



Surveying Local Homeless Service Providers (Part 2): Responses from July 2020

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Introduction

The impacts of COVID-19 on American life have been widespread. Not only is the virus a public health crisis but it is complicating efforts to recover from the current recession. In difficult times such as these, the most vulnerable people tend to endure the most significant hardships while being left behind on the road to recovery. Local homeless services providers play a crucial role in reducing the harm. Thus, the Alliance is tracking their progress in responding to the current moment.

Alliance staff and research partners conducted an online survey of Continuum of Care (CoC) leaders in April, publishing the results in <u>Community-level Responses of Homelessness Assistance Programs to COVID-19: Data from May 2020</u> and a <u>supplementary policy brief</u>. Alliance staff and researchers further explored the issues raised within a series of interviews. <u>Responding to COVID-19: Conversations with Homeless System Leaders</u> summarizes our discussions with a subset of survey respondents. Altogether, the findings suggested systems were overwhelmed by new responsibilities, a lack of available supplies, staffing shortages, and severe financial limitations.

The current report reflects the findings of a second online survey of CoC leaders, and notes note progress in areas such as access to personal protective equipment (PPE), screening, and testing. However, there continue to be challenges as systems simultaneously juggle the pressures to 1) respond to public health needs, 2) maintain system functioning, and 3) continue to make progress on the goal of reducing homelessness.

Methodology

The Alliance sent the COVID-19 CoC Response Survey to grantee contacts for every Continuum of Care (CoC) via email on July 16, 2020. The Alliance retrieved the list of CoCs on the morning of April 23, 2020 from the US Department of Housing and Urban Development on their <u>Grantee Contact Page</u>. The list included multiple contacts for each CoC. While there are 397 CoCs, the survey went out to 861 unique email addresses. Forty-eight emails bounced back as undeliverable (9.8%).

Survey Monkey was the platform for data collection. The initial request provided a deadline of July 29, 2020 for completion of the survey. The Alliance sent reminder emails on July 22, 2020 and July 27, 2020 for communities to provide responses.

There were 77 unique responses, representing 20% of the CoCs in the United States. The completion rate for the survey was 59 percent. Forty-four CoCs responding to the first survey also completed the second survey (57% of responses). Responses came from all four geographic categories designated by the US Department of Housing and Urban Development: Major Cities, Largely Urban, Suburbs, and Rural areas.

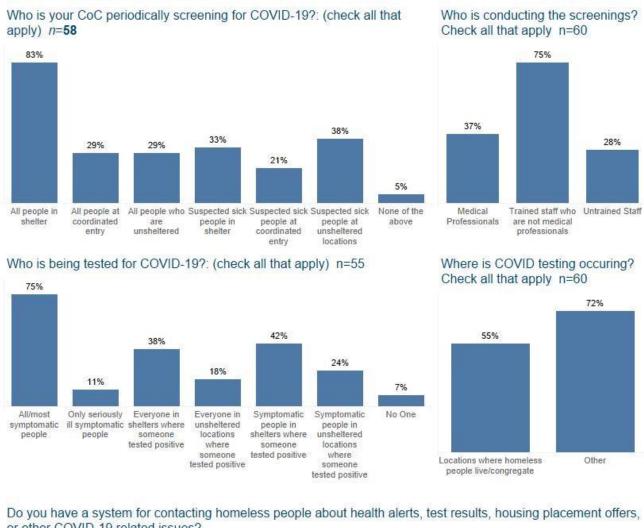
Geography	Total Number of	Percent of All CoCs in	
	Responses	Category	
Major Cities	12	25%	
Largely Urban	12	20%	
Suburban	29	17%	
Rural	24	21%	
Total	77	20%	

Uneven Public Health Response

The COVID-19 pandemic has created a significant public health challenge for CoCs. Nearly a third have service populations of 1000 people or more at a point-in-time. Many are mobile, frequently staying in different locations. Thus, providers have large numbers of people who could be tested—and those people may be difficult to track.

Further, shelters and encampments are common. These congregate settings, sometimes large and overcrowded, make social distancing and cleanliness difficult.

Screening and Testing



or other COVID-19 related issues?



Figure 1

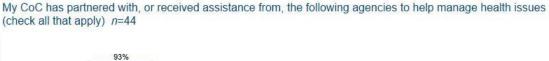
These results suggest that as the crisis progressed, barriers to healthier environments decreased as more communities were able to screen, test, and have PPE. Hotels/motels have been a common solution. These settings allow people to shift from crowded congregate shelters to private rooms that allow them to isolate more effectively. However, unsheltered people are too often left behind, and most people are likely continuing in homelessness after leaving isolation.

Screening and Testing

With the insufficient resources available to them, most providers focus their energy on people who are sheltered and/or symptomatic.

Eighty-three percent of CoCs say they screen most sheltered people for COVID-19. By comparison, only 29 percent report widespread screenings of people living unsheltered. And 5 percent are not screening anyone. Testing is limited: forty percent of providers say they have insufficient access to this resource. Perhaps as a result, they tend to focus on symptomatic people—75 percent of CoCs report testing all or most of this group but few others. Thus, many unsheltered and asymptomatic people are not being reached by current screening and testing procedures. The asymptomatic group could encompass large numbers of people—a Boston study found that 88 percent of positive homeless shelter residents were asymptomatic. A lack of testing poses a real threat to public health.

Agency Assistance/Partnerships



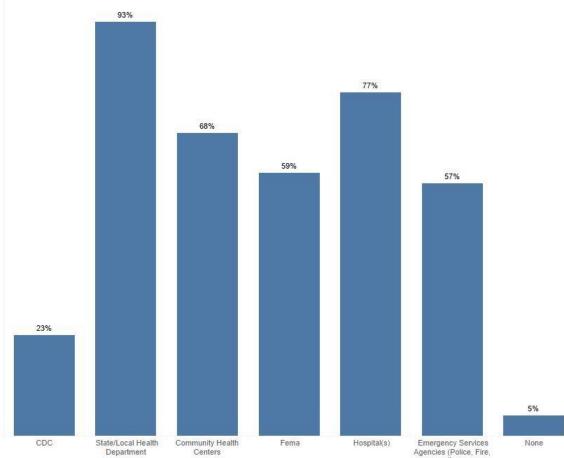


Figure 2

Despite these limitations, the surveys point towards progress. Between May and July, there was a 16-percentage-point increase in the number of CoCs indicating an ability to have most symptomatic people tested. And there was a 27-percentage-point increase in the number of communities testing in locations where homeless people live and congregate.

Partnerships are key, and have multiplied over the course of this project. And through these interviews, Alliance staff learned that testing was being offered through partnerships with healthcare providers (including Healthcare for the Homeless) and academic institutions.

Finally, the personnel tied to screenings require greater attention. Twenty-eight percent of CoCs report untrained individuals performing this task and 75 percent say trained (but non-medical) professionals are conducting screenings. More trainings, professional hires, and partnerships may be necessary.

Personal Protective Equipment (PPE)

Compared to the early weeks of the crisis, fewer communities report shortages of PPE. However, any numbers greater than zero warrant serious attention. Most significantly, CoCs report shortages of:

- Masks for consumers (32 percent)
- Hand sanitizer (26 percent)
- Cleaning supplies (23 percent)

The problems are primarily attributed to a lack of available supplies (48 percent of responding CoCs) and delays in receiving them (26 percent of responding CoCs).



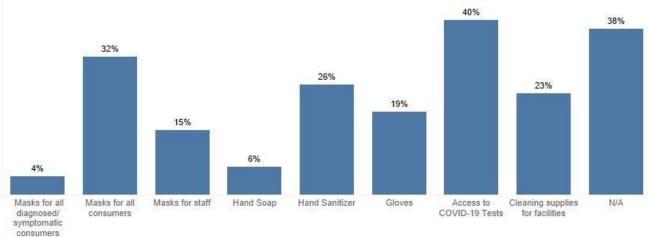


Figure 3a



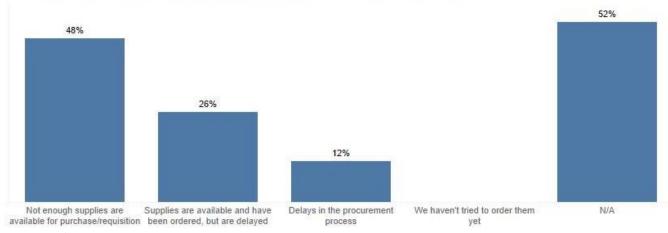


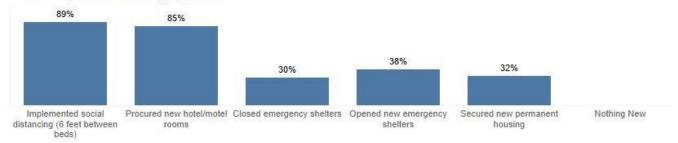
Figure 3b

Temporary Housing Placements

In line with guidance from the CDC, homeless service providers are largely prioritizing older adults and people with pre-existing medical conditions for temporary and permanent housing. These groups are particularly vulnerable to becoming seriously ill should they contract COVID-19.

Housing

In response to COVID-19, providers in my CoC implemented the following prevention measures for people in shelter?: (check all that apply) n=47



In response to COVID-19, providers in my CoC implemented the following prevention measures for people living **unsheltered** ?: (check all that apply) n=45

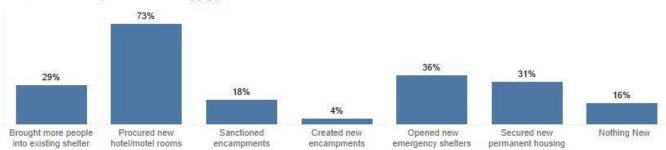


Figure 4a

In response to COVID-19, providers in my CoC are making the following arrangments for the **medically impacted**?: (check all that apply) n=47

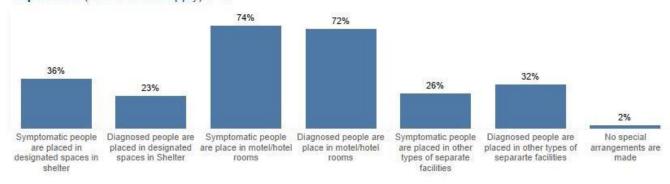
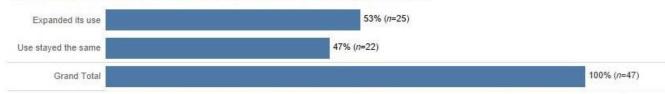


Figure 4b

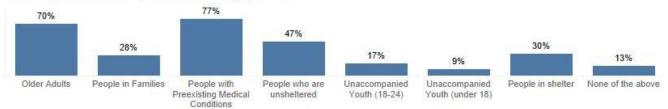
Hotels/motels are the most frequently cited form of new temporary housing. Of the CoCs responding to the second online survey, 85 percent have been implementing this option for sheltered people, 73 percent for unsheltered individuals, 74 percent for those who are symptomatic, and 72 percent for those who have been diagnosed. These responses are very much in line with the responses to the first online survey, interviews, and press reports.

Housing Continued

In response to COVID-19, how has your approach to Diversion changed?



In response to COVID-19, which subpopulations have been elevated in priority for temporary and/or permanent housing placements?: (check all that apply) n=47



In response to COVID-19, have you added beds to your system? If so, please indicate how many of each type below.

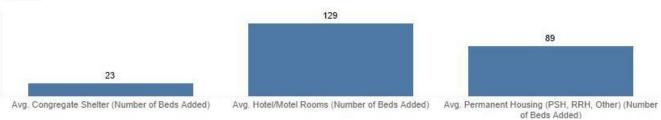


Figure 5a

When COVID-19 temporary placements (e.g. hotels/motels) end, where do people go? Please estimate the percentage who have exited to the below situations:

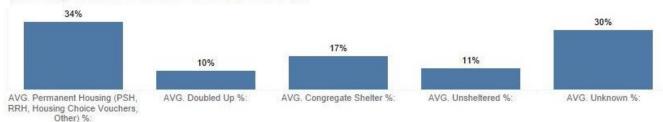


Figure 5b

The second most popular temporary housing solution is a strategy called diversion. More than half of our surveyed communities reported expanding its use, and thus helping people avoid becoming literally homeless through identifying other housing options at the point in which they first request homeless services.

Congregate shelter is a distant third on the list of housing responses to the crisis. Thirty-eight percent of leaders (an 8-point increase since May) say they opened new shelters that are housing previously sheltered people, and 36 percent said the same for the unsheltered people. Finally, 36 percent have symptomatic people in designated spaces within shelters. This new shelter approach was most prevalent in urban areas, which serve the largest number of people. For these CoCs, it is common to procure hotels/motels but to still maintain some reliance on shelters.

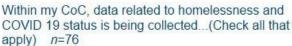
Shelters are opening, but they are also closing. Thirty percent of respondents (an 11-point increase since May) report closing shelters, which is more prevalent in rural and suburban areas. These interviews suggest that staffing shortages can cause reductions in services.

Certain opportunities for improvement are evident from the second online survey. Sixteen percent of CoCs report doing "nothing new" for unsheltered people. Many of them are serving previously sheltered people in hotels/motels and new shelters—but are less likely to say the same about unsheltered people. And, more should be learned about the well-being of groups that are less likely to be prioritized for pandemic-related services (youth and families, for example).

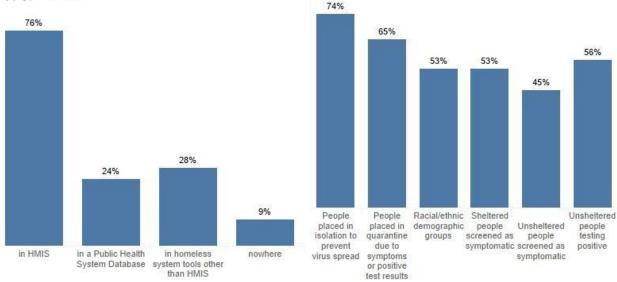
COVID-19 Data Collection

COVID-19-related data collection could help homeless services systems and their health partners make informed decisions about temporary housing placements and other aspects of service delivery. Seventy-six percent of CoCs are capturing such data within HMIS—a 17-point increase since May. However, 47 percent are not collecting data related to race and ethnicity, limiting their ability to implement crisis responses that help reduce well-known racial disparities within homelessness.

Data Tracking



My CoC is collecting COVID-19-related data on the following (check all that apply) *n*=62



If your CoC is not currently collecting data, why? (Check all that apply) n=6

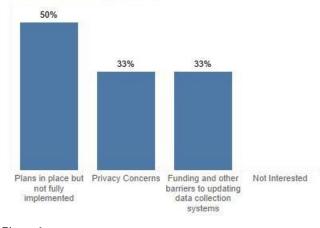


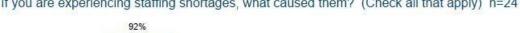
Figure 6

Public health departments are often involved in collecting COVID-19-related information for entire communities. However, some have a history of not asking questions about housing status. Under such circumstances, agencies are unable to come to any conclusions specifically about people experiencing homelessness. Finally, public health departments and healthcare providers may not be sharing information with homeless service providers.

Strains on Proper System Functioning

Prior to the current crisis, America's homeless services providers were unable to house everyone. However, many functioned in ways designed to maximize their reach and impact. Current circumstances are straining this normal functioning and may be causing organizations to reach a breaking point.

Staffing Are you experiencing staffing shortages? 53% (n=25) 47% (n=22) No Grand Total 100% (n=47) If you are experiencing COVID-19 related staffing shortages, in what areas are they occurring? (Check all that apply) n=24 92% 63% 50% 50% 33% 25% 13% Frontline Shelter Street Outreach Facilities Social Workers Behavioral Health Volunteers Physical Health Food Prep Workers Workers Staff Maintenance Specialists Specialists If you are experiencing staffing shortages, what caused them? (Check all that apply) n=24



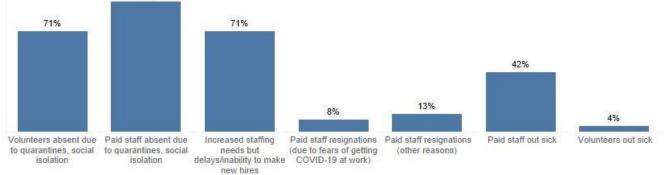


Figure 7

The survey suggests the need for a national-level focus on the staffing shortages and resource deficits of homeless service systems. At a minimum, such efforts should protect previously existing norms for 1) the percentage of eligible people served and 2) the quality of those services. Ideally, they should also try to improve upon the norm.

Staffing Shortages

In the second survey, 53 percent of system leaders reported staffing shortages. Although this represents a 7-percentage-point dip since May, the number still reflects a troubling majority of providers.

Access to Services



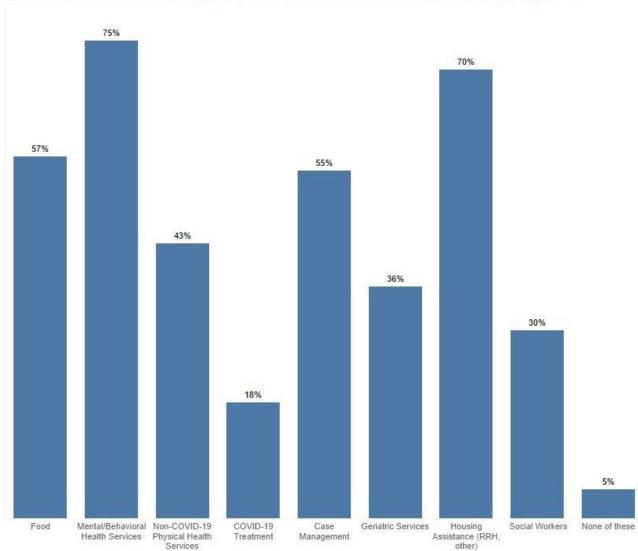


Figure 8

Most often missing are low-wage frontline workers—shelter and street outreach staff. They are in high demand because noticeable numbers of existing employees are quarantining/isolating, calling in sick, staying home to care for children, or resigning due to fear of contracting the virus. Contributing to the problem are increased staffing needs—providers are performing new crisis-related tasks, operating in new settings, and may be reaching more people (some of whom have great needs).

Through the several stages of this project, it is evident that many factors that could make frontline work undesirable. This includes low pay, a risk of contracting COVID-19 during time spent in congregate settings with large numbers of people, insufficient availability of PPE, and increased workplace demands and stress. As a result, multiple system leaders we interviewed were implementing compensation incentives, such as hazard pay and bonuses for good attendance. Such solutions require additional resources and serve as a band-aid for a sector that is increasingly reconsidering the congregate shelter model.

In addition to frontline workers, more supplementary services providers are needed. System leaders say their clients lack access to professionals from mental and behavioral services (75 percent), housing assistance (70 percent), and case management (55 percent). The absence of these workers could reduce the positive outcomes realized by consumers.

Resource Needs

Providers have received additional resources from Congress through the CARES Act, state and local governments, FEMA, and private foundations. They have been using them primarily for the temporary housing solutions described above.

New Resources If you have received new resources to help manage COVID-19, what are the sources? (Check all that apply) n=43 86% 53% 33% 33%

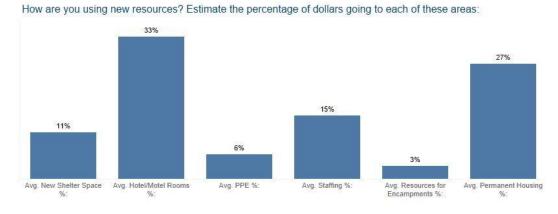


Figure 9

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Funds

However, there is no end in sight to either the health or economic crises, which could produce a <u>40-45 percent</u> increase in homelessness in the coming months. Providers who provided responses to this question indicate they have target areas for any new resources: permanent housing, staffing, and hotels/motels rank highly on their lists.

If additional funds do become available, how will you use them? Rank the below according to your priorities, labeling your most significant priority as 1 and leaving non priority items blank.

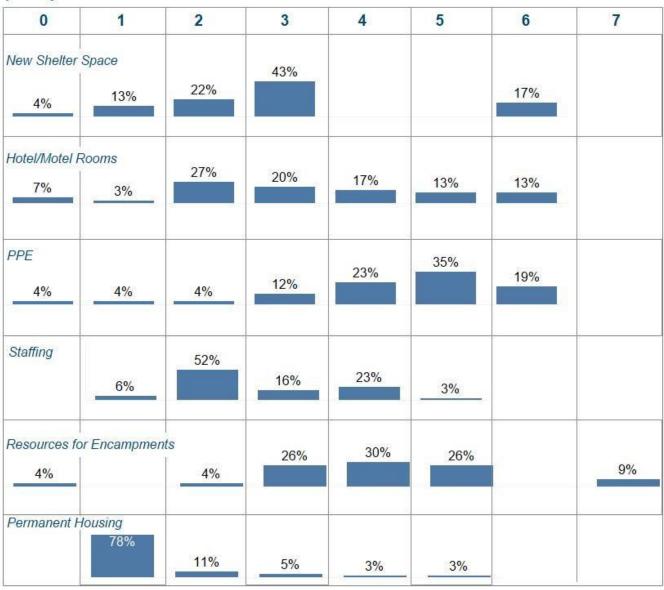


Figure 10

New Roadblocks to Ending Homelessness

Ideally, national efforts around homelessness would end the problem. Except for small upticks in recent years, the overall trend has been gradual but steady progress on reducing homelessness. Overall counts have decreased by 12 percent since 2007, but COVID-19 and the recession threaten this progress.

An overwhelming majority of homeless service providers (81 percent) say that they are already experiencing increased requests for assistance. A majority (64 percent) also indicate they have reason to believe their communities have realized increases in unsheltered homelessness since the beginning of the crisis.

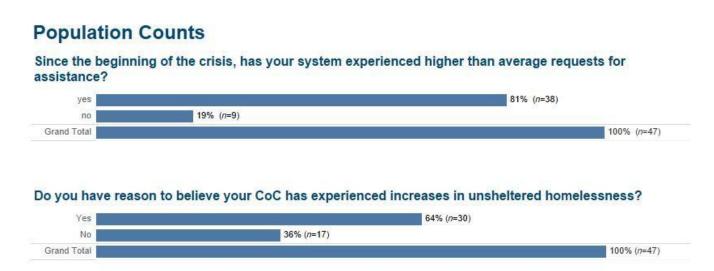


Figure 11

Importantly, various indicators point to COVID-19 and the recession having disproportionately negative impacts on people of color. Organizations such as the *The Center for Public Integrity* are tracking these concerns. Disparities in unemployment, evictions and contracted illnesses could possibly increase disparities in homelessness. Most homeless assistance systems (61 percent) are developing racially equitable approaches to permanent housing. Some are acting in other areas such as staffing and street outreach. However, 1 in 3 systems have yet to implement any racially equitable approaches. More technical assistance for these providers may be warranted, and the issues of racial impact and racial equity must become a greater focus of homelessness researchers for the remainder of the crisis and beyond.

Race Equity

In response to COVID-19, my CoC is developing racially equitable approaches to: (check all that apply) n=64

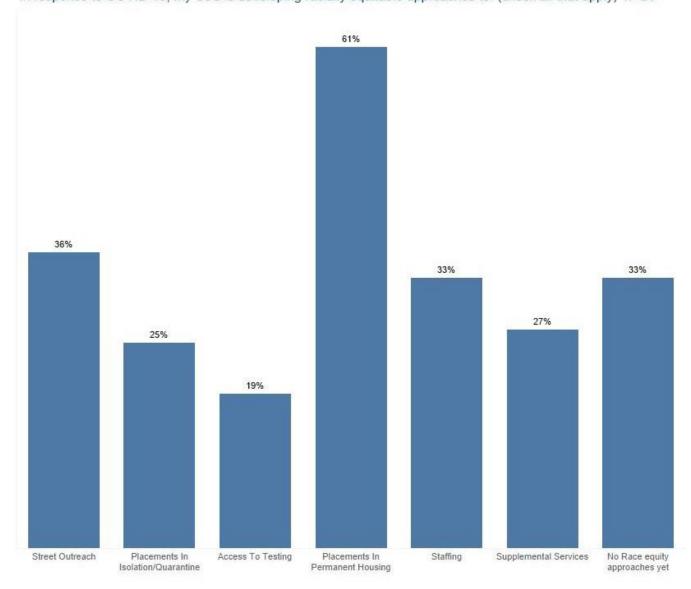


Figure 12

In addition to more (and potentially racially disparate) people entering homelessness systems, leaders point to difficulties in exiting people into permanent housing. Specifically, they estimate that only 1 in 3 homeless people in hotels/motels and other isolation/quarantine sites are permanently housed when they leave. Most return to shelters, go unsheltered, or have unknown whereabouts.

New Resources Continued

If additional funds do not become available and the current crisis extends for at least another year, our system will likely experience...(check all that apply) n=

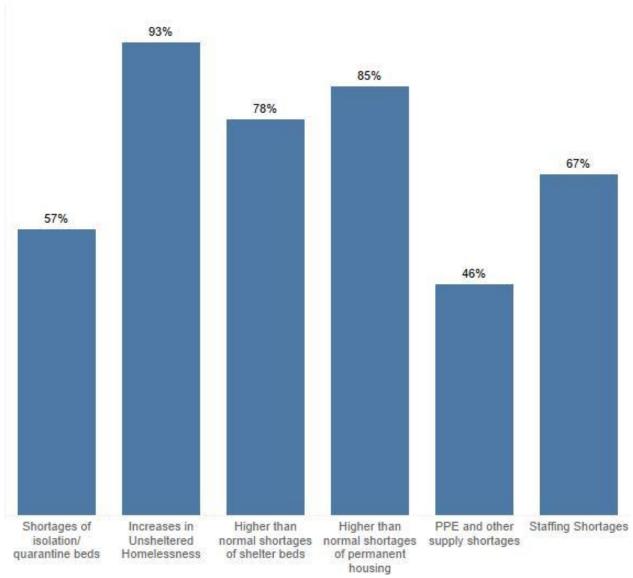


Figure 13

Finally, survey responses to resource/budgetary questions also suggest growing impediments to ending homelessness. As noted, the respondents are prioritizing permanent housing as a target for future funding. They also predict a parade of devastating outcomes if they don't receive additional resources and the crisis extends for at least another year. This list includes increases in unsheltered homelessness (93 percent of CoCs) and higher than normal shortages of permanent housing (85 percent). If they become a reality, such factors would make it more difficult to end homelessness.

Conclusion

The findings of a second Alliance survey (conducted at the end of July) reflect the efforts of homeless services providers who are juggling multiple responsibilities during the age of COVID-19 and economic recession: 1) protecting vulnerable people from a public health threat, 2) maintaining adequate system functioning, and 3) making progress towards ending homelessness.

Many are doing well in certain areas like obtaining sufficient PPE and moving people into isolation/quarantine housing. There are even indicators of some improvements since the first online survey in May. However, some CoCs and populations (e.g., unsheltered) are too often being left behind. Through these surveys and interviews, system leaders have expressed a need for resources and technical assistance to manage these issues.

Limitations

There are some notable limitations to the analysis and generalizability of this survey. Twenty percent of CoCs responded to the survey, and only half of those completed the survey. Survey and item nonresponse is unlikely to be random, with factors such as staff time, ability to gather requested data items, and political considerations likely influencing completion rates. Therefore, we cannot generalize findings from this survey to other communities.

In addition, all data are self-reported. Beyond removing obvious data entry errors, the Alliance was unable to validate the responses. Thus, in a few instances, the answers to different questions may appear inconsistent. Despite these limitations, these data provide a unique picture of homeless services systems several months into the COVID-19/recession response in communities across the United States. In general, the findings here show a clear commitment by communities to the health and safety of persons experiencing homelessness, as well as nearly universal challenges in finding adequate resources to meet all the needs posed by both the pandemic and the recession.

Appendix

Survey Instrument

CoC Number:____

CoCs and COVID-19: 2nd Online Survey

Co	C Name:			
Su	rvey Completion Date:			
Na	nme of Person Completing Survey:			
En	nail Address:			
In	tro			
acr sur you	e National Alliance to End Homelessness is conducting 2nd round of surveys of homeless service providers coss the country to understand the impacts of COVID-19 and your responses to it. If you completed the previous rvey, you will recognize some of the questions—we are interested in how your responses change over time. It are new to the survey, welcome. We thank all of you for your time. Your responses will ensure our ability to form policymakers (and others who can help) of your needs and those of people experiencing homelessness.			
D.	ATA TRACKING			
1.	Within my CoC, data related to homelessness and COVID-19 status is being collected (Check all that apply)			
	☐ in HMIS ☐ in a public health system database ☐ in homeless system tools other than HMIS ☐ Nowhere			
2.	My CoC is collecting COVID-19-related data on the following (check all that apply):			
	☐ Sheltered people screened as symptomatic ☐ Sheltered people testing positive ☐ Unsheltered people screened as symptomatic ☐ Unsheltered people testing positive ☐ People placed in isolation to prevent virus spread ☐ People placed in quarantine due to symptoms or positive test results ☐ Racial/ethnic demographic groups			
3.	If your CoC is not currently collecting data, why? (check all that apply):			
	☐ Plans in place but not fully implemented ☐ Not Interested ☐ Other ☐ Funding and other barriers to updating data collection systems			

4.	Would you be willing to share your system's data with our research team?		
	□ Yes □ No		
R	RACE EQUITY		
5.	5. In response to COVID-19, my CoC is developing racially equitable approaches apply)	to: (check all that	
	□ street outreach □ placements in isolation/quarantine □ Access to testing □ Other □ No race equity approache	ervices	
SC	SCREENING and TESTING		
6.	6. Screenings for COVID-19 include activities such as taking temperatures or askir they have experienced symptoms. Who is your CoC periodically screening for Call that apply).	0 1 1	
	 □ All people in shelter □ All people at coordinated entry □ All people who are unsheltered □ Other □ Suspected sick people at coordinated entry □ Suspected sick people at unsheltered loc □ No one 	•	
7.	7. Who is conducting the screenings?		
	\square Medical Professionals \square Trained staff who are not medical professionals \square Untrai	ned Staff	
8.	8. Who is being tested for COVID-19? (Check all that apply).		
	 □ All/most symptomatic people □ Only seriously ill symptomatic people □ Everyone in shelters where someone tested positive □ Everyone in unsheltered locations where someone tested positive □ Symptomatic people in shelters where someone tested positive □ Symptomatic people in unsheltered locations where someone tested positive □ Other □ No One 		
9.	9. Where is COVID-19 testing occurring? (Check all that apply).		
	\square Locations where homeless people live or congregate \square Other		
10.	10. Do you have a system (e.g., cell phone alerts) for contacting homeless people about health alerts, t results, housing placements offers, or other COVID-19 related issues?		
	П Vas П No		

HOUSING

11. <u>In response to COVID-19</u> , providers in my CoC implemented the following prevention me for people in shelter (check all that apply):				
	☐ Implemented social distancing (6 feet btwn beds in all directions) ☐ Procured new hotel/motel rooms ☐ Closed emergency shelters ☐ Nothing new	☐ Opened new emergency shelters ☐ Secured new permanent housing ☐ Other		
12.	12. <u>In response to COVID-19</u> , providers in my CoC impler for people living unsheltered (check all that apply):	mented the following prevention measures		
13.	13. In response to COVID-19, providers in my CoC are medically impacted (check all that apply): ☐ Symptomatic people are placed in designated spaces within existing ☐ Diagnosed people are placed in designated spaces within existing ☐ Symptomatic people are place in motel/hotel rooms ☐ Diagnosed people are placed in motel/hotel rooms ☐ Symptomatic people are placed in other types of separate facilities ☐ Diagnosed people are placed in other types of separate facilities ☐ No special arrangements are made	ng shelters shelters		
14.	14. In response to COVID-19 , how has your approach to div	<u>version</u> changed?		
	☐ Expanded its use ☐ Decreased its use ☐ Use star	yed the same		
15.	In response to COVID-19, which subpopulations have been elevated in priority for temporary and/or permanent housing placements? (check all that apply):			
	☐ Older Adults ☐ Unaccompanied ☐ People in Families ☐ Unaccompanied ☐ People w/ Preexisting Medical Conditions ☐ People in shelter ☐ People who are unsheltered	Youth (under 18)		
16.	16. <u>In response to COVID-19</u> , have you added beds to your	system? If so, please indicate how many of		
	each type below.			
	# of Beds A	added		
	Congregate Shelter			
	Hotel/Motel Rooms			

	Permanent Housing (PSH, RRH, Other)					
17.	When COVID-19 temporary placements (e.g. estimate the percentage who have exited to the	, hotels/motels) end, where do people go? Please below situations:				
	Permanent Housing (PSH, RRH, Housing Choi Doubled-Up% Congregate Shelter% Unsheltered% Unknown%	ce Vouchers, Other)%				
PC	OPULATION COUNTS					
18.	Since the beginning of the crisis, has your sy assistance?	stem experienced higher than average requests for				
	☐ Yes ☐ No					
19.	Do you have reason to believe your CoC has experienced increases in unsheltered homelessness?					
	☐ Yes ☐ No					
PF	PE					
20.	Do you currently have an <i>insufficient</i> amount of	you currently have an <i>insufficient</i> amount of any of the following? (Check all that apply)				
	 ☐ Masks for all diagnosed/symptomatic consumers ☐ Masks for all consumers ☐ Masks for staff ☐ Hand soap 	 ☐ Hand Sanitizer ☐ Gloves ☐ Access to COVID-19 tests ☐ Cleaning supplies for facilities 				
21.	If you have insufficient supplies, what are the r	reasons? (Check all that apply)				
	 □ Not enough supplies are available for purchase/requise □ Supplies are available and have been ordered, but are □ Delays in the procurement process □ We haven't tried to order them yet 					
ST	ΓAFFING					
22.	Are you experiencing COVID-19-related staffin	ng shortages?				
	☐ Yes ☐ No					

23.	(Check all that apply)				
	☐ Frontline Shelter Staff ☐ Street Outreach Workers ☐ Facilities Maintenance	☐ Social Workers ☐ Behavioral Health Specialists ☐ Volunteers	☐ Physical Health Specialists ☐ Food prep workers ☐ Other		
24.	If you are experiencing staffing s	shortages, what caused them?	(Check all that apply)		
	☐ Volunteers absent due to quarantine ☐ Paid staff absent due to quarantines ☐ Increased staffing needs but delays/ ☐ Paid staff resignations (due to fears ☐ Paid staff resignations (other reason	s, social isolation linability to make new hires of getting COVID-19 at work)	☐ Volunteers out sick ☐ Paid staff out sick ☐ Other		
RI	ESOURCES				
25.	If you have received new resourapply)	ces to help manage COVID-19	9, what are the sources? (Check all that		
	☐ HUD ESG ☐ HUD (Non-Homelessness Funds) ☐ FEMA	☐ Other Federal Funds☐ State/local Funds☐ Private foundation	□ Other		
26.	How are using new resources? 1	Estimate the percentage of do	llars going to each of these areas.		
	New shelter space% Hotel/motel rooms% PPE%	Eviction Prevention% Resources for Encam Permanent Housing	Staffing% pments% Other%%		
27.			em? Rank the below according to your leaving non-priority items blank.		
	New shelter space Hotel/motel rooms PPE	Staffing Resources for Encampme Permanent housing	Other nt		
28.	If additional funds <u>do not</u> become our system will likely experience		crisis extends for at least another year,		
	☐ Shortages of isolation/quarantin☐ Increases in unsheltered homele☐ Higher than normal shortages of☐ Higher than normal shortages of☐	ssness	er supply shortages rtages er		

AGENCY ASSISTANCE/PARTNERSHIPS

	My CoC has partnered with, or received assistance from, the following agencies to help manage lealth issues (check all that apply):				
	☐ CDC ☐ State/local health department ☐ Community Health Centers	☐ FEMA ☐ Hospital(s) ☐ Emergency Services	□ None □ Other Agencies (Polic		
AC	CCESS TO SERVICES				
30.	In my CoC, people are experience	ing COVID-19-realate	d access issue	es with (Check all that apply	7)
	☐ Food ☐ Mental/behavioral health services ☐ Non-Covid-19 physical health service ☐ COVID-19 treatment	☐ Case manage☐ Geriatric serv☐ Housing assis	ices	☐ Social workers ☐ Other er)	