



**BOARD OF SUPERVISORS
AGENDA LETTER**

Agenda Number:

Clerk of the Board of Supervisors
105 E. Anapamu Street, Suite 407
Santa Barbara, CA 93101
(805) 568-2240

Department Name: CEO
Department No.: 012
For Agenda Of: June 26, 2012
Placement: Departmental
Estimated Tme: 1 hour
Continued Item: No
If Yes, date from: - -
Vote Required: 4/5

TO: Board of Supervisors
FROM: Select_From Chandra L. Wallar, County Executive Officer
Contact Info: Terri Nisich, Assistant County Executive Officer
SUBJECT: Homeless Support Systems Merger

County Counsel Concurrence

N/A

Auditor-Controller Concurrence

N/A

Other Concurrence:

As to form: N/A

Recommended Actions:

That the Board of Supervisors:

- A. Receive report from staff regarding the County’s role in the proposed homeless structure, and;
- B. Direct County Executive officer to assign staff to serve on the Executive Committee of the new homeless structure as well as other staffing as necessary;
- C. Appropriate funds in the amount of \$75,000 from Contingency line item account 9898 to General County Program, line item account 7460;
- D. Direct staff to report back to the Board of Supervisors in six months regarding overall progress of the new homeless structure, impact on clients served, programs, services and funding;
- E. Direct staff to return following further community consultation with appropriate actions to establish new structure.

Summary Text:

On May 15, 2012, the Board of Supervisors received a report on a new collaborative structure to address homelessness within Santa Barbara County. The Board of Supervisors unanimously supported the new structure and the County Executive Office was directed to return to the Board with additional information regarding the County’s role in the new structure, allocation of resources as well potential funding sources.

The proposed homeless merger and subsequent re-organization and partnership of public and private resources are intended to reduce homelessness through the establishment of a centralized, coordinating

entity with authority to improve the effectiveness of service at a systemic level and streamline service delivery to maximize the efficient use of resources.

Diminishing resources make it critical for government, the private sector and the non-profit community to collaborate whenever possible to provide efficient and effective service. The merging of homeless-related services, resources and expertise within a comprehensive structure is anticipated to establish a process for policymaking, coordination, implementation, and evaluation of services allocated to housing vulnerable individuals. This collaborative effort will promote accountability and responsibility by creating a centralized infrastructure with dedicated staff, a process to pursue a common agenda, data gathering and analysis, streamlined communication channels, while simultaneously supporting activities among participants.

The goals of the new structure include but are not limited to:

- Improving broad cross-sector coordination;
- Improving all aspects of the homeless service provider continuum
- Establishing reliable longitudinal measurements of effectiveness and use data for decision making
- Utilizing existing resources to the maximum extent in a way that complements ongoing efforts and targets future funding and programming opportunities.

The current service delivery system includes government, non-profit, business and community based programs and services focused on discrete aspects of homelessness. These service providers may communicate within any central organizing body such as Bringing Our Community Home (BOCH) or Common Ground. These services may have clearly articulated goals and priorities, data collection, outcome measures and performance evaluation. The current system, according to many participating stakeholders, does not promote collaboration among service providers or encourage coordination of resources to maximize overall investment of scarce resources.

From County department directors to the staff on the front line of service delivery in Public Health, Community Services, Alcohol, Drug and Mental Health, Sheriff, District Attorney, Probation, Public Defender County personnel play a role in delivering homeless services. There is however no singular department that serves as the lead and provides cohesion among the many services, and/or evaluation of resources allocated toward homeless services. Recently, in recognition of the significance policy and social issues as well as magnitude of County resources dedicated to the homeless issues, an Assistant County Executive Officer has been assigned to coordinate the internal effort.

Background:

In 2006, the Board of Supervisors approved *Bringing Our Community Home: the Ten-Year Plan to End Chronic Homelessness throughout Santa Barbara County*. The Ten Year Plan has guided allocation of supportive services and helped to integrate homeless services with housing decisions for the past six years. In 2007, the South Coast Homeless Advisory Committee (SCHAC), which had been meeting informally since the mid-1980's as an information-sharing venue, was formalized as an advisory body and expanded to participating jurisdictions. The SCHAC, Lompoc Homeless Advisory Committee and Santa Maria Homeless Advisory Committee are also affiliated with the Ten Year Plan.

Common Ground Santa Barbara is a collaborative effort of community members from the non-profit, governmental, business and faith communities of Santa Barbara County striving to end homelessness. Common Ground SB has been instrumental in recruiting over 500 volunteers to participate in administering the Vulnerability Index during the Point in Time Homeless Count required by HUD. Volunteer efforts associated with Common Ground and the faith community has supported operation of the Freedom Warming Centers throughout the County during times of inclement weather and many more volunteers are being trained and mobilized through the Homeless Advocacy Project.

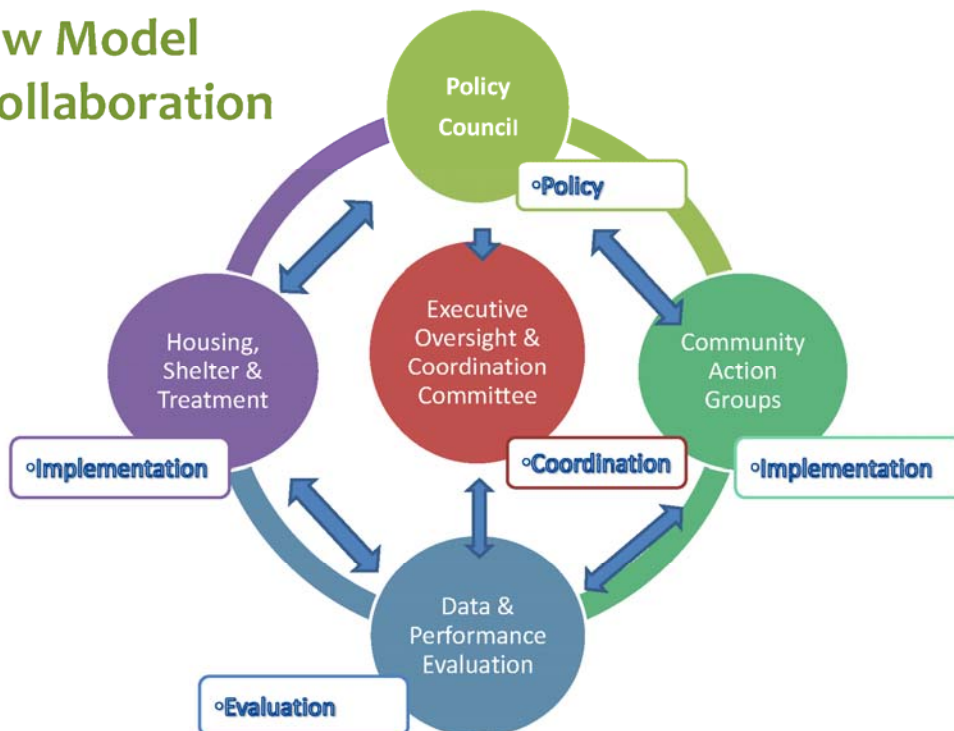
The end result of the proposed merger is to provide more effective and efficient homeless related services and accountability in a coordinated effort resulting in smarter practices and better outcomes for our community and the people we serve.

A New Model of Collaboration

As referenced in the report to the Board of Supervisors on May 15, 2012, this new model, as illustrated below, provides for broad cross sector coordination and *Collective Impact*. *Collective Impact* is the commitment of a group of important actors, from different sectors to a common agenda for solving a specific social problem. Unlike most efforts, *Collective Impact* initiatives involve a centralized infrastructure, a dedicated staff and a structured process that leads to a common agenda, shared measurement, continuous communication and mutually reinforcing activities among all partners.

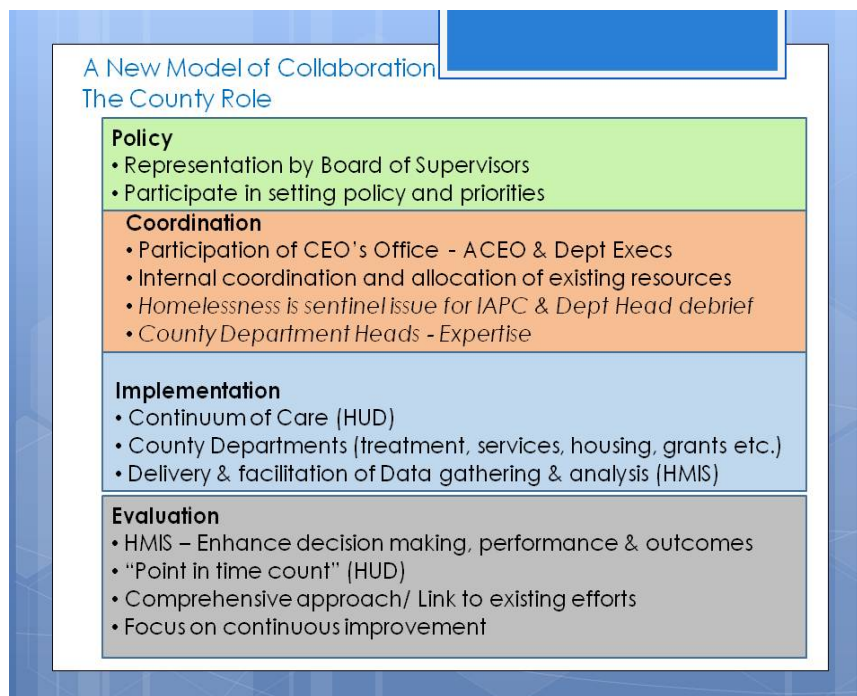
In order to embark upon the initiative and employ the concepts of *Collective Impact* to address the pressing issue of homelessness county-wide, the model below was devised by key stakeholders from the community for consideration.

A New Model of Collaboration



- Policy Council:** Who: Elected Officials
Role: Set strategic vision and establish policies that reduce homelessness
- Coordination Committee:** Who: Key Leaders (Agency, County Department Executives, Decision makers. This includes executive oversight committee which is subset of larger coordinating committee.
Role: Set operational and resource priorities and implement policy decisions that reduce homelessness, develop short and long term goals to address needs and coordinate problem solving, Oversee day to day work of Homeless Coordinator
- Homeless Coordinator:** Who: Administrator, coordinator, convener, and facilitator
Role: Facilitates the work of the Coordinating Committee, outreaches to the community, and interfaces on a daily basis with community action groups, housing, and treatment and shelter providers and continually conducts performance evaluation. Administered by community non-profit
- Housing/Shelter/Treatment & Community Action Group:** Backbone expert agencies delivering day to day services, emergency response, data providers, data collectors, resources, information providers

The County of Santa Barbara as a local government plays a significant role in the implementation of the new model as it is represented in policy, coordination implementation and evaluation sectors. The County plan for implementation of the new model includes the following components:



Policy

The County, through the involvement of two members of the Board of Supervisors, serving on the Policy Council, will work in conjunction with other elected officials to set policy, determine priorities and facilitate strategic solutions.

Coordination

Bridging the gap between policy and service coordination is the Coordination Committee. This committee is currently proposed to include representatives of government and the nonprofit community service providers. The Coordination Committee via the Executive Oversight Committee will partner with the Homeless Coordinator and provide direction and oversight consistent with the direction of the Policy Council. The Executive Oversight Committee will be a subset of the Coordination Committee that will include senior County staff, and executive level leaders from participating, health care, mental health and substance abuse treatment, housing and sheltering service providers.

Multiple County departments play a role in the delivery of services or responding to the critical needs of the homeless. Many of the departments are within the Health and Public Assistance Functional Group. However public safety and law and justice departments also play a role, including Sheriff, District Attorney, Public Defender and Probation. It is anticipated that on an as needed basis County department directors will continue their involvement given their expertise and programmatic responsibilities (i.e. Public Health Department's health care for the homeless, Community Services Department's housing funds and opportunities). Department directors may serve with other stakeholders on the Coordination Committee.

Internally, the County will respond to the new homeless structure by establishing homelessness response as a sentinel issue at all Inter-Agency Policy Council (IAPC) meetings. These meetings bring together department directors and key staff on a monthly basis to discuss, deliberate and seek solutions the issues common to departments. In addition to these monthly meetings, a weekly briefing is being set to increase the agility and responsiveness of County departments to the new model.

Implementation

The merged structure will provide two working groups to drive the implementation of coordinated service to homeless individuals and families. The implementation groups will be the Housing, Shelter and Treatment Workgroup and the Community Action Workgroup. The two working groups members will come from the public-sector and non-profit homeless service providers who are the backbone of current efforts to reduce homelessness. The services will be reviewed in the context of the new model, given goals and priorities and provided with the opportunity for increased coordination of services.

The County's Community Services Department will continue to be the lead agency of the Continuum of Care which currently provides over \$1.7 million to homeless service providers through the Department of Housing and Urban Development (HUD). The County also currently funds multiple outreach services including street outreach, Assertive Community Treatment (ACT) teams, Crisis and Recovery Emergency Services (CARES), healthcare for the homeless, capital and operational funding for transitional housing and shelter services. In addition staff currently supports or attends the monthly South Coast Homeless Advisory Committee (SCHAC) and Bringing our Community Home (BOCH) meetings and supports the Homeless Management Information System (HMIS). It is anticipated that the multitude of programs and services offered and funded by the County will continue in the short term pending development of policy and priorities by the Policy Committee. However with the consolidation of SCHAC and BOCH County staff attendance at SCHAC will be eliminated resulting in a redirection of time to critical HMIS needs. In addition multiple department attendance at meetings will be reduced through coordination of attendance and representation of the County through the Assistant CEO.

Evaluation

As the lead agency for HUD, the County also plays an important role in evaluation of service effectiveness through the HMIS. The County along with partner agencies can track clients and beneficiaries with the homeless prevention and rapid re-housing and supportive housing programs through the Continuum of Care and the emergency solutions grants. Presently there are over 6,500 individuals within the system, yet the system is not robust enough to accommodate the evaluation needs likely required to with the enhanced data gathering and reporting foreseen as part of the new model. Grant funding is now being pursued by County Housing Authority to further enhance the data gathering and evaluation need required to demonstrate progress towards reducing homelessness. The Board of Supervisors did however also authorize an upgrade to system in FY 2010. The goal of the evaluation component of the model provides information required for good decision and policy making as well as to measure program performance and community outcomes in the short and long term.

Total Cost of Homeless Merger Effort Year 1

Based on a draft of the Fiscal Year 2012/13 budget for the homeless restructuring effort, total costs for Year 1 are approximately \$245,000 contributed by participating and potential granting agencies. This preliminary budget includes the following:

Salaries & Benefits

Homeless Coordinator

Administrative Support

Subtotal Salaries & Benefits \$104,000

Services & Supplies

Professional services (facilitator and evaluation) \$83,000

Office support/supplies/technology \$58,000

Subtotal Services & Supplies \$141,000

Total Preliminary Program Costs FY 2012/2013 **\$245,000**

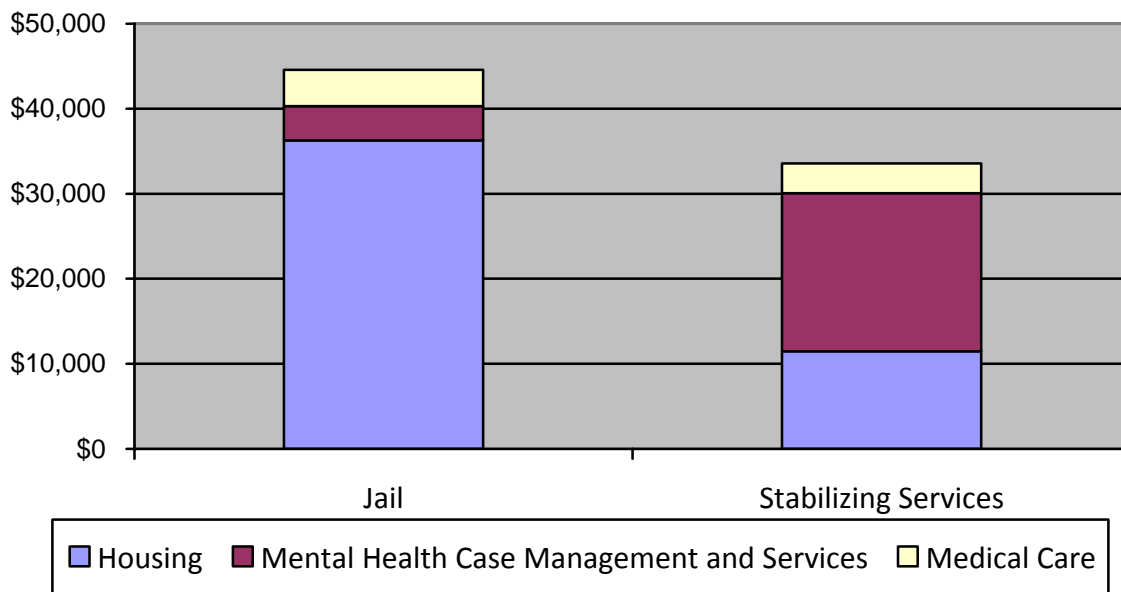
Overview of Coordinator and Facilitator Roles

The coordinator, reporting to the Executive Committee, will be responsible for various functions within the model including oversight of the two Implementation Working Groups, coordination and support of the Policy Council, and Coordination Committee, oversight of Point In Time Count of the homeless, representation at public meetings and mobilization of countywide efforts and research of nationwide best practices and models to address homelessness. The coordinator is the “Air traffic controller” facilitating the intake and dissemination of information throughout all components of the model and is accountable for implementation of day to day and priorities and policy. The facilitator, also reporting to the Executive Committee, is anticipated to serve on a contract basis and will educate and build broad awareness of the new model, assist in development of strategy, foster innovation and support

stakeholders and communicate benefits of *Collective Impact* and how it differs from traditional approaches. Further the facilitator will be instrumental in ensuring proper measurements of outcomes including benefits and social impact of homeless initiatives.

Return on Investment/Cost Avoidance

On April 17, 2011 the Board of Supervisor received a report titled *Comparing the Cost of Jail Incarceration and Stabilizing Services*. This report noted the cost to incarcerate a homeless person with mental illness is approximately 25% higher than providing supportive services such as housing, medical services, substance abuse and mental health treatment. Further, the report noted that the limited capacity of housing options for the indigent, particularly supportive housing for those being treated for mental illness and substance abuse will be the single largest obstacle to solving the revolving door of poor homeless and mentally ill individuals in and out of the County Jail. Finally it was noted that continuation of efforts to streamline the service delivery and referral system is important for improving the effectiveness of parts of the system. The new homeless structure model is designed to assess service delivery systems and identify comprehensive approaches to housing, utilizing best practices while engaging all sectors of the community. The importance of measuring these cost reductions to the criminal justice system and healthcare will be incorporated in the evaluation component of the new homeless structure.



As an example, the average cost to incarcerate an inmate at the County Jail is \$44,570 per year. This is inclusive of mental health services at \$4,030 per year and medical services at \$4,270 per year. As reflected in research published by the United States Interagency on Homelessness, the creation of comprehensive and seamless systems of care that combine housing with behavioral health and social services supports have been shown to prevent and end homelessness. Costs per individual for such stabilizing services are estimated at \$33,000 annually. While the cost differential is not significant, the cost of capital facilities for jail facilities vs. housing is not reflected. Further the social and economic benefits of housing and treatment services and contributions to reductions in recidivism rates vs. incarcerations were not explored. Investment in the new homeless structure and collective impact model

will include development of shared measurements to determine actual cost avoidance and savings through reduction in recidivism, reduction in the number of homeless and housing retention.

Presently, in a recent snapshot of the County Jail population, 887 inmates were housed within the County Jail. Of this amount, 130 or approximately 14% were deemed as transient, have no address or list a shelter as an address. If a small portion, 2% or 18 individuals annually, can be redirected to housing and supportive services rather than be incarcerated in the future, the approximate \$11,000 per person cost differential would total \$198,000 in associated jail costs avoided annually.

Performance Measures

Performance and outcomes measures to be established by the policy committee and will provided to the Board of Supervisors.

Fiscal and Facility Impacts:

Savings and efficiencies associated with more effective and coordinated use of County staff time and resources are anticipated and will be reported of the Board of Supervisors every six months. In addition to efficient and coordinated use of County resources, direct cost savings pertaining individuals obtaining supportive housing vs. incarceration and supportive housing/treatment programs vs. health care systems costs will be measured. The allocation of \$75,000 from General Fund Contingency, Line Item Account 9898 to General County Programs, Program 7500, and Line Item Account 7460 will fund a portion of the anticipated cost of the homeless restructuring effort. In year one the City of Santa Barbara, County of Santa Barbara, grant funding and a community nonprofit foundation will contribute equal funding totaling the \$245,000 needed to fund the homeless coordinator position and the overall effort. It is anticipated that a comprehensive ongoing funding plan will be developed during fiscal year 2012/13 to reflect involvement by participating local governments, nonprofits and the philanthropic community.

Staffing Impacts

No new positions are added to through this effort. A community non profit will house the Housing Coordinator position.

Legal Positions: **FTEs:**

N/A

Authored by:

Terri Nisich, Assistant CEO