County of Santa Clara

Office of Supportive Housing

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

November 27, 2023

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 November 2022 and October 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 supplementary data focusing on the County's Temporary Housing and Permanent Supportive Housing programs.

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 13,234 individuals since January 2020, 66% 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 November 2022 to October 2023 reporting period is 4,255 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 (107%), Permanent Supportive Housing (95%) have the highest utilization for the reporting period.

Board of Supervisors: Sylvia Arenas, Cindy Chavez, Otto Lee, Susan Ellenberg, S. Joseph Simitian
County Executive: James R. Williams

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 37% increase in units. Permanent Supportive Housing capacity has increased by 7% 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-four percent (74%) 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 35% for the November 2022 through October 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 November 2022 to October 2023 period are generally aligned with the previous two periods with a slight increase in returns to homelessness within 2 years currently at 20%.

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 October 2023, 69 households were housed in PSH programs, which included housing placements at Immanuel-Sobrato Community Apartments in the City of San José and Sango Court Apartments in the City of Milpitas. Over

the past one year, approximately 2,560 households have been permanently housed (37% being families with children) and 4,255 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, 1.7 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 25% 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 417 households becoming homeless for the first time in October 2023 as shown in the upper chart, and annual inflow increasing by 28% 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.

Temporary Housing Programs

Appendices E through F contain data related to the County's temporary housing programs, which consist of emergency shelter, transitional housing, and safe parking projects. These programs have the capacity to serve a total of 2,610 households. When accounting for multiple beds in family units, the temporary housing system can serve an estimated 3,384 people every night. The graphs in Appendix E through F provide temporary housing capacity and utilization data as well as demographic data for households enrolled in the temporary housing programs.

Year-round emergency shelters (ES) represent the largest share of capacity at 2,008 units (see Appendix E, Chart 1) including 1,269 units of emergency shelter units, 665 units of interim housing. Interim housing units are often designated for clients enrolled in permanent housing programs and in housing search and/or include more robust case management and housing navigation services. Clients enrolled in interim housing programs have a 77% exit rate to permanent housing (see Appendix E, Chart 3).

Between January 2015 and December 2019, through the collective efforts of the County and its community partners, temporary housing and emergency shelter capacity doubled. The County's 2020-2025 Community Plan to End Homelessness contains a goal to again

double the number of year-round temporary housing beds and offer a variety of temporary housing options for unhoused residents. Currently the county is 39% to the goal of doubling temporary housing capacity from the baseline of 1,882 units in 2019.

In September 2021, the County officially launched the "Here4You" hotline which serves to centralize referrals to emergency shelter programs. The hotline matches households to the appropriate emergency shelter based on need and availability thus increasing the efficiency at which homeless clients can be linked to shelter beds in the County and eliminating the need for unhoused people to access multiple waiting lists. Over 2,000 clients were placed in Emergency Shelters through the Here4You hotline between November 2022 and October 2023. In March 2022, Housing Problem Solving was added as part of services provided by the hotline to quickly resolve a client's housing crisis through mediation techniques and financial assistance. Housing Problem Solving is currently being offered by five agencies within the county. As tracked in the Homelessness Management Information System (HMIS), 936 clients have received Housing Problem Solving services.

The county's safe parking programs provide a safe place for families and single adults living in cars or RVs. Located in the cities of Mountain View, San José, and Morgan Hill, safe parking programs have a total capacity of 267 spaces and a utilization rate of 78%. In the past year, nearly 400 households were served and 25% of households exited to permanent housing destinations and 27% of households exited to temporary destinations (see Appendix E, Chart 4). For households exiting safe parking programs in the past year, the average length of enrollment was 7.5 months (a median of 3 months). Households staying at safe parking lots receive case management services that connect clients to a variety of resources and help them attain more stable and permanent housing.

Permanent Supportive Housing

Appendices G through I provide data and outcomes related to the County's PSH programs. PSH provides longer-term rental assistance, case management and supportive services to the most vulnerable chronically homeless individuals and families in the community. It is guided by the principles of Housing First and harm reduction. Housing First focuses on providing housing to homeless people as quickly as possible and providing supportive services tailored to the needs of each client. The harm reduction model is used in the context of homeless people who engage in substance abuse. It focuses on serving the client while also reducing the negative consequences of the client's substance use.

Appendices G and H provide capacity, enrollment, and demographic data for all PSH programs. Highlights include the following:

- Chart 2 in Appendix G shows that of the 3,746 enrollments in PSH programs that are tracked in HMIS, 91% of the people enrolled are currently housed. The remaining

clients are in the housing search process or waiting for their unit to be ready. Note that participation data from the [HUD-VASH] program was recently integrated in the local HMIS. This represents an addition of over 1000 veterans for whom the County will be able to track outcome data and better understand their needs.

- Most PSH program participants (77%) report a mental health issue (Appendix G, Chart 3), and approximately half (51%) report a substance use issue. Most participants (73%) report two or more (co-occurring) disabilities. These data reflect the population for whom PSH services are intended – individuals who will require long-term assistance due to a chronic disabling condition.

Nearly 60% of the County's PSH program capacity consists of Care Coordination Project (CCP) programs (see Appendix G, Chart 1). The CCP is a multi-agency initiative developed to ensure the effectiveness of case management for the most vulnerable members of the County's homeless population. It is designed to coordinate, prioritize, and deliver permanent supportive housing to these highly vulnerable chronically homeless individuals and families.

Appendix I provides data and outcomes for participants in CCP-specific programs, which include both Scattered-Site and Project-Based Voucher (PBV) programs[1]. Highlights from the charts in Appendix J, which focus on CCP enrollments and retention, are as follows:

- Chart 1 shows from July 1, 2011, through October 31, 2023, the CCP enrolled 3,518 chronically homeless households (a total of 4,307 individuals) into intensive case management services and housed 3,078 households.

- Chart 2 shows the length of time from program enrollment to move-in date for housed CCP households. 42% of households were housed within 60 days of enrollment and another 19% were housed between 60 and 120 days of enrollment.

- Chart 3 shows the annual CCP housing retention rate for the period November 2022 to October 2023. The housing retention rate (defined for CCP as 12 consecutive months of housing) for the period is 95%.

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[1] Scattered-Site PSH provides housing to participants via private market housing units dispersed throughout the community, with mobile or off-site support services. Project-Based PSH provides housing at a central multi-unit development, with support services provided on-site.
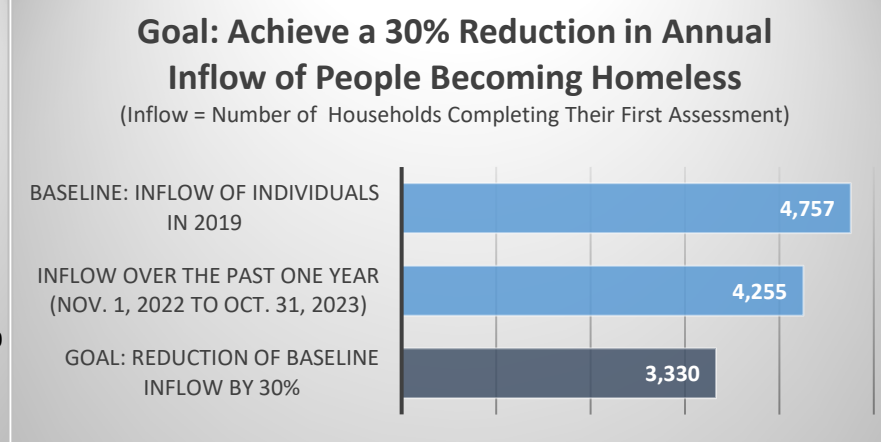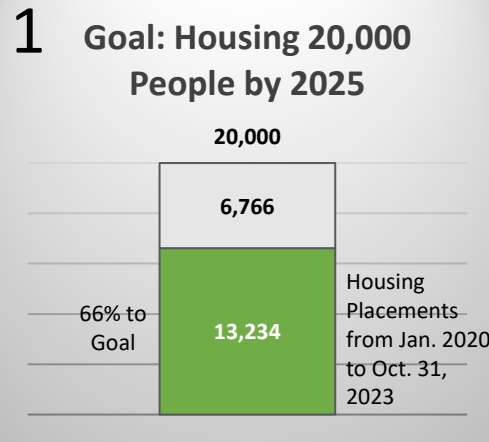
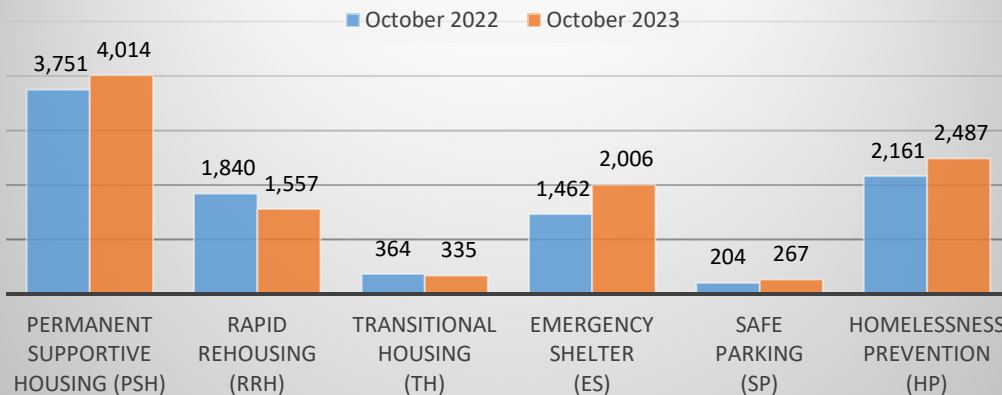**The 2020-2025 Community Plan to End Homelessness**

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

November 1, 2022 – October 31, 2023

Appendix A: Community Plan Goals

1 Goal: Housing 20,000 People by 2025

20,000

6,766

13,234

66% to Goal

Housing Placements from Jan. 2020 to Oct. 31, 2023

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 (NOV. 1, 2022 TO OCT. 31, 2023) — 4,255

GOAL: REDUCTION OF BASELINE INFLOW BY 30% — 3,330

Appendix B: Capacity and Utilization as of 10/31/2023

Program Capacity (Units or Households)

■ October 2022 ■ October 2023

Program	October 2022	October 2023
PERMANENT SUPPORTIVE HOUSING (PSH)	3,751	4,014
RAPID REHOUSING (RRH)	1,840	1,557
TRANSITIONAL HOUSING (TH)	364	335
EMERGENCY SHELTER (ES)	1,462	2,006
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, October 2023

	PSH	RRH	TH	ES	SP	HP
Utilization	95%	90%	89%	90%	78%	107%
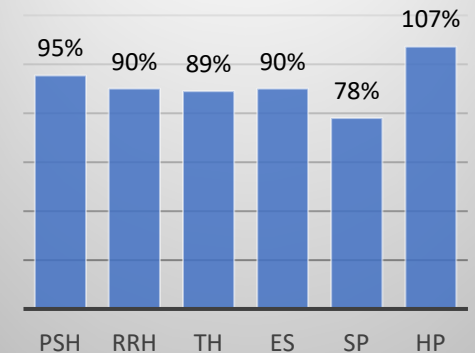
- Utilization: PSH is point-in-time utilization on October 31, 2023; TH and ES data reflects utilization for the month of October 2023; RRH, SP and HP utilization are based on the last 12 months.
- Program utilization is based on households enrolled in programs that are tracked in HMIS.
- PSH capacity 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

Period	Total Enrollments	First Time %	System Entries
11/1/2020-10/31/2021	7,197	61%	System Entries 4,363
11/1/2021-10/31/2022	8,292	63%	System Entries 5,259
11/1/2022-10/31/2023	8,660	69%	System Entries 5,959

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

- 11/1/2020-10/31/2021
- 11/1/2021-10/31/2022
- 11/1/2022-10/31/2023

	11/1/2020-10/31/2021	11/1/2021-10/31/2022	11/1/2022-10/31/2023
SYSTEM (40% BENCHMARK)	39%	34%	35%
RAPID REHOUSING (80% BENCHMARK)	81%	72%	74%
TRANSITIONAL HOUSING (35% BENCHMARK)	32%	30%	27%
EMERGENCY SHELTER (38% BENCHMARK)	31%	35%	41%

3 Permanent Housing Retention

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

Period	Retention
11/1/2020-10/31/2021	96.5%
11/1/2021-10/31/2022	95.9%
11/1/2022-10/31/2023	96.1%

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

Period	<6 Months	< 1 Year	< 2 Years
11/1/2020 - 10/31/2021	8%	12%	18%
11/1/2021 - 10/31/2022	7%	11%	18%
11/1/2022 - 10/31/2023	7%	12%	20%

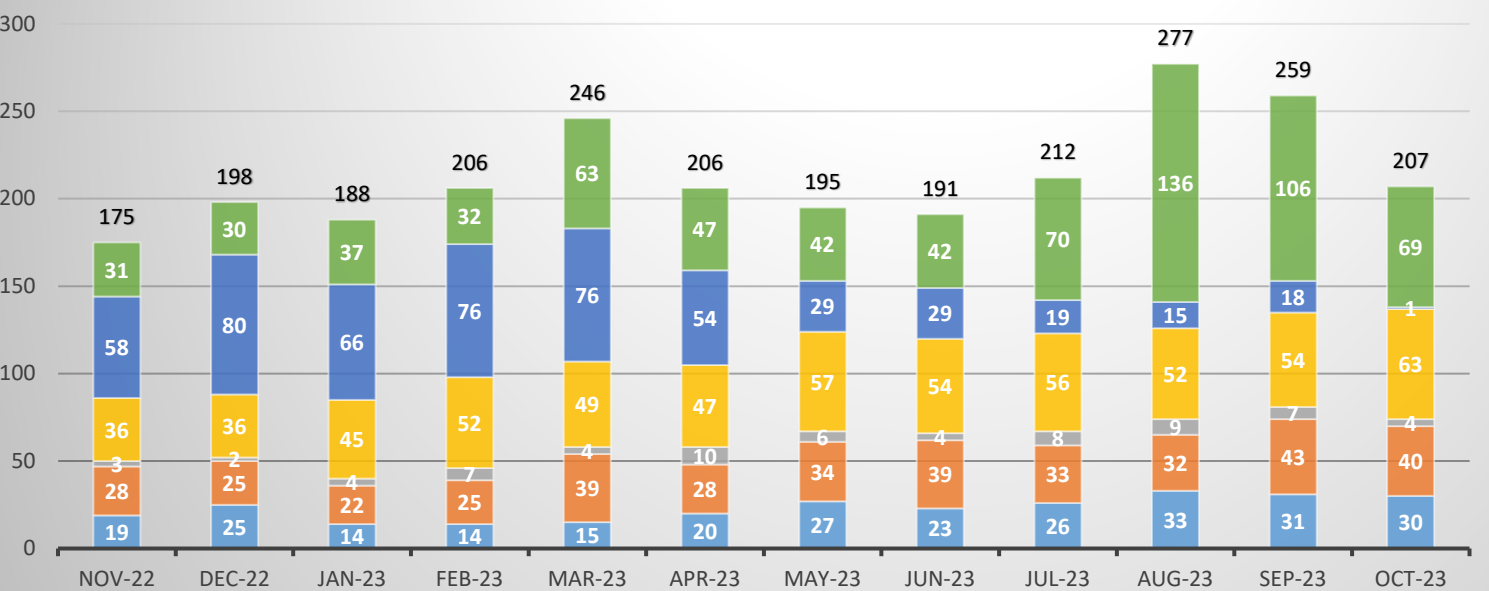# Appendix D: Housing Placements and Inflow by Month

Monthly Housing Placements vs. Homeless Inflow
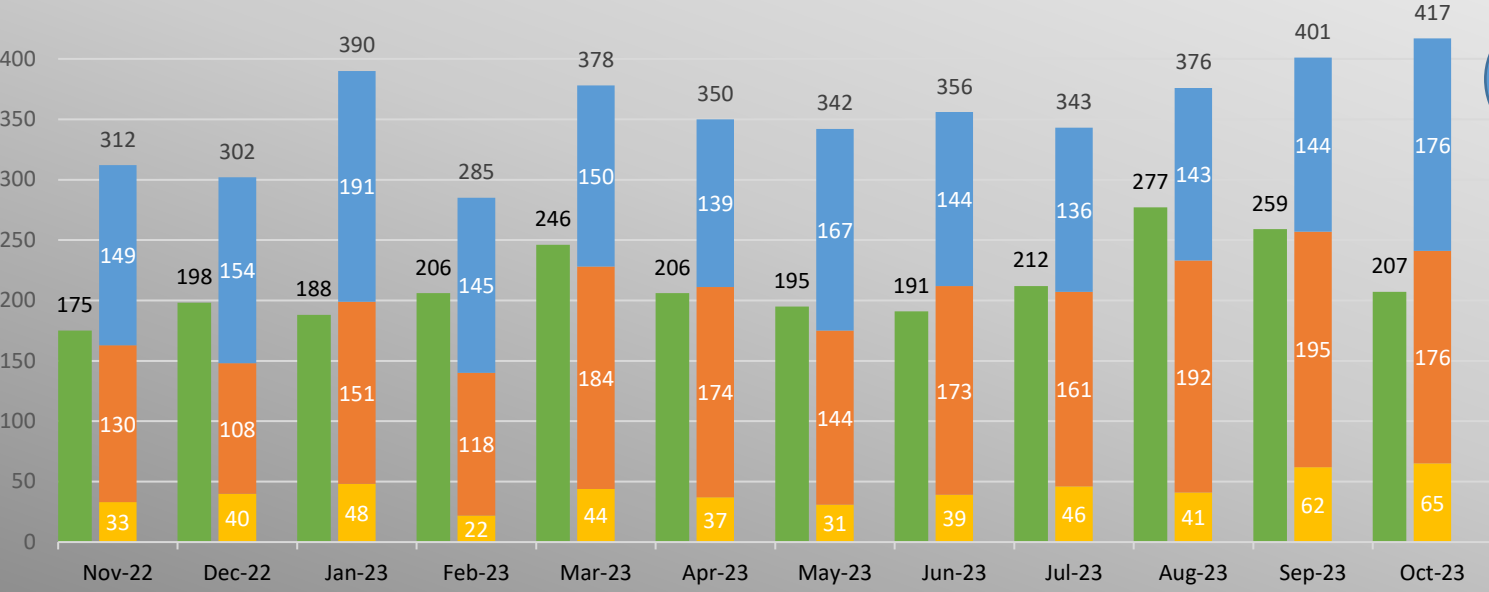
Over the Past 1 Year: Approximately 2,560 Households Housed and 37% were Families with Children

Legend:
- Housing Placements (Household)
- Inflow: PSH Score Range
- Inflow: RRH Score Range
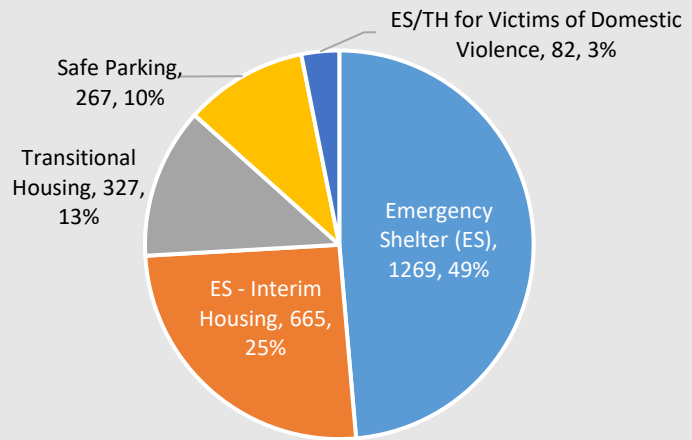- Inflow: Minimal Intervention

Month	Housing Placements	PSH Score Range	RRH Score Range	Minimal Intervention	Inflow Total
Nov-22	175	149	130	33	312
Dec-22	198	154	108	40	302
Jan-23	188	191	151	48	390
Feb-23	206	145	118	22	285
Mar-23	246	150	184	44	378
Apr-23	206	139	174	37	350
May-23	195	167	144	31	342
Jun-23	191	144	173	39	356
Jul-23	212	136	161	46	343
Aug-23	277	143	192	41	376
Sep-23	259	144	195	62	401
Oct-23	207	176	176	65	417

Monthly Housing Placements from Project Types

Legend:
- Permanent Supportive Housing
- PH-Housing Only (EHV)
- Rapid Rehousing
- Transitional Housing
- Emergency Shelter
- Other

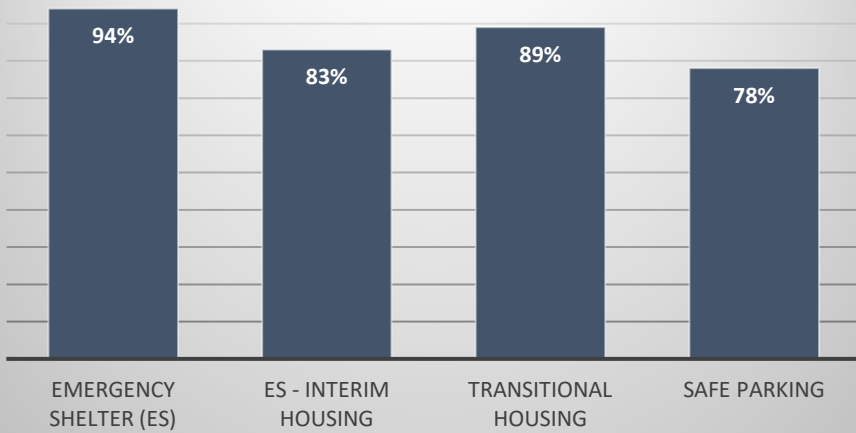| Month	Permanent Supportive Housing	PH-Housing Only (EHV)	Rapid Rehousing	Transitional Housing	Emergency Shelter	Other	Total
NOV-22	31	58	36	3	28	19	175
DEC-22	30	80	36	2	25	25	198
JAN-23	37	66	45	4	22	14	188
FEB-23	32	76	52	7	25	14	206
MAR-23	63	76	49	4	39	15	246
APR-23	47	54	47	10	28	20	206
MAY-23	42	29	57	6	34	27	195
JUN-23	42	29	54	4	39	23	191
JUL-23	70	19	56	8	33	26	212
AUG-23	136	15	52	9	32	33	277
SEP-23	106	18	54	7	43	31	259
OCT-23	69	1	63	4	40	30	207

Appendix E: Temporary Housing Capacity, Utilization and Outcomes – Oct. 31, 2023

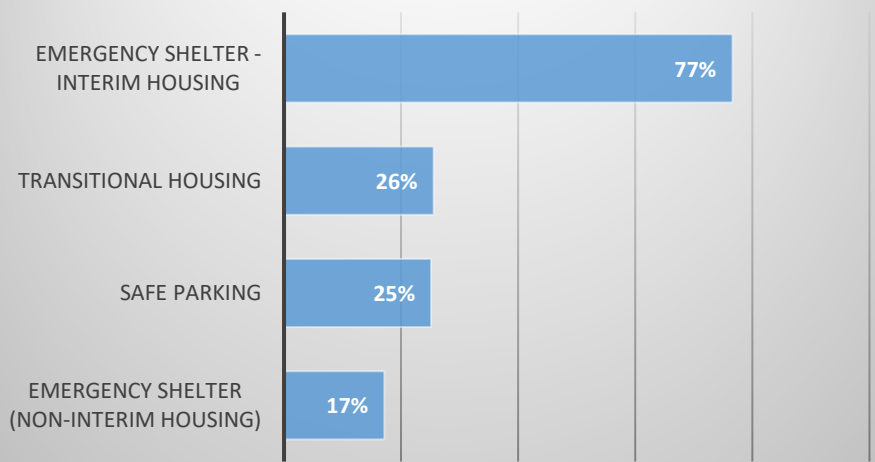## 1. Temporary Housing Program Capacity (Units or Households)
Total = 2,610

- Emergency Shelter (ES), 1269, 49%
- ES - Interim Housing, 665, 25%
- Transitional Housing, 327, 13%
- Safe Parking, 267, 10%
- ES/TH for Victims of Domestic Violence, 82, 3%

2. Temporary Housing Utilization

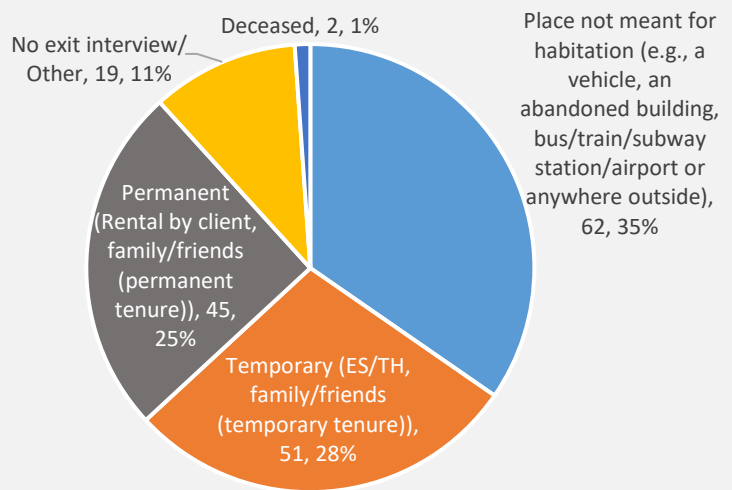| Program	Utilization
EMERGENCY SHELTER (ES)	94%
ES - INTERIM HOUSING	83%
TRANSITIONAL HOUSING	89%
SAFE PARKING	78%

Note: Domestic Violence program utilization is not reported as data is not recorded in HMIS in compliance with HUD safety and confidentiality provisions.

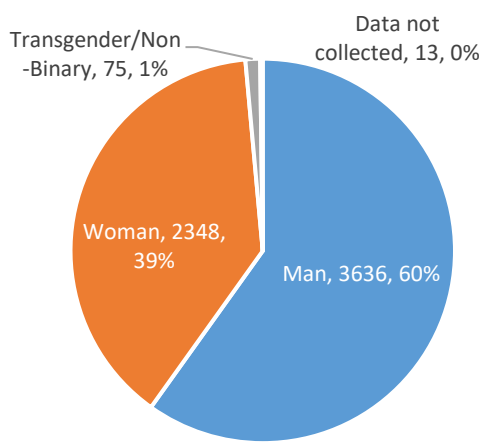## 3. Exits to Permanent Housing Destinations (Past 12 Months)

Program	Percent
EMERGENCY SHELTER - INTERIM HOUSING	77%
TRANSITIONAL HOUSING	26%
SAFE PARKING	25%
EMERGENCY SHELTER (NON-INTERIM HOUSING)	17%

4. Safe Parking Exit Destinations

- Deceased, 2, 1%
- No exit interview/ Other, 19, 11%
- Permanent (Rental by client, family/friends (permanent tenure)), 45, 25%
- Place not meant for habitation (e.g., a vehicle, an abandoned building, bus/train/subway station/airport or anywhere outside), 62, 35%
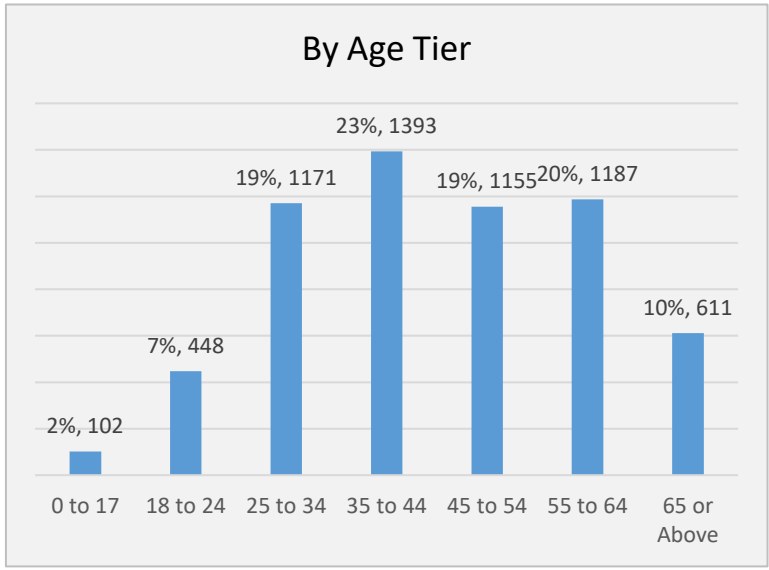- Temporary (ES/TH, family/friends (temporary tenure)), 51, 28%

Appendix F: Temporary Housing Demographics (Enrolled 11/1/2022 to 10/31/2023)

The following are demographics for 6,072 households enrolled in temporary housing programs (Emergency Shelter, Transitional Housing, and Safe Parking) between Nov. 2022 to Oct. 2023, deduplicated my the most recent program enrollment date.
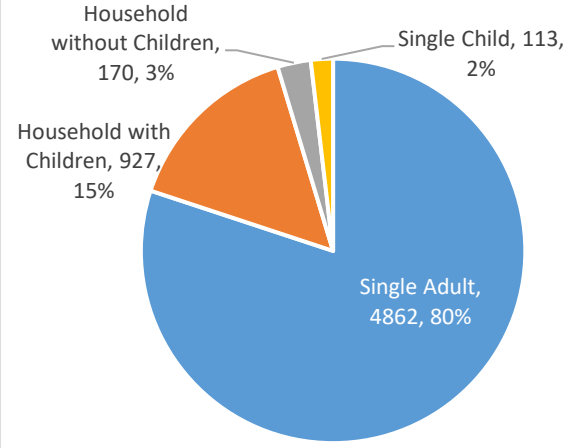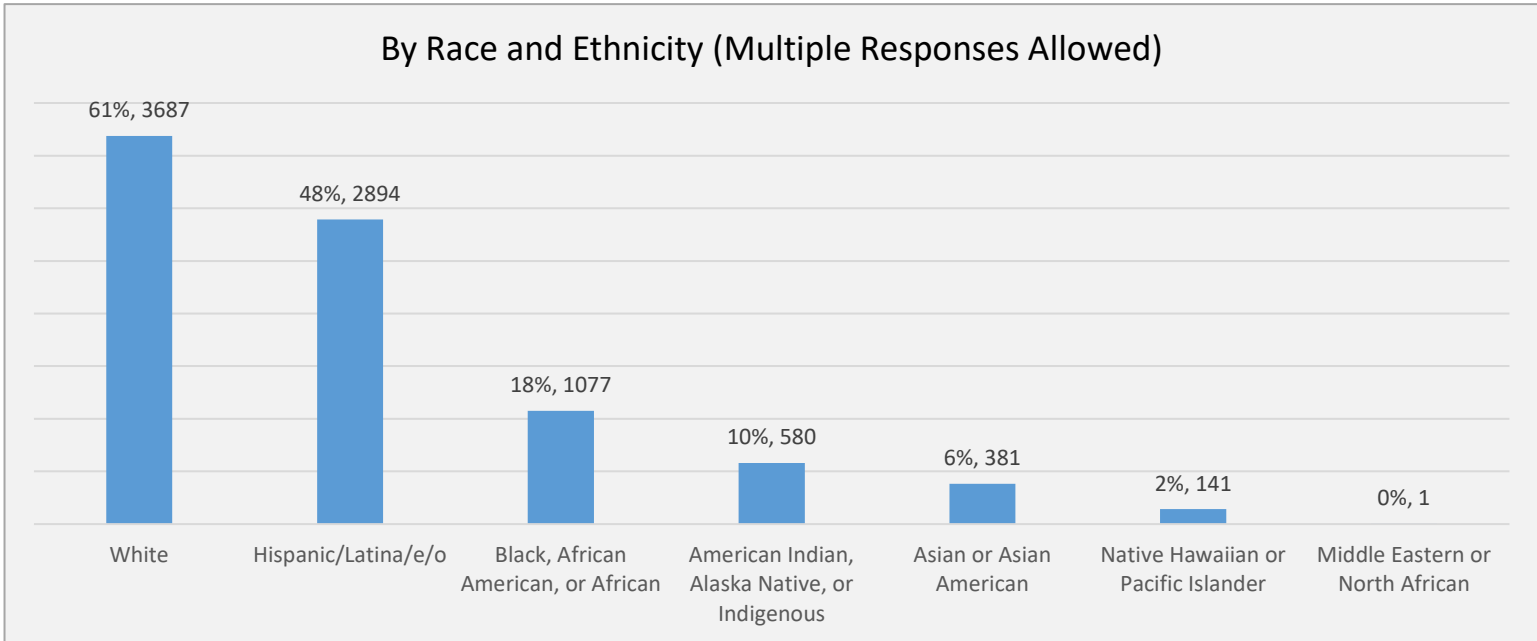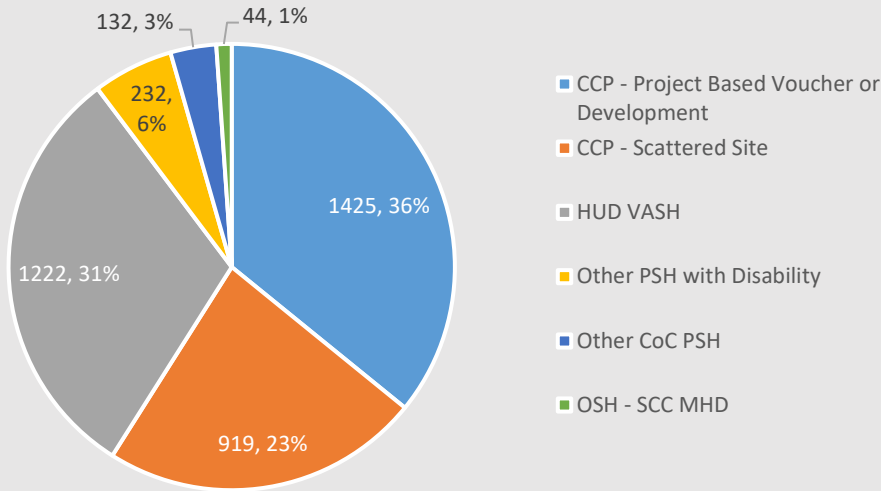
By Gender

- Transgender/Non-Binary, 75, 1%
- Data not collected, 13, 0%
- Woman, 2348, 39%
- Man, 3636, 60%

By Age Tier

- 0 to 17: 2%, 102
- 18 to 24: 7%, 448
- 25 to 34: 19%, 1171
- 35 to 44: 23%, 1393
- 45 to 54: 19%, 1155
- 55 to 64: 20%, 1187
- 65 or Above: 10%, 611

By Household Type

- Household without Children, 170, 3%
- Single Child, 113, 2%
- Household with Children, 927, 15%
- Single Adult, 4862, 80%

By Race and Ethnicity (Multiple Responses Allowed)

- White: 61%, 3687
- Hispanic/Latina/e/o: 48%, 2894
- Black, African American, or African: 18%, 1077
- American Indian, Alaska Native, or Indigenous: 10%, 580
- Asian or Asian American: 6%, 381
- Native Hawaiian or Pacific Islander: 2%, 141
- Middle Eastern or North African: 0%, 1

Appendix G: Permanent Supportive Housing (PSH) Capacity and Enrollment Data – Oct. 31, 2023

1 — Total PSH Capacity = 3,974

- CCP - Project Based Voucher or Development: 1425, 36%
- CCP - Scattered Site: 919, 23%
- HUD VASH: 1222, 31%
- Other PSH with Disability: 232, 6%
- Other CoC PSH: 132, 3%
- OSH - SCC MHD: 44, 1%

2 — Housing Status (For 3,746 PSH Enrolled Households)

- In Housing Search, 329, 9%
- Housed, 3417, 91%
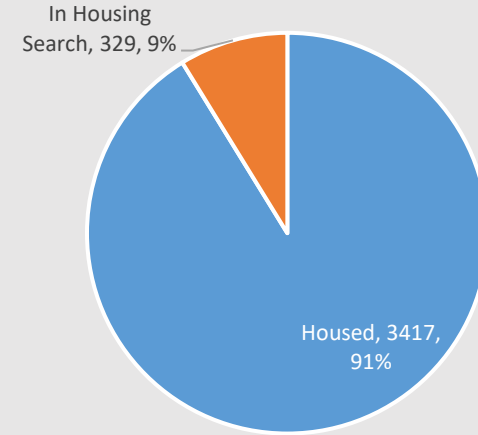
3 — Self-Reported Disability Status for 2,563 Households Currently Enrolled in PSH (VASH Data not Included)

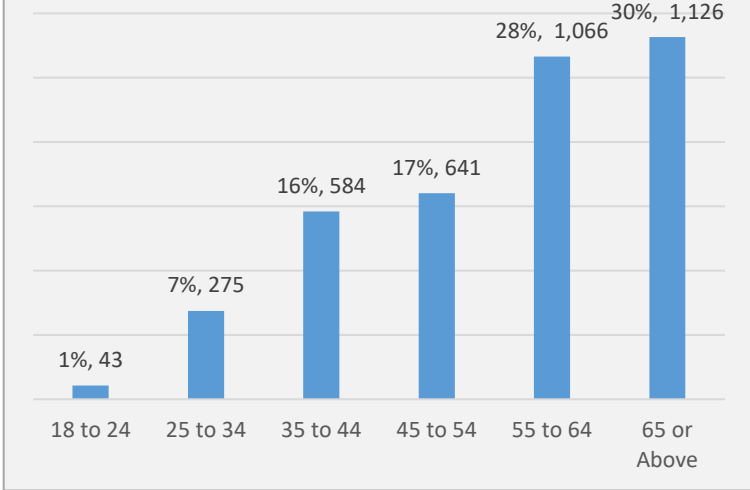| Category	Percent	Count
MENTAL HEALTH	77%	1,979
SUBSTANCE USE	51%	1,297
CHRONIC HEALTH	45%	1,149
PHYSICAL	42%	1,080
DEVELOPMENTAL	17%	444
CO-OCCURRING DISABILITIES (2 OR MORE)	73%	1,867
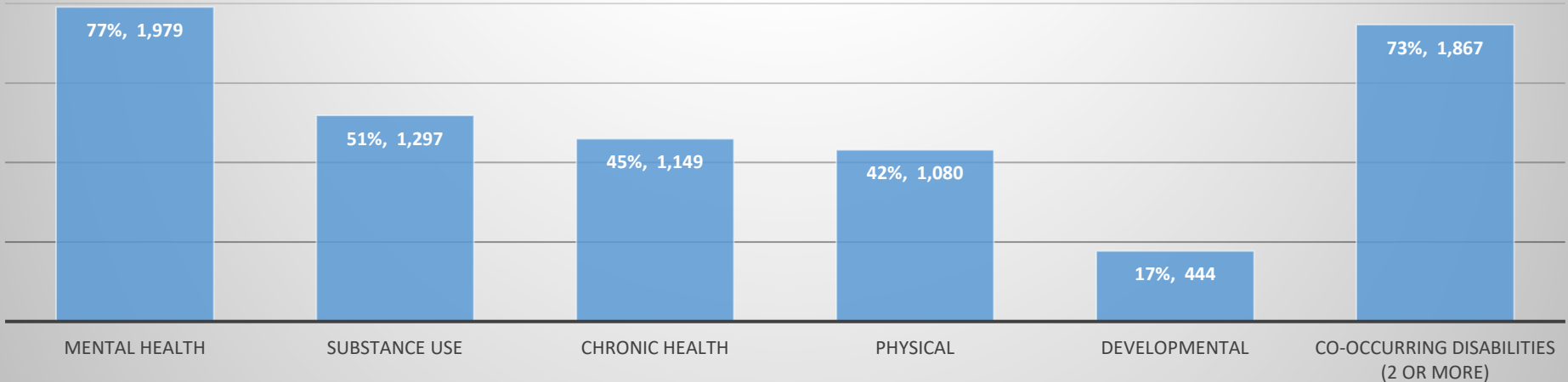
Appendix H: PSH Demographic Information – October 31, 2023

Demographics for 3,745 Households Currently Enrolled in Permanent Supportive Housing Programs
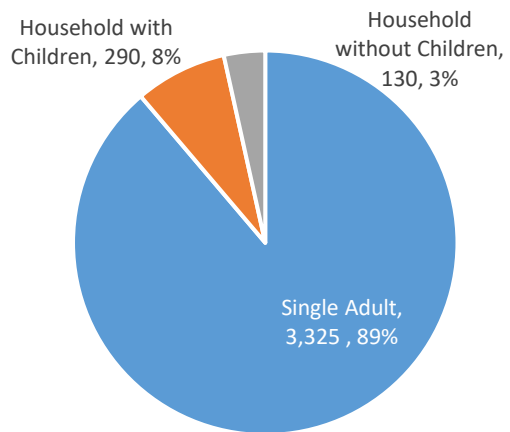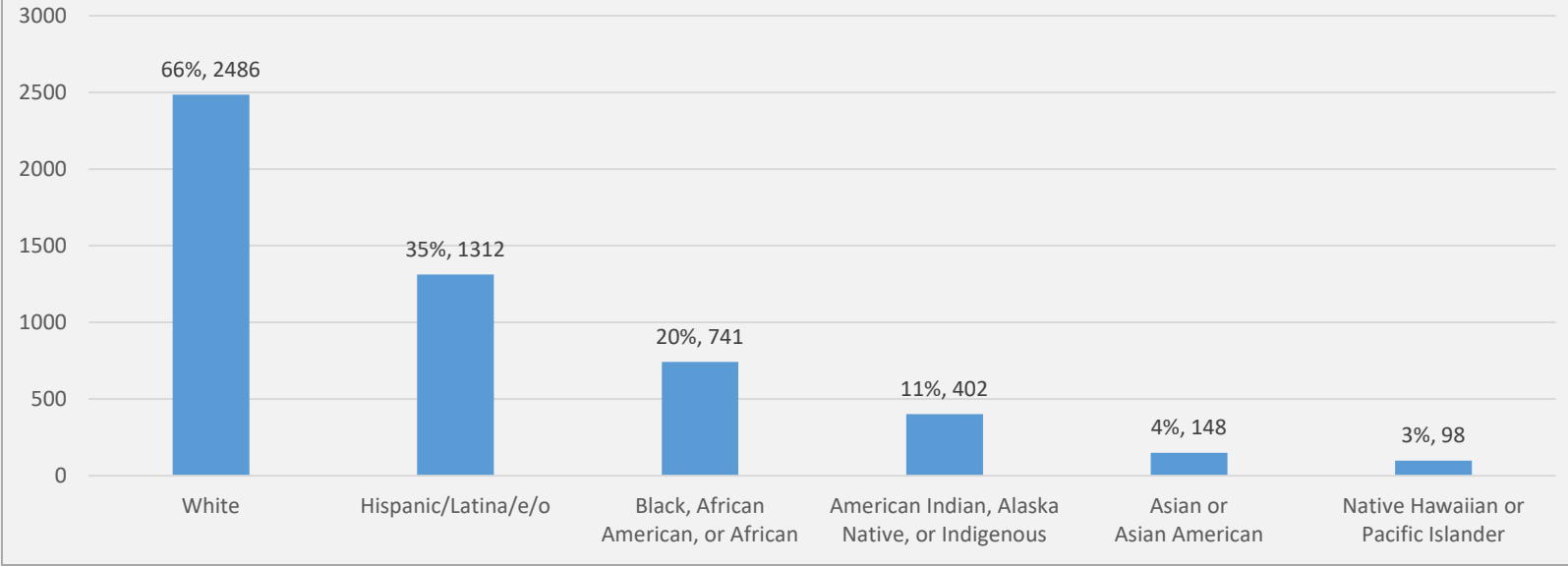
By Gender

- Transgender/Non-Binary, 18, 0%
- Data not collected, 2, 0%
- Woman, 1269, 34%
- Man, 2456, 66%

By Age Tier

- 18 to 24: 1%, 43
- 25 to 34: 7%, 275
- 35 to 44: 16%, 584
- 45 to 54: 17%, 641
- 55 to 64: 28%, 1,066
- 65 or Above: 30%, 1,126

By Household Type

- Household with Children, 290, 8%
- Household without Children, 130, 3%
- Single Adult, 3,325, 89%

By Race and Ethnicity (Multiple Responses Allowed)

- White: 66%, 2486
- Hispanic/Latina/e/o: 35%, 1312
- Black, African American, or African: 20%, 741
- American Indian, Alaska Native, or Indigenous: 11%, 402
- Asian or Asian American: 4%, 148
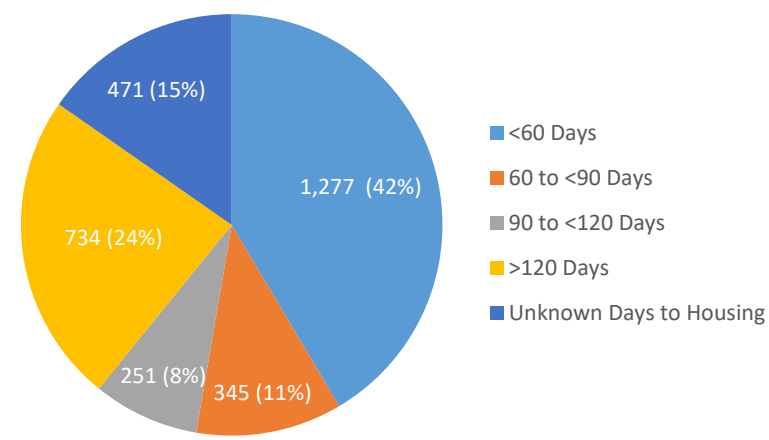- Native Hawaiian or Pacific Islander: 3%, 98

Appendix I: PSH CCP Enrollments and Retention as of October 31, 2023

1

CCP Programs - Total Number of Households, July 1, 2011 through October 31, 2023

Category	Value
Individuals Enrolled During Reporting Period	4,307
Households Enrolled During Reporting Period	3,518
Households Placed in Housing During Report Period	3,078
Households Currently Enrolled	2,175
Households Currently Enrolled & Housed	1,905 (87.5%)
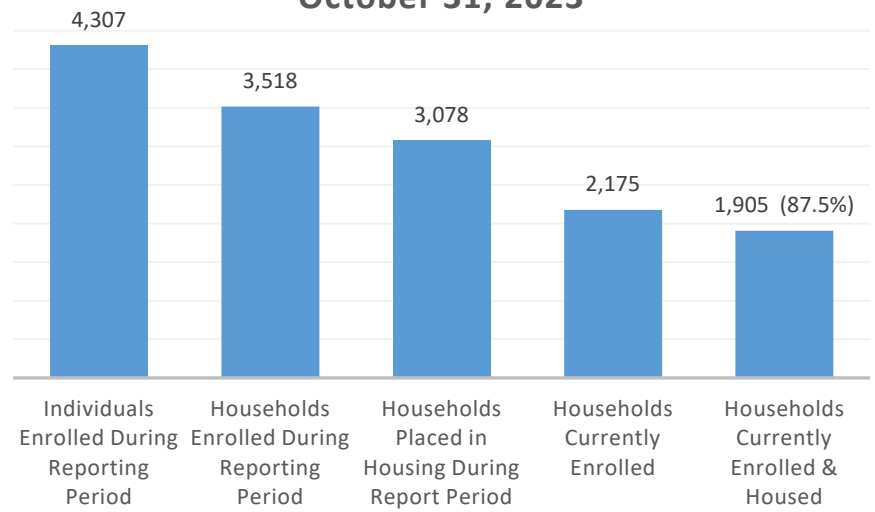
2

Number of Days to Housing

- <60 Days: 1,277 (42%)
- 60 to <90 Days: 345 (11%)
- 90 to <120 Days: 251 (8%)
- >120 Days: 734 (24%)
- Unknown Days to Housing: 471 (15%)

3

Annual CCP Housing Retention from Nov. 1, 2022 to Oct. 31, 2023
Retention Rate: 1,319/1,383 = 95%

Category	Value
Households Housed for 12 Months or Longer	1,383
Housed for 12 Months Consecutively	1,319
Housed 12 Months Ago or Longer and Remained Housed on Oct. 31, 2023	1,164
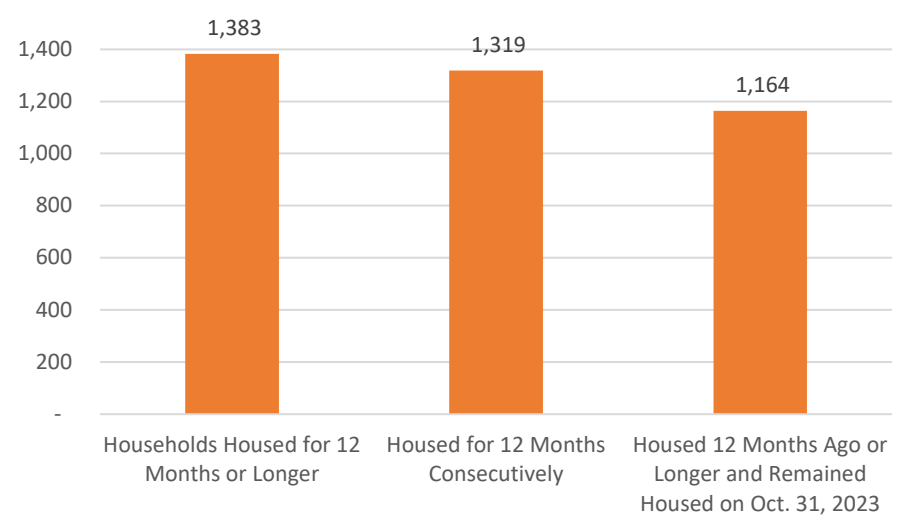
4

Households Connected to Medical Home and Behavioral Health Services

Category	Value
Households connected to Medical Home	2,785 (79.1%)
Households connected to Behavioral Health Services	2,675 (76.0%)