



ASSESSMENT OF
Yolo County
HOMELESS SYSTEM
GOVERNANCE

By the Technical Assistance Collaborative

September 2019



TABLE OF CONTENTS

- Introduction 3
- Background on CoC Governance and Responsibilities 3
- Existing Homeless System Governance Structures. 5
- Key Themes and Challenges 6
- TAC Recommendations 11
- Conclusion and Next Steps 14
- Attachment A: Yolo Survey Data 15
- Attachment B: Stakeholder Interview Schedule 35

INTRODUCTION

In January of 2019, California's Department of Housing and Community Development (HCD) presented the opportunity for Continuums of Care (CoC) and Counties across the state to request technical assistance (TA) in three different areas of focus: capacity building, housing first, and housing stability. Eligible recipients of this technical assistance included those CoCs and Counties that were direct recipients or administrators of California's Emergency Solutions Grant Program (ESG) or No Place Like Home funding. In February, the Yolo County Health and Human Services Agency (HHSA) requested capacity building technical assistance on behalf of the local CoC, Homeless Poverty and Action Coalition (HPAC). Technical Assistance Collaborative (TAC) was the firm assigned to this engagement.

The main purpose of the TA engagement was to assess the current homeless system governance structure countywide, with a primary focus on the CoC's governance structure, and identify areas of improvement to ensure an effective system-wide response to ending homelessness within the community. As part of this assessment, TAC performed the following activities:

- Review of relevant CoC documents and data including the Governance Charter, Point-in-Time Count, Housing Inventory Chart, System Performance Measures, and Coordinated Entry Policies & Procedures
- Conducted an online survey of CoC Membership (see attachment A)
- Presented survey results at CoC meeting
- Obtained additional stakeholder feedback through 10 individual one-on-one interviews (see attachment B)
- Facilitated an onsite meeting with the Technical Subcommittee
- Participated in biweekly check-in calls with Yolo County HHSA staff

This document summarizes key findings from the engagement and includes specific recommendations on structural changes that could improve the overall functioning of the CoC and homeless services system as a whole.

BACKGROUND ON CoC GOVERNANCE AND RESPONSIBILITIES

In 2009, the United States Department of Housing and Urban Development (HUD) created the CoC Program to fund projects with the goal of ending homelessness. Prior to the establishment of the CoC Program, HUD required that communities submit a single application for McKinney-Vento Homeless Assistance Grants in order to streamline the funding application process. While this application process laid the groundwork for a coordinated community response to homelessness, it did not require that communities formalize those planning bodies to establish a CoC. The work to end homelessness often took place in silos, with multiple entities promoting differing priorities in the same community despite a single funding application. Understanding that community-wide commitment and participation are essential in any planning process, HUD envisioned that CoCs would serve as the vehicle in which intergovernmental, cross-system, and multi-partner collaboration would drive the efforts.

Because there is such geographic and demographic variance across CoCs, HUD has given communities a great deal of flexibility in determining the best structures for governing their homeless systems. One CoC may consist of a single city and county while others may span multi-county regions encompassing

several cities and towns. By allowing CoCs to tailor their homeless systems to meet the needs of their individual communities, it is HUD's vision that each CoC will promote the goal of ending homelessness through collaborative strategic planning that provides funding opportunities for housing and services providers and access to those resources for households experiencing homelessness.

A CoC's competitiveness to secure funds each year in the CoC Program funding competition is determined in part by its ability to meet the requirements of the CoC Program interim rule published in 2012. The CoC Program interim rule outlines a number of responsibilities required of the CoC related to establishing and operating the CoC. In order to ensure these responsibilities are carried out, CoCs must adopt a governance charter outlining how each of these responsibilities will be performed. CoCs have a great deal of flexibility in how to structure their governance, however the following formal entities are required to be established:

1. The CoC. This is the group organized to carry out the responsibilities required under the CoC Program. The group should be composed of representatives of organizations, including nonprofit homeless providers, victim service providers, faith-based organizations, governments, businesses, advocates, public housing agencies, school districts, social service providers, mental health agencies, hospitals, universities, affordable housing developers, law enforcement, organizations that serve homeless and formerly homeless veterans, and homeless and formerly homeless persons to the extent these groups are represented within the geographic area and are available to participate.

2. The CoC Board. CoCs are required to establish a CoC Board to act on its behalf. The CoC Program interim rule contains only two requirements regarding the structure of the CoC Board. The two requirements are:

- a. Be representative of the relevant organizations and of projects serving homeless subpopulations; and
- b. Include at least one homeless or formerly homeless individual.

The CoC must also formally adopt and follow a written process to select the Board. The process must be reviewed, updated, and approved by the Continuum at least once every 5 years. The CoC Program interim rule does not provide any additional requirements about the process that the CoC must use to select its board.

It is important to note that the CoC Program interim rule does not assign any responsibilities to the CoC Board. Instead, the CoC must assign responsibilities to the CoC Board and document these responsibilities in the CoC's governance charter. This allows CoCs the flexibility to have a CoC Board that better meet its local needs.

3. The Collaborative Applicant. The CoC must designate a collaborative applicant. The collaborative applicant is an eligible applicant responsible for compiling and submitting the application in response to the annual CoC Program NOFA on behalf of the CoC as well as applying for a grant for Continuum of Care planning funds on behalf of the CoC. Any additional duties assigned to the collaborative applicant must be documented in the CoC's governance charter.

4. The HMIS Lead. This is the entity designated by the CoC to operate the CoC's HMIS on the CoC's behalf.

The CoC may require additional organizations, workgroups, or subcommittees to help them carry out their responsibilities. If this is the case, the CoC has the authority to designate responsibility to another organization, subcommittee, or workgroup. All designations must be fully documented, and approved by the CoC, in the CoC's governance charter.

While these structures are required to compete for CoC Program funding, it is notable that these funds are

not the only stream of homelessness resources that require allocation through the CoC. Seeing the value in HUD’s vision of the CoC as a community’s homelessness planning body, many states have also elected to structure funding opportunities to flow through the CoC at the local level. The state of California has begun to move in this direction. For example, the California Emergency Solutions and Housing Program (CESH) provides funding for assistance to households experiencing and at risk of homelessness. CESH requires that eligible applicants for this funding source be designated by the CoC. In addition to CESH funding, other CA State-funded homeless resources that flow through the CoC include the Homeless Emergency Aid Program (HEAP) and the State’s federal allocation of the Emergency Solutions Grant (ESG). These resources represented approximately 1.6 million dollars of funding for people at-risk of or experiencing homelessness in Yolo County in FY18.

EXISTING HOMELESS SYSTEM GOVERNANCE STRUCTURES

The Homeless and Poverty Action Coalition, or HPAC acts as the Yolo County Continuum of Care and its membership is open to all parties interested in issues of homelessness. HPAC currently boasts a regular membership list of approximately 30 agencies. The CoC Board is comprised of a group of voting members who have attended at least six general meetings in the previous year and have also participated on a least one standing or ad hoc subcommittee. In addition, voting members must also represent one of the following parties:

- Community based organization whose mission pertains to issues of homelessness and poverty
- The County of Yolo
- Cities within the County of Yolo
- Homeless and/or formerly homeless persons; and
- Private companies whose interests pertain to issues of homelessness and poverty.

Voting membership is determined annually on October 31st. Outside of the requirement that voting membership be representative of the parties listed above, there are no additional selection criteria. The voting membership, or Board, are not formalized as a separate entity from the general membership and do not meet outside of the 8 general membership meetings convened each year. Approximately 18 of the 30 membership agencies hold voting membership and are considered part of the board.

In addition to the group of voting members, there are 3 elected positions on the leadership board (Chair, Vice-Chair and Secretary) as well as a Homeless Coordinator position (non-voting) who staffs the CoC. The Homeless Coordinator role is currently filled by a team of staff members from Yolo County Health and Human Services Agency (HHSA). This position is funded through a memorandum of understanding between Yolo County HHSA and the cities of Davis, West Sacramento, and Woodland, as outlined in Table 1. While the majority of the activities assigned to this position are eligible planning costs under the CoC Program Interim Rule, they are not currently being supported by a CoC Program planning grant. Planning grants allow for communities to request up to 3% of their total funding need, or an amount otherwise indicated by

Table 1: Homeless Coordinator Funding

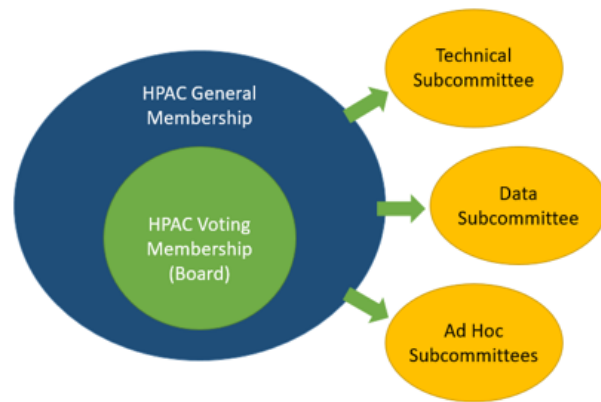
Jurisdiction	Contribution to Homeless Coordinator Position
City of Davis	\$10,000
City of West Sacramento	\$10,000
City of Woodland	\$10,000
Yolo County	\$5,000
Total	\$35,000

the applicable NOFA. HPAC's total CoC funding need amount during the FY2018 competition was estimated at \$524,011, meaning that a total of \$15,720 to support CoC planning activities could have been accessed had HPAC applied for the planning grant. The cost of the work being done to staff and support HPAC greatly exceeds the dedicated \$35,000 annually that is dedicated to fund it.

The role of the Collaborative Applicant and the HMIS Lead are both designated by the CoC to Yolo Community Care Continuum (YCCC). While YCCC is the designated entity in both these roles, Yolo County HHSA staff undertake a significant portion of the daily work associated with these roles. For example, Yolo County HHSA staff serve as the liaison between the HMIS administrator and users and provide technical support to users.

Beyond the required CoC entities in HPAC, there are two standing committees designated in the CoC Governance Charter: the Data Subcommittee and the Technical Subcommittee. The Data Subcommittee is primarily responsible for monitoring and addressing issues related to HMIS. The Technical Subcommittee has somewhat of a broad range with its role to focus on federal funding issues related to CoC and ESG. In addition to these two standing subcommittees, the CoC also establishes ad hoc committees to carry out duties. In the past, these have included a PIT committee and a ranking/review committee. A visual representation of the CoC structure can be seen in Figure 1.

Figure 1: HPAC Governance Structure Model



In addition to the work taking place at HPAC, there is local homelessness planning taking place among other entities. Each of the four cities that comprise Yolo County; Woodland, Davis, West Sacramento, and Winters, are engaged in local homelessness planning efforts within their jurisdictions. Recently, these four cities and a broad continuum of local agencies worked collaboratively with the County to draft a 3-year plan to end homelessness in order to secure No Place Like Home funding from the State of California. This funding supports the development of permanent supportive housing for people with mental health disabilities who are experiencing or at risk of chronic homelessness. Additionally, there is an Executive Commission on Ending Homelessness in Yolo County that is comprised of elected officials and an HPAC representative. This commission, supported by Yolo County Housing, meets quarterly with the goal of furthering a 10-year plan to end homelessness in the community. The Executive Commission was originally convened to move the plan through implementation, however, it remained inactive for several years until recently and is not tied to any funding source. A visual of the current Yolo County Homeless System Governance can be seen in Figure 2 on the following page.

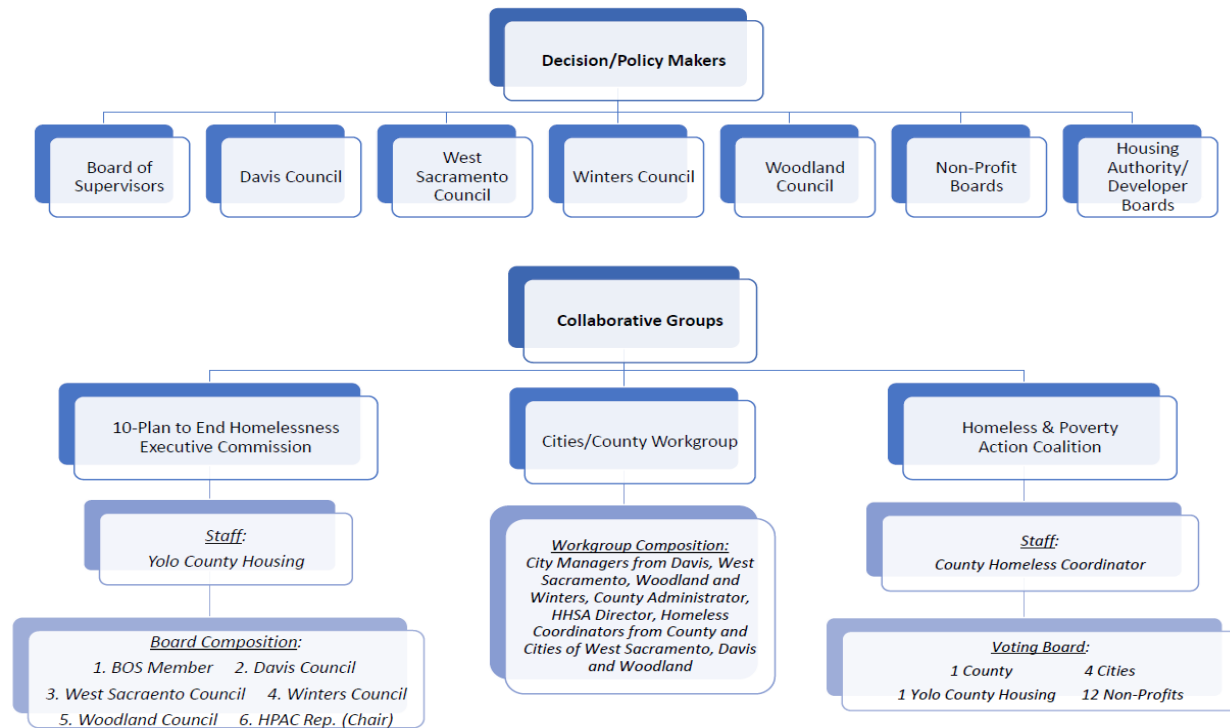
KEY THEMES AND CHALLENGES

While significant efforts are taking place to end homelessness across Yolo County, a number of issues were identified within the existing countywide governance structure that prevent the community from implementing a systemic and coordinated effort to ending homelessness.

Lack of Clarity on Roles/Responsibilities

In order to ensure an effective CoC governance model, each CoC member, Board member and other

Figure 2: Yolo County Homeless System Governance



designated entities should clearly understand their role as well as others’ roles within the CoC. Although the governance charter establishes the formal entities required by the CoC Program interim rule, it does not clearly define what each of the responsible tasks are of each entity. A review of the governance charter shows that many of the responsibilities required of the CoC are not formally tasked to any one entity within the CoC. This has resulted in many responsibilities being undertaken by the technical subcommittee and in some cases not being performed at all. The following table outlines each of the CoC responsibilities and the entity responsible for each responsibility based on a review of the Charter and discussions with the technical subcommittee.

Table 2: CoC Responsibilities and Responsible Party

Continuum of Care Responsibilities			
Regulation	Responsibility	Is this happening?	Responsible Party
Operate the CoC			
578.7(a)	Hold meetings of the full membership, with published agendas, at least semi-annually	Yes	Homeless Coordinator staffed through Yolo County HHS
578.7(a)	Issue a public invitation annually for new members to join within the geographic area	Yes	Homeless Coordinator staffed through Yolo County HHS
578.7(a)	Adopt and follow a written process to select a CoC Board and review, update, and approve at least once every 5 years	Yes	Technical Subcommittee
578.7(a)	Appoint additional committees, subcommittees, or workgroups	Yes	HPAC General Membership
578.7(a)	Adopt, follow, and update annually a governance charter in consultation with the collaborative applicant and HMIS lead	Yes	Technical Subcommittee

Table 2 (continued): CoC Responsibilities and Responsible Party

Regulation	Responsibility	Is this happening?	Responsible Party
Performance Targets and Monitoring			
578.7(a)	Establish performance targets appropriate for population and program type in consultation with recipients, subrecipients	No/Unclear	Technical Subcommittee Yolo County HHSA Staff
578.7(a)	Monitor recipients and subrecipients performance, evaluate outcomes and take actions against poor performers	No/Unclear	
578.7(a)	Monitor recipients/subrecipients performance and outcomes of ESG and CoC programs, and report to HUD	Unclear	Technical Subcommittee Yolo County HHSA Staff
Coordinated Entry			
578.7(a)	Establish and operate a centralized or coordinated assessment system in consultation with recipients of ESG funds	Yes	Technical Subcommittee
578.7(a)	Establish and follow written standards for providing CoC assistance in consultation with recipients of ESG funds.	Yes	Technical Subcommittee
Homeless Management Information System (HMIS)			
578.7(b)	Designate a single HMIS for its geographic area and designate an eligible applicant to manage its HMIS	Yes	HPAC General Membership
578.7(b)	Review, revise and approve privacy, security, and data quality plans	Yes	Data Subcommittee & Yolo County HHSA Staff
578.7(b)	Ensure consistent participation of recipients/subrecipients in HMIS	Yes	Yolo County HHSA Staff
578.7(b)	Ensure that the HMIS is administered in compliance with HUD requirements	Yes	Data Subcommittee & Yolo County HHSA Staff
Planning			
578.7(c)	Coordinate implementation of a housing and service system	Somewhat	Yolo County HHSA Staff
578.7(c)	Conduct, at least biennially, a PIT count of homeless persons that meets HUD's requirements	Yes	Ad hoc Subcommittee appointed by HPAC General Membership
578.7(c)	Conduct an annual gaps analysis of homelessness needs and services	Unclear	Yolo County HHSA Staff HPAC General Membership
578.7(c)	Provide information required to complete the Con Plan (s)	Yes	Yolo County HHSA Staff
578.7(c)	Consult with State and local ESG recipients in the geographic area on the plan for allocating ESG funds and reporting/evaluating performance of ESG programs	Yes	Yolo County HHSA Staff
Annual Application for CoC Funds			
578.9(a)	Design, operate, and follow a collaborative process for the development of applications and approve submission of applications in response to a CoC Program NOFA	Yes	Technical Subcommittee HPAC General Membership
578.9(a)	Establish Priorities for funding projects	Unclear/No	
578.9(a)	If more than one application, designate the collaborative applicant	Yes	HPAC General Membership
NOFA	Rank multiple applications if required by NOFA	Yes	Ad hoc Subcommittee

Table 2 (continued): CoC Responsibilities and Responsible Party

Regulation	Responsibility	Is this happening?	Responsible Party
Collaborative Applicant			
578.9(a)	The collaborative applicant must collect and combine the required application information from all projects within the geographic area and will apply for funding for CoC planning activities. If the CoC is an eligible applicant, it may designate itself.	Yes	Yolo Community Care Continuum, with staffing support from Yolo County HHSA
CoC Board			
578.5(b)	Establish a board to act on its behalf that is representative of the relevant organizations and of projects serving homeless subpopulations within the CoC geographic area and that includes at least one homeless or formerly homeless individual to act on its behalf	Yes	HPAC Voting Membership
578.5(b)	No CoC board member may participate in or influence discussions or resulting decisions concerning the award of a grant or other financial benefits to the organization that the member represents	Yes	HPAC Voting Membership

As the table shows, a large portion of the duties are currently being undertaken by the Technical Subcommittee. While the Homeless Coordinator and additional Yolo County HHSA staff are supporting the committee, this is a significant amount of work to be placed on one committee. It requires that committee members be well-versed in multiple subject matters and increases the likelihood that capacity issues will arise in performing all work at a high-level. During a group discussion with the Technical Subcommittee, it was apparent that some key CoC responsibilities were not being performed at a level needed to achieve improved outcomes. These include the following responsibilities:

- Setting Performance Targets and Monitoring System and Project Performance
- Developing a plan for coordinating the implementation of a housing and service system
- Conducting an annual gaps analysis of homelessness needs and services
- Establishing funding priorities for projects

Capacity issues are also an issue for the Data Subcommittee. It was noted during the onsite visit that this committee hasn't convened as regularly as expected which results in some of the work then being taken on by the Technical Subcommittee or directly by Yolo County HHSA staff. It's important to highlight part of the problem is a lack of participation from all CoC members on committees leading to the same members on both committees.

One other area that demonstrates a lack of clarity on roles and responsibilities is the role of the County serving as the homeless coordinator as well as providing substantial operational support in fulfilling the obligations of the Collaborative Applicant and HMIS Lead (YCCC). The County carries out the primary day-to-day activities associated with these roles. While YCCC does provide some oversight of these activities, this additional layer of oversight seems duplicative and inefficient. One area of concern related to this set-up is the fact that the CoC chose not to pursue a planning grant in the last CoC funding round. This is essentially "free" money and many of the tasks performed by the County would be eligible under a CoC planning grant.

Need for comprehensive, coordinated Strategic Planning

As noted earlier, multiple planning efforts are taking place across the County. However, these efforts have not been effectively coordinated resulting in fragmented strategies that are not fully aligned or

implemented across the homelessness response system. While some of these efforts may have resulted in a positive impact for one project or one area, planning should be happening through a system-wide lens so that all strategies are aligned and have their intended impact across the County. Right now, the multiple planning groups in place (HPAC, City jurisdictions, the Executive Commission) are operating in silos with little to no structured coordination. This translates to a lack of clarity around the community's vision for ending homelessness and how that progress is being evaluated.

It was evident from discussions that some City staff are not fully informed on the role of HPAC and some HPAC members were unaware of the existence of the Executive Commission or its intended purpose. Some of those familiar with the Executive Commission highlighted that the group has been somewhat ineffective in moving the County towards a common vision of ending homelessness. It was noted that the 10-year plan that was formed under that leadership had not been reviewed or updated over the years. The Executive Commission was not created under any specific authority and does not have any by-laws established which may have impacted its ability to drive progress.

Without a common vision and strategy leading the full homelessness response and the various systems that interact with those experiencing homelessness (Healthcare, Criminal Justice, Education, etc.), it is unlikely that system changes necessary to significantly decrease homelessness will take place. Key areas that should be included as part of strategic planning are data analysis, identification of housing and service gaps, implementation of coordinated entry, principles of housing first, and establishing priorities for funding.

The lack of set funding priorities and identified system gaps was an issue observed in both the CoC governance structure as well as the planning happening at the County and City levels. Currently, when funding streams become available, an ad-hoc application process ensues that does not always allow for the highest performing projects to be put forward or to ensure the most pressing needs are being addressed adequately across the full geographic area.

On a positive note, the recent Yolo County Plan to Address Homelessness created in January 2019, addresses some of the challenges noted above. It also specifically identifies one overarching goal to “examine systems level coordination, identifying opportunities for improved partnership.” While the plan itself is a solid framework for ongoing strategic planning efforts, it is unclear who is leading each of the goals and how progress on each goal will be evaluated.

Need for Monitoring and System Performance Evaluation

Currently, the CoC has not established a defined process for setting performance targets or evaluating system or project performance. A critical aspect of the CoC Program is a focus on viewing the local homeless response as a coordinated system of homeless assistance options as opposed to homeless assistance programs and funding sources that operate independently in a community. To ensure the CoC is meeting its goals as a coordinated system of care, it should regularly measure its progress in meeting the needs of people experiencing homelessness in the community. Without defined performance targets, it is unclear to providers and the community what performance expectations are and what the intended goals are in reducing and ending homelessness.

Through system and project performance evaluation, the CoC can identify areas of additional support needed (i.e. Housing First training) and whether specific interventions or system components are having their intended impact (i.e. successful CES placements).

It is not clear if project and/or system performance is evaluated for homelessness funding awarded at the County and City levels.

TAC RECOMMENDATIONS

TAC developed the following seven recommendations based on the key themes and challenges identified through our engagement. These recommendations are intended to improve specific areas of governance within the County's homelessness system allowing for a more effective and coordinated response.

Recommendations for CoC Governance

Recommendation #1: Expand on HPAC's existing governance charter to ensure that all operational aspects of the CoC including all requirements per HUD's CoC Program Interim Rule, are detailed explicitly in writing.

As noted earlier, the existing governance charter does not clearly articulate all of the roles and responsibilities within the CoC. Whether any of the additional recommendations are adopted or not, it is important that the Charter outline how each CoC responsibility is operationalized.

Recommendation #2: Expand existing committee/subcommittee structure within HPAC to ensure that all responsibilities of the CoC are being met efficiently, effectively, and with the appropriate CoC membership at the table.

The existing committee structure relies too heavily on the members of the Technical Subcommittee to perform a majority of the responsibilities within the CoC. This set-up does not allow for a high level of focus or expertise to be fostered and may be inhibiting the CoC from establishing best practices or more advanced approaches within specific areas. Two additional committees recommended are a Coordinated Entry Subcommittee and a Performance Monitoring & Evaluation Subcommittee. Additionally, it is important that additional efforts be made to address the capacity issues within the Data Subcommittee.

Recommendation #3: Shift the assignment of Collaborative Applicant to the Yolo County Health and Human Services Agency.

Given their role in existing planning efforts and the collection and submission of the CoC application, it is recommended that County take on formal role of the Collaborative Applicant. This should reduce some duplication of work and inefficiencies in administering the CoC planning grant.

Recommendation #4: Shift the assignment of the HMIS Lead to the Yolo County Health and Human Services Agency.

Similar to #3 above, with the County taking on much of the day-to-day activities of the HMIS Lead, TAC recommends that the County become the HMIS Lead entity to create greater efficiencies and clarity of responsibilities.

Recommendation #5: Conduct outreach necessary to ensure representation from all CoC stakeholders including persons with lived experience.

It is recommended that the CoC make targeted outreach efforts to ensure that its membership is representative of all relevant organizations in the CoC area including nonprofit homeless assistance providers,



victim service providers, faith-based organizations, governments, businesses, advocates, public housing agencies, school districts, social service providers, mental health agencies, hospitals, universities, affordable housing developers, law enforcement, and organizations that serve veterans, homeless, and formerly homeless individuals. While many of these stakeholders are represented in the CoC membership, they may not all be playing an active role or participating in committees. The CoC should consider ways to consistently engage more members and ensure that all voices are being represented.

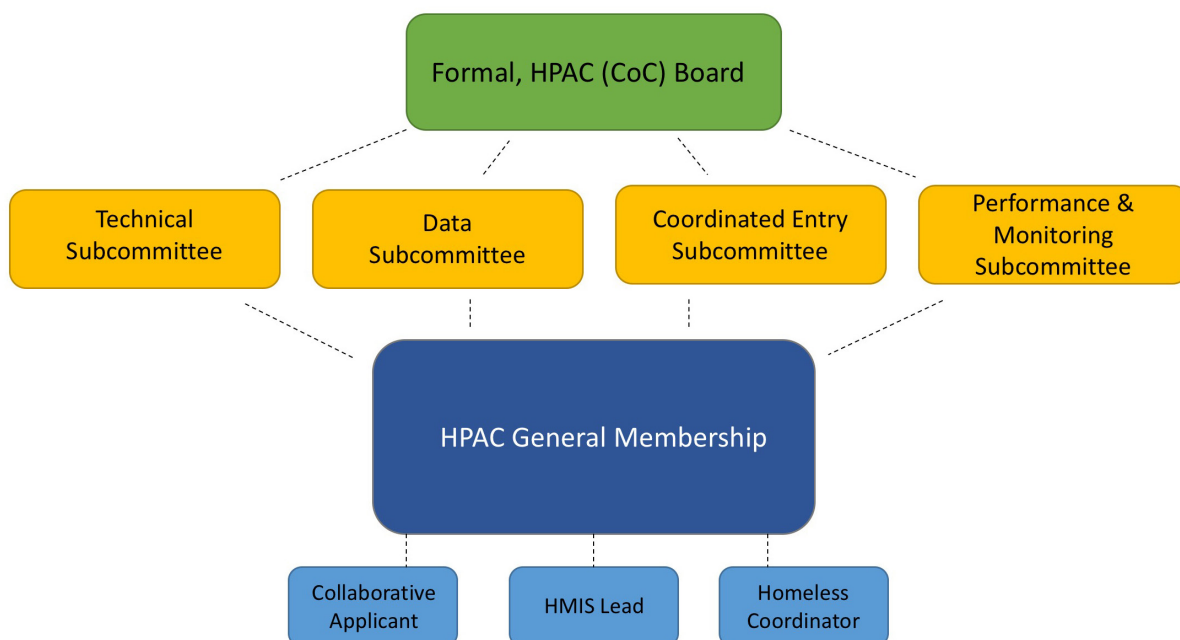
Recommendation #6: Create a new HPAC Board with the primary role to establish policies and funding priorities that align with the larger community strategic vision.

The current governance structure within HPAC does not allow for high-level discussion and planning efforts to take place at a leadership level. Currently, there isn't much distinction between those voting members who make up the board and other CoC members who attend general meetings. For the most part, the general meetings are a place to share information amongst providers and give updates on funding opportunities. TAC recommends the creation of a new, formalized HPAC Board that meets separately from the general membership with a focus on strategic planning and ensuring HPAC policies and funding align with the overall community vision.

It is suggested that members of the Board be selected to fill defined number of slots designated for specific representatives. It is also suggested that staggered term limits be established. For example, HPAC may determine that the board should be comprised of no more than 15 individuals representing the following organizations and bodies of government: local jurisdictions (4), County (2), law enforcement (1), Yolo County Housing (1), non-profit housing and services (4), individuals with lived experience (2), other member at large (1). Three-year board term limits are common in many CoCs.

In addition to overall strategic planning, the board would be responsible for overseeing the work of each of the committees within the HPAC and ensuring the CoC is meeting all of its responsibilities. The HPAC Board would also serve as a direct channel to any larger homeless system planning body established at the County level (See Recommendation 7). Figure 3 shows a visual of the recommended HPAC Governance Structure.

Figure 3: New HPAC Governance Structure



Recommendations for Yolo County Homeless System

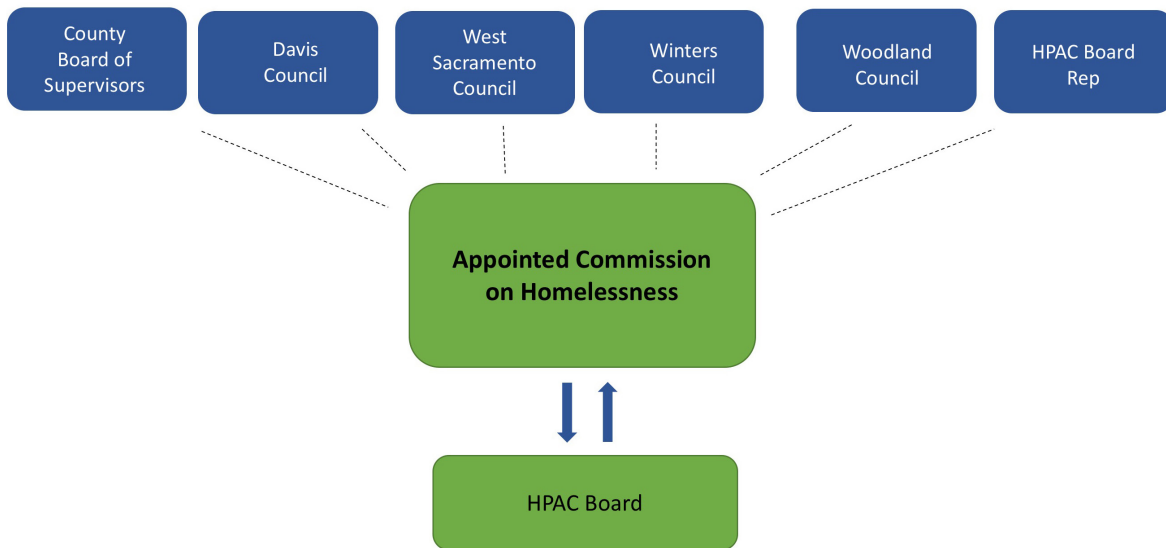
Recommendation #7: Create County-level Strategic Planning Body responsible for Creating and Implementing a Community-wide Vision for Ending Homelessness

One of the biggest gaps identified within the County’s homelessness system was a lack of clear and comprehensive strategic planning across the geographic area. While each local jurisdiction may have specific needs to address, it is necessary that planning efforts are streamlined as much as possible across jurisdictions and other governing bodies throughout Yolo County.

With the multiple systems that interact with people experiencing homelessness, it’s important that the County have one overarching planning body that develops and oversees a community-wide vision for ending homelessness. This body would be responsible for approving and overseeing any county-wide strategic plans to end homelessness (i.e. No Place Like Home Plan). As part of this, it is expected that this body would develop policy on a large range of issues impacting the homeless system including: coordination of housing and service delivery, cross-jurisdictional issues, development of homeless dedicated resources, establishing funding priorities, advocacy and public education efforts, and system level performance evaluation.

There are two potential structures that TAC recommends for this body. One structure is an appointed commission on homelessness which would include elected officials from the County, elected officials from each City, and a representative from the HPAC Board. It is important that HPAC is represented on this higher-level planning body to ensure a flow of information and knowledge at all levels. An example of this structure is shown in Figure 4.

Figure 4: Appointed Commission on Homelessness

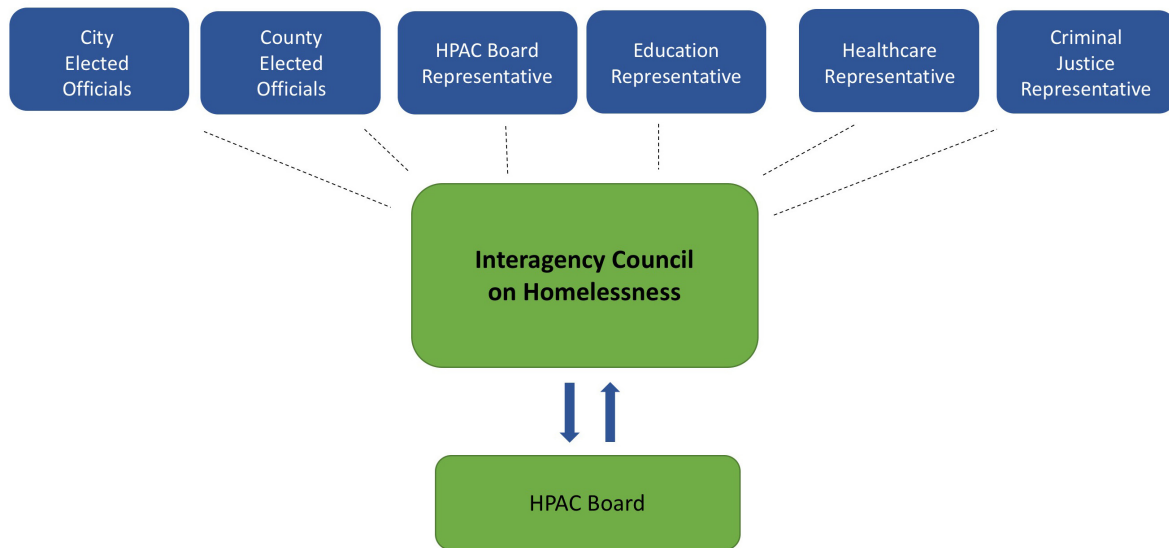


One benefit to the above structure is that it is similar to the Executive Commission and could therefore be more readily established.

Another potential structure that could be established is an Interagency Council on Homelessness. This type of structure uses a multi-stakeholder governance approach. It would include all of the members from the Appointed Commission (City/County elected officials and HPAC Rep) as well as members of other systems and sectors impacted by homelessness. This could include representatives from Education, Criminal Justice, and Healthcare. Similar to the previous example, this interagency council

would also collaborate directly with the HPAC board to ensure that any established vision or policy around ending homelessness is implemented at the ground level. An example of this structure is outlined in Figure 5.

Figure 5: Interagency Council on Homelessness



A significant benefit of this structure is that it allows for a greater amount of input from a diverse set of stakeholders that are impacted by homelessness. This would help to ensure that any decision-making around policy and planning is reflective of all community needs and perspectives. This structure may also assist with breaking down silos within different systems of care allowing for greater movement on issues like data sharing or discharge planning. One consideration of an interagency council on homelessness is that it may take longer to establish and would require commitment and buy-in from the different groups or systems being represented.

It is important to highlight that no matter what structure is chosen to serve as a county-wide strategic planning body, it should be clearly defined with its purpose and responsibilities outlined in by-laws or some other formal, written agreement.

CONCLUSION AND NEXT STEPS

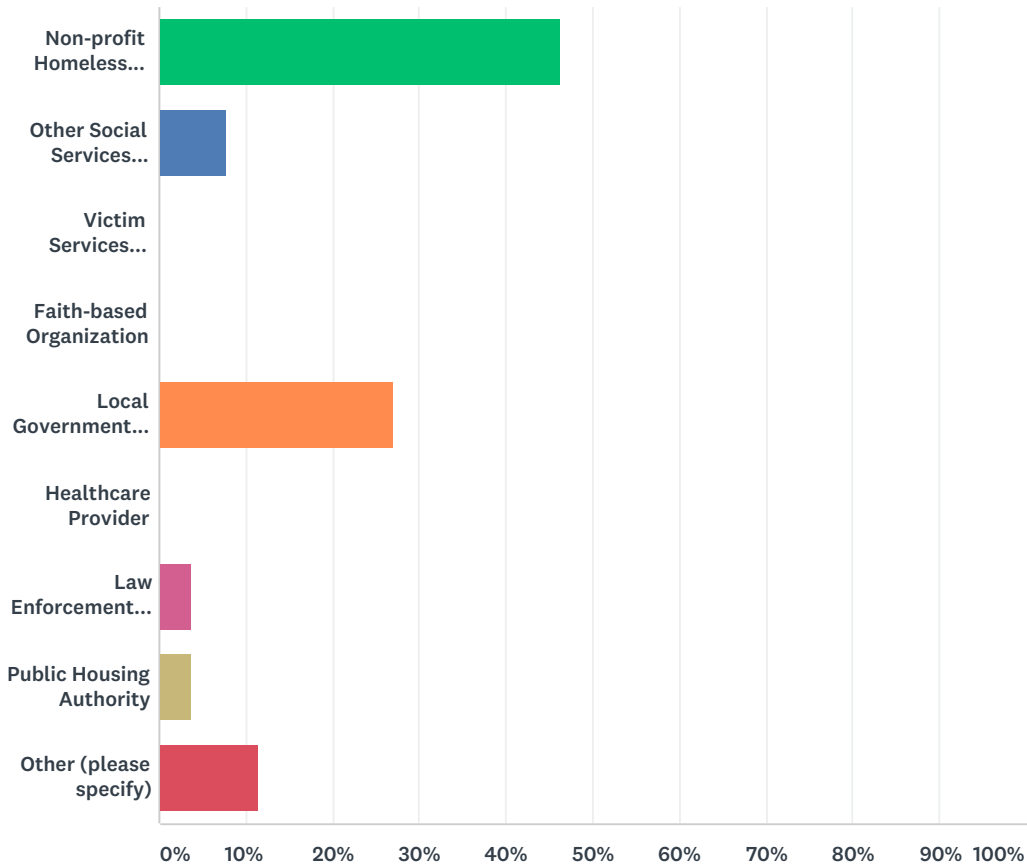
While a strong commitment to ending homelessness exists across the many stakeholders working within Yolo County’s homelessness response system, there are some specific governance challenges that are inhibiting the ability to operate effectively as a comprehensive system. With the implementation of the recommendations noted in this report, it is expected that provider agencies, funders, City and County representatives, community members and other stakeholders will have a clear understanding of the community’s vision and the different entities responsible for executing that vision.

If and how these recommendations are implemented will largely depend on whether the existing structures in place within HPAC and the County and City level agree to adopt them. We strongly recommend a convening of the relevant entities to discuss these recommendations in detail and determine the best path forward for the Yolo County Homeless System.

Attachment A: Yolo Survey Data

Q1 Which best describes your role as a member of HPAC/Yolo County CoC?

Answered: 26 Skipped: 0



ANSWER CHOICES	RESPONSES	
Non-profit Homeless Services Provider	46.15%	12
Other Social Services Provider	7.69%	2
Victim Services Provider	0.00%	0
Faith-based Organization	0.00%	0
Local Government Entity	26.92%	7
Healthcare Provider	0.00%	0
Law Enforcement Official	3.85%	1
Public Housing Authority	3.85%	1
Other (please specify)	11.54%	3
TOTAL		26

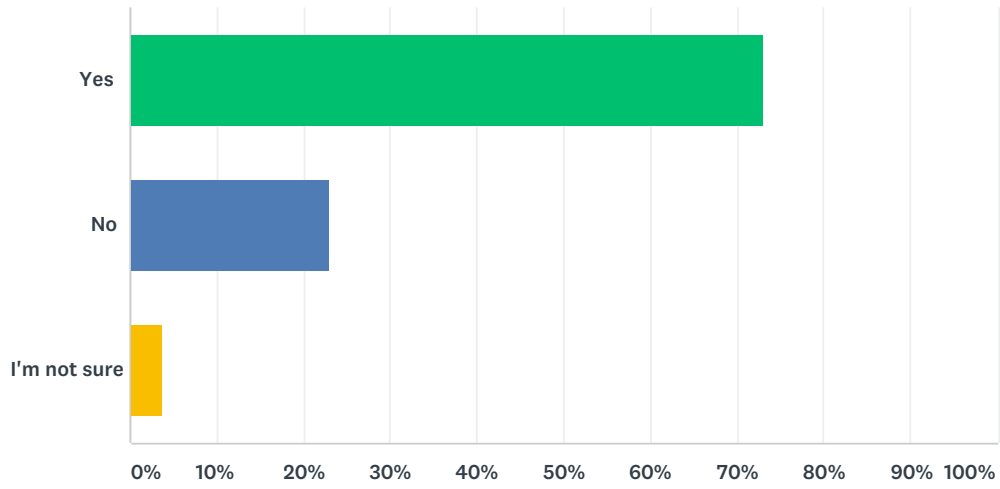
#	OTHER (PLEASE SPECIFY)	DATE
1	County government/staff to the CoC	6/18/2019 8:50 AM

Yolo County Capacity Building TA Survey

2	Community non-profit advocate and housing partner	6/10/2019 10:25 AM
3	Other Social Services Provider / Local Government Entity / Law Enforcement Entity / CoC Chair	5/30/2019 11:30 AM

Q2 Are you a part of the CoC's Board of Voting Members?

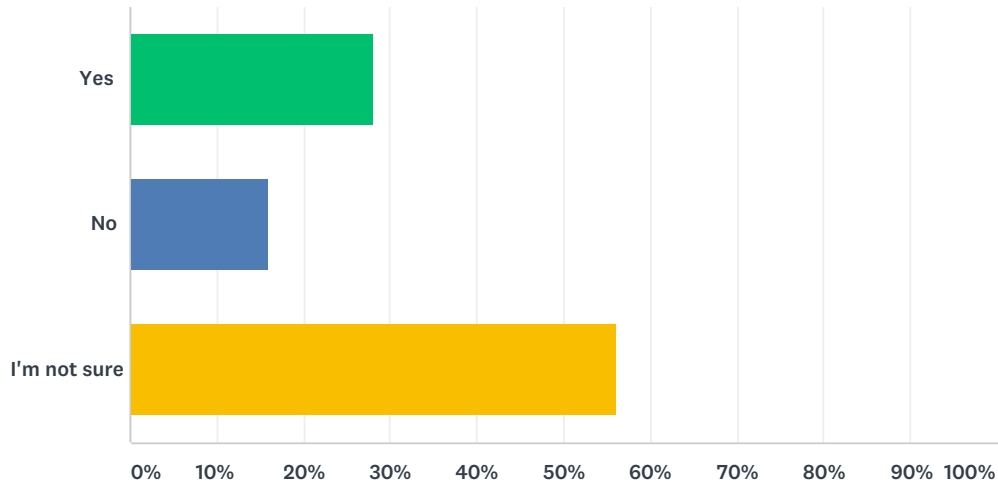
Answered: 26 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	73.08%	19
No	23.08%	6
I'm not sure	3.85%	1
TOTAL		26

Q3 Are there any community stakeholders or other entities missing from CoC membership?

Answered: 25 Skipped: 1

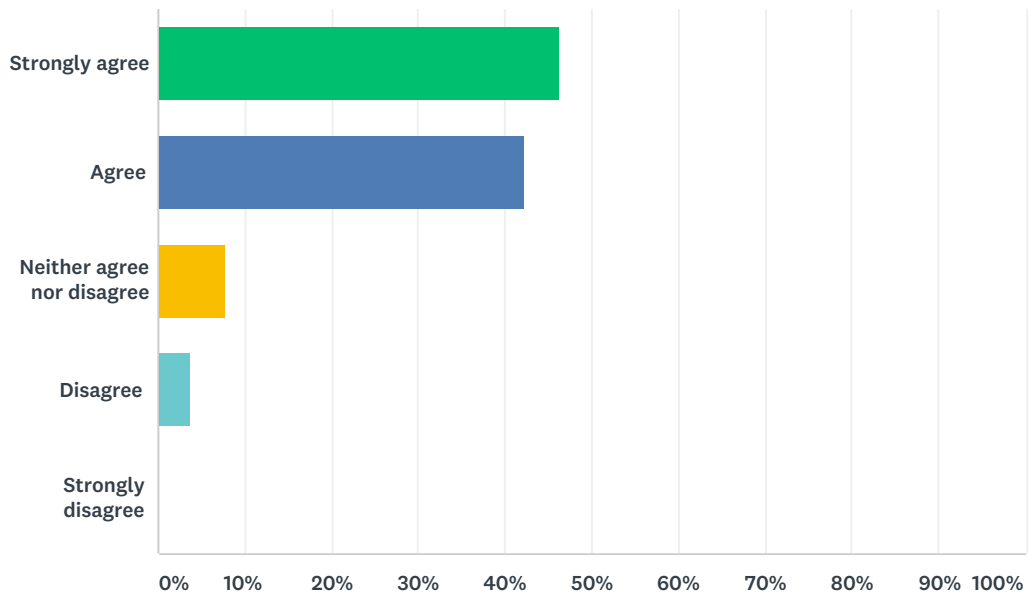


ANSWER CHOICES	RESPONSES
Yes	28.00% 7
No	16.00% 4
I'm not sure	56.00% 14
TOTAL	25

#	IF YES, PLEASE EXPLAIN.	DATE
1	I believe the voting members should be elected officials from each City and County as well as one Provider representative	6/18/2019 2:42 PM
2	Individuals and families living homeless are not well represented	6/18/2019 8:50 AM
3	Clients utilizing our services	6/10/2019 10:53 AM
4	HPAC is inclusive and open to the public. I am not aware of any entities that should participate that are not engaged.	6/10/2019 9:11 AM
5	What about representatives from the Real Estate or Development community? Business community?	6/5/2019 12:18 PM
6	We have intermittent attendance at CoC meetings from the large health care providers (Sutter, Dignity, UC Davis Health). I think that with better collaboration between them and the CoC both groups would be better able to serve our mutual clients / patients.	5/30/2019 11:30 AM
7	Homeless Residents	5/30/2019 8:50 AM

Q4 Do you agree or disagree with the following statement: I have a strong understanding of my role as a member of the CoC.

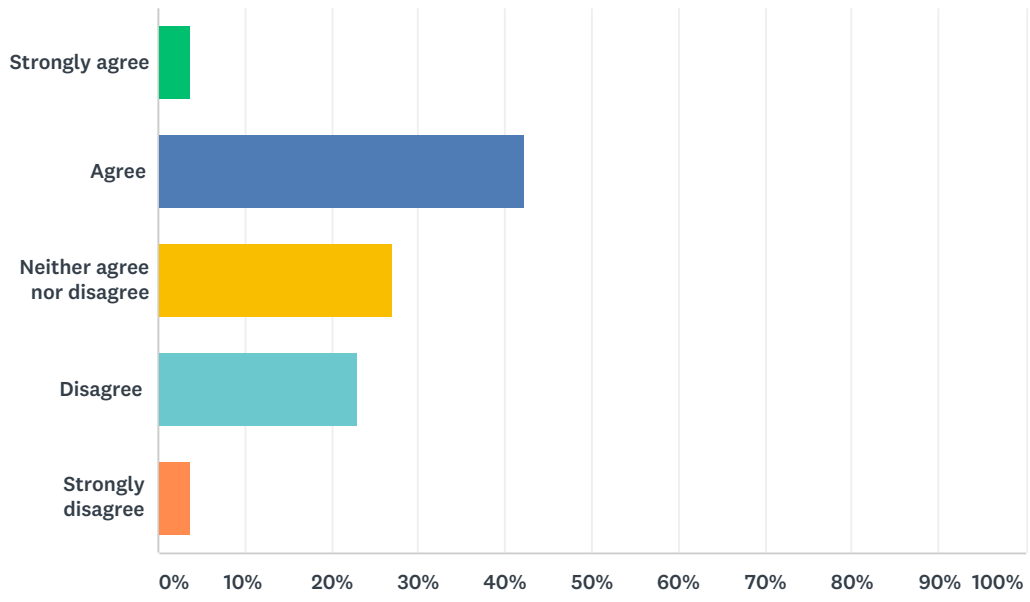
Answered: 26 Skipped: 0



ANSWER CHOICES	RESPONSES	
Strongly agree	46.15%	12
Agree	42.31%	11
Neither agree nor disagree	7.69%	2
Disagree	3.85%	1
Strongly disagree	0.00%	0
TOTAL		26

Q5 Do you agree or disagree with the following statement: The roles and responsibilities of the CoC Collaborative Applicant, leadership, subcommittees, and general membership are clearly defined and understood by all members.

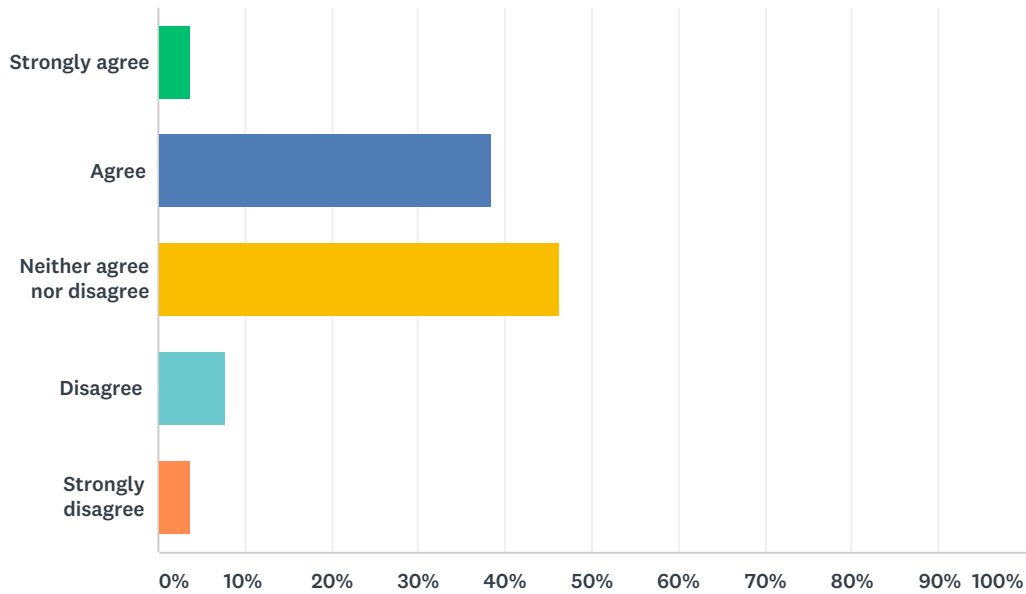
Answered: 26 Skipped: 0



ANSWER CHOICES	RESPONSES	
Strongly agree	3.85%	1
Agree	42.31%	11
Neither agree nor disagree	26.92%	7
Disagree	23.08%	6
Strongly disagree	3.85%	1
TOTAL		26

Q6 Do you agree or disagree with the following statement: The CoC's governance functions in reality as it is described in writing in the CoC's Governance Charter.

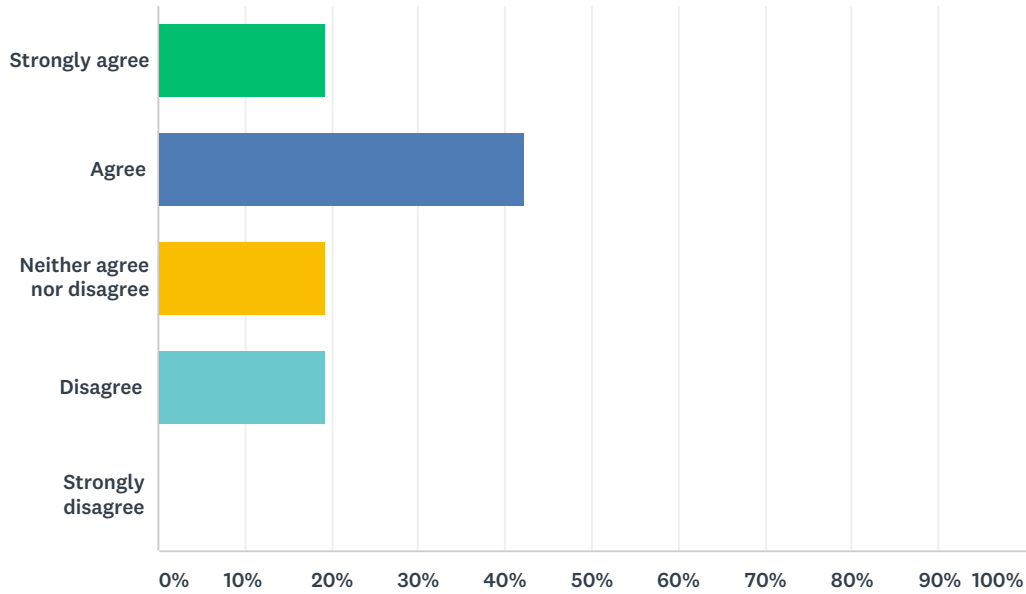
Answered: 26 Skipped: 0



ANSWER CHOICES	RESPONSES
Strongly agree	3.85% 1
Agree	38.46% 10
Neither agree nor disagree	46.15% 12
Disagree	7.69% 2
Strongly disagree	3.85% 1
TOTAL	26

Q7 Do you agree or disagree with the following statement: I have a strong understanding of the decision making process in the CoC as it relates to funding of projects and project performance evaluation.

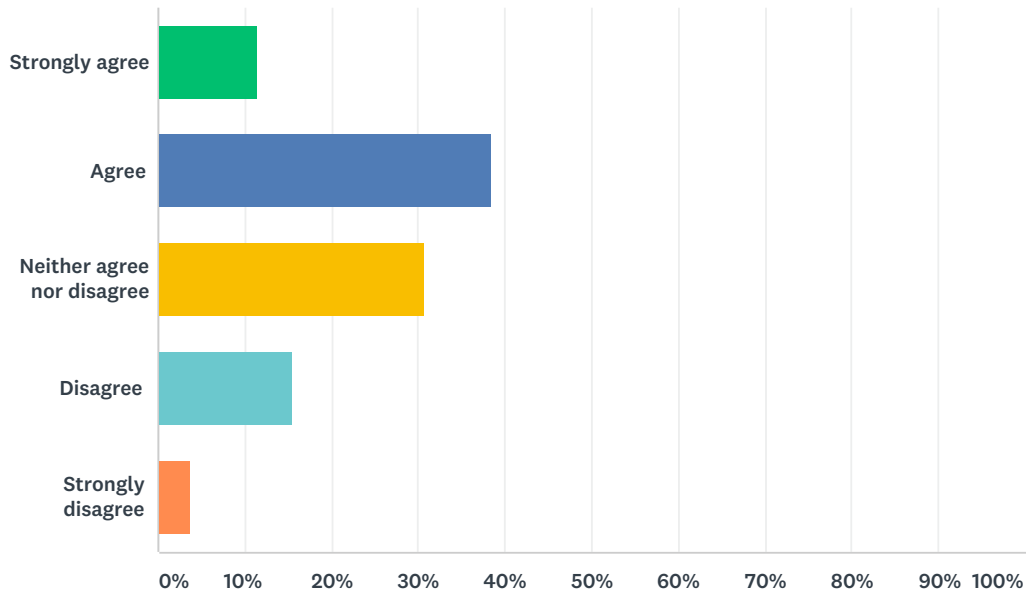
Answered: 26 Skipped: 0



ANSWER CHOICES	RESPONSES	
Strongly agree	19.23%	5
Agree	42.31%	11
Neither agree nor disagree	19.23%	5
Disagree	19.23%	5
Strongly disagree	0.00%	0
TOTAL		26

Q8 Do you agree or disagree with the following statement: The current CoC decision-making structure allows for accurate reflection of the community’s needs as it works to end and prevent homelessness.

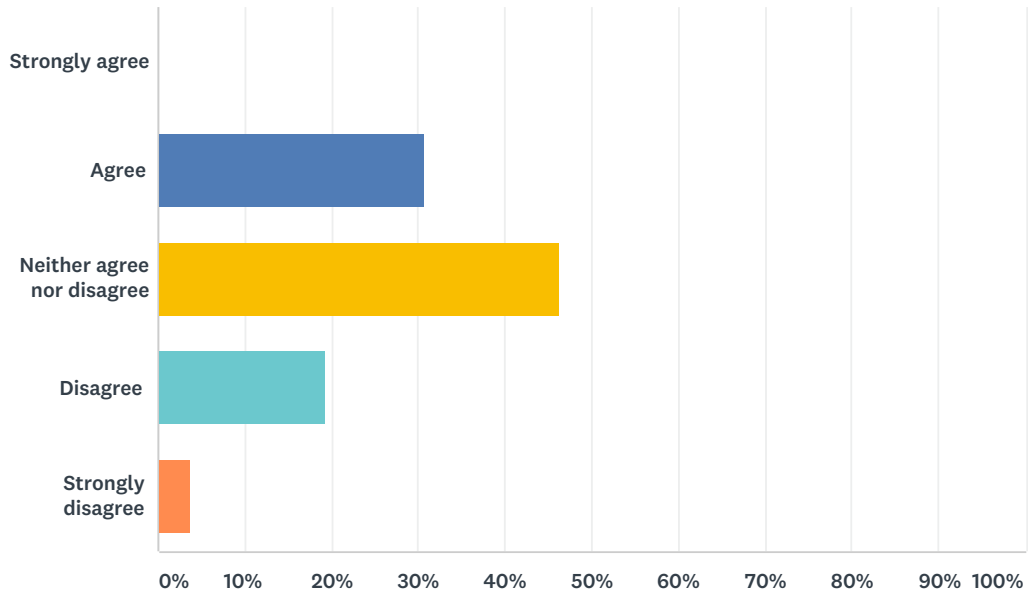
Answered: 26 Skipped: 0



ANSWER CHOICES	RESPONSES
Strongly agree	11.54% 3
Agree	38.46% 10
Neither agree nor disagree	30.77% 8
Disagree	15.38% 4
Strongly disagree	3.85% 1
TOTAL	26

Q9 Do you agree or disagree with the following statement: Data and review of system performance drive decision-making in the CoC.

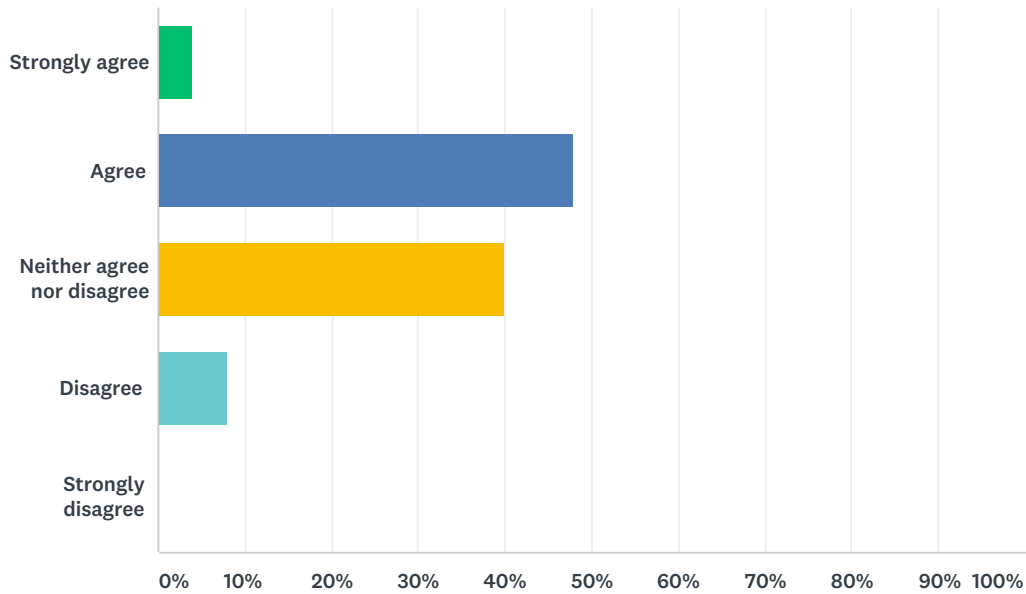
Answered: 26 Skipped: 0



ANSWER CHOICES	RESPONSES	
Strongly agree	0.00%	0
Agree	30.77%	8
Neither agree nor disagree	46.15%	12
Disagree	19.23%	5
Strongly disagree	3.85%	1
TOTAL		26

Q10 Do you agree or disagree with the following statement: The CoC has sufficient subcommittees to meet all CoC obligations and carry out related work.

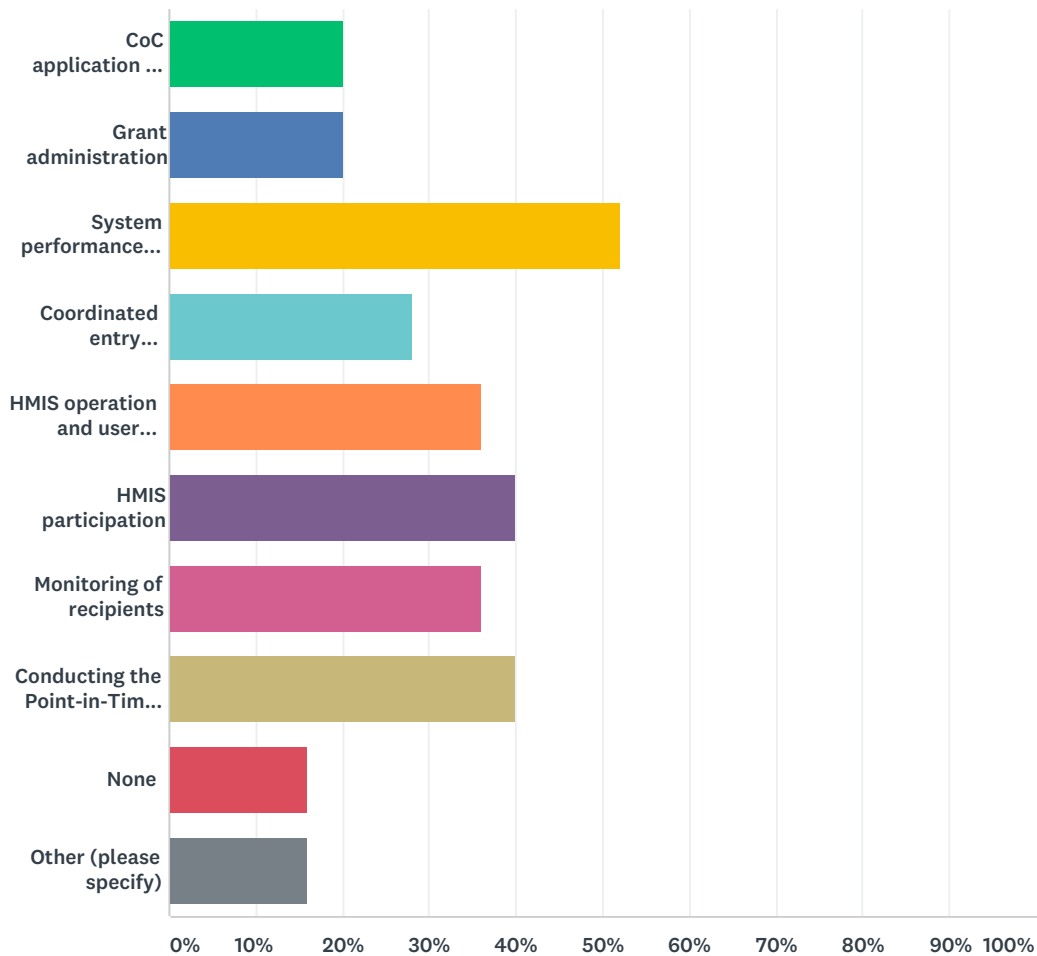
Answered: 25 Skipped: 1



ANSWER CHOICES	RESPONSES	
Strongly agree	4.00%	1
Agree	48.00%	12
Neither agree nor disagree	40.00%	10
Disagree	8.00%	2
Strongly disagree	0.00%	0
TOTAL		25

Q11 Are there any specific areas of the CoC governance and structure that you feel require strengthening? You may select more than one.

Answered: 25 Skipped: 1



ANSWER CHOICES	RESPONSES	
CoC application to HUD, including review/ranking of project applications	20.00%	5
Grant administration	20.00%	5
System performance evaluation	52.00%	13
Coordinated entry implementation	28.00%	7
HMIS operation and user support	36.00%	9
HMIS participation	40.00%	10
Monitoring of recipients	36.00%	9
Conducting the Point-in-Time Count	40.00%	10
None	16.00%	4
Other (please specify)	16.00%	4

Yolo County Capacity Building TA Survey

Total Respondents: 25

#	OTHER (PLEASE SPECIFY)	DATE
1	I think we should have a Board of non-conflicted representatives who have the authority to make all funding recommendations in line with community needs and best practices.	6/18/2019 2:42 PM
2	State grant review/ranking of applications	6/10/2019 10:25 AM
3	Local competitions for grants that go directly to the CoC need process improvements for transparency and consistency.	5/30/2019 11:30 AM
4	advocacy.....We need to spend more time and effort advocating for housing and other services for our population.	5/30/2019 10:49 AM

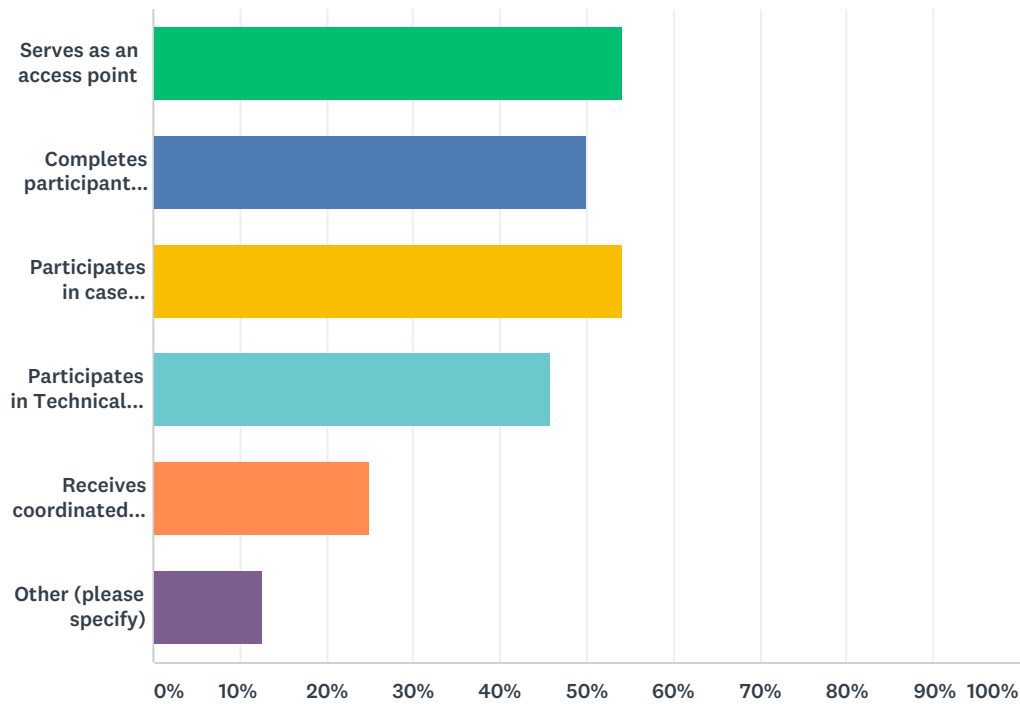
Q12 If you have any other comments, concerns, or questions related to the Yolo County CoC governance and structure as it might related to this capacity building TA engagement, please describe them here.

Answered: 7 Skipped: 19

#	RESPONSES	DATE
1	Role of HHSA has expanded which is mostly positive but does create some concerns.	6/20/2019 12:26 PM
2	The structure needs to be in a form of a JPA. The current program is too scattered.	6/20/2019 10:46 AM
3	I believe we need to move toward a Board of Directors of sorts for HPAC, comprised of elected officials from each jurisdiction, a provider representative, and a person with lived experience. This Board would have the final decision making authority around funding/programming in line with Action Plan and best practices.	6/18/2019 2:42 PM
4	na	6/11/2019 7:20 AM
5	Not at this time	6/10/2019 9:32 AM
6	I think that the performance measure in regard to exiting clients does not apply to emergency shelter providers in the same way it applies to permanent shelter providers.	6/10/2019 9:19 AM
7	We need to examine if large entities (such as the County of Yolo) can only have one representative per department / agency. HHSA has representation, but the DA's office is interested in voting membership and it's unclear if current policies and procedures allow this.	5/30/2019 11:30 AM

Q13 How does your organization participate in coordinated entry? You may select more than one response.

Answered: 24 Skipped: 2

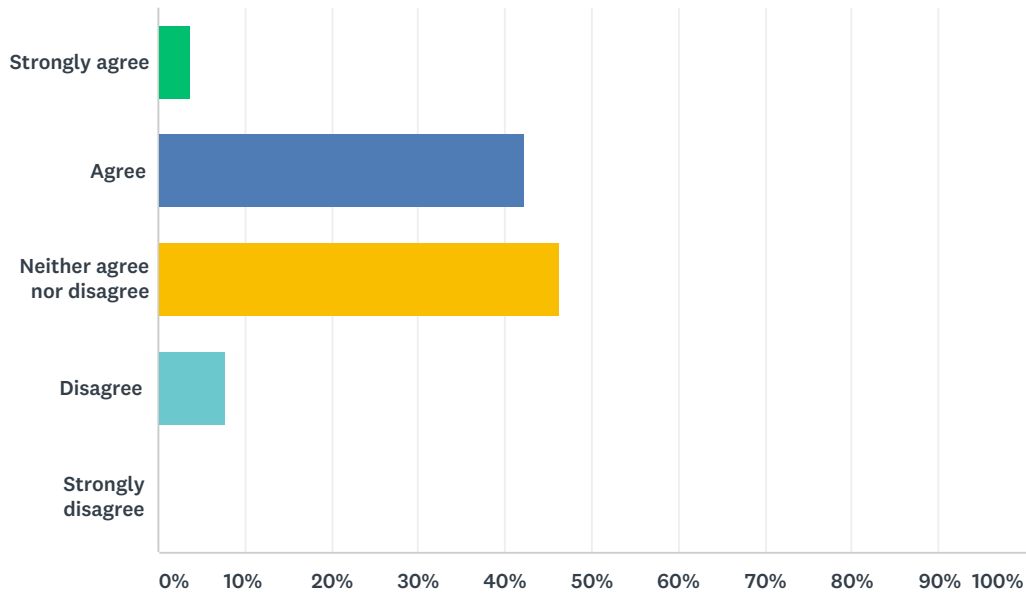


ANSWER CHOICES	RESPONSES	
Serves as an access point	54.17%	13
Completes participant assessments	50.00%	12
Participates in case conferencing meetings	54.17%	13
Participates in Technical Subcommittee (oversight of CE system)	45.83%	11
Receives coordinated entry referrals for housing and/or services	25.00%	6
Other (please specify)	12.50%	3
Total Respondents: 24		

#	OTHER (PLEASE SPECIFY)	DATE
1	We don't currently participate in this	6/10/2019 9:32 AM
2	The District Attorney is not an access point. Our office participateds in homeless multi-disciplinary team meetings in addition to HPAC.	6/10/2019 9:11 AM
3	Provides referrals for VI-SPDAT assessments.	5/30/2019 8:39 AM

Q14 Do you agree or disagree with the following statement: My organization has received adequate training for our role in Yolo County's coordinated entry system.

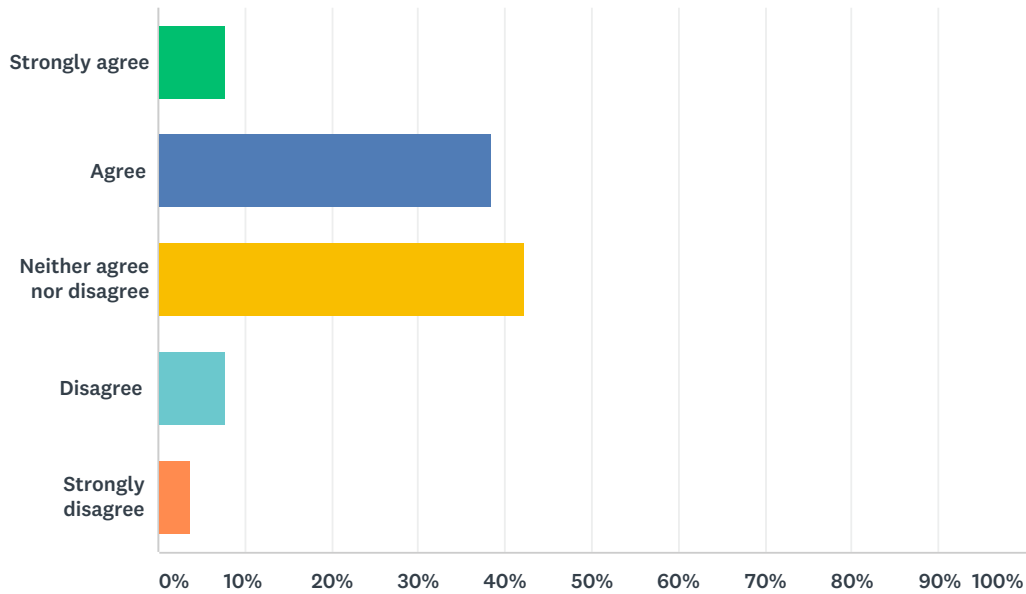
Answered: 26 Skipped: 0



ANSWER CHOICES	RESPONSES
Strongly agree	3.85% 1
Agree	42.31% 11
Neither agree nor disagree	46.15% 12
Disagree	7.69% 2
Strongly disagree	0.00% 0
TOTAL	26

Q15 Do you agree or disagree with the following statement: Coordinated entry has improved the Yolo County CoC's ability to quickly connect people experiencing homelessness to housing and resources.

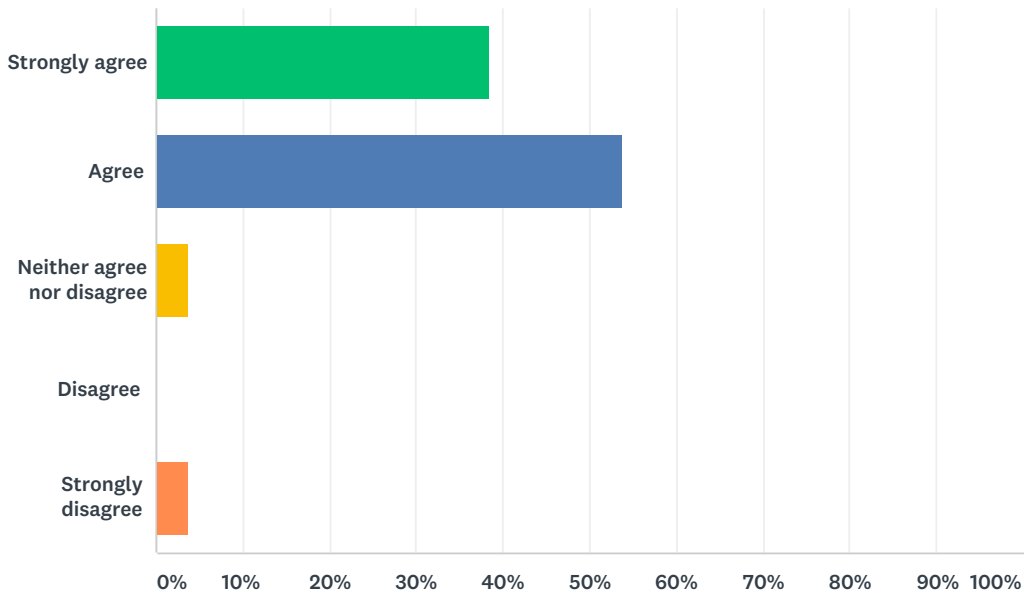
Answered: 26 Skipped: 0



ANSWER CHOICES	RESPONSES	
Strongly agree	7.69%	2
Agree	38.46%	10
Neither agree nor disagree	42.31%	11
Disagree	7.69%	2
Strongly disagree	3.85%	1
TOTAL		26

Q16 Do you agree or disagree with the following statement: The goal of coordinated entry in Yolo County is to prioritize the most vulnerable households experiencing homelessness so that they can be swiftly connected to the next available permanent housing opportunity.

Answered: 26 Skipped: 0



ANSWER CHOICES	RESPONSES	
Strongly agree	38.46%	10
Agree	53.85%	14
Neither agree nor disagree	3.85%	1
Disagree	0.00%	0
Strongly disagree	3.85%	1
TOTAL		26

Q17 What do you consider to be the strengths of Yolo County's coordinated entry system?

Answered: 21 Skipped: 5

#	RESPONSES	DATE
1	Provides better access to housing opportunities across the CoC.	6/20/2019 12:26 PM
2	The access point.	6/19/2019 3:27 PM
3	We are small enough to be nimble and responsive	6/18/2019 2:42 PM
4	The Case Conferencing	6/11/2019 10:05 AM
5	Not sure	6/11/2019 7:20 AM
6	collaborative spirit and desire to communicate	6/10/2019 4:54 PM
7	Great partners all willing to work together.	6/10/2019 10:53 AM
8	Not sure.	6/10/2019 10:25 AM
9	I don't think I know enough to answer this question	6/10/2019 9:32 AM
10	The Homeless Poverty and Action Coalition is well organized and effective.	6/10/2019 9:19 AM
11	Improved agency organization through Emily.	6/10/2019 9:18 AM
12	Participation	6/10/2019 9:16 AM
13	It has forced homeless service providers to collaborate.	6/10/2019 9:11 AM
14	Partner dedication and commitment. Equal voice at the table of the CofC. Opportunity to be engaged in decision making processes.	6/5/2019 12:18 PM
15	We don't use the system	5/31/2019 12:34 PM
16	The case conferencing process stands out for its comprehensive look at housing and services for the most vulnerable members of the community queue.	5/30/2019 11:30 AM
17	None and not just in Yolo county. It is a wasteful time sucking effort when we have functionally zero housing out there for our population. A system that would function but that does not due to being mostly totally devoid of the one key factor in successful usage....HOUSING.	5/30/2019 10:49 AM
18	Case conferencing	5/30/2019 10:01 AM
19	Connection and Collaboration with Community Partners	5/30/2019 9:03 AM
20	Good participation amongst stakeholders.	5/30/2019 8:50 AM
21	Increased collaboration between social service providers.	5/30/2019 8:39 AM

Q18 What do you consider to be some of the challenges for Yolo County's coordinated entry system?

Answered: 21 Skipped: 5

#	RESPONSES	DATE
1	Case conferences are cumbersome and there is pressure from some to place difficult individuals that are not the best fit or don't meet program guidelines. Projects are not funded or staffed to fully meet the needs of HUDs priority population.	6/20/2019 12:26 PM
2	Data	6/19/2019 3:27 PM
3	Providers with long history in community still seem resistant to the system.	6/18/2019 2:42 PM
4	Having only a few access points and case managers to input and maintain data, having follow up with clients who score high on the VISPDAT so we can connect them, having very few beds to place into so the point of doing a VISPDAT is not very high on the list of priorities.	6/11/2019 10:05 AM
5	Still very slow in placing people into units that are available.	6/11/2019 7:20 AM
6	infrastructure, immediate access to shared information.	6/10/2019 4:54 PM
7	The "urgent need" is defined by something that was often entered months ago, so the people with the most pressing need could be overlooked.	6/10/2019 11:43 AM
8	Super limited inventory of beds, locations and low income housing.	6/10/2019 10:53 AM
9	Finding housing as appropriate for vulnerable. Using not just a self report screen for coordinated entry but a more objective evaluation..	6/10/2019 10:25 AM
10	I am not entirely sure	6/10/2019 9:32 AM
11	The lack of affordable housing available for clients exiting the system.	6/10/2019 9:19 AM
12	We need more funding for coordination of access to services.	6/10/2019 9:18 AM
13	funded program performance	6/10/2019 9:16 AM
14	Ample temporary shelter to support transition out of homelessness. Permanent housing solutions. NIMBYism	6/5/2019 12:18 PM
15	not sure, we don't use the system	5/31/2019 12:34 PM
16	We are not using it to prioritize services other than permanent supportive housing. Vulnerability should take primary importance in selecting for emergency shelter resources as well.	5/30/2019 11:30 AM
17	Without adequate and affordable housing for our target population, it is a waste of time and and valuable resources.	5/30/2019 10:49 AM
18	Speed in placing people in units; very few participating agencies (only a few are required)	5/30/2019 10:01 AM
19	Lack of affordable and available housing for clients in system	5/30/2019 9:03 AM
20	No housing inventory.	5/30/2019 8:50 AM
21	There is a limited amount of beds that can be filled.	5/30/2019 8:39 AM

Attachment B: Stakeholder Interview Schedule

Schedule of Individual Stakeholder Interviews			
Name	Organization	Date	Type
Lynnette Irlmeier	Empower Yolo	6/11/2019	Phone
Bill Pride	Davis Community Meals and Housing	6/11/2019	Phone
Doug Zeck	Fourth & Hope	6/14/2019	Phone
Michele Kellog	Yolo Community Care Continuum	6/24/2019	Phone
Tracey Dickinson	Yolo County HHSA	6/27/2019	In-person
Alysa Meyer	Legal Services of Northern California	7/16/2019	Phone
Karen Larsen	Yolo County HHSA	7/19/2019	Phone
Lisa Baker	Yolo County Housing	7/23/2019	Phone
Paul Navazio	City of Woodland	7/24/2019	Phone
Patrick Blacklock	Yolo County Administrator's Office	8/1/2019	Phone
Phillip Reed	Veterans Administration	8/5/2019	Phone
Sandra Sigrist	Yolo County HHSA	8/6/2019	Phone
Aaron Laurel	City of West Sacramento	8/14/2019	Phone
Tara Ozes	HomeBase	8/14/2019	Phone

*City of Winters, City of Davis, and HPAC Chair were contacted for stakeholder interviews without response.