



System-Wide Performance Measures, Goals, and Strategies

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Table of Contents

Background	Page 3
Baseline Evaluation, Performance Measures, and Suggested Strategies	Page 5
Method	Page 5
Measures	Pages 7 to 15

Appendix A — HUD Performance Measures Guide	
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	

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 goal¹. 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

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-recurring.

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.

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:**

- Reduction in length of time homeless
- Reducing unsheltered population
- Implementation of diversion/prevention programs
- *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:**

- Prioritize linking households with mainstream resources such as cash aid
- 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					
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*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:**
 - Improve data collection on persons leaving SO for housing
 - Provide alternative shelter options
 - Increase rapid re-housing availability options
 - Increase permanent supportive housing availability

Measure 7b

Increase in the percent of persons who exit to or retain permanent housing

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:**
 - 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:**

- 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:**

- 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:**

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