

# **Rare, Brief and Non-Recurring?**

**A look at Homelessness in Racine County Wisconsin through  
System Performance Measures  
October 2020 – September 2021**

**Presented by the  
Systems Performance Committee  
March 18<sup>th</sup>, 2022**



**RACINE CONTINUUM OF CARE**

# SYSTEM PERFORMANCE

## System Performance Measures (SPM)

1. Length of Time Homeless
2. Returns to Homelessness
3. Number of People Homeless
4. Income Growth
5. First Time Homelessness
6. Category Three Homelessness
7. Successful Housing Placements

## System Performance Committee

- System Oriented (vs. Project Oriented)
- Look at System Performance Data
- Examine and Identify Trends, look for explanations
- Recommend actions based on performance
- Developing Reports and Proposed Targets for System Performance

# Homeless Definition Used in SPM

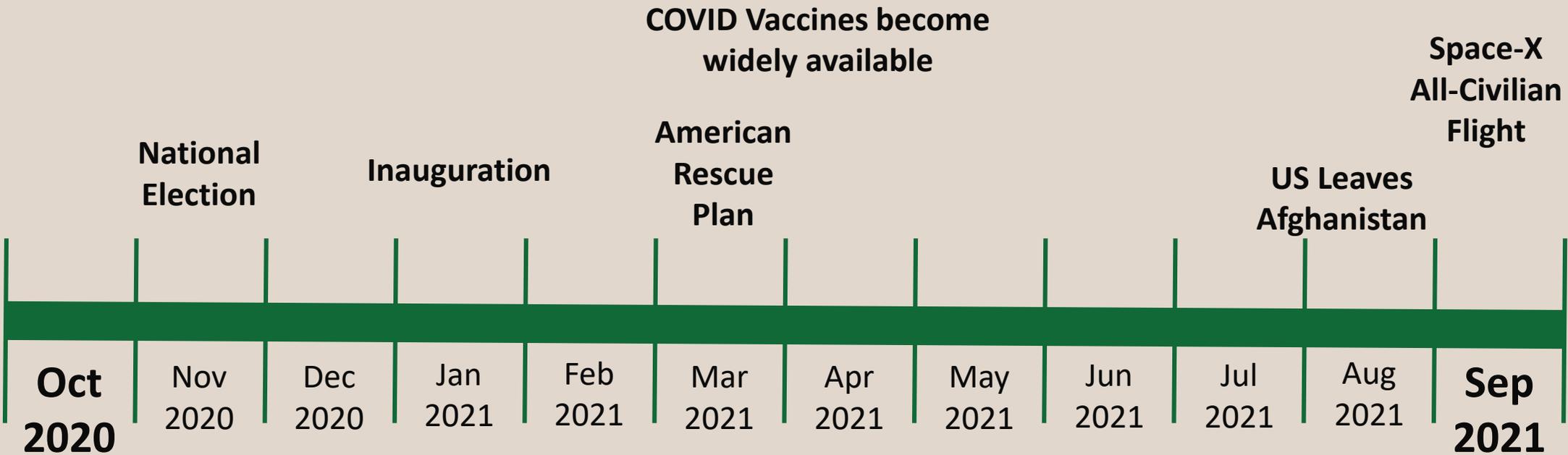


## **HUD Homeless Definition\***

1. Place not meant for human habitation
2. Emergency shelter / Motel Voucher Program
3. Transitional Housing

*\*As per HEARTH Act, 2009 (Homeless Emergency Assistance for Rapid Transition to Housing)*

# Timeline: The period reviewed



P A N D E M I C - P O L I T I C A L C O N F L I C T - S O C I A L C H A N G E



**RARE**

**Not Occurring very often....**

# RARE, Brief and Non-Recurring

- To what extent is homelessness in Racine rare?
- Is homelessness becoming less rare or more rare in Racine?
- How rare is homelessness in Racine in comparison to other communities?



# SPM 3: Number of People Homeless

- **Point-in-Time (PIT) Count:** The number of people homeless on a single night\*
- **Annual Count:** The unduplicated number of people homeless as entered into HMIS at any point during the year\*\*.

*\*Data from Bethany Apartments / Burlington TLC / HALO / SAFE Haven of Racine / Union Grove GPD /WRC / Unsheltered Count*

*\*\* Data from Burlington TLC / HALO / SAFE Haven of Racine / Union Grove GPD*



# Point-in-Time: January 2021

## TOTAL COUNT:

**145** persons experiencing homelessness in Racine

Emergency Shelter	Transitional Housing	Unsheltered	Total
95	42	8	145

TOTAL Number of Households Experiencing Homelessness:

**80**

Population of Racine County  
April 2020\*

**197,272**

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**%.073**

of the population of Racine was experiencing homelessness on the night of point-in-time 2021.

Homeless Veterans:

**24\*\***

Chronically Homeless:

**27**

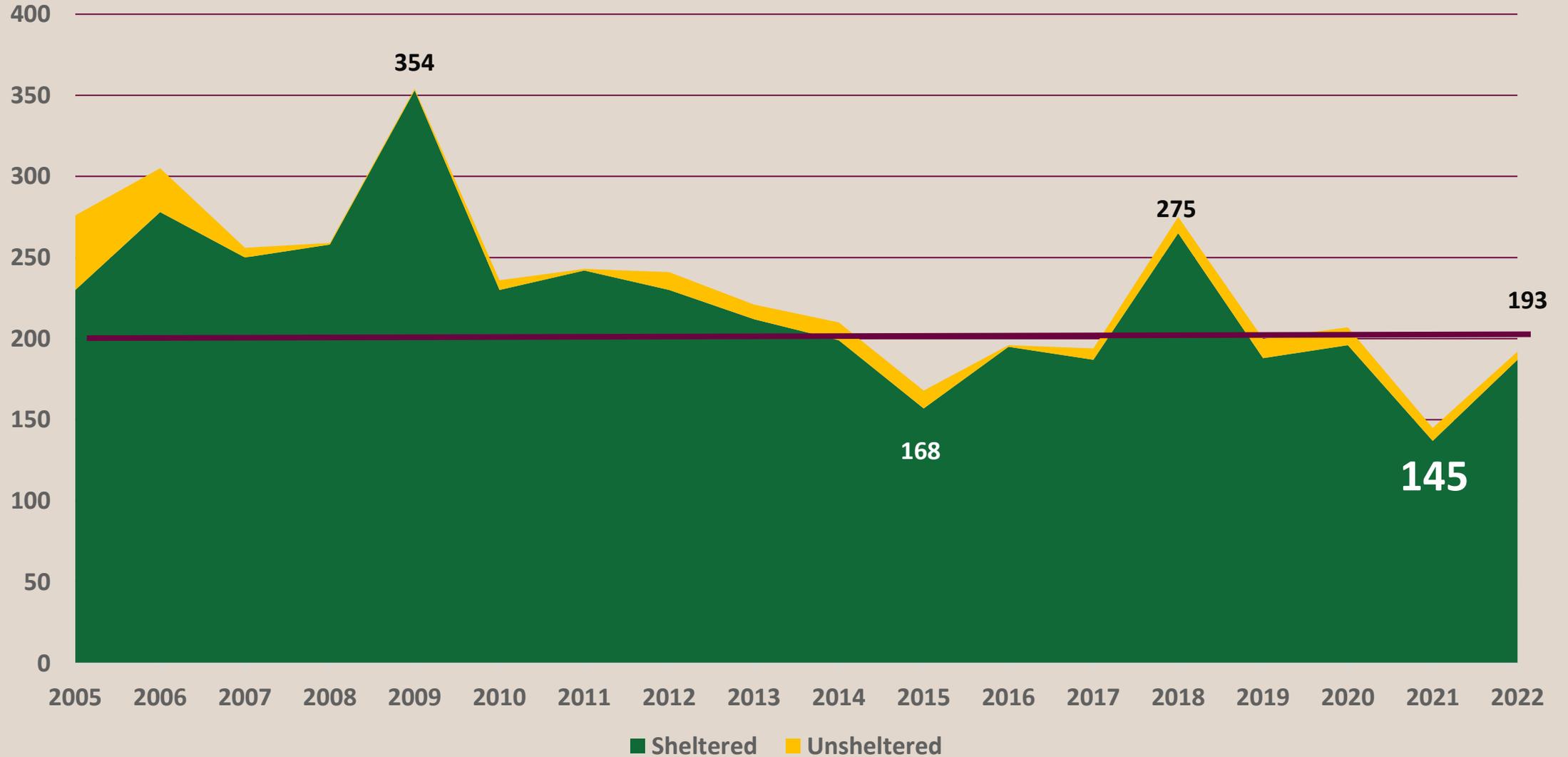
Youth (18 – 24 years):

**3**

*\*United State Census*

*\*\*All at Union Grove Transitional Housing*

# Racine Point-in-Time Trends



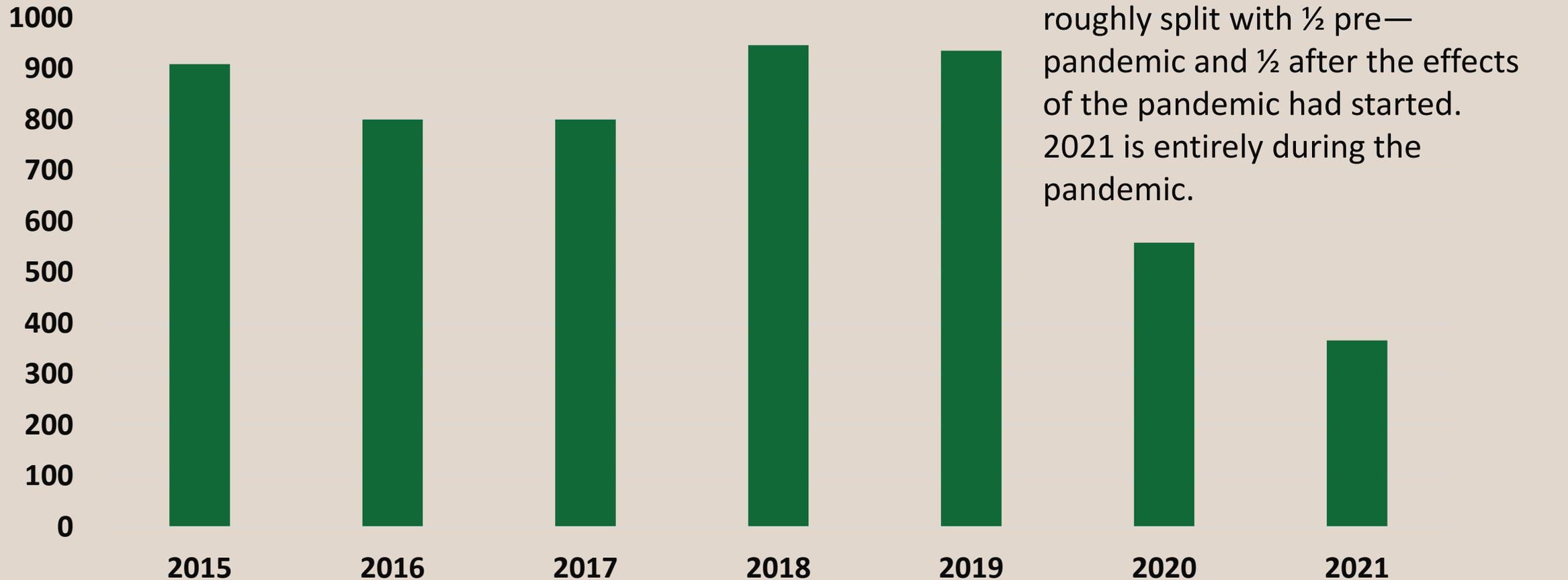
# Point-in-Time 2021 (Recent Context)

	2019	2020	2021	2022
<b>Total No. of People Homeless</b>	200	207	145	193
<b>Households without Children</b>	147	147	109	116
<b>Households with at least one Child</b>	19	22	13	20
<b>Households with only Children</b>	0	1	0	0
<b>Total Households</b>	166	170	121	136
<b>No. of People Chronically Homeless</b>				
<b>Shelters</b>	11	12	27	7
<b>Transitional Housing</b>	0	0	0	0
<b>Unsheltered</b>	4	2	3	0
<b>Total</b>	15	14	30	7



# Racine Annual Count Trends\*

Note that the 2020 PIT Count was pre-pandemic (January 2020), but that the 2020 Annual Count is roughly split with ½ pre—pandemic and ½ after the effects of the pandemic had started. 2021 is entirely during the pandemic.



\*does not include Women's Resource Center, Bethany Apartments, or Street Outreach.

# Wisconsin COC Comparison: SPM 3

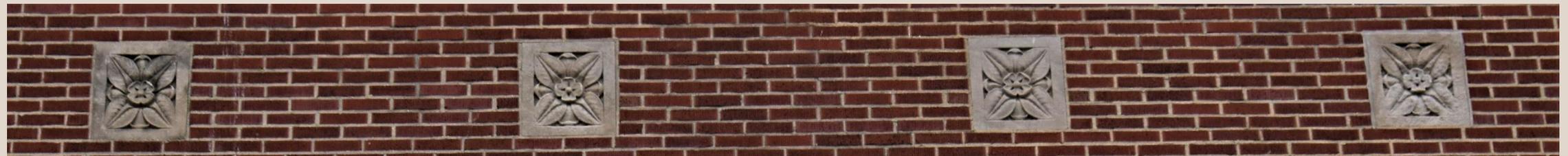
	Balance of State* (WI 500)	Milwaukee (WI 501)	Racine (WI-501)	Dane County (WI-503)
Population 2020 (US Census)	<b>4,592,742**</b>	<b>939,489</b>	<b>197,797</b>	<b>561,504</b>
People Experiencing Homelessness on One Night in January 2021 (PIT)	<b>2,420</b>	<b>817</b>	<b>145</b>	<b>855</b>
PIT Count as % of the Population	<b>0.053%</b>	<b>0.087%</b>	<b>0.073%</b>	<b>0.152%</b>

\*Balance of State has 69 Counties

\*\*Population of Wisconsin less populations of Milwaukee, Racine and Dane Counties.

# Comparative Communities: PIT and SPM 3

	Racine	St. Louis Co.(MN) Duluth	Sangoman Co. (IL) Springfield	Saginaw Co. (MI) Saginaw City
<b>Population</b>	<b>197,272</b>	<b>200,331</b>	<b>196,343</b>	<b>190,134</b>
<b>2021 PIT Count</b>	<b>145</b>	<b>348</b>	<b>189</b>	<b>331</b>
<b>PIT as % of Population</b>	<b>0.073%</b>	<b>0.174%</b>	<b>0.096%</b>	<b>0.174%</b>



# Contributing Factors (No. of People Homeless)

- **Diversion (at shelter entry):** Less people become homeless at the time they would enter shelter if they can find another safe place.
- **Prevention Assistance:** Less people potentially enter homelessness as evictions are avoided.
- **BRIEF Episodes:** When people move out of homelessness quicker, there are fewer people at a given time. (Decreased PIT, not necessarily decreased annual count)
- **Housing Stability:** By decreasing NON-RECURRENCE of homelessness, fewer people return to homelessness again.

**External Factors:** Availability of affordable housing, economic factors, other external assistance that results in stabilization of households, etc.

# Conclusion: Is homelessness Rare in Racine?

- Homelessness in Racine is relatively RARE (% of population experiencing homelessness is small)
- Homelessness BECAME MORE RARE in 2021, as the number of people experiencing homelessness decreased.
- Homelessness WAS MORE RARE in Racine than in some comparative communities in neighboring states and other continua of care in Wisconsin in 2021.
- Despite decreasing homelessness, CHRONIC HOMELESSNESS INCREASED in 2021, (but decreased again in 2022).





**BRIEF**

**Of short duration....**

# Rare, **BRIEF** and Non-Recurring

- To what extent is homelessness in Racine brief?
- Is homelessness becoming more brief or less brief in Racine?
- How brief is homelessness in Racine in comparison to other communities?

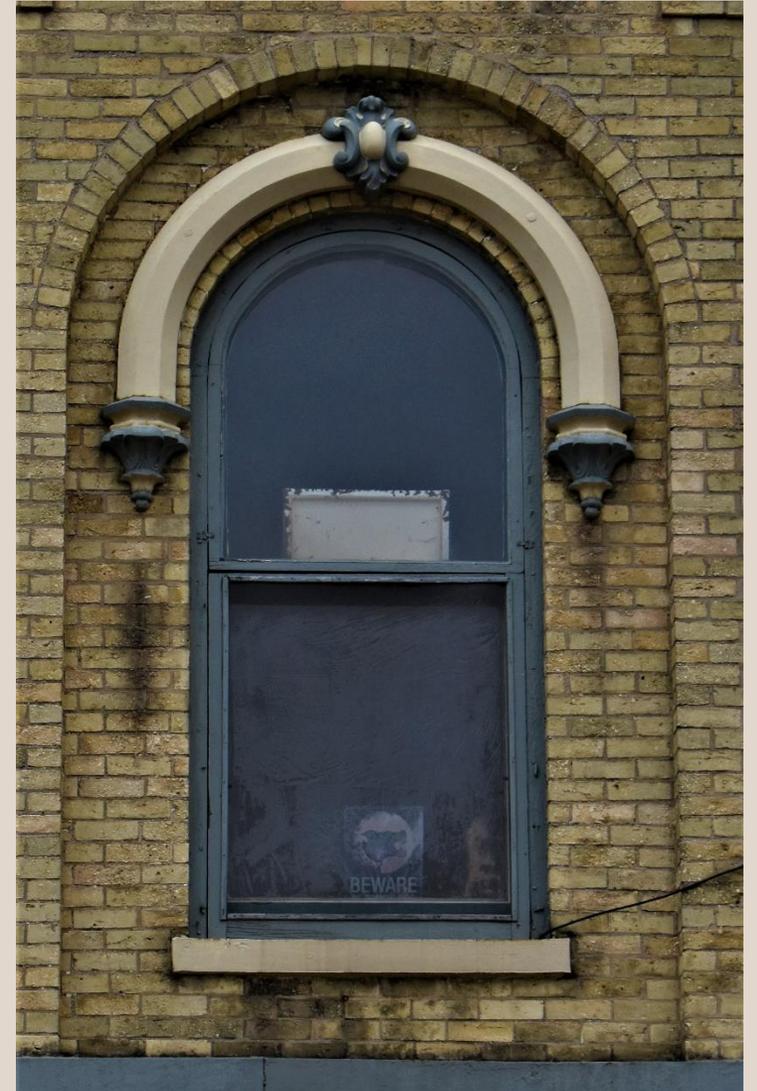


# SPM 1: Length of Time Homeless

- Average and Median Number of Days in Shelter\*
- Average and Median Number of Days in Shelter and Transitional Housing\*\*

\*Using HMIS Data from Burlington TLC / HALO / SAFE Haven of Racine (WRC not included)

\*\* Using HMIS Data from Burlington TLC / HALO, SAFE Haven and Union Grove Grant Per Diem\*\* (Bethany Apartments not included)



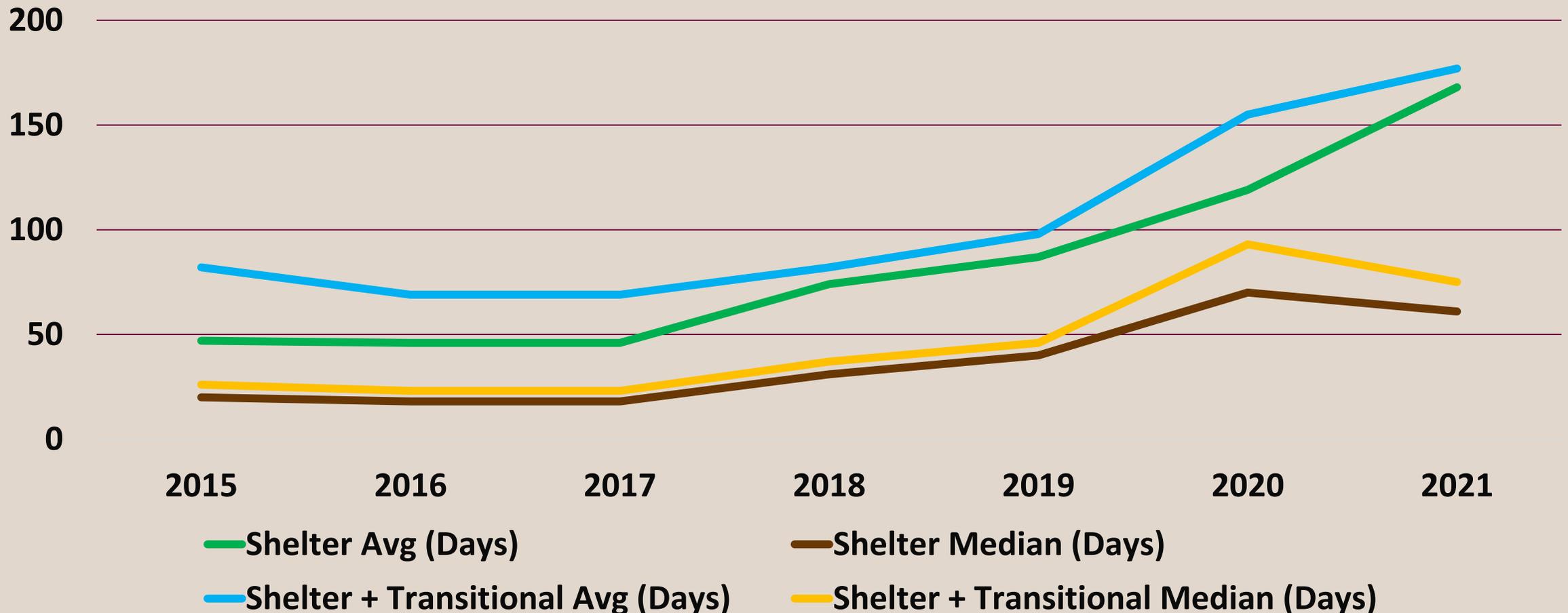
# SPM1: Length of Time Homeless in Racine '21

Location	Average Length of Time Homeless	Median Length of Time Homeless
<b>Shelters</b> (HALO, SAFE Haven, Burlington TLC)	<b>168 days</b>	<b>61 days</b>
<b>Shelters and Transitional Housing</b> (HALO, SAFE Haven, Burlington TLC, Union Grove)	<b>177 days</b>	<b>75 days</b>

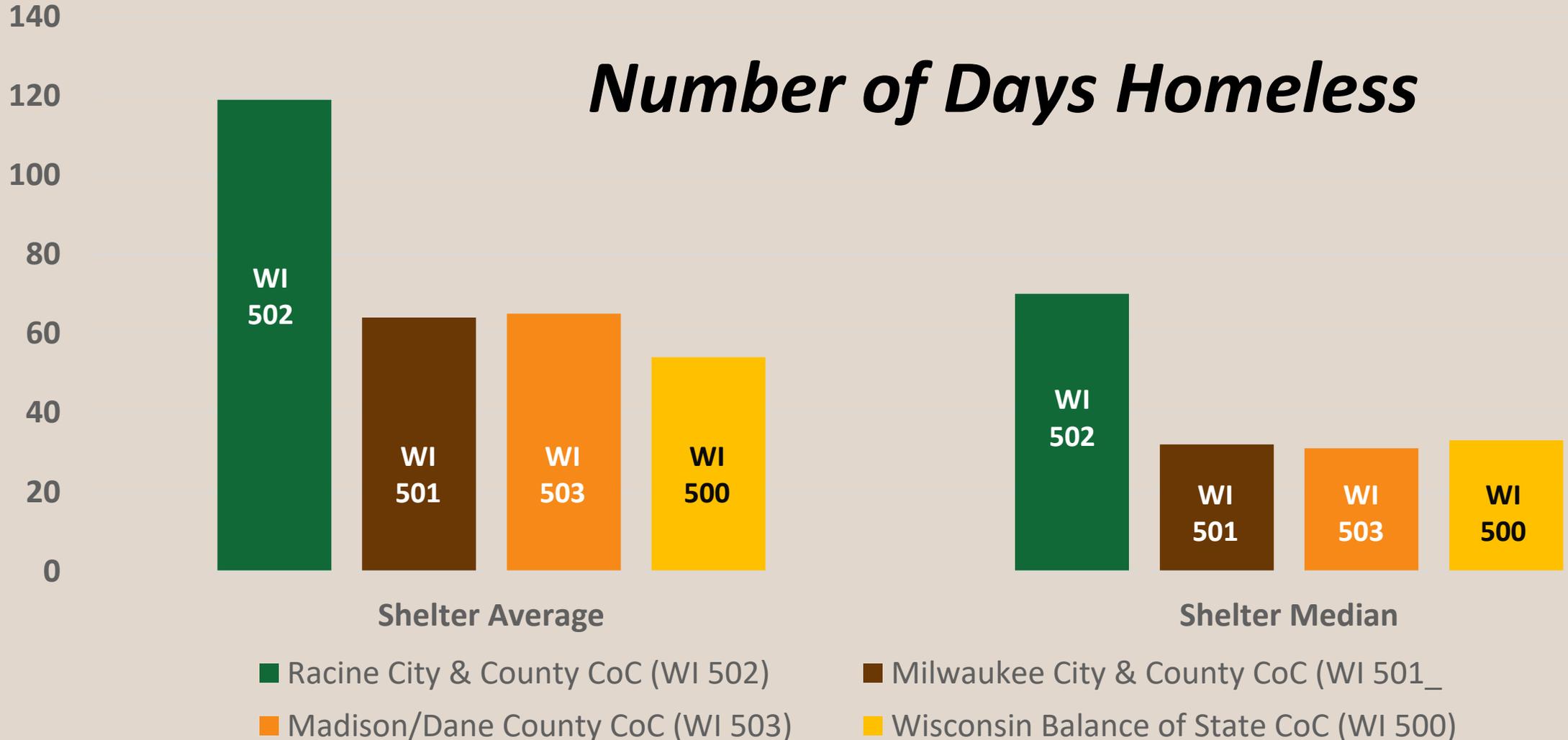


# Racine Length of Time Homeless Trends

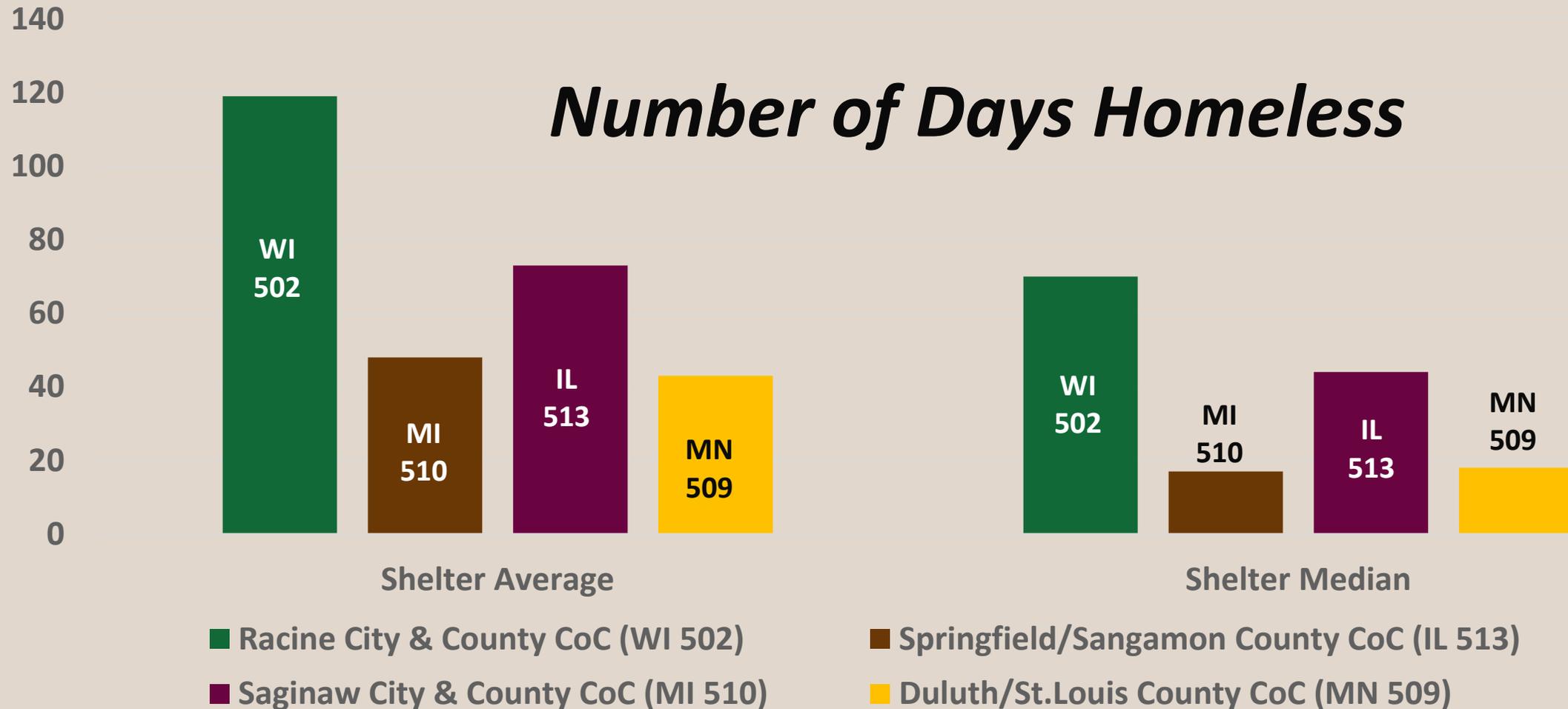
Length of Time Homeless in Days: 2015-2021



# SPM1: Wisconsin Comparison (Shelters - 2020)



# SPM1: Comparative Communities(Shelters 2020)



# Factors affecting length of time homeless

- **Successful Housing Placement:** Being able to successfully place people who are homeless into housing quickly decreases the length of time homeless. This would include coordinate entry (CE) and non-CE options.
- **Shelter Stay Policies:** Shelter policies that allow longer shelter stays may increase length of time homeless, although they *may* decrease returns to homelessness if exits are to stable and permanent housing.
- **Shelter Case Management:** The ability to quickly identify options leading to a successful exit into permanent housing, especially with non-CE options when CE is insufficient to quickly move people out of homelessness and into housing.
- **High Acuity:** People with significant mental health or substance use challenges may be more difficult to move out of homelessness quickly.
- **Availability of Affordable Housing Options:** The availability of affordable (especially subsidized) housing options greatly influences how brief or less brief homelessness will be in the community.

# Conclusion: Is homelessness brief in Racine?

- **Lengthy Homelessness:** On the average, people who become homeless in Racine remain homeless more than 4 months. *Homelessness in Racine IS NOT BRIEF.*
- **Increasing Lengths of Time Homeless:** Homelessness in Racine IS **BECOMING PROGRESSIVELY LESS BRIEF** each year.
- **Less Brief Than Other Communities:** RACINE HAS **LONGER LENGTHS OF TIME HOMELESS** than the other COC in Wisconsin and comparative communities in neighboring states.



A photograph of a building facade with four arched windows. The building is made of light-colored brick or stone. Each window is arched at the top and has a white frame. The windows are set within decorative stone surrounds. The text 'Non-Recurring' is overlaid in large, bold, black font on the left side of the image. Below it, the text 'Unlikely to happen again.....' is overlaid in a smaller, bold, black font. A green vertical bar is on the far left edge of the image.

# **Non-Recurring**

**Unlikely to happen again.....**

# Rare, Brief and **NON-RECURRING**

- To what extent is homelessness in Racine non-recurring?
- Is homelessness becoming more recurring or less recurring in Racine?
- To what degree is homelessness in Racine non-recurring in comparison to other communities?



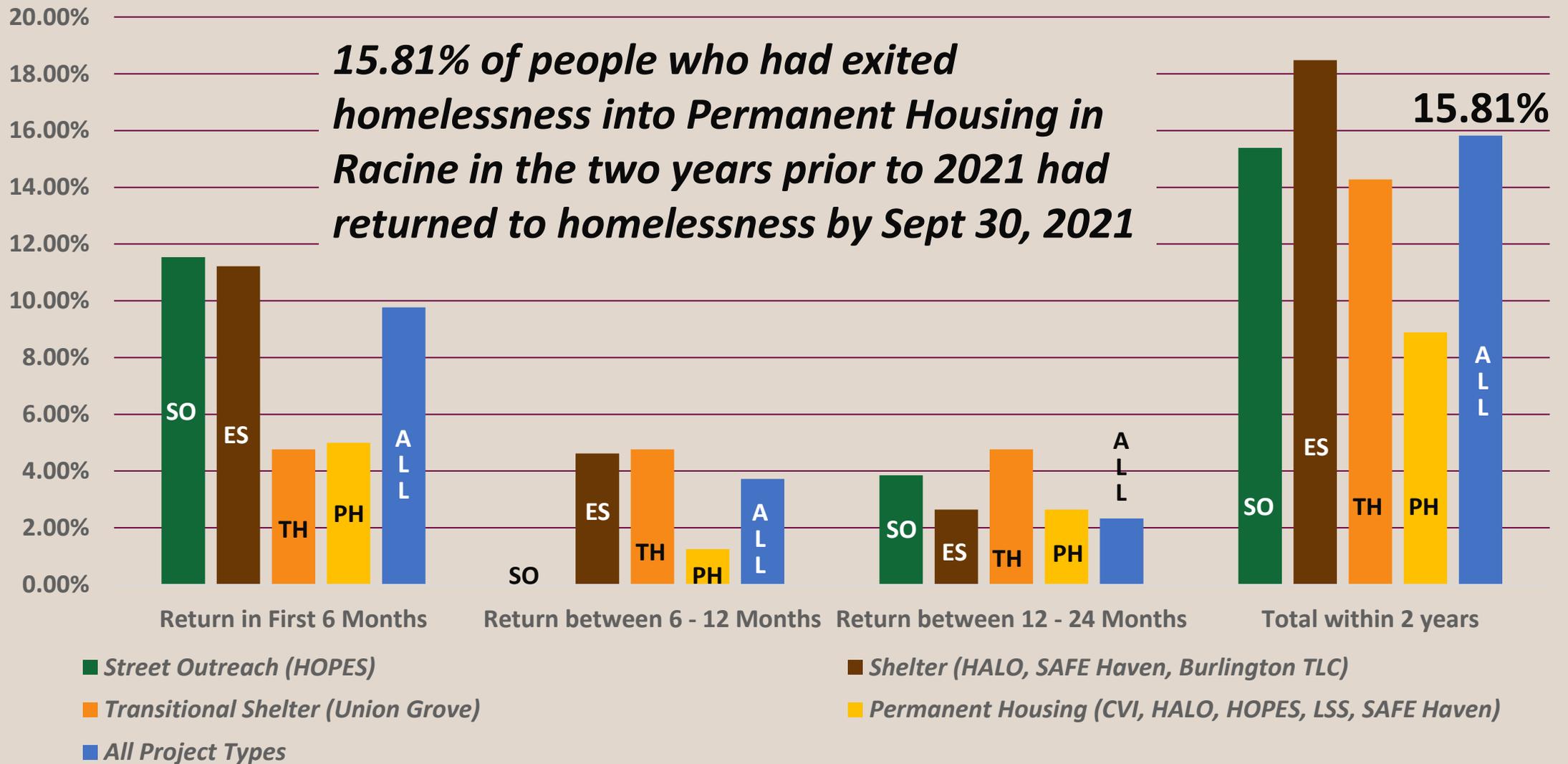
# SPM 2: Returns to Homelessness

What percentage of people who left homelessness into a permanent housing situation returned to homelessness within 24 months as counted by an HMIS Entry?

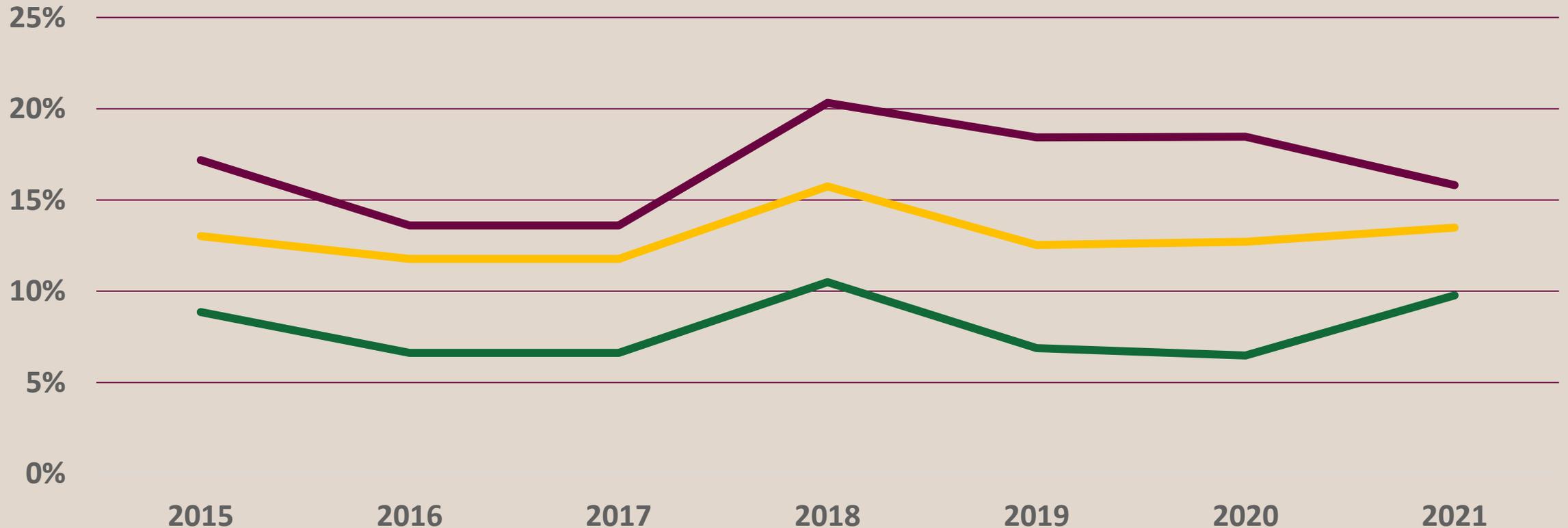
*Data from street outreach, shelters, transitional housing, and permanent housing programs using HMIS (Burlington TLC / HALO / SAFE Haven of Racine / Union Grove GDP / HOPES Center / CVI / LSS )*



# Racine Returns to Homelessness by Project Type



# Returns to Homelessness Trends (all project types)



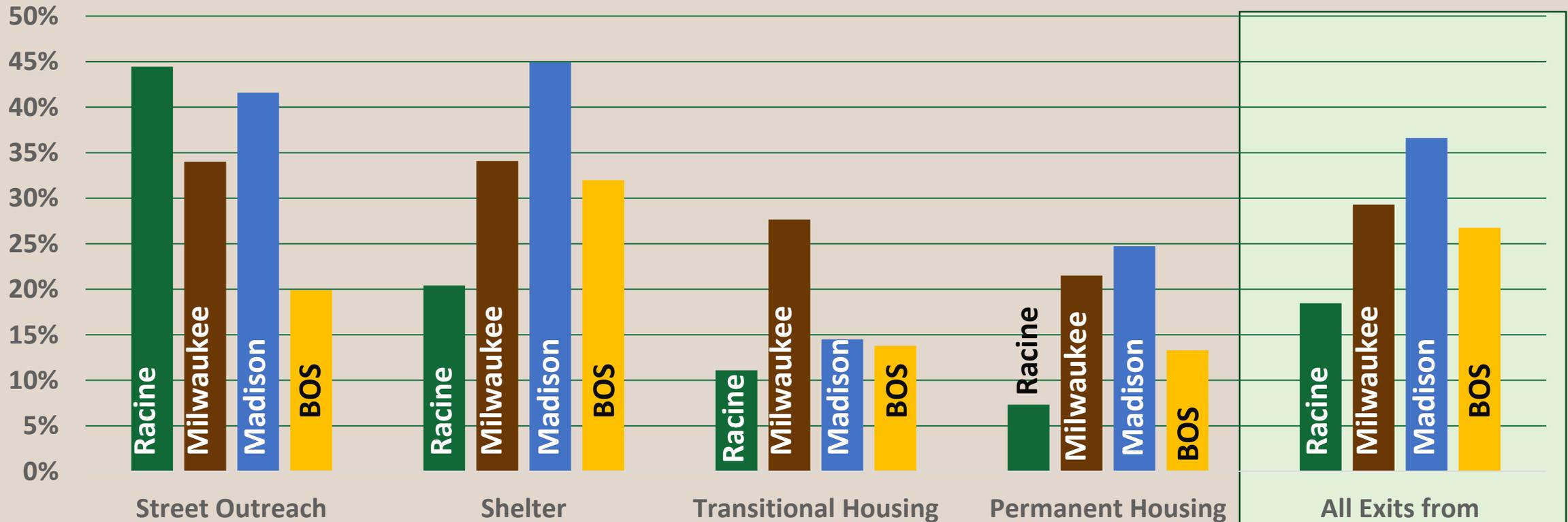
— Percent Returns in 6 months

— Percent Returns in 12 months (should include the 6-month cohort)

— Percent Returns in 24 months (should include both the 6- and 12-month cohorts)

*Note: The 2018 spike corresponds to a PIT spike.*

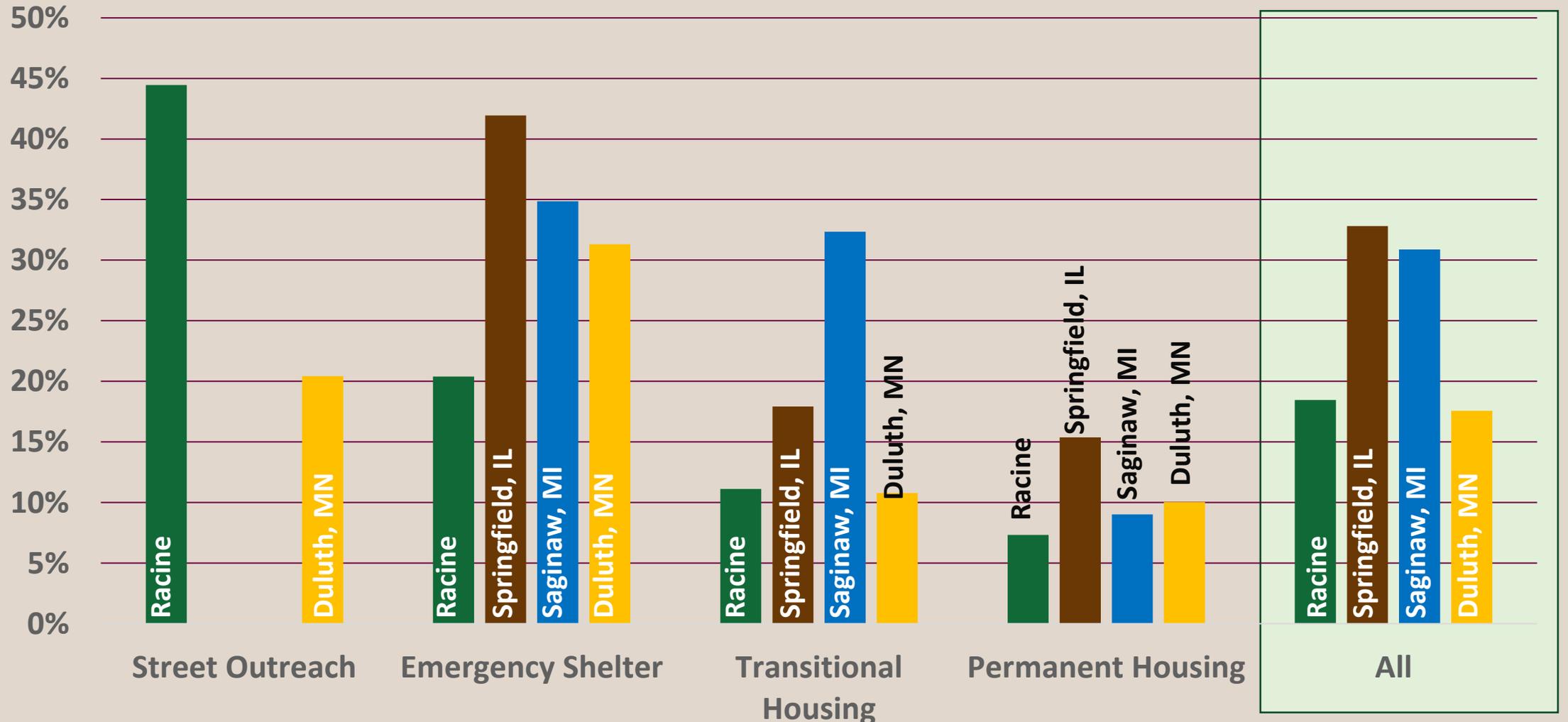
# Wisconsin COC Comparison: Recurrence\*



***Racine had less recurrence of homelessness than the other Wisconsin COCs in 2020 in all project types except street outreach. Exits from Permanent Housing had significantly less recurrence of homelessness in Racine than the rest of Wisconsin.***

\* 2020 Data - HUD

# Comparative Communities: Recurrence\*



\*at 24 months using 2020 Returns to Homeless (SPM2) Data

\*2020 Data - HUD

# Factors Affecting Returns to Homelessness

- **Exit Destination Quality:** If an exit to a temporary situation is recorded as an exit to permanent housing, it is more likely to result in recurrence of homelessness.
- **Housing Stability (Retention):** Strong case management of Permanent Supportive Housing projects supports retention of PSH and low recurrence from those projects.
- **Housing Stability (Post-Exit):** Strong case management in Rapid Rehousing projects that emphasize housing stability should decrease the likelihood of recurrence of homelessness from those projects.



# Conclusion: Non-Recurrence in Racine

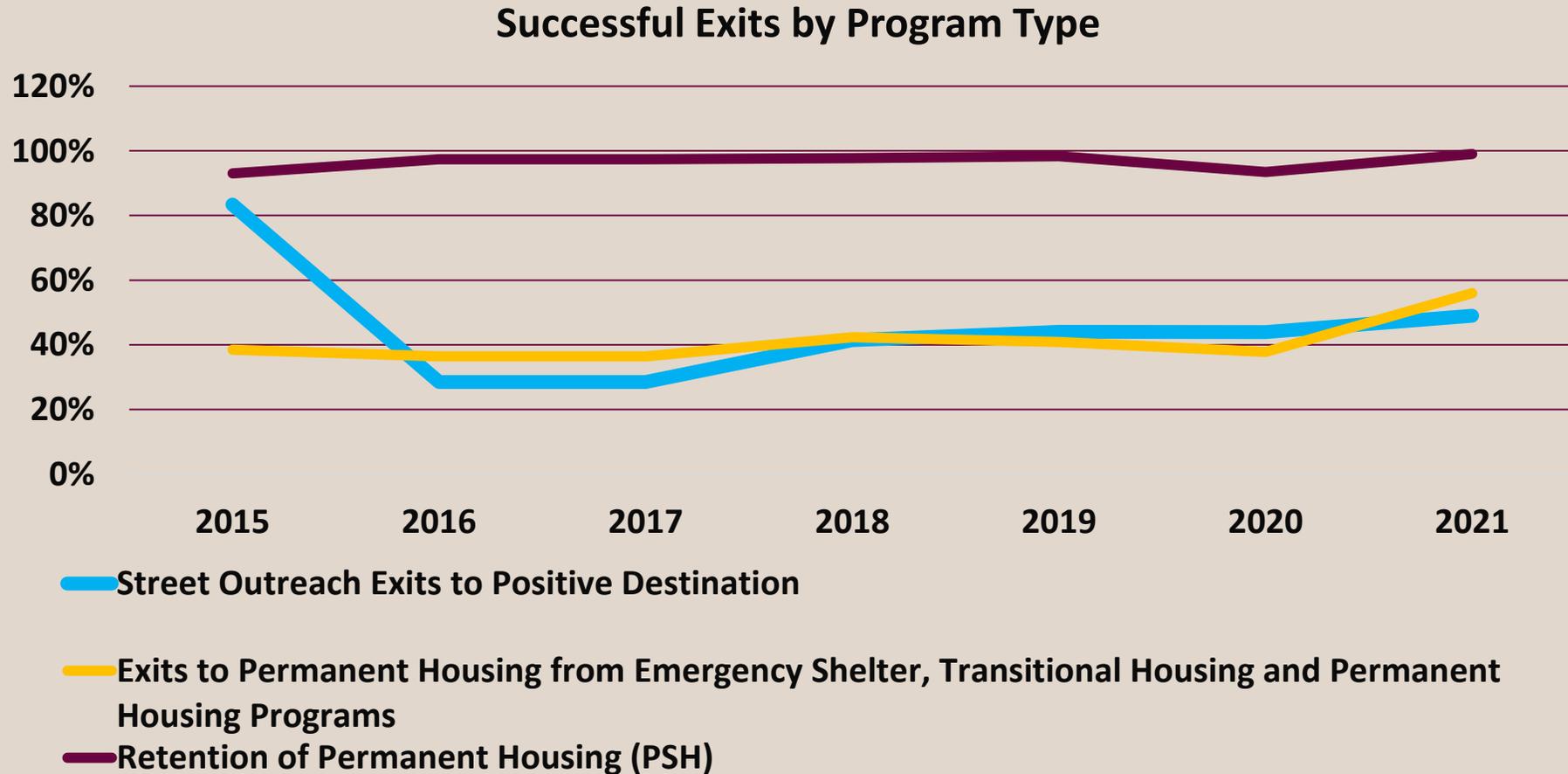
- **Recurrence Rate:** About 16 out of every 100 people who experience homelessness in Racine and then enter permanent housing return to homelessness within 24 months.
- **Little Improvement:** Despite recovering from a spike in 2018, recurrence of Homelessness in Racine has not improved over 2015 levels and returns to homelessness within 6 months have increased.
- **Comparatively Less Recurrence:** Racine has less recurrence of homelessness than the rest of Wisconsin and some of the comparable communities in neighboring states.



# Related Factor: SPM 5 (First Time Homeless)



# Related Factor: SPM 7 (Successful Housing Placements)



The image shows a section of a light-colored brick wall with three identical arched windows. Each window is topped with a decorative arch made of reddish-brown bricks. Below each window is a decorative metal railing with an intricate, repeating floral or scrollwork pattern. The windows are set within a recessed area of the wall, and the overall appearance is that of a well-maintained, classic building facade.

**Wrap Up**

# Rare, Brief and Non-Recurring?

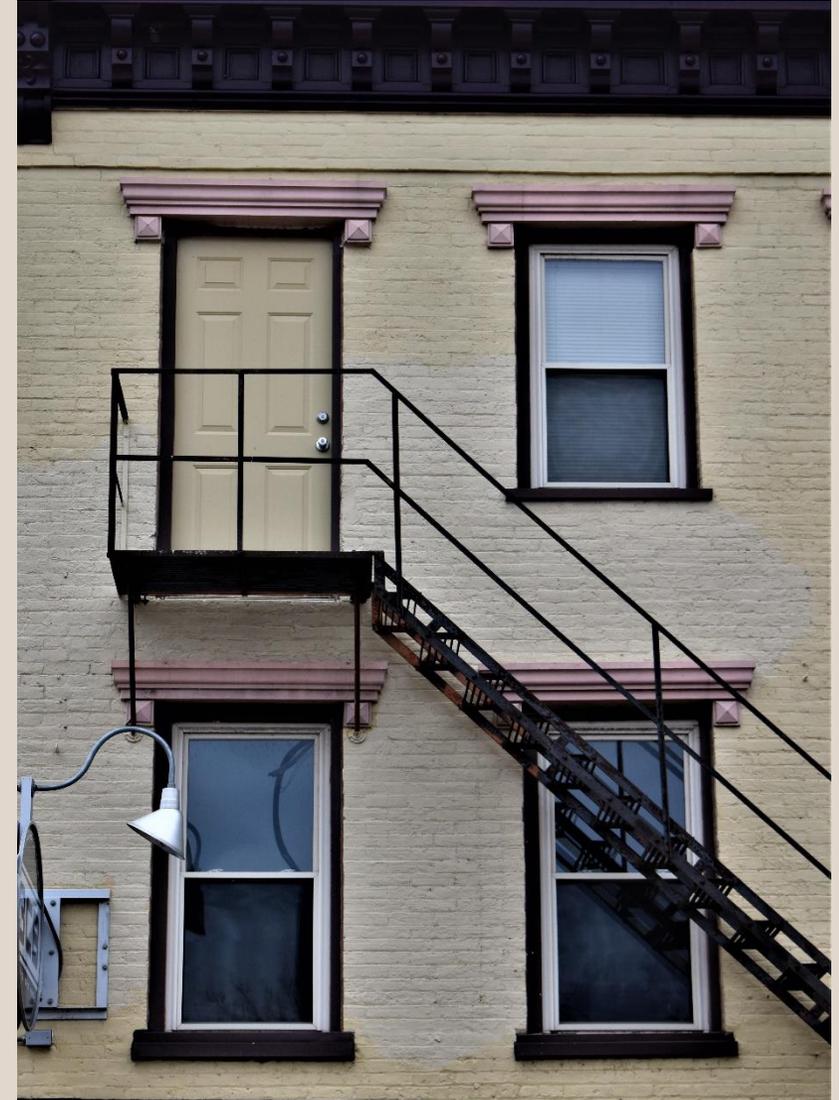
- Homelessness in Racine is **RARE** and has been becoming more rare through the COVID-19 Pandemic, although *chronic homelessness* increased.
- Homelessness in Racine is **NOT BRIEF**, with lengths of time homeless exceeding several months and being longer than the rest of Wisconsin and other neighboring communities.
- The is **Low to Moderate RECURRENCE of Homelessness in Racine**; better than many neighboring communities, but with little overall improvement over the last 7 years.



**Recommendation: Make it more brief....**

**Length of Time Homeless appears to be the primary challenge facing Racine's COC.**

**The COC, particularly shelters, should focus on identify all factors increasing the average length of time homeless and develop specific strategies for addressing them.**



# System Performance Committee 2022 Agenda

- **Improved local SPM reporting with greater disaggregation of data by project and other indicators.**
- **Discuss Possible SPM Targets for Racine.**



A close-up photograph of a brick wall covered in graffiti. The bricks are dark and weathered, with white and black markings. The graffiti includes names and symbols, such as 'DIAZ TO', 'IMAD DOG', 'CHA CHAKRA', 'JAL', 'BREEZ', 'BRETTX', 'BIG RYAN', 'BILLY', 'MISSY', 'CASEY', 'ANGELIV', 'CHELSEA', 'DOOMER', 'KAREN', 'KATREL', and 'NATELYE'. The word 'Questions?' is overlaid in large white text on the left side of the image.

**Questions?**