



To: San Joaquin Continuum of Care General Membership and policymakers in San Joaquin County

Re: Permanent Housing

Date: Adopted by the SJCoC Board of Directors May 22, 2020

Permanent Housing statistics during the time period of the Wintertime Shelter Expansion: Dec. 1, 2019 – March 31, 2020

Overview

The ultimate goal of any system designed to address homelessness is to efficiently move individuals and families from homelessness into permanent housing. The San Joaquin Continuum of Care has embraced permanent housing solutions as the main priority for making homelessness in San Joaquin County rare, brief, and non-reoccurring.

This emphasis on permanent housing solutions includes Permanent Supportive Housing, Rapid Re-Housing, and affordable housing models to move individuals and families from the streets and from emergency shelters and into permanent housing. Several programs are active in San Joaquin County that directly provide these resources to local residents who are homeless. Without these programs, there would be even more pressure on emergency homeless shelters and first responders, as there would be virtually no viable pathways to successfully place homeless households into permanent housing.

This report is intended to provide data and context regarding these programs that provide vital permanent housing for the homeless in San Joaquin County between Dec. 1, 2019, and March 31, 2020, a time period that coincides with a temporary funding of expanded wintertime emergency shelter operations in San Joaquin County. This report seeks to answer questions regarding permanent housing and its relationship to the expanded wintertime emergency shelter operations.

The data contained in this report demonstrate the impact of permanent housing programs for the homeless in San Joaquin County, and underline the importance of having sufficient resources to maintain and expand these programs.

Unless otherwise noted, all data are generated from the Homeless Management Information System, the countywide database that has been adopted by the San Joaquin Continuum of Care, San Joaquin County, and City of Stockton as the primary means of gathering data locally regarding homeless households and homeless services, as mandated by Congress and the US Department of Housing and Urban Development. Central Valley Low Income Housing Corp. provided data for this report in accordance with its duties and obligations as the HMIS Lead Agency, a role it serves under authorization of a Memorandum of Understanding with the SJCoC that was ratified by the SJCoC Board of Directors on Jan. 9, 2020.

Permanent Housingⁱ

The following tables provide data relevant to the operation of permanent housing programs that serve the homeless in San Joaquin County.

These projects operate with the express limited purpose of providing permanent housing to homeless individuals and families. Please see the end-note at the end of this report for more details regarding permanent housing for the homeless, including housing success rates for PSH and RRH programs.

Permanent Housing projects funded by Continuum of Care Program Competition funds

Dec. 1, 2019, through March 31, 2020

	Housed (individuals)	Housed (households)	Capacity daily (households)**	Capacity % (households)**	Newly Housed (households)
CoC Rapid Re-Housing	374	94	89	106%	0
CoC Permanent Supportive Housing	339	258	258	100%	3
CoC / HEAP Youth Permanent Supportive Housing	49	33	37	89%	5

This data set demonstrates that permanent supportive housing programs and CoC-funded rapid re-housing projects in San Joaquin County were generally operating at capacity, and sometimes above capacity, during the 4-month period in question. The relatively small number of "newly housed" households during the timeframe reflects the reality that programs operating at capacity must wait until a household is no longer being assisted in order to assist a new household; it also reflects the numerous barriers to utilizing rental support in market-rate units, including competing for units in a rental market with about a 4% vacancy rate according to the San Joaquin Council of Governments. Permanent supportive housing projects assist households as long as they require support, while CoC-rapid re-housing projects assist households for between 6 and 24 months.

*(**Capacity for these programs is calculated by taking the number of households that are to be served by individual projects according to those project contracts, and comparing that to the number of households actually served at that point in time, which means that projects may operate above capacity if the projects are able to provide rental support for more households/individuals than anticipated by the contract.)*

Permanent Housing projects funded by Emergency Solutions Grants and California Emergency Shelter and Housing funds

Dec. 1, 2019, through March 31, 2020

	Housed (individuals)	Housed (households)	Newly housed (households)
ESG and CESH Rapid Re-Housing	70	30	24

This data set demonstrates that rapid re-housing programs that are funded by ESG and CESH are serving many households in San Joaquin County at any given time. The number of households assisted at any given time by these programs varies depending on the funding available, availability of units, and the number of eligible households able to become stable in a short period of time. These rapid re-housing projects assist households for between 1 and 6 months.

Housing Choice Vouchers newly awarded to homeless households by the Housing Authority of the County of San Joaquin

Dec. 1, 2019, through April 30, 2020

	Newly housed (individuals)	Newly housed (households)
Housing Choice Vouchers	84	28

Referrals by: Central Valley Low Income Housing Corp, 4 households (14 individuals); Gospel Center Rescue Mission, 4 households (17 individuals); Haven of Peace, 4 households (12 individuals); Faith in the Valley, 1 household (2 individuals); Stockton Shelter for the Homeless, 13 households (33 individuals); Women’s Center-Youth & Family Services, 2 households (6 individuals)

This data set demonstrates that the Housing Authority of the County of San Joaquin provided new permanent ongoing rent support vouchers for 28 homeless households during the 4-month period in question. These Housing Choice Vouchers can be used in any privately owned rental unit where total housing costs (rent plus utilities) do not exceed the federally established Fair Market Rate indefinitely and will assist households as long as the households require support.

Permanent Housing projects funded by Veterans Affairs funds

Dec. 1, 2019, through March 31, 2020

	Housed (individuals)	Housed (households)	Newly housed (households)
Veterans Affairs Supportive Housing	269	179	2

This data set demonstrates that the permanent supportive housing program funded by Veterans Affairs

is serving many households. The relatively small number of "newly housed" households during the timeframe reflects the reality that programs operating at capacity must wait until a household is no longer being assisted in order to assist a new household; it also reflects the numerous barriers to utilizing rental vouchers limited to units that do not exceed the federally established Fair Market Rate, including competing for units in a rental market with about a 4% vacancy rate according to the San Joaquin Council of Governments.

Permanent Housing projects funded by First 5 San Joaquin

Dec. 1, 2019, through March 31, 2020

	Housed (individuals)	Housed (households)	Newly housed (households)
Housing-WORKS/First 5	31	11	11

This data set demonstrates that the permanent housing program funded by First 5 has served several households. The number of households served through this program is dependent upon the number of homeless households with children 5 and younger who are referred and eligible for assistance.

Permanent Housing projects funded by Proposition 47 in San Joaquin County

Dec. 1, 2019, through March 31, 2020

	Housed (individuals)	Housed (households)	Newly housed (households)
Homeward Bound	11	11	11

This data set demonstrates that the permanent housing program funded by Proposition 47 has served several households. The number of households served through this program is dependent upon the number of homeless households who are referred and eligible for housing assistance.

Wintertime Shelter Expansion

The following table represents data relevant to the permanent housing outcomes of the Wintertime Shelter Expansion at Gospel Center Rescue Mission (Stockton) and Stockton Shelter for the Homeless. The Expansion provided 50 additional beds at GCRM and 50 additional beds at SSH from December 2019 through March 2020; those 100 nightly beds that were open for more than three full months led to those agencies providing emergency shelter to 39 more unduplicated individuals in December-March 2019-20 than in December-March 2018-20.

Households exited into permanent housing from agencies provided Wintertime Shelter Expansion funds

Dec. 1, 2019, through March 31, 2020

	Newly housed (households)
Households exiting Gospel Center Rescue Mission (Stockton) and Stockton Shelter for the Homeless to permanent housing destination	6

This data set demonstrates that out of shelters that were provided Wintertime Shelter Expansion funds, several households moved from the shelters to permanent housing destinations, according to exit data recorded in the HMIS by those shelter providers. For comparison, there were no such recorded exits from these two shelters to permanent housing from Dec. 1, 2018, to March 31, 2019.

Analysis

Local Permanent Housing programs represent an essential component of the social safety net in our community for extremely low-income households, including the chronically homeless, families with children, and military veterans. Without these programs, our community’s ability to move homeless households into permanent housing would be severely impaired, to the point of being virtually nonexistent.

Permanent Housing programs that are expressly dedicated to addressing homelessness in San Joaquin County served 651 households from Dec. 1, 2019, to March 31, 2020, the period examined by this report. This comprises 84 households that exited homelessness into permanent housing during the time period, and 567 formerly homeless households who maintained permanent housing during the time period. While these figures demonstrate a significant positive impact, they also demonstrate that the current system needs additional capacity to move sufficient numbers of people out of shelters and off the streets on a continuing basis.

Additional funding would increase the number of households placed in housing by these programs, as the major limits on these programs’ ability to serve new households is the result of the programs already operating at capacity or being constrained to certain subpopulations by the program funding sources.

This makes it clear that investments in permanent housing should be prioritized as a strategy that allows for greatest throughput of our local response to homelessness. Additional permanent housing capacity increases our ability to exit individuals and families from homelessness, including from emergency shelters — this creates openings for new shelter guests, essentially creating new shelter capacity.

A sufficient number of low-barrier emergency shelter beds that can serve individuals, families, households with pets, and households with possessions is a critical component of an effective system of homeless housing and services. This is especially true during periods of inclement weather and

community crisis. While it is unclear if investment in additional wintertime shelter beds provides significant return in terms of households placed into permanent housing, it is clear that without permanent housing resources to provide successful exits from shelter, any expansion of emergency shelter will have limited long-term benefit.

Further, in a post-COVID reality, communities may consider the necessity to move away from traditional congregate shelter in favor of shelter solutions that both enhance the health and safety of shelter residents and simultaneously accommodate persons with pets, partners, and possessions as recommended best practice by the SJCoC. This reality should be carefully considered as policymakers decide how to implement finite resources toward expanding both emergency shelter capacity and permanent housing capacity.

In summary, Permanent Housing programs are critical to increasing the ability of our local homeless response system to move households out of emergency shelters and off the streets and into permanent housing, which is the ultimate goal of any system designed to address homelessness.

On behalf of the San Joaquin Continuum of Care Board of Directors,

A handwritten signature in black ink, appearing to read 'Jon Mendelson', with a large, sweeping flourish at the end.

Jon Mendelson
Chair, San Joaquin Continuum of Care

ⁱ Note on Permanent Housing programs in San Joaquin County:

It is important to understand that not all Permanent Housing programs are similar. Many are designed to last different amounts of time, and are limited to serving specific populations. This naturally impacts their ability to open up “new spots” for more households to exit homelessness.

For example, Permanent Supportive Housing programs are intended to provide indefinite support to those with permanent disabilities and are not intended to have households “graduate,” and therefore these projects have reduced ability to house new households unless households exit or unless there are additional resources provided to expand capacity; meanwhile, Rapid Re-Housing programs are intended to provide shorter-term support and have households “graduate” out, and therefore will house new households more frequently.

All permanent housing projects are constrained by the resources that allow them to provide rental support. All permanent housing projects listed in this report are also restricted by their funding sources regarding the type of individuals and households that may be assisted, length of time households may be assisted, and the types of expenditures that the assistance may be spent on.

In addition to these data sets, it is worth noting that local projects that provide Permanent Supportive Housing (a subset of permanent housing that provides ongoing housing support to chronically homeless individuals and families) perform at a very high level; 95% of households who exit homelessness and enter housing through permanent supportive housing projects maintain their housing on an annual basis. This is consistent with standards of high performance for PSH projects throughout the United States and aligns with local standards established by the SJCoC System Performance and Evaluation Committee. This means that the hardest-to-house homeless individuals in our community typically maintain permanent housing if provided ongoing rent support and wraparound services.

Local projects that provide Rapid Re-Housing projects also perform at a high level; more than 80% of households who exit homelessness through RRH projects maintain their housing or exit to permanent housing on an annual basis. This is consistent with standards of high performance for RRH projects throughout the United States and aligns with local standards established by the SJCoC System Performance and Evaluation Committee.