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Housing and Urban Development
OFFICE OF COMMUNITY PLANNING AND DEVELOPMENT

PART 2: Estimates of Homelessness in the United States

JULY 2023

2021 Annual Homelessness Assessment Report (AHAR) to Congress



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Message from the Secretary



I am pleased to submit the U.S. Department of Housing and Urban Development's (HUD) 2021 Annual Homelessness Assessment Report (AHAR) Part 2. This is the second of a two-part series that provides estimates of the scale of sheltered and unsheltered homelessness in the U.S. The 2021 Part 1 report, also known as the Point-in-Time Estimates of Homelessness, was published in February 2022 and provided a single-night estimate of people experiencing homelessness in both sheltered and unsheltered settings at the state, local, and national levels. This Part 2 report draws from local administrative data collected by homeless services and reported to HUD to provide a national estimate of people who utilized shelter programs at some point from October 1, 2020 through September 30, 2021.

This year's Part 2 report is significant in that it provides the first full year of data on homelessness since the declaration of the national COVID-19 pandemic emergency. In doing so, it presents the most complete story to date of how the COVID-19 pandemic impacted the number and needs of people experiencing homelessness and the programs that serve them.

During the time period covered in this report, 1,214,000 people experienced homelessness in sheltered settings. Two-thirds of people experiencing homelessness were in households with only adults present (816,000 people), and 31 percent were people in families with children (381,000 people). There were 92,000 unaccompanied youth and 82,000 veterans who used shelter programs.

Sheltered homelessness overall decreased by nearly 17% from 2019, during which 1,456,199 people experienced sheltered homelessness. The number of families with children who used shelters decreased by 25% from 2019 and unaccompanied youth in shelters decreased by 24%. In 2021, 230,000 people who used shelter programs had chronic patterns of homelessness, a sharp rise since the onset of the pandemic. In 2021, data shows that, during the pandemic, fewer people entered a shelter program, either coming into the shelter system for the first time or returning to a shelter after leaving homelessness. However, once someone experienced sheltered homelessness, it was more difficult to leave a shelter for permanent housing, possibly due to the disruptions in housing markets associated with the pandemic.

This report also reveals the persistence of racial and ethnic disparities and a growing cohort of older adults among people experiencing homelessness. While Black or African Americans represent only 13 percent of the overall U.S. population, they represent 39 percent of people experiencing sheltered homelessness. Among families with children, these disparities are even greater: 50 percent of families with children in shelter programs have a parent who is Black or African American. Nearly 10,000 more people aged 65 and older experienced sheltered homelessness in 2021 than in 2019. The number of older adults who are chronically homeless—which refers to people who have a disability and who have been homeless for long periods of time—increased by 73% over the same two-year period.

Perhaps the most important takeaway from the data in this report is the inextricable relationship between homelessness and housing instability more broadly. Data in this report illustrates how the safety net enhancements and housing loss protections made possible by federal executive action and the CARES Act and the American Rescue Plan all helped prevent a spike in homelessness even while millions of Americans faced the prospect of housing loss due to income losses and rising rents. The story that emerges is one about levees that held fast against the floodwaters of need.

We submit this report to Congress at a time when many of these pandemic-era protections and programs have either expired or are winding down, but the number of people who are experiencing housing instability is greater than ever. I challenge you to read this report and consider how 2021 was an extraordinary year that may provide us with lessons in years to come about what it will truly take to prevent and end homelessness in America.

A handwritten signature in blue ink that reads "Marcia L. Fudge".

Marcia L. Fudge

U.S. Department of Housing and Urban Development

About This Report

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About This Report

In 2001, the U.S. Congress required that the Department of Housing and Urban Development (HUD) fund communities to implement information systems to track the use of homelessness services, with the understanding that ending homelessness requires knowledge about the size of the problem and the way in which it affects different population groups. Three main HUD efforts supported the development of these data systems. The first was the provision of technical assistance to communities on conducting the Point-in-Time (PIT) count. The assistance with PIT counts continues today. The second effort established a set of standardized data that communities collect about people who use emergency shelters and other components of a community's homelessness services systems. This effort also established system parameters for how the information is stored and secured locally in Homelessness Management Information Systems (HMIS). The third effort established standards and procedures for how HMIS and PIT count data are aggregated and reported to HUD. Both the data standards and the reporting platforms have evolved over time as communities gained more capacity to collect and report data and both national and community policymakers gained a deeper understanding of the nature of homelessness. As a part of this ongoing work, technical assistance is provided to communities to assist them in reporting and improving the quality of their data each year.

In February 2007, HUD released estimates of people experiencing homelessness in the U.S. based on one-night PIT counts and one-year HMIS data in the first Annual Homelessness Assessment Report (AHAR). AHARs have been submitted to the U.S. Congress every year since then.

This report is the second part of a two-part series. The first part of the *2021 Annual Homelessness Assessment Report (AHAR) to Congress: Point-in-Time Estimates of Homelessness* was published in January 2022.¹ The Part 1 report provides estimates of people experiencing homelessness on a single night, based on PIT data gathered by communities throughout the country in late January. The estimates are reported at the national, state, and Continuum of Care (CoC) levels. Because the unsheltered PIT counts in 2021 were limited by the COVID-19 pandemic, the 2021 Part 1 report focused primarily on the sheltered population. The report also presented qualitative information collected from communities on the ways in which the pandemic impacted their abilities to serve people experiencing homelessness.

This report, Part 2 of the 2021 AHAR, expands on the Part 1 report by presenting estimates of people experiencing sheltered homelessness at any point over the course of one year and shows how people were served by the homelessness

¹ Given the additional time it takes communities to report HMIS-based data, the Part 1 reports are issued at least a year earlier than the Part 2 reports. The 2022 Part 1 report was published in December 2022.

services system during the height of the COVID-19 pandemic. These HMIS-based estimates provide information on demographics and patterns of shelter use of people who use the nation's emergency shelters, safe havens, and transitional housing programs. This Part 2 report also provides information about people who transitioned from their experience of homelessness—either sheltered or unsheltered—to permanent supportive housing (PSH) and rapid re-housing (RRH).

This report is intended for several audiences: Members of Congress, staff at local service providers, community members, CoCs, researchers, policymakers, and advocates. Each of these audiences can use this report to understand the scope of the problem and the context for the nation's efforts to prevent, reduce, and end homelessness. Stakeholders can also identify which household types and subpopulations require more attention in this effort. This report can address many questions that may be of interest across all audiences:

1. How many people experience sheltered homelessness in the U.S. in any given year?
2. How many people experience sheltered homelessness in households with only adults, and how many are in families with children?
3. How many children and youth experience sheltered homelessness in the U.S.?
4. What are the characteristics of people who use shelter programs in the U.S.?
5. What is the percentage of people experiencing sheltered homelessness who are persons with a disability?
6. How many people use rapid re-housing assistance, and what are their characteristics?
7. How many people live in permanent supportive housing, and what are their characteristics?
8. How do people enter the homelessness assistance system and where do they go when they leave it?

Sample

Though participation continues to be optional, HUD encouraged all CoCs² to submit HMIS data for the Longitudinal Systems Analysis (LSA). In 2021, 387 CoCs submitted HMIS data for the LSA, the data platform now used for the Part 2 reports. Because of unresolved data quality issues, some CoCs were excluded from the final sample. Among the CoCs that did submit high-quality data for the LSA, their data only describe people served in projects that participate in the CoC's local HMIS.³ The final LSA sample for data on sheltered homelessness consists of 3,053 participating shelter projects in 199 CoCs for 2021. The final sample for data on RRH consists of 2,294 participating RRH projects in 222 CoCs. The final sample for data on PSH consists of 2,267 participating PSH projects in 192 CoCs.

The national estimates in this report are weighted to extrapolate from this sample of participating projects to the entire country. The extrapolation accounts for both sources of non-participating projects: all projects in CoCs that did not participate in the LSA (or attempted to but were precluded by data quality issues) and projects in CoCs that did participate in the LSA, but a particular project did not participate in the CoC's HMIS. The sample of participating CoCs and projects was not selected randomly, but the data were weighted to improve the sample's representativeness of the full population. For detailed information about the methodology used to produce the estimates, see the 2021 AHAR Methodology Report.

Additional Data Sources

This report uses two other data sources: Housing Inventory Count (HIC) data and the U.S. Census Bureau's American Community Survey (ACS) data. The HIC data provide an inventory of beds dedicated to serving people who are (or were) experiencing homelessness⁴ and thus describe the nation's capacity to house such people. The HIC data are compiled by CoCs and represent the inventory of beds in various programs within the homelessness services system that are available during a particular year, including programs from all funding sources. These data were used in developing the weights to extrapolate from the LSA sample of participating homeless projects to all projects in the nation.

This report uses ACS data to provide a profile of the total U.S. population and U.S. households living in poverty. The AHAR uses ACS data on gender, age, ethnicity, race, household size, disability status, and type of geographic location to serve as a

2001: HUD submits to Congress the Department's strategy for implementing Homeless Management Information Systems (HMIS) at CoCs and reports to Congress in an Annual Homelessness Assessment Report (AHAR).

February 2007: HUD submits the first AHAR to Congress, setting the baseline for tracking trends in people experiencing homelessness.

October 2014: New Department of Health and Human Services (HHS) Runaway and Homeless Youth (RHY) providers are required to begin using HMIS.

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

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

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

January 2017: USICH released criteria and benchmarks for ending family and youth homelessness.

February 2019: HUD launches the Longitudinal Systems Analysis (LSA), a new data collection platform that allows CoCs to report more comprehensive data from HMIS. These data were used for the Part 2 AHAR reports starting in 2018 and are also used by CoCs for local strategic planning and performance measurement and reporting to HUD on performance.

March 2020: Congress passes the CARES Act, appropriating \$4 billion through the Emergency Solutions Grants (ESG-CV) Program to mitigate the impact of COVID on those experiencing homelessness.*

* <https://www.hudexchange.info/programs/esg/esg-cv/#program-requirements>

comparison to the national estimates of people experiencing homelessness from the LSA. The ACS data come in several forms. This report uses the 1-year Public Use Microdata Sample (PUMS) that corresponds most closely to the LSA data for any given year.

In collaboration with the U.S. Department of Veteran Affairs (VA), this 2021 report includes data on veterans using the Supportive Services for Veteran Families (SSVF) program's rapid re-housing services. The 2021 AHAR supplements the HMIS

² The number of CoCs can change as existing CoCs consolidate or split up. At the time the LSA data were collected, there were 389 active CoCs in the nation. This number may differ from the number of CoCs cited in other editions of the AHAR.

³ This was the case for the sample of communities used for past AHAR reports as well.

⁴ People served in permanent supportive housing programs are no longer considered homeless.

data on veterans in permanent supportive housing with administrative data on HUD-VASH from the VA's Homeless Operations Management Evaluation System (HOMES).

How to Use this Report

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

1. All people experiencing sheltered homelessness
2. Adult-only households experiencing sheltered homelessness
3. Families with children experiencing sheltered homelessness
4. Unaccompanied youth experiencing sheltered homelessness
5. Veterans experiencing sheltered homelessness
6. People with chronic patterns of homelessness
7. Formerly homeless people in rapid re-housing
8. Formerly homeless people in permanent supportive housing

Chapters 1-6 present LSA data on people who were experiencing sheltered homelessness at some time during the reporting year. These one-year estimates include information on gender, age, ethnicity, race, household size, disability status, chronic homelessness status, veteran status, and domestic violence survivor status. Chapters 7 and 8 are based on LSA data on formerly homeless residents of RRH and PSH programs. Each chapter includes an examination of the system use patterns of people experiencing homelessness. This data is based on the LSA data reported by communities.

Key Terms

Adults are people age 18 or older.

Adult-Only Household refers to a household composed of only adults and without children.

Child-only Households refers to a household composed only of children.

Children are people under the age of 18.

Chronically Homeless Individual refers to an individual with a disability who has experienced homelessness continuously for one year or more or has experienced at least four episodes of homelessness in the last three years where the combined length of time homeless on those occasions is at least 12 months.

Chronically Homeless People in Families refers to people in families with children in which the head of household has a disability and has either experienced homelessness continuously for one year or more or has experienced at least four episodes of homelessness in the last three years where the combined length of time homeless on those occasions is at least 12 months.

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

Domestic Violence Shelters are shelter programs for people who are experiencing homelessness and are survivors of domestic violence.

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

Extrapolate is a statistical procedure that uses known data to predict values for unknown data.

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

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

Homeless Management Information System (HMIS) is a software application designed to record and store client-level information on the characteristics and service

needs of people experiencing homelessness. Each CoC maintains its own HMIS, which can be tailored to meet local needs but must also conform to Federal HMIS Data and Technical Standards.

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

Homeless describes the experience of lacking a fixed, regular, and adequate nighttime residence.

Household Type refers to the composition of a household upon entering a shelter program. People enter shelter as unaccompanied youth, single adults, or as part of a family with children but can be served as both adults in adult-only households and as members of a family with children during the AHAR reporting year. Additionally, people aged 17 at the start of the reporting period can be served in both child-only households and adult-only households during the year. The estimates reported in the AHAR adjust for these overlaps and thus provide an unduplicated count of homeless people.

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

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

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

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

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

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

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

People with Chronic Patterns of Homelessness⁵ are individuals with a disability who have experienced homelessness continuously for one year or more or has experienced at least four episodes of homelessness in the last three years with a combined length of time homeless of least 12 months.

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

Rapid Re-Housing (RRH) is a housing model designed to provide temporary housing assistance to people experiencing homelessness, moving them quickly out of homelessness and into permanent housing.

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

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

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

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

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

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

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

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

⁵ The definition of chronic homelessness changed in 2016. The previous definition was an individual with a disability who had either been continuously homeless for 1 year or more or had experienced at least 4 episodes of homelessness in the last 3 years.

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

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

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

Interpretation and Key Findings

Each year, HUD reports to Congress on the number of people who experience homelessness in the United States. Preventing and ending homelessness requires accurate information on the size and nature of homelessness in the country, both at a point-in-time and on an annual basis. This report provides the one-year estimates of sheltered homelessness in 2021. These data are critical to measuring progress toward federal, state, and local goals to end homelessness among families with children, people in adult-only households, unaccompanied youth, veterans, and people with chronic patterns of homelessness.

The 2021 report provides the first full year of data affected by the COVID-19 pandemic. Data presented in this report reflect the volatility of homelessness assistance systems during this time. The pandemic resulted in fluctuations in bed capacity of homeless shelters, many closing or providing a fraction of their ordinary capacity by reducing the number of beds available for occupancy. Providers also shifted beds from a congregate setting to a scattered-site shelter model that makes use of beds in hotels and motels. The estimates presented in this report show that the number of people who accessed shelter in 2021 was lower than it was before the pandemic. The federal eviction moratorium was in place through much of the 2021 reporting year, and many local eviction moratoria lasted longer. This may have helped stem inflow into homelessness. Some families and individuals may have been reluctant to enter shelter programs because of health and safety concerns associated with COVID-19.

Some people experiencing homelessness are not included in this report. People who experienced homelessness only in unsheltered locations during the year are not included, nor are people who only used shelters operated by designated victim service providers (VSP). Both populations appear to have risen during the pandemic.

Despite these cautions about interpreting the data, this 2021 Part 2 report provides a unique resource for understanding how homelessness and homeless service providers were affected during this historic time. For example, the combination of federal and local initiatives aimed at reducing housing insecurity and loss of income – largely among families – are reflected in the data on sheltered homelessness. The data also reflect concentrated efforts by the homelessness services system to engage people staying in encampments and other unsheltered locations, moving them into non-congregate shelters. This resulted in a sheltered population composed of fewer households experiencing homelessness for the first time and more people with chronic patterns of homelessness.

The Pandemic had a Push and Pull Effect on Estimates of Sheltered Homelessness

A confluence of factors related to the pandemic obscures our understanding of how this public health crisis has impacted and will continue to impact people experiencing or at risk of experiencing sheltered homelessness. Noted above and throughout the report, the 2021 AHAR reporting period occurred during a time of increased resources allocated directly to the homelessness assistance system and other programs aimed at mitigating pandemic-related housing insecurity. However, programs attempting to house people already experiencing homelessness were unable to do so given the limited housing resources available to them during this time.

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

Potential Reasons for Increases

- Reduced capacity of RRH and PSH programs
- Economic impacts of the pandemic

Potential Reasons for Decreases

- Influx of Resources to prevent homelessness
- Eviction moratoria
- Reduced capacity of ES, TH, and SH programs
- Reluctance to seek out shelter during the pandemic



Influx of Resources: The CARES Act provided \$4 billion in funding to prevent the spread of COVID-19 among people experiencing homelessness. ESG-CV funds could be used by communities to lease, acquire, or renovate facilities to serve as temporary emergency shelters, including hotel and motel beds. The funds also could be used to expand rapid re-housing programs. The CARES Act also established a national eviction moratorium beginning in March 2020 and continuing through much of the 2021 reporting period. The moratorium prevented eviction from properties with a federally backed mortgage due to inability to pay rent. The national eviction moratorium was supplemented by a number of local and state-based eviction moratoria that covered properties not included in the national program. These eviction moratoria were in place for most of the 2021 reporting year and may have reduced the overall number of people entering both sheltered and unsheltered homelessness. The American Rescue Plan (ARP) also provided considerable resources to prevent homelessness for the lowest income renters. Of particular consequence was the \$27.4 billion in emergency rental assistance (ERA) distributed beginning in 2020. Emergency Housing Vouchers (EHV), funded through ARP did not have the same impact on people at risk of homelessness in 2021 as most communities were not positioned to distribute these by the end of the reporting period (approximately 2,100 households were served by September 30, 2021).¹

Change in Capacity: To address the rapid spread of the virus, the Centers for Disease Control and Prevention (CDC) instituted guidelines for social distancing, including maintaining a distance of at least six feet from others whenever possible and avoiding congregate settings and mass gatherings. During the 2021 reporting year, many emergency shelter, transitional housing, safe haven, and, in some cases, permanent supportive housing providers underwent de-concentration efforts to accommodate these social distancing guidelines. Many reduced capacity in congregate settings by 50 percent or more, some shifted to a scattered-site model, utilizing hotels and motels. Given the critical demands of serving people experiencing homelessness, HUD provided programs great flexibility in how these de-concentration efforts were reported in their data systems in 2021. In some communities, this reduced or shifted capacity was reported in HMIS, but in others it was not. Housing Inventory Count (HIC) data provide estimates of shelter beds by type of shelter location on a single night. While these data also were not fully updated due to flexibility allowed communities in reporting them during 2021, they show a 134 percent increase in voucher beds (most in hotel or motel locations) between 2020 and 2021 and a slight decline emergency shelter beds in congregate settings. In addition to there being fewer beds available, during the height of the

pandemic communities reported a widespread hesitancy to seek out congregate shelter options, particularly among families.

Shortage of Affordable Housing: For households enrolled in rapid rehousing (RRH) or permanent supportive housing (PSH) that relied on a scattered-site model, identifying affordable units with which to use subsidies was challenging during this period. Eviction moratoria and prevention resources, while reducing inflow into the homelessness assistance system, also reduced unit turnover in the affordable housing market. Rapid rehousing providers widely reported an inability to find units for households enrolled in their programs. For some households this resulted in an increased difficulty transitioning from the experience of homelessness.

Black, Indigenous, and People of Color Continue to be Disproportionately Affected by the Experience of Sheltered Homelessness

People experiencing sheltered homelessness are disproportionately Black, indigenous, and people of color (BIPOC). This is true of all household types. Homelessness reflects systemic failures resulting from deep poverty, systemic inequities, a lack of affordable housing options, and structural racism that exist across our systems. BIPOC populations are overrepresented among the U.S. poverty population, setting up this disproportionate share of people experiencing homelessness. People who experience sheltered homelessness are a subset of people experiencing poverty in this country. But the disparities are even greater among people experiencing homelessness. Given the legacy of structural racism, BIPOC populations may have fewer people they can turn to for financial support during a housing crisis. While three percent of all people with incomes below the poverty line experienced sheltered homelessness at some point during 2021, 10 percent of Black heads of households in poverty and 12 percent of Native American or Alaska Native households in poverty used a shelter program during that time. This does not include people who stayed only in unsheltered locations, particularly prevalent among indigenous populations. The most recent point-in-time estimates show that 55 percent of Native American or Alaska Native people who experienced homelessness were unsheltered (compared with 40 percent for all people).²

Families with a parent identifying as Black or African American were particularly overrepresented among the sheltered population, comprising 50 percent of the sheltered family population compared with 13 percent of the total U.S. population. Unaccompanied youth of color, too, were considerably overrepresented among the sheltered population. While eight percent of all unaccompanied youth in poverty accessed shelter programs at some point during 2021, 23 percent of Black youth

¹ https://www.hud.gov/program_offices/public_indian_housing/ehv/dashboard

² 2022 AHAR Part 1

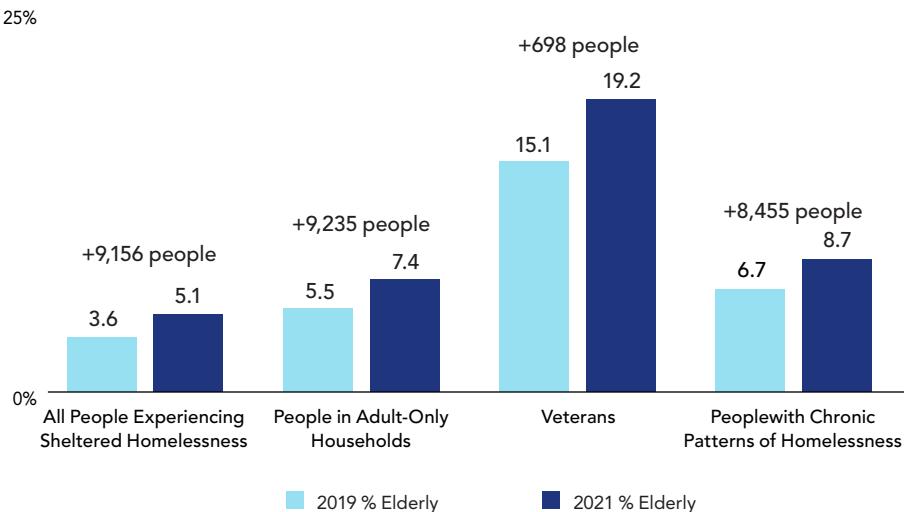
and 33 percent of Native American or Alaska Native youth in poverty experienced sheltered homelessness. Unaccompanied youth are more likely to experience unsheltered homelessness than other populations, so this overrepresentation is likely to be even worse when including the unsheltered population.

More Older Americans are Experiencing Sheltered Homelessness

Nearly 10,000 more people aged 65 and older experienced sheltered homelessness in 2021 than in 2019. These increases were observed among adult-only households, particularly among those with chronic patterns of homelessness. Between 2019 and 2021, the number of elderly people with chronic patterns of homelessness increased by an alarming 73 percent. These increases occurred within the context of overall declines in the number of people experiencing sheltered homelessness during the pandemic. The number of people in adult-only households considered “near elderly,” or between the ages of 55 and 64, declined by more than 10,000 during the same period. However, the number of people considered near elderly who had chronic patterns of homelessness increased, suggesting that people are aging into chronic homelessness as well as experiencing homelessness for the first time when they are 65 or older.

While elderly people remain underrepresented among the sheltered population compared to the overall U.S. population, the increase in both the number and the share of the sheltered population that is elderly is concerning. A number of federal

EXHIBIT A.2: Elderly Americans Experiencing Sheltered Homelessness



programs support elderly people, including housing programs targeted explicitly to that population. However, the increasing number of aging adults with chronic patterns of homelessness suggests that an expansion of resources is needed, including outreach and prevention efforts for aging adults at risk of housing insecurity.

Fewer Households Experienced Homelessness for the First Time and More Came to Shelter Programs from Other Experiences of Homelessness

Compared with the year just prior to the onset of the pandemic, nearly 20 percent fewer households accessing shelter were doing so for the first time. Inflow into the homelessness services system dropped for both adult-only households and families with children. Sheltered family homelessness declined at a greater rate than sheltered adult-only homelessness (25% compared to 13%). Health and safety concerns during a global pandemic likely played a role in reducing the number of families with children who were at risk of experiencing homelessness choosing to go to shelters. However, the eviction moratoria in place during much of 2021, additional homelessness prevention resources, and shelter diversion likely helped stem the flow of families into shelters.

In contrast, the numbers and shares of people entering shelter programs from other experiences of homelessness increased during the pandemic. Driven by people in adult-only households, the number of people coming into shelters from unsheltered situations increased by more than 35,000 people (or 11%) between 2019 and 2021. This increased inflow from unsheltered situations is reflected in increases in people with chronic patterns of homelessness. During the pandemic, some communities implemented concerted engagement efforts to move people out of encampments or other unsheltered situations to reduce the transmission of COVID 19 and other health risks. Increases in the unsheltered population found in the 2022 point-in-time count suggest that these efforts continue to be necessary.³ The intersection of the affordable housing crisis, the COVID-19 pandemic and its economic impacts, and the ongoing opioid epidemic have led to a perceived state of emergency in many U.S. communities. HUD and its federal partners recently have targeted additional resources to address the unsheltered homelessness crisis.

Below are highlights from each chapter in the report, expanding on this overall interpretation of key findings. The highlights cover the populations that are the focus of the first several chapters and then summarize the findings on programs that help people leave homelessness, rapid-housing and permanent supportive housing.

³ There was no national unsheltered count in 2021.

All People Experiencing Sheltered Homelessness

- In 2021, an estimated 1,214,000 people in 940,000 households in the U.S. experienced sheltered homelessness at some point during the year. People in adult-only households accounted for 67 percent of all people experiencing homelessness, and 31 percent were people in families with children. A small share (2%) was in child-only households.
- People identifying as Black, African, or African American remained considerably overrepresented among people experiencing homelessness in 2021. While 39 percent of the sheltered population, Black household heads accounted for 13 percent of the entire U.S. population. While three percent of all people with incomes below the poverty line experienced sheltered homelessness at some point during 2021, 10 percent of Black heads of households used a shelter program during that time.
- Indigenous populations in poverty have considerably higher shares of people using shelter programs at some point during the year than all populations. About 12 percent of Native American households in poverty experienced sheltered homelessness during 2021. This does not include people who only stayed in unsheltered locations.
- More than three quarters of households experiencing sheltered homelessness (78%) did so in urban areas; 15 percent were in suburban areas, and seven percent of sheltered households were in rural areas.
- One in every four adults had a chronic pattern of homelessness in 2021 compared with 16 percent in 2019 (just prior to the pandemic). The number of people who experienced chronic homelessness increased by about 59,000 adults, or 32 percent, while the entire population staying in shelter declined by about 243,000 people.
- Sixty-two percent of people experiencing sheltered homelessness in 2021 were doing so for the first time, and about 15 percent had returned to homelessness within two years of a prior experience of homelessness. Both the number and the share of sheltered households who experienced sheltered homelessness for the first time declined during the pandemic.
- In 2021, about 57 percent of households that accessed shelter programs were already experiencing homelessness before entering shelters.

Adult-Only Households

- In 2021, 815,896 people in 801,863 adult-only households spent some time in a shelter program. This represents a 13 percent drop in people in adult-only households who spent at least one night in shelter programs compared to prior to the pandemic.

- Men account for more than two-thirds of adult-only households experiencing sheltered homelessness (68%) and women account for 31 percent. About one percent of the population identified as transgender (0.6%) or a gender that is not singularly female or male (0.2%).
- People identifying as Black or African American are considerably overrepresented among sheltered adult-only households. Black people accounted for 37 percent of heads of sheltered adult-only households in 2021 while comprising only 12 percent of all U.S. heads of adult-only households. Thirteen percent of Black heads of households in poverty were in shelter at some point during 2021, considerably higher than the four percent of all heads of adult-only households with poverty-level incomes who experienced homelessness in 2021.
- Native American heads of adult-only households using shelter programs were overrepresented compared with their share of all U.S. households (3% vs 1%) and adult-only households in poverty (1%). Native Americans experiencing sheltered homelessness account for 18 percent of Native American adult-only households living in poverty. By comparison, heads of adult only households identifying as White and staying in shelter account for five percent of all White, non-Hispanic/non-Latino adult only households with poverty level incomes.
- Sheltered adult-only households that identified as Hispanic or Latin(o)(a)/(x) made up 18 percent of the adult-only households experiencing sheltered homelessness. Between 2019 and 2021, the number of adult-only households identifying as Hispanic or Latin(o)(a)(x) staying in shelters increased by 21 percent, while Non-Hispanic/Non-Latin(o)(a)(x) heads of households declined by five percent.
- The number of adult-only households that used shelter programs for the first time was considerably lower during the pandemic than it was prior to it. Between 2019 and 2021, the number of adult-only households experiencing sheltered homelessness for the first time dropped by 23 percent.
- Six of every ten adult-only households that entered shelter programs at some point in 2021 were previously experiencing homelessness, either in sheltered or unsheltered locations. Of those, 43 percent were staying in unsheltered situations prior to entering a shelter, and 17 percent had been in an emergency shelter, transitional housing, or safe haven program.
- Perhaps the strongest indication of the impact of eviction moratoria and other homelessness prevention programs implemented during the COVID-19 pandemic is the drop in the number of adult-only households whose prior living situation was rental housing that they paid for without the use of subsidies. Thirty-five percent fewer households entered shelter from these situations in 2021 than in 2019.

- The number of adult only households entering shelter programs from unsheltered locations increased by 12 percent between 2019 and 2021 and by 21 percent between 2020 and 2021.
- More than half (57%) of people in sheltered adult-only households reported having a disability. The share of adult-only households with a disability increased between 2019 and 2021 – from 52 to 57 percent.

Families with Children

- In 2021, 381,124 people in 119,070 family households spent some time in a shelter program. Between 2019 and 2021, the number of people in family households spending time in a shelter dropped by 25 percent. Most of this change occurred between 2019 and 2020, during the early phase of the COVID-19 pandemic.
- Women are more common in sheltered families with children than among people in adult-only households. In addition, families with children staying in shelters in 2021 were more often headed by women than all families with children in poverty (89% of sheltered families versus 73% of families in poverty).
- People identifying as Black or African American were considerably overrepresented among the sheltered family population. While accounting for 13 percent of heads of all U.S. families and 24 percent heads of families with children living in poverty, African Americans accounted for 50 percent of heads of sheltered families with children.
- Families with children who used an emergency shelter or transitional housing program in 2021 had younger children than families in poverty or all U.S. families. Children under the age of 6 accounted for 29 percent of all people in sheltered families and 47 percent of all *children* in sheltered families. By comparison, children below the age of 6 accounted for 18 percent of people in family households living in poverty and 33 percent of children in family households in poverty.
- More families were headed by a single parent while experiencing sheltered homelessness than all U.S. families and families living below the poverty line. While 15 percent of all families with children in the U.S. were headed by a single parent and 35 percent of families living in poverty were headed by a single parent, almost three-fourths of families with children (73%) were in shelter with just one parent. Overall, sheltered families are considerably smaller than all families in the U.S. More than one-third of families using shelters consisted of just one adult and one child (34%), compared with 15 percent of families in poverty and eight percent of all families in the U.S.
- Nearly two-thirds of sheltered family households (64%) were experiencing sheltered homelessness for the first time in 2021. Between 2019 and 2021, the

number of family households that experienced homelessness for the first time declined by 23 percent. This likely reflects a combination of pandemic-related resources aimed at preventing homelessness and a hesitancy on the part of families to go to shelters during a public health emergency.

- The share of family households coming to shelter from another experience of homelessness increased between 2019 and 2021. Prior to the pandemic, 37 percent of families with children entered an emergency shelter or transitional housing program from another homeless situation compared with 45 percent in 2021. This includes families entering shelters from unsheltered locations, which increased from 17 percent to 22 percent in 2021.
- In 2021, 35 percent of heads of households and other adults in families with children experiencing sheltered homelessness were survivors of domestic violence, and 17 percent were currently fleeing unsafe situations. Given that this estimate includes only shelters that are not considered domestic violence shelters (which, by law, may not provide data on people experiencing homelessness to HMIS), the percentage of all sheltered homeless families that were fleeing domestic violence in 2021 was likely much higher. Even so, between 2019 and 2021, the share of domestic violence survivorship increased (from 30 to 35% for all survivors and from 13 to 16% for those currently fleeing unsafe situations).

Unaccompanied Youth

- In 2021, approximately 92,000 unaccompanied youth stayed in an emergency shelter, safe haven, or transitional housing program.
- Between 2019, prior to the COVID-19 pandemic, and 2021, during the height of social distancing policies, the number of sheltered unaccompanied youth dropped by 28,500 people or 24 percent. Much of this drop occurred between 2019 and 2020—that is, between October 2019 and September 2020. The decline from 2020 to 2021 was more modest (1%).
- Estimates for sheltered unaccompanied youth are a combination of two groups: 1) people between the ages of 18 and 24 in sheltered, adult-only households that do not include another adult who is their parent (74,448 people in 2021); and 2) people in sheltered, child-only households that do not include a parent under the age of 18 (17,918 people in 2021).
- In 2021, about 11 percent of all sheltered people in adult-only and child-only households were unaccompanied youth.
- In 2019, approximately 11 percent of unaccompanied youth with incomes below the poverty line experienced sheltered homelessness at some point. This declined to eight percent in 2021 – a result of the growing population of all unaccompanied youth with incomes below the poverty line during this two-

year period and more a slight decline in the number of unaccompanied youth experiencing sheltered homelessness.

- In 2021, unaccompanied youth identifying as Black, African, or African American were notably overrepresented among sheltered unaccompanied youth. Black youth accounted for 40 percent of sheltered unaccompanied youth but only 15 percent of the total U.S. unaccompanied youth population and only 13 percent of unaccompanied youth living in poverty. In 2021, 23 percent of Black unaccompanied youth with incomes below the poverty line experienced sheltered homelessness compared with 8 percent of all unaccompanied youth.
- In 2021, Native American or Alaska Native unaccompanied youth accounted for three percent of sheltered unaccompanied youth, compared with one percent of unaccompanied youth with incomes below the poverty line and one percent of all unaccompanied youth in the U.S. In 2021, 33 percent of Native American unaccompanied youth in poverty experienced sheltered homelessness.
- In 2021, unaccompanied youth identifying as Hispanic or Latino/a/x were also overrepresented among sheltered unaccompanied youth. Hispanic or Latino/a/x youth accounted for 22 percent of sheltered unaccompanied youth, but only 13 percent of the total U.S. unaccompanied youth population. In 2021, 13 percent of Hispanic or Latino/a/x unaccompanied youth in poverty experienced sheltered homelessness.
- In 2021, transgender people, people identifying as a gender not singularly ‘female’ or ‘male’, and people identifying as gender questioning together comprised nearly 4 percent of sheltered unaccompanied youth, a higher percentage than among all heads of adult-only households (1%).
- In 2021, 24 percent of unaccompanied youth staying in shelter were survivors of domestic violence in 2021, and almost 8 percent were currently fleeing domestic violence. These data represent survivors of domestic violence who accessed homeless services that were not operated by victim service providers and should not be considered the full estimate of survivorship among unaccompanied youth experiencing sheltered homelessness.
- In 2021, four out of every 10 unaccompanied youth staying in shelters had a disability.
- Approximately 45 percent of unaccompanied youth households were already experiencing homelessness before accessing shelter programs. Three in every 10 unaccompanied youth were unsheltered prior to entering an emergency shelter, transitional housing, or safe haven program. Thirty-eight percent of unaccompanied youth households were housed before entering a shelter program. Most of these youth (35%) entered a shelter program after staying with friends or family. This is more than double the rate of all adult-only households

that were staying with friends or family prior to engaging with the shelter system (16%).

Veterans

- In 2021, approximately 82,000 veterans stayed in an emergency shelter, safe haven, or transitional housing program. Nearly all veterans were experiencing homelessness without any children present in the household (97%).
- Between 2019, the pre-pandemic comparison year, and 2021, the number of veterans experiencing sheltered homelessness dropped by 18 percent. This decline among veterans represents a continuation of the decline in veteran homelessness that predicated the pandemic. Veteran-specific permanent supportive housing and other resources provided to veterans at risk of housing instability likely contributed to the continued decline.
- More than half (55%) of veterans experiencing sheltered homelessness were either near elderly, 55 – 64, or elderly, 65 and older. Very few (2%) were youth aged 18-24, a smaller percentage than all people in adult-only households experiencing homelessness, 10 percent.
- Although the overall number of veterans experiencing sheltered homelessness dropped between 2019 and 2021, the number of elderly veterans (65 and older) experiencing sheltered homelessness increased by five percent. Although the overall decline points to the successful provision of housing and income resources targeted to veterans, these resources may not be preventing people from either aging into elderly homelessness or experiencing homelessness for the first time while 65 or older.
- In 2021, veterans who identified as Black, African, or African American were overrepresented among sheltered veterans. Black, African, or African American veterans accounted for 35 percent of veteran heads of households experiencing sheltered homelessness, compared with only 12 percent of the total U.S. veteran population.
- In 2021, 72 percent of veterans experiencing sheltered homelessness had a disability. This is considerably higher than the share of adult-only households, 57 percent.
- Between 2019 and 2021, the number of sheltered veterans with chronic patterns of homelessness increased by two percent. The share of veterans with chronic patterns of homelessness increased as well—from 21 percent to 26 percent.
- In 2021, 58 percent of veteran adult-only households were already experiencing homelessness prior to their first engagement with a shelter program during the reporting period. Most – 40 percent of the 58 percent – were in unsheltered locations just prior to entering a shelter program. The other nearly 19 percent were staying in other sheltered programs.

People with Chronic Patterns of Homelessness

- In 2021, approximately 230,000 people in adult-only households who stayed in an emergency shelter, safe haven, or transitional housing program had chronic patterns of homelessness. A chronic pattern of homelessness means that the person experiencing homelessness has a disability and has been homeless for at least one year within the past three years. Nearly all sheltered adults with chronic patterns of homelessness were people in adult-only households (95%).
- Between 2019, the pre-pandemic year, and 2021, the number of people in adult-only households with chronic patterns of homelessness increased by 33 percent, from 173,588 to 230,370, reflecting the general increase in the vulnerability of the population served during the pandemic. Much of this change occurred between 2020 and 2021, during which time the number of people in adult-only households with chronic patterns of homelessness increased by 25 percent (45,902 more people).
- In 2021, people experiencing chronic patterns of homelessness were generally older than the overall population of sheltered adult-only households. Six in ten people experiencing chronic homelessness in adult-only households (60%) were over 44 years old compared with five in ten people (50%) among all sheltered adult-only households. Adults who were elderly or near elderly (55 or older) made up a larger share of the population of adult-only households with chronic patterns of homelessness compared with their share among all sheltered people in adult-only households (36% vs. 29%).
- In general, demographic characteristics of sheltered adults with chronic patterns of homelessness changed little between 2019, the pre-pandemic year, and 2021. An exception was among the Hispanic/Latin(o)(a)(x) population, which increased from 15 percent of the chronic population in 2019 to 18 percent in 2021. This increase in the Hispanic population was also seen among adults who also identify as White and Hispanic/Latin(o)(a)(x), which saw their share of the adult-only households with chronic patterns of homelessness population increase from 11 percent in 2019 to 14 percent in 2021.
- Survivors of domestic violence made up 28 percent of all sheltered people in adult-only households experiencing chronic homelessness in 2021. This is considerably higher than the share of all people in adult-only households who were survivors of domestic violence (20%).
- Nearly eight of every ten adult-only households experiencing chronic homelessness that entered shelter programs at some point in 2021 (79%) were previously experiencing homelessness. A majority (59%) of adult-only households experiencing chronic homelessness had been staying in unsheltered situations prior to entering a shelter.

- The number of adult-only households with chronic patterns of homelessness that were previously experiencing homelessness increased by 41 percent between 2019 and 2021. The share of adult households with chronic patterns of homelessness that were previously experiencing homelessness increased from 51 percent in 2019 to 59 percent in 2021. These trends reflect the challenges of leaving homelessness during the pandemic.
- Compared with the overall population of sheltered people in adult-only households, adult-only households with chronic patterns of homelessness tended to stay in shelter longer during the reporting year. In 2021, nearly one-fifth (17%) of all adult-only households with chronic patterns of homelessness stayed in shelter for six months to a year (181 to 365 days). This is higher than the share of all adult-only households (13%). Together, 31 percent of adult-only households with chronic patterns of homelessness stayed in shelter for six months or more compared to 22 percent of all adult-only households.

People Living in Rental Housing with RRH Subsidies

- In 2021, approximately 237,000 people in 129,000 households lived in housing supported by Rapid Re-housing (RRH) subsidies. RRH programs help people leave homelessness by providing time-limited rent subsidies in permanent housing along with case management that may continue after the household has moved into the permanent housing unit supported by the rent subsidy.
- In 2021, just over two-thirds of households (68%) that used RRH in 2021 were families with children. Among families with children that used RRH in 2021, 73 percent consisted of a single adult living with one or more children.
- Between 2019, the pre-pandemic year, and 2021, the number of households using RRH increased by two percent. This increase was driven entirely by people in adult-only households using rapid rehousing subsidies, which rose by 14 percent. People in families with children partially offset this rise, decreasing by 16 percent. This pattern may reflect the overall drop in the number of people in families using shelters (a decline of 33%), as the most common entry into RRH for families with children is from a shelter stay. In addition, while the eviction moratoria helped households stay in housing during this time, it also reduced turnover in low-cost housing, possibly making it difficult for people enrolled in RRH to find housing units in which to use their subsidies. Finally, the decline in the use of RRH by families and the growth of its use by individuals may in part be a continuation of a pre-pandemic trend toward using RRH resources for people with high risk of experiencing chronic homelessness.
- Compared with the sheltered population, more heads of households using RRH to subsidize their permanent housing in 2021 were women (52% compared to 39%). Despite the drop in use of RRH by families with children, families still

accounted for a higher share of RRH subsidy use than they did the sheltered population in 2021.

- In 2021, one in every five adults using RRH subsidies was a veteran. This is considerably higher than the share of veterans among the sheltered population (9%). The high percentage of veterans in RRH programs reflects the considerable RRH resources directed to veterans through the Supportive Services for Veterans and their Families (SSVF) program.
- Between 2019, the pre-pandemic year, and 2021, the share of households that used RRH for 18 months or longer grew from less than 5 percent to over 10 percent. This might reflect disruptions in the housing market associated with the pandemic, as case managers decided to extend the period of rental subsidies for households that would not be able to move to a more affordable unit after the rent subsidy ended.
- In 2021, nearly half of family households (49%) and more than half of adult-only households (58%) who used RRH assistance to subsidize their permanent housing left the RRH program during the reporting period. This means that their subsidy ended but not necessarily that they moved from the housing unit the RRH program subsidized. For most RRH households, available data includes their housing status at the time of exit. Nearly all households that left the RRH program remained in permanent housing (89% of family households and 84% of adult-only households). Exits from a RRH program most often meant that households lived in permanent housing without a subsidy (56% of family households and 40% of adult-only households).

People Residing in PSH

- In 2021, an estimated 378,000 people lived in Permanent Supportive Housing (PSH). PSH is designed to serve people who have experienced homelessness, often for long periods of time, and who have disabilities that reduce their ability to maintain housing without additional support. PSH programs provide permanent housing combined with intensive supportive services to stabilize people leaving homelessness in housing they can stay in as long as they comply with the lease.
- Between 2019 and 2021, the number of people living in PSH decreased by 6 percent. Most of this change occurred between 2019 and 2020, likely during the early phase of the COVID-19 pandemic. The COVID-19 pandemic makes it difficult to interpret that decline, which could have resulted from several factors related to the pandemic that could have affected either the availability of PSH units or the process of referring people to PSH.
- The overall decrease in people living in PSH between 2019 and 2021 was

driven primarily by a decrease in the number of people in households with both adults and children. Between 2019 and 2021, the number of people in family households living in PSH decreased by 14 percent. In contrast, the number of people in adult-only households living in PSH decreased only 2 percent.

- Whereas the number of people in adult-only households living in PSH rebounded from 2020 to 2021 (a 2% increase), the number of people in families with children living in PSH continued to decline from 2020 to 2021 (a 7% decrease). A possible reason for this trend could be that some communities are directing a greater share of PSH resources towards adult-only households.
- People aged 55 and older were the largest group of people in PSH in 2021, representing 39 percent of PSH residents. This is much higher than the share of people in shelters who were elderly or near elderly in 2021 (20%).
- Heads of households who identified as Hispanic or Latino/a/x were underrepresented in PSH, compared with heads of households using shelter programs (11% vs. 19%).
- In 2021, heads of households who identified as Black, African, or African American were overrepresented in PSH, compared with heads of households using shelter programs (45% vs. 39%).
- In 2021, almost one in three adults in PSH was a veteran (29%). This reflects the large share of PSH made available to veterans through the HUD-VASH voucher program.
- In 2021, a high percentage of adults living in PSH had a disability, 82 percent, consistent with the targeting of most PSH to people with disabilities. In addition, the percentage of adults in PSH with a disability may be less than 100, as this includes all adults in the household, not just the adult with the disability that qualified the household for PSH.
- PSH provides long-term subsidized housing. Most households who have left homelessness for PSH remain in PSH for extended periods of time. In 2021, just over a third of households residing in PSH had lived in PSH for five years or more (35%), and more than half (54%) had lived in PSH for more than three years.
- In 2021, only 13 percent of households living in PSH exited PSH during the reporting period, consistent with the long-term nature of the program.

Broader Perspectives on Housing Instability

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Very Low-Income Renters in Precarious Housing Situations
(HUD 2021 Worst Case Needs Report)..... B-2

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Broader Perspectives on Housing Instability

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

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

Following are discussions of:

- People who are at risk of homelessness because of cost burdens, unsafe housing, or staying temporarily in someone else's housing:
 - Very low-income renters who are severely rent burdened or live in severely inadequate housing, based on the 2017 American Housing Survey (AHS), as analyzed for HUD's Worst Case Needs report;
 - People who are doubled up, based on a special supplement of the 2013 AHS.
- Other data on people experiencing homelessness and doubled up children and youth:
 - School aged children who are doubled up or in other homeless situations, based on the definition used by and data reported to the U.S. Department of Education by State Education Agencies (SEAs);
 - Unaccompanied youth aged 13 to 25 who are homeless or couch surfing, based on the Voices of Youth Count (VoYC) study.
- Survivors of domestic violence:
 - Survivors of domestic violence who use shelters for victims of domestic violence as well as the shelters that are permitted to report to the HMIS, based on Housing Inventory Count (HIC) data submitted to HUD by local communities.

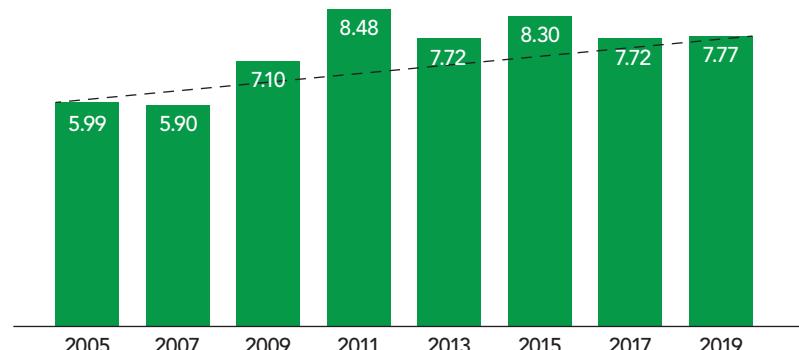
People who are At-Risk of Homelessness

Very Low-Income Renters in Precarious Housing Situations (HUD 2021 Worst Case Needs Report)

HUD submits reports to Congress every other year on renter households with severe needs for affordable housing or housing assistance. Prepared by HUD's Office of Policy Development and Research (PD&R), the Worst Case Needs reports are based on detailed tabulations of data in the American Housing Survey (AHS). The analysis focuses on the availability, quality, and costs of rental housing units relative to the incomes of the housing's occupants. Households with worst case needs are defined as renters with incomes below 50 percent of area median income (AMI) who do not have housing assistance and are living in severely inadequate housing, paying more than half of their income for rent, or both. The most recent report reflects data on renters in 2019, prior to the COVID-19 pandemic. It is not yet known how the economic impacts of the pandemic, or the offsetting fiscal relief packages affected level of worst case housing needs in 2020 and 2021.

The 2021 *Worst Case Housing Needs* report is based on data for 2019. In 2019, 7.77 million renter households had worst case needs, a slight increase (0.6%) from 7.72 million in 2017. The slight increase was associated with the continued increase in the number of renters with extremely low incomes, those with incomes below 30 percent of AMI. While worst case needs have not returned to the levels associated with the Great Recession, 32 percent more renters had worst case needs in 2019 than

EXHIBIT B.1: Growth in Worst Case Housing Needs (in millions of people) 2005-2019



Source: American Housing Survey data, 2019. The exhibit is reproduced from the U.S. Department of Housing and Urban Development, *Worst Case Housing Needs: 2021 Report to Congress* and *Worst Case Housing Needs: 2011 Report to Congress*. Office of Policy Development and Research: <https://www.huduser.gov/portal/taxonomy/term/43>

EXHIBIT B.2: Worst Case Needs by Household Type and Race/Ethnicity
2019

	Very low-income renter households (thousands)	Worst case needs (thousands)	Percentage with worst case needs
Total	18,388	7,766	42.2
Household Type			
Families with Children	5,654	2,271	40.2
Older Adult Households	5,567	2,241	40.3
Other Family Households	1,649	720	43.7
Other Nonfamily Households	5,518	2,535	45.9
Race and Ethnicity			
Asian or Asian American	799	420	52.6
Black, non-Hispanic/non-Latino/a/x ^a	4,393	1,589	36.2
Hispanic/Latino/a/x	4,258	1,922	45.1
Native American or Alaska Native	287	66	23.0
Native Hawaiian or Pacific Islander	77	42	54.5
Other Race/Ethnicity	283	103	36.4
White, non-Hispanic/non-Latino/a/x	8,290	3,623	43.7

Source: American Housing Survey data, 2019. The exhibit is reproduced from the U.S. Department of Housing and Urban Development, *Worst Case Housing Needs: 2021 Report to Congress* and *Worst Case Housing Needs: 2011 Report to Congress*. Office of Policy Development and Research: <https://www.huduser.gov/portal/taxonomy/term/43>

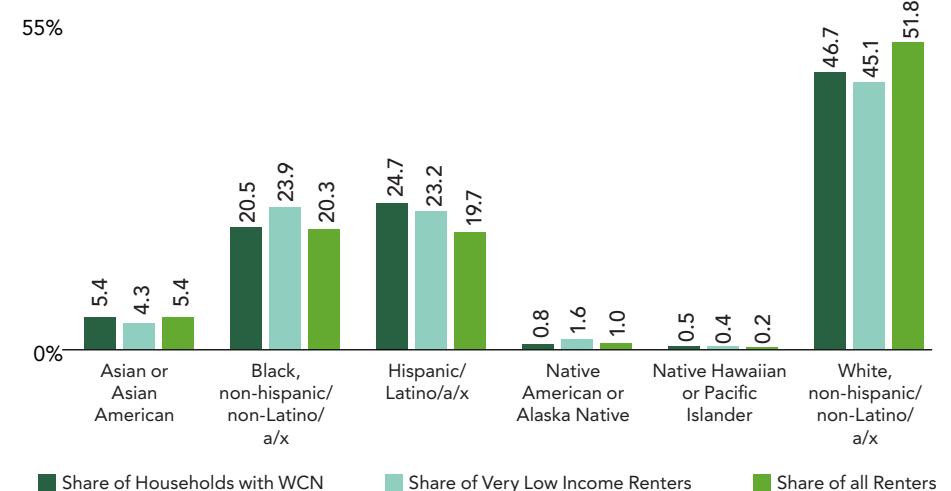
in 2007. Almost all households with worst case needs (97.5%) pay more than half their income for rent, an untenable situation that puts people at risk of homelessness.¹

Worst case housing needs is one way to identify households at risk of experiencing homelessness. In 2019, 2.3 million households or 40 percent of families with children that lived in rented housing units and had incomes below 50 percent of their area median income were severely rent burdened. A similar share of households composed of older adults had worst case needs, 2.2 million households. Households composed of non-elderly adults and no children (including single adults, unmarried couples, and roommates) had the highest rate of worst case needs among reported household types. In 2019, 46 percent of non-family, very low-income households were severely rent burdened, or 2.5 million households.

Worst case housing needs were present across all races and ethnicities. Data presented in exhibit B.2 include unassisted renter households with very low incomes and severe rent burden. White, non-Hispanic/non-Latino/a/x households

EXHIBIT B.3: Shares of Renter Households, Very Low-Income Renters, and Worst Case Needs Renters by Race

2019



Source: Worst Case Housing Needs, 2019 ; U.S. Census Bureau, 2019 American Community Survey 1-Year Estimates

accounted for the largest number of worst case needs among renter households (3.6 million households or 44%). White households accounted for about 47 percent of all households with worst case needs, lower than their share of all renter households (52%). While smaller in number, in 2019, Native Hawaiian or Pacific Islanders with very low incomes had the highest rates of severe rent burden by race, 55 percent or 42,000 people. Nearly half of very low-income Hispanic or Latino/a/x renter households had worst case needs (45% or 1.9 million households). Hispanic or Latino/a/x households accounted for 20 percent of all renter households in the country, but 25 percent of those with worst case needs. Thirty-six percent of Black households with very low incomes also had severe rent burden, accounting for 1.6 million households. Black households had similar shares of all renter households (20%) and worst case needs households (21%).

As in previous years, the 2021 report describes the mismatch between the number of renters with incomes below 50 percent and 30 percent of AMI and the numbers of units available to those renters. The report measures this mismatch by looking at whether units are affordable, available, and adequate:

¹ <https://www.huduser.gov/portal/taxonomy/term/43>

EXHIBIT B.4: Affordable, Available, and Adequate Rental Units by Income of Renters 2019

Income Category	Affordable	Affordable and Available	Affordable, Available, and Adequate
Extremely low-income renter households (0–30% AMI)	70.3	40.3	35.7
Very low-income renter households (0–50% AMI)	96.0	62.2	54.7
Low-income renter households (0–80% AMI)	135.3	97.3	87.2

Source: American Housing Survey data, 2019. The exhibit is produced from data presented in the U.S. Department of Housing and Urban Development, Worst Case Housing Needs: 2021 Report to Congress. Office of Policy Development and Research: <https://www.huduser.gov/portal/sites/default/files/pdf/Worst-Case-Housing-Needs-2021.pdf>

Note: AMI=Area Median Income

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

The rental housing stock that was affordable was scarcest for the lowest income renters. Nationally, for every 100 renters with extremely low incomes (incomes 30 percent or less of AMI), only 70 rental units were affordable. Moreover, many of these rental units were occupied by households with relatively higher incomes, leaving only 40 units both affordable and available, and only 36 units affordable, available, and adequate for every 100 renters with extremely low incomes.

The mismatch between the number of affordable units and the number of extremely low-income renters is most severe in the West, the same region where the rise in homelessness has outpaced other areas of the country. In the West there were 54 rental units affordable for every 100 extremely low-income renters in 2019. In other regions, the mismatch was less severe, ranging from 73 to 78 rental units affordable for every 100 renters with extremely low incomes. The pattern of regional differences is similar for units that are affordable and available and for units that are

² A detailed description of the housing unit characteristics that determine adequacy are in Appendix E of the *Worst Case Housing Needs: 2021 Report to Congress*.

EXHIBIT B.5: Rental Housing Stock Was Insufficient for Extremely Low-Income Renters Across All Regions 2019

Income Category	Housing Units per 100 Renters		
	Affordable	Affordable and Available	Affordable, Available, and Adequate
Northeast			
Extremely low-income renter households (0–30% AMI)	75.5	46.1	40.9
Very low-income renter households (0–50% AMI)	91.9	62.9	56.2
Low-income renter households (0–80% AMI)	125.8	92.8	82.4
Midwest			
Extremely low-income renter households (0–30% AMI)	77.9	44.2	40.0
Very low-income renter households (0–50% AMI)	128.7	79.7	71.4
Low-income renter households (0–80% AMI)	157.0	110.6	100.6
South			
Extremely low-income renter households (0–30% AMI)	73.0	39.9	34.9
Very low-income renter households (0–50% AMI)	99.0	63.6	54.6
Low-income renter households (0–80% AMI)	141.1	101.2	89.8
West			
Extremely low-income renter households (0–30% AMI)	54.2	31.9	28.3
Very low-income renter households (0–50% AMI)	66.9	44.3	38.9
Low-income renter households (0–80% AMI)	115.9	83.8	75.9

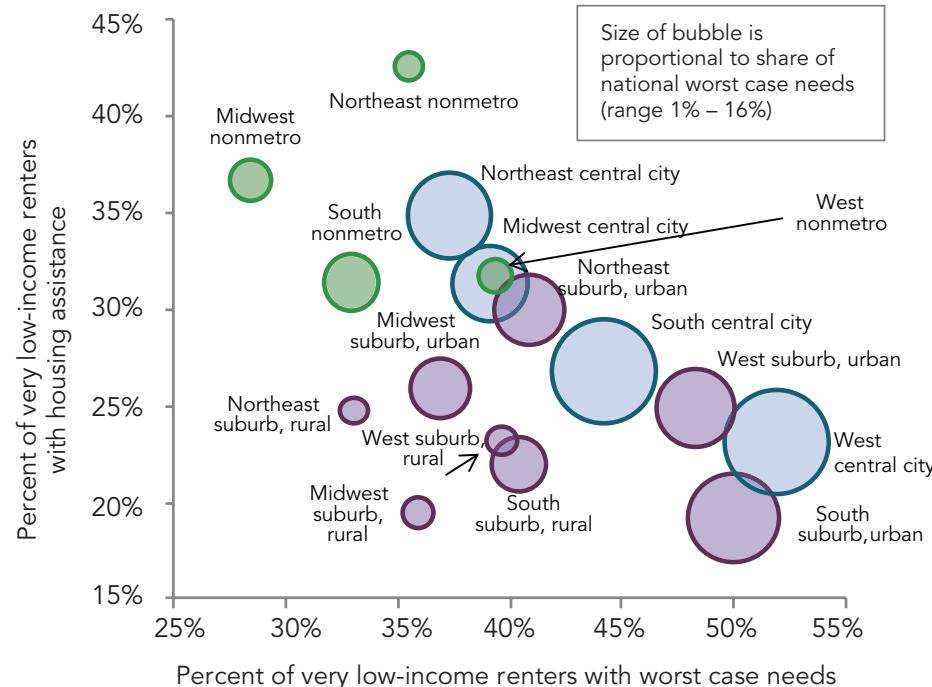
Source: American Housing Survey data, 2019. The exhibit is produced from data presented in the U.S. Department of Housing and Urban Development, Worst Case Housing Needs: 2021 Report to Congress. Office of Policy Development and Research: <https://www.huduser.gov/portal/sites/default/files/pdf/Worst-Case-Housing-Needs-2021.pdf>

Note: AMI=Area Median Income

affordable, available, and adequate. The West had the highest percentage of renters with worst case needs and a low percentage of renters with housing assistance. The prevalence of low-income renters with worst case needs tends to be higher in areas where housing assistance is more limited. See Exhibit B.4.

In 2019, one-third of households with worst case needs (2.54 million of the 7.77 million households) were single individuals or unrelated people sharing a housing unit none of whom 62 years or older. This group also has the highest rate of worst case needs among renters with incomes below 50 percent of AMI, 45.9 percent in 2019. Most are single individuals, a group also heavily represented among people experiencing homelessness.

EXHIBIT B.6: Worst Case Needs by Prevalence of Housing Assistance in 2019



Source: American Housing Survey data, 2019. The exhibit is reproduced from data presented in the U.S. Department of Housing and Urban Development, Worst Case Housing Needs: 2021 Report to Congress. Office of Policy Development and Research, <https://www.huduser.gov/portal/sites/default/files/pdf/Worst-Case-Housing-Needs-2021.pdf>.

Note: The size of each bubble corresponds to the size of the worst case needs population. Bubbles in the top left reflect areas with higher percentages of households receiving housing assistance and lower percentages of households with worst case needs. Bubbles in the bottom right reflect areas with lower percentages of households receiving housing assistance and higher percentages of households with worst case needs.

The Census Household Pulse Survey on Housing Insecurity

Housing Insecurity During the Covid-19 Pandemic by Household Type

The Census Household Pulse Survey (HPS) is an experimental, longitudinal survey designed to quickly capture information about household social and economic experiences during the COVID-19 pandemic.³ It is designed to be a

³ For more information about the Census Household Pulse Survey, see: <https://www.census.gov/data/experimental-data-products/household-pulse-survey.html>.

EXHIBIT B.7: Percentage of U.S. Renter Households Behind on Rental Payments, by Household Type, Census Household Pulse Survey

August 2020 to December 2021

Data Collection Period	Renters	One Adult with Children	Two or More Adults with Children	Elderly Retired	Young, Single Adult	Single, Middle-Aged Adult	Two Adults, No Children
Aug 19 – Oct 26 (2020)	15.3%	25.7%	21.8%	7.2%	9.2%	12.1%	11.4%
Oct 28 – Jan 18 (2020-2021)	18.1%	29.9%	26.0%	8.4%	12.6%	14.6%	13.1%
Jan 20 – Mar 29 (2021)	16.5%	27.3%	23.9%	8.0%	10.2%	13.8%	12.0%
Apr 12 – Jun 21 (2021)	14.1%	22.5%	19.2%	6.1%	7.1%	12.3%	11.3%
Jun 23 – Aug 30 (2021)	15.0%	28.1%	19.5%	8.4%	8.9%	12.6%	11.6%
Sep 1 – Dec 13 (2021)	14.8%	24.2%	21.7%	7.5%	7.8%	12.1%	11.5%

short-turnaround survey instrument that can be used to quickly examine social, economic, and health information to aid COVID-19 pandemic recovery.⁴ First fielded in April 2020, the HPS collects important information about housing circumstances and the associated impacts of the ongoing housing crisis. The HPS data can provide insight into the decline in sheltered homelessness seen in 2020 and 2021 by examining households reporting being behind on rental payments by household type.

The HPS asks respondents the following question: “Is this household currently caught up on rent payments? Select only one answer.” There are two options: “Yes” and “No”. This question is only asked to respondents who answered the following question “Is your house or apartment...?” with the “rented” response option. The data analysis included in this section used the HPS data to examine one key outcome: behind on rental payments.

Prior to the pandemic, the 2017 American Housing Survey (AHS) showed approximately 7 percent of renter households reported being behind on their rent. When compared to the 2017 AHS, HPS results suggest that the number of renter households reporting being behind on rental payments more than doubled. For example, from April 2020 to October 2020 (covering some of the 2020 AHAR reporting period), approximately 15 percent of U.S. renter households reported being behind on rental payments, where it remained through the end of 2021.

According to the HPS, families with children had higher rates of being behind on

⁴ U.S. Census Bureau Releases New Experimental “Pulse” Surveys to Track Temporal Trends in Small Business and Households During the COVID-19 Pandemic. <https://www.census.gov/newsroom/press-releases/2020/pulse-surveys.html>

rent payments compared to single adults or other households without children. Between April and October of 2020, 26 percent of single parents with children and 22 percent of families with two or more adults and children were behind on rental payments. By comparison, nine percent of young single adults, 12 percent of single, middle-aged adults, and 11 percent of households composed of two adults were behind on rental payments.

Housing Insecurity During the COVID-19 Pandemic by Race and Ethnicity

In addition to household type, the HPS collects data on people behind on rental payments by race, and those that fear imminent eviction due to rent arrears. These data do show an increased vulnerability among renters of color. People who identified as Black or African American had much higher rates of both being behind on rental payments (24%) and fearing eviction (11%) than people who identified as White (13% and 6%). Asian or Asian Americans as well as people identifying as Hispanic or Latino/a/x also had much higher rates, with 21 percent and 20 percent of renters behind on payments. Five percent of Asian Americans feared imminent eviction as did nine percent of Hispanic or Latino/a/x renters behind on rental payments.

However, the estimates of households behind on rental payments are likely much higher than reported here. The Pulse survey suffers from an overall low response rate, which has led some researchers to voice concerns about nonresponse bias. An examination of responses found likely nonresponse bias, and response patterns did differ by sociodemographic characteristics. Second, limited sample size can produce unstable estimates, especially when sub-setting outcomes data by demographic information (for example, race and ethnicity). By pooling multiple weeks of data,

EXHIBIT B.8: Percentage of U.S. Renters (Person-Level) Behind on Rental Payments, by Race and Ethnicity, Census Household Pulse Survey

August 2020 to December 2021

Data Collection Period	Renters	Race			Ethnicity		
		White, Alone	Black, Alone	Asian, Alone	Other	Not Hispanic	Hispanic
Aug 19 - Oct 26 (2020)	16.0%	12.8%	24.4%	20.9%	19.6%	14.9%	19.6%
Oct 28 - Jan 18 (2020-2021)	18.9%	14.7%	31.4%	18.8%	25.9%	17.8%	22.9%
Jan 20 - Mar 29 (2021)	17.2%	13.7%	27.8%	20.0%	21.4%	16.1%	20.8%
Apr 12 - Jun 21 (2021)	14.8%	11.2%	24.7%	19.9%	20.1%	13.9%	18.2%
Jun 23 - Aug 30 (2021)	15.2%	12.0%	24.8%	19.7%	18.7%	14.3%	18.4%
Sep 1 -Dec 13 (2021)	15.7%	12.2%	26.3%	19.6%	19.6%	14.8%	19.3%

EXHIBIT B.9: Percentage of U.S. Renters (Person-Level) Fearful of Imminent Eviction, by Race and Ethnicity, Census Household Pulse Survey

August 2020 to December 2021

Data Collection Period	Renters	Race				Ethnicity	
		White, Alone	Black, Alone	Asian, Alone	Other	Not Hispanic	Hispanic
Aug 19 - Oct 26 (2020)	7.1%	5.7%	11.4%	5.0%	9.9%	6.5%	9.0%
Oct 28 - Jan 18 (2020-2021)	9.1%	6.9%	16.0%	6.0%	13.8%	8.8%	10.2%
Jan 20 - Mar 29 (2021)	7.8%	6.0%	14.2%	4.5%	10.4%	7.5%	8.6%
Apr 12 - Jun 21 (2021)	6.6%	5.0%	11.7%	4.7%	9.9%	6.3%	7.6%
Jun 23 - Aug 30 (2021)	7.1%	5.2%	13.7%	5.0%	9.4%	6.7%	8.2%
Sep 1 -Dec 13 (2021)	6.5%	5.1%	11.2%	4.1%	9.9%	6.1%	8.0%

estimates become more stable; however, researchers lose more nuanced estimates over time. Lastly, when using Census-provided household-level weights, analyses suggest there are approximately 33 million U.S. renter households. However, the 2019 American Housing Survey shows the true estimate was approximately 44.7 million renter households.⁵ To alleviate this discrepancy, HUD reweights all household-level estimates using 2019 AHS renter estimates as control totals when developing estimated weighted frequencies.

Education Data on Children and Youth

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

Each year, the U.S. Department of Education requires school districts to identify and report the number of students experiencing homelessness and housing instability. Children and youth who experience homelessness are more likely than housed children to have high rates of acute and chronic health problems and exposure to violence. Their academic performance is also at risk, as unstable housing often contributes to frequent school mobility and chronic absenteeism. The U.S. Department of Education's (ED) Education for Homeless Children and Youth (EHCY) program⁶ provides grants to State Educational Agencies (SEAs) to ensure that children and youth experiencing homelessness have equal access to the same free, appropriate public education, including a public preschool education, that is provided to other children and youth. Grantee activities include efforts to

⁵ See: <https://www.census.gov/programs-surveys/ahs/data/interactive/ahstablecreator.html>.

⁶ The EHCY program is authorized under Subtitle VII-B of the McKinney-Vento Homeless Assistance Act, as amended in 2015 by Title IX, Part A of the Every Student Succeeds Act.

improve enrollment and retention in, and successful completion of, early childhood, elementary, and secondary education for children who experience homelessness, as well as to support transitions to postsecondary education. The information presented below on homeless education data collected by U.S. public schools comes from a report by the National Center for Homeless Education (NCHE), the U.S. Department of Education's technical assistance center for the federal EHCY program.⁷

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

1. a shelter, or transitional housing program, or awaiting foster care placement,⁸
2. unsheltered (e.g., cars, parks, campgrounds, temporary trailers, substandard or abandoned buildings);
3. a hotel or motel because of the lack of alternative adequate accommodations; or
4. sharing the housing of other people due to the loss of housing, economic hardship, or a similar reason (i.e., doubled-up).

ED uses these primary nighttime residence categories to identify those students who are eligible for services under the EHCY program. According to ED data,⁹ during the 2020-21 school year (SY), the height of the COVID-19 pandemic, 1,099,221 students were identified – at some point during the school year – as having experienced homelessness or housing instability, representing a fourteen percent decrease from the prior school year (182,370 fewer students). However, this decrease should be viewed with extreme caution. Many school districts across the country moved to full remote learning or to hybrid models in which students only attended school part of the time. Identification of homeless students was likely considerably impacted by the limited time students spent in schools during this period.

In SY 2020-21, most children and youth identified as homeless by U.S. public schools (77%) were sharing the housing of other people because of housing loss or other economic hardship or similar reason; 11 percent were in shelters or transitional

⁷ For more information on the data cited, see NCHE's Student Homelessness in America: School Years 2018-19 to 2020-21. Reports including data from previous school years can be accessed at <https://nche.ed.gov/data-and-stats/>.

⁸ "Awaiting foster care placement" was removed from the definition of homeless children and youths when the McKinney-Vento Act was amended in 2015. For covered states (i.e., states that have a statutory law that defines or describes the phrase awaiting foster care placement for the purposes of a program under the McKinney-Vento Act) the effective date for this change was December 10, 2017. For uncovered states, the effective date for this change was December 10, 2016. As a result, all states reported students as homeless due to awaiting foster care placement in SY 2015-16, while only a small number of states did so in SYs 2016-17 and 2017-18.

⁹ See Table 2 (pg. 7) of NCHE's Student Homelessness in America: School Years 2017-18 to 2019-20.

housing¹⁰; 8 percent were living in a hotel or motel because of the lack of alternate, adequate accommodations; and 4 percent were identified as unsheltered.

In each school year between 2017 and 2021, the number of students identified in each primary nighttime residence category decreased. The pandemic complicated the reporting of housing status, so estimates of students experiencing homelessness show further drops across most nighttime residence categories. For example, the number identified as sharing the housing of other people because of loss of housing, economic hardship, or a similar reason decreased by 6 percent between the 2018-19 and 2019-20 school years, and further declined by 15 percent during the pandemic (from 2019-20 to 2020-21). The number of students who were identified as having a primary nighttime residence of an unsheltered location

EXHIBIT B.10: Number of Enrolled Students in Homeless Situations by Primary Nighttime Residence

School Years 2013-14 through 2020-21^a

	2013-14 ^b	2014-15 ^c	2015-16 ^d	2016-17 ^d	2017-18 ^d	2018-19 ^e	2019-20 ^f	2020-21
Total	1,298,236	1,261,461	1,303,207	1,355,435	1,507,904	1,379,043	1,279,039	1,099,221*
Shelters, transitional housing, or awaiting foster care placement	186,265	181,386	187,137	187,879	182,659	167,634	146,769	119,934
Unsheltered	42,003	39,421	43,245	50,187	102,527**	55,306	52,307	49,475
Hotels/ Motels	80,124	82,159	85,026	90,087	105,574	97,640	88,663	85,422
Doubled Up	989,844	958,495	987,799	1,027,282	1,117,144	1,058,463	991,300	844,245

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

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

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

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

^e See Table 6, p. 14, of NCHE's [Federal Data Summary School Years 2016-17 through 2018-19](#).

^f See Table 3, p. 8, of NCHE's [Student Homelessness in America: School Years 2017-18 to 2019-20](#).

*Note that in the 2019/2020 Annual Homeless Assessment Report Part 2 this number was slightly lower. The Department of Education updated their 2020-2021 figures between that report release and this current report.

**This number should be viewed with caution as it reflects the reporting of people affected by Hurricane Harvey that do not meet HUD's definition of "unsheltered."

¹⁰ This category previously included students awaiting foster care placement. This was removed from the homeless definition in the McKinney-Vento Act and is no longer included in SY 2018-19 or SY 2019-20 data.

decreased significantly, by five percent. The most drastic change during the pandemic was observed for students staying in sheltered locations, which dropped by 12 percent between 2018-19 and 2019-20 (which covered the first three months of the pandemic) and even further by 18 percent between 2019-20 and 2020-21. However, the data for SY 2019-20 and 2020-21 should be viewed with caution, as many students were attending school remotely either entirely or partially, possibly limiting the ability of districts to identify students as experiencing homelessness or housing instability.

In addition to reporting data on children and youth identified as homeless under federal education statute by grade level and primary nighttime residence, U.S. public schools also report data on unaccompanied youth. The term unaccompanied youth is defined in federal education statute as “a homeless child or youth not in the physical custody of a parent or guardian.” Unaccompanied youth as reported in the ED data represent 9 percent of the total number of homeless children and youth enrolled in both SY 2019-20 and SY 2020-21. Again, recent decreases should be viewed with some caution given the effect of the pandemic on national shelter capacity as well as a broad national shift to remote learning during the last quarter of the 2019-20 school year and part of 2020-21 school year.

Chapin Hall at the University of Chicago developed the Voices of Youth Count (VoYC) – a national research initiative designed to address critical gaps in the nation’s knowledge about the scope and scale of youth homelessness, as well as the life circumstances and experiences of runaway, unaccompanied homeless and unstably housed youth between the ages of 13 and 25 years old. In 2017, Chapin Hall released a national estimate of youth experiencing explicit homelessness and couch surfing,¹¹ based on surveys administered by Gallup, Inc. and follow up surveys by Chapin Hall in 2016 and 2017. The surveys gathered information from U.S. adults about youth ages 13 to 25.¹² Responses from this survey were used to create national estimates of youth experiences with homelessness and housing instability over the course of a year.

The following questions were asked:

For 13 to 17 year olds:

- Did the youth run away from home and stay away for at least one night?
- Did the youth leave home because he or she was asked to leave?

¹¹ Morton, M.H., Dworsky, A. and Samuels, G.M. 2017. Missed opportunities: Youth homelessness in America. National estimates. Chicago, IL: Chapin Hall at the University of Chicago.

¹² Morton, M.H., Dworsky, A. Matjasko, J.L., Curry, S.R., Schlueter, D., Chavez, R., and Farrell, A.F. 2018. Prevalence and Correlates of Youth Homelessness in the United States. Journal of Adolescent Health, 62(1): 14-21. ([http://www.jahonline.org/article/S1054-139X\(17\)30503-7/fulltext](http://www.jahonline.org/article/S1054-139X(17)30503-7/fulltext)).

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

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

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

EXHIBIT B.11: Number and Percentage of Enrolled Homeless Students Who Are Unaccompanied Homeless Youth

School Years 2015-16 through 2020-21

	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21
Number of unaccompanied homeless youth enrolled	111,753	118,364	129,370	125,729	112,822	94,363
Percent of homeless students	8.5	8.7	8.6	9.1	8.8	8.6

Sources: [Federal Data Summary: School Years 2015-16 through 2017-18](#); [Federal Data Summary: School Years 2016-17 through 2018-19](#); [Student Homelessness in America: School Years 2017-18 to 2019-20](#) and [Student Homelessness in America: School Years 2018-19 to 2020-21](#)

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

- Was the youth, homeless for at least one night?¹³
- Did the youth couch surf¹⁴ – that is move from one temporary housing arrangement to another?

Any youth 13 to 17 years of age who self-reported to have run away or been asked to leave or who self-reported as homeless in the past year was defined as having experienced “explicit” homelessness, as were any youth 18 to 25 years of age who said they had been homeless. Those in both age groups who only experienced couch surfing in the past year were identified separately. Adjustments were made to ensure 13 to 17-year-olds were not part of a family – that is, not accompanied by a parent or guardian.¹⁵

VoYC found that 460,000 households with youth age 13 to 17 and 1.87 million 18 to 25 year olds had experienced explicit homelessness at some point in the preceding year.¹⁶ An additional 200,000 households with youth ages 13 to 17 and 1.61 million 18 to 25 year olds had experienced couch surfing only. About half of youth ages 13

¹³ The self-report question was: were you homeless for at least one night?

¹⁴ The self-report question was: did you couch surf – that is move from one temporary housing arrangement to another?

¹⁵ The questions in the Gallup poll about youth experiences with homelessness did not identify whether youth were homeless while unaccompanied by a parent or legal guardian. However, the follow-up survey (N=150) identifies the share of youth ages 13 to 17 who were accompanied by a parent or legal guardian, and researchers applied a reduction adjustment to the full sample to estimate unaccompanied youth ages 13 to 17. Youth ages 18 to 25 were assumed to be unaccompanied in the Morton, Dworsky, and Samuels report (2017), and this was not examined further in the follow-up survey.

¹⁶ Information on youth ages 13 to 17 was generated through questions asked of adults in the household about any youth in the household. Only household prevalence estimates could be generated for youth ages 13 to 17, rather than population estimates. Both household and population prevalence estimates were generated for youth ages 18 to 25, because, in addition to adult respondents answering questions about those youth, the survey also gathered self-reports of youth ages 18 to 25. The estimates reported here for youth ages 18 to 25 are population estimates.

Voices of Youth Count Sample

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

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

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

to 25 who were either explicitly homeless or couch surfed had those experiences for the first time during the year covered by the survey.

The prevalence of youth homelessness was similar in rural and non-rural areas. For example, the percentage of households with at least one youth ages 13 to 17 who had experienced explicit homelessness was 2.8 percent in rural areas and 3.0 percent in non-rural areas (see Exhibit B.10). However, the data show couch surfing among youth in rural and less densely populated areas was twice as prevalent as staying in shelter or on the streets compared to youth in medium and large population counties. This may be the result of more limited access to shelters and housing services in their communities.

Youth ages 18 to 25 with particular demographic characteristics were more likely to experience explicit homelessness. African American youth had an 83 percent increased risk of having experienced explicit homelessness compared to youth of other races (see Exhibit B.11). Hispanic youth ages 18 to 25 had a 33 percent higher risk of reporting explicit homelessness than their non-Hispanic counterparts. Youth ages 18 to 25 who identified as lesbian, gay, bisexual, and transgender (LGBT) had a 120 percent higher risk of experiencing explicit homelessness. Unmarried parenting youth ages 18 to 25 had a 200 percent higher risk of reporting explicit homelessness than those who were not parents.¹⁷ Youth who lacked a high school diploma had a 346 percent higher risk of experiencing explicit homelessness than

¹⁷ Marital and parenting status were asked at the time of the Gallup poll and were not directly tied to the time during which the 18 to 25 year-old was experiencing explicit homelessness, which means that the child may or may not have been in the custody of that youth parent at that time.

EXHIBIT B.12: Estimates of Explicit Homelessness and Couch Surfing Only among Youth in the U.S.

VoYC 2016-2017

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

EXHIBIT B.13: Prevalence Estimates of Explicit Homelessness among Youth in the U.S. by Geography

VoYC 2016-2017

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

EXHIBIT B.14: Characteristics of Youth at Greater Risk of Experiencing Explicit Homelessness Ages 18-25

VOYC 2016-2017

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

Note: Risk ratios were converted from odds ratios from a logistic regression model predicting homelessness based on characteristics from self-reports of 18 to 25 year olds.

youth who graduated from high school. Youth who reported an annual household income of less than \$24,000 (nearly twice the federal poverty guideline for a one-person household in 2017) had a 162 percent higher risk of reporting explicit homelessness. Nearly one-third of youth experiencing explicit homelessness or couch surfing had experiences with foster care in their past. Nearly half of youth had been in juvenile detention, jail, or prison in their past.

Estimates based on VoYC Data, PIT Count, and HMIS Data

The VoYC estimates differ from the estimates based on PIT count and HMIS data in several ways. The differences that are most important for interpreting the estimates of youth homelessness are noted here. Although these estimates differ, they can and should be used in combination for local planning and policymaking to determine the appropriate array and scale of programs for youth experiencing or at-risk of homelessness.

- VoYC defines youth who ran away, left home because of being asked to leave, or had been homeless in the past year as experiencing “explicit” homelessness. The AHAR estimates based on either PIT count or HMIS data define youth as “literally” homeless if, on a given night, they slept either in a shelter program (emergency shelter, safe haven, or transitional housing) or in a place not meant for human habitation.
- VoYC focuses on homeless youth ages 13 to 25, reports on experiences of youth ages 13 to 17 who are not accompanied by a parent or guardian, and assumes youth ages 18 to 25 are unaccompanied. The PIT count and HMIS data define youth as anyone between the ages of 0 and 24 and thus may include some unaccompanied children under the age of 13. PIT estimates of unaccompanied youth do not include 25-year olds. HMIS estimates of people experiencing homelessness as individuals permit identification of people under 18 who do not have an adult with them. HMIS estimates of youth ages 18 to 24 include youth who are part of families, either the only person older than 17 in the family (for example, a parenting youth) or accompanied by other people ages 18 or older.
- VoYC gathers data on youth experiences over the course of a year in a phone-based survey based on third-party reporting or self-reports. HMIS uses administrative records to measure sheltered homelessness over the course of a year based on shelter entry and exit dates. PIT counts are based on both administrative records and in-person surveys.

Survivors of Domestic Violence

Domestic Violence Survivors Who Use Shelters

Data from the National Intimate Partner and Sexual Violence Survey (NIPSVS) show that each year over 7 million women and men in the U.S. experience physical violence, sexual assault, and/or stalking by an intimate partner that leads to them

fearing for their safety or needing services.¹⁸ Of these, approximately 500,000 identify housing services as a need that results from this violence. Emergency shelter, safe haven, transitional housing, rapid re-housing, and permanent housing programs within the homelessness services system can provide shelter or housing for people in crisis and seeking a safe refuge.

Estimating the number of people fleeing domestic violence, dating violence, sexual assault, and stalking who use the homelessness services system can be challenging. Residential programs in the homeless service system operated by victim service providers (VSP) exclusively serving survivors of domestic violence are prohibited from entering client information into HMIS. While VSPs maintain and report data within comparable databases, those data are not included in the HMIS data presented in this report. However, residential programs in the homeless service system operated by non-VSPs exclusively serving survivors of domestic violence are required to enter client information into HMIS. Not having data from VSPs in the same way we have data from non-VSPs results in a challenge to fully quantify the needs and services for survivors of domestic violence and presents a limited understanding of the extent of survivors among the homeless population. Programs serving a broader homeless population report information to their communities' HMIS on all their clients, some of whom may be survivors of domestic violence. The extent of housing instability and homelessness for this population can only be partly understood by examining the capacity of residential programs operated by VSPs to serve them.

In the Point-in-Time (PIT) count, the data source used to report on people in residential programs operated by victim service providers, collecting data on survivors of domestic violence is optional. HUD has made the collection of a person's domestic violence status optional because of the sensitive nature of this question and the reality that many people interviewing people experiencing homelessness on the night of the count are volunteers who are not adequately trained on how to ask this kind of information in a trauma-informed way. Communities that collect information from those programs do not do so systematically, so it is not possible to use the PIT counts to estimate the percentage of people experiencing homelessness who are domestic violence survivors.¹⁹

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

¹⁸ <https://www.cdc.gov/violenceprevention/pdf/NISVS-StateReportBook.pdf>. The survey was conducted in 2012, and results were reported in 2017.

¹⁹ Using the optional PIT count of victims of domestic violence within the homeless population produces a total of 33,612 adults, 91 percent of whom were located in sheltered locations (emergency shelters, safe havens, and transitional housing) and the remaining 9 percent in unsheltered locations. These numbers should be viewed with extreme caution, however, as they were collected at the height of the COVID-19 pandemic. Many shelters closed or drastically reduced capacity during this time.

EXHIBIT B.15: Domestic Violence Beds by Program Type, Household Type and CoC Type

HIC 2021

Type	DV Beds	Total Beds	% DV beds
Total	xxx	xxx	xxx
Total Beds – ES, SH, TH	46,134	445,254	10.4
Beds by Family Type			
Individuals	9,432	217,684	4.3
Families	36,702	178,578	20.6
Beds by CoC Type			
Major Cities	12,414	216,852	5.7
Other Urban CoCs	3,583	33,577	10.7
Suburban CoCs	11,062	109,801	10.1
Rural CoCs	19,075	85,024	22.4
Total Beds – RRH, PSH, OPH	15,357	568,000	2.7
Beds by Family Type			
Individuals	2,644	321,172	0.8
Families	12,713	246,828	5.2
Beds by CoC Type			
Major Cities	5,740	282,742	2.0
Other Urban CoCs	1,360	46,477	2.9
Suburban CoCs	4,099	159,476	2.6
Rural CoCs	4,158	79,305	5.2

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

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

Exhibit B.15 displays the number of beds available as reported in the 2021 HIC for all projects in the homelessness services system that have identified domestic violence survivors as the target population. Based on the bed counts in the 2021 HIC, 10 percent of the emergency shelter, safe haven, and transitional housing beds available for people currently experiencing homelessness were targeted to survivors of domestic violence (DV). A higher share of beds for families (21%) was targeted to survivors of domestic violence than was the share of beds for people in households without children or people in a household with only children (individuals), four percent.

A smaller share, 3 percent, of all permanent housing beds (including beds in rapid re-housing, other permanent housing, and permanent supportive housing programs) were targeted to domestic violence survivors. By household type, about 5 percent of permanent housing beds for families were targeted to survivors of domestic violence, and less than one percent of beds for individuals were targeted as such.

Exhibit B.15 shows the number and share of beds targeted to survivors of domestic violence by household type and the geography type of the CoC. CoCs are divided into four geographic categories: major city CoCs (N=48); other largely urban CoCs (N=59); largely suburban CoCs (N=169); and largely rural CoCs (N=112). In 2021, the share of beds for people currently experiencing homelessness targeted to survivors of domestic violence was 6 percent in major city CoCs, 11 percent in other largely urban CoCs, and 10 percent in largely suburban CoCs. The share in largely rural CoCs was much larger, 22 percent. By geography, the share of permanent housing beds targeted to survivors of domestic violence was lowest in major cities (2%) and highest in rural areas (5%).

2021 Estimates of Homelessness

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Estimates of Homelessness IN THE UNITED STATES IN 2021

At least 1.2 million people experienced sheltered homelessness in 2021.

Overview of Estimates of Homelessness in the United States

An estimated **1,213,533 million people in 938,576 households** stayed in an emergency shelter, safe haven, or transitional housing program at some point between October 1, 2020 and September 30, 2021.

In March 2020, about halfway through the 2020 reporting year, the United States declared a state of emergency regarding the COVID 19 pandemic. Given the highly contagious nature of the virus and the lack of vaccines at the time, Federal and state governments implemented a series of stay-at-home orders, quarantines, and social distancing measures to minimize the spread of the virus. This resulted in considerable changes to the capacity of homeless service providers.

To reduce the risk of COVID-19 transmission, facility-based emergency shelters with congregate settings increased physical distancing by reducing the number of beds available for occupancy. Shelter programs also moved people into non-congregate settings, such as motels. These restrictions continued throughout the 2021 reporting year that began in October 2020. In addition, common places such as libraries where people experiencing homelessness could connect with service providers who might help them gain access to shelters were closed during much of this period.

Estimates of the number of people and households experiencing sheltered homelessness during the 2021 reporting year should be viewed with caution, as the number could be temporarily low compared to estimates of homelessness prior to the pandemic, reflecting reduced capacity in some communities, as well as people's reluctance to enter or remain in shelters during a public health emergency.

- Just over two-thirds of people accessing emergency shelter, transitional housing, or safe haven programs in 2021—or 815,896 people—were in adult-only households, nearly one-third—31 percent or 381,124 people—were in households with children, and only a small share—two percent or 17,918 people—were in child-only households.
- The number of people accessing shelters dropped by 17 percent between 2019 and 2021. The COVID-19 pandemic makes it difficult to interpret that drop and should be viewed with caution. In addition to reduced shelter capacity and safety concerns that may have kept people out of shelter, homelessness prevention efforts such as those funded through the CARES Act, together with eviction moratoria, may have affected the number of people staying in shelter during the 2021 reporting year.
- Compared to 2019, the year prior to the pandemic, the sheltered population is comprised

EXHIBIT 1.1: One-Year Estimates of Sheltered Homelessness 2019-2021

	2019		2020		2021	
	#	% (of all)	#	% (of all)	#	% (of all)
Number of Households	1,102,272	100%	959,948	100%	938,576	100.0%
Number of People	1,456,199	100%	1,253,049	100%	1,213,533	100.0%
People by Household Type						
People in Adult-Only Households	935,763	64.3%	824,499	65.8%	815,896	67.2%
People in Families with Children	507,224	34.8%	416,907	33.3%	381,124	31.4%
People in Child-Only Households	22,251	1.5%	14,060	1.1%	17,918	1.5%

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

EXHIBIT 1.2: Changes in Estimates of Homelessness, Households in Poverty, and U.S. Households 2019-2021

Population	Change in People, 2019-2021		Change in Households, 2019-2021	
	#	%	#	%
Staying in Sheltered Programs	-242,666	-16.7%	-163,696	-14.9%
Living in Poverty	2,007,722	5.1%	1,275,482	8.1%
In U.S. Population	3,654,222	1.1%	4,417,202	3.4%

Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data

ESTIMATES OF HOMELESSNESS IN THE UNITED STATES IN 2021

of a higher share of people in adult-only households (67% vs. 64%), and a smaller share of people in families with children (31% vs. 35%). The share of child-only households remained steady.

How Did Estimates of Households Experiencing Sheltered Homelessness Compare to the U.S. Total and Poverty Populations?

- One of every 275 people in the U.S. experienced sheltered homelessness at some point during 2021.
- People staying in shelters made up approximately three percent of all people with incomes below the poverty line and five percent of households in poverty.
- The drop in the number of people using shelters does not reflect trends in the broader population. The number of people living in poverty increased by five percent between 2019 and 2021, and the total number of people in the U.S. increased by one percent during the same period.
- Between 2019 and 2021, the experience of sheltered homelessness became slightly rarer. In 2019, four percent of people with incomes below the poverty line and one of every 226 people in the country experienced sheltered homelessness. However, this does not account for people who stayed only in unsheltered locations and did not stay in any shelter programs during the reporting year.

EXHIBIT 1.3a: Demographic Characteristics of People Experiencing Sheltered Homelessness, U.S. Poverty Population, and Total U.S. Population

By Gender and Age, 2019-2021

	2019			2020			2021		
	Sheltered People	U.S. Population Living in Poverty	U.S. Population	Sheltered People	U.S. Population Living in Poverty	U.S. Population	Sheltered People	U.S. Population Living in Poverty	U.S. Population
Gender of Heads of Households									
Female	38.9%	61.7%	49.2%	37.7%	61.6%	50.8%	38.7%	61.3%	50.6%
Male	60.7%	38.3%	50.9%	61.8%	38.4%	49.2%	60.6%	38.7%	49.4%
Gender Non-Singular*	0.1%			0.1%			0.2%		
Questioning							0.0%		
Transgender	0.3%			0.4%			0.6%		
Age of All People in the Household									
Under age 18	22.7%	30.2%	22.2%	21.3%	29.3%	22.1%	20.6%	29.6%	22.1%
18-24	9.7%	13.3%	9.3%	9.3%	12.3%	9.1%	8.8%	12.4%	9.1%
25-34	18.8%	13.2%	13.9%	18.9%	13.2%	13.9%	18.1%	13.0%	13.6%
35-44	16.5%	10.7%	12.8%	17.2%	11.0%	12.9%	17.5%	11.3%	13.2%
45-54	15.6%	9.1%	12.4%	15.5%	9.3%	12.2%	15.3%	9.1%	12.2%
55-64	12.9%	10.9%	12.9%	13.7%	11.5%	12.9%	14.7%	11.1%	12.9%
65 and older	3.6%	12.7%	16.5%	4.2%	13.6%	16.9%	5.1%	13.6%	16.9%

Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data. Raw data available in Appendix A.1.1

Notes: Data on characteristics excludes people for whom the characteristic is missing/unknown. Data on age is based on all people in households. Gender, ethnicity, and race are based only on the heads of household.

*Category in HMIS is "a gender that is not singularly 'female' or 'male.' This represents a change in the category from 2019 and 2020 which used the category name 'gender non-conforming.'

ESTIMATES OF HOMELESSNESS IN THE UNITED STATES IN 2021

Characteristics of All People Experiencing Homelessness in 2019 and 2021

What Were the Demographic Characteristics of Sheltered Households in 2021?

Demographic characteristics of the sheltered population vary considerably by household type. Given their share of the sheltered population, the overall characteristics are more reflective of adult-only households than households with children.

- Nearly twice as many heads of households experiencing sheltered homelessness in 2021 were men than were women. This reflects a predominance of men among people experiencing homelessness in adult-only households (see Chapter 2). In 2021, 61 percent of heads of households were men, and only 39 percent were women.
- Transgender people made up less than one percent of heads of households using shelters, and a very small percent of heads of households identified as not singularly male or female (or gender non-singular) (0.2%). However, these numbers could be artificially low. Some may not have felt comfortable reporting their gender as something other than male or female, particularly if shelter programs had gender-based requirements.
- Children under 18 account for 21 percent of all people experiencing sheltered homelessness in 2021.
- The share of the sheltered population that was elderly (65 or older) was five percent in 2021, and the share of the sheltered population that was either near elderly or elderly was 20 percent.
- Heads of sheltered households who identified as Hispanic or Latino/a/x of any race comprised 19 percent of the total population experiencing homelessness.
- Black, African, or African American people accounted for 39 percent of heads of sheltered households.
- White heads of households not identifying as Hispanic

EXHIBIT 1.3b: Demographic Characteristics of People Experiencing Sheltered Homelessness, U.S. Poverty Population, and Total U.S. Population By Ethnicity and Race, 2019-2021

	2019		2020		2021				
	Sheltered People	U.S. Population Living in Poverty	U.S. Population	Sheltered People	U.S. Population Living in Poverty	U.S. Population	Sheltered People	U.S. Population Living in Poverty	U.S. Population
Ethnicity of Heads of Households									
Hispanic/Latino/a/x	15.8%	19.1%	13.6%	16.2%	18.7%	13.7%	19.3%	19.4%	14.3%
Non-Hispanic/Non-Latino/a/x	84.2%	80.9%	86.4%	83.8%	81.4%	86.3%	80.8%	80.6%	85.7%
Race of Heads of Households									
Asian or American	0.7%	4.4%	4.9%	0.8%	4.5%	5.0%	1.1%	4.5%	5.1%
Black, African, or African American	40.5%	22.4%	13.2%	40.0%	21.4%	12.3%	38.6%	20.6%	12.6%
Multiple Races	3.5%	2.9%	2.3%	3.8%	10.5%	8.6%	3.7%	12.1%	9.7%
Native American/American Indian or Alaska Native	3.0%	1.5%	0.8%	3.3%	1.5%	0.8%	3.0%	1.3%	0.8%
Native Hawaiian or Pacific Islander*	0.9%	0.2%	0.1%	0.9%	0.2%	0.1%	0.9%	0.2%	0.2%
White, Hispanic/Latino/a/x	10.8%	12.3%	9.1%	10.7%	4.2%	3.2%	14.0%	3.1%	2.5%
White, Non-Hispanic/Non-Latino/a/x	40.6%	51.0%	66.0%	40.4%	50.3%	65.0%	38.3%	50.4%	63.9%

Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data. Raw data available in Appendix A.1.1

Notes: Data on characteristics excludes people for whom the characteristic is missing/unknown. Data on age is based on all people in households. Gender, ethnicity, and race are based only on the heads of household.

*HMIS data includes people experiencing homelessness in Guam while ACS data do not.

ESTIMATES OF HOMELESSNESS IN THE UNITED STATES IN 2021

- or Latino/a/x were 38 percent of all heads of households staying in shelters.
- Four percent of sheltered households were indigenous, either Native American/American Indian or Alaska Native (3%) or Native Hawaiian or Pacific Islander (1%).

How Do the Demographic Characteristics of the Sheltered Population Compare to the U.S. Total and U.S. Poverty Populations?

- The gender of heads of households living in poverty is different from the sheltered population. Almost two-thirds of heads of households living in poverty in 2021 were women, and 39 percent were men, the inverse of the sheltered population. In the entire U.S. population, heads of households are about equally split between men and women.
- The percentage of the sheltered population who were children was similar to the percentage of children in the entire U.S. population, 22 percent. However, sheltered children were underrepresented compared to children in poverty (21% vs 30%).
- The elderly population was underrepresented in the sheltered population compared with the U.S. population (5% vs. 17%) and people with incomes below the poverty line (14%). Twenty percent of the population experiencing homelessness was elderly or nearly elderly (55+) in 2021, also underrepresented compared with 30 percent of the entire U.S. population and 25 percent of people living in poverty.
- People identifying as Black, African, or African American remained considerably overrepresented among people experiencing homelessness in 2021. While 39 percent of the sheltered population, Black household heads account for 13 percent of the entire U.S. population, and 21 percent of heads of households living in poverty.
- While three percent of all people with incomes below the poverty line experienced sheltered homelessness at some point during 2021, 10 percent of Black heads of households in poverty used a shelter program during that time.
- The percent of sheltered heads of households who identified as Native American, American Indian, or Alaska Native was about triple that of the U.S. population (3% vs. 1%) and double the percent of indigenous heads of households in poverty (1.5%).
- Indigenous populations in poverty also have considerably higher shares of people using shelter programs at some point during the year than all populations. About 12 percent of Native American households in poverty experienced sheltered homelessness during 2021. Again, this does not include people who only stayed in unsheltered locations.

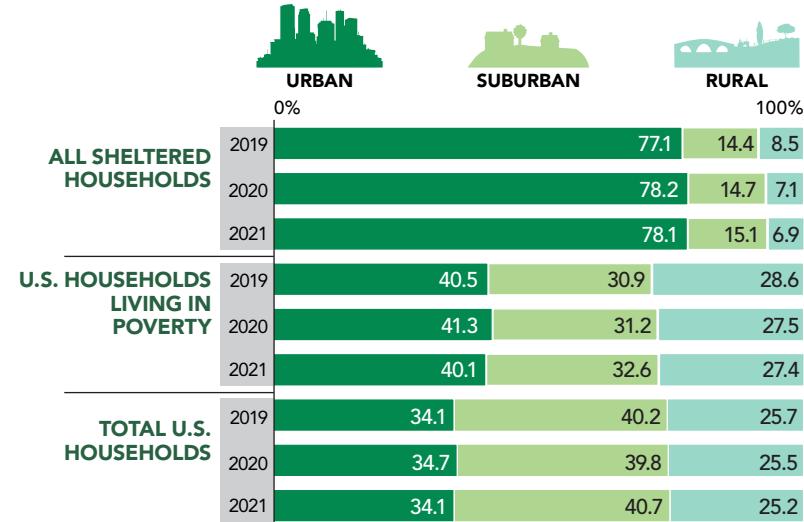
How Have the Demographic Characteristics of Sheltered Households Changed over Time?

The characteristics of the population that experienced sheltered homelessness changed little between 2019 and 2021.

- Compared to 2019, the sheltered population in 2021 was slightly older. People under the age of 18 accounted for 23 percent of the sheltered population in 2019 and 21 percent in 2021. There were similar shifts in the elderly and near elderly population, with people 55 and older accounting for 17 percent of the sheltered population in 2019 and 20 percent in 2021.
- Heads of households who identified as Hispanic or Latino/a/x increased from 16 percent in

EXHIBIT 1.4: Geographic Location of Sheltered Households by Household Type

2019-2021



Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data. Raw data available in Appendix A.1.2

ESTIMATES OF HOMELESSNESS IN THE UNITED STATES IN 2021

2019 to 19 percent in 2021. The shares of the sheltered population of other racial and ethnic groups remained largely unchanged between 2019 and 2021.

Where Did Households Access Emergency Shelter, Transitional Housing, or Safe Haven Programs?

- In 2021, more than three-fourths of households using shelters (78%) did so in urban areas. This is more than double the percentage of U.S. households living in urban areas and nearly double the percentage of households in poverty living in urban areas. The overrepresentation of the population that experienced sheltered homelessness in urban areas is likely related to several factors, including limited affordable housing options in urban areas and the greater density of homeless services in those areas.
- While 41 percent of households in the United States lived in a suburban community in 2021, only 15 percent of people staying in shelters were staying in shelter programs located in suburban communities.
- Only seven percent of households staying in shelters did so in rural areas, while 25 percent of all U.S. households and 27 percent of households living in poverty were in rural areas. Rural areas often have fewer shelter programs, possibly driving people to stay outside, in their cars, or in abandoned buildings—that is, to experience unsheltered homelessness. In addition, other forms of housing instability such as doubling up may be more common in rural areas.

How Did the Location of Shelter Use for Households Change over Time?

Between 2019 and 2021, the distribution of households experiencing sheltered homelessness changed little, shifting only slightly away from rural areas and toward urban and suburban areas.

- In 2019, nine percent of all sheltered households were in rural areas, declining to seven percent in 2021.
- The share of households accessing shelters that did so in urban areas increased from 77 to 78 percent between 2019 and 2021, and the share of suburban households increased from 14 to 15 percent. The distribution was unchanged between 2020 and 2021, showing that the differing impacts of COVID-19 on urban/suburban and rural areas persisted.

What are the Other Characteristics of Adult-Only Households Experiencing Sheltered Homelessness?

- In 2021, one in every four adults staying in shelter programs across the U.S. had a chronic pattern of homelessness. Higher shares of people experienced chronic homelessness in urban areas (27%), slightly higher than the percentage in suburban areas (24%). Fewer sheltered adults had experienced chronic homelessness in rural areas (15%).
- Nine percent of all adults staying in shelters were veterans. There was little variation in the share of veterans among adults in shelter across geographic categories.
- In 2021, 22 percent of adults staying in shelters were survivors of domestic violence, and seven percent were currently fleeing unsafe situations. It is important to note that this

EXHIBIT 1.5: Additional Characteristics of People Experiencing Sheltered Homelessness

2019-2021

	2019	2020	2021	Change 2019-2020	
	%	%	%	#	%
Chronic Homeless Status of Heads of Households and Adults					
Chronically Homeless	16.1%	19.5%	24.8%	59,053	32.1%
Not Chronically Homeless or Chronic Status Unknown	84.0%	80.5%	75.2%	-224,202	-23.3%
Veteran Status of Heads of Households and Adults					
Veteran	8.9%	8.6%	8.6%	-17,697	-17.7%
Non-Veteran	90.2%	89.9%	89.8%	-150,222	-14.9%
Veteran Status Unknown	0.9%	1.5%	1.7%	5,551	54.2%
Domestic Violence Survivor Status of Heads of Households and Adults					
Total DV Survivors	18.7%	20.4%	21.8%	-599	-0.3%
DV Survivors Currently Fleeing	5.9%	6.8%	7.1%	1,857	2.7%
DV Survivors Not Currently Fleeing	11.6%	12.4%	13.5%	-131	-0.1%
DV Survivors with Unknown Fleeing Status	1.2%	1.2%	1.2%	-2,325	-16.6%
Not DV Survivors	72.5%	72.4%	70.0%	-143,370	-17.3%
Unknown DV Status	8.8%	7.3%	8.1%	-21,180	-21.0%
Disability Status of Heads of Households and Adults					
With Disabilities	46.8%	50.0%	52.4%	-22,224	-4.1%
Without Disabilities	51.2%	47.5%	44.6%	-149,592	-25.5%
Unknown Disability Status	1.9%	2.5%	2.9%	6,668	30.1%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.1.3

ESTIMATES OF HOMELESSNESS IN THE UNITED STATES IN 2021

data represents survivors of domestic violence who accessed homeless services that were not operated by victim service providers and should not be considered the full estimate of survivorship among people experiencing sheltered homelessness. Given the way data are reported, it is not possible to show the percentage of adults in each geographic category who are survivors of domestic violence. However, data are available on the share of people *currently fleeing* domestic violence by geography. In 2021, rural areas accounted for the highest share of people in shelters who were currently fleeing unsafe situations (9%), while eight percent of all adults in shelter programs in urban areas and six percent of adults in suburban areas were currently fleeing unsafe situations.

How Have the Additional Characteristics of Households Experiencing Sheltered Homelessness Changed over Time?

Overall, heads of households and other adults in shelters had higher rates of experiencing chronic homelessness, disability, and surviving domestic violence in 2021 than in 2019.

- In 2021, 25 percent of adults had chronic patterns of homelessness compared with 16 percent in 2019. The number of people who experienced chronic homelessness increased by about 59,000 adults, or 32 percent, while the entire population staying in shelter declined by about 243,000 people. The *share* of adults with chronic patterns of homelessness increased across each geographic category – by ten percentage points in urban areas, eight percentage points in suburban areas, and four in rural areas. However, in rural areas the number of adults with chronic patterns of homelessness declined slightly, by two percent or 155 people.
- The share of adults who were survivors of domestic violence increased from 19 to 22 percent. In each geographic category, the *share* of adults currently fleeing domestic violence increased compared to 2019. The number increased in urban and suburban areas, by four percent and nine percent. The number of people currently fleeing domestic violence decreased in rural areas, by nine percent or 561 people.
- Veterans accounted for about nine percent of all adults in both 2019 and 2021, but the number of sheltered veterans declined by 18 percent during that period (about 18,000 fewer people). The largest decline occurred in rural areas which had 32 percent fewer veterans in shelter in 2021 than they did in 2019 (2,250 fewer people).
- The share of adults with a disability also increased between 2019 and 2021, from 47 percent to 52 percent. The number of adults with a disability staying in shelters dropped but at a much smaller rate than for all people (by 4% compared to 17% for all people).

EXHIBIT 1.6: Additional Characteristics of Sheltered Households by Geography

2019-2021

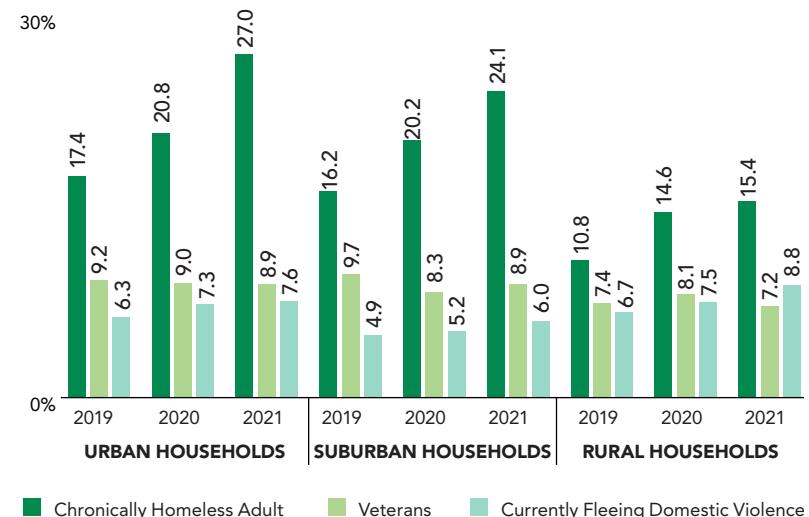
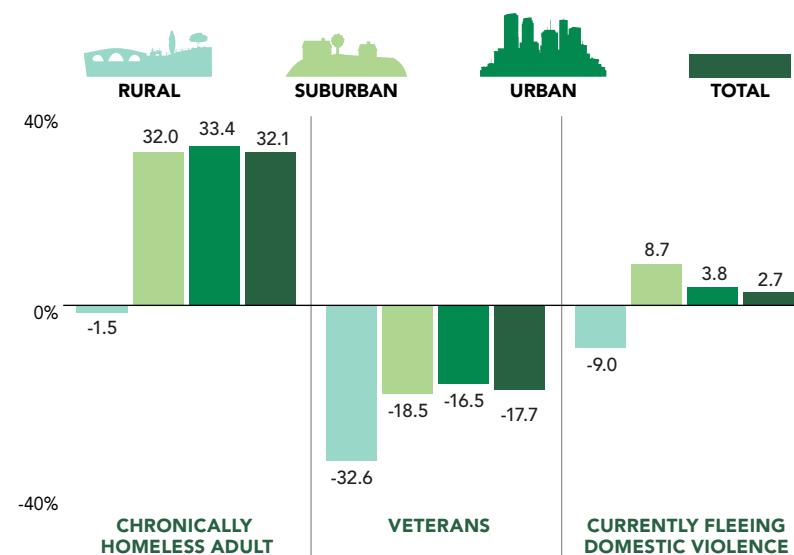


EXHIBIT 1.7: Additional Characteristics of Sheltered Households by Geography

2019-2021



ESTIMATES OF HOMELESSNESS IN THE UNITED STATES IN 2021

Engagement of Adult-only Households with the Homeless Services System

Data collected through the LSA provides information on several dimensions related to the experience of homelessness. This includes whether households experiencing homelessness are doing so for the first time, are continuously engaged in the homeless system from the prior year or have returned to the experience of homelessness after exiting to a permanent, temporary, or unknown situation. This section also provides information on where people were staying immediately prior to entering an emergency shelter, transitional housing, or safe haven program.

How Did Households Engage with the Shelter System in 2021?

- In 2021, approximately 62 percent of all households that accessed a sheltered program experienced homelessness for the first time.
- Nearly 24 percent of households were continuously engaged in the homeless system, meaning they were experiencing homelessness on the day prior to the start of the 2021 reporting period.
- Just under 15 percent of sheltered households had returned to homelessness during the 2021 reporting year. Of those, six percent had transitioned to a temporary destination such as doubling up with friends or family on a temporary basis or another temporary, non-homeless situation before returning. Three percent returned after transitioning to a permanent destination such as their own rental unit. Six percent returned after leaving to an unknown destination.
- More than nine in 10 sheltered households (93%) accessed only emergency shelter, transitional housing, and safe haven programs during 2021. Five percent both stayed in shelter programs and used RRH subsidies. Two percent used both shelter programs and PSH programs, and a very small percentage (0.3%) used all three.

Where Did Households Stay Prior to Entering Shelters?

- In 2021, about 57 percent of households that accessed shelter programs were already experiencing homelessness before entering shelters. Of those households, approximately 39 percent were unsheltered, and 17 percent had stayed in a different emergency shelter, transitional housing, or safe haven program.
- Before entering shelter, about 19 percent of households had stayed with friends or families, four percent stayed in rental housing without a subsidy, and just over one percent stayed in permanent supportive or other subsidized housing.
- Just under 10 percent of households had stayed in an institutional setting prior to accessing shelter programs. Of those households, just over six percent were in medical facilities, including physical health or physical rehabilitation facilities, mental health facilities, and substance use rehabilitation programs.
- Four percent of households stayed in a hotel or motel setting that they paid for on their own prior to entering the shelter.

EXHIBIT 1.8: Type of Engagement in the Homeless System 2019-2021

	2019	2020	2021	Change 2019-2020	
	%	%	%	#	%
First-time Experiencing Homeless	64.9%	58.9%	61.5%	-137,612	-19.3%
Continuously Engaged	19.1%	23.4%	23.9%	14,021	6.7%
Returned to Experiencing Homelessness within 2 years	16.0%	17.7%	14.6%	-40,105	-22.7%
After exiting to temporary destination	5.3%	6.5%	5.6%	-6,491	-11.0%
After exiting to permanent destination	3.6%	3.5%	2.6%	-14,943	-37.9%
After exiting to unknown destinations	7.1%	7.8%	6.4%	-18,671	-23.8%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.1.4

Note: Returns to homelessness include only those in which the households did not access any continuum program for at least 14 days. Households that exited programs and returned within 14 days are not included in the "returned to homelessness" category. "First time homeless" refers to households that have had no engagement with the shelter system in at least two years.

ESTIMATES OF HOMELESSNESS IN THE UNITED STATES IN 2021

How Did System Engagement Change over Time?

Between 2019 and 2020, the system engagement data reflected a reduced inflow into homelessness during the pandemic, either coming into the shelter system for the first time or returning to the system after an exit. Between 2020 and 2021, both years affected by the pandemic, first time experiencing homelessness for adult only households increased only slightly and returns to homelessness continued to drop. Inflow into the homeless system remained lower than it was prior to the COVID-19 pandemic. This is reflected in the increased share of households that were already experiencing homelessness prior to entering a shelter program. A smaller share of households entered a shelter program from a housed situation in 2021 than in the two years prior.

- The share of households that stayed in shelter programs for the first time decreased from 65 percent in 2019 to just under 62 percent in 2021.
- The overall number of households that returned to the experience of homelessness declined by 23 percent (or about 40,000 households) between 2019 and 2021. This was driven by a 38 percent drop in the number of sheltered households returning to the experience of homelessness after having transitioned to a permanent destination.
- The percentage of sheltered households that returned to homelessness decreased between 2020 and 2021 from 18 to 15 percent. The share of sheltered households that remained engaged in the homeless system from the prior year remained roughly the same between 2020 and 2021.
- The percentage of households entering shelter from a homeless situation increased from 48 percent in 2019 to 57 percent in 2021, while the total number of households remained roughly the same.
- The percentage of households entering shelter programs from other sheltered locations remained the same, while the percentage of households entering from unsheltered locations increased from 30 percent in 2019 to 39 percent in 2021. The number of households enrolling in shelter programs from unsheltered locations, too, increased, by about 35,000. This may be due to the concerted effort by many communities to move people from encampment settings during the pandemic.
- The number of households entering from the criminal justice system decreased by 48 percent from 2019 to 2021, or by just over 27,000 people.
- The percentage of households using shelters that had stayed with friends or families decreased between 2019 and 2021; the percentage of households that stayed in permanent supportive or other subsidized housing remained the same.
- There was no change in the percentage of programs that used both shelter programs and RRH or PSH between 2019 and 2021.

EXHIBIT 1.9: Places Households Stayed Before Entering Shelter

2019-2021

	2019	2020	2021	Change 2019-2021	
	%	%	%	#	%
Experiencing Homelessness	48.0%	50.9%	56.7%	3,492	0.7%
Sheltered	17.7%	18.9%	17.4%	-31,825	-16.3%
Unsheltered	30.3%	32.0%	39.4%	35,317	10.6%
Housing	31.2%	28.4%	24.3%	-115,470	-36.4%
Staying with Family or Friends	24.0%	21.9%	19.3%	-83,272	-31.5%
Rented housing unit without subsidy	5.7%	5.0%	3.6%	-28,710	-46.1%
Rented housing unit with subsidy	0.7%	0.9%	0.9%	-150	-1.8%
Owned housing unit	0.6%	0.5%	0.4%	-2,916	-46.9%
Permanent supportive housing (PSH)	0.2%	0.3%	0.2%	-422	-19.3%
Institutional Settings	12.3%	12.1%	9.8%	-43,900	-32.3%
Incarceration	5.2%	4.8%	3.2%	-27,393	-47.9%
Medical facility	7.0%	7.2%	6.5%	-16,215	-21.0%
Long-term care facility	0.1%	0.1%	0.1%	-292	-18.8%
Other Settings	4.0%	4.2%	5.0%	2,735	6.2%
Hotel or motel	3.5%	3.6%	4.4%	2,907	7.6%
Foster care	0.3%	0.2%	0.3%	-505	-16.7%
Other living arrangement	0.3%	0.4%	0.4%	333	11.1%
Missing	4.5%	4.4%	4.2%	-10,551	-21.3%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.1.5

ESTIMATES OF HOMELESSNESS IN THE UNITED STATES IN 2021

How Long Did Households Stay in Shelter?

- In 2021, 1 in 5 households stayed in shelter for seven days or less (20%). Similar percentages of households stayed in shelter for between one week and one month (21%) and from one to three months (21%). Together, just under two-thirds of households stayed in shelter for 90 days or less (62%).
- About 28 percent of households stayed in shelters for between three months and one year, and 10 percent of households stayed in shelter for one year or longer.

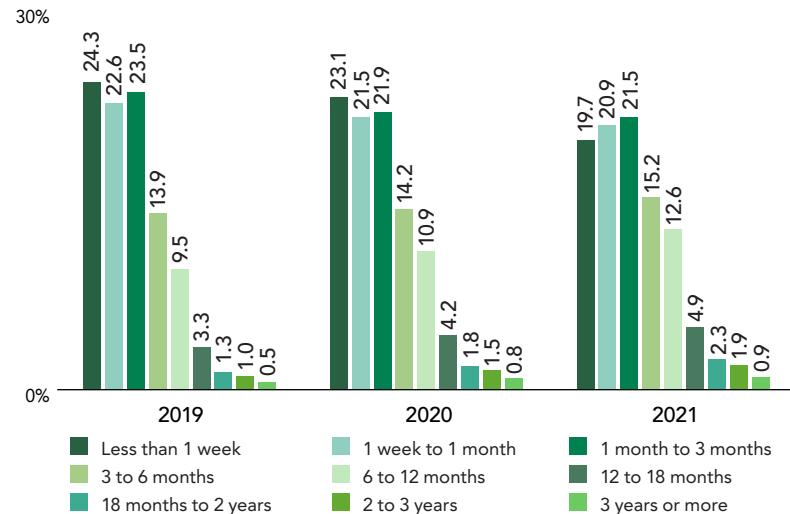
How Did Length of Stay Change over Time?

Between 2019 and 2021, households accessing shelters stayed for longer lengths of time. This could reflect a combination of both an increased difficulty in transitioning from one's experience of homelessness during the pandemic and the use of prevention and diversion programs and eviction moratoria to reduce the number of households entering the homeless system, affecting the number of very short-term stayers.

- In 2019, 24 percent of households stayed in shelter for less than seven days. This reduced slightly in 2020 (to 23%) and then further decreased in 2021 (20%).
- Conversely, 10 percent of households had stayed in shelter programs for one year or longer in 2021, compared with eight percent of households in the shelter system in 2020 and six percent in 2019.

EXHIBIT 1.10: Length of Stay of Sheltered Households

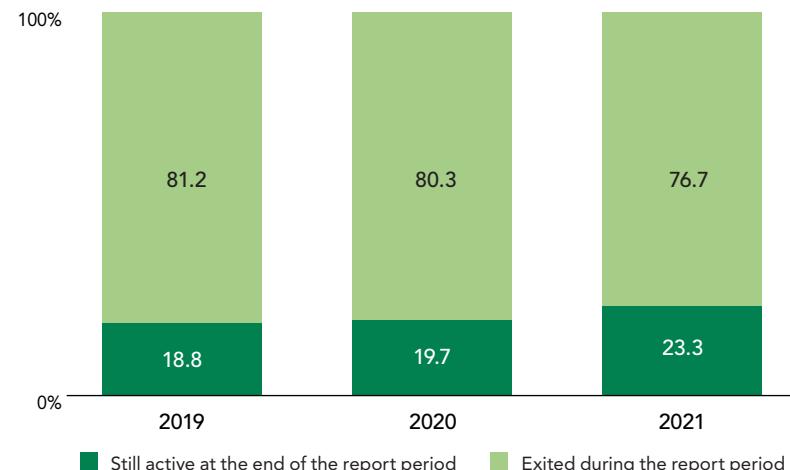
2019-2021



Data source: Homeless Management Information Systems (HMIS) data

EXHIBIT 1.11: Exit Status of Households Using Shelter Programs

2019-2021



Data source: Homeless Management Information Systems (HMIS) data

ESTIMATES OF HOMELESSNESS IN THE UNITED STATES IN 2021

What Was the Exit Destination of Households Leaving Sheltered Programs?

- In 2021, 23 percent of all households who accessed an emergency shelter, transitional housing, or safe haven program at some point during the year were still enrolled in a shelter program at the end of the reporting period, while 77 percent were no longer actively receiving temporary residential services when the reporting period ended.
- More than one-quarter (26%) of all households transitioned from a sheltered experience to permanent housing in 2021 – 12 percent with a subsidy, six percent without a subsidy, and eight percent to live with family or friends permanently.
- One-quarter of households transitioned from shelter to another homeless situation. In 2021, 15 percent of sheltered households exited shelter programs to an unsheltered situation. Nine percent of all households that used an emergency shelter, transitional housing, or safe haven program exited a shelter program for another sheltered location (these exits reflect households that transitioned to a shelter in a different Continuum of Care or to a sheltered location that did not participate in HMIS).

How Did the Destination at the Time of Exit Change for Households?

- Compared to just prior to the onset of the pandemic, more households remained active in the homeless system at the end of the reporting period (23% in 2021 vs 19% in 2019).
- A higher share of households transitioned from their current shelter experience to an unsheltered location in 2021 than did in 2019. In 2021, 15 percent of households left shelter to unsheltered locations compared to nine percent in 2019.
- Slight increases in the shares of households that transitioned from shelter programs to permanent housing with subsidies between 2019 and 2021 (9% to 12%) were offset by declines in the shares that left shelter to permanent housing without subsidies (9% to 6%) or staying with friends or family on a permanent basis (10% to 8%).

EXHIBIT 1.12: Exit Destination for People who Left Shelter Programs

2019-2021

Destination at Exit	All Households		
	2019	2020	2021
Permanent supportive housing (PSH)	2.0%	1.8%	2.6%
Other types of permanent housing	28.9%	26.7%	25.9%
Permanent housing, no subsidy	9.4%	8.7%	6.1%
Permanent housing, with subsidy	9.4%	9.8%	12.1%
Living with friends or family (permanent)	10.1%	8.3%	7.7%
Temporary housing	12.0%	13.2%	11.0%
Living with friends or family (temporary)	10.4%	11.1%	8.8%
Other temporary non-homeless situation	1.6%	2.1%	2.1%
Homeless	17.1%	20.9%	24.7%
Homeless in shelter	8.2%	8.7%	9.4%
Unsheltered	8.9%	12.2%	15.3%
Institutional setting	4.3%	4.0%	4.5%
Unknown destination	35.6%	33.1%	31.0%
Deceased	0.2%	0.3%	0.4%

Data Source: Homeless Management Information Systems (HMIS) data

2021 Estimates of Sheltered People in Adult-Only Households

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Estimates of Sheltered People IN ADULT-ONLY HOUSEHOLDS

Compared to all adult-only households with incomes below the poverty line in the U.S., Native Americans living in poverty experienced sheltered homelessness at a much higher rate (18% vs. 4% of all adult-only households).

Overview of Estimates of Homelessness in the United States

An estimated **815,896 people in households without a child present (adult-only households)** stayed in an emergency shelter, safe haven, or transitional housing program at some point between October 1, 2020, and September 30, 2021.¹

In March 2020, about halfway through the 2020 reporting year, the United States declared a state of emergency regarding the COVID-19 pandemic. Given the highly contagious nature of the virus and the lack of vaccines at the time, the pandemic resulted in considerable changes to the capacity of homeless service providers.

To reduce the risk of COVID-19 transmission, facility-based emergency shelters with congregate settings increased physical distancing by reducing the number of beds available for occupancy. These restrictions continued throughout the 2021 reporting year. In addition, common places such as libraries where people experiencing homelessness can connect with service providers who might help them gain access to shelters were also closed during much of this period.

Estimates of the number of people in adult-only households experiencing sheltered homelessness during the 2021 reporting year should be viewed with caution, as the number could be temporarily low compared to estimates of homelessness prior to the pandemic, reflecting reduced capacity in some communities, as well as people's reluctance to enter or remain in shelters during a public health emergency.

- In 2021, 815,896 people in 801,863 adult-only households spent some time in a shelter program.
- In 2021, the number of adult-only households who accessed shelter programs at some time over the course of a year was about two percent lower than in 2020. The number of people in those households was about one percent lower.
- Between 2019, the pre-pandemic comparison year, and 2021, the year when the effects of the pandemic were fully felt, the numbers decreased more dramatically. In 2021, 13 percent fewer adult-only households and people in adult-only households stayed at least one night in shelter programs.

EXHIBIT 2.1: One-Year Estimates of Sheltered Adult-Only Homelessness

2019-2021

	2019	2020	2021	Change 2019-2021	
	#	#	#	#	%
Adult-Only Households	922,735	814,095	801,863	-120,872	-13.1%
People in Adult-Only Households	935,763	824,499	815,896	-119,867	-12.8%

Data source: Homeless Management Information Systems (HMIS) data

¹ This does not include people who were only served in rapid rehousing or permanent supportive housing programs.

ESTIMATES OF SHELTERED PEOPLE IN ADULT-ONLY HOUSEHOLDS IN 2021

How Did Estimates of Adult-Only Households Experiencing Homelessness Compare to the U.S. Total and Poverty Populations?

- One of every 213 people in adult-only households in the U.S. experienced sheltered homelessness at some point during 2021.
- Four percent of people in adult-only households with poverty-level incomes experienced sheltered homelessness.
- While the number of sheltered adult-only households declined between 2019 and 2020, the number of adult-only households living in poverty increased by six percent. This may suggest that efforts to prevent people at-risk of experiencing homelessness were effective. However, it may simply reflect the influence of the pandemic on shelter capacity and use.

The COVID-19 pandemic makes it difficult to interpret the decrease because of reduced capacity and safety concerns that may have kept people out of shelter.

Again, these declines should be viewed with caution. The number of people in adult-only households living in poverty increased by six percent between 2021 and the year prior to the pandemic (2019).

EXHIBIT 2.2: Change in Sheltered Adult-Only Households

2019-2021

Population	Change in People 2019-2021		Change in Households 2019-2021		Change in People 2020-2021		Change in Households 2020-2021	
	#	%	#	%	#	%	#	%
Staying in Shelter Programs	-119,867	-12.8%	-120,872	-13.1%	-8,603	-1.0%	-12,232	-1.5%
Living in Poverty	1,159,397	6.6%	957,128	8.9%	1,046,700	5.9%	628,001	5.7%
In U.S. Population	2,840,788	1.7%	3,434,922	3.7%	1,324,563	0.8%	1,470,049	1.5%

Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data

EXHIBIT 2.3a: Demographic Characteristics of People Experiencing Sheltered Homelessness, U.S. Poverty Population, and Total U.S. Population

By Gender and Age, 2019-2021

	2019			2020			2021		
	Sheltered People	U.S. Population Living in Poverty	U.S. Population	Sheltered People	U.S. Population Living in Poverty	U.S. Population	Sheltered People	U.S. Population Living in Poverty	U.S. Population
Gender of Heads of Households									
Female	30.5%	56.1%	47.5%	29.4%	57.5%	49.8%	31.3%	56.0%	49.0%
Male	69.1%	43.9%	52.5%	70.0%	42.5%	50.3%	67.9%	44.1%	51.0%
Gender Non-Singular*	0.1%			0.1%			0.2%		
Questioning							0.0%		
Transgender	0.4%			0.5%			0.6%		
Age of All People in the Household									
18-24	11.0%	19.6%	11.8%	10.1%	17.4%	11.6%	9.6%	18.0%	11.7%
25-34	20.6%	12.4%	15.1%	20.4%	12.7%	15.5%	19.3%	12.5%	15.2%
35-44	20.6%	8.1%	8.6%	21.1%	8.5%	8.5%	21.2%	8.6%	8.8%
45-54	22.6%	12.7%	13.7%	21.9%	12.6%	13.0%	21.1%	12.2%	13.2%
55-64	19.7%	20.9%	21.4%	20.4%	21.5%	21.2%	21.3%	20.9%	21.3%
65 and older	5.5%	26.2%	29.4%	6.2%	27.4%	30.1%	7.4%	27.8%	30.0%

Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data. Raw data available in Appendix A.2.1

*Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data

Notes: Data on characteristics excludes people for whom the characteristic is missing/unknown. Data on age is based on all people in adult-only households. Gender, ethnicity, and race are based on the heads of household.

*Category in HMIS is "a gender that is not singularly 'female' or 'male.' This represents a change in the category from 2019 and 2020 which used the category name 'gender non-conforming.'

ESTIMATES OF SHELTERED PEOPLE IN ADULT-ONLY HOUSEHOLDS IN 2021

Characteristics of People in Adult-only Households Experiencing Homelessness in 2021

What Were the Demographic Characteristics of Sheltered Adult-Only Households in 2021?

- More than two-thirds (68%) of heads of households without children identified as men, 31 percent as women, and one percent identified as either transgender (0.6%) or not singularly male or female (0.2%).
- With the exception of youth (under the age of 25) and elderly people (over the age of 64), the percentage of people in adult-only households is fairly evenly distributed by age group. Just fewer than one of every five adults (20 percent) was 25 to 34, and just more than one in five were 35-44, 45-54, and 55-64. Youth accounted for 10 percent of all people in adult-only households and elderly adults were only seven percent.
- About 18 percent of adult-only households in 2021 identified as Hispanic or Latino/a/x.
- Heads of adult-only households identifying as White and not Hispanic or Latino/a/x make up 41 percent of the adult-only population using shelters.
- Heads of households identifying as Black, African, or African American were 37 percent of the adult-only population using shelters.
- People identifying as Native American or Alaska Native accounted for three percent of sheltered adults.
- Asian or Asian Americans and Native Hawaiian Pacific Islanders each account for one percent of the sheltered adult-only population.

EXHIBIT 2.3b: Demographic Characteristics of People Experiencing Sheltered Homelessness, U.S. Poverty Population, and Total U.S. Population By Ethnicity and Race, 2019-2021

	2019			2020			2021		
	Sheltered People	U.S. Population Living in Poverty	U.S. Population	Sheltered People	U.S. Population Living in Poverty	U.S. Population	Sheltered People	U.S. Population Living in Poverty	U.S. Population
Ethnicity of Heads of Households									
Hispanic/Latino/a/x	14.2%	13.8%	10.7%	14.9%	14.0%	11.1%	18.2%	14.4%	11.5%
Non-Hispanic/Non-Latino/a/x	85.8%	86.2%	89.3%	85.1%	86.0%	88.9%	81.8%	85.6%	88.6%
Race of Heads of Households									
Asian or American	0.7%	4.9%	4.5%	0.9%	4.8%	4.5%	1.1%	4.8%	4.6%
Black, African, or African American	38.7%	21.0%	12.9%	37.8%	20.5%	12.3%	37.2%	19.1%	12.4%
Multiple Races	3.3%	2.7%	2.1%	3.7%	9.3%	7.7%	3.6%	10.1%	8.5%
Native American/American Indian or Alaska Native	3.2%	1.4%	0.8%	3.5%	1.3%	0.7%	2.9%	1.1%	0.7%
Native Hawaiian or Pacific Islander ^b	0.9%	0.1%	0.1%	0.9%	0.1%	0.1%	0.9%	0.2%	0.1%
White, Hispanic/Latino/a/x	9.8%	8.9%	7.3%	9.9%	3.0%	2.6%	13.5%	2.4%	2.1%
White, Non-Hispanic/Non-Latino/a/x	43.5%	57.3%	69.7%	43.3%	55.8%	68.3%	40.5%	56.7%	67.6%

Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data. Raw data available in Appendix A.2.1

*HMIS data included in the production of sheltered estimates include Guam while the ACS data on total U.S. and U.S. poverty estimates do not.

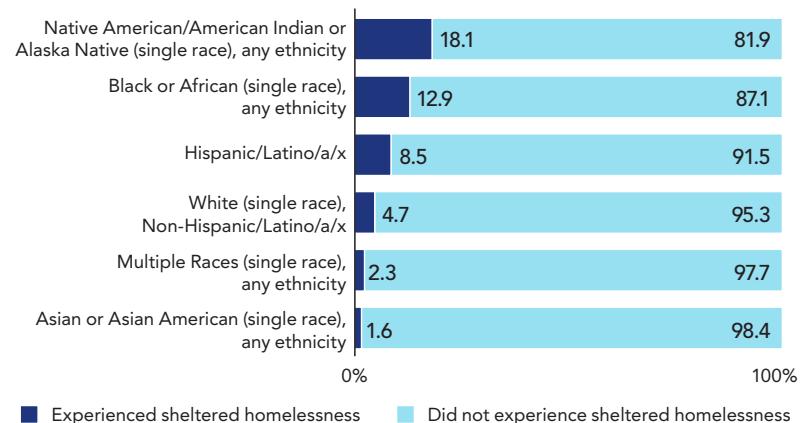
ESTIMATES OF SHELTERED PEOPLE IN ADULT-ONLY HOUSEHOLDS IN 2021

How Do the Demographic Characteristics of the Sheltered Adult-only Population Compare to the U.S. Total and U.S. Poverty Populations?

Black, Indigenous, and people of color were substantially overrepresented among the sheltered adult-only population as compared to both the U.S. total and U.S. poverty populations.

- People identifying as Black or African American are considerably overrepresented among sheltered adult-only households. Black people accounted for 37 percent of heads of sheltered adult-only households in 2021 while comprising only 19 percent of heads of adult-only households living in poverty and 12 percent of all U.S. heads of adult-only households.
- Thirteen percent of Black heads of households in poverty were in shelter at some point during 2021. This is considerably higher than the four percent of all heads of adult-only households with poverty-level incomes who experienced homelessness in 2021.
- Native American heads of adult-only households using shelter programs were overrepresented compared to their share of all U.S. households (3% vs 1%) and adult-only households in poverty (1%).
- Native Americans experiencing sheltered homelessness account for 18 percent of Native American adult-only households living in poverty. By comparison, heads of adult-only households identifying as White and staying in shelter account for five percent of all White, non-Hispanic/non-Latino adult only households with poverty level incomes.
- Sheltered adult-only households that identified as Hispanic or Latin(o)/(a)/(x) made up a higher share of the sheltered homeless population, 18 percent, than the Hispanic share of the poverty population of adult-only households, 14 percent, and the share of the U.S. population, 11 percent.
- Households identifying as White and not Hispanic comprised 41 percent of sheltered adult-only households, a much smaller share than the 64 percent of all U.S. adult-only households and the 57 percent of adult-only households living in poverty. Only four percent of White adult-only households in poverty were in shelter at some point during 2021, lower than most other populations.
- Eight percent of Hispanic heads of adult-only households in poverty stayed in shelter at some point over the course of 2021, higher than that of all people and White heads of adult-only households in poverty (5%).
- Ten percent of people in adult-only households in shelter were youth—that is, under the age of 25. This is smaller than the share of the poverty population that is in this age group of people in adult-only households, 18 percent, but about the same as the share of the total U.S. population (12%).
- Elderly people (65 or older) in adult-only households comprise a much smaller share of people in adult-only households staying in shelters, seven percent, than the share of all people in adult-only households that are elderly (30%) or the share of people in adult-only households living in poverty that are elderly (28%). Approximately one percent of all elderly people in adult only households living in poverty experienced sheltered homelessness over the course of 2021.
- Women heads of adult-only households accounted for a smaller share of those that

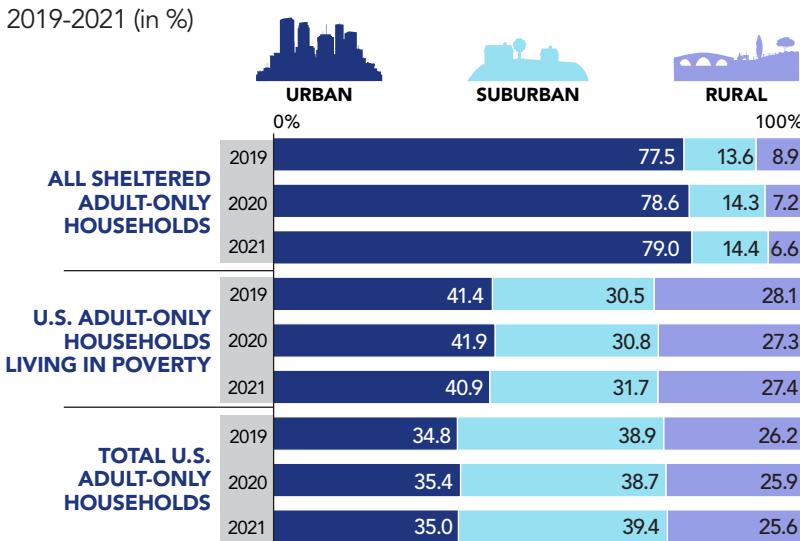
EXHIBIT 2.4: Percent of Adult-Only Households in Poverty that Experienced Sheltered Homelessness in 2021



Note: Data on Native Hawaiian and Pacific Islanders in poverty also experiencing sheltered homelessness were excluded due to the exclusion of Guam in ACS data-derived poverty estimates.

EXHIBIT 2.5: Geographic Location of Sheltered Adult-Only Households

2019-2021 (in %)



Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data

ESTIMATES OF SHELTERED PEOPLE IN ADULT-ONLY HOUSEHOLDS IN 2021

experienced sheltered homelessness (31%) than women heads of adult-only households living in poverty (56%) and heads of adult-only households in the country (49%).

How Have the Characteristics of Adult-Only Households Changed over Time?

In general, demographic characteristics change very little year to year. However, data show distinct changes for some populations in their access to shelter programs before and after the onset of the pandemic, comparing 2019 with 2021. The most notable changes in the characteristics of adult-only households occurred in the numbers of households identifying as Hispanic or Latin(o)(a)(x), Asians or Asian Americans, and people 65 and older.

- Between 2019 and 2021, the number of adult-only households identifying as Hispanic or Latin(o)(a)(x) staying in shelters increased by 21 percent, while Non-Hispanic/Non-Latin(o)(a)(x) heads of households declined by five percent. The share of heads of adult-only households that identified as Hispanic also increased over time. In 2019, 14 percent of heads of adult-only households were Hispanic/ Latin(o)(a)(x) compared with 18 percent in 2021.
- Asians or Asian Americans, while accounting for just one percent of adult-only household experiencing sheltered homelessness, increased between 2019 and 2021 by 28 percent.
- The number of Native American, American Indian, or Alaska Native populations staying in shelter programs decreased between 2019 and 2021, by 19 percent.
- The adult-only sheltered population was older in 2021 compared to the year prior to the onset of the pandemic, with elderly and near-elderly the only groups that increased during that time. The number of elderly heads of adult-only households increased by 18 percent between 2019 and 2021. The share, too, increased – from less than six percent in 2019 to more than seven percent in 2021. The number of elderly heads of adult only households in the U.S. total and U.S. poverty populations also increased during this time, but at a more modest rate (4% and 13%).

Where Did Adult-Only Households Access Emergency Shelter, Transitional Housing, or Safe Haven Programs?

- Nearly eight of every 10 adult-only households accessing shelters in 2021 did so in urban areas (79%). This is more than double the share of all U.S. adult-only households in urban areas (35%) and nearly double that of adult-only households in poverty in urban areas (41%).
- By comparison, while 32 percent of adult-only households in the United States lived in a suburban area, only 14 percent of the sheltered population accessed shelters in suburban locations in 2021.
- While seven percent of adult-only households stayed in shelters in rural areas, 27 percent of adult-only households in poverty and 26 percent of all adult-only households lived there in 2021. However, it is important to note that, because these data are based on the use of emergency shelter, transitional housing, or safe havens, many dimensions of rural homelessness may be missed. Rural areas often have fewer shelter programs, possibly driving people to stay outside, in their cars, or in abandoned buildings—that is, to

EXHIBIT 2.6: Additional Characteristics of Sheltered Homeless People

2019-2021

	2019	2020	2021	Change 2019-2021	
	%	%	%	#	%
Chronic Homeless Status of Heads of Households and Adults					
Chronically Homeless	18.6%	22.4%	28.2%	56,782	32.7%
Not Chronically Homeless or Chronic Status Unknown	81.5%	77.6%	71.8%	-176,649	-23.2%
Veteran Status					
Veteran	10.4%	10.0%	9.8%	-17,044	-17.5%
Non-Veteran	88.6%	88.5%	88.4%	-107,904	-13.0%
Unknown Veteran Status	1.0%	1.6%	1.8%	5,081	54.7%
Survivors of Domestic Violence					
Total DV Survivors	16.8%	18.4%	19.8%	4,592	2.9%
Survivors Currently Fleeing	4.6%	5.3%	5.7%	3,019	7.0%
Survivors Not Currently Fleeing	10.9%	11.9%	12.9%	3,225	3.2%
Survivors with Unknown Fleeing Status	1.3%	1.2%	1.2%	-1,653	-14.0%
Not DV Survivors	75.6%	75.0%	72.6%	-115,210	-16.3%
Unknown DV Status	7.6%	6.6%	7.6%	-9,249	-13.0%
Disability Status					
With Disabilities	52.0%	55.4%	57.3%	-19,467	-4.0%
Without Disabilities	46.0%	42.1%	39.8%	-105,189	-24.5%
Disability Status Unknown	2.0%	2.5%	2.9%	4,789	25.4%

Data Source: Homeless Management Information Systems (HMIS) data

EXHIBIT 2.7: Additional Characteristics of Sheltered Adult-only Households by Geography

2019-2021 (in %)

Characteristic of Households	Urban Households			Suburban Households			Rural Households		
	2019	2020	2021	2019	2020	2021	2019	2020	2021
Chronically Homeless Adult	19.7%	23.2%	29.8%	18.4%	22.4%	27.2%	11.5%	16.1%	16.8%
Veteran	10.7%	10.3%	10.1%	11.7%	9.7%	10.5%	8.1%	9.2%	8.3%
Currently Fleeing Domestic Violence	4.7%	5.4%	5.7%	3.7%	4.0%	4.7%	5.6%	6.5%	7.6%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.2.3

ESTIMATES OF SHELTERED PEOPLE IN ADULT-ONLY HOUSEHOLDS IN 2021

experience unsheltered homelessness. In addition, other forms of housing instability such as doubling up may be more common in rural areas.

How Did the Location of Shelter Use for Adult-Only Households Change over Time?

- There was little shift in the geographic distribution of adult-only households in shelter between 2019 and 2021. A slightly higher share of adult-only households were in rural areas prior to the pandemic (9%) than during the pandemic (7%).
- There was an even more modest shift in adult-only households in urban areas – 78 percent in 2019 and 79 percent in 2021.

Additional Characteristics of Heads of Households and Other Adults

What Are the Other Characteristics of Adult-Only Households Experiencing Sheltered Homelessness?

Compared with the year prior to the pandemic, sheltered adults in adult-only households were more vulnerable in 2021, with higher rates of chronicity, domestic violence, and disability.

- In 2021, 28 percent of sheltered people in households without children had a chronic pattern of homelessness. A slightly higher percentage 30 percent – of people in adult-only households in urban areas were experiencing chronic homelessness. In suburban areas, 27 percent of people in adult-only households had chronic patterns of homelessness. Rural areas had the lowest rates of chronic homelessness among people in adult-only households (17%).
- One of every five people in adult-only households staying in shelter in 2021 was a survivor of domestic violence, and six percent were *currently fleeing* domestic violence. This data includes only survivors of domestic violence who stayed in shelters that were not operated by victim service providers. Thus, this is not a complete estimate of survivorship among people not accompanied by children experiencing sheltered homelessness. Given the way data are reported, it is not possible to understand the percentage of adults in each geographic category who are survivors of domestic violence – regardless of fleeing status. However, data are available on the share of people currently fleeing domestic violence by geography. In 2021, rural areas accounted for the highest share of people in adult-only households staying in shelters not operated by victim service providers who were currently fleeing unsafe situations (8%), while six percent of all adults in shelter programs in urban areas and five percent of heads of households or other adults in suburban areas were currently fleeing unsafe situations.
- Ten percent of all sheltered people in adult-only households were veterans in 2021. Veterans accounted for the same share of people in adult-only households in urban areas, suburban areas, and in rural areas (10%).

EXHIBIT 2.8: Type of Engagement in the Homeless System 2019-2021

	2019	2020	2021	Change 2019-2021	
	%	%	%	#	%
First-time Homeless	64.8%	59.1%	60.7%	-111,725	-23.0%
Continuously Engaged	18.1%	21.7%	23.5%	21,608	11.5%
Returned to homelessness within 2 years*	17.1%	19.2%	15.9%	-30,754	-24.2%
After exiting to temporary destination	6.0%	7.2%	6.1%	-5,825	-11.9%
After exiting to permanent destination	3.5%	3.4%	2.5%	-12,113	-60.3%
After exiting to unknown destinations	7.7%	8.6%	7.2%	-12,816	-22.1%

Note: Returns to homelessness include only those in which the households did not access any continuum program for at least 14 days. Households that exited programs and returned within 14 days are not included in the "returned to homelessness" category. "First time homeless" refers to households that have had no engagement with the shelter system in at least two years. Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.2.4

ESTIMATES OF SHELTERED PEOPLE IN ADULT-ONLY HOUSEHOLDS IN 2021

How Have the Additional Characteristics of Adult-Only Households Experiencing Sheltered Homelessness Changed over Time?

- While the total number of people in adult-only households declined slightly, by one percent, between 2019 and 2021, the number experiencing chronic homelessness increased by a striking 33 percent (by about 57,000 people). The share of the adult-only population that had chronic patterns increased from 19 percent to 28 percent. Increases in the percentage of people in adult-only households with chronic patterns of homelessness occurred in each geographic type.
- The total number of people in adult-only households who were survivors of domestic violence increased by three percent between 2019 and 2021. The share of adult-only households that were survivors of domestic violence also increased, from 17 to 20 percent. Compared to estimates based on sheltered homelessness just prior to the pandemic, increases were largest among people currently fleeing domestic violence situations (7%). The share of people currently fleeing domestic violence increased in each geographic category, with rural areas increasing from six to eight percent of all people in households without children currently fleeing domestic violence.
- While the number of people with a disability decreased between 2019 and 2021 (by 4%), the share of the adult-only population with a disability increased from 52 percent to 57 percent in the same time period.
- Most veterans experience homelessness in adult-only households (See Chapter 5). The number of veterans in adult-only households experiencing homelessness dropped by 21 percent between 2019 and 2021, while the share of the adult-only households who were veterans remained at 10 percent across both years. Federal initiatives aimed directly at veterans both prior to and during the COVID-19 pandemic have brought the number of veterans experiencing homelessness to historic lows.

EXHIBIT 2.9: Places Adult-Only Households Stayed Before Entering Shelter

2019-2021

	2019	2020	2021	Change 2019-2021	
	%	%	%	#	%
Already Experiencing Homelessness	50.5%	53.3%	59.3%	8,986	1.9%
Sheltered	17.5%	18.6%	16.6%	-28,859	-17.8%
Unsheltered	33.0%	34.8%	42.7%	37,845	12.4%
Housing	28.0%	25.0%	20.9%	-90,343	-35.0%
Staying with Family or Friends	21.3%	19.0%	16.4%	-65,073	-36.7%
Rented housing unit without subsidy	5.2%	4.5%	3.2%	-22,306	-46.3%
Rented housing unit with subsidy	0.7%	0.8%	0.8%	198	3.2%
Owned housing unit	0.6%	0.5%	0.3%	-2,721	-50.0%
Permanent supportive housing (PSH)	0.2%	0.3%	0.2%	-441	-22.2%
Institutional Settings	14.3%	13.9%	11.1%	-43,142	-32.7%
Incarceration	6.1%	5.6%	3.6%	-26,907	-48.1%
Medical facility	8.1%	8.2%	7.3%	-15,981	-21.5%
Long-term care facility	0.2%	0.2%	0.2%	-254	-17.3%
Other Settings	7.2%	7.8%	8.8%	1,063	5.4%
Hotel or motel*	3.1%	3.1%	3.8%	1,341	4.6%
Foster care	0.2%	0.2%	0.1%	-551	-34.9%
Other living arrangement	0.3%	0.4%	0.4%	273	9.7%
Missing	3.6%	4.1%	4.5%	2,565	7.7%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.2.5

ESTIMATES OF SHELTERED PEOPLE IN ADULT-ONLY HOUSEHOLDS IN 2021

Engagement of Adult-only Households with the Homelessness Services System

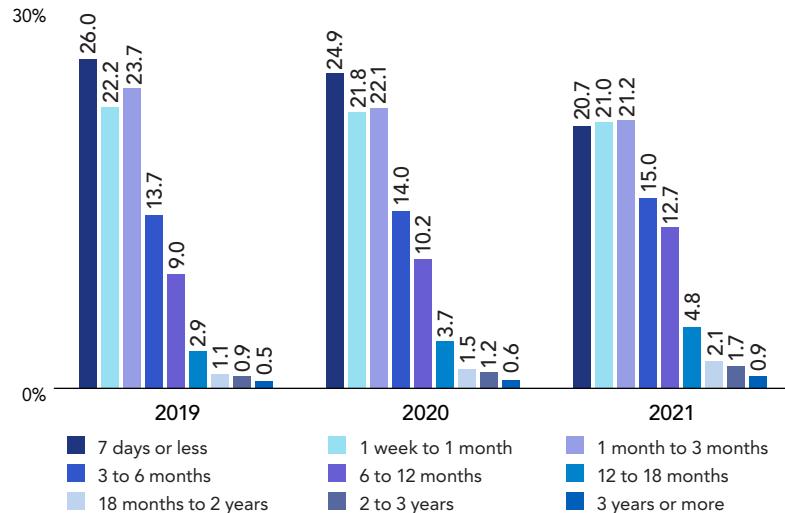
Data collected through the LSA provides information on several dimensions related to the experience of homelessness. This includes whether households experiencing homelessness are doing so for the first time, are continuously engaged in the homeless system from the prior year or have returned to homelessness after exiting to a permanent, temporary, or unknown situation. This section also provides information on where people were staying immediately prior to entering an emergency shelter, transitional housing, or safe haven program.

How Did Adult-Only Households Engage with the Shelter System in 2021?

- In 2021, more than six of every ten adult-only households (61%) experienced homelessness for the first time, having not accessed any shelter program in at least two years prior to the reporting period. This is slightly higher than the share of families experiencing homelessness for the first time (56%).
- Nearly one-quarter (24%) adult-only households were continuously engaged, meaning that they were also homeless on the day prior to the start of the 2021 reporting period. A smaller percentage of adult-only households were continuously engaged than family households (30%). However, continuous engagement relies on the use of shelter programs for at least the day prior to the start of the reporting period. Adult-only households are more likely to be unsheltered than family households, which may be reflected in this lower percentage of continuous engagement.
- About 16 percent of adult-only households returned to homelessness within two years of transitioning out of their prior experience of homelessness. Of those, six percent had previously transitioned out of their experience of homelessness to a temporary destination such as doubling up with friends or family on a temporary basis or other temporary, unhoused situations. Three percent returned after having transitioned to a permanent destination, such as their own rental unit. Seven percent returned after exiting a shelter program to an unknown destination.
- In 2021, nearly all adult-only households (93%) that used shelter programs used only shelter programs during the reporting period. Five percent used shelter programs and rapid rehousing, and two percent used shelter and permanent supportive housing. Less than one percent used all three program types.

EXHIBIT 2.10: Length of Stay of Sheltered Adult-Only Households

2019-2021



Data source: Homeless Management Information Systems (HMIS) data

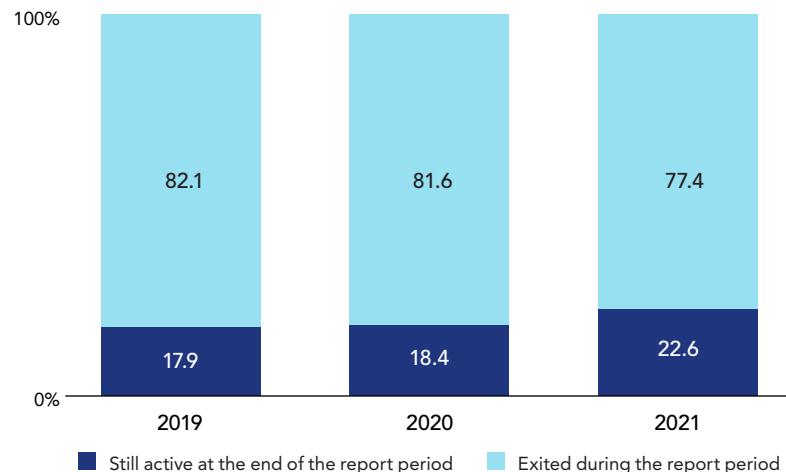
ESTIMATES OF SHELTERED PEOPLE IN ADULT-ONLY HOUSEHOLDS IN 2021

Where Did Adult-Only Households Stay Prior to Entering Shelters?

- Six of every ten adult-only households that entered shelter programs at some point in 2021 were previously experiencing homelessness, either in sheltered or unsheltered locations. Of those, 43 percent were staying in unsheltered situations prior to entering a shelter and 17 percent had stayed in an emergency shelter, transitional housing, or safe haven program.
- About 21 percent of adult-only households were housed prior to entering a shelter program: 16 percent were doubled up with friends or family, three percent were staying in rented housing without a subsidy, and the remaining one percent were staying in subsidized or supported housing.
- Just over 11 percent of adult only households were staying in an institutional setting prior to accessing shelter. Most (7%) were in a medical facility, including physical health or physical rehabilitation facilities, mental health facilities, and substance use rehabilitation programs. Four percent entered shelters directly after their transition from the criminal justice system.
- Four percent of adult only households were staying in hotels or motels that they paid for on their own prior to staying in shelter.

EXHIBIT 2.11: Exit Status for Adult-only Households Experiencing Sheltered Homelessness

2019-2021



Data source: Homeless Management Information Systems (HMIS) data

ESTIMATES OF SHELTERED PEOPLE IN ADULT-ONLY HOUSEHOLDS IN 2021

How Did System Engagement Change over Time?

Between 2019 and 2020, the system engagement data reflected a reduced inflow into homelessness during the pandemic, either coming into the shelter system for the first time or returning to the system after an exit. Between 2020 and 2021, both years affected by the pandemic, first time experiencing homelessness for adult only households increased only slightly and returns to homelessness continued to drop. Inflow into the homeless system for adult only households remained lower than it was prior to the COVID-19 pandemic. This is reflected in the increased share of adult-only households that were already experiencing homelessness prior to entering a shelter program. A smaller share of households entered a shelter program from a housed situation in 2021 than in the two years prior.

- The number of adult-only households who used shelter programs for the first time was considerably lower during the pandemic than it was prior to it. Between 2019 and 2021, the number of adult-only households experiencing sheltered homelessness for the first time dropped by 23 percent. In 2019, prior to the onset of the pandemic, nearly two-thirds (65%) of adult-only households experienced sheltered homelessness for the first time compared with 61 percent in 2021.
- The number of adult-only households that returned to experiencing homelessness decreased considerably between 2019 and 2021 (by 24%), likely reflecting the impact of ongoing pandemic-related assistance. This drop is most notable in the number of adult-only households returning to homelessness after transitioning to a permanent destination (a drop of 60%).
- Perhaps the strongest indication of the impact of eviction moratoria and other homelessness prevention programs implemented during the COVID-19 pandemic is the drop in the number of adult-only households whose prior living situation was rental housing that they paid for without the use of subsidies. There were 35 percent fewer households entering shelter from these situations in 2021 than in 2019.
- Adult-only households that remained engaged in the homeless system from the prior year increased by six percent between 2020 and 2021 and by 12 percent between 2019 and 2021. This two-year increase in the number of adult-only households continuously engaged in the homelessness assistance system suggests that while inflow has been constricted, it continues to be challenging to transition out of the experience of homelessness.
- Emphasizing the challenges of leaving the experience of homelessness during the pandemic, the number of adult-only households entering shelter from previously experiencing homelessness increased by two percent between 2019 and 2021 – driven by a 10 percent increase during the pandemic (2020-2021) which was only partially offset by a seven percent decrease between 2019 and 2020.
- The number of adult only household entering shelter programs from unsheltered locations increased by 12 percent between 2019 and 2021 and by 21 percent between 2020 and 2021. Adult only households entering shelter programs directly from their temporary stay in other sheltered situations declined between 2019 and 2021 and between 2020 and 2021, by 18 and 12 percent. This could reflect, again, the reduced capacity of shelter programs during the pandemic.

EXHIBIT 2.12: Destination of Exit of Adult-Only Households

2019-2021

	2019 %	2020 %	2021 %
Permanent supportive housing (PSH)	2.0%	1.8%	2.7%
Permanent housing	25.2%	22.5%	22.1%
Permanent housing, no subsidy	9.0%	8.1%	5.7%
Permanent housing, with subsidy	7.3%	7.4%	10.0%
Doubled up with friends or family (permanent)	8.9%	7.0%	6.4%
Temporary housing	11.6%	13.0%	10.3%
Doubled up with friends or family (temporary)	10.1%	10.9%	8.3%
Other temporary housing	1.5%	2.1%	2.0%
Experience of Homelessness	18.7%	22.8%	26.5%
Sheltered homelessness	8.7%	9.1%	9.2%
Unsheltered homelessness	10.0%	13.7%	17.3%
Institutional setting	4.5%	4.2%	4.6%
Unknown housing status	37.7%	35.4%	33.5%
Deceased	0.2%	0.3%	0.5%

Data source: Homeless Management Information Systems (HMIS) data

Note: Universe includes only those that exited the system during the reporting period.
Households that exited to another sheltered situation reflect those that transitioned to a shelter in another CoC.

ESTIMATES OF SHELTERED PEOPLE IN ADULT-ONLY HOUSEHOLDS IN 2021

- The number of adult-only households coming into the shelter system directly from the criminal justice system also declined during the pandemic. There were 50 percent fewer people in adult-only households that entered shelter from the criminal justice system in 2021 than in 2019.
- The number of households using shelter that had stayed with friends or family immediately prior to enrolling in shelter dropped in recent years as well. This could be due to a reluctance of people to double up during the pandemic or for host households to send friends or family to a shelter during the pandemic. Compared to 2019, prior to the pandemic, 35 percent fewer adult-only households came from doubled up situations.

How Long Did Adult-Only Households Stay in Shelter?

- In 2021, just more than one of every five adult-only households stayed in shelter for seven days or less (21%). Similar percentages of adult-only households stayed in shelter from more than one week to one month (21%) and from more than one month to three months (21%). Together, nearly two-thirds of adult-only households stayed in shelter for 90 days or less.
- Of people who accessed a shelter program during the 2021 reporting year, about 10 percent of adult-only households had stayed in shelter for one year or longer.

How Has Length of Time in Shelter Programs Changed over Time?

Between 2019 and 2021, a higher share of adult-only households accessing shelter stayed for longer lengths of time. This could reflect a combination of both an increased difficulty in leaving the experience of homelessness during the pandemic and the use of prevention and diversion programs to reduce the number of households entering the homeless system, affecting the number of very short-term stayers.

- In 2019, more than one-quarter of adult-only households stayed in shelter for less than seven days. This reduced slightly in 2020 (to 25%) and then further decreased in 2021 (21%).
- Conversely, 10 percent of adult-only households had stayed in shelter programs for one year or longer in 2021, compared with seven percent of adult-only households in the shelter system in 2020 and five percent in 2019.

What Was the Exit Destination of Adult-Only Households Leaving Sheltered Programs?

- In 2021, 23 percent of adult-only households who accessed an emergency shelter, transitional housing, or safe haven program at some point during the year were still enrolled in a shelter program at the end of the reporting period, while 77 percent were no longer actively receiving temporary residential

services when the reporting period ended.

- More than one-quarter of adult-only households transitioned from shelter to another homeless situation. In 2021, 17 percent of adult-only households exited shelter programs to an unsheltered situation. This considerably higher than the three percent of families with children that experienced unsheltered homelessness immediately following a stay in shelter.
- Nearly one-quarter (23%) of adult-only households transitioned from a homeless experience to permanent housing – 10 percent with a subsidy, six percent without a subsidy, and seven percent to live with family or friends permanently.

How Did the Destination at the Time of Exit Change for Adult-Only Households?

- Compared to just prior to the onset of the pandemic, more adult-only households remained active in the homeless system at the end of the reporting period (23% in 2021 vs 18% in 2019).
- A higher share of adult-only households transitioned from their current shelter experience to an unsheltered location in 2021 than did in 2019. In 2019, 10 percent of adult-only households left shelter to unsheltered locations compared to 17 percent in 2021.
- Slight increases in the shares of adult-only households that transitioned from shelter programs to permanent housing with subsidies between 2019 and 2021 (7% to 10%) were offset by declines in the shares that left shelter to permanent housing without subsidies or staying with friends or family on a permanent basis (both declining from 9% to 6%).

2021 Estimates of Sheltered People in Families with Children

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Estimates of Sheltered People IN FAMILIES WITH CHILDREN

One of every 317 family households in the U.S. experienced sheltered homelessness at some point during 2021.

Overview of Estimates of Homelessness among Sheltered Families

An estimated **381,124 people in families with children in 119,070 households**, stayed in an emergency shelter or transitional housing program at some point between October 1, 2020 and September 30, 2021.

In March 2020, about halfway through the 2020 reporting year, the United States declared a state of emergency regarding the COVID 19 pandemic. Given the highly contagious nature of the virus and the lack of vaccines at the time, Federal and state governments implemented a series of stay-at-home orders, quarantines, and social distancing measures to minimize the spread of the virus. This resulted in considerable changes to the capacity of homeless service providers.

To reduce the risk of COVID-19 transmission, facility-based emergency shelters with congregate settings increased physical distancing by reducing the number of beds available for occupancy. Shelter programs also moved people into non-congregate settings, such as motels. These restrictions continued throughout the 2021 reporting year that began in October 2020. In addition, common places such as libraries where people experiencing homelessness can connect with service providers who might help them gain access to shelters were closed during much of this period.

Estimates of the number of sheltered people in families with children during the 2021 reporting year should be viewed with caution, as the number could be temporarily low compared with non-pandemic times, reflecting reduced capacity in some communities, as well as people's reluctance to enter or remain in shelters.

- In 2021, 381,124 people in 119,070 family households spent some time in a shelter program.
- Between 2019 and 2021, the number of people in family households spending time in a shelter dropped by 25 percent.

EXHIBIT 3.1: One-Year Estimates of Families with Children who Experienced Sheltered Homelessness

2019-2021

	2019	2020	2021	Change 2019-2021		Change 2020-2021	
	#	#	#	#	%	#	%
Family Households	157,827	132,178	119,070	-38,757	-24.6%	-13,109	-9.9%
People in Family Households	507,224	416,907	381,124	-126,100	-24.9%	-35,783	-8.6%
Average Family Size	3.2	3.0	3.0				

EXHIBIT 3.2: Changes in Estimates of Families Using Shelter, Households in Poverty, and U.S. Households

2019-2021

Characteristic	Change in People in Families with Children 2019-2021		Change in Family Households 2019-2020		Change in People in Families with Children 2020-2021		Changes in Family Households 2020-2021	
	#	%	#	%	#	%	#	%
Staying in Shelter Programs	-126,100	-24.9%	-38,757	-24.6%	-35,783	-8.6%	-13,109	-9.9%
Living in Poverty	850,530	3.9%	318,456	6.4%	2,007,317	9.7%	810,648	17.9%
In U.S. Population	827,061	0.5%	993,198	2.7%	1,074,066	0.7%	1,426,872	3.9%

Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data

ESTIMATES OF SHELTERED PEOPLE IN FAMILIES WITH CHILDREN IN 2021

Most of this change appears to have occurred between 2019 and 2020, likely during the early phase of the COVID-19 pandemic.

- The COVID-19 pandemic, which began in March of 2020 contributed to the decline in family homelessness and thus estimates should be interpreted with caution. In addition to reduced shelter capacity and concerns about safety, homeless prevention efforts such as those funded through the CARES Act, together with eviction moratoria and the strengthening of safety net programs, likely reduced the number of families with children using shelter during the last six months of the 2020 reporting period. Those effects persisted during the 2021 reporting period.

How Did Estimates of Family Households Experiencing Homelessness Compare with the U.S. Total and U.S. Poverty Populations?

- One of every 317 family households in the U.S. experienced sheltered homelessness at some point during 2021.
- Two percent of family households with below poverty-level incomes experienced sheltered homelessness in 2021.
- Year-over-year changes in the share of family households experiencing sheltered homelessness or poverty should be interpreted with caution. In addition to changes in the capacity of the shelter system, changes are likely to reflect the economic impacts of the COVID-19 pandemic, various sources of public assistance, such as the temporary expansion of the child tax credit and

EXHIBIT 3.3a: Demographic Characteristics of Sheltered Families with Children

By Gender and Age, 2019-2021

	2019			2020			2021		
	Sheltered Families with Children	U.S. Families with Children in Poverty	Total U.S. Families with Children	Sheltered Families with Children	U.S. Families with Children in Poverty	Total U.S. Families with Children	Sheltered Families with Children	U.S. Families with Children in Poverty	Total U.S. Families with Children
Gender of Heads of Households									
Male	10.7%	26.3%	46.6%	10.1%	28.1%	46.3%	11.4%	27.0%	45.4%
Female	89.3%	73.7%	53.4%	89.9%	71.9%	53.7%	88.6%	73.0%	54.6%
Gender Non-Singular*	0.0%			0.0%			0.0%		
Gender Questioning							0.0%		
Transgender	0.0%			0.0%			0.0%		
Age of All People in the Household									
5 or under	29.1%	18.8%	14.8%	29.1%	18.2%	14.7%	28.5%	17.7%	14.3%
6-17	31.8%	35.7%	31.6%	31.5%	36.0%	31.6%	32.0%	36.3%	32.2%
18-24	8.1%	8.2%	6.5%	8.1%	8.0%	6.4%	7.7%	7.7%	6.2%
25-34	16.9%	13.8%	12.5%	17.1%	13.6%	12.2%	16.8%	13.5%	11.8%
35-44	9.9%	12.8%	17.5%	10.1%	13.1%	17.8%	10.5%	13.5%	18.1%
45-54	3.3%	6.2%	11.1%	3.2%	6.4%	11.3%	3.4%	6.5%	11.2%
55-64	0.8%	2.8%	3.7%	0.8%	2.9%	3.6%	0.8%	3.0%	3.7%
65 and older	0.2%	1.8%	2.4%	0.2%	1.8%	2.3%	0.2%	1.9%	2.4%

Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data; Raw data available in Appendix A.3.1

Notes: Data on characteristics excludes people for whom the characteristic is missing/unknown. Data on age is based on all people in adult-only households. Gender, ethnicity, and race are based on the heads of household.

*Category in HMIS is "a gender that is not singularly 'female' or 'male.' This represents a change in the category from 2019 and 2020 which used the category name 'gender non-conforming.'

ESTIMATES OF SHELTERED PEOPLE IN FAMILIES WITH CHILDREN IN 2021

funding made available through the CARES Act, and eviction moratoria that may have helped families retain housing.

- Between 2019 and 2021, the number of family households in the U.S. increased by three percent, and the number of people in families with children increased by less than one percent.
- The number of family households with below poverty-level incomes increased by six percent between 2019 and 2021 and the number of people in those families increased by four percent, outpacing the overall increase in the U.S. family population.
- While the share of family households with incomes below the federal poverty level dropped by 10 percent between 2019 and 2020, the share of families with below-poverty incomes rose between 2020 and 2021 to a level higher than it was prior to the pandemic.

EXHIBIT 3.3b: Demographic Characteristics of Sheltered Families with Children

By Ethnicity and Race, 2019-2021

	2019			2020			2021		
	Sheltered Families with Children	U.S. Families with Children in Poverty	Total U.S. Families with Children	Sheltered Families with Children	U.S. Families with Children in Poverty	Total U.S. Families with Children	Sheltered Families with Children	U.S. Families with Children in Poverty	Total U.S. Families with Children
Ethnicity of Heads of Households									
Hispanic/Latino/a/x	24.0%	30.3%	21.0%	24.1%	29.9%	20.7%	25.8%	30.5%	21.5%
Non-Hispanic/Non-Latino/a/x	76.0%	69.7%	79.0%	75.9%	70.1%	79.3%	74.2%	69.5%	78.5%
Race of Heads of Households									
Asian or Asian American	0.7%	3.4%	6.1%	0.6%	3.9%	6.3%	0.6%	3.8%	6.3%
Black, African, or African American	52.2%	25.3%	13.8%	54.3%	23.8%	12.2%	49.7%	23.7%	13.0%
Multiple Races	4.2%	3.2%	2.6%	4.1%	13.3%	11.1%	4.3%	16.3%	12.8%
Native American/American Indian or Alaska Native	1.9%	1.8%	0.9%	2.0%	2.1%	1.1%	2.8%	1.9%	1.1%
Native Hawaiian or Pacific Islander*	1.2%	0.2%	0.2%	1.2%	0.2%	0.2%	1.2%	0.3%	0.2%
White, Hispanic/Latino/a/x	15.7%	19.5%	13.9%	15.0%	6.9%	4.7%	17.4%	4.6%	3.6%
White, Non-Hispanic/Non-Latino/a/x	24.2%	37.5%	56.6%	22.9%	37.1%	56.3%	23.9%	36.5%	54.6%

Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data; Raw data available in Appendix A.3.1

Notes: Data on characteristics excludes people for whom the characteristic is missing/unknown. Data on age is based on all people in adult-only households. Gender, ethnicity, and race are based on the heads of household.

*HMIS data included in the production of sheltered estimates include Guam while the ACS data on total U.S. and U.S. poverty estimates do not.

ESTIMATES OF SHELTERED PEOPLE IN FAMILIES WITH CHILDREN IN 2021

Characteristics of People in Family Households Experiencing Homelessness in 2021

What Were the Demographic Characteristics of Sheltered Family Households in 2021?

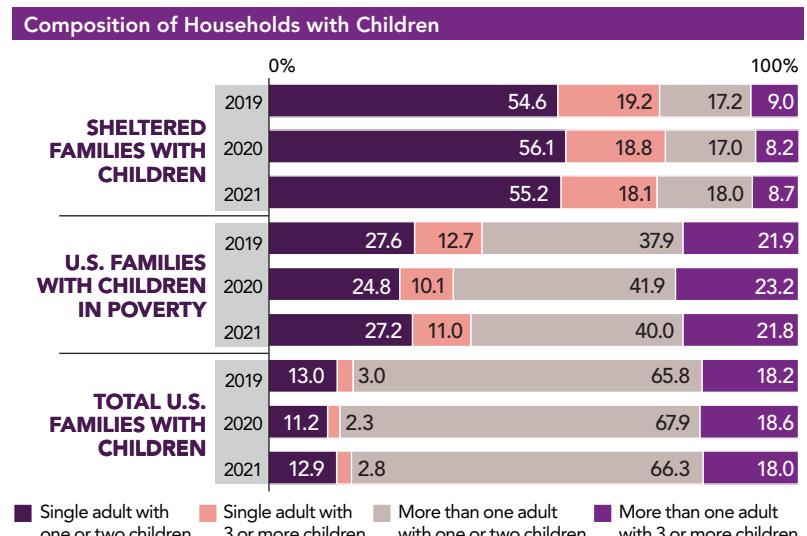
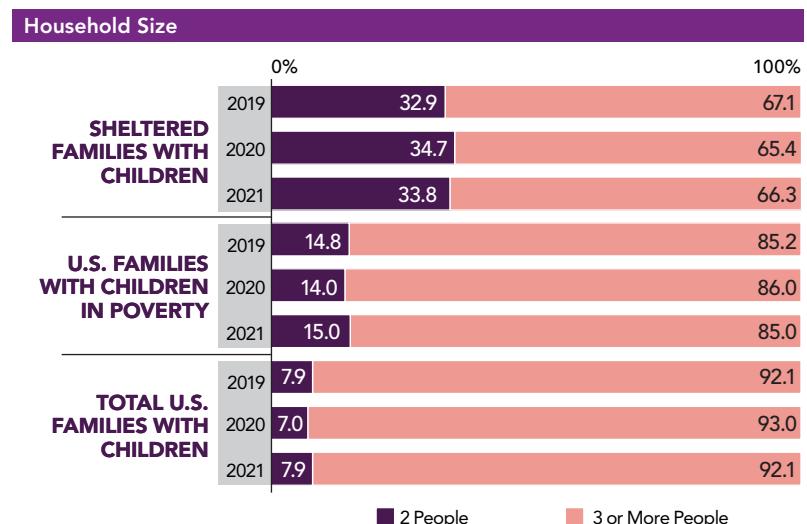
- Among family households that experienced sheltered homelessness in 2021, 89 percent of household heads identified as women and 11 percent identified as men.
- In 2021, children age five or under accounted for 29 percent of people who experienced homelessness in family households and 60 percent were children under age 18.
- While adults aged 45 and older accounted for 21 percent of sheltered adult-only household heads, they accounted for just four percent of people in family households who experienced sheltered homelessness.
- Just over one of every four (26%) heads of family households that experienced sheltered homelessness identified as Hispanic or Latino/a/x. This is notably higher than heads of adult-only households in 2021 (18%). See Chapter 2 for information on adult-only households.
- Half of heads of family households that experienced sheltered homelessness identified as Black or African American.
- In 2021, a small share of heads of family households that experienced sheltered homelessness identified as Native American/American Indian or Alaska Native (3%), Native Hawaiian or Pacific Islander (1%), or Asian or Asian American (1%).

How Did the Demographic Characteristics of the Sheltered Family Population Compare with the U.S. Total and U.S. Poverty Populations?

Black, Indigenous, and people of color were substantially overrepresented among the heads of family households that experienced sheltered homelessness in 2021, compared to both the U.S. total and U.S. poverty populations.

- In 2021, 50 percent of heads of family households that experienced sheltered homelessness identified as Black or African American. By comparison, only 24 percent of heads of family households living in poverty and only 13 percent of heads of all family households identified as Black or African American. Of all Black heads of households with incomes below the poverty line, five percent used a shelter program at some point during 2021 – more than double the share of all families in poverty that used a shelter.
- Three percent of heads of family households that experienced sheltered homelessness identified as Native American/American Indian or Alaska Native. By comparison, only two percent of heads of family households living in poverty and only one percent of heads of all family households identified as Native American/American Indian or Alaska Native. Native American households in poverty were slightly more likely than all households in poverty to experience sheltered homelessness at some point during the year (3% vs. 2%).
- Women accounted for a much higher share of heads of family households (89%) compared with family households living in poverty (73%) and all U.S. families with children (55%).

EXHIBIT 3.4: Household Size and Composition of Families Experiencing Sheltered Homelessness 2019-2021



Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data; Raw data available in Appendix A.3.2

ESTIMATES OF SHELTERED PEOPLE IN FAMILIES WITH CHILDREN IN 2021

- Families with children who used an emergency shelter or transitional housing program in 2021 had younger children than families in poverty or all U.S. families. Children five or under accounted for 29 percent of all people in sheltered families and 47 percent of all children in sheltered families. By comparison, children age five or under accounted for 18 percent of people in family households living in poverty and 33 percent of children in family households in poverty. They account for an even smaller share of people in U.S. families with children (14%) and all children in those households (31%).

How Have the Characteristics of Family Households Experiencing Sheltered Homelessness Changed over Time?

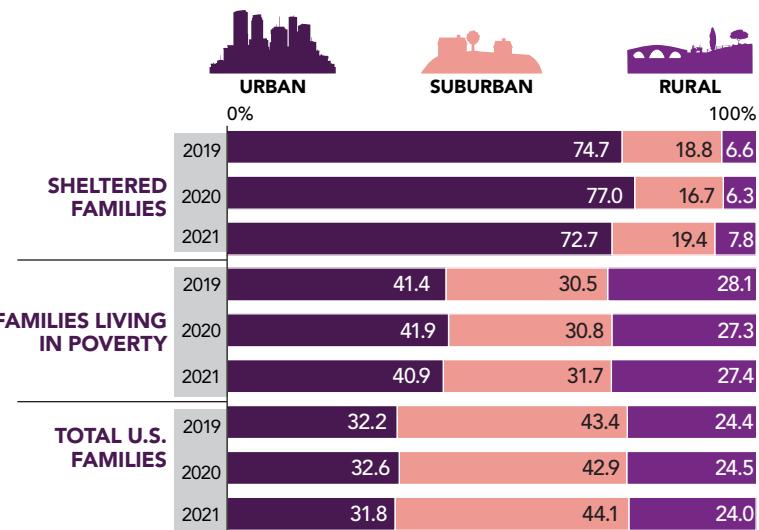
The demographic characteristics of families with children experiencing sheltered homelessness did not change much between 2019 and 2021. There were a few populations for which there were slight changes.

- The share of Native American/American Indian or Alaska Native increased slightly between 2019 and 2021 (from 2% to 3%). This was the only population for which the number experiencing sheltered homelessness also increased (by 11%).
- Between 2019 and 2021, heads of family households were slightly more likely to identify as Hispanic or Latino/a/x (increasing from 24% to 26%) and slightly less likely to identify as Black, African, or African American (52% to 50%). By contrast, the percentage of heads of adult-only households identifying as Hispanic or Latino/a/x increased from 14 percent in 2019 to 18 percent in 2021.
- More than one-third (34%) of sheltered families with children were composed of just two people in 2021.
- Nearly three-quarters of sheltered families (73%) were headed by a single adult (most often a parent or guardian). Fifty-five percent were single adults with one or two children, and 18 percent were single adults with three or more children.
- In 2021, 27 percent of sheltered families with children were large families, consisting of three or more children (with either single or multiple adults).

How Does the Household Size and Composition of Sheltered Families Compare with the U.S. Total and U.S. Poverty Populations?

- Sheltered families were considerably smaller than both all families in the U.S. and families living in poverty. In 2021, more than one-third of families using shelters consisted of just one adult and one child (34%), more than double the share of families in poverty (15%) and four times the share of all families in the U.S. (8%).
- In 2021, sheltered families were far more likely to be headed by a single adult (73%) than families with incomes below the poverty line (38%) and all U.S. families with children (16%). However, it should be noted that many emergency shelter and transitional housing programs have requirements that result in adult men in families staying separately from the adult women and children. This may contribute to the higher share of single adults in sheltered families.
- Sheltered family households were less likely to have three or more children than families in

EXHIBIT 3.5: Geographic Location of Families with Children Experiencing Homelessness, Families with Children Experiencing Poverty, and All Families with Children 2019-2021



Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data; Raw data available in Appendix A.3.3

ESTIMATES OF SHELTERED PEOPLE IN FAMILIES WITH CHILDREN IN 2021

poverty, but more likely to have three or more children than all family households in the U.S. In 2021, 27 percent of families using shelter had three or more children compared with 21 percent of all families in the U.S. and 33 percent of families in poverty.

How Has the Household Size and Composition of Sheltered Families Changed over Time?

Although the overall number of family households experiencing sheltered homelessness decreased between 2019 and 2021, the size and composition of sheltered families remained consistent across this period.

Where Did Families with Children Access Emergency Shelter, Transitional Housing, or Safe Haven Programs?

- In 2021, nearly three-fourths of families using shelters did so in urban areas (73%). This is more than double the percentage of U.S. family households living in urban areas (32%), and also much higher than families in poverty living in urban areas (38%). The high percentage of families using shelters that do so in urban areas is likely related to several factors, including limited affordable housing options in urban areas and the density of homeless services in those areas.
- Families using shelters were underrepresented in suburban areas. While 44 percent of families in the United States lived in a suburban area, only 19 percent of families using shelters were in suburban areas in 2021.
- Families using shelters were underrepresented in rural areas as well. Rural areas accounted for eight percent of families that experienced homelessness. By comparison, 24 percent of all U.S. families and 27 percent of families living in poverty were in rural areas. It is important to note that, because these data are based on the use of emergency shelter, transitional housing, or safe havens, many dimensions of rural homelessness may be missed. Rural areas often have fewer shelter programs, possibly driving people to stay outside, in their cars, or in abandoned buildings—that is, to experience unsheltered homelessness. In addition, other forms of housing instability such as doubling up may be more common in rural areas.

How Did the Location of Shelter Use for Families with Children Change over Time?

- Between 2019 and 2021 there was little change in the geographic distribution of family households using shelters. There was a modest decrease in the share of family households using shelters in urban areas (75% to 73%) and a modest increase in the share of family households using shelters in rural areas (6% to 8%).

What Are the Other Characteristics of Families with Children Experiencing Sheltered Homelessness?

- In 2021, nine percent of adults in sheltered families with children had chronic patterns of homelessness. Rates of chronic homelessness among sheltered family households were relatively consistent across geography types but highest in suburban areas (11%) and lowest in rural areas (7%).

EXHIBIT 3.6: Additional Characteristics of Sheltered Families 2019-2021

	2019	2020	2021	Change 2019-2021	
	%	%	%	#	%
Chronic Homeless Status of Heads of Households and Other Adults in Families					
Chronically Homeless	6.1%	7.5%	9.2%	1,727	14.3%
Not Chronically Homeless or Chronic Status Unknown	93.9%	92.5%	90.8%	-49,722	-26.7%
Veteran Status of Heads of Households and Other Adults in Families					
Veteran	1.6%	1.4%	1.6%	-782	-25.0%
Non-Veteran	97.9%	97.7%	97.5%	-47,678	-24.6%
Unknown Veteran Status	0.5%	0.9%	0.9%	415	44.1%
Domestic Violence Survivor Status of Heads of Households and Other Adults in Families					
Total DV Survivors	30.0%	32.4%	34.8%	-7,170	-12.1%
Survivors Currently Fleeing	13.2%	15.3%	16.3%	-1,809	-6.9%
Survivors Not Currently Fleeing	15.7%	16.1%	17.6%	-4,679	-15.0%
Survivors with Unknown Fleeing Status	1.1%	1.0%	0.9%	-681	-32.8%
Not DV Survivors	60.4%	60.8%	60.1%	-29,429	-24.6%
Unknown DV Status	9.6%	6.8%	5.1%	-11,396	-59.8%
Disability Status of Heads of Households and Other Adults in Families					
With Disabilities	25.4%	26.3%	30.0%	-5,393	-10.7%
Without Disabilities	73.9%	72.7%	68.7%	-43,290	-29.5%
Disability Status Unknown	0.6%	1.0%	1.3%	687	54.1%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.3.4

ESTIMATES OF SHELTERED PEOPLE IN FAMILIES WITH CHILDREN IN 2021

- Very few heads of family households staying in shelters were veterans (only 2%). The share of sheltered families who were veterans was similar across geographic types.
- Just over one-third (35%) of adults in families staying in shelters were survivors of domestic violence, and 16 percent were currently fleeing unsafe situations. It is important to note that this data represents survivors of domestic violence that accessed homeless services that were not operated by victim service providers and should not be considered the full estimate of survivorship among sheltered families. Given the way data are reported, it is not possible to understand the percentage of adults in each geographic category who are survivors of domestic violence – regardless of fleeing status. However, data are available on the share of people currently fleeing domestic violence by geography. In 2021, 22 percent of family households in urban areas were currently fleeing an unsafe situation, the highest of all geographic categories. In rural areas, 17 percent of family households were currently fleeing domestic violence, and in suburban areas the share was 13 percent.

How Did the Additional Characteristics of Families with Children Experiencing Sheltered Homelessness Change over Time?

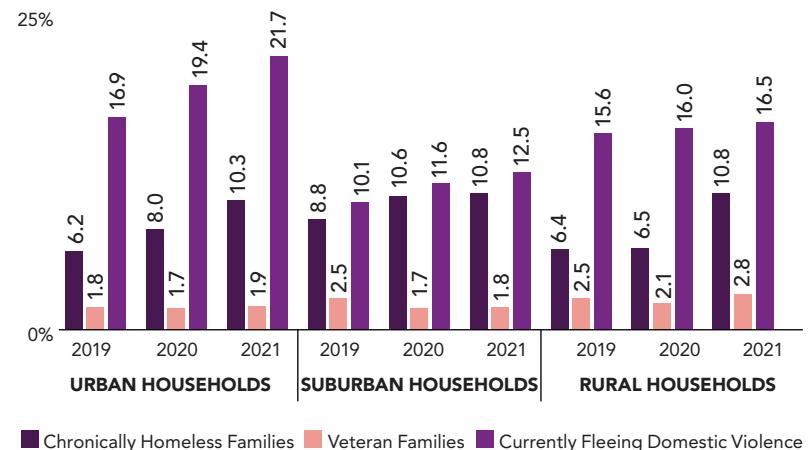
- Overall, adults in sheltered families had higher rates of chronic homelessness, disability, and surviving domestic violence in 2021 than they did just prior to the pandemic in 2019. While the shares went up for these populations during this time, the only population for which the number of families also increased was among those experiencing chronic homelessness, which increased by 14 percent or over 1,700 people (while the total number of people in family households decreased by 9%).
- Between 2019 and 2021, the number of heads of household and other adults in sheltered families that had a disability decreased by 11 percent. Because this decrease lagged behind the overall decrease in the number of people in sheltered families (33%), the share of adults in sheltered families with a disability increased from 25 to 30 percent during that time.
- The number of domestic violence survivors in sheltered families decreased by 12 percent and the number currently fleeing declined by seven percent between 2019 and 2021, while the share of domestic violence survivorship increased (from 30 to 35% for all survivors and 13 to 16% for those currently fleeing unsafe situations). The share of adults in families currently fleeing domestic violence increased across all geographic categories, most dramatically in urban areas which experienced a seven percentage point increase.

Engagement of Family Households with the Homelessness Services System

Data collected to inform this report included information on several dimensions related to the experience of homelessness. This includes whether households experiencing homelessness are doing so for the first time, are continuously engaged in the homeless system from the prior year or have returned to homelessness after exiting to a permanent, temporary, or unknown situation. This section also provides information on where people were staying immediately

EXHIBIT 3.7: Percent of Adults in Families with Additional Characteristics by Geography

2019-2021



■ Chronically Homeless Families ■ Veteran Families ■ Currently Fleeing Domestic Violence

EXHIBIT 3.8: Type of Engagement in the Homeless System

2019-2021

Place Stayed	2019	2020	2021	Change 2019-2021	
	%	%	%	#	%
All Family Households	14.3%	13.8%	12.7%	-38,757	-24.6%
First time experiencing homeless	62.3%	56.0%	63.6%	-22,702	-23.1%
Continuously Engaged	27.1%	35.1%	29.8%	-7,418	-17.3%
Returned to the experience of homelessness within 2 years	10.5%	9.0%	6.7%	-8,637	-52.0%
After exiting to temporary destination	2.0%	2.0%	2.2%	-523	-16.6%
After exiting to permanent destination	3.7%	3.7%	3.0%	-2,344	-39.7%
After exiting to unknown destination	4.8%	3.3%	1.5%	-5,770	-76.5%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.3.5

ESTIMATES OF SHELTERED PEOPLE IN FAMILIES WITH CHILDREN IN 2021

prior to entering an emergency shelter or transitional housing, how long they used a shelter program, and where they went after leaving shelter.

How Did Family Households Engage with the Shelter System in 2021?

- In 2021, nearly two-thirds of family households (64%) experienced homelessness for the first time, having not accessed any shelter program for at least two years prior to the reporting period.
- Nearly one-third (30%) of family households were continuously engaged, meaning that they were also experiencing homelessness on the day prior to the start of the 2021 reporting period.
- Seven percent of sheltered family households had returned to the experience of homelessness during the 2021 reporting period within two years of exiting homelessness. Of those, two percent had previously transitioned to a temporary destination such as doubling up with friends or family on a temporary basis or other temporary, non-homeless situations. Three percent returned after having transitioned to a permanent destination, such as their own rental unit. Two percent returned after leaving to an unknown destination.
- Nearly 9 in 10 of family households with children (88%) that stayed in an emergency shelter or transitional housing program in 2021 only stayed in one of those programs during the year, meaning they did not also enroll in RRH or PSH. Eleven percent accessed both shelter programs and RRH programs. A small share (2%) accessed PSH in addition to emergency shelter or transitional housing programs. Less than one percent accessed all three program types.

Where Did Family Households Stay Prior to Entering Shelters?

- In 2021, 45 percent of family households prior to entering shelter programs were already experiencing homelessness. Of those, 22 percent were staying in unsheltered situations prior to entering a shelter and 24 percent had previously stayed in an emergency shelter or transitional housing program.
- A similar share, 42 percent, of family households were staying in a housed situation prior to entering a shelter program: 33 percent were staying with family or friends, seven percent were staying in rented housing without a subsidy, one percent were staying in rented housing with a subsidy, and another one percent were either staying in an owned housing unit or in permanent supportive housing.
- Only two percent of family households had been staying in an institutional setting prior to accessing shelter. Most of these households (1%) were in a medical facility, including physical health or physical rehabilitation facilities, mental health facilities, and substance use rehabilitation programs.
- In 2021, nine percent of family households had been staying in a hotel or motel that they paid for on their own prior to entering a shelter program.

EXHIBIT 3.9: Places Family Households Stayed Before Entering Shelter

2019-2021

	2019	2020	2021	Change 2019-2021	
	%	%	%	#	%
Already Experiencing Homelessness	36.9%	39.9%	45.3%	-4,302	-7.4%
Sheltered	19.5%	22.0%	23.8%	-2,347	-7.6%
Unsheltered	17.4%	18.0%	21.5%	-1,955	-7.1%
Housing	45.3%	45.3%	41.8%	-21,713	-30.4%
Staying with Family or Friends	34.6%	34.9%	33.3%	-14,918	-27.4%
Rented housing unit without subsidy	8.9%	8.3%	6.5%	-6,297	-45.0%
Rented housing unit with subsidy	1.2%	1.4%	1.4%	-331	-16.9%
Owned housing unit	0.5%	0.5%	0.5%	-201	-26.7%
Permanent supportive housing (PSH)	0.1%	0.2%	0.2%	34	18.7%
Institutional Settings	2.0%	1.8%	1.7%	-1,074	-35.0%
Incarceration	0.4%	0.3%	0.3%	-309	-47.0%
Medical facility	1.5%	1.4%	1.4%	-724	-31.1%
Long-term care facility	0.1%	0.1%	0.0%	-41	-46.6%
Other Settings	5.9%	6.6%	9.2%	1,623	17.4%
Hotel or motel*	5.8%	6.4%	9.0%	1,580	17.3%
Foster care	0.1%	0.1%	0.1%	-2	-2.6%
Other living arrangement	0.1%	0.1%	0.1%	45	35.4%
Missing	10.0%	6.4%	2.1%	-13,291	-84.4%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.3.6

ESTIMATES OF SHELTERED PEOPLE IN FAMILIES WITH CHILDREN IN 2021

How Did System Engagement Change for Family Households?

For families, the 2021 system engagement data reflect reduced inflow into homelessness during the COVID-19 pandemic, compared to the last pre-pandemic reporting period (2019). The number of families who experienced homelessness for the first-time increased slightly between 2020 and 2021, after falling considerably between 2019 and 2020. In contrast, the number of continuously engaged family households dropped by 24 percent between 2020 and 2021, after increasing by eight percent between 2019 and 2020. These patterns reflect evolving patterns of inventory and utilization caused by the COVID-19 pandemic.

- Between 2019 and 2021, the number of family households that experienced homelessness for the first time declined by 23 percent. This likely reflects a combination of pandemic-related resources aimed at preventing homelessness as well as a hesitancy on the part of families to use shelter during this time. The number of family households that were continuously engaged in shelter programs also declined, by 17 percent. The number of family households returning to shelter within two years dropped substantially, by 52 percent.
- The share of households accessing shelter from another homeless situation increased between 2019 and 2021. Prior to the pandemic, 37 percent of families with children enrolled in an emergency shelter or transitional housing program from another homeless situation. In 2021, 45 percent of families did so. This includes families accessing shelter from unsheltered locations, which increased from 17 percent to 22 percent in 2021. However, this should be viewed with caution. During the pandemic and in an effort to limit the spread of the virus, many communities limited capacity in shelters, relying on other options, such as hotels and motels. The reporting of these data may appear to be distinct homeless experiences when they are simply a movement from congregate settings to hotel or motel settings.
- Similar to households with only adults, the share of families with children having stayed with friends or family just prior to staying in shelter declined slightly, from 35 percent to 33 percent.
- The number of families accessing shelter from most prior living situations declined between 2019 and 2021. The only situations from which more families came to shelter were PSH (which increased by 34 people), hotels or motels (which increased by 1,580 people or 17%), and other living situations which increased by 45 people.

How Long Did Family Households Stay in Shelter?

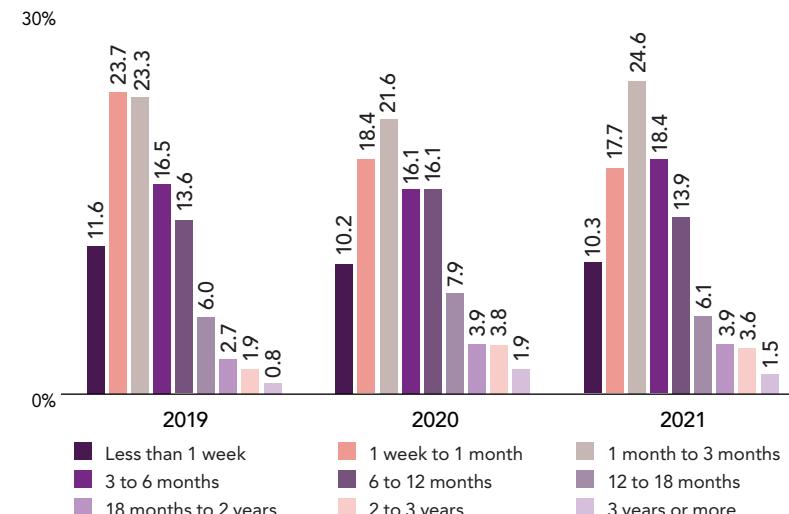
- One in ten family households experiencing sheltered homelessness (10%) stayed in shelter for seven or fewer days (10%) in 2021.
- Nearly one in three family households (28%) stayed in shelter for less than one month, and more than half (52%) stayed in shelter programs for three months or less.
- In 2021, 15 percent of family households experiencing sheltered homelessness had stayed in shelter for more than a year.

How Has Length of Time in Shelter Programs Changed for Family Households?

Between 2019 and 2021, a higher share of family households using shelter stayed for longer

EXHIBIT 3.10: Length of Stay of Sheltered Families

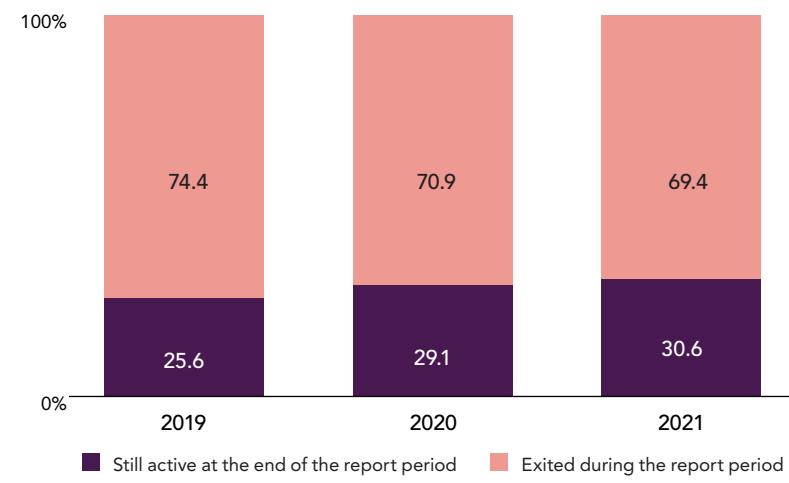
2019-2021



Data source: Homeless Management Information Systems (HMIS) data

EXHIBIT 3.11: Exit Status of Family Households

2019-2021



Data source: Homeless Management Information Systems (HMIS) data

ESTIMATES OF SHELTERED PEOPLE IN FAMILIES WITH CHILDREN IN 2021

lengths of time. This could reflect a combination of both an increased difficulty in transitioning from one's experience of homelessness during the pandemic and the use of prevention and diversion programs and eviction moratoria to reduce the number of households entering the homeless system, affecting the number of very short-term stayers.

- The share of family households experiencing sheltered homelessness that had stayed in shelter for more than a year increased from 11 percent to 15 percent.
- Between 2019 and 2021, the share of family households experiencing sheltered homelessness that stayed in shelters for 30 days or less decreased from 35 percent to 28 percent.

What Was the Exit Destination of Family Households Leaving Sheltered Programs?

- In 2021, 31 percent of family households who accessed an emergency shelter or transitional housing program at some point during the year were still enrolled in a shelter program at the end of the reporting period, while 69 percent were no longer actively receiving temporary residential services when the reporting period ended.
- In 2021, 16 percent of families left shelter to a different temporary situation, most often staying with friends or family for a short period of time.
- Of those who left the shelter system, half left to a permanent housing situation. About three in 10 family households transitioned to housing with a subsidy, which includes rapid rehousing subsidies, and 10 percent to housing without a subsidy. Another 10 percent went to stay with friends or family on a permanent basis. Another two percent transitioned from shelter programs to permanent supportive housing.
- Fourteen percent of families with children who transitioned from shelter did so to another homeless situation. Eleven percent to another sheltered situation and three percent to an unsheltered situation. This could reflect how communities adapted to the pandemic – many shifted from congregate emergency shelter settings to hotels or motels in order to limit the spread of the virus. In doing so, programs often “exited” families from one shelter configuration and enrolled them in another.

How Did the Destination at the Time of Exit Change for Family Households?

- Compared to just prior to the onset of the pandemic, more families with children remained active in the homeless system at the end of the reporting period (31% in 2021 vs 26% in 2019).
- A higher share of families with children transitioned from their current shelter experience to another homelessness experience in 2021 than did in 2019. In 2019, eight percent of families left shelter and stayed in another shelter program or in unsheltered locations. This rose to 14 percent in 2021. This could reflect shifts in inventory as communities deconcentrated shelters by using hotels and motels, which may have contributed to this rise.
- There were also increases in the shares of families that transitioned to rental housing with subsidies. In 2019, 24 percent of families exited shelters and transitional housing programs to housing with rental assistance compared with 30 percent in 2021. This may reflect the influx of funding provided by the CARES Act and other resources made available during the pandemic.

EXHIBIT 3.12: Destination of Exit of Family Households 2019-2021

	2019	2020	2021
	%	%	%
Permanent supportive housing (PSH)	2.1%	2.1%	2.3%
Permanent housing	47.7%	52.5%	49.7%
Permanent housing, no subsidy	13.2%	13.6%	10.4%
Permanent housing, with subsidy	24.3%	27.7%	29.7%
Doubled up with friends or family (permanent)	10.2%	11.3%	9.6%
Temporary housing	15.0%	15.2%	15.7%
Doubled up with friends or family (temporary)	12.6%	12.9%	12.3%
Other temporary housing	2.3%	2.3%	3.4%
Experience of Homelessness	8.2%	9.2%	14.2%
Sheltered homelessness	5.6%	6.4%	11.2%
Unsheltered homelessness	2.6%	2.8%	3.0%
Institutional setting	0.9%	0.9%	1.1%
Unknown housing status	26.2%	20.0%	17.0%
Deceased	0.1%	0.1%	0.1%

Data Source: Homeless Management Information Systems (HMIS) data

2021

Estimates of Sheltered Unaccompanied Youth

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Estimates of Sheltered Unaccompanied Youth

The number of unaccompanied youth accessing shelter programs in 2021 was 24% lower than the number in 2019, before the onset of the pandemic.

Overview of Estimates of Youth who Experienced Sheltered Homelessness

Approximately **92,000 unaccompanied youth** stayed in an emergency shelter, safe haven, or transitional housing program at some point between October 1, 2020 and September 30, 2021.

In March 2020, about halfway through the 2020 reporting year, the United States declared a state of emergency regarding the COVID 19 pandemic. Given the highly contagious nature of the virus and the lack of vaccines at the time, Federal and state governments implemented a series of stay-at-home orders, quarantines, and social distancing measures to minimize the spread of the virus. This resulted in considerable changes to the capacity of homeless service providers.

To reduce the risk of COVID-19 transmission, facility-based emergency shelters with congregate settings increased physical distancing by reducing the number of beds available for occupancy. Shelter programs also moved people into non-congregate settings, such as motels. These restrictions continued throughout the 2021 reporting year that began in October 2020.

In addition, common places such as libraries where people experiencing homelessness can connect with service providers who might help them gain access to shelters were closed during much of this period.

Estimates of the number of sheltered unaccompanied youth during the 2021 reporting year should be viewed with caution, as the number could be temporarily low compared with non-pandemic times, reflecting reduced capacity in some communities, as well as people's reluctance to enter or remain in shelters.

Sheltered unaccompanied youth are a combination of two groups: 1) people between the ages of 18 and 24 in adult-only households and not in shelter with another adult who is their parent (74,448 people in 2021) and 2) people in child-only households not in shelter with a parent under

The Longitudinal Systems Analysis (LSA) data includes data on households comprised of one or more children with no adult present (or child-only households). This population represents only one percent of the entire population of people who experienced sheltered homelessness over the course of a year. Because they represent such a small share of the sheltered population, the characteristics of people in child-only households are included with other unaccompanied youth and not presented separately. A small number of the children in child-only households are parenting children.

EXHIBIT 4.1: One-Year Estimates of Sheltered Homelessness Among Unaccompanied Youth (Under 25) 2019-2021

	2019	2020	2021
Unaccompanied Youth Households	119,653	92,387	91,407
Unaccompanied Youth	120,866	93,404	92,366

Note: Data reported through the LSA are structured so that person served in multiple household types is reflected only once in the dataset, but each household type is captured. For example, an unaccompanied youth who is 17 at the start of the reporting period and turns 18 during the year will be counted only once. But the child-only household and the adult-only household of which they were a part will both be included in the household number.

EXHIBIT 4.2: Changes in Estimates of Sheltered Unaccompanied Youth Households

2019-2021

Population	Change in People 2019-2021		Change in Households 2019-2021		Change in People 2020-2021		Change in Households 2020-2021	
	#	%	#	%	#	%	#	%
Unaccompanied Youth Experiencing Sheltered Homelessness	-28,500	-23.6%	-28,246	-23.6%	-1,038	-1.1%	-981	-1.1%
Unaccompanied Youth Living in Poverty	-128,033	-5.5%	41,974	3.8%	239,906	12.3%	148,541	14.7%
Total Unaccompanied Youth in U.S.	201,129	2.3%	305,827	4.9%	524,749	6.3%	302,290	4.9%

Data Source: U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data; Homeless Management Information Systems (HMIS) data

ESTIMATES OF SHELTERED UNACCOMPANIED YOUTH

EXHIBIT 4.3a: Demographic Characteristics of Sheltered People in Unaccompanied Youth Households

By Gender and Age, 2019-2021

	2019			2020			2021		
	Sheltered Unaccompanied Youth	U.S. Unaccompanied Youth Living in Poverty	Total Unaccompanied Youth	Sheltered Unaccompanied Youth	U.S. Unaccompanied Youth Living in Poverty	Total Unaccompanied Youth	Sheltered Unaccompanied Youth	U.S. Unaccompanied Youth Living in Poverty	Total Unaccompanied Youth
Gender of Heads of Households									
Female	43.0%	52.3%	46.6%	41.9%	54.3%	48.0%	43.0%	54.5%	48.0%
Male	55.3%	47.7%	53.4%	55.9%	45.7%	52.0%	53.3%	45.5%	52.0%
Gender Non-Singular*	0.5%			0.6%			1.3%		
Questioning							0.1%		
Transgender	1.3%			1.7%			2.4%		
Age of All People in the Household									
Under 18	17.8%	10.0%	2.4%	14.3%	1.3%	2.4%	18.9%	9.5%	2.2%
18-21	46.3%	60.5%	59.0%	49.4%	55.7%	56.4%	45.6%	57.6%	57.1%
22-24	35.9%	38.5%	38.6%	36.2%	43.0%	41.2%	35.5%	41.4%	40.7%

Data Source: U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data; Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.4.1

Notes: Data on characteristics excludes people for whom the characteristic is missing/unknown. Data on age is based on all people. Gender, ethnicity, and race are based on the heads of household.

*Category in HMIS is "a gender that is not singularly 'female' or 'male.' This represents a change in the category from 2019 and 2020 which used the category name 'gender non-conforming.'

EXHIBIT 4.3b: Demographic Characteristics of Sheltered People in Unaccompanied Youth Households

By Ethnicity and Race, 2019-2021

	2019			2020			2021		
	Sheltered Unaccompanied Youth	U.S. Unaccompanied Youth Living in Poverty	Total Unaccompanied Youth	Sheltered Unaccompanied Youth	U.S. Unaccompanied Youth Living in Poverty	Total Unaccompanied Youth	Sheltered Unaccompanied Youth	U.S. Unaccompanied Youth Living in Poverty	Total Unaccompanied Youth
Ethnicity of Heads of Households									
Hispanic/Latino/a/x	19.1%	12.4%	13.6%	19.5%	15.2%	14.0%	22.4%	13.0%	13.3%
Non-Hispanic/Non-Latino/a/x	80.9%	87.6%	86.5%	80.6%	84.8%	86.0%	77.6%	87.1%	86.7%
Race of Heads of Households									
Asian or American	0.8%	8.7%	6.9%	0.8%	8.2%	6.3%	1.0%	7.5%	6.2%
Black, African, or African American	42.9%	14.2%	15.1%	42.1%	12.8%	14.0%	40.0%	13.5%	14.7%
Multiple Races	6.2%	4.1%	4.3%	6.8%	9.8%	9.9%	6.4%	9.9%	9.8%
Native American/American Indian or Alaska Native	2.6%	1.2%	0.8%	3.3%	1.0%	0.8%	3.4%	0.8%	0.8%
Native Hawaiian or Pacific Islander*	0.8%	0.3%	0.2%	0.9%	0.2%	0.2%	1.0%	0.2%	0.2%
White, Hispanic/Latino/a/x	12.8%	8.2%	9.2%	12.3%	5.6%	4.5%	15.5%	3.5%	3.6%
White, Non-Hispanic/Non-Latino/a/x	33.9%	60.6%	60.7%	34.0%	57.8%	60.6%	32.2%	60.9%	61.0%

Data Source: U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data; Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.4.1

Notes: Data on characteristics excludes people for whom the characteristic is missing/unknown. Data on age is based on all people. Gender, ethnicity, and race are based on the heads of household.

*HMIS data includes people experiencing homelessness in Guam while ACS data do not include Guam.

ESTIMATES OF SHELTERED UNACCOMPANIED YOUTH

the age of 18 (17,918 people in 2021).

- In 2021, 91,407 unaccompanied youth households stayed in shelter programs at some time during the year. The number of unaccompanied youth is slightly higher, 92,366 due to shifting household types. Most often, an unaccompanied youth under the age of 18 (and considered part of a child-only household) will turn 18 during the year (and become part of an adult-only household). While the youth is not included twice, each household type is included in the data.
- In 2021, about 11 percent of all sheltered people in adult-only and child-only households are unaccompanied youth. And unaccompanied youth represent about eight percent of all sheltered homeless people.
- Between 2019, prior to the COVID-19 pandemic, and 2021, during the height of social distancing policies, the number of sheltered unaccompanied youth dropped by 28,500 people or 24 percent. Much of this drop occurred between 2019 and 2020—that is, between October 2019 and September 2020. The decline from 2020 to 2021 was more modest (1%).

How Did Estimates of Unaccompanied Youth Households Experiencing Homelessness Compare with the U.S. Total and Poverty Population?

- Approximately one percent of all unaccompanied youth households in the U.S. experienced sheltered homelessness during 2021.
- Eight percent of all unaccompanied youth living in poverty stayed in an emergency shelter, transitional housing, or safe haven program at some point during the 2021 reporting period.
- While the number of unaccompanied youth with incomes below the poverty line decreased by almost six percent between 2019 – just prior to the onset of the pandemic – and 2021, this number increased by 12 percent between 2020 and 2021.
- In 2019, approximately 11 percent of unaccompanied youth with incomes below the poverty line experienced sheltered homelessness at some point. This declined to eight percent in 2021 – a result of the growing population of unaccompanied youth with incomes below the poverty line and limited changes in the number of unaccompanied youth experiencing sheltered homelessness.

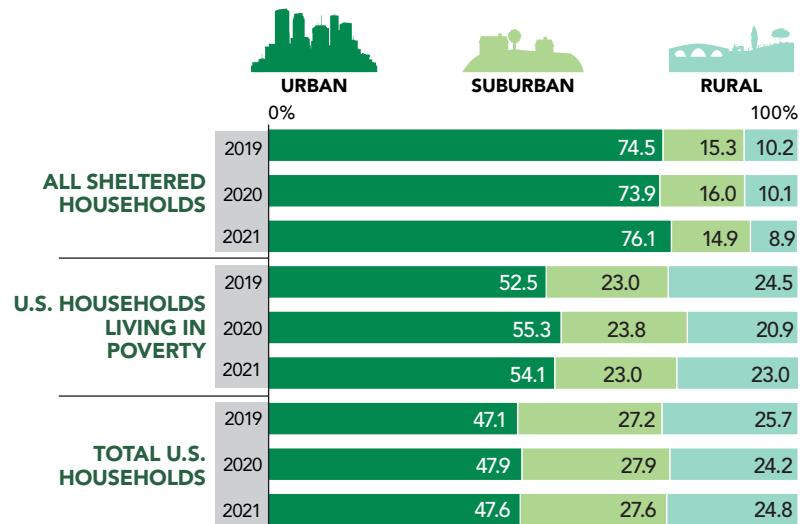
Characteristics of Sheltered Unaccompanied Youth, 2019 to 2021

What Were the Demographic Characteristics of Sheltered Unaccompanied Youth Households in 2021?

- In 2021, 53 percent of unaccompanied youth were men or boys. Forty-three percent identified as women or girls, a larger percentage than for all heads of adult-only households, only 31 percent of whom were women. Transgender people, people identifying as a gender not singularly ‘female’ or ‘male’, and people identifying as gender questioning together comprised nearly four percent of unaccompanied youth, a higher percentage than of all heads of adult-only households, which was less than one percent in 2021.

EXHIBIT 4.4: Geographic Location of Unaccompanied Youth Households

2019-2021



Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data; Raw data available in appendix A.4.2

ESTIMATES OF SHELTERED UNACCOMPANIED YOUTH

- Unaccompanied youth identifying as Black, African, or African American were notably overrepresented among sheltered unaccompanied youth households. Black people comprised 40 percent of people in unaccompanied youth households, higher than the share of all adult-only households using shelters, which was 37 percent in 2021.
- People who identify as Hispanic or Latino/a/x were 22 percent of unaccompanied youth staying in shelters, higher than the share of all adult-only households using shelters (18%).
- In 2021, Native Americans, American Indians or Alaska Natives accounted for three percent of unaccompanied youth using shelter programs, the same share as among adult-only households.
- One percent of unaccompanied youth identify as Asian American, which is the same as the share of Asian adult-only households.
- About a third of unaccompanied youth using shelters identify as White and non-Hispanic (32%). This is considerably smaller than the share of all adult-only households identifying as White and not Hispanic in 2021 (41%).

How Do the Demographic Characteristics of the Sheltered Unaccompanied Youth Population Compare with the U.S. Total and U.S. Poverty Populations?

Black, Hispanic, Native American and other indigenous peoples are disproportionately represented in the sheltered youth population, when compared with the total U.S. populations of unaccompanied youth and of unaccompanied youth living in poverty. Unaccompanied youth who used a shelter program in 2021 were also younger than youth living in poverty or all unaccompanied youth in the U.S.

- Approximately 19 percent of unaccompanied youth staying in shelter were under 18, compared with two percent of unaccompanied youth living in poverty and one percent of unaccompanied youth in the U.S. population.
- Black youth, while accounting for 40 percent of sheltered unaccompanied youth, accounted for only 15 percent of the total U.S. unaccompanied youth population and 13 percent of unaccompanied youth living in poverty. In 2021, a striking 23 percent of Black unaccompanied youth with incomes below the poverty line experienced sheltered homelessness compared with eight percent of all unaccompanied youth.
- Native American or Alaska Native unaccompanied youth accounted for three percent of sheltered unaccompanied youth, much higher than their share unaccompanied youth with incomes below the poverty line and of all unaccompanied youth in the U.S. (1%). Incredibly, 33 percent of Native American unaccompanied youth in poverty stayed in a shelter program at some point during the 2021 reporting period. This does not include unaccompanied youth who only stayed in unsheltered locations such as outdoors, in cars, or in encampments.
- Unaccompanied youth in shelter were also more likely to be Hispanic or Latino/a/x (22%) than unaccompanied youth living in poverty and all unaccompanied youth in the U.S. (13%). Thirteen percent of Hispanic unaccompanied youth in poverty experienced sheltered homelessness in 2021.

EXHIBIT 4.5: Change in the Geographic Location of Unaccompanied Youth Households

2019-2021

	Urban	Suburban	Rural
All Sheltered Households	-22.0%	-25.3%	-32.9%
Unaccompanied Youth Households Living in Poverty	6.8%	3.6%	-2.7%
Total U.S. Unaccompanied Youth Households	5.9%	6.8%	1.1%

Data source: U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data; Homeless Management Information Systems (HMIS) data

ESTIMATES OF SHELTERED UNACCOMPANIED YOUTH

- White, non-Hispanic unaccompanied youth were underrepresented as a share of the sheltered unaccompanied youth population. White, non-Hispanic or Latino/a/x unaccompanied youth make up about a third of the sheltered population (31%), half the share of unaccompanied youth experiencing poverty and 62 percent of the total U.S. unaccompanied youth population. Four percent of White unaccompanied youth with incomes below the poverty line accessed a shelter program at some point during 2021.
- Asian Americans were also underrepresented as they accounted for one percent of the sheltered youth population but seven percent of unaccompanied youth in poverty and six percent of all unaccompanied youth. One percent of unaccompanied Asian youth in poverty experienced sheltered homelessness at some point during the year.

How Have the Characteristics of Unaccompanied Youth Households Changed over Time?

In general, demographic characteristics changed very little year to year. However, data show distinct changes for some youth populations in their access to shelter programs before and after the onset of the pandemic, comparing 2019 with 2021. The most notable changes in the characteristics of unaccompanied youth households occurred in the numbers identifying a gender other than male or female, as Hispanic or Latino/a/x, and Asians or Asian American.

- Compared with 2019, the sheltered population of unaccompanied youth was more likely to be identified in the HMIS data as transgender, gender non-binary, or gender questioning in 2021. Four percent of unaccompanied sheltered youth in 2021 identified as transgender, gender non-binary, or gender questioning compared with two percent in 2019.
- Following the broader trend for all people experiencing homelessness, Hispanic or Latino/a/x youth accounted for a higher share of sheltered unaccompanied youth in 2021 (22%) than they did just prior to the pandemic (19%).
- The number of sheltered Asian or Asian American unaccompanied youth increased by four percent between 2019 and 2021 – the only population that notably increased. All other populations – except for Native American youth, which increased by less than one percent – decreased during this period.

Where Did Unaccompanied Youth Households Access Emergency Shelter, Transitional Housing, or Safe Haven Programs?

- Three-fourths of unaccompanied youth using shelters did so in urban areas (76%). This is much higher than the share of all U.S. unaccompanied youth in urban areas (48%) and the share of unaccompanied youth living in poverty found in urban areas (54%).
- The share of unaccompanied youth using shelters in suburban areas (15%) was lower compared with unaccompanied youth in poverty in the suburbs (23%) and the total of unaccompanied youth households in the U.S. (28%).
- A larger share of sheltered unaccompanied youth was in rural areas than all sheltered adult-only households, nine percent versus seven percent for all adult-only households. However, this was substantially lower than the share of unaccompanied youth with incomes below the poverty level (23%) and all U.S. unaccompanied youth found in rural areas (25%).

EXHIBIT 4.6: Additional Characteristics of Sheltered Unaccompanied Youth

2019-2021

Place Stayed	2019	2020	2021	Change 2019-2021	
	%	%	%	#	%
Chronic Homeless Status of Heads of Households and Adults					
Chronically Homeless	8.2%	10.3%	12.7%	1,791	18.0%
Not Chronically Homeless or Chronic Status Unknown	91.8%	89.7%	87.3%	-30,167	-27.2%
Veteran Status					
Veteran	1.4%	1.3%	1.7%	-88	-6.5%
Non-Veteran	97.8%	97.0%	96.6%	-24,875	-25.5%
Unknown Veteran Status	0.9%	1.7%	1.7%	456	53.4%
Survivors of Domestic Violence					
Total DV Survivors	19.2%	22.0%	24.1%	-937	-4.0%
DV Survivors Currently Fleeing	5.8%	7.1%	7.8%	225	3.2%
DV Survivors Not Currently Fleeing	12.3%	13.8%	15.1%	-999	-6.7%
DV Survivors with Unknown Fleeing Status	1.1%	1.1%	1.3%	-164	-12.5%
Not DV Survivors	65.2%	66.1%	59.8%	-23,470	-29.8%
Unknown DV Status	15.6%	11.9%	16.1%	-3,969	-21.1%
Disability Status					
With Disabilities	33.6%	38.6%	40.2%	-3,419	-8.4%
Without Disabilities	64.6%	59.1%	57.1%	-25,197	-32.4%
Disability Status Unknown	1.8%	2.3%	2.7%	240	10.8%

Data source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.4.3

ESTIMATES OF SHELTERED UNACCOMPANIED YOUTH

How Did the Location of Shelter Use for Unaccompanied Youth Households Change over Time?

- The geographic distribution of unaccompanied youth accessing shelters stayed about the same in 2019, 2020, and 2021. However, there were slight shifts toward urban areas and away from rural areas during this time.
- All geographic areas reported declines in the numbers of unaccompanied youth households in shelter. The largest declines occurred in rural areas, by 33 percent.
- While urban and rural areas experienced similar decreases in the number of sheltered unaccompanied youth households between 2019 and 2021, the number of unaccompanied youth living in poverty declined more in rural areas (23%) than in urban areas (5%).

What Were the other Characteristics of Unaccompanied Youth Households Experiencing Sheltered Homelessness?

- In 2021, 13 percent of unaccompanied youth using shelters had experienced chronic patterns of homelessness. Unaccompanied youth households in urban areas had the highest rates (14%) and rural areas the lowest (8%).
- A small percentage (just under 2%) of sheltered unaccompanied youth were veterans in 2021. There is little difference in the geographic distribution of veterans among the sheltered unaccompanied youth population.
- Twenty-four percent of unaccompanied youth staying in shelter were survivors of domestic violence in 2021, and almost eight percent were currently fleeing domestic violence. It is important to note that these data represent survivors of domestic violence that accessed homeless services that were not operated by victim service providers and should not be considered the full estimate of survivorship among unaccompanied youth experiencing sheltered homelessness.
- Four out of every 10 unaccompanied youth staying in shelters had a disability in 2021 (40%).

How Have the Additional Characteristics of Unaccompanied Youth Households Experiencing Sheltered Homelessness Changed over Time?

- While the total sheltered youth households dropped by 30 percent between 2019 and 2021, the number of unaccompanied youth households experiencing chronic homelessness increased after the pandemic started in 2020 (by 10%) and again in 2021 (by another 13%). Increases in the percentage of unaccompanied youth who had experienced chronic patterns of homelessness occurred in each geographic type.
- The number of sheltered unaccompanied youth who were survivors of domestic violence increased between 2019 and 2021. The increase is most notable during the reporting year reflecting the full effects of COVID-19, between 2020 and 2021 (8%). The share of people currently fleeing domestic violence increased slightly.

EXHIBIT 4.7: Additional Characteristics of Unaccompanied Youth Households by Geography

2019-2021

Characteristic of Households	Urban Households			Suburban Households			Rural Households		
	2019	2020	2021	2019	2020	2021	2019	2020	2021
Chronically Homeless	8.8%	11.1%	13.9%	8.4%	9.1%	10.9%	5.2%	7.5%	8.0%
Veteran	1.2%	1.2%	1.4%	0.7%	0.9%	1.4%	1.5%	1.2%	0.9%
Domestic Violence Survivor	6.3%	7.5%	8.2%	4.7%	5.6%	5.7%	4.0%	6.2%	9.1%

Data source: Homeless Management Information Systems (HMIS) data

ESTIMATES OF SHELTERED UNACCOMPANIED YOUTH

There were larger increases in the share of unaccompanied youth experiencing domestic violence in rural areas, more than doubling from four to nine percent between 2019 and 2021. However, increases can be observed across geographic areas.

- While the number of people with a disability decreased between 2019 and 2021 (by 9%), the share of the unaccompanied youth with a disability increased from 34 percent to 40 percent during the same period.

Engagement of Unaccompanied Youth Households with the Homelessness services system

Data collected through the LSA provides information on several dimensions related to the experience of homelessness. For youth, this includes information on where people were staying immediately prior to entering an emergency shelter, transitional housing, or safe haven program and how long they stayed.

Where did Unaccompanied Youth Households Stay Prior to Entering Shelters?

- In 2021, approximately 45 percent of unaccompanied youth households were already experiencing homelessness before accessing shelter programs. Three in every 10 unaccompanied youth were unsheltered prior to entering an emergency shelter, transitional housing, or safe haven program.
- Thirty-eight percent of unaccompanied youth households were housed before entering a shelter program. Most of these youth (35%) entered a shelter program after staying with friends or family. This is more than double the rate of all adult-only households that were staying with friends or family prior to engaging with the shelter system (16%).
- Just under two percent of unaccompanied youth entered shelter programs from rented housing without a subsidy and less than one percent were staying in owned, subsidized, or supportive housing.
- About eight percent of unaccompanied youth households were in institutional settings prior to staying in a shelter. Five percent were in a medical facility, including physical health or physical rehabilitation facilities, mental health facilities, and substance use rehabilitation programs. Three percent of unaccompanied youth entered shelters from prison or jail.
- Three percent of unaccompanied youth households stayed in a hotel or motel and two percent were staying in foster care just prior to accessing shelter.

EXHIBIT 4.8: Places Unaccompanied Youth Households Stayed Before Entering Shelter

2019-2021

	2019	2020	2021	Change 2019-2021	
	%	%	%	#	%
Already Experiencing Homelessness	39.6%	42.1%	44.8%	-6,480	-13.7%
Sheltered	16.0%	18.3%	15.7%	-4,718	-24.7%
Unsheltered	23.7%	23.8%	29.0%	-1,762	-6.2%
Housing	42.9%	40.0%	37.5%	-17,123	-33.3%
Staying with Family or Friends	39.6%	36.9%	35.3%	-15,215	-32.1%
Rented housing unit without subsidy	2.7%	2.4%	1.6%	-1,763	-54.9%
Rented housing unit with subsidy	0.3%	0.5%	0.4%	2	0.5%
Owned housing unit	0.2%	0.2%	0.1%	-97	-43.3%
Permanent supportive housing (PSH)	0.1%	0.1%	0.1%	-50	-41.7%
Institutional Settings	9.1%	9.7%	8.4%	-3,207	-29.6%
Incarceration	4.7%	4.8%	2.9%	-2,983	-53.3%
Medical facility	4.4%	4.8%	5.4%	-244	-4.7%
Other Settings	4.9%	4.7%	5.8%	20	-9.1%
Hotel or motel*	2.5%	2.6%	3.2%	-536	-0.2%
Foster care	2.1%	1.8%	2.2%	-5	-16.4%
Other living arrangement	0.4%	0.4%	0.4%	-403	-26.2%
Missing	3.5%	3.5%	3.6%	-128	-21.7%

Data source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.4.4

ESTIMATES OF SHELTERED UNACCOMPANIED YOUTH

How Long Did Unaccompanied Youth Households Stay in Shelter?

Overall, unaccompanied youth households who entered an emergency shelter, transitional housing, or safe haven program at some point in 2021 stayed for shorter periods of time than all adult-only households.

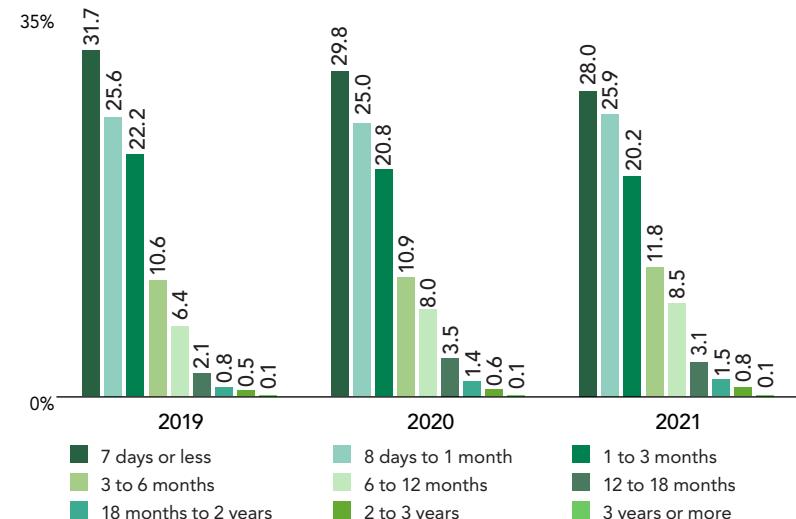
- Nearly three in 10 unaccompanied youth who stayed in shelter programs during 2021 (28%) stayed in shelter for seven days or less. This is higher than the share of all adult-only households, who stayed for one week or less (21%).
- More than half of unaccompanied youth, 54 percent, used shelter for one month or less. Again, this is a higher share staying for short periods than all adult-only households (41%).
- Few unaccompanied youth stayed for extremely long periods of time. While 10 percent of adult-only households that stayed in shelter programs for one year or more, fewer than six percent of unaccompanied youth did so in 2021.

How Did System Engagement Change over Time?

- With overall decreases in the unaccompanied sheltered youth population, youth entering shelter from most locations decreased as well during this time. There was only one prior living situation from which more youth came in 2021 than in 2019: rental housing with a subsidy (which includes Rapid Rehousing, RRH). The number entering shelter from rental housing with a subsidy increased very slightly, by less than one percent from a very low base.
- The share of unaccompanied youth households entering shelter programs from other homeless situations increased between 2019 and 2021, from 40 to 45 percent. This increase was driven by the increased share in youth accessing shelter from unsheltered locations (24% to 29%). Meanwhile, the share accessing shelter from other sheltered locations remained steady at 16 percent.
- Conversely, the share of unaccompanied youth accessing shelter from housing decreased overall from 43 percent in 2019 to 38 percent in 2021. This decline was driven by the smaller share of youth that had been staying with friends or family just prior to entering shelter in 2021 (35%) than did so in 2019 (40%).
- The share of unaccompanied youth households coming into the shelter system directly from the criminal justice system declined slightly during the pandemic, from five percent to three percent.
- While unaccompanied youth tend to stay in shelter for relatively short periods, lengths of stay became slightly longer during the pandemic. In 2019, 57 percent of youth stayed in shelter programs for one month or less compared to 54 percent in 2021. Similarly, in 2021 about six percent of unaccompanied sheltered youth used shelter for one year or more compared with fewer than four percent in 2019.

EXHIBIT 4.9: Length of Stay of Sheltered Unaccompanied Youth Households

2019-2021



Data source: Homeless Management Information Systems (HMIS) data

2021

Estimates of Veterans who Experienced Sheltered Homelessness

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Estimates of Veterans who Experienced Sheltered Homelessness IN THE UNITED STATES 2021

55% of veterans experiencing sheltered homelessness were elderly or near elderly (55 and older).

Overview of Estimates of Veterans Experiencing Homelessness in the United States

Approximately **82,000 veterans** stayed in an emergency shelter, safe haven, or transitional housing program at some point between October 1, 2020 and September 30, 2021.

In March 2020, about halfway through the 2020 reporting year, the United States declared a state of emergency regarding the COVID 19 pandemic. Given the highly contagious nature of the virus and the lack of vaccines at the time, Federal and state governments implemented a series of stay-at-home orders, quarantines, and social distancing measures to minimize the spread of the virus. This resulted in considerable changes to the capacity of homeless service providers.

To reduce the risk of COVID-19 transmission, facility-based emergency shelters with congregate settings increased physical distancing by reducing the number of beds available for occupancy. Shelter programs also moved people into non-congregate settings, such as motels. These restrictions continued throughout the 2021 reporting year. In addition, common places such as libraries where people experiencing homelessness could connect with service providers who might help them gain access to shelters were also closed during much of this period.

Estimates of the number of veterans who experienced sheltered homelessness during the 2021 reporting year should be viewed with caution, as the number could be temporarily low compared to estimates of homelessness prior to the pandemic, reflecting reduced capacity in some communities, as well as people's reluctance to enter or remain in shelters during a public health emergency.

- During the 2021 reporting year, 82,385 veterans stayed in shelters, safe havens, or transitional housing programs. About eight percent of all adults experiencing sheltered homelessness were veterans, and one of every 10 people in *adult-only* sheltered households was a veteran.

EXHIBIT 5.1: One-Year Estimates of Veterans who Experienced Sheltered Homelessness

2019-2021

	2019	2020		2021		
Number of Veteran Households	100,571		84,667		82,593	
Number of Veterans	100,082		84,308		82,385	
Veterans by Household Type	#	% (of total)	#	% (of total)	#	% (of total)
Veterans in Adult-Only Households	97,199	97.1%	82,134	97.4%	80,155	97.3%
Veterans in Families with Children	3,132	3.1%	2,262	2.7%	2,350	2.9%

Note: The number of veteran households in 2021 is slightly higher than the number of veterans due to people staying in more than one household type.

EXHIBIT 5.2: Change in Estimates of Veteran Households

2019-2021

Characteristic	Change in People 2019-2020		Change in Households 2019-2021		Change in People 2020-2021		Change in Households 2020-2021	
	#	%	#	%	#	%	#	%
Staying in Sheltered Programs	-17,697	-17.7%	-17,978	-17.9%	-1,922	-2.3%	-2,074	-2.5%
Living in Poverty	-810,354	-5.8%	-838,085	-8.6%	-385,968	-2.8%	-218,790	-2.4%
In U.S. Population	56,303	6.1%	32,010	4.7%	43,431	4.6%	26,151	3.8%

Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data

ESTIMATES OF VETERANS WHO EXPERIENCED SHELTERED HOMELESSNESS IN THE UNITED STATES 2021

- Nearly all veterans experiencing homelessness were on their own or without any children present in the household (97%). **The characteristics of veterans detailed in the rest of this chapter focus on veterans in adult-only households.**
- Between 2019, the pre-pandemic comparison year, and 2021, the number of veterans experiencing sheltered homelessness dropped by 18 percent. This decline among veterans represents a continuation of the decline in experiences of veteran homelessness that predicated the pandemic. Veteran-specific permanent housing and other resources provided during the pandemic likely contributed to the continued decline.
- While the number of veterans staying in shelter programs declined between 2019 and 2021, the number of total U.S. veteran population increased by six percent during that time.

How Did Estimates of Sheltered Veterans Compare to All U.S. Veterans and Veterans in Poverty?

- One out of every 109 veterans in the United States spent some time in an emergency shelter, transitional housing, or safe haven program during 2021. This does not include veterans who only stayed in unsheltered locations such as outdoors, in cars, or in encampments.
- The rate of sheltered homelessness for veterans with incomes below the poverty line is much higher, one of every 18 or six percent. However, this is lower than it was during in 2019, when one of every 11 veterans living in poverty (or 9%) experienced sheltered homelessness. During the pandemic, the number of veterans with incomes below the poverty line decreased by six percent, while the share experiencing sheltered homelessness also declined.

EXHIBIT 5.3a: Demographic Characteristics of Veterans in Adult-Only Households Experiencing Sheltered Homelessness, U.S. Poverty Population, and Total U.S. Population By Gender and Age, 2019-2021

	2019			2020			2021		
	Sheltered Veterans	U.S. Veteran Population Living in Poverty	U.S. Veteran Population	Sheltered Veterans	U.S. Veteran Population Living in Poverty	U.S. Veteran Population	Sheltered Veterans	U.S. Veteran Population Living in Poverty	U.S. Veteran Population
Gender of Veteran Heads of Households									
Female	6.8%	9.6%	6.9%	7.1%	10.9%	7.7%	7.7%	10.5%	8.0%
Male	92.9%	90.4%	93.1%	92.6%	89.1%	92.3%	91.9%	89.5%	92.0%
Gender Non-Singular*	0.0%			0.1%			0.1%		
Questioning							0.0%		
Transgender	0.2%			0.3%			0.3%		
Age of All Veterans									
18-24	1.4%	1.9%	1.1%	1.3%	1.6%	1.3%	1.6%	1.5%	1.2%
25-34	10.2%	5.5%	4.8%	4.8%	5.5%	4.8%	9.9%	5.5%	4.8%
35-44	13.1%	4.7%	4.4%	4.6%	6.1%	4.6%	14.9%	5.6%	4.7%
45-54	21.1%	10.4%	10.6%	10.0%	9.8%	10.0%	18.7%	9.9%	10.6%
55-64	39.1%	27.7%	19.5%	19.6%	26.7%	19.6%	35.9%	25.3%	20.2%
65 and Older	15.1%	49.9%	59.4%	59.7%	50.4%	59.7%	19.2%	52.2%	58.6%

Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data; Raw data available in Appendix A.5.1

*Category in HMIS is "a gender that is not singularly 'female' or 'male.' This represents a change in the category from 2019 and 2020 which used the category name 'gender non-conforming.'

ESTIMATES OF VETERANS WHO EXPERIENCED SHELTERED HOMELESSNESS IN THE UNITED STATES 2021

Characteristics of Veterans in Adult-only Households Experiencing Sheltered Homelessness in 2021

What Were the Demographic Characteristics of Veterans in Adult-Only Households Experiencing Sheltered Homelessness in 2021?

- Men accounted for more than nine in ten heads of adult-only households who were veterans (92%). The remaining eight percent were women, a substantially lower percentage than heads of all adult-only households, 31 percent. Very few identified as either transgender (0.3%) or a gender that is not singularly ‘female’ or ‘male.’ (0.1%).
- More than half (55%) of veterans experiencing sheltered homelessness were either near elderly, 55 – 64, or elderly, 65 and older. Very few (2%) were youth aged 18-24, a smaller percentage than all people in adult-only households experiencing homelessness, 10 percent.
- Half of veterans experiencing sheltered homelessness identified as White and not Hispanic or Latino/a/x, a higher percentage than all heads of adult-only households, 41 percent. Just over a third, 35 percent, identified as Black, African, or African American, only slightly fewer than for all heads of adult-only households (37%).
- The percentages of veterans identifying as Hispanic or Latino/a/x or as White and Hispanic were somewhat lower than the percentages of all adult households identifying as such (10 vs.18 percent for Hispanic and eight vs 14 percent for White Hispanic or Latino/a/x).

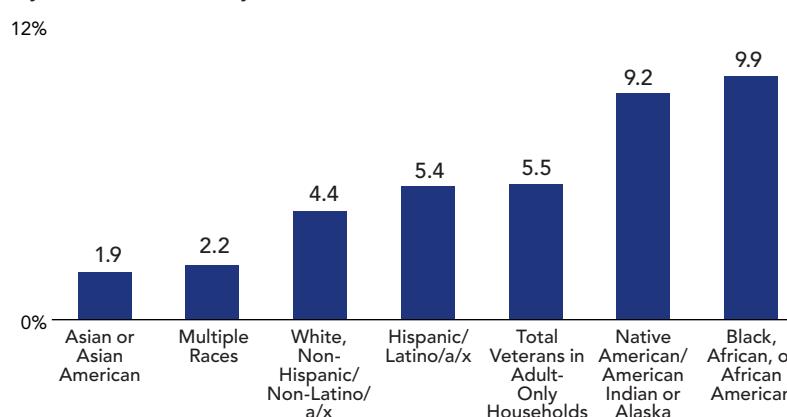
EXHIBIT 5.3b: Demographic Characteristics of Veterans in Adult-Only Households Experiencing Sheltered Homelessness, U.S. Poverty Population, and Total U.S. Population By Ethnicity and Race, 2019-2021

	2019			2020			2021		
	Sheltered Veterans	U.S. Veteran Population Living in Poverty	U.S. Veteran Population	Sheltered Veterans	U.S. Veteran Population Living in Poverty	U.S. Veteran Population	Sheltered Veterans	U.S. Veteran Population Living in Poverty	U.S. Veteran Population
Ethnicity of Heads of Veteran Households									
Hispanic/Latino/a/x	8.2%	7.5%	5.7%	7.8%	8.1%	6.4%	9.9%	7.6%	6.7%
Non-Hispanic/Non-Latino/a/x	91.8%	92.5%	94.3%	92.2%	91.9%	93.6%	90.1%	92.4%	93.3%
Race of Heads of Veteran Households									
Asian or Asian American	0.5%	1.5%	1.4%	0.5%	1.4%	1.4%	0.6%	1.5%	1.4%
Black, African, or African American	35.3%	20.0%	11.2%	34.1%	20.7%	11.5%	34.8%	19.4%	11.7%
Multiple Races	3.5%	2.8%	1.8%	3.4%	6.7%	5.8%	3.4%	6.7%	6.4%
Native American/American Indian or Alaska Native	2.4%	1.8%	0.8%	2.7%	1.3%	0.7%	2.1%	1.0%	0.6%
Native Hawaiian or Pacific Islander*	0.6%	0.3%	0.2%	0.7%	0.3%	0.1%	0.7%	0.4%	0.2%
White, Hispanic/Latino/a/x	6.0%	5.0%	4.2%	5.5%	2.3%	1.9%	7.8%	1.5%	1.4%
White, Non-Hispanic/Non-Latino/a/x	51.7%	67.2%	79.5%	53.1%	64.6%	76.9%	50.4%	66.2%	76.1%

Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data; Raw data available in Appendix A.5.1

*HMIS data includes Guam while the ACS data do not.

EXHIBIT 5.4: Percentage of Veterans Experiencing Poverty who also Experienced Sheltered Homelessness in 2021 by Race and Ethnicity



Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data.

ESTIMATES OF VETERANS WHO EXPERIENCED SHELTERED HOMELESSNESS IN THE UNITED STATES 2021

How Did the Demographic Characteristics of Veterans in Adult-Only Households Compare with the Equivalent U.S. Total and U.S. Poverty Populations?

- Heads of veteran adult-only households experiencing sheltered homelessness were as likely to be women as heads of all U.S. veteran households (8%), and less likely than veteran adult-only households in poverty (11%).
- Veterans experiencing sheltered homelessness in adult-only households were younger than the equivalent veterans in poverty and all U.S. Veterans. In 2021, 12 percent of sheltered veterans were under the age of 35 compared to seven percent of veterans in poverty and six percent of all U.S. veterans in adult-only households.
- In 2021, veterans who identified as Black or African American made up only 12 percent of the U.S. veteran population and 19 percent of veterans with incomes below the poverty line but were more than a third of veteran heads of households experiencing sheltered homelessness (35%).
- While six percent of all veterans with incomes below the poverty line stayed in shelter programs at some point during 2021, 10 percent of veterans living in poverty and identifying as Black experienced sheltered homelessness. By comparison, only four percent of White veterans with poverty level incomes experienced sheltered homelessness during this time.
- Hispanic or Latino/a/x veteran heads of adult-only households accounted for the same share of sheltered veterans as they did veterans living in poverty (10%), both higher than their share of all U.S. veterans (7%).
- Native American/American Indian and Alaska Native veterans in adult-only households experiencing sheltered homelessness accounted for the same share as veterans in poverty (2%), which is double the Native American share of all veterans in the U.S (0.6%). Of all Native Americans in poverty, nine percent stayed in an emergency shelter, transitional housing, or safe haven project at some point during 2021 – higher than the share of all veterans in poverty.

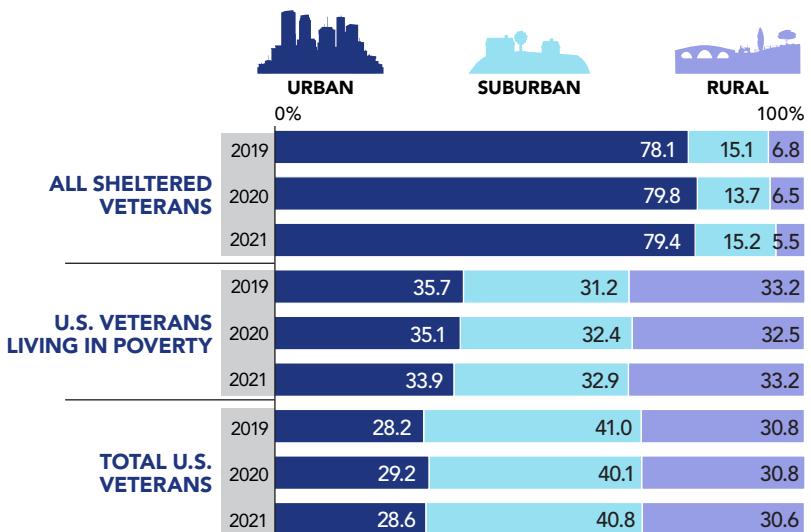
How Have the Demographic Characteristics of Sheltered Veterans in Adult-Only Households Changed over Time?

Overall, the distribution of sheltered veterans by demographic characteristics changed very little. However, similar to the adult-only population, increases in people experiencing sheltered homelessness were observed among Asian or Asian American veterans and veterans 65 and older.

- Between 2019 – the year prior to the pandemic – and 2021, the number of sheltered veterans decreased for nearly all age groups except for veterans 65 and older. The number of elderly veterans experiencing sheltered homelessness increased by five percent. Their share increased as well, from 15 percent of all sheltered veterans in 2019 to 19 percent in 2021.

EXHIBIT 5.5: Geographic Location of Sheltered Homeless Veterans in Adult-Only Households

2019-2021



Data source: Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data

ESTIMATES OF VETERANS WHO EXPERIENCED SHELTERED HOMELESSNESS IN THE UNITED STATES 2021

- In contrast, during the same time period, the number of sheltered veterans between the ages of 55 and 64 declined by 24 percent and the group between 45 to 54 dropped by 27 percent. While this points to the successful provision of housing and income resources targeted to veterans, these resources may not be preventing people from either aging into elderly homelessness or experiencing homelessness for the first time while 65 or older.

Where Did Adult-only Veteran Households Access Emergency Shelter, Transitional Housing, or Safe Haven Programs?

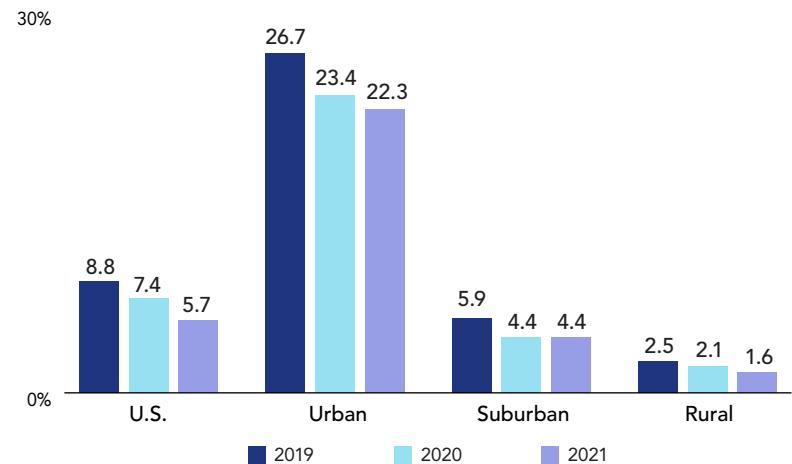
- In 2021, nearly eight in ten adult-only veteran households experiencing sheltered homelessness accessed an emergency shelter program, transitional housing program, or safe haven in an urban area (79%). This is more than double the share of U.S. veteran adult-only households living in poverty in urban areas (34%) and the share of all U.S. veterans living there (29%).
- By comparison, 31 percent of all U.S. veterans and 33 percent of veterans with incomes below the poverty line were living in rural areas in 2021, significantly higher than the 6 percent of veterans accessing shelter programs in those areas. This underrepresentation of sheltered veterans in rural areas can likely be attributed in some part to limited shelter capacity.
- Sheltered veterans were also underrepresented in suburban areas. Thirty-three percent of veterans with incomes below the poverty line and 41 percent of all veterans live in suburban areas compared with 15 percent of veterans accessing shelters.
- In 2021, 22 percent of veterans in adult-only households with incomes below the poverty line in urban areas accessed an emergency shelter, transitional housing, or safe haven program, much higher than the six percent nationally. This is likely in some part the result of the preponderance of homeless service providers in urban areas. By comparison, four percent of adult-only veteran households in poverty in suburban areas experienced sheltered homelessness, and two percent of veterans in rural areas experienced homelessness at some point during the year.

How Has the Geographic Distribution of Veteran Households Changed over Time?

- There was little shift in the geographic distribution of veteran adult-only households in shelter between 2019 and 2021.
- Across all geographic types a smaller percentage of veterans in poverty also experienced sheltered homelessness in 2021 than did so prior to the pandemic. In urban areas, the percentage veterans with incomes below the poverty line experiencing sheltered homelessness dropped from 27 percent in 2019 to 22 percent in 2021. In suburban areas, the share of veterans in poverty accessing shelter programs declined from six percent to four percent, and in rural areas from three percent to two percent.

EXHIBIT 5.6: Percentage of Veterans in Adult-only Households Living in Poverty that Experienced Sheltered Homelessness

2019-2021



Data source: Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data; Raw data available in Appendix A.5.2

ESTIMATES OF VETERANS WHO EXPERIENCED SHELTERED HOMELESSNESS IN THE UNITED STATES 2021

What Are the Other Characteristics of Veterans in Adult-Only Households Experiencing Sheltered Homelessness?

- In 2021, 26 percent of veterans and other adults in adult-only households had chronic patterns of homelessness. Urban areas had the highest percent of veterans in adult-only households with chronic patterns (27%). In suburban areas, 22 percent of veterans were experiencing chronic homelessness and in rural areas 17 percent were experiencing chronic homelessness.
- More than one of every 10 sheltered veterans in adult-only households (12%) were survivors of domestic violence, and three percent were currently fleeing unsafe situations. It is important to note that this data represents survivors of domestic violence who accessed homeless services that were not operated by victim service providers and should not be considered the full estimate of survivorship among veterans experiencing sheltered homelessness. Across all geographic areas, between two and three percent of veterans in adult-only households were currently fleeing domestic violence.
- Most veterans in adult only households had a disability in 2021, 72 percent.

How Have the Additional Characteristics of Adult-only Households Experiencing Sheltered Homelessness Changed over Time?

- Overall, veterans in adult-only households who were able to access shelter programs had higher rates of chronic homelessness, disability, and surviving domestic violence in 2021 than in 2019. As the numbers of people staying in shelter dropped during the pandemic, those who used shelter programs, including veterans, were more vulnerable. However, increases were much more modest among veterans than the broader adult-only population, emphasizing the prioritization of veterans for permanent housing across the country.
- The number of sheltered veterans currently fleeing domestic violence increased by 18 percent from 2019 to 2021. The share also increased across geographic categories.
- Between 2019 and 2021, the number of sheltered veterans with chronic patterns of homelessness increased by two percent. The share of veterans with chronic patterns of homelessness increased as well—from 21 percent to 26 percent.
- The number of sheltered veterans that had a disability decreased between 2019 and 2021, by 17 percent. The share of veterans in adult-only households increased slightly, from 70 to 72 percent.

EXHIBIT 5.7: Additional Characteristics of Sheltered Homeless Veterans

2019-2021

	2019	2020	2021	Changes 2019-2021	
	%	%	%	#	%
Chronic Homeless Status of Heads of Households and Adults					
Chronically Homeless	20.8%	22.3%	25.9%	500	2.5%
Domestic Violence Survivor Status of Heads of Veteran Households and Adults					
Total DV Survivors	10.0%	11.4%	12.2%	38	0.4%
DV Survivors Currently Fleeing	1.8%	2.3%	2.7%	393	22.4%
DV Survivors Not Currently Fleeing	7.2%	8.1%	8.8%	13	0.2%
DV Survivors with Unknown Fleeing Status	1.0%	1.1%	0.8%	-367	-37.5%
Not DV Survivors	84.1%	84.1%	83.2%	-15,038	-18.4%
Unknown DV Status	5.9%	4.5%	4.6%	-2,044	-35.7%
Disability Status of Heads of Veteran Heads of Households and Adults					
Disabled	69.7%	71.2%	72.1%	-9,916	-14.6%
Not Disabled	28.7%	27.3%	26.5%	-6,700	-24.0%
Disability Status Unknown	1.6%	1.5%	1.4%	-428	-27.2%

Data source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.5.3

EXHIBIT 5.8: Additional Characteristics of Sheltered Veterans by Geography

2019-2021

Characteristic of Households	Urban Veterans			Suburban Veterans			Rural Veterans		
	2019	2020	2021	2019	2020	2021	2019	2020	2021
Experienced Chronic Homelessness	21.6%	22.9%	27.3%	20.1%	21.8%	22.8%	15.0%	17.3%	16.8%
Domestic Violence Survivor	1.8%	2.5%	3.0%	1.6%	1.4%	1.5%	2.0%	2.5%	3.2%

Data source: Homeless Management Information Systems (HMIS) data

ESTIMATES OF VETERANS WHO EXPERIENCED SHELTERED HOMELESSNESS IN THE UNITED STATES 2021

Engagement of Veteran Adult-only Households with the Homelessness Services System

Data collected through the LSA provides information on several dimensions related to the experience of homelessness. This includes where veteran households were staying immediately prior to entering an emergency shelter, transitional housing, or safe haven program and the length of time spent in shelter programs.

Where Did Veterans in Adult-Only Households Stay Prior to Enrolling in Emergency Shelter, Transitional Housing, or Safe Havens?

- In 2021, 58 percent of veteran adult-only households were already experiencing homelessness prior to their first engagement with a shelter program during the reporting period. Most – 40 percent of the 58 percent – were in unsheltered locations just prior to entering a shelter program. The other 19 percent were staying in other sheltered programs in other CoCs or in shelters that did not participate in HMIS.
- About one in five veterans were housed just prior to entering shelter, the highest share having stayed with friends or family (12%). Four percent were living in rented housing without a subsidy and two percent were in housing with a subsidy.
- Fifteen percent of veterans in adult-only households accessed shelter from an institutional setting – most of whom came from medical facilities (11%).
- In general, the prior living situations of veterans in adult-only households reflect those of the broader sheltered adult-only population. The only discernible difference is in this percentage of veterans enrolling in shelter programs from medical facilities. In 2021, 11 percent of veterans in adult only households accessed shelter from a medical facility compared with seven percent of adult-only households.

How Did the Prior Living Situation of Veteran Households Change over Time?

- Because the number of sheltered veterans declined considerably between 2019 and 2021, the number engaging with the system from most prior living situations also declined. There are a few exceptions: the number of veterans accessing shelter from having previously stayed in hotels increased by six percent (or 186 people).
- There were some shifts in the share of veterans accessing shelter programs from various situations. The share of veterans coming from unsheltered locations increased from 34 percent just prior to the pandemic to 40 percent in 2021.
- The share of veterans accessing the shelter system from a doubled-up living situation decreased from 14 to 12 percent between 2019 through 2021. And those coming from housing that they rented on their own without the use of a subsidy decreased from six to four percent.

EXHIBIT 5.9: Places Households Stayed Before Entering Shelter 2019-2021

	2019	2020	2021	Change 2019-2021	
	%	%	%	#	%
Already Experiencing Homelessness	52.7%	54.3%	58.2%	-4,631	-9.0%
Sheltered	18.8%	19.4%	18.5%	-3,494	-19.0%
Unsheltered	33.9%	34.9%	39.7%	-1,137	-3.4%
Housing	22.8%	21.2%	18.8%	-7,139	-32.1%
Staying with Family or Friends	14.0%	13.3%	12.1%	-3,961	-28.9%
Rented housing unit without subsidy	5.9%	5.4%	4.0%	-2,552	-44.1%
Rented housing unit with subsidy	1.8%	1.7%	2.0%	-154	-8.7%
Owned housing unit	0.8%	0.6%	0.5%	-372	-46.0%
Permanent supportive housing (PSH)	0.2%	0.2%	0.2%	-100	-44.6%
Institutional Settings	16.9%	16.3%	14.7%	-4,636	-28.2%
Incarceration	4.2%	3.7%	3.3%	-1,452	-35.2%
Medical facility	12.4%	12.4%	11.1%	-3,207	-26.5%
Long-term care facility	0.2%	0.2%	0.3%	23	12.1%
Other Settings	4.0%	4.9%	5.2%	220	5.6%
Hotel or motel*	3.6%	4.3%	4.7%	186	5.2%
Other living arrangement	0.4%	0.5%	0.5%	8	2.3%
Missing	3.6%	3.2%	3.1%	-1,034	-29.4%

Data source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.5.4

ESTIMATES OF VETERANS WHO EXPERIENCED SHELTERED HOMELESSNESS IN THE UNITED STATES 2021

- Veterans experiencing homelessness who had another form of shelter experience prior to entering a shelter during the reporting period remained steady at 19 percent from 2019 to 2021. The percentage of veterans experiencing homelessness went from permanent supportive housing to a shelter program stayed constant at less than one percent from 2019 through 2021.

How Long Did Veteran Adult-Only Households Stay in Shelter?

- Veterans in adult only households staying in shelter programs were less likely to leave shelter very quickly than all adult-only households. In 2021, 14 percent of sheltered veterans in adult-only households stayed in a shelter, transitional housing, or safe haven program for seven days or less compared with 21 percent of all sheltered adult-only households.
- Of veterans in adult-only households who accessed a shelter program during the 2021 reporting year, 11 percent stayed in shelter for one year or longer, about the same as the 10 percent of all adult-only households.

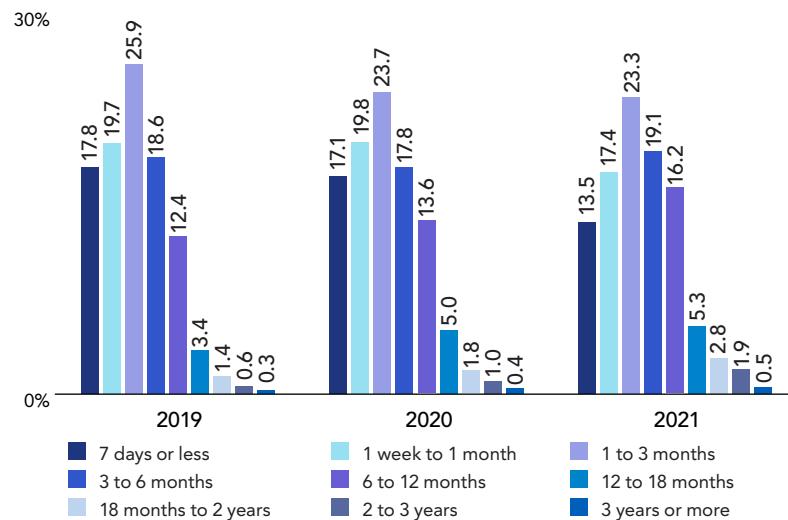
How Has Length of Time in Shelter Programs Changed over Time?

Between 2019 and 2021, a higher share of veterans in adult-only households accessing shelter stayed for longer lengths of time.

- In 2019, more than 18 percent of veterans in adult-only households stayed in shelter for less than seven days. This declined slightly in 2020 (to 17%) and then further declined to 14 percent in 2021.
- Conversely, only six percent of veterans in adult-only households had stayed in shelter programs for one year or longer in 2019, and this rose to 11 percent in 2021.

EXHIBIT 5.10: Length of Stay of Sheltered Homeless Veterans in Adult-Only Households

2019-2021



Data source: Homeless Management Information Systems (HMIS) data

2021

People in Adult-Only Households with Chronic Patterns of Homelessness

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People in Adult-Only Households with Chronic Patterns of Homelessness IN 2021

Overview of Estimates of Chronic Homelessness in the United States

Across both adult-only households and families, more than **243,000 adults** who stayed in an emergency shelter, safe haven, or transitional housing program¹ at any point from October 1, 2020, through September 30, 2021, had chronic patterns of homelessness. This does not include people currently in RRH or PSH with chronic patterns of homelessness who enrolled in those programs prior to the reporting period. A chronic pattern of homelessness means the person has a disability² and has been homeless for at least one year within the past three years.³ Nearly all (95%) were people in adult-only households. This chapter focuses explicitly on those 230,370 people in adult-only households with chronic patterns of homelessness.

In March 2020, about halfway through the 2020 reporting year, the United States declared a state of emergency regarding the COVID-19 pandemic. Given the highly contagious nature of the virus and the lack of vaccines at the time, the pandemic resulted in considerable changes to the capacity of homeless service providers.

To reduce the risk of COVID-19 transmission, facility-based emergency shelters with congregate settings increased physical distancing by reducing the number of beds available for occupancy. These restrictions continued throughout the 2021 reporting year. In addition, common places such as libraries where people experiencing homelessness can connect with service providers that might help them gain access to shelters were also closed during much of this period.

Estimates of the number of people in adult-only households experiencing chronic patterns of homelessness during the 2021 reporting year should be viewed with caution, as the number could be temporarily low compared to the period prior to the pandemic, reflecting reduced capacity in some communities, as well as people's reluctance to enter or remain in shelters during a public health emergency. Because the 2021 reporting period was entirely affected by the COVID-19 pandemic, this report generally makes comparisons between 2021 and 2019, the last full data collection period unaffected by the global pandemic.

- In 2021, 230,370 people in adult-only households that stayed in an emergency shelter, safe haven, or transitional housing program at any point from October 1, 2020, through

¹ The federal government defines these three program types as sheltered homelessness. People using rapid re-housing or permanent supportive housing programs have left homelessness for permanent housing.

² Based on HUD's definition of disability, not the Social Security Administration (SSA). HUD's definition of disability is someone who has a physical or mental impairment that substantially limits one or more major life activities.

³ The criteria for at least one year of homelessness can be met either continuously or by at least four episodes of homelessness totaling a year or more. The three-year timeframe over which this length of time is evaluated varies for each person, as it begins three years prior to the person's last date active during the 2018 reporting year. Time spent in an emergency shelter, safe haven, or an unsheltered location counts towards chronic homelessness. Time spent in a transitional housing program or a permanent housing program does not count.

The number of people with chronic patterns of homelessness increased by 33% between 2019, just prior to the pandemic, and 2021.

EXHIBIT 6.1: One-Year Estimates of Sheltered Adult-Only Households with Chronic Patterns of Homelessness 2019-2021

	2019	2020	2021	Change 2020-2021	
	#	#	#	#	%
Chronically Homeless People in Adult-Only Households	173,588	184,467	230,370	56,782	32.7%
Chronically Homeless Adult-Only Households	173,179	183,411	228,828	55,650	32.1%
All People in Adult-Only Households	935,763	824,499	815,896	-119,867	-12.8%
All Adult-Only Households	922,735	814,095	801,863	-120,872	-13.1%

Data source: Homeless Management Information Systems (HMIS) data;

PEOPLE IN ADULT-ONLY HOUSEHOLDS WITH CHRONIC PATTERNS OF HOMELESSNESS IN 2021

- September 30, 2021, had chronic patterns of homelessness.
- Nearly 3 of every 10 adults in adult-only households (28%) had a chronic pattern of homelessness.
 - While other populations experienced a decline in homelessness between 2019, the pre-pandemic year, and 2021, the number of people in adult-only households with chronic patterns of homelessness increased by 33 percent, from 173,588 to 230,370, reflecting the general increase in the vulnerability of the population served during the pandemic. Much of this change occurred between 2020 and 2021, during which time the number of people in adult-only households with chronic patterns of homelessness increased by 25 percent (45,902 more people).
 - In addition to the number of individuals experiencing chronic homelessness increasing, the *share* of people in adult-only households with chronic patterns of homelessness increased from 19 percent in 2019 to 28 percent in 2021. Many communities made considerable efforts to engage people in encampments – many of whom had chronic patterns of homelessness -- and move them into non-congregate emergency shelter to reduce the risk of COVID transmission. However, the number of people with chronic patterns of homelessness might have increased even more without the drop in shelter capacity that occurred due to the pandemic.

Characteristics of People in Adult-Only Households with Chronic Patterns of Homelessness in 2021

What were the Demographic Characteristics of Sheltered Adult-Only Households with Chronic Patterns of Homelessness in 2021?

- The gender characteristics of people with chronic patterns of homelessness are similar to those of all people in adult-only households. Just under seven in ten people in adult-only households experiencing chronic homelessness were men (68%), and 32 percent were women. People who identified as transgender, gender non-binary, or gender questioning made up less than one percent of people in adult-only households with chronic patterns of homelessness, the same as their share of all heads of adult-only households.
- People experiencing chronic patterns of homelessness were generally

EXHIBIT 6.2a: Demographic Characteristics of People in Adult-Only Sheltered Households with Chronic Patterns of Homelessness

By Gender and Age, 2019-2021

	2019		2020		2021	
	Sheltered Adults in AO Households with Chronic Patterns of Homelessness	All Sheltered Adults in AO Households	Sheltered Adults in AO Households with Chronic Patterns of Homelessness	All Sheltered Adults in AO Households	Sheltered Adults in AO Households with Chronic Patterns of Homelessness	All Sheltered Adults in AO Households
Gender of Heads of Households						
Female	28.6%	30.5%	29.4%	29.4%	31.7%	31.3%
Male	70.9%	69.1%	69.9%	70.0%	67.5%	67.9%
Gender Non-Singular*	0.1%	0.1%	0.1%	0.1%	0.2%	0.2%
Gender Questioning					0.0%	0.0%
Transgender	0.5%	0.4%	0.6%	0.5%	0.6%	0.6%
Age of All People in the Household						
18-24	5.7%	11.0%	5.3%	10.1%	5.1%	9.6%
25-34	15.1%	20.6%	15.9%	20.4%	14.7%	19.3%
35-44	19.7%	20.6%	20.6%	21.1%	20.3%	21.2%
45-54	26.6%	22.6%	25.3%	21.9%	24.1%	21.1%
55-64	26.3%	19.7%	25.6%	20.4%	27.0%	21.3%
65 and older	6.7%	5.5%	7.3%	6.2%	8.7%	7.4%

Data source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.6.1

Notes: Data on characteristics excludes people for whom the characteristic is missing/unknown. Data on age is based on all people in adult-only households. Gender, ethnicity, and race are based on the heads of household.

*Category in HMIS is "a gender that is not singularly 'female' or 'male.' This represents a change in the category from 2019 and 2020 which used the category name 'gender non-conforming.'

PEOPLE IN ADULT-ONLY HOUSEHOLDS WITH CHRONIC PATTERNS OF HOMELESSNESS IN 2021

older than the general population of sheltered adult-only households. Six in ten people experiencing chronic homelessness in adult-only households (60%) were over 44 years old compared to five in ten people (50%) among all sheltered adult-only households. Adults who were elderly or near elderly (55 or older) made up a larger share of the population of adult-only households with chronic patterns of homelessness compared to their share among all sheltered people in adult-only households (36% vs. 29%).

- At the other end of the age spectrum for adults, the percentage of youth (between 18 and 24) among people in adult-only households with chronic patterns of homelessness was half that of all people in adult-only households using shelters (5% vs 10%).
- People who identified as Hispanic or Latino/a/x of any race comprised 18 percent of all chronically homeless individuals in adult-only households, the same as their share of all heads of adult-only households. Of all people in adult-only households who identified as Hispanic or Latino/a/x, 29 percent had chronic patterns of homelessness, similar to the share of all adults in adult-only households (28%).
- People who identified as Black or African American were slightly underrepresented among people experiencing chronic homelessness compared to the sheltered adult-only population (34% vs. 37%), though still overrepresented compared to their share of the total population. More than one-quarter of Black heads of adult-only households had chronic patterns of homelessness (27%).
- Nearly 4 of every 10 people in adult-only households (38%) who identified as belonging to more than one racial group had chronic patterns of homelessness, considerably higher than the 28 percent of all adult-only households.
- People identifying as White made up a slightly higher percentage of people with chronic patterns of homelessness compared with the general sheltered adult-only population (56% vs. 54%).
- People who identified as Native American or Alaska Native accounted for three percent of all heads of chronically homeless adult-only households, similar to their share of heads of all adult-only households. However, one-third (33%) of all people in adult-only households who identified as Native American or Alaska Native had chronic patterns of homelessness, higher than the share of all people in adult-only households (28%).
- Native Hawaiians or Pacific Islanders and Asian or Asian Americans also accounted for a similar share of heads of chronically homeless

EXHIBIT 6.2b: Demographic Characteristics of People in Adult-Only Sheltered Households with Chronic Patterns of Homelessness

By Ethnicity and Race, 2019-2021

	2019		2020		2021	
	Sheltered Adults in AO Households with Chronic Patterns of Homelessness	All Sheltered Adults in AO Households	Sheltered Adults in AO Households with Chronic Patterns of Homelessness	All Sheltered Adults in AO Households	Sheltered Adults in AO Households with Chronic Patterns of Homelessness	All Sheltered Adults in AO Households
Ethnicity of Chronically Homeless Heads of Households						
Hispanic/Latino/a/x	14.8%	14.2%	14.8%	14.9%	18.2%	18.2%
Non-Hispanic/Non-Latino/a/x	85.3%	85.8%	85.2%	85.1%	81.8%	81.8%
Race of Chronically Homeless Heads of Households						
Asian or Asian American	0.7%	0.7%	0.7%	0.9%	1.1%	1.1%
Black or African American	35.3%	38.7%	34.6%	37.8%	34.4%	37.2%
Multiple Races	4.5%	3.3%	5.1%	3.7%	4.7%	3.6%
Native American/American Indian or Alaska Native	3.6%	3.2%	3.9%	3.5%	3.3%	2.9%
Native Hawaiian or Pacific Islander	0.8%	0.9%	0.6%	0.9%	0.7%	0.9%
White, Hispanic/Latino/a/x	10.9%	9.8%	10.4%	9.9%	14.1%	13.5%
White, Non-Hispanic/Non-Latino/a/x	44.3%	43.5%	44.7%	43.3%	41.6%	40.5%

Data source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.6.1

Notes: Data on characteristics excludes people for whom the characteristic is missing/unknown. Data on age is based on all people in adult-only households. Gender, ethnicity, and race are based on the heads of household.

PEOPLE IN ADULT-ONLY HOUSEHOLDS WITH CHRONIC PATTERNS OF HOMELESSNESS IN 2021

households as they did all adult-only households. The rate of chronic homelessness among Native Hawaiians or Pacific Islanders was lower than that of all adult-only households (22% vs 28%).

How Did the Characteristics of Adult-Only Households with Chronic Patterns of Homelessness Change over Time?

In general, demographic characteristics change very little year to year. However, data show distinct changes for some populations in their access to shelter programs before and after the onset of the pandemic, comparing 2019 with 2021. The most notable changes in the characteristics of adult-only households with chronic patterns of homelessness occurred in the numbers of adults identifying as female, Hispanic or Latin(o)(a)(x), and people ages 65 and older.

- The share of people with chronic patterns of homelessness in the adult-only population who identify as female increased slightly between 2019 and 2021, from 29 percent to 32 percent.
- Age shifted only slightly, with a larger elderly (65 and older) population in 2021 than in 2019.
- The racial demographics of people in adult-only households with chronic patterns of homelessness remained consistent between 2019 and 2021.
- An exception was among the Hispanic/Latin(o)(a)(x) population, which increased from 15 percent of the chronic population in 2019 to 18 percent in 2021.
- Another exception was for people who identified as Native American or Alaskan Native, which saw a drop of 1,351 adults with chronic patterns of homelessness. This could reflect the reduced shelter capacity during the pandemic, which may have disproportionately affected this population.

Where Did Adult-only Households Experiencing Chronic Patterns of Homelessness Access Emergency Shelter, Transitional Housing, or Safe Haven Programs?

- Eight in ten sheltered adult-only households with chronic patterns of homelessness were in urban areas (82%), higher than the share of all adult-only households experiencing sheltered homelessness (79%).
- Suburban areas accounted for approximately 14 percent of the chronically homeless population, the same share as for all adult-only households using shelters.
- Rural areas accounted for a smaller share of adult-only households experiencing chronic homelessness than of all sheltered adult-only households (4% vs. 7%). However, it is important to note that, because these data are based on the use of emergency shelter, transitional housing, or safe havens, many dimensions of rural homelessness, including chronic patterns, may be missed. Rural areas often have fewer shelter programs, possibly driving people to stay outside, in their cars, or in abandoned buildings—that is, to experience unsheltered homelessness. In addition, other forms of housing instability such as doubling up may be more common in rural areas.

EXHIBIT 6.3: Rates of Chronic Homelessness among Adult-Only Sheltered Households by Race and Ethnicity 2021

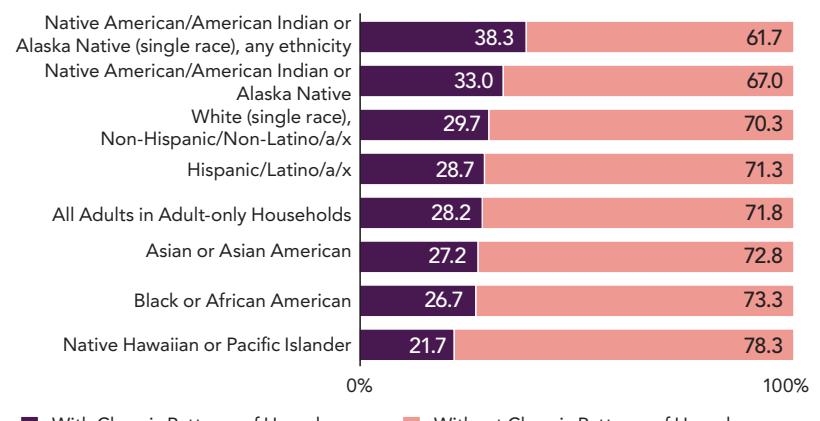
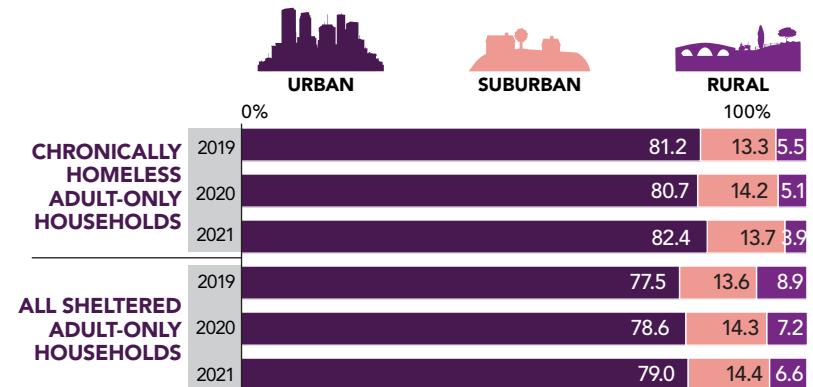


EXHIBIT 6.4: Geographic Location of Sheltered Adult-Only Households with Chronic Patterns of Homelessness

2019-2021



Data source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.6.2

PEOPLE IN ADULT-ONLY HOUSEHOLDS WITH CHRONIC PATTERNS OF HOMELESSNESS IN 2021

How Did the Location of Shelter Stays for Adult-Only Households Experiencing Chronic Patterns of Homelessness Change over Time?

- The geographic distribution of adult-only sheltered households with chronic patterns of homelessness changed only slightly between 2019 and 2021. The share of adult-only households experiencing chronic homelessness located in suburban areas increased from 13 percent to 14 percent, while the share in rural areas decreased from six percent to four percent.
- Urban areas continued to account for the largest share of adult-only households experiencing chronic homelessness, increasing slightly from 81 percent in 2019 to 82 percent in 2021.

Additional Characteristics of Heads of Households and Other Adults

What Were the Other Characteristics of Adult-Only Households Experiencing Chronic Patterns of Homelessness?

- In 2021, nine percent of chronically homeless people in adult-only households were veterans. The percentage of all chronically homeless people in adult-only households that were veterans ranged from eight to nine percent across geographic areas.
- Survivors of domestic violence made up 28 percent of all sheltered people in adult-only households experiencing chronic homelessness in 2021. This is considerably higher than the share of all people in adult-only households that were survivors of domestic violence (20%).
- Approximately seven percent of adults with chronic patterns of homelessness were currently fleeing domestic violence in 2021. It is important to note that this data represents survivors of domestic violence who accessed homeless services that were not operated by victim service providers and should not be considered the full estimate of survivorship among people experiencing chronic homelessness who accessed the sheltered system.
- Given the way data are reported, it is not possible to understand the percentage of adults in each geographic category who are survivors of domestic violence – regardless of fleeing status. However, data are available on the share of people currently fleeing domestic violence by geography. Rural areas had a higher rate of chronically

EXHIBIT 6.5: Additional Characteristics of Sheltered Adult-Only Households with Chronic Patterns of Homelessness 2019-2021

	2019	2020	2021	Change 2019-2021	
	#	%	#	#	%
Veteran Status of Chronically Homeless Heads of Households					
Veteran	11.8%	10.0%	9.1%	435	2.2%
Non-Veteran	87.8%	89.5%	90.4%	54,058	35.8%
Domestic Violence Survivor Status of Chronically Homeless Heads of Households					
Total DV Survivors	24.3%	26.9%	27.8%	21,324	50.9%
DV Survivors Currently Fleeing	6.2%	7.2%	7.3%	6,004	56.3%
DV Survivors Not Currently Fleeing	16.7%	18.3%	19.1%	14,756	51.5%
DV Survivors with Unknown Fleeing Status	1.5%	1.4%	1.4%	563	22.3%
Not DV Survivors	72.4%	70.4%	69.2%	32,630	26.2%
Unknown DV Status	3.3%	2.8%	3.0%	980	17.1%

Data source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.6.3

EXHIBIT 6.6: Characteristics of Chronically Homeless Adult-Only Households by Geography 2019-2021

	Urban Households			Suburban Households			Rural Households		
	2019	2020	2021	2019	2020	2021	2019	2020	2021
Veteran	11.7%	10.2%	9.2%	12.8%	9.5%	8.8%	10.5%	9.9%	8.3%
Domestic Violence Survivor	6.2%	7.6%	7.6%	5.0%	5.1%	6.2%	8.3%	8.5%	9.4%

Data source: Homeless Management Information Systems (HMIS) data

PEOPLE IN ADULT-ONLY HOUSEHOLDS WITH CHRONIC PATTERNS OF HOMELESSNESS IN 2021

homeless people currently fleeing unsafe situations (9%) than urban areas (8%) or suburban areas (6%).

How Have the Additional Characteristics of Adult-only Households Experiencing Chronic Patterns of Homelessness Changed over Time?

- Between 2019 and 2021, the share of people in adult-only households with chronic patterns of homelessness who were veterans decreased from 12 percent to nine percent. However, the overall number of chronically homeless adults who were veterans increased by 435 people over the same period.
- The percentage of chronically homeless adults who were veterans declined across geographic categories, with the largest drop occurring in suburban areas (13% in 2019 to 9% in 2021).
- Compared with 2019, the year prior to the pandemic, in 2021 the number of chronically homeless individuals who were survivors of domestic violence was 34 percent higher. The share of heads of adult-only households with chronic patterns of homelessness that were survivors of domestic violence also increased, from 24 percent to 28 percent.
- The percentage of chronically homeless adults who were survivors of domestic violence increased across all geographic categories, with the largest increase occurring in urban areas (6% in 2019 to 8% in 2021).

Engagement of Adult-only Households Experiencing Chronic Patterns of Homelessness with the Homelessness Services System

Data collected through the LSA provides information on several dimensions related to the experience of homelessness. This includes whether households experiencing homelessness are doing so for the first time, are continuously engaged in the homeless system from the prior year or have returned to homelessness after exiting to a permanent, temporary, or unknown situation. This section also provides information on where people were staying immediately prior to entering an emergency shelter, transitional housing, or safe haven program.

Where Did Adult-Only Households Stay Prior to Entering Shelters?

- Nearly eight of every ten adult-only households experiencing chronic homelessness that entered shelter programs at some point in 2021, 79 percent, were previously experiencing homelessness. This is higher than the share among all sheltered adult-only households, where a total of 59 percent had stayed in either sheltered or unsheltered locations.
- Among all adult-only households experiencing chronic homelessness, 59 percent were staying in unsheltered situations prior to entering a shelter and 20 percent had been staying in an emergency shelter, transitional housing, or safe haven program.
- Just under ten percent of adult-only households experiencing chronic homelessness were staying in a housed situation prior to entering a shelter program: seven percent were

EXHIBIT 6.7: Places Chronically Homeless Households Stayed Before Entering Shelter

2019-2021

	2019	2020	2021	Change 2019-2021	
	%	%	%	#	%
Already Homeless	73.7%	74.3%	78.9%	52,857	41.4%
Sheltered	22.5%	23.2%	20.4%	7,719	19.8%
Unsheltered	51.2%	51.1%	58.5%	45,138	50.9%
Housing	12.9%	12.1%	9.6%	-412	-1.8%
Staying with Family	4.8%	4.2%	3.3%	-682	-8.3%
Staying with Friends	5.2%	5.0%	4.1%	393	4.3%
Rented housing unit without subsidy	2.1%	2.1%	1.4%	-550	-15.1%
Rented housing unit with subsidy	0.4%	0.5%	0.5%	406	57.8%
Owned housing unit	0.2%	0.2%	0.1%	-85	-22.8%
Permanent supportive housing (PSH)	0.2%	0.2%	0.2%	106	30.3%
Institutional Settings	10.1%	10.4%	7.5%	-257	-1.5%
Incarceration	3.0%	2.8%	1.6%	-1,496	-29.3%
Medical facility	7.0%	7.4%	5.8%	1,136	9.3%
Long-term care facility	0.1%	0.2%	0.1%	103	49.8%
Other Settings	2.0%	2.0%	2.2%	1,544	43.8%
Hotel or motel	1.8%	1.7%	2.0%	1,590	51.7%
Foster care	0.1%	0.1%	0.0%	-45	-46.9%
Other living arrangement	0.2%	0.3%	0.2%	-1	-0.3%
Missing	1.3%	1.2%	1.8%	1,919	87.3%

Data source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.6.4

PEOPLE IN ADULT-ONLY HOUSEHOLDS WITH CHRONIC PATTERNS OF HOMELESSNESS IN 2021

- doubled up with friends or family, one percent were staying in rented housing without a subsidy, and the remaining one percent were staying in subsidized or supported housing.
- About eight percent of adult only households with chronic patterns of homelessness were staying in an institutional setting prior to accessing shelter. Most (6%) were in a medical facility, including physical health or physical rehabilitation facilities, mental health facilities, and substance use rehabilitation programs. Two percent entered shelters directly from the criminal justice system.
 - Two percent of adult only households experiencing chronic homelessness were staying in hotels or motels that they paid for on their own prior to staying in shelter.

How Did System Engagement Change over Time?

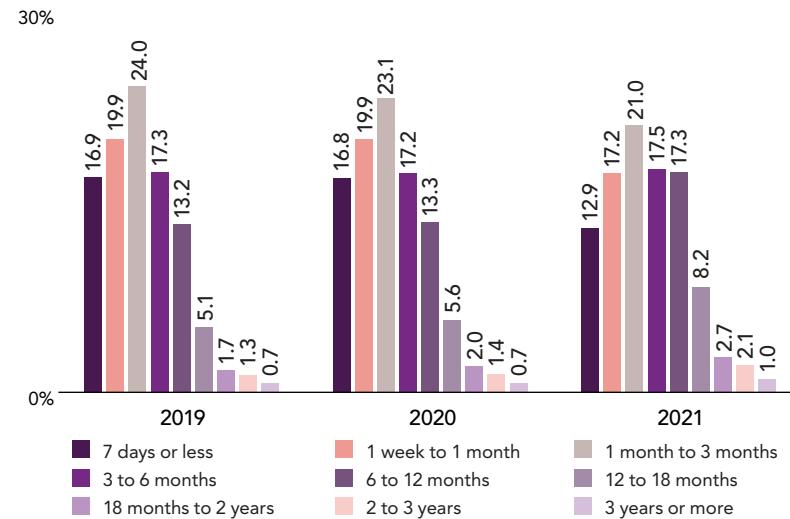
- The number of adult-only households with chronic patterns of homelessness that were previously experiencing homelessness increased by 41 percent between 2019 and 2021. This further emphasizes the challenges of leaving homelessness during the pandemic.
- Perhaps the strongest indication of the concentrated efforts to engage and shelter populations highly susceptible to severe illness from the COVID-19 is the significant increase in the number of adult-only households with chronic patterns of homelessness that entered shelter from an unsheltered situation. Between 2019 and 2021, there was a 51 percent increase in the number of households entering shelter from unsheltered situations.
- The share of adult-only household with chronic patterns of homelessness that entered shelter programs from a housed situation decreased from 13 percent in 2019 to ten percent in 2021.
- While the number of adult-only households with chronic patterns of homelessness that entered shelter programs from institutional settings remained relatively constant between 2019 and 2021, their share decreased from 13 percent in 2019 to ten percent in 2021.
- Similar to the general sheltered adult-only population, the number of adult-only households with chronic patterns of homelessness that entered the shelter system directly from the criminal justice system also declined during the pandemic. There were 29 percent fewer adult-only households experiencing chronic homelessness that entered shelter from the criminal justice system in 2021 than in 2019.
- The number of adult-only households with chronic patterns of homelessness that entered shelter from a medical facility increased by nine percent during the pandemic.
- Between 2019 and 2021, there was a 51 percent increase in the number of adult-only households with chronic patterns of homelessness that entered the shelter system from a hotel or motel that the household paid for on their own.

How Long Did Adult-Only Households Experiencing Chronic Patterns of Homelessness Stay in Shelter?

- In 2021, half of all adult-only households with chronic patterns of homelessness stayed in shelter for three months or less (51%).
- Compared to the general population of sheltered people in adult-only households, chronically homeless adult-only households tended to stay in shelter longer. Nearly one-fifth (17%) of all adult-only households with chronic patterns of homelessness stayed in shelter for six months

EXHIBIT 6.8: Length of Stay of Sheltered Chronically Homeless Adult-Only Households

2019-2021



Data source: Homeless Management Information Systems (HMIS) data;

PEOPLE IN ADULT-ONLY HOUSEHOLDS WITH CHRONIC PATTERNS OF HOMELESSNESS IN 2021

to a year (181 to 365 days). This is higher than the share of all adult-only households (13%). Together, 31 percent of adult-only households with chronic patterns of homelessness stayed in shelter for 181 days or more compared to 22 percent of all adult-only households.

- Of people who accessed a shelter program during the 2021 reporting year, about 14 percent of adult-only households experiencing chronic homelessness had stayed in shelter for one year or longer.

How Has Length of Time in Shelter Programs Changed over Time?

Between 2019 and 2021, a higher share of adult-only households experiencing chronic homelessness stayed in shelter programs for longer lengths of time. This could reflect a combination of an increased difficulty in leaving the experience of homelessness during the pandemic, the effects of the pandemic on case management staff and others that support the transition from homelessness to permanent housing, and the reluctance on the part of landlords to rent to certain populations during the eviction moratorium.

- In 2019, 17 percent of adult-only households experiencing chronic homelessness stayed in shelter for seven days or less. This remained unchanged in 2020 but decreased to 13 percent in 2021.
- Conversely, 14 percent of adult-only households experiencing chronic homelessness had stayed in shelter programs for one year or longer in 2021, compared with ten percent in 2020 and nine percent in 2019.
- The largest shift in length of stay was among the share of adult-only chronically homeless households staying in shelter for six months to a year (181 to 365 days), which increased from 13 percent in 2019 and 2020 to 17 percent in 2021.

2021

People Using Rapid Re-Housing Programs

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People Using Rapid Re-Housing Programs

129,000 households lived in housing supported by rapid rehousing subsidies in 2021, 2% more than in 2019.

Overview of Estimates of People and Households Using Rapid Rehousing Programs in 2021

Approximately **237,000 people in 129,000 households lived in housing supported by Rapid Re-housing (RRH) subsidies** at some point between October 1, 2020 to September 30, 2021. RRH programs help people leave homelessness by providing time-limited rent subsidies in permanent housing along with case management that may continue after the household has moved into the permanent housing unit supported by the rent subsidy. Communities decide the focus of case management, the duration of the rent subsidy, and how the subsidy amount is determined. Sometimes the subsidy is only a one-time cash payment—for example, to cover move-in costs and first and last-month's rent--and sometimes it continues for many months. When the rent subsidy ends, the household may be able to stay in the housing unit and pay rent from its earnings or other resources.

RRH has become an important component of the homelessness services system across the United States and is heavily used to help individuals and families leave emergency shelters for permanent housing. Data presented in this chapter are limited to people who are living in rental housing with the assistance of rapid rehousing funding. Households that are enrolled in rapid rehousing but have not yet moved into a unit are excluded from this analysis.

In March 2020, about halfway through the 2020 reporting year, the United States declared a state of emergency regarding the COVID 19 pandemic. Given the highly contagious nature of the virus and the lack of vaccines at the time, Federal and state governments implemented a series of stay-at-home orders, quarantines, and social distancing measures to minimize the spread of the virus. This resulted in considerable changes to the capacity of homeless service providers, including the staff of coordinated entry systems (CES) who refer people to RRH and the case managers who help people through the process of finding units and moving in. In addition, disruptions to housing markets during the pandemic may have made it more difficult to find housing units with vacancies and willing landlords.

Estimates of the number of people living in housing supported by RRH subsidies during the 2021 reporting year should be viewed with some caution, as the number could be temporarily low compared to the period prior to the pandemic, reflecting the disruptions to staffing and to housing markets in some communities. This may have

EXHIBIT 7.1: One-Year Estimates of People Using Rapid Re-Housing Subsidies 2019-2021

	2019		2020		2021		Change 2019-2021	
	#	%	#	%	#	%	#	%
Households in RRH programs	127,058		122,787		129,416		2,358	1.9%
People in RRH Programs	260,718		242,510		236,934		-23,784	-9.1%
People in RRH by Household Type								
People in Adult-Only Households	76,296	60.1%	76,342	62.2%	86,795	67.1%	10,499	13.8%
People in Family Households	50,758	39.9%	46,365	37.8%	42,598	32.9%	-8,160	-16.1%

Data Source: Homeless Management Information Systems (HMIS) data

Note: The sum of people by household type is slightly different than the total number of people because people may be counted in more than one household type over the course of a year. Additionally, a very small share of RRH residents (<1%) were under the age of 18 and in a child-only household.

PEOPLE USING RAPID RE-HOUSING PROGRAMS IN 2021

affected RRH residency, as most people access the program through homeless service providers, and many programs, including SSVF, rely mainly on scattered-site units.

- An estimated 236,934 people in 129,416 households were participating in a RRH program and using its rent subsidies at some time between October 1, 2020, and September 30, 2021.
- Just over two-thirds of households (68%) that used RRH in 2021 were families with children. One-third were adult-only households.
- The number of households using RRH programs increased by two percent between 2019 – the year prior to the pandemic – and 2021. The increase was driven entirely by people in adult-only households using rapid rehousing subsidies, which rose by 14 percent. People in families with children partially offset this rise, decreasing by 16 percent.
- This pattern may reflect the drop in the number of people in families using shelters (a decline of 33%), given that many communities use RRH to help people leave shelters quickly. (See Chapter 3, Estimates of Sheltered People in Families with Children.) In addition, while the eviction moratoria helped households stay in housing during this time, it also reduced turnover in low-cost housing, possibly making it difficult for people enrolled in RRH to find housing units in which to use their subsidies. Finally, the decline in the use of RRH by families and the growth of its use by individuals may in part be a continuation of what was already occurring prior to the onset of the pandemic, with more RRH resources made available to adult-only households.
- While the number of people using rapid rehousing subsidies declined, the number of households increased modestly (by 2%). This reflects the increased use of RRH by people in households with only adults.

EXHIBIT 7.2: Change in Estimates of Homelessness, Users of Rapid Re-Housing Subsidies, Households in Poverty, and All U.S. Households 2020-2021

	Change in People 2019-2021		Change in Households 2019-2021		Change in People 2020-2021		Change in Households 2020-2021	
	#	%	#	%	#	%	#	%
Population								
Staying in Shelter Programs	-242,666	-16.7%	-163,696	-14.9%	-39,516	-3.2%	-21,372	-2.2%
Using Rapid Re-Housing	-23,784	-9.1%	2,358	1.9%	-5,576	-2.3%	6,629	5.4%
Living in Poverty	2,007,722	5.1%	1,275,482	8.1%	3,050,255	8.0%	1,438,485	9.2%
In U.S. Population	3,654,222	1.1%	4,417,202	3.4%	2,388,930	0.7%	2,891,618	2.2%

Data Source: Homeless Management Information Systems (HMIS) data

EXHIBIT 7.3a: Demographic Characteristics of Households Using Rapid Re-Housing and Staying in Shelters

By Gender and Age, 2019-2021

	2019		2020		2021	
	Using Rapid Re-Housing Subsidies	Staying in Shelters	Using Rapid Re-Housing Subsidies	Staying in Shelters	Using Rapid Re-Housing Subsidies	Staying in Shelters
Gender of Heads of Households						
Female	53.7%	38.9%	52.6%	37.7%	51.5%	38.7%
Male	45.8%	60.7%	47.0%	61.8%	47.8%	60.6%
Gender non-singular*	0.1%	0.1%	0.1%	0.1%	0.2%	0.2%
Questioning					0.0%	0.0%
Transgender	0.4%	0.3%	0.4%	0.4%	0.5%	0.6%
Age of All People in the Household						
Less than 18	42.3%	22.7%	40.4%	21.3%	36.8%	20.6%
18-24	8.0%	9.7%	9.1%	9.3%	9.6%	8.8%
25-34	15.5%	18.8%	15.2%	18.9%	15.2%	18.1%
35-44	12.4%	16.5%	12.7%	17.2%	12.9%	17.5%
45-54	9.6%	15.6%	9.7%	15.5%	10.1%	15.3%
55-64	9.4%	12.9%	9.7%	13.7%	11.0%	14.7%
65 and Older	2.8%	3.6%	3.3%	4.2%	4.4%	5.1%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.7.1

Notes: Data on characteristics excludes people for whom the characteristic is missing/unknown. Data on age is based on all people in adult-only households. Gender, ethnicity, and race are based on the heads of household.

*Category in HMIS is "a gender that is not singularly 'female' or 'male.' This represents a change in the category from 2019 and 2020 which used the category name 'gender non-conforming.'

PEOPLE USING RAPID RE-HOUSING PROGRAMS IN 2021

How Did Estimates of Households Living in RRH Compare to the Sheltered Populations?

- One out of every 175 people with incomes below the poverty line (and 1 out of every 132 households with incomes below the poverty line) used RRH to subsidize their housing at some point in 2021.
- A higher share of people in families with children with incomes below the poverty line used RRH in 2021 than poor adult-only households (1 of every 160 people in families vs. 1 of every 199 people in households with only adults).
- While the number of people using RRH subsidies declined between 2019 and 2021, the number of people living in poverty increased by five percent.

EXHIBIT 7.3b: Demographic Characteristics of Households Using Rapid Re-Housing and Staying in Shelters

By Ethnicity and Race, 2019-2021

	2019		2020		2021	
	Using Rapid Re-Housing Subsidies	Staying in Shelters	Using Rapid Re-Housing Subsidies	Staying in Shelters	Using Rapid Re-Housing Subsidies	Staying in Shelters
Ethnicity of Heads of Households						
Hispanic/Latino/a/x	13.5%	15.8%	15.5%	16.2%	15.0%	19.3%
Non-Hispanic/Non-Latino/a/x	86.5%	84.2%	84.5%	83.8%	85.0%	80.8%
Race of Heads of Households						
Asian or Asian American	0.6%	0.7%	0.6%	0.8%	0.8%	1.1%
Black or African American	43.4%	40.5%	41.6%	40.0%	41.8%	38.6%
Multiple Races	4.3%	3.5%	4.8%	3.8%	4.8%	3.7%
Native American/American Indian or Alaska Native	2.3%	3.0%	2.3%	3.3%	1.9%	3.0%
Native Hawaiian or Pacific Islander*	0.7%	0.9%	0.8%	0.9%	1.1%	0.9%
White, Hispanic/Latino/a/x	9.8%	10.8%	11.0%	10.7%	10.6%	14.0%
White, Non-Hispanic/Non-Latino/a/x	38.9%	40.6%	39.0%	40.4%	38.9%	38.3%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.7.1

Notes: Data on characteristics excludes people for whom the characteristic is missing/unknown. Data on age is based on all people in adult-only households. Gender, ethnicity, and race are based on the heads of household.

*HMIS data includes people experiencing homelessness in Guam while ACS data do not include Guam

PEOPLE USING RAPID RE-HOUSING PROGRAMS IN 2021

Characteristics of People Living in Housing Supported by Rapid Rehousing Programs

What Were the Demographic Characteristics of Households Using RRH Subsidies?

- Compared with the sheltered population, more heads of households using RRH to subsidize their permanent housing in 2021 were women (52% compared to 39%). Despite the drop in use of RRH by families with children and the increase by adult-only households, RRH was still used more heavily by families compared with shelters in 2021.
- About 37 percent of people in households using RRH subsidies were under the age of 18, again reflecting the greater use of RRH by families. By comparison, 21 percent of people in shelter were under the age of 18. People who were elderly or near elderly (55 or older) were a smaller share of people in the RRH program than of those staying in shelter (15% vs. 20%).
- A slightly smaller share of households using RRH subsidies were Hispanic/Latino/a/x (15%) than the share of people staying in sheltered locations (19%) in 2021.
- The share of Black, African or African American heads of households in RRH was slightly higher (42%) than their share of households using shelters (39%) in 2021.
- Native Americans accounted for a slightly lower share of RRH households (2%) than their share of households using shelters (3%).
- Despite the relatively heavy use of RRH by families, most households using RRH (61%) consisted of just one person.
- Households with adults and children using RRH subsidies were similar in composition to households with children staying in shelter. Nearly three in four families with children (73%) in both shelter and using RRH subsidies were single adults with children.

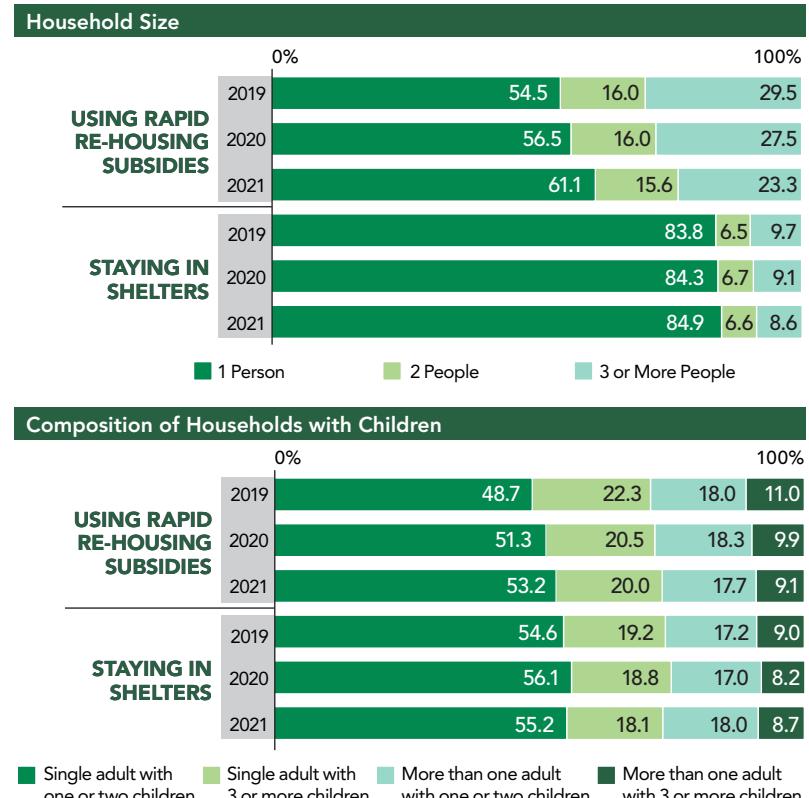
How Did the Demographic Characteristics Change over Time?

In general, the characteristics of people using RRH change little year to year. However, data show distinct changes for some populations in their use of RRH subsidies before and after the onset of the pandemic, comparing 2019 with 2021. The most notable changes in the characteristics of RRH households occurred in the numbers of men, children, and people 65 and older.

- The 13 percent increase in adult only households using RRH contributed to a small increase in male heads of household, from 46 percent to 48 percent.
- The percentage of people using RRH subsidies who were children declined from 42 percent in 2019 to 37 percent in 2021.
- Between 2019 and 2021, there was a slight increase in the number of people in RRH who were aged 65 or older (from 3 to 4%).

EXHIBIT 7.4: Household Composition of People Using Rapid Re-Housing and Staying in Shelters

2019-2021



■ Single adult with one or two children ■ Single adult with 3 or more children ■ More than one adult with one or two children ■ More than one adult with 3 or more children

Data source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.7.2

PEOPLE USING RAPID RE-HOUSING PROGRAMS IN 2021

Where Did Households Using RRH Subsidies Live?

- Households in the RRH program were less likely to be in urban areas and more likely to be in suburban or rural areas than households using shelter programs. In 2021, 70 percent of households using RRH were in urban areas, lower than the percentage of people using shelters in urban areas (78%).
- A larger share of RRH households were in rural areas than sheltered households. In 2021, 11 percent of RRH households were in rural areas compared to seven percent of sheltered households.
- Almost one in five RRH households (19%) were in suburban areas in 2021 compared with 15 percent of households using shelter programs.
- The higher percentages of RRH households in suburban and rural areas than sheltered households likely reflect a combination of factors including limited affordable housing (and therefore more homelessness) in urban areas and a greater use of RRH in areas with limited shelter programs.

How Did the Location of RRH Use Change over Time?

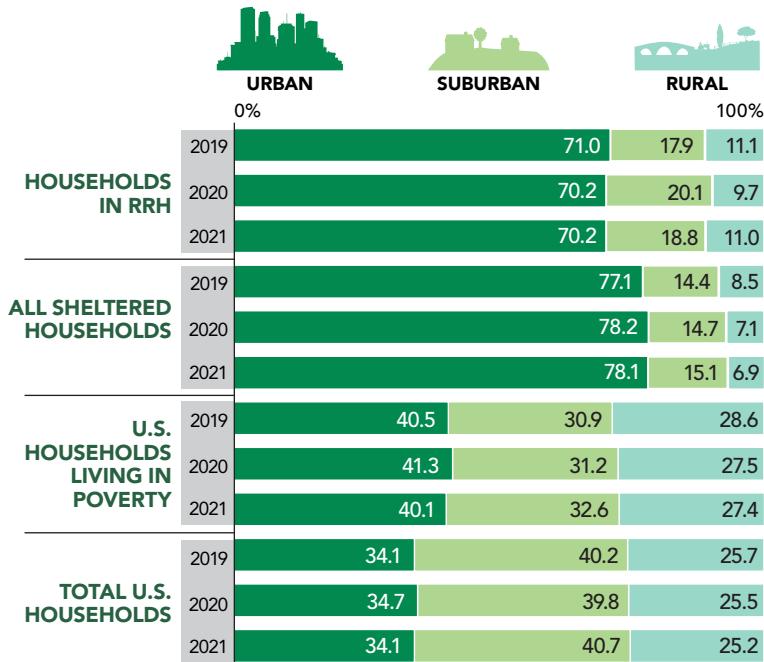
- There was little change in the location of RRH households between 2019 and 2021. There was a very slight shift from urban areas toward suburban areas. By comparison, sheltered households shifted slightly toward urban areas during the same time period.

What Were the Other Characteristics of Households Using RRH Subsidies?

- In 2021, 18 percent of heads of households and other adults using RRH programs had chronic patterns of homelessness before using RRH to rent permanent housing. This compares with 25 percent of adults staying in shelters.
- The rate of chronic patterns of homelessness among adults in RRH programs was highest in urban and suburban areas, where 21 percent of all adults in RRH had experienced chronic homelessness. About 13 percent of adults using RRH subsidies in rural areas had chronic patterns of homelessness.
- More than one of every five adults using RRH subsidies in 2021 was a veteran (20%). This is considerably higher than the rate of veterans among the sheltered population (9%). The high percentage of veterans in RRH programs reflects the considerable RRH resources directed to veterans through the Supportive Services for Veterans and their Families (SSVF) program. More detail on SSVF is at the end of this chapter.
- Veterans composed a much higher share of adults using RRH subsidies in urban areas in 2021 (25%) than in rural areas (14%).
- In 2021, 26 percent of adults in RRH were survivors of domestic violence, and 10 percent were currently fleeing unsafe situations. This data represents survivors of domestic violence who accessed providers that were not operated by victim service providers and should not be considered the full estimate of survivorship among people served in rapid rehousing programs. Given the way data are reported, it is not possible to show the percentage of

EXHIBIT 7.5: Geographic Location of Households using Rapid Re-Housing

2019-2021



Data Source: Homeless Management Information Systems (HMIS) data; U.S. Census Bureau's American Community Survey (ACS) PUMS 1-year data; Raw data available in Appendix A.7.3

PEOPLE USING RAPID RE-HOUSING PROGRAMS IN 2021

adults in each geographic category who are survivors of domestic violence. However, data are available on the share of adults currently fleeing domestic violence by geography. In 2021, rural areas accounted for the highest share of adults in RRH who were currently fleeing unsafe situations (14%).

- More than half of heads of households and other adults using RRH subsidies in 2021 had disabilities, 54 percent. This is slightly higher than the 52 percent of adults using shelter programs.

How Did the Other Characteristics Change over Time?

- The rates at which heads of households and other adults using RRH had been chronically homeless, had disabilities, and were domestic violence survivors changed slightly between 2019 and 2021.
- The share of adults in RRH who were veterans decreased from 22 percent in 2019 to 20 percent in 2021.
- The extent to which adults in RRH had had chronic patterns of homelessness increased between 2019 and 2021, by 19 percent. This may reflect the considerable efforts made by homeless service providers to engage people staying in encampments or other unsheltered settings during the pandemic.
- The share of adults using RRH subsidies who were survivors of domestic violence remained the same between 2019 and 2021, while the number declined by one percent. Similarly, the share of adults in RRH who were currently fleeing domestic violence was largely unchanged, as was the number. The rates of adults who were currently fleeing unsafe situations were unchanged, overall and across rural and urban areas. The number of people using RRH subsidies and currently fleeing domestic violence in suburban areas increased by 20 percent.

EXHIBIT 7.6: Additional Characteristics of People Using Rapid Re-Housing Subsidies

2019-2021

	2019 %	2020 %	2021 %	Change 2019-2021 #	Change 2019-2021 %
Chronic Homeless Status of Heads of Households and Adults					
Chronically Homeless	15.0%	15.1%	18.0%	4,276	19.0%
Not Chronically Homeless or Chronic Status Unknown	85.0%	84.9%	82.0%	-5,002	-3.9%
Veteran Status of Heads of Households and Other Adults					
Veteran	22.3%	21.2%	20.1%	-3,427	-10.3%
Non-Veteran	77.5%	78.5%	79.4%	2,204	1.9%
Veteran Status Unknown	0.2%	0.3%	0.5%	449	130.7%
Domestic Violence Survivor Status of Heads of Households and Other Adults					
Total DV Survivors	26.5%	26.9%	26.2%	-569	-1.4%
DV Survivors Currently Fleeing	9.5%	9.8%	9.6%	7	0.1%
DV Survivors Not Currently Fleeing	16.0%	16.1%	15.9%	-176	-0.7%
DV Survivors with Unknown Fleeing Status	1.0%	1.0%	0.7%	-400	-27.4%
Not DV Survivors	67.3%	70.5%	70.6%	4,542	4.5%
Unknown DV Status	6.3%	2.6%	3.1%	-4,699	-50.1%
Disability Status of Heads of Households and Other Adults					
With Disabilities	51.5%	52.3%	54.0%	3,286	4.3%
Without Disabilities	48.1%	47.1%	45.1%	-4,886	-6.8%
Disability Status Unknown	0.4%	0.6%	0.9%	873	166.1%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.7.4

PEOPLE USING RAPID RE-HOUSING PROGRAMS IN 2021

Engagement of Households Using RRH

Data collected through the LSA provides information on several dimensions related to the experience of homelessness and use of permanent housing programs. This includes whether households using RRH assistance used other programs during the reporting period, how long RRH assistance lasted for households, and their location after the assistance ended.

- In 2021, 72 percent of all households that rented housing using RRH subsidies did not use other parts of the homeless service system during the year. This differed considerably by household type. Roughly 67 percent of adult-only households used only RRH subsidies during the year compared with 81 percent of family households.
- Just under one-quarter of all RRH households (24%) used both RRH subsidies and a shelter program. A higher share of adult-only households did so (26%) compared with families with children (17%).
- A very small share of both household types used a combination of shelter programs, RRH subsidies, and PSH – less than one percent for families and two percent for adult-only households.
- System engagement by program type did not change much between 2019, the year prior to the onset of the pandemic, and 2021. Families with children were slightly more likely to use only RRH subsidies during the year (78% in 2019 and 81% in 2021). There was no change in the types of programs adult-only RRH households used.

Rapid Re-housing programs provide time-limited rent subsidies rarely lasting more than two years and sometimes for a much shorter period. The length of the subsidy is locally determined. Households in the RRH program during 2021 included those who moved into a housing unit using RRH subsidies after October 1, 2020, as well as households who had started receiving the RRH rent subsidy earlier and continued to do so. Some households using RRH during 2021 would remain in the program after September 30, 2021. Some would only use a few months of assistance.

- Ten percent of households that used RRH in 2021 did so for less than one week. This includes households that moved into housing using RRH assistance during the last few days of the reporting period and households that used one-time assistance, such as first months' rent and security deposit. Those households have a length of use of RRH subsidies of just one day.
- The most common use of RRH rent subsidies was between six and 12 months, more than a quarter of the households in 2021 (26%).
- About one in five households (22%) used RRH subsidies for more than one year, and four percent used RRH rent subsidies for two years or more.

EXHIBIT 7.7: Characteristics of Rapid Re-housing Households by Geography

2019-2021

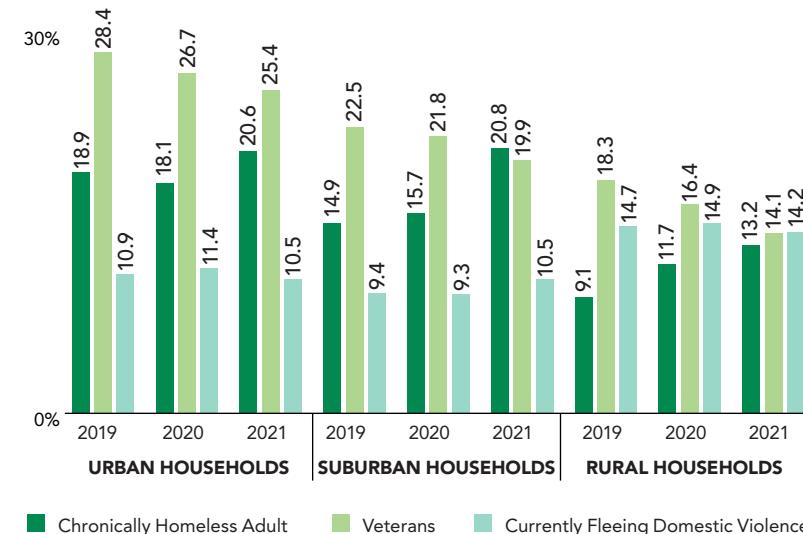


EXHIBIT 7.8: Other Programs Used by RRH Households

2019-2021

Program Use	2019			2021		
	All Households	Adult-Only Households	Adult-Child Households	All Households	Adult-Only Households	Adult-Child Households
Used RRH only during reporting year	71.4%	67.0%	78.4%	71.9%	67.4%	81.3%
Used shelter programs* and RRH during reporting year	24.1%	26.5%	20.4%	23.5%	26.4%	17.4%
Used RRH and PSH during reporting year	3.3%	4.7%	1.0%	3.4%	4.6%	1.1%
Used shelter programs; RRH; and PSH during reporting year	1.2%	1.9%	0.2%	1.2%	1.6%	0.2%

Data Source: Homeless Management Information Systems (HMIS) data

*This includes emergency shelter, transitional housing, and safe haven programs.

PEOPLE USING RAPID RE-HOUSING PROGRAMS IN 2021

How Did Length of RRH Subsidy Use Change over Time?

- Between 2019 and 2021, the share of households using RRH for three months or less dropped considerably, from 44 percent to 33 percent.
- The share of households that used RRH for 18 months or longer grew from less than five percent in 2019, the year before the onset of the pandemic, to over 10 percent in 2021. This could reflect the disruptions in the housing market associated with the pandemic, as case managers decided to extend the period of rental subsidies for households that would not be able to move to a more affordable unit after the rent subsidy ended.

What Was the Exit Location of Households after RRH Assistance Ended?

In 2021, nearly half of family households (49%) and 58 percent of adult-only households who used RRH assistance to subsidize their permanent housing left the RRH program during the reporting period. This means that their subsidy ended, but not necessarily that they moved from the housing unit the RRH program subsidized. For most RRH households, LSA data include their housing status at the time of exit.

- Nearly all households that left the RRH program remained in permanent housing (84% of adult-only households and 89% of family households). For a majority of households, this meant living in permanent housing without a subsidy (40% of adult-only and 56% of family households).
- Almost one in three family households (29%) whose RRH subsidies ended exited to rental housing with a subsidy. For adult-only households this share was higher, 37 percent.
- Very few households left RRH for permanent supportive housing (PSH), between two and three percent for each type of household.
- A small percentage of households that left RRH went directly to a homeless situation – four percent of adult-only households and two percent of family households.
- Approximately seven percent of family households and nine percent of adult-only households doubled up with family or friends on either a permanent or a temporary basis, after the RRH subsidy ended.

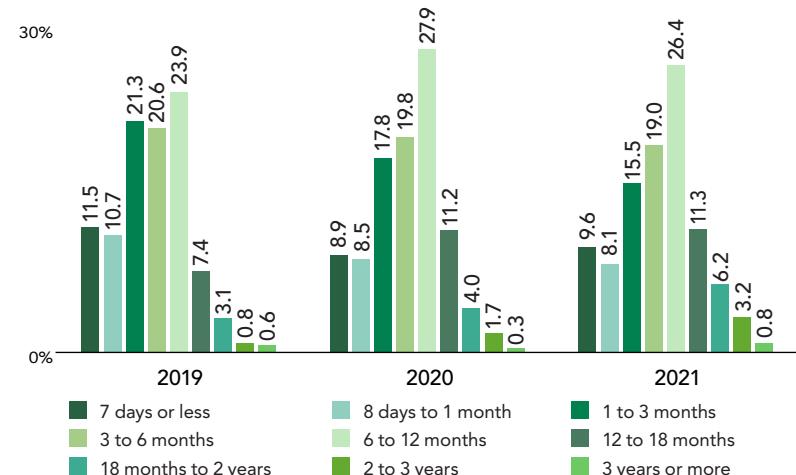
How Did the Location After RRH Assistance Ended Change over Time?

Between 2019 and 2021, the number of households that were still using RRH subsidies at the end of the reporting period increased for both family households and adult-only households. The share of households still using RRH subsidies increased from 30 percent to 42 percent of adult-only households and from 39 to 51 percent of family households. The shares of both types of households that transitioned from RRH to permanent housing with a subsidy increased for both populations. This shows an increased use of RRH as a transition to long-term housing assistance.

- The share of family households that left RRH to permanent housing without a subsidy decreased from 60 percent of families in 2019, prior to the pandemic, to 56 percent in 2021. The share that transitioned to other subsidized rental housing after RRH ended increased during the same period, from 24 percent to 29 percent. By 2021, about 7,000 family

EXHIBIT 7.9: Length of RRH Subsidy

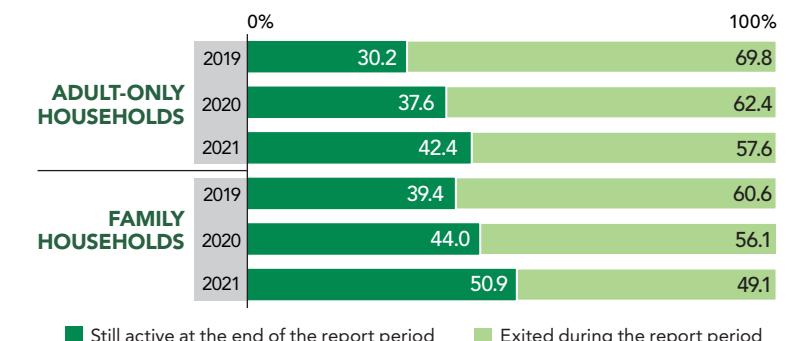
2019-2021



Data Source: Homeless Management Information Systems (HMIS) data

EXHIBIT 7.10: Exit Status of Households using RRH

2019-2021



■ Still active at the end of the report period ■ Exited during the report period

Data Source: Homeless Management Information Systems (HMIS) data

PEOPLE USING RAPID RE-HOUSING PROGRAMS IN 2021

households were living in rental housing with subsidies after they left the RRH program.

- There was no change in the share of families leaving RRH subsidized housing for a homeless situation (2%).
- The share of adult-only households that lived in permanent housing without a subsidy immediately after RRH assistance ended decreased, from 49 percent in 2019 to 40 percent in 2021. Similar to families, the share that transitioned to other subsidized housing after RRH ended increased, from 32 to 37 percent between 2019 and 2021. In 2021, about 20,000 adult-only households continued using rental housing with subsidies after they left the RRH program. While the share of adult-only households that became homeless immediately following the end of RRH assistance increased slightly (from 3% to 4%), the number of adult-only households doing so increased by 15 percent (or by 228 people). This increase was entirely made up by an increase in the number of adult-only households staying in unsheltered locations after RRH assistance ended.

EXHIBIT 7.11: Destination of Exit for Households using RRH 2019-2021

	Adult-Only Households			Family Households		
	2019	2020	2021	2019	2020	2021
Housing Status for Households that Exited RRH						
Permanent supportive housing (PSH)	3.4%	2.9%	2.6%	3.3%	1.4%	2.4%
Other types of permanent housing	86.8%	86.7%	83.7%	89.7%	91.4%	89.1%
Permanent housing, no subsidy	48.6%	46.4%	40.2%	60.3%	61.7%	55.5%
Permanent housing, with subsidy	32.2%	33.5%	37.3%	24.2%	25.2%	29.2%
Doubled up with friends or family (permanent)	6.0%	6.8%	6.2%	5.2%	4.5%	4.5%
Temporary housing	2.1%	2.7%	3.0%	2.5%	2.7%	2.9%
Doubled up with friends or family (temporary)	1.8%	2.2%	2.4%	2.3%	2.4%	2.5%
Other temporary housing	0.3%	0.5%	0.6%	0.3%	0.3%	0.4%
Homeless	2.9%	2.4%	3.6%	1.6%	1.1%	1.6%
Sheltered Homeless	1.9%	1.6%	2.0%	1.2%	0.9%	1.2%
Unsheltered homeless	1.0%	0.9%	1.6%	0.4%	0.2%	0.4%
Institutional setting	2.0%	2.0%	2.2%	0.6%	0.6%	0.6%
Unknown housing status	2.2%	2.3%	3.6%	2.2%	2.6%	3.0%
Deceased	0.6%	0.9%	1.4%	0.1%	0.2%	0.3%

Data Source: Homeless Management Information Systems (HMIS) data

PEOPLE USING RAPID RE-HOUSING PROGRAMS IN 2021

Supportive Services for Veterans and their Families (SSVF)

In 2010, Congress enacted the SSVF program, which is implemented by the U.S. Department of Veterans Affairs (VA). SSVF offers RRH or homelessness prevention (HP) assistance to veteran households experiencing housing crises. Like RRH with other sources of funding, the RRH component of SSVF provides short-term subsidies in permanent rental housing to households leaving homelessness. SSVF RRH has served an increasing number of veterans each year since the program was implemented in FY 2012. The information in this section comes from the VA's SSVF-HMIS Repository and not from the Longitudinal Systems Analysis platform of HMIS data on which the rest of this chapter is based. This section provides additional information on the characteristics of the people served by the RRH component of SSVF who were veterans and also shows where they were staying after they stopped receiving RRH assistance.

The SSVF program primarily served RRH veterans in households without children in FY 2021. Ninety-two percent of SSVF RRH Veterans were in households without children, and most were living alone. A similar percentage of SSVF RRH Veterans were men. About two in three of these RRH Veterans had one or more disabilities, and 18 percent of them had patterns of chronic homelessness.

About 68 percent of the veterans served by SSVF RRH in FY 2021 had exited the program by the end of the year. Of those veterans who stopped receiving the SSVF RRH assistance, more than two-thirds (68%) were in permanent housing, which may have been the same housing in which they used the RRH assistance (usually including temporary rental or utility assistance), or they may have moved to a different permanent housing unit. Of veterans who stopped receiving SSVF RRH assistance, 15 percent returned to homeless situations, about evenly split between shelters and unsheltered locations.

EXHIBIT 7.12: Demographic Characteristics of Veterans Served in SSVF Rapid Re-Housing Programs FY 2021

Total Veterans Served	100.00%
Household Type	
Without children	91.6%
With children	8.5%
Gender	
Men	86.6%
Women	13.1%
Transgender	0.3%
Gender non-conforming/non-binary	0.1%
Disability Status	
Disabling Condition(s)	66.4%
No Disabling Conditions and Unknown Status	33.6%
Chronic Homelessness Status	
Chronically homeless	18.0%
Not Chronically homeless and Unknown Status	82.0%
Destination at Exit	
Permanent Destination	67.8%
Homeless Situation	14.6%
Other Destination (including unknown)	12.9%
Institutional Destination	3.2%
Deceased	1.5%

Source: SSVF-HMIS Repository Data for FY 2021

2021

People Living in Permanent Supportive Housing

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People Living in Permanent Supportive Housing IN 2021

Overview of Estimates of People in Permanent Supportive Housing

An estimated **378,000 people lived in Permanent Supportive Housing (PSH)** at some point between October 1, 2020, and September 30, 2021. PSH is designed to serve people who have experienced homelessness, often for long periods of time, and who have disabilities that reduce their ability to maintain housing without additional support. PSH programs provide permanent housing combined with intensive supportive services to stabilize people leaving homelessness in housing they can stay in as long as they comply with the lease. PSH has been an important HUD priority for many years, and recent years have seen substantial increased investment in the HUD Veterans Affairs Supportive Housing (VASH) program. PSH can be based in dedicated properties or in scattered-site units rented in the private market.

In March 2020, about halfway through the 2020 reporting year, the United States declared a state of emergency regarding the COVID 19 pandemic. Given the highly contagious nature of the virus and the lack of vaccines at the time, Federal and state governments implemented a series of stay-at-home orders, quarantines, and social distancing measures to minimize the spread of the virus. This resulted in considerable changes to the capacity of homeless service providers, including the staff of coordinated entry systems (CES) who refer people to PSH, case managers who help people through the process of qualifying for PSH and moving in, and housing navigators or inspectors who work with landlords to secure paperwork and conduct inspections. In addition, disruptions to housing markets during the pandemic may have made it more difficult to find scattered-site units with vacancies and willing landlords.

Estimates of the number of people living in PSH during the 2021 reporting year should be viewed with some caution, as the number could be temporarily low compared with the period prior to the pandemic, reflecting the disruptions to staffing and to housing markets in some communities. This may have affected PSH residency, as most people access PSH through homeless service providers, and many programs, including VASH, rely mainly on scattered-site units.

How Many People Lived in PSH During 2021?

- An estimated 378,346 people in 281,984 households lived in PSH at some point during 2021. More than two-thirds of all people living in PSH were people in adult-only households (69% or 262,256 people).
- In 2021, just under one-third of PSH residents were people in families with children (30% or 115,011 people).

378,000 people lived in PSH in 2021, approximately 6% fewer people than did so in 2019.

EXHIBIT 8.1: One-Year Estimates of People Using Permanent Supportive Housing 2019-2021

	2019		2020		2021	
	#	#	#	#	#	#
Number of Households	293,439		278,586		281,984	
Number of People	401,428		380,595		378,346	
People by Household Type	#	% of Total	#	% of Total	#	% of Total
Number of PSH Residents in Adult-Only Households	266,604	66.4%	255,911	67.2%	262,256	69.3%
Number of PSH Residents in Adult-Child Households	133,407	33.2%	123,527	32.5%	115,011	30.4%

Data Source: Homeless Management Information Systems (HMIS) data

Note: percentages in AO and AC households do not sum to 100 due to households appearing in both household types during the reporting period.

ESTIMATES OF PEOPLE LIVING IN PERMANENT SUPPORTIVE HOUSING IN 2021

How Did Estimates of People Living in PSH Change over Time?

- Between 2019 and 2021, the number of people living in PSH decreased by six percent. Most of this change occurred between 2019 and 2020, likely during the early phase of the COVID-19 pandemic. The COVID-19 pandemic makes it difficult to interpret that decline, which could have resulted from several factors related to the pandemic that affected the availability of PSH units and referrals of people to PSH.
- The overall decrease in people living in PSH between 2019 and 2021 was driven primarily by a decrease in the number of people in households with adults and children living in PSH. Between 2019 and 2021, the number of people in family households living in PSH decreased by 14 percent. In contrast, the number of people in adult-only households living in PSH decreased only two percent. This could in some part reflect the eviction moratoria and the income supports implemented during the pandemic that largely targeted families with children. Similar decreases in families occurred in the population staying in shelters, from which most people access PSH.
- Whereas the number of people in adult-only households living in PSH rebounded from 2020 to 2021 (a 2% increase), the number of people in families with children living in PSH continued to decline from 2020 to 2021 (a 7% decrease). A reason for the continued drop in households with children could be that some communities are deemphasizing the use of PSH for families based on the greater numbers of adult-only households with needs intensive services associated with their housing.
- The six percent decline in the number of people living in PSH between 2019 and 2021 was smaller than declines in the number of people using RRH subsidies (a 9% decrease) or staying in shelter programs (a 17% decrease) over the same period. Most of this change appears to have occurred between 2019 and 2020, likely during the early phase of the COVID-19 pandemic.

EXHIBIT 8.2: Change in People in PSH, RRH and Shelter Programs 2019-2021

Population	Change in People 2019-2021		Change in Households 2019-2021		Change in People 2020-2021		Change in Households 2020-2021	
	#	%	#	%	#	%	#	%
Living in Permanent Supportive Housing	-23,082	-5.8%	-11,455	-3.9%	-2,249	-0.6%	3,398	1.2%
Using Rapid Re-housing Subsidies	-23,784	-9.1%	2,358	1.9%	-5,576	-2.3%	6,629	5.4%
Staying in Shelter Programs	-242,666	-16.7%	-163,696	-14.9%	-39,516	-3.2%	-21,371	-2.2%

Data Source: Homeless Management Information Systems (HMIS) data

EXHIBIT 8.3a: Demographic Characteristics of People Living in Permanent Supportive Housing and People Living in Shelters By Gender and Age, 2019-2021

	2019		2020		2021	
	Sheltered People	U.S. Population Living in Poverty	Sheltered People	U.S. Population Living in Poverty	Sheltered People	U.S. Population Living in Poverty
Gender of Heads of Households						
Female	37.1%	38.9%	35.9%	37.7%	35.8%	38.7%
Male	62.3%	60.7%	63.5%	61.8%	63.6%	60.6%
Gender Non-Singular*	0.1%	0.1%	0.0%	0.1%	0.1%	0.2%
Questioning					0.0%	0.0%
Transgender	0.6%	0.3%	0.5%	0.4%	0.6%	0.6%
Age of All People in the Household						
Under age 18	19.4%	22.7%	19.1%	21.3%	17.7%	20.6%
18-24	4.8%	9.7%	4.8%	9.3%	4.8%	8.8%
25-34	10.0%	18.8%	9.4%	18.9%	9.0%	18.1%
35-44	12.4%	16.5%	12.7%	17.2%	12.6%	17.5%
45-54	19.0%	15.6%	18.0%	15.5%	16.7%	15.3%
55-64	26.4%	12.9%	26.5%	13.7%	27.5%	14.7%
65 and older	8.0%	3.6%	9.6%	4.2%	11.8%	5.1%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.8.1
Notes: Data on characteristics excludes people for whom the characteristic is missing/unknown. Data on age is based on all people in PSH. Gender, ethnicity, and race are based on the heads of household.

*Category in HMIS is "a gender that is not singularly 'female' or 'male.' This represents a change in the category from 2019 and 2020 which used the category name 'gender non-conforming.'

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Characteristics of People Living in PSH in 2021

What Were the Demographic Characteristics of Households in PSH in 2021?

- In 2021, PSH households were somewhat more likely to be headed by men (64%) compared to households in shelters (61%). This may reflect the heavy use of PSH by adult-only households.
- Less than one percent of people living in PSH (0.6%) belonged to a household headed by a transgender person, similar to the share of shelter residents in households headed by a transgender person.
- People aged 55 and older were the largest group of people in PSH, 39 percent of residents. This is much higher than the share of people in shelters who were elderly or near elderly in 2021 (20%).
- In 2021, a smaller share of people living in PSH belonged to households with Hispanic or Latino/a/x heads, compared to people using shelter programs (11% vs. 19%). In 2021, a larger share of people living in PSH belonged to households with White, non-Hispanic/non-Latino heads (41%), compared to people using shelter programs (38%).
- Just under 45 percent of heads of PSH households identified as Black, African, or African American heads. This is higher than the share of households using shelter programs who were Black (39%) in 2021.
- A smaller share of people living in PSH belonged to households with Native American heads (2%), compared to people using shelter programs (3%).

How Have the Demographic Characteristics of Households in PSH Changed over Time?

In general, the characteristics of people using PSH change little year to year. However, data show distinct changes for some populations in their access to PSH programs before and after the onset of the pandemic, comparing 2019 with 2021. The most notable changes in the characteristics of adult-only households occurred in the numbers of households identifying as Black, African, or African American and people 65 and older.

- Both the share and the number of people in PSH aged 65 and older increased between 2019 and 2021. The share of people living in PSH aged 65 and older grew from eight percent in 2019 to 12 percent in 2021, and the number increased by 39 percent.
- Between 2019 and 2021, the share of people living in PSH households with Black or African American head increased slightly, from 42 percent in 2019 to 45 percent

EXHIBIT 8.3b: Demographic Characteristics of People Living in Permanent Supportive Housing and People Living in Shelters By Ethnicity and Race, 2019-2021

	2019		2020		2021	
	Sheltered People	U.S. Population Living in Poverty	Sheltered People	U.S. Population Living in Poverty	Sheltered People	U.S. Population Living in Poverty
Ethnicity of Heads of Households						
Hispanic/Latino/a/x	11.7%	15.8%	11.8%	16.2%	11.0%	19.3%
Non-Hispanic/Non-Latino/a/x	88.3%	84.2%	88.3%	83.8%	89.0%	80.8%
Race of Heads of Households						
Asian or American	0.8%	0.7%	0.5%	0.8%	0.7%	1.1%
Black, African, or African American	42.2%	40.5%	41.3%	40.0%	44.7%	38.6%
Multiple Races	3.4%	3.5%	3.7%	3.8%	3.0%	3.7%
Native American/American Indian or Alaska Native	1.9%	3.0%	1.9%	3.3%	1.7%	3.0%
Native Hawaiian or Pacific Islander	0.5%	0.9%	0.4%	0.9%	0.4%	0.9%
White, Hispanic/Latino/a/x	8.7%	10.8%	8.2%	10.7%	8.0%	14.0%
White, Non-Hispanic/Non-Latino/a/x	42.5%	40.6%	44.0%	40.4%	41.4%	38.3%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.8.1

Notes: Data on characteristics excludes people for whom the characteristic is missing/unknown. Data on age is based on all people in PSH. Gender, ethnicity, and race are based on the heads of household.

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- in 2021. The number of Black heads of PSH households also increased during this time, by two percent.
- PSH households were slightly less likely to be headed by women in 2021 and slightly more likely to be headed by men than in 2019.

Where Did Households in PSH live?

- More than three-fourths of households living in PSH did so in urban areas (79%) in 2021. This is similar to the percentage of households staying in shelters who did so in urban areas (78%) but higher than the percentage of households using RRH subsidies in urban areas (70%).
- In 2021, 16 percent of households living in PSH were located in suburban areas, slightly higher than the share of households using shelters in suburban areas and using RRH subsidies in suburban areas (15%).
- Only four percent of households living in PSH were located in rural areas, much lower than the share of households using shelters in rural areas (7%) and less than half the share of households using RRH subsidies who were in rural areas (11%).

How Did the Location of PSH Households Change over Time?

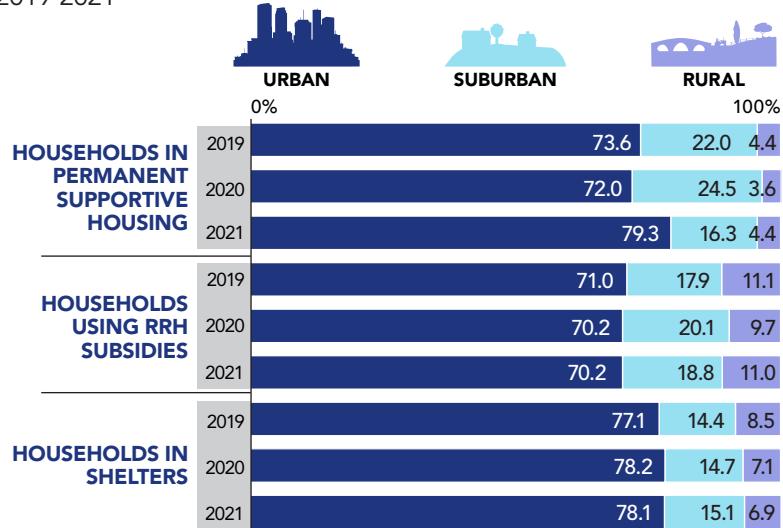
- Between 2019 and 2021, the share of households living in PSH located in urban areas increased from 74 to 79 percent. Conversely, the share of households living in PSH located in suburban areas decreased from 22 percent to 16 percent. There was no change in the percentage of PSH households living in rural areas between 2019 and 2021.

What Were the Other Characteristics of Adult-Only Households Experiencing Sheltered Homelessness?

- In 2021, almost one of every three adults in PSH was a veteran (29 percent). This reflects the large share of PSH made available to veterans through the HUD-VASH voucher program, discussed further at the end of this chapter.
- The percentage of adults in PSH who were veterans was highest in rural areas (39%) and lowest in suburban areas (25%).
- In 2021, roughly one in every five heads of household and other adults living in PSH was a survivor of domestic violence (18%), and three percent were currently fleeing unsafe situations. It is important to note that these data represent survivors of domestic violence that accessed permanent supportive housing that was not operated by victim service providers, which do not report client information. Accordingly, estimates from Exhibit 8.6 should not be considered the full estimate of survivorship among people served in permanent supportive housing programs. Given the way data are reported, it is not possible to show the percentage of adults in each geographic category who are survivors of domestic violence. However, data are available on the share of people currently fleeing domestic violence by type of geography (see Exhibit 8.7). In 2021, rural areas had the highest share of people in PSH who were currently fleeing unsafe situations, six percent.
- In 2021, a high percentage of adults living in PSH had a disability, 82 percent, consistent

EXHIBIT 8.4: Geographic Location of Residents of Permanent Supportive Housing, Households Using RRH Subsidies, and Households Staying in Shelters

2019-2021



Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.8.2

EXHIBIT 8.5: Additional Characteristics of People Living in Permanent Supportive Housing

2019-2021

	2019	2020	2021	Change 2019-2021	
	%	%	%	#	%
Domestic Violence Survivor Status of Heads of Households and Adults					
Total DV Survivors	19.2%	20.2%	18.4%	-4,547	-7.4%
Survivors Currently Fleeing	3.2%	3.7%	3.3%	-83	-0.8%
Survivors Not Currently Fleeing	14.0%	14.9%	13.8%	-2,345	-5.2%
Survivors with Unknown Fleeing Status	2.0%	1.7%	1.4%	-2,118	-33.2%
Not DV Survivors	74.1%	74.0%	73.5%	-10,512	-4.4%
Unknown DV Status	6.7%	5.8%	8.0%	3,301	15.2%
Disability Status of Heads of Households and Adults					
With Disabilities	82.4%	84.7%	82.1%	-10,627	-4.0%
Without Disabilities	14.7%	14.0%	15.4%	334	0.7%
Disability Status Unknown	2.9%	1.3%	2.6%	-1,464	-15.5%

Data Source: Homeless Management Information Systems (HMIS) data; Raw data available in Appendix A.8.3

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with the targeting of most PSH to people with disabilities. The percentage of adults in PSH with a disability may be less than 100, as this includes all adults in the household, not just the adult with the disability that qualified the household for PSH.

How Have the Additional Characteristics of Households Living in PSH Changed over Time?

In general, the share of heads of households and other adults in PSH who were disabled or domestic violence survivors changed little between 2019 and 2021.

- Between 2019 and 2021, there was little change in the number or share of veterans among adults in PSH overall. Suburban areas saw a notable increase in the share of adult PSH residents who were veterans between 2019 and 2020 (37% to 43%). This trend reversed between 2020 and 2021, with the suburban share of adult PSH residents who were veterans decreasing from 43 to 25 percent.
- Between 2019 and 2021, rural areas saw a consistent increase in the share of adult PSH residents who were veterans (21% to 39%). Urban areas saw a modest increase in the share of adult PSH residents who were veterans during that time (29% to 32%).

Engagement of Households with the Homelessness Services System

Data collected through the LSA provides information on several dimensions related to how people engage with the homeless system. For households in PSH, this includes information on how long they lived in PSH and the destination of those who exited PSH.

- In 2021, 90 percent of all households living in PSH did not use other parts of the homelessness services system during the year. This differed somewhat by household type. About 90 percent of adult-only households lived in PSH alone during the year compared with 94 percent of family households.
- Six percent of PSH households used both PSH and a shelter program. A higher share of adult-only households did so (7%) compared with families with children (3%). Three percent of all households in PSH used shelter programs, RRH, and PSH during the reporting period – three percent of adult-only households and two percent of family households.
- Between 2019 and 2021, slightly higher shares of both adult-only households and family households used only PSH programs during

EXHIBIT 8.6: Characteristics of Adults in Permanent Supportive Housing by Geography

2019-2021

Characteristic	Urban Households			Suburban Households			Rural Households		
	2019	2020	2021	2019	2020	2021	2019	2020	2021
Veteran	28.8%	28.0%	32.3%	36.9%	42.8%	25.3%	20.6%	24.0%	39.2%
Domestic Violence Survivor	3.3%	4.0%	3.2%	3.2%	3.4%	4.6%	7.7%	7.8%	6.0%

Data Source: Homeless Management Information Systems (HMIS) data

EXHIBIT 8.7: Program Use by People Living in PSH

2019-2021

Program Use	2019			2021		
	All Households	Adult-Only Households	Adult-Child Households	All Households	Adult-Only Households	Adult-Child Households
Used PSH only during reporting year	88.3%	87.7%	91.7%	89.7%	89.1%	94.4%
Used shelter programs* and PSH during reporting year	6.9%	7.2%	5.1%	6.4%	6.8%	3.3%
Used PSH and RRH during reporting year	3.6%	3.7%	2.7%	3.0%	3.1%	2.0%
Used shelter programs; RRH; and PSH during reporting year	1.3%	1.4%	0.6%	0.9%	1.0%	0.4%

Data Source: Homeless Management Information Systems (HMIS) data

*This includes emergency shelter, transitional housing, and safe haven programs.

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the reporting period. This is reflected in the reduced share of people leaving PSH during the year, discussed below.

How Long Did Households Live in PSH?

- PSH provides long-term subsidized housing. Most households who have left homelessness for PSH remain in PSH for extended periods of time. In 2021, just over a third of households residing in PSH had lived in PSH for five years or more (35%), and more than half (54%) had lived in PSH for more than three years.
- In 2021, only three percent of households had lived in PSH for three months or less, and 17 percent had lived there for less than a year.

How Has Length of Time in Shelter Programs Changed over Time?

- Between 2019 and 2021, the number of households living in PSH for less than three months declined by 35 percent, and the number of households in PSH for between three and six months dropped by 46 percent. This decline likely reflects reduced placements into PSH during the early phase of the COVID-19 pandemic in 2020.
- However, between 2020 and 2021, the number of households in PSH for less than three months increased by nine percent and the number of households in PSH for between three and six months increased by seven percent. This increase suggests a partial rebound in placements into PSH during the [2021 reporting year](#).
- Compared to 2019, the number of households in PSH for five years or longer increased by 12 percent in 2021, and the share in PSH for five years or longer increased from 30 to 35 percent.

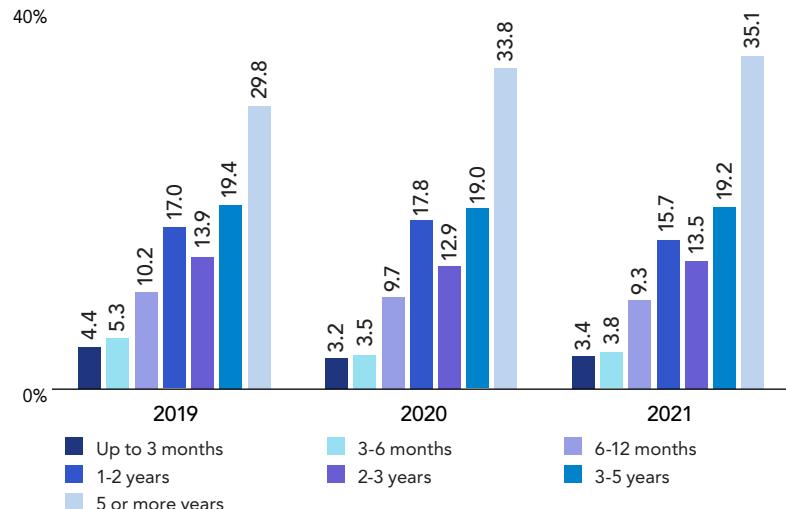
Where Did Households Go After Leaving PSH?

In 2021, only a small share of households left PSH during the reporting period, which is expected given the long-term nature of the program. Eighty-seven percent of adult-only households family households living in PSH at some point during 2021 were still living in PSH on the last day of the reporting period. For the 13 percent of households that exited during the 2021 reporting period, LSA data include their housing status at the time of exit.

- One in five heads of adult-only households that were not active on the last day of the reporting period had died at some point during the year.
- Just under two-thirds of family households exited PSH to another permanent housing destination (62%), not including PSH. For the most part, families exited to their own housing either with a subsidy (25%) or without a subsidy (26%). One in every five family households that left PSH was doubled-up with friends or family on either a permanent or temporary basis. A very small percentage of family households that left PSH became homeless (3%).
- The share of adult-only households that left PSH and were living in another permanent housing arrangement was markedly lower than the percent of families who left PSH for another permanent housing arrangement (36% vs. 62%). Adult-only households were more than twice as likely to exit directly to homelessness (7% vs 3%). For adult-only households, exits to homelessness were distributed evenly across sheltered and unsheltered locations.

EXHIBIT 8.8: Length of Stay of Households Living in Permanent Supportive Housing

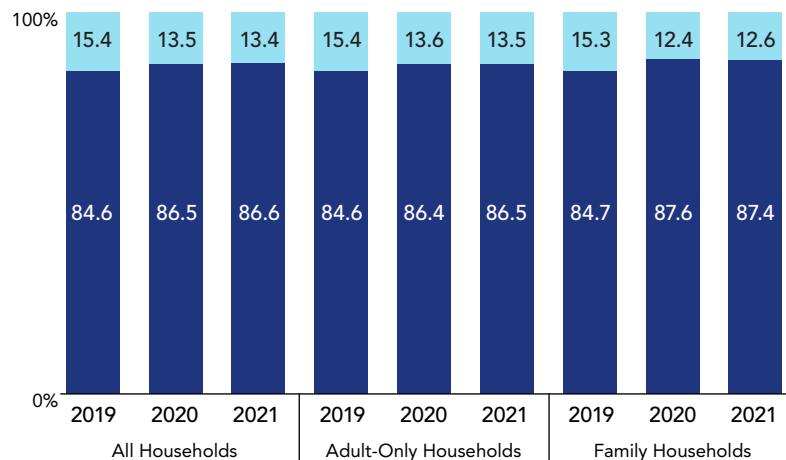
2019-2021



Data Source: Homeless Management Information Systems (HMIS) data;

EXHIBIT 8.9: Exit Status of PSH Households

2019-2021



Data Source: Homeless Management Information Systems (HMIS) data;

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In contrast, the majority of family households that exited PSH to homelessness exited to sheltered locations.

How Did Exit Status and Destination of Exit Change over Time?

Between 2019 and 2021, the percentage of households that left PSH declined slightly. In 2019, 15 percent of both adult-only and family households exited during -- and did not return within – the reporting period. This percentage decreased slightly for both household types (to 14% for adult-only households, and to 13% for family households).

- Between 2019 and 2021, both the share of households exiting PSH for other permanent housing situations decreased for both adult-only (48% to 36%) and family households (69% to 62%).
- While the percent of adult-only households that exited directly to any homeless situation remained consistent between 2019 and 2021, the share exiting to unsheltered situations increased slightly while exits to sheltered situations decreased slightly.
- Between 2019 and 2021, the percentage of heads of adult-only households that died at some point during the reporting period increased from 13 percent to 21 percent.

The number of households exiting PSH to most destinations declined between 2019 and 2020, reflecting overall decreases in the population. However, for a few exit destinations the number increased. Households exiting their current PSH to other PSH situations, households exiting to unsheltered locations, and households that died all increased during this time.

EXHIBIT 8.10: Destination for Households in Permanent Supportive Housing 2019-2021

Housing Status for Households that Exited PSH	Adult-Only Households			Families with Children		
	2019	2020	2021	2019	2020	2021
Permanent supportive housing (PSH)	1.7%	4.8%	7.1%	1.7%	6.0%	6.2%
Other types of permanent housing	48.4%	43.1%	36.3%	68.8%	66.5%	61.5%
Permanent housing, no subsidy	16.2%	17.8%	11.3%	27.1%	28.1%	25.3%
Permanent housing, with subsidy	20.2%	14.7%	14.5%	29.8%	24.7%	25.6%
Doubled up with friends or family (permanent)	12.0%	10.6%	10.4%	11.9%	13.6%	10.7%
Temporary housing	7.2%	6.4%	6.0%	7.8%	7.4%	10.3%
Doubled up with friends or family (temporary)	6.2%	5.3%	4.8%	6.9%	6.4%	9.3%
Other temporary housing	1.0%	1.1%	1.2%	0.9%	1.1%	1.0%
Homeless	7.0%	7.1%	6.9%	2.1%	2.6%	3.4%
Sheltered Homeless	4.6%	3.6%	3.6%	1.9%	1.6%	2.5%
Unsheltered homeless	2.4%	3.6%	3.3%	0.2%	1.0%	0.9%
Institutional setting	10.9%	10.9%	10.7%	3.6%	3.9%	3.3%
Unknown housing status	12.2%	9.2%	12.5%	13.3%	9.5%	9.9%
Deceased	12.6%	18.6%	20.6%	2.6%	4.2%	5.4%

Data Source: Homeless Management Information Systems (HMIS) data

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Veterans using PSH provided by the HUD-VASH Programs

The HUD-VASH Program¹ for homeless veterans and their families is a PSH program that combines long-term rental assistance with case management and clinical services. HUD provides the rental assistance through the Housing Choice Voucher (HCV) program, and the voucher is usually tenant-based and used in scattered-site housing in the private market. The Department of Veterans Affairs (VA) provides case management and clinical services through VA medical centers (VAMCs) and community-based outpatient clinics (CBOCs).²

The VA's Homeless Operations Management and Evaluation System (HOMES) provides information about veterans who use HUD-VASH. The VAMCs and CBOCs that administer the HUD-VASH program are required to report data into HOMES, and many do not also provide information to a Homeless Management Information System (HMIS). Although data from HOMES are similar to HMIS data in some respects, the information reported in this section on the characteristics of veterans in HUD-VASH cannot be compared directly to the LSA-based information on veterans in PSH shown earlier in this chapter.

As of the end of FY 2021, 178,987 veterans had been housed through the HUD-VASH program at some point since the program underwent significant expansion in 2008. At the end of FY 2021, 81,131 HUD-VASH vouchers were currently under lease. Some are included in the veterans in PSH reported earlier in this chapter, but many are not.

HOMES data and HMIS data

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

¹ For more information on the HUD-VASH program see: http://portal.hud.gov/hudportal/HUD?src=/program_offices/public_indian_housing/programs/hcv/vash and <http://www.va.gov/homeless/hud-vash.asp>.

² Examples of clinical services are health care, mental health treatment, and substance use counseling.

EXHIBIT 8.11: Characteristics of Veterans Using HUD-VASH PSH 2019-2021

Characteristic	% Veterans Vouched in HUD-VASH		
	2019	2020	2021
Gender			
Male	87.1%	87.8%	87.5%
Female	12.6%	11.9%	12.2%
Other Gender ^a	0.3%	0.3%	0.3%
Ethnicity			
Hispanic/Latino/a/x	8.5%	8.6%	8.8%
Non-Hispanic/Non-Latino/a/x	87.9%	87.6%	87.2%
Unknown	3.6%	3.8%	4.0%
Race			
White	52.1%	52.6%	52.1%
Black or African American	39.3%	38.5%	38.8%
Other one race	5.0%	5.1%	4.8%
Unknown	3.6%	3.8%	4.3%
Age			
18 to 30	5.5%	4.7%	4.8%
31 to 50	27.4%	27.1%	27.1%
51 to 61	36.5%	34.6%	30.6%
62 and older	30.5%	33.6%	37.4%
Destination at Exit^b			
Deceased	8.8%	11.9%	14.4%
Homeless	3.1%	3.4%	3.3%
Housing ^c	65.9%	65.2%	64.5%
Institutional settings ^d	9.1%	8.0%	7.8%
Other settings ^e	13.1%	11.5%	10.0%

Source: Homeless Operations Management Evaluation System (HOMES) data

^a Gender categories in HOMES database differ from HMIS

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

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

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

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

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Most veterans using HUD-VASH vouchers in 2020 were men- 88 percent.³ In 2021, just over half of veterans using HUD-VASH vouchers (52%) identified themselves as White, 39 percent as Black or African American, and five percent as some other race. When asked about their ethnicity, nine percent identified themselves as Hispanic or Latino of any race. Veterans using HUD-VASH housing vouchers typically were 51 years of age or older (68%), with about a quarter between the ages of 31 and 50 (27%), and very few (5%) between 18 and 30.

Approximately 65% of Veterans leaving HUD-VASH programs in FY 2021 went to another housing situation (which could be either permanent or temporary), eight percent went to an institutional setting, three percent became homeless, 14 percent were reported as deceased, and 10 percent went to other or unknown settings.

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



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