

BRINGING PIMA HOME

2023 UPDATE TO THE COMMUNITY PLAN TO PREVENT AND END HOMELESSNESS IN TUCSON AND THROUGHOUT PIMA COUNTY

NOVEMBER 2023

TUCSON PIMA COLLABORATION
TO END HOMELESSNESS



Tucson Pima Collaboration
To End Homelessness

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Purpose

The TPCH Continuum of Care Board, led by its Strategic Planning Work Group, oversaw the Plan's development in 2020. TPCH committees identified system improvement goals based on homelessness response analysis, federal benchmarks, and comparisons to other systems. The City of Tucson, as the CoC Lead Agency, solicited community input through surveys and forums. TPCH members, individuals with homelessness experience, system partners, and stakeholders offered valuable insights. The Plan aligns with the Tucson/Pima County HUD Joint Consolidated Plan and complements local, state, and federal efforts to prevent and end homelessness.

The plan sets strategic priorities for system improvement from 2021 to 2025, with updates every 18 months at www.tpch.net. The content below comprises the 2023 update to the community plan to include progress so far, additional funding secured, and plans for implementation of the supplemental funding secured through the Special Notice of Funding Opportunity (NOFO) to Address Unsheltered and Rural Homelessness.

Plan Pillars

The five pillars represent the principles on which the Plan is based. They are the foundation of the Plan and provide a testing point to ensure that activities are aligned with the vision and values of the Continuum of Care.



Uniting a Voice for Progress

- Advocacy to support shared goals at the local, state, and national level; engagement of broader community in supporting efforts to prevent and end homelessness. Collaboration and coordination with other Continuums of Care to advance shared goals.



Shared Leadership

- Expanding the voice and role of people with lived experience of housing insecurity, especially communities of color and LGBTQ+ persons, in leadership of the Continuum of Care and the region's strategies to address homelessness. Diversifying decision-making bodies of the Continuum of Care to include system collaborators.



Multi-Sector Collaboration

- Strengthening partnerships with aligned systems to prevent and reduce homelessness, improve housing outcomes, and improve quality of life.



Housing Justice and Racial Equity

- Identifying and addressing disparities in housing access and outcomes among BIPOC, LGBTQ+ people, and non-citizens. Centering leadership from within these communities. Advancing housing as a fundamental human right and furthering the low-barrier/low-demand and Housing First approaches throughout Pima County.



Data-Driven Decisions and Solutions

- Improving data collection and reporting, and using available data to prioritize use of resources, evaluate project and system performance, and tailor approaches. Scaling strategies that are evidence-based and/or otherwise proven to work in our community, leveraging data for innovation.

Stakeholders

Many individuals and entities in our community are involved to some degree in the creation and implementation of this community plan. This list is not exhaustive but attempts to speak to those who are impacted by and who impact our work.

Unsheltered and sheltered Pima County Residents	TPCH Lived Experience Council	TPCH Member Organizations	TPCH Individual Members
TPCH Coordinated Entry (CE) Committee	TPCH Continuum of Care Program Grant Committee (CoCPG)	TPCH Diversity, Equity, and Inclusion (DEI) Committee	TPCH Homeless Management Information System (HMIS) Committee
TPCH System Performance Evaluation (SPE) Committee	TPCH Youth Action Committee (YAC)	TPCH Homeless Youth Coalition (HYC)	TPCH Built for Zero (BFZ) Coalition
TPCH Board Advocacy Committee	TPCH Community Outreach and Housing Navigator Coalition (CORHN)	HMIS Lead (Pima County)	CoC Lead (City of Tucson)
TPCH Board	Government Partners	University of Arizona	Garcia Family Foundation
ICF	Corporation for Supportive Housing (CSH)	Arizona Health Care Cost Containment System	Pima County Justice Services
United Way of Tucson and Southern Arizona	CoC Funded Housing Providers	ESG Funded Housing Providers	Public Housing Authority (City of Tucson)

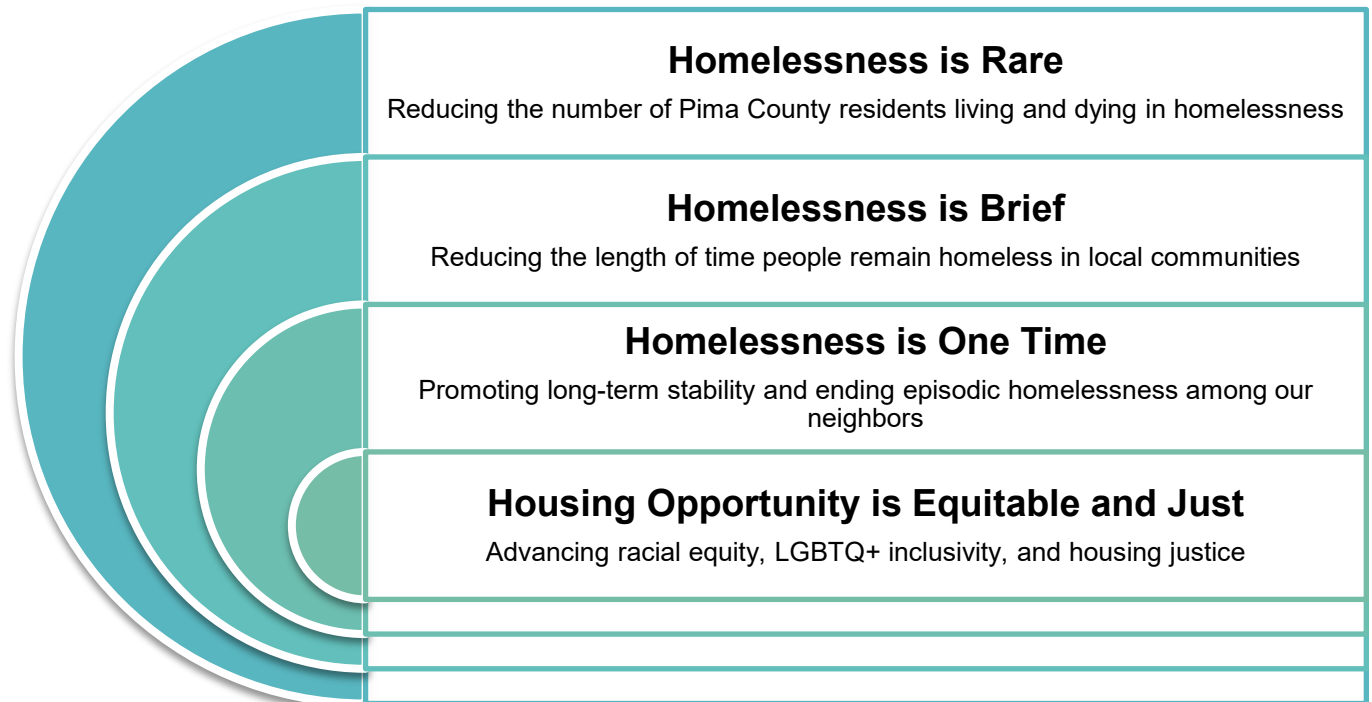
How To Read This Report

This report is written to recall strategic priorities outlined in the 2020 plan, measure progress on goals and benchmarks prioritized in calendar year 2023, and identify what has yet to be done. To that end, several icons demonstrate the status of each strategic priority as the work of the continuum has unfolded since the publication of the last update in July of 2022. The following icons indicate whether each strategic goal saw progress in 2023, was identified as a strategic priority for the 2023 annual action plan, was delayed, or has significant overlap with the TPCCH Plan to Serve Unsheltered Individuals and Families with Severe Service Needs.



Goals

The Community Plan is designed to provide the strategies and action plan needed to achieve four primary goals. These goals have been identified by the TPCCH Continuum of Care Board and community stakeholders as being the Continuum of Care’s greatest opportunity to deliver on transformative advancements in the region’s efforts to prevent and end homelessness.



Special Projects and Initiatives

The nature of cross-sector work inherently involves many overlapping projects that collectively accomplish multiple objectives across several strategies outlined in this plan. Some of the major special projects our continuum is currently pursuing are listed below.

Special Notice of Funding Opportunity (NOFO) to Address Unsheltered and Rural Homelessness

Through this Special NOFO, HUD awarded funding to communities to implement coordinated approaches -- grounded in Housing First and public health principles -- to reduce the prevalence of unsheltered homelessness, and improve services, health outcomes, and housing stability among highly vulnerable unsheltered individuals and families. The TPCP Plan to Address Unsheltered Homelessness prioritizes partnerships with health and housing agencies to leverage mainstream housing and healthcare resources.

The TPCP Plan to Serve Unsheltered Individuals and Families with Severe Service Needs was developed because of the 2022 Forum on Unsheltered Homelessness, which convened over 200 local stakeholders to review data on unsheltered homelessness and determine next steps as a community.

The TPCP Plan to Serve Unsheltered Individuals and Families with Severe Service Needs submitted to HUD and approved for funding includes the following guiding objectives:

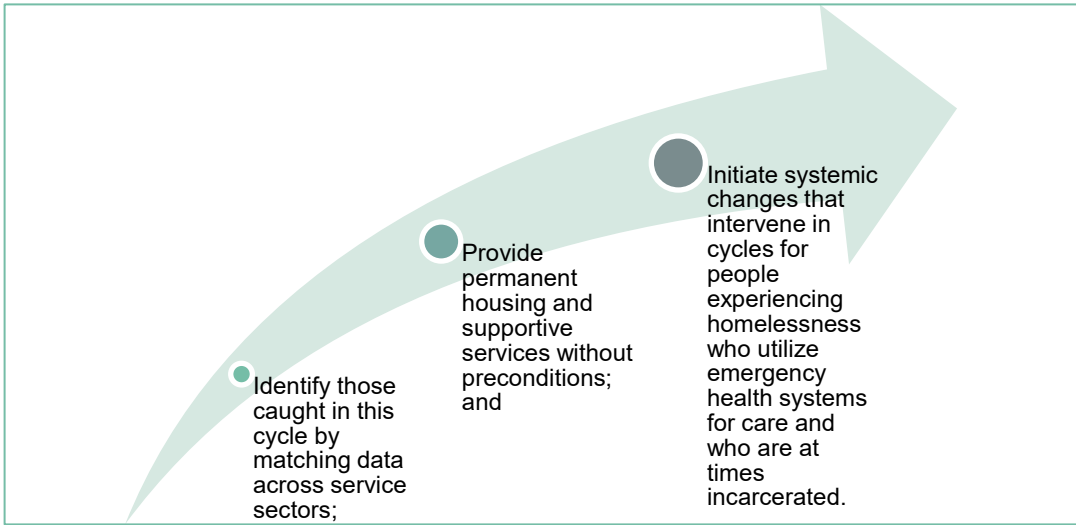
- Leveraging housing resources and landlord recruitment
- Street outreach strategies
- Providing immediate access to low-barrier shelter and temporary housing for individuals and families experiencing unsheltered homelessness
- Identifying, sheltering, and housing individuals experiencing unsheltered homelessness with data and performance
- Identifying and prioritizing households with histories of unsheltered homelessness
- Involving individuals with lived experience of homelessness in decision making for meaningful outreach
- Supporting underserved communities and equitable community development

As the funding for this plan has launched as of mid-2023, much of the plan is yet to be implemented. Strategic priorities in the community plan that overlap with the TPCP Plan to Serve Unsheltered Individuals and Families with Severe Service Needs are indicated with the appropriate symbol.

Frequent User System Engagement (FUSE) Initiative

Without housing and services, people experiencing homelessness, especially chronic homelessness, become caught in a revolving door of homelessness, police interactions, and jail stays. Because physical health, mental health and/or substance use issues are also often present, they rely on emergency departments, detox centers and other emergency services. These cycles negatively affect their well-being and come at a significant cost to taxpayers.

The ultimate outcome of the FUSE Initiative is a program that will enroll an identified cohort into 100 vouchers set aside by the City of Tucson Public Housing Authority, and duplicate successes system wide. The following comprise the three main steps of FUSE:



Currently, the FUSE Project is in its program design phase, with a community session happening at the November General Council meeting to launch cohorts for data analysis, program design, and next steps toward program implementation.

Coordinated Entry System Re-Design

The Tucson Pima Collaboration to End Homelessness Coordinated Entry Committee has been charged with the task of creating a new Coordinated Entry Assessment Tool to replace the current VI-SPDAT family of tools. The new assessment tool should ensure that the most vulnerable people experiencing homelessness within Pima County as a whole and the City of Tucson are prioritized to receive housing opportunities within the CoC. The new assessment tool must also lead to outcomes consistent with racial equity, which is not currently reflected in data characterizing current referrals to housing (i.e., the VI-SPDAT assessment tool and current Coordinated Entry practices). The Black Indigenous People of Color (BIPOC) population is underrepresented in housing referrals when compared to both 2023 Point in Time data and the By Name List. The Coordinated Entry Lead held a feedback session with community stakeholders. Participants shared what they believed should be included in the new assessment tools.

The Coordinated Entry Committee created a workgroup to draft a new assessment tool. The workgroup reviewed data from the following:

Pima County Census Data	Pima County Medical Examiner's Office report of deaths of unsheltered individuals	Point in Time Data	By Name List	Stella P data including exits to permanent housing and demographics.
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The work group met for a total of 14 hours within 6 separate work group sessions to draft tools for individuals 18 and over and families with minor children. Since creating the draft version of the tool, the group has obtained board approval to have the University of Arizona Southwest Institute for Research on Women (UA-SIROW) this test will provide insight into how and where the outcomes of these new assessments are different from the current assessment (a comparison allowed by the test tool being done in-tandem with the new tool). This test will also determine if the tool is addressing racial equity in a way that the current tool is not.

Strategies and Action Plan Updates

Strategy 1: Address the root causes of homelessness through system and policy change

Objective 1A: Ensure that people involved in the criminal justice system, hospitals, and other institutions do not become homeless.
(Associated Goals: Rare, Equitable/Just).



Formalize discharge planning and diversion partnerships to expand Coordinated Entry reach into hospitals, jails, treatment centers, and other institutions to prevent exits to unsheltered homelessness.

Coordinate with child welfare system to prevent and respond to homelessness among former foster youth.

Increase availability of medical respite resources and strengthen coordination between shelters, hospitals, and nursing facilities.

Currently, some members of the Youth Action Committee, CoC Lead, UA SIROW and Pima County Justice Services are planning discussions for developing discharge protocols for transition aged youth and adults exiting institutions into homelessness. These efforts are in their early stages and will yield outcomes by the next strategic plan update.



Objective 1B: Protect community members from eviction, displacement, and housing discrimination.
(Associated Goal: Rare)

In 2023, the following activities under this objective were prioritized:

In 2023, community stakeholders accomplished the following:

Expand availability and coordination with legal services to prevent eviction.

Partner with government and community stakeholders to advance eviction protections and right to counsel.

Evaluate and address inequities in discharge from shelter and supportive housing programs disparately impacting Black, Indigenous, and People of Color; LGBTQ+ people, and non-citizens.

Provide on-going and comprehensive system-wide training related to Fair Housing, Equal Access, and services for non-citizens.

Expand and improve targeting of eviction prevention, homelessness prevention, and community-based rent/utility assistance programs to prevent homelessness before it occurs.

Streamline access to problem-solving, financial assistance, and supportive services before evictions occur.

City and County stakeholders acquired the Knights Inn for temporary housing for families facing eviction who are enrolled in the Emergency Eviction Legal Service Program.

TPCH obtained \$200,000 in Diversion and Prevention funding from philanthropic stakeholders to demonstrate the effectiveness of diversion intervention 44% of households received one-time rental assistance to prevent eviction.

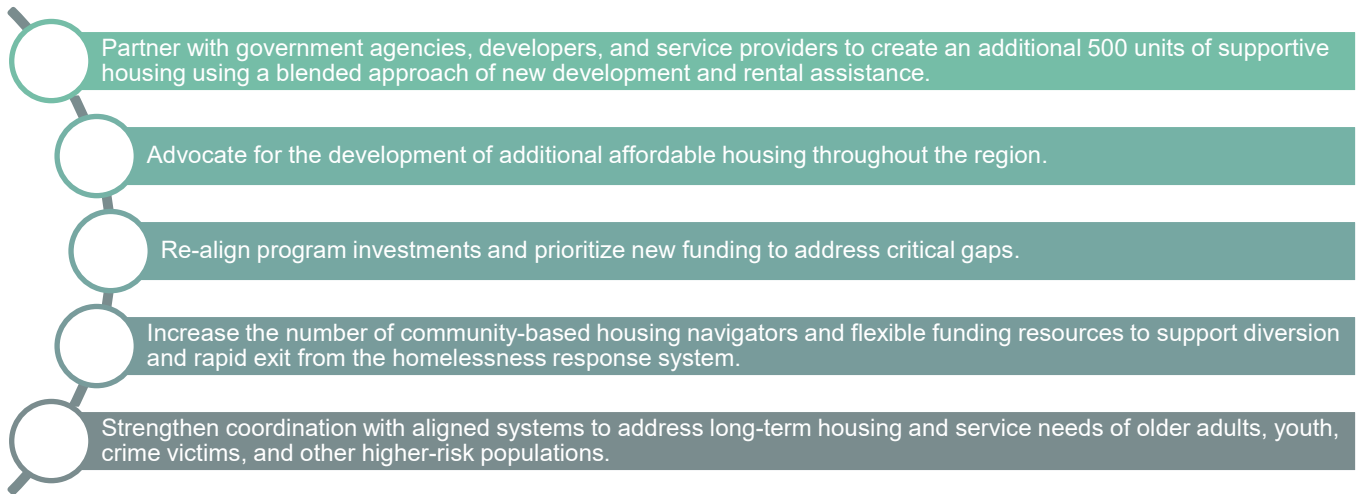
Spotlight: Garcia Family Foundation Diversion and Prevention Funding

With a donation from the Garcia Family Foundation, households received one-time rental assistance to prevent eviction.

- 42% of households received utility assistance to maintain adequate housing
- 6% of households received vehicle repair assistance to maintain employment and education.
- 4% of households received assistance with application fees to obtain housing.
- <1% of households received interim hotel stays while awaiting housing placement, mortgage assistance, and storage assistance to prevent loss of personal property.

Objective 1C: Advocate for and support the expansion of the housing safety net.

(Associated Goal: Brief)



In the past year, the CoC has formally supported advocacy efforts in the following ways:

- Were seated members on the City of Tucson Commission on Equitable Housing and Development (CEHD), and Pima County Affordable Housing Task Force which serve as the primary planning bodies for affordable housing within local government. CoC members met with State legislators, testified before the State Legislature's Housing Supply Study Group in September 2022.
- Endorsed the City of Tucson's Housing Affordability Strategy for Tucson (HAST), which included goals for zoning and land use policies including incorporating incentives into planning and overlay zoning on transit corridors, updating existing development standards to promote high-quality housing, creating tools to incentivize affordable housing, and incentivizing Accessory Dwelling Unit (ADU) construction.
- In the past year, The CoC endorsed CEHD zoning reform policies approved by Mayor and Council:
 - Allowed housing on Industrial-zoned parcels in Infill Incentive District.
 - Added density incentive for 20%+ affordable housing.
 - Created a Housing Liaison that supports affordable housing developers getting through the permitting process.
 - Permitted attached townhomes in Unified Development Code for missing middle housing.

The CoC provided a letter of support and representatives testified during public meetings to the need for inclusive zoning ordinances to empower the creation of ADUs as missing middle housing. The approved effort has resulted in the use of American Rescue Plan – State and Local Fiscal Recovery Funds (ARP-SLFRF) and

Community Development Block Grant (CDBG) funds within the CoC area to provide construction and renovation costs for affordable accessible dwelling unit (ADU) creation and rehabilitation. CoC Board and committees jointly launched an Advocacy Workgroup to strategize a response to affordable housing scarcity and promote retention of affordable housing units.

Currently, the Pima County Jail and HMIS Systems are collaborating in the [FUSE initiative](#) to determine frequent system utilizers to prioritize for housing vouchers. The Tucson Police Department and HMIS Lead are building out protocols for full implementation of the Housing Attempt to Locate (HATL) process, to ensure that those matched for housing who interact with law enforcement are made aware of their housing referral and are redirected for expedited access to housing.

Strategy 2: Fortify the housing safety net to meet community need.

Objective 2A: Ensure that people accessing housing safety net services have the support they need to obtain and maintain housing.



(Associated Goals: Brief, Equitable/Justice)

Increase the number of and coordination among community-based housing navigators and flexible funding resources to support diversion and rapid exit from the homelessness response system.

Develop screening and reservation tool for shelter services.

Re-envision Coordinated Entry services to incorporate crisis housing solutions, individualized problem-solving, and diversion options.

Partner with Tribal government and Native American organizations to improve housing access and utilization among Native American residents experiencing homelessness.

Partner with local government and service providers to expand the use of low-demand, low-barrier models within area shelter and interim housing programs.

Ensure that all county residents have access to culturally competent and trauma-informed housing assessment and services in their communities of residence.



Figure 1: TPCH Stakeholders discuss CE System redesign and data during the 2023 TPCH Board Retreat

After the CoC Board directed the Coordinated Entry Committee to review data to redo prioritization for people navigating our [Coordinated Entry System \(CES\)](#), a

workgroup convened and met for a total of 14 hours within 6 separate work group sessions to draft tools for individuals 18 and over and families with minor children. Now that the creation of a tool is under testing by UA SIROW, the workgroup will review to see how that new tool prioritizes people navigating our system. Upon analysis of those results, the workgroup will revisit prioritization for three different populations: people experiencing Category 4 homelessness, transition aged youth / adults experiencing Category 1 and 2 homelessness, and transitional aged youth families / adult families experiencing Category 1 homelessness.

Objective 2B: Provide a broad range of supports to prevent homelessness.

(Associated Goals: Rare, One Time)





See [Objective 1B](#): City and County stakeholders acquired the Knights Inn for temporary housing for families facing eviction who are enrolled in the Emergency Eviction Legal Service Program. TPCCH obtained \$200,000 in Diversion and Prevention funding from the Garcia Family Foundation to demonstrate the effectiveness of diversion intervention 44% of households received one-time rental assistance to prevent eviction.



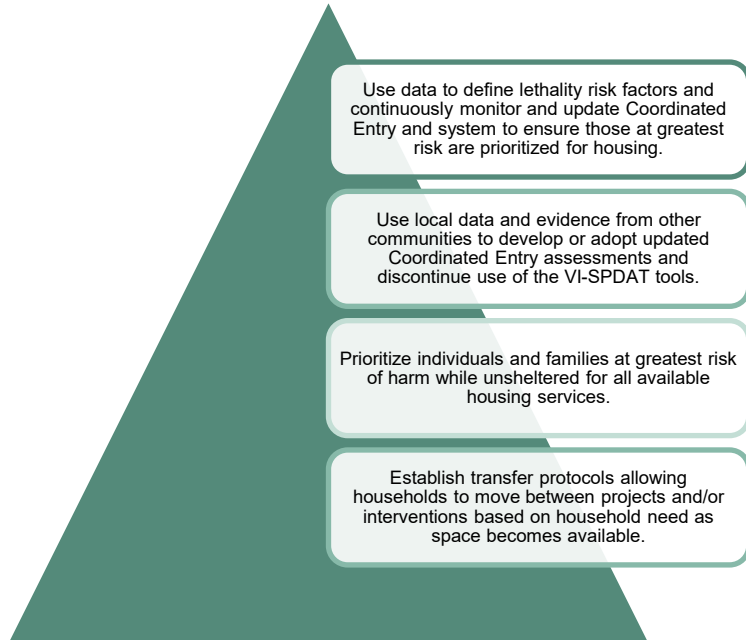
Objective 2C: Prioritize persons with greatest risk of lethality for housing services.

(Associated Goals: Brief, Equitable/Just)

This objective has seen much progress in 2023. See the [Coordinated Entry System Re-Design](#) section for a robust description of how the CE Committee formed a cross-sector workgroup to develop a new CE assessment tool and redesign prioritization to promote racial equity, client choice, continuous quality improvement, and expedited housing placement.

The CoC adopted a Dynamic Prioritization CE model and implemented specialized case conferencing strategies for youth, veterans, and chronic subpopulations starting in 2021. The CoC continues to use the CE Transfer Policy to expedite permanent housing placement despite worsening rental conditions, allowing housing agencies to coordinate referrals to the most appropriate housing resource. In addition to these approaches, the Coordinated Entry Committee has made several changes to optimize the CES for youth and adults, including:

- Addition of affirmative resource navigation for LGBTQIA+ youth for the gender-affirming Bread and Roses program,
- Data collection of document readiness of adults, for increased optimization of CES system flow, and
- Increasing assessment for Category 2 as well as Category 1 homeless transitional aged youth.



Objective 2D: Fully utilize shelter and supportive housing stock.

(Associated Goals: Brief, Equitable/Just)



Prioritize community funding for projects which maintain at least 90% average nightly utilization.
Prioritize the use of transitional housing as an interim housing solution for vulnerable populations with additional supportive service needs and/or rental barriers.
Expand use of Community Point as a real-time tool for accessing emergency shelter bed availability.
Reallocate under-utilized community resources to fill community gaps.

All ESG funded shelter providers transitioned to the Community Point system for real-time display of shelter availability for community members to view on the TPCH Website. While the CoC Board approved changes to the TPCH Written Standards to require shelters to enter shelter availability in real time, providers have shared with the continuum how that standard is difficult to meet given staffing and data entry needs system wide. To better understand the needs of shelters and to coordinate system-wide change toward a unified and accessible shelter data tool, the System Performance Evaluation Committee is convening a workgroup with shelter providers to build Written Standards for shelters.



Objective 2E: Accelerate movement through homelessness response system to permanent housing. (Associated Goal: Brief)

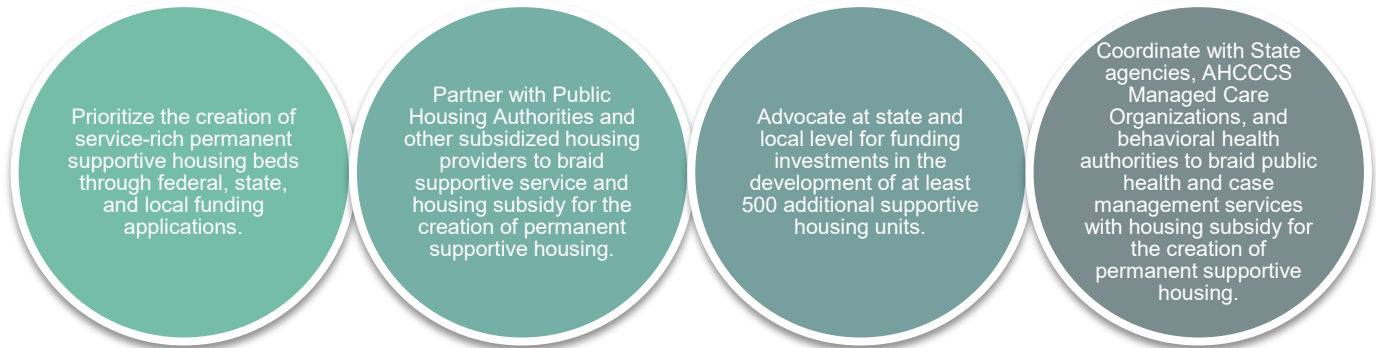
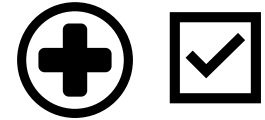


With support from the CoC Board and Pima County, an application for funding was submitted to Community Solutions for a Full Time Equivalent (FTE) position to implement a coordinated landlord strategy. This case for investment (CFI) did not result in funding, but the continuum continues to build relationships and explore strategies for a centralized landlord engagement strategy. The Community Outreach Coalition merged with the newly formed Housing Navigator Coalition to become the Community Outreach and Housing Navigator Coalition and is working with providers to gradually build rapport and loosen project-based relationships with landlords to a more centralized community repository of willing landlords and available units for tenant based rental assistance.

Several partnerships with the Public Housing Authority have retained and expanded the Move On Strategy for tenants in supportive housing through the Homeless Response System. With the award of supplemental funding through the Special NOFO, The City of Tucson has committed \$2.7M in CDBG-CV and HOME-ARP funding to launch the Tucson HEART initiative which pairs supportive services with Housing Choice Vouchers (HCVs), Emergency Housing Vouchers (EHVs), Stability Vouchers, and Public Housing units to provide on-going supportive services for 200+ persons connected to PHA programs through Coordinated Entry (homeless preference) and the CoC’s supportive housing move-on strategies.

Objective 2F: Expand availability of permanent supportive housing and other long-term housing supports for persons experiencing or at risk of experiencing chronic homelessness.

(Associated Goals: Brief, One Time)

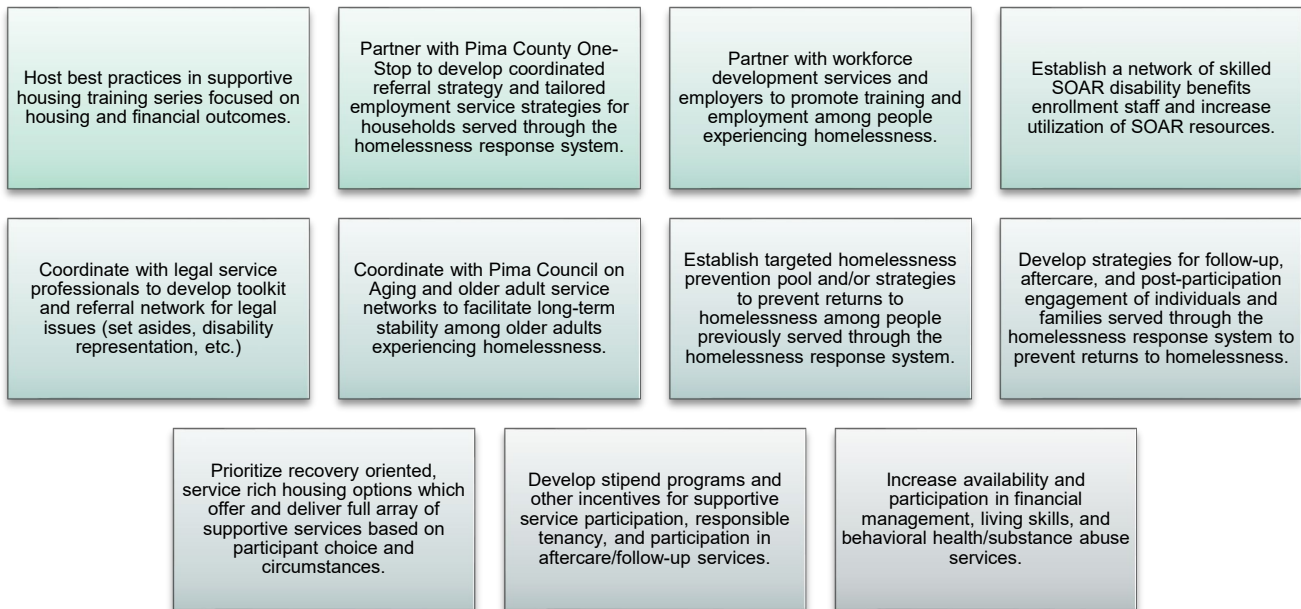


At the November 2023 General Council Meeting, stakeholders from multiple sectors will be represented to build a cross-sector housing program with wraparound service-rich supportive services (see the [FUSE section](#)). Homeless Preference Program vouchers committed by the Public Housing Authority will serve as the catalyst for the design of a new program, that if successful, will be scaled to impact systemic changes that intervene in cycles for people experiencing homelessness who utilize emergency health systems for care and who are at times incarcerated.



Objective 2G: Provide supports and services to promote long-term housing and financial stability among people experiencing homelessness.

(Associated Goal: One Time)



The CoC Program Grant Committee found several performance standards were not met across all projects, including increased income at exit, bed utilization, and HMIS data timeliness. To address shared project challenges effectively, the CoC Program Grant Committee is planning group training, best practices discussions, and professional development on increasing income, bed utilization, and prompt access to housing over the next year. Specific, measurable performance improvements will be established in a joint meeting with projects, the Continuum of Care Program Grant Committee, CoC Lead, ESG recipients, non-HUD funded projects, and persons of lived experience.

Our continuum has long had the goal of creating a SOAR (SSI/SSDI Outreach, Access and Recovery) screening tool in partnership with local legal professionals who participate in our continuum, but has not produced this tool as of yet. In addition, the System Performance Evaluation Committee has prioritized this goal in their annual plan.

As the cross-sector Coordinated Entry System re-design group considers new ways to move people through our system from assessment to referral, the continuum should focus on targeted Case Conferencing strategies that will expand participant choice across the continuum. With changes in real-time shelter data, expanded permanent supportive housing (PSH) inventory through the Special NOFO, and expedited housing referral, participant choice should be centered in the new implementation of any revamped CES in Pima County.

Objective 2H:

Re-align housing and service landscape toward shared leadership, racial equity, and housing justice.

(Associated Goal: Equitable/Just)



Implement peer support training, services, and employment opportunities throughout homeless response system.

Embrace targeted universalism and service tailoring to address racial inequity and other disparity in housing and service access and outcomes.

Establish Lived Experience Council and update CoC governance model for shared power between Lived Experience Council and CoC Board. Elevate the voice of people with lived experience of homelessness, prejudice, and discrimination at all levels of planning, decision-making, and problem-solving.

Disaggregate program and system reporting to illuminate and strategically address disparities based on race, ethnicity, gender, sexual orientation, disability, citizenship, and other factors.

Promote racial humility, anti-racist approaches, and community-centered service models through training, technical assistance, and program evaluation.

The past 18 months have seen a concerted effort to meaningfully build shared power with people with lived experience in the Continuum of Care. At present, 40% of CoC Board and Committee members are Black, Indigenous, and People of Color (BIPOC), representing the lived experiences of the same communities that see

disproportionately high rates of homelessness compared to the general population. Respondents from a needs assessment conducted in July of 2023 were 16.7% Black/African/African American, 11.6% American Indian/Native American/Indigenous/First Nations/Alaskan Native, 1% Asian/Asian American/Hawaiian/Pacific Islander and identified local needs that review panels considered upon local application review.

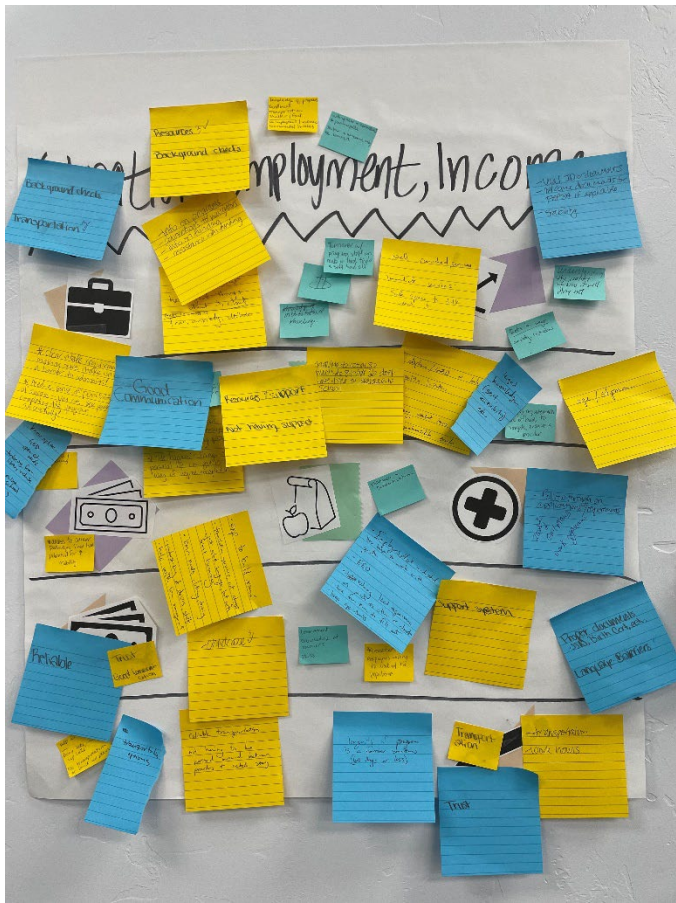


Figure 2: Feedback collected during a review of data collected in the Youth Homelessness Demonstration Project

Recommendations from ranking and review panels of lived experience in this year’s local CoC Program competition suggested that future application criteria should have objective questions asking how involvement of persons with lived experience (PLE) impacted program design. Upon conclusion of this year’s competition, the board and review panels will convene a workgroup to make criteria for racial equity more objectively quantifiable with piloted criteria such as: amount of money compensated to PLE, changes to programming because of involvement and feedback, and number of PLE meetings conducted.

To that end, the Youth Action Committee and Diversity, Equity, and Inclusion Committees have worked closely to build out the framework for a Lived Experience Council, creating policies and procedures that will obtain critical buy-in from PLE at the beginning of the decision-making process and cultivate partnership with them throughout. Based upon feedback from a working group of dedicated TPCH committee members of lived experience, council meetings will offer services to mitigate barriers to meaningful participation, networking opportunities, resources, and employers hiring for vacant positions.

The TPCH System Performance Evaluation Committee and Coordinated Entry Committees conducted race equity data analyses using HUD/NAEH tools, the creation of a local Performance Equity Tracker, and contracted university research from UA SIROW in the form of a Needs Assessment to define disparities with greater precision and released public data reporting to inform the community of those findings. Upon review of disaggregated data on a quarterly basis, separate but linked committee projects initiated redesign of Coordinated Entry prioritization and assessment strategies to mitigate unintended biases resulting from the VI-SPDAT assessment and improve equity in service access.

Objective 2I: Ensure prioritized persons are quickly connected to housing services that meet their individual needs.
 (Associated Goals: Brief, Equitable/Just)



Center participant choice and autonomy in all aspects of service participation (i.e. projects to which one is referred, housing offerings, services provided, etc.)

Develop and implement Coordinated Entry strategies that go beyond matching to intervention types in order to match households to specific projects/organizations based on their individual needs.

Establish transfer pathways when level of need changes and/or longer-term support is necessary to sustain permanent housing.

Conduct on-going monitoring and develop strategies to reduce the length of time between project referral, acceptance, and move-in.

In March of 2023, the CoC Board directed the Coordinated Entry Committee to create a specific priority population that would lead to quicker housing. The change in prioritization required careful consideration of the

amount and severity of factors to create a very small priority group (to ensure that the limited amount of housing inventory is meeting the needs of those with the most severe service need). Further, the addition of the integration of ShelterPoint into the process of assessment to referral intends to retain a continuous pathway to permanent housing in our programming for those with the most severe needs.

With this directive, the Coordinated Entry Committee was tasked with identification of the collections of factors that best predict lethality to determine this smaller prioritization group. The desired outcome of this work is to immediately tell those being assessed whether they are prioritized and to better connect them to mainstream resources otherwise. Transparency not just of shelter availability, but also availability of permanent and transitional housing, is important for the community to see and better understand inventory shortages and prioritization. The Coordinated Entry Committee continues to meet to discuss implementation of this new protocol upon finalization of the new Coordinated Entry Assessment and population prioritization pools.

Strategy 3: Improve quality of life among people experiencing homelessness throughout the region.



Objective 3A: Provide individualized and inclusive temporary housing solutions throughout the homeless response system.
(Associated Goals: Brief, Equitable/Just)

Coordinate with government agencies and philanthropies to prioritize funding for low-demand, low-barrier shelter services in safe and inclusive environments.

Coordinate use of motel vouchers and other non-congregate temporary housing solutions for individuals and families at heightened risk in congregate shelter (i.e. vulnerable adults, survivors of domestic and/or sexual abuse, gender-diverse youth and adults, etc.)

Evaluate and address disparity in access to and use of temporary housing services among Black, Indigenous, and People of Color, LGBTQ+ people, and non-citizens.

The CoC has dramatically increased its non-congregate sheltering (NCS) capacity since the onset of the COVID-19 pandemic, to include the acquisition and purchase by local jurisdictions of 4 NCS facilities offering 120+ additional NCS beds in the local community. One of two planned hotel property acquisitions completed underwriting and purchase enabling the City and County to continue increasing NCS capacity. These NCS beds housed 400+ individuals nightly at the height of the COVID-19 pandemic and continue to house 80-120 persons/nightly in NCS room rentals supported by municipal and CoC service providers.

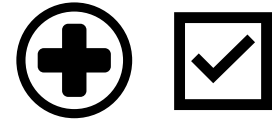
The CoC has provided NCS training sessions and resources, coordinated congregate shelter capacity reductions to achieve social distancing, facilitated NCS triage to prioritize persons with moderate and severe medical risks, and participated in CARES Act collaborative system modeling activities with local entitlement jurisdictions to build organizational and community NCS capacity. As a result of these collaborative efforts, local and state HOME-ARP and ARP- SLFRF investments have expanded NCS capacity at CoC agencies by supporting scattered-site leased unit rentals for emergency shelter and transitional housing, funding facility rehabilitation projects to convert shelter spaces to non-congregate including an \$2M investment in non-congregate DV shelter and supporting staffing and operating costs associated with non-congregate shelter and transitional housing units.

Although these NCS capacity increases have mitigated the effects of significant reductions in congregate shelter capacity, they are not sufficient to replace the number of congregate shelter beds that were reduced at the onset of the COVID-19 pandemic, resulting in proportional increases in unsheltered homelessness and increased trauma and health risk for persons experiencing homelessness. CoC leadership is currently working closely with local entitlement jurisdictions, the State, and CoC congregate shelter and transitional housing providers to develop and implement program strategies and facility improvements that will allow providers to safely return

congregate shelter and transitional housing capacity to or near pre-pandemic levels so that both models, congregate and NCS beds, can be strategically deployed to reduce unsheltered homelessness. In addition, Congressional funds were committed for a new day use congregate shelter and tiny home shelters.

Objective 3B: Coordinate street outreach and basic needs options to meet the needs of unsheltered community members.

(Associated Goals: Brief, Equitable/Just)



Advocate for and partner with local government to develop safe, legal sleeping environments with access to restrooms, showers, and services for unsheltered people.

Coordinate street outreach and housing navigation services to connect unsheltered people with temporary and permanent housing solutions.

Coordinate with local law enforcement agencies to reduce criminalization of homelessness and curbing pushing, and to connect unsheltered people to community services.

Increase the employment of persons with lived experience of homelessness in outreach, engagement, navigation, and peer support services targeting unsheltered people.

The Tucson Multi-Disciplinary Outreach Project included in the CoC's infusion of funding through the Special NOFO to Address Unsheltered Homelessness will conduct coordinated outreach 5 days/week with professional and paraprofessional staffing leveraging a comprehensive array of supportive service, shelter, and treatment options available through direct placement by outreach workers. The project includes expanded medical outreach services (street medicine), utilizes paid peer outreach guides to ensure persons with lived expertise are central to program design and implementation, and will adapt the evidence-informed 'Streetworks' model to increase geographic coverage and distribution of outreach activities. The project will additionally implement and support trained volunteer outreach teams to expand outreach services.

CoC outreach partners work directly with local law enforcement to identify 'priority zones' for outreach activities offering pro-active alternatives to encampment enforcement and criminalization through outreach and engagement services. The CoC has additionally adopted a collaboration with Tucson Police Department through which TPD officers will receive an automatic alert if an individual with whom they come in contact has been matched to supportive housing through Coordinated Entry. The collaboration agreement was developed through a working group of law enforcement, persons with lived experience, and the CoC's Diversity, Equity and Inclusion, and Coordinated Entry Committees, and prohibits the use of housing information in enforcement activities while expanding the Coordinated Entry system's reach to include 700+ uniformed officers.



Objective 3C: Coordinate supportive and complementary services to improve quality of life and reduce trauma as a result of homelessness.

(Associated Goals: Brief, One Time)



While street outreach coordination as outlined in Objective 3B has accelerated in the past year, meaningful work to partner with special populations providers – such as Victim Service Providers and aging and disability advocates – to yet to have received adequate attention. For this reason, this objective is marked as both in progress and delayed.

Strategy 4: Strengthen the role and effectiveness of the Continuum of Care in addressing homelessness.

Objective 4A: Ensure that community resources and investments are aligned with community need and best practices.
(Cross-Cutting Goals)



The CoC Lead, housing providers, and university research partner (UA SIROW) conducted a community-based participatory needs assessment jointly led with a lived experience research committee and peers with lived experience who were compensated via leveraged ESG Homeless Work Program funds. Lived Experience researchers interviewed 379 of their peers experiencing homelessness in Pima County. Some of the takeaways from this report are listed below:

Most frequently mentioned needs of homeless adults:

- Provide more detailed and longer assistance
- More domestic abuse education for public, law enforcement, and service providers
- More emergency housing services including hotel vouchers when shelters are full
- Have a live person answering the phone – many folks do not have reliable phones / internet access
- Keep in mind that most of us did not learn adult tasks from our parents – we need more guidance
- More assistance for transitional aged youth
- Assume gender neutrality when working with clients

Most frequently mentioned recommendations for homelessness prevention:

- Longer term case management support
- increased prevention services (like DV classes, comprehensive sex education in schools, child welfare, family supports)
- Less referrals, more hands on assistance
- Physical improvements of short / long term housing (habitability of shelters)
- Increased community outreach
- immediate emergency / financial resources
- expanded short / long term domestic abuse services
- hotel vouchers when shelters are full
- child protection for LGBTQ youth
- Child support enforcement



Objective 4B: Provide an advocacy voice and platform to inform and influence local, state, and federal policy. (Cross-Cutting Goals)

Establish legislative advocacy program within the Continuum of Care.

Partner with state and national advocacy organizations to further community strategies to prevent and end homelessness.

Facilitate coordinated opportunities for member advocacy and engagement with elected officials.

Coordinate opportunities for direct advocacy planned and conducted by persons with lived experience of homelessness and housing instability.

As discussed in [Objective 2G](#), the CoC Program Grant Committee found several performance standards were not met across all projects in the Continuum of Care. The committee recommended that the CoC Board not submit any projects for involuntary reallocation and to instead implement a systems-level response in the form of a community-wide performance improvement plan and is committed to working closely with the CoC Board to advocate for affordable housing, a primary constraint affecting prompt housing access and bed utilization due to limited rental units.

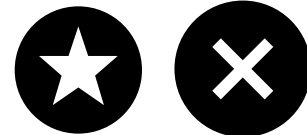


Figure 3: Providers, people with lived experience, and community members gathered at an Increasing Income Session hosted by the Continuum of Care Program Grant Committee to discuss barriers facing those trying to increase their incomes while in housing programs.

At the TPCH CoC Board retreat in January of 2023, board members and partners recognized the critical role TPCH must play in shaping discussions of homelessness in our community. To move this goal forward, the board must prioritize advocacy led by peers with lived experience that speaks to the shared community challenges of responding to a population with severe service needs with an under-resourced response.

Objective 4C: Increase participation in the Continuum of Care among organizations, individuals, and system partners not affiliated with Federal housing programs.

(Cross-Cutting Goals)



- Provide forums for community collaboration, coordination, and resource-sharing.
- Assess opportunities to add value to member agencies and deliver robust member benefits aimed at advancing work to prevent and end homelessness.
- Conduct targeted member outreach and increase participation within the Continuum of Care.
- Reduce barriers to membership and re-tool meetings to increase value to members.

While TPCH membership opportunities are communicated at all TPCH events and included in CoC media, more intentional recruitment and retention strategies for meaningful engagement are needed. The CoC Board and DEI Committee can partner to develop strategies for meaningful engagement and retention. Strategies for creating a value-add for TPCH membership can include establishing a legislative advocacy program within the CoC, facilitating coordinated opportunities for member advocacy and engagement with local elected officials, consulting with agencies to identify what would add-value to their membership, and delivering robust member benefits aimed at advancing work to prevent and end homelessness.



Objective 4D: Contribute to a skilled homelessness assistance workforce through robust training and technical assistance offerings.

(Cross-Cutting Goals)



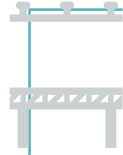
Provide comprehensive menu of on-demand training and professional development resources for member agency staff.



Host outside training opportunities led by local, regional, and national experts in issues related to homelessness and housing.



Provide competency-based training programs resulting in local certification of proficiency in best practices for homeless assistance service roles.



Provide individual and group technical assistance related to federal and local program requirements, funding resources, performance management, and other relevant topics.

To date, more than 80 courses are available for organizational members on the TPCH Online Training Center. In the coming year, UA SIROW will develop a series of trainings to support outreach strategies, fair housing, motivational interviewing, and more. The CoC and HYC hosted a three-part Foster Care Training Series as well as training related to the effective administration of Family Unification Vouchers. In the coming year, additional trainings could focus on improved service delivery in the newly designed Coordinated Entry system, among others.



Figure 4: CoC Board Vice Chairperson and JD Shannon Fowler leads the first installment of the TPCH Foster Care Training Series on Foster Care and the Legal System.



Objective 4E: Serve as a clearinghouse for homelessness information and partner with affected groups to lead community response to homeless issues.
(Cross-Cutting Goals)

Distribute resources and information related to homelessness data, research, innovation, and other developments at the local, state, and national level.

Produce relevant, transparent, and timely local data and reports for use in decision-making, system evaluation, and planning.

Partner with community organizations and government agencies to respond to emerging crises and/or conditions related to housing and homelessness as they emerge.

Convene and collaborate with other Continuums of Care to engage in coordinated advocacy and share resources and best practices.

Partner with organizations led by and/or focused on communities disproportionately impacted by homelessness to improve housing and service access and outcomes.

In the past year, TPCCH started a partnership with the Arizona Balance of State Continuum of Care, the Arizona Department of Housing, to pool trainings to expand available resources to both continua. In addition, the continuum has released several reports detailing the needs, experiences, and supportive housing enrollments of people experiencing homelessness in Pima County. The University of Arizona contracted with interviewers of Lived Experience via the Homeless Work Program to create "No Judgment Here" 2023 Needs Assessment of Adults Experiencing Homelessness in Tucson. With extensive focus groups with providers, people with lived experience, and subject matter experts, system modeling sessions contributed to The Cost of Ending Homelessness in Pima County', 2023 System Modeling and Gaps Analysis Report. Finally, upon the conclusion of the 2023 Point-in-Time (PIT) Count, the HMIS Lead and CoC Leads provided the TPCCH 2023 Point in Time Count Housing Utilization Report to the community as mandated by federal regulations.

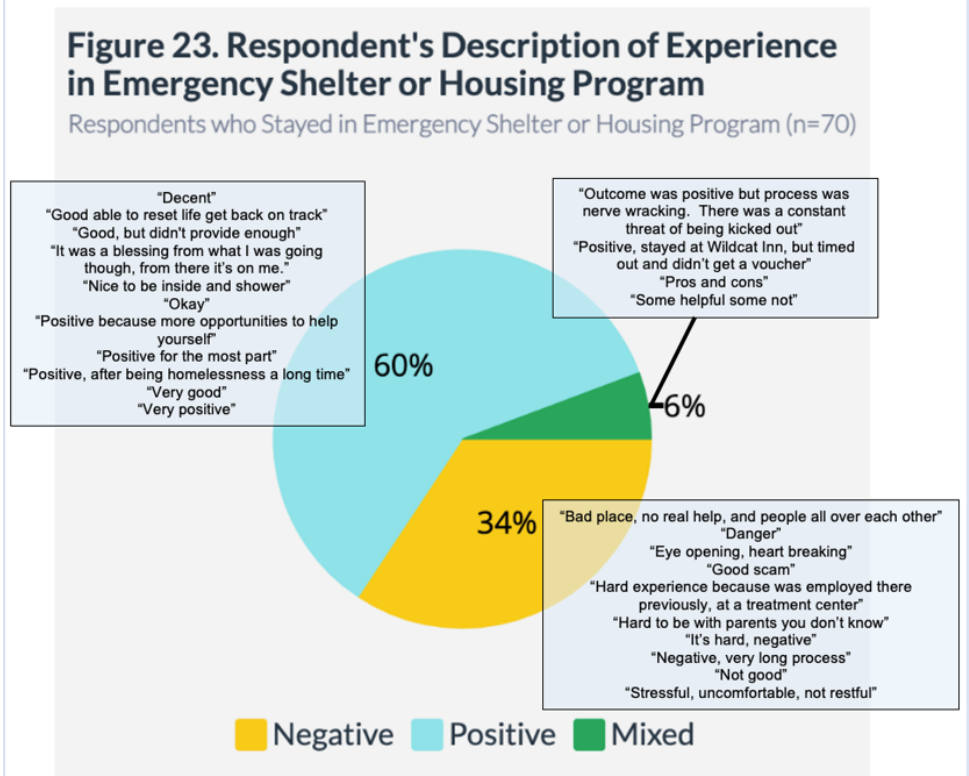
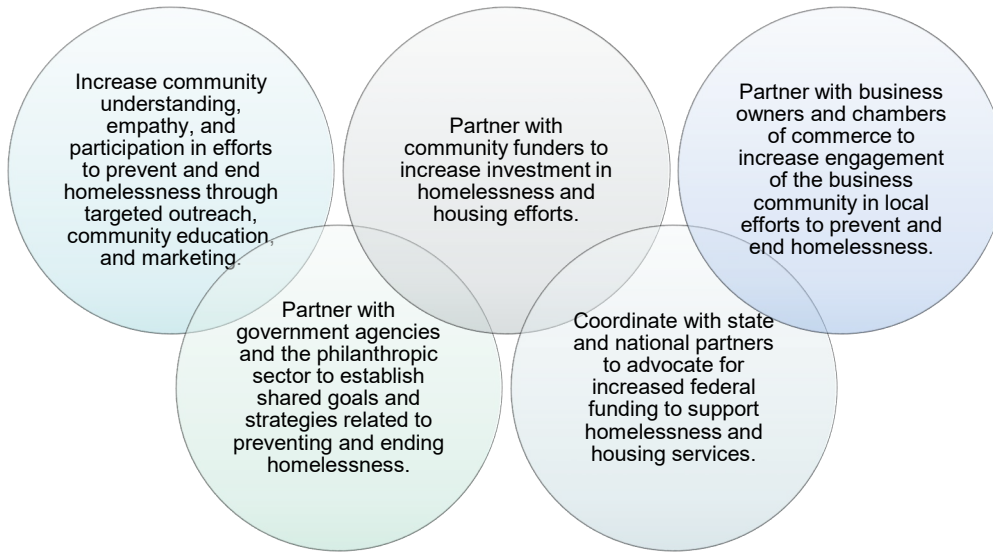


Figure 5: A graph taken from the "No Judgment Here": 2023 Needs Assessment of Adults Experiencing Homelessness in Tucson



Objective 4F: Expand public and private sector support for preventing and ending homelessness.

(Cross-Cutting Goals)



Continuum representatives present at the National Alliance to End Homelessness Conference in Washington D.C. collaborated with the Arizona Housing Coalition to advocate for increased funding at the federal level of homelessness and housing programs.

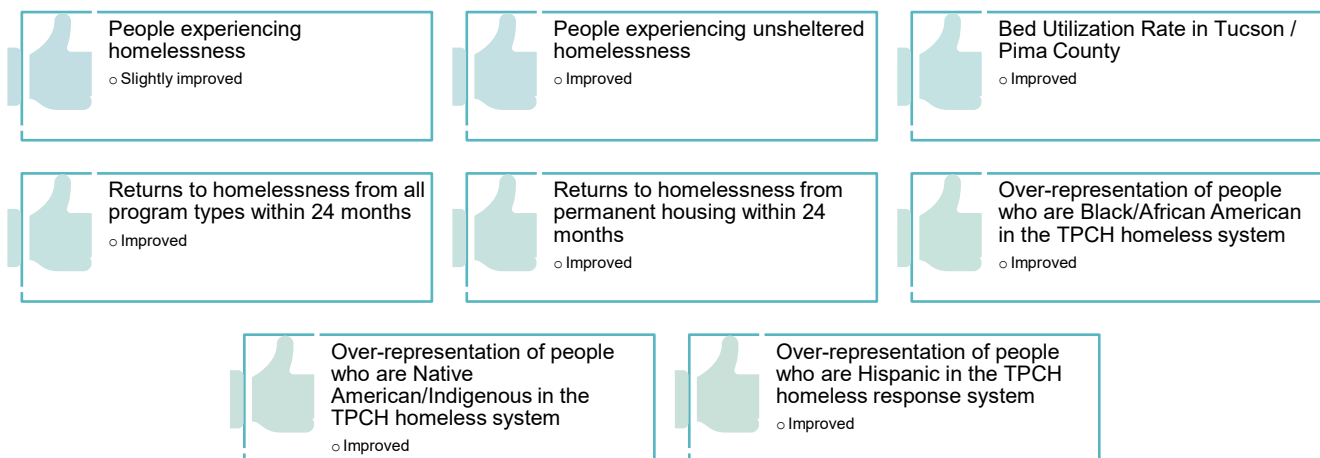
Partnership with the private sector has not

made progress in the past year. Foundation support from an initial investment of \$200,000 and a follow up investment of an additional \$100,000, from the Garcia Family Foundation supported a Diversion and Prevention fund (see the [Garcia Family Foundation spotlight](#)).

Performance Benchmarks

Specific benchmarks related to each goal have been developed in alignment with the 5 Pillars of this Plan. These benchmarks allow TPCH and our partners to evaluate progress toward our strategic goals and ensure that our measurement of success is based on quantifiable improvements that benefit people experiencing homelessness in Pima County communities. Progress toward benchmarks will be reviewed over the lifetime of the Plan to assess progress toward goals and adjust strategies as needed.

Benchmarks for this plan are measured by the following and have either improved or worsened in the past 18 months. Corresponding graphs demonstrate these changes over time.



Making Homelessness Rare

- **Benchmark 1: Reduce the total number of people experiencing homelessness in Pima County by 35%.**
 - Key Indicator: No more than 1,079 people experiencing homelessness recorded in the HMIS, at shelters not participating in the HMIS, and/or counted on the night of the 2026 Point in Time count.
- **Benchmark 2: Reduce the total number of people experiencing unsheltered homelessness in Pima County by 50%.**
 - Key Indicator: No more than 290 people experiencing unsheltered homelessness recorded in the HMIS and/or counted on the night of the 2026 Point in Time count.
- **Benchmark 3: Reduce the number of households experiencing first time homelessness by 35%.**
 - Key Indicator: No more than 2,980 households recorded in the HMIS as experiencing their first episode of homelessness in the past two years between October 1, 2024 and September 30, 2025.
- **Benchmark 4: Establish a baseline and reduce the number of persons dying in unsheltered settings.**
 - Key Indicator: Establish baseline year count of deaths among people experiencing unsheltered homelessness in calendar year 2021, set goal, and achieve annual reductions through 2025.

Making Homelessness Brief

- **Benchmark 1: Reduce the total number of people experiencing chronic homelessness by 60%.**
 - Key Indicator: No more than 235 people experiencing chronic homelessness unhoused in the HMIS and/or counted on the night of the 2021 Point in Time count.
- **Benchmark 2: Reduce the average length of time that individuals and families experiencing homelessness lack permanent housing to meet federal goals.**
 - Key Indicator: Average length of time that youth, families with children, and veterans remain homeless after making contact with homeless assistance programs is not more than 30 days.
 - Key Indicator: Average length of time that all other persons remain homeless after making contact with homeless assistance programs is not more than 60 days.

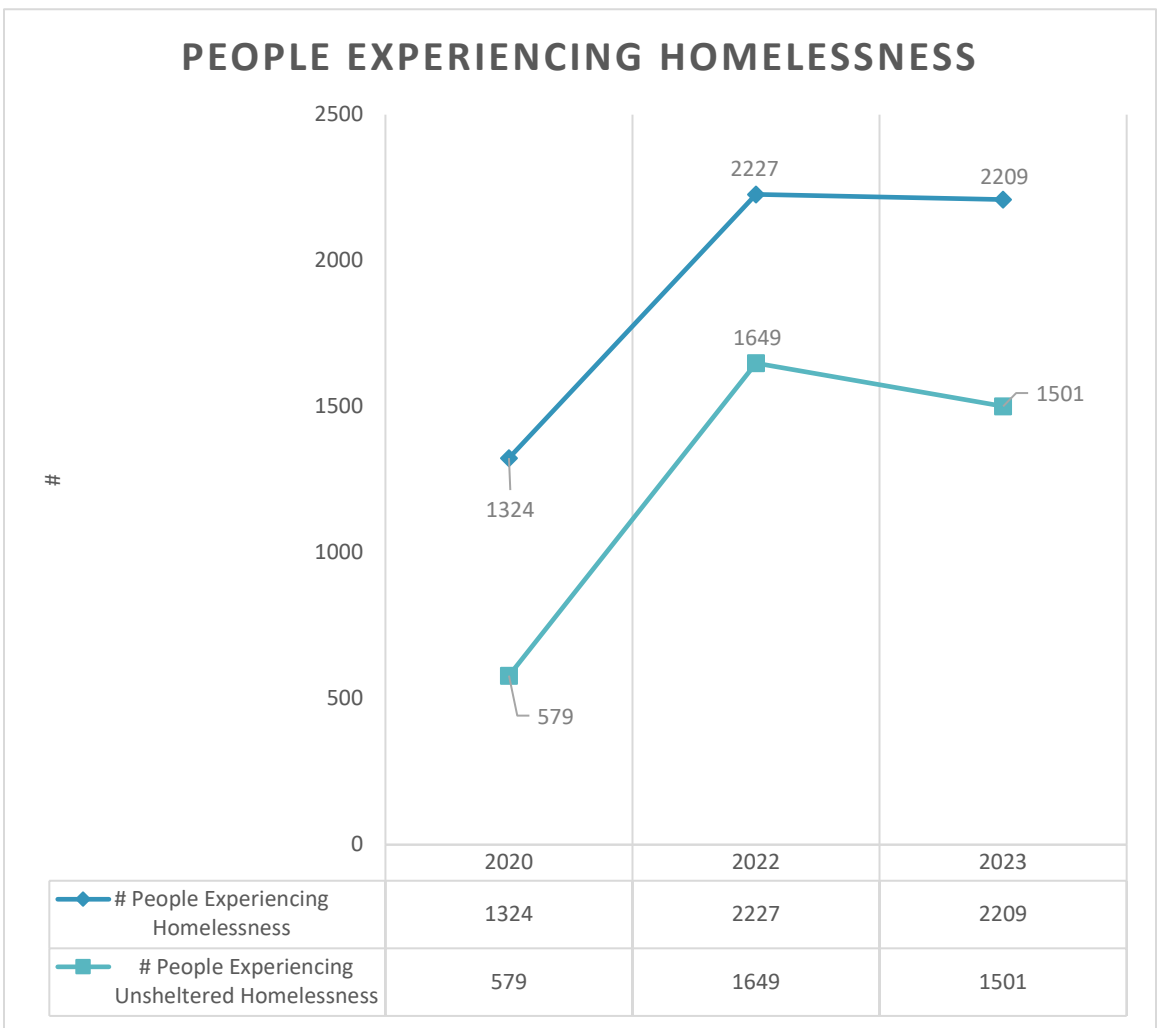
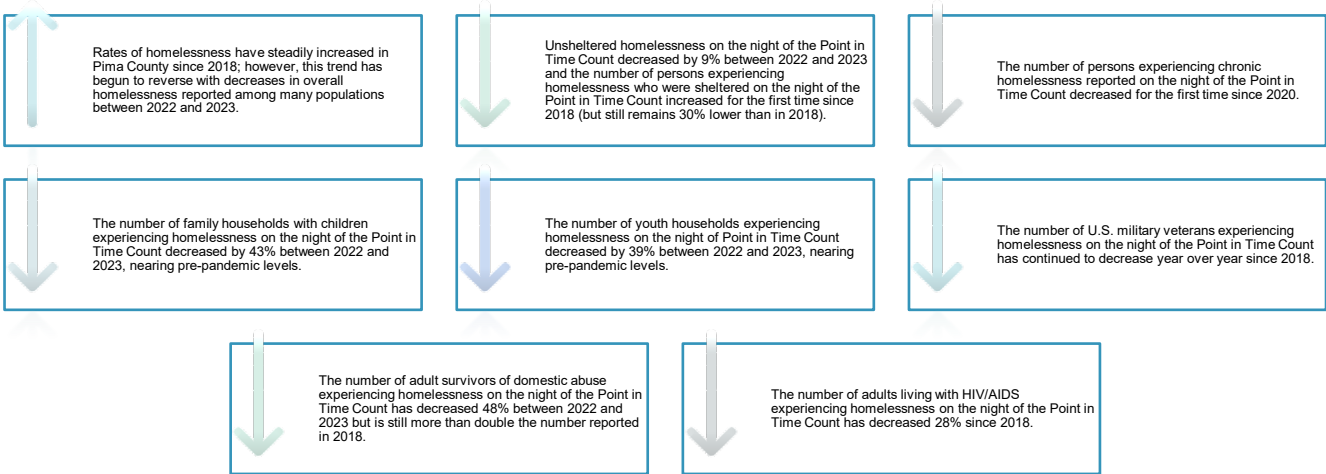
Making Homelessness One Time

- **Benchmark 1: Increase exits from homeless assistance programs to permanent housing destinations by 30%.**
 - Key Indicator A: No less than 42% of persons served through street outreach programs exits to positive housing destinations.
 - Key Indicator B: No less than 70% of persons served through emergency shelter, transitional housing, and rapid rehousing programs exit to permanent housing destinations.
 - Key Indicator C: Percent of persons served in permanent supportive housing programs who exit to or retain permanent housing equal to or above the state and national average.
- **Benchmark 2: Reduce returns to homelessness within two years among persons who exited homeless assistance programs to permanent housing destinations to not more than 20%.**
 - Key Indicator: No more than 20% of persons exiting homeless assistance programs to permanent housing programs in between 2022 and 2024 return to homelessness within two years.

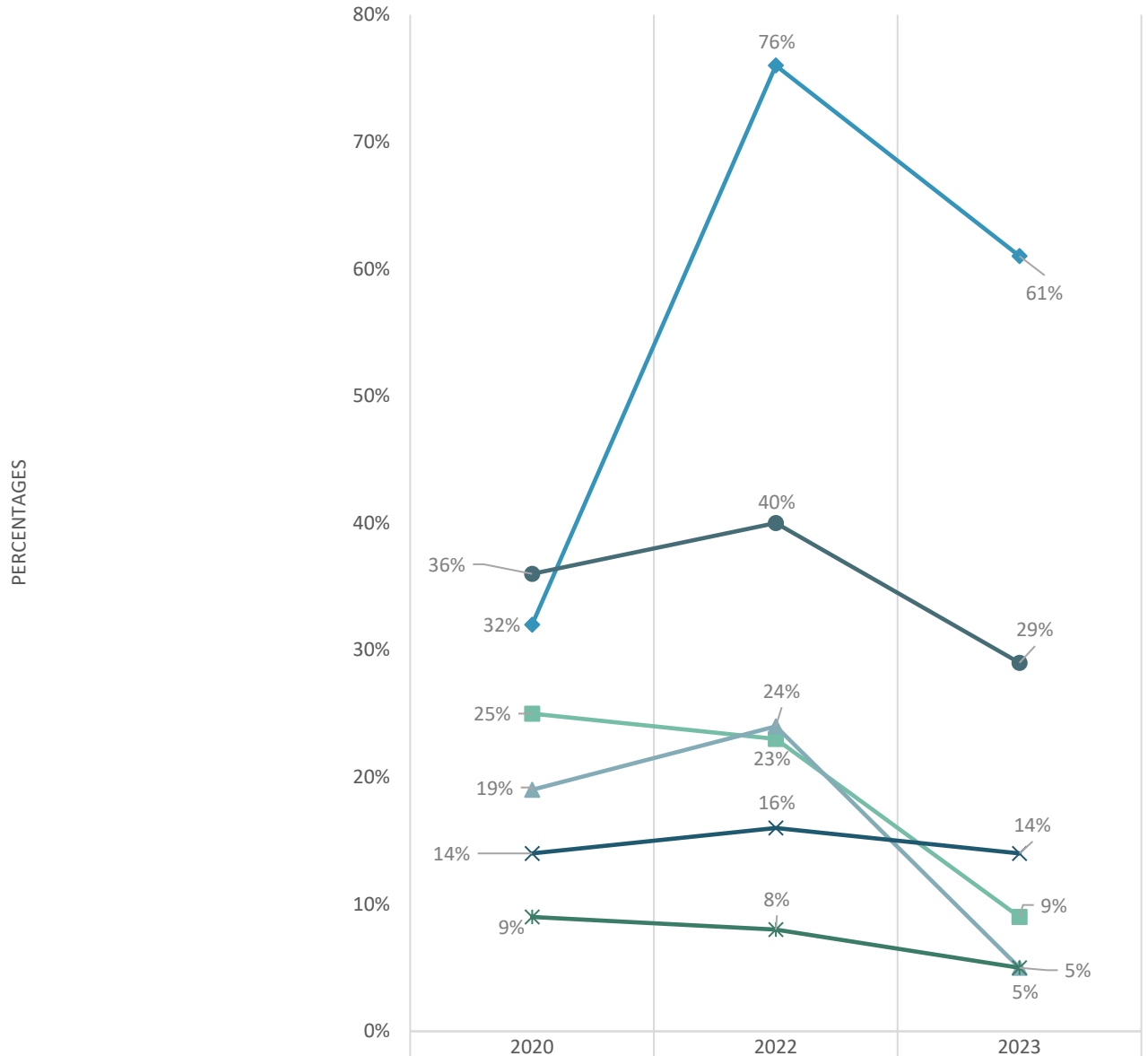
Making Housing Opportunity Equitable and Just

- **Benchmark 1: Reduce disparity in access to homeless assistance programs and housing services such that no subpopulation experiences significantly greater or lesser access to services.**
 - Key Indicator: No subpopulation of persons based on race, ethnicity, sexual orientation, gender, or gender identity experience deviation of greater than 5% in referral to and enrollment in homeless assistance programs than that subpopulation's relative proportion of all people experiencing homelessness in the region.
- **Benchmark 2: Reduce disparity in housing and financial outcomes among persons participating in homeless assistance programs such that no subpopulation experiences significantly greater or lesser outcomes.**
 - Key Indicator: No subpopulation of persons based on race, ethnicity, sexual orientation, gender, or gender identity experience greater than 5% deviation in percentage of exits to permanent housing, returns to homelessness, or changes in income than the system average.

Key findings from the 2023 Point-in-Time Count include:



PERFORMANCE INDICATORS: 2020-2023



	2020	2022	2023
◆ Bed Utilization Rate in Tucson / Pima County	32%	76%	61%
■ Returns to homelessness from all program types within 24 months	25%	23%	9%
▲ Returns to homelessness from permanent housing within 24 months	19%	24%	5%
✕ Over-representation of people who are Black/African American in the TPCH homeless system	14%	16%	14%
✱ Over-representation of people who are Native American/Indigenous in the TPCH homeless system	9%	8%	5%
● Over-representation of people who are Hispanic in the TPCH homeless	36%	40%	29%

Closing and Next Steps

In conclusion, we want to express our heartfelt gratitude to the stakeholders in Pima County who have been instrumental in delivering essential homeless assistance services and participating in TPCH's strategic planning efforts since 2020. Your unwavering commitment and tireless dedication have made a lasting impact on our community.

As we look ahead, the board will soon convene to formulate its action plan for 2024. This plan will serve as a guiding force for the next phase of our mission to end homelessness. Considering this, committees will need to carefully revise their action plans to align with the priorities set by the board. This coordination will ensure that our collective efforts remain focused and synchronized.

Moreover, it is with great anticipation that we share the news that the TPCH Lived Experience Council will begin holding quarterly meetings to review and approve these evolving action plans each quarter. Their invaluable perspective and insights will play a pivotal role in shaping our strategies and ensuring that the voices of those with lived experiences of homelessness are at the forefront of our decision-making process.

As we move forward, inspired by your unwavering commitment, we remain enthusiastic about the future and the positive changes that we can achieve together. Your dedication has made a tangible impact on our community, and we are excited to embark on this next phase of our journey. Thank you for your extraordinary contributions and for being an integral part of our shared mission to end homelessness in Pima County.



Figure 6 Youth and Staff from the Department of Child Service collaborate to discuss disparate impacts for systems-involved youth.