

San Joaquin County Continuum of Care

2017 Point-in-Time

March 31, 2017

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Background: Introduction to the Point-in-Time Count

In response to regulatory requirements for communities receiving a variety of funds to address homelessness from the federal Department of Housing and Urban Development (HUD), the Stockton/San Joaquin Continuum of Care (CoC) conducted a Point-in-Time Count of both sheltered and unsheltered homeless persons during the last week of January 2017.

Sheltered homeless include those persons living in an emergency shelter or assisted by a project deemed to provide transitional housing for homeless persons; The definition of “sheltered homeless” also includes those persons being housed in motels or similar locations through a voucher provided by either a community-based organization or a unit of local government. Under the definitions mandated by HUD, homelessness does not include persons moving frequently from one location to another (“couch surfing”), those who are incarcerated or are in an institutional setting even if homeless upon entry, transient farm workers, or those persons whose housing is provided through San Joaquin County’s General Assistance program.

“Unsheltered homeless” refers to those persons living in a place not meant for human habitation.

The Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act, adopted by Congress in 2012, required all CoC-funded projects and all projects funded in whole or in part by Emergency Solutions Grant funds, except for projects whose clientele was solely domestic violence victims, to enter data into a local Homeless Management Information System (HMIS). All such projects within the Stockton/San Joaquin Continuum of Care enter data on those served into the locally administered HMIS.

Data for the 2017 Point-in-Time Sheltered Homeless Count was drawn primarily from HMIS; in those instances where a provider was not required to enter data in HMIS and was not doing so voluntarily, information for the Point-in-Time Count was gathered through a series of questions regarding the number of households and individuals being served on the day of the count. All identified emergency shelter and transitional housing providers within the CoC contributed the required information for the 2017 Point-in-Time Count.

HEARTH also requires that each CoC conduct a count of unsheltered homeless at least every other year. The methodology for the unsheltered portion of the count is presented in the separate report on unsheltered homeless (see: Appendix C).

ANALYSIS: Comparing counts from year to year

Comparing the count from year to year and drawing conclusions from those numbers is impossible without understanding the different circumstances surrounding each year’s count — without this context, “apples to apples” comparisons cannot be made. The number and nature of beds available as either emergency shelter or transitional housing changes based on funding availability and other reasons, making comparisons between years when a count was conducted difficult without understanding the nature of those changes.

Since the 2016 Point-in-Time Count (which counted only the sheltered homeless) the following needs to be considered:

- HUD’s decision to reduce support for transitional housing resulted in the loss of 30 transitional housing beds for single adults provided by New Directions
- HUD’s decision to reduce support for transitional housing resulted in the loss of approximately 100 transitional housing beds for households with children provided by Central Valley Housing
- HUD’s decision to reduce support for transitional housing resulted in 375 transitional housing beds for households with children being replaced with rapid re-housing assistance (classified as permanent housing) for approximately 275 households
- The primary domestic violence shelter (42 beds) has been closed for renovations for the past six months
- The availability of temporary vouchers for homeless families available through Human Services Agency TANF Homeless Assistance program changed from once in a lifetime to once every twelve months
- Increased street outreach efforts by a variety of local agencies have increased contact with unsheltered persons
- Changes in the definition of what it means to be “chronically homeless” impacted the number of people so identified
- Identification of who meets the definition of chronically homeless is now based on entries for each individual made in HMIS based on whether or not there is a disabling condition, frequency and length of time homeless, and current living situation; as data collection by providers improves there is an impact on the number of people identified as being chronically homeless
- The total number of beds in 2017 for emergency shelter and transitional housing within the CoC is normally 1,220; adjusted for those under renovation and not available at the time of the count, the number is 1,160; adjusted for both those under renovation and for those where a unit is used but not a bed, the number of beds is 1,115.

Data: Results from the sheltered homeless count

With the caveats presented above in mind, below are findings from the 2017 PIT in comparison to the counts in 2016 and 2015. Charts showing the complete PIT, sheltered and unsheltered, for 2017 alone are presented in Appendix A with basic demographics presented in Appendix B; a report on unsheltered homeless is presented in Appendix C with demographics presented in Appendix D.

Total homeless count

2017	1,552 (985 sheltered and 567 unsheltered)
2016	1,245 (1,245 sheltered only)
2015	1,708 (1,173 sheltered and 535 unsheltered)

From 2016 to 2017	21% decrease in sheltered population
From 2015 to 2017	16 % decrease in sheltered population

From 2015 to 2017 6% increase in unsheltered homeless population

From 2015 to 2017 9% decrease in total homeless population

Households with children in emergency shelters

2017	129 households	434 persons	52% increase in numbers of people
2016	83 households	285 persons	
2015	81 households	278 persons	

52% increase in numbers of people between 2016 and 2017

Households with only persons under 18 in emergency shelters

2017	6 households	6 persons
2016	4 households	4 persons
2015	7 households	8 persons

No significant trend identified because of low numbers of persons

Households with no children in emergency shelters

2017	364 households	364 persons
2016	317 households	320 persons
2015	342 households	342 persons

15% increase in numbers of people between 2016 and 2017

Households with children in transitional housing

2017	32 households	83 persons
2016	144 households	500 persons
2015	129 households	425 persons

83% decrease in the number of persons between 2016 and 2017

Households with only persons under 18 in transitional housing

None

Households with only adults in transitional housing

2017	90 households	98 persons
2016	130 households	136 persons
2015	120 households	120 persons

28% decrease in numbers of people between 2016 and 2017

Unsheltered households with children

2017	5 households	18 persons
2015	15 households	48 persons

Unsheltered households with only persons under 18

None

Unsheltered households with only adults

2017	491 households	549 persons
2015	434 households	487 persons

13% increase in the numbers of persons between 2015 and 2017

Homeless Veterans

2017	112 total
	44 in emergency shelters
	36 in transitional housing
	32 unsheltered

2016	77 total
	36 in emergency shelter
	41 in transitional housing

2015	144 total
	42 in emergency shelter
	41 in transitional housing
	61 unsheltered

Chronically homeless

2017	130 sheltered	124 unsheltered	254	19% of total homeless
2016	37 sheltered			
2015	83 sheltered	210 unsheltered	293	12% of total homeless

APPENDIX A

Point-in-Time Count CA-511 Stockton/San Joaquin County CoC

Inventory Count Date: 1/24/2017

Population: Sheltered and Unsheltered Count

Persons in Households with at least one Adult and one Child

	Sheltered		Unsheltered	Total
	Emergency	Transitional		
Total Number of Households	129	32	5	166
Total Number of persons (Adults & Children)	434	83	18	535
Number of Persons (under age 18)	288	50	9	347
Number of Persons (18 - 24)	10	2	3	15
Number of Persons (over age 24)	136	31	6	173

Gender (adults and children)	Sheltered		Unsheltered	Total
	Emergency	Transitional		
Female	245	50	10	305
Male	189	33	8	230
Transgender	0	0	0	0

Ethnicity (adults and children)	Sheltered		Unsheltered	Total
	Emergency	Transitional		
Non-Hispanic/Non-Latino	279	50	14	343
Hispanic/Latino	155	33	4	192

Race (adults and children)	Sheltered	
	Emergency	Transitional
White	185	58
Black or African-American	186	16
Asian	14	1
American Indian or Alaska Native	4	0
Native Hawaiian or Other Pacific Islander	5	0
Multiple Races	40	8

Unsheltered	Total
12	255
6	208
0	15
0	4
0	5
0	48

Persons in Households with only Children

	Sheltered	
	Emergency	Transitional
Total Number of Households	6	0
Total Number of children (under age 18)	6	0

Unsheltered	Total
0	6
0	6

Gender (adults and children)	Sheltered	
	Emergency	Transitional
Female	3	0
Male	3	0
Transgender	0	0

Unsheltered	Total
0	3
0	3
0	0

Ethnicity (adults and children)	Sheltered	
	Emergency	Transitional
Non-Hispanic/Non-Latino	2	0
Hispanic/Latino	4	0

Unsheltered	Total
0	2
0	4

Race (adults and children)	Sheltered		Unsheltered	Total
	Emergency	Transitional		
White	5	0	0	5
Black or African-American	0	0	0	0
Asian	0	0	0	0
American Indian or Alaska Native	1	0	0	1
Native Hawaiian or Other Pacific Islander	0	0	0	0
Multiple Races	0	0	0	0

Persons in Households without Children

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Total Number of Households	364	90	0	491	945
Total Number of persons (Adults)	364	98	0	549	1,011
Number of Persons (18 - 24)	19	15	0	29	63
Number of Persons (over age 24)	345	83	0	520	948

Gender (adults and children)	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Female	86	27	0	189	302
Male	276	71	0	360	707
Transgender	2	0	0	0	2

Ethnicity (adults and children)	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Non-Hispanic/Non-Latino	237	81	0	419	737
Hispanic/Latino	127	17	0	130	274

Race (adults and children)	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
White	236	73	0	393	702
Black or African-American	96	17	0	95	208
Asian	6	2	0	15	23
American Indian or Alaska Native	8	1	0	25	34
Native Hawaiian or Other Pacific Islander	1	2	0	8	11
Multiple Races	17	3	0	13	33

Total Households and Persons

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Total Number of Households	499	122	0	496	1,117
Total Number of Persons	804	181	0	567	1,552
Number of Children (under age 18)	294	50		9	353
Number of Persons (18 to 24)	29	17	0	32	78
Number of Persons (over age 24)	481	114	0	526	1,121

Gender

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Female	334	77	0	199	610
Male	468	104	0	368	940
Transgender	2	0	0	0	2

Ethnicity

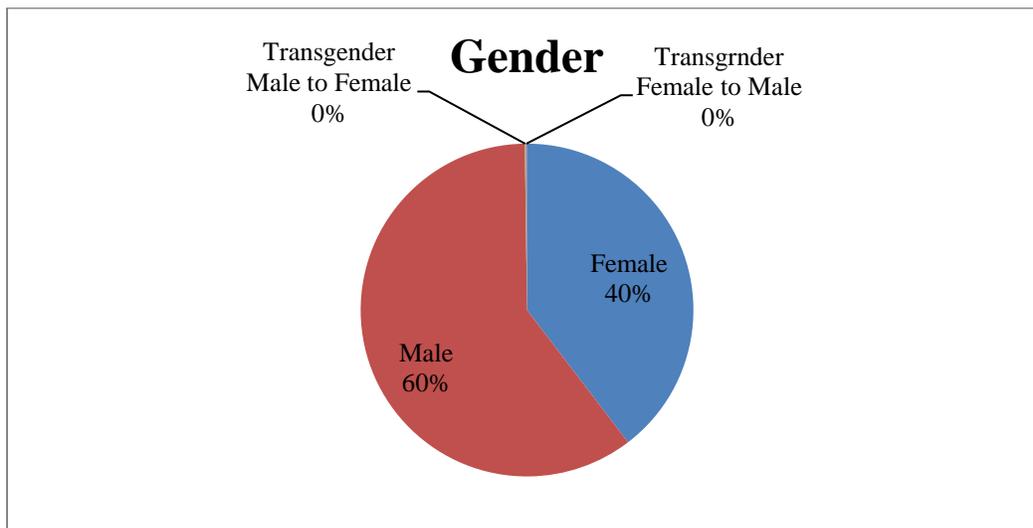
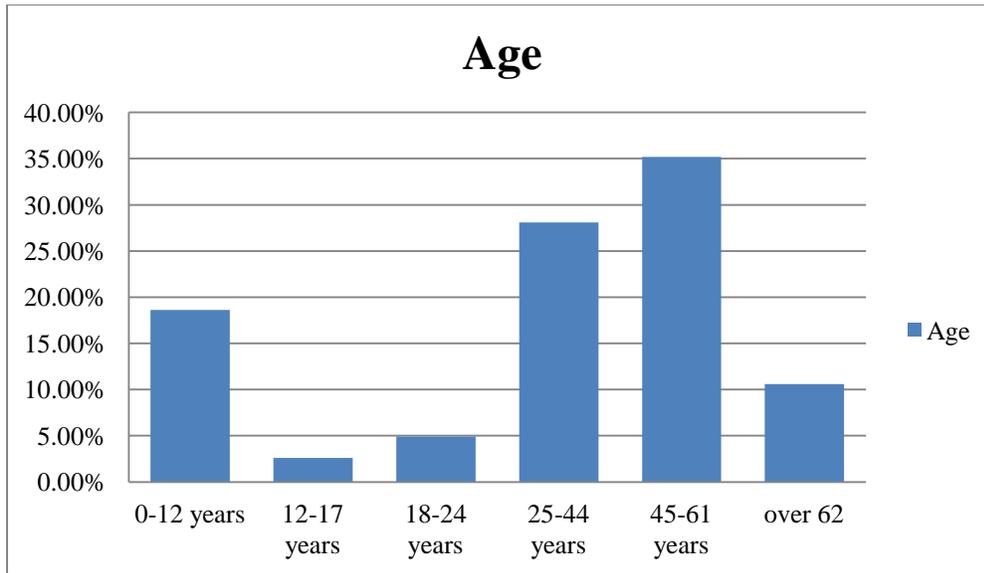
	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
Non-Hispanic/Non-Latino	518	131	0	433	1,082
Hispanic/Latino	286	50	0	134	470

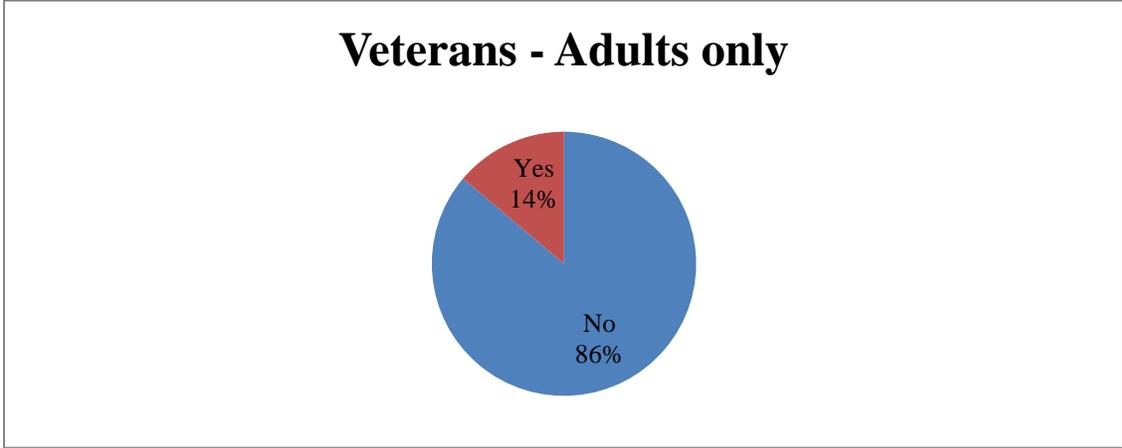
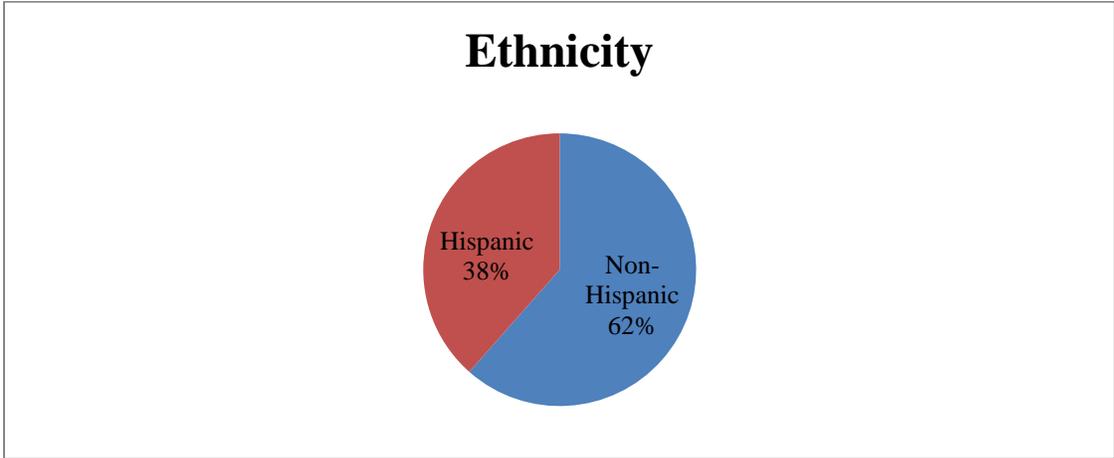
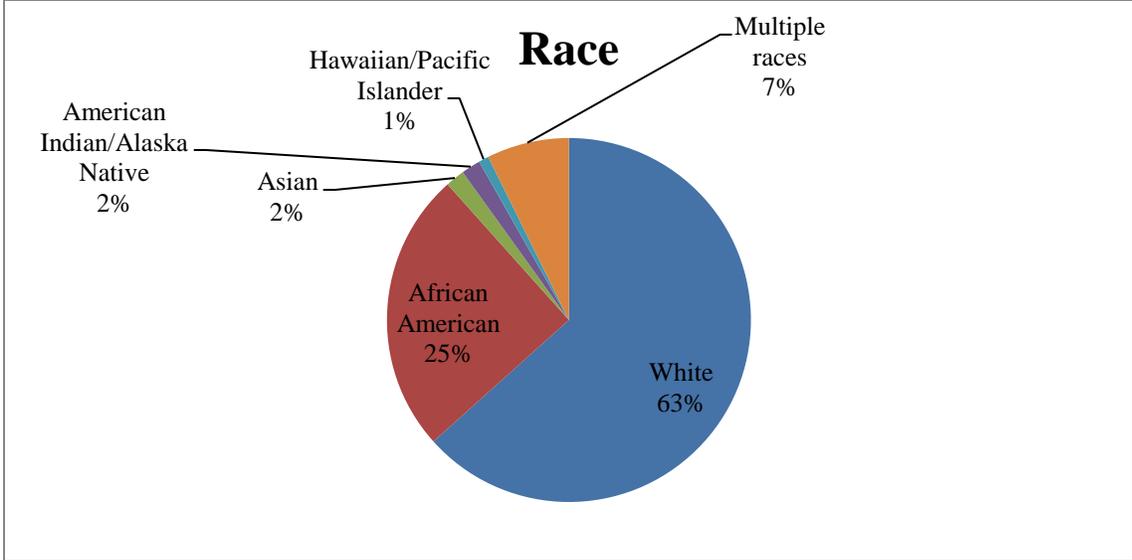
Race

	Sheltered			Unsheltered	Total
	Emergency	Transitional	Safe Haven		
White	426	131	0	405	962
Black or African-American	282	33	0	101	416
Asian	20	3	0	15	38
American Indian or Alaska Native	13	1	0	25	39
Native Hawaiian or Other Pacific Islander	6	2	0	8	16
Multiple Races	57	11	0	13	81

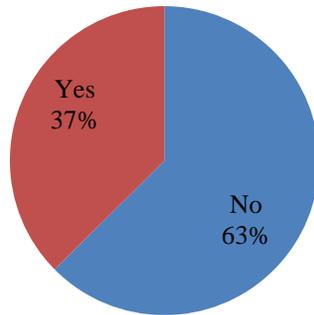
APPENDIX B

NOTE: Demographic information on the sheltered population is based on data from the Continuum HMIS. Since a significant percentage of the sheltered population do not have data entered into HMIS, the data presented is in percentages only and may not be representative of the entire sheltered homeless population.

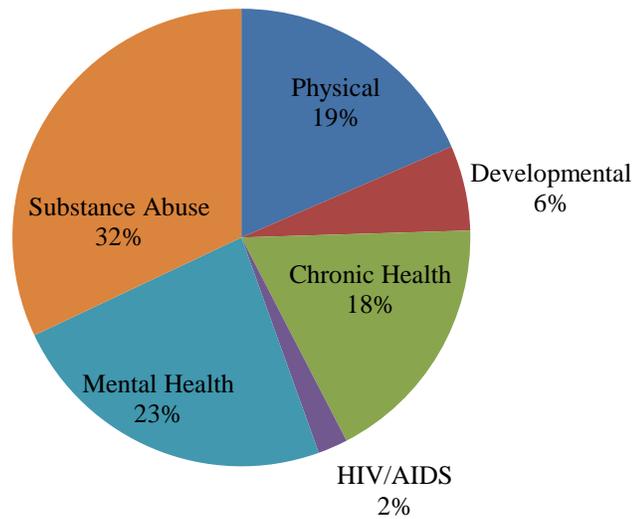




Disability - Adults



Type of Disability*



* Of those reporting some type of disability, a significant percentage report more than one type.

APPENDIX C

San Joaquin County Continuum of Care 2017 Point-in-Time Unsheltered Homeless Count Report

March 17, 2017

Prepared by:

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Ready to Work executive director

Special thanks to:

Central Valley Low Income Housing Corp.

Community Development Department of San Joaquin County
event hosts St. Mary's Dining Room, City of Lodi, City of Manteca,

Manteca Gospel Rescue Mission, New Heart Church or Tracy,

And all participants in the 2017 Point-in-Time Unsheltered Homeless Count

Unsheltered Homeless Count Report

Executive Summary: The big takeaways

The San Joaquin County Continuum of Care undertook a count of the “unsheltered homeless”ⁱ persons within San Joaquin County borders during the final week of January 2017 as part of an overall assessment of homelessness within the county. The count of homeless individuals is a condition of San Joaquin County receiving Continuum of Care competitive grant funding to permanently house homeless households, and was conducted according to best practices and Housing and Urban Development Department guidelines. The prior most recent point-in-time unsheltered homeless count was conducted in 2015.

The Continuum of Care partnered with San Joaquin County departments, cities, state agencies, law enforcement, policy makers, volunteers, and community-based organizationsⁱⁱ that provide emergency shelter, housing, food, and other support services to homeless individuals and families. Central Valley Low Income Housing Corp. and Ready to Work, in partnership with the San Joaquin County Community Development Department, assumed logistical responsibilities on behalf of the Continuum.

567 individual surveys were completed in San Joaquin County during the 2017 Point-in-Time Unsheltered Homeless Count. This marks a 6% increase in the county’s recorded unsheltered homeless population since 2015, when 535 individual surveys were completed.

Key findings were:

- 55% (311 homeless) of the unsheltered homeless was located in Stockton. The populations in other cities were: Lodi, 16% (88 homeless); Manteca, 14% (78 homeless); Tracy, 16% (90 homeless).
- 6% (32) of those surveyed were military veterans.
- 66% (374) of those surveyed self-reported having been on the streets for more than one year; 21% (121) identified as “chronically homeless”ⁱⁱⁱ.
- 31% (176) self-reported having a mental health problem
- 45% (253) self-reported a problem with alcohol, an illegal substance, or both.
- 17% (94) of households self-reported cash income, whether it was earned, from disability payments, or Social Security. All households that reported income qualified as “extremely low income.”^{iv}

The surveys indicate that much of San Joaquin County’s unsheltered homeless population is entrenched in long-term homelessness; much of the population faces significant barriers to obtaining housing, including lack of income, lack of recent housing history, health problems that include mental health challenges, and issues with drugs and alcohol.

Meanwhile, there appears to be little room off the streets for the current unsheltered population. Data from the Homeless Management Information System indicates that many emergency homeless shelters routinely operate at or above capacity. Permanent housing programs for the homeless report continued struggles to find suitable housing for homeless households because of current market forces and limitations on who qualifies for those housing programs.

This suggests a successful approach to helping people off the streets should: Provide adequate emergency shelter capacity, including the ability to house populations that currently cannot be easily accommodated; Provide adequate permanent housing for those with no income or extremely low income; Provide adequate support services that address mental health, physical health, and substance use issues; Provide long-term support for those exiting long-term homelessness and entering permanent housing; Provide adequate services and housing opportunities for those who cannot be assisted through existing programs.

Method: How the count was conducted, its advantages and shortcomings

The San Joaquin County Continuum of Care employed a census approach. The intent of the census was to count as many unsheltered homeless as possible through centralized events and outreach. Compared to past unsheltered point-in-time counts, the 2017 count was the most extensive, utilizing the most volunteers, agencies, and community-based organizations, as well as covering the largest geographical area through outreach. This improved community involvement could be partially or wholly responsible for the increase in the number of unsheltered homeless surveyed from 2015 to 2017.

Each individual counted answered a survey to determine homeless status, obtain demographic information, and prevent duplicative counts. Surveys were conducted by staff of homeless service providers, outreach workers, and volunteers trained to administer the surveys. Each survey in which an individual was identified as unsheltered homeless was entered into the Homeless Management Information System, which was used to ensure there were no duplicates in the count.

The census used several tactics to make contact with the unsheltered homeless. Unsheltered homeless people were encouraged to attend Homeless Connection events in the county's major cities — Lodi, Manteca, Stockton, and Tracy. These events provided food, links to shelter and housing resources, links to support services, medical care, pet care, and the chance to apply for state IDs. Mobile outreach teams were also dispatched to known encampment sites identified by homeless service organizations and local law enforcement agencies. Select churches and charitable organizations that have frequent contact with the homeless population also administered surveys to capture the homeless population.

However, the 2017 count failed to capture the entire homeless population in San Joaquin County. Many encampments visited by outreach workers revealed empty tents that were clearly being used by at least one occupant — an estimated 70 vacant tents alone were counted in the city of Stockton, which were not included in survey results.

Because of limited resources, the census did not concentrate on the cities of Ripon and Escalon, nor did it concentrate on unincorporated areas of the county that include large swaths of agricultural land and waterways that traditionally are home to relatively few unsheltered individuals. Large rainstorms the week prior to the point-in-time count also disbanded several known encampments, as people sought refuge from intense rain and flooding.

These limitations mean there are more unsheltered homeless individuals than were counted during the 2017 Point-in-Time Unsheltered Homeless Count.

Data: Numbers revealed by individual surveys of unsheltered homeless

All data recorded is the result of survey questions answered by unsheltered homeless individuals on a particular day during the final week of January 2017. Some data categories reflect total households and some reflect individuals.

Though the entire unsheltered homeless population in San Joaquin County was not captured by the surveys, the resulting information is believed to be representative of the county's entire unsheltered homeless population.

(Graphics detailing demographic information provided in Attachment D)

Other data points and context:

- 567 individual surveys were completed in San Joaquin County during the point in time count. Not all demographic categories add to 567, because answers in some categories were not recorded on all surveys.
- 55% (311) of the unsheltered homeless surveyed were in Stockton. Totals for the other cities in which surveys were administered are: Lodi, 16% (88); Manteca, 14% (78); Tracy, 16% (90).

Analysis: Comparing the 2017 count to previous counts

The 2017 Point in Time Unsheltered Homeless Count records a small increase in the unsheltered homeless population compared to the 2015 count. In 2017, 567 unsheltered homeless individuals were counted, while 535 were counted in 2015. There were 263 counted in 2013, and 247 counted in 2011. The rise between 2013 and 2015 is likely due to a substantially more robust count effort.

The increase from 2015 to 2017 could also be attributed to a more robust count effort. However, improved methods of identifying who meets the definition of “unsheltered homeless” could have offset the larger reach of the 2017 count, therefore indicating a true rise in the number of unsheltered homeless individuals in San Joaquin County. It is not possible to accurately estimate to what extent these numbers are influenced by methodology alone.

As in previous counts, the 2017 count found that the highest concentration of unsheltered homeless in San Joaquin County live in Stockton. However, the percentage of unsheltered homeless in Stockton rose significantly from 2015 to 2017, from 43% of those counted to 55% of those counted. This suggests that more of the unsheltered homeless are gravitating to Stockton.

The numbers of unsheltered homeless in Lodi and Manteca were relatively unchanged from the 2015 count. Lodi's numbers from 2015 to 2017 decreased by 2 people (91 to 89), while Manteca's declined by 12 people (90 to 78). Tracy's homeless population shrunk by 54 individuals (144 to 90). However, the dramatic decrease in Tracy could be attributable to

improvements in how “unsheltered homeless” was determined in the Tracy count specifically, rather than revealing a true decrease in the number of unsheltered homeless individuals.

There were far fewer military veterans counted in 2017 than in 2015. The population shrunk from 13% of the counted unsheltered homeless in 2015 (61 veterans) to 6% in 2017 (32 veterans). The two years between counts has seen an increase in the availability of housing subsidies for unsheltered homeless veterans. This availability of resources could be the reason for the decline in unsheltered homeless veterans being counted in 2017.

The number of individuals reporting a mental health impairment rose from 23% (124) in 2015 to 31% (176) in 2017, indicating a significant percentage of those on the streets recognize they have a mental health problem.

Numbers comparing alcohol and substance use between the 2017 and 2015 surveys are not comparable, because the language of the survey was changed to provide more specific data regarding alcohol and substance use. However, the self-reported results of the 2017 survey, with 45% of respondents identifying an alcohol or substance use problem, is consistent with the anecdotal experience of outreach workers.

Conclusion: What to make of the 2017 Point in Time Unsheltered Homeless Count

The 2017 Point in Time Unsheltered Homeless Count demonstrates that homelessness remains a significant issue throughout San Joaquin County. Survey results indicate that most of the people on the streets have been there for more than one year, confirming anecdotal experience of service providers that those experiencing homelessness in San Joaquin County are often on the streets for long periods of time, which makes it more difficult for them to become housed.

Those on the streets face significant barriers to obtaining housing in addition to the length of time they have spent homeless. External barriers include the lack of emergency shelter space that will accommodate them, and a lack of housing that is affordable to those with no or extremely low income. Internal barriers include a lack of income, lack of recent rental and housing history, health problems that include mental health challenges, and issues with drugs and alcohol.

Even those who qualify for existing resources face difficulty in achieving housing stability, as those resources are limited. Emergency homeless shelters routinely operate at or above capacity, and there are no shelters for single individuals in Manteca or Tracy. Transitional housing programs for the homeless have seen their funding shrink or disappear altogether. Programs that help homeless households obtain permanent housing through federal funding are mostly restricted to serving families with children and those who are chronically homeless. Continued upward pressure on rents in San Joaquin County have priced out many households with limited income, including those who receive subsidies for their housing (this impacts not only homeless households, but lower income households in general).

The intractable nature of these housing barriers and the entrenched characteristics of homelessness revealed by the 2017 point-in-time count suggest that a comprehensive response to homelessness in San Joaquin County will require large investments in time, energy, and financial resources.

Local investments should focus on supplying housing that is affordable for those with no or extremely low income, increasing the supply of housing for those with limited incomes in general, providing support services to those who are homeless, continuing support services for those who are exiting homelessness, and providing adequate shelter capacity and variety, and broadening the population that can be served through existing programs.

These conclusions agree with findings of the San Joaquin County Homelessness Task Force and best practices as described by the federal Housing and Urban Development Department and U.S. Interagency Council on Homelessness.

ⁱ “Unsheltered homeless”: A person who is living on the street, in a tent, in a vehicle, under an overpass or bridge, in a condemned building, or in another place unfit for human habitation. This term is defined by the federal department of Housing and Urban Development.

ⁱⁱ Participating agencies include: Allies-Soars, Behavioral Health Services of San Joaquin County, Calvary Church of Manteca, Catholic Charities, Central Valley Low Income Housing Corp., City of Lodi, City of Manteca, City of Stockton, Community Development Department of San Joaquin County, Community Medical Centers, Department of Motor Vehicles, Dignity Health, Gospel Center Rescue Mission, Haven of Peace, Hope Ministries, Housing Authority of the County of San Joaquin, Human Services Agency of San Joaquin County, Lodi Police Department, Love Inc., Manteca Gospel Rescue Mission, Manteca Police Department, McHenry House Family Shelter, New Heart Church of Tracy, the Office of Assemblywoman Susan Eggman, the Office of State Sen. Cathleen Galgiani, P.A.T.H., Ready to Work, Salvation Army of Lodi, Sheriff’s Office of San Joaquin County, Stockton 209 Cares, St. Mary’s Dining Room, Stockton Police Department, Stockton Shelter for the Homeless, Tracy Community Connection Center, Tracy Interfaith Ministries, Tracy Police Department, Veterans Affairs Department, Westcare, Women’s Center-Youth & Family Services.

ⁱⁱⁱ “Chronic homelessness”: A condition in which a person has a diagnosed disabling condition (such as a physical disability, mental health disability, developmental disability, or substance abuse), *and* has been literally homeless continuously for more than one year *or* has had at least four separate episodes of homelessness in the past three years that total more than twelve months. This term is defined by the federal department of Housing and Urban Development.

^{iv} “Extremely low income”: A household that earns less than 30% of the Area Median Income for its household size. This term is defined by the federal department of Housing and Urban Development.