

Contra Costa County Homeless Continuum of Care 2018 Annual Report

CONTRA COSTA HEALTH SERVICES HEALTH, HOUSING & HOMELESS SERVICES



If I could change something about the world, it would be all the ugliness and hatred and try to help people come together and be as one, live in peace and happiness and truly help one another.

~Torge



I am happiest when I see and hear my grandbaby giggles. Tickles me pink. Baby Emma?

~Marise



Being housed makes me feel good it's been good for my health. Before I was housed I was hospitalized every three months and placed in a nursing home every six months. My self-esteem has improved and I can't beat the price on rent!

~Andrew Anello



This reminds me of being homeless because once I was 15 years old, I use to sleep in cars, house-to-house or even on the streets.

~Brea



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Contra Costa Homeless Continuum of Care (CoC) 2018 Annual Report - Summary

2018 Service Data and 2019 PIT Data

The 2018 CoC Annual Report compiles data from the Point in Time (PIT) count, Service data from Homeless Management Information System (HMIS), and consumer surveys and interviews. Using these data sources allows the CoC to identify significant successes and inform future programming. In 2018 the CoC experienced increases in:

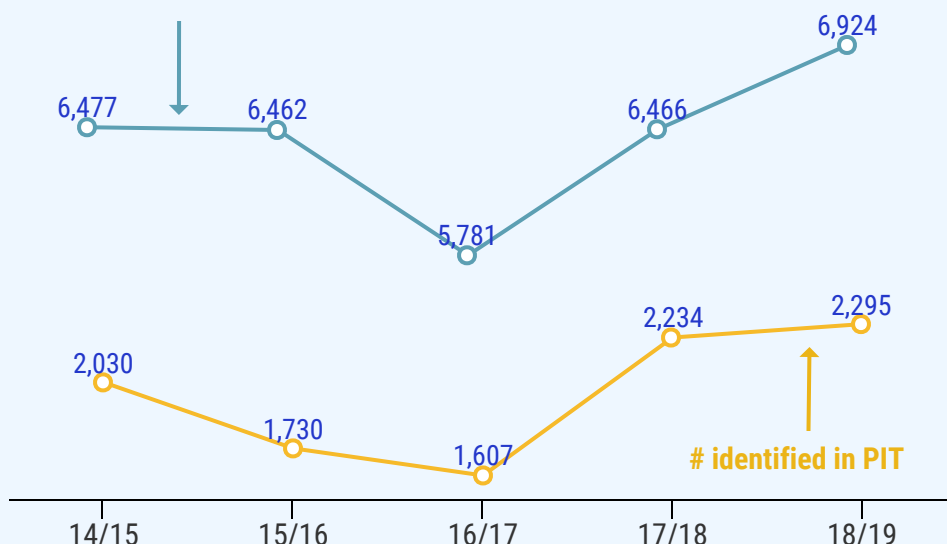
-  **Resources**
-  **People served**
-  **People housed**
-  **Income earned**
-  **Vulnerable populations served**
-  **Community partnerships**

The 2019 Point in Time Count was conducted in January 2019, immediately after the 2018 calendar year ended, making the annual PIT count a valuable indicator of program impacts or community trends that took place during the previous calendar year.

Five-Year Trends in PIT and Service Data







The 5-year trend in the number of people identified in PIT and number of people served in the CoC reflect a decrease in 2016 when outreach and service centers were lost due to organizational changes in the CoC. As these crisis services were restored across the county in 2017, the number of people served and identified increased significantly. Service data below reflects calendar year and PIT counts are conducted every year in January.

served in homeless programs (Service Data)






Sub-Populations Trends

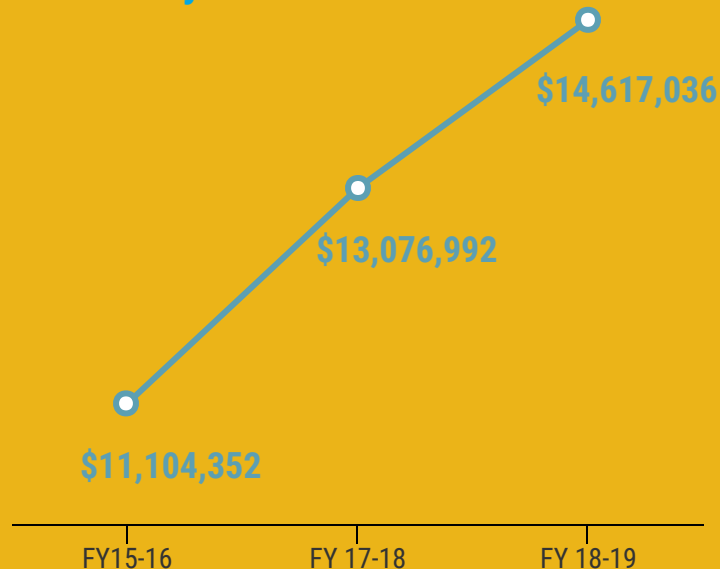
Some sub-populations have experienced increases in the CoC, others have had decreases over the past five years.

- Adults w/ disabilities: 22% 
- Single adults: 26% 
- Seniors (62+): 97% 
- Veterans: 11% 
- Families: 16% 
- Transition Age Youth: 25% 

2019 PIT Count

-  668 sheltered individuals:
62 families, 476 single adults
-  1,627 unsheltered individuals:
37 families, 1,499 single adults
-  114 veterans
191 children in families
129 transition age youth (18-24)
165 seniors (62+)

Three-year HUD Allocation Trend



32% increase in HUD funding over three years

CoC Monthly In-flow and Out-flow

Service Data helps identify how many people are served each month, including how many are enrolling into the system (in-flow) and how many exit (out-flow).

2,450 Average Served per Month

415 Average
Monthly In-flow



412 Average
Monthly Out-flow

+36

Based on 2018 average monthly in-flow and out-flow, the system of care would gain an additional 36 individuals per year

2018 Outcomes and Performance Measures

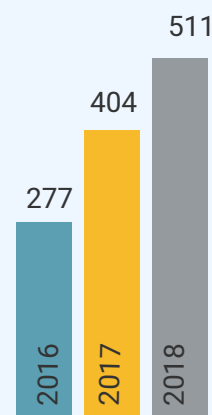
2019 Point in Time Count -- City Count Representation



97% **retention rate** in Permanent Supportive Housing programs

58% of CORE **outreach consumers** had a **positive outcome** (entered shelter, warming center and/or SUD treatment)

Avg # Days Homeless prior to Permanent Housing



Exits to Permanent Housing



In 2018, 58% of persons served in temporary and rapid rehousing exited to permanent housing

Contra Costa County

Homeless Continuum of Care

Contra Costa County's Health, Housing & Homeless Services Division prepares annual reports for the County's Homeless Continuum of Care (CoC). The report summarizes program utilization and outcomes for consumers accessing services in the CoC. This summary incorporates data from four key sources: Service data, Point in Time count data, consumer surveys and interviews, and County Office of Education data.

Health, Housing & Homeless Services (H3)

Health, Housing, and Homeless Services (H3) is the administrator for the Contra Costa Homeless Continuum of Care (CoC), a collaborative of local agencies that addresses housing and homelessness in the county. As the administrator, H3 provides strategic direction, coordination of funding, and programmatic oversight of CoC programs. H3 generated this comprehensive annual report to provide information about the CoC and the people who are served. As the CoC lead agency, H3 is responsible for:

- advancing partnerships with service providers, community leaders, and stakeholders;
- building capacity with local and federal resources;
- implementing and managing CoC initiatives;
- administering the Coordinated Entry System (CES);
- maintaining the Homeless Management Information System (HMIS);
- coordinating CoC funding and programmatic oversight; and,
- measuring and reporting outcomes through HUD Performance Measures and evaluation efforts.

Homeless Continuum of Care

In 1997, the United States Department of Housing and Urban Development (HUD) required that communities seeking HUD homeless funding apply as a collaborative of local agencies, called a Homeless Continuum of Care (CoC). A CoC is designed to 1) promote community-wide planning and strategic use of resources to address homelessness; 2) improve coordination and integration with mainstream resources and other programs serving people experiencing homelessness; 3) improve data collection and performance measurement; and, 4) allow each community to tailor their programs to the particular strengths and challenges in assisting homeless individuals and families within that area.

Contra Costa County's CoC is comprised of multiple partners, including service providers, members of the faith community, businesses, private and public funders, community members, education systems, and law enforcement, who are working collaboratively to end homelessness. The Council provides

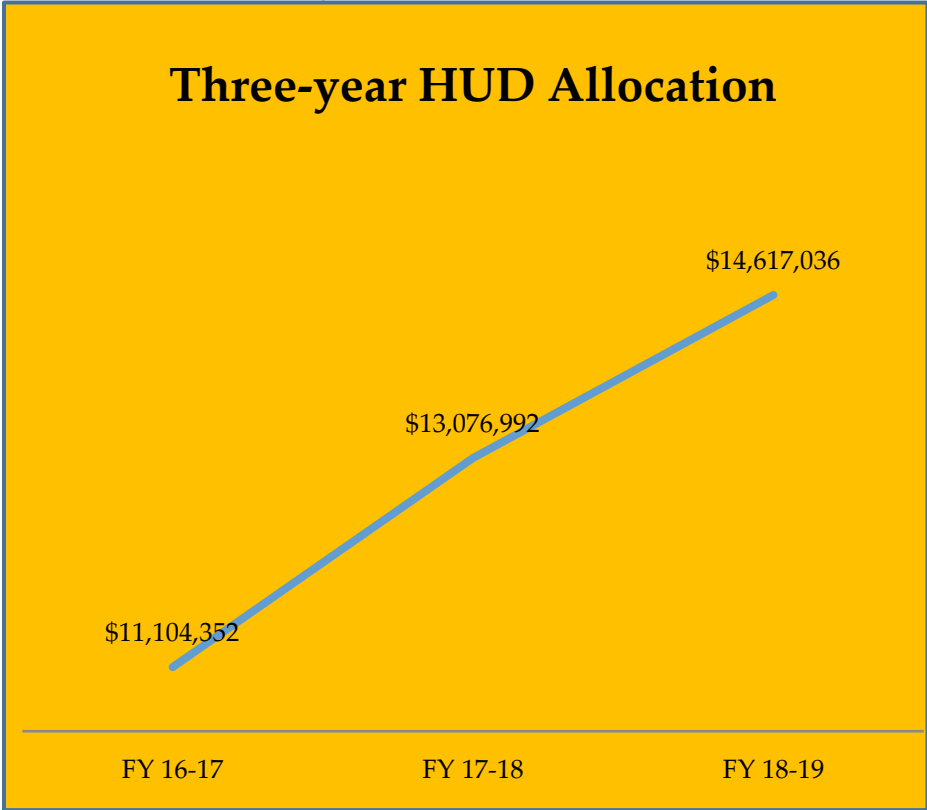


guidance for the development and implementation of long-range planning and policy decisions regarding homeless issues in the county. The CoC is governed by the Council on Homelessness (Council), a group of volunteer members appointed by the Contra Costa County Board of Supervisors. Council members’ professional and personal backgrounds reflect the wide range of CoC service providers, and geographic and demographic diversity of the county.

Three-year HUD Funding Trend

HUD is the largest funding provider of Contra Costa’s CoC. Annual HUD funding allocations reflect the need of a given community and their outcomes on HUD Annual Performance Measures. In the last three years, Contra Costa County has received an increase in HUD funds. These funds have resulted in additional Permanent Supportive Housing units, Rapid Rehousing slots, and infrastructure to develop the Coordinated Entry System across the county.

Illustration 1: H3 Three-year HUD Allocation, 2016/2017 to 2018/2019



32% increase in HUD funding over three years.

Contra Costa Data Sources

The CoC uses a variety of data sources to describe the community. In this report, both quantitative and qualitative data is presented to provide a more accurate reflection of the homeless community.

This report focuses primarily on literally homeless consumers who utilized homeless services in the CoC. However, to describe other populations who are housing insecure, do not utilize homeless services, and/or do not meet the strict definition of homelessness as defined by HUD, this report also includes Service data for those using prevention programming and permanent housing programs. Other data sources that capture at-risk but not literally homeless are also incorporated to paint a more comprehensive picture of people in this community struggling with housing needs.

Contra Costa County uses the following data sources to identify needs, guide programming, describe the community, and identify successes:

- Service data
- Annual Point in Time count data
- Qualitative data from Consumer Surveys and Interviews
- County Office of Education data
- Coroner's Office data

Service Data

All HUD-funded CoCs are required to maintain a Homeless Management Information System (HMIS) to produce an unduplicated count of persons accessing and utilizing CoC services (such as prevention services, programs for those with a housing crisis, and previously homeless consumers who are now in Permanent Supportive Housing programs). This Service data collected in HMIS allows the CoC to analyze patterns of service use and measure program impacts and outcomes. CoC partners in Contra Costa County enter data in HMIS for all consumers accessing homeless programming upon enrollment and continue to track program utilization and exit destinations.

HUD System Performance Measures

Service data is used to track HUD-mandated Annual Performance Measures. The McKinney-Vento Homeless Assistance Act requires that communities receiving HUD funding collect data for their HUD System Performance Measures, submitted every fiscal year of funding. These Performance Measures determine system-wide successes and needs, focusing on income and housing outcomes for consumers. System Performance Measures inform annual HUD CoC-funding allocations.

By Name Lists

Service data is also used to create lists of consumers' names on a monthly basis (By Name Lists) for the CoC and for various sub-populations. By Name Lists track the number of people in a

given subpopulation utilizing the system of care each month and the in-flow and out-flow into the system of care.

In-flow includes people who are new to the system of care (have not been entered into HMIS in the previous two years) or who have returned after becoming inactive or after being housed.

Out-flow includes those who were housed or simply “disappear” because they moved out of county or stopped using CoC services.

Annual Point in Time (PIT) Count

HUD requires that communities who are receiving federal funds for CoC Homeless Grants conduct an annual count of all sheltered people in the last week of January, and a biennial count for unsheltered individuals. The Point in Time (PIT) count only identifies those consumers who are literally homeless per the HUD definition (in shelters, in rapid rehousing, or sleeping in uninhabitable locations).

During PIT counts, communities must identify people experiencing homelessness, demographics including age, race and ethnicity, and household configuration. Communities must also identify whether a person is chronically homeless (as defined by experiencing long-term or repeated episodes of homelessness and presence of a disability).

PIT counts are just one of many important tools to help establish the dimensions of the problem of homelessness and help policymakers and program administrators track progress toward the goal of ending homelessness. PIT counts have been conducted since 2005 allowing for almost 15 years of tracking. Collecting data on homelessness and monitoring progress can inform public opinion, increase public awareness, and identify effective resources to meet challenges with reducing homelessness. PIT data also informs the HUD funding allocation to CoCs across the United States.

At the local level, PIT counts help communities plan services and programs to appropriately address local needs, measure progress in decreasing homelessness, and identify strengths and gaps in a community’s current homelessness assistance system¹.

PIT PERSPECTIVE

“Rather than understand that the PIT count represents only a portion of the homeless population, many interpret the count as a comprehensive depiction of the crisis and rely on it to inform policy design and implementation decisions. This can lead to policies that fail to address the homeless crisis or may even exacerbate it.”

National Law Center on Homelessness and Poverty

¹ National Law Center on Homelessness and Poverty, DON’T COUNT ON IT: How the HUD Point-in-Time Count Underestimates the Homeless Crisis in America, 2017, <https://nlchp.org/wp-content/uploads/2018/10/HUD-PIT-report2017.pdf>



PIT Methodology

Although HUD only requires biennial unsheltered PIT counts, Contra Costa County conducts the count every year to support planning and policy decisions for the CoC. The PIT count is collected the last week in January each year, immediately after the calendar year, making the annual count a valuable indicator of program impacts or community trends that took place during the previous year. Therefore 2019 PIT data is incorporated into this 2018 calendar year annual report.

Contra Costa County has utilized the same data collection methods since 2016, which are approved by the CoC Board Members. The sheltered count was obtained via HMIS data for all shelter sites. Data for the unsheltered population was collected with a community-wide canvas by CORE Outreach, almost 100 volunteers, and partnering agency staff. A detailed description of PIT methodology is provided in Appendix A.

Consumer Surveys and Interviews

There are multiple opportunities to obtain qualitative feedback and input from consumers throughout the year. Bringing consumer voices to the center of the CoC's work is crucial in how the system of care works to continuously improve to meet the community's needs.

CORE Outreach Interviews

Coordinated Outreach, Referral, and Engagement (CORE) Outreach teams conducted consumer interviews in April 2018 with 137 consumers across the county. This qualitative data allows for more in-depth dialogue about the backgrounds and struggles many people face when living on the streets. These surveys also help the CoC understand which sub-populations within the community access specific crisis and housing placement services.

Youth and Family Needs Assessment

Families and youth are often considered the "hidden homeless," because they are less likely to access traditional homeless services and thus become identified as homeless consumers. Families and youth might "double-up" or "couch-surf" as an alternative to utilizing shelters or sleeping in uninhabitable locations. In an effort to identify the needs of youth and families who are unstably housed, H3 worked with community agencies and service providers to conduct interviews of families, youth in families, and unaccompanied youth. This summary includes both literally homeless as well as those who are unstably housed, providing a unique glimpse into the at-risk population that is not captured via CoC Service data or PIT data. During 2018, surveys were conducted on Transition Age Youth (TAY, 18-24 years of age) and families, capturing data for 320 minors, 184 TAY, and 120 adult parents in a variety of living arrangements.



Photovoice

Call for Change is a photovoice project that debuted in November 2018 during Homeless Awareness Month. This project featured nearly 20 photographic works of art, created by Contra Costa residents living without housing.

Photovoice offered a unique glimpse into the daily lives of its creators. The gallery of powerful images and messages of hope are displayed throughout this report.

**HOMELESSNESS
AWARENESS MONTH**

CALL FOR CHANGE

A Photovoice Project on Homelessness

*The picture alone, without the written word, leaves
half the story untold.*

~James Lafferty

Call for Change is a photovoice project that brings together photos and messages from people experiencing homelessness in Contra Costa County.

More than 6,000 people experience homelessness in Contra Costa every year. Each has a unique journey as they work toward housing recovery and health.

This art opens a window into the daily lives of its creators, as they work to secure housing, or hold on to the housing they have.

The words help us understand. The photos communicate emotions that the words cannot fully express. Together, they are a call to end this crisis in our community.

The Contra Costa Council on Homelessness, Health Services Department and others are showcasing these powerful works of art to raise awareness about homelessness. We offer special thanks to the artists who so willingly shared their experiences, Contra Costa Behavioral Health Services' Office of Consumer Empowerment for providing photovoice training, and the Arts and Cultural Commission of Contra Costa County for honoring this work.

Supported by the Contra Costa County Board of Supervisors and the California Arts Council, a state agency.

Homelessness in Contra Costa County

Nearly 2,300 people were identified through the PIT count as literally homeless, but almost 7,000 consumers in need of housing services were identified throughout the year in CoC services. PIT data collection captures about 1/3 of the number of people served by the CoC during the calendar year. This highlights one reason the PIT count may not be the best indicator of need in the community.

However, both PIT and Service data demonstrated a modest increase in the number of homeless people identified throughout the county. Five-year trend data is presented in greater detail later in this report.

Illustration 2: 2018 Service Data and 2019 PIT Data Overview

2018 Service Data

6,924 people accessing homeless services in 2018



5,246 adult-only households and **600** families



An additional **899** people were served in Permanent Supportive Housing and **1,091** were served by prevention programs

2019 PIT Data

2,295 people identified in 2019 PIT count



668 sheltered individuals (62 families and 476 adults)



1,627 unsheltered individuals (37 families, 1,499 single adults)

- The 2019 PIT count reflects a **3% increase** in persons experiencing homelessness on any given night in January since 2018.
- 2018 Service data reflects a **7% increase** in persons utilizing homeless services since 2017.

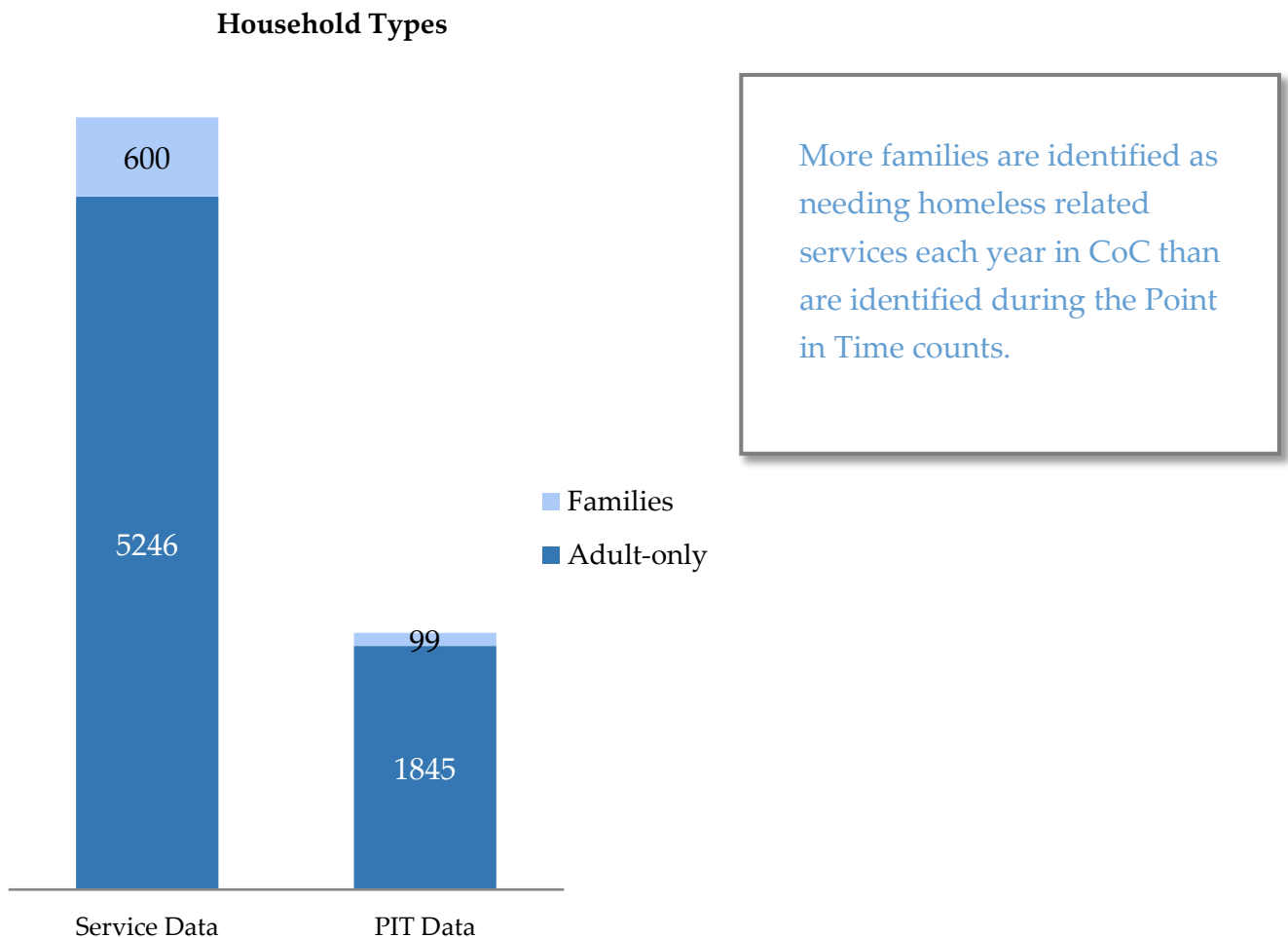
Demographic Data

The 6,924 people who engaged in homeless services in the county in 2018 represent a wide variety of demographic groups. In an effort to better understand the demographic make-up of those experiencing homelessness, details about household type, age, race, ethnicity, Veteran status, chronicity, disability status, and exposure to interpersonal violence are provided below.

Household Types

Most people experiencing literal homelessness (per the HUD definition) are single adults. Service data shows that 10% (n=600) of the households served were families with minor children, whereas 5% of the PIT data comprised of families (n=99). This discrepancy in family representation in PIT and Service data is due to the “snapshot” nature of PIT, which can under-represent certain sub-populations. Families are generally more difficult to identify via a general census or count of homeless individuals.

Illustration 3: Household Types (2018 Service Data and 2019 PIT Data)

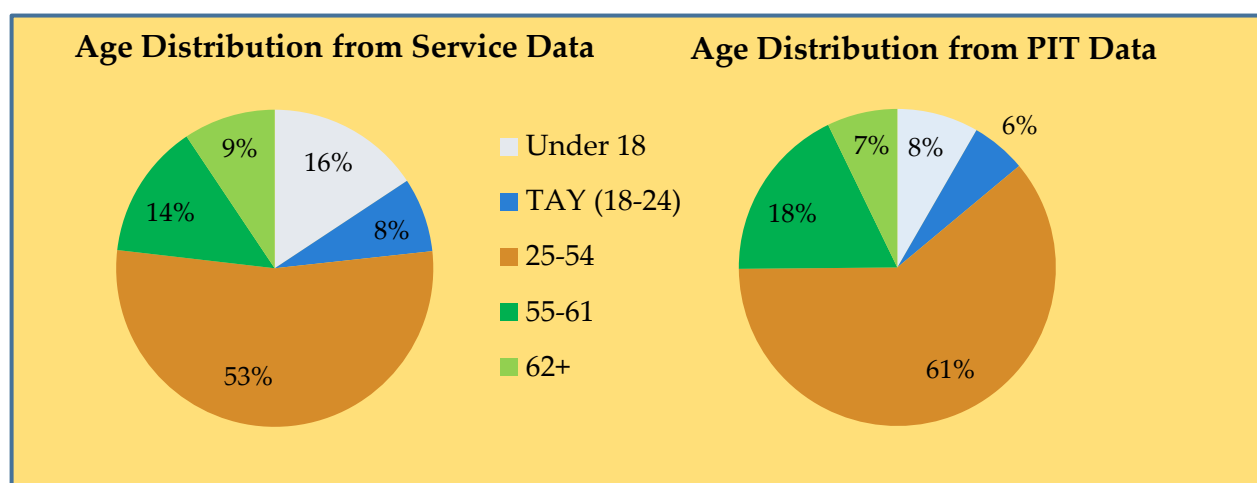


Age

Adults between the ages of 25 and 54 made up just over half of the consumers who accessed homeless programming during 2018 (as illustrated in Service data tables below), but constituted 2/3 of those identified in the 2019 PIT count. The comparison of Service data and PIT data shows slight variation in demographics between the two data sources, with a higher percentage of adults 25 to 54 identified in the PIT count.

Illustration 4: Age Distribution (2018 Service Data and 2019 PIT Data)

Age Group	Age Range	2018 Service Data	2019 PIT Data
Children in Families	<18	1,103	191
Transition Age Youth (TAY)	18-24	532	129
Adults	25-54	3,762	1,398
Emerging Seniors	55-61	968	412
Seniors	62+	659	165



The homeless system of care captures only persons who are using services provided by the CoC, which is comprised of mostly homeless services for those who have no permanent location to sleep. The County Office of Education collects data on students accessing homeless services under the McKinney Vento Homeless Assistance Act. Due to confidentiality for the both CoC consumers and for those using school programs, it is not possible to de-duplicate and determine which of these students also used CoC programs.

County Office of Education, McKinney Vento Assistance Act, January 2018	Sleeping arrangement	# of students
	Unsheltered	95
	Sheltered	330
	Doubled-up	1,809



Race and Ethnicity

Race and ethnicity data are collected for all consumers accessing homeless services. Race and ethnicity are reported as separate categories, per HUD data collection requirements. More information about the utilization of housing and homeless programs and outcomes by race and ethnicity is provided later in this report.

Illustration 5: Race in Contra Costa County CoC (2018 Service Data)

Racial Distributions in Service Data

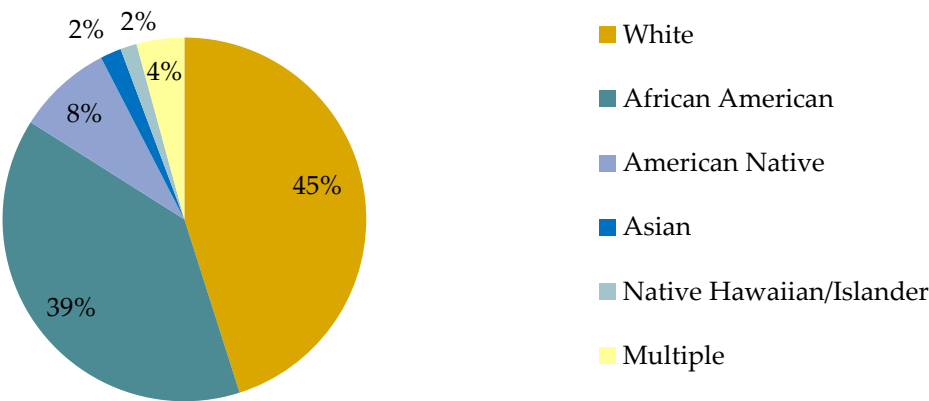
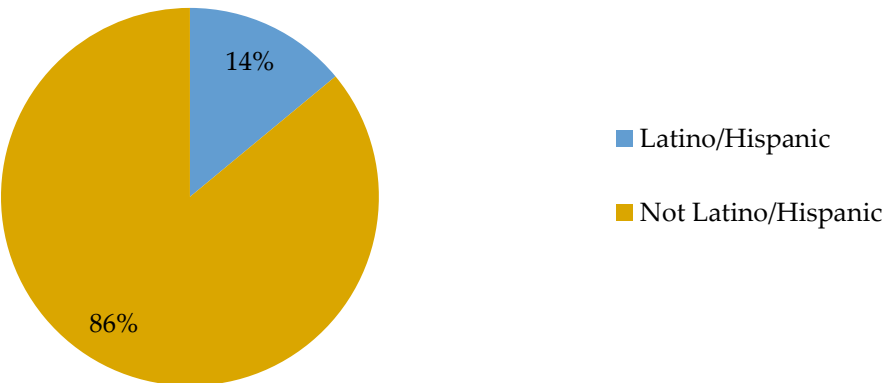


Illustration 6: Ethnicity in Contra Costa County CoC (2018 Service Data)

Ethnicity in Service Data



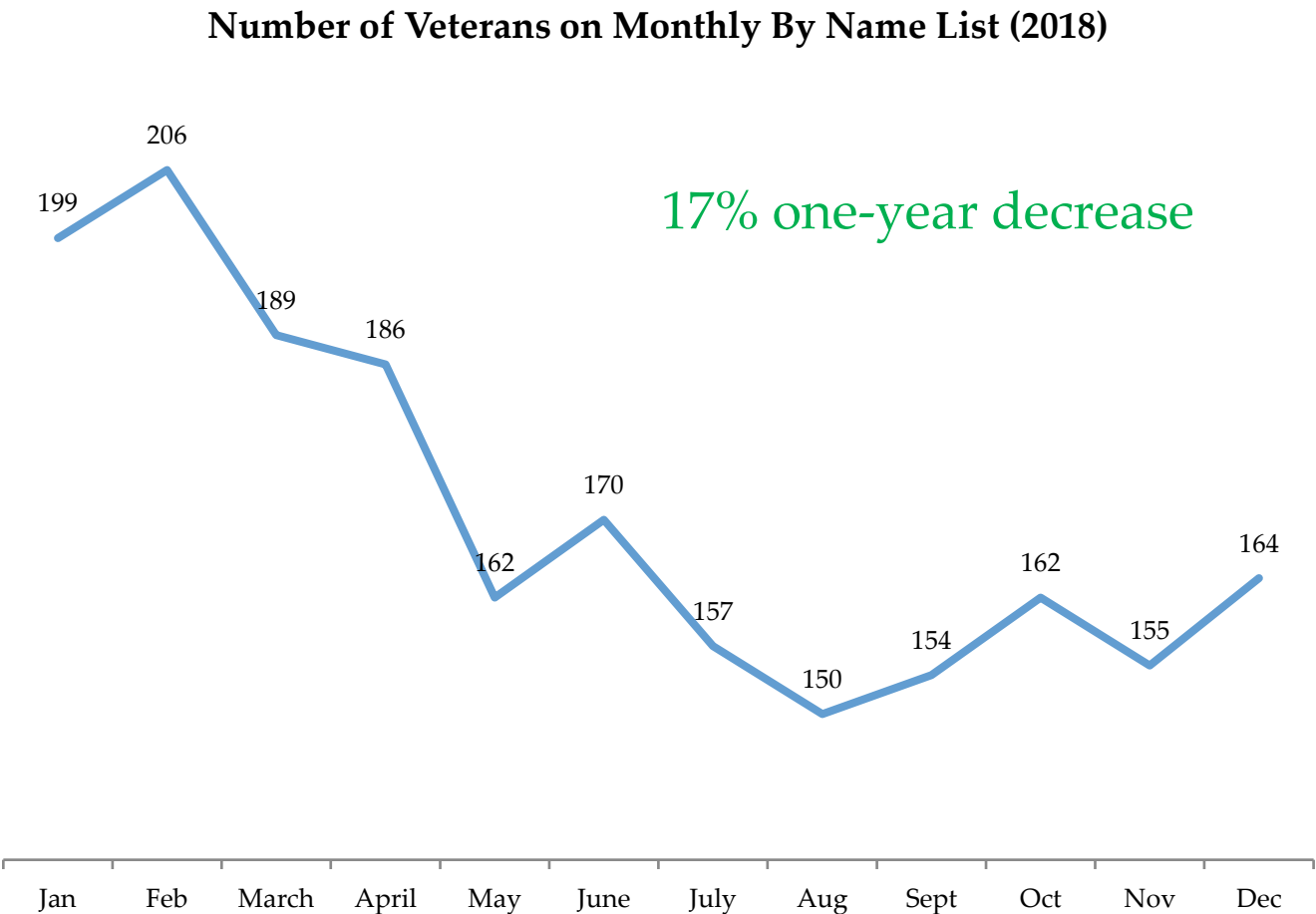


Veterans

The PIT count identified 114 Veterans and Service data identified 496 Veterans served in homeless programming during 2018. Thirty-six percent of Veterans served in the CoC are chronically homeless.

Contra Costa County tracks in-flow and out-flow of Veterans on a monthly basis using a By Name List. This list captures all Veterans who have used a homeless service during the three months prior to the report period and who have not had a program exit (this captures all “active” consumers). During 2018, the number of Veterans identified on the monthly By Name List decreased 17% from 199 Veterans in January to 164 in December. The Veteran population utilizing CoC services has decreased during 2018 due to more robust case management using the By Name List and dedicated permanent supportive housing for Veterans.

Illustration 7: Veteran By Name List (2018 Service Data)





Chronically Homeless

Chronically homeless consumers are generally the most difficult to move from the streets and back into housing. Chronic consumers are those experiencing homelessness for at least a year, or repeatedly over the last three years, while also struggling with a disabling condition such as serious mental illness, substance use disorder, or a physical or cognitive disability.

HUD Definition of Chronic Homelessness:

Homeless >12 consecutive months + disability

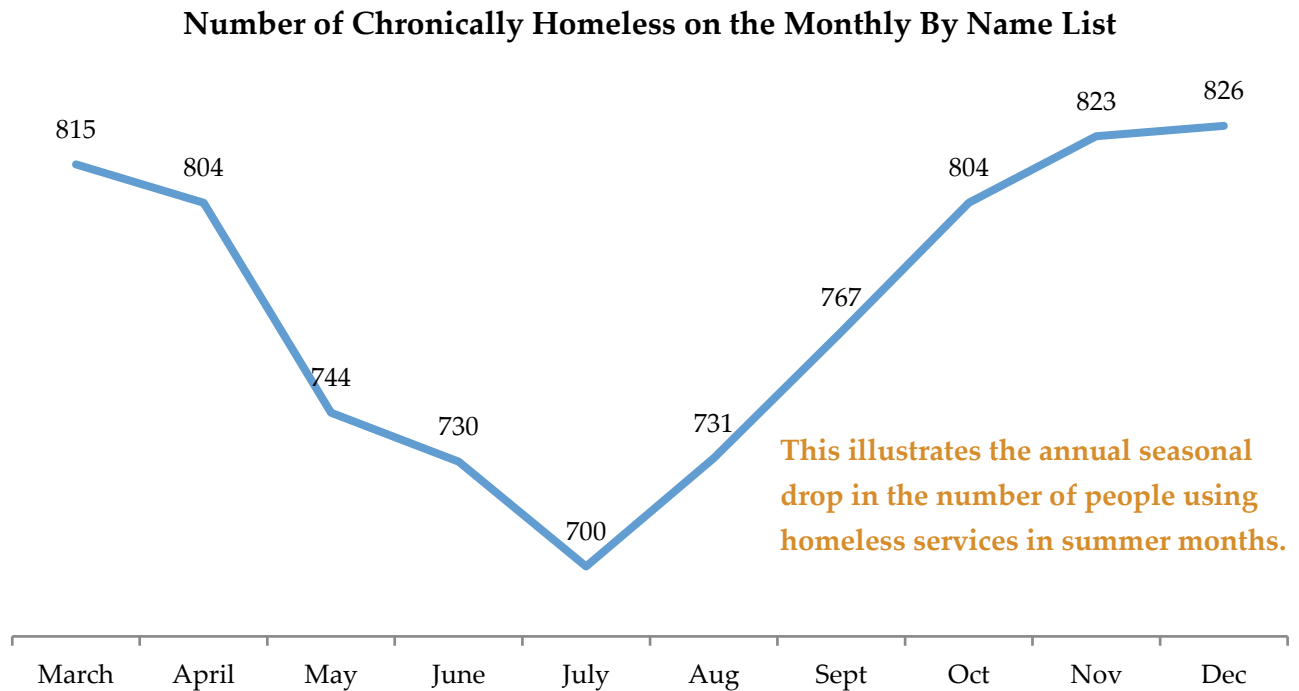
OR

Homeless >3 episodes in last 3 years + disability

Almost 1/3 (n=1,800 households) of adults in the homeless system of care are chronically homeless. PIT data is a less reliable indicator of chronic homelessness because it is based on self-report during data collection; consumers are more likely to report characteristics of chronic homelessness to service providers because of their rapport with staff and because staff have been trained to seek information using best practices for trauma-informed care. Only 27% of PIT respondents reported both a disability and experiencing homelessness for at least a year.

The county began tracking chronicity in a By Name List in March of 2018, allowing for ten months of analysis. Below, the trend line illustrates a decrease in the number of chronically homeless consumers during the summer of 2018 and an increase in the fall and winter months. Monthly in-flow of chronically homeless individuals ranged from 104 in November to 159 in March. This large in-flow and low housing placements results in an increasing number of chronically homeless consumers on the monthly Chronic By Name List.

Illustration 8: Chronically Homeless By Name List (2018 Service Data)

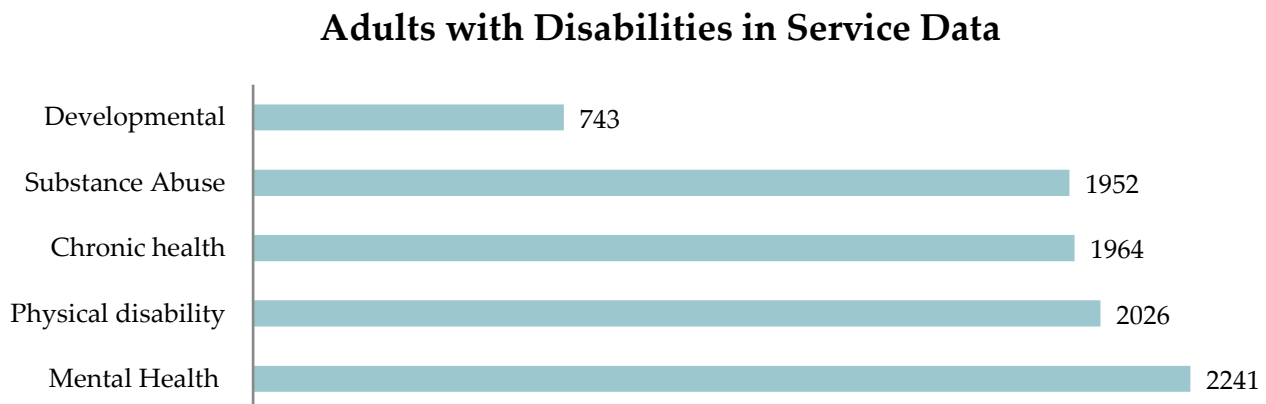


Many of the chronically homeless consumers became homeless in their youth; eight percent of CORE consumers who were interviewed reported becoming homeless as minors. The length of time respondents experienced homelessness ranged from two weeks to 28 years.

People with Disabilities

Two out of three adults who received homeless services in 2018 self-reported having a disability.

Illustration 9: Adults with Disabilities (2018 Service Data)





Almost half (46%) of the TAY respondents in the Youth and Family Needs Assessment reported having a disability.

Over ¼ of CORE interviewees reported that substance abuse, and 20% reported that an illness or health condition led to their homelessness.

Interpersonal Violence

Over 1,000 adults served in the CoC had experienced interpersonal violence in the twelve months prior to enrolling into homeless programming; 43% of these reported fleeing domestic violence at the time they enrolled into a homeless service. While the CoC has a domestic violence shelter, the majority of consumers who report interpersonal violence did not access those services.

Victims of domestic violence are more likely to access general-population services, including emergency shelters, CARE Centers, and CORE Outreach; just over half of the CORE consumers who were interviewed reported having experienced emotional abuse in their lifetime; 41% reported physical abuse; and 25% reported sexual abuse.

Coroner's Data

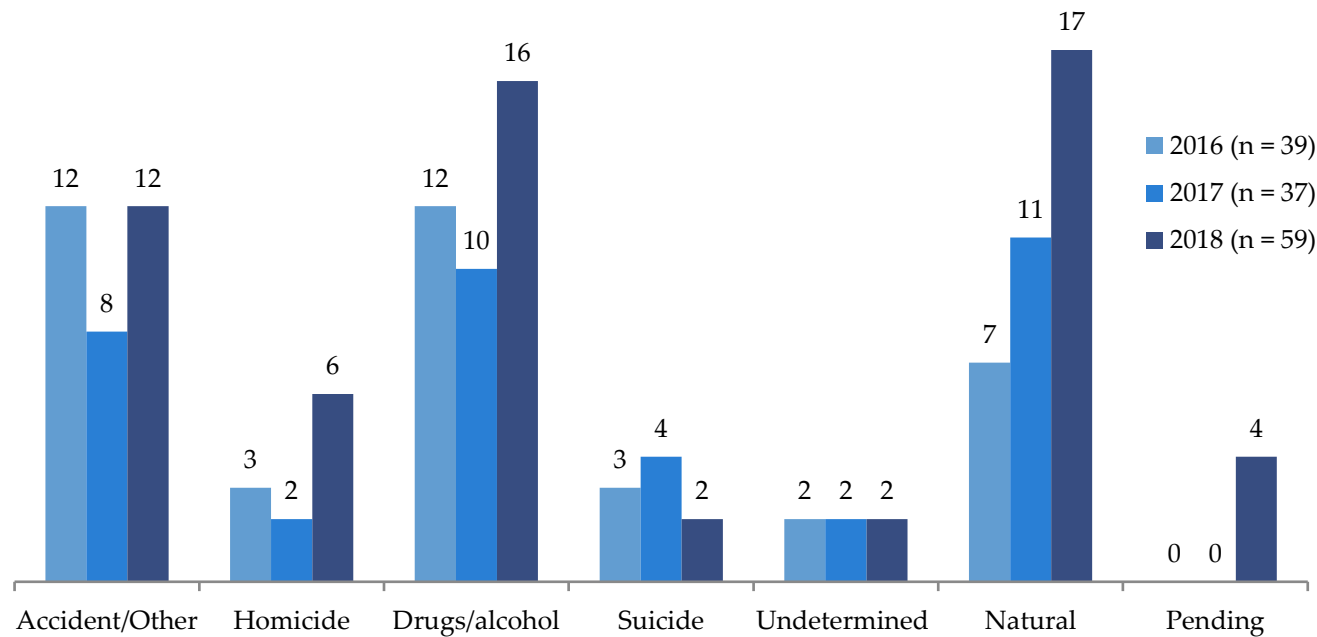
Data from the Coroner's offer helps the CoC understand whether people are dying while living on the streets and the causes of those deaths. The Coroner's Division is notified when someone passes away in a location without medical staff to report the cause of death.

The Coroner reported 59 people from the homeless community who passed away during calendar year 2018. This reflects a 34% increase in the number of homeless deaths reported by the Coroner since 2016.



Illustration 10: 2016-2018 Coroner's Report on Cause of Death in the Homeless Community

2016-2018 Coroner's Report Cause of Death

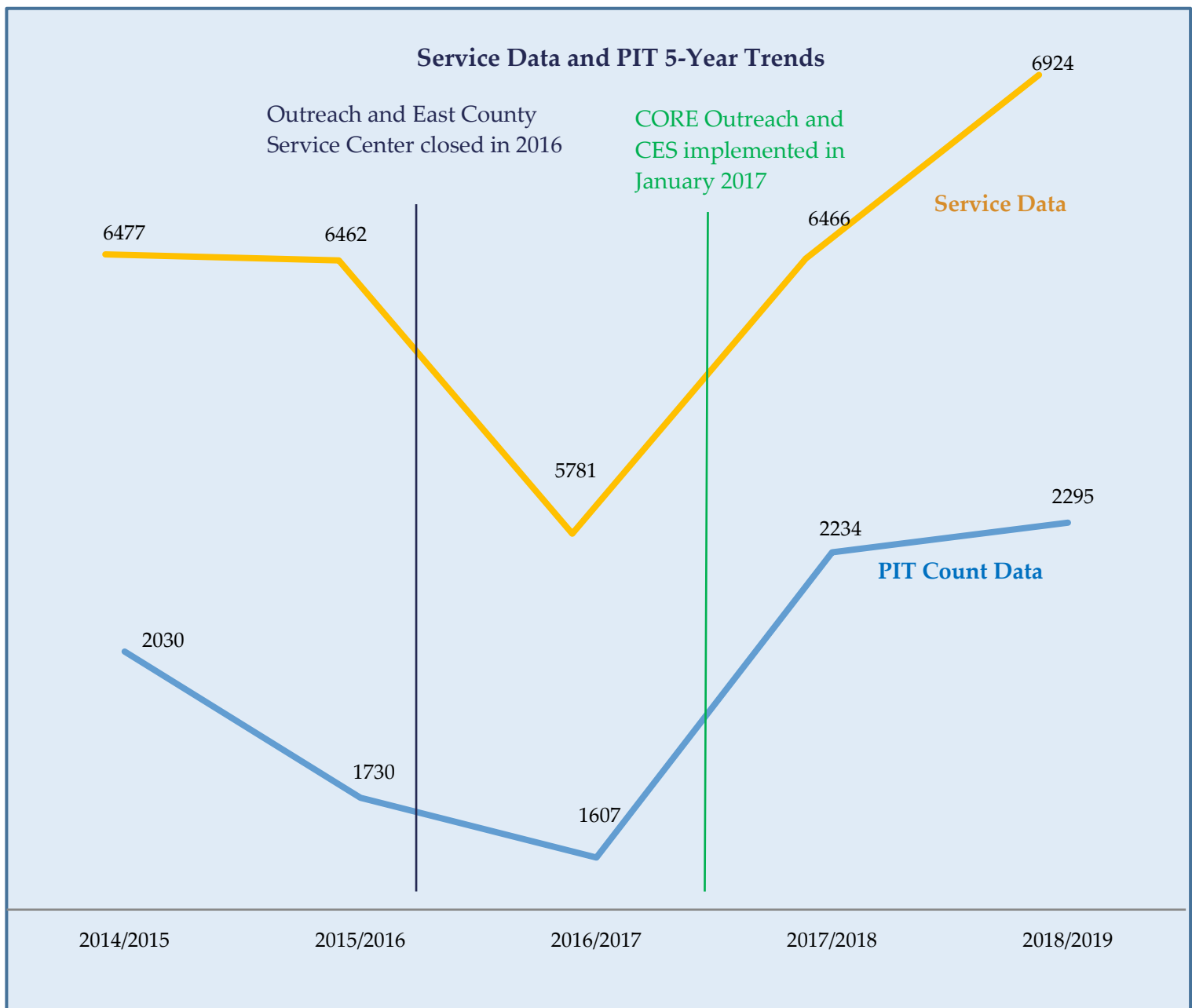


The Coroner's Homeless Report has identified a decrease in suicides over the past year and an increase in deaths from homicide, drugs/alcohol, and natural causes between 2017 and 2018.

TRENDS IN POPULATION SERVED

The five-year trends in data demonstrate consumer identification and utilization of services when available. Substantial decreases were identified in 2016 Service data and 2017 PIT data when outreach and service centers were closed due to organizational changes in the CoC. As these crisis services were restored across the county in 2017 and the CES was rolled-out, the number of people served and identified in 2017 Service data and 2018 PIT increased. The Service data below summarizes calendar year and PIT counts are conducted in January following each calendar year (reflecting trends from previous calendar years).

Illustration 11: Trends in Homeless Consumers Identified (2014-2018 Service Data & 2015-2019 PIT Data)

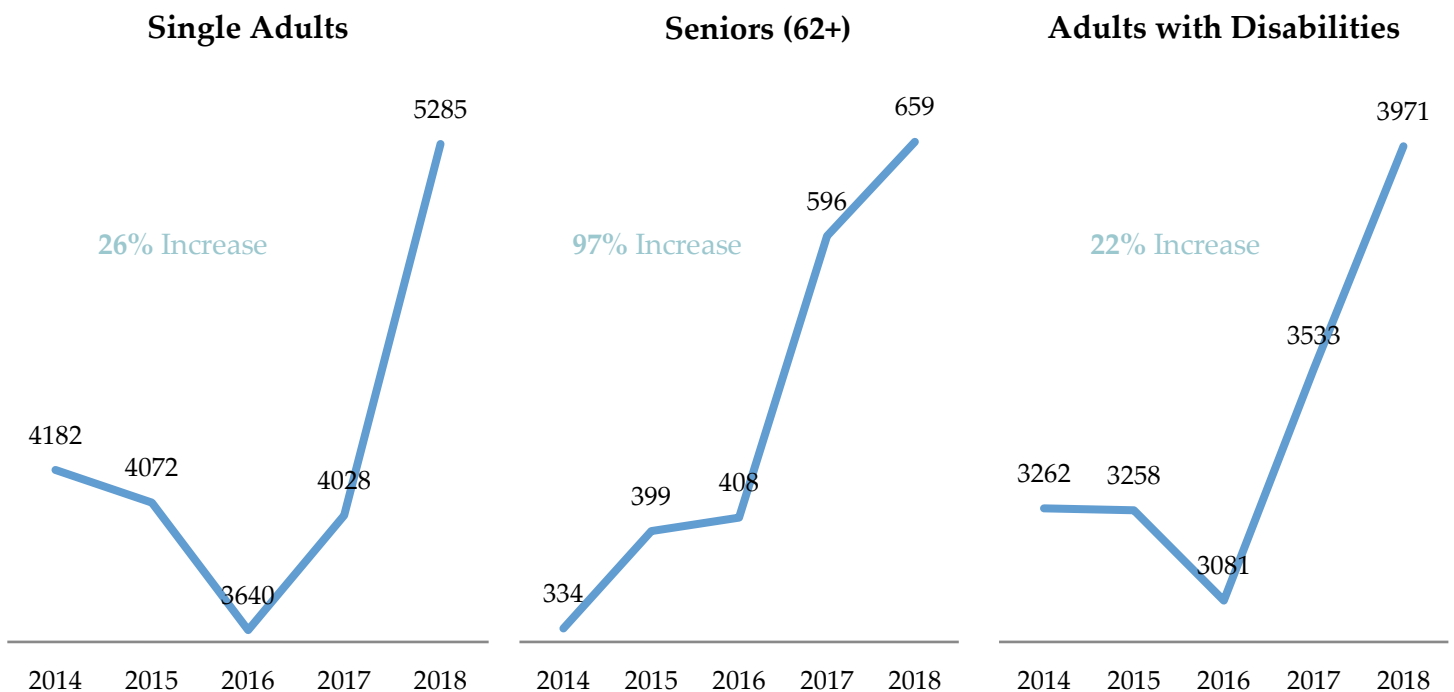




The increase in people entering the system of care is also a reflection of the strong partnerships with other county agencies including Public Health, Behavioral Health, Employment and Human Services, and the criminal justice system. These partnerships improve access to services for certain sub-populations, including some of the most vulnerable populations facing roadblocks when obtaining housing.

In 2016 when the CoC lacked outreach and an East County CARE Center, there were significant decreases in access to services. With the implementation of CORE outreach teams in 2017, more people gained access to services resulting in an increase in the numbers of persons represented in the service data.

Illustration 12: Sub-Populations with Increases Over Time (2014-2018 Service Data)



Many consumers in these sub-populations feel there are limited options for them, as depicted in their interviews:

“There is no place I can go. Everything is full or I don’t qualify. [I am] feeling frustrated.”

-CORE Consumer

“There are all of these different shelters for everyone else—domestic violence victims, women with children, pregnant youth. There are only two things for youth and they’re full because they’re small...It’s like you need a kid to get into a shelter.”

-TAY Consumer

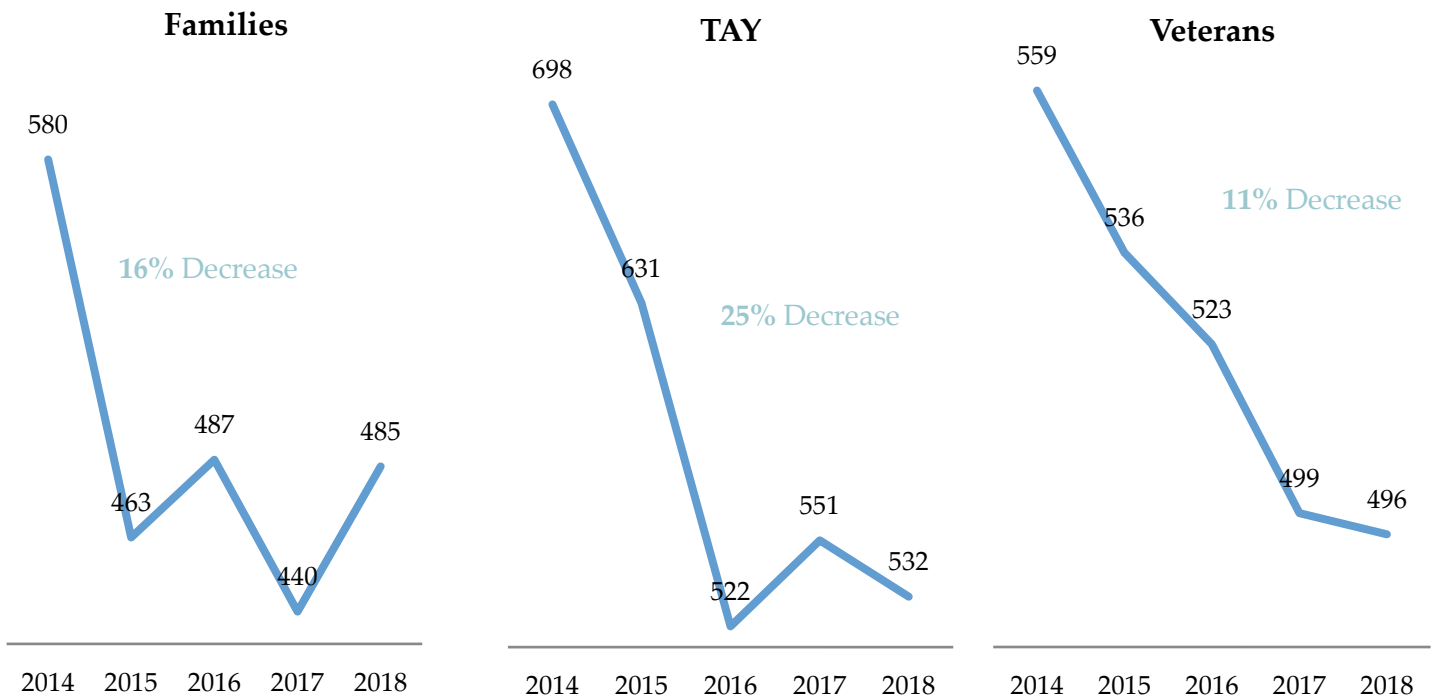


Decreases in sub-populations can be a sign of programmatic impacts or simply a reflection of the way certain consumers do, or do not, use CoC services. Three sub-populations experienced a decrease in CoC utilization in recent years. As mentioned previously, the CoC has implemented better system-wide case management and has dedicated Permanent Supportive Housing units to Veterans.

There were decreases in families and TAY engaging with the system. It is likely that many are choosing to stay doubled up instead of entering the homelessness system of care.

Illustration 13: Sub-Populations with Decreases Over Time (2014-2018 Service Data)

Sub-Populations with 5-year Decreases in Numbers (Service Data)



Being housed boosted my self-esteem and has given me the motivation to go back to school so I can provide for my family.
-Ashley



Transition Age Youth who are doubled-up and/or couch-surfing report experiencing stress and anxiety about their precarious housing situation.

"I stay with a family or friend so I don't have to go to a shelter."

-TAY Consumer

"Your friends kind of get tired if you're at their house all the time. Once two weeks pass, you go. You gotta move around so that people aren't just like 'ok, stop showing up at my house.'"

-TAY Consumer

"That sucks to check into a shelter for just one day; sleep there, get some rest and then restart the whole thing over again. [It's better] to stay at someone's house for two weeks."

-TAY Consumer

"I work two jobs and go to school. I live with working people yet [losing] housing is still a fear."

-TAY Consumer

The Youth and Family Needs Assessment identified that many TAY became homeless before hitting adulthood. **More than 2/3 of TAY respondents reported living in foster care at one point during their childhood**, and many felt that having a poor transition plan from foster care contributed to their homelessness as young adults.

Illustration 14: Monthly CoC In-Flow and Out-Flow (2018 Service Data)

It is important to understand the ways in which people utilize the system of care at a given time, as well as monthly in-flow (the number entering) and out-flow (the number of people leaving the system of care). The average monthly in-flow of consumers was three less than out-flow, resulting in a decrease over the year from 2,661 to 2,537 on the By Name List. However, as demonstrated below, the trend shifts may be seasonal with people accessing services in colder and wetter months.

2018 Monthly CoC-wide In-Flow and Out-Flow

415 average monthly in-flow



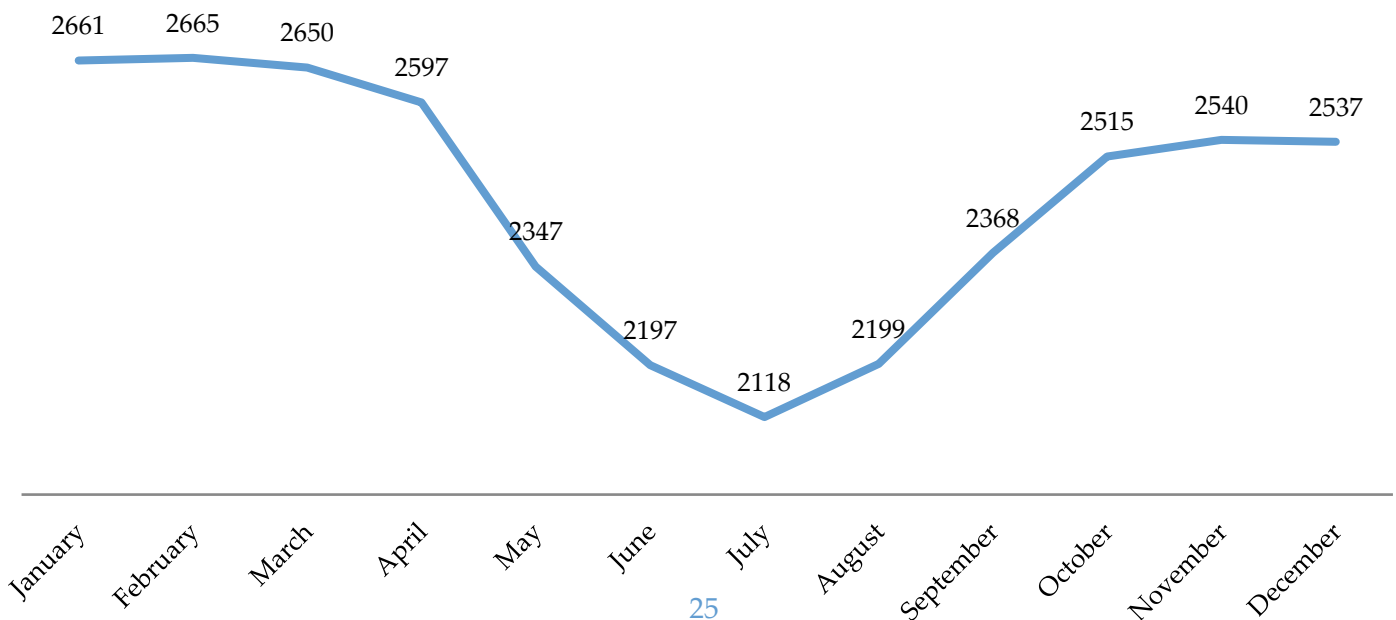
412 average monthly out-flow

+36

Based on 2018 average monthly in-flow and out-flow, the system of care would gain an additional 36 individuals per year

Illustration 15: Average Number of People Served in CoC per Month (2018 Service Data)

Monthly Trend in Number Served during 2018





Coordinated Entry System

Contra Costa County adopted a Coordinated Entry System (CES) which allows service providers to efficiently and effectively connect people to interventions which aim to rapidly resolve their housing crisis. CES aims to help the sub-set of consumers with fewer roadblocks and fewer vulnerabilities obtain housing with short-term supports while connecting the highest needs, and most vulnerable persons in the community to the limited housing and supportive services.

CES is comprised of a variety of programs to serve those at-risk of homelessness, currently homeless, and formerly homeless people now housed in permanent supportive housing. The goal of CES is to move people from access points, and for those with higher needs, to housing services. Each type of service is described below:

Emergency Shelters provide temporary shelter for people that have no safe and healthy sleeping arrangements. Consumers generally come from uninhabitable locations (encampments, streets, or vehicles), are fleeing domestic violence, or lost temporary housing.

CARE (and CARE-capable) Centers provide basic health and hygiene services, housing navigation, and financial and benefits programs.

Transitional Housing in Contra Costa County's CoC provides short-term housing for Transition Age Youth to get them off the streets and into more stable living environments until permanent housing can be established.

Rapid Rehousing programs provide short-term financial assistance and services to help those who are experiencing homelessness to get quickly re-housed and stabilized.

Permanent Supportive Housing links long-term, safe, affordable, community-based housing with flexible, voluntary support services to help the individual or family stay housed and healthy.

CORE Street Outreach provides basic hygiene supplies, food, and water, and referrals for health, housing, and benefits.

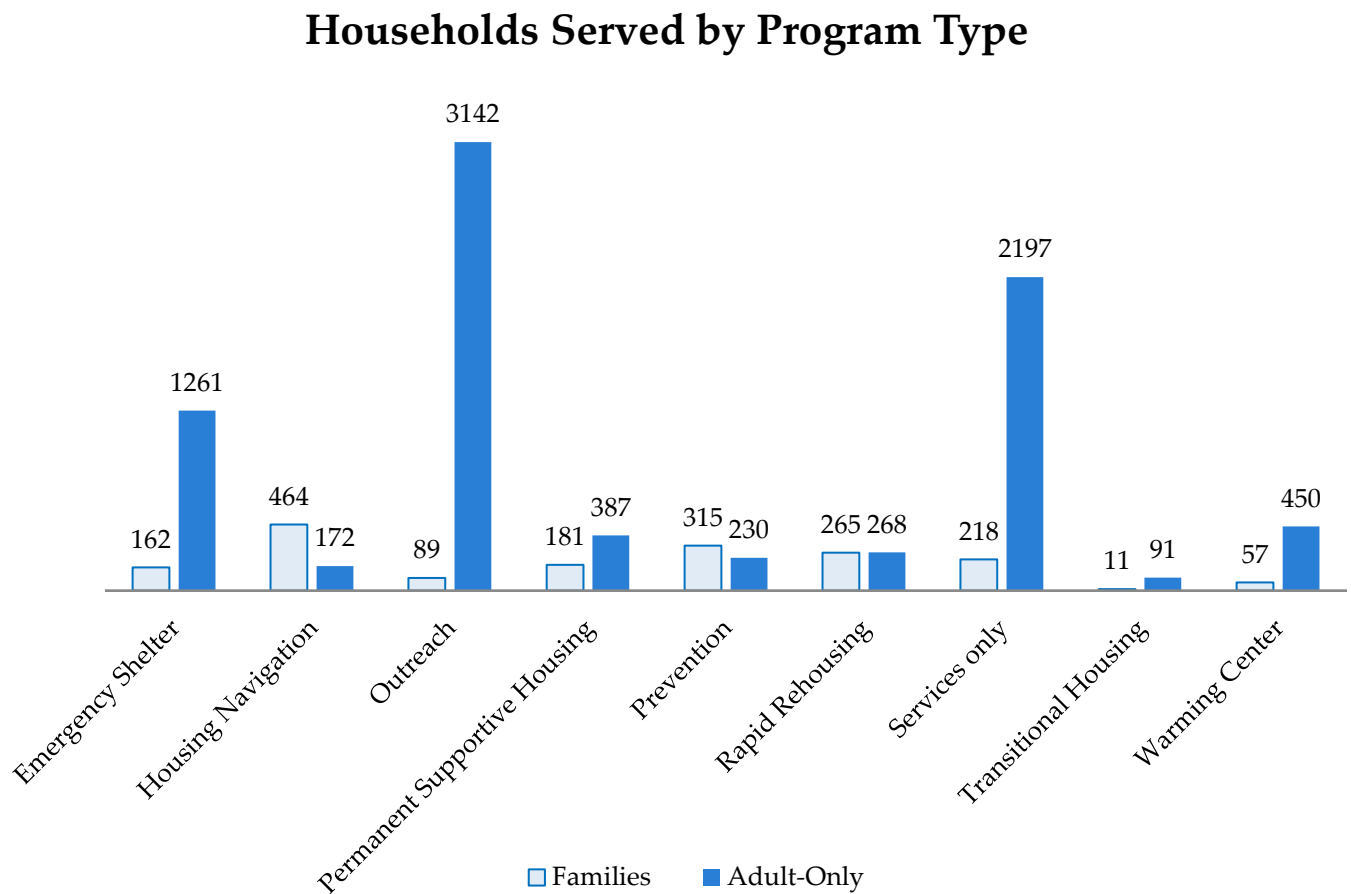
Warming Center is a night-by-night shelter for the most vulnerable individuals identified by CORE Outreach.

Prevention Programs are designed to help families and individuals stay in their homes and avoid entering homelessness by providing one-time financial assistance, legal aid, or landlord engagement.



Families and adult-only households tend to use different program types, with families using fewer crisis services, such as outreach and CARE Centers, and instead using housing services such as Rapid Rehousing and Permanent Supportive Housing. Families are also more likely to use prevention services than single adults.

Illustration 16: Households Served by Program Type (2018 Service Data)



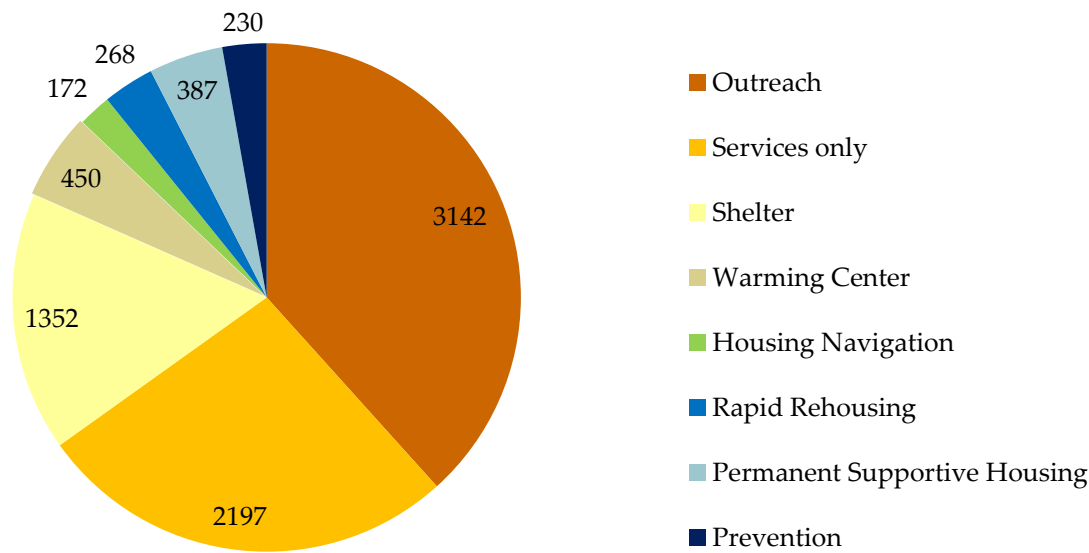
Families are more likely to utilize housing placement services such as Housing Navigation and Rapid Rehousing compared to single adults.



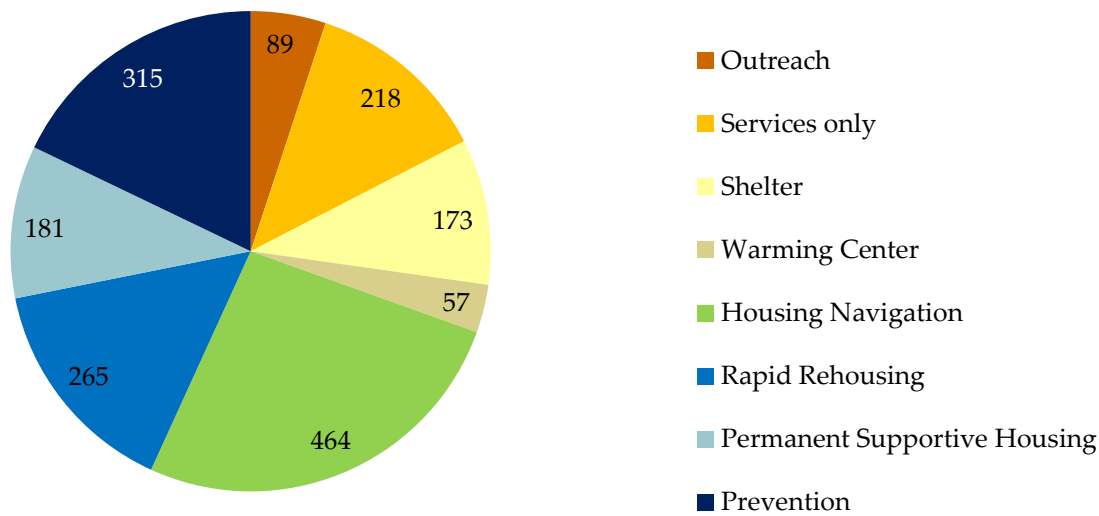
The charts below illustrate that the majority of adult-only households use crisis services (outreach, shelters, and service-only sites, illustrated in orange and yellow colors in the graphics below) and very little housing or prevention services (blue and green, respectively). Most families use housing and prevention and fewer use crisis services.

Illustration 17: Program Utilization by Household Type (2018 Service Data)

Program Type Used by Adult-Only Households



Program Type Used by Family Households

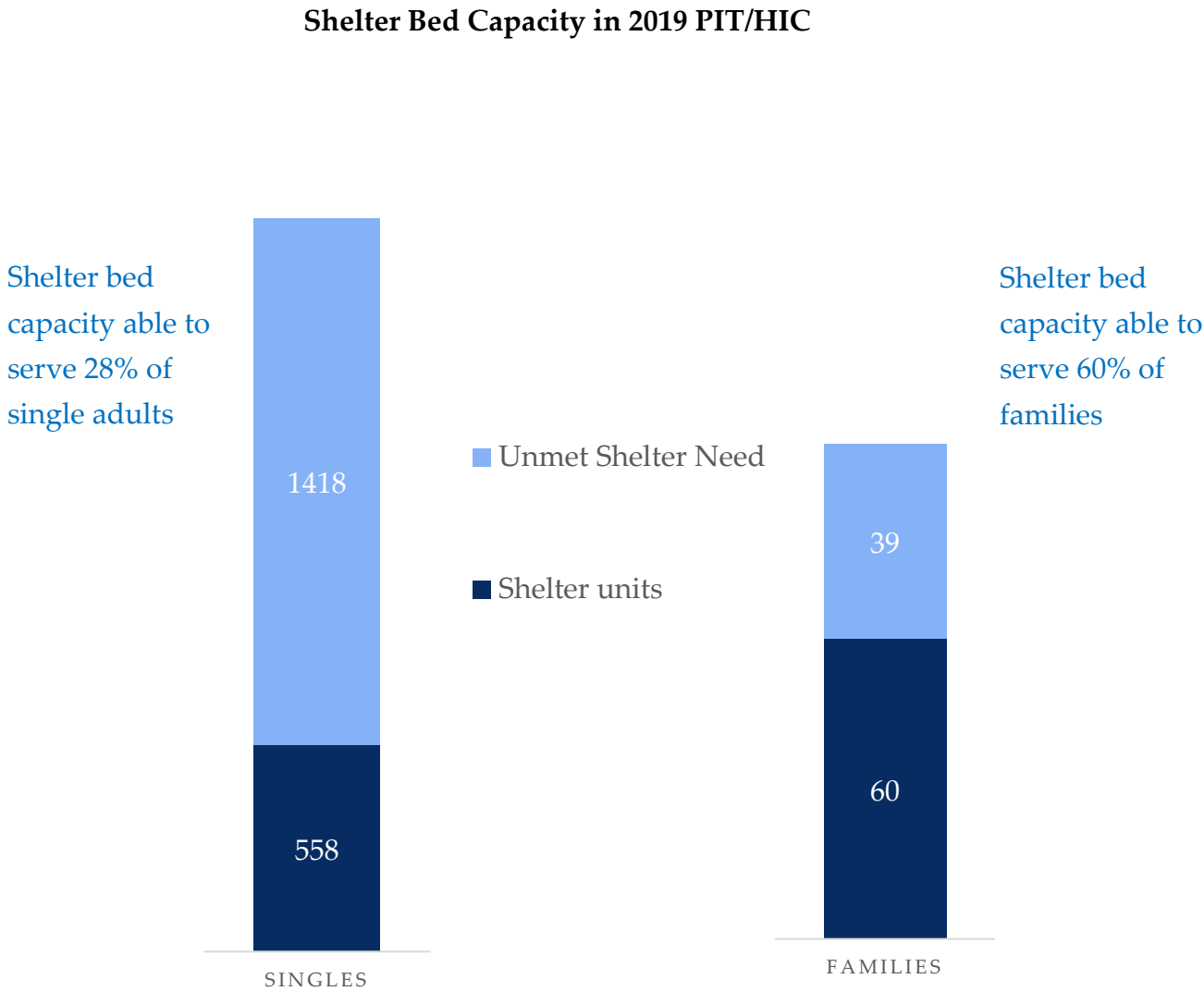




Emergency Shelter Capacity

During the PIT count the county identifies all of the shelter beds available for single adults and families to assess the CoC’s capacity to serve the unsheltered population. The shelter bed count is called the Housing Inventory Count (HIC) and is conducted the same night as the PIT count.

Illustration 18: Shelter Bed Capacity (2019 PIT/HIC Data)



Capacity of permanent housing is more challenging to identify than temporary housing capacity because many housing opportunities are outside of the system of care. Permanent Supportive Housing in the CoC is a small portion of the housing opportunities for those in housing crisis. The Housing Inventory Count, conducted the same night of the PIT count, identified 291 Permanent Supportive Housing for single adults and 557 units for families.

Service Impact and Outcomes

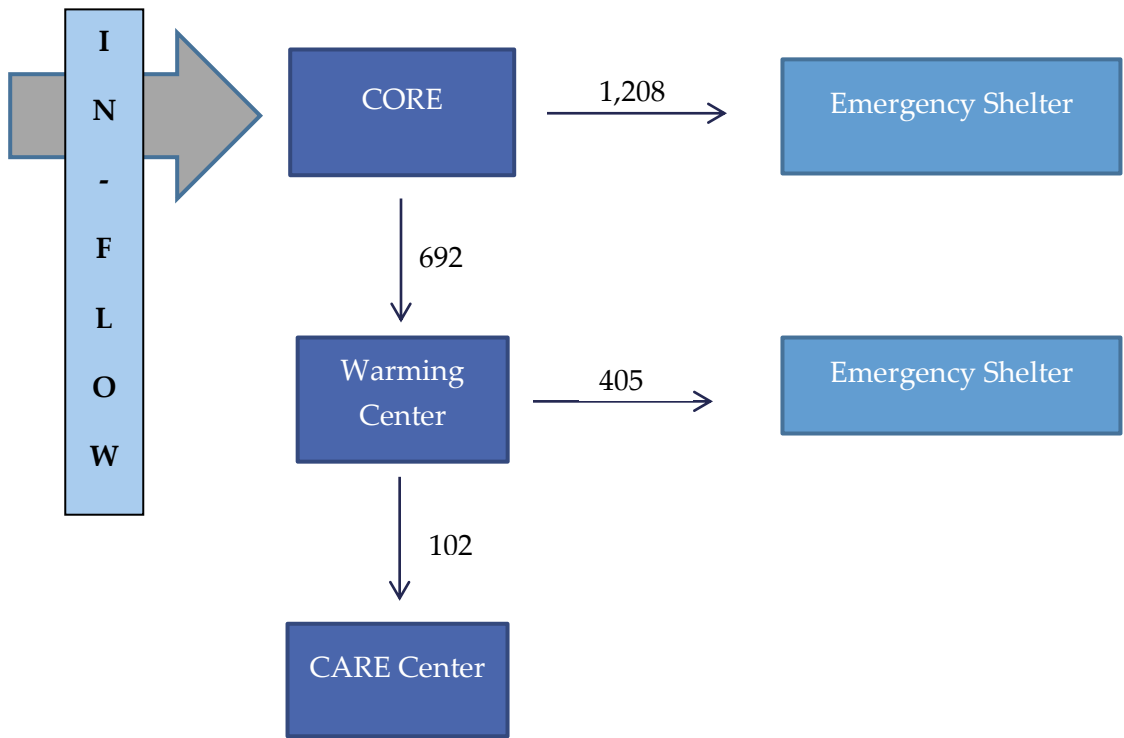
Contra Costa County uses a CES to ensure fair access to limited housing resources in the CoC and the larger community. The purpose of CES is to provide the right support, the right amount, and at the right time given consumers’ needs and degree of crisis. Access points are designed to triage consumers to identify immediate needs, avert crisis, and refer them to necessary resources.

Successful housing outcomes require moving people from CoC access points (CORE Outreach and CARE Centers) to shelters and/or housing programs (Rapid Rehousing and Permanent Supportive Housing) or to their own unsubsidized housing.

Access Points

Consumers enter the CoC by calling 211, walking into a CARE Center, or engaging with CORE Outreach. Currently, consumers may access Rapid Rehousing directly without entering CES. However this will change in 2019 with the next phase of CES implementation and service prioritization. “CES Flow” from CORE and CARE can be described as someone entering the system of care via CORE Outreach or CARE Centers and later enrolling in other programs. The number of consumers who entered the system of care through CORE and then accessed a service point that provides housing navigation and/or case management, such as shelters and CARE Centers, is represented below.

Illustration 19: Flow from CES Access Points





There was a one-year 12% increase from 2017 to 2018 in the number of people served in emergency shelters, and many shelters have been serving over capacity. Length of stay at shelters increased slightly when CES was first implemented because CORE Outreach began referring people with more severe needs to emergency shelters. In 2018, however, there was a 10% percent decrease in the average number of bed-nights utilized.

Illustration 20: Emergency Shelter Utilization (2016-2018 Service Data)

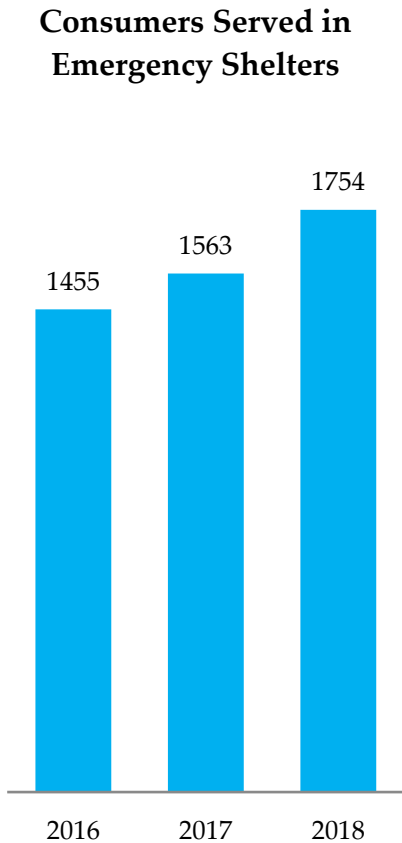
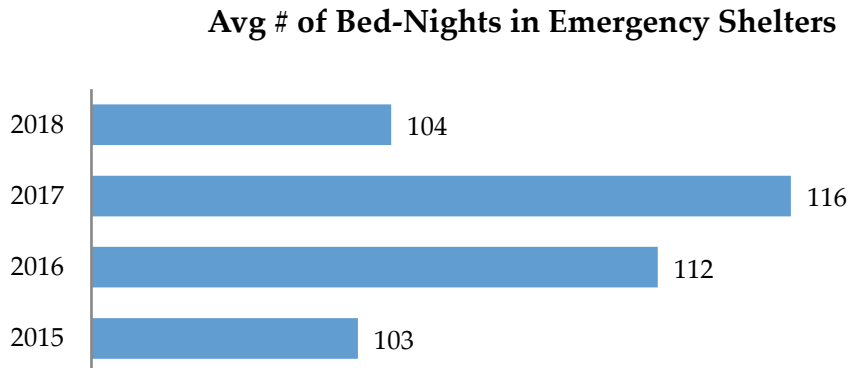


Illustration 21: Shelter Bed-Nights (2015-2018 Service Data)



As an access point, CORE Outreach also partners with Public Works to assist in waterway clean up. This partnership stemmed out of a concern that encampments were polluting waterways. CORE teams provided 1,811 trash bags which resulted in 53 tons of trashed picked up by consumers along waterways. Some of the CORE consumers reported feeling a sense of community engagement by helping to clean up their encampment areas.



Performance Measures Summary

Annual Performance Measures focus on the outcomes for consumers who access the system of care and are required and monitored by HUD. The high-level findings of the 2018 Performance Measures is summarized below:

Since the implementation of CES, Contra Costa County experienced an increase in the number of people accessing the CoC, specifically the more vulnerable populations including chronically homeless, seniors, and people with disabilities. This increase contributed to more people being identified in the PIT counts (Measure Three) and a longer length of time persons experienced homelessness (Measure One).

However, the number of people who exited to housing increased as well (Measure Two). Earned income for both system-stayers and system-leavers increased (Measure Four). Little to no difference was found in the number of consumers using shelter or housing programs who were newly homeless (Measure Five). During the last three years, there has been a high proportion of consumers who were hitting the system of care for the first time.

There were far more successful exits from outreach (Measure Seven) because there were far more people served and the greater linkages between CORE Outreach and emergency shelter programs. Housing retention rates in permanent supportive housing remained above 96% the last three years (Measure Seven).

Performance Measures

Annual Performance Measures focus on the outcomes for consumers who access the system of care. HUD pulls data each year from every CoC's Homeless Management Information System (HMIS) Database to generate Systems Performance Measures results. These measures are used to track progress across all HUD-funded programs and to determine funding for each CoC for the following year. The Performance Measures are run for Fiscal Years, October 1 to September 30.

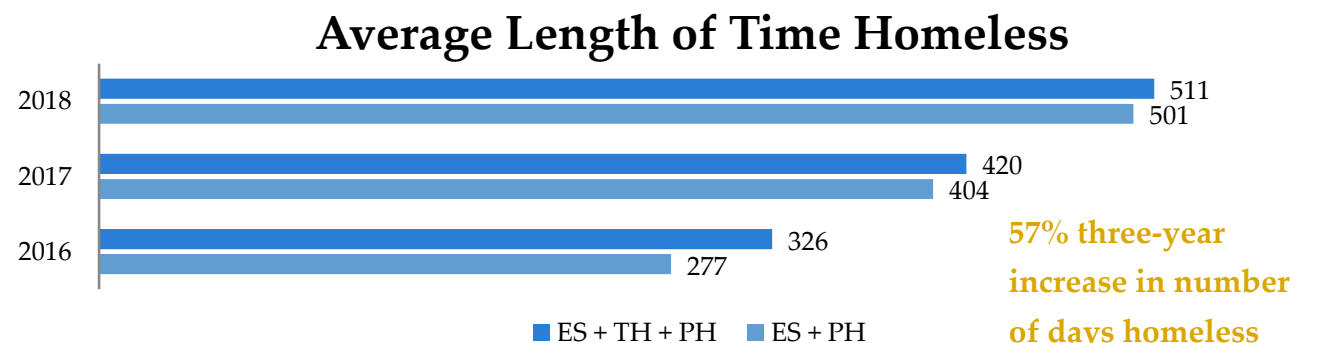
HUD has developed the following seven system-level performance measures to help communities gauge their progress in preventing and ending homelessness:

1. Length of time persons remain homeless;
2. The extent to which persons who exit homelessness to permanent housing destinations return to homelessness;
3. Number of homeless persons;
4. Jobs and income growth for homeless persons in CoC;
5. Number of persons who become homeless for the first time;
6. Homelessness prevention and housing placement of persons defined by Category 3 of HUD's homeless definition for CoC Program-funded projects; and,
7. Successful housing placement.

Measure 1-Length of time persons remain homeless

HUD measures episodes of homelessness to determine how long people remain homeless before obtaining housing. The length of time homeless counts the number of bed nights a consumer is utilizing Emergency Shelters, Transitional Housing, and Permanent Housing projects and begins from the time consumers enter the CES to the time to their housing move-in date. This measure is only assessed for those who *exit* to permanent housing during the report period from an emergency shelter, transitional housing, or a rapid rehousing program (this measurement does not include consumers using only CES access points). The average length of time homeless has increased 57% since 2016, from 326 days in 2016 to 511 days in 2018.

Illustration 22: Performance Measure—Length of Time Homeless (2018 Service Data)





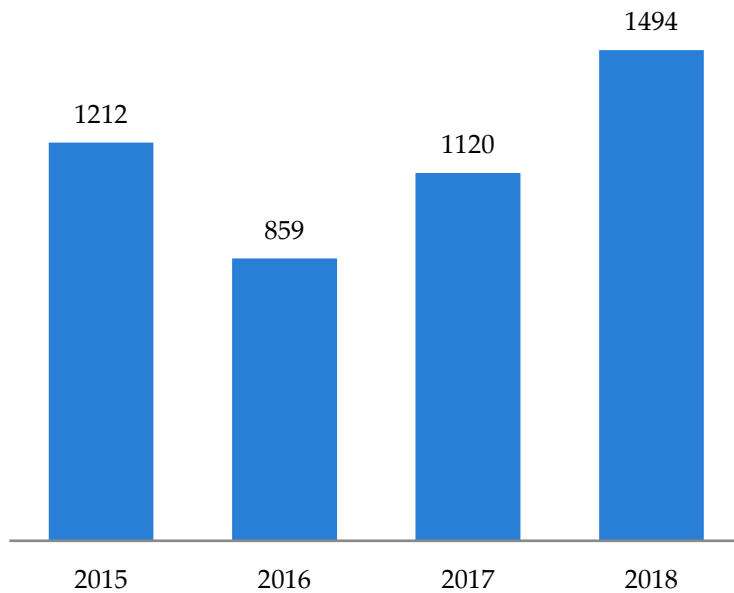
Coordinated Entry's emphasis on prioritization of the most vulnerable persons and increased CORE Outreach efforts have created greater access for the most vulnerable population. These consumers are older, have more disabilities, and little or no income, making housing placements more challenging. This shift in population served is demonstrated in the demographics portion of this report.

Measure 2-Exits to permanent housing and return to homelessness

Performance Measure Two assesses two objectives: 1) the number of people exiting CES to a permanent housing program 24 months prior to the report period (housing rates), and 2) how many of those who exited to permanent housing re-entered homeless programs during the report period (recidivism).

Illustration 23: Performance Measure--Exits to Permanent Housing (2015-2018 Service Data)

Number of Consumers Exiting to Permanent Housing 2015-2018

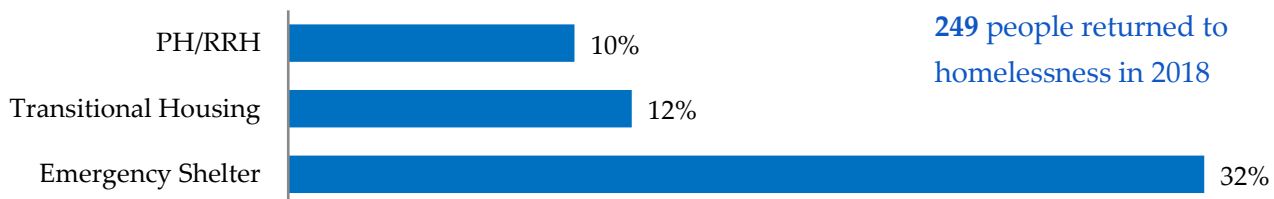


The increase in exits during the previous 24 months is likely due to an increase in the number of people utilizing services and an increase in housing opportunities through Rapid Rehousing programs.

The graphic below illustrates the Rate of Returns to Homelessness, or how many people entered any homeless program in the CoC during 2018 who had exited from a homeless project within the previous 24 months. In 2018, 17% of consumers who exited to permanent housing in prior 24 months returned to homelessness (279 people); 41% of those consumers return within six months, and two-thirds returned to homelessness within one year.

Illustration 24: Performance Measure--Returns to Homelessness (2018 Service Data)

Rate of Returns-to-Homelessness within Two Years by Program Type

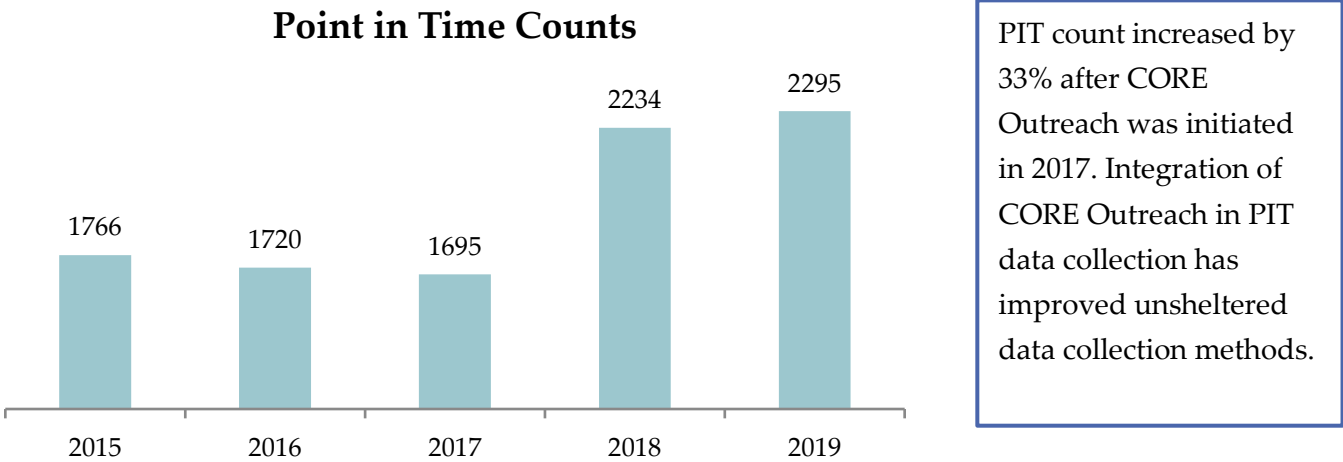




Measure 3- Number of people identified in Point in Time Count

This measurement is pulled from the HUD PIT reports conducted annually. Contra Costa County conducts both sheltered and unsheltered counts every year.

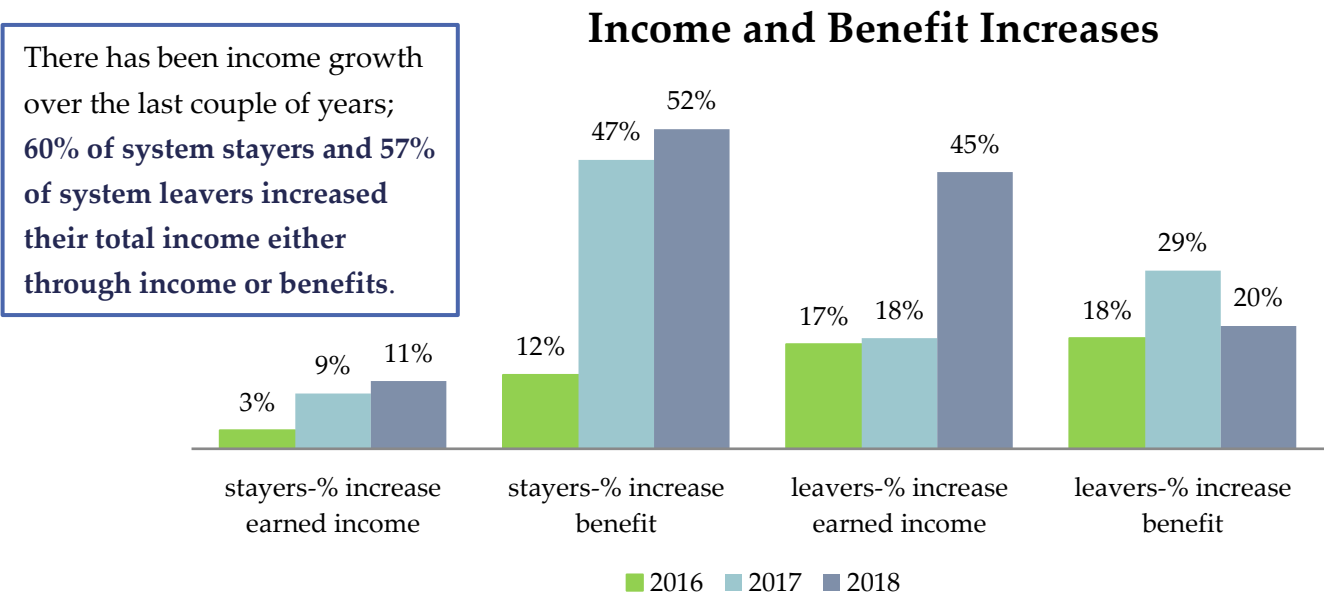
Illustration 25: Performance Measure-PIT Counts (2015-2019 PIT Data)



Measure 4-Jobs and income growth

This measurement assesses income growth through employment or benefits for consumers who stay in the system (did not exit to housing during the report period) as well as those who exit to housing during the report period.

Illustration 26: Performance Measure—Income Increases (2016-2018 Service Data)



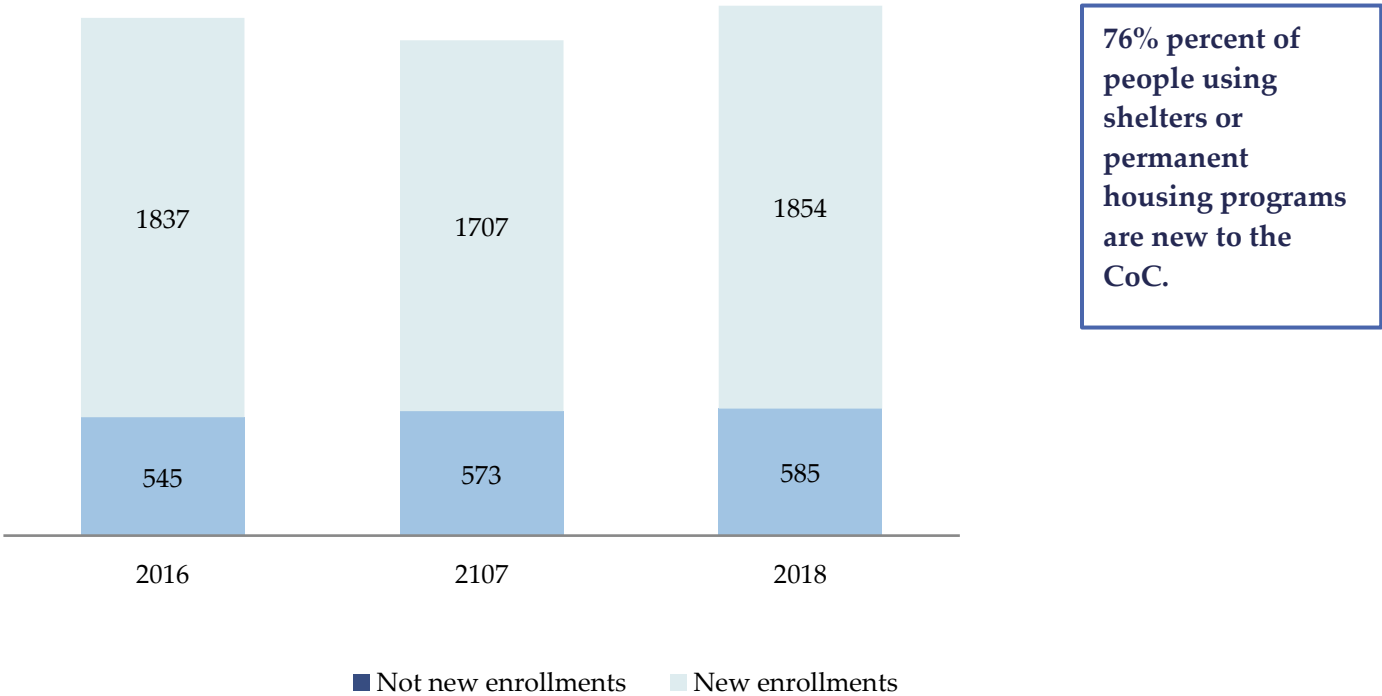


Measure 5-People experiencing homelessness for first time

People who had their first enrollment in HMIS within the last 24 months into emergency shelter, transitional housing, rapid rehousing or permanent supportive housing during the report period are considered newly homeless (although they may have been homeless and simply new to these programs). This measurement does not include new enrollments into CORE Outreach or CARE Centers. The percentage of new enrollments was consistent over the last three years (77% were new enrollments in 2016; 75% in 2017; and 76% in 2018).

Illustration 27: Performance Measure-New Enrollments in HMIS (2016-2018 Service Data)

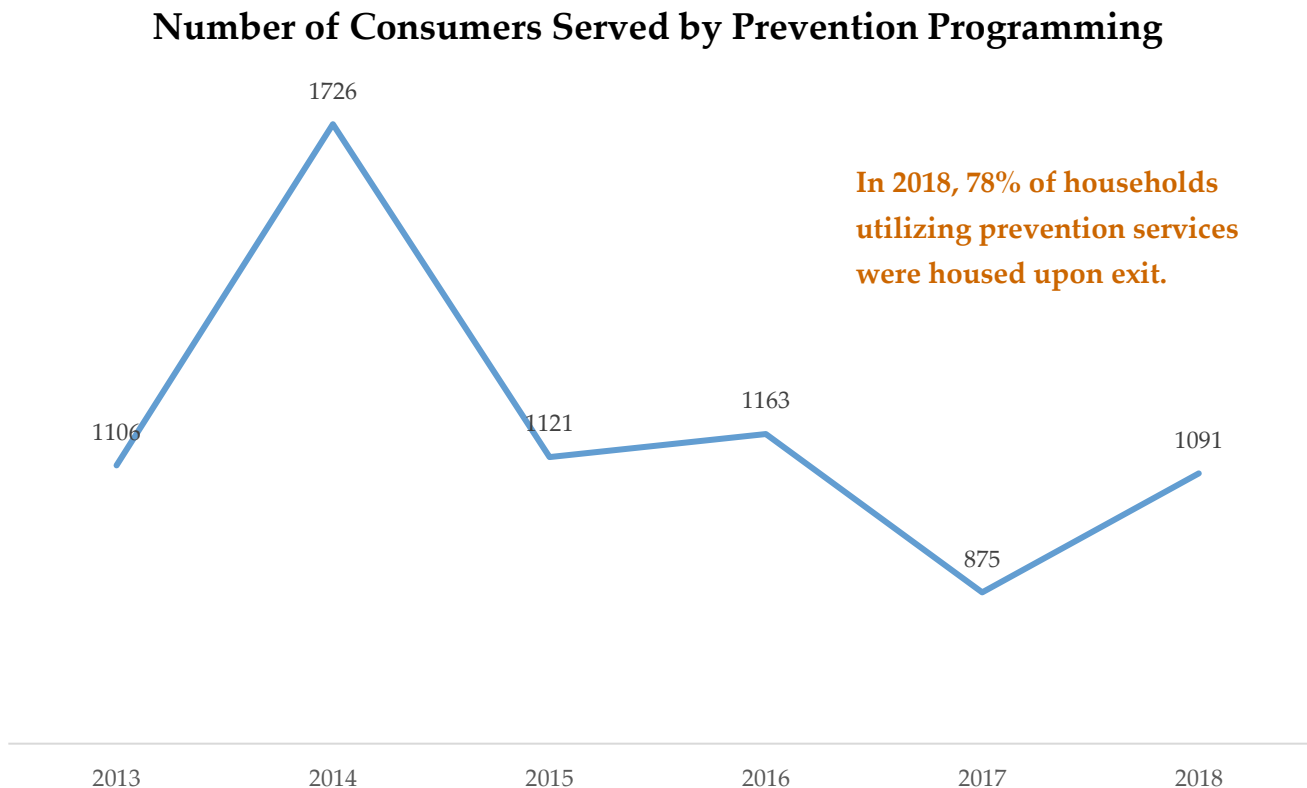
Enrollments in Shelter or Housing Programs



Measure 6-Homeless prevention service utilization

Performance Measure Six was not required or analyzed for the 2108 Fiscal Year by HUD. Measure Six assesses whether consumers who utilized Prevention Programs 12 months prior to the report period returned back to the homeless system of care as literally homeless. The CoC does not currently track longer-term outcomes for those utilizing prevention services. However, Service data reflects the number of people utilizing prevention programs and their exit destinations.

Illustration 28: Number of Consumers Served by Prevention Programming (2013-2018 Service Data)



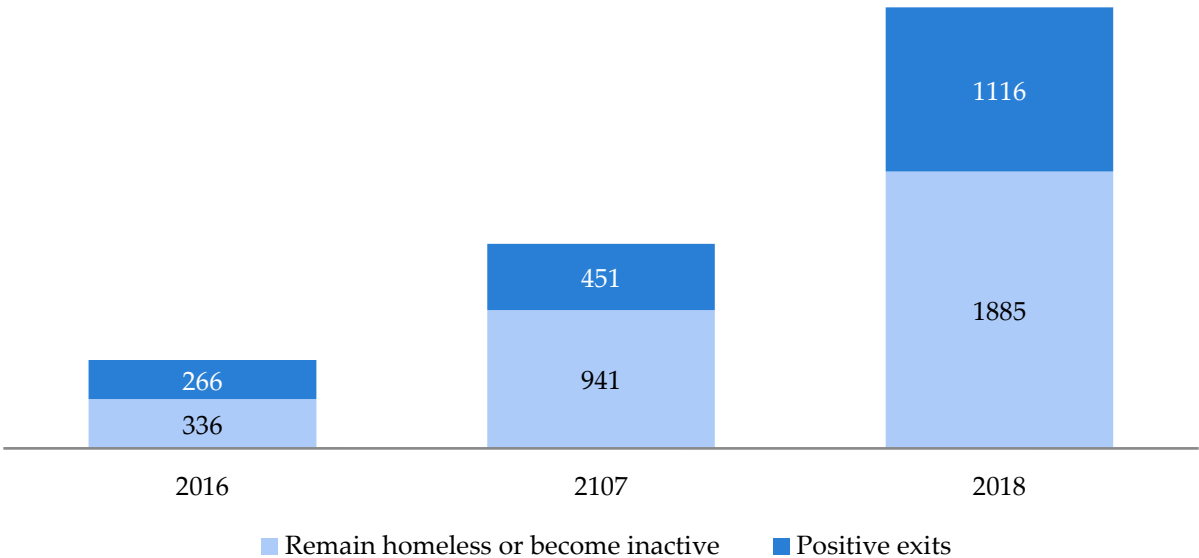
Measure 7-Successful placements and retention of permanent housing

Successful or positive placements from Outreach include emergency shelters, transitional housing, Rapid Rehousing or temporary stay with family or friends. Many people simply “disappear” from services (become inactive). The CoC lost outreach programming in 2016 and implemented new services in 2017, thus the large increase in people served during the last two years.



Illustration 29: Performance Measure-Successful Placements from Outreach (2016-2018 Service Data)

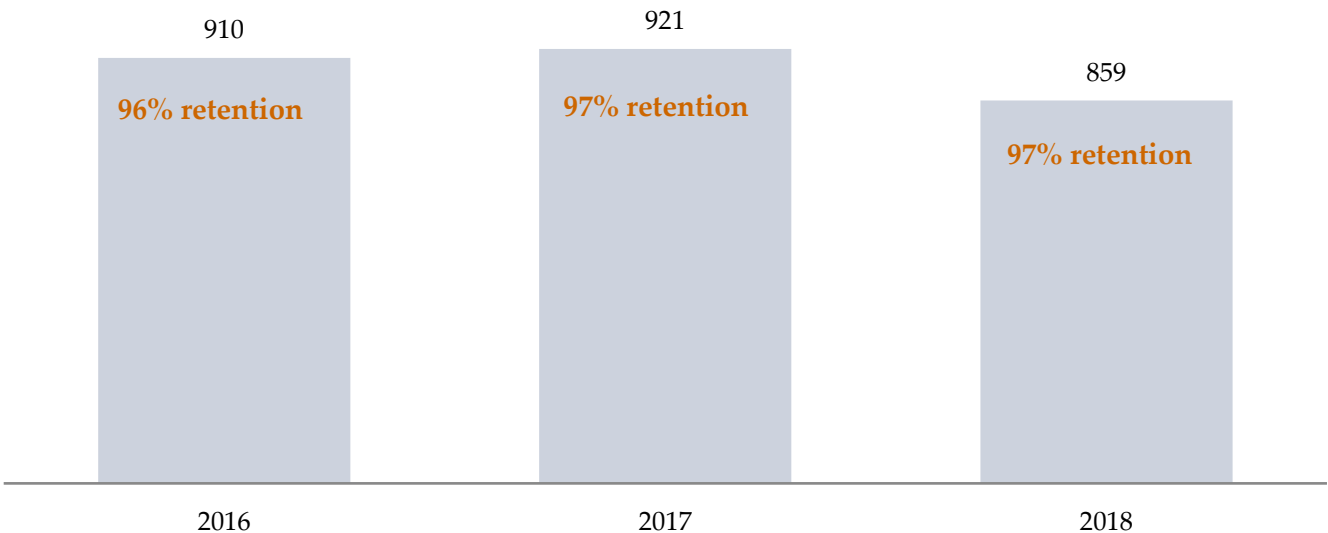
Exits from Street Outreach



Housing retention rates are determined by the proportion of consumers in permanent supportive housing who remain in their homes for at least a year or exit to other types of permanent housing.

Illustration 30: Performance Measure-Housing Retention Rates in PSH (2018 Service Data)

Numbers Served and Retention Rates in Permanent Supportive Housing



Photovoice

In preparation for Homeless Awareness Month in 2018, H3 conducted a Photovoice project to bring together photos and messages from people experiencing homelessness in Contra Costa County. Participants took photos of themselves, their possessions, their dwellings, or nature and provided quotes or context about the meaning of the photos. The art opens a window into the daily lives of its creators, as they work to secure housing, or on to the housing they have.

"I have cried a lot of tears over the years, but in this last year, I've had more wins than I can possibly imagine. True resiliency!"

-Roxie

Participants were identified through programming with the following agencies: Health, Housing & Homeless Services Emergency Shelters, Shelter Inc. Permanent Supportive Housing Programs, and Trinity CARE Center. The final images are displayed in the H3 offices.



Being housed makes me feel good it's has been good for my health before I was housed I was hospitalized every three months and placed in a nursing home every six months. my self-esteem has improved and I can't beat the price on rent!
~Andrew Arellano



This reminds me of being homeless because since I was 15 years old, I use to sleep in cars, house-to-house or even on the streets.
~Brea





I have a big heart. People realize I AM A HUMAN BEING.

~Polly



My favorite memory is when I first met Jesus Christ. Most of my life I was a mess, always in and out of prison, not only physically but spiritually lost. Not anymore! Praise God, through my Christ, I am a new man.

~Thomas



People need to understand the real issues of homelessness. We are no different from them. If it wasn't for the grace of God, they could be right where we are.

~Bob



"Sleeping in a tent was one of the hardest things I ever had to do, but I made it look fabulous and overcame it.

-Roxie

Homelessness Across the County

Every community in the county is affected by homelessness. People lose housing from every city, and some people stay in those cities while others “move around” closer to shelters and services. Service data collects information about where people lost housing, and PIT data identifies where unsheltered people sleep and live after becoming homeless.

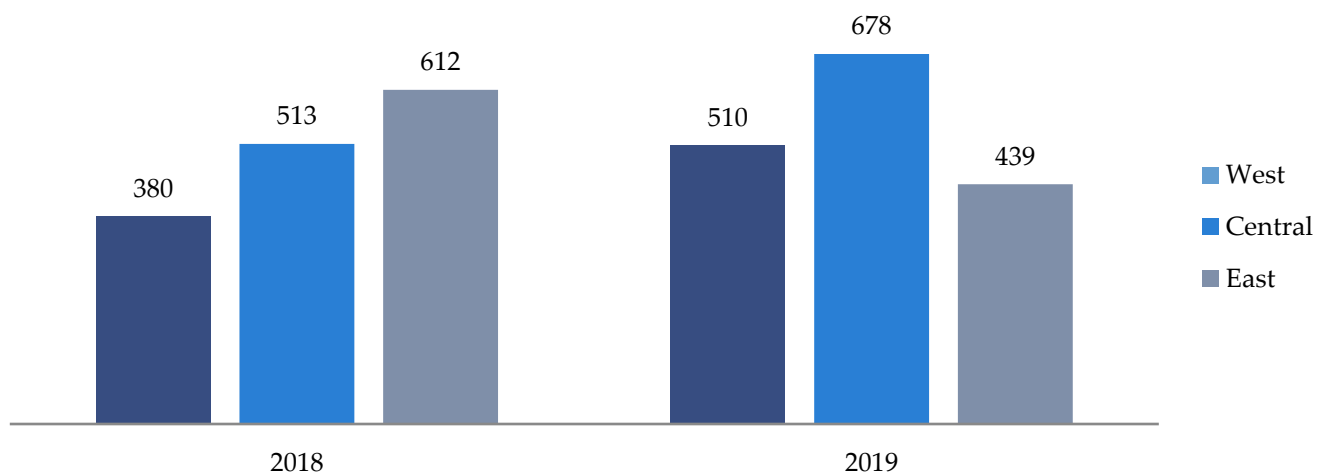
Illustration 31: City and Region Where Unsheltered Slept Night of PIT (2018-2019 PIT Data)

2018 and 2019 Point in Time Count City Data

West County			Central County			East County		
	2018	2019		2018	2019		2018	2019
Crockett	0	12	Concord	252	350	Antioch	350	226
El Cerrito	14	8	Lafayette	0	3	Bay Point	61	57
El Sobrante	10	16	Martinez	117	156	Bethel Island	7	1
Hercules	2	1	Pacheco	16	10	Brentwood	35	14
Pinole	0	3	Pleasant Hill	85	59	Oakley	49	13
N. Richmond	24	38	San Ramon	1	1	Pittsburg	110	128
Richmond	270	333	Walnut Creek	42	99			
Rodeo	14	41						
San Pablo	46	58						
TOTAL	380	510	TOTAL	513	678	TOTAL	612	439

Illustration 32: PIT Numbers by Region (2018-2019 PIT Data)

Unsheltered by Region 2018 and 2019 PIT

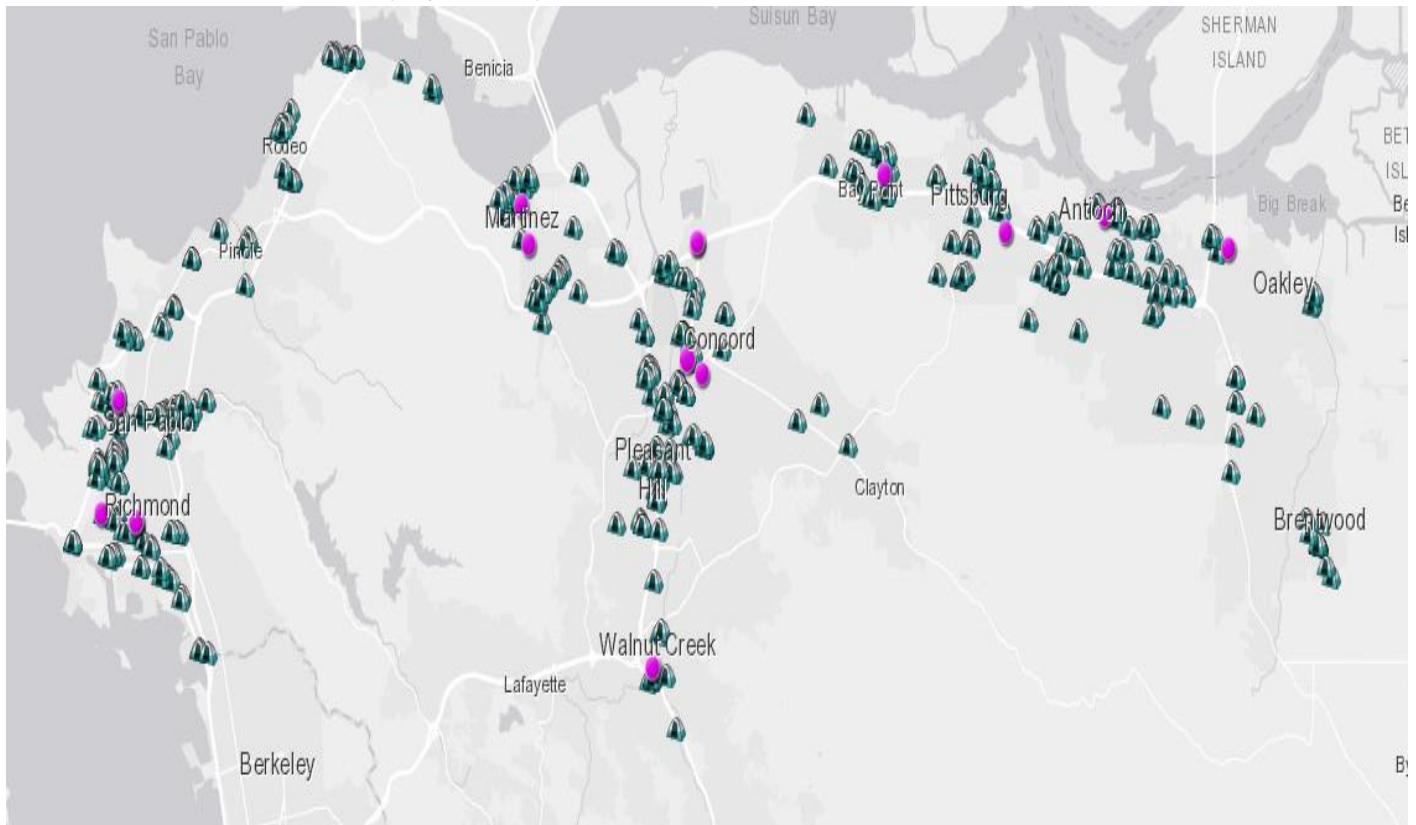




Locations where people were surveyed for the PIT count were tracked via GPS on ArcGIS and are presented in the map below. The purple markers indicate where CoC providers and community agencies provide services to low income and homeless community members (including soup kitchens, shelters, and CARE Centers). The green symbols represent at least one encampment (there may have been more than one at each location).

Illustration 33: PIT Unsheltered Map (2019 PIT Encampment Map Data)

2019 Point In Time Count Map of Encampments and Service Sites



* Green symbols are encampment areas; pink symbols are service sites

Service Data-Where Lost Housing

PIT data captures a subset of those who lose housing in Contra Costa County. Service data is more comprehensive as it identifies all consumers utilizing the homeless system of care. The data below identifies where people self-report their lost housing upon most recently entering a homeless program in Contra Costa.

Illustration 34: PIT—Region of Unsheltered (2018 Service Data)

Region Where Lost Housing



The number of people who lost their housing in each Contra Costa city is provided in the table below. The PIT count identified an additional 1,437 people who lost housing outside of the county.

Illustration 35: Service Data—City Lost Housing (2018 Service Data)

City Where Lost Housing (from Service Data)

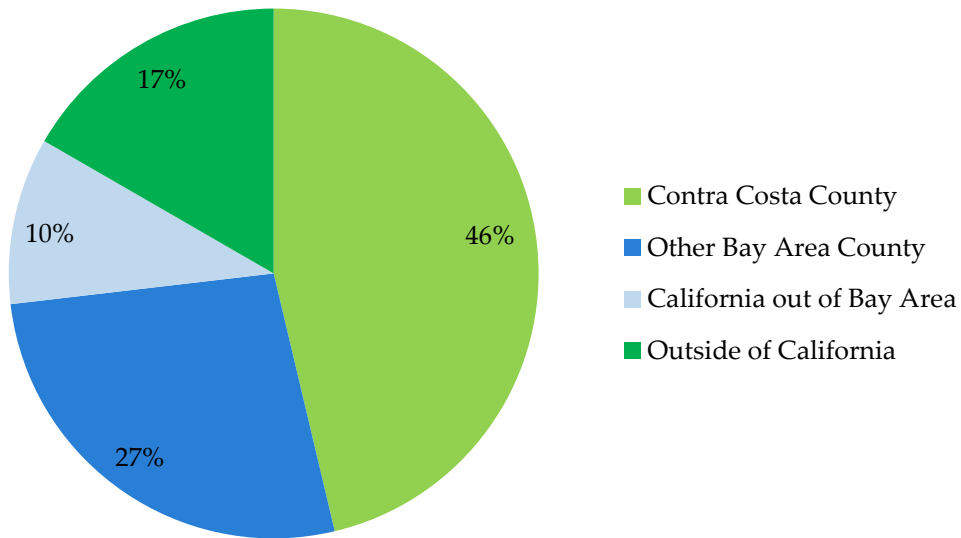
West County		Central County		East County	
Crockett	17	Alamo	12	Antioch	964
El Cerrito	19	Blackhawk	1	Bay Point	204
El Sobrante	56	Clayton	1	Bethel Island	18
Hercules	25	Concord	882	Brentwood	90
Pinole	30	Danville	17	Clyde	8
N. Richmond	55	Lafayette	25	Discovery Bay	11
Richmond	1,119	Martinez	292	Oakley	97
Rodeo	57	Clayton	13	Pittsburg	443
San Pablo	13	Orinda	7		
		Pacheco	26		
		Pleasant Hill	115		
		San Ramon	27		
		Walnut Creek	198		
TOTAL	1,391	TOTAL	1,616	TOTAL	1,835



CORE respondents were also asked where they grew up. Almost 80% were from the Bay Area, and 46% were from Contra Costa County. Almost 70% of respondents lived in Contra Costa County for at least 20 years.

Illustration 36: CORE Interview—Where Consumers “Grew Up” (2018 CORE Surveys)

CORE Interview: County Where Grew Up

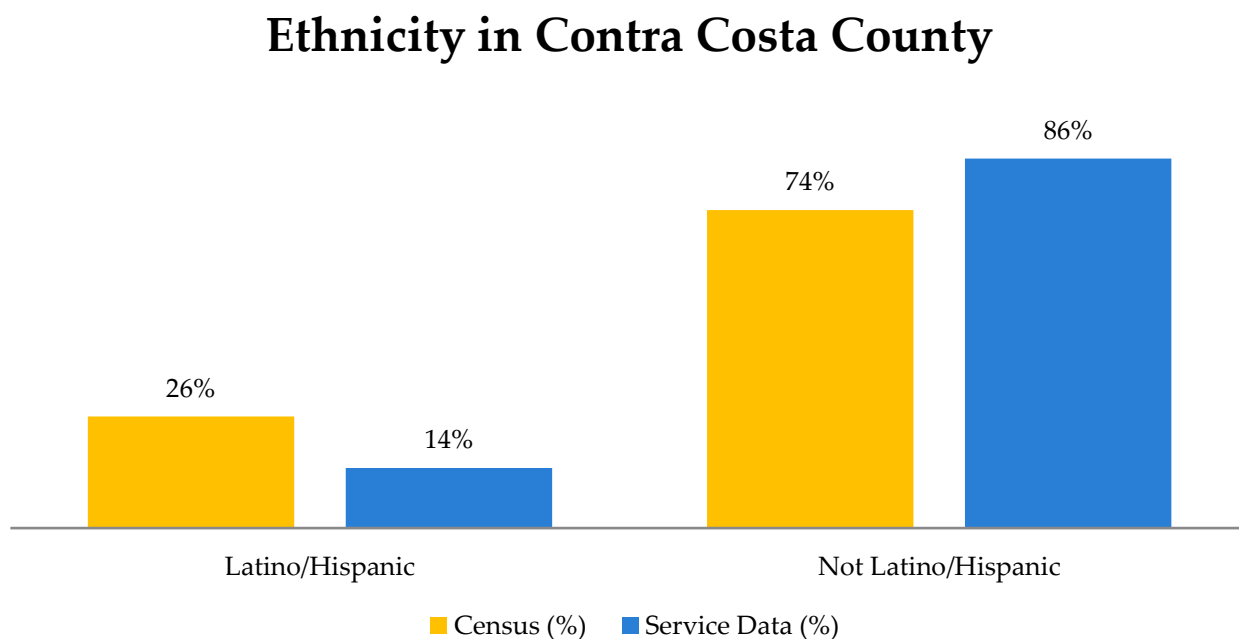


Racial Equity Assessment

As part of our forthcoming Equity Initiative, Contra Costa began a racial equity assessment. The assessment is based in part on data from HUD's CoC Analysis Tool, which draws on PIT and American Community Survey data to assist with identifying areas of racial and ethnic disparities among certain populations in the county and our system of care. The data allows us to compare racial distributions between persons experiencing homelessness and persons experiencing poverty. In doing so, we may identify racial disparities in homelessness and system utilization that poverty alone cannot account for.

The graphic below illustrates that while African American's constitute only 10% of the county population based on census data, they represent 39% of persons using homeless services in the County. Similarly, American Indians represent only 1% of the county population, but comprise 8% of consumers using homeless services. This data also indicates that White and Asian consumers are underrepresented in the homeless system of care relative to census data. The data below represents both racial and ethnicity (Hispanic and Non-Hispanic only) categories as HUD (and other federal and state agencies) defines those groups and proscribes for data collection. Race and ethnicity data are based on self-report.

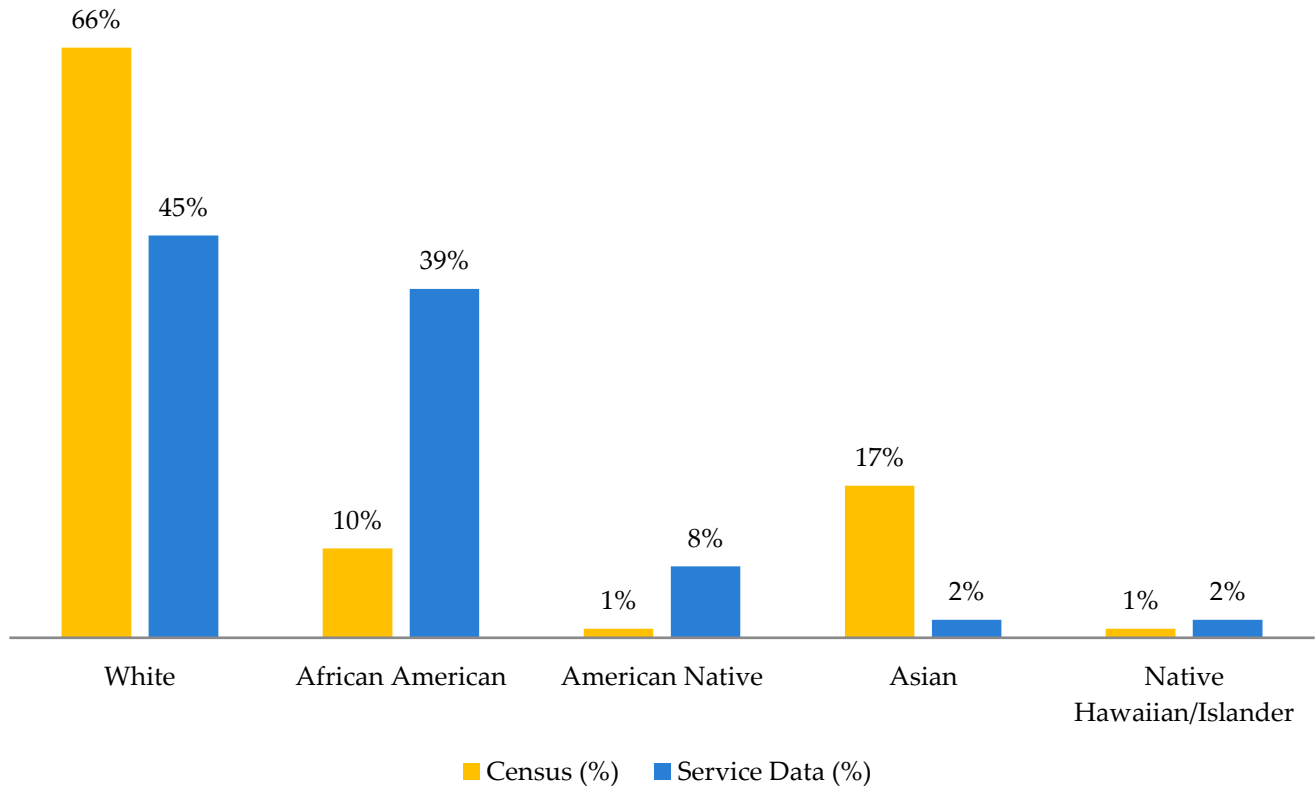
Illustration 37: Ethnicity for Census Population and Homeless Population (Contra Costa County Census Data², 2018 Service Data)



² QuickFacts, United States Census Bureau, Contra Costa County Population Estimates July 1, 2018, <https://www.census.gov/quickfacts/contracostacountycalifornia>

Illustration 38: Race for Census Population and Homeless Population (Contra Costa County Census Data³, 2018 Service Data)

Race in Contra Costa County



Race by Household Type

On the surface, the data appears to indicate that African Americans are more likely to use homeless services than other racial and ethnic groups. The data also appears to indicate that African American families are served at higher rates than other racial and ethnic groups. However, household data can be misleading as it reflects only the race of the head of household, which for multiracial or multi-ethnic households means that the race or ethnicity of the remaining household or family members is not accounted for. Without deeper analysis, this may artificially skew the demographic results and how the system responds to the needs of the households and the individuals within the household. The “Other” category in the graphics below include the communities that make up less than 5% of the CoC; individuals who report multiples races (4%), Asian (2%), and Native Hawaiian/Pacific Islander (2%).

³ QuickFacts, United States Census Bureau, Contra Costa County Population Estimates July 1, 2018, <https://www.census.gov/quickfacts/contracostacountycalifornia>



Illustration 39: CoC Ethnicity by Household Type (2018 Service Data)

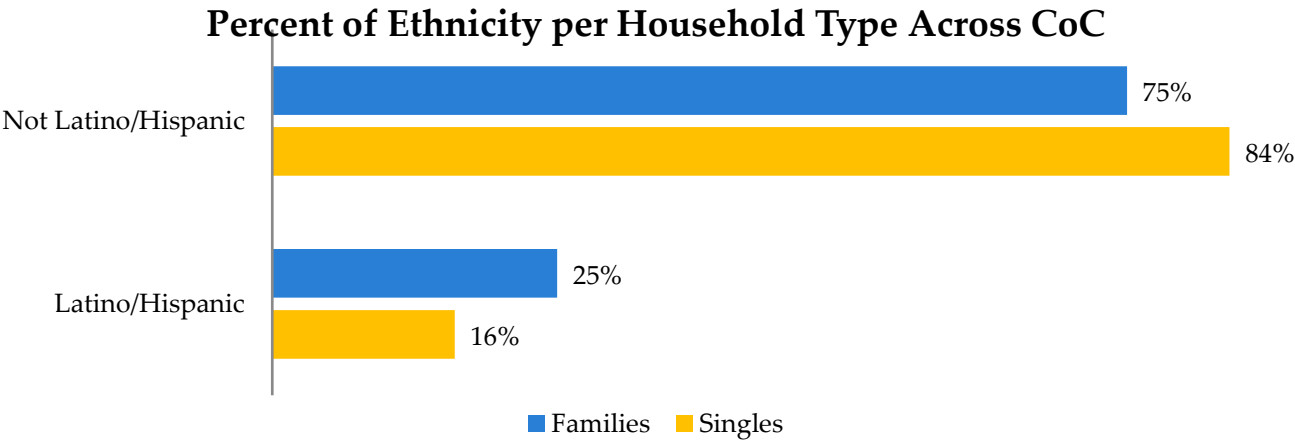
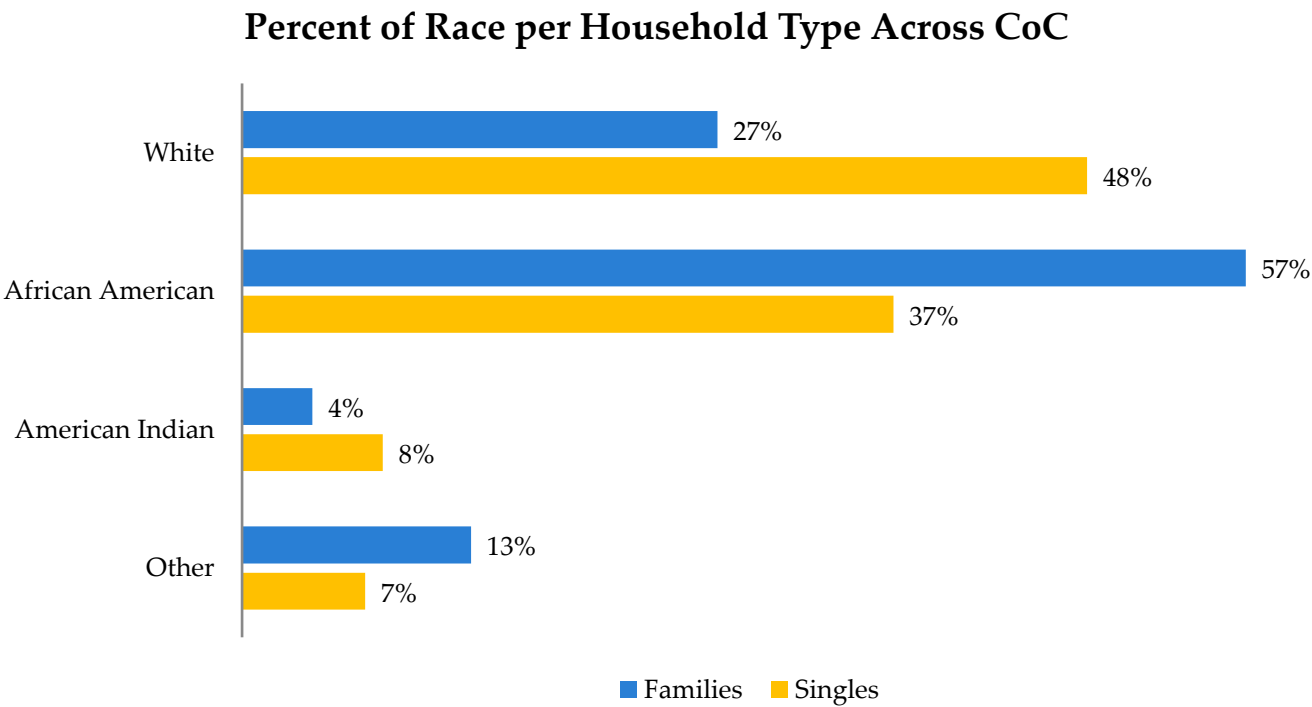


Illustration 40: CoC Race by Household Type (2018 Service Data)

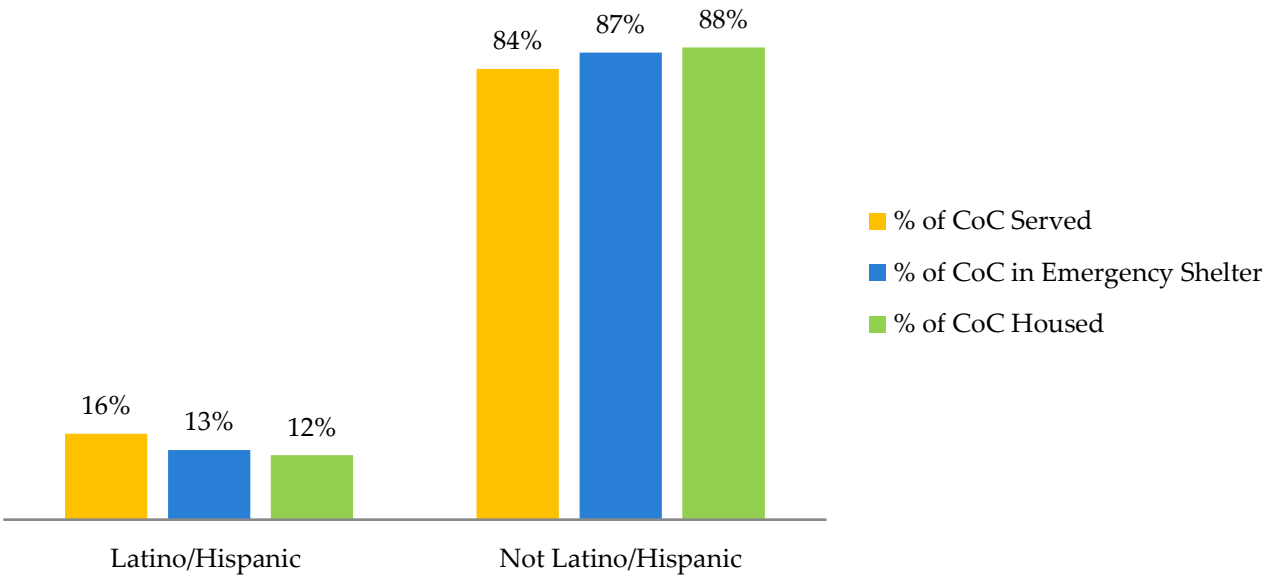




The two graphics below illustrate the rates at which adult only households and family households access services and obtain housing by race. This data illustrates that there are notable disparities in the rates of homelessness across race and ethnicity. However, single adults in the system of care are served and housed proportionally to the rates at which they enter the system. The data, which does not yet account for multiracial or multiethnic households, also appears to indicate that households comprised of families are also served and housed proportionally to the rate at which they enter the system.

Illustration 41: CoC Representation, Shelter Utilization, and Housed Rates by Ethnicity and Household Type (2018 Service Data)

Single Adults Served and Housed



Families Served and Housed

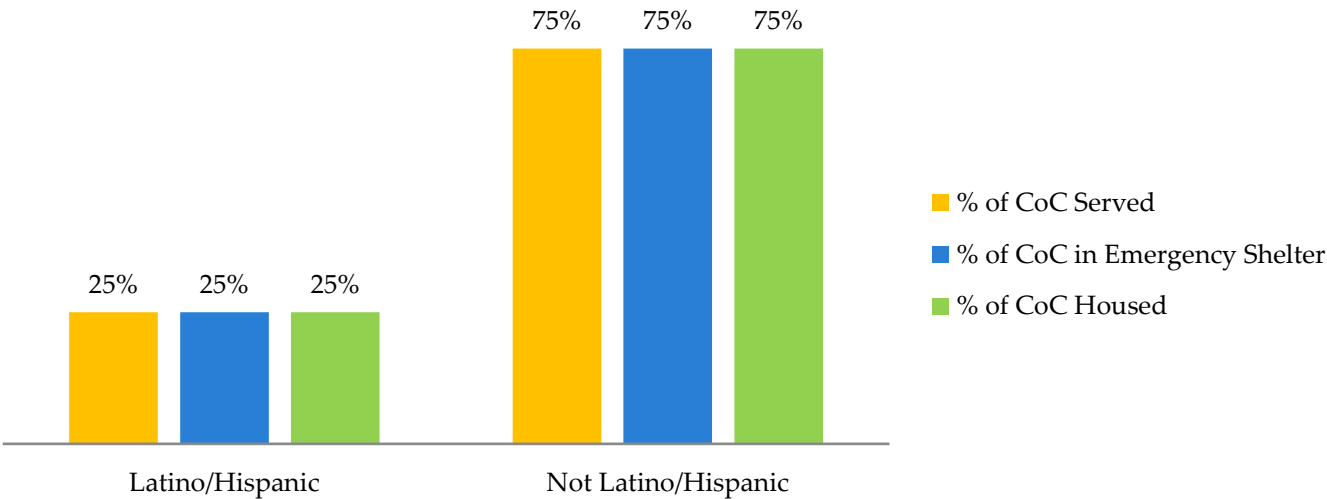
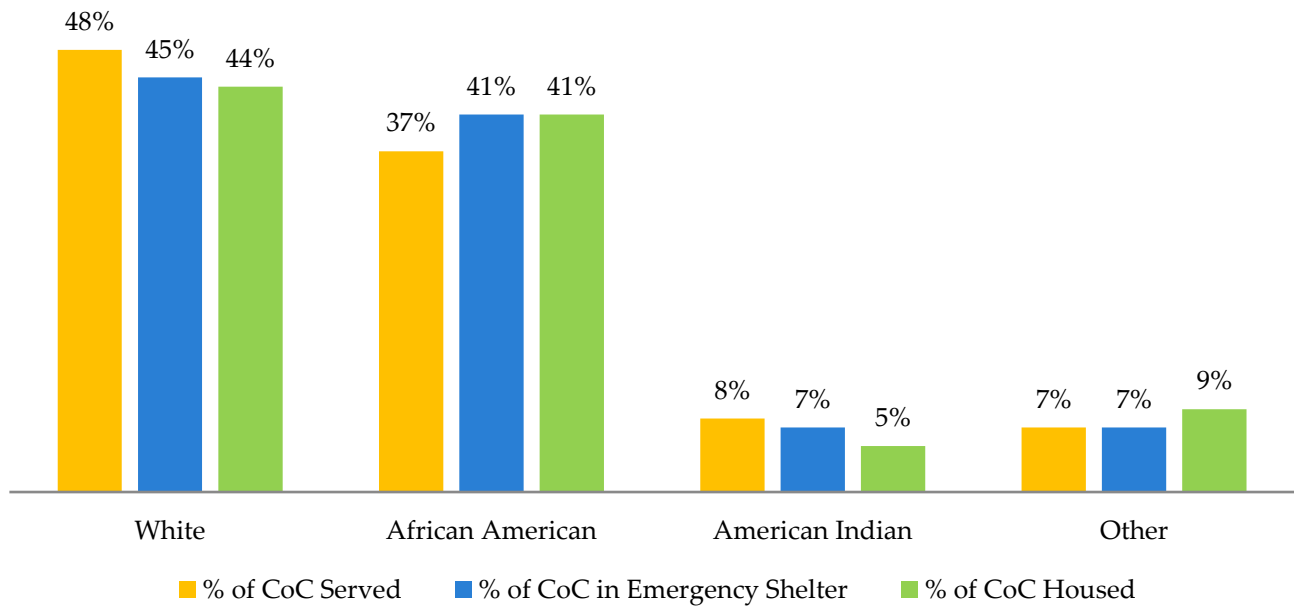
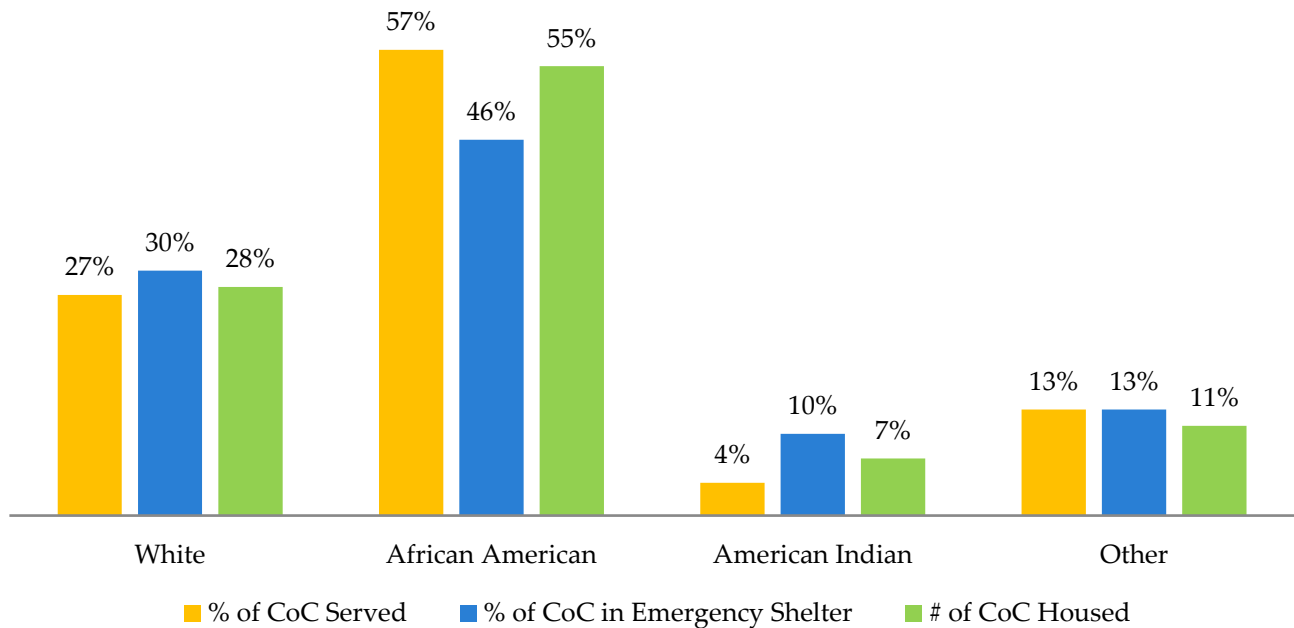


Illustration 42: CoC Representation, Shelter Utilization, and Housed Rates by Race and Household Type (2018 Service Data)

Single Adults Served and Housed



Families Served and Housed



Appendix A

2019 Point in Time Methodology

Per the California Department of Conservation and Development, Contra Costa County is 716 square miles with a population estimated at 1.1 million. This broad geography requires significant resources and a concerted strategy to conduct an annual count of sheltered (persons residing in emergency shelters and transitional housing) and unsheltered (persons sleeping outside or in other places not meant for human habitation) persons experiencing homelessness.

Every year, during the last week of January, Contra Costa County conducts a comprehensive count of the local population experiencing homelessness. The PIT count captures an annual snapshot of the prevalence of homelessness in the community and collects information on sheltered and unsheltered persons experiencing homelessness. This information is required to be collected and reported to the U.S. Department of Housing and Urban Development (“HUD”) every two years. However, Contra Costa’s CoC conducts the PIT count annually.

This information is used by HUD to make determinations about federal funding allocations for the provision of housing and services for individuals and families experiencing homelessness. At the local level, annual PIT counts help Contra Costa plan services and programs to appropriately address local needs measure progress in decreasing homelessness and identify strengths and gaps in the community’s current homelessness response system.

Methodology

The 2019 PIT was a community effort built on best practices, tested strategies, and the traditional street count model. Contra Costa utilizes various best practices, a growing body of local partnerships, and multiple modalities that exist as part of its high functioning system of care in its annual data collection efforts.

The process begins with a substantive planning process to ensure the success and integrity of the count. Multiple local government and community organizations collaborated on outreach, recruitment, training, logistics, safety, coordination, best practices, problem solving, and the methodology.

The PIT methodology generally has been the same since 2016 but with some enhancements. The 2019 Count followed an established, HUD-approved methodology. The PIT count was conducted over two nights by a large team over a very short period of time (i.e., “blitz count”) resulting in an observation-based count and survey of persons experiencing homelessness. This was the second year the community significantly expanded its partnerships for this purpose and used new technology to enhance its ability to comprehensively count across its broad geography. This has allowed for increased accuracy and identification of sheltered and unsheltered persons experiencing homelessness.

Data on sheltered individuals is obtained via the CoC’s Homeless Management Information System (HMIS). This year (2019) was the first year Contra Costa had full HMIS coverage for the PIT sheltered count. Meaning, this year every shelter in the CoC, including those who are not active participants in the County’s Coordinated Entry System, entered data about the persons sheltered by their programs into HMIS. This allowed for significant improvement in the accuracy and thoroughness of the sheltered count.



Data for the unsheltered population was collected using a community-wide canvas by the street outreach teams, almost 100 volunteers, multiple partners, local government officials, and collaborating government agency staff (ranging from the Public Defender's Office to the local benefits offices among others).

Surveys for unsheltered consumers were included in the analysis when names were provided. This ensured effective de-duplication and allowed the CoC to limit observations to only those collected during the first 12-hour period of data collection to ensure people were not counted, surveyed, or entered into HMIS multiple times. This approach was tested in 2018 and refined for broader use in 2019.

This year the street outreach teams deployed ArcGIS maps and Homeless Service Locator applications to monitor the results of the PIT count observations. This allowed for the creation of "heat maps" for use in pinpointing the location and size of homeless encampments—a significant part of the CoC's unsheltered population. Additionally, the tools allowed for mapping the location of system resources, such as emergency shelters and day centers that provide critical services and supports, to locations where people experiencing homelessness were identified, such as encampments and along waterways. This technology is used regularly by the CoC's street outreach teams to support identification of the need and scope of services across the geography. By integrating this tool and data into the CoC's annual PIT counts, Contra Costa is now able to leverage the HUD model surveys (also using similar technology), which reflect best practices and input from leading survey and methodology experts.

Additionally, in 2019 the CoC leveraged its partnerships with the County Office of Education and local colleges to enhance its PIT count coverage of youth and families that are typically "hidden." This data was further complimented by the Youth and Family Needs Assessment conducted over the same period. This "hidden" population of youth and families are often difficult to identify and locate because they do not access typical services that identify persons experiencing homelessness. Instead, families and youth may live "doubled up" or "couch surf" as an alternative to utilizing shelters or sleeping in uninhabitable locations. The Youth and Family Needs Assessment sought to identify the needs of youth and families that are unstably housed and experiencing homelessness by working with various local government and community-based organizations and service providers to conduct interviews of families, minors in family households, and unaccompanied youth. The CoC's Youth Action Council (YAC) spearheaded this effort, including providing input on survey questions and methodology and participating in the administration of the assessment.