

FY 2019

**FL-507 – Orlando/Orange, Osceola,
Seminole Counties Continuum of Care**

3B-3 Racial Disparities Assessment Summary

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Summary

CoC FL-507's disparity assessment examined the distribution by race of (unduplicated) individuals accessing assistance through the homelessness response system and its constituent project types in 2018-19. The analysis was conducted both in the aggregate as well as stratified by project type in order to evaluate the extent of differences among participants served by race as well as to begin to investigate the nature of those differences. Additionally, at the project type level, the analysis also compared the percentage of participants self-identifying as Black or African-American who exited the project to permanent housing versus the baseline percentage among all participants enrolled.

The findings identified in the CoC's initial analysis included the following:

1. The racial make-up of the participants in the homelessness response system as a whole did not correspond to that of the general population of the region. Specifically, African-Americans are highly over-represented among participants, while whites significantly under-represented.
2. Although more investigation is needed, the well-documented over-representation of people of color among families living in poverty appears to be even more imbalanced among participants in the homelessness response system. This may indicate that correlation between race and homelessness is even stronger than between race and poverty alone.
3. Black and African-American participants account for widely differing percentages of total enrollment across the different project types spanning the homelessness response system.
4. Despite finding in #3, In general, the percentages of participants of color who had successful housing outcomes (i.e., exited to permanent housing) in general did not vary significantly from the baseline they comprise of all enrollees, and this was the case across a variety of project types.

In light of these findings, additional information collected, and further dialogue among CoC stakeholders, investigators reached a number of tentative conclusions and recommendations, including but not limited to the following:

- Homelessness sits at the intersection of a number of much larger societal systems and institutions, and gaps in these systems are structural causes of homelessness. Longstanding racial inequities and bias in these systems has disproportionately contributed to or exacerbated homelessness among people of color, and that disparate impact seems apparent from even this cursory investigation of the homelessness response system.

- The recognition of the presence of racial disparities in the homelessness response system instantly gives rise to dozens of additional questions that the CoC has a responsibility to investigate. More work will be needed if the CoC is to begin to understand the array of factors involved, and to separate causes from effects.
- To the extent that any of the disparities or sources of bias identified adversely impact Black / African-Americans and other minorities experiencing homelessness from within the homelessness response system, the CoC must try to identify them and counteract their effects, whether within agencies or ingrained in the system as a whole.

As a result of these findings and conclusions, the CoC is taking the following actions to build on lessons learned and to increase the breadth and depth of the CoC's response:

1. Ensure racial disparity is continually shared with CoC stakeholders (Continuous)
2. Lead Agency hosted internal race equity dialogue with nationally recognized race equity consultant and race medication expert. (January 2019)
3. Lead Agency made race equity a formal priority in annual strategic plan (June 2019)
4. Host meeting of agency executive directors to share local racial disparity data (Completed June 2019)
5. Create and distribute race equity assessment to CoC agencies (Completed July 2019)
6. Include scoring element in CoC NOFA Local Application (Completed July 2019)
7. Host executive directors to report back on race equity assessments (December 2019)
8. Sponsor CoC-wide implicit bias training (December 2019)
9. Host CoC-wide Summit on race/gender equity (March 2020)

Comparison of Distribution by Race: General Population of the Region vs. Homelessness Response System

An initial question the CoC sought to investigate was the extent to which the racial make-up of the individuals served in the homelessness response system mirror the characteristics of the region as a whole.

According to the 2011-2015 American Community Survey 5-Year Estimates produced by the U.S. Census Bureau, the estimated breakdown of the total population by race in the CoC FL-507's regional coverage area (Orange, Osceola and Seminole Counties) is as follows:

Race	Number	Percent
White alone	1,368,288	69.6%
Black or African American alone	340,456	17.3%
American Indian and Alaska Native alone	2,792	0.1%
Asian alone	89,876	4.6%
Native Hawaiian and Other Pacific Islander	5,257	0.3%
Other (including Multi-racial)	160,586	8.2%
Total population	1,967,255	100.0%

We then compared these numbers and rates of this much broader group with the racial make-up of the set of individuals served through projects using the CoC FL-507 HMIS during the period July 1, 2018 - June 30, 2019.

Race	Number	Percent
White alone		46.5%
Black or African American alone		48.2%
American Indian and Alaska Native alone		??
Asian alone		0.6%
Native Hawaiian and Other Pacific Islander		0.5%
Other (including Multi-racial)		??
Total population		100.0%

This initial comparison revealed the following:

- Whites are consistently under-represented in the homelessness response system vs. the population of the region as a whole (46.5% vs. 69.6%).
- By contrast, African-Americans are significantly over-represented in the homelessness system (48.2% vs. 17.3%).
- Asians are significantly under-represented (0.6% vs. 4.6%), a difference that cannot be explained in full by the small proportion they comprise of the overall population
- Native Hawaiians/Other Pacific Islanders are over-represented in the system, but their presence in absolute terms was too small to be deemed significant (0.5% vs. 0.3%).

The sharp differences in rates across most race categories was not unexpected given the high-level nature of the comparison. In particular, emergency shelter (ES) users not only comprise a disproportionate share of individuals served in the homelessness response system, and persons of color are disproportionately represented among ES users. The question of whether over-representation of African-Americans by a factor of almost 3 is a reflection of system-level rather societal-level inequities is one that the CoC will examine in greater depth.

For example, summary ACS data suggests that while the percentage of African-Americans among persons living in families with children in poverty is also disproportionately high, the imbalance is not as great as among persons served in the homelessness response system. This suggests the presence of factors that conspire to result in higher rates of homelessness among African-Americans than could be predicted by poverty rates alone. The extent to which this additional disproportionality is a result of any particular set of causes at any particular level will be the subject of further investigation, discussion and potential action by the CoC in the future.

Drilling down to the project type level, it becomes clear that the subgroups served by the various project types within the homelessness response system are anything but a monolith. At the project type level, the CoC’s primary focus rested on racial differences between the broader population served and the narrower set who have positive housing outcomes (exits to permanent housing destinations).

Highlights

Emergency Shelters: Comparison of Served vs Housed by Race

Emergency Shelter projects serve the largest number of clients of all races compared to other project types, with 4,302 enrollments during the period.

In particular, while white shelter participants constituted 41.1% of those served, they represented 46.3% of individuals who exited to permanent housing. In inverse fashion, African-Americans comprised a majority (54.8%) of those exiting shelter to permanent housing, and that percentage exceeded the share they comprised of all participants assisted (47.8%).

On one hand, the magnitude of the disparity is viscerally not as pronounced as CoC investigators initially speculated. On the other hand, almost 300 more black shelter participants exited to PH than would be expected based on the demographics of shelter participants generally, all other things being equal.

To echo a recurring theme, the CoC will need to undertake additional levels of analysis in an effort to understand the race-specific factors that may have contributed to the disparity. Furthermore, much more analysis of the housing “pipeline” using STELA and other tools is needed to understand what other factors affected both who arrives in shelter and who remains housed after exiting.

Transitional Housing: Comparison of Served vs Housed by Race

Transitioning Housing represents a relatively smaller number of overall clients, with total enrollments at 585). Here, the rates were similar, reflecting possible differences in admission criteria, programming or both.

- Whites were housed at a slightly higher rate (57.9%) than they were served (56.1%).
- African Americans were housed at a slightly lower rate (37.7%) than they were served (38.3%).

Rapid Re-Housing: Comparison of Served vs Housed by Race Compared to other housing project types, the rate of enrollment among African-Americans continues to be higher in Rapid Rehousing than any other (55.3%).

- Whites were housed at a slightly higher rate (42.1%) than they were served (40.3%).
- African American were housed at a slightly lower rate (52.8%) than they were served (55.3%).

Permanent Supportive Housing: Comparison of Served vs Housed by Race

- The percentage of white participants in Permanent Supportive Housing (PSH) participants (63.3%) was higher than in all other project types.
- Whites were also housed at a slightly higher rate (65.8%) than they were served (63.3%).
- African Americans were housed at a slightly lower rate (30.8%) than they were served (32.7%).

Support Services Only: Breakdown of Served by Race

- Whites were served by Support Services Only projects at a significantly higher rate (59.1%) than their baseline overall percentage in homeless projects (46.5%).
- African Americans were served by Support Services Only projects at a significantly lower rate (33.5%) than their baseline overall percentage in homeless projects (48.2%).

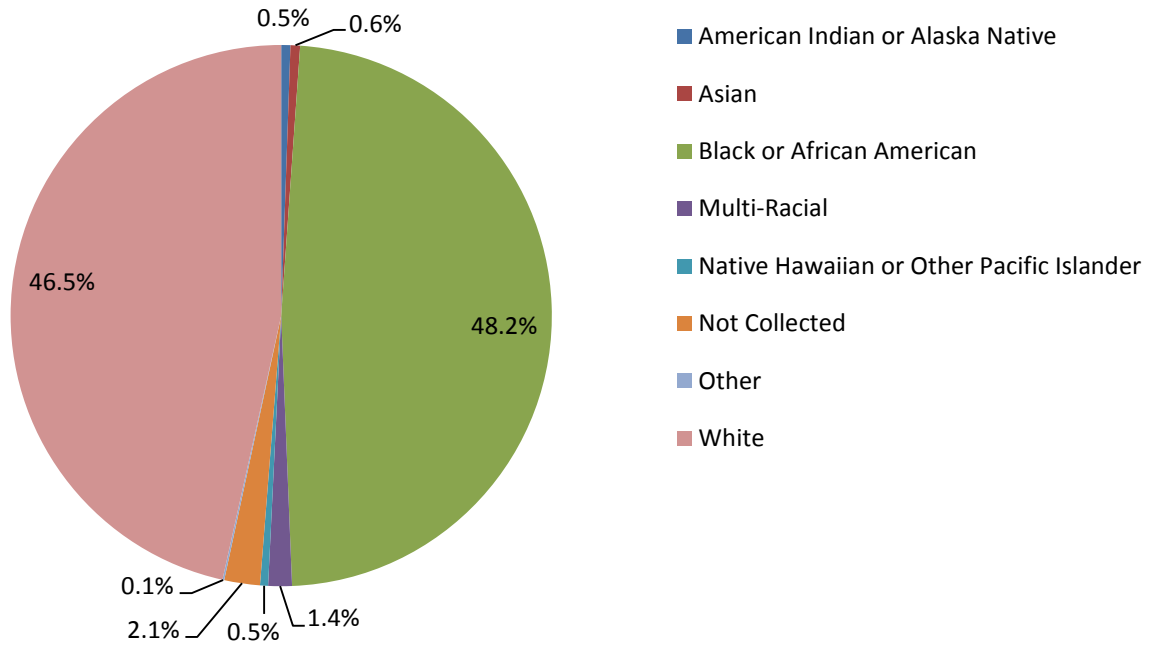
Street Outreach: Breakdown of Served by Race

- Whites were served by Street Outreach projects at a higher rate (53.6%) than their baseline overall percentage in homeless projects (46.5%).
- African Americans were served by Street Outreach projects at a lower rate (41.1%) than their baseline overall percentage in homeless projects (48.2%).

Coordinated Entry System: Comparison of Served vs Housed by Race

- Coordinated Entry System projects represent the newest project type in the HMIS system and consists of a significant number of overall enrollments at 2,433.
- Whites were housed by Coordinated Entry System projects at a slightly higher rate (38.9%) than they were served (36.9%).
- African Americans were housed by Coordinated Entry System (CES) projects at a slightly lower rate (58.1%) than they were served (59.4%); however, the overall enrollments in CES for African Americans was greater than in any other project types.

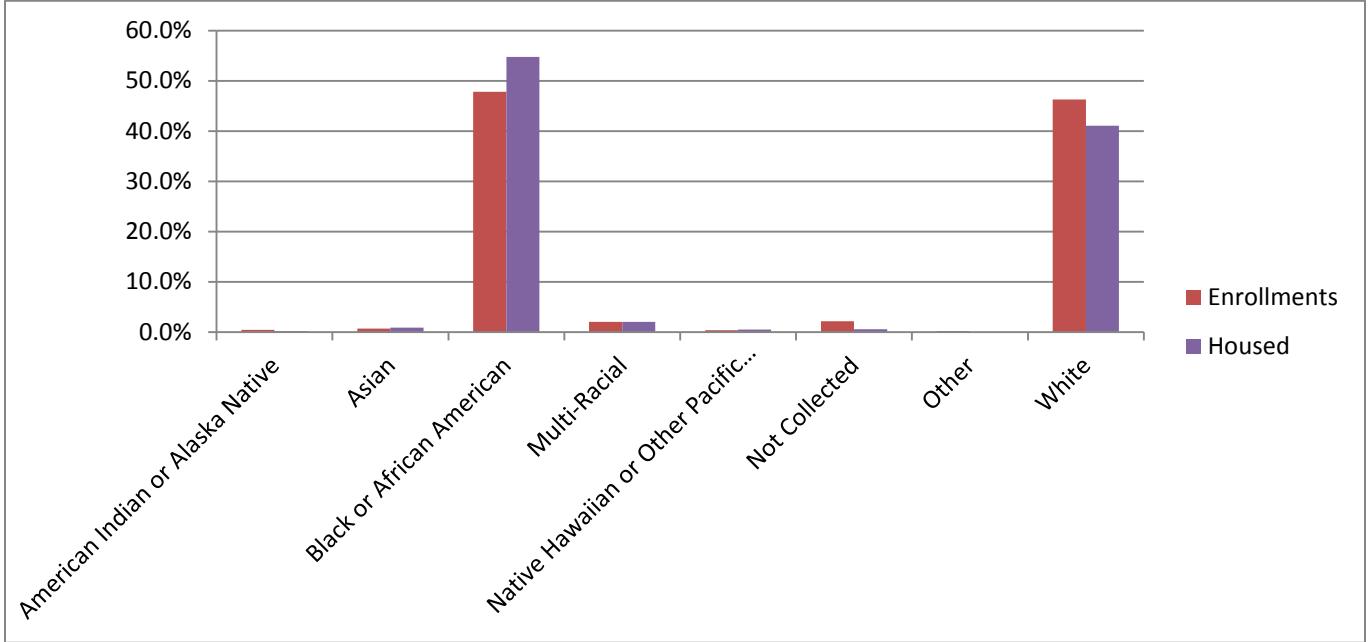
Enrollments FY 18-19 All Projects Combined Racial Breakdown for Individuals & Head of Households (Percent)



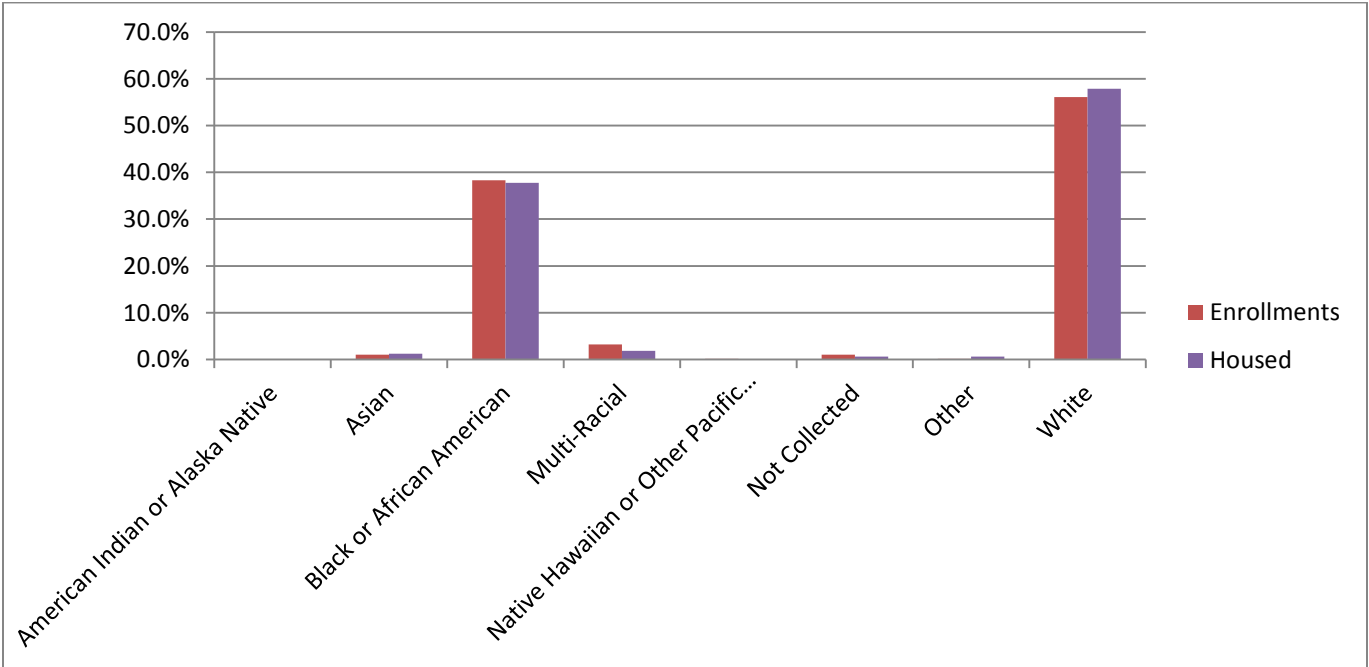
Populations	Orange	Osceola	Seminole	Total	Percent
White alone	792,374	227,745	348,169	1,368,288	69.6%
Black or African American alone	255,754	34,061	50,641	340,456	17.3%
American Indian and Alaska Native alone	2,792	0	0	2,792	0.1%
Asian alone	63,813	7,891	18,172	89,876	4.6%
Native Hawaiian and Other Pacific Islander	2,470	1,409	1,378	5,257	0.3%
Other	111,836	29,764	18,986	160,586	8.2%
Total population	1,229,039	300,870	437,346	1,967,255	100.0%

Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates

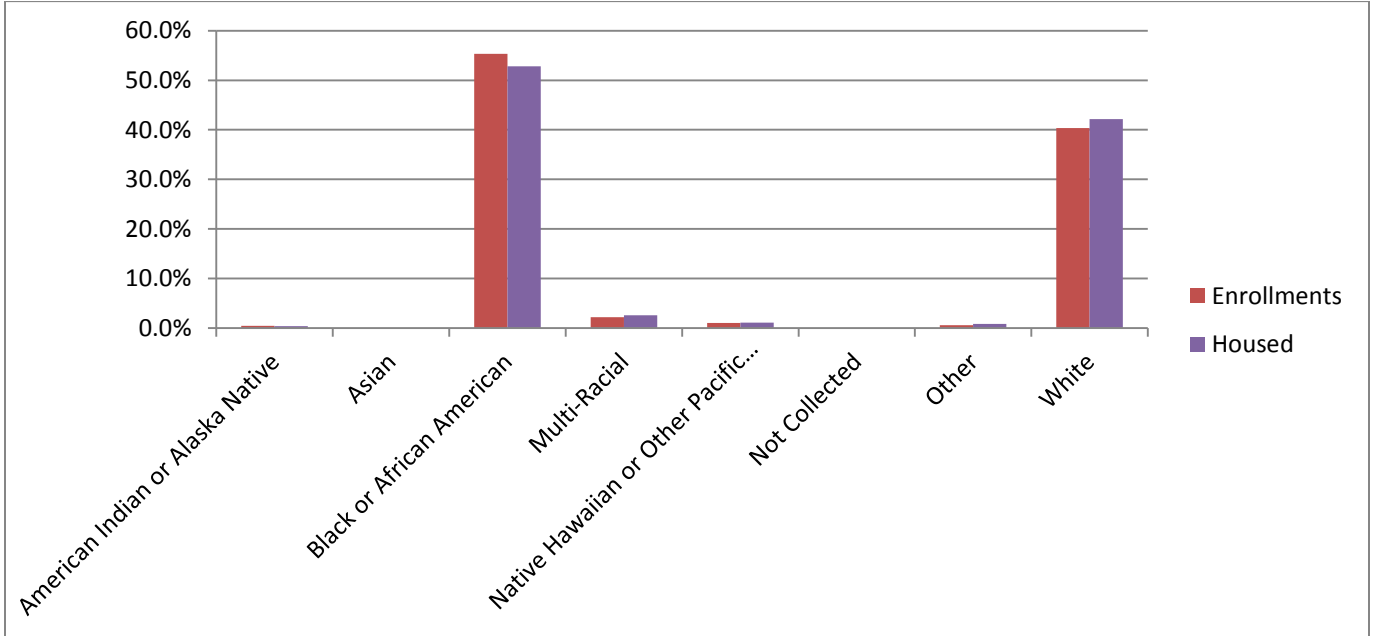
Emergency Shelters
Racial Breakdown for Individuals & Head of Households
Percent Enrolled vs Percent Housed



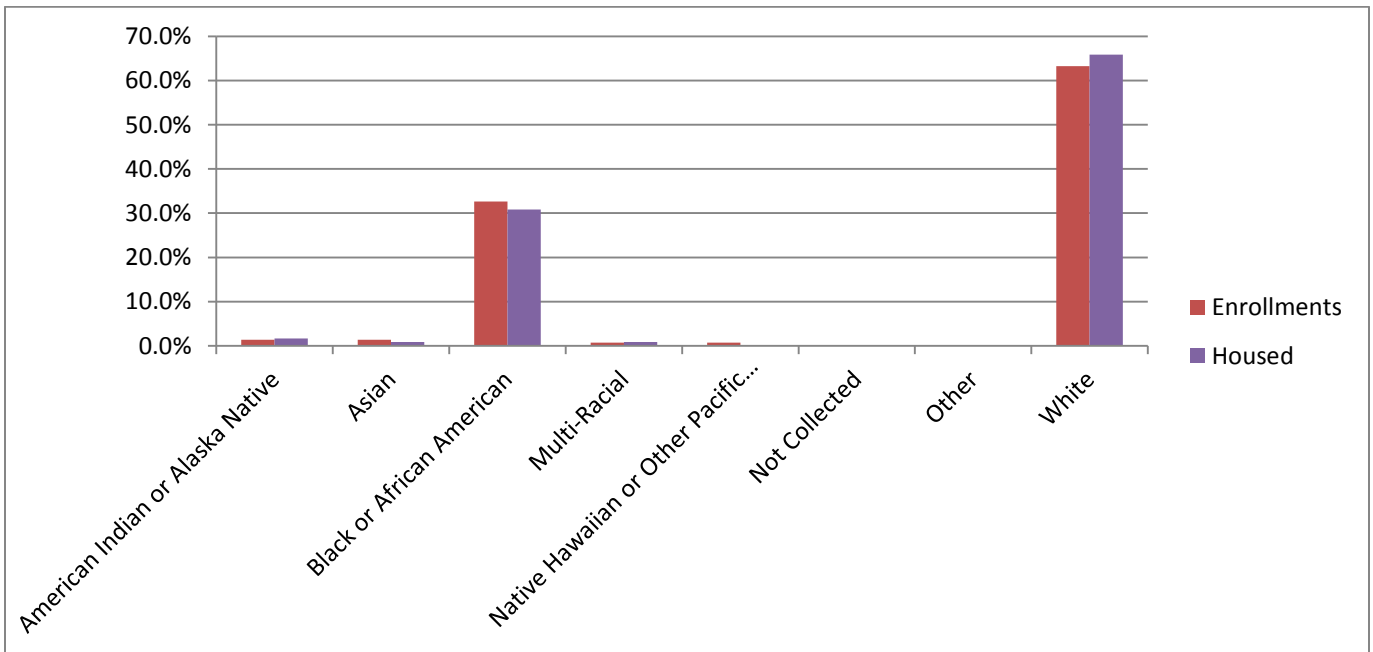
Transitional Housing
Racial Breakdown for Individuals & Head of Households
Percent Enrolled vs Percent Housed



Rapid Re-Housing
Racial Breakdown for Individuals & Head of Households
Percent Enrolled vs Percent Housed



Permanent Supportive Housing
Racial Breakdown for Individuals & Head of Households
Percent Enrolled vs Percent Housed



All Projects Combined		Enrollments	
Primary Race	FY 18-19 (Count)	FY 18-19 (Percent)	
American Indian or Alaska Native (HUD)	41	0.5%	
Asian (HUD)	43	0.6%	
Black or African American (HUD)	3625	48.2%	
Multi-Racial	106	1.4%	
Native Hawaiian or Other Pacific Islander (HUD)	36	0.5%	
Not Collected	160	2.1%	
Other	8	0.1%	
White (HUD)	3495	46.5%	
Total	7514	100.0%	

Emergency Shelters	Enrollments		Housed	
	FY 18-19 (Count)	FY 18-19 (Percent)	FY 18-19 (Count)	FY 18-19 (Percent)
American Indian or Alaska Native (HUD)	20	0.5%	2	0.2%
Asian (HUD)	29	0.7%	9	0.9%
Black or African American (HUD)	2058	47.8%	568	54.8%
Multi-Racial	88	2.0%	21	2.0%
Native Hawaiian or Other Pacific Islander (HUD)	16	0.4%	5	0.5%
Not Collected	92	2.1%	6	0.6%
Other	7	0.2%	0	0.0%
White (HUD)	1992	46.3%	426	41.1%
Total	4302	100.0%	1037	100.0%

Transitional Housing	Enrollments		Housed	
	FY 18-19 (Count)	FY 18-19 (Percent)	FY 18-19 (Count)	FY 18-19 (Percent)
American Indian or Alaska Native (HUD)	0	0.0%	0	0.0%
Asian (HUD)	6	1.0%	2	1.3%
Black or African American (HUD)	224	38.3%	60	37.7%
Multi-Racial	19	3.2%	3	1.9%
Native Hawaiian or Other Pacific Islander (HUD)	1	0.2%	0	0.0%
Not Collected	6	1.0%	1	0.6%
Other	1	0.2%	1	0.6%
White (HUD)	328	56.1%	92	57.9%
Total	585	100.0%	159	100.0%

Support Services Only**Enrollments**

Homeless Services Network of Central Florida
Send inquiries to: info@centralfloridacoc.org

Primary Race	FY 18-19 (Count)	FY 18-19 (Percent)
American Indian or Alaska Native (HUD)	4	0.5%
Asian (HUD)	2	0.3%
Black or African American (HUD)	247	33.5%
Multi-Racial	15	2.0%
Native Hawaiian or Other Pacific Islander (HUD)	3	0.4%
Not Collected	29	3.9%
Other	2	0.3%
White (HUD)	436	59.1%
Total	738	100.0%

Street Outreach		Enrollments	
Primary Race	FY 18-19 (Count)	FY 18-19 (Percent)	
American Indian or Alaska Native (HUD)	6	0.8%	
Asian (HUD)	4	0.5%	
Black or African American (HUD)	304	41.1%	
Multi-Racial	11	1.5%	
Native Hawaiian or Other Pacific Islander (HUD)	4	0.5%	
Other	0	0.0%	
Not Collected	14	1.9%	
White (HUD)	397	53.6%	
Total	740	100.0%	

Coordinated Entry System		Enrollments		Housed	
Primary Race	FY 18-19 (Count)	FY 18-19 (Percent)	FY 18-19 (Count)	FY 18-19 (Percent)	
American Indian or Alaska Native (HUD)	18	0.7%	4	0.8%	
Asian (HUD)	7	0.3%	1	0.2%	
Black or African American (HUD)	1445	59.4%	308	58.1%	
Multi-Racial	28	1.2%	6	1.1%	
Native Hawaiian or Other Pacific Islander (HUD)	14	0.6%	1	0.2%	
Not Collected	24	1.0%	4	0.8%	
Other	0	0.0%	0	0.0%	
White (HUD)	897	36.9%	206	38.9%	
Total	2433	100.0%	530	100.0%	

Rapid Re-Housing

Enrollments

Housed

Homeless Services Network of Central Florida
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Primary Race	FY 18-19 (Count)	FY 18-19 (Percent)	FY 18-19 (Count)	FY 18-19 (Percent)
American Indian or Alaska Native (HUD)	3	0.4%	2	0.4%
Asian (HUD)	0	0.0%	0	0.0%
Black or African American (HUD)	369	55.3%	242	52.8%
Multi-Racial	15	2.2%	12	2.6%
Native Hawaiian or Other Pacific Islander (HUD)	7	1.0%	5	1.1%
Other	0	0.0%	0	0.0%
Not Collected	4	0.6%	4	0.9%
White (HUD)	269	40.3%	193	42.1%
Total	667	100.0%	458	100.0%

Primary Race	Permanent Supportive Housing		Enrollments		Housed	
	FY 18-19 (Count)	FY 18-19 (Percent)	FY 18-19 (Count)	FY 18-19 (Percent)	FY 18-19 (Count)	FY 18-19 (Percent)
American Indian or Alaska Native (HUD)	2	1.4%	2	1.7%	2	1.7%
Asian (HUD)	2	1.4%	1	0.8%	1	0.8%
Black or African American (HUD)	48	32.7%	37	30.8%	37	30.8%
Multi-Racial	1	0.7%	1	0.8%	1	0.8%
Other	1	0.7%	0	0.0%	0	0.0%
Not Collected	0	0.0%	0	0.0%	0	0.0%
Native Hawaiian or Other Pacific Islander (HUD)	0	0.0%	0	0.0%	0	0.0%
White (HUD)	93	63.3%	79	65.8%	79	65.8%
Total	147	100.0%	120	100.0%	120	100.0%