System Performance Measurement Results & Homeless System Planning Project Update

Presentation to Santa Cruz County Board of Supervisors

Kate Bristol, Director of Consulting
March 10, 2020
We believe optimized systems, the power of analytics, and expanded housing lead the way to ending homelessness.
Overview

Overview of Presentation

1. Review: “systems approach” to addressing homelessness
2. Summary results of Focus Strategies system performance analysis
3. Summary of system design and implementation work group results
4. Next steps: Action Planning Process
5. Questions and Answers
System Approach

Goal: Create a Homelessness Response System

Move from a loosely coordinated collection of programs and activities that address *some* homelessness, to a strongly coordinated system that strategically prioritizes resources to address *all* homelessness.
System Approach

Why Do You Need a System Approach?

- Programs alone cannot solve the problem
- Limited resources requires joint decision-making shaped by shared goals
- Need to know how you are investing your funds, who is being served, and what the results are
- Creates accountability for all stakeholders
There are shared objectives all stakeholders agree upon; and:
- Resources are aligned to achieving shared objectives and outcomes
- Programs are designed to achieve shared objectives
- Data is analyzed to understand whether objectives are being met and make adjustments to improve results

There is a clear structure and process for making decisions about the community’s response to homelessness that is understood by everyone.

Each person who experiences homelessness receives a timely and calibrated response that sets them on a pathway towards a housing solution.
Systems Approach
Scope of Work and Timeline

- **Start:**
  - Stakeholder Engagement & Baseline Assessment Research Conducted: March 2019
  - Baseline Assessment Report & Short-Term Action Plan Issued: August 2019
  - Initial System and Project Performance Analysis (SWAP) Completed: November 2019

- **End:**
  - Implementation Work Groups Convened & Developed System Improvement Proposals: Feb./March 2020
  - Action Planning Process Begins: March 2020
  - Action Plan Issued: June 2020

- **Additional Information:**
  - New Homeless Response System Implemented/ Ongoing Evaluation and Adjustment

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System Performance Data
### 2019 PIT Count: People Experiencing Homelessness Countywide

<table>
<thead>
<tr>
<th></th>
<th># of People</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unsheltered</td>
<td>1,700</td>
<td>78.4%</td>
</tr>
<tr>
<td>Sheltered</td>
<td>467</td>
<td>21.6%</td>
</tr>
<tr>
<td><strong>Total Number of People</strong></td>
<td><strong>2,167</strong></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Age</th>
<th># of People</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adults (24 and up)</td>
<td>1,273</td>
<td>58.7%</td>
</tr>
<tr>
<td>Transition-Aged Youth (18-24)</td>
<td>594</td>
<td>27.4%</td>
</tr>
<tr>
<td>Children under 18</td>
<td>300</td>
<td>13.8%</td>
</tr>
<tr>
<td>Chronically Homeless</td>
<td>403</td>
<td>18.6%</td>
</tr>
</tbody>
</table>
2019 PIT Count: People Experiencing Homelessness by Jurisdiction

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>Unsheltered</th>
<th>Sheltered</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capitola</td>
<td>0.3%</td>
<td>0.0%</td>
<td>6</td>
</tr>
<tr>
<td>Santa Cruz City</td>
<td>39.9%</td>
<td>0.0%</td>
<td>1,197</td>
</tr>
<tr>
<td>Scotts Valley</td>
<td>0.2%</td>
<td>0.0%</td>
<td>4</td>
</tr>
<tr>
<td>Watsonville</td>
<td>11.9%</td>
<td>5.2%</td>
<td>370</td>
</tr>
<tr>
<td>Unincorporated</td>
<td>22.8%</td>
<td>1.0%</td>
<td>515</td>
</tr>
<tr>
<td>Office of Education</td>
<td>3.5%</td>
<td>0.0%</td>
<td>75</td>
</tr>
</tbody>
</table>

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## 2019 PIT Count: Household Composition

<table>
<thead>
<tr>
<th>Household Type</th>
<th># of People</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adult Only</td>
<td>1,280</td>
<td>88.9%</td>
</tr>
<tr>
<td>Family (Adults and Children)</td>
<td>122</td>
<td>8.5%</td>
</tr>
<tr>
<td>Unaccompanied Minors</td>
<td>38</td>
<td>2.6%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,440</strong></td>
<td><strong>-</strong></td>
</tr>
</tbody>
</table>
Analysis of performance data:

- Tells us how effectively the system as a whole is helping people move from homelessness to housing;
- Shows the relative effectiveness of individual programs;
- Informs decisions about:
  - Where to target efforts and investments to become more effective;
  - How to prioritize system and program resources;
  - How to achieve continuous improvement.
Systemwide Analytics and Projection (SWAP):

- Tool developed by Focus Strategies in partnership with the National Alliance to End Homelessness
- Uses local data from Homeless Management Information System (HMIS), Housing Inventory (HIC), program budget data
- Produces analysis of system and project performance measures
- Helps communities understand what they are accomplishing
- Gives communities a method for estimating the impact of changes to the system, using predicting modeling
How Was SWAP Used in Santa Cruz?

- Data Gathering - July to September 2019
- Generated results at project and system level – October 2019
- Met individually with provider organizations – Oct. 31 and Nov. 1, 2019
- Presented draft system results to providers – December 4, 2019
- Data clean-up – January 2020
- Revised results generated – February 2020
### What Types of Programs Are Included?

<table>
<thead>
<tr>
<th>Project Type</th>
<th># Projects</th>
<th>Single Adult Beds</th>
<th>Family Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Emergency Shelter (year-round)</td>
<td>7</td>
<td>106</td>
<td>40</td>
</tr>
<tr>
<td>Emergency Shelter (seasonal)</td>
<td>2</td>
<td>160</td>
<td>0</td>
</tr>
<tr>
<td>Transitional Housing</td>
<td>4</td>
<td>40</td>
<td>30</td>
</tr>
<tr>
<td>Rapid Rehousing</td>
<td>12</td>
<td>36</td>
<td>41</td>
</tr>
<tr>
<td>Permanent Supportive Housing (Single Site)</td>
<td>2</td>
<td>15</td>
<td>0</td>
</tr>
<tr>
<td>Permanent Supportive Housing (Scattered Site)</td>
<td>8</td>
<td>417</td>
<td>44</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>35</strong></td>
<td><strong>729</strong></td>
<td><strong>158</strong></td>
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</tbody>
</table>
Performance Measurement

What are Measures of Performance?

1. **HMIS Data Quality**
2. Bed/Unit Utilization
3. **Entries from Literal Homelessness**
4. Length of Stay in Programs
5. **Exits to Permanent Housing (PH)**
6. **Cost per Permanent Housing Exit**
7. Returns to Homelessness
HMIS Data Quality

- HMIS data quality and completeness poses challenges
- Improving overall data quality will involve attention to many factors, including:
  - Missing and unknown values for prior living situation and exit destination
  - Incorrect information (date of birth, entry date, gender, race)
  - Unrecorded exits from programs
  - Inconsistencies between the HIC and HMIS
  - Projects that do not enter data into HMIS
Performance Measurement

Living Situation of People Who Enter Homeless Programs

- Are available beds/units being filled by people who are living outside or in emergency shelter (“literally homeless”)?
- Measures system accessibility and targeting
- Critical to have high performance on this measure if the community wants to reduce unsheltered homelessness
- Strategies to serve people who are not yet literally homeless include prevention and diversion/problem-solving
People Entering Who Were Literally Homeless: All Program Types

- Shelter: 52%
- TH: 79%
- RRH: 53%
- PSH: 84%
Living Situation at Entry: Shelters Only

- Unsheltered/ES: 52%
- TH: <1%
- Institutional: 9%
- Housed: 20%
- Family/Friends: 13%
- Other/Unknown: 7%

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People Who Leave Programs and Enter Housing

- When people leave programs, do they secure housing?
- Assesses the degree to which programs are helping people end their homelessness
- Helps identify program and system design challenges
- Helps identify opportunities to reduce homelessness without adding new temporary beds
Rate of Exit to Permanent Housing

- Shelter: 9%
- TH: 42%
- RRH: 49%
How Cost Effective Are Homeless Programs?

- Are programs yielding strong results in relation to investment?
- Typically communities consider the cost per unit or bed
- To be more performance-oriented, measure the cost for person or household to secure housing when they leave the program (cost per successful exit)
- Helps identify whether system resources are being invested effectively
Average Cost per Household Exit to Permanent Housing

- ES: $3,154
- TH: $16,271
- RRH: $19,591

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Performance Measurement

Summary of Key Areas in Need of Improvement

- Increase program participation in HMIS and improve data quality across the board
- Improve rate at which literally homeless people are accessing homeless programs
- Improve the system’s ability to help people in homeless programs secure housing when they leave
How Does Santa Cruz County Compare?

- Similar to other communities where Focus Strategies has conducted SWAP analysis:
  - Challenges with access to programs for people who are literally homeless
  - Significant variability in performance among programs ("superstars" and "low performers")
- Unusual findings in Santa Cruz
  - Programs are helping people enter housing at lower than typical rates
  - Rapid rehousing is underperforming in relation to transitional housing
System Design and Implementation Work Groups
System Design and Implementation Work Groups

**Work Group Progress Report**

Between September 2019 and February 2020, Focus Strategies facilitated four work groups that were convened to begin implementation of the short-term recommendations from the Baseline Assessment:

1. Implement systemwide Diversion practice and refine Smart Path
2. Build capacity of shelters to deliver housing-focused services
3. Coordinate and standardize outreach efforts
4. Complete work of the Governance Study Group
System Design and Implementation Work Groups

**Systemwide Diversion and Smart Path Refinement Work Group**

- Developed implementation strategy and proposal to integrate problem-solving (diversion) into Smart Path
- Developed recommendation for more effective prioritization strategy for housing resources;
- Presented proposals to stakeholders for input and refinement
- Conducted an Introduction to Diversion training for providers and other interested stakeholders

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Housing Focused Shelter Work Group

- Assessed what is working and where there are gaps in the existing programs’ ability to help shelter residents secure housing
- Conducted focus groups with shelter residents;
- Identified priorities for implementation:
  1. Increase housing-focused case management/advocacy in shelters;
  2. Create flexible funding pool to support housing exits;
  3. Increase shelter provider capacity; provide more training and develop a peer learning collaborative
System Design and Implementation Work Groups

Outreach Services Work Group

- Created inventory of existing outreach programs (mobile outreach, drop-in services)
- Identified:
  - Goals and purpose of effective outreach
  - Measures for assessing outreach effectiveness
  - Strategies to increase impact of outreach
Building upon work of Governance Study Committee (2017)

- Developed proposal for new governance body that will design, direct and evaluate a coordinated, countywide response to homelessness
- Proposal includes recommended scope of decision-making, structure, and input processes
Proposed Structure for Regional Homelessness Response

Regional Homelessness Response Commission for Santa Cruz County

Community and Technical Advisory Committee (CTAC)
Guides implementation of regional homelessness response by making recommendations to Commission on system design, program operations, communications with the community, data collection and evaluation.

Robust County Staffing and Support, in Coordination with Staff from Cities

Holds authority and accountability for regional homelessness response; sets overall policy; establishes priorities and makes funding decisions; sets performance targets and evaluates results; engages the community.
Focus Groups with People Experiencing Homelessness

- Two focus groups in May 2019; three in December 2020
- Key findings:
  - People report feeling increasingly unwelcome in the community
  - Accurate and up-to-date information about resources is urgently needed not consistently available
  - Case management to help meet needs is inconsistently offered or available; finding someone to help with advocacy seems to be based largely on luck or persistence
Action Planning
Next Steps: Strategic Action Planning

- March 26/27, 2020 – Kick Off Convening to begin planning process
- April 2020 – Conduct predictive modeling, meet with ad hoc planning groups
- May 2020 – Draft plan completed and discussed with stakeholders
- June 2020 – Plan finalized and presented to this Board
Strategic Action Planning Goals

The final phase of the Focus Strategies engagement will be to develop a Strategic Action Plan by June 2020:

- Builds upon and refines the *All In Plan*
- Affirms the need for a coordinated regional homelessness response system
- Integrates implementation work group recommendations
- 2-3 plan with prioritized actions and assigned leads
- Bridge for new governance structure
- Data driven priorities and investments
What is Modeling?

- We can use SWAP, resource information, and community priorities to model the impact of different types of system changes, such as:
  - Adding emergency shelter bed capacity
  - Expanding targeted homeless housing programs (rapid rehousing and permanent supportive housing)
  - Adding new system initiatives, such as diversion
  - Improving system performance
## Example Scenarios

<table>
<thead>
<tr>
<th>Scenario 1</th>
<th>Scenario 2</th>
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<tbody>
<tr>
<td>Add 40 shelter beds</td>
<td>Add 25 shelter beds</td>
</tr>
<tr>
<td>Percentage of beds serving literally homeless people increases 5% (from 50% to 55%)</td>
<td>Percentage of beds serving literally homeless people increases 25% (from 50% to 75%)</td>
</tr>
<tr>
<td>Rate of exit from shelter to housing increases 5% (from 10% to 15%)</td>
<td>Rate of exit from shelter to housing increases 15% (from 10% to 25%)</td>
</tr>
<tr>
<td><strong>Result:</strong> 3% overall decrease in unsheltered population over one year</td>
<td><strong>Result:</strong> 15% overall decrease in unsheltered population over one year</td>
</tr>
</tbody>
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Strategic Action Planning Timeline

- March 26/27, 2020 – Kick Off Convening to begin planning process
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DISCUSSION