



The U.S. Department of
Housing and Urban Development
OFFICE OF COMMUNITY PLANNING AND DEVELOPMENT

PART 2: Estimates of Homelessness in the United States

The 2018 Annual Homeless Assessment Report (AHAR) to Congress

SEPTEMBER 2020



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Message from the Secretary



I am pleased to submit to Congress the U.S. Department of Housing and Urban Development's (HUD) 2018 Annual Homeless Assessment Report (AHAR) Part 2, which provides national estimates of people who experience sheltered homelessness in the United States at some time during the course of a year. This is the second

part in a two-part series. Part 1 was published in December 2018 and is based on one-night national, state, and local estimates of sheltered and unsheltered homelessness. In 2018, HUD shifted its data collection platform to the Longitudinal Systems Analysis (LSA), which collects more detailed information on the characteristics of and system use by people experiencing homelessness. While this shift provides exciting new opportunities, the entirely new methodology used to produce the report this year means that estimates in this report cannot be compared to those from prior years.

In 2018, 1,446,000 people experienced homelessness at some time during the year. Two-thirds of people experiencing homelessness were in households with only adults present (935,000 people), and 35 percent were people in families with children (501,000 people). For the first time, HUD is also able to provide these year-long estimates for unaccompanied youth and for people with chronic patterns of homelessness. In 2018, approximately 113,000 unaccompanied youth used a shelter program and 194,000 people who used shelter programs had chronic patterns of homelessness. This is critical information for helping HUD and communities better understand who uses shelter programs.

Another new feature of the improved data collection process is that we can better identify people who are experiencing homelessness for the first time. This information, which will be used more extensively in future reports, will be critical for understanding inflow into homelessness. To end homelessness, we must prevent people from falling into homelessness, as well as helping people make that experience as brief as possible.

This report puts the estimates of people experiencing homelessness in the broader context of renters with fragile housing situations, reporting some key findings from HUD's latest Worst Case Housing Needs report and relating them to patterns of homelessness. By understanding the full nature of the problem, we will be in a better position to solve it.

HUD and its federal partners will continue to support the efforts of local communities across the nation to end homelessness experienced by families with children, by adults who are homeless on their own, and by unaccompanied youth, veterans and people who have chronic patterns of homelessness. This report provides insights into patterns of homelessness for each of these groups.

With effective partnerships, both locally and federally, we can give all individuals and families the right type and level of support to move out of homelessness and into a better life. We look forward to continuing this work until the job is done.

A handwritten signature in black ink, appearing to read 'Ben Carson', with a long horizontal flourish extending to the right.

Ben Carson, Secretary

U.S. Department of Housing and Urban Development

Key Terms

Note: Key terms are used for AHAR reporting purposes and accurately reflect the data used in this report. Definitions of these terms may differ in some ways from the definitions found in the McKinney-Vento Homeless Assistance Act (McKinney-Vento) and in HUD regulations.

Adults are people age 18 or older.

Adult-Only Household refers to a household with just one adult or two or more adults without children.

Child-only Households refers to a household with just one child or composed of two or more children.

Children are people under the age of 18.

Continuums of Care (CoC) are local planning bodies responsible for coordinating the full range of homelessness services in a geographic area, which may cover a city, county, metropolitan area, or an entire state.

Domestic Violence Shelters are shelter programs for people who are homeless and are victims or survivors of domestic violence.

Emergency Shelter is a facility with the primary purpose of providing temporary shelter for homeless people.

Family with Children refers to a household that has at least one adult (age 18 or older) and one child (under age 18). Families do not include households composed only of adults or only children.

Head of Household is the member of the family or household to whom all other members of the household are associated in HMIS. For families and adult-only households, the head of household must be an adult. In a child-only household, the parent of another child is designated as the head of household; otherwise, each child in a household without adults is designated as a head of household.

Homeless Management Information System (HMIS) is a software application designed to record and store client-level information on the characteristics and service needs of homeless people. Each CoC maintains its own HMIS, which can be tailored to meet local needs but must also conform to Federal HMIS Data and Technical Standards.

HMIS Data provide an unduplicated count of people who are experiencing sheltered homelessness and information about their characteristics and service-use patterns over a one-year period. These data are entered into each CoC's HMIS at the client level but are submitted in aggregate form for the AHAR.

Homeless describes a person who lacks a fixed, regular, and adequate nighttime residence.

Household Type refers to the composition of a household upon entering a shelter program. People enter shelter as unaccompanied youth, single adults, or as part of a family with children but can be served as both adults in adult-only households and as members of a family with children during the AHAR reporting year. The estimates reported in the AHAR adjust for this overlap and thus provide an unduplicated count of homeless people.

Housing Inventory Count (HIC) is produced by each CoC and provides an annual inventory of beds that assist people in the CoC who are experiencing homelessness or leaving homelessness.

HUD-Veterans Affairs Supportive Housing (HUD-VASH) program is a program for formerly homeless veterans that combines Housing Choice Voucher (HCV) rental assistance provided by HUD with case management and clinical services provided by the Department of Veterans Affairs (VA) through VA medical centers (VAMCs) and community-based outreach clinics.

Largely Rural CoCs are CoCs in which the population predominantly resides in an urban cluster that is more than 10 miles from an urbanized area or in Census-defined rural territories.

Largely Suburban CoCs are CoCs in which the population predominantly resides in a suburban area, defined as an urbanized area outside of a principal city or an urban cluster within 10 miles of an urbanized area.

Living Arrangement before Entering Shelter refers to the place a person stayed the night before the first homeless episode captured during the AHAR reporting year. For those who were already in an emergency shelter or transitional housing program at the start of the reporting year, it refers to the place the person stayed the night before beginning that current episode of homelessness.

Major City CoCs refer to the CoCs that contain one of the 50 largest cities in the United States.

Major City or Other Largely Urban CoCs are CoCs in which the population predominantly resides in an urbanized area within a principal city.

Multiple Races refers to people who self-identify as more than one race.

One-Year Shelter Count is an unduplicated count of people experiencing homelessness who use an emergency shelter, safe haven, transitional housing program at any time from October through September of the following year. The one-year count is derived from communities' Homeless Management Information Systems.

Other Largely Urban CoCs are CoCs in which the population predominantly resides in an urbanized area within a principal city, but the CoC does not contain one of the 50 largest cities in the United States.

Other One Race refers to a person who self-identifies as being one of the following races: Asian, American Indian, Alaska Native, Native Hawaiian, or other Pacific Islander.

Parenting Children are people under age 18 who are the parents or legal guardians of one or more children (under age 18) who are present with or sleeping in the same place as the child parent and there is no person over the age of 18 in the household.

Parenting Child Household is a household with at least one parenting child and the child or children for whom the parenting child is the parent or legal guardian.

Parenting Youth are people under age 25 who are the parents or legal guardians of one or more children (under age 18) and who are present with or sleeping in the same place as that youth parent and there is no person over age 24 in the household.

Parenting Youth Household is a household with at least one parenting youth and the child or children for whom the parenting youth is the parent or legal guardian.

People with Chronic Patterns of Homelessness¹ are individuals with a disability who have been continuously homeless for one year or more or has experienced at least four episodes of homelessness in the last three years with a combined length of time homeless of least 12 months.

Permanent Supportive Housing (PSH) is a program designed to provide housing (project- or tenant-based) and supportive services on a long-term basis to formerly homeless people. HUD McKinney-Vento-funded programs require that the client have a disability for program eligibility, and most people in PSH have disabilities.

Point-in-Time (PIT) Count is an unduplicated one-night estimate of both sheltered and unsheltered homeless populations. The one-night count is conducted according to HUD standards by CoCs nationwide and occurs during the last 10 days in January of each year.

Safe Havens are projects that provide private or semi-private long-term housing for people with severe mental illness and are limited to serving no more than 25 people within a facility.

Sheltered Homelessness refers to people who are staying in emergency shelters, safe havens, or transitional housing programs.

Shelter Programs include emergency shelter programs, safe havens, and transitional housing programs.

Total U.S. Population refers to people who are housed (including those in group quarters) in the United States, as reported in the American Community Survey (ACS) by the U.S. Census Bureau.

Transitional Housing Programs provide people experiencing homelessness a place to stay combined with supportive services for up to 24 months.

Unaccompanied Children are people who are not part of a family with children or accompanied by their parent or guardian during their episode of homelessness, and who are under the age of 18.

Unaccompanied Youth (18 to 24) are people who are not part of a family with children or accompanied by their parent or guardian during their episode of homelessness and who are between the ages of 18 and 24.

Unduplicated Count of Sheltered Homelessness is an estimate of people who stayed in emergency shelters, safe havens, or transitional housing programs that counts each person only once, even if the person enters and exits the shelter system multiple times throughout the year within a CoC.

U.S. Population Living in Poverty refers to people who are housed in the United States in households with incomes that fall below the federal poverty level.

Veteran refers to any person who served on active duty in the armed forces of the United States. This includes Reserves and National Guard members who were called up to active duty.

Victim Service Provider refers to private nonprofit organizations whose primary mission is to provide direct services to survivors of domestic violence, dating violence, sexual assault, or stalking. This term includes rape crisis centers, domestic violence programs battered women's (shelters and non-residential), domestic violence transitional housing programs, and other related advocacy and supportive services programs.

Young adult refers to a youth who is between ages 18 and 24.

¹ While HUD's CoC Program regulations require CoCs to conduct PIT counts at least biennially most CoCs conduct a full PIT count annually.



About This Report

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Longitudinal Systems Analysis (LSA) collects information on people and households served by the local homeless services system over the course of one year.

In 2001, the U.S. Congress required that HUD fund communities to implement information systems to track the use of homelessness services, with the understanding that ending homelessness requires knowledge about the size of the problem and the way in which it affects different population groups. Three main HUD efforts supported the development of these systems. The first was the provision of technical assistance on conducting the Point-in-Time (PIT) count by communities, which continues today. The second established a set of standardized data that communities collect about people who use emergency shelters and other components of community's homeless services systems. It also established system parameters for how the information is stored and secured locally in Homelessness Management Information Systems (HMIS). The third established standards and procedures for how HMIS and PIT count data are aggregated and reported to HUD.

In February 2007, HUD released estimates of homelessness in the U.S. based on one-night PIT counts and one-year HMIS data in the first Annual Homeless Assessment Report (AHAR). AHAR reports have been submitted to the U.S. Congress every year since then. The AHAR documents how many people are experiencing sheltered homelessness and how many people are experiencing homelessness in unsheltered locations. The AHAR is used to inform federal, state, and local policies to prevent and end homelessness.

This report is the second part of a two-part series. The first part of the *2018 Annual Homeless Assessment Report (AHAR) to Congress: Point-in-Time Estimates of Homelessness* was published in December 2018.¹ The Part 1 report provides estimates of people experiencing homelessness on a single night, based on PIT count data gathered by communities throughout the country in late January. The estimates are reported at the national, state, and CoC levels.

Part 2 of the 2018 AHAR builds on the Part 1 report by presenting estimates of people experiencing sheltered homelessness at any point over the course of a year, based on data from HMIS. The HMIS estimates provide information on demographics and patterns of shelter use of people who use the nation's emergency shelters, safe havens, and transitional housing programs. The report also provides demographic information about people who transitioned from homelessness—either sheltered or unsheltered—to permanent supportive housing (PSH) and rapid re-housing (RRH) during this same one-year period.

This report is intended for several audiences: Members of Congress, staff at local

service providers and CoCs, researchers, policymakers, and advocates. Each of these audiences can use this report to understand the scope of the problem and the context for the nation's efforts to prevent and end homelessness. Key stakeholders can also identify which household types and subpopulations require more attention in this effort. Additionally, this report can address many questions that may be of interest across all audiences:

1. How many people experience homelessness in the U.S. in any given year?
2. How many people experience homelessness in households with only adults, and how many are in families with children?
3. How many children and youth experience homelessness in the U.S.?
4. What are the age and gender characteristics of homelessness, and how do they vary by household?
5. What is the race and ethnicity of people who experience homelessness in the U.S.?
6. What is the rate of disability among people who experience homelessness?
7. How many U.S. veterans experience homelessness?
8. How many people in the U.S. have chronic patterns of homelessness?
9. How many people live in permanent supportive housing, and what are their characteristics?

Shift to the Longitudinal Systems Analysis

Since the first AHAR, Continuums of Care have submitted aggregated data from their local HMIS to HUD. Beginning with the 2018 reporting year, HUD implemented a new platform to collect a richer, more granular set of aggregated HMIS data. This platform, called the Longitudinal Systems Analysis (LSA), collects information on people and households served by the local homeless services system over the course of one year.

The nature of the HMIS data used in the AHAR did not change with the shift to LSA. Information on people's characteristics and patterns of homelessness collected as part of CoCs' HMIS records is, for the most part, self-reported. This information may be collected using a standard survey or intake form. Some HMIS data may reflect

¹ HUD published the 2019 AHAR: Part 1 – PIT Estimates of Homelessness in the U.S. in January 2020. The 2019 AHAR: Part 2 report is forthcoming.

EXHIBIT A-1: Understanding the Changes from AHAR to LSA

Topic	Former AHAR Approach	New LSA Approach
Project Types	AHAR data covered three project types: emergency shelter (ES), transitional housing (TH), and permanent supportive housing (PSH). Each project type was reported on separately.	The LSA is expanded to cover five project types: ES, safe havens (SH), TH, rapid re-housing (RRH), and PSH. ES, SH, and TH data are reported together as a single sheltered homelessness category, and RRH and PSH data each are reported separately.
Household Types	AHAR data reported on two household types for each reporting category: IND (individuals) and FAM (families).	The LSA aligns with other HUD reporting and uses the following three household types: AO (households of adults only), AC (households with at least one adult and one child), and CO (households of children only).
System Use	AHAR data did not provide detailed information on household system use across time.	The LSA includes significant additional detail about households' system use that includes lengths of homelessness, exits to permanent housing, and returns for each household type (AO, AC, and CO).
Demographics	AHAR demographic data were generally based on all people in a household, and most demographic information was based on counts of people rather than households.	The LSA has a greater focus on households rather than people. Demographic data generally is reported based on the head of household. In some cases, all adults in the household are counted, and in some cases (for example, age distributions) all people in the household.

additional supporting documentation, if the information is necessary to establish eligibility for services.

However, the information presented in this AHAR is fundamentally different from prior years because of some key changes in the reporting platform and the methodology used to create estimates.

First, the LSA reflects a major change in how communities submitted their annual HMIS-based data to HUD. Second, in part because of changes in how the data were collected, the methodology used to develop national estimates changed considerably. Exhibit A-1 summarizes some of the changes that are important for

understanding the estimates presented in this report.

For people and households served during the 2018 reporting year, the LSA collected:

- Demographic characteristics such as age, race, gender, and veteran status;
- Length of time homeless and patterns of system use;
- Information specific to populations whose needs or eligibility for services may differ from the broader homeless population, including veterans and people experiencing chronic homelessness;
- Housing outcomes for those who exited the homeless services system; and
- Patterns of system use prior to exit, destination types, and, for those who were served again later, lengths of time between exit and re-engagement or returns to homelessness.

During the first year of the LSA data collection, the data review and validation process revealed considerable issues with data quality, as is expected during any new data collection process. Because of the challenges with data quality in 2018, the 2018 AHAR Part 2 does not provide detail on all elements collected in the LSA and, in particular, does not provide national estimates for different types of geography. In addition, as the data are entirely new and the methodology for developing the estimates is vastly different from the methodology used in past-year reports,² this report has a limited discussion of changes in homelessness over time. However, the report presents estimates from prior years for reference.

HUD and communities learned key lessons about the complexity of the LSA data, the quality of data within local HMIS, the manner by which CoCs update their data, and the need for HMIS vendor support to CoCs. HUD remains committed to working with CoCs and vendors to improve the quality of LSA data in future years.

Sample

Though participation was optional, HUD encouraged all 397 CoCs³ to submit HMIS data for the LSA, and 385 attempted to do so. But, because of unresolved data quality issues, the majority of CoCs were excluded from the final sample. And among the CoCs that did submit high-quality data for the LSA, their data only describe people served in projects that participate in the CoC's local HMIS.⁴ The

² The 2018 AHAR Data Collection and Analysis Methodology can be downloaded from: <http://www.hudexchange.info/>

³ The number of CoCs can change as existing CoCs consolidate or split up. At the time the LSA data were collected, there were 397 active CoCs in the nation. This number may differ from the number of CoCs cited in other editions of the AHAR.

⁴ This was the case for the sample of communities used for past AHAR reports as well.

final LSA sample for data on sheltered homelessness consists of 2,592 participating shelter projects in 171 CoCs, and the final sample for data on PSH consists of 2,365 participating PSH projects in 177 CoCs.

The national estimates in this report are weighted to extrapolate from this sample of participating projects to the nation as a whole. The extrapolation accounts for both sources of non-participating projects: all projects in CoCs that did not participate in the LSA (or attempted to, but were precluded by data quality issues) *and* projects in CoCs that did participate in the LSA, but where the project did not participate in the CoC's HMIS. The sample of participating CoCs and projects was not selected randomly, but the data were weighted to improve the sample's representativeness of the full population. For detailed information about the methodology used to produce the estimates, see the 2018 AHAR Methodology Report.

Comparisons to Prior Year AHAR Estimates

The 2018 estimates are not directly comparable to estimates from prior years. The definition and scope of the 2018 population has expanded:

- The 2018 estimates describe service over a one-night longer period of time than did the 2017 estimates. The 2018 report period spans 366 nights, from September 30, 2017, to September 30, 2018, whereas the 2017 report period spanned 365 nights, from October 1, 2016, to September 30, 2017. Because of the higher turnover in emergency shelters, the extra night is likely to have a larger (but still relatively small) effect on the estimates of sheltered homelessness than in permanent supportive housing.
- Unlike 2017, the 2018 estimates include Puerto Rico. Three U.S. territories, Guam, the U.S. Virgin Islands, and the Northern Mariana Islands, were included in both 2017 and 2018.
- The 2018 estimates of sheltered homelessness include safe havens, a type of shelter project that was not included in the 2017 estimates and which typically serves people experiencing homelessness in adult-only households.
- The 2018 estimates of people served in permanent supportive housing include both people who were in permanent housing during the report period and people who were enrolled while waiting for placement into permanent housing. The 2017 estimates excluded the group of people waiting to be placed into permanent housing.

Estimates should not be compared with prior years. Changes in the estimates should be interpreted with great caution and could be attributable to several factors, including:

- the expansion in the definition and scope of the population described above
- genuine changes in the size of the population
- changes in both the data collection and estimation methodologies
- changes in the quality of the data in the first year of new data collection system
- selection bias, to the extent participating projects are different from non-participating projects
- chance variation or noise, reflecting the fact that these are estimates of a population, derived from a sample

Additional Data Sources

This report uses two other data sources: Housing Inventory Count (HIC) data and the U.S. Census Bureau's American Community Survey (ACS) data. The HIC data provide an inventory of beds dedicated to serving people who are (or were) experiencing homelessness⁵ and thus describe the nation's capacity to house such people. The HIC data are compiled by CoCs and represent the inventory of beds in various programs within the homeless services system that are available during a particular year, including programs from all funding sources. These data were used in developing the weights to extrapolate from the LSA sample of participating homeless projects to all projects in the nation.

This report uses ACS data to provide a profile of the total U.S. population and U.S. households living in poverty. The AHAR uses ACS data on gender, age, ethnicity, race, household size, disability status, and type of geographic location to serve as a comparison to the national estimates of people experiencing homelessness from the LSA. The ACS data come in several forms. This report uses the 1-year Public Use Microdata Sample (PUMS) that corresponds most closely to the LSA data for any given year.

In collaboration with the U.S. Department of Veteran Affairs (VA), this 2018 report includes data on veterans using the Supportive Services for Veteran Families (SSVF) program's rapid re-housing services. This year's report also includes an additional year of data on the veterans who use the HUD-Veterans Affairs Supportive Housing program (HUD-VASH).⁶ The 2018 AHAR supplements the HMIS data on veterans in permanent supportive housing with administrative data on HUD-VASH from the VA's Homeless Operations Management Evaluation System (HOMES).

⁵ People served in permanent supportive housing programs are no longer considered homeless.

⁶ For more information on the HUD-VASH program see: http://portal.hud.gov/hudportal/HUD?src=/program_offices/public_indian_housing/programs/hcv/vash and <http://www.va.gov/homeless/hud-vash.asp>.

EXHIBIT A-2: Historical Context Surrounding Trends in Homelessness

PIT & HMIS 2007-2017

2001

HUD submits to Congress the Department's strategy for implementing Homeless Management Information Systems (HMIS) at CoCs and reporting to Congress in an Annual Homeless Assessment Report (AHAR).



FEBRUARY 2007

HUD submits the first AHAR to Congress, setting the baseline for tracking trends in homelessness.



JANUARY 2012

Effective date of the Emergency Solutions Grants Interim Rule.

AUGUST 2012

Effective date of the Continuum of Care Program Interim Rule.



PRE-2007

2007

2008

2009

2010

2011

2012



OCTOBER 2014
 New HHS Runaway and Homeless Youth (RHY) providers are required to begin using HMIS.

MARCH 2015
 HUD, VA, and HHS, ACF and SAMHSA sign a Memorandum of Understanding that outlines their roles and responsibilities for participation by programs they fund in HMIS.

OCTOBER 2015
 HUD, VA, and USICH release criteria and benchmarks for communities to use to define ending homelessness among veterans.



JUNE 2016
 HUD and USICH release criteria and benchmarks for ending chronic homelessness.

JANUARY 2017
 Release of criteria and benchmarks for ending family and youth homelessness.



FEBRUARY 2019
 HUD launches the Longitudinal Systems Analysis (LSA), a new data collection platform that allows CoCs to report more comprehensive data from HMIS. These data were used for the 2018 AHAR, and can also be used locally by communities to better understand their homeless services system.

2013

2014

2015

2016

2017

2018

2019

How to Use this Report

The body of this report is divided into seven main chapters:

1. All people experiencing homelessness
2. Adult-only households
3. Homeless families with children
4. Unaccompanied youth
5. Veterans
6. People with chronic patterns of homelessness
7. People in permanent supportive housing

These chapters present LSA data on people who were experiencing sheltered homelessness at some time during the reporting year. These one-year estimates include information on gender, age, ethnicity, race, household size, disability status, chronic homelessness status, veteran status, and domestic violence survivor status. Chapter 7 is based on LSA data on residents of PSH. The report also has three vignettes providing a “Closer Look at Communities.” These vignettes present a deeper dive into the data from the participating LSA sample. These analyses are not weighted to represent the full nation, but they provide case studies on patterns of homelessness, capitalizing on the rich data in the LSA. They provide an opportunity to examine particular dimensions of homelessness or the homeless services system.

Included at the end of the report is an examination of system performance measurement (SPM) data, which communities use to report to HUD on their progress in ending homelessness. These data are based on HMIS data as well, but are not weighted and are reported separately and through a completely different process.

Key Findings

All People Experiencing Sheltered Homelessness

- In 2018, an estimated 1,446,000 people in the U.S. experienced sheltered homelessness at some point during the year.
- Nearly two-thirds were in households with only adults. Thirty-five percent of people who experienced homelessness were in families with children. A small share (only one percent) were in child-only households.
- Black or African American people were considerably overrepresented among people experiencing homelessness. While representing 13 percent of all U.S. heads of households and 22 percent of heads of households living in poverty, people identifying as black accounted for 43 percent of heads of sheltered households in 2018.
- Nearly one in five heads of households and other adults using shelters had a chronic pattern of homelessness (18%). One in every ten sheltered adults was a veteran.

Adult-Only Households

- Between September 30, 2017 and September 30, 2018, nearly 935,000 adults experienced sheltered homelessness in adult-only households.
- Heads of sheltered adult-only households were 3.5 times more likely to identify as black or African American than heads of adult only households in the total U.S. population (42% versus 12%).
- Elderly or near-elderly people (ages 55 and older) accounted for one-quarter of all people experiencing sheltered homelessness in adult-only households. Adults ages 65 and older represented only five percent of sheltered people in adult-only households. By comparison, 46 percent of people living in poverty in adult-only households were 55 and older, and a quarter were 65 or older.
- While women were a majority of heads of adult-only household living in poverty in 2018 (58%), they accounted for only 30 percent of heads of adult-only households in sheltered locations.
- Twenty-one percent of people in sheltered adult-only households had chronic patterns of homelessness in 2018.
- About half (53%) of people in sheltered adult-only households reported having a disability.

Families with Children

- In 2018, an estimated 501,000 people in families with children in 156,000 households used an emergency shelter or a transitional housing program, representing more than a third (35%) of all people who experienced sheltered

homelessness over the course of the year.

- Seventeen percent of families with children were headed by parenting youth ages 18 to 24.
- Unlike adult-only households, families with children were more often headed by women than all families with children in poverty (90% of sheltered families versus 73% of families in poverty).
- People identifying as black or African American were considerably overrepresented among the sheltered family population. While accounting for 14 percent of heads of all U.S. families and 25 percent heads of families with children living in poverty, African Americans accounted for 50 percent of heads of sheltered families with children.
- More families were headed by a single parent while experiencing sheltered homelessness than all U.S. families and families living below the poverty line. While 16 percent of all families with children in the U.S. were headed by a single parent, and 39 percent of families living in poverty were headed by a single parent, more than three-fourths of families with children (77%) were in shelter with just one parent.
- In 2018, 28 percent of heads of households and other adults in families with children experiencing sheltered homelessness were survivors of domestic violence, and 10 percent were currently fleeing their abusers. Given that this estimate includes only shelters that are not considered domestic violence shelters (which, by law, may not provide data on people experiencing homelessness to HMIS), the percentage of all sheltered homeless families that were fleeing domestic violence in 2018 was likely much higher.

Unaccompanied Youth

- Between September 30, 2017 and September 30, 2018, an estimated 113,330 people under the age of 25 were homeless on their own, without a parent or guardian and without a child of their own.
- Seventeen percent of unaccompanied youth using shelters in 2018 were minors, under the age of 18. Nearly half (46%) were ages 18 to 21, and just over a third (37%) were ages 22-24. People under age 18 who are on their own are rarer in the general population, less than 3 percent.
- While a majority of unaccompanied homeless youth were men and boys (56%), the unaccompanied homeless youth population was more female than the sheltered adult-only population (42% of unaccompanied youth versus 31% of women in adult-only households).
- Unaccompanied youth staying in shelter were even more likely to be people of color (Hispanic or Latino, black or African American, multi-racial, or another race other than white) than all sheltered households comprised of only adults. Two-

thirds of unaccompanied homeless youth (65%) were people of color compared with 58 percent of all adult-only sheltered households.

- Twenty percent of people ages 18 through 24 in unaccompanied sheltered youth households were survivors of domestic violence, and six percent were currently fleeing domestic violence at the time that they were in a shelter program.
- More than one-third of people ages 18 through 24 in unaccompanied youth households using a shelter program, 35 percent, reported living with some form of disability. Ten percent had a chronic pattern of homelessness, meaning they reported a disability and they were homeless for 12 months or more.

Veterans

- Between September 30, 2017 and September 30, 2018, almost 106,000 veterans experienced sheltered homelessness, one in every 200 veterans in the United States.
- Nearly all veterans experiencing sheltered homelessness were in adult-only households rather than in families with children (97%).
- Sheltered veterans were younger than all veterans in the United States. While nearly 60 percent of U.S. veterans in adult-only households were age 65 and older, only 13 percent of sheltered veterans were in that age group. By comparison, a quarter of sheltered veterans were under the age of 45 in 2018, compared with 11 percent of all veterans.
- Black or African American veterans were considerably overrepresented among the homeless veteran population (40% of sheltered veterans compared with 10% of all veterans). Conversely, white veterans were considerably underrepresented among the sheltered veteran population (49% compared with 81% of all veterans).
- Two-thirds of sheltered veterans reported a disability in 2018, and 22 percent had a chronic pattern of homelessness.

People with Chronic Patterns of Homelessness

- Chronic patterns of homelessness were observed for about 194,000 people in adult-only households who used an emergency shelter, safe haven, or transitional housing program at some point during 2018.
- Nearly 7 in 10 people with chronic patterns of homelessness were men, and 3 in 10 were women, mirroring the gender distribution of all sheltered adult-only households.
- People with chronic patterns of homelessness who used shelter programs were older than people in all sheltered households with only adults. Thirty percent of people in chronically homeless households were elderly or near elderly – age 55 or older – and 58 percent were age 45 or older. By comparison, only a quarter of

all people in sheltered adult-only households were elderly or near elderly, and just under half were age 45 or older (49%).

- Compared with all sheltered adult-only households, heads of chronically homeless households were slightly more likely to be white (45% compared to 42%) and slightly less likely to be black or African American (38% versus 42%).

People Residing in PSH

- In 2018, 396,072 people lived in housing provided by PSH programs. Two-thirds were in adult-only households (66%), and one-third were people in families with children.
- People living in PSH were older than people staying in shelters. Nearly one-third of PSH residents were elderly or near elderly – age 55 or older (32%)—which was double the share of people staying in shelter programs who were in that age group (16%).
- Black or African American heads of households and white, non-Hispanic heads of households each made up roughly forty percent of PSH residents, similar to their representation in shelter programs.
- A majority of households living in PSH during 2018 had been there for two years or more (55%), and a full quarter had been in PSH for between five and seven years.
- Disabling conditions are often a prerequisite for entry into PSH, and most heads of households and other adults in PSH had a disability in 2018 (85%). This was much higher than the rate of disability for heads of households and other adults staying in shelters (49%).
- Veterans accounted for 27 percent of adults in PSH, compared with 10 percent of adults in sheltered locations. This includes veterans in permanent supportive housing provided through the HUD-VASH program.

Broader Perspectives on Housing Instability and Homelessness

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Introduction

Federal agencies and their state and local partners use data to inform a broad set of policy solutions across many different programs to meet goals the nation has set for preventing and ending homelessness. Ending homelessness cannot rely solely on programs that are targeted to people experiencing homelessness. Homelessness is closely linked to housing affordability, income and employment, health (including physical, behavioral, and mental disabilities), and education. The mainstream programs that address these needs have a substantial role in preventing and ending homelessness.

This section provides a broader perspective on housing instability and homelessness than the rest of this report, which uses a “literal” definition of homelessness as staying in a shelter or in a place not intended for human habitation. The section includes information on people who are precariously housed because they are doubled up, couch surfing, or paying unsustainable shares of their income for rent. The section also provides additional information on particular groups of people who are homeless or in unstable situations: school children, youth, survivors of domestic violence, and veterans.

Following are discussions of:

- People who are doubled up or at risk of homelessness:
 - Very low-income renters who are severely rent burdened or live in severely inadequate housing, based on the 2017 American Housing Survey (AHS), analyzed for HUD's Worst Case Needs report;
 - People who are doubled up, based on a special supplement of the 2013 AHS.
- Other data on homeless and doubled up children and youth:
 - School aged children who are doubled up or in other homeless situations, based on the definition used by and data reported to the U.S. Department of Education by State Education Agencies (SEAs);
 - Unaccompanied youth aged 13 to 25 who are homeless or couch surfing, based on the Voices of Youth Count (VoYC) study.
- Survivors of domestic violence:
 - Survivors of domestic violence who use shelters for victims of domestic violence as well as the shelters that are permitted to report to the HMIS, based on the Housing Inventory Count (HIC) data submitted to HUD by local communities.
- Formerly Homeless Veterans
 - Veterans and their families using rapid re-housing assistance through the Supportive Services for Veterans and their Families (SSVF) program.

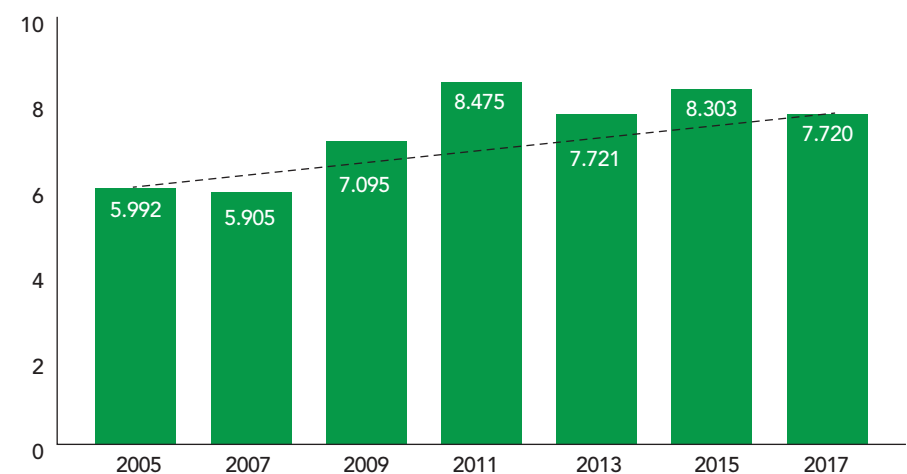
People who are Doubled Up or At-Risk of Homelessness

Very Low Income Renters in Precarious Housing Situations (HUD 2019 Worst Case Needs Report)

HUD submits reports to Congress every other year on renter households with severe needs for affordable housing or housing assistance. Prepared by HUD's Office of Policy Development and Research (PD&R), the Worst Case Needs reports are based on detailed tabulations of data in the American Housing Survey (AHS). The analysis focuses on the availability, quality, and costs of rental housing units relative to the incomes of the housing's occupants. Households with worst case needs are defined as renters with incomes below 50 percent of area median income who do not have housing assistance and are living in severely inadequate housing, paying more than half of their income for rent, or both.

The 2019 *Worst Case Housing Needs* report is based on data for 2017. In 2017, 7.7 million renter households had worst case needs, down from 8.3 million in 2015 (a 7% decline). This decrease followed an increase between 2013 and 2015. The number of households with worst case housing needs remain considerably higher than it was prior to the Great Recession. In 2017, 30 percent more renters had worst case

EXHIBIT B.1: Growth in Worst Case Housing Needs (in millions)
2005-2017



Source: American Housing Survey data, 2017. The exhibit is reproduced from the U.S. Department of Housing and Urban Development, Worst Case Housing Needs: 2019 Report to Congress. Office of Policy Development and Research, <https://www.huduser.gov/portal/taxonomy/term/43>

needs than in 2007. Almost all households with worst case needs (98%) pay more than half their income for rent, an untenable situation that puts people at risk of homelessness.¹

The 2019 report describes both a growing number of renter households and a growing number of high-end rental units, driven in part by a continued shift from homeownership to rental, paired with a shrinking supply of affordable units. The report describes a mismatch between unit rents and the number of households with incomes sufficient to afford them. The report measures this mismatch by looking at whether units are affordable, available, and adequate:

- *Affordability* measures the extent to which rental housing units have rents for which a household at a certain income level would pay no more than 30 percent of its income.
- *Availability* measures the extent to which rental housing units are not just affordable but also available to households in a certain income range, meaning that a household within that range occupies the unit or that the unit is vacant.
- *Adequacy* identifies whether a unit that is affordable and available is also physically adequate based on the condition of the housing unit and its plumbing, heating, and electrical systems.²

The rental housing stock that was affordable was scarcest for the lowest income renters. Nationally, for every 100 renters with extremely low incomes (incomes 30 percent or less than the area median income), only 69 rental units were affordable. Moreover, many of these rental units were occupied by households with relatively higher incomes, leaving only 40 units both affordable and available, and only 35 units were affordable, available, and adequate for every 100 renters with extremely low incomes.

The mismatch between the number of affordable units and the number of extremely low-income renters is most severe in the West, the same region where the rise in homelessness has outpaced other areas of the country. In the West there were 59 rental units affordable for every 100 extremely low-income renters in 2017. In other regions, the mismatch was less severe, ranging from 71 to 75 rental units affordable for every 100 renters with extremely low incomes. The pattern of regional differences is similar for units that are affordable and available and for units that are affordable, available, and adequate. The West had the highest percentage of renters with worst case needs and a low percentage of renters with housing

¹ <https://www.huduser.gov/portal/sites/default/files/pdf/Worst-Case-Housing-Needs.pdf>

² A detailed description of the housing unit characteristics that determine adequacy are in Appendix E of the *Worst Case Housing Needs: 2017 Report to Congress*.

EXHIBIT B.2: Affordable, Available, and Adequate Rental Units by Income of Renters

2017

Rental Units per 100 Renter Households			
Income Category	Affordable	Affordable and Available	Affordable, Available, and Adequate
Extremely low-income renter households (0–30% AMI)	69.1	39.8	34.9
Very low-income renter households (0–50% AMI)	90.7	59.0	51.9
Low-income renter households (0–80% AMI)	135.0	97.4	87.2

EXHIBIT B.3: Rental Housing Stock Was Insufficient for Extremely Low-Income Renters Across All Regions

2017

Housing Units per 100 Renters			
Income Category	Affordable	Affordable and Available	Affordable, Available, and Adequate
Northeast			
Extremely low-income renter households (0–30% AMI)	71.0	45.3	40.0
Very low-income renter households (0–50% AMI)	85.0	60.5	53.1
Low-income renter households (0–80% AMI)	123.0	93.2	83.3
Midwest			
Extremely low-income renter households (0–30% AMI)	75.2	42.1	38.3
Very low-income renter households (0–50% AMI)	124.6	77.7	69.3
Low-income renter households (0–80% AMI)	156.4	109.3	97.9
South			
Extremely low-income renter households (0–30% AMI)	70.6	39.2	33.3
Very low-income renter households (0–50% AMI)	89.8	57.0	49.3
Low-income renter households (0–80% AMI)	141.1	101.4	90.1
West			
Extremely low-income renter households (0–30% AMI)	59.0	33.2	29.1
Very low-income renter households (0–50% AMI)	67.1	43.9	39.0
Low-income renter households (0–80% AMI)	117.7	84.7	76.7

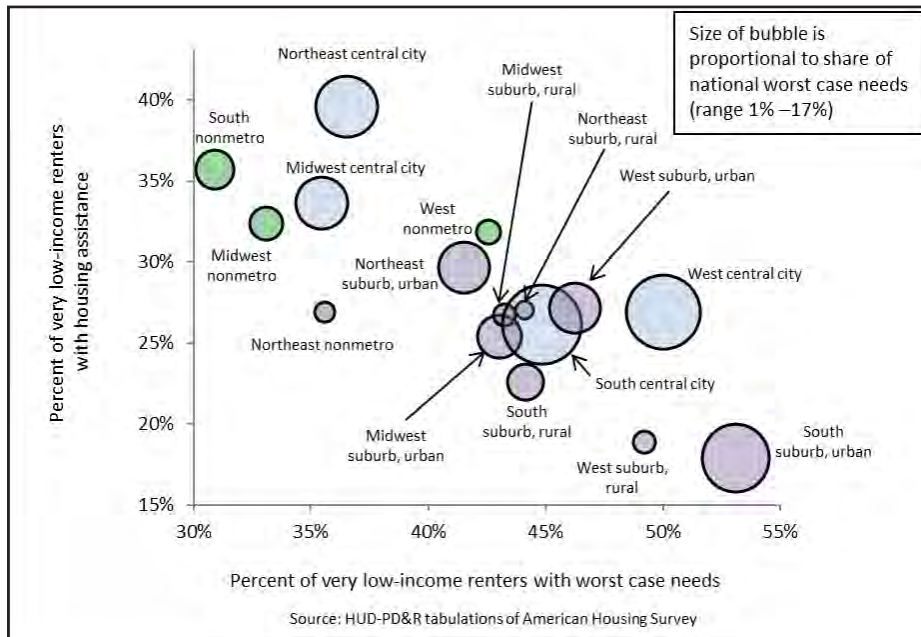
Source: American Housing Survey data, 2017. The exhibit is produced from data presented in the U.S. Department of Housing and Urban Development, *Worst Case Housing Needs: 2019 Report to Congress*. Office of Policy Development and Research, <https://www.huduser.gov/portal/taxonomy/term/43>.

Note: AMI=Area Median Income

People Who are Doubled Up in Other People’s Housing (American Housing Survey 2013 Doubling Up Supplement)

“Doubling up” can mean many things and sometimes refers to multigenerational households or to people who share housing on a long-term basis in order to save on housing costs. A supplement to the 2013 AHS³ was designed to learn about different forms of doubling up, including those in less stable living situations. Respondents⁴ were asked a series of questions about household members who had

EXHIBIT B.4: Worst Case Needs by Prevalence of Housing Assistance in 2017



Source: American Housing Survey data, 2017. The exhibit is produced from data presented in the U.S. Department of Housing and Urban Development, *Worst Case Housing Needs: 2019 Report to Congress*. Office of Policy Development and Research, <https://www.huduser.gov/portal/taxonomy/term/43>.

³ Details about the AHS and the Doubling Up supplement can be found at: <http://www2.census.gov/programs-surveys/ahs/2013/> and <http://www.census.gov/programs-surveys/ahs/>. If more than one person or group of people moved into or out of a household, questions were tabulated for the first person or group of in-movers and the first person or group of out-movers listed by the respondent.

⁴ These questions were asked of a knowledgeable household member age 16 or over. In most cases, the respondent was the head of household.

moved out of the housing unit within the past year and about household members who had moved into the unit within the past year. The questions were asked about people who stayed for at least two weeks and had no other usual residence.

Household Members Who Moved Out in the Past 12 months

In 2013, 4.4 million households had at least one member who had moved out in the last year.^{5 6} This large number of households can reflect a variety of circumstances—for example, a college student who was at home during summer break and returned to school; an elderly person who was living with family and moved into assisted living; or someone who moved to a new city and stayed with a friend until finding his or her own place. To more fully understand the nature of the mover’s stay and the mover’s destination, the 2013 AHS supplement asked additional questions. The answers to those questions reveal a subset of people who may be vulnerable to experiencing sheltered or unsheltered homelessness. Exhibit 1 shows the reasons household members moved out of the respondent’s housing unit and the household members’ destination upon moving.

Of the households with at least one member who moved out in the past year, 27.1 percent were reported by the respondent to have been staying because of a lack of money to pay for housing. Other questions asked about whether movers left voluntarily and the main reason people moved out. According to the respondents, 7.3 percent of household members who moved were asked to leave, 320,000 movers. When asked about the main reason the household member or members moved out, 5.7 percent were reported to have moved out because of crowding and conflict or violence in the housing unit, and 12.4 percent moved out because of financial reasons.⁷

Few household members who moved out (less than one percent) were reported by the respondent to have gone to a shelter program or a place not meant for human habitation,⁸ but a quarter went to stay with family or friends rather than to a place

⁵ The AHS National Summary Tables (Table S-07_AO) are available at: <https://www.census.gov/programs-surveys/ahs/data/2013/ahs-2013-summary-tables/national-summary-report-and-tables---ahs-2013.html>

⁶ These questions were restricted to occupied housing units where a person or group of people moved out within 12 months prior to the interview or since the current occupants moved in when that was less than a year before the interview. Household members moving out included anyone who stayed in the home for at least 2 weeks and had no other place where he or she usually lived. While respondents were instructed to only include people who had stayed at least two weeks, a small percentage of households were reported with a length of stay less than 2 weeks. They included minors who moved out without a parent or guardian.

⁷ Financial reasons could include the inability to contribute to the housing costs in their host’s unit but also include a mover’s ability to pay for their own housing.

⁸ This is a smaller number than the number of people staying in shelters at some time during 2014 who were reported by the HMIS to have come from staying with friends or relatives. These numbers are based on different

of their own. Some household members went to settings that are known to be closely associated with risk of homelessness: an institutional health facility, such as a treatment program, hospital, or nursing home (1.6 percent or 67,000 movers), jail or prison (0.4 percent or 17,000 movers), or foster care (0.3 percent or 11,000 movers).

Household Members Who Moved In during the Past 12 Months

The AHS supplement also asked questions about households with at least one member who moved into an existing household’s unit in the past year and who was still there at the time of the AHS interview.⁹ In 2013, there were 3.3 million such households. This large number of households can reflect a range of circumstances—for example, a new spouse or partner moving into the partner’s unit, a new baby born to the family, a college student who moved home after leaving school, or an elderly person who was living on his or her own and moved in with family. To more fully understand the nature of the mover’s stay and the mover’s prior living situation, the 2013 AHS supplement asked respondents¹⁰ additional questions. The answers to those questions reveal a subset of people who are doubled-up and vulnerable to experiencing sheltered or unsheltered homelessness. Exhibit 2 summarizes the reasons household members moved into an existing household’s unit and the living situation from which they moved.

Of the households with at least one member who moved into an existing household’s unit in the past year, 24.6 percent were reported to have moved in because of a lack of money to pay for housing. Other questions asked about whether they left their prior situation voluntarily and the main reason they left. According to the respondents, 5.3 percent (170,000 in-movers) were asked to leave their prior situation. When asked about the main reason for leaving their prior situation, 7.1 percent of people were reported to have experienced crowding, conflict, or violence, and 18.7 percent were reported to have moved for financial reasons.¹¹

methods of identifying people who become homeless: the AHS questions were answered by a household member who remained in the housing unit, whereas the prior living situation was reported to the HMIS by the person currently experiencing homelessness.

⁹ These data are based on HUD-PD&R tabulations of 2013 American Housing Survey data. They differ from figures presented in the AHS national summary Table S-07_AO. Table S-07_AO includes both in-movers in the past 12 months who formed entirely new households and those who moved into existing households. Exhibit 2 includes only those who moved into a pre-existing household.

¹⁰ These questions were asked about the person (or group of people) who moved into an occupied housing unit containing a pre-existing household and who moved in within 12 months prior to the interview. The respondent who answered these questions was a knowledgeable household member age 16 or over, not necessarily someone who recently moved into the existing household.

¹¹ Respondents could have interpreted this as either positive or negative financial reasons.

EXHIBIT B.5: Reasons Household Members Moved Out of the Respondent’s Housing Unit and Where They Moved

	# Housing Units	%
Total	4,421,000	
Reason for stay		
Lack of money	1,191,000	27.1%
Other reasons (not lack of money)	3,200,000	72.9%
Asked to Leave		
Yes	320,000	7.3%
No	4,089,000	92.7%
Main Reason for Leaving		
Financial	543,000	12.4%
Crowding, conflict or violence	250,000	5.7%
Other reasons ^a	3,585,000	81.9%
Destination		
Moved to the home of relatives/friends	1,084,000	25.3%
Moved to homeless situation ^b	13,000	0.3%
Moved to treatment program, hospital, or nursing home	67,000	1.6%
Moved to jail or prison	17,000	0.4%
Moved to foster care	11,000	0.3%
Moved to another situation ^c	3,090,000	72.2%

Source: Table S-07-AO of the 2013 AHS National Summary tables

Note: The number of housing units is rounded to the nearest thousand. Those “not reported” are excluded.

^a Other reasons for leaving the housing unit included a major change in the family (e.g. marriage, new relationship, divorce, death, separation), health reasons, to be closer to work or job, school or military, or to establish one’s own household.

^b A homeless situation was defined as staying in a shelter program or in a place not meant for human habitation such as a park, street, sidewalk, car, or abandoned building.

^c Other situations included one’s own place, dormitories, and barracks.

Other Data on Children and Youth

Doubled up and Other Homeless Situations of Children and Youth (Data from State Educational Agencies)

Children and youth who experience homelessness are more likely than housed children to have high rates of acute and chronic health problems, and exposure to violence. Their academic performance is also at risk, as unstable housing often contributes to frequent school mobility and chronic absenteeism. The U.S.

EXHIBIT B.6: Reasons Household Members Moved Into an Existing Household’s Housing Unit and the Situation from Which They Moved

	# Housing Units	%
Total	3,269,000	
Reason for Stay in Current Home		
Lack of money	787,000	24.6
Other reasons (not lack of money)	2,416,000	75.4
Asked to Leave Prior Situation		
Yes	170,000	5.3
No	3,025,000	94.7
Main Reason for Leaving Prior Situation		
Financial	599,000	18.7
Crowding, conflict or violence	227,000	7.1
Other reasons ^a	2,371,000	74.1
Place Stayed Prior to Current Home		
Moved to the home of relatives/friends	1,056,000	33.1
Moved to homeless situation ^b	18,000	0.6
Moved to treatment program, hospital, or nursing home	11,000	0.4
Moved to jail or prison	7,000	0.2
Moved to foster care	18,000	0.6
Moved to another situation ^c	2,081,000	65.2

Source: Table S-07-AO of the 2013 AHS National Summary tables

Note: The number of housing units is rounded to the nearest thousand. Those “not reported” are excluded.

^a Other reasons for leaving the housing unit included a major change in the family (e.g. marriage, new relationship, divorce, death, separation), health reasons, to be closer to work or job, school or military, or to establish one’s own household.

^b A homeless situation was defined as staying in a shelter program or in a place not meant for human habitation such as a park, street, sidewalk, car, or abandoned building.

^c Other situations included one’s own place, dormitories, and barracks.

Department of Education’s (ED) Education for Homeless Children and Youth (EHCY) program¹² provides grants to State Educational Agencies (SEAs) to ensure that children and youth experiencing homelessness have equal access to the same free, appropriate public education, including a public preschool education, that is provided to other children and youth. Grantee activities include efforts to improve enrollment and retention in, and successful completion of, early childhood,

¹² The EHCY program is authorized under Subtitle VII-B of the McKinney-Vento Homeless Assistance Act, as amended in 2015 by Title IX, Part A of the Every Student Succeeds Act.

elementary, and secondary education for children who experience homelessness, as well as to support transitions to postsecondary education. The information presented below on homeless education data collected by U.S. public schools comes from a report by the National Center for Homeless Education (NCHE), the U.S. Department of Education’s technical assistance center for the federal EHCY program.¹³

ED collects data from SEAs about children and youth ages 3 through grade 12 who are enrolled in U.S. public schools, including public preschool programs, whose primary nighttime residence at any time during a school year was:

1. a shelter, or transitional housing program, or awaiting foster care placement,¹⁴
2. unsheltered (e.g., cars, parks, campgrounds, temporary trailers, substandard or abandoned buildings);
3. a hotel or motel because of the lack of alternative adequate accommodations; or
4. sharing the housing of other people due to the loss of housing, economic hardship, or a similar reason (i.e., doubled-up).

ED uses these primary nighttime residence categories to identify those students who are eligible for services under the EHCY program. According to ED data,¹⁵ during the 2017-18 school year (SY), 1,508,265 students were identified – at some point during the school year – as [homeless per the federal education statute](#), an 11 percent increase from the prior school year (150,188 more students). In SY 2017-18, most children and youth identified as homeless by U.S. public schools were sharing the housing of other people because of housing loss or other economic hardship or similar reason (74%); 12 percent were in shelters, transitional housing, or awaiting foster care placement; 7 percent were living in a hotel or motel because of the lack of alternate, adequate accommodations; and 7 percent were in unsheltered locations.

Between SY 2016-17 and SY 2017-18, the number of students identified in each primary nighttime residence category increased, with the exception of the number of students in shelters, transitional housing programs, or awaiting foster care

¹³ For more information on the data cited below, reference NCHE’s [Federal Data Summary: School Years 2015-16 through 2017-18](#). Reports including data from previous school years can be accessed at <https://nche.ed.gov/data-and-stats/>.

¹⁴ “Awaiting foster care placement” was removed from the definition of homeless children and youths when the McKinney-Vento Act was amended in 2015. For covered states (i.e., states that have a statutory law that defines or describes the phrase awaiting foster care placement for the purposes of a program under the McKinney-Vento Act) the effective date for this change was December 10, 2017. For uncovered states, the effective date for this change was December 10, 2016. As a result, all states reported students as homeless due to awaiting foster care placement in SY 2015-16, while only a small number of states did so in SYs 2016-17 and 2017-18.

¹⁵ See Table 4 (pg. 8) of NCHE’s [Federal Data Summary: School Years 2015 -16 to 2017-18](#).

placement. The number of students identified as staying in sheltered locations decreased by 3 percent (5,220 fewer students) between those two school years. The number identified as sharing the housing of other people because of loss of housing, economic hardship, or a similar reason increased 9 percent from the prior year (89,862 more students). The number of students identified as staying in hotels or motels because of the lack of alternative adequate accommodations at some point during the school year increased 17 percent (15,487 more children). The most concerning change was among unsheltered students. The number of students who were identified as having a primary nighttime residence of an unsheltered location at some point during SY 2017-18 school year more than doubled since SY 2016-17, increasing by 104 percent (52,340 more students).

While ED is unable to attribute the increase in the number of unsheltered children and youth with certainty to a specific cause, the large-scale and widespread effects of Hurricane Harvey (August/September 2017) are believed to have been a key driver of the increase in unsheltered homelessness reported by U.S. public schools for SY 2017-18, most notably in the state of Texas. Texas reported 231,305 children and youth experiencing homelessness during SY 2017-18, up from 111,117 children and youth in SY 2016-17; this represents an increase of 120,128 children and youth (a 108% increase), and accounts for a major share of the overall national increase of nearly 150,000 students experiencing homelessness.¹⁶ Of Texas' 231,305 children and youth experiencing homelessness during SY 2017-18, more than 56,000 were classified as "unsheltered",¹⁷ compared to just under 5,000 during the prior school year.¹⁸ This increase of 51,000 children and youth in Texas accounts for most of the reported national increase (roughly 52,000 children and youth)¹⁹ in unsheltered children and youth for SY 2017-18. Data collection guidance from ED defines *unsheltered* as follows: children and youth living in cars, parks, campgrounds, temporary trailers, abandoned buildings, and substandard housing.²⁰ This definition includes FEMA trailers and other temporary dwellings used in response to hurricanes and other natural disasters.

In addition to reporting data on children and youth identified as homeless under

¹⁶ While the number of enrolled children and youth experiencing homelessness showed an unusually large increase between SY 2016-17 and 2017-18, it should be noted that this number has increased most years since SY 2004-05. See NCHE Federal Data Summary reports from previous school years at <https://nche.ed.gov/data-and-stats/>.

¹⁷ See SY 2017-18 Homeless Students Enrolled (C118) at <https://www2.ed.gov/about/inits/ed/edfacts/data-files/school-status-data.html>

¹⁸ See SY 2016-17 Homeless Students Enrolled (C118) at <https://www2.ed.gov/about/inits/ed/edfacts/data-files/school-status-data.html>

¹⁹ See Table 6, p. 14, of NCHE's [Federal Data Summary: School Years 2015-16 through 2017-18](#)

²⁰ See p. C-9 of NCHE's [Guide to Collecting & Reporting Federal Data](#)

federal education statute by grade level and primary nighttime residence, U.S. public schools also report data on unaccompanied youth. The term unaccompanied youth is defined in federal education statute as "a homeless child or youth not in the physical custody of a parent or guardian." Unaccompanied youth as reported in the ED data represent 9 percent of the total number of homeless children and youth enrolled in SY 2017-18.

EXHIBIT B.7. Number of Enrolled Students in Homeless Situations by Primary Nighttime Residence

School Years 2011-12 through 2017-18^a

	2013-14 ^b	2014-15 ^c	2015-16 ^d	2016-17 ^d	2017-18 ^d
Total	1,298,236	1,261,461	1,303,207	1,355,435	1,508,265
Shelters, transitional housing, or awaiting foster care placement	186,265	181,386	187,137	187,879	182,659
Unsheltered	42,003	39,421	43,245	50,187	102,527
Hotels/Motels	80,124	82,159	85,026	90,087	105,574
Doubled Up	989,844	958,495	987,799	1,027,282	1,117,144

^a When comparing the total # of children and youth experiencing homelessness enrolled by grade level with the total # of children and youth experiencing homelessness enrolled by primary nighttime residence for any given school year, readers may note a small difference. This is because each school year, a small number of enrolled children and youth were missing a primary nighttime residence category.

^b See Table 5, p. 15, of NCHE's Federal Data Summary School Years 2013-14 to 2015-16.

^c See Table 5, p. 15, of NCHE's Federal Data Summary School Years 2014-15 to 2016-17.

^d See Table 6, p. 14, of NCHE's Federal Data Summary School Years 2015-16 to 2017-18.

Homeless and Precariously Housed Youth (Voices of Youth Count Estimate, 2016-2017)

Chapin Hall at the University of Chicago developed the Voices of Youth Count (VoYC) - a national research initiative designed to address critical gaps in the nation's knowledge about the scope and scale of youth homelessness, as well as the life circumstances and experiences of runaway, unaccompanied homeless and unstably housed youth between the ages of 13 and 25 years old. In 2017, Chapin Hall released a national estimate of youth experiencing explicit homelessness and couch surfing,²¹ based on surveys administered by Gallup, Inc. and follow up surveys by Chapin Hall in 2016 and 2017. The surveys gathered information from U.S. adults about youth ages 13 to 25.²² Responses from this survey were used to

²¹ Morton, M.H., Dworsky, A. and Samuels, G.M. 2017. Missed opportunities: Youth homelessness in America. National estimates. Chicago, IL: Chapin Hall at the University of Chicago.

²² Morton, M.H., Dworsky, A. Matjasko, J.L., Curry, S.R., Schlueter, D., Chavez, R., and Farrell, A.F. 2018. Prevalence and Correlates of Youth Homelessness in the United States. *Journal of Adolescent Health*, 62(1): 14-

State Education Agency Data, HMIS Data, and Point in Time Data

The homeless education data reported by the U.S. Department of Education differ from the HMIS and PIT data reported to the U.S. Department of Housing and Urban Development in several ways. These different data sources can be used in combination for planning and policymaking to determine the appropriate scale and range of programs needed to best respond to populations experiencing different forms of homelessness, as defined by federal housing and education statutes.

- SEA data are reported by school and district personnel and generally verified by school district homeless education liaisons and State Coordinators for Homeless Education. HMIS data are reported by homeless service provider staff. PIT count data are reported by communities based on counts of people in shelter programs and unsheltered locations.
- SEA data cover a July 1 to June 30 period; the availability of data on school children during the summer may be limited. HMIS data used in the AHAR cover a period from October 1 through September 30. PIT count data are for a single night in January.
- SEA data include children staying in hotels or motels due to the lack of alternate, adequate accommodations. HMIS data include people staying in hotels or motels only if those accommodations are subsidized through a homeless assistance program.
- SEA data include children and youth sharing the housing of other people due to loss of housing, economic hardship, or a similar reason (often referred to as living in “doubled-up” arrangements or “couch-surfing”). The HUD definition of homeless does not include people in doubled-up or couch-surfing arrangements; as such, this population is not represented in HMIS data.
- SEA data reflects information on children and youth from age 3 through grade 12 enrolled in public school. HMIS and PIT count data include children under age 3. SEA data include some youth over the age of 18 who are still in public school. HMIS and PIT count data include all people age 18 and over in a separate category from those under age 18. The PIT count data report all youth who are ages 18 to 24 in a separate category.

EXHIBIT B.8. Number and Percentage of Enrolled Homeless Students who are Unaccompanied Homeless Youth

School Years 2015-2016 through 2017-2018

	2015-16	2016-17	2017-18
Number of unaccompanied homeless youth enrolled	111,753	118,364	129,370
Percent of homeless students	8.5	8.7	8.6

Source: Federal Data Summary: School Years 2015-16 through 2017-18.

create national estimates of youth experiences with homelessness and housing instability over the course of a year.

The following questions were asked:

For 13 to 17 year olds:

- Did the youth run away from home and stay away for at least one night?

21. ([http://www.jahonline.org/article/S1054-139X\(17\)30503-7/fulltext](http://www.jahonline.org/article/S1054-139X(17)30503-7/fulltext)).

Voices of Youth Count Sample

A homelessness module was added to Gallup, Inc.’s US Politics and Economics Daily Tracking Survey (DTS) of a nationally representative sample of adults in the U.S. Those who responded that the household had a member aged 13 to 25 at any time in the prior 12 months were asked a series of additional questions about that youth’s experience with homelessness.

Of 68,539 respondents, 26,161 were asked the additional questions about youth.

- 13,560 adults reported on one household member ages 13 to 17;
- 16,975 adults reported on one household member ages 18 to 25;
- 6,295 adults were themselves ages 18 to 25 and gave self-reports; and
- Follow-up interviews were conducted with 150 respondents to validate results and support adjustments to estimates.



- Did the youth leave home because he or she was asked to leave?

For both age groups, 13 to 17 and 18 to 25:

- Was the youth, homeless for at least one night?²³
- Did the youth couch surf – that is move from one temporary housing arrangement to another?

Any youth 13 to 17 years of age who was reported to have run away or been asked to leave or who self-reported as homeless in the past year was defined as having experienced “explicit” homelessness, as were any youth 18 to 25 years of age who said they had been homeless. Those in both age groups who only experienced couch surfing in the past year were identified separately. Adjustments were made to ensure 13 to 17-year-olds were not part of a family—that is, not accompanied by a parent or guardian.²⁴

VoYC found that 460,000 households with youth age 13 to 17 and 1.87 million 18 to 25-year olds had experienced explicit homelessness at some point in the preceding year.²⁵ An additional 200,000 households with youth ages 13 to 17 and 1.61 million 18 to 25-year olds had experienced couch surfing only. About half of youth ages 13 to 25 who were either explicitly homeless or couch surfed had those experiences for the first time during the year covered by the survey.

The prevalence of youth homelessness was similar in rural and non-rural areas. For example, the percentage of households with at least one youth ages 13 to 17 who had experienced explicit homelessness was 2.8 percent in rural areas and 3.0 percent in non-rural areas (see Exhibit B.10).

Youth ages 18 to 25 with particular demographic characteristics were more likely to experience explicit homelessness. African American youth had an 83 percent increased risk of having experienced explicit homelessness compared to youth of other races (see Exhibit B.11). Hispanic youth ages 18 to 25 had a 33 percent higher

EXHIBIT B.9: Estimates of Explicit Homelessness and Couch Surfing Only among Youth in the U.S.

VoYC 2016-2017

Age Group	Explicit Homelessness	Couch Surfing Only
13-17	0.46 million	0.20 million
18-25	1.87 million	1.61 million

EXHIBIT B.10: Prevalence Estimates of Explicit Homelessness among youth in the U.S. by Geography

VoYC 2016-2017

Age Group	Explicit Homelessness		Couch Surfing Only	
	% rural	% non-rural	% rural	% non-rural
13-17	2.8	3.0	1.6	1.2
18-25	4.7	5.2	4.5	4.4

risk of reporting explicit homelessness than their non-Hispanic counterparts. Youth ages 18 to 25 who identified as lesbian, gay, bisexual, and transgender (LGBT) had a 120 percent higher risk of experiencing explicit homelessness. Unmarried parenting youth ages 18 to 25 had a 200 percent higher risk of reporting explicit homelessness than those who were not parents.²⁶ Youth who lacked a high school diploma had a 346 percent higher risk of experiencing explicit homelessness than youth who graduated from high school. Nearly one-third of youth experiencing explicit homelessness or couch surfing had experiences with foster care in their past. Nearly half of youth had been in juvenile detention, jail, or prison in their past.

Survivors of Domestic Violence

Domestic Violence Survivors Who Use Shelters

Data from the National Intimate Partner and Sexual Violence Survey (NISVS) show that about 10 million women and men in the U.S. experience physical violence by an intimate partner each year.²⁷ Many people escaping domestic violence, which also includes dating violence, sexual assault, and stalking, seek assistance outside the homeless services system, but emergency shelter, safe haven, transitional housing,

²⁶ Marital and parenting status were asked at the time of the Gallup poll and were not directly tied to the time during which the 18 to 25 year-old was experiencing explicit homelessness, which means that the child may or may not have been in the custody of that youth parent at that time.

²⁷ <https://www.cdc.gov/violenceprevention/pdf/NISVS-StateReportBook.pdf>. The survey was conducted in 2012, and results were reported in 2017.

²³ The self-report question was: were you homeless for at least one night?

²⁴ The questions in the Gallup poll about youth experiences with homelessness did not identify whether youth were homeless while unaccompanied by a parent or legal guardian. However, the follow-up survey (N=150) identifies the share of youth ages 13-17 who were accompanied by a parent or legal guardian, and researchers applied a reduction adjustment to the full sample to estimate unaccompanied youth ages 13-17. Youth ages 18-25 were assumed to be unaccompanied in the Morton, Dworsky, and Samuels report (2017), and this was not examined further in the follow-up survey.

²⁵ Information on youth ages 13 to 17 was generated through questions asked of adults in the household about any youth in the household. Only household prevalence estimates could be generated for youth ages 13 to 17, rather than population estimates. Both household and population prevalence estimates were generated for youth ages 18 to 25, because, in addition to adult respondents answering questions about those youth, the survey also gathered self-reports of youth ages 18 to 25. The estimates reported here for youth ages 18 to 25 are population estimates.

EXHIBIT B.11: Characteristics of Youth at Greater Risk of Experiencing Explicit Homelessness, ages 18-25

VoYC 2016-2017

Characteristic	% higher risk
Black or African American	83
Hispanic, non-White	33
LGBT	120
Reported Annual Household Income of < \$24,000	162
Unmarried Parenting Youth	200
Less than a High School Diploma	346

rapid re-housing, and permanent housing programs within the homeless services system can provide shelter or housing for people in crisis and seeking a safe refuge.

Estimating the number of people escaping domestic violence who use the homeless services system can be challenging. Residential programs in the homeless services system used by people escaping domestic violence may be in programs operated by victim service providers specifically for survivors of domestic violence or programs available to a broader population experiencing homelessness. Programs serving a broader homeless population report information to their communities' HMIS on all their clients, some of whom may be survivors of domestic violence. However, programs operated by victim service providers are prohibited by law from reporting personally identifying client information into HMIS.²⁸ The extent of housing instability and homelessness for this population can be partly understood by examining the capacity of residential programs to serve them.

In the Point-in-Time (PIT) count, the data source used to report on people in residential programs operated by victim service providers, collecting data on survivors of domestic violence is optional. Communities that collect information from those programs do not do so systematically, so it is not possible to use the PIT counts to estimate the percentage of people experiencing homelessness who are domestic violence survivors.²⁹

The Housing Inventory Count (HIC) data can provide an estimate of the extent

²⁸ Violence Against Women Reauthorization Act of 2013: <https://www.gpo.gov/fdsys/pkg/BILLS-113s47enr/pdf/BILLS-113s47enr.pdf>

²⁹ Using the optional PIT count of victims of domestic violence within the homeless population produces a total of 87,329 people, 56 percent of whom were located in sheltered locations (emergency shelters, transitional housing, and safe havens) and the remaining 44 percent in unsheltered locations.

to which the homeless services system explicitly targets residential services to domestic violence survivors. The HIC contains information on all the projects and beds in the homeless services system, including beds in domestic violence shelters. While the HIC provides a count of the beds, it cannot identify the number of unique people who were served in those beds over the course of year, so this information is similar to a PIT count, with the caveat that the beds might not all be occupied at any particular point in time. In addition, survivors of domestic violence may use beds intended for a broader homeless population, so the HIC still offers only a limited sense of the extent to which this population uses the homeless services system.

Exhibit B.12 displays the number of beds available year round³⁰ as reported in the 2018 HIC for all projects in the homeless services system that have identified domestic violence survivors as the target population. Exhibit B.13 shows these beds by the type of program, distinguishing beds for people currently experiencing homelessness (emergency shelters, safe havens, and transitional housing programs) from beds in permanent housing programs (rapid re-housing, permanent supportive housing, and other permanent housing).

Based on the bed counts in the 2018 HIC, 12 percent of the emergency shelter, safe haven, and transitional housing beds for people currently experiencing homelessness were intended for survivors of domestic violence (DV). A smaller share, 6 percent, of all the beds available year round in the homeless services system (including beds in permanent housing programs) were targeted to domestic violence survivors. Approximately 16 percent of all DV beds were in permanent housing programs.

Exhibits B.12 and B.13 also show how the share of beds in each Continuum of Care (CoC) targeted to survivors of domestic violence varies by geography. CoCs are divided into four geographic categories: major city CoCs (N=48); other largely urban CoCs (N=60); largely suburban CoCs (N=171), and largely rural CoCs (N=113). In 2018, the share of beds for people currently experiencing homelessness targeted to survivors of domestic violence was 7 percent in major city CoCs, 14 percent in other largely urban CoCs, and 12 percent in largely rural CoCs. The share in largely rural CoCs was much larger, 26 percent.

³⁰ The HIC contains information on seasonal and overflow beds, however only year-round beds are considered for this analysis.

EXHIBIT B.12: Domestic Violence Beds by Household Type and CoC Type
HIC 2018

Type	DV Beds	Total Beds	% DV beds	# of CoCs
Total	56,932	896,893	6.3	397
Beds by Family Type				
Individuals	10,058	476,469	2.1	397
Families	46,874	420,424	11.1	397
Beds by CoC Type				
Major Cities	17,148	436,658	3.9	48
Other Urban CoCs	4,031	68,758	5.9	60
Suburban CoCs	13,128	240,248	5.5	171
Rural CoCs	22,163	147,188	15.1	113

Note 1: Total beds include year-round beds from emergency shelter (ES), transitional housing (TH), safe havens (SH), rapid re-housing (RRH), permanent supportive housing (PSH), and other permanent housing (OPH) projects. Beds funded under HUD’s Rapid Re-housing Demonstration (DEM) program are included with RRH.

Note 2: The total beds and beds by household type include Puerto Rico and U.S. Territories. Bed counts by CoC Type do not include Puerto Rico and U.S. Territories, excluding five CoCs. For Puerto Rico PR-502, the DV Beds, Total Beds and % DV Beds are: 204; 2,274; and 9.0%. For Puerto Rico PR-503, these figures are: 164; 1,080; and 15.2%. For Guam, these figures are: 46; 353; and 13.0%. For the Northern Mariana Islands, these figures are 30; 45; and 66.7%. For the U.S. Virgin Islands, these figures are: 18; 289; and 6.2%.

Note 3: Of the 397 CoCs, 382 CoCs had any DV beds; 15 CoCs did not have bed inventories targeted to survivors of domestic violence.

Formerly Homeless Veterans

Homeless Veterans Using Supportive Services for Veteran Families (SSVF)³¹

In 2010, Congress enacted and the Department of Veterans Affairs (VA) implemented the SSVF program. SSVF fills gaps in the housing and services coordination system by offering rapid re-housing (RRH) or homelessness prevention (HP) assistance to veteran households experiencing housing crises. These services are focused directly on needs that are related to ending a veteran household’s homelessness or preventing it when a veteran household is at imminent risk of homelessness. Starting in October 2011, VA-funded community based organizations (CBOs) have administered SSVF assistance to veterans and their households. Eligible SSVF program participants may be single veterans or households in which its head, or spouse or partner of its head, is a veteran. Services are offered to all members of the veteran’s household.³²

³¹ This section’s information is from the Supportive Services for Veteran Families (SSVF) FY 2018 Annual Report: https://www.va.gov/homeless/ssvf/docs/SSVF_FY2018_AnnualReport_508.pdf

³² Serving veterans as well as non-veteran household members is a departure from most VA services that are

EXHIBIT B.13: Domestic Violence Beds by Program Type, Household Type and CoC Type
HIC 2018

Type	DV Beds	Total Beds	% DV beds	# of CoCs
Total	56,932	896,893	6.3	397
Total – ES, TH, SH	47,683	389,622	12.2	397
Beds by Family Type				
Individuals	8,856	196,345	4.5	397
Families	38,827	193,277	20.1	397
Beds by CoC Type				
Major Cities	13,048	192,132	6.8	48
Other Urban CoCs	3,751	27,533	13.6	60
Suburban CoCs	11,176	92,714	12.1	171
Rural CoCs	19,431	75,913	25.6	113
Total – RRH, PSH, OPH	9,249	507,271	1.8	392
Beds by Family Type				
Individuals	1,202	280,124	0.4	392
Families	8,047	227,147	3.5	392
Beds by CoC Type				
Major Cities	4,100	244,526	1.7	48
Other Urban CoCs	280	41,225	0.7	59
Suburban CoCs	1,952	147,534	1.3	170
Rural CoCs	2,732	71,275	3.8	110

Note 1: Total beds include year-round beds from emergency shelter (ES), transitional housing (TH), and safe havens (SH), separately from rapid re-housing (RRH), permanent supportive housing (PSH), and other permanent housing (OPH) projects. Beds funded under HUD’s Rapid Re-housing Demonstration (DEM) program are included with RRH.

Note 2: The total beds and beds by household type include Puerto Rico and U.S. Territories. Bed counts by CoC Type do not include Puerto Rico and U.S. Territories, excluding five CoCs (PR (2 CoCs), GU, MP, VI).

Note 3: Of the 397 CoCs with any ES, TH, or SH beds, 382 CoCs had any DV bed of those types; 15 CoCs did not have bed inventories of those types targeted to survivors of domestic violence. Of the 392 CoCs with any RRH, PSH, or OPH beds, 142 CoCs had any DV beds of those types; 250 CoCs did not have bed inventories of those types targeted to survivors of domestic violence.

restricted to veterans only. SSVF serves veterans who might otherwise have been unable to find or sustain housing placements because of unaddressed housing barriers faced by family members. Through SSVF, a veteran can get help with a range of direct assistance for dependent children or other adults in the household. SSVF supports families to remain intact while receiving services.

The RRH component of SSVF was designed as a short-term, targeted intervention focused on helping veteran households exit homelessness by obtaining and retaining permanent housing. To that end, SSVF RRH offers a wide range of services, including outreach, case management, linkage to VA benefits, and assistance obtaining community-based services.³³ One component of RRH services is Temporary Financial Assistance (TFA), which can be used for rental assistance, security or utility deposits, transportation, emergency housing assistance, childcare, and costs associated with moving, employment (maintenance or attainment), housing applications, furniture, and other expenses approved by VA to facilitate the transition from homelessness to housing.³⁴ Rental assistance (53%) and security deposits (24%) have consistently been the top two expenditures among all TFA RRH assistance categories.

SSVF RRH has served an increasing number of veterans each year since the program began in FY 2012. In FY 2012, SSVF RRH served 12,144 veterans through 85 grantees in 40 states and the District of Columbia. By FY 2018, SSVF RRH served 60,062 veterans, five times as many veterans as in FY 2012. In FY 2018, SSVF RRH services were administered through 308 grantees across all 50 states, the District of Columbia, and several U.S. territories.

Demographic Characteristics

In total, SSVF RRH served 60,062 veterans and 23,330 of their household members, for a total of 88,392 people served in those veteran households during FY 2018.³⁵ The program primarily served veterans in households without children, who were living alone (the most common situation), with a spouse or partner, or with a parent or sibling. Of the 60,062 veterans in SSVF RRH, 88 percent were in households without children and 13 percent in households with children.

Among the 60,062 veterans served by SSVF RRH in FY 2018, 43,759 exited the program by the end of the year. Of those veterans who exited, three in four (75%) moved into permanent housing (32,642 veterans). Among the veterans moving into permanent housing, exits to rental housing were most common (60%; or 19,494 veterans), while moving into permanent supportive housing (including leasing a

³³ Community-based services may include health care, daily living services, financial planning, transportation, income support, childcare, housing counseling, fiduciary and representative payee services, and legal services to assist the veteran household with issues that interfere with their ability to obtain or retain housing or supportive services.

³⁴ Emergency housing assistance costs are for expenses that are necessary for a participant's life or safety on a temporary basis, for items such as food, diapers, winter clothing, etc.

³⁵ SSVF serves veteran households, including non-veteran household members such as spouses, partners, and children. Of all SSVF program participants in FY 2018, 15.5 percent were children.

unit with a HUD-VASH housing subsidy) was the second most common permanent housing destination (33%; or 10,661 veterans).

Of those veterans who exited SSVF RRH, 17% exited to temporary destinations. Of the 7,507 veterans who exited to temporary destinations, most returned to homelessness (78%), with 3,325 veterans who went to emergency shelter, safe haven, or transitional housing programs, and 2,504 veterans who went to unsheltered locations. Among veterans exiting SSVF RRH to other temporary destinations, some stayed temporarily with friends or family (1,400 veterans), and few paid to stay in a hotel or motel (225 veterans) or stayed at residential project or

EXHIBIT B.14: Demographic Characteristics of Veterans Served in SSVF RRH
FY 2018

Characteristics	#	%
Total Veterans served	60,062	100.0%
Household Type*		
without children	53,073	88.4%
with children	6,983	12.6%
Military Service		
OEF/OIF/OND	9,263	15.4%
Other	50,799	84.6%
Gender		
Male	53,187	88.6%
Female	6,811	11.3%
Other	64	0.1%
Disability Status		
Disabled	37,556	62.5%
Not Disabled	22,506	37.5%
Chronic Homelessness Status		
Chronically homeless	11,233	18.7%
Not Chronically homeless	48,829	81.3%
Household Income		
Households < 30% AMI	45,518	75.8%
Households >=30% AMI	14,544	24.2%

Source: SSVF-HMIS Repository Data

Note: OEF/OIF/OND refers to service in Iraq or Afghanistan.

* Households of unknown type are excluded from the household type totals and from the denominator of the percentages, but are included in the unduplicated total of veterans.

Exhibit B.15: Destination upon Exit among Veterans in SSVF RRH
FY 2018

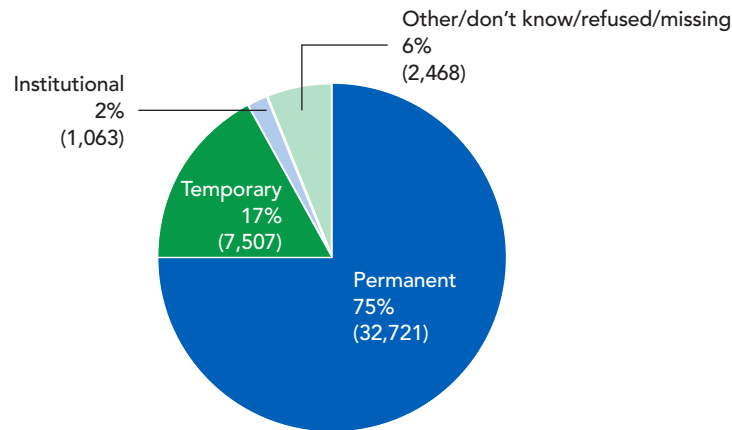
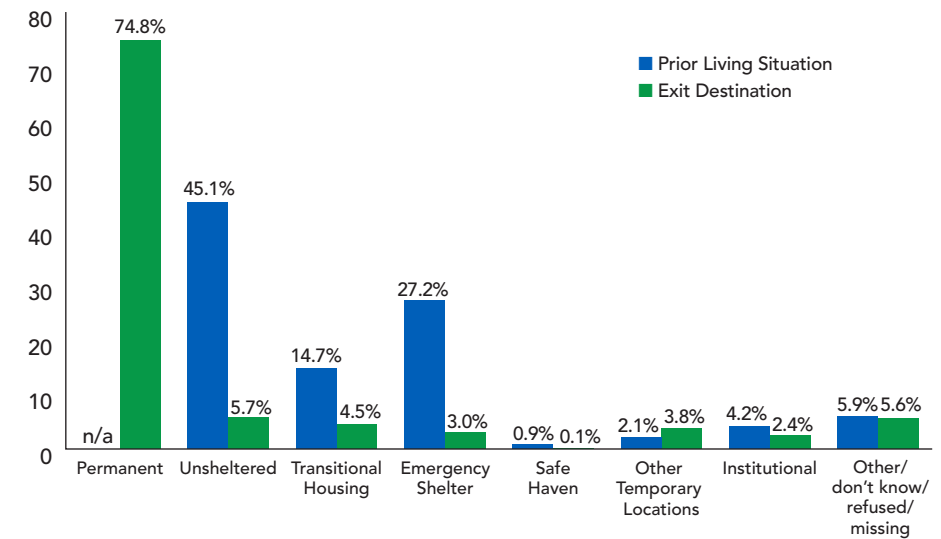


EXHIBIT B.16: Destination upon Exit among Veterans in SSVF RRH
FY 2018

Destination	#	%
Total Exiting	43,759	100.0
Permanent Destination	32,642	74.6
Owned housing unit	266	0.8
Rented housing unit	19,494	59.6
Stay with family or friends	2,221	6.8
Permanent housing program for formerly homeless people	10,661	32.6
Temporary Destination	7,507	17.2
Homeless	5,829	77.6
Other	1,678	22.4
Institutional Destination	1,063	2.4
Other Destination	2,468	5.6
Deceased	196	7.9
Other	876	35.5
Unknown	1,396	56.6

Source: SSVF-HMIS Repository Data

Exhibit B.17: Veteran Prior Living Situations and Veteran Exiters' Destinations in SSVF RRH
FY 2018



Source: SSVF-HMIS Repository Data

Note1: This exhibit compares all 60,062 veterans served by SSVF RRH to its veteran exiters (43,759) during FY 2018. The veterans exiters subset consists of 72.9% of all SSVF veterans served. An additional 16,303 veterans (27.1%) remained in SSVF RRH by the end of FY 2018.

Note2: The dataset for FY 2018 includes 3,510 veterans, or 6% of total records, with erroneous or missing data, including Veterans with prior living situations marked as a permanent housing location, "other" (e.g., missing or blank), "don't know," or "refused." These veterans are included within the "Other" category.

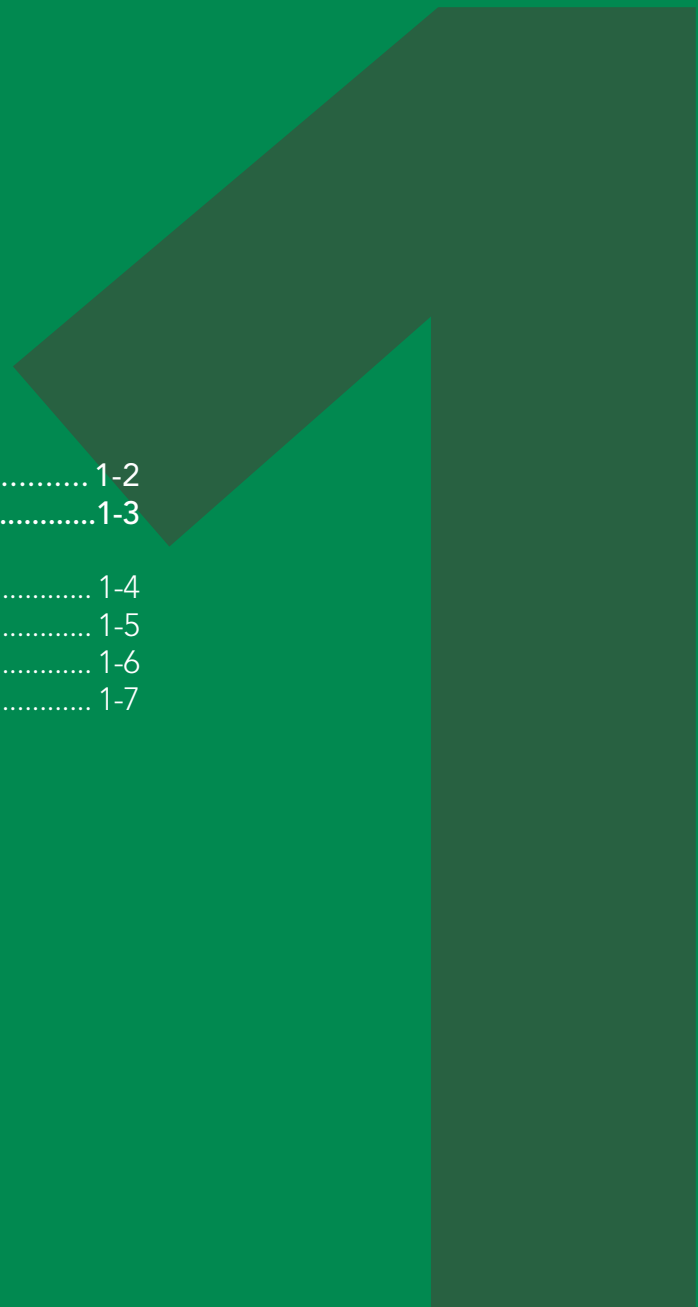
halfway house (53 veterans). A small share of veterans (2%; or 1,063 veterans) who exited SSVF RRH went to institutions.

By comparing the prior living and exit destinations, we can gain deeper insights into how veterans use SSVF RRH, particularly how vulnerable the population is. As shown in Exhibit 16, 88% of veterans served by SSVF RRH entered the program from unsheltered (45%) or sheltered homeless situations (i.e. emergency shelter (27%), safe havens (1%), and transitional housing programs (15%)). Once provided SSVF RRH, 75% of program exiters left to move into permanent housing. A considerable share of those 75% (about one-third; 33% of that group) left RRH for permanent supportive housing.



2018 Homelessness IN THE UNITED STATES

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Additional Characteristics	1-7



2018 Homelessness

IN THE UNITED STATES



Differences from One-Year Estimates in Prior Reports

2018 Estimates	Prior Reports
Reporting period begins on September 30th and ends the following September 30th	Reporting period began on October 1st and ended on the following September 30th
Most characteristics are reported based on the head of household	Most characteristics were reported for all people in the household
Sheltered homelessness includes people staying in safe havens, as well as emergency shelters and transitional housing programs ^a	Did not include people staying in safe havens in one-year estimates of sheltered homelessness
Age Categories: <ul style="list-style-type: none"> • Under age 18 • 18-24 • 25-34 • 35-44 • 45-54 • 55-64 • 65 and older 	Age Categories: <ul style="list-style-type: none"> • Under age 18 • 18-24 • 25-30 • 31-50 • 51 - 61 • 62 and older
Household Size Categories: <ul style="list-style-type: none"> • 1 person • 2 people • 3 or more people 	Household Size Categories: <ul style="list-style-type: none"> • 1 person • 2 people • 3 people • 4 people
Disability Status Categories: <ul style="list-style-type: none"> • Disabled • Not Disabled • Disability Status Unknown 	Disability Status Categories: <ul style="list-style-type: none"> • Disabled • Not Disabled
Chronic Status Categories: <ul style="list-style-type: none"> • Not Chronically Homeless or Chronic Status Unknown • Chronically Homeless 	Did not include estimates of people experiencing sheltered homelessness over a one-year period with chronic patterns of homelessness
Domestic Violence (DV) Status Categories: <ul style="list-style-type: none"> • Total DV Survivors <ul style="list-style-type: none"> - DV Survivors Currently Fleeing - DV Survivors Not Currently Fleeing - DV Survivors with Unknown Fleeing Status • Not DV Survivors • Unknown DV Status 	Did not include estimates of people experiencing sheltered homelessness who were DV survivors
Veteran Status Categories: <ul style="list-style-type: none"> • Veteran • Not a veteran • Veteran status unknown 	Estimates of veterans experiencing homelessness was limited to the chapter on veterans.

^a Safe haven programs serve people in households without children, and account for a very small share of the population staying in sheltered locations.

2018 One-Year Estimates OF SHELTERED HOMELESSNESS

These estimates are of all people who experienced sheltered homelessness at some time during 2018, meaning that they used an emergency shelter, safe haven, or transitional housing program at any time from September 30, 2017, through September 30, 2018.¹

The estimates are based on a new reporting platform known as the Longitudinal Systems Analysis (LSA). The LSA was introduced in 2018 and is used by all communities to report data from the Homeless Management Information Systems (HMIS) to HUD. It is a fundamentally different reporting platform than used for previous AHAR reports. The data submitted to HUD through the LSA provides far more detail on the characteristics of and system use by people experiencing homelessness in communities across the country. These differences affected both what can be reported and how the estimates are produced. A key difference this year in the way data on people experiencing sheltered homelessness are being reported is the unit of analysis. Prior AHAR reports presented demographic characteristics for all people. This year, most data on the characteristics of people experiencing homelessness in this and other chapters are reported based on the head of household. See About this Report for more detailed information about all changes from prior years.

¹ The estimates do not include people whose only stays in shelter over the course of the one-year period were in victim service providers that do not participate in HMIS, nor do they include people who experienced homelessness in unsheltered locations and never used a shelter during the year.

KEY TERMS

The **Longitudinal Systems Analysis (LSA)** is a new reporting platform introduced in 2018 and is used by all communities to report data from the Homeless Management Information Systems (HMIS) to HUD. It is a fundamentally different reporting platform than used for previous AHAR reports. The data submitted to HUD through the LSA provides far more detail on the characteristics of and system use by people experiencing homelessness in communities across the country.

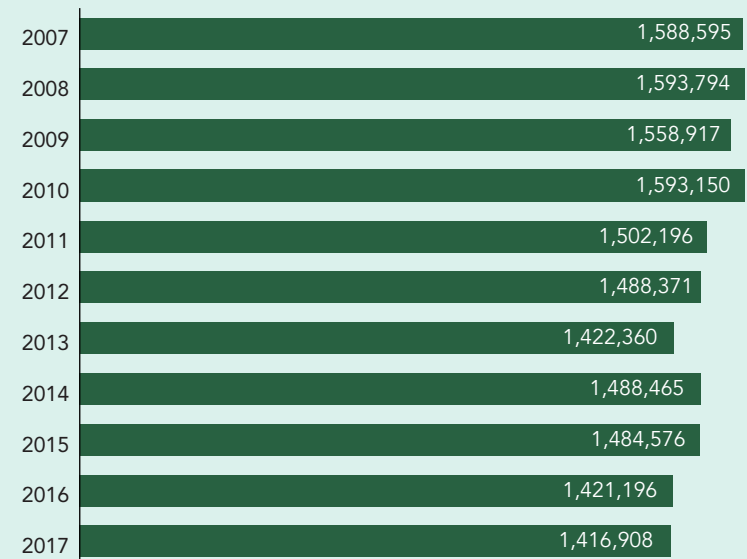
Homeless describes a person who lacks a fixed, regular, and adequate nighttime residence.



The impact of a new reporting platform

While the data in this chapter show that the number of people experiencing homelessness over the course of a year is of the same order of magnitude as those reported in recent years, the new LSA reporting platform and related changes in the way in which the data are collected and used to create national estimates complicate the interpretation of trends over time. Comparisons of any of the estimates in this chapter to previous AHARs are discouraged, as changes could be attributable to many different factors (see About this Report).. HUD expects to use the 2019 estimates as the new baseline for reporting trends in the number of people using shelters during a one-year period.

Exhibit 1.1: Estimates of People Experiencing Sheltered Homelessness Using Prior Methodology 2007-2017



2018 ESTIMATES OF HOUSEHOLDS AND PEOPLE EXPERIENCING HOMELESSNESS

Estimates of All People Experiencing Sheltered Homelessness in 2018

The estimates in this chapter are for all people or households who used a shelter program during 2018, regardless of whether they were adults by themselves, people experiencing homelessness as part of a family, or children by themselves. For estimates of numbers and characteristics of adults in households without children, see Chapter 2. For estimates of numbers and characteristics of families with children, see Chapter 3. Estimates of child-only households are included in the estimates of all unaccompanied youth under age 25 in chapter 4.

- The estimated number of people who used an emergency shelter, safe haven, or transitional housing program at any point from September 30, 2017, through September 30, 2018, is 1,446,159.²
- Nearly two-thirds (65%) of all people experiencing sheltered homelessness in 2018 were people in adult-only households, one-third (35%) were adults in households with children, and one percent were people in child-only households.
- One out of every 226 people in the U.S. experienced sheltered homelessness at some point during 2018.

1,446,159 people experienced sheltered homelessness at some time during 2018.

² The 95 percent confidence interval for the total sheltered homeless population in 2018 is 1,128,551 to 1,763,766 (1,446,159 ± 317,608).

EXHIBIT 1.2: One-Year Estimates of Sheltered Homelessness 2018

	# (All)	% (of All)
Number of Households	1,100,765	100.0%
Number of All People	1,446,159	100.0%
People by Household Type^a		
People in Adult-Only Households	934,343	64.6%
People in Family Households with Children	501,100	34.7%
People in Child-Only Households	20,212	1.4%

^a Because people can have multiple stays in shelter over the course of a year and stay in different household configurations, a single person can be counted in more than one household type. Due to this overlap, the sum of the number of people by household type is greater than the unique count of people, and the percentages sum over 100.

EXHIBIT 1.3: Household Size of Sheltered Homeless Population, U.S. Poverty Population, and Total U.S. Population 2018 (in %)

	Sheltered Households	U.S. Households Living in Poverty	U.S. Population
Household Size			
1 Person	84.8%	44.5%	32.5%
2 People	5.8%	22.2%	32.1%
3 or More People	9.4%	33.3%	35.4%

2018 CHARACTERISTICS OF HOUSEHOLDS AND PEOPLE EXPERIENCING HOMELESSNESS

Gender and Age

Data on gender reported in this section are for *heads of households* experiencing sheltered homelessness, even if there was more than one person in the household. Data on age are for *all people* experiencing sheltered homelessness.

- Men greatly outnumbered women among all heads of households experiencing sheltered homelessness: 61 percent were men, and only 39 percent were women. This contrasts with the population of adults living in poverty, in which women greatly outnumber men (63% women; 37% men).
- The predominance of men in the sheltered homeless population reflects a particularly high percentage of men who experience homelessness on their own.
- People who identified as transgender were less than one percent of heads of households experiencing homelessness, as were those who identified as gender non-conforming.
- More than one of every five people experiencing sheltered homelessness (23%) was a child (under age 18). Nearly one in ten (9%) was a young adult between the ages of 18 and 24.
- More than half of people experiencing sheltered homelessness (52%) were between the ages of 25 and 54, 1.3 times the percentage of 25 to 54-year olds in the total U.S. population, 39 percent.
- While 16 percent of the U.S. population was age 65 or older, this demographic group made up only 3 percent of people experiencing sheltered homelessness.

EEXHIBIT 1.4: Gender and Age of Sheltered Homeless People, U.S. Poverty Population, and Total U.S. Population 2018^a

	Sheltered People	U.S. Population Living in Poverty	U.S. Population
Gender of Heads of Households^b			
Male	60.8%	38.2%	50.1%
Female	38.7%	61.8%	49.9%
Age of all people in the household			
Under age 18	22.8%	30.9%	22.4%
18-24	9.3%	13.6%	9.4%
25-34	18.8%	13.2%	13.8%
35-44	16.3%	10.8%	12.7%
45-54	16.5%	9.3%	12.7%
55-64	13.0%	10.7%	12.9%
65 and older	3.3%	11.5%	16.0%

^a Data on characteristics excludes people for whom the characteristic is missing/unknown.

^b 0.4% of heads of households were transgender, and 0.1% were gender non-conforming.



Age of people in households experiencing sheltered homelessness

Nearly a quarter of all people experiencing sheltered homelessness in 2018 were under age 18.



2018 CHARACTERISTICS OF HOUSEHOLDS AND PEOPLE EXPERIENCING SHELTERED HOMELESSNESS

Ethnicity and Race

Data on race and ethnicity reported in this section are for *heads of households* experiencing sheltered homelessness, even if there was more than one person in the household.

- Black or African American people were considerably overrepresented among people experiencing homelessness. While representing 13 percent of all U.S. heads of households and 22 percent of heads of households living in poverty, people identifying as black accounted for 43 percent of heads of sheltered households in 2018.
- Heads of sheltered households who were Hispanic or Latino of any race comprised 20 percent of the U.S. population living in poverty but only 13 percent of the sheltered homeless population, similar to their share of all U.S. heads of households (14%).
- Heads of households who were white and not Hispanic or Latino made up two-thirds (67%) of the U.S. population and half (51%) of the heads of households living in poverty. They were a smaller share of all heads of households using shelters, 40 percent.
- Heads of households who were white and Hispanic or Latino were 13 percent of the poverty population and just nine percent of sheltered heads of households.
- A small percentage of heads of households in shelter were one other race (4%) or multiracial (4%).

Household Size

- In 2018, 85 percent of households experiencing sheltered homelessness were one-person households. Only six percent of households experiencing sheltered homelessness were made up of two people, and only nine percent were made up of three or more people.
- Household size was driven by the share of sheltered people experiencing homelessness who were in households with only adults (65%), nearly all of whom were homeless by themselves.

EXHIBIT 1.5: Ethnicity and Race of Sheltered Homeless People, U.S. Poverty Population, and Total U.S. Population 2018^a

	Sheltered Heads of Households	U.S. Population Heads of Households Living in Poverty	U.S. Population Heads of Households
Ethnicity of Heads of Households			
Hispanic/Latino	13.0%	19.6%	13.5%
Non-Hispanic/Non-Latino	87.0%	80.1%	86.5%
Race of Heads of Households			
White, non-Hispanic/Non-Latino	40.0%	50.8%	66.3%
White, Hispanic/Latino	9.0%	12.6%	9.0%
Black or African American	42.9%	22.1%	13.1%
Other One Race	4.1%	11.7%	9.4%
Multiple Races	3.9%	2.8%	2.3%

^a Data on characteristics excludes people for whom the characteristic is missing/unknown.

Additional Characteristics of People Experiencing Sheltered Homelessness

This section reports some additional characteristics of heads of households (including child heads of households) and all adults experiencing sheltered homelessness in 2018: their chronic homelessness status, their veteran status, whether or not they were fleeing domestic violence, and whether or not they reported a disability. For more information on veteran homelessness, see Chapter 5. For more information on chronic homelessness, see Chapter 6.

The estimates on survivors of domestic violence are based only on shelters and transitional housing programs permitted by law to report data to the HMIS, which generally do not include organizations designated as domestic violence shelters.

- Roughly one-fifth (18%) of all sheltered heads of households and other adults had a chronic pattern of homelessness.
- One in every 10 sheltered adults was a veteran.
- Approximately one in every five heads of and other adults, 19 percent, was a survivor of domestic violence. Six percent of heads of households and adults were currently fleeing a domestic violence situation.
- Almost half of heads of households and other adults in shelter programs, 49 percent, lived with some form of disability.

EXHIBIT 1.6: Additional Characteristics of Sheltered Homeless People
2018

	#	%
Chronic Homeless Status of Heads of Households and Adults		
Chronically Homeless	206,981	18.2%
Not Chronically Homeless or Chronic Status Unknown	929,864	81.8%
Veteran Status of Heads of Households and Adults		
Veteran	105,820	9.5%
Non-Veteran	988,642	89.1%
Unknown	15,319	1.4%
Domestic Violence Survivor Status of Heads of Households and Adults		
Total DV Survivors	212,722	18.7%
DV Survivors Currently Fleeing	62,326	5.5%
DV Survivors Not Currently Fleeing	130,083	11.4%
DV Survivors with Unknown Fleeing Status	20,313	1.8%
Not DV Survivors	822,895	72.4%
Unknown DV Status	101,228	8.9%
Disability Status of Heads of Households and Adults		
Disabled	551,653	48.5
Not Disabled	556,426	48.9
Disability Status Unknown	28,766	2.5

Closer Look at Communities

Closer Look analyses are based on the data submitted by participating projects in communities with the highest quality LSA data. The communities included are not representative of the entire country. Most of the nation's 50 largest cities, for example, are not included. These analyses should not be interpreted to be reflective of national trends, but only descriptive of patterns of system use for the communities included.

First-time Homelessness: Differences by Household Type and Geography

Two-thirds of households experiencing sheltered homelessness between September 2017 and September 2018 were homeless for the first time. They did not cycle in and out of shelters and other parts of the homeless services system but instead had not been in the system at all for at least two years.¹ A household that used more than one homeless assistance program during 2018 was still considered first-time homeless—for example, a household that entered emergency shelter for the first time during the 2018 reporting year and subsequently was enrolled in rapid re-housing. The large number of households becoming homeless for the first time suggests that prevention programs that avert a first episode of homelessness should be an important part of communities' approaches to ending homelessness. This Closer Look describes the first-time homeless status of households in emergency shelter, safe haven, or transitional housing programs (sheltered homeless households) during 2018 as reported by the communities included in this analysis.²

EXHIBIT C.1: First-Time Homeless Status of Households in Shelter Programs

	%
Experiencing sheltered homelessness for the first time	67.3%
Household returned to shelter within 2 years after exiting a homeless assistance program to permanent, temporary, or unknown destination	16.1%
Household was already in shelter at the start of 2018	16.5%
All households in shelter at some time during 2018	100.0%

The extent to which households in shelter during 2018 were first-time homeless varied only slightly by household type. Families with children were somewhat more likely to be first-time homeless than households with only adults, 69 versus 66 percent. The large share of individual adults becoming homeless for the first

¹ First-time homeless is defined as a household that had not been in any emergency shelter, safe havens, transitional housing, rapid re-housing, or permanent supportive housing program for at least two years prior to the household's first entry during the report period. The household may never have been in a homeless assistance program, but the data only support looking back two years. The data are also limited by what they can observe: only the records of projects participating in HMIS. A household that appears in the data to be homeless for the first time may have had an unknown prior enrollment in a project that did not contribute to the community's HMIS.

² The data included in this analysis are unweighted, raw data from a sample of participating projects in communities with higher quality data that were considered "usable" to develop the national estimates.



First-time homelessness

In 2018, households with children were slightly more likely to be homeless for the first time than households with only adults.



66% of adult only households experienced homelessness for the first time



69% of households with adults and children experienced homelessness for the first time

time in 2018 suggests that many homeless individuals, like homeless families, are responding to shortages of affordable housing rather than to challenges that make them vulnerable to prolonged or repeated use of the homeless services system.

In the group of communities included in this analysis, the race and ethnicity of households that were homeless for the first time in 2018 were somewhat different from those who made repeated use of shelter and housing programs.

The percentage of households that were first-time homeless did not vary substantially by race or ethnicity. Seven in ten white non-Hispanic family households were homeless for the first time in 2018 compared with two-thirds of African American family households.

The percentage of adult-only households that were first-time homeless was somewhat smaller than the percentage of family households who were first-time homeless across most racial and ethnic groups.

Nearly three-fourths of households in largely rural communities were homeless for the first time, the highest of the geographic categories. In largely suburban and largely urban communities, two-thirds of households were homeless for the first time.

More than three in four family households experiencing sheltered homelessness for the first time in 2018, 77 percent, exited the homeless system during the

EXHIBIT C.2: Race and Ethnicity of First-time Sheltered Homeless Households by Household Type

	Families with children		Adult-only households	
	First Time	Not First Time	First Time	Not First Time
Ethnicity				
Hispanic/Latino	70.3%	29.7%	66.4%	33.6%
Not Hispanic/Not Latino	68.1%	31.9%	66.1%	33.9%
Race				
White, Hispanic/Latino	71.2%	28.8%	66.3%	33.7%
White, non-Hispanic/non-Latino	70.7%	29.3%	66.6%	33.4%
Black or African American	66.2%	33.8%	66.1%	33.9%
Asian/Pacific Islander	70.1%	29.9%	67.9%	32.1%
American Indian/Alaska Native	67.9%	32.1%	62.8%	37.2%
Multi-racial	68.6%	31.4%	63.2%	36.8%

Note: The "household" ethnicity and race is based on the demographics of the head of household.

reporting period. Most of them went to permanent housing. A greater proportion of first-time homeless adult-only households exited shelter during the report period than did first-time homeless family households. Of these first-time homeless households exiting during the report period, a plurality of the family households exited to permanent housing destinations, 46 percent, meaning that they went to their own housing unit, whether it was unsubsidized or subsidized. Only 19 percent of adult-only households went to their own housing.

EXHIBIT C.3: Share of Sheltered Households that were First Time Homeless by Geography Type

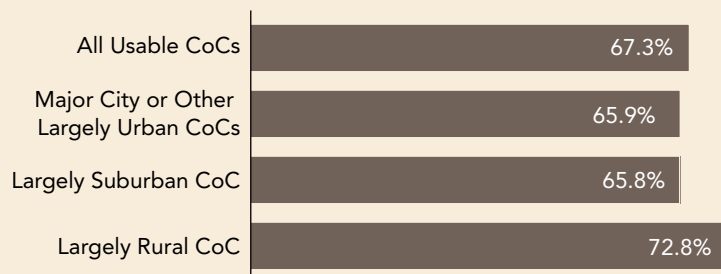


EXHIBIT C.4: Destination at Exit for First Time Sheltered Homeless Households by Household Type

	Families with Children	Adult Only Households
Exit status of first-time homeless households		
Still active on the last day of reporting period	21.9%	15.2%
Exited during reporting period	78.1%	84.8%
All first-time homeless households	100.0%	100.0%
Destination of households that exited		
Exited to own permanent housing	46.0%	19.8%
Doubled Up with Family or Friends	16.3%	9.9%
Exited to another homeless situation	11.9%	17.7%
Exited to an institutional setting	1.1%	3.9%
Exited to another temporary (but not homeless) situation	2.3%	1.4%
Exited to an unknown destination	22.4%	47.2%
All households that exited in 2018	100.0%	100.0%

Note: A large share of the exits are to unknown destinations since many shelter projects are unable to collect complete information on where clients expect to stay after exiting. This is especially true in high-volume nightly shelters, where clients are not formally "checked out" and typically do not provide additional data at the point of exit. The missing data rate for exit destinations is higher for adult-only households than for families with children in part likely because nightly shelters serve more clients in adult-only households than in families.

Many households enrolled in RRH programs had not used a shelter or other program during the previous two years.

The data also show the first-time homeless status of households in RRH and permanent supportive housing (PSH) programs at some time during 2018. Not surprisingly, a higher percentage of households served in shelter programs than of households in programs providing housing for formerly homeless people were interacting with the homeless system for the first time in 2018. However, more than half of households enrolled in RRH programs were homeless for the first time at some point during the 2018 reporting year. This is somewhat surprising and suggests that in some communities, RRH might be used to divert people from shelters in addition to shortening their shelter stays.

Permanent supportive housing, a program intended for people leaving homelessness, had a low percentage of people who had not used a shelter or other homeless assistance program in the past two years prior to the current

year's system use. Of the 13 percent of PSH resident households that appeared to have experienced homelessness for the first time in at least two years, 37 percent reported staying in a shelter prior to enrolling in PSH.

EXHIBIT C.5: First-Time Homeless Status for Households in Shelter, Rapid Rehousing, and Permanent Supportive Housing Programs

Program Type	Percent of Households Enrolled That were Homeless for the First Time in 2018
Shelter Programs	67.3%
RRH	55.7%
PSH	12.9%





2018 Adult-Only Sheltered Homelessness IN THE UNITED STATES

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One-Year Estimates of Adult-Only Sheltered Homelessness.....	2-3
Characteristics of Adult-Only Sheltered Homelessness	
Household Size, Gender, and Age	2-5
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2018 Adult-Only Sheltered Homelessness IN THE UNITED STATES



Difference from One-Year Estimates in Prior Reports

2018 Estimates	Prior Reports
Reporting period begins on September 30th and ends the following September 30th	Reporting period began on October 1st and end-ed on the following September 30th
Estimates of people in adult-only households exclude households with only children (Child-only households are shown at the end of Chapter 4.)	Estimates of people experiencing homelessness as individuals included people in child-only households
Most characteristics are reported based on the head of household	Most characteristics were reported for all people in the household
Sheltered homelessness includes people staying in safe havens, as well as emergency shelters, and transitional housing programs ^a	Includes estimates of people staying in emergency shelters and transitional housing programs
Age Categories: • 18-24 • 25-34 • 35-44 • 45-54 • 55-64 • 65 and older	Age Categories: • Under age 18 • 18-24 • 25-30 • 31-50 • 51 - 61 • 62 and older
Disability Status Categories: • Disabled • Not Disabled • Disability Status Unknown	Disability Status Categories: • Disabled • Not Disabled
Chronic Status Categories: • Not Chronically Homeless or Chronic Status Unknown • Chronically Homeless	Did not include estimates of individuals experiencing sheltered homelessness over a one-year period with chronic patterns of homelessness
Domestic Violence (DV) Status Categories: • Total DV Survivors - DV Survivors Currently Fleeing - DV Survivors Not Currently Fleeing - DV Survivors with Unknown Fleeing Status • Not DV Survivors • Unknown DV Status	Did not include estimates of people experiencing sheltered homelessness who were DV survivors
Veteran Status Categories: • Veteran • Not a veteran • Veteran status unknown	Estimates of veterans experiencing homelessness was limited to the chapter on veterans.

^a Safe haven programs serve people in households without children, and account for a very small share of the population staying in sheltered locations.

2018 One-Year Estimates OF ADULT-ONLY SHELTERED HOMELESSNESS

These estimates are of households consisting of just one adult or of two or more adults without children present who experienced sheltered homelessness at some time during 2018, meaning that they used an emergency shelter, safe haven, or transitional housing program at any time from September 30, 2017 through September 30, 2018. These households are referred to as adult-only households.

The estimates are based on a new reporting platform known as the Longitudinal Systems Analysis (LSA). The LSA was introduced in 2018 and is used by all communities to report data from the Homeless Management Information Systems (HMIS) to HUD. It is a fundamentally different reporting platform than used in previous AHAR reports. A key difference this year in the way data on people experiencing homelessness are being reported is the unit of analysis. Prior AHAR reports presented demographic characteristics for all people in households without children, i.e., “individuals.” This year, this chapter excludes the small number of children homeless without adults (child-only households). Most of the data on the characteristics of people experiencing homelessness in households with only adults is reported based on the head of household. See About this Report for more information about changes from prior years.

KEY TERMS | The **Longitudinal Systems Analysis (LSA)** is a new reporting platform introduced in 2018 and is used by all communities to report data from the Homeless Management Information Systems (HMIS) to HUD. It is a fundamentally different reporting platform than used for previous AHAR reports. The data submitted to HUD through the LSA provides far more detail on the characteristics of and system use by people experiencing homelessness in communities across the country.

An **adult** describes is a person age 18 or older.

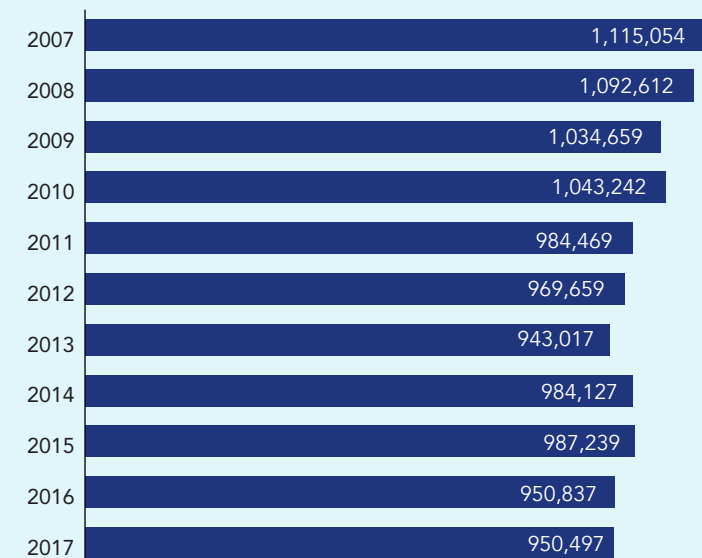
Adult-only households include adults who experience homelessness alone, as adult roommates, or as married or cohabiting couples without children.



The impact of a new reporting platform

While the data in this chapter show that the number of people experiencing homelessness over the course of a year is of the same order of magnitude as those reported in recent years, the new LSA reporting platform and related changes in the way in which the data are collected and used to create national estimates complicate the interpretation of trends over time. For adult only households in particular, the population included in this estimate is different from the estimates of “individuals” in prior years (see About this Report). Comparisons of any of the estimates in this chapter to previous AHARs are discouraged. HUD expects to use the 2019 estimates as the new baseline for reporting trends in the number of people using shelters during a one-year period.

EXHIBIT 2.1: Estimates of Sheltered Adult-Only Homelessness Using Previous Methodology 2007-2017



2018 ESTIMATES OF SHELTERED ADULT-ONLY HOUSEHOLDS

Estimates of Households with Only Adults Experiencing Sheltered Homelessness in 2018

- An estimated 934,343 people in adult-only households used an emergency shelter, safe haven, or transitional housing program at some time between September 30, 2017, and September 30, 2018. The number of households is similar, because most people in these households are experiencing homelessness on their own.
- More than 10 percent of heads of adult-only households were unaccompanied youth between the ages of 18 and 24, including six percent where the oldest adult in the unaccompanied youth household was 18-21 and five percent where the oldest adult was 22 to 24.
- A quarter of the heads of adult-only households experiencing sheltered homelessness were 55 years of age or older, a group that may have needs relating to the aging process as well as other challenges.

934,343 people in adult-only households experienced sheltered homelessness in 2018.

EXHIBIT 2.2: One-Year Estimates of Sheltered Adult-Only Homelessness

2018

	# (All)
Number of Adult-Only Households	924,891
People in Adult-Only Households	934,343

EXHIBIT 2.3: One-Year Estimates of Sheltered Homeless Adult-Only Households

2018

	# (Heads of Households)	% (of Heads of Households)
Young Adults ages 18-21	51,928	5.7%
Young Adults ages 22-24	41,590	4.5%
Adults ages 55 or older	232,169	25.3%

Note: The denominator for the household percentages in this table excludes households which could not be classified due to missing data.

2018 CHARACTERISTICS OF SHELTERED ADULT-ONLY HOUSEHOLDS

Household Size, Gender, and Age

Data on gender reported in this section are for *heads of households* experiencing sheltered homelessness, even if there is more than one adult in the household. Data on age are for all *people* experiencing sheltered homelessness in adult-only households.

- Nearly all people in adult-only households (99%) experiencing sheltered homelessness were by themselves. This is more than double the U.S. population of adult-only households at large, in which 40 percent of adults live alone, and also much higher than the percentage of adults in poverty who live alone (64%).
- Men greatly outnumbered women among all heads adult-only of households experiencing sheltered homelessness: 69 percent were men, and only 30 percent were women. This contrasts with the population of single people or other heads of households without children that have poverty-level incomes, in which women outnumber men (56% women; 44% men).
- Transgender or gender non-conforming people comprised less than one percent of heads of adult-only sheltered homeless households.
- Approximately one in every ten people in adult-only households was between the ages of 18 and 24, and one in five people experiencing homelessness in an adult-only household was between ages 25 to 34.
- Nearly a quarter of people experiencing sheltered homelessness in households with only adults (24%) were between 45 and 54 years of age. This is higher than the percentage of 45 to 54 year olds in the total U.S. population of people in adult-only households (14%) and the share of this population living in poverty in that age group (13%).
- People age 35 to 44 were also overrepresented in adult-only households experiencing sheltered homelessness: 20 percent of those experiencing homelessness compared with eight percent of individuals in that age group living in poverty.
- Adults ages 65 and older were only five percent of the people living in adult-only households in shelter, even though they comprise more than one-quarter (29%) of the total U.S. population and of individuals living in poverty (26%).

EXHIBIT 2.4: Household Size of Adult-Only Sheltered Homeless Households, U.S Poverty Population, and Total U.S. Population

2018

	Sheltered Households	Households Living in Poverty	Total U.S.
Household Size			
1 Person	98.8%	66.6%	45.3%
2 People	1.2%	26.1%	41.8%
3 or More People	0.1%	7.4%	12.8%

EXHIBIT 2.5: Gender and Age of People in Sheltered Adult-Only Households, Population Living in Poverty, and Total U.S. Population

2018^a

	Sheltered Households	Households Living in Poverty	Total U.S. Households
Number of People	934,343	17,999,894	169,453,501
Number of Heads of Households	924,646	10,783,608	92,513,648
Gender of Heads of Households^b			
Male	69.3%	43.8%	52.4%
Female	30.2%	56.2%	47.6%
Age of All Persons in the Household			
18-24	10.4%	20.4%	12.0%
25-34	20.3%	12.4%	14.9%
35-44	20.4%	8.3%	8.5%
45-54	24.0%	13.3%	14.2%
55-64	19.9%	21.1%	21.5%
65 and Older	5.0%	24.5%	28.8%

^a Data on characteristics excludes people for whom the characteristic is missing/unknown.

^b 0.4 percent of the sheltered heads of households identified as transgender, and 0.1 percent identified as gender non-conforming.

2018 CHARACTERISTICS OF SHELTERED ADULT-ONLY HOUSEHOLDS

Ethnicity and Race

Data on ethnicity and race reported in this section are for *heads of households* experiencing sheltered homelessness, even if there is more than one adult in the household.

- Heads of households who were black or African American were greatly over-represented in the population of sheltered heads of adult-only households (42%) compared to their representation in the total U.S. population (13%) and in the poverty population (21%).
- Approximately one in every ten heads of sheltered households with only adults were Hispanic or Latino of any race (12%), similar to their share of all U.S. heads of adult-only households (11%) but smaller than their share of individuals living in poverty (14%).
- Heads of households who were white and not Hispanic or Latino made up almost three-quarters of the U.S. population of adult-only households (70%) and over half of adult-only households living in poverty (58%). They were a smaller share of all heads of adult-only households experiencing sheltered homelessness (42%).

Forty-two percent of the heads of sheltered adult-only households were Black or African American, while that racial group represented only 12 percent of all heads of adult-only households in the U.S.

EXHIBIT 2.6: Ethnicity and Race of Adult-Only Sheltered Homeless Households, U.S. Poverty Population, and Total U.S. Population
2018^a

	Sheltered Households	U.S. Households Living in Poverty	U.S. Population
Ethnicity of Heads of Households			
Hispanic/Latino	11.8%	13.7%	10.5%
Non-Hispanic/Non-Latino	88.2%	86.3%	89.5%
Race of Heads of Households			
White, Non-Hispanic/Non-Latino	42.1%	57.7%	70.1%
White, Hispanic/Latino	8.0%	8.8%	7.0%
Black or African American	42.0%	20.8%	12.8%
Other One Race	4.2%	10.0%	7.9%
Multiple Races	3.7%	2.6%	2.1%

^aData on characteristics excludes people for whom the characteristic is missing/unknown.

Additional Characteristics of Adult-Only Sheltered Households

This section reports some additional characteristics of heads of households *and* other adults experiencing sheltered homelessness in 2018: their chronic homelessness status, their veteran status, whether or not they were survivors of domestic violence, and whether or not they had a disability.

The estimates of survivors of domestic violence are only for shelters and transitional housing programs permitted by law to report data to the HMIS, which generally does not include organizations designated as domestic violence shelters.

- Roughly one in every five adults in sheltered households with only adults had chronic patterns of homeless (21%).
- Eleven percent of people in sheltered adult-only households were veterans.
- Seventeen percent of people experiencing sheltered homelessness in adult-only households were survivors of domestic violence, with five percent currently fleeing a domestic violence situation. This is lower than the percentage of adults in families with children who were survivors of domestic violence (28%) and half the rate of adults in families with children currently fleeing domestic violence (10%).
- Just over half of the people in sheltered adult-only households, 53 percent, reported having a disability.

EXHIBIT 2.7: Additional Characteristics of Adult-Only Households in Shelter Programs
2018

	#	%
Chronically Homeless Status of Heads of Households and Other Adults		
Chronically Homeless	194,304	20.8%
Not Chronically Homeless or Chronic Status Unknown	739,026	79.2%
Veteran Status of Heads of Households and Other Adults		
Veteran	102,799	11.1%
Non-Veteran	810,495	87.4%
Unknown	14,249	1.5%
Domestic Violence Survivor Status of Heads of Households and Other Adults		
Total DV Survivors	158,206	17.0%
DV Survivors Currently Fleeing	42,866	4.6%
DV Survivors Not Currently Fleeing	97,865	10.5%
DV Survivors with Unknown Fleeing Status	17,475	1.9%
Not DV Survivors	709,588	76.0%
Unknown DV Status	65,536	7.0%
Disability Status of Heads of Households and Other Adults		
Disabled	497,963	53.4%
Not Disabled	408,775	43.8%
Disability Status Unknown	26,592	2.8%



2018 Homeless Families with Children IN THE UNITED STATES

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2018 Homeless Families with Children IN THE UNITED STATES



Differences from One-Year Estimates in Prior Reports

2018 Estimates	Prior Reports
Reporting period begins on September 30th and ends the following September 30th	Reporting period began on October 1st and ended on the following September 30th
Most characteristics are reported based on the head of household	Most characteristics were reported for all people in the household
Age Categories: <ul style="list-style-type: none"> • 5 and under • 6-17 • 18-24 • 25-34 • 35-44 • 45-54 • 55-64 • 65 and older 	Age Categories: <ul style="list-style-type: none"> • Under age 18 • 18-24 • 25-30 • 31-50 • 51 - 61 • 62 and older
Household Size Categories: <ul style="list-style-type: none"> • 2 people • 3 or more people 	Household Size Categories: <ul style="list-style-type: none"> • 2 people • 3 people • 4 people • 5 or more people
Household Composition: <ul style="list-style-type: none"> • Single adult with one or two children • Single adult with 3 or more children • More than one adult with one or two children • More than one adult with 3 or more children 	
Disability Status Categories: <ul style="list-style-type: none"> • Disabled • Not Disabled • Disability Status Unknown 	Disability Status Categories: <ul style="list-style-type: none"> • Disabled • Not Disabled
Chronic Status Categories: <ul style="list-style-type: none"> • Not Chronically Homeless or Chronic Status Unknown • Chronically Homeless 	Did not include estimates of families with children experiencing sheltered homelessness over a one-year period with chronic patterns of homelessness.
Domestic Violence (DV) Status Categories: <ul style="list-style-type: none"> • Total DV Survivors <ul style="list-style-type: none"> - DV Survivors Currently Fleeing - DV Survivors Not Currently Fleeing - DV Survivors with Unknown Fleeing Status • Not DV Survivors • Unknown DV Status 	Did not include estimates of people experiencing sheltered homelessness who were DV survivors
Veteran Status Categories: <ul style="list-style-type: none"> • Veteran • Not a veteran • Veteran status unknown 	Estimates of veterans experiencing homelessness was limited to the chapter on veterans.

2018 One-Year Estimates OF HOMELESS FAMILIES WITH CHILDREN

These estimates are of households with adults and children that experienced sheltered homelessness at some time during 2018, meaning that they used an emergency shelter, safe haven, or transitional housing program at any time from September 30, 2017 through September 30, 2018. Families with children are households composed of at least one adult and one child under age 18.

The estimates are based on a new reporting platform known as the Longitudinal Systems Analysis (LSA). The LSA was introduced in 2018 and is used by all communities to report data from the Homeless Management Information Systems (HMIS) to HUD. It is a fundamentally different reporting platform than used in previous AHAR reports. A key difference this year in the way data on people experiencing homelessness are being reported is the unit of analysis. Prior AHAR reports presented demographic characteristics for people in families with children. This year, most data on the characteristics of people experiencing homelessness in families with children presented in this chapter is reported based on the head of household. See About this Report for more information about changes from prior years, and the AHAR Methodology Report for detailed information on the methodology used to produce the estimates.

KEY TERMS

The **Longitudinal Systems Analysis (LSA)** is a new reporting platform introduced in 2018 and is used by all communities to report data from the Homeless Management Information Systems (HMIS) to HUD. It is a fundamentally different reporting platform than used for previous AHAR reports. The data submitted to HUD through the LSA provides far more detail on the characteristics of and system use by people experiencing homelessness in communities across the country.

Families with children are households composed of at least one adult and one child under age 18. Family households with children have various compositions: single-parent families, two-parent families, and multi-generational families.

Parenting youth are people under age 25 who are the parents or legal guardians of one or more children (under age 18) who are present with or sleeping in the same place as that youth parent, where there is no person over age 24 in the household.

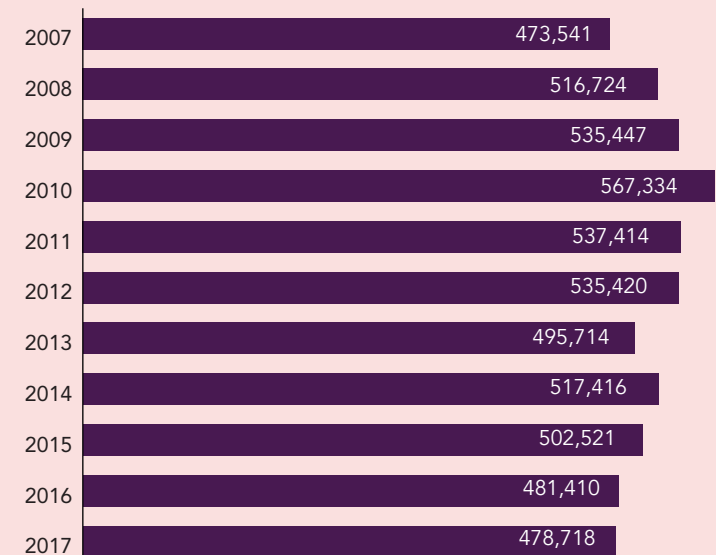


The impact of a new reporting platform

While the data in this chapter show that the number of people in families with children experiencing homelessness over the course of a year is of the same order of magnitude as those reported in recent years, the new LSA reporting platform and related changes in the way in which the data are collected and used to create national estimates complicate the interpretation of trends over time. Comparisons of any of the estimates in this chapter to previous AHARs are discouraged. HUD expects to use the 2019 estimates as the new baseline for reporting trends in the number of people using shelters during a one-year period.

EXHIBIT 3.1: Estimates of Sheltered People Experiencing Homelessness in Families with Children Using Previous Methodology

2007-2017



2018 ESTIMATES OF FAMILIES WITH CHILDREN EXPERIENCING SHELTERED HOMELESSNESS

Estimates of Families with Children Experiencing Sheltered Homelessness in 2018

- An estimated 501,100 people in families with children in 155,932 households used an emergency shelter or a transitional housing program between September 30, 2017 and September 30, 2018.
- More than a third (35%) of all people who experienced sheltered homelessness over the course of the year were in families with children.
- Families with children headed by a parenting youth ages 18 to 24 accounted for 17 percent of all family households.

501,100 people in families with children experienced sheltered homelessness in 2018.

EXHIBIT 3.2: One-Year Estimates of Sheltered Homeless Families

2018

	# (All)
People in Family Households	501,100
Number of Family Households	155,932

EXHIBIT 3.3: Family Households Headed by Parenting Youth and Unaccompanied Youth

2018

	%
Parenting Youth Family Households Ages 18-24 ^a	16.9%
Unaccompanied Youth Family Households ^b	0.2%

^a The denominator for the household percentages in this table excludes households which could not be classified due to missing data

^b Unaccompanied youth family households are comprised of at least one person under the age of 18 and at least one person between the ages of 18 and 24, in which the head of household is not a parent or guardian.

2018 CHARACTERISTICS OF FAMILIES WITH CHILDREN EXPERIENCING SHELTERED HOMELESSNESS

Gender and Age

Data on gender reported in this section are for *heads of households* experiencing sheltered homelessness and not for the other people in the household. Data on age are for all people in the family experiencing sheltered homelessness together.

- Sheltered families with children are more often headed by women than family households in the U.S. population. Nearly nine in every ten heads of sheltered family households were women compared with 54 percent of heads of all family households in the U.S. Women were also more prevalent as heads of homeless sheltered families with children than families with children living in poverty in the U.S. (73%).
- People who experienced sheltered homelessness as part of a family were younger than people in all family households in the U.S. and in family households living below the poverty line.
- Children accounted for 62 percent of people in sheltered families, higher than the share of children in all family households in the U.S. (46%) and in family households living in poverty (54%).
- Almost one in every three sheltered people in families with children was under the age of five (30%), a higher percentage than all people in families with children (15%) or for people in family households living in poverty (19%).
- Compared to all people in family households and to all people in family households living in poverty in the U.S., a larger share of people in families experiencing sheltered homelessness were between 25 and 34 years of age.
- Elderly and near elderly adults comprise less than one percent of sheltered people in families with children. By comparison, people who were aged 55 or older accounted for 5 percent of people in families with children in poverty and 6 percent of people in all families with children in the U.S.

EXHIBIT 3.3: Gender and Age of Sheltered Homeless Families, U.S. Poverty Population, and Total U.S. Population^a 2018

	Sheltered Families with Children	U.S. Families with Children Living in Poverty	All U.S. Families with Children
Number of people in family households	501,100	23,624,351	157,486,906
Gender of Heads of Households			
Male	10.5%	26.9%	46.5%
Female	89.5%	73.1%	53.5%
Ages of People in the Household			
5 and under	30.0%	18.7%	14.9%
6-17	31.8%	35.6%	31.5%
18-24	7.8%	8.4%	6.6%
25-34	17.2%	13.8%	12.7%
35-44	9.4%	12.6%	17.3%
45-54	3.1%	6.3%	11.1%
55-64	0.6%	2.8%	3.7%
65 and Older	0.1%	1.7%	2.3%

^a Data on characteristics excludes people for whom the characteristic is missing/unknown.

2018 CHARACTERISTICS OF FAMILIES WITH CHILDREN EXPERIENCING SHELTERED HOMELESSNESS

Ethnicity and Race

Data on ethnicity and race reported in this section are for *heads of households* experiencing sheltered homelessness.

- The share of heads of families with children experiencing sheltered homelessness who were Hispanic or Latino (19%) was similar to that of all families with children in the U.S., 21 percent. However, a much higher percentage of families with children living in poverty were headed by someone who was Hispanic or Latino, 32 percent.
- Black or African American heads of households experiencing sheltered homelessness were overrepresented among families with children. While they account for 14 percent of all heads of families with children in the U.S., they made up half of heads of families with children experiencing sheltered homelessness (50%). Black or African American people were also overrepresented compared with families with children living in poverty (25%).
- Conversely, heads of families with children who were white and not Hispanic or Latino were considerably underrepresented among families experiencing sheltered homelessness (27%) compared to all white heads of families with children in the U.S. (57%) and families with children living below the poverty line (37%).

Nearly 60 percent of all sheltered families with children were comprised of a single adult with one or two children.

Household Size and Composition

- Sheltered family households with children were smaller than families with children (34%) in the U.S. population. More than a third of sheltered families with children were composed of two people: one adult and one child. This is higher than the share of all families with children in the U.S. with one adult and one child (8%), and the percent of families with children in poverty with one adult and one child (14%).
- Almost a quarter of sheltered families with children (23%) have more than one adult. However, families were more likely to be headed by a single parent while experiencing sheltered homelessness than all U.S. families and families living below the poverty line. While 16 percent of all families with children in the U.S. were headed by a single parent, and 39 percent of families living in poverty were headed by a single parent, more than three-fourths of families with children (77%) were in shelter with just one parent.
- While most sheltered families were small – most often a single parent with one or two children (57%) – 20 percent of sheltered homeless families with children were large, comprised of a single parent in shelter with three or more children. This is higher than the share of large single parent families with three or more children in the U.S. (3%) and higher than the share of large single parent families in poverty (13%).

EXHIBIT 3.5: Ethnicity and Race of Sheltered Families with Children, U.S. Poverty Population, and Total U.S. Population 2018^a

	Sheltered Families with Children	Families with Children Living in Poverty	U.S. Families with Children in U.S.
Ethnicity of Heads of Households			
Hispanic/Latino	19.2%	31.5%	20.9%
Non-Hispanic/Non-Latino	80.8%	68.5%	79.1%
Race of Heads of Households			
White, Non-Hispanic/Non-Latino	27.1%	37.0%	56.8%
White, Hispanic/Latino	14.5%	20.3%	13.8%
Black or African American	50.3%	24.6%	13.6%
Other One Race	3.6%	14.9%	13.2%
Multiple Races	4.4%	3.1%	2.6%

^aData on characteristics excludes people for whom the characteristic is missing/unknown.

EXHIBIT 3.6: Household Size and Composition of Sheltered Homeless Families, U.S. Poverty Population, and Total U.S. Population 2018

	Sheltered Families with Children	U.S. Families with Children Living in Poverty	U.S. Families with Children in U.S.
Household Size			
2 People	34.2%	14.4%	7.9%
3 or More People	65.8%	85.6%	92.1%
Household Composition^a			
Single adult with one or two children	57.1%	26.4%	13.1%
Single adult with 3 or more children	19.8%	12.6%	3.1%
More than one adult with one or two children	15.0%	38.5%	65.7%
More than one adult with 3 or more children	8.1%	22.5%	18.2%

^aData on characteristics excludes people for whom the characteristic is missing/unknown.

2018 CHARACTERISTICS

OF FAMILIES WITH CHILDREN EXPERIENCING SHELTERED HOMELESSNESS

Additional Characteristics of Sheltered Homeless Families

This section reports some additional characteristics of heads of households *and* other adults experiencing sheltered homelessness in 2018: their chronic homelessness status, their veteran status, whether or not they were fleeing domestic violence, and whether or not they had a disability. For more information on veteran homelessness, see Chapter 5. For more information on chronic homelessness, see Chapter 6.

The estimates of survivors of domestic violence are only for shelters and transitional housing programs permitted by law to report data to the HMIS, which generally does not include organizations designated as domestic violence shelters.

- A small share of heads of households and other adults in families with children in shelter programs in 2018 had chronic patterns of homelessness, 7 percent. This is smaller than the estimated share of people in adult-only households with chronic patterns of homelessness, 21 percent.
- Two percent of adults in sheltered families with children were veterans, which is lower than the percent of veterans in adult-only households (11%).
- In 2018, 28 percent of heads of households and other adults in families with children experiencing sheltered homelessness were survivors of domestic violence, and 10 percent were currently fleeing their abusers. This likely represents only a fraction of all family households experiencing homelessness that were fleeing domestic violence in 2018.
- More than a quarter of heads of households and other adults in sheltered families with children reported a disability (28%), lower than the share of people in adult-only households (53%).

EXHIBIT 3.7: Additional Characteristics of Sheltered Heads of Households and Other Adults in Families with Children
2018 (in %)

	#	%
Chronically Homeless Status of Heads of Households and Adults		
Chronically Homeless	13,607	7.0%
Not Chronically Homeless or Chronic Status Unknown	179,444	93.0%
Veteran Status of Heads of Households and Adults		
Veteran	3,207	1.7%
Non-Veteran	186,580	97.7%
Unknown	1,120	0.6%
Domestic Violence Survivor Status of Heads of Households and Adults		
Total DV Survivors	54,878	28.4%
DV Survivors Currently Fleeing	19,978	10.3%
DV Survivors Not Currently Fleeing	32,268	16.7%
DV Survivors with Unknown Fleeing Status	2,632	1.4%
Not DV Survivors	110,555	57.3%
Unknown DV Status	27,619	14.3%
Disability Status of Heads of Households and Adults		
Disabled	53,513	27.7%
Not Disabled	137,782	71.4%
Disability Status Unknown	1,756	0.9%

Closer Look at Communities

Closer Look analyses are based on the data submitted by participating projects in communities with the highest quality LSA data. The communities included are not representative of the entire country. Most of the nation's 50 largest cities, for example, are not included. These analyses should not be interpreted to be reflective of national trends, but only descriptive of patterns of system use for the communities included.

Use of Rapid Rehousing

For the first time, HUD is collecting detailed information on people enrolled and served in rapid re-housing (RRH) programs. RRH is a permanent housing program that provides households with short-term housing assistance, moving households out of homelessness quickly to reduce the trauma and disruption caused by the experience of homelessness. While initially targeted to families, RRH has been expanded to serve youth, individuals, and veterans. National data on RRH use are not available this year, but this Closer Look provides a picture of RRH use across the communities that submitted high-quality data in 2018. This Closer Look includes households that were housed using RRH as well as those enrolled in an RRH program and awaiting a placement. About 7 in 10 households enrolled in RRH programs in the communities included in this analysis, were already placed in a unit.

Veteran households made up 31 percent of households enrolled in RRH in the communities included in this analysis. The SSVF program accounts for a considerable share of the nationwide RRH capacity, providing RRH mainly to veterans in adult-only households.

More than half of all households enrolled in RRH were served by the homeless services system for the first time in 2018. This means that people enrolled in RRH had not been served in emergency shelters or other residential homeless programs for at least two years prior to their service during the report period. More than a

EXHIBIT D.1. System Engagement Status of Households Enrolled in Rapid Rehousing Programs

	All Households	Adult Only Households	Families with Children
First time homeless	55.7%	56.5%	54.6%
Continuously homeless	36.2%	33.5%	40.4%
Returned from exits to temporary or unknown Destinations	4.8%	6.6%	2.1%
Returned from exits to permanent destinations	3.3%	3.5%	2.9%
All households enrolled in RR	100.0%	100.1%	100.0%

^a Table Notes with definitions here...



First-time homelessness

In this non-representative group of communities, more households served by rapid rehousing were adult-only households.



40% of households enrolled and 42% of households who had been housed were households with children



60% of households enrolled and 58% of households who had been housed were adult-only households

third of households enrolled in RRH had been engaged with the homeless services system continuously from the prior year. For example, they may have been in shelter during 2017, then enrolled in RRH in 2017, and still be in the RRH program during 2018. Only eight percent of households had left the community's homeless services system at some time during the prior two years and then entered a RRH program during 2018.

Families with children were more likely to have continuous system involvement across 2017 and 2018 than adult-only households, possibly reflecting families' longer average stays in shelter. Adult-only households were more likely to have enrolled in RRH in 2018 having returned to the homeless services system after exiting in a prior year.

Hispanic/Latino households were underrepresented among households enrolled in RRH compared to their share of the sheltered population. Conversely, households identifying as white and not Hispanic or Latino accounted for a larger share of the population enrolled in RRH in the communities included in this analysis than they did of the sheltered population. African Americans in adult-only households accounted for a slightly higher share of RRH enrolled households than of sheltered households.

EXHIBIT D.2. Race and Ethnicity of Households Enrolled in RRH

	Families with children		Adult-only households	
	RRH	Shelter	RRH	Shelter
Ethnicity				
Hispanic/Latino	14.0%	17.5%	8.2%	12.8%
Non-Hispanic/Non-Latino	86.0%	82.5%	91.8%	87.2%
Race				
White, Non-Hispanic /Non-Latino	34.7%	30.8%	50.6%	48.7%
White, Hispanic /Latino	10.7%	13.5%	6.2%	9.5%
Black or African American	46.2%	46.7%	36.5%	33.4%
Asian or Pacific Islander	1.5%	1.8%	1.1%	1.5%
American Indian/Alaska Native	2.5%	2.7%	2.1%	3.1%
Multi-racial	4.3%	4.4%	3.5%	3.9%

EXHIBIT D.3. Destination after Exit for Households Placed in Housing by a Rapid Rehousing Program by Household Type

	Family Households		Adult Only Households	
	Housed in RRH	In Shelter Programs	Housed in RRH	In Shelter Programs
Still active on the last day of report period	33.6%	21.9%	28.2%	15.2%
Exited during report period	66.4%	78.1%	71.8%	84.8%
Destination of households that exited during report period:				
Exited to permanent destination, no subsidy	20.5%	15.9%	42.8%	7.9%
Exited to a permanent destination, with subsidy	56.5%	23.6%	25.8%	6.2%
Doubled up with friends or family (temporary or permanent)	7.7%	26.3%	7.3%	16.5%
Exited to a homeless situation	1.4%	11.0%	2.8%	17.9%
Exited to an institutional setting	0.5%	1.2%	1.9%	3.8%
Exited to a temporary destination- not homeless	0.2%	2.1%	0.3%	1.4%
Exited to an unknown destination	3.0%	19.7%	3.0%	46.0%
Deceased	0.1%	0.1%	0.7%	0.1%

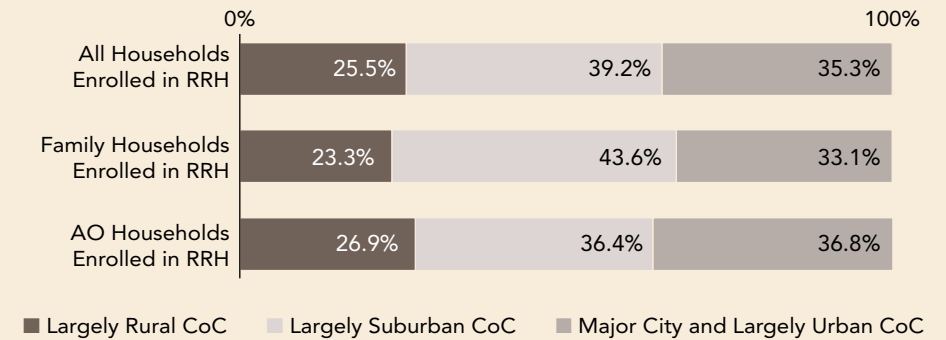
Almost two thirds of households—both families with children and households with only adults—that were enrolled in RRH at some point during 2018 had exited RRH by the end of the report year. The remaining one-third of households were still in the homeless service system on the last day of the reporting period.

After leaving the RRH program, most households that had received rental assistance for their housing placements were in permanent housing.¹ Together, 87 percent of families and 84 percent of adult-only households exited to subsidized or non-subsidized permanent housing that they rented or owned. Permanent housing that they rented or owned without a subsidy was the most common form of permanent housing (57% for family households and 43% for households with only adults).

¹ The permanent housing destination may be the same unit in which the household had been staying while enrolled in RRH and receiving rental assistance, or it may be a different unit.

A larger share of family households than of adult-only households were enrolled in RRH in suburban communities. Forty-four percent of family households enrolled in RRH were in suburban CoCs, compared with 36 percent of adult-only households.

EXHIBIT D.4. Share of Households Enrolled in RRH by Geographic Type



Note: see Key Terms for the definitions of the geographic categories



2018 Unaccompanied Homelessness Youth IN THE UNITED STATES

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2018 Unaccompanied Homeless Youth IN THE UNITED STATES



2018 One-Year Estimates OF UNACCOMPANIED HOMELESS YOUTH

This chapter presents estimates of children (people under the age of 18) and youth (people between the age of 18 and 24) who used an emergency shelter, safe haven, or transitional housing program at some time between September 30, 2017 and September 30, 2018. The estimates in this chapter are for children and youth who experienced homelessness on their own, separate from their parent, or guardian, or any other older adult, and without a child of their own present.¹ For estimates of parenting youth under age 25, see Chapter 3, Families with Children.

The estimates are based on a new reporting platform known as the Longitudinal Systems Analysis (LSA). The LSA was introduced in 2018 and is used by all communities to report data from the Homeless Management Information Systems (HMIS) to HUD. It is a fundamentally different reporting platform than used in previous AHAR reports. The data submitted to HUD through the LSA provides far more detail on the characteristics of and system use by people experiencing homelessness in communities across the country. These differences affected both what can be reported and how the estimates are produced. However, this chapter on unaccompanied youth is entirely new. Prior years AHARs relied on *point-in-time* data to describe the unaccompanied youth population. Because of the shift to the LSA, HUD is now able to report information and characteristics of unaccompanied youth over the course of a year based on HMIS. See About this Report for more information about changes from prior years. See the AHAR Methodology Report for detailed information on the methodology used to produce the estimates.



¹ Unaccompanied youth come from each of the three household types described in this report: adult-only households (the subset of these households where all members are young adults age 18 to 24), family households with children (the subset of these households where there is at least one young adult age 18 to 24 and at least one child under 18, and where there is no parent or guardian in the household), and child-only households (the subset of these households where there is no parent or guardian in the household).

KEY TERMS

The **Longitudinal Systems Analysis (LSA)** is a new reporting platform introduced in 2018 and is used by all communities to report data from the Homeless Management Information Systems (HMIS) to HUD. It is a fundamentally different reporting platform than used for previous AHAR reports. The data submitted to HUD through the LSA provides far more detail on the characteristics of and system use by people experiencing homelessness in communities across the country.

Unaccompanied youth (under 18) are people who are not part of a family with children or accompanied by their parent or guardian during their episode of homelessness, and who are under the age of 18.

Unaccompanied youth (18 to 24) are people who are not part of a family with children or accompanied by their parent or guardian during their episode of homelessness, and who are between the age of 18 and 24.

2018 ESTIMATES OF UNACCOMPANIED SHELTERED YOUTH

Estimate of Unaccompanied Youth Experiencing Sheltered Homelessness in 2018

The estimates in this chapter are for unaccompanied youth under age 25 who used a shelter program during 2018.

- An estimated 113,330 unaccompanied youth used an emergency shelter, safe haven, or transitional housing program at some time between September 30, 2017 and September 30, 2018. The number of households is only slightly smaller, as 99 percent of unaccompanied youth were by themselves.
- Unaccompanied youth make up 8 percent of the total sheltered homeless population.²

113,330 unaccompanied youth experienced sheltered homelessness in 2018.

EXHIBIT 4.1: One-Year Estimates of Sheltered Homelessness Among Unaccompanied Youth (Under 25)

2018

	# (All)
People in Unaccompanied Youth Households	113,330
Unaccompanied Youth Households	113,166



Children Experiencing Homelessness on Their Own

The LSA reports separately on children in households with only children. Because they are only one percent of the entire sheltered homeless population, the characteristics of this population are included with other unaccompanied youth and not presented separately. The very small number of parenting children are not included in the characteristics of unaccompanied children and youth. For more information about parenting children, see chapter 3.

EXHIBIT 4.2: One-Year Estimates of Sheltered Homelessness Among Households with Only Children

2018

	# (All)	% (All)
People in Child Only Households	20,212	
Number of Child Only Households	19,648	100.0%
Unaccompanied Child Households	19,772	99.1%
Parenting Child Households	170	0.9%

Note: The subpopulations reported do not equal the total number of child-only households because people can fall into multiple categories during the reporting period.

² The 95 percent confidence interval for the total sheltered homeless population in 2018 is 1,128,551 to 1,763,766 (1,446,159 ± 317,608).

2018 CHARACTERISTICS

OF UNACCOMPANIED YOUTH EXPERIENCING HOMELESSNESS

Age and Gender

- Seventeen percent of unaccompanied youth were children under the age of 18. Nearly half (46%) were ages 18 to 21, and just over a third (37%) were ages 22-24. People under age 18 who are on their own are rarer in the general population, three percent.
- Men and boys outnumbered women and girls among sheltered unaccompanied youth (56% men and boys versus 42% women and girls). This contrasts with the population of unaccompanied youth living in poverty, in which women and girls slightly outnumber men and boys (52% women and girls versus 48% men and boys).
- However, the share of unaccompanied youth who are female is greater than the share of women among all sheltered homeless adult-only households, which is just 31 percent.
- Just over 1 percent of all unaccompanied youth under age 25 were transgender, and less than one percent were gender non-conforming.

EXHIBIT 4.3: Age and Gender of Homeless Youth and U.S. Unaccompanied Youth Population
2018^a

	Sheltered Unaccompanied Youth	U.S. Unaccompanied Youth Population
Age of All Unaccompanied People in Household		
Under 18	17.4%	2.7%
18-21	46.0%	58.8%
22-24	36.6%	38.1%
Gender of Heads of Households^b		
Male	56.2%	53.7%
Female	42.2%	46.3%

Notes: For the U.S. population, unaccompanied youth include college students not staying with their parents (whether in campus dorms or off-campus housing); non-college young adults living on their own or together; emancipated minors; wards of the state in the foster care or juvenile corrections systems; young adults staying in a military group quarters; and homeless unaccompanied youth in shelters.

^aData on characteristics excludes people for whom the characteristic is missing/unknown.

^b1.3 percent of sheltered unaccompanied youth under age 25 identified as transgender and 0.4 percent identified as gender non-conforming.

2018 CHARACTERISTICS OF UNACCOMPANIED SHELTERED YOUTH

Ethnicity and Race

- Unaccompanied youth experiencing sheltered homelessness were more likely to be people of color (Hispanic or Latino, black or African American, multi-racial, or another race other than white) than youth in the general population. Only about a third were white and not Hispanic (35%), compared with 60 percent white and not Hispanic or Latino in the U.S. population. Unaccompanied youth are even more likely to be people of color than all sheltered households comprised of only adults. Two-thirds of unaccompanied youth (65%) were people of color compared with 58 percent of all adult-only households in shelters.
- People who were black or African American comprised 43 percent of sheltered unaccompanied youth in 2018, which is more than three times greater than their share of the total U.S. population of unaccompanied youth (12%).
- Seventeen percent of unaccompanied homeless youth were Hispanic or Latino, slightly higher than the Hispanic or Latino share of all youth living on their own in the U.S. (14%).

EXHIBIT 4.4: Ethnicity and Race of Unaccompanied Homeless Youth and Total U.S. Youth Population 2018^a

	Sheltered Unaccompanied Youth	U.S. Unaccompanied Youth Population
Ethnicity of Heads of Households		
Hispanic /Latino	16.7%	13.5%
Non-Hispanic /Non-Latino	83.3%	86.5%
Race of Heads of Households		
White, Non-Hispanic/Non-Latino	34.9%	60.3%
White, Hispanic/Latino	10.5%	8.9%
Black or African American	42.8%	15.4%
Other One Race	4.9%	10.8%
Multiple Races	6.9%	4.5%

^aData on characteristics excludes people for whom the characteristic is missing/unknown.

Additional Characteristics of Unaccompanied Youth Experiencing Sheltered Homelessness

This section reports some additional characteristics of heads of households and other adults in unaccompanied youth households experiencing sheltered homelessness in 2018: their chronic homelessness status, their veteran status, whether or not they were survivors of domestic violence, and whether or not they reported a disability.

The estimates of survivors of domestic violence are only for shelters and transitional housing programs permitted by law to report data to the HMIS, which does not include organizations designated as domestic violence shelters or victim service providers.

- One in every ten sheltered unaccompanied youth heads of households and young adults had a chronic pattern of homelessness, meaning they reported a disability and they had experienced continuous homelessness for one year or more or had at least four episodes of homelessness in the last three years that amounted to at least 12 months.
- Two percent of unaccompanied young adults were veterans.
- Twenty percent of sheltered heads of households and other young adults in unaccompanied youth households were survivors of domestic violence, and six percent were currently fleeing domestic violence at the time that they were in a shelter program.
- More than one-third of heads of households and other young adults in unaccompanied youth households using a shelter program, 35 percent, reported living with some form of disability.

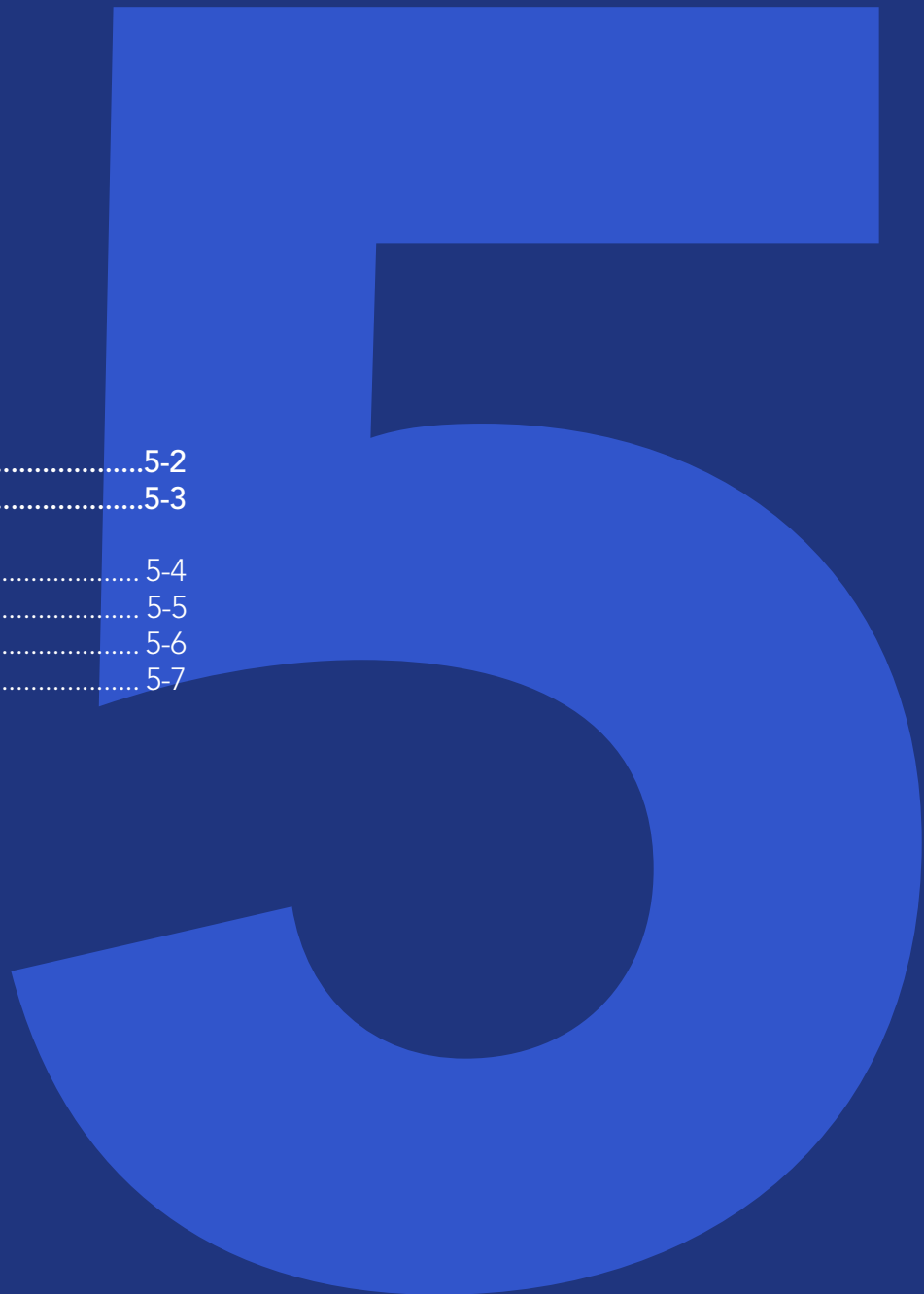
EXHIBIT 4.5: Additional Characteristics of Heads of Households and Other Young Adults in Unaccompanied Youth Households in Shelter Programs 2018

	#	%
Chronic Homeless Status of Heads of Households and Other Young Adults		
Chronically Homeless	11,312	10.0%
Not Chronically Homeless or Chronic Status Unknown	101,976	90.0%
Veteran Status of Heads of Households and Other Young Adults		
Veteran	1,396	1.5%
Non-Veteran	90,837	96.6%
Unknown	1,757	1.9%
Domestic Violence Survivor Status of Heads of Households and Other Young Adults		
Total DV Survivors	22,050	19.5%
DV Survivors Currently Fleeing	6,477	5.7%
DV Survivors Not Currently Fleeing	13,596	12.0%
DV Survivors with Unknown Fleeing Status	1,978	1.7%
Not DV Survivors	74,649	65.9%
Unknown DV Status	16,588	14.6%
Disability Status of Heads of Households and Other Young Adults		
Disabled	39,238	34.6%
Not Disabled	71,048	62.7%
Disability Status Unknown	3,001	2.6%



2018 Homeless Veterans IN THE UNITED STATES

Differences from One-Year Estimates from Prior Years	5-2
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2018 Homeless Veterans

IN THE UNITED STATES



Differences from One-Year Estimates in Prior Reports

2018 Estimates	Prior Reports
Reporting period begins on September 30th and ends the following September 30th	Reporting period began on October 1st and end-ed on the following September 30th
Characteristics are based on veterans in adult-only households	Characteristics were based on veterans in all household types
Most characteristics are reported based on the head of household	Most characteristics were reported for all veter-ans in a household
Sheltered homelessness includes people staying in safe havens, as well as emergency shelters and transitional housing programs ^a	Did not include people staying in safe havens in one-year estimates of sheltered homelessness
Age Categories: • 18-24 • 25-34 • 35-44 • 45-54 • 55-64 • 65 and older	Age Categories: • 18-24 • 25-30 • 31-50 • 51 - 61 • 62 and older
Household Size Categories: • 1 person • 2 people • 3 or more people	Household Size Categories: • 1 person • 2 people • 3 people • 4 people • 5 or more people
Disability Status Categories: • Disabled • Not Disabled • Disability Status Unknown	Disability Status Categories: • Disabled • Not Disabled
Chronic Status Categories: • Not Chronically Homeless or Chronic Status Unknown • Chronically Homeless	Did not include estimates of individuals experi-encing sheltered homelessness over a one-year period with chronic patterns of homelessness
Domestic Violence (DV) Status Categories: • Total DV Survivors - DV Survivors Currently Fleeing - DV Survivors Not Currently Fleeing - DV Survivors with Unknown Fleeing Status • Not DV Survivors • Unknown DV Status	Did not include estimates of people experiencing sheltered homelessness who were DV survivors
Veteran Status Categories: • Veteran • Not a veteran • Veteran status unknown	Estimates of veterans experiencing homelessness was limited to the chapter on veterans.

^a Safe haven programs serve people in households without children, and account for a very small share of the population staying in sheltered locations.

2018 One-Year Estimates OF HOMELESS VETERANS

Understanding the extent and nature of homelessness among veterans is a key goal of both HUD and the U.S. Department of Veterans Affairs (VA). These two agencies have worked collaboratively for many years to produce accurate estimates of veterans experiencing homelessness and identify effective strategies for preventing and ending homelessness among veterans. This chapter presents estimates on the number of veterans experiencing homelessness in emergency shelter, safe haven, and transitional housing programs between September 30, 2017 and September 30, 2018.

The estimates are based on a new reporting platform known as the Longitudinal Systems Analysis (LSA). The LSA was introduced in 2018 and is used by all communities to report data from the Homeless Management Information Systems (HMIS) to HUD. It is a fundamentally different reporting platform than used in previous AHAR reports. A key difference in the way data on veterans are being reported is the unit of analysis. In prior AHAR reports, information was presented for all veterans, and demographic characteristics were described at the person-level. This year, the data presented in this chapter is largely limited to veterans in adult-only households, and characteristics are based on the head of household (with the exception of data on the age distribution of veterans, which provides the ages of all veterans). See About this Report for more information about changes from prior years. See the AHAR Methodology Report for detailed information on the methodology used to produce the estimates.

KEY TERM

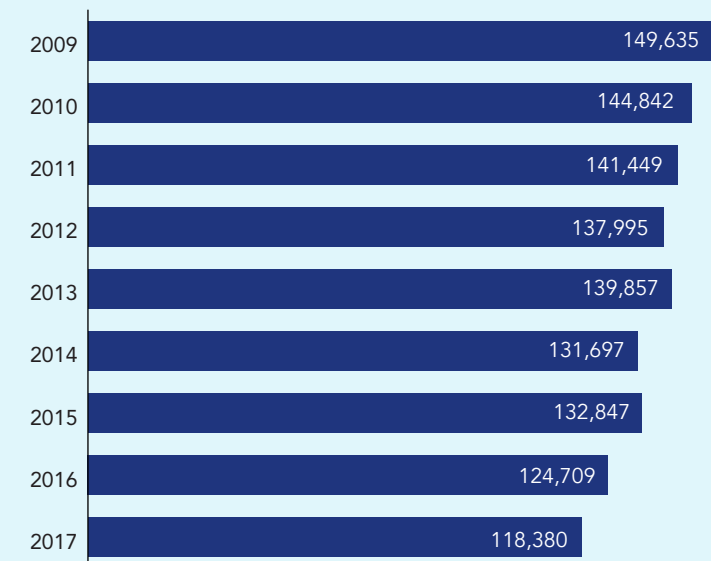
The **Longitudinal Systems Analysis (LSA)** is a new reporting platform known introduced in 2018 and is used by all communities to report data from the Homeless Management Information Systems (HMIS) to HUD. It is a fundamentally different reporting platform than used for previous AHAR reports. The data submitted to HUD through the LSA provides far more detail on the characteristics of and system use by people experiencing homelessness in communities across the country.



The impact of a new reporting platform

While the data in this chapter show that the number of veterans experiencing homelessness over the course of a year is similar in its order of magnitude as those reported in recent years, the new LSA reporting platform and related changes in the way in which the data are collected and used to create national estimates complicate the interpretation of trends over time. Comparisons of any of the estimates in this chapter to previous AHAR reports are discouraged, as changes could be attributable to many different factors (see the commentary in About this Report). HUD expects to use the 2019 estimates as the new baseline for reporting trends in the number of people using shelters during a one-year period.

EXHIBIT 5.1: Estimates of Sheltered Veterans Experiencing Homelessness Using Previous Methodology 2007-2017



2018 CHARACTERISTICS OF HOMELESS VETERANS

Estimates of Veterans Experiencing Sheltered Homelessness in 2018

- At some point over the course of 2018, 105,820 veterans experienced sheltered homelessness, one in every 200 veterans in the United States.
- Veterans were slightly overrepresented in the population of people experiencing sheltered homelessness compared to their share of the U.S. population. Veterans were 10 percent of all adults experiencing homelessness, and 9 percent of all adults in the United States.
- Nearly all veterans experiencing homelessness were on their own or without any children present in the household (97%). The characteristics of veterans in the rest of this chapter will focus on this group.

105,820 veterans experienced sheltered homelessness at some point over the course of 2018.

EXHIBIT 5.2: One-Year Estimates of Sheltered Veteran Homelessness

2018 (in %)

	# (All)	% (All)
All Veterans	105,820	100.0%
Veteran Households ^a	106,158	100.0%
Veterans by Household Type^b		
Veterans in Adult-Only Households	102,799	97.1%
Veterans in Family Households	3,207	3.0%

^aThe number of veteran households is greater than the number of veterans for two reasons. First, the two measures treat overlap across household types differently. If a veteran stayed in shelter alone on two different occasions, but then had a third shelter stay, this time accompanied by a child, that veteran would be counted only once in the total number of veterans but twice in the number of veteran households. Each different household type in which a head of household was served is counted as a separate household. Second, the number of veteran households may also be inflated by idiosyncrasies in the measurement of households and the assignment of heads of households. If any adult in a given household is a veteran, that household is counted as a veteran household. However, the number of households, is sensitive to who in the household was assigned in HMIS as the head of household. Consider the example of a veteran with three shelter stays, two alone and one accompanied by another person. If this other person was an adult, rather than a child, then the household type is the same for all three shelter stays. And if the veteran was assigned as the head of household for all three stays, then the number of veteran households is only one. But if this other person was assigned as the head of household in the third shelter stay, rather than the veteran, then that would be counted as another household, and the total number of veteran households would be two.

^bBecause people can have multiple stays in shelter over the course of a year and stay in different household configurations, a single veteran can be counted in more than one household type. Due to this overlap, the sum of the number of veterans by household type is greater than the unique count of veterans, and the percentages sum over 100.

2018 CHARACTERISTICS OF HOMELESS VETERANS

Gender and Age

- Veterans experiencing sheltered homelessness were younger than all veterans in the U.S. While nearly 60 percent of U.S. veterans in adult-only households were age 65 and older, only 13 percent of sheltered veterans were in that age group. Almost two-thirds of sheltered veterans, 62 percent, were between the ages of 45 and 64, more than twice as high as the share of all veterans in that age group, 29 percent..
- A slightly higher share of sheltered veterans were under the age of 34 (12%) than all veterans (7%).
- Both sheltered veterans and all U.S. veterans were predominately men (92% and 93%).

Sixty-two percent of sheltered veterans were between the ages 45 and 64, more than twice as high as all veterans in that age group.

EXHIBIT 5.3: Age and Gender of Veterans in Adult-Only Households in: Shelters (ES, TH, SH) and the Total U.S. Veterans Population

2018^a

	Sheltered Veterans	U.S. Veterans
Age		
18-24	1.4%	1.9%
25-34	10.8%	5.4%
35-44	13.0%	4.3%
45-54	22.7%	10.9%
55-64	39.2%	18.2%
65 and Older	12.9%	59.3%
Gender of Heads of Households^b		
Male	92.4%	92.9%
Female	7.4%	7.1%

^aData on characteristics excludes people for whom the characteristic is missing/unknown.

^b0.2 percent of sheltered veterans were transgender. Data on all transgender veterans in the U.S. is not available.

2018 CHARACTERISTICS OF HOMELESS VETERANS

Ethnicity and Race

- Black and African American veterans were considerably overrepresented among the homeless veteran population. While just 10 percent of all veterans in the United States were black or African American, black veterans were 40 percent of sheltered veterans in adult-only households 2018.
- In contrast, white veterans were considerably underrepresented among veterans in shelter programs. comprising 81 percent of all U.S. veterans in adult-only households, white veterans were only 49 percent of sheltered adult veterans.

Black or African American veterans accounted for four times the share of veterans experiencing homelessness than they did all veterans in the U.S. in 2018.

EXHIBIT 5.4: Race and Ethnicity of Veterans in Adult-Only Households in: Shelters (ES, TH, SH) and the Total U.S. Veteran Population

2018^a

	Sheltered Veterans	U.S. Veterans
Ethnicity of Heads of Households		
Hispanic/Latino	6.3%	6.0%
Non-Hispanic/Non-Latino	93.7%	94.0%
Race of Heads of Households		
White, Non-Hispanic/Non-Latino	48.7%	80.6%
White, Hispanic/Latino	4.5%	4.1%
Black or African American	40.2%	10.4%
Other One Race	3.2%	3.1%
Multiple Races	3.3%	1.7%

^aData on characteristics excludes people for whom the characteristic is missing/unknown.

Additional Characteristics of Sheltered Veterans

This section reports some additional characteristics of veterans experiencing sheltered homelessness in 2018: their chronic homelessness status, whether or not they were survivors of domestic violence, and whether or not they reported a disability.

The estimates of survivors of domestic violence are only for shelters and transitional housing programs permitted by law to report data to the HMIS, which does not include organizations designated as domestic violence shelters or victim service providers.

- More than one in every five sheltered veterans (22%) in adult-only households had chronic patterns of homelessness in 2018. This is similar to the share of all sheltered adult-only households that had chronic patterns of homelessness, 21 percent.
- Sheltered veterans reported a higher rate of disability than all adults in adult-only households experiencing sheltered homelessness. In 2018, 66 percent of sheltered veterans had a disability, compared with 53 percent of all sheltered adults in adult-only households.
- Ten percent of veterans were survivors of domestic violence. A small share, two percent, were currently fleeing domestic violence at the time they entered shelter in 2018.

EXHIBIT 5.5: Characteristics of Sheltered Veterans in Adult-Only Households (in ES/SH/TH) by Geography
2018 (in %)

	#	%
Chronically Homeless Status		
Chronically Homeless	22,188	21.6%
Not Chronically Homeless or Chronic Status Unknown	80,612	78.4%
Domestic Violence Survivor Status		
Total DV Survivors	10,237	10.0%
DV Survivors Currently Fleeing	1,813	1.8%
DV Survivors Not Currently Fleeing	7,027	6.8%
DV Survivors with Unknown Fleeing Status	1,396	1.4%
Not DV Survivors	85,591	83.3%
Unknown DV Status	6,971	6.8%
Disability Status		
Disabled	68,011	66.2%
Not Disabled	32,936	32.0%
Disability Status Unknown	1,852	1.8%

Closer Look at Communities

Closer Look analyses are based on the data submitted by participating projects in communities with the highest quality LSA data. The communities included are not representative of the entire country. Most of the nation's 50 largest cities, for example, are not included. These analyses should not be interpreted to be reflective of national trends, but only descriptive of patterns of system use for the communities included.

Use of the Homeless Services System by Veterans

Ending veteran homelessness has been a national priority for over a decade. Federal, state, and local programs have been designed to address homelessness among this population, including prevention and rapid re-housing (RRH) programs, as well as permanent supportive housing (PSH) specifically for veterans. The new LSA reporting platform for collecting HMIS data has detailed information on the ways veterans interact with the homeless services system. This Closer Look explores the way veterans engaged with the homeless services system in 2018 and how that differed by race, ethnicity, program type, and geography.

Nearly two-thirds of sheltered veteran households experienced homelessness for the first time in 2018. They did not cycle in and out of shelters or other parts of the homeless services system. Instead, they had not been in the system at all for at least two years.¹ The large number of veteran households that entered homelessness for the first time suggests that prevention programs that avert a first episode of homelessness should be an important part of communities' approaches to ending veteran homelessness.

Another 21 percent of veteran households in shelter programs were continuously homeless, meaning that they had also been in a shelter program or a program for formerly homeless people on the last day of the previous year. Sixteen percent of veteran households that used a shelter program had left the community's homeless service system during a prior year and then returned in 2018. These patterns of use of the homeless services system were similar for veterans and for all households experiencing sheltered homelessness in the same communities.

More than half of all veteran households experiencing sheltered homelessness were headed by white heads of households who were not Hispanic or Latino, 54 percent. More than a third of veteran households in shelter were headed by black or African American heads of household, 34 percent. Only seven percent were Hispanic or Latino. Programs for formerly homeless people in these communities were somewhat more likely to serve black veterans than their share of sheltered homeless veterans (37% in RRH and 41% in PSH, versus 34% in shelter).

¹ First time homeless is defined as households that have not been in any emergency shelter, safe havens, transitional housing, rapid re-housing, or permanent supportive housing program for at least two years. The household may never have been in a homeless assistance program, but the data only support looking back two years.

EXHIBIT E.1. First-time Homeless Status of Veterans in Shelter Programs

Emergency Shelter, Safe Haven, or Transitional Housing Programs	Percentage of Veteran Households	Percentage of All Households
Experiencing sheltered homelessness for the first time	62.0%	67.3%
Household returned to shelter within 2 years after exiting to permanent, temporary, or unknown destination	15.7%	16.1%
Household was already in shelter at the start of 2018	22.3%	16.5%
All households in shelter at some time during 2018	100.0%	99.9%

EXHIBIT E.2. Race and Ethnicity of First-time Sheltered Veteran Households by Household Type

	In Shelter Programs	In RRH Programs	In PSH Programs
Ethnicity			
Hispanic/Latino	6.8%	7.8%	7.2%
Non-Hispanic/Non-Latino	93.2%	92.2%	92.8%
Race			
White, Non-Hispanic/Non-Latino	54.1%	51.0%	48.5%
White, Hispanic/Latino	5.1%	6.2%	5.6%
Black or African American	33.8%	37.2%	40.7%
American Indian/Alaska Native	2.5%	1.9%	1.5%
Asian or Pacific Islander	1.0%	0.9%	0.8%
Multi-racial	3.5%	2.8%	3.0%

The "household" ethnicity and race is based on the demographics of the head of the veteran household.

Most veteran households that stayed in shelter at any point during the 2018 reporting year also exited shelter during the year (80%), as did those that enrolled in RRH (75%). Not surprisingly, most veteran households that were in PSH at some point during 2018 remained in PSH at the end of the year (86%).

EXHIBIT E.3. Destination at Exit for Veterans by Program Type

Destination of Exit from the Homeless System	Percent of Veteran Households that used a Shelter Program	Percent of Veterans Households Enrolled in RRH	Percent of Veteran Households Enrolled in PSH
Still active on the last day of reporting period	20.3%	24.8%	86.0%
Exited during reporting period	79.7%	75.2%	14.0%
All veteran households	100%	100%	100%
Destination of households that exited			
Exited to own permanent housing	28.5%	72.9%	40.9%
Doubled up with family or friends	13.4%	7.9%	14.4%
Exited to another homeless situation	16.3%	11.0%	6.2%
Exited to an institutional setting	5.3%	2.7%	8.7%
Exited to another temporary (but not homeless) situation	1.70%	0.60%	0.80%
Exited to an unknown destination	34.5%	4.4%	16.4%
All veteran households that exited in 2018	99.7%	99.8%	97.7%

Note 1: Veteran households may have used multiple program types during the reporting year. For example, veteran households that were in shelter at some point during the year may have left shelter for PSH. These exits would be included in the destination information for those leaving shelter programs, and they may also be included in the destinations for veteran households leaving PSH.

Note 2: A small share of veterans died during the reporting period (0.3% of veteran households in shelter, 0.2% of veteran households in RRH, and 2.3% of veteran households in PSH).

Of veteran households that left an RRH or PSH program at some point during the reporting year, many went to their own permanent housing situation. Of veteran households that used a PSH program and then left, 41 percent went to their own permanent housing, which could include another PSH program or permanent housing that they paid for on their own or with the help of a subsidy. A much higher share of veteran households that enrolled in RRH at some point during the year and then left the program went to a permanent destination, 73 percent. Of those, 42 percent went to permanent housing without a subsidy. A higher percentage of the veterans who used a shelter program went from that program to another homeless situation than veteran households that enrolled in RRH at any point during the year (16% versus 11%) or veteran households that enrolled in PSH at any point (16% versus 6%). This shows the stabilizing effect that RRH and PSH may have on veterans experiencing homelessness.

EXHIBIT E.4. Geographic Distribution of Veterans by Program Type

Geography	Veteran Households in Shelter Programs	All Households in Shelter Programs	Veteran Households in RRH	All Households in RRH	Veteran Households in PSH	All Households in PSH
Largely Rural CoC	19.6%	21.6%	27.0%	25.5%	6.6%	9.9%
Largely Suburban CoC	44.9%	43.9%	36.3%	39.2%	54.1%	44.6%
Major City and Other Largely Urban CoC	35.3%	34.5%	36.7%	35.3%	39.3%	45.5%

Note: see Key Terms for the definitions of the geographic categories

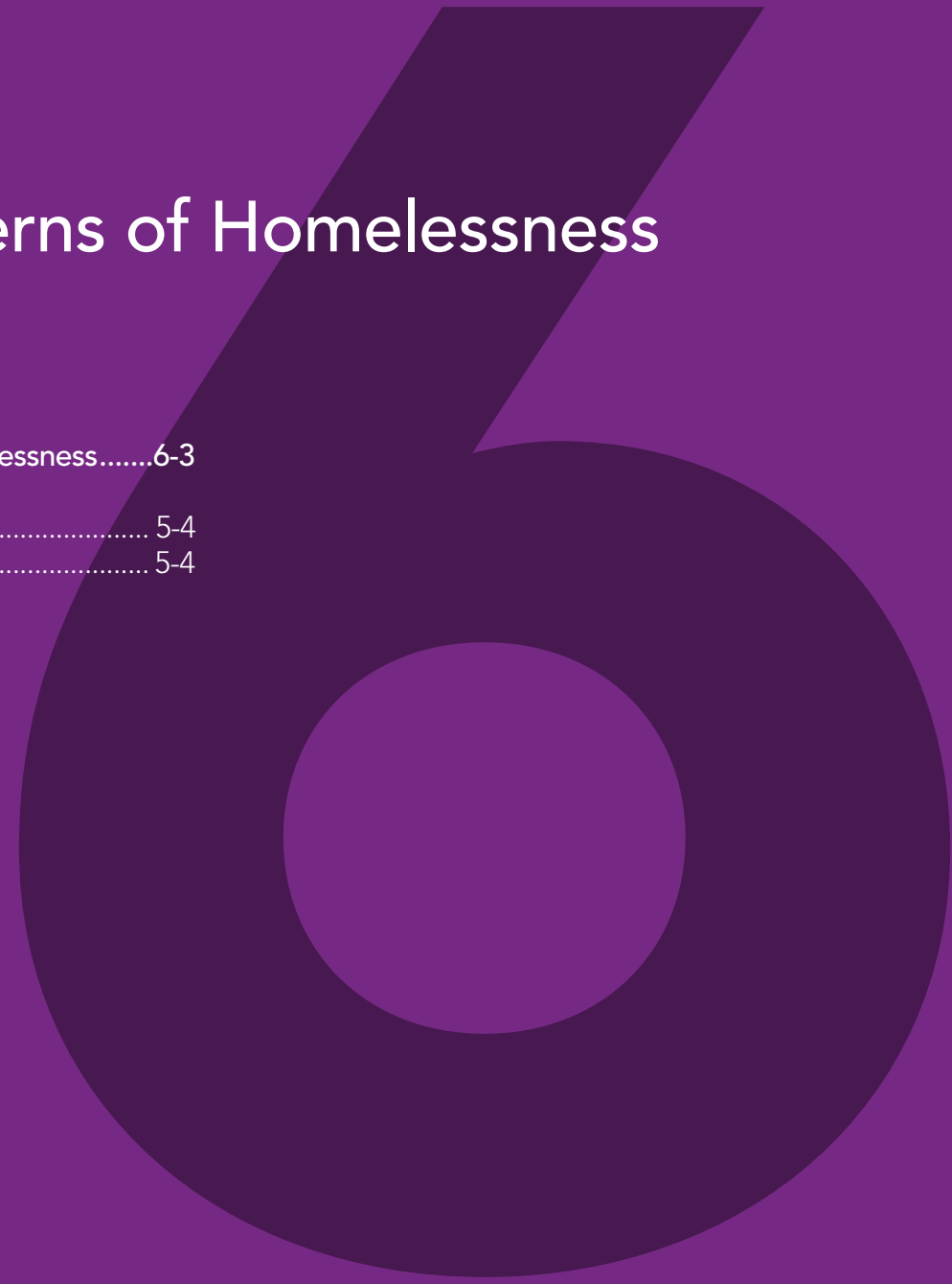
The geographic distribution of veteran households largely mirrored the distribution of all households in programs serving homeless or formally homeless people, with the exception of veterans in permanent supportive housing. In these communities, veterans experiencing sheltered homelessness or enrolled in PSH programs during 2018 were primarily in suburban communities (45% of those in shelter programs and 54% of those in PSH). Roughly a third of veteran households using shelter program were in urban areas, and 20 percent were in rural communities. Comparing veterans to all households served by communities' homeless services systems, a larger share of veteran households were in PSH were in suburban areas (54% of veteran households versus 45% of all households in PSH). Conversely, fewer veteran households in PSH were in urban areas (39% of veteran households versus 46% of all households in PSH).



2018

People with Chronic Patterns of Homelessness IN THE UNITED STATES

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Ethnicity and Race	5-4



2018 People with Chronic Patterns of Homelessness

IN THE UNITED STATES



2018 One-Year Estimates OF PEOPLE WITH CHRONIC PATTERNS OF HOMELESSNESS

These estimates are of people who had chronic patterns of homelessness among all those who used a shelter program during 2018, meaning that they were in an emergency shelter, safe haven, or transitional housing program at some time between September 30, 2017, and September 30, 2018. A chronic pattern of homelessness means the person has a disability and has been homeless for at least one year within the past three years.¹

The estimates are based on a new reporting platform known as the Longitudinal Systems Analysis (LSA) and represent the first time HUD has reported estimates of chronic homelessness for people who were in shelter any time over the course of a year, and not just for those in shelter at a point in time. Unlike the point-in-time estimates, they do not include people experiencing unsheltered homelessness. On the other hand, they take advantage of the system-use data available in HMIS and use data from a three-year period to determine whether a household's pattern of homelessness has been chronic. See About this Report for more information about changes from prior years and more detailed information on the methodology used to produce the estimates.

- 206,981 people who used emergency shelter programs, transitional housing programs, or safe havens between September 30, 2017, and September 30, 2018, had chronic patterns of homelessness.
- More than one of every five adults in adult-only households (21%) had a chronic pattern of homelessness. The rate for people in families was much lower, seven percent.
- Nearly all people with chronic patterns of homelessness were in households with only adults (94%). The remainder of this chapter will focus on these 194,304 individuals.

¹ The criteria for at least one year of homelessness can be met either continuously or by at least four episodes of homelessness a year or more. The three-year timeframe over which this length of time is evaluated varies for each person, as it begins three years prior to the person's last date active during the 2018 report year. Time spent in transition-housing does not count toward the one year homeless, but time spent in an emergency shelter, safe haven, or in an unsheltered location does count.

EXHIBIT 6.1: One-Year Estimates of Chronic Homelessness among People Using Shelter Programs 2018

	#	% (of all chronic)
All Chronically Homeless People	206,981	100.0%
Chronically Homeless People in Adult-Only Households	194,304	93.9%
Chronically Homeless People in Family Households	13,607	6.6%
Chronically Homeless People in Child-Only Households	430	0.2%

Note 1: Because people can have multiple stays in shelter over the course of a year and stay in different household configurations, a single person can be counted in more than one household type. Due to this overlap, the sum of the number of people by household type is greater than the unique count of people, and the percentages sum over 100.

Note 2: Data on chronic homelessness was available only for heads of households and adults. The number of chronically homeless people reported in this table is a subset of all heads of households and adults.


KEY TERM

The **Longitudinal Systems Analysis (LSA)** is a new reporting platform introduced in 2018 and is used by all communities to report data from the Homeless Management Information Systems (HMIS) to HUD. It is a fundamentally different reporting platform than used for previous AHAR reports. The data submitted to HUD through the LSA provides far more detail on the characteristics of and system use by people experiencing homelessness in communities across the country.

2018 CHARACTERISTICS OF PEOPLE WITH CHRONIC PATTERNS OF HOMELESSNESS

Gender and Age

- People with chronic patterns of homelessness were older than people in all households with only adults. Thirty percent of people in chronically homeless households were elderly or near elderly – age 55 or older – and 58 percent were age 45 or older. By comparison, only a quarter of all people in adult-only households were elderly or near elderly, and just under half were age 45 or older (49%).
- The gender of heads of chronically homeless adult-only households mirrored that of all adult-only households. In both cases, nearly 7 in 10 were men, and 3 in 10 were women.



Household Composition of Chronically Homeless

Thirty percent of people in chronically homeless households were elderly or near elderly – age 55 or older – compared to 25 percent of people in adult-only households.




EXHIBIT 6.2: Gender and Age of People in Shelter with Chronic Patterns of Homelessness
2018^a

	Sheltered Adults with Chronic Patterns of Homelessness	All Sheltered Adults
Gender of Heads of Households		
Male	66.8%	69.3%
Female	32.6%	30.2%
Age of All People in the Household		
18-24	5.7%	10.4%
25-34	16.2%	20.3%
35-44	20.0%	20.4%
45-54	27.8%	24.0%
55-64	24.8%	19.9%
65 and Older	5.4%	5.0%

^aData on characteristics excludes people for whom the characteristic is missing/unknown.
^b0.5 percent of heads of chronically homeless households identified as transgender and 0.1 percent identified as gender non-conforming.

2018 CHARACTERISTICS

OF FAMILIES WITH CHILDREN EXPERIENCING SHELTERED HOMELESSNESS

Ethnicity and Race

- A slightly higher percentage of adults with chronic patterns of homelessness were white, 45 percent, compared with all heads of adult-only households, 42 percent.
- Fewer heads of adult-only households with chronic patterns of homelessness were black or African American compared with heads of all adult-only households (38% vs. 42%).
- The ethnicity of chronically homeless heads of adult-only adults was similar to that of all heads of adult-only households, with 12 percent identifying as Hispanic or Latino among both groups.

EXHIBIT 6.3: Race and Ethnicity of People in Shelters with Chronic Patterns of Homelessness
2018

	Chronically Homeless Adult-Only Households	All Adult Only Households
Ethnicity of Chronically Homeless Heads of Households		
Hispanic/Latino	12.4%	11.8%
Non-Hispanic/Non-Latino	87.4%	88.2%
Race of Chronically Homeless Heads of Households		
White, Non-Hispanic/Non-Latino	44.6%	42.1%
White, Hispanic/Latino	8.4%	8.0%
Black or African American	38.1%	42.0%
Other One Race	3.7%	4.2%
Multiple Races	5.1%	3.7%



2018 Formerly Homeless People in PSH IN THE UNITED STATES

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2018 Formerly Homeless People in PSH

IN THE UNITED STATES



Differences from One-Year Estimates in Prior Reports

2018 Estimates	Prior Reports
Reporting period begins on September 30th and ends the following September 30th	Reporting period began on October 1st and ended on the following September 30th
Most characteristics are reported based on the head of household	Most characteristics were reported for all people in the household
Sheltered homelessness includes estimates of both people and households residing in permanent supportive housing	Did not include estimates of households but only of people
Age Categories: • Under age 18 • 18-24 • 25-34 • 35-44 • 45-54 • 55-64 • 65 and older	Age Categories: • Under age 18 • 18-24 • 25-30 • 31-50 • 51 - 61 • 62 and older
Length of Stay: • Up to 3 months • 3-6 months • 6-12 months • 12-24 months • 25 – 36 months • 37-48 months • 49-60 months • 5-7 years	Length of Stay: • 1 year or less • 1-2 years • 2-5 years • 5 years or more
Disability Status Categories: • Disabled • Not Disabled • Disability Status Unknown	Disability Status Categories: • Disabled • Not Disabled
Domestic Violence (DV) Status Categories: • Total DV Survivors - DV Survivors Currently Fleeing - DV Survivors Not Currently Fleeing - DV Survivors with Unknown Fleeing Status • Not DV Survivors • Unknown DV Status	Did not include estimates of people living in PSH who were DV survivors
Veteran Status Categories: • Veteran • Not a veteran • Veteran status unknown	Veteran Status Categories: • Veteran Individuals • Veterans in Families

2018 One-Year Estimates

OF FORMERLY HOMELESS PEOPLE IN PERMANENT SUPPORTIVE HOUSING

Permanent Supportive Housing (PSH) programs are designed to serve people who were homeless and who have disabilities that reduce their ability to maintain housing without additional support. PSH programs provide permanent housing combined with intensive supportive services to stabilize formerly homeless people in housing. PSH has been an important priority for HUD for many years. The number of beds in PSH increased by 92 percent between 2007 and 2018, and this includes the substantial increased investment in HUD-Veterans Affairs Supportive Housing (VASH) program beds.

The estimates in this chapter are of people residing in PSH at some time during 2018, meaning that they used a PSH program any time from September 30, 2017, through September 30, 2018. People housed in PSH are not considered homeless, unlike people in shelter programs (emergency shelter, safe haven, or transitional housing programs). However, because of limitations in the LSA data collected, the 2018 estimates for PSH include both formerly homeless people housed in PSH and homeless people enrolled in PSH and awaiting placement into permanent housing.¹ Through improvements to the LSA, HUD expects that future editions of the AHAR will specifically report on formerly homeless people housed in PSH.

¹ People enrolled in PSH and awaiting placement may have been concurrently staying in shelter and captured in the estimates of sheltered homelessness.

KEY TERMS

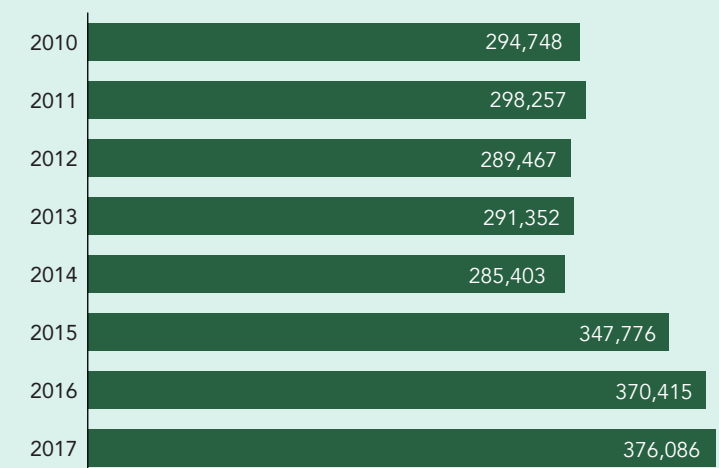
The **Longitudinal Systems Analysis (LSA)** is a new reporting platform introduced in 2018 and is used by all communities to report data from the Homeless Management Information Systems (HMIS) to HUD. It is a fundamentally different reporting platform than used for previous AHAR reports. The data submitted to HUD through the LSA provides far more detail on the characteristics of and system use by people experiencing homelessness in communities across the country.



The impact of a new reporting platform

While the data in this chapter show that the number of people served by PSH programs over the course of a year is of the same order of magnitude as those reported in recent years, the new LSA reporting platform and related changes in the way in which the data are collected and used to create national estimates complicate the interpretation of trends over time. Comparisons of any of the estimates in this chapter to previous AHARs are discouraged, as changes could be attributable to many different factors (see the commentary in About This Report). In particular, the 2018 PSH estimates include both formerly homeless people housed in PSH and homeless people enrolled in PSH and awaiting placement into permanent housing. HUD expects to use the 2019 estimates as the new baseline for reporting trends in the number of people in PSH during a one-year period.

EXHIBIT 7.1: Estimates of People Residing in Permanent Supportive Housing Using Previous Methodology 2010-2017



2018 ESTIMATES

FORMERLY HOMELESS PEOPLE IN PERMANENT SUPPORTIVE HOUSING

2018 One-Year Estimates (continued)

The estimates are based on a new reporting platform known as the Longitudinal Systems Analysis (LSA). The LSA was introduced in 2018 and is used by all communities to report data from their Homeless Management Information Systems (HMIS) to HUD. It is a fundamentally different reporting platform than used for previous AHAR reports. The data submitted to HUD through the LSA provides far more detail on the characteristics of and system use by people experiencing homelessness and formerly homeless people in permanent housing programs in communities across the country. One key difference this year in the way data on people residing in PSH are being reported is the unit of analysis. In prior AHAR reports, information was presented for all people, and demographic characteristics were described at the person-level. This year, data on the demographic characteristics of people in PSH generally is reported based on the head of household. See About this Report for more information about changes from prior years. See the AHAR Methodology Report for detailed information on the methodology used to produce the estimates.

- An estimated 396,072 people lived in PSH programs in 2018.
- Two-thirds of people in PSH were people in adult-only households (66%). The remaining third were people in families with children.²

² The number of people in child-only households served by PSH programs is unknown and not included in the overall PSH estimates. None of the participating PSH projects in communities submitting high-quality LSA data served child-only households. If any of the non-participating PSH projects did serve these households, it is likely that the number would be very small. Only 0.1 percent of the PSH inventory was dedicated to child-only households.

EXHIBIT 7.2: One-Year Estimates of People Living in Permanent Supportive Housing

2018

	#	%
All People	396,072	100.0%
People in Adult-Only Households	259,691	65.6%
People in Families with Children	136,650	34.5%

The number of people in child-only households served by PSH programs is unknown and not included in the overall PSH estimates. None of the participating PSH projects in communities submitting high-quality LSA data served child-only households. If any of the non-participating PSH projects did serve these households, it is likely that the number would be very small. Only 0.1 percent of the PSH inventory was dedicated to child-only households.

2018 CHARACTERISTICS

FORMERLY HOMELESS PEOPLE IN PERMANENT SUPPORTIVE HOUSING

Gender and Age

Comparing people living in PSH with people experiencing sheltered homelessness can shed light on the extent to which PSH is targeted to a population with greater needs, as intended.

- People living in PSH were older than people staying in shelters. Nearly one-third of PSH residents were age 55 years or older (32%), double the share of people staying in shelter programs who were in that age group (16%).
- Only about a third of PSH residents were under the age of 35 (35%), compared with half of the people staying in shelters
- The gender distribution of heads of households in PSH was similar to that of heads of households in sheltered locations, with more men in both PSH and shelter programs (63% and 61% than women (37% women in PSH and 39% women in shelter programs).

Ethnicity and Race

- A smaller share of heads of households in PSH identified as Hispanic/Latino (9%) than did heads of households in shelters or transitional housing programs (13%).
- Black or African American heads of households and white, non-Hispanic heads of households each made up roughly forty percent of PSH residents, similar to their representation in shelter programs.,

EXHIBIT 7.3: Age and Gender of People Living in Permanent Supportive Housing and Staying in Shelters

2018^a

	PSH Residents	People in Shelters
Ages of All People in the Household		
Under age 18	20.3%	22.8%
18-24	4.5%	9.3%
25-34	10.2%	18.8%
35-44	13.0%	16.3%
45-54	20.2%	16.5%
55-64	25.6%	13.0%
65 and Older	6.2%	3.3%
Gender of Heads of Households^b		
Male	62.8%	60.8%
Female	36.8%	38.7%

^a Data on characteristics excludes people for whom the characteristic is missing/unknown.

^b 0.4 percent of heads of households living in PSH identified as transgender. 0.0 percent identified as gender non-conforming

EXHIBIT 7.4: Race and Ethnicity of People Living in Permanent Supportive Housing and Staying in Shelters

2018^a

	Households in PSH	Sheltered Households
Ethnicity of Heads of Households		
Hispanic/Latino	9.1%	13.0%
Non-Hispanic/Non-Latino	90.9%	87.0%
Race of Heads of Households		
White, Non-Hispanic/Non-Latino	44.7%	40.0%
White, Hispanic/Latino	6.6%	9.0%
Black or African American	41.2%	42.9%
Other One Race	3.7%	4.1%
Multiple Races	3.7%	3.9%

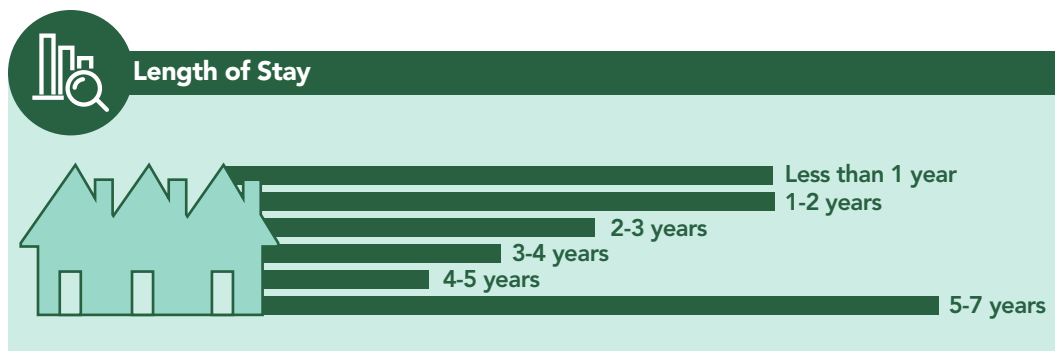
^a Data on characteristics excludes people for whom the characteristic is missing/unknown.

2018 CHARACTERISTICS

VETERANS LIVING IN HUD-VASH

Length of Stay

- A majority of households living in PSH during 2018, 55 percent, had been there for two years or more, and a full quarter had been in PSH for between five and seven years.
- Approximately a fifth of households in PSH (19%) had been there for one year or less.



Additional Characteristics of Residents of Permanent Supportive Housing

This section reports some additional characteristics of heads of households and other adults residing in PSH in 2018: their veteran status, whether or not they were fleeing domestic violence, and whether or not they reported a disability.

The estimates on survivors of domestic violence are based only on PSH programs permitted by law to report data to the HMIS, which generally does not include organizations designated as victim service providers.

- Disabling conditions are a prerequisite for entry into PSH, and most heads of households and other adults in PSH had a disability in 2018 (85%). This was much higher than the rate of disability for heads of households and other adults staying in shelters (49%).
- Veterans accounted for 27 percent of adults in PSH, compared with 10 percent of adults in sheltered locations. This includes veterans in permanent supportive housing provided through the HUD-VASH program.
- One in every five adults in PSH was a survivor of domestic violence, and 3 percent were fleeing their abuser at the time they were in PSH.

EXHIBIT 7.5: Length of Stay of Households Living in PSH Programs
2018

Length of Stay	#	%
Up to 3 months	11,529	4.0%
3-6 months	13,759	4.8%
6-12 months	29,902	10.4%
12-24 months	55,351	19.3%
25 – 36 months	37,518	13.0%
37 – 48 months	27,766	9.7%
49 – 60 months	20,609	7.2%
5 – 7 years	71,770	25.0%

EXHIBIT 7.6: Additional Characteristics of Residents of Permanent Supportive Housing
2018

	#	%
Veteran Status of Heads of Households and Adults		
Veteran	85,672	27.4%
Non-Veteran	224,590	71.8%
Unknown	2,341	0.7%
Domestic Violence Survivor Status of Heads of Households and Adults		
Total DV Survivors	62,032	19.7%
DV Survivors Currently Fleeing	9,482	3.0%
DV Survivors Not Currently Fleeing	43,005	13.7%
DV Survivors with Unknown Fleeing Status	9,545	3.0%
Not DV Survivors	234,900	74.6%
Unknown DV Status	17,913	5.7%
Disability Status of Heads of Households and Adults		
Disabled	266,976	84.8%
Not Disabled	42,049	13.4%
Disability Status Unknown	5,820	1.8%

2018 CHARACTERISTICS VETERANS LIVING IN HUD-VASH

Veterans in HUD-Veterans Affairs Supportive Housing (HUD-VASH) Programs using Housing Subsidies

The HUD-Veterans Affairs Supportive Housing program for formerly homeless veterans (HUD-VASH) is a PSH program that combines rental assistance with case management and clinical services for veterans and their families. HUD provides the rental assistance through the Housing Choice Voucher (HCV) program. The Department of Veterans Affairs (VA) provides case management and clinical services through VA medical centers (VAMCs) and community-based outpatient clinics (CBOCs).

The VA's Homeless Operations Management and Evaluation System (HOMES) provides information about veterans who use HUD-VASH. The VAMCs and CBOCs that administer the HUD-VASH program are required to report data into HOMES; however, they are not required to enter data into HMIS. Although data from HOMES are similar to HMIS data in some respects, the data elements are sufficiently different that the information reported below on veterans in HUD-VASH cannot be compared directly to the HMIS-based information on veterans in other permanent supportive housing units. The HUD-VASH numbers reported below do not include veterans who were receiving case management and had not yet moved into a housing unit supported by a voucher rental subsidy.

As of the end of the 2018 fiscal year (FY), 142,005 veterans had been housed with a housing subsidy through the HUD-VASH program at some point since the program underwent significant expansion in 2008. Between FY 2017 and FY 2018, the program housed 58,082 veterans. As of September 2019, 78,226 HUD-VASH vouchers were currently under lease.

HOMES data and HMIS data

- HOMES provides data from the VA's system of care for veterans experiencing homelessness. Submission of data is mandatory for VAMCs and CBOCs. HMIS provides data from the Continuums of Care that serve a broad population of people experiencing homelessness, including veterans. Participation in HMIS is mandatory for grantees of HUD homeless assistance programs but not for all providers of permanent supportive housing. PHAs that provide HUD-VASH or other housing assistance to people experiencing homelessness are not required to participate in HMIS, although some do.
- Data elements, definitions, and guidelines differ between HOMES and HMIS.
- Both HOMES and HMIS data cover veterans using programs at any time during a year.

EXHIBIT 7.7: Characteristics of Veterans using HUD-VASH Housing Subsidies
2016-2018

Characteristic	% Veterans in HUD-VASH		
	2016	2017	2018
Gender			
Male	86.8%	86.7%	86.8%
Female	13.2%	13.2%	13.2%
Ethnicity			
Hispanic /Latino	7.2%	7.6%	7.8%
Non-Hispanic /Non-Latino	92.8%	92.5%	92.2%
Race			
White	50.0%	50.6%	50.8%
Black or African American	46.4%	45.7%	45.1%
Other one race	3.5%	3.8%	4.1%
Age			
18 to 30	4.8%	3.9%	3.6%
31 to 50	25.0%	24.5%	24.2%
51 to 61	46.7%	43.2%	41.6%
62 and older	23.5%	28.4%	30.5%
Destination at Exit^a			
Homeless	5.7%	3.0%	2.7%
Housing ^b	73.2%	79.9%	80.3%
Institutional settings ^c	6.5%	8.0%	7.9%
Other settings ^d	14.6%	9.1%	9.1%

Source: Homeless Operations Management Evaluation System (HOMES) data

^a Destination is only calculated for veterans who left the program, which is a small proportion of the total veterans described in the other characteristics.

^b Housing includes a number of situations, including owned and rented housing that may be subsidized or not subsidized and permanent or temporary (such as staying with family or friends).

^c Institutional Settings include psychiatric facilities, non-psychiatric hospitals, correctional facilities, and non-VA residential treatment programs.

^d For destination at exit, unknown destinations are included in "other" settings.

2018 CHARACTERISTICS

VETERANS LIVING IN HUD-VASH

Exhibit 7.6 shows the characteristics of veterans using HUD-VASH vouchers at some point during the 2018 fiscal year and shows how those characteristics changed between FY 2017 and FY 2018. Most veterans using HUD-VASH vouchers in 2018 were men, 87 percent.³ In 2018, just over half of veterans using HUD-VASH vouchers (51%) identified themselves as white, 45 percent as black or African American, and 4 percent as some other race. When asked about their ethnicity, 8 percent identified themselves as Hispanic or Latino of any race. Veterans using HUD-VASH housing vouchers typically were between ages 51 and 61 (42%), with about a quarter ages 31 to 50 (24%), about a third (31%) age 62 or older, and very few (4%) between 18 and 30. Veterans using HUD-VASH vouchers in 2018 are slightly older than were those in 2017. Four of every five veterans who left the HUD-VASH program in 2018 (80%) went to another housing situation (which could be either permanent or temporary), 8 percent went to an institutional setting, 3 percent became homeless, and 9 percent were reported as going to other or unknown settings.



³ The information is based on the veteran in the household, excluding other household members who may be in the HUD-VASH unit.

Using HMIS Data to Measure System Performance

Measure: Length of time people remain in emergency shelter, safe havens or transitional housing F-3

Measure: The percentage of people who exit programs designed for people currently experiencing homelessness who left for permanent destinations F-5

Measure: Employment and income growth for people experiencing homelessness in HUD-funded CoC Program projects F-6

Measure: Returns to homelessness after exiting to permanent housing F-6

Taken Together, the System Performance Measures Provide a Picture of Community Performance F-6

System Performance Measurement (SPM) data can provide a view of how homeless service systems are performing across the country.

These data should not be compared with information presented in other sections of this report. The data quality review process applied to the LSA data and the weighting for non-response used to derive nationally representative estimates of the number of people experiencing homelessness and their characteristics were not applied to the SPM data used in this section. Therefore, these estimates provide only a general understanding of performance nationally.

Using HMIS Data to Measure System Performance

In addition to being the source of the LSA data used in AHAR reports, HMIS data enable Continuums of Care (CoCs) to measure their system-wide performance on ending homelessness. Since 2015, CoCs have been reporting performance to HUD annually, in a data reporting activity separate from those supporting the AHAR. System Performance Measurement (SPM) data can provide a view of how homeless service systems are performing across the country. This section provides information on four of seven measures specified by HUD: (1) the length of time people remain homeless, (2) the percentage of people who exit homelessness for permanent housing destinations (successful housing placements), (3) employment and income growth for people experiencing homelessness, and (4) the extent to which people who exit homelessness to permanent housing destinations subsequently return to the homeless services system.¹

Measure: Length of time people remain in emergency shelter, safe havens, or transitional housing²

CoCs report data on the average amount of time people use emergency shelter, safe haven, and transitional housing programs.³ Each person's length of time includes all days recorded in these project types within the reporting year, as well as any contiguous periods people spent in these programs immediately prior to the start of

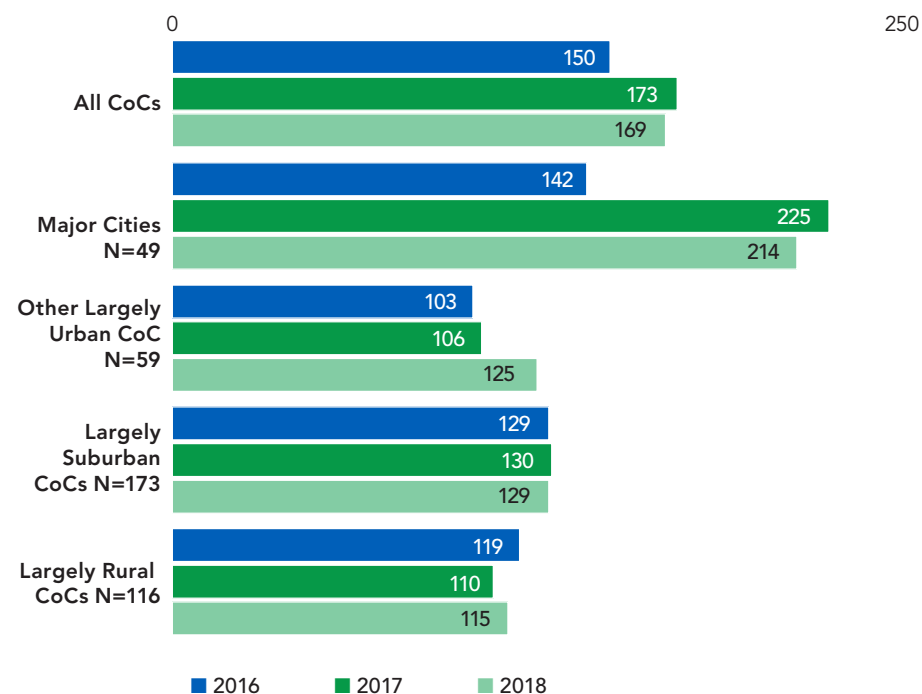
¹ The seven measures are: length of time people remain homeless; successful housing placement; the extent to which people who exit homelessness to permanent housing destinations subsequently return to the homeless services system; number of homeless people; jobs and income growth for homeless people in CoC Program-funded projects; and number of people who become homeless for the first time. More complete explanations about these measures and the methodology for producing them can be found in: <https://files.hudexchange.info/resources/documents/System-Performance-Measures-HMIS-Programming-Specifications.pdf>.

² Data for these measures are calculated differently depending on the measure and how the data are reported to HUD on the SPM. For length of time homeless, averages in any category analyzed were calculated by multiplying: a) the Point In Time count of sheltered and unsheltered people within each CoC by b) the CoC's average length of stay from the HMIS-based SPM, and then c) dividing the sum of all CoC's calculated days homeless by the national PIT count for each category analyzed to derive a weighted average length of time homeless for each year. For successful exits, averages in any category analyzed were calculated by dividing the total number of people in the success cohort by the total universe of people exiting in the reporting year. For returns to homelessness, averages in any category analyzed were calculated by dividing the total number of people returning to homelessness by the total number exited from homeless programs to permanent housing destinations in the reporting year.

³ There are very few safe haven programs in the country, so the SPM report groups emergency shelters and safe havens together. In the remainder of this chapter, the combined category is referred to as 'emergency shelter' or ES.

the report year.⁴ In 2018, the average length of stay reported by CoCs for people in their communities using emergency shelter and transitional housing programs was 168 days.

EXHIBIT F.1: Average Lengths of Time Homeless (in Days) in Emergency Shelter and Transitional Housing by Geographic Category 2016, 2017 and 2018⁵



Note: see Key Terms for the definitions of the geographic categories.

The geographic category that is composed of other largely urban CoCs reported the shortest average lengths of times in emergency shelter and transitional housing in 2016 and 2017. Largely rural CoCs reported the shortest average lengths of times in 2018. Major cities reported the longest stays.

⁴ These estimates are for people still in programs at the end of the reporting period as well as for those who have exited and, therefore, may underestimate total average lengths of stay. At the same time, missing exit dates may result in overestimates of lengths of stay for some people.

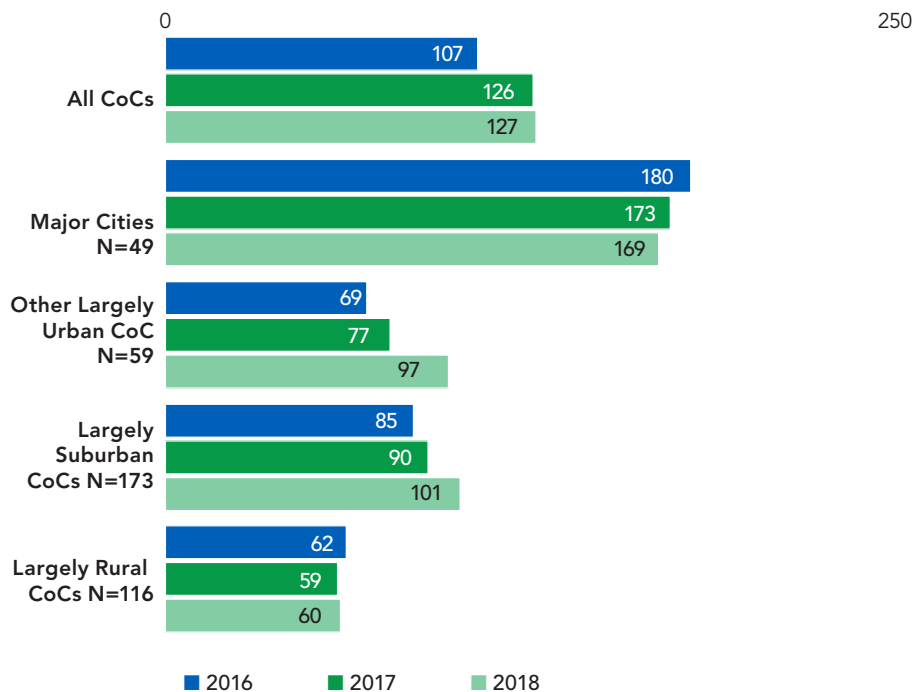
⁵ There may be slight differences in the Ns for regional and geographical categories year to year due to data completeness and CoC mergers.

Transitional housing programs are not designed to be emergency responses to homelessness and are intended to serve people for longer periods than emergency shelters. Removing transitional housing reduces the average lengths of time homeless. Looking only at stays in emergency shelter, the average length of time homeless was 127 days.

The geographic category that is composed of largely rural CoCs reported the shortest average lengths of times in emergency shelter in 2016, 2017 and 2018. Major cities reported the longest stays in shelter programs.

Further analysis of average lengths of time in sheltered homelessness by region of the country shows a wide variation in length of time in shelter programs. The

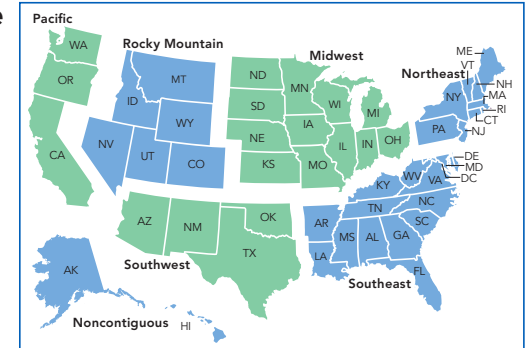
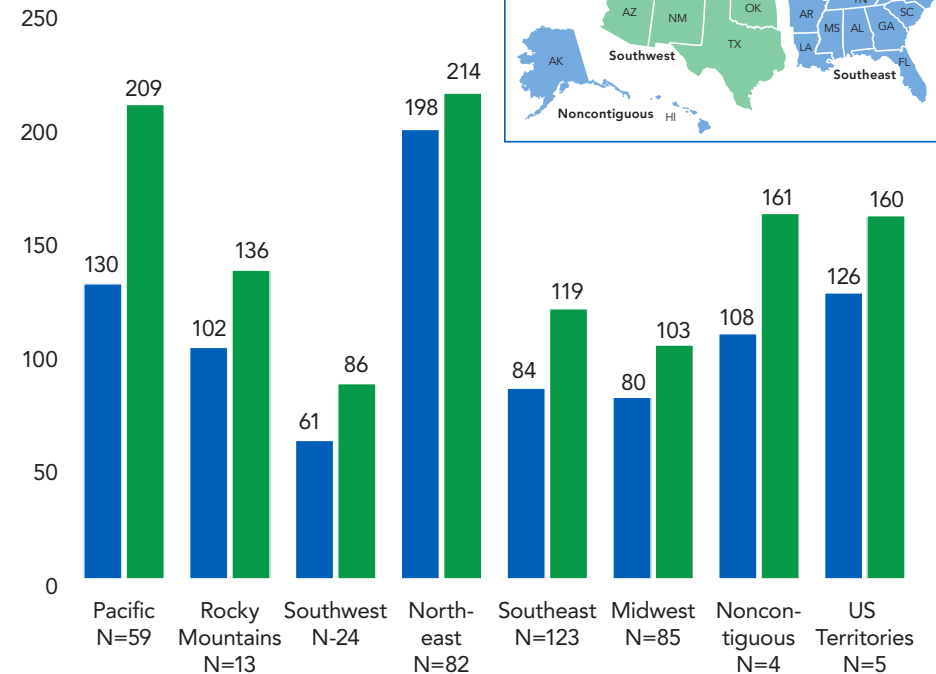
EXHIBIT F.2: Average Lengths of Time Homeless (in Days) in Emergency Shelter by Geographic Category 2016, 2017 and 2018



Note: see Key Terms for the definitions of the geographic categories.

Northeast had the longest average time homeless in both emergency shelters, at 198 days, and in emergency shelters and transitional housing combined, at 214 days. The Southwest had the shortest average length of time homeless in both emergency shelter, at 61 days, and emergency shelter and transitional housing, at 86 days.

EXHIBIT F.3: Average Length of Time Homeless (in Days) in Emergency Shelter and Emergency Shelter and Transitional Housing by Geographic Region 2018



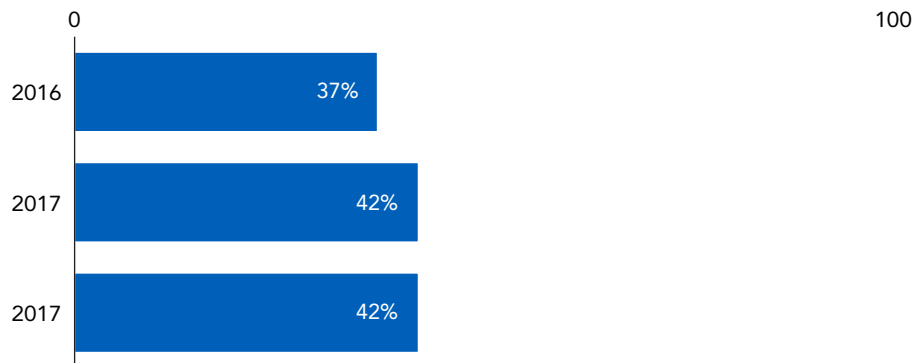
Measure: The percentage of people who exit programs designed for people currently experiencing homelessness who left for permanent destinations

Another key system performance measure is the percentage of people who exit emergency shelter, safe havens, or transitional housing to permanent housing -- rather than temporary or unknown destinations. Permanent housing placements can include permanent supportive housing, rapid re-housing, subsidized housing, and other permanent situations.⁶

- In 2018, CoCs reported that an average of 42 percent of people served exited to permanent housing destinations.
- There was considerable range across CoCs. The average percentage of people with successful exits ranged from three percent in the CoC with the lowest rate of exits to permanent destinations to 100 percent in the CoC with the highest rate.⁷
- Largely rural and largely suburban CoCs reported percentages of successful exits that were higher than those in the urban CoC categories.

The regions with the highest rates of successful exits were U.S Territories, with 51 percent of exits to permanent housing, followed by the Northeast, with 46 percent of

EXHIBIT F.4: National Average Percent of Successful Exits by Year
2016, 2017 and 2018



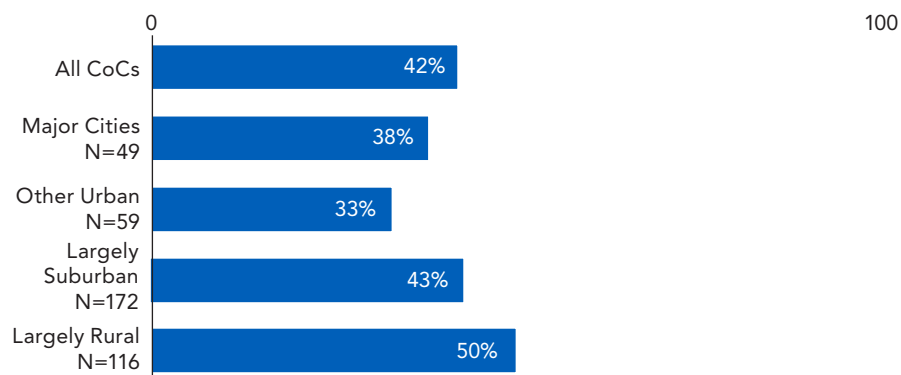
⁶ This measure is affected by HMIS coverage, since an exit is measured when there is a gap in enrollment, which could be an artifact of missing data rather than a true exit. Such exits would be considered exits to unknown destinations and would result in an underestimate of successful placements.

⁷ These rates may be distorted by very small universes numbers of people existing programs in a particular CoC.

exits to permanent housing. The lowest rates of successful exits were in the Rocky Mountains and the Southwest, with 35 percent of exits to permanent housing.

EXHIBIT F.5: Average Percent of People with Successful Exits to Permanent Destinations by Geographic Category

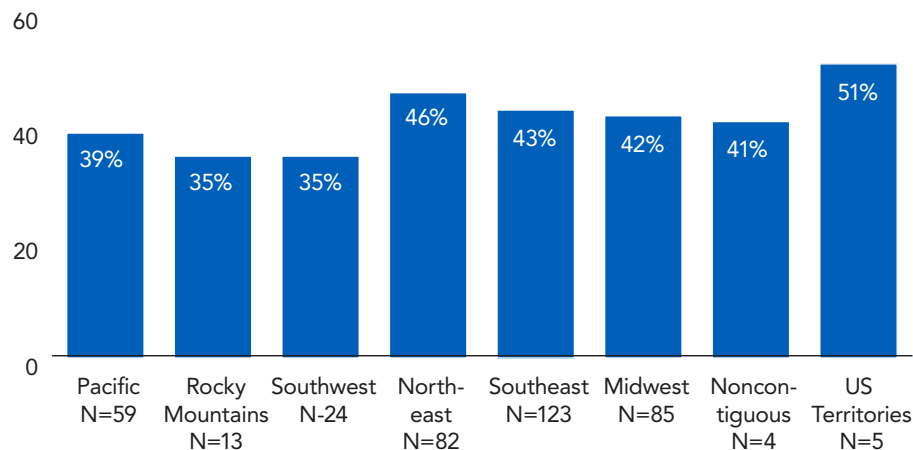
2018



Note: see Key Terms for the definitions of the geographic categories.

EXHIBIT F.6: Average Percent of People with Successful Exits to Permanent Destinations by Geographic Region

2018



Measure: Employment and income growth for people experiencing homelessness in HUD-funded CoC Program projects

Another key measure of how well a system is performing is whether people are being connected to income and employment opportunities. This measure reports the percentage of people served in HUD-funded CoC Program projects who increased their earned income or non-earned cash income over the course of the reporting year. In 2018, more than one-third of people who left the homeless services system increased their income in some way. Seventeen percent increased their income through employment and 19 percent increased their income through connection to non-cash benefits.

CoCs with one of the 50 largest cities (major cities) had the highest percentage of people leaving the system with increased income (37%), and the largest percentage of people with increased non-employment cash income (23%). Largely rural areas

EXHIBIT F.7: Income Growth among People Leaving CoC Program Projects by Geographic Category and Region

	% Total leavers increased earned income	% Total leavers increased earned income	% Total leavers increased total income
Total	17.0%	19.4%	33.5%
Geographic Category			
Major City CoCs N=49	10%	10%	11%
Other Largely Urban CoCs N=59	11%	10%	11%
Largely Suburban CoCs N=172	9%	9%	9%
Largely Rural CoCs N=116	7%	8%	8%
U.S. Region			
Midwest	18.1%	17.8%	33.1%
Noncontiguous	19.5%	20.5%	35.0%
Northeast	18.3%	28.3%	42.7%
Pacific	16.2%	18.9%	32.1%
Rocky Mountains	19.0%	17.7%	33.8%
Southeast	14.0%	15.2%	26.9%
Southwest	20.2%	22.4%	39.5%
U.S. Territories	12.7%	21.9%	33.2%

had the highest percentages of people leaving the system having increased earned income (19%).

The northeast region of the U.S. reported the largest percentages of people increasing their income over the course of the reporting period (43%). CoCs in the southeast region reported the lowest percentage of increased income (27%).

Measure: Returns to homelessness after exiting to permanent housing

People are considered to have left homelessness if they exited to permanent housing and did not enroll in another shelter program within 15 days of leaving an emergency shelter or transitional housing program. A return to homelessness is defined as an enrollment in a street outreach, emergency shelter, safe haven, transitional housing, or permanent housing project (if the project requires homelessness as a criteria for entering) more than 15 days after exiting emergency shelter or transitional housing to a permanent housing destination. CoCs report returns within 6 months of exit, within 12 months, and within 24 months. Returns within 6 months are considered the most important measure of returns since later returns may not be related to the original episode of homelessness a community's homeless services system aimed to resolve. For this reason, this section focuses on returns within 6 months of program exit.

- In 2018, communities reported that 9 percent of people who left shelter programs for permanent destinations returned within six months.
- The percentages became only somewhat higher over time, with an average of 13 percent returning within 12 months and 19 percent returning within 24 months.
- Major cities and largely urban CoCs reported higher rates of returns to homelessness than largely rural and largely suburban CoCs. This was true in 2016, 2017, and 2018.

Examining returns to homelessness within six months by region for 2018, the Rocky Mountains had the highest rate of return, at 12 percent, while the noncontiguous states (Alaska and Hawaii) had the lowest rate of return, at 7 percent.

Taken Together, the System Performance Measures Provide a Picture of Community Performance

When reviewing the System Performance Measures, it is important to remember that the measures are interrelated and should be viewed together to fully understand the picture of performance. This can be illustrated by viewing regional

EXHIBIT F.8: Average Percent Returns to Homelessness after Exiting to Permanent Housing by Geographic Category

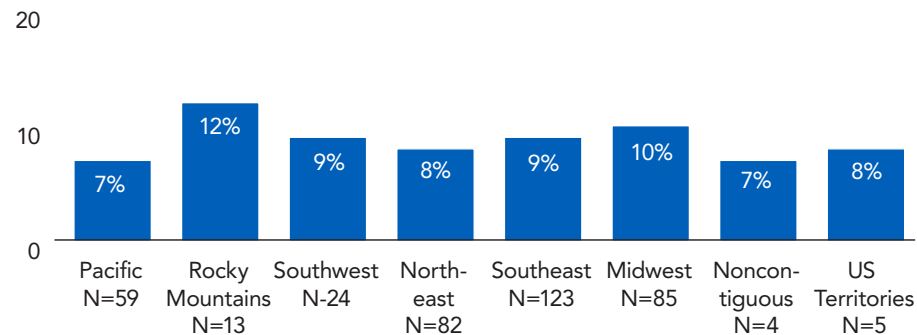
2016-2018

	Percentage returning within 6 months 2016	Percentage returning within 6 months 2017	Percentage returning within 6 months 2018
All CoCs	10%	9%	9%
Major City CoCs N=49	10%	10%	11%
Other Largely Urban CoCs N=59	11%	10%	11%
Largely Suburban CoCs N=172	9%	9%	9%
Largely Rural CoCs N=116	7%	8%	8%

Note: see Key Terms for the definitions of the geographic categories.

EXHIBIT F.9: Average Percent Returns to Homelessness within Six Months after Exiting to Permanent Housing by Region

2018

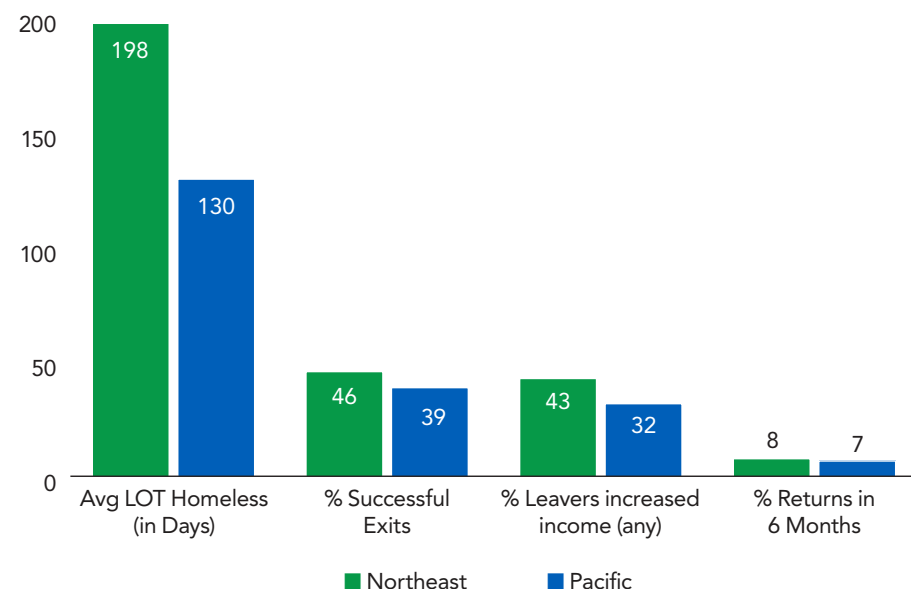


performance on the three measures.

Comparing the Pacific and the Northeast's performance in 2018, there is a notably longer length of stay in shelter programs for those experiencing homelessness in the Northeast, which had the longest average length of stay in emergency shelter at 198 days, while in the Pacific, the average length of stay was just 130 days. Taken on its own, it may seem that the CoCs in the Pacific were more effective at moving people out of the shelter and into housing quickly. However, while CoCs in the Pacific region had shorter average lengths of time homeless, they also had

EXHIBIT F.10: Regional Performance for Selected System Performance Measures

2018



lower rates of exits to permanent housing than CoCs in the Northeast, and lower percentages of people leaving the system having increased their income either through earned income or non-cash benefits. The two regions had similar rates of returns to homelessness within six months of exit. Together, these data elements provide a richer picture of community performance, which can help CoCs to evaluate their performance and improvement goals. Communities are encouraged to review measures together to more comprehensively evaluate the factors that contribute to homelessness. Reviewing progress on all the measures is important to help communities make informed decisions about community needs and how best to target resources.

As annual collection of SPM data continues, performance data will provide more opportunity to understand local and national trends, and observe the results of targeted efforts to improve system performance.





The U.S. Department of
Housing and Urban Development
OFFICE OF COMMUNITY PLANNING AND DEVELOPMENT