

ORGANIZATIONAL REVIEW OF
CURRENT HOMELESS
PROGRAMS, FUNDING, AND
COORDINATION SERVICES

MONTEREY COUNTY, CA

JUNE 2, 2023



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EXECUTIVE SUMMARY

Citygate Associates, LLC (Citygate) is pleased to present this organizational review of the County of Monterey (County) Homeless Services program. This study was performed in response to the County Board of Supervisors (Board) Referral 2021.23 requesting the County hire a consultant to advise on best organizational placement related to the Director of Homeless Services position and methods to coordinate the County’s multi-departmental response to homelessness, including coordinating efforts with external stakeholders.

A primary intent of this report is to assist County leadership in better establishing a path toward more intentional and full engagement in the ending homelessness efforts that are already occurring throughout the County. This Executive Summary provides an overview of homelessness and Monterey County, defines key homelessness concepts that are thematic throughout this report and necessary for understanding Citygate’s recommendations, and describes Citygate’s recommendations, including an overarching six-step narrative that offers a sequencing of the full scope of recommendations found in this review.

OVERVIEW OF HOMELESSNESS AND MONTEREY COUNTY

Each day, staff members from multiple County departments staff work with people who are experiencing homelessness; however, a primary difficulty faced by these departmental personnel is that many do not have a strong sense of the “big picture” to see how their efforts fit or align with other County departments and nonprofit service providers. Further, while existing County resources can offer energy and impact to the overall effort to address homelessness, no one organization can end homelessness on its own, and a concerted, intentional, “all-hands-on-deck” approach is necessary to make a substantial and sustainable change. For instance, no other entity in the County has a bigger budget for addressing behavioral health challenges than the County of Monterey Health Department, and no other organization has a larger human services provision capacity than the Department of Social Services. The coordination and full alignment of these and other departments is essential to leverage all opportunities for complete synergy in efforts to end homelessness and address the challenges further discussed in this Executive Summary.

The Challenge of Homelessness

The challenge of homelessness and the provision of homeless services is a complex issue that extends beyond this project’s scope of work and the control of the County. However, to provide context for Citygate’s observations and recommendations, several key considerations are described herein. This context is also offered given the increased attention and urgency that this challenge is facing at a local, state, and national level. For example, the local Continuum of Care (CoC), the United States Interagency Council on Homelessness (USICH), and the California Interagency Council on Homelessness (Cal ICH) have all released plans to address the crisis. At

minimum, all three plans emphasize the need for increased collaboration and community-wide performance.

Population Experiencing Homelessness

The following table shows the number of people experiencing sheltered and unsheltered homelessness in Monterey County according to recent Point-in-Time (PIT) count surveys conducted by the local CoC.

Table 1—Monterey County Population Experiencing Homelessness

Type of Homelessness	2017	2019	2022
Unsheltered	2,113	1,830	1,357
Sheltered	724	592	690
Total	2,837	2,422	2,047

These PIT surveys use the U.S. Department of Housing and Urban Development (HUD) literal (Category 1) definition of homelessness (see: “Defining Homelessness” subsection in this Executive Summary). The decrease from 2017 to 2022 is 35 percent in unsheltered homelessness and 28 percent in overall homelessness in Monterey County. This decrease can be considered evidence that the local CoC is ably resourcing and coordinating with partner organizations, including County departments, to reduce the number of literally homeless individuals and families. Even so, the rate of 432 per 100,000 people experiencing homelessness in Monterey County is comparable to the same measure in Los Angeles, New York City, and other larger metropolitan areas. Also of note, 154 veterans were experiencing homelessness as of the 2022 PIT survey.

Monterey County Service Provision

Monterey County generally has four regions with varying levels of outreach and assistance available for those experiencing homelessness:

- ◆ North County (Castroville to Santa Cruz County border) – Resources are lacking.
- ◆ Salinas – Extensive outreach, sheltering, and housing services are available.
- ◆ Peninsula/Coast (Marina, Monterey, Big Sur, etc.) – Services are sufficient in some of these municipalities; however, there is only one program that serves unaccompanied men.
- ◆ South County (Gonzales to King City) – Resources are lacking.

Defining “Homelessness”

There are four federally defined categories of homelessness found in the Federal Register—Title 24 of the Code of Federal Regulations (CFR) 578.3—that are generally accepted throughout the homelessness sector. In short, these include people who are (1) literally homeless, (2) at imminent risk of homelessness, (3) experiencing homelessness under other federal statutes (i.e., McKinney-Vento), and (4) fleeing, or attempting to flee, domestic violence. For the purposes of the County pursuing measurable goals based on common understanding, this report is focused on the first category, which is defined as:

“An individual or family who lacks a fixed, regular, and adequate nighttime residence, meaning:

- i. Has a primary nighttime residence that is a public or private place not meant for human habitation;
- ii. Is living in a publicly or privately operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state, and local government programs); or
- iii. Is exiting an institution where (s)he/they has resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution.”

Collective Impact and “Functional Zero”

Defined as “the commitment of a group of important actors from different sectors to a common agenda for solving a specific social problem,”¹ “collective impact” is a method for addressing community challenges (like homelessness) that no one organization can resolve on its own. When successfully implemented, collective impact moves communities from merely managing social challenges to solving them.

Making experiences of homelessness rare, brief, and non-recurring is the ultimate goal of any local area that seeks to end homelessness. Contained within this understanding is the acknowledgment that there will rarely, if ever, be a time at which there is no one person or family in a local community without a home. There will always be instances of homelessness beyond the County’s control.

“Functional zero,” as it pertains to ending homelessness, is achieved in a local area when the following conditions are met:

¹ John Kania and Mark Kramer, Stanford Social Innovation Review, 2011.

- ◆ There is a list of all persons that are currently known to be experiencing homelessness.
- ◆ Each of the individuals and families on this list have been offered a suitable housing option, whether or not they decide to accept it.
- ◆ Households that find themselves newly and literally homeless can be helped back into housing within 30 days.

There is an important and fundamental difference between ending homelessness with functional zero as a goal and the way homelessness has been addressed historically. In aiming for functional zero, a local area aligns its activities towards ending the challenge of literal homelessness. In historical contrast, standard operating community procedure has been to manage the challenge of homelessness, which helps those impacted to survive the experience but does not end it for large numbers of people.

The Capacity to End Long-Term Homelessness

While each local area is unique, most often, additional community-wide capacity is needed in four areas if homelessness is to be ended:

1. Outreach for ending and preventing homelessness
2. Behavioral health assessment and treatment
3. Case management
4. Housing opportunities

Addressing Homelessness Similar to Disaster Response

In natural disasters and homelessness, there is a group of people that are known by name and case who go through a process of:

Outreach → Emergency Shelter → Housing Navigation → Re-housing

In each instance, this process helps people get back into housing and stability more quickly. It is suggested that the urgency and method of responding to natural disasters can also be applied to ending homelessness efforts. Homelessness is a crisis, and local governments that have taken bolder and more concentrated steps to respond to homelessness *as* a crisis—rather than merely as an ongoing issue to mitigate—have seen dramatically improved results in the numbers of people experiencing long-term homelessness.

Lead Me Home Five-Year Plan

In its CoC strategy role, the Coalition of Homeless Services Providers (CHSP) recently published the “Lead Me Home Plan Update: Five-Year Plan to Reduce Homelessness in Monterey and San

Benito Counties,” which is an update to a previous ten-year plan. Finalized during the COVID-19 pandemic, the new Lead Me Home strategy spans the period from July 2021 to June 2026.

The primary measurable goal for Lead Me Home is to decrease overall homelessness in Monterey and San Benito counties by 50 percent over the time period of the plan.

The Lead Me Home Plan also notes “significant differences between the racial and ethnic composition of the total County population compared to the population of people experiencing homelessness.” For instance, while only three percent of overall County population, 25 percent of those included in the 2019 PIT and as such experiencing homelessness were African American. CHSP ensuring that the homelessness services system is equally available to people of all races, ethnicities, genders and gender identities, etc., is consistent with state and federal priorities, as well as growing public awareness and interest in social equity in the delivery of public services.

POTENTIAL FUNDING SOURCES FOR DIRECTOR OF HOMELESS SERVICES CAPACITY EXPANSION

Per information provided by County staff, the position of Director of Homeless Services was established in February 2022 to provide a focused and strategic effort to address homelessness in Monterey County along with other regional agencies. The initial source of funding identified for the position, set at approximately \$212,000 per year, was the Monterey County Cannabis assignment account. This account is used to account for net funds received from the cannabis tax which can be used for projects which benefit Monterey County.

Subsequent to this initial funding commitment, it is Citygate’s understanding that General Fund revenues have been committed to pay for the Director of Homeless Services position. As such, the following provides an understanding of funding sources that the County could utilize to expand Director of Homeless Services capacity for addressing and ending homelessness in Monterey County.

Citygate reviewed several potential funding sources for this position including:

- ◆ Monterey County General Fund
- ◆ Other Monterey County funds where a nexus could be established to the homelessness program
- ◆ New grants
- ◆ Change of administration costs allocation of existing grants
- ◆ Contributions from other agencies in the coalition or other agencies who do not have a homeless program coordinator—who would share in the cost to have a position help with coordination of their own homelessness reduction efforts.

In reviewing these other potential funding options, Citygate was mindful of the primary strategies of the County’s homelessness reduction effort, which is identified in the Lead Me Home Plan and other planning documents developed by the County and its partners.

The three primary strategies included:

1. Increase participation in homelessness solutions by leaders and key stakeholders across the region.
2. Improve performance of the homelessness response system in providing pathways to housing.
3. Expand service-oriented responses to unsheltered homelessness.

The Monterey County General Fund is in relatively good shape where reserves are concerned based on the FY 21 ACFR, with an unassigned reserve of approximately 22 percent of General Fund expenditures. This source, when compared to other potential sources to fund Director of Homeless Services capacity, provides the most security to ensure the continuity and success of the homelessness reduction program. All other options involve temporary sources over which the County has limited control. Based on prior steps taken by the County, reduction of homelessness seems to be a priority. Having a Director whose services capacity is stable will help to provide a sense of security for the department and help maintain focus on achieving the objectives of the homelessness reduction plan instead of worrying about whether the overall work will be funded. Consequently, it is Citygate’s recommendation that the County General Fund be the primary funding source for new and necessary homeless services capacity, with some or all of the other sources being used in a secondary funding source capacity as they materialize.

SIX STEPS TO END LONG-TERM HOMELESSNESS IN MONTEREY COUNTY

To assist the County in becoming more fully involved in a movement that is making homelessness rare, brief, and non-recurring for all County residents, Citygate has developed an overarching six-step narrative that offers a sequencing of the full scope of recommendations to be found in Section 6 of this review. Citygate intends this narrative to cast a vision, engaging the imagination of the County towards a day when there is no longer long-term homelessness in Monterey County.

Step 1: Public Declaration

The Board of Supervisors and all County departments could declare their intent to work closely with the Coalition of Homeless Services Providers (CHSP) and its partners to end homelessness in Monterey County, utilizing the HUD definition of literal homelessness and the concept of “functional zero” in determining when homelessness is ended. This will allow County efforts to align with CHSP towards a measurable goal in ending homelessness.

Step 2: Increase Staffing Available to Director of Homeless Services and Maintain Authority

The Director of Homeless Services could greatly benefit from a full-time Management Analyst to complement and expand homeless services tasks and coordination initiatives, including data collection and reporting and grant seeking and management. Additionally, keeping the Director as a direct report to the County Administrative Officer will allow the position the level of authority it needs to convene and help coordinate the leaders of other agencies, including County departments.

Step 3: Convene County Departments for Planning and Increased Coordination

Similar to the U.S. Interagency Council on Homelessness and the California Interagency Council on Homelessness, a Monterey County Interdepartmental Council on Homelessness (MCICH) has been established to:

- ◆ Compose a robust but concise strategic plan for how departments will work more closely together with those experiencing homelessness, CHSP, and its partners.
- ◆ Establish policies and procedures for how to consistently address encampments and illegal parking on County-owned property.
- ◆ Increase behavioral and physical health care opportunities.
- ◆ Expand re-housing programs such as rapid re-housing and supportive housing.
- ◆ Implement fiscal recommendations that will help departments track the efficacy of their efforts.

The MCICH should be provided authority through interdepartmental MOUs and shared goal setting related to ending homelessness efforts.

Step 4: Sign Data-Sharing Agreement with Coalition of Homeless Services Providers

A data-sharing agreement with CHSP would allow County staff to access CHSP's by-name list of individuals without a home, know the resources that are being provided in each case, and allow County department staff to participate in coordinated entry and case conferencing more easily.

Step 5: Establish Inter-Governmental Agreement on Ending Homelessness

An Inter-Governmental Agreement (IGA) that prioritizes ending homelessness across jurisdictions would increase ownership and create accountability mechanisms. Key signers would be the areas of the County that have the largest number of people experiencing homelessness, including the Cities of Marina, Monterey, Salinas, and Seaside, and the unincorporated areas of Monterey County.

Step 6: Create New Service Capacity for Working with People Experiencing Homelessness

A number of Citygate’s recommendations presented in this report—such as those regarding County-wide outreach, safe parking and camping, landlord risk and mitigation, rapid re-housing funds, etc.—could provide County departments and CHSP and its partners additional tools to help re-house individuals and families more quickly.

SUMMARY LIST OF RECOMMENDATIONS

Citygate has identified the following 35 specific recommendations related to homelessness, beginning with overall recommendations that support the six-step narrative previously shared on methods to end long-term homelessness in Monterey County. Following these foundational recommendations, Citygate provides recommendations related to service delivery, fiscal, and staffing.

Each recommendation is described in detail and with further context in Section 6.

Section 7 provides a summary list of recommendations and a blueprint for their implementation in an Action Plan format, including each recommendation’s priority, suggested timeframe for implementation, the responsible party/parties, and the anticipated benefits.

Foundational Recommendations

- Recommendation #1:** Adopt the “literal” homeless definition.
- Recommendation #2:** Make a public commitment to end literal homelessness using the “functional zero” understanding.
- Recommendation #3:** Continue supporting the Coalition of Homeless Service Providers (CHSP).
- Recommendation #4:** Respond to homelessness in like manner to a natural disaster.
- Recommendation #5:** Coordinate County departments towards ending homelessness.
- Recommendation #6:** The Board of County Supervisors should sign a data-sharing agreement with the Coalition of Homeless Services Providers.
- Recommendation #7:** Establish Inter-Governmental Agreement on homelessness efforts between the County of Monterey and municipalities.
- Recommendation #8:** Increase coordination with other community organizations.

Recommendation #9: Rewrite zoning and land-use codes to encourage nontraditional housing development.

Recommendation #10: The County should assist in better utilizing mobile health clinic capacity.

Service Delivery Recommendations

Recommendation #11: Respond to calls for service in underserved and unincorporated areas.

Recommendation #12: Participate more meaningfully in coordinated entry and case conferencing.

Recommendation #13: Develop policy elements and response actions related to encampment and unlawful parking.

Recommendation #14: Provide safe camping and parking opportunities.

Recommendation #15: Increase available staffing and capacity for behavioral health assessment and services.

Recommendation #16: Support CHSP in developing a landlord incentive and mitigation fund.

Recommendation #17: Prioritize developing and building supportive housing.

Recommendation #18: Discover additional funding for rapid re-housing (RRH).

Recommendation #19: Develop additional emergency shelter and interim housing to address service gaps and deserts.

Recommendation #20: Continue prioritizing those experiencing homelessness for participation in Enhanced Care Management.

Fiscal Recommendations

Recommendation #21: The Director of Homeless Services should have specific and clearly defined duties, objectives, and performance measures related to the homelessness program.

Recommendation #22: Funding for the Director of Homeless Services capacity, including support staff, should primarily come from the General Fund, with supplementary funding as available.

- Recommendation #23:** Fiscal results of the homelessness program should be reported to County executive management and the Board at least annually.
- Recommendation #24:** Establish regular meeting schedules for the individual directors/managers of the homelessness programs of Monterey County and the City of Salinas to meet with CHSP leaders and discuss issues related to the homelessness programs and funding.
- Recommendation #25:** Consider development of a regional marketing campaign for private donations.
- Recommendation #26:** Consider the creation of a consolidated regional budget controlled by a regional homelessness program governing body that is funded by some or all of the available sources from the respective regional agencies.
- Recommendation #27:** Create a homelessness special revenue fund with its own set of accounts.
- Recommendation #28:** The County should work with additional agencies within the region to develop a centralized, regional homelessness program.
- Recommendation #29:** The five-year Lead Me Home Plan should be expanded or supplemented with estimated costs and potential resources.
- Recommendation #30:** Ensure that the County maximizes applications for appropriate grants and that grant applications are reviewed for alignment with County goals.
- Recommendation #31:** Continue to explore and pursue grants as appropriate.
- Recommendation #32:** Require that all homelessness-related fiscal activity be coordinated with and approved by the Director of Homeless Services.

Staffing Recommendations

- Recommendation #33:** Keep the Director of Homeless Services role in the County Administrative Office.
- Recommendation #34:** Provide Director of Homeless Services with a Management Analyst.
- Recommendation #35:** Create an Ending and Preventing Homelessness Task Force with homelessness-addressing staff from multiple departments.

NEXT STEPS

Citygate appreciates the opportunity to assist the County in this endeavor and believes the recommendations in this report provide strategies to end long-term homelessness in the County, particularly in the categories of overall strategy, regional collaboration, service delivery, funding, and homelessness staffing. Overall, Citygate recommends the following next steps:

- ◆ The Board should review, consider, and adopt Citygate’s report in its entirety.
- ◆ The Board should direct appropriate staff to implement all recommendations presented in this report, as specified in the Action Plan.
- ◆ Staff should provide monthly updates to the Board on the implementation status of this report (see Action Plan for implementation blueprint), and quarterly updates thereafter. Citygate understands the overhead effort and scheduling challenge associated with giving presentations to the Board in session. As such, Citygate suggests brief monthly memos to the Board via the County Administrative Office to reduce the effort required, while still providing frequent updates on implementation progress.

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SECTION 1—INTRODUCTION

ORGANIZATION OF THIS REPORT

Citygate’s report is organized into the following sections:

- Executive Summary** A description of the current situation of homelessness in Monterey County; overall summary of Citygate’s project and key recommendations.
- Section 1** **Introduction:** An introduction to the project, including an overview of the project’s scope and Citygate’s approach.
- Section 2** **Concepts and Definitions:** Summary of homelessness concepts and definitions that will be helpful to provide context and understanding related to the nature of the observations and recommendations offered later in the report.
- Section 3** **Historic and Current Context:** Discussion of the challenge of homelessness and the provision of homeless services. Information is provided regarding the history of homelessness in the United States, unsheltered homelessness in California, the spend-down of federal coronavirus relief and recovery funding, the causes of homelessness, Monterey County population size and jurisdictions, the Coalition of Homeless Service Providers, four capacity needs related to ending homelessness, and other Monterey County related observations.
- Section 4** **Homelessness Responses in Other Counties:** A discussion of implemented strategies to respond to homelessness used by other example counties in different regions of the United States.
- Section 5** **Fiscal Review:** A review of the various funds of the County to outline a fiscal narrative and determine potential sources which could be used to create further capacity for the Director of Homeless Services role.
- Section 6** **Recommendations:** A discussion of Citygate’s recommendations with supporting narrative, including six steps to end long-term homelessness in Monterey County, as well recommendations addressing homelessness service delivery, funding, and homelessness staffing.

Section 7

Strategic Action Plan: A list of recommendations and a blueprint for their implementation are presented in the Action Plan, including each recommendation's priority, suggested timeframe for implementation, the responsible party/parties, and the anticipated benefits.

1.1 PROJECT OVERVIEW

1.1.1 Referral 2021.23

Referral No. 2021.23 was issued by the Board of Supervisors on October 29, 2021, and assigned by the County Administrative Office on November 2, 2021. The purpose of the referral was to create a new management position of Director of Homeless Services. This full-time position would function to increase the County's capacity to develop, coordinate, and implement strategies to address homelessness, including both internal and external coordination. A preliminary analysis report was presented to the Board of Supervisors on December 7, 2021, and a status update was presented on January 25, 2022.²

The preliminary analysis report accepted by the Board of Supervisors had two components. The first was to work with the Human Resources Department to create preliminary job duties for the new position, as well as a class specification and a salary range. The second component was to engage an outside consultant to provide recommendations to the County Administrative Office regarding best organizational placement for this position, coordinating the County's multi-departmental response to homelessness, coordinating efforts with external stakeholders, and advising on potential funding sources for this new position.

1.1.2 Citygate's Pre-Project Understanding

Based upon the Referral and Citygate's initial discussions with County staff prior to the engagement, Citygate entered this engagement understanding the following:

- ◆ Services to the Monterey County homeless population are offered by a number of County departments and other nonprofit and community organizations that constitute an ecosystem of services and support to those experiencing homelessness in the community.
- ◆ The Board of Supervisors desired that the Director of Homeless Services would focus on strategizing to end homelessness in collaboration with various County departments, the Continuum of Care, local cities, school districts, businesses, and homeless services providers in all regions of Monterey County.

² Monterey County Board Report, February 1, 2022 (Legistar File Number: RES 22-026).

- ◆ County Human Resources Department staff were conducting a classification and labor market study with the County’s comparable agencies to recommend a salary range for the Director of Homeless Services.³
- ◆ The County hired Citygate to perform the requested organizational and funding analysis with a stated objective to use Citygate’s recommendations to identify outside funding and to fine tune organizational placement going forward.

1.1.3 Project Objectives

The objective of Citygate’s engagement was to:

- ◆ Identify, evaluate, and recommend funding sources and budget structure for the new Director of Homeless Services position and the “Homeless Services” function.
- ◆ Evaluate and recommend formal and informal organizational alignment, structure, and staffing for the “Homeless Services” function.
- ◆ Evaluate and recommend best practices for collaboration and coordination with various County departments, the Continuum of Care, local cities, school districts, businesses, and other homeless service providers.
- ◆ Identify and recommend organizational best practices, including comparisons with like cities and counties.

1.1.4 Project Scope and Work Plan

Based on our pre-project understanding, and to form the basis for our analysis and recommendations, Citygate researched and gained an understanding of the following factors related to the County:

- ◆ Current strategic plans and budgets addressing and responding to chronic homelessness.
- ◆ Current organizational efforts addressing and responding to chronic homelessness, including behavioral and mental health services; clinical services; code enforcement; housing (emergency, supportive, transitional, and permanent) services; law enforcement and probation; public health policy; and social services.
- ◆ Current homeless services ecosystem, such as health services, housing (emergency, supportive, transitional, and permanent) services, social services, and other supportive services, including the roles of the State of California, Monterey County

³ The Director of Homeless Services was hired during the course of this project and began in mid-July 2022. Citygate reviewed preliminary findings and recommendations with the Director.

cities, Monterey County regional agencies, and local non-governmental organizations.

- ◆ Current legislative efforts regarding homelessness.

Citygate accomplished the project scope through an exhaustive document review, detailed stakeholder interviews, and a comprehensive review of industry best practices and comparable agencies, as reflected in the following tasks.

- ◆ Initiated the project by videoconference with County representatives to finalize the project's scope, objectives, and timeline.
- ◆ Conducted project orientations for select department heads and staff.
- ◆ Requested and reviewed a list of pertinent documentation relating to the County's homeless programs.
- ◆ Conducted stakeholder interviews with appropriate County personnel, including County Supervisors.
- ◆ Conducted stakeholder interviews with appropriate external stakeholders.
- ◆ Identified, evaluated, and recommended funding sources and budget structure for "Homeless Services" function.
- ◆ Reviewed the current organizational structure of the County's homeless programs.
- ◆ Compared the current organizational structure of the County's homeless programs with comparable agencies and best practices.
- ◆ Conducted mid-project reviews by videoconference covering preliminary findings and recommendations.

1.2 **CONTEXT OF THIS STUDY**

From the outset, it is important to note that County employees are working with people experiencing homelessness each day, as are many other governmental and nonprofit organizations. As such, and as with many local areas throughout the United States, a primary goal of this study is not to question current efforts, but instead to seek greater alignment of the work being done, with improved service delivery and results for the County. A second important outcome is to attract additional resources to the cause of ending homelessness; that is, as many resources as are needed to assist each person who is currently living unsheltered, in a vehicle, or in a place otherwise not meant for human habitation, and would like permanent housing, to obtain it. The County hiring a Director of Homeless Services and then complimenting this role with sufficient County-managed

resources will do much to bring greater alignment and attract needed resources to this County-wide effort.

The hiring of the Director of Homeless Services halfway through Citygate’s organizational review created the need for a revised scope of work that, while beneficial, extended the period of time necessary to produce this Final Report. In addition, two of Citygate’s project managers assigned to the study had medical emergencies that required substitution of the project manager role and caused additional delay for report completion. Further, and as mentioned elsewhere in this report, the lack of fiscal understanding regarding what County departments are spending specifically on assisting people that are experiencing homelessness—for instance, the cost of physical and mental health insurance and benefits and expenses incurred on encampment management and clean-up—leaves the County without data that it could use to control costs and motivate more robust action. Additionally, as the discussion of best practices shows, there is no single best way for a county government to respond to the challenge of homelessness. These observations and more in Citygate’s review could lead to this document becoming a seminal and coalescing work for inter-departmental and County-wide work to end homelessness in Monterey County.

Another present opportunity is the inclusion of supportive housing in the 2024–2032 Housing Element, which is part of the County’s General Plan and is currently being put together by the Housing and Community Development Department. The current 2015–2023 Housing Element set goals for developing supportive housing. More supportive housing is an essential need if homelessness in Monterey County is to be ended. As such, keeping supportive housing development as part of the new Housing Element will be essential, and it may increase the resources available to increase the number of units.

1.3 HOW TO READ THIS STUDY

Citygate intends this report to provide a foundation upon which the County can enhance homelessness services by focusing on steps to end long-term homelessness, particularly in the categories of overall strategy, regional collaboration, service delivery, funding, and homelessness staffing. This report is also intended to enhance the information upon which County policymakers base their decisions, offer common understanding of the state of homelessness, and create stakeholder and public urgency for better addressing and ending homelessness in the County. (See “Six Steps to End Long-Term Homelessness in Monterey County” in Section 6.1 for an understanding of the potential catalyzing impact of this report.)

When examining reports such as this, it is common for a reader, especially one with knowledge of an organization’s history, to hold current staff, managers, and leaders responsible for all issues and conditions in the organization that occurred in the past, regardless of whether those current staff, managers, or leaders were with the organization during the period in question.

It is common for an organization’s employees to feel defensive when faced with a report that, to some, may feel overly critical or may contain challenging recommendations. During Citygate’s work in this review, Citygate found, without exception, dedicated and passionate employees whose primary goal was to provide excellent service to the County’s population experiencing homelessness and the regional partners involved in this effort. Citygate recognizes the efforts of County employees and applauds the County for its desire to study current conditions and accept recommendations on how it might improve homelessness services. Nevertheless, the scope of the challenge of homelessness crosses job descriptions, budgets, departments, jurisdictions, industry sectors, and more. To address the crisis successfully—to help as many people as possible to again obtain housing as quickly as possible—will require a shared effort unlike any in which the County has previously engaged.

1.4 LIMITATIONS OF THIS STUDY AND AREAS FOR FURTHER RESEARCH

1.4.1 Homelessness Response: A Community-Wide Endeavor

As with every local area that has people living without permanent housing, responding to homelessness is a community-wide effort in Monterey County. From local businesses to law enforcement, to nonprofit organizations, to County government and the Continuum of Care (CoC), many people interact with those that are living unhoused every day. As such, and given that Citygate’s primary focus was to advise the County on its internal operations, the project’s scope of work did not encompass an exhaustive review of the Monterey County homeless services ecosystem and formulating recommendations for its better functioning overall. Despite this, a larger scope such as this would have been redundant in many respects, given that there is already a five-year plan to end homelessness for at least half of those experiencing it (Lead Me Home) and a performing CoC—Coalition of Homeless Services Providers (CHSP)—that has made significant progress in reducing the number of people experiencing homelessness since 2019.

A challenge and opportunity for this report is to connect the new and improved efforts that are emerging as a result of the Lead Me Home Plan, the Coalition of Homeless Services Providers, and other efforts in which the community is already engaging each day.

1.4.2 Fiscal Documentation

The current process used by the County to collect, process, and report fiscal data is both cumbersome and inconsistent. This resulted in an absence of some of the fiscal data needed by Citygate to thoroughly review the fiscal operations of the County’s Homelessness program. Consequently, Citygate used the information that was provided to conduct its limited fiscal review.

1.5 ABOUT CITYGATE

In business more than 30 years, Citygate Associates, LLC, headquartered in Folsom, California, has conducted over 600 consulting reviews for over 300 government agencies. In addition to significant academic credentials, Citygate’s consulting staff represent many hundreds of years of local government experience.⁴ Citygate is pleased to have served Monterey County for this engagement, as well as for our firm’s initial Review of the Resource Management Agency, followed by our Organizational Review of the Current Cannabis Program.

⁴ www.citygateassociates.com

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SECTION 2—CONCEPTS AND DEFINITIONS

As this is a public document on a topic of significant public interest that will be reviewed by a variety of community members and stakeholders, Citygate has included homelessness concepts and definitions that will be helpful to provide context and understanding related to the nature of the observations and recommendations offered later in the report.

2.1 COLLECTIVE IMPACT

Defined as “the commitment of a group of important actors from different sectors to a common agenda for solving a specific social problem,”⁵ “collective impact” is a method for addressing community challenges (like homelessness) that no one organization can resolve on its own.

Collective impact has five characteristics:

1. Common agenda
2. Mutually reinforcing activities
3. Shared measurement system
4. Continuous communication
5. Backbone organization.

Successfully implemented, collective impact moves communities from merely managing social challenges to solving them. Any complex organization with a singular goal—such as a business corporation (monetary profit) or a school district (high school graduation)—is a form of collective impact in action.

2.2 ENDING HOMELESSNESS AND “FUNCTIONAL ZERO”

Making experiences of homelessness rare, brief, and non-recurring is the ultimate goal of any local area that seeks to end homelessness. Contained within this understanding is the acknowledgment that there will rarely, if ever, be a time at which there is no one person or family in a local community without a home. There will always be homelessness.

“Functional zero,” as it pertains to ending homelessness, is achieved in a local area when the following conditions are met:

⁵ John Kania and Mark Kramer, Stanford Social Innovation Review, 2011.

- ◆ There is a list of all persons that are currently known to be experiencing homelessness.
- ◆ Each of the individuals and families on this list have been offered a suitable housing option, regardless of whether they decide to accept it.
- ◆ Households that find themselves newly and literally homeless can be helped back into housing within 30 days.

There is an important and fundamental difference between ending homelessness with functional zero as a goal and the way homelessness has been addressed historically. In aiming for functional zero, a local area aligns its activities towards ending the challenge of literal homelessness. In historical contrast, standard operating community procedure has been to manage the challenge of homelessness, which helps those impacted to survive the experience but does not end it for large numbers of people.

2.3 ADDRESSING HOMELESSNESS SIMILARLY TO DISASTER RESPONSE

Unfortunately, each year communities throughout the United States experience floods, hurricanes, tornadoes, wildfires, and other forms of natural disaster. The helpful response for impacted households always covers the following four steps:

1. 0 to 72 hours: protect life and property.
2. 72 hours to 2 weeks: provide secure accommodations and needed supplies.
3. 2 weeks to 2 months: connect with federal government benefits and determine if these will be sufficient for recovery.
4. 2 to 24 months: organize, staff, and fund a Long-Term Recovery Committee of dozens of nonprofit and governmental agencies for households that need additional (and sometimes intensive) support to regain stability and full community participation.

For non-disaster situations in local areas, among those that lose their housing and are considered “homeless”:

- ◆ 80 percent have the resources that they need to self-resolve and to regain a home.
- ◆ 10 percent require additional support such as rental assistance or case management to get back into housing.
- ◆ 10 percent need significant and ongoing housing, health, income, and other supports to end their homeless experience.

The first two groups experiencing homelessness are similar to those impacted by a natural disaster in that they can recover with a small amount of assistance, as previously described in steps 1 to 3. The third group is similar to households that need Long-Term Recovery Committee participation to get to what is referred to in natural disaster recovery as their “new normal.”

In both instances, the natural disaster and the experience of homelessness, there is a group of people that are known by name and case who go through the following process:

Outreach → Emergency Shelter → Housing Navigation → Re-housing

This process helps people get back into housing and stability. As such, it is suggested that the method of responding to natural disasters—a process with which many local elected officials, first responders, government and nonprofit employees, and more are already familiar—can also be applied to ending homelessness efforts.

2.4 DEFINITIONS OF HOMELESSNESS

When considering homelessness, there are typically two federal definitions to which conversation participants appeal. The first is found in the Federal Register—Title 24 of the Code of Federal Regulations (CFR) 578.3.⁶ This definition includes four types of homelessness and is generally accepted throughout the homelessness sector.

2.4.1 Definition 1

Category 1

Category 1 defines literal homelessness as “An individual or family who lacks a fixed, regular, and adequate nighttime residence,” meaning:

- i. Has a primary nighttime residence that is a public or private place not meant for human habitation; or
- ii. Is living in a publicly or privately operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state, and local government programs); or
- iii. Is exiting an institution where (s)he/they has resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution.”

⁶ <https://www.hudexchange.info/homelessness-assistance/coc-esg-virtual-binders/coc-esg-homeless-eligibility/four-categories/>

Category 2

Category 2 describes people who are at imminent risk of homelessness as an individual or family who will imminently lose their primary residence, provided that:

- i. Residence will be lost within 14 days of the date of application for homeless assistance;
- ii. No subsequent residence can be identified; and
- iii. The individual or family lacks the resources or support networks needed to obtain other permanent housing.

Category 3

Category 3 references those who are experiencing homelessness under other federal statutes (i.e., McKinney-Vento).

Category 4

Category 4 describes an individual or family who is:

- i. Fleeing, or is attempting to flee, domestic violence;
- ii. Has no other residence; and
- iii. Lacks the resources or support networks to obtain other permanent housing.

In this definition, “domestic violence” includes dating violence, sexual assault, stalking, and other dangerous or life-threatening conditions (including human trafficking) that relate to violence against the individual or family member that either take place in or make him/her/them afraid to return to, their primary nighttime residence.

2.4.2 Definition 2

The second definition comes from the McKinney-Vento Homeless Assistance Act⁷ and defines homelessness for children and youths as “Individuals who lack a fixed, regular, and adequate nighttime residence,” including:

- i. Children and youths who are sharing the housing of other persons due to loss of housing, economic hardship, or a similar reason; are living in motels, hotels, trailer parks, or camping grounds due to the lack of alternative adequate accommodations; are living in emergency or transitional shelters; or are abandoned in hospitals;

⁷ <https://nche.ed.gov/mckinney-vento-definition/>

- ii. Children and youths who have a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings;
- iii. Children and youths who are living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations, or similar settings; and
- iv. Migratory children who qualify as homeless for the purposes of this subtitle because the children are living in circumstances described in clauses (i) through (iii).”

2.4.3 Comparing Definitions

The primary difference between these two definitions is that—for U.S. Department of Housing and Urban Development (HUD) use of funding purposes—24 CFR 578.3 secondarily includes individuals and families that are living together, or “doubled-up,” in suitable housing because of economic necessity, whereas for the McKinney-Vento definition, “doubled-up” households are the first population of concern. As such, use of McKinney-Vento by definition includes households in a wider variety of circumstances for programming and distribution of resources.

For the purposes of the County in pursuing measurable goals based on common understanding, this report is focusing on **Category 1** of the 24 CFR 578.3 definition.

2.5 HOUSING FIRST

“Housing First” is the commonsense idea that people have greater life success with the stability and support of housing. Outcomes such as obtaining and keeping employment, responding positively to addiction treatment, improving physical and mental health, and re-connecting with family and friends increase through having a place to live. In Housing First practice, those experiencing homelessness are helped to move back into housing as quickly as possible and, as such, the harms of living unsheltered are ended. Housing First can be compared with “Housing Ready” programs that require participants to already have employment or income, be in addiction treatment or medical care, etc. before qualifying for housing. It is also important to note that Housing First is not housing only; success in Housing First is nearly always accompanied by a mix of supportive services, the scope of which the resident and a case manager determine together. Numerous studies have shown that helping people with Housing First is no more expensive, and can be even less expensive, than an experience of homelessness being allowed to continue.⁸

⁸ See: <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4679128/> and https://www.coloradocoalition.org/sites/default/files/2017-11/HousingFirstWorks_FNL.pdf

2.6 THE COST OF MANAGING HOMELESSNESS

While the cost of ending homelessness for individuals and families through practices like Housing First is known, more difficult to determine is the cost of managing the challenge of homelessness, including the cost of emergency shelter and other homeless services, encampment abatement, fire and police response, less effectual physical and mental health treatment, jail time, and more. Recently, Colorado’s Common Sense Institute in “The Economic Footprint of Homelessness in Metro Denver” calculated the annual cost of managing homelessness in Denver, which has approximately 5,000 people experiencing sheltered and unsheltered homelessness. The Common Sense Institute estimated the cost at around \$500 million per year, or \$100,000 per person that is experiencing homelessness per year.

2.7 CONTINUUM OF CARE

Established in the 1990s through the McKinney-Vento Homeless Assistance Act during the Clinton administration and reauthorized by the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act under President Obama, the CoC network for addressing and ending homelessness includes every county in the United States.

Resourced and managed by HUD, each CoC for its defined area:

- ◆ Sets strategy for ending homelessness.
- ◆ Oversees and resources homelessness services.
- ◆ Runs a coordinated entry system.
- ◆ Manages a Homeless Management Information System (HMIS) database of those experiencing homelessness.

There are over 300 CoCs in the United States, with 44 in California.

2.8 COORDINATED ENTRY

Coordinated entry is the process by which local homeless services providers and their close partners organize themselves to work together to help those experiencing homelessness get back into housing as quickly as possible and remain housed. As taught by the nationally focused Community Solutions consulting organization, coordinated entry contains three sequential elements: Assess, Assist, and Assign.

1. **Assess:** This phase includes outreach for discovering those who are experiencing homelessness, administering a common assessment tool that is used by each member of the coordinated entry system and determines participant vulnerability, entering the results into a locally shared database, and through this, including the

participant by-name on a list of those experiencing homelessness. The list is ordered by the vulnerability of list members, with higher scoring members being more vulnerable to death if they continue living unsheltered.

2. **Assist:** While building relationships between participants and service providers, the primary goals of this phase are to help those living unsheltered to survive their experience while getting the resources needed to regain housing. Activities can and do include provision of basic necessities such as shower, laundry, transportation, encampment support, safe sleeping and safe parking locations, emergency shelter, physical and mental health assessment, providing convenient access to health care, support in connecting with employment and income, and more. During the Assist phase, a case manager or resource navigator works with the participant to find a housing resource, a new place to move into, and to overcome any barriers to housing.
3. **Assign:** In time, participants receive a housing resource and move into a new home. The two primary forms of housing assistance are rapid re-housing (RRH) and supportive housing. RRH entails 3 to 24 months of rental assistance with case management, most often utilizing a market-rate apartment. While the first few months may include full payment of rent, the subsidy declines as a source of ongoing income becomes available. Supportive housing is an ongoing rental subsidy like a housing voucher combined with supportive case management. RRH is often used for people that score lower for vulnerability in the Assess phase whereas supportive housing is for those who are more vulnerable and who often are deemed chronically homeless.

While the author’s language is different than that used here, The New York Times’ article “How Houston Moved 25,000 People From the Streets Into Homes of Their Own” by Michael Kimmelman with Lucy Tompkins provides a helpful description of coordinated entry and its results.⁹

2.9 POINT-IN-TIME COUNT AND HOUSING INVENTORY COUNT

Since 2005, HUD has required CoCs to conduct an annual Point-in-Time (PIT) Count of people experiencing sheltered and unsheltered homelessness and a Housing Inventory Count (HIC) of the number of beds and units that can serve / are serving the population. The PIT and HIC occur each year on a single night within the last 10 days of January. The sheltered PIT and HIC happen each year whereas the unsheltered PIT Count is conducted every two years. Local CoCs plan for,

⁹ <https://www.nytimes.com/2022/06/14/headway/houston-homeless-people.html>

coordinate, and carry out the counts. HIC beds and units include emergency shelter, transitional housing, RRH, safe haven, and supportive housing.

2.10 HARM REDUCTION

The practice of harm reduction acknowledges that people—whether housed or unhoused—behave in ways that are harmful to themselves, including the misuse of substances. It then provides methods and motivations for reducing harm. As defined by Psychology Today, “Harm reduction is an approach to treating those with alcohol and other substance-use problems that does not require patients to commit to complete abstinence before treatment begins. Instead, an array of practical strategies are deployed to reduce the negative health and social consequences of substance use, and psychotherapy aims to change behavior according to the goals of each patient, whether that means moderation of use or complete abstinence.”¹⁰

2.11 HOMELESSNESS AS TRAUMA

While an experience of trauma can make it more likely that a person will experience homelessness, it is important to understand that homelessness itself is a form of trauma and a social determinant of health. Living without security, or (often) without sufficient food and shelter resources, is psychologically and often physically damaging. Studies show that people with extensive experiences of homelessness have lifespans 20–30 years shorter than those of housed persons.¹¹ Limiting trauma and its long-term consequences is a primary motivation for helping those experiencing homelessness to re-enter housing as quickly as possible.

2.12 HOUSING AND CONSUMER CHOICE

As with anyone else, a person who is experiencing homelessness has needs and wants when it comes to food, clothing, and other consumer items. This is also the case with housing. Providing housing opportunities which meet the requirements and preferences of the person seeking a home helps to ensure a more pleasing housing experience and makes it more likely that housing status will be maintained.

2.13 INCORPORATING LIVED EXPERIENCE

Related to consumer choice, listening to and acting upon the lived experience of those experiencing homelessness brings about increased program participation and improved client outcomes. Similar to the customer feedback sought by businesses, opportunities can be created for program

¹⁰ <https://www.psychologytoday.com/us/basics/harm-reduction>

¹¹ <https://nhchc.org/wp-content/uploads/2020/12/Section-1-Toolkit.pdf>

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participants to provide verbal and written comments for program improvement and to increase a feeling of ownership for all involved.

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SECTION 3—HISTORIC AND CURRENT CONTEXT

The challenge of homelessness and the provision of homeless services is a complex issue that extends beyond this project’s scope of work and the control of Monterey County. To provide context for this report, several key considerations are included. This context is also offered given the increased attention and urgency that this challenge is facing on a local, state, and national level. For example, the local CoC, the United States Interagency Council on Homelessness (USICH), and the California Interagency Council on Homelessness (Cal ICH) have all released plans to address the crisis. At minimum, all three plans emphasize the need for increased collaboration and community-wide performance.

3.1 THE HISTORY OF HOMELESSNESS IN THE UNITED STATES

For most of its history, homelessness has not been a significant challenge in the United States. Beginning in the 1980s, trends converged to increase the size of the population experiencing homelessness, which is presently estimated to be close to 600,000 people on any given night.

3.1.1 Decrease in Federal Subsidy of Affordable Housing Development

Beginning in the 1970s, the federal government, which is the largest source of subsidy funding for making housing more affordable, moved from developing and owning housing through local housing authorities to a subsidy model based more on housing vouchers and the Low-Income Housing Tax Credit financing system. While vouchers do allow households to acquire and keep housing, their value varies according to local housing markets. In less expensive markets, vouchers can be readily used, while in more expensive markets, they are not as easily applied as there is a maximum voucher dollar value that does not accommodate the costliest rental settings. Additionally, the annual value of Low-Income Housing Tax Credits that is available to local government and nonprofit organizations for developing and owning permanently affordable housing pales in comparison to the annual development budget of its successor programs.

3.1.2 Revitalization of Downtowns and the Loss of Single-Room Occupancy Units

Along with city centers and their surrounding neighborhoods becoming more appealing to live in came the re-development of single-room occupancy rental units—many into small ownership condominiums. As a consequence, over time, this deeply affordable segment of the housing market has markedly decreased in size.

3.1.3 Deinstitutionalization of Behavioral Health Treatment

Due to the move towards a community-based treatment strategy that was reinforced by federal and state funding cuts from the time of the John F. Kennedy administration on, those with behavioral health challenges have been largely deinstitutionalized in favor of private dwellings. While some

subsidy and support were provided, for many it was not enough, and patients losing housing was a natural consequence. It is estimated that 25 percent or more of those experiencing literal homelessness do or could have a behavioral health diagnosis.

3.1.4 “Housing Ready” and “Housing First”

Historically, in the United States, those who experience homelessness have been required to be “Housing Ready” before they are helped to get back into permanent housing. In practice, this means that any deficit that has been identified and is perceived to be the initial cause of homelessness, or is perceived to be a factor that will lead to a person again losing housing, must first be substantially addressed before re-housing—including challenges such as addiction, lack of income, a behavioral health condition, etc. With the Housing Ready method, a person continues to live unsheltered or in a shelter in the meantime as such factors are addressed.

In contrast, beginning in the early 1990s, the New York City-based Pathways to Housing began developing what is now known as “Housing First,” working on the premise that people have greater life outcomes when they have the stability and support of housing. In Housing First practice, those experiencing homelessness are helped back into housing as quickly as possible and, as such, the harms that living unsheltered brings are ended. Once a person is again comfortable with living indoors, supportive services are added to the treatment plan. While every person is unique, it has been shown that Housing First program participants have increased success at gaining and maintaining employment, accessing physical and mental health services, achieving sobriety, and reaching other personal goals compared to those in programs that are considered Housing Ready.

Similar explanations of the historical causes of homelessness in the United States are available in the following books (in addition to other publications):

- ◆ *In the Midst of Plenty: Homelessness and What to Do About It*
by Marybeth Shinn and Jill Khadduri (Wiley-Blackwell Publishing, 2020)
- ◆ *San Fransicko: Why Progressives Ruin Cities*
by Michael Shellenberger (HarperCollins Publishers, 2021)

3.1.5 Unsheltered Homelessness in California

The size of the homeless population in major U.S. cities can be considerable. In 2019, New York City had nearly 79,000 people living homeless, and Los Angeles had just over 56,000. A significant difference is that over 95 percent of those experiencing homelessness in New York City are staying indoors at an emergency shelter whereas only 28 percent of those in California are

experiencing homelessness while in a shelter. This results in the challenge of homelessness in Los Angeles and many other California jurisdictions being much more visible.¹²

3.1.6 Spend-Down of Federal Coronavirus Relief and Recovery Funding

A significant amount of federal funding was provided for addressing and ending homelessness as part of the federal legislation responding to the COVID-19 pandemic, these being the Coronavirus Aid, Relief, and Economic Security Act of 2020 (CARES) and the American Rescue Plan Act of 2021 (ARPA). The lives of many of our most vulnerable community members were protected by this funding and many people regained housing. While ARPA funds can be spent through the end of 2026, it is expected that this significant source of resources will be mostly exhausted by the end of 2023.

3.2 THE CAUSES OF HOMELESSNESS

The loss of housing is quite often thought to be the consequence of an individual's choices or condition, be it a shortsighted mistake, the impact of domestic violence, job loss, disability, addiction, behavioral health challenge, an older adult living on a fixed income, etc. Increasingly, the case is being made that while these can lead to a person experiencing homelessness, *the local housing market is a more determinative cause*. One study suggests that the primary factors are (1) the absolute cost of rent levels and (2) rental market vacancy rates.¹³

If this assessment is accurate, then homelessness is bound to be more prominent in the coastal areas of California, including Monterey County. For example, a 2021 housing market analysis shows that for every 100 "Extremely Low-Income" (ELI) households, the County only has 16 affordable units available. For every 100 "Very Low-Income" (VLI) households, there are only 28 units available. With this new understanding, the lack of right-priced housing puts residents at greater risk of homelessness than personal choices or circumstances (other than lack of sufficient income).¹⁴

3.3 MONTEREY COUNTY POPULATION AND JURISDICTIONS

With an estimated population of 433,716 as of 2022, Monterey County has 12 municipalities and 23 unincorporated populated areas. In 2022, the five largest municipalities were Salinas (159,932),

¹² www.citymayors.com/society/usa-cities-homelessness.html

¹³ Homelessness is a Housing Problem, Colburn and Aldern, 2022.

¹⁴ <https://chsp.org/wp-content/uploads/2021/12/Final-Monterey-Housing-Market-Analysis.pdf>

Seaside (32,068), Monterey (28,082), Soledad (26,308), and Marina (21,457). The County has 24 school districts, and 77,923 students were enrolled during the 2020–2021 school year.¹⁵

3.3.1 Population Experiencing Homelessness

The following table shows the number of people experiencing sheltered and unsheltered homelessness in Monterey County according to recent Point-in-Time (PIT) Count surveys conducted by the local CoC.

Table 2—Monterey County Population Experiencing Homelessness

Type of Homelessness	2017	2019	2022
Unsheltered	2,113	1,830	1,357
Sheltered	724	592	690
Total	2,837	2,422	2,047

These PIT surveys use the above-mentioned HUD literal homelessness definition. The decrease from 2017 to 2022 is 35 percent in unsheltered homelessness and 28 percent in overall homelessness in Monterey County. This decrease can be considered evidence that the local CoC is ably resourcing and coordinating with partner organizations, including Monterey County departments, to reduce the number of literally homeless individuals and families. Even so, the rate of 432 per 100,000 people experiencing homelessness in Monterey County is comparable to the same measure in Los Angeles, New York City, and other larger metropolitan areas. Also of note, 154 veterans were experiencing homelessness as of the 2022 PIT survey.

The following table shows the areas in the County with the most people experiencing homelessness according to the 2022 PIT.

¹⁵ State of California Department of Finance E-4 Population Estimates, www.co.monterey.ca.us, www.montereycoe.org.

Table 3—Monterey County Homelessness by City/Area

City/Area	Unsheltered	Sheltered	Total
Salinas	777	288	1,065
Marina	81	275	356
Unincorporated County	268	38	306
Seaside	90	62	152
Monterey	74	27	101
Total	1,290	690	1,980

These five jurisdictions accounted for 95 percent of unsheltered, 100 percent of sheltered, and 97 percent of overall individuals and families who were experiencing homelessness in Monterey County on the night of the 2022 PIT. While the Monterey County Board of Supervisors is solely responsible for the unincorporated parts of the County, where people experiencing homelessness do reside, three of the five Supervisors also represent one or more of Marina, Monterey, Salinas, and Seaside, making homelessness in these cities part of their concern.¹⁶

Using the above-mentioned McKinney-Vento definition, 9,974 students in Monterey County school districts were experiencing doubled-up or literal homelessness at some time during the 2020-2021 school year. This is 13 percent of all school enrollment and can include unaccompanied youth.¹⁷

3.3.2 Coalition of Homeless Service Providers

Each of the over 300 CoCs throughout the United States has a legal entity that manages its operations, known as the Collaborative Applicant. For the Monterey County region, which includes San Benito County, this organization is the Coalition of Homeless Services Providers (CHSP). As such, CHSP is the backbone organization for the community-wide effort to end and prevent homelessness in Monterey and San Benito counties. With this in mind, the following five collective impact characteristics could be described as:

1. **Common agenda:** To end and prevent homelessness.
2. **Mutually-reinforcing activities:** CHSP members and non-members, including homeless services providers, physical and behavioral health care, County and municipal government, law enforcement, fire department, etc.

¹⁶ <https://chsp.org/wp-content/uploads/2022/07/2022montereyfinalV2.pdf>

¹⁷ <https://www.montereycoe.org/divisions-services/homeless>

3. **Shared measurement system:** Annual Point-in-Time Count and coordinated entry by-name list.
4. **Continuous communication:** Meetings of CHSP Leadership Council, coordinated entry case conferencing, multiple working committees, email and social media communications, organizational website, etc.
5. **Backbone organization:** The Coalition of Homeless Services Providers.

CHSP currently has 21 member organizations—including nonprofit organizations, municipalities, County government, health care providers, agencies of government—and is connected with every known provider of homeless services in the two-county region, as listed in the “Monterey County Homeless Services Resource Guide” (available online). Monterey County presently has four seats on the CHSP Leadership Council appointed by charter (Category 1), which is the organization’s governing board. Current Monterey County members include Luis Alejo of the Board of Supervisors (Chair), Elsa Jimenez with the Monterey County Health Department, Lori Medina of the Monterey County Department of Social Services, and Roxanne Wilson, the Monterey County Homeless Services Director.¹⁸

CHSP provides strategic, resourcing, coordinating, and data collecting and managing services for Monterey and San Benito counties. Related to this and as part of being the Collaborative Applicant, CoCs evaluate their coordinating and data functions. Performed by the Middlebury Institute of International Studies at Monterey, “The Coalition of Homeless Services Providers: 2022 Coordinated Entry System Evaluation” found that, overall, CHSP is performing satisfactorily or better in managing its coordinated entry system and the Homelessness Management Information System (HMIS), which is the database used to know who is experiencing homelessness and what services they are receiving.

3.3.3 Lead Me Home Five-Year Plan

In its CoC strategy role, the CHSP recently published the “Lead Me Home Plan Update: Five-Year Plan to Reduce Homelessness in Monterey and San Benito Counties,” which is an update to a previous ten-year plan. Finalized during the COVID-19 pandemic, the new Lead Me Home strategy spans the period from July 2021 to June 2026. Plan development was facilitated by the consulting firm Focus Strategies, which is based in California.

The primary measurable goal for Lead Me Home is to decrease overall homelessness in Monterey and San Benito counties by 50 percent over the period of the plan.

The three following overarching strategies are taken directly from the plan:

¹⁸ www.chsp.org/continuum-of-care/leadership-council

1. **Increase Participation in Homelessness Solutions by Leaders and Key Stakeholders from Across the Region.** The community will embrace a regionwide vision for reducing homelessness that is informed by data and equity considerations, improve coordination across jurisdictions, and engage all stakeholders in being part of the solution to homelessness.
2. **Improve the Performance of the Homelessness Response System.** Homelessness response system leadership and key stakeholders will design and implement a system that is highly effective at providing housing pathways for people experiencing homelessness, establish targets and measure progress towards program and system goals, and strategically expand housing and services inventory.
3. **Expand Service-Oriented Responses to Unsheltered Homelessness.** Political leadership, funders, providers, and other stakeholders will be responsive to feedback from people experiencing homelessness about their needs and goals, with a focus on increasing the services available to address the immediate health and safety needs of people who are unsheltered.

Since the role of a CoC in regional homelessness services efforts is to set strategy, oversee and resource direct service providers, run coordinated entry, and manage data, these strategies seem appropriate as long as they are combined with an organization that itself has a posture of self-improvement and is using data to measure results. For instance, HUD’s challenge to local areas is to provide a homelessness response system that on average permanently re-houses newly homeless individuals and families within 30 days of losing housing. Very few local areas have been able to achieve this goal, including Monterey County. According to data on the Coalition of Homelessness Services Providers website,¹⁹ so far for the July 1, 2022, to June 2023 period, a household stays in emergency shelter for 65 nights on average before moving into permanent housing (30 percent), going to a temporary destination (8 percent), returning to homelessness (56 percent), or going to another destination (8 percent). While 65 nights seems far from the 30-day goal, five and 10 years ago the number of nights of emergency shelter was quite likely higher, and housing outcomes were worse before CHSP aligned local organizations through establishing and managing coordinated entry.

The Lead Me Home plan also notes “significant differences between the racial and ethnic composition of the total County population compared to the population of people experiencing homelessness.” For instance, while only three percent of overall County population, 25 percent of those included in the 2019 PIT and as such experiencing homelessness were African American. CHSP ensuring that the homelessness services system is equally available to people of all races,

¹⁹ www.chsp.org/lead-me-home-plan-dashboard

ethnicities, genders and gender identities, etc., is consistent with state and federal priorities, as well as growing public awareness and interest in social equity in the delivery of public services.

Presumably—given CHSP’s vision and performance and the extent of community-wide participation in plan development—rather than developing their own plans to end and prevent homelessness, King City, Monterey County, the City of Salinas, the City of Soledad, and San Benito County have also by resolution adopted the Lead Me Home plan as their plan. While this can lead to greater alignment and coordination of effort, one resulting challenge could be that each governmental entity may require a sizable amount of assistance in identifying ways to make its necessary contribution.

3.4 ENDING HOMELESSNESS – FOUR CAPACITY NEEDS

While each local area is unique, most often, additional community-wide capacity is needed in four areas if homelessness is to be ended:

1. **Outreach for ending and preventing homelessness.** While outreach does occur, often it is done heroically by under-resourced individuals and organizations, in an uncoordinated fashion, and lacks sufficient geographic coverage.
2. **Behavioral health assessment and treatment.** People experiencing homelessness face obstacles that most housed individuals do not, including the capacity to stay organized and keep scheduled appointments. This presents a challenge for behavioral health assessment and treatment, which is often place-based and by appointment. Additionally, it is more difficult to keep to a medicinal regimen when experiencing unsheltered homelessness.
3. **Case management.** Each person’s situation is unique. Those experiencing chronic homelessness often face numerous barriers to getting back into housing, including obtaining identification, extensive trauma, legal history, lack of income, and more. While resources are available to overcome these barriers, accessing them all is difficult to impossible for those in the most challenging circumstances. Connecting these individuals and families with person-centered, supportive case management is often the only viable path forward.
4. **Housing opportunities.** Homelessness is a housing problem. A lack of affordable and fitting housing opportunities makes homelessness more likely and keeps people from getting back into housing. More housing opportunities for people facing differing circumstances are needed to end homelessness in a local area.

3.5 OTHER OBSERVATIONS

Interviews with County staff and officials and other research brought about these general observations:

- ◆ While Housing First is a key practice for ending the experience of homelessness for families and individuals, it is not the best model for everyone. For instance, a behavioral health provider who is involved in encampment outreach noted that only about 70 percent of people that they work with are ready to move back into housing. Others suggested this number to be closer to 80 percent. In either case, some people need the structure and community of close relationships to succeed, which means the best housing option is to move in with friends or family, and thus some offers of housing will be rejected. Each person and case is unique and requires individualized strategies for ending their homelessness; implementing one-size-fits-all approaches increases the amount of time that people experience homelessness.
- ◆ The County generally has four regions with varying levels of outreach and assistance available for those experiencing homelessness:
 - North County (Castroville to Santa Cruz County border) – Resources are lacking.
 - Salinas – Extensive outreach, sheltering, and housing services are available.
 - Peninsula/Coast (Marina, Monterey, Big Sur, etc.) – Services are sufficient in some of these municipalities; however, there is only one program that serves unaccompanied men.
 - South County (Gonzales to King City) – Resources are lacking.
- ◆ The County and City of Salinas successfully co-founded the SHARE Center together. Partnerships with other municipalities could result in similar successes.
- ◆ Interviews conducted with the Monterey County Board of Supervisors elected officials were generally supportive of the ending homelessness effort, show an understanding and overall acceptance of homelessness best practices, note that there could be better coordination between County departments on who is doing what on homelessness, and that County government-level capacity is needed. There was also an overall sentiment that there is not currently funding available to build up a significant homelessness services division with general fund dollars.
- ◆ Funding for true capacity building, beyond the administration portion of a grant or direct service program, is difficult to acquire. For instance, HUD provides a small

portion of the funding that is needed to run a CoC. For Monterey and San Benito counties, this amounts to only \$80,000 per year for an over \$5,000,000 annual budget. Other funding sources—such as private donations, CoC member dues, community foundation or United Way support, local and state government, etc.—need to be cultivated for CoCs and their capacity to coordinate homelessness services in a local area.

- ◆ While the Housing and Community Development Department staff does manage resources like the federal Community Development Block Grant program that can be used to address homelessness, the amount of annual funding is meager (around \$1.35 million), and the funds cannot be used in cities such as Salinas that are also federal entitlement entities.
- ◆ The Department of Social Services manages most of the federal and state programs that provide resources to people experiencing homelessness and extreme housing instability (see March 2021 interview). How can these assets best align with the goals that the Director of Homeless Services is setting?
- ◆ Largely focused on those with psychiatric disabilities, it seems that a substantial part of what the Health Department does for people experiencing homelessness is through subcontract with Interim, Inc., which is based in the City of Monterey, with programs in Marina, Salinas, and other locations. Programs include outreach, assertive community treatment, support while in emergency shelter, transitional residential treatment for those with a co-occurring behavioral health and substance use treatment need, and supportive housing.
- ◆ Clinica de Salud del Valle de Salinas manages the federal grant to provide a mobile health clinic for people that are experiencing homelessness. Most of this occurs in Salinas. Clinic staff noted that they have under-used clinic capacity and are eager to speak with the Director of Homeless Services about it.

SECTION 4—HOMELESSNESS RESPONSES IN OTHER COUNTIES

Significant numbers of community members experiencing homelessness is a challenge faced by jurisdictions throughout the United States. Presented in this section are examples of initiatives and actions taken by other counties in different regions, with each representing an opportunity for further inquiry. The “Population Experiencing Homelessness” measure is the number of people experiencing sheltered and unsheltered homelessness according to each county’s 2022 PIT count.

In California and other states, it is quite often municipalities (and not county governments) that take ownership of the challenge of homelessness in local areas. As such, the following are notable examples of what can occur when counties are involved in solutions to homelessness along with their cities and towns.

4.1 ADAMS COUNTY, COLORADO

Population: 522,140

Population Experiencing Homelessness: 473

Action(s) Taken: Provide Outreach and Fill Services Gaps

Located within the Department of Community Safety and Well-Being, the Poverty Reduction staff provide County-wide outreach and help meet needed services gaps. The 11 staff members and their activities include:

- ◆ One coordinator who oversees the area of work.
- ◆ Two outreach staff with unincorporated areas as their main focus and the permission to join municipality outreach staff in incorporated areas for back-up and safety.
- ◆ One homelessness coordinator who works on ending and preventing homelessness efforts.
- ◆ One general projects coordinator for coordinating mobile mental health provision and domestic violence response and prevention work.
- ◆ One race equity coordinator that helps bring about greater equity in a minority majority county.
- ◆ One neighborhood liaison that helps neighborhoods organize and build capacity.
- ◆ Four AmeriCorps VISTA members working in the areas of food security, homelessness, and lived experience.

With Poverty Reduction taking the lead, Adams County government and its nine municipalities have co-signed a memorandum of understanding that commits them all to ending and preventing

homelessness. One provision requires each to have at least one staff person with homelessness work as part of their portfolio; this includes jurisdictions of all sizes, from City of Thornton (2021 population: 142,610) to Town of Bennett (2021 population: 3,295). Poverty Reduction helps the community better understand the causes of homelessness and the best ways to respond to it and serves as a local data warehouse for Homeless Management Information System information.²⁰

4.2 BERGEN COUNTY, NEW JERSEY

Population: 953,819

Population Experiencing Homelessness: 306

Action(s) Taken: Offer a Housing Navigation Center

An integral part of Bergen County becoming the first U.S. county to experience an end to chronic homelessness, the Housing, Health and Human Services Center serves individuals experiencing homelessness, individuals and families who are housing unstable, and others needing connection to community services. Located in Hackensack, the center has year-round emergency shelter for 90 people and cold weather shelter for 15 more. All meals are provided for shelter guests while lunch and dinner are offered to any community members that are at-risk of losing housing.

With existing landlord and real estate agent relationships, re-housing efforts begin shortly after guest assessment. Case managers continue providing services coordination and support after clients get back into housing. Lead agencies include Bergen County Department of Human Services, Bergen County Division of Community Development, and Housing Authority of Bergen County. Numerous additional partners provide other health and human services to homeless and precariously housed guests, be it onsite or through referral.²¹

4.3 DENVER COUNTY, COLORADO

Population: 711,463

Population Experiencing Homelessness: 4,798

Action(s) Taken: Develop Supportive Housing Financed by a Social Impact Bond

According to PD&R Edge, an online magazine provided by HUD's Office of Policy Development and Research, "In 2016, Denver, Colorado, launched a supportive housing program with comprehensive wraparound services intended to help stabilize individuals experiencing chronic homelessness and frequent incarceration. The program, called the Supportive Housing Social Impact Bond Initiative (Denver SIB), ran for five years and used \$8.6 million in startup funds furnished by private and philanthropic investors. This innovative funding contract was an iteration

²⁰ Further information at www.adcogov.org/poverty-reduction.

²¹ [Listen to a 10-minute interview with the director](http://www.co.bergen.nj.us/housing-health-and-human-services-center/about-housing-health-human-services-center) and learn more at www.co.bergen.nj.us/housing-health-and-human-services-center/about-housing-health-human-services-center

of the Pay for Success financing model, requiring no upfront public funds and obligating no repayment if the program failed to deliver results. Instead, the City of Denver issued periodic repayments to the investors based on how well the Denver SIB performed using two primary measures of success: the amount of time that clients remained in permanent housing and the number of days that clients spent incarcerated. To track the program’s progress toward meeting its goals, the nonprofit Urban Institute (UI) closely monitored the Denver SIB, which ultimately proved so successful that the city paid back its investors in full, plus \$1 million.”²²

4.4 SANTA BARBARA COUNTY, CALIFORNIA

Population: 446,475

Population Experiencing Homelessness: 1,962

Action(s) Taken: Manage the Continuum of Care

Santa Barbara County is the Collaborative Applicant for the Santa Maria/Santa Barbara County CoC. Management of the CoC is located in the Community Services Department Housing and Community Development Division. Santa Barbara County-employed staff are responsible for the strategy development, resourcing, coordinated entry, and data management activities of homelessness efforts in Santa Barbara and Santa Maria counties.

4.5 SEDGWICK COUNTY, KANSAS

Population: 523,828

Population Experiencing Homelessness: 690

Action(s) Taken: Run a Housing First Program

Part of COMCARE, which is Sedgwick County’s behavioral health department, the Wichita-Sedgwick County Housing First Program connects chronically homeless clients with voucher-subsidized housing followed by mainstream supportive services. The effort is supplemented by homeless outreach efforts, behavioral health assessment, case management, and other activities, creating a continuum of services within the department. As with other Housing First programs, the Sedgwick County iteration provides residents with a stable environment and increases the likelihood that physical, behavioral health, addiction treatment services, and other interventions will prove successful. As with other housing voucher programs, residents pay 30 percent of their income on rent.²³

²² Full article: www.huduser.gov/portal/pdredge/pdr-edge-trending-101221.html.

²³ www.sedgwickcounty.org/comcare/homelessness/wichita-sedgwick-county-housing-first-program

4.6 TRAVIS COUNTY, TEXAS

Population: 1,305,154

Population Experiencing Homelessness: 3,247

Action(s) Taken: Support a Non-Traditional Housing Development

Opened in 2015 with 225 units, the Mobile Loaves & Fishes Community First! Village is located in an unincorporated area of Travis County adjacent to Austin city limits, close enough to connect to municipal electric, sewer, and water. Currently describing itself as a “51-acre master planned community providing affordable, permanent housing and a supportive community for men and women coming out of chronic homelessness” with housing for nearly 400 residents, Community First! Village recently broke ground on 76 more acres which, when built out, will provide homes for as many as 1,400 formerly homeless neighbors.

Currently comprised of tiny homes, micro homes, and RVs, residents share kitchens, laundry facilities, bathrooms, meeting rooms, and other common spaces. Amongst gardens, trails, and other amenities, “missional” families also live at Community First! Village, providing support and connection to the regional economy and culture.

The project partners with the nonprofit ECHO, which serves as the Collaborative Applicant for the Travis County CoC. Prospective residents are assessed by an agency other than Mobile Loaves & Fishes using the coordinated entry common assessment tool to determine chronic homeless status and vulnerability and to get on the by-name list. When a unit comes available for a list member, they then tour the campus to see if it is a good fit. If so, an application is completed and on-boarding as a leaseholder begins.

Residents pay a portion of their income on rent and utilities, in the neighborhood of \$400 per month. Veterans’ benefits, disability, or social security are provided to 70–80 percent of community members. As a Housing First-connected program and practitioner of harm reduction, Community First! Village does not require abstinence from alcohol and drugs. Nevertheless, it is assumed that, with greater residential stability and addiction treatment, substance abuse will decrease over time.

The origins of Community First! Village benefitted from Texas land use authority, which does not allow for zoning restrictions outside of municipal boundaries. With the first 225 units built through private donations and the philanthropic efforts of local builders, City of Austin is providing \$4 million in fee waivers, Travis County is committing \$50 million of its American Rescue Plan Act funds, and the Michael and Susan Dell Foundation is giving \$36.6 million to the next development phases, which will cost \$150 million total.²⁴

²⁴ Learn more at www.mlf.org/community-first and www.nextcity.org/urbanist-news/in-austin-a-village-of-tiny-homes-makes-a-big-impact.

SECTION 5—FISCAL REVIEW

Citygate reviewed the various funds of Monterey County to outline a fiscal narrative and determine potential sources which could be used to create further capacity for the Director of Homeless Services position.

5.1 HIGH-LEVEL OVERVIEW OF GENERAL FUND ACTIVITY

The fiscal year (FY) 2023 Monterey County General Fund budget totaled approximately \$851.3 million. This represents an increase over the prior year of approximately \$88.2 million or 11.6 percent. Estimated resources identified to address the estimated budget consist of approximately \$793.4 million in revenues and approximately \$57.9 million use of available fund balance reserves.

Due to the County having not yet completed its FY 22 Annual Comprehensive Financial Report (ACFR), Citygate reviewed the latest actual, audited fiscal information available on the Monterey County website, which was reflected in the FY 21 ACFR. In the FY 21 ACFR, the total fund balance in the General Fund was approximately \$237 million, which was an increase of approximately \$25 million over the prior year. This amount was broken down in the ACFR into various categories as required by the Governmental Accounting Standards Board (GASB), a nationally recognized organization that establishes accounting standards for governmental agencies. The required categories include:

1. Unspendable
2. Restricted
3. Committed
4. Assigned
5. Unassigned

Governmental agencies have some flexibility regarding which category fund balance reserves are reflected, with reserves that could be used for emergencies and other unanticipated issues usually reflected in the committed, assigned, and unassigned categories. In reviewing how Monterey County reflected available General Fund reserves, per the FY 21 ACFR, available reserves totaling approximately \$158.2 million were reflected in the committed, assigned, and unassigned categories. This represented an available reserve level of approximately 22 percent, or approximately 2.6 months of actual FY 21 General Fund expenditures. The Government Finance Officers Association (GFOA)—also a nationally recognized organization related to governmental financial operations including best practice for General Fund balance reserve levels—recommends that although the appropriate level of General Fund reserves relies on several factors, including a risk assessment of the agency, as a best practice, agencies should maintain at least two months, or

approximately 17 percent, of annual General Fund revenues or expenditures as available or unassigned fund balance reserves in the General Fund.²⁵ Per PFM, a financial advisor firm, Moody’s rating agency generally looks for a General Fund unassigned fund balance level of between 15 percent and 30 percent to support an Aa rating.²⁶

Based on review of the latest audited financial information available, Monterey County meets this best practice.

5.2 POTENTIAL FUNDING SOURCES FOR DIRECTOR OF HOMELESS SERVICES CAPACITY EXPANSION

Per information provided by County staff, the position of Director of Homeless Services was established in February 2022 to provide a focused and strategic effort to address homelessness in Monterey County along with other regional agencies. The initial source of funding identified for the position, set at approximately \$212,000 per year, was the Monterey County Cannabis assignment account. This account is used to account for net funds received from the cannabis tax which can be used for projects which benefit Monterey County.

Subsequent to this initial funding commitment, it is Citygate’s understanding that General Fund revenues have been committed to pay for the Director of Homeless Services position. As such, the following provides an understanding of fund sources that the County could utilize to expand Director of Homeless Services capacity for addressing and ending homelessness in Monterey County.

Citygate reviewed several potential funding sources for this position including:

- ◆ Monterey County General Fund
- ◆ Other Monterey County funds where a nexus could be established to the homelessness program
- ◆ New grants
- ◆ Change of administration costs allocation of existing grants
- ◆ Contributions from other agencies in the coalition or other agencies who do not have a homeless program coordinator—who would share in the cost to have a position help with coordination of their own homelessness reduction efforts.

²⁵ <https://www.gfoa.org/materials/fund-balance-guidelines-for-the-general-fund>

²⁶ <https://synopsis.pfm.com/resources/whitepapers/best-practices-in-fund-balance>

In reviewing these other potential funding options, Citygate was mindful of the primary strategies of the County's homelessness reduction effort, which is identified in the Lead Me Home Plan and other planning documents developed by the County and its partners.

The three primary strategies included:

1. Increase participation in homelessness solutions by leaders and key stakeholders across the region.
2. Improve performance of the homelessness response system in providing pathways to housing.
3. Expand service-oriented responses to unsheltered homelessness.

Citygate believes that simply identifying potential funding for the homelessness program without reviewing current operations could result in unaddressed operational inefficiencies which could present obstacles to successfully meeting the fiscal development objectives of the homelessness program.

5.2.1 Monterey County General Fund

As discussed previously, the Monterey County General Fund is in relatively good shape where reserves are concerned based on the FY 21 ACFR, with an unassigned reserve of approximately 22 percent of General Fund expenditures. This source, when compared to other potential sources to fund Director of Homeless Services capacity growth, provides the most security to ensure the continuity and success of the homelessness reduction program. All other options involve temporary sources over which the County has limited control. Based on prior steps taken by the County, reduction of homelessness seems to be a priority. Having a Director whose services capacity is stable will help to provide a sense of security for the department and help maintain focus on achieving the objectives of the homelessness reduction plan instead of worrying about whether the overall work will be funded. Consequently, it is Citygate's recommendation that the County General Fund be the primary funding source for new and necessary homeless services capacity, with some or all of the other sources being used in a secondary funding source capacity as they materialize.

5.2.2 Other Funds Where a Nexus Could Be Established to the Homeless Program

The following other potential funding sources for the work of the Director position, as stated previously, are temporary and uncertain in nature and should be considered secondary funding sources.

Although the General Fund has the most use flexibility, other funds with a more restrictive use of resources could be used to help support the funding of homeless services if a defensible homelessness program nexus could be established. A detailed analysis of the allowable uses of

revenues collected in the fund would have to be completed, and a defensible nexus would have to be made between the allowable uses of the fund and the homeless program. However, in reviewing the County's FY 23 budget, examples of other County funds that a nexus could possibly be established with include:

- ◆ Inclusionary Housing (009)
- ◆ Community Development Block Grant (013)
- ◆ Emergency Medical Service (016)
- ◆ Behavioral Health (023)

Some of the examples in this list may already have expenditures allocated to them that are used for homelessness programs, but the expenditures assigned to the fund could be reviewed to determine if savings could be identified that would free up some portion of the funding necessary to fund the work of the Director's department.

5.2.3 New Grants

Most grants that are awarded allow for a set percentage amount of the grant to be used for administrative purposes that support the objectives of the grant. When applying for new grants, supporting the Director position with additional staff could be included in the administration allocation. In 2021, the California Business, Consumer Services and Housing Agency and California's Homeless Coordinating and Financing Council developed a guidance document to help develop funding strategies for homelessness programs. This is a good resource that the County should utilize to help identify funding for the County's homeless program in general.²⁷

5.2.4 Change of Admin Cost Allocation of Existing Grants

County staff reported to Citygate that all of the administrative portion of the currently awarded grants have already been allocated. Citygate did not independently verify this, but the County could explore reallocation of some of the currently allocated administrative portion of existing grants to help fund the Director's capacity, including the hiring of additional staff.

5.2.5 Contributions from Other Agencies

The County could also explore the establishment of an agreement with other members in the coalition or other agencies without a person dedicated to homelessness issues to help fund the County's homelessness work in exchange for assistance provided by the Director and/or applicable staff regarding homelessness issues in their jurisdictions.

²⁷ https://www.bcsd.ca.gov/calich/documents/covid19_strategic_guide_new_funds.pdf

5.3 FISCAL REVIEW AND GENERAL OBSERVATIONS

Consequently, Citygate requested and reviewed numerous financial and operational documents and conducted staff interviews regarding the County’s current homeless programs. The following are general observations and findings resulting from that review.

- ◆ Per information provided by County staff, housing-related funding is challenging in some cases due to items such as unused housing vouchers and nonprofit staffing issues. Hiring a person to help focus regional efforts is a good move.
- ◆ Per County staff, the County has been awarded approximately \$83 million in state and federal grants for use between FY 22 and FY 25, as reflected in the following table. This indicates that County staff has been relatively successful in identification, application, and award receipt of financial resources for the homelessness program. However, as discussed later in this section, there are several extenuating factors related to the \$83 million available in state and federal grants.
- ◆ The current state of the economy will exacerbate homelessness and reduce available funding, which will adversely impact the program’s ability and effectiveness to manage homelessness issues.
- ◆ Per County staff, the available administrative cost portion of grant funding is already committed for staff costs for the County or its partners, but Citygate was not provided with verification that this is actually the case.

The following table details a summary of funding sources awarded to Monterey County’s homeless program.

Table 4—Monterey County Homeless Program: Summary of Funding Awarded

Funding Program	Funding Awarded
CalWORKs Housing Support Program – CDSS	\$5,360,057
Community Development Block Grant	\$2,616,450
COVID-19 Rent Relief	\$30,904,094
Emergency Rental Assistance	\$23,116,816
Housing and Disability Advocacy Program	\$1,665,696
Homeless Housing, Assistance and Prevention	\$7,231,882
Homesafe – CDSS	\$918,556
No Place Like Home	\$9,642,825
Roomkey – CDSS	\$1,803,207
Total	\$83,259,583

Information provided by County staff
 Grants listed cover multiple fiscal years, from FY 22 through FY 25

5.3.1 Additional Discussion of Awarded Funding

To complete a more thorough analysis, Citygate requested various additional financial information related to the funding listed in the table—such as specific homelessness program expenditures for the funding listed, how much has been spent to date (program and administration), and how much remains available (program and administration). Unfortunately, this additional information was not received by Citygate.

5.3.2 Fiscal Review Summary Findings

The following summarizes Citygate’s fiscal review.

- ◆ Staff uses report codes to track homelessness grants and other related activity in some departments, but the codes are not used consistently throughout the County. Consequently, staff could not confirm to Citygate without significant manual effort that all homelessness-related revenues and expenditures were provided to Citygate to complete its review.
- ◆ County staff produces extensive manual spreadsheets related to homelessness grants received. Although providing the applicable detail, the manual process is time consuming and inefficient.
- ◆ Although the County is part of a multi-agency partnership related to homelessness, fiscal coordination appears lacking.

- ◆ There is no specific cost center which collects all fiscal activity related to the County’s homeless programs and services, which can result in inaccuracies and uncertainties regarding the actual amount of resources and uses involved with the County’s homelessness program. Fiscal information is primarily collected in the budget units of respective departments, County Administration, Department of Social Services, Department of Housing and Community Development, and the Health Department. However, as previously mentioned, the level of fiscal activity collection is inconsistent, even in these primary departments. Several County functions such as public safety, parking enforcement, public works, and code enforcement may be spending substantial resources to manage the impacts of homelessness and provide services to those experiencing homelessness that are not being identified.
- ◆ It appears that the County has a financial system that includes a grants module that is not being used to its full potential to address grant tracking related to homelessness.
- ◆ CHSP and its partners have developed a well-written Lead Me Home Five-Year Plan regarding the homelessness issue; however, the plan needs more specificity regarding funding strategies, such as:
 - Who is responsible for identifying funding.
 - What sources, including source targets and timing.
 - Regular updates on funding and operational performance measures.
- ◆ The County and the City of Salinas have homelessness program coordinators for their respective programs. This can cause confusion when trying to develop a regional approach to identify a homelessness solution unless interaction processes are developed and agreed upon.
- ◆ King, Salinas, Seaside, and Soledad are the only cities in the CHSP coalition. Unless more cities and agencies become engaged in helping to identify a homelessness solution, the results may not be effective.
- ◆ The County recently established a Director of Homeless Services position to help improve homelessness program coordination, which Citygate believes is a good first step to internal consolidation of homelessness efforts in the County. The individual selected for the position formerly worked at CHSP—a partner agency of the County—and has to date been acting as the lead agency in developing a coordinated regional homelessness program. This could cause some confusion as to which will be the lead agency going forward.

Monterey County, CA

Organizational Review of Current Homeless Programs, Funding, and Coordination Services

- ◆ Even though there is a Leadership Council of the coalition to which the County belongs, there does not seem to be a centralized group with authority to financially act on homelessness without being impacted by bureaucracy.

SECTION 6—RECOMMENDATIONS

A primary intent of this report is to assist Monterey County in better marking a path toward more intentional and full engagement in the ending homelessness efforts that are already occurring throughout the County.

Each day, Monterey County departmental staff work with people who are experiencing homelessness; however, a primary difficulty is that many of these staff do not have the “big picture” to see how their efforts fit or align with other County departments or homeless-serving organizations. Further, there are many ending homelessness roles for which County government is uniquely—if not solely—capable and resourced. For instance, no other entity in the County has a bigger budget for addressing behavioral health challenges than the Monterey County Health Department. And no other organization has a larger human services provision capacity than Monterey County Social Services.

A Success Story

Joe is a Vietnam veteran who lived outdoors for 20+ years. Homeless services staff first met him when Joe came to a local day center asking for hygiene items. Soon a regular guest, he mostly kept to himself because of shyness and continued distrust of staff and others. Eventually, Joe agreed to receive help to get back into housing. He contributed to a housing plan that began with discovering what housing programs were a good fit. Staff worked with Joe to keep on track, doing big tasks like accompanying him to apartment showings and little such as returning his wallet and ID that he had absent-mindedly left behind. Today, Joe lives in a supportive housing community that provides the case management that he needs to stay in housing.

The coordination and full alignment of these and other County departments is essential to leverage all opportunities for complete synergy in efforts to end homelessness.

In short, the following recommendations are intended to assist the County in becoming more fully involved in a movement that is making homelessness rare, brief, and non-recurring for all County residents. Given this, Citygate has determined it helpful to first provide an overarching narrative that offers a sequencing of the full scope of recommendations discussed in this section. Citygate intends this narrative to cast a vision, engaging the imagination of the County towards a day when there is no longer long-term homelessness in Monterey County.

6.1 SIX STEPS TO END LONG-TERM HOMELESSNESS IN MONTEREY COUNTY

6.1.1 Step 1: Public Declaration

A public declaration would require the Board of Supervisors and all County departments to declare their intent to work closely with the CHSP and its partners to end homelessness in Monterey County. The Director of Homeless Services would meet with incorporated cities to introduce the County’s efforts and solicit cooperation in preparation for Step 4, given homelessness is stubbornly resistant to geopolitical boundaries. Citygate recommends that the Board adopt HUD’s definition

of “literal homelessness” and the concept of “functional zero” in determining when homelessness is ended. This will allow County efforts to align with CHSP towards a measurable goal in ending homelessness. As of the 2022 Point-in-Time (PIT) count, there were 2,047 persons experiencing literal homelessness in Monterey County. The previously mentioned concept of collective impact is key to fully participating in the shared effort.

This public declaration could also include a public affirmation of CHSP’s management of the regional CoC (Monterey and San Benito counties), including a continuing budgetary commitment for organizational operations. As it manages overall efforts, coordinated entry, and data, it is important for CHSP to maintain strength and effectiveness.

6.1.2 Step 2: Increase Staffing Available to Director of Homeless Services and Maintain Authority

The Director of Homeless Services alone will not be able to achieve the level of coordination and resource attraction that is needed for Monterey County to be a more substantial participant in County-wide efforts to end homelessness. At a minimum, the Director will need a full-time Management Analyst to complement and expand homeless services tasks and coordination initiatives, including data collection and reporting and grant seeking and management. Additionally, keeping the Director as a direct report to the County Administrative Officer will allow the position the level of authority it needs to convene and help coordinate the leaders of other agencies, including County departments.

6.1.3 Step 3: Convene County Departments for Planning and Increased Coordination

Similar to the U.S. Interagency Council on Homelessness and the California Interagency Council on Homelessness, a Monterey County Interdepartmental Council on Homelessness (MCICH) has been established to:

- ◆ Compose a robust but concise strategic plan for how departments will work more closely together with those experiencing homelessness, CHSP, and its partners.
- ◆ Establish policies and procedures for how to consistently address encampments and illegal parking on County-owned property.
- ◆ Increase behavioral and physical health care opportunities.
- ◆ Expand re-housing programs such as rapid re-housing and supportive housing.
- ◆ Implement fiscal recommendations that will help departments track the efficacy of their efforts.

The MCICH should be provided authority through interdepartmental MOUs and shared goal setting related to ending homelessness efforts.

An important conversation to have during this period will be with the Military & Veterans Affairs Office. As of the 2022 PIT, there were 154 veterans experiencing homelessness. Given the significant amount of support and housing opportunities for homeless veterans that began to be available during the second half of the Obama administration, many local areas throughout the United States have declared an end to veteran homelessness before that of other populations (chronic individuals, families, and youth). This presents a significant opportunity for these 154 veterans to end their homeless experience and for the whole County to see and celebrate how “functional zero” can be reached.

Of equal importance is to ensure that the Housing and Community Development Department is including the development of supportive housing and the revising/rewriting of land-use and zoning codes to increase the total amount of affordable housing that is available.

During this step, it will be important to keep the ultimate goal in view, which is to help people end their experience of homelessness as quickly as possible. As such, the County departments will want to better coordinate the efforts of their staff who work with people experiencing homelessness each day with that of other County departments and CHSP and its partners. A Monterey County Interdepartmental Task Force on Homelessness or “the Task Force” could be established in order to differentiate it from the MCICH. The Task Force would benefit from treating homelessness as a crisis that deserves the same urgency and attention as would a natural disaster, such as the household displacement caused by hurricanes, tornados, and wildfires.

6.1.4 Step 4: Sign Data-Sharing Agreement with Coalition of Homeless Services Providers

To help individuals and families end their experience of homelessness as quickly as possible, it will be important for County staff to know who is without a home. Through the coordinated entry process, CHSP maintains a by-name list. A data-sharing agreement with CHSP would allow County staff to access this list and know the resources that are being provided in each case. It would also allow County department staff to more easily participate in coordinated entry and case conferencing, which is managed by CHSP.

6.1.5 Step 5: Establish Inter-Governmental Agreement on Ending Homelessness

An Inter-Governmental Agreement (IGA) that prioritizes ending homelessness across jurisdictions would increase ownership and create accountability mechanisms. Key signers would be the areas of the County that have the largest number of people experiencing homelessness, including the cities of Marina, Monterey, Salinas, and Seaside, and the unincorporated areas of Monterey County. The IGA could also formally commit the jurisdictions to CHSP’s current Lead Me Home plan.

6.1.6 Step 6: Create New Service Capacity for Working with People Experiencing Homelessness

While county governments throughout the United States work with those experiencing homelessness each day, too many have not developed capacity that uniquely contributes to ending homelessness efforts. A number of Citygate’s recommendations—such as County-wide outreach, safe parking and camping, landlord risk and mitigation, rapid re-housing funds, etc.—could provide County departments and CHSP and its partners additional tools to help re-house individuals and families more quickly. It would be important for County staff to develop these tools in ways that align with Housing First, harm reduction, consumer choice, and other best practices.

To this end, people with lived experience of homelessness have a deep understanding of the realities of their condition. They can serve as compelling and relevant guides to help leaders improve systems, services, policies, and practices. They can also help us understand the complex intersectional dimensions of homelessness including, but not limited to, critical challenges, lack of essential resources, difficulties navigating systems, and realistic solutions. As such, it will be important to include those who are experiencing and have experienced homelessness in planning for and implementing services expansion.

6.2 SPECIFIC RECOMMENDATIONS

Citygate has identified the following 35 specific recommendations related to homelessness, beginning with overall recommendations that support the six-step narrative previously shared regarding methods to end long-term homelessness in Monterey County. Following these overall recommendations, Citygate provides recommendations related to service delivery, fiscal aspects and impacts of homeless services, and staffing. Section 7 provides a summary list of recommendations and a blueprint for their implementation in an Action Plan format, including each recommendation’s priority, suggested timeframe for implementation, the responsible party/parties, and the anticipated benefits.

6.2.1 Foundational Recommendations

Recommendation #1: Adopt the “literal” homeless definition.

Using the definition of “literal” homelessness, the number of people in Monterey County experiencing homelessness is 2,047 (2022). In contrast, according to the “doubled-up” definition, among Monterey County school district students alone, nearly 10,000 children and youth were experiencing doubled-up homelessness during the 2020–2021 school year. This larger number only accounts for students; it does not include their family members or other households in the County that are living in a home other than their own out of economic necessity. By this definition,

the number would quite possibly be 15,000 households with 30,000 people or more. (See Section 2 for the “literal” and “doubled-up” definitions of homelessness.)

As such, to reduce ambiguity in the County’s homeless programs and to maximize the allocation of time, money, and political influence on a commonly defined problem, it is important for the County to use the literal definition of homelessness in this first phase of its more intentional efforts for ending and preventing homelessness. Not being clear on which definition of homelessness is being used can lead to ongoing debates about the appropriateness and helpfulness of the Director of Homeless Services’ efforts. Further, adopting the “doubled-up” definition would put County government ending homelessness efforts at odds with the Lead Me Home strategic plan, which uses the literal homeless definition.

Choosing the literal definition does not mean those living “doubled-up” will not be served by County staff. Rather, it will only make it clear that Director of Homeless Services-connected staff are focusing their efforts on literal homelessness.

Recommendation #2: Make a public commitment to end literal homelessness using the “functional zero” understanding.

The entire Monterey County organization—from the Board of Supervisors and other elected officials to the County Administrative Office to the heads of every department—can make a public commitment with a public statement to make the ending of literal homelessness a top priority. Doing so would elevate in importance and recognize the authority of the Director of Homeless Services. It would also affirm a new center of energy and urgency for the ending homelessness effort.

To avoid the public perception that success means there will never be another person living unsheltered or in a vehicle in Monterey County, the statement could also share the concept of “functional zero” with content such as:

“Ending homelessness in Monterey County will not lead to our never again seeing another person living in a tent or vehicle. Rather, it means that every person who is staying out-of-doors, in a car or RV, or in a place otherwise not meant for human living has been provided with a housing opportunity, even if they do not accept it, and that when a family does lose their home, they can soon be offered a new and permanent place to live.”

Public statements could include that Monterey County (1) has adopted the Lead Me Home strategic plan as its own, (2) embraces the goal to reduce literal homelessness by 50 percent over the next five years, (3) affirms the three primary strategies of the plan (see Section 3 for a discussion of the

Lead Me Home Five-Year Plan), and (4) agrees with the Plan that the homelessness services system needs to be:

- ◆ Aligned with national best practices
- ◆ Thought of as a system
- ◆ Housing-focused
- ◆ Strategic and data-informed
- ◆ Person-centered and equitable.

The announcement could also include information on the general direction that the Director of Homeless Services is heading, the resources available, and how these resources will be used.

Finally, it is suggested that the Board of Supervisors, the CAO, and department heads make statements separately though simultaneously. These could be made through the County budget document and/or a traditional news release.

Recommendation #3: Continue supporting the Coalition of Homeless Service Providers (CHSP).

While a recent leadership change has created uncertainty regarding future performance, there is presently no indication that, under new leadership, CHSP cannot continue being a functioning CoC. Ongoing support would include:

- ◆ Maintaining membership from County elected officials and staff on the Leadership Council.
- ◆ Continuing to allocate the same portion of the annual budget to CHSP, until such time that alternative funding, such as from the State of California, is available. In the meantime, Health, Housing and Community Development, and Social Services could work together to offer a consistent amount of funds annually.
- ◆ Becoming a member organization (while the Department of Social Services is a member organization, Monterey County as an entity itself is not included as a member on the CHSP website).
- ◆ Respecting CHSP as the primary point of contact and strategic coordinator of nonprofit and faith-based organizations that work directly with people experiencing homelessness.

Even so, a more active County role could lead to interagency and public misunderstanding of the responsibilities of each organization. Further, ongoing County support of CHSP should be

predicated on performance, and not merely that CHSP is the manager of the CoC. As such, an MOU between the entities that communicates the intent to continue the current County commitment, clarifies roles and responsibilities, and identifies performance measures is recommended.

Recommendation #4: Respond to homelessness in like manner to a natural disaster.

While homelessness is not a natural disaster that involves FEMA, it is a community crisis that history has shown does not self-resolve. CoCs, with their strategic leadership, coordinated entry, and data functions are structured much like a Long-Term Recovery Committee, which is the time-limited, community-wide organization formed after a natural disaster to help households recover. Missing for the efficacy of CoC efforts is the urgency and widespread community involvement that comes in response to a natural disaster. As such, too often ending homelessness work becomes that of homeless services providers and not of the whole community.

If the outlook of making ending homelessness an effort worthy of crisis response is adopted, it is suggested that involved Monterey County elected officials and staff and other community members take FEMA’s course “IC-100.C: Introduction to Incident Command System.” While this is presented as training in disaster response and recovery, it can be easy to adapt and apply the principles shared to organizing and aligning a community towards ending and preventing homelessness.

Recommendation #5: Coordinate County departments towards ending homelessness.

If County departments can achieve greater alignment and strategic use of resources, then the overall homelessness services effort in Monterey County will improve in helping people end their experience of homelessness as quickly as possible. Such a body could be known as the Monterey County Interdepartmental Council on Homelessness (MCICH). Characteristics of this coordination can include:

- ◆ A written strategic plan for how County department efforts are working together and complimenting the Lead Me Home community-wide strategic plan. To reduce the burden of time and effort of production and to make it optimally useful, the plan could be five to seven pages of simple declaratives that outline the objective, roles, and valued-added tasks for each department, using this Citygate report as a foundation. Applicable entities and departments can include:
 - Board of Supervisors

Monterey County, CA

Organizational Review of Current Homeless Programs, Funding, and Coordination Services

- Administrative Office
 - Civil Rights Office
 - Emergency Communications/9-1-1
 - Health
 - Housing Authority
 - Housing & Community Development
 - Information Technology
 - Military & Veterans Affairs
 - Public Works, Facilities, & Parks
 - Sheriff
 - Social Services
- ◆ Such increased coordination and communication would bring about, under the leadership of the Director of Homeless Services, the formation of an entity similar to the U.S. Interagency Council on Homelessness (USICH), which coordinates the efforts of 19 federal agencies for creating and catalyzing the implementation of the Federal Strategic Plan to Prevent and End Homelessness. California has a similar statewide effort in the California Interagency Council on Homelessness (Cal ICH).
- ◆ Monterey County and the CHSP are two centers of energy and activity. As the County departments better understand what they can accomplish together and improve their strategic approach, County efforts and activities will increasingly complement those of CHSP. As the following figure shows, Monterey County and CHSP efforts are not duplicative; greater self-understanding will bring about increased coordination.

Figure 1—Complementary Coordination Between Monterey County and CHSP



- ◆ To better prepare County staff for serving those experiencing homelessness, the Director of Homeless Services could contract for the development and offering of a training that introduces County employees to key concepts and practices related to people that are experiencing homelessness, including Housing First, coordinated assessment, trauma-informed care, consumer choice, etc.
- ◆ Given its engaged leadership and the large amount of resources available for veterans, the Director of Homeless Services could explore a unique relationship with the Military & Veterans Affairs Office for accelerating the ending of veteran homelessness. With only 154 Monterey County veterans experiencing homelessness according to the 2022 PIT count, energetic and focused adoption of this recommendation could lead to a more concrete plan to end veteran homelessness. Doing so would serve as a “quick win” for homeless veterans, the Military & Veterans Affairs Office, the Board of Supervisors, the CAO, and new ending homelessness efforts in Monterey County.
- ◆ The CHSP and the Military & Veterans Affairs Office both serve Monterey and San Benito Counties. During interviews, the Military & Veterans Affairs Office expressed interest in taking on at least two additional roles related to homeless services:
 - During a February 2022 interview, it was noted that that the HUD-SSVF voucher program provider for Monterey County may be pulling out. HUD-SSVF is a housing voucher program for veterans that can be combined with supportive services to end experiences of homelessness. If a new program manager is needed, the Military & Veterans Affairs Office is interested in managing it. (This interest was confirmed in a January 2023 email.)
 - A consistent theme in Citygate’s interviews was the need for more outreach County-wide, especially in the south County, to identify people that are

experiencing homelessness more quickly. If the resources were available, the Military & Veterans Affairs Office would consider taking on this capacity building and service. (This interest was also confirmed in a January 2023 email.)

- ◆ The Director of Homeless Services could also explore a unique relationship with the Health Department’s public nursing staff given how well they understand the barriers to housing for people that are experiencing homelessness. Their understanding could be shared with other department employees so that more County staff understand the difficulties that many people experiencing homelessness face trying to get back into housing. The knowledge of public nursing personnel represents a punch list of needs that must be addressed, including the following.
 - People choosing to live outside as they do not consider themselves homeless.
 - Previous convictions and people not being able to qualify for a housing voucher.
 - Previous eviction while using a housing voucher.
 - Documentation including social security card, birth certificate, and government-issued ID.
 - Not being able to keep a pet and also enter into emergency shelter.
 - Inability to receive phone calls from housing navigators and the resulting lack of support.
 - Lack of availability of affordable housing.

Recommendation #6: The Board of Supervisors should sign a data-sharing agreement with the Coalition of Homeless Services Providers.

An important step for greater coordination between Monterey County departments and the larger CHSP network would be the signing of a data-sharing agreement between the Board of Supervisors and the CHSP, which manages the by-name list and other information related to those experiencing homelessness in Monterey County. If County departments are to know with certainty that someone they are working with is experiencing homelessness, they need access to this data. The Director of Homeless Services could draft the agreement, format the staff report, and work the process with the Board of Supervisors. Supervisors could approve the agreement in session, through resolution

or other means, and the CAO could sign it. In so doing, one data-sharing agreement would provide permission to all County departments.

Of note is that the data sharing would not be two-way; County departments would not provide client data to CHSP or its members. Rather, the County departments would simply be able to consult CHSP's Homeless Management Information System when conducting intake and case management to see if the person with whom they are working is on the by-name list of those experiencing homelessness and, if so, the status of their process in getting back into housing. Additionally, if a new client identifies as experiencing literal homelessness and is not on the by-name list, the County employee could either perform the assessment for chronic homelessness and vulnerability or make a referral to CHSP.

<p>Recommendation #7: Establish Inter-Governmental Agreement on homelessness efforts between the County of Monterey and municipalities.</p>
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Similar to Adams County, Colorado, the County of Monterey and the municipalities with the highest numbers of people experiencing homelessness could have an Inter-Governmental Agreement (IGA) on their individual and shared efforts to end and prevent homelessness County-wide. Participating municipalities would include (at minimum) Marina, Monterey, Salinas, and Seaside. At a minimum, the IGA would establish that each entity:

- ◆ Is committed to the shared effort of ending homelessness.
- ◆ Has a dedicated staff person working on homelessness.
- ◆ Has adopted the intent and specifics of the Lead Me Home Plan.
- ◆ Has an internal plan for how its own jurisdictional efforts will complement Lead Me Home
- ◆ Agrees to develop homelessness response policies that are complimentary and not competing with one another, for instance in how to perform homelessness outreach and encampment response.

For this recommendation, the Adams County IGA is provided as a sample in **Appendix B**. The Director of Homeless Services could draft the IGA and approach municipalities to gauge their interest in signing. Assuming sufficient interest, the Director would format the staff report and oversee the signature process for the Board of Supervisors.

While the IGA would demonstrate public-facing agreement between jurisdictions that they share the goal of ending homelessness in Monterey County and are co-resourcing the effort, it could also lead to shared staff efforts. For instance, in the above-mentioned Adams County, Colorado

example, county and municipal staff regularly support one another in outreach to people who are experiencing homelessness, regardless of whether a need is occurring in incorporated or unincorporated areas.

It could also be helpful for the CHSP to be a signer of this agreement.

Recommendation #8: Increase coordination with other community organizations.

While the primary relationship for the Director of Homeless Services and other Monterey County departments should be the Coalition of Homeless Services Providers, it may prove advantageous to be in direct relationship with other organizations that either work directly with people who are experiencing homelessness or represent those who do. This may include the Chamber of Commerce, downtown development authority, health care providers, and the school districts.

Recommendation #9: Rewrite zoning and land-use codes to encourage nontraditional housing development.

In the direction of California’s statewide law that local jurisdictions cannot overly restrict the building and habitation of accessory dwelling units (ADUs), Monterey County could rewrite its zoning and land-use code to allow for a greater variety of housing developments. This could include tiny homes, increased density with low-water usage design, RV communities, and other innovations that would increase the overall housing supply. The Director of Homeless Services could work with the Housing and Community Development Department to accomplish this as part of the 2024–2032 Housing Element.

Recommendation #10: The County should assist in better utilizing mobile health clinic capacity.

The County should contact Clinica de Salud del Valle de Salinas about underutilized mobile health clinic capacity and formulate a plan to use it in a way that increases health and improves re-housing outcomes.

6.2.2 Service Delivery Recommendations

Recommendation #11: Respond to calls for service in underserved and unincorporated areas.

While calls for help will always be heeded by the Sheriff's office and other first responders, these staff are not necessarily equipped to be most helpful if the person needing assistance has recently lost their housing or is chronically homeless. At the same time, in a county the size of Monterey County, it would not be fiscally prudent to have a response team patrolling the County, not knowing if (or how many) calls for housing and shelter assistance would be received each day.

As an alternative, and in addition to existing capacity, the Director of Homeless Services could develop a team of County employees who naturally work in different locations throughout the County, and who could respond to calls as needed. For instance, the Monterey County Free Libraries system has 17 locations throughout the County, with employees living near each of these branches. A protocol could be established to ensure optimal helpfulness and safety. Library staff could then be trained on how to perform homeless outreach and understanding the resources available, receiving a small increase in pay for agreeing to be available for this function, and extra hours when they are called on to perform it. While optimally, two to three staff at each library would be included, due to many of the libraries being in towns near to one another, staff from different libraries could do outreach work together so that at least two people would be responding to each call. Parks and Recreation and Facilities Maintenance staff could also be included in this capacity-building activity.

Recommendation #12: Participate more meaningfully in coordinated entry and case conferencing.

Related to the data-sharing agreement detailed in Recommendation #6, once County staff can see who is on the by-name list of people experiencing homelessness, they can participate more meaningfully in the CHSP coordinated entry system—the first step of which is to perform or refer out for the performance of the assessment for chronic homeless status and vulnerability. As a result of this, more County staff—such as those with the Community Action Partnership in the Department of Social Services—will want to be part of coordinated entry case conferencing, which is the weekly or bi-weekly meeting of organizations that connect those at the top of the by-name list to housing opportunities and help people receive what they need to survive their experience of homelessness. Only County staff that are actively working with people experiencing homelessness would attend case conferencing.

Recommendation #13: Develop policy elements and response actions related to encampment and unlawful parking.

Given that encampments and unlawful parking are occurring in unincorporated areas and on County-owned properties—for example, a recent encampment on the Pajaro River near Pajaro and unlawful parking at a County facility in Marina—it is important for Monterey County to develop

a response policy. Actions would be guided by this policy, consistent with State of California law, that is known and adhered to by County departments, such as Health, Sheriff, and Social Services.

A response policy principal would be the previously discussed concept of harm reduction. For instance, it was noted in Citygate’s interviews that when residents were forced to leave the County-owned parking lot in Marina, that most of these vehicles then parked on city streets. Soon thereafter, Marina law enforcement ticketed a number of recreational vehicles, many because their length made their being parked on city streets illegal. Given an existing precarious financial situation, at least some of these RV owners were not able to pay the ticket. Having an unpaid ticket means eventually the owner will not be able to re-register the vehicle. In time, the vehicle that is being used as shelter will be lost. In contrast, a harm reduction-informed practice would lead to a different response. In this instance, such a response would require coordination between County departments and the City of Marina.

Encampment and unlawful parking policy elements could include:

- ◆ An established lead agency for each encampment break-down or illegal parking break-up process, such as Health, Sheriff, or Social Services.
- ◆ A step-by-step process from notification to final disposal of resident possessions which is mindful of County staff and resident safety as well as harm reduction best practices.
- ◆ A timeframe for notification before an encampment or unlawful parking setting is broken down, be it 72 hours, 96 hours, or greater. The notification would be made by the Sheriff’s Department and would include the residents, other County departments, and the CHSP in addition to fitting partner organizations.
- ◆ Before a location is broken up, every resident can be given the opportunity to be included on the by-name list of people experiencing homelessness, offered a case manager relationship, assessed for physical and mental health and connected with ongoing treatment, provided with an immediate resource such as a hotel voucher that can help alleviate immediate suffering, and given advice on what to do and where to go next.
- ◆ Procedure regarding what to do with possessions that residents are not able to take with them, including how long possessions must be kept, at what location, and the means to easily share with residents the possessions part of the policy.

To re-emphasize, it is quite important that all County departments, and even each Monterey County governmental jurisdiction, format complimentary and not competing encampment and unlawful parking responses. If not, then it is quite likely that agencies will work at cross-purposes, with all acting “by the book” in ways that bring unneeded harm to those being impacted, counteract

the use of staff time at taxpayer expense, and lead to a less efficacious response for ending homelessness in Monterey County.

Recommendation #14: Provide safe camping and parking opportunities.

While not all would make use of it, and there would (at least for a time) be a sizable, dedicated budget line item and resulting staffing required, the ongoing solution to encampment and illegal parking response is providing safe camping and parking opportunities. If proper expense accounting procedures were established, over time, a cost comparison could be performed comparing periodic encampment and illegal parking response to that of providing safe camping and parking.

Other local areas have provided safe camping and parking. Examples include Santa Rosa for camping and San Diego for parking.^{28,29} In addition to avoiding the uses of time that are not core to agency purpose—for instance, it is likely that Sheriff’s Department employees do not learn about encampment dismantlement and clean-up in their core training—safe camping and parking provides residents with greater safety and stability, which is conducive to regaining housing efforts.

It is important that safe camping be distinguished from sanctioned encampments. Safe camping environments are created by jurisdictions or nonprofit or faith-based organizations with jurisdictional approval and feature proper tent spacing, hygiene facilities, clean-keeping, and security. They can also include materials such as new tents, sleeping bags, and meal provision. Conversely, the sanctioned encampments practice offers permission to existing camping sites and can provide an amount of hygiene, cleanliness, and law enforcement support. Safe camping and safe parking are being recommended by Citygate.

It was noted in Citygate’s interviews that there is a need and opportunity for safe camping and parking in three Monterey County areas: Salinas, Peninsula/Coast (Monterey), and South County (Soledad). Safe camping and parking could be offered in these areas in coordination with municipalities, perhaps with Director of Homeless Services-coordinated County staff providing the program and the County and involved municipalities paying costs proportionate to the number of spaces in each safe camping and parking facility.

First steps would be to learn from the Santa Rosa and San Diego expressions—staff requirements, resources needed (trash dumpster, portable toilets, hygiene stations, security fencing, etc.),

²⁸ Safe Camping – <https://www.latimes.com/california/story/2021-04-08/santa-rosa-neighborhood-went-from-fighting-to-embracing-tent-city-for-homeless>

²⁹ Safe Parking – <https://www.latimes.com/homeless-housing/story/2022-07-11/san-diego-rv-safe-parking-lot-homeless-challenges>

outcome measurements, lessons learned, etc.—and develop a step-by-step implementation and maintenance plan. After those steps were taken, a suitable County park or parks could be identified, and a section cordoned off for this purpose. Finally, the plan could be executed, with results measured and impact of the program evaluated over time.

Recommendation #15: Increase available staffing and capacity for behavioral health assessment and services.

In Citygate’s interviews, it was mentioned more than once that increased capacity for behavioral health assessment and provision—both in and out of clinic—for people experiencing homelessness would help. As discussed previously, the homeless experience is not conducive to in-clinic activities. Additionally, according to interviews, wait times for behavioral health appointments are significant. Further, it was shared by Health Department staff that behavioral health workers are generally not doing encampment outreach.

The federal Projects for Assistance in Transition from Homelessness (PATH) program, part of the Substance Abuse and Mental Health Services Administration, represents the kind of behavioral health resource that is needed to a greater extent and could be managed in a more mobile fashion. Expansion of this type of program, be it through additional federal, state, or local funding, would provide this needed capacity.³⁰

As such, it is recommended that the Monterey County Health Department increase its mobile behavioral health assessment and services by bringing on at least four employees specifically for this purpose.

Recommendation #16: Support CHSP in developing a landlord incentive and mitigation fund.

In interviews with Citygate, some stakeholders also mentioned the need for a landlord incentive and mitigation fund. Such a resource can motivate property owners to rent to people that they would otherwise not entertain. Incentives can include signing bonuses, an increased security deposit amount, a higher amount of rent for the first few months, or whatever is negotiated with the landlord and allowed by fund policy. Mitigation is provided if a renter damages or otherwise impairs a unit; funds are used to return the apartment or house to the condition that it was in when the new tenant moved in. A common amount for such a fund is \$25,000 to \$50,000. More money

³⁰ <https://www.samhsa.gov/homelessness-programs-resources/grant-programs-services/path>

can be added when the available amount falls below a set level. As part of its action plan, CHSP intends to develop such a fund. The County could support CHSP in doing so.

Recommendation #17: Prioritize developing and building supportive housing.

As in most communities with a significant number of people experiencing chronic homelessness, there is a need for more housing with supportive case management opportunities. To reach the goal of decreasing homelessness by 50 percent over five years, the Lead Me Home strategic plan notes the need for 1,710 new units by the end of the five-year period.

One interviewee mentioned the possibility of Monterey County facilitating the development of a supportive housing project on its unincorporated and owned land. This would show County commitment to the goal of ending homelessness. The County would not need to develop, own, or manage the project; it would only need to provide the land and water and catalyze the development. To begin this conversation, Housing and Community Development could obtain a list of County-owned properties that could be suitable for such development.

It is recommended that Housing and Community Development make the building of supportive housing a priority in its currently in-development 2024–2032 Housing Element and that one of these projects be planned for County-owned land. Further, it is suggested that Housing and Community Development make use of this report and the data and insight it offers for the current Housing Element determination process.

The need for more affordable housing opportunities was mentioned extensively in interviews conducted by Citygate. This includes people making 80 percent of the Area Median Income and less. It was noted that NIMBYism—an acronym for “not in my backyard” which speaks to a person’s aversion to something being built or done near where they live—is most present on the Peninsula. More affordable housing could be built in the southern part of Monterey County, but this area is a significant distance from education and employment opportunities.

The Homeless Emergency Aid Program (HEAP) was used for the development of the SHARE Center in Salinas. As one possible consideration for funding, Citygate suggests that the County should explore the possibility of other funding sources being used to develop a supportive housing project on County-owned land.³¹

Recommendation #18: Discover additional funding for rapid re-housing (RRH).

³¹ www.bcsd.ca.gov/calich/aid_program.html

While the permanence and stability of supportive housing is needed by some to overcome their experience of homelessness, others require fewer supports and can regain self-sufficiency in just a few months. This is especially the case for individuals and families who are not considered chronically homeless.

As mentioned previously, the RRH method provides multi-month rental assistance with case management. The rental assistance can last for as little as 3 and up to 24 months, though most households need 10–12 months of rental and case management support to regain stability and self-sufficiency. RRH rental assistance is not like a housing voucher in that residents can and will eventually pay more than 30 percent of their income on rent. For the first few months, a program participant may receive 100 percent of rent in assistance and then, over time, as income is secured and stability is regained, more and more personal income is paid on rent until the renter assumes all of the payment.

It costs approximately \$25,000 to help a household regain housing using the RRH method, including the rental subsidy and case management. Any additional County funding committed to this purpose would complement existing federal and state of California resources already being used for this program.³²

Recommendation #19: Develop additional emergency shelter and interim housing to address service gaps and deserts.

As there are not yet enough supportive housing opportunities in Monterey County to practice Housing First fully, it was shared that more emergency shelter and interim housing opportunities are needed. The more stable a person’s situation is each night, the more likely they will connect to services and other resources and ultimately back to housing. The local and well-received use of pandemic-related funding via Operation Roomkey is an example of utilizing this kind of intervention for helping people regain housing.

Recommendation #20: Continue prioritizing those experiencing homelessness for participation in Enhanced Care Management.

From the California Department of Health Care Services website:

“As a key part of CalAIM, Enhanced Care Management (ECM) is a new statewide Medi-Cal benefit available to select ‘Populations of Focus’ that will address clinical and non-clinical needs of the highest-need enrollees through intensive coordination of health and

³² <https://www.hudexchange.info/resource/3891/rapid-re-housing-brief>

health-related services. It will meet beneficiaries wherever they are—on the street, in a shelter, in their doctor's office, or at home. Beneficiaries will have a single Lead Care Manager who will coordinate care and services among the physical, behavioral, dental, developmental, and social services delivery systems, making it easier for them to get the right care at the right time.”

Part of California Advancing and Innovating Medi-Cal (CalAIM), which is a federal Medicare and Medicaid waiver package intended to move Medi-Cal in the direction of preventative and whole person healthcare, Enhanced Care Management is the successor program to core parts of what was known as Whole Person Care. In addition to traditional physical and mental health care services, CalAIM includes 14 “Community Supports” such as housing, nursing care, food, and other treatments that help people get and keep housing and improve long-term health outcomes. While those experiencing homelessness are one of the “Populations of Focus” mentioned, it is up to the Monterey County Health Department to build out the administrative, staffing, and delivery infrastructure so that County residents who are currently without housing can benefit from ECM. A sizable number of ECM participants in the County are experiencing homelessness; it is recommended that this emphasis be continued.³³

6.2.3 Fiscal Recommendations

Recommendation #21: The Director of Homeless Services should have specific and clearly defined duties, objectives, and performance measures related to the homelessness program.

Implementing this recommendation will help ensure that the Director understands what is expected of the position from the Board and the CAO’s office.

Recommendation #22: Funding for the Director of Homeless Services capacity, including support staff, should primarily come from the General Fund, with supplementary funding as available.

Implementing this recommendation will help ensure continuity and create an atmosphere where an effective focus can be placed on developing and achieving the goals and objectives of the homelessness reduction program.

³³ <https://www.dhcs.ca.gov/Pages/ECMandILOS.aspx>

Recommendation #23: Fiscal results of the homelessness program should be reported to County executive management and the Board at least annually.

Implementing this recommendation will ensure that all parties are aware of the outcomes of the homelessness program. The reporting should include, at a minimum:

- ◆ Details on amount awarded and received.
- ◆ Details on the particular homelessness program objectives and amount allocated, spent to-date, and balance remaining.
- ◆ Summary of all homelessness program's fiscal activity to date.

Recommendation #24: Establish regular meeting schedules for the individual directors/managers of the homelessness programs of Monterey County and the City of Salinas to meet with CHSP leaders and discuss issues related to the homelessness programs and funding.

Implementing this recommendation will increase regional collaboration and provide a means to ensure adherence to funding strategies and other homelessness strategies.

Recommendation #25: Consider development of a regional marketing campaign for private donations.

Implementing this recommendation will encourage private donations to help support homelessness programs.

Recommendation #26: Consider the creation of a consolidated regional budget controlled by a regional homelessness program governing body that is funded by some or all of the available sources from the respective regional agencies.

Implementing this recommendation would allow for a more focused and consolidated effort pertaining to the homelessness issues and could also allow for the allocation of the Director of Homeless Services salary and benefit costs to the various agencies benefiting from the work of the position.

Recommendation #27: Create a homelessness special revenue fund with its own set of accounts.

Implementing this recommendation will help centralize focus and show a commitment to operating and monitoring the homelessness program. The fund should be administered by the Director of Homeless Services and have a fund policy. All financial activity related to homelessness programs should be accounted for in this fund. The following table shows a sample fund structure.

Table 5—Homelessness Special Revenue Fund – Example Structure

Fund	<i>Homelessness Program</i>
Department	<i>Homeless Services</i>
Unit	<i>This would vary depending on the types of service, e.g., housing, medical, education, mental health, etc.</i>
Object	<i>This would match the existing object codes used by the County for revenues and expenditures</i>
Activity	<i>This could reflect the grant that relates to the fiscal activity</i>

Recommendation #28: The County should work with additional agencies within the region to develop a centralized, regional homelessness program.

Implementing this recommendation would provide a program to function as a central liaison for region-wide information regarding homelessness-related funding and programs. Efforts should be made to ensure that all cities, applicable counties, nonprofits, etc. are included and participate.

Recommendation #29: The five-year Lead Me Home Plan should be expanded or supplemented with estimated costs and potential resources.

Implementing this recommendation should result in the creation of an addendum to the Lead Me Home Plan to identify estimated costs and potential resources related to housing needs to meet the goal of reducing homelessness by 50 percent in five years. Given that the current plan is entering into its third year of implementation, if it cannot be updated currently, the next version of the plan should include this recommendation.

Recommendation #30: Ensure that Monterey County maximizes applications for appropriate grants and that grant applications are reviewed for alignment with County goals.

Implementing this recommendation will help the County take advantage of as many opportunities as possible to fund the County’s homelessness program. Grant applications should be reviewed to ensure that they meet the goals and objectives of the County’s homelessness program.

Recommendation #31: Continue to explore and pursue grants as appropriate.

Implementing this recommendation will leverage grants already identified and understood by the Board, including:

- ◆ California Housing Accelerator Program
- ◆ HOME American Rescue Plan Program
- ◆ Community Care Expansion Grant
- ◆ CalAIM PATH Program
- ◆ Behavioral Health Bridge Housing

Recommendation #32: Require that all homelessness-related fiscal activity be coordinated and approved by the Director of Homeless Services.

Implementing this recommendation will ensure accurate accounting of revenue and expenditure activity related to the homelessness program.

6.2.4 Staffing Recommendations

Recommendation #33: Keep the Director of Homeless Services role in the County Administrative Office.

While the Director of Homeless Services role may not oversee enough staff to be considered a “department” like other departments, if Monterey County is to maintain its focus on and be a full partner in homelessness efforts, it will be important to keep the Director of Homeless Services in the County Administrative Office and, as such, as a direct report to the County Administrative Officer. Doing so will provide the Director of Homeless Services with needed visibility and influence for the important task of ending and preventing homelessness in Monterey County.

Recommendation #34: Provide Director of Homeless Services with a Management Analyst.

While, if adopted, the previously discussed writing of an internal strategic plan for how Monterey County departments are ending and preventing homelessness will increase the Director of Homeless Services' influence and impact, only so much can be done by one person. This is especially true when it comes to implementing any concrete actions that this new office should take as a result of strategic planning and in finding the funding to do so. As such, it is recommended that a Management Analyst position be provided to the Director of Homeless Services role. While the person's job description can be best defined and articulated by the Director of Homeless Services, it is expected that data collection, reporting, grant-seeking, and management will be primary activities.

Recommendation #35: Create an Ending and Preventing Homelessness Task Force with homelessness-addressing staff from multiple departments.

One strategic planning activity can be identifying the specific staff roles in each department that work closely with families and individuals that are experiencing homelessness. Establishing a more substantial working relationship between these staff members would create a Monterey County Interdepartmental Task Force on Homelessness.

For instance, while the Military & Veterans Affairs Office does not have a full-time employee whose sole role is working with veterans that are living unsheltered or in a car, the Office does have a staff member who takes lead on working with veterans who are experiencing homelessness. Other examples are the Homeless Housing, Assistance and Prevention and the CalWORKs Homeless Assistance programs, which are typically located in the Department of Social Services and seem like programs that would be beneficial for the Director of Homeless Services to establish collaborative relationships with.³⁴

Knowing which staff in each department are working in the area of homelessness will provide the Director of Homeless Services with new contacts and a sense of overall County resources that are available to work with CHSP partners to help Monterey County residents end their experience of homelessness as quickly as possible.

³⁴ www.besh.ca.gov/calich/hhap_program.html
www.cdss.ca.gov/inforesources/cdss-programs/housing-programs/calworks-homeless-assistance

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Organizational Review of Current Homeless Programs, Funding, and Coordination Services

Reflective of the earlier “respond to homelessness in like manner to a natural disaster” discussion in Section 2 and Recommendation #4, Task Force members would mobilize their managed resources to end homelessness in Monterey County as quickly as possible. Keeping in mind the “functional zero” definition and the increased need for homelessness prevention in order to decrease the number of people experiencing homelessness in the first place, the Task Force would act to make homelessness rare, brief, and non-recurring in Monterey County. The task force would work closely with the CHSP and its partners to achieve this community-wide goal.

SECTION 7—STRATEGIC ACTION PLAN

7.1 OVERVIEW OF ACTION PLAN AND IMPLEMENTATION OF RECOMMENDATIONS

In this report, Citygate makes 35 recommendations in response to the County Board of Supervisors Referral 2021.23 requesting the County hire a consultant to advise on best organizational placement related to (1) the Director of Homeless Services position; (2) methods to coordinate the County’s multi-departmental response to homelessness, including coordinating efforts with external stakeholders; and (3) advise on potential funding sources for this new position.

Citygate’s recommendations cover strategies to end long-term homelessness in Monterey County, including the categories of service delivery, funding, and homelessness program staffing. Citygate believes the best results will be obtained by implementing all recommendations as outlined in the following Action Plan. However, these recommendations do not need to be implemented in a linear fashion.

7.2 ACTION PLAN CONTENTS

A list of recommendations and a blueprint for their implementation are presented in the Action Plan. This plan contains:

- ◆ The priority of each recommendation
- ◆ The suggested implementation timeframe
- ◆ The responsible party/parties
- ◆ The anticipated benefits of each recommendation.

The legend at the bottom of each page of the Action Plan defines the level of each priority indicated by the letters “A” through “C.”

It is important to note that an “A” priority, which indicates that the recommendation is deemed mandatory or critical, should not be interpreted to mean that the recommendation is mandated by a statute or regulation—it is simply an urgent recommendation of the highest priority.

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Table 6—Strategic Action Plan

Recommendation	Priority	Time Frame	Responsible Party/Parties	Benefit
Foundational Recommendations				
Recommendation #1: Adopt the “literal” homeless definition.	A	Within 1–3 months	Board of Supervisors, County Administrative Officer, Department Heads	Reduces ambiguity in the County’s homeless programs and maximizes the allocation of time, money, and political influence on a commonly defined problem.
Recommendation #2: Make a public commitment to end literal homelessness using the “functional zero” understanding.	A	Within 1–3 months	Board of Supervisors, County Administrative Officer, Department Heads	Elevates in importance and recognizes the authority of the Director of Homeless Services. It would also affirm a new center of energy and urgency for the ending homelessness effort.
Recommendation #3: Continue supporting the Coalition of Homeless Service Providers (CHSP).	A	Until such time as replacement funding is identified	Board of Supervisors, County Administrative Officer, Department Heads	CHSP can continue being a functioning Continuum of Care (CoC). Define roles and expected performance more clearly through an MOU.
Recommendation #4: Respond to homelessness in like manner to a natural disaster.	B	Ongoing	Board of Supervisors, County Administrative Officer, Department Heads	Urgency and widespread community involvement; ability to organize and align a community towards ending and preventing homelessness.

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Recommended



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Recommendation	Priority	Time Frame	Responsible Party/Parties	Benefit
Recommendation #5: Coordinate County departments towards ending homelessness.	A	Within 1 year	Board of Supervisors, County Administrative Officer, Department Heads, Director of Homeless Services	Greater alignment and strategic use of resources for overall homelessness services effort in Monterey County to improve helping people end their experience of homelessness as quickly as possible.
Recommendation #6: The Board of County Supervisors should sign a data-sharing agreement with the Coalition of Homeless Services Providers.	A	Within 1–3 months	Board of Supervisors, Director of Homeless Services	Greater coordination between County departments and the larger CHSP network; one data-sharing agreement would provide permission to all County departments.
Recommendation #7: Establish Inter-Governmental Agreement on homelessness efforts between the County of Monterey and municipalities.	A	Within 1 year	Board of Supervisors, County Administrative Officer, Director of Homeless Services	Demonstrates public-facing agreement between jurisdictions that they share the goal of ending homelessness in Monterey County and are co-resourcing the effort; it could also lead to shared staff efforts.
Recommendation #8: Increase coordination with other community organizations.	C	Ongoing	Director of Homeless Services	Direct relationships with other organizations that either work directly with people who are experiencing homelessness or represent those who do can be advantageous, including chamber of commerce, downtown development authority, health care providers, and school districts.

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Recommended

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Recommendation	Priority	Time Frame	Responsible Party/Parties	Benefit
Recommendation #9: Rewrite zoning and land-use codes to encourage nontraditional housing development.	B	Within 12–18 months	Board of Supervisors, County Administrative Officer, Housing & Community Development, Director of Homeless Services	Allows for a greater variety of housing developments which could include tiny homes, increased density with low-water usage design, RV communities, and other innovations that would increase the overall housing supply.
Recommendation #10: The County should assist in better utilizing mobile health clinic capacity.	B	Within 6 months	Health, Director of Homeless Services	Increases health and improves re-housing outcomes.
Service Delivery Recommendations				
Recommendation #11: Respond to calls for service in underserved and unincorporated areas.	B	Ongoing	Director of Homeless Services, Departments as Determined	Provides a team of County employees located throughout Monterey County that could respond to calls as needed to build homelessness response capacity.
Recommendation #12: Participate more meaningfully in coordinated entry and case conferencing.	A	Ongoing	Health, Housing Authority, Military & Veterans Affairs, Social Services, Director of Homeless Services	Participation allows department staff to know who is experiencing homelessness, whether or not a person should be assessed as homeless, and how people already on the by-name list are being assisted.
Recommendation #13: Develop policy elements and response actions related to encampment and unlawful parking.	B	Within 6 months	Emergency Communications/9-1-1; Health; Military & Veterans Affairs; Public Works, Facilities, & Parks; Sheriff, Social Services; Director of Homeless Services	A policy with consistent implementation reduces cost and decreases harm for those who are living unsheltered or in a vehicle.

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Recommended

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Organizational Review of Current Homeless Programs, Funding, and Coordination Services

Recommendation	Priority	Time Frame	Responsible Party/Parties	Benefit
Recommendation #14: Provide safe camping and parking opportunities.	C	Within 1 year	Health; Military & Veterans Affairs; Public Works, Facilities, & Parks; Sheriff; Social Services; Director of Homeless Services	Greater predictability and stability of where a person is staying will lead to more people getting back into housing and a decline in the overall number of people experiencing homelessness.
Recommendation #15: Increase available staffing and capacity for behavioral health assessment and services.	C	Within 1 year	County Administrative Officer, Health, Director of Homeless Services	Increased behavioral health assessment and treatment will lead to more people gaining stability and getting re-housed.
Recommendation #16: Support CHSP in developing a landlord incentive and mitigation fund.	C	Within 1 year	County Administrative Officer, Health, Director of Homeless Services	With assurance that renting to a person who has been experiencing homelessness will not bring financial loss, more landlords will participate in the ending homelessness effort.
Recommendation #17: Prioritize developing and building supportive housing.	B	Within 3 years	County Administrative Officer, Housing Authority, Housing & Community Development, Director of Homeless Services	Approximately 50 percent of those experiencing homelessness need supportive housing; more units of this type will decrease the size of this population.
Recommendation #18: Discover additional funding for rapid re-housing (RRH).	B	Within 12–18 months	County Administrative Officer, Military & Veterans Affairs, Social Services, Director of Homeless Services	Approximately 50 percent of those experiencing homelessness can benefit from rapid re-housing; more housing opportunities of this type will decrease the size of this population.

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Recommended



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Organizational Review of Current Homeless Programs, Funding, and Coordination Services

Recommendation	Priority	Time Frame	Responsible Party/Parties	Benefit
Recommendation #19: Develop additional emergency shelter and interim housing to address service gaps and deserts.	C	Within 3 years	County Administrative Officer, Housing & Community Development, Director of Homeless Services	Greater predictability and stability of where a person is staying will lead to more people getting back into housing and a decline in the overall number of people experiencing homelessness.
Recommendation #20: Continue prioritizing those experiencing homelessness for participation in Enhanced Care Management.	B	Within 1 year	Health, Director of Homeless Services	The participation of those experiencing homelessness is mandatory; the goal is to include the homeless population as quickly as possible.
Fiscal Recommendations				
Recommendation #21: The Director of Homeless Services should have specific and clearly defined duties, objectives, and performance measures related to the homelessness program.	A	Within 1–3 months	Board of Supervisors, County Administrative Officer	Helps ensure that the Director understands what is expected of the position from the Board and the CAO's office.
Recommendation #22: Funding for the Director of Homeless Services capacity, including support staff, should primarily come from the General Fund, with supplementary funding as available.	A	Within 1–3 months	County Administrative Officer	Helps ensure continuity and creates an atmosphere where an effective focus can be placed on developing and achieving the goals and objectives of the homelessness reduction program.

LEGEND
A Recommendation mandatory or critical
B Strongly recommended
C Recommended

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Organizational Review of Current Homeless Programs, Funding, and Coordination Services

Recommendation	Priority	Time Frame	Responsible Party/Parties	Benefit
<p>Recommendation #23: Fiscal results of the homelessness program should be reported to County executive management and the Board at least annually.</p>	B	Within 6 months	Director of Homeless Services	Ensures that all parties are aware of the outcomes of the homelessness program. The reporting should include, at a minimum: details on amount awarded and received; particular homelessness program objectives and amount allocated, spent to-date, and balance remaining; and summary of all homelessness program’s fiscal activity to date.
<p>Recommendation #24: Establish regular meeting schedules for the individual directors/managers of the homelessness programs of Monterey County and the City of Salinas to meet with CHSP leaders and discuss issues related to the homelessness programs and funding.</p>	B	Within 6 months	Director of Homeless Services	Increases regional collaboration and provides a means to ensure adherence to funding strategies and other homelessness strategies.
<p>Recommendation #25: Consider development of a regional marketing campaign for private donations.</p>	C	Within 1 year	Director of Homeless Services	Encourages private donations to help support homelessness programs.
<p>Recommendation #26: Consider the creation of a consolidated regional budget controlled by a regional homelessness program governing body that is funded by some or all of the available sources from the respective regional agencies.</p>	B	Within 18–24 months	Board of Supervisors, County Administrative Officer, Director of Homeless Services	Allows for a more focused and consolidated effort pertaining to the homelessness issues and could also allow for the allocation of the Director of Homeless Services salary and benefit costs to the various agencies benefiting from the work of the position.

<p>LEGEND</p> <p>A Recommendation mandatory or critical</p> <p>B Strongly recommended</p> <p>C Recommended</p>



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Organizational Review of Current Homeless Programs, Funding, and Coordination Services

Recommendation	Priority	Time Frame	Responsible Party/Parties	Benefit
<p>Recommendation #27: Create a homelessness special revenue fund with its own set of accounts.</p>	A	Within 3–6 months	County Administrative Officer, Director of Homeless Services	Helps centralize focus and shows a commitment to operating and monitoring the homelessness program. The fund should be administered by the Director of Homeless Services and have a fund policy. All financial activity related to homelessness programs should be accounted for in this fund.
<p>Recommendation #28: The County should work with additional agencies within the region to develop a centralized, regional homelessness program.</p>	A	Within 1 year	Director of Homeless Services	Provides a program to function as a central liaison for region-wide information regarding homelessness-related funding and programs. Efforts should be made to ensure that all cities, applicable counties, nonprofits, etc. are included and participate
<p>Recommendation #29: The five-year Lead Me Home Plan should be expanded or supplemented with estimated costs and potential resources.</p>	B	Within 1 year	Director of Homeless Services	The creation of an addendum to the Lead Me Home Plan to identify estimated costs and potential resources related to housing needs to meet the goal of reducing homelessness by 50 percent in five years.

<p>LEGEND</p> <p>A Recommendation mandatory or critical</p> <p>B Strongly recommended</p> <p>C Recommended</p>



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Organizational Review of Current Homeless Programs, Funding, and Coordination Services

Recommendation	Priority	Time Frame	Responsible Party/Parties	Benefit
<p>Recommendation #30: Ensure that Monterey County maximizes applications for appropriate grants and that grant applications are reviewed for alignment with County goals.</p>	B	Within 1 year	Director of Homeless Services	Helps the County take advantage of as many opportunities as possible to fund the County's homelessness program. Grant applications should be reviewed to ensure that they meet the goals and objectives of the County's homelessness program.
<p>Recommendation #31: Continue to explore and pursue grants as appropriate.</p>	B	Within 1 year	Director of Homeless Services	Leverages grants already identified and understood by the Board, including California Housing Accelerator Program, HOME American Rescue Plan Program, Community Care Expansion Grant, CalAIM PATH Program, and Behavioral Health Bridge Housing.
<p>Recommendation #32: Require that all homelessness-related fiscal activity be coordinated and approved by the Director of Homeless Services.</p>	A	Within 1 year	County Administrative Officer	Ensures accurate accounting of revenue and expenditure activity related to the homelessness program.
Staffing Recommendations				
<p>Recommendation #33: Keep the Director of Homeless Services role in the County Administrative Office.</p>	A	Ongoing	Board of Supervisors, County Administrative Officer	Provides the Director of Homeless Services maximum authority for better aligning use of County resources that will decrease the size of the homeless population more quickly County-wide.

<p>LEGEND A Recommendation mandatory or critical B Strongly recommended C Recommended</p>



Monterey County, CA

Organizational Review of Current Homeless Programs, Funding, and Coordination Services

Recommendation	Priority	Time Frame	Responsible Party/Parties	Benefit
<p>Recommendation #34: Provide Director of Homeless Services with a Management Analyst.</p>	A	Ongoing	Board of Supervisors, County Administrative Officer, Director of Homeless Services, Departments as Determined (if providing funding)	Provides support to complement and expand homeless services tasks and coordination initiatives, including data collection and reporting and grant seeking and management. Allows the Director the level of authority it needs to convene and help keep the leaders of other County departments on track.
<p>Recommendation #35: Create an Ending and Preventing Homelessness Task Force with homelessness-addressing staff from multiple departments.</p>	B	Ongoing	Director of Homeless Services, Departments as Determined	Would serve as the equivalent of a Long-Term Recovery Committee in disaster response, creating a functional inter-departmental space where ending homelessness is the first priority for shared activities.

<p>LEGEND</p> <p>A Recommendation mandatory or critical</p> <p>B Strongly recommended</p> <p>C Recommended</p>

APPENDIX A

REFERRAL 2021.23

**Monterey County Board of Supervisors
Referral Submittal Form**

Referral No. 2021.23
Assignment Date: 11/02/21
(Completed by CAO's Office)

SUBMITTAL - Completed by referring Board office and returned to CAO no later than noon on **Thursday prior to Board meeting:**

Date: 10/29/2021	Submitted By: Luis Alejo	District #: 1
Referral Title: Monterey County Director of Homeless Strategies and Solutions		
Referral Purpose: To create a new management position to better coordinate homelessness services, strategies and solutions in Monterey County, to realize more permanent supportive housing, and collaborate with key stakeholders to end homelessness in Monterey County.		
Brief Referral Description (attach additional sheet as required): The State of California has provided a record amount of funding to better address the homelessness crisis in our state. In order to enhance services, construct more permanent supportive housing units, better strategize with other local governments, and meet all state funding requirements, it is time that the County of Monterey establish a management position that will focus on strategizing to end homelessness in our county in collaboration with various county departments, the Continuum of Care, local cities, school districts and businesses, and homeless service providers in all regions of our county.		
Other California counties have already created similar positions to enhance and elevate strategies and solutions. This position could possibly be funded by resources provided by the State of California in this year's state budget.		
Classification - Implication		Mode of Response
<input type="checkbox"/> Ministerial / Minor <input type="checkbox"/> Land Use Policy <input type="checkbox"/> Social Policy <input type="checkbox"/> Budget Policy <input checked="" type="checkbox"/> Other: <u>Staffing/Homelessness</u>	<input type="checkbox"/> Memo <input checked="" type="checkbox"/> Board Report <input checked="" type="checkbox"/> Presentation	
	Requested Response Timeline	
	<input type="checkbox"/> 2 weeks <input type="checkbox"/> 1 month <input checked="" type="checkbox"/> 6 weeks <input type="checkbox"/> Status reports until completed <input type="checkbox"/> Other: _____ <input type="checkbox"/> Specific Date: _____	

ASSIGNMENT – Provided by CAO at Board Meeting. Copied to Board Offices and Department Head(s) Completed by CAO's Office:

Department(s):	Referral Lead:	Board Date:
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REASSIGNMENT – Provided by CAO. Copied to Board Offices and Department Head(s). Completed by CAO's Office:

Department(s): County Administrative Office	Referral Lead: Nick Chiulos	Date: 11/02/2021
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ANALYSIS - Completed by Department and copied to Board Offices and CAO:

Department analysis of resources required/impact on existing department priorities to complete referral:	
Analysis Completed By: _____	Department's Recommended Response Timeline
Date: _____	<input type="checkbox"/> By requested date <input type="checkbox"/> 2 weeks <input type="checkbox"/> 1 month <input type="checkbox"/> 6 weeks <input type="checkbox"/> 6 months <input type="checkbox"/> 1 year <input type="checkbox"/> Other/Specific Date: _____

REFERRAL RESPONSE/COMPLETION - Provided by Department to Board Offices and CAO:

Referral Response Date:	Board Item No.:	Referrals List Deletion:
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APPENDIX B

**SAMPLE INTER-GOVERNMENTAL
AGREEMENT (ADAMS COUNTY,
COLORADO)**



MEMORANDUM OF UNDERSTANDING BETWEEN ADAMS COUNTY, COLORADO AND THE CITIES OF AURORA, BRIGHTON, COMMERCE CITY, FEDERAL HEIGHTS, NORTHGLENN, THORNTON, WESTMINSTER, THE TOWN OF BENNETT, AND THE CITY AND COUNTY OF BROOMFIELD REGARDING HOMELESSNESS SERVICES.

THIS MEMORANDUM OF UNDERSTANDING (“MOU”) is entered this ___ day of _____, 2022, between Adams County, located at 4430 S. Adams County Parkway, Brighton, CO 80601 hereinafter referred to as “County”; the City of Aurora, Colorado located at 15151 East Alameda Parkway, Aurora, Colorado 80012; the City of Brighton, Colorado, located at 500 South 4th Avenue, Brighton, Colorado 80601; the City of Commerce City, Colorado, located at 7887 East 60th Avenue, Commerce City, Colorado 80022; the City of Federal Heights, Colorado, located at 2380 West 90th Avenue, Federal Heights, Colorado, 80260; the City of Northglenn, Colorado, located at 11701 Community Center Drive, Northglenn, Colorado 80233; the City of Thornton, Colorado, located at 9500 Civic Center Drive, Thornton, Colorado 80229; the City of Westminster, Colorado, located at 4800 West 92nd Avenue, Westminster, Colorado 80031; the Town of Bennett, located at 207 Muegge Way, Bennett, Colorado 80102, and the City and County of Broomfield, located at 1 DesCombes Drive, Broomfield, Colorado 80020; collectively referred to herein as “Municipalities”. The County and Municipalities may be collectively referred to herein as the “Parties”.

Background

The coordination of homelessness services, data sharing, and determining roles and responsibilities between the County and its Municipalities has been a consistent challenge. As a county, Adams County provides public benefits and other resources; however, policies related to staffing, housing services, and resident responses lie independently within its Municipalities. Our 2020 Point-in-Time (PIT) Count states that there are 483 individuals experiencing unsheltered homelessness in Adams County; however, data from the 2020-21 Severe Weather Activation Plan (SWAP) season shows that we have at least 800 unsheltered individuals experiencing homelessness. The data also shows that homelessness in Adams County is a homegrown issue, as 67% of residents that accessed the hotel/motel vouchers listed Adams County as their last permanent residence. With three of the top four large evicting cities either fully or partially in Adams County, we recognize that homelessness is a shared problem. It is essential for the Parties to coordinate services and investments countywide so we can reach people experiencing homelessness in their community.

We also strive to ensure our investments in homelessness are making the biggest impact for our most vulnerable residents. This ensures that our resources are continuing to improve outcomes for people experiencing or at risk of homelessness. Adams County and its Municipalities have made progress in funding and serving people experiencing homelessness (PEH) through initiatives such as the Severe Weather Action Plan (SWAP), Adams County Day Works, Homelessness Outreach, Mobile Showers and Mobile Laundry Services, Mobile Home Initiative, Housing Navigation and Mediation, Respite Housing, and Next Step. However, there are countywide gaps in services indicating that coordination on shared priorities is needed.

Purpose

The purpose of this MOU is to further strengthen regional coordination and improve outcomes for people experiencing or at risk of homelessness through a shared vision. Through a commitment to share and utilize available data, the Parties agree to identify resource and service needs for people experiencing or at risk of homelessness and potential locations and properties that can best provide those resources and services. This work is intended to be multi-faceted and a long-term commitment resulting in solutions to addressing current challenges for PEH access to services and housing.

Project Goals and Outcomes

The Parties support the following goals and outcomes:

VISION: To provide a regionally coordinated, aligned, and evidence-based approach to providing services in Adams County and Broomfield County so that homelessness is a rare, brief, and one-time experience for our residents.

GOAL: To align municipal and county efforts and resources towards evidence-based homelessness solutions and housing services and to address the gaps in service provision for PEH.

ACTIVITIES:

- Identify what data is readily available and can easily be shared, as well as what limitations exist in the data.
- Share available homelessness-related data with Adams County and with all of the Parties to create a central hub, hosted on Adams County servers, to analyze root causes and best solutions to reduce homelessness. This may include, but is not limited to, Homelessness Management Information Systems (HMIS) data, as well as programmatic, police, health, and citizen complaint data, as available, at the jurisdictional level.
- Utilize data to identify:
 - How to take the work to the next level culminating in an implementation plan for providing facilities for service provision as well as transitional and permanent supportive housing.
 - Areas of opportunity to provide a comprehensive system of services and housing for PEH based on existing mapping of facilities, an inventory of current services being provided, and development of a single navigation and entry system.
 - Objective criteria and ideal locations, available properties, and opportunities to provide the identified resources and services which may include:
 - Day shelter and/or housing navigation services.
 - Filling in gaps in the shelter/housing continuum including, but not limited to:
 - Safe parking

- Tiny home villages
- Pallet shelter communities
- Transitional housing
- Permanent supportive housing
- Identify potential state and federal grant programs, or partnerships with nonprofit organizations to secure endowments and to leverage funding between the Parties and other entities.
- Identify other challenges related to services for PEH and housing continuum such as transportation, mental, behavioral, or other health support, and/or employment.
- Identify needed adjustments to zoning regulations or design standards that might impose impediments to the placement of shelters, transitional and permanent housing, or require additional time to resolve.
- Collaborate on issues pertaining to housing regulations.
- Identify development partners and real estate partnerships/lease opportunities to maximize delivery of housing projects along the continuum of care.

OUTPUTS:

- An objective, evidence-based document that outlines the need for day shelter or types of short- and long-term housing/shelter and recommendations on potential locations and properties (Report) that would be most suitable for these efforts.
 - Recommendations could also include measures that address root causes, systems and/or policy changes, and preventative programs, among others.
 - This Report will be used to guide discussion and decisions for the Parties.
- A secure, central, electronic warehouse for homelessness-related data in Adams County so that we can understand the full landscape and life cycle of homelessness, root causes of housing instability, and the best ways to reduce homelessness in Adams and Broomfield Counties.

OUTCOME:

- More collaboration between municipalities in making homelessness rare, brief, and one-time.
- Improved service provision and infrastructure so that homelessness is a rare, brief, and one-time experience.

Commitment

This MOU does not irrevocably bind or commit any Party to any financial obligation; however, it implies the Parties will strive to perform the Roles and Responsibilities, identified herein to the best of their abilities.

Effective Date and Term

This MOU will take effect on January 1, 2022 and remain in effect through December 31, 2024, subject to the Parties' right to terminate under this MOU.

This MOU will automatically renew for up to three consecutive one-year terms, subject to the Parties' right to terminate this MOU.

This MOU, or any Party's participation in this MOU, may be terminated by providing 60 days written notice to all Parties.

Nothing in this MOU shall be construed to create a multiple fiscal-year obligation for any Party.

Roles and Responsibilities

Adams County is responsible for the following:

- Driving the work prescribed in the MOU that shows commitment in aligning efforts including coordinating the development of the Report with input from the Parties.
- Coordinate with the Municipalities on the signing and execution of the MOU and any other Intergovernmental Agreements required to develop the Outputs.
- Convene meetings with Municipalities, Elected Officials, and Core Team that move the work ahead.
- Share data with the rest of the Parties for efficient, effective, and consistent use to help facilitate program planning, policymaking, and project delivery.
- Provide updates on the progress in partnership with Municipalities.
- Facilitate conversations on data sharing with Core Team and municipal departments.
- Assign a member from Adams County to the Core Team who can speak on behalf of the county subject to approval by the elected officials or executive management with respect to Activities identified in this MOU.

Municipalities are responsible for the following:

- Commitment in aligning efforts.
- Participate in meetings with the Parties that drive the work forward.
- Actively share data with Adams County for efficient, effective, and consistent use to help facilitate program planning, policymaking, and project delivery.
- Assign a member from the participating entity to the Core Team who can speak on behalf of the municipalities subject to approval by the elected officials or executive management with respect to Activities identified in this MOU.

Core Team

- Commit to working with Adams County staff delivering the scope of work, data needs, data evaluation, service gaps, and individual municipal interests, among others.

- Work with the Parties to help identify policy changes within Municipalities and the Counties to meet homelessness services needs.
- Report out to the Parties on the progress of the work.
- Make informed, regionally oriented decisions based on available data to reduce homelessness.

SIGNATURE PAGES

ADAMS COUNTY

Chair

Approved to Form:

Adams County Attorney's Office

CITY OF AURORA

Mayor

Approved to Form:

City Attorney's Office

CITY OF BRIGHTON

Mayor

Approved to Form:

City Attorney's Office

CITY OF COMMERCE CITY

Mayor

Approved to Form:

City Attorney's Office

CITY OF FEDERAL HEIGHTS

Mayor

Approved to Form:

City Attorney's Office

CITY OF NORTHGLENN

Mayor

Approved to Form:

City Attorney's Office

CITY OF THORNTON

Mayor

Approved to Form:

City Attorney's Office

CITY OF WESTMINSTER

Mayor

Approved to Form:

City Attorney's Office

TOWN OF BENNETT

Mayor

Approved to Form:

Town Attorney's Office

CITY AND COUNTY OF BROOMFIELD

Mayor

Approved to Form:

County Attorney's Office