Successes, Strengths, and Weaknesses — a Systemwide Review of homelessness responses in San Joaquin County according to HUD and Local Performance Measures

An examination of the Systemwide Performance
of the San Joaquin County community in addressing homelessness;
a joint report of the San Joaquin Continuum of Care Data Committee and the San
Joaquin Continuum of Care System Performance and Evaluation Committee
Finalized May 13, 2021

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Background

This report is a narrative companion to the System Performance Report (Appendix A) submitted to the federal department of Housing and Urban Development on Feb. 25, 2021, by Central Valley Low Income Housing Corp., the Homeless Management Information System Lead Agency of the San Joaquin Continuum of Care (SJCoC). The report provides a snapshot of the system-wide response to homelessness in San Joaquin County, and seeks to answer the question: "What are the measurable outcomes we are achieving when it comes to making homelessness rare, brief, and non-reoccurring?"

The System Performance Report was generated from the Homeless Management Information System (HMIS) of the SJCoC, and reflects data entered into it by homeless service providers throughout San Joaquin County. These figures represent system-wide data, unless where otherwise noted. For purposes of the System Performance Report, the range of a "fiscal year" is October 1 to September 30, which is the Federal standard; FY2020 would be the fiscal year beginning Oct. 1, 2019, and ending Sept. 30, 2020.

In some cases, the data in this report reflects outcomes from programs funded by all sources. In other cases, the data in this report reflects only those programs funded specifically with Continuum of Care (CoC) Program funds. When a data set is only reflective of CoC Program funds and not other sources of funding, this is indicated in the narratives.

Definitions of project types and other technical terms in this report conform to the definitions and terms found in the [Code of Federal Regulations, specifically 24 CFR 578](#).

The narratives and Performance Analysis sections of this report identify areas of success and strength in the local response to homelessness, as well as areas of weakness that should be improved. This analysis is focused on quantifiable outcomes, and points a way toward investment in data-driven approaches to reduce homelessness and improve outcomes for those without housing. This analysis is made in alignment with the San Joaquin Community Response to Homelessness Strategic Plan and the SJCoC-adopted System-wide Performance Measures, Goals, and Strategies document. This analysis also includes input from the HMIS Lead Agency, the SJCoC Data Committee, the SJCoC System Performance and Evaluation Committee, and SJCoC Board of Directors.

Conclusions

The local system of care demonstrated many strengths in FY2020, with Permanent Supportive Housing and Rapid Re-Housing project types showing continued success in helping homeless households become housed and remain housed. There were also signs that point to potential avenues for future success, as a reduced rate of first-time homelessness could be attributed to increased efforts to prevent homelessness — these efforts include eviction moratoriums and an influx of investment in homelessness prevention from federal, state, and local governments.

However, some areas of historic weakness continue. These include a general lack of capacity in the system to adequately serve, shelter, and house the number of homeless individuals in the community.

The unique circumstances of 2020 related to the COVID-19 pandemic also led to an incomplete data picture of the past year, as COVID dramatically altered patterns of movement, shelter engagement, and

the count efforts that give the community an accurate picture of the homeless population. These gaps will be addressed through future reports and data-gathering.

The data in the Systemwide Performance Report suggest that future efforts should:

• Expand the capacity of Permanent Supportive Housing and Rapid Re-Housing projects, which demonstrate effectiveness in ending homelessness for the households they assist

• Expand "Move On" efforts, such as the Housing Authority of the County of San Joaquin "transitional housing preference," to help households that no longer require the intensive services of permanent supportive housing secure permanent affordable housing

• Expand the capacity of emergency shelters to accommodate the number of homeless persons in the community, as the number of unsheltered homeless still likely far outnumber shelter beds; any new emergency shelter beds should meet the needs and desires of the unsheltered homeless population so that the beds have the highest possible impact

• Invest in homelessness prevention, which demonstrates effectiveness in reducing the number of first-time homeless

• Focus on improved data reporting for street outreach efforts

Notable Strengths and Successes

Measure 7-b.2: Change in exit to, or retention of, permanent housing

Permanent supportive housing (PSH) projects in San Joaquin County demonstrate the best outcome success rate of any project type that addresses homelessness. They have a superior success rate when it comes to keeping chronically homeless people housed and preventing returns to homelessness. This is especially true of PSH projects funded by CoC Program dollars, which demonstrate a 99.18% success rate of keeping people housed or helping them exit to other permanent housing destinations.

These projects are designed to provide long-term housing primarily to chronically homeless individuals with disabling conditions, mental and/or physical health issues, and co-occurring substance use disorders, all of which contribute to struggles in maintaining stable housing without deep assistance. This type of housing is a critical component of the community-wide effort to end chronic homelessness, as these projects take chronically homeless people off the streets and out of shelters in San Joaquin County and prevent nearly 100% of them from returning to homelessness.

Measure 7-b.1: Change in exits to permanent housing destinations

Rapid re-housing (RRH) permanent housing projects in San Joaquin County demonstrate effectiveness in moving people from homelessness and into permanent housing. These projects have a housing success rate of 79.58%.

Rapid re-housing projects provide limited assistance to directly place individuals in permanent housing and have them remain in place after assistance ends. They are a useful tool in helping families and

individuals transition from "front line" interventions such as emergency homeless shelters and into permanent housing destinations. When properly linked with emergency shelters and sufficient vacancies in the local rental market, rapid re-housing projects are effective in helping non-disabled homeless households enter permanent housing. However, these projects rely on the availability of suitable housing to be effective, and a lack of available housing in the market threatens the effectiveness of these projects.

Measure 4: Employment and income growth for homeless persons

Permanent housing projects of all types in San Joaquin County are effective in increasing participant income. Projects only funded by CoC Program dollars are even more effective, with 63.95% of project participants increasing their cash income during their enrollment in those projects. This is far above the average and median national income increase rates for these types of projects.

Increasing household income is a critical component of an effective response to homelessness, as households need consistent income in order to maintain their housing and avoid returns to homelessness once they are helped into permanent housing.

Notable Weaknesses and Improvement Opportunities

Measures 3 and 9: Reduce the number of people who are homeless; reduce the number of people who are unsheltered

The total number of unsheltered homeless persons in San Joaquin County is not known for 2020 or 2021. The scheduled 2021 Point-in-Time Count of Unsheltered Homeless persons was canceled because of the 2020-21 wintertime COVID-19 spike.

The 2019 Point-in-Time Count showed a significant increase in unsheltered homeless in San Joaquin County from 2017, but this is largely due to an improved count effort that saw a huge increase in the number of count volunteers.

The San Joaquin Continuum of Care Data Committee recommends a Point-in-Time Count of Unsheltered Homeless be conducted in January 2022 to fill in this gap in local data. Obtaining more current data will help determine if local efforts, COVID-19, and other factors have impacted the number of unsheltered homeless in San Joaquin County. Improved documentation of contacts with unsheltered homeless individuals by homeless outreach teams can also provide an improved ongoing picture of the unsheltered homeless population.

Measure 7-a.1: Successful Placement from Street Outreach and Successful Placement in or Retention of Permanent Housing

Street Outreach projects are involved in the HMIS, but do not reliably record exits of individuals who exit unsheltered homelessness into housing destinations. While most individuals contacted by outreach projects will not have an "exit" that is able to be recorded because follow-up is very difficult, anecdotal

reports from street outreach teams suggest that more positive outcomes would be reported in the HMIS if frontline teams better record exit destinations of individuals who experience a "warm handoff" to housing destinations.

The San Joaquin Continuum of Care Data Committee and the SJCoC System Performance and Evaluation Committee recommend that outreach providers enter exit information for clients if they provide warm handoffs to housing projects or other destinations, including emergency shelters and transitional housing projects. The San Joaquin Continuum of Care also recommends that law enforcement agencies, which are in regular or frequent contact with those experiencing homelessness, enter data into HMIS. Obtaining more data in this way will help increase our understanding of the impact of outreach projects in San Joaquin County, as well as improve our understanding of the unsheltered homeless population.

Measure-by-Measure Analysis

Measure 1: Length of Time Persons Remain Homeless

This is a systemwide measure, and captures data from all projects of the type described that enter data into the HMIS. This measure is a standard HUD measure.

Metric 1.1: Change in the average and median length of time persons are homeless in ES and SH projects

Purpose: This Metric is designed to report on the length of time persons spend in emergency shelter (ES), safe haven (SH) projects.

Results: The number of individuals staying in ES and SH projects decreased by 21% from FY2019 to FY2020. This is largely due to the reduced number of beds available because of public health measures enacted at local shelters during the COVID-19 pandemic, including reducing capacity at shelters in order to provide more distance between individuals. This is also due to a reduced willingness of individuals to stay in congregate shelter facilities because of personal concerns related to the COVID-19 pandemic.

The average length of time in ES and SH projects increased 17.5% (40 nights to 47 nights).

The median length of time in ES and SH projects showed no significant change (16 nights). The median remained unmoved because TANF emergency shelter vouchers are good for a stay of 16 nights, and the sheer number of those vouchers supplied by the Human Services Agency on an annual basis (1,175 vouchers were supplied to 3,853 unique individuals comprising 1,175 households from Oct. 1, 2019, to Sept. 30, 2020) strongly weights this statistic.

Performance Analysis: The Local System Performance Goal for Metric 1.1 was to maintain both the average and median length of time persons are homeless in ES and SH projects, as local system performance in this category is strong compared to HUD expectations and national benchmarks. This goal was not achieved in FY2020, as the average length of time in ES and SH projects increased.

This increase represents the first significant increase in the average length of stay in ES and SH projects since the average length of stay in these projects decreased dramatically between FY2015 and FY2016,

although that decrease was primarily due to a change in the way Housing and Urban Development calculates Metric 1.1.

Strategies for Improvement: Provide robust case management for all emergency shelters to enable them to conduct assessments of all residents within 7 days of entry, review cases every 30 days, and provide more support for residents to obtain housing. Increase availability of assistance to help shelter residents obtain permanent housing, either on their own or by reuniting with family/friends who can provide housing. Increase resources for permanent housing projects to move households out of emergency shelter.

Metric 1.2: Change in the average and median length of time persons are homeless in ES, SH, and TH projects

Purpose: This Metric is designed to report on the length of time persons spend in emergency shelter (ES), safe haven (SH), and transitional housing (TH) projects.

Results: The average length of time in ES, SH and TH projects increased 19.6% (51 nights to 61 nights).

The number of individuals staying in ES, SH, and TH projects decreased by 20% from FY2019 to FY2020. This is largely due to the reduced number of beds available because of public health measures enacted at local shelters during the COVID-19 pandemic. While the overall number of ES, SH, and TH beds in San Joaquin County grew according to the Housing Inventory Count, there were fewer functional beds available because of public health measures enacted at local shelters during the COVID-19 pandemic, including reducing the population at congregate shelters in order to provide more distance between individuals. The decrease is also due to more individuals being reluctant to stay in congregate shelter facilities because of personal concerns related to the COVID-19 pandemic.

The median length of time in ES, SH, and TH projects showed no significant change (16 nights). The median remained unmoved because TANF emergency shelter vouchers are good for a stay of 16 nights, and the sheer number of those vouchers supplied by the Human Services Agency on an annual basis (1,175 vouchers were supplied to 3,853 unique individuals comprising 1,175 households from Oct. 1, 2019, to Sept. 30, 2020) strongly weights this statistic.

Performance Analysis: The Local System Performance Goal for Metric 1.2 was to maintain both the average and median length of time persons are homeless in ES, SH, and TH projects, as local system performance in this category is strong compared to HUD expectations and national benchmarks. This local goal was not achieved in FY2020, as the average length of time in ES, SH, and TH projects increased.

This increase represents the first significant increase in the average length of stay in ES, SH, and TH projects since the average length of stay in these projects decreased dramatically between FY2015 and FY2016, although that decrease was primarily due to a change in the way Housing and Urban Development calculates Metric 1.2.

Strategies for Improvement: Provide case management for all emergency shelters to enable them to conduct assessments of all residents within 7 days of entry, review cases every 30 days, and provide more support for residents to obtain housing. Increase availability of assistance to help shelter residents

and transitional housing residents obtain permanent housing, either on their own or by reuniting with family/friends who can provide housing. Increase resources for permanent housing projects to move households out of emergency shelter and transitional housing.

Measure 2: The Extent to Which Persons who Exit Homelessness to Permanent Housing Destinations Return to Homelessness

Purpose: This Measure is designed to determine how many persons exit homelessness from Street Outreach (SO), Emergency Shelter (ES), Safe Haven (SH), and Transitional Housing (TH) projects and directly enter permanent housing, and then later return to homelessness.

Results: This is a systemwide measure, and captures data from all projects of the type described that enter data into the HMIS. This measure is a standard HUD measure.

This measure is not necessarily indicative of most recent efforts and interventions, as it represents people who exited to permanent housing destinations in the two years prior to this reporting period, and reports on the number of those people who returned to homelessness in the past two years. This lag is the result of how the report is structured, as it takes time to determine if persons are returning to homelessness or not. The best way to describe the timeline captured by report is to visualize it:

FY 2017 and FY 2018	FY 2019 and FY 2020
Individuals exit homelessness to permanent housing — (universe of the report)	How many of those individuals returned to homelessness — (percentage in the report)

The number of individuals who exited homelessness to permanent housing in the two years prior to this report period (FY2017 and FY 2018) and returned to homelessness in the past two years (FY2019 and FY2020) was 24.89% (301 out of 1,209 people).

Performance Analysis: The Local System Performance Goal for Measure 2 was to reduce the number of individuals who exited homelessness to permanent housing in the two years prior to the report period and returned to homelessness in the past two years to less than 20%, as local performance in this category has fluctuated from between 21% and 25.1% in the past four fiscal years, and the national benchmark in FY2018 was 19.2%. This local goal was not achieved in FY2020.

However, an analysis of the data demonstrates that more-intensive interventions such as TH and PH are more effective at reducing returns to homelessness than less-intensive interventions such as SO and ES: 67% of the individuals exiting SO to permanent housing returned to homelessness and 34% of the individuals exiting ES to permanent housing returned to homelessness, while only 17% of those in TH or PH projects returned to homelessness. While the SO figures could represent a small sample-size bias, this conclusion about the relative efficacy of TH and PH projects is supported by findings of national research into the outcomes of different interventions/project types.

Strategies for Improvement: Increase shelter staffing to effectively interview those exiting shelter and better record exit destinations of those leaving. Increase funding for diversion and homelessness prevention to prevent returns to homelessness. Emphasize and increase investment in transitional

housing and permanent housing project types that demonstrate best effectiveness in preventing returns to homelessness.

Measure 3: Number of Homeless Persons

Purpose: This Metric is designed to track if the number of homeless persons in the community is increasing or decreasing.

This is a systemwide measure, and captures data from all projects of the type described that enter data into the HMIS. This measure is a standard HUD measure.

Metric 3.1: Change in Point in Time Counts

Results: The number of individuals who were counted as homeless in the annual Point in Time Count of Sheltered Homeless Persons increased from January 2019 to January 2020. However, no count of the unsheltered homeless was conducted in January 2020, so this report is limited to analysis of the sheltered homeless population: the sheltered homeless population is the number of homeless individuals reported as staying in an Emergency Shelter (ES), Safe Haven (SH), or Transitional Housing (TH) projects at the time of the count.

There were 0.24% more persons staying in ES at the time of the Point in Time Count in January 2020 than there were at the time of the Point in Time Count in January 2019 (an increase from 845 to 847); there were 19.3% more persons staying in TH at the time of the Point in Time Count in 2020 than there were at the time of the Point in Time Count in 2019 (an increase from 228 to 272).

This increase in persons counted as staying in ES, SH, and TH projects from the 2019 Point in Time Count to the 2020 Point in Time Count should be understood in comparison to the Housing Inventory Count, which showed there were 13.69% more year-round ES beds in 2020 than in 2019 (an increase of 833 beds to 947 beds) and that there were 4.05% more year-round TH beds in 2020 than in 2019 (an increase from 346 beds to 360 beds).

This indicates while there were 4.29% more homeless persons staying in local ES and TH projects at the time of the Point in Time Count 2020 than there were in 2019, the percentage of beds filled during the January Point in Time Count decreased from 91% filled in 2019 to 86% filled in 2020.

No true analysis of whether the number of homeless persons increased or decreased in San Joaquin County can be made without a count of the unsheltered homeless that is similar in methodology and scope to the unsheltered count conducted in 2019. There was no count conducted in 2020 because of the SJCoC's every-other-year unsheltered count schedule, and there was no unsheltered count conducted in 2021 because of the COVID-19 pandemic. But the SJCoC Data Committee recommends the SJCoC conduct an unsheltered count in 2022 to provide the best data possible to the community.

Performance Analysis: The Local System Performance Goal for Metric 3.1 was to reduce the number of homeless persons in the community by 2.5%, as this would represent significant year-over-year progress. This analysis is incomplete given the lack of an unsheltered point in time count in 2020 and 2021.

Strategies for Improvement: Conduct a Point-in-Time Count of the Unsheltered Homeless in 2022 to provide complete data for analysis. Increase the availability of diversion and homeless prevention resources.

Metric 3.2: Change in Annual Counts

Results: The number of unique individuals who stayed at least one night in an Emergency Shelter (ES), Safe Haven (SH), or Transitional Housing (TH) project in San Joaquin County decreased 20.06% from 2019 to 2020 (8,880 persons to 7,099 persons).

The number of unique individuals who stayed at least one night in an ES project decreased 21.09% from 8,615 persons to 6,798 persons, while the number of unique individuals who stayed at least one night in a TH project increased 9.98% from 431 to 474.

No true analysis of whether the number of homeless persons increased or decreased in San Joaquin County can be made without a count of the unsheltered homeless that is similar in methodology and scope to the unsheltered count conducted in 2019. There was no count conducted in 2020 because of the SJCoC's every-other-year unsheltered count schedule, and there was no unsheltered count conducted in 2021 because of the COVID-19 pandemic. But the SJCoC Data Committee recommends that an unsheltered count be conducted in 2022 to provide the best data possible to the community.

Further, it is likely that the 20.06% decrease in unique individuals who stayed at least one night in a ES, SH, or TH project in 2020 is due to the impacts of the COVID-19 pandemic. While the overall number of ES and TH beds in San Joaquin County grew according to the Housing Inventory Count, there were fewer functional beds available because of public health measures enacted at local shelters during the COVID-19 pandemic, including reducing the population at congregate shelters in order to provide more distance between individuals. The decrease is also due to more individuals being reluctant to stay in congregate shelter facilities because of personal concerns related to the COVID-19 pandemic.

Performance Analysis: The Local System Performance Goal for Metric 3.2 was to reduce the number of homeless persons in the community by 2.5%, as this would represent significant year-over-year progress. This analysis is incomplete given the lack of an unsheltered point in time count in 2020 and 2021.

Strategies for Improvement: Conduct a Point-in-Time Count of the Unsheltered Homeless in 2022 to provide complete data for analysis. Increase the availability of diversion and homeless prevention resources.

Measure 4: Employment and Income Growth for Homeless Persons in CoC-funded Programs

This is a measure specific to projects funded by Continuum of Care Competition dollars only, and only captures data from CoC Competition-funded projects of the type described that enter data into the HMIS. This measure is a standard HUD measure.

Metric 4.1: Change in earned income for adult system stayers during the reporting period

Purpose: This Metric is designed to track the number of system stayers who increased earned income.

Report: This Metric tracks the number of individuals who remain in PH projects at the end of the reporting period, i.e "system stayers", and who increased their earned income during the reporting period. This metric is only for PH projects funded by CoC Competition dollars.

In FY 2020, 6% of adult system stayers increased their employment income. Most of the individuals in this report were enrolled in PSH projects and are not employed because of a permanent disabling condition. There was a 1% increase in the number of people who increased their income and remained in those PH projects at the end of the reporting period (14 of 294 individuals in FY2019, 17 of 303 individuals in FY2020).

Metric 4.2: Change in non-employment cash income for adult system stayers during the reporting period

Purpose: This Metric is designed to track the number of system stayers who increase cash income from non-employment sources.

Results: This Metric tracks the number of individuals who remain in PH projects at the end of the reporting period and who increased their cash income from sources other than employment during the reporting period. This metric is only for PH projects funded by CoC Competition dollars.

In FY 2020, 59% of adult system stayers increased their cash income from non-employment sources. There was a 2% increase in the number of people who increased their income and remained in those PH projects at the end of the reporting period (167 of 294 individuals in FY2019, 179 of 303 individuals in FY2020).

Metric 4.3: Change in total income for adult system stayers during the reporting period

Purpose: This Metric is designed to track the number of system stayers who increase cash income from any source.

Results: This Metric tracks the number of individuals who remain in PH projects at the end of the reporting period and who increased their total cash income from sources other than employment during the reporting period. This metric is only for PH projects funded by CoC Competition dollars.

In FY 2020, 61% of adult system stayers increased their cash income from non-employment sources. There was a 3% increase in the number of people who increased their income and remained in those PH projects at the end of the reporting period (171 of 294 individuals in FY2019, 186 of 303 individuals in FY2020).

Metric 4.4: Change in earned income for adult system leavers during the reporting period

Purpose: This Metric is designed to track the number of system leavers who increased earned income.

Results: This metric tracks the number of individuals who were enrolled in PH projects during the reporting period who exited the project during the reporting period, i.e. "system leavers", and who increased their earned income during the reporting period. This metric is only for PH projects funded by CoC Competition dollars.

In FY 2020, 41% of adult leavers increased their employment income. Most of the individuals in this report were enrolled in PSH projects and are not employed because of a permanent disabling condition. There was a 14% increase in the number of people who increased their income and remained in those

PH projects at the end of the reporting period (54 of 202 individuals in FY2019, 63 of 152 individuals in FY2020).

Metric 4.5: Change in non-employment cash income for adult system leavers during the reporting period

Purpose: This Metric is designed to track the number of system leavers who increase cash income from non-employment sources.

Results: This metric tracks the number of individuals who were enrolled in PH projects during the reporting period who exited the project during the reporting period, and who increased their cash income from sources other than employment during the reporting period. This metric is only for PH projects funded by CoC Competition dollars.

In FY 2020, 49% of adult leavers increased their employment income. Most of the individuals in this report were enrolled in PSH projects and are not employed because of a permanent disabling condition. There was an 18% increase in the number of people who increased their income and remained in those PH projects at the end of the reporting period (62 of 202 individuals in FY2019, 74 of 152 individuals in FY2020).

Metric 4.6: Change in total income for adult system leavers during the reporting period

Purpose: This Metric is designed to track the number of system leavers who increase cash income from any source.

Results: This metric tracks the number of individuals who were enrolled in PH projects during the reporting period who exited the project during the reporting period, and who increased their total income during the reporting period. This metric is only for PH projects funded by CoC Competition dollars.

In FY 2020, 69% of adult system stayers increased their total cash income. There was a 3% increase in the number of people who increased their income and remained in those PH projects at the end of the reporting period (90 of 202 individuals in FY2019, 105 of 152 individuals in FY2020).

Performance Analysis: The Local System Performance Goals for Measure 4 are considered in aggregate for all CoC-funded project participants (both stayers and leavers), and are further broken down by project type because of the different nature of those project types and the populations that they serve.

The Local System Performance Goal overall for Measure 4 is for 65% of all PH participants to increase their income. In FY2020, 63.95% of all CoC-funded PH participants increased their cash income. While the Local System Performance Goal was not met, the System-wide Performance Measures, Goals, and Strategies document acknowledges "The SJCoC is a top performer compared to national rates in both increased income for project stayers and for project leavers. These goals are aggressive and may not be reached by the SJCoC, but represent the push for progress in helping households increase income."

CoC-funded PH projects in San Joaquin County are extremely effective in increasing participant income compared to the national average. The overall income increase rate of 63.95% for SJCoC CoC-funded PH projects compares favorably to the national average of 32%.

The FY2020 SJCoC figure is also an improvement of 11.33% over FY2019, when 52.62% of all SJCoC CoC-funded PH participants increased their cash income. This represents significant year-over-year improvement.

In a deeper dive, 61.25% of participants in CoC-funded PSH projects increased their total cash income in FY2020, while 69.85% of participants in CoC-funded RRH projects increased their total cash income in FY2020. Both these figures represent significant success.

Strategies for Improvement: Continuum of Care Competition-funded projects should prioritize linking households with mainstream resources to increase earned income, and prioritize linking households with mainstream resources to increase other cash income. Increase focus on expanding and strengthening programs that link with Continuum of Care Competition-funded projects to provide direct employment opportunities, training, and education.

Measure 5: Number of Persons Who Became Homeless for the First Time

Purpose: This Measure is designed to report on the number of persons who contact homeless service providers for the first time. Service providers include Street Outreach (SO), Emergency Shelter (ES), Safe Haven (SH), Transitional Housing (TH), and Permanent Housing (PH) projects.

This is a systemwide measure, and captures data from all projects of the type described that enter data into the HMIS. This measure is a standard HUD measure.

Metric 5.1: Change in number of persons entering ES, SH, and TH projects with no prior enrollments in the HMIS

Results: The number of individuals who stayed at least one night in an ES, SH, or TH project with no prior enrollment in the HMIS decreased 33.98% from FY2019 to FY2020 (5,221 persons in FY2019 to 3,447 persons in FY2020).

Performance Analysis: The Local System Performance Goal for Measure 5.1 was to reduce the number of persons experiencing homelessness for the first time by 2.5%, as this would represent significant year-over-year progress. The SJCoC met this goal, decreasing first-time homelessness by 33.98% from FY2019 to FY2020.

However, sweeping conclusions should not be drawn from this apparent success. There were a number of the unique circumstances during 2020, especially related to the COVID-19 pandemic. The dramatic decrease in recorded first-time homelessness could be due to several factors: More individuals were reluctant to stay in congregate shelter facilities because of personal concerns related to the COVID-19 pandemic, and so were not recorded as "first-time homeless." It is also possible that laws preventing evictions and a significant investment in homelessness prevention from federal, state, and local governments as well as philanthropic sources reduced first-time homelessness. Future evaluation of Measure 5.1 in FY2021 and FY2022 should provide a clearer picture about first-time homelessness in San Joaquin County.

Strategies for Improvement: Increase investments in diversion and homelessness prevention to prevent returns to homelessness. Increase ability of resource connection portals to directly connect households to diversion and homelessness prevention resources. Increase community-wide stock of housing

affordable to low-, very low-, and extremely low-income households. Support efforts to reduce evictions and housing dislocation.

<u>Metric 5.2: Change in number of persons entering ES, SH, TH, and PH projects with no prior enrollments in the HMIS</u>

Results: The number of individuals who stayed at least one night in an ES, SH, TH, or PH project with no prior enrollment in the HMIS decreased 34.58% from FY2019 to FY2020 (5,524 persons in FY2019 to 3,614 persons in FY2020).

Performance Analysis: The Local System Performance Goal for Measure 5.2 was to reduce the number of persons experiencing homelessness for the first time by 2.5%, as this would represent significant year-over-year progress. The SJCoC met this goal, decreasing first-time homelessness by 34.58% from FY2019 to FY2020.

However, sweeping conclusions should not be drawn from this apparent success because of the unique circumstances of 2020, especially related to the COVID-19 pandemic. The dramatic decrease in recorded first-time homelessness could be due to several factors. More individuals were reluctant to stay in congregate shelter facilities because of personal concerns related to the COVID-19 pandemic, and so were not recorded as "first-time homeless." It is also possible that laws preventing evictions and a significant investment in homelessness prevention from federal, state, and local governments positively impacted first-time homelessness. Future evaluation of Measure 5.2 in FY2021 and FY2022 should provide a clearer picture about first-time homelessness in San Joaquin County.

Strategies for Improvement: Increase diversion and homelessness prevention capacity to prevent returns to homelessness. Increase ability of resource connection portals to directly connect households to diversion and homelessness prevention resources. Increase community-wide stock of housing affordable to low-, very low-, and extremely low-income households. Support efforts to reduce evictions and housing dislocation.

Measure 6: Homeless Prevention and Housing Placement of Persons defined by Category 3 of HUD's Homeless Definition in CoC-Program Funded Projects

Purpose: Category 3 of the HUD Definition of Homelessness identifies unaccompanied youth (under 25 years of age) or families with children/youth who meet the homeless definition under another federal statute and includes ALL of the following:

- Have not had lease, ownership interest, or occupancy agreement in permanent housing at any time during last 60 days
- Have experienced two or more moves during last 60 days
- Can be expected to continue in such status for an extended period of time because of: chronic disabilities, OR chronic physical health or mental health conditions, OR substance addiction, OR histories of domestic violence or childhood abuse (including neglect) OR presence of a child or youth with a disability, OR two or more barriers to employment.

This measure is only applicable to Continuums of Care that have exercised the authority and been approved by HUD to serve families with children who are homeless under other laws.

Results: This Measure is not applicable to any Continuum of Care throughout the US in FY2020, according to HUD.

Measure 7: Successful Placement from Street Outreach and Successful Placement in or Retention of Permanent Housing

This is a systemwide measure, and captures data from all projects of the type described that enter data into the HMIS. This measure is a standard HUD measure.

Metric 7-a.1: Change in Exits to Permanent Housing Destinations

Purpose: This Metric is designed to report the number of persons in Street Outreach (SO) projects who exit directly to permanent housing (PH).

Results: The percentage of individuals who exited SO projects to PH projects was 0% in FY2020 (0 persons out of 1,294 persons enrolled in SO projects) and FY2019 (0 persons out of 538 persons enrolled in SO projects). The number of individuals who exited SO projects to ES, SH, TH projects or other institutional locations was 2.2% in FY2020 (12 out of 538) and less than 0.5% in FY2019 (5 out of 1,294).

Performance Analysis: The Local System Performance Goal for Measure 7-a.1 is to increase the number of unsheltered persons enrolled in SO projects who exit to ES, SH, TH, or PH destinations by 10% annually. The local goal for this measure was not achieved in FY2020.

Data in Measure 7-a.1 suggests SO projects either do not exit individuals to ES, SH, TH, or PH destinations, or that SO projects do not record "exit destinations" for individuals who are contacted through SO efforts and therefore have a lack of data in this category. Other reports suggest that it is most likely that SO projects to not record "exit destinations" for individuals that are contacted by SO efforts, since an Annual Performance Report of all local PH projects in the HMIS report that 31.73% of those housed in PH projects (329 of 1,037 persons) came directly from the streets. (While this report does not mean that all those housed individuals were housed because of the efforts of SO projects, it is unlikely that those individuals would have secured permanent housing without outreach contact.)

Strategies for Improvement: Increase capacity at low-barrier emergency shelters and transitional housing providers. Increase the number of available low-barrier permanent supportive housing units. Increase focus on warm handoffs from outreach teams to emergency shelters, transitional housing, and permanent housing providers. Improve data entry from outreach teams when warm handoffs are made. Increased training on data entry for outreach teams.

Metric 7-b.1: Change in Exits to Permanent Housing Destinations

Purpose: This Metric is designed to report the number of persons in Emergency Shelter (ES), Safe Haven (SH), Transitional Housing (TH), and Rapid Re-Housing (RRH) projects to permanent housing.

Results: The percentage of individuals who exited ES, SH, TH, and RRH projects to PH was 12% in FY2020 (784 persons out of 6,617 persons who exited ES, SH, TH, and RRH projects).), and 9% in FY2019 (733 persons out of 7,888 persons who exited ES, SH, TH, and RRH projects). This means that in FY2020, 12% of people who exited ES, SH, TH, and RRH projects exited to permanent housing destinations.

Performance Analysis: There is no Local System Performance Goal for Measure 7-b.1.

However, the data in Measure 7-b.1 combined with data from other reports suggest that RRH projects are the most effective local project type in exiting individuals into permanent housing. While RRH projects accounted for only 8.66% of the individuals who exited ES, SH, TH, and RRH projects in FY2020 (573 persons of 6,617 persons), RRH projects accounted for 58.16% of the individuals who exited ES, SH, TH, and RRH to PH destinations in FY2020 (456 of 573 persons). When judged alone, 79.58% of individuals enrolled in RRH projects exited to PH destinations in FY2020 (456 of 573 persons).

Strategies for Improvement: Prioritize funding for projects with high rates of exits to permanent housing, such as rapid re-housing.

Metric 7-b.2: Change in Exit to or Retention of Permanent Housing

Purpose: This Metric is designed to report the number of persons in Permanent Supportive Housing (PSH) projects and other Permanent Housing (PH) projects who remain housed or exit to permanent housing.

Results: The number of individuals who were enrolled in PH projects other than RRH projects (which includes PSH and Other PH projects) and who exited to PH destinations or remained in housing increased to 94% for FY2020 (605 individuals were enrolled in PH projects other than RRH projects and exited to PH destinations or remained in housing of 647 total enrolled individuals) from 90% (642 of 712 individuals) for FY2019.

When this data is restricted to Continuum of Care Competition-funded PSH and non-RRH PH projects, the percentage of individuals who exited to PH destinations who also remained in housing increases to 99.18% (363 of 366 individuals).

Performance Analysis: The local System Performance Goal for Measure 7-b.2 is for Continuum of Care Competition-funded PSH and non-RRH PH projects to have an exit-retention rate of 95% or higher. This local goal was surpassed for FY2020.

The data in Measure 7-b.2 demonstrate that CoC-funded PSH and Other PH projects in San Joaquin County perform exceptionally well in exiting individuals to PH or enabling individuals to remain in PSH and Other PH projects.

For individuals enrolled in PSH projects, retaining housing with the assistance of PSH projects and exiting to PH destinations is equally important, as the population housed in PSH projects is chronically homeless, meaning these individuals are permanently disabled and have a long history of homelessness (official definition found in 24 CFR 578).

Strategies for Improvement: Prioritize funding for permanent supportive housing projects, which locally demonstrate high rates of exits to permanent housing and housing retention.

Measure 8: Increase in the Percent of Persons Who Exit to or Retain Permanent Housing

Purpose: This Measure is designed to report the Percent of Households That Exit to or Retain Permanent Housing after obtaining housing through a Rapid Re-Housing (RRH) project.

This is a measure that is specific to Continuum of Care Competition-funded RRH projects, and captures data from all projects of the type described that enter data into the HMIS. This measure is a local measure.

Results: This Measure cannot be properly evaluated because the System Performance and Evaluation Committee is still creating a comprehensive reporting tool for this Measure.

Performance Analysis: Continue System Performance and Evaluation Committee efforts to develop a comprehensive reporting tool for this Measure.

Measure 9: Decrease the Number of Unsheltered Homeless

Purpose: This Measure is designed to report on the number of unsheltered homeless in the community.

This is a systemwide measure, and captures data from the Point in Time Count of the Unsheltered Homeless conducted by the SJCoC in odd years.

Results: This Measure cannot be properly evaluated because of the lack of a Point in Time Count of the Unsheltered homeless in 2021. The SJCoC did not conduct a count of the unsheltered homeless as scheduled in January 2021 as part of the public health response to the COVID-19 pandemic.

Performance Analysis: This analysis is incomplete given the lack of an unsheltered point in time count in 2020 and 2021.

Strategies for Improvement: Increase resources for diversion and homelessness prevention. Increase the stock of affordable housing throughout San Joaquin County. Implement policies that reduce evictions and improve the likelihood of retaining housing.

Measure 10: Increase the Number of Housing Units Available for those Exiting the Streets or ES

Purpose: This Measure is designed to report on the number of housing units made available for homeless households in the community.

This is a systemwide measure.

Results: This Measure cannot be properly evaluated because the System Performance and Evaluation Committee and the Strategic Planning Committee are still creating meaningful, centralized methods for tracking the expansion of housing units provided exclusively for those exiting the streets or Emergency Shelter (ES).

Anecdotally, increased resources in FY2020 has led to an expansion of Homelessness Prevention (HP) and Rapid Re-Housing (RRH) opportunities, but a systemwide, data-based evaluation is unavailable.

Performance Analysis: Continue System Performance and Evaluation Committee and Strategic Planning Committee efforts to develop a comprehensive reporting system for this Measure.

Definitions

ES = Emergency Shelter

> *any facility, the primary purpose of which is to provide a temporary shelter for the [homeless](#) in general or for specific populations of the [homeless](#) and which does not require occupants to sign [leases](#) or occupancy agreements. ([24 CFR 576.2](#))*

Other PH = Permanent Housing that is neither PSH or RRH

PH = Permanent Housing (includes Permanent Supportive Housing and Rapid Re-Housing)

> *means community-based housing without a designated length of stay, and includes both [permanent supportive housing](#) and rapid rehousing. To be [permanent housing](#), the [program participant](#) must be the tenant on a lease for a term of at least one year, which is renewable for terms that are a minimum of one month long, and is terminable only for cause. ([24 CFR 578.3](#))*

PSH = Permanent Supportive Housing

> *means [permanent housing](#) in which supportive services are provided to assist [homeless](#) persons with a disability to live independently. ([24 CFR 578.3](#))*

RRH = Rapid Re-Housing

> *tenant-based rental assistance that rapidly connects families and individuals experiencing homelessness to permanent housing through a tailored package of assistance that may include the use of time-limited financial assistance and targeted supportive services. ([HUD Rapid Re-Housing Brief, published July 2014](#))*

SH = Safe Haven*

supportive housing that meets the following:

(1) Serves hard to reach homeless *persons with severe mental illness who came from the streets and have been unwilling or unable to participate in supportive services;*

(2) Provides 24-hour residence for eligible persons for an unspecified period;

(3) Has an overnight capacity limited to 25 or fewer persons; and

(4) Provides low-demand services and referrals for the residents. (24 CFR 578.3)

*There are no "Safe Haven" beds in San Joaquin County

SO = Street Outreach

essential services necessary to reach out to unsheltered homeless *people; connect them with* emergency shelter*, housing, or critical services; and provide urgent, nonfacility-based care to unsheltered* homeless *people who are unwilling or unable to access* emergency shelter*, housing, or an appropriate health facility. (24 CFR 576.101)*

System Leaver

an individual who exits a project before the end of the reporting period

System Stayer

an individual who remains enrolled in a project at the end of the reporting period

TH = Transitional Housing

housing, where all program participants *have signed a lease or occupancy agreement, the purpose of which is to facilitate the movement of* homeless *individuals and families into* permanent housing *within 24 months or such longer period as HUD determines necessary. The* program participant *must have a lease or occupancy agreement for a term of at least one month that ends in 24 months and cannot be extended. (24 CFR 578.3)*

FY2020 - Performance Measurement Module (Sys PM)

Summary Report for CA-511 - Stockton/San Joaquin County CoC

Measure 1: Length of Time Persons Remain Homeless

This measures the number of clients active in the report date range across ES, SH (Metric 1.1) and then ES, SH and TH (Metric 1.2) along with their average and median length of time homeless. This includes time homeless during the report date range as well as prior to the report start date, going back no further than October, 1, 2012.

Metric 1.1: Change in the average and median length of time persons are homeless in ES and SH projects.
Metric 1.2: Change in the average and median length of time persons are homeless in ES, SH, and TH projects.

a. This measure is of the client's entry, exit, and bed night dates strictly as entered in the HMIS system.

	Universe (Persons)		Average LOT Homeless (bed nights)			Median LOT Homeless (bed nights)		
	Submitted FY 2019	FY 2020	Submitted FY 2019	FY 2020	Difference	Submitted FY 2019	FY 2020	Difference
1.1 Persons in ES and SH	8564	6755	40	47	7	16	16	0
1.2 Persons in ES, SH, and TH	8829	7058	51	61	10	16	16	0

b. This measure is based on data element 3.17.

This measure includes data from each client's Living Situation (Data Standards element 3.917) response as well as time spent in permanent housing projects between Project Start and Housing Move-In. This information is added to the client's entry date, effectively extending the client's entry date backward in time. This "adjusted entry date" is then used in the calculations just as if it were the client's actual entry date.

 The construction of this measure changed, per HUD's specifications, between FY 2016 and FY 2017. HUD is aware that this may impact the change between these two years.

	Universe (Persons)		Average LOT Homeless (bed nights)			Median LOT Homeless (bed nights)		
	Submitted FY 2019	FY 2020	Submitted FY 2019	FY 2020	Difference	Submitted FY 2019	FY 2020	Difference
1.1 Persons in ES, SH, and PH (prior to "housing move in")	8742	6832	225	245	20	16	16	0

1.2 Persons in ES, SH, TH, and PH (prior to "housing move in")	9003	7182	240	267	27	16	16	0

Measure 2: The Extent to which Persons who Exit Homelessness to Permanent Housing Destinations Return to Homelessness

This measures clients who exited SO, ES, TH, SH or PH to a permanent housing destination in the date range two years prior to the report date range. Of those clients, the measure reports on how many of them returned to homelessness as indicated in the HMIS for up to two years after their initial exit.

 After entering data, please review and confirm your entries and totals. Some HMIS reports may not list the project types in exactly the same order as they are displayed below.

	Total # of Persons who Exited to a Permanent Housing Destination (2 Years Prior)	Returns to Homelessness in Less than 6 Months		Returns to Homelessness from 6 to 12 Months		Returns to Homelessness from 13 to 24 Months		Number of Returns in 2 Years	
		FY 2020	% of Returns	FY 2020	% of Returns	FY 2020	% of Returns	FY 2020	% of Returns
Exit was from SO	3	0	0%	1	33%	1	33%	2	67%
Exit was from ES	563	105	19%	63	11%	23	4%	191	34%
Exit was from TH	87	8	9%	2	2%	5	6%	15	17%
Exit was from SH	0	0		0		0		0	
Exit was from PH	556	29	5%	32	6%	32	6%	93	17%
TOTAL Returns to Homelessness	1209	142	12%	98	8%	61	5%	301	25%

Measure 3: Number of Homeless Persons

Metric 3.1 – Change in PIT Counts

This measures the change in PIT counts of sheltered and unsheltered homeless person as reported on the PIT (not from HMIS).

	January 2019 PIT Count	January 2020 PIT Count	Difference
Universe: Total PIT Count of sheltered and unsheltered persons	2631	2677	46
Emergency Shelter Total	845	847	2

Safe Haven Total	0	0	0
Transitional Housing Total	228	272	44
Total Sheltered Count	1073	1119	46
Unsheltered Count	1558	1558	0

Metric 3.2 – Change in Annual Counts

This measures the change in annual counts of sheltered homeless persons in HMIS.

	Submitted FY 2019	FY 2020	Difference
Universe: Unduplicated Total sheltered homeless persons	8880	7099	-1781
Emergency Shelter Total	8615	6798	-1817
Safe Haven Total	0	0	0
Transitional Housing Total	431	474	43

Measure 4: Employment and Income Growth for Homeless Persons in CoC Program-funded Projects

Metric 4.1 – Change in earned income for adult system stayers during the reporting period

	Submitted FY 2019	FY 2020	Difference
Universe: Number of adults (system stayers)	294	303	9
Number of adults with increased earned income	14	17	3
Percentage of adults who increased earned income	5%	6%	1%

Metric 4.2 – Change in non-employment cash income for adult system stayers during the reporting period

	Submitted FY 2019	FY 2020	Difference
Universe: Number of adults (system stayers)	294	303	9

Number of adults with increased non-employment cash income	167	179	12
Percentage of adults who increased non-employment cash income	57%	59%	2%

Metric 4.3 – Change in total income for adult system stayers during the reporting period

	Submitted FY 2019	FY 2020	Difference
Universe: Number of adults (system stayers)	294	303	9
Number of adults with increased total income	171	186	15
Percentage of adults who increased total income	58%	61%	3%

Metric 4.4 – Change in earned income for adult system leavers

	Submitted FY 2019	FY 2020	Difference
Universe: Number of adults who exited (system leavers)	202	152	-50
Number of adults who exited with increased earned income	54	63	9
Percentage of adults who increased earned income	27%	41%	14%

Metric 4.5 – Change in non-employment cash income for adult system leavers

	Submitted FY 2019	FY 2020	Difference
Universe: Number of adults who exited (system leavers)	202	152	-50
Number of adults who exited with increased non-employment cash income	62	74	12
Percentage of adults who increased non-employment cash income	31%	49%	18%

Metric 4.6 – Change in total income for adult system leavers

	Submitted FY 2019	FY 2020	Difference
Universe: Number of adults who exited (system leavers)	202	152	-50
Number of adults who exited with increased total income	90	105	15
Percentage of adults who increased total income	45%	69%	24%

Measure 5: Number of persons who become homeless for the 1st time

Metric 5.1 – Change in the number of persons entering ES, SH, and TH projects with no prior enrollments in HMIS

	Submitted FY 2019	FY 2020	Difference
Universe: Person with entries into ES, SH or TH during the reporting period.	8222	6464	-1758
Of persons above, count those who were in ES, SH, TH or any PH within 24 months prior to their entry during the reporting year.	3001	3017	16
Of persons above, count those who did not have entries in ES, SH, TH or PH in the previous 24 months. (i.e. Number of persons experiencing homelessness for the first time)	5221	3447	-1774

Metric 5.2 – Change in the number of persons entering ES, SH, TH, and PH projects with no prior enrollments in HMIS

	Submitted FY 2019	FY 2020	Difference
Universe: Person with entries into ES, SH, TH or PH during the reporting period.	8659	6775	-1884
Of persons above, count those who were in ES, SH, TH or any PH within 24 months prior to their entry during the reporting year.	3135	3161	26
Of persons above, count those who did not have entries in ES, SH, TH or PH in the previous 24 months. (i.e. Number of persons experiencing homelessness for the first time.)	5524	3614	-1910

Measure 6: Homeless Prevention and Housing Placement of Persons defined by category 3 of HUD's Homeless Definition in CoC Program-funded Projects

This Measure is not applicable to CoCs in FY2020 (Oct 1, 2019 - Sept 30, 2020) reporting period.

Measure 7: Successful Placement from Street Outreach and Successful Placement in or Retention of Permanent Housing

Metric 7a.1 – Change in exits to permanent housing destinations

	Submitted FY 2019	FY 2020	Difference
Universe: Persons who exit Street Outreach	1294	538	-756
Of persons above, those who exited to temporary & some institutional destinations	5	12	7
Of the persons above, those who exited to permanent housing destinations	0	0	0
% Successful exits	0%	2%	2%

Metric 7b.1 – Change in exits to permanent housing destinations

	Submitted FY 2019	FY 2020	Difference
Universe: Persons in ES, SH, TH and PH-RRH who exited, plus persons in other PH projects who exited without moving into housing	7888	6617	-1271
Of the persons above, those who exited to permanent housing destinations	733	784	51
% Successful exits	9%	12%	3%

Metric 7b.2 – Change in exit to or retention of permanent housing

	Submitted FY 2019	FY 2020	Difference
Universe: Persons in all PH projects except PH-RRH	712	647	-65
Of persons above, those who remained in applicable PH projects and those who exited to permanent housing destinations	642	605	-37
% Successful exits/retention	90%	94%	4%

System-Wide Performance Measures, Goals, and Strategies

Updated February 2020

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Background

All agencies that serve homeless households within the San Joaquin Continuum of Care have a responsibility to positively contribute to the elimination of homelessness in San Joaquin County. Data collection and reporting is vital to measuring whether or not local efforts are having the desired outcome of moving toward an "effective zero" level of homelessness.

The Housing and Urban Development Department has set mandatory System-Wide Performance Measures to help gauge the effectiveness of local efforts toward this goal[1]. Local continuums are also encouraged to develop their own Performance Measures according to the needs and conditions on the ground in their respective jurisdictions.

Meeting these Performance Measure goals is the responsibility of all agencies that participate in the Continuum of Care and that serve homeless households. The goals required of local communities cannot be addressed by individual agencies and their projects alone, nor can it solely be addressed by agencies and projects that receive CoC Program Competition funding.

For example, reducing the number of first-time homeless cannot be achieved by those agencies/programs that provide emergency shelter to the homeless, although the numbers of people those projects serve is where this is mostly measured. Some goals, such as reducing the length of time households are homeless, impact the ability of communities to qualify for permanent supportive housing dollars. Measuring the length of time that households are homeless is based partly on the time that people spend in emergency shelters, but emergency shelters often do not have access to permanent housing dollars.

There are possible strategies, however, that individual programs/agencies can incorporate that will benefit the entire community. Furthermore, it is vital that project performance and evaluation is linked to System-wide Performance Measures and Goals, to attempt to maintain high performance and/or improve low performance.

The Committee has utilized figures available through HUD's CoC System-wide Performance Portal, baseline data from the SJCoC Homeless Management Information System, and a thorough evaluation of external conditions impacting homelessness in San Joaquin County to suggest goals to improve the SJCoC's performance in the categories identified by HUD and the additional categories identified as local performance priorities. The Committee has also thoroughly evaluated national CoC performance standards and best practices as articulated by the United States Interagency Council on Homelessness, National Alliance to End Homelessness and National Homeless Information Project. These standards will be used to also guide individual project performance evaluation thresholds for various funding sources, and reallocation for the annual CoC Program Competition.

Therefore, it is resolved that to accurately gauge the impact of local efforts to address homelessness, to ensure limited funds are spent toward local priorities in an effective manner, and to drive progress toward "effective zero" homelessness in San Joaquin County, the San Joaquin Continuum of Care:
- • adopts the following System-Wide Performance Measures
- • adopts the suggested Performance Goals

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[1] "Appendix A — HUD Performance Measures Guide"

- requires all agencies participating in the Continuum of Care to take active steps to improve outcomes in relation to Performance Measures through actions including but not restricted to enacting suggested Strategies
- utilizes System-wide Performance Measures and Goals to guide the process of individual CoC project performance evaluation

Baseline Evaluation, Performance Measures, and Suggested Strategies

Performance Measures 1 through 7b are used by the Housing and Urban Development Department to evaluate the success of local efforts related to addressing homelessness. Measures 8, 9, and 10 are locally identified Performance Measures. These measures are calculated on a calendar consistent with the HUD calendar for System-wide Performance Measure reporting (Oct. 1 through Sept. 30).

The specific performance measures for the local community are:
1. Reduction in the average and median length of time persons remain homeless
2. Reduction in the percent of persons who return to homelessness from permanent housing
3. Reduction in the total number of persons who are homeless
4. Increase in the percent of adults who gain or increase employment or non-employment cash income over time
5. Reduction in the number of persons who become homeless for the first time
6. Placement in housing of households that are homeless under other laws
7a. Increase in the percent of persons who exit from the streets to an ES, SH, TH, or permanent housing destination
7b. Increase in the percent of persons who exit to or retain permanent housing from PSH
8. Increase in the percent of persons who exit to permanent housing from RRH
9. Reduce the number of people living unsheltered in our community
10. Increase the number of units available to those exiting homelessness

Different program types will use different performance measures
- Emergency shelters (ES): Measures 1, 2, 3, and 5
- Transitional housing (TH): Measures 1, 2, 3, 4, and 5
- Permanent supportive housing (PSH): Measures 2, 4, and 7b
- Street outreach (SO): Measures 2, 3, and 7a
- Rapid re-housing (RRH): Measures 7b and 8
- System-Wide only: Measures 9 and 10

Method
The purpose of these San Joaquin Continuum of Care System-wide Performance Measures, Goals, and Strategies is to help improve the local response to homelessness and establish objective criteria for evaluating the relative efficacy of projects supported by Continuum of Care, Emergency Solutions Grants, and other funding sources targeted toward alleviating homelessness. All performance measures and goals are intended to be objective, founded in data and best practices, and incorporate an expert understanding of the local system of care.

The System-wide Performance and Evaluation Committee (Committee) began its research for performance baselines and objective performance criteria by examining the seven performance measures mandated by Housing and Urban Development. The Committee also considered

these measures' relevance to adequately measuring local system and project performance. It was determined that the HUD performance measures were not sufficient to fully understand how the local system and individual projects were performing, so three additional performance measures were proposed to establish a full picture of the SJCoC's ability to make homelessness rare, brief, and non-reocurring.

To establish a baseline for performance and determine appropriate goals for improvement in the adopted performance measures, the Committee examined local data from the SJCoC Homeless Management Information System from the period between 2015 and 2019, performance data from continuums of care across the United States during a similar timeframe, standards and benchmarks from the National Alliance to End Homelessness, and performance ranking standards from the National Homeless Information Project.[2]

The SJCoC established a policy goal, which was recommended by the Committee, that the SJCoC would have all SJCoC- and ESG-funded projects perform at or above the national performance average or median (depending upon which data point was less skewed by extreme outliers in the nation-wide data sets). With those parameters, the Committee sought to establish local goals for each performance measure that were realistic but would also represent significant improvement upon current performance.

During its examination of local baselines and nationwide performance, the Committee determined that for some specific performance measures, maintaining current performance was sufficient to consider the system or an individual project as "high performing"; for example, in Performance Measure 7 local performance shows a 95% rate of permanent housing retention and/or exit for those in permanent supportive housing, but a comparison to federal benchmarks, national performance, and local capacity suggests significant improvement above that mark is unlikely regardless of changes to projects at the local level.

For each performance measure, the Committee established baselines, goals for improvement, and suggested strategies that could help individual project providers reach those goals, and in turn help the SJCoC meet its system-wide performance goals. These baselines and goals will be used not only for system-wide performance evaluation, but will form the foundation for the evaluation of individual CoC-funded projects in the annual CoC Program Competition Reallocation Process, and in providing guidance for the possible renewal or reallocation of Emergency Solutions Grant-funded projects, among others.

The Committee recommends that the System-wide Performance Measures, Goals, and Strategies be revised at least every two years in response to changes in local performance, local need gaps analysis, and national trends.

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[2] For underlying standards, baselines, and comparisons, please see: "Appendix B — SJCoC System Performance 2015-16" "Appendix C — SJCoC System Performance 2016-17" "Appendix D — SJCoC System Performance 2017-18" "Appendix E — SJCoC RRH System Performance 2016-17" "Appendix F — SJCoC RRH System Performance 2017-18" "Appendix G — SJCoC RRH System Performance 2018-19" "Appendix H — SJCoC to Nationwide performance evaluation" "Appendix I — National Homeless Information Project ranking guidelines"

Measure 1

Reduction in the average and median length of time persons remain homeless
- **Performance Measure Goal (Proposed)**: Maintain current levels
- **Logic for goal**:
  - SJCoC is well below the national average in length-of-stay in emergency shelter.
  - Reduction realistically would require a reduction in the number of one-time homeless vouchers given through the TANF program or a massive increase in Rapid Re-Housing program dollars that could move significant numbers of TANF voucher recipients out of motels/hotels in less than 16 days;

Baseline:
Median length of stay, in days, at Emergency Shelter and Transitional Housing facilities.

	2015-16	2016-17	2017-18	Maintain
Median (ES)	23	16	16	16
Median (ES, TH)	41	16	16	16
Average (ES)	63*	42*	42	42
Average (ES, TH)	129*	55*	51	51

*This reduction can be primarily attributed to the massive loss of designated "transitional housing" beds within the CoC during this time frame, and is not necessarily a sign that programs became more effective in moving people out of homelessness.

Strategies:
- Limit emergency shelter stays to 180 days
- Emergency shelters conduct reviews every 30 days with possible extensions
- Provide case management staff for all emergency shelters
- Expand availability of rapid re-housing assistance
- Assess shelter resident's needs within 7 days of first date
- Reduce/limit time in transitional housing projects to no more than 15 months
- Re-purpose transitional programs to rapid re-housing programs

Measure 2

Reduction in the percent of persons who return to homelessness from permanent housing
Note: Overall, the percentage of households leaving for PH and returning to homelessness is fairly low, although specific populations have a greater risk. A more accurate picture of this measure requires improved data entry of those leaving emergency shelter.
- **Performance Measure Goal (Proposed)**: Reduce the overall return to homelessness for persons entering permanent housing to less than 20%
- **Logic for goal**:

- The national CoC average for return to shelter after 24 months in 2016-17 was 19.2%.

- **Baseline**:
Return rate to homelessness when clients exit homelessness to Permanent Housing

	2015-16	2016-17	2017-18	20% overall return rate to homelessness from 17-18
Within 6 months	9.6% (42 persons)	10.2% (92 persons)	7.7% (111 persons)	93 persons — 18 person reduction
Within 6-12 months	5.9% (26 persons)	5.4% (49 persons)	4.9% (71 persons)	60 persons — 11 person reduction
Within 12-24 months	9.5% (42 persons)	5.4% (49 persons)	11.3% (163 persons)	134 persons — 29 person reduction
Overall	25.1% (110 persons)	21.0% (190 persons)	23.8% (345 persons)	20% (290 persons – 55 person reduction)

- **Strategies**:
  - Improve emergency shelter exit interview strategies
  - Improve emergency shelter exit data entry
  - Provide diversion and prevention options for persons at risk of returning to homelessness

Measure 3

Reduction in the total number of persons who are homeless
Note: This measure is a system-wide issue and not the responsibility of individual agencies/programs.
- **Performance Measure Goal (Proposed)**: Reduce the total number of homeless by 2.5% annually
- **Logic for goal**:
  - The SJCoC core mission involves the reduction of homelessness throughout San Joaquin County. A 2.5% annual decrease in homelessness throughout San Joaquin County would represent a significant improvement in the overall conditions faced by households in the county, while also representing an achievable goal given the market and other conditions that have increased homelessness locally.

- **Baseline**:

	2015-16 homeless	2016-17 homeless	2017-18 homeless	2.5% reduction in homeless	2.5% reduction year 2 compounded
Total sheltered homeless	4,276*	7,235*	9,159*	8,930 (229)	8,707 (452)

*This increase can be primarily attributed to the new inclusion of data from Human Services Agency. Prior to 2016-17, data on persons receiving TANF homeless housing assistance was not included in the data sets.

- **Strategies**:
  - o Reduction in length of time homeless
  - o Reducing unsheltered population
  - o Implementation of diversion/prevention programs
  - o *Expansion of homeless prevention programs and opportunities*

Measure 4

Increase in the percent of adults who gain or increase employment or non-employment cash income over time

- **Performance Measure Goal (Proposed)**: 65% of adults will have an increase in income
- **Logic for goal**:
  - The SJCoC is a top performer compared to national rates in both increased income for project stayers and for project leavers. These goals are aggressive and may not be reached by the SJCoC, but represent the push for progress in helping households increase income.

- **Performance Measure Goal (Proposed)**: 45% of adults in TH projects will have an increase in earned income
- **Logic for goal**:
  - The SJCoC is a top performer compared to national rates in both increased income for project stayers and for project leavers. These goals are aggressive and may not be reached by the SJCoC, but represent the push for progress in helping households increase income.

- **Performance Measure Goal (Proposed)**: 10% of adults in PSH projects will have an increase in earned income
- **Logic for goal**:
  - The SJCoC is a top performer compared to national rates in both increased income for project stayers and for project leavers. These goals are aggressive and may not

be reached by the SJCoC, but represent the push for progress in helping households increase income.

- **Baseline**:

	% increased their income 2015-16	% increased their income 2016-17	% increased their income 2017-18	# of clients needed to meet Perf. Measure
Program stayers (overall)	26.7%	57.9%	57.6%	24 more (318 total stayers, 183 increased income)
Program leavers (overall)	57.2%	60.47%	39.8%	44 more (176 total leavers, 70 increased income)

- **Strategies**:
  - o Prioritize linking households with mainstream resources such as cash aid
  - o Prioritize linking households with employment training and placement programs to increase earned income

Measure 5

Reduction in the number of persons who become homeless for the first time
Note: This measure is a system wide issue and not the responsibility of individual agencies/programs.
- **Performance Measure Goal (Proposed)**: Reduce the number of persons entering ES or TH programs for the first time by 2.5% annually
- **Logic for goal**:
  - The SJCoC is significantly higher than the national median in this performance measure, but the experience of SJCoC in this measure is consistent with the experience of other CoCs in California. A 2.5% decrease annually coincides with its goal regarding a reduction of overall homelessness, although this system-wide goal likely will not be met without additional Homeless Prevention resources. (Median is used as a guide instead of average because large numbers in some CoCs, especially in Los Angeles, skewed the average.)
  -
- **Baseline**:

	2015-16	2016-17	2017-18	2.5% decrease	2.5% decrease 2 year compounded
Homeless for "first time"	2,509*	5,655*	6,454*	6,293 (161 person decrease)	6,136 (318 person decrease over 2 years)

according to HMIS					

*This increase can primarily be attributed to a more robust data-capture effort, including to the new inclusion of data from Human Services Agency. Prior to 2016-17, data on persons receiving TANF homeless housing assistance was not included in the data sets.

- **Strategies**:
  - Development of a single point of entry with coordinated assessment
  - Implement homeless diversion in conjunction with coordinated assessment
  - *Expansion of homeless prevention programs and opportunities*

Measure 6

Prevention and Housing Placement for Persons Defined by Category 3 of HUD's Definition of Homelessness
Note: This measure is only applicable to Continuums of Care that have exercised the authority and been approved by HUD to serve families with children who are homeless under other laws.
- **Not Applicable to the San Joaquin Continuum of Care**

Measure 7a

Increase in the percent of persons who exit from the streets to an ES, SH, TH, or PH destination
- **Performance Measure Goal (Proposed)**: Increase the percent of persons exiting the streets to some type of housing by 10% annually
- **Logic for goal**:
  - The SJCoC does not have national rates of comparison for this Measure, but realizes that the ultimate goal of all homeless assistance programs is to exit more unsheltered homeless people not just to emergency shelter, but to permanent housing. This Measure also requires a greater effort regarding collection of data to be meaningful.

- **Baseline:**

	2015-16	2016-17	2017-18	10% increase
Rate exiting to ES, TH	7.9% (41/517)	3.5% (43/1228)	1.86% (15/806)	2.05%
Rate exiting to PH	2.7% (14/517)	0.24% (3/1228)	0.37% (3/806)	0.41%
Overall positive exit rate	10.6% (55/517)	3.75% (46/1228)	2.23% (18/806)	2.46%

- **Strategies**:
  - o Improve data collection on persons leaving SO for housing
  - o Provide alternative shelter options
  - o Increase rapid re-housing availability options
  - o Increase permanent supportive housing availability

Measure 7b

<u>Increase in the percent of persons who exit to or retain permanent housing</u>
Note: The benchmark set by HUD for housing stability is 80%; the system wide measure has consistently been above 90% although serving more chronically homeless may impact this metric.
- **Performance Measure Goal (Proposed)**: Continuum of Care-funded permanent supportive housing projects will have a housing stability measure of at least 95%.
- **Logic for goal**:
  - - The SJCoC performs consistent with the national average when it comes to positive exits or retention in Permanent Supportive Housing. However, it is unrealistic to expect that the SJCoC climbs much further than the 95% success rate most recently reported in the HUD CoC Performance Portal given the difficult nature of the population to be served and market conditions that make it difficult to house chronically homeless individuals. Maintaining this level of performance system-wide would be considered evidence of a high-functioning system.

- **Baseline:**

	2015-16	2016-17	2017-18
Remaining in Permanent Supportive Housing	97.82% (673/688)	94.33% (716/759)	94.42% (694/735)

- **Strategies**:
  - o Prioritize CoC funding for PSH projects that demonstrate a housing stability measure above 90%

- **Performance Measure Goal (Proposed)**: Continuum of Care-funded rapid re-housing projects will have a rate of exit to permanent housing (as calculated among a total population of those who are approved for a rapid re-housing program but who do not necessarily receive assistance) of at least 45%.
- **Logic for goal**:
  - - The SJCoC performs poorly when compared to exits to permanent housing from Emergency Shelter, Transitional Housing, and Rapid Re-Housing, primarily because there is no data collected from those exiting emergency shelter (and there is no easy way to do so that will provide reliable data.) However, the SJCoC does track exits

from Rapid Re-Housing programs. This suggested Goal would place those efforts above the national average and the national median.

- **Baseline**:

	2015-16	2016-17	2017-18
Exiting ES, TH or RRH to permanent housing	29.44% (999/3,393)	13.35% (856/6,414)	11.39% (954/8,377)

- **Strategies**:
  - o Prioritize CoC funding for RRH projects that demonstrate a housing stability measure of 45% or more

Measure 8

Increase in the percent of persons who exit to or retain permanent housing
Note: This is a local measure designed to measure the effectiveness of rapid re-housing projects by adjusting for the ability of the housing market to absorb households into housing.

- **Performance Measure Goal (Proposed)**: Continuum of Care-funded rapid re-housing projects will have a household rate of exit to permanent housing (as calculated among a total population of those who receive assistance and obtain housing with the assistance of rapid re-housing) of at least 90%.
- **Logic for goal**:
  - The SJCoC baseline for this metric in 2016-17, 2017-18, 2018-19 was 87%, 92%, and 88%, for a three-year average of 89%. Absent data from national sources, this suggests a preliminary goal should be to aim for the higher end of the established performance range demonstrated by SJCoC CoC-funded programs. Maintaining this level of performance system-wide would be considered evidence of a high-functioning system.

- **Baseline:**

	2016-17	2017-18	2018-19
Exiting to Permanent Housing after Rapid Re-Housing assistance	87% (59/68)	92% (72/78)	88% (43/50)

- **Strategies**:
  - o Prioritize CoC funding for Rapid Re-Housing projects that demonstrate an exit-to-permanent housing rate of 90% or higher

Measure 9

Decrease the number of unsheltered homeless
Note: This local measure is a system wide issue and not the responsibility of individual agencies/programs.

- **Performance Measure Goal (Proposed)**: Decrease by 5% annually the number of unsheltered homeless in San Joaquin County
- **Logic for goal**:
  - The SJCoC seeks to reduce the number of unsheltered homeless, and a reduction of unsheltered homeless by 5% annually would represent significant progress on both a personal and system-wide level, especially given the external conditions both locally and in California that continue to contribute to an increase in the level of unsheltered homelessness.

- **Baseline**:

	2015 PiT	2017 PiT	2019 PiT	5% decrease	5% 2-year compounded decrease
Unsheltered homeless	535	567	1,558	1,480	1,406

- **Strategies**:
  - Expand the number and variety of ES beds
  - Expand the number of RRH and PSH units available
  - Expand homeless prevention and diversion programs and opportunities

Measure 10

Increase in the number of housing units available for those exiting the streets or ES
Note: This local measure cannot be accomplished without collaborative dedication of resources toward the construction of units or the expansion of Homeless Prevention / RRH / PSH resources.

- **Performance Measure Goal (Proposed)**: Annually increase the number of housing units occupied by those exiting the streets or ES
- **Logic for goal**:
  - Reducing unsheltered homelessness requires the creation of new beds of shelter. The SJCoC recognizes this and sets a goal to open new shelter beds.
  - Reducing homelessness also requires the production of new units, or making more units available through permanent supportive housing and rapid re-housing rental assistance. The SJCoC recognizes this and sets a goal to open new units, either through construction, acquisition, rehabilitation, or increasing rent support resources.

- **Baseline**:

	Emergency shelter beds	Transitional Housing beds	Permanent Supportive Housing and Rapid Re-Housing beds
2018 Housing Inventory Count	927	191	2,133
5-year goal for new units	100 new beds 1,027 total	0 new beds 191 total	250 new units 2,383 total

- **Strategies**:
  - o Expand Homeless Prevention / RRH / PSH programs and opportunities
  - o Construct new units of affordable housing dedicated to the homeless population