

HOUSING FIRST

NATIONAL LOW INCOME HOUSING COALITION
NATIONAL ALLIANCE TO END HOMELESSNESS
CENTER ON BUDGET AND POLICY PRIORITIES

Keeping Faith with Housing First in Turbulent Times: Findings from Recent Research

August 14, 2023

*Moderated by Nicole DuBois, senior research analyst &
coordinator at the National Alliance to End Homelessness*



Agenda

Welcome & Opening Remarks

- Nicole DuBois, The Alliance

Keeping Faith with Housing First in Turbulent Times

- Dan Emmanuel, NLIHC
- David Gonzalez Rice, HUD
- Tiana Moore, Benioff Homelessness and Housing Initiative
- Tasha Gray, Homeless Action Network of Detroit

Panel Discussion

Legislative Threat to Housing First

- John Threlkeld, The Alliance

Closing Remarks

- Nicole DuBois, The Alliance



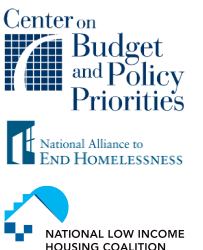
Welcome & Opening Remarks

Nicole DuBois

Senior Research Analyst & Coordinator

National Alliance to End Homelessness

ndubois@naeh.org



Keeping Faith with Housing First in Turbulent Times: Findings from Recent Research

Dan Emmanuel, MSW

Senior Research Analyst

National Low Income Housing Coalition

dan@nlihc.org





NATIONAL LOW INCOME
HOUSING COALITION

The Affordable Housing Crisis

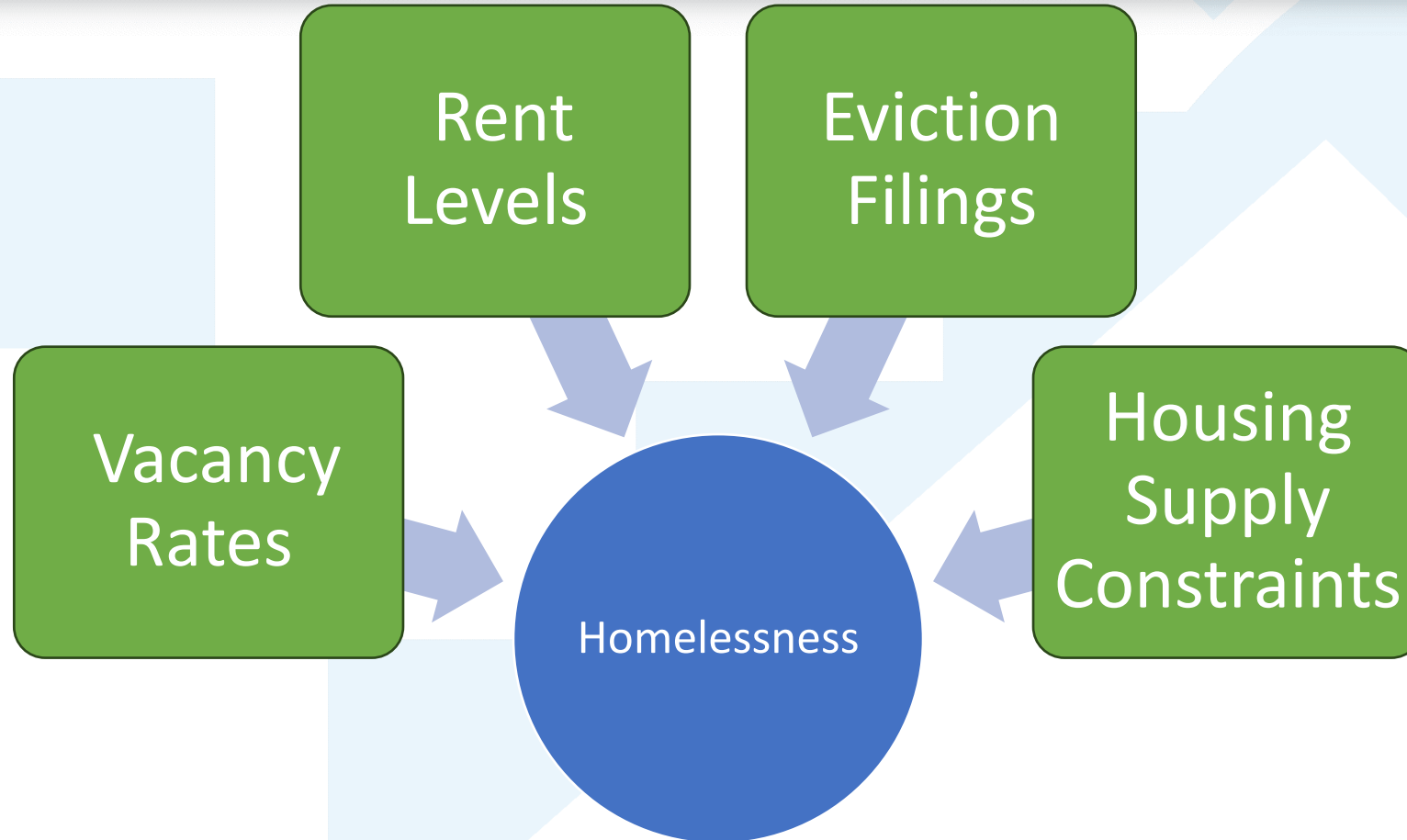
National Low Income Housing Coalition

Dan Emmanuel, MSW

Senior Research Analyst

dan@nlihc.org

Known Housing Factors



THE GAP



A SHORTAGE OF AFFORDABLE HOMES



NATIONAL LOW INCOME HOUSING COALITION

Key Data Points: National



- 11.0 million extremely low-income renter households
- A shortage of 7.3 million rental homes affordable and available to renters with extremely low incomes
- 72% of extremely low-income renter households are severely cost-burdened

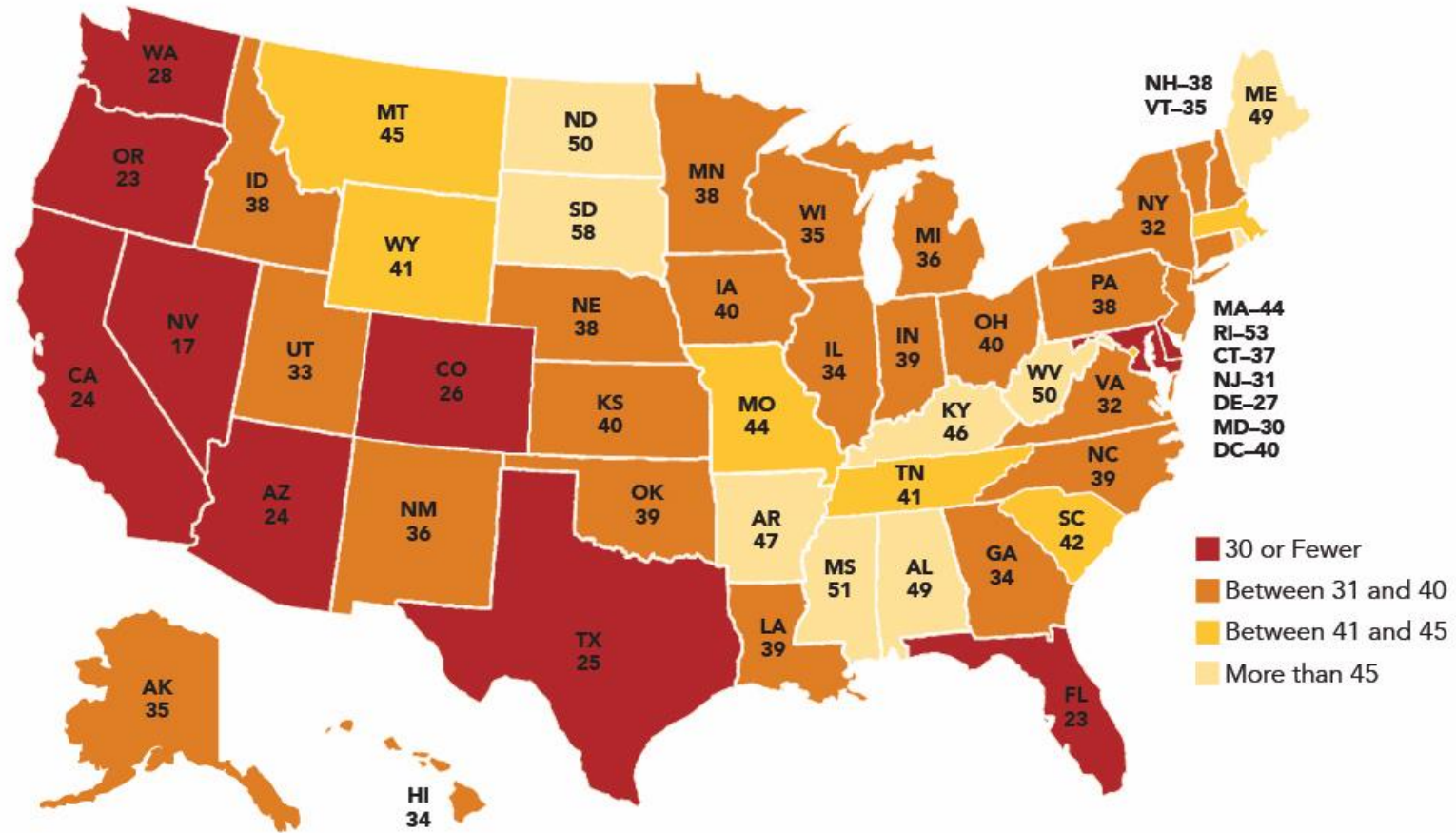
Key Data Points: State and Local



- The shortage for ELI renters impacts...
 - All 50 states
 - The 50 largest metro areas

THE GAP

RENTAL HOMES AFFORDABLE AND AVAILABLE PER 100 EXTREMELY LOW INCOME RENTER HOUSEHOLDS BY STATE



Note: Extremely low-income (ELI) renter households have incomes at or below the poverty level or 30% of the area median income.
Source: NLIHC tabulations of 2021 1-Year ACS PUMS Data.

<https://nlihc.org/gap>

Two Telling Examples

- The affordable housing crisis persists for ELI renters in both stronger and weaker housing markets

	Detroit Metro	Los Angeles Metro
Surplus (Deficit) of Affordable and Available Units for ELI Renter Households	-95,995	-392,156
Affordable and Available Units per 100 ELI Renter Households	31/100	20/100
Prevalence of Severe Cost Burdens Among ELI Households	73%	82%

A Systemic Shortage

- Why is the housing crisis for the lowest income renters so pervasive?
 - Limitations of the private market
 - Low Incomes
 - Lack of subsidy

A Long-Time Shortage

- The 7.3 million unit shortage for ELI renters is the worst since the years following the Great Recession
- Shortage for ELI renters worsened by 500,000 rental homes between 2019 and 2021



NATIONAL LOW INCOME
HOUSING COALITION

What do we know from more recent housing indicators?

Recent Trends

- Median rents surged 25% between January 2021 and June 2022, before beginning to moderate
- Rent increases are declining in 2023
- Evictions increased following expiration of eviction moratoriums and the end of pandemic assistance programs



**NATIONAL LOW INCOME
HOUSING COALITION**

Housing Solutions

- Federal Housing Safety Net
 - Rental assistance
 - Investments in preserving and expanding federally-assisted housing
 - Housing stabilization fund
 - Federal renter protections
- State and Local Policies
 - LIHTC QAP advocacy
 - Gap financing for deeply affordable housing
 - Renter protections
 - Address housing supply constraints

The Big Takeaways

- Homelessness is a housing problem
- The housing affordability crisis for the lowest income households is a systemic issue with clear solutions
- We need federal, state, and local interventions to establish a housing safety net and address the structural housing issues underlying the housing crisis and homelessness

References



- Apartment List. (2023). Apartment list national report: May 2023. Apartment List. Retrieved on May 4, 2023.
- Aurand, A., Emmanuel, D., Foley, E., Clark, M., Rafi, I., & Yentel, D. (2023). *The Gap: A shortage of affordable homes, 2023*. Washington, D.C.: NLIHC.
- Bailey, P. (2022). Addressing the affordable housing crisis requires expanding rental assistance and adding housing units. Washington, D.C.: Center on Budget and Policy Priorities.
- Colburn, G. & Aldern, C. (2022). *Homelessness is a housing problem: How structural factors explain U.S. patterns*. Oakland, CA: University of California Press.
- Dawkins, C. (2023). Homelessness and housing supply. *Journal of Urban Affairs*, DOI: 10.1080/07352166.2023.2168553
- Hepburn, P., Haas, J., Graetz, N., Louis, R. Rutan, D, Alexander, A., Rangel, J., Jin, O., Benfer, E., Desmond, M. (2023). Protecting the most vulnerable: Policy response and eviction filing patterns during the COVID-19 pandemic. *RSF: The Russell Sage Foundation Journal of the Social Sciences*, 9 (3) 186-207; DOI: <https://doi.org/10.7758/RSF.2023.9.3.08>
- Treglia, D., Byrne, T. & Rai, V. T. (2023) Quantifying the impact of evictions and eviction filings on homelessness rates in the United States. *Housing Policy Debate*, DOI: 10.1080/10511482.2023.2186749
- U.S. Government Accountability Office. (2020). *Homelessness: Better HUD oversight of data collection could improve estimates of homeless population*. Washington, D.C.: Author.

Keeping Faith with Housing First in Turbulent Times: Findings from Recent Research

David Gonzalez Rice, PhD

Policy Advisor

Office of the Secretary,

U.S. Department of Housing and Urban Development





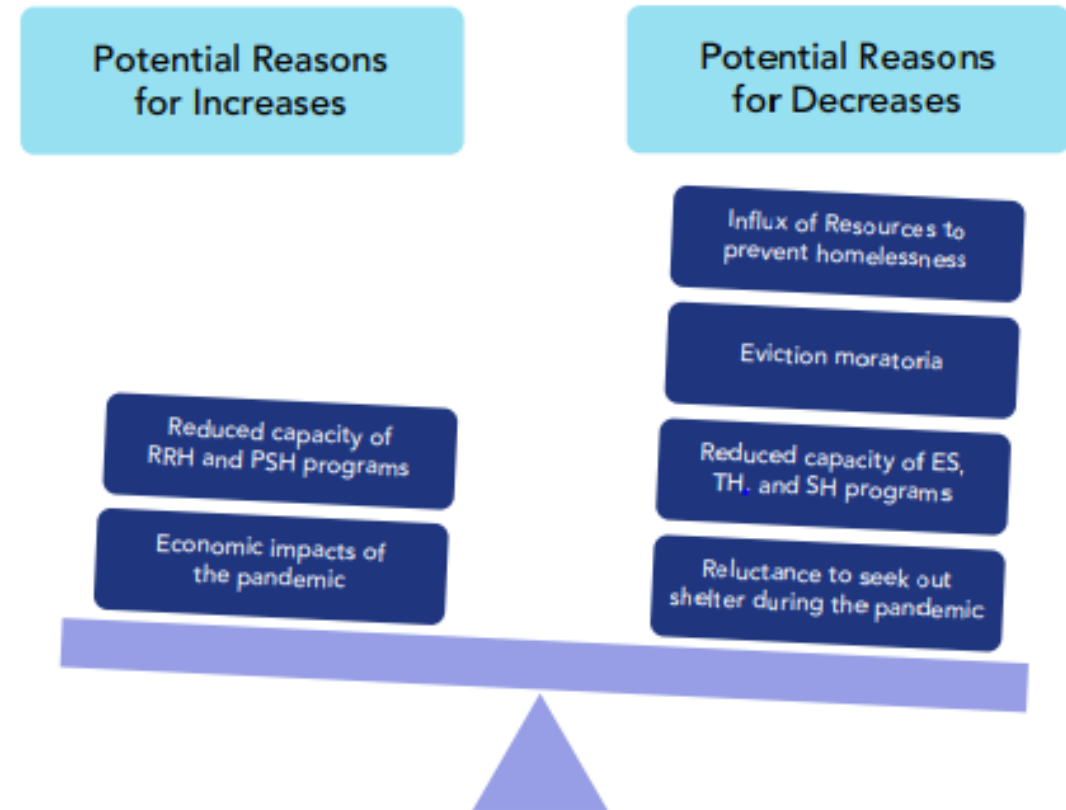
HOUSING FIRST FINDINGS FROM RECENT RESEARCH

David Gonzalez Rice, Policy Advisor, Office of the Secretary

Annual Homelessness Assessment Report (AHAR) Part 2, 2020 and 2021

Sheltered Homelessness	2019 - 2021
Overall	↓ 17%
Veterans	↓ 18%
Families	↓ 25%
Individuals	↓ 13%
Youth	↓ 24%
Chronic	↓ 33%

EXHIBIT A.1: Noted Pandemic-related Factors and their Effect on Sheltered Homelessness



Housing First is Still Too Rare

EXHIBIT 1.12: Exit Destination for People who Left Shelter Programs 2019-2021

Destination at Exit	All Households		
	2019	2020	2021
	%	%	%
Permanent supportive housing (PSH)	2.0%	1.8%	2.6%
Other types of permanent housing	28.9%	26.7%	25.9%
Permanent housing, no subsidy	9.4%	8.7%	6.1%
Permanent housing, with subsidy	9.4%	9.8%	12.1%
Living with friends or family (permanent)	10.1%	8.3%	7.7%

People Succeed in Housing First

EXHIBIT 7.11: Destination of Exit for Households using RRH

2019-2021

	Adult-Only Households			Family Households		
	2019	2020	2021	2019	2020	2021
Homeless	2.9%	2.4%	3.6%	1.6%	1.1%	1.6%
Sheltered Homeless	1.9%	1.6%	2.0%	1.2%	0.9%	1.2%
Unsheltered homeless	1.0%	0.9%	1.6%	0.4%	0.2%	0.4%

EXHIBIT 8.10: Destination for Households in Permanent Supportive Housing

2019-2021

Housing Status for Households that Exited PSH	Adult-Only Households			Families with Children		
	2019	2020	2021	2019	2020	2021
Homeless	7.0%	7.1%	6.9%	2.1%	2.6%	3.4%
Sheltered Homeless	4.6%	3.6%	3.6%	1.9%	1.6%	2.5%
Unsheltered homeless	2.4%	3.6%	3.3%	0.2%	1.0%	0.9%

Takeaways

During the pandemic:

- Safety net enhancements reduced new homelessness.
- CoCs faced heightened challenges moving people into housing.
- The enhancements are done or winding down. The challenges remain.

Housing First is high profile but still rare.

- Most people experiencing homelessness aren't offered Housing First.
- Too much Housing First is under-resourced. Infrastructure is fragile.

What is needed?

More and better-supported Housing First

- HUD's 2022 Special Notice of Funding Opportunity
- Senate FY24 budget proposal: biennial CoC competition; \$25 million inflationary adjustment for CoC services costs.

Stronger safety nets and tenant protections

- Biden-Harris administration tenant protections actions
- Fair tenant screening practices
- HUD funding for tenant education and outreach

Resources

2021 AHAR part 2:

<https://www.hudexchange.info/homelessness-assistance/ahar/#2021-reports>

HUD Spring/Summer “Evidence Matters” Quarterly:

<https://www.huduser.gov/portal/evidence.html>

[“FACT SHEET: Biden-Harris Administration Takes Action to Protect Renters”](#)

White House Briefing Room, July 27, 2023

Keeping Faith with Housing First in Turbulent Times: Findings from Recent Research

Tiana Moore, PhD

Policy Director

Benioff Homelessness and Housing Initiative,
University of California, San Francisco

Tiana.Moore@ucsf.edu



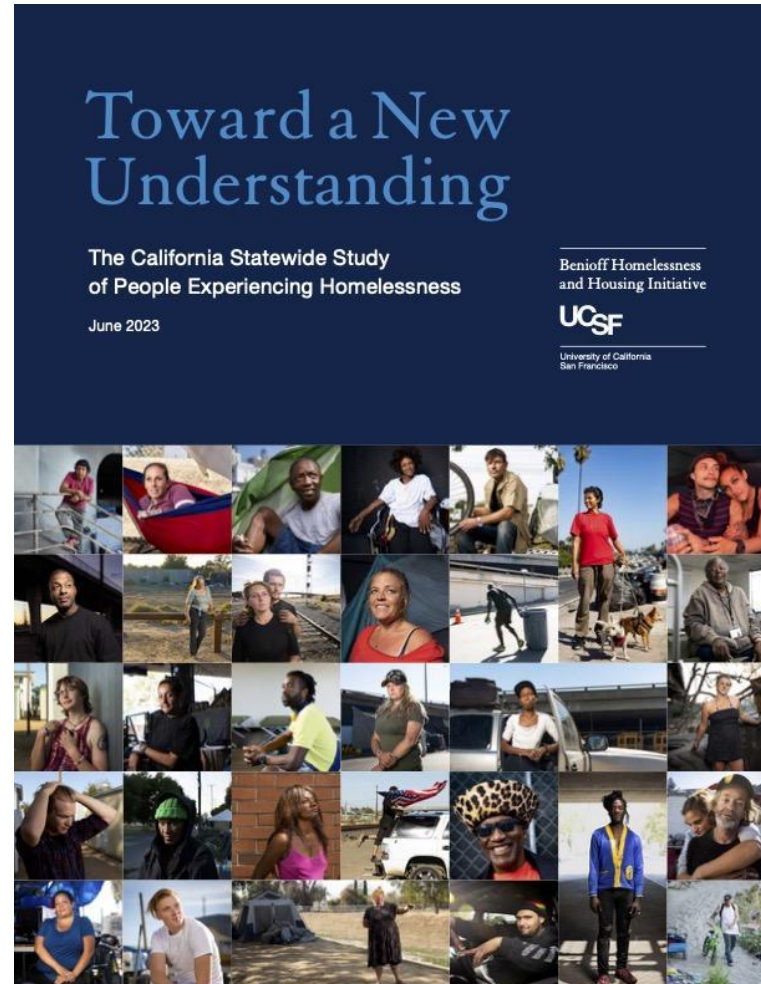


California Statewide Study of People Experiencing Homelessness

Tiana Moore, PhD
*Policy Director, UCSF Benioff Homelessness
and Housing Initiative*

Full Report

homelessness.ucsf.edu/CASPEH

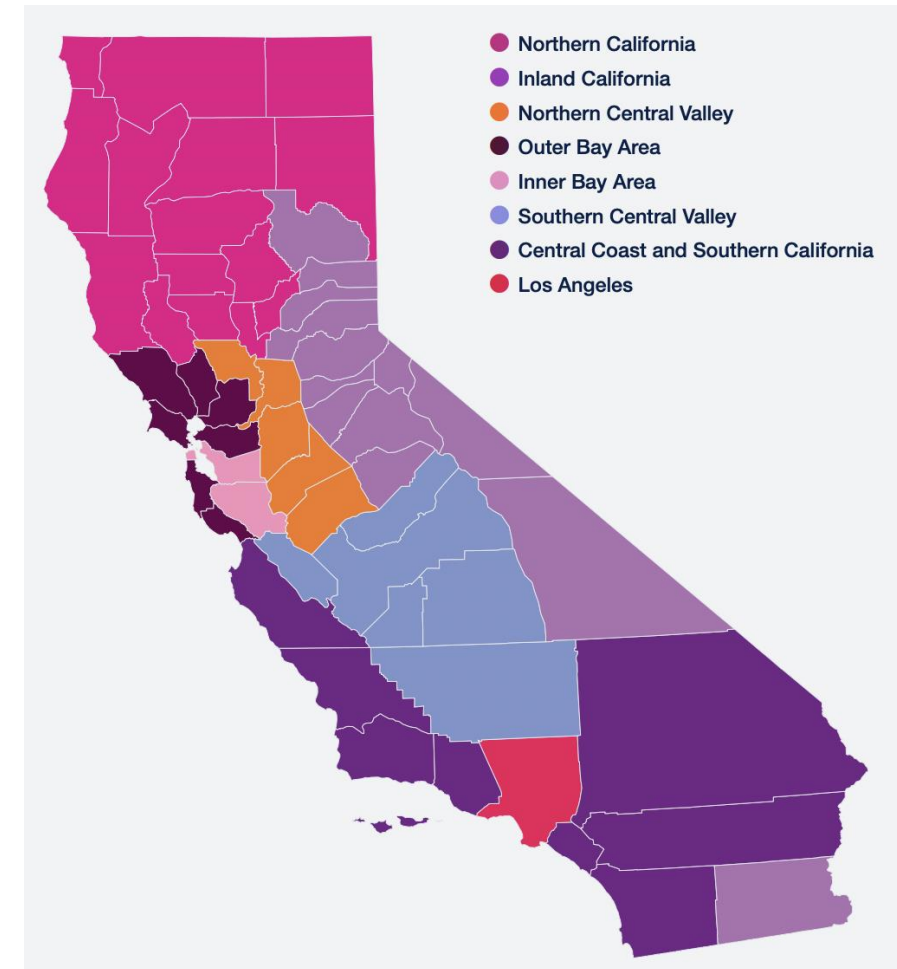


Study Origins and Significance

- To answer critical questions about homelessness facing CA policymakers
 - CA has 12% of population, 30% of PEH, 50% of people experiencing unsheltered homelessness
- Largest representative sample of homelessness in US since 1990s

Study Methods

- 8 counties representing 8 regions (exact counties confidential)
- Target population: All adults 18+ experiencing homelessness
- Number of participants per county based on size & composition of homeless population in each county
 - 3,200 questionnaires
 - 365 paired in-depth interviews
- Venue based sampling with RDS
- Sample weighting
- English and Spanish (and interpreters)
- Community engaged practices (3 community advisory boards)



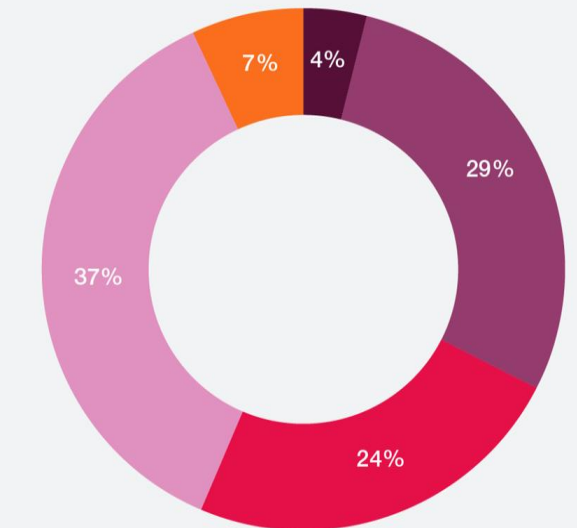
Participant Demographics

- **Race:**
 - Black and Indigenous communities disproportionately impacted
- **Gender:**
 - 69% cisgender men, 30% cisgender women, 1% transgender/non-binary/other gender identified
- **Age:**
 - Median age of all participants: 47 (range: 18-89)
 - Median age of single adults: 49
 - 48% of single adults were 50+
 - 41% of single adults 50+ first became homeless at 50 or older

Age Distribution of CASPEH Participants

● 18-24 years ● 25-39 years ● 40-49 years
● 50-64 years ● 65+ years

Cumulative percentage does not equal 100% due to rounding.



Benioff Homelessness and Housing Initiative

homelessness.ucsf.edu/CASPEH

UCSF
University of California
San Francisco

Episode Length and Chronic Homelessness

- Median length of current episode of homelessness was nearly two years (22 months)
- One in three participants (36%) met federal criteria for chronic homelessness

Lifetime Experiences of Stress and Trauma

- Incarceration
 - 77% spent time in jail
 - 37% spent time in prison
- Violence
 - Physical violence: 72%
 - Sexual violence: 24%
 - Cisgender men: 15%
 - Cisgender women: 43%
 - Transgender/non-binary/gender nonconforming participants: 74%

Entrances and Trajectories to Homelessness

- Entrances into homelessness:
 - Institutional settings: 19%
 - Non-leaseholding arrangements: 49%
 - Leaseholding arrangements: 32%
- Trajectories to homelessness differ:
 - Some reported a rapid transition to homelessness, while others used limited financial resources and social networks to slow their descent into homelessness

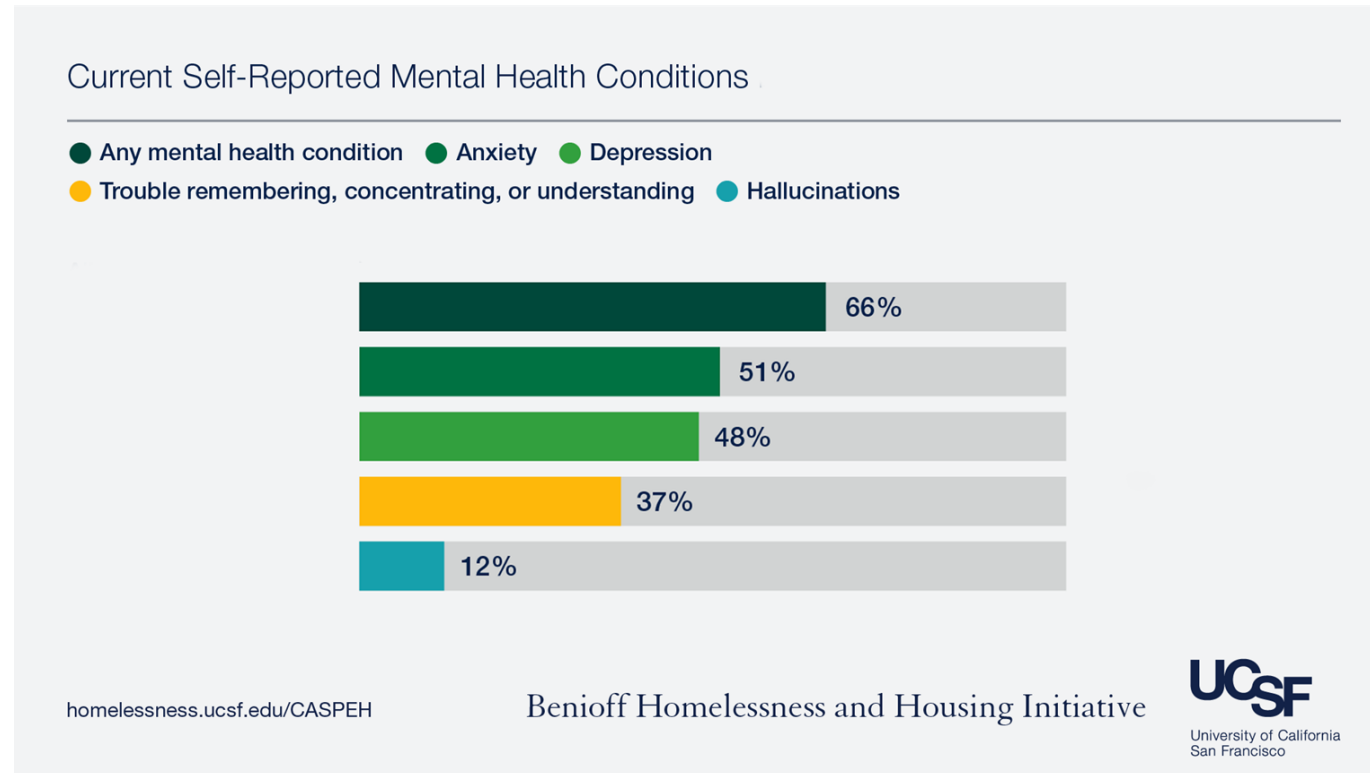
Income and Housing Costs Prior to Homelessness

- All:
 - Median monthly household income: \$960
 - Median monthly housing costs: \$375
 - 43% of non-leaseholders did not pay rent
- Non-leaseholders:
 - Median monthly household income: \$950
 - Median monthly housing costs (among those who paid rent): \$450
- Leaseholders:
 - Median monthly household income: \$1400
 - Median monthly housing costs: \$700

Warning Prior to Losing Last Housing

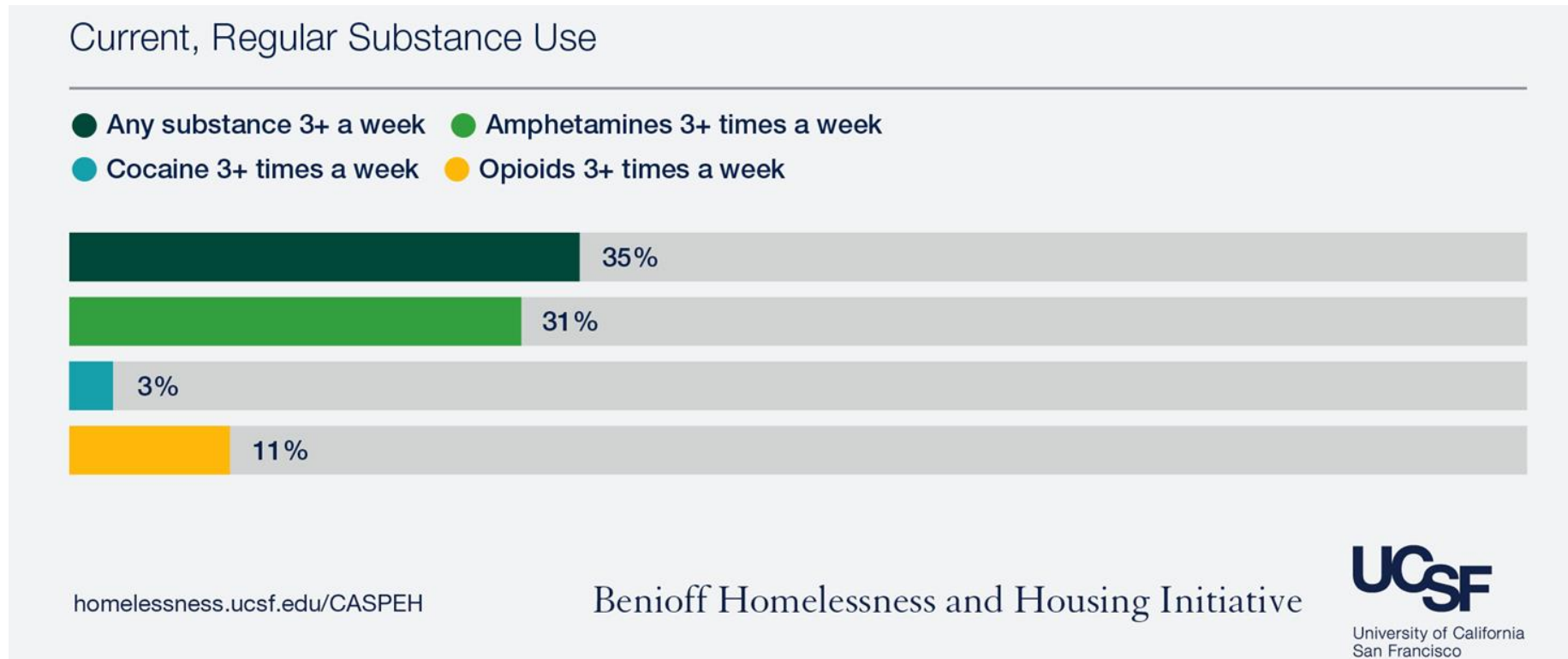
- Median warning before losing housing: 5 days
 - Non-leaseholders: 1 day
 - Leaseholders: 10 days

Mental Health During Current Episode of Homelessness



- 18% of all participants received either mental health counseling or medications in past 30 days

Substance Use During Current Episode of Homelessness

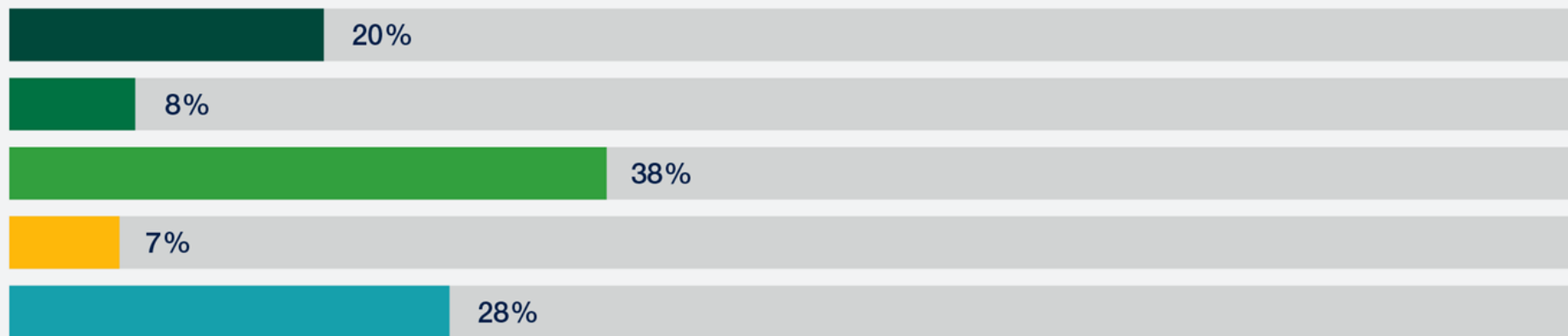


- Heavy episodic alcohol use: 16%
- 11% reported an overdose during current episode of homelessness
- 1 in 5 who reported current, regular illicit drug use or heavy episodic alcohol use wanted treatment, but were unable to access it

Changes in Substance Use Since Homelessness

Self-reported Changes in Substance Use Since Homelessness
(of Participants Who Ever Used Substances)

● Increased a lot ● Increased a little ● Stayed about the same ● Decreased a little ● Decreased a lot



homelessness.ucsf.edu/CASPEH

Benioff Homelessness and Housing Initiative

UCSF
University of California
San Francisco

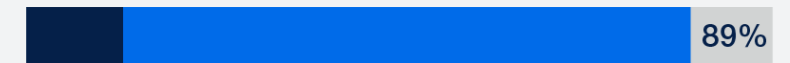
Key Barriers to Returns to Housing

- Nearly all (89%) identified high housing costs as barrier to housing
- Physical disability: 24%
- Mental health/substance use: 29%
- Carceral record: 36%
- Lack of documents: 53%
- Discrimination: 43%
- Credit history or past evictions: 49%
- Waitlists are too long: 52%
- Family/friends not able to have participant live with them: 51%

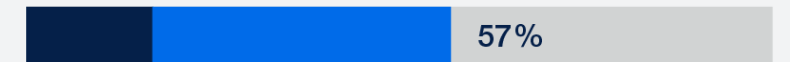
Proportion of Participants Who Reported Affordability-Related Housing Barriers

Impacts ability to obtain housing ● A little ● A lot

I can't afford housing



Housing I can afford is far or unsafe



Benioff Homelessness and Housing Initiative

homelessness.ucsf.edu/CASPEH

UCSF
University of California
San Francisco

Support Finding Housing

- Two-thirds (63%) indicated not having someone help them find housing as a barrier
- 46% received formal assistance finding housing during current episode of homelessness
- 26% received help finding housing monthly or more frequently in past six months
 - Sheltered participants were more likely to have received help in the past six months compared to those unsheltered (44% vs. 20%)

Housing First and Behavioral Health

- An evidence-based approach to housing people experiencing homelessness
- Alternatives to Housing First (e.g., treatment first models) struggle with engagement
 - Housing offers stability needed to engage with services
- Robust evidence in support of HF across populations
 - Including individuals with severe behavioral disabilities
- Permanent Supportive Housing
 - Subsidized housing with voluntary supportive services
 - PSH with voluntary intensive services shown to successfully house those with complex behavioral needs (Santa Clara Project Welcome Home; Chez Soi)

Keeping Faith with Housing First in Turbulent Times: Findings from Recent Research

Tasha Gray

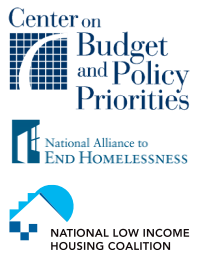
Executive Director

Homeless Action Network of Detroit, Collaborative
Applicant, MI-501, Detroit CoC

tasha@handetroit.org



Panel Discussion

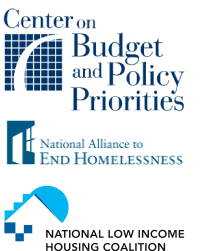


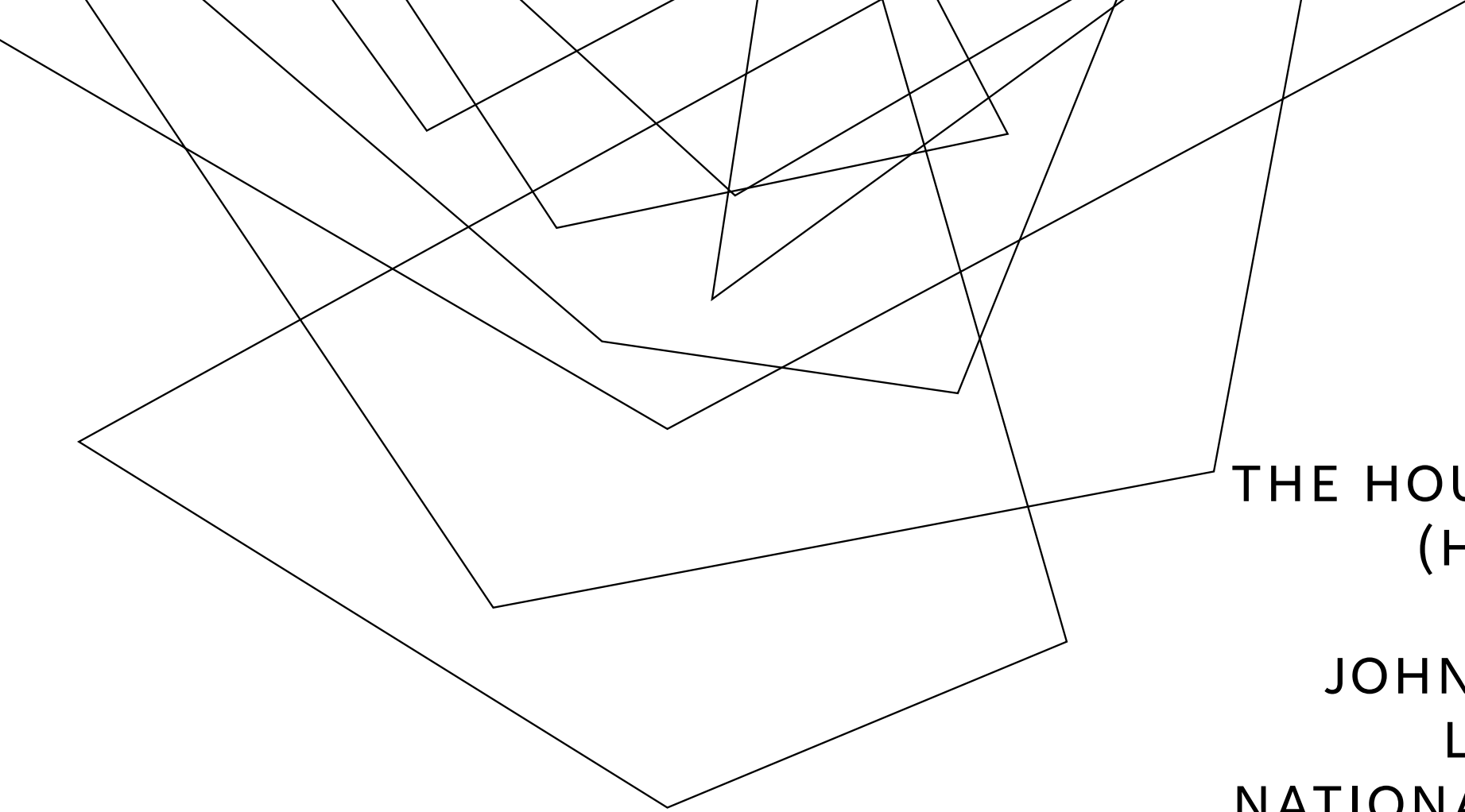
Legislative Threat to Housing First

John Threlkeld

Senior Congressional Affairs Manager
National Alliance to End Homelessness

jthrelkeld@naeh.org





THE HOUSING PLUS ACT
(H.R. 3405)

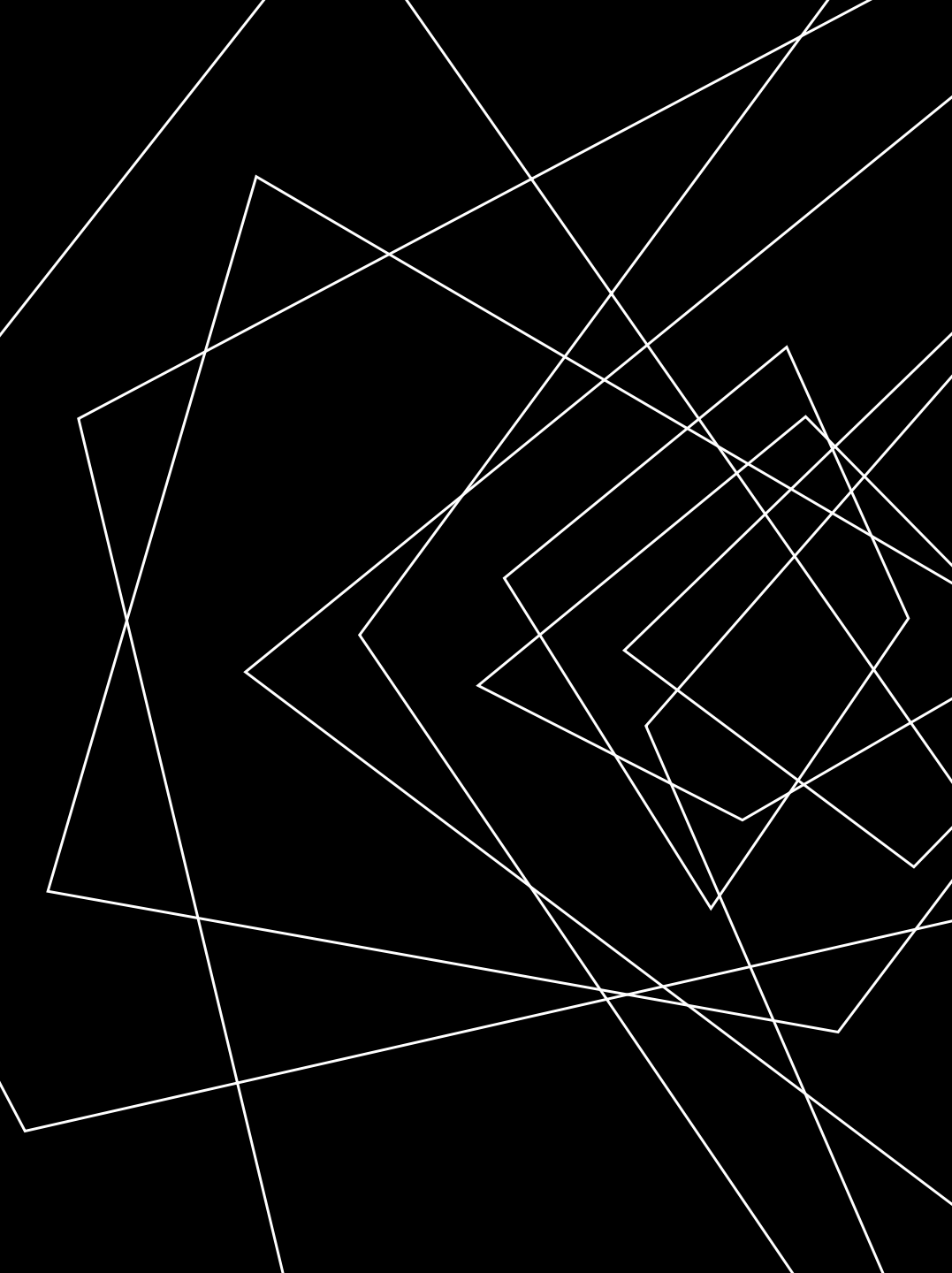
JOHN THRELKELD
LOBBYIST
NATIONAL ALLIANCE TO
END HOMELESSNESS
JTHRELKELD@NAEH.ORG

(AUGUST 14, 2023)

Barr Reintroduces Bill to Fix Failed

Housing First Policy (May 17, 2023)

“Housing First prevents providers who require wraparound services from receiving federal funds to curb homelessness in our communities,” said Congressman Andy Barr. “These wraparound services are oftentimes necessary to ensuring a person can safely and fully attain permanent housing on their own...The Housing PLUS Act will ensure that HUD grant funding is reaching providers who are helping people transition from homelessness to self-sufficiency, without unneeded restrictions.”



The Housing PLUS Act (H.R. 3405)

“(a) AVAILABILITY.—Notwithstanding any other provision of law, the Secretary may not, in making amounts available under this subtitle, prohibit, limit, or restrict the award or amount of grants made with such amounts to or for eligible entities, project sponsors, or recipients...

“(2) that require, as a condition for occupancy in a project, or assistance from a program, project, or activity, assisted with such amounts that individuals **meet certain prerequisites, such as sobriety or lack of drug use...**”

(AUGUST 14, 2023)

THE HOUSING PLUS ACT (H.R. 3405)

“(B) SET ASIDE.—NOTWITHSTANDING ANY OTHER PROVISION OF LAW, IN MAKING AVAILABLE AMOUNTS UNDER THIS SUBTITLE FOR EACH FISCAL YEAR, THE SECRETARY SHALL ENSURE THAT NOT LESS THAN 30 PERCENT OF SUCH AMOUNTS SHALL BE USED BY ELIGIBLE ENTITIES, PROJECT SPONSORS, AND RECIPIENTS THAT **PROVIDE OR OFFER ACCESS TO WRAPAROUND SERVICES.**”

AMENDMENT TO THE AMENDMENT IN THE NATURE OF A
SUBSTITUTE TO H.R. 7716 OFFERED BY MR. BARR OF
KENTUCKY (MAY 17, 2022)

"...AN ELIGIBLE GRANTEE RECEIVING A GRANT UNDER THIS
SUBSECTION SHALL DISTRIBUTE AT LEAST 50 PERCENT OF
THE GRANT AMOUNTS TO PRIVATE NONPROFIT
ORGANIZATIONS THAT

"DID NOT RECEIVE FEDERAL ASSISTANCE UNDER THE MOST
RECENT NOTICE OF FUNDING OPPORTUNITY FOR THE
CONTINUUM OF CARE PROGRAM COMPETITION; AND

"REQUIRE, AS A CONDITION FOR OCCUPANCY IN A PROJECT,
OR ASSISTANCE FROM A PROGRAM, PROJECT, OR ACTIVITY,
THAT **ASSISTED INDIVIDUALS MEET CERTAIN PREREQUISITES
SUCH AS SOBRIETY OR LACK OF DRUG USE, OR ENGAGE IN
COUNSELING, JOB TRAINING, ADDICTION TREATMENT, OR
MENTAL OR BEHAVIORAL HEALTH SERVICES...**"

ARGUMENTS YOU MIGHT HEAR WHEN EDUCATING LAWMAKERS ABOUT HOUSING FIRST

1. NO SERVICES.
2. EVEN IF SERVICES ARE OFFERED, PEOPLE DON'T HAVE TO ACCEPT THEM.
3. EVEN IF SERVICES ARE ACCEPTED, PEOPLE AREN'T CURED.
4. IT'S ANTI-FAITH.
5. EVEN IF IT ISN'T ANTI-FAITH, WE NEED TO TRY OTHER APPROACHES.
6. IT'S ONE-SIZE-FITS-ALL.
7. THERE'S NO PLACE FOR PEOPLE WHO WANT A SOBER LIFESTYLE.
8. DENYING HOUSING AND SERVICES TO PEOPLE WITH ACUTE NEEDS IS AN EXPRESSION OF "TOUGH LOVE".

27 Cosponsors of the Housing PLUS Act (H.R. 3405)

Davidson (R-OH-8)

Sessions (R-TX-17)

Ogles (R-TN-5)

LaMalfa (R-CA-1)

Tenney (R-NY-24)

Cloud (R-TX-27)

Palmer (R-AL-6)

Hill (R-AR-2)

Jackson (R-TX-13)

Posey (R-FL-8)

Weber (R-TX-14)

Lesko (R-AZ-8)

Van Duyne (R-TX-24)

Cline (R-VA-6)

De La Cruz (R-TX-15)

Roy (R-TX-21)

Baird (R-IN-4)

Self (R-TX-3)

Wittman (R-VA-1)

Steil (R-WI-1)

Williams (R-TX-25)

Lamborn (R-CO-5)

Crenshaw (R-TX-2)

LaTurner (R-KS-2)

Mann (R-KS-1)

McMorris Rodgers (R-WA-5)

(August 14, 2023)

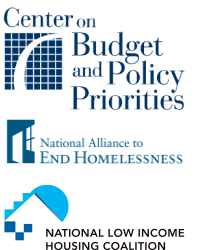
Closing Remarks

Nicole DuBois

Senior Research Analyst & Coordinator

National Alliance to End Homelessness

ndubois@naeh.org



Housing First Resources

- [Housing First Resources](#)
 - Why Housing First is a [critical strategy](#) for ending homelessness
 - The Evidence Is Clear: [Housing First Works](#)
 - [Research](#) on the effectiveness of Housing First
 - How Housing First [cut veteran homelessness](#) in half
 - How Housing First [supports recovery](#) from substance use disorders
 - How Housing First supports people with [mental health conditions](#)
 - [Key facts](#) about Housing First
 - [Q&A](#) on Housing First
 - [Responding to Unsheltered Homelessness](#)
- [Talking Points to Oppose the Cicero-Backed Legislation](#)
- [Talking Points to Oppose the Housing PLUS Act](#)

