



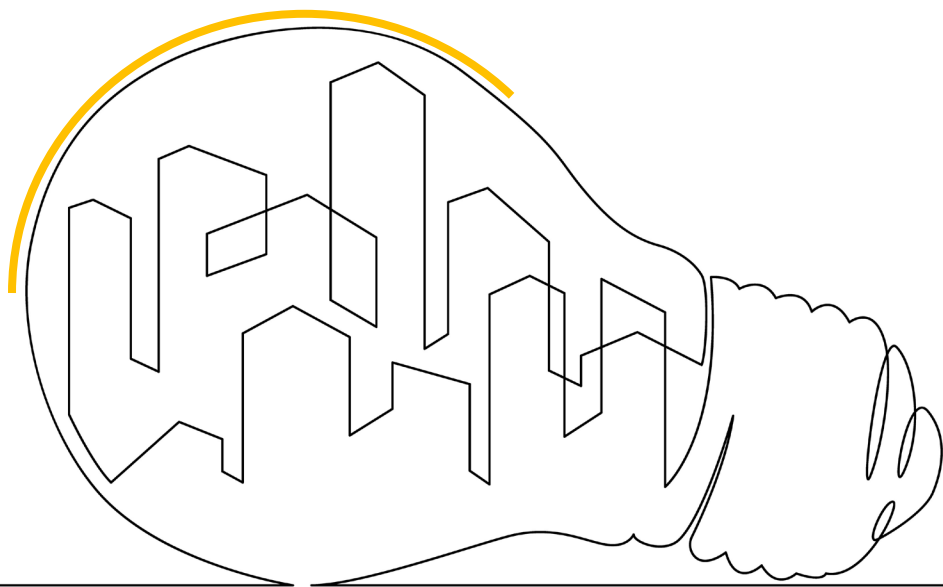
# Enterprise-wide Homelessness Assessment

## County of San Diego

*Homelessness in the San Diego region is a complex, intersectional issue requiring coordinated efforts across the public, private, philanthropic, and non-profit sectors. This report utilizes performance measurement principles to provide The County of San Diego Board of Supervisors with observations and considerations to enhance the impact of homeless services to better achieve the Board's strategic goals.*

NOVEMBER 2024





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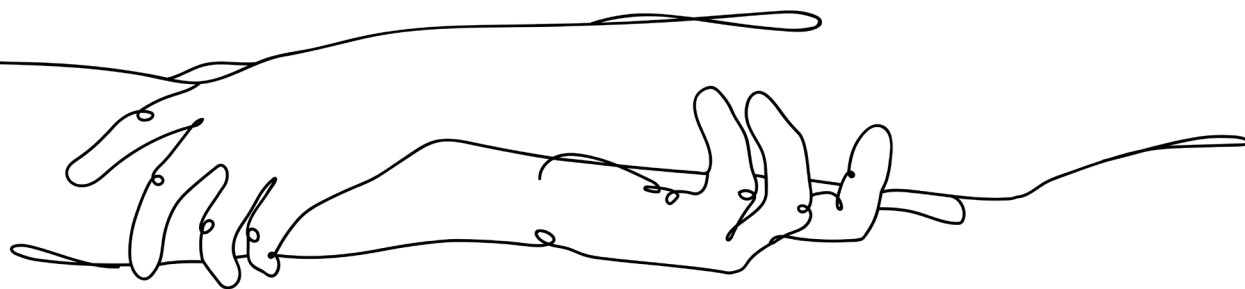
## EXECUTIVE SUMMARY

The San Diego region has been grappling with a persistent homelessness crisis. The County of San Diego Board of Supervisors (Board) has moved forward with significant steps to support the most vulnerable in the region. Key initiatives enacted by the Board include the establishment of the Office of Homeless Solutions (OHS), a revision of the County of San Diego's (County) Homeless Policy (A-128), the adoption of the Framework for Ending Homelessness (Framework), and the creation of a Homelessness Solutions and Prevention Action Plan (Action Plan). These efforts aim to provide a comprehensive response to homelessness.



## Current Situation

With a population of approximately 3.3 million, the region of San Diego faces a severe affordable housing crisis, compounded by being one of the most unaffordable localities in the United States. Despite ongoing efforts, the rate of homelessness continues to rise in this region. While there has been a 3.3% increase in unhoused<sup>1</sup> residents from 2023 to 2024, the region has experienced a 25.8% increase in unhoused residents over the past two years.<sup>2</sup> As overall homelessness continues to rise, the rate of families falling into homelessness outpaces single unhoused residents. There has been a 24% increase in families experiencing homelessness from 1,350 in July of 2022, as compared with 1,773 in July of 2024.<sup>3</sup> The 2024 Point-In-Time count also reveals a concerning trend in San Diego County for residents experiencing homelessness: the proportion who were aged 55 and older has risen to 30%, up from 29% in 2023 and 25% in 2022.<sup>4</sup>



<sup>1</sup>In this report “people experiencing homelessness” and “unhoused” are used to describe the population of individuals served by the County programs. These terms are used by the Federal Department of Housing and Urban Development as well as the Regional Task Force on Homelessness. Using this terminology puts people at the center of the issue rather than residential structures and emphasizes that individuals being homelessness or unhoused is a temporary situation.

<sup>2</sup>RTFH San Diego CoC Region 2024 Point-in-Time Count Data Report. [2024-San-Diego-Regional-Breakdown.pdf](https://public.tableau.com/app/profile/gaither.stephens3473/viz/00036-RegionalTaskForceontheHomeless).

<sup>3</sup>Data available on the RTFH dashboard and filtered for the demographic groups of family households in July 2022 versus 2024: <https://public.tableau.com/app/profile/gaither.stephens3473/viz/00036-RegionalTaskForceontheHomeless>.

<sup>4</sup>Data available on the RTFH dashboard and filtered for the demographic groups of individuals aged 55-64 and 65 and over: <https://public.tableau.com/app/profile/gaither.stephens3473/viz/00036-RegionalTaskForceontheHomeless>.



## Background and Scope of Analysis

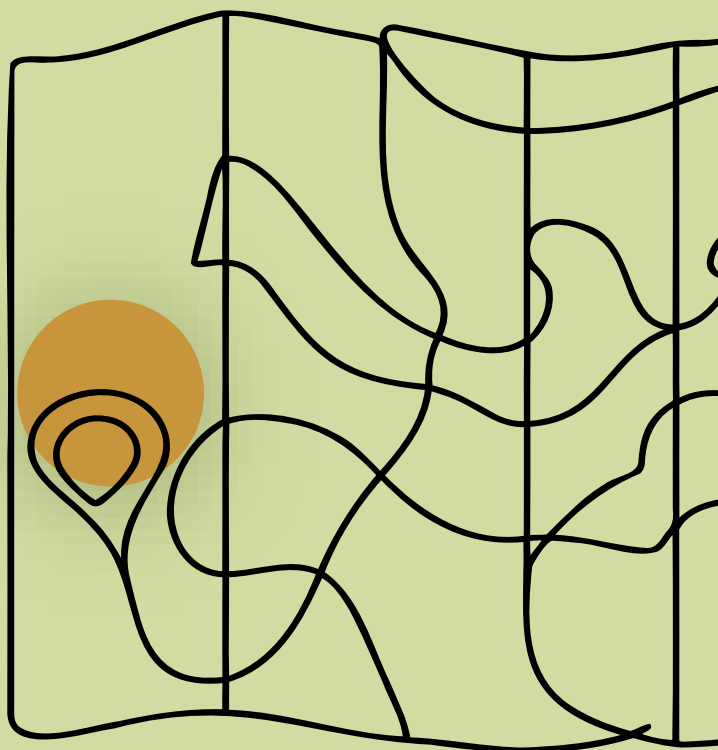
On November 7, 2023, the Board directed the Chief Administrative Officer to engage with a consultant to conduct an enterprise-wide assessment of the County's efforts to address homelessness in the region. The goal of the assessment was to analyze performance measures related to homelessness, including programs and services administered by the County, staffing services dedicated to the unsheltered population, and current collaborations and efforts with homeless service providers across all 18 city jurisdictions. This effort is intended to enhance efficiencies and to achieve better outcomes in supporting unsheltered populations and preventing homelessness. Through a competitive Request for Proposals procurement process, the County contracted with Deloitte Consulting LLP (Deloitte) on May 6, 2024. The effort consisted of three phases with key activities in each phase:

**Phase 1 (Plan):** In this phase, the project scope was defined to include an evaluation of 46 County-contracted and County-operated programs that primarily serve individuals at-risk of or experiencing homelessness, including programs focused on encampment clean-up, or programs serving individuals under community supervision in need of supportive housing. The programs included 17 County-operated programs, and 29 programs delivered through County contracts.

**Phase 2 (Assess):** As part of the assessment, the following activities were conducted to understand the current landscape for homeless services:

- Reviewed County publications related to recent homelessness initiatives, including the updated Homeless Policy (A-128), the County's Framework for Ending Homelessness (Framework), and the Homeless Solutions and Prevention Action Plan (Action Plan).
- Conducted in-depth conversations with 11 departments overseeing the programs.

- Held 15 interviews with 33 stakeholders to gain insights into each program's reach, challenges, and opportunities for improvement.
- Reviewed public documentation of current regional needs and challenges, including the 2022 Strategic Plan by the Regional Task Force on Homelessness.
- Reviewed California legislation and surveyed data from California counties including Sacramento County, CA; Orange County, CA; and Los Angeles County, CA – all facing a rise in homelessness and shared state budget and policy considerations.
- Surveyed leading comparable counties nationally, including Allegheny County, Pennsylvania; Harris County, Texas; and Milwaukee County, Wisconsin.
- Collaborated with Mission Measurement, an organization that helps other organizations with benchmarking social outcomes, to assess industry benchmarking data.



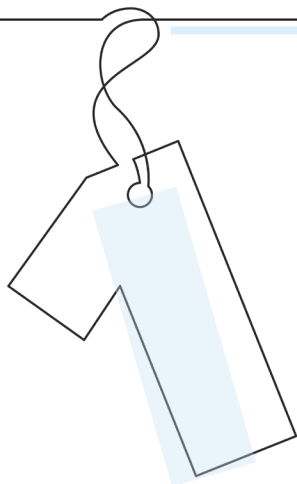
**Phase 3 (Report):** The report is divided into the following six sections:

- **Introduction** | This section provides background and scope of the analysis and describes the San Diego region homeless services ecosystem along with the State of California context in which County programs operate.
- **Performance Measurement in Homeless Services** | This section provides an overview of performance measurement considerations within homeless services. It introduces a uniquely designed performance measurement logic model that aligns with the County's performance tracking systems.
- **Analysis of County Programs** | This section provides an analysis of existing key program performance metrics and offers considerations for additional measures. Key areas covered include:
  - **Program Overview** → An examination of the 46 County-contracted and County-operated programs that primarily serve individuals at-risk of or experiencing homelessness, including programs focused on encampment clean-up, or programs serving individuals under community supervision in need of supportive housing. This includes an analysis of the services provided and current program performance metrics. Documents in Appendix B provide more detail on program descriptions, budgets and funding, geographical and demographic reach, vulnerable populations served, and simplified program logic models with key metrics.
  - **Comparative Framework** → A comparative analysis of the 46 programs, categorized into seven groups based on services and intended outcomes. This section also includes a comparison to industry-standard benchmarks for five programs in one category with comparable measures.
- **County Action Plan Performance Recommendations** | This section provides considerations for the Action Plan performance metrics, including Short-Term Steps, Long-Term Steps, and Progress Milestones found in the Strategic Domains and Key Drivers.
- **Observations and Considerations from Analysis and Interviews** | This section offers key considerations based on the analysis and interviews conducted, including opportunities to: 1) Leverage Established Homeless Services Performance Measurement Definitions and Strategies, 2) Improve integrations, Analysis, and Reporting on Program Outcomes, 3) Strengthen County Service Delivery, and 4) Stabilize Funding Mechanisms.
- **Conclusion** | This section summarizes the assessment report's concluding observations and considerations.

## Concluding Observations and Considerations

Homelessness in the San Diego region is a complex, intersectional issue that requires coordinated efforts across multiple government jurisdictions and collaboration among public, private, philanthropic, and non-profit sectors. The County plays a critical role in the collective efforts to reduce the number of people experiencing homelessness. This report utilizes performance measurement principles and tools to provide the Board with observations and considerations to enhance the impact of homeless services and make progress toward the strategic goals. Based on the analysis performed, Deloitte has presented four categories of assessment for consideration to the County:





### **Leverage Established Homeless Services Performance Measurement Definitions & Strategies**

Summary: This assessment category presents observations on the importance of standardizing data definitions and optimizing data collection for homeless programs to improve performance measurement and benchmarking. It highlights the need for common definitions, alignment with national standards, and the creation of logic models to effectively plan, implement, monitor, and evaluate programs.

The County should consider the following actions:

- Standardizing Performance Measurement Definitions
- Strengthening Homeless Service Program Benchmarking
- Aligning to Nationally Recognized Homeless Service Performance Measurement
- Simplifying Aggregation of Data by Program Type
- Creating Performance Measurement Logic Models for All Programs



### **Improve Data Integrations, Analysis, and Reporting on Program Outcomes**

Summary: This assessment category presents observations to evaluate ways of better data sharing with external systems like the Homeless Management Information System (HMIS) and Community Information Exchange (CIE), as well as the continued development of an Enterprise Integrated Data Platform (EIDP) for enhanced data analytics. It emphasizes the importance of supporting the EIDP as a foundational platform to enable the County's ability for longitudinal tracking of individual outcomes, thereby assessing long-term program impacts.

The County should consider the following actions:

- Increasing Data Sharing Collaboration
- Investing in Data Integration and Analytics Solutions
- Supporting the Development of System-wide and Longitudinal Measures of Individual Outcomes

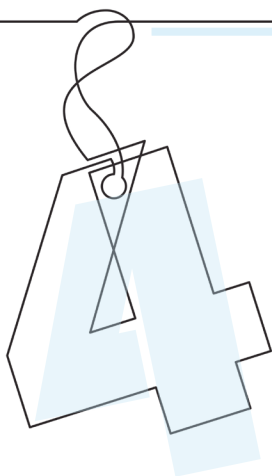


### **Strengthen County Service Delivery**

Summary: This assessment category presents observations for expanding and improving County services in unincorporated areas, with specific focus on emergency housing and social services for vulnerable populations. It highlights the importance of comprehensive training for County staff, emphasizing trauma-informed care and diversion strategies, and suggests extending such training to all relevant staff. Additionally, this section stresses the need to assess and improve upon case management tools that support County programs addressing homelessness and the significance of internal and external collaboration for effective service delivery.

The County should consider the following actions:

- Continued Service Expansion in Unincorporated Areas
- Comprehensive and Cohesive Training Across Applicable Programs
- Assessment and Expansion of Case Management Tools
- Strengthening Internal and External Program Collaboration



### **Stabilize Funding Mechanisms**

Summary: This category presents observations on the importance of sustainable funding for short-term homelessness programs and services, emphasizing the need for stable financial foundations to ensure long-term planning and trust within the community. It highlights a reliance on a complex mix of different funding sources for the 46 programs. For the reporting periods for which the programs were reviewed, there were 28 different funding sources, with many that were at-risk or sunseting. This section also outlines the necessity of robust fund tracking, interdepartmental coordination, and collaboration with regional partners to optimize resource use and secure additional funding.

The County should consider the following actions:

- Pursuing Sustainable Funding
- Enhancing Funding Flexibility
- Implementing Robust Fund Tracking
- Coordinating Interdepartmental Funding
- Pursuing Collaborative Grants
- Leveraging CalAIM Funding
- Monitoring At-Risk and Sunseting Funding
- Completing an Inventory of Funding Opportunities





# **Enterprise-wide Homelessness Assessment**

## County of San Diego



# INTRODUCTION

With a population of approximately 3.3 million, the region of San Diego faces a severe affordable housing crisis, compounded by being one of the most unaffordable localities in the United States. Despite ongoing efforts, the rate of homelessness continues to rise in this region. While there has been a 3.3% increase in unhoused residents over the past year (from 10,264 in 2023 to 10,605 in 2024), the region has experienced a 25.8% increase in unhoused residents over the past two years (up from 8,427 in 2022).<sup>5</sup>

As overall homelessness continues to rise, the rate of families falling into homelessness outpaces single unhoused residents. There has been a 24% increase in families experiencing homelessness from 1,350 in July of 2022, as compared with 1,773 in July of 2024.<sup>6</sup> The 2024 Point-In-Time (PIT) Count also reveals a concerning trend in San Diego County; for residents experiencing homelessness, the proportion who were aged 55 and older has risen to 30%, up from 29% in 2023 and 25% in 2022.<sup>7</sup> During the period from October 1, 2022, to September 30, 2023, 12,200 individuals in this older age group received services from organizations partnering with the HMIS within the region. Among these individuals, 5,310 (about 44%) exited their respective programs; however, only 19% of those exiting support programs successfully transitioned to permanent housing, highlighting the persistent challenges faced by older adults in securing stable living conditions.<sup>8</sup>

<sup>5</sup>RTFH San Diego CoC Region 2024 Point-in-Time Count Data Report. [2024-San-Diego-Regional-Breakdown.pdf](#).

<sup>6</sup>Data available on the RTFH dashboard and filtered for the demographic groups of family households in July 2022 versus 2024: <https://public.tableau.com/app/profile/gaither.stephens3473/viz/00036-RegionalTaskForceontheHomeless>.

<sup>7</sup>Data available on the RTFH dashboard and filtered for the demographic groups of individuals aged 55-64 and 65 and over: <https://public.tableau.com/app/profile/gaither.stephens3473/viz/00036-RegionalTaskForceontheHomeless>.

<sup>8</sup>RTFH Community Snapshot Report, date filters: 10/1/22 - 9/30/23, Report 1: aged 55-64. Report 2: aged: 65 – older; The totals from both reports were added for the total served, total # of leavers, and total # of perm housed.



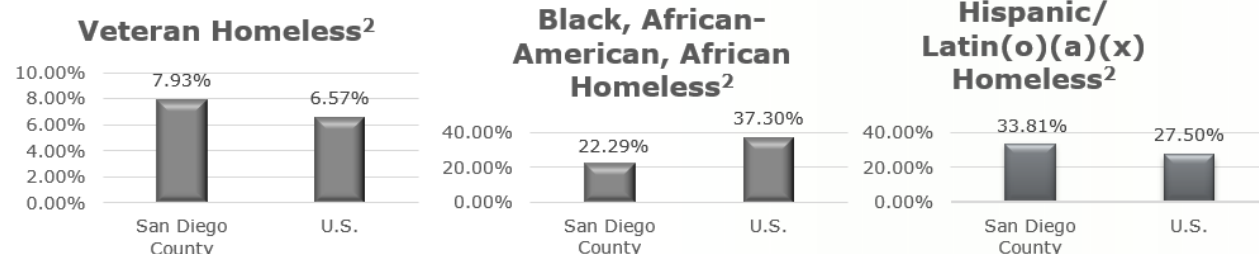
**POPULATION:** 3.27 M<sup>1</sup>  
**CoC:** San Diego City and County CoC (CA-601)  
**LEAD AGENCY:** Regional Task Force on Homelessness  
**FY23 HUD TOTAL AWARD to CoC:** \$37.07M<sup>4</sup>

## POINT-IN-TIME ESTIMATES OF HOMELESSNESS (2015-2024)<sup>2</sup>



**2023 UNSHELTERED PERSONS:** 5,171<sup>2</sup> (50%) | **2023 SHELTERED PERSONS:** 5,093<sup>2</sup> (50%)

**2023 CoC HOUSING INVENTORY | EMERGENCY/TRANSITIONAL :** 6,267 beds<sup>3</sup>, **PERMANENT :** 11,862 beds<sup>3</sup>



<sup>1</sup>Source: US Census Bureau Quick Facts, Population Estimates (2023)

<sup>2</sup>Source: US Department of Housing and Urban Development (2023) 2023 AHR: Part 1- PIT Estimates of Homelessness in the U.S

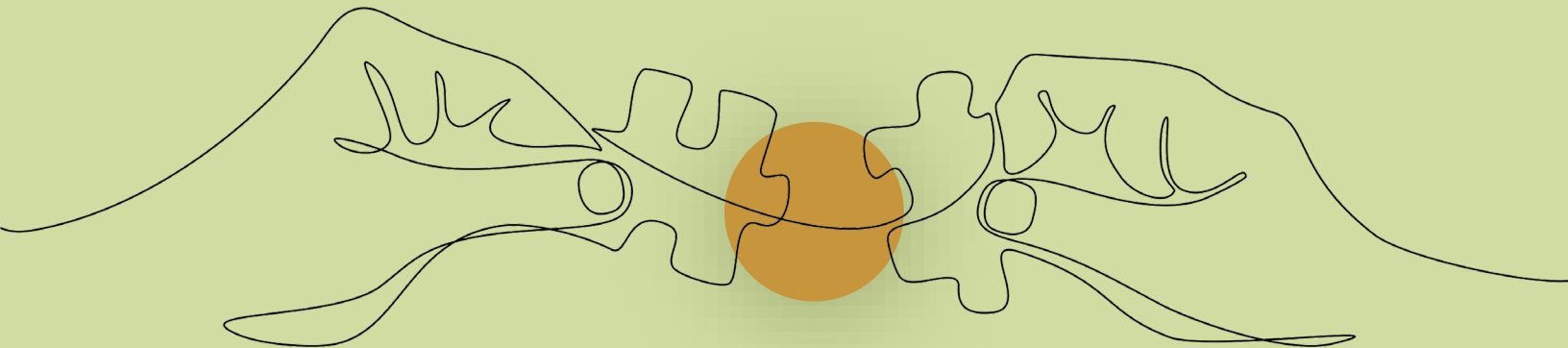
<sup>3</sup>Source: US Department of Housing and Urban Development (2023) CoC Homeless Assistance Programs Housing Inventory Count Report.

<sup>4</sup>Source: US Department of Housing and Urban Development (2023) FY23 Total Award by CoC.

<sup>5</sup>Source: Regional Taskforce on Homelessness (2024) 2024 PITC- Regional and Cities Breakdown

\* Unsheltered is an estimation derived from shelter counts in report.

Figure 1. Point-in-Time Estimates of Homelessness for San Diego County.



## Background and Scope of Analysis

On November 7, 2023, the Board directed the Chief Administrative Officer to engage with a consultant to conduct an enterprise-wide assessment of the County's efforts to address homelessness in the region. The aim of the assessment was to analyze performance measures related to homelessness, including programs and services administered by the County, staffing services dedicated to the unsheltered population, and current collaborations and efforts with homeless service providers across all 18 city jurisdictions. The goal of this effort is to enhance efficiencies and to achieve better outcomes in supporting unsheltered populations and preventing homelessness. Through a competitive Request for Proposals procurement process, the County contracted with Deloitte Consulting on May 6, 2024. Deloitte's scope of the work included:

- Conducting a current state landscape assessment of San Diego County and initial data collection of programs.
- Determining gaps in the County relating to program and contract metrics and funding.
- Summarizing existing evidence to determine return-on-investment of programs.
- Making recommendations to assist the County in improving outcomes, operations, and collaborations, internal to the County and other jurisdictions.
- Identifying leading practices in other jurisdictions.

The effort consisted of three phases with key activities in each phase:

**Phase 1 (Plan):** During the Plan Phase, the Deloitte Assessment Project Team (Project Team) conducted a kick-off meeting with the County and program leaders to confirm the project scope and identify the programs to be evaluated.

In this phase, the project scope was defined to include an evaluation of 46 County programs, operational in FY22-23, that primarily serve

individuals at-risk of or experiencing homelessness, including programs focused on encampment clean-up, or programs serving individuals under community supervision in need of supportive housing. While the County has a wide range of programs that play some role in preventing or ending poverty and homelessness, this subset of programs was selected to provide a focused approach within the allotted timeframe. This has allowed for an in-depth look at the programs whose goals are most closely aligned with the County's Framework for Ending Homelessness. The 46 programs evaluated included 17 County-operated programs and 29 programs delivered through County contracts within the Health and Human Services Agency, the Land Use and Environment Group, and the Public Safety Group.

**Phase 2 (Assess):** With the 46 programs identified, the Project Team assessed the current landscape of homeless services in San Diego County:

- **Identified Priorities for the County |** Reviewed County publications related to recent homelessness initiatives, including the updated *Homeless Policy* (A-128), the County's *Framework for Ending Homelessness*, and the *Homelessness Solutions and Prevention Action Plan*.
- **Reviewed Regional Insights & Challenges |** Reviewed public documentation of current regional needs and challenges, including the 2022 Strategic Plan by the Regional Task Force on Homelessness.
- **Collected Program Information and Data |** Conducted in-depth conversations with 11 departments overseeing the programs, gathering information on program goals, funding, vulnerable populations served, geographic reach, and performance metrics.
- **Conducted Stakeholder Interviews |** Held 15 interviews with 33 stakeholders to gain insights into each program's reach, challenges,

and opportunities for improvement. The stakeholders interviewed were both internal and external to the County in order to provide insights not only on programs operations, but to also provide context on the systems supporting programs and regional collaborations. Detailed information is available in Appendix D.

- **Identified the California Context** | Reviewed California legislation such as the 2021 law mandating affordable housing in the State, assessed the April 2024 Audit of California homelessness programs by the State Auditor's Office, and reviewed the fiscal year 2025 State budget. Also surveyed data from California counties including Sacramento County, CA; Orange County, CA; and Los Angeles County, CA – all facing a rise in homelessness and shared state budget and policy considerations.
- **Surveyed Leading Counties Nationally** | Surveyed leading comparable counties nationally, including Allegheny County, PA; Harris County, TX; and Milwaukee County, WI to identify leading strategies for reducing homelessness that, while not identical to the County's unique circumstances, may have practices that can be incorporated to County operations.
- **Benchmarked Against Industry Standards** | Collaborated with Mission Measurement, an organization that helps other organizations with benchmarking social outcomes, in order to assess industry benchmarking data to review data from all 46 programs for compatibility with industry benchmarking data. Three of the County's permanent housing voucher programs were able to be benchmarked against industry standards for Access to Long Term Housing outcomes. This involved comparing efficacy, return on investment, and cost per outcome with data from comparable programs in Mission Measurement's Impact Genome Registry®.

**Phase 3 (Report):** An assessment report and submission memo are delivered to the Board, encompassing the analysis of performance measurement in the County's homeless services program efforts. The report is divided into the following six sections:

- **Introduction** | This section provides some background and scope of the analysis, offers information on the national and state context as well as gives context around the San Diego Homeless Services ecosystem in which County programs operate.

- **Performance Measurement in Homeless Services** | This section provides an overview of performance measurement considerations within homeless services. It introduces a uniquely designed performance measurement logic model that aligns with the County's performance tracking systems.
- **Analysis of County Programs** | This section provides an analysis of existing key program performance metrics and offers considerations for additional measures. Key areas include:
  - Program Overview → An examination of the 46 County-contracted and County-operated programs that primarily serve individuals at-risk of or experiencing homelessness, including programs focused on encampment clean-up, or programs serving individuals under community supervision in need of supportive housing. This includes an analysis of the services' provided current program performance metrics. Documents in Appendix B provide more detail on program descriptions, budgets and funding, geographical and demographic reach, vulnerable populations served and simplified program logic models with metrics.
  - Comparative Framework → A comparative analysis of the 46 programs, categorized into seven groups based on services and intended outcomes. This section also includes a comparison to industry-standard benchmarks for five programs in one category with comparable measures.
- **County Action Plan Performance Recommendations** | This section provides considerations for Action Plan performance metrics, including Short-Term Steps, Long-Term Steps, and Progress Milestones found in the Strategic Domains and Key Drivers.
- **Observations and Considerations from Analysis and Interviews** | This section offers key considerations based on the analysis and interviews conducted, including opportunities to: 1) Leverage Established Homeless Services Performance Measurement Definitions and Strategies, 2) Improve Data Integrations, Analysis, and Reporting on Program Outcomes, 3) Strengthen County Service Delivery, and 4) Stabilize Funding Mechanisms.
- **Conclusion** | This final section summarizes the assessment report's concluding observations and considerations.



## San Diego Region Homeless Service Ecosystem

As referenced throughout this report, homelessness across the County presents a multitude of complex challenges, exacerbated by a combination of high housing costs, limited affordable housing, and a growing population across both rural and urban communities. The region's mild climate attracts individuals seeking to escape colder and harsher temperatures, leading to an even greater strain on the housing market and shelter systems. Systemic issues such as mental health, substance use disorders, and lack of access to healthcare complicate the situation further, making it difficult for many to transition out of homelessness without significant support services. In addition, the unique needs of vulnerable and at-risk populations, (e.g., veterans, the elderly, youth, LGBTQ+, etc.), require specialized services to maximize program effectiveness. Efforts to address these challenges are often hindered by insufficient funding and resources, community opposition, and a fragmented approach to services, highlighting the need for comprehensive, coordinated solutions.

The County is part of a large network of supports for those experiencing homelessness. The region includes many key stakeholders and providers, such as the City of San Diego and the Regional Task Force on Homelessness (RTFH), which functions as the Continuum of Care (CoC). A CoC, as defined, is a regional or local planning body that coordinates housing and services funding for homeless families and individuals.<sup>9</sup> This complex ecosystem comprises tribal entities, non-profits, private sector organizations, numerous public sector partners, and many other critical stakeholders. Navigating this complexity can be onerous and confusing for clients, frontline staff, and decision makers at the County and other key stakeholders. Many people experiencing or on the brink of homelessness are uncertain how to navigate and connect to available resources. Many stakeholders desire operational improvements for collecting and receiving service referrals for supportive services.

The ecosystem map on the next page is representative of the complex network of organizations supporting those experiencing homelessness in the region. While this review is focused on the identified 46 County operated and contracted programs exclusively serving clients experiencing or at risk of homelessness, it is important to understand the context in which these programs operate.

Managing complex data analysis and reporting, funding opportunities across the ecosystem is challenging. Many of the applications for funding – particularly state and federal funding – require and reward strong collaboration among partners in the region in their alignment on goals and in the

### ***Shared Context in California***

The assessment of metrics and programs across California jurisdictions, including Sacramento, Orange, and Los Angeles Counties, reveals a shared context of rising homelessness and similar impacts from state budget and policy changes, akin to San Diego County. Since 2019, California has increased short term funding to address homelessness, but a budget crisis and insufficient data insights threaten progress. Governor Newsom's 2021 legislation on affordable housing mandates has created tension between state and local governments, slowing housing development and risking local zoning laws. Resolving these issues is crucial to expanding capacity to address homelessness.

California's estimated \$68 billion budget deficit has led to significant funding cuts for services critical to addressing homelessness, including \$1.2 billion for housing and \$352.5 million from public health funding. These cuts, although not solely dedicated to homelessness, impact the long-term economic and housing stability of residents. Additionally, an April 2024 California Homelessness Audit highlighted a "data desert," indicating significant challenges in obtaining data and insights into the state's homelessness programs, which received \$13.7 billion in combined funding.

<sup>9</sup> National Alliance to End Homelessness, "What is a Continuum of Care?" <https://endhomelessness.org/resource/what-is-a-continuum-of-care/>

coordination of their resources. Funding applications, as well as reporting at the local, state, and federal level require foundational elements - common data definitions (taxonomies) and data infrastructure – for accuracy and fidelity of aggregated service data. Implementing performance measurement standards for housing support services at the County and within the ecosystem is foundational to improving service delivery to clients.

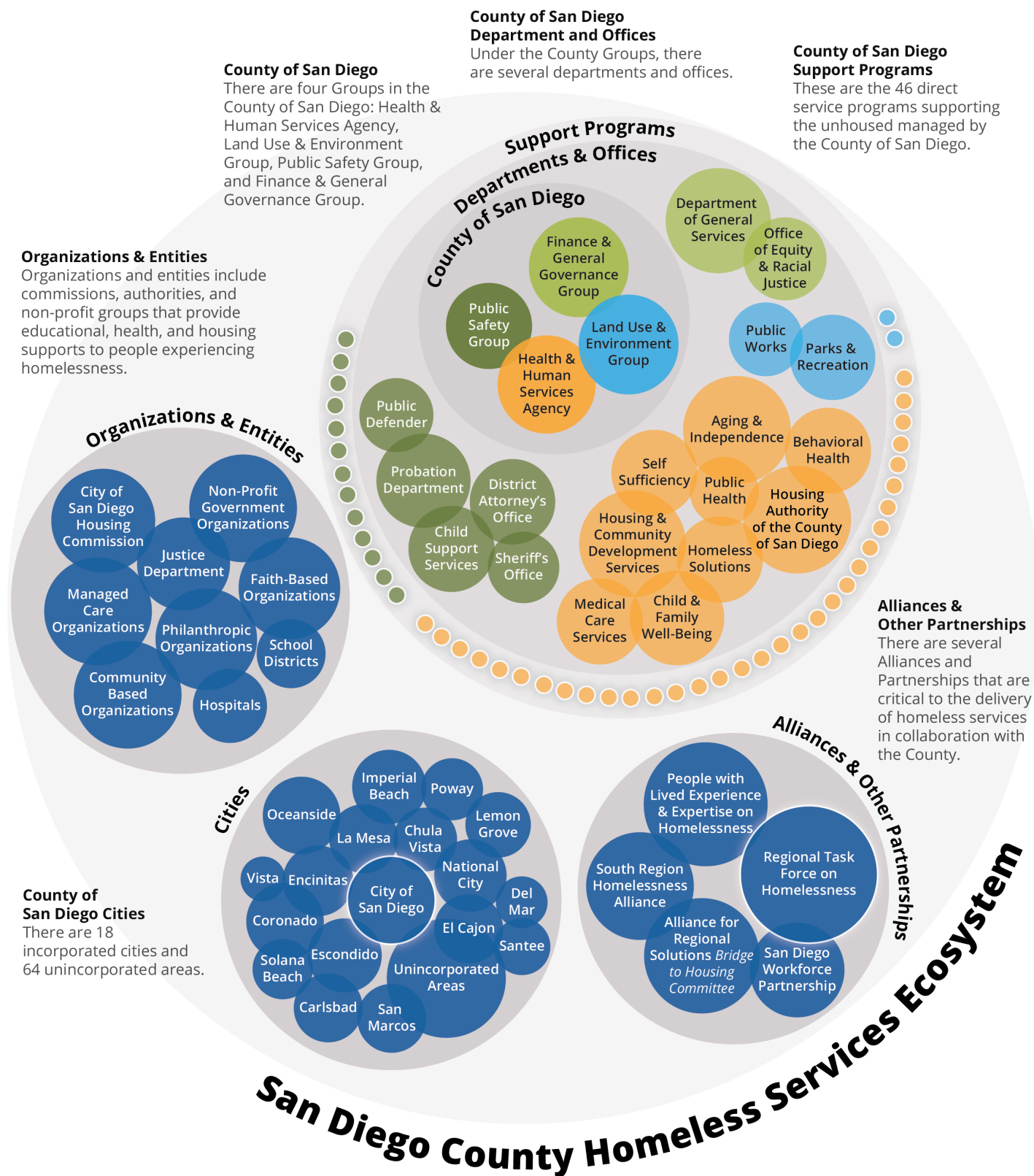


Figure 2. Ecosystem of Stakeholders Supporting the Unhoused or those at risk of homelessness in San Diego County.

# PERFORMANCE MEASURES IN HOMELESS SERVICES

Performance measurement for homeless services happens at six distinct levels, and the County has a role in measuring and reporting at each level. For the 46 reviewed homeless service programs, this report focuses on performance measurement at the program level and at the aggregate county level.

Level	Performance Measurement Descriptions and Tools
National Level	Measures Housing and Urban Development (HUD) Annual Performance Plan reports on the cumulative results of people served by the programs it funds
State Level	California Interagency Council on Homelessness Action Plan Implementation Progress reports on the metrics related to State funded homeless services programming and coordination
Continuum of Care Level	Measures effectiveness of how the regional homeless assistance system is working relative to system-wide goals; RTFH reports an Annual Homeless Assessment Report, Housing Inventory Count, Point in Time Count
County Level	Measures the impact of all County programs/services and their collective impact; reporting towards the County Action Plan Objectives and Milestones
Program Level	Measures the impact one program has working with clients; looks at outcome performance against program objectives using Program Logic Models; reporting against contract or funding requirements
Individual Level	Measures client accomplishments; reporting towards a Housing or Case Management Plan

Metrics recommended for County-wide measurement

46 programs in scope for this assessment

Figure 3. Performance Measurement Levels for Homeless Services.

## Performance Measurement at the Program Level

The process for conducting performance measurement at the program level for homeless services is to focus on the collection of metrics that measure individual program success in terms of resources used and results delivered as related to the stage of homelessness and segment of the population that the program addresses. This process includes:

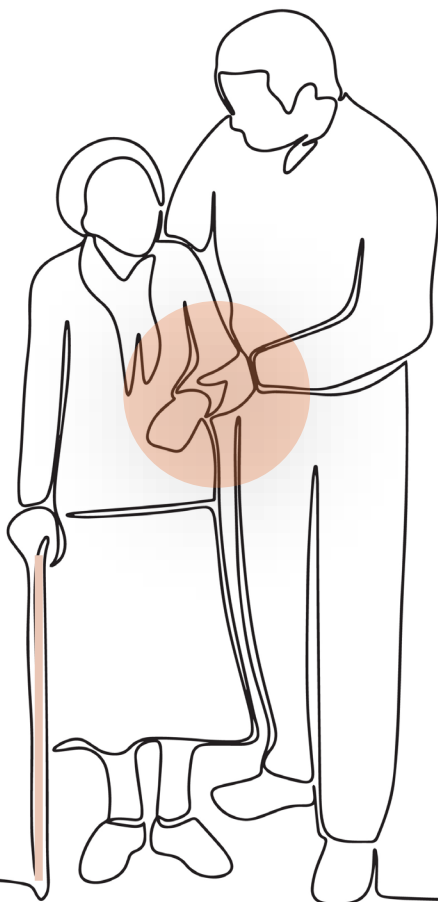
- Documenting the **stated mission and goals of the program, the stage of homelessness it addresses, and the segment of the population it serves**. Programs often have distinct missions and target specific segments (such as whether it is servicing youth, veterans, LGBTQ+ individuals, or justice-involved individuals and/or participants from unincorporated areas). The Project Team documented the program goals, descriptions of services provided, and populations served to include in the report.
- Measuring program resources (such as **funding, facilities, and staffing/care providers**) of the program. The Project Team collected resource inputs such as budget and case management ratios from programs.





- Reviewing the **existing program measures and working to standardize the metrics where possible** along with coordination in collecting data. Note that in the case of this review, the Project Team did not review the complete inventory of all measures available across all 46 programs but chose to focus on metrics most closely aligned with logic models, best practices or key outcome measures. In many cases, programs are tracking additional metrics not included or reviewed for this report. The Project Team also did not standardize metrics across the programs but collected metric information as defined by the programs. This means there are often slight differences in wording or definitions of metrics. One program may track the number of individuals “Exiting to Stable Housing” while another program may track a similar metric as individuals “Accessing Permanent Housing.” Some of the metric language and definitions are driven by different funding streams that have specific requirements for reporting. Harmonizing on the definitions of program performance metrics was not included as part of the report. However, where it is possible to standardize definitions of program performance metrics, it is desirable in order to compare outcomes over time or to compare benchmarks against other programs in the County and in other jurisdictions.
- Developing additional or refined **metrics that reflect the demand or need for the services as well as the number of homeless people who enter the program and who experience positive, partial, or failed outcomes** in relation to program goals. Developing such metrics is easier said than done. There may be challenges related to data collection and analysis, and reporting. Sometimes in social service delivery, there is a tension between “doing the work” of helping clients and spending the time and resources to track the work being done. That said, many programs reviewed in the report are already tracking many key performance metrics and outcomes that give insight into how many individuals are being served and at what cost. Where there was not data available for key performance metrics in the report, there are notations that the data was either not tracked, not readily available, or in development (TBD- to be determined).

- **Benchmarking program metrics** against historical metrics as well as benchmarking against other jurisdictions. As social service programs standardize their data collection and definitions of metrics, and track their activities and outcomes, they can begin to be compared against industry benchmarks in the United States and internationally. Mission Measurement is the leader in tracking social service outcome benchmarks with their [Impact Genome Registry®](#), containing the largest evidence base of social science research. The Impact Genome is built on data from more than 2.2 million social programs, enabling communities to: benchmark programs by efficacy, return on investment, and cost per outcome; derive a common outcome taxonomy from thousands of evidence-based studies; and match intervention components to evidence-based analogues. An example of this benchmarking is included here – demonstrating the County’s permanent housing voucher programs’ alignment to the Genome’s benchmarks for Access to Long Term Housing outcomes. As the County increases data standardization, more industry comparisons can be used.



## DEFINING HOMELESSNESS

*Using common terminology and definitions provided by the Department of Housing and Urban Development (HUD) is beneficial for programs to support program work in homeless services. For example, HUD has developed a list of definitions for the different types of homelessness so that programs supporting the unhoused or those at risk of homelessness can align appropriate resources for clients.\**

**Literally Homeless.** A person who lacks a fixed residence and instead might sleep in a temporary shelter or place not meant for human habitation.

**Imminent Risk of Homelessness.** A person who will soon lose their primary nighttime residence, doesn't have another place to go, and doesn't have the resources to get another residence.

**At Risk of Homelessness.** Individuals and families with an annual income below 30% of the area's median family income, lacking sufficient resources or support networks to prevent moving to emergency shelters or places not meant for habitation, and exhibiting one or more risk factors such as economic hardship, frequent moves, or exiting a publicly funded institution.

**Homeless Under Other Federal Statutes.** These individuals include youth or families with youth who

haven't had permanent housing in the last two months, have unstable housing, and have needs or barriers that will prevent them from accessing housing.

**Fleeing or Attempting to Flee Domestic Violence.** A person fleeing domestic violence who has no other residence and doesn't have resources to obtain permanent housing.

*HUD also provides additional guidance on some of the different types of homelessness caused by different sets of circumstances.\*\**

**Chronic Homelessness.** Individuals that have often spent significant portions of their lives homeless and face multiple barriers to reintegration into the community, such as substance abuse and serious mental health issues.

**Episodic Homelessness.** Individuals who experience periodic episodes of homelessness due to unstable jobs, high housing costs, and a lack of financial buffers.

**Situational Homelessness.** Individuals or families experiencing homelessness typically due to a crisis, such as job loss, healthcare emergencies, divorce, domestic abuse, fire, or natural disasters.

\*Department of Housing and Urban Development [At a Glance Criteria and Recordkeeping Requirements for Definition of Homeless \(hudexchange.info\)](https://www.hudexchange.info/recordkeeping/requirements-for-definition-of-homeless).

\*\*Department of Housing and Urban Development [Making the Case: Why Provide Housing Search Services? \(hudexchange.info\)](https://www.hudexchange.info/making-the-case/why-provide-housing-search-services/).

## Avoiding Pitfalls of Performance Measurement for Social Service Programs

While it is important to understand the performance results of programs, it may also create a disincentive for programs to serve challenging clients who are less likely to achieve desired outcomes easily. There are ways to adjust program metrics and results based on the type of barriers the programs' clients face – providing a “risk adjustment” for those programs who serve clients experiencing multiple disadvantages. This reporting effort did not allow for analysis of client barriers for a “risk adjustment” for program measurement.

## The Program Measurement Logic Pyramid

Program measurement rests upon conceptual building blocks constructed in a logic model which documents the metrics that track services supporting the unhoused. A **logic model** is a visual or written representation that outlines the relationships between the inputs, activities, outputs, outcomes, and impact metrics of a program. Logic models show how a program is intended to work and the cause-and-effect links between its elements. Using the metrics generated from structured logic models helps stakeholders get a detailed view of the current effectiveness of homelessness programs and the persistent challenges. Metric types include:



- Inputs refer to the resources such as time, money, and materials that are invested in a program.
- Activities are the specific actions or tasks carried out using these inputs to produce desired results.
- Outputs are the immediate, tangible products or services generated from the activities, such as reports, products, or services delivered.
- Outcomes represent the short-term and intermediate changes or benefits that result from the outputs, such as improved skills, knowledge, or behaviors among the target audience.
- Impacts are the long-term, broader effects of the outcomes, often reflecting significant changes such as enhanced quality of life, sustained employment over time and most importantly stable housing retained over time.

Together, these components provide a comprehensive framework for evaluating the success and value of a program's efforts. In the logic models developed for this report, there are both outcome and impact measures. Outcome metrics are valuable for understanding program effectiveness; however, outcome data should be contextualized by the type of clients served, and the type of services being provided before comparing programs to one another. To fully comprehend the "why" behind the metrics' associated program outcome measures, additional research is necessary. In this report, "outcomes" represent near term results such as "individuals being more stably housed upon exiting a County program", while "impact measures" identify ultimate performance measures. Impact measures track the long-term changes a program intends to achieve, such as individuals being stably housed for a number of years after leaving the program. Collecting impact measures require more effort, time, and cost to track and report. For some programs, there are limitations on long term data collection due to privacy laws that prevent programs from tracking individuals or households once they complete a program. Other programs can be constructed to have touch points over time even after direct program supports have ended. Using well-structured program logic models is crucial for refining program interventions and designing comprehensive strategies to tackle the multifaceted nature of homelessness. For this assessment, the Deloitte Project Team worked to enhance existing metrics and logic models for programs where they existed or developed simplified logic models where they didn't exist.

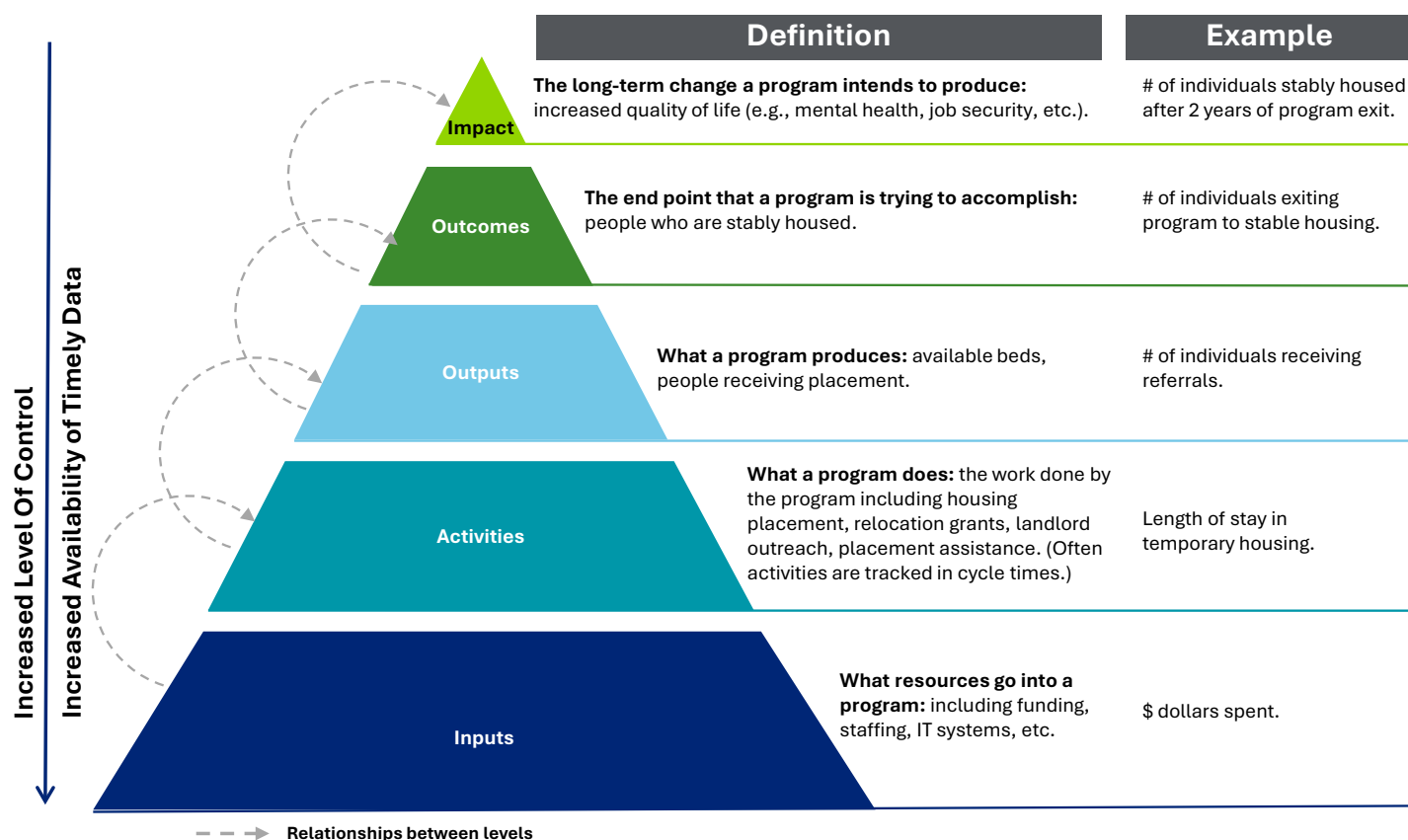


Figure 4. Example of a Logic Model and Metrics.



## ANALYSIS OF COUNTY PROGRAMS

The program analysis focused on the evaluation of 46 County-contracted and County-operated programs that primarily serve individuals at-risk of or experiencing homelessness, including programs focused on encampment clean-up, or programs serving individuals under community supervision in need of supportive housing. There are many other County programs that provide services to individuals who experience homelessness or who are at risk of homelessness may access, such as behavioral and mental health supports or self-sufficiency programs like Medi-Cal. However, these were not included because they are not primarily focused on this population. Many of the County's 46 homeless service programs have existing logic models including 10 volunteered by the Office of Homeless Solutions. All program logic models are documented in Appendix B. Below is an example of logic model measures that, while not comprehensive, are illustrative of the types of measures to be considered at the program level:

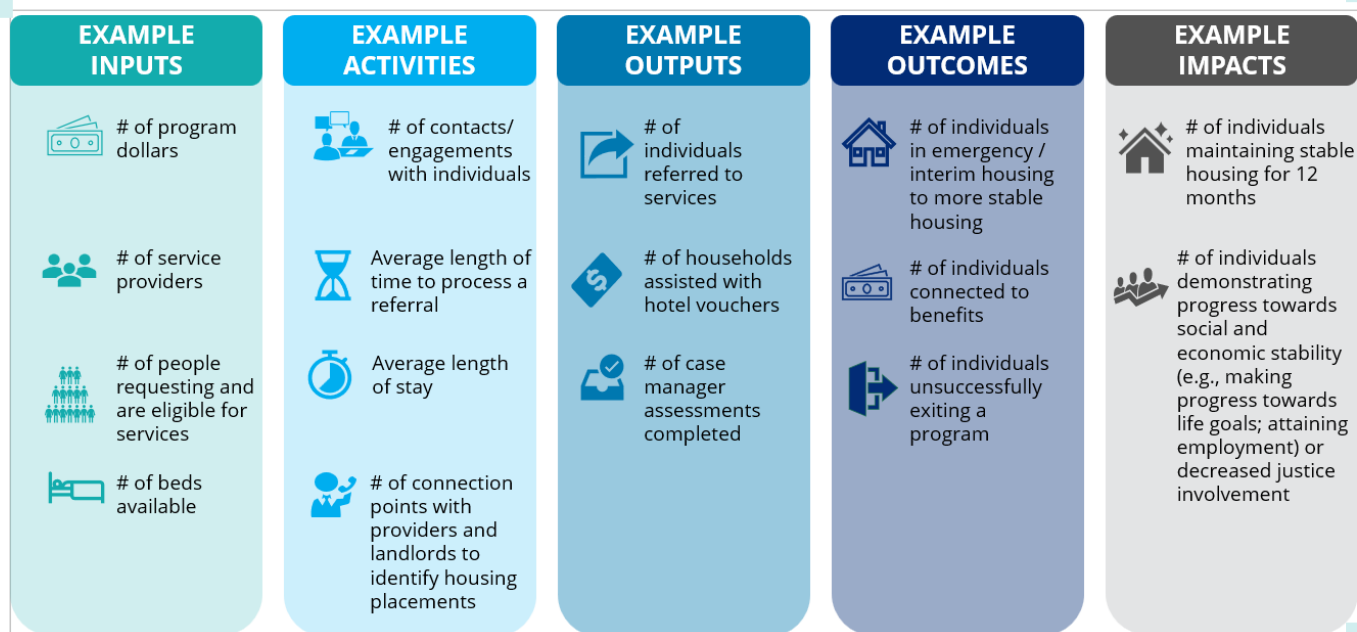
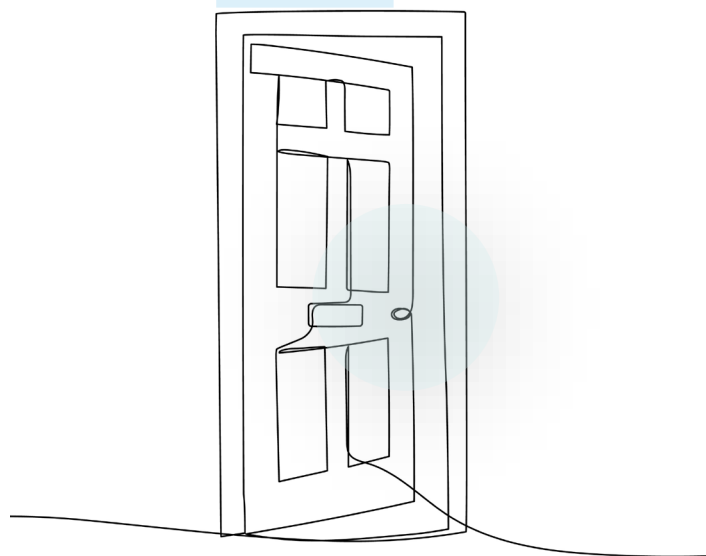


Figure 5. Example of Logic Model Measures at the Program Level.

### Program Categorization

This report organizes 46 programs aimed at aiding individuals experiencing homelessness, or those recently housed and facing stability challenges, into distinct categories, each designed to address specific needs. These programs are categorized based on their intended outcomes and primary areas of impact, supporting a targeted approach for support and intervention. One of the reasons to categorize programs by service provision is to compare a program's results with similar programs and gauge how it is doing relative to its peers and how it can improve. The categories are a grouping of programs that perform similar and comparable services. On the following pages, each category of service is described, and a table is provided with key measures related to each program. Additional, details about each program, including a brief description of purpose and scope, can be found in Appendix B.

## Limitations in Comparisons of Program Metrics

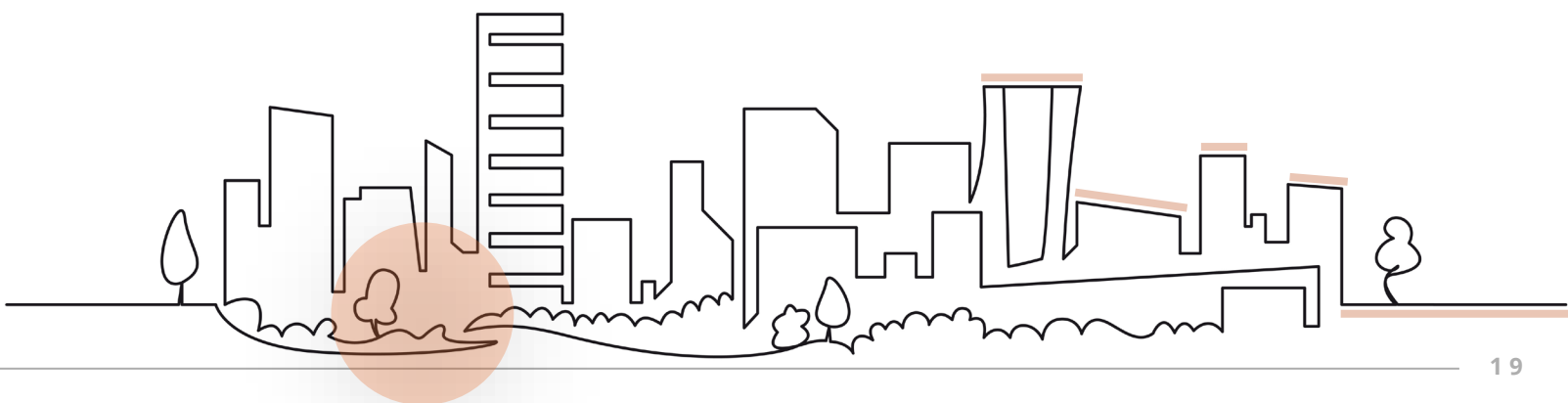
**Outcomes Not Fully Known:** Due to reporting period timelines, these measures may not fully reflect the entire program outcome. For instance, someone enrolled in the program at the end of the reporting period may achieve stable housing in the next reporting year, especially in programs where the average case management time takes many months to complete successfully. In most instances, the cost per output or cost per outcome measures were roughly calculated by dividing the total program cost by the number of participants or those who reached the desired outcome within the program year timeframe. This approach does not always account for participants entering a program in one year and achieving results, such as stable housing, in a subsequent year. Cost per outcome does not account for the costs expended on participants who have not yet reached their final outcome (i.e. it assumes all dollars are spent on the set of clients who achieve permanent housing). While directionally valuable, more refined analysis is needed over time to develop more accurate program metrics.

**Single Performance Snapshot:** This report captured performance measures collectively over one performance year to show a snapshot in time of program achievements. Ideally performance measurement can be tracked over many years to show historical improvements or declines. Some measures were not available because the program is new and not yet tracked.

**Data Gaps:** As previously discussed, many programs ramped up quickly and some lack robust metric tracking capabilities. As noted in the report, within the logic models and tables of metrics, data reporting occasionally falls into the following gaps:

- **Not Tracked:** A given data point is not a required contract metric and/or not tracked by County program staff. This data may be available within contracted service providers records, but not submitted to the County for reporting purposes.
- **Not Readily Available:** A situation in which the data does exist within program records, but because of the way the data exists aggregating it would be too time consuming for the purposes of this assessment.
- **TBD: To Be Determined.** This acronym was used in cases in which a program is under development, there is a program evaluation underway, or the program is being modified to include the measurement in question. These are situations in which County program staff are actively putting plans in place to collect a given data point.
- **Not Applicable (N/A):** A situation in which a measurement or metric is not applicable due to the nature and/or circumstances of the program.

**Comparisons Can Be Challenging:** There is value in comparing metrics between and among programs, and the programs have been grouped into roughly similar categories of services; however, a program's structure in the same category of services can still vary widely in relation to how clients are referred, what case management supports are available, and the population of the clients served. Without a deeper understanding of program components there is a risk that superficial comparisons can lead to unfair assessments. Best practice recommends that, whenever possible, performance metrics should be used to provide an understanding of how programs are operating (how many are served and how many are helped) and identify areas for improvement.



Program Category	Category Description	Programs	
<b>Street Outreach, Harm Reduction, &amp; Navigation / Case Management</b>	<i>13 programs deliver services to foster successful community reintegration by first establishing trust and providing essential resources. Services can also reduce health risks associated with high-risk behaviors, facilitate access to crucial services by assisting with removing barriers, and connect individuals to housing resources thereby promoting long-term stability.</i>	<b>Programs with Permanent Housing Referrals</b> <ul style="list-style-type: none"> <li>❖ Home Start: Housing Navigator</li> <li>❖ Housing Navigators</li> </ul> <b>Programs with Temporary Housing Referrals and Harm Reduction Objectives</b> <ul style="list-style-type: none"> <li>❖ Homeless Assistance Resource Team (HART)</li> </ul> <b>Programs with Harm Reduction Objectives</b> <ul style="list-style-type: none"> <li>❖ Community Harm Reduction Team (C-HRT)</li> <li>❖ Public Health Nursing Outreach Teams (Foot PODs)</li> </ul>	<b>Programs with Permanent and Temporary Housing Referrals</b> <ul style="list-style-type: none"> <li>❖ Home Safe</li> <li>❖ Regional Homeless Services: Homeless Outreach &amp; Case Management</li> <li>❖ Housing &amp; Disability Advocacy Program (HDAP)</li> <li>❖ Housing Our Youth (HOY)</li> <li>❖ Innovative Housing &amp; Services for LGBTQ+</li> <li>❖ LGBTQ+ Enhanced Affirming Services</li> <li>❖ San Diego Homeless Outreach Program (SD-HOP)</li> <li>❖ Specialized Funding for Imminent Needs (SFIN)</li> </ul>
<b>Shelter / Temporary Housing</b>	<i>10 programs offer immediate relief for those experiencing homelessness or at risk of homelessness by providing a safe environment with essential services such as beds, meals, and hygiene facilities. These programs also include supportive services such as counseling and job training, which serves as a bridge to long-term stability by addressing underlying issues. Depending upon program structure, the program also may offer case management.</i>	<b>Programs with Robust Case Management Component</b> <ul style="list-style-type: none"> <li>❖ Ending San Diego County Homelessness</li> <li>❖ Josue Homes (HOPWA)</li> <li>❖ Magnolia Safe Parking Program (MSPP)</li> <li>❖ Regional Homeless Assistance Program (RHAP)</li> <li>❖ Community Care Coordination Re-Entry Support (C3RES)</li> <li>❖ Community Care Coordination Straight to Home (C3STH)</li> <li>❖ Community Care Coordination for Veterans (C3V)</li> </ul>	<b>Programs with Light or No Case Management Component</b> <ul style="list-style-type: none"> <li>❖ Haven Interim Housing</li> <li>❖ Inclement Weather Program (IWP)</li> <li>❖ Rotational Shelter Program</li> </ul>
<b>Justice-Involved Interim Housing</b>	<i>7 programs offer stable interim sober-living housing to support Probation clients. These programs reduce recidivism and support successful outcomes by offering a structured environment and access to rehabilitative services.</i>	<ul style="list-style-type: none"> <li>❖ Foundations in Recovery</li> <li>❖ Interfaith Community Services</li> <li>❖ Living Life Solutions (LLS)</li> </ul>	<ul style="list-style-type: none"> <li>❖ Next Step Sober Living (NSSL)</li> <li>❖ R&amp;R Sober Living</li> <li>❖ Restoring Citizens</li> <li>❖ San Diego Second Chance</li> </ul>
<b>Legal Services</b>	<i>2 programs address legal barriers that exacerbate homelessness. The programs provide services such as recalling warrants and lifting DMV holds. These services are crucial for enabling individuals to re-enter the community.</i>	<ul style="list-style-type: none"> <li>❖ Homeless Court Pop-Up Resource Fairs</li> </ul>	<ul style="list-style-type: none"> <li>❖ Homeless Court Program</li> </ul>
<b>Voucher, Subsidy and Incentive Programs</b>	<i>10 programs focus on overcoming financial barriers to stable, affordable housing by providing both short and long-term subsidies and incentives to landlords. These programs expand housing options for low-income individuals and families.</i>	<b>Long-Term Supports</b> <ul style="list-style-type: none"> <li>❖ Emergency Housing Voucher (EHV)</li> <li>❖ Mainstream Vouchers</li> <li>❖ Veteran Affairs Supportive Housing (VASH)</li> </ul> <b>Flexible Supports</b> <ul style="list-style-type: none"> <li>❖ Flexible Housing Pool</li> <li>❖ Landlord Incentive Program</li> </ul>	<b>Short-Term Supports</b> <ul style="list-style-type: none"> <li>❖ Bringing Families Home (BFH)</li> <li>❖ Housing Navigation &amp; Case Management Services</li> <li>❖ Local Rental Subsidy Program (LRSP)</li> <li>❖ Regional Homeless Prevention &amp; Rapid Re-Housing Program</li> <li>❖ Pilot Shallow Rental Subsidy Program (SRSP)</li> </ul>
<b>Permanent Supportive Housing Development</b>	<i>1 program focuses on creating long-term housing solutions integrated with supportive services, which is essential for fostering independence and improving quality of life.</i>	<ul style="list-style-type: none"> <li>❖ No Place Like Home (NPLH)</li> </ul>	
<b>Homeless Encampment Cleanup</b>	<i>3 programs address public health and safety in homeless encampments, thereby improving conditions while connecting residents with essential services. This approach balances community needs with compassionate approaches.</i>	<ul style="list-style-type: none"> <li>❖ Cleanup &amp; Sanitation Program (CSP)</li> </ul>	<ul style="list-style-type: none"> <li>❖ Harmony Cleanup &amp; Abatement</li> <li>❖ Homeless Patrols, Cleanup, &amp; Outreach</li> </ul>

Figure 6. Categorized Overview of County Programs with Descriptions.



## Street Outreach, Harm Reduction, & Navigation/Case Management Program Evaluation

This category contains 13 vital programs designed to facilitate successful community reintegration. By establishing trust and providing essential resources, these programs effectively reduce health risks associated with high-risk behaviors. They also enhance access to crucial services by connecting individuals to housing resources to promote long-term stability. This comprehensive approach not only addresses immediate needs, but also lays the foundation for sustainable community support and individual well-being. These programs collectively form a support system addressing immediate health and safety needs while also facilitating a smoother transition into emergency shelter, temporary, and permanent housing.

### Key Themes

Prior to placement in temporary or permanent housing, the County provides clients with a variety of outreach efforts and services designed to build trust with individuals and provide the supports that can result in a housing placement. For purposes of this analysis, programs are separated into those that result in permanent housing placement and those that result in temporary housing placement. Different housing outcomes can result in significant cost differences depending upon the special population served, housing type required, and supportive services required to accomplish said outcome. While the ultimate goal for individuals and households is permanent, stable housing, temporary shelter for those living in encampments is a positive outcome, as denoted in the RTFH Data Performance Report: “..when it comes to individuals participating in street outreach programs, HUD acknowledges exits to temporary or institutional settings, such as emergency shelters, foster care, temporary stays with family or friends, safe havens, and transitional housing, as successful exits. This recognition is due to the nature of street outreach projects, which aim to facilitate movement away from street homelessness towards permanent housing, acknowledging this process may involve temporary arrangements.”<sup>10</sup>

### Programs with Permanent Housing Referrals

The Programs with Permanent Housing Referrals listed below were measured with the following criteria:

**% of Individuals Enrolled out of Individuals Contacted:** The percentage of participants enrolled in the program versus the number of individuals who program staff have contacted and are eligible for services.

**% of Individuals Successfully Completing the Program:** The number of individuals with successful completions from the program divided by the total number of completions. Success can include both those satisfying the terms of a housing placement plan, and placement into permanent housing.

**Cost Per Output (Assessed Program Participant):** The total cost of the program divided by the number of program participants (i.e., how much it costs to serve all participants regardless of outcome).

**Cost Per Outcome (Individual Successfully Exiting the Program):** The total cost of the program divided by the number of individuals successfully exiting the program (i.e., how much it costs to produce a successful outcome).

Program	% of Individuals Enrolled out of Individuals Contacted/Referred	% of Individuals Successfully Completing the Program	Cost Per Output (Assessed Program Participant)	Cost Per Outcome (Individual Successfully Exiting the Program)
<b>Programs with Permanent Housing Referrals</b>				
Home Start: Housing Navigator	76%	32%	\$2,167	\$6,863
Housing Navigator	TBD	Not Readily Available	\$407	Not Readily Available

Figure 7. Key Metrics Identified for Street Outreach, Harm Reduction, & Navigation/Case Management Programs – Permanent Housing Referrals.

<sup>10</sup> RTFH Data Performance Report 2022.

### **Programs with Permanent & Temporary Housing Referrals**

The Programs with Permanent & Temporary Housing Referrals listed below were measured with the following criteria:

**% of Referred Individuals Enrolled/ Served:** The percentage of individuals referred to the program who successfully enrolled or were served by the program.

**% of Individuals Accessing Permanent and Temporary Housing:** The percent of individuals in the program who successfully accessed permanent and/or temporary housing. Temporary housing is sometimes called interim housing depending on the program's terminology. This metric can cover accessing either permanent or temporary housing or both depending on the program design and is denoted in the table below.

**Cost Per Output (Individual/Household Enrolled or Served):** The total cost of the program divided by the number of program participants – either measured as individuals or households (i.e., how much it costs to serve all participants regardless of outcome).

**Cost Per Outcome:** The total cost of the program divided by the number of individuals or households successfully accessing either permanent or temporary housing (i.e., how much it costs to produce a successful program outcome).

Program	% of Referred Individuals Enrolled / Served	% of Individuals Accessing Permanent or Temporary Housing	Cost Per Output Individual/ Household Served	Cost Per Outcome
<b>Programs with Permanent &amp; Temporary Housing Referrals</b>				
Home Safe	31% Referred Individuals Enrolled	72% Individuals Accessing Permanent and Temporary Housing	\$4,553 Per Individual Enrolled	\$6,357 Per Individual Successfully Accessing Permanent/ Temporary Housing
Housing & Disability Advocacy Program (HDAP)	93% Referred Individuals Enrolled	62% Individuals Accessing Permanent and Temporary Housing	\$8,818 Per Individual Served	\$16,127 Per Individual Successfully Accessing Permanent Housing
Housing Our Youth (HOY)*	N/A	58% Individuals Accessing Permanent Housing	\$15,352 Per Individual Served	\$26,366 Per Individual Successfully Exiting to Permanent Housing
Innovative Housing & Services for LGBTQ+	100% Referred Individuals Served	TBD	\$4,246 Per Individual Served	TBD
LGBTQ+ Enhanced Affirming Services**	Not Readily Available	TBD	\$4,089 Per Household Served	TBD
Regional Homelessness Services: Homeless Outreach & Case Management	11% Service Acceptance Rate***	33% Individuals Accessing Permanent and Interim Housing	\$1,554 Per Individual Served	\$4,770 Per Individual Successfully Entering Permanent/ Temporary Housing
San Diego Homeless Outreach Program (SD-HOP)	Not Tracked	13% Individuals Accessing Temporary Housing	\$1,608 Per Individual Served	\$12,466 Per Individual Successfully Entering Temporary Housing
Specialized Funding for Imminent Needs (SFIN)	N/A	76% Households Accessing Stable Housing/Prevented from Homelessness	\$2,339 Per Household Served	\$4,077 Per Individual Placed in Permanent Housing/ Prevented from Homelessness

Figure 8. Key Metrics Identified for Street Outreach, Harm Reduction, & Navigation/Case Management Programs – Permanent & Temporary Housing Referrals.

\*The Housing our Youth program was not operational for a full 12 months at the time of writing this assessment.

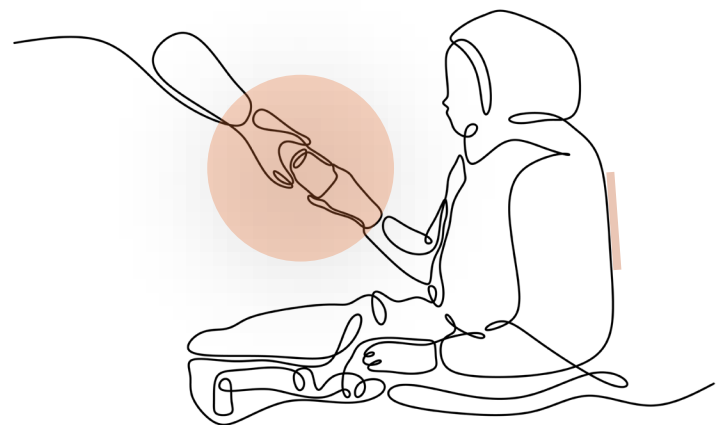
\*\* The LGBTQ+ Enhanced Affirming Services program is not primarily a housing program. While the program performs housing referrals, it provides a variety of service referrals for participants.

\*\*\*The Regional Homelessness Services: Homeless Outreach & Case Management program provides street outreach to create program referrals and enrollments. Eligible individuals may take many contacts to build trust and enroll in program services.

### **Programs with Temporary Housing Referrals and Harm Reduction Objectives**

The San Diego Sheriff's Office Homeless Assistance Resource Team (HART) provides a resources-first approach when engaging with individuals experiencing homelessness. HART deputies build rapport and facilitate connections for at-risk individuals to health and social services workers through homeless outreach. The goal of the outreach is to get individuals to enroll, receive, and participate in wrap-around services. HART works collaboratively with the County's Department of Public Works and Office of Homeless Solutions teams to identify encampment clean-up locations; in Fiscal Year 23/24, HART collaborated on 285 clean-up sites. HART also refers individuals experiencing homelessness into the Magnolia and Bancroft Safe Parking Programs as well as Home Start for housing navigation. HART has distributed nearly 1,900 doses

of naloxone as part of its harm reduction strategy. The program was measured according to definitions outlined for the previous category, with the exception that success equated to exclusively temporary – and not permanent – housing placement. HART works with the Regional Housing Assistance Program for temporary housing placements.



Program	% of Individuals Engaged in Services	% of Individuals Temporarily Housed	Cost Per Output (Per Individual Outreach)	Cost Per Outcome
<b>Programs with Temporary Housing Referrals and Harm Reduction Objectives</b>				
Homeless Assistance Resource Team (HART)	Not Readily Available	Successful housing placements are captured in Regional Housing Assistance Program Outcome measurements	\$623	Successful housing placements are captured in Regional Housing Assistance Program Outcome measurements

Figure 9. Key Metrics Identified for Street Outreach, Harm Reduction, & Navigation/Case Management Programs–Temporary Housing Referrals.

### **Programs with Harm Reduction Objectives**

An important aspect of trust building and maintaining public health is the provision of harm reduction services. The County's harm reduction services are also paired with outreach services and educational materials for recipients to begin the process of accessing services and supports. These programs may lead to improved health for both the community and encampment populations at a relatively low cost per outcome. The Programs with Harm Reduction Objectives listed below were measured with the following criteria:

**% of Individuals Enrolled out of Individuals Contacted:** The percentage of individuals participating in the program versus the number of individuals who program staff have contacted and are eligible for services. This shows the percentage of individuals in street outreach who engage in services after multiple contacts with program staff (i.e., an indicator of how many repeated contacts must be made to build trust with individuals during street and encampment outreach).

**% of Individuals Receiving SUD Treatment:** The percentage of individuals who accessed substance use disorder (SUD) treatment after receiving harm reduction supplies and education.

**Cost Per Output (Per Participant Served):** The total cost of the program divided by the number of program participants served (i.e., how much it costs to serve all participants regardless of outcome).

**Cost Per Outcome (Individuals Receiving SUD Treatment):** The total cost of the program divided by the number of individuals receiving SUD treatment.

Program	% of Individuals Enrolled out of Individuals Contacted	% of Individuals Receiving SUD Treatment	Cost Per Output (Per Participant Served)	Cost Per Outcome (Individuals Receiving SUD Treatment)
<b>Programs with Harm Reduction Objectives</b>				
Community Harm Reduction Team (C-HRT)	Not Tracked	41%	\$4,876*	\$11,931
Public Health Nursing Outreach Teams (Foot PODs)	36%	N/A	\$410*	N/A

Figure 10. Key Metrics Identified for Street Outreach, Harm Reduction, & Navigation/Case Management Programs – Harm Reduction.

\*Please note that while cost differences in these programs relate to the costs measured. For Public Health Nursing Outreach Teams, the cost per output is driven by nursing staffing costs serving individuals and does not include the cost of vaccines and harm reduction materials. C-HRT cost per output includes difference services such as case management that is not provided by the Public Health Nursing Program.

## Emergency Shelter/Temporary Housing Program Evaluation

Emergency shelter and temporary housing programs play a crucial role in addressing housing insecurity and homelessness, serving as vital interventions in the continuum of care. These programs not only provide immediate relief to individuals and families in crisis by offering a safe place to stay, but they also serve as a critical entry point to a broader array of social services. By stabilizing the immediate needs of the unhoused population through shelter, these programs enable access to healthcare, counseling, job training, and permanent housing solutions. This comprehensive approach helps to mitigate the impacts of homelessness on communities and individuals alike, fostering a pathway towards long-term stability and self-sufficiency.

For the purposes of this analysis, the ten programs reviewed accomplish temporary housing in a variety of ways for different populations and geographical locations. Individuals and households can receive temporary housing through non-congregate sheltering (e.g., scattered site hotel/motel program), rapid re-housing, emergency housing, and temporary housing for special populations. Non-congregate emergency shelter programs such as RHAP are particularly important as they are one of the main ways in which the County serves unincorporated areas.

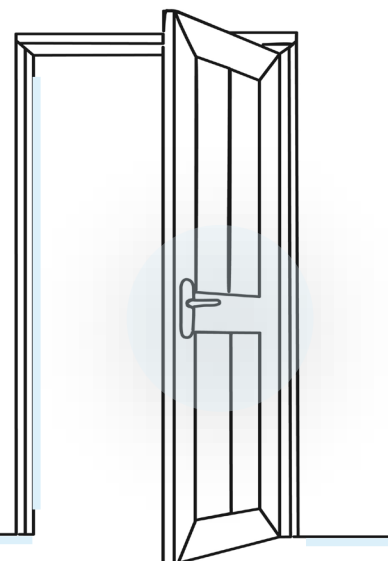
### Key Themes

Of the ten programs analyzed in this category, seven provide robust case management, and three provide only light or no case management. While both are necessary parts of temporary housing resources, there is a significant cost difference between the two program types. All ten programs were measured with the following criteria:

**Program Demand:** Average number of individuals on a program waitlist or a percentage demonstrating how much program demand was addressed by enrolling individuals in services (i.e., were all eligible individuals able to access the service or not).

**% of Individuals who Access or Exit to More Stable Housing:** The number of individuals accessing or exiting to more stable housing divided by all persons exiting the program. More stable housing is when the household's living situation has improved. Generally, if the household moves from the street, shelter or safe parking to emergency, temporary or permanent housing, or the street, emergency or temporary housing to permanent housing.

**Cost Per Output:** The total cost of the program divided by the number of individuals or households served (i.e., how much it costs to serve all participants regardless of outcome).





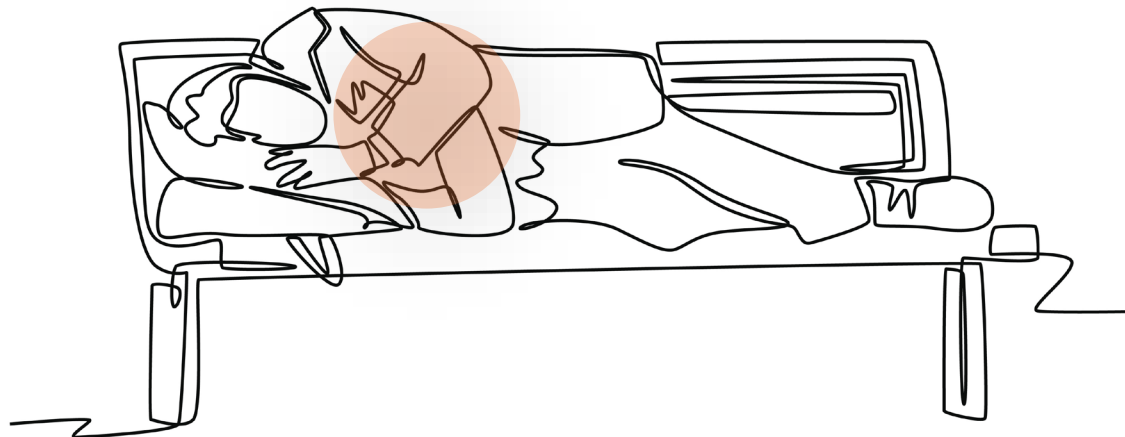
Program	Program Demand	% of Individuals that Access or Exit to More Stable Housing	Cost Per Output	Cost Per Outcome
<b>Programs with a Robust Case Management Component</b>				
Ending San Diego County Homelessness	Not Tracked	21%	\$697* Per Individual Temporarily Housed	\$4,077 Per Individual Exiting to Permanent Housing
Josue Homes (HOPWA)	12 (Average # on Waitlist)	Not Readily Available	\$9,333 Per Individual Temporarily Housed	N/A
Magnolia Safe Parking	7 Households (Average # on Waitlist)	43%	\$5,424 Per Household Served	\$9,492 Per Household Exiting to More Stable, Permanent or Temporary Housing
Regional Homeless Assistance Program (RHAP)	6-10 Families (Average # on Waitlist)	39%	\$18,730 Per Household Served	N/A
Community Care Coordination Re-Entry Support (C3RES)	86% (% of Individuals Engaged in Services)	86%	\$19,225 Per Household Served	N/A
Community Care Coordination Straight to Home (C3STH)	95% (% of Individuals Engaged in Services)	89%	\$11,309 Per Household Assisted	N/A
Community Care for Veterans (C3V)	No waitlist 98% (% of Individuals Engaged in Services)	68%	\$9,935 Per Individual Temporarily Housed	N/A

Figure 11. Key Metrics Identified for the Emergency Shelter/Temporary Housing Programs – Robust Case Management

\*Additional information is required to determine what leveraged funding or other resources contribute to this cost per output.

Program	Program Demand	% of Individuals Exit to More Stable Housing	Cost Per Output	Cost Per Outcome
<b>Programs with a Light or No Case Management Component</b>				
Haven Interim Housing	0 (Average # on Waitlist)	50%	\$1,410 Per Household Served	N/A
Inclement Weather Program	TBD	N/A	\$377 Per Household Served	N/A
Rotational Shelter Program	Not Tracked	35%	\$635 Per Individual Served	\$1,794 Per Individuals exiting to stable housing

Figure 12. Key Metrics Identified for the Emergency Shelter/Temporary Housing Programs – Light or No Case Management



## Justice-Involved Interim Housing Program Evaluation

The transition from interim sober-living housing to more successful outcomes for justice-involved individuals is a multi-faceted pathway that progressively enhances support and stability.

The Probation Department funded seven service providers in FY 23-24 to provide interim housing for Probation clients who may need a stable living situation. This includes individuals who are already under Probation supervision who may require sober-living services as well as individuals who may be at risk of homelessness when exiting the jail system. The justice-involved interim sober-living housing programs are more than just immediate refuges; they provide a safe, healthy, drug- and alcohol-free, stable living environment to these clients. Additionally, the Probation Department contracts with Home Start in a separate contract for enhanced case management and navigation services for some individuals housed in these programs. This approach is vital for enabling these individuals to pursue stable housing solutions and break the cycle of recidivism. For additional information on the Home Start program, see the Street Outreach, Harm Reduction, & Navigation/Case Management section of this report.

Across the seven programs in FY 23-24, a total of 1,300 individuals successfully entered interim sober-living housing out of 1,844 eligible individuals. Consequently, approximately 71% of eligible individuals accessed interim sober-living housing over the program year. Further research is required to identify why some individuals may not enter interim housing, which may include that they have an alternative stable living option available to them.

### Key Themes

For these programs, demand was not measured per program as these programs exist within a closed loop referral system and therefore all referrals result in successful placements due to known vacancies. When individuals are placed in these programs, they experience a high rate of progress toward self-sufficiency (73-100%). While a majority of programs experienced a program exit rate of 51% or lower, it is worth noting that additional challenges are faced by probation clients obtaining housing and employment (e.g., stringent hiring and employment requirements). It is also worth noting that some individuals within these programs include those who are in need of sober-living support and not necessarily at risk of homeless. In addition, because the program is voluntary, an individual may exit at any time and is not required to provide a reason to the contractor. Although this metric is captured as an “unsuccessful” exit by the contractor, the individual may, for example, have returned to living at a family home. Programs were measured by the following criteria:

**% of Individual Making Progress Toward Self Sufficiency:** The number of individuals in the program making progress towards their self-sufficiency goals divided by the total number of program participants.

*Self Sufficiency is accomplished with any of the following:*

- Educational/employment attainment
- Maintain sobriety
- Follow terms of their probation
- Behavioral health well-being improvement
- Increase positive connections to community

**% of Individuals Successfully Exiting:** The number of individuals with successful exits from the program divided by the total number of exits.

*Successful exit is defined as any of the following:*

- Completed program successfully
- Exit to Residential Treatment Program
- Exit to Extended Program Stay (self)
- Exit to Permanent Housing (self-reported)



**Cost Per Output (Participant Temporarily Housed):** The total cost of the program divided by the number of individuals being temporarily housed (i.e., how much it costs to serve all participants regardless of outcome).

**Cost Per Outcome (Individual Successfully Exiting the Program):** The total cost of the program divided by the number of individuals successfully exiting the program (i.e., how much it costs to produce a successful program outcome).

Program	% of Individual Making Progress Toward Self Sufficiency	% of Individuals Successfully Exiting	Cost Per Output (Participant Temporarily Housed)	Cost Per Outcome (Individual Successfully Exiting the Program)
Foundations in Recovery	96%	34%	\$1,469	\$4,329
Interfaith Community Services	100%	0%	\$2,678	N/A*
Living Life Solutions	100%	38%	\$1,832	\$4,808
Next Step Sober Living	100%	44%	\$2,079	\$4,739
R&R Sober Living	73%	50%	\$3,742	\$7,464
Restoring Citizens	86%	53%	\$3,896	\$7,306
San Diego Second Chance	75%	51%	\$2,702	\$5,311

Figure 13. Key Metrics Identified for Justice-Involved Interim Housing Programs

\*Interfaith Community Services, a small community provider, only served two clients, with two new intakes, in FY 23-24.

In addition to the quantitative measurements outlined in the table above, the following qualitative themes were identified both in program narratives and stakeholder interviews, highlighting several critical aspects of the justice-involved interim sober-living housing programs. The effectiveness of the closed-loop referral system ensures all referrals made to program operators are accepted, facilitating smooth operations. However, the impact of non-housing factors, such as sobriety non-compliance due to a Zero Tolerance Policy mandated by probation requirements, poses challenges. These programs, funded by the County, are not low-barrier options, as participants must adhere to strict probation rules, which can affect their success in the program.

Additionally, data capture for the interim sober-living housing programs is limited, as it relies on voluntary disclosure of housing status to contractors. Successful housing placement for justice-involved individuals is influenced by multiple factors, including the availability of case management and support services, the severity of barriers faced by participants, and probation status. While this evaluation provides preliminary efficacy information, additional research and data points are required to gain more insight into why certain programs show increased effectiveness compared to others.

## Legal Services Program Evaluation

The County provides essential legal services to address immediate legal barriers enabling individuals to pursue stable housing solutions and break the cycle of recidivism.

The scope of this assessment includes programs to address barriers associated with criminal, and not civil court. While barriers such as prior evictions are impediments to obtaining more stable housing, those programs are not within the scope of this assessment. Two Public Safety Group programs involving the District Attorney and Public Defender are included within this category for this assessment.

## Key Themes

The Homeless Court Pop-Up Resource Fairs and Homeless Court Program each offer distinct advantages tailored to meet specific legal needs associated with criminal court. The Homeless Court Pop-Up Resource Fairs program offers on-the-spot legal services for individuals who may be hesitant to engage with more traditional legal services and may have transportation barriers. Legal services are conducted at mobile resource fairs hosted throughout San Diego County, including public parks, libraries, transitional living centers, and community-based organizations. While the Pop-Up Resource Fairs are designed to remove immediate barriers such as warrants and DMV holds, they also connect individuals with other County services. Pop-Up Resource Fairs provide resources at a low cost per outcome, making it an efficient option for certain legal proceedings, however it lacks the ability to dismiss cases, which must happen with the Homeless Court Program at a physical court location. Additional research can be done to determine effective methods for encouraging individuals who do need further assistance to accept referrals to an approved provider or other program to have their fines, cases, or other legal matters resolved after receiving immediate service at Pop-Up Resource Fairs.

The Homeless Court Program is a referral-based recognition court designed to remove the totality of the misdemeanor and/or traffic legal barriers after an individual has completed programming through a Community Based Organization (CBO) or another County funded program. Homeless Court Program can result in ultimate case resolution; however, it also has a 30-day waiting period before services are delivered and is capped at serving 60 individuals per month. Enrollment in the Homeless Court Program has decreased following the COVID-19 pandemic, and the program is serving less than its central court limit; however, participation is increasing. Additional research is required to ascertain the reasons for decreased participation post-pandemic.

Note that the following table includes the cost of the District Attorney and Public Defender contributions but does not represent other court expenses, e.g., presence of a judge, bailiff, and court clerk or other County staff from offices such as OHS, Child Support, or County Recorder. Additionally, determining the definition of success for the Homeless Court Program will require additional analysis because the program is designed to only accept individuals who have successfully completed CBO programs.

**Program Demand Measures:** Measures the demand and capacity of how many slots are filled on average versus appointments that are available for services.

**Outcome Measurement:** Reduced barriers can lead to outcomes including obtaining a driver's license and obtaining housing. Though the programs may contribute to these outcomes, these outcomes exist outside of the program's direct influence. Data for outcome measures for this category were not readily available for this category of programs.

**Cost Per Individual:** The cost to serve an individual with an identified lower-level legal need.

Program	Available Slots / Program Demand	Outcome Measurement	Cost Per Individual
Homeless Court Pop-Up Resource Fairs	Not Readily Available	Not Readily Available	\$130
Homeless Court Program	72% (Average Program Referral Slots Filled Per Month)	Not Readily Available	\$77

Figure 14. Key Metrics Identified for Legal Services Programs

Both programs present opportunities for continued monitoring of program demand and identifying ways to encourage clients to participate in the legal process. These services eliminate significant barriers and can help individuals meet the criteria required for employment and housing programs.



## Voucher, Subsidy and Incentive Program Evaluation

Voucher and incentive programs play a pivotal role in addressing housing insecurity and homelessness by providing financial assistance and encouraging landlords to engage with tenants. Voucher programs offer subsidies to help low-income families afford market-rate housing, while incentive programs attract landlords by offering benefits like signing bonuses and damage mitigation funds. Together, these programs create a supportive ecosystem that facilitates access to housing for vulnerable populations and promotes a more inclusive rental market, thereby contributing to the long-term resolution of housing challenges in communities. Ten programs were assessed in this category.

### Key Themes

#### ***Programs with Long-Term Supports***

The County's long-term voucher programs have proven successful in assisting with more stable housing placements. The Programs with Long Term Supports listed below were measured with the following criteria:

**% of Referred Applicants Awarded New Vouchers:** Percentage of new applicants awarded with vouchers during the reporting period (does not include those already accessing the voucher program). This measures the number of the applicants awarded a voucher divided by the number of applicants for the voucher program.

**% of Voucher Recipients Housed (Signed Lease) and Receiving 12+ Months of Assistance:** Percentage of active voucher holders that are housed within a successfully leased unit. This measures the number of households awarded (receiving 12 months of assistance) divided by the number of households awarded and have leased units.

**Annual Cost Per Voucher Holder (Program Year):** The average annual cost it takes to house a voucher recipient. These voucher holders have signed a lease for at least 12 months or more.

#### ***Mission Measurement Outcome Benchmarks and Costs:***

**Industry Standards:** The final benchmark measure in the table provides the Mission Measurement Benchmarks and Cost for their Impact Genome Registry® category "Access to Long Term Housing."<sup>11</sup> Mission Measurement provides industry standards for social services delivery nationally with cost and outcome benchmarks for social service program outcomes. This "Access to Long Term Housing" category includes over 40 homeless services programs in the United States and Canada that are providing Access to Long Term Housing programming that are operationally similar to the County's long-term voucher programs (i.e. voucher subsidies support long-term housing for those experiencing homelessness, the ability to move people into those long-term housing supports). The Registry's benchmarks show that these programs are typically 79%-90% effective and have an annual cost of between \$7,622 and \$13,942 per participant served. This comparison shows County voucher programs typically meet or exceed long-term housing placement success relative to social service industry benchmarks. However, while outcome rates are on par with benchmarks, they are accomplished at a higher cost in San Diego County, likely due to high housing market costs.

***Over 30 years ago the Impact Project® was created at the Harvard Kennedy School for Government. This project developed the world's first standardized impact taxonomies for social service delivery. Today, Mission Measurement manages the centralized database of 2.2 million programs that allow government and nonprofit service providers to compare their costs and outcomes in the Impact Genome Registry®. Mission Measurement standardizes outcomes-based frameworks, tools and benchmarks to help service providers set clearer goals, make smarter resource allocation choices and produce better program outcomes.***



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<sup>11</sup>Mission Measurement Impact Genome Category for Critical Human Needs / Access to Long Term Housing:  
<https://www.impactgenome.com/outcome-price-benchmarks>.

Program	% of Referred Applicants Awarded New Vouchers	% of Voucher Recipients Housed and Receiving 12+ Months of Assistance	Annual Cost Per Voucher Holder (Program Year)	Mission Measurement Outcome Benchmarks and Costs: Industry Standards
<b>Long-Term Supports</b>				
Emergency Housing Voucher (EHV)	74%	98%	\$25,600	<b>Access to Long Term Housing Benchmark Metrics:</b> <b>79% -90%</b> <b>\$7,622-\$13,942</b>
Mainstream	Not Tracked	99%	\$24,400	
Veteran Affairs Supportive Housing (VASH)	Not Tracked	99%	\$21,500	

Figure 15. Key Metrics for Voucher &amp; Incentive Programs – Long Term Supports

**Programs with Short-Term Supports**

Short-term support programs are designed to foster increased independence over the long term with a smaller amount of limited-term support. As several of the short-term programs have not been in existence for a significant amount of time, additional research will be required to determine if short-term supports result in sustainable housing stability in the long-term once receiving the supports and exiting the program. Programs in the category of Short-Term Supports were measured by the following criteria:

**% of Referrals Awarded Subsidies/Vouchers or Enrolled:** The percentage of referrals that successfully access the various types of rental assistance, such as subsidies or vouchers, during the reporting period.

**% of Subsidy or Voucher Recipients Accessing Stable Housing:** The percentage of recipients that were able to access various types of housing including temporary and permanent housing.

**Cost Per Outcome:** The average cost to house an individual during the reporting period.

Program	% of Referrals Awarded Subsidies/Vouchers or Enrolled	% of Subsidy or Voucher Recipients Accessing Stable Housing	Cost Per Outcome
<b>Short-Term Supports</b>			
Bringing Families Home	37% Referrals Enrolled	68% Enrolled Participants Accessing Stable Housing	\$31,552 Households Accessing Stable Housing
Housing Navigation and Case Management Services (HNCMS)	Not Tracked	70% Percentage of Households Accessing Permanent Housing with Navigation	\$3,753 Individuals Entering Permanent Housing
Local Rental Subsidy Program	47% Applicants Awarded Vouchers	94% Percentage of Households Maintaining Stable Housing with Case Management	\$27,989 Households Assisted
Regional Homelessness Prevention & Rapid Re-Housing	Not Tracked # of individuals on the waitlist	33% Rapid Re-Housing Recipients Sustaining Stable Housing	\$4,089 Rapid Re-Housing Individuals Served
Pilot Shallow Rental Subsidy	29% Applicants Awarded Subsidy	Not Readily Available Homeless Prevention Clients Maintaining Stable Housing	\$3,227 Individuals More Stably Housed (For the reporting period, not full subsidy period)

Figure 16. Key Metrics for Voucher &amp; Incentive Programs – Short Term Supports

**Programs with Flexible Supports**

Flexible support programs are designed to complement a voucher and pay for essential one-time resources that are ineligible uses of voucher funding. Like the Short-Term Support programs, more evaluation is needed to determine the long-term impact on individuals and families to determine if these interventions promote stable housing over time. Programs in the category of Flexible Supports were measured by the following criteria:

**# of Individuals on the Waitlist:** The number of program applicants (either clients for the Flexible Housing Pool or Landlords for the Landlord Assistance Program).

**Flexible Supports Success Percentages:** For the Flexible Housing Pool, the Flexible Supports Success Percentage is calculated as the number of households who receive flexible incentives and enter stable housing divided by all recipients of flexible incentives. For the Landlord Incentive Program, the Flexible Supports Success Percentage is defined as the number of landlords who participated in the previous program year and is retained in the current program year divided by all landlords participating in the prior year's program. Metrics to track landlords' participation year over year can demonstrate landlord satisfaction with the program.

**Average Flexible Support Cost Per Landlord:** The average amount of incentive support provided to a landlord to support housing families during the reporting period. Landlord incentive calculations are based upon landlord counts rather than participant counts as landlords are considered beneficiaries for the purposes of this assessment.

**Average Flexible Support Cost Per Household Served:** The average amount of incentive support provided per household during the reporting period.



Program	# of Individuals on the Waitlist	Flexible Supports Success Percentages	Average Flexible Support Cost Per Landlord	Average Flexible Support Cost Per Household Served
<b>Flexible Supports</b>				
		38%		\$1,089
Flexible Housing Pool	Not Readily Available	Percentage of Flexible Support Recipients Entering Stable Housing Not Tracked	\$1,572*	Average Cost Per Households Entering Permanent Housing
Landlord Incentive Program	0 (There is not a waitlist of landlords to participate.)	% of Participating Landlords in the Program Retained in the Current Program Year from Prior Year	\$7,022 Average Amount Spent Per Landlord	\$4,199 Average Amount of Incentive Support Per Household

Figure 17. Key Metrics for Voucher & Incentive Programs – Flexible Supports

\*This amount represents the County's cost. The actual cost was higher due to it being pooled funding with other contributors.

## Permanent Supportive Housing Development Evaluation

The No Place Like Home (NPLH) program funds the development of permanent supportive housing (PSH) for persons who need mental health services and are experiencing homelessness, chronic homelessness, or are at risk of homelessness. NPLH is a time-limited program that uses funding from California’s Mental Health Services Act. Although the County has allocated all available NPLH funds, additional PSH funding opportunities will become available through Proposition 1, which is replacing the Mental Health Services Act of 2004 with the Behavioral Health Services Act.

This initiative underscores the critical connection between stable housing and mental health services, by providing permanent supportive housing to those with serious mental illness. This program not only offers a safe and stable living environment but also integrates essential supportive services, such as mental health care and substance use treatment. While there are several ways accomplishments can be measured for permanent housing, this assessment focuses on the development phase. Additional analysis could be undertaken regarding ongoing housing operations within the 20-year period where the County is committed to providing supportive services to tenants.

### Key Themes

San Diego County’s designation as a NPLH Alternative Process County by the State (i.e., the county contained more than 5% of the state’s unhoused population at the time of application) provided it with a set-aside, non-competitive allocation to award development funds. Receiving an Alternative Process County designation was advantageous because other locales (against whose developers San Diego developers otherwise would have had to compete) may have had more dedicated local affordable housing funding. All NPLH funding was conditionally committed prior to the June 2024 deadline. The County is nearly capable of measuring demand more accurately for PSH units. RTFH is developing a specific dashboard to identify individuals who meet the criteria for PSH units. This data will aid the County in determining the amount of unmet demand of tenants for these developments. During this report period, NPLH provided an influx of more than \$116M into these developments, a 45% increase in the number of County-funded PSH units that have completed construction. This program is not the only source of funding the County uses for PSH developments. The County has provided funding for constructing 192 PSH units that have opened over the past 5 years. In addition, there are 639 PSH units in the development pipeline to be constructed (with and without NPLH funding and support). Performance metrics for the NPLH program can be found in the table below:

**Rate of Increase in County-Funded PSH Inventory Due to Total NPLH Investment:** The number of No Place Like Home PSH units constructed divided by the total number of PSH units in the HCDS inventory.

**Occupancy Rate:** Average occupancy rate of all NPLH funded PSH units over the program year.

**Average NPLH Capital Investment Per Operational Development:** Average amount of NPLH funds allocated per development (excludes capital operating subsidies which can be – but are not always – awarded).

**Average County Investment per NPLH Unit Constructed:** Average capital investment per developed PSH unit.

Program	Rate of Increase in County-funded PSH Inventory Due to Total NPLH Investment	Occupancy Rate	Average NPLH Capital Investment Per Operational Development	Average County Investment per NPLH Unit Constructed
No Place Like Home (NPLH)	45%	93%	\$7,300,806	\$228,150

Figure 18. Key Metrics for Permanent Supportive Housing Development Program

Programs like No Place Like Home are pivotal, providing critical infrastructure and funding to house individuals with serious mental illness who are experiencing or at risk of chronic homelessness. These programs lay the groundwork for a more stable and secure community.



## Homeless Encampment Cleanup Program Evaluation

Investing in and maintaining homeless encampment cleanup programs is essential for enhancing public health and safety, preserving the environment, and improving community relations. These programs mitigate health risks by addressing unsanitary conditions within encampments and restoring local ecosystems affected by waste accumulation. Additionally, they foster community cohesion by maintaining the aesthetic and functional aspects of communal areas, which can reduce the stigma associated with homelessness. This comprehensive approach not only addresses immediate environmental and social issues, but also promotes a more compassionate and informed view of homelessness, contributing to the overall social and economic health of the community. Three programs are included in the encampment cleanup program category.

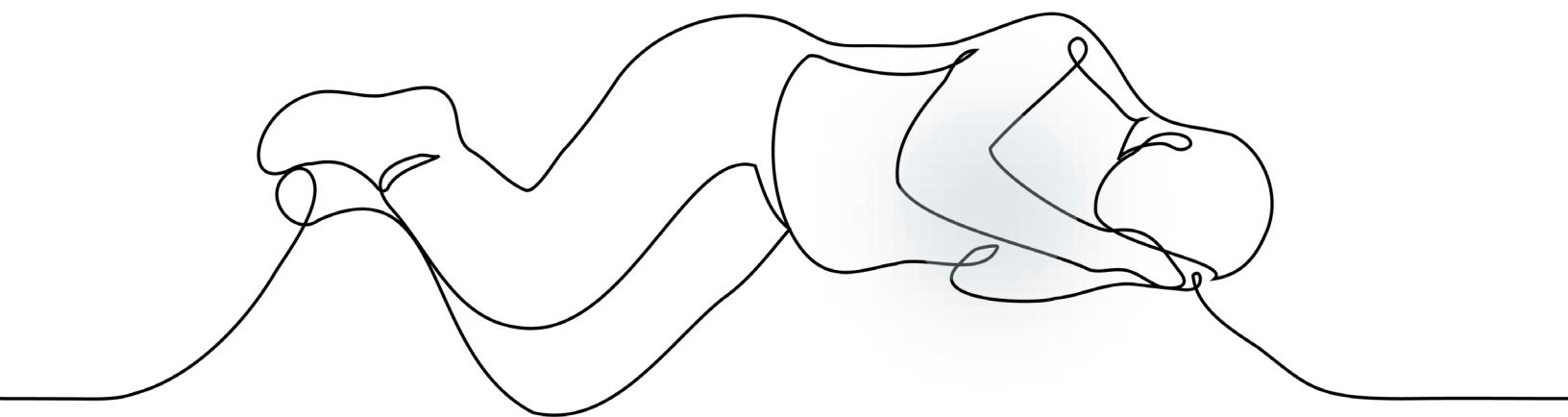
### Key Themes

All programs within this section operate within designated locations including unincorporated County. The Cleanup and Sanitation Program is active within unincorporated areas with some exceptions based on properties maintained by DPW. Harmony Cleanup and Abatement (Harmony) operates within the San Diego River and trail system, and Homeless Patrols Cleanup and Outreach functions within parks property in unincorporated areas. While this allows for concentrated efforts within targeted areas, it may also limit program flexibility and the County's ability to fully address clean-up needs where they exist. This is especially true if the Harmony cleanup program does not have sustainable funding (i.e., replacement for ARPA). The Harmony program has served as a flexible cleanup program to address cleanup needs in unincorporated areas not covered by DPR or DPW programs. Flexible cleanup programs can also assist the County in fully addressing the migratory issues associated with camp movements across County facilities and unincorporated areas. Programs in the category of Homeless Encampment Cleanup were measured by the following criteria:

**% of Total Site Inventory Cleaned:** % of program site inventory (i.e., tracked sites requiring regular cleanups) that were successfully cleaned during the program year.

**% Change in the Annual Amount of Total Trash Collected:** Change year over year of the total amount of trash and hazardous waste collected by the program.

**Cost Per Cubic Yard Collected:** Cost per cubic yard of total trash and hazardous waste collected during the reporting period.



Program	% of Total Site Inventory Cleaned	% Change in the Annual Amount of Total Trash Collected	Cost Per Cubic Yard Collected
Cleanup and Sanitation Program (CSP)	100%	TBD	\$1,052.16
Harmony Cleanup and Abatement	100%	TBD	\$189
Homeless Patrols, Cleanup, and Outreach (DPR)	100%	TBD	\$2,034.87

Figure 19. Key Metrics Identified for Homeless Encampment Cleanup Programs

All programs have an inventory of sites and complete cleanup (often multiple times) in a program year. The program managers reported that 100% of their Site Inventory requiring cleanup were successfully cleaned. These programs partner with HART and OHS Regional Homeless Services to provide outreach services prior to camp cleanup (please refer to the HART and OHS Regional Homeless Services program descriptions for information about those efforts).

While Homeless Patrols operate at a higher cost per cubic yard collected compared to the Cleanup and Sanitation Program or Harmony, it should be noted that this program's scope includes additional activities such as the posting of notices and service referrals made to persons in the encampments. All programs can improve the long-term tracking on the impact of cleanup activities. The programs' impact-oriented goals include cleanup activities to ultimately reduce illegal encampments and associated waste. The County can pursue additional metrics such as the '% Change in the Annual Amount of Total Trash Collected' year over year to measure removal of litter and other debris. Other measures to consider are the: 'Number of needles and sharps collected' and 'Improvement in Stormwater Quality.' Additional research will assist the County to identify proactive steps to promote public health, safety, and overall environmental health.



## COUNTY ACTION PLAN PERFORMANCE MEASURE CONSIDERATIONS

County program performance measurement previously reviewed in this report is aligned with the County's approach to ending homelessness. In November 2021, the County adopted the Framework which articulated the County's vision encompassing five strategic domains and five key drivers, providing a more comprehensive response to homelessness; and in April 2024 the County Finalized an Action Plan to translate the County Framework's strategic vision into actionable priorities to address homelessness in the County<sup>12</sup>. The Action Plan represents various interventions throughout the homelessness services lifecycle, ranging from prevention to securing permanent housing as in the shown in the figure below:

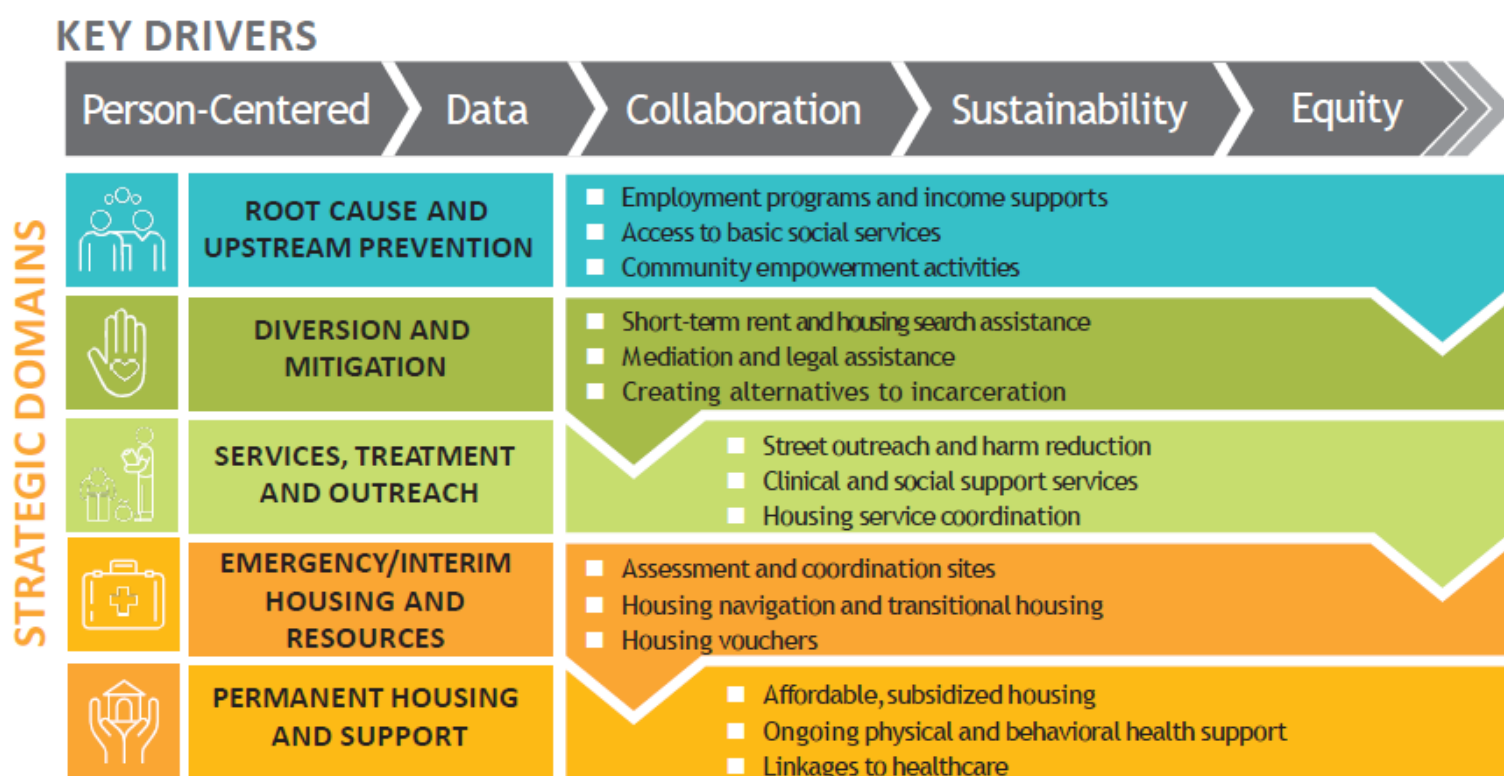


Figure 20. Action Plan Framework for Ending Homelessness

To successfully implement the recommendations in the County's Action Plan, it is important to establish county-level metrics tracking progress towards both short- and long-term objectives and milestones within these strategic domains. Similar to the program-level performance metrics identified in this report, these county-level metrics can help ensure alignment and accountability. Each of the 46 programs reviewed are anchored in one of the Strategic Domains as shown in the table below. Each homeless services program strives to achieve outcomes that meet their individual program goals while aligning their efforts with the County's Framework. County-level performance measurement is closely linked to program performance, as systems are comprised of individual programs. However, county-level performance measurement focuses on the connections among these programs and their collective impact.

<sup>12</sup> Homeless Solutions and Prevention Action Plan, Appendix A, page 15.

<p><b>Root Cause and Upstream Prevention</b></p> <p><i>...seeks to prevent homelessness by focusing on the root causes of homelessness and upstream prevention strategies. Inc.:</i></p> <p>Innovative Housing and Services for LGBTQ+</p> <p>Pilot Shallow Rental Subsidy Program (SRSP)</p>	<p><b>Emergency/Interim Housing and Resources</b></p> <p><i>...interventions for emergency and interim housing needs with assessment, supportive services coordination and housing navigation. Inc.:</i></p> <p>Bringing Families Home (BFH)</p> <p>Community Care Coordination Re-Entry Support (C3RES)</p> <p>Community Care Coordination Straight to Home (C3STH)</p> <p>Community Care Coordination for Veterans (C3V)</p> <p>Emergency Housing Voucher (EHV)</p> <p>Foundations in Recovery</p> <p>Haven Interim Housing</p> <p>Housing Our Youth (HOY)</p> <p>Ending San Diego County Homelessness</p> <p>Inclement Weather Program (IWP)</p> <p>Interfaith Community Services</p> <p>Living Life Solutions (LLS)</p> <p>Magnolia Safe Parking (MSPP)</p> <p>Next Step Sober Living (NSSL)</p> <p>R&amp;R Sober Living</p> <p>Regional Homeless Assistance Program (RHAP)</p> <p>Restoring Citizens</p> <p>Rotational Shelter Program</p> <p>San Diego Second Chance</p>	<p><b>Diversion &amp; Mitigation</b></p> <p><i>...interventions that prevent people who are on the brink of homelessness from becoming homeless, such as short-term rental assistance, mediation, housing search and other services. Inc.:</i></p> <p>Homeless Assistance Resource Team (HART)</p> <p>Housing Navigation &amp; Case Management Services (HNCMS)</p> <p>Specialized Funding for Imminent Needs (SFIN)</p>
<p><b>Services, Treatment and Outreach</b></p> <p><i>...interventions that include street outreach, harm reduction, clinical, social, and housing support services. Inc.:</i></p> <p>Community Harm Reduction Team (C-HRT)</p> <p>Cleanup and Sanitation Program (CSP)</p> <p>Harmony Cleanup and Abatement</p> <p>Home Safe</p> <p>Home Start: Housing Navigator (HSHN)</p> <p>Homeless Court Program</p> <p>Homeless Patrols, Clean Up and Outreach</p> <p>Housing and Disability Advocacy Program (HDAP)</p> <p>Housing Navigators</p> <p>Regional Homeless Services: Homeless Outreach and Case Management</p> <p>LGBTQ+ Enhanced Affirming Services</p> <p>Homeless Court Pop-Up Resource Fairs</p> <p>Public Health Nursing Outreach Teams (Foot PODs)</p> <p>Regional Homeless Prevention &amp; Rapid Re-housing Program</p> <p>San Diego Homeless Outreach Program (SD-HOP)</p>		<p><b>Permanent Housing Support</b></p> <p><i>...permanent solutions to affordable housing and the supportive services individuals may need to maintain permanency. Inc.:</i></p> <p>Flexible Housing Pool</p> <p>Josue Homes (HOPWA)</p> <p>Local Rental Subsidy Program (LRSP)</p> <p>Mainstream Vouchers</p> <p>No Place Like Home (NPLH)</p> <p>Veteran Affairs Supportive Housing (VASH)</p>

Figure 21. Programs Anchored to Strategic Domains



In addition to analyzing performance measurements related to the County's 46 programs, this assessment reviewed the metrics needed to support the County's Action Plan's five Strategic Domains. The figure on the following page is an example of recommended metrics or evidence to support how the County can track associated Homeless Action Plan Steps and Milestones. Detailed suggested metrics can be found in Appendix C.



Action Plan Performance Management Proposed Metrics		
<b>Strategic Domain: Root Cause and Upstream Prevention</b>		Lead Department: All County Departments that provide housing; HSEC; Office of Evaluation, Performance, and Analytics (OEPA)
<i>Action Plan Recommendation: Prevent homelessness by addressing the root causes, leveraging County data, and promoting affordable housing access in San Diego County.</i>	<b>Countywide Performance Evaluation Recommendations</b>	
Short Term Action Plan Steps	Recommended Metrics or Evidence	Performance Measurement Considerations
1. HSEC will pursue funding opportunities and if funding is identified, establish a homelessness prevention program to address upstream risk of homelessness and help prevent it.	<ul style="list-style-type: none"> <li>- # of funding opportunities identified for homelessness prevention</li> <li>- # of dollars in new funding secured</li> <li>- # of new programs for homelessness prevention established</li> <li>- Target dates for identification of funds and establishment of programs</li> </ul>	<p>Improvements to tracking this action step include:</p> <ul style="list-style-type: none"> <li>• Developing specific goals around how much funding is needed to support the demand for homeless presentation programs.</li> <li>• Determining the target for the desired number of programs to be established.</li> <li>• Creating a time bound action step – by when do the funds need to be identified or secured.</li> </ul>
2. Encourage the preservation of current affordable housing units and expansion of affordable housing stock through innovative options such as Accessory Dwelling Unit development and shared housing.	<ul style="list-style-type: none"> <li>- # of affordable housing units preserved total</li> <li>- # of Accessory Dwelling Units developed</li> <li>- # of shared housing units developed or preserved</li> <li>- Target dates for the # of preserved or developed units</li> </ul>	<p>Improvements to tracking this action step include:</p> <ul style="list-style-type: none"> <li>• Baseline of how many units currently exist.</li> <li>• Developing specific goals around how many units should be developed.</li> <li>• Creating a time bound action step – by when do the units need to be created.</li> </ul>

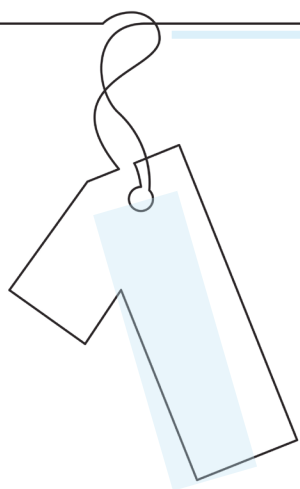
Figure 22. Example of Recommended Performance Metrics for the County's Action Plan Steps and Milestones.

There are overarching improvements that can be made to the Short- and Long-Term Action Steps as well as desired progress milestones that include:

- **Creating Time-Boundaries for Action Steps:** Timelines for Short- and Long-term actions are not defined, and many Action Steps lack target dates for completion. Depending on the timeframe for Short- and Long-term actions, the County may need to revisit which category they align with.
- **Determine Target Values for Action Steps:** Several of the Action Steps had directional steps but not clear goals for what determines success. For example, in the Short-Term Action Plan Step shown above: "Expansion of affordable housing stock through innovative options such as Accessory Dwelling Unit (ADU) development..." how many ADU units achieve the expansion the County is seeking? If the expansion of ADUs increases by one unit has the Action Step been achieved?
- **Providing Clear Definitions of Terms:** To complete the recommended Action Steps, the definitions of what is being counted or included must be clear. For example, an Action Step that recommends "increasing housing opportunities" must define what counts as a housing opportunity. Similarly, a Step that supports "all emergency/interim housing options developed in partnership with the County operate with low barriers to entry" must clarify what "low barrier" means (e.g., are shelters or housing banning pets still considered low barrier?).
- **Collecting and Integrating Data:** Similar challenges to collecting and integrating data at the program level are found when trying to aggregate at the County-wide level. Without the tools in place to help collect timely and accurate data, it will be a challenge for the County to know what Action Plan goals are being achieved.
- **Prioritization of Action Plan Objectives and Tracking:** The Action Plan is ambitious and has numerous objectives to achieve. There is effort and cost required to track and report on all the objectives found in the Plan and the County staff may be impacted by the volume of trying to track too many activities. Prioritization of what is most important will be helpful in supporting County staff to move towards desired outcomes.

## OBSERVATIONS AND CONSIDERATIONS FROM ANALYSIS AND INTERVIEWS

Rooted in the observations of the data gathered from programs, interviews and research, Deloitte has developed four categories of considerations for improvement: 1) Leverage Established Homeless Program Measurement Definitions and Strategies, 2) Improve Data Integrations, Analysis, and Reporting on Program Outcomes, 3) Strengthen County Service Delivery, and 4) Stabilize Funding Mechanisms.



### Leverage Established Homeless Services Performance Measurement Definitions and Strategies

**Observations:** Some of the key stakeholders interviewed expressed frustration over difficulties in translating performance data sets, from program documentation to analysis of individual client longitudinal outcomes to regional service delivery trends. To address this pain point, best practices indicate establishing common data definitions (taxonomies) and collection standards as essential for aggregating and analyzing performance data effectively across programs. By standardizing data definitions and optimizing data collection, the County will be able to report against comparative performance measures such as inputs, outputs, outcomes, and, ultimately, impact. This foundation will allow benchmarking of program effectiveness against industry-wide standards. It should be noted that there may be cases where standardization may not be possible as various funding sources may have their requirements for data definitions and collection. In addition, while several of the County programs shared performance measurement logic models, not all programs have established logic models. A logic model is a critical tool used to plan, implement, monitor, and evaluate programs, ensuring that all components are aligned with the overall goals and objectives.

#### Considerations:

- Standardize Performance Measurement Definitions – Refine data collection to include standardized definitions at the program level to facilitate better comparison of programs and the measurement of long-term outcomes and impacts.
- Strengthen Homeless Service Program Benchmarking – Leverage industry standards such as Mission Measurement's Impact Genome Registry's taxonomy for ongoing benchmarking of outcomes and program effectiveness against verified social programs regionally, nationally, or internationally.
- Align to Nationally Recognized Homeless Service Performance Measurement - Align the County's program measurement strategies with the National Alliance to End Homelessness *Toolkit on Performance Measurement for Ending Homelessness*<sup>13</sup>, to ensure adherence to national performance measurement standards.
- Simplify Aggregation of Data by Program Type - Implement strategies for aggregating data across similar program types to effectively evaluate collective impacts of County operated and contracted programs across performance measures.
- Logic Model Creation - Have all County programs develop a performance measurement logic model that serves as a performance roadmap, detailing the relationships between resources, activities, outputs, outcomes, and impacts.

<sup>13</sup> <https://endhomelessness.org/resource/a-toolkit-on-performance-measurement/>



## Improve Data Integrations, Analysis, and Reporting on Program Outcomes

### Increased Data Sharing Collaboration

**Observations:** There are two key information systems external to the County that support homeless services – the Homeless Management Information System (HMIS) system through the Regional Task Force on Homelessness (RTFH) and the Community Information Exchange (CIE), an independent non-profit, operated in partnership with 211 San Diego.

HMIS is funded and regulated by the Department of Housing and Urban Development (HUD). The HMIS system tracks the provisioning of housing and services to individuals and families at risk of and experiencing homelessness. Because this person level data is sensitive, HUD has restricted HMIS data sharing to a limited number of use cases including one that covers providing or coordinating services to an

individual.<sup>14</sup> Communities across the country are evaluating their HMIS systems and how data is accessed, used, and shared. One factor is whether a community is operating with an open or closed HMIS. An open system enables any licensed user from the community's team to pull up a client's dashboard, which includes information on whether they were enrolled in services from the other participating agencies within a Continuum of Care. Closed HMIS systems only allow a user to see the services that a person has received from their organization. Communities that support an open HMIS system are generally doing more advanced data work – with “by-name” services being directed to clients for service delivery.

HMIS data completeness is a critical component in fully understanding the current landscape of homelessness in the county. For the reporting period covering October 1, 2022 through September 30, 2023, the overall data quality for the HMIS system used by the RTFH was rated by HUD as a C, with an 81% completeness rate achieved in a timely manner. The completeness of household relationships was exemplary, earning an A, while the rating for destination information was notably poor, with only 44% destination information being reported.<sup>15</sup> In addition to HUD's evaluation of HMIS data, the State of California also uses data from HMIS to monitor performance of grant recipients and in the past has proposed future funding reductions for lack of progress in meeting goals.

### **Functional Zero Veteran Homelessness in Harris County, TX:**

Harris County resolved a veteran homeless crisis in record time. From 2012 to 2019, housing authorities and partners in Harris County drove veteran homelessness so low it proudly announced that veteran homelessness had, effectively, been eradicated.\* Through coordination with the Veterans Administration and Housing and Urban Development (HUD), Harris County combined funding at per capita levels higher than typically available for non-veterans.

In addition, a design and innovation science approach to identify process inefficiencies reduced the steps required to place those veterans in homes from around 150 to less than 60. The result was a reduction of homeless veterans that numbered 8,538 in 2011 to a low of 283 as of 2023.+

Harris County's homeless success is in part predicated on the absence of zoning laws and ordinances, paving the way to establish facilities without concern for zoning law restrictions.

### **What can the County learn from Harris County?**

Similar to the County of San Diego, Harris County recently had a high rate of veteran homelessness. Through strategic engagement with key partners at the Federal, State, and local level, as well as non-profit organizations, Harris County was able to reach functional zero veterans' homelessness in a matter of years.

*\*Source: Press Release from the City of Houston Mayor's Office (2015).*

*+Source: US Department of Housing and Urban Development (2023) Point in Time Estimates of Homelessness by CoC.*

<sup>14</sup> HUD Information Exchange “Protecting Data in an HMIS Environment: Privacy, Security, and Confidentiality” April 2020. Protecting Data in an HMIS Environment: Privacy, Security, and Confidentiality

<sup>15</sup> Regional Task Force on Homelessness <https://public.tableau.com/app/profile/gaither.stephens3473/viz/00036-RegionalTaskForceontheHomeless-CAD/CommunityAnalysis>

The CIE platform, known as a leader in Community Information Exchange systems, nationally, is a separate database that supports service referrals for housing and other social services in the region. The CIE is the central regional resource database for services and referrals for assistance. The CIE has tightly controlled data privacy considerations as clients control their own data and consent to who is able to access their information in the system. However, to provide better service delivery for those in need, the County can currently share data with the CIE where there is client consent.

Many of the contracted providers and some County programs are utilizing some CIE and HMIS data for their programs – but integration is limited. These two external systems hold critical data for those seeking and receiving homeless services in the region and it is important to find ways to more seamlessly integrate County data systems with these databases for better service delivery. Simple and well-timed connections to services and support between the HMIS, the CIE, and County data systems are essential in delivering high quality program services to those in need in an often-fragmented continuum of care.

### Considerations:

- Collaborate with RTFH to enhance HMIS data quality and completeness, ensuring comprehensive performance monitoring. Work to support an open HMIS system – with “by- name” services being directed to clients for service delivery.
- Establish Data Sharing Agreements (DSAs) and Memorandums of Understanding (MOUs) for all County programs to use to enable better integration of HMIS and CIE data with County systems.

### Investing in Data Integration and Analytics Solutions

**Observations:** Tracking the impact of programs remains a significant challenge for many current initiatives due to the manual and disconnected nature of data collection. The Action Plan calls for a new, cross-sector data system to be implemented by December 2025. In response, the County has already established an Enterprise Integrated Data Platform (EIDP). This platform, built by the Office of Evaluation, Performance, and Analytics in partnership with the County Technology Office, is specifically designed to gather and integrate data from multiple systems, to be used as a one-stop solution for performance measurement, reporting, program evaluation, data visualization, and data science. Utilization of the EIDP will support operational, budgeting, and policy decision-making designed to gather data from multiple systems. The platform's benefits include providing insights that will empower program managers, optimize resources, and clearly document outcomes for individuals experiencing homelessness, all of which are important for advancing County operations. Robust data analytics tools within the EIDP offer functionalities such as data visualization, predictive analytics, and real-time reporting.



While the development of data systems is crucial for addressing homelessness by providing the necessary infrastructure to support operations and manage data, no single system can encompass all the information needed to understand systemic impacts. Therefore, a strategic approach is required not only for determining which systems will support specific functionalities but also for sharing and analyzing information effectively. Access to richer datasets and the ability to analyze them in real-time facilitates data-driven decisions and connects people experiencing homelessness to necessary resources.



Investing in these tools will enable the County to transform raw data into actionable insights, make informed decisions, and drive strategic initiatives. This capability not only enhances operational efficiency but also supports targeted interventions, improves service delivery, and fosters innovation. Data analytics tools can position the County to harness the power of data, leading to more accurate forecasting, optimized resource allocation, and better outcomes for the communities served.

### Considerations:

- Advance the development of the EIDP to continue creating a seamless data analytics platform that integrates various data sources for real-time insights. Leverage the platform to uncover patterns, trends, and correlations that might otherwise remain hidden.
- Train programs to be able to use the advanced data analytics tools to improve operational efficiency and support targeted interventions.

### System-Wide and Longitudinal Measure of Individual Outcomes

**Observations:** Generally speaking, benefits from homeless service programs often manifest over long periods, complicating the measurement of program impact. While longitudinal tracking of individual outcomes is challenging at the program level, it is essential for understanding long-term trends. Many of the impact performance measures require a multi-year view of client impacts (i.e., whether a program participant remains stably housed for 12 months or more.) The data gathering and analytics platform EIDP can be used as the point of aggregation and the foundation for reporting against many of the suggested future systemwide impact measures. These measures can be defined, modeled and communicated through a countywide longitudinal measurement framework. There may be some limitations in tracking individual level data for special populations which may include, but is not limited to, individuals involved in the child welfare system and justice involved individuals. This framework and reporting can support continuous improvements in County programs to better meet the needs of those that they serve.

### Considerations:

- Initiate a Countywide effort to develop a framework for longitudinal tracking of program participants, where appropriate, to assess long-term impacts.
- Utilize shared data systems to capture and analyze individual outcomes over time, informing continuous improvements in service delivery.

### **Predictive Risk Modeling in Allegheny County, PA:**

The Allegheny Housing Assessment (AHA) implemented a risk-modeling approach to identify individuals most at risk and distribute resources and services accordingly. Allegheny County worked with local stakeholders, research partners (Auckland University of Technology), and data science ethicists (Eticas) to develop the AHA. AHA is a decision support tool designed to help prioritize admissions to supportive housing services for individuals or families experiencing homelessness through predictive risk modeling. The tool uses administrative data from Allegheny County's data warehouse to predict the likelihood of three types of events occurring in a person's life if they remain unhoused over the next 12 months: 1) a mental health inpatient stays, 2) a jail booking and 3) frequent use (4 or more visits) of hospital emergency rooms. These events serve as indicators of harm if a person remains unhoused.

The AHA assigns a risk score that is used as part of the housing prioritization process; it is far more objective and unbiased than earlier assessment tools and it doesn't require the time or trauma associated with asking sensitive questions at the time of housing crisis. Allegheny integrated HMIS data with data from other programs, allowing for the analysis of total service utilization across multiple systems, which in turn allows for improved alignment of planning and budgeting of limited resources to those most at risk.

**What can the County learn from Allegheny County?** The County of San Diego is investing to establish a data analytics platform to improve data and services. Allegheny is also on this journey and has seen success in using analytics tools to drive and measure outcomes.



## Strengthen County Service Delivery

### Continued Service Expansion in Unincorporated Areas

**Observations:** Ensuring the equitable distribution of social service programs across a geographic region can lead to better health, education, and economic outcomes by addressing the specific needs of underserved populations.<sup>16</sup> While the County has made headway in its efforts to expand the availability of resources and services in unincorporated areas, further investment is needed. A positive example of work currently under way is the OHS expansion of RHAP in unincorporated areas by leveraging hotels as scattered-site emergency options.

Recent census data indicates that there are approximately 400,000 residents of the County currently living in an unincorporated area. Of that 400,000 approximately 12% have financial resources placing them below the federal poverty level. First and foremost, further expanding services to unincorporated areas will increase the availability of critical programmatic supports to vulnerable and at-risk County residents, thereby advancing the County's goal of providing support to as many of its residents as possible. Second, by better serving this population, the County's metrics will improve overall, as an increase in services can lead to an increase in positive outcomes.

#### **Considerations:**

- Increase resources and funding dedicated to emergency housing in unincorporated areas to better support vulnerable populations and enhance service availability.

### Comprehensive and Cohesive Training Across Applicable Programs

**Observations:** The County has many programs to address the needs of youth, people with disabilities, veterans, justice-involved individuals, etc. These vulnerable populations continue to need care and assistance based on individual requirements, and the County is on the right track by continuing to invest in and develop new trainings that can bolster the skills of front-line staff. There is no doubt that there is a valuable emphasis on trauma-informed care and harm reduction strategies, especially for programs that provide behavioral health and/or medical services.

The Community Harm Reduction Team (C-HRT) outreach program is an example of one that drives services through a trauma-informed and person-centered approach. C-HRT provides outreach support to individuals experiencing homelessness who have a chronic substance use disorder and are resistant to services. In FY 22 – 23, 208 individuals were served. Of the 208 individuals, 41% received SUD treatment, 66% received primary care, and 17% exited to permanent housing. In addition, all 208 individuals were referred to a shelter within three days. This successful engagement strategy and service provision can be extended to other programs that may not be directly related but can benefit from the trauma-based training provided within C-HRT. Extending this valuable training beyond C-HRT can teach other program staff how to recognize when an individual needs specialized care.

Another positive example of cross training is the diversion strategies training provided by RTFH. In 2018, diversion strategies were identified as a need. RTFH went on to host regional community engagement sessions and provided training on diversion strategies (such as mediation, conflict resolution, and strength-based approaches to help individuals get into housing). The trainings provide program staff with the tools

<sup>16</sup> Cristina Gomez-Vidal and Anu Manchikanti Gomezeds. September 2021. "Invisible and unequal: Unincorporated community status as a structural determinant of health." Social Science & Medicine, Vol. 285. Sexual Health and Reproductive Equity Program, School of Social Welfare, University of California, Berkeley.

needed for effective direct service delivery. There is broad acknowledgement that diversion is a national best practice – evidence-based research demonstrates that diversion can reduce the number of households and individuals from becoming homeless.<sup>17</sup> The training is facilitated by RTFH staff quarterly with 160 frontline staff being trained, including staff from shelters, health centers, service providers, the San Diego Housing Commission, and the County. In addition, in 2024 the County directly contributed funding for RTFH diversion efforts. These funds will be used for direct diversion services provided by RTFH contractors and part of the funding will be used by the County's Office of Evaluation, Performance, and Analytics to conduct a study on effectiveness of this effort. There is value in the County continuing to collaborate with RTFH to strengthen these trainings and to ensure the training maintains an equitable lens, given the individuals who may require these services come from diverse backgrounds and have unique and specific needs.

### Considerations:

- Expand trauma-informed and person-centered training beyond the C-HRT to all relevant County staff to improve service delivery for the unhoused.
- Continue collaboration with RTFH to strengthen diversion strategy training, ensuring it is inclusive and meets the diverse needs of the trainees.
- Take an inventory of trainings offered across the County's homeless service portfolio and conduct a needs assessment across departments to identify if training gaps within any specific program can be met by implementing existing trainings from other areas of the organization.
- Conduct assessments before and after trainings to measure knowledge gain, skill improvement, and behavior change among participants.

### Assessment and Expansion of Case Management Tools

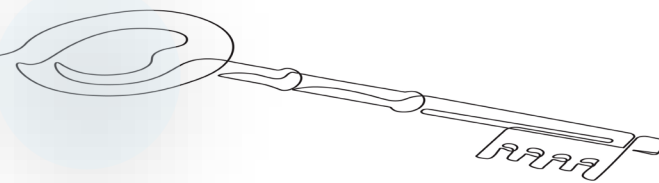
**Observations:** Addressing homelessness effectively requires dedicated case management engagement and equipping frontline workers with the necessary tools and information to assist the unhoused or those at risk of homelessness effectively. County staff overseeing programs repeatedly reported challenges related to the lack of case management tools to support their work. Case management systems provide functionality that allow case workers to document their work with clients, including activities such as completing client intake information and assessments, developing individualized service plans, tracking service coordination, documenting case notes, and managing service referral information.

Currently, the County lacks an integrated case management system across all programs addressing homelessness. Some programs, including those operated by contractors, have stand-alone case managements systems to support their work, while other programs support their case management work through spreadsheets. Many programs reported that case management activities are entirely tracked on Excel or Google spreadsheets. Using spreadsheets to track work is to be expected as the County quickly ramped up homeless services programming to meet the increased demand. Rolling out services to meet the needs of an increasing number of unhoused persons has been the priority, with tracking the work and establishing data tracking systems as a secondary priority.



It is difficult to provide person-centered services with the disparate and often manual tools being used across County programs for case management. They limit coordination between programs and create challenges for data quality. For example, when a person is provided services through a street outreach program, it can be difficult to hand off information to another case manager in a housing navigation or temporary housing program. This type of handoff would require either an integrated

<sup>17</sup> Homeless Diversion: Investing in an Evidence-Based, Cost-Effective Approach to Address Homelessness, October 10, 2023.



or centralized case management system. As homeless services programs mature, a focus on the development of integrated case management tools should be considered as a priority.

**Considerations:**

- Conduct an evaluation to determine which case management tools will offer the most benefit in helping County programs serve clients. For programs that already implemented a case management system or use Electronic Health Record systems, consider conducting an analysis of what integrations are needed to support program work rather than a replacement of already developed systems.
- Once the approach for case management tools and integrations is determined, invest in development and management to allow for better tracking and coordination among case managers and programs to improve service delivery.

**Strengthen Internal and External Program Collaboration**

**Observations:** Inter-departmental collaboration, regional collaboration, strategic partnerships, and coordination of programs are crucial for effectively providing the services needed by people experiencing homelessness. Stakeholders emphasized the importance of working together through data and knowledge sharing. Collaboration is listed as a distinct key driver in the Action Plan, emphasizing the critical need for collaboration and partnerships across all areas.

Internally, many stakeholders highlighted the need for coordinated services, particularly in mental health and substance use disorder (SUD) treatment. It is critical that homelessness data and mental health and SUD data are not managed in silos. Service providers offering mental health and SUD treatment often also provide housing assistance, prioritizing individuals based on their risk of becoming or remaining homeless.<sup>18</sup> When a release of information approval is granted, linking admission and discharge records with housing status can increase the efficacy of outcome tracking. Additionally, the County can collaborate with the Sheriff's Office to share justice-involved data – where appropriate and permissible – that can inform service provision strategies for individuals facing unique housing placement challenges (e.g., Probation requirements). Justice-involved data would also assist the County in assessing if interim housing supports contribute to individuals making progress toward life goals and help prevent re-entry into the justice system after program exit. By aiming for true integration of services and facilitating data sharing across programs, the County can better understand trends and improve the coordination of mental health, SUD treatment, and housing assistance, leading to better outcomes for individuals at risk of homelessness.

Externally, the County's Action Plan (pg. 45) highlights the need for the County, cities, tribal lands, and other jurisdictions to establish memorandums of agreement (MOAs) to collaborate on homelessness programming. This includes conducting resource mapping, determining County-wide capacity, collaborating on funding options and grant opportunities, and aligning contracts and ordinances to reduce barriers.

Regional partnerships and collaborations are key to reducing homelessness and housing instability among vulnerable populations. The County can enhance these efforts by continuing to build relationships, establishing trust, coordinating with other service providers, and working closely with cities and unincorporated areas. Additionally, the County can use its leadership position to strengthen partnerships with community organizations, faith-based organizations, public entities, and non-profits to increase the potential for unlocking land for housing development. By expanding its role as a leader in the development of a strong and connected homeless network in the region, the County of San Diego can dramatically expand the ability to address the problem of homelessness.

<sup>18</sup> Moxley, V. B., Hoj, T. H., & Novilla, M. L. B. (2020). Predicting homelessness among individuals diagnosed with substance use disorders using local treatment records. *Addictive Behaviors*, 102, 106160.



The County may consider opportunities to be a key engagement leader, organizing stakeholders to collectively analyze data from systems including HMIS, CIEs, and EHRs while working toward better tools and systems for future analysis. A comprehensive understanding of relevant data can help build capacity, more effectively allocate resources, strategically pursue funding opportunities, better identify gaps, and measure outcomes, all to more fully inform program and policy decisions.

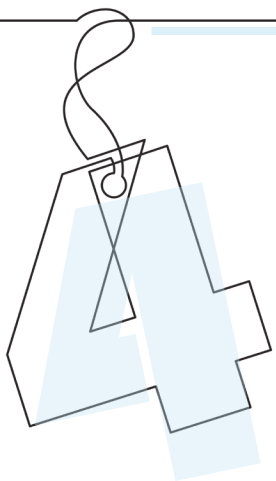
### Considerations:

- Develop structured collaboration methods across internal agencies to ensure cohesive service delivery and data sharing.
- Identify legally permissible strategies to link housing status with mental health and substance use treatment outcomes to better track effectiveness and inform service improvements.
- Integrate behavioral health services with other services, treatment, and outreach.
- Explore establishing memorandums of agreement (MOAs) among the County, cities, tribal lands, and other jurisdictions to enhance collaboration on homelessness programming.
- Foster relationships with community organizations, faith-based groups, and other partners to facilitate housing development and resource allocation effectively.
- Expand the County's leadership role in convening regional stakeholders to analyze data across various systems (HMIS, CIEs, EHRs) for a comprehensive understanding of homelessness and related issues.

**Throughout the stakeholder interviews, several organizations were repeatedly mentioned in the context of desiring increased engagement, coordination, and collaboration.** The following table contains organization partnerships that can be further strengthened or expanded:

Organization	Opportunity for the County	Summary
<b>Regional Task Force on Homelessness</b>	HMIS integration into County and CIE	There are two existing technical assets in the region that through better integration with County systems could significantly improve the care coordination, housing navigation, and regional data tracking for the homeless population: HMIS and CIE.
<b>San Diego 211/Community Information Exchange</b>	CIE integration into County and HMIS	
<b>San Diego Association of Governments (SANDAG)</b>	Regional Plan Coordination	SANDAG's Regional plan lays out the vision for transportation, housing, and living goals. The County can benefit from continuing to deepen its collaboration with SANDAG, (e.g., the continued benchmarking of the 5 Ps Goals, and following the SANDAG blueprint as noted in the Action Plan). The County can continue to work with SANDAG to crosswalk the County's Framework with the Regional Plan and align efforts on affordable housing. SANDAG also offers needed connections with the City of San Diego and other public leaders, both appointed and elected.
<b>City of San Diego</b>	Care Coordination and Resource Planning	The County of San Diego and the City of San Diego can continue to strengthen their work together on homelessness. Often, each are working with the same residents in need of supports. Increased collaboration to better align resources, beds, and better share data can improve the overall system of care and help increase the number of people getting access to stable housing.
<b>San Diego Metropolitan Transit System</b>	Affordable Housing	San Diego Metropolitan Transit System (MTS) is currently working with land developers to utilize the massive amount of land being held as rights-of-way. Part of MTS' responsibility is also the region's transit, which is fundamental for unhoused access services and placements. Indicative of collaborations already under way, the County has provided funding for a housing development on MTS land, and currently participates in regional housing collaborations with MTS.
	Subsidized Transit	Further collaboration will enhance impact going forward and ensure that MTS approaches housing consistent with the County's Framework. As an example, and similar to other jurisdictions around the country, offering discounted transit for low-income riders will help with barriers to mobility for the unhoused.

Figure 23. Opportunities for Partnerships and Collaboration.



## Stabilize Funding Mechanisms

### Determine and Utilize Sustainable Funding Mechanisms

One of the most consistently raised topics in interviews centered on the importance of sustainable funding for short-term programs and services. Current funding sources for short-term interventions can include emergency shelter provision, and rapid rehousing efforts, but may not include flexible funding for critical support services such as mental health care, substance use treatment, and transportation. In many communities, the best low-cost, high-impact programs provide short-term housing matched with these critical support services. While these programs are impactful, many face variable funding each budget year. Each program operates from year-to-year without certainty of continued operation. This uncertainty limits the ability to draw down matching funds and disincentivizes providers from investing in operations and staff.

Sustainable funding provides a financial foundation that allows programs to operate without the constant threat of closure due to funding shortages. This stability is essential for long-term planning and building trust within the community, including those who rely on these services. Consistent budgeting is also crucial for staff retention and encourages organizations to invest in their operations. Externally, stable budgets demonstrate effective funding management and produce tangible results, helping organizations secure additional funding and potentially expand the scope and reach of their programs.

### Lowest Unsheltered Homeless rate in Milwaukee County, WI:

In 2022, Milwaukee County had the lowest per capita homeless population in the nation. For the 2021 PIT Count, seventeen unsheltered individuals were counted, representing a more than 70% reduction from the previous year. More recently the County's Department of Health and Human Services counted zero chronically homeless individuals for two years in a row, in 2022 and 2023, with its unsheltered street population comprised of individuals who identified as being unsheltered for under a year.

The Milwaukee Continuum of Care (CoC) attributes its decade long commitment to Housing First as the lead driver of its 92% reduction in street homelessness since 2015. Setting requirements that prioritized affordable and supportive housing development over shelter bed expansion served as the foundation of the reduction efforts, although the County has loosened those requirements more recently. In addition to driving down homelessness, the County also reports that its Housing First efforts drives down costs, with Housing First programing

reducing government costs by \$2 million per year, the programming reduces Medicare costs by \$2.1 million, mental health costs by \$715,000 and legal costs by \$600,000 per year.\*

While Milwaukee County has employed some best practices and strategies that impacted transition from unsheltered to sheltered, it should be noted that more extreme cold seasons raised the priority of transitioning unsheltered homeless to sheltered.

### What can the County learn from Milwaukee County?

While the Milwaukee environment, context and challenges in social service delivery are different from the County of San Diego (e.g., weather, demographics, right to shelter initiatives), Milwaukee as a case study demonstrates that when communities see reductions in the number of people experiencing homelessness, they see a corresponding cost savings in related benefit programs.

\*Source: [Milwaukee County focuses on 'Housing First' approach to homelessness – The Badger Herald, September 20, 2023](#)

Today, to support the 46 programs dedicated to homeless services reviewed in this report, the County relies on 28 different funding sources. These sources span federal, State, and County funds, and private philanthropy, each introducing its own level of complexity and specific requirements. Providing a comprehensive response to homelessness requires the County to put together a patchwork of programs with funding often designated for specific populations – seniors, veterans, youth, LGBTQ+ individuals, domestic violence survivors, and justice-involved. Some funds may be allocated for rent subsidies, while others cannot be used for rent support but are permissible for rent deposits. The following figure shows the funding for the County's 46 programs by department and size of budget for the most recent full program year. Please note that the funding depicted on the chart was based on reporting by the programs for their most recent reporting program year budget – they are not all identical time periods: some are calendar year, others are fiscal year, while others are federal fiscal year.

### Program Funding Amounts by Group or Agency

FY23/24 Funding\* or Most Recent Program Year

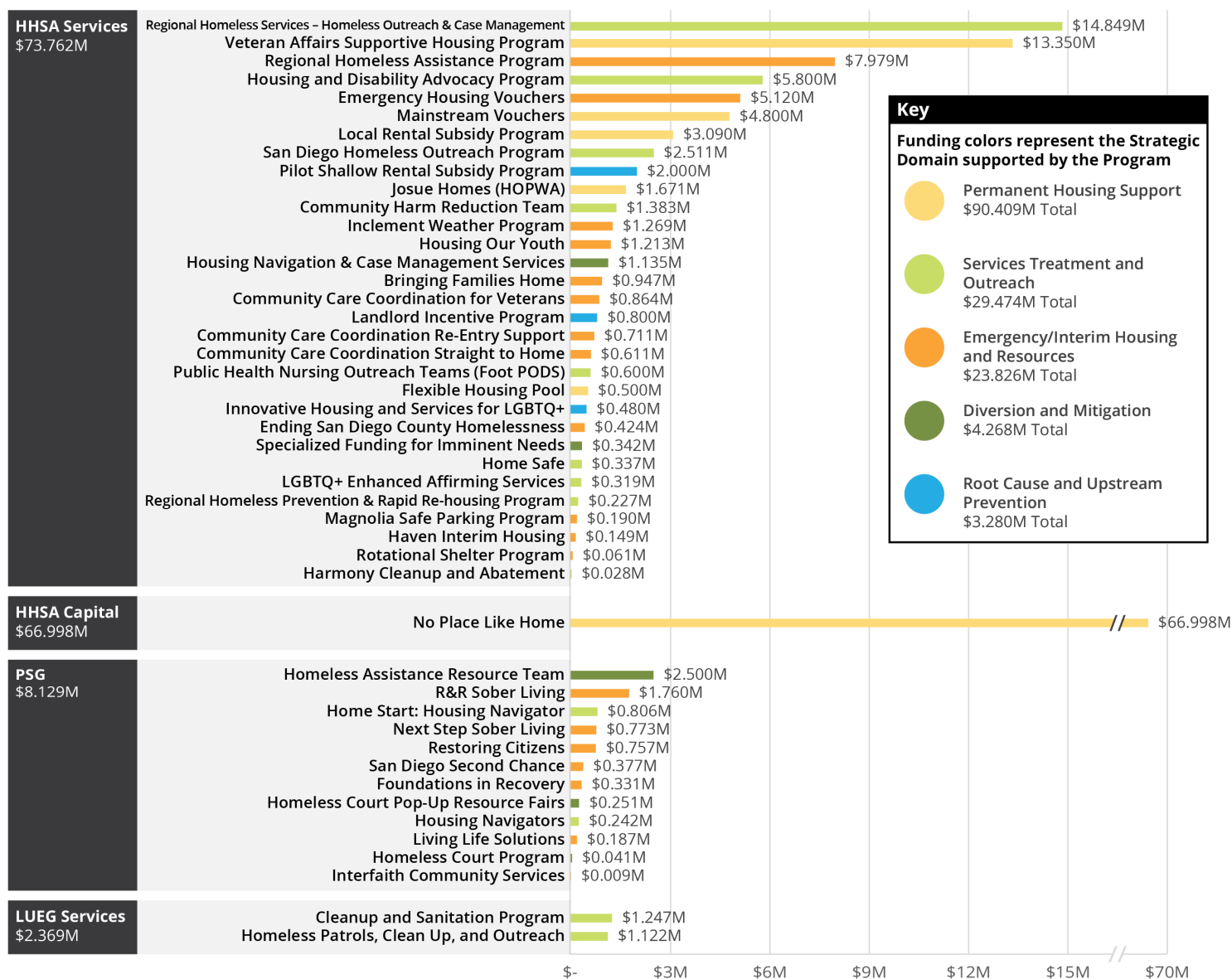


Figure 24. Program Budget Summary by Agency/Group.

\*Funding represents an annual, or program year budget, when available. In the case of multi-year programs, the program reporting period claimed amount was used. In the instances where this was not available, the total budget amount was divided by the total contract years to approximate a program year amount.

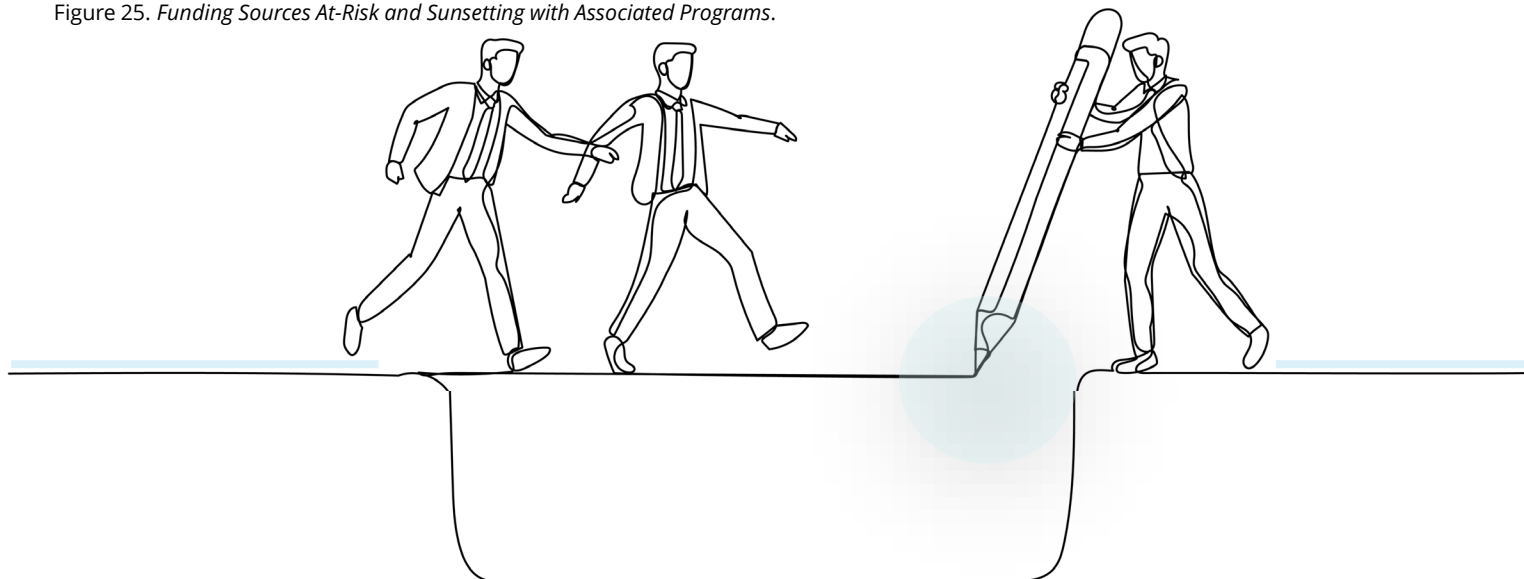
As a part of this review, an inventory of active and prospective funding opportunities was gathered to provide the County with insight into the applicable funding ecosystem (see Appendix E). This funding inventory categorizes funding sources by Agency/Group (i.e. Public Safety Group (PSG) and Land Use & Environment Group (LUEG)) or Department/Division (i.e. Office of Homeless Solutions (OHS), Housing & Community Development Services (HCDS), Medical Care Services (MCS), Behavioral Health Services (BHS), and Child and Family Well-Being (CFWB) Department under Health & Human Services Agency (HHS)), Program Name, and status (Active, At-Risk, or Sunsetting). It also highlights potential future funding opportunities with links for detailed information and sources including state, federal, local, national, and private philanthropic foundations.

Funding currently being received by the County falls into three categories of funding sustainability:

- **Active:** Funding currently being utilized to sustain programs
- **At-Risk:** Funding that may end soon and may or may not be renewed
- **Sunsetting:** Funding that is ending with no opportunity for renewal

Funding Sources and Associated Programs	
Funding Source	Associated Programs
<b>At-Risk Funding</b>	
Homeless Housing Assistance and Prevention (HHAP)	Landlord Incentive Program Community Care Coordination Straight to Home (C3STH) Housing our Youth Local Rent Subsidy Program (LRSP) Community Harm Reduction Team (C-HRT)
California Department of Social Services (CDSS)	Home Safe Bringing Families Home (BFH) Housing & Disability Advocacy Program (HDAP)
Housing and Community Development – No Place Like Home	No Place Like Home (NPLH)
<b>Sunsetting</b>	
American Rescue Plan Act (ARPA)	Housing Navigation & Case Management Services (HNCMS) Magnolia Safe Parking Program (MSPP) Flexible Housing Pool (FHP) Harmony Cleanup & Abatement (HCA) Specialized Funding for Imminent Needs (SFIN) LGBTQ+ Enhanced Affirming Services Innovative Housing & Services for LGBTQ+ Regional Homeless Assistance Program (RHAP) Pilot Shallow Rental Subsidy Program (SRSP)
California Emergency Solutions and Housing (CESH)	Regional Task Force on the Homeless (RTFH) – Flexible Housing Pool (FHP)

Figure 25. Funding Sources At-Risk and Sunsetting with Associated Programs.





There are three current funding sources that are at risk and one funding source that is Sunsetting (ARPA). Of the 46 programs assessed, 18 are funded wholly or partly by at-risk or sunsetting funding, representing approximately \$94 million of the total program budgets reviewed. It is important for these programs to 1) fully expend allocated funds before the reporting period ends, and 2) to have contingency plans for sunsetting funds.

At the federal level, ARPA-funded agencies must obligate all their available funds to eligible projects by December 31, 2024, and expend them by December 31, 2026, when the program ends. Projects underspending their obligated funding within this assessment may be able to re-allocate ARPA funds to other eligible projects until December 31, 2024, and in specific cases, after that date.<sup>19</sup>

The figure below shows budgets of 46 programs across departments with funding at risk or permanently ending. This is a financial “gap” that will have the following 18 programs “go dark” and not be able to continue operations.

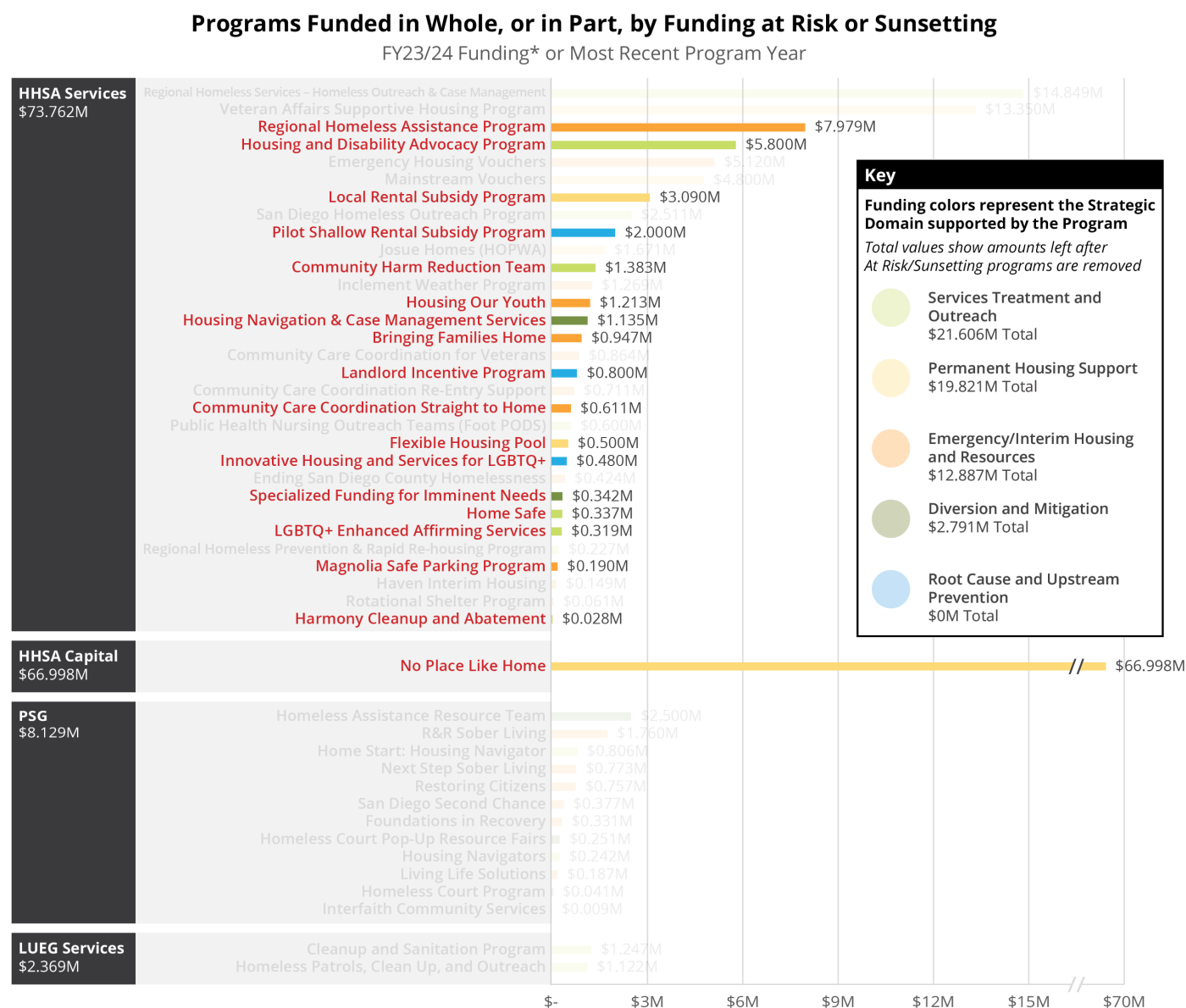


Figure 26. Summary of Programs with Funding At-Risk or Permanently Ending.

\*Funding represents an annual or program year budget where available. In the case of multi-year programs, the program reporting period claimed amount was used. In the instances where this was not available, the total budget amount was divided by the total contract years to approximate a program year amount.

<sup>19</sup> US Department of the Treasury, (March 29)

At the State level, the HHAP program was initially removed from the FY 24-25 CA State Budget.<sup>20</sup> The final approved budget revision reduced HHAP funds for FY 25-26 and restored them in FY 24-25. While this will temporarily sustain the HHAP program, the distribution and usage of these funds by HCD remain to be seen.

A few of the County programs within the scope of this assessment reported underspending during their program year, with attention needed for those with at-risk or sunseting funding, including:

- **Housing Disability and Advocacy Program (HDAP):** The County receives an average of \$1.3M annually from the State for the HDAP Program. In FY 21-22 and FY 22-23, the County received increased allocations of \$8M per year, enhancing service availability. However, these allocations are set to expire next year. Despite the County's efforts to expand program eligibility requirements and increase HDAP program efficacy, the full utilization of these funds remains uncertain. For instance, in the first half of FY 23-24, the County spent \$2.5M of HDAP funds, indicating a spending rate that may not exhaust the funds because of a need to balance budget shortfalls.
- **Harmony Cleanup:** Funded by the American Rescue Plan Act (ARPA), this program has a total budget of \$249,941 over three years. This program is a supplemental enhancement to the primary clean up contract overseen by Department of Public Works. This program is used in areas that primary contract does not cover such as riverbeds mostly in conjunction with the Encampment Resolution Funding (ERF) programs. To date \$28,000 has been expended and spending is expected to ramp up with ERF fully operationalized as of June of 2024.

### A Leading Practice of Maximizing Funding: in Allegheny County, PA:

A key enabler of Allegheny County, Pennsylvania's ability to implement an effective, data-driven risk assessment is its strategy to maximize the federal funding. Effective grant writing and leveraging partnerships is critical. On average, Pennsylvania Continuums of Care receive a far greater per-Continuum level of federal funding despite having a fraction of the State of California's homeless population.

There are additional opportunities for improvement in the following activities: **(1) Fund Tracking, and (2) Interdepartmental/ Agency Fund Coordination.**

**Fund Tracking:** Robust and comprehensive fund tracking processes are essential to the effective and efficient management of, and planning for, the County's homeless service programs. Fund tracking can help address various complexities, (e.g., differing application deadlines, budget cycles, reporting requirements) and risks (e.g., funds being underspent, restrictions on allowable costs, expiration of nonrenewable funding). The County's ability to implement and maintain comprehensive fund tracking can be instrumental in ensuring:

- Funds are used efficiently, timely, and for their intended purposes.
- There is a clear visualization of the distribution and allocation of funds across various programs and services.
- Multiple funding sources are leveraged to maximize the benefits to a program.
- Complex funding streams are accurately tracked across County units and subcontractors.

Best practices for funding tracking, utilizing a Funding Management Approach, can be found in Appendix F. Adopting a standardized approach to collecting and integrating data across programs can better inform funders of critical needs and aid in securing grants. Richer data can better illustrate the human and monetary costs of homelessness and the true demand for emergency and interim shelters.

### Interdepartmental/Agency Fund Coordination

Effective fund management, including applications to new funding sources and implementation of new awards is dependent on the alignment of various funding streams and resources. Coordination between Continuum of Care and County departments can establish a well-aligned funding strategy that addresses

<sup>20</sup> 2024 2025 California State Assembly CA State Budget Floor Report

program-level services strategically and comprehensively. Strong coordination not only makes County applications more competitive and optimizes the efficient use of resources, but also fosters collaborative partnerships and reduces the potential for duplicating efforts, which can strain already limited funding sources.

The County values collaboration in funding applications and has successfully partnered with the Regional Task Force on Homelessness and the San Diego Housing Commission to secure funding from Project Homekey and Permanent Supportive Housing. Future collaborative grant applications can make a larger, more sustainable impact for potentially at-risk, sunsetting, and new projects already partnering with San Diego. For example, the County and City of Los Angeles submitted multiple joint successful funding requests awarded through Project Homekey.

In support of Medi-Cal Transformation, also known as CalAIM, the County has been awarded funds from the California Department of Health Care Services (DHCS) to conduct an assessment and begin developing necessary infrastructure to leverage available funding for the provision of Enhanced Care Management (ECM) and Community Support (CS) services. ECM and CS services require the coordination of additional services for Medi-Cal managed care members, such as support to secure and maintain housing, access to medically tailored meals, and enhanced care management meeting persons where they live. Managed Care Plans also play a crucial role in the CalAIM planning and implementation process, which will help further reduce the region's unsheltered population. The County has contracted with a consultant to perform this assessment for the Health and Human Services Agency with results anticipated in 2025.

For the County to pursue additional CalAIM funding, it would need to initiate a strategic planning process, which leverages existing relationships to align homelessness services with required partners and stakeholders. This strategy should be well-structured to facilitate coordination among Medi-Cal managed care plans, homelessness service providers, and DHCS.

With an established and effective cadence of collaboration, the County of San Diego can leverage new funding streams and engage non-traditional partners to sustain and grow services.

### **Considerations to Stabilize Funding Mechanisms:**

- Establish Sustainable Funding Sources - Create consistent funding mechanisms for short-term programs and services to reduce operational uncertainty and encourage long-term planning.
- Enhance Funding Flexibility – Incorporate advocacy for more flexible funding options at the State and Federal level to cover more essential support services, including mental health care, substance use treatment, emergency shelter, and rapid rehousing efforts.
- Implement Robust Fund Tracking - Develop comprehensive fund tracking processes to manage diverse funding sources effectively, ensuring efficient use of resources and timely expenditure.
- Coordinate Interdepartmental Funding - Align various funding streams across departments to optimize resource use, foster partnerships, and avoid duplication of efforts in homeless services.
- Pursue Collaborative Grant Applications - Work with regional partners, such as the Regional Task Force on Homelessness and the San Diego Housing Commission, to apply for joint funding opportunities, maximizing the impact of grants.
- Leverage CalAIM Funding - Initiate a strategic planning process to align homelessness services with Medi-Cal managed care plans and other necessary stakeholders, facilitating access to additional funding.
- Monitor At-Risk and Sunsetting Funding - Develop contingency plans for programs facing funding uncertainties to ensure continued service delivery and efficient fund utilization.

## CONCLUSION

Homelessness is an intersectional problem. Factors ranging from addiction resources to housing markets to job placement influence efforts to shelter everyone in San Diego County, and no one government program has a simple fix. The County of San Diego and all stakeholders involved in tackling homelessness are doing impactful work every day. The problem of homelessness requires cross-boundary collaboration within the entire San Diego region's ecosystem —between multiple government departments, non-profits, private sector organizations, and the communities most directly impacted.

Deloitte's assessment of the various programs aimed at addressing homelessness across the San Diego region highlights the effectiveness of many of these programs in terms of enrollment rates, housing access success, and cost-efficiency. None the less, performance varies broadly across programs and within the same category of program, depending on the metric applied.

One overarching insight is the critical role of emergency and temporary housing programs in providing immediate relief, coupled with access to broader social services. Greater investment in, and commitment to, continuous assessment and optimization of these programs – particularly around performance measurement definitions, data collection and integration with external partners – is needed to maximize County program's impact and ensure they are able to effectively address the diverse needs of individuals and families experiencing homelessness. Having well developed measures and good, accurate, timely data for program operations and decision making is fundamental to the process of taking collective action and understanding outcomes.

Through the establishment of the OHS, recent refinements to Policy A-128, the adoption of the Framework, and the establishment of the Action Plan, the County has built a strong foundation on which to drive continuous improvement of its homeless service programs. Additional progress can be made by further assessing the key considerations presented within the four categories outlined in this report:

1. Leverage Established Homeless Program **Measurement Definitions and Strategies**.
2. Continue investment in **Data Infrastructure** and Technology for Homeless Services.
3. Strengthen **Service Delivery**, Integration, and Collaboration.
4. Identify and Utilize **Sustainable Funding Mechanisms**.

The opportunities for improvement that can be achieved by implementing the key considerations can help the County continue the positive progress it has made in strengthening homeless services, ultimately achieving a system that is more efficient, more effective, and more accountable overall.

