



DEPARTMENT OF
HOMELESSNESS AND
SUPPORTIVE HOUSING

The Coordinated Entry Evaluation Report

July 11, 2022

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Planning and Strategy

<http://hsh.sfgov.org>



Background of Evaluation: Phase 1 and 2

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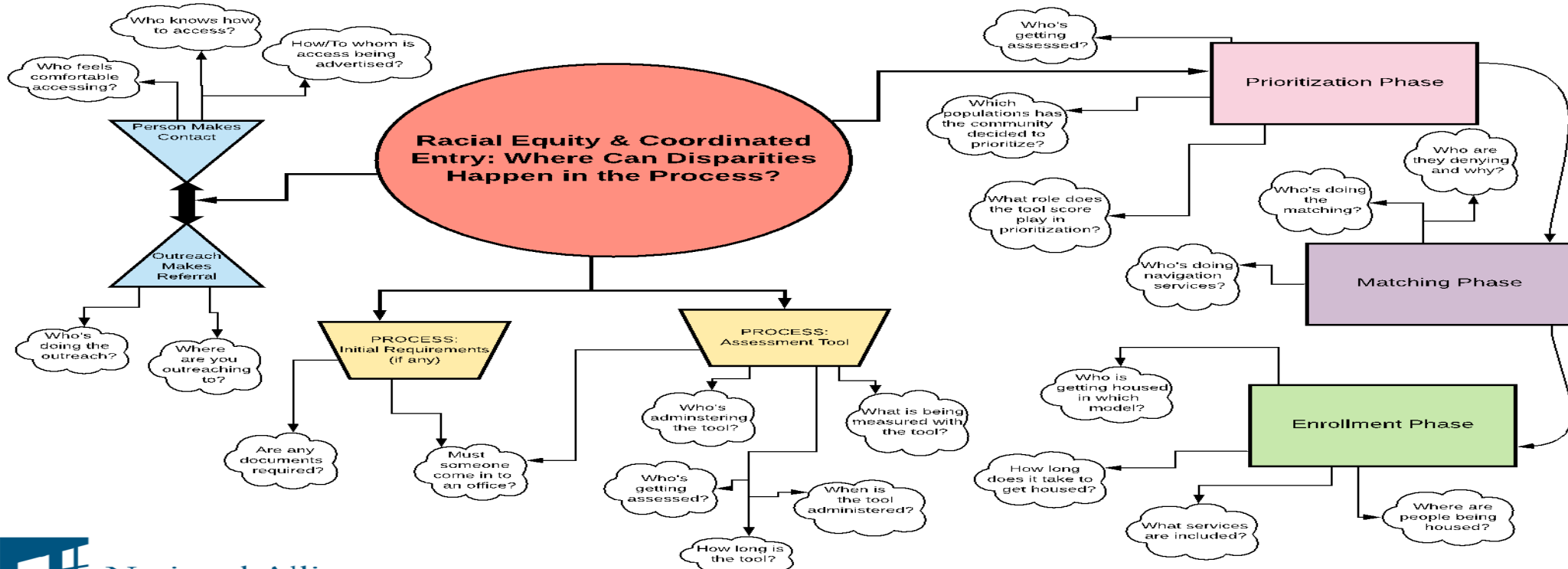
- An evaluation of Coordinated Entry (CE) System is a **best practice and requirement**
- **CE is a new system** for the whole country: many CoC's are in a similar place of evaluation and redesign and going into a CE 2.0, taking lessons of the initial implementation and fold in lessons learned and center equity much more intentionally
- **We hear you!** Community has given many recommendations over the years and expressed needs to strengthen the system and be more equitable and person-centered in CE's approach
- **To re-design CE, critical to have a thorough assessment** of the past and current system to improve and re-design to have the best outcomes for people experiencing homelessness to be housed and stabilized in housing
- Focus on Coordinated Entry components: Access, Assessment, Prioritization, Referral
- **Phase 2: Redesign of Coordinated Entry**



Background of Evaluation: Phase 1 and 2

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- 3rd Party Neutral Evaluators and Experts in CE: HomeBase and Focus Strategies
- Qualitative Data and Quantitative Data is critical for understanding what is happening
- Equity and bias can happen throughout the CE System and throughout the broader homelessness response system



City and County of San Francisco Coordinated Entry System Evaluation Qualitative Analysis





Local Homeless Coordinating Board
July 11, 2022

Goal

To learn from San Francisco stakeholders about their **understanding** of how CE is supposed to work and for what purpose, as compared to their **experience**

Process

From February to April 2022, Homebase sought information from people with lived experience, Coordinated Entry Access Point providers, housing programs who receive referrals from Coordinated Entry, and City department stakeholders

Qualitative Data	
	215 Surveys
	1 Street Outreach
	9 Focus Groups
	2 Listening Sessions
	5 Interviews

Participating Agencies

The following is a list of agencies with whom Homebase collaborated or sought collaboration from:

- 3rd street Youth Center &Clinic
- Asian Women's Shelter
- Catholic Charities
- Compass Family Services
- Coalition on Homelessness
- Department of Homelessness and Supportive Housing
- Department of Public Health
- District Attorney's Office
- Dolores Street Community Services
- El/La Para TransLatinas
- Episcopal Community Services
- Glide Memorial Church
- Hamilton Families
- Homeless Prenatal Program
- HomeRise
- Human Services Agency
- Huckleberry Youth Programs
- Jelani House
- Larkin Street Youth Services
- Lyric Hotel
- LYRIC Center
- Mayor's Office of Housing & Community Development, including HIV Housing
- Mission Housing Development Corporation
- Mission Neighborhood Health Center
- Next Door
- Our Trans Home SF
- Project Homeless Connect
- Reality House West
- Safe House
- SF LGBT Center
- Sheriff's Office
- Supportive Housing Provider Network
- Transgender Advocates for Justice and Accountability (TAJA's) Coalition
- Tenants and Owners Development Corporation
- Tenderloin Housing Clinic
- Tenderloin Neighborhood Development Corporation
- TGI Justice Project
- Trans:Thrive
- United Council of Human Service

Input from individuals with lived experience of homelessness

- ❖ Homebase conducted a total of 6 focus groups with 33 individuals who had direct experience seeking housing assistance in San Francisco
 - Participants were provided \$20 gift cards

- ❖ A survey was completed by 215 people between 2/1/2022 and 4/26/2022
 - Surveys were available in 4 languages (English, Spanish, Chinese, and Tagalog)
 - Survey was administered online and/or in-person to over 28 different shelter, service, or housing providers
 - Surveys were conducted via street outreach to encampments in Portrero Hill in collaboration with the Coalition on Homelessness
 - Flier with call-in number was distributed to providers directly and through the LHCB listserv

Survey Details

Survey included closed, multiple-choice questions and open questions allowing respondents to provide answers in their own words

Questions

- Q1-6: general demographic information
- Q7-9: family structure information
- Q10-12: access to services
- Q13-18: assessment
- Q19-25: placement
- Q26-34: problem solving

General Survey Findings

Survey category	Findings
Access to services (Q10-12)	<ul style="list-style-type: none">• Most respondents did not know where to go for help when they lost their housing• It took the majority of respondents 6+ months to access services• Most respondents found out about services by word of mouth or a case worker
Assessment (Q13-18)	<ul style="list-style-type: none">• Most respondents did not go to a CE agency for help first• Most respondents were assessed
Placement (Q19-25)	<ul style="list-style-type: none">• Many respondents say they were told they were not homeless enough to qualify for housing placement. This sentiment was written in response to many open questions throughout the survey• The majority of respondents say staff are working with them on a plan for housing. However, equal proportions of respondents feel progress is being made towards their housing goals as feel progress is not being made• Respondents most commonly waited 1-3 months or over 1 year to move into housing from the time they asked for help
Problem solving (Q26-34)	<ul style="list-style-type: none">• Most respondents say they didn't get a problem-solving conversation and/or were not listened to• Many of the respondents who did get a problem-solving conversation said it was not helpful• Respondents most commonly say that staff who told them the process and case managers were the most helpful when working to find housing

Input from Providers

- ❖ Homebase conducted online focus groups with 3 groups with 157 individual housing and service providers in San Francisco to learn about their experiences with and perspectives on the City's Coordinated Entry System (CES) for people experiencing homelessness:
 - Access Point (AP) providers
 - Rapid Rehousing (RRH) providers
 - Permanent Supportive Housing (PSH) providers
 - Providers were asked to articulate their understanding of the purpose and goals of Coordinated Entry (CE), whether or not they endorse the purpose and goals, whether the current implementation of CE achieves the purpose and goals, what the strengths and barriers of current CE implementation are, and how CE can be improved to address homelessness more equitably and effectively in San Francisco.
- ❖ Homebase also attended HSH All Access Point Meetings and HSH CE Evaluation Listening sessions

Providers: Challenges

Lack of communication and transparency about the CE process

Assessment process is unclear and unhelpful

Referrals and placements are often not appropriate or timely

Access point staff are not sufficiently trained

Problem Solving is not appropriate or effective

Providers: Fairness and Equity Concerns and Recommendations

Concerns

- The largest fairness and equity issue is the lack of affordable, safe, and supportive housing options
- Feel that the current assessment and scoring process has a negative impact on Black people experiencing homelessness

Recommendations

- Conduct an equity evaluation of the current process to ensure that it better captures the vulnerabilities of, and prioritizes, people experiencing homelessness within communities of color
- Increase outreach to, and establish Access Points within, more communities of color, including those of immigrants and undocumented people
- CE system should focus on needs, identify gaps in the system, and be responsive, equitable, and flexible enough to fill those gaps

Input from City Departments

Homebase conducted 5 individual or group interviews from the following departments:

- Human Services Agency (2 interviews)
- Department of Public Health (1 interview)
- Mayor's Office of Community Development (1 interview)
- Sheriff's Office and District Attorney's Office (1 group interview)

Stakeholders were asked to articulate their understanding of how Coordinated Entry (CE) operates, for what purpose, and whether current operations helped achieve that purpose. In addition, partners were asked about issues related to messaging to their departments about CE, barriers to accessing CE for individuals they serve, understanding of how vulnerability of those seeking housing is assessed, challenges with or limitations of the system, and components of CE that were functioning well.

City Dept's: Challenges

1. Lack of communication and transparency about the CE process
2. Failure to prioritize those who are the most vulnerable
3. Vulnerability assessment is incomplete
4. Referrals and placements are often not appropriate or timely
5. Access Point staff are not sufficiently trained or deployed where needed
6. Problem Solving is not appropriate or effective
7. System is inflexible
8. Criminal legal system involved individuals not released due to lack of housing

Highlighting the appendices

You can find lots more data analysis by housing status, gender, sexual orientation, race, ethnicity, family structure, and age

Appendices A through I contain:

- Provider Focus Group Questions and Responses
- Provider Follow Up Questions
- City Department Stakeholder Responses
- Consumer (system user) Survey Questions (in 4 languages)
- List of Participating Agencies
- Additional Survey Analysis on Open Ended and Closed Questions



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San Francisco Coordinated Entry Evaluation
Presentation to LHCB

PRESENTERS:

**KATHARINE GALE, PRINCIPAL ASSOCIATE &
TRACY BENNETT, DIRECTOR OF ANALYTICS AND EVALUATION**

JULY 11, 2022

CONTENTS OF REPORT



-
- Evaluation Methodology
 - CE Requirements
 - History and Description of CE in San Francisco
 - Findings from SIP Process
 - Evaluation
 - Overarching findings
 - Access and Problem Solving
 - Assessment
 - Prioritization
 - Referral

EVALUATION METHODOLOGY



- Mixed methods design
- Qualitative Information
 - Document review
 - HSH Staff and City Department Interviews
 - Participant and Provider Surveys, Interviews, and Focus Groups (conducted by Homebase)
- Quantitative Information
 - ONE System data (Coordinated Entry enrollments, primary assessments, problem solving services, housing navigation services, and housing referrals)



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KEY QUANTITATIVE ANALYSES

EQUITY IMPACTS ACROSS COMPONENTS



CE Processes: Equity Impact	Household Type		
	Adult	Family	TAY
Access (relative to 2022 PIT)			
Race		Black over- and Asian underrepresented	Black overrepresented
Ethnicity	Latinx underrepresented	Latinx underrepresented	Latinx underrepresented
Sexual Orientation	LGBQQ+ underrepresented		LGBQQ+ underrepresented
Gender			Female overrepresented
Assessment			
Race	Asian score lower than white	All POC score higher than white	Black score lower than white
Ethnicity		Latinx score lower than non-Latinx	
Sexual Orientation	LGBQQ+ score higher than straight		
Gender	Trans score higher than cis gender		Females score lower than males
Prioritization			
Race	Asian less likely to be prioritized	Latinx less likely to be prioritized	
Referral			
Race	Black and Multiple Race more likely be experience provider denial		All POC more likely be experience provider denial
Ethnicity		Latinx less likely be experience provider denial	

ACCESS FINDINGS

- Similar levels of enrollment for adults and youth in 2019 and 2021, lower for families

Access Location Type	2019	2021	% Change
Total Adult Enrollments	5,406	5,634	+4.2%
Total Family Enrollments	1,353	1,177	-13.5%
Total Youth Enrollments	935	975	+4.3%

EQUITY FINDINGS FOR ACCESS



- Adults
 - Latinx and LGBTQQ+ households are underrepresented among those accessing CE
- Families
 - Black or African American headed households may be overrepresented and Latinx headed households may be underrepresented among those accessing CE
- Youth
 - Black or African American and female households are overrepresented and Latinx and LGBTQQ+ households are underrepresented among those accessing CE

PROBLEM SOLVING FINDINGS



	% With PS Service Before Primary Assessment	Resolution Rate	% With PS Service in PS Status	Resolution Rate	% With PS Service in HR Status	Resolution Rate
Adults	69%	4%	8%	13%	10%	3%
Families	63%	1%	13%	4%	9%	12%
Youth	54%	10%	19%	25%	8%	15%

- Highest Initial Participation by Adults
- Highest Success Rate for Youth
- Lowest success rate with families and families in Housing Referral Status have more resolutions than Problem Solving Status Families

ASSESSMENT FINDINGS

- Increases in the average assessment score over time for all populations

Household Type	2019	2021	% Change
Adult			
Average Score	80.5	87.5	+8.7%
Median Score	84	90	+7.1%
Family			
Average Score	50.3	58.0	+15.3%
Median Score	48	59	+22.9%
Youth			
Average Score	72.1	97.4	+35.1%
Median Score	72	105	+45.8%

ASSESSMENT FINDINGS FOR EQUITY



- **Adult Households**

- Asian households scored lower than white households
- LGBTQQ+ households scored higher than straight households
- Transgender households scored higher than cis-gender males or females

- **Family Households**

- Latinx headed households scored lower than non-Latinx headed households
- Families headed by Black, Native Hawaiian or Pacific Islander and those identifying as multiple races scored higher than white heads of households

- **Youth Households**

- Black youth scored lower than white youth
- Female youth scored lower than male youth

EQUITY FINDINGS IN PRIORITIZATION



-
- Asian adults were less likely to be placed on a community queue compared to white adults
 - Families with a Hispanic/Latinx head of household less likely to be placed on a community queue compared to families with non-Hispanic/Latinx heads of household.
 - Families with a Black head of household were more likely to be placed on a community queue compared to families with white heads of household
 - Youth households had no equity findings

REFERRAL FINDINGS

-
- Adult and youth populations showed significant increases in the number of days between enrollment in CE and referral to housing
 - Lack of clarity from the data around what accounts for those lags
 - Families showed slight decreases in the number of days between enrollment in CE and referral to housing

REFERRAL FINDINGS

- All populations showed
 - Increased number of households referred to Permanent Housing, including Rapid Rehousing
 - Increase in the rate of expired referrals
- Adult and Youth populations showed
 - Increase in the rate of participants refusing a referral
- No disparities in referral rates but equity findings in denial rates by providers
 - Adults & youth identifying as Black or multiple races were more likely to have provider denied housing referral
 - Latinx-headed families were less likely to have at least one housing referral denied by a provider



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REPORT FINDINGS AND CONSIDERATIONS FOR NEXT PHASE

TYPES OF FINDINGS

-
- Overarching Findings (Apply to all of Coordinated Entry)
 - Broader System Findings
 - Component Findings
 - Access
 - Assessment and Prioritization
 - Referral

FINDINGS ACROSS COMPONENTS

-
- System generally meets federal requirements
 - Need for greater transparency, clearer policies and communication
 - Complexity and lack of standardization
 - Challenges in both data collection and utilization
 - Limited and inconsistent training
 - Lack of regular involvement of community in oversight and quality assurance
 - Equity impacts in all components of CE

BROADER SYSTEM FINDINGS



Concerns related to the overall homelessness response system

- Shortage of inventory, especially housing, for all who need it
- Need for more services within the PSH portfolio and new types of inventory that can serve very high-needs person
- High vacancies have CE implications but also impacted by maintenance and staffing issues, process steps and perceived desirability of the housing

Dissatisfaction with coordinated entry is tightly related to these broader system concerns and perceptions, but changes to CE alone will not address these factors.

ACCESS FINDINGS

- People experiencing homelessness do not know where to receive help and some are frustrated by lack of help received from Access Points
- Recommendations from community to move access to more places where people experiencing homelessness are (shelters, jail, food sites, encampments)

Phase 2 Planning Considerations

- Balance between number of places/types of access, and ensuring fair, equitable and high-quality service
- Ensuring access methods chosen are well-understood in community

PROBLEM SOLVING

- Participants reported mixed experience with Problem Solving, some found useful and others not or not sure
- Community stakeholders concerned that Problem Solving is not an appropriate intervention and perceived as second-best outcome

Phase 2 Planning Considerations

- Improving use of and outcomes from PS flexible funding and services
- Considering where and when PS happens and whether required step

ASSESSMENT AND PRIORITIZATION FINDINGS



-
- Community finds assessment process unclear, “unnecessarily invasive” and that does not get to information relevant to determining what people need to address their homelessness
 - Community has strong concerns regarding equity (not necessarily on same populations as the data supports)
 - Strong objections to the use of thresholds and statuses, and prioritization done based on inventory
 - Concern prioritization does not target for specific interventions, especially for ones that people can be successful in

PHASE 2 PLANNING CONSIDERATIONS

- Begin process with establishing local criteria and values for prioritization; then address changes to these or adoption of other tools
- Consider whether to use priority thresholds, intervention specific pools or a complete By Name List
 - Note that Prioritization is required and everyone will not get their preferred or most appropriate resource
 - Trade offs of letting people know right away versus creating expectations that may not be fulfilled

REFERRAL FINDINGS

- Concerns regarding inappropriate referrals and lack of information needed to match those with specific needs
- Length of time it takes to get into housing
- Equity findings regarding denial rates

Phase 2 Planning Considerations

- Consider whether to streamline/centralize referrals
- Assessment changes to improve matching information
- Address slow housing pace and disparate denial rates

OTHER IMPLICATIONS FOR REDESIGN PHASE

- **Process and Oversight** improvements include stakeholder participation in planning and ongoing, greater intentional focus on equity, strengthening governance, quality assurance, annual evaluation
- **Data and Documentation** include clear and complete documentation, regularly published data, and performance metrics
- Other **system considerations** such as inventory growth and reducing housing barriers also need to be addressed but are not CE issues

CONCLUSION

-
- San Francisco CE meets most Federal requirements and mostly aligns with design intent
 - Many challenges have been surfaced about the CE process through this evaluation, including in CE implementation and in the perception and understanding of it
 - Communities across the country have had to revisit or redesign their CE system once it has operated for a while. Concerns regarding complexity, equity, prioritization, timeliness and appropriate matching to resources are common factors driving CE redesign.



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THANK YOU!



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Phase 2: CE Design



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Coordinated Entry System Evaluation, Re-design, and Implementation

Process

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Evaluate

Phase 1: February - July 2022

HSH contracts 3rd Party Evaluation of San Francisco's Coordinated Entry (CE) System to document current processes and recommend redesign considerations

- Gather input from stakeholders and users and non-users of the CE System to evaluate the perception of CE
- Deliver CE Report to LHCB



Re-Design

Phase 2: August - November

LHCB and HSH CE Committee co-develop CE Redesign workgroup



Implement

Phase 3: December 2022 →

- Present Recommendations to LHCB and HSH
- HSH Develops Implementation Plan and Timeline for Chosen Model

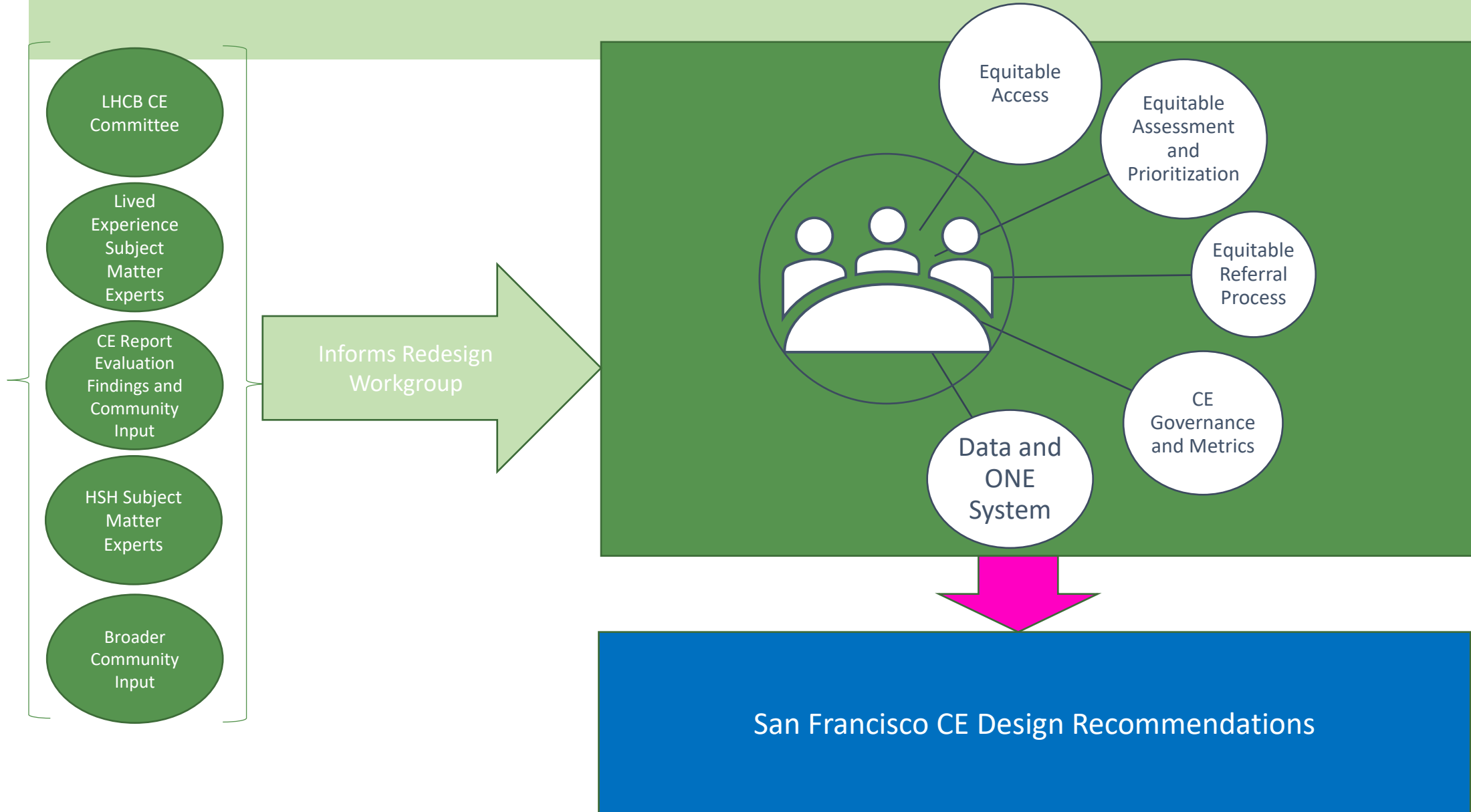
What could be achieved through CE redesign?

- Create a CE access, assessment, prioritization, and referral process that is more streamlined, nuanced, and equitable to connect people to more appropriate housing interventions and services
- Provide transparency about how system works
- Include community input into design process
- Improve equity throughout CE System process
- Provide models for governance, metrics for measuring progress, and accountability

What cannot be achieved through CE redesign?

- Increase of housing and shelter supply, though it does help assess need based on how many people are assessed
- Provider or building-based requirements for acceptance/denial, the services included at PSH, and the quality of the housing available

LHCB and HSH CE Redesign Workgroup



PHASE 2: Timeline of CE Redesign Activities

July:

- HSH and LHCB CE Committee establish vision, goals, priorities and key topic areas for the redesign process using recommendations from CE Evaluation Report
- Develop CE HSH/LHCB CE Redesign Workgroup:
 - Establish structure, process, and membership
 - Establishes participation of People with Lived Experience in design process

August

- HSH communicates details of CE HSH/LHCB CE Redesign Workgroup to CE Committee meeting in August
- CE Redesign Workgroup meets and establishes agenda and schedule
- HSH holds (2) Town Halls to engage community and provider input for redesign recommendations

September

- Redesign workgroup meets bi-weekly to develop recommendations
- Reports out redesign progress at LHCB CE Committee monthly meetings

October

- Redesign workgroup meets bi-weekly to develop recommendations
- Reports out redesign progress at LHCB CE Committee monthly meetings

November

- Redesign workgroup meets bi-weekly to develop draft final recommendations for chosen model
- Redesign Workgroup holds provider and community input session to take input on draft design recommendations
- Redesign workgroup incorporates input into final recommendations for chosen model
- Prepares to present redesign recommendations to LHCB in Dec



Next Steps

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- *Facilitate further discussion about redesign process at LHCB CE Meeting on July 12*
- *(3) Town Halls in August*
 - August 3rd at 5:30 PM
 - August 4th at 2:30 PM
 - August 9th at 1:00 PM (LHCB Coordinated Entry Subcommittee Meeting)
- *Develop Redesign Workgroup Membership Process*
- *Communicate Opportunities for Broad Community Input*