

2018

# STATE OF HOUSING INSTABILITY & HOMELESSNESS

CHARLOTTE-MECKLENBURG

RELEASED AUGUST 2018

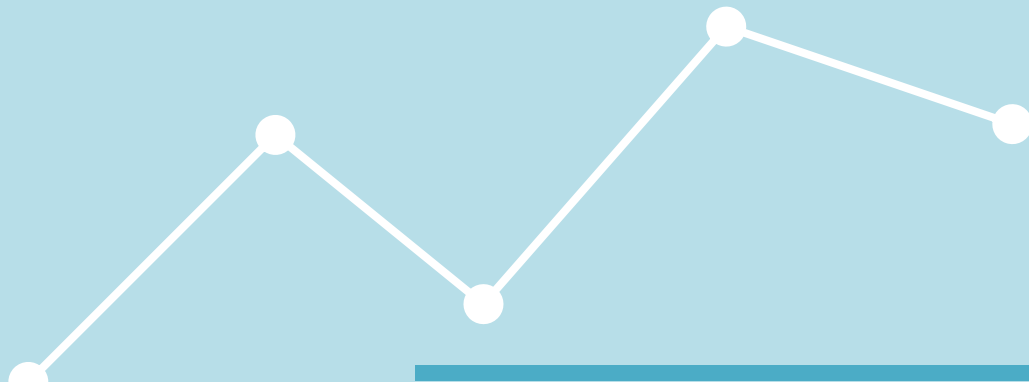
**PREPARED BY**

UNC Charlotte Urban Institute

**FUNDED BY**

Mecklenburg County Community Support Services

# CHARLOTTE-MECKLENBURG'S ANNUAL DATA REPORT ON HOUSING AND HOMELESSNESS



FUNDING PROVIDED BY

Mecklenburg County Community Support Services



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# ABOUT

The 2018 Housing Instability & Homelessness Report Series is a collection of local reports designed to better equip our community to make data-informed decisions around housing instability and homelessness. Utilizing local data and research, these reports are designed to provide informative and actionable research to providers, funders, public officials and the media as well as the general population.

There are three key reporting areas that, together, comprise the 2018 series of reports for community stakeholders. The three areas include:

## 1. STATE OF HOUSING INSTABILITY AND HOMELESSNESS

This new annual report will highlight key data on the state of housing instability and homelessness in Charlotte-Mecklenburg. Data will be presented on Charlotte-Mecklenburg's progress at various points along the housing and homelessness continuum.

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## 2. HOUSING INSTABILITY

An annual report focusing on the characteristics and impact of housing instability in the community. During the 2018 reporting cycle, this report will map the housing instability and homeless services ecosystem, providing details about the landscape of funders, programs, and activities that work to mitigate housing instability.

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## 3. SPOTLIGHT

An annual focus on a trend or specific population within housing instability and homelessness. During the 2018 reporting cycle, this report will focus on children and youth experiencing homelessness in Mecklenburg County.

*The 2018 reporting cycle is completed by the UNC Charlotte Urban Institute. Mecklenburg County Community Support Services provides funding for the report series. A digital copy of this report can be found on the Charlotte-Mecklenburg Housing & Homelessness Dashboard at [www.mecklenburghousingdata.org](http://www.mecklenburghousingdata.org).*

# KEY DEFINITIONS

## Affordable Housing

Housing where a household with annual income between 0% and 120% of area median income does not spend more than 30% of their pre-tax gross annual income on rent and utilities.

## Area Median Income (AMI)

The U.S. Department of Housing and Urban Development estimates the median family income for an area in the current year and adjusts that amount for different family sizes so that family incomes may be expressed as a percentage of the area median income.

## Child Only Households

Households with all members under the age of 18.

## Chronically Homeless

Individual or head of household with a disability who lives in a place not meant for human habitation, safe haven, or emergency shelter; and who has either been continuously homeless for at least 12 months or has experienced at least four episodes of homelessness in the last 3 years where the combined occasions total at least 12 months. Occasions are separated by a break of at least seven nights. Stays in institutions of fewer than 90 days do not constitute a break.

## Complaint in summary ejectment

A legal form that a landlord must complete in order to attempt to formally evict a tenant and regain possession of the premises or unit.

## Continuum of Care (CoC)

The Continuum of Care is a community plan to organize and deliver housing and services to meet the specific needs of people who are homeless as they move to stable housing and maximum self-sufficiency. It includes action steps to end homelessness and prevent a return to homelessness.

## Cost-burdened

Describes when a household spends more than 30% of their gross income on rent and utilities. If a household spends more than 50% of their gross income on rent and utilities, they are considered extremely cost-burdened.

## Emergency / Seasonal Housing (ES)

A facility with the primary purpose of providing temporary shelter for people experiencing homelessness.

## Extremely Low-Income

A household's annual income that does not exceed 30% of the area median income.

## Fair market rent

According to 24 CFR 5.100, Fair Market Rent (FMR) is the rent that would be required to be paid in a particular housing market in order to obtain privately owned, decent, safe and sanitary rental housing of modest (non-luxury) nature with suitable amenities. The FMR includes utilities (except telephone). The U.S. Department of Housing and Urban Development establishes separate FMRs for dwelling units of varying sizes (number of bedrooms).

## Fiscal year

Fiscal years vary by agency. The eviction data in this report are based on the North Carolina Court System's fiscal year, which is July 1 to June 30. Data from HMIS are based on HUD's fiscal year, which is October 1 to September 30. McKinney-Vento data are based on the public school year, which runs from August to June.

## Formal eviction

The legal process through which a landlord seeks to regain possession of a leased premises by concluding a tenant's right to occupy the premises.

*These definitions are based on guidelines from the U.S. Department of Housing and Urban Development (HUD).*

# KEY DEFINITIONS CONTD.

## Forced move

A move that is involuntary and may be due to a formal eviction, informal eviction, property foreclosure, property condemnation, or other reason that is not within the tenant's choosing.

## Homeless Management Information System (HMIS)

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 HUD's HMIS Data and Technical Standards.

## Homeownership Rate

The number of owner-occupied units as a percentage of all occupied housing units.

## Households with Adults and Children (Families)

Households that have at least one adult over the age of 18 and one child under the age of 18.

## Households with Adults Only

Households with single adults and adult couples unaccompanied by children under the age of 18.

## Housing Choice Voucher

The federal government's major rental assistance program for assisting very low-income households, the elderly, and those with disabling conditions to afford decent, safe, and sanitary housing in the private market.

## Housing Inventory Count (HIC)

A snapshot of the number of beds and units on one night that are dedicated to persons experiencing homelessness and formerly homeless people.

## Informal Eviction

A process of eviction that happens outside of the court system. It could consist of a landlord telling a tenant they must move or a landlord paying a tenant to move.

## Low-Income

A household's annual income is between 51% and 80% of the area median income.

## Moderate-Income

A household's annual income is between 81% and 120% of the area median income.

## Parenting Youth

Youth (under age 25) who identify as the parent or legal guardian of one or more children who are present with or sleeping in the same place as that youth parent.

## Permanent Supportive Housing (PSH)

Designed to provide housing and supportive services on a long-term basis to formerly homeless people. This is considered a form of permanent housing.

## Point-in-Time Count (PIT)

An unduplicated one-night estimate of both sheltered and unsheltered homeless populations.

## Other Permanent Housing (OPH)

Long-term permanent housing that is not otherwise considered permanent supportive housing or rapid re-housing.

# KEY DEFINITIONS CONTD.

## Rapid Re-Housing (RRH)

A program that provides short- or medium-term (up to 24 months) financial assistance and services to help those experiencing homelessness to be quickly re-housed and stabilized. This is considered a form of permanent housing.

## Rental Lease

A written or oral contract between a landlord and tenant that grants the tenant the right to reside at a premises for a specified period of time and under specific conditions, typically in exchange for an agreed upon periodic payment.

## Renter-Occupied

A renter-occupied unit is a rental unit that is not vacant but is occupied by a tenant.

## Sheltered Homelessness

People who are living in a supervised publicly or privately operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state, or local government programs for low-income individuals.). This definition is used to categorize individuals experiencing homelessness in the PIT Count.

## Street Outreach (SO)

Targeted outreach intervention to people sleeping outside in locations like the street, camps, abandoned buildings, under bridges, and benches. Outreach staff will work to connect individuals with services and permanent housing.

## Tenure

Refers to whether a unit is owner-occupied or renter-occupied. A unit is owner-occupied if the owner or co-owner lives in the unit, even if it is mortgaged or not fully paid off.

## Transitional Housing (TH)

An intervention that provides temporary housing and supportive services for up to 24 months with the intent for the person to move towards permanent housing. This definition is used to categorize individuals experiencing homelessness in the PIT Count.

## VCAP

The online civil case processing system for the North Carolina Court System, which provides data on summary ejection case filings and results.

## Very Low-Income

A household's annual income is between 30% and 50% of the area median income.

## Unaccompanied Youth

People who are not part of a family during their episode of homelessness and are between the ages of 18 and 24.

## Unsheltered Homelessness

Term used in the PIT Count for people with a primary nighttime residence that is not designed for or ordinarily used as a regular sleeping accommodation for human beings. This definition is used to categorize individuals experiencing homelessness in the PIT Count.

## Veteran

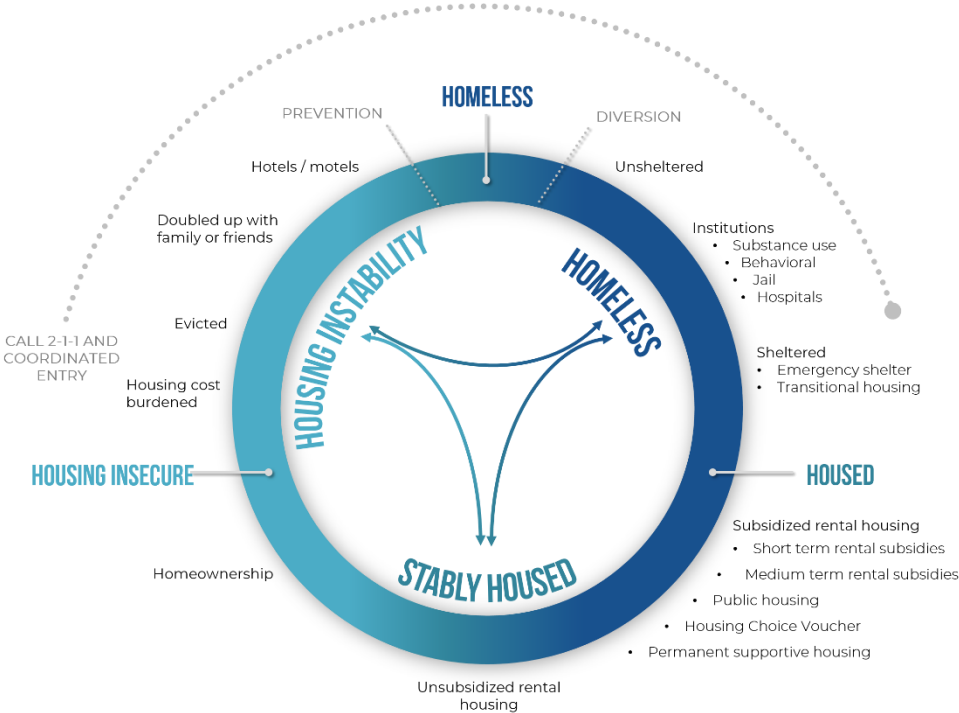
Someone who has served on active duty in the Armed Forces of the United States.



# INTRODUCTION

Housing status is a continuum, in which individuals may move towards or away from housing stability due to changing life circumstances or ongoing challenges. While each piece of the continuum tells an important story, when combined and examined together, it provides a more comprehensive snapshot of the state of homelessness and housing instability in Charlotte-Mecklenburg. Understanding the processes that both cause and prevent homelessness, and the programs designed to help individuals at each stage, is important to improving coordinated care for individuals experiencing housing instability, homelessness, or who are formerly homeless.

The diagram below highlights three stages along the Housing Continuum: Housing Instability, Homeless, and Stably Housed. Housing instability can take many forms and may include when a household is living doubled up with family, living in a hotel, or is spending more than 30% of its gross income on housing. Housing instability can be the result of variety of compounding factors, including unemployment or underemployment, rising rents, domestic violence and may result in an eviction. After a period of housing instability, a household may exhaust their resources and experience homelessness. Homelessness may include those living in a shelter, an institution, or an unsheltered location. When a household is experiencing homelessness or housing instability, they can contact 2-1-1 to be connected with appropriate services. For many homeless and housing unstable households, the path to housing stability can be complex. Housing would be considered stable if a household is not spending more than 30% of their income on housing expenses and the housing unit is not overcrowded or substandard. Subsidized rental housing is one pathway to stable housing, along with unsubsidized naturally occurring rental housing and homeownership. Even when permanently housed, at any point a household may experience a life change or a change in rent that results in them experiencing housing instability or homelessness again. Housing exists along a continuum and households may move slowly or quickly along that continuum.



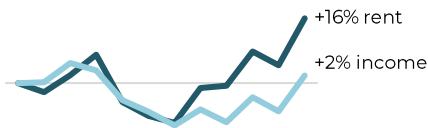
# KEY FINDINGS

# KEY FINDINGS: HOUSING INSTABILITY

1

Incomes have not kept pace with rents

Since 2005, inflation adjusted median gross rents increased more than median household income



 103

Hours of work at minimum wage needed to afford a 2-bedroom unit at FMR

## SO WHAT?

When income does not keep pace with rental costs, it can result in households becoming cost-burdened or having difficulty finding housing they can afford.

2

The number of evictions granted decreased while the number of eviction filings increased from FY16 to FY18

 29,140

Eviction cases (summary ejections) filed in Mecklenburg County in FY2018

+492

More complaints filed in FY18 compared to FY17

## SO WHAT?

Evictions are connected to housing instability and homelessness. An eviction can both impact a household losing housing and prevent them from obtaining future housing.

3

The **number** of cost-burdened renters increased

 43%

of renter households in Mecklenburg County were cost-burdened in 2016

 75,930

renter households in Mecklenburg County were cost-burdened in 2016 compared to 66,790 in 2010

## SO WHAT?

Cost-burdened households may be at risk of losing their housing and may be forced to make tradeoffs with other living expenses like medical care.

# KEY FINDINGS: HOMELESSNESS

1 The number of people experiencing sheltered homelessness decreased from FY15 to FY17, but the number of people experiencing homelessness on the night of the 2018 PIT Count increased

 **5,104** ▼ **17%** Since 2016  
people experienced **sheltered homelessness in FY17**, a decrease of 17% from FY16

 **1,668** ▲ **13%** Since 2017  
people experienced homelessness **on one night in January 2018**, an increase of 13% from 2017

## SO WHAT?

The change in people previously experiencing homelessness is an important indicator of whether our community is making homelessness nonrecurring.

2 Over 1/3 of people in emergency shelter or transitional housing had experienced homelessness previously

 **34%**  
of people experiencing sheltered homelessness in FY17 experienced homelessness previously

## SO WHAT?

The share of people previously experiencing homelessness is an important indicator of whether our community is making homelessness nonrecurring.

3 The average length of time spent in emergency shelter increased

77 days on average to exit  
  
ES PH

The average length of stay in emergency shelter was 77 days in FY17, an increase of 6 days from FY16

## SO WHAT?

Change in the length of stay is an important indicator of whether our community is making homelessness rare, brief and nonrecurring.

4 More students in Charlotte-Mecklenburg Schools were identified as McKinney-Vento

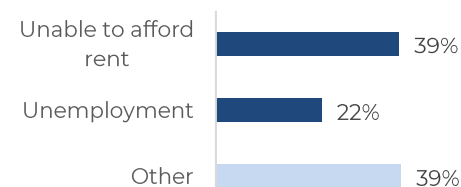
 **4,598**  
Students were identified as eligible for McKinney-Vento services in the 2017/2018 school year, an increase of 10% from the 2016/2017 school year

## SO WHAT?

Experiencing homeless impacts the physical and mental health outcomes of children and leads to lower social-emotional and academic well-being.

5 PIT Count survey respondents shared that their biggest barriers to housing were tied to economic mobility

## Biggest Barrier to Housing PIT Count 2018



N=923

## SO WHAT?

Solutions to homelessness are connected to solutions for increasing affordable housing options and access to employment.

# KEY FINDINGS: STABLE HOUSING

1

Rapid re-housing, other forms of permanent housing, and permanent supportive housing increased from FY10 to FY18

## RAPID RE-HOUSING

+491%

Increase in beds from 2010 to 2018

## PERMANENT SUPPORTIVE HOUSING

+269%

Increase in beds from 2010 to 2018

## OTHER PERMANENT HOUSING

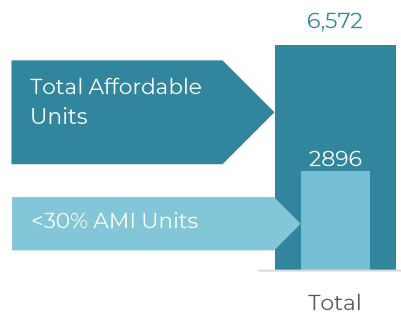
+115%

Increase in beds from 2010 to 2018

2

The Housing Trust Fund has supported 6,572 affordable rental developments since 2002

Total units at <30%  
(Completed and pending)  
City of Charlotte Housing Trust  
Fund, FY02 to FY18



Source: City of Charlotte Housing Trust Fund report, December 2017

3

13,609 people remain on the housing choice voucher waiting list

## HOUSING CHOICE VOUCHER AS OF AUGUST 2018

13,609

Households on HCV  
waitlist

4,473

Voucher holders in  
Mecklenburg County

## SO WHAT?

There was an increase from 2010 to 2016 in permanent housing beds for people who are formerly homeless. However, from 2016 to 2017 the number of permanent housing beds decreased and the need for permanent supportive housing continues to outpace the supply.

## SO WHAT?

The need for more affordable housing outweighs the amount of development HTF dollars can support. Strategies to expand and leverage HTF dollars are being explored by the City, County, and community stakeholders.

## SO WHAT?

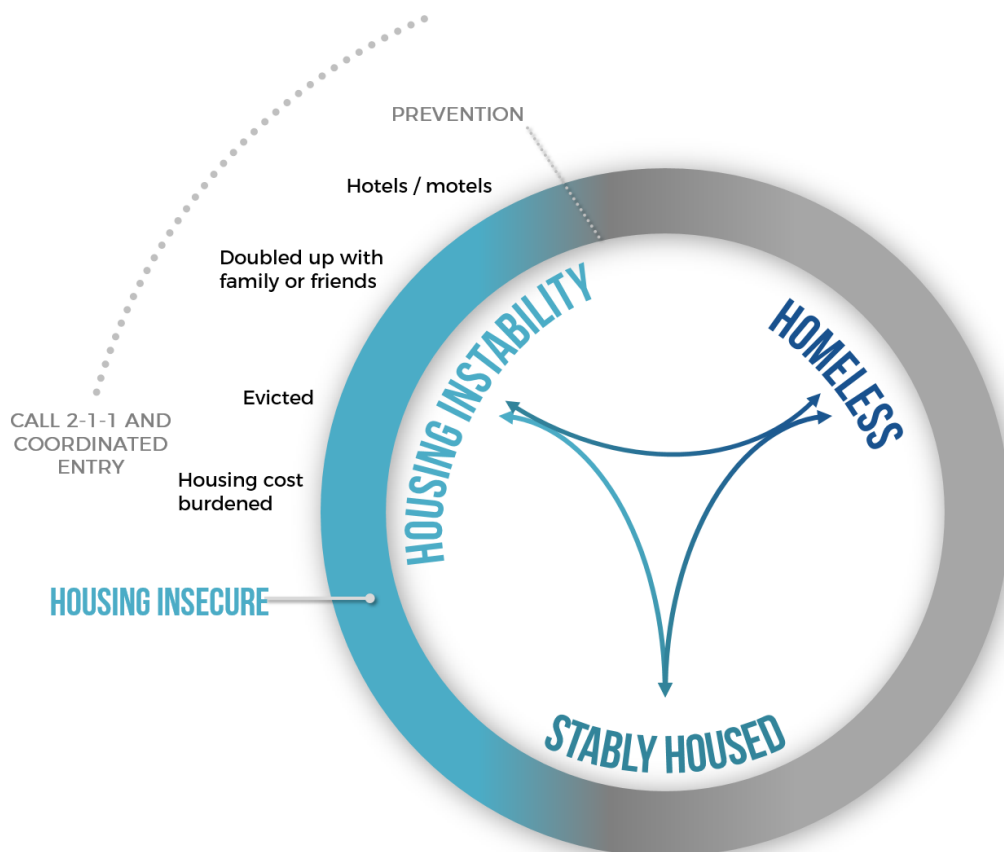
When the Housing Choice Voucher waiting list opened, there were 31,723 people on the waitlist in January 2015. While the number of people on the waiting list has decreased, the number of vouchers available is less than the number of people requesting assistance.

# HOUSING INSTABILITY

# HOUSING INSTABILITY

## WHERE ARE WE IN THE CONTINUUM?

Housing instability or insecurity takes several forms. The most common definition for housing instability is if a household is cost-burdened or spending more than 30% of its gross income on housing. There are other forms of housing instability, such as living in overcrowded housing or in housing in poor condition. A household may move along the housing continuum from stable housing to housing instability or from housing instability into homelessness. Some households may experience housing instability for an extended period of time due to a lack of access to housing that is affordable. Others may experience housing instability due to a sudden life event, such as the loss of employment. As a result of a housing cost-burden or other circumstances, a household may be evicted, which can lead to a household becoming homeless, doubling up with family or friends, moving into a hotel/motel, or being separated. When a household is experiencing housing instability or at imminent risk of losing their housing, they can contact 2-1-1 to be connected with appropriate services.



## WHAT IS HOUSING INSTABILITY

Housing instability affects a large number of households. People who experience housing instability may be characterized by frequent moves due to economic or affordability reasons, doubling up with family or friends, or living in hotels.<sup>i</sup> Many of those who experienced homelessness previously face housing instability due to a combination of limited financial resources and high housing costs.<sup>ii</sup> Housing conditions that may contribute to housing instability include<sup>iii</sup>:

- **High housing costs.** Traditionally, a household is considered to have high housing costs or be housing cost-burdened if they are spending 30% or more of their gross income on rent and utilities. Contributing factors to high housing costs can be the local housing market, lack of income, and incomes not keeping pace with housing costs.
- **Poor housing quality.** Poor housing quality constitutes housing that is inadequate in some way, such as having faulty heating or electricity systems or incomplete plumbing.
- **Overcrowding.** Generally, a household is considered overcrowded if there are more than two people per bedroom.<sup>iv</sup>
- **Homelessness.** In regulation 24 CFR §578.3, the U.S. Department of Housing and Urban Development defines a household as homeless if they have “a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, including a car, park, abandoned building, bus or train station, airport, or camping ground” or is residing in a shelter (emergency/seasonal shelter or transitional housing).<sup>v</sup> Individuals experiencing housing instability may fluctuate between periods of homelessness and temporary housing in hotels or with friends or family.

While these are some of the housing factors that contribute to housing instability, literature shows that there are several contributing and compounding factors, like unemployment, source of income discrimination, eviction history, accessibility to transportation, child care, household size, job security, illness, or other unforeseen events causing financial crisis, which lead or contribute to housing instability among individuals and families. The effects of these can be detrimental to the health and mental development of household members’, especially young children and adolescents.<sup>vi</sup>

### Measuring housing instability

A traditional and widely used definition for housing affordability is the U.S. Department of Housing and Urban Development (HUD) definition that a household’s monthly housing costs should not exceed 30% of their gross household income. If a household’s housing costs exceed 30% of their gross income, then they are considered cost-burdened. If a household spends more than 50% of their gross income on housing, then they are considered severely cost-burdened. While this definition is widely used and utilizes publicly accessible data, there are many critiques of this measure of housing cost-burden. There are some aspects of housing affordability that this affordability measure does not take into account and that should be:<sup>vii</sup>



#### Housing cost-burdened

If a household’s monthly housing costs exceed 30% of their gross income.



#### Severely housing cost - burdened

If a household’s monthly housing costs exceed 50% of their gross income.



## Substandard housing

Substandard housing is housing that poses a health or safety risk to its occupants. Common causes of substandard housing include water leaks, lead paint, severe mold, and animal or insect infestations. In 2013, more than 40% (or 35 million) of metropolitan homes posed at least one health or safety threat to their occupants.<sup>viii</sup> Substandard housing disproportionately affects poor renters and homeowners, who are less likely to have affordable housing alternatives or expendable income to rehabilitate the home.

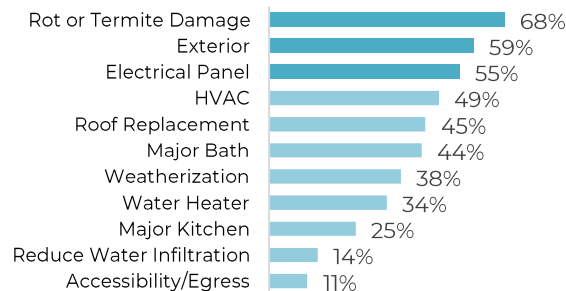
Several government and nonprofit programs in Charlotte-Mecklenburg assist low-income homeowners with home rehabilitation. Rehabilitation projects allow homeowners to maintain naturally occurring affordable housing (housing without a subsidy) while upholding minimum health and safety standards. Services such as the Safe Home Emergency Repair Program can also prevent cost-burdened homeowners from entering homelessness due to a housing emergency such as loss of heat in the winter. In FY18, the City of Charlotte provided support for the rehabilitation of 204 units through housing resources including the Community Development Block Grant, Lead Hazard Control Program and local funding.

Habitat for Humanity Charlotte (Habitat) is one agency in Charlotte-Mecklenburg that provides assistance for critical home repair. Habitat’s program serves households that are at or below 60% AMI, are up to date on property tax payments, have owned their home for at least 3 years, and live in homes that are older than 10 years old and valued at less than \$100,000. From FY13 to FY18, Habitat completed critical home repairs for 384 households and anticipates that it will serve an additional 81 households in FY19. The majority of households served through Habitat’s critical home repair program are elderly (average age is 70), low-income (\$16,754 average income), and female headed households (86%). The majority of Habitat repairs involved repairing rot or termite damage (68%), exterior repairs (59%), and electrical panel repairs (55%).



384  
Households received critical home repair assistance from Habitat for Humanity Charlotte from FY13 to FY18

Habitat for Humanity Critical Home Repair Types as a Percentage of Projects



Source: Habitat for Humanity Charlotte Critical Home Repair Impact Report

## Overcrowding

A household is considered overcrowded when there are more than two people per bedroom.<sup>ix</sup> Overcrowding is often caused by housing instability or for large families, an inability to find a housing unit that is affordable and large enough. A family may live overcrowded out of financial necessity, choosing a smaller unit at lower cost. A household could also be overcrowded because it is doubled up. A household is “doubled up” if it shelters one or more adults who are a) not in school and b) not the head of household or spouse or partner. Doubled up situations may occur out of necessity, such as when a household has been evicted or lost a job and must double up with family or friends to avoid homelessness. Overcrowding and doubled up situations may be temporary or permanent. Overcrowding can cause stress on relationships and may impact mental health, sleep, and risk for infectious disease.<sup>x</sup>

# AREA MEDIAN INCOME

Area median income (AMI) is a term used throughout this report and is important for understanding housing affordability. In addition to their use in determining eligibility for various affordable housing programs such as the Housing Choice Voucher program, income limits are frequently referenced when discussing affordable housing more broadly. The U.S. Department of Housing and Urban Development (HUD) uses U.S. Census Bureau data to calculate AMI limits. The AMI limits are adjusted to account for family size and the area median income of the housing market of the metropolitan statistical area (MSA).

## HOW THIS LOOKS IN THE CHARLOTTE METRO AREA

The Charlotte metro area includes Cabarrus County, NC, Gaston County, NC, Mecklenburg County, NC, Union County, NC, and York County, SC. Based on the FY18 AMI limits (see Table 1), a family of four in the Charlotte-Mecklenburg metro area is considered extremely low-income (less than 30% AMI) if it has an annual income of \$25,100 or less and very low-income (31% to 50% AMI) if it has an annual income of \$37,050 or less.

If a household spends no more than 30% of their gross income on housing and utilities, this means that a very low-income (31% to 50% AMI) household of four could afford a maximum of \$926 in total monthly rent and utilities costs and an extremely low income household of four could afford a maximum of \$628 in total monthly rent and utilities costs. For context, Table 2 shows that in the Charlotte-Mecklenburg metro area, the FY18 Fair Market Rent (FMR) is \$967 for a two-bedroom apartment, \$1,310 for a three bedroom apartment, and \$1,681 for a four bedroom apartment.

Table 1. FY18 Charlotte-Mecklenburg Income Limits Summary

FY 2018 Income Limit Category	1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
<b>Extremely Low</b> (30%) Income Limits	\$15,600	\$17,800	\$20,780	<b>\$25,100</b>	\$29,420	\$33,740	\$38,060	\$42,380
<b>Very Low</b> (50%) Income Limits	\$25,950	\$29,650	\$33,350	<b>\$37,050</b>	\$40,050	\$43,000	\$45,950	\$48,950
<b>Low</b> (80%) Income Limits	\$41,550	\$47,450	\$53,400	<b>\$59,300</b>	\$64,050	\$68,800	\$73,550	\$78,300
<b>Median Income</b>	<b>\$74,100</b>							

Source: U.S. Department of Housing and Urban Development. 2018. *FY2018 FMR and IL Summary System*. Retrieved from: <https://www.huduser.gov/portal/datasets/il/il2018/2018summary.odn>

Table 2. FY18 Fair Market Rent in Charlotte-Mecklenburg<sup>1</sup>

Efficiency	1 Bedroom	2 Bedrooms	3 Bedrooms	4 Bedrooms
<b>\$777</b>	\$838	\$967	\$1,310	\$1,681

Source: U.S. Department of Housing and Urban Development. 2018. *FY2018 Fair Market Rent Documentation System*. Retrieved from: [https://www.huduser.gov/portal/datasets/fmr.html#2018\\_query](https://www.huduser.gov/portal/datasets/fmr.html#2018_query)

<sup>1</sup> The Charlotte Housing Authority's Housing Voucher program uses Small Area Fair Market Rents, which are defined at the zip code level.

## INSTABILITY: RENTER HOUSEHOLDS

### HOUSING COST-BURDEN

In 2016, approximately 43% (75,930) of all renters in Mecklenburg County spent more than 30% of their income on housing. Of those cost-burdened households, approximately 32,874 households were severely cost-burdened, representing 19% of all renter households. The share of cost-burdened renters in Mecklenburg County is lower than the national share (47%).<sup>xi</sup>

The share of cost-burdened households in Mecklenburg County decreased from 49% in 2010 to 43% in 2016. This is similar to a national trend in the decrease of cost-burdened households (51% in 2011 to 47% in 2016).<sup>xiii</sup> While the *share* of cost-burdened renters in Mecklenburg County decreased overall from 2010 to 2016, the *number* of cost-burdened renters spending 30-49% of their gross income on housing increased by approximately 12,000 people. This growth is due in part to more people entering the rental market. One factor that may be impacting the decreased share of cost-burdened households is an increase of higher-income households in the rental housing market and a decrease in the number of low-income households. From 2010 to 2016, the share of renter households with incomes above \$75,000 increased from 11% to 25% (approximately 28,000 more households), while the share of renter households earning less than \$20,000 decreased from 27% in 2010 to 16% in 2016 (approximately 9,000 households less).



**Housing cost-burdened**  
If a household's monthly housing costs exceed 30% of their gross income.



**Severely housing cost-burdened**  
If a household's monthly housing costs exceed 50% of their gross income.

43%

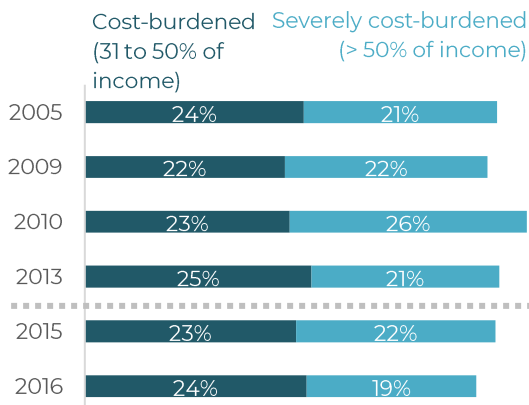
Cost-burdened renter households in 2016



Approximately **75,930** renter households in Mecklenburg County spent more than 30% of their gross income on housing in 2016.

### The **share** of severely cost-burdened renter households decreased since 2010

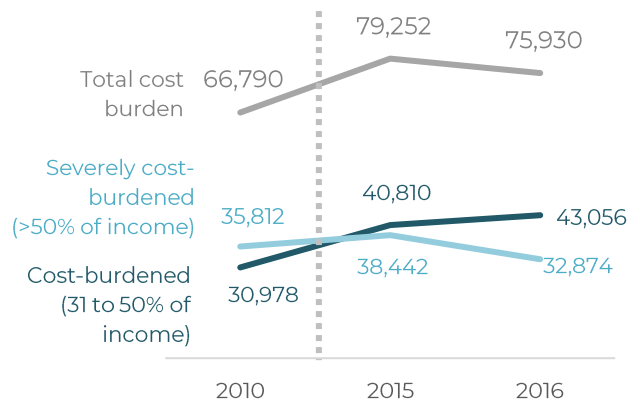
Cost-burdened households in Mecklenburg County



Source: U.S. Census Bureau American Communities Survey 1-Year Estimates

### The **number** of severely cost-burdened renter households decreased

Cost-burdened households in Mecklenburg County



Source: U.S. Census Bureau American Communities Survey 1-Year Estimates

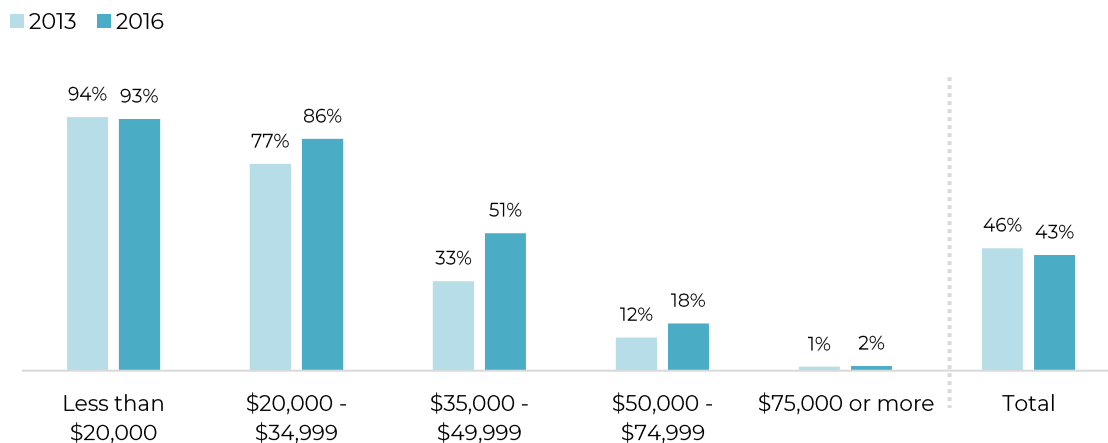
## INCOME AND RENTAL AFFORDABILITY

When we analyze renter-occupied data by income, it reveals that a higher proportion of lower-income households face a housing cost-burden compared to high-income households—this excludes household size or remaining discretionary funds, which could further exacerbate the burden households face. Every income group, except for those earning less than \$20,000, experienced an increase in the share and number of cost-burdened renters. A decrease in the number of cost-burdened renter households earning less than \$20,000 contributed to the overall decrease in the share of cost-burdened renter households. This decrease may be due to a variety of reasons including low-income renters leaving the Charlotte rental market, experiencing homelessness, or increasing income. In 2016, 93% of renter-occupied households in Mecklenburg County that earned less than \$20,000 were housing cost-burdened. This is slightly higher than the percentage nationally, which was 89% in 2016.

The most recent data from HUD on housing cost-burden by AMI from 2009 to 2013 shows a similar pattern of a higher share of cost-burdened low-income households.

### A larger share of lower income renter households are housing cost-burdened

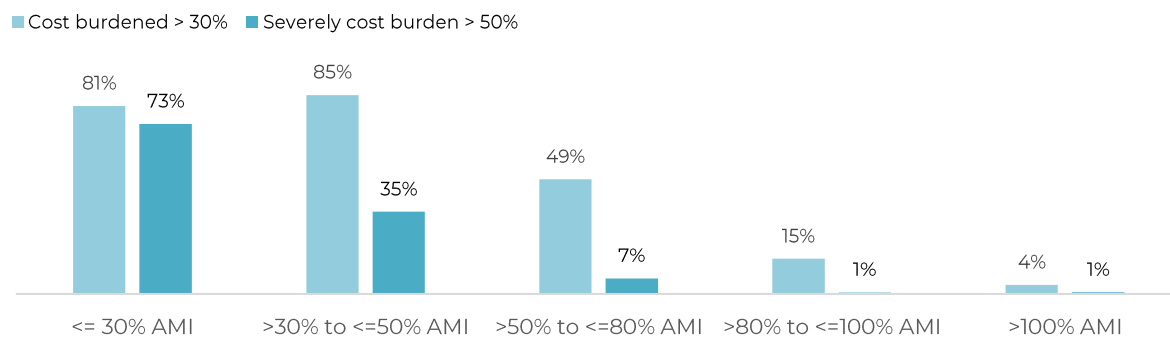
Cost-burdened households by income in Mecklenburg County



Source: U.S. Census Bureau American Communities Survey 1-Year Estimates

### Extremely low income and very low income households are more cost-burdened

Cost-burden by AMI in Mecklenburg County, 2009-2013



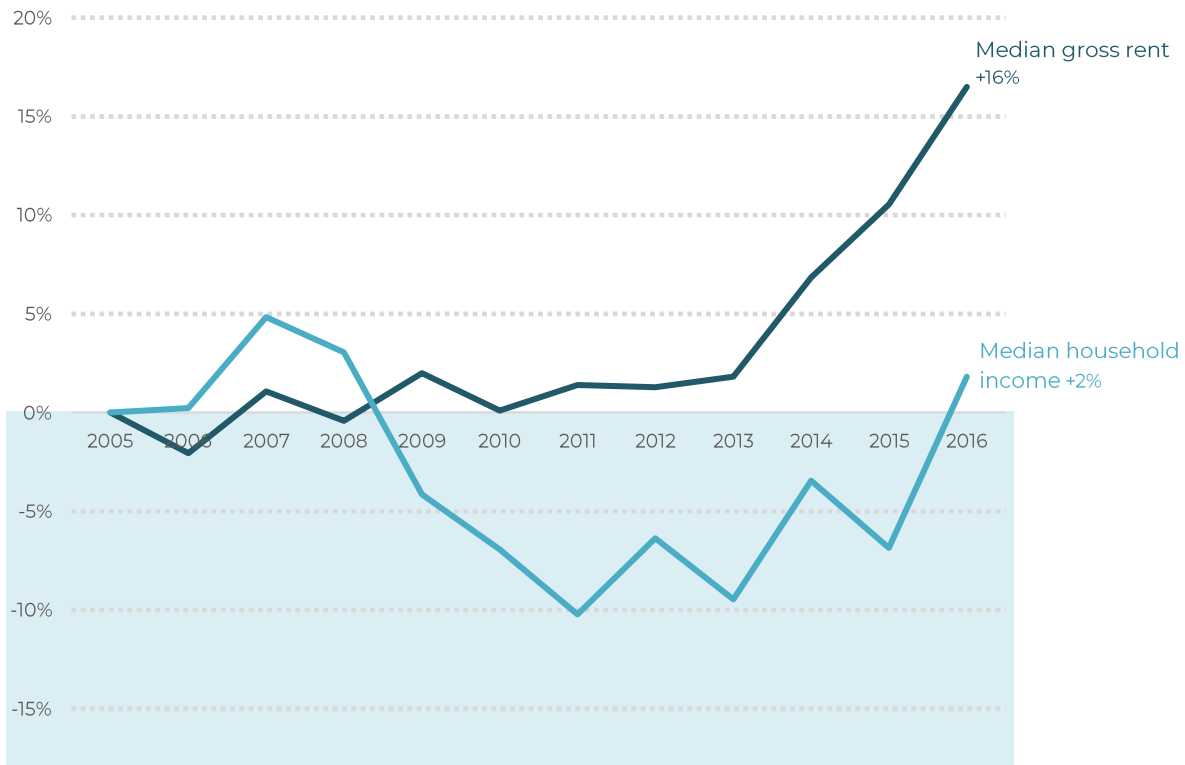
Source: U.S. Department of Housing and Urban Development Comprehensive Housing Affordability Strategy (CHAS) dataset, 2009-2013.

# INSTABILITY

One factor that can be attributed to housing cost-burden is the difference in the growth rate of median gross rent and median gross income. From 2005 (pre-recession) to 2016, inflation adjusted median household income increased by only 2% while median gross rent increased by 16%, making rents less affordable for some households. Renter incomes have increased the same amount as the median gross rent (16%), however this is due in part to households that were homeowners moving into the rental market during the recession. From 2010 to 2016, the share of renters earning \$75,000 or more doubled from 12% to 25%.

## The gap between rental housing costs and incomes contributes to housing instability

*Median gross rent and median household income in Mecklenburg County (inflation adjusted)*



Source: UNC Charlotte Urban Institute tabulations of U.S. Census Bureau American Communities Survey 1-Year Estimates.

## WAGES AND RENTAL AFFORDABILITY

The 2018 Out of Reach Report produced by the National Low Income Housing Coalition examines wages in comparison to Fair Market Rents (FMR) in an area. The FMR is developed by HUD and provides an estimate of gross rent for a “standard-quality rental housing unit” in the current market. These gross rent estimates “include the shelter rent plus the cost of all tenant-paid utilities, except telephones, cable or satellite television service, and internet service.”

The Out of Reach Report provides the hourly wage needed to afford a unit or the number of hours that a person making minimum wage would need to work to afford a unit and not spend more than 30% of their income on housing (a standard measure of affordability).

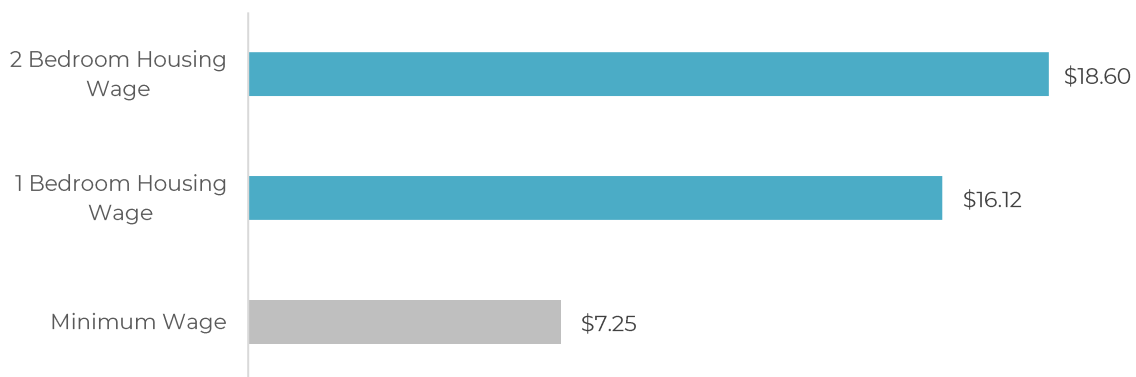
Based on the 2018 minimum wage of \$7.25 in Mecklenburg County, a household with one earner working a typical 40-hour workweek could afford a combined monthly rent and utility expense of \$377. However, to afford a two-bedroom unit at FMR (\$967), a household must make \$18.60 per hour (\$38,680 per year) or work approximately 103 hours per week at minimum wage. In order to afford a one-bedroom unit at FMR (\$838), a household would have to earn \$16.12 (\$33,520 per year) or work 89 hours per week at minimum wage.

**103** Hours of work at minimum wage needed to afford a 2-bedroom unit at FMR

**\$377** Monthly rent payment affordable at minimum wage

### Minimum wage falls short of the salary needed to afford a basic rental unit at FMR

*Mecklenburg County wage needed to afford Unit at fair market rent, 2018*



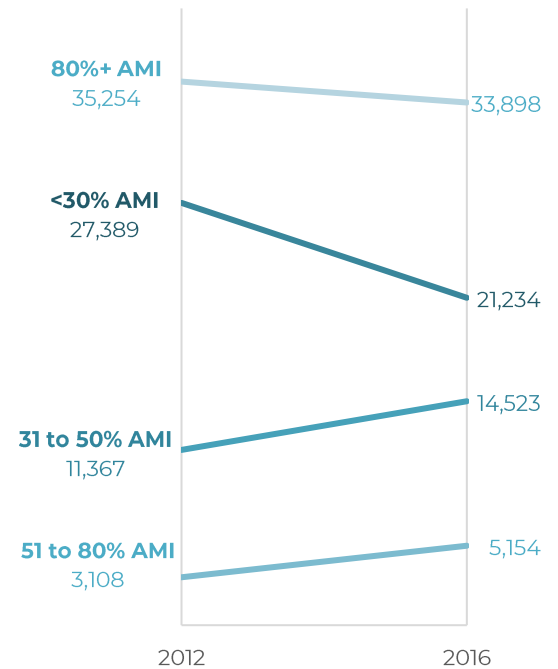
Source: National Low Income Housing Coalition. (2018). *Out of Reach 2018*. Retrieved from: <http://nlihc.org/or>

## RENTAL MISMATCH

Another factor influencing housing affordability is a rental mismatch. While some units may be affordable at a certain income level, it does not necessarily mean that people at that income level are the ones renting the unit. A rental mismatch occurs when households are renting up (renting units that cost more than what is affordable to them) or renting down (renting units that cost less than what would be affordable to them). Households may rent up in order to have access to better schools, be closer to resources, or because they are forced to due to a lack of affordable housing. A household may rent down to save money or because they simply choose to do so. When a household rents down, it means that the rental unit is no longer available to those at that income level. Analysis by the City of Charlotte using the most recent data from 2016 examined the rental mismatch. The City found that in the City of Charlotte there was a gap in housing available at all AMI levels in 2016.

From 2012 to 2016, the gap decreased for those at 30% of AMI or below by 6,164 (from 27,398 to 21,234), but the gap remained one of the largest. The City found that the decrease in the gap at 30% of AMI was related to a 22% decrease in the number of extremely low-income renter households as economic conditions improved. The gap increased at 31 to 50% AMI and 51 to 80% AMI. The increase at 31 to 50% of AMI was found to be due to a loss of naturally occurring affordable housing (NOAH). Notably, the number of units affordable at 31 to 50% of AMI declined by 54% as rents for many increased to the 51 to 80% AMI range.

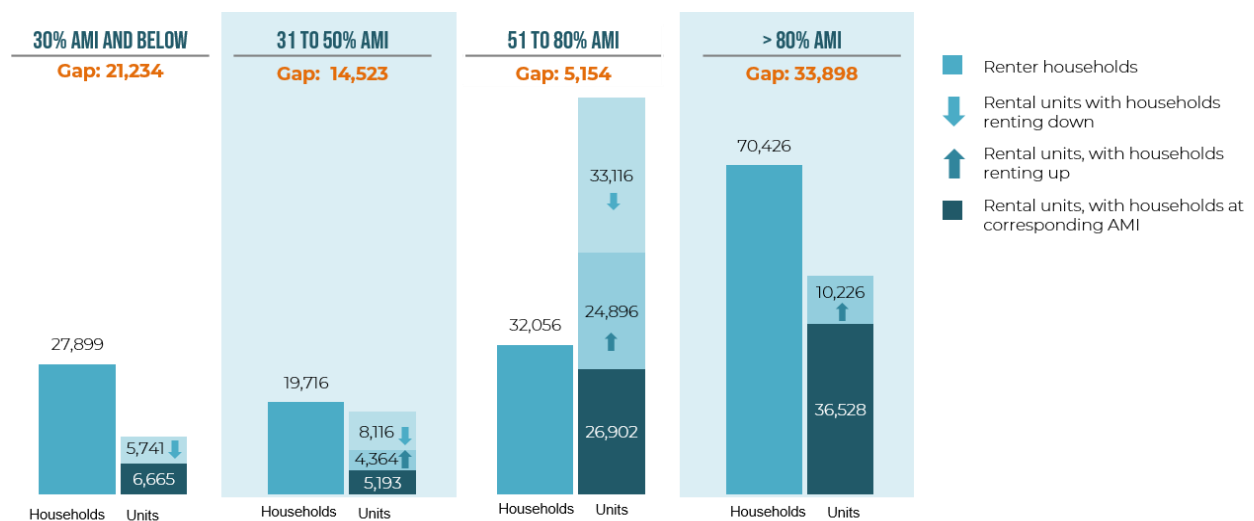
The number of households <30% AMI experiencing rental mismatch decreased  
City of Charlotte Affordability Gap, 2012 to 2016



Source: City of Charlotte analysis of U.S. Census, American Community Survey, Public Use Microdata Sample, 1-Year Estimates, 2012-2016. Accessed from: <https://www.census.gov/programs-surveys/acs/data/pums.html>

## Demand exceeds availability of affordable rentals, causing many households <80% AMI to rent up

City of Charlotte Affordability Gap, 2016



Source: City of Charlotte analysis of U.S. Census, American Community Survey, Public Use Microdata Sample, 1-Year Estimates, 2012-2016. Accessed from: <https://www.census.gov/programs-surveys/acs/data/pums.html>

## INSTABILITY: OWNER-OCCUPIED HOUSEHOLDS

### HOUSING COST-BURDEN

In contrast to renter-occupied households, the number and proportion of housing cost-burdened owner-occupied units (both with a mortgage and overall) decreased from 2005 to 2016 in Mecklenburg. When we look specifically at households with mortgages, in 2005 51,706 (31%) of homeowners with mortgages were cost-burdened, compared to 39,867 (23%) in 2016—a decrease of 8 percentage points.

This trend in Mecklenburg County is similar to the national trend, where the share of housing cost-burdened homeowners decreased from 2010 to 2016.<sup>xiii</sup> At the national level, these trends may be reflective of homeowners losing their homes to foreclosures and moving into the rental market alongside stricter lending restrictions.



#### Housing cost-burdened

If a household's monthly housing costs exceed 30% of their gross income.



#### Severely housing cost - burdened

If a household's monthly housing costs exceed 50% of their gross income.

# 23%

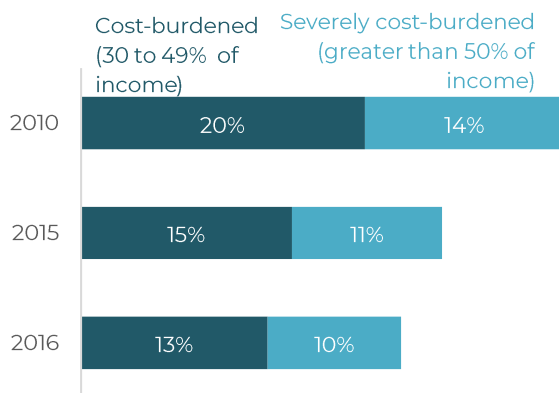
Cost-burdened  
owner-occupied  
household in  
2016



Approximately 39,867 owner-occupied households in Mecklenburg County spent more than 30% of their gross income on housing in 2016

#### The **share** of cost-burdened owner households with a mortgage decreased since 2010

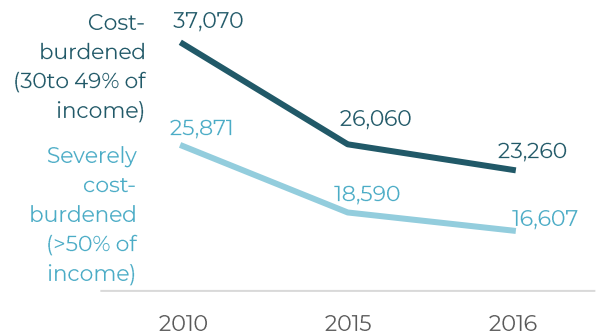
Cost-burdened households in Mecklenburg County



Source: U.S. Census Bureau American Communities Survey 1-Year Estimates

#### The **number** of cost-burdened households with a mortgage has decreased since 2010

Cost-burdened owner-occupied households with a mortgage in Mecklenburg County



Source: U.S. Census Bureau American Communities Survey 1-Year Estimates

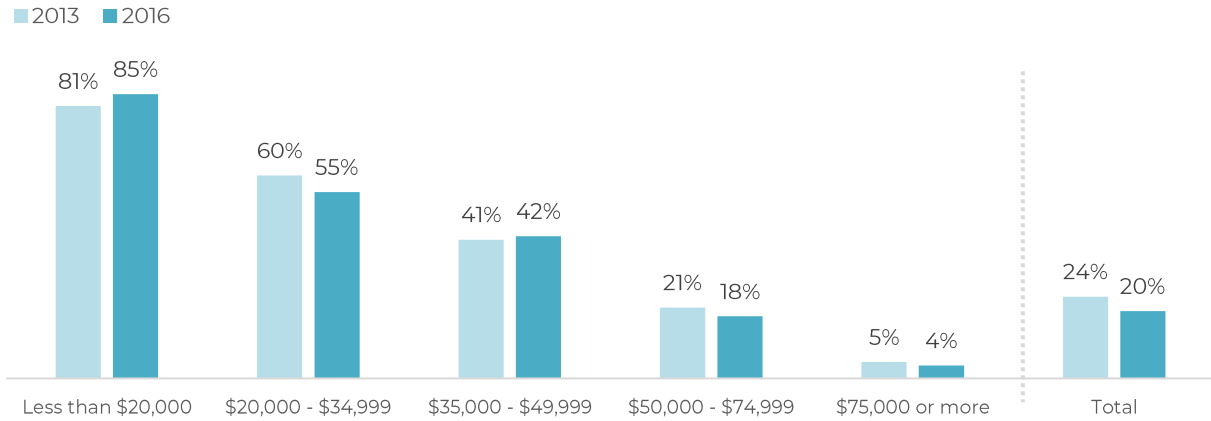


## INCOME AND OWNER-OCCUPIED HOUSING AFFORDABILITY

In 2016, 85% of owner-occupied households with incomes of less than \$20,000 were cost-burdened, compared to only 4% of households with incomes of \$75,000 or above. For households with an income between \$20,000 and \$34,999, the share of cost-burdened households decreased slightly from 60% to 55%. In contrast, renter households with incomes in this same income range saw an increase in cost-burdened households.

### A larger share of **low-income** homeowners are housing cost-burdened

Cost-burdened households by income in Mecklenburg County

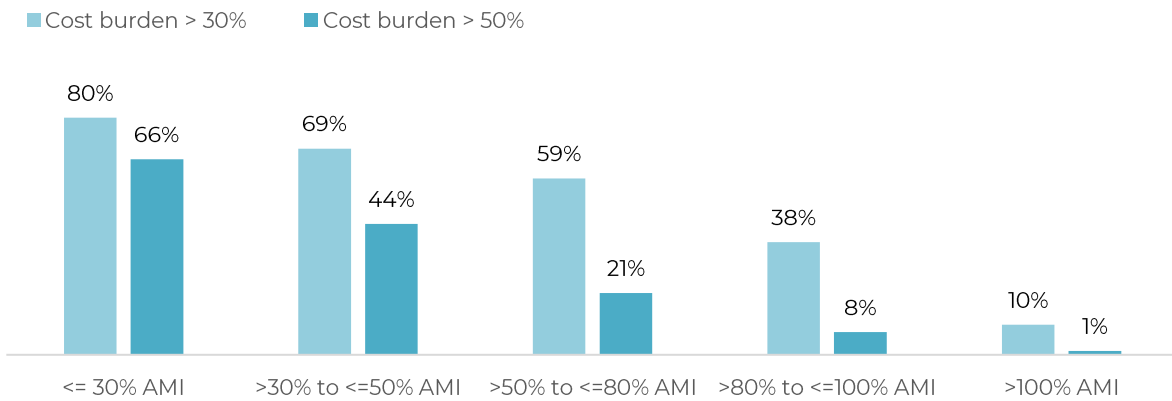


Source: U.S. Census Bureau American Communities Survey 1-Year Estimates.

Using the most recent data from 2009 to 2013 for cost-burden by AMI, a similar pattern emerges with a larger proportion of extremely low- and very low-income homeowners experiencing housing cost-burdens than higher-income homeowners. More homeowners than renters at 50 to 80% AMI are severely cost-burdened (21% vs. 7% comparatively).

### Households at lower AMIs are more cost-burdened

Cost-burdened households by income in Mecklenburg County



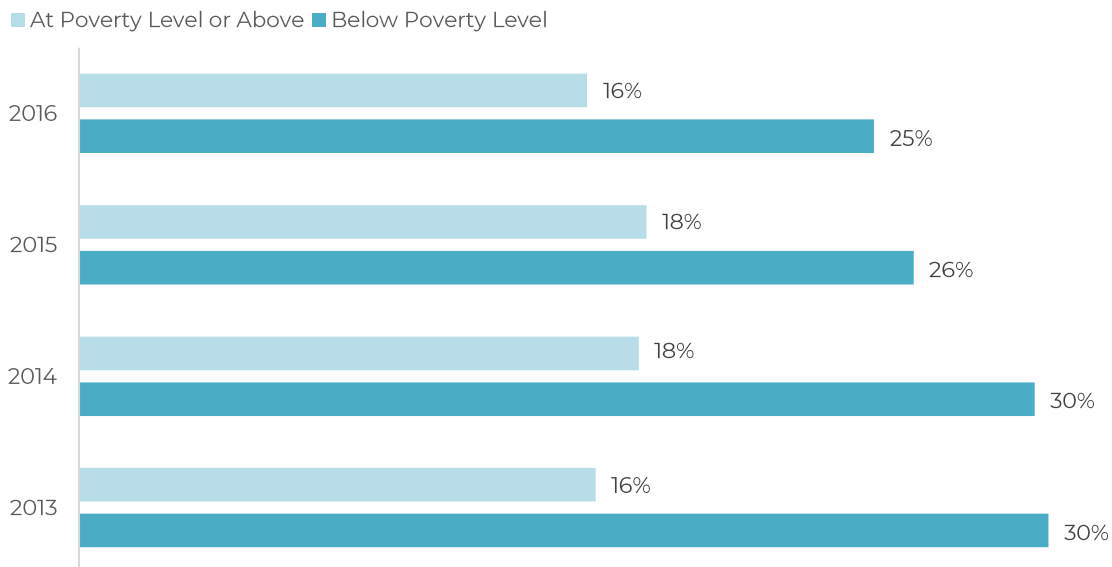
Source: U.S. Department of Housing and Urban Development Comprehensive Housing Affordability Strategy (CHAS) dataset, 2009-2013.

## MOBILITY

Frequent residential moves are one aspect of housing instability. Frequent moves can impact student's academic performance and school attendance. One way to measure mobility is to look at whether a person is residing in the same dwelling as they did one year ago. In 2016, households living below poverty were more mobile than households above the poverty level, but less so than in previous years. In 2016, 25% of people below the poverty line moved within the previous year (15% moved from within the state and 6% moved from outside of the state), compared to 16% of those not below poverty (11% from within the state and 4% from outside the state). These data points do not take into account whether a household rents or owns however, so the differences in moves may be reflective of the differences in mobility among renters versus owners as well.

The share of people below poverty who have moved in the past 12 months has decreased

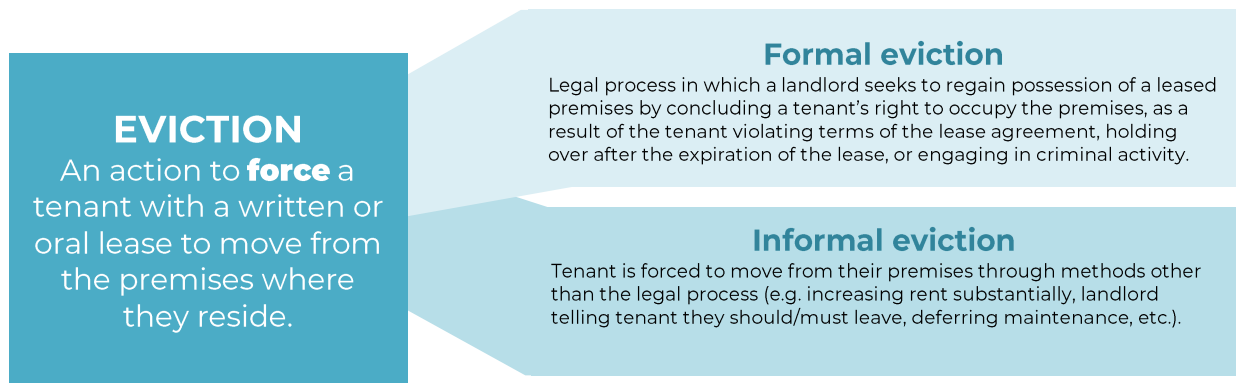
*Moved in the Past Year by Poverty Status in the Past 12 Months - Mecklenburg County*



Source: U.S. Census Bureau American Communities Survey 1-Year Estimates

## EVICCTIONS

Evictions are both a cause and consequence of housing instability. Inability to pay rent is the number one reason that landlords attempt to evict a tenant in Mecklenburg County. Once a landlord attempts to evict a tenant, it will show on the tenant's rental history and can have a lasting impact on a tenant's ability to find future housing. The costs associated with evictions are also costly to both the landlord and the tenant. There are two types of evictions: (1) A formal eviction, which is the legal process through which a landlord seeks to regain possession of a leased premises by concluding a tenant's right to occupy the premises, as a result of the tenant violating terms of the lease agreement, holding over after the expiration of the lease, or engaging in criminal activity; (2) an informal eviction, which is when the tenant is forced to move from their premises through methods other than the legal process (e.g. increasing rent substantially, landlord telling tenant they should/must leave, deferring maintenance, etc.).



 29,140

Eviction cases (summary ejectments) filed in Mecklenburg County in FY2018

 2,428

Average number of evictions filed per month in Mecklenburg County in FY2018

 16,944

Evictions granted in whole or part in Mecklenburg County in FY18 (58% of all summary ejectment complaints)

 492

More complaints filed in FY18 compared to FY17

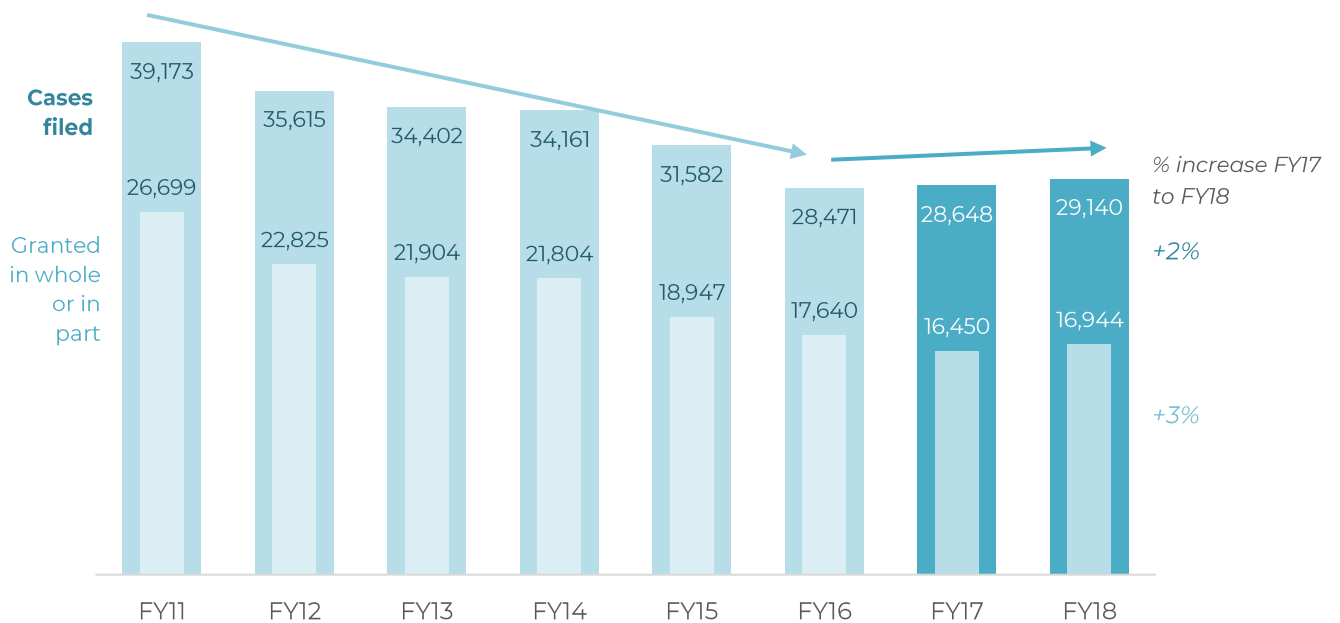
 16.5%

Eviction filing rate  
*The number of eviction filings in FY18 per 100 rental homes.*

The number of eviction cases filed (summary ejections) decreased by 10,033 from FY11 to FY16, but then increased by 669 filings from FY16 to FY18. While the number of filings has increased, the share of cases granted has decreased from 62% in FY16 to 58% in FY18. This decrease in the share of cases granted was most notable from FY16 to FY17. During this period, the number of cases filed increased by 177 but the number of cases granted in whole or in part decreased by 1,190. The most recent data available from the Eviction Lab found that the 2016 eviction filing rate in Mecklenburg County was 10.31 percentage points higher than the national average and the eviction rate was 3.49 percentage points higher.

## Attempts to evict tenants increased two years in a row after decreasing for 6 years

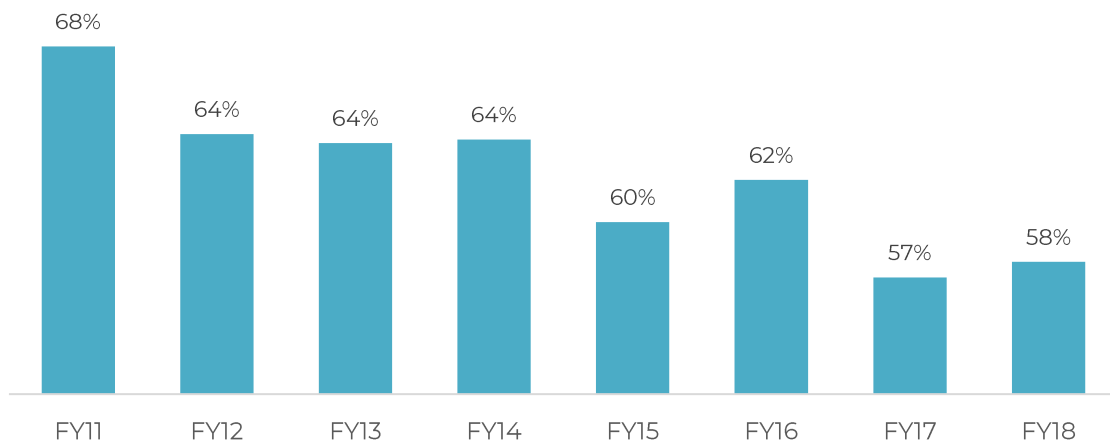
Summary Ejection Issue Filings Granted in Whole or In Part, Mecklenburg County



Source: UNC Charlotte Urban Institute analysis of NC Courts VCAP Data

## Since 2010, the share of eviction cases granted in whole or in part decreased slightly

Summary Ejection Issue Filings Granted in Whole or In Part, Mecklenburg County



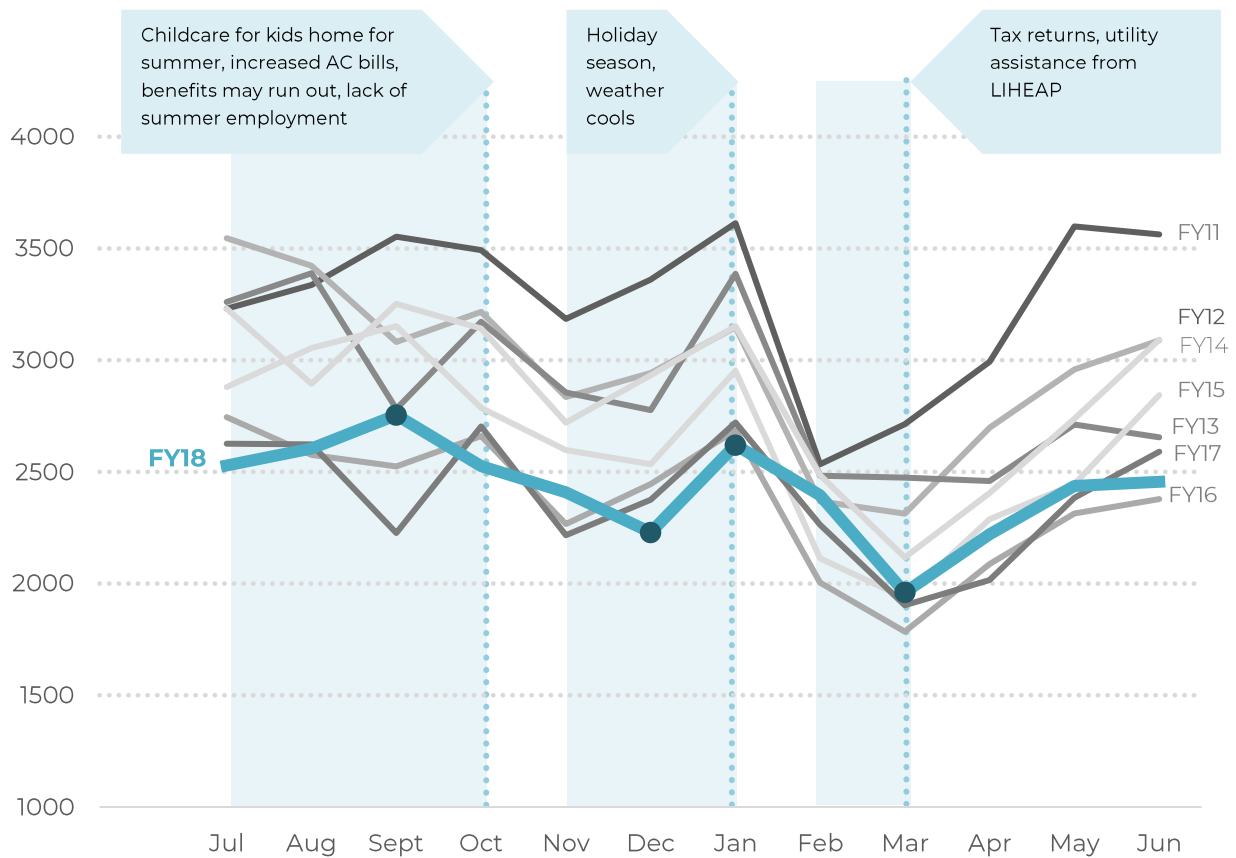
Source: UNC Charlotte Urban Institute analysis of NC Courts VCAP Data

# INSTABILITY

The number of eviction (summary ejection) case filings vary across the course of the year. The data show a pattern, with evictions typically increasing in the fall following when kids are home for the summer, AC Bills increase, benefits may run out, and when people may be out of employment. They then tend to increase again around the holiday season and when the weather cools. Eviction filings reach their lowest point in March around tax season and when families received energy assistance through the Low Income Home Energy Assistance program. The seasonal fluctuations in FY18 reflected the patterns of previous years, except that there were more filings in September compared to the previous year.

## Eviction case filings in FY18 followed similar seasonal patterns as previous years

Summary ejection case filings FY11 to FY16



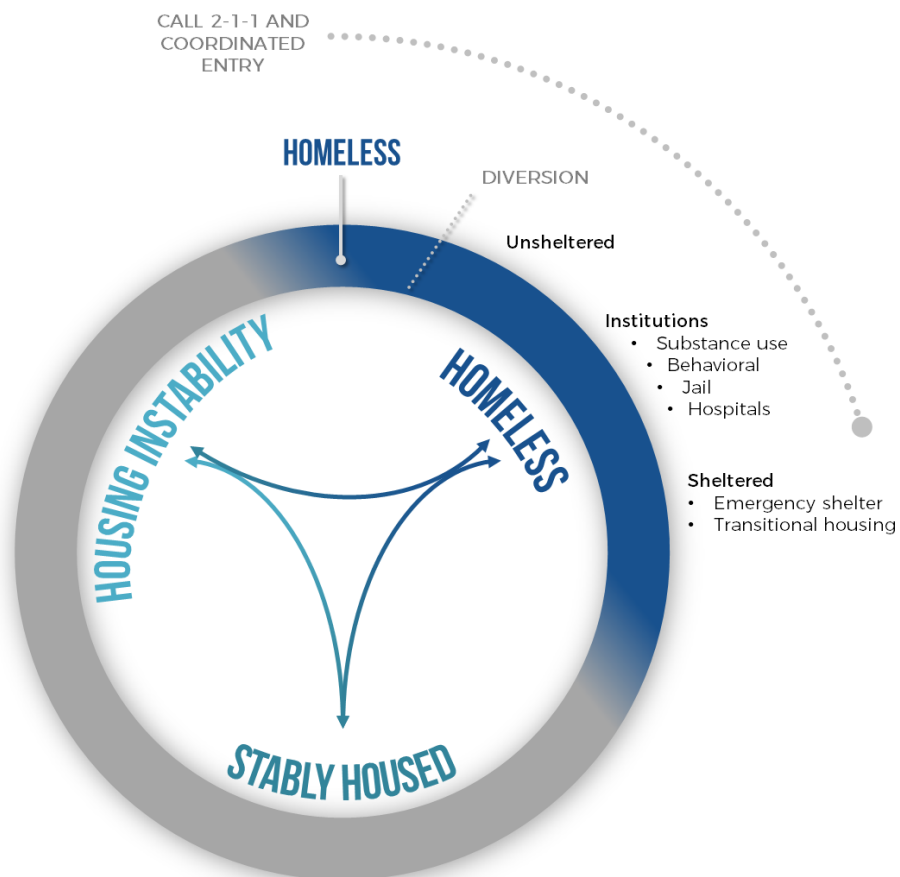
Source: UNC Charlotte Urban Institute analysis of NC Courts VCAP Data

# HOMELESSNESS

# HOMELESSNESS

## WHERE ARE WE IN THE CONTINUUM?

A household can move into homelessness after facing a period of housing instability, or suddenly due to a situation that causes them to flee or lose their housing. They may also experience frequent episodes of housing instability and homelessness, without ever being stably housed. As a housing and homelessness system, the goal is for a household experiencing homelessness to move from homelessness into stable housing as quickly as possible—for their episode of homelessness to be rare, brief, and non-recurring. Homelessness takes various forms and may be considered literal homelessness which is defined by HUD. It can also include when someone is in an institution, hotel, or doubled up staying with family or friends. These latter forms are often undercounted. This section will describe Charlotte-Mecklenburg's progress, the characteristics of those who are experiencing literal homelessness, and who is uncounted or undercounted.



## DEFINING HOMELESSNESS


The U.S. Department of Housing and Urban Development (HUD) defines homelessness within the four categories listed below. This report includes information primarily on those who are literally homeless.

Literally Homeless	Individuals and families who lack a fixed, regular, and adequate nighttime residence and includes a subset for an individual who is exiting an institution where he or she resided for 90 days or less and who resided in an emergency shelter or a place not meant for human habitation immediately before entering that institution
Imminent Risk of Homelessness	Individuals and families who will imminently (within 14 days) lose their primary nighttime residence.
Homeless Under Other Federal Statutes	Unaccompanied youth under age 25 and families with children and youth who are defined as homeless under other federal statutes who do not otherwise qualify as homeless under this definition. This definition is not currently in use because there are no resources being allocated for it.
Fleeing/Attempting to Flee Domestic Violence	Individuals and families who are fleeing, or are attempting to flee, domestic violence, has no other residence, and lacks resources or support networks to obtain other permanent housing.



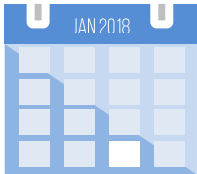
## MEASURING LITERAL HOMELESSNESS

This report compiles data from several sources to help describe and contextualize those experiencing literal homelessness in Charlotte-Mecklenburg on a given night and over the course of a year. It is important to distinguish between the Point-in-Time Count (PIT) and Homeless Management Information Systems (HMIS) data. The Point-in-Time Count takes a census of an estimated number of the homeless population (sheltered and unsheltered) on a given night, while the HMIS data are collected throughout the year and provides a count of the number of people experiencing homelessness in an emergency shelter or transitional housing. As a result, the estimates provided by the PIT Count will be smaller than those provided by the HMIS data.

 POINT-IN-TIME COUNT (PIT)	 HOUSING INVENTORY COUNT
<p>People on one night</p>	<p>Beds dedicated to people currently or formerly experiencing homelessness on one night</p>
<p>The PIT Count estimates the number of people “with a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, including a car, park, abandoned building, bus or train station, airport, or camping ground” or residing in a shelter (emergency/seasonal shelter or transitional housing). While the federal government determines the PIT reporting requirements for both the unsheltered and sheltered counts, the methodology for conducting the unsheltered count is up to each individual community to develop and implement. The 2018 PIT Count took place on the night of January 31, 2018 and the 2017 PIT Count took place on the night of January 25, 2017.</p>	<p>The Housing Inventory Count (HIC) gives a one-night snapshot of the occupancy and number of beds that are dedicated to people currently experiencing homelessness or formerly experiencing homelessness. Beds are considered dedicated to people experiencing or formerly experiencing homelessness if: “A. The primary intent of the project is to serve homeless persons; B. The project verifies homeless status as part of its eligibility determination; and C. The actual project clients are predominantly homeless (or, for permanent housing, were homeless at entry).”<sup>1</sup> When combined with the PIT Count, the HIC can provide greater insights into the capacity to shelter people experiencing homelessness on one night and how resources are being utilized.</p>
 HOMELESS MANAGEMENT INFORMATION SYSTEM (HMIS)	
<p>People over the course of a year</p>	
<p>HMIS data provide an unduplicated count of people who experienced homelessness and sought shelter or services over the course of a year at agencies receiving certain federal funding.</p>	
<p>NOT COUNTED</p>	
<p>Doubled Up Households Hotels and Motels Jails / Hospitals / Other Institutions</p>	

<sup>2</sup> <https://www.hudexchange.info/resources/documents/Notice-CPD-17-08-2018-HIC-PIT-Data-Collection-Notice.pdf>

## ONE NIGHT IN JANUARY 2018



**PIT**  
PEOPLE

- Emergency Shelter
- Transitional Housing
- Unsheltered

**HIC**  
BEDS

- Emergency Shelter
- Transitional Housing
- Rapid Re-housing
- Permanent Supportive Housing
- Other Permanent Housing

## FISCAL YEAR OCTOBER 2016 – SEPTEMBER 2017



**HMIS**  
PEOPLE

- Emergency Shelter
- Transitional Housing
- Street Outreach
- Rapid Re-housing
- Permanent Supportive Housing
- Other Permanent Housing

## 2-1-1- AND COORDINATED ENTRY

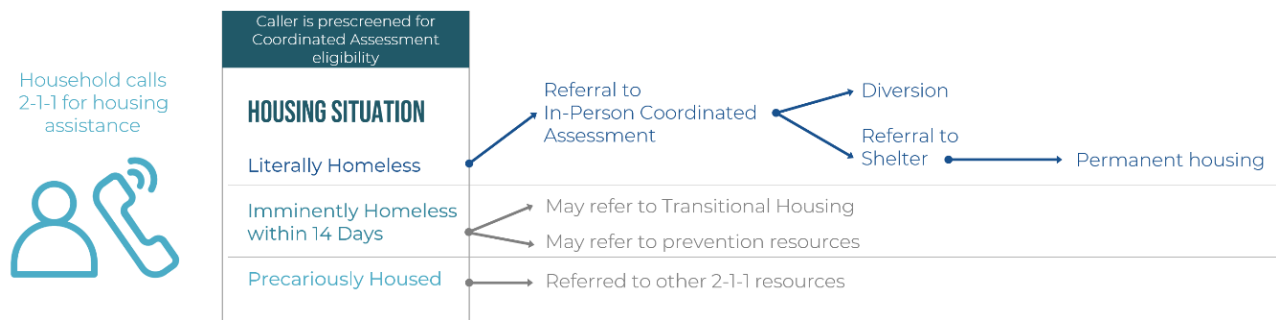
**NC 2-1-1** is a service provided by the United Way of North Carolina. NC 2-1-1 is North Carolina’s resource for free information and referral services regarding health and human services and resources. NC 2-1-1 has a database of over 19,000 resources, including food pantries, homeless shelters, utility and rent assistance funds, health clinics, prescriptions assistance programs, counseling and substance abuse services, child care resources, senior resources, resources for persons with disabilities, and much more. NC 2-1-1 can be accessed by calling 2-1-1 or going to [www.nc211.org](http://www.nc211.org).

**Coordinated entry** is a portal or entry process that aims to connect individuals and families who are literally homeless, or those at imminent risk of becoming homeless within 72 hours, to shelter and housing resources in the Charlotte-Mecklenburg area. Charlotte-Mecklenburg began implementing Coordinated Entry services in 2014. In 2017, Coordinated Entry was incorporated into NC 2-1-1 so that housing assistance requests could be streamlined through a single, full service NC 2-1-1 platform.

The *National Alliance to End Homelessness* found coordinated entry to be an efficient system because of its success in creating faster, more streamlined services. The coordinated entry system helps those experiencing homelessness by pointing them to the right resources in a standard and consistent manner, and care is taken to match households with the services that best meet their needs. When a client calls in to NC 2-1-1, **they are first pre-screened for eligibility** (as per the definition above) through a process called coordinated intake. Clients may fall into one of three categories:

- **Group A:** Literally homeless or imminent risk
- **Group B:** Imminently homeless in 14 days
- **Group C:** Precariously housed

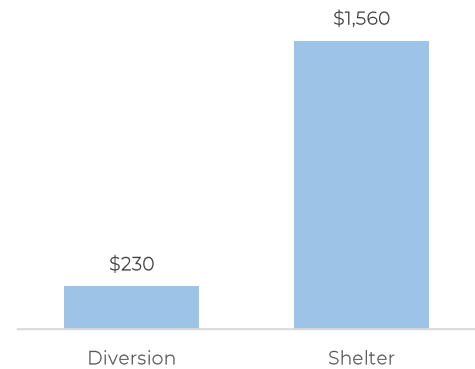
Clients in Group A are referred for **an in-person assessment**. Clients in Group B may be referred to **prevention resources** or certain transitional housing programs. Clients in Group C are not currently prioritized for housing through Coordinated Entry, but may be referred to other needed 2-1-1 resources.



Following an in-person assessment, individuals in Group A may be referred to diversion. **Diversion** is offered to individuals experiencing homelessness at the point where they are seeking emergency shelter. Diversion assistance may include provision of short-term rental or utilities assistance, conflict mediation, connection to mainstream services (e.g. welfare agencies), or housing search. For example, a bus ticket may be purchased for an individual if diversion identifies relatives out-of-state who could provide housing. The Salvation Army Center of Hope and Men's Shelter of Charlotte provide diversion services.

Diversion services were found to save an average of \$1330 per household in a Charlotte Pilot Program operated for individuals seeking shelter at the Salvation Army Center of Hope (SACOH) between February and June 2015. Diversion services for the 99 families served cost an average of \$230. For those not receiving diversion services at SACOH, the average cost of sheltered care was \$1,560, or \$40 per night multiplied by the average length of stay (39 days). The most common diversion assistance methods were Greyhound bus tickets, Duke Energy assistance, and landlord payments. 96% of those served by diversion services did not return to shelter during the four-month pilot period.


Diversion services are a cost-saving alternative to shelters  
*Pilot program cost savings, 2015*




N=99 households  
 Source: Mecklenburg County Community Support Services

Between January 1<sup>st</sup> and March 31<sup>st</sup> 2018, there were:

  
**2,124**  
 Total 2-1-1- calls for housing assistance

  
**1,908**  
 Referrals to an in-person Coordinated Assessment

**1,304**  
 individuals in  
**1,011**  
 households received in-person Coordinated Assessment

  
**337**  
 households per month received Coordinated Assessment on average

*Note: Households referred for coordinated assessment may not ultimately receive a coordinated assessment for a variety of reasons including no longer needing assistance.*

## SYSTEMS PERFORMANCE MEASURES

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In 2009, the McKinney-Vento Homeless Assistance Act was amended to shift the focus of homeless assistance away from independent provider efforts and towards a coordinated system of care. The amendment requires Continuum of Care (CoC) grant recipients to measure their performance as a coordinated system of providers. While CoCs choose local performance targets based on their programs and homeless populations, these system performance measures (SPM) are used to report progress to HUD and inform and assist the local community with planning. SPM are informed by the PIT Count, HIC, and HMIS. This section highlights Charlotte-Mecklenburg performance data produced by the PIT and HIC in January 2018 and HMIS data from FY17—the most recent data available.

 SYSTEMS PERFORMANCE MEASURES

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There are six systems performance measures.

**Length of time homeless**

This measure provides the average length of stay that people experience homelessness in emergency shelter (ES), transitional housing (TH), and from the start time of homelessness.

**Exits to permanent housing**

This measure provides the number of people who exit successfully to permanent housing across the federal fiscal year.

**Returns to homelessness**

This measure provides the percentage of people who exited into permanent housing and returned to homelessness during the reporting period that occurred within 2 years after their exit.

**Number of people homeless for the first time**

This measure provides the number of people who experience homelessness for the first time compared to all people who experience homelessness in emergency shelter and transitional housing during a year.

**Number of people homeless**

This measure provides two different counts of people experiencing homelessness. The Annual Count captures the number of people experiencing homelessness across 12 months in emergency shelter and transitional housing. The Point-In-Time Count estimates the number of people experiencing homelessness in sheltered and unsheltered locations on one night.

**Income growth**

This measure provides the percentage of people who are currently enrolled in or exited from CoC-funded rapid re-housing and permanent supportive housing projects.

## LENGTH OF TIME HOMELESS

### Overview of measure

This measure provides the average length of stay that people experience homelessness in emergency shelter (ES) and transitional housing (TH). The first measure looks at emergency shelter only and the second combines emergency shelter and transitional housing.

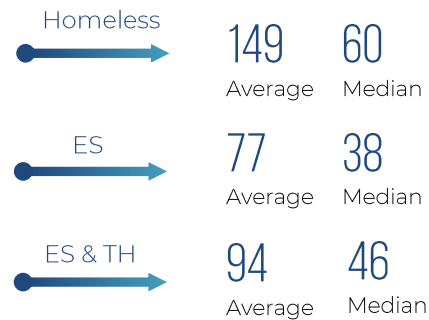
### Key Findings

- ^ **6 days increase in Emergency Shelter**  
 Average length of stay in emergency shelter increased by 6 days from FY16 to FY17
- v **3 days decrease in Emergency Shelter + Transitional Housing**  
 Average length of stay in emergency shelter and transitional housing decreased by 3 days from FY16 to FY17

In FY17 the average length of time from a person initially experiencing homelessness (including before a shelter) to moving into a permanent housing destination was 149 days and the median was 60. Once in emergency shelter, the average length of time before moving to permanent housing was 77 days and the median was 38. When combined with transitional housing, the average days to exit increases to 94 days and the median days to exit increases to 46 days.

Between FY15 and FY17, the average length of stay in emergency shelter increased from 66 to 77 days while the average length of stay in emergency shelter and transitional housing decreased from 104 to 94 days. This decrease in emergency shelter and transitional housing days is likely due to a decrease in average length of stay within transitional housing since the average length of stay in emergency shelter had increased during this same time period.

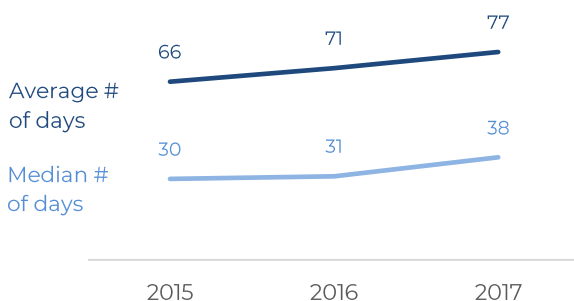
### DAYS TO EXIT TO PH FROM:



*Note: "Homeless" includes all time homeless, including before entrance to shelter. Average days to exit from ES and TH are greater than from ES alone, which implies that individuals on average spend more time in TH than ES.*

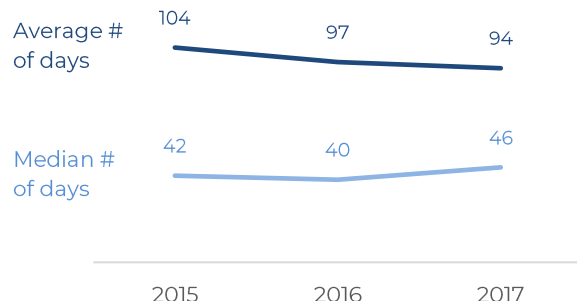
### Emergency Shelter **Only**

Mecklenburg County HMIS, FY17



### Emergency Shelter **and** Transitional Housing

Mecklenburg County HMIS, FY17



## SO, WHAT DOES THIS MEAN?

The increase in the average length of stay in emergency shelter from FY15 to FY17 could be connected to a portion of the shelter population staying for an extended period. The median length of stay is half of the average, which tells us that there are some individuals with long stays who are increasing the average for the entire population, however the median increased from FY15 to FY17 as well.

## IMPORTANT CONTEXT

- Emergency shelter and transitional housing have operational differences that impact their length of stay. Emergency shelter is intended to provide short-term, temporary shelter and generally has no prerequisite for entry. In contrast, transitional housing provides up to 24 months of temporary shelter usually coupled with supportive services to prepare people for permanent housing. Transitional housing generally targets specific groups and can have entry requirements. Thus, transitional housing will typically have a longer length of stay than emergency shelter.
- For calculating the average and median number of days, the total number of people in emergency shelter in FY17 was 4,448 and the number of combined people in emergency shelter and transitional housing used for the calculation in FY17 was 4,879.

## WHY THESE DATA MATTER

- Understanding the change in the length of stay that people experience homelessness is an important indicator of whether our community is making homelessness rare, brief and nonrecurring.
- To better understand the change in average length of stay, it is essential that providers look at their agency-level data to determine if certain populations such as families are facing more barriers to rapid exits from shelter and transitional housing. Providers can also target the long stayers in their programs to shorten their average length of stay, which reduces the length of stay across the system.
- It is important that we look at the number of people who are experiencing homelessness in relationship to the length of time they experience homelessness, their rate of exit to permanent housing and the extent to which they return to homelessness.





## EXITS TO PERMANENT HOUSING

### Description

This measure provides the number of people who exit successfully to permanent housing across the federal fiscal year. The first part of the measure looks at combined exits from emergency shelter (ES), transitional housing (TH) and rapid re-housing (RRH). The second measure looks at permanent supportive housing (PSH) only and includes retention of existing permanent supportive housing as well as exits to new permanent housing (PH) from permanent supportive housing. The last measure looks at exits to permanent housing from street outreach.

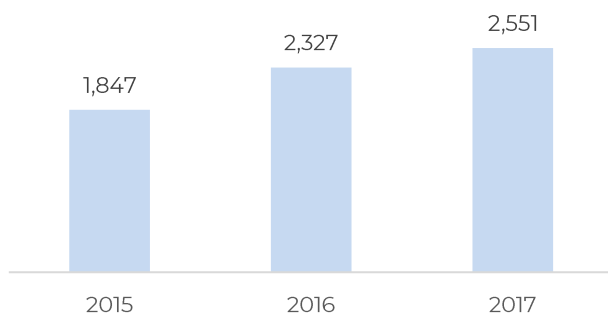
### Key Findings in FY17

- ^ **59% (2,551 people)** successfully exited from emergency shelter, transitional housing and rapid re-housing to permanent housing, an increase of 224 people from FY16.
- **94%** of people retained permanent supportive housing or exited to permanent housing from permanent supportive housing. This is a slight decrease from FY16, but the number of people successfully exited increased.
- **24%** of people who received street outreach exited to permanent housing.

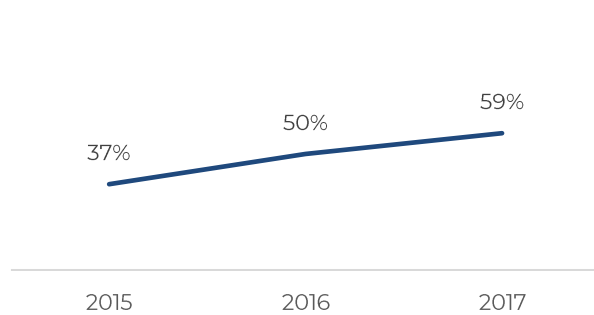
### Emergency shelter (ES), transitional housing (TH) and rapid re-housing (RRH) exits to permanent housing

In FY17, 59% (2,551 people) of people who exited from emergency shelter, transitional housing, and rapid re-housing exited to permanent housing. Both the number of people exiting to permanent housing and the share of exits that were to permanent housing increased from FY15 to FY17.

The **number** of people in ES, TH, and RRH who exited to permanent housing **increased**  
Mecklenburg County HMIS



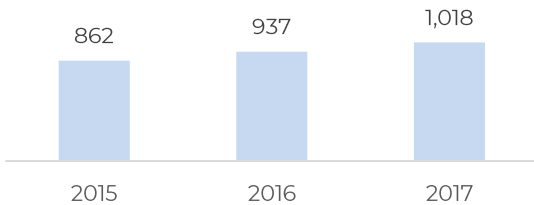
The **share** of people in ES, TH, and RRH who exited to permanent housing **increased**  
Mecklenburg County HMIS



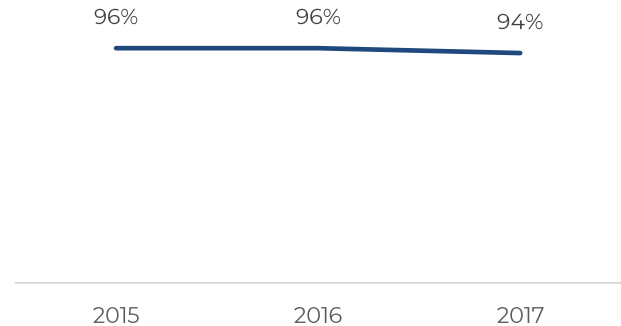
Permanent supportive housing retention and exits to other forms of permanent housing

Though the total number of people retaining their PSH or exiting from PSH to other forms of PH increased, the share decreased slightly between FY16 to FY17. The growth in the total number of exits reflects an increase in permanent housing beds from FY16 to FY17.

The **number** of people who retained PSH or exited from PSH to PH **increased**  
Mecklenburg County HMIS



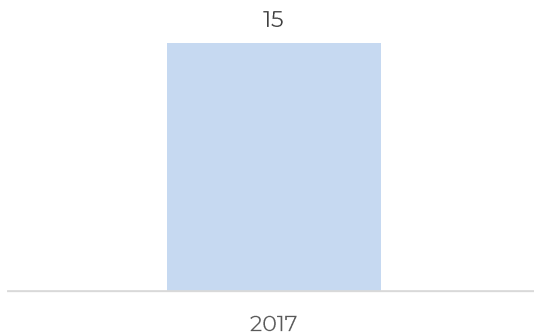
The **percentage** of people who **retained** PSH or exited from PSH to PH remained relatively stable  
Mecklenburg County HMIS



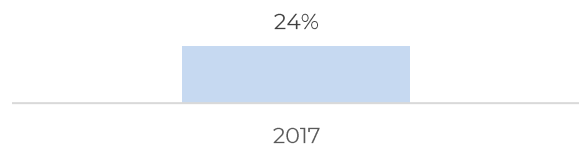
Exits to permanent housing from street outreach

24% of individuals who were unsheltered exited to permanent housing after receiving street outreach assistance. This data should be interpreted with caution due to the small number of individuals (n=15) served.

**15 people** who received street outreach exited to permanent housing  
Mecklenburg County HMIS



**24% of people** who received street outreach exited to permanent housing  
Mecklenburg County HMIS



## SO, WHAT DOES THIS MEAN?

The increase of successful housing outcomes from emergency shelter, transitional housing and rapid re-housing from FY15 to FY17 could be due to several factors:

- The number of permanent housing beds increased 19% or 418 beds from FY15 to FY17 according to the Housing Inventory Count.
- The 94% retention and exit rate for PSH in FY17 reflects the success of PSH, which provides long-term financial assistance for housing paired with supportive services.

## IMPORTANT CONTEXT

- The differences across service types of ES, TH and RRH should be considered when interpreting this outcome.
- A greater share of people exited from ES, TH, RRH, and OPH to permanent housing, however the number of people exiting these programs overall decreased. In FY16, 4,700 people exited (2,327 to permanent housing) while in FY17, 4,316 exited (2,551 to permanent housing)—a decrease of 386 people.
- The second measure on PSH combines retention and exit into one measure. PSH by design is intended to be long-term, which results in a low exit rate. At the same time, PSH is considered a permanent housing destination, which is why retention and exit data are collected together.
- In Charlotte-Mecklenburg, PSH is prioritized for people experiencing chronic homelessness, which is characterized by long periods of homelessness and one or more disabling conditions that pose a barrier to obtaining and maintaining housing.
- PH includes rapid re-housing and permanent supportive housing, housing that is owned and/or rented with or without a subsidy, long-term care facility or nursing home, and staying or living with friends or family that is permanent in tenure.
- 

## WHY THESE DATA MATTER:

- The differences across service types of emergency shelter, transitional housing and rapid re-housing should be considered when interpreting this outcome.
- In Charlotte-Mecklenburg, permanent supportive housing is prioritized for people experiencing chronic homelessness, which is characterized by long periods of homelessness and one or more disabling conditions that pose a barrier to obtaining and maintaining housing.

RETURNS TO HOMELESSNESS

Description

This measure provides the percentage of people who exited into permanent housing and returned to homelessness during the reporting period that occurred within 2 years after their exit. The measure looks at all returns in addition to returns after exiting specific program types: emergency shelter, transitional housing and permanent housing programs (RRH, PSH, and OPH).

Key Findings

- ^ There was a 2% increase in the rate of return to homelessness within 2 years resulting from an increase in returns to homelessness from those who exited from emergency shelter.
- v The share of people returning to homelessness within two years after exiting transitional housing decreased by 50%.
- 74% of people who returned to homelessness had exited emergency shelter into permanent housing

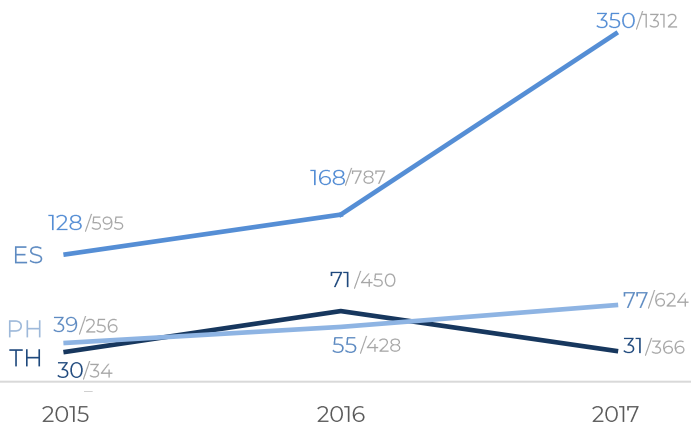
From FY16 to FY17, the total number of people returning to homelessness increased by 177 individuals, mostly due to an increase in returns from emergency shelter.

The share of people returning to homelessness within two years of exiting to permanent housing increased slightly (2 percentage points) from FY16 to FY17. Only emergency shelter experienced an increase in the share of people returning to homelessness after exiting. From FY16 to FY17 emergency shelter returns increased from 21% to 27%. In contrast, returns from permanent housing programs remained relatively stable and transitional housing returns decreased from 16% to 8%.

74% of people who returned to homelessness had exited from emergency shelter

Returns to homelessness within two years after exiting to permanent housing, Mecklenburg County HMIS

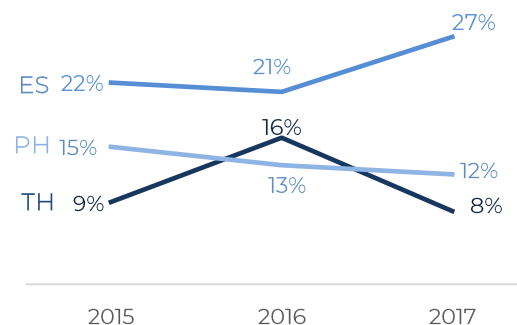
[Returns / Exits]



Note: Street outreach (SO) data only available in 2017

The share of returns to homelessness increased only for emergency shelter

Returns to homelessness within two years after exiting to permanent housing, Mecklenburg County HMIS



Note: Street outreach (SO) data only available in 2017

## SO, WHAT DOES THIS MEAN?

- Most people (83% in FY15, 82% in FY16, and 80% in FY17) who exited the homeless service system into permanent housing did not return to homelessness within 2 years.
- While the number of people returning to homelessness within two years of exiting into permanent housing increased, the percent decreased.
- The increase in permanent housing exits increase reflects an increase in the total number of permanent housing beds and a shift in resources towards permanent housing. Between 2013 and 2017, permanent housing beds increased by 88% (from 1381 to 2,595 beds).

## IMPORTANT CONTEXT

- This measure looks back at exits from 2 years prior to the reporting period. It includes all people within a household including children. It does not include entries into homelessness within programs that are not part of the Charlotte-Mecklenburg CoC universe in HMIS.
- The differences across project types of emergency shelter, transitional housing and rapid re-housing should be considered when interpreting this outcome.
- Permanent housing success includes specific housing destinations. These include: long-term care facility or nursing home, permanent housing programs including rapid re-housing and permanent supportive housing, housing that is owned and/or rented with or without a subsidy, and staying or living with friends or family that is permanent in tenure.
- This measure looks back at all the program exits that occurred 2 years prior to the reporting period. Of those program exits, the measure reports on how many of them returned to homelessness for up to 2 years after their exit. Permanent housing programs include rapid re-housing, other permanent housing and permanent supportive housing.

## WHY THESE DATA MATTER

- Understanding the return rate to homelessness from permanent housing is an important indicator of whether our community is making homelessness rare, brief and nonrecurring.
- It is important that we look at the return rate to homelessness in relationship to the number of exits to permanent housing as well as the length of time and the number of people who experience homelessness. It is important that programs reduce the length of time people experience homelessness, increase the number of permanent housing exits, but also make homelessness nonrecurring.
- Further analysis is required at the program level and at Coordinated Entry to better understand the characteristics of people entering homelessness for the first time versus multiple times. This information can inform the community's overall strategy around permanent housing and homelessness prevention.



## NUMBER OF PEOPLE HOMELESS FOR THE FIRST TIME

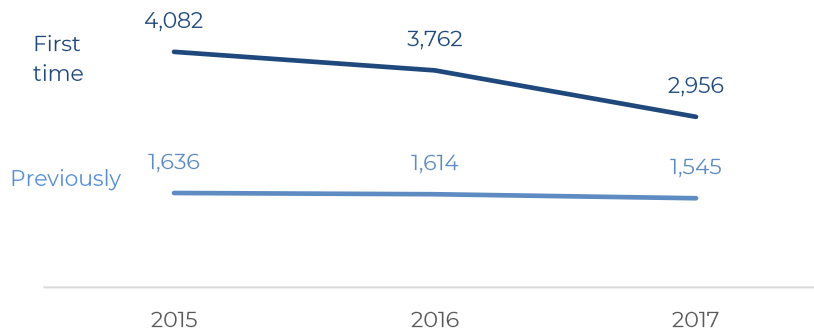
### Description

This measure provides the number of people who experience homelessness for the first time compared to all people who experience homelessness in emergency shelter and transitional housing during a year.

The number of people in emergency shelter and transitional housing experiencing homelessness for the first-time decreased by 21% or 806 people between FY16 and FY17 while the number of previously homeless has stayed relatively consistent. Correspondingly, the total share of people experiencing homelessness for the first time decreased 4 percentage points since FY16.

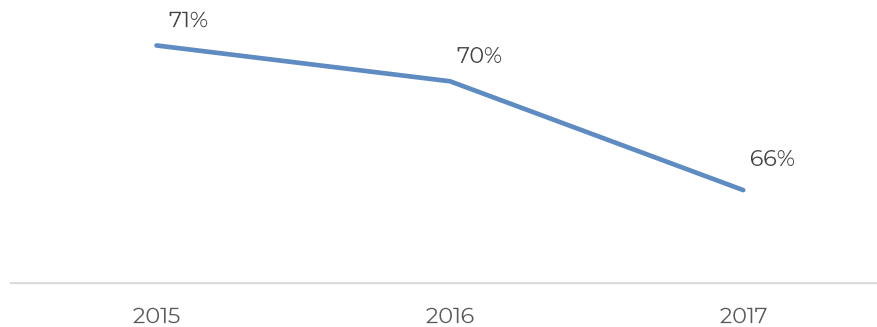
The **number** of people in ES and TH experiencing homelessness for the first time decreased

*Number of people homeless for the first time, Mecklenburg County HMIS*



The **share** of people experiencing homelessness for the first time decreased

*Number of people homeless for the first time, Mecklenburg County HMIS*



## SO, WHAT DOES THIS MEAN?

- The share of people previously experiencing homelessness increased by 5% since FY15 to 34% in FY17, in large part because the share of first-time homeless decreased. The increased share of previously homeless may also be tied to an increase in people who have exited to permanent housing and returned to homelessness. The increase may also be related to an increase of people who are cycling in and out of homelessness because there are not enough permanent housing options available.

## IMPORTANT CONTEXT

- The Federal Fiscal year runs from October to September. The number of people in emergency shelter and transitional housing used for this calculation in FY16 was 5,376. The number of people in emergency shelter and transitional housing used for this calculation in FY17 was 4,501.

## WHY THESE DATA MATTER

- Understanding the number of people who enter homelessness for the first time is an important indicator of whether our community is making homelessness rare, brief and nonrecurring.
- This measure helps the community to understand the characteristics of people experiencing homelessness as well as the need for interventions targeting homeless prevention.
- It is important that we look at the number of people who are experiencing homelessness for the first time in relationship to the length of time they experience homelessness, their rate of exit to permanent housing and the extent to which they return to homelessness.

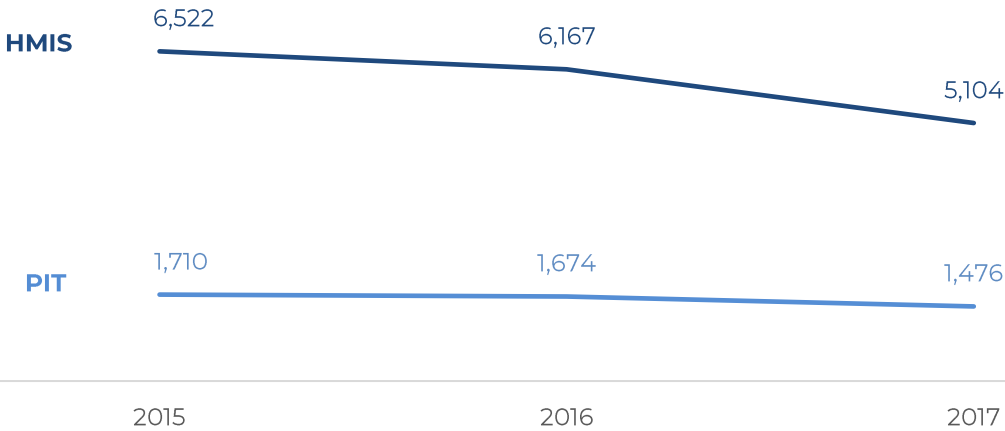


NUMBER OF PEOPLE HOMELESS

Description

This measure provides two different counts of people experiencing homelessness. The Annual Count captures the number of people experiencing homelessness across 12 months in emergency shelter and transitional housing. The Point-in-Time (PIT) Count captures the number people experiencing homelessness on one night in January in emergency shelter, transitional housing as well as unsheltered homelessness including places unfit for human habitation.

Annual number of people experiencing homelessness decreased from 2015 to 2017  
The number of people experiencing homelessness, Mecklenburg County HMIS and PIT Count



Note: Since the federal fiscal year runs from October to September, 2018 HMIS data was not available at the time of publishing. In order to provide an even comparison, data from the 2018 PIT Count is omitted from this section. Details about the 2018 PIT Count results can be found in a later section.



## SO, WHAT DOES THIS MEAN?

- The decrease in homelessness in the annual count from FY16 to FY17 is connected to a decrease in emergency shelter and transitional housing beds, which decreased by 15% (252 beds).
- The decrease in homelessness in the 2017 PIT Count is, in part, due to the warmer-than-average temperatures on the night of the Count. In warmer weather, overflow shelters are not open and therefore more individuals are likely to be unsheltered and undercounted.
- The decrease in homelessness does not mean that people are presenting for help with housing assistance at Coordinated Entry at a slower rate. It also does not mean that shelters are empty. In fact, shelter utilization has remained above 90% since 2011. While there are decreasing numbers of people experiencing homelessness, there continues to be a steady inflow of people entering homelessness, which highlights the connection to housing instability.
- The decrease in homelessness in the annual count is connected to the number of increasing permanent housing beds in the community. From 2016 to 2017, permanent housing increased 16% (360 beds) and from 2010-2017, the number of permanent housing beds increased 321% (1,978 beds). Permanent housing includes rapid re-housing, permanent supportive housing and other permanent housing subsidies for people experiencing homelessness.

## IMPORTANT CONTEXT

- The number of people who experience homelessness in emergency shelter and transitional housing is connected to the number of beds available. This number of beds is part of our community's Housing Inventory Count. When there is an increase or decrease in beds, there is a corresponding change to the number of people that can be counted in them. Therefore, analysis of an increase or decrease in the number of people experiencing homelessness must also include whether the bed count also changed.
- The annual count covers a full year, but does not include unsheltered homelessness. The PIT Count provides only a one-night snapshot, but includes unsheltered homelessness in its total. The PIT Count and the annual count data in this report do not overlap. The PIT Count was in January 2017 and the annual count data cover October 2016 to September 2017. Both are unduplicated.

## WHY THESE DATA MATTER

- Understanding the change in the number of people experiencing homelessness in relationship to the number of beds available in emergency shelter, transitional housing and permanent housing helps us to understand how resources are utilized and where gaps exist.
- It is important that we look at the number of people who are experiencing homelessness while also considering the length of time they experience homelessness, their rate of exit to permanent housing and the extent to which they return to homelessness.



## INCOME GROWTH

### Description

This measure provides the percentage of people who exit that increased their income in CoC-funded rapid re-housing and permanent supportive housing projects across the federal fiscal year. The first part of the measure looks at increase in income among adults who were currently enrolled during the reporting period. The second part of the measure looks at increase in income among adults who exited during the reporting period.

### Key Findings



51% of currently enrolled adults increased their income, a 32-percentage point increase from FY16.



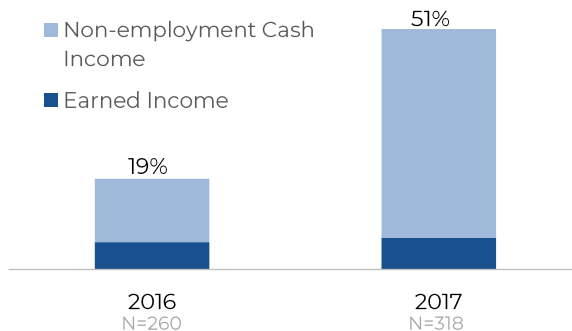
35% of exited adults increased their income, staying relatively the same from FY16. While the overall share stayed the same, earned income decreased 19 percentage points from FY16.

From FY16 to FY17, the share of currently enrolled adults with increased income rose by 32 percentage points to 51% (or 163 enrolled individuals). Non-employment cash income (such as disability) was the most common form of increased income; 46% of enrolled adults reported increased non-employment income in 2017 compared to 14% in 2016. One possible reason for the large one-year increase is the decision by Mecklenburg County Community Support Services to dedicate a staff person to increasing homeless enrollment in disability income. Improvements in data accuracy and changes in federal funding may be other contributing factors to the increase in income. The share of earned income in FY17 (7%) remained similar to FY16 (6%). A small portion (<2%) of individuals increased income in both categories.

In FY17, 42 adults exited with increased income. The share of adults who exited with increased income in FY17 remained similar to FY16 at 35%. Compared to FY16, a greater share of individuals increased their non-employment cash income in FY17 (from 8% to 25%). The share of individuals with increased earned income decreased from FY16 to FY17 (from 30% to 11%). A small portion (<2%) of individuals increased income in both categories.

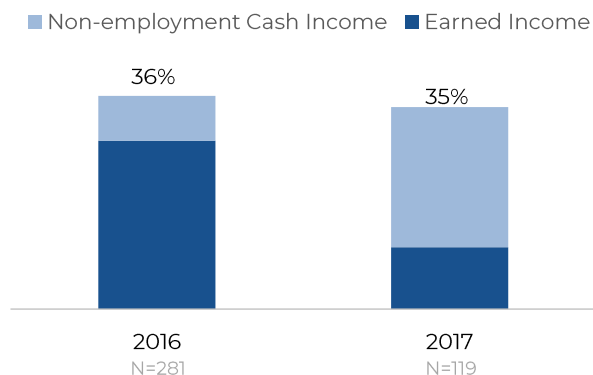
Share of **currently enrolled** adults with increased non-employment cash income increased

Mecklenburg County HMIS



Share of adults who **exited** with increased income remained similar to 2016

Mecklenburg County HMIS



## SO, WHAT DOES THIS MEAN?

- In FY17, more adults in CoC-funded rapid-rehousing and permanent supportive housing projects increased their income while currently enrolled than adults at exit. Increases in income are primarily due to increases in non-employment cash income (e.g. disability, social security). The next step is for more analysis at the CoC-project level to determine the amount of increase and the amount of income at exit. This will provide a more comprehensive picture to understand the role of income growth in future housing stability.

## IMPORTANT CONTEXT

- This measure only looks at adults within CoC-funded rapid re-housing and permanent supportive housing projects, which is a smaller subset than the other system performance measures. While this data provides valuable insights for those programs included in the measure, it may not be generalizable to all homeless projects and should be interpreted with caution.
- The measure only includes adults who experienced an increase in their income; it does not include adults who maintained the same level of income, which can also serve as a positive indicator for housing stability. In addition, the measure does not give the amount of increase; it could be as small as \$1 or more than \$100; and the amount of increase, while substantial, may not be enough to sustain the housing of the adult without financial assistance. For these reasons, this data should be interpreted with caution.
- Income includes earned income and non-employment cash income.

## WHY THESE DATA MATTER

- Understanding the number of adults who increase their income is an important indicator of whether our community is making homelessness rare, brief and nonrecurring.
- To sustain housing without financial assistance, a household must have enough income to afford rent and other expenses. By measuring change in income, the system can understand if progress is being made to help adults sustain their housing after their program exit.
- It is important that we look at the number of adults who increase their income in relationship to the length of time they experience homelessness, the number of people who experience homelessness, and the extent to which they return to homelessness.

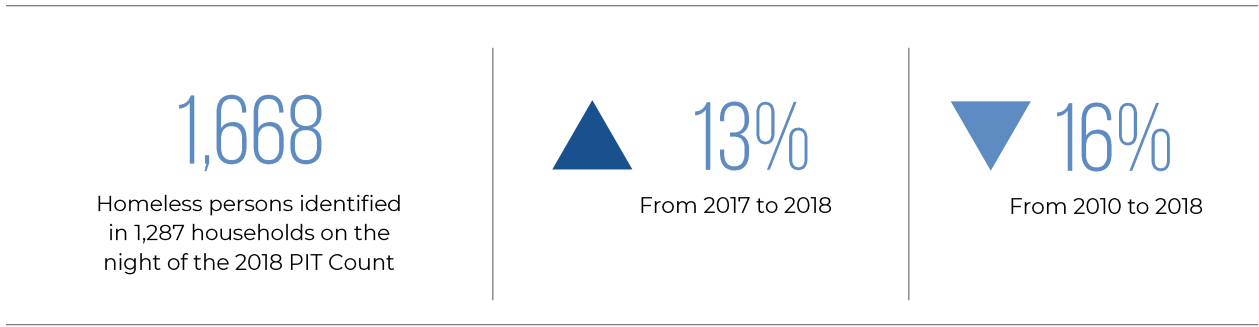
 2018 PIT COUNT DETAILS

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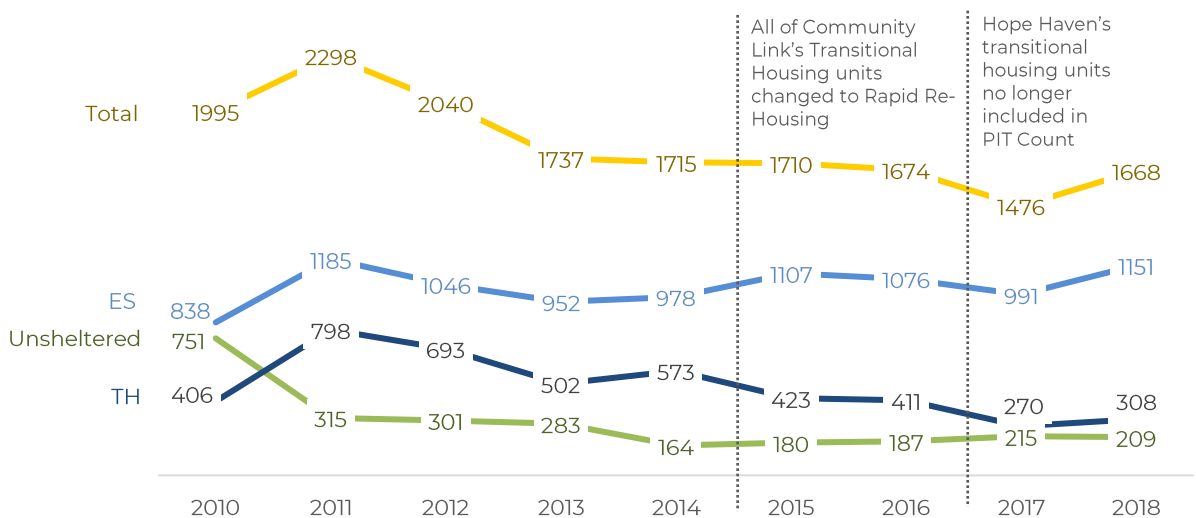
The PIT Count estimates the number of people “with a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, including a car, park, abandoned building, bus or train station, airport, or camping ground” or residing in a shelter (emergency/seasonal shelter or transitional housing). While the federal government determines the PIT reporting requirements for both the unsheltered and sheltered counts, the methodology for conducting the unsheltered count is up to each individual community to develop and implement. The 2018 PIT Count took place on the night of January 31, 2018 and the 2017 PIT Count took place on the night of January 25, 2017.

### 2018 PIT COUNT DETAILS

- The 2018 count identified 1,668 people in 1,287 households experiencing homelessness on the night of the count.
- **The number of people experiencing homelessness decreased from 2010 to 2018.** From 2010 to 2018 there was a 16% (327 people) decrease in the number of people experiencing homelessness. During this same time period, the overall number of emergency shelter and transitional housing beds from the HIC increased by 10% (145 beds). The decrease in homeless persons since 2010 is due to a decrease of 98 people in transitional housing and a decrease of 542 unsheltered persons.
- **The number of people experiencing homelessness increased from 2017 to 2018, due in part to increased capacity.** From 2017 to 2018 the number of people identified on the night of the PIT count increased by 192 people, the first increase since 2011. The increase was due in part to an increase in the number of emergency shelter and transitional housing beds available. From 2017 to 2018, the number of emergency shelter and transitional housing beds increased by 206 people (15%).



Homelessness decreased since 2010 but recently increased as capacity increased.  
2018 PIT Count

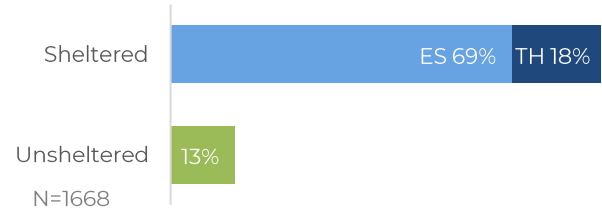


Shelter Type, 2018

- 13% (209 people) of homeless persons identified were unsheltered, and the remaining 87% of homeless were sheltered (1,151 in emergency shelter and 308 in transitional housing).
- Unsheltered homelessness stayed relatively the same and sheltered homelessness increased by 16% (198 people) from 2017 to 2018.
- The proportion of people experiencing homelessness in emergency shelters has steadily increased since 2010.
- The majority of people sleeping in unsheltered locations were on the street or sidewalk (109 people or 54%) or in an outdoor encampment (49 people or 24%)

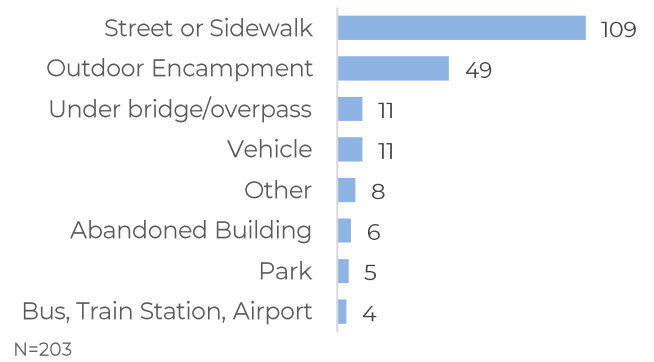
The majority of people experiencing homelessness are sheltered.

Homeless population by shelter type, PIT Count 2018



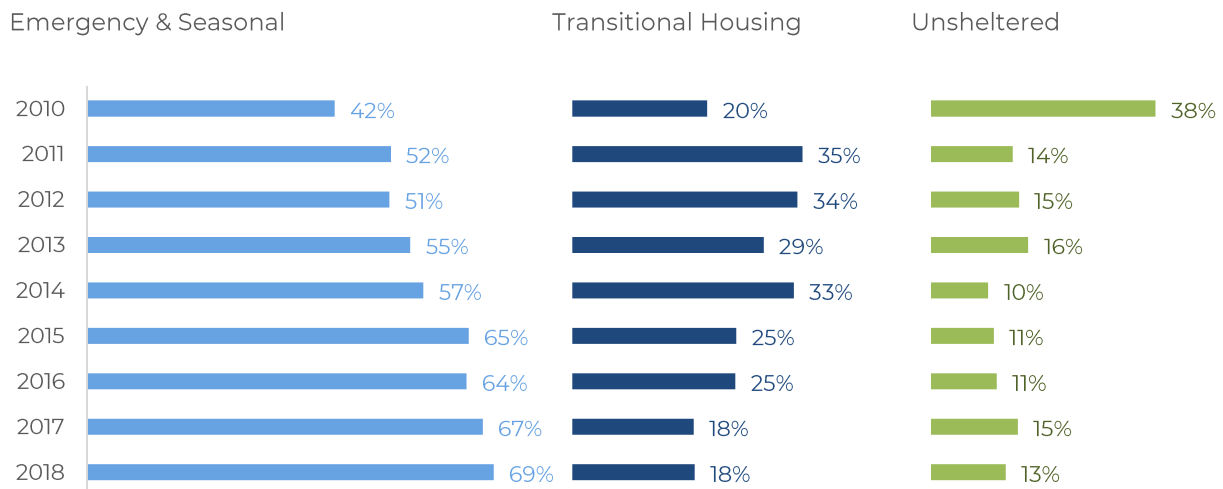
The majority of unsheltered homeless slept on the street or a sidewalk

Unsheltered location, 2018 PIT Count



PIT Count shelter type distribution by year

PIT Count 2010 to 2018



### HOUSEHOLD TYPE

- **Adult only households increased slightly.** 1,049 people were in households with adults only, which represented approximately 63% of all homeless people on a single night and a 4% increase from 2017.
- **Households with adults and children (families) increased.** There were 535 people counted in 167 households with adults and children, representing 32% of all homeless people on a single night. This represents a 16% (75 person) increase in people in homeless households with adults and children since 2017. 100% of the households identified with adults and children were sheltered.
- **Child only households did not change.** There were 5 unaccompanied homeless children and all were sheltered.
- **Unaccompanied youth increased.** There were 11 more unaccompanied youth in 2018, a 17% increase from 2017.
- **Chronically homeless increased.** There were 217 people identified as chronically homeless, an increase of 70 people (48%) from 2017. The majority (86%) were in emergency shelter and the remaining 14% (30 people) were unsheltered.
- **Veterans increased.** There were 146 people experiencing homelessness that were identified as veterans. This is an increase of 9 people from 2016 (7%).



1,049 People in households with **ADULTS ONLY**



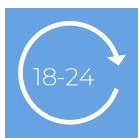
5 People in households with **ONLY CHILDREN**



167 Households with **ADULTS & CHILDREN**  
(535 people)



146 **VETERANS**



77 **UNACCOMPANIED YOUTH**



217 **CHRONICALLY homeless**



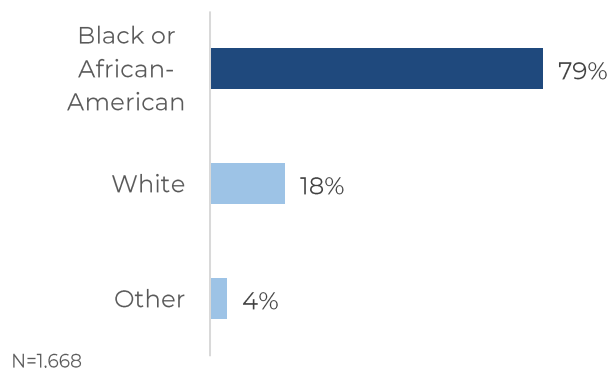
14 **PARENTING youth households**

DEMOGRAPHICS

Racial Identity, 2018

- 79% (1,311) of the total population experiencing homelessness identified as Black or African-American. This is disproportionately high considering only 31% of the general population in Mecklenburg County identifies as Black and 46% of all people under the poverty line in Mecklenburg County, according to the U.S. Census Bureau’s American Community Survey, 2012-2016 5-year estimates.

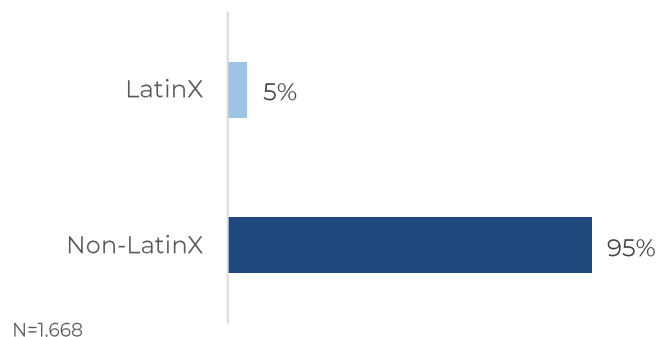
Homeless Persons by Racial Identity  
PIT Count 2018



Ethnic Identity, 2018

- 5% (77) of the total population experiencing homelessness identified as LatinX. In comparison, the LatinX population comprises 13% of the general population and 23% of people below the poverty level in Mecklenburg County, according to the U.S. Census Bureau’s American Community Survey, 2012-2016 5-year estimates.

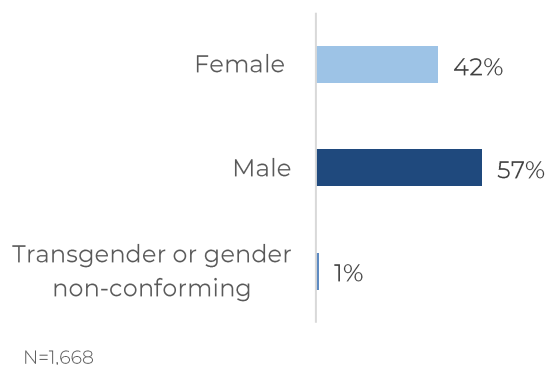
Homeless Persons by Ethnic Identity  
PIT Count 2018



Gender Identity, 2018

- 57% (956) of all people experiencing homelessness identified as male in 2019. People who identify as male were overrepresented in the unsheltered population, representing 80% of people experiencing unsheltered homelessness. In Mecklenburg County, people who identify as male account for 48% of the population, according to the U.S. Census Bureau’s American Community Survey, 2012-2016 5-year estimates.


Homeless Persons by Gender Identity  
PIT Count 2018
















## PIT COUNT SUMMARY

2017-2018

 Increase
  Decrease
 — No change

Overall			
	Change	2017	2018
Homelessness rate per 1,000 residents	 0.15	1.37	1.52
Total homeless people	 192 (13%)	1,476	1,668
Shelter Type			
	Change	2017	2018
Unsheltered people	 6 (13%)	215	<b>209</b>
People in emergency & seasonal shelter	 160 (16%)	991	<b>1151</b>
People in transitional housing	 38 (14%)	270	<b>308</b>
Household Type			
	Change	2017	2018
People in households with adults and children	 75 (16%)	460	535
People in households with adults only	 38 (4%)	1,011	1,049
People in households with only children	 0 (0%)	5	5
Homeless veterans	 9 (7%)	137	146
Chronically homeless	 70 (48%)	147	217
Unaccompanied Youth (under 25)	 11 (17%)	66	77



# PIT COUNT SURVEY FINDINGS

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Beginning in 2016, the PIT Count Steering Committee added additional survey questions to the unsheltered count survey. In 2018, the survey was expanded to include people experiencing homelessness in an emergency shelter and transitional housing. These supplemental questions provide additional details about the person experiencing homelessness and the circumstances contributing to their homelessness. The survey of sheltered locations occurred in the two weeks leading up to the PIT Count, but only those who were sheltered on the night of the count are included in these analyses. Because answering these survey questions was not required, response rates may vary for each question depending on whether the person chose to answer the question. At the bottom of each chart, the N=# will indicate how many households answered the question. Of the 1,287 households counted as part of the PIT Count, 998 total surveys were completed via interview (78% completion rate).

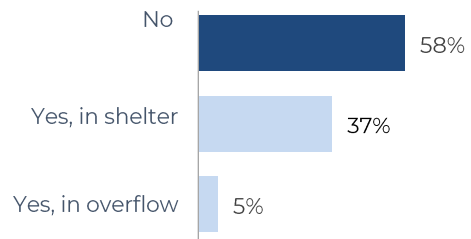
### UNSHELTERED ONLY QUESTIONS

Note: Of the 209 total people counted in the unsheltered count, 51 were observed and counted, but no survey was conducted.

#### Why Unsheltered Persons were not in a Shelter, 2018

- 42% of unsheltered people said they had stayed in a shelter in the last two years.
- When asked why they were not currently in a shelter, almost a quarter said they did not feel safe. Another 45% cited a condition of the shelter, such as it not being clean, too many people, too much structure, and lack of privacy. Another 21% could not get into the shelter either because it was full (16%) or they were banned/not eligible (5%). Others cited shelter policies, such as it was too structured (9%), they didn't want to be separated from a companion/pet (7%), the hours did not work with their job schedule (3%), or the shelter did not allow substance use (1%). These responses were similar to those found in the 2017 PIT Count.

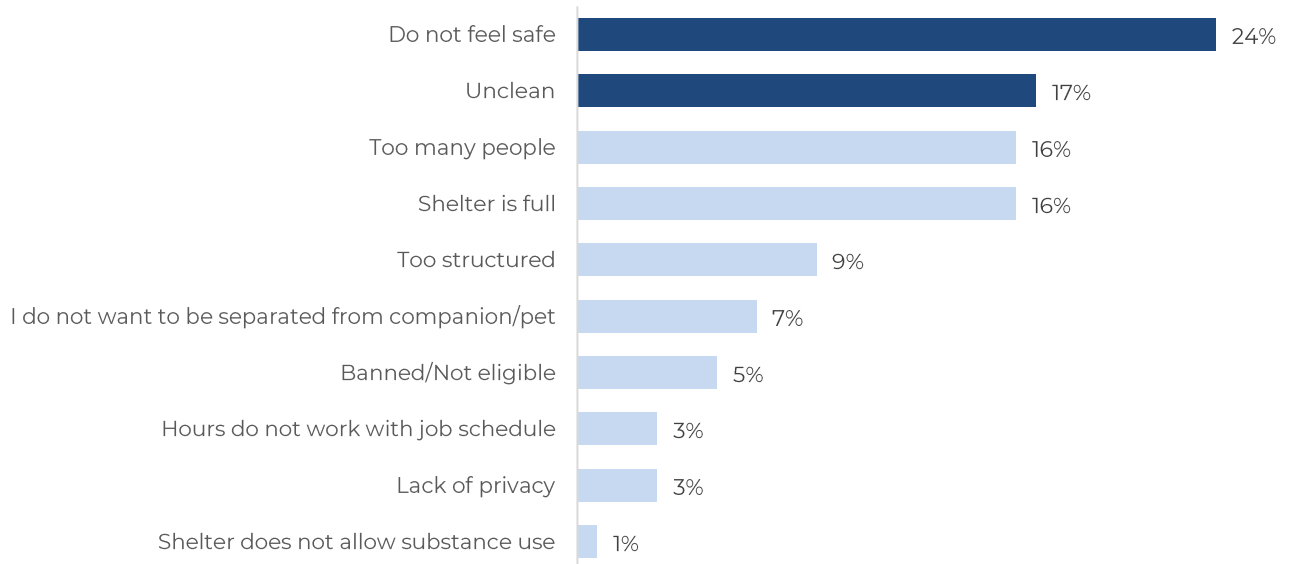
#### Whether Unsheltered Persons had Stayed in a Shelter in the Last 2 Years PIT Count 2018



N=137

Note: "In a shelter" means the person had a bed assigned to them. "In overflow" means they may have had a cot on the floor but not an actual bed assigned. If a person has stayed in both shelter and overflow, they were asked to select the most recent.

#### Why Unsheltered Persons were not in a Shelter PIT Count 2018



N=136

## SHELTERED AND UNSHELTERED QUESTIONS

### First Time Experiencing Homelessness, 2018

- Just under half (49% or 464) of sheltered and unsheltered people surveyed were experiencing homelessness for the first time.

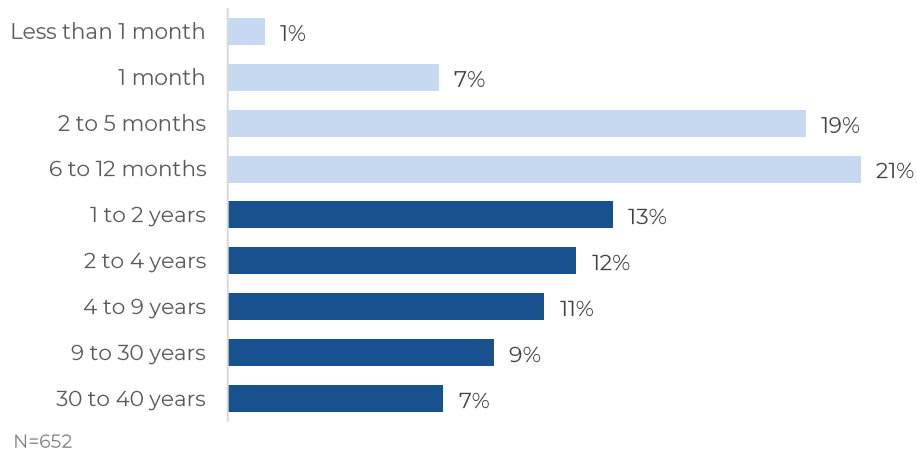
First Time Experiencing Homelessness  
PIT Count 2018



### Length of Time in Community, 2018

- The largest share of people were in the Charlotte-Mecklenburg community for less than 1 year (49% or 318 people). The amount of time ranged from less than 1 month to 70 years, with a median of 14 months.

Length of Time in Community  
PIT Count 2018



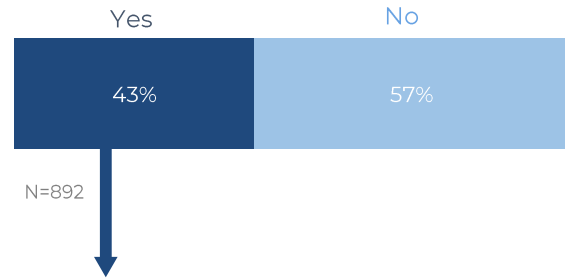
### Persons Moved to Charlotte-Mecklenburg in Last 2 Years, 2018

This set of questions were asked in 2016 and 2017 as well, but only for people experiencing unsheltered homelessness. This is the first year asking people experiencing both unsheltered and sheltered homelessness.

- The majority (57%) of sheltered and unsheltered persons have lived in Charlotte-Mecklenburg for more than 2 years. The remaining 43% moved to Charlotte-Mecklenburg in the last two years.
- The majority of individuals that moved to Charlotte-Mecklenburg in the last 2 years moved from North/South Carolina (58% or 222 people) and other parts of the U.S. (37% or 144 people).
- Of those that moved to Charlotte-Mecklenburg within the last two years, the majority relocated to be near family/friends (32% or 120) or for job opportunities (23% or 88 people).
- More than half (or 211 people) who came to Charlotte-Mecklenburg within the last two years did not have housing when they arrived.

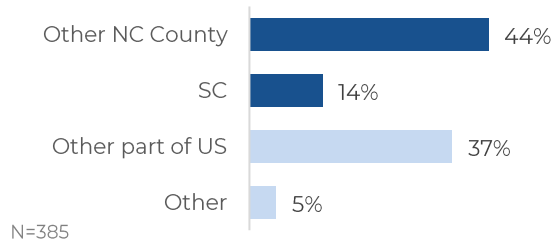
Have you lived outside of Mecklenburg County in the last 2 years?

PIT Count 2018



Where did you move from?

PIT Count 2018



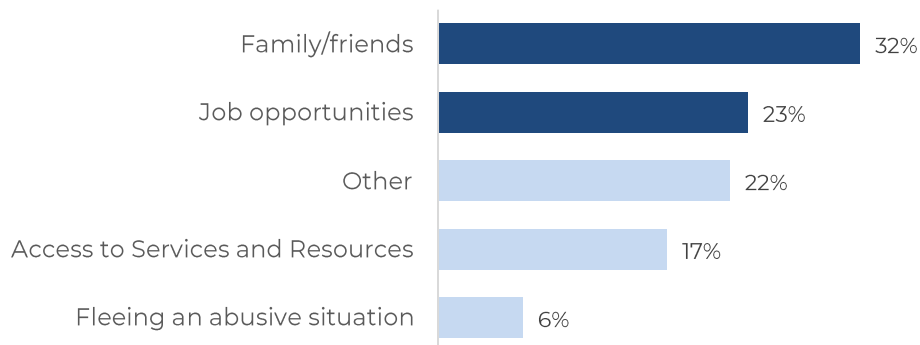
Did you have housing when you came?

PIT Count 2018



What is the main reason you came to Charlotte-Mecklenburg?

PIT Count 2018



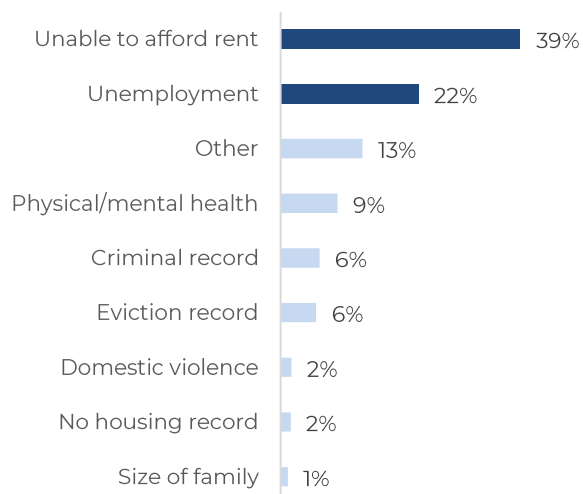
### Biggest Barrier to Housing, 2018

While people experience homelessness often face multiple barriers to housing, this question asked for the persons perspective on which is the **biggest** barrier they face to housing.

- The majority of barriers to housing were tied to economic mobility. The most cited reasons were tied to income—either inability to afford rent (39% or 357 people) or unemployment (22% or 206 people). Others cited criminal records (6% or 58 people), eviction records (6% or 53 people), or lack of a housing rental history (2% or 15 people), all common things that housing providers will screen for when someone applies for rental housing.

### Biggest Barrier to Housing

PIT Count 2018



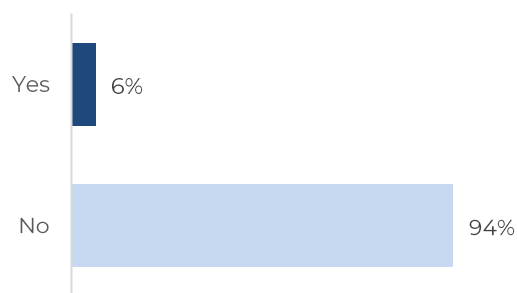
N=923

### Housing Choice Voucher or VASH Veteran's Voucher, 2018

- 6% (51 people) of those surveyed had a Housing Choice Voucher or VASH veteran's voucher, but were not yet housed. Vouchers assist households by paying a portion of the rent owed. However, a voucher does not guarantee housing. The voucher holder must identify a rental unit that will accept the voucher, is affordable, and meets and requirements of the voucher program. The process of finding a rental unit can take weeks to months and a household may remain homeless while they try to obtain housing.

### Currently has a HCV or VASH Veteran's Voucher

PIT Count 2018



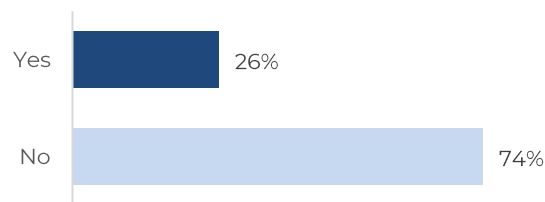
N=897

### Family Separation, 2018

- 26% (61 people) said they were separated because of their homeless episode. Families may be separated due to shelter regulations on gender or age. Families with children may also send their children to live with family or friends while the adults are in the shelter.

### Family Separated Due to Homelessness

PIT Count 2018



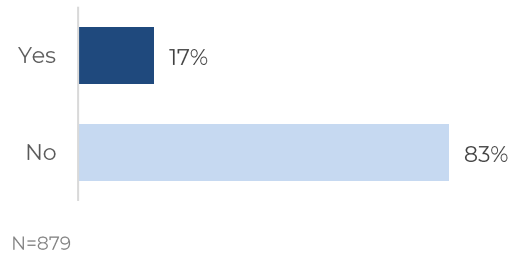
N=232

### Domestic Violence, 2018

- 17% or 149 people surveyed said they were experiencing homelessness because they were fleeing domestic violence.
- In 2018, HUD updated the PIT Count to include “those who are currently experiencing homelessness because they are fleeing domestic violence, dating violence, sexual assault, or stalking,” as opposed to individuals who had ever experienced these circumstances. This new requirement is an attempt to improve accuracy in the count of HUD’s fourth category of homelessness: fleeing/attempting to flee domestic violence

### Fleeing Domestic Violence

PIT Count 2018

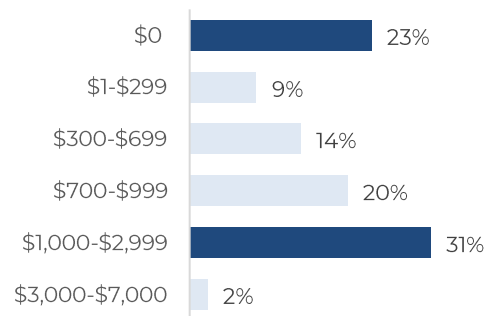


### Average Monthly Income, 2018

- People experiencing homelessness had an average monthly income of \$1,044; the median income was \$846. For comparison, the fair market rent for a 1-bedroom unit is \$838.
- Of those with an income of \$1,000 or more (57 families and 216 individuals), the top three barriers to getting housing were inability to afford rent (125), unemployment (43), and eviction (26).

### Average Monthly Income in Past Year

PIT Count 2018



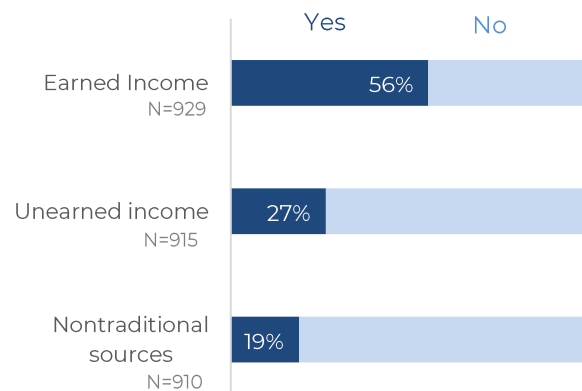
### Source of Income for All People, 2018

Respondents were asked about each source of income, so it is possible that they received income from multiple sources.

- The majority of individuals received income from earned sources (56% or 519 people) or unearned income such as disability or social security (27% or 246 people).
- A smaller proportion of people (19% or 176 people) received income from nontraditional sources, such as panhandling or donating plasma.

### Sources of Income

PIT Count 2018



## UNACCOMPANIED YOUTH ONLY QUESTIONS

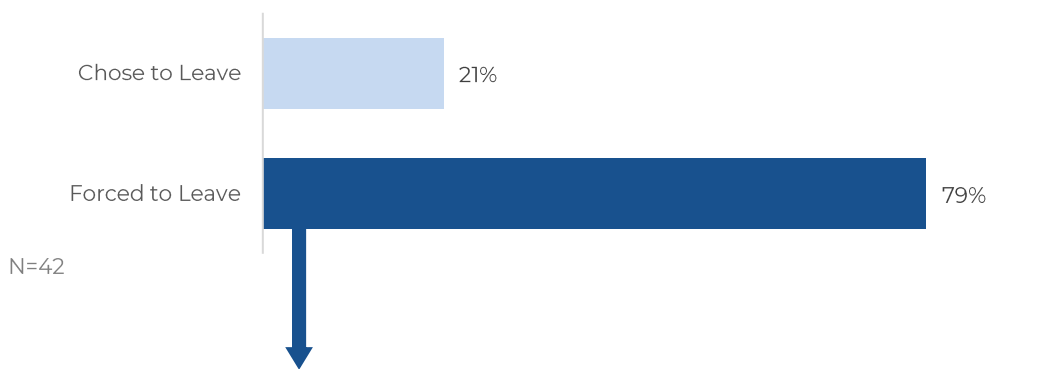
### Why Youth Left Home, 2018

These questions were only asked of unaccompanied youth households under the age of 25.

- The majority of unaccompanied youth were forced to leave home (79% or 33 youth).
- Of those who were forced to leave, almost one-quarter (24% or 7 youth) were forced to leave because of their sexual orientation or gender identity. Another 21% (6 youth) referenced another form of family conflict as the reason why they were forced to move.

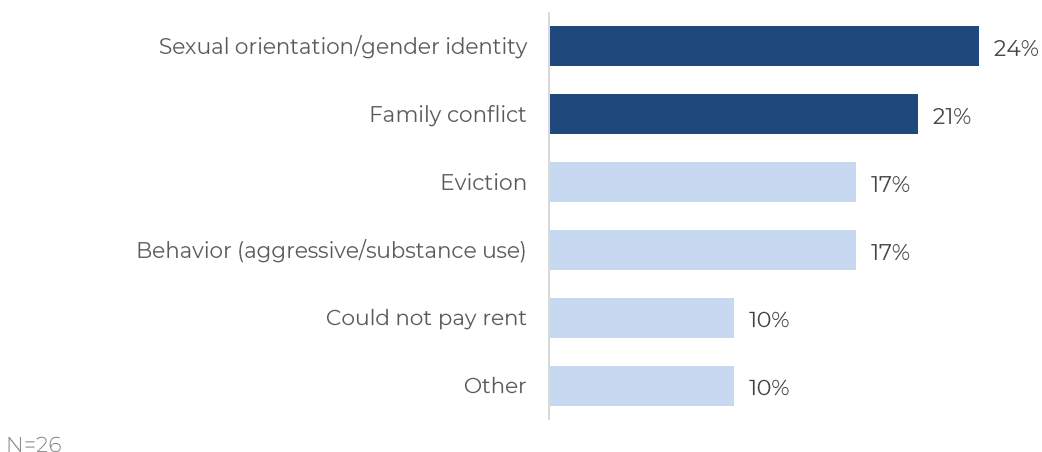
### Reason for Leaving Home

PIT Count 2018



### Reasons Youth were Forced to Leave

PIT Count 2018





## TRENDS IN CAPACITY & UTILIZATION

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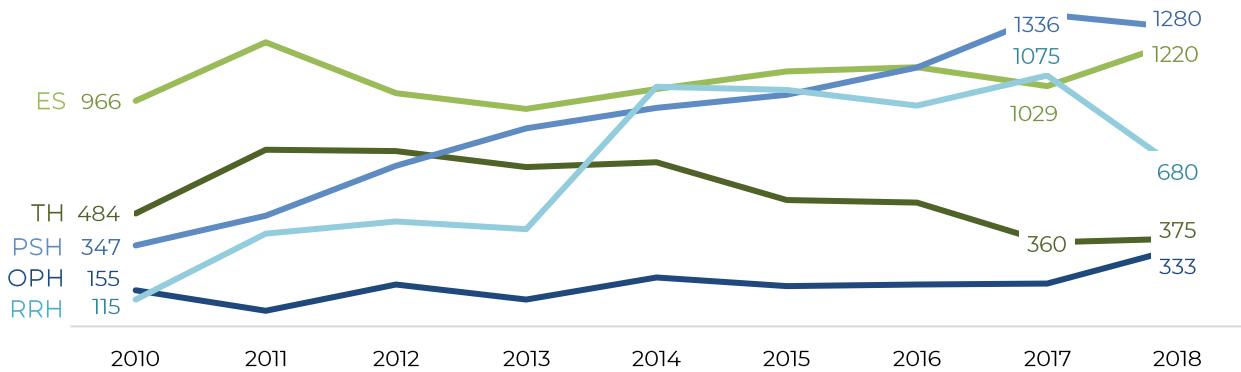
The Housing Inventory Count (HIC) gives a one-night snapshot into the capacity and utilization of organizations with beds dedicated to people currently or formerly experiencing homelessness. The HIC includes emergency shelter (ES), transitional housing (TH), rapid re-housing (RRH), permanent supportive housing (PSH), and other permanent housing (OPH) beds. Emergency shelter and transitional housing beds are designated for those currently experiencing homelessness, while permanent housing beds (RRH, PSH, OPH) are designated for those formerly experiencing homelessness. When combined with the PIT Count, the HIC can provide greater insights into the capacity to shelter people experiencing homelessness on one night and how resources are being utilized. Because the PIT Count measures the number of people sleeping in shelters, the capacity of shelters to serve people experiencing homelessness will have a direct impact on how many people are counted in the PIT Count (for example, if there are more beds for people to sleep in, the number of people counted may increase).

In 2018, there were 3,888 beds dedicated to people experiencing homelessness at 22 organizations with 61 projects. Of those, the majority (59% or 2,293) were permanent housing of some form (rapid re-housing, permanent supportive housing, and other permanent housing) and the remaining beds were 31% (1,220) emergency shelter, and 10% (375) transitional housing.

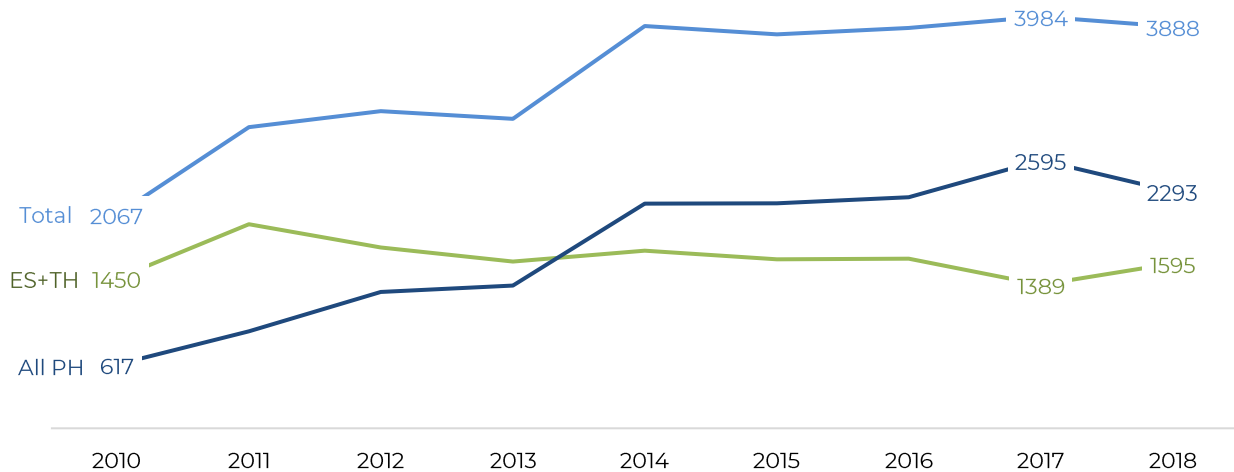
Until 2018, the historical data pointed to an increasing shift of resources towards rapid re-housing and permanent supportive housing options and away from transitional housing. Rapid re-housing increased significantly from 2013 to 2014 as HUD funding priorities started placing greater emphasis on rapid re-housing. From 2010 to 2017, the number of rapid re-housing beds increased by 835% (960) while transitional housing decreased by 26% (124 beds).

Between 2017 and 2018, there was a shift away from rapid re-housing and towards emergency shelter and transitional housing. Rapid re-housing beds decreased by 37% (395 beds) while emergency shelter beds increased by 19% (191 beds), making 2018 the highest number of emergency shelter beds since 2010. One contributing factor is that due to weather shelters had additional overflow beds that were included in the count. Transitional housing beds increased by 4% (15 beds), its first increase since 2011. This was due in part to two new projects that added 32 beds. Permanent supportive housing beds decreased by 4% (56 beds) between 2017 and 2018, despite two new Urban Ministry Center projects that added 60 beds. Other permanent housing beds saw a sharp increase of 81% (149 beds) between 2017 and 2018.<sup>3</sup>

From 2017 to 2018, rapid re-housing decreased by 37% or 395 beds  
 Mecklenburg County Housing Inventory Count



From 2017 to 2018, resources shifted towards ES and TH and away from permanent housing  
 Mecklenburg County Housing Inventory Count



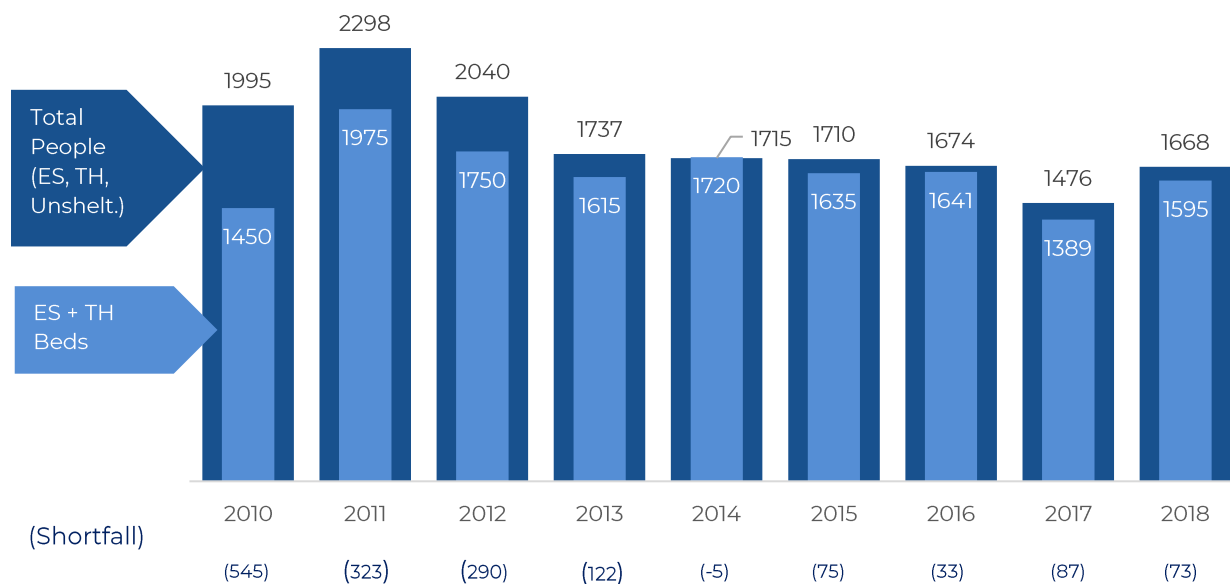
<sup>3</sup> OPH and PSH calculated differently in the 2018 PIT Count. OPH and PSH provided their total capacity for that night and then how many were “leased up”

### Capacity and Utilization

#### System Capacity

By combining the HIC and PIT Count it is possible to estimate the number of beds that were utilized on the night of the count. When there are more people experiencing homelessness on one night than the number of beds dedicated for people currently experiencing homelessness, it indicates a bed shortfall. Since 2010, the bed shortfall has decreased substantially (87%), however the shortfall has increased since 2014. On the night of the January 2018 count, there were 1,595 emergency shelter and transitional beds dedicated to people experiencing homelessness and 1,668 people experiencing sheltered and unsheltered homelessness. This indicates that there was a capacity shortage of approximately 73 beds. One factor impacting the number of beds and utilization is that it was colder on the night of the count compared to the previous year. As a result of the temperature, 89 overflow beds were made available. In the winter, seasonal shelter is available through Room In The Inn (RITI). During the months in which RITI is not open, there may be an increase in the shortage of beds. Despite a bed being dedicated to a person experiencing homelessness, it does not necessarily mean that the bed was occupied on the night of the count. Additionally, there are differences between emergency shelter and transitional housing utilization.

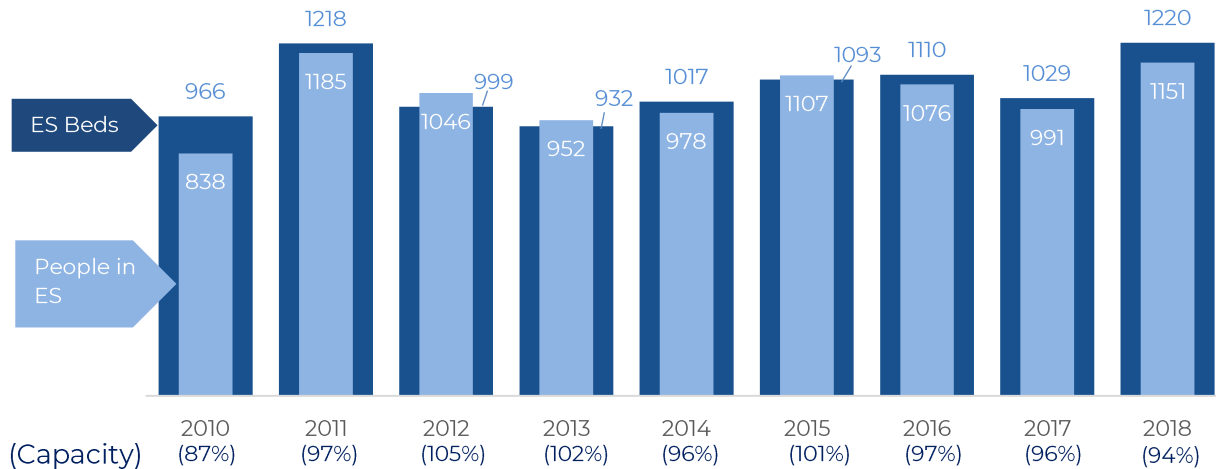
Emergency Shelter and Transitional Housing Bed Utilization  
 Mecklenburg County Housing Inventory Count



Emergency Shelter Utilization

Emergency shelter beds are consistently at or near capacity. Since 2011 shelters have been more than 90% occupied each year. In 2018, 94% of emergency shelter beds were utilized. One factor contributing to the slight underutilization of emergency shelter beds is that someone could be signed up to hold a bed for the night, but then did not show up for the bed on the night of the Count.

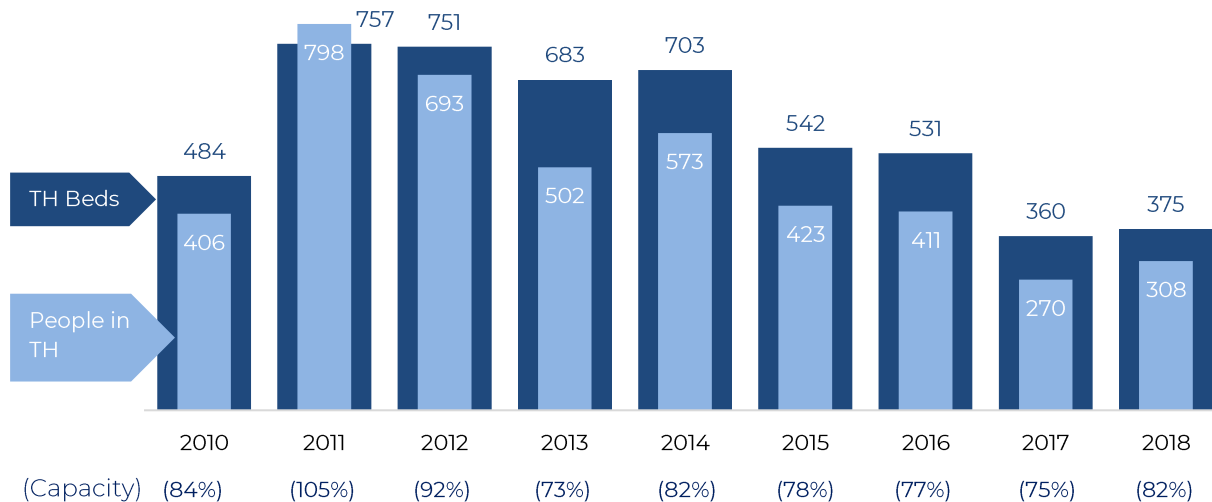
Emergency Shelter Bed Utilization  
 Mecklenburg County Housing Inventory Count



Transitional Housing Utilization

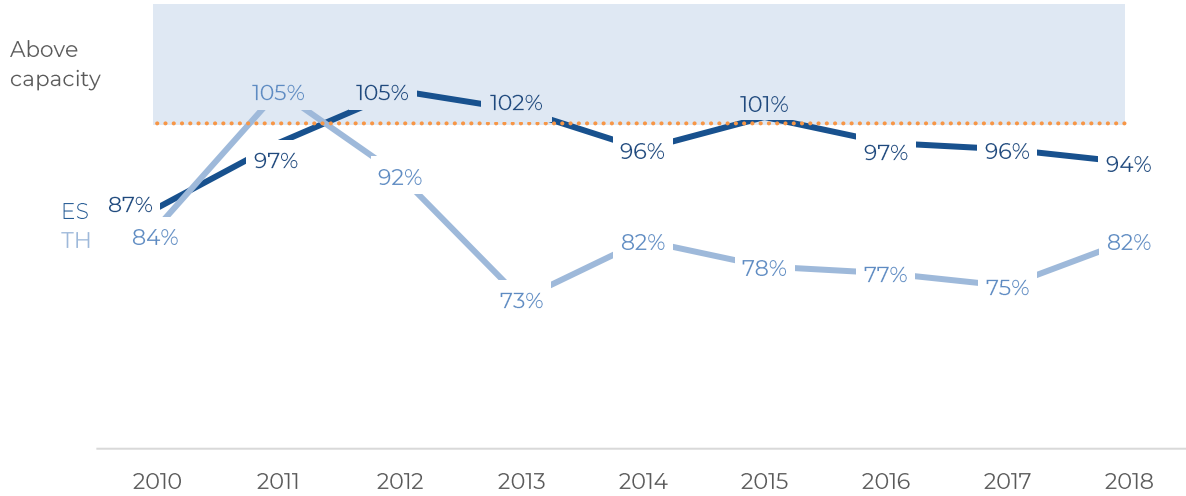
In contrast, transitional shelter beds have been consistently underutilized since 2013, despite a decrease in the number of transitional housing beds since 2010. In 2018, only 82% of transitional housing beds were being utilized on the night of the count.

Transitional Shelter Bed Utilization  
 Mecklenburg County Housing Inventory Count 2010-2018





### Bed Utilization

Mecklenburg County Housing Inventory Count



## HIC BEDS

2017-2018

 Increase
  Decrease
 — No change

Overall			
	Change	2017	2018
<b>All beds</b>	↓ 96 (2%)	3,984	3888
Emergency Shelter and Transitional Housing			
	Change	2017	2018
<b>Emergency shelter and transitional housing</b>	↑ 206 (15%)	1,389	1595
<b>Emergency shelter</b>	↑ 191 (18%)	1,029	1220
<b>Transitional housing</b>	↑ 15 (4%)	360	375
Permanent Housing			
	Change	2017	2018
<b>All Permanent housing</b>	↓ 302 (12%)	2,595	2293
<b>Rapid re-housing</b>	↓ 446 (40%)	1,126	680
<b>Permanent supportive housing</b>	↓ 5 (0.4%)	1,285	1280
<b>Other permanent housing</b>	↑ 149 (81%)	184	333

## STUDENTS

The McKinney-Vento Homelessness Assistance Act authorizes the federal Education for Homeless Children and Youth (EHCY) Program as a federal legislation for the education of children and youth experiencing homelessness. The Act was reauthorized in 2015, as the Every Student Succeeds Act (ESSA). Under this Act, homeless children and youths are defined as individuals who lack a fixed, regular, and adequate nighttime residence. This includes:

1. Children and youths sharing housing with other persons as a result of loss of housing or difficult financial circumstances. These individuals could be residing in motels, hotels, trailer parks, or camping grounds, or emergency shelters, when alternative housing options are inaccessible.
2. Children and youths living in public or private places not designed to be used as regular sleeping accommodations for human beings.
3. Children and youths living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations, or similar circumstances
4. Migratory children who qualify as homeless as per the three instances listed above.

Experiencing homeless impacts the physical and mental health outcomes of children and leads to lower social-emotional and academic well-being. These children are more likely to miss school, score lower in math and reading tests, and are at a greater risk of dropping out of high school than their counterparts who reside in homes. McKinney-Vento homelessness data is collect by the Charlotte-Mecklenburg School System and includes data on Pre-K students and siblings at home.

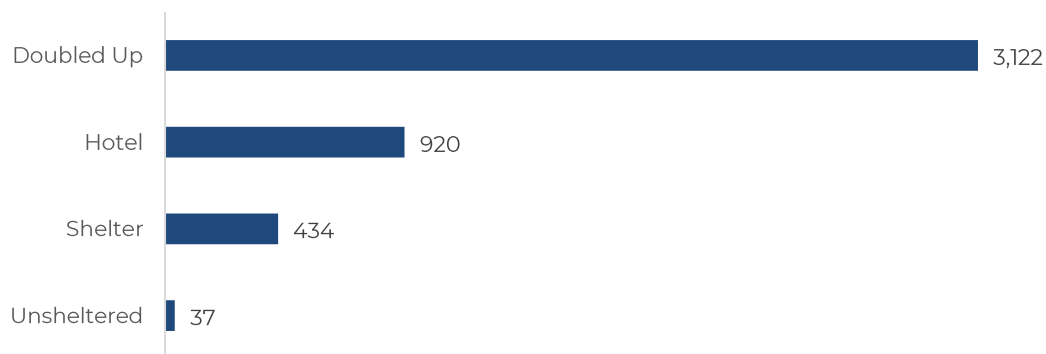
4,598

students identified as experiencing homelessness or housing instability during the 2017 to 2018 school year.

^ 10%

more students identified as McKinney-Vento in the 2017 to 2018 school year compared to 2016 to 2017 school year.

Most homeless Charlotte-Mecklenburg students identified as McKinney-Vento\* sleep doubled up  
Charlotte-Mecklenburg Schools, 2017-2018



N=4,513 \*does not include Pre-K students

### Why is student homelessness underreported in the PIT?

90% of students identified as McKinney-Vento would likely be excluded from the PIT because they are not considered literally homeless (for example, if they are doubled up or in a hotel). The number of students identified as experiencing homelessness or housing instability is also generally understood to be underreported by McKinney-Vento numbers. Students experiencing homelessness or housing instability may not be identified for a variety of reasons such as lack of knowledge about the program, lack of self-report due to fear or embarrassment, or unawareness of school staff of where a child is residing. It is estimated that a large proportion of McKinney-Vento students are identified when transportation to school is needed.



## UNCOUNTED AND UNDERCOUNTED

While the above listed measures using PIT, HIC, and HMIS data help us to understand the severity of literal homelessness in the county, there are other measures that should be considered in understanding other forms of homelessness as well as opportunities to strengthen the identification of frequently undercounted groups.

The Charlotte-Mecklenburg community does not currently measure the number of people living in doubled up households, hotels, motels, jails, hospitals, behavior health, and residential rehabilitation facilities as part of the PIT Count. These locations do not fit within the narrow HUD definition of “literally homeless” and are therefore not included within the PIT or HIC counts. PIT Count locations consist of sheltered (ES and TH only) and unsheltered locations. HIC counts are conducted only in institutions with designated beds for current (ES & TH) or formerly (RRH, PSH, OPH) homeless individuals.<sup>xiv</sup>

While the Charlotte-Mecklenburg community does not currently have measures for those experiencing other forms of homelessness, there are communities that developed methodologies for counting these other forms of homelessness. This section lifts up promising practices from various communities throughout the United States.

### UNCOUNTED: DOUBLED UP

#### What is a doubled up household?

A household is “doubled up” if it shelters one or more adults who are a) not in school and b) not the head of household or spouse/partner. An example of a “doubled up” household would be an adult child living with parents or an individual sleeping on a friend’s couch. Doubled up living may be long term or temporary. Households may double up to avoid high housing costs or substandard housing, or to avoid homelessness after an eviction.<sup>xv</sup>

#### When is living doubled up counted as homeless?

Someone living in a doubled up household is not included in the PIT Count reporting to HUD, however a 2015 Minnesota Homelessness Study expanded the definition of homeless for their local PIT Count to include both those experiencing literal homelessness and at imminent risk of losing their housing, including doubled up individuals, if there is evidence that they may have to leave within 14 days. Youth age 24 and younger can be considered homeless if they are staying with non-guardian friends or relatives, regardless of length of time.

#### Why is it important?

In Charlotte-Mecklenburg Schools (CMS), during the 2017-2018 school year there were over 3,122 students identified as living in a doubled-up housing situation. Doubled up households are an important but understudied measurement of the stress of Charlotte-Mecklenburg’s housing market. While those who live doubled up are not classified by HUD as “literally homeless,” they are at best precariously housed and at risk of falling into more easily observed categories of homelessness without preventive action.<sup>xvi</sup> The U.S. Census Bureau’s American Housing Survey (AHS), a biennial national survey, found that a lack of money to pay for housing was the cause of 25% of newly doubled up residences in 2013. When household members moved out of the doubled up situation, a quarter moved to another doubled up situation, while only 0.3% moved into a homeless situation.<sup>xvii</sup> Conducting an accurate measure of doubled up households, especially households who are at imminent risk of losing their housing, could provide more

# 3,122

CMS students were identified as living doubled up with family or friends in the 2017-2018 school year.

accurate predictions of impending housing crises and prevention service needs. Additionally, as noted in the section on housing instability, frequent moves and unstable housing has an impact on family and child well-being.

**Strategies**

The AHS uses a survey to gather data on doubled up households. The survey collects information on why people become a part of doubled up households, why they left their previous housing situation, and why they moved out of their doubled up situation. While the AHS is a valuable source of national data, it does not currently provide data specific to Charlotte-Mecklenburg. However, the following survey items from the 2013 AHS survey could be considered for incorporation into a local housing survey or other survey such as YourVoiceCLT (a Charlotte-specific online survey platform) in order to identify doubled up households in the local context.

The AHS asks the following questions via phone or in-person interview to a member of the household who usually lives there, is at least 16 years old, and is knowledgeable about the characteristics of the house they live in.<sup>xviii</sup> Doubled up questions specifically ask about:

- Recent movement within the household
- Residential stability of interviewee, if they have recently moved
- Residential stability of homeowner (as applicable)
- Residential stability of renter (as applicable)

A full list of questions and response categories can be found at <https://www2.census.gov/programs-surveys/ahs/2013/AHS%202013%20Items%20Booklet.pdf>. A summary of question topics can be found below.



**Regarding other individuals' movement in/out of the household (not interviewee)**

- Reason for stay (financial)
- Length of stay
- Forced to leave
- Reason for leaving
- Where moved



**Regarding home owner**

- Missed/late mortgage payment in last 3 months
- Mortgage currently in foreclosure
- Likelihood of leaving home in next 2 months because of foreclosure
- If had to leave, where would owner go



**Regarding renter**

- Unable to pay rent in last 3 months
- Threatened with eviction in last 3 months
- Reason for eviction threat
- Receive eviction notice from court
- Likelihood of leaving home in next 2 months because of eviction
- If had to leave, where would renter go



**Regarding interviewee if they have recently moved**

- Reason for stay (financial)
- Voluntarily left previous home?
- Reason for leaving previous home
- Previous residence

## UNCOUNTED: HOTELS AND MOTELS

### When is living in hotels or motels counted as homeless?

The 2015 Minnesota Homelessness Study expanded their PIT Count to those who will imminently lose their housing. People staying in hotels or motels (not paid for by public or charitable funds) and who lack the resources to remain for more than 14 days were considered imminently homeless.<sup>xxix</sup>

### Why is collecting this data important?

20% (920) of all homeless or housing unstable CMS students live in hotels; this is the second leading form of student homelessness in the community. This data is collected by Charlotte Mecklenburg Schools as a requirement of the McKinney-Vento Act. However, there are no federal or state requirements to collect data on adult hotel and motel residency unless those accommodations are subsidized through a homeless assistance program. A more systematic measure of homelessness adults living in hotels could fill in the gaps in this data.

# 20%

(920) of all homeless or housing unstable CMS students lived in hotels in the 2017-2018 school year.

### Strategies

Imminently homeless individuals living in hotels and motels are not easily identified due to the temporary and private nature of nighttime residences. Supplemental questions have been added to other local PIT Counts to better identify this population. Questions from King County's PIT Count<sup>xxx</sup> include:

- Where do you usually sleep?
- Where were you living immediately prior to experiencing homelessness?

### Long term hotel rentals

Some units of hotels and motels serve as housing units for occupancy by people who consider the hotel their residence or don't have anywhere else to reside. As per HUD, vacant rooms or suites of rooms are classified as housing units only in those hotels, motels, and similar places in which permanent residents occupy 75 percent or more of the accommodations.<sup>xxxi</sup>

While we don't have current estimates for people living in hotels, organizations like the Carnegie Community Action Project (CCAP), that report and work towards improving homelessness and housing in the Downtown Eastside (DTES) area of Vancouver, British Columbia, have been successful in measuring this form of homelessness. In their 2017 CCAP Hotel Survey & Housing Report, they cover hotel rental and eviction rates, and units that were physically closed down, resulting in a surge in the number of homeless people. Since hotel rentals rates are usually inaccessible upfront, they applied a 'mystery shopper' method allowing them to pose as prospective tenants, seeking rental and vacancy information from managers and desk clerks. They then validated this information with data they collected from Craigslist and existing tenants to calculate the average amount an individual has to spend on hotel rentals, and finally, how much money one is left with after paying the rent. They found that the average rent paid towards renting privately-owned hotel rooms went up by \$687 per month, compared to \$548 in 2016. They found this to be the highest yearly increase since they started the program 10 years ago.<sup>xxii</sup>

## UNCOUNTED: INSTITUTIONS

### When should individuals residing in jails, hospitals, behavior health and residential rehabilitation facilities be counted as homeless?

PIT Count reporting to HUD does not currently include individuals residing in jails, hospitals, behavior health and residential rehabilitation. While not “literally homeless” under HUD’s definition, individuals temporarily residing in an institution and who previously resided in a shelter or place not meant for human habitation or who would be homeless upon exit from the institution could be considered homeless.<sup>xxiii</sup>

#### Why is this data important?

Several comparable U.S. cities and counties have voluntarily opted to expand their PIT homeless count to individuals residing in jails, hospitals, behavioral health, and residential rehabilitation facilities. Evidence from these “Expanded” PIT counts found that up to 36% of the total homeless population is attributable to persons residing in jail, hospitals, or residential rehabilitation facilities.<sup>xxiv</sup>

Homelessness and incarceration are often cyclical. According to one national study, a history of homelessness is 7.5-11.3 times more common among incarcerated individuals than it is among the general population.<sup>xxv</sup> The exclusion of institutions such as jails may also result in a systematic undercounting of racial and ethnic minorities, who are overrepresented in jailed populations.<sup>xxvi</sup> By partnering with institutions to collect this critical data, the Charlotte-Mecklenburg community could gain a more accurate and representative picture of all forms of homelessness in the local community.

#### Strategies

The following strategies have been summarized from the Houston, San Francisco, and Butte County, CA PIT Count Reports, which were lifted up as model practices in the National Law Center on Homelessness & Poverty’s 2017 Report.

- **Expand the Local Definition.** Create buy-in to expand the local definition of homeless residences to include institutions in the PIT Count. HUD requirements remain the same, but non-required data can be used to support local services and service providers in their planning efforts.
- **Partnership.** Identify and include institutional partners in the planning process to identify the most appropriate methods of collecting and verifying data.
- **Ask.** Ensure that residency or homelessness questions are recorded on intake paperwork.
- **Train.** Train relevant staff in data collection.
- **Data Collection.** Determine with local partners the most appropriate form of data collection. Successful methods have included self-administered surveys (recommended for jails) and brief counts of by appropriate staff or social workers (recommended for hospitals, behavioral health, and residential facilities who collect homeless data on intake).
- **Data Coordination.** Designate one staff person per site to provide the count for each facility. Identify qualified staff person to cross-reference individuals from hospitals and behavioral health units to prevent duplication.

## UNCOUNTED: YOUTH & STUDENTS

Youth-friendly strategies may improve reporting accuracy in the number of unsheltered homeless youth in the PIT count. In recent years, several cities have voluntarily incorporated a supplemental Youth PIT in addition to the HUD-required PIT. Methodologies differ, though successful practices include:

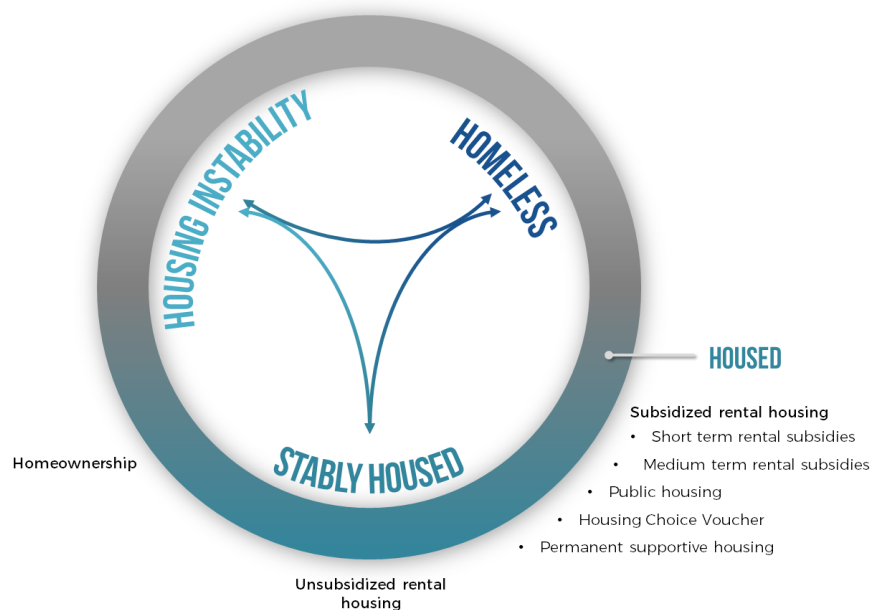
- Partner with local youth-serving agencies to interview all youth seeking services for one week after the original PIT count. Youth-serving agencies include drop-in centers, community centers, and libraries. In the 2017 NYC Youth PIT, youth-serving agencies expanded the definition of homelessness to other unstable living conditions (e.g. living with boyfriend/girlfriend, sex for shelter) to capture a more inclusive picture of youth homelessness. To prevent duplication, individuals were asked to report their living situation on the night of the original PIT.<sup>xxvii</sup>
- Recruit homeless youth to assist with planning and interviewing homeless peers. Homeless youth do not often co-mingle with homeless adults nor do they typically stand out from their non-homeless peers. Therefore, paid homeless youth can be recruited to help identify youth-friendly locations and interview homeless peers during daylight hours (when homeless youth are most likely to be visible).<sup>xxviii, xxix</sup>
- When possible, partner with the Local Education Agency (LEA) to provide access to previously identified homeless students. Students can be interviewed by a trusted counselor at the LEA on the day of the PIT.<sup>xxx</sup>
- When direct access to homeless students via LEAs is not possible, create a youth PIT event and invite LEAs to promote awareness.<sup>xxxi</sup> Youth PIT “magnet events” (consisting of free food and activities) are a recommended strategy of the Youth Count! Obama-era youth homelessness initiative.
- Conduct an unsheltered count for 3-7 days following the PIT. To prevent duplication, individuals should be asked to report their living situation on the night of the original PIT. Though this strategy is not specific to youth, it may be particularly effective in capturing this hard-to-reach unsheltered population.<sup>xxxii</sup>

# PATHWAYS TO STABLE HOUSING

# STABLE HOUSING

## WHERE ARE WE IN THE CONTINUUM?

For households experiencing homelessness or housing instability, the path to housing stability can be complex. While there are several programs that provide pathways to stable housing in the form of housing subsidies or homeownership programs, these pathways can be limited by funding for permanent housing and a general lack of affordable housing. Housing would be considered stable if a household is spending less than 30% of their income on housing expenses and the housing unit is not overcrowded or substandard. Subsidized rental housing is one pathway to stable housing. Subsidies help to bridge the gap between a household's income and housing costs. The subsidies can be either tied to a physical development or given directly to the household. Source of income discrimination may be a barrier however, as a housing provider can deny renting to a person with a subsidy. Households may also be able to identify unsubsidized naturally occurring rental housing or homeownership opportunities, referred to as naturally occurring affordable housing or NOAHs. NOAHs play a critical role in providing affordable housing and more research is needed to quantify how many NOAHs are being lost to changing housing costs and redevelopment. The focus of this section is on several types of subsidies that assist in pathways to stable rental housing. However, there are many additional programs that provide supportive services, mortgage assistance, and homeownership counseling to people on their pathway to obtaining and maintaining stable housing or to homeownership. While considered permanent housing, at any point a household may experience a life change or a change in rent that results in them experiencing housing instability or experiencing homelessness again. Housing exists along a continuum and household may move slowly or quickly along that continuum.



## SHORT TERM RENTAL SUBSIDIES

### Definition

Short-term rental assistance that is generally provided for 3 to 24 months.

In FY17 there were three types of programs providing short-term rental subsidies in Charlotte-Mecklenburg

- Rapid Re-Housing (RRH).** Rapid re-housing (RRH) is intended to help families and individuals exit homelessness and reduce the likelihood of returning to homeless shelters by providing them with short-term housing subsidies and services (typically up to 24 months) to help them move into permanent housing within 30 days of entering homelessness and seeking homeless services. RRH programs may also provide case management services to help address barriers to housing stability such as substance abuse disorder and evictions. Rapid re-housing takes a housing first approach, which prioritizes a quick exit from homelessness without the conditions of sobriety, income, employment, or absence of a criminal record. While there is no specific model for the implementation of RRH, there are three general components of RRH programs: housing identification, rent and move-in assistance, and case management services.<sup>xxxiii</sup>
- A Way Home Endowment.** A \$20 million public-private endowment at the Foundation For The Carolinas devoted to providing rapid re-housing subsidies and supportive services to families experiencing homelessness. Starting in 2019, approximately 180 families will be served per year. Prior to 2019, FFTC partnered with several local service providers, including the Salvation Army, Charlotte Family Housing, and Supportive Housing Communities, to provide services on a smaller scale. Families are eligible to remain in the program for up to 2 years.<sup>xxxiv</sup>
- Supportive Services for Veteran Families (SSVF).** SSFV is a federal program that was established in 2011 to provide rapid re-housing and supportive services to literally homeless or imminently homeless low-income veterans. In addition to providing short-term rental subsidies, SSVF funds can be used to provide outreach services, case management, and linking Veterans with benefits.

### RAPID RE-HOUSING

2018

680

beds

+491%

increase in beds  
from 2010 to 2018



## 2018 Housing Inventory Count – Rapid Re-Housing Beds

ORGANIZATION NAME	PROJECT NAMES	YEAR-ROUND BEDS
<b>ABCCM</b>	SSVF	18
<b>CHARLOTTE FAMILY HOUSING</b>	A Way Home - RRH HOME/TBRA - RRH	232
<b>COMMUNITY LINK</b>	RRH-CoC RRH-TBRA SSVF	109
<b>FAMILY ENDEAVORS</b>	SSVF	3
<b>MEN'S SHELTER OF CHARLOTTE</b>	RRH - City ESG RRH - NC ESG RRH - TBRA	58
<b>SALVATION ARMY</b>	RRH - A Way Home RRH - City ESG RRH - CoC RRH - State ESG RRH - TBRA	236
<b>SUPPORTIVE HOUSING COMMUNITIES</b>	Rapid ReHousing RRH - NC ESG RRH II - TBRA	16
<b>THE RELATIVES</b>	RRH - NC ESG	8
		<b>680</b>

## MEDIUM-TERM RENTAL SUBSIDIES

### Definition

In Charlotte-Mecklenburg, medium-term rental assistance for people experiencing homelessness is referred to as other permanent housing (OPH). OPH is long-term housing dedicated to people experiencing homelessness that is not considered RRH (short-term rental subsidy) or permanent supportive housing (long-term subsidy).<sup>xxxv</sup> OPH includes conditional vouchers funded by the Charlotte Housing Authority for households that experience homelessness and participate in Salvation Army's SHIP program or are housed by Charlotte Family Housing. Once a household leaves the program, they no longer receive the subsidy.

In FY17, OPH programs included the following:

- **A Stable Home.** A Stable Home is a collaboration with the Charlotte Housing Authority, A Child's Place, and Charlotte Mecklenburg Schools. Families that participate in the program through A Child's Place, are housed with support from CHA vouchers, and children receive academic supports. Once families exit the program, the voucher is provided to another family in need of support.
- **Salvation Army's Supportive Housing Innovative Partnership (SHIP).** Funded by Foundation For The Carolinas' A Way Home Endowment and in collaboration with the Charlotte Housing Authority, the Salvation Army SHIP program provides housing, educational, and career opportunities for women and their children for up to 3 years.
- **Charlotte Family Housing (CFH).** CFH provides housing for families who meet certain eligibility requirements, including sobriety from substance use, proof of income, and willingness to work with a social worker to improved life situations. The program is designed to support families out of homelessness until they can move into a permanent housing situation.
- **Department of Social Services Family Unification Program (FUP).** The FUP is a federal program administered by the Mecklenburg County Department of Social Services that supports the reunification of families by providing "Housing Choice Vouchers (HCVs) to families for whom the lack of adequate housing is the primary factor in separation, or the threat of imminent separation, of children from their families and to youths 18 to 21 years old who left foster care at age 16 or older and lack adequate housing."<sup>xxxvi</sup>

## OTHER PERMANENT HOUSING

2018

333

Beds

+115%

Increase in beds  
from 2010 to 2018

## 2018 Housing Inventory Count – Other Permanent Housing Beds

<b>ORGANIZATION NAME</b>	<b>PROJECT NAMES</b>	<b>YEAR-ROUND BEDS</b>
<b>CHARLOTTE FAMILY HOUSING</b>	CHA Vouchers	179
<b>SALVATION ARMY</b>	SHIP Program	154
		<b>333</b>

## LONG-TERM RENTAL SUBSIDIES

### Definition

Long-term rental subsidies are those provided for an indefinite period (more than 24 months). In Charlotte-Mecklenburg, long-term rental subsidies for individuals experiencing homelessness are referred to as permanent supportive housing. Other long-term rental subsidies may be for households that meet certain income restrictions, such as place-based subsidized housing and the Charlotte Housing Authority's Housing Choice Voucher, which serves low-income households.

- Permanent Supportive Housing (PSH).** PSH provides housing and supportive services for households on a long-term basis. In Charlotte-Mecklenburg, PSH is prioritized for those experiencing chronic homelessness and may have had difficulty maintaining housing without ongoing supports. Supportive services are available but voluntary. Agencies that provide PSH include Carolinas CARE Partnership (Housing Opportunities for Persons with AIDS), Mecklenburg County Community Support Services Shelter Plus care, Supportive Housing Communities McCreesh Place and scattered site housing, Urban Ministry Center (Homeless to Homes Expansion, Housing Works, and MeckFUSE).
- Housing Choice Vouchers (HCV).** The Housing Choice Voucher program ("HCV") program, is a federally funded rental assistance program that subsidizes rents for low-income households who rent units in the private market. The aim of the program is to assist low-income households, the elderly and the disabled in attaining decent, safe and sanitary housing. HCVs are not limited to subsidized housing developments and can be used to rent any unit that meets HUDs minimum health and safety standards. The income of HCV applicants generally ranges from 30% to 50% of area median income (very low income) or 0-30% of area median income (extremely low income). The housing subsidy is paid directly to the landlord on behalf of the voucher recipient.<sup>xxxvii</sup> The amount of the housing subsidy and limits on the maximum amount of subsidy are determined by the local rental housing market and a household's income. Voucher recipients are required to contribute a portion of their monthly adjusted gross income for rent and utilities.<sup>xxxviii</sup> Having a voucher does not guarantee access to housing however. The renter must identify a unit that qualifies under the program and that will accept the voucher as part of their source of income. In North Carolina, landlords are allowed to deny housing based on source of income, which can make obtaining housing more of a challenge.
- Veteran's Affairs Supportive Housing (VASH).** A coordinated service administered by the Veteran's Administration that brings together rental assistance, case management, and clinical services for veteran' experiencing homelessness. In 2018, there were 444 VASH beds.

### PERMANENT SUPPORTIVE HOUSING

2018

1,280

PSH Beds

+269%

Increase in beds from 2010 to 2018

### HOUSING CHOICE VOUCHER

AS OF AUGUST 2018

13,609

Households on HCV waitlist

4,473

Voucher holders in Mecklenburg County

# STABLE HOUSING

## 2018 Housing Inventory Count – Permanent Supportive Housing Beds

ORGANIZATION NAME	PROJECT NAME	YEAR-ROUND BEDS
<b>CAROLINAS CARE PARTNERSHIP</b>	Homeless Support Services (HOPWA)	63
	HOPWA TBRV	
<b>COMMUNITY SUPPORT SERVICES</b>	Shelter Plus Care - 050900	339
	Shelter Plus Care - 051301	
	Shelter Plus Care - 051303	
	Shelter Plus Care - 051306	
<b>SUPPORTIVE HOUSING COMMUNITIES</b>	McCreesh	163
	Scattered Site I	
	Scattered Site II	
	Scattered Site III	
<b>URBAN MINISTRY CENTER</b>	Homeless to Homes Expansion	271
	Housing Works (CBRA vouchers)	
	Housing Works - Homeless to Homes	
	Housing Works - Moore Place	
	Housing Works - Moore Place Ext	
	Housing Works (Section 8 vouchers)	
Meck Fuse		
<b>VETERAN'S ADMINISTRATION</b>	VASH-CHA	444
		<b>1,280</b>

## SUBSIDIZED DEVELOPMENTS

The City of Charlotte supports pathways to stable housing through supporting the development and rehabilitation of affordable housing. The Housing Trust Fund was established in 2001 as a voter-approved housing bond to finance affordable housing for Charlotte-Mecklenburg residents making below the area median income (AMI). The financing provided by the HTF is considered gap financing—the projects funded by the HTF receive additional funding from other sources and HTF dollars are typically the smallest funding source in a deal. While City staff and City Council are examining ways to encourage affordable housing development, such as by setting a goal of supporting an additional 5,000 units of affordable housing and examining strategies for supporting the preservation and development of affordable housing, they are limited by the projects that developers submit for consideration for HTF dollars. Between 2002 and 2017, the Housing Trust Fund invested more than \$124 million in affordable housing. The majority (71% or \$88.6 million) of this investment went to new and rehabilitated multi-family rentals, though 25% (or \$31 million) was designated for special needs housing.

**New Multi-Family Rentals (MF).** Developments that are newly constructed as affordable housing units.

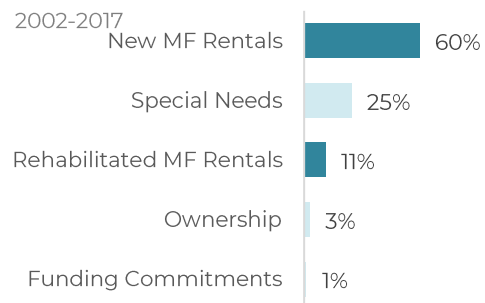
**Special Needs.** Units for individuals with mental health or developmental disabilities, substance abuse, or who are elderly or domestic violence victims.

**Rehabilitated Multi-Family Rentals.** Pre-existing developments that have been rehabilitated and maintained as affordable housing units.

**Ownership.** Developments in which the unit's ownership is transferred to the housing recipient.

**Funding Commitments.** Developments that are currently on hold but have committed investment from the Housing Trust Fund.

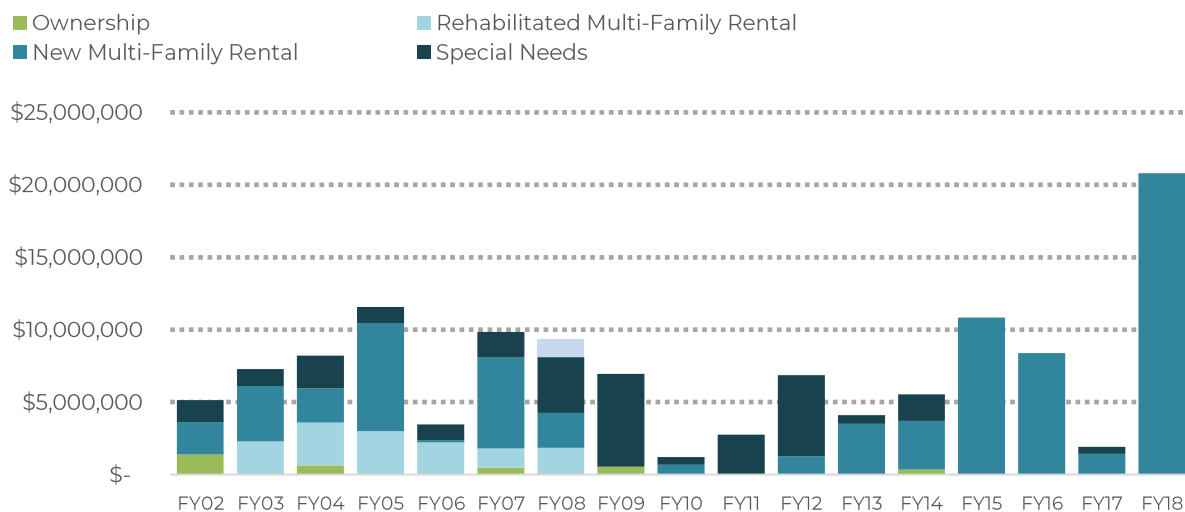
71% of the Housing Trust Fund's \$124 million investment has been used for multi-family rental units



Source: City of Charlotte Housing Trust Fund report, December 2017

### More Housing Trust Fund dollars were spent on new multi-family rental from 2013 to 2018

Housing Trust Fund Spending by Year (Completed and Pending) 2002-2018

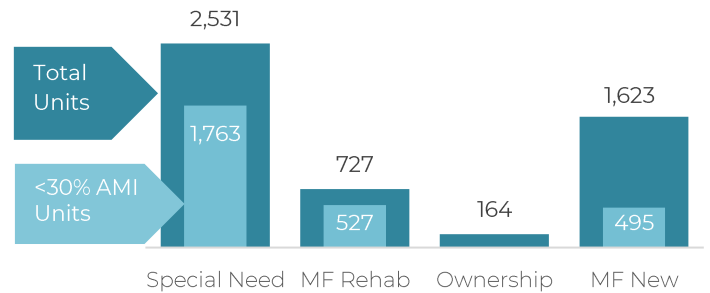


Source: City of Charlotte Housing Trust Fund report, December 2017

# STABLE HOUSING

Since 2002, the Housing Trust Fund has completed 5,045 affordable housing units. Of these, 2,514 are multi-family (MF) units, 41% (or 1,022 units) of which are designated for families making less than 30% of the AMI. The remaining 2,531 are special needs units; 70% (or 1,763 units) of which are for people making less than 30% of the AMI.

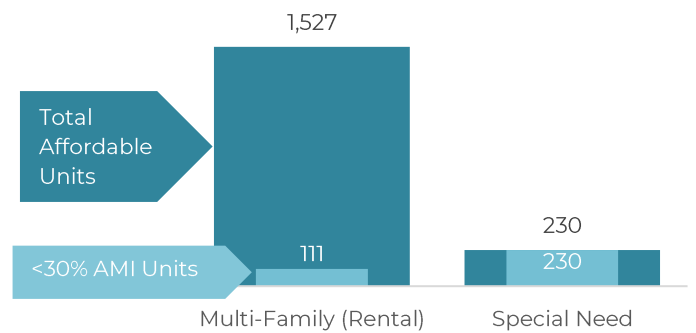
## Housing Trust Fund Units: **Completed** FY02 to December 2017



Source: City of Charlotte Housing Trust Fund report, December 2017

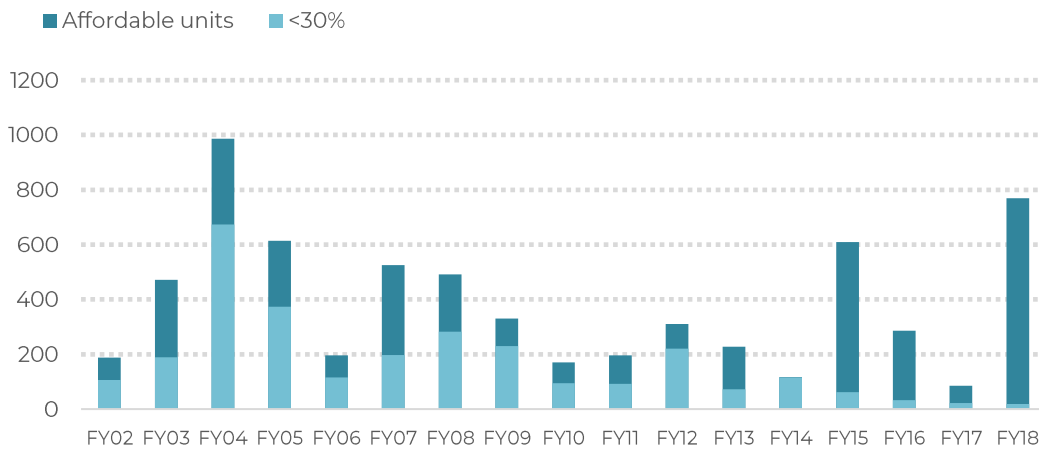
The Housing Trust Fund has 1,757 total developments under/pending construction. Of these, 1,527 are multi-family units, 7% (or 111 units) of which is designated for families making less than 30% of the AMI. All 230 pending special needs units are for individuals below 30% of the AMI. The Brooklyn Village development is classified as a funding commitment and was excluded from analysis.

## Housing Trust Fund Units: **Pending/Under Construction** As of December 2017



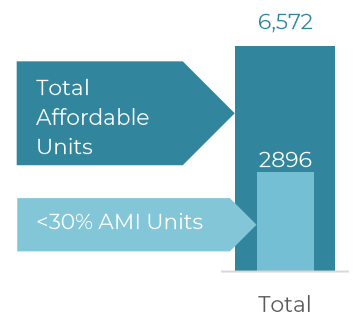
Source: City of Charlotte Housing Trust Fund report, December 2017

## Number of units at <30% (Completed and pending) City of Charlotte Housing Trust Fund, FY02 to FY18



Source: City of Charlotte Housing Trust Fund report, December 2017

## Total units at <30% (Completed and pending) City of Charlotte Housing Trust Fund, FY02 to FY18



Source: City of Charlotte Housing Trust Fund report, December 2017

# CONNECTING THE DOTS

Connecting housing instability, homelessness, and pathways to stable housing as a housing continuum allows for a more holistic picture of the housing challenges facing Charlotte-Mecklenburg and can help to inform integrated solutions. Each of the pieces of the continuum operates as a system and solutions to homelessness and housing instability can look across these systems, not just in isolation. The findings from this report suggest that while housing cost-burden and homelessness improved slightly, challenges still exist. The 2018 PIT Count, a one-night estimate of homelessness, indicated a slight increase in the number of people experiencing homelessness. The systems performance measures indicated that some are spending longer in shelter and more households have experienced homelessness previously. The largest barriers to housing were related to economic opportunity, especially lack of housing affordability and employment. Investments in increasing and maintaining permanent housing options are important, but the larger number of people experiencing homelessness and who are housing cost-burdened, suggests a need for additional solutions and investments in pathways to stable housing. Future research could explore a more in-depth analysis of people's pathways along the housing continuum.



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