County of Santa Clara

Office of Supportive Housing

150 West Tasman Drive
San Jose, CA 95134
(408) 278-6400 Main
(669) 220-1444 Fax

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TO: Board of Supervisors
           Housing, Land Use, Environment and Transportation Committee (HLUET)
           Committee

FROM: Consuelo Hernandez, Office of Supportive Housing (OSH)

SUBJECT: Supportive Housing System in Santa Clara County

The attached report highlights trends, successes, and challenges of the supportive housing system in Santa Clara County between December 2022 and November 2023. The primary function of this report is to communicate how different programs are contributing to an overall reduction in homelessness. The supportive housing system includes housing programs that fall into five main categories: Emergency Shelter (ES), Transitional Housing (TH), Rapid Rehousing (RRH), Permanent Supportive Housing (PSH), and Homelessness Prevention (HP). Additionally, this report provides a summary of program updates and supplementary data focusing on the County's Homelessness Prevention programs.

Homelessness Prevention System Update

Building on a successful model that has been recognized nationwide, the County is integrating the Homelessness Prevention System (HPS) as a core strategy for ending homelessness in the region. In 2017 Destination: Home launched the HPS with support from the County and the City of San José and several other partners. The system was launched as a 2-year pilot program and was extended through the current fiscal year after demonstrating successful outcomes for households served. The system now includes 19 nonprofit organizations who have collectively helped more than 5,000 households remain successfully housed. Over the next six months OSH will be assuming oversight of the HPS. With this transition from Destination: Home to OSH, there will be no noticeable change for the people being served by HPS or any other major changes to the way the system operates. OSH and Destination: Home have been working with existing HPS partners over the past year to prepare for this transition. County oversight will bring new opportunities to integrate the system with other core safety net services and take other steps to sustain the system into the future.

A request for proposals (RFP) will be released in January 2024 in partnership with the City of San José to select an HPS Network Coordinator. The County intends to replicate as much of the current system as possible with little or no impact to the households being served or the partners involved. Destination: Home is committed to continuing to be part of the effort, and contributing private, flexible funding through the transition to ensure HPS can continue to be effective and responsive to community needs.

Supportive Housing System Trends and Highlights

Appendix A highlights data on two of the five overarching targets detailed in the County's 2020-2025 Community Plan to End Homelessness (Community Plan). As shown in Chart 1, the County has housed 13,450 individuals since January 2020, 67% toward the goal of housing 20,000 people by 2025. Chart 2 depicts progress toward the County's goal of reducing the number of newly homeless individuals and families each year by 30%. Inflow for calendar year 2019 (4,757 people) is used as a baseline. Inflow for the December 2022 to November 2023 reporting period is 4,267 households, demonstrating progress towards the five-year goal to reduce the number of households completing their first assessment (since becoming unhoused) to 3,330 households.

Appendix B provides program capacity and utilization for the five program categories outlined above plus the Safe Parking (SP) initiative. As depicted in the Program Utilization chart in Appendix B, Homelessness Prevention (100%), Permanent Supportive Housing (97%) have the highest utilization for the reporting period.

While capacity across many programs has remained relatively stable over the past year, the efforts to expand emergency shelter capacity across the county have resulted in a 38% increase in units. Permanent Supportive Housing capacity has increased by 8% over the past year and there are 1,102 housing units in construction or approved by the Board of Supervisors and are in the pipeline. As these units are completed and approved for occupancy, PSH and RRH capacity will increase significantly.

Appendix C illustrates key system performance measures, benchmarks for which are determined in coordination with community partners on an annual basis. A few highlights for the reporting period are provided below.

- Chart 2 provides data on exits to permanent housing destinations by housing type and period. Seventy-two percent (72%) of households exiting RRH programs exited to permanent housing for the current reporting period. Forty-one percent (41%) of households exiting ES programs moved on to permanent housing, exceeding the County's 38% performance goal. The system-wide value for exits to permanent housing destinations was 36% for the December 2022 through November 2023 study period. An analysis of total exits to permanent housing destinations shows the

continued challenges low-income households face in maintaining permanent housing without a subsidy. The percent of RRH clients who exited to rental housing without an ongoing subsidy decreased from 41% in the annual period two years prior to 30% in the current period. Due to the lack of affordable housing in the community, many unhoused individuals and families require rental assistance to obtain and maintain stable housing.

- Chart 3 provides data on the percentage of people in Permanent Housing programs retaining their housing in the reporting year. This primarily represents PSH programs. The housing retention rate was 96% for the current reporting period and this number has remained near the current benchmark of 98% for several years.

- Chart 4 provides data on returns to homelessness after exiting a program to a permanent housing destination two years prior. Data for the December 2022 to November 2023 period are generally aligned with the previous two periods with returns to homelessness within 2 years currently at 19%.

Appendix D presents data on housing placements and inflow by project type and month. The upper chart indicates the number of households that moved to permanent housing (housing placements), compared to the number of households completing their first housing assessment (inflow). In the month of November 2023, 57 households were housed through Rapid Rehousing programs and 49 households were housed in PSH programs. Over the past one year, approximately 2,594 households have been permanently housed (37% being families with children) and 4,267 households have taken the Vulnerability Index – Service Prioritization Decision Assistance Tool (VI-SPDAT) assessment for the first time (inflow). This means for every one household getting permanently housed, 1.6 households are getting assessed for their first time since becoming homeless. The inflow is classified by level of housing intervention – minimal intervention, RRH, or PSH.

The lower chart breaks down the housing placements by the type of project from which the household was receiving assistance. Permanent housing placements have increased by about 27% over the past year with a greater proportion being families with children compared to one year prior, due in part to the efforts of the Heading Home campaign. The need remains high with 318 households completing a housing assessment for the first time in November 2023 as shown in the upper chart, and annual inflow increasing by 26% compared to the previous 12 months.

The OSH will continue to monitor trends over the next several months as it relates to the number of households becoming homeless for the first time. As more housing developments are completed with over 1000 units of PSH and RRH units under construction or in the pipeline, the OSH expects placements into permanent housing to increase in the coming months.

Homelessness Prevention Trends and Highlights

The County's HP system identifies households at risk of experiencing homelessness and provides financial assistance and case management services to help them regain stability. The current system is centered on two ongoing programs. The first is the Emergency Assistance Network (EAN) HP. Through agreements with the seven agencies that participate in the EAN, residents throughout the county have access to emergency financial assistance and case management services. The second program is the Homelessness Prevention System (HPS), established in 2017 by the County in partnership with Destination: Home, the City of San José, and private funders. The HPS program has expanded to a total of 19 participating agencies and is coordinated through a central organization (HPS Network Coordinator) and intended to provide more flexible aid. This includes financial assistance over a period of time (rather than a single instance) and funds for other types of expenses. All HP programs offer rental assistance, security deposit, and utility assistance.

Appendices E through H include data related to these HP programs. Below are some highlights.

- Appendix E provides capacity, utilization, and outcome data for the main HP programs as well as capacity for additional HP programs in the county that are not tracked in HMIS. Chart 1 shows how capacity and utilization of the main HP programs increased significantly since program inception. Currently these programs can serve 1,930 households per year. Utilization (households served) is measured by how many households became enrolled in a program that year. Enrollments were lower in FY20-21 with the availability of additional Covid programs and the State Covid Relief program which ran through March 2022.

- Chart 2 of Appendix E displays program outcomes. Outcomes data for households receiving HP services shows high levels of housing stability. Approximately 96% of EAN HP households and 91% of HPS households that received assistance during the past year remained stably housed. Of those who exited the programs during the period, 99% of EAN HP households exited to permanent destinations and 90% of HPS households exited to permanent destinations.

- Appendix F provides the reasons for requesting HP assistance as reported by program participants. The primary reason for both programs remains income loss (i.e., job loss, benefits ended), with 37% of participants in the HPS program and 30% of participants in the EAN HP program. Income reduction (i.e., work hours reduction, benefits reduction, etc.) is the second most common reason for assistance

at 15% for both programs. Medical Emergency (self or family member) also remains as one of the top reasons for assistance.

- Financial assistance data is presented in Appendix G. The HP programs provided over $11.8 million in financial assistance over the past year. The most common type of assistance provided for both the HPS program and the EAN HP program was rental assistance (87% and 76%, respectively), followed by security deposit assistance for EAN HP and other type for HPS. As shown in the lower charts in Appendix G, the average rental assistance for the HPS program was $6,245 per household, compared to $3,281 in rental assistance per household in the EAN HP program. The larger amount for the HPS program reflects the flexible program design to meet specific household needs, as some individuals and families are assisted for two or more months.

- Appendix H provides demographic information for clients enrolled in the HP programs over the past one year. The majority (56%) of HPS participants are households with children while the majority (50%) of EAN HP participants are single adults. The heads of household for both program types are predominantly women.
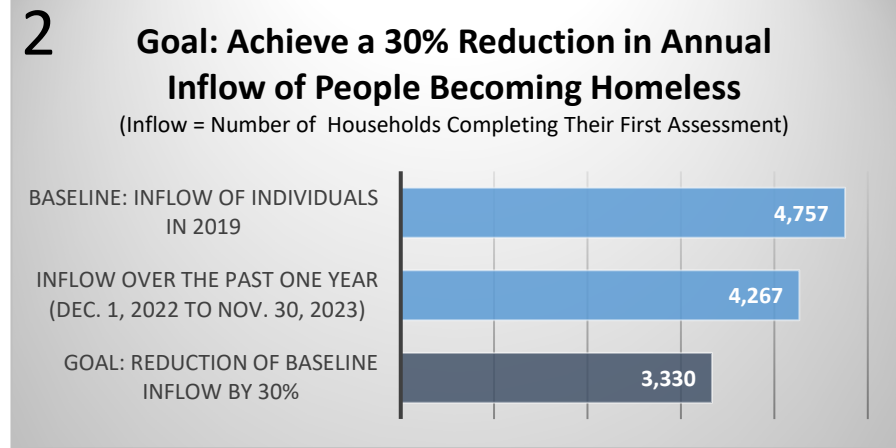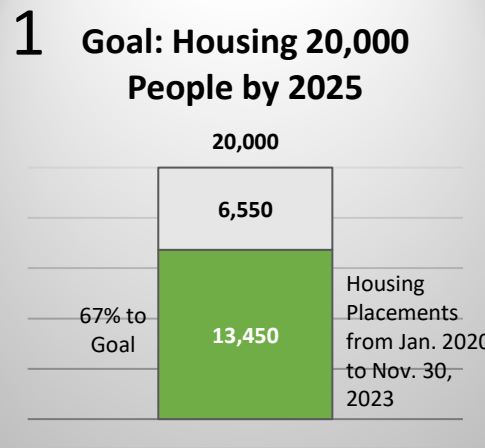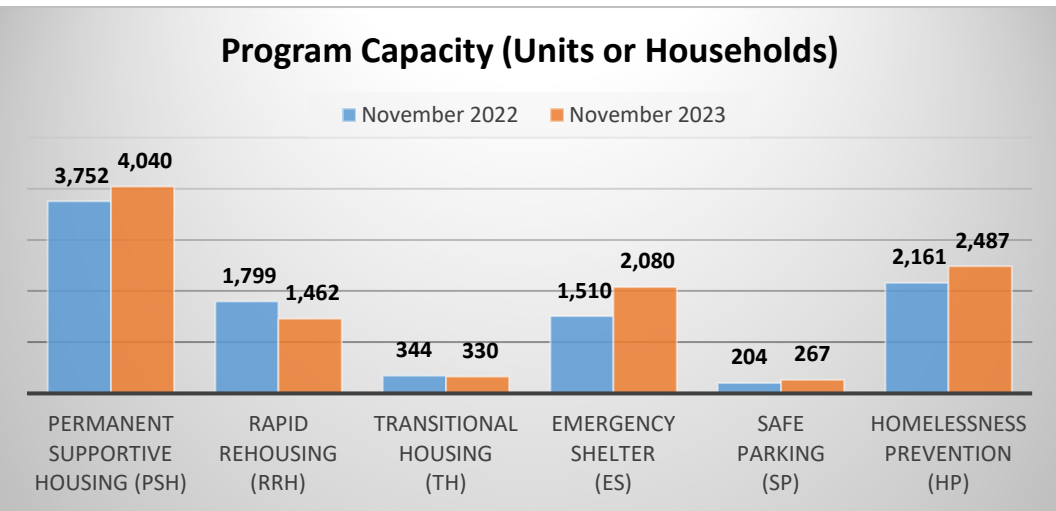
The 2020-2025 Community Plan to End Homelessness

The county-wide plan is our roadmap for ending homelessness in Santa Clara County. The 2020-2025 plan set aggressive targets designed to reverse the current growth in homelessness and bring us one step closer to our collective goal of eliminating homelessness in our community. Appendix A highlights specific goals related to this plan.

Santa Clara County Continuum of Care

Office of Supportive Housing

Supportive Housing System Dashboard

December 1, 2022 – November 30, 2023

Appendix A: Community Plan Goals

1 Goal: Housing 20,000 People by 2025

- 20,000
- 6,550
- 13,450 — 67% to Goal
- Housing Placements from Jan. 2020 to Nov. 30, 2023

2 Goal: Achieve a 30% Reduction in Annual Inflow of People Becoming Homeless

(Inflow = Number of Households Completing Their First Assessment)

- BASELINE: INFLOW OF INDIVIDUALS IN 2019 — 4,757
- INFLOW OVER THE PAST ONE YEAR (DEC. 1, 2022 TO NOV. 30, 2023) — 4,267
- GOAL: REDUCTION OF BASELINE INFLOW BY 30% — 3,330

Appendix B: Capacity and Utilization as of 11/30/2023

Program Capacity (Units or Households)

■ November 2022   ■ November 2023

Program	November 2022	November 2023
PERMANENT SUPPORTIVE HOUSING (PSH)	3,752	4,040
RAPID REHOUSING (RRH)	1,799	1,462
TRANSITIONAL HOUSING (TH)	344	330
EMERGENCY SHELTER (ES)	1,510	2,080
SAFE PARKING (SP)	204	267
HOMELESSNESS PREVENTION (HP)	2,161	2,487

Under Construction or in the Pipeline Approved by the Board

1,102 Total Housing Units (470 PSH, 473 RRH, 50 VASH, and 109 I/DD)

Program Utilization, November 2023

Program	Utilization
PSH	97%
RRH	77%
TH	89%
ES	90%
SP	74%
HP	100%
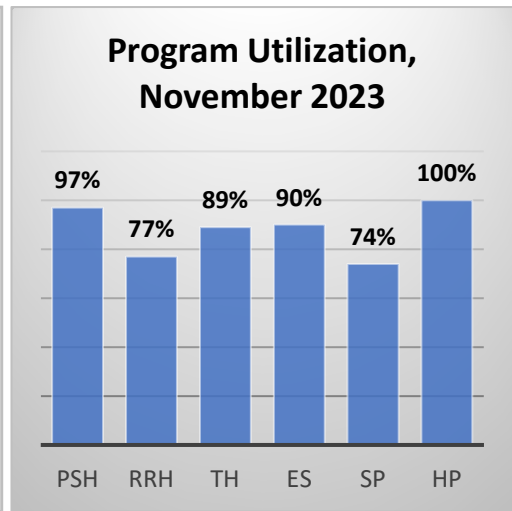
- Utilization: PSH is point-in-time utilization on November 30, 2023; TH and ES data reflects utilization for the month of November 2023; RRH, SP and HP utilization are based on the last 12 months.
- Program utilization is based on households enrolled in programs that are tracked in HMIS.
- PSH capacity includes 40 units which are Permanent Housing with services (no disability required).
- For Safe Parking programs, one parking space is the equivalent of one unit of capacity with an estimated 2.5 individuals per vehicle.

Appendix C: System Performance Measures

1 Total Enrollments and First Time Homelessness

- Enrollments into ES, SH, TH, or PH Programs
- System Entries: People Experiencing Homelessness for the First Time*

* "First Time" per HUD = no enrollments in ES, SH, TH or PH in the previous 24 months

	12/1/2020-11/30/2021	12/1/2021-11/30/2022	12/1/2022-11/30/2023
Total Enrollments	7,186	8,683	8,435
First Time (circle)	61%	64%	68%
System Entries	4,350	5,582	5,741

2 Exits to Permanent Housing Destinations

Of Persons in ES, TH, and RRH who Exited a program, the Percentage of Successful Exits to Permanent Housing

- 12/1/2020-11/30/2021
- 12/1/2021-11/30/2022
- 12/1/2022-11/30/2023

	12/1/2020-11/30/2021	12/1/2021-11/30/2022	12/1/2022-11/30/2023
SYSTEM (40% BENCHMARK)	39%	33%	36%
RAPID REHOUSING (80% BENCHMARK)	81%	73%	72%
TRANSITIONAL HOUSING (35% BENCHMARK)	31%	28%	30%
EMERGENCY SHELTER (38% BENCHMARK)	33%	35%	41%

3 Permanent Housing Retention

Percentage of People in Permanent Housing Programs (excluding Rapid Rehousing) Retaining Housing during the Reporting Year (Benchmark = 98%)

12/1/2020-11/30/2021	12/1/2021-11/30/2022	12/1/2022-11/30/2023
96.4%	95.9%	96.3%

4 Returns to Homelessness

After Exiting to Permanent Housing Destinations, the Percentage of People who Return to Homelessness within 6 Months, 1 Year, and 2 Years

- <6 Months
- < 1 Year
- < 2 Years

	<6 Months	< 1 Year	< 2 Years
12/1/2020 - 11/30/2021	8%	13%	18%
12/1/2021 - 11/30/2022	7%	11%	19%
12/1/2022 - 11/30/2023	7%	12%	19%

Appendix D: Housing Placements and Inflow by Month

Monthly Housing Placements vs. Homeless Inflow

Over the Past 1 Year: Approximately 2,594 Households Housed and 37% were Families with Children

Legend:
- Housing Placements (Household)
- Inflow: PSH Score Range
- Inflow: RRH Score Range
- Inflow: Minimal Intervention
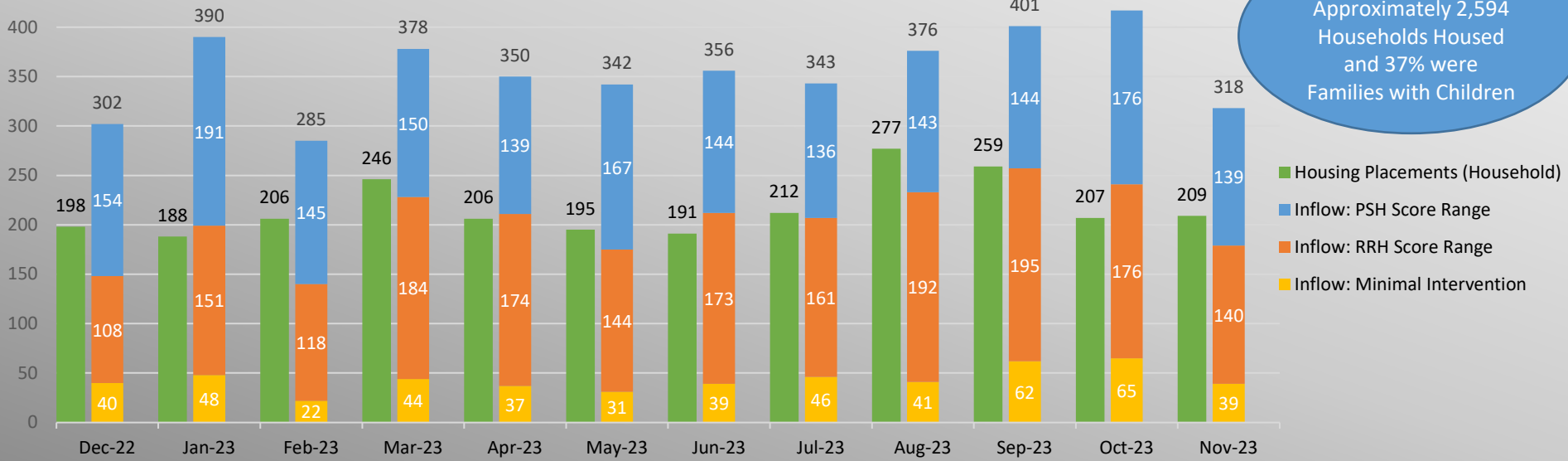
Monthly Housing Placements from Project Types

Legend:
- Permanent Supportive Housing
- PH-Housing Only (EHV)
- Rapid Rehousing
- Transitional Housing
- Emergency Shelter
- Other
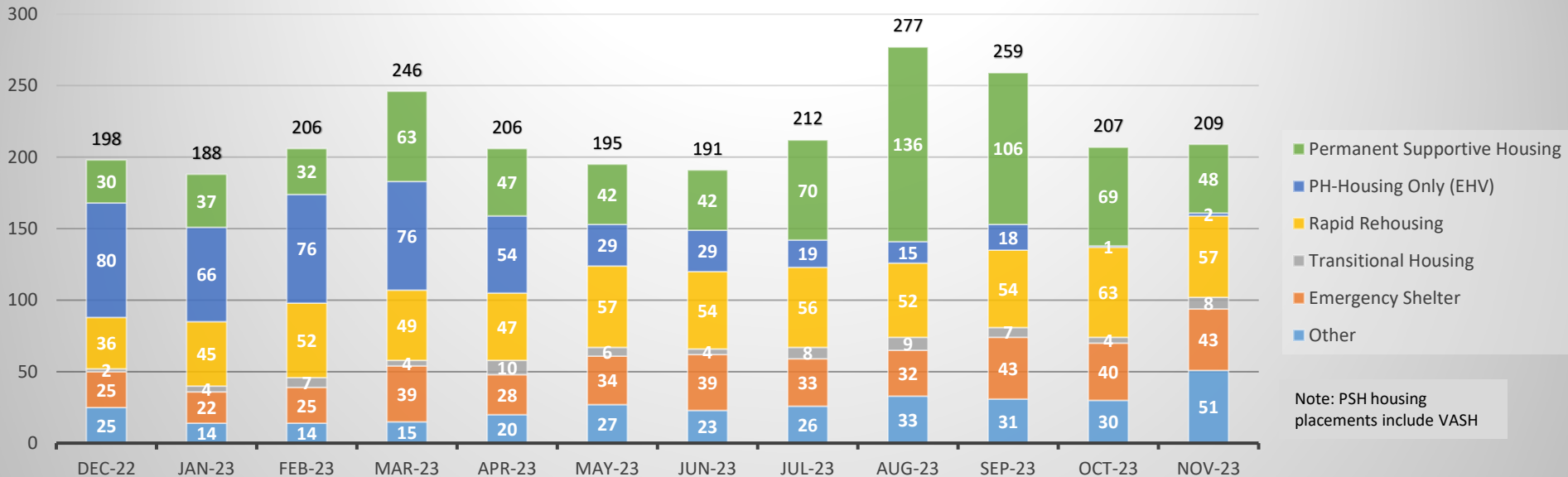
Note: PSH housing placements include VASH

Appendix E: Homelessness Prevention (HP) Capacity, Utilization, and Outcomes, November 2023

Santa Clara County Homelessness Prevention Programs (Not all tracked in HMIS)	Annual Capacity as of July 1, 2023
HPS (Homelessness Prevention Services)	1,700
EAN HP (Emergency Assistance Network - Homelessness Prevention)	230
WSHP (Wellness and Housing Stabilization Plan)	250
Reentry EAP (Emergency Assistance Program)	100
United Way Emergency Assistance Network	80
Goodwill Silicon Valley	55
SSVF (Supportive Services for Veteran Familiies)	51
Bill Wilson Center	21
Total	2,487

1 HP Capacity and Households Served (For HPS and EAN HP Combined)
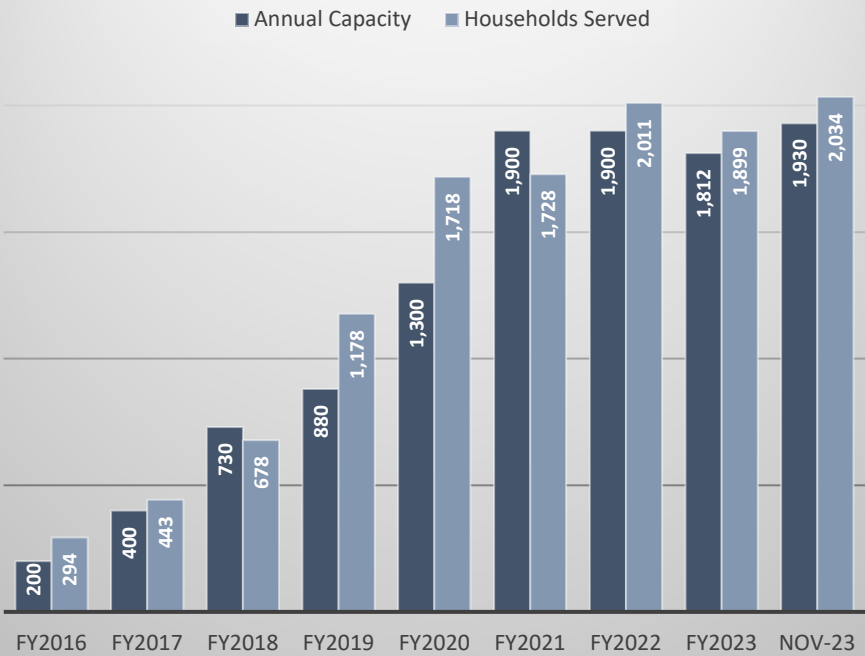
2 HP Program Outcomes (Dec. 2022 to Nov. 2023)
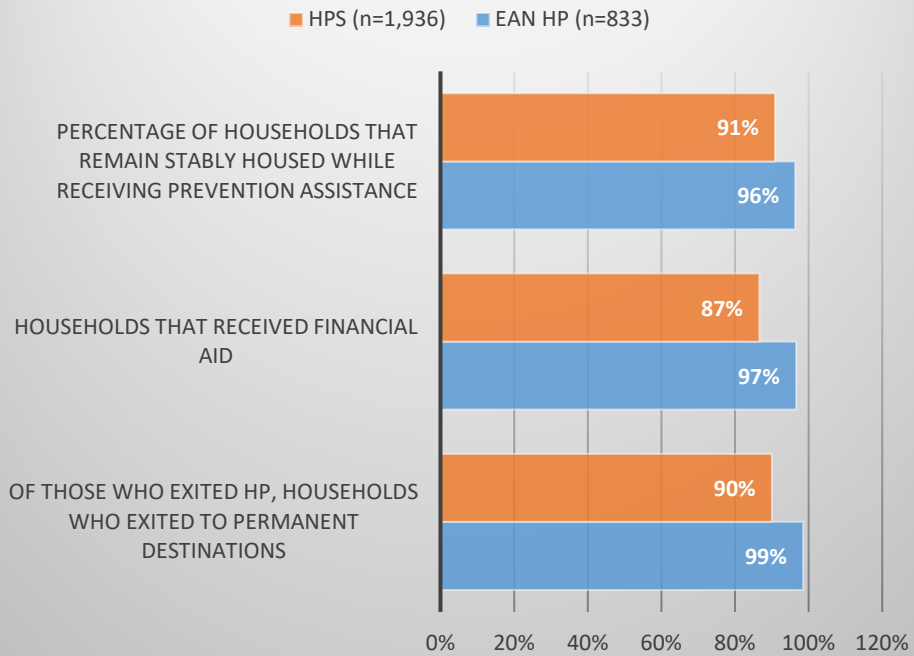
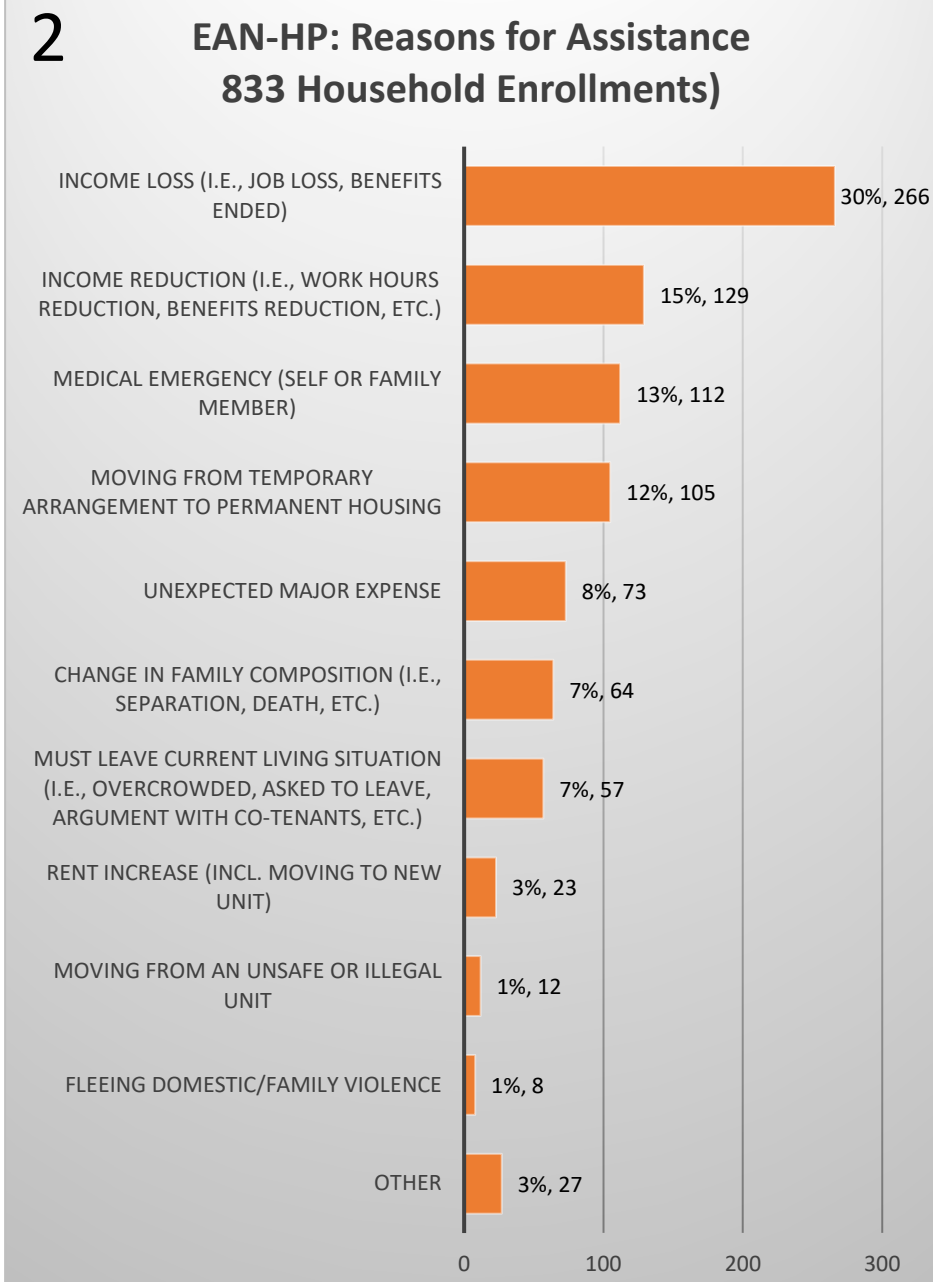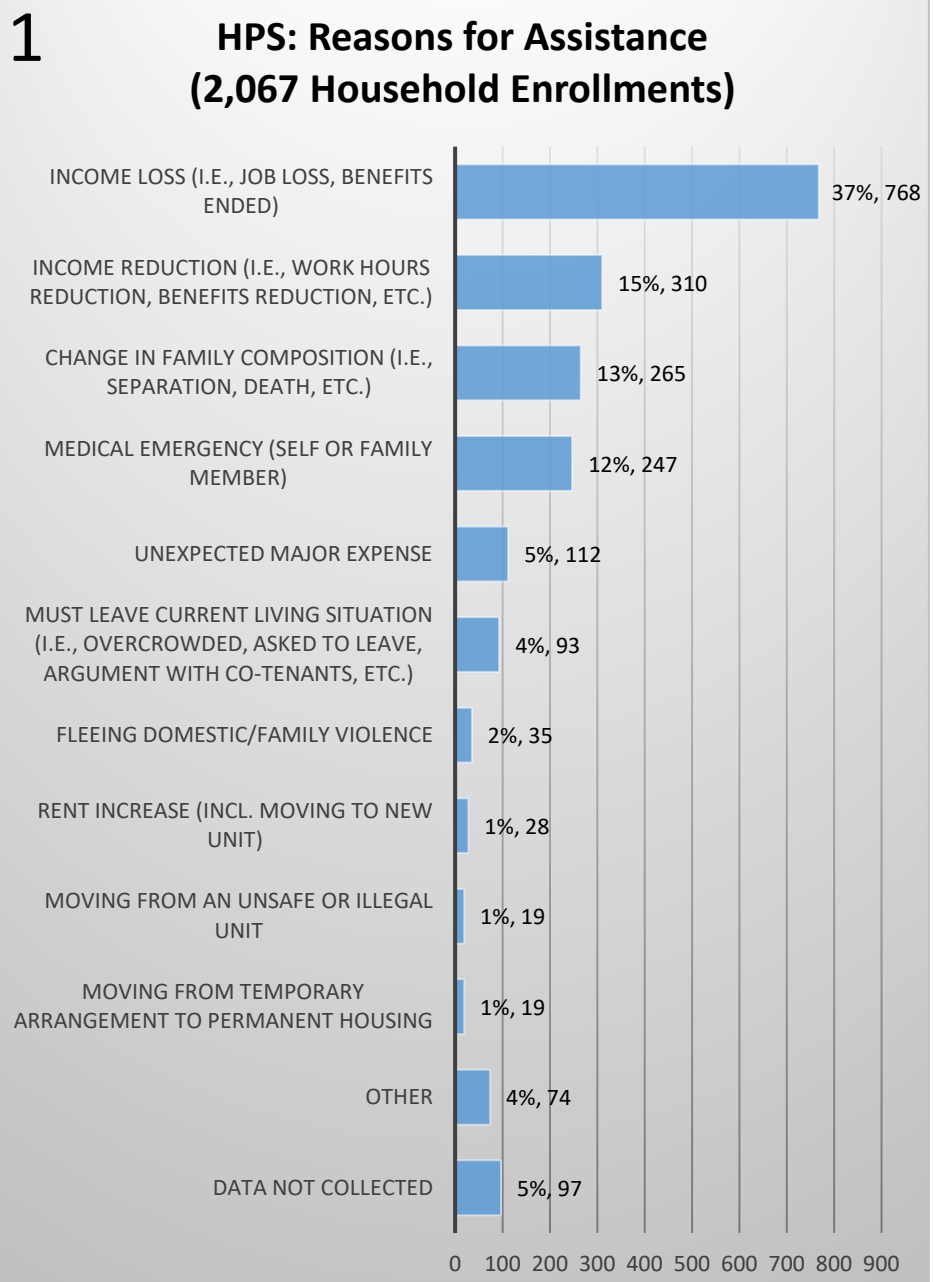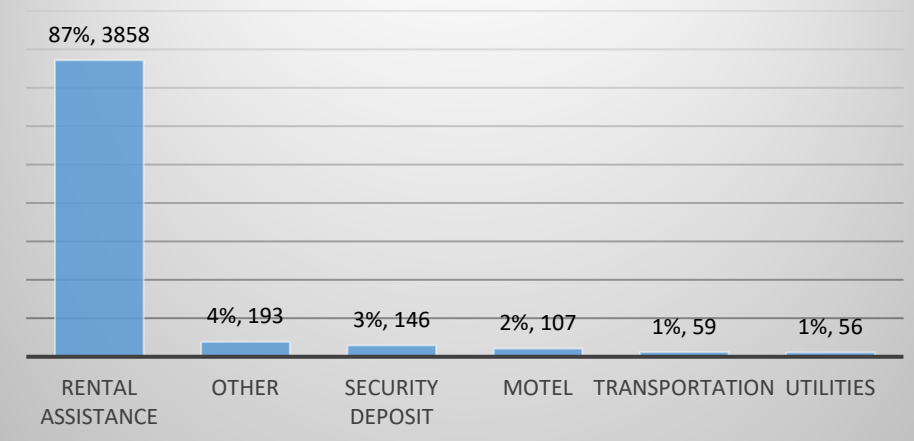# Appendix F: Homelessness Prevention Types of Assistance, Dec. 2022 to Nov. 2023

1   HPS: Reasons for Assistance (2,067 Household Enrollments)

Reason	Percent, Count
INCOME LOSS (I.E., JOB LOSS, BENEFITS ENDED)	37%, 768
INCOME REDUCTION (I.E., WORK HOURS REDUCTION, BENEFITS REDUCTION, ETC.)	15%, 310
CHANGE IN FAMILY COMPOSITION (I.E., SEPARATION, DEATH, ETC.)	13%, 265
MEDICAL EMERGENCY (SELF OR FAMILY MEMBER)	12%, 247
UNEXPECTED MAJOR EXPENSE	5%, 112
MUST LEAVE CURRENT LIVING SITUATION (I.E., OVERCROWDED, ASKED TO LEAVE, ARGUMENT WITH CO-TENANTS, ETC.)	4%, 93
FLEEING DOMESTIC/FAMILY VIOLENCE	2%, 35
RENT INCREASE (INCL. MOVING TO NEW UNIT)	1%, 28
MOVING FROM AN UNSAFE OR ILLEGAL UNIT	1%, 19
MOVING FROM TEMPORARY ARRANGEMENT TO PERMANENT HOUSING	1%, 19
OTHER	4%, 74
DATA NOT COLLECTED	5%, 97

2   EAN-HP: Reasons for Assistance 833 Household Enrollments)

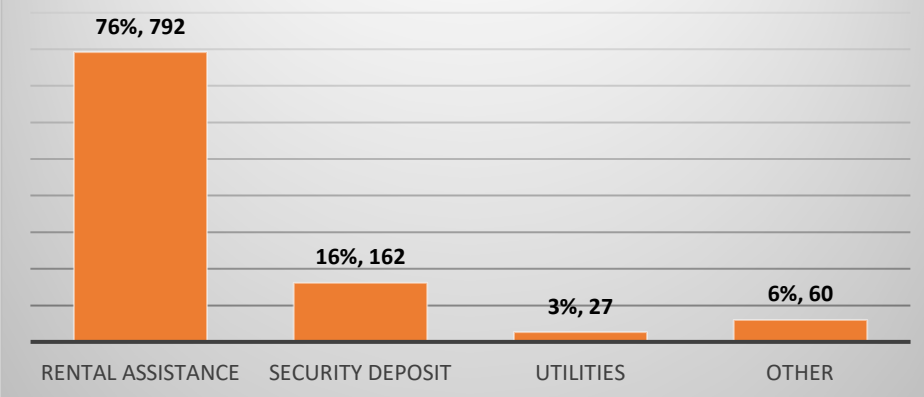| Reason	Percent, Count
INCOME LOSS (I.E., JOB LOSS, BENEFITS ENDED)	30%, 266
INCOME REDUCTION (I.E., WORK HOURS REDUCTION, BENEFITS REDUCTION, ETC.)	15%, 129
MEDICAL EMERGENCY (SELF OR FAMILY MEMBER)	13%, 112
MOVING FROM TEMPORARY ARRANGEMENT TO PERMANENT HOUSING	12%, 105
UNEXPECTED MAJOR EXPENSE	8%, 73
CHANGE IN FAMILY COMPOSITION (I.E., SEPARATION, DEATH, ETC.)	7%, 64
MUST LEAVE CURRENT LIVING SITUATION (I.E., OVERCROWDED, ASKED TO LEAVE, ARGUMENT WITH CO-TENANTS, ETC.)	7%, 57
RENT INCREASE (INCL. MOVING TO NEW UNIT)	3%, 23
MOVING FROM AN UNSAFE OR ILLEGAL UNIT	1%, 12
FLEEING DOMESTIC/FAMILY VIOLENCE	1%, 8
OTHER	3%, 27

Appendix G: HP Financial Assistance Types and Amounts, Dec. 2022 to Nov. 2023

1 — HPS: Number of Service Transactions by Type (4,419 Total Transactions for 1,444 Households)
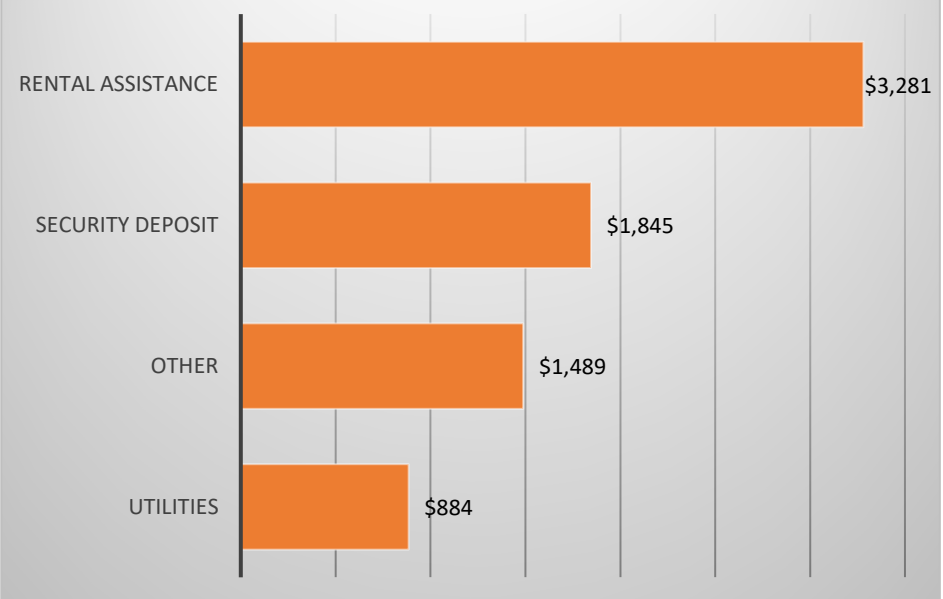
- RENTAL ASSISTANCE: 87%, 3858
- OTHER: 4%, 193
- SECURITY DEPOSIT: 3%, 146
- MOTEL: 2%, 107
- TRANSPORTATION: 1%, 59
- UTILITIES: 1%, 56

2 — EAN HP: Number of Service Transactions by Type (1,041 Total Transactions for 754 Households)

- RENTAL ASSISTANCE: 76%, 792
- SECURITY DEPOSIT: 16%, 162
- UTILITIES: 3%, 27
- OTHER: 6%, 60

3 — HPS: Average Amount of Assistance per Household (Total Assistance $9,293,557)

- RENTAL ASSISTANCE: $6,245
- MOTEL: $3,763
- SECURITY DEPOSIT: $2,483
- OTHER: $1,652
- UTILITIES: $1,033
- TRANSPORTATION: $432
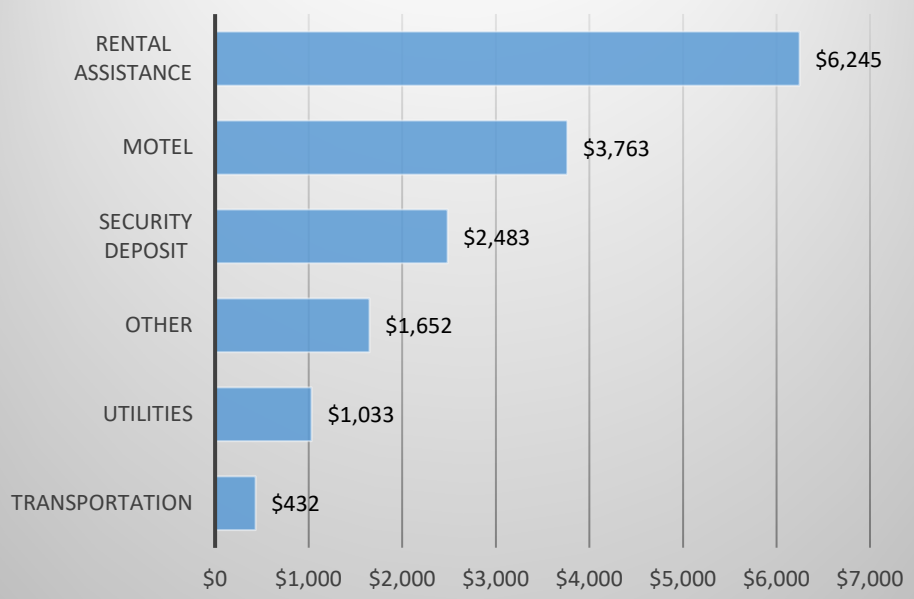
EAN HP: Average Amount of Assistance per Household (Total Assistance $2,531,190)

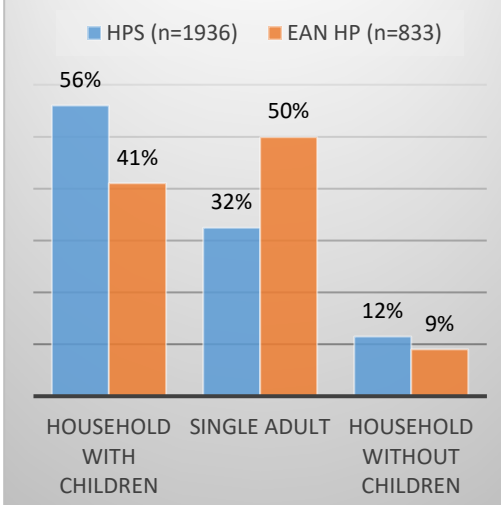- RENTAL ASSISTANCE: $3,281
- SECURITY DEPOSIT: $1,845
- OTHER: $1,489
- UTILITIES: $884

Appendix H: HP Demographics of Unduplicated Households Served, Dec. 2022 to Nov. 2023

By Race and Ethnicity

Legend: HPS (n=1936), EAN HP (n=833)
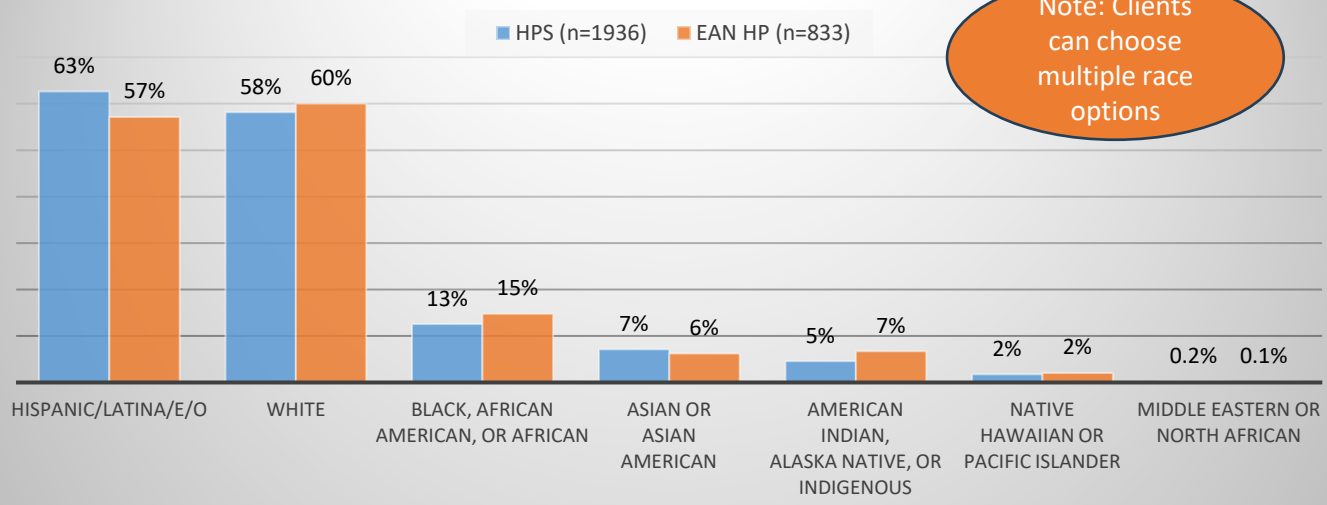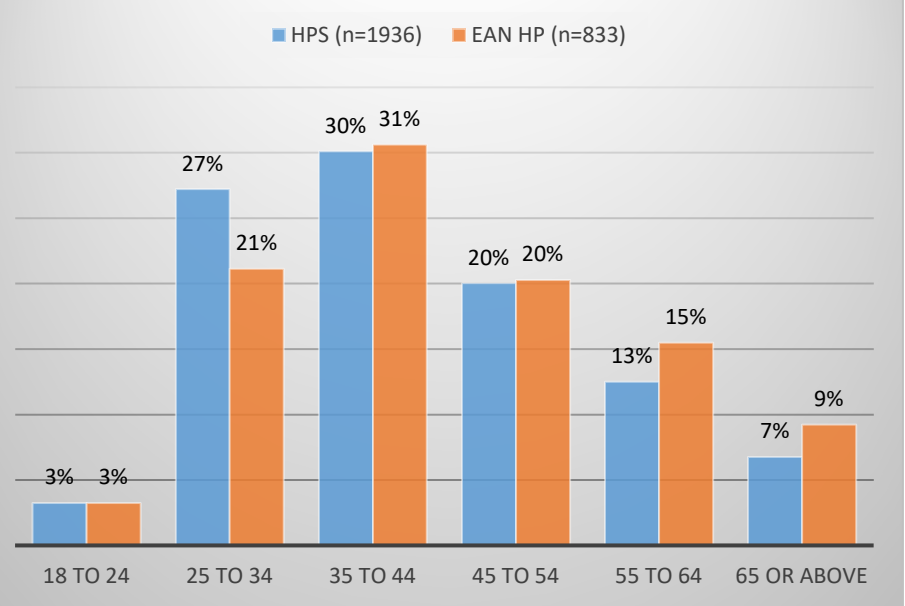
Note: Clients can choose multiple race options

Category	HPS	EAN HP
HISPANIC/LATINA/E/O	63%	57%
WHITE	58%	60%
BLACK, AFRICAN AMERICAN, OR AFRICAN	13%	15%
ASIAN OR ASIAN AMERICAN	7%	6%
AMERICAN INDIAN, ALASKA NATIVE, OR INDIGENOUS	5%	7%
NATIVE HAWAIIAN OR PACIFIC ISLANDER	2%	2%
MIDDLE EASTERN OR NORTH AFRICAN	0.2%	0.1%

By Household Type

Legend: HPS (n=1936), EAN HP (n=833)

Category	HPS	EAN HP
HOUSEHOLD WITH CHILDREN	56%	41%
SINGLE ADULT	32%	50%
HOUSEHOLD WITHOUT CHILDREN	12%	9%

By Age Tier

Legend: HPS (n=1936), EAN HP (n=833)

Category	HPS	EAN HP
18 TO 24	3%	3%
25 TO 34	27%	21%
35 TO 44	30%	31%
45 TO 54	20%	20%
55 TO 64	13%	15%
65 OR ABOVE	7%	9%

By Gender

Legend: HPS (n=1936), EAN HP (n=833)

Category	HPS	EAN HP
WOMAN	73%	70%
MAN	26%	30%
TRANSGENDER/NON-BINARY	0.4%	0.4%
DATA NOT COLLECTED	0.3%	

Note: Data is deduplicated based on the most recent program enrollment.