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Pima County Board of Supervisors

To: Melissa Manriquez, Clerk of the Board

From: Matt Heinz, Supervisor, District 2

Date: May 19, 2025

RE: May 20, 2025, Regular Agenda Item #21: Three Cents for Affordable Housing:
The Homelessness Picture in our Community – TPCH 2024 Gaps Analysis

The University of Arizona's Keith Bentele and his colleagues at the **Southwest Institute for Research on Women (SIROW)** regularly partner with our local Continuum of Care coalition, the **Tucson Pima Collaboration to End Homelessness (TPCH)**, to research and report on the gaps in our systems for preventing homelessness in Pima County and for serving those experiencing homelessness.

As one would expect, the picture is complex. But as the 2024 TPCH Gaps Analysis (attached) points out, one thing is clear: *"There is an urgent need to improve our local capacity to **prevent** homelessness."*

The 2024 Gaps Analysis, entitled ***Increasing Need and Decreasing Capacity to Serve: An Urgent Case for Local Homelessness Prevention***, highlights some very troubling data points, and overall, paints "a portrait of an overburdened system increasingly struggling to keep pace with rising need." For example:

- The structural drivers of housing insecurity all remain elevated in Pima County. Home prices and average/median rent prices greatly accelerated between 2020 and 2022 and remain at record highs.
- The proportion of Pima County renter households experiencing **housing cost burden** – i.e. paying more than 30% of household income for rent – rose to 55% in 2023 (*compared to 27% for mortgage-holding households*)
- The proportion of Pima County renter households experiencing "severe housing cost burden" (paying more than 50% of their income on rent) rose to 29% of all renters by 2023. A recently released report from Zillow estimated that there were **6.2 "severely rent-burdened households" for every one Section 8/Housing Choice Voucher available in Tucson in 2023.**
- These historically high levels of housing cost burden, despite a steady job market and low unemployment, are likely to drive accelerated housing insecurity and influx of people into homelessness **during the next recession.**
- Elevated housing insecurity is driving an **increased inflow into homelessness already**, and increasing system demand in recent years has been driven predominantly by *individuals entering homelessness for the first time (or the first time in multiple years).*
- In FY 2023, roughly 16,000 renter households in Pima County were not current on their rent in any given month (about 11% of all renter households). Of these noncurrent renters, a monthly average of 2,580 (16%) saw an eviction as "very likely" to occur in the next two months.

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Supervisor Heinz

RE: Affordable Housing and Homelessness Gaps Analysis

May 19, 2025

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- Over the same period, the monthly average of eviction filings was 1,073 (higher than during pre-pandemic times), the monthly average of housing-related calls to 211 was 623 per month, **and TPCB received an average of 747 new Coordinated Entry assessments (for those experiencing homelessness and seeking services) each month.**
- **Between 2021 and 2023, there was a 59% increase in the number of unique households seeking homelessness-related services in Pima County.** Meanwhile, the number of available transitional and permanent units has not substantially increased because of market constraints.
- Because the number of households seeking homelessness-related services far outstrips the aggregate capacity of the service providers, the proportion of households newly experiencing homelessness served in any project type over the fiscal year decreased from 39% in FY2021 to only 29% in FY2024.
- This means that nearly 3 out of 4 people experiencing homelessness who sought services were not placed in any kind of shelter or housing service at all in recent years. **This has led to greater harm for those experiencing homelessness – including children – greater difficulty in successfully exiting homelessness, and greater impacts to the broader community as well.**
- Of those households served in shelter or housing programs in FY24, roughly 74% exited those programs within the fiscal year. Of those households, however, only 39% (1,039 households) exited to a permanent housing destination. **The remaining 61% of households (1,646 households) exited to temporary, unsheltered, or unknown destinations.**

The data is clear, and devastating. For market-based reasons that have nothing to do with individual character traits, initiative, or “personal responsibility,” more and more of our neighbors in recent years have been priced out of stable, affordable housing and have entered homelessness as a direct result. This includes families with children, an increasing number of elderly folks, the disabled, and others.

The answer is not greater law enforcement presence along the Loop or banning camping in washes. The answer, fundamentally, is more affordable housing. Much more of it. As soon as possible. We cannot ignore the need any longer. Let’s step up and begin to solve it together.

cc: Jan Leshner, County Administrator
Steve Holmes, Deputy County Administrator
Carmine DeBonis, Jr., Deputy County Administrator
Nicole Fyffe, Senior Advisor to the County Administrator
Jenifer Darland, Director, Office of Housing Opportunities and Homeless Solutions



THE UNIVERSITY OF ARIZONA
COLLEGE OF SOCIAL & BEHAVIORAL SCIENCES

Southwest Institute for Research on Women



Increasing Need and Decreasing Capacity to Serve: An Urgent Case for Local Homelessness Prevention

TUCSON PIMA COLLABORATION TO END HOMELESSNESS
2024 GAPS ANALYSIS

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January 2025

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These reports are a product of the *Let's Measure Better* project funded by the Garcia Family Foundation.



Suggested reference: Bentele, K. G., & Shuman, S. (2025). *Increasing Need and Decreasing Capacity to Serve: An Urgent Case for Local Homelessness Prevention - Tucson Pima Collaboration to End Homelessness 2024 Gaps Analysis*. Tucson, AZ: University of Arizona, Southwest Institute for Research on Women.



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EXECUTIVE SUMMARY

Overall, this report paints a bleak picture and sends a clear signal that there is an urgent need to improve our local capacity to prevent homelessness. The data reviewed below indicate that the structural drivers of housing insecurity, including home values, rent prices, and poverty, all remain elevated in Pima County. Elevated housing insecurity is driving current levels of inflow into homelessness. Increased inflow is visible in the 59% increase in the number of unique households seeking homelessness-related services (by completing a coordinated entry assessment) between 2021 and 2023. The capacity of our local system (beds/units) has not increased over this time frame, but the number of people served in any project did increase by 14%. Despite this increase in the number of people served, the proportion of newly inflowing households served in any project type decreased from 39% in FY2021 to 28% in FY2023. This is a portrait of an overburdened system increasingly struggling to keep pace with rising need. As a result we see increasing numbers of people considered “actively homeless,” an increasing average length of time homeless, and increasing visibility of unsheltered homelessness in our community.

Looking ahead, TPCB’s 2024 Housing Inventory Count report registered decreases in beds/units across all project types, especially Permanent Supportive Housing units, indicating reduced local capacity to meet these challenges. Recent election results have decreased the likelihood of infusions of funds from the federal or state government to address the drivers of the housing crisis or to mitigate current levels of homelessness. While there are multiple serious city and county level efforts currently being implemented to address the shortage of affordable housing, these efforts will take years to substantially impact the local housing stock. **These unique circumstances and the increasing prevalence of homelessness indicate an urgent need for more resources directed towards homelessness prevention to reduce the current and ongoing magnitude of inflow into homelessness.**

There is motion locally on many of the elements needed to implement a coordinated local/regional approach to homelessness prevention. Substantial reductions in both homelessness and poverty are achievable, and there is a rich evidence base providing guidance as to how to get there efficiently. Building, *and sufficiently resourcing*, a community approach to homelessness prevention has the potential to reduce ongoing overwhelm of our homelessness response system, reduce harm among households who avoid an experience of homelessness, and better position our community to weather future challenges (e.g. the next recession, financial disruption, or a resurgence of inflation) to housing stability among our most vulnerable community members.

Detailed Summary

This Gaps Analysis is organized using a systems flow approach. Such an approach emphasizes flows in and out of the homelessness service system to better understand aggregate system performance, and to identify areas in need of improvement.



At Risk of Homeless

Indicators of Housing insecurity in 2023: In fiscal year 2023, roughly 16,000 renter households in Pima County were not current on their rent in any given month (\approx 11% of renter households).

-Of these noncurrent renters, a monthly average of 2,580 saw an eviction as “very likely” to occur in the next two months. Over the same period, the monthly average of eviction filings was 1,073, the monthly average of housing-related calls to 211 was 623, and Tucson/Pima CoC received an average of 747 new Coordinated Entry assessments each month.

Recent Trends in Housing Insecurity: While median/average rent prices increased 30-37% between 2020 and 2022 in Tucson, growth in rent prices has largely ceased since the Fall of 2022.

-The local rental vacancy rate, a measure of the general availability of rental housing, has steadily increased since 2021.

-The proportion of Pima County renter households experiencing housing cost burden, paying more than 30% of household income for housing costs, rose to 55% in 2023 (compared to 27% for mortgage-holding households).

Structural Drivers of Housing Insecurity: As recently as 2020, 75% of Tucson homes sold were affordable for a family with a median income. This measure of housing affordability fell to only 38% of Tucson homes sold in 2023.

-Between 2020-2023 in Tucson all of the following increased: home values \uparrow 42%, average rents \uparrow 36%, wages at the 10th percentile \uparrow 18%, the proportion of housing cost burdened households \uparrow 8%, the proportion of severely housing cost burdened households \uparrow 11%. **Elevated risk of homelessness is expected to continue to drive elevated rates of inflow into homelessness. Consistent with this expectation, all indicators of housing insecurity in Pima County remain elevated as we enter 2025.**

Inflow Into Homeless: Recent Trends

Overall Homelessness: Annual PIT count data suggest that the prevalence of homelessness in Tucson/Pima County was stable between 2022 and 2024. However, metrics derived from the Homeless Management Information System (HMIS), indicate that the number of people considered “actively homeless” and the number of people completing CE assessments have risen since 2020.

-Between 2020 and 2023, the total count of individuals experiencing homelessness in the Tucson/Pima Point in Time Count \uparrow 67%, the number of TPCH coordinated entry assessments completed by unique individuals \uparrow 34%, and the number of single adults experiencing chronic homelessness considered “actively homeless” by TPCH \uparrow 86%.

-Increasing system demand in recent years is driven predominantly by individuals entering homelessness for the first time (or the first time in multiple years).



-The increasing prevalence of homelessness strongly suggests an urgent need for more resources directed towards homelessness prevention to reduce the current and ongoing magnitude of inflow into homelessness.

System Demand and Coordinated Entry: A defining feature of homelessness service systems in most communities is a striking mismatch between the volume of need for services and the capacity of systems to meet those needs. Currently, increasing inflow into homelessness is putting additional pressure on systems that are already overburdened.

- 7,689 unique adults or heads of households completed a CE assessment in fiscal year 2023. Of these assessments 28% were subsequently served in some type of shelter or housing program. **Only 14% of households seeking services were prioritized and referred to a service provider for enrollment in a housing program.** Ultimately, 535 households were successfully enrolled in a rapid rehousing or permanent supportive housing program. This modest number is only 7% of the total number of unique households seeking services in fiscal year 2023. **This is an alarmingly small proportion of new system entrants making it to enrollment into a housing program.**

System Performance Metrics – All Households

Proportion of New Inflow Served: Between 2021 and 2023 the number of unique households completing CE assessments increased 59%. Over the same years, the total number of households served increased 14%. Despite an increase in the number of inflow households served, growth in demand for services, as captured in new CE assessments, substantially outpaced this increase. As a result, the proportion of new inflow households served fell from 39% in FY2021 to 28% in FY2023.

- This proportion is a critical indicator of system performance, as this ratio captures the number of inflowing households served in any project type in a fiscal year. **Since the capacity of the homelessness response system has only grown modestly, the proportion of inflow households served has decreased substantially in recent years.**

Total Served by Project Type: In FY2023, 3,596 unique households were served in any project type.

-The number of people served in Emergency Shelter/Safe Haven/Transitional Housing projects increased 12% between FY2022 and FY2023. The number of people served in Rapid Re-Housing projects dropped 32% between FY2021 and FY2023, while the number of people served in Permanent Supportive Housing programs grew 17% between FY2022 and FY2023.

-Even with modest upticks in the number of people served in ES, SH, TH, & PSH projects in fiscal year 2023, the number of people served across all project types has decreased relative to pre-pandemic levels despite recent increases in homelessness.

System Capacity: Between 2023 and 2024, TPOCH saw a decrease in units/beds across all housing project types available in the continuum. This was especially true for Permanent Supportive Housing.

-PSH units decreased by 21%. Emergency shelter beds and transitional/Safe Haven units also decreased by 6% and 11% respectively.



Exits to a Permanent Housing Destination: A primary goal of our homelessness response and service systems is to assist singles and families experiencing homelessness with re-entry into stable housing. In fiscal year 2023 40% of the 2,757 households who exited housing or shelter programs exited to a permanent housing destination of some type. **This means that 60% of exiting households exited to a temporary or unknown destination.**

-Given increasing inflow to homelessness, improving positive system exits should be a system-wide priority.

Returns to Homelessness: The proportion of TPCH clients returning to the system within two years following an exit to a permanent destination fell substantially between 2017 and 2022 from 29% to 17%. Returns to homelessness increased modestly to 19% in fiscal year 2023. Compared to prior years, returns to the system among households with prior positive exits remained low in 2023.

-26% of households who exited to a temporary or unknown destination (60% of all exits) returned to the system in the first 6 months of FY2023.

Inflow & Outflow: TPCH tracks the inflow of people into homelessness and outflow for three groups of clients: single adults, families, and youth. **For single adults, the largest subpopulation of people experiencing homelessness, inflow exceeded outflow in 10 of the 12 months in fiscal year 2023.** Inflow exceeded outflow in 9 of 12 months for families and 6 out of 12 months for youth in fiscal year 2023. These data are consistent with rising levels of homelessness observed in our community in recent years.

Implications for 2023 Gaps Analysis Estimates

TPCH's 2023 Gaps Analysis report, *The Cost of Ending Homelessness in Pima County*, provided estimates of the number of additional beds and units needed to meet needs over a 5-year period assuming a 20%-40% increase in homelessness post-2022.

-The total system demand (on a 5-year time frame) was estimated to be 9,663 beds/units relative to an inventory of 3,395 beds/units in 2023, producing an estimated unit shortfall of 6,268 beds/units.

-Adjusting this estimate to incorporate reduced housing inventory and change in subpopulations between 2022 and 2023, the estimated systemwide bed/unit shortfall increases 14% to 7,117 bed/units needed to fully accommodate need over the next 5 years.

System Performance Among Specific Subpopulations

System performance can be very different for subpopulations as prioritization and eligibility criteria vary across household characteristics. The table below summarizes system performance metrics highlighted in this report for the 6 subpopulations examined in TPCH's 2023 Gaps Analysis report.



Population → Metric ↓	All HHs	Non-Vet Adult HHs (age 25-54)	Adults w/ minor children	Youth HHs	Veteran Adult HHs	HHs Impacted by Violence	Older Adult HHs
% of HH seeking services served	28%	47%	74%	50%	100%	NA	78%
System Exits to Permanent Dest.	40%	29%	76%	55%	55%	44%	41%
System Exits to Temp/Unknown Dest.	60%	71%	24%	45%	45%	56%	59%
Returns to system from Permanent Dest.	9%	14%	3%	11%	4%	8%	8%
Returns from Temp/Unknown Dest.	26%	29%	9%	22%	26%	25%	27%

Conclusions and Recommendations

It is argued in this report that the structural drivers of housing insecurity, especially home values, rent prices, and poverty, all remain elevated.

-Elevated housing insecurity is driving current levels of inflow into homelessness.

-The capacity of our local system (beds/units) has not increased over this time frame, and the proportion of newly inflowing households served in any project type decreased from 39% in FY2021 to 28% in FY2023. **This is a portrait of an overburdened system increasingly struggling to keep pace with rising need.**

-Looking ahead, the decreases observed in beds/units across all project types (and especially in PSH units) in the 2024 HIC report indicate decreasing local capacity to meet this challenge.

-Recent election results have decreased the likelihood of infusions of funds from the federal or state government to address the drivers of the housing crisis or to mitigate current levels of homelessness.

-Local efforts currently being implemented to address the shortage of affordable housing will take years to substantially impact the local housing stock.

-These unique circumstances and the increasing prevalence of homelessness indicate an urgent need for more resources directed towards homelessness prevention to reduce the current and ongoing magnitude of inflow into homelessness.

Homelessness Prevention from a Complex Systems Perspective: Research using a systems dynamics modeling approach indicates that increased homelessness prevention increases the rate and efficiency with which communities can reduce homelessness.

-In addition, the largest reductions in both housing insecurity and homelessness can be achieved when housing first and prevention interventions are implemented together.



Recommendations for the Tucson Pima Collaboration to End Homelessness:

-TPCH leadership might encourage providers to consider offering more evidence-based homelessness prevention and housing navigation supports to their clients, as they are able, and advocate for a more coordinated local/regional approach to homelessness prevention.

-The CoC might more intentionally track metrics emphasized in this report, such as the proportion of new inflow, households seeking services that were served, and returns to the system among those who did not exit to a permanent housing destination.

-A focus on increasing positive system exits to permanent housing destinations serves multiple needs.

-TPCH leadership may consider more aggressively exploring and facilitating, in collaboration with providers, less traditional housing arrangements for clients such as home sharing, various cooperative housing models, and temporary housing options in hotel, SRO-style units, micro shelters, and other innovative options.

-Another area of where TPCH leadership may be able to improve system performance is reducing returns to homelessness among households who previously exited to a permanent destination.

-Increasing job quality and the degree of training for frontline homeless service provider staff would likely have positive impacts on service engagement and outcomes for clients.

-More ambitiously, there are ongoing conversations about the continuum exploring the feasibility of adopting an Incident Command System (ICS) model to more rapidly rehouse clients in units and reduce homelessness.

Recommendations for Local Government, Providers, and Funders:

Given the urgency of the current situation, it would be ideal for a local government office and/or a non-profit entity to house, direct, and staff this effort to build a community approach to homelessness prevention.

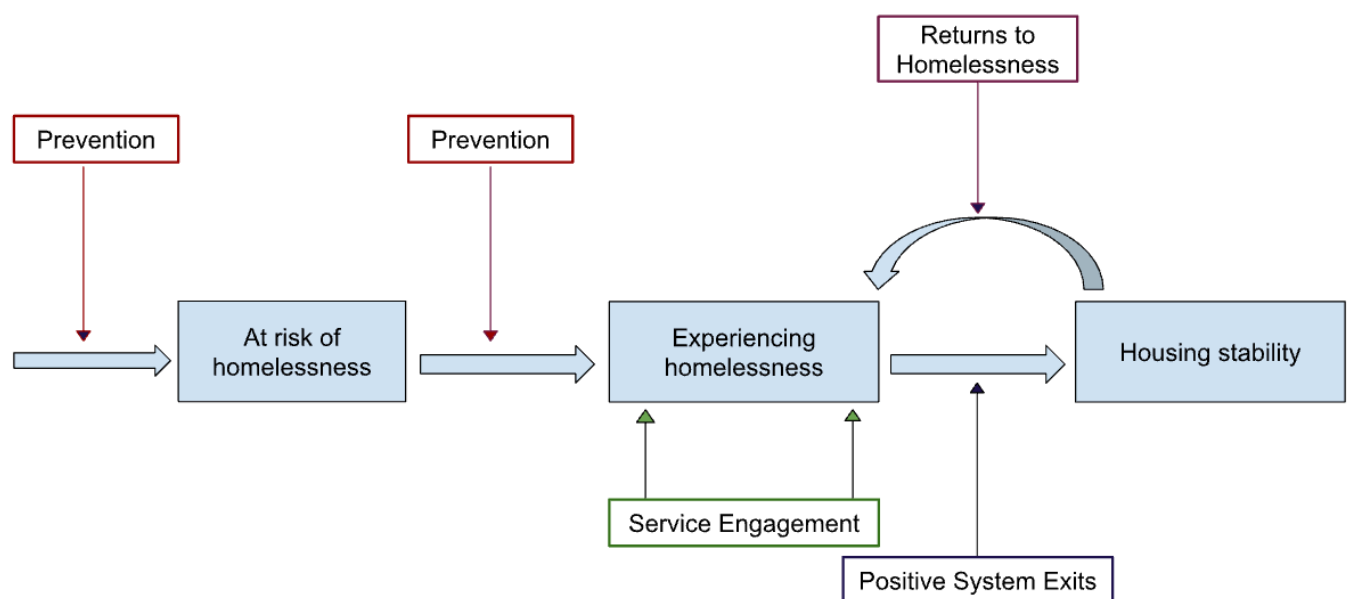


A SYSTEMS FLOW APPROACH TO HOMELESSNESS

This report is organized using a systems flow approach to understanding homelessness in Tucson and Pima County. A systems approach allows the examination of areas of strength, gaps in services, and provides a holistic view of what is and is not working in the local homeless service system. In a systems model, homelessness is the product of the number of people transitioning into homelessness minus those transitioning out of homelessness. Transitions in turn are determined by factors such as service engagement, system exits and returns to homelessness. **Figure 1** displays a visualization of the homelessness service system, identifying where prevention, service engagement, system exits, and returns to homelessness may occur. Of necessity, this model ignores many of the complexities and nuances of reality on the ground and does not attempt to characterize all the pathways that individuals and families may take in practice (e.g. exits to unknown and temporary situations).

The tradeoff of this simplification is that a better understanding of how people move into and out of the homeless service system can provide insight into which areas are in most need of improvement. The data and gaps discussed in this report are broken into the following sections: 1) indicators of the size of the local population at risk of homelessness, 2) measures of system inflow, 3) system performance metrics for the entire CoC system, 4) implications of recent data for the 2023 Gaps Analysis estimates, and 5) system performance overviews for 6 specific subpopulations focused on in the 2023 Gap Analysis report. Those six subpopulations are: non-veteran adults (25-54 years), adults with children, youth, veterans, households impacted by violence (Category 4 definition), and older adult households (55 years+).

Figure 1. High-Level Systems Perspective of Homelessness: Points of Inflow and Outflow



[Adapted from Nourazari et al., 2021¹]

¹ Nourazari, S., Lovato, K., Weng, S.S. 2021. Making the Case for Proactive Strategies to Alleviate Homelessness: A Systems Approach. *Int. J. Environ. Res. Public Health*, 18, 526.

RISK OF HOMELESSNESS

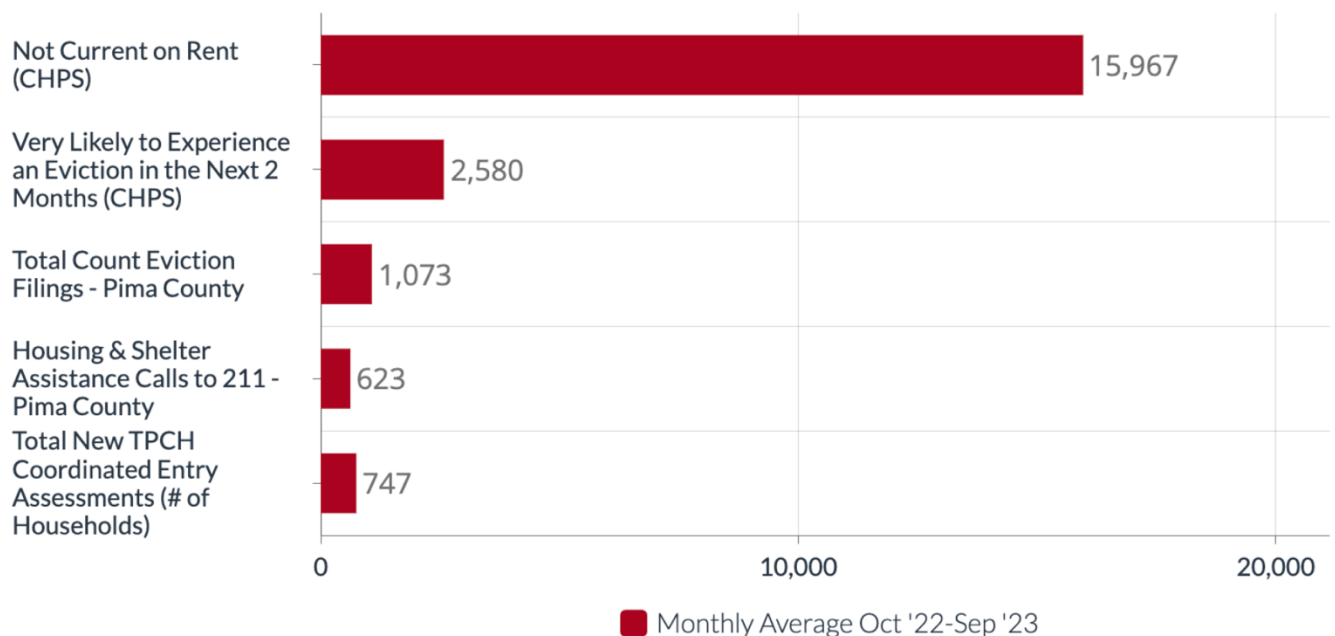
Indicators of Housing Insecurity in 2023

The prevalence of housing insecurity in a community is a direct driver of inflow into experiences of homelessness among households and individuals. However, most people who experience housing insecurity do not experience homelessness. High levels of housing insecurity put a larger share of households at risk of homelessness, with outcomes determined by complex interactions between individuals' unique situations, experiences, vulnerabilities, and resources. With these caveats in mind, **Figure 2** displays the average monthly number of households experiencing housing insecurity captured across different indicators in the 12-month period between October 2022 and September 2023. This specific time frame is the HUD fiscal year and is examined here to align with TPOCH system performance metrics that will be examined below (and are calculated for this time frame).

Figure 2.

Average Monthly Count of Households Experiencing Housing Insecurity

Pima County - Oct 2022- Sep 2023



The broadest measure of housing insecurity provided in **Figure 2** is the number of renter households reporting that they are not current on their rent. This indicator is from the Census Bureau's experimental data series, the Household Pulse Survey (CHPS), and is provided at the state level for Arizona. Projecting statewide estimates onto the number of renters in Pima County suggests that a monthly average of roughly 16k households were not current on their rent payments during the 2023 fiscal year. This may strike some as a surprisingly large number of households. During fiscal year 2023 the average proportion of Arizona renters who reported, in the CHPSs, they were not current on their rent was 10.5%. Over one in ten renters not being current on their rent does not mean that those

households will not eventually find the resources to pay their rent or successfully relocate to a new unit. A comparison with the number of monthly eviction filings indicates that most of these households will not experience an eviction.

A much better measure of *imminent* housing insecurity is a CHPS question which asks non-current renter households about their perception of the likelihood that they will experience an eviction in the next two months. The estimated monthly average of non-current renter households in Pima County seeing an eviction in two months as “very likely” was 2,580. The next indicator provided is the monthly count of eviction filings in Pima County, which averaged 1,073 filings a month in fiscal year 2023. 211 is a non-profit resource line that facilitates connections with social service and benefit programs and provides detailed data on their calls and clients. In the 2023 fiscal year 211 received an average of 623 calls for assistance with housing and shelter needs from households in Pima County. Last, TPCB received an average of 747 new Coordinated Entry (CE) assessments from households and singles seeking services each month in fiscal year 2023.

Recent Trends in Housing Insecurity

One of the best academic analyses of regional variation in the prevalence of homelessness² found that only two local factors were consistently and significantly associated with levels of homelessness: rent prices and the availability of rental units. **Figure 3** displays trends in average or median rents as measured by various real-estate marketplace companies in recent decades. Average or median rents rose 30-37% (depending on the indicator) in Tucson between September of 2020 and September 2023. However, over the past year these indicators suggest that rents prices have been largely flat, meaning no increases, since fall 2023. This is likely a direct, but downstream, impact of the increases in interest rates pursued by the Federal Reserve to combat inflation. While these increases in rent prices have caused enormous hardship for some households, the fact that growth in rent prices has largely ceased over the last couple years is enormously helpful in stemming growth in the share of households experiencing housing insecurity.

The Census Bureau recently released their American Community Survey (ACS) data for 2023. The ACS provides a wealth of high-quality metrics that we can examine to further understand very recent local trends in housing insecurity. The average rent indicators in **Figure 3** are based on a household’s “contract rent” which is the monthly rent stipulated in their lease. **Figure 4** displays shifts in the proportion of Pima County households paying different levels of “gross rent” since 2015. A household’s gross rent is calculated by the Census and is a measure of a household’s contract rent plus the monthly average cost of utilities and fuel. **Figure 4** displays a much starker picture of recent changes in housing costs, than that provided by trends in contract rents alone. The proportion of rental units with a monthly gross rent cost less than \$1000 (in current dollars meaning *not* adjusted for inflation) was 57% in 2020 and fell to only 28% of units in 2023. As the share of lower cost units has declined, the proportion of units available at a gross rent of \$1,500 or greater more than tripled increasing from 11%

² Colburn, G., & Aldern, C. P. 2022. *Homelessness is a housing problem: how structural factors explain U.S. patterns*. Oakland, California, University of California Press.

Figure 3.

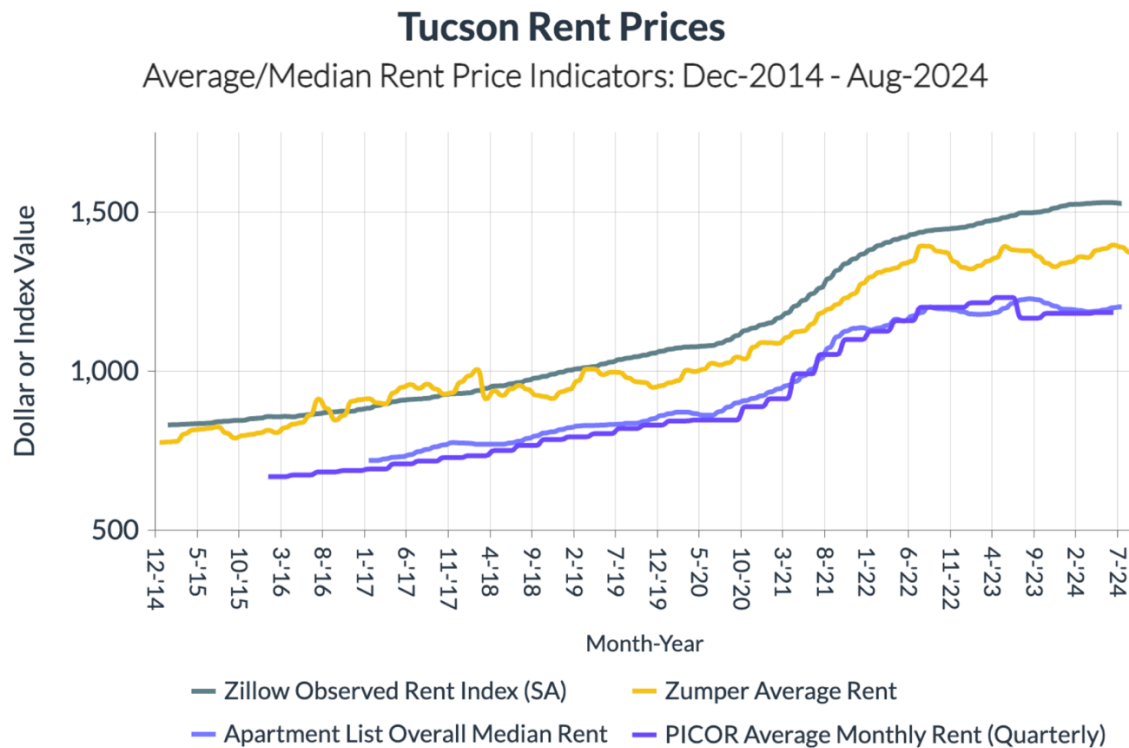


Figure 4.

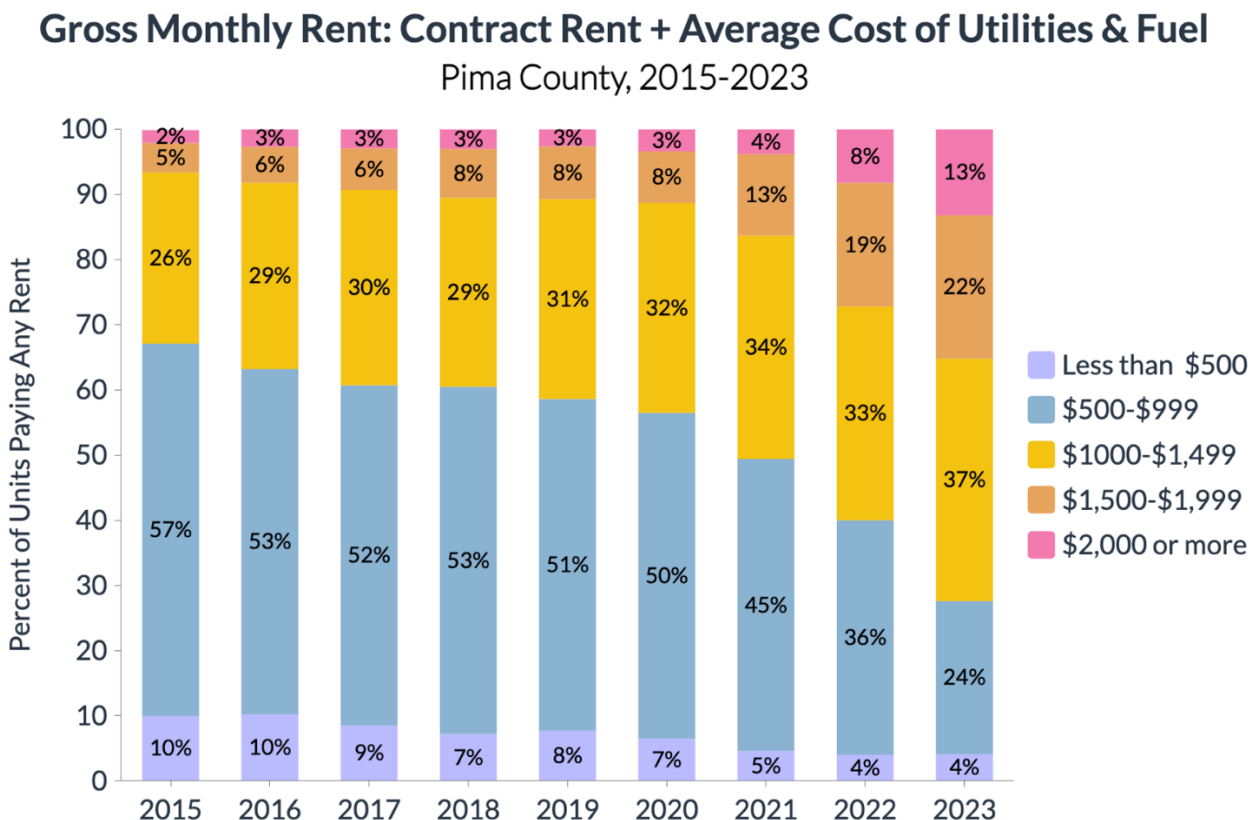
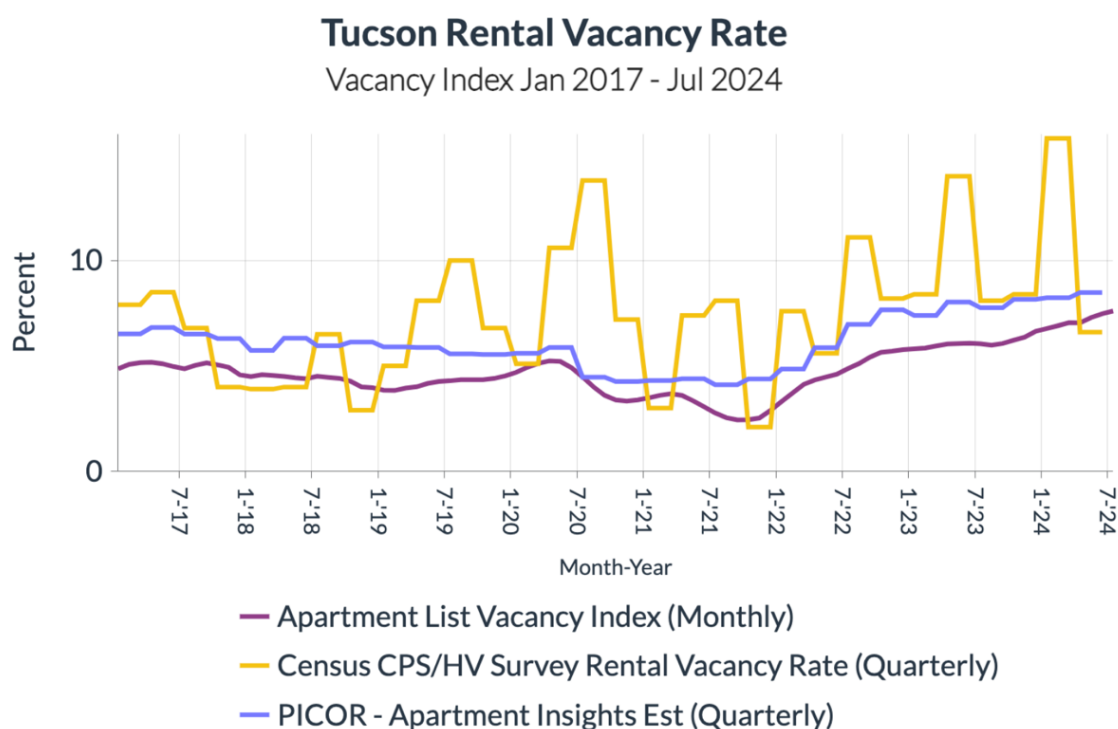


Figure 5.



of units in 2020 to 35% of units in 2023.

In addition to rent prices, the general availability of rental housing is the second primary factor associated with regional levels of homelessness. **Figure 5** displays multiple measures of the local rental vacancy rate which estimates the proportion of rental units that are vacant and available to rent. Since early 2021 the rental vacancy rate has been steadily rising. While it is difficult to estimate the contribution of this increased availability of units on levels of homelessness, prior research indicates that this increasing availability should help mitigate inflow into homelessness. That said, an increase in vacant units is only protective against homelessness for those households who can afford to rent them.

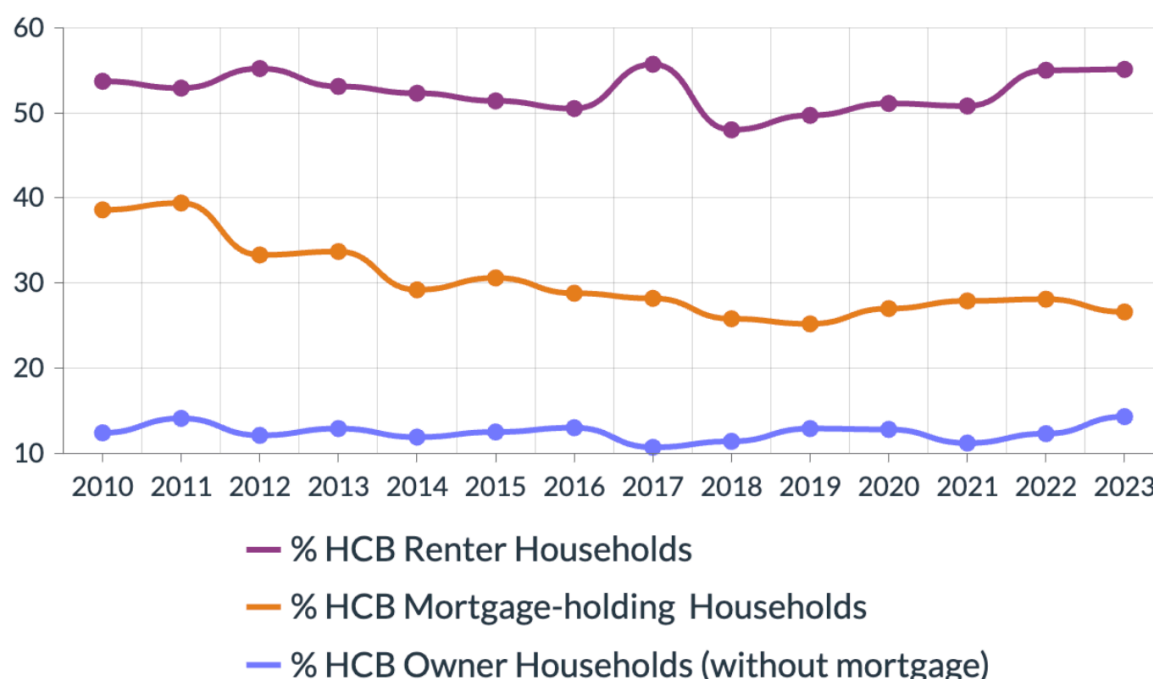
A commonly used measure of housing insecurity is the proportion of household who find themselves “housing cost burdened”. A household is considered housing cost burdened if they are spending more than 30% or more of their household income on housing costs. **Figure 6** displays the share of households that are housing cost burdened for three types of Pima County residents, renters, mortgage-holders, and owners without a mortgage, for the years 2010-2023. There are striking differences in the levels of housing cost burden between renter and homeowner households, and this gap has grown substantially since 2010. In 2010, 39% of Pima County mortgage-holding households and 54% of renter households were housing cost burdened. By 2023, only 27% of mortgage-holding households were housing cost burdened compared to 55% of renter households.

After reviewing the increases in rents displayed in **Figures 3** and **4** one may understandably find it confusing that the extent of housing cost burden among local renters has only increased 7.8% between 2020 and 2023 (from 51% to 55% of Pima County renters). How is this possible if rents have increased

Figure 6.

Percentage of Housing Cost Burdened Households - Pima County

Proportion of Owners, Mortgage-holders, and Renters Paying 30% or More of HH Income on Housing



by more than 30% on average over the same period? Overall levels of housing insecurity are the product of complex interactions between factors impacting housing costs (especially home and rent prices) and factors impacting household earnings (such as unemployment rates and wage growth). Attention to patterns of change in both rents and earnings are necessary to understand change in this metric which is based on a ratio of housing costs to earnings.

Structural Drivers of Housing Insecurity

The substantial increase in rents prices described above have been attributed in large part to the economic impact of the COVID-19 pandemic and resulting dramatic increases in home prices (see **Figure 7**). In the context of a longstanding shortage of affordable housing, a consequence of underproduction of housing following the 2006-08 collapse of the US housing bubble and decades of declining federal investment in affordable housing, increased demand for housing during the pandemic resulted in a spike in home prices. This increase in home prices pulled homeownership out of reach for many middle and lower incomes households. **Figure 8** displays this dramatic reduction in the affordability of housing based on an index created by the National Association of Home Builders (accessed via the *MAP AZ Dashboard*). This housing affordability metric estimates the proportion of homes sold annually in Tucson that would be affordable to a family earning the median household income in Tucson (\$64,323 in 2022).

As recently as 2020, 75% of Tucson homes sold were affordable for a family with a median income. This measure of housing affordability fell to only 38% of Tucson homes sold in 2023. This is important

Figure 7.

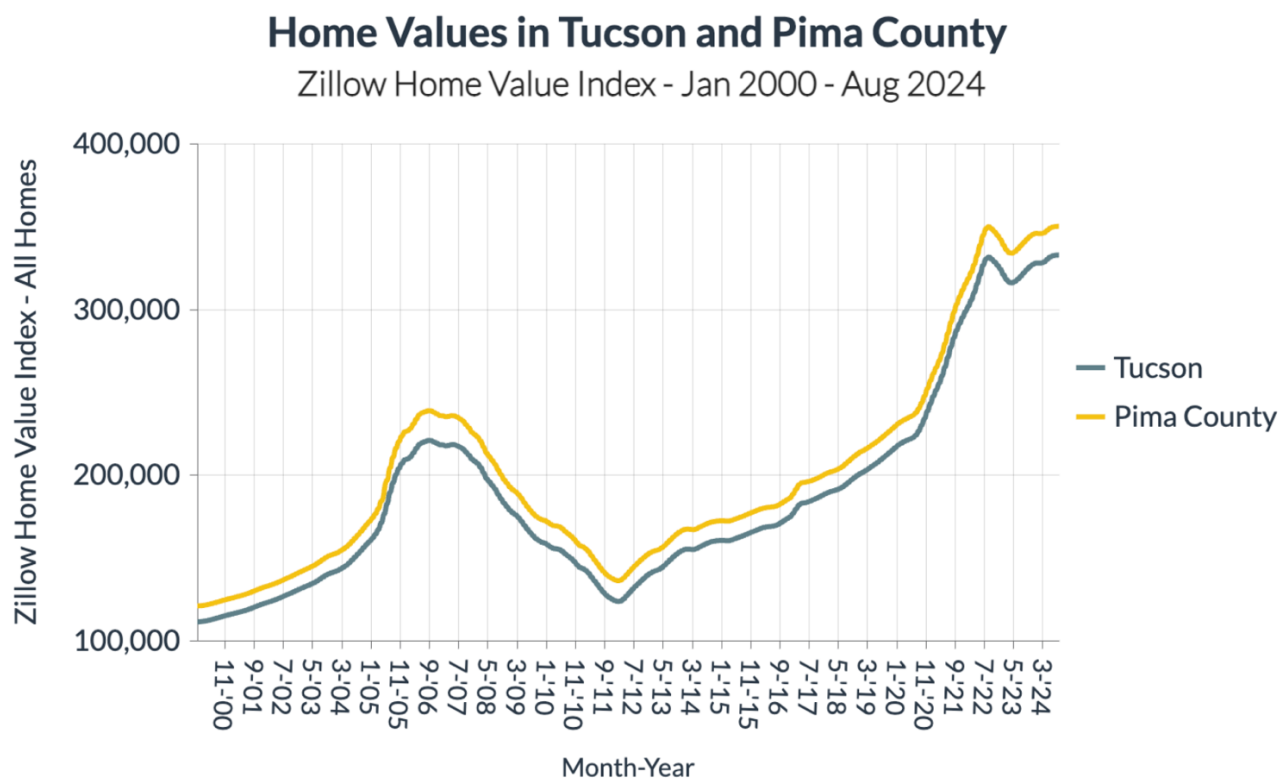
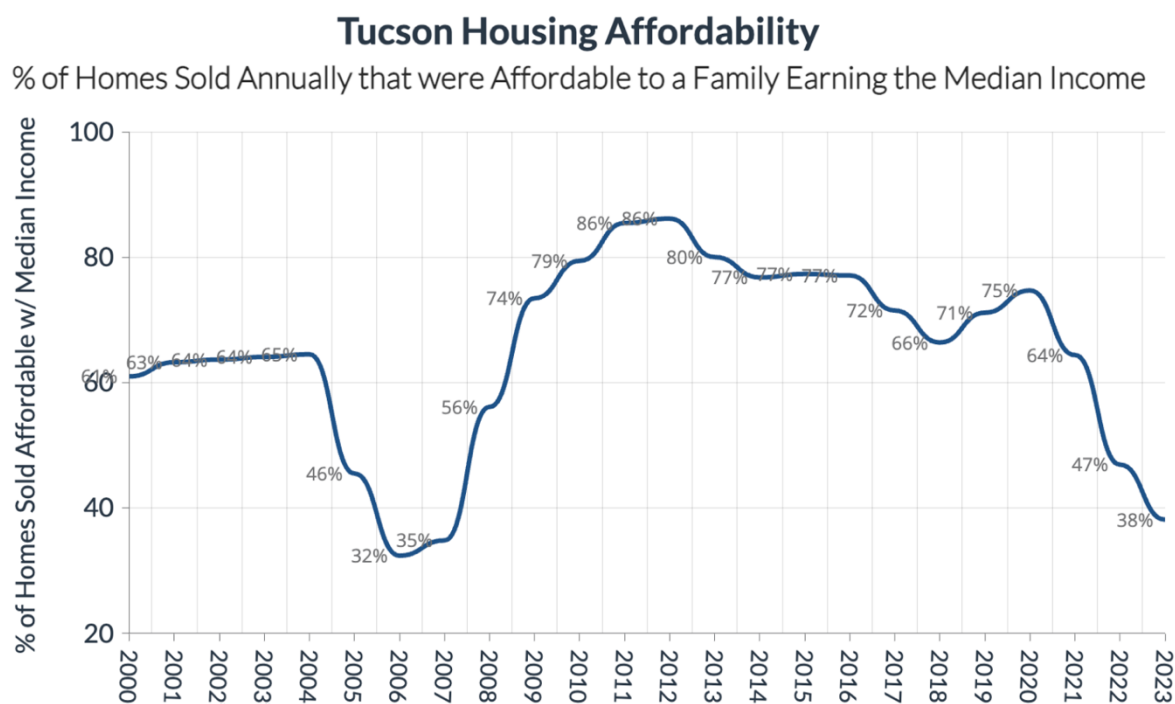


Figure 8.



*This metric was not provided for the years 2002 or 2003. Values shown are interpolated between the values in 2001 and 2004.

Declining Affordability in Dollars

“When comparing the region’s low AMI (area median income) to its skyrocketing housing costs, the situation for low- and moderate-income households is exceptionally bleak. The median home sale price was \$389,700 in the first quarter of 2024, a 68% increase from 2019 when the median home sale price was \$232,000. By comparison, average income (as calculated by the AMI) increased just 22% (\$12,250) during the same time period. Not surprisingly, less than one third (32.8%) of homes sold in 2023 were affordable to households earning AMI. A household earning AMI in 2019 could afford a monthly mortgage of \$1,403.75 without being housing cost burdened. Assuming a 10% down payment and the average 2019 interest rate of 3.94%, a household earning AMI could confidently purchase a home valued at \$236,917, higher than the median home value for that time. To purchase a 2024 median value home of \$389,700 at the current average 30-year rate of 6.94%, that same household would require an additional \$18,970 in down payment costs and an annual income of \$96,480, 141% of AMI, to avoid being housing cost burdened. Overall, the ratio of the current median home price to area median income is 0.57, more than double the 2019 ratio of 0.24.” – *City of Tucson Tucson-Pima Regional Pro Housing Initiative Application Draft, 2024.*

because a major driver of rent increases in recent years has been the demand for a limited supply of rental units by an increasing share of households who in previous years would have exited the rental market as they purchased homes. These comparatively well-off renters are more able to afford higher rent prices, one of multiple factors propping up rent prices.

While there has been little improvement in the underlying factors that drove rent increases in the years 2020-2022, growth in rents locally has been extremely modest since the fall of 2022 (see **Figure 3**).

At the same time, an unusually strong labor market has kept unemployment historically low. This low unemployment, in combination with pandemic-related inflationary pressures, has resulted in strong wage growth at the bottom of the income distribution.

Using data from the Bureau of Labor Statistics, **Figure 9** displays the percent change in annual wages at different points in the earnings distribution for the United States and Tucson. At a national level wage growth has been robust across the earnings distribution, but especially so at the lower end of the distribution. Annual wages at the 10th percentile grew 27% over this four-year period, nearly twice the increase at the 90th percentile. We see a similar pattern of change in annual wages in Tucson, albeit with less dramatic, but still strong, growth at the 10th percentile.

This unusually strong wage growth at the lower end of the distribution helps us make sense of the modest increases in the proportion of housing cost burdened households despite substantial increases in rents. Many lower-income earners have seen just enough of an increase in their earnings to keep up with rising rent costs. But importantly, this does not apply to all lower-income households. Households that are not in the labor market (e.g. households living on benefits and/or fixed incomes) or who are only able to work part time or intermittently have not seen their incomes keep pace with recent increases in rents.



In this section on structural factors that influence housing insecurity, it bears stressing that the minimum wage is a structural factor that powerfully shapes the lower end of the earnings distribution. The minimum wage literally determines the legal wage floor and increases in the minimum wage “ripple up” and push up wages across the lower end of the earnings distribution.

Figure 9.

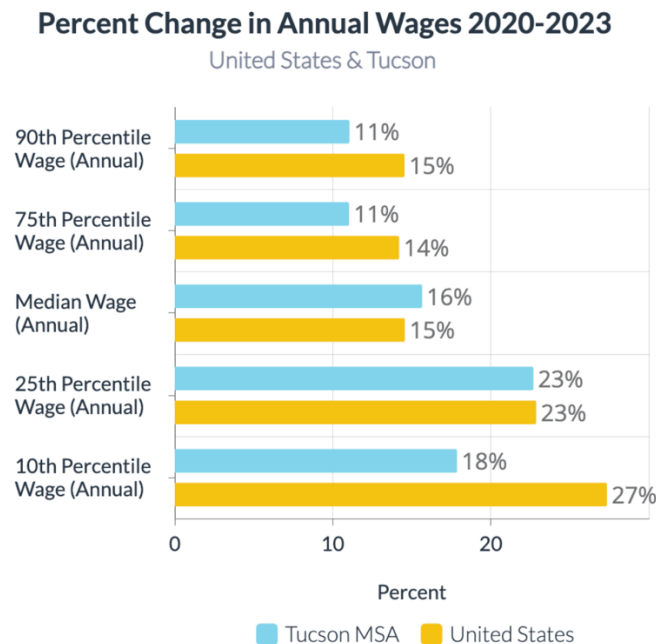
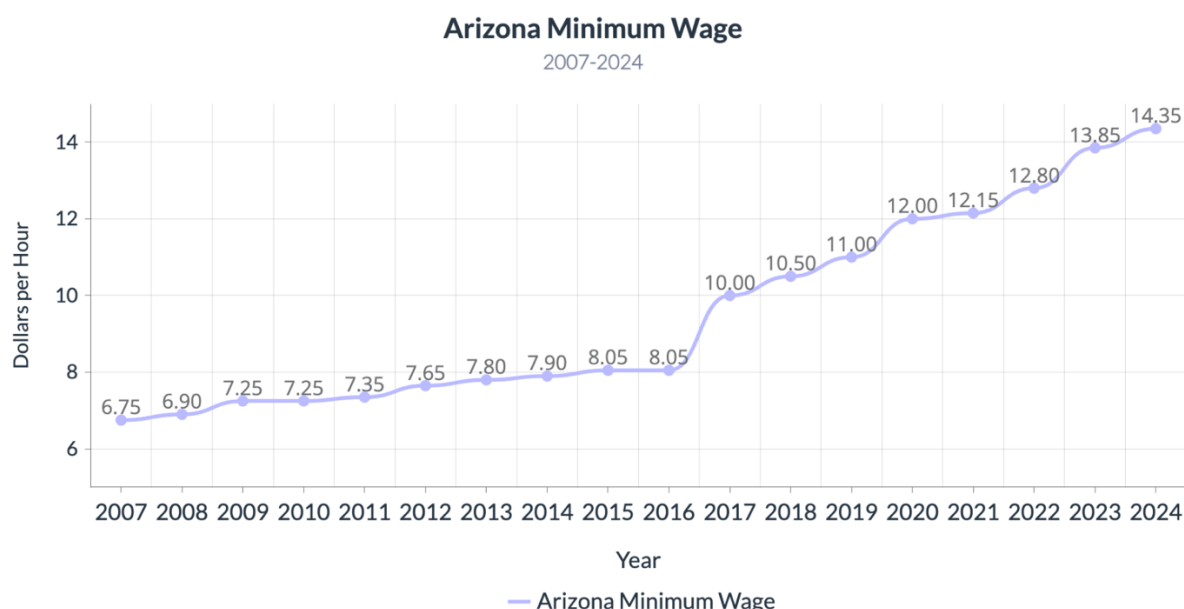


Figure 10 displays the dollar value of the Arizona minimum wage from 2007-2024. In 2016 Arizona passed a ballot initiative, Proposition 206, with the support of 58% of voters. This initiative scheduled increases in the minimum wage to reach \$12.00 an hour in 2020, with further increases tied to changes in the cost of living starting in 2021. As a result, the state minimum wage increased 15.4%, from \$12.00 to \$13.85, between 2020 and 2023. This accounts for a large share of the 18% annual wage growth experienced by workers with earnings at the 10th percentile.

While many Arizona voters may not have fully understood the implications of indexing the minimum wage to the cost of living, in a period high inflation and rising housing costs these cost-of-living adjustments have likely prevented large additional increases in housing insecurity and homelessness.

Figure 10.



Housing prices and earnings were unusually dynamic in the four-year period from 2020-2023. **Figure 11** pulls together indicators of these structural determinants of housing insecurity and allows a comparison with changes in indicators of housing cost burden and homelessness over this timeframe. Broadly speaking, housing costs (home prices and rents) increased as did lower end wages. However, these earnings increases were not enough to keep up with rising rents and utilities for many renter households. The proportion of renter households paying 30% or more of their income on housing costs increased 7.8% (from 51.1% to 55.1%) between 2020 and 2023. Also of note is the fact that the proportion of renter households experiencing *severe* housing cost burden (meaning they spend 50% or more of household income on their housing) increased from 25.8% of renters in 2020 to 28.6% of renters in 2023 (a 10.9% increase). On the other hand, households with mortgages saw effectively no change in the share of households experiencing housing cost burden (a -1.5% decrease between 2020-2023).

Last, **Figure 11** displays the dramatic increases in homelessness captured across multiple metrics. These increases are a direct result of increasing housing costs for renters in addition to the multidimensional disruptions and vulnerabilities created for households by the COVID-19 pandemic. In addition, the ongoing social problems of insufficient access to healthcare, challenges to successful reentry following incarceration, and the opioid epidemic all add further complexity and slow ongoing efforts to reduce homelessness.

Overall, while wage growth has allowed many households to manage rising rents, it is still the case that housing insecurity has increased in recent years. Consequently, the proportion of Pima County households at risk of homelessness has increased as the proportion of renter households experiencing both housing cost burden and severe housing cost burden has grown. Unfortunately, absent policy interventions, the structural drivers of high housing cost burden are unlikely to relent in the short to medium term. Home values and rents are very likely to remain elevated, and the protective impacts of a rising minimum wage are unlikely to fill the gap in coming years as inflation has returned to preferred levels (around a 2% rate). In short, elevated risk of homelessness will continue to translate into elevated rates of inflow into homelessness. Consistent with this expectation, the indicators of housing insecurity in Pima County listed in **Figure 2** all remain elevated as we enter 2025.

INFLOW INTO HOMELESSNESS: RECENT TRENDS

Overall Homelessness

Over the ten-year period from 2010-2019, the number of people experiencing homelessness in Tucson and Pima County declined slowly. There was a sharp reversal of this trend in 2021, when measures of homelessness began registering substantial increases. This increase in homelessness locally mirrors a nationwide trend.

Figure 12 shows the number of people experiencing sheltered and unsheltered homelessness in the Tucson Pima Collaboration to End Homelessness (TPCH) service area between 2010-2024, as measured

Figure 11.

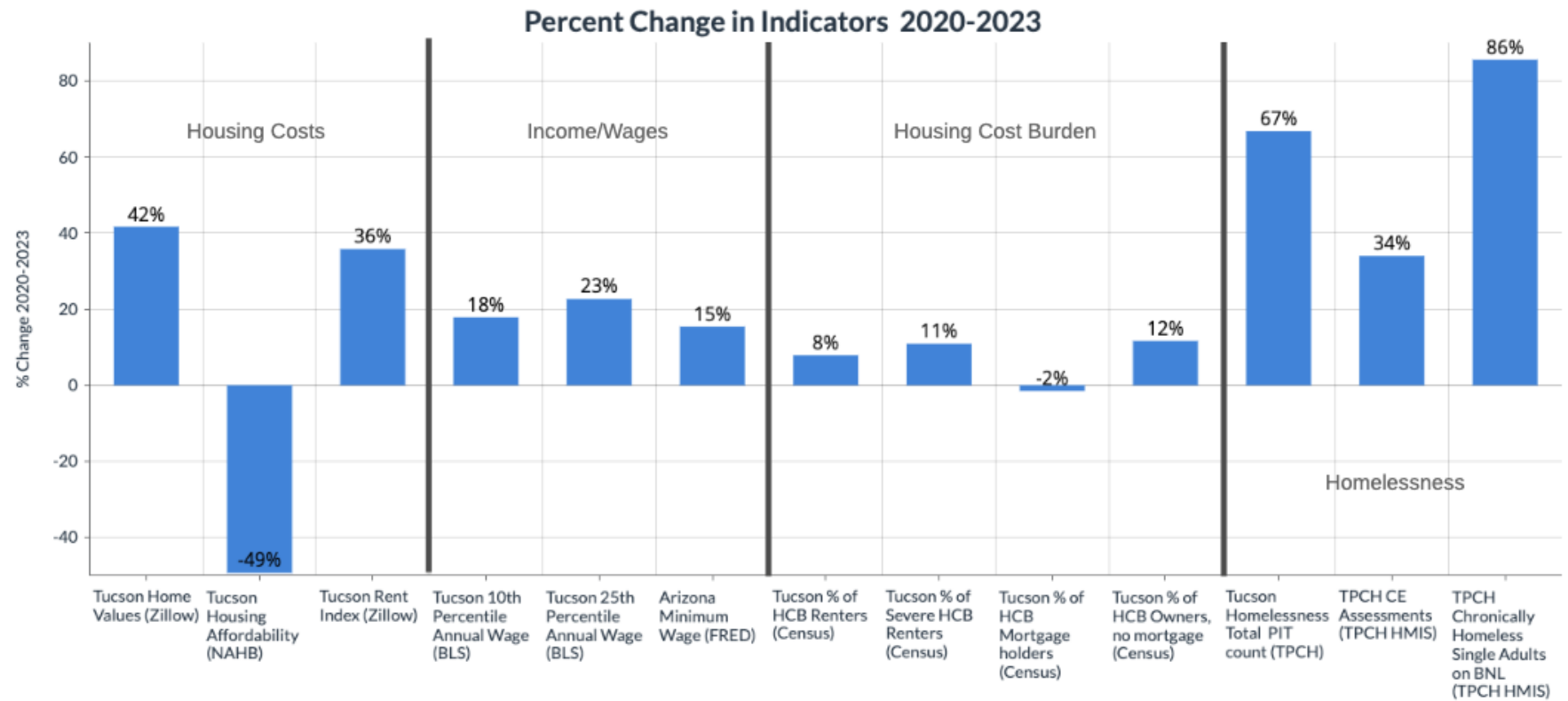
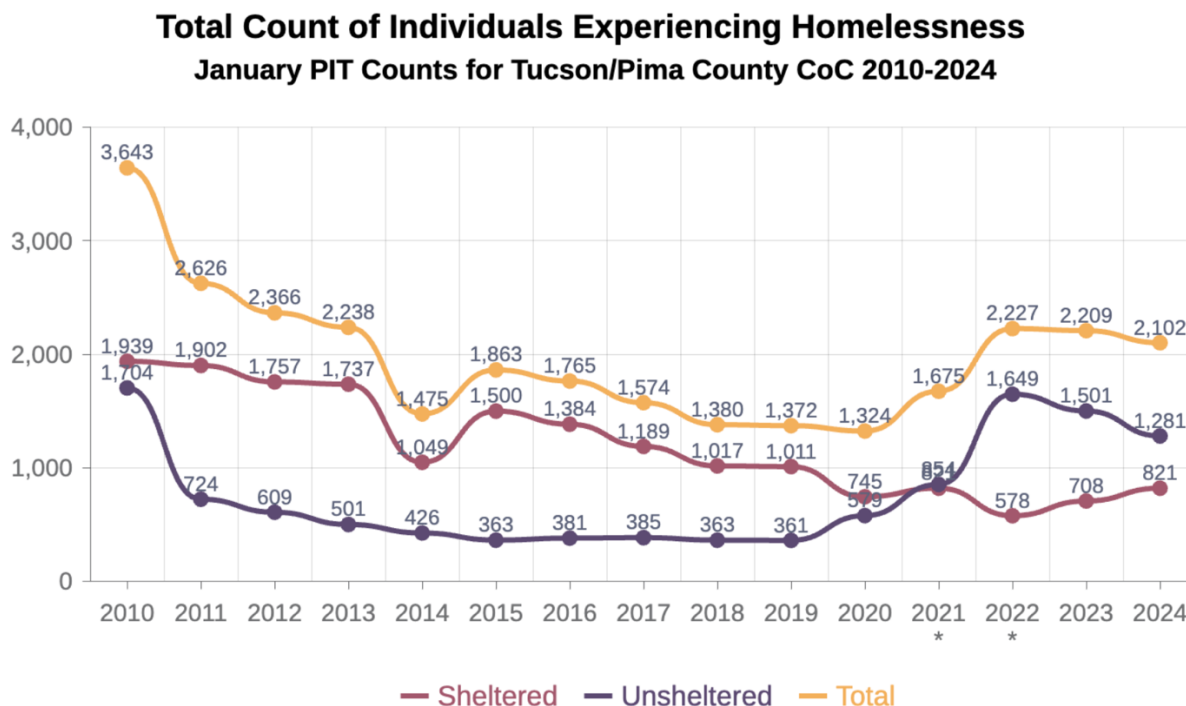
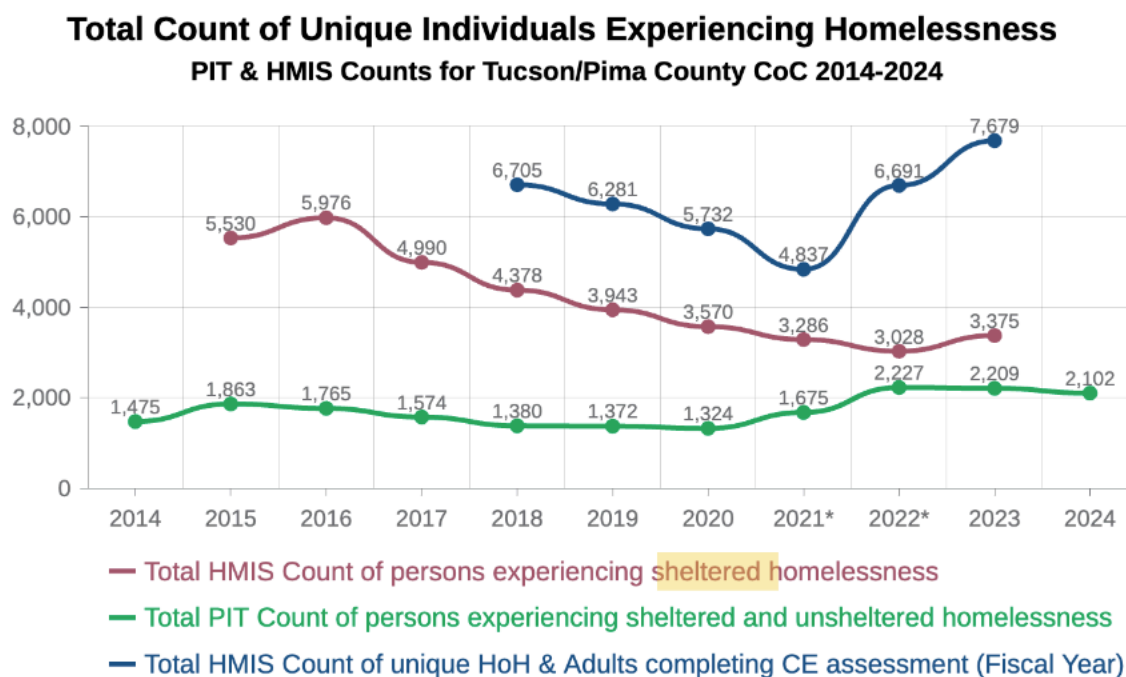


Figure 12.



*Unsheltered counts were estimated in 2021-2022 (using different techniques) due to the ongoing pandemic. Since the methodology used to generate these counts changed considerably between 2020, 2021, and 2022, an unknown portion of increases in these years are likely a result of changes in methodology.

Figure 13.



*Unsheltered counts were estimated in 2021-2022 (using different techniques) due to the ongoing pandemic. Since the methodology used to generate these counts changed considerably between 2020, 2021, and 2022, an unknown portion of increases in these years are likely a result of changes in methodology.

by the annual January Point-in-Time (PIT) counts. The pandemic caused a substantial reduction in the availability of congregate shelter, which reduced the number of people experiencing sheltered homelessness. In combination with increases in housing insecurity due to the pandemic-induced recession, the number of people experiencing unsheltered homelessness surpassed the number of individuals in shelter in 2021.

The annual PIT counts are widely recognized as an approach to measuring homelessness that produces substantial undercounts of the number of people experiencing homelessness. A 2011 analysis of TPCCH Housing Management Information System (HMIS) data found that in the years 2018-2020 the number of unique individuals who completed TPCCH Coordinated Entry assessments each year was **four to five times larger** than the number of people experiencing homelessness captured in the annual PIT count³. **Figure 13** provides multiple views on recent local trends in homelessness based on different types of measures. The PIT count includes individuals staying in shelters on a single night in January, and the number of people experiencing unsheltered homelessness the next day who were encountered by (largely volunteer) surveyors.

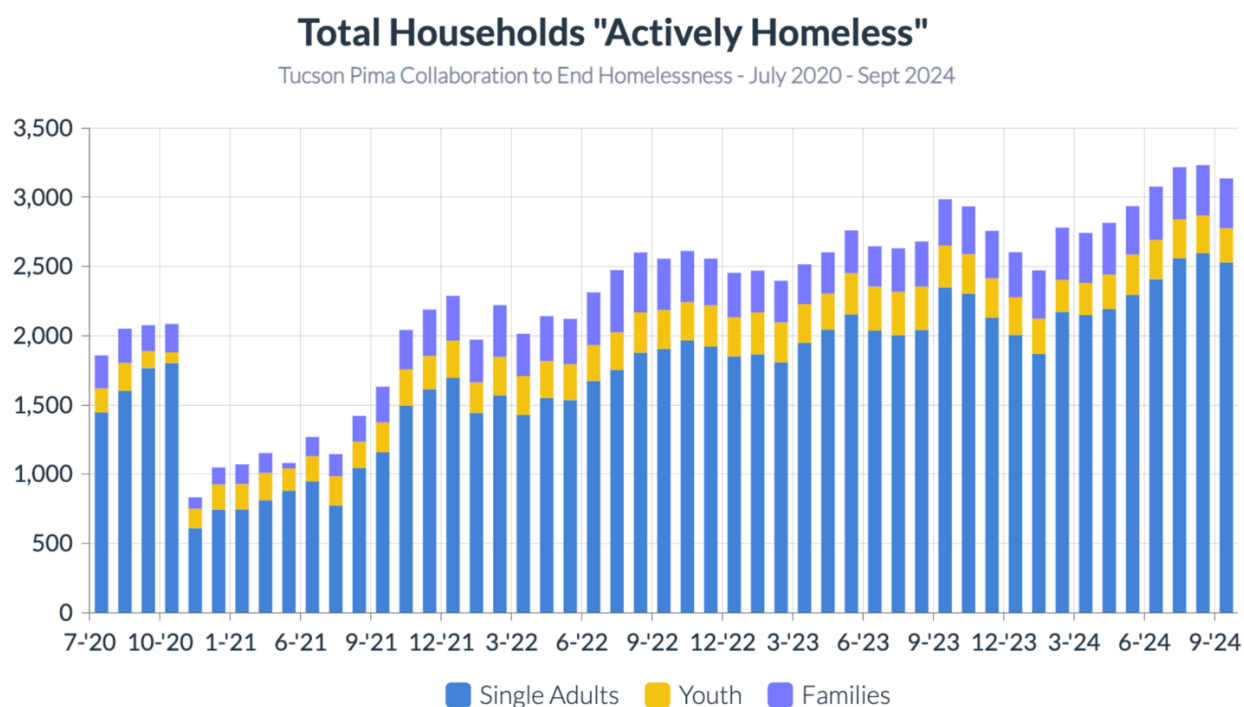
Second, **Figure 13** provides the count of unique individuals experiencing sheltered homelessness as captured in HMIS. This metric provides a substantially more accurate count of the number of individuals who stayed in shelters and returns an estimate that is consistently much larger than the total number of individuals encountered during the PIT count. In recent years the number unique individuals who completed a Coordinated Entry (CE) assessment annually remains at a level three to four times the number of individuals encountered during the PIT count. Completing a CE assessment is a first step to being considered for services from a TPCCH provider and consequently provides a useful metric of the number of people seeking services related to homelessness. That said, this metric does not capture individuals receiving services from non-TPCCH service providers or individuals who have not sought homelessness-related services. The number of people falling in these categories is unclear, but a 2023 City of Tucson needs assessment found that only 40% of people experiencing homelessness interviewed could remember ever having completed a CE housing assessment (n=389)⁴.

The takeaway is that even our best-available metrics of the prevalence of homelessness do not capture a sizable number of people who are experiencing homelessness (e.g. individuals experiencing unsheltered homelessness who are not seeking services) and do not include people in a wide range of situations that a common-sense understanding of homelessness would likely include (e.g. individuals “couch-surfing”, those staying in hotels or other temporary arrangements). It is important to emphasize these data quality issues, as they consistently result in undercounts of the number of people experiencing homelessness and, unfortunately, the most cited figures on homelessness are often

³ Source: Bentele, K. (2021). *People Experiencing Homelessness in the Tucson/Pima County Continuum of Care: A Detailed Examination of their Demographics, Conditions, and Experiences 2018-2020*. Tucson, AZ: University of Arizona, Southwest Institute for Research on Women.

⁴ Bentele, Keith Gunnar, Tamara Sargus, George Lopez, Tayonah Burton, Gerald Davis II, Taniqua Dixon, Donald Hargrett, Tahasha Harpole, Yanna Jones, Andres Montano, Stacey R. Sivley-Taylor, & Danna Williams. (2023). *“No Judgement Here” City of Tucson Needs Assessment of Adults Experiencing Homelessness 2023*. Tucson, AZ: University of Arizona, Southwest Institute for Research on Women.

Figure 14.

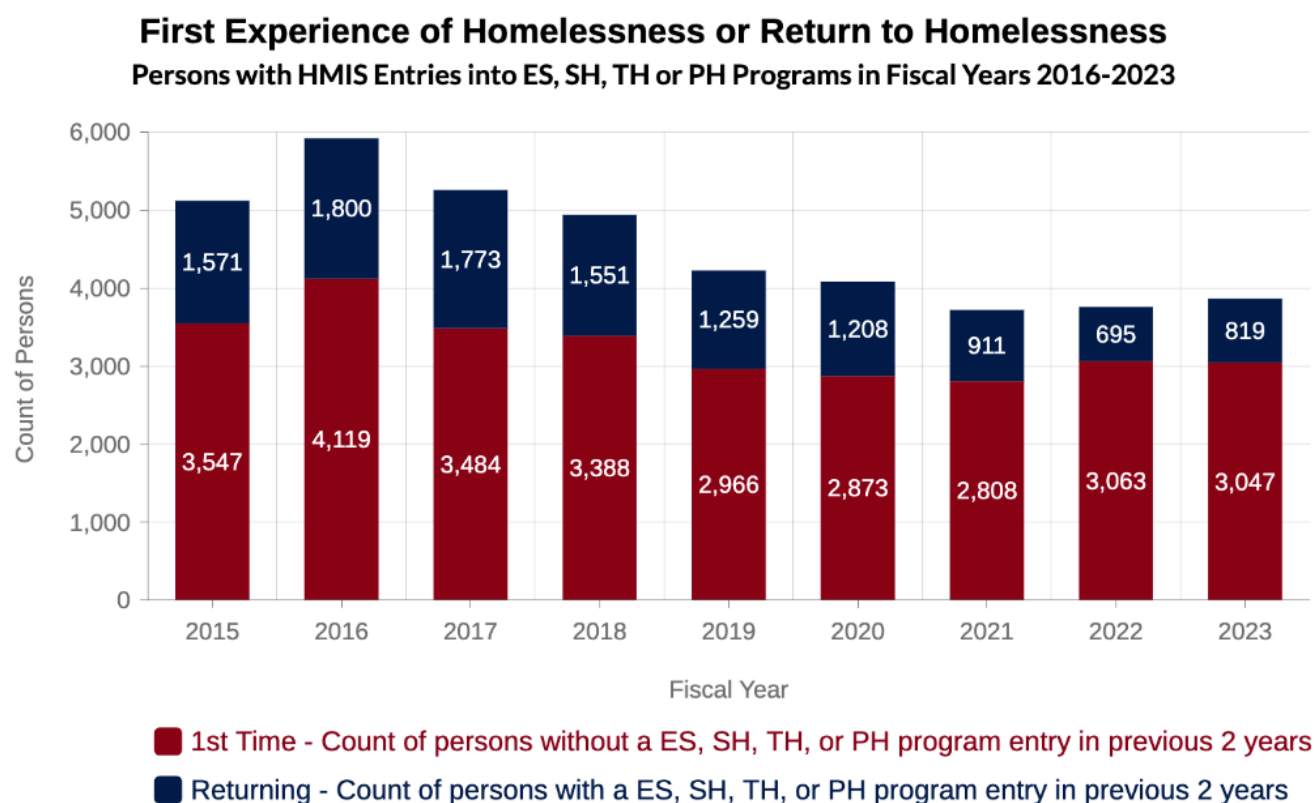


derived from PIT counts, which employs a methodology that produces a very substantial undercount of the prevalence of homelessness.

Figure 14 provides another metric of the prevalence of homelessness, the number of people considered “actively homeless” in TPC’s HMIS data. This is also referred to as the By-Name List (BNL). To remain actively homeless an individual or household must have had a system “touch” within the last 90 days and still be experiencing homelessness. Many people fall off this list as a result of not engaging with the system rather than a resolution of their experience of homelessness. We can measure the modest proportion of individuals who exit active homelessness through entry into a housing program, but there is little information available on outcomes for those who exit as a result of lack of engagement with service providers. That said, this metric provides an accurate count of the number of individuals and households who are experiencing homelessness and are actively engaged with service providers. The count of households considered actively homeless has increased 53% between October of 2021 to October of 2024. This is a noteworthy contrast to the PIT count data which suggests that homelessness in Pima County has plateaued between 2022 to 2024.

Figure 15 presents the total count of individuals served in any CoC program in each fiscal year and distinguishes individuals returning to the system from those who are “new to the system” (defined as not having any program entries in the past two years). Compared to pre-2020 fiscal years, the number of people returning to the system is much smaller in recent years. On the one hand, this is an indication of positive system performance in that we are seeing reductions in returns to homelessness. On the other hand, this underlines that increasing system demand in recent years is driven predominantly by individuals entering homelessness for the first time (or the first time in multiple years).

Figure 15.



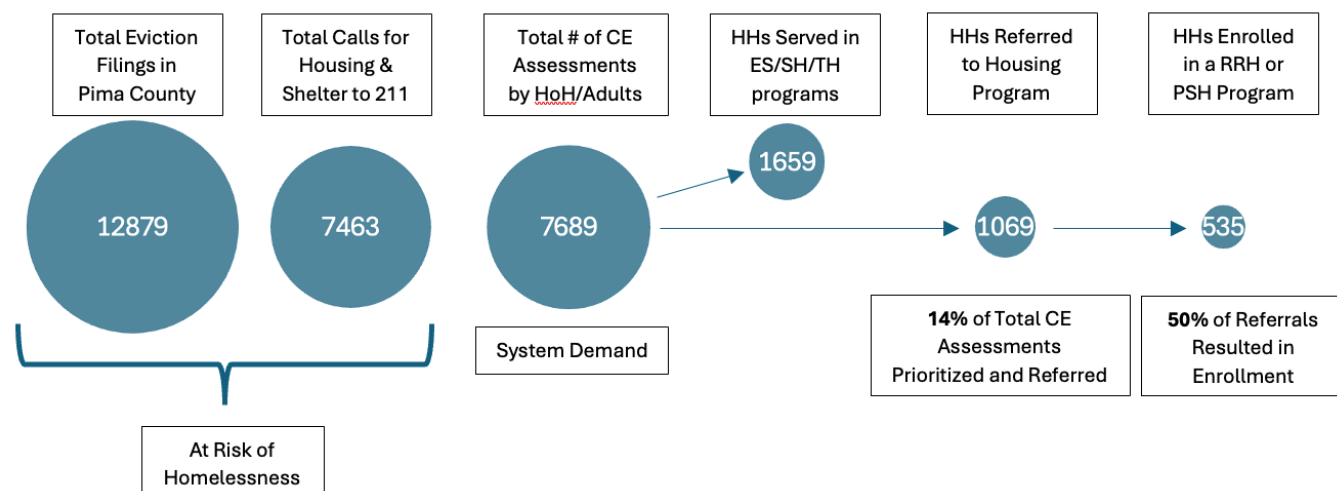
These trends are especially alarming in the context of an unusually strong labor market in recent years. From January 2022 to September 2024 the monthly average of Arizona’s seasonally adjusted unemployment rate was 3.8%. Increasing inflow into homelessness under these conditions indicates that the low unemployment and wage growth experienced in recent years have not been enough to stem increased housing insecurity for some households. Recent increases in rent prices are likely the primary culprit for many, but we are also likely witnessing the prolonged consequences of the pandemic on the finances, responsibilities, and both the physical and mental health of many household members. **Regardless of the causes, the increasing prevalence of homelessness strongly suggests an urgent need for more resources directed towards homelessness prevention to reduce the current and ongoing magnitude of inflow into homelessness.**

System Demand and Coordinated Entry

A defining feature of homelessness service systems in most communities is a striking mismatch between the volume of need for services and the capacity of systems to meet those needs. Currently, increasing inflow into homelessness is putting additional pressure on already overburdened systems. **Figure 16** below illustrates this using Pima County and TPCB specific data. A very rough estimate of the magnitude of risk of homelessness among Pima County households is illustrated by the number of eviction filings in Pima County, nearly 13 thousand eviction filings, and the total number of housing and shelter assistance calls to 211 (in FY2023). Households who experienced an eviction filing may have also sought services from 211, so some households may be counted in both figures.

Figure 16.

Estimated System Demand, Assessments, Referrals, & Services Received - Fiscal Year 2023



Data on CE assessments, referrals, and enrollments are drawn from TPCCH's 2023 *Coordinated Entry Report* provided to the TPCCH Coordinated Entry committee in August of 2024. This report identified 7,689 unique adults or heads of households that completed a CE assessment in FY2023. Of these assessments 28%, or 2,118 households, were subsequently served in some type of shelter or housing program. Only 14% of households seeking services were prioritized and referred to a service provider for enrollment in a housing program. Ultimately, 535 households were successfully enrolled in a rapid rehousing or permanent supportive housing program. This modest number is 50% of households referred and only 7% of the total number of households seeking services.

This is not highlighted as a criticism of TPCCH providers or leadership, but rather to underline how system overburden impacts the CoC's capacity to serve new clients entering homelessness. The overall capacity of the system (e.g. number of beds, units, caseworkers, vouchers, etc.) impacts both the pace and volume of households served. To be clear, **Figure 16** is only showing services received among households who completed a CE assessment in FY2023, not the total number of households served. In the next section we will examine overall service delivery. These data indicate that in fiscal year 2023, 2,821 unique households were served in ES/SH/TH programs. These household who completed CE assessments in FY2023 comprise 59% of those unique households served in these shelter programs, and 44% of the households served in RHH and PSH projects in the same fiscal year.

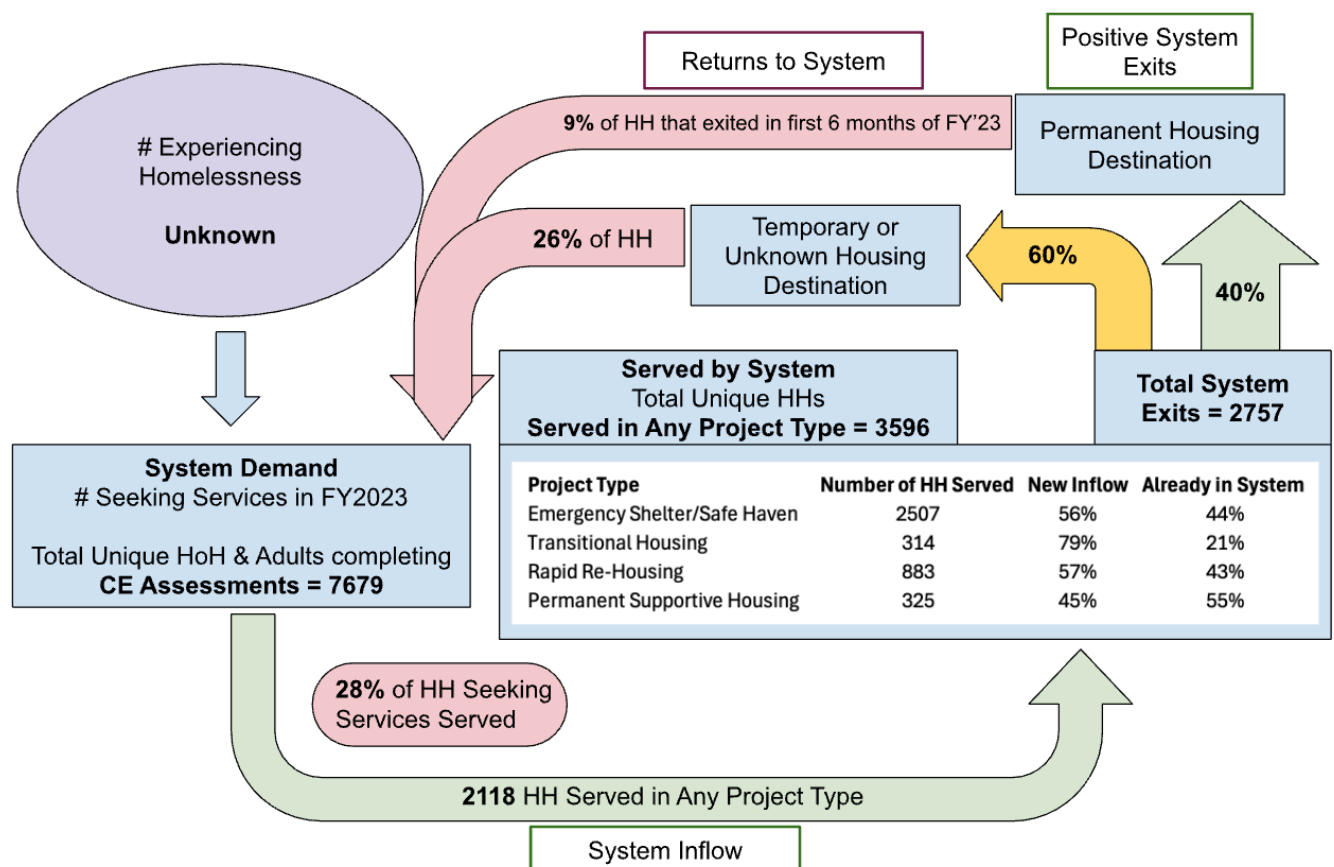
Given continuing inflow into homelessness locally, the comparatively small proportion of new system entrants making it to enrollment into a housing program is sobering. **This gap, between the number of households seeking services and the number served, is central to understanding system performance. It is critical to understanding systems outcomes and the hard-earned lack of faith that many people experiencing homelessness have in their likelihood of receiving assistance.** This ratio is not a metric that is currently systematically tracked or reported by the CoC.

SYSTEM PERFORMANCE METRICS – ALL HOUSEHOLDS

System Performance Overview

Let's turn our attention now to an overview of TPCCH system performance in FY2023. **Figure 17** displays system performance metrics drawn from TPCCH's Longitudinal System Analysis (LSA) data using Stella P⁵. Stella P allows a disaggregation of existing individuals and households in the system and new inflow to CoC programs. The following sections provide data for multiple indicators of system performance and examines whether these metrics have improved or deteriorated in recent years.

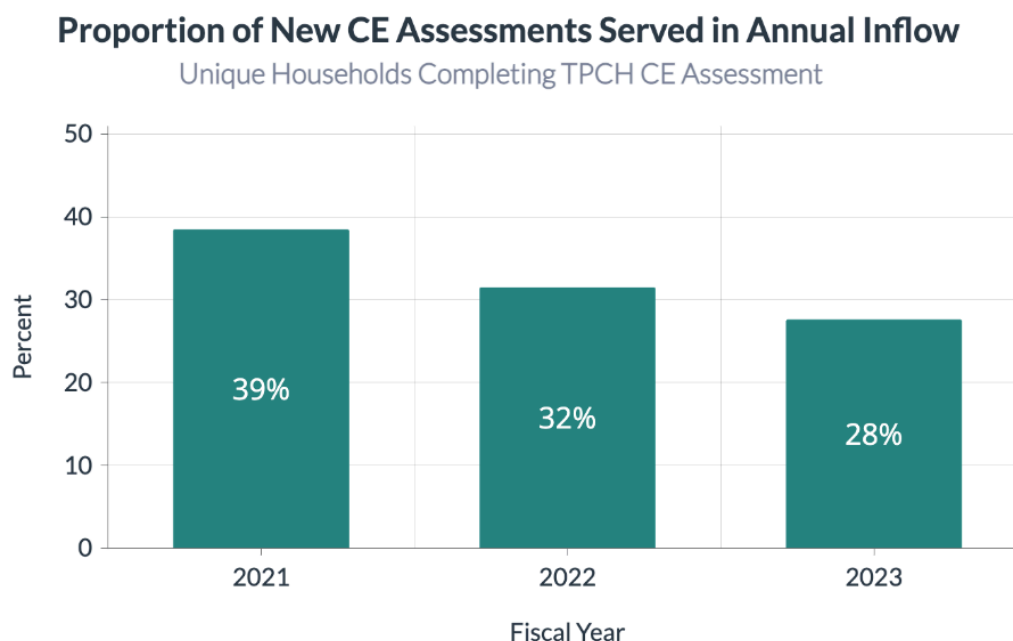
Figure 17. System Performance Summary – All Households Fiscal Year 2023



Proportion of New Inflow Served

As we just reviewed, 2,118 households, or 28% of unique households who completed a CE application in FY2023 were served in any program type in that year. **Figure 18** illustrates how this proportion served has changed in recent years. Between 2021 and 2023 the number of unique households completing CE assessments increased dramatically from 4,837 to 7,679, a 59% increase (displayed in **Figure 13**). Over the same years the total households served as new inflow increased as well, a 14% increase, from 1862 households in 2021 to 2118 in 2023. Despite an increase in the number of inflowing households served, growth in demand for services (as captured in new CE assessments) substantially outpaced this increase. As a result, the proportion of new inflow households served fell 28% between 2021 and 2023.

Figure 18.



This proportion is a critical indicator of system performance, as this ratio captures the number of inflowing households served in any project type in that fiscal year. Since the capacity of the system has only grown modestly in recent years, the proportion of inflow households served has decreased substantially in recent years.

Total Served by Project Type

Next, it is helpful to look at how the total number of households served by the system has changed in recent years. **Figure 17** indicates that 3,596 unique households were served in any project type in FY2023. **Figure 19** shows the number of unique individuals served in emergency shelter, transitional housing, and Safe Haven programs since 2015. These data are pulled from TPOCH's annual *Performance Measurement Module Summary Report* which are provided to HUD. Using counts provided in Stella P, **Figure 20** displays the total number of people served in Rapid Rehousing (RRH) Permanent Supportive Housing (PSH) programs since 2018. Shelters and transitional housing are the most utilized service type, followed by RRH, and PSH programs.

Between 2016 and 2022, the number of people served in ES/TH or SH projects fell 51%, and then experienced a modest rebound, a 12% increase, between 2022 and 2023. The number of people served in RRH project dropped 32% between 2021 and 2023, while the number of people served in PSH

⁵ Stella P is a data analysis tool provided by HUD that uses Longitudinal System Analysis (LSA) data to provide information and visualizations about household and individual homelessness and homeless system performance. Stella P data includes data on number of days homeless, service engagements, exits from the homeless system, and returns to homelessness. Stella P does not include data on households and individuals who interact with non-traditional housing services or organizations that do not utilize the Homeless Management Information System (HMIS).

Figure 19.

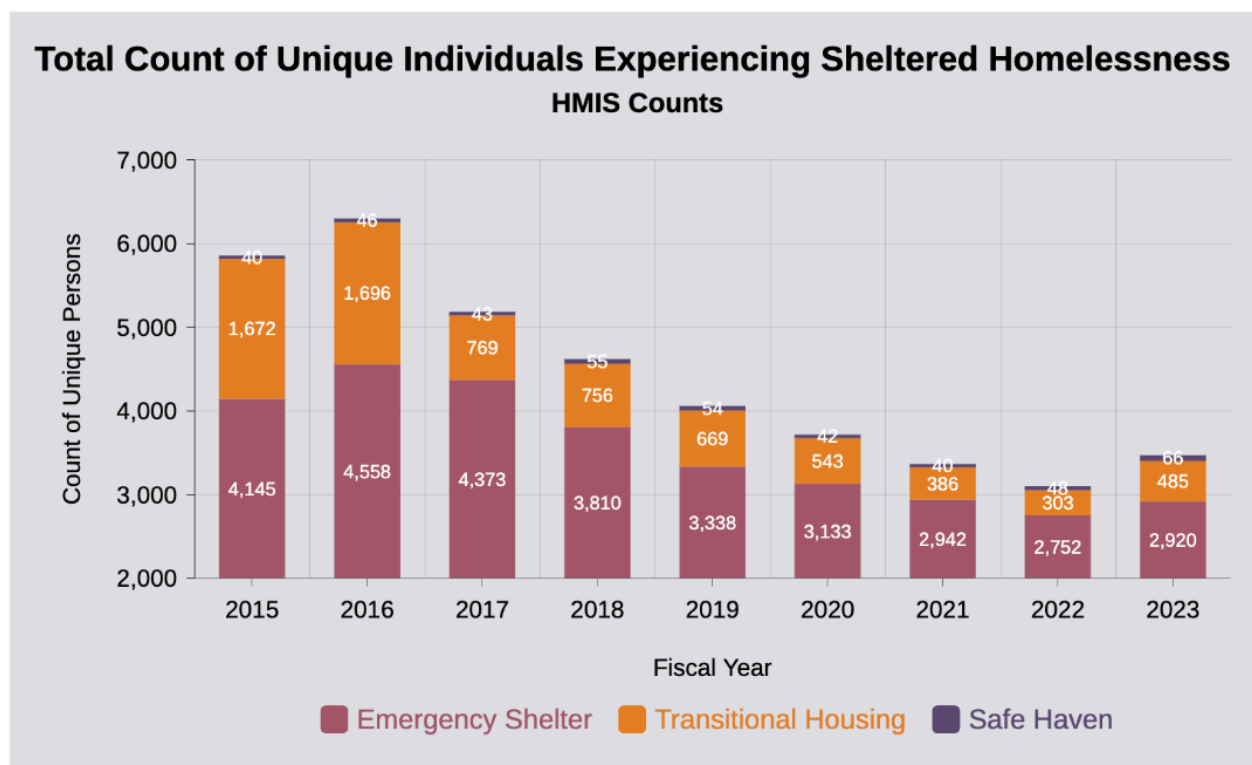
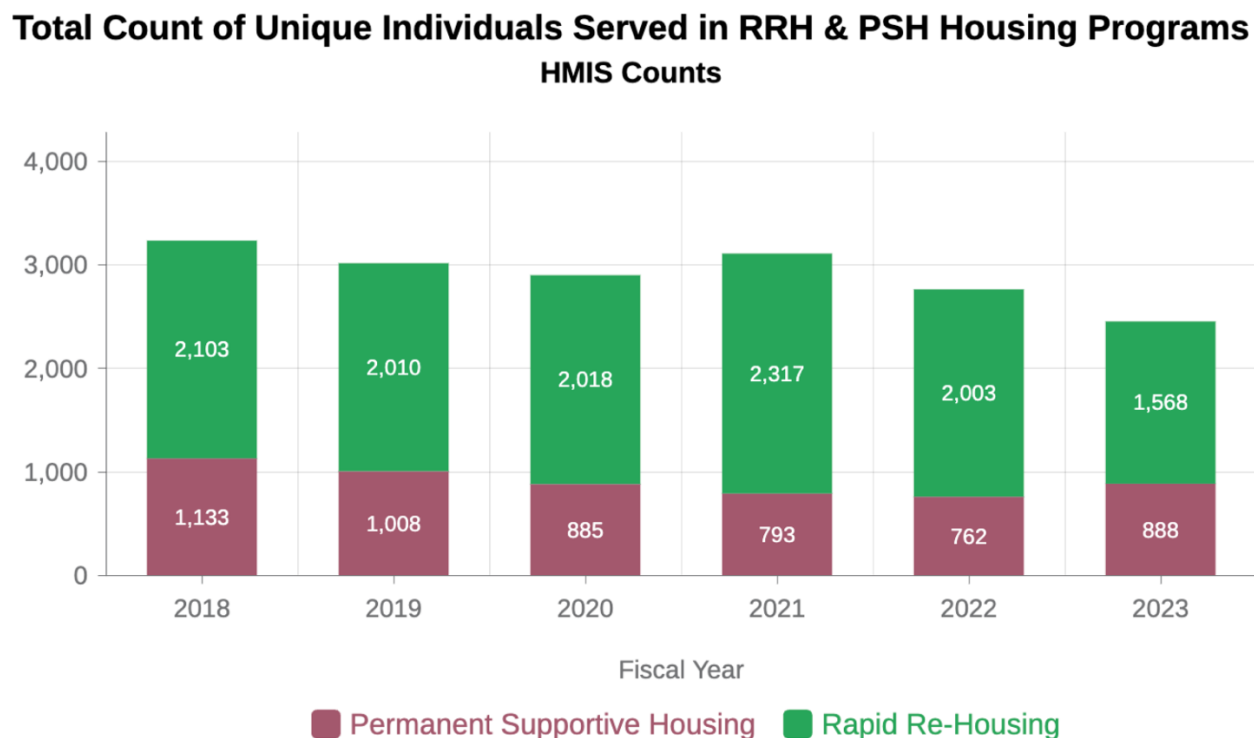


Figure 20.



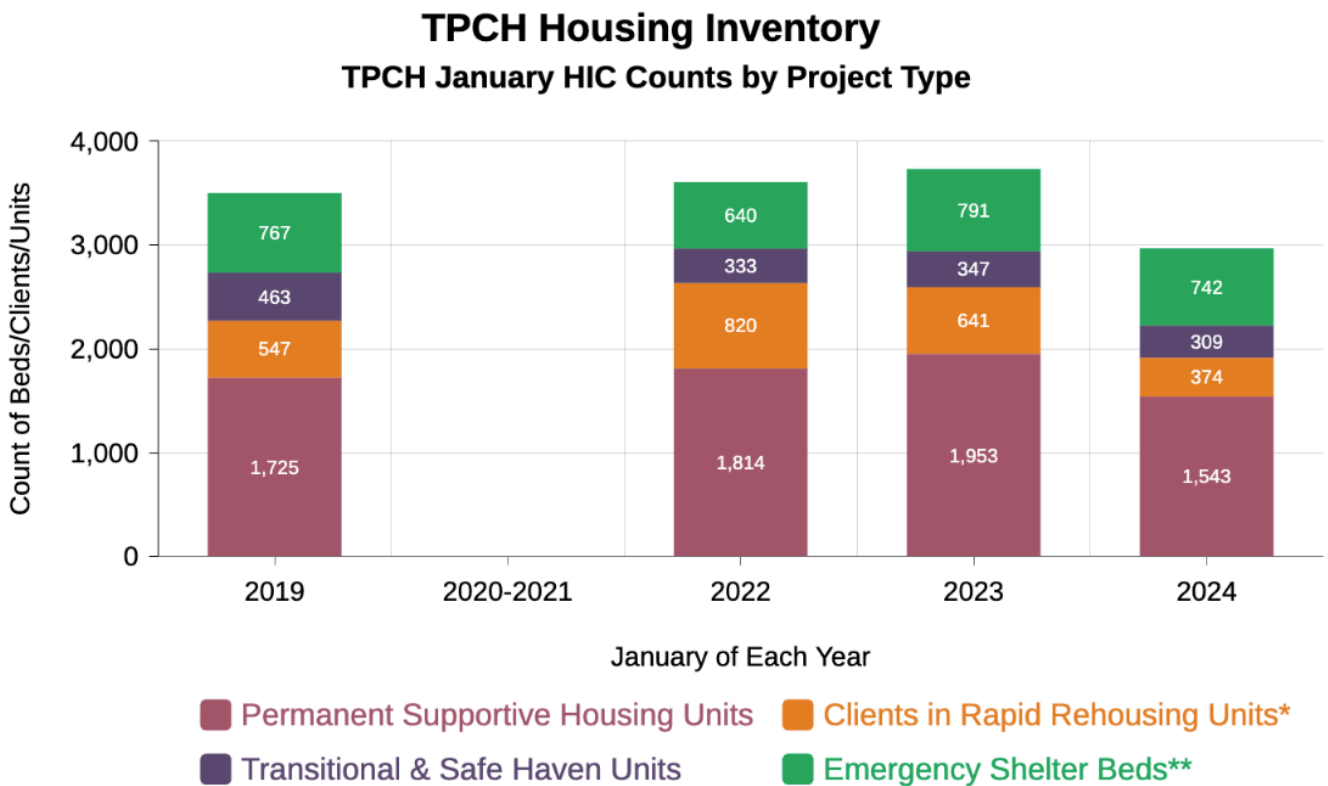
programs grew 17% between 2022 and 2023. **Even with modest upticks in the number of people served in ES, SH, TH, & PSH in FY2023, the number of people served across all project types has decreased relative to pre-pandemic levels despite recent increases in homelessness.**

System Capacity

The size of TPCCH's housing inventory influences service engagement as well as the rate of exits from the homeless service system. The bed, client, and unit counts provided in **Figure 21** are compiled from TPCCH's January Housing Inventory Charts ("HIC reports") that are provided to HUD. In addition to the HIC counts for 2022-2024, counts for 2019 are presented for a pre-pandemic comparison year. A couple things to note about the data in **Figure 21**: 1) The number of emergency shelter beds displayed below include only year-round beds. 2) The number provided for Rapid Rehousing (RRH) programs is the number of clients enrolled in RRH units during the PIT count, *not* the number of RRH units. 3) These counts are slightly different than those reported in both publicly available 2023 and 2024 HIC reports. The counts provided in **Figure 21** are based on adjusted, corrected counts provided by the TPCCH HMIS lead in December 2024. The appendix to this report provides a project-level breakdown of change in beds/units between 2023 and 2024, distinguishing changes to project ending, beginning, or adjusting their bed or unit numbers.

Unfortunately, between 2023 and 2024, TPCCH saw a decrease in units/beds across all housing project types available in the continuum.

Figure 21.



*RRH programs report the # of participants in occupied RRH units in the HIC, not the # of units

**Year-round beds only

Figure 22.

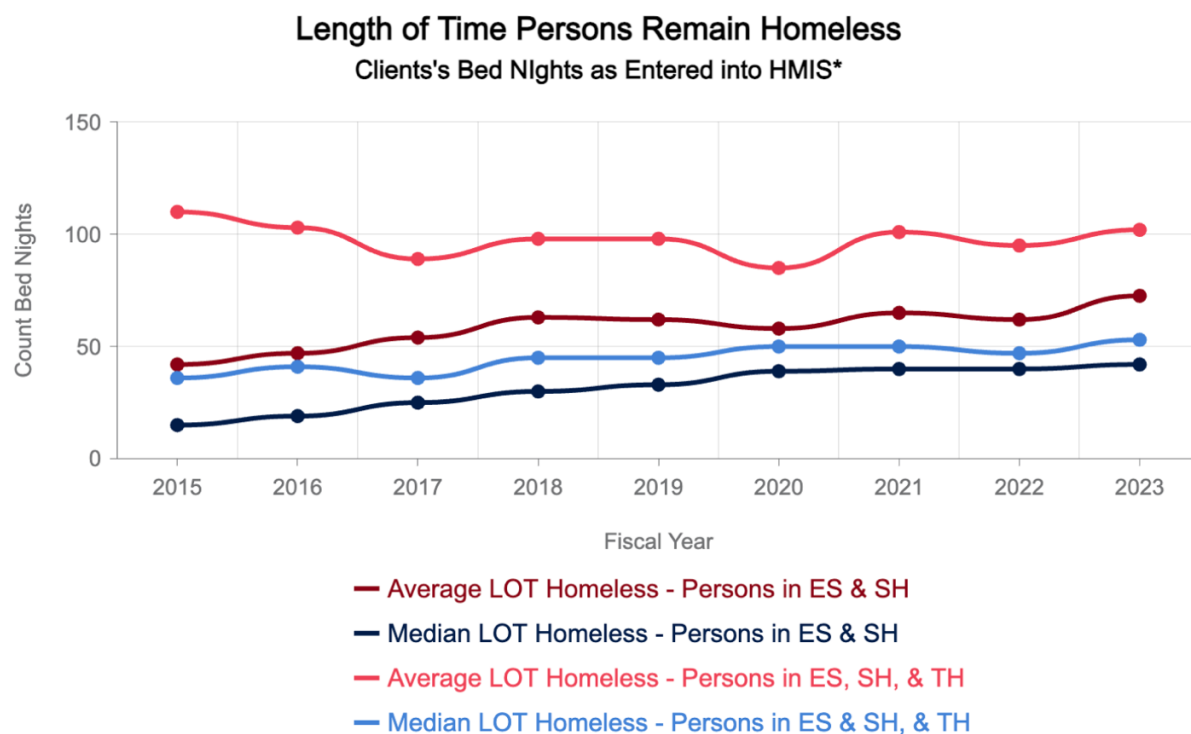
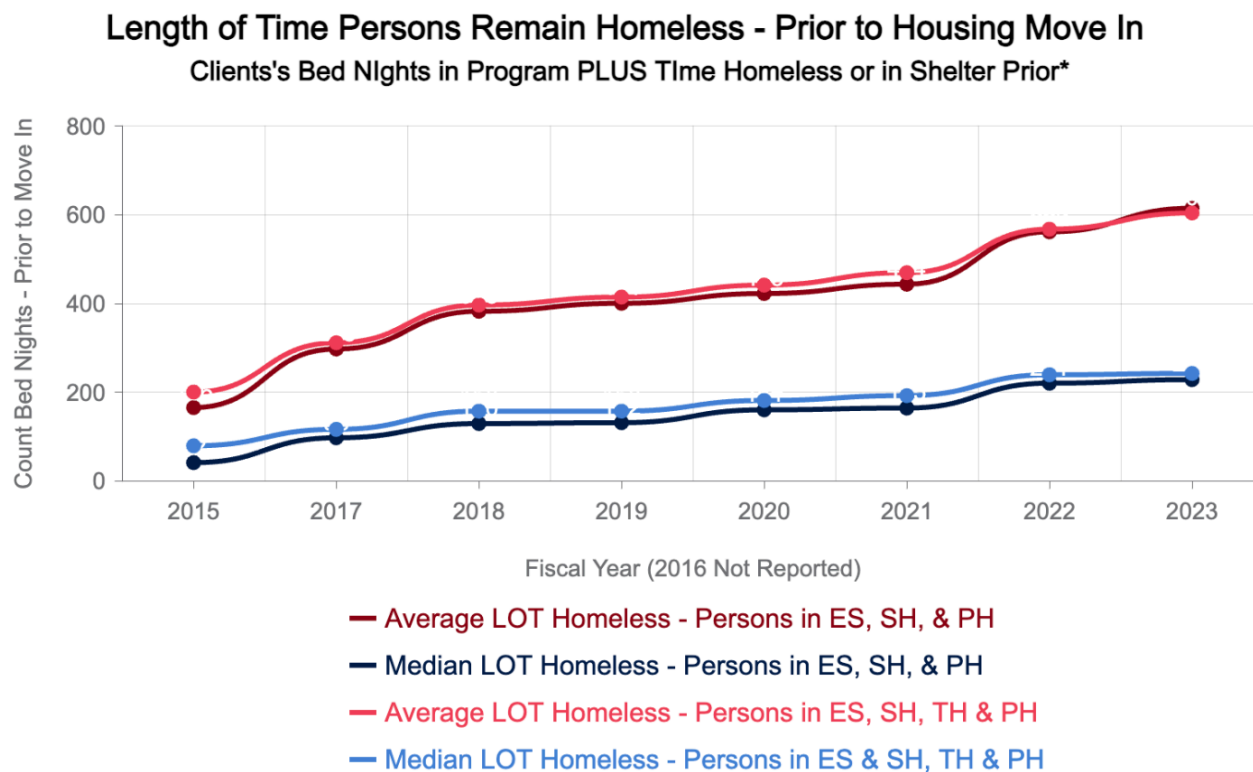


Figure 23.



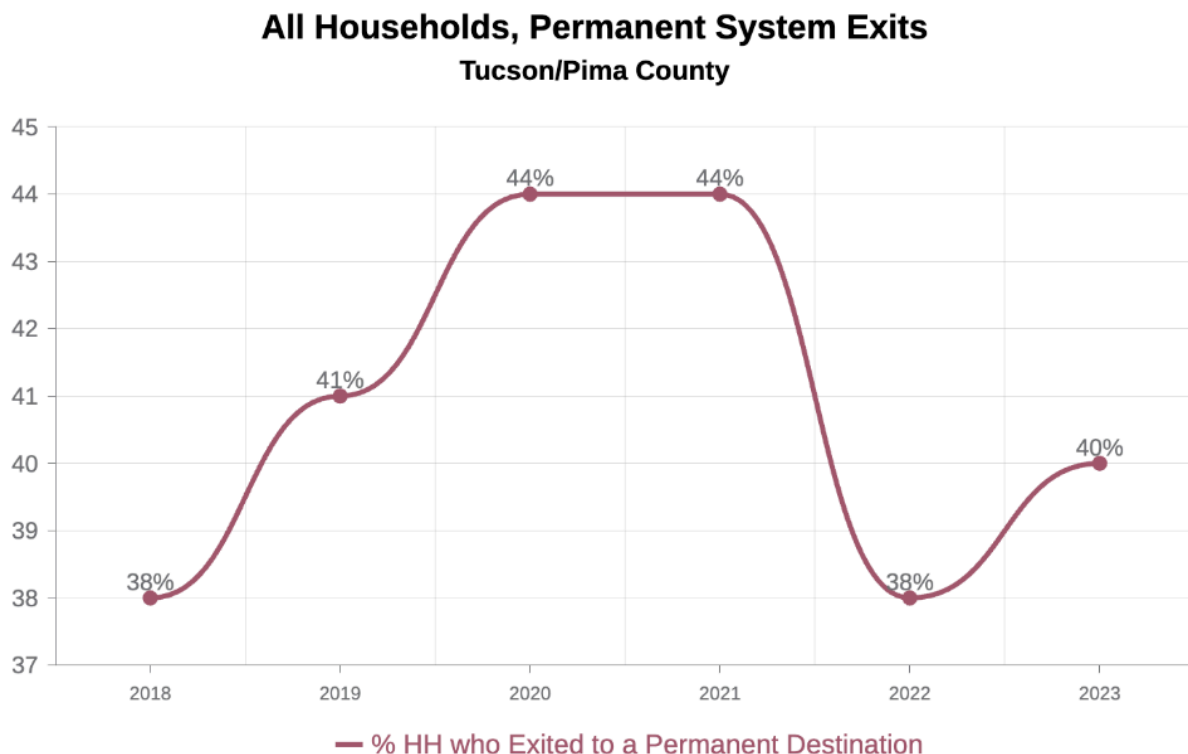
This was especially true for Permanent Supportive Housing (PSH) units, which decreased by 21%. Emergency shelter beds and transitional/Safe Haven units also decreased (by 6% and 11% respectively) between 2023 and 2024. The number of clients in occupied RRH units on the night of the PIT count decreased by 42% as 12 RRH programs ended in 2023 and only 2 new programs started in 2023 or 2024.

Length of Time Homeless

Another metric drawn from TPC's annual *Performance Measurement Module Summary Report* are measures of the length of time that clients experience homelessness. Length of time homeless is disaggregated by the project types in which clients are served in **Figure 22**. The average length of time homeless is lowest for clients served in ES/SH projects, 73 days in 2023, and has increased 25% relative to 2020. Next, clients served in ES/SH and TH projects in fiscal year 2023 averaged 102 days experiencing homelessness, a 20% increase relative to 2020. **Figure 23** presents a similar metric for clients served in PSH programs calculating the length of time homeless prior to housing move in. The average length of time homeless prior to move in was 615 days for clients served in ES, SH and PSH programs, and 605 days for those served in ES, SH, TH, and PSH programs. Relative to 2020, these averages have increased 45% and 37% respectively.

These metrics indicating substantial increases in the length of time that TPC clients are experiencing homelessness could be interpreted as evidence of declining system performance as it takes longer for people to be served by the system. Under normal circumstances this interpretation might be valid. However, TPC revised its CE prioritization approach in response to the pandemic with a set of factors

Figure 24.

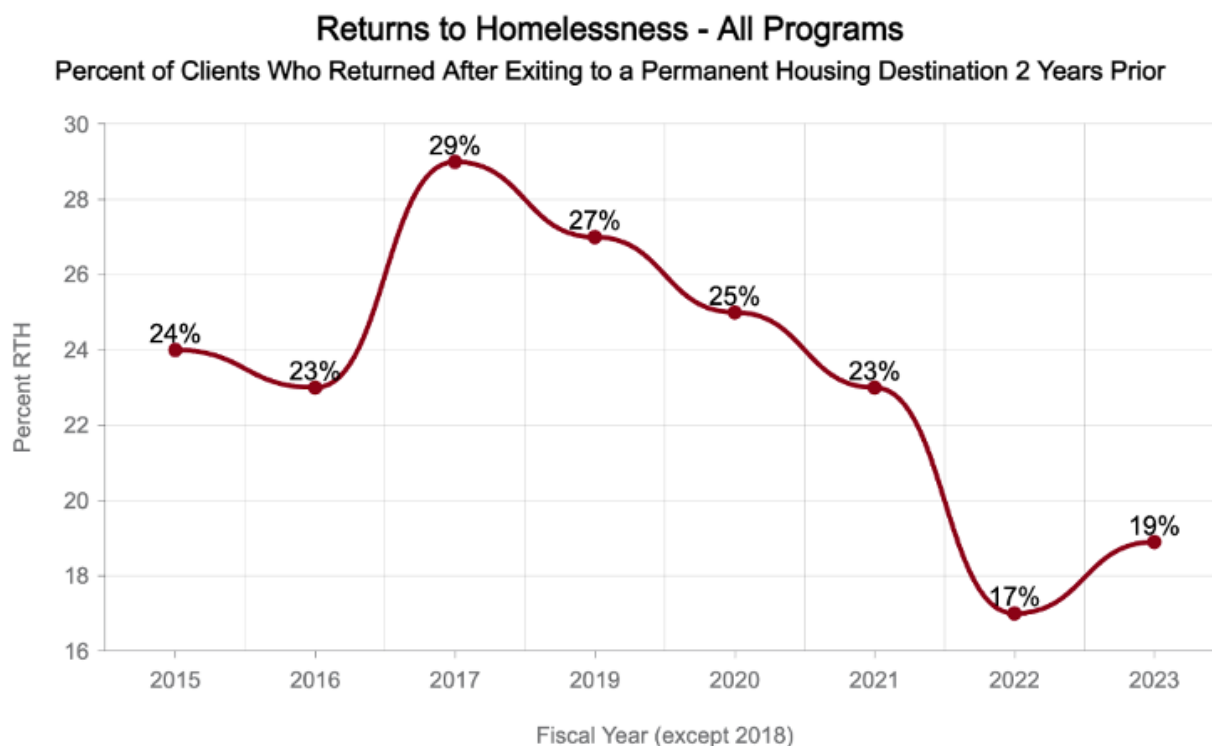


seeking to target services to clients particularly vulnerable to COVID-19. One of those prioritization factors was chronic homelessness. By definition, people experiencing chronic homelessness have been experiencing homelessness for long periods of time and, in some cases, very long periods of time. After prioritization shifted to include chronic homeless status, the people served by CoC housing projects shifted to include more folks with longer experiences of homelessness. Given this complex dynamic it is very difficult to parse what this metric is telling us about overall system performance.

Exits to a Permanent Housing Destination

Another critical system performance metric is the number of households exiting shelters or housing programs to permanent housing destinations, displayed in **Figure 24** for FY2018-FY2023. A primary goal of our homelessness response and service systems is to assist singles and families experiencing homelessness with re-entry into stable housing arrangements. This is the type of outflow from the system that is most desired. In fiscal year 2023, 40% of the 2,757 households who exited housing or shelter programs exited to a permanent housing destination of some type. **This means that a solid majority of exiting households, 60%, exited to a temporary or unknown destination.** An unknown proportion of those exiting households may have secured stable housing, and an unknown share returned to homelessness or housing insecurity. The 40% positive exit rate is a small improvement from fiscal year 2022, when the rate was 38%. And we are modestly below the rates of exit to permanent housing destination, 44%, reached in 2020 and 2021. **Given increasing inflow to homelessness, improving this rate of positive system exits should be a system-wide priority.**

Figure 25.



Returns to Homelessness

Turning our attention to our final system performance metric, “returns to homelessness” tracks the proportion of clients who end up returning to homelessness after a successful exit from the system. More precisely, this metric (displayed in **Figure 25**) is a measure of the proportion of clients who exited a CoC project to a permanent housing destination, *and then* returned to the system seeking homelessness-related services within the two years following that successful program exit.

There are a couple important caveats to keep in mind with this performance measure. Most importantly, this measure does not include most households (60% in FY2023) served who exited the system to a temporary or unknown destination. Many of these households likely re-entered homelessness, but they are not included in this metric. Second, this metric is really measuring *returns to the TPOCH system* only among folks who previously exited a TPOCH program to a permanent destination. Households who fall back into homelessness after an exit to a permanent destination who do not subsequently engage with *TPCH* CoC provider or service are not captured in this measure.

With these caveats in mind, the proportion of TPOCH clients returning to the system within two years following an exit to a permanent destination fell substantially between 2017 and 2022 from 29% to 17%. Returns to homelessness then bumped up modestly to 19% in fiscal year 2023. Compared to prior years, returns to the system among households with prior positive exits remain low in 2023. Stella P also allows an examination of the returns to homelessness among households who did not exit to a permanent destination. **In fiscal year 2023, 26% of households who exited to a temporary or unknown destination returned to the system in the first 6 months of FY2023.** This is another important performance metric rarely highlighted or discussed by the CoC.

Inflow and Outflow

Having reviewed the major metrics capturing different system performance dynamics in recent years, it is useful to examine the net effects of system performance as captured in measures of system inflow and outflow. TPOCH posts monthly data on the size and composition of its By-Name lists (BNL) on the *Built for Zero Dashboard*. Discussed earlier, the BNLs are counts of the number of single adults, families, and youth (individuals 18-24) who are on their respective lists and considered “actively homeless”. As was emphasized earlier, outflow from these counts occurs when an individual or family exits homelessness into a housing program or a stable housing situation. Households and singles also “outflow” simply as a result of not having a system touch in the last 90 days, and such exits comprise the majority of instances of system outflow. BNLs are better considered measures of the number of people experiencing homelessness who are seeking services **and** engaged with at least one CoC project within the last 90 days.

With those important considerations in mind, **Figure 26** presents a chart from the *Built for Zero Dashboard* displaying monthly counts of system inflow and outflow for single adults, the largest subpopulation of people experiencing homelessness. The red squares below the bar graph identify months in which inflow exceeded outflow, which occurred in 10 of the 12 months in fiscal year 2023. This is consistent with rising level of homelessness observed in our community in recent years.

Figure 26. Inflow & Outflow for Single Adults – TPCB Build for Zero Dashboard

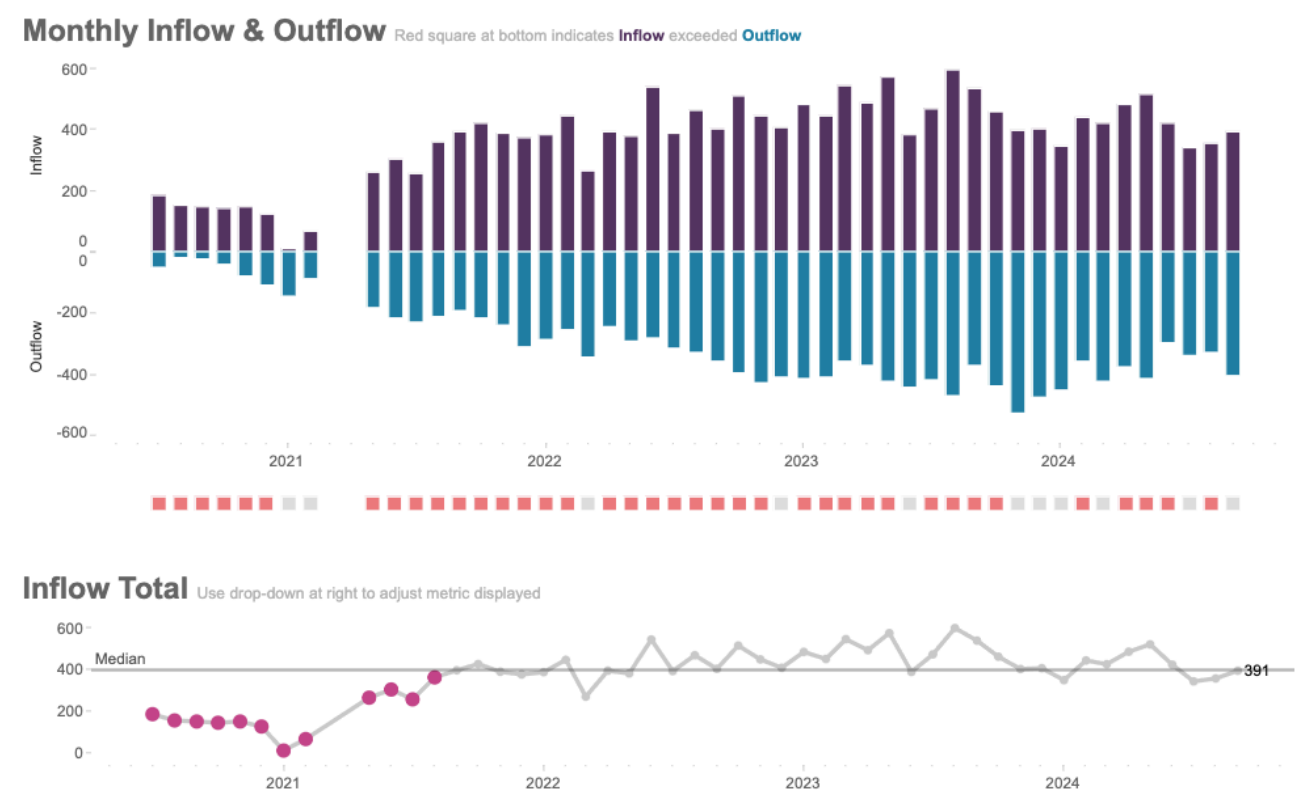


Figure 27. Inflow & Outflow for Families – TPCB Build for Zero Dashboard

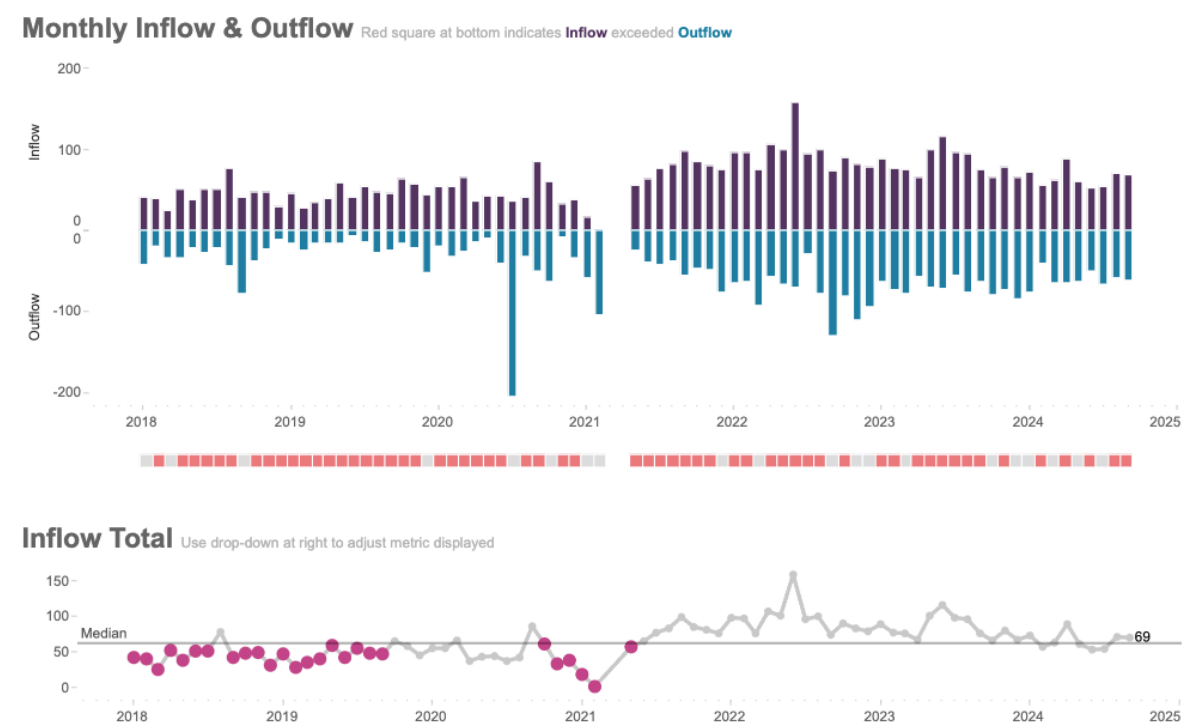
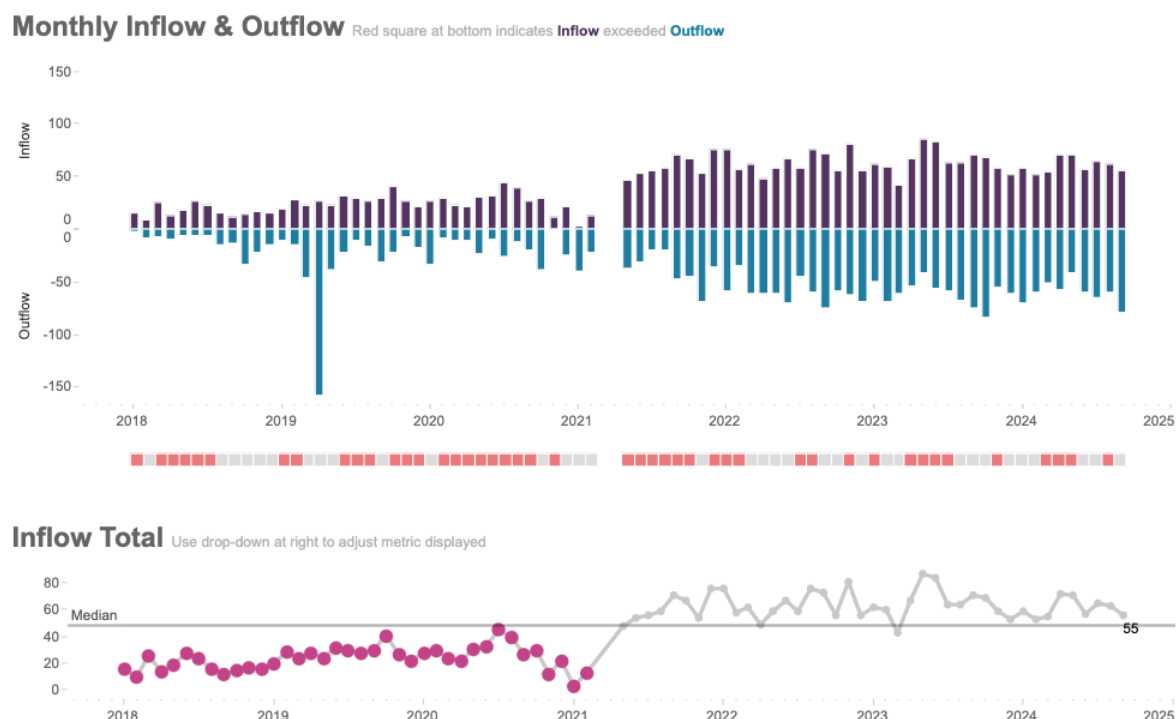


Figure 28. Inflow & Outflow for Youth – TPCB Build for Zero Dashboard



Figures 27 and 28 present the same inflow/outflow visualization for families and youth experiencing homelessness. It should be noted that the total counts of families and youth entering and exiting “active homelessness” are substantially lower than the counts for single adults. Inflow exceeded outflow in 9 of 12 months for families and 6 out of 12 months for youth in FY2023. In all cases the magnitude of inflow has increased relative to the years immediately prior to the onset of the pandemic in 2020. This signals a system struggling to keep pace with inflow of clients, even while the rate of true positive outflow (in the sense of exits to stable housing) *appears* dramatically overstated by treating folks no longer interacting with the system as outflow from “active” homelessness.

IMPLICATIONS FOR 2023 GAPS ANALYSIS ESTIMATES

TPCH’s 2023 Gaps Analysis report, *The Cost of Ending Homelessness in Pima County*, provided estimates of the number of additional beds and units needed to meet needs over a 5-year period assuming a 20%-40% increase in homelessness post-2022. These estimates were derived using Stella M, a system modeling program developed by HUD, TPCH’s 2022 Longitudinal System Analysis (LSA) data, the 2023 HIC report, and a series of focus groups with local subject matter experts. As this report was released in 2023, repeating this detailed process for the following year’s round of data did not feel necessary as it is possible to make rough adjustments to those estimates based on changes in housing inventory and service engagement among the six subpopulations of focus in that report (see **Table 2**).

Table 1 presents change in TPCCH's housing inventory by project type between 2023 and 2024 (these are the same data visualized in **Figure 21**). As discussed earlier, beds, clients served, and units have declined across all project types.

Table 1. Change in Housing Inventory for Tucson/Pima (AZ-501) 2023-2024

Project Type	2023	2024	% Chg '23-'24
Emergency Shelter Beds*	791	742	-6.2%
Transitional & Safe Haven Units	347	309	-11.0%
Clients in Rapid Rehousing Units**	641	374	-41.7%
Permanent Supportive Housing Units	1953	1543	-21.0%
Total Beds/Units	3732	2968	-20.5%

*Year Round Beds Only

**The HIC provides the # of clients in RRH units during the PIT Count, not the # of RRH units.

Table 2 provides the change in the number of households in each subpopulation served in any project type by the Tucson/Pima CoC as captured in the 2022 and 2023 LSA report. The number of family households with children and veteran households declined modestly, down 5% and 4% respectively, while the number of youth households was largely stable. The number of adult non-veteran households (aged 25-54) increased by 4%, while the number of family households with children and households impacted by violence both increased 5%. The largest observed change in these subpopulations was the 13% growth in the number of older adult households (age 55+). This is a striking degree of growth from one year to the next.

A central finding of the 2023 gaps analysis report was that, assuming a 20%-40% increase in homelessness across these 6 subpopulations between 2022 and 2027, there is a unit shortfall on the order of 6,268 bed/units. This estimate was based on the 2023 HIC report and the 2022 LSA data.

Table 2. Change in Subpopulations between 2022 & 2023 LSA Reports

Household Type	Count HH LSA 2022	Count HH LSA 2023	% Change '22- '23
-Adult only non-veteran households (age 25-54)	1904	1980	4.0%
-Family households with children	665	631	-5.1%
-Youth households (ages 13-24)	392	395	0.8%
-Veteran households	562	539	-4.1%
-Households impacted by violence (Category 4)	1336	1402	4.9%
-Older adult households (ages 55+)	1148	1300	13.2%

Table 3 makes simple percent change adjustments to these estimates based on decreases in TPCCH's housing inventory found in the 2023 and 2024 HIC reports, and changes in subpopulations served within the 2022 and 2023 LSA data.

Table 3. Change in Unit Gaps by Program Type and for Total System Between 2023 & 2024

Bed/Unit Type	2023 Inventory*	2024 Inventory	2022 System Demand Est.	2023 System Demand Est.	2023 Unit Shortfall (Gap)	2024 Unit Shortfall (Gap)	Change in Gap '23-'24
Shelter Beds	729	742	2096	2200	1367	1458	6.6%
Transitional Housing Units	344	309	577	590	233	281	20.5%
Clients in Rapid Rehousing Units	521	374	2807	2939	2286	2565	12.2%
PSH Units & Other Permanent Housing	1801	1543	4183	4356	2382	2813	18.1%
Total	3395	2968	9663	10085	6268	7117	13.5%

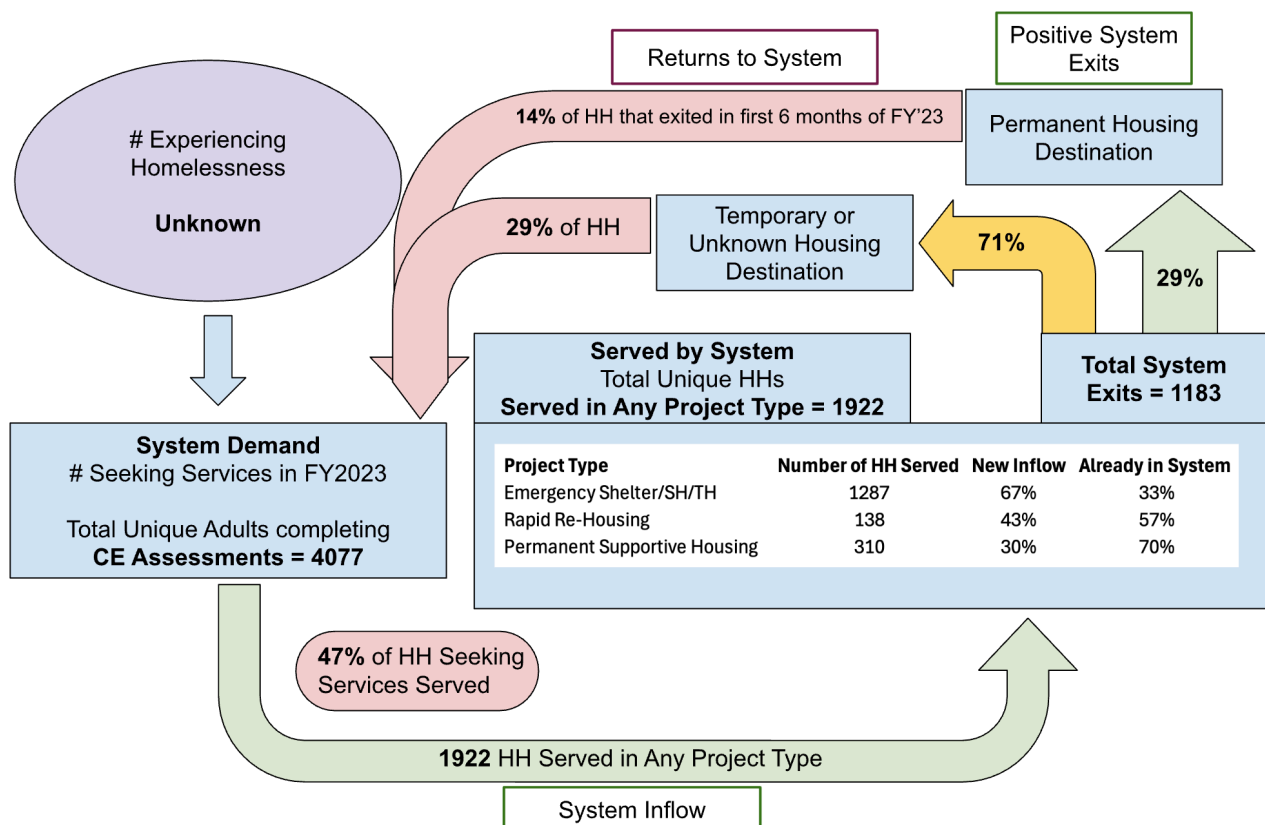
*As reported in the 2023 Gaps Analysis Report *The Cost of Ending Homelessness in Pima County*

Total system demand (on a 5-year time frame) was estimated to be 9,663 beds/units relative to an inventory of 3,395 beds/units in 2023, producing an estimated unit shortfall (or gap) of 6,268 beds/units. **Table 3** indicates that the combination of reduced inventory and growth in particular subpopulations results in an estimated total system demand for 10,085 units/bed with a 2024 inventory of 2968 beds/units. **Based on these adjustments the estimated unit shortfall increases 14% to 7117 bed/units needed to fully accommodate need over the next 5 years.**

System Performance Among Specific Subpopulations

The next six figures provide a system flow overview for six subpopulations over time: non-veteran

Figure 29. System Performance Summary – All Non-Veteran Adults (Age 25-54) FY2023



adults (age 25-54), adults with minor children, youth households, veteran households, households impacted by violence, and older adult households (age 55+). Data for these figures come from Stella P.

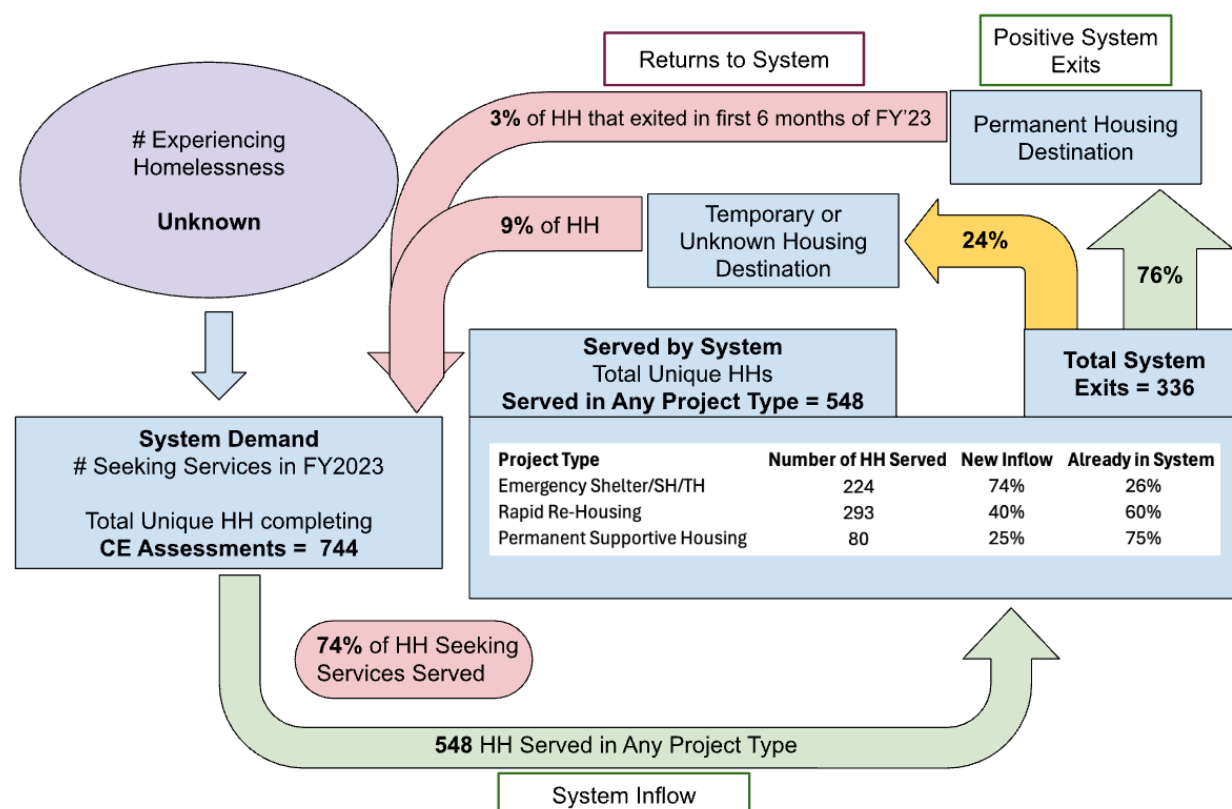
System Performance Overview – Non-Veteran Adults (age 25-54)

Figure 29 presents an overview of system performance for the largest subpopulation of people experiencing homelessness served by the continuum, non-veteran households comprised of a single adult aged 25-54. Compared to the system performance metrics for all households (see **Figure 17**), we see that a larger proportion of these singles were served in any project type, 47%, relative to 28% of all households completing a CE assessment. Exits to a permanent destination were substantially lower for these single adults, 29% compared to 40% for all households. Returns to the system were modestly higher for these singles relative to all households. Returns among those who exited to a permanent destination (in the first 6 months of FY2023) was 14% for singles, and 9% for all households; Among those who exited to a temporary or unknown destination, the rate of returns was 14% for singles and 9% for all households

System Performance Overview –Adults with Minor Children

Figure 30 displays system performance metrics for households comprised of adults with minor children. Compared to all households, a much larger share of these households with minor children were served in any project type, 74%, compared to 28% of all households seeking services. Similarly, a much larger share of households exited to a permanent destination, 76%, compared to 40% for all households.

Figure 30. System Performance Summary –Adults with Minor Children FY2023



Returns to the system were also low for these households with only 3% of those exiting to a permanent destination returning in the first 6 months of FY2023, and 9% of those who exited to a temporary or unknown destination returning in the same timeframe.

System Performance Overview –Youth Households (age 18-24)

Figure 31. System Performance Summary –Youth Households FY2023

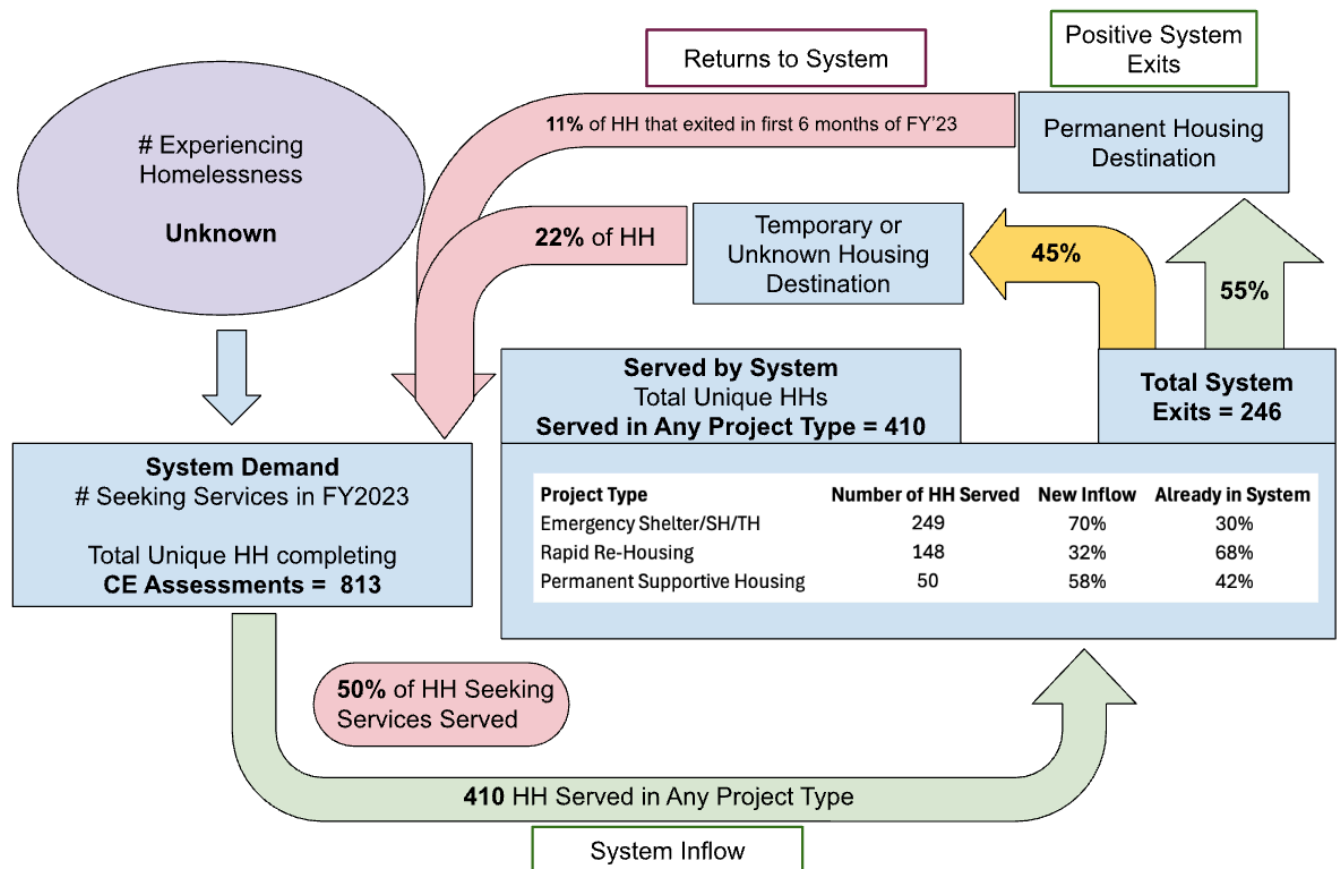


Figure 31 provides this system performance overview for youth households. Of youth households seeking services, 50% were served in any project type (compared to 28% of all households). 55% exited to a permanent housing destination. Of those exiting to a permanent destination, 11% returned to the system in the first 6 month of FY2023. Among the 45% of youth households that exited to a temporary or unknown destination, 22% returned to the system in this same 6-month window.

System Performance Overview –Adult Only Veteran Households

Figure 32 displays system performance metrics for adult only veteran households. These veteran singles have had a significantly more positive experience with services relative to other groups. More single veterans were served than completed a CE assessment in FY2023 resulting in a rate of 100% of these singles being served in any project type. Of these veteran single adults, 55% exited to a permanent housing destination, and only 4% of those positive exits resulted in returns to the system in the first 6

Figure 32. System Performance Summary – Adult Only Veteran Households FY2023

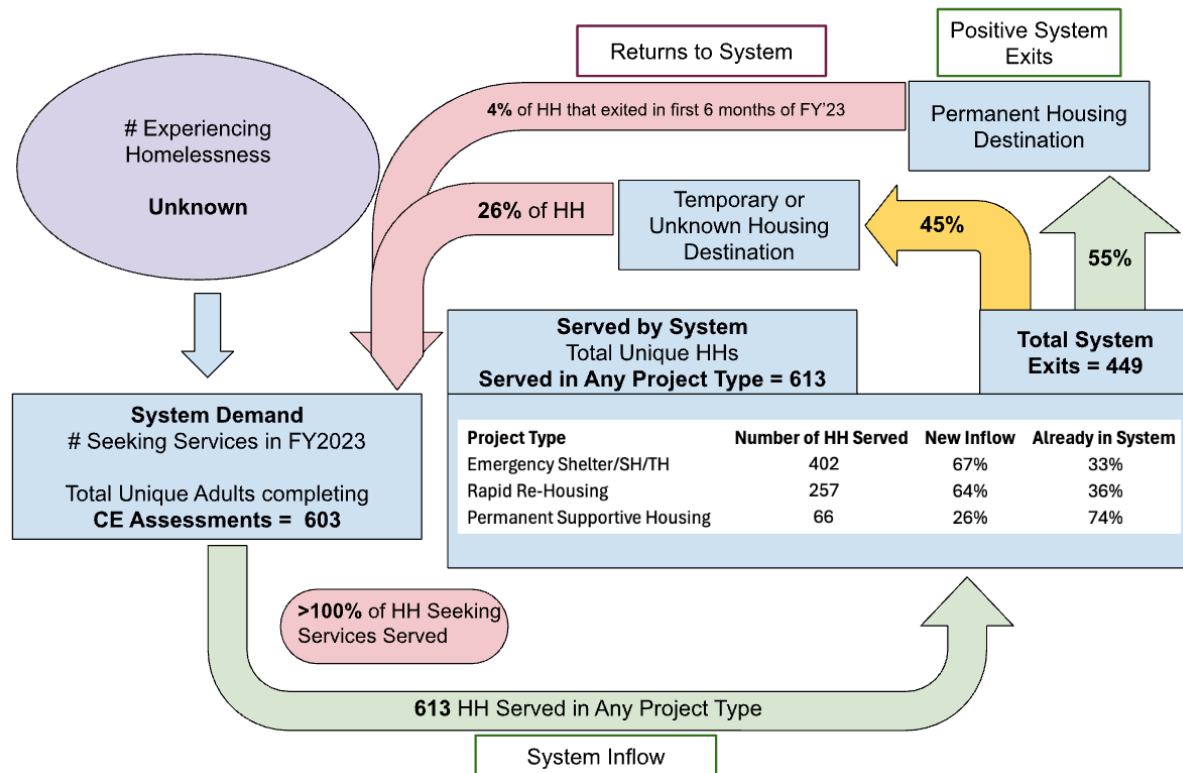
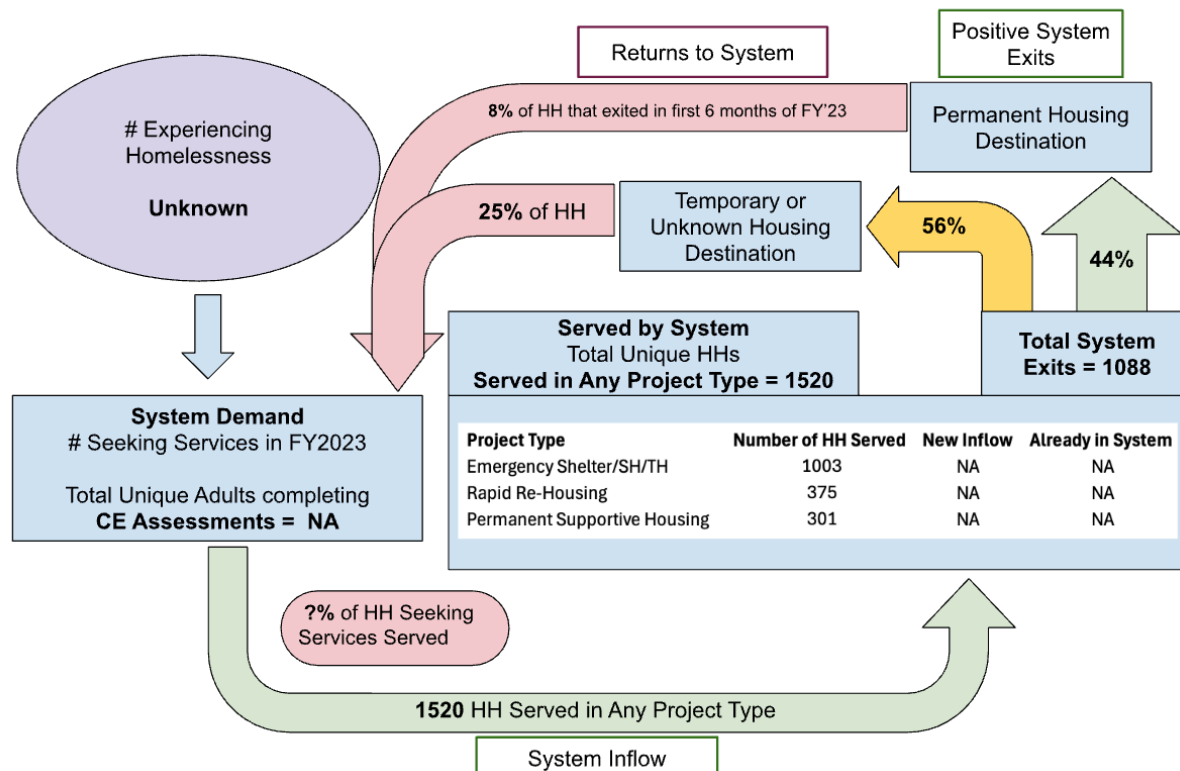


Figure 33. System Performance Summary – Households Impacted by Violence FY2023



months of FY2023. Of the 45% of single veterans who exited to a temporary or unknown destination, 26% were observed returning to the system in the same period.

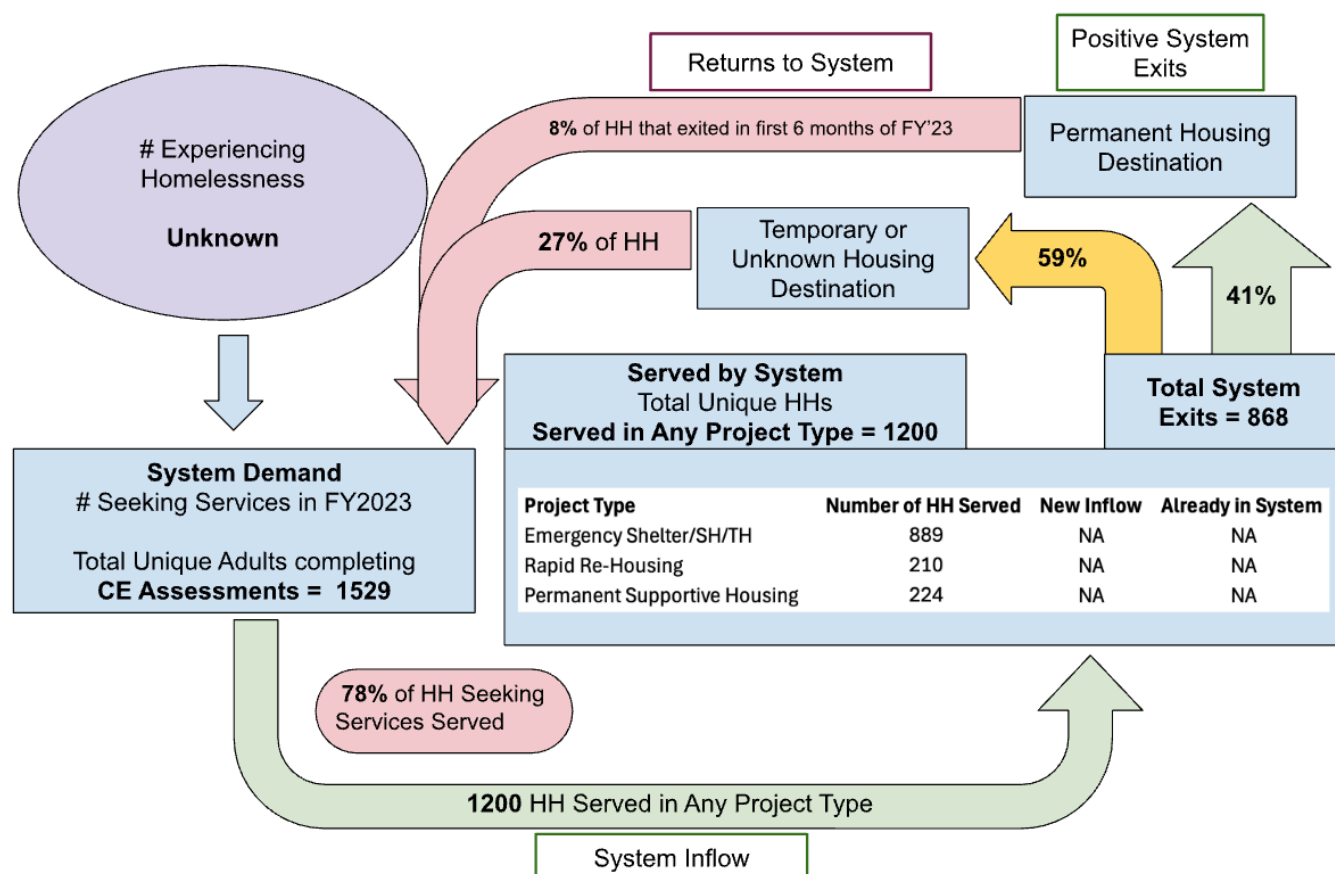
System Performance Overview – Households Impacted by Violence

Figure 33 focuses in on households impacted by violence (category 4 definition). For this report, the number of CE assessments completed by households impacted by violence was not available. So while we cannot compare the ratio of those seeking services to those served, **the number of households impacted by violence served is alarmingly large, 1,520 households in fiscal year 2023.** Other system performance metrics for these households are very similar to those for all households. 44% exited to a permanent destination, compared to 40% for all households, with 8% of those households returning in the first 6 months of 2023 (9% for all households). Of the 56% of household impacted by violence who exited to a temporary or permanent destination, 25% returned to the system (in the first 6 months of FY2023).

System Performance Overview – Adult Only Older Households (age 55+)

Last, **Figure 34** displays system performance metrics for adult only older households, with “older” defined as age 55 or above. Twelve hundred adult singles age 55 or older were served in fiscal year 2023. For reference, the number of single adults aged 25-54 served in any project type was 1,922. This means a strikingly large share of all single adults experiencing homelessness are 55 or older. While a

Figure 34. Summary –Adult Only Older Households (Age 55+) FY2023



comparatively large share of older singles seeking assistance were served in any project type, 78% compared to 28% of all households, all other performance metrics were nearly identical to those for all households. These older adults had a relatively low rate of exits to a permanent destination, 41%, compared to other subpopulations. This suggests that the continuum is doing a comparatively good job of serving older singles relative to need, but a relatively poor job of facilitating entry back into stable housing situations among these older adults.

CONCLUSIONS AND RECOMMENDATIONS

Overall, this report paints a bleak picture and sends a clear signal that there is an urgent need to improve our local capacity to prevent homelessness. The structural drivers of housing insecurity, especially home values, rent prices, and poverty, all remain elevated. Elevated housing insecurity is driving current levels of inflow into homelessness. This increased inflow is clearly visible in the 59% increase in the number of unique households completing CE assessments between 2021 and 2023. The capacity of our local system (beds/units) has not increased over this time frame, but the number of people served in any project did increase by 14%. Despite this increase in the number of people served, the proportion of newly inflowing households served in any project type decreased from 39% in FY2021 to 28% in FY2023. This is a portrait of an overburdened system increasingly struggling to keep pace with rising need. As a direct result we see increasing numbers of people considered “actively homeless”, an increasing average length of time homeless among individuals served, and increasing visibility of unsheltered homelessness in our community.

Looking ahead, the decreases observed in beds/units across all project types (but especially PSH units) in the 2024 HIC report indicate decreasing local capacity to meet this challenge. Recent election results have decreased the likelihood of infusions of funds from the federal or state government to address the drivers of the housing crisis or to mitigate current levels of homelessness. While there are multiple City and County level efforts currently being implemented to address the shortage of affordable housing, these efforts will take years to substantially impact the local housing stock.

These unique circumstances and the increasing prevalence of homelessness indicate an urgent need for more resources directed towards all levels of homelessness prevention to reduce the current and ongoing magnitude of inflow into homelessness.

Homelessness Prevention from a Complex Systems Perspective

Homelessness has long been understood as a complex social problem involving multiple systems and national and local contexts interacting with individuals’ experiences and characteristics. For both conceptual and analytical clarity amongst this complexity, a systems approach or systems analysis, attempts to both simplify the foci on critical leverage points within the system and more appropriately model some of this complexity using a system dynamics methodology (see Nourazari et al. 2021 and Fowler et al. 2019). The metaphor of a tub filling with water is often invoked to illustrate the utility of a systems dynamics perspective. You can reduce the water in the tub by increasing outflow, slowing or stemming inflow, or you can increase the size of the tub to hold more water. In the context of homelessness these leverage points correspond to increasing successful system exits, increasing

homelessness prevention, or increasing the capacity of the homelessness response system to shelter and house people experiencing homelessness.

In addition, a systems dynamics approach allows the modeling of the interactions between different system dynamics. For example, in a scenario of increased homelessness prevention a system with less overburden may be able to more effectively deploy resources to support successful exits from homelessness, (ideally) resulting in fewer returns to homelessness. These modeling exercises provide guidance about the most impactful ways to reduce homelessness at a system level.

Nourazari and co-authors use this modeling approach to run a series of simulations of different policy interventions and examine the impact of these interventions, in combination with one another, on rates of decline in homelessness. **Table 4** summarizes their analyses estimating the number of years it would take to achieve a 30% reduction in homelessness in the context of different types of policy interventions.

Table 4. Time to Achieve 30% Drop in Homelessness Count – Scenario Analysis (Nourazari et al. 2021)

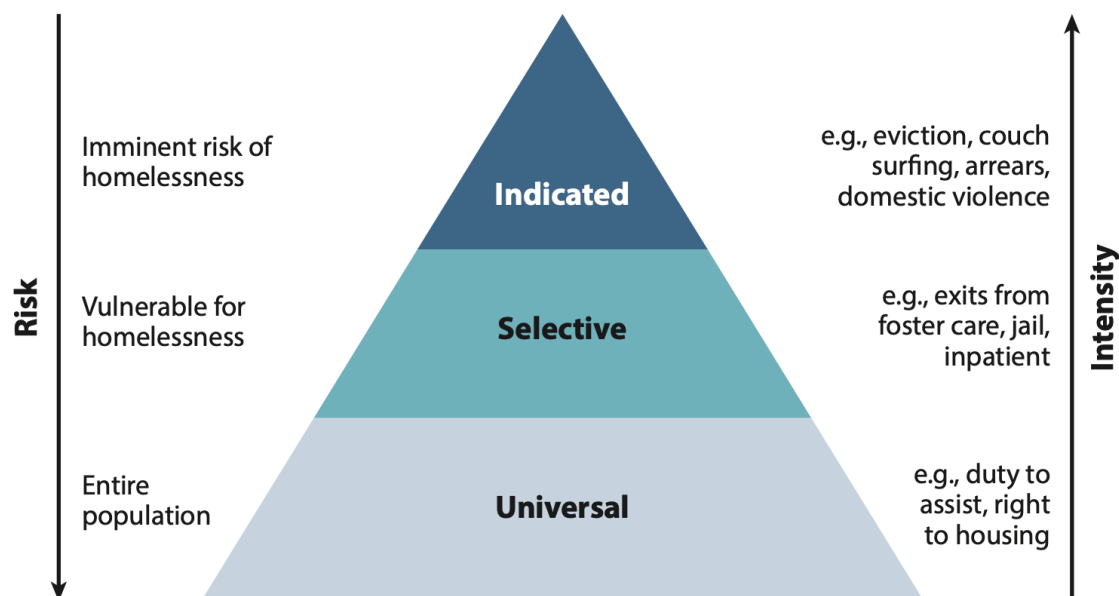
		P2: Improve service acceptance rate for transitional and temporary housing units								
		0%			5%			10%		
		P3: Increase prevention services			P3: Increase prevention services			P3: Increase prevention services		
		0%	5%	10%	0%	5%	10%	0%	5%	10%
P1: Increase permanent housing availability	5%	never	>30 Y	28 Y	never	>30 Y	25 Y	never	>30 Y	24 Y
	15%	never	23 Y	14 Y	>30 Y	16 Y	11 Y	>30 Y	15 Y	10 Y
	25%	>30 Y*	15 Y	11 Y	20 Y	10 Y	8 Y	17 Y	9 Y	8 Y

*Y = years

“[I]f the prevention initiatives and utilization of the temporary housing assistance improve by 10% each, while transitioning out rate is at only 15%, the system reaches a 30% drop in homeless count in 10 years. However, when the prevention initiatives remain unchanged and at their current state with no improvement the system can never reach the 30% drop in the homeless count even by increasing the availability of affordable housing units from 5% to 15%... **It is worth noting that by undertaking more aggressive prevention initiatives, the goals for alleviating homelessness can be achieved more effectively and efficiently in a much shorter time span**” (Nourazari et al. 2021: 526 bolded text added).

Fowler and co-authors provide a very similar analyses with similar conclusions finding that, **[s]imulations suggest that prevention provides a leverage point within the system; small efficiencies in keeping people housed yield disproportionately large reductions in homelessness.**” (Fowler et al. 2019: 465 bolded text added). This study specifically examined the impact of a housing first approach and “universal, selective, and indicated” prevention in isolation and in combination on the number of people receiving homelessness assistance (see **Figure 36**). For those not already familiar, universal, selective, and indicated prevention refer to different types of homelessness prevention that target different types of populations experiencing different degrees of risk of homelessness. **Figure 35** is taken from Fowler and co-author’s 2019 article and provides examples of these different types of housing supports. Universal prevention approaches are rare in the U.S. and work to ensure broad access to housing. These include duty to assist and right to housing legislation, both of which are difficult to

Figure 35. Homelessness Prevention Targets Based on Population and Intensity of Housing Supports – (Fowler et al. 2019⁶)



imagine being implemented in the near term at either a state or local level. Selective prevention targets resources to groups at high risk of homelessness such as youth exiting foster care, individuals exiting institutions, or veterans exiting their periods of service. Third, indicated prevention directs resources to populations signaling high vulnerability to homelessness through experiencing an eviction or foreclosure or other situations indicating intense housing insecurity (e.g. couch surfing, fleeing violence). Fowler and co-authors argue that evidence indicates that inflow to homelessness is stemmed most effectively with a coordinated approach to prevention that involves multiple types of interventions.

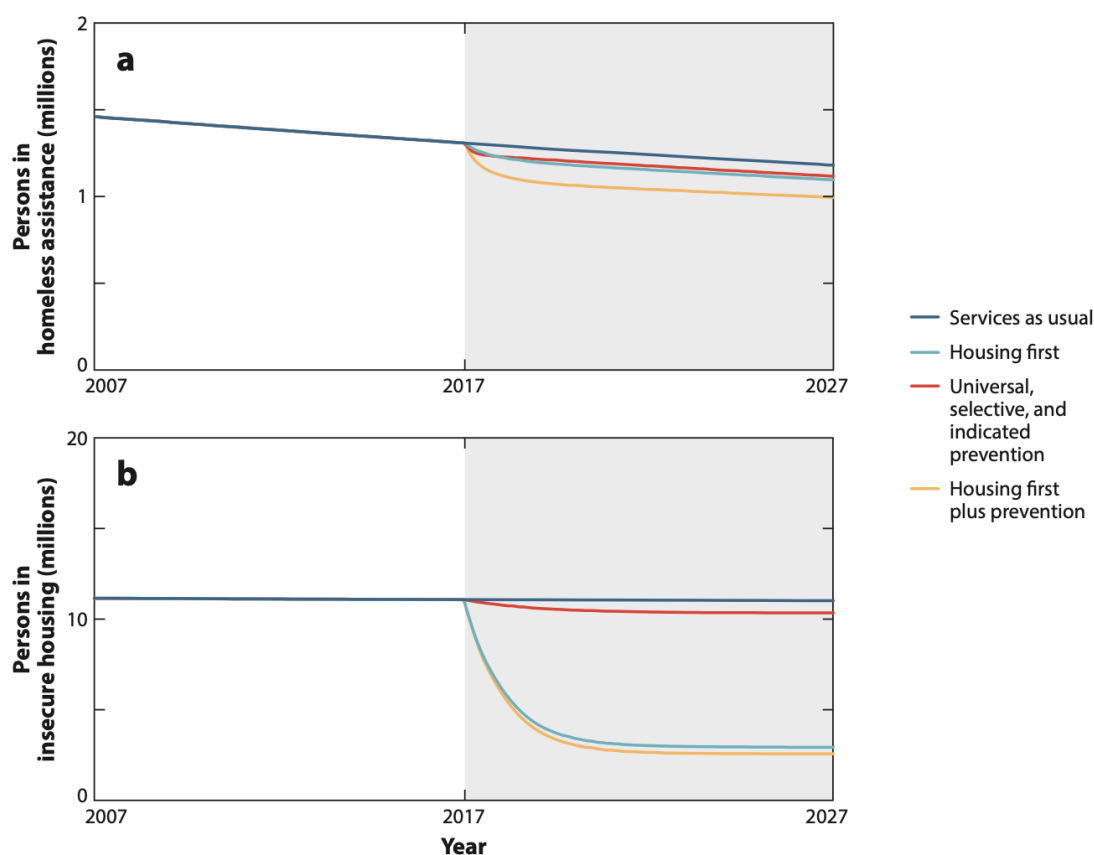
Figure 36 displays the results of Fowler et al.’s system dynamics modeling exercises examining the isolated and combined effects of housing first and prevention interventions on the number of people seeking homelessness assistance and housing insecurity. As **Figure 36** makes clear, the largest reductions in both housing insecurity and homelessness are achieved when housing first and prevention intervention are implemented together.

Recommendations for the Tucson Pima Collaboration to End Homelessness

Increased homelessness prevention efforts are a difficult ask for leadership at TPCH. HUD currently provides minimal funding for prevention efforts, and even that limited funding can be difficult to use in practice due to particular eligibility criteria. Further, TPCH leadership and providers are in the thick of responding to the affordable housing crisis with comparatively limited resources. TPCH does not have the ability to dramatically increase the CoC’s capacity and already is consistently engaged in pursuing funding to maintain and expand service offerings.

⁶ Fowler, Patrick J., Peter S. Hovmand, Katherine E. Marcal, & Sanmay Das. 2021. “Solving Homelessness from a Complex Systems Perspective: Insights for Prevention Responses. *Annual Review of Public Health*. 40:465-86.

Figure 36. Policy Experiments Showing the Impact of Housing First and Prevention Efforts on the Number of People in Homeless Assistance – (Fowler et al. 2019)



Policy experiments showing the impact of housing first and prevention efforts on the number of people in homeless assistance (a) and number of hidden homeless (b) with services as usual (dark blue line); housing first only (light blue line); universal, selective, and indicated prevention (red line); and housing first plus universal, selective, and indicated prevention (yellow line).

That said, the CoC can encourage providers to consider offering more homelessness prevention and housing navigation supports to their clients, as they are able, and advocate for a more coordinated local/regional approach to homelessness prevention.

The CoC might more intentionally track some of the, admittedly less flattering, metrics emphasized in this report, especially the proportion of new inflow households seeking services served and returns to the system among those who did not exit to a permanent housing destination. The proportion of inflow served is a critical system performance indicator that can provide a sense of the degree of system accessibility and overburden. Further, the CoC should consider tracking this metric for subpopulations as the degree of access to services varies dramatically across different types of clients. This metric could help members of the public better understand why current expenditures do not appear to be reducing homelessness. And for clients seeking support it can provide a more realistic sense of their likelihood to

be served. While it is not reassuring to hear that you are very unlikely to receive assistance from the continuum when you are seeking help, and are perhaps in crisis, it is the truth. Individuals may be able to make more realistic plans with a higher likelihood of success if they are not holding on to the idea that assistance is forthcoming from a local service provider. This is obviously a difficult issue to negotiate as this messaging could also reduce engagement with services. However, adjusting the information provided when a household is going through coordinated entry to provide a more realistic understanding of their likelihood of being served could reduce some of the widespread feelings of frustration and cynicism about the provision of supports that currently exists among people experiencing homelessness and remain a major barrier to engagement with service programs.

While TPCCH leadership does not have much leverage over the degree of resources directed to homelessness prevention, they do have the ability to improve system performance of the homelessness response system itself. **In the current moment, a focus on increasing positive system exits to permanent housing destinations serves multiple needs.** In the context of rising inflow, increasing outflow is a way to reduce both homelessness and system overburden. As households and singles exit housing and shelter programs this creates new openings in beds/units for inflowing households. Ideally this can facilitate increased service engagement and reduce the length of time homeless prior to enrollment in services. Providers are currently doing the best they can to find affordable and appropriate units to offer to their clients who are re-entering, usually subsidized, market-based housing. But there is widespread agreement that there is a dearth of affordable and appropriate housing options for these clients. TPCCH and local government leadership are already pursuing increased landlord engagement efforts to help address these issues. Understanding that recommendations for additional activities may, in practice, constitute additional asks of already overburdened staff, **TPCCH leadership may consider more aggressively exploring and facilitating (in collaboration with providers) less traditional housing arrangements for clients such as home sharing, various cooperative housing models, and temporary housing options in hotel, SRO-style units, micro shelters, and other innovative options.**

Another area of where TPC leadership may be able to improve system performance is reducing returns to homelessness among households who successfully exited to a permanent destination. This is yet another type of homelessness prevention, but one that is more squarely within TPCCH's purview. Often, a modest degree of navigation support or small emergency payments can be all that is needed to help a household navigate a challenge to their otherwise stable housing situation. Keeping people housed who have already successfully navigated the homeless response system builds on prior investments in these households and is often easier and more realistic logistically. Providers know where these households are and can communicate efficiently with them. Some of these additional supports, e.g. supportive services or emergency payments, would require funding. However, there are also much less expensive social supports, e.g. events and facilitation of networking, and increased aftercare standards that could reduce returns to the system with only modest investments.

Last, increasing job quality and the degree of training for staff at service providers would likely have positive impacts on service engagement and outcomes for clients. High caseworker turnover can create disconnections to services and deeply negative perceived experiences of being abandoned or



forgotten for clients. The CoC continues to attempt to increase earnings and quality of life for caseworkers and provider staff through changes to standards and eligibility criteria for funding. In a scenario where provider staff are managing reasonable workloads with appropriate compensation, asks for engagement with continuing education and training opportunities would be more reasonable and possible for staff (benefiting both themselves and their clients).

More ambitiously, there are ongoing conversations about **the continuum exploring the feasibility of adopting and Incident Command System (ICS) model to reducing homelessness**. These models are used to coordinate responses across multiple agencies, systems, and levels of government to address urgent situations, such as those created by natural disasters. TPCH now has experience piloting such a model with the ongoing HUD-facilitated Housing Central Command (HCC) effort which should be an asset in exploring how TPCH might scale lessons from an ICS approach to the entire system.

Recommendations for Local Government, Providers, and Funders

The incredibly long timelines to achieve a 30% reduction in homelessness, even in scenarios of increased funding for multiple simultaneous interventions, displayed in Nourazari et al.'s **Table 4** are sobering. If one's goal is to reduce homelessness to functional zero, the route ahead looks even steeper. Further, we are currently in a moment of declining local government revenue due to a statewide reduction in Arizona's income tax.

The system dynamics models cited above provide very clear guidance that increases in system performance alone cannot substantively reduce homelessness in the absence of increased prevention. While TPCH should increase system performance as much as possible, this alone will not be effective in reducing homeless in the absence of investments in multiple coordinated prevention strategies. Such an effort is related, but also largely outside of the scope of TPCH's purview and allowed uses of funding. **Given these realities, it is critical to build awareness of this urgent need for community level and coordinated homelessness prevention efforts among our local governments, providers, and funders.**

The recently released U.S. Interagency Council on Homelessness report *Ending Homelessness Before It Starts: A Federal Homelessness Prevention Framework*⁷ recommends a five-step framework to build a community approach to homelessness prevention:

- 1) Identify and gather partners
- 2) Utilize data to inform your planning
- 3) Map services to create shared understanding of local prevention resources and programs
- 4) Develop an action plan
- 5) Implement plan, track outcomes, and work continuously to improve

The good news is that many local organizations are already doing pieces of this work, and we have multiple local government offices who are in a logical and well-situated positions to coordinate such an effort (examples provided in **Figure 37**). Given the urgency of the current situation, **it would be ideal for**

⁷ U.S. Interagency Council on Homelessness. 2024. [Ending Homelessness Before It Starts: A Federal Homelessness Prevention Framework](#)

a local government office and/or a non-profit entity to volunteer to house, direct, and staff this effort to build a community approach to homelessness prevention. The cost of funding required to support a few staff to coordinate such an effort is surely a fraction of the systemwide cost savings of reducing inflow into homelessness, not to mention the incalculable reductions in harm to vulnerable community members.

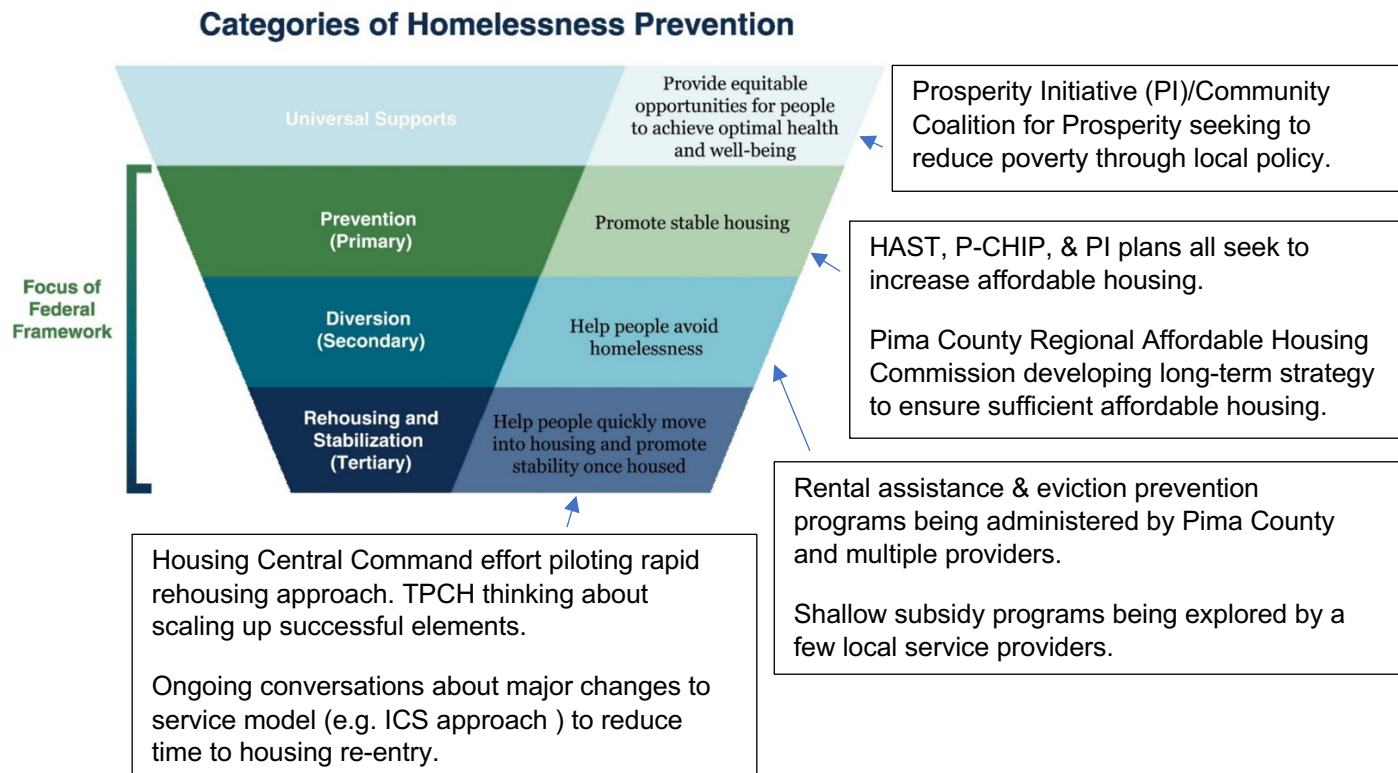
Last, a central structural driver of homeless and housing insecurity is the prevalence of poverty in a community. The assertion that reducing poverty upstream will reduce the both the cost of needed prevention services and inflow into homelessness, is generally treated as true but perhaps useless information by those on the front lines of the housing crisis. While that might be the case, why would anyone expect the prevalence of poverty to be reduced? The federal homelessness prevention framework mentioned above begins as follows:

“The Homelessness Prevention Framework emphasizes the importance of proactive prevention and a collaborative, cross-system response. Communities have a wide range of resources, services, and programs that can support people in maintaining safe and stable housing, preventing homelessness, and navigating housing challenges without someone ever needing to enter the homelessness response system. **These include universal supports such as broad anti-poverty programs, affordable housing, living wage jobs, as well as programs and resources that help people attain a livable income and meet basic needs, including workforce development and education programs, income supports, health care, and more.**” (U.S Interagency Council on Homelessness, 2024: 5 Bolded text added)

Our community is in a unique and exciting moment where the City of Tucson and the Pima County Board of Supervisors recently passed a wide-ranging anti-poverty policy agenda called the *Prosperity Initiative*. There is also an ongoing organizing effort, the *Community Coalition for Prosperity*, that seeks to support, monitor, and expand implementation of the Prosperity Initiative’s policy interventions across jurisdictions in Pima County. This means that there is already very substantive anti-poverty and homelessness prevention work ongoing that directly seeks to bolster and expand exactly those universal supports identified (above in bold) in the federal prevention framework. Better coordination of these efforts with local governments and small infusions of funding to support the administration of this work and a specifically targeted implementation of the prevention framework mentioned above could have profound impacts relative to the cost of such an investment.

Further, on the issue of costs, a substantial increase in spending on local homelessness prevention may be perceived by some as costly. The best available research on homelessness prevention programs suggests enormous local cost savings to the local entities relative to the current multifaceted expenses of mitigating homelessness and housing insecurity. That said, others view some prevention program (such as rental assistance programs for example) as benefits that flow from taxpayers to landlords and could become unmanageably expensive as rents rise. This is why any homelessness prevention initiative should be paired with longer term investments to increase affordable housing. A concurrent effort to reduce the structural drivers of homeless will reduce the downstream costs of both homelessness prevention and homelessness mitigation. And in a more idealistic scenario involving significantly lower level of both homelessness and housing insecurity, existing expenditures on homelessness mitigation

Figure 37. Categories of Homelessness Prevention in Federal Homelessness Prevention Framework and Examples of Related Local Initiatives (not exhaustive)



could be more focused on keeping people housed and preventing entry into homelessness.

Under normal circumstances, these final recommendations might appear absurdly grand or unrealistically utopian. Luckily, we are in a unique moment where there is motion locally on most of the elements needed to implement this multi-pronged approach. Substantial reductions in both homelessness and poverty are achievable, and there is a rich evidence base providing guidance as to how to get there most efficiently. Building, *and sufficiently resourcing*, a community approach to homelessness prevention has the potential to reduce ongoing overwhelm of our homelessness response system, reduce enormous harm among those households who avoid an experience of homelessness, and better position our community to weather future challenges (e.g. the next recession, financial disruption, or resurgence of inflation) to housing stability among our most vulnerable community members.

APPENDIX

Change In Year-Round Emergency Shelter Beds by Project, 2023-2024

Year	Project ID	Type of Change	Organization Name	Project Name	Year-Round Beds 2023	Year-Round Beds 2024
2023	721	Project Ended	City of Tucson, HCD	COT - CBI Oracle ES - End date 05/2023	36	0
2023	833	Project Ended	City of Tucson, HCD	COT NOTL Residence Bridge/Shelter - End date 07/2023	20	0
2023	851	Project Ended	OPCS	OPCS - HWP Family Shelter ES - End date 06/2023	6	0
2023	785	Project Ended	OPCS	OPCS - LDS 3 ES - End date 06/2023	34	0
2023	821	Project Ended	Our Family Services	Our Family Youth Hotel Emergency Shelter - 07/2023	12	0
2023	559	Project Ended	Pima County CWD	AZ DES PC OPCS ES - End date 06/2023	9	0
2023	357	Project Ended	SAAF	HOPWA Motel ES - End date 02/2023	64	0
2023	807	Project Ended	SAAF	SAAF - HOPWA - PC ESG CV Emergency Shelter - 09/2023	25	0
2023	760	Project Ended	Primavera Foundation	Primavera - EV EHA Emergency Shelter 09/2023	0 YR -29 Overflow	0
Total Year Round Beds Lost to Programs Ending						-206
2023-2024	819	# Beds Reduced	City of Tucson, HCD	COT ESG CV - CBI Desert Cove ES	30	29
2023-2024	674	# Beds Reduced	Emerge!	Emergency Shelter	45	40
2023-2024	585	# Beds Reduced	OPCS	OPCS Emergency Shelter	8	4
2023-2024	215	# Beds Reduced	OPCS	Steps for Vets	16	6
2023-2024	106	# Beds Reduced	Primavera Foundation	Motel Vouchers	19	3
2023-2024	523	# Beds Reduced	Sister Jose	Sister Jose Women's Shelter	44	42
2023-2024	98 to 335, 580, 309, 582, 310 in '24	# Beds Reduced	Salvation Army	Hospitality House in 2023 to Salvation Army HH - Family Apartments Shelter (ES), Men DV/TPD ES, Respite Emergency Shelter, Women DV/TPD ES, & Transitional Shelter in 2024	122	106
Total Year Round Beds Lost to Bed Reductions						-54
2023-2024	739	# Beds Consistent	City of Tucson, HCD	COT - CBI Toole Emergency Shelter	40	40
2023-2024	93	# Beds Consistent	Our Family Services	RHY Reunion House	4	4
2023-2024	550	# Beds Consistent	Our Family Services	T Emergency Shelter	11	11
2023-2024	126	# Beds Consistent	Primavera Foundation	Casa Paloma	7	7
2023-2024	96	# Beds Consistent	Primavera Foundation	Family Pathways Shelter	22	22
2023-2024	95	# Beds Consistent	Primavera Foundation	Men's Shelter	80	80
2023-2024	191	# Beds Consistent	Salvation Army	Motel Vouchers	15	15
2023-2024	149	# Beds Consistent	Salvation Army	Warming Hearts & Souls - Operation Deep Freeze (ES)	0	0
2023-2024	202	# Beds Increased	OPCS	REH	22	22
2023-2024	814	# Beds Increased	City of Tucson, HCD	COT Wildcat Residence Bridge ES	87	113
2023-2024	149	# Beds Increased	Salvation Army	Warming Hearts & Souls - Operation Deep Freeze (ES)	0 YR -30 Seasonal	0 YR -40 Seasonal
2023-2024	90	# Beds Increased	Our Family Services	Family Emergency Shelter	13	16
Total Year Round Beds Gained to Bed Increases						29
2024	866	New Project	City of Tucson, HCD	COT - Amazon ES - Start date 05/2023	0	63
2024	876	New Project	Pima County CWD	EELS Emergency Housing (ES) - Start date 10/2023	0	85
2024	872	New Project	OPCS	OPCS - LDS Individuals ES - Start date 07/2023	0	12
2024	870	New Project	OPCS	OPCS - P-Chip LDS Families ES - Start date 07/2023	0	8
2024	918	New Project	Our Family Services	Our Family - PC OA Emergency Shelter (ES) - 07/2023	0	9
2024	892	New Project	Pima County CWD	PC ESG - Valley Assistance Emergency Shelter - 10/2023	0	5
Total Year Round Beds Gained to New Programs						182
Net change in Beds 2023-2024:						-49



Change In Transitional and Safe Haven Housing by Project, 2023-2024

Year	Project ID	Type of Change	Organization Name	Project Name	Units 2023	Units 2024
2023-2024	# Units Increased	SH	OPCS	OPCS SFV 2 LD SH	2	4
2023-2025	# Units Increased	TH	SAAF	Ryan White Transitional Housing	91	101
Total Units Gained to Units Increases						12
2023-2024	# Units Consistent	TH	City of Tucson, HCD	COT - OFS ARPA Youth TH	18	18
2023-2025	# Units Consistent	SH	La Frontera	Sonora House	15	15
2023-2026	# Units Consistent	TH	OPCS	GPD Bridge Housing	26	26
2023-2027	# Units Consistent	TH	OPCS	OPCS - YHDP Bread & Roses TH	8	8
2023-2028	# Units Consistent	TH	Our Family Services	OFS RHY - T	17	17
2023-2029	# Units Consistent	TH	Our Family Services	RHY Common Unity (aka MGH)	27	27
2023-2024	# Units Reduced	TH	Pima County CWD	La Casita	20	14
2023-2025	# Units Reduced	TH	Primavera Foundation	Casa Paloma TH	3	2
2023-2026	# Units Reduced	TH	Esperanza En Escalante	GPD Bridge Housing	35	25
2023-2027	# Units Reduced	TH	Esperanza En Escalante	GPD Hospital to Housing	14	12
2023-2028	# Units Reduced	TH	Esperanza En Escalante	GPD Service Intensive	71	40
Total Units Lost to Units Reductions						-50
Net change in TH & SH Units 2023-2024:						-38

Change in # of Participants in Rapid Rehousing Units on Night of PIT by Project, 2023-2024

Year	Project ID	Type of Change	Organization Name	Project Name	# of Participants In Units 2023 PIT	# of Participants In Units 2023 PIT
2023	774	Project Ended	Arizona DES	AZ DES - Primavera Cares RRH - 9/23	0	0
2023	780	Project Ended	Arizona DES	AZ DES ESG CV - CCS RRH - 9/23	24	0
2023	803	Project Ended	Arizona DES	AZ DES ESG CV - CPHH Pima RRH - 9/23	27	0
2023	560	Project Ended	Catholic Community Services	DES RRH - Program Ended 9/23	13	0
2023	748	Project Ended	City of Tucson, HCD	COT - CAH HST Cares RRH - Ended 9/23	2	0
2023	664	Project Ended	City of Tucson, HCD	COT - Primavera Cares RRH - 9/23	3	0
2023	839	Project Ended	Community Bridges, Inc.	AZ DES ESG CV - CBI RRH - Pima - 9/23	4	0
2023	562	Project Ended	Community Partners Inc.	Medical Respite RRH - Ended 12/23	6	0
2023	485	Project Ended	Pima County CWD	Advent RRH - Program ended 6/23	65	0
2023	557	Project Ended	Pima County CWD	DES PC CBI RRH - Ended 6/23	40	0
2023	679	Project Ended	Pima County CWD	PC ESG CV RRH - Ended 9/23	24	0
2023	464	Project Ended	Primavera Foundation	ADOH RRH - Program Ended 2/23	3	0
Change Due to Programs Ending						-211
2023-2024	779	# Units Reduced	Emerge!	COT - Emerge RRH	6	0
2023-2025	817	# Units Reduced	Our Family Services	OFS RRH For T Youth	22	6
2023-2026	544	# Units Reduced	Our Family Services	Our Family - Home Again RRH	126	87
2023-2024	848	# Units Reduced	City of Tucson, HCD	COT ESG - CAH RRH	3	0
2023-2024	480 to 482 & 483 in 2024	# Units Reduced	Pima County CWD	CASA RRH - PC CASA TSA RRH (CoC) & CAH RRH (CoC)	24	12
2023-2027	729	# Units Reduced	Community Bridges, Inc.	YHDP RRH	49	15
2023-2028	723	# Units Reduced	Our Family Services	YHDP New Hope RRH	45	32
Reductions in Participants in RRH Units						-123
2023-2024	548	# Units Increased	Our Family Services	Secure Futures RRH	27	50
2023-2025	637	# Units Increased	Our Family Services	Day One RRH Families	59	67
2023-2026	500	# Units Increased	Pima County CWD	PC One Stop - CAH RRH	8	19
2023-2027	553	# Units Increased	Primavera Foundation	DES Rapid Rehousing	4	13
2023-2028	201	# Units Increased	Primavera Foundation	PAV SSVF RRH	57	64
Increases in Participants in RRH Units						58
2023-2024	675	New Project	Emerge!	RRH for Survivors of Domestic Abuse	0	2
2024	877	New Project	Arizona DES	AZ DES ESG - CBI DESPIM RRH	0	7
Change Due to New Programs						9
Net change in Participants in RRH Units on the Night of the PIT Count 2023-2024:						-267

*For the HIC report RRH units are only counted if they are occupied by a participant on the night of the PIT count. These numbers are counts of participants in occupied units **not** changes in the number of RRH units.



Change in Permanent Supportive Housing Units by Project, 2023-2024

Year	Project ID	Type of Change	Organization Name	Project Name	Units 2023	Units 2024
2023	784	Project Ended	City of Tucson, HCD	Emergency Housing Vouchers	279	0
2023	84	Project Ended	SAAF	SAAF - SHP Savoy - Program Ended 07/2023	76	0
Total Units Lost to Programs Ending						-355
2023-2024	682	# Units Reduced	OPCS	Ocotillo PSH	17	15
2023-2024	812	# Units Reduced	Community Partners Inc.	CPSA - SPC TRA PIMA	147	132
2023-2024	125	# Units Reduced	SAAF	SAAF - HOPWA Comp Permanent	19	13
2023-2024	122	# Units Reduced	SAAF	SAAF - HOPWA Formula TBRA	55	32
2023-2024	521	# Units Reduced	Southern AZ VA Health Care System	VASH vouchers	781	665
Total Units Lost to Units Reductions						-162
2023-2024	349	# Units Consistent	Community Partners Inc.	Frontiers	38	38
2023-2024	865	# Units Consistent	Community Bridges, Inc.	CBI Pima PSH 37 (CoC)	37	37
2023-2024	317	# Units Consistent	Our Family Services	Home First	31	31
2023-2024	864	# Units Increased	OPCS	OPCS Mesquite PSH	20	52
2023-2024	663	# Units Increased	OPCS	Oasis PSH	23	26
2023-2024	838	# Units Increased	Community Partners Inc.	CPSA - Medical Respite PSH	20	24
2023-2024	724	# Units Increased	Community Partners Inc.	YHDP Transitions PSH	22	29
2023-2024	123	# Units Increased	SAAF	SAAF - HOPWA Comp TBRA	48	67
2023-2024	513 to 852, 516, 907, 853, & 517 in '24	# Units Increased	City of Tucson, HCD	SPC II Consolidated to COPE SPC II Consolidated PSH, CPSA SPC II Consolidated PSH, Housing First SPC II Consolidated PSH, OPCS SPC II Consolidated PSH, & SAAF SPC II Consolidated PSH in 2024	340	344
Total Units Gained to Units Increases						69
2024	873	New Project	Community Bridges, Inc.	CBI Pima 70 PSH - Started 10/2023	0	38
Total Units Gained to New Programs						38
Net change in PSH Units 2023-2024:						-410

