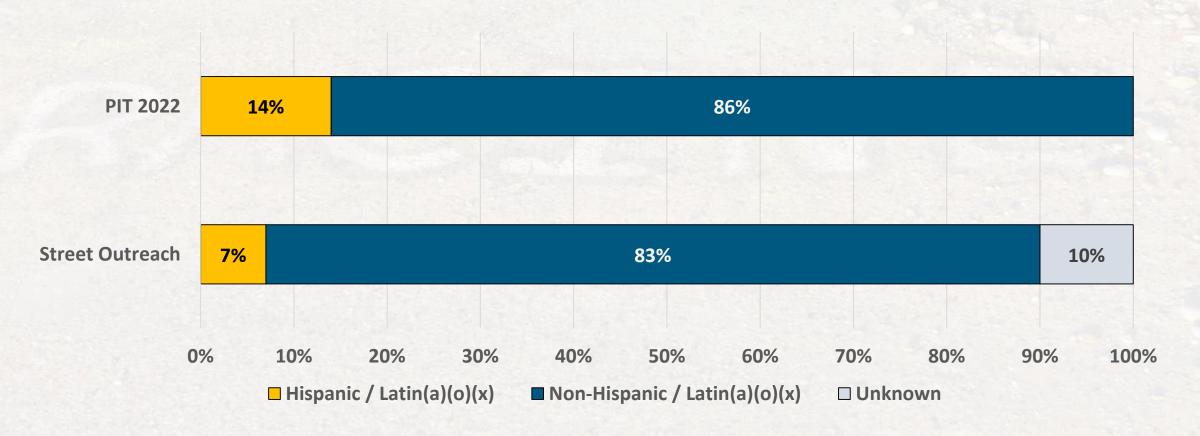
Significant Disparity: Why does the Black, African American, African racial group have significantly less use of street outreach services and the white racial group have significantly more use when compared to overall distribution of race among Racine's homeless population.?



Distribution of Ethnicity:

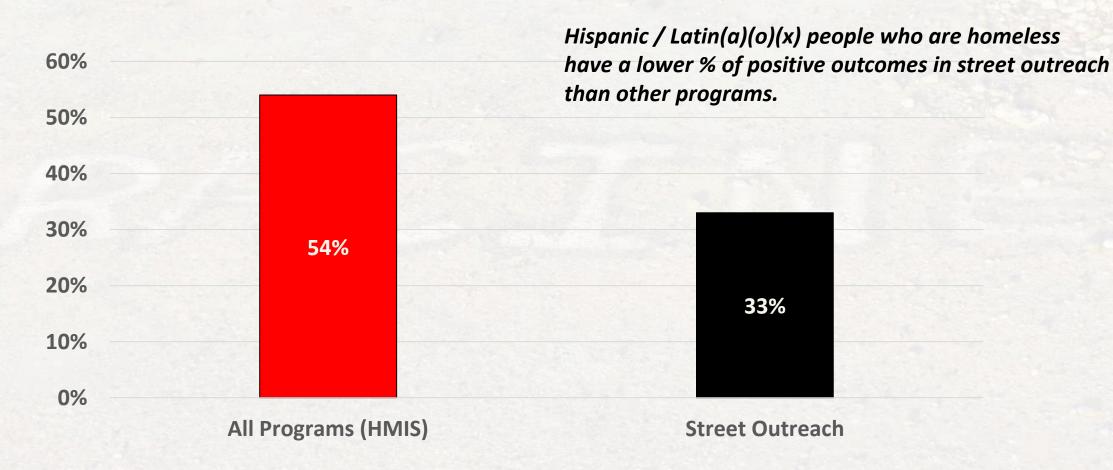
Total people experiencing homelessness vs. street outreach contacts

Disparity: Why are Hispanic / Latin(a)(o)(x) persons less represented in street outreach than the general population of people experiencing homelessness in Racine?

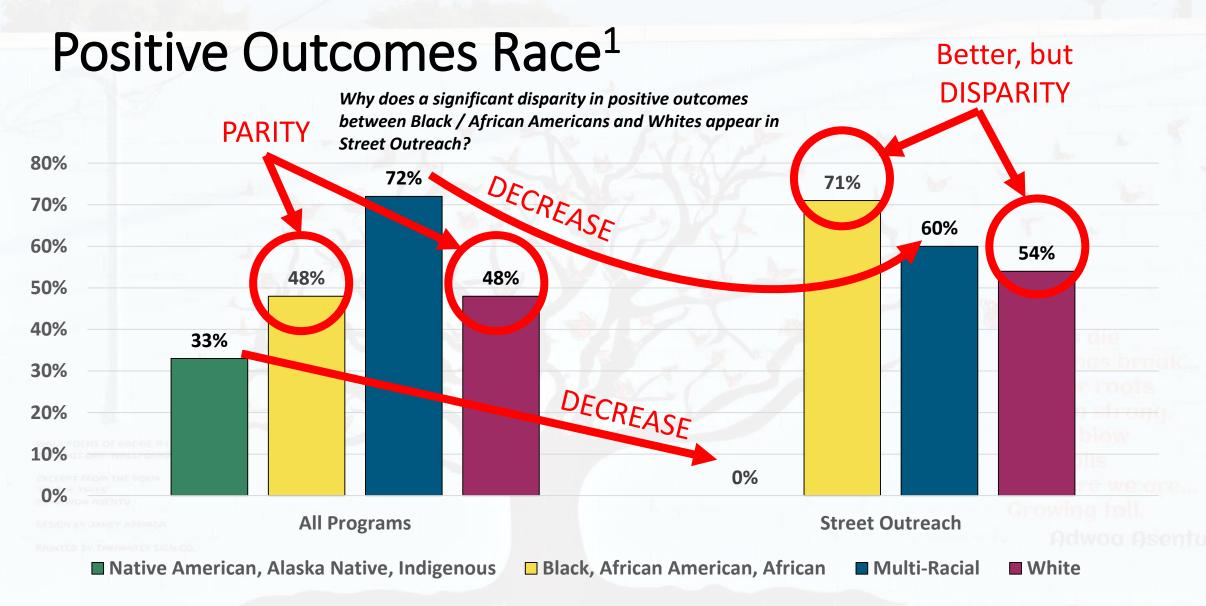


Outcomes by Ethnicity¹

Positive Outcomes: Hispanic / Latin(a)(o)(x)



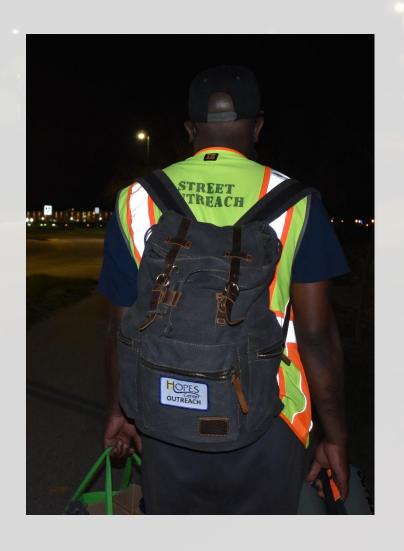
¹Equity Analysis in Program Outcomes July 2021-June 2022 (HUD HDX Report) Positive Outcomes for Street Outreach include temporary and permanent destinations. Most destinations that are "off the streets" are positive, with the exception of Jail and Unknown (Data Not Collected)



Understanding Street Outreach

How does the street outreach program work and why might there be disparity in program use and outcomes?

Serving People Who Are Unsheltered

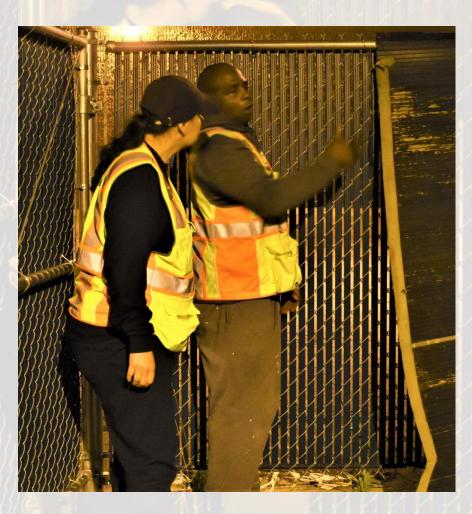


"The vast majority of the people who call us for assistance are not unsheltered. The vast majority of the people we meet who are unsheltered never call us."

"Most people we meet during street outreach initially decline shelter and services."

UNSHELTERED LOCATIONS: Common Features

How to we find people who are unsheltered if they don't tell us where they are?



•Cover:

Protection from the elements

•Concealment:

Not easily seen

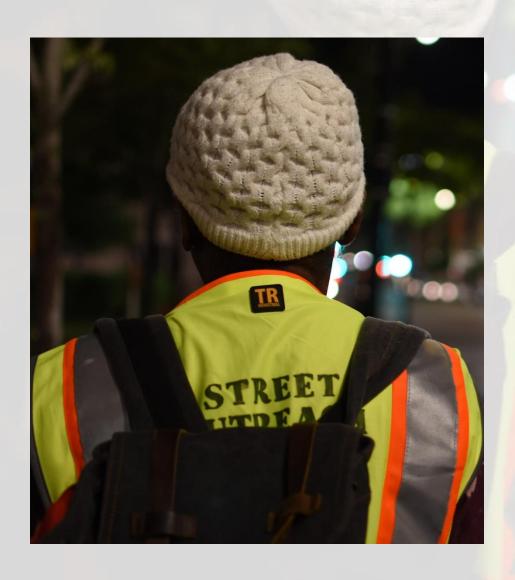
• Convenience:

Near places to meet basic and social needs.

•SAFETY

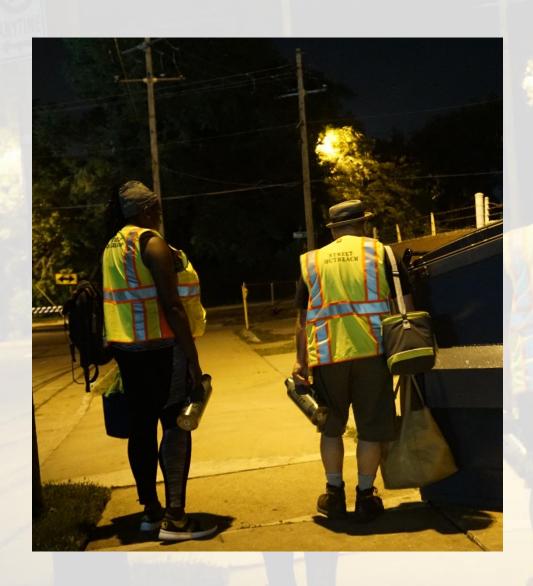
 Makes the person feel as safe as possible (varies from person to person and may have cultural context)

Street Outreach Process



- Locate: Go out and find people who are unsheltered.
- Contact: Approach people who may be unsheltered and start a dialogue.
- Make a Determination: Is this person unsheltered?
- Build Relationships: Continue meeting with people and build trust.
- Connect to Services: Connect to shelter, coordinated entry, other housing opportunities and services.

Potential for Bias in Street Outreach Process



- Locate: Are we going to the right places, or only going where we feel most comfortable? How do policy and procedure impact locations visited?
- Contact: In what cases might we choose not to initiate a contact?
- Make a Determination: Do we equally apply unsheltered determinations?
- Build Relationships: Are we able to build relationships across race, ethnicity and culture?
- Connect to Services: Do we offer and connect to services equally?



Hypotheses

Given the disparity in Street Outreach contacts vs. the total homeless population and the Black, African American, African and Hispanic / Latin(a)(o)(x) groups, there could be

LOCATION OR CONTACT BIAS:

Not reaching Black, African American, African and Hispanic Populations where they are.

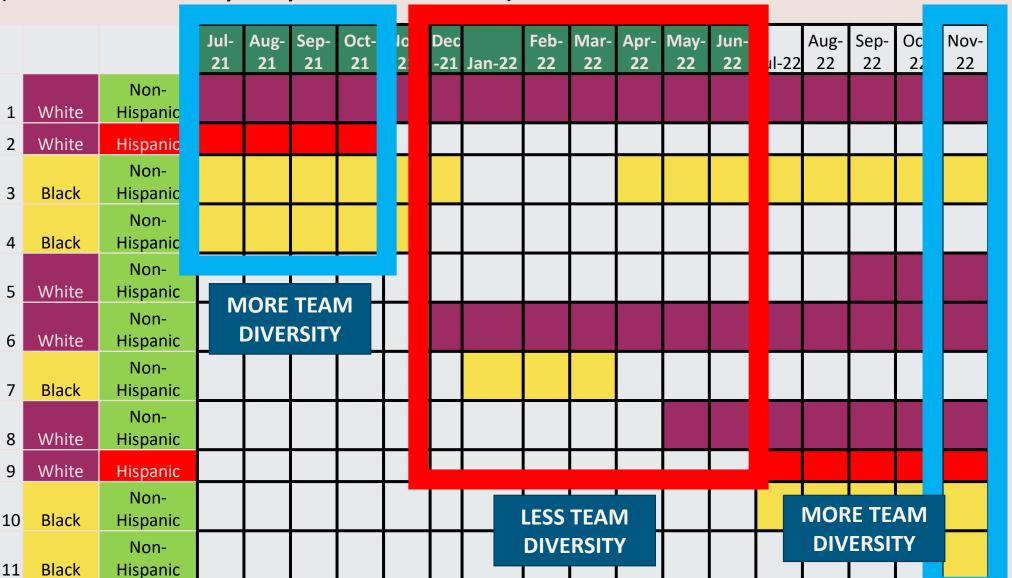
Given disparity in program outcomes, there may be:

RELATIONSHIP BUILDING GAPS:

White, Hispanic, Multi-Racial and American Indian Populations

Street Outreach Team Demographics

(Race and Ethnicity: July 2021 to Present)



The street outreach team was most diverse in the first 4 months of the period under review and after the period.

The team did not have anyone who identified as Multi-Racial or American Indian, Alaska Native, or Indigenous.

Unsheltered Persons by Race and Zip Code*

Maximum Disparity In Distribution of Race



*Persons identified as unsheltered by HOPES Street Outreach by Zip Code. July 2021 – June 2022 from street outreach data and Current Living Situation Assessments.

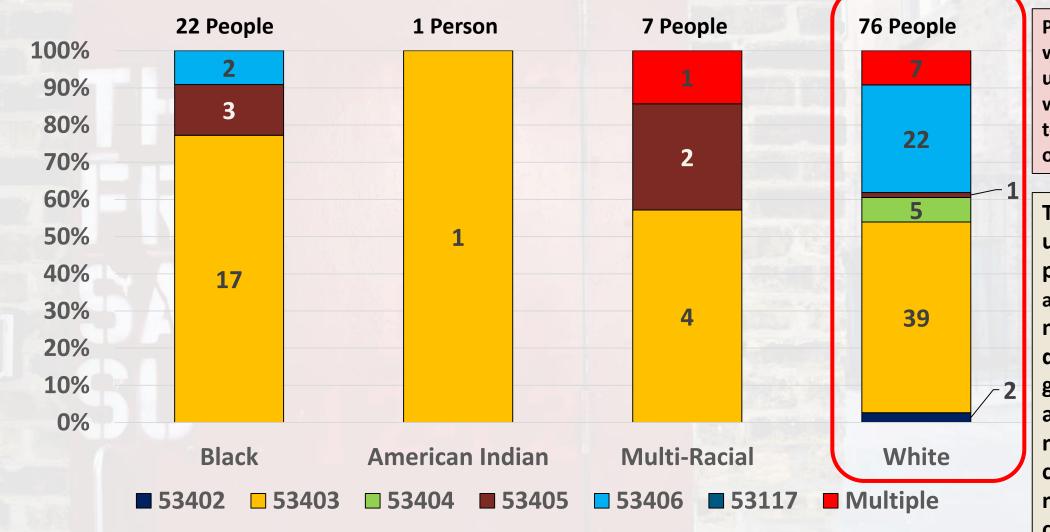
| Homeless Population (PIT) to County Population (ACS) Homeless Population (Annual HMIS) to County Population (ASC) Unsheltered Persons (HMIS) to Homeless Population (PIT) Unsheltered Persons (HMIS) to County Population (ACS) Unsheltered Persons in the City of Racine (adjusted outreach data) vs. City Population (US Census Data*^) | | |
|---|--|-----|
| (Annual HMIS) to County Population (ASC) Unsheltered Persons (HMIS) to Homeless Population (PIT) Unsheltered Persons (HMIS) to County Population (ACS) Unsheltered Persons in the City of Racine (adjusted outreach data) vs. City Population (US Census | | 33% |
| (HMIS) to Homeless Population (PIT) Unsheltered Persons (HMIS) to County Population (ACS) Unsheltered Persons in the City of Racine (adjusted outreach data) vs. City Population (US Census | (Annual HMIS) to County | 37% |
| to County Population (ACS) Unsheltered Persons in the City of Racine (adjusted outreach data) vs. City Population (US Census | (HMIS) to Homeless | 30% |
| City of Racine (adjusted outreach data) vs. City Population (US Census | | 7% |
| Make a state of the second of | City of Racine (adjusted outreach data) vs. City Population (US Census | 7% |

**https://www.census.gov/quickfacts/fact/table/ra

cinecitywisconsin/RHI125221

Overall disparity in distributions of race between general population and street outreach contacts is much lower stview than the disparity between the homeless population and general population of Racine (Both County and City). But.. There is significant disparity between street 53402 outreach contacts and the populations in the 53404 and 53405 Zip Codes Wind Po White, 6, White, 3, 100% 53126 White, 1, ves North Bay Franksville 53404 White, 1, 14% Black, 53406 3.43% Multiple Races, 3, Mount 43% Pleasant Racine 53405 Black, 2, **Native** 7% American, White 1, 2% , 25, Black, 17, 93% 25% Sturtevant White, 45, Elm 66% Multiple Races, 5, 53403 7%

Unsheltered Persons, Race, and Zip Code: July 2021 – June 2022*

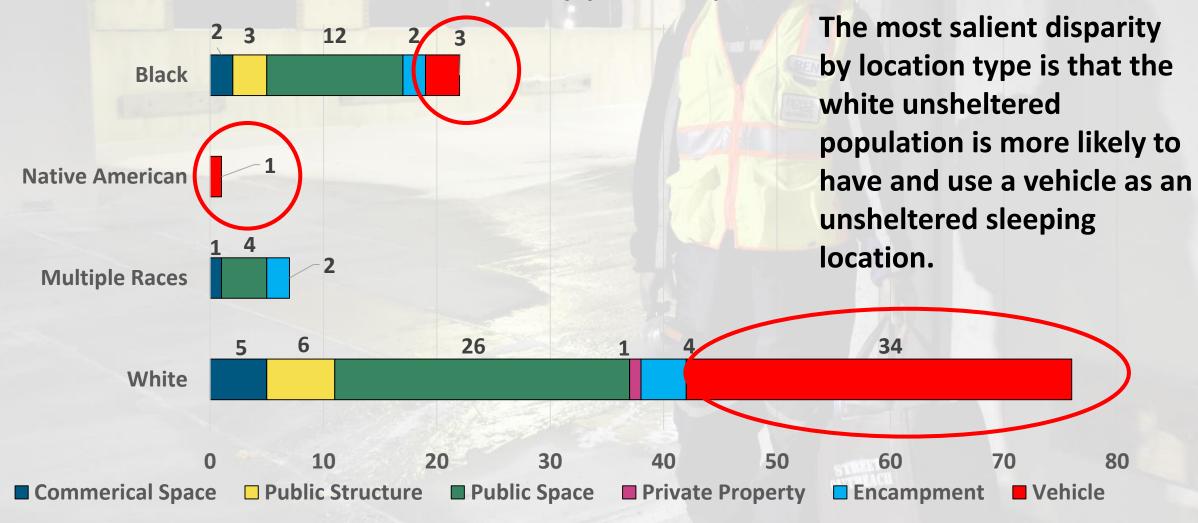


People of color who were unsheltered were most likely to be in 53043 or 53405

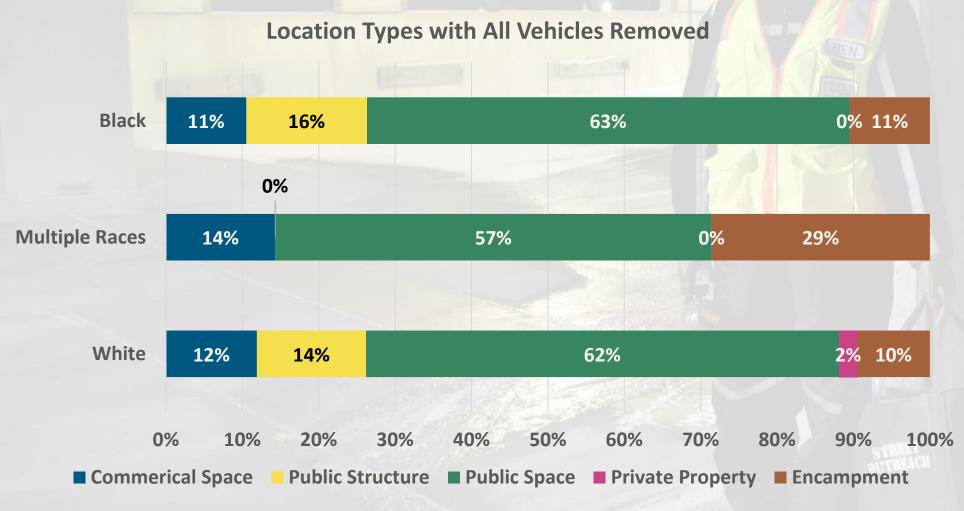
The white unsheltered population appears to be more dispersed geographically and more mobile (having contact in multiple zip codes)

¹Persons identified as unsheltered by HOPES Street Outreach by Zip Code. July 2021 – June 2022 (unduplicated)

Unsheltered Location Types by Race¹



Unsheltered Location Types by Race¹



THE VEHICLE FACTOR:

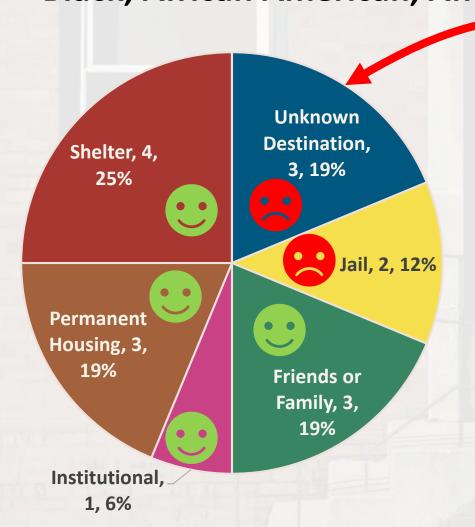
When all people staying in vehicles are removed, the disparity in distribution of race across location types becomes negligible between the Black, African American, African and White Racial Groups.

Disparity in the Multi-Racial group against the others is primarily related to use of Public Structures and Encampments.

¹Street Outreach Shift Reports and Location Notes

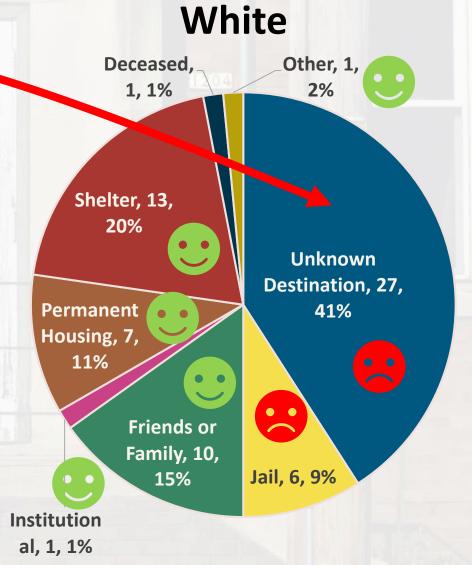
Street Outreach Exit Destinations by Race

Black, African American, African

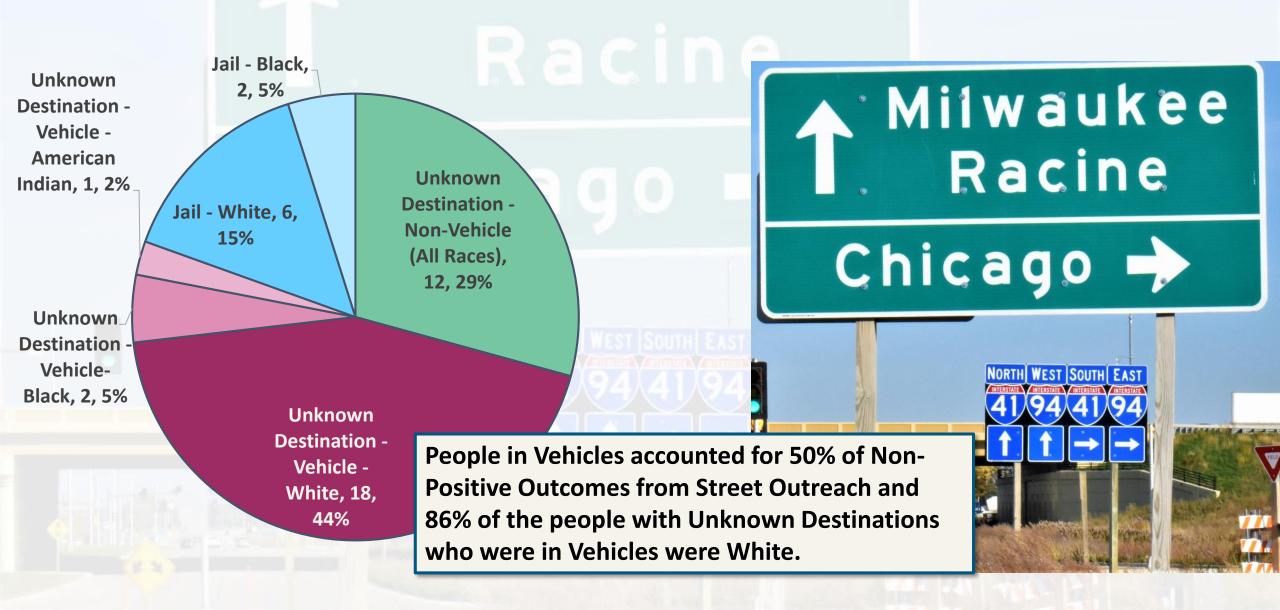


The largest disparity in Street Exit
Destinations between the Black, African American, African and White groups is in the category of Unknown Destinations (Data Not Collected).

Unknown
Destinations and
Jail are NonPositive Outcomes.



Non-Positive Outcomes from Street Outreach



Tentative Findings and Conclusions

- Location Bias: There is an approximate correspondence between area demographics and street outreach contacts. There area also contacts across racial groups in most location types. There does not appear to be an immediate indication of location bias in street outreach across Racine. However, street outreach might benefit from more coverage of 53404 and areas where there is a greater concentration of the Hispanic / Latin(a)(o)(x) population. (Statistically, it appears that SO might be missing people in those areas.)
- Contact Bias: We have insufficient data to determine whether street outreach teams show disparity by race in initiating contacts of people who are seen during street outreach. (e.g. There are no records in HMIS of people we saw but didn't contact.)
- Relationship Building Gaps: Vehicular homelessness is a major contributor to non-positive outcomes in street outreach. The disparity in vehicle use between racial groups appears to be closely related to the disparity in non-positive outcomes and may be a stronger factor than relationship building gaps.
- More Study Needed: More review is needed, including the use of specific locations by race, seasonality, as well as unsheltered homelessness and ethnicity. More research and "exploration" during street outreach is needed to ensure that we are not overlooking unsheltered persons who are Black or Hispanic because we are not looking in the right places.

Mitigating Bias in Street Outreach

- ☐ Team Composition and Diversity
- ☐ Spanish Speakers
- □ Cultural Humility
- □ Lived Experience
- □Street Outreach Coverage
 Strategy and Shift Plans
- ☐ Contact and Follow-up
 Protocol and Leads



We still have a lot of work to do to ensure equity in access and services



Equity and Diversity Work Group

- ☐ Revisit / Activate Work Group Focused on Equity and Diversity to:
 - ✓ Identify Trends in Disparity
 - Explore Disparity and Seek Explanations
 - ✓ Gather qualitative information from people with lived experience
 - ✓ Propose changes to make a more equitable system of services for people experiencing homelessness in Racine.







Continuum of Care for the City and County of Racine Systems Performance Committee

Scott Metzel and Iraida Vazquez: Co-Chairs

November 18, 2022

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